



APPENDIX 4
POLICY OPTION PAPERS

POLICY OPTION PAPER

FINAL

Performing/Cultural Arts Facilities

Policy Issues: Should performing/cultural arts facilities be established in Rancho Cucamonga and, if so, of what types and where?

Background

City leaders and members of the public have long expressed their desire to have cultural/performing arts facilities within the community. It is a natural outgrowth of a mature, urbanized community with a large proportion of moderate to high-income households. This is evidenced in Rancho Cucamonga by the fact that plans for a new "central library, community theater and lecture hall" have been part of the Central Park Master Plan for over 12 years. The issue is particularly relevant now as the General Plan Update offers a chance to either validate or modify previous thinking on the subject. The momentum for building a Performing Arts Center is strong within the City. However, some officials are considering alternative locations. Two possibilities include vacant land near the City Hall or within the regional commercial land at Foothill Boulevard and I-15. The concept of developing a Cultural/Performing Arts Complex that includes a library, performing arts center, public plazas/gardens, with nearby commercial amenities has also been suggested by some officials.

For purposes of this paper, the term *Community Theater* refers to smaller facilities aimed primarily at local cultural arts groups or attractions serving primarily residents of the community. It is important to note, however, that such attractions may not be solely local. Well known artists, performers, or speakers may present in these smaller venues, focusing on a community level audience. This often happens in connection with local college, university, or conference events and represents a market niche that may be very appealing to this community. The term *Performing Arts Center* refers to larger, fully professional complexes that serve a regional audience and draw primarily upon imported professional performing groups. There is

nothing in this distinction to suggest that local, primarily amateur performers compare unfavorably to professional groups. Their audience draw is different and they are probably not well known, but they commonly produce highly entertaining presentations throughout California communities, often of professional quality. Additionally, they are increasingly filling a void in our educational system where exposure to performing arts, music, and art are not getting sufficient attention. They are thus providing a significant educational as well as entertainment function in the community.

A *Composite* facility refers to a performing arts facility that seeks to serve both local and broader audiences within the same facility. Typically, this involves a "shared season" in which a relatively short bill of professional productions is mixed with a more extensive program of local productions. The sizes of such composite venues vary considerably and often result in audience limitations for the more broadly advertised entertainment and excess capacity for local productions.

Community Theater. It is clear from the experience of other communities that there are many types of performing/cultural arts facilities, responding to a wide range of community needs. Though there are many variations on a theme, two basic facility types are explored here. The first is a community theater that generally responds to the needs of local performing arts groups as a venue for their production of plays, recitals, concerts, and similar presentations. This is typified by facilities with a stage and a capacity in the range of 300 to 1,000 seats, or sometimes more. A distinguishing characteristic is that these facilities respond almost exclusively to locally originated and produced performances. This type of facility may be free standing or combined with another community facility such as a library, community center, city

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hall, museum, or school. Occasionally they may be part of a community commercial complex. Buildings may be new or refurbished. Examples include the community theaters in Brea, Huntington Beach, El Segundo, Costa Mesa, or Redlands. Some start out literally as “store front” uses, gradually expanding into true theaters after a constituency is developed and funding is acquired. Programming options can include in-house production, co-production, or serving strictly as a rental venue. A variation on this type of facility is one that accommodates not only staged performances, but also to lectures and community forums that are somewhat more interactive and require a flexible seating pattern that is not limited to the typical auditorium format. While it is not truly an example of this type of facility because it only permits performing arts classes and not stage productions, the current use of space in the Rancho Cucamonga Town Center commercial complex is an indicator of community interest in this type of activity.

Performing Arts Center. A second type of facility is one of considerably greater scale that serves an audience well beyond the community in which it is located. With a seating capacity ranging from 1,500 to 3,000 or more, these are fully professional venues for traveling theater groups, symphony orchestras, and other world class performances. Typically, these are new facilities designed for this specific purpose. Examples include the Performing Arts Centers in Costa Mesa, Cerritos, Long Beach, and Thousand Oaks. In these cases, it is often part of the strategy to use these public/quasi-public investments as incentives to stimulate economic development, often in connection with a regional office/ commercial center.

This latter factor is an increasingly significant aspect of performing arts center development and has particular application to Rancho Cucamonga. In Costa Mesa the Performing Arts Center has become a powerful catalyst in the evolution of a vibrant regional mixed-use complex involving offices, hotels, regional commercial, other entertainment, high-end multi-family housing, and financial institutions. The Cerritos Performing Arts Center serves as the focal point for a major regional commercial center and attracts visitors from throughout Los Angeles and Orange County. The Terrace Theater and associated convention center in Long Beach is the centerpiece of a major

downtown revitalization program and can be accessed by the Blue Line urban rail transit system. The Thousand Oaks Performing Arts Center functions more as a focal point of community identity and preeminence within the region and relatively less as a magnet for economic expansion. In all cases, the performing arts facilities and programs elevate the achievement of other community goals. This potential is especially significant in Rancho Cucamonga because of the proximity to the nearby Epicenter baseball stadium and the opportunity to strengthen the recreation draw and synergy it provides. This potential accounts for the recent commitment by the Community Foundation and City Council to focus on such a facility, with funding support by the Foundation.

Certain specialty facilities also exist, such as outdoor amphitheaters ranging in capacity from a couple of thousand to 10,000 or more. The Irvine bowl in Irvine, Pearson Park in Anaheim, Pacific Amphitheater in Costa Mesa, The Blockbuster Pavilion in Glen Helen, and the landmark Greek Theater and Hollywood Bowl in Los Angeles are examples. Another specialty facility includes athletic arenas and stadiums that also accommodate certain types of performances, usually on a scale of 15,000 or more. A final category includes educational facility auditoriums, of which there are numerous examples throughout Southern California. They may range from a few hundred seats to upwards of 2,000, but typically fall in a narrower range of 1,000 to 1,500 seats. Such facilities may be located at high schools, private schools, community colleges, or colleges and universities.

Communities that aspire to making cultural arts a central part of the community experience are amazingly creative, adaptive, and ambitious in satisfying this aspect of community character. The direct and indirect investment can range from a few thousand dollars in a rented or contributed space to many millions of dollars for a full-scale performing arts center. Very few of these facilities are self-supporting. They almost always require some combination of public subsidy and/or private underwriting, not only for construction but for operations and maintenance as well. The nature and extent of support efforts often say as much about a community as the venue(s) they create. The essence of this issue is the extent to which a

significant cultural presence is an important part of the city's vision of itself.

It is not possible with the information available as part of the General Plan update to be precise as to facility type and specific as to location. Performing Arts/Cultural Centers require a specialized analysis and feasibility study that is highly focused on the community and its potential for this type of facility. It is possible, however to identify the options that merit consideration in setting direction now for whatever potential there may be to build performing/cultural arts into a permanent aspect of the Rancho Cucamonga community.

The table found at the end of this paper lists capacities and locations of selected examples of community theaters, performing arts centers, and composite, or dual function, facilities found elsewhere in Southern California. These examples illustrate the extensive range of facilities found in other communities.

Policy Options

1. **Status Quo.** Temporary Use of Existing Commercial Space.

Implications. This would involve operating in donated or leased commercial space as a local theater group. The space could be in a large storefront, closed market, vacant warehouse, etc. This limits the scale of operation to a strictly local presence. The space may disappear if the owner needs to reclaim it for commercial use. This option could eventually lead to a more substantial presence and support for a larger and more prominent facility. Or, it could simply become a limited, but vital, presence in community affairs. Presentation capabilities would be dictated by the success of the local group, local support and participation, and the community perception of this activity as an important part of the community's image.

2. **Local Theater.** Build or acquire a local community theater.

Implications. This is essentially the plan under which the City has been operating for some time.

Combining this facility with a new library is a cost-effective approach, as has been demonstrated in other communities, such as Huntington Beach. All facilities represent a financial investment. This option would cost an order-of-magnitude less than a performing arts center, but would still serve a wider range of users than the status quo. The optimum location would be as part of a locally significant complex, to maximize exposure and same money (economy of scale). The two most prominent candidates include the currently planned Central Park site or the area near the City Hall. It would contribute to a "Town Center" concept, defined by a concentration of public/quasi-public uses. A substantial number of residents already come to this area for governmental and medical services, as well as the extensive community commercial retail and services located on the north side of Foothill Boulevard. Other local sites would also be workable. The primary factor would be cost effectiveness in getting a permanent facility established. A more or less central location would be preferable, but synergy with other community-oriented uses is even more important. Cooperative arrangements with Chaffey College or with the school district in connection with one of the high schools may also merit exploration. In any case, this facility would largely focus on serving local audiences, whether by local performers or "for hire" attractions from elsewhere.

3. **Performing Arts Center.** Build a full-scale professional performing arts complex.

Implications. This option would represent a major commitment to tap into the regional market for providing professional performances. It would place Rancho Cucamonga in the position of providing a service to surrounding communities as well as its own citizens. The optimum location for such a facility is the regional commercial land at Foothill Boulevard and I-15. Not only does this location provide a readily visible and accessible site; it offers the leverage of combining with regionally significant commercial and visitor serving uses to achieve a synergy that will help to offset the high development costs involved. In effect, this would be using the performing arts complex as an incentive to attract commercial, office, and other visitor serving uses to the site. The potential for this combination

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appears to be high in Rancho Cucamonga, but should be validated with a focused analysis by competent specialists in this unique marketing field. Quality design is surely a critical component in the success of such a facility and the City has consistently demonstrated its commitment in this area. The optimum arrangement would be as a component of a multi-use "urban village" with a unique design that stimulates a synergy from the various major uses. The cost of such a facility could easily be in the range of 50 million dollars or more, so it would be a massive undertaking. It would require some combination of private fund raising (similar to the Orange County Performing Arts Center) and public financial support for construction, operations, and maintenance (similar to the Cerritos Performing Arts Center). Clearly, a carefully focused analysis and implementation strategy would need to be conducted if this option were to be pursued.

Another important dimension of this option is the question of operations and staffing support. Again, the potential exists here to achieve an economy of scale in that the City is already operating its Epicenter facility in the immediate area. Some form of combined staffing/programming arrangements would merit serious investigation to realize cost savings and coordinate schedules. This aspect of a comprehensive Performing Arts Center would take on even greater significance if the complex included a conference center/meeting facility. Not only would this feature contribute to the economic stimulus of the entire complex; it would also benefit greatly from a centralized and highly coordinated staffing organization.

4. Composite Facility. Build a single complex that seeks to respond to both local and regional interests and potentials.

Implications. This would entail finding a common ground between local and regional cultural/performing arts constituencies and building one facility to respond to them. It would probably mean compromising both potentials to some degree by focusing on a size that is more than sufficient for most local presentations and yet may be limiting for some regionally oriented performances. Design creativity could introduce some flexibility into the facility, but that, too, would probably entail compromises in functionality and appearance. The

Town Center complex in Costa Mesa, which has two distinct buildings, represents a variation on this theme. Each one is designed for a special purpose: a full scale regional performing arts center and a sophisticated community theater that has also succeeded in gaining some regional notice. It is still, however, fundamentally a community theater. Private funding played a dominant, if not exclusive role in making this complex a reality, an atypical situation compared to most communities. A challenge with this type of arrangement is to enable the use of the facility for other than strict local performing arts groups, such as rental for other types of community oriented presentations.

5. Separate Local and Regional Facilities. Build a community theater and a regional performing arts center in different locations.

Implications. This option would respond to the two different and distinct potentials for the cultural and performing arts commitments by Rancho Cucamonga. Since the two, at least in their more pure form, are somewhat mutually exclusive, it would mean two projects, not one. It also suggests that they would be in different locations to enable each to specialize in responding to its constituencies. Obviously, the community burden of stimulating and probably participating in the funding of each would be substantial. Public/ private partnerships would be particularly useful in facilitating this option (in fact, they could play an important role in all options). Phasing of the two facilities would also be critical, if for no other reason than the size of financial undertaking required. Operational coordination might have some potential with this option, even though separate locations are involved. It may be worth looking at the Costa Mesa situation to see if a single location option makes any sense in Rancho Cucamonga.

Recommendations and Rationale

A combination of Options 4 and 5 is recommended. A Separate Community Theater and Performing Arts Center, or a Composite Facility, are recommended for inclusion in the General Plan. If the Regional Performing Arts Center proves to be impossible to implement because of cost or other complications, then Option 2, Community Theater, should still be

pursued. If, for budget or other reasons, a facility that encompasses both functions proves to be the most cost effective, then a Composite Facility should be accommodated. If that course is pursued, its location would be more flexible than with a full scale performing arts complex. A location in or near the regional commercial center would have some advantages, although it could be accommodated outside the I-15 Corridor near other civic or commercial areas.

The City of Rancho Cucamonga has reached a size and sophistication to justify serious consideration of investing in the cultural dimensions of community beyond current levels. It is already preeminent in the area of youth sports. It can now expand into broader opportunities for community activities. No community in the immediate vicinity is as well placed as Rancho Cucamonga to undertake this type of initiative.

The challenge of accomplishing this recommendation is daunting. But it has been done in other communities and Rancho Cucamonga has demonstrated the capability of going beyond conventional expectations many times during its relatively short history as a city.

With proper design, creative partnering and financing, and with persistence, the proposed regional center complex could be a landmark development in the region, as well as a commercial and cultural asset to the community. Inclusion of this recommendation in the General Plan would entail a more in-depth and focused analysis of the feasibility of such a concept, with specific consideration of site characteristics, market potentials, partnering opportunities, fiscal implications, and organizational/operational requirements. If such analysis demonstrated that certain factors preclude the feasibility of the full-scale performing arts complex, then either a composite facility or the community theater facility should be undertaken. That is the minimum level of commitment to this aspect of community character that appears appropriate for Rancho Cucamonga.

The optimum location for a Community Theater would be in the Town Center area, which is already a major activity center in the community and is well connected to other sectors of the City. This location, in proximity to the City Hall, would

also make it an ideal location for large-scale community meetings or lecture events. If at all possible, the facility should be part of a larger project and designed for maximum cost effectiveness. A public community facility is an excellent companion use, but it could also be combined with other uses, including private community commercial development. As an alternative to this location, placement in one of the City's existing retail commercial centers could also be a desirable site.

The period during which the community theater concept is being implemented in a commercial center can also be used to design and launch a successful support campaign for a permanent home in the City.

The currently planned location within the Central Park property is certainly acceptable, even though it is in a different community setting than would be expected in a more commercialized area. While it is geographically centered in the City, any synergy that develops will need to be associated with non-commercial recreational activities.

The magnitude of this recommendation is not to be taken lightly. Experiences in other communities who have undertaken such large-scale culturally oriented projects testify to the amount of sustained energy and resources required. This is a commitment for the long haul. As such, it is appropriate for the General Plan to express direction in three ways: 1) to strongly identify this three-pronged approach as the preferred direction; 2) to initiate focused implementation steps that will either validate this direction or demonstrate that its achievement would consume more community resources than could ever be justified; and 3) to set direction for a contingency plan that includes a more modest project, one that would respond to a scaled-back regional role combined with local performances or even one devoted primarily to localized cultural arts endeavors.

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PERFORMING AND CULTURAL ARTS CENTERS

<i>Category</i>	<i>Facility</i>	<i>Location</i>	<i>Seating Capacity</i>
Community Theater	California State University, Fullerton	Fullerton , CA	500
Performing Arts Center	Cerritos Center for the Performing Arts	Cerritos, CA	1,700
Composite	Irvine Barclay Theater	Irvine, CA	756
Composite.	La Mirada Theater for the Performing Arts	La Mirada, CA	1,264
Performing Arts Center	Orange County Performing Arts Center	Costa Mesa, CA	3,000
Composite	Plummer Auditorium	Fullerton, CA	1,314
Composite	Robert B. Moore Theater	Costa Mesa, CA	916
Community Theater	South Coast Repertory Theater	Costa Mesa, CA	507
Community Theater	Yorba Linda Forum	Yorba Linda, CA	315
Community Theater	Huntington Beach Community Theater	Huntington Beach, CA	319
Community Theater	Curtis Community Theater	Brea, CA	199
Composite	Sturges Center for the Performing Arts	San Bernardino, CA	742
Community Theater	Grove Theater	Upland, CA	410
Performing Arts Center	Thousand Oaks Forum Theater	Thousand Oaks, CA	1,800
Community Theater	Chaffey College Theater	Rancho Cucamonga, CA	350
Composite.	California Theater	San Bernardino, CA	1,760
Performing Arts Center	Terrace Theater	Long Beach, CA	3,051
Performing Arts Center	City of Big Bear Performing Arts Center	City of Big Bear, CA	398
Composite	Gardiner Spring Auditorium	Ontario, CA	2,250

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I-15 Corridor Economic Development Strategy

Policy Issue — I-15 Corridor Economic Development Strategy: The City has a number of large, uncommitted parcels along the I-15 Corridor that represent a substantial opportunity to capture a range of regional commercial, community commercial, and possibly cultural and recreational opportunities. The issue involves developing a land use and marketing strategy to be incorporated in the General Plan that will position the City to capture these development opportunities. One of the opportunity areas includes the Redevelopment Agency (RDA)-owned “regional mall” site, which may have significant competition if developed as a traditional regional mall, due to the Ontario Mills project that shifts the commercial market dynamics in the region. The right market niche, the timing of development, the inclusion of other types of uses such as cultural and recreational uses within this “mall” site, and compatibility of adjacent land uses are all part of the issue. Another opportunity area is at the intersection of Foothill Blvd. and Day Creek Blvd., which will be the major crossroads leading to the future mall site. Foothill Blvd. has become the dominant commercial corridor within the City and is currently under the policies and regulations of a Specific Plan. The General Plan needs to provide special treatment for this intersection, as well as address land uses along Foothill and Day Creek leading up to the intersection.

BACKGROUND – Retail Market Information and Performance

Vacant Commercial Land. Recently, an updated tabulation was prepared of the City’s land use information based on the their current GIS data base as presented in Table 1. This shows about 523.3 uncommitted commercial acres. Uncommitted acreage includes vacant parcels that do not have any discretionary permits issued. Additionally, 113.3 uncommitted acres are estimated to have industrial zoning with retail potential, referred to as Industrial Specific Plan (ISP) zoning.

As an approximation for the I-15 Corridor, the vacant acreage was tabulated for the area east of Rochester Avenue plus the area along 4th Street directly north of the Ontario Mills center. As shown in Table 2, this corridor has about 348.1 uncommitted acres, or about 67 percent of the total uncommitted commercial acreage citywide. This includes about 91.4 uncommitted acres identified for the regional commercial site near the intersection of Foothill Blvd. and I-15, a substantial portion of which the City’s Redevelopment Agency is in the process of acquiring. Also, all of the 113.2 ISP zoned lands are within the I-15 corridor.

Existing Retail Supply and Retail Performance. As shown in Table 3A, the City has about 4.3 million square feet of retail space operating at an estimated vacancy rate of about 5.9 percent. The bulk of the space was identified as regional or community serving. About 3.4 million square feet of competitive space was identified either adjacent or near Rancho Cucamonga operating about a relatively similar vacancy rate of 6.4 percent as shown in Table 3B. The bulk of this space included the Ontario Mills high volume, discount regional center at 1,650,000 square feet and the Montclair Plaza regional shopping center at 1,275,000.

The retail performance has improved over the period 1992 – 1997 for the City of Rancho Cucamonga. As shown in Figure 1, the City had substantial retail leakage in the categories of apparel, eating and drinking, furniture and appliances, building materials, automotive sales, service stations and other retail establishments. Largely because of significant retail development along Foothill Blvd., the retail performance improved by 1997. As shown in Figure 2, substantial leakage was only shown for apparel and automotive sales with some leakage still shown for furniture and appliances and service stations.

Policy Option: I-15 Corridor Economic Development Strategy

Ontario Mills. The recent development of the Ontario Mills, starting in 1996, has significantly influenced the regional shopping dynamics in the market area which in turn influences the configuration of the planned regional center in Rancho Cucamonga. The current 1,650,000 square foot center attracts shoppers from a larger market area than a traditional regional mall and is still expanding with over 250,000 new square feet under construction and sizable additional potential within the adjacent parcels. Directly across from the Ontario Mills Mall along 4th Street in Rancho Cucamonga, land uses zoned Industrial Park and General Industrial allow for commercial development to occur (both as permitted and conditional uses) in accordance with the Industrial Area Specific Plan. Currently, only an Auto Nation auto sales distributor has located in this area.

Projected Retail Demand. The subregional market area consisting of the City of Rancho Cucamonga, its sphere of influence and the City of Fontana, as shown in Table 4, has a projected growth in population of about 137,000 from year 2000 to 2020. This represents a sizable 52 percent increase over this twenty year period. Currently, the January 1, 1999 population for Rancho Cucamonga is estimated at 121,840 and 111,786 for Fontana for a combined total of 233,626.

This population growth has been converted into retail acreage demand of about 448 acres, as shown in Table 5, which might be 15 to 30 percent higher, or 67 to 134 acres, when ancillary commercial uses are included. The total projected acreage demand would then range from 515 to 582 acres. A market analysis prepared for the City in 1995 projected commercial demand of about 679 acres.

This demand projection includes about 160 acres for Comparison Goods of which a large part typically locates in regionally oriented centers. Additionally, some of the food service and eating and drinking establishments could also locate there, as well.

Policy Options – Developing an Economic Development Strategy

1. **Status Quo with Selective Rezoning.** This option retains the current General Plan zoning of

regional commercial adjacent to I-15 and commercial along Day Creek between Foothill Blvd. and Base Line Road. With selective rezoning the City would maintain the concept of a regional center with a potential mix of retail, entertainment and residential land uses. The City would try to market the regional land under their control to the best developer prospect.

2. **Continuing Public Purchase.** Under this option, the City Redevelopment Agency would continue to purchase strategic parcels for the long term while encouraging compatible retail in Rancho Cucamonga directly north of the Ontario Mills Mall.

3. **Comprehensive Strategy for Mixed Use.** The final option suggests a comprehensive strategy to reexamine the entire subarea to accommodate a mix of retail, entertainment and residential land use. This would include assessment of the appropriate densities of residential development around the regional center and the demand for commercial development along the entire length of Day Creek between Foothill Blvd. and Base Line Road. It would also examine the appropriate niche for regional serving retail given the current market dynamics as well as the concept of developing a Cultural/Performing Arts Complex that includes a library, performing arts center, public plazas/gardens and related amenities. Furthermore, there may be opportunities to encourage tourism and create a true destination center by promoting historical landmarks as part of the design.

Several considerations are an integral part of this strategy:

What is the appropriate mix of uses to be accommodated and how much area should be devoted to each? As an example, one possible formula to test would be: 40% Regional Commercial; 10% Tourist Commercial; 10% Very High Density; 10% High Density; 20% Medium Density; and 10% Public/Quasi-Public. This represents a highly concentrated urban village, with a strong mix of regionally attractive uses and local residential support to provide a dynamic, vital environment. Clearly, the proportion and mix of uses could be varied to yield a distinctly different character and market emphasis.

What is the appropriate design of the uses to be provided here? The intent of exploring alternative designs is to stimulate certain use relationships and patterns of convenience to achieve optimum synergy between the uses. For example, a somewhat circular pattern of development could result in “wedges” of mixed use that are tightly related to each other, with each succeeding wedge of development providing another phase in response to market opportunities. Yet, the proportion of uses would remain relatively constant throughout the phases up until buildout is achieved.

What is the appropriate relationship between uses? This is another aspect of design and choice of uses that relates to how transition from one use to another is achieved. Factors such as street configuration and access points, pedestrian ways, building orientation, building size, parking facilities and their location, landscaping, lighting, setback and separation distances will all contribute to the way in which uses are integrated into the overall concept and how they reinforce each other.

These and other factors, such as edge treatment for surrounding areas, patterns of access to surrounding arterial networks, architectural treatment, and ownership/management arrangements, all contribute to the vitality and character of mixed use concepts. Because of the number of design variations and range of possible land use combinations, the mixed-use strategy can respond to a number of policy preferences and market potentials.

Recommendations & Rationale – Policy Option D, Comprehensive Mixed Use Strategy

The comprehensive mixed use strategy is recommended because of a combination of market forces and community vision, including:

1. Locationally, the I-15 Corridor provides the City its best opportunity for regional serving land uses at key intersections, particularly along Foothill Blvd. and 4th Street, and secondary opportunities at Base Line Road and Sixth Street.

2. Projected growth in the submarket will drive the demand for regional land uses sufficient to support a regional center over time, although the entry of Ontario Mills requires careful examination of the competitive market niche.

3. The community has a concept for the regional center to be a mix of retail, entertainment, civic and historic uses that can function as a multi-purpose destination center and a gateway to the City.

4. The future residential land uses immediately around the center can serve to provide market support and create pedestrian oriented development opportunities.

5. The area can help to meet the City’s long term economic development goals and to maintain fiscal balance.

6. The Redevelopment Agency is in the process of acquiring the regional center. Current market forces and the General Planning process are providing the catalyst to reexamine the current zoning patterns.

7. This concept is integrally connected to the potential commercial expansion along Fourth Street, opposite Ontario Mills. The potential uses for that area must be both complementary and competitive with the uses in the Mills center. Similarly, there needs to be a synergy between this area and the Rancho Cucamonga regional commercial center at Foothill Boulevard/I-15. As this strategy evolves, this balancing of uses must be continually weighed.

POLICY OPTION PAPER

Historical Resource Preservation

Policy Issues: How should the City best promote historical landmarks, encourage successful adaptive reuse of historical sites, and capitalize on its historic resources?

Background

The City contains an impressive collection of historical landmarks, as documented in the General Plan and the Historical Landmarks and Points of Interest documents. The City currently administers its Landmark Designation Program (Municipal Code Chapter 2.24) which provides for an official designation of landmarks or points of interest in the City. Once a site or building is designated, the owner qualifies to receive the following benefits: the use of the Historical Building Code; the use of residential properties for limited non-residential uses (subject to a CUP); the use of the Mills Act Contract for lower property taxes; and participation in the City's Landmark Plaque Program. The City also requires mitigation measures as part of the development approval process when a proposed project impacts cultural/historical resources. Measures can range from the payment of fees to be used to preserve landmarks elsewhere, moving historical structures, providing historical documentation, to providing an interpretive center or historical elements within the development project. The City's Redevelopment Agency has in the past purchased two historical landmarks, but there is no official purchasing program. The RDA has also allocated some monies in its budget for the preservation of historical resources. In addition to these specific actions by the City, goals, objectives, and policies are contained in the Land Use and Development Super-Element of the General Plan aimed at preserving special heritage features. While progress has been made at preserving historical landmarks, some community leaders believe that more should be done in a comprehensive, well-executed program that interjects history into the community fabric. Furthermore, community leaders recognize

that historical resources provide an opportunity to encourage tourism to the City. At this time, there is no formal historical tour of the City promoted (except by bicycle) for those who would delight in touring wineries, operating vineyards, turn-of-the-century architecture, Route 66 landmarks, historical downtown districts, and special vegetation/windrows. Many visitors to the Inland Empire either pass through the City (via Route 66 and I-15) or enter nearby (via Ontario International Airport). They may represent an untapped market, particularly if historical preservation efforts result in creating memorable "experiences" for visitors that enhance the attractions. The General Plan Update, through the Land Use Element (particularly the urban design guidance) and Economic Development Element, will provide policies to strengthen historical preservation efforts, maintain historical ties in the design of new developments, and capture tourism opportunities. At issue then, is what options should be pursued by the City to increase historical preservation, promote historical landmarks, and enable adaptive reuse where desirable.

Policy Options

1. **Status Quo.** Maintain current policies and programs to encourage historical preservation.

Implications. Historical preservation continues on a project-by-project basis, when opportunities arise to assist in private preservation efforts; or require mitigation for impacting existing resources; or purchase significant landmarks. This option relies on staff to consistently monitor the development scene and provide timely action in preservation efforts to ensure retention of Rancho Cucamonga's

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impressive history. Management of Historical preservation efforts is particularly time consuming for a public agency. Staff resources are divided among many other competing demands which must be equitably shared while trying to provide timely and creative solutions to all matters. As a result, the use of private sector historic specialists is high.

2. City Fortifies Historical Preservation Efforts.

Implications. This option would involve allocating additional resources to boost current programs and efforts within the City. This would primarily include the re-designation of an Historic Preservation Coordinator who would maintain the City historic archives (different from the City Clerk's record keeping responsibilities), coordinate efforts between RDA and Community Development, be the point-of-contact with the private sector on all historic preservation related projects, take a proactive role in prioritizing projects, and develop tourist brochures for the California Welcome Center and other appropriate locations. The City may also introduce or assist in creating a storytelling and oral history program, or a program that teaches local history within the schools. Although this option involves an incremental cost to the City, existing staff would be "freed" to focus on expediting current development and resolving planning issues. The overall use of resources (staff and dollars) and of current programs would be better maximized than under option 1. Tourist capture could increase, but not likely to a substantial degree. Also under this option, the General Plan Update would include policy and design guidance for incorporating historic themes and design elements into new or reuse projects. The objective would be to enhance the sense of "place" within the City that is derived from its historical ties to the citrus and wine industries and Route 66. This would benefit both the City and developers by establishing the foundation and expectations for promoting history, where desirable, in development projects.

3. City Partners with Private Sector.

Implications. This option expands upon the desire for a more proactive approach in historic preservation. The City recognizes that time is of the essence in making sure that important sites and structures

are saved and successfully reused. The City takes on a greater role of "partnering" with private or non-profit entities and promoting historical sites. For example, the City could assist the Etiwanda Historical Society in establishing their proposed historical park at the intersection of Etiwanda Avenue and the abandoned railroad right-of-way. The historical park could contain a range of uses – cultural, historic, and commercial that would provide a full experience for tourists. The Historical Park, through its interpretive uses or activities could tell the story of the wine and citrus culture that spurred the growth of the region and of the contributions of the Chaffey family in the formation of Etiwanda and the local water system. The City could provide direct financial assistance or a low-interest loan, assist in project processing, or build certain infrastructure improvements. The City could also allow for a reduction in certain development standards such as parking, or a reduction in processing fees. Meeting modern development standards and paying high fees can be especially burdensome on some of these property owners. For example, the City of Laguna Beach has adopted special development standards for historic landmarks that have proven to be an incentive for preservation. Through this option, the City would proactively join in the search for adaptive reuse opportunities for both public and private landmarks and assist in making the transition successful. With this kind of assistance from the City, the result would be a greater number of historical preservation projects within a shorter period of time than under either scenario 1 or 2. However, this option also involves greater risk for the City as it becomes a highly visible participant in preservation projects that could possibly fail.

4. City Joint Ventures with Neighboring Communities to Establish a Regional Historical Destination.

Implications. Beyond Rancho Cucamonga's borders, particularly in Ontario, are a number of significant historical attractions including the nearby Guasti Winery. From a regional standpoint, the major sites in both Rancho Cucamonga and Ontario together could create a larger attraction for tourists or historical buffs, if known and promoted as a district or concentration of special uses. This option would capitalize on the potential to draw even greater numbers of visitors to the area by the

two cities joining forces to promote their history. Tourist brochures that focused on identifying the collective historical “wealth” in the area would be prepared and distributed. Local stage productions or musicals could further reinforce the telling of history if a cultural arts/performing arts center becomes a reality. The cities would also explore the feasibility of offering guided tours (either directly or indirectly through a non-profit entity), maybe on a weekly or monthly basis, that would be jointly financed and advertised. If successful, historical preservation through adaptive reuse may increase under this option. There would also be some economies of scale in financing promotion efforts. The long-run implication may also be a stronger working relationship with the City of Ontario that could develop into other mutually beneficial arenas.

Recommendations and Rationale

A combination of options 2, 3, and 4 is recommended that would include the following:

- ◆ Designation of specific City staff to help coordinate activities between departments and facilitate both public and private historic preservation efforts;
- ◆ Selected partnering opportunities to ensure that key projects happen, such as the Historical Park in Etiwanda;
- ◆ Amendments to certain development standards or requirements that inhibit adaptive reuse opportunities; and
- ◆ Exploring the interest of neighboring cities in teaming with Rancho Cucamonga in promoting and advertising historical landmarks, establishing and financing tours, finding adaptive reuse solutions, and conducting other historic preservation activities. This could be achieved through a memorandum of understanding or some other cooperative instrument established between the cities and the funding/activities would be conducted under the provisions of that instrument.

This combination of activities represents a strengthened commitment by the City to make its heritage an even broader foundation for its future

development than is currently the case. This commitment will bring to the City and its citizens an expansion of the Rancho Cucamonga’s image to include not only exceptional quality in its development, but an extensive historic presence. It will increase tourism as a stronger component of the City’s economic base. It will further cement the leadership role the City of Rancho Cucamonga enjoys within its sphere of neighboring jurisdictions. Finally, it will contribute a valuable and irreplaceable ingredient in the cultural fabric of the community—a natural adjunct to the educational, recreational, and performing arts initiatives undertaken over the years.

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