

AN ADVISORY SERVICES PANEL REPORT

Vallejo Waterfront Master Plan Vallejo, California



**Urban Land
Institute**

Vallejo Waterfront Master Plan Vallejo, California

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An Advisory Services Panel Report

ULI-the Urban Land Institute
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About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a nonprofit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on this research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 15,000 members and associates from 60 countries, representing the entire spectrum of the land use and development disciplines.

Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 200 ULI-member teams to help sponsors find creative, practical solutions for such issues as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary. They typically include several developers, a landscape architect, a planner, a market analyst, a financial expert, and others with niche expertise needed to address the project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member who has previous panel experience.

The agenda for a three-day panel assignment is intensive. It includes an in-depth briefing; a tour of the site and meetings with sponsor representatives; a series of thorough interviews, typically of 80 to 100 key people within the community; and time to formulate recommendations. Long hours of discussion precede the panel's conclusions. On its final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materi-

als to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assignments are able to provide accurate assessments of a sponsor's issues and to offer recommendations within a compressed period of time.

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

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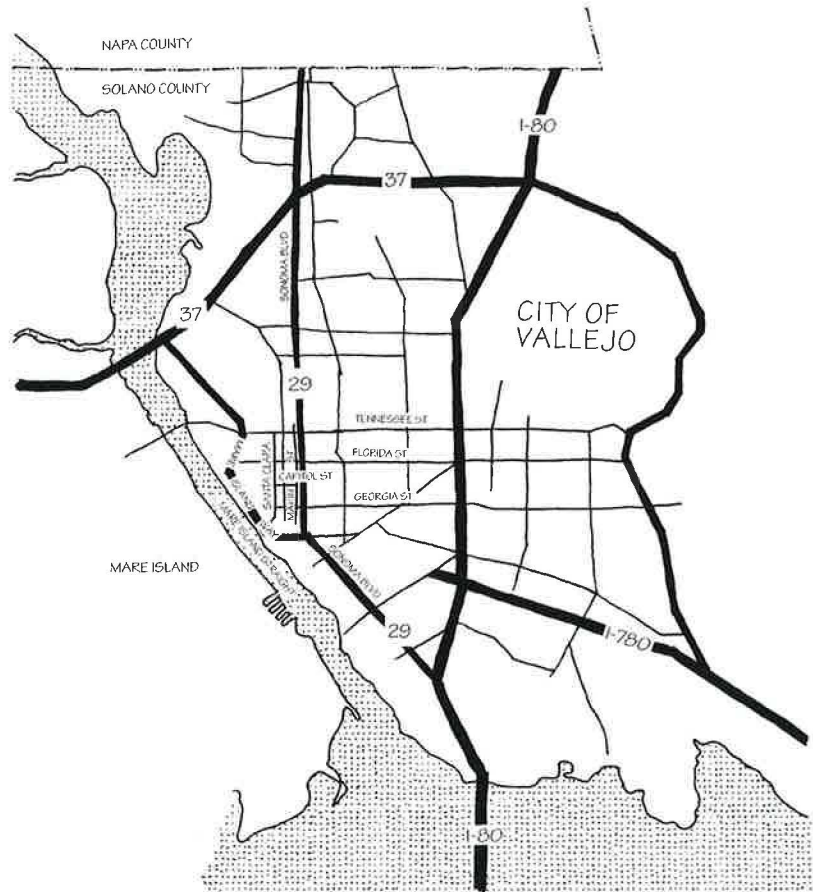
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Foreword: The Study Area and the Panel's Assignment

The Vallejo waterfront is situated adjacent to the historic downtown and across the river from the Mare Island Naval Shipyard, which was closed by the federal government in April 1996. Substantial disinvestment has taken place in the areas surrounding the waterfront, causing blighted conditions and commercial vacancies in downtown Vallejo. The existing waterfront includes parks, a small number of commercial buildings with vacancies, and a burgeoning transit center that provides regional bus and ferry service and a ferry terminal with more than 600 parking spaces.

The Vallejo Redevelopment Agency owns a number of underdeveloped properties along the waterfront. The land and structures were acquired and razed as a part of urban renewal. In August 1996, the agency directed its staff to seek proposals from qualified developers to redevelop the agency's parcels. In April 1997, the agency selected DeSilva Callahan, LLC, a collaborative undertaking of the DeSilva Group of Dublin, California, and the Callahan Property Company of Pleasanton, California, to be the master developer of available parcels within the Marina Vista and Waterfront Development project area. The agreement between the agency and the master developer called for the preparation of a community-based plan for the waterfront. Accordingly, from September 1997 to March 1999, there were 12 public workshops, 13 outreach meetings, three commission presentations, and four agency presentations. More than 200 people attended the public workshops. The outcome of this planning process was a Conceptual Waterfront Master Plan that includes land use, financing, and phasing plans.

The Conceptual Waterfront Master Plan was accepted by the Vallejo Redevelopment Agency on April 20, 1999, subject to certain conditions (for example, negotiation of a disposition and development agreement with DeSilva Callahan,



LLC, and environmental review). Agency staff were directed to retain an advisory services panel from the Urban Land Institute to analyze the design, phasing, and financing of the master plan.

The agency asked the panel to address several questions, including the following:

- Given the current market, are the proposed uses, at the proposed densities, appropriate for the redevelopment area? If not, what uses and densities would be more appropriate?

- Given that a goal of the Conceptual Waterfront Master Plan is to “incorporate mixed land uses” that are people oriented and that will allow the area to evolve into a social, cultural, and entertainment hub for the city and to create new and revitalize existing residential neighborhoods adjacent to downtown and the waterfront, are the proposed uses and densities consistent with this goal?
- Are the proposed uses and densities likely to foster the Vallejo waterfront and downtown as a center for transit-oriented development and living?
- How should the development of the waterfront be phased?
- What tools can be used to encourage private investment in the waterfront area and downtown Vallejo?
- Are the costs and financing described in the master plan and the Economic and Planning Systems study feasible and appropriate?
- What should be the overall development and design theme of the revitalized waterfront?
- Comment on the four project alternatives included in the future Environmental Impact Report.

History of the City of Vallejo and the Study Area

General Mariano G. Vallejo saw the promise of this northern part of the Bay Area in 1844, when he offered a portion of his lands adjacent to the water to the new state of California as a site for the state Capital. The state accepted his offer and the state legislature met in the new city that was named for the general during 1851 and 1852. In the second half of the 19th century, Vallejo grew into an important shipping and naval center. Prosperity attracted other businesses—a tannery, three breweries, hotels, a cigar factory, a carriage plant, an ice cream plant and creamery, and the General Mills—Sperry Mills flour plant, which is still in operation.

Today, Vallejo’s past is very much a part of its present. Mare Island Naval Shipyard, established in 1854 by Captain David Farragut, was the West Coast’s first shipyard. Mare Island remains an important community asset for economic development opportunities despite the shipyard’s closure by the navy in 1996. Beautifully restored homes in Vallejo and on Mare Island offer some of the most interesting examples of Victorian and early 20th century architecture in the Bay Area. During World War II, Mare Island’s workforce swelled to more than 45,000 and Vallejo’s historic downtown became a busy and vital place. This vitality lasted into the 1960s, when, as in many older downtowns, shoppers turned to new suburban malls and shopping centers. The downtown has declined since then.

Vallejo’s waterfront was cleared for redevelopment in the 1960s and 1970s, when a waterfront development was planned that included the extension of I-780 as a major state highway through the waterfront near the existing Mare Island Way. Since that plan was abandoned, the city has been attempting to develop the waterfront, which offers excellent sites, good vehicular and water transportation access, and a strong and growing consumer market. The sites, owned by the Vallejo Redevelopment Agency, all have water, sewer, storm drain, natural gas, and electric utility services available. The waterfront is accessible from Interstates 80 and 780 and state highways 29 and 37. Mare Island Way, a continuation of Curtola Parkway and I-780, serves as the primary access road along the Vallejo waterfront. The I-80/I-780 interchange is located approximately 1.5 miles from the waterfront area.

Rail access to the Vallejo waterfront is available through an agency-owned spur line connecting to the south end of the waterfront. Mare Island is also accessible by rail from the waterfront via its south end.

The waterfront area is immediately adjacent to historic Old Town Vallejo and the civic center complex that includes City Hall, the JFK Library, and the Vallejo Main U.S. Post Office. (The U. S. Postal Service is now in the process of relocating its distribution functions to a property adjacent to I-80.) The former Mare Island Naval

Shipyards, located across the Mare Island Strait from the waterfront, currently is being converted to civilian use. The waterfront sites are accessible to Mare Island via the Mare Island–Tennessee Street causeway.

Property owners established a business improvement district in 1998 to assist in the revitalization of Old Town Vallejo, the city's central business district. Vallejo's location as a gateway to the Bay Area, its transportation services and developing ferry center, Mare Island, a farmer's market, and Six Flag's Marine World Vallejo are all part of Vallejo's bright future.

Existing Conditions

Existing commercial development on the waterfront includes four restaurants (two of which are vacant), a small boat launching area, the Vallejo Yacht Club, the Vallejo Municipal Marina, boat sales and repair businesses, two small office buildings, and the Vallejo Ferry Terminal. The ferry terminal offers connecting bus service and docking facilities for ferry boats, cruise vessels, and historic ships. Private companies offer high-speed catamaran ferry service and express bus service to San Francisco, under a contract with the city of Vallejo.

Nearby residential development includes the St. Vincent's Hill Historic District, which overlooks the waterfront and is characterized by unique Victorian and other historic architecture. A condominium project (Mariner's Landing) is located adjacent to the waterfront.

The population of Vallejo is approximately 113,000. The average household income of those living within five miles of the waterfront is more than \$52,000. More than 2.8 million people live within 30 miles of the site. The Solano County region is projected to be the fastest-growing region in the San Francisco Bay Area during the upcoming decade.

Vallejo is a mature city that is almost completely built out. Most new construction is occurring in the northeastern quadrant of the city, in areas known as Northgate and Hiddenbrooke. High residential prices in San Francisco and in the

Peninsula, South Bay, and East Bay areas have resulted in many households electing to purchase more affordable housing in Vallejo and other North Bay suburban locations. Many of the city's new homebuyers are Filipino Americans from San Francisco and Daly City.

Vallejo is geographically and economically divided by I-80, which runs from San Francisco through Vallejo toward Sacramento. The city's newer and more affluent households are on its eastern side, while its older and less affluent neighborhoods are located west of the freeway. Vallejo is the transportation hub of the North Bay and the city's Baylink bus and ferry services are very successful. The two existing high-speed catamarans currently are nearing capacity. Ferries that accommodate approximately 300 passengers bring people from the Vallejo Ferry Terminal to San Francisco's financial district in 53 minutes. Baylink also takes passengers to a popular San Francisco tourist attraction, Pier 39. Express bus service to the Vallejo Ferry Terminal and San Francisco was expanded in 1999; express buses from Davis, Sacramento, Vacaville, and Fairfield now connect at Vallejo to San Francisco via ferry and express bus.

Overview and Summary of Recommendations

The Conceptual Waterfront Master Plan for the waterfront and downtown Vallejo is the product of more than 18 months of planning, public discussion, and debate. While the approved Conceptual Waterfront Master Plan is somewhat controversial, the panel has accorded it great weight. The panelists cannot understand all of the factors that shaped this plan as clearly as can the citizens of Vallejo. The developers, the city, and the community are to be complimented for their hard and constructive work in developing the plan and bringing it to this point.

The Bay Area economy and real estate cycle are very strong and growing rapidly. The long-range economic outlook is quite good. Increasingly, people working in the southern Bay Area are looking to the Vallejo area for attractive, reasonably priced housing. This already has created a very healthy residential real estate market in Vallejo and lends encouragement to the city's future as a transportation hub.

Although unemployment levels in Vallejo have declined since the recession of the early 1990s and the closure of the navy's Mare Island facility, the local economy's ability to generate jobs and promote physical development remains weak. This is especially apparent when Vallejo is compared with the Bay Area as a whole. It is clear, though, that the key to Vallejo's future economic health is not the waterfront, but the revival of Mare Island that is now underway. Indeed, it is clear to the panel that the waterfront's economic future is largely dependent on how successful the city is in its *economic* development of Mare Island.

Nevertheless, there are several reasons why the revitalization of the Vallejo's waterfront and downtown should not simply take a back seat, waiting passively for developments elsewhere to take place. First, benefits from the waterfront's revitalization go beyond economic development.

An improved waterfront can establish a fresh, new image for the city of Vallejo. It can provide more and higher-quality open space for the city's citizens. It can support the city's strategy of making Vallejo a regional transportation hub and can provide a better link from the waterfront to Vallejo's traditional downtown. Second, although the region and the nation are currently in the midst of a strong economic and real estate cycle, and the long-term fundamentals of the economy look good, there is no assurance that these good times will continue indefinitely. The city should take full advantage of the current cycle. Third, while the economic future of the waterfront is largely dependent upon Mare Island, the waterfront also can influence Mare Island's future. A more attractive and active waterfront, as well as a concrete demonstration that the city can complete a major physical project, would provide a powerful stimulant to Mare Island's development. A revitalized waterfront can be a key marketing tool for the city's major economic development objective. Finally, transportation facilities should be carefully planned. They should be designed to meet people's needs and expectations and should make economic sense. Because the comprehensive Mare Island Access Study was underway during the panel's visit to Vallejo, the panel was not able to benefit from its findings. This study will provide a sound basis for many of the important transportation-related decisions that must be made for the waterfront and downtown.

With this overview in mind, the panel makes the following specific findings and recommendations, which it has divided into immediate, intermediate, and longer-term phases:

Immediate Phase

- Subject to several major modifications described in this report, the city should go for-

ward with the Conceptual Waterfront Master Plan that was accepted in April.

- The extension of Georgia and Capitol streets to Mare Island Way should be the first physical improvement implemented under the plan. These improvements should be paid for by the city from the proceeds of the sale of the publicly owned land to the designated developer.
- The first phase of development should consist of single-family detached housing in the north (“Mariner’s Cove”). However, the site plan should be revised to increase public access to the waterfront and to assure, where feasible, visual and physical integration of this new housing into the grid of the adjacent residential neighborhood.
- The land disposition agreement between the redevelopment agency and the developer should be carefully drafted to assure that all anticipated public amenities and infrastructure improvements to be paid for by the developer are actually built. This agreement should ensure the developer’s obligation to perform. One approach the agency should consider is to include a clause in the development agreement stating that if the developer fails to meet public amenity and infrastructure obligations on time, all land not fully developed immediately reverts to the city or the redevelopment agency.
- Mare Island Way should not be realigned. The road, in its current alignment, should serve as a natural demarcation between the purely public, revitalized waterfront to its west and the residential/commercial areas of the city to its east.
- No compelling case has been made to build a garage downtown in the early stages of this project. The costs of such a garage are very high. Furthermore, its operating costs would have a significant impact on the city’s general fund. In the early stages, this would make the economic benefits of the plan marginal at best. In the long term, when more activities for the waterfront are created and/or when ferry demand significantly expands, a garage may be highly desirable. Moreover, in the future, sev-

eral viable and creative alternatives to 100 percent funding by the city of Vallejo (as envisioned in the current plan) may present themselves.

- The savings from not realigning Mare Island Way and not building the garage now would be better spent in the early phases of development of the plan’s park and open space elements; on transforming a portion of the open space into more active recreation space; on establishing a segregated fund to guarantee very-high-quality, ongoing maintenance and management of the open space; on making existing surface parking more attractive; and on beautifying the waterfront and downtown area as a whole. Finding ways to leverage tax increment financing revenues could provide funding for incentives to support development. Providing incentives would be the best possible way to show how Vallejo is changing.
- The city and the developers, jointly, should retain a world-class landscape architect. This expert should work with the community to establish public design standards for the waterfront and open space, as well as to develop an urban design plan to physically and visually link the waterfront with the historic downtown. The waterfront open space should feature a significant public art program that recognizes regional talent and is overseen by representatives of the local cultural community.
- The first phase of development should include a state-of-the-art, architecturally appealing multi-use, multiplex cinema. The panel sees this as a critical component.
- The city should establish and support a single-purpose and focused not-for-profit entity to be responsible for advancing and guiding the redevelopment plans for the downtown and waterfront.
- With regard to the siting of facilities, the combined hotel and conference center site should be in approximately the same position as the hotel site shown on the plan, except that it should be kept on the east side of Mare Island Way. The cineplex is appropriately located on the post office property; the garage eventually should be built adjacent to the cineplex. The

town square should be located at the foot of Georgia Street on the waterfront. Finally, the city-owned Bank of America site should be developed for an appropriate downtown use, such as a mixed-use office and retail building, when the market is ready. This property offers an opportunity for the city to make something happen downtown.

Intermediate Phase

The city should:

- Use special events, festivals, and cultural and entertainment functions to strengthen the program links between the waterfront and downtown.
- Raise downtown's status as a public priority and strengthen the capacity of public/private downtown management, particularly with respect to security and physical improvements.
- Complete the higher-density residential build-out of the south end of the waterfront.
- Aggressively pursue Transportation Equity Act for the 21st Century (T-21) funding to construct the facilities necessary to assure Vallejo's role as a regional transportation hub.

Long-Term Phase

- A downtown hotel and conference center is highly desirable, but is likely to be economically feasible only when Mare Island and other economic development projects are farther along. The proposed health club should not be a stand-alone facility, but should be developed as part of the hotel and conference center.
- Once the demand has been established and ongoing private operating support has been assured, a new performing arts center can be considered.
- The final phase of housing—the units proposed for downtown—should be developed in the last stage. Higher-priced residential units will add greatly to downtown's vitality, but are unlikely to be marketable until further physical improvements and economic change occurs in the city's historic center.

It is now time to move forward. This is not a time to stop or look back. The panel's suggestions are not the last word; modifications to these proposals surely will be made. The panel suggests, however, that these recommendations be incorporated into the Conceptual Waterfront Master Plan, and that the critically important land disposition agreement be executed as soon as possible. The panel is confident in Vallejo's future and the collective ability of this community to assure that the city achieves its full potential.

Market Potential

There is good news for the city of Vallejo! The panel concludes that this master plan for the Vallejo waterfront, with some modifications, is feasible from a market potential perspective. Economic trends indicate that it is time to act—with responsibility. Northern California has had eight years of healthy employment growth and unemployment is at an all-time low.

Silicon Valley, in the southern portion of the Bay Area, is the region's major job generator. The high-paying, high-tech jobs being created there are spurring the creation of more jobs throughout the region. This effect is now finally reaching the central and northern parts of the Bay Area. As a result, Solano County and Vallejo are now seeing significant growth. The prospect is good that this growth will continue because the national economy is sound even after eight years of growth and is likely to remain sound for the near term. Population growth, new household formation, and the strong economy are driving the demand for new homes and are causing the prices of homes to rise dramatically.

How can Vallejo take advantage of this growth? First, the city must change its image in the region by capitalizing on its strengths. Located strategically between San Francisco and Sacramento, Vallejo has nine access points from I-80, quite a significant asset. It is centrally located in the northern Bay Area, with excellent ferry and bus access to San Francisco, and is connected with the greater Bay Area through high-occupancy-vehicle (HOV) lanes and the Bay Area Rapid Transit (BART) system. It is highly visible from San Pablo Bay and Carquinez Strait. Although downtown Vallejo is not readily visible from the highway, this shortcoming can be mitigated with appropriate signage. The city also must capitalize on its strong physical characteristics. Vallejo has a beautiful waterfront, with parks and open space and great potential that immediately can begin to

improve the city's image. In addition, the waterfront adjoins the city's historically significant downtown. Finally, Vallejo is large enough to support projects with regional impact. This is especially true given the major employment growth potential represented by Mare Island.

Residential

There is great demand for housing in the Bay Area. Vallejo has established itself as a bedroom community offering housing value with high-quality housing in the \$200,000 to \$300,000 range. Equivalent homes in the East Bay sell for \$400,000 and higher. Home sales in the Vallejo area are on the rise and prices are appreciating. This housing market offers an opportunity to introduce high-quality, value-oriented housing to downtown and the waterfront. Bringing these kinds of homes to market can be instrumental in transforming downtown Vallejo's image, by changing the city's demographics and increasing the level of homeownership in the community. It will help create an upscale image and bring much-needed activity and spending power to the community. The product types suggested in the plan are appropriate for the city even though they are at a higher density than many other parts of Vallejo.

Commercial

The state-of-the-art cineplex is a key component to the plan's economic viability. It provides a reason for Vallejoans to come to their historic downtown and will draw patrons from other nearby communities. It can develop a synergy with the waterfront to offer a competitive advantage over cinemas in other locations. Moviegoers will be able to walk to the waterfront or engage in other downtown activities before or after seeing a movie. No other cineplex in the area can offer these types of pedestrian-oriented opportunities. Downtown cinemas have been built with great

success in a number of cities. They have been successful, activity-generating first components of downtown revitalization processes in several other California cities, including San Luis Obispo, Long Beach, Old Town Pasadena, and Santa Cruz.

tourism on the waterfront will enhance the hotel's viability. The athletic club should be incorporated into the hotel and conference center; it should not be built as a freestanding facility. Its size and profile should be determined by the state of the art of the business when it is built.

Retail and Restaurants

The cineplex is pivotal to increasing pedestrian traffic and creating demand for downtown retail facilities and restaurants. A bookstore and a restaurant already are planned in conjunction with the proposed cineplex, which is expected to support cafés, restaurants, and existing downtown retail businesses, as well as those that may choose to relocate downtown.

Office and Business Park

Office use is an underserved market throughout the region. Businesses have trouble finding affordable space. A site at the south end of the waterfront could provide an opportunity for a build-to-suit user or a speculative builder serving the demands of smaller tenants. This demand already is being demonstrated at Mare Island, where eager potential users of 2,000 to 50,000 square feet of office space cannot yet be accommodated. These businesses could locate easily in downtown Vallejo.

Hospitality

Although the Vallejo community has indicated great interest in building a new hotel and conference center, the market cannot adequately support one in the near or intermediate future. Once downtown and the waterfront begin to deliver economic vitality and visitors begin streaming into the revitalized area, however, a hotel and conference center is likely to be economically viable. It will be the businesses in Vallejo—and particularly the development of businesses on Mare Island—that will provide the driving force for this new facility. Based on today's market and the likely pace of development on Mare Island and downtown, the likely timing for the construction of a new hotel and conference center will be in 2006 or 2007. Tourism will be a secondary contributor to a hotel's success, and increased

Planning and Design

Vallejo's waterfront is one of a kind. It is a very urban waterfront with urban views. Similar waterfronts can be found elsewhere in the Bay Area at Jack London Square and at the Embarcadero in San Francisco. All three of these waterfronts are interesting and exciting places to visit and experience. In Vallejo, both sides of the strait—Mare Island and downtown Vallejo—should share a strong relationship. Planners must pay attention to coordinating activities and views and to making uses on both sides harmonious and compatible. For example, historic ships could be docked at the historic district of Mare Island, enhancing the views from the Vallejo waterfront. In this way, each side will improve its own appearance as well as add to the quality of the experience from the other side. Both sides of the strait must continue to be planned at the same time and in coordination with one another.

An “art and culture” theme has been suggested for the waterfront. Other themes, reflecting the deep maritime heritage of Mare Island and the historic heritage of Victorian architecture in the downtown, demand expression as well. These could be incorporated in design guidelines that will be used to shape new development there.

It is time for downtown and the waterfront to be reunited. Georgia and Capitol streets both should be extended all the way to Mare Island Way. This reconnection will reinvigorate both downtown and the waterfront.

River Park is a very attractive area. Residents use it extensively for bird watching and nature study, and it should be retained as a sensitive and attractive eco-park for the community. Activity in the park should be monitored and, if necessary, limited to protect the wildlife and sensitive plant species there.

The residential development at Mariner's Cove Village should proceed. The design of that devel-

opment, however, should be more carefully integrated into the city's street grid. Residents from St. Vincent's Hill should be able to walk down to the waterfront through this new community, without having to take a long detour around it. This project also should be carefully designed to avoid the necessity of a sound wall to protect residents from traffic noise on Mare Island Way. Such a wall would physically divide the community, obstruct views, and isolate the residents of Mariner's Cove.

The units at Mariner's Cove should be built to fit into the standard city grid. The depth of these lots may make it possible to add units over garages or in-law units. Design guidelines should be established to assure the compatibility of the residences within the development and with the rest of the city.

As this plan is implemented, care should be taken to consider the views from along Mare Island Way. Views of Mare Island and the strait (from the driver's perspective) should be taken into account and maintained, as should the views and vistas of those who live up the hill. Accordingly, Mare Island Way should not be realigned. The current alignment and configuration are the most appropriate for the foreseeable future. In addition, all commercial and residential uses should be sited on the east side of Mare Island Way. The west side of Mare Island Way should be reserved for public uses only.

Downtown Vallejo's central core contains a number of large parcels associated with mostly public uses, such as the city hall and the library. The lots in this part of downtown should be subdivided to be more consistent with the scale in the rest of the area. This will help to restore the central core of downtown.

Key Sites

Post Office

This is the proposed site of the cineplex and it is indeed an appropriate location. The cineplex should front onto the newly extended Georgia Street. Uses that will be associated with the theater, such as the restaurant and the bookstore, should wrap around the cineplex and open onto Georgia Street as well. These uses also should engage the waterfront with glazing that provides views to the waterfront, to Mare Island, and to the strait.

Bank of America Building

The current plan shows this site as a town square. A better place for the town square might be at the foot of Georgia Street on the waterfront. This public square then could be reflected up Georgia Street in public squares and open spaces at regular intervals every four or five blocks. The Bank of America building site might be a good location for the performing arts center or for a mixed-use office and retail building. In any case, this should be recognized as a key site in a strategic location on Georgia Street.

Hotel and Conference Center Site

The hotel and conference center, which will be built in the later stages of implementation, is approximately in the right place as shown on the plan. Mare Island Way, however, would run in its current alignment between the hotel and the waterfront. Nevertheless, the hotel and conference center could have a delightful orientation to the waterfront. The rooms could have views of the waterfront, the water, and Mare Island. This could be a signature hotel and, in true urban fashion, should have access to and from the streets that surround it.

Parking Garage

Located behind the cineplex, the garage should be built once the demand for downtown parking has grown as a result of the activity generated at the new cineplex, the hotel and conference center, and the revitalizing downtown. The garage should be integrated into downtown by including mixed uses in it. It should be oriented toward the cineplex and the waterfront, and should be designed as an asset to downtown, not just as a stand-alone garage.

Waterfront Open Space

The waterfront park should become public open space. The city should acquire private holdings along the waterfront. This will allow sufficient space for activities, events, festivals, and so forth.

Marin Street Townhomes

This project should be implemented in the later phase of the redevelopment plan, by which time it could be built at a higher density because of its proximity to the downtown core. This higher-density development could serve to invigorate that portion of downtown.

Southport Village

Planned as a combination of residential and office space, the proposed layout here is good. It reflects the street grid of the city and can be adjusted as the time for development approaches.

Transportation

Transportation facilities should be carefully thought out. They should be designed to meet people's needs and expectations and should make economic sense. The comprehensive Mare Island Access Study, now underway, will provide the basis for many of the important transportation-related decisions described below that must be made for the waterfront and downtown.

Mare Island Way

Mare Island Way should be left in its current alignment. There is no compelling reason for a new alignment and this kind of relationship between a road and a waterfront is a common one. In its present configuration, the road is too wide for drivers and too wide for the waterfront experience. Its capacity is 1,300 to 1,500 cars per hour, while current demand is only about 700 per hour. Reducing the roadway to two lanes will slow traffic and accommodate other uses, such as wide bike lanes or multiuse lanes, bus stops, and parking lanes. Using part of the existing roadway for parallel parking will increase downtown parking capacity and reserve road capacity for a time in the future when the buildout of Mare Island increases the traffic flow along Mare Island Way. Pedestrian crossings should be well marked. There is now one intersection with a signal; when Georgia and Capitol streets are extended, there

will be three. These signals will help pedestrians cross and will further slow traffic.

Mare Island Way will not accommodate roundabouts or traffic circles. Traffic signals and curb bulb-outs to shorten crossing distances for pedestrians will work effectively. Textured pavement surfaces can alert drivers to the crossings as well. Heavy truck use on the waterfront has been reported; truck restrictions may be necessary to avoid conflicts with pedestrians and automobiles. (Trucks can easily find other routes.) Finally, Mare Island Way can be closed at times to create more space for major waterfront events. The city's grided street pattern makes it easy for drivers to find alternative routes.

Transit Kiss and Ride

Five percent of Vallejo's ferry commuters arrive at the ferry terminal by bus. Although it would be good for that number to increase, the use of valuable waterfront space for bus loading is not justified. For the foreseeable future, buses can load and unload passengers on the street.

The three-hour parking lot adjacent to the ferry terminal can be used for kiss-and-ride drop-offs. This lot also could provide parking near the ferry for carpools. Some of these spaces also might be reserved for ferry riders who come later in the day, for example, after 9:00 a.m.

The existing park-and-ride lot on Curtola Parkway is at capacity and should be expanded, if feasible. (Most people who ride the bus drive to park-and-ride facilities; they do not board the bus in their neighborhoods.) The best way to increase transit ridership is to expand the park-and-ride capacity. This lot also can serve as a reserve lot for waterfront events.

Parking

The proposed garage is a very expensive investment that is not needed yet. The \$24 million that this structure would cost could be much better invested in revitalizing the waterfront and downtown amenities. A generous supply of parking is available within a reasonable walking distance of the waterfront. Permitting parallel parking on Mare Island Way and removing the two-hour restrictions on downtown street parking will increase the supply

even further. (Two-hour parking is unnecessary because plenty of parking is available on the street. Restrictions on parking should be lifted until downtown activity and traffic justify them.) The city should survey the existing parking to determine who is using it and when, and then manage parking accordingly. Parking should be shared among downtown uses, including the cineplex.

The parking lots at the waterfront were intended to be temporary. They should continue to serve until demand demonstrates that the garage is necessary. To begin to immediately change the image of the waterfront, these parking lots must be beautified. Generous landscaping and shade should be provided. To avoid tearing up pavement, trees and shrubs can be placed in pots and planters. In addition, the public arts program could be wrapped around the pedestrian edges of the parking lot.

It is likely that a garage will become necessary in the future, to serve the downtown and the waterfront. As the hotel and conference center becomes feasible and ferry ridership increases, surface parking will become more scarce and the need for a garage will emerge. The construction of the garage should match actual parking demand and the ability of ferry riders and others to pay for parking. While the city should wait until a parking garage will pay its way, it should start putting aside money for the garage now. In this way, bonding authority can be preserved for other important projects. One way to generate revenue is to add a percentage to the price of every ferry ticket. That revenue would be dedicated to the structured parking fund and used when it is time to build the garage. State funding also can be used for the garage, because Vallejo serves regional transportation needs. Every legitimate funding source should be considered for the construction of this facility, including redevelopment funding and proceeds from the sale of land downtown. By the time a garage becomes necessary, Vallejo could have positioned itself so that only a limited local contribution toward the cost of the project will be necessary.

Funding For Regional Transportation

Vallejoans are right to see their city as a regional transportation hub. The city, however, is not solely responsible for bearing the cost that this role

brings. The community at large in the Bay Area and the state and federal governments also are responsible for providing transportation funding in these circumstances. The city should lay the groundwork now to get federal money from the Transportation Equity Act for the 21st Century (T-21) for regional transportation improvements. (This federal transportation program provides money for transportation improvements to state and local governments.) The first priority for Vallejo is to complete the transportation study that it has just begun. The city must know who is going to be there, where they are going, and how long they are staying before it makes decisions about what is needed. To be worthy of T-21 funding, the city must know what it needs and be able to communicate it concisely, clearly, and creatively. (The competition for T-21 funding is very intense, especially in California. Securing such funding requires the forging of strong political connections with federal representatives and senators, whose help is critical in the quest for funding.)

In its transportation planning, the city must include adequate funding for operations and maintenance, a cost that often is overlooked or underestimated. In the long run, operations and maintenance costs frequently turn out to be greater than the cost of building a transportation project.

Ferry Terminal

There seems to be considerable doubt about the appropriate location for the Vallejo Ferry Terminal. This is another issue that stands to gain some insight from the transportation study. Relocating the terminal, however, would be extremely expensive—potentially \$60 to \$80 million—and this cost will only increase with time. Permitting for work in the waterway is extremely difficult and cumbersome, involving many federal, state, and local agencies. The cost of this process, both in money and in time, should not be underestimated. If the city expects to use T-21 funds to move the terminal, it will be at a great competitive disadvantage for funding if the terminal is only to be moved a short distance.

In determining where the ferry terminal should be located, the city should consider downtown vitality. In time, there may be so much activity downtown (from all the various planned uses)

that the ferry terminal's location will be insignificant. For the time being, downtown needs the ferry riders for the economic boost they give the community. The capacity of the existing terminal is quite high. (Using two slips, it can accommodate eight to 12 ferries an hour.) Finally, there has been talk of two ferry terminals. It is very unlikely that federal funding would be made available for two terminals, especially if they are to be located close to one another. Building and operating a two-terminal system would, in all likelihood, be prohibitively expensive. Continuing to operate the existing ferry terminal at its present location is the prudent course to take.

Twenty-First Century Transportation for Vallejo

Most people drive. For the foreseeable future, most will continue to drive. Nevertheless, every community should consider all transportation possibilities, including transit, ferry, rail, and so forth. Vallejo should explore private participation in transportation facilities for the future: private taxis, water taxis, and private shuttles, to name just a few.

In thinking about transportation for the future, the city needs to consider the true costs, the political feasibility, and the economic implications of all options. It should explore creative transportation options, such as a free shuttle to take people between downtown and the waterfront. The city also should resist the temptation to charge for parking too early. Until downtown Vallejo and the waterfront become a real destination, paid parking will only drive people away, to the mall. Once it becomes feasible to charge for parking, the city also may need to implement residential parking zones, to protect downtown residents from visitors who will try to park in their neighborhoods to avoid parking fees.

Phasing and Implementation

Downtown and Waterfront Programs

Revitalizing and upgrading the entire linear waterfront esplanade and park, from the Mare Island Causeway to Solano Avenue, are crucial. This will improve the image of Vallejo, and will create a beneficial climate for private investment downtown and elsewhere in the city. This work should be conducted in a high-quality manner in the first phase of redevelopment, as part of the infrastructure improvements for the Conceptual Waterfront Master Plan.

Keeping Mare Island Way in its present alignment will free up the quay area that the master plan set aside for the health club for use as open space. This also frees funds to implement all of the open space improvements in the first phase. The following recommendations may help make this first phase run smoothly and successfully:

- The city and the developer should jointly hire a world-class landscape architect to work with the city and the community to develop a theme for the waterfront park and to create an overall high-quality design.
- The city should look to other waterfronts for design ideas. Mud Island in Memphis and the Cincinnati waterfront are two good models to examine.
- The city and the developer must reexamine the estimated private development capital costs, particularly for the hotel and the athletic club, as they now seem unrealistically low and will change with the design.
- The Greater Vallejo Recreation District (GVRD) or another entity responsible for maintenance must have sufficient funds to take care of the waterfront in the high-quality fashion this plan will require. The success of the esplanade and waterfront park depends on proper maintenance. The city must establish a

management plan and a realistic budget for the operation and maintenance of the esplanade and waterfront park early on. Part of the savings from delaying the construction of the garage and not realigning Mare Island Way should fund a permanent, high quality management and maintenance program for the waterfront and associated parks.

Emphasizing the link between the waterfront and downtown is essential. Users of the esplanade and park will be encouraged to move into downtown by the extension of Georgia and Capitol streets. In the intermediate development stage, the city and other entities should hold events on the waterfront and downtown, and should advertise these events in both venues to create a synergy between these two sections of the city. This will enliven both the waterfront and downtown.

Downtown will need physical and security improvements to accomplish this goal.

Beyond the new street extensions, public access to the waterfront should be encouraged wherever possible. Integrating the city grid into the Mariner's Cove housing project will reinforce this effort.

Open Space

The city of Vallejo can take advantage of a great opportunity on its waterfront. Family-oriented, visitor-friendly environments should include entertainment and special events. Although open space does not ordinarily produce revenue, it is conducive to and serves as a catalyst for other income-producing uses such as retail, commercial, and even office space. It will serve as a magnet that will bring economic vitality to the whole community.

In planning for new open spaces, the city and the GVRD, with the community, should put together

a program of activities to enliven the waterfront. One new activity that the panel suggests for the waterfront is a bold outdoor public art program. This could attract local and regional artists and feed the Vallejo cultural and arts community. Chicago's Navy Pier is an example of this type of public art program. The visitor to the Navy Pier is led through the former naval facility by contemporary and traditional expressions of art and stories of Chicago. The pedestrian moves from one piece to another and is encouraged to study each one.

Vallejo could become an artistic hub for the region where artists would seek to put their work on display. Tourists to wine country might stop on their way to enjoy this special cultural experience. The art theme could be carried through to other public elements of the waterfront through the design of features such as paving, street furniture, and decorative components.

Bringing people to the waterfront for festivals and other activities while rebuilding the waterfront parks will create a safer area and will develop a constituency for the ultimate care of the waterfront. Outdoor events such as concerts and other performances, as well as arts festivals and other cultural events, could be successfully managed outdoors or in tents on the waterfront. This would build a constituency and patronage for the arts, culture, and drama in the north Bay Area. When the patronage reaches a critical point, it can be channeled into support for a performing arts center. In the short-term and intermediate phases of this plan, the panel suggests that an appropriate downtown building be modified as a temporary performing arts center until the demand and support for a new facility is sufficient to be able to build and sustain it.

In addition to the recreational activities that already exist, such as jogging, dog walking, and just plain sitting, the city should explore other activities that could energize the waterfront year round, such as an ice skating rink that would become a roller rink in the summer.

The city also should activate the water with in-water programs, such as a community sailing school, kayak lessons and a launch, boat parades,

and a boat-building program for teens that could be associated with local schools and the California Maritime Academy.

Development and Financing

The goal stated in the Conceptual Waterfront Master Plan is

to incorporate mixed land uses which are people-oriented and which will allow the master plan area to evolve into the social, cultural, and entertainment hub of the city and to create new and revitalized existing residential neighborhoods adjacent to the downtown and waterfront.

That plan takes significant steps toward fulfilling this goal. The panel believes the Conceptual Waterfront Master Plan, if adopted and implemented with the recommendations offered in this report, will create a context for the desired development and mix of land uses to occur. This master plan clearly has strong potential for implementation because of the obvious willingness of the developer to commit sizable resources to the project and the commitment and desire of the city and its residents to revitalize the waterfront and downtown and partake of the economic expansion that is sweeping the Bay Area. The master plan has the following positive attributes for implementation:

- It creates a predictable development agenda for the downtown and waterfront areas. (Predictability is important to the private sector because of its need to understand and limit risk.)
- It provides for land uses that complement and support each other.
- It is sensitive to the regional marketplace and what it will support.
- It creates a unique, attractive, and amenity-rich sense of place that will serve the residents and the general public—a sense of place that is largely missing from downtown Vallejo at present.
- Finally, it brings together the public and private sectors, working in partnership for common benefits.

Vallejo is very perceptive and fortunate to have brought together all the pieces of this transaction. For the most part, the master plan will accomplish the goals of the city and the developer. The panel has recommended changes, and is sure that additional adjustments will be made as the plan is implemented over the coming years. Most importantly, the master plan creates the context for desired development; the details can be worked out as development moves forward.

Downtown Operational Issues

Many communities, like Vallejo, have formed special entities to focus on downtown priorities. The following points have been identified as important ones for Vallejo and this special entity to focus on:

- Phase mixed-use development over the next 10 years;
- Extend downtown streets to the waterfront;
- Construct a major new public parking garage;
- Manage additional open space;
- Create programs that encourage the use of interactive public space;
- Create public design themes;
- Expand the regional ferry system;
- Enhance public safety;
- Preserve and renovate significant buildings;
- Enhance pedestrian connections between downtown, the waterfront, and adjacent neighborhoods;
- Organize a public arts program; and
- Reinforce adjacent downtown neighborhoods.

The agenda for downtown is full, and the city government will have its hands full of important projects—including, among many others, the redevelopment of Mare Island, which is the city's highest priority. Given this simple truth, how will the downtown agenda be implemented? Who will be accountable for that agenda?

The panel recommends that the city create a focused, single-purpose, not-for-profit entity to take on the responsibility of shepherding the implementation of the master plan for downtown and the waterfront. This entity will bear the responsibility of keeping the downtown agenda before the community and the city council so that the implementation timetable is maintained.

This entity will focus specifically on the revitalization of the downtown area—which is characterized by multiple property owners and a lack of effectively coordinated revitalization efforts. Because DeSilva Callahan, LLC, is currently in the exclusive right to negotiate process with the redevelopment agency and the agency may wish to proceed into property negotiations and issues related to private development, the design and implementation of this land should be the responsibility of the city of Vallejo.

The new nonprofit entity should coordinate with both the city and the DeSilva Callahan, LLC, and advocate for the implementation of the Conceptual Waterfront Master Plan. It would be authorized to structure debt or equity financing, accept donations, issue construction contracts, and perform any private sector task required to redevelop downtown and the waterfront. The members of this not-for-profit entity should be high-level full-time professionals with strong backgrounds in real estate development, downtown revitalization, property management, architectural design, marketing and finance. When fully staffed and operational, the entity should be funded at a level of about \$1.25 million per year.

Examples of this kind of single purpose entity include Tucson, Arizona's Downtown Development Corporation; the Downtown Overland Park Partnership in Overland Park, Kansas; the Stamford Downtown Economic Development Corporation in Stamford, Connecticut; the Anchorage Development Corporation in Anchorage, Alaska; Saint Paul, Minnesota's Lowertown Redevelopment Corporation; and the Alliance for Downtown New York, Inc.

The next important step in the implementation process is to formalize the partnership with the developer. Mechanisms that will assure that both

the public sector and the developer are protected should be put in place. The partnership and the mechanisms should focus on three key points: well-defined development commitments by both the developer and the city; the financial structure of the partnership; and an implementation timetable.

Development Commitments

The Developer

The developer will buy the land from the city at its appraised value and commit to phased development that includes the following:

- Begin to make necessary site improvements;
- Make infrastructure improvements for housing in the first phase;
- Construct first-phase housing on the north end of the waterfront;
- Acquire property for the cineplex and retail facilities;
- Build a cineplex with associated retail space;
- Raze the post office;
- Prepare a timetable for the accomplishment of each development objective;
- Prepare an estimate of the total private investment that will be required to implement the plan; and
- Make improvements to the waterfront promenade.

The City

The city and the developer are partners in this enterprise. The city should carefully review the impacts of the financing of downtown and waterfront redevelopment in light of the recommendations in this report. The city should use its redevelopment agency powers to assure flexibility in financing for infrastructure and public improvements. It is critically important for the city to adhere firmly to the agreed upon timetable for the developer to stay on schedule with the private sector commitments. In coordination with the developer and its phasing of the project, the

city should accomplish the following:

- Extend Georgia and Capitol streets to Mare Island Way, connecting the waterfront to downtown;
- Convey relevant parcels to the developer, consistent with the development plan;
- Create and staff the not-for-profit entity that will be responsible for assuring the implementation of the master plan for downtown and the waterfront;
- Prepare a new parking plan for the development area;
- In anticipation of later phased construction of a garage, develop a downtown parking structure fund, including a revenue source to grow the fund, such as an incremental addition to the cost of each ferry ticket;
- Make high-quality improvements to the waterfront open space and parks, including landscaping, paving, outdoor furniture, an ice skating rink, kayaking facilities, a community sailing school, and so forth;
- Prepare an annual budget for special events on the waterfront; and
- Make extensive landscaping improvements to the parking lots at the ferry terminal.

Financial Structure of the Partnership

Both the private sector and the city are prepared to make major financial commitments to implement the Conceptual Waterfront Master Plan. As originally proposed, the plan calls for a total private sector investment of approximately \$177 million toward the plan's full implementation. This preliminary estimate is likely to be refined as the downtown and waterfront redevelopment move forward. Private investment should fall within 10 to 20 percent of this estimate. Under the original plan, the city of Vallejo would invest about \$34 million.

The panel has suggested some changes to the phasing of the waterfront plan. These changes add considerable flexibility to the financial arrangements. For example, by not realigning

Mare Island Way the city saves a major infrastructure cost. This also makes less land available to the developer at the waterfront and lowers the land cost for the hotel and conference center. Since the development of the waterfront hotel and conference center and the downtown parking garage have been placed in the final phase of the plan, the costs for these improvements can be taken out of the investment total, because the true costs of these facilities—as well as the actual sources of funding for them—could be quite different by the time they are ready to be built.

Implementation Timetable

The city and the developer must establish a detailed timetable for implementation. Expectations and contingencies should be made explicit, including the consequences if either party fails to meet the schedule.

Breakdown of Private Sector Investment: Original Phasing

Type of Investment	Cost (In Millions)
Land Cost	\$17
Infrastructure Cost	\$2
Site Preparation	\$9
Residential Development (413 units at \$175,000 each)	\$72
Commercial Development (130,000 square feet at \$80 per square foot)	\$10
Commercial/Industrial Development (380,000 square feet at \$65 per square foot)	\$25
Hotel and Conference Center	\$18
Soft Costs	\$24
Total Cost	\$177

Breakdown of Public Sector Investment: Original Phasing

Type of Investment	Cost (In Millions)
Garage Design and Construction	\$24
Environmental Costs	\$2
Infrastructure Costs	\$8
Parks and Open Space	\$1
Total Cost	\$35

Breakdown of Private Sector Investment: Panel-Proposed Phasing

Type of Investment	Cost (In Millions)
Land Cost	\$15
Infrastructure Cost	\$2
Site preparation	\$9
Residential Development (413 units at \$175,000 each)	\$72
Commercial Development (130,000 square feet at \$80 per square foot)	\$10
Commercial/Industrial Development (380,000 square feet at \$65 per square foot)	\$25
Hotel and Conference Center	Not applicable/later phase
Soft Costs	\$24
Total Cost	\$157

Breakdown of Public Sector Investment: Panel Proposed-Phasing

Type of Investment	Cost (In Millions)
Garage Design and Construction	Not applicable
Environmental Costs	\$2
Infrastructure Costs	\$2
Downtown Management (Nonprofit Corporation)	\$1.25
Parks and Open Space	\$5-\$8
Total Cost	\$10.25-\$13.25

Conclusion

The City of Vallejo is presented with an extraordinary opportunity. Its downtown and waterfront provide unique environments and settings that can be redeveloped into attractive and vital urban locales. The basic elements for a lively, charming, and economically successful community are in place: the waterfront, the location within the region, the historic neighborhoods, and in fact, the whole historical context of Vallejo and Mare Island. To be brought to their full potential, these only need to be enhanced with the right kind of private and public investments. The city and the developer have teamed up to forge a partnership and a plan that are keyed toward seeing that those investments are made and coordinated effectively.

The panel has made several recommendations for adjusting the existing Conceptual Waterfront Master Plan and its phasing that, in the panel's opinion, will make the investments more cost-effective and will give them better leverage. With proper attention, focus, and follow-through, this revitalization program can make downtown Vallejo a magnet for the region's residents and tourists. It also can transform the waterfront and downtown into a successful commercial, retail, cultural, and entertainment center.

About the Panel

Carl Weisbrod

Panel Chair
New York, New York

Weisbrod is the founding president of the Alliance for Downtown New York, Inc., where he has served since 1995. The Alliance, with an \$11.5 million annual budget, is the largest business improvement district (BID) in New York City. The group promotes New York City's Lower Manhattan Economic Revitalization Plan, a groundbreaking package of tax incentives that has generated well over \$1 billion of private investment downtown.

Under Weisbrod's leadership, downtown New York has experienced a rebirth. The area is now the heart of New York's Silicon Alley. The Alliance cosponsors the innovative Plug n' Go program, which has attracted emerging high-tech companies with prebuilt, Internet-ready, affordable office space.

Weisbrod served from 1990 through 1994 as president of the New York City Economic Development Corporation (EDC), the city's agent for economic development. He devoted more than 15 years—from 1978 to 1994—to overseeing the revitalization of Times Square. He served as director of the Mayor's Office of Midtown Enforcement, and later as executive director of the City Planning Commission. He was also president of the New York State 42nd Street Development Project, Inc., the public authority responsible for implementing the \$2.5 billion Times Square redevelopment plan.

Weisbrod consults internationally on economic development and serves as an adjunct assistant professor at Columbia University's Graduate School of Architecture, Planning and Preservation. He is the chairman of Tarragon Realty Investors, Inc., a publicly traded REIT, which

owns more than 15,000 affordable apartment units throughout the country. He is also a trustee of the Ford Foundation. Weisbrod earned his BS from Cornell University in 1965 and his law degree from New York University School of Law in 1968.

Ann L. Buttenweiser

New York, New York

Buttenweiser has a Ph.D. in urban planning and is an internationally known urban waterfront expert and parks advocate. The second edition of her book, *Manhattan Water-Bound* has just been released. She is experienced in planning, development, urban design, management, policy making, public and private funding, permitting, and consensus building. Buttenweiser is president of the Parks Council, a citywide advocacy organization, and recently was appointed by Secretary of the Interior Bruce Babbitt to the board of the National Parks Foundation, a national advocacy and funding organization.

Buttenweiser also has worked extensively on waterfront development and maintenance plans for the New York City Department of Parks and Recreation and helped to develop the East Side Waterfront Plan. This five-mile continuous boulevard, esplanade, and park along the Hudson River is now under construction. Working for the Alliance for Downtown New York, a business improvement district, Buttenweiser managed the formation of a streetscape plan for Lower Manhattan and created the Contuse Slip Sitting Park, the first new Lower Manhattan open space since 1970. She has worked extensively on waterfront development issues, including a waterfront concept plan for Tokyo's metropolitan government and a reuse plan for New York City's passenger terminal piers.

Buttenweiser also is experienced with waterfront zoning and at procuring federal funding for waterfront projects.

Allen K. Folks

San Francisco, California

Folks, a licensed landscape architect and planner, directs the design studio at EDAW, Inc., in San Francisco. He has prepared master plans and directed the implementation of a wide range of projects in the western United States and internationally. His waterfront planning experience includes large mixed-use projects in several Bay Area cities and the resolution of issues related to the California Environmental Quality Act (CEQA). Folks also was active in the design and preparation of several key waterfront military base reuse plans, including those for Mare Island Naval Shipyard and the Alameda Naval Air Station.

Folks's current responsibilities include the preparation of specific plans for new developments in the cities of Napa and Half Moon Bay, a specific plan that addresses urban infill in the city of Walnut Creek, design of Microsoft's new South Campus in the city of Mount View, and the master plan for a new development in Cairo, Egypt.

Mike Higbee

Indianapolis, Indiana

Higbee is president of Development Concepts, Inc. (DCI), a development services company that works with private and public sector clients. Prior to forming DCI, Higbee served as director of the city of Indianapolis's Department of Metropolitan Development. During his tenure, he was the city's point man for several important projects, including the \$700 million Circle Centre Mall, the lower canal improvement project, and the negotiations for the \$1 billion United Airlines maintenance facility at Indianapolis International Airport.

As a consultant to the city of West Lafayette, Indiana, Higbee helped implement a public/private partnership for a \$50 million mixed-use development project. In Bloomington, Indiana, he helped to facilitate the redevelopment of the Thomson Consumer Electronics plant—a 200-acre vacant industrial site with over 2 million square feet of space. He coauthored state legislation that enabled the city to offset high redevelopment costs by capturing local and state tax revenues. In 1996, Development Concepts co-developed a \$7 million affordable housing development in Gary, Indiana, that was the first privately led development initiative in Gary in more than 20 years. The firm currently is developing three housing projects totaling over 320 residential units.

Higbee currently is involved with redevelopment projects in Durham, North Carolina; Wichita, Kansas; and several communities in Northwest Indiana. He has a bachelor's degree from Purdue University and is an active member of the Urban Land Institute, the National Congress for Community Economic Development, and the National Council for Urban Economic Development.

Alice Murray

Dallas, Texas

Murray was president of her own interior design firm in Dallas, Texas, for more than a decade. In 1992, she became director of the Real Estate Council of Dallas, a group that represents real estate professionals of all disciplines. Under her leadership, the organization grew from a handful of real estate professionals into the voice of the real estate industry in Dallas, with more than 1,100 members. Countless individuals in Dallas have benefited from the Real Estate Council's volunteer efforts, especially through the Real Estate Council Foundation, which Murray created in 1993 as a charitable subsidiary for rebuilding blighted neighborhoods.

In 1997, Murray opened her own real estate consulting firm. The Alice Murray Company's first major project was the redevelopment of the historic Kirby Building in downtown Dallas. The Kirby is being renovated from office space to 156 apartments.

Murray graduated from the University of Illinois with a degree in interior design. She is involved with numerous civic and business organizations that relate to her focus on inner-city revitalization, including serving as a board member and executive committee member of the Real Estate Council, the Real Estate Council Foundation, and the Central Dallas Association; as a board member of the Downtown Improvement District, and as an appointee to the City Center Tax Increment Finance (TIF) board. She also is active in the Dallas Assembly and the Urban Land Institute's Inner-City Council.

Eric S. Payne

San Francisco, California

Payne is a founding partner in the Concord Group, a real estate consulting firm. He is in charge of the firm's San Francisco office and is responsible for management of projects completed there and for the cultivation of new business in the Bay Area and the Pacific Northwest. Prior to his association with the Concord Group, Payne was an associate with one of the nation's largest independent real estate advisory firms.

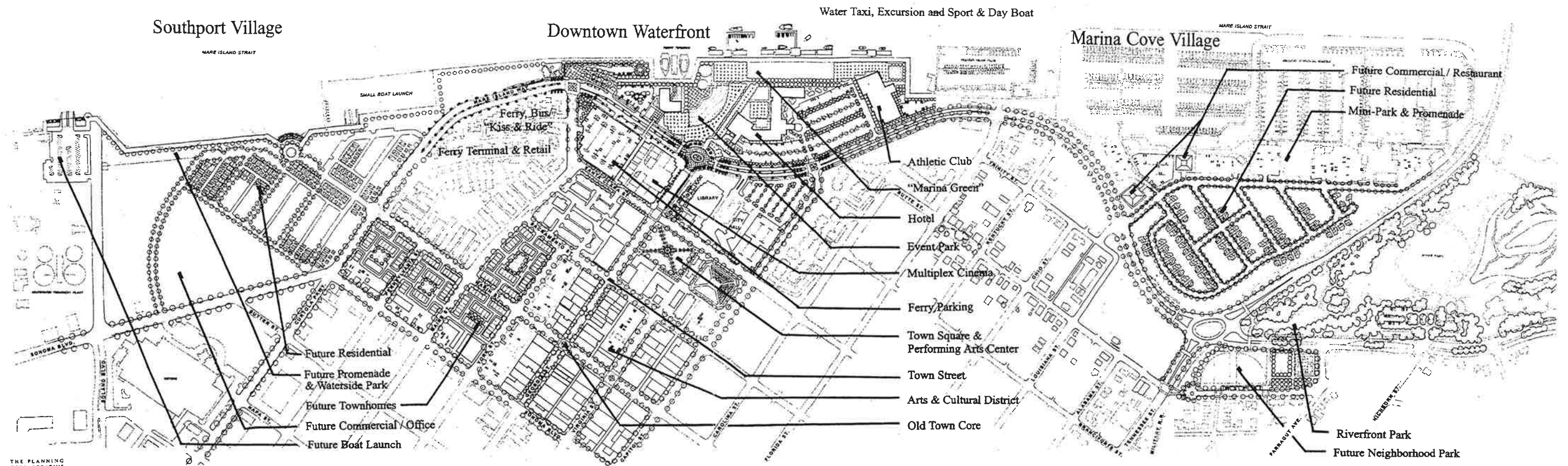
Payne has experience evaluating the feasibility of mixed-use projects of all sizes, including, but not limited to, residential, office, industrial, retail, and recreational uses. His work focuses on product segmentation and financial analysis of urban multiuse projects and master planned communities. He also has been involved in providing strategic consulting to clients at the corporate level. Payne has performed assignments for public entities, builders, and developers throughout the nation, including projects in California, Nevada, Oregon, Arizona, Colorado, Utah, Missouri, Indiana, and Florida.

Payne earned a bachelor's degree in diplomacy and world affairs, with economics and history emphases, from Occidental College. He is a member of the Urban Land Institute and is affiliated with the Building Industry Association, the National Gold Foundation, and the Real Estate Research Council of Northern California. He has been a speaker at various real estate industry functions, such as the Western Building Show and the Building Industry Research Council.

Linda Walchli

Seattle, Washington

Walchli is a senior associate with TDA, Inc., an independent professional consulting firm specializing in transportation planning, research, parking analysis, and functional design. Her project experience ranges from urban design in the development of new, narrow road standards to developing parking and transportation demand forecasts for specialty projects such as museums, large church organizations, hotels, golf centers, and the Seattle Cruise Ship Terminal. Her work recognizes the individual needs of pedestrians, bicyclists, private vehicles, trucks, buses, and specialty transportation.



Vallejo Waterfront Bridge to Bridge Plan

Central Portion

The DeSilva Callahan, LLC