

state bldg.
sutter bldg.

hotel Stockton

county courthouse
grupe bldg.

california bldg.

san joaquin 1st
sperry co. bldg.

st. Mary's

STOCKTON R/UDAT STOCKTON R/UDAT

PREFACE : STOCKTON R/UDAT

THE VISIT

The request for a R/UDAT team visit to Stockton was approved in 1981. Ronald A. Straka, F.A.I.A., made an evaluation survey of Stockton to observe and discuss the details of the team's visit. This was followed by a reconnaissance visit by Mort Karp, A.I.A., team leader, on April 3, 1981. A team was organized and was sent extensive background material on Stockton in advance of the visit. On May 14 thru May 18, 1981, the team made its visit. The team surveyed the city by both air and bus and met with interested citizens, organization representatives, civic leaders, government officials and professional staff.

With this information and a large volume of other resources, the team engaged in intensive work sessions which culminated in a press conference and a public presentation on May 18, 1981.

This report was presented at that time.

The Urban Planning and Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The teams respond to the problems in the physical environment as described by the local AIA chapters and their sponsors from the community.

Each Regional/Urban Design Assistance Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commis-

sions for work resulting from their recommendations.

The team acquaints itself with the community and its people. . .presents its analysis from a fresh perspective...offers its recommendations...a new approach for planning or action.

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TABLE OF CONTENTS

	<u>PAGE NO.</u>
● INTRODUCTION	1
● EXECUTIVE SUMMARY	5
● STOCKTON HISTORY	9
● INVENTORY	13
● ISSUES AND POLICY RESPONSES	26
● PROPOSAL	50
● IMPLEMENTATION	64
● THE TEAM	89
● ACKNOWLEDGEMENTS	95



INTRODUCTION

The Problem

Downtown Stockton, an area of approximately 550 acres, has suffered as the surrounding city has grown.

Due to the growth to the north, downtown is no longer the geographic or commercial center of town, but is left with a severely deteriorated retail function specializing in lower end of the market hotels and a poor, minority impacted social structure. Its uses are basically institutional and governmental in nature from 8:00 to 5:00 and is the largest center for elderly housing in the valley.

The lack of pedestrian activities and amenities and the uncompleted aerial freeway connector leaves large areas of vacant land and a negative feeling among the citizens.

It attracts a population of retired elderly, transient workers and vagabonds (males and persons over 65) who make Stockton their semi-permanent residence, taking advantage of the inexpensive living quarters offered in the deteriorating hotels and apartments and the food program of the senior service center. The majority of the housing units and hotel rooms are occupied by weekly or monthly renters. The area has a high crime rate (mainly public drunkenness) and is perceived by many as an unsafe place to go either in the day or night time. The edges are largely tattered, and the core area, mostly older 2-3 story structures, house the elderly and single poor.

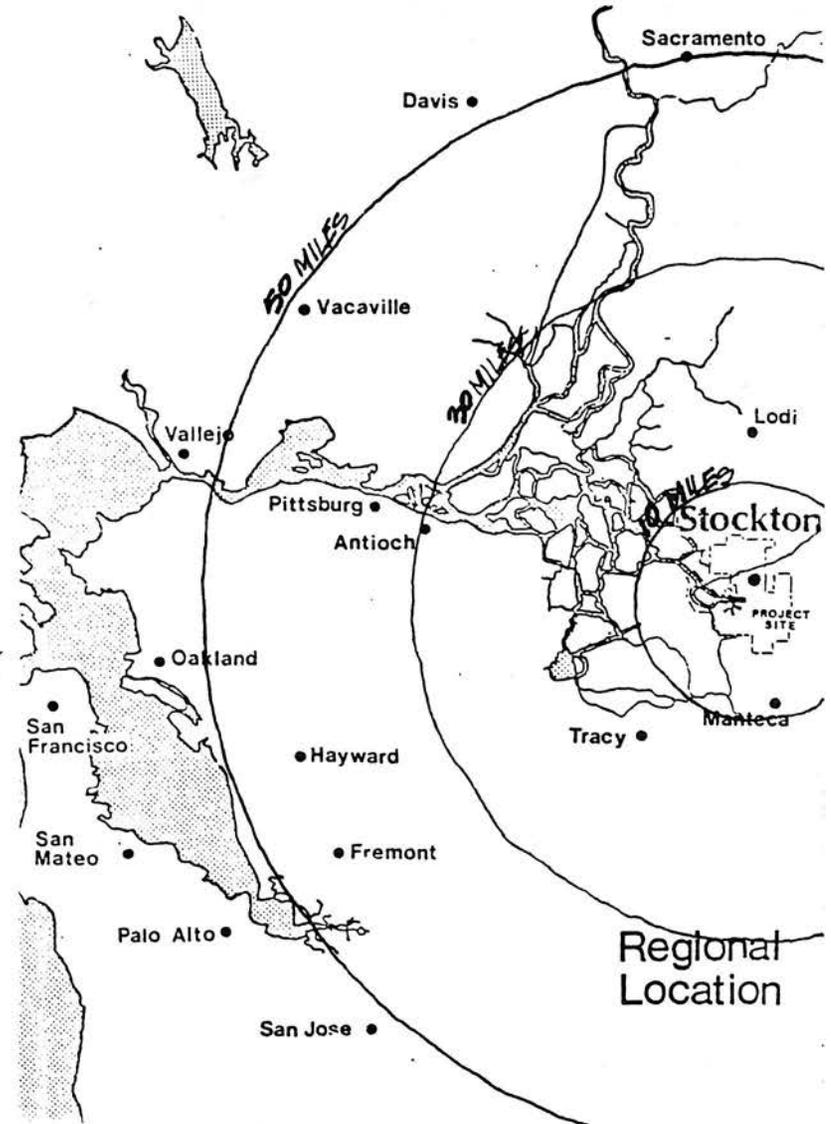
The Stockton Deep Water Ship Channel bisects and is the focus of the western portion of the core area to Center Street. It has many fine old buildings; Stockton Hotel, Fox Theatre, Union Safe Deposit Bank, Bank of America and others, which have become the focus of some recent rehab efforts. City parks are scattered through the core area and its adjacent environs.

THE STOCKTON CONTEXT

Stockton, California (The Delta City) has a city population of about 137,000 and a metropolitan population of 190,000, more or less, and about 50% of the city population is comprised of minorities (Black, Hispanic, Chinese, Japanese and Filipino).

The city is located about 50 miles southeast of Sacramento, the state capitol (40-50 minute drive) and approximately 70 miles east of San Francisco (60-75 minute drive). Stockton, the county seat of San Joaquin County, is the largest city in the agriculturally rich San Joaquin Valley.

The topography in Stockton is basically flat delta land bisected by a series of rivers, sloughs, creeks, and waterways. The major waterway which bisects the town and connects it to the Pacific Ocean and San Francisco Bay is via the San Joaquin River and the Stockton Deep Water Ship Channel which terminates at Center Street, the heart of Stockton's central area core. The Channel is navigable and there is an active port to the west.



Stockton is a charter city with 9 councilmen and mayor elected by districts (previously all were elected at-large). The county is run by 5 county supervisors.

Over the past 5 years Stockton has been one of the fastest growing cities in the state with a growth rate of over 4.0% in 1979. Some people commute to San Francisco/Sacramento due to the cost of housing, which in some cases is 50% of what it is in San Francisco due to its alternative life style.

Stockton is a classic study in concentric growth patterns from the city center. The downtown core area which historically was the center of activity and focus for the community declined over a period of time where it had the reputation as one of the worst skid rows west of the Mississippi River. With the decline of the downtown and some of its surrounding neighborhoods, the white population abandoned the core area and has directed their buying power to the north which has left the downtown to government and financial institutions along with a large transient elderly minority population. The edges of downtown have a somewhat worn and tattered look and a mix of uses along the strip with pleasant rehabilitable inner city neighborhoods wondering what their future holds.

The migration of white middle and upper class growth has moved north of the Calaveras River along I-5 where approximately half of the city's population resides. The more affluent growth is to the NW while the area to the NE is middle class in nature.

The areas south and east of downtown are primarily low income minority housing with pockets of industrial growth and public housing.

Due to community concerns in 1979, Stockton city council passed an initiative ordinance as opposed to having a general election which established a growth limit line to the north at Bear Creek (one mile south of the previous limit) along with a recommended policy for infill south of this line. The ordinance was up for general election (Oct. 7) and passed by an unbelievable 2 to 1 margin. The majority members of council still hope to make some changes as they feel that it is too restrictive. This growth control has caused scarcity of developable land (primarily residential) in the minds of some and has escalated prices.

Residential streets are tree lined, the result of a community planting program, and in general are extremely pleasant, offering shade in the hot climate and a strong visual amenity. The largely positive image is at odds with most of the downtown area, which offers little of either shade, activity or amenity.

The large minority population offers a richly heterogeneous cultural life, with varied activities, stores and restaurants. Comparatively little of this richness is expressed in the downtown area.



EXECUTIVE SUMMARY

Proposed Development Plan

OUR MISSION IS TO IDENTIFY STRATEGIES FOR DOWNTOWN REVITALIZATION. OUR ANALYSIS CONCLUDED THAT REVITALIZATION IS POSSIBLE ONLY THROUGH COMPLEMENTARY ECONOMIC AND PHYSICAL DEVELOPMENT COORDINATED WITH DEVELOPMENT PLANS IN ADJACENT AREAS AND WITH THE TOTAL SUPPORT OF DIVERGENT DOWNTOWN INTERESTS IN A NEW PUBLIC/PRIVATE PARTNERSHIP. TO THIS END, WE ADDRESS OURSELVES.

GOAL DETERMINATION

Is the economic viability of the downtown retail commercial a necessity? What level of economic input is desired and over what time period? Can the desire meet the needs or can the existing and future markets ensure the success of the area's businessmen who are here now, want to stay or move out?

We believe that city officials, civic groups, and businessmen are committed to the retention of "downtown" pedestrian and vehicular traffic and the strengthening of existing nodes that will heighten the impression of a compressed commercial area as a semi-mall, drawing the people into its shops and services. To this end, development of the waterfront nodes require a linked relationship to the "downtown."

Reinforcement can also be aided by the assembling of adjacent northerly parcels for a "Residential Mews Development." However, the general character of the area and the excellent views on the north and south Channel bank sites and the creation of

Weber's Island suggest "High Rise Development". Medium-rise structures and townhouses lend themselves to reinforcing the character of the downtown periphery only. Moderate income family and senior citizen housing, which must be provided, should be in low or medium-rise structures accessible to the downtown.

CONCEPT

This proposal assumes that the community is a complex system, that Stockton needs a downtown that is an economic, social and qualitative success.

To do so we have suggested the revival of the old multi-service center before the chances of success diminish. We suggest a system of multiple activity nodes with linkage between, that encourage interaction and that in themselves can generate other activities. We have attempted to create a "placeness" downtown, to make downtown an image that informs the user of the rich meaning of the channel and the opportunity to make environmental choices.

PROPOSED PLAN COMPONENTS

The Channel Area: The character of this important visual amenity is at present poorly defined and improperly used in the urban core. The potential of this area is great and with proper guidance can be a major resource to the downtown area.

The Financial District: This area, dominated by banking and savings is one of the mature, refined and well designed components of the urban core. Good landscaping and a high quality of architecture characterize this area.

Civic Center: Historic and formal in character, this is the cultural center of the downtown area.

Retail: The retail center is characterized by stores and shops that offer good quality goods at competitive prices.

North Side Mews: The linking of the external environment by connecting "soft" infill blocks with open strollway, landscaped parks.

Main Street/Weber

Auto/Pedestrian Mall: The reduction of on street parking supported by good off street parking allows pavement widening and the addition of plantings and people spaces.

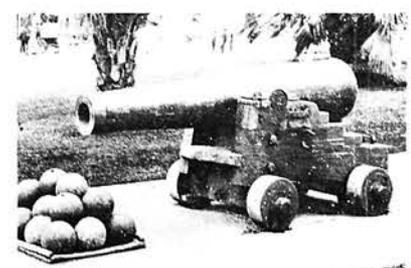
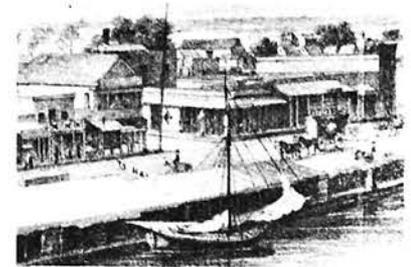
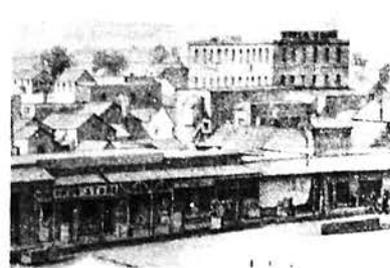


STOCKTON HISTORY

Stockton was first settled in 1847 by Captain Charles Weber. At Weber's direction, the community was surveyed and mapped to become one of the first planned communities in California. His idea for the settlement came from his recognition of the promise which this area held at the head of year-round navigation for the San Joaquin Valley and for the richness of vast surrounding lands. The early rapid growth of Stockton came as a result of its role as a gold rush supply and transportation center for the Mother Lode. By 1854, Stockton's population had blossomed to 7,000, the fourth largest community in the State. Later, disillusioned miners established farms around Stockton and gradually agriculture and its related industry grew to become Stockton's dominant economic activity.

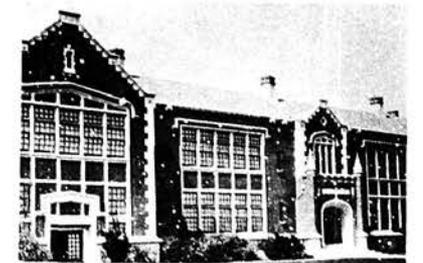
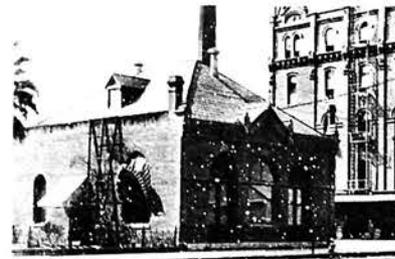
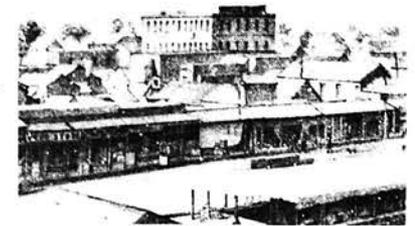
The 1850s saw Stockton attract entertainers from the Bay Area and theatres were built to accommodate opera, minstrel companies, legitimate troupes, and concerts. In 1924, California's first chartered institution of higher learning, the University of the Pacific (1851), relocated in Stockton from San Jose. In 1931, the Pioneer Museum and Haggin Galleries were built to make available important collections of 19th century American and French art, state and local history. Just two years later, the Port of Stockton opened as the first inland seaport in California.

Perhaps Stockton's architectural heritage best illustrates the richness of life in this historic community. While there is little evidence of that so very Californian Spanish and Mexican period, the Hotel



Stockton and the Fox Theatre are dramatic examples of the Mission Revival and Spanish Colonial influence. The Sperry and Company Flour Mill Office points up Commercial Victorian, a variation of the style reflected in many of Stockton's loveliest old homes.

The Gothic influenced St. Mary's Catholic Church and the Nordic architecture of St. John's Episcopal Church Guild Hall, constructed in 1861 and 1889, respectively, point up the varying preference of Stockton residents. From the beginning, ethnic groups settled the neighborhoods bringing a cosmopolitan flavor to bear; German, Irish, Mexican, Italian, Chinese, Japanese, Black, Filipino saw in Stockton an environment promising a chance for fulfillment.





STOCKTON ABOUT 1914 — (LOOKING EAST)



INVENTORY

Natural Settings

TOPOGRAPHY

Stockton lies on a flat, alluvial plain most of it below sea level. Stockton itself is flat but very generally 5 to 25 feet above sea level.

SOIL

Soil is largely alluvial, basin and peat, some areas presenting problems for building. The system is very supportive of vegetation and is one of the reasons for Stockton's pleasant tree cover.

Seismic activity seems to be relatively minor, but can and does cause secondary structural damage. The building code requires "earthquake resistance" construction measures.

HYDROLOGY

Stockton adjoins the San Joaquin Delta, a large diverse complex of natural and "managed" waterway formed by the junction of the Sacramento and San Joaquin Rivers. While the waterway system penetrates the city and one channel ends west of the Downtown area Stockton is not very responsive to the Channel presence.

There is approximately four feet change of surface level due to tidal action, requiring stabilized banks in the city area and floating dock connections. The Delta system supports a rich fish ground.

Most domestic water is from groundwater. Surface water supplies approximately one-third of daily use. Salt water intrusion is a problem and threatens to become worse.

Floods have been controlled but there is some threat in the largely undeveloped southwest.

CLIMATE

The climate is characterized by warm to hot temperatures, light rains and heavy fog in the winter and warm, dry days with relatively cool nights in the summer.

Annual rainfall is 13 to 14 inches (January mean 45 degrees), but there is no snow.

Summer temperatures exceed 100 degrees for one to two weeks, winter freezing is marginal. Fog may last four to five weeks.

Existing Land Use

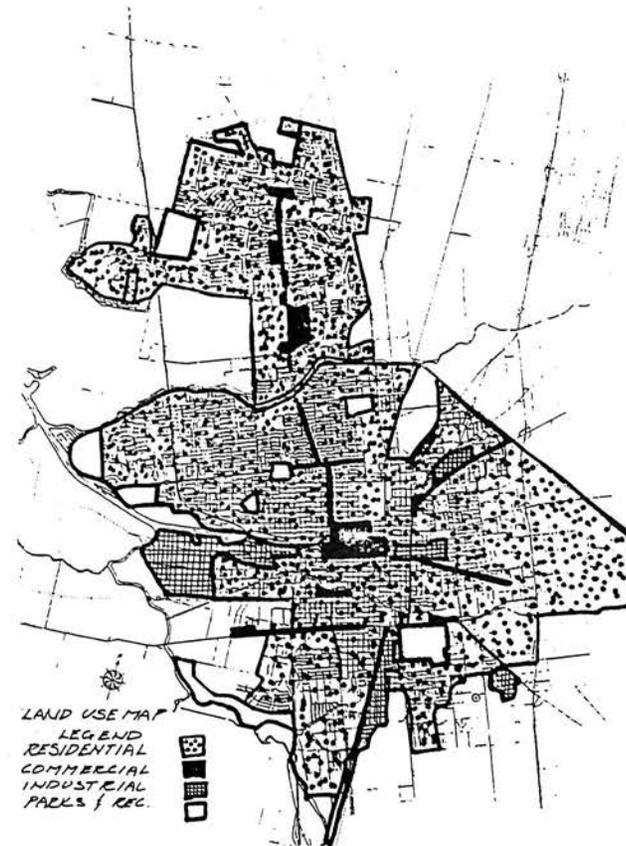
Stockton's single major land use is single family homes. 65% of the city is devoted to residential use. Older residential neighborhoods surround the downtown district on three sides with newer residential subdivisions sprawling fan-like to the north and reaching city boundaries to the north, northeast and northwest.

The city's core represents the largest single concentration of commercial and professional office use. However, commercial and office uses have also followed new residential development to the north with strip commercial uses along arterials leading north from downtown and major commercial centers located north of the Calaveras River. Approximately 50% of the city's total commercial and office acreage is found north of the Calaveras River.

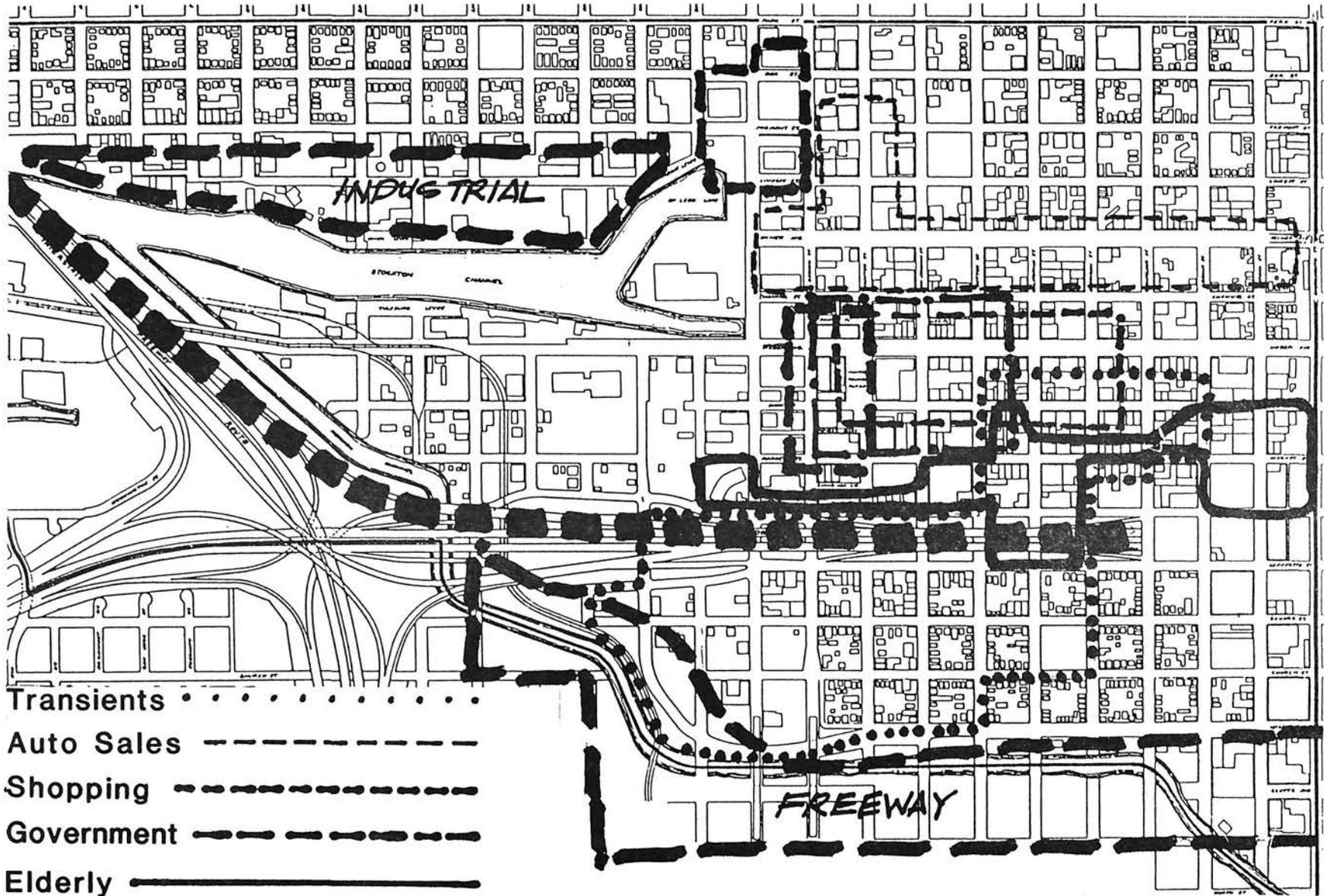
The Port of Stockton is the principal industrial focus for the city with other industrial uses concentrated just south of the downtown area. Large industrial uses are located on scattered sites in the area south of the central city with small pockets amidst the northern residential areas. The city is presently experiencing some pressure for additional industrial land on the north bank of the Stockton Channel.

Stockton has a significant stock of institutional uses such as the naval base along the Channel and the University of the Pacific and Delta College to the north.

Several small parks dot the central city in both commercial and residential areas. Larger parks, marinas, golf courses and the county fairgrounds add areas of recreation and open space in both the north and south portions of the city.



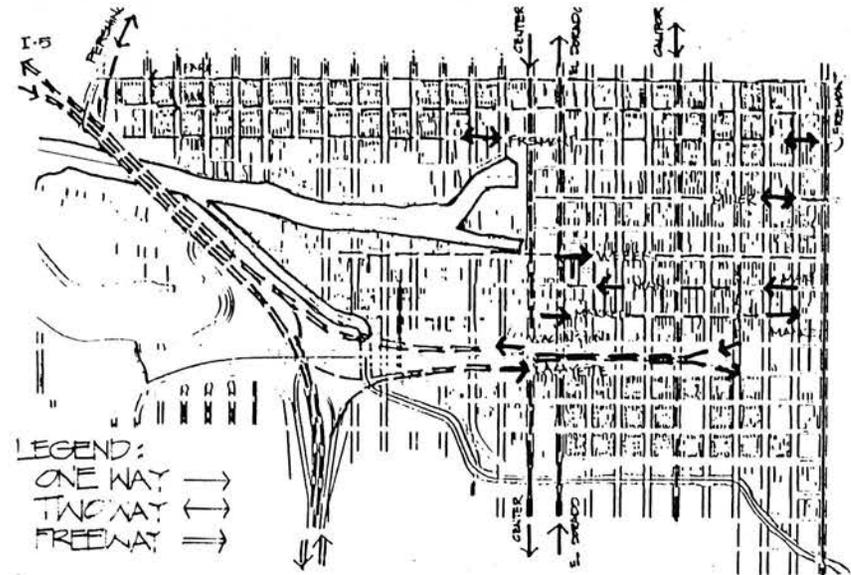
EXISTING DOWNTOWN ELEMENTS



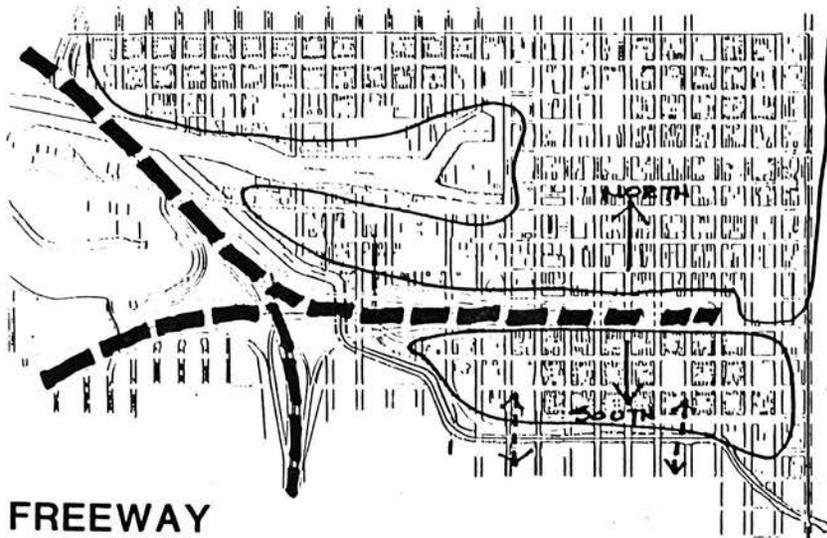
Circulation Network and Parking

The existing network grid system has square blocks and wide streets. Peak loads are short in duration, problem areas few. The Crosstown Freeway, still incomplete at its eastern end, acts as a definitive barrier between north and south. Ground area is used as parking, houses the Farmers Market and has some buildings.

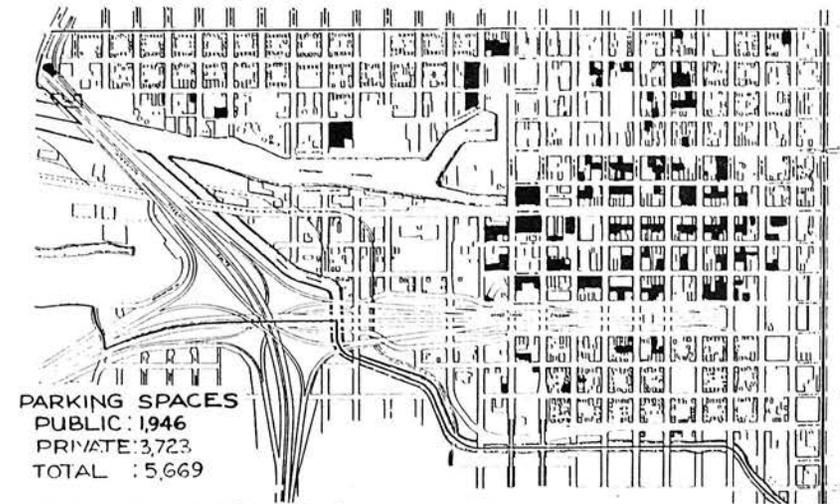
Parking would seem to be adequate, though perception of difficulties is common. The parking authority area has metered street parking and there are both commercial and public off-street parking, including several parking structures, free off-street parking outside the authority area and additional surface parking under the Crosstown Freeway.



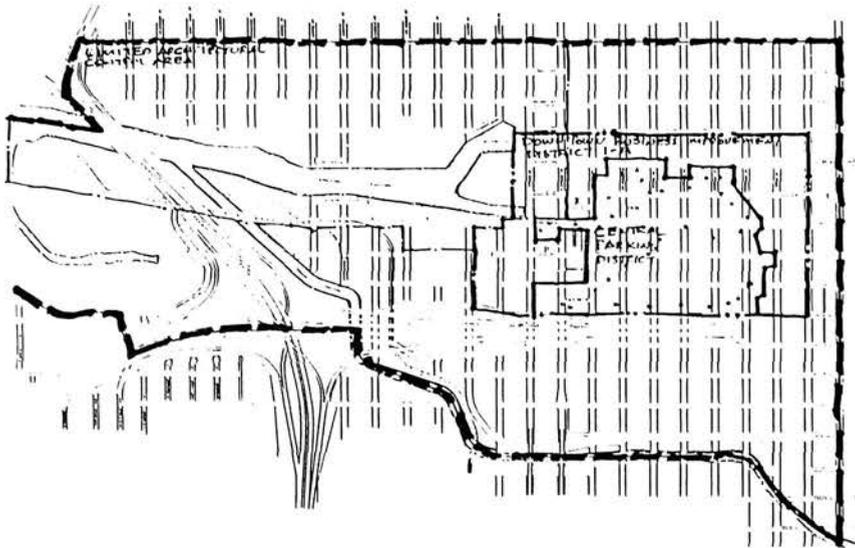
MAJOR CIRCULATION PATTERNS



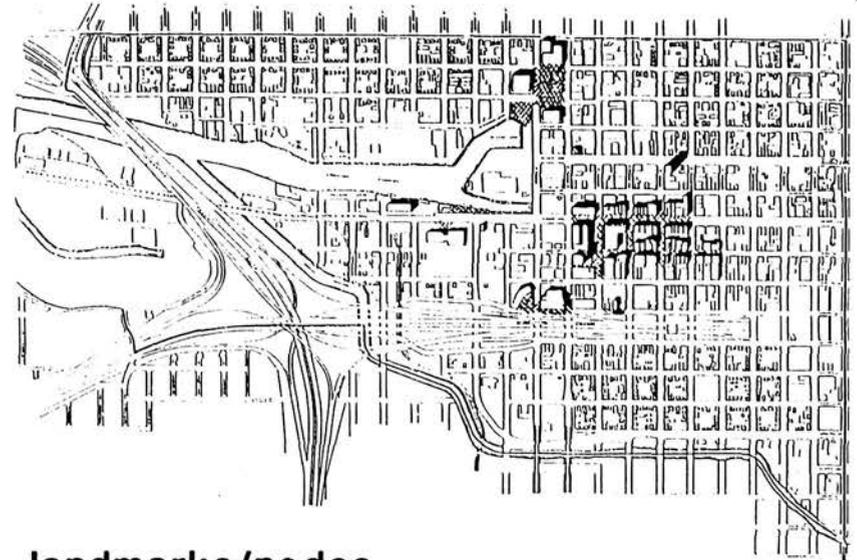
FREEWAY



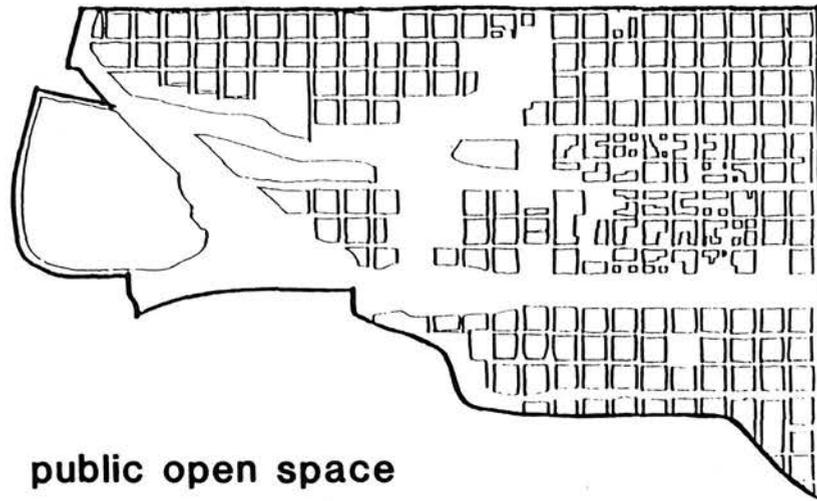
PUBLIC ACCESS OFF STREET PARKING



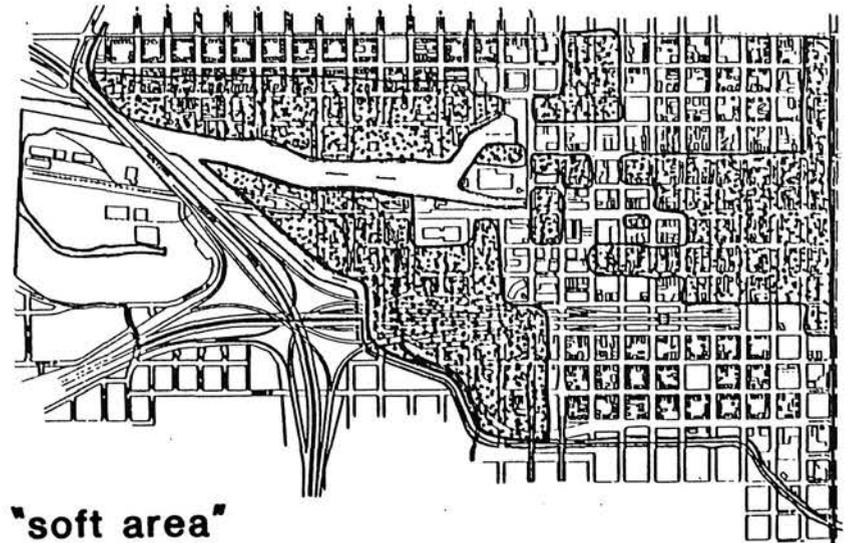
relevant jurisdictions



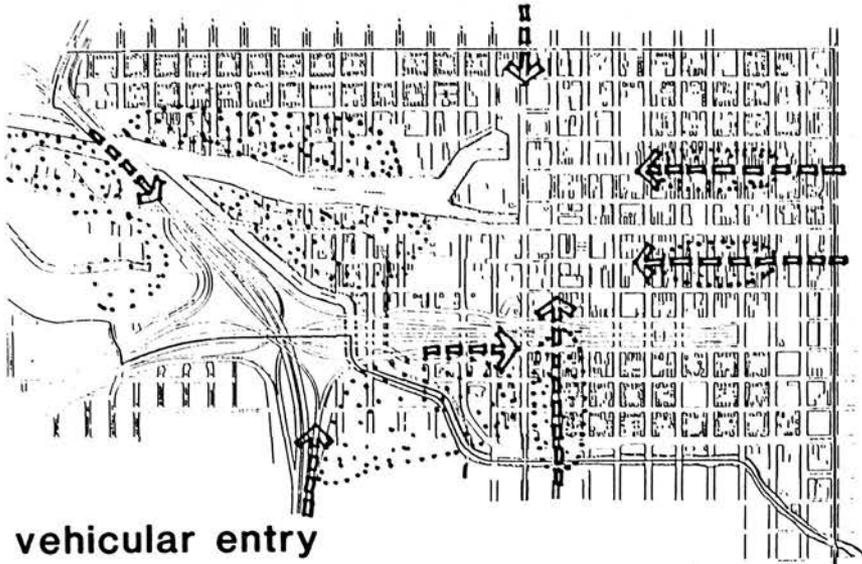
landmarks/nodes



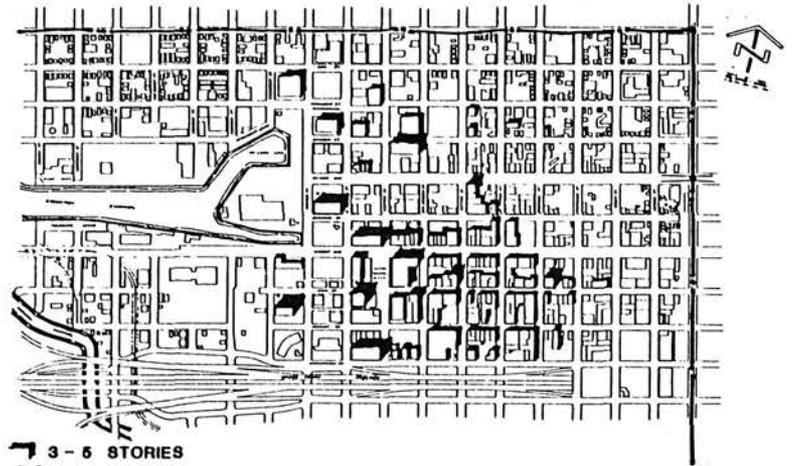
public open space



"soft area"

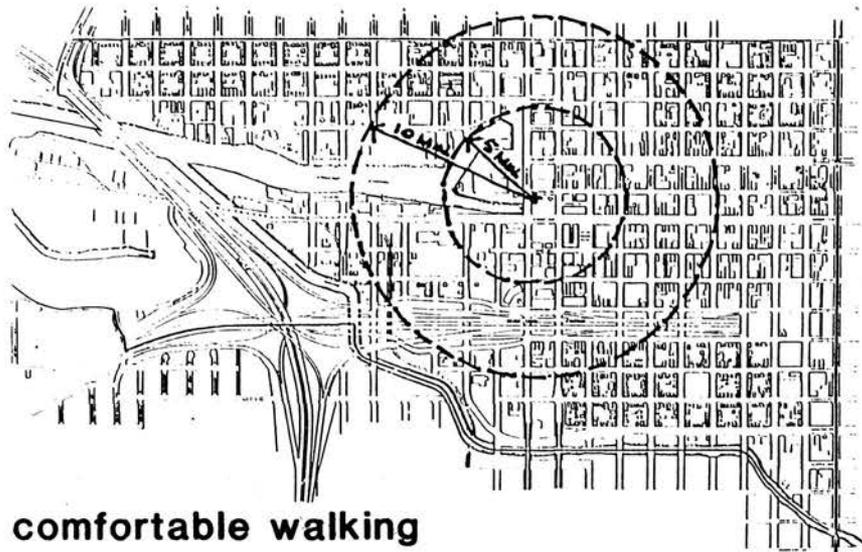


vehicular entry



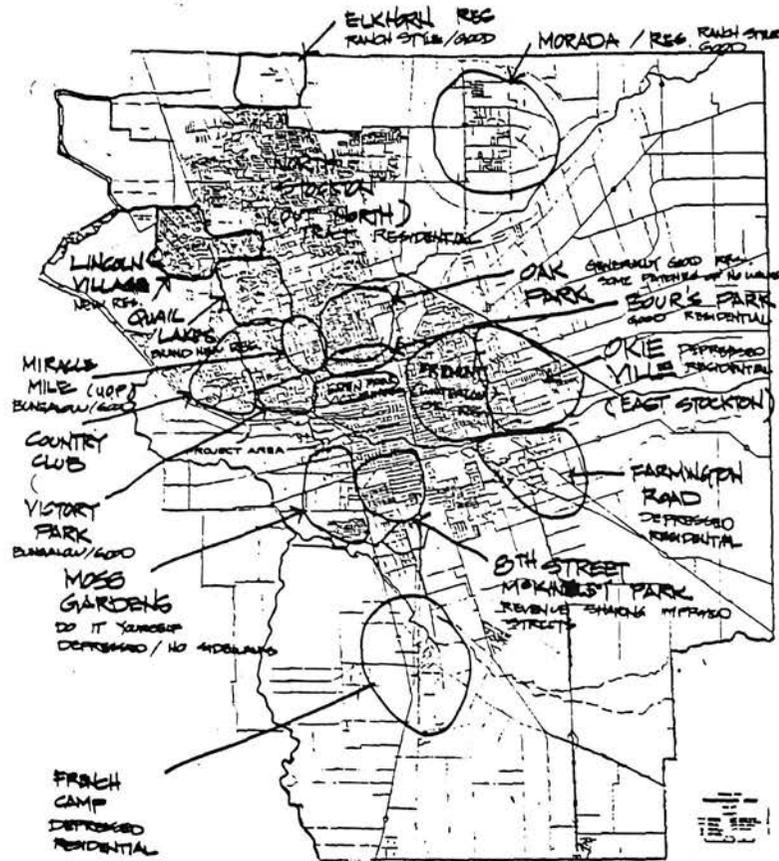
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building height map



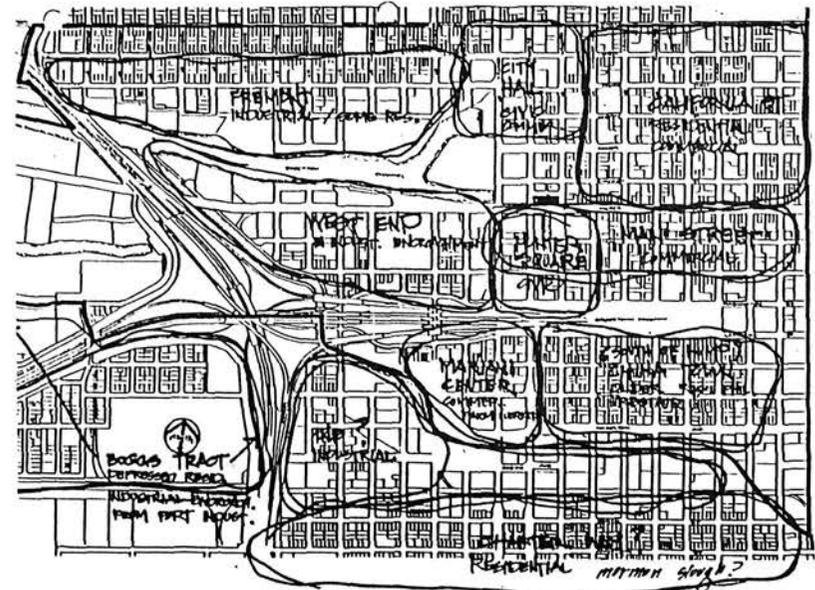
comfortable walking

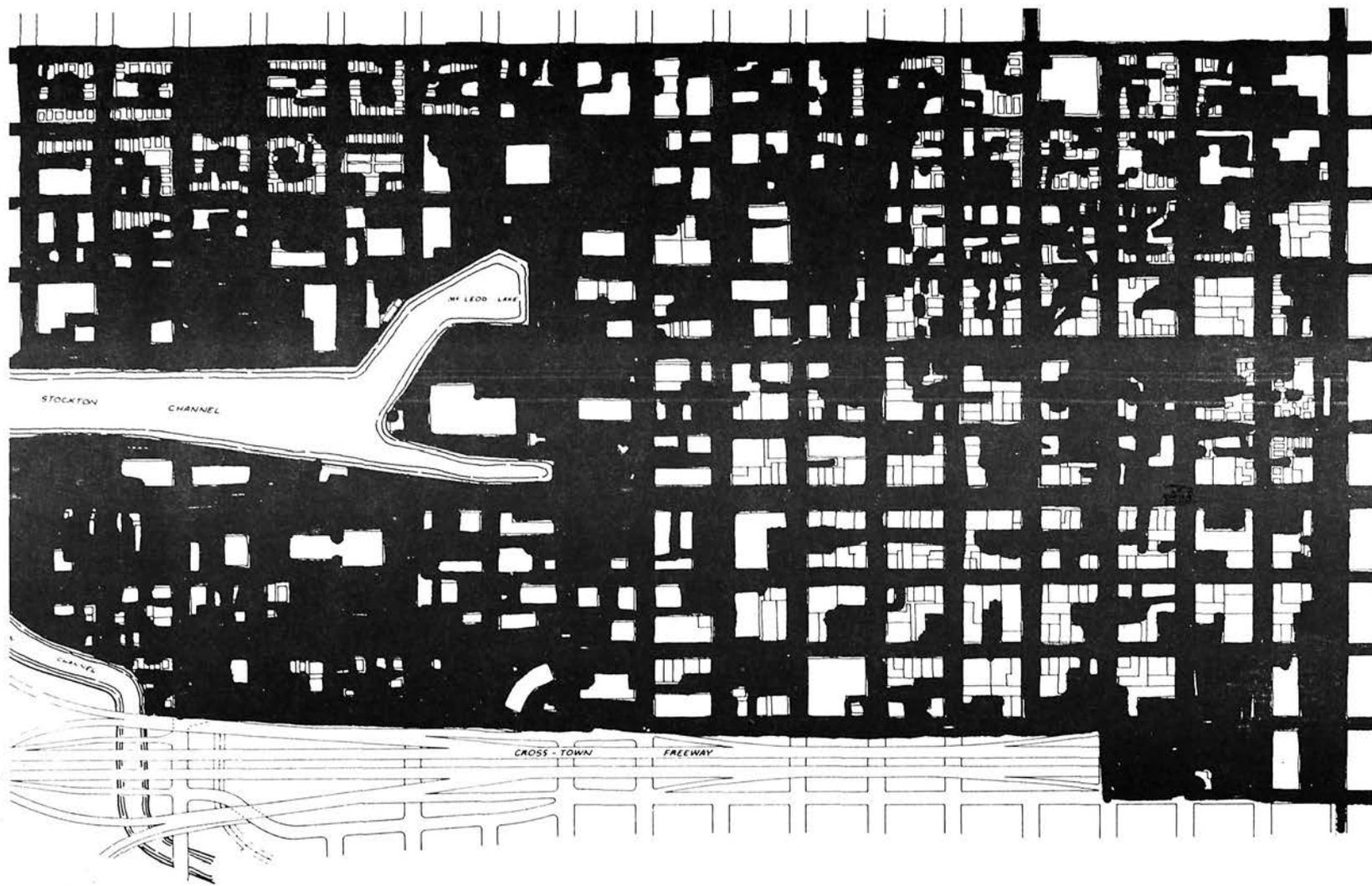
City Images



Downtown Images

People who use the Downtown area perceive it as consisting of a number of differentiated zones. Many of those who use it and those who don't share perceptions of it as discomfoting, offering little of interest and "alien" to their life.





open space in downtown area

Cultural

Stockton's art cultural community is comprised of formal and organized groups which are cultural with what might be termed as "C", and a potpourri of less well organized and informal ethnic groups which are equally important but which represent what might be termed "C" culture in the Stockton area. Among the former are the Stockton Opera Association, Stockton Civic Theater, San Joaquin Ballet, South Stockton Community Theater, Friends of Chamber Music, etc., which are related to the Stockton Arts Commission. Among the latter are a diverse group of ethnic organizations which sponsor annual fairs and festivals. Represented are Mexican, Filipino, Japanese, Greek, Chinese and Jewish groups.

The Stockton Arts Commission is comprised of sixteen commissioners appointed by the Mayor for four-year terms. Only four years old, the Commission is taking an increasingly active role in fostering the community's arts and cultural programs. Their current annual budget is approximately \$100,000 of which the city contributes \$26,400, nearly half of which is used to provide a full-time coordinator.

The Arts Commission has successfully tapped the resources of cities in the metropolitan area, such as San Francisco, through its affiliated artist program. This program permits the City of Stockton to import a major national talent to Stockton at very low cost.

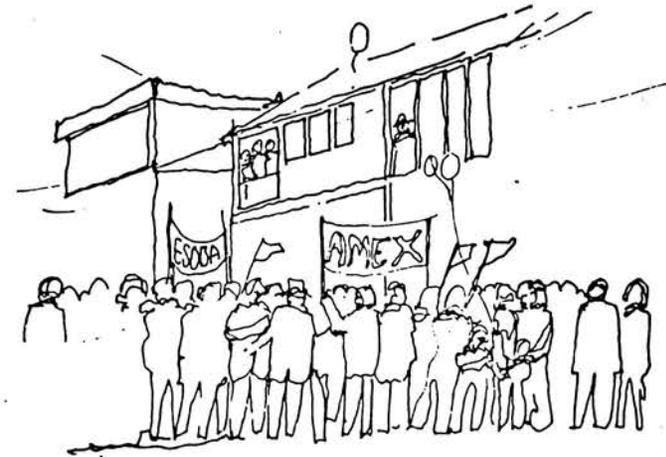
PROGRAMS AND ACTIVITIES

The affiliated arts program has provided the City with the opportunity to enjoy a diverse group of performing artists. The annual Stockton Arts Festival, which is held each year during the memorial holiday weekend, has grown from a small fair to an anticipated attendance this year of between ten and fifteen thousand. Stockton Opera Association typically conducts one full performance a year and the Stockton Symphony performs five to six times per year. Like many of the other cultural groups, it participates in various outreach activities with the school system. While the Civic Auditorium is used for various functions, it is neither acoustically appropriate nor properly equipped with food service and other such facilities to provide the range of services and quality which the Stockton community expects. The Fox Theater, which seats approximately 2,400 people, is a major resource which is underutilized and should not be overlooked as a primary means of revitalizing downtown. Currently, the locus of formal cultural activities has moved from the downtown to the Delta College campus and to the new Civic Theater on March Lane.

LACK OF FOCUS AND VISIBILITY

Two obvious facts of Stockton's cultural life work against revitalization of the downtown area. Due to both the public's poor and not completely accurate perception of the downtown and the development pressures and population shift to the north, Stockton's cultural affairs have been dispersed, and are insufficiently related.

The more formal and traditional cultural organizations are underfunded, and receive insufficient support and promotion from both public and private sectors. The informal cultural groups, clubs, associations and ethnic organizations appear nearly invisible. Their activities often take place in neighborhood parks, parking lots, school sites, etc., in lieu of a central location. Downtown Stockton lacks a major civic place which is designed to accommodate the needs of such groups and which is specifically located to reinforce the city's objective of creating a safe, attractive, diverse and economically vital downtown.



Ethnic Festivals Calendar in the Stockton Region

Fall Festivals

Mexican Independence Day (Sept.)	Stockton
Festa Italiana (Sept.)	Stockton
Miwok Festival (Sept.)	Indian Grinding Rock, Volcano
Swiss Barn Dance (Sept.)	Ripon
Greek Food Fair (Oct.)	Stockton
German Octoberfest (Oct.)	Stockton and Lodi
Swiss Echo Fall Concert (Oct.)	Ripon

Winter Festivals

Chinese New Year (Feb. or Mar.)	Stockton
Black History Week (Feb.)	Stockton

Spring Festivals

Swiss Echo Concert (Mar.)	Ripon
Wool Growers Picnic (May)	Lodi (Micke Grove)
Jewish Food Fair (May)	Stockton
Cinco de Mayo (May)	Stockton
Spring Swing Fest--Swiss (May)	Ripon
Spring Festival (May)	Lodi (Micke Grove)
Serbian Church--Goat Feed Festival (Memorial Day weekend)	Jackson

Summer Festivals

Italian Benevolent Society Picnic and Parade (June)	Sutter Creek- Sutter Hill
Obon Festival (July)	Stockton, Lodi
Filipino Barrio Festival (Aug.)	Stockton
Champion Swing Fest--Swiss (Aug.)	Ripon

Public Perception

Forty interviews were conducted by student team members in the study area itself, and in the areas adjacent to it in the north, south and east. The responses indicate that the public perception of Stockton is positive. The major concern is about crime in the Downtown:

North Area:

Q. "What comes to mind when I say Stockton?"

A. "Crime."

East of Study Area:

Q. "What do you think about Downtown?"

A. "As far as I am concerned, at the present time, it's a cesspool... I wouldn't allow my wife to go Downtown."

Several people talked nostalgically about the way things used to be Downtown:

East of Study Area - Sixteen-year old Chicano girl:

"I used to get dressed up in my best little dress when I was about this big, and my mom would put on a hat and gloves and we go Downtown..."

While the perceptions of the Downtown are negative, several people had high praise for the city of Stockton:

- . "I think Stockton's super"
- . "Stockton is a good town"
- . "I think Stockton is a great town"

And despite the general perception that crime is concentrated Downtown, it exists in the north areas as well. As one north Stockton store owner said, "I would even say that this area here, some of the ladies don't like to walk alone at night."

The aspects of the public's perception of Downtown that may be most detrimental to Downtown revitalization efforts center around feelings of helplessness and resignation about improving the Downtown area.

Q. "You don't think there is any hope in saving it?"

A. "I do not. If I had extra money to invest, I certainly would not put it down there. I know that."

Another person said,

"I think that the problems... it's so substantial that there's not much to be done."

And another said,

"I think it's just a mixed-up mess. It's so much that I don't think there is anything that can be done."

It's clear that before people will perceive the Downtown area positively, crime (real or perceived) must be substantially changed. It's equally

clear that for the Downtown area to attract middle-class shoppers, there must be appropriate shopping and entertainment facilities. As one person said,

"An effort has been made in the Downtown area, but there seems to be nothing to draw people to the area."

The major development constraint to Downtown revitalization is the perception of security and the expectation that the situation cannot be turned around.

Farmers Market

The Stockton Farmers Market, held every Saturday and Sunday morning during the harvest season, is a delightful center in which local area farmers sell their farm fresh produce direct to the consumer. The market is also a mini-showcase for colorful music and dance performances by members of the local ethnic communities. The Farmers Market is well organized, its members and consumers are enthusiastic, and it is growing rapidly. It has the potential to provide a positive focus for the interaction of many different segments of the Stockton community.

District Representation

In order to promote a more equitable system of local legislative representation, the voters of Stockton adopted district representation for City Council membership in 1970. The city is now divided into nine geographic voting districts, each district electing one representative to sit on the City Council. District representation has allowed minority neighborhoods and the older downtown areas a new and necessary voice in city government. It is an especially sound policy here where the majority of voters reside in the heavily populated areas of north Stockton.





ISSUES AND POLICY RESPONSES

Social Concerns

The Downtown area cannot be a viable business, entertainment, and residential area without taking into consideration the pattern of social uses and user groups currently taking advantage of (or avoiding) the area, and the relationship of these user groups to different kinds of support systems, including the nature and quality of the physical environment, commercial activity, and programmatic efforts. The pattern of such support creates an opportunity structure which has the potential to support desired activities and user groups, or undesired ones.

While the removal of undesired uses and user groups from the downtown core area is a primary objective, the elimination of such user groups should be done with care. In particular, special attention must be paid to distinguishing between user groups viewed by the vast majority of the entire community as undesirable, and users who may not be preferred by all but who are not socially deviant or disruptive. The latter group is often represented by low income, elderly, single men. This group is often lumped, perceptually, with winos, derelicts, and other socially undesirable people when, in fact, they themselves are as much offended by them as middle class citizens.

Our basic assumption is that activities flow to areas that support them. They do this through the creation of an opportunity structure comprised of physical supports (e.g., park settings, pedestrian ways, benches), commercial supports (e.g., hotels, liquor stores, movie theaters), and social and government programs and practices (e.g., feeding centers, law enforcement patterns). These three

kinds of support systems are interdependent. They provide the leverage to create the kinds of opportunities that promote desired uses of the downtown area.

Several specific social issues related to desirable and undesirable social uses of the downtown area were identified by the R/UDAT team. These are listed below and then discussed in terms of factors contributing to their existence. Finally, a series of policy alternatives are outlined which can be used to guide thinking about the development of appropriate physical, commercial, and programmatic supports necessary to promote desired uses and users of the Stockton Downtown area. The ultimate goal is to transform the widely-held negative image of Downtown Stockton into a positive image.

USER GROUPS IN THE DOWNTOWN AREA:

- . Inebriants
- . Prostitutes
- . Teens
- . Elderly Single Men
- . Minorities
- . Transients

INEBRIANTS

Issues: Inebriants, described to us as winos, derelicts and bums, are a major factor in the negative perception of the downtown area. Public drunkenness, urination in streets and doorways and physical uncleanness combine to create a highly disturbing and unpleasant element in the downtown area. This is a relatively small group, but its

visibility is extremely high. Merchants not connected with providing support services for this group (e.g., owners of boarding hotels, liquor stores) strongly believe that this group is a major deterrent to middle class shoppers coming into the area. It seems likely that other factors, including the absence of appropriate types of shops and entertainment facilities, contribute to the unwillingness of middle-class shoppers to enter the area. In any event, there is consensus from a wide spectrum of the community, including its minority members, that this group is undesirable and should be removed from the area.

Contributing Factors: Cheap hotels, bars and liquor stores, inconsistent enforcement of laws against public drunkenness and the removal of the old skid row have combined to provide a network of supports that attract this group of users to the downtown area.

Policy Objective: Remove inebriants from the Downtown.

Policy Recommendation/Serendipitous Dispersion: Develop a policy of consistent police harassment, removal of commercial supports such as package liquor stores and cheap hotels, and programmatic supports such as feeding centers.

Comment: This is a common tactic, although critical supports are often not removed, thereby undermining the likelihood of success. An additional result of this kind of policy is often displacement of the undesirable group from one desirable area to another desirable area. The

premise is that removal of supports from one area will eliminate this group from the entire city. Yet it fails to provide incentives to leave the area, and it leaves to chance the direction in which the group will move as it seeks new supports for its lifestyle. Other niches are often found within the city that are vulnerable, such as low-income neighborhoods that have bars, liquor stores, and inconsistent police presence. Community groups in Stockton are properly concerned that efforts to rid Downtown of this undesirable user group not simply result in the group's displacement to alternative, now desirable areas. Such displacement would drive out existing users or lower the quality of life now experienced there.

For the above reasons, this is often not a particularly useful or effective policy. Its virtue is that it does not require the direct expenditure of funds for the development of facilities or programs for marginal groups whose value is perceived by the community at large as extremely low.

Policy Recommendation/Planned Skid Row Zone: Remove inebriants from downtown core area by redirecting them, through use of incentives, to a planned "skid row" area.

Comment: The underlying premise of this alternative is that people voluntarily flow to areas that support their lifestyle. The objective is to create a magnet, strategically located, that pulls people from one location to another. In this case, incentives include the provision of a shelter facility that provides bed and bathing facilities, absence of police harassment within

the skid row zone, and zoning which allows new commercial development in the form of package liquor stores. Any planned skid row zone should be isolated by natural or created barriers (e.g., railroad tracks, industrial uses) from viable residential neighborhoods.

This is not a common tactic, but it is one that has been used successfully in other cities facing the same problems. The rationale for deliberately planning a skid row area rests on the increased likelihood that such a policy will actually act to relocate undesirable users to areas best suited to accommodate them, and not simply displace them to other desirable areas. This kind of policy should reduce the costs of arresting and processing these people through the courts by creating a facility to which these persons can be taken directly. The facility might be built by the city and then turned over to and run by charitable groups and organizations. Such a policy acknowledges the existence of groups of people who are socially undesirable but at the same time tries to deal with them in a socially responsible manner, one that does not simply shift the burden of dealing with these people to other groups ill-equipped and unwilling to do so.

PROSTITUTES

Issues: In the minds of many citizens, prostitutes contribute to the negative image of the Downtown area. More of a problem may be the "johns" or pimps who coexist with prostitutes and who are more likely to be involved in criminal and violent activity. Taken together, they constitute a highly undesirable group. As with the inebri-

ants, there is a broad consensus that these people do not belong in the Downtown area, and should be removed.

Contributing Factors: Prostitutes follow the trade. They need cheap hotels and weak and inconsistently enforced laws to remain in an area. These kinds of support systems currently exist in the downtown core area.

Policy Objective: Remove this group of users from the Downtown area.

Policy Recommendation:

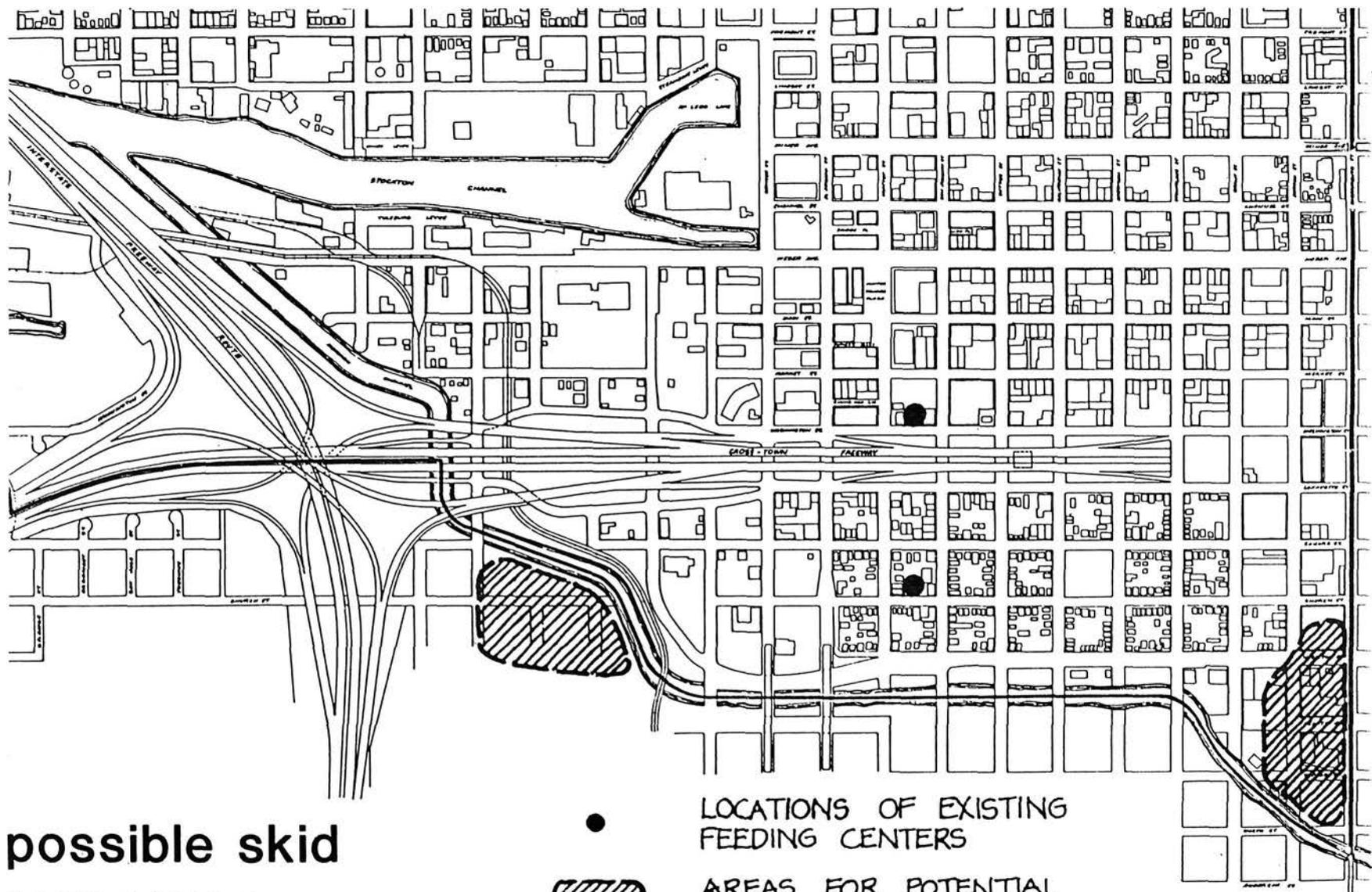
Consistent and persistent arrests for solicitation.

Stronger laws against prostitution.

Pressure on hotel owners providing rooms for prostitutes.

TEENS

Issues: Teens not only are affected by the negative downtown image and undesirable activities, but also contribute to it. Middle-class teenagers in the north area are afraid to come into the downtown area, primarily because of the presence of young male teenagers who verbally harass them and the generally frightening nature of the derelicts that make downtown shopping an uncomfortable experience. Few stores cater to their shopping needs and no recreation or entertainment facilities provide an incentive to come into the area. For this group, then, the problem



possible skid
row areas



● LOCATIONS OF EXISTING
FEEDING CENTERS
AREAS FOR POTENTIAL
RELOCATION

is both the absence of appropriate commercial and recreational facilities and the nature and activities of other downtown users.

Teenagers contributing to the negative downtown image are largely males who loiter around bus stops verbally abusing some people and presenting a frightening experience because of the expected potential for some kind of trouble. They hang out at bus stops because they can avoid being picked up or asked to move for loitering by arguing that they are "just waiting for the bus."

Contributing Factors: The absence of teenage recreation and entertainment facilities either in their own neighborhoods (most of the teens do not live in the core downtown area, but in the surrounding areas) or in the downtown area, and very high unemployment among teenagers (and particularly among minority teens), creates a situation in which this group gravitates to where they perceive the "action" to be. They are bored, frustrated and angry, and they typically express these feelings through verbal harassment and criminal activities such as purse snatching. Our interviews reveal that the very same kind of unfortunate activities are occurring in the suburban shopping malls as well as in the Downtown areas.

Criminal activity is apparently not a significant problem during the work day because police patrols are frequent then. The problem is more acute at night when police patrols decrease.

Policy Objective: Diffuse teens' anger, frustration and boredom by providing them with appropriately desirable recreational and enter-

tainment outlets as well as employment opportunities.

Policy Recommendation: Provide teen centers and other quality recreation and entertainment opportunities for teenagers in their own neighborhoods, as well as in the Downtown area.

Promote the hiring of teenagers on construction projects whenever possible. One mechanism might be the stipulation on construction contracts that a given number of teenagers be hired and that they represent the spectrum of population groups in Stockton.

ELDERLY SINGLE MEN

Issues: Perceived to be a part of the inebriant community and therefore preyed upon by all groups within the central business district, they tend to hang around the streets, bars and hallways for lack of other things to do. Their income confines their ability to seek housing other than low cost hotels in the downtown area.

Contributing Factors:

Lack of the city to provide safe, sanitary low cost housing in other areas.

The availability of low cost hotels.

Accessibility of stores, and welfare department within walking distance.

Policy Objectives:

Protect and accommodate.

Policy Recommendations:

Beef up foot patrols within the central business district.

Develop a housing policy to provide low income housing within and without the downtown areas accessible to shopping, transportation, recreation and social facilities.

Comments: This group of men has lived in and supported the downtown business area while middle and working class people drove to the malls in the north to escape the perception of the central business district as a "dangerous" place. They have been a stable factor within the community.

MINORITIES

Issues: Minority discrimination in Stockton is pervasive. It expresses itself in ways that range from failure to adequately distribute legally authorized funds to failure to provide relevant information about small business programs and difficulty obtaining business loans. As a result, minority business participation in the downtown is minimal, and minorities are extremely suspicious of revitalization efforts.

There is no communication among the various minority groups, or between these groups and agencies or educational institutions that offer business oriented training programs. As a result, even businesses that do start have a high risk of failure stemming from lack of training in successful merchandising, sales, etc. Thus, discriminatory practices contribute to the lack of a stable downtown business community.

As a result of these patterns and practices, the minority neighborhoods are also relatively deteriorated, particularly in relation to the development in the north. The significance of this deterioration, not only for the neighborhood residents, but for the downtown, lies in fact that entry into the downtown largely passes through minority communities. Their deterioration contributes to the overall negative image of Stockton, and acts as a deterrent to attracting Stocktonians as well as tourists and people from nearby communities.

Because of the city's policies in developing the north, the downtown districts and the south have suffered:

1. Physical deterioration/central Stockton (public improvements).
2. Changed zoning allowing intrusion of business/multi-family units into area.
3. New residential development only north.
4. Lack of school integration.
5. Movement of amenities into new areas - recreation, shopping, professional services.
6. Concentration of industry in south.

Contributing Factors: Racism

Competition between and within the minority groups divides their ability to achieve and to compete with the majority groups for a piece of the economic pie.

The availability of sufficient money to provide the appearance of dealing with the problems without in fact having had any real impact on the underlying ills.

The lack of cooperation between the independent public entities that all deal with the same problem contributes to the inability to solve basic problems.

Policy Objectives:

Include minorities into the mainstream of the larger community.

Erase racism in all its forms.

Policy Recommendations: These policies and mechanisms are attainable through allocations of local, State and Federal funds.

TRANSIENTS

Issue: Seasonal workers tend to loiter in the central business district because it's the only place they can eat, drink, and cash their checks. They are perceived to be inebriants, violent and add to the bad image of downtown.

Contributing Factor: Farmlands have become highly mechanized and are no longer job intensive. Ranchers don't provide housing year round, thereby forcing seasonal workers into the downtown low-cost hotels.

Policy Objectives:

Reduce visibility

Rerouting pick up and drop off points

Encourage ranchers to provide year round housing



LACK OF SECURITY (REAL OR PERCEIVED) DETERS
BUSINESS DEVELOPMENT AND HURTS EXISTING BUSINESS

To the extent that crime and physical dangers exist and are believed to exist in this community, existing businesses will be reluctant to expand, new businesses will be reluctant to locate, and customers will take their business elsewhere. From a business standpoint, the perception of security is as important as the reality.

"GENTRIFICATION," THE DISPLACEMENT OF LOWER INCOME PERSONS BY UPPER INCOME ONES, WILL REACH A CRITICAL LEVEL.

Higher income persons will return to the community in large numbers. They will restore houses to their original grandeur (or even better). They will pressure for improved public services. Their buying power will allow more local businesses to thrive and/or the establishment of modern food market and convenience centers.

However, as we have learned in many cities, gentrification presents problems as well. It usually forces lower income persons out (either directly by evicting persons, including the elderly, from their homes, or indirectly by driving prices and rents beyond their reach). Left unchecked, gentrification can cause psychological and social upheavals that render communities unstable.

Gentrification is more subtle than urban renewal, but unless balanced with opportunities for low and moderate income persons and families to also move into the community and remain here, it may prove fatal to many.

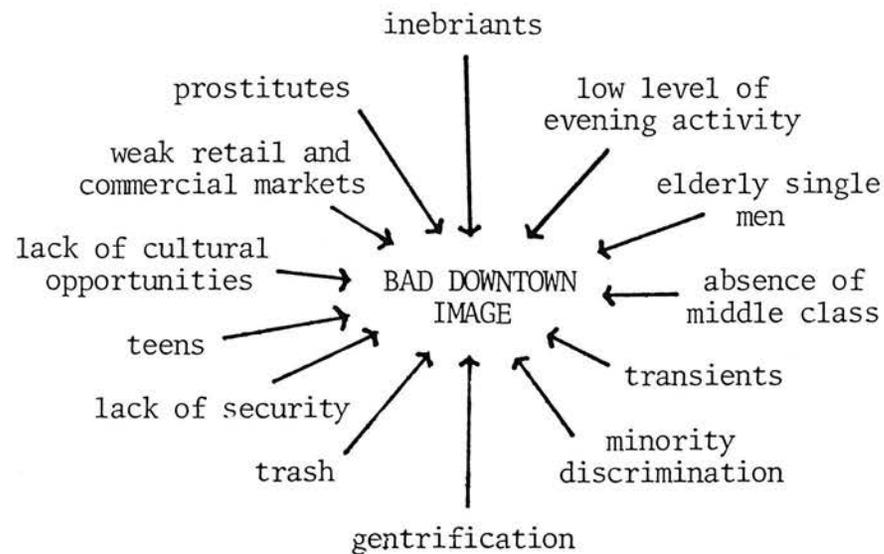
Social Concerns Matrix

ISSUE	CONTRIBUTING FACTORS	POLICY/ALTERNATIVES
● INEBRIANTS		
* Undesirable	- accessibility of liquor stores/bars	* Remove from the Downtown Area
- current location	- feeding center location	Alt. 1: Serendipitous Dispersion
- displacement into new areas	- low cost hotels	- no new package liquor permits
	- inconsistent law enforcement	- consistent arrests for public drunkenness
		Alt. 2: Planned Skid Row Zone
		- peripheral location of hotel feeding station
		- monitor flow to new area
		- constant arrests in downtown
● PROSTITUTES		
* Undesirable	- low cost hotels	* Remove/Eliminate from the Downtown Area
	- weak laws	- stricter laws
	- lax enforcement	- stricter enforcement
● ELDERLY SINGLE MEN		
* Need to be Differentiated from Inebriants and Accommodated	- low income hotels	- provide more diverse housing opportunities
- visibility disturbing to downtown users	- lack of low income elderly housing	- develop recreational areas and social services located out of the main traffic areas.

ISSUE	CONTRIBUTING FACTORS	POLICY/ALTERNATIVES
● TEENS		
<ul style="list-style-type: none"> * Loitering - hassle people - "hanging out" concerns downtown users - muggings/crime 	<ul style="list-style-type: none"> - no supervised recreation center in neighborhood or downtown - high unemployment - early school dismissal 	<ul style="list-style-type: none"> - develop recreational, social service, entertainment facilities - promote job opportunities, especially in the downtown redevelopment area
● TRANSIENTS		
<ul style="list-style-type: none"> - visibility tarnishes downtown image 	<ul style="list-style-type: none"> - seasonal labor intensive - agricultural production process 	<ul style="list-style-type: none"> * Self Eliminating Problem - encourage year-round industry - encourage ranchers to provide year-round housing for their workers - reduce visibility of pick up/drop off transportation points
● MINORITY/DISCRIMINATION		
<ul style="list-style-type: none"> - getting started (capital) "redlining" - support services - neighborhood deterioration (near district entries) - transportation - unemployment 	<ul style="list-style-type: none"> - racism - competition among minority groups - competition with mainstream business community - existing attitudes, policies, procedures and the distribution of revenues discriminate against minority groups and restrict opportunities for and access to improvement of minority communities 	<ul style="list-style-type: none"> - provide venture capital to merchants - encourage financial institutions to locate in minority communities - enforce Community Reinvestment Act in minority communities - increase loan accessibility to minority businesses - set up high risk loan pool for construction bonding

ISSUE	CONTRIBUTING FACTORS	POLICY/ALTERNATIVES
		<ul style="list-style-type: none"> - implement affirmative action programs - street trees - public utilities - expand public transportation service hour and routes - encourage private/public partnerships within the Urban Development Action Grant (UDAG) program - increase participation in Small Business Association (SBA) - increase participation in Office of Minority Business Enterprises (OMBE) - aggressively seek new construction, moderate rehabilitation and Section 8 housing programs - maximize human services programs by coordinating city and county participation
<hr/>		
● LACK OF SECURITY		
- fear	<ul style="list-style-type: none"> - hostilities of undesirables - too little public use of the downtown - lack of adequate police "presence" and protection 	<ul style="list-style-type: none"> - remove undesirables from the downtown area - develop better surveillance strategies - provide new activities and businesses, especially those which encourage evening use

ISSUE	CONTRIBUTING FACTORS	POLICY/ALTERNATIVES
● GENTRIFICATION		
- displacement	- increased attractiveness of a revitalized downtown	- provide low-income housing opportunities
- psychological and social impacts	- "No Growth" policy for north Stockton	- monitor flow of upper-income people into the downtown
	- increasing transportation costs	- work to create a mixed-income downtown environment



Growth Management

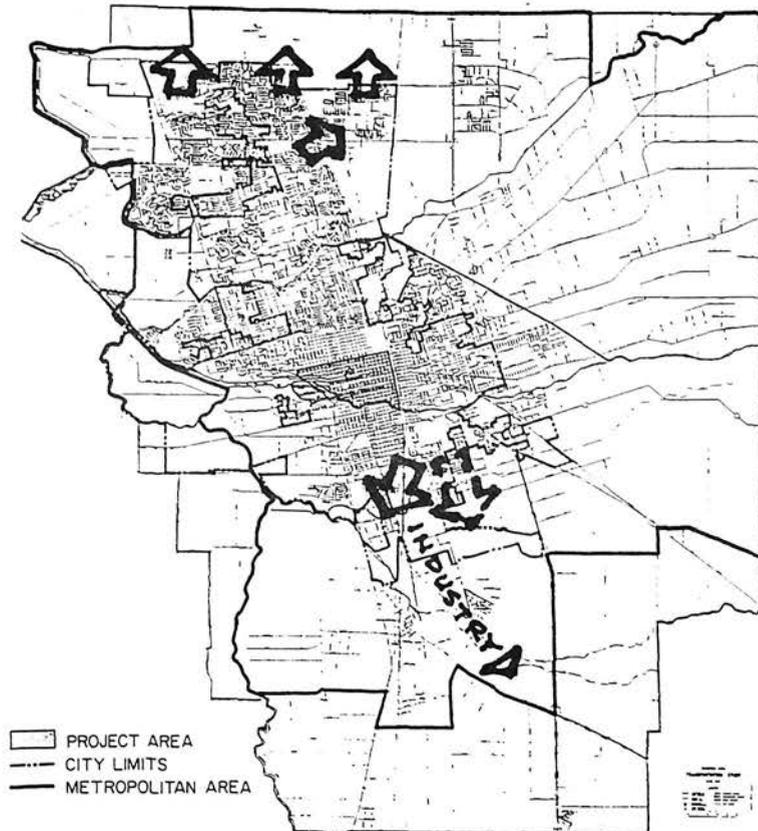
A municipality's decision-making regarding development and growth becomes a footprint of that city's identity. Stockton is no exception. Its existing land use distribution is not only a causative factor in its present downtown district needs but also reflects the history of the city's development psychology.

PAST DEVELOPMENT STRATEGY AND RESULTING DILEMMA

Stockton has suffered from a lack of sincere dedication to rational planning, both long- and short-term, to protect the crucial elements of its own identity. Lacking strong planning leadership on the part of its elected officials, no strong growth control measures were taken to restrict the massive residential expansion north of the Calaveras River. Instead, "planning" has occurred on a case-by-case basis as specific development plans were proposed. Few proposals have been denied.

As a direct result of the unrestrained extensive development to the north, the central city has lost the opportunity to capitalize on the pressure for development which has occurred in the Stockton area.

Concentration of development in north Stockton has hurt not only the downtown merchants but the population to the south. With attention directed to the north, the city's principal focal point, the Stockton Channel, has been overlooked. In addition, prime agricultural land surrounding the northern areas of the city is now under severe development pressure and is likely to be encroached upon. In a larger sense, the expansion



to the north has deprived Stockton and its people of a sense of unity. Residential neighborhoods are fragmented and decentralized. They surround a no longer vital downtown commercial district and an underutilized waterfront. Without a downtown functioning as a unifying force, segments of the population have become physically separated from each other, unaware of their place in the city as a whole.

PLANNING AND ZONING CONSTRAINTS

In 1978, the City Council of Stockton adopted a General Plan, including a land use element and map to comply with state law. The land use map reveals a general attempt to depict existing uses and not to undertake a serious planning effort. It contains glaring instances of irrational and haphazard planning. For example, the north bank of the downtown channel area is proposed for a mixture of residential and industrial use. Not only are industrial and residential uses obviously incompatible adjacent uses, but industrial use of this principal focal point will seriously detract from any downtown revitalization.

The present zoning code has serious deficiencies as well. It allows for cumulative zoning districts and thus undercuts any effort to plan for distinct residential and commercial uses. It contains too many zoning districts not necessarily geared to present development activity. An even more serious problem is the lack of standards for use permits. Although some discretion is desirable, an overabundance of discretion invites political pressure on the Planning Commission.

Finally, the zoning map is not in all cases consistent with the land use plan map and, again, points up the city's lack of meaningful reliance on planning as a tool to guide its future.

A PLANNING DIRECTION FOR THE FUTURE:
REDIRECTED GROWTH

At the moment, Stockton is interested in taking stock of its history and its present development problems. It has demonstrated a recent desire to effect real solutions. The time is ripe for a major planning effort directed at the downtown as well as those other areas of the city which will impact directly on any hopes for a revitalized downtown.

The R/UDAT team has proposed a plan for developing the waterfront and Downtown areas of the city. In order to ensure that the R/UDAT proposal or any other downtown plan succeeds, the city must decide to pursue a "get-tough" policy toward any additional development north of the Calaveras River. It is especially important that no commercial or professional office uses be allowed in that area because if redirected Downtown, such uses will provide the economic base for that development Downtown. To the extent that the city hopes to see residential uses in infill areas and in the Downtown, it must also redirect residential development away from the northern part of town.

Measure A has excluded from Stockton's planning jurisdiction those large areas of undeveloped land which are contiguous to developed areas in north Stockton. Nevertheless, the city will experience severe pressure in the future to develop those excluded areas. To a certain extent it must rely on the county to respect the wishes of the citizens of Stockton as reflected in Measure A and to redirect growth toward undeveloped areas within the city. A working dialogue between city and county planners on the issue of redirected growth is essential to successfully forestall development to the north.

Instead of continuing development in the north, further development in the southern end of the city, in addition to development downtown, is important to a fully redirected growth effort. Pressure for large residential subdivisions should be redirected to southern areas. Low- and moderate-income neighborhoods in the south as well as the east are essential to the needs of Stockton's population. Therefore, the city, while redirecting growth to south Stockton, must take steps to protect existing neighborhoods already there. Similarly, the city must encourage the retention of the existing older housing stock close to the downtown area because it provides needed low and moderate income rental housing to the community.

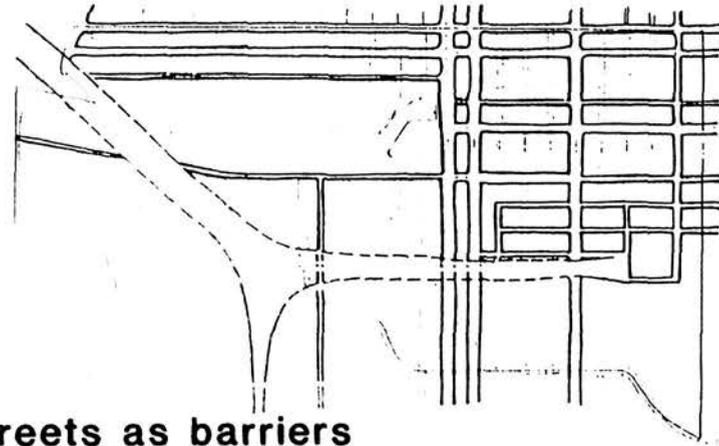
In order to ensure that growth is redirected and proceeds on a course beneficial to the city as a whole, Stockton must make rational planning a meaningful concept here. As part of that process, it should pursue the following goals:

- . review zoning ordinance
- . adopt standards for use permits
- . review land use map
- . preserve existing residential areas
- . preserve view and recreational use of the Stockton Channel
- . Create a rational plan for future industrial lands which does not adversely impact existing residential areas or efforts to make the Channel a key focus for downtown revitalization
- . respect the integrity and value of adjacent agricultural lands
- . make zoning consistent with land use plan

PHYSICAL CONCERNS

There are a number of environmental issues which we have addressed ourselves to. They relate to the success of an environment at a place to be, to parts being personal expressions and experiences and still contributing to the wholeness that makes the Downtown.

Stockton is a complicated city with complicated issues in its Downtown. Once we had understood something about how it worked, we felt that we had to make some comparisons of ways to approach it as a problem to be solved. The following is a discussion of how to proceed and is intended to clarify problems and how we responded.



streets as barriers

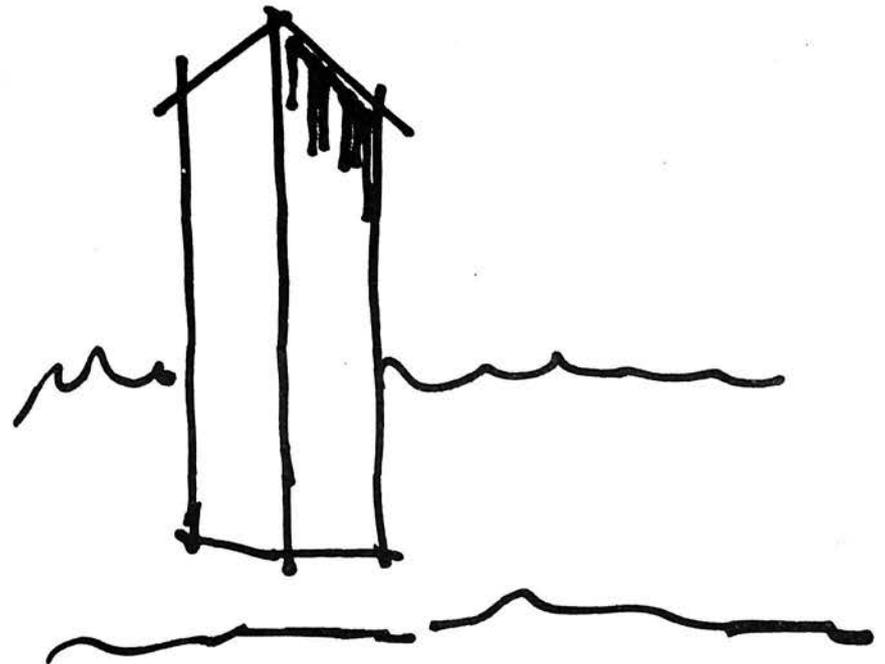
Streets act as pedestrian barriers, the wider the street, the more the vehicular traffic the more difficult and discouraging it is to cross.

Building as Context



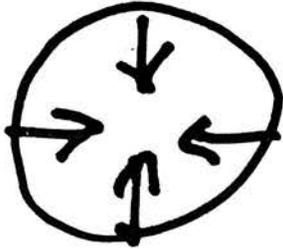
A city is a world of connective and supportive experiences, the density being the reason for people being there. The downtown experience is a background for activity, for even denser gatherings. The city must be a continuous experience.

Building as Object



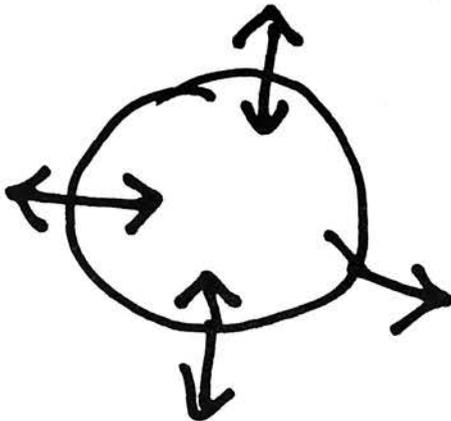
Single buildings, detached from their context, are usually at odds with the city experience. They isolate themselves visually and in walking distance.

Disconnective Node



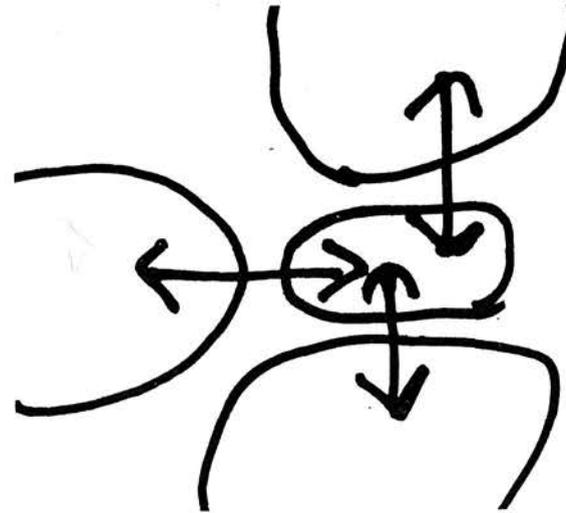
A city node that becomes an internalized enclave does not offer its neighbor activity support or get it.

Interactive Node

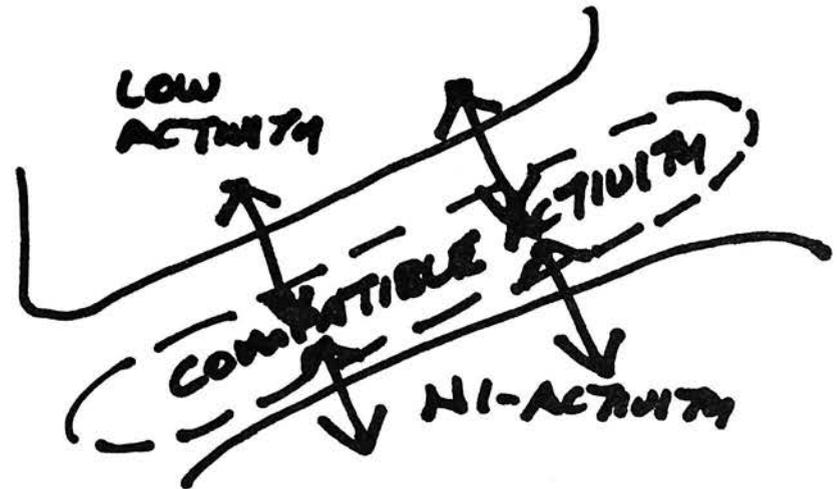


A city node that interacts with its neighbor offers the opportunity for mutual support or activities.

Zonal Reinforcement

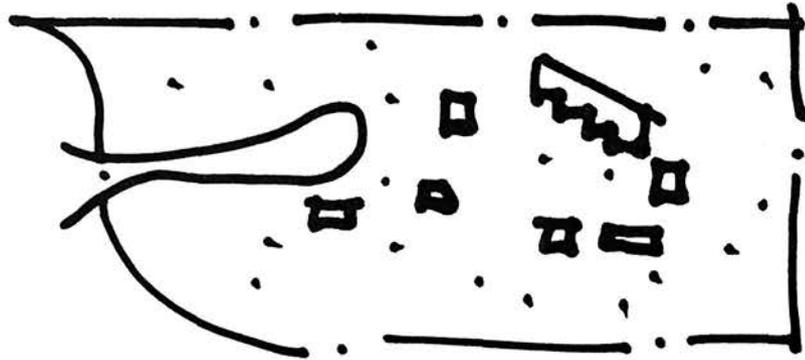


Buffer



Activities or uses that do not work well together should be separated by an activity that is compatible with both.

Landmark



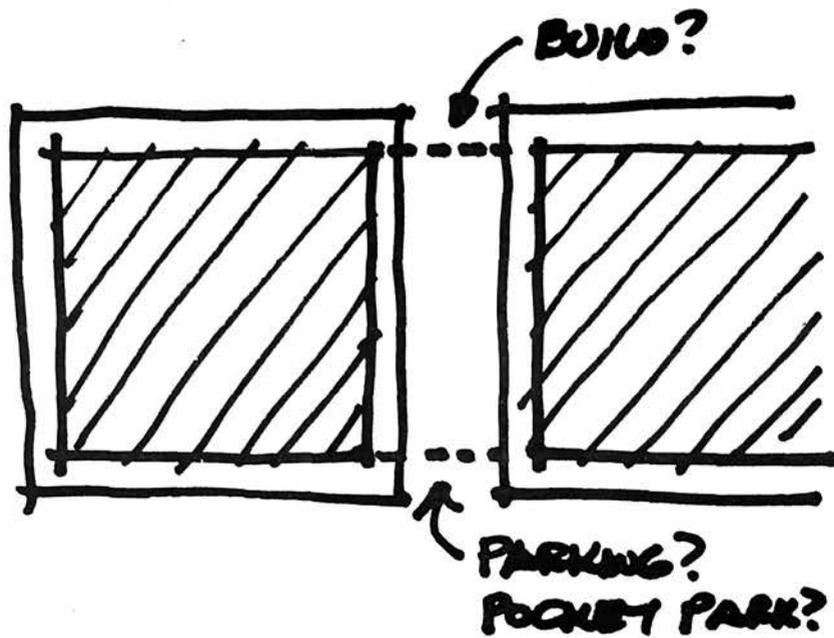
Experiential Square



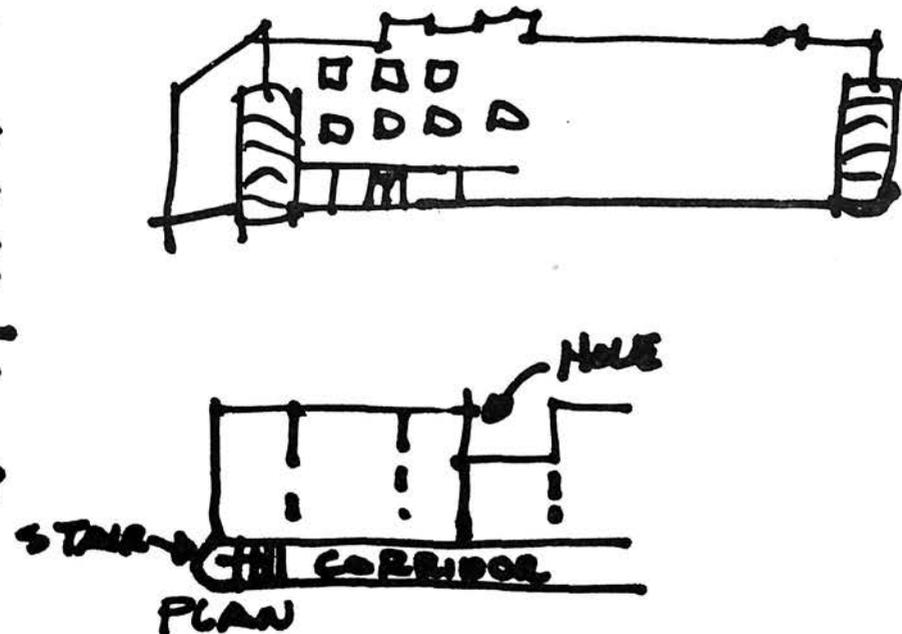
Landmarks serve as orientation devices and help make the City comprehensible. They can be buildings or other memorable objects.

A City experience goes from place to place, building expectations and comprehension and offering alternatives that we enter into.

Small Blocks



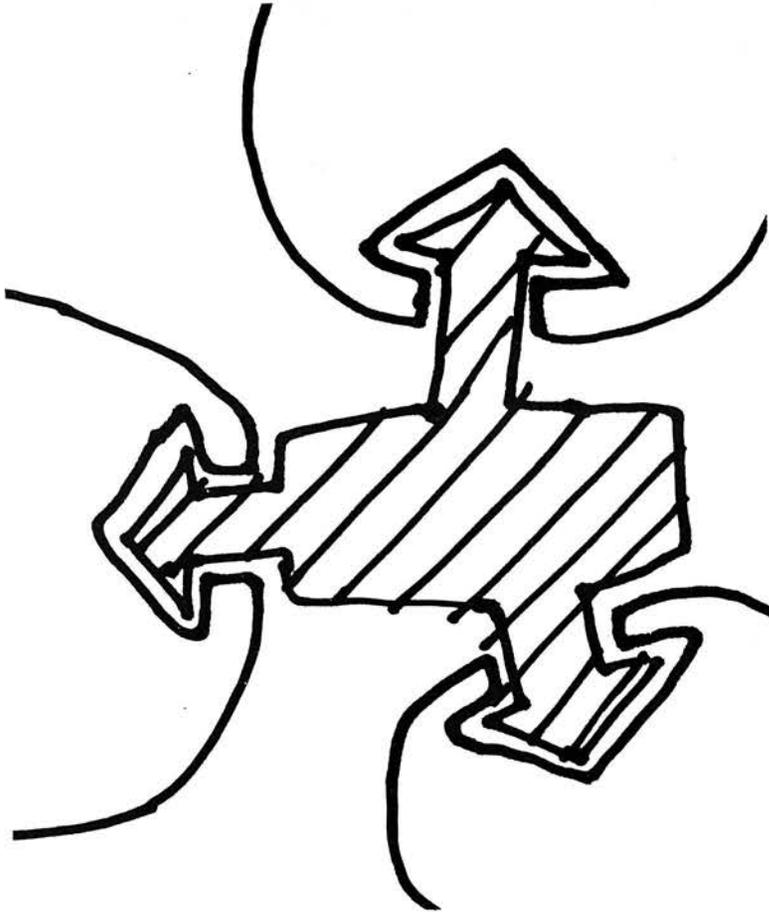
Block as Basic Increment



Stockton blocks are small, 300' x 300', and some portions could become parking areas or even be infilled. In some cases two blocks could actually join to become one block.

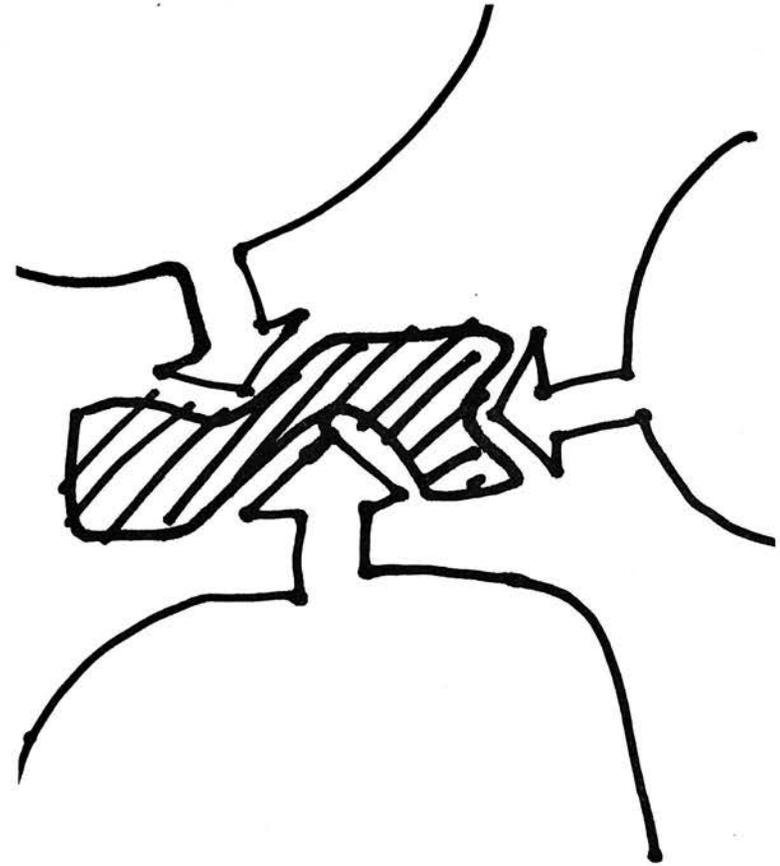
If a block is dealt with as an entity rather than a group of buildings, it offers possible opportunities that make other occupancies or more suitable space utilization.

Downtown as Separator



The city center, if it works, pour the other parts of the city together, since it acts as a common meeting ground and transition place.

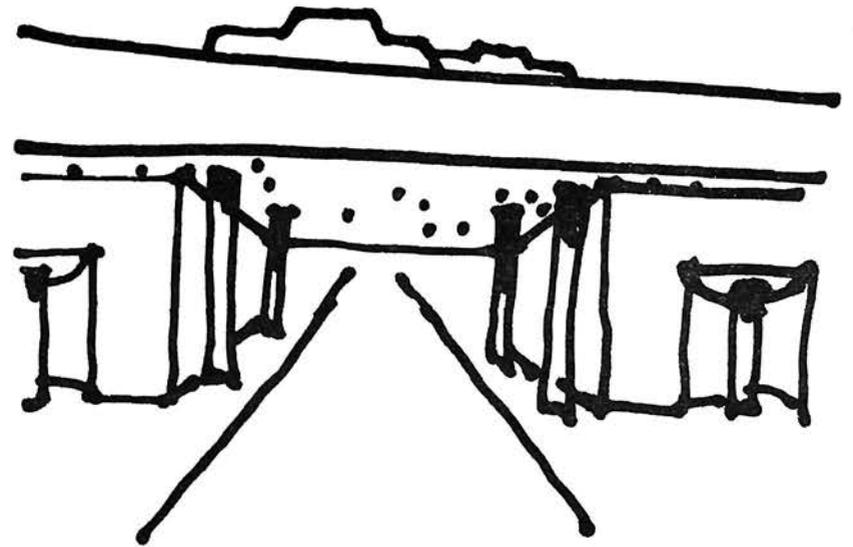
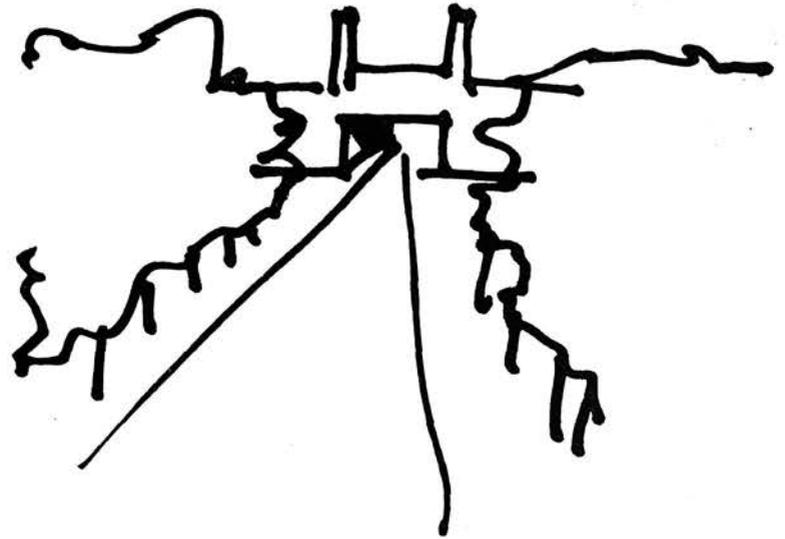
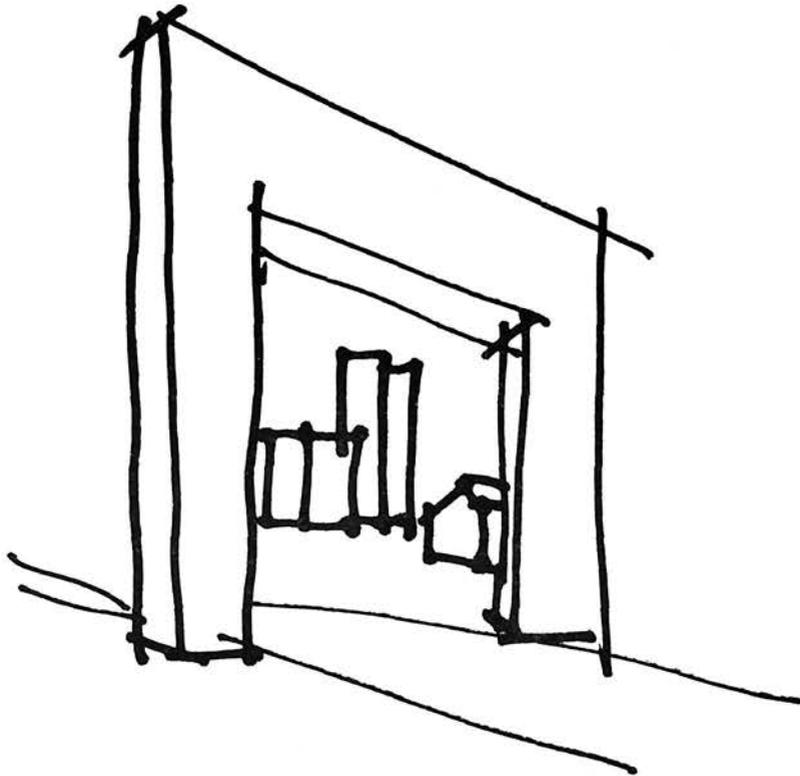
Downtown as Joiner



The city center, if it works, pour the other parts of the city together, since it acts as a common meeting ground and transition place.

Entry

Defining entry offers orientation, the security of knowing the limits of an area, or coming and going as a reassuring experience. Making a pleasant experience or entry reinforces expectations and supports the transition experience.





PROPOSAL

Proposal/General Description

The physical proposal is comprised of six major components which are discreet and "dualable" and which together form the basis of a physical renewal of Stockton's downtown. These projects attempt to consolidate the downtown to provide comfort, convenience, pedestrian amenity, accessibility, and reinforcing conditions.

CHANNEL AREA

North Bank: The north bank refers to the north side of the ships channel between the water's edge and Fremont Street, bounded on the west by Interstate 5, the waterfront redevelopment area along the south bank of Stockton Channel and Weber's Point. The focus of the north bank area is upon high quality and unique residential development, a park like setting, and public accessibility to the water. This is a unique development area intended to capitalize upon one of the community's primary physical resources...its waterfront. The north shore has developed as a series of cul-de-sacs with garden apartments achieving densities between 20 and 35 dwelling units per acre. Parking and service is achieved by cul-de-sacs from the north conserving the water's edge as a public promenade for strolling fishing, moorings and other recreational pursuits.

South Bank: This area is comprised of the 70 acre mixed use redevelopment area, based largely upon the city's existing plans. High rise residential enclaves are proposed at the point northwest of Weber Avenue and surrounding the existing warehouse structure in the middle of the area. The market for high rise towers reportedly does not yet exist; it is anticipated in response to the general growth patterns and dynamics of the

city and the major public improvement programs which are here reported and described. These residential units could achieve densities as high as D280 units per acre, located in twelve to twenty story towers. They command sweeping views of the waterfront, the downtown and even the mountains to the west. They are a unique alternative to the existing suburban fabric. Each unit is provided with a large outdoor garden terrace or balcony, ground level recreational facilities, including water access and moorings, a city park setting major green space and appropriate security and services attendant to such settings and life styles. A mix of luxury and modest income units is envisioned consistent with market demand and financing opportunities.

Office buildings, limited commercial retail are recommended for warehouse plaza district. Housing especially targeted for the elderly and minority communities is to be an integrated part of this plan--not separated locationally or physically from the site. The passive recreational facilities include sports courts, limited ball fields, strolling and sitting areas, a fitness trail, and public promenade connecting to the north shore via Center Street.

Parking is achieved in a combination of surface lots and landscaped garages. The roofs of the garages are proposed for tennis, health clubs and other recreational pursuits.

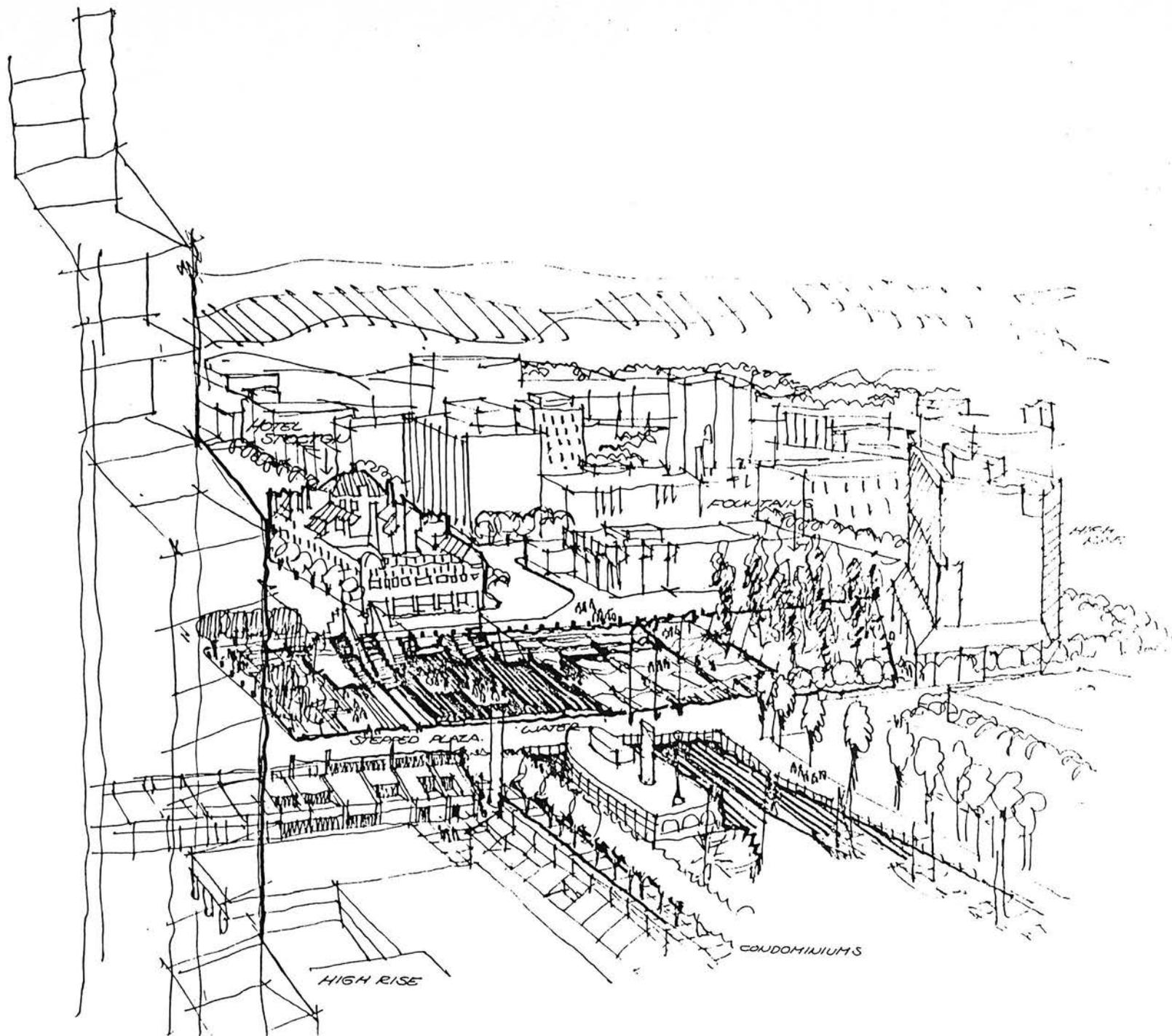
Weber's Point: This is the jewel in this redevelopment setting. It is proposed as an island at the eastern edge of the Channel. The

island is achieved by excavating a channel in the north/south direction to connect the existing channel ends. Access to the island is provided as a focal point at the western terminus of Miner Avenue. The proposal calls for demolition of the existing service station, a nonconforming use, and a combination of townhouse, garden apartment and high rise condominium type dwellings at and near the water's edge on the existing available land. As a long term recommendation, the existing Holiday Inn is to be revised and integrated into the proposed new fabric of Weber's island. A major public promenade is proposed to connect the south and north banks along the water's edge. An informal terraced landscape connects the street level at Center and Fremont Streets with the water's edge. These informal terraces command a dramatic view of the southwest along the north fork of the channel to the warehouse and mixed use development on the south shore at the bridge entrance. A site west of the bridge is proposed for a sculpture or other feature to provide a visual terminance for Miner Avenue and as an important focus for visitors and residents to the area.

A major civic amphitheater and plaza is proposed in the block bounded by Weber Avenue to the south, Channel Street to the north, and between El Dorado and Center Streets to the east and west, respectively. This area is currently utilized by a service station and parking lot. The plaza is seen as the "there" where its citizens of every descrip-

tion might meet. The existing parking area, which is constructed on piles between the bridge and El Dorado Street, is to be demolished. The proposed design steps from street level down to water level, recreating an historic condition of the Stockton of old. It is a hard, durable and urban space. There is a terraced amphitheater, a multi-use plaza which focuses on the water. It is "programmable", that is, it is proposed as an urban state, a civic place which is designed to host outdoor concerts, civic celebrations, festivals, fairs and other scheduled events. It is capable of holding several thousand people comfortably and yet is designed to be appropriate for small gatherings and individuals who might stroll here, or visit because this is where the action is. It is intended to reinforce the proposed revitalization of the Hotel Stockton as a mixed use commercial retail center similar to San Francisco's Ghirardelli Square. Movable platforms are proposed at stages within the space, where the performers and spectators come in close but controlled contact.

South of Weber Avenue, another area currently used as parking for approximately 200 spaces, is the corollary to and part of the amphitheater area. It is the Stockton waterworks. It is conceived as an urban paved plaza which can be flooded to provide a seductive appeal of water in a shallow pool or it can be drained to provide a usable hard open space for fairs and festivals. It provides a visual and functional link between Weber's Island and the Weber Avenue and Main Street pedestrian precinct which is already in existence.



The Waterworks: This is envisioned as arrays of spray jets and fountains, designed flush with the pavement, which when operating will send jets to various heights. These fountains can be programmed electronically to operate at various heights and to "dance", like a water ballet. It is conceived that a local musician or visitor might "play the fountains" due an artistic effect like chimes or a musical instrument. This area, in particular, along with the other channel areas described, would bring tourists to downtown Stockton, would provide increased touristic potential for downtown Stockton from several states. It would be a unique urban attribute, to our knowledge not found elsewhere in this form anywhere in the United States.

THE FINANCIAL DISTRICT

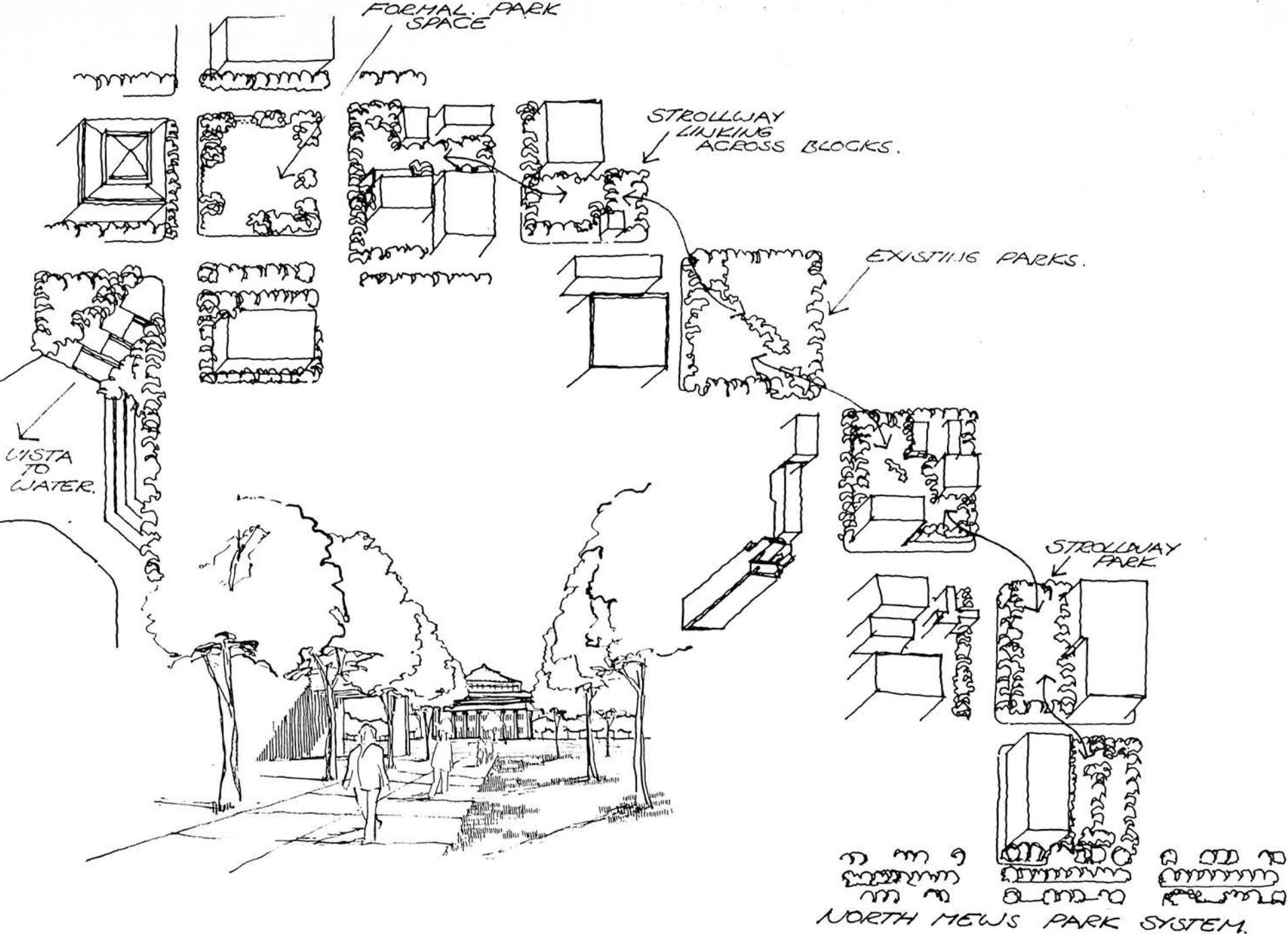
The financial district is the area bounded by Center and El Dorado Steets on the east and west and the Crosstown Freeway to the south and City Hall to the north. The financial district is primarily intact as it exists. Proposed only are some streetscape improvements in order to consolidate the district visually and to provide some sense of pedestrian amenity in order to improve the edges of the existing surface parking lots. Over the long term, it is anticipated that some of these lots might well become parking garages upon which will be developed new institutions that can create a stronger edge and, therefore, a more dramatic entry into the channel area at Miner and Weber Avenues and along Main Street.

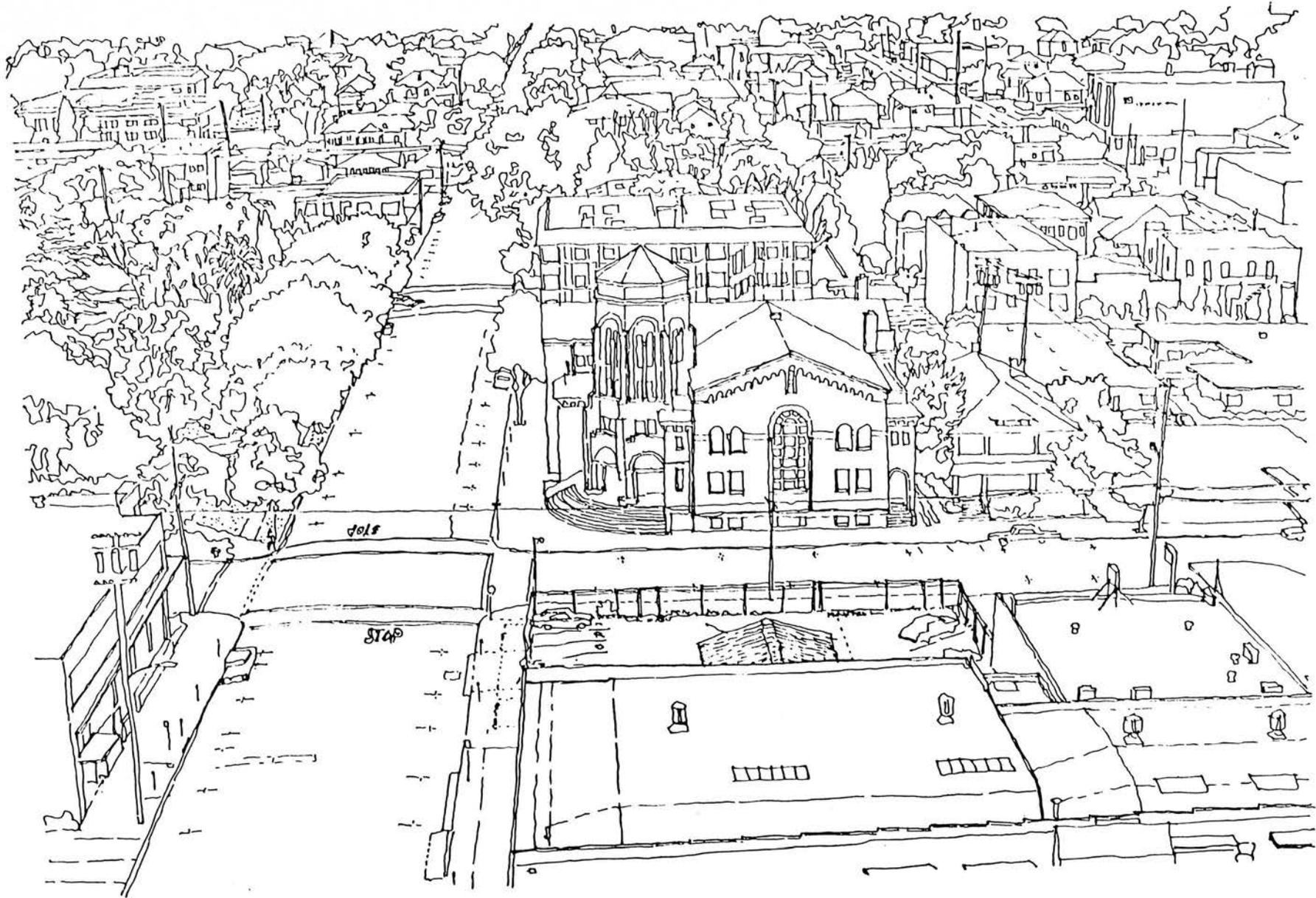
THE CIVIC CENTER

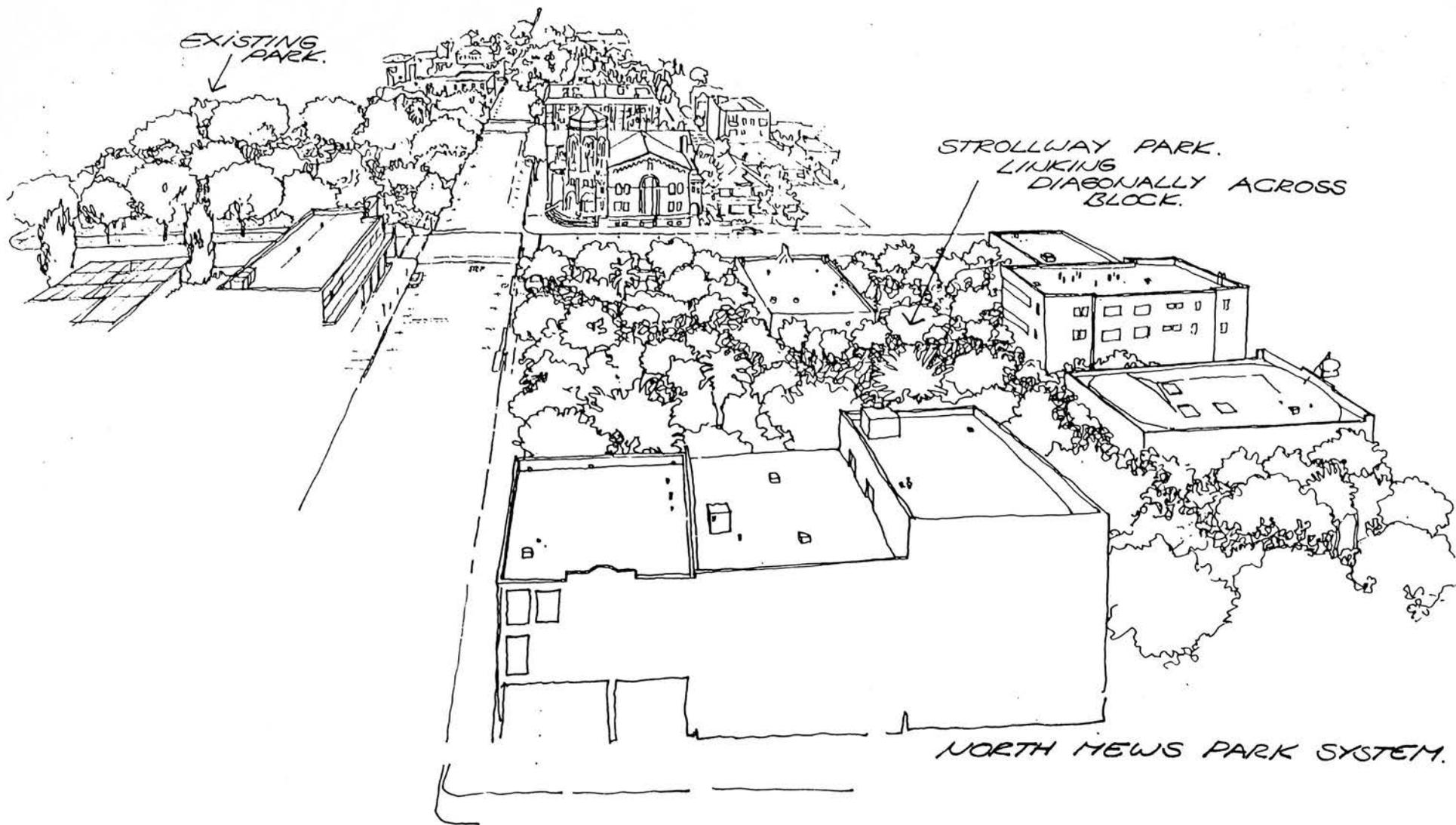
The civic center is the existing area between Center and El Dorado, Oak and Fremont. It is the site of the Civic Auditorium, Public Library and City Hall. The civic center is a passive green space, intended to beautify and provide an elegant setting to the existing municipal structures. Proposed are modest improvements in the square and along its periphery in order to enhance the sense of enclosure and existing structures.

NORTHSIDE MEWS

Extending east from the civic center square are proposed a series of strollways or pedestrian mews interconnecting "infill" residential development diagonally from the civic center southeast toward the proposed and consolidated new shopping district. Northside mews is a conceptual prototype for reintroducing small enclaves of diverse and relatively dense infill housing into soft or transitional areas of the downtown. Northside mews, like all proposed projects, depends upon a marriage of public and private actions in order to achieve a desired result. The mews is a small scale pedestrian way, in places not wider than 12 to 15 feet, brick paved, and landscaped to provide mid-block spine or pedestrian link around which residences will be clustered. The mews is to be constructed at public expense as an incentive to the private sector so that the clustered houses will have a uniform and integrated pedestrian link with the major subcenters of the downtown area. Envisioned are clusters, in some cases, of fewer than







12 dwelling units comprised of terraces, garden apartments, and limited townhouses, not to exceed four stories. Achievable densities in these clusters are in the range of 15 to 25 dwelling units per acre.

The Northside Mews is a technique for absorbing land, in this case water related, as the land use shifts and evolves due to forces outside the city's control. In the case of the auto related district several plans have been proposed involving mass migration of such uses to a location deemed to a more accessible location outside the downtown. Fear has been expressed by community leaders and neighborhood groups regarding the potential impact of such mass evacuation of these very important "close in" residential enclaves.

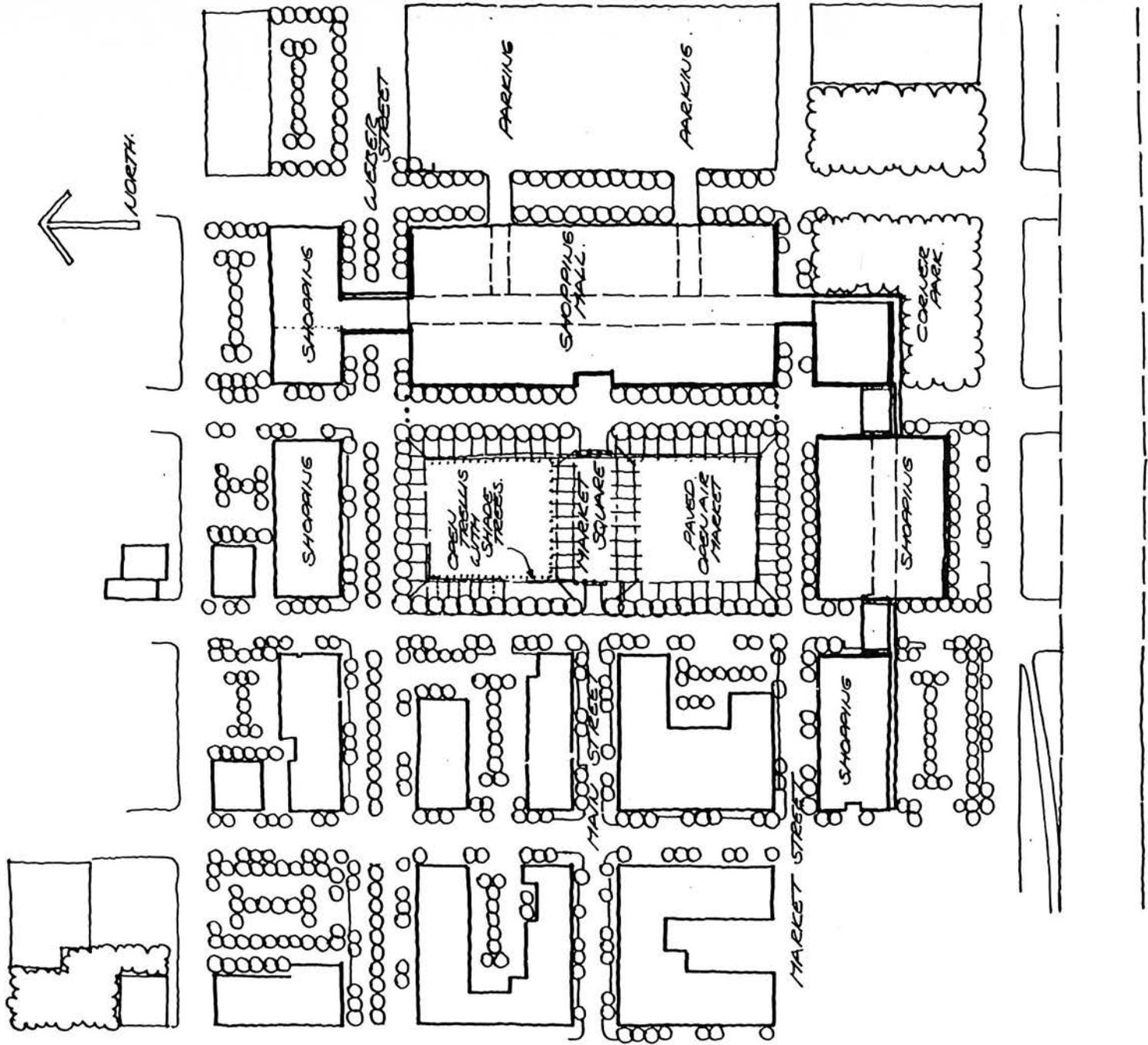
The mews, as illustrated in the plans, proceeds east from civic square one and one-half blocks, then turns southeast on a diagonal through Fremont Park, crossing Miner Avenue and turning south into the proposed revitalized and consolidated retail shopping area.

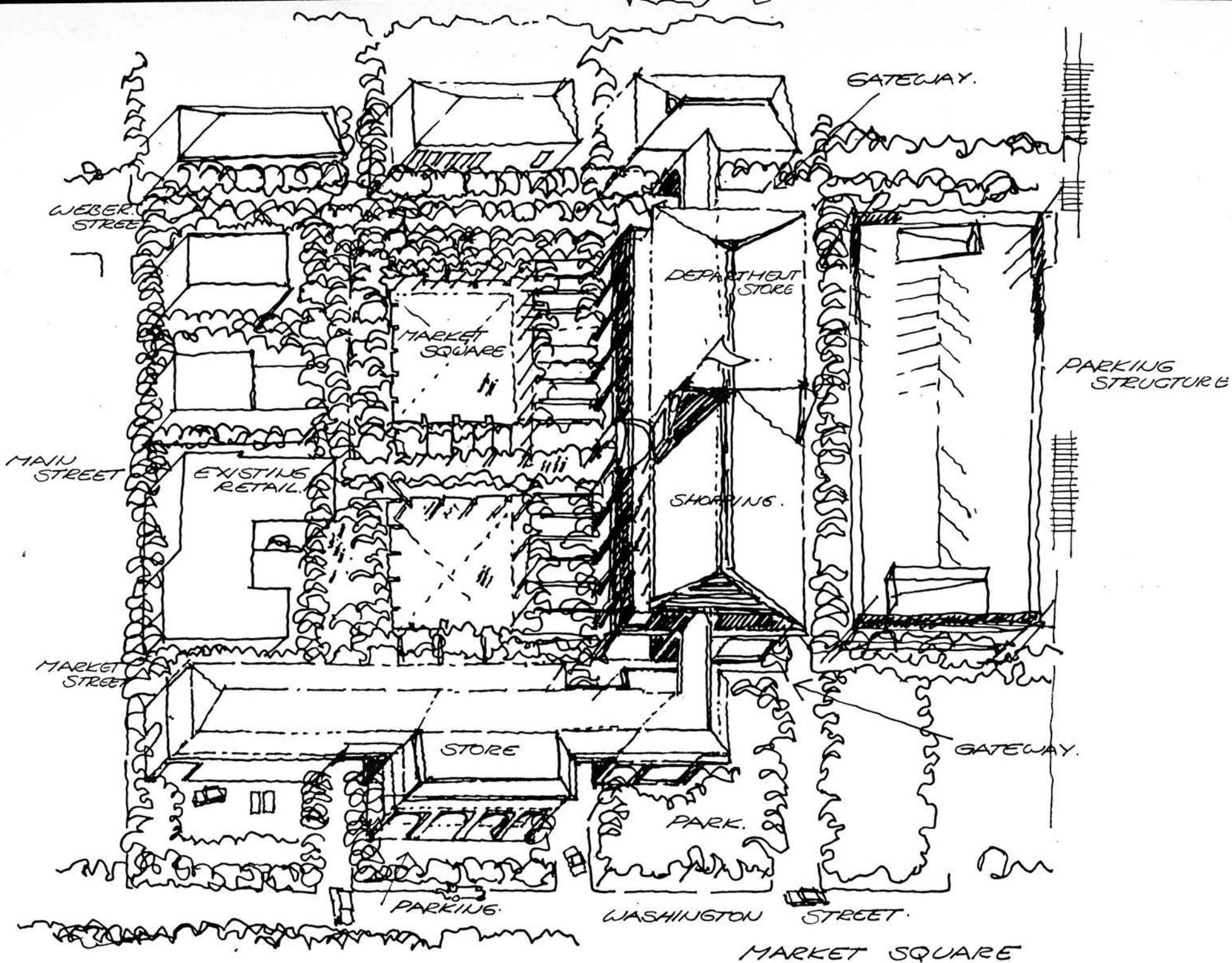
The pedestrian experience here is unique, isolated from the automobile except at street corners and semi-private in nature. This technique provides high quality residential neighborhoods, privacy, security, and human scale and amenity--all at a moderate density appropriate to this section of Stockton. It is also intended to stabilize the edges of the older and sometimes deteriorating neighborhoods which ring the central business district. This stabilization is seen as an essential component in the overall redevelopment of the downtown.

THE RETAIL SHOPPING PRECINCT

The proposed consolidated retail shopping precinct is emphatically not a shopping center in the suburban sense. Neither is it intended to compete with Stockton's existing shopping malls. Rather, the intention is to build upon the resources of the Weber, Main Street, Market corridor to support and reinforce, to the extent possible, existing viable businesses. There are viable retail facilities in place which are vital to the process of strengthening the overall downtown. There are also inappropriate land uses and deterioration which have dilatoriously affected the district socially and perceptually. The actions commended here are specifically focused on coalescing and reinforcing the positive forces in order to bring about a gradual and complete restoration of downtown.

The district comprises a 12 square block area between California and Aurora Streets on the west and east, respectively, and bounded by Channel Street on the north and Washington on the south. The components proposed to be included are a two block market square between Stanislaus and Grant on the west and east and Market Street and Weber Avenue on the south and north. This market square is a flat paved area which can be used as surface parking when the market is closed or other scheduled activities are not on going. This two block area is bounded by a wooden trellis to give it spatial definition and to serve as a support for brightly colored canvas canopies, lighting, etc. The stall areas provided by the trellis will be made available to farmers and other participants whose trucks and vehicles can be pulled directly beneath the trellis. Farmers Market Square is designed to accommodate a







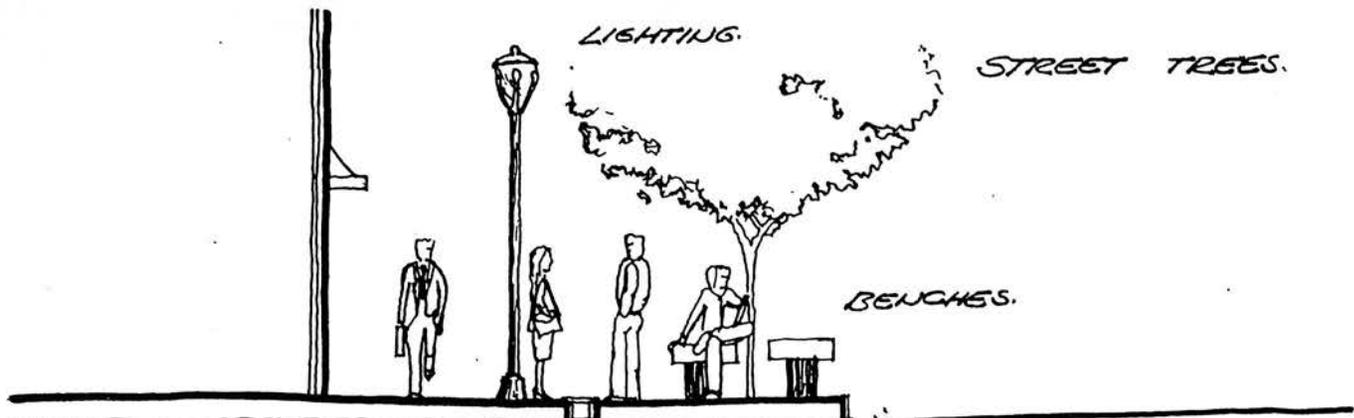
NEW STREET TREES.

NEW SIDEWALK.

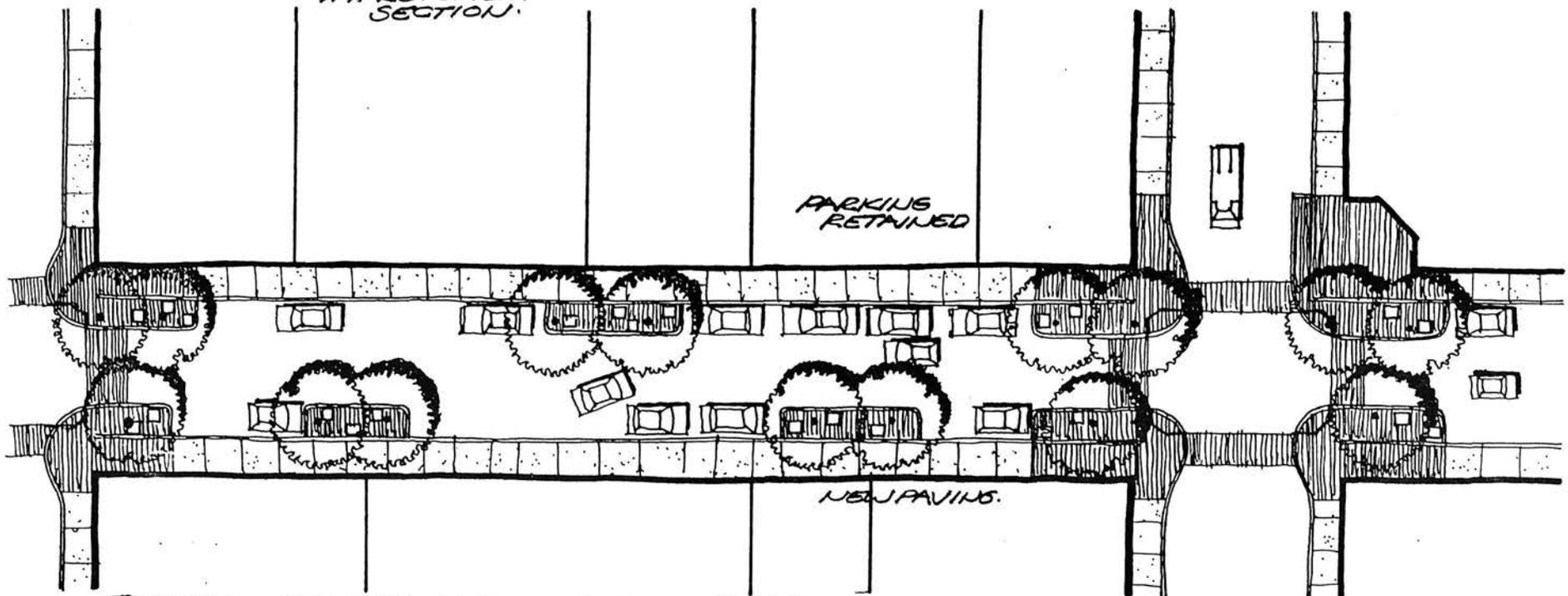
EXISTING PARKING.

MAIN STREET

NEW SIDEWALK.

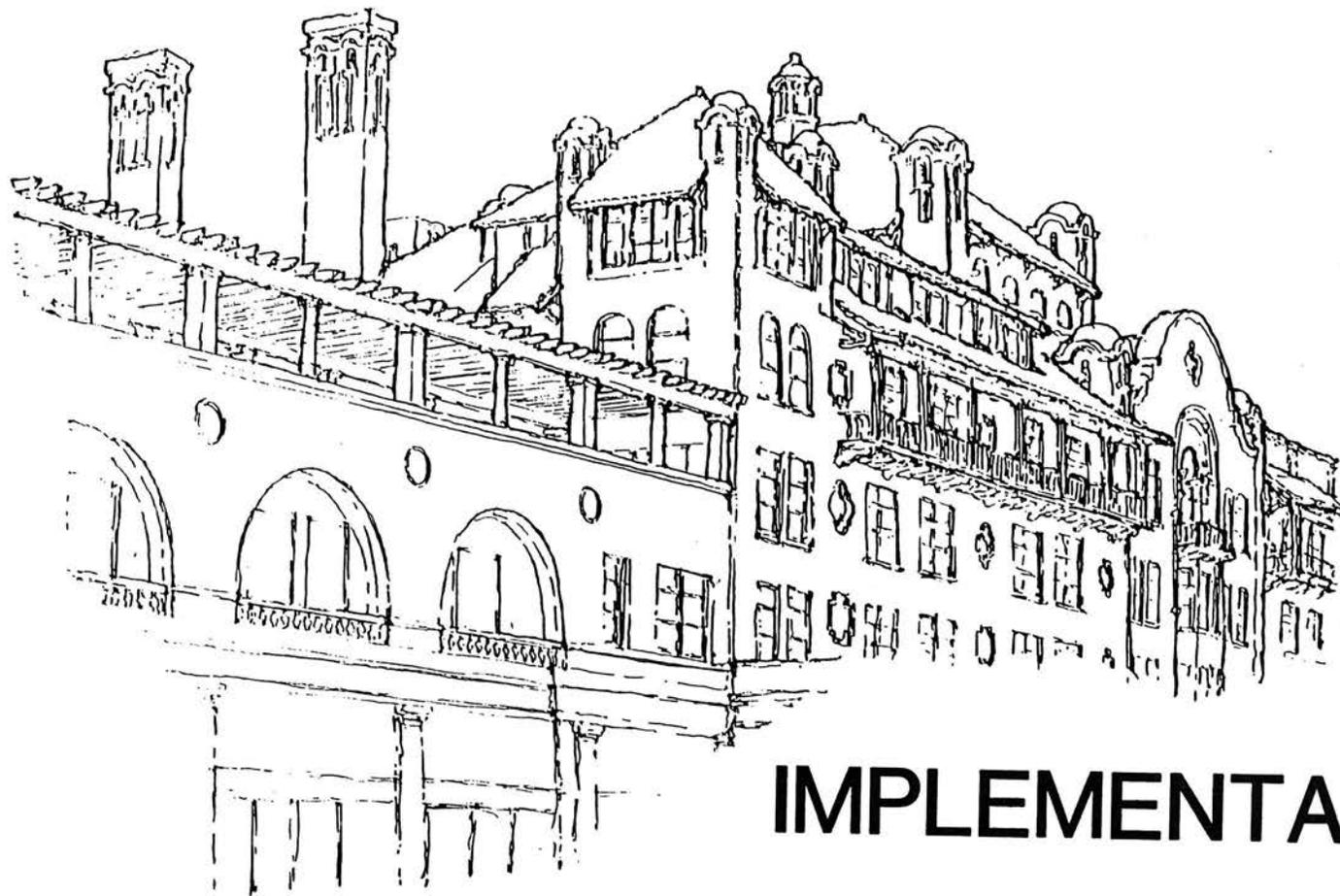


TYPICAL SIDEWALK.
IMPROVEMENT
SECTION.



TYPICAL STREET IMPROVEMENT PLAN.

PROTOTYPICAL
SIDEWALK.
IMPROVEMENTS



IMPLEMENTATION

Plan Adoption

in order to effectuate the Downtown Plan presented here, or any similar plan for Stockton's downtown district, certain fundamental procedures must be followed so that such a plan attains legal status. First, the Downtown Design Plan must be adopted by the City Council as an amendment to the General Plan for Stockton. Adoption of the plan will not mandate development consistent with it, however, until the requirements of the plan are reflected in Stockton's zoning code and map.

A new zoning district must be created for that precise land area bounded by the plan. It can be denominated the Stockton Downtown District. The zoning map must be amended to show the new SDD zone. In addition, we recommend that serious attention be paid to the text provisions which will govern development within the SDD zone. Permitted uses can be assigned based on a specific design plan which, after careful planning and study, is determined to be desirable. However, developers may find it difficult to adhere to the city's preconceived plan and for this reason the city should consider regulatory strategies which provide flexibility within limits which will not radically detract from the revitalization strategies and phasing program. Such flexibility provisions must be expressed in the zoning text.

Regulatory measures governing development in the SDD zone should include landscaping, parking and site review standards. Design control can be an important development control in the downtown but to be effectively employed we recommend the addition of an urban designer to the city's planning staff. Bonus/incentive packages for development should be thoroughly explored and utilized where practical.

Potential Legislative Mechanisms to Study for Conformance to State Law

Land Writedown Formula. The ability to writedown land value to zero is a desirable inducement if moderate and middle-income housing is to be made possible in the Downtown. The resulting temporary loss of tax revenue will be more than recovered by the increase in sales and use taxes paid by the new residents. The benefit derived in the form of future taxes can and should be accrued to the people through public reinvestments of such funds for additional downtown development or maintenance.

Equity Insurance for Downtown Neighborhood Properties. In the same manner that FHA guarantees mortgagors or that other private instruments protect mortgages, the city can provide equity insurance to those businesses and homesteaders it wishes to attract back to the Downtown. In the event of a collapse of interest in revitalization or a failure by the city to provide adequate security, schools and other necessary infrastructure, the equity of the investor willing to chance the dreams of revitalization would be protected. The returnee cannot lose--truly an incentive and neither can the city.

Homesteading Grant for Moderate and Middle-Income Families: Experimental Demonstration. The redevelopment authority can purchase salvageable and/or historic units presently in disrepair and then advertise those units for resale at token prices for families able to commit themselves to living there and providing the equity (cash and sweat) to

improve the unit to meet codes. Those approved purchasers in need of funds can be assisted by direct grants.

Long Term Real Estate Tax Limitations To Current Values And A Deferral Of Increased Appraisals Due To Rehabilitation Of Existing Structures. The city should agree that improved commercial and residential properties in the Downtown will be protected from reassessment for a period of ten years. Only then would the property be assessed to its cost. This type of attractive offer could be made to those property owners who show proof of improvement efforts over the same period of time and thus deserve to have their assessed values deferred.

Interest Subsidy-Tandem Plan. In order for small shopkeepers and landlords to compete in the downtown area with the huge development malls to the north, a mechanism for interest subsidy is suggested. The tandem plan is one such subsidy program and is supported by community development block grants, bond issues, or from general funds.

Interest rates paid by major developers even in today's tight money market are not much more than 12%. The developer is in partnership with a major bank or insurance company and usually receives 100% financing and preferential interest rates.

The above concepts are modeled after published papers written by Harold K. Bell.

Clean Community Program

The Merchants Association, the Downtown Businessmen's Association and representatives of the various community and neighborhood organizations should form a clean community committee to maintain a continuous year-round program and to change community norms and habits with respect to trash. Several national organizations such as Keep America Beautiful have well-developed programs that can serve as models. A successful program will consist of several elements:

Select at least 25 unannounced places in the community where trash is highly visible on a regular basis. Systematically photograph such sites at regular intervals to rate progress shown. Form block associations to specifically attack localized street trash problems.

Select community representatives to visit businesses, hotels, apartments and block associations. Encourage property owners and block associations to keep all refuse in covered containers or securely tied plastic bags until picked up so that trash will not be carried throughout the community by the wind.

Provide sidewalk trash containers of heavy design (not readily turned over or stolen) near every intersection where businesses are located. Arrange for regular pick-up.

Require all trucks carrying trash or materials that generate trash be covered. Encourage the public to report instances of uncovered trucks.

Display signs with such slogans as "Downtown Stockton is cleaning up" on trash containers in businesses and in schools, community centers, churches, apartment buildings and at other appropriate places.

Sponsor poster contests in schools to enlist youth awareness and participation.

Vigorously enforce mandatory garbage service. Create and monitor alternative methods of disposal.

Require each business to make sure that all trash in its immediate area is cleaned up daily.

Encourage youth groups to salvage cans and bottles. As a source of funds for youth programs, organize a program for the sale of newspaper and other salvage items.

Give recognition to individuals, hotels and organizations by establishing a system of regular progress reports and monthly awards.

Cooperate with block clean-up programs sponsored by city and community organizations to clean up yards, sidewalks, streets, vacant lots and alleys.

Continuously publicize clean up efforts through newspapers, organization newsletters and posters to make all who live or work in the area cleanliness conscious.

Activity Programming

The physical revitalization of downtown can be seen as a stage. For it to come alive it needs actors and a stage manager. Without someone with formal responsibility for identifying individuals, groups and activities that appeal to various segments of the community and who knows how to promote, coordinate and sequence these activities, even the best physical design will remain underutilized. Therefore, we recommend that the City of Stockton in cooperation with the Downtown Business Association and leaders from the total community appoint a paid activity coordinator for the downtown area.

MINORITY BUSINESS OPPORTUNITY

As proposed, the downtown area will undergo substantial changes during the next several years with heavy governmental and private investment. We strongly recommend that the city make special efforts to include opportunities for small and minority businesses in this process. Many mechanisms are in use throughout the country, ranging from special set-asides in major programs to direct assistance for business development.

Our concern extends beyond the construction phase of the development process to include retail and service opportunities in operating areas. This will further the Downtown concept and permit a broad range of Stockton citizens to participate in the benefits of a revitalized Downtown.

ESTABLISH A MINORITY AND SMALL BUSINESS ASSISTANCE PROGRAM

Stockton Chamber of Commerce should (in order to maximize participation of minority and women within the Chamber) establish a sliding fee scale for the purpose of membership.

Presently, the Small Business Assistance Program and the Office of Minority Business Enterprise are located in the regional area office in San Francisco.

To maximize their potential, the City of Stockton must establish an office of small and minority business assistance programs through an allocation of Community Development Block Grant Program (CDBG) monies, for the purpose of coordination and implementation of these desperately needed programs or lobby for a branch office.

Economic Implementation

PUBLIC-PRIVATE PARTNERSHIP

The development proposal advanced here - and, indeed any development plan adopted by Stockton for the downtown will require a partnership between the public and private sectors. Public investment to encourage and facilitate development is justified only if it triggers private investment in the community in response. As a first step, the private sector - property owners and tenants, the business and financial community - must be prepared to make a commitment to private investment sufficient to justify the expenditure of public funds. Similarly, the public sector - elected officials at the local and higher levels of government - must be prepared to respond to private investment by undertaking further appropriate public improvements. This public/private partnership must continue throughout the development process. The initial commitment to invest by both sides will be the most difficult; thereafter, economic forces will begin to act that will make continued public and private investment in the Downtown mutually beneficial ways - a matter of course.

Our proposal envisions substantial physical changes to the downtown streetscape, the cost of which must be shared between the public and private beneficiaries. Special cost benefit analyses of these improvements are provided. Bond issues for a special assessment district should be programmed to meet anticipated public work improvements costs (see analysis attached).

PUBLIC IMAGE/PRIVATE PERCEPTIONS IN THE DOWNTOWN

Implementation of the development plan will require an effort by the Stockton community as a whole to change its image in the eyes of developers, investors, potential residents and potential office and retail tenants. The present perception of Stockton is one of a community that has made no effort to decide its future direction and, as a consequence is in a temporary period of stagnation. Difficult decisions must be made - and they must be made very soon - which demonstrate that Stockton has chosen a course of direction and will stick to its decision. Only when the uncertainty that now surrounds Stockton's image and future direction for its Downtown is lifted will the City be able to make progress.

Similarly, private business and developers considering investment in Stockton will have to work to change the way they are perceived here. They will have to convince the community that their plans will further Stockton's development goals and that they are as concerned with maintaining the quality of life here as all of Stockton's residents and existing businesses. Only when the present perception of the developer as an unstoppable, unconcerned juggernaut is changed will the community be willing to enter into a mutually beneficial cooperative relationship with developers and investors.

Segments of the community are entitled to more than the right to use the end product. They are

entitled to participate in the construction process as independent contractors, suppliers and construction employees, and when the proposed projects are completed they should be viewed as potential employees as well as potential consumers.

Upgrading visual as well as economic perceptions of the Downtown is crucial to the improvement of the Downtown.



Economic Phasing Analysis

PHASE I: Private sector investment in landscaping and street improvements by the use of a Pedestrian/Auto Semi Mall Assessment District for the improvement of Weber Avenue and Main Street.

The initial phase envisions a 2 to 5 year period of implementation of a two part simultaneous program. The first part will be one of moderate cost and high visibility with an immediate beneficial impact on the Stockton downtown. It will comprise a comprehensive property line landscaping, curbing, curb cut, sidewalk, parking lot landscaping, and street furniture program. These improvements will be funded by the private sector through a special assessment improvement district for benefiting property owners in the central business district. These improvements will be paid for by the owner/tenants over a 20 year period.

PHASE I/PART I IMPLEMENTATION: The proposed improvements to Main Street include a complete rebuilding and paving of the pedestrian surface combined with auto use on both sides of the street. Sidewalk corners will be widened and crosswalks paved in brick, easing pedestrian crossing. Street trees will be added, along with benches, drinking fountains and historic street lighting.

This program will continue the improvements of the type which have been started west of San Joaquin on Main Street. It will also provide for adequate maintenance of the new planting material so as to ensure the continued renewal of this area.

ECONOMIC ANALYSIS: SPECIAL ASSESSMENT IMPROVEMENT DISTRICT FOR THE MAIN STREET AND WEBER AVENUE
 PEDESTRIAN/AUTO SEMI MALL

Pedestrian/Auto Semi Mall

Per Block Costs (For Street Improvements - Both Sides of Street)

item	units	unit cost	total cost
Demolition	9,000 s.f.	\$.44/s.f.	\$ 4,000
Paving			
Special Treatment (Brick)	4,000 s.f.	\$ 9.00/s.f.	36,000
Top Coat (Asphalt Streets)	19,000 s.f.	\$ 1.75/s.f.	4,000
Concrete			
Curbs	800 l.f.	\$ 5.00/s.f.	4,000
Sidewalks	5,000 s.f.	\$ 26.00/s.f.	130,000
Lighting (historic lamps)	8	\$1,500/ea.	12,000
Street Furniture			
Benches	10	\$ 500/ea.	5,000
Drinking Fountain	1	\$1,500/ea.	
Misc. Site			
Handicap Curb Cuts	4	\$ 250/ea.	1,000
Hose Bibs	5	\$ 500/ea.	2,500
Trench Drain	-	-	1,000
Utility Rework Allowance		-	2,500
Elec. Outlets	5	\$ 750/ea.	3,750
Street Trees	16	\$ 500/ea.	8,000
Total			\$213,750/block

The typical city block is 300 feet long. With frontage on both sides there is therefore 600 lineal feet of store frontage.

\$213,750/block ÷ 600 l.f. storefront/block

\$356/l.f.

ECONOMIC ANALYSIS OF INCREASE IN SALES NECESSARY
TO SUPPORT SPECIAL ASSESSMENT DISTRICT CHARGES

Many of these structures are multi-floored and will economically support improvements to the upper floors.

Allocating 50% of the cost of improvement to first floor retail and the remaining 50% to upper floors:

Annual Assessment and Maintenance Cost for 1 lineal ft. of store

$(\$36.60/1.f./year \times .50)$ \$18.30

With a typical store depth of 100-150 feet, the gross leasable area would be approximately 100 square feet/lineal foot of storefront.

Annual Assessment and Maintenance Cost for 1 lineal foot of store

$(\$18.30/1.f./year \div 100 \text{ s.f./1.f.})$ \$.18

In a typical non-food shopping mall, ancillary store sales are approximately \$200/s.f., with rents being 8% of sales.

If downtown stores could obtain sales of half of that of competing shopping malls ($\$100/s.f. \times \$8/\$100$ sales)

Annual Sales Increase Necessary to Support Assessment District

$(\$18.30/1.f./year \div \$8)$ \$2.28

Note: Interface with Weber Street Improvements

The opportunity exists for coordinating this Main Street Pedestrian/Auto Semi Mall with the upgrading of the Weber Avenue Transit Mall. This improvement could qualify for Department of Transportation/Urban Mass Transit Authority Funds which would pay for 80% of the improvements. In this way, the costs of the Main Street Pedestrian/Auto Semi Mall could be substantially reduced.

THE WEBER AVENUE AND MAIN STREET SPECIAL ASSESSMENT
IMPROVEMENT DISTRICT

Annual Assessment and Maintenance Costs

ANALYSIS OF ONE LINEAL FOOT OF STOREFRONT

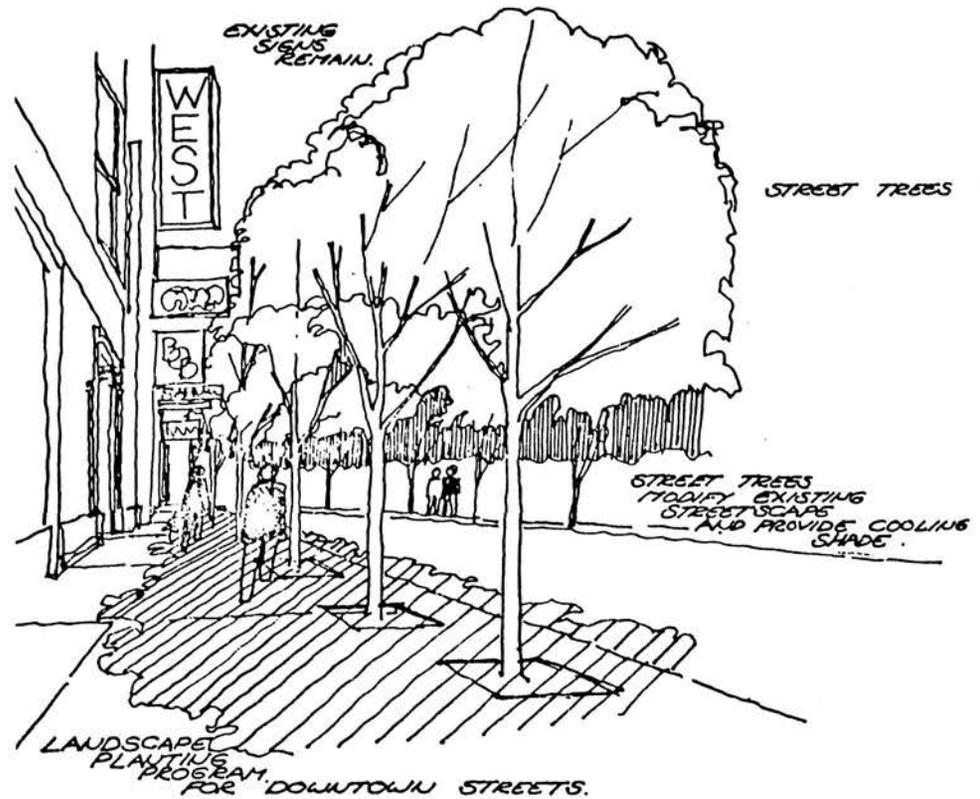
Annual Debt Service \$35.60

With a city bond issue it would be possible to obtain very favorable financing. An 8%, 20 year bond would result in a 10% constant yearly payment for amortization. ($\$356/\text{LF} \times .10$)

Annual Maintenance 1.10

Additional maintenance for the care of the street trees would require a \$600/block expenditure.

Annual Assessment and Maintenance Costs
for One Lineal Foot of Storefront \$36.60



ECONOMIC ANALYSES OF ADDITIONAL PHASE I COMPONENTS OF DOWNTOWN PLAN

MAIN STREET MARKET

There is demand in Stockton for leasable sales area for small businesses. These businessmen and women are people who produce crafts, services or collect items (such as antique furniture, bottles, etc.) and would like to sell them. These people come from all backgrounds ethnically, as well as economically, but one thing that they have in common is an ability to devote only a portion of their income to this new venture. Because of this, they are looking primarily for reasonable shop space in the 500-1,000 s.f. range, ideally in a location adjacent to similar stores.

One of the primary benefits derived from the grouping of small stores of this type would be their ability to draw people as a group. Advertising could be purchased, safety enhanced, and the general atmosphere and gaiety of the shopping experience enhanced and intensified.

An opportunity exists to do such a development in the vacant department store on the corner of Main and San Joaquin streets. This is an excellent location for such a venture and is located along the already planned Main Street mall improvement.

Economic Analysis of the Main Street Market

Area: 47,500 s.f. and adequate parking (25,000 s.f. the ground floor and 22,500 on the second floor) divided among 40-50 shopkeepers with shops of about 800 s.f. each.

Costs necessary to maintain annual rental.

Rent Estate Taxes	\$0.50/s.f.
Maintenance and Operating Expenses	\$2.50/s.f.
City added expenses or Rental to Owner	\$2.00/s.f.
<hr/>	
Total costs/rental	\$5.00/s.f.

DOWNTOWN DEVELOPMENT PROPOSALS
 NORTH SIDE MEWS

Economic analysis to support the feasibility of two-story, two-bedroom townhouses and triplex homes for a 300 unit condominium development.

The development includes 250 townhouses (1,000 to 1,200 sq. ft.) and 50 triplex houses (1,200 to 1,400 sq. ft.).

	Townhouse Unit	Triplex Unit
Cost to construct ⁽¹⁾	\$38,500.00	\$45,500.00
Selling price (13% profit to developer)	43,500.00	52,325.00
<u>Mortgage and Debt Analysis</u>		
Preferred debt service to encourage downtown investment		
75% loan at a stabilized debt service @10% ⁽²⁾		
Amount of mortgage	32,625.00	39,244.00
Debt service	3,262.50	3,924.00
Real estate taxes	435.00	525.00
Operating expenses - owner occupied	<u>1,000.00</u>	<u>1,250.00</u>
Yearly carrying charges before income tax benefit	4,697.50	5,699.00
<u>DEDUCT</u>		
Federal and State income tax benefit combined total 30% (30% of interest and real estate tax)	<u>\$ 1,011.00</u>	<u>\$ 1,217.00</u>
Yearly carrying charge after the effects of Federal and State taxes	3,685.50	4,482.00
Monthly charge after Federal and State tax benefit	307.21	373.50

¹ No public funds will be required for the construction of the project. It is anticipated, however, that a land write down would be necessary as an inducement to the development of housing in the downtown area.

² A stabilized D.S. of 10% may be achieved in many ways. Local banks may be induced to loan money to a new, non-profit organization at lower interest rates in order to obtain a tax-free return. Community Block Development Grants may be obtained, or a Housing Finance Agency could be established to create tax exempt revenue bonds.

ALTERNATIVE DOWNTOWN DEVELOPMENT PROPOSALS
NORTH SIDE MEWS

Economic analysis to support the feasibility of mid-rise and high-rise housing for condominium home ownership

	Mid Rise	High Rise
One unit (4 rooms)		
Selling price ⁽¹⁾	\$55,000.00	\$67,500.00

Mortgage and Debt Analysis

Preferred debt service to encourage downtown investment

75% loan at a stabilized debt service @10%⁽²⁾

Amount of mortgage	41,250.00	50,625.00
Debt service	4,125.00	5,062.50
Real estate taxes	550.00	675.00
Operating expenses - owner occupied	<u>1,200.00</u>	<u>1,300.00</u>
Yearly carrying charges before income tax benefit	5,875.00	7,037.50
<u>DEDUCT</u>		
Federal and State income tax benefit combined total 30% (30% of interest and real estate tax)	<u>\$ 1,278.75</u>	<u>\$ 1,569.38</u>
Yearly carrying charge after the effects of Federal and State taxes	4,596.25	5,468.12
Monthly charge after Federal and State tax benefit	383.02	455.67

1

No public funds will be required for the construction of the project. It is anticipated, however, that a land write down would be necessary as an inducement to the development of housing in the downtown area.

2

A stabilized D.S. of 10% may be achieved in many ways. Local banks may be induced to loan money to a new, non-profit organization at lower interest rates in order to obtain a tax-free return. Community Block Development Grants may be obtained, or a Housing Finance Agency could be established to create tax exempt revenue bonds.

SECOND PART OF PHASE I: A downtown historic district with special emphasis on preserving landmark facades and the restoration of altered landmark facades, continued upgrading and rehabilitation of the interior of the buildings.

The second part of Phase I calls for private investment in improving the downtown business district by repairing and upgrading building facades, the preservation and restoration of building facades to landmark status and the commitment by private property owners to improving maintenance. This program would be reinforced by a concentrated building and code enforcement program in the downtown with appropriate penalties for violations.

The second part of Phase I represents the continued private response to the public investments in the downtown in Phase I, and form the basis for a continuing public/private partnership to improve the downtown. Financing for the second part of Phase I improvements could come from a cartel of lenders or a to-be-formed non-profit Stockton downtown development corporation who could make available low-interest loans. The directors of the new corporation would be composed of interested citizens, property owners, tenants, and members of the financial community, with municipal officials as ex-officio members. The non-profit corporation would accept facade donations. These rehabilitation costs give substantial economic incentives to the developer in the form of Federal and State income tax benefits.



CONVERSION OF HISTORIC BUILDINGS TO OFFICE USE

Downtown Stockton is filled with many two to five story brick structures. Most of these buildings are presently occupied at the street level, with limited use above. Many are unoccupied. There exists the possibility of converting these structures to office use. This type of conversion extends the conversion process recently undergone in the old Bank of America Building and the Elks Building.

Economic analysis of conversion of historic building per square foot:

Operating expenses include H.V.A.C. \$ 3.50/s.f. including real estate taxes (no increase for rehab for ten years in order to encourage development).

Debt service (to cover purchase, renovation and rent up expenses)

Purchase....	\$10.00/square foot
Renovate....	\$35.00/square foot
	<hr/>
	\$45.00/square foot

An interest rate yielding a constant payment of 12% is likely.

\$45.00/square foot x .12	\$ 5.40/s.f.
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Developers Profit:

It would be reasonable to expect a profit of approximately \$1.50/square foot	\$ 1.50/s.f.
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Annual rental necessary	\$10.40/s.f.
-------------------------	--------------

The present office rents range from \$10/square foot to around \$13/square foot in the newer buildings downtown. A rent of \$10.40/square foot would make rehabilitation of historic buildings competitive with existing rentals.

The additional benefits of access to light, air and orientation to the street, things which modern office buildings have tended to take away, remain in these converted buildings.



ECONOMIC ANALYSIS OF THE FACADE
IMPROVEMENT PROGRAM

Generally historic brick buildings have received only minor facade alterations, usually only on the first or ground floor. This remodeling has been of the nature that it is easily removed.

The estimated cost of restoration of the facade per lineal foot of storefront is \$300. A typical facade improvement would include the demolition and removal of an ultralite facade 15 feet high.

Typical store front	30 l.f.
Typical facade front 15' high x 30' wide	450 s.f.
Typical facade alteration cost per s.f.	\$20
Typical facade /alteration cost	\$9,000
Lineal foot average cost	\$300

Through the vehicle of the aforementioned non-profit Stockton downtown development corporation, low interest loans would be made available to property owners with favorable terms. A twenty year loan at a 10% interest rate, yielding a 11.60% constant payment would yield the following costs per lineal foot of store frontage.

Typical lineal foot debt service
per year (300 l.f. x 11.60
constant payment) \$34.80

As many of these structures are multi-leveled, they will support substantial development on the upper levels. Proportioning 50% of the cost of improvements to the first floor and the remaining 50% to the floors above, would reveal the following costs:

Debt service allocated to ground
floor use. l.f. cost per year
(50% of \$34.80) \$17.40

With the typical store depth of 100-150 feet, the gross leasable area would be approximately 100 square foot/lineal foot of storefront.

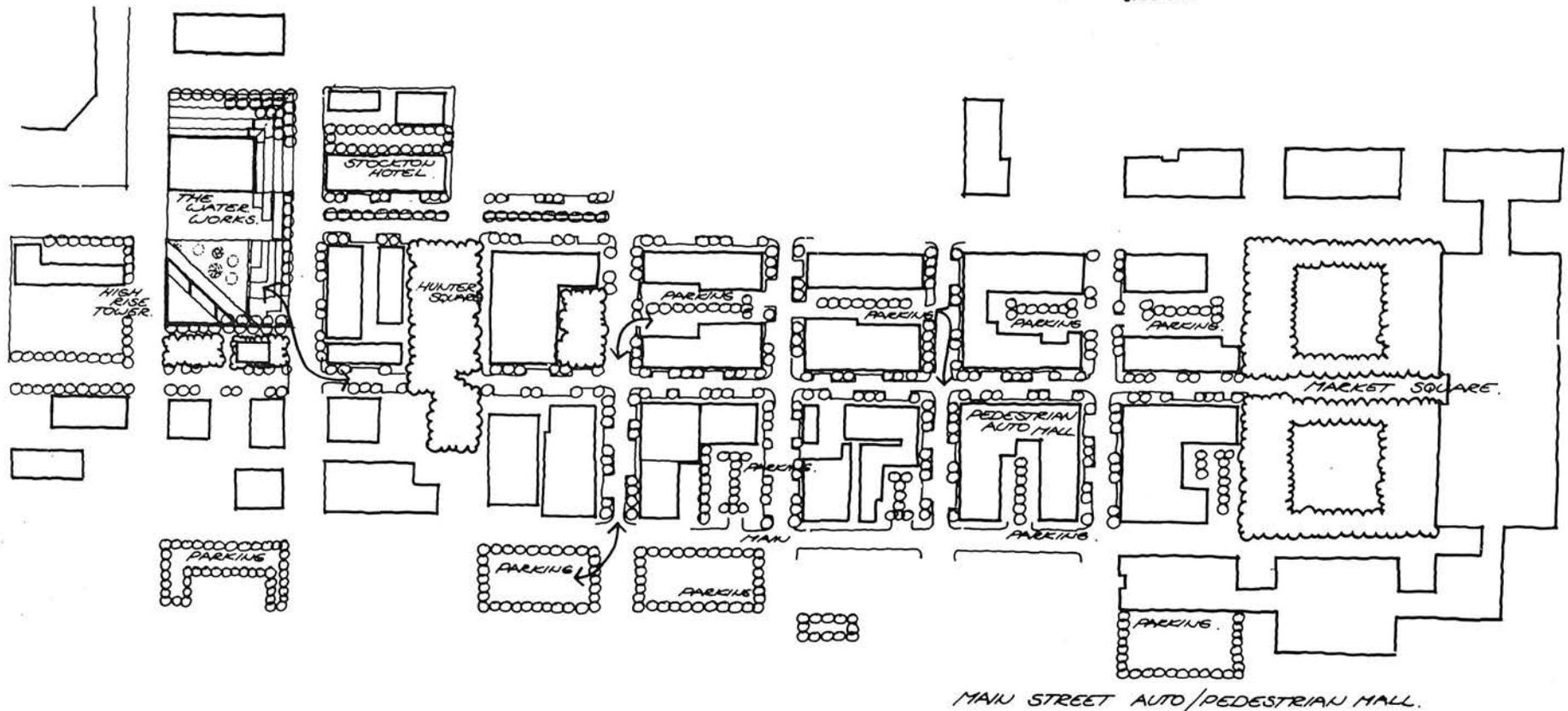
Debt service cost per year per
s.f. of store. (\$17.40 ÷ 100 s.f./
l.f. of storefront) \$.17

The increased sale per square foot necessary to pay for the improvements based on the tenant's ability to 8% of sales per year as yearly rental or \$8 - per hundred dollars of sales.

Annual increase in sales
necessary to pay for
improvement $(\$17.40 \div 8)$

2.18%

A 2.18% increase on sales would support the facade improvements, without consideration of income tax implications of the facade donation and landmark rehabilitation. This is a minimal increase for such a valuable marketing incentive.



FEDERAL INCOME TAX BENEFITS AVAILABLE FOR FACADE
IMPROVEMENT/HISTORIC DISTRICT RENOVATION PROGRAM

ASSUMPTION

Buildings in the downtown can currently be purchased for \$10-12/s.f. of first floor area.

Purchase price of typical 30' front building. (30 front feet x 100 foot depth x \$12 per s.f.)	\$ 56,000
Facade Renovation Cost	\$ 9,000
Interior Alteration (\$20/s.f. x 3,000 s.f. x 2 floors average ht.)	\$120,000
Total Cost of Building and Renovation	\$165,000

FEDERAL INCOME TAX BENEFITS

Facade donation (20% of total cost)	\$33,000
Available for Depreciation	\$132,000
Available for Accelerated Depreciation	\$ 96,000
Annual Accelerated Depreciation (5 year write-off on rehabilitated portion)	\$19,200
Annual Straight Line Depreciation (10 year write-off on non-rehabilitated portion)	\$ 3,600
Investment Tax Credit (10% of renovation)	\$12,900
Amount available for Federal Income Tax benefits for first year	\$68,700
Second year Federal Income Tax benefits	\$22,800

PHASE I PUBLIC RESPONSE TO PRIVATE SECTOR
SPECIAL DOWNTOWN ASSESSMENT DISTRICT

In order to make the Downtown Pedestrian/Auto Malls successful, the City must provide adequate parking adjacent to the Pedestrian/Auto Mall area. The reorientation of some downtown public parking is vital.

PHASE II PUBLIC RESPONSE

Parts of two downtown parking lots are to be declared excess:

Site "A":

Main/Weber/Center/El Dorado 35,000 sq.ft.

Site "B":

Miner/Center/El Dorado 45,000 sq.ft.

These sites should be sold for private development. They are the prime site in the new exciting downtown, and will be even more attractive to developers when the Waterworks Plaza construction is completed. The Waterworks will be a \$1,000,000 to \$2,000,000 downtown focal point and cultural and recreational outdoor facility. It will be paid for by the sale of the surrounding excess parking lots and the sale of the Waterworks air rights to developers.

Phase III
Market Square District
California/Washington/Aurora/Channel Streets

WHEN AND IF

The first part of Phase III is the moving of the Farmers Market to Market Square, a two square block area in the center of this newly created district. This public response will reinforce the downtown area.

The second part of Phase III is dependent on major private action.

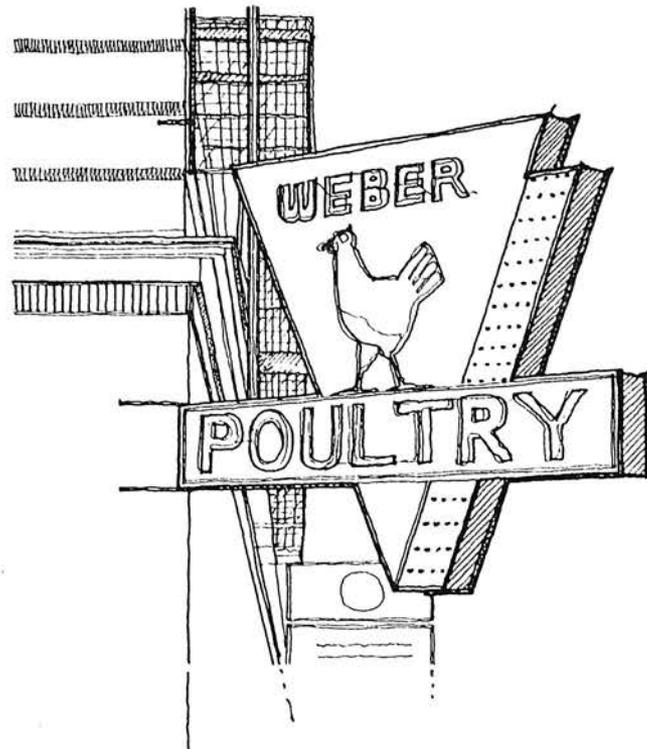
East and south of Market Square, a new major downtown shoppers mall is envisioned.

Provision has been made for a series of ancillary stores joined on each end by a department store. This project will define the end of the downtown and eventually support the existing department stores and the new Pedestrian/Auto Malls.

This project is dependent on many variables, the completion of the Crosstown Freeway, the firm commitment of two major department stores, federal government climate interest rates and acceptable financing, and long-term serious investment by a developer for land assembly.

We do not believe it is a responsible action to plan and depend on a project with this degree of vulnerability as a major portion or indeed a dependent portion of the total plan for downtown Stockton.

Phase I and Phase II will be successful, independently of Phase III and in fact independently of each other. Nevertheless, all private initiatives in the downtown should be encouraged.



MAIN STREET: BAZAAR, CRAFTS FAIR AND FLEA AND ANTIQUE MARKET LOCATED AT THE CORNER OF MAIN STREET AND SAN JOAQUIN STREET 47,500 SQ. FT. AND IN THE PLANNED MAIN STREET SEMI MALL AREA

There is a demand in Stockton for leasable sales area for small businesses. These businessmen and women are people who produce crafts, services or collect items (such as antique furniture, bottles, etc.) and would like to sell them. These people come from all backgrounds ethnically, as well as economically, but one thing that they have in common is an ability to devote only a portion of their income to this new venture. Because of this, they are looking primarily for reasonable shop space in the 500-1,000 square foot range, ideally in a location adjacent to similar stores.

One of the primary benefits derived from the grouping of small stores of this type would be their ability to draw people as a group. Advertising could be purchased, safety enhanced, and the general atmosphere and gaiety of the shopping experience enhanced and intensified.

Economic Analysis of the Main Street Market

Area: 47,500 s.f. and adequate parking (25,000 s.f. the ground floor and 22,500 on the second floor) divided among 40-50 shopkeepers with shops of about 800 s.f. each.

Costs necessary to maintain annual rental.

Real Estate Tax	\$0.50/s.f.
Maintenance and Operating Expenses	\$2.50/s.f.
City added expenses or rental to owner	\$2.00/s.f.
Total Annual Rental Cost	\$5.00/s.f.
Total Monthly Rental Cost	\$.42/s.f.

Not only would such a development be economically feasible, but benefit would accrue to the downtown and the community as a whole--the opportunity to start a small business, the downtown tax base increased, the security and life of the area enhanced.

Market Analysis for a potential supermarket/convenience center in Downtown Stockton.

A survey of the existing retail grocers in and near the downtown area indicates that there are four districts:

- A. Central area
- B. North of the central area
- C. South of the central area
- D. Waterfront area west of Center Street along the Stockton Channel.

(See attached map)

Existing use patterns

- A. Central Area. This district has an even distribution of small to medium size family-owned, mini-service centers (grocers), each located within 4 to 5 blocks of another.
- B. North of Central Area. The service centers in this area consist of medium to large size grocers (e.g. Safeway) predominantly located along Harding Way.
- C. South of Central Area. This area is similar to Area B, with its service centers concentrated along Charter Way.
- D. Waterfront. This area has few service centers due to its under-development.

CONCLUSIONS

Study Area A. The Central Area currently has sufficient service centers to meet the needs of its existing neighborhood. Any new development would tend to be commercial and not residential, thereby reducing the potential for a market demand.

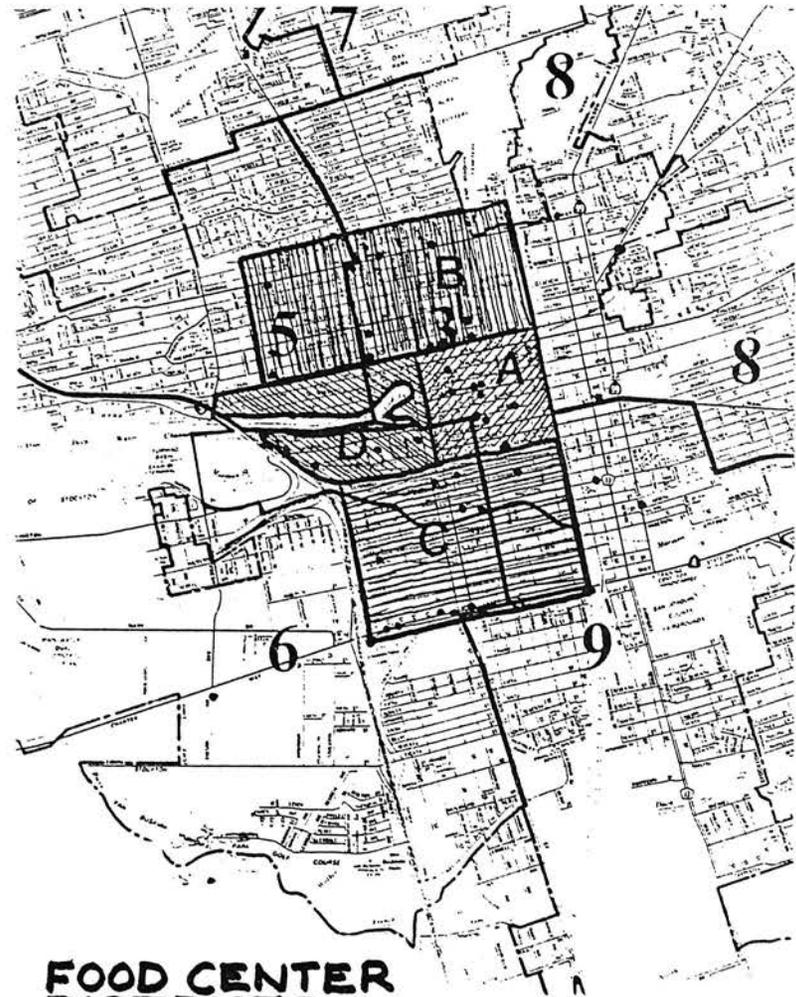
Study Areas B and C. Both areas appear to have sufficient retail service centers to provide for area needs. Furthermore, these centers have the capacity to meet the additional demand of passerby traffic.

Study Area D. At present there appears to be no demand for additional service centers in this area. Future demand would hinge upon the realization of proposed residential development in the area.

GENERAL SUMMARY

In general, there seems to be no immediate need for a convenience center within the downtown area. Addition of new centers would be a threat to the existing centers leading to the dissolution of the ethnic vitality inherent in this area. The only potential within the downtown study area for a future convenience center is in the waterfront area to meet the needs of pending future residential development.

The demand created by the new residential waterfront development should be satisfied in the downtown business district and not in the waterfront conclave. A convenience center in the waterfront conclave will drain whatever vitality is left in the downtown convenience needs and stifle future downtown growth.



FOOD CENTER DISTRICTS

- FOOD CENTER •
- | | | |
|--------|---|---|
| AREA A | A |  |
| AREA B | B |  |
| AREA C | C |  |
| AREA D | D |  |

ECONOMIC ANALYSIS OF DOWNTOWN HOTEL ROOM
RENOVATION AS IT AFFECTS THE CURRENT TENANTS

One alternative for the downtown low-income transient hotels is renovation. These hotels are generally not well maintained and would need extensive improvements to upgrade them for the present residents.

Assumptions:

Minimum Renovation Cost including Public Areas and Furnishings..... \$12,000 per room

Because of the risks and uncertainties of renovating, the cost of money for the renovations would be high. A stabilized interest rate of 15% is likely. A constant payment of Debt Service..... \$ 2,400 per room/yr

The renovation will increase the value of the building; therefore, real estate taxes will also increase.

Increase in Real Estate Taxes..... \$ 120 per room/yr

Total Increase In Costs.... \$ 2,520 per room/yr

Costs Recovery

At 80% occupancy, the rooms will be rented
.80 x 365 = 292 nights/year.

To recover the increased cost of \$2,520 per room/year, room rates will need to be increased:

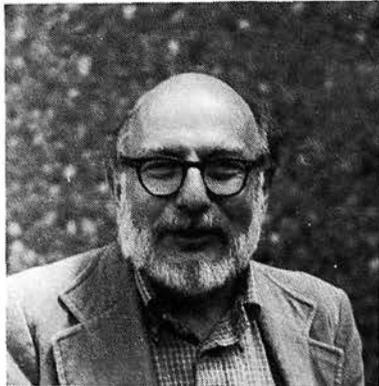
$$\frac{\$2,520}{292} = \$8.63 \text{ per room/per night}$$

It is apparent that the present residents would not be able to afford the increase in room rates and would be forced to find new housing. Therefore, the alternative to renovate is not feasible under present Federal and State aid programs to the current residents.

The economic analyses for this study were prepared by H. K. Bell, May 18, 1981.



THE TEAM



MORT KARP, AIA
R/UDAT TEAM CHAIRMAN

Mort Karp is a professor in the School of Architecture, University of Arkansas in Fayetteville. He has lectured and taught at various schools of architecture in England, Canada and the United States, and practices in New York, Vermont, California and Arkansas.

His work is focused on design methods, with an emphasis on complex urban design scale issues.

Professor Karp was Co-Chairman of the Springfield, Illinois PR/UDAT (Preservation Regional/Urban Design Assistance Team...an exploratory program).

He was born in Brooklyn, New York, and studied at the Industrial Design Workshop, the Cooper Union and Pratt Institute.



FRANKLIN DAVID BECKER, PH.D.

Dr. Becker is an environmental sociologist and psychologist, and is an Associate Professor of Human-Environment Relations in the College of Human Ecology at Cornell University.

He is the author of numerous papers on the environment and behavior, and has written two books, Housing Messages, and Workspace: Creating Environments in Organizations. He has also contributed or directed numerous symposia and workshops and has been a visiting professor or research associate at a number of institutions including the University of Washington, University of California (Davis and Berkeley) and Harvard.

Dr. Becker was born in San Francisco and has degrees from the University of California (Davis) and Boston University, and has studied in England.



HAROLD K. BELL

Mr. Bell is an urban economist and is a professor of Urban Planning and Architecture at the School of Architecture and Planning, Columbia University.

He is currently a consultant, in both the public and private sectors, on economic revitalization, rehabilitation and the reuse of buildings, downtowns and cities. His assignments range from urban renewal in Gulfport, Mississippi, and Brooklyn, New York, to economic redevelopment of the Chinatown area in New York City.

Mr. Bell was born in New York City and has a degree from City College of New York in Business Administration.

He has been a team member on numerous R/UDATs and is a consulting member of the AIA Urban Design Committee.



MICHAEL C. CUNNINGHAM, AIA

Mr. Cunningham is an urban designer and planner and is a partner in the firm of M. Paul Friedberg and Partners.

He has a particular interest in core areas and their environmental components, is the author of a number of articles, has contributed to several books and has been a participant in numerous symposia and workshops.

Mr. Cunningham was born in York, Pennsylvania, and has studied at the Architectural Association in London, has an architecture degree from the Pennsylvania State University and a doctorate from the University of Florence. He has taught at a number of universities and colleges in the United States, England and Europe and is currently on the faculty of City College in New York.

He has been a team member on R/UDATs in Vancouver and St. Louis and was chairman of the Tacoma, Washington, R/UDAT.



GEORGE DICKIE, ASLA

Mr. Dickie is Director of Planning and Landscape Architecture at Hellmuth, Obata and Kassenbaum in Washington, D.C.

He has been responsible for an extensive number of large projects, complex in scope, both in the United States and overseas. These have included campus master planning in Algiers, Constitution Gardens in Washington, D.C., the refurbishing of the Washington, D.C. mall area, the Crosstown Expressway Corridor Plan in Chicago and the Spartanburg Mall Master Plan, and landscaping in Spartanburg, North Carolina. He has also taught architecture and landscape architecture at Washington University, St. Louis.

Mr. Dickie was born near Edinburgh, Scotland, and has degrees from the School of Architecture, Edinburgh, and the College of Art and the School of Landscape Architecture, University of Pennsylvania.



SAUNDRA GRAHAM

Ms. Graham is a member of the Cambridge, Massachusetts City Council and a state legislator representing the 28th Middlesex District in Cambridge.

She is presently serving as Chairperson of the Massachusetts Black Caucus and is a member of the Women's Legislative Caucus and the Joint Committee on Urban Affairs.

Counseling youth and community involvement has played a major role in Ms. Graham's professional career and stems from her concern to improve the quality of life for all. She has been honored with numerous awards for her service to the community.

Ms. Graham was born in Cambridge, Massachusetts, has a degree from the University of Massachusetts and has studied at Harvard University Extension School and was a Loeb Fellow, Harvard University.



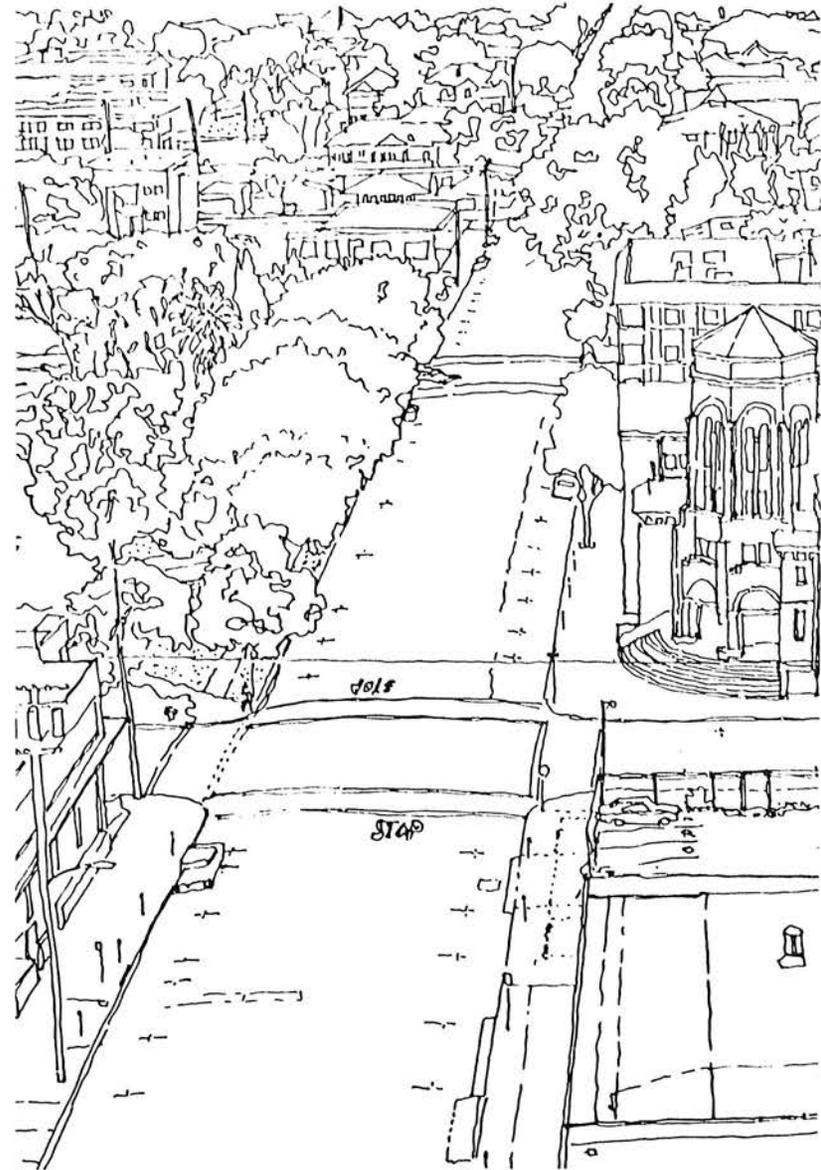
BARBARA L. ROSS

Ms. Ross is associated with the law firm of Ross, Hardies, O'Keefe, Babcock & Parsons in Chicago, Illinois, with principal focus in land use law for private sector and government clients.

Over the last three years, Ms. Ross has worked closely with several local governments in Florida as a consultant on land use issues. In that capacity she has drafted major development review ordinances and been actively involved defending municipalities whose land use plans and development regulations have been challenged in litigation.

She is the author of "Intergovernmental Zoning Disputes: A Continuing Problem" and is a frequent guest lecturer in land use classes in the Chicago area.

Ms. Ross was born in Miami Beach, Florida, and has degrees from the American University, Washington, D.C., and the John Marshall law School in Chicago, Illinois.



Student Team

KATHLEEN BETTERLEY

Kathleen Betterley's career interest is drafting. She is currently enrolled in the Gracella Woodruff Regional Occupational Center in Stockton, California.

RICHARD CHRISTIANI

Richard Christiani is currently a graduate student at the University of California, Berkeley, School of Environmental Design. He is presently employed by Hirshen, Gammil & Trumbo, Architects in Berkeley.

BRUCE FONG

Bruce Fong is presently a senior at California Polytechnic University in San Luis Obispo, School of Architecture. He spent his last year enrolled in International Programs in Italy.

COLIN H. FUNAI

Colin H. Funai graduated in 1979 from the University of Washington with a B.A. in Architecture. He is currently a graduate student at the University of California, Berkeley. Colin previously worked with the architectural firm of Harthorne, Hagen & Gross, Seattle.

MICHAEL HEINRICH

Michael will graduate this year with a five year Bachelor of Architecture Degree from California Polytechnic State University. His concentration is urban design and he has participated in the Fresno mini-R/UDAT. His intention upon graduation is to work in the Los Angeles area.

MARC A. LEMOINE

Marc A. Lemoine will be a fifth year architectural graduate from California Polytechnic University in San Luis Obispo this year. Last fall he participated in a mini-R/UDAT in Fresno, California. Marc was in Florence, Italy last year studying architecture.

THOMAS PAN

Thomas Pan received a B.A. in Architecture in 1979 from the University of California, Berkeley. He is currently a graduate student at U.C., Berkeley, School of Architecture. Pan is employed by Group 4 Architects.

RICHARD WARNER

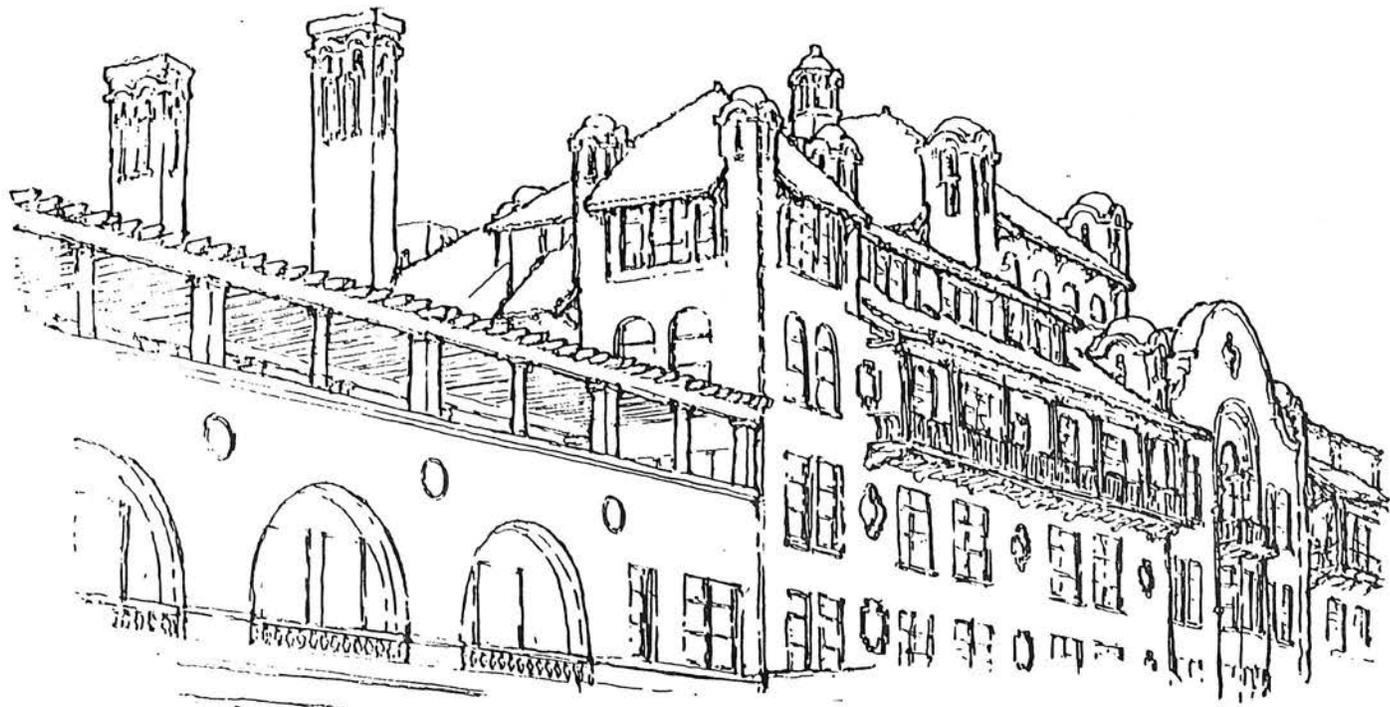
Richard Warner is presently a student at California Polytechnic University in San Luis Obispo, School of Architecture. He has spent a year in Italy studying architecture.

STANLEY WELLS

Stanley Wells has attended San Joaquin Delta College in Stockton, California and has recently completed architecture/drafting classes at the Gracella Woodruff Regional Occupational Center in Stockton. He plans to continue his education, with emphasis on engineering or architecture.

DOUGLAS B. ZUCKER

Douglas B. Zucker is a graduate student at the University of California, Berkeley, School of Architecture. He received a B.S. in Architecture in 1976 from California Polytechnic University in San Luis Obispo. He has studied in Florence, Italy and is presently employed by E.L.S. Design Group in Berkeley.



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John Carlson
City of Stockton
Jack Clayton
Stockton City Council
Bob Ching, AICP
City of Stockton
Ed Coy
Downtown Stockton Associates
Don Crowe
Downtown Property Owner
Bill Dorsey
Building Trades Council
Jim Escobar
City of Stockton
Barbara Fass
Stockton City Council
Ed Griffith, AICP
City of Stockton
Greenlaw Grupe
Grupe Development Company
Elder Gunter
Economic Development Advisory Committee
Mattie Harrell
McKinley Improvement Association
Harold Henry
Downtown Property Owner
Craig Hubbard, MAI
Appraiser
Bob Hunter
County Planning Department

Gary Ingraham
City of Stockton
Ted Itaya, AIA
Architect
Alex Krygsman
Port of Stockton
Sylvan Lange
Economic Development Association
Mr. & Mrs. Alex Linker
Senior Service Agency
Ed Merlo
Downtown Property Owner
Glen Mortensen, AIA
Architect
George Mosqueda
Mexican-American Chamber of Commerce
Paul Perkins
Bank of America
David Rea
Stockton Savings and Loan Association
Leon Ross
County Personnel Department
Eckhard Schmitz
Schmitz Development Company
Randy Segarini
Downtown Property Owner
Bob Shellenberger
County Assessor's Office
Jim Thibodeaux
Stockton Planning Commission
Phil Wallace
Downtown Property Owner
Liz Welch
Senior Service Agency
Bonnie Williams
Convention and Visitors Bureau

A special thanks to Ted Walker, AIA, for his working contribution during the R/UDAT process.

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KUOP Radio Station
San Sierra Business Systems, Inc.
Steve Pereira Photography
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Stockton Metropolitan Transit District
Stockton Record - Bill Cook and Dick Marsh
Stockton Unified School District
Union Safe Deposit Bank
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