

AN ADVISORY SERVICES PANEL REPORT

# Stockton Boulevard Sacramento, California



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Stockton Boulevard Imagined

May 17–22, 2009  
An Advisory Services Panel Report

Urban Land Institute  
1025 Thomas Jefferson Street, N.W.  
Suite 500 West  
Washington, D.C. 20007-5201

# About the Urban Land Institute

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The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 38,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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# About ULI Advisory Services

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The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and

stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Acknowledgments

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the panel with insights and observations that were essential to the panel's success.

All stakeholders who participated in the panel interviews, including representatives of UC Davis Medical Center and the Stockton Boulevard Partnership deserve the panel's appreciation. Finally, the panel wishes to thank the more than 100 citizens and residents of the city and the county who participated in the tours, receptions, presentations, and briefings that helped the panel understand more about the Stockton Boulevard corridor.

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# Foreword: The Panel's Assignment

Located in Sacramento, California, south-east of the downtown area, the Stockton Boulevard Opportunity Area consists of that portion of the Stockton Boulevard corridor between 14th Avenue and Fruitridge Road. Not only in the current economy and given state, city, and county budget issues, but even in the best of times, the boulevard remains a real redevelopment challenge because of the area's reputation, existing conditions, access to employment, and lack of viable financing.

Aging strip retail uses adjacent to single-family detached homes and small apartment complexes characterize the opportunity area. Old motels combined with unkempt vacant parcels, social service delivery centers, liquor stores, and thrift shops present a significant challenge in attracting new investment.

## The Panel's Assignment

The city of Sacramento and the Sacramento Housing and Redevelopment Authority (SHRA) invited the Urban Land Institute to look at the opportunity area with a series of specific questions regarding the redevelopment of this portion of the Stockton Boulevard corridor. These questions were grouped in the following categories.

### Market Potential

- What is the current market demand in the area?
- How many and what types of jobs can be attracted to the corridor?
- What is the potential to attract vertically integrated, mixed-use development, including residential, to the corridor over the next 20 to 30 years?
- How does the corridor position itself to attract transit-oriented redevelopment?



Location map.

- What types of land uses should be targeted?
- What locations are best suited for retail, office, light industrial, residential, or vertically integrated mixed uses?
- What is the area's biggest asset/competition?
- How important is land assembly to attracting the appropriate market to the corridor?

Former mayors Hudnut and Hood discuss redevelopment opportunities on the panel tour.



Regional map.



- What is the appropriate mix of land uses for the major intersections?
- How can the private sector be encouraged to accommodate bus and transit-system accessibility?
- How important are streetscape and other infrastructure improvements to the redevelopment process?
- How should access and parking be accommodated?
- Which parcels of land should be assembled to realize the proposed plan?

### Development Strategies

- What uses, development schemes, and development programs are most appropriate based on the market?
- How can communities best market development opportunities without overtly competing with adjacent jurisdictions?
- Will time-sensitive development incentives work?

### Planning and Design

- Is the current planning and design initiative adequate?
- Is the current design manual adequate to address the issues of this corridor? What design elements are missing?

### Implementation

- Can the panel suggest a chronological implementation scheme to address the previous recommendations?
- What incentives should be considered? What steps should be taken first?
- How can communities best leverage resources for providing water, sewer, drainage, and underground utilities?
- What are the best and most cost-effective processes for assembling land for redevelopment along the corridor?
- What incentives should be offered to landowners in areas where land needs to be assembled for redevelopment?
- Who or what is the proper entity to make the implementation plan work?

Panelists on the panel tour.





The panel has attempted to address each of the preceding questions, as is evident in the subsequent sections of this report. In a broader sense, the panel’s assignment is really about how the corridor can evolve in a positive direction. As an outside, expert group of land use professionals, the panel hopes this report will help the city chart a general direction to follow. The panel’s recommendations include important steps that can be taken now and in the near future. These steps will add value to the land uses in the corridor and prepare it for future investment when the economy revives and new population arrives. The panel’s recommendations complement the numerous other studies that have already been undertaken in the corridor. However, the panel offers no final answers, only hints at directions to travel and suggestions of possible steps to take to make the corridor a vital, safe, green, contributing part of the Sacramento community. Hence, the report’s subtitle is “Stockton Boulevard Imagined.”

## Summary of Recommendations

First, the city must understand that in the current and near term (one to three years), the economic situation does not provide a market solution to the problems facing the entire Stockton Boulevard corridor or specifically for the Stockton Boulevard Opportunity Area. Patience and determination will be required. In addition, significant intervention and stimulus from the city and other financial entities will be necessary.

- The city should evaluate, choose among, and begin to implement the recommendations contained in *Ten Principles of Reinventing America’s Suburban Strips* (ULI, 2001).
- The city must reduce developer and investor risk by
  - Addressing visual blight through the enactment of design guidelines and code enforcement and beginning a more proactive code enforcement process;
  - Rehabilitating the Budget Inn, as planned;
  - Demolishing the remaining deteriorated motels and land-banking the properties as green space;
  - Implementing a new streetscape program;
  - Improving public safety through better jurisdictional cooperation;
  - Streamlining the development entitlement and permit process; and
  - Providing land assemblage assistance.
- The city should focus efforts on the “focus area or central node” rather than the entire opportunity area or the entire corridor.
- It should build better relationships with UC Davis Medical Center.
- The city should consider forming a nonprofit section 501(c)(3) community development corporation.
- The city should acquire the Griffin property.

Different locations in the Stockton Boulevard corridor offer a variety of retail establishments.

# Market Potential

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Given the recession slowing down all development and an economy that is putting people out of work and out of their homes through foreclosures, with credit markets frozen and available capital scarce, in addition to the financial squeeze in which California finds itself, the panel believes no immediate market-based solution exists for the revitalization of the Stockton Boulevard corridor. Not one developer the panel interviewed during its visit indicated he or she would be willing to invest in the corridor now. In the past few decades, the Stockton Boulevard Opportunity Area has failed to capture its share of a very robust Sacramento metropolitan area economy and real estate market. Furthermore, the residential housing market in Sacramento was at the leading edge of the nationwide residential slowdown. As the nation recovers from the recession, the availability of developable land in the rest of the region will further sap the ability of the corridor to attract new residential development.

## Current Trends

The panel used information from a variety of sources to prepare an overview of the market. Using the April 2009 Bay Area Economics market opportunities report and data from Cushman & Wakefield, Marcus & Millichap Real Estate Investment Services, CB Richard Ellis, THK Associates, and other economists, the panel ascertained the following:

- Within a five-mile trade area, which includes all of downtown to the north and reaches the city of Elk Grove to the south, the 2008 data indicate:
  - A total of 41 percent of the households have incomes of less than \$35,000, compared with 30 percent for Sacramento County as a whole.
  - Only 17 percent of households have incomes greater than \$75,000, compared with 24 percent in Sacramento County.
  - The median household income is \$43,114, compared with \$55,721 in Sacramento County.
  - A total of 82 percent of the homes were built before 1980, compared with 64 percent in Sacramento County.
  - In the city, 63 percent of all homes are single-family detached units, compared with 70 percent in Sacramento County.
- The vacancy rate for apartments in 2009 is expected to rise to 8.7 percent despite the absence of new supply. As vacancy creeps higher, rents are projected to contract by 2.3 percent to \$900 per month.
- The area immediately surrounding the corridor experienced an even greater decline. Within a one-mile radius of the Stockton Boulevard/Lawrence Drive intersection, the data indicate even older housing stock, fewer available jobs, and lower household incomes.
  - Some 45 percent of households have incomes of less than \$35,000.
  - Only 16 percent have incomes greater than \$75,000.
  - A total of 91 percent of the homes were built before 1980.
  - The median household income is \$39,124.
  - A total of 83 percent of homes are single-family detached units.

## Meltdown of National and Local Markets

Current economic conditions nationally and locally are not favorable, which will hinder the study area's ability to turn around and to capture its fair share of the trade area's economic activity in the near future. Debt markets are impaired and expected to recover slowly. Construction and permanent loans to build private projects are not readily available, resulting in a slowing of construction activity. In addition, 2008 saw construction activity slow from a high of about 3 million square feet of mixed-use retail under construction to 2 million square feet.

The retail vacancy rate rose to 8.1 percent in the fourth quarter of 2008, the highest it has been since the first quarter of 1998. With the closing of many underperforming locations, net absorption was a negative 42,188 in the Sacramento metropolitan area. This declining trend is expected to continue throughout 2009. As a final point, this month, the Kmart Corporation filed for bankruptcy, which may affect the study area if Kmart is allowed to close up to 400 of its underperforming stores and reject its Stockton Boulevard lease.

Although the Sacramento metropolitan area has added 26,100 jobs per year since 1998, the corridor does not appear to have captured much of this growth. Employed workers in a one-mile radius of the corridor numbered 5,180, a figure representing less than 1 percent of the workforce compared with 553,650 total employed workers in Sacramento County. Employed workers in a three-mile radius numbered 91,680 and within a five-mile radius, 253,855.

Unemployment is expected to increase in the near future. The Sacramento metropolitan area lost more than 8,000 jobs in 2008. Some analysts forecast a job loss of 17,000 to as many as 35,000 jobs in 2009 and more than 5,000 jobs in 2010. Job growth is expected to resume in the metropolitan area in 2011.



The Griffin property is the site of a former trailer park. Currently, the site is mostly vacant, although a small area houses some homeless residents. The Griffin property will be a catalyst for the redevelopment of the entire corridor.

## Supply-Side Disadvantages

As the Sacramento metropolitan area emerges from recession, the corridor faces a persistent dilemma: Sacramento is a very competitive market with what appears to be an excess supply of development-ready land, which will compete with land in the corridor. For example, the railyards project, situated north of downtown, consists of 240 acres and has the potential for 12,000 housing units, of which 5 percent must be affordable to and occupied by low-income households, as required by the city's Mixed-Income Housing Ordinance. Low-income households are defined as those whose gross income does not exceed 80 percent of Sacramento area median income adjusted for size. The railyards also will house up to 19,000 permanent jobs. In addition, the West Sacramento Riverfront contains acres of land suitable for uses competitive with those that can be constructed in the corridor. Last, midtown contains many opportunities for high-density, urban infill development, which will compete with the Stockton Boulevard corridor.

## Proportional Target for the Future

Ultimately (in ten or more years), the corridor will improve, incrementally, driven by market forces, primarily because of its excellent location relative to jobs and downtown activity. Land in the competing areas will be absorbed and built out, and then Stockton Boulevard will have its turn. In the corridor, the existing housing stock will be recycled; ownership will transfer; renovation, improvement, demolition, and rebuilding will occur. New housing will be developed on vacant land to replace obsolete, dysfunctional existing structures. Office and retail will slowly build out to the south from the stronghold already established by the UC Davis Medical Center, while the Asian-dominated businesses found to the south will expand along the boulevard to the north. The mechanism of these market forces will ultimately affect the corridor, which is currently wedged in a transition zone between other areas of activity.

Another possibility is an unpredictable large user, which is the "game-changing event" that developers always hope for, such as a credit-worthy corporate tenant with large office needs. Such uses could include high-tech, wet labs associated with the UC Davis Medical Center, a California state office building (a recent HOK study forecasts 13.7 million square feet of state office demand over the next 40 years), or a large senior-care facility choosing the study area because of its proximity to UC Davis Medical Center.

Applying traditional market research techniques with capture rates of 2.5 to 5.0 percent of the primary trade area (five-mile radius), the panel estimates the study area will support the following development over the next ten years (after a recovery from the current real estate meltdown and without intervention): 15,000 to 30,000 square feet of office per year, 12 to 24 townhomes or condominiums per year, 16 to 32 rental apartments per year, and very little retail, (which is currently overbuilt and vacant). In all, these uses may consume four to five acres per year.

From the panel's perspective, without effective intervention, the corridor will not capture a sufficient share of the Sacramento metropolitan area's projected growth to stimulate the self-sustaining redevelopment of the corridor. Around the country, most successful redevelopment programs become self-sustaining after activity has piqued the development community's interest. The panel believes that for such a scenario to unfold, significant intervention and stimulus from the city and other financial entities will be required.

To accelerate the process now, the panel recommends an aggressive and sustained economic development campaign with intervention that requires a partnership between the various corridor stakeholders and the identification and empowerment of an advocate. Regardless of the path followed, patience will be required because market forces are working against a rapid solution.

# Development Strategies

The panel's market analysis, the stakeholder interviews, and the present regional market conditions and financial markets indicate that any development in the Stockton Boulevard corridor will prove infeasible in today's market. However, the next few years will provide an opportunity to position the area for the future. The panel recommends a series of tactics that will mitigate risk for future developers so that when the market for development in the corridor improves, the area will attract the necessary private development capital.

Capital goes to the development with the least risk. The city can accomplish a number of things in the next few years that will significantly enhance the attractiveness of investing in the Stockton Boulevard corridor. Those items include

- Increasing focus on corridor safety;
- Creating a new node of activity along both sides of Stockton Boulevard between 21st Avenue and Fruitridge Road;
- Engaging community stakeholders in the common vision; and
- Improving transit options.

Addressing these items will begin to resolve many of the negative aspects of the corridor, mitigating the risk to future developers and positioning the corridor as an attractive development opportunity when the real estate and financial markets emerge from their current downturn. This report discusses these items in detail in the following sections.



Most of the current pedestrian interface with the roadway is stark, narrow, and unpleasant, occasionally punctuated with attractive planting programs or signage. If the area's image is going to improve, this critical factor should be addressed.

One element in the successful revitalization of the corridor will be the elimination of old hotels such as the San Juan.



## Increased Focus on Corridor Safety

The perception and the reality of this corridor is that it is unsafe. All of the stakeholders interviewed, whether they lived inside the corridor or not, believed the area has a high crime rate. Both residents who live in the corridor and those who live in the city and county believe this portion of Stockton Boulevard is unsafe and dangerous.

### Make a Difference Today

The city needs to take specific action to make the corridor safer. Later in this report, the panel encourages new residential development in the corridor. This increase in the number of people who actually live on or near Stockton Boulevard will help change the perception that it is just a retail strip, and new residents will take an interest in what is happening on the street. However, this new residential construction is a number of years away. In the meantime, current actions by the city and the county should focus on the physical and visual perceptions of the corridor. Following are specific areas to consider:

- Improve cooperation between the city and the county on police response, which could include a new bicycle patrol initiative and the establishment of a police substation.
- Institute an aggressive and routine code enforcement initiative. The number of substandard and deteriorating buildings, unmowed

vacant lots, and crumbling parking lots is a “first impression” that is difficult to see past if you are a developer, business owner, or resident.

- Demolish the remaining deteriorated motels and “bank” the properties in green space.
- Improve and expand the already existing festivals and fairs that will bring additional vitality to the community
- Improve the signage and wayfinding for the corridor, including a focus on prominently enhancing the bikeway.
- Expand the existing bikeway and implement a streetscape program.

### Incorporate SafeScape Principles

The panel proposes incorporating land use and design techniques that encourage safety and community building through proper design of the physical environment. These techniques facilitate safety and community building by bringing people together in the physical environment and sustain safety and community building through long-term commitment to proper care of the physical environment. Because security is such an overriding concern in the area, the panel suggests using SafeScape Principles, a holistic approach for responding to the issues of crime and personal safety that plague many of our neighborhoods, business districts, and communities. The panel suggests that at every level of municipal and community activity the following principles be considered:

- Principle 1. Information and Orientation—the community feels unsafe when it does not know where it is going.
- Principle 2. Interaction and Socialization—the community feels unsafe when its members are alone, and no other people are around with whom to interact.
- Principle 3. Ownership and Stewardship—the community feels unsafe when the physical environment is not properly cared for and not maintained.

- Principle 4. Seeing and Being Seen—the community feels unsafe when its members can't see other people and other people can't see them.
- Principle 5. Land Use and Design—encourage safety and community building through proper design of the physical environment.
- Principle 6. Activity and Programming—facilitate safety and community building by bringing people together in the physical environment.
- Principle 7. Management and Maintenance—sustain safety and community building through the long-term commitment to proper care of the physical environment.

## Creation of a New Node of Activity

The north end of the Stockton Boulevard corridor began to change 30 years ago when the UC Davis Medical Center campus opened its doors. The positive influences of the UC Davis Medical Center 1.5 miles to the north of the study area combined with the rapid improvement of the International Marketplace 1.5 miles to the south will hasten the rebirth of the study area. However, it will not happen overnight. Additionally, limited resources will need to be invested in a manner that best leverages and encourages private investment. Finally, Blueprint Sacramento, now backed by Senate Bill (SB) 375, will encourage future development in infill locations like the Stockton Boulevard corridor.

To this end, the panel recommends a focused development effort in an area along both sides of Stockton Boulevard between 21st Avenue and Fruitridge Road that has the best potential to create a new node roughly halfway between the UC Davis Medical Center and the International Marketplace, all connected by public transportation. Rather than separate development on individual parcels, the panel suggests developing a coherent “town center” design to create a critical mass that will affect the perception of the entire corridor and encourage private investment in the area. This design could be implemented by the current landowners, by

assembling smaller parcels, or as a combination of both. The result must be revolutionary in terms of housing unit type, design, access, and integration into the adjacent neighborhoods. The town center, suggested by the panel as Stockton Boulevard Commons, must not be more of the same strip retail that currently exists on the corridor.

Stockton Boulevard Commons is envisioned as a mixed-use, transit-oriented design with residential and commercial building fronting on public open space and served by public transit to create an inviting community gathering place. The conceptual details of the development are described in the following sections.

### Residential Housing

Diversity in housing, at all levels of price and both rental and for sale, is critical in evolving a stable and sustainable community. However, the realities of location, safety, and amenities affect what housing types and prices are most feasible. Certainly, with large subsidies, almost any housing type is possible, but pragmatically, the Stockton Boulevard corridor will most likely see the following housing types:

- *Affordable rental housing:* Well-designed, affordable rental housing will likely be the predominant product type in the Stockton corridor. One- and two-bedroom apartment homes in two- and three-story designs, adjacent to the planned open space and resident-serving amenities, will find substantial market acceptance by the “urban pioneers” in the Sacramento market. Numerous, talented developers of affordable housing, conversant in the complexities of affordable-housing subsidies and requirements, are available to develop these residential homes as the real estate and financial markets recover and the deficiencies acknowledged in the Stockton Boulevard corridor are addressed.
- *Affordable housing for seniors:* Another growing market need is for housing for seniors. As the elements of safety, community amenities, and public transportation begin to be addressed in the Stockton corridor, rental housing for seniors will become viable and

Surrounding residential neighborhoods consist of primarily single-family detached homes, some of which are surprisingly well maintained.



Thrift Town is emblematic of the business located in the core of the study area.



desirable. The proximity to the UC Davis Medical Center as well as the planned parks in the proposed Boulevard Town Center will provide an attractive alternative for the modest income of many senior residents. Additionally, many of the present homeowners in the surrounding single-family neighborhoods, as they age, will find housing close to their present neighborhood, friends, and family an attractive alternative to their current single-family home.

- *Market-rate apartments:* As the negative elements in the Stockton corridor are addressed, the potential for market-rate rental apartments increases. Certainly, this housing type is a desirable part of any product mix; however, future market and financial conditions as well as potential incentives from the public sector will dictate when and if this housing type will be feasible in the Stockton corridor.
- *For-sale homes and condominiums:* This housing type is the most desirable but most difficult to develop in evolving neighborhoods such as the Stockton corridor. Homeownership and the associated investment in the community stabilize a neighborhood. However, homebuyers will not select the Stockton corridor over the many other alternatives available to them for homeownership for a number of years. Rather, for-sale homes will begin to appear on parcels close to Stockton Boulevard Commons as market conditions dictate.

The city and the SRHA should remove all regulatory roadblocks that may discourage these types of residential development. Special consideration should be given to each rezoning proposal for the Stockton Boulevard Commons area. The city may even undertake a city-initiated rezoning with a zoning district for the area that permits the current uses and adds additional residential and mixed-use components not currently permitted. The approach should say to potential developers: the city is ready to put a special effort into this area.

## Retail Development

The Stockton Boulevard corridor provides a significant amount of retail space. Most, but certainly not all, of it is in older strip centers. Although future demand may exist for additional, new, higher-priced retail space, many other alternative sites in the south Sacramento region are available for this type of use. Additionally, a large amount of retail space, at all prices, appears to be available in the Stockton corridor. In light of these conditions, the panel suggests that only a nominal amount of additional resident-serving retail space be built in the proposed Stockton Boulevard Commons (café, small grocery, laundry and dry cleaning, and so on). This limited new retail space (5,000 to 15,000 square feet) will activate the open space and allow residents to walk to these services they will use regularly.

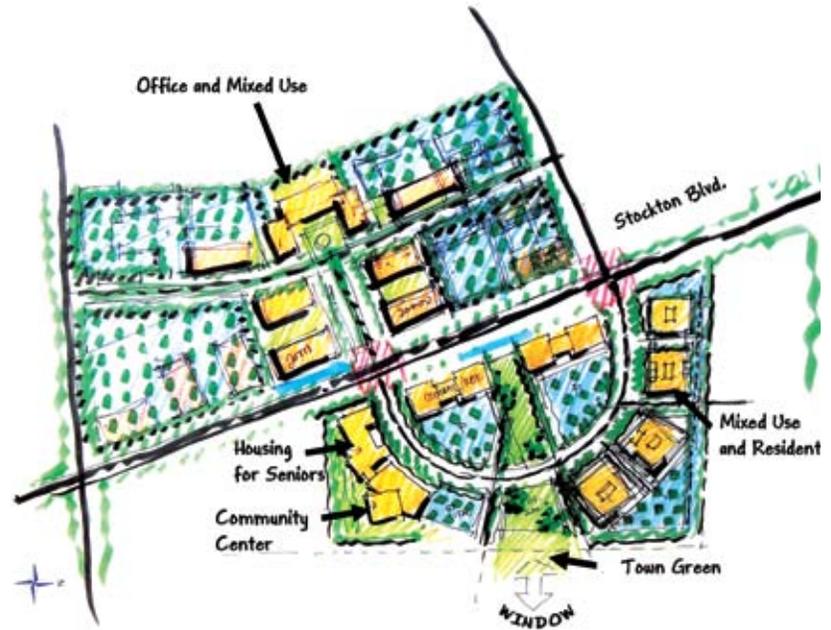
## Office Development

To date, large office development opportunities have chosen to locate outside the Stockton Boulevard corridor. With a larger land assemblage, some opportunity may exist to locate the growing need for state office space to the corridor. However, numerous alternative sites are available throughout the Sacramento region, making this opportunity marginal at best.

Some demand may arise for resident-serving small offices within the proposed Stockton Boulevard Commons for uses including insurance sales, real estate brokerage, design professionals, and the like. Also, overtures to UC Davis Medical Center should be undertaken to establish a partnership with the intent of providing medical offices that could serve both the corridor and the region.

## Stockton Boulevard Commons

The panel envisions these land use components bringing about a town center called Stockton Boulevard Commons that will support active and passive uses for the community. The panel defines the community as those residing and doing business in the proposed mixed-use development, as well as those in the adjacent neighborhoods and businesses. The streetscape abutting



the corridor will be pedestrian-friendly, supporting bicycle, vehicle, transit, and pedestrian uses. To encourage and support these uses, the panel proposes the addition of wayfinding signage and street and pedestrian lighting.

A streetscape planting palette consisting of drought-tolerant species of trees, shrubs, and ground covers should be used. Inside Stockton Boulevard Commons, the panel proposes tree-lined drives and pathways that will provide internal links as well as connectivity to the corridor, transit, and surrounding neighborhoods. The parking lots servicing the development should be planted with canopy trees and constructed using low-impact design techniques and porous materials (for example, decomposed granite, drip irrigation).

The Stockton Boulevard Commons should contribute to the community's sense of place. It should reflect the values and aspirations of the surrounding neighborhoods and business communities. In this regard, the panel proposes creating open spaces that commemorate the area's rich history and link the area's past to the present. An example is creating public art and providing educational programs that celebrate the corridor's history and evolution.

This conceptual plan for the east and west side of the Stockton Boulevard corridor suggests a variety of uses, including residential, limited retail, and community uses. The central organizing feature for the new development is a town green with a variety of vehicular and nonvehicular links to adjacent neighborhoods, a new community center, and the school sites to the east.

## Multimodal Streets

Multimodal streets, increasingly known as “complete streets,” are defined as streets that can comfortably accommodate multiple modes of transportation, including public transportation, pedestrians, and bicycles, as well as private vehicles. Multimodal streets accommodate more trips by more people in the same amount of space by improving transit and providing better pedestrian and bicycle facilities. All types of transportation are considered to be equally important, thus helping mixed-use development become successful, as well as reducing traffic congestion.

Town centers and urban villages are ripe for multimodal streets because those developments frequently cluster together uses such as residences, stores, offices, schools, and recreation centers. Many people value living in or visiting a community where walking and cycling are safe, pleasant, and common and where everyday errands such as shopping and taking children to school or parks are convenient.

When they are provided a variety of options, people can then decide which mode of transportation serves them best for a given

activity. A range of options also means that people can change their minds according to their inclination, energy, available time, and other personal factors on that day for that activity, such as bicycling to work one day and taking the bus to work another day.

*Source: Creating Great Town Centers and Urban Villages (Urban Land Institute, 2008).*

## Engagement of Community in the Common Vision

Sacramento has an astonishing history of community engagement on land use issues. From a regional perspective, the Blueprint plan is a testament to that spirit. Likewise, at the neighborhood level, the city excels at preparing plans and engaging the public. Engagement on the ULI panel recommendations, especially for the new node of activity, must be equally as enthusiastic.

This engagement process must include the African American, Latino, and Asian ethnic communities. In many cities throughout the United States, large public projects include ethnic liaisons who act as the voice of the several communities affected by the project. Identifying those individuals is a difficult task if the position is a volunteer one, but having an engaged representative from those communities will reap many rewards.

## Improvement of Transportation Options

Transportation options in the Stockton Boulevard corridor will be an incredibly important component of urban redevelopment and crucial

to the success of Stockton Boulevard Commons. The existing bus line, though heavily used, still does not provide the commitment that makes investors consider this corridor, and specifically the Stockton Boulevard Commons area, worthy of consideration for investment.

The panel was told that fixed-rail transit was unlikely to be located in this corridor over the next 30 years. Although ULI supports fixed rail both as a means of moving commuters and as a tool of focused-node economic development, the panel feels that relying on rail on Stockton Avenue is not realistic. Instead, the panel suggests that as part of the Stockton Boulevard Commons, the city should focus on an excellent bus system that approaches bus rapid transit with short headways, vehicles with tram-like characteristics, street-level boarding, and routes that get people in and out of the city center. Excellent access to downtown is a sure way of making residential development more viable in the corridor. These kinds of infrastructure improvements show the city's ultimate dedication to the redevelopment area and allow employers, employees, and developers to take investment risks they otherwise would not.

# Planning and Design

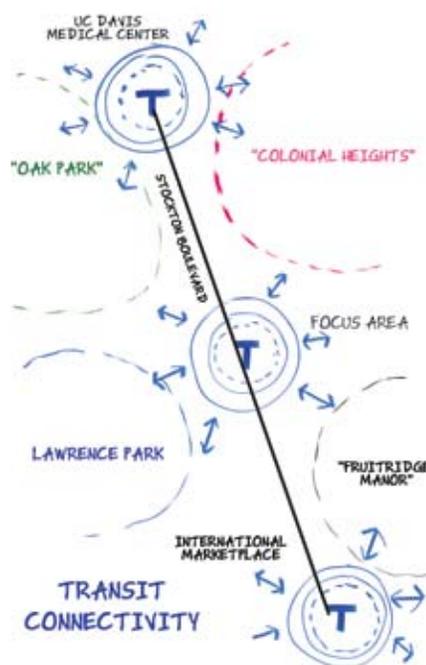
As noted in the previous chapter, any re-development proposal in the Stockton Boulevard Opportunity Area starts with a number of market disadvantages. From an urban design perspective, the corridor also has a number of physical disadvantages created by traditional strip retail backing onto an aging residential subdivision. This suburban form of development presents fewer opportunities to developers and ultimately requires rethinking of the entire block and street structure.

In redeveloping city blocks, modifications and improvements focus on both the blocks and the streets. Neither the blocks nor the streets dominate the urban form. The block and street pattern is set so that during the revitalization process the two work in unison. For an existing suburban strip, that is not the case. The panel felt that applying development strategies to the entire opportunity area would not be efficient or digestible because of its size. Rather than trying to rework the entire opportunity area, the panel recommends concentrating on a specific focus area centered around the Griffin property on the east and the Kmart on the west.

The panel saw this focus area as having the best overall locations for assembling a critical mass of land for redevelopment. About halfway between the UC Davis Medical Center and the International Marketplace, the area is located to take advantage of proximity to both.

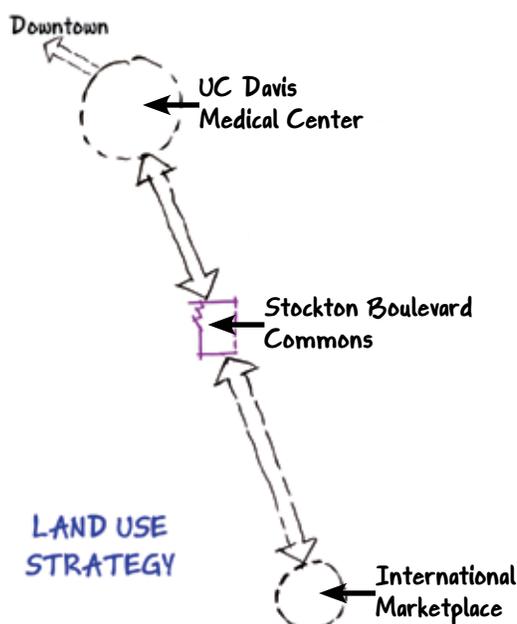
## Corridor Organization

The panel identifies the Stockton Boulevard Commons as a subset of the larger Stockton Boulevard Opportunity Area. The Commons is equidistant between the UC Davis Medical Campus and the International Marketplace. The land use influence of these two areas: one institu-



The top illustration shows the strategic location of Stockton Boulevard Commons as it relates to the UC Davis Medical Center (and by extension to downtown) and the International Marketplace.

The bottom illustration shows the transit connectivity to the adjacent neighborhoods and again demonstrates the central role Stockton Boulevard Commons plays along the corridor.



tional and office oriented, the other retail and service oriented, will encourage a beneficial variety of land use types in the Commons area.

An important goal of long-term redevelopment for the Stockton Boulevard Opportunity Area is changing the perception that the area is a strip corridor located at the edge of town. The opportunity area needs to be perceived as a larger, albeit linear component of the UC Davis Medical Center environs and by extension the downtown employment center. The panel believes that construction of a successful transit system improving connectivity between the major nodes (UC Davis Medical Center, Stockton Boulevard Commons, and International Marketplace) and the neighborhoods surrounding them will lead to a direct connection between the Stockton Boulevard Opportunity Area and downtown Sacramento. Following are the types of perception changes that will make the corridor attractive to private development interests.

## Design Principles

Community planning begins with an overall vision. The vision for the Stockton Boulevard Commons is a vibrant, active, and appealing mixed-use and mixed-income community. The panel felt that all successful developments adhere to guidelines in terms of design. Although the city has done excellent work on design guidelines for the corridor, the panel believes the following items merit emphasis:

- Consistency with LEED (Leadership in Energy and Environmental Design) standards
  - Participate in the sustainable development of the corridor to obtain the maximum amount of LEED points within budgets.
  - Implement LEED certification for the several developments, and use sustainable features as teaching tools. For example, the use of signage posted throughout the project stating quick facts about the sustainability features can help raise overall awareness of the community at large.
- Site development
  - Use stormwater management systems during the design process, reviewing each project in the earliest stages and determining where the project can benefit in cost and energy savings.
  - Use irrigation systems that conserve water and plant material that is native to the area, is drought tolerant, and minimizes the intense use of water.
  - Minimize the extensive use of paved surfaces that are impermeable, and provide walkways and parking areas that promote permeability and are shaded and landscaped.
  - Develop value-engineering processes, regardless of the cost estimate, that address site, energy, materials, and indoor environmental quality categories, as well as special resolutions.
- Building development
  - Use shading structures in building facades.
  - Use reflective roofing surfaces to avoid heat gain. New solar-reflectant technologies in roofing products and applications positively help energy conservation by as much as 29 percent, reducing the amount of energy needed to cool a structure, producing as much as a 20 percent reduction in air-conditioning costs.
  - Reduce water use by using waterless urinals in retail and community buildings.
  - Reduce energy use by specifying efficient Energy Star heating, ventilating, and air-conditioning units.
  - Maximize daylighting in buildings by using skylights and clerestory windows, thus eliminating the use of artificial light during the day.
  - Develop standards for use of materials with high recycled content.
  - Explore the use of photocell technology in residential, retail, and community buildings.

- Provide a review process for design, materials, and equipment that focuses on meeting the functional requirements of the building at the minimum cost and highest quality. Each building system and its components must be reviewed and studied for adequacy, efficiency, length of useful life, and cost.
- Establish life cycle costs for alternative systems and components.
- Incorporate design and construction regulatory capabilities, creating a significant owner benefit through detailed review of the different building elements.
- Enforce design to LEED requirements through design guidelines not only for energy conservation, sustainability, and resource management, but also for savings by design programs, agency rebates, and state and federal energy grants available as part of SB 375 and Assembly Bill (AB) 32, the Federal Stimulus Program, and Proposition 1D (for joint use programs with school districts).

## Open Space

The panel recommends the inclusion in the Commons of open spaces and public gathering areas that address the needs and desires of the development's residents while drawing users from the surrounding residential neighborhoods, schools, and, of course, workers from UC Davis Medical Center, and patrons and business owners of the International Marketplace. To achieve this goal, the panel proposes the following:

- Creation of a community park and enclosed community facilities that offer the potential to integrate the existing amenities at the Mark Twain Elementary School and the West Campus High School;
- Creation of several smaller open spaces, plazas, and sitting areas designed to foster a sense of community among users; and
- Creation of an urban community garden or farm.

## Transportation and Circulation

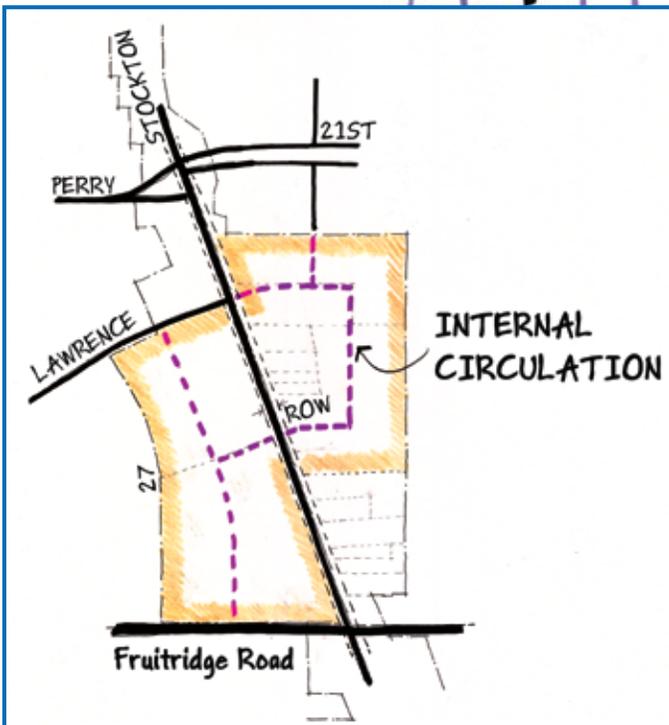
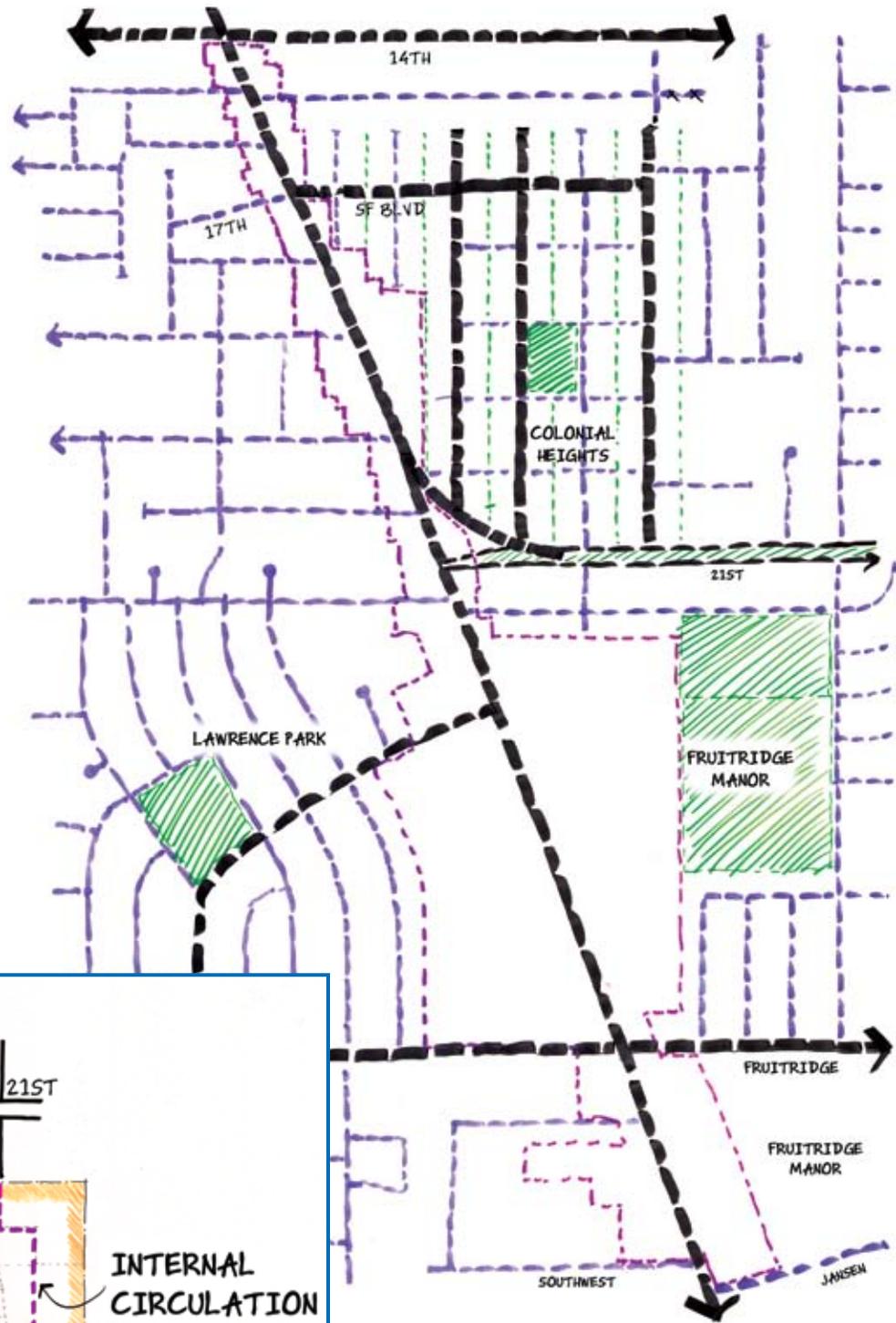
The transportation system plays a critical role in strengthening the area's ability to integrate its commercial, residential, and institutional uses; support the development of new opportunities; and improve and maintain quality of life. In this regard, the following two key concepts need to be considered:

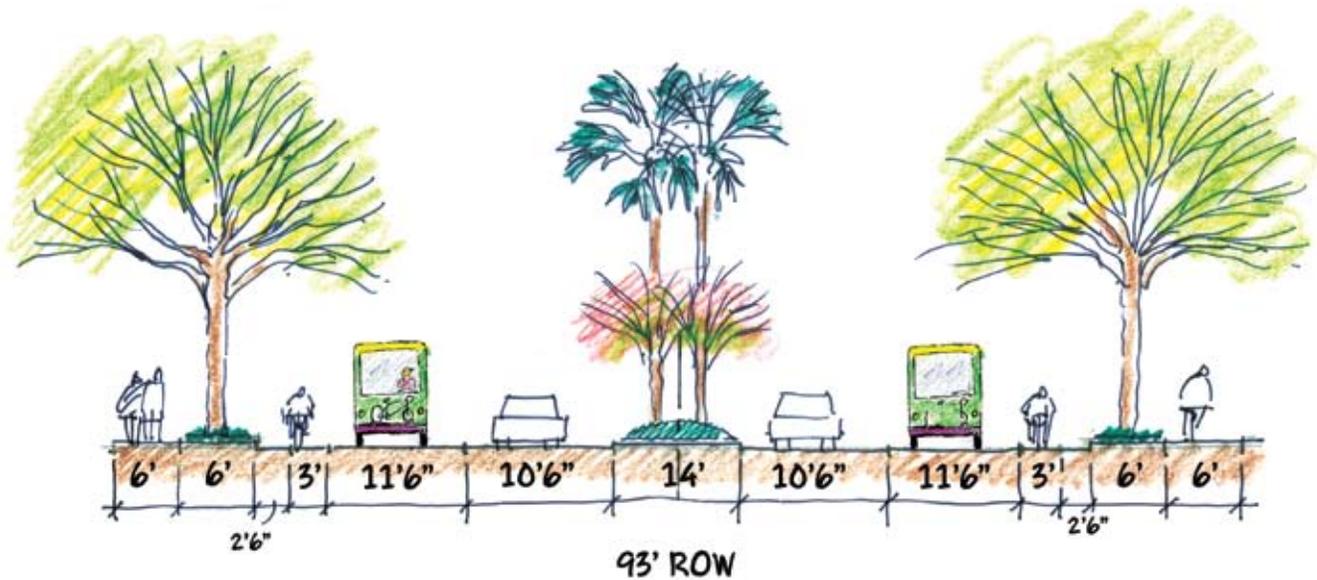
- Internal circulation strategy: Mixed-use, mixed-income development, with primarily residential and supporting retail and office, should be the primary use encouraged in the focus area. The vehicular and nonvehicular connectivity from the newer development into the existing neighborhoods and school areas is key to the success of this focus area. The accompanying illustrations outline both corridor-wide and neighborhood transportation links that should be considered in any redevelopment efforts.
- Road design strategy: The Stockton Boulevard corridor must continue to accommodate the existing traffic while offering possible transit options in the outside lanes. The accompanying cross-section drawing of Stockton Boulevard suggests one design approach to accommodate this concept.

## Housing Development Options

A variety of housing types should be explored. Single-family detached and multifamily are currently the most dominant housing types in the corridor. Although the entire housing market is currently in retraction, the panel fears the lack of unit variety and use type may limit the market expression once the area and the nation as a whole move out of the current recession. Some of the unit types that should be considered in the proposed Stockton Boulevard Commons are described in the following sections.

These two illustrations demonstrate both the corridorwide and the neighborhood transportation links along the corridor. The development of the Stockton Boulevard Commons must include a continuum of vehicular, bike, and pedestrian transportation opportunities. The Stockton Boulevard Commons operates as a connection, not a barrier, between the neighborhoods and the commercial corridor.





### Live/Work

In this configuration, the lower level allows office and retail or artist/craft uses with access at grade from Stockton Boulevard. Above, a one- or two-story housing unit provides approximately 950 square feet of living space. The unit is marketed as a live/work condominium unit and will have integrated high-speed Internet, telephone, and security connectivity wired for business use. A one-car garage provides a piggyback space, typically 12 by 30 feet with an adjacent six-foot bay to accommodate storage, tools, and other trade-related uses.

### Piggyback Lofts

Affordable flats (walkups) in a two- or three-story configuration are ideal for students and singles, or two-person households. Typical density will be over 30 units per acre with detached garages and communal open space linking the garages to the units and green connectors. Unit volume should be open, with few partition walls and about 750 to 950 square feet of living space.

### Rowhouses

This type of unit typically has an attached garage tucked underneath second-floor dining, kitchen, and outdoor living areas. The third floor houses the sleeping areas. Entry porches and raised frontyards create a strong presence along the street. Alternate plans could use a detached garage.

### Housing for Seniors

These units consist of affordable apartments for seniors with a separate detached one-level parking shelter. Senior services would be provided and could include classrooms, recreational facilities, and computer classes.

A conceptual cross section for Stockton Boulevard imagined.

# Implementation

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The implementation strategies must have the full support and cooperation of various stakeholders who take “ownership” of the process and the ultimate product. These stakeholders include the mayor, the city council, the board of county supervisors, the SHRA, the Stockton Boulevard Partnership, public entities that have an interest in the area, all city departments, the businesses and neighborhoods of the Stockton Boulevard corridor, and a new nonprofit development corporation.

The mayor must be a champion who provides strong leadership that both encourages valuable stakeholders to participate and nurtures strong relationships with public, nonprofit, and private sector partners who can contribute resources toward successful implementation. The city council, particularly the district council members and the county supervisor representing the area, must demonstrate its ability to promote active participation and lead consensus from the neighborhoods and businesses.

A comprehensive, structured visioning process should be put in place so that leadership, stakeholders, and the community at large can contribute ideas, fully engage in all planning efforts, build consensus around a shared vision, remain motivated toward moving the process forward, and imagine the future.

## Implementation Strategies

The panel’s suggested development strategy and the significant place-making dividend it offers to both the surrounding neighborhoods and the city of Sacramento will not occur unless all district stakeholders collaborate to adopt and implement in a deliberate fashion a coordinated set of initiatives. The panel recommends a new way of thinking about the Stockton Boulevard corridor, a conceptual framework that sees

the district as offering the potential to start remaking a retail corridor as a transit-oriented development rather than a long strip of commercial uses. The corridor will become a series of development nodes rather than a long, linear development, and the implementation steps recommended here are intended both to change the public perception of the district and to prepare the area for new development investment.

The information received by the panel indicates that serious social fragmentation exists in the surrounding communities that has contributed to the decline of Stockton Boulevard’s environment. Consequently, the panel is making a series of recommendations to reduce this fragmentation as part of a comprehensive long-term strategy to enhance the potential for drawing private investment to the area. The recommendations in this section cover the Stockton Boulevard corridor between 14th Avenue and Jansen Street, those neighborhoods adjacent to it, and that part of the county outside the city of Sacramento north of Fruitridge Road.

### Create a Community Development Corporation

At a conference held in 2001, the Urban Land Institute defined ten principles for reinventing strip commercial developments. The first of these principles is “Ignite Leadership and Nurture Partnership.” The panel is convinced that the Stockton Boulevard Opportunity Area cannot change significantly without strong leadership from all sectors of the community, starting with the mayor’s office, and including all the stakeholders in the study area and the surrounding neighborhoods. One of the most important functions of this leadership will be to create partnerships among all these stakeholders. To provide an institutional home for the exercise of leadership and to provide a forum for the building of partnership, the panel rec-

ommends the creation of a community development corporation (CDC).

In addition, clear governance needs to be established to guide the remaking of the area's image and to undertake the many tasks required to implement the panel's recommendations. The panel recommends creating a community-based development institution, a section 501(c)(3) nonprofit and tax-exempt corporation, formed in accordance with California law, which will have the assignment to ensure that all the panel's recommendations receive the attention required to accomplish the long-term improvement of the district. Because many of the issues affecting the target area are located in the communities surrounding the target area, the CDC's service area needs to be larger than the study area. The panel recommends that the CDC receive the following assignments and powers:

- Under the leadership of the mayor, the members of the city council from districts five and six, and the county supervisor from district five, a planning process for creating the CDC should be convened. One of the early decisions would be the boundaries of the service area.
- A board of approximately nine directors should be selected from among the residents and businesses of the district, including institutions such as the UC Davis Medical Center, but no elected or appointed public officials would be eligible to serve on the board. The appointing authority would include the mayor, the members of the city council whose districts lie in the district (council districts five and six), and the member of the county board of supervisors for the district (supervisor district five). Because the CDC will both own and develop real estate, board membership should be understood as requiring a high level of knowledge about the worlds of business, real estate development, and financing.
- The CDC should be set up to function in a highly flexible manner. It could act as an advocate for development, or as a codeveloper, or as a developer of last resort to begin and complete the recommended town center.
- One of the CDC's main roles would be to provide job counseling and linkage to the Workforce Investment Board employment and training system. The CDC would be responsible for creating a career system for the residents of the surrounding neighborhoods. This system should include a brokering-linkage function to help residents gain access to jobs with the area employers. Funds for this system could be obtained from Workforce Investment Board resources.
- The CDC should be responsible for creating and staffing a forum to bring together leaders and stakeholders around issues of common concern. This forum should be understood to be a formal "roundtable" that meets on a routine and frequent (for example, monthly) basis.
- The CDC should be responsible for initiating and staffing the various public functions contained in the panel recommendations, such as job fairs, festivals, and an annual event.
- The CDC should be responsible for creating a marketing program intended to raise the profile of the district. Such a program would supplement the existing efforts of the business improvement district, local businesses, and UC Davis Medical Center, and it would seek to coordinate these already existing efforts.

### Short-Term Initiatives

These implementation recommendations are a series of suggestions for initiatives that can be undertaken in the short run, which will not impose substantial costs. They address the perception held by many residents and the larger community that the Stockton Boulevard corridor and its surrounding neighborhoods are dangerous and risky. The panel recommends that the new CDC create a division of work that focuses on these initiatives. A preparatory task consists of establishing relationships and links to many organizations and institutions in the area around the targeted corridor. Here are some examples:

- *Neighborhood plans:* The panel recommends that the city commit time and resources to prepare neighborhood plans for the neigh-

neighborhoods touching on the corridor. The Neighborhood Services Department could provide staffing, and the plans should be developed in close consultation with community residents. Neighborhood plans are essential in establishing the predictability that private developers will demand before investing in the corridor and the surrounding neighborhoods. A comprehensive set of neighborhood plans will contribute to the perception that the city of Sacramento, the corridor, and the neighborhoods share a common vision for the future; in turn, this will help enhance the perception that development risk in the community has been reduced.

- *Job fairs:* The panel recommends that the SRHA and city staff work with the appropriate parties to establish a regular series of job fairs. These events would take place in the neighborhoods at locations where residents naturally gather, such as shopping center parking lots, public schools, and libraries. The fairs would provide an opportunity for employers to make the community aware of the employment options in their organizations and for residents of the community to familiarize themselves with available jobs.
- *Health fairs:* An initiative involving primarily UC Davis Medical Center, these events would provide the residents of the community and the medical center an opportunity to engage with each another. At the fairs, hospital personnel would screen for medical conditions peculiar to the various communities around the hospital, for example, blood pressure testing for African Americans.
- *Community festivals:* The panel recommends that the city of Sacramento work with the neighborhoods around the target area as well as the merchants of the area to conduct one community festival each year. These festivals should provide activities for children, such as art projects, face painting, and games. Food and entertainment could enliven the evenings.
- *Annual, neighborhoodwide event.* The panel recommends an annual event that pro-

vides an opportunity for the various neighborhoods to come together. One example is a five-kilometer run/walk/ride event as a fundraiser for a collaboratively selected neighborhood project. The course of the event could be laid out to take it through all of the neighborhoods surrounding the target area.

- *Signage:* The panel recommends creating entrance signs for key entry points for each neighborhood as well as for the target area. This initiative could include activities such as the selection of a logo for the entire district or for each neighborhood, which could be an activity in which the youth of the neighborhood participate.
- *Banners:* The panel recommends creating banners or flags or other visual aids to add color and vibrancy to the length of Stockton Boulevard. Again, the creation of these features could be part of some community participation process.
- *Exercise route:* The panel recommends the creation of a walking/jogging/bicycling route marked off by distance that exercisers could use to measure the distances they cover. The route should take a course through the various communities forming the district.
- *Marketing:* Under the leadership of the mayor's office, the various groups and stakeholders should begin planning for and then implementing a marketing program for the district, which is intended to raise the profile of the district in the Sacramento region.

The panel believes that these initiatives can best be accomplished by using the resources, networks, and goodwill of the business partnerships, civic and service organizations, and neighborhood associations.

### Additional Considerations

The panel recommends that the CDC and other appropriate entities consider the following actions:

- Locating a planning storefront within the corridor so that business owners and residents can view plans and stay abreast of progress;

- Using the existing assets within the corridor, both physical and organizational, to provide information and serve as advocates for the vision;
- Promoting the multicultural environment that exists within the area and educating the community at large about the area's amenities, such as the library, schools, Stockton Boulevard Partnership, or civic and cultural organizations; and
- Providing incentives, support, and volunteers for community-wide cleanup, paint-up, and fix-up activities and events.

### Public Safety

The reality and perception of safety issues have contributed to the decline of the Stockton Boulevard corridor and must be the highest priority addressed on a 24/7 basis. The panel suggests the following actions be considered to improve safety:

- Develop a multiservice approach to public safety in cooperation with the businesses and neighborhoods.
- Strengthen the reciprocal agreement between the City of Sacramento Police Department and Sacramento County Sheriff's Department to allow police to patrol and respond within defined contiguous county areas.
- Increase police presence through enhanced community-oriented policing, bicycle patrols, and the establishment of a police substation.
- Deter crime with designs that ensure security.
- Include the use of Crime Prevention through Environmental Design elements in all development and within existing neighborhoods.
- Consider SafeScape Principles during all aspects of future development review.
- Encourage each neighborhood to establish a Neighborhood Watch program.

### Code Enforcement

As noted earlier, the rigorous enforcement of city codes in both the residential and commercial areas should be a top priority. Public

nuisance violations, blighted or deteriorated conditions, substandard or dangerous buildings, abandoned vehicles, and graffiti are examples of health, safety, and visual detriments. The Sacramento 2030 General Plan code enforcement goal and policies must be followed. They should include aggressively educating all businesses and residents about existing city codes and routinely enforcing codes as a routine matter, rather than an "on call" basis.

### Public Space and Partnerships

The panel recommends that strategically located land areas be incorporated into the city's inventory of open space, parks, or plazas for public activity. The nonprofit development corporation and the city should identify and acquire those areas that lack open space, parks, or recreation to convert to public uses and gathering spaces for the neighborhoods. This land could be used for public programming, made into community gardens, or simply left as green space. Partnerships with the schools, the library, and community-based service or civic groups through joint use agreements for public facilities and recreational land should be created to provide enhanced offerings for residents.

### Land Assemblage

The CDC should aggressively assemble critical properties by all means necessary to accomplish the development agenda recommended by the panel and to eliminate the "blight" that has been a source of criminal activity and visual detriment. The CDC could use mechanisms granted to the city and SHRA or enter into a private/public partnership with existing landowners.

Upon acquisition of these blighted properties, the immediate demolition of unsafe, deteriorated, and obsolete buildings (for example, the San Juan and River City motels) should occur to improve perception and change the character of business and residential use.

### Special Overlay District

The need exists to establish a high standard for design and development to counter the perception of decline along Stockton Boulevard. A well-designed environment can create a sense

of community by developing more livable places, which include appropriate land uses, zoning, transportation, and civic amenities.

The panel recommends that the city use a special overlay district to create these comprehensive guidelines. They should both guide all future development and ensure its sustainability.

The panel recommends that the city put in place and enforce strict zoning principles. The city should review current zoning ordinances and consider necessary changes or additions to existing codes to regulate the proliferation of certain detracting and inappropriate land uses, such as automobile-related businesses or ministorage units, within the Stockton Boulevard corridor.

### UC Davis Medical Center and Community Outreach

Over the past 25 years, the improvement in the streetscape, the rehabilitation and redevelopment of older buildings, and the perceived connection of the commercial area with the medical center have made the northern portion of the Stockton Boulevard corridor a success story. The panel believes that tremendous potential exists in continued collaboration with the UC Davis Medical Center to replicate this success in the Stockton Boulevard Commons area. The panel recommends that this partnership be enhanced by

- Encouraging increased representation from the corridor community on the UC Davis Medical Center Advisory Board, including area residents and businesses;
- Providing space for one of the seven UC Davis Medical Center’s student-run clinics—specifically, the Paul Hom Clinic could be colocated with the recommended community center;
- Increasing education and outreach between the UC Davis Medical Center and the Stockton Boulevard corridor community, remembering that this effort is “two way”;
- Understanding the facility and program possibilities that could be realized along the

corridor from UC Davis Medical Center’s emphasis on community-based research;

- Supporting the opportunity for UC Davis Medical Center’s expansion with a School of Public Health whose mission will be directly relevant and related to the opportunities and challenges faced by area residents and provide employment opportunities; and
- Advocating for a consortium between UC Davis Medical Center, Sutter Health, Kaiser Permanente, and Mercy Health Ministries to bring a concentration of health care that is both competent and culturally sensitive.

## Measures of Success

The stakeholders can know that they have succeeded by reviewing their accomplishments against the following schedule of goals:

- A fully functioning development corporation exists that is capable of initiating and completing a variety of projects, including establishing a structure for the various communities of interest to meet on a routine and recurring basis and creating a job linkage program that connects community residents to training and job opportunities.
- A full schedule of community events occurs on a routine basis.
- The police and the community have established a collaborative relationship, and the incidence of crime has been reduced significantly.
- A fully functioning partnership exists between the city and the school board, resulting in collaborative use of facilities for this specific area.
- Stockton Boulevard’s appearance and function have improved; it has achieved a sense of unique identity.
- Stockton Boulevard Commons is completed and leased up. It includes the following elements: enhanced green space and space where the community can gather, market-rate and subsidized housing for seniors, some

retail space, a limited amount of office space, and perhaps a community center.

- Stockton Boulevard and the neighborhoods are implementing a marketing program.
- UC Davis Medical Center is fully integrated into the larger community and plays a significant and ongoing role in support of the district's improvement.

## Ten Principles

ULI has prepared a series of "Ten Principles" documents that summarize the collective wisdom of the institute and its members on a variety of urban policy issues. One of those reports, *Ten Principles of Reinventing America's Suburban Strips*, is perfectly matched to the challenge of Stockton Boulevard. The panel believes that these principles can provide the city with a blueprint for the larger work on the corridor. The ten principles are as follows:

1. *Ignite leadership and nurture partnership.* Public and private leaders must encourage stakeholders (that is, individual citizens, neighbors, institutions such as the UC Davis Medical Center, local interest groups, landowners, shopping center representatives, retail and residential tenants, and local planning and economic development agencies) to join in a visioning process that debates alternatives about how a strip should evolve. Such discussion should be followed by the creation of a formal planning and management entity subordinate to, but separate from, the governmental agencies responsible for the larger community, for such purposes as assembling land, handling marketing and promotion, coordinating development and infrastructure financing, facilitating interaction between concerned parties, monitoring security and traffic issues, and so forth.
2. *Anticipate evolution.* What worked in the past may not work in the future. For example, immigrant populations and demographic changes will require a different approach to retailing than the old freestanding strip centers. Furthermore, strip centers are living organisms that either grow old and tired or take on new life with the changing times. This process will not happen overnight. It evolves over time.
3. *Know the market.* Specific solutions for an individual strip will vary widely depending upon the market at hand.
4. *Prune back retail-zoned land.* Most retail strips, including this corridor, are over-zoned. The quantity of commercially zoned land needs to be limited to reflect a realistic assessment of the size, strength, and character of the market. Reserving some of the previously zoned retail land for housing, office space, civic uses, recreational facilities, and open space makes good sense.
5. *Establish pulse nodes of development.* A retail strip like the corridor must be restructured, with peak nodes of high-intensity, mixed-use residential and commercial development interspersed with stretches of low-intensity land uses or open space. The proposed Stockton Boulevard Commons will be one of those nodes.
6. *Tame the traffic so that the needs of both through and destination traffic can be accommodated.* Limit curb cuts; consolidate driveways; interconnect parcels on either side of the road; coordinate signal sequences; provide turn lanes; designate bus lanes, bike-ways, and pedestrian links; and create transit stops. Also, provide free and plentiful parking, but avoid placing parking on large stretches of asphalt between the street and the buildings.
7. *Create the place.* A sense of place gives people a feeling of belonging and of wanting to be there. The presence of people and the ability to interact in a safe and energized environment creates the most memorable and successful places.
8. *Diversify the character.* AB 32 and SB 375 will undoubtedly redirect much growth into developed areas, which means increased density. Mixed-use development will add a new and exciting diversity to the corridor, bring new services, create a more lively

human dimension, and reinforce a sense of place. This means the corridor should accommodate a range of nonretail uses, such as housing, offices, civic, and cultural, entertainment, and recreational activities.

9. *Eradicate the ugliness.* An enhanced physical environment will make people more likely to visit, stay, and return. Not providing it means they will go somewhere else at the first opportunity. An effort should be made to prevent “deadening” uses, such as ministorage facilities or an excessive number of automobile-servicing stores, from dominating the corridor.

10. *Put your money (and regulations) where your policy is.* The public sector, through elected officials and the SHRA, supports the revitalization of the Stockton Boulevard corridor. This is a great plus. It is also an opportunity not to be missed. Public agencies and officials, working in partnership with the private and nonprofit sectors, need to make sure that a comprehensive, incremental improvement program actually happens. Without zoning regulations, development standards, and capital investments, not much will be accomplished.

# Conclusion

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The concept of “Stockton Boulevard Imagined” will come about as the result of an improving real estate market, dedicated focus on reducing risk, adherence to the Ten Principles noted previously, serious stimulus from the city, and not least from the dedication of specific individuals who spend the time to make it happen. The panel strongly believes the way to start redevelopment of the corridor is to concentrate on its obvious central node, which the panel calls Stockton Boulevard Commons. If value is added here to induce future investments, if risk is reduced by mitigating blighting influences, the positive impact will radiate outward into immediate neighborhoods, resulting, several years hence, in a blended effect of open space, retail, housing, and office development.

To this end, some short-term steps must be taken, such as forming a nonprofit section 501(c)(3) community development corporation; acquiring the Griffin property; rehabilitating the Budget Inn, as planned, and demolishing the remaining three motels and turning the properties into green space; and initiating interaction with the UC Davis Medical Center.

In addition, routine code enforcement issues must be pursued. This proactive initiative should be taken for the entire corridor rather than a reactive approach to singular or irksome problems. Other routine issues, such as a continued commitment to provide festivals and fairs and an extension to the attractive plantings in the median, will bring additional vitality to the community.

Champions for the corridor must be identified and cultivated. Start with the public sector. The representative on the city council is one, and the mayor is another. These two public officials must indicate the high policy priority they place on revitalizing the corridor. In addition, the



SHRA must identify one of its staff members to lead the charge to alleviate the blighted and obsolete uses in the corridor and usher in positive redevelopment of this key opportunity area.

Stakeholders can be champions too. They should build on the foundations already laid, like the Stockton Boulevard Partnership, the Stockton Business Association, Asian Resources, Mercy Housing, the Medical Center, and nearby neighborhood associations, to encourage, through a new locally based community development corporation, the development of greater interest and consensus in the revitalization task that lies ahead.

The panel is confident the work of rebuilding the corridor will continue. Progress will be made. Solutions will be found. And gradually, incrementally, steadily, new life will be breathed into this grand old historic corridor. Margaret Mead once said, “Never doubt that a small group of thoughtful committed citizens can change the world; indeed, it’s the only thing that ever does.” Stockton Boulevard will be reimagined because a dedicated group of individuals championed a cause and imagined what the corridor could look like.

# About the Panel

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## William H. Hudnut III

*Panel Chair*  
*Chevy Chase, Maryland*

Former four-term mayor of Indianapolis and congressman, author, public speaker, TV commentator, think-tank fellow, and clergyman, Hudnut is a Senior Fellow Emeritus at the Urban Land Institute in Washington, D.C., and a principal in his own consulting firm, Bill Hudnut Consultants, LLC.

Hudnut is probably best known for his 16-year tenure as mayor of Indianapolis, 1976–1991, during which he used sports to leverage economic growth and maintained the city’s AAA bond rating. His stated goal was to build a “cooperative, compassionate, and competitive” city. He spearheaded the formation of a public/private partnership that led to Indianapolis’s emergence during the 1980s as a major American city. After leaving the mayor’s office, Hudnut held posts at the Kennedy School of Government at Harvard, the Hudson Institute in Indianapolis, and the Civic Federation in Chicago, before assuming his position with ULI in 1996.

As a member of Congress, Hudnut sponsored 17 bills that became public law. He recently stepped down as mayor of Chevy Chase, Maryland, and as a member of the board of the National League of Cities. He was a member of the Millennial Housing Commission appointed by Congress from 2001 to 2002. Before his entry into public life, Hudnut was a clergyman who served churches in Buffalo, New York; Annapolis, Maryland; and Indianapolis, Indiana.

A much sought-after speaker, Hudnut also authored *Minister Mayor* (1987), a book reflecting on his experience in politics and religion; *The Hudnut Years in Indianapolis, 1976–1991* (1995), a case study in urban management

and leadership; *Cities on the Rebound* (1998), an analysis of clues to the successful city of the future; *Halfway to Everywhere* (2003), a portrait of America’s first-tier suburbs; and *Changing Metropolitan America: Planning for a More Sustainable Future* (2008). Through his writings and the programs he has organized, his work at ULI has concentrated on promoting responsible leadership in land use and in building vital, sustainable metropolitan areas.

Hudnut is the recipient of many awards, including Princeton University’s highest alumni honor, the Woodrow Wilson Award for public service (1986); *City and State* magazine’s “Nation’s Most Valuable Public Official” (1988); the Rosa Parks Award from the American Association for Affirmative Action (1992); and the Distinguished Public Service Award from the Indiana Association of Cities and Towns (1985). After graduating from Princeton University with high honors and election into Phi Beta Kappa, Hudnut graduated summa cum laude from Union Theological Seminary in New York City. He has received honorary degrees from 13 colleges and universities.

## Guillermo Aguilar

*Irvine, California*

Aguilar, a member of the American Institute of Architects (AIA), has more than 25 years of experience managing and developing large, complex projects. As a project executive, he has provided professional services, including development services, architectural design, program management, environmental planning and design, master planning, and real estate development, for construction projects totaling over \$3 billion.

With his strong management approach and extensive planning, design, and construction experience, Aguilar has successfully completed projects to meet program, design, and aesthetic goals, simultaneously meeting timetables and budgetary requirements. The types of projects he has worked on include areawide development strategies and project implementation, retail/mixed-use developments, medical/hospital facilities, hotels and resorts, residential multi-family buildings, office and multiuse developments, and education facilities. He has proven his ability to work with many types of private and public institutions, including The Irvine Co., Walt Disney Co., City of Los Angeles, Los Angeles City College, and the Los Angeles Schools Bond Program.

A registered architect in California, Aguilar also served for three years as a member of the Blue Ribbon Citizens Oversight Committee for School Construction in Los Angeles, overseeing over \$15 billion of school bond construction, and was chairman of the Joint Use Committee. He has received a "Certificate of Recognition" from the California State Senate for his leadership in sustainable school projects.

Aguilar is a full member of the Urban Land Institute, a Council Member of the AIA's Committee on Architecture for Education, and a thesis adviser to the Graduate School of Architecture at the University of Southern California. His work has been published in ULI publications, the *Los Angeles Times*, *Women in Architecture* magazine, *Landscape Architecture*, and *California Architects*.

He received a bachelor of architecture from the National University of Mexico, a master of architecture from Tulane University, and a master of landscape architecture from Harvard University.

## Hank Baker

*Mill Valley, California*

During his 30 years in real estate development, Baker has had direct responsibility for the acquisition, design, development, and manage-

ment of over \$1 billion in urban real estate projects. He opened Forest City's Denver office in June 1998 and is currently responsible for developing the overall image and marketing efforts for the 4,700-acre mixed-use Stapleton Redevelopment project as well as coordinating efforts relative to economic development, education, and telecommunications. Located 10 minutes east of downtown Denver, Stapleton will become a community of 12,000 homes and 13 million square feet of office and retail space as well as over two square miles of parks and open space. By late 2007, more than 3,200 Stapleton homes had been sold and occupied and more than 2 million square feet of commercial space leased. Additionally, Baker has been actively involved in the early visioning, design, and marketing for the 12,000-acre Mesa del Sol development in Albuquerque, New Mexico.

From 1986 to 1992, Baker was vice president in charge of Forest City's San Francisco office, and from 1995 to 1998, was vice president-marketing for Irvine Apartment Communities, a division of The Irvine Company, owner of the 90,000-acre master-planned Irvine Ranch in southern California.

Baker's community involvement includes serving as past chairman of the board of directors of the Public Education Business Coalition; on the executive board of Metro Denver Economic Development Corporation; as chairman of the board of directors of CTEK Stapleton (Business Incubator); and on the board of directors of Stapleton Foundation.

He is a graduate of Cornell University and a member of the Urban Land Institute, the Cornell Real Estate Council, and the University of Colorado Real Estate Council.

## Kelli Bernard

*Los Angeles, California*

Bernard provides economic and real estate development services to those working or seeking to work in traditionally underserved communities. Currently, she serves as director

of planning and economic development for Los Angeles City Council President Eric Garcetti. She is responsible for overseeing key development projects in the district, facilitating council district 13's economic development initiatives, and providing staffing for the council president on citywide planning and land use issues.

Bernard also provides strategic counsel to faith-based economic development organizations. She was formerly vice president of real estate at Genesis LA, a nonprofit economic development corporation, where she was responsible for real estate development services, including development strategies, project management, financial modeling, leveraging local resources, and structuring public/private partnerships. Bernard has 15 years of experience in the areas of economic development, land use planning, housing, redevelopment, and public affairs. She also has in-depth knowledge of public/private partnerships, public funding, and local, state, and federal regulatory and legislative issues.

She has served as vice president of Lee Andrews Group, Inc., as senior business development representative in the office of former Los Angeles Mayor Richard Riordan, as the planning deputy to a Los Angeles city council member, and with the Vermont Slauson Economic Development Corporation. She also served as an international fellow with Africare in Zambia.

Bernard is the former commission president of the Los Angeles Convention Center Board. She is involved in a number of community organizations, including the Los Angeles Neighborhood Land Trust and the New Leaders. She holds a master's degree in urban planning from the University of California, Los Angeles, and a BA in sociology from University of California, Berkeley.

## Tom Cox

*Pittsburgh, Pennsylvania*

From 1979 to 1989, Cox was the executive director of the North Side Civic Development Council. Under his leadership, it became the

community development corporation for 15 neighborhoods (pop. 60,000) in the North Side of Pittsburgh. During his tenure, the organization developed for-sale housing, an incubator, and industrial and commercial buildings and managed a seed/venture capital fund. The Local Initiatives Support Corporation identified North Side Civic Development Council as one of the ten best community development corporations in the United States during the the 1980s.

In 1989, Cox became the first executive director of the Neighborhood Progress Corporation, an intermediary organization created by the major civic organizations and philanthropies in Cleveland, Ohio. He oversaw the management of an annual \$3 million grants program to provide operating support to Cleveland's CDCs. During this time, he created a \$15 million development loan fund, a housing development corporation, and the first wholly owned subsidiary of the South Shore Bank of Chicago. The organization initiated the creation of a small business incubator and two Nehemiah housing developments (including a smart growth project with DPZ as the project architect).

In 1994, Cox became deputy mayor and chief of staff to Mayor Tom Murphy, with major responsibilities for neighborhood and economic development and budget management. During the 12 years of the Murphy administration, the city payroll was reduced by 800 (of an initial complement of 5,000), and some city services were privatized (payroll the most significant). Cox over saw the securing pro bono services by the McKinsey consulting firm to reengineer the Police Bureau and the Public Housing Authority.

Because of his responsibility for neighborhood and economic development, Cox served as chairman of the Urban Redevelopment Authority (the city's urban renewal operating agency) for 12 years. He oversaw the design and implementation of numerous projects, including the creation of a \$60 million revolving development fund, two sports facilities, the convention center, a new headquarters for Alcoa, new office buildings for Mellon and PNC Banks, downtown housing, numerous neighborhood housing and

commercial projects, and two new town/in-town developments.

Cox will be a visiting scholar at Zhongnan University in Wuhan, China, in the fall of 2009. He is a graduate of Yale University (BA, Philosophy, 1961) and the Union Theological Seminary (MDiv, 1964). He is an ordained Episcopal priest.

## Sandra Dupuy

*Needham, Massachusetts*

Dupuy is president of SLD Development Associates, a professional services firm. SLD Development Associates provides urban planning and legal services in the areas of brownfield redevelopment, urban redevelopment, economic development, neighborhood revitalization, community relations, and regional planning. Dupuy was previously the director of new initiatives for Boston Community Capital, where she was responsible for developing a brokerage and consulting practice specializing in economic development and brownfield redevelopment in urban areas on behalf of Boston Community Capital. Dupuy has consulted to the Gillette Company in the areas of urban and civic affairs. She has worked with real estate development firms such as the Primary Group and OakTree Green Development.

Dupuy has held positions as senior enforcement counsel for the U.S. Environmental Protection Agency, international development consultant in community and stakeholder relations at Associates for Rural Development, and corporate counsel for Commonwealth Energy System. A creative and strategic thinker with strong leadership, communication, and interpersonal skills, she is a graduate of the Massachusetts Institute of Technology, Northeastern University School of Law, and Boston College. She has completed professional development training courses at MIT's Center for Real Estate and the Harvard University School of Law program in negotiation.

Dupuy is a member of the Urban Land Institute and the Real Estate Finance Association of the Greater Boston Real Estate Board. Her volunteer

activities include membership in the Women's Business Enterprise National Council, service on the board of directors of the Vinfen Corporation, treasurer of the Lead Boston Community Board, and chair of the Committee on Alumni Affairs for Lead Boston Community. She has spoken on the issues of brownfield redevelopment, urban redevelopment, and environmental law in the United States and overseas.

## Richard Ferrell

*Denver, Colorado*

Ferrell brings to Realty Capital Solutions over 38 years of experience in real estate development and real estate finance, much of that in the management and resolution of problem loans and troubled investments. Most recently, as principal of Ferrell Nagy & Associates, he has served as a consulting and testifying expert on disputes and litigation involving real estate, finance, and development. He has considerable expertise in real estate bankruptcy matters, including plan feasibility and the determination of appropriate interest rates, and has conducted dozens of forensic transaction analyses to support a broad range of investigations including fraud, misappropriation of funds, and breach of fiduciary duty.

From 1971 through 1982, he was a real estate developer in Aspen, Colorado. In the early 1980s, he was one of the first real estate executives involved in the resolution of the savings and loan crisis as executive vice president of American Savings and Loan in Stockton, California, where he managed a \$3 billion problem asset portfolio. From 1985 through 1990, he was a senior executive with Glenborough during its years of rapid growth, much of which was achieved by the acquisition of foreclosed real estate.

Joining Coopers & Lybrand Financial Advisory Services in 1991, Ferrell was part of a team that closed Home Fed Bank, where he was responsible for the characterization and sale of its development loan portfolio consisting of 155 projects; he was a frequent consultant to the Resolution Trust Corporation (RTC) and a member of its

Litigation Review Committee and was part of the special servicer team that resolved defaulted loans in two RTC commercial mortgage securitizations totaling more than \$1.8 billion. As a hands-on real estate workout specialist with experience in almost all real estate asset classes, he has advised the full spectrum of real estate stakeholders: from lenders, investment banks, government regulators, and individual investors to borrowers and developers.

Ferrell earned two engineering degrees, a bachelor of science in engineering from Brown University in 1967 and master of science in engineering economic planning in 1969 from Stanford University, and an MBA in finance from the Stanford Graduate School of Business in 1971.

## Glenda E. Hood

### *Orlando, Florida*

Hood, the former Florida secretary of state and mayor of Orlando, is now president and CEO of her own business development and consulting company, Hood Partners LLC. She was first elected to public office in 1982 as an Orlando City Council member and was also president of her own public relations firm. The first woman elected mayor of Orlando in 1992 and serving three terms, Hood was the chief executive officer for the city with responsibility for a workforce of 3,200 employees and an annual budget of \$526 million.

As mayor, Hood used growth management strategies and smart growth principles to build safe, livable neighborhoods, a revitalized downtown, and a strong local economy. Under her leadership, older and historic in-town neighborhoods were restored and revitalized, compatible new mixed-use infill was constructed, the city's largest parks initiative built new parks and refurbished existing ones, unprecedented partnerships in education were established, transportation alternatives were championed, Orlando became a high-tech center and competitive world marketplace, and the arts became a civic priority.

She spearheaded the reuse plan for the Orlando Naval Training Center, the most ambitious economic development project in the city's history. The new Baldwin Park neighborhood is recognized across the country as one of the finest examples of reuse of former government properties and a model for incorporating all the elements of smart growth.

Hood was tapped by Governor Jeb Bush to be Florida secretary of state in December 2002 while serving her third term as mayor of Orlando. She led the Department of State through the transition from an elected constitutional office to an appointed governor's agency and was responsible for the department's divisions of Administrative Services, Corporations, Cultural Affairs, Elections, Historical Resources, and Library and Information Services. Hood served as the state's chief elections officer and chief cultural officer.

Immediately thrust into the international spotlight as the public official charged with ensuring the integrity of Florida's elections system, Hood spearheaded a highly successful voter education campaign that led to greater citizen involvement, higher turnout, and increased voter confidence. She was also instrumental in crafting the state's Strategic Plan for Economic Development, which is now being implemented across the state in partnership with Enterprise Florida. As secretary of state, Hood served on the boards of Enterprise Florida, the Council of 100, the Base Realignment Advisory Commission, and the Florida Free Trade Area of the Americas.

She led the nation's cities and towns as their chief advocate during her tenure as president of the National League of Cities and has served as president of the Florida League of Cities and chairman of the board of the Florida Chamber of Commerce. Hood is a board member and immediate past chair of Partners for Livable Communities, a national organization designed to enhance community life through innovation, studies, and programs. She was elected a Fellow of the National Academy of Public Administration, an independent, nonpartisan organization chartered by Congress to assist federal, state, and local governments in improving their effec-

tiveness, efficiency, and accountability. Hood is an active participant with the Urban Land Institute's advisory panels and serves on the ULI Daniel Rose Center Advisory Board. She is also a trustee of the Florida Chamber Foundation.

An Orlando native, Hood received her BA in Spanish from Rollins College in Winter Park, Florida, and completed the Executive Program at Harvard's Kennedy School of Government, the Society of International Business Fellows Program at Georgia State University, and the Mayor's Urban Design Institute at the University of Virginia.

## Owen Lang

*San Francisco, California*

With over 35 years of professional experience, Lang is a principal urban designer for Sasaki Associates, Inc., an interdisciplinary planning and design firm with offices in San Francisco, California, and Watertown, Massachusetts. He directs many of the firm's significant site planning and urban design projects encompassing mixed-use districts, urban waterfronts, new community plans, downtown revitalization plans, transit-oriented developments, brown-field developments, and corporate/commercial facilities.

Lang has a unique expertise in community facilitation and consensus building among project stakeholders and enjoys working on complex projects that require a holistic approach to addressing contrasting goals and demands by public, private, and regulatory entities. His strong physical design sense and graphic skills

allow him to communicate design concepts throughout the progressive phases of a project.

A Bay Area native, Lang is a Fellow of the American Society of Landscape Architects and received a master in landscape architecture degree from the Harvard Graduate School of Design and a bachelor of science in landscape architecture from California State Polytechnic University, Pomona.

His award-winning project experience includes the Port of Los Angeles Wilmington Waterfront Development Master Plan, the Aerojet Properties Master Plan in Folsom, the Historic Harborfront Design in San Diego, the San Francisco Urban Waterfront Transportation Projects, the Presidio Trust Management Plan in San Francisco, the North Embarcadero Alliance Visionary Plan in San Diego, and the Sacramento/West Sacramento Riverfront Master Plan.

Lang's recent professional activities includes the discussion titled "Civic Amenities and Economic Prosperity: Developing a Strategy to Expand Arts, Culture, and Recreation in the Sacramento Region" for the November 2008 ULI and Partnership for Prosperity event. In April 2007, he was a panelist for a forum titled "Urban Assets and Sectors: Outlook for Office, Industrial, Retail, Hotel and Housing" for Information Management Network's Second Annual Opportunity and Private Fund Forum on Urban Rejuvenation and Brownfields.