

AN ADVISORY SERVICES PANEL REPORT

# San Bernardino California



Urban Land  
Institute

# San Bernardino California

**Crossroads of the Southwest**

June 24-29, 2007  
An Advisory Services Panel Report

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

# About ULI—the Urban Land Institute

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**T**he 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 from 90 countries, 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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**T**he 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. Many 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, partici-

pants 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 sends special thanks to Mayor Patrick J. Morris and Chairman Paul Biane of the Board

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# Foreword: The Panel's Assignment

The city of San Bernardino is located in the San Bernardino Valley, about 65 miles east of the city of Los Angeles. The valley is at the base of the San Bernardino Mountains in Southern California. The city of San Bernardino and San Bernardino County are part of the “Inland Empire,” which is a geographic area generally defined as the area inland from Los Angeles and Orange counties and encompassing all of Riverside and San Bernardino counties. The Inland Empire is a fast-growing, major economic force within Southern California and the nation with a current population of more than 4 million and forecasted population growth of an additional 2 million by 2020.

Once a thriving central business district (CBD) and center of government activity for the region, surrounded by middle-class residential neighborhoods, San Bernardino's downtown has declined over the past 20 years. The downtown area is still a major employment center but has declined in vitality because of the prevalence of marginal or failed businesses, commercial vacancies, decentralized government offices, and predominantly substandard housing stock. Although unsubstantiated by crime statistics, the general public perception is that downtown San Bernardino is unsafe because of empty streets, vacant storefronts, and blighted conditions.

## History of San Bernardino

When Spanish missionaries first settled in the region, they chose the fertile valley at the foot of a mountain range as an outpost for their travels throughout the California territory preaching to the various Indian tribes. In 1819, the missionaries established Rancho San Bernardino.

In 1851, a company of about 500 Mormons arrived in the valley. The Mormons purchased 35,000 acres of Rancho San Bernardino and built a stockade,

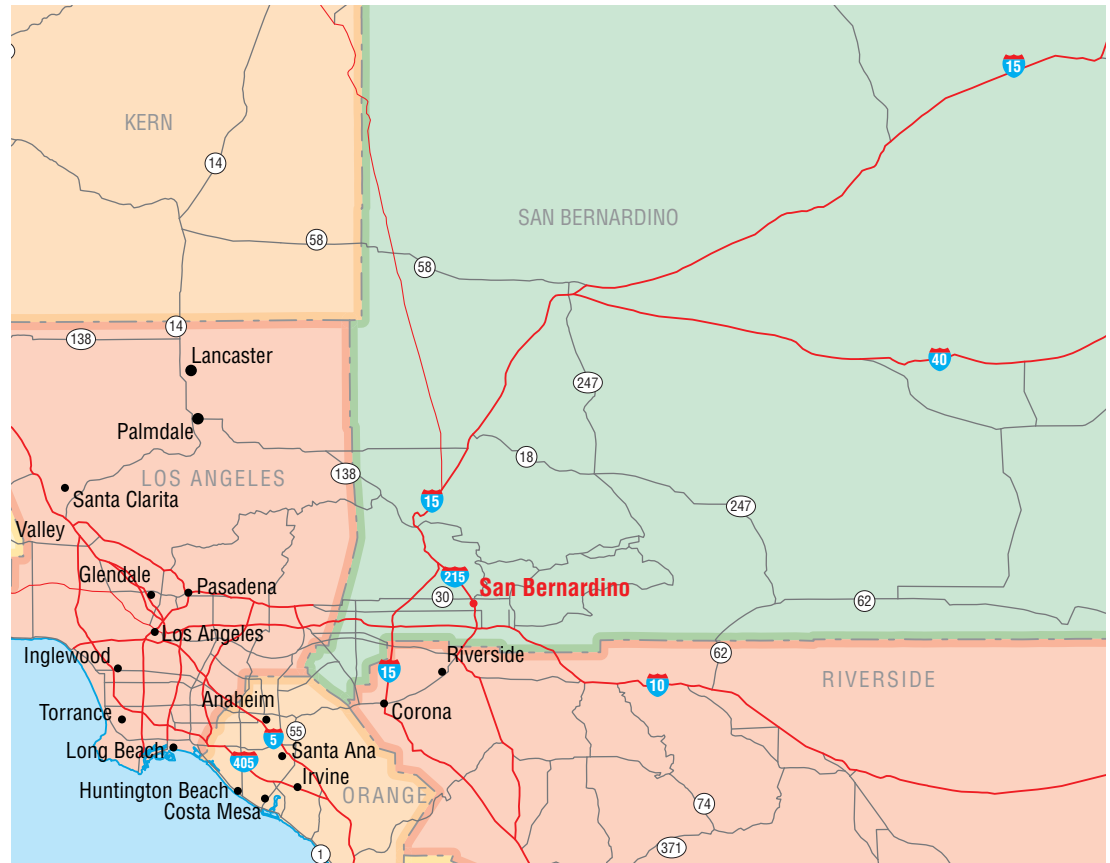


Location map.

naming it Fort San Bernardino. The community thrived, and in 1854 the city of San Bernardino was officially incorporated. The population at the time was 1,200, 900 of whom were Mormons. In 1857, Brigham Young recalled his Mormons to Salt Lake City, but in the six short years that the Mormons had been in San Bernardino, they established schools, stores, and a plan for the city's streets that is still reflected in San Bernardino's street grid.

In the latter part of the 19th century, the Santa Fe, the Union Pacific, and the Southern Pacific railroads all converged on the city, making it the hub of their Southern California operations. When the Santa Fe Railway established a transcontinental link in 1886, the already prosperous valley exploded. Settlers flocked from the East, and the population doubled—from 6,150 in 1900 to 12,779 in 1910, the year that the San Bernardino Chamber of Commerce was first organized.

Regional map.



In its heyday, from the 1920s to the 1980s, the central business district included major shopping opportunities; service businesses, such as barbers and salons; banks and insurance companies; car dealerships; restaurants; public and private schools; and, most prominently, government offices. As the seat of San Bernardino County government, the downtown area was home to city, county, state, and federal government offices and service centers.

Rich water resources and a strategic location at the crossroads of two of the three major railways into Southern California made the city of San Bernardino the economic hub of the Inland Empire. The railroads all had facilities within or close to the downtown core. Rail lines crossed many areas of downtown from the San Bernardino depot area on their course to industrial or agricultural sites in the east San Bernardino Valley, the Los Angeles basin to the west, or areas farther north and east.

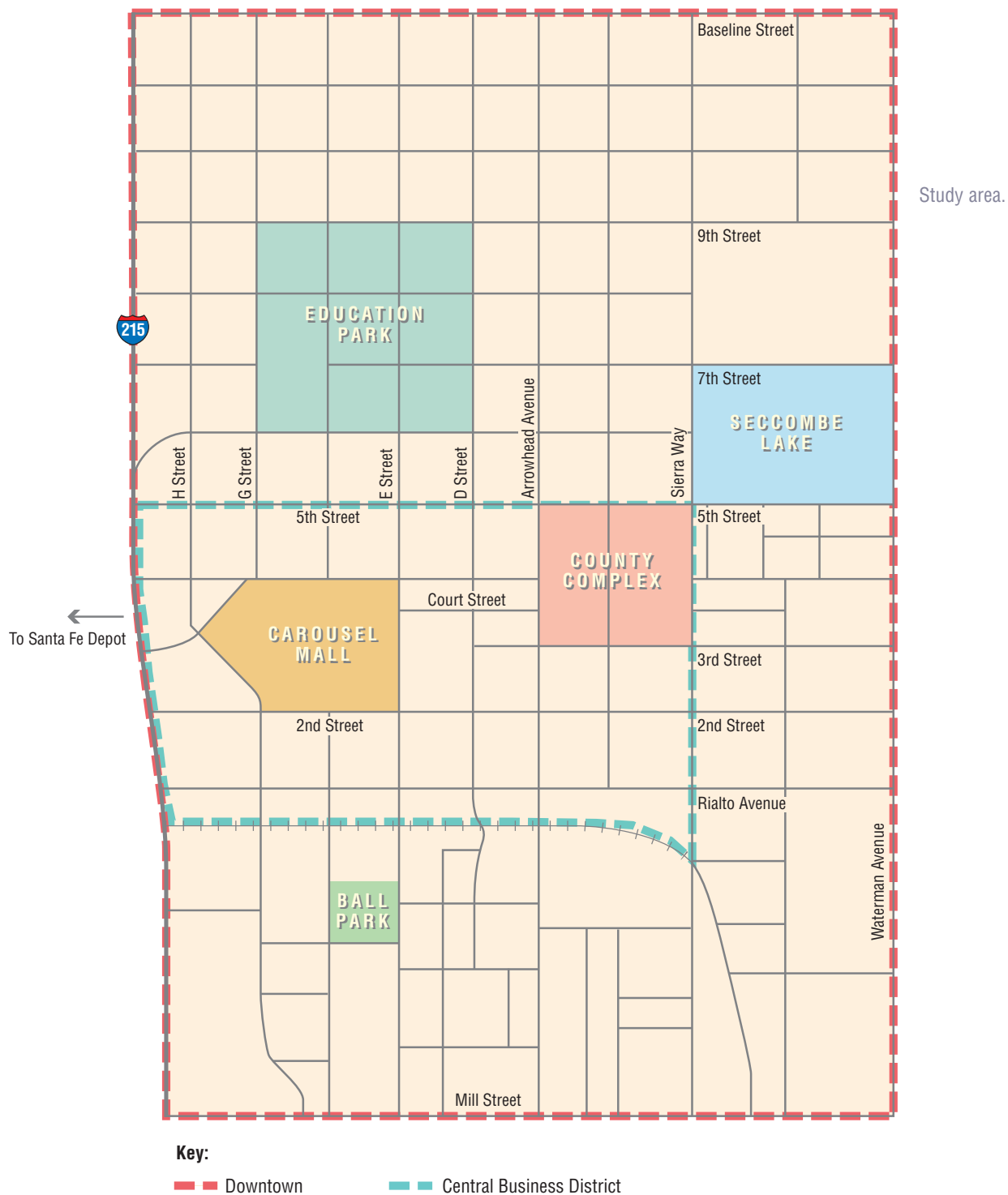
U.S. Route 66, extending from Chicago to Los Angeles, runs through San Bernardino. This famous “mother road” was the major transport route for logistics and regional migration into California for almost 40 years. Today, Route 66 is mostly a remnant of the past, and Interstates 10 and 15 with

State Route 210 serve the transportation needs of the city and the region.

The downtown core thrived until the 1980s and has since been in decline. The events that precipitated the downtown decline are complex and in some cases regional in nature. They include the closing of Norton Air Force Base (AFB), with the loss of 10,000 jobs over a five-year period; the construction of Interstate 15 from Ontario to the Cajon Pass, which directed Los Angeles traffic away from San Bernardino to Ontario; the loss of the Kaiser Steel plant in Fontana, which cost the manufacturing jobs of several thousand of San Bernardino Valley residents; the relocation of a major maintenance facility for the Atchison, Topeka and Santa Fe Railway from San Bernardino to the Midwest, with a loss of about 2,000 jobs; and the development of the Hospitality Lane area south of downtown and adjacent to Interstate 10, which drew shoppers and businesses out of downtown San Bernardino. Finally, the real estate recession of the 1990s resulted in substantial devaluation of property.

## The Study Area

The Downtown District Focus Area defined for this study is bounded by Interstate 215 (I-215) to



the west, Waterman Avenue to the east, Baseline Street to the north, and Mill Street to the south. Within that downtown focus area, the central business district is historically defined as bounded by I-215 in the west, Sierra Way in the east, 5th Street to the north, and Rialto Avenue to the south. For the purpose of this study, the CBD extends to just south of Rialto Avenue, to the right-

of-way of the proposed light rail extension to Redlands (see study area map).

### The Panel's Assignment

The panel was asked to recommend strategies, policies, and actions for the city and the county to pursue with respect to land use, transportation, lifestyle, urban design, commerce, and govern-

ment that will bring vitality and economic well-being back to San Bernardino's central business district. In addition, the panel was asked to prescribe clear proposals for implementing its recommendations.

## Summary of Recommendations

The following briefly summarizes the recommendations that the body of the report describes in more detail:

- Engage the citizens of San Bernardino in the process of envisioning and developing the future of the downtown.
- Take steps to clean and maintain the downtown area and enhance the aesthetics of the streets with plantings and other amenities.
- Increase police patrolling to reverse the perception of insecurity and danger.
- Attract people to the downtown through special events and other sorts of regular and frequent programming.
- Establish a Business Improvement District (BID) to take on the long-term management of the downtown environment.
- Develop the San Bernardino County Government Center as a campus on the existing 36-acre site between North Arrowhead Avenue and North Sierra Way.
- Clear the site of the existing Carousel Mall, and restore the city's historic street grid through the site.
- Redevelop the site of the Carousel Mall as a contemporary mixed-use urban village with supporting retail, office, and residential uses.
- Celebrate the waters of the city of San Bernardino by creating a linear park and stream system that restores existing natural streams previously diverted to underground pipes or culverts. Extend canals and fountains beyond the natural systems to provide cool "green pedestrian streets" for residents to walk or bike downtown.
- Extend the linear park system to embrace close-in neighborhoods. Include safe pedestrian ways and bike trails to facilitate access to downtown.
- Continue revitalization of the surrounding near-downtown residential neighborhoods with code enforcement, infill housing, and streetscape improvements.
- Relocate the proposed site of the Arrowhead Credit Union corporate headquarters closer to downtown, adjacent to the north side of the Arrowhead Credit Union Park.
- Locate only a bus stop at the intermodal bus transfer center site and not the bus transfer station.
- Designate an arts and entertainment district that encompasses the existing theaters and historic buildings on E Street and buildings along Court and 4th streets.
- Redevelop the area to the north of the study area, bounded by 6th and 9th streets and G and D streets, to create an Education Park.
- Partner with private sector business leaders and developers so the city and county become known as a development-friendly community.
- Hire a chief development officer (champion), either on staff or as a consultant, whose job is to ensure that downtown development projects stay on track and on time.
- Adopt and enforce design standards and guidelines to ensure an appealing downtown environment.
- Invest public funds in the revitalization process.

# Market Analysis

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**T**he city of San Bernardino serves as a county seat and governmental center for San Bernardino County. The city's excellent freeway system, rail terminals, and abundance of groundwater were instrumental in its once being a thriving business center for the Inland Empire region of Southern California. Historically, the city has numerous associations with Hollywood movie stars as well as with the westward expansion of the United States. The city has suffered in recent years, however, as it lost jobs and housing stock and as the downtown deteriorated.

The regional economy is strong and growing, and San Bernardino is well positioned to capture a share of that growth. Unfortunately, downtown has not been successful, despite some major investments by the city. Repositioning downtown to capture a portion of the regional market will take some effort but is entirely possible.

## Regional Economy

The national economic slowdown is currently affecting Southern California. The UCLA Anderson Forecast says the national economy is close to recessionary conditions, with real gross domestic product growth of 1.8 percent for 2007; growth is forecast to return to a more normal 3 percent by mid-2008. The housing sector, however, will continue to be weak for some time, causing a slowdown in consumer spending and affecting the retail sector. Homebuilders have slowed construction plans because potential homebuyers are having a harder time qualifying for mortgages.

The Inland Empire is a growing region, with a population of more than 4 million and an economy with 1.25 million jobs.

## The Economy of the City

The city's location close to the Cajon and San Geronimo passes has made it a center for railroad

and logistics activities. It connects California's coastal ports with cities such as Albuquerque, New Mexico; Kansas City, Missouri; and Chicago, Illinois. The city hosts the Burlington Northern Santa Fe Railroad's intermodal yard, the Yellow Freight Systems' cross-docking trucking center, and Pacific Motor Trucking. Large warehousing operations are under development next to the San Bernardino International Airport, including those for Stater Bros. grocery stores, Mattel, Medline, Pep Boys, and Kohl's. The city's Hospitality Lane district is home to new Class A office space, big-box retailers, restaurants, and hotels. The city's location at the junction of the I-10 and I-215 freeways positions it at a key focal point of the Inland Empire region.

The area is home to California State University, San Bernardino, and San Bernardino Valley College as well as the St. Bernardine Medical Center, San Bernardino Community Hospital, and the Robert H. Ballard Rehabilitation Hospital.

With a once-thriving downtown, San Bernardino has been hit hard in the last two decades, experiencing the consecutive loss of major employers, such as Norton AFB (10,000 jobs) and a major railroad maintenance facility with about 2,000 jobs; the recession of the 1990s; and the migration of downtown employers to the Hospitality Lane district. The loss of Kaiser Steel at Fontana, California, also affected San Bernardino because many Kaiser employees lived in the city.

Because of the job losses and the economic downturn, many homeowners either sold out or lost their homes through foreclosure. This situation led to deterioration of the housing stock, an increase in investor ownership rather than individual homeownership, and an increase in rental housing.

From 1998 to 2004, San Bernardino's economy grew by 26,217 jobs—a 37 percent increase—to

97,139. This upswing represents a recovery from the loss of more than 9,200 jobs after the closure of Norton AFB. Government was both the largest and the fastest-growing employment sector, reaching close to 20,000 jobs in 2004. Other significant sectors were retail (16,000 jobs) and education (13,200 jobs). The city's average payroll per job was \$35,705 in 2004, higher than for the Inland Empire overall (\$32,097). Government jobs averaged \$49,076 in 2004, demonstrating the importance of the government sector.

San Bernardino's retail sector is highlighted by the 1 million-square-foot Inland Center Mall. The Carousel Mall in the CBD is in steep decline and nearly closed; current tenants include several office users rather than retailers. The new Hospitality Lane area contains a restaurant row as well as a number of big-box retailers. The Highland Avenue shopping district offers Wal-Mart, Ross, and Mervyns. Retail sales from 1998 to 2005 increased at an annual rate of 7.6 percent, faster than in California as a whole. Per capita sales have also increased faster than inflation since 1998. Nevertheless, in 2005 San Bernardino ranked below Ontario, Temecula, Victorville, Loma Linda, Colton, and Riverside in per capita sales.

The automotive sector has a very large share of the city's overall retail sales, followed by service, industrial, lumber, and logistics firms. Department stores, general merchandise stores and small retailers, and the restaurant sector were smaller components of the retail sector.

The downtown area claimed a Ford dealership, gas stations, minimarts, and fast-food establishments, primarily along Baseline Street. The CBD had almost no shopper-oriented stores but does have several auto-oriented businesses.

### The Economy of the CBD

Downtown functions as a governmental center, hosting the federal Internal Revenue Service and Department of Homeland Security, the Mexican consulate, a 14-story office building for the California Department of Transportation (Caltrans), San Bernardino County administrative offices and courts, the San Bernardino Associated Governments, and the offices of the San Bernardino Val-

ley Municipal Water District. City Hall is also a major employer downtown.

San Bernardino city has 958,500 square feet of Class A office space, 1.8 million square feet of Class B space, and 550,000 square feet of Class C space. CoStar Realty Information reports that downtown San Bernardino contains 127 office buildings and 2.22 million square feet of office space, numbers that have held constant since at least 1996. This space includes all classes as well as some space in nonoffice buildings, such as the Carousel Mall and the Mervyns space. Some space in these buildings is leased to public sector tenants, including two county agencies.

No new buildings have been built since 1998, when 7,000 square feet were added to the inventory. Annual net absorption is low to negative.

Historical vacancy rates hit a high of 17.1 percent in the third quarter of 2004 but came down steadily throughout 2005 and 2006, although they are creeping up again, reaching 8.6 percent in the first quarter of 2007. CBD rents are considerably lower than regional rents, currently averaging \$16.27 per square foot per year.

Retail uses in the CBD include the Fairview Ford dealership, Stater Bros. grocery store, the 20-screen cinema, and several auto-oriented businesses. Of the 31 food-service establishments, only one is a full-service restaurant; the rest are limited, mostly offering breakfast and lunch service.

### Commercial Market in the CBD

Downtown San Bernardino's office space is marked by a few older buildings, several of which appear to be empty. The office space is scattered between E Street and Mountain View Avenue, primarily north of Rialto to about 10th Street. Property owners report that their tenants are primarily small firms (with two to four employees), such as accountants. San Bernardino's office space is among the least expensive in the region, averaging \$15.50 per square foot per year in the downtown and \$21.36 per square foot per year in the Hospitality Lane area.

No new office construction has taken place in the CBD; San Bernardino's office demand is being captured by other areas, primarily Hospitality Lane and areas closer to the airport. One promising opportunity is Arrowhead Credit Union's interest in building an operations center just south of downtown.

Downtown San Bernardino has steadily lost retail and restaurant uses. The Carousel Mall is largely empty or underused, with ground-floor space rented to public sector tenants. Despite the large numbers of public sector workers in the area, downtown restaurants have for the most part closed because of lack of evening and weekend business.

Downtown San Bernardino offers only the 230-room Clarion (formerly Radisson) Hotel and a small Holiday Inn Express. The Clarion also advertises a convention center, which consists of a 19,000-square-foot ballroom and ten small meeting rooms.

San Bernardino is within 30 minutes of 22 public and private colleges with 158,000 students. Although not in the CBD, California State University, San Bernardino, and San Bernardino Community College are significant players in San Bernardino's economy, with 16,400 and 12,600 students, respectively.

The county of San Bernardino occupies 671,400 square feet on a 36-acre site that includes the County Government Center and Courthouse. The county also leases space in locations in the CBD. According to a 2004 Gensler study, the county owns 40 buildings in the city totaling 1.4 million square feet and leases 766,000 square feet in 49 privately owned buildings. Additional public sector space is found in the Caltrans Building, and the city of San Bernardino occupies the City Hall building and the police headquarters.

## Commercial Market: Regional Trends

Commercial demand in the Inland Empire continues to grow, spurred by an eastward expansion from Los Angeles and Long Beach and the availability of large tracts of land at reasonable prices. San Bernardino and its satellite cities such as Fontana represent the low price points in the Inland Empire. Ontario and Riverside occupy a

middle ground, and Redlands has the highest price ranges.

### Office

CoStar defines the Inland Empire as two markets, east and west, that contain 46.7 million square feet of office space in 3,298 class A, B, and C buildings. The Inland Empire west market, including the airport, San Bernardino West, and San Bernardino North, totals 14.8 million square feet. The vacancy rate in the first quarter of 2007 was reported at 7 percent for the Inland Empire west, down from a high of almost 11 percent in the fourth quarter of 2004. From mid-2003 to early 2007, 264 office buildings were added for a total of 2.4 million square feet. In the first quarter of 2007, 75 buildings were under construction, for a total of 1.77 million square feet.

In the comparable market of the Inland Empire east, which includes Riverside, the most recent vacancy rate was 10 percent, the highest level since the first quarter of 2001. From mid-2003 to early 2007, 277 office buildings were added for a total of 4.6 million square feet. In the first quarter of 2007, 148 buildings were under construction, for a total of 3.74 million square feet.

Quoted rent rates increased rapidly in both markets. Inland Empire west increased from \$17.74 to \$24.61 per square foot per year, and the Inland Empire east increased from \$18.43 to \$25.81 per square foot per year.

### Retail

New shopping centers are being built throughout the region, most notably in Redlands, as well as in Riverside and other communities. These shopping centers offer easy access, new stores, national brands, and a pleasant environment. They provide a center of attraction that continues to divert the middle class away from downtown San Bernardino.

### Hospitality

The region is not known for hosting major conventions or conferences, and the hotel sector is probably underbuilt. A number of historic hotels exist, such as the Mission Inn in Riverside, and when the Lake Arrowhead Resort reopens, it will refocus attention on San Bernardino.

## Industrial Market: Regional Trends

The Inland Empire absorbed almost 21 million square feet of industrial space in four quarters spanning 2005–2006. The region's transportation infrastructure, available land, and low space and labor costs are able to serve the growing demand to support international trade through the ports of Los Angeles and Long Beach. San Bernardino is benefiting from the boom in demand for industrial and logistics space. It is supporting that demand through the recent runway expansion at San Bernardino International Airport and Hillwood's construction of logistical and warehouse space near the airport. In the year ending March 2006, San Bernardino absorbed 17 million square feet of industrial space. Although industrial space translates to fewer jobs per square foot than other sectors, it is nevertheless a strong force in San Bernardino's economy.

## Education

The presence of several universities and colleges in the region is a positive factor. Many will seek to expand, and the possibility exists of attracting a downtown or branch campus to San Bernardino.

## Government

San Bernardino County is conducting studies for expansion of its facilities. It requires 450,000 square feet of office space and more than 3,000 parking spaces. A new courthouse has been approved with more than 30 courtrooms in 351,000 square feet; additional courtrooms are to be retained in existing space.

## Improving the Competitiveness of the CBD

What is holding the CBD back? Despite strong regional demand in all sectors of the economy, the San Bernardino CBD has consistently lost businesses, buildings, and people in the last 20 years. Although the city has implemented a number of projects and has acquired blighted properties, business closures continue unabated. The CBD is now largely devoid of appealing shops and restaurants. Downtown also has very little housing.

The general impression is of vacant buildings surrounded by large surface parking lots. This situation has led to a widespread perception that downtown has crime and that no one wants to live there. Consequently, no one does.

Nevertheless, San Bernardino has many advantages: a Mediterranean climate, beautiful scenery, and ample water resources make it a standout location in Southern California. It has numerous area attractions: California Theater, Lake Arrowhead Resort, Sturges Center for the Fine Arts, San Manuel Indian Bingo and Casino (Highland), and the San Bernardino County Museum.

The National Orange Show and Route 66 Rendezvous inject some temporary excitement to the area. A Renaissance Fair had been held in the spring months but has relocated.

The city has a 5,000-seat stadium for the Inland Empire Sixty-Sixers baseball team. The city hosts the nationally televised Western Region Little League Championship that draws teams from several western states. The city also hosts prestigious soccer tournaments, such as the U.S. Soccer Club's Region E Championship, and offers 17 soccer fields in its soccer complex.

Extensive transportation facilities, including a comprehensive network of freeways and two mountain passes, favor San Bernardino as a business location.

Regional demand is strong too, but San Bernardino's downtown is not capturing any of that demand. Instead, Hospitality Lane has become the center of economic activity for the office and retail sectors, as has the area near the airport for the industrial sector. Shopping center development is taking place in Redlands and Riverside, as well as other surrounding communities such as Rancho Cucamonga, Ontario, Fontana, Banning, and Beaumont.

Downtown San Bernardino must be repositioned to capture the available regional demand. Meeting this goal will require an exciting new plan for downtown that capitalizes on San Bernardino's strengths and the back-to-the-city movement now evident throughout the United States, as well as specific initiatives to overcome negative perceptions.

## Residential Market

San Bernardino's population is growing; in 2006, it reached 202,000, comprising 60,000 households. The city is the second largest of the Inland Empire's communities. San Bernardino is considered the center of an 850,000-person market that includes the communities of Colton, Fontana, Grand Terrace, Highland, Loma Linda, Redlands, Rialto, and Yucaipa.

In 2005, the city's median income was reported as \$38,470. Almost 56 percent of the city's residents classify themselves as Hispanic, above the 47.5 percent reported in 1990, and higher than the 44 percent share in San Bernardino County. The population tends to be young, with 60.2 percent of residents under 35 years of age in 2005. Only 15.3 percent of the population was over 55. Only about 46.9 percent of the population is in prime homebuying age, 25 to 64.

The greater downtown has 4,077 households, of which 42 percent have incomes under \$15,000; another 20.1 percent have incomes between \$15,000 and \$25,000. The CBD has only 309 households.

Compared with Los Angeles and the coastal communities, San Bernardino offers the option of single-family homes at a reasonable price. In the first quarter of 2006, the city's median price for existing homes was \$313,300. Interestingly, until the housing boom that started in 2001, existing home prices rarely exceeded \$100,000. New homes in the foothills command much higher prices, and because much of new home construction has been in such areas, the city's median new home price reached \$505,000 in 2006, lower than in Rancho Cucamonga but higher than in Riverside or Ontario.

New home sales reached 700 units in 2003, a historical high, and have decreased since, although the housing boom was not over. In 2007, new home absorption has slowed dramatically.

Downtown San Bernardino has few housing units and only small new construction projects. ANR has built the Meadowbrook project on the edge of downtown. LNR purchased the Carousel Mall and proposed to build 500–700 residential units aimed at young families, singles, and couples, many of

whom would likely work in Los Angeles County and the Inland Empire area. A prospect exists that 312 new residential units will be built around Seccombe Lake.

### Residential Demand in San Bernardino

Residential construction and existing home sales have slowed in the last six months because of a nationwide pullback in the housing sector. Regional growth patterns indicate that demand should resume in the next year. In the foothills and in neighborhoods outside the downtown, San Bernardino should continue to experience housing growth.

### Residential Demand in the CBD

At present, no demand exists for residential uses downtown. Downtown has acquired a negative image. In the absence of shops and restaurants, little attracts residents. The public sector office workers prefer to live elsewhere and commute to the CBD.

Nevertheless, downtown has the potential to be a superior residential location. The back-to-the-city movement is strong and can be tapped as part of a coordinated development plan for a large part of downtown. Redevelopment of the Carousel Mall in an urban mixed-use form including residential is essential to revitalizing downtown.

Creating residential demand in downtown will require efforts at many levels:

- Overcoming the perception that downtown is dangerous;
- Providing a desirable environment in which to live, including shopping and entertainment opportunities and green open space; and
- Working with a developer who is entrepreneurial, well financed, and able to take on a large mixed-use project.

The current population of San Bernardino is not necessarily the target market for new housing development. To revitalize the CBD, San Bernardino will have to attract a middle-class population downtown. To the extent that these new residents can be homeowners rather than renters, the

downtown will benefit, because homeowners have a greater stake in the appearance of their property.

New residential construction in downtown should be aimed at key market segments, such as young singles who like a more-urban lifestyle; two-income couples who are not afraid of density and who are attracted by mixed uses, lots of activities, transit availability, and a beautiful setting; and people whose children are no longer in school and who can now feel free to live in a more-urban housing product. Other segments of interest would be people in arts-related occupations and college and university students. A variety of building types and densities will be required to meet the needs of these diverse residents. A mixed-use approach that provides quality retail and restaurants, entertainment options, open space, and urban style amenities is necessary.

The housing products for these segments would be townhouse, stacked flats, condominiums of various types, and upscale apartments. The new population of downtown will look for vibrancy and activity in their surroundings. Thus, a comprehensively planned approach to providing housing centered on the focal points of an arts and entertainment district with links to rail and bus rapid-transit transportation alternatives and close to quality retail and restaurant venues is essential.

## Market Timing

Currently, no market demand exists downtown other than that of the public sector. Putting in place the elements that will lead to creation of demand will take a year or more. During that time, the housing market should regain strength and be poised to deliver.

Even when redevelopment begins, however, it will take some time to overcome the elements that have been holding back downtown. Development will start slowly at first, and as investors gain confidence in the downtown, development, sales, and leasing will begin to take off. When San Bernardino's CBD has reached a threshold of interest, drawing people from outside the city in the evenings and weekends, the CBD's desirability will increase and further development proposals will be initiated by numerous private sector actors with less and less city intervention.

# Planning and Urban Design

**P**lanning and design should be based on recognizing the assets and resources of a community and seeing how they can be brought to bear on its problems and issues. San Bernardino certainly has problems and issues of long standing; nevertheless, the assets that downtown San Bernardino can assemble to resolve its problems and build a solid future are impressive. Among the assets that the panel has recognized are the following:

- San Bernardino has an extraordinary history and the historical resources to prove it. Among these are several historic buildings, some designated and some not, and the street grid laid out by the Mormons in the 19th century.
- An extraordinary unrealized opportunity is present in the natural streams and watercourses, many of which have been channelized or buried.
- Extensive surface parking serves as a land bank until this potentially valuable land can be developed or redeveloped. The panel suggests that the City Hall parking lot, for example, could one day become a town square or green space in which people can congregate and socialize.
- The city has spectacular mountain views along the north-south axis. The Mormon grid on which they city was planned can be used to focus attention on landmarks such as historic buildings.

## Goals

The planning and design team focused on three goals in attempting to envision the revitalization of downtown San Bernardino:

- Develop an urban environment that supports activities such as government, and arts and entertainment that function best consolidated in an urban center.
- Provide a social and civic hub for all of San Bernardino's citizens. Make the downtown into

something like the front porch of San Bernardino where citizens can find a common meeting ground and an environment for civic activities.

- Provide an alternative contemporary urban lifestyle complementing San Bernardino's existing traditional neighborhoods. The back-to-the-city movement is a strong trend across the country in cities of every size. San Bernardino must take advantage of this phenomenon to bring people back into the downtown.

## Urban Design Concept

To facilitate the accomplishment of these goals, the city should adopt the following urban design concepts:

- Create an urban, mixed-use, pedestrian-friendly live/work urban core. Use this principle to attract projects closer to the core to enhance walkability and access to the center.
- Celebrate the city of San Bernardino's distinctive abundance of water and thermal resources by creating a linear park system—enhanced with water features—that reaches out to the adjoining neighborhoods, providing “green pedestrian streets” for residents to reach downtown.



San Bernardino should celebrate its abundant water resources as a symbol of the city's rebirth. Waterways and fountains can be extended beyond the natural systems to provide cool “green pedestrian streets” for residents to walk or bike downtown.



#### Key:

- Light Rail Extension to Redlands
- Bus Rapid Transit

- Downtown Area Boundary
- Key Nodes

- Water Features

Land use strategy.

### Planning and Urban Design Recommendations

The accompanying land use strategy map identifies the key components of the panel's plan and strategy for downtown. The circle is a ten-minute walk centered on the intersection of E Street and Court Street. The panel urges that continued revitalization and renewal efforts also be targeted at the near-downtown neighborhoods. Every city needs strong, economically diverse communities close to downtown.

Other recommendations illustrated on this map are the following:

- Develop the San Bernardino County Government Center as a campus ("County Complex") on the existing 36-acre site between North Arrowhead Avenue and North Sierra Way. The system of waterways and streams should be brought through the campus to enhance it. An iconic landmark, such as a clock tower or spire,

should be constructed to be visible from the freeway.

- Clear the site of the existing Carousel Mall and restore the city's historic street grid through the site. Restoring the grid will improve connectivity and ease pedestrian movement throughout the community.
- Redevelop the site of the Carousel Mall as a contemporary, mixed-use urban village with supporting retail, office, and residential uses. This type of urban environment will be attractive to empty nesters, students, young adults, commuters tired of dealing with congested highways, and seniors.
- Celebrate the waters of the city of San Bernardino by creating a linear park and stream system that reaches out to the adjoining downtown neighborhoods and by restoring existing natural streams that had previously been diverted to underground pipes or culverts. Extend canals and fountains beyond the natural

systems to provide cool, green pedestrian streets for residents to walk or bike downtown.

- Extend the linear park system to embrace close-in neighborhoods. Include safe pedestrian ways and bike trails to facilitate access to downtown. Bike trails can be extended south to meet other bike trails that extend across Southern California.
- Continue revitalization of the surrounding near-downtown residential neighborhoods with code enforcement, infill housing, and street-scapes improvements.
- Relocate the Arrowhead Credit Union corporate headquarters closer to downtown, adjacent to the north side of Arrowhead Credit Union Park.
- Locate the intermodal bus transfer center in a different location so that the E Street Metro-link station will be more attractive for transit-oriented development.
- Designate an arts and entertainment district that embraces the existing theaters, historic buildings on E Street, and buildings along Court and 4th streets. This district would also be a good place for restaurants and other types of after-show entertainment.
- Redevelop the area to the north of the study area, bounded by 6th and 9th streets and G and D streets, to create an Education Park, as proposed.

## Design Strategies

Here, the panel focuses on a vision of what San Bernardino can become that is comprehensive, long term, sustainable, and coordinated. To build the vision, the panel began with the LNR proposal for redevelopment of the Carousel Mall site. LNR proposes to partially restore the original street grid through the site and introduce a community green to create a sense of place as well as a location for people to assemble and connect with one another. This kind of meeting place creates community and a sense of belonging in the urban village. Finally, by linking the grid with the green space, the LNR plan creates a space with identity

that replaces the unproductive and underperforming asset that the mall is.

The panel suggests building on this scheme to complete restoration of the grid. Furthermore, the community green concept should be extended beyond the site to connect other neighborhoods and serve a larger purpose than simply enhancing a development project (see development strategy map). Finally, the residential densities proposed by LNR must be higher, so that the entire project will have about 700 units.

The original grid established by the Mormons extends throughout the San Bernardino area and beyond. The panel recommends that the city consider prioritizing the streets on the grid so that some will serve to move traffic while others will serve primarily to provide a safe, quiet, and pleasant experience for pedestrians downtown.

## Illustrative Plan

The development strategy map illustrates the overlay of the linear green system on the street grid to show a comprehensive system of movement that offers choices of ways to get around the city. In addition, in the east is the system of lakes, trails, and parks that link the neighborhoods and beyond. This green system should be linked through the new county campus and extended into areas that are now used only for parking. The network of green space should be extended onto E Street. E Street will become the center of activity in the new downtown. E Street will be the corridor for the bus rapid transit, and it should probably be the retail center for downtown, too.

The green system should be extended across the freeway and into the neighborhoods to the west of the downtown

Finally, the plan shows a new gateway to downtown San Bernardino at I-215 and 3rd Street, framed by two parks. The gateway will celebrate the rebirth of San Bernardino and leave an impression of green, water, and pride in a wonderful place to live.

# Development Strategies

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**S**ingle development projects set down here and there in downtown San Bernardino are not likely to slow the spiraling disintegration of this once-thriving city center. The regional draw a city center should command, the developer and investor attention that should be realistic, and the pride and identity a community should enjoy in its downtown will not happen in San Bernardino in its present state. In addition, the city's inner-ring suburbs similarly suffer from disinvestment, blight, and low-income demographics. Attention must be focused on all these problems, but the revitalization of San Bernardino begins with its heart—the downtown!

## Downtown San Bernardino Needs a Grand Vision

Far-reaching action is required to change the dynamics of San Bernardino's downtown. The establishment of a grand vision that conceives of the central business district as an attractive place to live, work, and play will begin the process of change. The vision must include the characteristics that will make the CBD successful. These are well known and are found in successful downtowns everywhere.

### Vitality

The downtown should be a lively, active place from early in the morning as people leave their homes and arrive for work and through the day and evening when streets and sidewalks fill with residents and workers walking, dining, and meeting. Restaurants and entertainment destinations should activate the streets on weeknights and weekends.

### Visibility

San Bernardino's downtown should be visible and welcoming from the expanding I-215 freeway. Downtown's draw in a region dominated by automobile travel will be increased as high-quality new development, accessible public space, and civic

landmarks are created within view of the 250,000 automobiles passing by daily. The image of San Bernardino will be transformed with a vibrant center in a highly visible location.

### Uniqueness

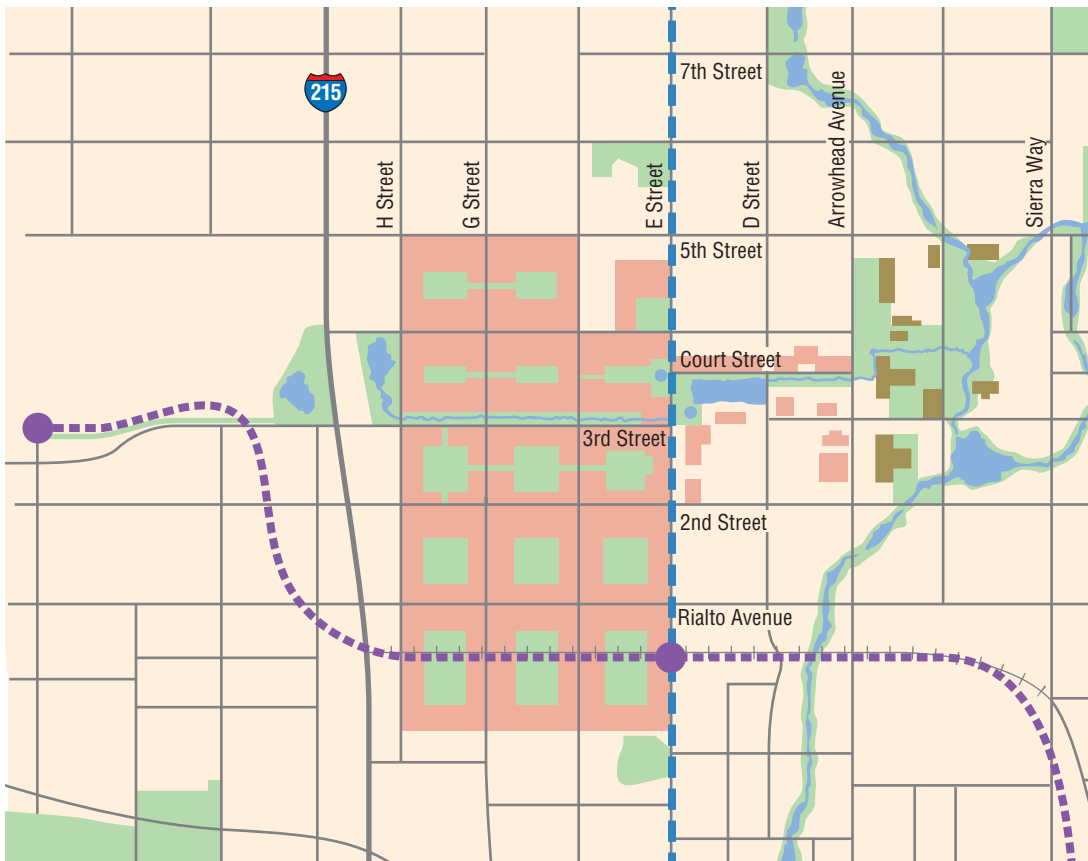
Great cities have unique qualities and features not easily replicated by shopping centers and boringly similar strip developments, bland suburban office buildings, and condominium blocks that are two exits away from the CBD. Pasadena has its California Mission-style architecture, Beverly Hills has its glitz, and San Bernardino's downtown needs to capitalize on its special attribute—a city built above an endowment of water in a desertlike environment. Features highlighting the city's rich resource of underground geothermal water should be incorporated in key public spaces, including primary interstate entrances and civic spaces.

### Safety

The measure of San Bernardino downtown's success will in large part result from the change in perception of how safe it is to live in and visit the area. Higher densities of residential development will make public spaces, including streets and parks, feel safer as more people frequent the area and make use of the existing and future amenities. Defensible design of streets and buildings will reinforce safe environments.

## Significant Strengths and Strategic Advantages

The downtown district of San Bernardino has significant strengths upon which to build a vital downtown core. At present, a number of opportunities exist, which, if taken together, can provide the catalyst for significant redevelopment of the downtown. The following sections discuss some of these opportunities.



**Key:**

- |  |   |  |
|--|---|--|
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #90EE90; border: 1px solid black;"></span> Green Space    | <span style="display: inline-block; width: 20px; height: 10px; background-color: #FFA07A; border: 1px solid black;"></span> Housing/Retail/Office Mixed Use | <span style="display: inline-block; width: 20px; border-bottom: 2px dashed purple;"></span> Light Rail Extension to Redlands |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #ADD8E6; border: 1px solid black;"></span> Water Features | <span style="display: inline-block; width: 20px; height: 10px; background-color: #8B4513; border: 1px solid black;"></span> County Offices                  | <span style="display: inline-block; width: 20px; border-bottom: 2px solid blue;"></span> Bus Rapid Transit                   |

### Assembled Large Parcels of Land

The city government has had the foresight to identify and acquire a number of large tracts of land within the target area. By controlling this land, the city will be able to both encourage development and influence the form that investment will take.

### Inexpensive Land with High-Value Potential

San Bernardino's current land values are more affordable than are many of its suburban neighbors'. Within the context of a growing population base in the region, this situation affords the city the opportunity to attract new investment that will yield high value with lower development costs.

### Abundant Natural Resources

The city is blessed with spectacular views of the San Bernardino Mountains. Unlike many of the communities in the region, San Bernardino has plentiful natural water sources lying just beneath the surface. This natural bounty provides the chance to create an urban environment interspersed with distinctive water features, such as small lakes and streams.

### Transit Hub

The Metrolink extension coupled with the proposed E Street transit corridor, linking the downtown with the universities and neighborhoods both north and south, makes the downtown a natural location for entertainment venues and restaur-

rants. The new transit lines will also assist the city in attracting a resident population—young professionals who seek an urban environment and empty nesters who will enjoy the amenities of downtown living and the convenience of transportation access, enhanced by attractive green space.

#### **Downtown Employment Center**

Downtown has a weekday population of more than 15,000, creating a customer base for restaurants and retail. Attracting additional business downtown will continue to increase the demand for goods and services convenient to downtown employers.

#### **Development Challenges**

Downtown San Bernardino has significant challenges to overcome before it can achieve its goals of revitalization and prosperity. The panel believes that many of these challenges can be conquered by realignment of resources to take advantage of the opportunities presented by downtown's locational advantages.

#### **Lack of Downtown Residents**

The lack of a "24/7" resident population downtown makes attracting and retaining retail and restaurant establishments difficult. Most cannot survive on lunchtime traffic only, and with the loss of many downtown restaurants in recent years, downtown employees have fewer reasons to venture downtown during their lunch hour or before and after work.

#### **No Consistent Marketing Program**

Many people view downtown as a place "with nothing to do." Although in the past the city has sponsored concerts and outdoor events downtown, drawing large numbers of attendees, much of this activity has decreased in recent years. The Route 66 Rendezvous is the largest event centered downtown; it draws hundreds of thousands of visitors from throughout the United States. Recently, the Operation Phoenix Foundation has initiated downtown concerts and events. This type of programming and events should be an important priority.

#### **Negative Perceptions**

A perception exists that the downtown is plagued with crime problems and unsafe after dark. Al-

though this view is not borne out by statistics, which show the downtown as an area relatively free of crime, the perception hampers the city's efforts to market the area and its attractions. Community leaders express skepticism that the downtown can be transformed into a vibrant, attractive place to work, play, and live.

#### **Code Enforcement and Blight**

Some view current code enforcement efforts as insufficient to create an attractive urban environment. Cleanup is needed around the downtown buildings. Moreover, a scrap yard with inadequate screening sits at one of the major gateways to downtown.

#### **Centralized Social Services Downtown**

To lure investment, visitors, and residents to the downtown area, the city would be well served in decentralizing the social services and ex-offender programs currently located downtown. Placing these services strategically throughout the community will make the services more accessible to those who need them.

#### **Development Opportunities**

Many important areas of development have potential and will ultimately contribute greatly to the downtown renaissance. Several pressing development opportunities, however, are of such size that, if thoughtfully integrated, they will redirect market forces to downtown San Bernardino. These signature projects are the redevelopment of the Carousel Mall and the creation of a County Government Campus.

#### **Carousel Mall**

A large-scale comprehensive redevelopment of the Carousel Mall area is needed because it is one of the two largest elements of the downtown's renaissance. The panel recommends that the site be developed to its fullest potential as a mixed-use residential and retail development. This development provides the means of establishing a downtown population sufficient to attract additional retail and services and to serve as a catalyst for new investment.

The panel has reviewed the development plans submitted by the mall owner—LNR—and has



Attract projects downtown. Enhance walkability and access to the center by creating an urban, mixed-use, pedestrian-friendly live/work urban environment, such as this street in Victoria Gardens at Rancho Cucamonga.

considered the future market for activity at this site. The panel's findings are as follows:

**New Residential Community.** Residential density of 25–55 units per acre should be included over much of the site. Phasing should match market demand but should start with sufficient critical mass to create a feeling of neighborhood. Housing types should include street-facing residential units wrapping parking garages with a market-determined mix of stacked townhouses, flats, and lofts. At minimum, 700 units should be included on the site. The location of these units will be between 2nd and 4th streets, and between G Street and the existing buildings facing E Street.

**Retail.** Regional town center retail should be developed along the interstate, allowing easy access by auto from around the region. Integration of the retail into the new residential community located to the east is vital, thus creating a pedestrian-friendly retail experience. Together, the interstate access and exposure, and the “safe” adjacent uses will bolster the market support for substantial

new retail at this location. The design of the blocks should allow for stores that are 90 feet deep. To ensure that the ends of the retail centers are activated and provide an active street facade that continues from the interstate frontage and into the new urban village, the end retail units should be 120 feet deep.

These areas will abut the existing Fairview Ford facility. The Ford dealership is an excellent contributor to city's tax revenues, and care should be taken to minimize the effect of the dealership's large surface lots on the entrance to the downtown at both 2nd and 3rd streets.

Most of San Bernardino's downtown retail is vacant, making the case for new retail based on the existing market difficult. Yet only a couple of decades ago a variety of restaurants and shops served both local residents and daytime workers. With the addition of residents with higher disposable incomes as well as dramatically improved interstate access to the region, the inclusion of *new* retail can be achieved.

An important and distinctive aspect of downtown San Bernardino is the historic building stock. The courthouse is an obvious example of an essential, unique, and historic building, but others are also deserving of preservation, like this one on West Court Street.



**Hotel.** An opportunity for a good downtown hotel will exist in the midst of the redeveloped mall area. Located near the retail area, and the arts and entertainment area near 4th Street and the extension of F Street, this hotel could contain approximately 250 rooms.

**Street Grid.** The city should reintroduce the existing street grid to the area, with F and G streets continuing in their original north-south direction and Court and 3rd streets reintroduced through the site from E Street to the future interstate frontage road. This introduction will create walkable blocks, reduce the potential for overly large buildings and surface parking lots, and create connections to important feeder roads such as 2nd and 5th streets, E Street, and the future interstate frontage road. The extension of Court Street, in particular, will create city blocks 270 feet deep, similar to the blocks between E Street and the courthouse, resulting in relatively short walks from the residential development to the neighborhood shopping center and the arts and entertainment district. The street's extension will

also provide a vista from the interstate all the way to the old courthouse, one of San Bernardino's historic treasures.

**Court Street Extension.** The extension of Court Street to the west will require the demolition of the city parking structure and the J.C. Penney buildings. These structures are obsolete with no architectural value. As obstacles to the plan for a pedestrian-scale, interconnected downtown, these buildings should be acquired by the city's Economic Development Agency (EDA) and included in the overall mixed-use development.

**Historic Buildings.** An important and unique aspect of downtown San Bernardino is the historic building stock. The courthouse and U.S. post office are obvious examples of essential historic buildings. In addition, three historic buildings exist on the Carousel Mall blocks: the Harris building, the Anderson building, and the Woolworth store. These buildings need not be acquired for the success of the Carousel Mall redevelopment; however, they should be preserved and

placed in service with compatible uses. The Woolworth building will have new vitality in the new community and could serve as a drugstore conversion or another retail use. The Andreson building is a handsome structure, with opportunity for conversion to residential use or for lease to small office users, expanding on its existing occupancy. Either use is consistent with the overall plan for redevelopment. New market tax credits could be used to help provide equity for the adaptive use.

The Harris building is an imposing structure that provides an excellent opportunity for adaptive use as lofts or office space or even a destination geothermal spa. Ground-floor retail would be an excellent fit for this building in particular. Although the reciprocal easement agreement encumbering these buildings complicates site control for the larger project, the panel is confident that the extraordinary value to be created by this project will encourage the owners to cooperate with the project's objectives.

### **County Government Campus**

The panel strongly recommends the creation of a County Government Campus downtown. The county campus has the potential to create a marquis destination and anchor the revitalization of the downtown. The proposed 36-acre site currently houses the Board of Supervisors, historic courthouse, county administrative office, district attorney, assessor, treasurer/tax collector, Land Use Services Department, public health annex, and other government offices. The expansion of the campus will allow the county to centralize further functions currently housed at other locations in the city and county. The County Government Campus will not only create an attractive environment for county employees and visitors, but it will also serve to enhance downtown's redevelopment.

**Green Space and Water Amenities.** The site as proposed is large enough to allow the origin of a series of greenways and water amenities that would then continue to weave through the downtown and end at the city's gateway to I-215 (see development strategy map). Small streams linking small ponds with walking paths and plantings would create a showplace for visitors to the county offices. A large spire can provide a land-

mark easily viewed from the I-215 interchange and serve as an attraction for the county campus.

**County Courthouse.** The new county courthouse, which received final funding approval from the state legislature, will provide a new home for the judiciary, relieving existing space shortages. The State Administrative Office of the Courts will own and manage this project. The historic old courthouse building will continue to provide some civil court functions, and the remainder will be converted to additional administrative offices for the court.

**County Clerk and Land Records.** A number of years ago the County Hall of Records moved to Hospitality Lane. This move has both restricted ease of access to those records and resulted in the relocation of numerous title companies and surveyors who reference these records in the course of daily business. With the redevelopment of the County Government Campus, these departments can be returned to downtown.

**Justice Center.** Consideration has been given to locating the county jail next to the new courthouse. The panel supports this option as a means for the county to manage justice functions more efficiently. The panel further recommends that the site for the jail be *west*, rather than east, of the new courthouse site, south of the 303 building. This location allows the new courthouse to act as a buffer between the jail and the residential neighborhoods to the east. The panel also supports the relocation of the Sheriff's Department to the Justice Center site.

**Iconic Tower.** An iconic landmark visible from the freeway, such as a clock tower or spire, should be constructed. It should not be an office tower but rather a special landmark structure.

**Office Space.** The relocation of the Hall of Records as well as the court expansion can be used by the city to encourage the relocation to downtown offices of attorneys, title companies, surveyors, and others having regular business with the county. The Economic Development Agency should begin to quantify new demand for office space, work with local office building owners to identify existing vacancies, and assist in marketing downtown

locations to office users as well as office building developers. The agency may also wish to consider providing incentives to spur the repopulation of downtown office space.

### **Retail and Restaurants**

The location of additional county staff downtown provides more potential consumers of goods and services for downtown businesses. Currently, little retail and few restaurants exist downtown. To lure businesses to locate downtown will require a concerted effort on the part of the EDA to develop and implement a retail and restaurant strategy. It could involve marketing support, low-interest loans, and downtown events.

### **Downtown Housing**

With the development of attractive, affordable housing downtown—for both sale and rent—the panel believes that the downtown will attract a sizable resident population. The potential market for this housing includes young professionals as well as empty nesters. With the initiation of rail service from Redlands to Los Angeles, the city may be able to attract young professionals making their first home purchase who work in the greater Los Angeles area.

### **Other Opportunities Downtown**

In addition to the Carousel Mall redevelopment and the new County Government Campus, the city should pursue several other significant development opportunities with support from its governmental partners and the business community.

## **Transit-Oriented Development and the Arrowhead Credit Union**

The proposed multimodal facility at the intersection of Rialto Avenue and E Street provides an excellent opportunity for development around transit. Developing near transit and offering the opportunity to use light and heavy rail or bus rapid transit promotes a better quality of life for the Inland Empire resident who either works in San Bernardino but lives elsewhere in the region or lives in San Bernardino and works farther west. The panel endorses the construction of the multimodal facility at this location because of its excellent location for walking (1,200 feet) relative

to the new residential development areas, its connection to the rail lines to Los Angeles and the coast, and its potential connections to Redlands. This facility will provide future residents the opportunity to travel conveniently and inexpensively to employment centers in and around Los Angeles and to the beaches on weekends—all while avoiding congested highways.

Yet more should be done to connect this nexus to the downtown and to capitalize on its location to spur new development. Offices located near this point will provide a convenient location for workers who commute and a competitive advantage to businesses in attracting and retaining employees. A recent survey of corporate leaders in Atlanta indicated overwhelmingly that congestion was the biggest obstacle to further business growth in the area. Increasingly, Inland Empire workers are choosing their jobs based on their commuting time.

The panel endorses Arrowhead Credit Union's decision to relocate its offices near downtown on property just south of the new baseball stadium. The panel recommends, however, that the county, the city, and Arrowhead executives develop the planned offices directly adjacent to the station. The panel believes this location will do more to stimulate downtown redevelopment and will ultimately be a more beneficial location. The panel urges that the city expedite the process of providing permits for the building program to facilitate the change.

Should the credit union offices be successfully located adjacent to or integrated with the station, the proposed soccer fields could be built on the south side of the baseball stadium on the site originally proposed for the Arrowhead Credit Union offices. In either case, an effort should be made to create not just a station project but a place of activity, and attention should be paid to the scale and design of the environment and its pedestrian connections. The city should exploit fully opportunities to leverage the station project with additional development. Major public investments like transit can increase property values and create opportunities for community building. Because of the enormous potential to increase real estate value, generate jobs, and increase tax revenues, the city should link planning around transit with

economic development. Transit projects with thoughtfully planned routes and station locations can set the stage for significant private development: the careful coordination of transit and development is critical so that each can optimally enhance the other.

## Bus Transfer Station

Although the panel endorses the multimodal transfer station location and concept, it urges the county to locate only a bus stop there and not the bus transfer station. The transfer station would be better accommodated elsewhere. Locating the bus transfer station at a different place will create better transit options for the users while eliminating the negative impact of a high-intensity bus transfer station, where as many as 28 buses and several hundred passengers could be concentrated. Transfer stations could crowd the amount of land available for development and make the place too noisy for some uses.

## Arts, Entertainment, and Restaurant District

Court Street and 4th Street are ripe for redevelopment as an arts, entertainment, and restaurant district. Several historically significant buildings on Court Street east of E Street should be preserved and used as restaurants or venues for live entertainment. This district theme carries over to 4th Street where the historic California Theater provides an anchor for the development of more restaurants and galleries.

The panel recommends that the currently vacant site at the northwest corner of E Street and 4th Street be considered for an outdoor venue with an open arcade, courtyard, and gazebo. It could be an excellent place to relocate the carousel from the mall, creating an icon to mark the entertainment district. The site could then be used as a venue for before- and after-theater events, community concerts, and gatherings celebrating the city's rich ethnic and cultural heritage—much as San Antonio has done.

The art department of California State University, San Bernardino, is interested in acquiring the Har-

ris building for conversion to gallery and live/work space. This use would be highly compatible with the concept of an arts and entertainment district and would no doubt draw additional university students to the area.

## Education Park

The education community in San Bernardino is a major employer with pent-up expansion needs. The Education Park proposed to the north of the study area in the area bounded by 6th and 9th streets and G and D streets could help meet those expansion needs in an efficient and cost-effective manner while also introducing jobs to the downtown area to stimulate the revitalization.

## Development Opportunities Adjacent to Downtown

In addition to the projects and opportunities discussed previously, the panel would like to highlight activity in the areas immediately adjacent to downtown, which can leverage development in the downtown core.

### South of 2nd Street

The downtown renaissance, the concentration of county offices, and enhanced interstate access will result in new potential for office development. Many businesses that have a historic relationship to downtown San Bernardino have relocated because of its decline. With new government anchors and private sector development activity, the return of offices to the CBD is inevitable. Much of the now-vacant office space will find tenants, but new Class A office space will be needed to attract the return of businesses to the CBD.

The panel believes that the areas of existing office buildings to the west of the County Government Campus will increase occupancy. New office construction may eventually replace the existing outdated retail concepts along 2nd Street and Rialto Avenue, between G and E streets, while the block closest to the interstate may be well suited to a mix of retail and office uses.

### South of the Study Area

A number of underused properties exist toward Hospitality Way along E Street. Although these

areas should not be a high priority for the city. EDA's effort, planning for this important connection to the successful Hospitality Way should complement downtown growth. In particular, the large underused Orange Show property and other declining retail sites provide future opportunities for redevelopment.

### West of I-215

The new interchange alignments will provide better access to the west side of I-215. This change is long overdue and will provide important downtown edge development opportunities on the west side of the freeway, south of the rail yard. This development edge should be envisioned for high-quality development that will enhance the experience of entering the downtown. Uses developed in this corridor should be complementary to downtown uses.

### North of the Study Area

The panel suggests that the northern portion of the project area be devoted to creation of an arts, entertainment, and restaurant district, interspersed with mid-rise housing. People from throughout the region can be attracted to the area on evenings and weekends by enhancing the existing amenities with new venues and appealing open spaces. Conversely, the growth of a resident population in the downtown area will bolster the health of the restaurants and entertainment venues. Other significant projects in this area include the following:

- **Renaissance Park:** This mixed-use development between 5th and 7th streets at North Sierra Way on Seccombe Lake has the potential to add mixed-density residential options to the downtown housing mix, providing viable housing options for government workers and others who prefer to avoid long commutes to work. The proposed development will include a community center, a pool, 38,000 square feet of retail, and 14,000 square feet of restaurant space.
- **County Government Campus:** The County Government Campus, discussed in detail in the previous section, can be a significant catalyst to the reinvigoration of downtown. Numerous Manpower, Inc., studies suggest that stable housing, close to employment, increases worker retention and decreases absenteeism. Toward this

end, both the county and city may wish to explore employer-assisted housing programs for their employees. Several urban areas have used this program successfully to both attract employees and support development of owner-occupied urban housing options.

- **American Sports University:** American Sports University (ASU) brings a unique asset to downtown as well as the potential for new customers for downtown retail and restaurant establishments. The city should support efforts to grow ASU's student body. If, for any reason, ASU decides to sell the historic Fox Theater facility, the city should ensure that the theater is preserved and encourage its adaptive use as an entertainment venue.
- **Neighborhood-Serving Retail:** The Stater Bros. Market on 5th Street between F and G streets can be the anchor for a neighborhood-serving retail development that will become increasingly prominent as the residential population downtown increases.
- **Housing for Seniors:** The existing housing development for seniors at 4th and G streets will be joined by a 90-unit housing project for seniors funded largely through the U.S. Department of Housing and Urban Development. The city was able to leverage \$600,000 to create this \$10 million project. The goal of the developers is to create a town center for seniors on the north side of downtown.
- **Mixed-Income Housing:** Directly to the north of the projects serving seniors, the city has acquired the balance of the block. It intends to demolish the remaining blighted structures, sell a portion of the site to a housing developer, and facilitate the construction of new workforce housing on the balance of the property.

### West of the Study Area and First-Ring Neighborhoods

The historic train depot and commuter rail lines located west of I-215 are valuable assets that provide the opportunity to connect the east side directly to the west side through an extension of 3rd Street. Connecting in this way also facilitates ac-

cess for neighborhood residents to the employment center at the airport.

In addition to making the planned improvements to the La Placita retail center adjacent to the historic depot restoration, the city must address the needs of the neighborhoods immediately adjacent to this retail center and other\* neighborhoods close to the downtown core by taking the following actions:

- Promoting the elimination of blight;
- Increasing code enforcement, with a focus on landlords with substandard properties;
- Providing owner-occupied housing rehabilitation assistance;
- Promoting infill housing on vacant sites; and
- Supporting neighborhood-serving retail development.

# Implementation

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**T**he panel proposes a level of new public and private sector activity and investment in downtown San Bernardino that the city has not seen for many years. Compared with the past two decades of downtown disinvestment and decline, the amount seems enormous, even unachievable. Nevertheless, compared with the projected growth of people, jobs, and investment in the Inland Empire region, the amount is modest. The panel suggests that with smart planning and consistent, disciplined stewardship, downtown San Bernardino will become vital again by claiming its share of the growth of the Inland Empire.

Implementing this ambitious agenda will require collaboration between the executive and legislative branches of the city of San Bernardino, between the city and county of San Bernardino, among local governments and the state of California, and between the public and private sectors in the region. It also will require a consistent effort to encourage citizen participation from people of different ages, ethnicities, and income levels, not only in the city but also throughout the county. In short, the revitalization of downtown San Bernardino requires that a number of different individuals, groups, organizations, and sectors pull together for the common good of the city, the county, and the region.

## Community Input

Enlightened county and city leadership initiated this planning effort because San Bernardino is a city with an ailing “heart,” and when the heart is ailing, the body suffers.

In order to reverse the community’s psychological and intellectual disinvestment in downtown San Bernardino, the solicitation of input from citizens is the most imperative implementation step. This step can and should involve immediate development of a presentation package of this plan, including at

least a bilingual website; bilingual press packets; PowerPoint presentations; mounted display boards; and community group handouts with illustrations, maps, succinct project descriptions, and descriptions of the benefits the plan will provide to all parts of the community.

The website should provide an easy mechanism for receiving community feedback and input, or written input can be solicited at presentations made to neighborhood and community groups, service organizations, and churches. Public service announcements, regular press briefings, and positive media coverage of development plans can serve to keep community stakeholders informed as redevelopment progresses.

## Cleanup

The most obvious sign of disinvestment in downtown San Bernardino is the lack of cleaning and maintenance. Luckily, these items are also the easiest to address and make the most dramatic statement of positive change.

Immediate action must be taken to trim the trees; weed sidewalk cracks; weed, plant, and maintain flowerpots and planting areas; clean and repair fountains; police litter; clean, repair, or remove streetscape elements; repair and clean windows at street level; remove graffiti and improperly placed posters and advertising banners; clean and repair street lamps; enforce sign regulations as well as all code enforcement infractions; pressure wash all public sidewalks and walkways; and establish a regular schedule for routine trash pickup, washing, and cleaning. Privately owned properties should be required to clean and maintain their individual buildings and public spaces.

As the redevelopment progresses and the proposed business improvement district is established, evolving cleaning and maintenance requirements will be addressed.

## Public Safety

Although the current statistics show a drop in crime in downtown San Bernardino, a significant factor in the decline of the community's use of and visitation to downtown San Bernardino is the perception of insecurity and danger. In addition to maintaining a clean and orderly environment, the city should take other measures immediately to provide a sense of safety and comfort to people visiting downtown. Working with the police department, the city should take steps to increase proactive patrolling of downtown streets. The preferred method of policing downtown should be on horseback, on bicycle, on Segways, or on foot, which gives police the ability to interact with people on the street. The police department may wish to use the existing municipal enforcement officers or reassign other officers.

Although the presence of homeless individuals has decreased because of the relocation of the Salvation Army facility, the homeless outreach detail of the police department and existing service providers should monitor that population regularly. Enforcement of existing state penal codes should be vigorous to discourage panhandling and other types of solicitation in downtown, including prostitution.

The city can evaluate the adequacy of lighting intensity at night, which should be increased if necessary. Property owners should be required to illuminate dark areas around their sites.

As events and activities increase in downtown, promotional efforts should include building awareness of the comfortable and safe experience that downtown provides. As the redevelopment progresses and the proposed BID is established, evolving security and safety requirements should be addressed.

## Programming

In the panel's interviews, everyone agreed that downtown San Bernardino suffers from a bad image. A key question is how to shift the image from being a place that is "dirty, dangerous, and dull" to one that is "clean, safe, and friendly."



In areas where development is slow to occur, sometimes a good short-term strategy is to attract people through special events and other sorts of regular programming. This strategy is especially useful in downtown areas, because downtown often is viewed as "common ground" that belongs to every group in the city. (Moreover, as the county seat, in some ways, downtown San Bernardino should be viewed as common ground for all in the county.)

Some special events bring people who will shop during the event at downtown stores and restaurants. More often, special events serve to acquaint people with downtown who otherwise may not visit at all. Sometimes, an entire new generation can be introduced to a downtown in a positive way through being attracted to special events.

Several interviewees referred to the Route 66 Rendezvous as being the four days when downtown San Bernardino is at its most vital. The Route 66 Rendezvous brings 500,000 people to downtown from San Bernardino County, the rest of the Inland Empire, and beyond.

Although holding events in downtown San Bernardino 365 days a year may be impractical, downtown

Downtowns are viewed as common ground that belongs to everyone. A good short-term strategy for bringing people downtown is through special events and other sorts of regular programming.

could benefit from many more events than it currently hosts. The panel was pleased to learn that, on July 4, downtown San Bernardino will host a downtown Independence Day parade, followed by fireworks at Arrowhead Credit Union Park.

Down the highway in Riverside, the Downtown Riverside Association sponsors a number of events, including a weekly farmers market, a weekly concert series, and seasonal events. Other downtown organizations throughout the country have brought other events to their downtowns, including the following:

- Other holiday events;
- Children's events;
- Ethnic festivals;
- Arts and crafts fairs;
- "Taste" events, featuring restaurants from the region; and
- Three-on-three basketball tournaments, such as Hoop-It-Up or the Gus Macker Tournament.

Such events need to be conceived and managed professionally, and programmed for and marketed to specific target audiences. Security must be heightened and sponsors solicited from local businesses and from national consumer-oriented corporations. Volunteers need to be recruited and the news media attracted.

After a regular program of special events is instituted, the leadership of downtown San Bernardino should consider a broader branding and image campaign.

## Development Guidelines and Process

With the dramatic redevelopment plans proposed, the city will become a partner with private sector business leaders and developers. It should facilitate their efforts citywide, but particularly in activities relating to downtown growth and revitalization. The city should concentrate its efforts in areas where the effect will be greatest.

San Bernardino should aim to become known as a development-friendly community. To accomplish

this goal, it must smooth the development process by understanding and responding to the needs of developers for timely, clear, consistent, and predictable regulations and approval procedures. The panel encourages establishment of a "one-stop shop" for expediting approvals and permitting and proposes assignment of a project ombudsman to shepherd large or critical developments to ensure a predictable timeline for developments.

The renaissance of downtown San Bernardino requires new attention to design and aesthetic considerations. The panel suggests that existing zoning and code regulations be reviewed, particularly as they pertain to the public realm and building exteriors. Design standards and guidelines should be established to ensure an appealing environment downtown. A design review process would then need to be part of the approval and permitting process.

Downtown should be designated a special district with flexibility in regulations so that changes in the street grid, parking requirements, setbacks, open-space requirements, and other facets of the urban design plan can be accommodated. Within this district, projects would conform to the established design guidelines, and permit processing would be expedited.

## Financing

For economic, historic, and social reasons, the revitalization of the center of San Bernardino is vital to the ongoing viability of the whole city. The community must understand this need for change and support creative approaches to providing financial assistance to get the revitalization started.

Many recommendations of this report will require a significant amount of public and private money. The private development community is easily dissuaded from pursuing center-city projects because of lack of experience, fear of insufficient financial returns, complicated land acquisition, and other issues. Public sector assistance can ameliorate or eliminate these hurdles.

The private sector will invest in downtown when the public sector streamlines the development process and makes investments to ensure reason-

able returns at the outset. As downtown begins to change and developers gain experience and confidence, the need for public financing assistance will diminish. For the city to accomplish its goals for downtown, developers in the first private/public partnerships must be successful too. For the whole enterprise to succeed and for the downtown to attract more investment and development, developers must be confident of beneficial outcomes.

Public financing for projects can come from a variety of sources. Low-cost loans, tax incentives, and acquisition assistance are among the most common forms of public support for development. The San Bernardino Economic Development Agency can assemble a package of assistance tools for prospective developers of signature projects from the tax increment financing funds available for that purpose. The Inland Valley Development Agency may also assist in this revitalization that will affect and benefit the entire region.

Other financial assistance can be made available at the state and federal levels, including mortgage assistance and downpayment assistance programs at the local and state levels, federal historic preservation tax credits, Small Business Assistance Loans, Community Development Block Grants, U.S. Department of Transportation programs (T-21, FTA, FRA, RITA), New Market Tax Credits, and LEED (Leadership in Energy and Environmental Design)-Certified Tax Credits. Downtown is also part of an Enterprise Zone, offering additional incentives for new businesses. Exploring the many funding mechanisms and opportunities and obtaining dollars will require at least one dedicated professional as a city or EDA staff member.

## Student Component

The ethnically diverse workers of the young professional and creative class are the most sought-after demographically and offer potential for a number of new programming and retail opportunities in downtown San Bernardino. The proximity of 22 public or private colleges within 30 minutes, with 158,000 students, provides an energetic market opportunity for entry-level-priced residential units as well as new restaurant and entertainment venues for downtown. As the American Sports

University grows its enrollment and programs, the panel strongly recommends that California State University, San Bernardino, also expand its presence downtown, perhaps adding departments relating to the arts, architecture, and urban studies. In addition, for-profit universities have a strong interest in downtown sites. Also, interest exists in establishing a downtown artists' community. Artists and other creative industry workers are often interested in live/work spaces, which can be created by converting existing Class B and C buildings as well as by building new space. Careful consideration and creative approaches to zoning requirements must be taken to encourage this type of development.

## Summits

The panel was impressed by the high degree of interest that many people have in the future of their downtown. The panel is concerned, however, that if citizens' ambitions are to succeed, a well-orchestrated process for citizen input and participation must be put into place. Downtown San Bernardino will not be revitalized unless the residents of all parts of the city—and the county—understand why it is important and have their views heard.

Recently, the Rotary Club of San Bernardino instituted a "Rotary Summit: Restoring the All-American City" at which citizens heard from community leaders and shared their views about the future of downtown. The panel strongly recommends that the Rotary Summit be unfolded into a series of events at which the future of downtown is considered. Although the first summit was concentrated on a business-related audience, the panel encourages the Rotary Club to seek community cosponsors and roll out a series of summits on a broader range of topics to a larger audience. Over the next two to three years, summits could be held in other parts of the city and San Bernardino County and could be covered on public access television and radio.

Although such a citizen involvement process can seem to slow down a development process, in fact, it can help solidify community support and insu-

late a community project from the sort of disruptive politics that can often stymie its progress.

### **Business Improvement District**

Strong downtowns more often than not have strong downtown organizations. The San Bernardino Downtown Business Association, a voluntary association composed of members who pay dues, has served its downtown well for many years. It has served as a tireless advocate for a business-friendly environment.

Over the past two decades, the nature of downtown organizations throughout the United States has changed. Downtown organizations have moved from advocacy to downtown management, from business-only boards to private/public boards, and from voluntary dues funding to compulsory funding through business improvement districts.

A BID is an area within which business or property owners pay taxes beyond their normal property taxes in return for the ability to govern how the money is spent to improve the area. California has two types of BIDs: one in which business owners (many of them tenants) are assessed, and another in which property owners are assessed (most usually passing the assessments on to tenants)—a property-based business improvement district (PBID). In California, the nature of a PBID is that the county, city, and nonprofit property owners are not exempt from paying special assessments.

The panel recommends that the Downtown Business Association, working in concert with the city of San Bernardino, form a PBID. The panel was told that special districts were formed by the city twice before in downtown San Bernardino—once to pay for parking improvements and another time to pay for streetscape improvements. The panel suggests the formation of a BID not to pay for capital improvements but rather to institute the sorts of enhanced cleanliness, security, and marketing programs previously described. Around the country, BIDs have instituted successful programs in areas such as litter removal, sidewalk cleaning, tree maintenance, flower planting, hospitality ambassadors or guides, special events, advertising campaigns, and banner programs.

The board of directors of the BID should come from among the largest dozen or so downtown property owners, a group that currently is not sufficiently involved in downtown decision making. The Washington Mutual building, Bank of America building, First American Title building, Clarion Hotel, and the like represent millions of dollars worth of investment in downtown San Bernardino. Whether they are local, national, or global, downtown property owners have a vested interest in downtown improvement. Local leaders must be persistent in their efforts to involve property owners. Although the record of BIDs around the country is impressive, the active involvement of property owners in the BID often is as valuable as the BID programs themselves.

### **San Bernardino Economic Development Agency**

Over the years, the city of San Bernardino Economic Development Agency has proved to be effective at developing and creating incentives for a number of projects throughout the city. The EDA is an appropriate manager for many of the physical aspects of the panel's recommendations. It has a broad mission: "The Economic Development Agency is a focused, diversified organization whose mission is to enhance the quality of life for the citizens of San Bernardino by creating and retaining jobs, eliminating physical and social blight, supporting culture and the arts, developing a balanced mix of quality housing, along with attracting and assisting businesses both independently and through public-private partnerships." It can use a number of different finance mechanisms, including tax increment financing, and the City Council serves as the EDA's board of directors.

Implementing the recommendations of this report will challenge the EDA as never before and test its capacity for delivering projects and programs. Anticipating challenges, the EDA has proposed a staff reorganization that promotes a project management system of staffing, where specific staff members have responsibility and accountability for specific projects. The panel supports such a system.

The projects proposed by the panel are complex. The Carousel Mall redevelopment, for example, involves housing, office, retail, historic preservation, adaptive use, “green” development, transportation, public works, multiple property owners, and multiple funding sources. The celebration of water in the day-lighting of streams and creation of lakes and water features recommended here involves engineering, environmental, transportation, and development issues as well as multiple government agencies. All projects in downtown environments are complex; those proposed for downtown San Bernardino are more complicated than most.

The EDA must take a focused and sustained leadership role on its projects. In addition to restructuring its staff function with a focus on project management, the EDA should consider hiring consultants as project advisers and ensure that projects are properly prioritized.

### Leadership: Chief Development Officer (Champion)

The people interviewed by the panel remarked repeatedly that the mayor of the city and the chairman of the County Board of Supervisors working together for the revitalization of downtown San Bernardino is a positive sign of collaboration and progress in a community that has often been divided. Revitalization of San Bernardino’s center city of San Bernardino means this cooperation must continue. Downtown will not succeed unless the county campus is as good as it can possibly be. The county campus will not succeed unless the downtown around it is vital. All residents of the city and county of San Bernardino have an interest in seeing the seat of the county and the historical center of the region revitalized.

Although the city of San Bernardino’s EDA can take the lead on a majority of the revitalization projects in downtown San Bernardino, other organizations and agencies will lead specific projects, such as the following:

- County Government Complex: County of San Bernardino;
- Multimodal transit terminal: transit agency or agencies; and
- Celebration of water: water districts or departments.

Beyond the different agencies and organizations that will have lead responsibility for the dozen or so major projects, programs, and tasks the panel has recommended, many agencies and organizations will have support roles. Such a major undertaking will take even more than the cooperation of the mayor and the chairman. The panel suggests that the mayor and chairman jointly take the following actions:

- Convene a small task force or coordinating council to coordinate, shepherd, and champion the major projects and programs that constitute the downtown revitalization project. Membership on the task force or council should come from lead agencies for the major projects, as well as private sector CEO-level leadership.
- Hire a chief development officer (champion), either on staff or as a consultant, whose job it will be to ensure that projects remain on track. The chief development officer (CDO) should be experienced at managing major urban redevelopment projects and familiar with the various ways of funding such projects. The CDO should have an advisory board that is appointed jointly by the mayor and chairman of the County Board of Supervisors and that reports to them; the CDO should report to the advisory board and be hired jointly. The final authority for plans is lodged with the mayor and the City Council or the County Board of Supervisors depending on the permit.

In addition to the task force or coordinating council, formation of a private sector regional committee to support projects in San Bernardino would be optimal.

## Conclusion

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**D**owntown San Bernardino has been in a downward spiral for 20 years, but now hope exists that the trend will be reversed and that downtown can be restored to vibrancy and prosperity that surpasses its best days of the past. The growth projected for the Inland Empire can be the engine of economic renewal that makes this transformation possible for the city. What is required of San Bernardino and its citizens is vision, attention to detail, and consistent, disciplined public policy.

The panel has attempted to build the framework for a vision for downtown San Bernardino. That vision must be fleshed out by the community: a vibrant, livable, walkable, attractive, clean, safe, and sustainable mixed-income, mixed-use, urban community; anchored by city and county government facilities and providing transportation choices; traversed by green space and streams; and filled with retail, office, and housing choices, arts, restaurants, and entertainment. It can be achieved.

# About the Panel

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## William H. Hudnut III

*Panel Chair*  
*Washington, D.C.*

Former four-term mayor of Indianapolis and member of Congress, author, public speaker, TV commentator, think-tank fellow, elected official, and clergyman, Hudnut currently occupies the Joseph C. Canizaro Chair for Public Policy at the Urban Land Institute.

A past president of the National League of Cities and the Indiana Association of Cities and Towns, Hudnut is probably best known for his 16-year tenure as mayor of Indianapolis, 1976–1991, where his stated goal was to build a “cooperative, compassionate and competitive” city. He spearheaded the formation of a private/public partnership that led to Indianapolis’s emergence during the 1980s as a major American city.

As a member of Congress, Hudnut sponsored 17 bills that became public law. He is currently serving as mayor of Chevy Chase, Maryland, and is a member of the Board of the National League of Cities. He was a member of the Millennial Housing Commission appointed by Congress during 2001–2002. Prior to his entry into public life, as a clergyman he served churches in Buffalo, New York; Annapolis, Maryland; and Indianapolis, Indiana. After stepping down as mayor, 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 current position with ULI in 1996.

A much sought-after speaker, Hudnut is the author of *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; and *Halfway to*

*Everywhere* (2003), a portrait of America’s first-tier suburbs.

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 Outstanding Mayor of 1988”; the Rosa Parks Award from the American Association for Affirmative Action in 1992; and the Distinguished Public Service Award from the Indiana Association of Cities and Towns (1985).

Hudnut graduated from Princeton University with high honors and election into Phi Beta Kappa. He graduated summa cum laude from Union Theological Seminary in New York City. He has received honorary degrees from 13 colleges and universities.

## Agnes Artemel

*Alexandria, Virginia*

Artemel has more than 25 years of experience in market and economic analysis and project feasibility studies. She has conducted studies in the housing, office, hotel, retail, and industrial sectors, as well as mixed-use and special focus projects at locations throughout the United States. She specializes in setting up private/public partnerships to bring the resources of both private and public sectors to bear on solving urban issues, and particularly on revitalizing older urban neighborhoods.

For the public sector, Artemel conducts economic base analyses, forecasts the economic impact of proposed small area and master plan changes, prepares strategic plans for economic development and tourism development, and analyzes mitigation strategies to assist municipalities cope with major changes in their economies caused by actions such as Base Realignment and Closure (BRAC) job movements or massive new construction projects in more rural areas.

For the private sector, she has assisted developers and landowners in obtaining the highest value for raw land and buildable lots; analyzed land carrying capacity, zoning, and regulatory obstacles; determined the market potential of proposed new projects; and assisted with processing real estate development projects through the municipal approval processes. She has extensive experience in community relations and with building community support for a new project.

Her recent projects have included preparing a market analysis for alternative housing development scenarios on more than 1,000 acres in a rural Virginia county; assisting an industrial company overcome regulatory barriers to its operations in an urban area; determining highest and best use for a property in historic St. Mary's County, Maryland; analyzing the future prospects for tourism development in Alexandria, Virginia, in the face of emerging competition from a large mixed-use hospitality and tourism project in another jurisdiction; and conducting visitor forecasts for a proposed 100,000-square-foot museum.

Previously, Artemel was executive director of the Eisenhower Avenue Public Private Partnership, in charge of determining the appropriate development of a 500-acre urban area, promoting this development, and facilitating the public and private actions needed for implementation. The area is now experiencing rapid growth.

She has also consulted on international projects, for example, on the potential for use of wind energy in Turkey and on markets for district heating equipment in Romania. As a program manager for Electronic Data Systems, she assisted a federal agency in developing a market analysis system for its products and services. With Hagler Bailly & Company and Resource Planning Associates, she assisted the U.S. Department of Energy with commercializing new energy technologies. At Hammer, Siler, George Associates, she conducted demographic and economic analyses for housing, hotel, and shopping center projects.

Artemel is a director of the Alexandria Economic Development Partnership and of the Alexandria Industrial Development Authority. She is also on the board of the West End Business

Association and the Board of Advisers of Virginia Commerce Bank. She is an appointee to the Mayor's Task Force on BRAC and previously served on the Carlyle PTO Task Force in Alexandria. She has led the Old Town North Community Partnership for the past three years, focusing on bringing business and residents to work together toward a mixed-use, pedestrian-friendly neighborhood. Artemel has a master's degree in urban and regional planning from George Washington University.

## **Daniel Brents**

*Houston, Texas*

Brents is a planning and urban design consultant to TVS, working on projects in the Middle East, Asia, Latin America, and the United States. He was a principal with Gensler, where he led the firm's global planning and urban design practice. His recent projects include the design of cultural and civic centers, hotels, convention centers, mixed-use centers, and educational campuses in the United States and abroad.

Previously, Brents was the vice president of architecture and planning for Disney's real estate development group in France at Disneyland Paris, the 4,800-acre, \$4.5 billion resort and mixed-use project. He was the Houston Sports Authority's development coordinator for the \$250 million downtown Minute Maid ballpark. He has been a consultant to Ross Perot, Jr.'s, Hillwood Development on multiple projects. Brents's previous experience includes resorts, urban redevelopment, and mixed-use projects worldwide.

He is active in the Urban Land Institute and has served on nine ULI Advisory Services panels. He is a registered architect, a Fellow in the American Institute of Architects, and a member of the American Institute of Certified Planners. He has a bachelor's degree in architecture and a master's degree in urban design. Brents was recognized as an Outstanding Alumnus of the Texas A&M College of Architecture and is on the Dean's Advisory Council.

## Christine M. Burdick

*Tampa, Florida*

With more than 30 years experience in retailing and urban development, Burdick was chosen as the president of the Tampa Downtown Partnership in April 2002. She came to Tampa from Chicago, where she worked first with Mayor Richard Daley and then as an independent consultant, creating strategies for revitalization and economic development in urban commercial settings.

For the past five years, Burdick has taken a lead role in planning for the transformation of the region's largest urban core. With more than \$2.2 billion in proposed and current construction, the redevelopment of Tampa's downtown is well underway.

For the city of Chicago, she served as an assistant commissioner in the Department of Planning and Development, overseeing the implementation of the "State Street Vision Plan," and was the liaison to key community groups representing developers, retail and property owners, and cultural and academic institutions involved in the redevelopment process in downtown Chicago. From 1993 to 1997, Burdick initiated and was president of the Lincoln Road Partnership, an organization representing the interests of the business and cultural communities directing the revitalization of Lincoln Road in Miami Beach.

Burdick has been a member of the Urban Land Institute since 1990 and has served as a participant on Advisory Services panels, Mayor's Forums, and District Councils in two states. She was elected chair of the International Downtown Association for 1996–1997 and served as the interim president in 1997. She is also a member of the International Council of Shopping Centers, the International Economic Development Council, and Lambda Alpha, a land economics society. Locally, she is a trustee of the University of Tampa, board member of the Greater Tampa Chamber of Commerce, the Tampa Bay Convention and Visitor Bureau, the Florida Aquarium, and the Homeless Coalition of Hillsborough County.

## Richard F. Galehouse

*Watertown, Massachusetts*

Galehouse is a principal and senior planner/urban designer at Sasaki Associates, Inc., in Watertown, Massachusetts. Sasaki Associates is a multidisciplinary professional service firm with an international practice offering services in planning, architecture, landscape architecture, urban design, civil engineering, interior design, and graphic design. Since joining Sasaki, Galehouse has directed complex mixed-use urban, new community, resort, institutional, regional, and environmental planning and design projects.

His project work, writing, and speaking has focused on the issues of urban mixed-use and new community planning and design. He has served as a guest lecturer and critic at colleges, universities, and professional organizations and has provided expert testimony on visual and environmental impact issues.

Galehouse has been an active ULI member for more than 20 years, serving on the Urban Development Mixed Use and Recreation councils. He has been a panel member for various plan analysis sessions and has served as the planner/urban designer for ULI's Advisory Services panels, including Treasure Island in San Francisco, California; Downtown Grand Forks, North Dakota; New Jersey; and Hengelo in the Netherlands. He has written several articles for *Urban Land* magazine, including "Measurements of Community," which was published in the June 1999 issue. Galehouse served on ULI's Awards for Excellence Jury for the Americas from 2004 to 2006.

He received a bachelor of architecture degree from the University of Notre Dame and a master's degree in city and regional planning from the Harvard University Graduate School of Design.

## Richard T. Reinhard

*Washington, D.C.*

Reinhard is deputy executive director, planning and development, for the Downtown DC Business Improvement District, a nonprofit organization that works to improve the environment, the econ-

omy, and the social equity of downtown Washington to create a premier commercial, cultural, and residential destination. The Downtown DC BID is funded through a special district within which property owners tax themselves and govern how the money is spent to improve the BID area.

Reinhard has spent more than two decades on the improvement of cities. Most recently, he directed the Infrastructure Initiative at the Urban Land Institute. He has managed urban revitalization organizations in Richmond, Buffalo, Atlanta, and Londonderry, Northern Ireland. He served as chief of staff to the mayor of Buffalo and chief operating officer of a Toronto-based real estate development corporation. He began his career as a newspaper reporter in his hometown of Syracuse.

As an adjunct faculty member, Reinhard teaches urban planning at Virginia Tech's National Capital Region campus and has taught planning and policy at the University at Buffalo, Emory University, Georgia State University, and the University of Ulster.

He has a bachelor's degree from the College of William and Mary and a master's degree from Rice University. He was a Loeb Fellow in Advanced Environmental Studies at the Harvard University Graduate School of Design.

### John Shumway

*Newport Beach, California*

Shumway is a principal with The Concord Group, which has offices in Newport Beach and San Francisco, California, and Las Vegas, Nevada. The Concord Group is a real estate advisory firm providing strategic advice and analysis for land use issues in the development of residential, commercial office, retail, and industrial projects. The company's broad range of clients includes land developers, homebuilders, institutional investors, family landowners, and public agencies and universities throughout the nation.

Shumway has extensive experience, spanning 20 years, in the evaluation and analysis of both residential and commercial properties. He has participated in numerous engagements that focused on

the optimum mix of land uses that would ensure timely absorption of the property and bring enhanced land value to the landowner.

Shumway's professional affiliations include the National Association of Home Builders, the Building Industry Association, the National Association of Industrial and Office Parks, and the Urban Land Institute. He is a frequent guest lecturer for professional organizations; University of California, Irvine, and University of California, Los Angeles, classes; and other academic groups. He has also spoken overseas, including a recent lecture to a group of key Japanese homebuilders interested in learning strategies to expand market penetration in a downsizing economy.

Shumway graduated from the University of Oregon with a degree in business/economics. He is very active in local community and civic groups. He and his wife and son reside in the city of Irvine.

### Sue Southon

*Bloomfield Hills, Michigan*

Southon is a development professional, trainer, and strategic planner. In 1992, she founded Strategic Planning Services to provide strategic planning, site consultation, organizational development, project management (including construction project management), and grant writing assistance to industry, government, nonprofit organizations, and educational institutions. Southon has extensive experience in community, economic development, and housing development. She has also served as project manager for affordable housing projects funded by the U.S. Department of Housing and Urban Development in Wayne, Oakland, and Genesee counties (Michigan).

Strategic Planning Services has offices in southeastern Michigan and New Orleans, Louisiana. Prior to 1992, Southon was with the Michigan Department of Commerce, responsible for comprehensive strategic planning in distressed communities, as well as assisting local municipalities to develop and implement a range of business development and retention programs in Michigan's 83 counties. From 1995 to 1996, Southon served as the senior director of business development for

Michigan First, the state's private/public business attraction and marketing organization. From 1980 through 1990, she was the executive director of the Independent Business Research Office of Michigan. Housed within the School of Business at the University of Michigan, the office was created as a public policy research resource for small business interests.

Southon holds a real estate license in the state of Michigan. She has authored federal, state, and foundation grants resulting in awards in excess of \$33 million. Southon is on the training faculty of the International Economic Development Council, Professional Certification Program, the Economic Development Institute, and the National Association of Workforce Boards. She is a technical assistance provider for the Michigan State Housing Development Authority, Detroit, and Michigan LISC.

## Nathan Watson

*New Orleans, Louisiana*

Watson is a real estate professional developing commercial and residential projects in New Orleans and the surrounding metropolitan area. Watson formed his company—Watson Developments—after ten years in progressive capacities for Columbus Properties, a major Gulf Coast-region commercial real estate developer. Combining his diverse background in architecture and planning with real estate finance, Watson Developments focuses on bringing innovative solutions to both urban and suburban real estate development needs. Current projects include a 92-acre environmentally sensitive residential development in New Orleans, a 104-acre planned unit development in

New Orleans's north shore growth corridor, and a 137-acre active-adult community in St. Francisville, Louisiana. In response to the tremendous development pressures of Hurricane Katrina, Watson has also formed Crosslake Homes, a homebuilding partnership constructing new homes in the metropolitan New Orleans region.

Watson has been active in real estate development in New Orleans for 16 years. At Columbus Properties, he was responsible for the development and marketing of a 74-acre mixed-use development in downtown New Orleans called River Park. The master-planned urban development—a former rail yard—included more than 700 luxury apartments, an expansion of the Convention Center, and plans for 2,500 hotel rooms. The project produced over \$100 million in sales and was sold in 2000.

Earlier in his career, Watson launched and served as president of FirsTrust Community Development Corporation, a for-profit developer that focused on urban infill multifamily housing through a variety of public/private financing sources. The company developed 200 residential units during Watson's tenure.

Watson earned a bachelor's degree in architecture from Auburn University in 1987 and a master's degree in business administration from Columbia University in 1991. He has been a member of the Urban Land Institute for ten years and has been actively involved in ULI's Advisory Services panel program, serving in Sparks, Nevada; Dallas, Frisco, and San Antonio, Texas; Port Charlotte, Florida; Lowell, Massachusetts; and Germantown, Maryland.



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