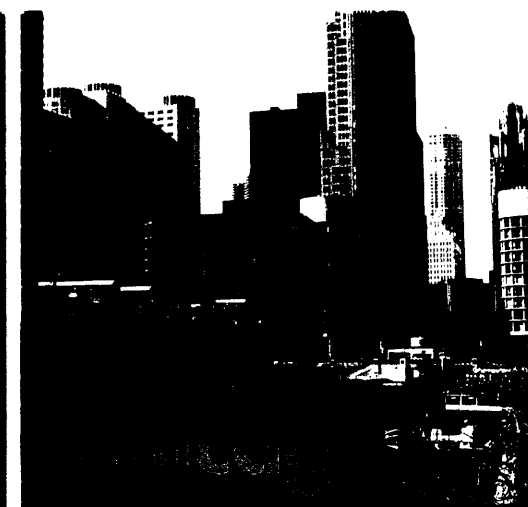
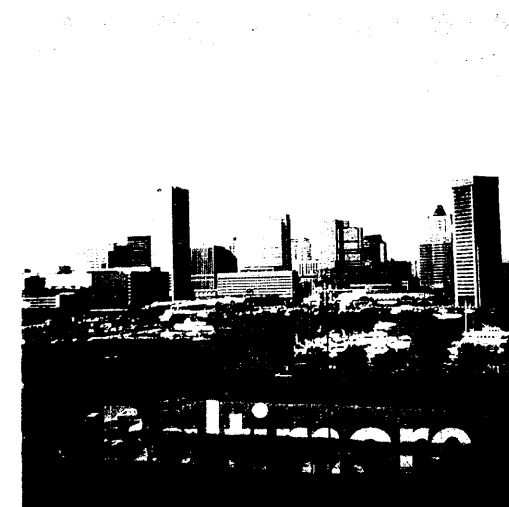


INSTITUT D'AMENAGEMENT ET D'URBANISME DE LA REGION D'ILE-DE-FRANCE



# Urban Renewal and Inner Cities

Lessons from four North American Cities



SEPTEMBRE  
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**Lessons from four North American Cities**

Elisabeth Bordes-Pagés

Urban Planner - CSAU - IEP Paris

Architect DPLG

Pictures are by the author, unless other source specified

Layout : Sylvie Castano

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Institut d'Aménagement et d'Urbanisme de la Région d'Île-de-France  
15 rue Falguière, 75740 Paris Cedex 15, France

Institute for Policies Studies, The Johns Hopkins University  
3400N Charles Street, Baltimore, Maryland 21218, USA

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*At the outset, I would like to thank the personnel of the Institute of Political Studies at Johns Hopkins University in Baltimore, Maryland and I would like to warmly thank those who by their kindness and collaboration helped me to make this study trip a reality, under the best possible conditions, in the Fall of 2000. The list of these resource people can be found at the end of this report...Special thanks to John Lawrence who helped me to get a better English.*

# Introduction

This report is the fruit of a 3-month study trip, undertaken in the Fall of 2001 as a result of an agreement made between the IAURIF and the Johns Hopkins University of Baltimore. The objective of this trip was to acquire a certain understanding of the urban renewal policies that have been put into place over the last 30 years in the United States and Canada, particularly with regard to their inner city areas. Even though the economic, political and institutional contexts are not at all comparable with those in France, it would seem to be interesting to understand the reasons underlying the revitalization objectives in these center cities, the partnerships that have been established, the impact of the planning operations and the things that have been accomplished, but also to be aware of the development perspectives in these city centers. This document presents the urban revitalization process as envisioned by the cities of Baltimore, Chicago, and Oakland in the United States, and the city of Montreal in Canada.

## Baltimore, Maryland

In Baltimore, a port city on the East Coast, which has been deeply affected by the industrial decline, the urban renewal process is exemplary for several reasons. That process was initiated in the 1960's at the instigation of a group of young executives from regional businesses in order to combat the negative effects of the industrial decline on the local economy and on social stability. The will to change the devastated image of this old industrial port center led them to propose a redevelopment project to city officials for the old inner city and its port. The partnerships that were moved into action between the city and its business community have never stopped functioning since that time. An independent structure was created in order to accomplish the work and

the follow up on these urban renovation projects being carried out in the old inner city. Since the 1960's, this structure has juggled and balanced the public and private interests involved. Presided over by the Mayor, it plays a crucial role of catalyst and mediator in carrying out the planned projects.

The Charles Center, or business district, was the very first operation of urban renovation undertaken <sup>(1)</sup> in the center city with strong representation from the tertiary activities sector. The second phase of the project involved the revitalization of the port. Begun in the 1970's, the port reconstruction includes commercial enterprises, recreational activities, cultural installations, hotel services, and headquarters for banks, businesses and insurance firms interested in these renewal operations. Baltimore's port has become a rather renowned tourist attraction on the East Coast of the United States.

The impact of these operations is important in financial terms but also in terms of the city of Baltimore's image. The talk today is about "Digital Harbor" because numerous businesses tied to the new technologies have become established in the old neighborhoods around the port. All of the neighborhoods that line the waterfront have been rehabilitated during the last 20 years. These are inhabited by younger people who are also relatively well to do. This phenomenon of a return toward the city and its center has expanded over the last 10 years. But some neighborhoods remain in crisis in the vicinity of these revitalization operations.

Today it seems essential to the partners to balance regional development by reducing the con-

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1 - Demolition and reconstruction



sumption of natural lands and by promoting the existing cities and in particular, certain blighted neighborhoods in Baltimore's inner city as well as others in peripheral communities. The partners involved in these changes are well aware of the difficulties of trying to better manage these abandoned or blighted properties in the urban setting. The "best solution" as viewed by a certain number of these partners would be, among other things, to bring a better balance in the distribution of low income housing units that are too concentrated right now in Baltimore itself for various historical reasons. For ten years now, the partners involved in the "Smart Growth" movement<sup>(2)</sup>, initiated by the Maryland government, act and solicit the participation of all levels of government in the state, to build partnerships based on policies of protecting the environment and mastering land use problems in the Baltimore region. There are numerous opposing forces between the inner city's interests and the interests of the other surrounding local authorities, which are by definition more rural in nature, that are called counties. Traditionally, these counties distrust the "City" and the values that it represents but also don't like the large sums of public money that the City has been able to acquire in order to maintain itself. Associations active in promoting a "Smart Growth" or sustainable development are more and more numerous. But in the absence of any regional government authority, the creation of a means of governing that is based on the association of several partners with different interests necessitates, in this region as well as others, a sharing of common strong convictions. It is a matter of orienting budget policies to favor the regional approach by reinforcing already urbanized zones. This strategy also necessitates a change in the image of public transportation by developing the network, promoting its expansion and increasing its reliability..., and by improving the housing situation in the existing urban zones which means improving or creating essential services (schools, stores...). It will be necessary to provide better security for certain urban areas while working with the fragile local populations. A revitalized housing element in the

existing urban zones<sup>(3)</sup> would permit the infusion into the Baltimore region of people who have already shown an interest in the idea of a "return to the city". But their desire to return is often impeded by an absence of suitable housing reserves, even though the vacancy rate (abandoned housing) is enormous. The other significant problem is that very few developers really know how to operate on a site that is already very urban and developed<sup>(4)</sup>. In order to compensate for such deficits, some neighborhood associations have begun to take action during the last few years to improve housing in their areas of the city on a "block by block" basis. These local projects have been primarily accomplished with the help of private funds. But the magnitude of these phenomena and the market factors are such that only a strong determination on the part of the players in the economic and social life of the region would be enough to attract the strategic planning and investment necessary in order to promote the harmonization of the very different interests involved. To reduce the expansion of these urban zones, that are already not all that dense, and to limit the consumption of natural land space are some of the major issues at play in the plan for the next 30 years for the Baltimore region (Vision 2030).

2 - The "smart growth" movement is one of the first that was launched in the US. Many other cities and regions have since adopted similar programs. This term can be translated by "intelligent development" or "sustainable development".  
3 - Rehabilitation, restoration...  
4 - You could count the number of them on one hand available in Baltimore.

## Chicago, Illinois

In the greater Chicago area region, the opposing forces are equally strong and the issues involved are largely the same. Each city has its own development policies that attract activities that will result in generating taxes<sup>(5)</sup>. Confronting the major risks involved in urban sprawl, certain regional organizations are taking action to increase the sensitivity of the populace to environmental and development problems and issues<sup>(6)</sup>. In this context, the city of Chicago has implemented policies for urban and environmental revitalization over the last several decades. The municipality has just elaborated a sort of master plan concerning the center of the city (which is very spread out) that will be the framework for its development from now until 2020. The center city includes the business district and also is the heart of the cultural and tourist activities for the Chicago area. The technical services division has undertaken the necessary studies to analyze the capacity for evolution of the urban fabric in relationship to the identified needs in terms of growth in the context of present market conditions (establishing the projected scenario for the evolution of the population, jobs, ...). The Plan for the development of the center city, or the "Central Area Plan" sought to reconcile the development objectives and the availability of suitable sites. This availability also takes into account the proximity of public transportation and the characteristics of the neighborhoods. (More or less residential, more or less dense...). The plan encourages exchanges in arguing for the accessibility to the center city and within the center city itself<sup>(7)</sup>. It also envisions improvement in the level of capacity for these transport systems.

The second objective of the city is the improvement of the quality of life. The plan accentuates environmental and landscape objectives. Since the 19th century, the city has had a park system at its disposal that is unique in the world. The most significant network of parks borders the city on the East, along the shores of Lake Michigan,

extending over several dozen miles. The inner city plan is centered around this historic network of greenery and further develops it. The "green" strategy ties together the open spaces on the lake shoreline, the borders of the rivers and waterways that meander through the city<sup>(8)</sup> and the whole network of parks, green space, and tree plantings, existing or projected. The network of public open space in the center city fits into an overall plan for the city that was formulated several years ago and enhanced since then. In the center, that network is relatively dense<sup>(9)</sup>. Outside of the business district that is situated in the heart of the center, the goal of this plan is to develop a mixture of functions in all the other neighborhoods of the center city. The environmental portion of the plan is on the decline at several different levels. The primary need is to offer more housing in the urban heart in order to limit the consumption of space at the regional level. The second is to associate the development of the center (concentrating functions and density) with an efficient transportation policy in order to reduce the use of cars, and the third priority is to improve the quality of life there by improving necessary services to the population and by creating, for example, some urban recreational spots (parks, easily accessible gardens right in the neighborhoods). At the same time, the recuperation of the old industrial sites along the banks (of the river), waterways, and the coasts of Lake Michigan are contributing to the improvement in the quality of the environment. For twenty years, Chicago has had a reconversion policy for older industrial sites. The plan for the center includes maintaining the industrial activity sites that are essential to the urban activities of the center city. Some partnerships between the public and private sectors have been developed over the last few years between the city, the

5 - There is no system of tax sharing in the USA except in the Portland region.  
6 - "Campaign for sensible growth", "Open Lands Project", "Metropolitan Planning Council".  
7 - Improvement project for multiple transportation modalities.  
8 - Older waterways that were once used for transportation and industrial activities.  
9 - Accessible in five minutes on foot.

Federal government, the industrial players, and the owners of the sites in question. The reconversion of the US Steel industrial site, in the South Work area to the south of Chicago, is exemplary by its size, the nature of the program (residential, industrial and environmental), its inclusion of the local populations in the planning process, and the partnership of 'four voices' that was created to promote this urban operation and environmental recovery. Another project is underway on the Calumet River <sup>(10)</sup>, which combines the objectives of environmental protection and economic development.

The strategies engaged by this Plan for the center of Chicago are inseparable from the environmental protection policies for natural open space and landscapes, and from the strategies of industrial and urban reconversion that have been developed by the city for its land use. These policies are oriented toward finding a way to master development at the regional level, "proposing better and more dense development in the center in order to limit the consumption of land outside of the city". But this region in the northern part of the state of Illinois is composed of six counties <sup>(11)</sup>, 273 cities and about 1,500 governmental entities which represent various authorities that are responsible for the parks, protected forest areas, and for the treatment of wastewater and rainwater (etc.). There is thus no regional government but rather a myriad of local governmental bodies charged to assess taxes on the people who are the beneficiaries of their services.

There is no regional planning. Each entity decides on how its territory is to be used. One of the ideas that was implemented <sup>(12)</sup> was the creation of a coalition of governments in order to plan out the future of the Chicago region all the way out into the year 2030. The purpose of "Vision 2030" is to define, in cooperation with the different levels of government, a strategy for mastering urban sprawl, in order to have better land management in conjunction with a plan for environmental protection.

## Oakland, California

In Oakland, the revitalization of the center city started in the 1960's with a renovation project for the creation of a business district <sup>(13)</sup>. An initial redevelopment plan was put into place during the 1970's in order to combat the loss of industrial jobs <sup>(14)</sup>. The 1989 earthquake left vacant lots everywhere in the city and destroyed a number of public buildings in the center. This destruction resulted in extending the limit of the perimeter of the redevelopment areas. Public investment has served to rebuild the principal official buildings and the infrastructure during an initial period of time. But the recession of the 1990's has not permitted the revival of private investment. The change in city government in 1999 combined with the economic recovery has permitted the restarting of certain projects. The new Mayor, from the time of his inauguration, made a promise to add 10,000 new residents to the inner city in 5 years, by creating 6000 new housing units in the center city <sup>(15)</sup>. One of the city's objectives was to renew and give some balance to its housing reserve by enlarging the field of housing offered and the services provided to the population (mixed activity programs, housing, retail...). Two factors are favorable to the current Oakland projects: a very positive economic outlook and real estate prices that are among the lowest of all the cities around the Bay Area <sup>(16)</sup>. The center of Oakland is also served by several metro stations (BART) and is only 10 to 15 minutes from San Francisco and very well connected to other key employment centers in the Bay Area. The area also suffers from the serious lack of moderately priced housing which would be accessible to the various levels of the middle class.

10 - An area of prime tourist and historical interest.

11 - Illinois is comprised of 102 rural counties.

12 - In October, 2001

13 - CBD, Central Business District

14 - Oakland is a major industrial port on the West Coast. The zones that are in need of revitalization are called 'redevelopment areas'. They are the beneficiaries of particular public policies that seek to stimulate an economic, social and urban renaissance.

15 - The population of the center city represented only 7% of the city's total population in 2001.

16 - Two to three times less expensive.

Today, one of the actions taken by the ABAG, the Association of Bay Area Governments <sup>(17)</sup>, along with other associations <sup>(18)</sup> that lobby for a better management of regional land use, the protection of the environment, and the betterment of the quality of life - has been to revive construction of housing units in already urbanized zones and to create low income rental housing. The ABAG and these other organizations try to mobilize the cities and the regional governments. In 1990, this region was the fifth largest in the United States with 6 million inhabitants. The projections for 2010 are for 7.63 million inhabitants, which represents a regional rate of growth of 21%. The objective of developing these programs for rental housing, at modest or even low rent levels, in the Bay area cities is supported by various players including the private sector which has noted a strong lack of job applicants for certain employment sectors (restaurants, services...). A law that was passed by the state of Maryland proved to be an example for them. This law instituted a requirement for all housing developments that at least 15% of each such project had to include housing units that would be accessible to low income people. Put into action 15 years ago in Montgomery County (Maryland), this law has had excellent results <sup>(19)</sup>. This is actually the only experience of its kind in the United States, which has become a reference point for many officials in the area of urban planning. In the Bay Area, several such projects are just getting started in particular in San José, San Francisco <sup>(20)</sup> and also in Oakland. These projects are called "Inclusionary Housing Programs" <sup>(21)</sup>. The projects being developed in Oakland will offer a pretty large range of rental housing. In addition, the city has created for itself a redevelopment agency <sup>(22)</sup>, which acts in the interests of the city, by planning and implementing development projects. The agency undertakes all the activities relating to acquisition, development and sales. It selects, in cooperation with the city, the projects, and the developers, that will be chosen and carried out within the confines of these redevelopment zones.

The second major urban renewal area was the Port. In Oakland, the port is a very important

autonomous governmental authority, which controls all the port territory and the airport. This very effective arm of government defined and implemented, in concert with the city, its own plan for the redevelopment and renewal of its port lands. An urban renewal project has been completed in the central part of the port to the south of center city. The two projects involving the port and the center city are complementary. The center city actually extends now to the shoreline, joining the city and the port. In the San Francisco Bay Area, where environmental protection groups are very active, the programs for developing the waterfront began at the end of the 1960's <sup>(23)</sup>. The latest port project (Vision 2000) to insure the development of port activities, has a companion public park project that was installed on the site of an older basin area, which will be partially filled in and converted into a beach. This project includes a transportation plan (public transport system and pedestrian areas) in order to facilitate access to and from the center city and its adjacent neighborhoods and in order to assure the security of those using the park area. The innovative character of this project is that it was accomplished with the participation of different communities that make up the population of the adjoining neighborhoods.

In the case of Oakland, the revitalization projects that were started some 30 years ago bring together public and private partners, and different levels of government or authorities (city, port authority, BCD, ...). The Development Agency attached to the center city project plays a crucial role in the accomplishment of all the planned projects.

17 - This association plays a role that would be comparable to that which urban planning agencies play at a regional level.

18 - Such as "Green Belt Alliance", an association that defends and promotes natural open space.

19 - A better balance in the distribution of housing that has diminished the negative effects tied to the problems of too much concentration of low income housing in one area and to segregation.

20 - The new program of Mission Bay.

21 - A program to insert low-income housing in every kind of project.

22 - A Redevelopment Agency.

23 - The group "Bay Conservation and Development Commission". BCD is one of these agencies. A state law created it in order to implement the "California Coastal Act", which concerns the development of the coastline.

## Montreal, Province of Quebec, Canada

The metropolitan Montreal region comprises 3.3 million inhabitants or about 50% of the population of the Province of Quebec. Montreal is one of 29 communities on the island of Montreal. With 900,000 residents, the city represents 50% of the island's population of 1.8 million people.

One of the characteristics of the revitalization process of the port is that it was launched on the initiative of the Port Authority representing the Crown (the Canadian government). At the end of the 1960's, the key issue for the federal government was to once again improve and promote the port industrial areas that were once at the heart of the earlier development of the city and its suburbs. Numerous improvement projects brought together principally real estate projects oriented toward commercial and tertiary activities. The Port of Montreal project is different. The project was specifically adapted to the particular nature of the province and the city. It asked for the support of the city's population. The process engaged by the Port about 1975 required more than ten years of studies and exchanges to arrive at a project that would be acceptable to all. An overall redevelopment plan was articulated beginning in 1986. That has served as a guide for the different projects that have been accomplished since then. This plan was an absolute prerequisite for the massive financial commitment made by the Canadian government. The project which was initially oriented toward real estate improvements that put the accent on increased density and housing-related construction shifted toward a primarily recreational-tourism orientation with preservation of the cultural-historical heritage (archaeological and industrial) for the people of Montreal. The Port, reconverted into public open space and into recreational and landscaped spaces, is open on to the river and accessible to the city's residents. The opening serves to promote the urban facades of Old Montreal. The cultural installations and events

that have been instituted make it a major attraction <sup>(24)</sup>.

At the same time, during the 1970's, the city undertook various measures to improve the historic center of Old Montreal, which was the old business district adjoining the Port. The city's activities were conducted in partnership with the Culture and Communication Ministry of the Province of Quebec. Since the first agreement in 1979, seven protocols have been signed between the two partners. The last agreement dates to 1999. It was put into effect on the basis of an Action Plan 2000-2005. This plan, defined by city agencies and by the SDM, the Society for the Development of Montreal <sup>(25)</sup> organizes the measures taken to improve the historical and cultural sites and the urban fabric in Old Montreal and its surrounding neighborhoods. The actions pursued in Old Montreal were oriented around the improvements to the buildings that had cultural or historical significance, favoring residential development by converting them into condominiums. Other improvement activities concentrated on public open spaces, the creation of certain installations (cultural, hotels...) and the completion of a lighting plan. This neighborhood has become a favorite for tourists <sup>(26)</sup> linked to the Port, of course, but also transformed into a very residential neighborhood. The population has increased six-fold in 20 years, going from 435 residents to 2700. The current plans call for reinforcing this area as an inner city neighborhood by developing the residential capacity in the surrounding neighborhoods. The Quebec neighborhood to the East plans several new residential building projects. In the Recollets neighborhood, the completion of the Multimedia City project, started in 1998, has attracted 3500 jobs and 40 businesses to that area. The forecast <sup>(27)</sup> for 2003 is for 10,000 jobs and perhaps 100 businesses/industries. This project, full of activities, was made possible by the property acquisitions

in times past by different city agencies, of which the SDM is the successor agency. But, the attractiveness of this site is primarily related to policies of non-taxation, very beneficial to the businesses that choose to settle in this district. The other factors that make it attractive are the easy access to the sector (an entry to the Interstate is right nearby), the overall quality of the project, the technological amenities available to the various sites and the extensive services proposed to the businesses. In addition, being close to Old Montreal and to the Old Port gives a very impressive image tying together the historic heritage, cultural heritage, quality of public open spaces, and high technology. Some brand new residential projects and others by rehabilitation have also been completed around the multimedia city in order to respond to the needs of new employees. These projects fit into an overall plan that must guarantee a certain coherence. The SDM developed numerous partnerships in order to accomplish the projects in the downtown and in the adjoining neighborhoods. The new project, International District, which will connect the central business district of the city <sup>(28)</sup> to Old Montreal will contribute to reinforcing the rightful place of these neighborhoods in the city. The redevelopment plans, the action plans (...) have served as a basis for contracting out various projects to both private and public partners. The agreements signed between the different levels of government have been absolutely essential in assuring the completion and the coordination of the whole series of projects over time. The present results of the actions taken to improve and to redevelop Old Montreal and the Old Port are the fruit of a process of careful cooperation that started more than 30 years ago and of the means for implementing these things that were approved and promoted by the different levels of government <sup>(29)</sup>.

24 - Up to 4 million visitors in 2000.

25 - The SDM, acting for the city, can acquire real estate and can develop, improve and sell it.

26 - Up to 7 million admissions were registered in 2000 (museums and expositions).

27 - In October 2001

28 - The central business district (or CBD) was completed to the Northwest of Old Montreal about thirty years ago using the standards of that time (high density in tertiary real estate).

29 - Federal, provincial or local.

# Downtown Baltimore, a long process of revitalization

Baltimore city is actually 25% of the regional population with 650,000 inhabitants. The city made up the majority of the regional population 30 years ago <sup>(1)</sup>. In the 60's, the business community tried to fight the "blight" in Downtown Baltimore proposing a thirty year redevelopment Master Plan. The Charles Center and Inner Harbor redevelopment projects had arrested the decay in an important part of the inner City and even reversed the process in some surrounding areas. The downtown revitalization has been successful because of a strong, well defined private-public partnership.

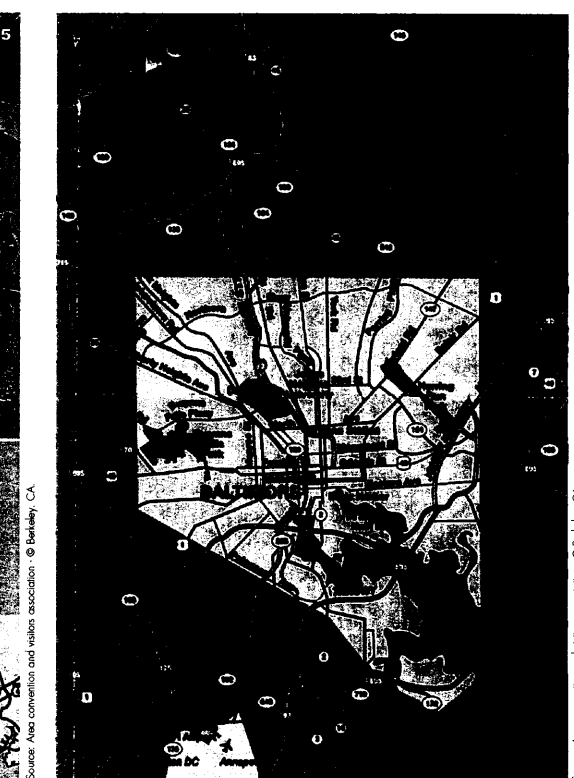
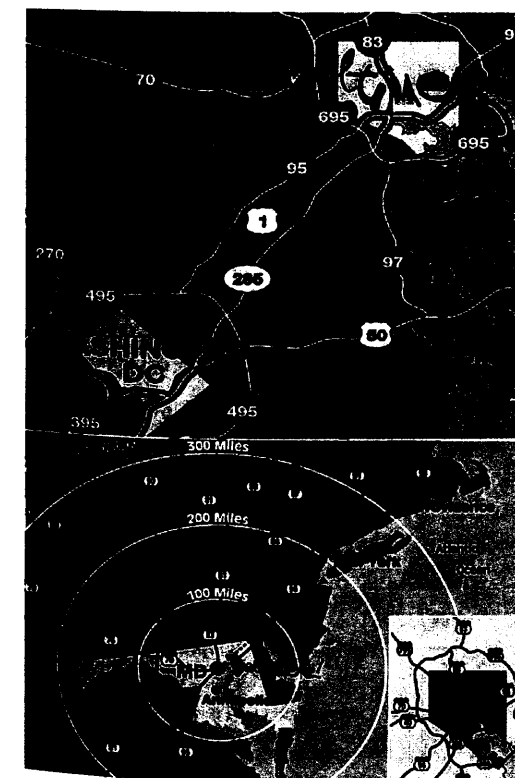
What was until 30 years ago a depressed area has become the symbol of urban revitalization. The Inner Harbor is known to millions of people. This transformation has attracted and developed an important mixture of commercial, cultural and recreational facilities. This process expanded the development process to adjacent neighborhoods close to the waterfront areas.

Now some of the partners recognize that Baltimore's future is linked with more balanced regional development perspectives. It would take a regional partnership to fight Baltimore's shrinking size (loss of 11.5 % of its population in the 90's). Since the late 90's, the State of Maryland has promoted a Smart Growth strategy. Baltimore's partners think they could address a new equilibrium through a coalition of governments involved in this regional program. A new planning process is now going on involving Baltimore City and its five adjacent counties. But this recent coalition needs to attract other partners.



General view  
of the Inner Harbor

1 - In the 60's, Baltimore's population was 950,000 inhabitants.



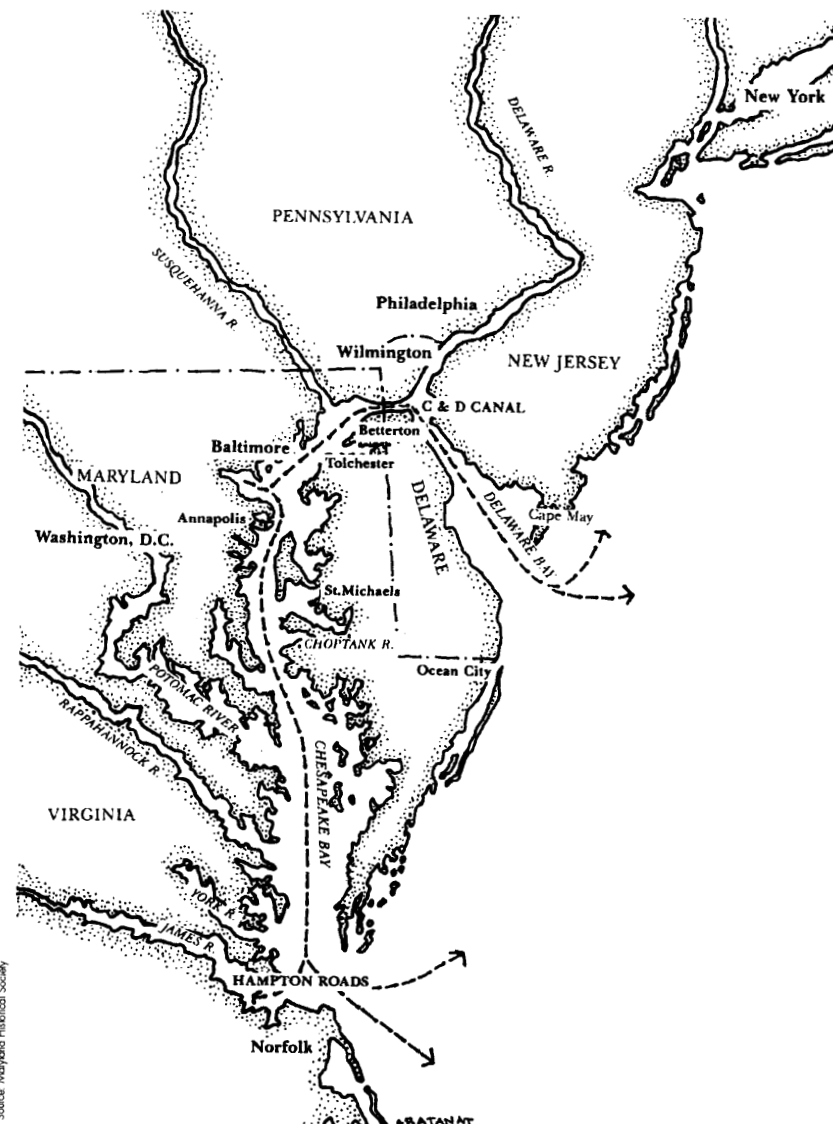
Baltimore, Maryland  
and Baltimore City

## Charles Center and Inner Harbor Redevelopment Projects

### A City-Port, from decay to redevelopment

Baltimore city was founded in 1729 with the Inner Harbor. It was an attractive place because of its location between northern and southern colonies and its accessibility to the Atlantic Ocean via the Chesapeake Bay and the Patapsco River. The City has grown east and west, around the waterfront with working class housing near the harbor. At the end of the 19th century, the railroads entered the city from all directions and factories sprang up

Baltimore is accessible from the Atlantic Ocean



along the waterfront. In 1904, a big fire destroyed Baltimore's downtown financial district and most of the dock areas. It was rebuilt with minor changes. Until the turn of the century, the city's commercial life was focused on the Port. The streets directly led to the Inner Harbor (cf. map). The docks and warehouse activity attracted other commercial activities. Piers and warehouses have been developed all along the waterfront to include more than 40 miles of industrial shorelines and other facilities. But in 1920, Baltimore began to lose its importance as a transportation center. After World War II, like most major ports all over the world, Baltimore gradually declined because of its failure to adapt. In 1950, most of the commercial ships and Bay steamers disappeared from Baltimore's harbor. The need for innovative, financial capabilities and comprehensive port management led to the creation of the Maryland Port Authority in 1956.

Because economic changes required larger scale ships and cargoes, the Channel leading to the port had to be deepened. So, the Maryland Port Authority's strategy was to move the port's installations farther south down the river. The Dundalk marine terminal was created<sup>(2)</sup>. The decline of the waterfront business began at that time and a lot of warehouses were abandoned. The general de-industrialization process of the adjacent areas accentuated the decline of the port activities and the deterioration of the larger downtown area<sup>(3)</sup>. The middle class fled to the suburbs. It was the beginning of the decline of Baltimore's historic downtown and its surrounding neighborhoods.

In the late 1950's, the center of Baltimore, north of the harbor, was abandoned and considered to be a blight area. The other pressing problem for the City was a lack of leadership. But, the city at least took some action at the instigation of the private business community.

2 - It is a 571 acre multi-use cargo facility

3 - During the 80's, competition with other ports accentuated the Baltimore Port's decline. The Cargo activity in 1986 was half of what it had been in 1980 and employment dropped 43% over the same period. Source MPA, Maryland Port Authority.

### Business community fighting the "Blight"<sup>(4)</sup>

In the early 50's, the downtown was stagnant, even though Baltimore was the seventh largest city in the country with a population of nearly one million people. The City had to face two major problems, a loss of population because of the middle class flight to the suburbs and the decline of the port activities with a major loss of employment (more than 1000 jobs). It was the business community that set up a planning process which led to the creation of the Charles Center and Inner Harbor redevelopment areas. A group of business leaders decided to involve the city and created the conditions for redevelopment in the City, involving the Mayor. For the business community, the principles were:

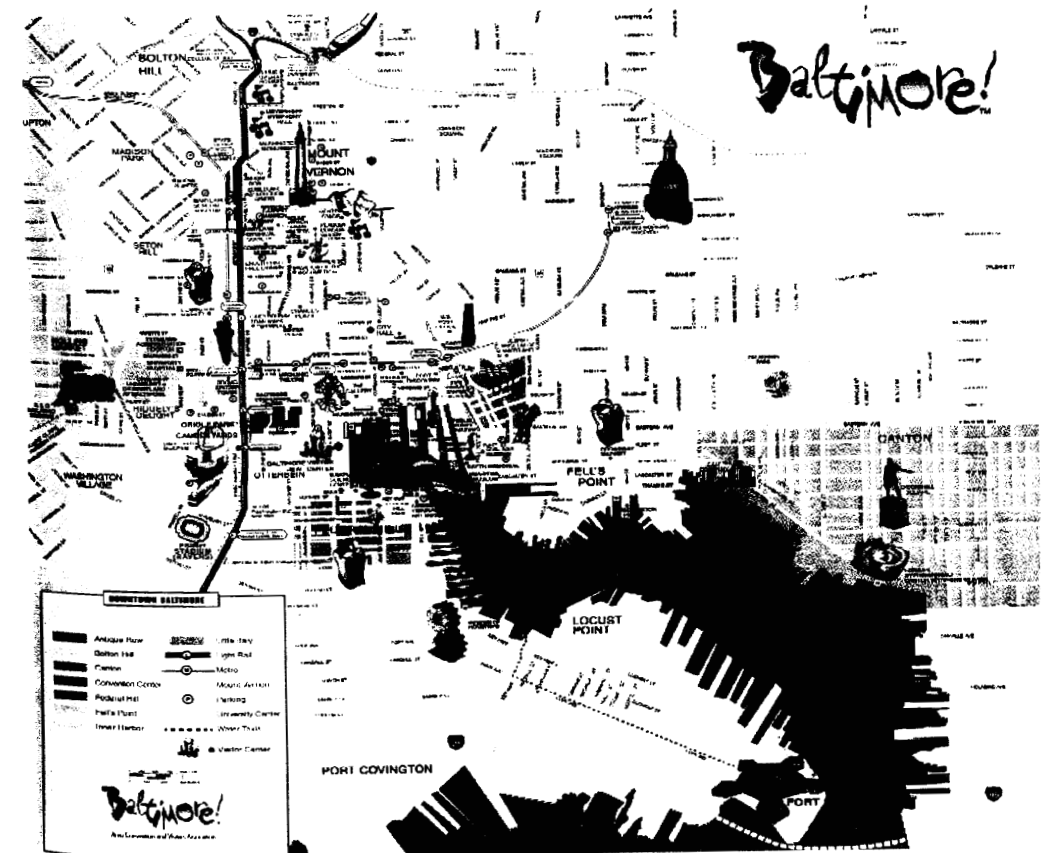
- to organize itself into a representative business group able to deal with the problem of development in the downtown area
- to prepare a master plan that would join the public-private sectors, through a concrete strategy,
- to start the process of revitalization with an initial achievable project.

In 1959, they began the initial downtown redevelopment process with the Charles Center project. It was a 33 acre mixed-use project located in the center of the old business district, north of the port. In 1964, the Charles Center was not finished but advanced far enough to convince the partners that it was possible to extend the redevelopment project to the closed 250-acre Inner Harbor area adjacent to Charles Center. Since those days, the process of center city redevelopment has never really stopped.

### A new Business Committee

Because with the 3000 member Chamber of Commerce it was not realistic to obtain a «unified voice» answer to face the crisis, a group of younger leaders decided to create a smaller committee of 50 members. They were the chief executive officers of the fifty major corporations in the region. In that way, they were able to come together and make decisions immediately. This organization was called the Greater Baltimore Committee (GBC). The GBC repre-

4 - Source : Baltimore Development Corporation



Downtown Baltimore and Inner Harbor



sented all the major Banks, Insurance Companies, business committees, manufacturing companies, retailers (...) in the city.

The first step in the project was to study a master plan that would correspond to the objectives of the city and business community. So, the business community invested one million dollars to study a 30 year Master Plan. It was unique in the state, that the private sector would invest in such a way.

*Charles Center, a first step to redevelopment*



*The Inner Harbor is adjacent to Charles Center*



### **A trustworthy Organization**

In 1965, the second step of the process was the creation of a "Not-For-Profit" Private Development Corporation. The purpose as seen by the business leaders was to build trust between the public and private sectors in order to attract private money and to assure an independent quality control throughout the project. This organization, paid for by the city, provided at the same time a certain

flexibility and also guaranteed the city's policy of control. It had to build the public-private partnership linking city government, business leadership and developers investing in the project.

The point was to create a very small 'headquarters' that would have a singular process and would implement this master plan. This "office" would never grow larger than 25 people including the support staff. This corporation evolved from a small team of executives who carried out the Charles Center project for the Charles Center Inner Harbor Management Inc., chartered by contract with the City. It managed the Inner Harbor redevelopment project too.

There were two conditions for implementing the redevelopment project. The contract with the city of Baltimore had to be reviewed each year. The mayor insisted on having the policy control <sup>(5)</sup> over the contract.

The organization has been effective and stable during the last thirty years and has worked with six different mayors. It was very active in :

- coordinating the work between the city agencies and the developers,
- supervising the design and construction of the additional projects,
- finding developers to carry out projects adapted to the master plan and negotiating guarantees between the developers and the city,
- marketing all the interesting projects, giving advice to the city as to how to implement the plan, even acting as advocates for developers and the business community.

### **A Quality Control Board**

The third thing was to build in quality control because it would be an example for the future. The quality was an argument for investing in this project.

The Business Committee decided to create an architectural review board composed of three influential and respected architects. They were all chosen from outside of Baltimore because

5 - The organization was entirely founded by the city through a contract and the mayor could cancel it within 3 months. The contract would pay the rent and the salaries for the overhead of the organization.

they didn't want them to be influenced by the "locals" (Mayors, business, financial and architectural communities ...).

All buildings or urban designs (parks, streets...) had to go through this architectural review board several times. So, the overall design for the Charles Center and Inner Harbor projects was quite good. The results have been appreciating prices for the architecture and urban design.

## **Master Plan and the Process of Making Deals**

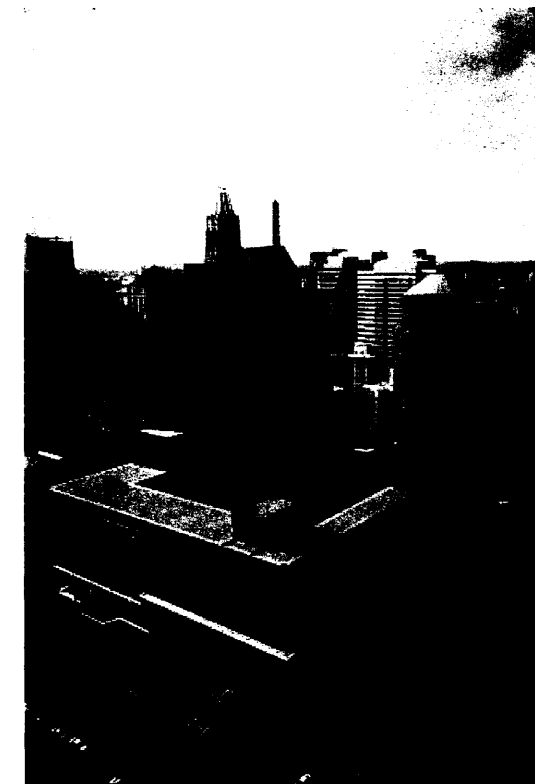
A part of the business committee traveled all over the country during an eight month period to see what was being done in the country and to discover the person they would want to do their plan. They found him in Philadelphia <sup>(6)</sup>. They outlined specific conditions for study for this Master plan. They wanted the planner to move to Baltimore and to establish residence in the city, the reason being that the planner would have to be involved daily with the city and people that would contribute to this project. They wanted him to stay in Baltimore until the master plan had been approved by the Baltimore City Council as the official plan for downtown.

The project needed to establish a daily working relationship with all the City Officials who would have to be involved in carrying out this Master Plan in the future. So, from the very beginning, the business community wanted to involve the public sector, the different city departments such as planning, subsidies, public works, fire, police (...).

### **A trustworthy partnership**

The business community was looking to a well designed first-phase-project able to create realistic conditions to redevelop the inner city in a short time, and in a trustworthy manner. This project would have to be the first step in a larger thirty year master planned development.

Charles Center was the first ten-year project. It covered the 33-acre area of 14 blocks downtown. Public and private investment rose to 200 million dollars. It was the business community



*Charles Center, a high-rise office building project*

that invested in this redevelopment area plan, approved by the city community.

Because the business community was as powerful as city officials, they were able to influence the leadership at the state level (Maryland) to invest in a limited way in state buildings in the downtown area. They also persuaded the voters of Baltimore city to vote for a bond issue for the first public funds. This initial partnership was able to attract other partnerships.

This public-private partnership is still credible at this time <sup>(7)</sup>. All the mayors since the 1950's have cooperated in extending the redevelopment process. The business community and the political leadership are working together even if their focus is different now (fighting crime, improving the public school system...).

### **Federal policies for the planning process**

In the 1960's, the Federal Government guaranteed funding for an Urban Renewal Plan, on a ten year timetable adopted by the City. In the

6 - The committee went to Philadelphia and retained the services of the firm "Wallace, McHarg, Roberts & Todd".

7 - Since 1956, there have been nine Mayors and five or six changes in the Greater Baltimore Committee.

70's, drastic changes in the Federal government's policies impacted the planning process. The new federal policies encouraged direct relationships with states rather than cities. The long term commitments changed to year-to-year commitments. The money was given on a single formula ("block grants") to cities for them to decide how they wanted to use it.

But in the 70's, the developers were no longer able to finance new construction in the downtown area and on the waterfront with the sole financing of the private sector. So, the city became a partner with the developers to undertake the Inner harbor redevelopment. The public incentive program used new financial techniques to make proposals more attractive to mortgage holding institutions and to find a more flexible financing system to fund the projects. So the challenge for the private partners was to consider the public interest in keeping with the objectives of the community.

By that time, Charles Center had been for the most part completed and the Inner Harbor land had been acquired. With the approval of the 30-year master plan, the redevelopment of the Inner Harbor began with a large amount of pri-

ivate and institutional investment. More than half a million dollars in public funds<sup>8</sup> was spent to acquire and prepare the land for future development. The redevelopment program covered a 95-acre area surrounding three sides of the old basin.

### Evolution of the Master Plan and the projects

The project was designed to create a more attractive place thus changing the image of the inner city. They wanted to encourage people to come back to the city center to work and even to live. The master plan would be designed to attract new private development that would also increase the property tax base of the city. They really wanted only a limited amount of public buildings and to develop more private projects. The first Charles Center master plan (62/63) and the Inner Harbor Master Plan (64) were different in their conception. At Charles Center, new high rise buildings were created among the existing buildings. In the Inner harbor, very little would have to be saved. The Charles Center

office building program had a considerable effect on the Inner Harbor activity. So, the private sector decided to invest in the Inner Harbor area. Between 1973 and 1980 several office buildings were built creating a sufficient critical mass to encourage the overall renewal of the area around the old basin. But height restrictions on buildings close to the waterfront have protected the shoreline area and have served as a catalyst for development of the surrounding area.

### More project opportunities

Both of the original Charles Center and Inner Harbor plans contemplated housing as an important component. In the Charles Center area, the city undertook the initial early housing programs. But since the 70's, the new federal policies made the "long-term-master-plan" no longer a priority. The new "year-to-year" funding system and the influence of the Market stimulated the city to think about a more opportunistic "project-based-planning". So, the city tended to minimize the value of residential. In the inner Harbor, the 1000 units originally proposed were abandoned. There were two reasons for that: the Federal Housing Policies encourage migration to

the suburbs and it was seen that business (commercial, manufacturing...) would be preferable from a financial point of view.

### The Influence of Preservation Groups

An important step in the redevelopment process was when the city finally admitted that it wouldn't be possible to complete the highway project proposed in the first conceptual plan of the Inner Harbor redevelopment scheme (map). This highway<sup>9</sup> basically would have traversed the downtown. In that plan, the expressway and bridge proposals would have surrounded the east and south Harbors. This plan would have destroyed the historic district of Federal Hill, Little Italy and Fells Point and forbidden basin access to tall ships. Fortunately, this project was the target of strong public opposition. The environmental and historic preservation groups prevented them from constructing it. But some decisions remained in place as basic proposals for the redevelopment project such as: the west major pedestrian walk-

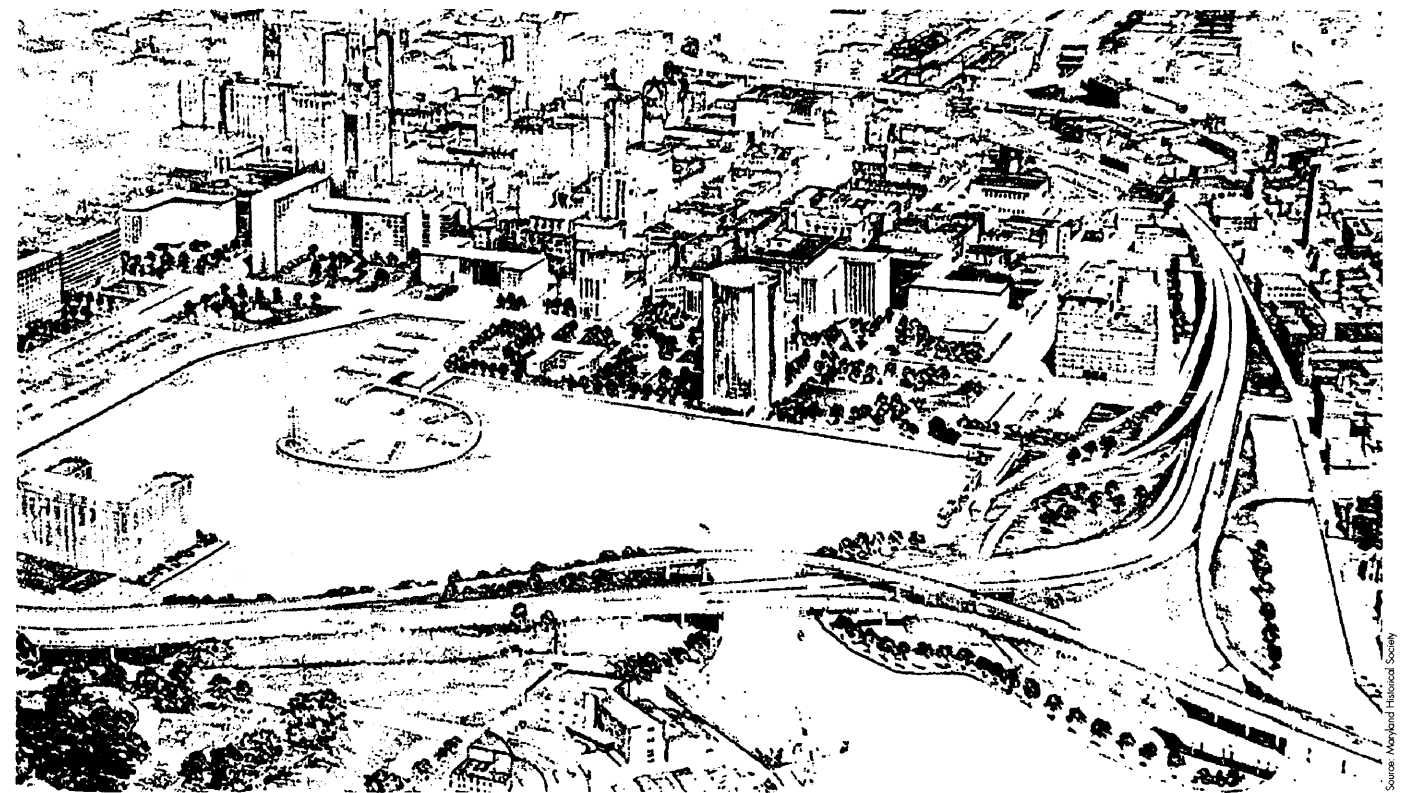
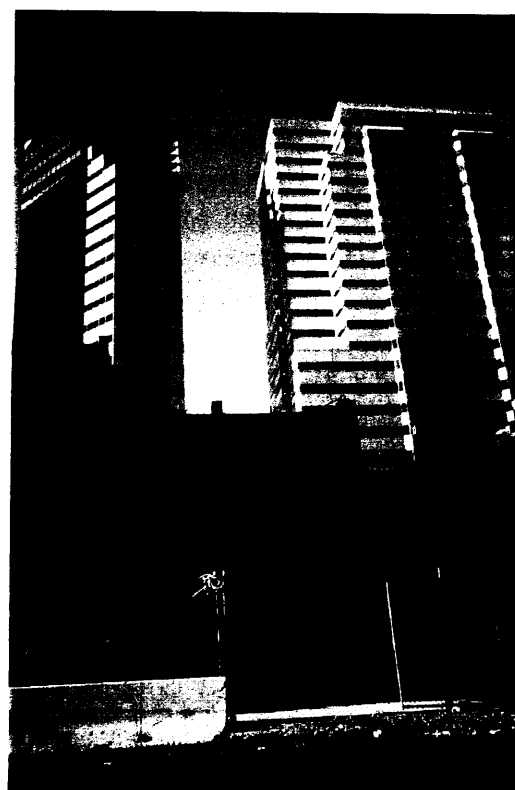
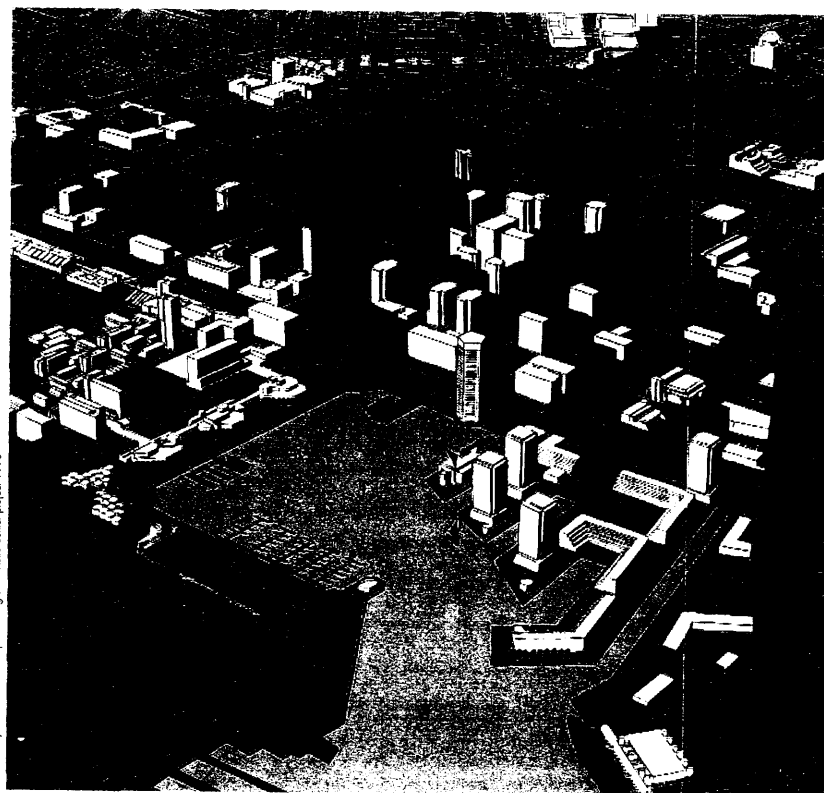
8 - The public funds included \$35 million in federal grants and \$17 million in city bond issues approved by city voters in the 60's and the 80's.

9 - Maryland Port Authority proposal in 1962

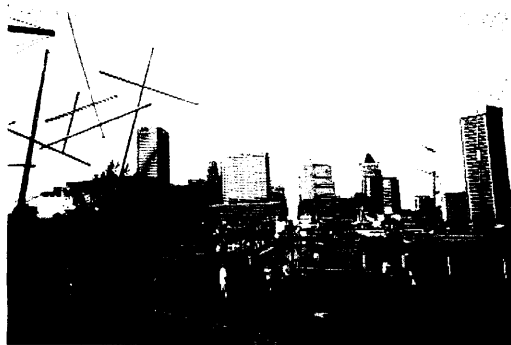
The city abandoned the Highway project

Under:  
the Redevelopment Project  
included three sides of the  
Old basin

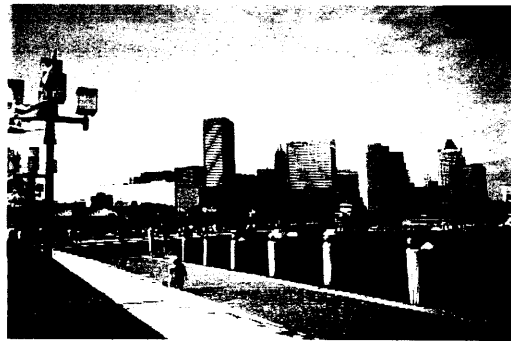
On the right:  
Charles Center create  
a sufficient critical mass  
to encourage the renewal  
of the Inner Harbor



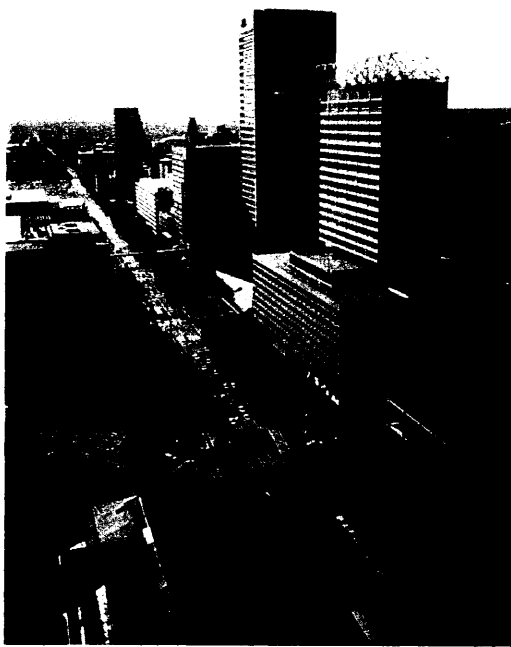
Some decisions remained such as a West pedestrian walkway



Public open space borders the Harbor



Continuous line of surrounding facades north to the Harbor



The Harbor Place and the story-market Pavilions



way, a public open space for land bordering the harbor, a continuous line made up of the surrounding facades, and some buildings on the piers ...

### Public open space project

All the land previously dedicated for the highway and adjacent areas (on the east side neighborhoods) became available. So, all the properties around the shoreline were returned to public ownership. The city then developed a new large scale plan for that land.

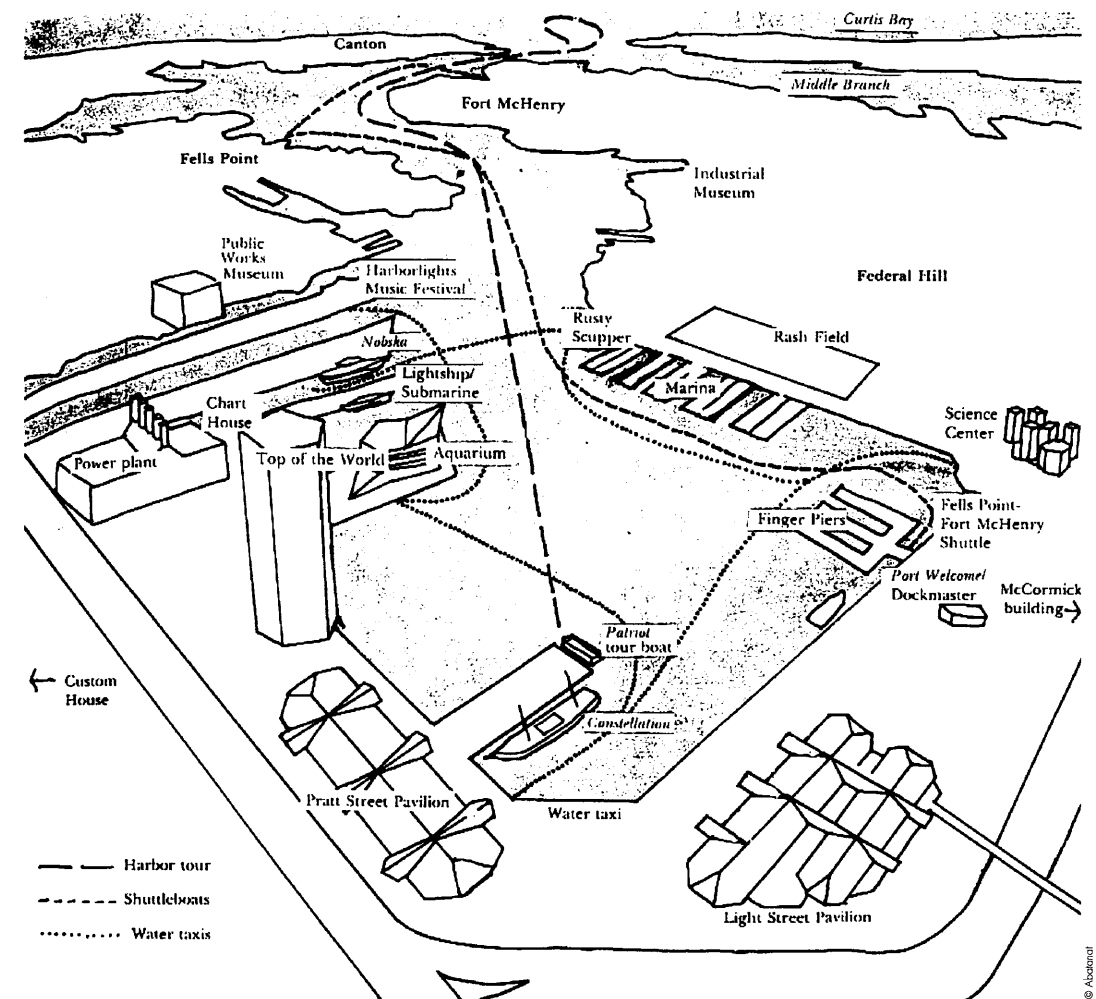
About 1968, the public open space project began in earnest with a wide park and walkway, built around the basin including public recreation areas (playing fields, sheltered picnic areas, parks...). A minimum of landscaping was done to provide for a large flexible space to organize outdoor festivals (...). Nearly \$50 million of public funds were invested in the first step redevelopment phase for the Inner Harbor.

The city and the mayor lent their full support since the 70's and into the 80's to develop strong recreational, cultural and free entertainment programs <sup>(10)</sup>. The attitude of the population has changed since those days. In 1982, more than 25 attractions were established in the Inner Harbor, floating attractions, a maritime museum, a marina and piers equipped for visitor charter and tour boats, and water taxis (...). The most significant master pieces in this redevelopment consist of four major projects :

- the Convention Center project in 1979,
- the Harbor Place with its pair of multiple story-market pavilions in 1980,
- the City Aquarium project in 1981,
- the Hyatt Hotel in 1981.

In total, the Charles Center and Inner Harbor redevelopment projects required twenty years to be fully developed.

10 - For instance, the Baltimore City Fair drew 1.5 million people to the Inner Harbor in 1973. International festivals took place in 1980, an outdoor tent was erected in 1981...



Major public attractions are accessible on foot



The city's National-Aquarium project





*An Attractive Place  
that can accommodate  
thousands of visitors*

*The connections with  
Charles Center are tenuous*

*The public open space  
extends southeast along  
the waterfront areas*



## Impacts and experiences for the City

The Charles Center and Inner Harbor programs have changed how residents and visitors view the city. The Inner-Harbor has become the symbol of the city's renaissance.

### Direct impact and experiences

First, this redevelopment process represents an important experience for the City and its partners. And the redevelopment programs have had significant financial repercussions. The new Harbor is a very attractive place for shopping and has become a tourist attraction surrounded by apartments, hotels, and offices. On the waterfront, the emphasis is on retail, recreational and cultural facilities, such as museums and the well-known national aquarium.

### Experience through partnership

The experience gained through the Charles Center and Inner Harbor redevelopment programs has resulted in the trustworthy public-private partnership that has been built during these last decades. This success will be helpful in the future. The basis for this is the following :

- The master plan was strong, establishing trust in the partnership and flexible enough to be implemented over the period of all those years. Because of the nature of the master plan it has been possible for the city and the business community to adapt the plan, allowing for more project opportunities in the Inner Harbor program,
- The involvement of the business community in civic issues is one part of the partnership. They initiated this long process, financing the first studies, engaging in advocacy activities with the elected officials, the voters, and with the public and private partners (...). This support was reliable enough to be trusted by the public sector,
- The city made a commitment in response to the business community engagement, creating a context that encouraged other private partners.

The City invested directly in the project by acquiring, consolidating and clearing land in the such a way as to make it viable for private investment. They created certain amenities, parking and walkways (...) and they also developed financial resources. The City invested in activities and entertainment programs to attract people to the waterfront <sup>(11)</sup> changing the negative image that people had of the City and Downtown.

### Financial impact

The financial impact has been positive for the city, business community, public and private investors, and developers... The initial \$55 million public investment <sup>(12)</sup> to acquire land and to prepare the site resulted in important dividends. In addition, seven million people visiting the Harbor have spent over \$800 million in 1990 <sup>(13)</sup>. The Charles Center and Inner Harbor redevelopment programs have produced 30,000 new jobs and \$25 million to \$35 million a year in real estate tax revenues.

### Public Open Space improvement

The open space design is attractive and efficient for the thousands of visitors that come to the harbor. The initial public open space composed of the central Harbor-Place, large esplanades and walkways around the basin is being extended further down all along the waterfront to Fells Point and South-Canton. The harbor is now much more connected to the neighborhoods close to the waterfront.

On the contrary, the connections with Charles Center and other downtown neighborhoods such as the west side, are still tenuous. One of the reasons seems to be that the two main streets close to the Inner Harbor, Light and Pratt streets have been enlarged to improve the North-South and west-east flow of traffic around the Harbor.

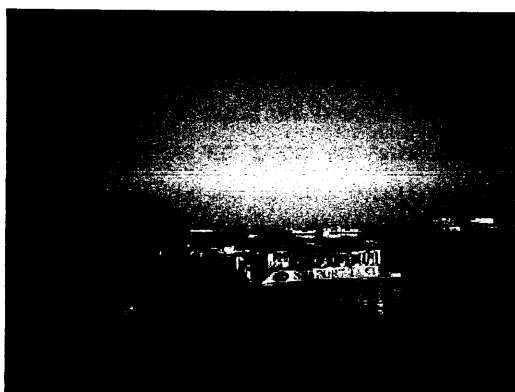
11 - The Baltimore City Fair attracted 1.5 million people on the Harbor in 1973. Tall ships came from New-York in 1976 attracting thousand people from the suburbs. The Inner harbor became an international festivals place in 1980.

12 - One third of city bond issues approved by the voters and two third from federal grants.

13 - Source : Baltimore Development Corporation.



Restored housing projects  
in Federal Hills



Canton, a new park  
on the waterfront



An affordable housing  
project in Canton

This enlargement creates a physical separation between the pedestrian waterfront area and the adjacent neighborhoods.

### Gentrification process in the "Digital Harbor" <sup>(14)</sup>

The Charles Center and Inner Harbor development projects have also been the engine for urban renewal and new activities in the surrounding areas. The city also began in the late 80's to look at other area neighborhoods, not so much in terms of large scale acquisitions but to see how they could provide some direction for redevelopment. So there have been different aspects of the city's development that have been coordinated through the years, especially for housing. Some neighborhoods surrounding downtown needed help, such as the west side, adjacent to Charles Center.

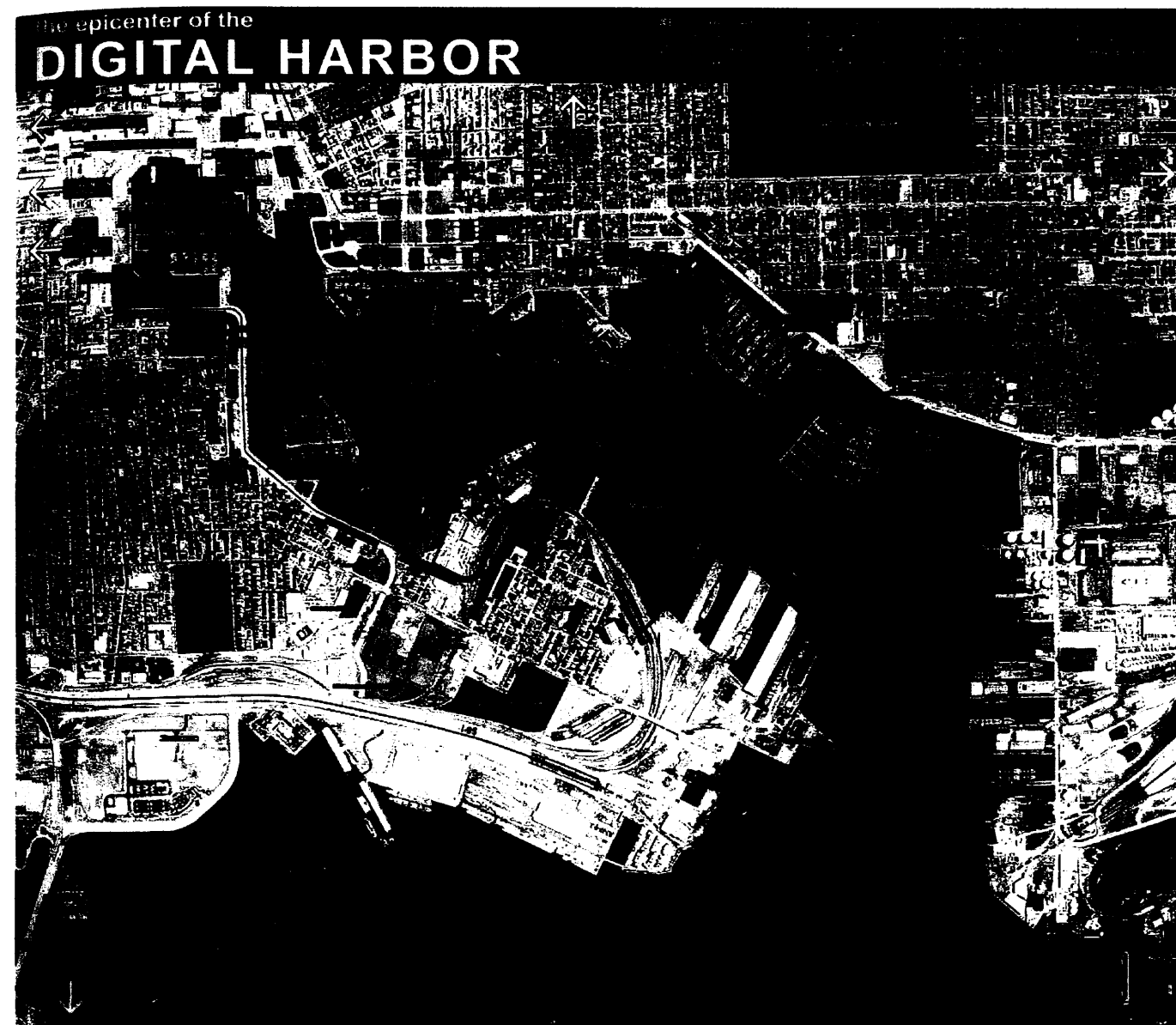
### New residential Programs

In 1982, downtown residential redevelopment projects included 250 luxury townhouses, 487 subsidized apartment units for elderly housing and a 220-bed nursing home. In addition, the city decided on an urban homesteading program in the adjacent areas to the East and West of the Inner harbor, in Federal Hill, Fells Point etc. The city sold more than 100 old homes for one dollar to owners who would live in them and restore them in accordance with overall project standards. In conjunction with that, a third of the permanent parking places planned were provided in the Inner Harbor area <sup>(15)</sup>. Some affordable housing programs and new open public space were completed to improve the neighborhoods closest to the waterfront area.

### Gentrified and blighted neighborhoods

The more evident impact was in areas located all along the waterfront. On both the south and south-west sides of the Harbor, the projects pro-

14 - Sources : BDC, Housing and Community Development, "Streuer Brothers, Eccles and Rouse Inc."  
15 - more than 3000 of the 9670 planned.



Plan of the Digital Harbor

duced new interest in rehabilitating old houses in Little Italy, Federal Hill and Fells Point. Little Italy is still popular. Federal Hill has been settled by young middle-class families since the early 80's. Fells Point and now south Canton are becoming very attractive neighborhoods for younger upper-middle class people. There was a kind of gentrification of the areas closest to the waterfront. This phenomena is spreading out further to the old industrial area known as Locust Point (south of Federal Hill). The waterfront and its surrounding areas are called the "Digital Harbor" because they attract new "high-tech" activities and their populations. But a conflict between two phenomena is emerg-

ing. On one hand, the areas closest to the Harbor and along the waterfront are gentrifying, but three to five blocks away there are still significant pockets of poverty and crime. So some communities are taking action to improve their own neighborhoods, for instance in north Canton and on the downtown West side.

### Public Policy on Housing

There used to be four large 50's vintage public housing projects downtown, two on the west side and two on the east side, creating a concentration of poverty and crime downtown. The city wanted to change this image of downtown by offering a new range of housing. So, three of



*Fells Point, a gentrified, restored neighborhood*



*The digital Harbor: new activities in restored buildings*



*The American Can Company: an emerging Technology Center*



*Coffee shop and bookstore inside of the American Can Company's restored building*

those public housing projects were torn down between 1995 and 1997 and the last one, just a year ago. Two of them have been rebuilt <sup>(16)</sup>. They have been replaced with a combination of more neighborhood-oriented developments. The third one is under construction. Those programs only recently began to reinforce the notion that "downtown is a place where people can live". The last one is located to the east of the Inner Harbor, south near the Johns Hopkins Hospital. This neighborhood will benefit from the impact of the Maryland Hospital redevelopment project. It will connect the J.H. Hospital to Fells Point. And billions of private dollars are going to be injected into this area. In the future, this Eastern side of downtown will be pretty much improved and that will reinforce the gentrification process downtown.

### **West Side Renaissance and community involvement**

The community involvement is more important now, especially for the most recent West Side redevelopment program and in some other distressed neighborhoods downtown.

#### **A challenge for the West Side <sup>(17)</sup>**

The large west side area includes several districts, such as the University Center <sup>(18)</sup>, Seton Hill, parts of Mount Vernon, Charles Center and Inner harbor districts. Since the 19th and into the early 20th century, the west side remained a mixed neighborhood with many of the city's banks and financial institutions, theatres and movie theaters and a large amount of row type housing. It was a shopping district with great department stores, retailers and an attractive Market, all very attractive for the regional population. The decay began after the war with the migration of the middle-class population to the suburbs and later on with the decline of local

<sup>16</sup> The "Terrasses" and "Heritage Crossing"

<sup>17</sup> Source : "West Side Renaissance, Inc."

<sup>18</sup> The University of Maryland settled in Baltimore from 1807

industries. A lot of shops went elsewhere beyond downtown or outside of the city.

Since the 80's, the revitalization efforts have also concerned a part of the west side of Charles Center, a 100 block area. A lot of money has been invested for the construction of a Metro Station and two malls <sup>(19)</sup> along the way to attract customers and to retain the retail activities. A lot of buildings have been renovated with private money. The Lexington market has been enlarged and renovated too. But the first projects failed to revitalize the core of the west side.

At the end of 1998, the west side revitalization made a turnaround with a new planning process managed through a public-private partnership associating the City, the University of Maryland, Baltimore Medical System, Weinberg Foundation, Peter Angelos (...).

A planning and economic study defined new purposes focusing on the core of the large west side area. Baltimore's historic retail district covers 24 blocks. This last study focused the attention of the city and its private partners on defining a new strategic plan with enlarged boundaries on the central west side area around Lexington Market. The recent action plan involved merchants, retailers, property owners in the debate. It has been presented to the public. This last plan is called the "2001 West Side Revitalization Strategic Plan" and will serve as a basis for more adapted projects.

#### **The six year Strategic Plan**

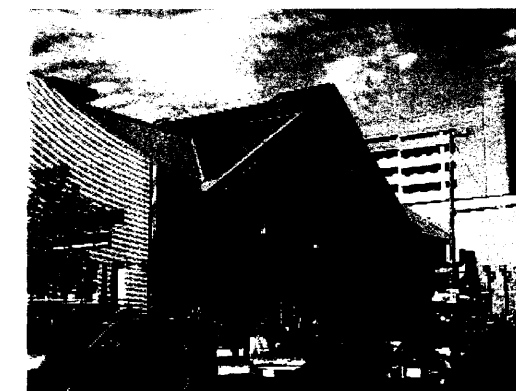
This plan is a guide that defines the redevelopment framework associating retail, preservation, transportation, open space and urban design and implementation strategies. This is a six year plan in three phases. In addition to the preservation of buildings, the reconstruction of streets, and the creation of three new main parks, this plan will provide :

- 2,400 additional rental housing units in renovated and new construction projects,

<sup>19</sup> Transit Mall and Lexington Mall

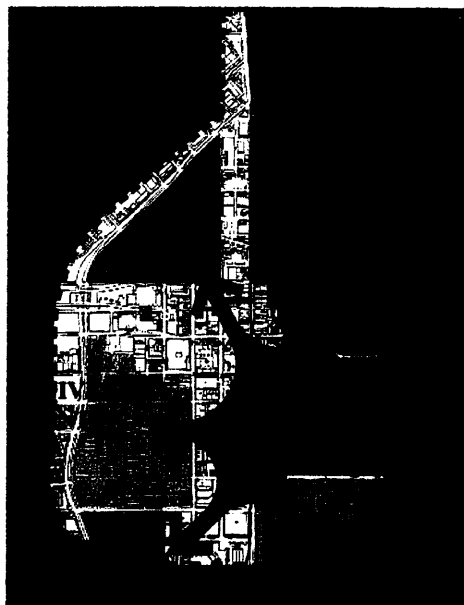


*The West side was historically the financial district*



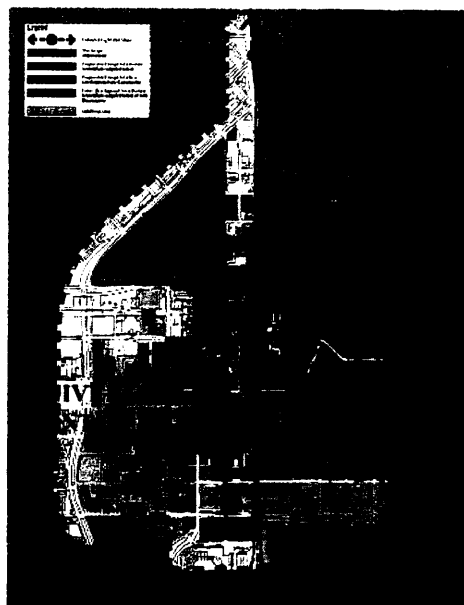
*The Lexington Market area will be developed*

The West Side Strategic Plan links the central areas

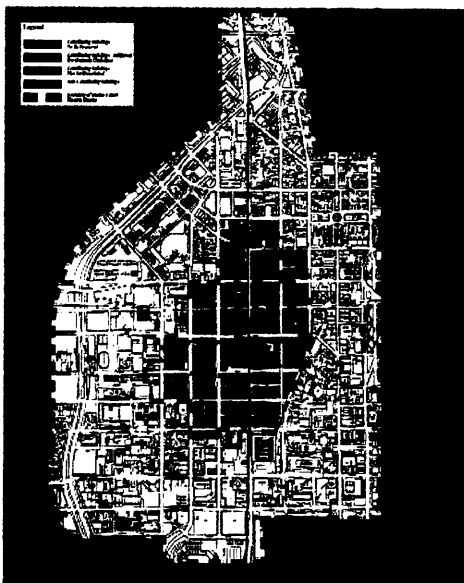


Source: Baltimore Development Corporation - © Design Collective

The Plan combines preservation with new construction

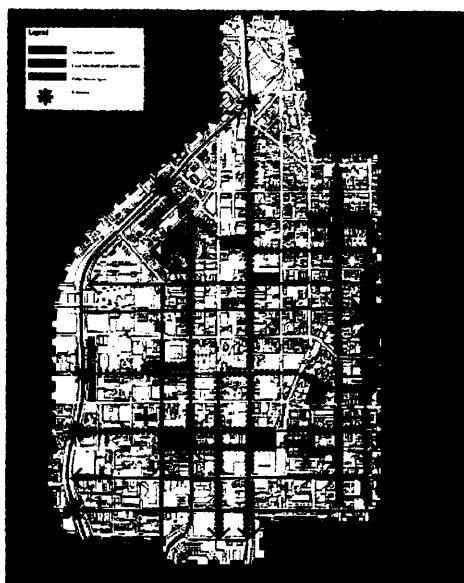


The restoration strategy will preserve 260 buildings

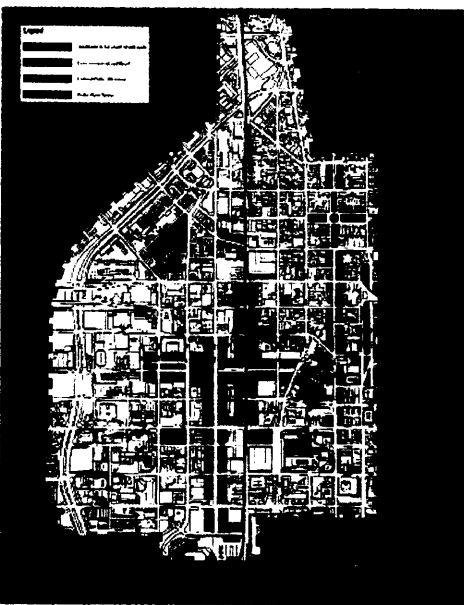


Source: Baltimore Development Corporation - © Design Collective

The Plan includes pedestrian corridors and new open spaces

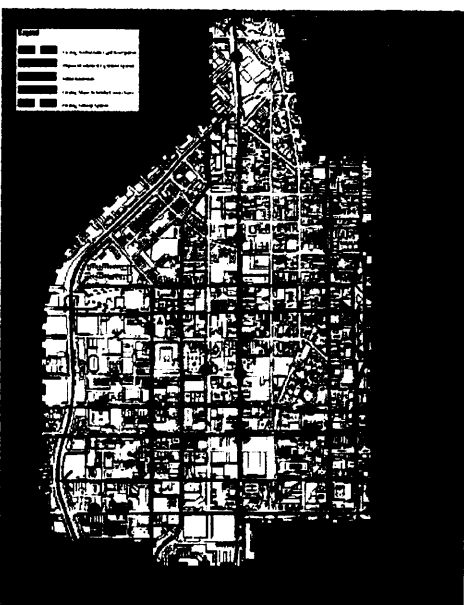


The retail strategy will serve the expanded residential and office markets



Source: Baltimore Development Corporation - © Design Collective

Public transport must be improved



- 400,000 square feet of new private office space linked to the university <sup>(20)</sup>,
- 700,000 new square feet within the university and on the medical campus,
- 250,000 square feet of retail and entertainment uses.

#### Preservation and open space strategies

A specificity of this plan is that a preservation strategy has been integrated into this project. The plan must balance preservation of significant landmark structures with development of new construction. In the market Center historic district, 260 buildings have been identified to be preserved. The plan indicates some design guidelines to encourage new construction to preserve and to improve the character of this historic neighborhood (cf. Plan).

The open space strategy is one of the new faces of downtown policy. In this plan the partners recognize the importance of sustaining an open space strategy. The plan will balance the lack of open space revitalizing main streets, creating pedestrian corridors and including new open space strategically located in the street grid (cf. Plan).

The urban design strategy is based on recommendations (general design guidelines) and on a referral document highlighting the criteria to be applied to the new projects <sup>(21)</sup>

The retail strategy is to support existing merchants and to encourage new complementary ones to better serve the expanded residential and office market and the existing University market...

The transportation strategy is dedicated to changing the image of public transport, improving and expanding the existing public service. This strategy, defined with the state, is connected to the actual Smart Growth regional development vision developed by the Governor of the state of Maryland in recent years.

#### Partnerships and finances

The West side Renaissance project was initiated by the private sector. The Baltimore Development Corporation (BDC), which represents the city,

recognized the importance of the earlier public-private involvement on the west side and the interest in giving them its support. The latest project results from twelve months of coordination between private and public interests with the purpose of achieving a sustainable long-term revitalization of downtown Baltimore. A private nonprofit organization called "West Side Renaissance" is in charge of realizing these programs. The first stage projects will create a regional performing Arts Center, renovate the Hippodrome Theatre, convert into office or residential apartments some of the old historical buildings and create a mixed-use Centerpoint project, to assure the first "bricks" of this renaissance. These projects represent over three hundred million dollars of private sector investments <sup>(22)</sup>. In addition, the University of Maryland-Baltimore will participate with \$224 million more for the construction of new residential buildings.

#### A strong community involvement

In recent decades, a great deal of money has been concentrated in very depressed areas to help to redevelop downtown Baltimore. But for some people those investments have returned few rewards because those areas were greatly depressed. And because the concentration of problems is still so great in some pockets of the central neighborhoods (crime and poverty are directly connected) there are a lot of vacancies. On the other hand, the city needs to improve its tax revenues by developing activities downtown and improving the value of its real estate. So, the city is now looking to develop other strategies associating different partners such as the Community Development organizations. Some of them <sup>(23)</sup> have been operating in those areas for a long time. One of the most important things remains to arrest the blight of these areas pro-

20 - Medical research, health care, telecom...

21 - Through the Building permit applications

22 - With the Bank of America, Peter Angelos, Weinberg Foundation...

23 - Community development Corporation. They usually work with communities to help them improve their neighborhoods, building houses, finding jobs...

ceeding step by step in creating safer neighborhoods for the people who are living there. But if the link can still be made with some of the actual middle class population which is still living nearby the depressed areas, one of the problems to solve is that these areas need a better school system and a variety of amenities that are no longer present in downtown such as shopping places, markets ...

#### Distressed communities and segregation

One of the problems that has impacted downtown is that Baltimore is very segregated. In the 1950's and 1960's, in addition to people who just wanted to leave cities, some neighborhoods that were previously mixed neighborhoods became really segregated areas with a lot of poverty and crime. The race and crime problems pushed people to move out continually. So over 20 years, most areas that were previously stable have become unsafe. For instance, that happened, block after block, in East Baltimore, around Patterson Park <sup>(24)</sup>, north from Canton and to the waterfront areas.

#### A Community Strategy

In some distressed neighborhoods, the Community Development Corporation tried to set up their own projects so that in the future the city could take a more active role. They are addressing a lot of past problems and they are funding other groups.

Patterson Park Development Corporation is one of them. This organization is acting to change its own neighborhood. They said that for them "there is a value in having the city, some reason you want the city to be successful, because the city is as important as the suburbs". So the idea for them would not be just investment downtown, but to invest in these neighborhoods, so you can keep improving "block after block"...

The way they are doing it, is to buy all the houses in the neighborhood to reverse the process. That process is what they call "absentee owners", that is, people who don't live there, buy the house and then rent it to a "bad family" that drives everybody else out. So the answer is to

buy the house so such 'investors' can't get it. They are doing that to keep the houses from falling into irresponsible hands. So instead of houses becoming boarded up, they buy them and fix them up.

#### Financial partnerships

The money comes from banks, government and foundations, and from people who find this work valuable and worth doing. In the future, they think the City, the state and the federal government, all three together, have to decide where they are going to invest their money. If they make this project succeed, they can go further. They say that "In addition, it is 10 to 20 million dollars per year in tax revenue that the City will get, if they invest..."

24 - Between the 1970 and the 1990 census some areas changed from 3% black to 95% black. Source : Patterson Park CDC.

## Baltimore's future in Regional Planning <sup>(25)</sup>

Probably 20 or 30 years ago at its peak, Baltimore city had 950,000 people, the majority of the population in and around the city. Now the population is down to about 650,000 and is just 25% of the total for the region (about 2.5 million people).

The region is growing at +1% of population per year and that is projected to be continuing at 1% per year for the next 20 years. But the heart of the region, Baltimore City is still losing population right now. In the 1990's, Baltimore city was the fastest shrinking major city in the nation, with a loss of 11.5% of the population which is more than any other major American city.

### Fighting the downward spiral...

Poverty, lack of a good economy, declining public services, and crime still characterize some downtown areas. At the regional level, 75% of low income housing is located in Baltimore City. Depressed neighborhoods and crime problems still drive the middle class out. There are about 18% unoccupied housing units downtown <sup>(26)</sup>.

Downtown used to be the economic center of the region for jobs and all. But now, Baltimore city has only about one third of the region's jobs. Downtown itself has also been losing jobs, maybe from 25% down to 20% recently. That is largely because of both of these factors :

- people don't want to work downtown; they think it is unsafe and it's difficult to get to because they don't have good public transportation and not enough capacity,
- important subsidies for new jobs provided by the suburbs, so that the jobs migrate outward, just like the residential development.

The city of Baltimore, with concentrated poverty does not have a lot of money to improve the situation. 40% of the city's budget comes from the State of Maryland. Even with that, the city is struggling because of the percentage of very low income people and the level of services that

costs the city a lot. On the contrary, the counties get property taxes, based on the value of the houses, so in rural areas, where the population is wealthy they also pay large income taxes and this is an issue for local governments.

Developing a regional smart growth strategy. Actually some elected officials and city partners think Baltimore's future can only be improved at the regional level. There is a battle to build a political coalition for a more balanced regional development strategy with funding based on "Smart Growth" issues. City and counties need to come to agreement all together on coordinating local and regional issues to achieve this kind of development. A new "Vision 2030" regional planning process is going on that would enlarge the impact of the previous downtown revitalization projects and reinforce the position of Baltimore in the heart of the Region.

### Search for a new equilibrium

The concentration of poverty and the increasing economic segregation are a real problem. It's no longer just Baltimore City that has a high concentration of poverty, but also the older suburbs <sup>(27)</sup> as they have declined and experienced neglect and deterioration. On the other hand, redevelopment outside of the urban area proposes very little affordable housing. So that means it is the city and the older suburbs that now have the affordable housing for the whole region.

### Loss of population and concentration of poverty

There is a huge amount of excess construction on the periphery, and as a result, a flight from the areas that are inside the belt-line and around it.

25 - Source : Citizen Planning and Housing Association, "1000 friends of Maryland", "AB Associates, Comprehensive land Planning Service"...

26 - About 55,000 of 302,000 housing units

27 - Looking at the poverty figures from the census, school lunch eligibility numbers which are updated annually, you see that it's no longer just Baltimore City that has a high concentration of poverty, but now also the older suburbs



Most of the areas inside the beltway have been losing population, not just Baltimore city, but also the older suburbs. There are 42,000 residential vacancies in Baltimore city, but also 13,000 vacancies in Baltimore county, which is where most of the older suburbs are located.

### The "push factor"

The concentration of poverty is associated with all kinds of social problems, crime, drug-dealing, addictions (...). That becomes a "push factor" where this concentration of poverty affects the quality of life and the schools. So all of those problems collectively act as a powerful factor pushing people to move out of these deteriorating areas around and inside the beltway of the city and its older suburbs.

They also have a lack of resources to deal with it because while the city has 25% of the regional population, it has 60% of the poor people and has only one-eighth of the property tax base for the region. And the way local services are financed is on the basis of a local tax base <sup>(28)</sup>. So combining all that leads to a "downward spiral" for Baltimore city, with the suburbs affected as well.

### The "Pull factors"

In addition, some policies are encouraging this outward migration and sprawl with infrastructure subsidies, not to mention local policies that promote growth. Huge subsidies are extending the sprawl and the development to outer areas where the infrastructure, the roads, water and sewer, schools (...) are paid for by the taxpayers, the state for the most part and the federal government. That has resulted in a huge over-capacity in outlying areas. In the 1990's, 3,000 excess new homes were built every year on the periphery of the region <sup>(29)</sup>. There is an odd situation in the region because the local services are financed locally. So, there is a tremendous incentive to attract new development so that you can pay for more services, especially economic or business services. New businesses brought in will pay taxes, and the town won't have to build them a school, as long as the workers live somewhere else.

### A new strategy in the Baltimore region

Revitalizing the downtown is a question of both jobs and residential factors. So to turn around the downtown, both of those issues must be addressed. They have to attract jobs and they have to stop the subsidies that are fueling outward migration and redirect that money back into the heart of the region. They must create the infrastructure to provide the services, and turn the old office buildings that are no longer competitive with the suburbs, into first class office space. They need to develop the transit system so that people can get in and out of the city quickly.

### Complementary housing strategies

The people that they want to attract to the downtown are people who could pay market rates, so they need to develop more apartments, more condominiums, more housing for middle and upper-middle class. But this leads to the problem of re-gentrification where people who live there now are driven out, those who have lower incomes. But in Baltimore city, there are 42,000 vacancies and as a result of this huge excess supply of abandoned housing, that affects the whole market, that is considered overall very affordable. Some partners hope that they will have enough development in the city so that it will drive up prices and they will need to then make accommodations for public involvement to insure affordability.

### The Housing issue in Regional Planning

Right now the housing that is being built in the outer limits of the region is almost exclusively higher income. But there is a need to maintain a balance of incomes in the city and in the region. One of the ideas that the "Baltimore Regional Partnership" is endorsing is the Montgomery County approach <sup>(30)</sup>, where every new devel-

28 - And most of those government services are financed from the local tax base, not by the state or the region

29 - There were about 91,000 new households in the 1990's and there were 129,000 building permits for new homes, so that's 28,000 excess over 10 years, or almost 3,000 per year in excess of the population growth. Source : Citizen Planning and Housing Association.

opment in the county since 1973 is required to have 1.5% affordable housing. That is true for all new developments over 50 housing units, with more than 1 unit per acre. It is said that if they had applied that to the Baltimore region 30 years ago, there wouldn't be the high concentration of poverty in the city or in the suburbs. So the challenge is to have a balance to revitalize the existing areas that are being abandoned, rehabilitate them and have a mix of low, middle and high incomes. But also to assure that the new developments built in the counties, are also a mix of affordable, middle and high income.

Demographic factors contributing to the redevelopment of downtown

There are some demographic trends which are hopeful for Baltimore. At the regional level, the population is getting older and there is a demand for smaller houses on smaller lots. So the "downtown living" might become more attractive to people who are retired and who don't have to worry about education because they have no more children at home. This could and should have a positive impact for the city. Small apartments and condominiums in the city will be increasingly attractive.

On the other hand, there is an attempt at the state level to try to add offices, while investing in older areas of the region, using school resources to extend existing schools rather than building new schools. This will tend to strengthen the existing communities <sup>(31)</sup>.

### First step to regional Smart Growth

The Smart Growth <sup>(32)</sup> strategy began 20 years ago. There is an enormous natural feature in the region called the Chesapeake Bay, the biggest estuary in the world, and a very unique ecological setting. From the very beginning, the state identity was strongly associated with these resources. By the 1970's, these resources had begun to decline very precipitously because of the pollution of the Bay by farming, industry, and air deposits from coal mines (...) The water qual-

ity impacted the productivity of the shellfish, sea grass, etc. (...) So, Maryland began to protect the Bay in cooperation with other states. They decided on new pollution regulations and cooperative arrangements between states. It became clear that if they did not address the land issues, those efforts would be in vain. And this would take a while, to try to get the public to accept State involvement in land use decisions.

### Comprehensive Plans and Priority Areas

In 1992, the State General Assembly passed a requirement that a Comprehensive Plan needed to be developed by local governments and had to be updated every six years. They also had to include seven ideas for "Better Growth", but that was not so restrictive. It was not a regulation and this part was not a fixed state requirement.

In 1997, under the Glendenning administration, the state passed the local "Smart Growth Deliberation Conservation Act". This act requires the state to direct its State Budget Dollars to particular areas of the state where there are existing neighborhoods and communities. The same law provided a large reserve of funds to permanently preserve the most valuable farmlands, port lands, and ecological lands from development. So, every single one of the fifteen biggest cities in the state are automatically in the "Smart Growth Area". All of the areas inside of the freeway network or ring roads around Baltimore and Washington are automatically designated as "Growth Area".

They allowed the 23 counties around the Bay to

30 - In Montgomery and Fairfax counties, located in the suburbs of Washington D.C., the two largest counties have the requirement that all new development must include 1.5% affordable housing. The County Commission and the County Executive made this decision. In Montgomery County, they passed this law in the 1970's after a 6 year political battle and in Fairfax county, they passed it about 10 years ago. The results are very impressive. If you compare Montgomery County today to Baltimore County, the poverty rate is about the same. In both jurisdictions, about 30% of the children in the elementary schools are eligible for the government program that provides free and reduced price meals in schools. The concentration level in Baltimore county is double; over 25% of the elementary schools have an eligible majority. In Montgomery County it's only 12.5% of the elementary schools with an eligible majority.

31 - A lot of schools have been built out in the periphery. Actually some people move as the result of a new school being constructed. This is an attraction for some people to move further out.

32 - Source : Governor's Office of Smart Growth.

identify additional areas for growth. They all have to have a minimum density of 3.5 housing units/acre (not very dense but much more than farming density), plan for water and sewage systems, and take into account the 20 year projection of population growth.

Since 1998, the Maryland Government spends its State Budget Dollars in these priority areas. But this is not quite enough. There is a battle because the housing demand has had to face two major problems up to now: a lack of housing in the inner city and the fact that very few developers are interested in building inside the city because it is more difficult to build in the "center". And the counties want to have development that will add more tax property and they don't want to attract low income populations. So it is very difficult to balance the regional development.

## The Basis for a Regional Partnership

For 50 years, there has been no regional planning; each county decided what they wanted, their plans were all stapled together and that was the Regional Plan. Several partners are working together with elected officials to create the conditions for a better future for Baltimore and the region.

### The BMC, partner for the 'Smart Growth' vision

The Baltimore Metropolitan Council (BMC) is a Council of Governments (COG) in the Baltimore Region. This organization is composed of the principal executive leadership of the City of Baltimore and the five counties (mayors or commissioners for more rural, less structured governments). They are working with the Metropolitan Planning Organization (MPO). They discuss the issues of common concern, largely concerning long range transportation plans and how to cooperate in the area of energy production. In the area of development, they try to come to

agreement on the protection of farmlands and on the reduction of sprawl by funding policies that provide alternative solutions.

The BMC invested in Baltimore City. In Canton, for instance, they study each proposal to encourage jobs and housing for middle class people. They have already invested in developing brown-field sites. The state legislation allows this kind of development. But the problem is how to become more competitive to speed up the process of helping interested developers. For instance, providing funds to help them clean up the land.

Now the BMC is involved in the regional planning process, thinking about more balanced growth for the Baltimore Region. They call it the "Vision 2030" process.

### The BRP advocates in 'Smart growth' strategy

The "Baltimore Regional Partnership" is one of the partners in this process. It represents a diverse coalition of civic, environmental, and smart growth advocates who work to improve the quality of life in the region. This is a coalition of five organizations : 1000 Friends of Maryland, Baltimore Urban League, Citizens Planning and Housing Association, Chesapeake Bay Foundation and Environmental Defense. The partners work together in the Baltimore Region: in the five counties surrounding Baltimore City and in the City of Baltimore.

The Baltimore Regional Partnership wants to change things toward having much stronger cooperative planning, in coordinating things like: land use, transportation plans and housing issues involving land use. Until now, those things were all considered separately as individual issues: land use, schools, housing (...). This kind of planning was not done by the Government, nor from one county to the next, nor between the five counties and the Inner City. The Baltimore Regional Partnership wanted to change the concept of land use and transportation planning in the region through advocacy programs. They envision a more balanced region where attractive, viable communities would be linked by an efficient public transportation system.

### Actual analysis of projected growth

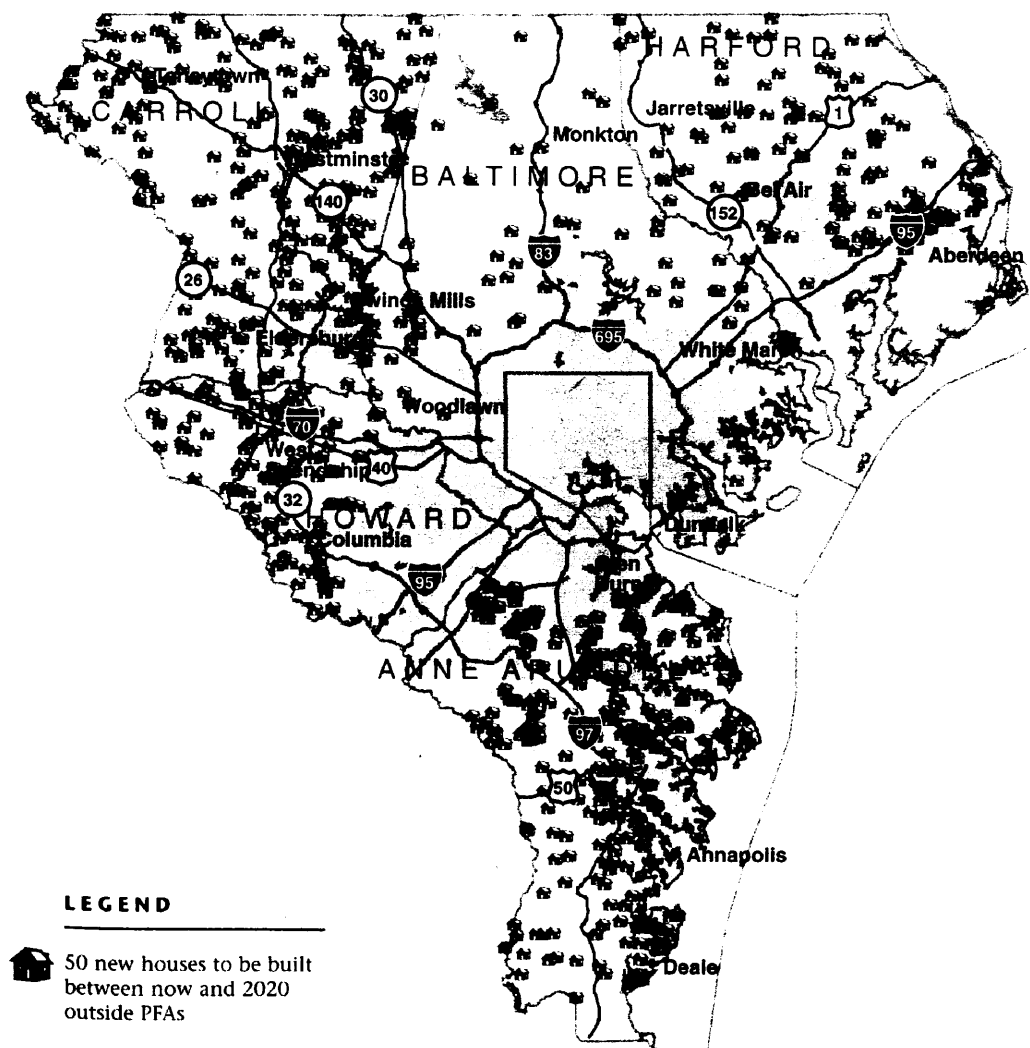
The BRP has issued a report <sup>(33)</sup> that compares official 2020 household projections compiled by the county governments of the region with the county designated Priority Funding Areas (PFA). Their analysis shows that every county in the region except one is projecting significant residential growth outside the Priority Funding Area. This map shows that, between now and 2020, at least 5,000 new houses will be built outside

the PFA in each suburban jurisdiction, except for Baltimore County. The rate of projected household Growth outside PFA is 22,7% for the next two decades (2000-2020). This residential development will consume at least 10,000 acres of farm and forest land.

The report underlines the contradiction between the State Smart Growth legislation, (particularly

33 Septembre 2001

THE BALTIMORE REGION  
2000-2020  
PROJECTED RESIDENTIAL GROWTH  
OUTSIDE PRIORITY FUNDING AREAS



#### LEGEND

- 50 new houses to be built between now and 2020 outside PFAs
- Priority Funding Areas
- County Border

Source: Baltimore regional partnership - © September 2001

*A Regional Partnership  
will be necessary  
to combat urban sprawl*

the PFA law adopted in 1997 by the Maryland General Assembly) and the jurisdictions' projections. In fact, the counties and the state will use these projections for allocating the region's planned transportation investments. And because the transportation fund comprises 90% of state funds covered by the Maryland's PFA law adopted in 1997, normally the 22.7% growth area cannot claim a part of this transportation funding.

### Implementing the Smart Growth Program

The Smart Growth program in Maryland should condition infrastructure spending on certain items. But the Smart Growth legislation simply established the principle and now the partners have to struggle to implement the principle more concretely. What they need is to pass a state law that will apply statewide that would be part of the Smart Growth program. That will require, as a condition of getting state infrastructure funding, that "only areas that have this requirement would be able to get these monies from the state".

Now the Baltimore Regional Partnership is asking citizens, government officials, businesses and community organizations to voice their opinion about the use of taxpayer funds to implement this kind of development. The main problem in the Baltimore Region is that they just began to think about such matters in the 90's. Now they want to develop local and state policies and incentives to change people's attitudes and understanding in order to eventually change this map.

# Chicago's Central Area Plan and land use strategies

The Chicago Metropolitan area has 8.5 million people and the northeastern Illinois region has about 6 million. The city of Chicago has about 2.5 millions inhabitants <sup>(1)</sup>. Chicago peaked in 1950 at 3,620,962 people but its population has declined since 1950. Although the City's projection for 2020 is about 2,917,196 showing a significant increase over 1990, Chicago will still have 20% less people in 2020 than in 1950 <sup>(2)</sup>.

### Regional land use control

With smaller household size than in the past and a market preference for townhouses rather than high-rise housing, a large part of the future regional growth will sprawl out into the counties consuming now-vacant natural land.

Chicago hasn't updated its comprehensive plan in more than 50 years. The last one was elaborated in 1946. It's difficult to do a comprehensive plan because of the political structure of the wards, there are 50 sections, with an elected official in each, called an alderman <sup>(3)</sup>. They have great control over land use in their wards. So land use control is done by a city wide commission and Chicago land use control is largely controlled by the alderman of each ward, which makes comprehensive planning very problematic.

### Chicago's redevelopment strategy

In this specific context the City of Chicago has an interesting answer to accommodate its growth projections. Without a comprehensive plan, the city is in the process of at least trying to think more strategically citywide, for what they need to do in terms of land use policy. At the same time they are reforming the zoning laws. It would have been very nice to have a comprehensive plan in place and then do the zoning. But that reform is being done without a plan. So the city is looking at strategies for land use and trying to



Chicago in Northern Illinois Region

hit the key points of a comprehensive plan without actually having one. The strategy is for example to determine the needs, for green space, transportation (...) for specific areas like the downtown, open space, industrial renewal...

1 - Census 1990

2 - In "Under Pressure- Land Consumption in the Chicago Region 1998-2028" by Openlands Project in 1999

3 - Alderman : he could be anyone, has to live in the ward, who runs for office and whoever gets the most votes wins the position.



## Downtown Chicago revitalization

The objectives of revitalization for downtown Chicago have been developed for years. They associate urban planning perspectives, short and long term public policies and various partnerships for redeveloping old mix-industrial dis-

tricts and specific areas. Those policies and planning proposals are also directly linked with the City open space strategy. Redevelopment and land use policies have been envisioned by the City to accommodate higher replacement densities.

Land consumption  
in Chicago Area 1998-2028



Source: Metro Chicago Information Center © Dec. 1998

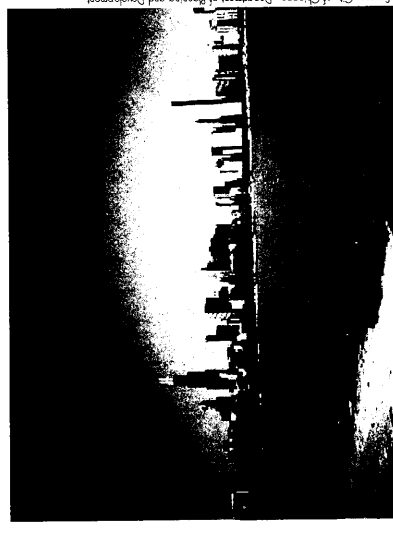
## A Central Area Plan for downtown Chicago

The Central Area Plan elaborated in 2001 is a proposal envisioning the future of the downtown through the year 2020. It is a kind of master Plan.

Downtown Chicago, is about 2 miles long North to South<sup>(4)</sup> and about a mile and a half wide East to West, from the Lake to a little path to the river. Traditionally, the core was the "Loop", which is defined by the elevated railroad structure that surrounds it. This used to be the business and commercial center of the city. Historically the Chicago river and its South branch were the major means by which they moved goods from the Great Lakes system, down through the Mississippi river system.

In the 1930's a new part was established at Lake Calumet which is in the south part of the city. Originally all along the river and up the river was all warehousing because it was easy to transfer goods that way. But the river gradually lost its importance as a commercial route. Over time, all of these areas along the river, especially in the downtown have been redeveloped for different purposes. It really started with the fact that they built a lot of bridges. Most of these bridges date from about 1900 to 1930. This made the North part of downtown more accessible, and also it came, North of the river by investment in Michigan Avenue. Very quickly, this avenue developed as a commercial hub and then areas to the East and to the West of Michigan Avenue became more residential in character, in particular, from 1980 to 2000, in the western part of the river and north. Even areas west and south of the Loop have all experienced enormous residential growth.

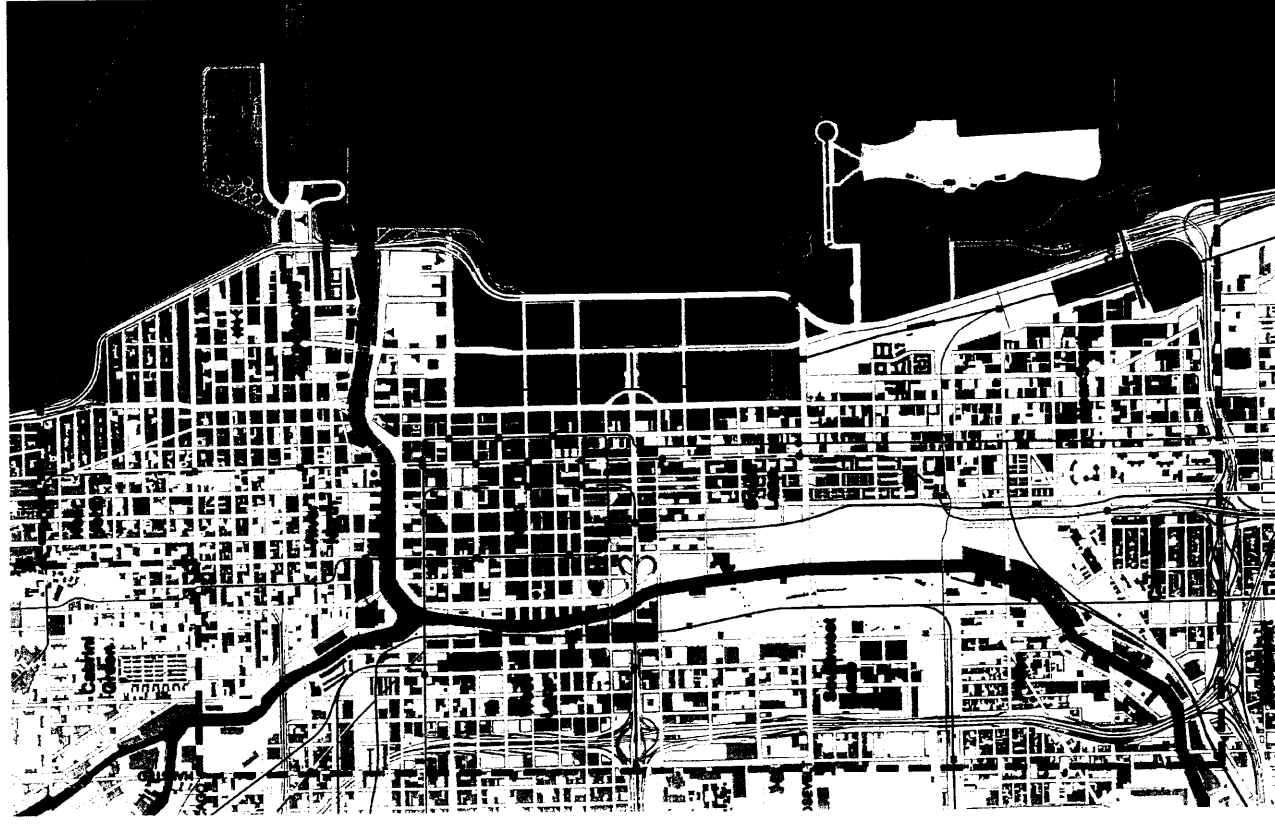
4 - from the road which intersects Grand Park and Buckingham, from the southern boundary to the northern boundary which is Oak Street



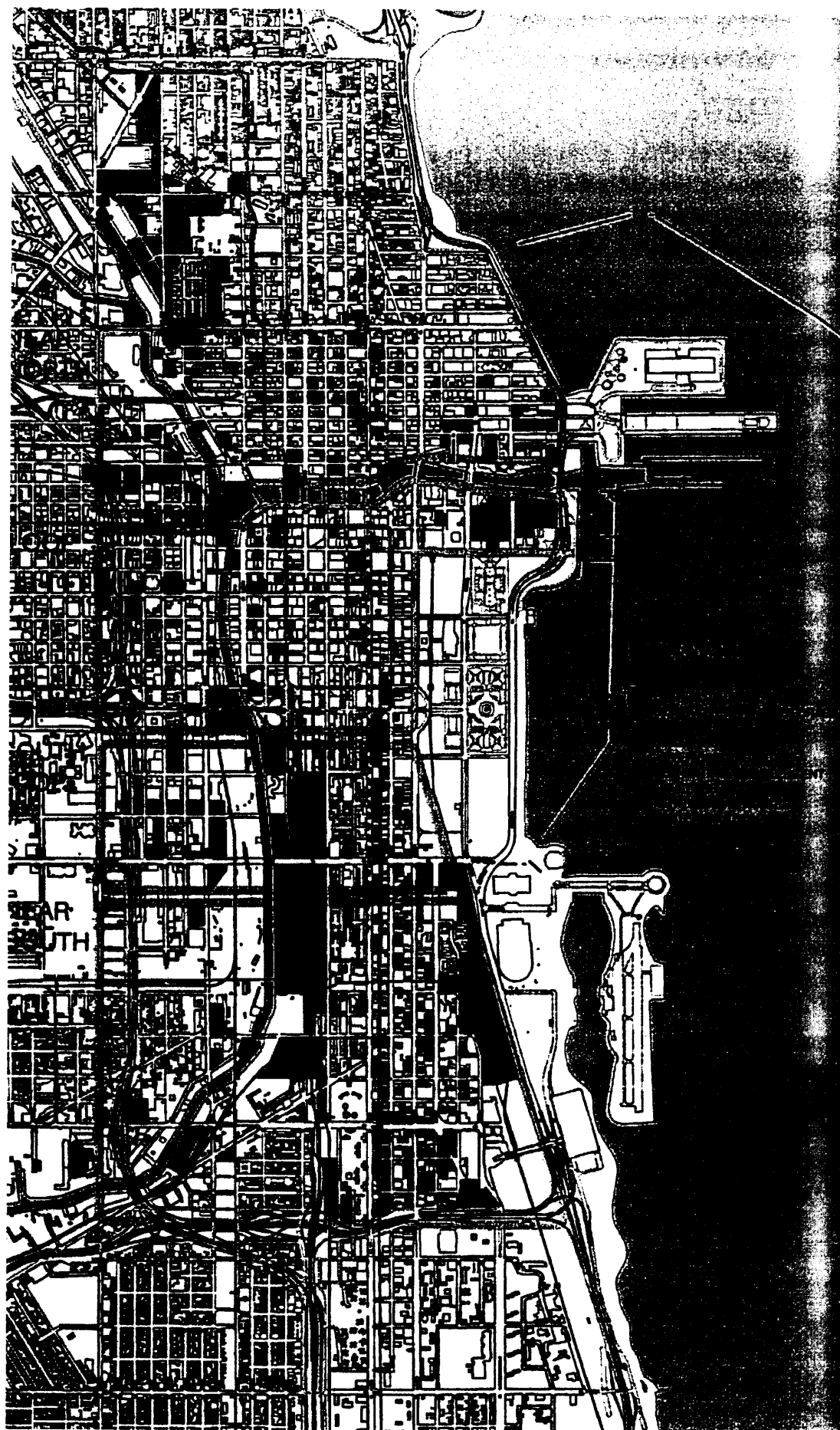
Source: City of Chicago - Department of Planning and Development

Downtown and the lakefront  
Park System

Downtown Chicago



Source: City of Chicago - Department of Planning and Development



Land capacity  
in downtown Chicago

## Growth and land capacity inventory

In the "Central Area Plan" the city established an idea of what is likely to happen based on the market. In order to do this plan, they wanted to have real data about how much growth this central area might expect based on current market trends and what sort of development there has been over the last 20 years as well as what the downtown might expect over the next 20 years. The "magnitude of growth" presents how much growth occurred between 1980 and 2000, a conservative and a more optimistic 2020 forecast and what sort of growth the central area can expect. This is the sort of range of growth :

- 3,200 to 3,900 people/year,
- about 1800 to 2200 new residential units per year,
- 7,800 to 14,000 office units/year (...)

The second step was to do the inventory of land and the essential area that was available for development (map 1). Those are vacant land, underutilized land, surface parking and storage, undesirable buildings that are likely to be torn down (...). The Plan divided the central area into four zones, the Loop, Near North, South Loop and Near South. The document shows the land capacity for each of them :

- how much vacant land there is,
- in what form,
- and based on the current development pattern that they've experienced in these areas, how much of that land will be consumed over the next 20 years.

For example, the Near North is a "soft site" with 87 acres of vacant land that could be redeveloped. In Near South, vacant land is about 262 acres.

### Principles for downtown redevelopment

This plan established four basic principles that concern this particular area. It defined the central Area as :

- accessible and connected,
- focused on its waterfront and open spaces,
- made up of vibrant and dynamic mixed-use districts,

Market Sectors		Average Annual Increase		
		1980 - 2000	2000 - 2020	
			Base <sup>1</sup>	Opportunity <sup>2</sup>
Office	sf	2,000,000	1,600,000	2,900,000
Retail <sup>3</sup>	sf	135,000	250,000	350,000
Residential	units	1,150	1,800	2,200
Cultural <sup>4</sup>	sf	n/a	85,000	100,000
Convention <sup>5</sup>	sf	65,000	65,000	85,000
Education <sup>6</sup>	sf	350,000	150,000	200,000
Hotel	rooms	300	600	700
<b>Persons/Trips</b>				
Office Employment		n/a	7,800	14,100
Public Transit Weekday Inbound Work Trips <sup>7</sup>		n/a	5,800	10,500
Population <sup>8</sup>		1,200	3,200	3,900

Magnitude of Growth  
for downtown Chicago

### Year 2000 Soft Sites

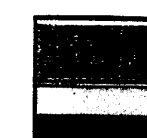
#### Near North

District Supply - 87 Acres



Soft Buildings  
27.5 Acres  
Underutilized Land  
26 Acres  
Vacant Land  
31 Acres

### Base Scenario



Hotel 24 for 4 ac  
Education 18 for 0.2 ac  
Convention n/a n/a  
Cultural 4 for 1 ac  
Residential 14 for 20 ac  
Retail 3 for 14 ac  
Office 12 for 8 ac  
Subtotal 48 ac  
Open Space\* 37 ac  
Total 85 ac

### Opportunity Scenario



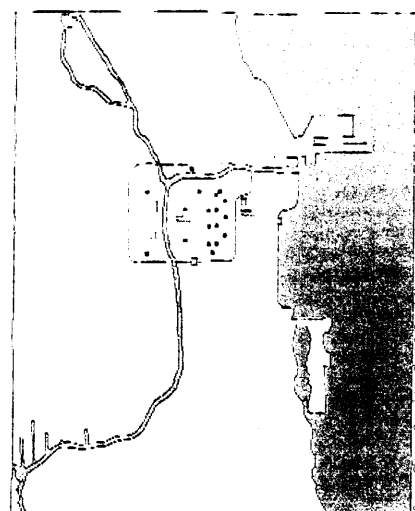
Hotel 24 for 9 ac  
Education 18 for 0.4 ac  
Convention n/a n/a  
Cultural 4 for 1.3 ac  
Residential 14 for 30 ac  
Retail 3 for 10 ac  
Office 12 for 12.2 ac  
Subtotal 69 ac  
Open Space\* 46 ac  
Total 114 ac

Near North  
development scenario

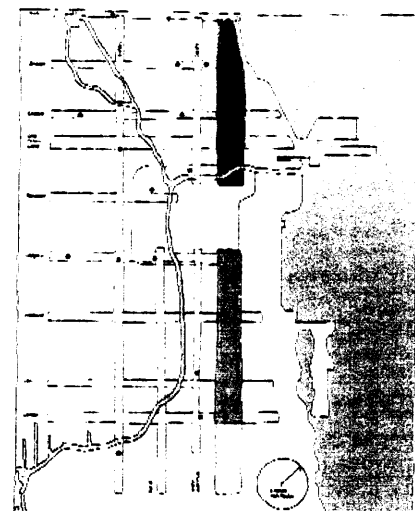
- reflecting Chicago's commitment to the environment.

There are some additional principles they are looking to apply. The office development should be concentrated really in the "core" because that's where transit connections are the strongest and it's easiest for office workers to get there, since office space has the biggest impact on transit. So they want offices to be where transit is best. And that's near the commuter rail stations, and near where all the CTA <sup>(5)</sup> stations are, which is the city rail system. The Plan is to build it as sort of a grid of density.

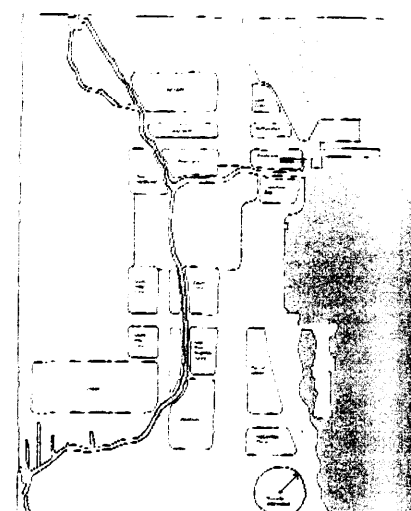
5 CTA, Chicago Transit Authority



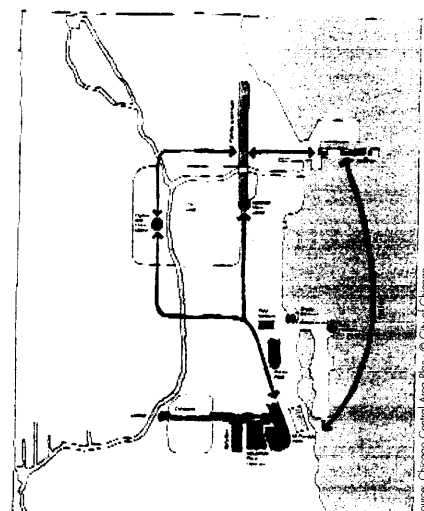
The expanded loop 2



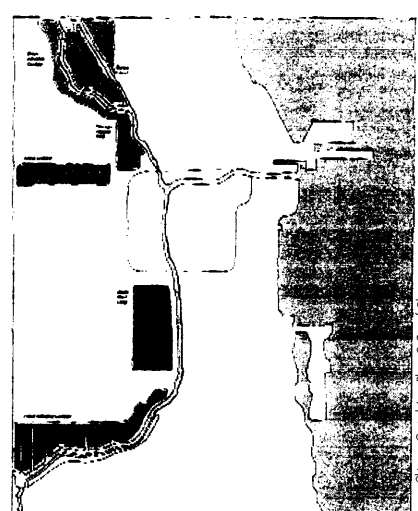
The corridors 3



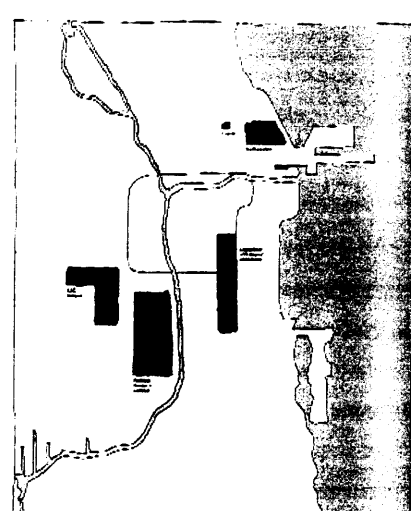
Neighborhoods and special places 4



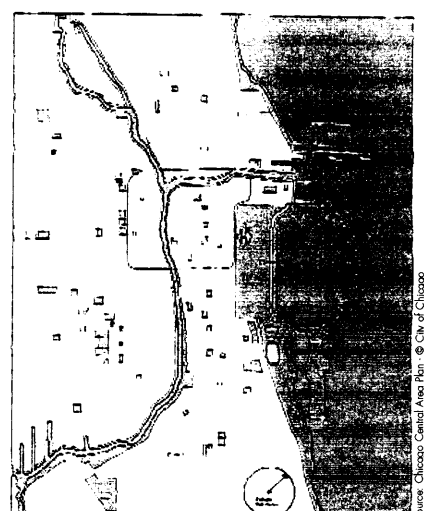
Visitor and tourist district 5



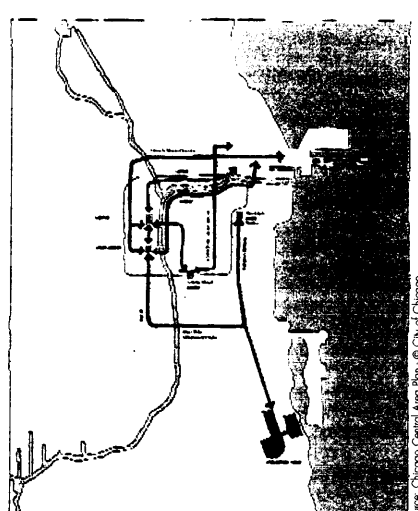
Industrial areas 6



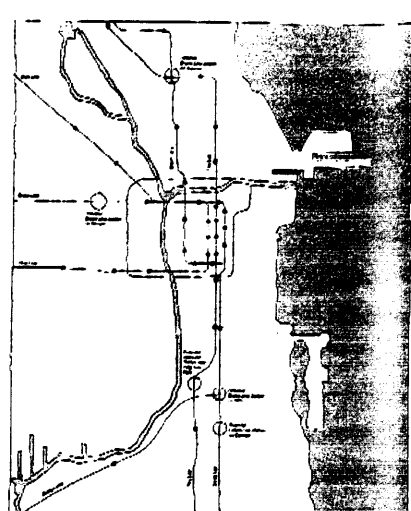
Educational institutions 7



Waterfront and open space 8



Identified priority transit corridors 9



Potential new CTA stations 10

### A strong urban Framework

The purpose is to reinforce the urban quality of downtown Chicago developing the qualities of the districts that make it up.

### The expanded Loop (map 2)

In the Loop they put emphasis on office, hotels and related commercial uses, on active retail and commercial services at the street level. They want "the Loop" to be a single dense walkable "office core" linked to transit. In this zone they de-emphasize housing. The proposal should explore minimum and maximum densities and minimize parking.

### The corridors (map3)

The plan proposes higher-density corridors with mixed-use development and retail serving neighborhoods with higher density housing. Those are also transit corridors and areas integrated with transit stations.

### Neighborhoods and special places (map 4)

In between these corridors are the neighborhoods (that doesn't always mean residential neighborhoods). The "neighborhood" is not very far from a retail strip, a transit station, a bus or whatever and is "transit accessible". Each neighborhood is within easy access to a commercial corridor and should include access to pocket parks, greenways, playfields...

### Visitors and tourist Districts (map 5 )

Also the city is concerned because, of course, tourists and foreigners come to Chicago and they want to see all the major sights ( Navy Pier, museums...). The fact is, especially Europeans, and a lot of other tourists are actually the ones who are most comfortable using transit, so the city wants to make the transit maps and system clear and simple, to encourage more folks to use it.

### Industrial areas (map 6)

In addition, there are also industrial areas which the city absolutely had to protect on the long term, for a couple of primary reasons :

- Most important is, for servicing the central area, they need things like newspapers, industrial laundries, distribution centers, beer and food distributors, Fedex and UPS facilities (...),
- city still has some additional heavy industrial users. They don't want to force them out, so they create these "planned manufacturing districts" which is a form of zoning that means essentially that you can't build any residential within these boundaries and it allows for industrial use (even heavy industrial use) and eventually it's become a component of the zoning ordinances. It is a method of protecting industrial property from being converted into residential use.

The city has developed other policies to maintain and revitalize old industrial corridors.

### Developing education, culture (map7)

They want to cluster educational facilities in three areas (near North, South loop and Southwest) allowing for future growth in each of them. They want to encourage shared uses between institutions including student housing. Those developments are still focused on transit accessibility (...)

### Continuing waterfronts and open space (map 8)

The City's open space system is based on the Lakefront, the river and the neighborhood Parks and open space system (next chapter)

### Transit corridors and public transport (map 9-10)

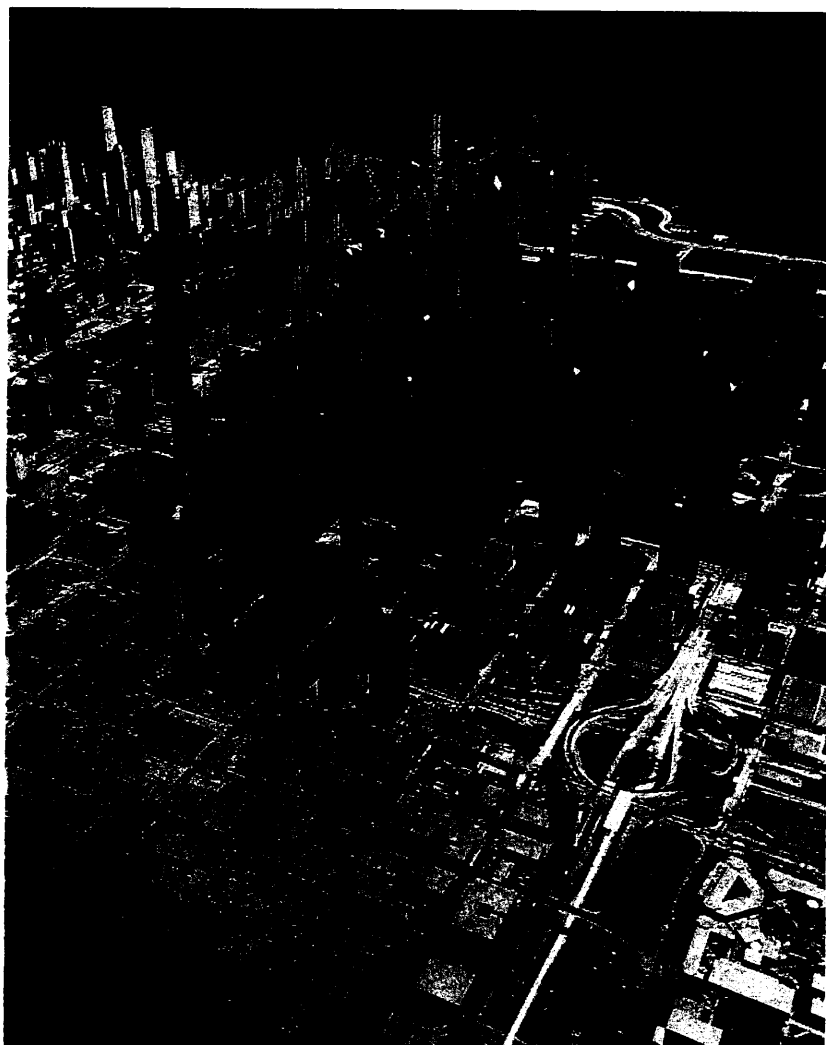
The Plan identifies the priority transit corridors. The development is based on a potential network of new CTA <sup>(6)</sup> stations.

<sup>6</sup> Chicago Transportation Authority.



Two miles of riverwalk will be developed downtown

The "Loop" can grow West



## A Plan envisioning the future

The Plan presents the development and open space strategies for the different zones of the central area.

### The «Expanded Loop»

The core is office encircled primarily by more residential districts. What Chicago is saying is that they are not going to build a second office core somewhere else. They can continue to grow in the historic core and particularly, they can grow West, between the river and the expressway. River North and West Loop will be developed. The arguments are that, west Loop is a good place to grow the office space, because there are two commuter train stations. In fact, the office development is moving that way without the city having to do anything.

The Loop is framed by old districts where they want to encourage residential conversions preserving the historic Loft Districts.

There's been a lot of new development along the river so they'll actually have in about a year, a river walkway that runs from River North, all the way up to Division Street, about 2 miles of connected river walk because of the new development.

### South Loop and Near South

This tends to be more residential neighborhoods, which means that the workers can walk to work, without even taking public transit. The South will offer 26,400 more units and a mix of uses developed in four different areas. For each one the plan is proposing a development and open space strategy. The Plan shows what that might look like (cf. South Michigan and State Corridor - Roosevelt Road - South River corridor etc.).

There's a hub with higher density on Michigan Avenue and then also along Roosevelt Road. Certain East-West and North-South streets should have more development. The plan develops streets where they didn't exist and envisions this part as a retail core or shopping mall, with the buildings up near the street, and with the parking behind. They want a lot of open space where

ever they can get it and maybe some smaller open spaces inside of it.

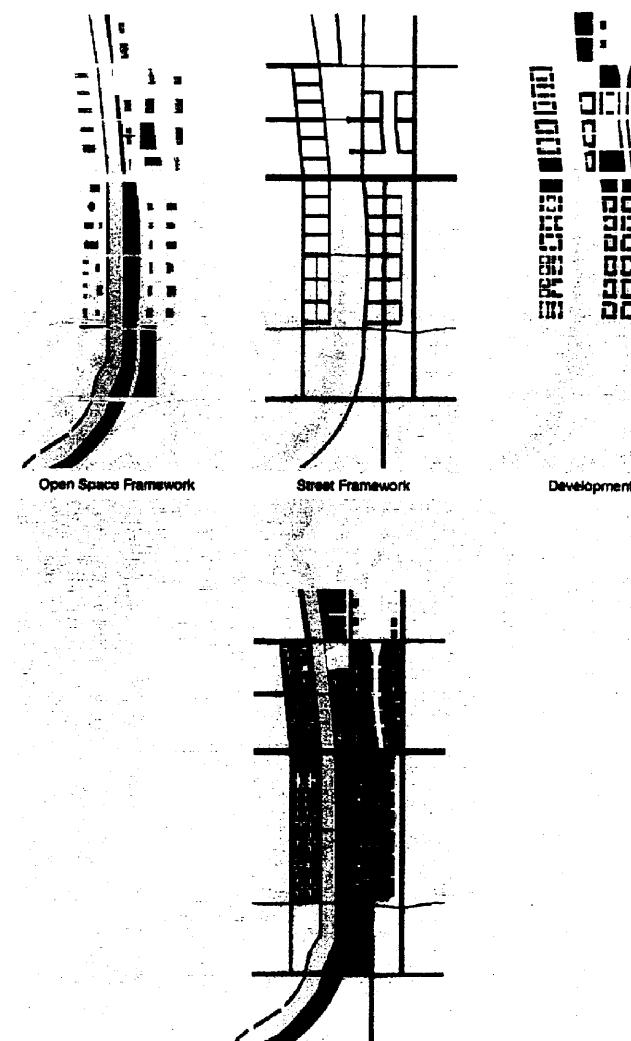
For some developed areas the Plan gets more detailed. For instance the South River Corridor's conceptual plan shows the open space and street framework and the development.

## Implementing the Central Area Plan

The City is going through a zoning reform process just at the same time, so a lot of suggestions are going directly into creating zoning recommendations and zoning language for that process. That's different from the usual procedure where you typically have a plan that is adopted by City Council and then that leads to zoning recommendations, but because of the zoning reform process that is going on throughout the entire city, the recommendations are immediately getting translated into draft ordinances (ideas about the corridors, increased F.A.R. (1), density in downtown ...).

### Development and transportation improvements

Maybe more important, is the fact that the residential part of these areas will not experience the growth at this rate unless the City makes some very significant transportation improvements.



Source: Chicago Central Area Plan © City of Chicago

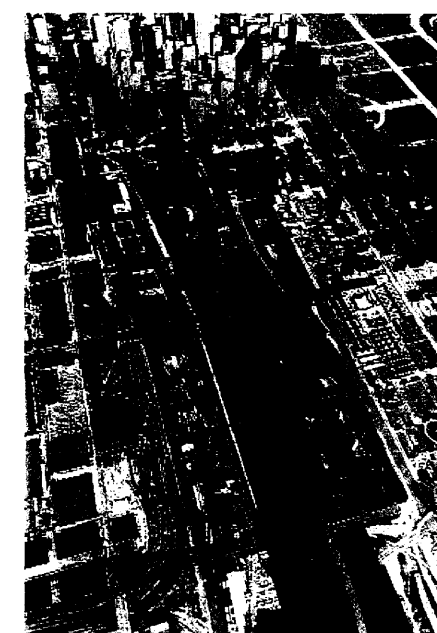
Residential neighborhoods in South Loop and Near South



Source: Chicago Central Area Plan © City of Chicago



Source: Chicago Central Area Plan © City of Chicago



Source: Chicago Central Area Plan © City of Chicago



That's something the city is also working on<sup>7</sup>. The Chicago Transit Authority (CTA), called the "Loop" is the elevated train structure that runs around the downtown. Then there is the red line that goes underground downtown, and then the blue line, also underground, that goes out to O'Hare airport with two major commuter stations, two links into downtown. The plan is to build a three level system:

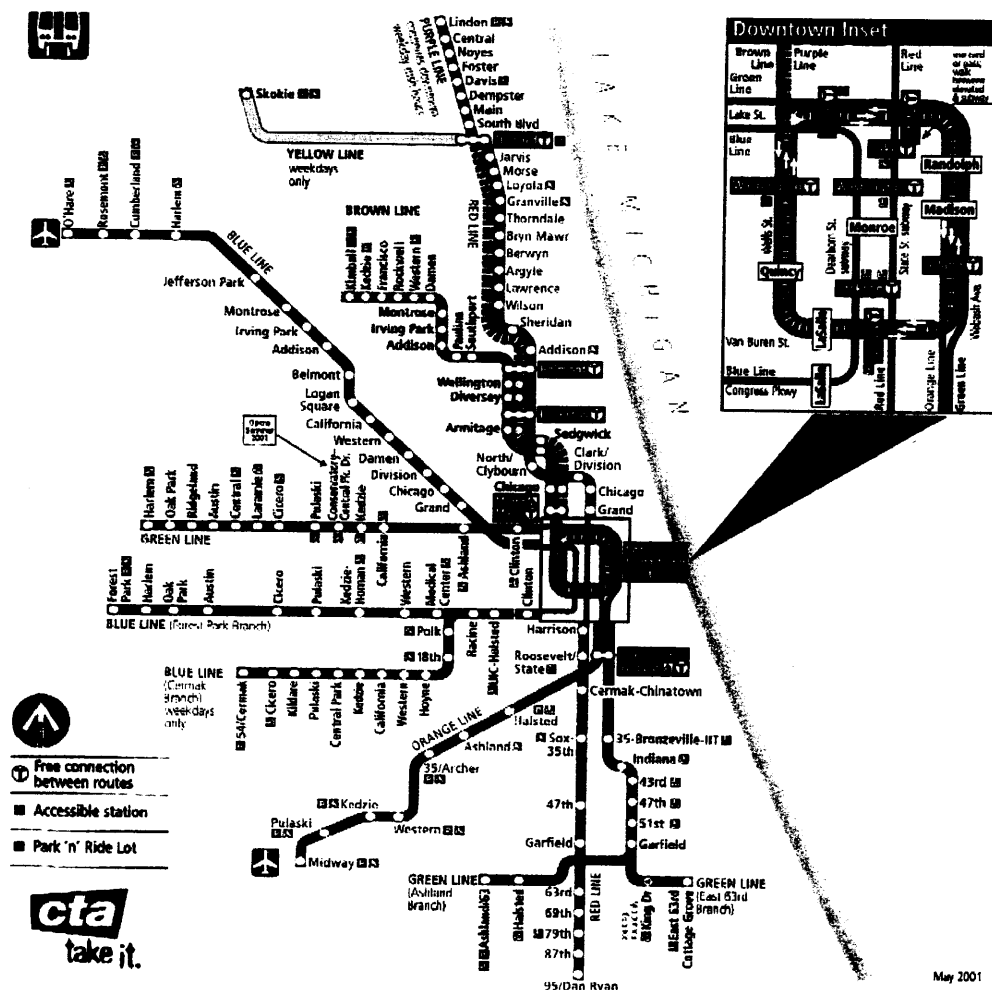
- the lowest level would be the train (Amtrak), so it can go through the city without backing up,
- the Middle level would connect the Blue Line, to make a second Loop underground, and would link the other lines and thus be more efficient. This line is heavily used while the other isn't,
- the top level would be a Busway (like a tunnel) just immediately below the street and that would go on Monroe Street, up to Grant Park and the bus could come up and go wherever it wants. One of the difficulties they have is that the bridges are absolutely packed and with lots of people on the streets.

Having this plan implemented would serve a lot of purposes :

- it would help distribute people faster and easier,
- it would really strengthen the connection of the train station to the Loop itself,
- it would also mean that for high speed rail, you would have a lot of tourists coming in right there and helping to sort of pull this all together as a central core.

This big transportation proposal is, of course, entirely in synch with the notion that the City expand the office development out into this area. The cost is roughly on the order of 500 million dollars which is actually relatively inexpensive compared to other things.

7 - But the reason that one must be very careful in talking about big public transportation improvements is because they cost a lot of money, and the money is not provided very much by the federal government. It's paid in large part by local and state sources.



CTA Train System Map

## Open space strategy and Inner City

Since the 1800's, the city's historic park system has been created on the prairies, along the lake and on undeveloped land to preserve public open space and encourage growth. Today the authorities want to use thousands of acres of vacant land and buildings throughout the city to restore them for new uses. The Central Area Plan develops the open land system as a strategy to reinforce the livability and attractiveness of the downtown (map 11).

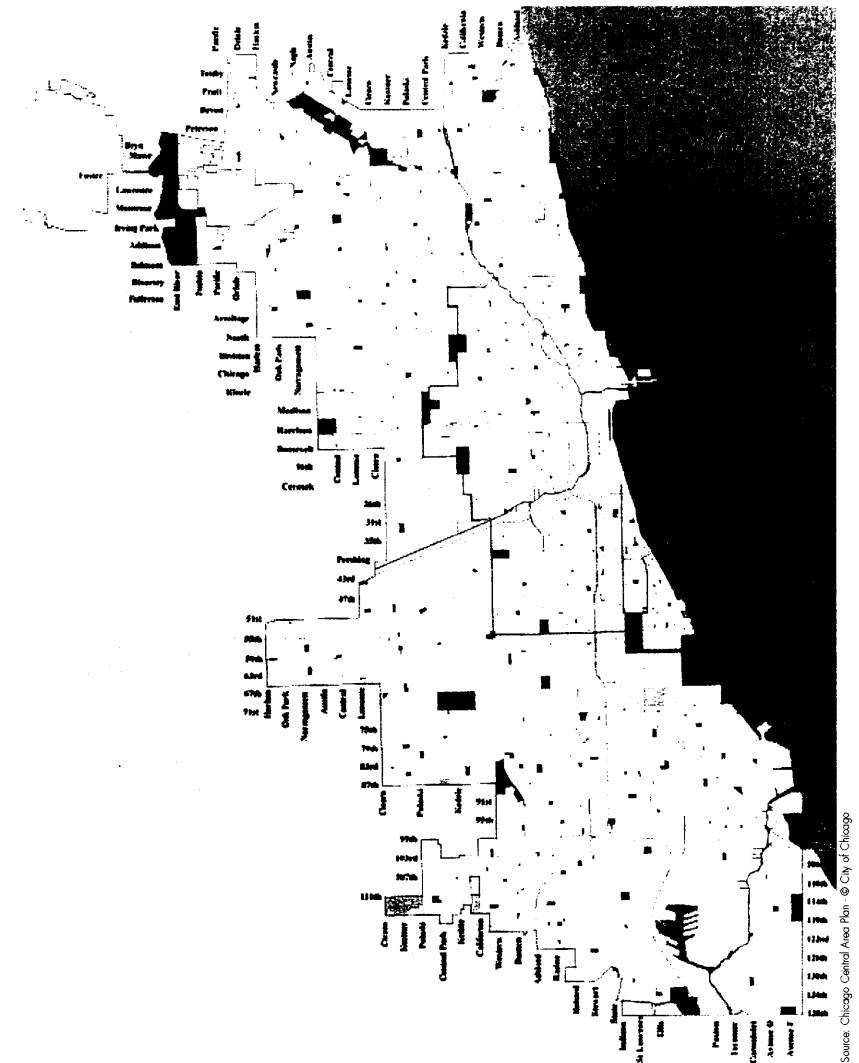
### A historically framed Strategy

The publicly-owned lakefront park system began in the 1830's. In 1835, at a time of great land speculation, residents of the City wanted to save federally owned land as open parcels to "be accessible at all times for the people". Two parcels of Fort Dearborn were labeled "public ground". One was dedicated as Dearborn Park in 1839. The other was transferred to the City to create Lake Park in 1847. This park was a first phase of today's Grant Park in the Central Area. Many parks were created in the City over time. In 1934, The Illinois state legislature consolidated 22 independent agencies to create the Chicago Park District as a separate government body. In 1959, the City and the Park District entered into the Functional Consolidation Act by which the city parks were turned over to the Chicago Park District. At that time, boulevards were transferred to the City.

### The Park District Authority

The mission of the Park District is to acquire, develop, and maintain park properties, and to make the parks available to residents throughout the city. The Chicago Park District is the largest owner of public open space in Chicago with 551 properties covering 7,341 acres<sup>8</sup>. The

8 Source, Chicago Park District 1998



Chicago's Open Space System



Lake Michigan shoreline Park System



The Harbor facilities

Landscaped shoreline,  
North Downtown



Terraces, boardwalks,  
green spaces have been  
created along the banks  
of the river



parks range from less than one acre to 1,212 acres (ie. Lincoln Park in the North). Most Parks contain playground equipment and other recreational facilities. They also contain non-open space uses: major city museums (The Art Museum of Chicago, Adler Planetarium, the Shedd Aquarium...), harbor facilities, McCormick Place and paved areas such as Lake Shore Drive. So there are 6,697 acres of real parkland distributed over five Districts in the City. The lakefront District, represents 38% of the parkland, 40 parks and 3,164 acres. The lakefront park system is the best known of Chicago's open space amenities. Currently, 24 miles of Lake Michigan shoreline are protected and managed as public open space by the Chicago Park District. The lakefront park system consists of more than 3,000 acres of parkland, 29 beaches, 8 harbors and numerous open spaces, ponds, and lagoons.

### A Central open space system

The center of the open space system is made up of two main waterfronts, The Lake Michigan waterfront and the Chicago river. The third area is in southern Chicago, where land and water meet, in the wetlands with natural areas that surround Lake Calumet.

### A first Open Space Plan

In the 90's, the City developed a sort of comprehensive plan for open space for the entire City <sup>9</sup>. This early "Open Space Plan For Chicago" developed a vision for the Downtown District including a riverwalk (cf. annex). This Chicago Riverwalk project was initiated by the City, the Chicago central Area Committee and the friends of the Chicago River to promote development of the downtown river edge park and walkway system from north to south, from navy Pier to Chinatown. A lot of projects have been realized.

9 - "Cityspace, an Open Space Plan For Chicago", January 1998.

### The River Corridor Development Plan

The 1999 Plan is a ten-year action plan presenting a vision for the river and proposing specific recommendations to implement it.

In 1997, The Department of Planning and development of the City of Chicago assembled a team representing the Government, private sector developers, and non-profit organizations to envision the future plan for the Chicago river. The goal was to enhance the river's attractiveness as a natural and recreational resource, while respecting the need for residential and business development. This "Chicago River Corridor Development Plan" and its "Design Guidelines", is the result of this collaboration.

### Renewed interest in the river

The Chicago River is one of the city's treasures and its most accessible natural resource. It flows through residential neighborhoods and industrial areas. Over the last 25 years, local and federal government agencies have invested a lot in pollution control and other water quality improvements. The renewed interest is the result of Chicagoans' demands and new perspectives for development. Residential and commercial uses are replacing industrial ones and many of the remaining industries are developing their waterfronts with sitting areas and green open spaces. The Development Plan strives to increase public access and to create new recreational opportunities for all city residents.

### Planning Process and partnerships

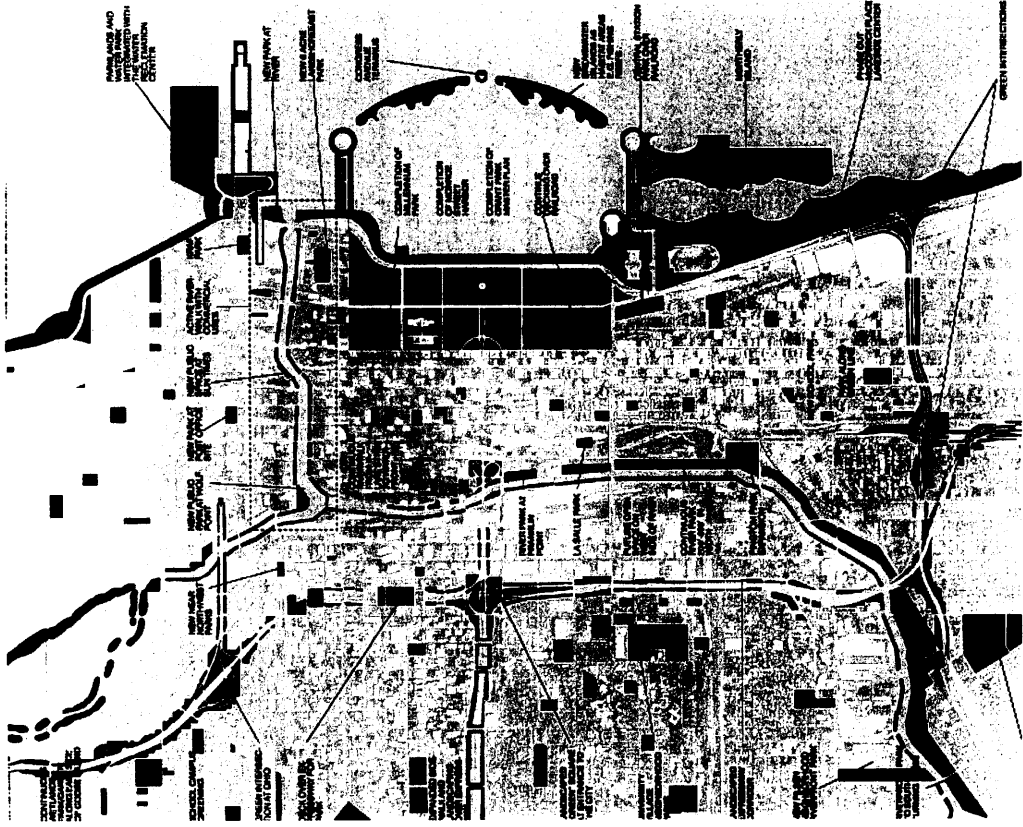
The Development Plan associated several partners in three main spheres of activities :

- A steering committee  
It oversees the planning process. Its members included representatives of government agencies, non-profit organizations, and developers interested in the river development and preservation,
- "key" public sector partners
  - Chicago Department of Planning and Development (CPD),
  - Chicago Park District. It enacts and enforces ordinances, rules and regulations for the pro-

tection of public property, initiates cultural, educational, and recreational programs, expands park property,

- Metropolitan Water Reclamation District of Greater Chicago (MWRD). It owns land all along the waterways and the channels. It is responsible for the collection and treatment of water and for the regulation of water levels,
- Chicago Department of Transportation (CDOT). It is a city government agency responsible for the design and construction of roads, bridges, and transit stations,
- Chicago Department of the Environment (CDOE). It has responsibility for promoting the





Existing and potential open spaces

Source: Chicago Central Area Plan - © City of Chicago

City's environmental agenda to enhance the health of the urban ecosystem and its inhabitants,

- Cook County Forest Preserve District (CCFPD). It is responsible for the environmental quality and recreational use of waterways within its boundaries. Its mission is to preserve the flora, fauna, and scenic beauties of Cook County.
- And the Public

The Department of Planning and Development (CPD) conducted a series of five "open houses" in river edge communities. The overall plan for the river was presented with detailed proposals to improve the adjacent banks and expanses of land.

The River was subdivided into nine segments including "Development Opportunity Sites" with specific characteristics that make them good locations for public open space investment. The downtown includes two of those segments. Some projects have been realized, creating terraces, boardwalks, and green spaces along the river waterfront.

Source: Chicago Central Area Plan - © City of Chicago



"Five-minute-walking" Parks and Green Streets

## The Central open space strategy

The Central Area Plan open space strategy is based on these two previous plans. The Plan identified "Existing and potential open spaces" (map 12). The open space system includes, the lake waterfront, a continuous riverfront (with park riverwalk and new public parks) from the inside of the City to the waterfront, sidewalks and landscaping over the expressway, new public parks and new school parks in the neighborhoods. One of the guiding themes of the Central Area Plan is to protect and develop the waterfronts and open spaces. The guidelines are to:

- restore the waterfront environment as a public place,
- create a great continuous public waterfront along the Chicago River,
- complete the development of the Chicago river corridor with new neighborhoods, civic institutions and places for business,
- create the next generation of urban and neighborhood parks to complete the open space framework of the Central area.

Density and location of the neighborhood parks are very important for the central area creating a "five-minute-walking-distance-to-open-space system" in the central neighborhood (map 13). The Plan reinforces the street landscape quality developing the "green streets system". The plan indicates specific strategies for open space adjacent to the river. The strategies are to :

- create significant and varied open space along the Chicago River,
- develop open space and water features which link the neighborhood to the river front,
- organize open space to enhance linkages to adjacent neighborhoods,
- reflect the site's history and incorporate "green" design features in the design of open space.



The "Green street" project is going forward

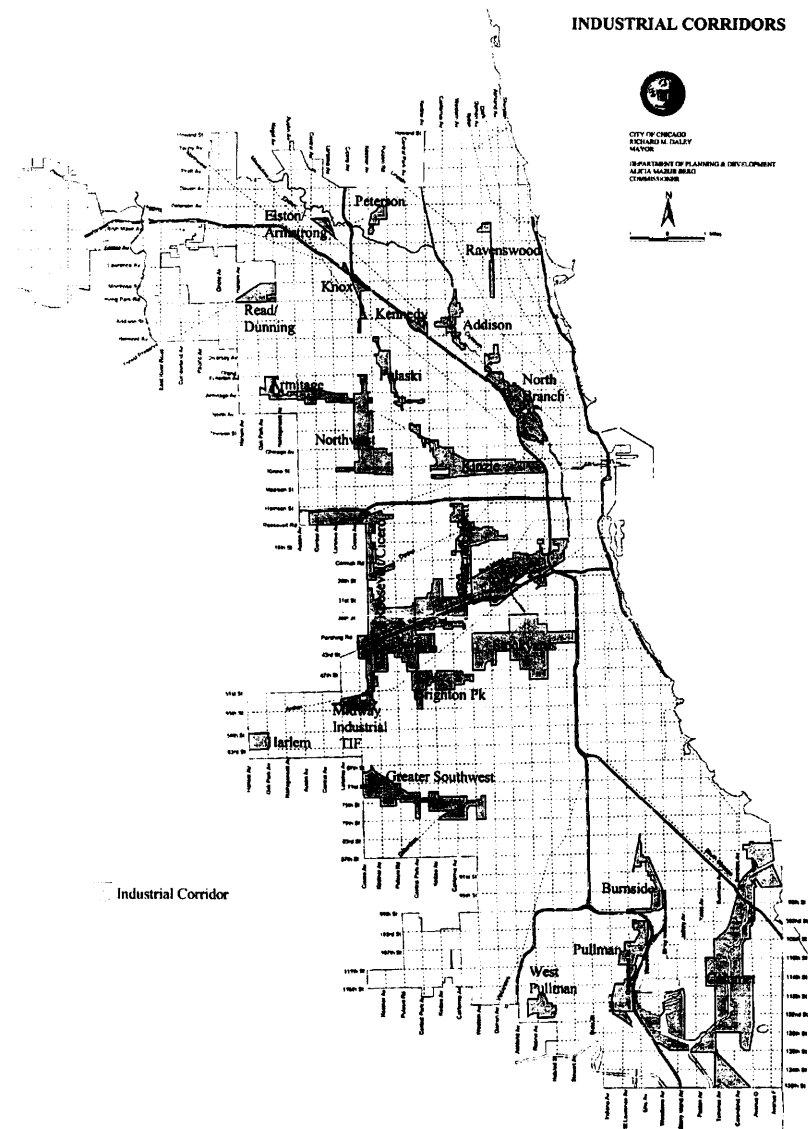


Open space strategy enhancing linkages to adjacent neighborhoods (north downtown)

## Industrial strategy and the Central Area Plan

About 10 to 20 years ago, the city began studying all of the industrial areas in Chicago. These areas were primarily designated based on what was there at that time, so these are the areas where industries had clustered. That goes back to historic reasons which were that industry clustered in Chicago along the waterways and along the rail freight lines as well. Even though a lot of industry today is no longer taking delivery by water, because those were the strong industrial areas, they are still in the designated "industrial corridors".

Chicago's Industrial Corridors



The goal was to make sure the city could retain the industrial jobs that are there and have the ability to help businesses continue to grow and expand, and if they couldn't grow where they were, to provide them a new site where they could relocate where they could grow, but also to assure that the city would have land, if needed, where new companies could be established. As part of that process, the city studied the whole territory, identified and drew lines on the map of the areas where they wanted to protect industrial companies. These are the areas where the city is going to focus its money and assistance to maintain jobs (cf. industrial corridors map). Outside of these areas companies may stay, but they are not in the high priority areas.

### Industrial strategy in the Central Area Plan

The Central Area Plan complements the city's largest industrial redevelopment strategy. The Plan seeks to maintain jobs in the City of Chicago by making attractive proposals for the companies, in a more livable City. In the downtown the strategy is to:

- strengthen Planned Manufacturing Districts and Industrial corridors,
- redevelop the Southwest Loop industrial Area,
- maintain industrial jobs in the Central area,
- maintain good truck access,
- improve transit and vehicular access for employees.

### Public Programs and partnerships

There are 25 programs throughout the city and there are a number of partnerships that have been used in the past and are continuing to be used for the future. One of them is a partnership between the city and the federal government.

#### Federal loans for revitalizing

With this program the federal government gave the city millions of dollars in loans. It is money the City has to pay back, but the city can use it to

go out and buy up old industrial facilities that have been shut down, and the city can demolish the old buildings if they are really not viable for re-use and can then clean up the land for new users according to environmental standards. Then the city would try to attract a new user in and then over time pay back the federal government. So it is very much a win-win situation because they are getting money that they never would have gotten from property taxes when there was no one there, and they are using that to repay the federal government the money that was loaned to them.

#### Federal Infrastructure Improvement Program

This is another federal program less used. It is a program for infrastructure improvement and the city has received some money, usually used to improve roads or truck access, to these industrial areas.

#### Public Works State Program

More recently there is a state program which is the largest public works program enacted in the history of Illinois. That was recently approved within the last two years and the city has received hundreds of millions of dollars through that program to make roadway improvements. Much of that has been used to improve access to these old 'brown field' sites <sup>(10)</sup> to which the city wanted to attract new developers.

### Industrial renewal in action

For the last two years the city has been working on two specific projects that highlight their vision and related policies.

One is located two miles northwest of downtown, on the Chicago River, in the heart of the North Branch Industrial Corridor, on Goose Island.

The other one is in the South Chicago Neighborhood, 10 miles south of the Loop, on the lakefront, on the north bank of the Calumet River.

10 - Old Industrial polluted sites  
11 - Photo and plan from the Chicago Department of Planning and development (CDPD)



Goose Island is two miles north of downtown

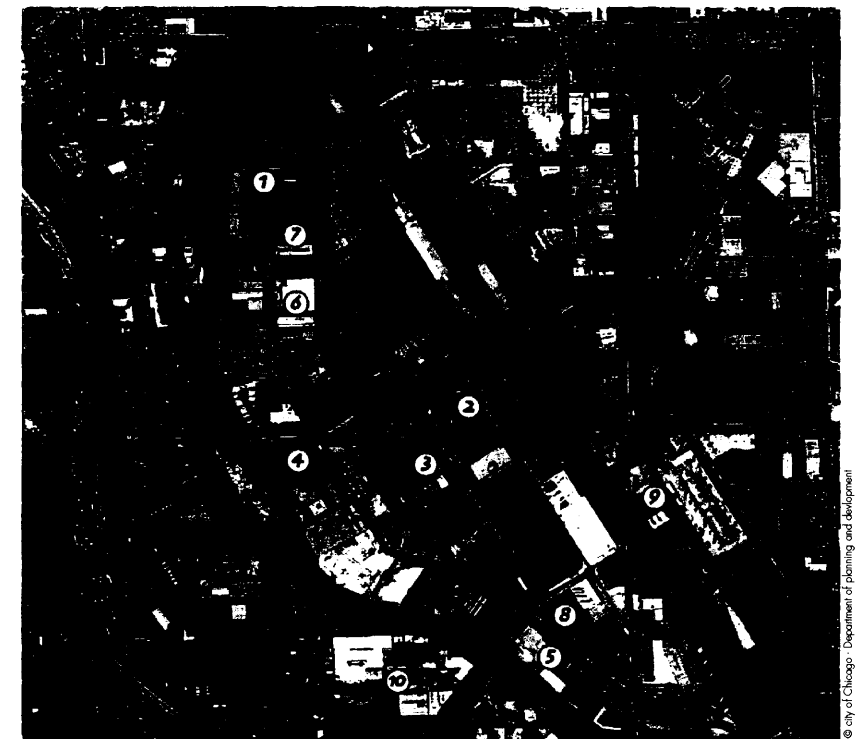
#### Goose Island project

This area is presented as a "unique buffered location, easy access, and stable work environment", which makes it one of the "North Side's premier industrial areas". It is a 146-acre manufacturing island occupied by heavy industry and related uses since the end of the 19th century. Today it provides a convenient and modern setting for three dozen companies employing more than 5,000 people <sup>(11)</sup>.

#### Public Investments and partnerships

This industrial area is a one of the five Planned Manufacturing Districts in Chicago. To reinforce the island's role as one of these sites, the City

This site offers easy access and a stable work environment

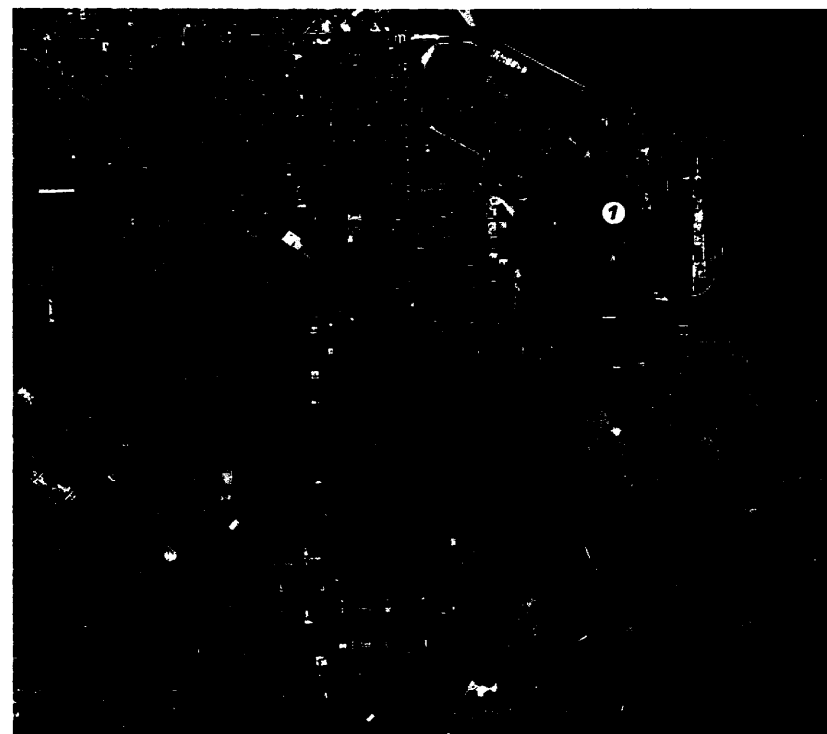






South Works Site in Chicago

A 600 acres development parcel on the lakefront



invested more than \$80 million, improving local infrastructure (seawalls, viaducts, roads, bridges) and enhancing its proximity to rail, interstate highways and the river.

Local firms have invested \$130 million, in response, in their facilities, making the island one of the busiest industrial parks in the city.

#### Incentives with Tax District and city Policies

There are two major tax incentives for this area :

- Goose island is a Tax Increment Financing District (TIFD) where the city's financial resources are available to companies with expansion or relocation projects,
- the island is also an Enterprise Zone which offers valuable tax advantages to local firms <sup>(12)</sup>.

In addition to being a Tax Increment Financing District and an Enterprise Zone, there are other incentives for business through, low interest loans, bond issues, grants, site assistance, zoning...

#### South Chicago Neighborhood

South Chicago has one of the largest potential development sites in Chicago. The Calumet industrial quarter was the oldest steel mill site, on Lake Michigan, bounded on the south by the Calumet River. The Illinois port authority is just to the south, across the river. With almost 600 acres this is the biggest development parcel in the city and one of the largest in an urban area in the US. The whole downtown Chicago Loop would fit on it.

#### Community in transition

US Steel still owns the site <sup>(13)</sup>. In the 70's, when the whole global economy for steel began restructuring, the community, which had families who worked here for almost 100 years, lost thousands of jobs. At its peak, after WWII <sup>(14)</sup> there were 20,000 jobs. When US Steel closed

12 - Some of the companies that have utilized incentives are, Chicago Scenic Studios, Sara Lee, Federal Express, Republic Windows and Doors...

13 - This was one of the largest producers of structural steel in the world and all the steel in the Sears Tower and a lot of the buildings downtown came from this steel site.

14 - Second World War

down, this community was really devastated and it was a double hit because it wasn't just this steel mill, but steel mills all over this area that were closed.

#### A Community redevelopment strategy

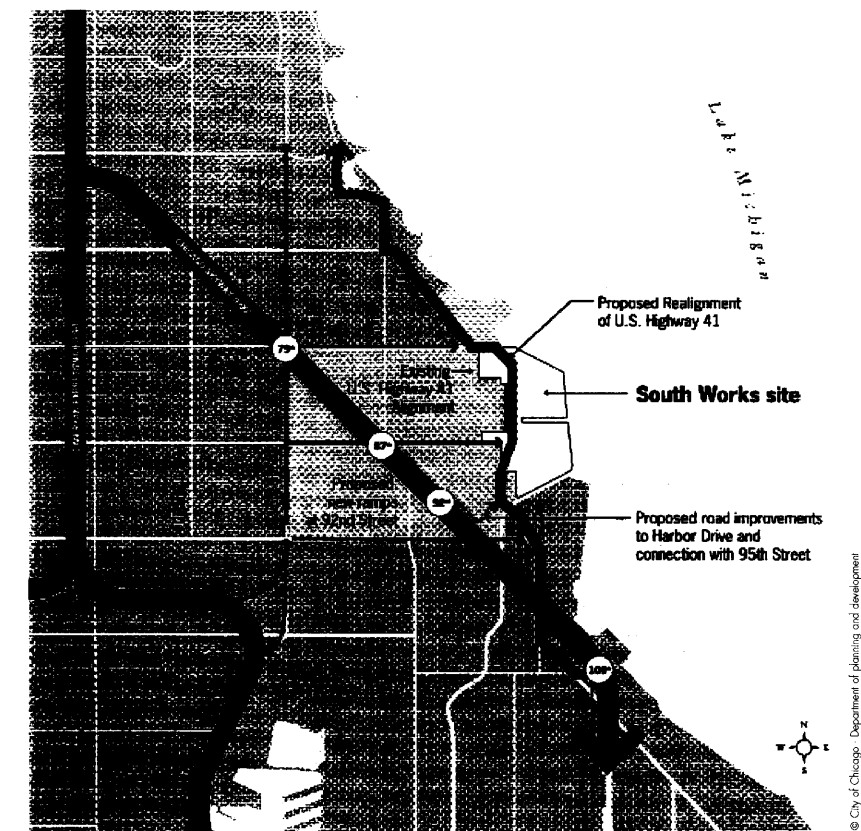
In 1992, US Steel completed its shutdown and the demolition of all the buildings and then spent \$10 million over five years cleaning up the site. They worked with the Environmental Protection Agency and got a letter from them that the site could be re-used at a very high level. With this clearance it was possible to have residential use on the site.

At the end of 1997, the Mayor of Chicago sought a redevelopment strategy for the city working with the property owner US Steel and the community. In 1998, the Chicago Department of Planning and Development <sup>(15)</sup> spent a year doing workshops with the community and the property owner. They had over 20 community meetings, in which more than 500 people participated. The South Chicago plan was released a year later in 1999 <sup>(16)</sup>.

#### A Four Way Partnership

At that time there was a major manufacturer, called Solo Cup Company <sup>(17)</sup>, located on the South East side of Chicago, two miles away. They had very old plants and they had run out of space. They needed room to expand but couldn't do it where they were. The risk was that they were going to leave Chicago and Illinois for another state. The City Department of Planning and Development (CDPD) had just finished the plan, had a very good idea of what they wanted to happen (what roads had to be improved, where factories should be located, where the city wanted open space ...). So, the city Department met with Solo Cup encouraging them to stay.

The agreement the city had with the property owner, US Steel, was that they would help to put together the redevelopment strategy. US Steel paid \$270,000 to help to elaborate this redevelopment plan. It was in their interest to sell this



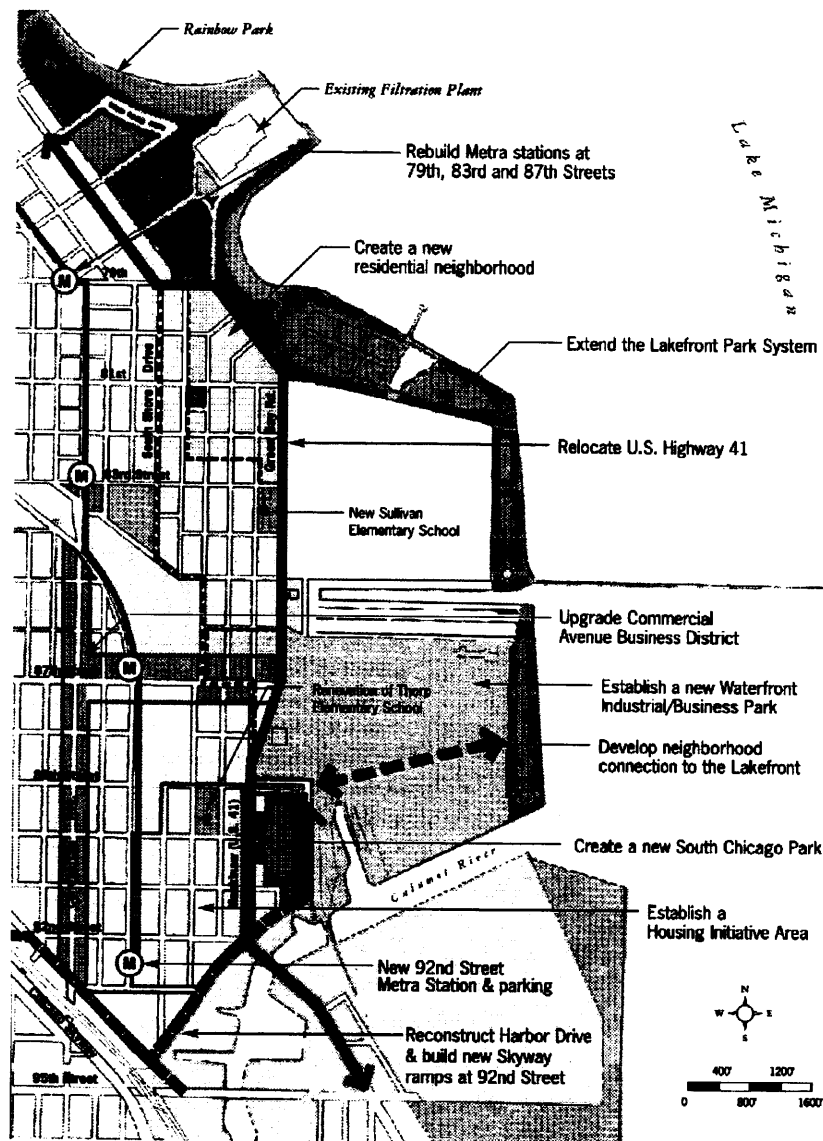
Regional connections, a key to the success

land. The land really had limited value without city assistance. The City was saying that they couldn't pledge any kind of city assistance unless they had a project and unless the city knew exactly what was going to happen there.

The city began negotiating with the Solo Cup Company to buy land to build a factory and they also needed assistance to do that. They offered some city assistance but wouldn't have had enough money to help Solo Cup build a factory after the city made all the roadway improvements. They needed about \$70 million just to make the initial roadway improvements, which would not just help this company but anyone else coming to the site. So then the city went to the state, and with this new large "Public Works Program" the state earmarked over \$70 million for this site, and this was actually the first project

15 - Chicago Department of Planning and Development, CDPD  
16 - February 1999 "From Steel to Hometown - A new area for South Chicago and South Works" by the CDPD

17 - they make paper cups, plastic cups, all the cups for Starbucks Coffee...



The South Works Project will enlarge the lakefront Park System

that was announced using this new public works program.

The city still was somewhat short on money to actually help Solo Cup build on the property. They went back to the property owner asking for a new contribution saying "by helping this first project, then the city could get the roadways built, and US Steel would be able to sell the rest of their land and everything would become more marketable to other developers".

This really ended up becoming a "four way partnership" with the private Company, the city of Chicago, the state of Illinois and the property owner.

### Open space in revitalized neighborhood

Now this project is breaking ground and it will be two buildings with a million square feet in the first phase, a million square feet in the second phase and it will have over 1000 employees.

The other really key thing in this plan was the other thing the city asked for, that US Steel contribute some land because it is right on the lakefront. This site has historically been outside of the Lakefront Park System (that goes all the way up the coast) because this had been a steel mill for 100 years. The city asked the property owner to give 100 acres to the city on the lakefront in exchange for the city building the roads. The city last Summer <sup>(18)</sup> took title to the first parcel of the lakefront. The Solo Cup Company is going to build their new factory in the south part, and during the next 5 to 10 years the city will get the title to the rest of this space in the north.

# Oakland, Downtown and Port redevelopment projects

Oakland is the largest and most established of the East Bay cities in Alameda County and the seventh largest city in California with a population of 405,300 <sup>(1)</sup>.

Situated at the geographical center of the San Francisco Bay Area, the city is the hub for the region's public transportation system and benefits from immediate access (by rail, air, sea, freeway and bus services) to all major employment and residential centers of the Bay Area. Center City is 11 minutes from downtown San Francisco using BART <sup>(1)</sup> that offers a high speed rail service to and from the East Bay.

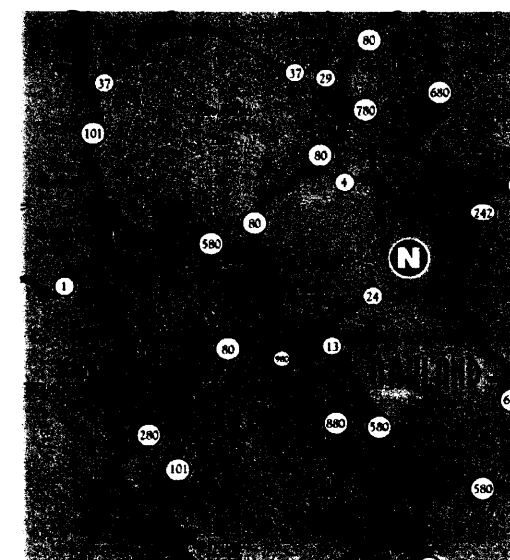
The Port is the fourth largest one in the US <sup>(2)</sup> supported by a well developed network of local roads and interstate freeways, warehouses and international rail yards. The Oakland International Airport <sup>(3)</sup> serves around 10 million passengers a year.

Oakland boasts 19 miles of coastline to the west and attractive hills to the east overlooking the San Francisco Bay. The city is in the heart of the East Bay Regional Park District, a splendid system of more than 50 parks and 20 Regional hiking trails covering more than 75,000 acres. Along the Oakland waterfront there is access to yachting, sailing, and canoeing ...

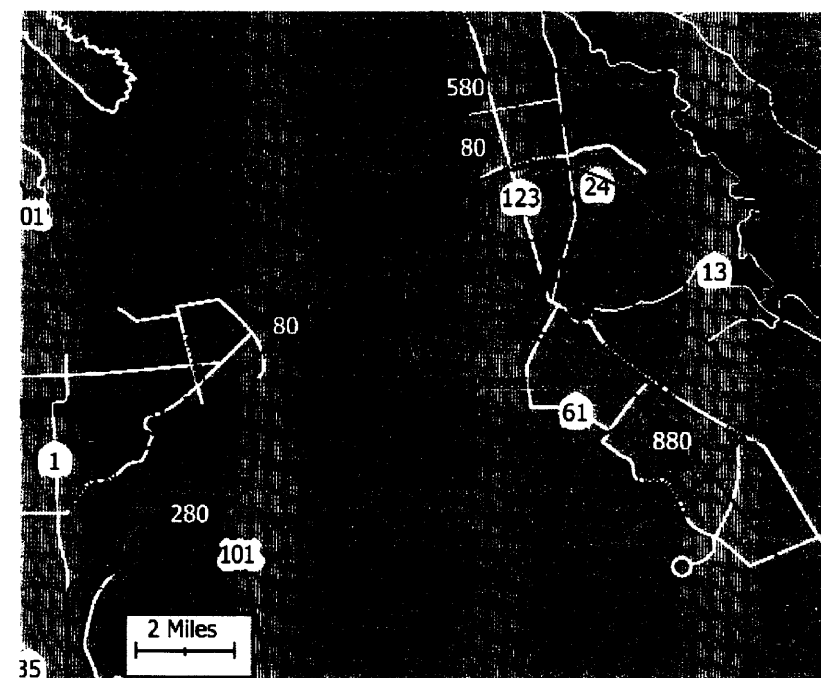
### Downtown and Port revitalization, interconnected projects

Revitalization in Oakland started in the late 60's creating a Business District downtown. The revitalization of the inner city is linked with environmental improvement and urban revitalization of the waterfront and the development of a shoreline park system.

1 - Population of Alameda county is 1,462,700 . Source : 2000 ABAG projections  
2 - with 98% of containerized cargo that passes the Golden Gate. It is closer to Asia than southern California ports  
3 - With 11 major domestic and international airlines



Oakland has good accessibility

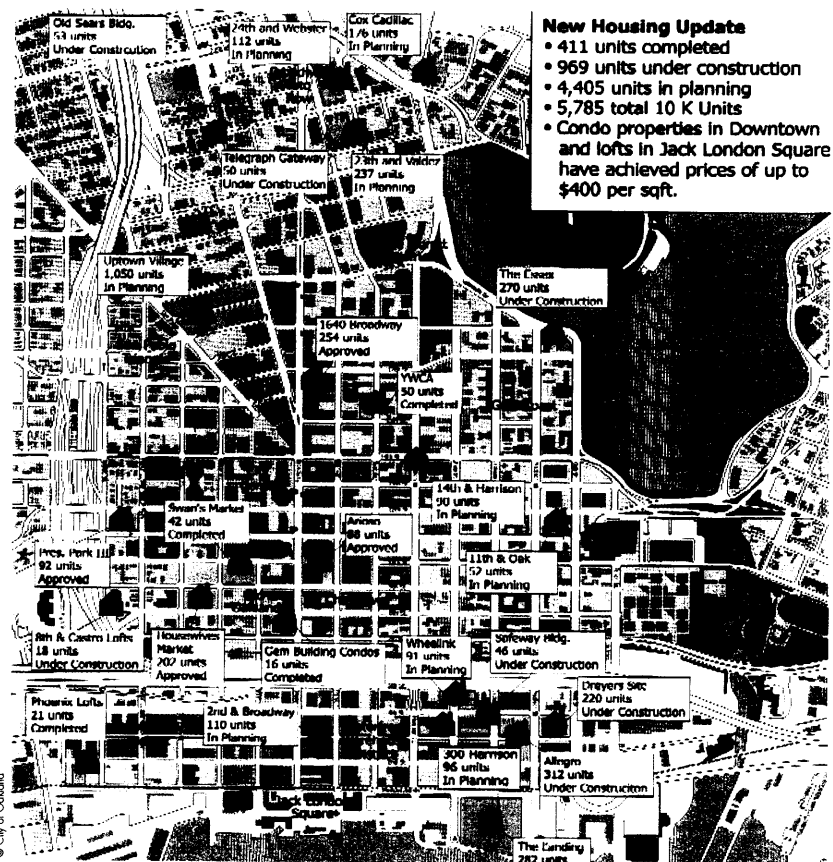


Downtown has 10% of Oakland's population

In 1999, the City adopted the challenge to attract 10,000 more residents over the next 20 years by offering a good range of new housing around a reinforced office-retail core. This central project is energized by the waterfront revitalization programs.



Since the early 80's, environmental demands have created new approaches to planning a real urban waterfront project offering urban amenities and recreational activities for the community. The Port authority and the City, recognizing the potential and strategic nature of the Estuary area, have first developed an "Estuary Plan" to reinforce the identity, attractiveness and livability of the City. The Central part of the Port, the Jack London Square District, is now an attractive restaurant-retail center in the Bay Area, close to the inner city. It offers new residential neighborhoods on its east and west sides. More recently, the Port authority has defined a "Vision 2000 Program" associating development and environmental strategies. This Maritime program will reinforce the waterfront park system and its accessibility to the local community.



## New jump for downtown redevelopment areas

In downtown <sup>(4)</sup> Oakland the redevelopment area was set up a long time ago. It was first started in 1969. A lot of original work has been done, including the civic center, right across from the city hall (photo).

Due to the earthquake in 1989, the city had a lot of damage, particularly downtown where there were a lot of unreinforced masonry buildings, and at that time, a lot of holes started showing up in the city. There were a lot of vacant and empty lots, used for surface parking, and there were a couple of neighborhoods that were particularly hard hit.

4 - The redevelopment area goes up to 27th street. The office core basically ends at Grand. Just above the Northern part of the downtown, it's mostly residential, and some auto-related stuff (dealerships, repair shops...).

So for years the redevelopment activity was in mostly public buildings, replacing the infrastructure that had been damaged. It includes the State Office Building that houses the main offices, the Federal Office buildings, the University of California, The City Office Building and also City Hall that were all remodeled and upgraded. That happened right before the US recession in the early 90's.

## An attractive redevelopment strategy

The first strategy was to do a lot of public infrastructure; the central Plaza (photo) is an example. The second strategy was to do some offices and some hotels <sup>(5)</sup>. But the office developments in Center City and along Lake Merritt have been isolated by blighted areas and underutilized property in the past, and residential and retail development have been absent in the downtown in recent decades.

Originally, there were 11,000 to 13,000 people downtown <sup>(6)</sup> and now the plans are to almost double this population.

At his 1999 inauguration, Mayor Jerry Brown said the centerpiece of his administration will be to attract 10,000 new residents downtown in five years. This goal was linked to three other program lines to reduce crime, improve the schools, and support the arts and culture.

Mayor Brown decided that bringing in market-rate housing would be the catalyst. Because housing prices in the Bay Area are among the highest, the city reasoned that demand was strong enough to make housing projects profitable. Unlike past administrations, the Mayor has been blessed with a strong economy. The rush to Oakland is driven by cheaper land, commercial office rates and home prices that are a third to half "of the city across the Bay". The city relied on its willingness to accelerate



projects, rather than offering subsidies to attract developers. Actually, there are 6,000 units either under construction, approved or before the planning commission.

What the City wanted to stimulate was a revival, particularly of retail which has been attempted for 20 years. The fact is that one of the areas close to the core, upper Broadway, was traditionally a retail spot with big stores there. When BART was built in the 60's it demolished that neighborhood and shoppers left the area. By the 90's, there were no more retailers there. In addition,



The Old Town Square, a restored downtown area



A mixed use project in China Town

tion, all the central areas were made up of crumbling buildings and underused parking lots.

Relating the development jump in Oakland, newspapers said that after a decade in the development dumps, more than 50 projects are under way in Oakland "that will change the city's skyline, corporate lineup and demographic profile..."

One of them is the large Forest City Residential West project that alone could bring more than 2,000 residential units to the Upper Downtown. This residential project is the most ambitious development proposal. It would reinvigorate the upper downtown with housing and retail. There is nearly 4 million square feet of commercial office space in new or renovated construction. Headquarters of companies are moving to downtown Oakland. Hotels are also being built<sup>(7)</sup>. New Economy companies in high tech and health care are spurring development. But this work is fragile, and a recession could slow down the process. The other point is that the school system will not be fixed very quickly and that is one of the ways to attract middle and upper-middle class families to move to Oakland.

### Uptown and south complementary projects

The thing about Oakland is that change is not occurring at such a quick pace that new people can't be integrated. Right now they have about 1,000 units being built, about 10% of what the Mayor would like to build. That's a population that will begin to influence the area, but it's not 10,000 people all at once. It's a different model that reflects local conditions in Oakland.

Sometimes the gentrification process happens almost overnight, and there is tremendous displacement of traditional populations. The gentrification process in SF has been much more rapid and, in many cases, harsher than in Oakland, where it is happening more gradually. So people

7 - Nearly 900 rooms projected by national brands

are moving into small areas, fixing up homes, and becoming part of their neighborhoods. In addition, they are not destroying buildings but building on underutilized or vacant parcels. So it's a very different approach, trying to build within the fabric that is there, trying to find opportunity sites and then build on them.

### Up-town becomes attractive for developers

Downtown, the Government Center (City Hall and State Office Building) is an anchor and with the new Forest City Project, this area will attract a critical mass of residents and be able to change the character of the upper side of Downtown Oakland. Now, for developers, "life" is coming to downtown in the form of a four 20-story residential towers project built over ground-floor retail space. The downtown city community wanted a high-rise lifestyle housing complex.

Actually, Oakland's biggest project is The Forest City Enterprises Inc. where they plan for a 2,300-unit development. The Forest Project alone will be able to achieve 20% of Mayor Brown's Plan<sup>(8)</sup> using underutilized parking and keeping the city's current street system. The uptown project would be started in late 2001<sup>(9)</sup> with first phase occupancy by 2004.

Forest City will finance 75 percent of the project and Victor MacFarlane and its Oakland-based partner the other 25 percent<sup>(10)</sup>.

In the 1980s, Forest City sought to develop an initial project with a regional shopping mall, but was never able to find enough anchor stores to go forward with it. Forest City waited for the time when real estate conditions would improve substantially<sup>(11)</sup>.

8 - Mayor Brown's Plan is called the "10K" which means ten thousand new residents for the future and around 6000 units to be built in downtown.

9 - Source : City October 2001

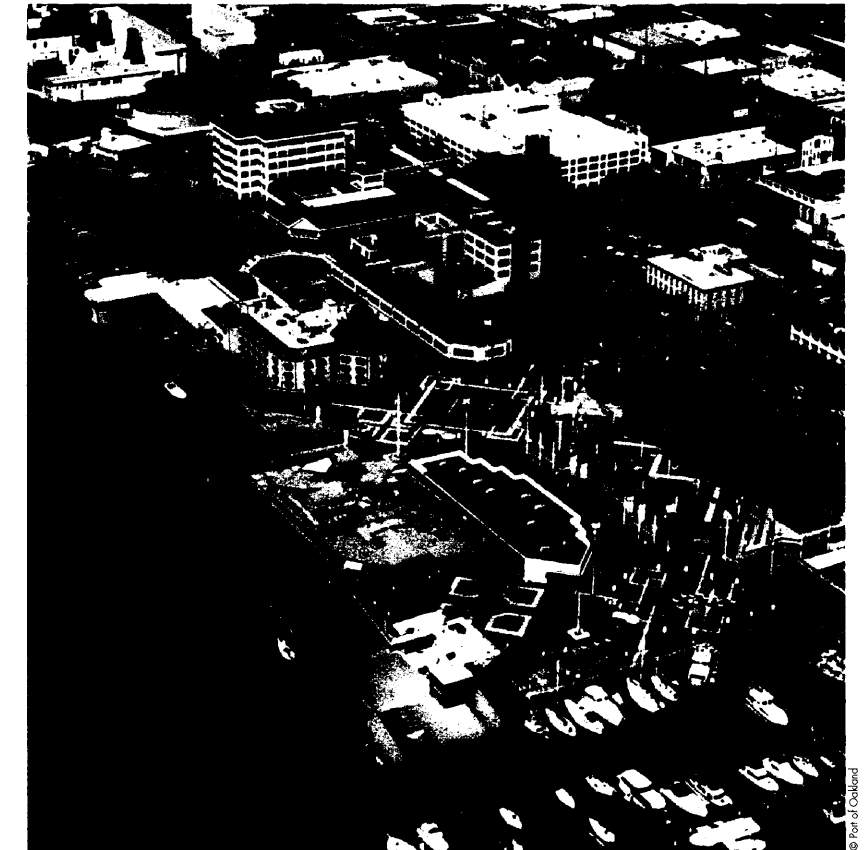
10 - San Francisco-based Mac Farlane has focused on inner-city projects and it is backed by CALPERS, the state employees' pension fund.

11 - The Development Manager for Forest City Residential West has worked on Oakland real estate projects for 15 years with several development companies. Forest City did The Metro-Tech Center in Brooklyn where it was a matter of the same kind of rebirth, in "a totally blighted area" as reported in the newspapers ("SF Business Times").

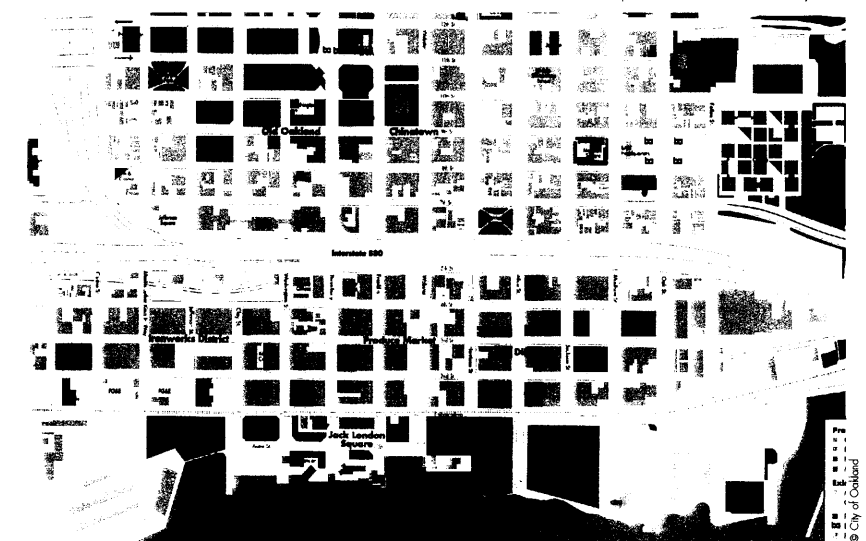
### South downtown, a new urban district in the Port

A part of the plan to attract new residents to the downtown has taken a step forward with the opening of an initial 282-unit apartment complex, on the Port. A first class luxury apartment complex is located on the east side of Jack

London Square is the motor of the waterfront urban redevelopment



The Port Central Redevelopment area was planned with the City



London square on the waterfront.

The Port authority, in concert with the City, prepared the revival of a central area of the waterfront, in the 90's, planning a new land use for housing. Residential projects have stimulated shopping activities. The Jack London square project is the motor of urban rebirth for the waterfront and for downtown Oakland. It is also the East Bay's primary water-oriented entertainment-retail neighborhood <sup>(12)</sup>.

The central redevelopment area ends at the Embarcadero Street limit of the Port's property. Close to Jack London Square and Embarcadero



A mixture of business, restaurants, and loft style housing



A new Amtrak station serves Jack London Square



Port amenities and marinas south of downtown

Street, there are new apartment complexes under construction and other development activities. In Loft District, Lower Broadway, and Ironworks District, there were 150 units a year ago. There will soon be about 1000 units there. Density ranges from 100 to 150 units per acre <sup>(13)</sup>.

Loft District is a former warehouse and office area located between the I-880 Freeway and the waterfront, adjacent to Jack London square. This area is becoming a mixture of businesses, restaurants, small offices and loft-style housing. Lower Broadway and Loft District are within walking distance to City Center Station (15 minutes from downtown San Francisco) and a five minute walk to Chinatown. They are adjacent to Produce Market (3rd Street) which is a potential retail and residential development site. A new Amtrak Station is located in the heart of the Loft District. There is a Ferry that serves San Francisco Embarcadero. The I-800 freeway gives access to San Francisco and other Bay Area communities.

## Land use strategy and redevelopment areas

The zoning regulations were elaborated in the late 60's. The general plan, which fixes the general land use was finished in 1998, but after that they started to think about new zoning procedures, but there's no new zoning yet. Since the zoning is so old, the General Plan is the reference. The Port has recently drafted a specific plan for the waterfront revitalization including environmental and new amenities proposals for the local community. This plan is called the Estuary Plan (see next chapter).

## General Plan and Land Use

This map shows general land use classifications. Downtown, the central business District is more for business and retail, with high density. Along the waterfront the areas (in white) have been

12 - The Jack London Square offers 20 restaurants, a 9-screen cineplex, night clubs and the marina.  
13 - 30 square meters per unit

planned with the Port and the City. The waterfront area is now more for housing and business, especially in the area linked to center city. Both the east and west sections of the Port property are for airport and seaport activities.

The rest of the city is more residential. Density is adapted to the characteristics of each neighborhood :

- the brown areas near downtown and along the main streets are for "multi-family". The higher densities are close to downtown, they are mixed with retail and residential, farther out, there are pure residential. Main thoroughfares accommodate high density housing, mixed use over retail, and structured parking,
- the orange areas around are "single family", detached housing. Density is present in the mixes, but they have much different requirements,
- in yellow, on the Hillside it's a residential mixture. There is urban development, hillside develop-

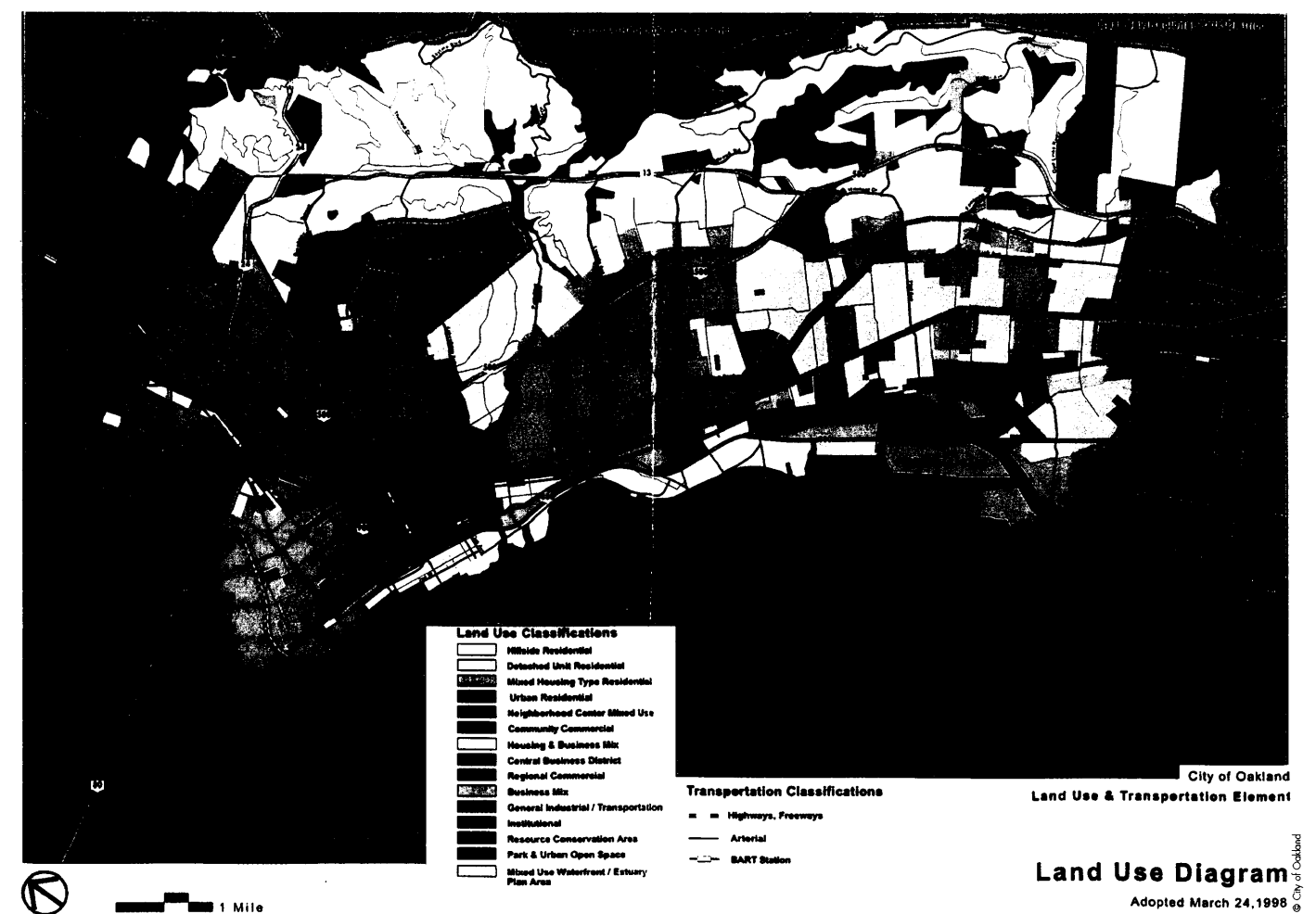
ment, open space, and more "towns" again after a distance. But there are different requirements on the Hillside, because of flooding and fires.

## Redevelopment areas, a multi-step process

The General Plan targets several new survey redevelopment areas around downtown and along the Estuary (cf. map). The Central district, Oak Center and Acorn are older redevelopment areas and they are right around the core of downtown. On the East, the Coliseum area was added in 1996. It is a pretty heavy industrial area with some residential and other uses mixed in. This is actually a "survey area", because it takes a couple of years to go through the state and county procedures to get approval for a "redevelopment area".

West Oakland was completed a year ago. It is a mixture of industrial and residential but the problem is that they aren't mixed totally. Half of

The Land Use Diagram includes the Estuary Area Plan



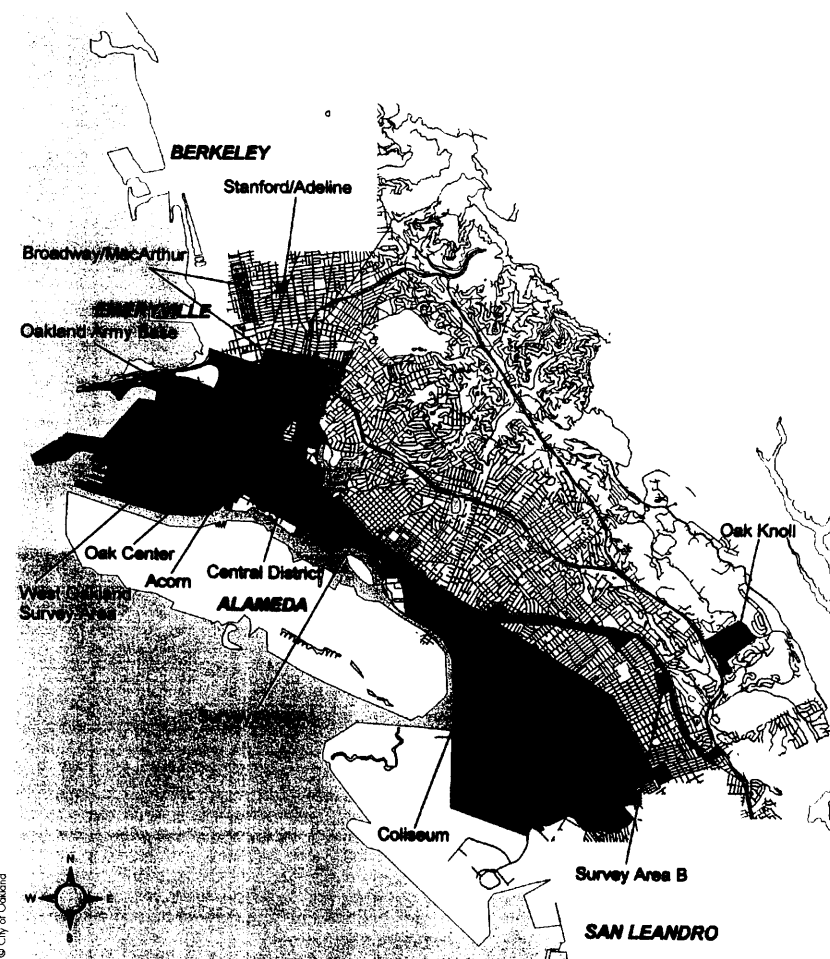


the Oakland Army Base will be port activities and the other half will be new commercial, light industrial, office and residential. The port will have the container and shipping areas, and general industrial use with some business mix.

Actually, the residential portion will not be on the port property, except in the central area around Jack London District and in this Army Base neighborhood which includes industrial and residential uses. Along the waterfront, on the Port property, there's a green park system planned in cooperation with the City. So all the new development projects require access along the waterfront (a 20 foot path, at least).

For the red and blue areas, they are talking about filling in between them with some projects. Those areas are a little bit depressed and could use some redevelopment. The commercial doesn't work very well right now, so it is being included in the survey area, and they are going to fill in with some more residential uses.

Several Redevelopment Areas are defined to revitalize downtown and the waterfront



### Financing mechanism for redevelopment

The city has chosen to form a Redevelopment District. This is an official action of the city to highlight the problems of "urban blight" in those areas. Basically the City has to show "blight" in the area and it is required to show both physical and economic blight <sup>(14)</sup> and a reason why the market won't develop this area on its own. But there are a number of taxing entities that will be affected by the changes in the property tax <sup>(15)</sup> expenditures so the City has to show what it is planning to do.

The City first created a "survey area", which means they designated an area to look at for redevelopment activities and then they did a preliminary plan of what they wanted to do there. To create a redevelopment area they have to complete :

- A blight analysis, physical and economic,
- an environmental impact report. No approvals are allowed without it,
- a series of other reports just documenting that they have covered all the steps, and documents filed with all the taxing entities. Then there's a preliminary report that goes out to the taxing entities.

The final report that goes to the City Council includes all the studies plus a record of any comments by the taxing entities. They have to adopt it as an ordinance. All that is just to create the redevelopment area.

The federal government has to comment on the plans for redevelopment areas and the City will register them. Then the redevelopment areas start generating income and the City Agency which is overseeing this area can spend that money <sup>(16)</sup>.

14 - There are specific requirements for "showing blight" : you have to show that industrial use is no longer there, that a lot of the buildings are vacant, that there's a lot of property damage (...) so that the physical "blight" is obvious.

15 - In California, property taxes only go for redevelopment activities. It could be sales tax in other states. There city has a lot more money per person than Oakland does, but then they also have a lot of redevelopment activity and their property tax base is pretty high, and their population is very low.

16 - Different cities do it different ways. This model is based on California law. Some agencies are completely separate. In the Bay Area, San Francisco has a very big agency and it is quite separate from the city.

### A slow Process, generating money

Typically it's a very slow process. Once the City has done their part, then the Redevelopment Agency can get the tax increment. During the year when they develop the plan for a Redevelopment District, the City sets the base level of the property taxes. The Redevelopment Agency can get the increase in property taxes over the base year. So when they get the first project in, the value goes up and then they get the tax increment.

For Downtown Oakland, they get the "tax increment" for 40 years, so now they can issue bonds based on that income stream. And because the Agency is over 30 years old, they have a fair amount of money, from doing such projects, and a lot of it is finishing up projects which include center city property.

### A City Redevelopment Agency

The redevelopment agency is a corporation but it's not for-profit and it's a government body, authorized by the state. The agency's procedure for adopting projects requires 2 or 3 state other agencies to be a part of it. All the documents go to them as well as to the county for approvals. Legally the redevelopment agency is a separate entity from the city, but technically the Board, which is the governing body of the agency is composed of the same people that are on the City Council, that is to say the elected officials. In the case of the city of Oakland, there are no redevelopment agency employees, so the agency pays the city to cover the staff costs of most of the redevelopment division and part of the city manager's office and other parts of the city budget and the city attorney's office. So basically, the redevelopment agency is hiring the city to do its work. And so they pay for city staff that they use.

### The Role of the City Agency

Typically the strategic planning, is done by the City Department of planning. The agency works with them, but doesn't do a lot of very major plans. So the city agency carries out general

activities having to do with infrastructure, road work, parks etc. Most of the work is done specifically on the project level. There are also many development projects, a Streetscape Master Plan and Cultural Facilities that are funded as well. When the streets get master planned, it kind of coordinates neighborhoods. The City Agency is funding some studies to assess the impact on parking and traffic patterns along with all the development.

### Managing developers

The City Agency has separate sections. One is working on housing that does affordable housing but not particularly in the downtown, although it's one of their target areas. The Redevelopment division owns certain lands. The properties that the City-Redevelopment Agency owns are all active projects. All of the center city was developed this way. The agency :

- buys up land, demolishes what is there, cleans up the land <sup>(17)</sup>,
- puts out a Request For Proposals (RFPs). Typically the requests are drafted by the staff and then the Council approves it <sup>(18)</sup>,
- selects developers. Usually the agency knows what they want on each site such as residential, hotel, office building (...).

When developers are selected, then :

- the first step is called the Exclusive Negotiating Agreement phase (ENA). So this is the first document that the agency approves, and it basically just says that the agency is not going to talk with anybody else,
- then the developer does the Environmental Impact Report (EIR). Without it the Council can't approve the project,
- then the developer must get financing and put his plans together,
- They then come back to the agency with a more developed plan and the environmental approvals. At that time the city approves the Disposition and Development Agreement

17 - mostly older land that will be re-used, like gas stations

18 - In Oakland, there may be some direction from the city like the Mayor's Initiative

(DDA). That agreement requires the developer to do things like construction documents (CD) and to get the building permits (BP),

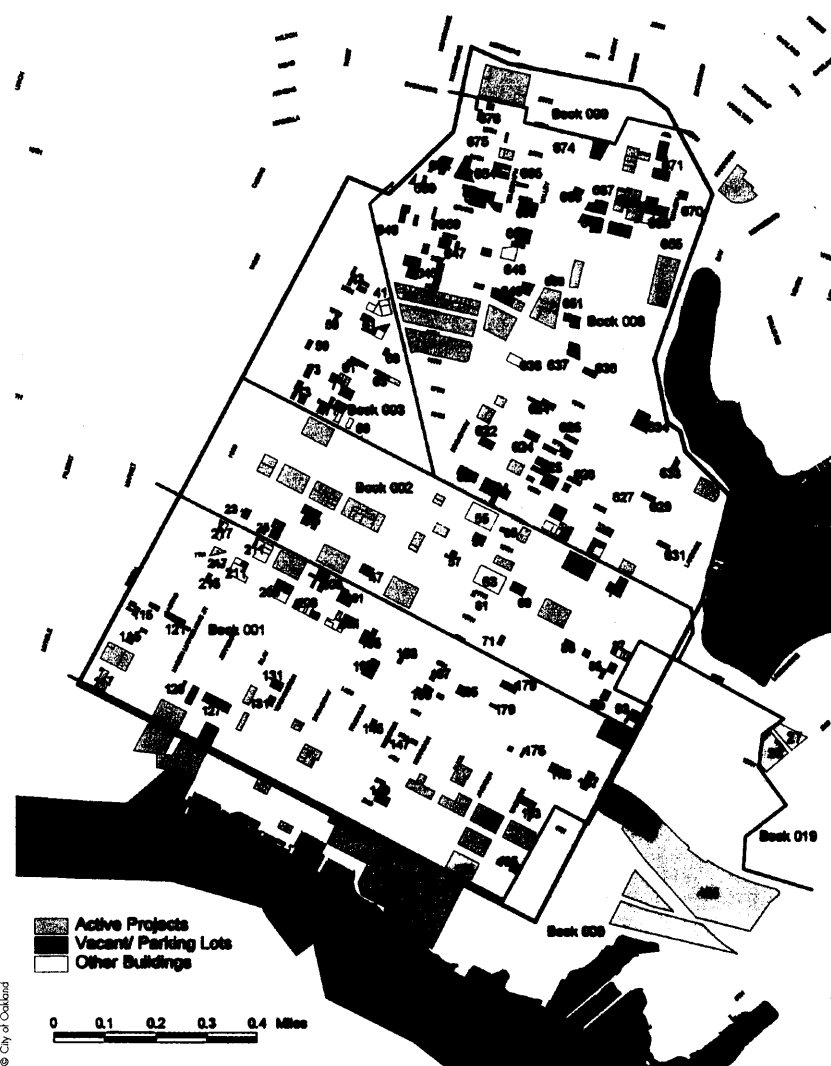
- Then the developer has to get his financing together and to show that he has the equity required and his commitments from the bank.

The Agency doesn't sell the property until all those things are in line. The developer has one month to start construction after the Agency sells the land.

### Marketing to developers

Outside of its own property, the Agency is also marketing to developers highlighting all the potential sites for development. For the Downtown, the agency gives developers a map

Sites to be redeveloped downtown



to help them to review all the sites. This map includes the name and address of the owners. This document <sup>(19)</sup> is part of county public records, available to anyone who wants it. It's public information.

### Cleaning up the land

Downtown, before the projects begin, the redevelopment agency has to remove some of the soil because it's toxic. Once the land is available, the agency can sell it to the developers. For the clean up, the city is using a new process now, with very big corporations, like General Electric. But there are some recent laws that the agency has been applying. The agency goes through another process to declare it <sup>(20)</sup>: once that is done, it says that this area needs to be cleaned up, and then authorizes someone to go in and clean it up and then places a "tax lien" on the property, so they can now say the owners have to pay us for what we have done.

### Financing projects with the City

The City put money into the permanent financing of the redevelopment projects. Downtown, the city gave a short term loan and a long term permanent grant to help residential projects. The land and the cost of the public improvements (putting the sidewalks and trees around the site...) were paid for by the city and the redevelopment agency.

19 - This map shows vacant and parking lots, some others are older buildings that just need Rehab, some are nicer older buildings and some are buildings that are one story and need to be taken down and redeveloped.  
20 - it's called the Polenko Act

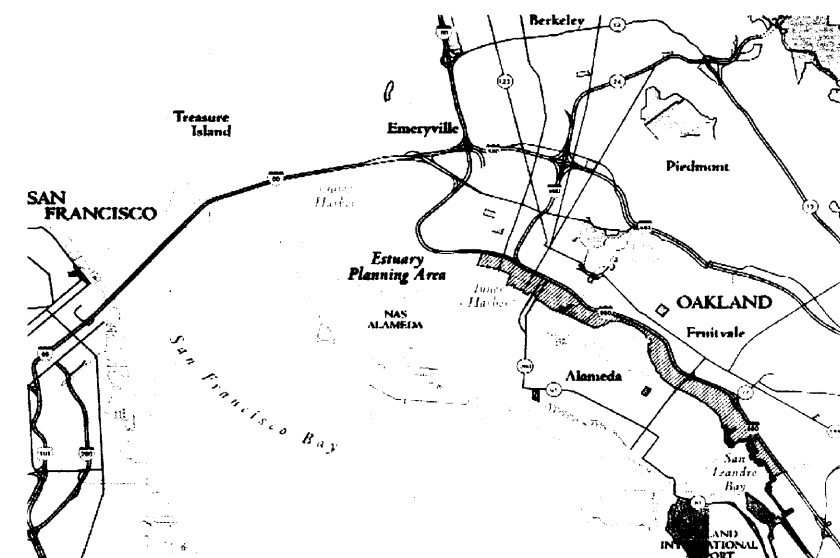
## Port and waterfront revitalization strategies

Port and waterfront revitalization are linked to the City's redevelopment strategy. The Port goes from North of the Bay bridge all the way to the Oakland airport. It covers about 19 miles of shoreline, the entire Oakland water line, and then the jurisdiction extends, in some cases, very deeply into the city, such as to the airport. So, the Port authority has always been a vital partner for the City.

### Self governing authority

The Port of Oakland is a department of the City of Oakland, so in terms of governmental structure, they are a part of the city of Oakland. Many ports in the United States are departments of the cities in which they are located. The port is self-governing, so stated under the city's charter <sup>(21)</sup>, which is its governmental mandate. This is a common practice. Port authorities and the association of airports generally have quite a bit of self government and autonomy. That often creates tension and conflict with other surrounding jurisdictions. It is similar to what universities often do <sup>(22)</sup>.

In 1927, the voters or the citizens of this city created the port authority. They gave it special protections and governance, because of the unique role that the port plays in the urban and regional economy and trade. The main reason being that the port is engaged in very specific activity that is revenue-generating. They do not tax, or rely upon taxes to run their business. What the Port does is to develop facilities whether for the airport or the seaport, in the area of real estate. Through this economic activity, they are able to lease these facilities and generate money. That was a very lucrative business because in the Bay Area, a metropolitan area completely surrounded by water, the businesses on the waterfront were obviously very lucrative because they were focal points for the passage of goods, services



The Estuary Plan, a more urban waterfront redevelopment project

and people. So whoever controlled that activity was actually controlling a very profitable business.

### Planning authority

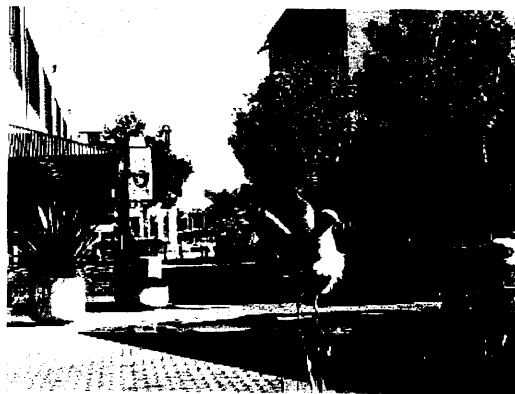
Under the law the Port has its own self governance, a Board of Commissioners. The commissioners are appointed by the Mayor. Once they are appointed, they do not report back to the Mayor for his approval. They are self-governing and they have the responsibility for the management of the port. This means, in brief, that the Port has a great deal of flexibility and autonomy, independence, to run its own business. The reason for that was very deliberate: to enable the port not to be so controlled by political interests, because the political process can often delay decision-making about development.

The Port authority is the planner of this territory with a very specific focus. The Port really looks after the whole harbor area, the seaport, the dock-lands, the real estate, the airport, including its business development. These areas are all

21 - The charter is the law. It is the enabling, authorizing law that sets up the city. In California planning law, they have two types of cities, what are called charter cities which were established by charter, and other cities by incorporation which is the standard way now. Los Angeles and most of the historic cities, SF, Oakland, San Diego are all chartered cities.  
22 - I.e. In Baltimore, Chicago, San Francisco...



A waterfront Open Space System under construction



The Jack London District complements the Inner City

under Port jurisdiction and planning control. But unlike a city government, they don't deliver educational services, social services, or public works services.

### The Port redevelopment strategy

The Estuary plan was one of the first expressions to think about and to create new opportunities for the urban waterfront and its role within the City. The Jack London Square project is an example of a first step toward this change. Vision 2000 is a project to transform a closed military base<sup>(23)</sup> into new marine terminals and a rail terminal. This Maritime Development Program also features environmental considerations and amenities for the public.

### The Estuary Plan, a waterfront revival

The Estuary Plan includes objectives, policies and implementation measures for the future of a large part of the waterfront (cf. map). The prem-

ise of this plan is that the Estuary was recognized as a "resource of citywide and regional significance".

The estuary can't be viewed as a district isolated from the city but rather as a place linked to both the City and the Bay Area. The Estuary Plan proposed:

- a system of open space that will provide opportunities for recreational uses, and environmental amenities. A "necklace" of open spaces and parks is being developed (55 acres of land). It will be connected by a continuous landscaped parkway, with walkways and bikeways... New parks are provided at the mouth of the Lake Merritt Channel, at the Army Base Area and in the Jack London District,
- preservation of industrial areas, necessary to support Oakland's Port Activities,
- to complement the Oakland urban center and its adjacent neighborhoods by developing mixed uses in the port areas close to downtown. Particularly, along the waterfront, the plan reinforces the Jack London District as a mixture of retail, dining, entertainment, places serving visitors... The loft type housing buildings that have already emerged will be encouraged,
- to create opportunities for new uses and proposed large scale transformation of the area along the Lake Merritt Channel and at the waterfront mouth of the Channel into a mix of work/living lofts, hotel, artisan, cultural, commercial, and recreational uses that will complement the grid planned open space park system along the water,
- significant improvements to the transportation system to improve regional and local access. The traffic system proposals will include pedestrian and bicycles paths.
- emphasizes the connection between waterfront uses and inland areas.

23 - The Naval Fleet Operations and Supply Center Oakland (FISCO)

Generally, development in the Jack London District will create a stronger connection to Center City by extending activities from the waterfront toward downtown. The large open space system along the water front and lake Merritt Channel will link the new developments together, creating new windows between the City and the estuary.

The Estuary Plan established specific programs and strategies for implementation of the planning objectives. It includes regulatory, institutional and financing policies that will guide conservation and development of the Estuary over the next 20 years. The Estuary plan area is now covered by the General Plan of the City. The Port still remains a key partner for the whole waterfront project and one of the principal property owners.

### The Jack London Square redevelopment project

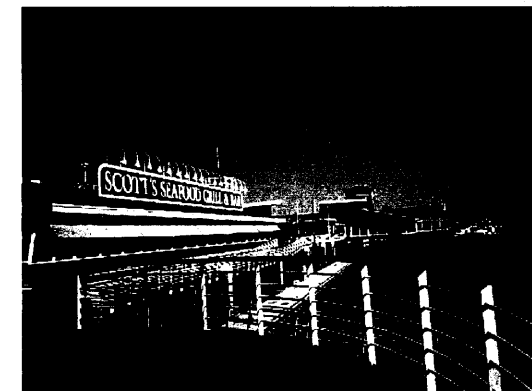
It began in the 1950's. It has been developed in several phases. It didn't get fully implemented until the early 80's. Industrial and distribution uses remain dispersed throughout the area. New uses have been established along the waterfront and the main Broadway Street. Today, the City and the Port authority focus on capitalizing on the change and on realizing their longstanding community objectives all over the district. The City is envisioning the future of the waterfront and the Jack London District as a part of the city-wide and downtown improvement process.

Jack London Square has become a significant entertainment and retail destination in the Bay Area, second only to pier 39 in San Francisco. The scheduled events attract 5 million visitors annually. Jack London Square includes, 356 hotel rooms, 275,000 square feet of retail, 300,000 square feet of office space and 14 restaurants. The available retail space ranges from 1,000 to 15,000 square feet.

New development opportunities consist of 8 acres on the waterfront complemented by one acre of green space serving the major events center. The developments could include a mixed-used entertainment center and a 300-room upscale waterfront hotel.



The Jack London Square Plaza



An attractive place south downtown

### A "spot" on the East Bay

What the Port and the City wanted to do here was to enhance the appeal of Jack London Square as a district, by bringing in both national and international quality and also the highest local quality. They wanted to blend what is local and unique about Oakland and this Square with what are also nationally recognized events.

The nine-screen cinema is a "first run" movie theatre. It opened in December 1995. So when any movie like the KPAX or the Disney films come out, they will open here and that brings people from the region, which makes Oakland a more local destination too.

At the same time, across the street, there is Yoshi's which is an internationally known jazz club based in Oakland, it is unique. Many people from SF will come to Yoshi's because they get international quality jazz. So people will come from all over and if they really want jazz in the Bay Area, they go to Yoshi's and that of course brings them into the Square... So it means when people come to the Square, they don't have a generic experience, they have a very specific



experience and they can only get that there. In other words, it's now on the map for people, and most of the market is from the East Bay.

### A Park System along the waterfront

At the mouth of the lake Merritt River there is the Oak Street to Ninth Avenue District. For this 120

acre area, the Estuary plan proposes the creation of a major open space resource for the City to open the view and enhance access to the waterfront. In the adjacent areas, the artisan community could play a role in the life of the area. New hotels and cultural uses will energize the area offering new activities and stimulating interest. The commercial-recreational development would include hotel, conference, restaurant and commercial-recreation uses. The Estuary Plan proposes five interrelated parks and open spaces that can be built (46 acres of land). An important part of the community will be maintained (5th Avenue point Community on the Map).

Conforming to the Estuary Plan objectives, one of the projects of the park system shoreline includes residential projects (map). In the urban design, they oriented all of the buildings, so that they take advantage not only of the orthogonal views, but they also cut the building preserving visual axes. They set them all back so that the view is not blocked. The views open up preserving the view cone. The Port authority said that "they have gained a great deal of experience even in urban design".

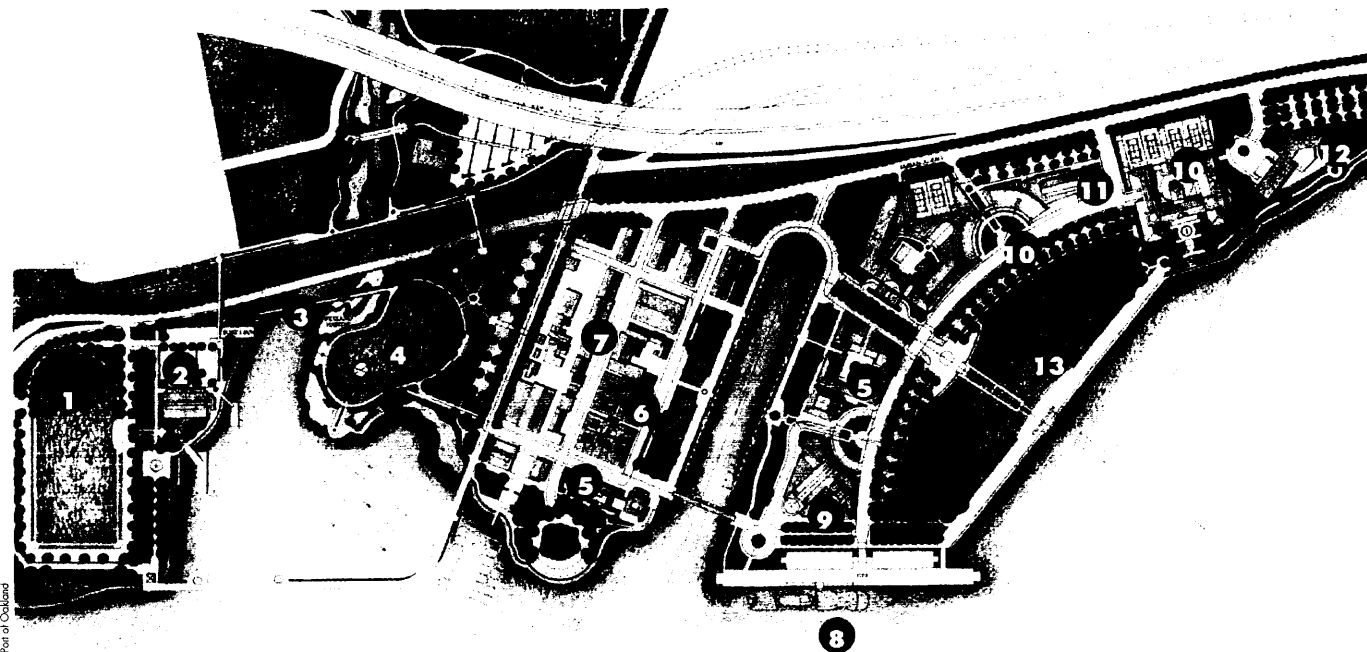
A first-run movie Theatre inaugurated in 1995



The Park System includes residential projects



The Estuary Plan proposes major open space



© Port of Oakland

## The "Vision 2000" Program, a new partnership

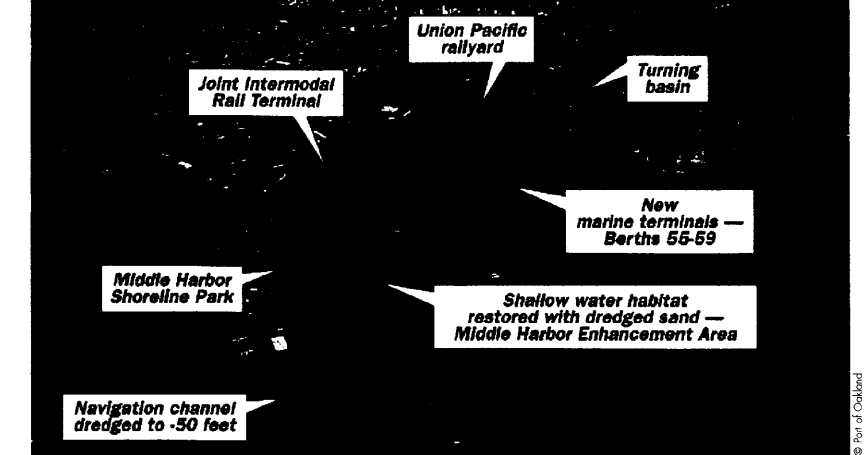
Over the past 20 years, limited capacity at west coast ports has affected national commerce. The Vision 2000 project is to improve the port of Oakland which is primarily an export port, benefiting the national interest. The project is to transform the west side of the port - an old military base called the Naval Fleet Operations and Supply Center Oakland (FISCO) - into new marine terminals and a multifaceted rail terminal. The Port authority was allowed by the Congress <sup>(24)</sup> to deepen the Channel to be able to serve new container ships whose size and draft have consistently increased. This project is supported by federal dollars, and by local and private investments.

But the Vision 2000 Program also features major environmental and public amenities. This is very important for the Bay Conservation and Development Commission (BCDC) that works intensively in the Bay Area and deals with regional planning and environmental protection. The BCDC was created by state law in the 60's and is related as other regional agencies are to the California Coastal Act. Their main role is to preserve the San Francisco Bay as close to natural as possible. Filling of the bay is allowed under some very strict conditions and the Port must provide public access to the waterfront. So in that project a lot of the material that will be dredged up from the channel is going to be used for restoring other areas of the Port. The middle harbor will become a restoration area with an accessible public park.

### Community involvement

As part of the vision 2000 development, the port has been working with people and the City to assure that this program will provide benefits to the local community. The community expressed its concern about the potential increase in trucks and in harmful emissions secondary to the devel-

## Port of Oakland, Vision 2000 and Harbor Deepening Projects



Vision 2000 is an environmental project

opment project. The port established a "good neighbor policy" and developed a broad and comprehensive air quality program to reduce the impact of the development project. For the Middle Harbor shoreline Park <sup>(25)</sup>, the port had involved citizens in the planning process. The Park has been the focus of a community advisory committee made up of interested citizens, business and church leaders, educators and others. The committee played a central role in the master plan for the Park. Another committee assisted in the design of the restoration project for the water area and the integration of the park with the habitat.

It was a two year process of working with the community who met with the port authority at a series of design meetings. A large fair attracted over 2000 participants who expressed their desires and priorities for the new park.

24 - The Congress passed the Water Resources Development Act (WRDA), in August 1999, authorizing The Army Corps of engineers to construct the 50-foot channel deepening project.

25 - At the Southwest part of the Oakland Army Base redevelopment area

## A new Park for the waterfront shoreline

Since the second world war, military uses have restricted public access to the shoreline in different places of the Bay and in Oakland. As part of this Vision program, the public will regain access to the waterfront with this park. The park will offer a mixture of new facilities :

- educational center,
- shoreline walkways and picnic areas,
- fishing piers,
- sandy beach,
- preservation of historic features...

Middle Harbor Park will be an ecological reserve.

## A specific transportation study

They did a master plan for "Middle Harbor shoreline Park". As part of this plan, a major discussion was transportation, notably offsite transportation and access. They also explored the issues of passing through the park itself. They seriously addressed this issue because it's a very confined area and it's the first time that the citizens of Oakland will have access to this area. A full transportation study was done for linking the park to the City. So the Port conducted a comprehensive planning study to explore every form of transportation to this area, including roadways, rail facilities, non-motorized transport which means pedestrian and bicycle, and park-

ing facilities<sup>[26]</sup>. Now they have the funding and they are building a "bicycle/pedestrian path", to have non-motorized access. They are getting grant funding to partner with the bus district to have buses and they have built areas for buses in the park itself so that every form of transportation will be utilized.

## Planning process and partnerships

The General Plan was created before the Port authority finished its Estuary Plan. So the estuary area has gone through the city planning process because they hadn't finished their plan at the time. Now the plan is finished and the estuary area (white on the land use map) is now under the city's jurisdiction and the Port functions simply as a developer. They no longer are the lead for development in that area as in the past. So that's changed the dynamic between the City and the Port authority.

Outside of the Estuary Plan, the development must conform to the General Plan. So, when they implement or develop a project, the Port has to demonstrate consistency with the City of Oakland General Plan. In many respects, that's a fairly straightforward exercise, because for the seaport area and for the airport area, in the general plan land use designation, it's general industrial and transportation.

The Port has many collaborative planning efforts with the city:

- together they are doing a master planning effort for transportation in the Jack London Square area (see next) and a very comprehensive look at all forms of transportation that will support development,
- the port is doing comprehensive master planning which has city coordination, with regard to several large parcels,
- the city is often doing the full environmental review projects, depending upon the parcels. The port no longer does the environmental analysis,
- the port meets with the City on a bi-weekly basis and coordinates these projects.

## Different partnerships

The port is the owner and they have many developers that would like to develop property in this area. So developers go to the port authority as the property owner, and then they become a joint project partner in the proposal to the city. The Port has many different partners, depending on which area of the port's jurisdiction is involved. In the most urban area of the waterfront, the partners are:

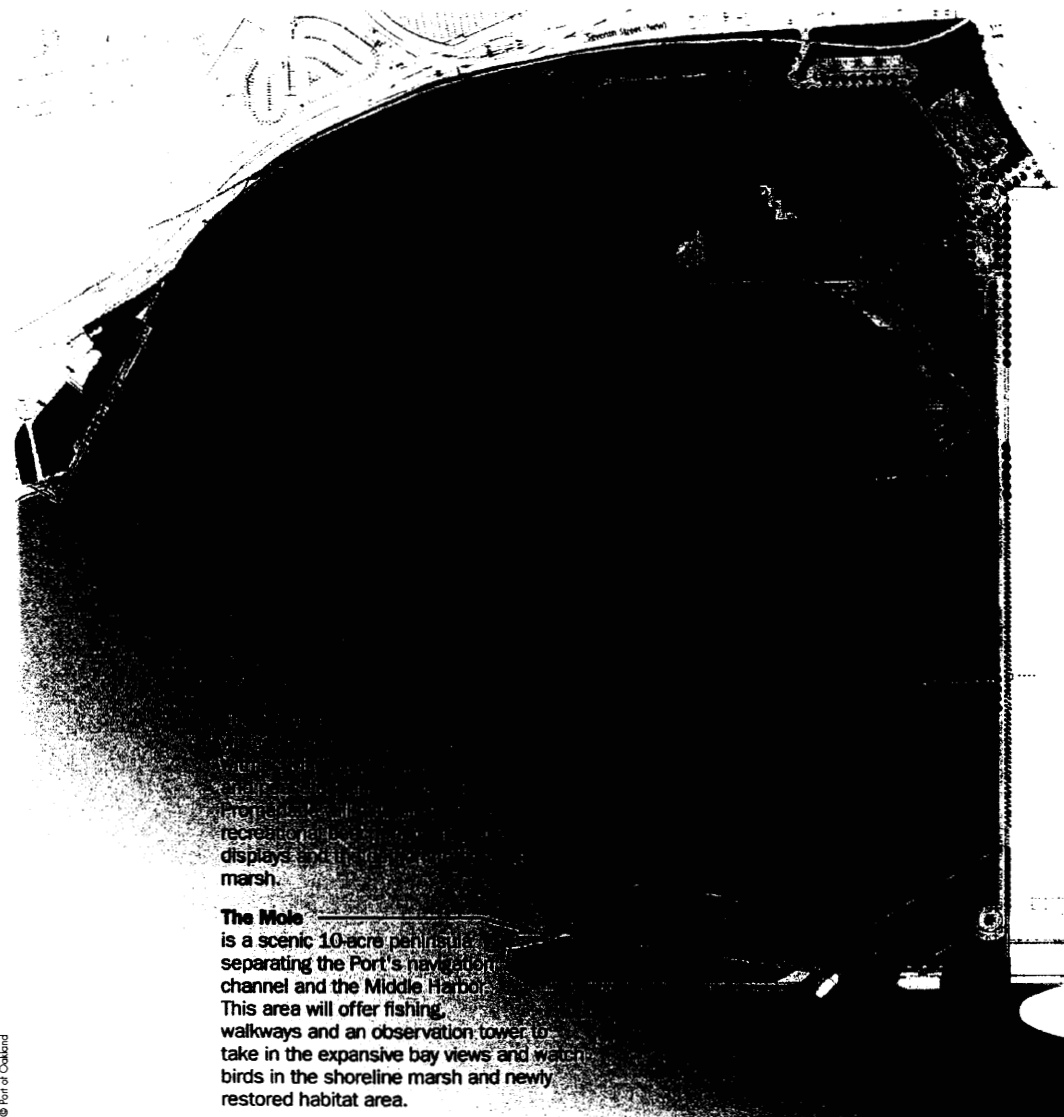
- private developers,
- real estate concerns, that would like to develop the waterfront,
- the regulatory agencies that have jurisdiction over cleanup standards,
- and also because we are in a sensitive environment, the regulatory agencies that deal with waterfront development, bay development and water quality are also partners.

## Environmental involvement

The estuary was a very industrial area on the waterfront, with coal, electric plants, and many other industrial activities that of course were not regulated and no one cleaned up, people just dumped things into the water. But, they have a very high level of environmental awareness in the Bay Area at least since the 60's. There is a special agency, the Bay Conservation and Development Commission (BCDC) that governs all development. So at the Port of Oakland, they have a track record in the environmental community.

Legally, the law is very complicated, but everyone who has been involved in an activity has some responsibility. The port is the lead agency in organizing and negotiating cleanup levels and the process to accomplish it. They go and work with the other previous users to get some money from them so that they can do the clean up. The Port is working with the BCDC to plan the waterfront park system.

26 - BART and the Port looked at all the existing conditions, proposed projects, and established a baseline. They identified 3 major corridors into this area.



The Mole is a scenic 10-acre peninsula separating the Port's navigational channel and the Middle Harbor. This area will offer fishing, walkways and an observation tower to take in the expansive bay views and watch birds in the shoreline marsh and newly restored habitat area.

The Middle Harbor Shoreline Park will serve the population

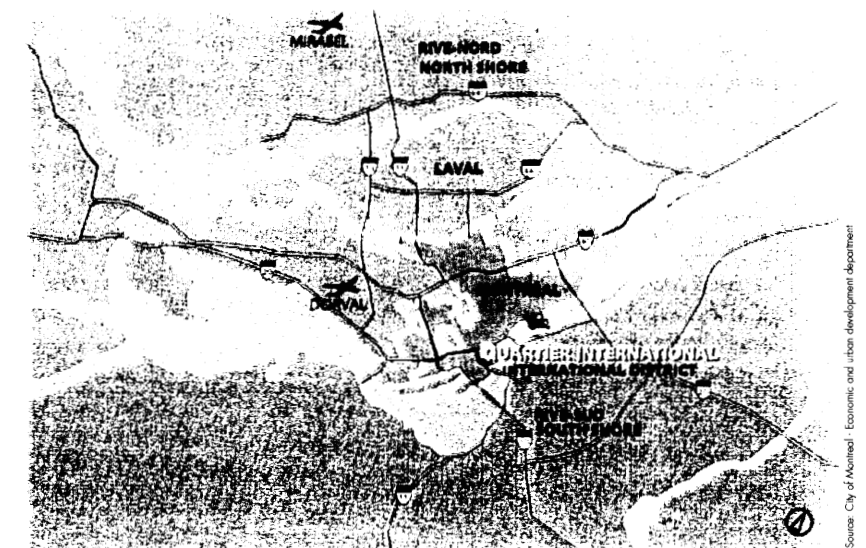
# Old Port and Old Montreal, Two faces of the revitalization's process

Montreal is located on the biggest island in a chain of 325 islands. The island of Montreal covers about 298 square miles, is comprised of 29 towns and cities<sup>(1)</sup> and represents 1.8 million inhabitants. In 2001, Montreal represented 900,000 inhabitants and the metropolitan region 3.3 million inhabitants, or in other words, half of the population of the Province of Quebec. The merger project to create the Big City of Montreal includes 28 towns on the island.

The revitalization of the historic heart of Montreal is tied to the process of redevelopment of the old Port begun during the 1970's. This project was put into motion at the initiative of the federal government on that part of its land that borders the historic center. The first developments were completed in 1975. These developments and projects were done on the basis of a unified plan that reflected the desires of the Montreal community<sup>(2)</sup>. The objectives were to connect the city to its river by developing a vast public open space that would join the two, as well as to build some cultural and recreational facilities, all the while respecting the nature of the site and its history. The redevelopment projects for the Old Port, financed largely by the federal government, nonetheless included partnerships with the City of Montreal and the Province of Quebec. The Old Port was inaugurated in 1992 in the context of the 350th anniversary of the founding of Montreal. This former industrial sector quickly became one of the city's major attractions. The number of visitors went from 2 million to 7 million annually between 1990 and 2000, two-thirds of whom originate from the greater Montreal region. The nature of this redevelopment project transformed this 126 acre site into an enormous public open space on the river in close proximity to Old Montreal. The city took advantage of the redevelopment of the Port to enhance the attractiveness of Old Montreal. This 100 acre



Montreal is connected to major north American cities



Montreal and its region

site had been the target of protective measures since 1964. The redevelopment projects were completed with financing provided by the Province and by the City of Montreal. These two partners each defined the nature of their policies concerning these improvements. Several agreements were signed between the City and the Ministry of Culture and Communication since 1975. These agreements defined the nature and

1 - These 29 towns and cities were organized into urban communities.

2 - Public consultation of 85/86

The International Quarter Project will link Old Montreal to the CBD



Old Montreal and the Old Port have become the city's major attractions



the level of involvement of these partners and give priority to making improvements in the buildings, especially promoting places that reflect a significant national and cultural heritage. The latest agreement provided the opportunity to evaluate from scratch the projects as well as the needs for Old Montreal and its suburbs. The plans for 2000-2005 take into account in particular the Multimedia City that is in the process of being completed in the suburb of Récollets, and the International Quarter project which will connect Old Montreal to the business district of the city.

## Old Port redevelopment and partnerships

The redevelopment of the Port of Montreal was added to the list of priority projects of the Canadian government in the 1960's as part of their plan to revitalize the old industrial port zones. These areas represented an important potential. At stake for the government was the possibility of participating in the development of major urban centers and to reinforce the local economies. But the development project for the Port of Montreal is unique among the larger Canadian cities<sup>(3)</sup> which for the most part have increased the density of their Port districts, which is not the case with Montreal. Since the 1970's and 1980's, the federal government has put in place the vital measure of assuring consultation with the public. That is the first phase of a long process that seeks to define the projects themselves and the necessary conditions for carrying them out. These projects were to be completed over the following 10 years.

### A gradual definition of the stakes

In 1974, the Council of National Ports and the Government Ministry of Urban Affairs (MEAU) commissioned a study<sup>(4)</sup> on the older part of the Port of Montreal in order to define possible interventions on the part of the federal government.



The CBD viewed from Old Montreal



The federal Government financed the redevelopment of the Old Port

The Old Port had considerable potential especially because of its close proximity to the center of the city. This first study that was unveiled in 1975<sup>(5)</sup> proposed to increase the density of the site. That project was not approved. At the same time, the development plan that was elaborated by the Council of National Ports envisioned a modernization of the Port of Montreal by creating a new container terminal. This project to fill in the river basin between the wharves right across from Old Montreal is not at all in keeping with the desires of the citizens to regain access to their river. The plan was abandoned. During the same period of time, the federal administration of 'Canadian Parks' was asked to do a study on the creation of a linear park the whole length of the Lachine Canal also integrating a bicycle path into the plan. The redevelopment plan for the Canal was presented in 1979 and was integrated into the larger project plans.

3 - Halifax, Toronto, Vancouver, Quebec City...

4 - General Society of Urban Systems

5 - Under the name of the 'Lincourt Report'



### Preliminary phases of studies and consultations

In 1977, the government Ministry of Urban Affairs and the Canadian Ministry of Transport gave the green light to begin the first part of the construction. That involved the demolition of a grain elevator across from the Bonsecours Marketplace <sup>(6)</sup>. The construction of a container terminal was moved to the east side of the Old Port. The two ministries announced the launching of the project for the Old Port based on their consultation with the public. In 1978, the MEAU asked its research arm to develop the modalities for including the public in the redevelopment decisions affecting the Old Port. The Ministry chose a group of consultants <sup>(7)</sup> to elaborate the possible scenarios that would serve as the basis for these discussions. The Canadian government invited the public to join a group called "The Old Port Association".

In 1979, four scenarios were presented to the public and the "The Old Port Association" was charged with the task of bringing about these mandated public consultations over a period of one year. The first consultation was held by the association in the Summer of 1979. In early 1980, the association, which was judged to be representative of the community, published its

recommendations that had been adopted by its board and ratified by its General Assembly. These recommendations underlined the importance of partnerships and the respect for the fundamental objectives recognized to be paramount to the city's residents, as the basic conditions for the success of the rehabilitation project for the Old Port.

Beginning in the 1980's, the process of redevelopment was begun. The federal government created the SVPM, Society of the Old Port of Montreal <sup>(8)</sup> to which it gave the task of the management and development of its land.

### The Principles that guide the Project

At the end of these consultations, the association adopted the main principles and the strategy for redevelopment <sup>(9)</sup>. The main ideas expressed by the Montreal population are as follows:

- to maintain the seaport character of the Old Port and to open it up to the public,
- to complete the renovations that correspond to the needs of the citizens,
- to create a network of green space connecting the Port, Old Montreal, the Canal, and the city of Havre (on the Saint Lawrence),
- to develop activities that would liven up the site year round and at all hours,
- to improve access to the site and public transportation while limiting the use of automobiles,
- to preserve and highlight the value of the historic buildings (architecture, historically significant, or industrial) by encouraging the re-use of these facilities for newly developing activities.

Three other points demonstrated the need for heavy investment on the part of the Canadian government: the installation of diversified activities incited by public demand or private initiatives and the progressive putting into place of certain other improvements over a period of 5 to

10 years. Some specific recommendations prefigure the completion of future projects. They concern:

- the development of green space on the land located between Old Montreal and the river,
- the construction of two wharves for public and maritime activities,
- the redevelopment of the Jacques Cartier and the Clock wharves into public green space,
- the renovation of the buildings at the Pointe à Callière, converting them into residences while respecting the natural character of that spot,
- the redevelopment of the Lachine Canal into a Park,
- the improvement of the Récollets neighborhood, to the West, with the inclusion of non-polluting activities and improvements in the existing industrial installations,
- an improvement in the accessibility of the Port,
- the creation of new activities on the point of the City of Havre that would encourage public visits to that area.

### A Comprehensive Plan, the base for Partnerships

In the public consultations, the accent has been put on the collaboration between the federal government, the City and the urban community of Montreal (CUM) in order to rapidly carry out the government plan. This concern to include the City and to assure public use of the site installations is carried further by the elaboration of a comprehensive plan that includes infrastructures and zoning. The plan will be finalized jointly with the City and conceived in such a fashion so as to facilitate the ongoing addition of projects throughout the process.

The recommendations of the comprehensive plan are not to take any irreversible actions that could endanger larger projects in view <sup>(10)</sup> and thus the future of new activities envisioned for neighboring sites close to the Port. These reflect the decision not to build where there are wharves and land bordering the water or in the City of Havre, by displacing any projects that would increase density toward renovation or construction projects to Old Montreal or its suburbs.

### Partnerships to put the plan into action

It will take 12 years to complete the redevelopment projects for the Old Port that were begun in 1992 on the occasion of the 350th anniversary of the founding of Montreal. The preceding period was marked by some important events:

- the creation of the Society for the Old Port of Montreal in 1981 that would assure the completion of the first major construction and the information flow to the city's population,
- the decision to have a renewed consultation with the public from 1984 to 1986 in order to establish the Master plan,
- the elaboration of the Master Plan in 1987 that would open the door for the Canadian government to invest in the site,
- the design of a redevelopment plan at the end of 1988 that defined the projects that would be inaugurated in 1992.

### The Society for the Old Port of Montreal

This society has a single stockholder in the person of the Canadian government which is represented by the Ministry of Public Works. From 1981 to 1984, this Society for the Old Port of Montreal was mandated by that Ministry to develop, promote, manage and maintain the 126 acres of property that it had just consolidated. This mandate and the objectives of the Society are outlined in an "Agreement" which links the Canadian government to the SVPM. It must assure the development and the promotion of the Old Port according to an approved Master Plan. The responsibilities of the SVPM are to continue the objectives of the federal government, to assume the responsibilities of a great land owner by improving the quality of urban life, the economic renewal of the Montreal region, the maintenance of port activities compatible with the planned urban development and planned improvements to the public patrimony. Its second responsibility is to develop the Old

*The projects maintained the seaport character and opened it to the public*



6 - This demolition was criticized in 1978 by architectural specialists and specialists on the country's heritage.

7 - Desnoyer, Mercure and Safdie, associated architects.

8 - Formed from the Real Estate Organization of Canada.

9 - Report edited in 1980, "The Redevelopment Strategy for the Old Port of Montreal"

10 - Such as: the Archipel Project and its Hydroelectric portion.





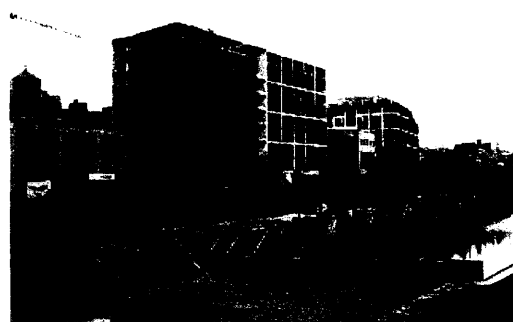
A linear Public space  
was created along  
Commune Street



The esplanade's sidewalks



The restored clock Tower



The Lachine Canal's eastern  
sector has been restored

Port while respecting the defined objectives in relation to the city to assure the coherence of the projects.

#### Actions of the SVPM from 1981-84

The SVPM completed the initial construction and began the consultation in order to define the redevelopment more on the long term. The main construction that was completed included the:

- development of a linear park between the rail-road tracks and Commune Street,
- construction of an esplanade (network: sidewalks, artificial pond, lighting),
- restoration of the Clock Tower and several hangars (closed in and shells),
- development of the park at the Point of the City of Havre,
- opening of the East entrance of the Lachine Canal and the construction of a bridge

This work also included the planting of electrical lines, repairs to the wharves, the sandblast cleaning of certain buildings, and the demolition of some hangars.

The SVPM restarted the consultations in 1983 bringing together the three levels of government (federal, provincial and municipal) as well as the business and residential communities. These discussions focused on a redevelopment project that envisioned some commercial activities on the site <sup>(11)</sup>. But the Montreal community had more in mind a site development that would accommodate pedestrians, respect the origins and historical significance of the area, protect the architectural qualities especially of the building facades on Commune Street, ban construction on the wharves, improve public transportation and promote the installation of recreational equipment and cultural facilities. More than that, the community desired the creation of a permanent liaison committee that would participate in developing the urban renewal plans for the Port. The new Board of Directors named in 1984 to head the SVPM began the most extensive public consultation yet.

11 - The kind of redevelopment plan adopted for the ports of Boston, Baltimore and San Francisco

#### A Decisive Consultation

From 1985 to 1988 the construction work was suspended and the consultation would enable the government to adopt another Master Plan that allowed for the investment of public funds <sup>(12)</sup> in view of the upcoming 350th anniversary of the founding of Montreal.

This consultation was undertaken by a Consultation Committee <sup>(13)</sup> named by the Board of Directors of the SVPM. This committee organized the diffusion of information and the subsequent meetings. This process of consultation lasted a year and allowed nearly 200 people to express their point of view <sup>(14)</sup>.

The Mission and the Principles of Development  
The Old Port remains of a public nature, and the project excludes residential and commercial components of the plan initially envisioned by the Port partners. These functions must be confined to the neighborhoods of Old Montreal. The eight principles that will govern the elaboration of the development plan are as follows:

- the restitution of the Old Port must be complemented by similar action for redevelopment begun in the adjacent neighborhoods,
- accessibility to the site and full open access to the public must be given priority,
- the historical identity of the Port site and its streets must be highlighted and preserved,
- the Master Plan must allow for a progressive development of the site,
- the land must remain in the public domain and the projects must remain under the control of public authorities,
- the various levels of government will participate in the planning, construction and management of the project,
- the development of the site must respond to real needs and be adapted to the site,
- the archaeological vestiges will be preserved and highlighted.

In December 1986, the Society for the Old Port mandated an architectural firm <sup>(15)</sup> to design the Master Plan and detailed construction plans that respected the foregoing recommendations. This



The Old Port is a large  
public open space



The west neighborhood  
accommodated residential  
developments



The new Bonsecours Basin

plan was approved by the Ministry of Public Works in February 1987 and by the Canadian government at the end of 1987.

#### The Master Plan and the Major Construction

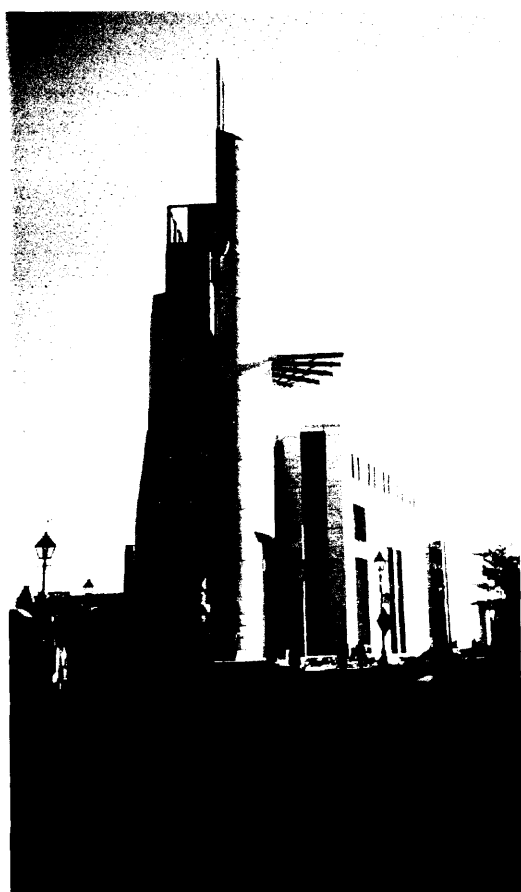
The perimeter of the Master Plan included the neighborhoods of Quebec and the Bonsecours Marketplace <sup>(16)</sup>. This plan targets 6 areas for development:

13 - Composed of 6 people

14 - The final report edited in 1986 cites this consensus, in summarizing the public nature of the Old Port and articulating 8 principles that will serve as the basis for the redevelopment plans.

15 - Cardinal and Hardy, Peter Rose, Architect

16 - The perimeter increases the land area from 106 acres to 135,6 acres



The Pointe-à-Callières  
Museum



The restored Bonsecours  
Market place

- the public esplanade, all along Commune Street,
- the Quebec neighborhood to the East, to accommodate residential development,
- the development of the Bonsecours basin, between Jacques Cartier Place and the Clock Wharves,
- a science and technology center on one of the wharves,
- the development of a lower wharf to accommodate maritime activities,
- a historical center, at the Pointe at Callières, to the West,
- improvements to the Lachine Canal to permit yachting and sailing with adjacent green space

#### The Advantages of the Master Plan

The approach of the plan is based on respect for the qualities of the site and favors progressive development that can be done in stages over time. The plan was able to integrate projects with a lot of potential that required only limited resources. The development was conceived in line with the finances available with the possibility of getting a head start on future projects. Of five installations initially planned, two have been completed, the Center that commemorates the 350th anniversary of the city <sup>(17)</sup> and the rehabilitation of the Bonsecours Marketplace with a reception and exposition hall. The City of Montreal will be in charge of these two projects. The Master Plan allows for relative harmony with simultaneous development taking place in Old Montreal and its neighborhoods, encouraged by the city. The consensus that developed around the Master Plan paved the way for the Canadian government to invest in it <sup>(18)</sup>.

#### The Prospects for the Old Port

Over the period 1992-2000, the determination of the federal government to pursue the improvement of the Port, was enhanced by the completion of a Science Center. But the requirement for the government to master public expenditures forced the SVPM to find new financing sources in order to assure its own functional independence in managing the site and its installations. In

that context, the Society for the Old Port proposed two projects, one of which was the Science Center. The other project targeted the renovation of the buildings in the area for the purpose of real estate development. The old refrigerated buildings, to the East, are to be renovated into apartments, with the sales profits coming back to the SVPM.

The seriousness, the coherence and the quality of these improvements is widely acknowledged. The projects being done correspond nicely with the desired objectives for the kind of improvements envisioned by the community. The realization of these improvements and projects has led to an increase in the number of visitors to the Port which has become a recreational space for the Montreal community and a real pole of attraction for tourists <sup>(19)</sup>. Globally, the improvement project has been a success and it has resulted in the creation of jobs on the site and in the surrounding areas, particularly in Old Montreal.

### Old Montreal, a revitalization project going forward

The Port property, belonging to the Crown, could not be subjected to decisions made by the Province or by the city. The construction projects related to the improvements of the Port land thus remained under the federal jurisdiction of the Canadian government. But for some obvious reasons it was not possible to go ahead with the Port improvements without having previously obtained a consensus about the objectives and nature of the project. This clarifies the history of some projects that were done simultaneously on both sites and the decisions on which they were based. The improvements that were completed in the Port area gave a renewed impetus to the improvement projects for the old city of Montreal.

This recognition of the value of Old Montreal interested first and foremost both the City and the Provincial government. In 1975, an initial agree-



The Science Center building  
opened recently



The old refrigerated  
building will be renovated  
into apartments

ment was signed between the city and the Ministry of Culture and Communication of the Province of Quebec. This dynamic ebbed over to include the Récollets and Quebec neighborhoods in the late 1980's, which adjoined both the Old Port and the Old City of Montreal. The Society for the Development of Montreal (SDM), took over the project of facilitating land and property improvements in Old Montreal and its adjoining neighborhoods from the city. A renewed discussion of the project initiated in 1996 allowed for redefinition of the perspectives for development of Old Montreal and the establishment of an action plan over a period of 10 years. This plan, adopted in 1998, served as a basis for the new "Agreement 2000-2005". The action plan and the agreement take into account the perimeter of the Old Port.

17 - Later transformed into an archaeological museum and a museum of the history of Montreal

18 - 130 million dollars out of an estimated total of 450 million.

19 - 4 million visitors in 1992 and more than 7 million in 2000

## The Agreements between the City and the Province

The city committed itself, along with the Ministry of Culture and Communication of the Province of Quebec, to a plan of cultural, economic and social development that began to be implemented at the end of the 1970's. This shared commitment was translated into a formal "Agreement".

### A Common Valuable Heritage, the basis for the accords

The perimeters of the protected area were enlarged over time <sup>(20)</sup>. The first perimeter of the historic neighborhood in Old Montreal dates back to 1964. It was extended to the Old Port in 1995. But it was necessary in order to revive

investment in Old Montreal to fund part of the project through public financing. The Agreement is a kind of contract that unites the city and Provincial government. The two partners, the City and the Culture and Communication Ministry, committed themselves to invest equally in order to accomplish the projects that they have together defined. In the case of Old Montreal, the goal of the investments is to publicize, conserve and highlight the value of the historic heritage and to promote access to cultural sites.

### Public Investment

Since the first "Agreement on the Cultural Development of Montreal" in 1979, seven protocols have been signed. The investments made over the following 20 years have enabled the improvement or creation of public space, the completion of a lighting system, the rehabilitation of a number of historic buildings into residential dwellings, and the promotion of the architectural and archaeological heritage (of the old city). Between 1979 and 1995, the investments were applied to urban renewal projects and to the renovation of some primary historic buildings. From 1979 to 1999, nearly 145 million dollars <sup>(21)</sup> was invested by the city and the provincial Ministry. Since 1999, the financing has been used to fur-

ther cultural events and to support museums. The new agreement, renewed in April 2000, will finance the planned projects and the adopted action plan for the period of 2000-2005<sup>22</sup> and provides 61 million dollars of investment.

### The Action Plan and the New Agreement

An action plan over a period of 10 years governed the elaboration of the new "Agreement 2000-2005" signed at the end of 1999. It was the result of a coordinated effort initiated in 1996 by means of a colloquium on the future of Old Montreal. The plan was put together by the city's Department of Urban Renewal in cooperation with the Society for the Development of Montreal (SDM) and ratified by the Montreal Executive Committee <sup>(23)</sup>. The plan identified the public action projects that would protect and enhance the value of the historic district of Old Montreal in the coming ten years <sup>(24)</sup>.

### The Strategies of the Action Plan

The plan restores Old Montreal to the heart of the urban dynamic and associates public measures designed to reinvigorate the neighborhoods to the East and West, from the Channel and the Port, to the International City project and to the Convention Center extension. The plan highlights the attributes of Old Montreal but also its fragility. Old Montreal is affected by neighboring areas of activity, by the poor state of repair of public infrastructures, and by its isolation from the rest of the city. In this plan, the city hoped to develop a common strategy among all of the players in the area of development in order to promote the historic district. The two major components of the plan are:

20 - Prior to the definition of the perimeters of the historic neighbourhood, the Jacques Vigier Commission had been created by the city in 1962-63. It offered its opinion on the projects involving the Old Montreal.

21 - Canadian dollars

22 - It includes some other projects to be undertaken outside of Old Montreal

23 - This committee is presided over by the Mayor or his designee. On this committee, composed of 9 members, the opposition is not represented. The Executive Committee decides whether or not to transmit the document to the City Council.

24 - All of these documents are available for consultation on the city's web site.

The agreement promoted the restoration of the Historic Heritage



Many historic buildings have been restored



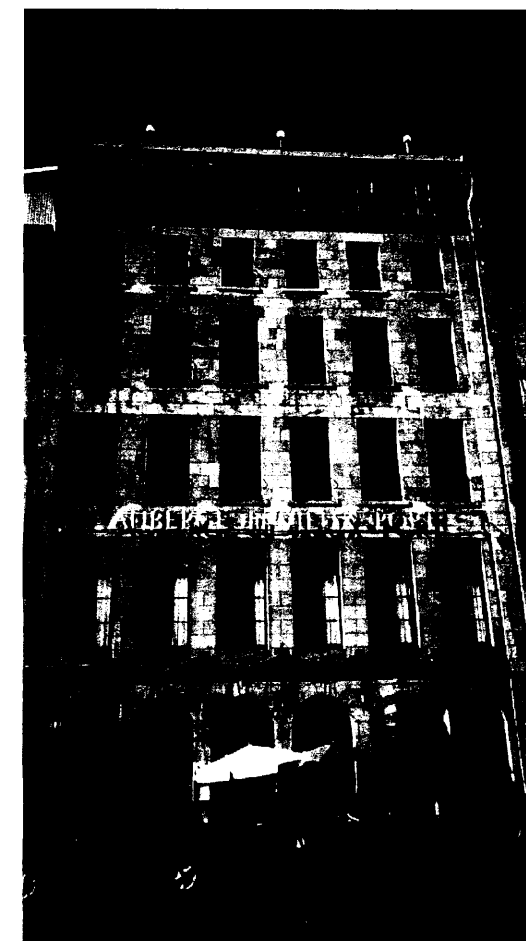
Source: City of Montreal



Residential buildings have been built in Old Montreal



Improvements to Jacques Cartier Place



Restaurants and stores on Commune Street

Exterior restoration of the Bonsecours Market Place



Restoration of the Municipal building's surrounding property



- the development of the historic sites (patrimony),
- the reinforcement of the diversity and harmonization of the cohabitation between residents and other types who use the area and its facilities. The plan seeks to encourage the installation of new residents, to diversify the types of stores, to improve services and to promote the cultural mission of Old Montreal.

Six strategies for action are proposed. They concern the buildings (real estate), public space, displacements, archaeological studies, development of residential projects in the neighboring communities, promotion of economic and cultural development and the putting into place of the means for following up and evaluating the actions taken.

#### The New Agreement

The agreement contains 24 main points for projects that include the restoration and renovation of private buildings in Old Montreal. To further reduce the problem of vacant buildings, the new agreement, envisions an increase in the rate of underwriting building repairs (from 40 to 50%) including renovation projects and bringing buildings up to code. Other projects involve:

- the exterior restoration of the Bonsecours Marketplace,
- the restoration of the square and the surrounding area in front of the municipal court building,
- the continuation of the renovation of Youville Place,
- the redevelopment of MacGill Street, a place where Old Montreal and Multimedia City meet, west from the Old Port. This street connects the center city to the Lachine Canal and to the Old Port,
- the construction of a public square connected to MacGill Street,
- the continuation of the lighting plan,
- the development of public open space, highlighting the historic character,
- the continuation of Archaeological digs and inventories,
- the development of cultural events, in relation to the history of the area and designed to increase public awareness of that history...

## The SDM and the Implementation of the Projects

In the 1970's, the city wanted to again stimulate the interest of private investors. Several agencies were created to assure the preparation of neglected land. The mission of these agencies was to redirect the government aide toward particular sites and projects <sup>(25)</sup>. In 1975, the first Agreement concerning the cultural development of Montreal resulted in the creation of the SIMPA, whose mission was to restore the value of the architectural heritage. Its only stockholder was the city. In 1995-96, the SDM became its successor agency through the merger of the SIMPA with two other real estate agencies, the SHDM (oriented toward the development of housing) and the SODIM (more oriented toward the reconversion of neglected industrial sites and toward the development of entirely new activities). In the 1990's, these agencies had acquired some properties, among others, in Old Montreal and in its surrounding communities. The SODIM had a mandate to acquire and to consolidate pieces of property along the Lachine Canal and to facilitate the installation of businesses there. These three agencies merged in 1995 to create the SDM.

#### The Mission of the SDM

The SDM is a development tool. It is a city agency with a mission to acquire, develop, sell or reinvest. This Society is backed by the city which confirms its decisions. It is a non-profit organization. The city names its administrators. The agency carries out the setting up of the operations in partnership with private developers, but also with quasi public organizations. The SDM uses the services of the city to assure a balance between the political policy orientations and the requirements of the market, while respecting the city's urban renewal plans.

#### The SDM acts on behalf of the City

The Society for the Development of Montreal has played a key role in restoring the image and prestige of Old Montreal and its surrounding



The restored Youville Place

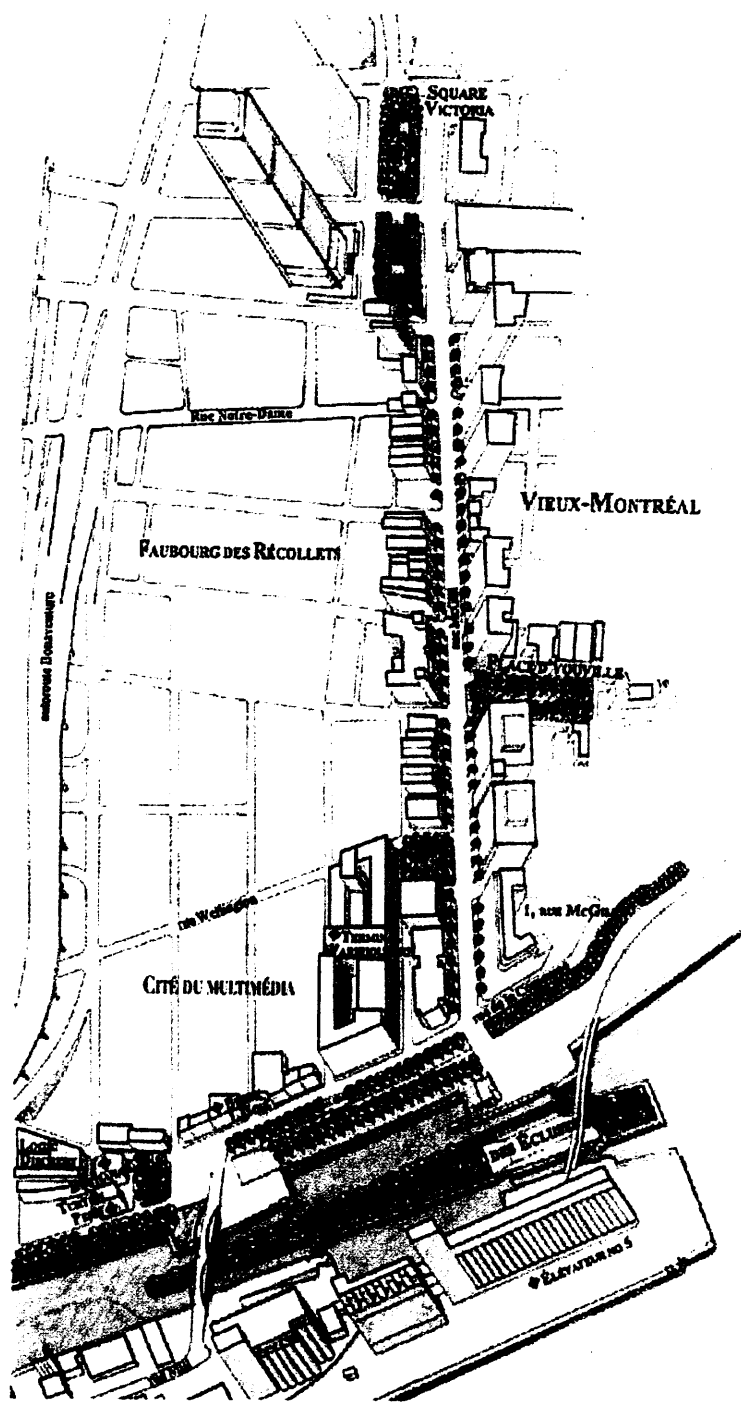


The lighting Plan beautifies the historic Monuments

communities by coordinating public involvement <sup>(26)</sup> and by facilitating or actually carrying out the setting up of the operations. Much of its involvement has been in the area of improving public open space. Among some of the major accomplishments that come to mind are the restoration of the Bonsecours Marketplace and the creation of the Point Museum at Callières on land ceded back to the city by the federal gov-

25 - Certain programs involved offers for the development of rental housing properties.

26 - The SDM also insures the coordination of the two committees established by the Agreement (Management and Coordination)



The development of McGill Street is linked to the development of the Lachine Canal



New residential projects on McGill Street

ernment. Among their more recent operations one could cite:

- the development of Youville Place <sup>(27)</sup> between the Point Museum at Callières and the historic center of Montreal. It is a public open space for that neighborhood,
- the lighting plan of 1996 which highlights the architectural sights and the streets of old Montreal. The installation of lighting that highlights the whole length of the facades of Commune Street, on Jacques Cartier Place and on the City Hall do much to improve the image of the area.

Simultaneously with its mission to develop these "neglected" sectors, the SDM also has a mission to improve the condition and image of the historical patrimony. In Old Montreal, the former business district that was linked to Port activities, but the old buildings there (offices, banks and shops) have now been transformed into residential condominiums.

Since the end of 1998 these real estate projects, especially those completed in the Récollets neighborhood around Multimedia City, extend the projects first initiated in the Port and in Old Montreal. The totality of the projects directed by the SDM and its private partners is being accomplished in cooperation with the city's services <sup>(28)</sup>.

#### The Office of Promotion

The SDM created the Office of Promotion and Development for Old Montreal. This Office coordinates the development activities within the framework of the "Agreement" signed between the City of Montreal and the Culture Ministry. Its principal partners are:

- the Society for the Old Port of Montreal (SVPM),
- the Federal Port Authority, for the sectors situated outside of the Old Port,
- Canada Parks for the development project involving the Lachine Canal.

27 - Youville Place was inaugurated in August 1999  
28 - They are included in an overall plan and meet the objectives of the Urban Renewal Plan of 1992.

The office was created in 1995 at the time of the merger of the para-municipal organizations, when the SDM was initiated.

#### Communication and Studies

The Office primarily takes care of communications and organizes, or participates in, cultural events (celebrations, different markets, diverse events). In addition to these activities, the Office completed a study of potential hotel development. Following that, a program of subsidies has been put in place by the Quebec Municipal Affairs and Tourism Ministry. The coordination of this program was given to the Office of Promotion. In 1999, 5 medium and small sized hotel projects (370 rooms) were launched and three more (260 rooms) are being planned <sup>(29)</sup>.

#### Cooperation and Coordination

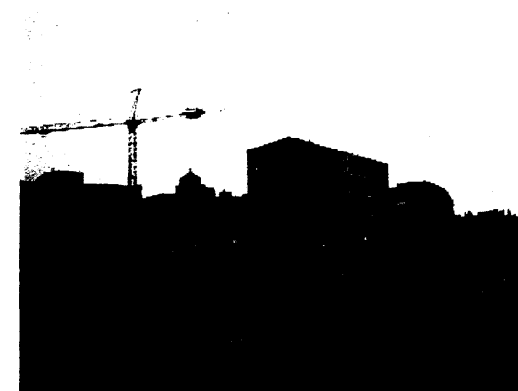
The Office also plays a coordinating role. One of the tools they use is the "Cooperation Table" which brings together all the players in the neighborhoods (3500 residents, 600 places of business, including 300 shops). The Office's role is to facilitate the thinking process of what is to become of this neighborhood that is dominated by tourism <sup>(30)</sup> where the tourist trade is very concentrated in certain locations and where the activities and services for the residents are more or less limited.

### Impacts on the "Old" and the surrounding neighborhoods

The SDM had been active in the surrounding neighborhoods to the East and West. The Récollets neighborhood, a former industrial area was one of those in the neglected category. The para-municipal agencies had invested in a vast property acquisition program but the real estate crisis of the 1990's forced the SDM to abandon the very first project that involved increasing the density of these surrounding neighborhoods.



A restored loft building near Multimedia City



Multimedia City is adjacent to Old Montreal

### The Multimedia City and the Récollets Neighborhood

Some businesses were already established in this neighborhood in the older renovated buildings. But the major catalyst was the Ministry of Finance decision in 1998 that favored the establishment of new businesses through a specific aide policy that was directed toward particular sites of interest. The Multimedia City played a big role in the development of this Southern part of the city.

#### Advantages for Business

The financial advantages for businesses are, primarily, a tax credit on qualified jobs (a 40% reduction in employer-paid taxes on the salaries), the absence of any professional tax and the level of proposed services. The other attractive elements are:

29 - This subsidy program is presented on the Society's web site  
30 - 12 million visitors in 1999



New and restored buildings  
for activities in the restored  
neighborhood



Property owners renovate  
their exterior spaces  
participating in the overall  
improvement project



New real estate projects  
fit into the streetscape



- the accessibility from a neighboring highway,
- the close proximity of the newly renovated Old Port and Old Montreal,
- the close proximity to the business district and to the Convention Center,
- the possibility of housing in nearby neighborhoods and some services that are starting to develop,
- the quality of the urban design.

#### Solid Partners

The SDM, the sole owner of the buildings and land, has created a consortium in which it holds only 25% of the shares but retains equality in the governing control (at 50%). Its two principal partners are:

- The SITQ, subsidiary of the Workers' Union of Quebec (FTQ). This is a non-profit organization which works to advance the maintenance and development of jobs,
- The SOCIM, subsidiary of the Tax Collector's Office, provides a solid backing for the capital risks involved in the real estate transactions.

The real estate financing is assured in 2/3 measure by the three consortium partners and in 1/3 measure by other diverse partners who participate according to what projects might interest them. The SDM has made a team of professionals available to these partners who manage the entire process from construction to marketing. The Board of 'Multimedia City' is composed of 20 people.

#### Programming and Coordination

The SDM commissioned a neighborhood development plan and directed studies on "Urban Design" in order to provide a clear identity and a certain level of quality to the overall project. The SDM has the role of coordinator in relation to the Municipal Affairs Ministry, the Metropolitan area, and the city.

In 1999, the Ministry and the City adopted a joint investment program (8 million dollars) for infrastructure. The other organizations and property owners in the neighborhood made the commitment with the SDM to renovate their buildings and to

redevelop their exterior space in order to better fit in to the overall project and to improve the image of the neighborhood. That was the case with the Hydro-Quebec Company which undertook repairs and renovations on two of its properties.

#### The Question of Fit and Variety in the Projects

The City project fits into the fabric of the neighborhood and was a continuation of a certain urban character:

- the road network was maintained in its initial influence,
- the real estate projects fit into this framework. They give priority to pedestrian traffic by freeing up the space directly in front of the buildings,
- the sidewalks are even with the ground floors of the buildings which accentuates the openness,
- prior urban structures are preserved at the interior of the overall fabric but the project leaves its own mark with the creation of a more dense façade the length of the highway to the West.

Some residential projects have been developed in the Récollets neighborhood. The Alliance group, in partnership with the SDM, has completed a loft program on the Commune Wharf in relation with the Multimedia City. Other residential projects and commercial activities are projected for the future. The project at 100 McGill Street is an example. It will include housing and shops on the ground floor, with a café and a bookstore.

#### Impacts and perspectives for "The Old"

The Old Port and Old Montreal are tied to the history of the founding of the city and its subsequent development. In spite of the complications one might imagine, the redevelopment of the Port took only 15 years. This time period served to further refine later projects to better take into account some of the patrimony and ties between the Old Port and Old Montreal. Certain choices were crucial such as the one not to further



The projects give priority  
to pedestrian traffic



Residential projects  
on McGill Street  
and on the wharf

increase the density of the Port site. This decision not only permitted the preservation of the physical opening of the city onto the St. Lawrence, but also allowed for the possibility that Old Montreal and its neighborhoods could develop their urban role involving city neighborhoods for the future, such as residential, services and activities/events.

### **Importance of Public Open Space**

The ties woven between the Port and the historic heart of the City owe themselves first and foremost to the public open space along the streets and in the squares. Commune Street, the connector street between the two sites, has been redeveloped within the framework of one of the Agreements. The building fronts were reinforced by the rehabilitation operation on the building facades and the insertion of new buildings that complete this Port façade. In particular, these would be the construction of the Point Museum at Callières and the Bonsecours Marketplace reconverted and renovated into exposition, commercial and service space<sup>[31]</sup>.

The investment in the public open space of the Port was extended to include Common Street and beyond, to the interior of the fabric of Old Montreal. Jacques Cartier Square to the East, the area surrounding the Point Museum at Callières, and Youville Square to the West are some of the public open spaces that were redeveloped or created within the framework of the various Agreements. These projects extend the open space of the Port.

The Lachine Canal development project, federal property, has been very instrumental in the development of the adjacent neighborhoods. This public open space plays an important role in improving the status of the surrounding neighborhoods.

### **Tourist impacts**

The improvement of property that is already built on is tied to the implementation of the "Agreements" which have subsidized the rehabilitation of the patrimony giving priority to existing buildings that are to be converted into housing. The resident population of Old Montreal went

from 435 to 2700 inhabitants between 1976 and 2000. The number of vacant buildings in Old Montreal has been reduced to 1 in 10 in 1999 compared to 1 in 3 at the end of the 1970's.

The attractiveness of the Port has created some new kinds of needs, in particular, for lodging tourists. Almost non-existent in the 1980's, small and medium size hotels have opened since 1996, thanks to the help of aide programs for creating hotel space.

### **A New Activities' Center in the City**

Multimedia City represents the biggest construction site in Montreal. Nearly 350 million dollars have been invested for acquisitions, demolition, and construction of brand new buildings in Multimedia City. The projects that have been started since 1998 are to be spread out over 10 years. At the end of 3 years, nearly 3 million square feet of construction was completed. That represents 40 businesses and 3500 jobs. The forecast for 2003 is for about 10000 jobs in 100 businesses. The potential size of the site has been evaluated at 4,5 million square feet. The Multimedia City success is related to its proximity to the highway, but also to the improved image of the Old Port and Old Montreal. The Business District and the Old City Conference Center are not too far away.

### **Finding a Balance**

For local observers, the development of Old Montreal seems to have been accelerated beginning in 1995. But the tourist success of the Old Port also had its negative impact. What is at stake for Old Montreal and its adjoining neighborhoods is to be able to limit the conflict in the use of the area between residential users and the tourist traffic. Accessibility, traffic patterns, and parking are at the heart of the current concerns. If the tourist trade created the demand for the development of shops, galleries, bars and restaurants, these activities still remain seasonal

31 - The Office for the Promotion and Development of Old Montreal is located in this building.

and oriented primarily toward the tourists. On the other hand, the continued development of shops and services, that meet the needs of neighborhood communities, will require an increase in the number of the resident population. The housing programs that are in progress or projected for the Récollets and Quebec neighborhoods should help to reach this necessary minimum.

### **In Summary**

Since the period around 1975, the dynamic that was sparked with the redevelopment of the Old Port, has continued and has been cultivated on neighboring sites in conjunction with some other partners. The redevelopment projects designed to revitalize the Old Port and Old Montreal have had an impact that extends beyond just the old historic center of Montreal. The partnerships that developed on the basis of consultation with the public, were also based on documents providing the points of reference (Master Plan, Development Plan, Detailed drawings, Action Plan...). These plans provided the framework for the projects to be completed and also served as guidelines for the different "Agreements" that were signed among the partners. What we can conclude from what has been done in the Old Port and Old Montreal is that they have modified the geography of the poles of influence in the city and they have renewed public interest in these old neighborhoods, the site of the city's founding. The "center" which was displaced away from Old Montreal toward the Business District at the end of the 1960's is being gradually brought back toward the South. The new International Neighborhood project which emerged at the end of the 1980's<sup>[32]</sup> should reconnect the center city (Business District) to Old Montreal. Today, one of the challenges for the city is to unite different poles of activity and ways of life in a project joined together under the umbrella of the overall aspirations of all the communities in the greater Montreal region.

32 - The Society for the International Neighborhood was created in 1999.

# Annex 1: Baltimore

## Smart growth funding policies

The last governor of Maryland was pushing what he called Smart Growth since the 90's. The central issue is to spend money, state investment, in the old existing areas or in planned growth areas. For instance, the state provides up to 50% of the funding for new school construction in Maryland. The state of Maryland is responsible for the Highways and there is also a state transit authority for the railroad.

The future development of the highway and railroad will connect existing areas. This map shows the Urban Development Areas and the Future Development Areas <sup>(1)</sup>. School funding will be addressed in existing urban areas.

## Land use preservation and density

This state program is funded in part by what they call "a transfer tax". When land is developed, you have to pay a tax. This money goes into a fund to help the state to preserve agricultural land... If someone has a farm which is about 5000 dollars/acre instead of 10000 dollars/acre, they offer the farmer money to purchase the development rights. So, the farmer who has received this money cannot later develop his land. That land has to stay "permanently open". Thus they have already preserved about 5000 acres/year. But this is not enough. It simply balances the 5000 acres consumed each year.

In Baltimore county (blue on the map), about 80% of the land is being developed where they had wanted it to be, that is in the existing developed areas. But in other jurisdictions, more than 50% will be developed outside of the Planned

Service Areas and outside of the sewage areas. And that constitutes a big problem for the region. A great deal of development occurs outside of the urban areas. Outside of the zoned areas, there is one housing unit/ 20 acres. The densities are different in developed areas: 15 to 20 units/acre for medium density and over 20 units/acre for high density. It is one way of moderating development. They have actually reduced the density and created more low density developments in farm areas. But there is still too much development outside of the major urban areas.

1 - On this map, transit lines are mostly in growth areas, except in the Northeast and west of Columbia.

# Annex 2: Chicago

## Implementing the City Open Space Plan

The 1998 City Space Plan proposed an action plan to create the intergovernmental and public-private contracts necessary to get this plan done. The 21 actions were looking for:

- Maintaining momentum,
- Acquiring and improving the land,
- Zoning for Open Space.

### Maintaining momentum

#### Action 1

is to establish a permanent intergovernmental structure to implement The City Space Plan. This structure is a City Space Government project. The City space Project mobilized the support of more than 100 government agencies and local civic, community and business organizations. A structure for continued intergovernmental and public-private cooperation is proposed to expedite the completion of open space projects through various stages of planning and development.

#### Action 2

is to create a permanent organization and funding base for Neighborhood Space program. In 1996, the Chicago Park District, City of Chicago and Forest Preserve District entered into an intergovernmental agreement to form a new Not-For-Profit corporation called Neighbor Space. Under this agreement, the partners agreed to acquire, lease and insure land for community-managed open space. They included community gardens, mini-parks and greenway river edges.

## Acquiring and Improving The Land

The 16 actions proposed were to:

- develop open space projects through a consolidated Capital Improvement Program,
- continue to develop neighborhood parks on public school grounds
- acquire publicly owned land along Chicago's inland waterways (...) develop and manage these properties as greenways and nature preserves,
- increase Chicago's share of Forest Preserve District of Cook County funding for acquiring and enhancing open space in Chicago,
- transfer city-owned vacant lots (targeted for open space redevelopment) to City Space partner organizations,
- use the Chicago Tax reactivation program Ordinance to acquire land for open space,
- target land acquired through the City's demolition and foreclosure process for open space redevelopment by City Space partner agencies,
- support efforts by Chicago Park District, Forest Preserve District of Cook County and other taxing districts to use tax bonds for priority open space projects,
- identify and implement open space projects and programs within the empowerment zones,
- incorporate open space projects in redevelopment plans prepared for tax increment Financing Districts, Special Service Areas, and Strategic Neighborhood Action, Program districts,
- allocate a share of future Community Development Block Grant (CDBG) funds to support the development of open space in Chicago neighborhoods,
- increase Chicago's share of state funding for developing and enhancing open space in Chicago,

- support continued funding of federal programs that support open space development and preservation in Chicago,
- form partnerships with local and national foundations to implement programs and projects recommended in the City Space Plan.

### Zoning for Open Space

Five zoning actions are seeking to:

- require park and recreation contributions as a condition of approval of new residential development,
  - review yard requirements in the Chicago Zoning Ordinance to ensure that new residential developments have a minimum amount of usable open space,
  - secure public open space and conservation easements along rivers through zoning review of planned waterway development,
  - review density bonus provisions of the Chicago Zoning Ordinance relating to downtown Open spaces,
- establish appropriate zoning designations and public review of development plans for public open space.

## Annex 3: Oakland

### Urban densities

In the general plan considering urban densities, the new residence program represents 6000 units. These are smaller units with about 1.7 people per unit, pretty typical for downtown but not for family housing. The typical lowest density is 60 to 100 units to the acre <sup>(2)</sup>.

The "core" is more for offices with 20 story office towers. Most areas are a mixture and there are some offices all through the area (lawyers, medical offices...) scattered throughout, plus a lot of commercial and retail on the ground floor in many different spots.

The south part of downtown, around Jack London Square is more converted loft type spaces for housing.

### Requirements for density

The city has only maximum density controls indicated in the zoning for downtown <sup>(3)</sup>. The general plan allows up to 500 units to the acre and the zoning allows up to 300 units per acre.

In the general plan, considering urban densities, the new residence program represents 6000 units. These are smaller units with about 1.7 people per unit, pretty typical for downtown but not for family housing. The typical lowest density is 60 to 100 units to the acre <sup>(4)</sup>. In downtown, density is allowed on the main thoroughfares, but only multi-family housing or more than one unit in any one project. A lot of the areas in between are of different densities, but mostly single family. The "core" is more for offices with 20 story office towers. Most areas are a mixture and there are some offices all through the area (lawyers, medical offices...) scattered throughout,

plus a lot of commercial and retail on the ground floor in many different spots. The south part of downtown, around Jack London Square is more converted loft type spaces for housing. There are all different sizes and different densities in Oakland. Oakland is fairly dense in terms of population, particularly in some of the older neighborhoods. You get neighborhoods where the houses are fairly expensive, but the lots are fairly small. You have half a million dollar houses that are 2-3 bedroom that are on very small lots.

### Regarding green space

The zoning has a few good provisions in it: it has "setback requirements" and it has "open space requirements", but none for office. Downtown the City does have some urban design considerations, although they have talked about putting open space issues related to office, but for residential there is definitely open space required. There are different ways of doing it. It could be balcony space for the units, but it may also be a podium platform, ground floor (...). The projects have to include a certain amount of it <sup>(5)</sup>. Oakland has a pretty good number of parks, one whole edge of the city is East Bay Regional Park, so there are a number of regional parks. Beyond that is a large area of East Bay MUD which is a utility district that is a large area that has water spaces. They have nat-

2 - The city has two standards for building codes, one is that it has to be under 50 feet of wood construction, it can be 5 stories but very short, and it usually means about 4 because the first story is hall, retail sometimes, and then the 3 residential stories above that.

3 - Most of downtown is R-90.

4 - The city has two standards for building codes, one is that it has to be under 50 feet of wood construction, it can be 5 stories but very short, and it usually means about 4 because the first story is hall, retail sometimes, and then the 3 stories above that.

5 - 75 square feet per unit



ural reservoirs and watershed, big areas where the water just collects for urban use, big watersheds with man made reservoirs. They are undeveloped and protected.

## **Affordable housing and redevelopment areas**

The city of Oakland has a higher percentage than other cities around it and the downtown has a higher percentage for Oakland than other parts of the city. It's 35% of the units. One of the things is not just to have residential, but to have a stable population with activities like entertainment/café's, because most of the population of Oakland consists of office workers. There are 60,000 workers in this area and they all leave at 5 o'clock. One of the goals is to have more people that stay there, and more activities after hours. For downtown, the most important aim is to encourage the "Redevelopment", creating business-commercial activities and new housing. There is no requirement for a percentage of affordable units in downtown because the existing housing is about 35%, permanently affordable, right now. The requirement is different for redevelopment areas. The Agency is required to spend a certain portion of their funds for affordable housing, 20% by state law, and once they reach a certain target for income, the Council has said after that, it's 25%. Starting with the next fiscal year, the City will be giving that 25% to affordable housing. So of all the redevelopment funds for all of the redevelopment areas, 25% goes to affordable housing, but it's not a certain number of or percentage of units.

# **Annex 4: Montréal**

## **The Port**

Montreal was founded in 1642 under the name of Ville Marie at the juncture of the St. Lawrence River and one of its tributaries. The history of Montreal is directly tied to its Port. Linked to the fur trade in the 17th and 18th centuries, the Port was industrialized in the 19th century. The fortifications of the Old City disappeared and the neighboring center of the Port changed dramatically. Montreal has been the financial, industrial and commercial metropolis of Canada throughout the 19th and 20th centuries. Early in the 20th century, the Port was transformed with the construction of basins, hangars and docks. These infrastructures lasted until the 1970's. The Port occupies about 15 miles on the banks of the St. Lawrence River.

The Old riverside Port in the Old city center handled cereals/grains almost exclusively. It represents only a very small part of the total Port property with only about 106 acres of land. To the West of the Port, the Lachine Canal, created in 1825 to avoid the upstream rapids continued to operate until the 1960's. The mouth of the canal was filled in, in 1964. Since the 1960's, the maritime route of the St. Lawrence Seaway allows boats to access the Great Lakes. Montreal lost part of its business activities. The Port infrastructure and activities were displaced toward the downstream portion of the river (more toward the Northwest). Some very large tracts of the Port of Montreal were closed down, in particular the Old Port.

The Old Port is located on the left bank of the St. Lawrence and stretches out over about 1.8 miles between the Lachine Canal and the Clock Wharf to the East of Old Montreal. It is composed of three main docks. The Old Port covers about 106 acres of land and Old Montreal is situated on about 100 acres.

# Annex 5: List of Resource people

## Baltimore (MD)

Alfred W. Barry	AB Associates, Comprehensive Land Planning Services
Barbara Bonnell	Baltimore Development Corporation
Paul Farragut	Baltimore Metropolitan Council
Laurie Feinberg	Planning Department of Baltimore City
David C. Fostez	HABC, Housing Authority of Baltimore City
Tyler Gearhart	Preservation Baltimore
Adam Gordon	Baltimore Regional Partnership
Sharon Grinnel	Baltimore Development Corporation
Katherine A. Hearn	Struever Brothers. Eccles & Rouse, Inc
Barbara M. Herron	Baltimore Metropolitan Council
Ron Kreitner	Westside Renaissance, Inc
Brad Rogers	1000 Friends of Maryland
Ed Rutkowski	Patterson Park Community Development Corporation
Dru Schmidt-Perkins	1000 Friends for Maryland
Nii Sowah	Department of Housing and Community Development
Sandra R. Sparks	Midtown Community Benefits District
Robert Tennenbaum	University of Maryland operating and planning
Hariet Tregoning	Governor's office of Smart Growth
Laura Vernon Russel	Johns Hopkins Institute for Policies Studies
Mélanie Wilson	Governor's office of Smart Growth

## Chicago (IL)

Kathleen E. Dickhurt	Department of Planning and Development Strategic Planning
Eileen Figel	Department of Planning, Industrial Division
Benet Haller	Department of Planning and Development
Joyce O'Keefe	Open land Project
Ellen Shubart	Campaign for Sensible Growth

## Oakland (CA)

Alex Amoroso	ABAG - Association of Bay Area Governments
Catherine Bauman	Planning Department, City and Council of San Francisco
Marucia Britto	Port of Oakland, Environmental Planning Department
Miriam Chion	Planning Department City and Country of San Francisco
R. Thomas Jones	California Futures Network
Patrick Lane	City of Oakland, Community and Economic Development Agency
Kenneth J. Rich	Planning Department City and Country of San Francisco
Douglas Schoemaker	NPH Non Profit Housing Association of Northern California
Richard A. Sinkoff	Port of Oakland, Planning Department, Engineering Division
Janet Stone	Greenbelt Alliance

## Montréal

Monique Barriault	Ministère de la Culture et des Communications du Québec
Anne-Marie Collins	Société de Développement de Montréal
Sabine Coucier	Institut d'Urbanisme - Université de Montréal
Pierre-Luc Dumas	Cité Multimédia
Michel Gariépy	Institut d'Urbanisme - Université de Montréal
Denis Houle	Société de Développement de Montréal
Christian Lalonde	Service du Développement Economique et Urbain
Benoit Légaré	Société du Vieux-Port de Montréal
London Mark	Service des Parcs, jardins, espaces verts de Montréal
Jennifer Maduro	Bureau des Comités du Maire

## New York (NY)

Jack Eichenbaum	NYC DOF Property Division
Ronald Shiffman	Pratt Institute Center For Community
William Shore	Institute of Public Administration