



# CITY OF UPLAND

## FIVE YEAR ECONOMIC DEVELOPMENT ACTION PLAN



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# 1. INTRODUCTION

No economic development strategic plan can be created and implemented without the input and support of key community stakeholders. We owe great thanks to the Mayor and City Council, the City Manager and Department executives, business leaders, residents, and many public and private organizations throughout the City of Upland, who generously shared their time to make this strategic planning process comprehensive, relevant, and ultimately effective.

We thank in particular the visionary members of the City Council and Upland City staff which devoted countless hours reviewing findings, listening to presentations, and providing input and navigation. In their wisdom and guidance lies bright hope for a greater quality of life and a prosperous economic future for all residents and businesses within the City of Upland.

Consistent with the Economic Sustainability Element of the City of Upland's General Plan, Policy ES-1.1 calls for the implementation and updating of a comprehensive Economic Development Strategy every three (3) years to enhance the City's long-term prosperity.<sup>1</sup> Included are the following strategies:

1. Regularly evaluate economic conditions to determine the industries, sectors, and locations that are most significant to regional and local economic growth and creation of quality jobs.
2. Regularly evaluate citywide economic conditions and economic indicators as new data becomes available and provide regular economic reports to decision makers.
3. Regularly identify the need for new economic development strategies and priorities for public investment.
4. Develop and maintain programs and services that address the changing needs of the local business community.
5. Develop and maintain business incentive programs for desirable industries that contribute to revitalization and expansion.
6. Facilitate the retention and attraction of existing and new businesses based upon beneficial factors, such as the following:
  - A. *Target Industries:* Attract industries and businesses that are appropriate for a specific location. For example, target high-skilled manufacturing, biotech/medical device manufacturing, and specialty food production for their potential of providing long-term growth, job quality, and high-density employment for College Heights, and professional and medical support firms near San Antonio Regional Hospital. In commercial areas, target key anchor and niche retailers/restaurants/entertainment venues appropriate for Upland's demographic character, which are currently missing from Downtown and Upland as a whole, by both business type and market orientation.
  - B. *Job Quality:* Target industries that offer high quality jobs with long-term job stability, good benefits and salaries which meet or exceed a living wage. In addition to wages, consider targeting jobs that offer mid-or-long term on-the-job

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<sup>1</sup> City of Upland, Economic Sustainability Element, General Plan

training since they are generally of a higher caliber, due to the companies' investment required in each employee.

- C. *Growth Potential*: Target businesses that demonstrate a potential for long-term growth and the eventual provision of a significant number of jobs (15 plus jobs).
- D. *Job Density*: Target businesses that provide a high job density in terms of the number of jobs per square foot of building space to generate the maximum amount of employment. For example, a research and development business which employs 10 people over 10,000 square feet would be prioritized over a warehouse, which might employ 3 people over 50,000 square feet.
- E. *Jobs at a Range of Skill Levels*: Target industries that offer high-quality jobs for a variety of educational and skill levels.<sup>2</sup>

This Action Plan is intended to provide guidance and a framework to the proactive approach taken by the City of Upland with regards to its economic development efforts. This plan is meant to be specific, yet allow room for new opportunities that may present themselves as economic development strategies are rolled out. It should not be viewed as concrete or static, but rather as a framework from which to plan and operate a proactive effort that is fairly comprehensive in approach and scope. The plan seeks to develop upon the successes of the community's history while embarking on a number of new initiatives focused around the region and its partnerships.

OUR THANKS TO:

Debbie Stone, Mayor  
Rudy Zuniga, Mayor Pro Tem  
Janice Elliott, Councilmember  
Bill Velto, Councilmember  
Ricky Felix, Former Councilmember

Rosemary Hoerning, City Manager  
Robert Dalquest, Development Services Director  
Liz Chavez, Development Services Manager  
Melecio Picazo, Economic Development Coordinator

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<sup>2</sup> City of Upland, Economic Sustainability Element, General Plan

## 2. EXECUTIVE SUMMARY

Economic development can be defined as “a program, group of policies, or actions that seek to improve the economic well-being and quality of life for a community, by creating and/or retaining jobs that facilitate growth and provide a stable tax base.”<sup>1</sup>

The City of Upland has experienced continuous population growth for the last ten years. The annual projected growth rate through 2024 is 0.53%.

Attractive neighborhoods, quality public schools, successful businesses, and affordable housing have contributed to the City’s desirability as a place to start a business, live and raise a family. These assets have allowed Upland to sustain strong population growth. Further, the City has an employment rate of 95.3% or 4.7% unemployment rate (pre-COVID-19) as compared to the County’s employment rate of 92.6% or 7.4%.

The City’s economic challenges stem in large part from the structure of the local economy, which is dominated by a few major employers and small retail and local service businesses. To address the need for diversification of the local economy and job creation, the City of Upland issued a request for proposal to prepare an economic development strategy and action plan that would assist the City to prepare for the future needs of its residents and businesses.

***As such, the City of Upland in collaboration with Tierra West Advisors partnered to:***

- 1. Conduct background research which would identify goals and objectives for a Five-Year Economic Development Action Plan (“Action Plan”);*
- 2. Review the existing consumer demographics and household socioeconomic data, labor force and employment characteristics, real estate trends, consumer demand and market supply and respective trade area maps, and other key economic data essential for developing the Five-Year Action Plan;*
- 3. Develop a Five-Year Action Plan;*
- 4. Prepare a community profile to provide insight into Upland’s market area, community characteristics and economic indicators;*
- 5. Conduct public outreach and pursue local community input;*
- 6. Develop a marketing packet to be used for business and retailer attraction efforts;*
- 7. Assist with City retailer and business attraction efforts; and*
- 8. Conduct a market study for Historic Downtown Upland.*

This Action Plan is intended to provide guidance and a framework to the proactive approach taken by the City with regards to its economic development efforts. This plan is meant to be specific, yet allow room for opportunities that may present themselves as economic development strategies are rolled out. It should not be viewed as concrete but rather as a framework from which to plan and operate a proactive effort that is fairly comprehensive in approach and scope. The plan seeks to develop on the successes of the community’s history while embarking on several new initiatives focused around the region and its partnerships.

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<sup>1</sup> International Economic Development Council (IEDC)

## **A. Community Profile**

In any analysis of survey results based on a population sample, it is important to identify and describe the demographic characteristics of the sample and compare them to the characteristics of the population as a whole. Significant differences between the sample and entire population could indicate areas of potential bias of the survey results. The following summary is a high level snapshot of Upland's Community Profile. ***Detailed Charts and Tables of data collected and mentioned in the following narratives can be found in Appendix 1-Community Profile.***

### **Population Patterns**

Over the past 10 years the City of Upland has shown a steady increase in population; in 2019 the population was 78,029. From 2015-2019, the population significantly increased by almost 3,000 persons - a 200% increase as compared to 2010-2014. This steady increase in population is anticipated to continue and it is projected that a 0.53% increase will occur during 2019-2024. *See Appendix -1, Chart 1 for a detailed breakdown and comparison.*

60.3% of Upland's population is comprised of persons 20-64 years of age. The next largest age group, 25-34, comprises 15.3% of the population and the smallest segment of the population is between the ages of 0-5, at 5.8%. *See Appendix 1 - Chart 2 for a detailed breakdown.*

### **Household and Per Capita Income**

Upland has a median household income of \$70,399 as compared to that of San Bernardino County's median household income of \$60,761. By 2024 Upland's median household income is expected to increase to \$78,805. *See Appendix 1 - Table 1b for a complete breakdown.*

### **Housing Values**

More than 40% of the homes in Upland are valued between \$500,000 and \$750,000. The City has significantly more homes with a higher median home value than San Bernardino County.

### **Employment Rate and Workforce**

The City of Upland has an employment rate of 95.3% (unemployment rate of 4.7% pre-COVID-19) as compared to San Bernardino County's employment rate of 92.6% (unemployment rate of 7.4%). Upland's low unemployment rate can be attributed to 30% of the population having a Bachelor's degree or higher in comparison to San Bernardino County.

### **Leading Employers with the largest numbers of Employees**

The City of Upland's Top 10 Employers with the largest number of employees are listed below, employing 19.8% of the workforce population:

- 1. San Antonio Regional Hospital – 2,400**
- 2. Upland Unified School District – 1,037**
- 3. Home Depot – 340**
- 4. Upland Rehabilitation & Care Center – 320**
- 5. Walmart – 315**
- 6. Lewis Group – 312**
- 7. Target – 265**
- 8. Lowe's Home Center – 254**
- 9. City of Upland – 250**
- 10. Holliday Rock Co. Inc. – 25**

## **B. Stakeholder Engagement-Survey Effort Highlights (Resident and Businesses)**

The strategies in this plan were many months in development. The project began with stakeholder engagement, conducted through on-site interviews and focus groups, public workshops, and through online surveys of local businesses and residents. ***Detailed Charts and Tables of data collected and mentioned in the following narratives can be found in Appendix 2-Community Outreach – Residential and Appendix 3-Community Outreach – Businesses.***

### **Dates and Locations of Presentation and Workshops in 2019:**

October 22	-	Historic Downtown Upland: Charlie's Stars and Stripes
October 30	-	District 2: Chaffey Community Cultural Center
November 20	-	District 3: Church of Jesus Christ of Latter Day Saints
December 4	-	District 4: Gibson Senior Center
December 17	-	District 1: Pepper Tree Elementary School

More than 473 stakeholders provided important input through direct interviews, focus groups and community forums. Of the 473 surveys received, participation consisted of 369 resident and 104 business surveys having been submitted. When compared to Upland's population, the Resident Survey had a 4.72% participation rate and the Business Survey had a 1.03% response rate.

### **Key Findings - Resident Survey**

Survey results indicate that residents overwhelmingly are decisive about the five highest rated characteristics of a "High Quality of Life". The top five key findings ranked from the highest to lowest rating.

#### ***Top five Key Findings - Resident Survey***

- 1. Quality of Education System,*
- 2. Environmental Quality,*
- 3. Access to Recreation,*
- 4. Parks, and*
- 5. Access to Higher Education.*

The Resident Survey results show that 46% of the residents reported the quality of life was better five years ago than it is currently. *See Appendix 2-Chart 8 in for a detailed breakdown and comparison.*

The Resident Survey results show that 53% of the residents reported the current rate of growth in Upland is "Acceptable". *See Appendix 2-Chart 7 for a detailed breakdown and comparison.*

The Resident Survey results show that 38% of residents reported they conduct their shopping within Upland. *See Appendix 2-Chart 11 for a detailed breakdown and comparison.*

The Resident Survey results show that nearly 74% of the Residents stated the reason for shopping outside Upland was due to "Selection" of products. *See Appendix 2-Chart 13 for a detailed breakdown and comparison.*

When asked about the barriers to economic development, 61.01% of the Resident Survey Respondents stated that they believed there were barriers.

***The following three categories were identified as barriers to economic growth and development:***

- 1. City Rules and Regulations,*
- 2. High costs/ Fees, and*
- 3. Lack of desirable space.*

### **Key Findings - Business Survey**

104 business surveys were submitted. This represents a 1.03% response rate when compared to the 4.72% participation rate of the Resident Survey. ***Detailed Charts and Tables of data collected and mentioned in the following narrative can be found in Appendix 3-Community Outreach – Business.***

### **Business Environment**

Business Survey results indicate that over 63% of current businesses rated Upland as an “Excellent” or “Good” place to do business. Conversely, only 39% of current businesses indicated the City as being “Very Supportive” or “Somewhat Supportive”. *See Appendix 3-Chart 5 and Chart 7 respectively for a detailed breakdown and comparison.*

***The three most popular categories Business Respondents selected as being the least attractive to employers are:***

- 1. 52.33% Permitting process,*
- 2. 44.19% City government, and*
- 3. 29.07% Housing availability.*

*See Appendix 3-Table 6 for a complete listing of all characteristics which make the City least attractive to employers. Responses are ranked from the most to least popular.*

The Business Survey, shows the Respondents’ opinion regarding City policy and whether financial incentives should be offered to attract new businesses. The majority of Businesses- 53.46%, selected either “Strongly agree” or “Agree”.

In regard to economic development barriers, over 50% of Residents and Businesses surveyed are of the opinion that barriers do exist. Nearly 54% of the Business community is of this opinion that barriers do exist as compared to 61% of the Residents surveyed. Similarly the responses and ranking from both groups mirrored one another. *See Appendix 3-Chart 10 and Appendix 2-Chart 8, respectively.*

***The top three answers were ranked in order of most popular to the least:***

- 1. City Rules/ Regulations,*
- 2. High Costs/ Fees, and*
- 3. Lack of vacant land.*

### **C. Market Analytics**

Developing a market profile for the City of Upland required the analyses of information from government agencies and professional real estate and retail resources, such as: American Community Survey, Census Data, SCAG, California Department of Education, Esri-GIS Demographics, CoStar, and International Council of Shopping Centers (ICSC) Studies.

Market Analytics consisted of the following key research categories:

- Market Profile
- Merchant Void Analysis & Leakage Summary
- Industry Clusters

#### **Market Profile**

The Resident Survey asked Respondents about their shopping habits, including; frequency, preferences of products and services sought in the City, and reasons for shopping outside the City. In addition to the consumer-related data collected from the Resident Surveys and Workshop input, additional resources were used to develop the Market Analytics, Market Profile, Industry Clusters, and Trade Area Maps. Resources included real estate best practices, retail studies, state and federal consumer data, and 40 years of professional real estate and retail experience.

#### **Merchant Void Analysis & Leakage Summary**

To further understand the existing Merchant Void and Consumer Leakage, Respondents were asked three key questions focusing on why purchases were made outside of the City, with each subsequent question focusing on the specifics of the purchase and business/vendor. Survey responses, as a whole, were compared to data collected from ICSC-Retail Trends, Forecasting, and Studies; Consumer and Census data, as well as independent market research involving CoStar and Esri.

#### **Industry Clusters**

In an effort to provide an accurate picture of the current commercial market, an assessment of survey data inclusive of existing commercial void analysis and leakage summary responses was used in developing the Market Analytics. Additionally, survey data was also taken into consideration in identifying and prioritizing Target Industry Clusters (“Target Industry”, “Industry Cluster”, or “Cluster”). To be considered a Target Industry, the cluster must be an essential economic engine that drives the current economy or an industry group with the potential to produce future growth. Viable Clusters provide the means for leveraging existing or future opportunities for business retention, expansion, and attraction. A detailed table was developed outlining the six Target Industries and respective recommendations and Challenges. *See Section 3. Five Year Economic Development Action Plan–Approach, Table 1 for a detailed breakdown.*

#### **Trade Area Maps**

For the purposes of this report, reference to a Trade Area Map will provide both a technical and visual accounting of the presence, surplus, shortfall, or void of a particular Market or Industry. The Trade Area Map identifies the Commercial Markets as to where else in the immediate surrounding areas or cities a consumer must travel to locate the respective service or product, as well as the distance traveled to reach the desired destination. The Trade Area Map will also

serve as a useful visual tool, particularly when a specific Commercial Market or Industry is either over saturated, under represented, and/or lacks product mix and diversity.

The Trades and Industries selected are for those Commercial Markets that were identified as being limited in diversity, price point and quality, or totally void within the City.

***The five Trade Area Maps cover the following Trades and Industries:***

- 1. Health Care Support Industries and Business Development***
- 2. Hospitality Opportunities - 3-Star Hotels***
- 3. Hospitality – Dining***
- 4. Retail***
- 5. Vocational Schools/ Continuing Education***

**E. Recommendations and Priority Strategies**

In order for Upland to attain its economic development goals, it is imperative that the City balance its efforts between developing existing business sectors, encouraging innovation and entrepreneurship, and creating an attractive place with a compelling narrative that will create sustainable innovation over the long-term. The following five recommendations are presented as consideration as the highest priorities for achieving a sustainable balance.

- Develop Along the 210 and the I-10 Corridors
- Improve Infrastructure
- Develop Historic Downtown
- Support Industry Growth and Expansion
- Elevate City Image Locally and Regionally

**1. DEVELOP ALONG THE 210 CALIFORNIA STATE HIGHWAY AND THE I-10 CORRIDORS**

Explore opportunities for expansion of Health Care related Businesses, Industry, Products, and Services, and Hospitality: 3-Star Hotel.

**a. Hospitality Opportunities – 3-Star Hotels**

The benefits of such a development endeavor are two-pronged; the City would have the opportunity to capitalize on the Transient Occupancy Tax (TOT) being generated, as well as develop vacant and/or underutilized sites located parallel to the 210 Freeway Corridor and I-10 Freeway. For the purpose of this report, 3-Star Hotels were the focus of the analysis since the average 3-Star Hotel provides accommodations for 80-150 beds and the amenities are such that opportunity sites currently available in Upland can accommodate the footprint of a 3-Star Hotel. This is not to say that a boutique 4-5 Star Hotel could not be accommodated, but the likelihood of the City being competitive in the top three drivers of site selection; location, demographics, and lot size is unlikely.

**b. Establish a Health Care Corridor of related Businesses, Industry, Products, and Services.** The City of Upland is home to the largest non-government employer, San Antonio Regional Hospital, whose services are enhanced by their newly established partnership with the City of Hope Cancer Center. The City recognizes the potential and benefit for introducing extensive Health Care related Services

along a primary Corridor such as the 210 Freeway and I-10 Freeway (“Freeways”). The City has identified several prime locations for such an undertaking along both Freeway Corridors, as well as other nearby locations.

## 2. **IMPROVE INFRASTRUCTURE**

The investment in physical infrastructure is a core function of government. Infrastructure and capital assets allow for fostering the City’s long-term economic growth.

- a. Development of vertical parking structures in key locations that will open and increase access to identified areas of business, commerce, residential, entertainment, and mass transit.
- b. Development of a public park as the gateway to the City – the City is looking at a number of sites throughout Historic Downtown that will complement existing pedestrian/bicycle friendly infrastructure and will also enhance and support Historic Downtown’s commercial core.

## 3. **DEVELOP HISTORIC DOWNTOWN**

Undertake one or more catalytic projects that transform the commercial corridor and adjacent packing houses to create opportunities for new residential and commercial development, retail retention and expansion, and economic prosperity and opportunities.

- a. Promote a mixed-use environment consisting of 400-600 residential units.
- b. Development of a point of destination such as a collection of similar business establishments which will generate activity in the area.

## 4. **SUPPORT INDUSTRY GROWTH AND EXPANSION**

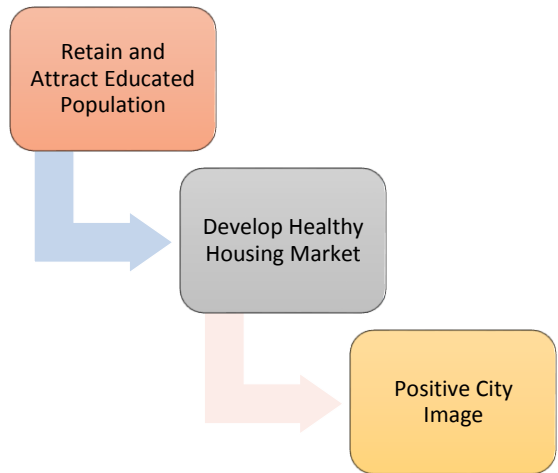
Experts have consistently estimated that “over 75% of all new jobs will come from the expansion of existing firms.”

- a. Capitalize on the largest existing business presence in the City.
  - i. Development of a health care related industry corridor
  - ii. Science Incubator
- b. Initiate a focus on an existing industry and develop a campaign to attract such entities.
  - i. Education corridor
  - ii. Partnerships / vocational institutions and continuing education
- c. Develop additional entertainment and activity.
  - i. Research feasibility of a sports park
- d. Emphasis on entrepreneurship and small business development.  
Support new business formation and innovation through increased access to capital, improved technology transfer, enhanced small business networks, and

education and training programs aimed at entrepreneurs and small-business owners.

5. **ELEVATE CITY IMAGE LOCALLY AND REGIONALLY**

To raise its image, the City must take a more active role in defining itself internally and to the region, identifying its attributes and isolating those assets unique to the City of Upland. Taking such an approach involves not only developing and promoting a powerful positive narrative of the City’s identity to lure investors, but it also requires strategically crafting a Brand/Image representative of the City’s priorities and values. The City and its partners can no longer rely solely on regional organizations to market their community nor the utilization of traditional outreach, marketing, and standard social media advertisement. Rather, in today’s competitive market, cities must first undertake the process of identifying and prioritizing their Brand/Image. By identifying and isolating the City of Upland’s positive and unique Brand/Image, one is allowed to select which audience is best for the City.



In order for Upland to attain its economic development goals, it is imperative that the City balance its efforts between developing existing business sectors, encouraging innovation and entrepreneurship, and creating an attractive place with a compelling narrative that will cause innovation to thrive over the long-term. The five strategies and recommendations provided in the Five Year Economic Development Action Plan are presented as consideration as the highest priorities for achieving this balance.

### **3. FIVE-YEAR ECONOMIC DEVELOPMENT ACTION PLAN**

The Economic Development Approach and Tools must be consistent with the Economic Development Goals of Upland’s community for success and sustainability. The City has a history of refining its community development and economic development plans consummate with the natural progression and development of the City. The City’s longevity (it is well over a 100 years old) demonstrates the community’s resilience, ability to adapt and change with the times, and commitment to maintain a healthy fiscal profile without compromising the community’s quality of life.

However, the City Council, City Staff, residents, and businesses of Upland recognize that in order for continued long term longevity and a thriving quality of life over the next decade, a periodic re-assessment of existing policies and economic development strategies must occur. The City and leadership will be required to develop and implement a thoughtful economic strategic plan that provides ongoing sustainability to the City, while preserving that which makes this Historic City unique.

A sustainable community and economic development approach requires that individual components of City and operations be addressed collaboratively. Sustainable economic development and the tools applied require a holistic approach in viewing the varied requirements, services and demands of the community. Sustainability is ultimately achieved through the collaboration of community and economic development.

The goals voiced through the community meetings with businesses and residents, City Staff and City Council included:

- Enhance the community and sense of place,
- Connect the community through enhanced mobility,
- Improve ecological health in the built community-creating healthy communities,
- Strengthen and support local employment opportunities,
- Improve governmental regulations,
- Improve social equity,
- Improve the community’s physical infrastructure, and
- Promote and develop sustainable economic development.

These community goals address the issue of developing and maintaining a strong and flexible local economy in support of a sustainable economic development strategy.

#### **A. Approach**

Successful and sustainable economic development allows for utilizing tools that enhance community identification, access to services, community health, jobs, and accelerate governmental processes. Providing for social equity and encouraging development will all lead to increased services, produce public revenue, and provide community enthusiasm. The following recommendations address the goals identified by the community’s input and are representative of our suggested approach to implement a successful program. The overriding desire of the community as a whole was to “Strengthen and support local employment opportunities”; “Address social equity”, and “Promote and develop sustainable economic developments”.

1. Enhancing the City and sense of place.
  - A. Create placemaking by enhancing activities of regional draw.
  - B. Create greater diversity in retail, food, and entertainment.
  - C. Promote cultural vibrancy with public art and events.
2. Connect the City through enhanced mobility.
  - A. Improve street and sidewalk infrastructure.
  - B. Enhance transit systems serving neighborhoods.
  - C. Develop parking strategy, especially in downtown.
3. Improve ecological health in the community through on-going efforts.
  - A. Minimize hazardous and toxic waste contamination.
  - B. Improve water quality and run-off.
  - C. Build a network of green streets.
  - D. Encourage green and sustainable practices across all industries.
4. Strengthen and support local employment opportunities.
  - A. Expand the capacity of industrial areas.
  - B. Attract businesses that employ local residents.
  - C. Expand educational opportunities and training programs.
  - D. Identify hospitality industry opportunities that promote local hiring.
5. Improve governmental regulations.
  - A. Improve the efficiency and predictability of the permitting process.
  - B. Increase regional collaboration on projects influencing multiple jurisdictions.
  - C. Provide additional funding for positions promoting sustainability and Economic Development.
6. Address social equity.
  - A. Preserve and expand affordable housing.
  - B. Support small businesses and workforce development.
  - C. Support programs for universal Broadband and internet access.
7. Improve the community physical infrastructure.
  - A. Programs for street work.
  - B. Programs for sidewalks.
  - C. Programs for medians.
8. Promote and develop sustainable economic developments.
  - A. Leverage and finance opportunities.
  - B. Develop public infrastructure.
  - C. Maximize development of underutilized properties.

## **B. Market Analytics**

In addition to consumer-related data collected from the Resident Surveys and Workshop input, additional resources were used to develop the recommended Approach, by applying Market Analytics, inclusive of:

- Real Estate Best Practices
- Retail Studies
- State and Federal Consumer Data
- 40 years of Professional Real Estate and Retail Experience.

### **Market Profile**

Developing a market profile for the City of Upland required the analyses of information from government agencies and professional real estate and retail resources, such as: American Community Survey, Census Data, SCAG, California Department of Education, Esri-GIS Demographics, CoStar, and International Council of Shopping Centers (ICSC) studies. The Resident Survey asked Respondents about their shopping habits, including; frequency, preferences of products and services sought in the City, and reasons for shopping outside the City. In addition to the consumer-related data collected from the Resident Surveys and Workshop input, additional resources were used to develop the Market Analytics, Market Profile, Industry Clusters, and Trade Area Maps. Resources included real estate best practices, retail studies, state and federal consumer data, and 40 years of professional real estate and retail experience.

***Approximately 37% of Survey Respondents indicated that they do 50% or more of their shopping in the City and, when available locally, they purchase or use the following products and services:***

- *Banking*
- *Dental/Medical*
- *Clothing*
- *Shoes*
- *Auto parts*
- *Accessories*
- *Pharmaceuticals.*

Respondents also indicated they were less likely to purchase the following services and products if available locally, which could be attributed to the limited number and types of service options, lack of an industry niche in the City, and a retail/service void.

***The following products and services were unlikely to be purchased locally:***

- *Furniture and appliances*
- *Insurance*
- *Computers and electronics*
- *Investment services*
- *Legal services*
- *Travel services.*

The top two reasons for shopping outside the City were “Selection” and “Close to Other Shopping”. The selected answers accounted for 73.8% of the responses. Other popular responses for shopping outside of the City were “Price” and “Product Quality”.

***There is a high probability that consumer leakage may also be exacerbated by the close proximity of competing regional outlets, lifestyle centers, and big-box wholesalers in neighboring cities, which only magnifies the lack of diversity and limitations of the following:***

- *Retail/ department store quality,*
- *Caliber of product,*
- *Meeting consumer needs/ selection options, and*
- *Limited time to shop at a second location.*

### **Merchant Void Analysis & Leakage Summary**

To further understand the existing Merchant Void and Consumer Leakage, Respondents were asked three key questions focusing on why purchases were made outside of the City, with each subsequent question focusing on the specifics of the purchase and business/vendor. The questions presented in the survey were meant to work in tandem and complement the product types, specific service categories, and the specific names of businesses the Respondents would like to see in their City.

Survey responses, as a whole, were compared to data collected from ICSC-Retail Trends, Forecasting, and Studies; Consumer and Census data, as well as independent market research involving CoStar and Esri. When compared, data collected from Survey Respondents aligned with information gathered from outside sources: real estate and retail industry data and research, Esri-GIS Demographics, and government/census data, adding validity to the Survey.

**Resident Respondents were asked to list those products or services which they purchase or seek to purchase outside of the City. Responses were as follows:**

- *Warehouse/Outlet Shopping: Victoria Gardens, Ontario Mills*
- *Cafes/Patio Dining/Fine dining/Family Sit-Down and Entertainment*
- *Grocery/Specialty-mainstream similar to Trader Joe’s*
- *Clothing/Shoes/Department Stores: diverse products, price points, and product caliber*
- *Furniture/ HomeGoods /Appliances/Electronics: Best Buy*
- *Movie Theater/Entertainment.*

**Resident Respondents were asked to list specific products or services they would like to see brought into the City which are not currently available. Responses were as follows:**

- *Warehouse/Bulk Purchases: Costco, Sam’s Club /Family Sit-Down and Entertainment*
- *Groceries/ Specialty-mainstream similar to Trader Joe’s*
- *Kid Stores/Department Stores/Boutiques/Quality Chains: Old Navy*
- *Furniture/HomeGoods /Appliances/Electronics: Best Buy*
- *Movie Theater/Entertainment.*

## Target Industry Clusters

In an effort to provide an accurate picture of the current commercial market, an assessment of survey data inclusive of existing commercial void analysis and leakage summary responses was used in developing the following Market Analytics. Furthermore, survey data was also taken into consideration in identifying and prioritizing Target Industry Clusters (“Target Industry”, “Industry Cluster”, or “Cluster”). To be considered a Target Industry, the cluster must be an essential economic engine that drives the current economy or an industry group with the potential to produce future growth. Viable Clusters provide the means for leveraging existing or future opportunities for business retention, expansion, and attraction. When possible, the growth and expansion of a business cluster is from within the City.

The proposed Action Plan initially takes a high level approach in assessing the six viable Industry Clusters and recommendations. Each of the six Target Clusters are important to the City for a variety of reasons. Some are representative of a large and vibrant business sector currently in the City and others are considered to be a catalyst of potential future growth. It is important to note that each Cluster is weighted differently in terms of salary and career potential but nonetheless, is an important contributor to the City’s overall economic growth and resilience in support of a thriving fiscal profile. In assessing the relevance of the identified Target Industries, the City’s 2015 General Plan was referenced to confirm that our recommendations align with the goals, policies, and actions of the General Plan, which has been confirmed.

Maintaining a healthy stream of fiscal revenue and reserves (e.g. sales tax and Transient Occupancy Tax (TOT) minimizes business leakage and attracts a new buyers’ base) allows the City to provide residents, businesses, and visitors with the amenities required for a diverse product and business mix, and business retention, expansion and attraction efforts. Establishing a sustainable economic profile provides for a vibrant quality of life with a resilience for recovery during down times. As such, it is important to note that three of the recommended Industry Clusters are void of generating tax revenue and directly contributing to the General Fund. Nonetheless, the three Industry Clusters serve as a catalyst for feeding the local economy in support of businesses, restaurants, the housing market, and the City’s image as a place to live and do business. **Table 1**, on the following page, outlines the six Target Industries, recommendations and challenges.

**TABLE 1**

INDUSTRY CLUSTER	BASIS FOR INCLUDING AS A PRIORITY/TARGET	RECOMMENDED STRATEGIC FOCUS	ISSUES
HEALTH SERVICES	<p>Largest existing Cluster</p> <p>Largest single Employer in the City</p> <p>High Wage</p> <p>High Growth</p> <p>Significant contributor to residential quality of life</p>	<p>Expansion of existing Businesses</p> <p>Attraction of new Businesses and Support Industries</p> <p>Workforce Development</p> <p>Groom Science Incubator Opportunities</p> <p>Higher Education Investment Opportunities</p>	<p>Industry has huge presence in City. Hospital serves much of the Inland Empire and is involved in Healthy Communities Institute (HCI) in support of Educational Initiatives</p> <p>Potential for expanding presence in community through Workforce Development and Quality of Life Accessibility</p>
GOVERNMENT EMPLOYMENT and SCHOOL DISTRICT	<p>Large existing Cluster</p> <p>Moderate Wages and Benefits</p> <p>Stable Employment Anchor across a number of skill sets</p> <p>Strong Anchor and Supporter of Commercial Districts</p>	<p>Workforce Development</p> <p>Student Mentoring Summer Internships</p> <p>Retention of existing Employment base helps support local businesses</p>	<p>Vulnerable to cutbacks or part-time work due to stressed General Fund or School District Budget</p> <p>One of the few employment Clusters with employee benefits</p>
REAL ESTATE, CONSTRUCTION, DEVELOPMENT	<p>High wage - good mix of job types</p> <p>Grows in proportion to overall economic growth</p>	<p>Workforce Development</p> <p>Retention and Expansion of businesses</p>	<p>Industry tends to be vulnerable to market fluctuations</p>
RETAIL/RESTAURANT	<p>2nd largest Industry Cluster/ void in Diversity contributes to Leakage</p> <p>Sales Tax Revenue</p> <p>Community Amenity and Quality of Life</p> <p>Important to Historical Downtown Revitalization and Economic Sustainability</p>	<p>Focused Marketing</p> <p>Business Retention/Expansion</p> <p>Focused Business attraction to strengthen existing retail centers and Destination Development</p>	<p>Not high wage, but important from standpoint of Tax base and maintaining a high amenities for community</p> <p>Limited opportunity sites, location and lot size not always conducive for name brand anchors - lack of proper visibility could account for businesses leaving City</p>

**TABLE 1 Continued**

INDUSTRY CLUSTER	BASIS FOR INCLUDING AS A PRIORITY/TARGET	RECOMMENDED STRATEGIC FOCUS	ISSUES
HOSPITALITY/CONFERENCE CENTERS	<p>Non-represented Industry Cluster - contributor to Leakage</p> <p>Sales Tax Revenue and TOT</p> <p>Amenity / Quality of Life contributor</p> <p>Important link to other Industries</p>	<p>Focused Marketing / Attraction of Hotel/Conference Center</p> <p>Amenity to other Industry Clusters</p>	<p>Lack of Hospitality and Conference Center - void of service amenity for regional hospital</p> <p>Not high wage, but important from standpoint of tax-base and maintaining high amenities for community</p>
EDUCATION LIAISON AND KNOWLEDGE CREATION	<p>Presence of major Health Care Institutions in City offers partnership opportunities/continuing education and certificate programs for ever changing skill-set demands</p> <p>Develop relationships with existing Universities, CA Community Colleges, Trade Schools in region and county - for continued workforce pipeline</p> <p>Develop high wage opportunities and good mix of employment by encouraging continuing education resources</p>	<p>Support expansion of existing Health Care relationships and leverage opportunity for business expansion and attraction</p> <p>Develop Marketing program to attract University investment and encourage entrepreneurial business attraction and incubator development</p> <p>Workforce Development / Continuing Education - relevant job skills training and workforce pipeline adult program</p>	<p>The City of Upland is currently "under-served" compared to other cities in the Inland Empire. Negligent amount of continuing education / certification in all relevant skill sets to maintain good paying positions</p> <p>Current focus of mentoring and higher education restricted to younger populations in high school and college/graduate school.</p> <p>Residents' skill set has high propensity to become obsolete, minimizing employment competitiveness and high salary compensation</p>

## **Trade Area Maps**

For the purposes of this report, reference to a Trade Area Map will provide both a technical and visual accounting of the presence, surplus, shortfall, or void of a particular Market or Industry. The Trade Area Map identifies the Commercial Markets as to where else in the immediate surrounding areas or cities that a consumer must travel to locate the respective service or product, as well as the distance traveled to reach the desired destination. The Trade Area Map will also serve as a useful visual tool, particularly when a specific Commercial Market or Industry is either over-saturated, under-represented, and/or lacks product mix and diversity. Each individual Trade Area Map speaks volumes, although they do have limitations. The Trade Area Map is a static metric and provides a snapshot of a Trade/Industry within a particular reporting period/time frame. What it does not provide is an explanation for the how or why of a current situation, nor does it provide alternatives for mitigation, or anticipate emergencies. A perfect example illustrating the limitations of a Trade Area Map and emergencies is the current COVID-19 pandemic. The Trade Area Maps will simply show the fluctuation of existing Commercial Markets from one reporting period/time frame to the next, without qualifying the reasons for the fluctuations in consumer demand for business, products, and services.

The Trades and Industries selected are for those Commercial Markets that were identified as being limited in diversity, price point and quality, or totally void within the City. In some instances, the Commercial Markets are over-saturated within a specific product type such as fast food, but totally under-represented in other areas such as fine dining. In other instances, an open and underleveraged Commercial Market may be identified, such as the lack of a 3-Star Hotel along the 210 Freeway Corridor and/or Interstate 10 (“I-10”) Freeway.

Five viable Trade Areas were selected for this Economic Development Study and Roadmap. The Trade Areas were selected based on Resident and Business Survey findings, input from Workshops, Esri Leakage/Surplus data, feedback from City Staff, and independent market research and data collected.

### ***The five Trade Area Maps cover the following Trades and Industries:***

- 1. Health Care Support Industries and Business Development***
- 2. Hospitality Opportunities – 3-Star Hotels***
- 3. Hospitality – Dining***
- 4. Retail***
- 5. Vocational Schools/ Continuing Education.***

## **Health Care Support Industries and Business Development**

The City of Upland is home to one of three regional hospitals in San Bernardino County. The San Antonio Regional Hospital is a 363 bed medical facility with approximately 2,400 staff members. The Health Care Industry is well rooted in the City of Upland and has been further fortified with the new City of Hope relationship; further expanding patient cancer care and research in the Inland Empire. Health care careers are conducive to securing quality jobs with growth potential and offer employment at a range of skill levels. Furthermore, the commercial market for health care-related products, services and related support Industries and Businesses is lucrative. The other two regional hospitals in San Bernardino County are 20 miles from Upland and located in the cities of Colton and San Bernardino.

### **Hospitality Opportunities – 3-Star Hotels**

The City's residents, Council, and staff all concur that a need exists for an upgraded hospitality experience within the City. Currently the City has two motels within its limits; one along the I-10 Freeway and the other near to the San Antonio Regional Hospital. Neither of those motels are regarded as top tier 3-Star hospitality establishments. The noted leakage provides the opportunity for introducing a top tier Hospitality establishment to the City. The benefits of such a development endeavor are two-pronged; the City would have the opportunity to capitalize on the TOT (Transient Occupancy Tax) being generated, as well as develop vacant and/or underutilized sites located parallel to the 210 Freeway Corridor and I-10 Freeway. For the purpose of this report, 3-Star Hotels were the focus of the analysis since the average 3-Star Hotel provides accommodations for 80–150 beds and the amenities are such that opportunity sites currently available in Upland can accommodate the footprint of a 3-Star Hotel.

Tierra West acknowledges that COVID-19 has taken a financial toll on the Hospitality-Hotel Market, which may cause a longer recovery time frame for investment in this industry. In May 2020, Kosmont Companies completed a "Hotel Market Demand Analysis Summary" for the City of Upland, which projected a hotel in Upland within 3 to 5 years. As a result of COVID-19, the Summary's findings weren't definitive, but they were conservative and cautionary due to limited financing availability. At this time recovery for the Hospitality-Hotel Market is unknown, as it may take several years for the Hotel Industry to recapture occupancy and its financial resilience. The City has been contemplating introducing a top tier Hotel establishment for quite some time and considers such a development as a long term investment for the City, Community, and Developer. The timing for finalizing such a transaction (marketing, vetting, financing, and due diligence) may run parallel to the recovery of the Hotel Industry and can be seen as an opportunity to initiate a conversation with Developers.

### **Hospitality – Dining**

The City has a full complement of national and regional fast food franchises as well as independent fast food and small diner establishments. Responses to the questionnaire indicate a leakage of dollars to other cities due to the lack of fine dining, contemporary interactive family dining experiences, and food venues with entertainment in Upland. City Council and staff are also in agreement with this conclusion. Research into this issue revealed that in fact, fine dining is available in only a few of locations within the City. Over 75% of the Respondents indicated that they travel outside the City to enjoy larger national chains for a fine dining/white table cloth experience.

While the criteria selection for an upscale national chain may require a much larger anchor site, such as a regional mall or a trendy and fashionable location, there are other viable alternatives. In fact, research shows that there are a number of high caliber and successful independent restaurateurs and millennial entrepreneurs operating in the Inland Empire. The attraction for this contemporary group of investors and professionals is based on the strong demographics of the City, competitive landscape in search of dining innovation, and the uniqueness and draw of Historic Downtown Upland. The raw and unspoiled beauty of the packing houses and expansive lots running parallel to Metrolink, the City's future TOD HUB, as well as its close proximity to thriving Los Angeles County and San Bernardino County cities also contribute to the attraction.

Survey Respondents and Workshop participants also indicated the need for a family venue that would satisfy all family appetites; providing good food, entertainment, and an overall 'positive

experience' for adults and children. Such a venue is being referred to as "Eatertainment-a fusion of noteworthy food, service and recreation all in one place".<sup>1</sup> The concept of Eatertainment has slowly been evolving and began taking traction since the introduction of "Dave and Busters" in the mid-1980s and more recently "Punch Bowl Social", raising the bar on fun and food, in that it was no longer just for the kids.<sup>2</sup> Other such concepts, of lesser magnitude include the revival of vintage bowling alleys that have a solid menu; serving very good food along with artisanal cocktails.

For that matter, Micro-Breweries and Sports Bars are serving more than just beer; it is all about the experience. Many of today's modern concepts have taken on a new role similar to that of wineries; providing tours, offering rotating tastings, featuring food from local eateries/Pop-ups, and live music from local talent. Regardless of the venue, more guests are looking for added value and an eating experience; creating a local destination for residents and visitors to enjoy.

### **Retail Centers**

The City has a clear understanding of the challenges it faces when it comes to attracting a National Retailer/Developer who is looking for 500,000–800,000+ square feet of contiguous shovel ready land ("Developable Land"). Meeting this profile and description of Developable Land is what many National Retailers/Developers require when selecting a location in any given city. The City's ability to provide Upland's consumer base the desired mainstream specialty stores that also have a diverse product and service base, in most cases is exclusive to having available Developable Land. Another challenge the City faces is finding a Retailer who is both the right fit and fills a retail void, and who isn't also operating in a nearby city. Finally, there's the density challenge; whether the commercial District with the highest potential for retail growth and prosperity also have the needed population density to support an independent and recognized retailer.

Being that the City recognizes the key infrastructure limitations and reasons for the existing Retail Leakage brings our recommendations full circle. It is imperative for the City to make implementing a strategic Road Map for business retention and expansion a priority. Of equal importance and urgency is for the City to simultaneously look at catalytic high density housing projects that will increase the existing population in support of attracting new and exciting businesses. For maximum success, the City will be tasked with identifying those specific Districts in Historic Downtown Upland that are recognized by development investors as being the "heart of the City" and also represent the essence of the City's past history.

### **Vocational Schools - Continuing Education**

In keeping with the City's General Plan-Economic Sustainability Element, "the City envisions a sustainable local economy, which provides an array of quality job and business opportunities for residents, entrepreneurs and investors across multiple local and regional-serving industries." Facilitating the retention, growth, and attraction of existing and new businesses is the overarching goal of the Economic Development Road Map.<sup>3</sup> To achieve and sustain this goal, it is crucial in today's workforce environment where science, technology and the labor industry are constantly changing, to keep employees' aptitude and skills aligned with workforce demands.

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<sup>1</sup> US Foods, Now That's "Eatertainment"! When diners want more than each other's company: Megan Rose

<sup>2</sup> EMERGING, 8 Growing Food and Beverage Concepts to Watch, Haywood Wright, January 15, 2019

<sup>3</sup> City of Upland General Plan, Economic Sustainability Element, pages ES-1

On-going training, continuing education, and vocational guidance that complement the City's Target Industries is essential for the continued enrichment of the community and business climate. Currently, there are a limited number of established Vocational Schools/Continuing Education in the City of Upland; current schools offer a restricted curriculum. Among the Target Industries identified, "Health Care Support Industries and Business Development" are high on the priority list. Health care careers are conducive to securing quality jobs with growth potential and offer employment and business opportunities at a range of skill levels. The City of Upland finds itself in a unique position where they are home to the San Antonio Regional Hospital; a 363 bed medical facility with approximately 2,400 staff members, as well as the recently formed partnership with the City of Hope Cancer Center.

Another viable option to consider in support of quality and affordable continuing education would be to collaborate with the Chaffey Community College District. In an effort to sustain and further advance the technical skills of Upland's workforce, residents and employee base, the City may want to consider exploring the potential of Chaffey Community College District opening a satellite campus in Upland. The Chaffey Community Colleges offer a complete portfolio of certificate programs, vocational and professional certifications, and Associate of Arts degrees in business, medical, IT, culinary arts, and hospitality. Currently there are a couple of Opportunity Sites that run parallel to the 210 Freeway Corridor and I-10 Freeway. Another location for development consideration is the City's Opportunity Zone, which offers tax benefits to investors in a designated census tract.

### **Trade Area Maps-Content and Data Metrics**

The Trade Area Maps were developed in a manner to present pertinent and relevant data of the five identified Industries and Commercial Markets consisting of the following categories:

- Health Care Support Industries and Business Development: Hospital Locations
- Hospitality Opportunities- 3-Star Hotel: Locations
- Hospitality-Dining: Restaurant Locations
- Retail Centers: Multi-Tenant Retail Locations
- Vocational Schools-Continuing Education: Locations.

An eight-mile radius ring map ("Study Area Map") was strategically developed to cover the City of Upland in its entirety, as well as neighboring cities identified in the Void Analysis as key competitive Commercial Markets. The Study Area Map is measured from the center of Upland and consists of six concentric circles, stretching eight miles out. The rings are spaced at varying intervals, covering miles 1, 2, 3, 5, 7, and 8. The following four cities and related commercial markets are considered as major contributors to Upland's business and service leakage, which include:

- Claremont
- Montclair
- Ontario
- Rancho Cucamonga.

A total of six Trade Area Maps were developed. The initial map, or Master Trade Area Map provides a visual overview of all five Industries and Commercial Markets within Upland and those found in the four surrounding cities. In developing and preparing the Master Trade Area Map, it quickly became apparent that when initially viewing the Map it will appear to be overly

busy and congested with overlapping symbols and icons. Considering that Trade Area Maps are meant to provide the reader with both a technical and visual accounting of the presence, surplus, shortfall, or void of a particular Market or Industry, the Master Trade Area Map accomplishes providing the visual component with a single snapshot of over-saturated markets.

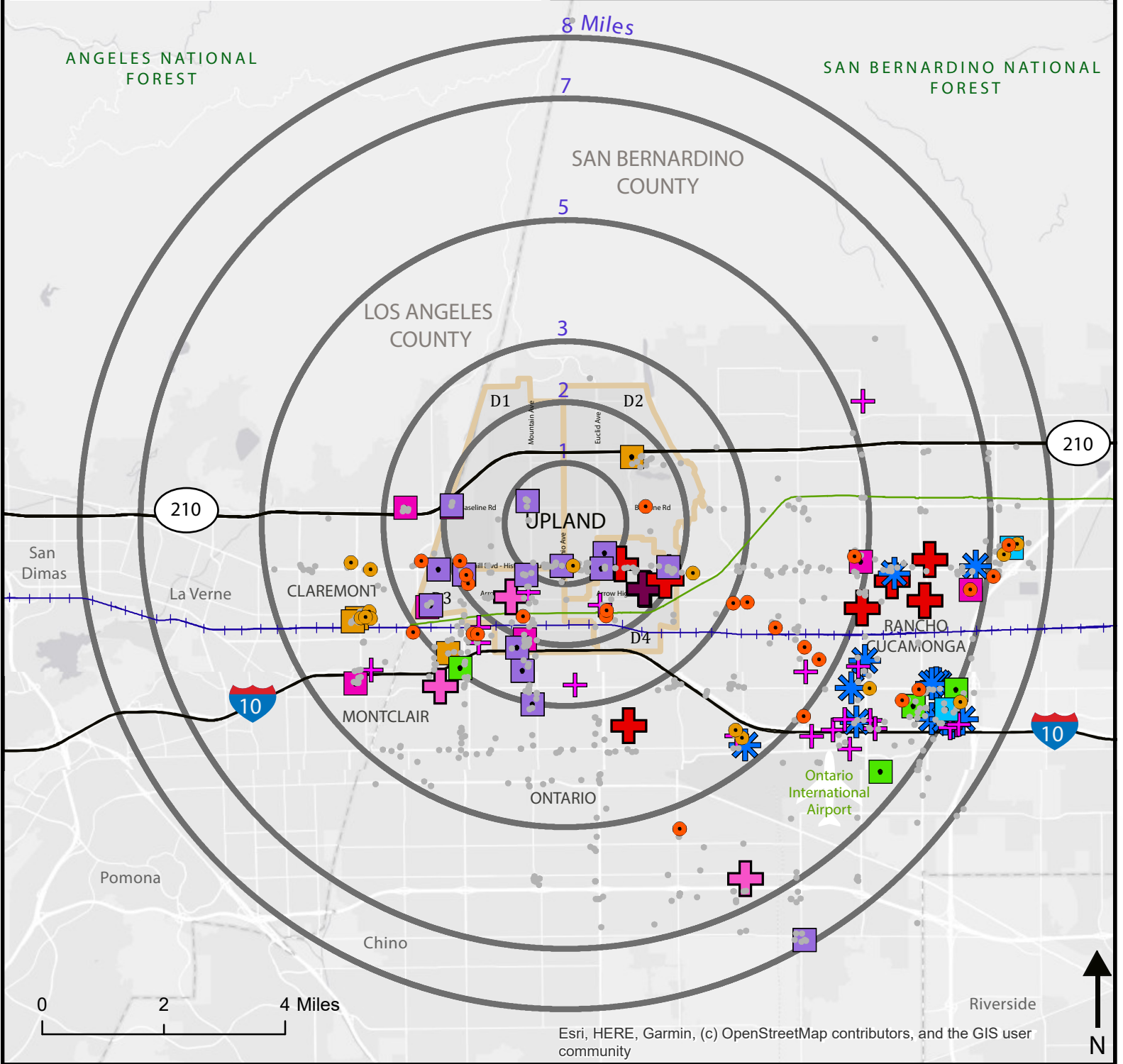
The balance of the five Trade Area Maps highlight each individual Industry and Commercial Market and are presented in a clear and visually easy to follow format. Following each of the Trade Area Maps is a brief analysis of the competitive Commercial Markets as compared to Upland's and a visual metric of the study's findings. The data collected from the Trade Area Maps will be used to assess the potential for successfully introducing new Industries and Services in the City of Upland and of equal importance, developing a strategic approach and Road Map for business retention, expansion, and attraction.

Hospital facilities that land within two miles immediately serve Upland. Inside the two-mile-ring has 100% of the regional hospitals, 33% of the community/medical centers, and 29% of the outpatient hospitals. The remaining amount of community/medical centers and outpatient hospitals are distributed within 5-7 miles from Upland's epicenter.

# Master Trade Area Map

- Strip Mall (+/- 30,000 Sq. Ft.)
- Outlets (+/- 50,000 - 400,000 Sq. Ft.)
- Town Center (+/- 70,000 - 160,000 Sq. Ft.)
- Wholesale (+/- 150,000 - 200,000 Sq. Ft.)
- Regional Mall (+/- 400,000 - 800,000 Sq. Ft.)
- Contemporary Casual / Fine Dining
- Food and Entertainment / Breweries / Sports Bars
- Fast Food / Fast Casual / Casual Dining

- + Vocational Schools
- ✳ 3 Star Hotel
- + Outpatient Hospital (0-99 Beds)
- + Community Hospital / Medical Center (100-150 Beds)
- + Regional Hospital / Open 24h hours (251+ Beds)
- Freeways
- Pacific Electric Trail
- Metrolink San Bernardino Line
- Upland Voting Districts










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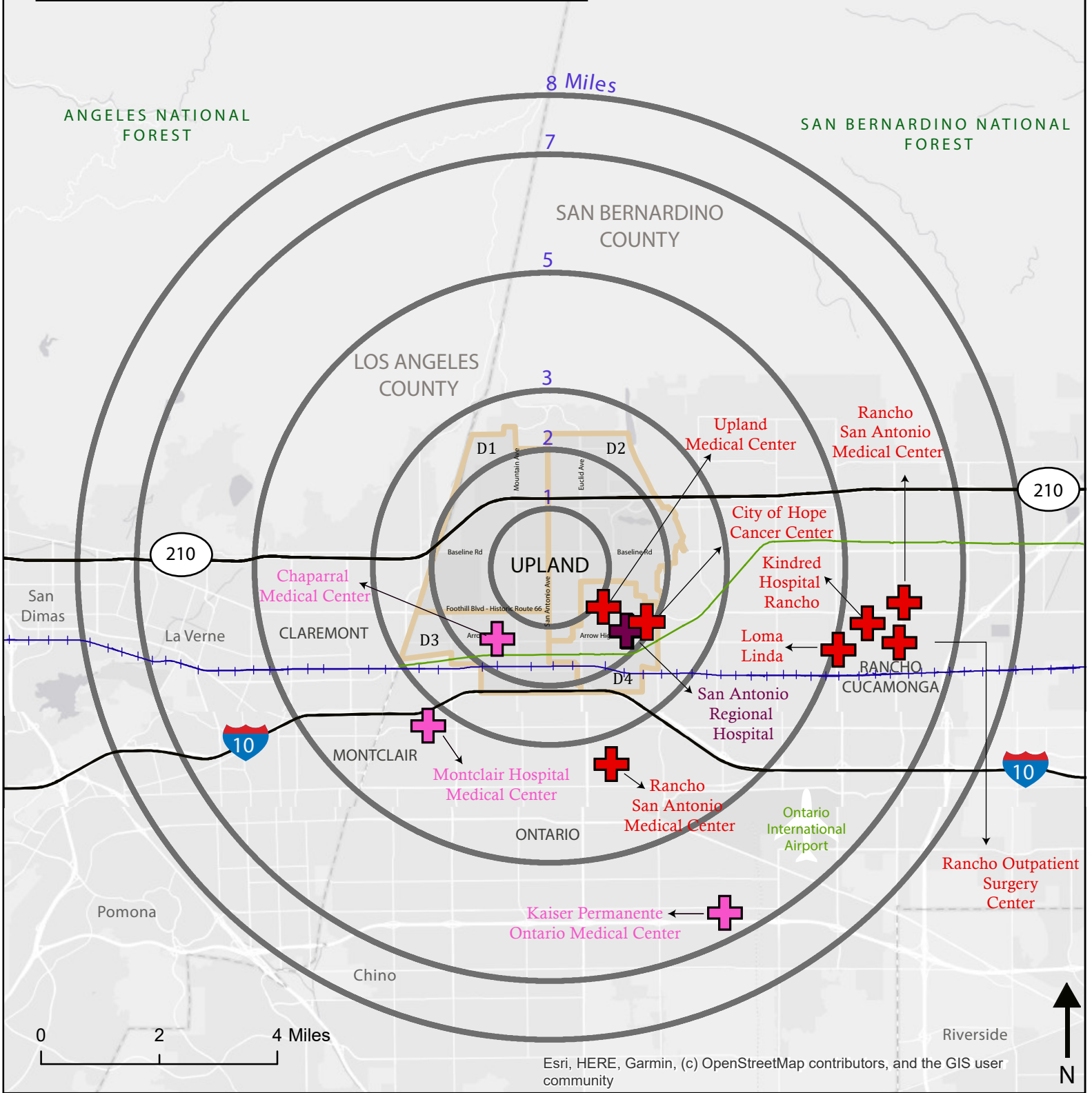
Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community



# Hospital Locations

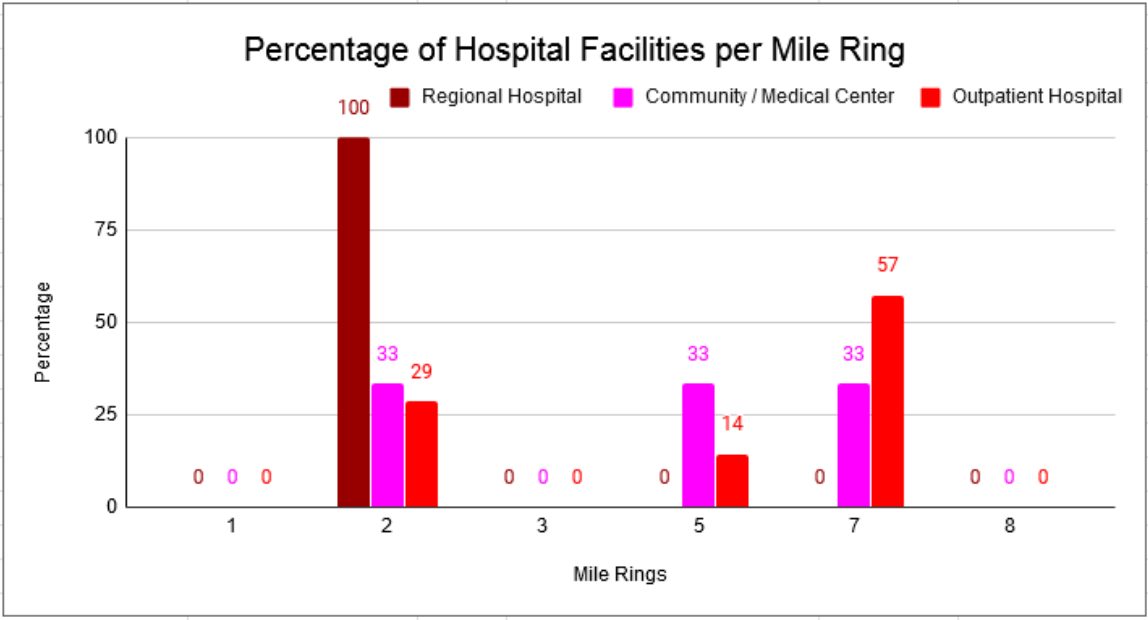
-  Outpatient Hospital (0-99 Beds)
-  Community Hospital / Medical Center (100-150 Beds)
-  Regional Hospital / Open 24h hours (251+ Beds)

-  Freeways
-  Pacific Electric Trail
-  Metrolink San Bernardino Line
-  Upland Voting Districts



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community

Hospital facilities that land within two miles immediately serve Upland. Inside the two-mile-ring has 100% of the regional hospitals, 33% of the community/medical centers, and 29% of the outpatient hospitals. The remaining amount of community/medical centers and outpatient hospitals are distributed within 5–7 miles from Upland's epicenter.



# 3-Star Hotel Locations



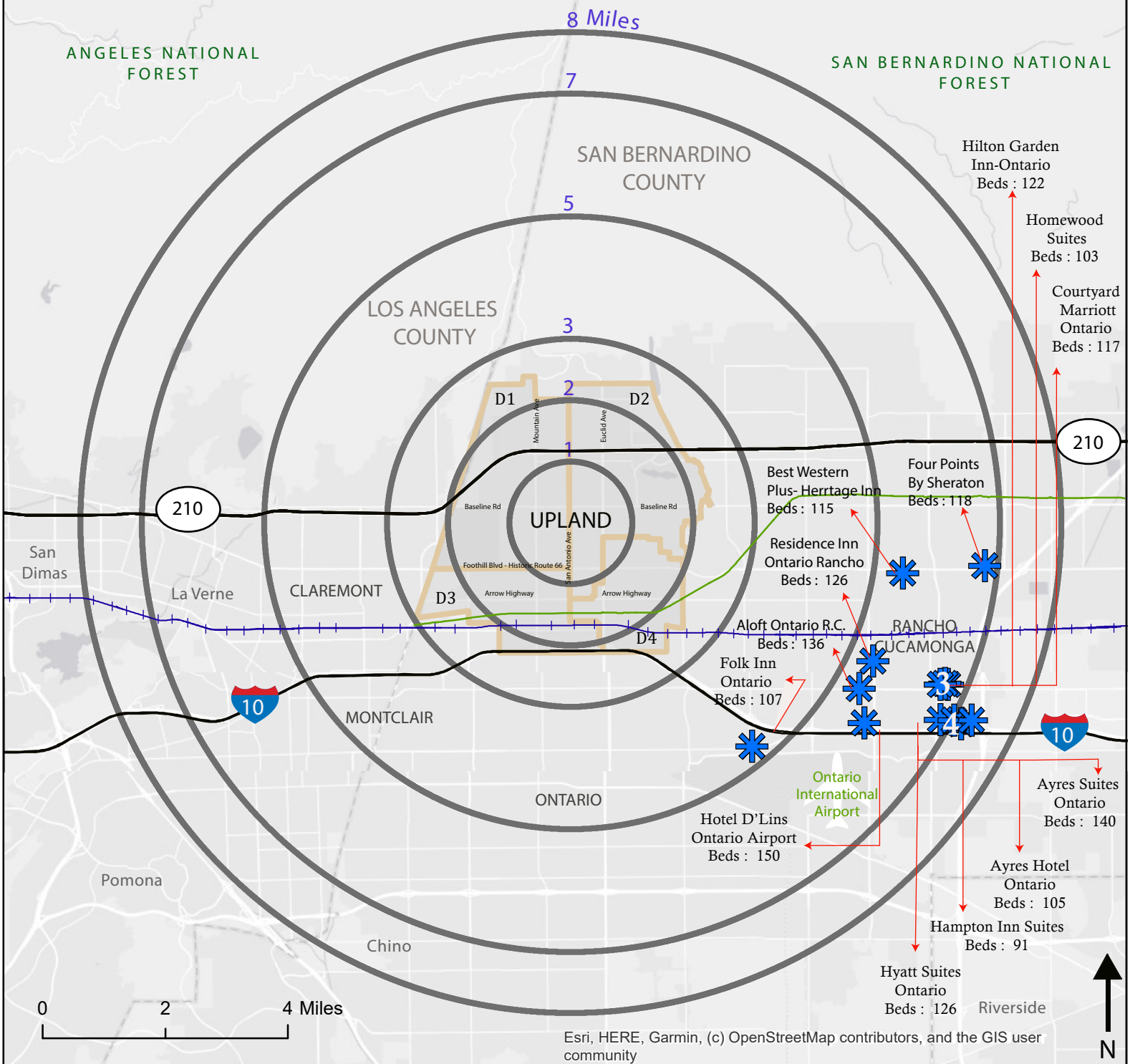
3 Star Hotel with 80-150 Beds

Freeways

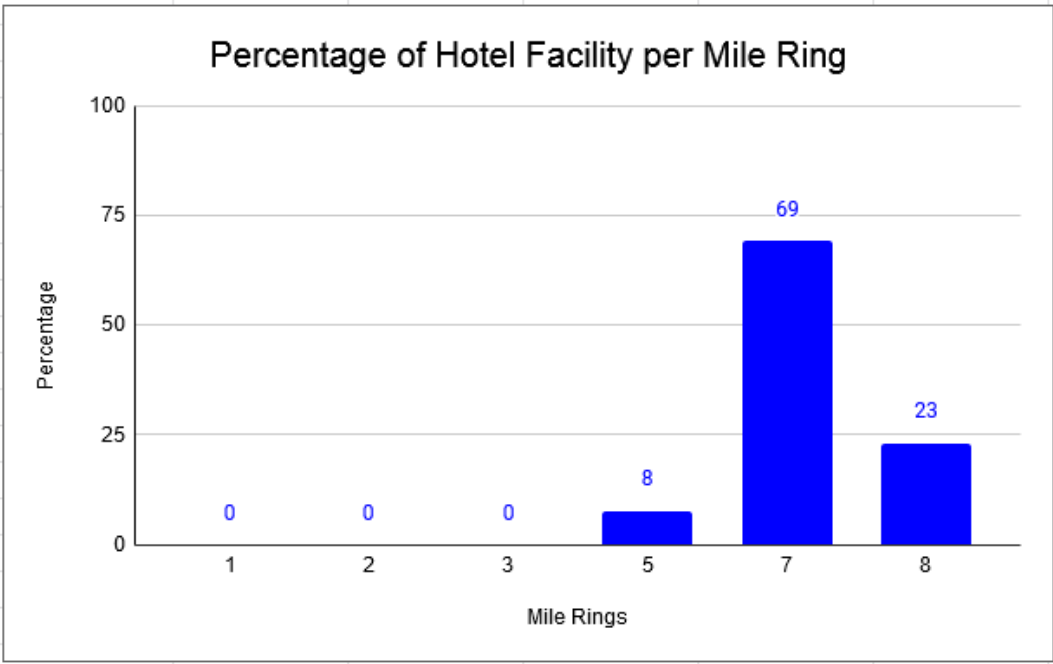
Pacific Electric Trail

Metrolink San Bernardino Line

Upland Voting Districts



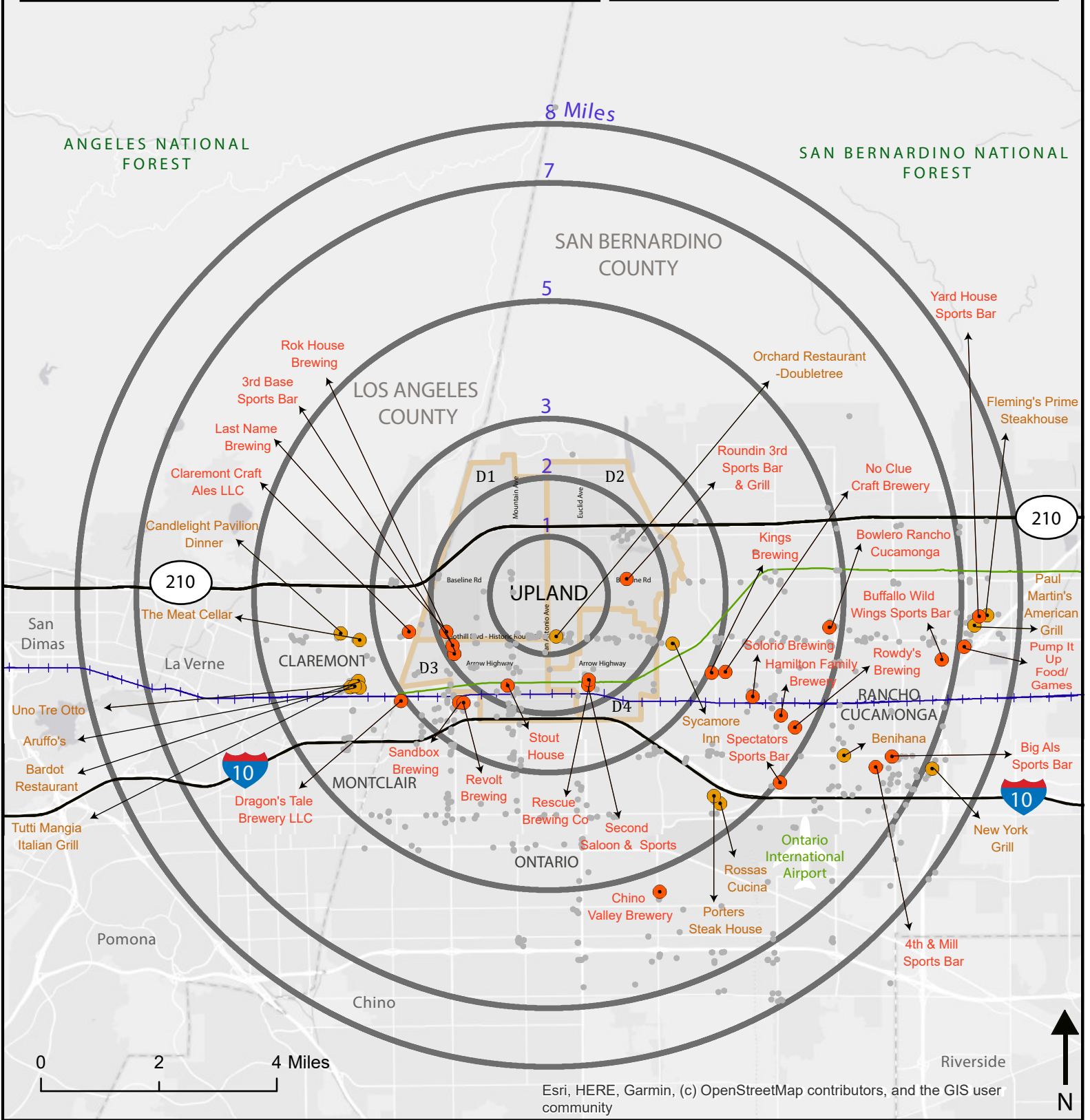
Hotels with a rating of 3 stars are not present until 5 miles out from Upland's epicenter. The majority (69%) of the hotel ownership is located at least 7 miles away from Upland.



# Restaurant Locations

- Contemporary Casual / Fine Dining
- Food and Entertainment / Breweries / Sports Bars
- Fast Food / Fast Casual / Casual Dining

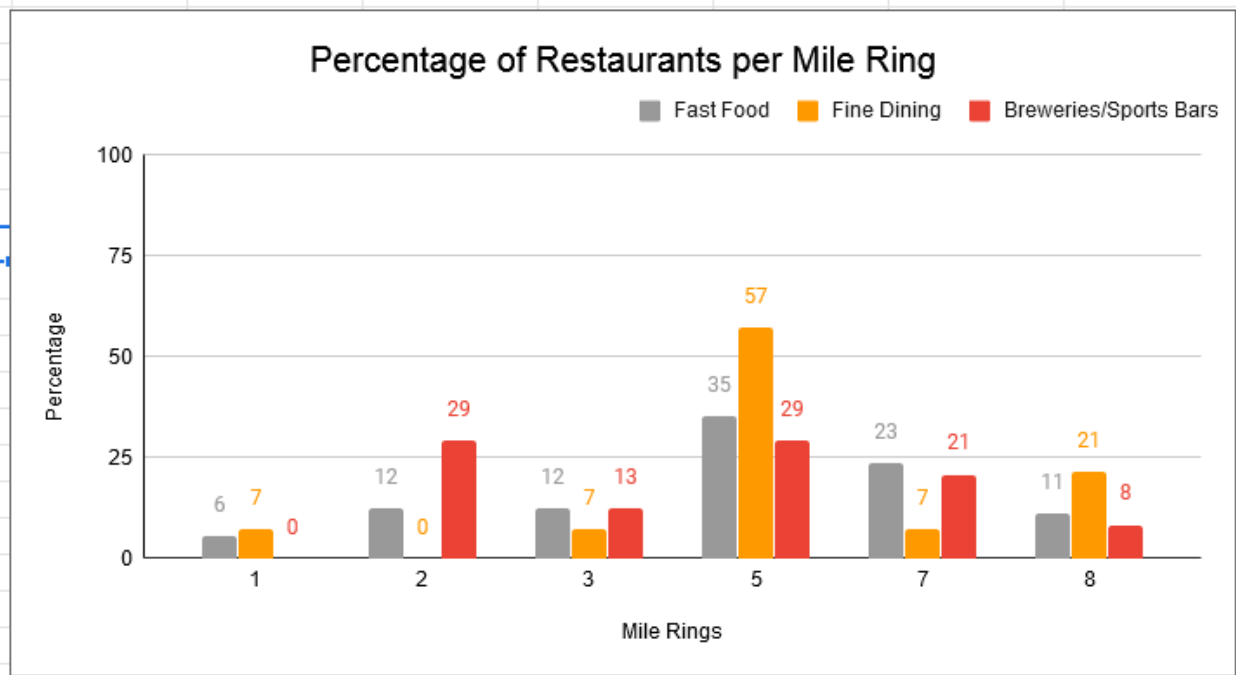
- Freeways
- Pacific Electric Trail
- Metrolink San Bernardino Line
- Upland Voting Districts



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community

The highest concentration of contemporary/fine dining (57%), fast food restaurants (35%), and breweries/ sports bars (29%) within 5 miles from Upland's epicenter.

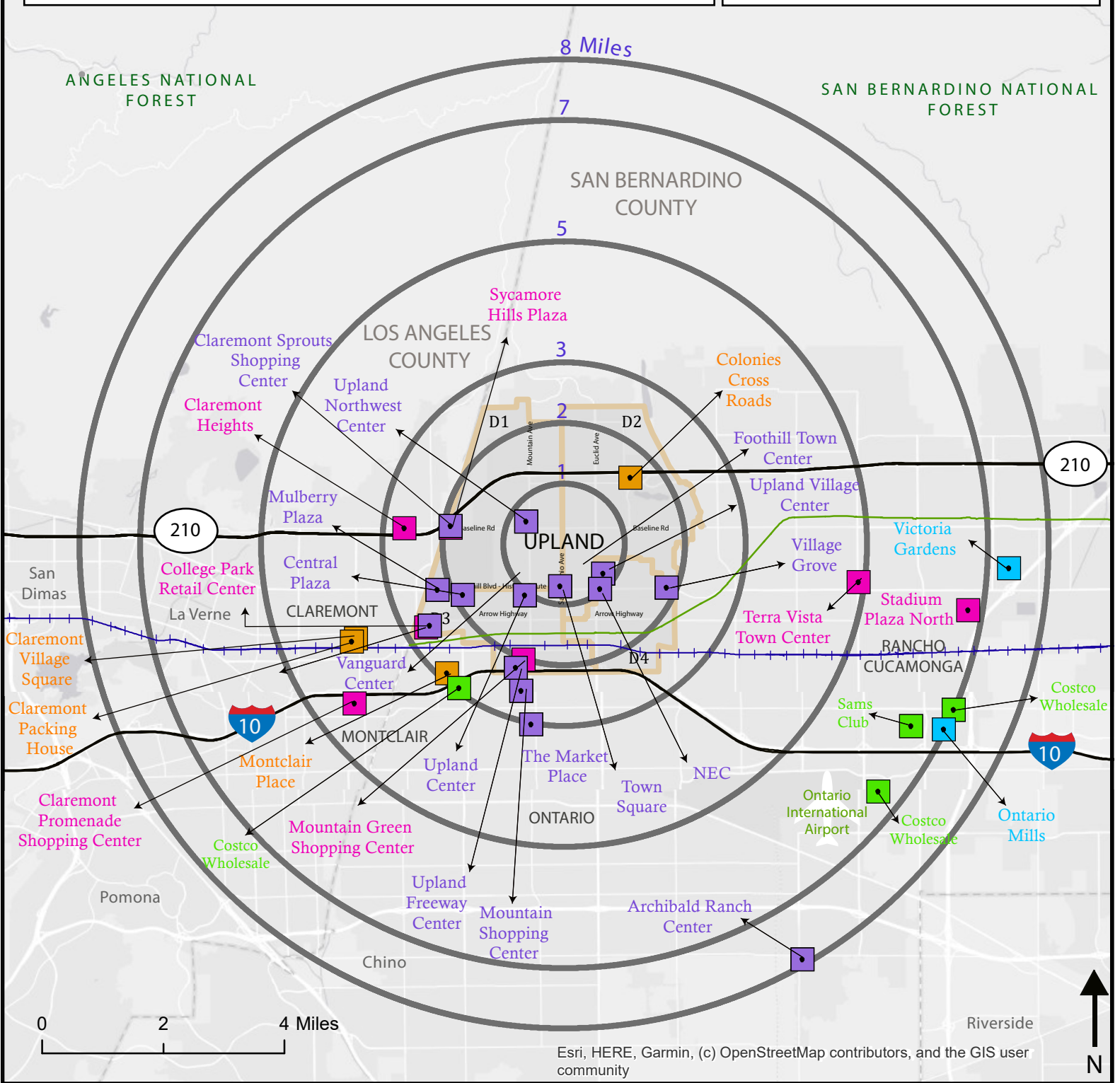
Entertainment/breweries/sports bars (29%) are the predominant restaurant facility type that immediately serves Upland, within a two-mile radius from the City's epicenter.



# Multi-Tenant Retail Locations

- Strip Mall / Neighborhood Center (+/- 30,000 - 125,000 Sq. Ft.)
- Factory Outlets (+/- 50,000 - 400,000 Sq. Ft.)
- Power Center / Wholesale (+/- 250,000 - 600,000 Sq. Ft.)
- Community / Town Center (+/- 150,000 - 400,000 Sq.Ft.)
- Regional Mall (+/- 400,000 - 800,000 Sq. Ft.)

- Freeways
- Pacific Electric Trail
- Metrolink San Bernardino Line
- Upland Voting Districts

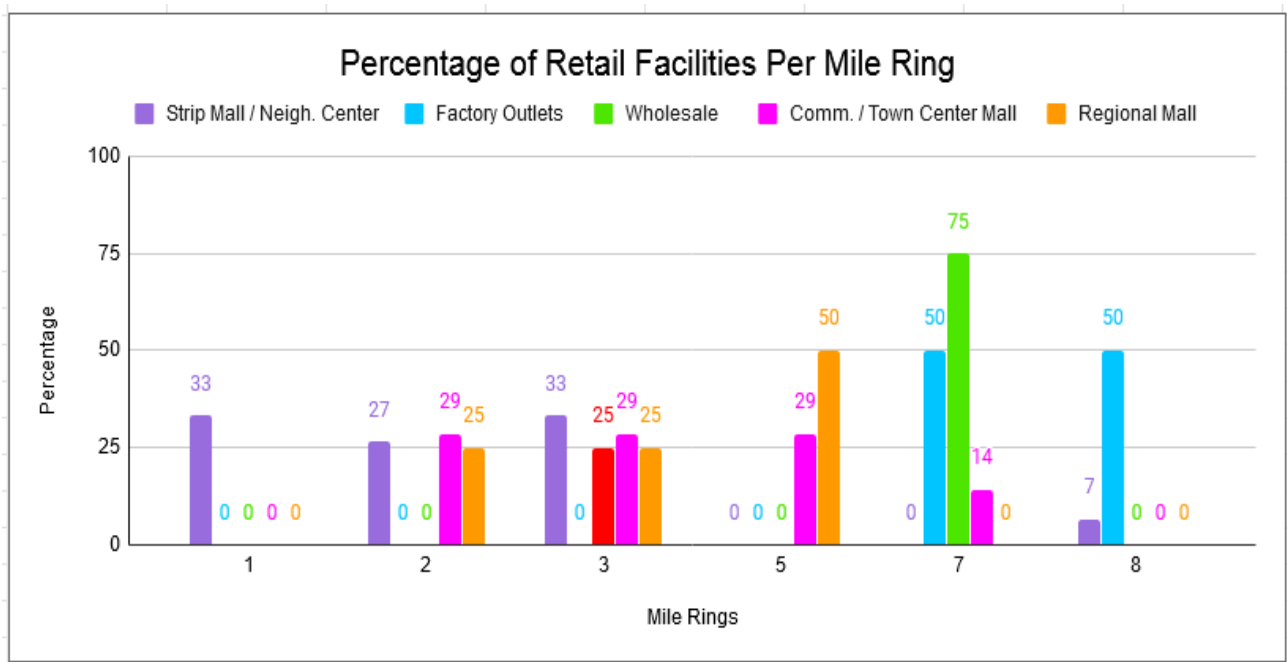


Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community





93% of the regional strip malls / neighborhood centers are dispersed within 1–3 miles from Upland’s epicenter. Factory outlets, on the other hand, are located within 7–8 miles from Upland’s epicenter

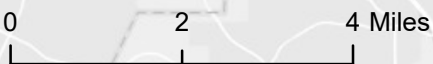
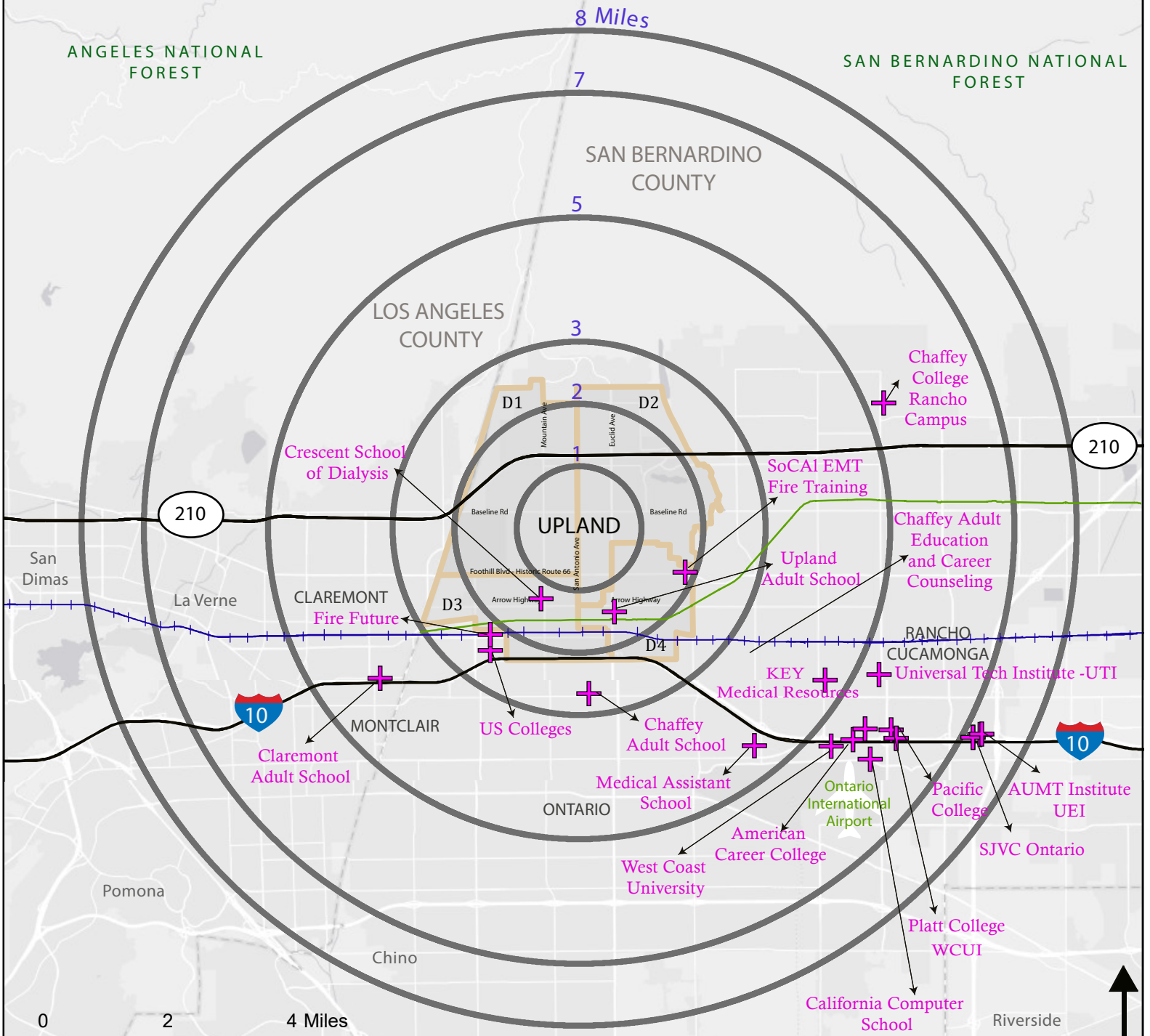
The majority of wholesale markets (75%) are located within 7 miles from Upland's epicenter, and the remaining 25% of the wholesale market that immediately serves Upland are within a 3 mile radius.

Community and town centers are all located within 2–7 miles from Upland's epicenter, with an even distribution of market share within the 2–5 mile range. Regional mall markets are all within 2–5 miles of Upland's epicenter.

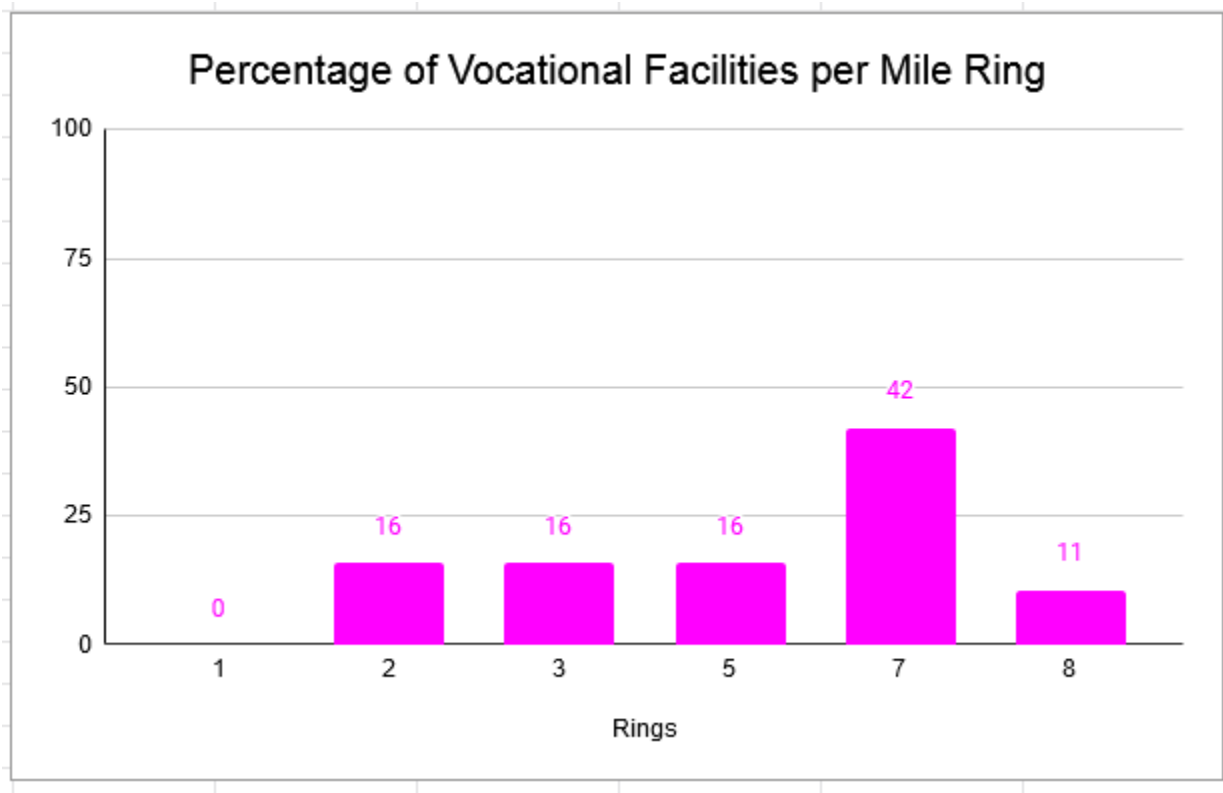


# Vocational Locations

-  Freeways
-  Pacific Electric Trail
-  Metrolink San Bernardino Line
-  Upland Voting Districts

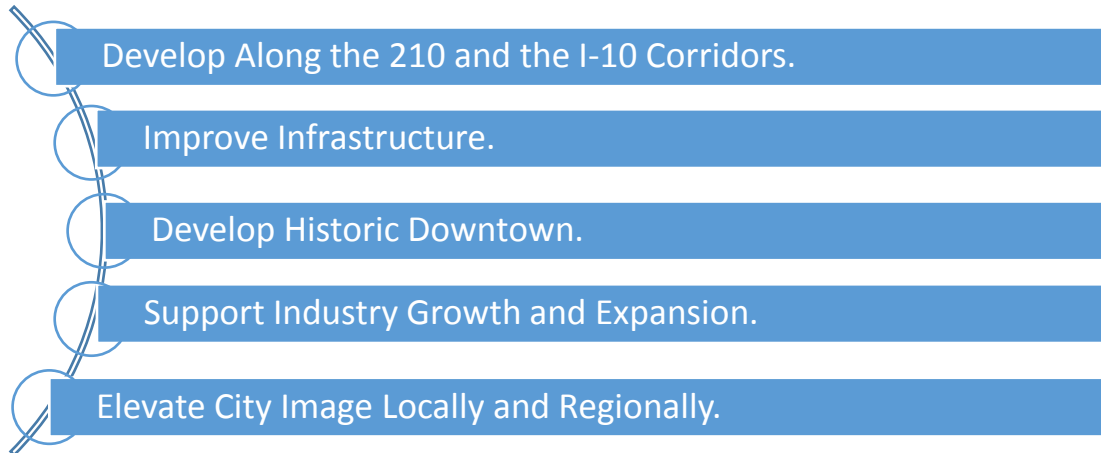


Vocational facilities are equally present within 2–5 miles from Upland's center point. There is a predominant presence (42%) of vocational facilities 7 miles away from Upland's epicenter.



### C. Recommendations and Priority Strategies

In order for Upland to attain its economic development goals, it is imperative that the City balance its efforts between developing existing business sectors, encouraging innovation and entrepreneurship, and creating an attractive place with a compelling narrative that will cause innovation to stay over the long-term. The following five recommendations are presented as the highest priorities for achieving a sustainable balance.



#### 1. **DEVELOP ALONG THE 210 CALIFORNIA STATE HIGHWAY AND THE I-10 CORRIDORS**

Explore opportunities for expansion of healthcare industry and hospitality: hotel and food & entertainment venues.

**Goal: Gain economic development advantages with both the I-10 and 210 Freeway Corridors.**

Specific recommendations include exploring Hospitality Opportunities as they relate to a 3-Star Hotel and Establish a Healthcare Corridor.

##### a. **Hospitality Opportunities – 3-Star Hotels**

The City’s residents, Council, and staff all concur that a need exists for an upgraded hospitality experience within the City. Currently the City has two (2) motels within its limits; one along the I-10 Freeway and the other near to the San Antonio Regional Hospital. Neither of those motels are regarded as top tier 3-Star hospitality establishments. The noted leakage provides the opportunity for introducing a top tier Hospitality establishment to the City. The benefits of such a development endeavor are two pronged, the City would have the opportunity to capitalize on the Transient Occupancy Tax (TOT) being generated, as well as develop vacant and/or underutilized sites located parallel to the 210 Freeway Corridor and I-10 Freeway.

Tierra West acknowledges that COVID-19 has taken a financial toll on the Hospitality-Hotel Market, which may cause a longer recovery time frame for investment in this industry. In May 2020 Kosmont Companies completed a “Hotel Market Demand Analysis Summary” for the City of Upland which projected a hotel in Upland in 3 to 5 years. As a result of COVID-19 the Report’s findings weren’t

definitive, but they were conservative and cautionary due to limited financing availability. At this time recovery for the Hospitality-Hotel Market is unknown, as it may take several years for the Hotel Industry to recapture occupancy and its financial resilience. The City has been contemplating introducing a top tier Hotel establishment for quite some time and considers such a development as a long term investment for the City, Community, and Developer. The timing for finalizing such a transaction (marketing, vetting, financing, and due diligence) may run parallel to the recovery of the Hotel Industry and can be seen as an opportunity to initiate a conversation with Developers.

**b. Establish a Healthcare Corridor of related Businesses, Industry and Services**

The City of Upland is home to the largest non-government employer, San Antonio Community Hospital, enhanced by their newly established partnership with City of Hope Cancer Center. As the City of Upland looks at leveraging existing City resources and introducing new commercial markets, now more than ever the City is a prime candidate for Healthcare related Businesses, Industry, Products, and Services (“Healthcare related Services”). As such the City recognizes the potential and benefit for introducing extensive Healthcare related Services along a primary Corridor such as the 210 Freeway and I-10 Freeway (“Freeways”). The City has identified several prime locations for such an undertaking along both Freeway corridors, as well as other nearby locations.

Another area of interest is the City’s Opportunity Zone, which was designed to encourage economic development by providing tax incentives to developers. As a result of the Tax Cuts and Jobs Act of 2017, Opportunity Zones were established as a mechanism to provide tax incentives and investment in a designated census tract. Investments made by individuals through special funds in this zone would be allowed to defer federal taxes on capital gains. Upland’s Opportunity Zone is bordered by Benson Avenue on the west, Foothill Boulevard on the north, San Antonio Avenue and Mountain Avenue on the east, and 9<sup>th</sup> Street on the south.

**2. IMPROVE INFRASTRUCTURE**

The on-going investment in a city’s physical infrastructure is a core function of government. Investment in infrastructure and capital assets allow for the City’s long-term financial resilience and economic growth.

**Goal: Encourage business retention and expansion, as well as, the attraction of new businesses and development through a sustainable approach that aligns infrastructure improvements with existing and planned projects.**

**a. Development of Vertical Parking Structures**

Vertical Parking Structures in key locations will open and increase access to identified areas of business and commercial corridors, residential communities, local food and entertainment, recreational hot-spots, and essential services. Explore parking options adjacent to the Metrolink Station and develop partnership with SBCTA for funding; parking will serve both the patrons of Downtown and Metrolink.

**b. Development of a Public/Community Park**

Development of a Public/Community Park serves as a multi-purpose gateway to Historic Downtown. In an effort to maximize existing infrastructure improvements and amenities the City has approved the development of a Community Park and is looking at a number of strategically located vacant and/or under-utilized sites running parallel to the Pacific Electric Trail (“Trail”) along 2<sup>nd</sup> Avenue and at 3<sup>rd</sup> Avenue. Introducing a public park in this general location would provide multiple benefits for the community as a whole. The park would act as a welcome Gateway at the northern entrance of the Old Town District and Old Town Commercial Core. Additionally it would enhance the existing use of the Trail and provide a much desired amenity for the Trail’s pedestrians and bicyclists. Finally it would create a strategic and inviting rest-stop, encouraging visitors to meander through the local retail shops, restaurants, other public venues, and businesses; reinforcing the City’s quality of place.

**3. DEVELOP HISTORIC DOWNTOWN**

Undertake one or more projects that transform the commercial corridor and adjacent packing houses to create opportunities for new development and growth. Development would be strategically focused on the Old Town District and Citrus Transportation District. Introducing intense housing development in both Districts would serve as a catalytic spring board. By creating the necessary housing density and residential population, the Districts are positioning themselves for attracting vibrant new businesses to the area while simultaneously supporting the retention and expansion of existing businesses. The ultimate outcome benefits the City by creating a healthy general fund by incentivizing investment, which in turn ensures a superior caliber of services and capital improvements for the residential and business community; elevating the City’s image and visitors’ experience, both locally and regionally.

**Goal: Create a vibrant commercial and mixed-use district(s) that promotes business retention, expansion and attraction.**

- a. Promote a mixed-use environment consisting of 400–600 residential units; in addition to the 200+ recently built units along Sultana and 8<sup>th</sup> Street.
- b. Develop a point of destination for historic packing houses and assemble a collection of industry like business establishments which will generate interest and activity in the area.
- c. Develop a marketing and branding campaign focused on target Districts. Promote as a place to invest in development and purchase housing. Hiring a marketing consultant specializing in historic downtowns should be considered.

#### 4. **SUPPORT INDUSTRY GROWTH AND EXPANSION**

Experts have consistently estimated that “over 75% of all new jobs will come from the expansion of existing firms.”

**Goal: Support and expand the existing business base through retention strategies and selective recruiting of businesses that align with area strengths.**

- a. Capitalize on the largest existing business presence in the City.
  - i. Foster a public-private partnership with San Antonio Regional Hospital.
  - ii. Development of a healthcare related corridor.
  - iii. Science Incubator
- b. Initiate a focus on an existing and desired new industries, develop a campaign to attract such entities.
  - i. Education corridor
  - ii. Partnerships / vocational continuing education institutions
  - iii. Hospitality-Hotels and Restaurant & Entertainment
- c. Develop additional entertainment and activity.
  - i. Research feasibility of a sports park.
  - ii. Research viable entertainment options in the Opportunity Zone.
- d. Emphasis on entrepreneurship and small business development.

In partnership with the Small Business Development Center (SBDC), the City provides business assistance services and supports new business formation and innovation. Business assistance services include increased access to capital, improved technology transfer, enhanced small business networks, and education and training programs aimed at entrepreneurs and small-business owners. Introducing entrepreneurs and small businesses to invest in the Opportunity Zone is a win-win for all involved.

#### 5. **ELEVATE CITY IMAGE LOCALLY AND REGIONALLY**

To raise its image, the City must take a proactive role in defining itself internally and to the region. This involves crafting and promoting a powerful, positive narrative to engender a favorable perception of the community throughout the metro area. The City and its partners can no longer rely solely on regional organizations to market their community nor the utilization of traditional outreach, marketing, and standard social media advertisement. Rather, in today’s competitive market, cities must first undertake the process of identifying and prioritizing their Brand/Image. By identifying and isolating the City of Upland’s positive and unique Brand/Image allows you to select which Audience is Best for the City’s priorities and values.

**Goal 1: Develop, retain and attract a highly educated resident population, whose skills align with the needs of local businesses.**

**Goal 2: Advance the City’s quality of place by providing strong neighborhoods, a healthy housing market, by building up vibrant neighborhoods, and improving amenities in public spaces.**

**Goal 3: Craft and promote a powerful, positive narrative to engender a favorable perception of the community throughout San Bernardino and Los Angeles Counties.**

The following five strategies and recommendations are presented for consideration as the highest priorities for the City of Upland to attain its economic development goals. In moving forward and implementing the Five Year Economic Development Action Plan, it is imperative that the City balance its efforts between developing existing business sectors, encouraging innovation and entrepreneurship, and creating an attractive place with a compelling narrative that will cause innovation to thrive over the long-term.

#### **D. Recommendation 1-**

##### **Develop Along the 210 California State Highway and the I-10 Corridor.**

The Interstate 10 Freeway has been the backbone of the southwest United States since 1956. The Interstate/Intrastate Freeway runs across the entire Continental United States; from the West Coast of California to the East Coast in Florida. The I-10 covers approximately 2,500 miles, linking eight (8) states: California, Arizona, New Mexico, Texas, Louisiana, Mississippi, Alabama, Florida and the balance of states through Intrastate auxiliary highways and routes. While commonly recognized as an Intrastate Freeway beginning and ending in California, the 210 Freeway, is also known as an auxiliary Freeway for the Interstate 10, running parallel to each other for a portion within California.

Given the interstate necessity and viability of Interstate 10 for commerce within the southern states, as well as the entire United States, traffic counts for both the Interstate 10 and the 210 Freeway are very high within the City of Upland. The 210 Freeway at Campus Avenue experiences approximately 189,000 trips per day. At the same time, the Interstate 10 Freeway at Euclid Avenue is 256,000 trips per day. The City of Upland has combined trips per day of 445,000 driving past the City both on the North and South sides of the I-10 and 210 Freeways.

**Goal: Gain economic development advantages with both the I-10 and 210 Freeway Corridors.**

The I-10 and 210 provide travel to employees going to work, long and short haul truck drivers, students, vacationers, and local residents. Necessities along the Interstate and Intrastate include the usual services including food, fuel, hospitality, banking, and other personal care services along the routes.

Key factors along the 210 Freeway, the newer highway route between both Freeways, include:

1. More undeveloped sites along the 210 corridor for future development.
  - There are a number of potential expansive sites that could accommodate the type of developments that are being requested by Upland residents and will also meet

the demands of the freeway travelers. While some sites are still in a raw state and require pre-development work, such as filling up the former quarries to create “shovel ready” pads, viable options can still be found.

2. The I-10, which is older than the 210, is very developed with existing structures along the corridor.
  - Many of these existing structures on the I-10 are potentially underutilized, and may be ideal for updating, redevelopment, or repurposing.
3. Both Freeway Corridors offer a high visibility to motorist using either route and have the proven capacity for accommodating an extraordinary number of daily trips, based on recorded traffic counts.
  - Complementary Industries that seek these types of opportunity sites are Hospitality: Food & Entertainment and Hotels, Retail, and Healthcare related: Industries, Services, and Products.

Given the high visibility from the 210 and I-10, the City will need to develop a detailed list of opportunity sites along each corridor. A master list will be developed for identifying a number of potential development sites, size of parcels, ownership contact information, and establish ongoing dialogue with the development market and the owners.

#### **E. Recommendation 2 – Improve Infrastructure.**

The investment in physical infrastructure is a core function of government. Infrastructure and capital assets allow for the delivery of key public services and the movement of goods across the City—both essential components in fostering the City’s long-term economic growth. Whether the point of view is from national, state or local perspective, traditionally, there continues to be critical deficiencies in the infrastructure, including a significant backlog of maintenance on existing infrastructure.

This backlog of infrastructure maintenance is partly due to the continuous and ongoing need for improvement and replacement, competing spending priorities and the need to maintain long term fiscal stability means the General Fund cannot afford to shoulder the costs of all potential infrastructure investments. As such the following is based on the assumption of limited infrastructure dollars and thus a focus on core priorities and responsibilities, many of which were raised during the public outreach sessions (see **Appendix 5**).

**Goal: Encourage business retention and expansion, as well as, the attraction of new businesses and development via a fiscally sustainable approach that aligns infrastructure improvements with existing and particularly planned elements, as expressed in the City’s Five-Year Capital Improvement Plan, Fiscal Years 2019/2020 thru 2023/2024.**

Infrastructure improvements are a necessary economic component of any given project in support of economic growth and the revitalization. It also plays a key role with business attraction, retention, and expansion efforts.

Due to the invasive nature and coordination of multiple public works systems most infrastructure projects can be fiscally challenging and as such should be implemented by the City in accordance with applicable master plan for water, sewer, or storm drain facilities plans. On-going efforts to identify additional funding sources, public and/or private, is required to remain on par with maintenance and upgrades.

### **Implementation Strategy**

The City's Five-Year Capital Improvement Plan (CIP) for fiscal years 2019/2020 thru 2023/2024 was intended to serve as a forecasting tool to assist with prioritizing identified projects that are necessary to ensure sufficient infrastructure capacities and sustainable growth. Upon review of such, it is believed that the City would be well served for the CIP to remain a viable and relevant document that reflects and supports the goals and policies of the General and Specific Plan.

Coordinated and timely infrastructure improvements can be key to achieving strategic plan objectives that involve property development, and because at least some infrastructure elements are under the City's control, the recommended process is relatively straightforward to coordinate.

The following strategies are recommended for the City's consideration:

#### **1. City Infrastructure Priorities**

Align City development plans with key City infrastructure focus areas; specifically, existing and planned improvement projects, as identified in the City's CIP.

- a. Coordinate improvements along the 210/I-10 Corridor and adjacent North/South Streets serving commercial districts and focus areas.
- b. Establish an inter-departmental committee to annually review the City's infrastructure priorities based on the potential economic development benefits of potential capital improvements.
- c. Establish a framework through which infrastructure development and planning is coordinated with the development/revitalization of opportunity sites and underutilized structures that merit economic development/investment.

#### **2. Alternative Mobility and Transportation**

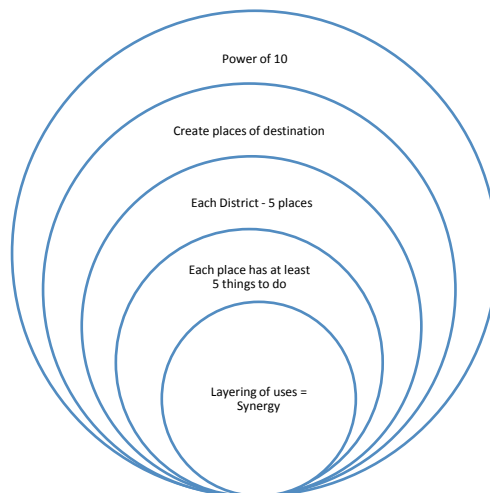
Transportation Uses and Alternative Mobility options are key to any thriving community and align with maintaining a superior quality of life, environmental health, and equitable access to services and commerce. Pockets of Historic Downtown Upland remain pedestrian-oriented providing ease of access from one residential area to its commercial retail core, although this isn't the case throughout the City.

After years of on-going development and evolving modes of transportation, abandoned rail lines, urban sprawl and accompanying grid lock, cities find themselves having multiple mobility options as well as new challenges to address. As communities become more informed and conscious of their personal health and that of the environment, they are also questioning whether the automobile is the best mode of transportation.

In an effort to stay ahead of the curve and meet the needs of our growing communities and diverse workforce that require transit 24/7, infrastructure must continue to evolve

and reinvent itself offering creative and practical solutions. The following strategies should be considered:

- a. Good transit services can help attract a younger workforce, who seem to be more amenable to this type of service.
  - b. An efficiently functioning bus system is probably the more cost-effective near-term transit improvement to consider. Investigations of enhanced bus service could include the concept of express buses to employment hubs in adjoining cities.
  - c. Improved connectivity for first and last mile challenges can serve multiple purposes by helping ease gridlock, create safer access to commercial nodes, and help ease contention to new commercial development.
  - d. Create a pedestrian and bicycle friendly environment that also works in support of retailer by providing additional exposure.
  - e. “First and Last Mile” NextGen Charging Stations strategically located adjacent/nearby public transit hubs and bus stations, commercial/retail parking structures, high density business/medical corridors, and recreational facilities.
3. **Concentrate city resources, including major street repairs, as well as minor crosswalk and traffic light repair and maintenance onto major thoroughfares in the City.**
- a. As with other efforts recommended in this plan, implementation of this initiative should be done in a focused manner, meaning that the City should focus on maximizing area #1 before moving on to area #2, etc. as explained below, maximizing each area requires developing a minimum of 5 things to do or experience in each place. The key is not necessarily creating a large amount of new infrastructure, but leveraging existing resources such as parks, and performance venues that can be utilized in nontraditional ways.
  - b. Implement a Power of 5+ Program to transform the community’s public spaces. The Power of 5+ is a concept developed by Project for Public Spaces. The idea behind this concept is that places thrive when users have a range of reasons (5+) to be there. These might include a place to sit, playgrounds to enjoy, art to touch, music to hear, food to eat, history to experience, and people to meet. Ideally, some of these activities will be unique to that particular place, reflecting the culture and history of the surrounding community. Local residents who use this space most regularly will be the best source of ideas for which uses will work best.



- i. Set a reasonable and obtainable benchmark. It may be 5 or 10 or another number that is attainable. When cities contain at least 5 of these destinations per district or quadrant, their public perception begins to shift amongst both locals and tourists, whereby urban centers can become better equipped for generating resilience and innovation.
- ii. Introducing the Power of 5+ idea to the community should encourage citizens to quickly become more motivated to turn their places around. The Power of 5+ offers an easy framework that encourages residents and stakeholders to revitalize urban life, and it shows big things can be accomplished by starting at the smallest scale. The concept also gives people incremental and tangible goals, and it helps them to visualize, and collectively work towards, a truly great end result.

4. **Strengthen enforcement of building and zoning codes by enhancing implementing and Comprehensive Code Enforcement Program.**

Similar principles and guidelines for building and zoning code enforcement in residential and historic districts are to be consistent with those applied in commercial districts and corridors throughout the City.

The City initially addressed and took a comprehensive approach to building and zoning code enforcement, as outlined in the 2011 HDU Specific Plan (“Specific Plan”). Without trying to control every element of design and by stipulating a few key objectives, identifying design features that include articulation and compatibility with existing structures, the City can achieve infill developments it would like to see come to fruition. Taking such an approach allows the developer to design a project that meets the original intended objectives of the project.

The Specific Plan provides the Old Town District with this type of flexibility while also addressing the preservation of specific historic buildings and geographic areas by establishing an overlay zoning district. The following three action items were incorporated in the course of preparing and adopting the 2015 General Plan and provide a similar Comprehensive Code Enforcement Program to the approach found in the Specific Plan; eliminating the time, cost, and political wherewithal to control and approve every element of design.

- a. The City has incorporated the necessary changes and community vision as part of its comprehensive 2015 General Plan update.
- b. Prior to finalizing and adopting any changes to the building and zoning code, the advice of zoning code experts, as well as input from an advisory committee specifically formed to vet proposed building and zoning code updates and changes was first sought.
- c. As part of the comprehensive code enforcement-building and zoning code update, detailed commercial design guidelines were established to assist developers when designing new commercial structures.

**5. Create Pedestrian and Bike Transportation Routes.**

Create pedestrian and bike transportation routes to connect major destinations (e.g. Downtown, local shopping centers) to neighborhoods throughout the community. Special attention to the maintenance of sidewalks is required; providing bicyclist and pedestrians a safe mobility alternative.

**6. Build Complete Streets.**

During the second half of the 20th Century, most streets in American cities were designed with the primary consideration of moving vehicles. Now, many cities are adopting the concept of “complete streets,” which are safe and comfortable for all users – pedestrians, bicyclists, transit riders, and drivers.<sup>4</sup>

Complete streets are especially important in priority infill areas. Parklets are a natural complement to infill projects and especially important in creating a sense of place. Parklets provide pedestrians with the aesthetics of a defined space, transforming public space to a quality environment. In doing so, these areas are more likely to attract the interest of potential residents and businesses – and therefore developers – if they are welcoming to all modes of transportation and offer people easy access to daily destinations without needing a car.

Complete streets can also improve the public perception of an area by adding more activity and eyes on the streets, which improves public safety. Also, by creating more travel options, complete streets can reduce parking demand and the cost to build parking in new development, especially in areas that are completely built-out.



Several design elements help transform an automobile-oriented corridor into a complete street, including wider sidewalks, street trees, a buffer between moving traffic and the sidewalk (e.g. a parking lane), protected bicycle lanes, and buildings that face the street.

- a. The City can take an important early step by identifying future complete streets in its transportation or comprehensive plans. Once the community knows where it would like to make these improvements, it can work with the Department of Transportation to design the improvements and program funds for construction. (ITAP Grants are a potential funding source).
- b. The City should also consider adopting a Complete Streets ordinance, which is a declaration of intention to design future street improvements with all users in mind (pedestrians, cyclists, transit, and drivers).

**7. Enhance the design, function and use of public spaces and primary corridors.**

- a. Creating great public spaces is about more than simply creating a place that is aesthetically pleasing, though physical beauty is an essential element of a great place. For example, “a three-year study by the Knight Foundation found a link

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<sup>4</sup> For more information on complete streets, including model complete streets policies, see Smart Growth America, National Complete Streets Coalition at <https://smartgrowthamerica.org/program/national-complete-streets-coalition/>

between community satisfaction/positive perceptions of the community with its aesthetics, including physical beauty and green space.

Many studies have found a correlation between civic pride and the visual qualities of community, e.g. what makes a community unique among its neighbors and special to its residents. These perceptions of the community have spill-over effects of increased economic potential, such as stable or increased property values, new jobs, and increased tourism.<sup>5</sup> Parklets, strategically dispersed throughout infill commercial projects and City Gateways have the ability to transform open public space into personal space; a place to enjoy art, meet with friends, or simply to escape and enjoy the outdoors.

Other elements that great places share include these four key qualities:

- i. It is accessible and well-connected to other important places in the area.
  - ii. The space is comfortable and projects a good image.
  - iii. People are drawn to participate in activities there.
  - iv. It is a sociable place where people like to gather, visiting it again and again.<sup>6</sup>
  - v. Parklets-Increase public space by providing flexible and pleasing options for gathering. Parklets are especially valuable in built-out downtown areas by providing a defined and safe shared space that still feels like your very own personal space.
- b. Gateways, the primary corridors into the community, are very important contributors to the perception of the city, The Gateways should serve to enhance and welcome residents and visitors alike to clean and aesthetically pleasing physical areas and green space throughout the City. As such Downtown Upland's Plaza and pocket parks are considered an asset and contribute to the City's overall sense of community and pride.
- c. Introducing a community park as an extension of the Pacific Electric Trail ("Trail") along 2<sup>nd</sup> Avenue and 3<sup>rd</sup> Avenue, would not only enhance the public space but it would leverage an existing natural resource; providing additional value to those who use the Trail and expanding the use of the overall area. The park would act as a welcome Gateway at the northern entrance of the Old Town District and Old Town Commercial Core. A community park would create a strategic and inviting rest-stop, encouraging visitors to meander through the local retail shops, restaurants, and other public venues and businesses; reinforcing the City's quality of place. A potential means for financing such a project would be to implement an open space in-lieu fee program to allow the payments of a fee to the City in-lieu of providing required open space.

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<sup>5</sup> <https://www.heartlandsconservancy.org/p/news-articles/community-aesthetics-9-ways-to-improve-the-image-of-your-community/>

<sup>6</sup> <http://www.pps.org/reference/august2005whatmakesplacegreat/>

**8. Focus providing a facelift to older but viable properties along prime corridors.**

- a. Make a prioritized list of problem areas needing to be addressed. Utilize both public input to develop a list and public assistance to solve existing problems; continue and expand funding of programs such as the Commercial Rehabilitation Program (CRP).
- b. Prioritize code enforcement along main corridors. The City may seek to establish more community presence in specific identified areas of need. Use of current staffing services and potential foot/bicycle City ambassador/liaisons could be deployed.
- c. Adopt new landscaping, street-scape and maintenance standards.
  - i. Using current practices, the City should bolster its landscape standards in an effort to increase the amount of green space along its primary corridors and elsewhere in town. Where appropriate the City should consider introducing Parklets, not only serving as an amenity for pedestrians but also enhancing the shopping experience by providing areas to relax and consequently spending more time in enjoying the commercial corridors.

Tree maintenance is also important to residents, as it was frequently mentioned in the survey responses. Additional landscaping standards should be considered in conjunction with revising parking requirements. As public space and streets becomes more pedestrian and bicyclist friendly in the main commercial and retail corridors, the use of bulb-outs is an ideal aesthetically pleasing way to accommodate the needs of non-driving visitors and shopping patrons. Maximizing Parking can be achieved through the restriping of existing parallel parking and in the future as investment takes place, a viable option has been to share parking structures with new housing and retail developments.

- ii. The City can use naming rights and advertising to generate revenue from assets it owns, such as parks, arenas, public transit vehicles, land, and buildings. This strategy can support infill development by helping offset the cost of new parks of other public facilities and services.
  - The City can sell naming rights, or sponsorships, for a wide variety of services and facilities. They could also sell pavers or other recognition for smaller capital improvements, such as a new downtown streetscape.

**9. Address pressing issues pertaining to environmental sustainability.**

- a. Environmental sustainability is an essential component of a good quality of place and a good quality of life. It is important not only because people choose to live in places that are clean and not contaminated, but also because younger generations

have generally adopted environmental sustainability as a cultural value, and they choose to live and work in places that share their values.<sup>7</sup>

- b. The City should create and adopt a sustainability action plan that seeks to address critical issues of sustainability in the following areas:
  - i. Transportation including a long term parking strategy
  - ii. Buildings and Lighting
  - iii. Environmental Management
  - iv. Land Use
  - v. Community Engagement and Education.

Examples in these areas would be: complete streets, crossings over Metrolink to limit car use, shuttle for first and last mile for Metrolink and public transit users; use of new building materials that promote utility reduction such as LED and solar collection; adopt inclusionary requirements for developments; and provide ongoing community meetings for input.

The sustainability plan should set out clear goals, items to be measured, and the strategies and actions necessary to reach goals. Traditionally, such plans require annual revisions as progress is made and new considerations surface for the community.

### **F. Recommendation 3 – Develop Historic Downtown.**

“Successful economies of the future will likely have vibrant, recognizable downtowns, relatively low crime, a clean appearance, well-maintained park systems, diverse recreational opportunities, and cultural amenities.<sup>8</sup>

**Goal: Develop and grow a sustainable local economy as a means to retaining an excellent quality of life by creating vibrant commercial/mixed-use Downtown Districts, with an emphasis of increasing housing density in support of business, retention, expansion, and attraction.**

The community’s desire to maintain an excellent quality of life comes with a trade-off; the City must increase its tax base in order to generate the revenue required to sustain the caliber of services and capital improvements expected. As such, in response to the community’s desire to prioritize the revitalization of Historic Downtown the City adopted the 2011 Historic Downtown Upland Specific Plan (“HDU Specific Plan”).<sup>9</sup> The HDU Specific Plan established development guidelines for viable long term economic development opportunities while also preserving and enhancing the community’s small town character, citrus heritage, and the community’s values and vision.

As a result of changing employment trends, infrastructure requirements, and the need for higher

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<sup>7</sup> ‘88% of Millennials choose employers that support their sustainability values.’

<http://www.usgbc.org/articles/sound-bites-telling-your-sustainability-story>

<sup>8</sup> City of Upland General Plan-2015, page ES-1

<sup>9</sup> Moret, Stephen, Mick Fleming and Pauling Hovey. *Effective Chambers of Commerce: A Key to Regional Economic Prosperity, Retooling for Growth*. Brookings Institution Press

density housing projects, the City is looking to emphasize developing more compact and dense mixed-use projects. Studies demonstrate that policies allowing more compact, mixed-use development could raise property values and generate more property tax revenue per acre than standard sprawling suburban-style development, which is significantly less compact.

Creating vibrant, urban commercial districts, similar to those proposed for Historic Downtown, influences a myriad of economic development issues facing the City. Such influences include everything from talent attraction and retention, to quality of place, to economic diversification. In terms of Upland's Historic Downtown, the primary Districts that make the most sense to prioritize and concentrate development and investment efforts are the Old Town District-Upland's Historic Commercial Core and the Citrus Transportation District-Upland's future TOD HUB (cumulatively-"Target Districts"); running parallel to the Metrolink Station.

Investment and development efforts aren't exclusive to the Old Town District ("Old Town") or the Citrus Transportation District ("Citrus District"), though considering Old Town has an existing built-out commercial core and the Citrus District has the physical landscape of under-utilized historic packing houses. Both Districts have some available vacant parcels (either owned by a private party or public agency/City), and both are also walking distance to mass transit, it appears these two Districts are the best choice for launching such targeted development efforts.

Initial revitalization efforts are focused on introducing catalytic high density housing projects in various sections of the two targeted Districts. This approach serves as a long term sustainable strategy for increasing the local residential population while also improving business retention and attraction and the overall business climate. Historically taking such an approach has been successful in the revitalization of a lagging commercial economy. Though such a strategy does call for a well-developed and on-going implementation and requires the support of the entire resident and business community, local government, and leadership.

Both the Old Town District and the Citrus Transportation District are ideal for development as mixed-use-commercial Districts for the following reasons:

- The area has unique attributes, a reputation for offering an excellent Quality of Life, and a history that can be built upon. In other words, the City does not have to start from scratch.
- Accessibility provides this area the greatest propensity for revitalization.
- Centrally located, walking distance to most of Downtown, close proximity to the Metrolink Station. Ideal for connecting pedestrians and bicyclist to commerce and neighborhoods via complete streets and trails; limited use of vehicles.

The rationale for this recommendation is based on the national, regional and city's changing demographics and market preferences driving demand for more diverse housing options in vibrant, walkable neighborhoods where residents do not need to drive everywhere.<sup>10</sup>

Further, a National Association of Realtors Community Preference Survey found that 60 percent of respondents prefer a neighborhood with a mix of homes and businesses within walking distance, instead of communities that require driving between home, work, and recreation. "Demographic shifts are also influencing demand for housing in infill locations as aging baby

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<sup>10</sup> Urban Land Institute. *What's Next? Real Estate in the New Economy*

boomers seek smaller homes with less upkeep, the Millennial generation starts new households and prefers mixed-use neighborhoods with transportation options, and the number of single-person households increases.”<sup>11</sup>

### **Implementation Strategy**

Despite the City’s attractive natural environment, quality of life, and the Community’s desire to revitalize Historic Downtown, the area has yet to meet its full potential of becoming an engine for economic growth within the City. The major component missing from revitalizing the commercial core and businesses located in the two targeted Districts is the presence of substantial housing developments. Housing options should offer a variety of high-quality residential types with varying price-points, unit sizes, and ownership/occupancy options. By introducing a permanent residential population, you’re also providing a new consumer base for local businesses. The encouraging part of this approach is that over time, as the population grows, the same consumer base begins to exponentially become the catalyst for attracting new businesses into the District where they reside, as well as contribute towards the retention and expansion of businesses in their immediate and adjacent neighborhoods and encourages entrepreneurial investment and diversity in services and products. The focus of the implementation strategy is to forge relationships with potential investors/developers and get to know what they want to build and where; prioritize target Districts and market opportunities.

- 1. Conduct a thorough market study and inventory of all vacant, under-utilized and under-performing properties located in the target District; including City/Public Agency Owned and privately-owned.**

The suggested approach is an on-going process and calls for documenting all pertinent information of each property, including; ownership, development and financing limitations and/or benefits, sale price (e.g. Metrolink property, TOD perks, restricted use, etc.). Underperforming parking lots, businesses should also be inventoried. It’s imperative that the City know its inventory/development commodity. Inventory is updated, annually/bi-annually.

***Assigned City Staff to prepare and maintain.***

*Follow the same process for properties that are listed for lease and for sale; document status of property: sold, pending, back-on market.*

Develop a list of local and regional investors/developers; update annually. In the event a list is already in place, use it as a tool for notification and an on-going task of updating inventory, whether or not it is listed with a broker, it will likely result in learning about the needs of developers, housing preferences, and who else is interested in development and investment in Upland.

***Assigned City Staff to prepare and maintain.***

- 2. Establish and promote a development plan for the Historic Downtown Area.**

Efforts in priority areas more likely to produce the highest return on investment – either financially or in terms of visibility and catalyzing private investment – than spreading limited resources thinly across the community.

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<sup>11</sup> EPA. *Smart Growth and Economic Success: Investing in Infill Development*

- a. Expedite development review. This is an important tool ensuring development proposals are consistent with the City's established vision. A local government could use expedited development review to shorten the period in which it promises to take action on qualified proposals.<sup>12</sup>

***Development review process is in place for enhancements.***

Reducing the time for the City's review process can help developers save money because the project takes less time to complete. This will also display an active support for the developers who have embraced the vision of the City.

To use this strategy, the City must decide what types of projects it would like to encourage and where it would like to see initial development take place. Upon prioritizing and establishing what types of projects need to be built and where a given project could be located, the City can develop criteria to determine which projects qualify for expedited review. In some cases due to building and zoning changes identified in the Specific Plan and/or General Plan the frame work for expediting a given project is in place and minimal, if any, constraints exist. Criteria might include the density of a new multi-family housing project, parking requirements, the ability construct both retail and housing in the same foot-print, or floor area ratios. The City should market this incentive to prospective developers.

3. **Encourage and promote efforts of adaptive reuse ordinance.**

An adaptive reuse ordinance was adopted as part of the HDU Specific Plan. It makes it easier to convert older, economically obsolete buildings to new uses, such as housing, by providing tailored zoning and code requirements that recognize the differences between reuse and new development. Encouraging infill in areas with many historic buildings might warrant specific rules for adaptive reuse<sup>13</sup> and perhaps even a separate code or process for historic structures that identifies the currently acceptable life-safety standards while supporting creative and economically viable rehabilitation and renovation.<sup>14</sup> *Review the HDUSP in particular section: Chapter 5: P.5-43 (E) (I) (6) Adaptive Reuse to optimize the reuse of facilities for Downtown.*

4. **Provide focus and efforts on Downtown Community services to encourage Downtown development efforts.**

The City should consider concentrating enforcement activities on priority developments such as Downtown. Consistent code enforcement will help in improving people's perception of the effort to revitalize and bring a new vision to Downtown and motivate and encourage investors and developers. Consistent code enforcement can improve a neighborhood's look and feel, improve safety, and boost the confidence of community members and potential investors.

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<sup>12</sup> EPA. *Attracting Infill Development in Distressed Communities: 30 Strategies*

<sup>13</sup> Adaptive reuse refers to converting historic and underutilized buildings to new uses that respond to market demand. The City of Los Angeles has one of the most successful adaptive reuse programs. Information is available here: <http://preservation.lacity.org/incentives/adaptive-reuse-ordinance>.

<sup>14</sup> EPA. *Attracting Infill Development in Distressed Communities: 30 Strategies*

**5. Promote Guidelines for renovating historic buildings.**

- a. The Guidelines for renovating historic buildings were established and adopted with the 2011 HDU Specific Plan. The City recognized that developers and investors can be discouraged by real or perceived additional costs and complications encountered when renovating historic buildings. The City took this route in an effort to make these projects more attractive by providing clear guidance and identifying some common reuse strategies and design features through established design guidelines as detailed in the Specific Plan. The City should review renovations guidelines annually for relevance.
- b. Ease parking requirements as required to complement the established vision: The City addressed the conflicting parking requirements and issues when they adopted the 2011 HDU Specific Plan. By reducing parking requirements for priority development the cost to developer is also reduced by alleviating the need to build new parking and freeing up developable land for homes, offices, and other uses that generate a higher economic return.<sup>15</sup> Parking requirements as adopted in the Specific Plan should be reviewed annually by the City to ensure relevance. Flexible new options might include restriping parking and introduce angled parking where applicable, provide offsite parking for staff and employees of new businesses-offering convenient and ongoing shuttle service to safe and well-lit parking where new parking structures are developed.

**6. Maintain Flexible Codes for Downtown.**

“Flexible codes” refers to building, zoning, and other development regulations that give developers more discretion to build a project that responds to current and changing economic conditions, while still meeting local standards for safety and design. In an effort to encourage development, in particular in those areas of the highest priority, the City adopted the 2011 HDU Specific Plan. The Specific Plan should be reviewed annually by the City for overall compatibility to the current period.

**7. Public Private Partnerships (“P3’s”)**

Defined as a contractual agreement between a public agency (federal, state, or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public. The success of any partnership is dependent on bringing together entities that complement one another; each recognizing the individuality, history, and vision the other has to share. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service and/or facility.

- This tool allows for the City and other private entities to review the assets and services that may be available to either party or how a joint effort will allow for a potentially more sustainable service or development.
- In the case of Upland, the City may review current assets or services that may be over or underutilized and determine if the structuring of a P3 may allow for greater sustainability. An example of this would include: Developing inventory of Land-use opportunities.

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<sup>15</sup> *ibid.*

- Adaptive Re-use/Revitalization/Rehabilitation:
    - Focus on existing businesses and properties that would benefit from more attractive land uses and end users.
    - New streetscape and off-site parking opportunities
  - New Development:
    - Vacant and assembled properties
  - Off-site Parking:
    - Surface Parking
    - Parking Structure.
- An example of a program would be the review of City assets, including facilities to see how they are utilized and how they may be more effective and efficient with the use of a P3. Perhaps a City utility yard or parking lot may be developed with a more dense development allowing for continued City use as well as private use.
  - The implementation would involve researching and cataloging City assets and determine ability to enhance or develop the site and how it could be done collaboratively in a P3.

**8. Develop partnerships to enhance access to liquidity for developers.**

Liquidity refers to the ability of investments to be converted into salable assets that others will buy. Traditionally, there are two sides to the liquidity equation;

- a. Developer liquidity provided to households, businesses, contractors, nonprofit organizations, and entrepreneurs who use capital to buy, build, and rehabilitate property. In older cities, this kind of capital, particularly at the acquisition stage, has been the hardest capital to obtain; yet it is the availability of this financing to property owners and developers that drives market change.<sup>16</sup>
- b. Predictable liquidity for housing development: Liquidity in a housing market requires the availability of capital for developers who acquire land and buildings and rehabilitate them for sale or rent, and the ability of homeowners to access mortgage markets and other investments for upgrading. The absence of liquidity at either end of the development cycle limits the potential of the market by limiting both supply and demand, ultimately constraining the growth in housing values.

**G. Recommendation 4 – Support Industry Growth and Expansion.**

Experts have consistently estimated that “over 75% of all new jobs will come from the expansion of existing firms.”

**Goal: Support and expand the existing business base through retention strategies and selective recruiting of businesses that align with area strengths.**

The City of Upland should consider focusing its economic development efforts in alignment with current conditions, simultaneously positioning the City and community to capitalize on new

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<sup>16</sup> Nowak, Jeremy. *The Market-Building Potential of Development Finance in Older Cities*. Retooling For Growth. Brookings Institution Press

market opportunities. Most importantly, it must do what it can to support the City's existing businesses and workers. It must also explore opportunities to attract new investment and employment from companies already operating locally or in the broader region. The City, in partnership with the County, State, and others should administer a comprehensive business retention program focused on personal visits, surveys, and special events.

### **Implementation Strategy**

#### **1. Support the retention and expansion of existing businesses.**

Of the utmost importance, the City should attend to their existing local businesses first. Critical retention and expansion activities center on relationships and research. One method is to identify the top economic-driver firms and interview multiple individuals at these firms. Everyone from the human resources director, chief financial officer, and the environmental engineer will be interviewed to understand their needs, challenges, and frustrations with the local scene and dreams of business expansion. This will provide insight to the firms future plans for expansion. The top 10 employers are listed in Section 3, Community Profile.

##### **a. Create or enhance a business retention and expansion program.**

Having a clear understanding of the businesses already in Upland and the issues important to their success is critical to on-going economic development efforts. Local business managers and executives are often the best advocates for bringing new growth to local facilities, so winning them over is of utmost importance. Annual review of existing programs for enhancement and relevance in the current time period is highly recommended.

##### **b. Inventory.**

Maintain an inventory of existing businesses and available properties, having property information readily available to existing companies. The City should continue to maintain and periodically update its database of industrial and commercial locations, including key contacts for facilities in the City. This effort is needed to ensure that the database remains up to date and accurate. The City's existing process should be reviewed for possible enhancement including exposure of this information to the open market as opportunities within the City. The City should meet its goal of making 20 or more business visits per year with leading employers. The purpose of the visits would be to gauge the ability and needs of local businesses to operate, profit and possibly expand in Upland.

##### **c. Business Roundtable.**

The City, in conjunction with partners like the Chamber of Commerce, should organize a regular roundtable of business executives representing small and medium sized manufacturers in the City. Several local business owners expressed a need to address common challenges, such as the image of the Historic Downtown area. Though a frequent deterrent to coming together was that it was difficult for companies to emerge out of their silos to address common issues. Roundtable participants would meet in peer groups of 10 to 15 executives of non-competing companies. The goal is to engage in candid, solution-seeking discussions focused on executive-level business issues. This is a similar concept

as to the one suggested for the developers/investors under the Historic Downtown Development section.

d. Economic Summit.

The City should maintain and encourage active participation in the current City and Chamber meetings. At the same time, the City could establish semi-annual meetings with existing leadership organizations. These semi-annual gatherings would keep leaders and citizens informed of economic opportunities and challenges in the City and region. The presentations would include information regarding economic trends and business climate issues (e.g. taxation, initiatives, and business announcements). The gathering would also provide for opportunities for private discussions as well as input on Upland's business climate and current issues.

e. Encourage Business Expansion Efforts.

Work with the top ten employers in the City on developing expansion programs that are collaborative and provide for local hiring opportunities. Cities have provided land sale opportunities, relax parking requirements, and provide off-site parking shuttle for employees to free-up limited street parking. Reduction of fees and permitting related to the expansion, incentivize expansion of high tax revenue producing businesses through tax sharing agreements, as well as other concessions to encourage expansion and retention of businesses.

2. **Pursue new investment from suppliers and vendors of companies in the region and from those regional companies seeking to consolidate facilities.**

The City should look for business expansion opportunities among current companies seeking to merge operations into an existing consolidated facility, and from the suppliers, vendors and competitors of existing businesses within the region.

a. Identify existing businesses that operate outside the City and determine whether there are opportunities for consolidation.

b. Monitor regional area news outlets for reports of consolidation.

- i. Economic and Business Research: Identify economic trends, which companies are expanding and contracting in terms of employment and facilities, where satellite facilities are, and how their supply chains are structured.

The primary purpose of traditional economic development marketing is to generate interest from companies with expansion or relocation plans. Due to resource constraints and staff capacity, the City's existing marketing outreach is limited.

ii. Enhance Business Recruitment Efforts.

The City should enhance its business recruitment efforts and focus on companies that complement existing industry clusters in the City and region. "By fostering clusters – geographically proximate groups of firms, research centers and associated institutions that focus on a particular

industry sector or product, cities can direct resources to high-opportunity economic targets.”<sup>17</sup>

“Often, new industry clusters and research concentrations can emerge from older specializations. Economic activity tends to agglomerate in clusters of a similar or complementary nature: metalworking, textiles, plastics, software design, and the like. In the knowledge economy, innovation and productivity flow from an agglomeration of occupations and functions. Focusing on clusters means understanding economic strengths and an area’s economic base and responding appropriately.”<sup>18</sup>

- c. Build awareness among decision-makers in target industries.
  - i. Seek to join partners from San Bernardino County in attending relevant trade call trips to regions where target industry concentration is highest. These trips can be conducted separately or in conjunction with the trade shows or other events.
  - ii. Compile and maintain resource information for each target industry sector. This would include identifying associations for each industry sector as well as following industry trends by monitoring trade publications or purchasing industry data and reports from private sources.
  - iii. Initiate a direct mail program to companies in each target sector to emphasize advantages of Upland. Such a program would be enhanced and work in conjunction with digital marketing collateral.
  - iv. Coordinate with the Upland Chamber, and initiate a postcard (physical or digital) campaign highlighting the area’s strengths and listing a highly visible Web address that directs prospects to an appropriate website – Ensure that Upland is appropriately represented in these regional marketing efforts.

## **H. Recommendation 5 – Elevate City Image Locally and Regionally.**

Globalization and the nature of competition in the knowledge economy have made investing in people-based assets a critical economic development concern.<sup>19</sup> To succeed in a global economy, cities and regions must provide necessary support to create a strong innovation environment.

Talented people are the engine of innovation. As a result, education has become the fundamental driver of wealth creation.<sup>20</sup> Therefore, for cities to prosper in the knowledge economy, they must provide a high quantity of talented workers.

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<sup>17</sup> Kempner, Randall. *The Talent Imperative for Older Industrial Areas. Retooling for Growth*. Brookings Institution Press

<sup>18</sup> McGahey, Richard and Jennifer Vey. *Report of the 106<sup>th</sup> American Assembly. Retooling for Growth*. Brookings Institution Press

<sup>19</sup> Finkle, Jeffrey, Shari Garmise and Shari Nourick. *The Reality of Economic Development in Older Industrial Cities: The Practitioner’s Perspective. Retooling for Growth*. Brookings Institution Press

<sup>20</sup> Kempner, Randall. *The Talent Imperative for Older Industrial Areas. Retooling for Growth*. Brookings Institution Press

**Goal 1: Develop, retain and attract a highly educated resident population, whose skills align with the needs of local businesses.**

Objective: To retain and attract an educated population by promoting continuing education within the City, across a number of industries and a variety of levels for technical and practical experience, as presented in the Five Year Economic Development Plan Action Plan's Market Analytics-Industry Clusters Chart.

**Goal 2: Advance the City's quality of place by providing strong neighborhoods, a healthy housing market, by building up vibrant neighborhoods, and improving amenities in public spaces.**

Objective: Develop a focused strategy in specific City neighborhoods that create a synergistic and sustainable environment for developing new housing (for varied housing types, price points, and ownership types) that supports existing and new businesses in a walkable, pedestrian friendly community.

**Goal 3: Craft and promote a powerful, positive narrative to engender a favorable perception of the community throughout San Bernardino and Los Angeles Counties.**

Objective: Develop a Branding program and campaign specifically designed for maximum exposure and distribution through social media. Providing continual City exposure to the following industries and institutions: development, health care industry, local higher education and continuing education, and businesses the City would like to attract and develop partnerships.

**Implementation Strategy**

**Goal 1: Develop, retain and attract a highly educated resident population, whose skills align with the needs of local businesses.**

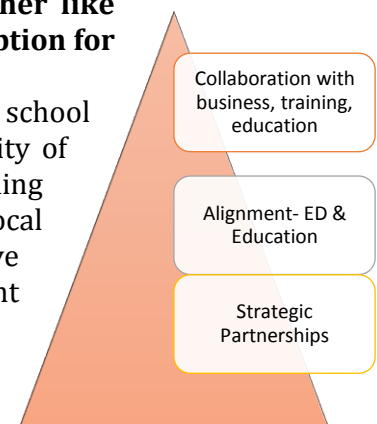
“There are three basic strategies to address these issues and to grow the talent force within a city: (i) development, (ii) retention and (iii) attraction. In Retooling for Growth, the experts suggested the following strategies “1) Strengthen the incumbent workforce; 2) Increase the pool of knowledge workers, including youths in the education pipeline; 3) Enhance the skill sets of low-skilled and other disadvantaged workers; and 4) Better integrate and align economic and workforce development activities through both systematic and ad hoc attempts at building a workforce system.”

Talented people are the engine of innovation. As a result, education has become the fundamental driver of wealth creation.<sup>21</sup> Therefore, consistent with Section 3, for cities to prosper in the knowledge economy, they must provide a high quantity of talented workers.

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<sup>21</sup> Kempner, Randall. *The Talent Imperative for Older Industrial Areas*. Retooling for Growth. Brookings Institution Press

1. **Bring business, workforce training, and education communities closer together.**  
The only way that an issue as monumental as Education and Workforce can be addressed is by establishing effective local communication and interaction between Upland businesses and educators. Taking an active role to include organizations that train, organize, and network by workforce occupation, such as the Workforce Development Board and Employment Development Board. Additionally, ongoing communications and dialogue should be taking place with professional associations, unions, community colleges, technical schools and community-based organizations. Employers, training providers, and educational institutions are often faced with needing to be reactive to issues of mutual concern. By facilitating greater communications and coordination amongst the private sector, public entities, and the education sector will act as a catalyst and help Upland meet its most important long-term goals.
  
2. **Align economic development and area education programs.**  
Business and Education alike should work with regional higher education institutions and the Upland School District to align vocational education and professional certification programs with City and regional industry cluster development efforts.
  
3. **Partner with the applicable agencies, associations and other like organizations to promote skilled trades as a viable career option for young workers.**  
Utilize materials produced to reach students, parents and school counselors with the message about the importance and viability of choosing a career such as educational, medical, technical, or building trades, for example. Partner with unions or associations and local schools to set up demonstrations, including hands-on interactive presentations, to help students explore identified employment sectors.



**Goal 2: Advance the City’s quality of place by (i) providing strong neighborhoods and a healthy housing market and (ii) building up vibrant neighborhoods.**

“Successful economies of the future will likely have vibrant, recognizable downtowns, relatively low crime, a clean appearance, well-maintained park systems, diverse recreational opportunities, and cultural amenities.”<sup>22</sup>

The City must focus resources toward making older neighborhoods more attractive for new private sector investment, so that those neighborhoods can compete successfully with neighboring location. “Since everything from traffic patterns to school quality is influenced by housing stock and cost, the issue of housing supply must be faced by cities as a part of their product development.”<sup>23</sup>

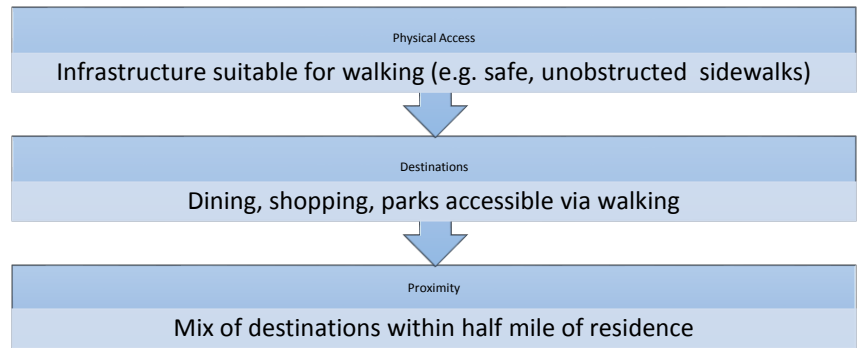
<sup>22</sup> Moret, Stephen, Mick Fleming and Pauling Hovey. *Effective Chambers of Commerce: A Key to Regional Economic Prosperity. Retooling for Growth*. Brookings Institution Press

<sup>23</sup> *ibid.*

In addition, the City should consider creating distinctive places by leveraging historic and cultural amenities, eliminating blight, designing beautiful public spaces, and boosting community livability.

To boost community livability the City must focus on improving recreational amenities, refining environmental quality, promoting diversity, adding greenery (planting trees, improving vacant lots), and enhancing the walkability of the community. “Walkability, here, means much

more than just providing citizens with ‘the ability to walk’. There are several characteristics that result in optimal walkability. By and large, successful walkable orkign developments incorporate three key principles.”<sup>24</sup> They are: (i) physical access (ii) places (iii) proximity.



It should be noted that “Walkability” was expressed as a desired characteristic by those who participated in the survey effort, so much so, that respondents shared that they actually would travel outside of Upland to have the “Walkability” experience.

Finally, the City should consider infrastructure strategies to manage legacy costs, leveraging the value of older systems and invest in future improvements.

1. **Implement, enhance, and annually review progress of the City’s strategic housing plan, whose objective is direct all on-going housing-related efforts. Providing the necessary guidelines for housing related efforts is the City’s Housing Element that is updated every 5–10 years.**
  - a. The focus of the housing plan should be to build demand for housing in the City with the ultimate goal of increasing residential property values.
  - b. Secondly, the plan should seek to reduce concentrations of lower incomes by supporting mixed-income housing.
    - i. The housing plan should be data-driven. Building on neighborhood maps which identify sub-neighborhoods, (based on housing characteristics such as housing stock age, size and type), the City should use data, such as median annual home sale price/sq. ft., days on market, number of homes in foreclosure and pre-foreclosure, etc. to evaluate the relative economic health of each neighborhood.
    - ii. The goal is to classify neighborhoods based on the amount of assistance each neighborhood needs in order to attract new investment from private sources, such as purchases and rehabs by new homeowners and investors.

<sup>24</sup> [communitybuilders.net/walkability/](http://communitybuilders.net/walkability/)

- iii. Each neighborhood should ideally be given a score on a set scale of 1–5, to establish tiers, where a 1 represents extraordinary City effort needed to attract new investment and 5 signifies minimal effort needed to attract new investment. Being able to accurately assess each neighborhood will require first developing and populating a database with relevant statistical data on each neighborhood in the City.
  - Prioritize neighborhoods and identify and develop resources and tools needed for each neighborhood type. To maximize effectiveness, the City should start by identifying neighborhoods with the greatest marginal return on investment and concentrate resources on these strategically important neighborhoods.

Marketing will not be an emphasis for tier 1 neighborhoods. Marketing for neighborhoods that are scored at 2 or a 3 should be focused primarily toward real estate rehabbers and investors. Marketing for neighborhoods that are considered 3, 4 or 5 should be geared toward homeowners.

**2. Develop a bi-monthly outreach program with housing investors and landlords.**

The City could consider balancing building/occupancy code violations and retaining/attracting property investors by introducing investor and landlord incentive programs. While enforcement is essential, if enforcement of building and occupancy codes are too strict and do not recognize existing conditions, it could have the unintended effect of driving good landlords and other investors away. The outcome of such negative repercussions could ultimately reduce the demand for property investment and cause property values to fall.

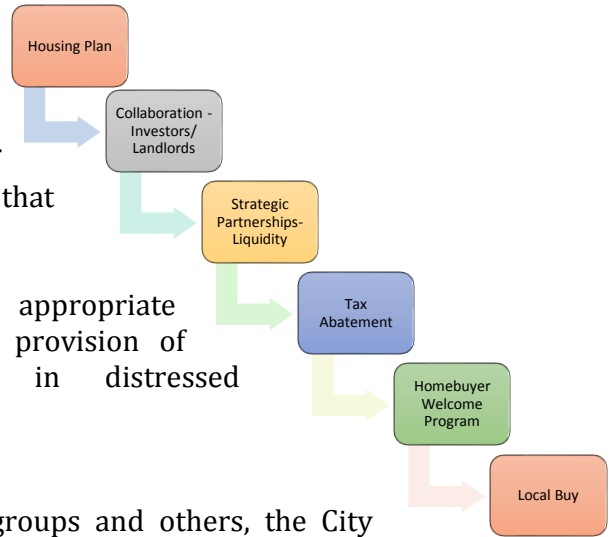
Finding and keeping the right balance between enforcement of building/occupancy code violations and retaining/attracting property investors is not an easy task. The City could develop an advisory board made up of both landlords and rehabbers who would provide input and feedback to the City on policies related to providing enforcement, as well as ways of creating incentives that can be used to entice good investor and landlord behavior.

**3. Develop partnerships to enhance access to liquidity for housing developers.**

“The most important feature of capital investment in [distressed neighborhoods] is the existence of predictable liquidity for housing development. Liquidity refers to the ability of investments to be converted into salable assets that others will buy. Liquidity in a housing market requires the availability of capital for developers who acquire land and buildings and rehabilitate them for sale or rent, and the ability of homeowners to access mortgage markets and other investments for upgrading. The absence of liquidity at either end of the development cycle limits the potential of the market by limiting both supply and demand, ultimately constraining the growth in housing values.

The other side of the liquidity equation has to do with developer liquidity provided to households, businesses, contractors, nonprofit organizations, and entrepreneurs who use capital to buy, build, and rehabilitate property. In older cities, this kind of capital,

particularly at the acquisition stage, has been the hardest capital to obtain; yet it is the availability of this financing to property owners and developers that drives market change.”<sup>25</sup>



- a. Match housing investors up with the appropriate development finance partner to ensure provision of liquidity for housing development in distressed neighborhoods.

**4. Welcome new homeowners into the City.**

Working with realtors, bankers, neighborhood groups and others, the City should ensure that every person who buys a new home in the City receives a warm welcome.

- a. New Homebuyer Welcome Packet

The City in coordination with the Chamber of Commerce-Snaptown has existing programs that prepare welcome packets, including information about community events and amenities, important phone numbers, community organizations, and even a checklist for how to start a new business in Upland. Other collaborative efforts headed by the Chamber’s Snaptown include a Shop Local program, promoting local businesses as a source for consumer spending. Such programs that have proven successful in other Southern California City’s require on-going strategy updates; revamping current marketing and advertising methods so they’re relevant and catch the consumers’ interest.

Other strategies to consider that have proven successful include the City of Garden Grove’s Economic Development Strategic Plan for 2018 (“Strategic Plan”). The goal of this Strategic Plan was to strengthen and sustain the City’s economic base by encouraging spending at local merchant businesses through a very specific program. To expand and preserve locally-generated tax revenue, they implemented a Resident Vehicle Incentive Program (RVIP) where City residents were given a \$500 incentive for buying a new car from one of the six auto dealerships located in Garden Grove. Although Upland has only two dealerships, this merits serious consideration.

**5. Establish a Buy Local Program.**

Another possibility is that the City in collaboration with the Chamber and local Performing Arts Theater the Grove provide a ticket for free admission to a popular Children’s performance or Spring Symphony at the Grove Theater. In light of the current COVID-19 social distancing mandates, outdoor performances could be considered. Marketing and distribution tickets for such events would be done in coordinated with the Chamber’s Snaptown. Another consideration for the Buy Local program could also include the City’s car dealerships and rebate developed from a portion of the sales tax collected by the City.

<sup>25</sup> Nowak, Jeremy. *The Market-Building Potential of Development Finance in Older Cities*. Retooling for Growth. Brookings Institution Press

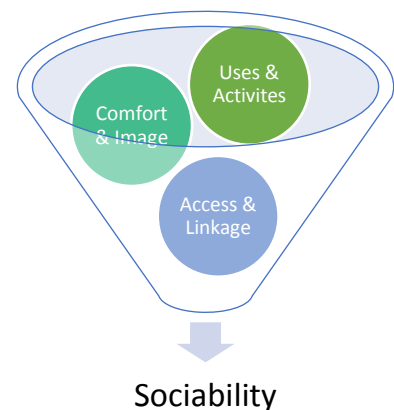
### **Goal 3: Craft and promote a powerful, positive narrative to engender a favorable perception of the community throughout the San Bernardino, Riverside, Orange, and Los Angeles regions.**

As evident by the survey responses, the City of Upland must continue to address many of these basics, such as; housing, infrastructure improvements, amenities, and crime, but that alone is not sufficient.

Having a high quality of place is an essential component of economic development. No amount of business development will allow a city to succeed if it does not first have a great place to live, work, and play. The recommendations provided below are presented in this spirit.

Retaining and recruiting both businesses and residents, therefore, absolutely requires first investing in the community's quality of place.

Quality of place includes not only the basics, (a safe and clean environment and quality schools), but a wide assortment of other factors as well, such as natural, recreational, and lifestyle amenities.<sup>26</sup> According to Project for Public Spaces, there are four key attributes that make up quality of place. They are (i) Uses and Activities (ii) Comfort and Image (iii) Access and Linkages; and (iv) Sociability.



#### **1. Elevate the image of Upland on both a local and regional basis.**

The City of Upland should continue taking a proactive approach in defining itself to both residents and those in the San Bernardino, Riverside, Orange and Los Angeles Counties. Developing and broadcasting a positive narrative for the City for the purpose of growing a healthy image of the community in the minds of current and prospective residents is of absolute necessity if Upland hopes to retain and attract talented workers and innovative businesses into the community.

#### **2. Ensure current Residents and Businesses have a positive image of the City.**

One of the most important audiences of any marketing effort should be the people and businesses already in the city. They are the ones who have already made an investment in the area and they represent the City on a daily basis. Making sure that existing residents and local business leaders have a positive image of their community is critical to the success of any external campaign, as these are the people who can best tell the Upland story to the outside world.

- a. The City's message strategy should evoke an impression within people that the City is progressive, forward-thinking and an enjoyable place to live and do business. As such, promoting Upland as a safe, family-oriented environment with a strong business support from its leadership and government should pay dividends for the City's economic development goals.

<sup>26</sup> Kempner, Randall. *The Talent Imperative for Older Industrial Areas. Retooling for Growth*. Brookings Institution Press

- b. Associated with innovation is the concept of creativity and art. As the image of the city, specifically the downtown area could very much embrace the arts, this concept has a strong track record for communities to take control of that imagery and adhere it to its brand.
  - c. Utilize the arts to foster a unique character and a greater sense of place. Arts and culture strategies help to reveal and enhance the underlying identity — the unique meaning, value, and character — of the physical and social form of a community. This identity is reflected through the community's character or sense of place.<sup>27</sup>
    - i. Support the growth of an Arts and Design District, including two or three outdoor public art venues.
  - d. The branding strategy has been used previously for downtown revitalization areas; therefore, this strategy should be considered as a prime candidate for a theme to be used and expanded to the entire community. This theme speaks to both the City's foundation and its future, and tells people that the City is focused on progress and growth.
- 3. Influence the image of Upland portrayed on the Web.**
- a. Assume ownership of Upland's entry on Wikipedia. Regularly update the information and data with references.
  - b. Continue to actively maintain a City Facebook page, in addition to Twitter, Instagram and YouTube accounts to update and inform regional residents and followers of new announcements, upcoming events and salient issues.
  - c. The current website has a good deal of useful information within it. Therefore, the City should continue to enthusiastically maintain the website to be simple, concise, fresh, friendly, clean, and easy to navigate. The City's website serves as the clearinghouse for information, using different URLs to point to different sections of the site.
  - d. Evaluate social media strategies with other organizations in the city and county such as the chamber, library, etc. to observe whether they are utilizing other social media apps such as Next Door, and Instagram, etc. to be as user-friendly as possible to the community.
- 4. Organize semi-annual, community-wide events to encourage widespread community involvement.**
- a. Events such as green days, neighborhood watch clean-up days or the like could be a date when multiple groups coordinate their efforts on the same day. Encouraging youth involvement in community-wide volunteer efforts by partnering with groups like the PTAs for each school, church youth groups, Boy Scouts, Girl Scouts, and club sports teams. The execution of such an undertaking and establishing volunteer leadership teams could be coordinated through the

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<sup>27</sup> <https://www.planning.org/research/arts/briefingpapers/character.htm>

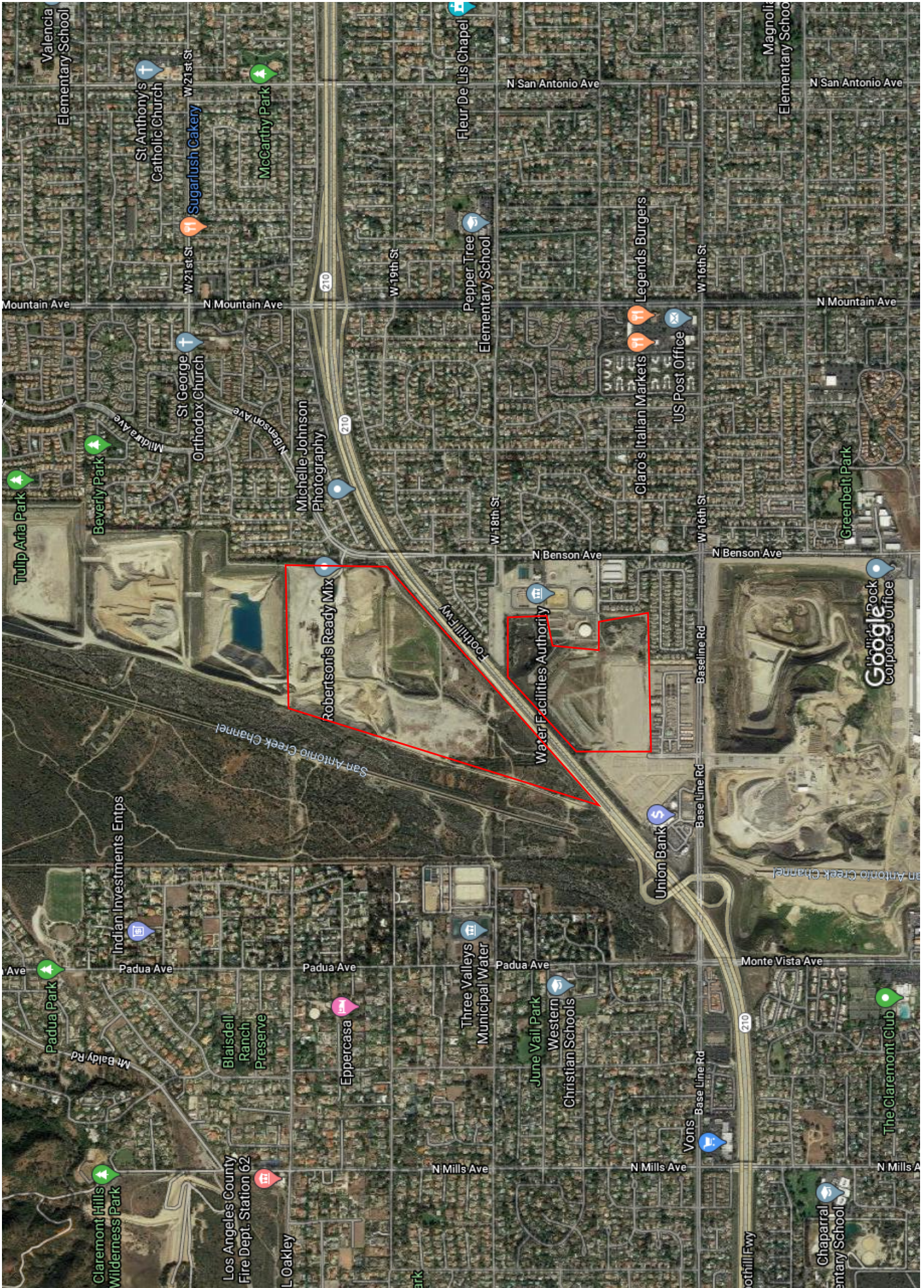
City's Recreation and Community Service Division. Doing so could potentially include groups that Recreation and Community Services already assists such as children, adult, and senior affiliates.

- b. Synchronize the existing assets and organizations working in the community to collaborate toward common goals.
    - i. There are a number of valuable community organizations already in town, such as the Rotary Club, Kiwanis, Lion's Club, Women's Club, Church Organizations, YMCA, and other service and activity oriented organizations and clubs who are each doing various activities to help make Upland a better place to live. By embracing them and coordinating with them, the City can build synergy that can allow bigger efforts to be accomplished.
    - ii. The City should encourage Neighborhood Watch leaders to engage in proactive measures to improve neighborhoods, as these measures can not only act as a deterrent to crime, they also draw the neighborhood closer together which embraces and promotes a sense of community.
    - iii. Put out a call for neighborhood leaders. Provide them with a list of suggested best practices and ideas that they can implement in their neighborhoods. These ideas might include:
      - Neighborhood Clean-up Days (picking up trash and other debris)
      - Neighborhood Green-up Days (tree and flower planting in neighborhood green spaces)
      - Neighbor Needs List: List of running projects to help those neighbors with household improvements, who are unable to do the work themselves (e.g. seniors, disabled).
  - c. Promotion of Neighborhood Block Parties.
    - i. Neighbor-to-neighbor communication network, using tools like the Next Door app.
    - ii. New Neighbor Welcome Committee.
5. **Provide neighborhood leaders with a toolbox of resources.**  
The City can make the toolbox of resources available specifically for neighborhood groups. Listen to leaders to find out what tools they need most. Some ideas to get started include:
- a. Trash/dump trucks for clean-up days,
  - b. Make trees and plants available for planting,
  - c. Paint fund for painting in the neighborhood, and
  - d. List of important phone numbers.

***OPPORTUNITY SITES ON NEXT PAGE***

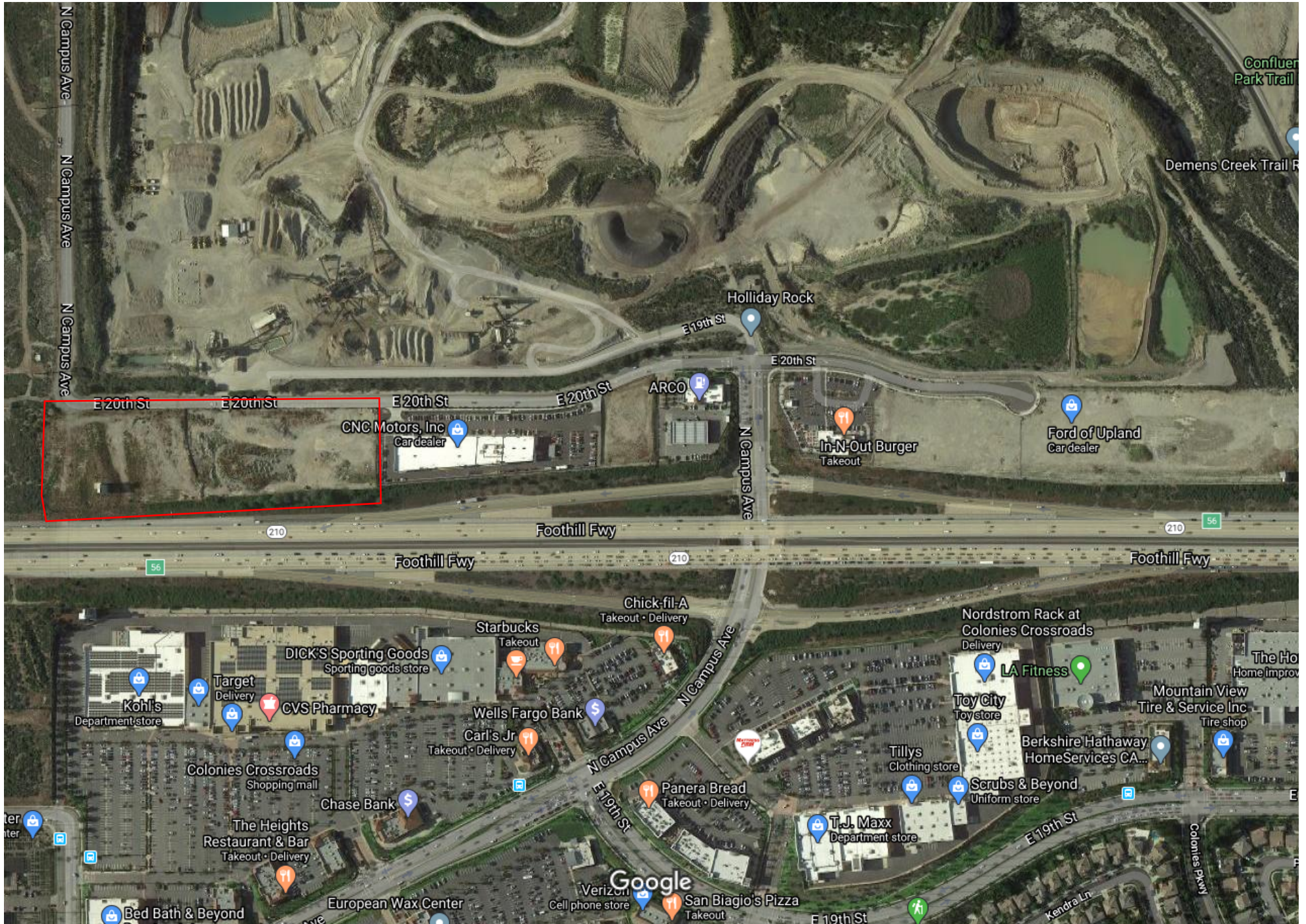
# ATTACHMENT 1

Google Maps

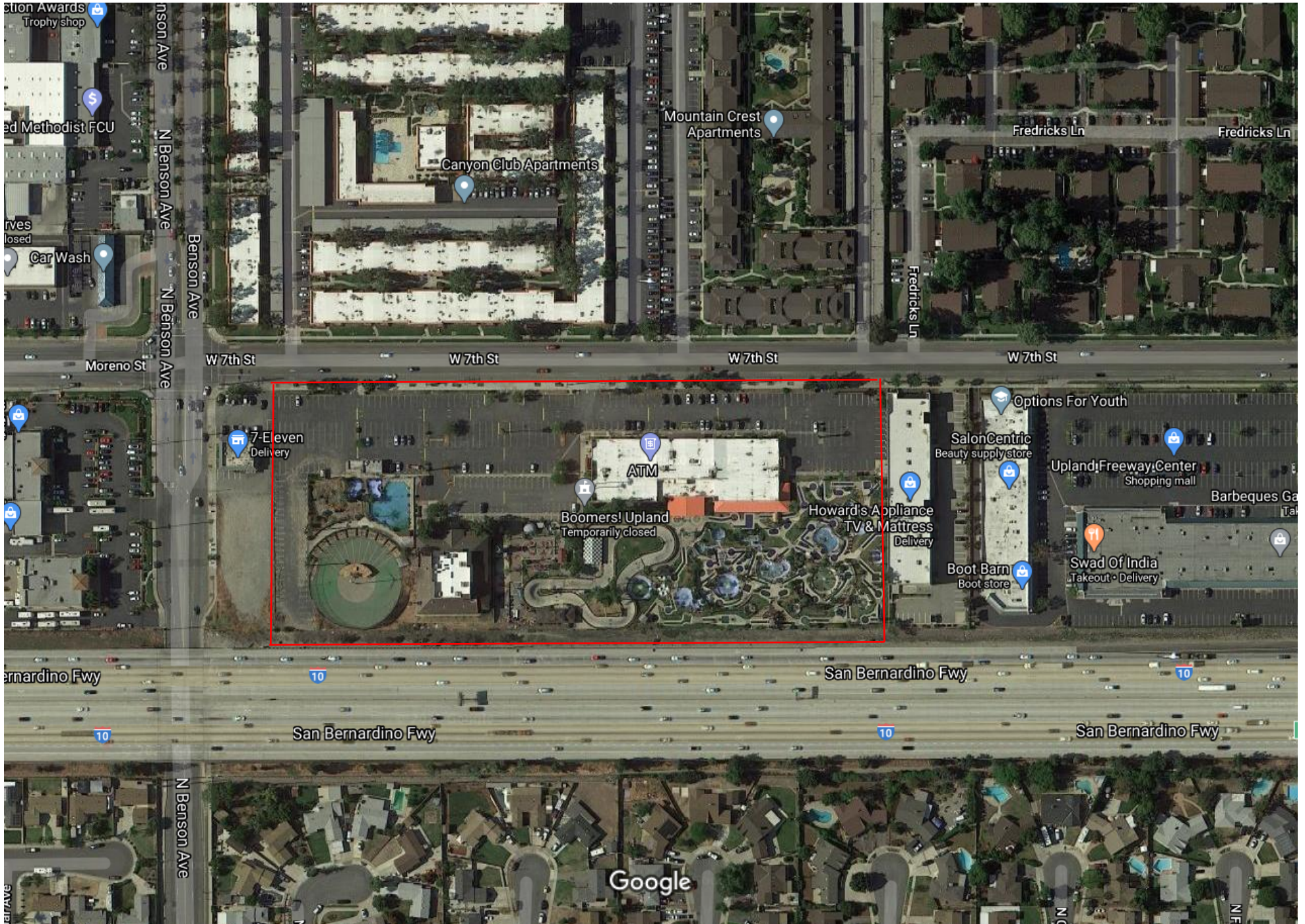


6/26/2020

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Imagery ©2020 County of San Bernardino, Maxar Technologies, U.S. Geological Survey, USDA Farm Service Agency, Map data ©2020 200 ft



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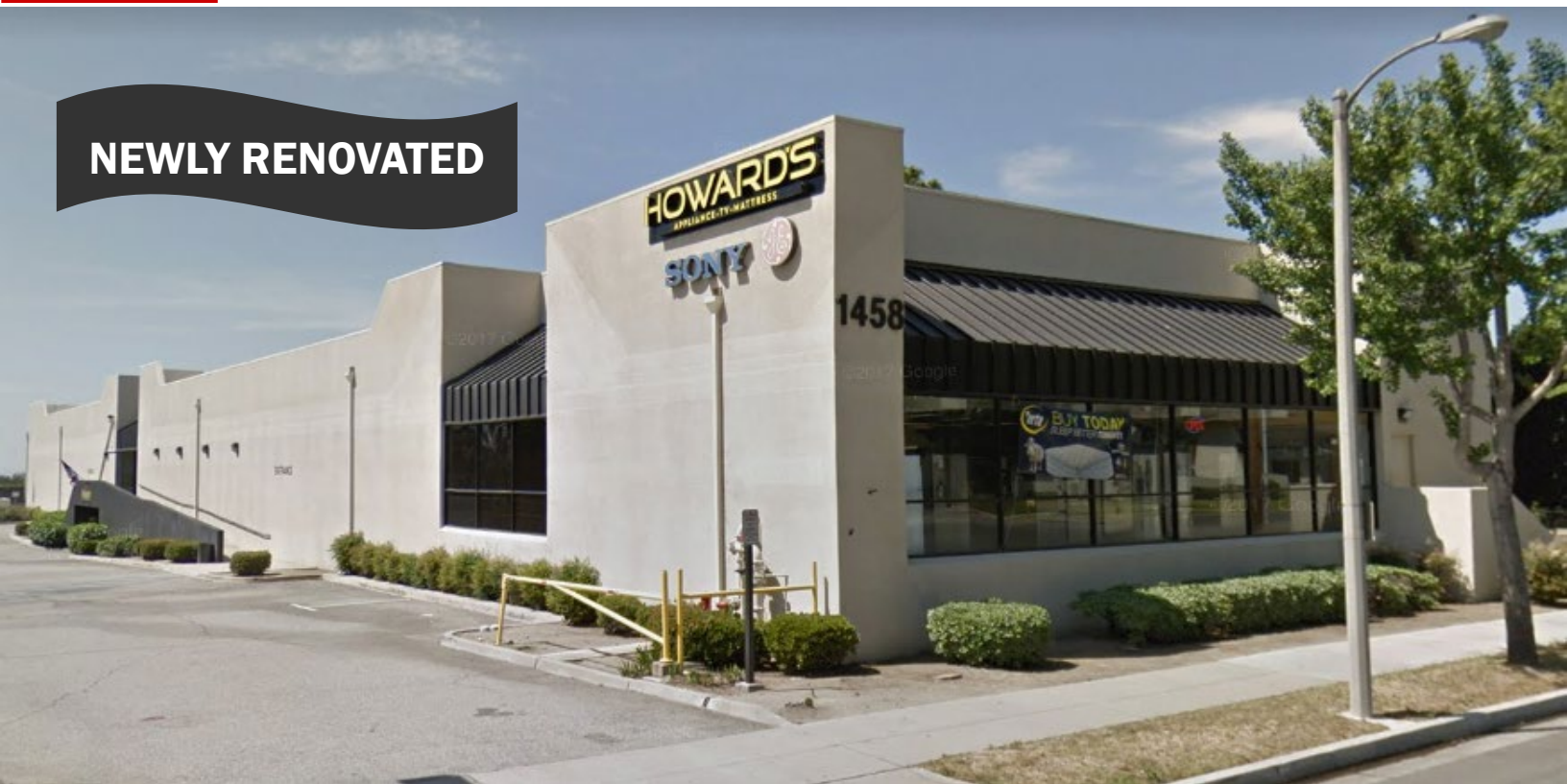
**FOR  
SALE**

# ***HOWARD'S APPLIANCES BUILDING***

**1458 West 7<sup>th</sup> Street, Upland, CA 91786**

**20,510 SF Retail Freestanding Building**

**NEWLY RENOVATED**



## **PROPERTY FEATURES**

- ❖ Excellent freeway visibility via highly trafficked I-10 Freeway
- ❖ 20,510 Square Foot Building For Sale
- ❖ 1.15 Acre Parcel
- ❖ Owner User Opportunity
- ❖ Located between two (2) main intersections Central Avenue and Mountain Avenue
- ❖ Strong retail area which includes many major tenants located at Montclair Mall and Montclair Plaza
- ❖ Great freeway signage including high freeway pylon sign with video board

For more information, please contact:

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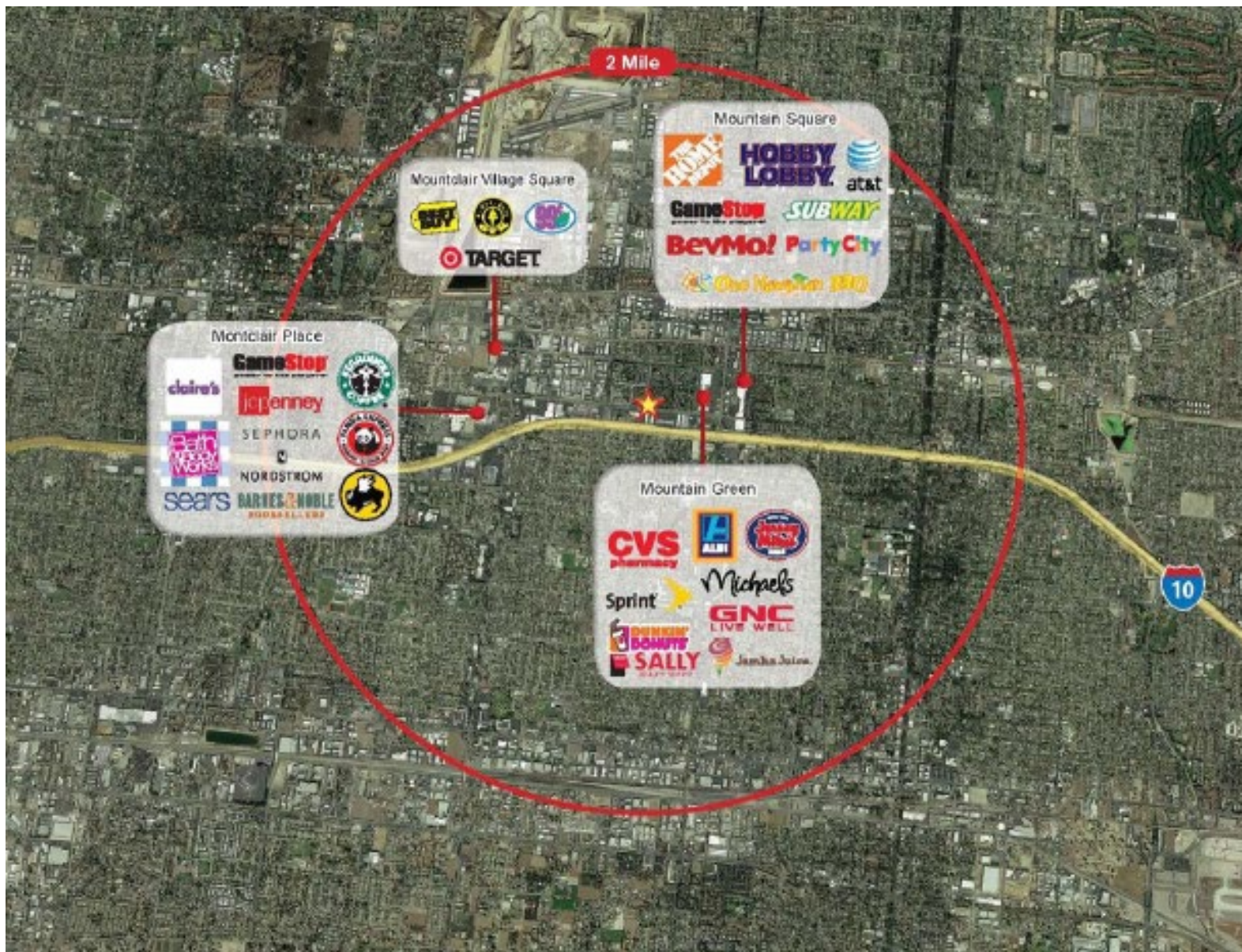
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**Aerial**



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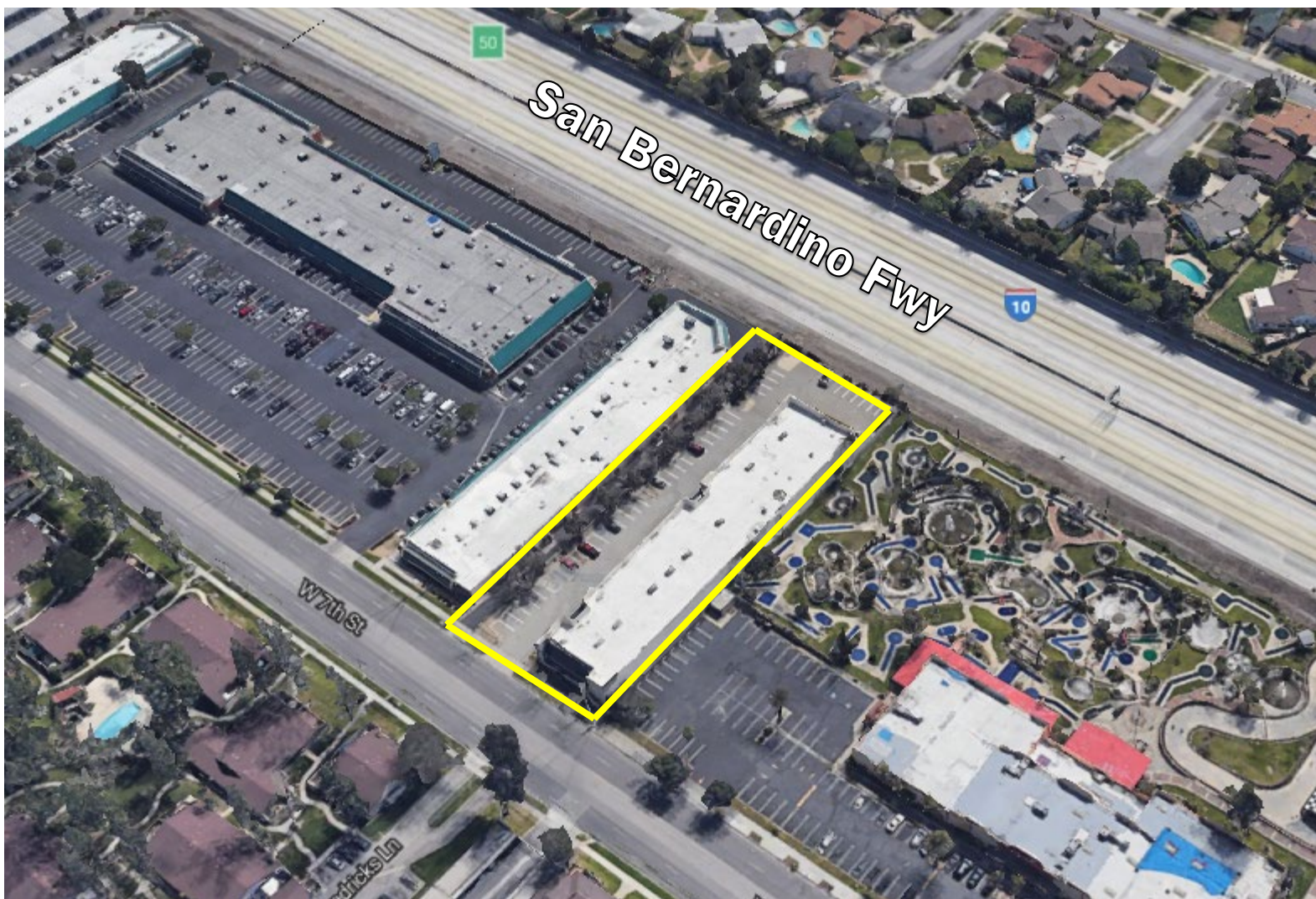
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SALE**

# HOWARD'S APPLIANCES BUILDING

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**20,510 SF Retail Freestanding Building**

## Demographics

RADIUS	1 MILE		3 MILE		5 MILE	
<b>POPULATION</b>						
2019 Population:	25,945		204,726		461,781	
2024 Population Projection:	27,322		211,795		475,496	
Population Growth 2010 – 2019:	17.71%		6.92%		5.38%	
Population Growth 2019 – 2024:	5.31%		3.45%		2.97%	
<b>2019 POPULATION BY AGE</b>						
2019 Median Age:	32.90		33.30		34.00	
2019 Average Age:	34.30		35.10		35.70	
<b>2019 POPULATION BY RACE</b>	<b>25,945</b>		<b>204,726</b>		<b>461,781</b>	
White:	19,950	76.89%	164,995	80.59%	370,148	80.16%
Black:	2,535	9.77%	12,922	6.31%	29,087	6.30%
American Indian & Alaskan:	457	1.76%	3,731	1.82%	8,486	1.84%
Asian:	2,032	7.83%	15,912	7.77%	38,756	8.39%
Hawaiian & Pacific Island:	121	0.47%	744	0.36%	1,570	0.34%
Other:	850	3.28%	6,421	3.14%	13,734	2.97%
<b>2019 HOUSEHOLDS INCOME</b>	<b>8,644</b>		<b>61,050</b>		<b>136,653</b>	
<\$25,000:	1,829	21.16%	12,260	20.08%	25,204	18.44%
\$25,000 - \$50,000:	2,301	26.62%	14,724	24.12%	29,800	21.81%
\$50,000 - \$75,000:	2,045	23.66%	11,880	19.46%	26,170	19.15%
\$75,000 - \$100,000:	983	11.37%	7,609	12.46%	18,538	13.57%
\$100,000 - \$125,000:	707	8.18%	5,756	9.43%	13,348	9.77%
\$125,000 - \$150,000:	363	4.20%	3,139	5.14%	7,751	5.67%
\$150,000 - \$200,000:	253	2.93%	3,440	5.63%	9,170	6.71%
\$200,000+:	163	1.89%	2,242	3.67%	6,672	4.88%
2019 Average Household Income:	\$63,257		\$73,858		\$80,369	
2019 Medium Household Income:	\$51,700		\$56,608		\$62,016	

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## 4. MARKET STUDY- HISTORIC DOWNTOWN UPLAND

### Historic Downtown – Background

Historic Downtown (“Downtown”), as we know it today, began its current and on-going transformation with the adoption of the 2011 Historic Downtown Upland Specific Plan (“Specific Plan”). The Specific Plan Area (“Plan Area”) covers 210 acres of adjoining land stretching north and south of Metrolink’s tracks. The Specific Plan formally divides the Downtown area into nine individual districts (“Districts”), comprised of nine diverse communities; each with their own unique characteristics, functions, development and design standards, and guidelines.

The Historic Downtown Upland Specific Plan is comprised of the following nine Districts:

- Euclid District
- Old Town District
- Arrow Highway District
- Civic Center District
- Pleasant View District
- Multi-Family/Senior Housing District
- Citrus Transportation District
- Residential Transit District
- Olivedale District.

### Historic Downtown Overview

Although it has been twelve years since the initial visioning efforts were launched and stakeholder engagement was organized, the 2011 Specific Plan remains relevant in 2020. The Specific Plan continues to provide implementation strategies to facilitate the rejuvenation of existing businesses, the attraction of new uses, streetscape enhancements, and their preservations of Downtown’s historic and cultural character. Resources for today’s Economic Development Roadmap may have changed, however the goal and concerns remain the same, to protect, preserve, and enhance the economic vitality and character of Historic Downtown Upland.

On-going concerns include:

- What is needed to revitalize and retain the Downtown’s Historic Commercial Core without diminishing the charm and the historical integrity of the “heart of the City”.
- How does the City retain, expand, and attract viable businesses that complement and enhance the area’s economic development efforts.
- Identify which Districts are best suited to accommodate intensive housing development and expansion to help support commercial uses and attract new commercial investment.

As a result of two pivotal events taking place right before and soon after the Specific Plan was adopted, change has been steady but not at the pace originally envisioned prior to the Great Recession of 2011 (2007–2011). The Recession devastated the world economy and it was not until several years later that the economy began showing signs of pre-recession resilience. Of comparable economic significance, in 2011 under Governor Jerry Brown’s direction, the California Supreme Court passed two bills that effectively dissolved all California Redevelopment Agencies; leaving local governments without a means to access public financing to improve/build infrastructure.

Since the completion of the 2011 Specific Plan, Historic Downtown has begun to take on a stronger presence in the City. As investment and new businesses emerge and the revitalization of the Old Town District continues, new pockets of opportunities are presenting themselves throughout the nine Districts. New neighborhoods are emerging as housing is being developed and planned along Metrolink's tracks. Insightful entrepreneurs are strategically repurposing historic packing houses as places to gather for food, drink and recreation, without compromising the original character of the packing houses but instead enhancing their architectural elements and structural integrity.

Although change has begun to take place throughout Historic Downtown Upland, there still remains a noticeable void of not having enough housing opportunities; of various types, sizes, and price point-affordable and market rate. This is particularly true north of the Metrolink tracts. The area south of the Metrolink Station has a recently completed 200+ single family housing development, with another project planned for the near future. Historic Downtown will continue to be characterized by the same type of physical fabric it has always possessed, with the streets north of the Metrolink rail arranged in a grid oriented street system. The street grid system places an emphasis on walking as the best means to get around.<sup>1</sup> Shopping is concentrated in the Old Town District, the City's Historic Commercial Core. Development in the Old Town District will continue to focus on the preservation of small-scale development along 2<sup>nd</sup> Avenue (between C and A Streets) while allowing surrounding areas within the same District to develop more intensely.

The following is an overview and brief description for each of the nine Districts.

## **A. Euclid District**

### **Existing Conditions**

Euclid Avenue serves as the primary gateway to the City and Historic Downtown. The 200 foot wide and 8 mile long corridor runs parallel to the entire length of the Old Town District and serves as the entrance to Mt. Baldy. The District is distinguished by its tree-lined streets, grassy median, and stately historic buildings. Many of the historic structures, including Euclid Avenue, are listed on both the National Register of Historic Properties and State List of Historic Sites.

Existing uses consist of one and two-story office buildings, single family residences, commercial, industrial, and vacant lots on the west side of Euclid Avenue. Buildings on the east side are taller and primarily commercial, office, and industrial, with uses south of the tracks being less consistent with a mix of industrial buildings and vacant lots. Architectural style varies by land use.

The Pacific Electric Trail, runs through the northern portion of the District providing pedestrians and bicyclist a safe environment for enjoying the City's outdoor public amenities. The 200 foot wide corridor can now be safely crossed with the installation of crossing signals at the intersection of the Pacific Trail and Euclid Avenue; improving safety, mobility, and connectivity throughout the District and adjacent communities.

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<sup>1</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Sections 3-1: A. Downtown as a Whole

## **Vision & Recommendations**

Euclid Avenue shall retain its graceful ambience; large trees, grassy median, and stately historic buildings set far back from the street. Due to the historic nature of numerous structures, including expansive Euclid Avenue, which are listed on both the National Register of Historic Properties and State List of Historic Sites, the vision and recommendations approved and presented in the Specific Plan are still relevant today. Minimal new development is proposed for the west side of the median, instead older homes will be repurposed, preserving the area's historic character. The east side is to be sensitively scaled to match the character of existing buildings and will be stepped up from two- to three stories front to back, allowing for taller buildings in the rear of properties as they back up to multi-story condominium buildings and parking garages on 1<sup>st</sup> Street.

### ***Desired Primary Land Uses and Characteristics of District's Enhancements***

- *Office, Retail, Single-Family Residential, Multi-Family Residential, Mixed-Use, and Institutional Residential.*
- *New Ground Floor Retail with Modern Footprint.*
- *Corner Buildings to display Prominent and Aesthetic Architecture with distinctive gateway design features at all major entry points to serve as inviting access into Downtown from all directions.*

## **B. Old Town District**

### **Existing Conditions**

The Old Town District ("Old Town") is the heart and essence of Upland and even though its role has changed over the years, it continues to serve as the historic commercial nexus of the City. The commercial core of Old Town ("Historic Core"), located at the intersection of 2<sup>nd</sup> Avenue and 9<sup>th</sup> Street, is marked with a modest roundabout and graceful gazebo surrounded by one- and 2 story commercial and retail buildings. Building uses and architectural character outside of the Historic Core, changes from retail-oriented to office and related uses, institutional, parking, vacant lots, and residential; with buildings heights as tall as four stories. Old Town is also home to several of the City's most notable historic buildings; the Grove Theater and the Cooper Regional History Museum.

### **Vision & Recommendations**

The Old Town District is to remain the heart of Historic Downtown but with a new enhanced ambience showcasing new restaurants and active retail shops. Increased housing options will be made available for individuals who desire to live, work, dine, and entertain in the area. Creating a lively pedestrian-oriented destination and increasing circulation and connectivity throughout the Historic Commercial Core resonates throughout the Specific Plan. Outdoor dining will also add to the village-like ambience and the street scene. Retail alleys shall be transformed with landscape improvements, lighting features, and pleasant resting areas for visitors while providing another access point to shops and increasing retail visibility.<sup>2</sup>

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<sup>2</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-7: B. Downtown's Districts/Old Town District

### ***Desired Primary Land Uses and Characteristics of District's Enhancements***

- *Commercial, retail, office, restaurant, mixed-use, multi-family, live-work, parking.*
- *All new development and revitalization to adhere to high quality design and construction.*
- *Where applicable, the Historic Core Overlay and 1<sup>st</sup> Avenue Overlay will guide development standards:*
  - *Historic Core Overlay Zone- 2<sup>nd</sup> Avenue from C Street to A Street: purpose is to preserve small-scale character of buildings, one -two story, within this retail heart of Old Town.*
  - *1<sup>st</sup> Avenue Overlay- 1<sup>st</sup> Avenue from C Street to A Street: intended to provide opportunities for larger scale developments appropriate in scale with adjacent Euclid District where two- and 3 story stepped up developments, back up to 1<sup>st</sup> Street multi-story condominiums and parking garages, ensuring a sensitively scaled transition to building in the surrounding Old Town District.*

## **C. Arrow Highway District**

### **Existing Conditions**

The Arrow Highway District, the smallest of the nine Districts, is made up of commercial, office, residential, and non-conforming uses. The Arrow Highway District is a high-traffic artery that forms the northern border of Historic Downtown. Directly adjacent to the District are single-family homes to the north and east, and the Civic Center to the south. New development in this District is challenging due to the small parcel sizes, high level of traffic, adjacent residential uses, and incompatible uses such as auto repair and related services.

### **Vision & Recommendations**

It is envisioned that the Arrow Highway District will serve as an important link and a gateway into the Downtown Districts. The pedestrian and motorist experience will be enhanced by the improved infrastructure, providing new sidewalks and street trees, creating a pronounced gateway and pedestrian connection from Arrow Highway into the Downtown District. New developments will provide opportunities for neighborhood businesses such as cleaners and pharmacies that will replace non-compatible uses such as auto repair and auto body paint shops.

### ***Desired Primary Land Uses and Characteristics of District's Enhancements***

- *Mixed-use residential, mixed-use office, multi-family residential.*
- *Allows for a mix of low- to medium intensity commercial and residential uses.*
- *Provides development and design standards for new commercial and compatible uses.*
- *New developments designed sensitively so they protect existing District neighborhoods and those to the north, acting as a buffer to busy Arrow Highway.*
- *Design standards and guidelines for creating an anchor gateway and pedestrian connection to the Downtown District.*

## **D. Civic Center District**

### **Existing Conditions**

Considered the civic and governmental heart of Upland, this District is focused on institutional and office-based activity rather than commercial and retail uses. Specific land uses include institutional and office-based activity. The Civic Center serves as an important employment center; helping support commercial activity and services in town. The architecturally designed Civic Center is attributed to the distinguished Edward Durrell Stone. Buildings to his credit include the Carnegie Library, the Historic Fire Station, and the former City Hall Building. The Historic Fire Station, a classic example of repurposing and preserving a historical gem, was restored in 2010 and has since become home to the offices of Statewide Promotions, Inc.

### **Vision & Recommendations**

The Civic Center will remain the civic and government nexus of the City and will continue to be focused on institutional and office-based activity. The Civic Center plays a central role in contributing to the overall sustainability of Historic Downtown, in particular the Old Town District's commercial core. The existing employment workforce has long served as an on-going supporter of retail and commercial activity in the Old Town District, as well as, providing a year round consumer base to Old Town and surrounding Districts.<sup>3</sup>

### ***Desired Primary Land Uses and of Characteristics of District's Enhancements***

- *Civic Center District is not expected to change over the life of Specific Plan through 2030.*
- *Civic Center employment population to continue supporting growing new retail businesses and restaurants throughout Old Town District and surrounding Districts.*
- *Introducing Pocket Parks to the area would provide employees and visitors to the Civic Center a much appreciated and needed amenity; carving out small but defined areas with seating, lighting, and inviting landscaping.*

## **E. Pleasant View District**

### **Existing Conditions**

The Pleasant View District is home to Upland's historic single-family residences; with many of its homes having been built during the first half of the 20<sup>th</sup> Century. This District surrounds three sides of the Multi-Family/Senior Center District, between Arrow Highway and the packing houses south of 9<sup>th</sup> Street. The homes along 9<sup>th</sup> Street are currently adjacent to vacant and underutilized packing houses and other industrial buildings. Future development will require design standards that create enough of a buffer to soften the transition between the new uses and existing residential uses.

### **Vision and Recommendations**

The historic single-family residential District shall retain its character as a neighborhood of older one and two-story homes. The architecture is predominately Craftsman style; reflecting Upland's early history as a center of agricultural life in the Inland Empire. Few changes are anticipated to take place throughout the District.<sup>4</sup>

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<sup>3</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-9: B. Downtown's Districts/Civic Center District

<sup>4</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-10: B. Downtown's Districts/Pleasant View District

### ***Desired Primary Land Uses and Characteristics of District's Enhancement***

- *Historic single family residences must follow strict development standards and guidelines so as to preserve architectural style and scale.*
- *Strict development guidelines and design standards in support of preservation.*
- *Limited new construction; standards to be compatible and well-constructed in a style and scale similar to existing older homes.*

### ***Features Requiring Improvements or Special Attention***

- *Maintain a balanced approach to historic preservation to complement the repurposing of adjacent packing houses and underutilized vacant lots in Citrus District.*
- *Home improvements/expansions to follow similar strict construction standards and design guidelines in support of preserving architectural style and scale.*
- *Provide adequate buffers for homes on 9<sup>th</sup> Street that back up to renovated packing houses to the south; allowing for a graceful transition between the two diverse architectural styles and Districts.*

## **F. Multi-Family/Senior District**

### **Existing Conditions**

This Multi-Family/Senior District plays an important role in providing apartment and condominium-style living for Upland's senior citizens and families, with most of the buildings being two-story, multi-family developments. Although the District is just east of Old Town and is surrounded by the Pleasant View District, it lacks connectivity both within and between Districts. Running through the middle of the District, from east to west, is the Pacific Electric Trail, an underutilized open space with poor landscaping and lacking contiguous access points and amenities for pedestrians and bicyclists.

### **Vision & Recommendations**

It is not anticipated that the Multi-Family/Senior District will undergo many changes. The existing senior housing and the George M. Gibson Center along the Pacific Electric Trail will remain intact. Proposed changes will be minimal but significant pending an addition to the senior housing complex. This addition will serve to anchor the senior housing's presence along 3<sup>rd</sup> Avenue and create a stronger connection to the balance of the Downtown District.<sup>5</sup>

### ***Desired Primary Land Uses and Characteristics of District's Enhancement***

- *Multi-family residential, senior housing and mixed-use housing, and open space.*
- *Develop new connections and amenities along the Pacific Electric Trail; enhancing pedestrian circulation and providing accessibility to recreational amenities to Downtown residents.*
- *Create a stronger presence along 3<sup>rd</sup> Avenue whereby encouraging connectivity with Downtown.*

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<sup>5</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-11: B. Downtown's Districts/Multi-Family/Senior District

## **G. Citrus Transportation District**

### **Existing Conditions**

The Citrus Transportation District runs along the Metrolink train tracks and is surrounded by 3 very distinct Districts; Euclid District to the west, Residential Transit District to the east, and Pleasant View District to the north. The existing uses in this area include a mix of industrial, commercial, and single- and multi-family residential uses. There are a number of large vacant and underutilized properties, including publicly-owned parking lots. Although the City has invested in public improvements in the area that have contributed to the revitalization of Downtown, there is still much to be done before its full potential is realized.

### **Vision & Recommendations**

As a result of its proximity to the Metrolink Station, parcel size, vacant buildings/packing houses, and rich citrus history, the Citrus Transportation District is envisioned as an active transit-oriented hub. The streets will be designed as “complete streets”, streets that accommodate pedestrians, bicyclists, and motorists with equal ease. Abundant development of high intensity and quality residences, as well as the renovation of historic packing houses, will provide diverse housing options.<sup>6</sup>

### ***Desired Primary Land Uses and Characteristics of District’s Enhancement***

- *Mixed-use residential, retail, restaurants, and entertainment.*
- *Development/improvements to be sensitive to adjacent single-family residences and create the necessary transition buffering between the various non-conforming uses.*
- *Housing developments to also provide local services such as convenience stores, dry cleaners, pharmacies, as well as office opportunities for new residents.*
- *Historic packing houses will be renovated to accommodate a variety of new uses; housing, office, artist lofts, and entertainment.*
- *All new development shall follow strict construction standards and design guidelines.*
- *Complete streets and District connectivity creating an intimate pedestrian-oriented feel by connecting residents south of the tracts with existing Downtown.*
- *Adequate and convenient parking on adjacent streets.*

## **H. Residential Transit District**

### **Existing Conditions**

Located south of the Pleasant View District and east of the Citrus Transportation District, the area consists primarily of single- and multi-family residential uses, neighborhood commercial uses, and Mini Storage rentals. Due to the District’s large contiguous blocks, missing sidewalks, limited landscaping and a lack of access to cross over Metrolink’s tracks, the environment is not conducive to pedestrian connectivity. District lacks connectivity amongst its own residents and with adjacent Downtown communities.

### **Vision & Recommendations**

Similar to the Citrus Transportation District, the Residential Transit District’s proximity to the Metrolink Station and Downtown Communities, will provide a variety of housing options. The

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<sup>6</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-12/3-14: B. Downtown’s Districts/Citrus Transportation District

District will prove to be an opportunity to attract residents who want to take advantage of the convenient location or are looking to downsize from their current Upland home. New development will consist of a variety of high quality housing types with a range of unit sizes and price points to accommodate the needs of a diverse population. Although the multi-story residential developments are planned to be dense in design, residents will experience a much quieter residential environment. Unlike the Citrus Transportation District, development will be void of any retail or live/work spaces on the ground floor. The new street grid, green alleys and complete streets configuration will be a continuation and extension of the Citrus Transportation District. Development along 8<sup>th</sup> Street will be sensitively “stepped down” so as to create a visually pleasing transition for the neighborhood to the south.<sup>7</sup>

#### ***Desired Primary Land Uses and Characteristics of District’s Enhancement***

- *Multi-story residential units.*
- *Variety of housing types and price points for diverse population.*
- *Great development potential for new large scale high-density residential projects.*
- *Transit-Oriented District (“TOD”) Project void of ground floor retail or live/work spaces.*
- *New street grid, green alleys, and complete streets to encourage connectivity with Downtown and areas south of Metrolink tracks.*

### **I. Olivedale District**

#### ***Existing Conditions***

Located at the furthest southeast corner of the Specific Plan Area, the District’s make-up consists of modest single- and multi-family housing. This section of the City suffers from an extreme lack of overall connectivity. The compromised neighborhood in part, is due to aging and deficient infrastructure, and lack of commerce. Additionally, Metrolink tracks also act as a barrier between Olivedale and the other Downtown Districts. The District could support higher density residential units than what currently exists.

#### ***Vision & Recommendations***

The Olivedale District will continue as a small pedestrian-oriented traditional single and multi-family residential neighborhood. The District is within walking distance to the amenities and services in Downtown Upland and two adjacent parks, Olivedale Park and Wardens Field. The area will be characterized as a modest residential neighborhood that provides additional housing opportunities in Downtown. Although the District will offer multi-story housing, the density of housing projects will be substantially lower than the Residential Transit District. Development will be void of three- and 4 story residential buildings and ground-floor retail or live/work spaces as offered in the nearby Citrus Transportation District.<sup>8</sup>

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<sup>7</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-14: B. Downtown’s Districts/ Residential Transit District

<sup>8</sup> Historic Downtown Upland Specific Plan, Downtown Vision, Section 3-15: B. Downtown’s Districts/ Olivedale District

### ***Desired Primary Land Uses and Characteristics of District's Enhancement***

- *One- and 2 story multi-family residential: townhomes-row houses and courtyard housing.*
- *Development standards and design guidelines to limit projects to a maximum of two-stories, providing adequate transition from the higher-density and mixed-uses of the other Downtown Transit Districts as well as single family residential neighborhoods to the east and south.*
- *Pedestrian-oriented neighborhoods.*

### **J. Historic Downtown Vision**

The overall Vision for Historic Downtown, and in part for the City as a whole, is to develop a sustainable local economy as a means to retaining an excellent quality of life. A sustainable local economy will require creating a vibrant commercial and mixed-use Historic Downtown, with an emphasis on increasing housing density and a consumer base in support of business retention, expansion, and attraction. In order to bring this vision to life, the City must focus its efforts on the two identified target Districts, the ***Old Town District*** and the ***Citrus Transportation District***. The ultimate outcome will benefit the City by creating a healthy general fund, which in turn ensures a superior caliber of services and capital improvements for the City's residential and business community, while also elevating the City's image and visitors' experience, both locally and regionally.

Investment and development efforts aren't exclusive to the Old Town District ("Old Town") or the Citrus Transportation District ("Citrus District"). The two targeted Districts have their own unique attributes; Old Town offers an existing built-out commercial core and is recognized as the heart and essence of the City. Whereas the Citrus District has the physical landscape, featuring a number of under-utilized historic packing houses; ideal for grouping like industries under a single roof and creating a destination. Both Districts also have a number of available vacant parcels (owned either by a private party or public agency/City), which are also walking distance to mass transit.

Initial revitalization efforts are focused on introducing catalytic high density housing projects, of at least 400–600 new residential units; affordable and market rate, in various sections of the two target Districts. This approach serves as a long-term sustainable strategy for increasing the local residential population while also improving business retention and attraction and the overall business climate. Historically taking such an approach has been successful in the revitalization of a lagging commercial economy. Though such a strategy does call for a long-term commitment towards implementation, which requires the support and buy-in of all stakeholders; resident and business community, local government, and leadership.

The City recognizes and confirms data taken from the current Market Analytics and concludes that existing Retail Leakage is due in part to infrastructure limitations. The City cannot accommodate a major retailer's demand for a 500,000+sq. ft. shovel ready parcel. As such, this makes it imperative for the City to prioritize and develop a strategy for business retention and expansion. Of equal importance and urgency is for the City to simultaneously search for a quality catalytic high density housing project that will increase the existing population in support of attracting new and exciting businesses; ultimately increasing the general fund's tax revenue.

***The two targeted Districts are ideal for mixed-use and housing development for the following reasons:***

- *Access to major Freeway arterials*
- *Walking distance to public transportation*
- *Specific Plan that allows and provides for high density development*
- *Health care access*
- *Strong school district*
- *Close to colleges and universities*

Development and revitalization strategies will require significant on-going private investment and commitment from public and private parties. Most importantly, it will require the long-term support of the community and City. A highest priority approach is recommended, as it is the most cost effective and time efficient over the long-term.

***Four Main Strategies of Highest Priority***

- *Quality of Life*
- *Land Use/Development/Revitalization*
- *Business retention, expansion, and attraction*
- *Infrastructure*

***Quality of Life/Amenities***

- *Implement consistent public streetscape improvements and lighting amenities throughout Downtown.*
- *Improve pedestrian, bicycle, transit, vehicular facilities and connectivity within and to Downtown, prioritizing pedestrians, and bicyclists.*
- *Provide a system of parks, green alleys, plazas, open spaces, and recreational facilities that serve the needs of present and future Downtown residents, employees, and visitors.*
- *Promote Downtown as a place of culture, arts, shopping, and entertainment to attract visitors during the day and night.*

***Land Use, Development, Revitalization***

Use City-owned properties to stimulate private development, especially housing. There are numerous opportunity sites including public and private surface parking lots and vacant and underutilized properties appropriate for development and/or redevelopment for the purpose of housing, mixed-use, TOD projects, parking garages, entertainment, restaurants, and TOD urban green space.

- Focus on key catalytic projects to spur physical and economic development in Downtown. Given the current economic climate, today's limited public resources require creative distribution of funds, public partnerships, and strategic identification of project location that complements the investment and triggers future investment.
  - Incentivize housing; higher density housing within mixed-use or live/work developments, inclusive of parking, in Old Town District.
  - The City's highest implementation priority, at least for private development, should be the creation of 200 inhabited residential units, in addition to the

200+ units of newly constructed single family homes at 8<sup>th</sup> Street and Sultana Avenue, to attract high quality retailers in the Old Town District.

- Continue to provide support for rehabilitation and adaptive reuse of the historic packing houses located in the Citrus Transportation District, and where appropriate, commercial uses can be identified.
- Build new parks and gathering places that are centrally located. Introducing a community park as an extension of the Pacific Electric Trail (“Trail”) along 2<sup>nd</sup> Avenue at 3<sup>rd</sup> Street, would not only enhance the public space but it would leverage an existing natural resource; providing additional value to those who use the Trail and expanding the use of the overall area. A potential means for financing such a project would be to implement an open space in-lieu fee program to allow the payments of a fee to the City in-lieu of providing required open space. Other funding sources designated for public benefit projects may include Development Impact Fees (DIF) and district improvement financing. The purpose of these fees is to assist cities in its efforts to maintain, expand, and enhance infrastructure within its communities.
- Metrolink Station TOD Improvement and Expansion Program: Initiate conversation with Metrolink and potential investors about public private partnership options for a TOD redevelopment project of the station located in the Citrus Transportation District.
- Vertical Parking Structures: Parking is a necessary component of most development projects and without the required parking spaces, on or off-site, a proposed project could be rejected. Being that both targeted Districts are within walking distance of the Metrolink Station, it would behoove the City to explore parking options adjacent to the Metrolink Station. Pursuing a partnership with SBCTA for the development of a parking structure and funding would benefit and serve both the patrons of Downtown and Metrolink.

### **Business Retention, Expansion and Attraction**

- Support the retention and expansion of existing businesses. Critical retention and expansion activities center on relationships and research. The City, before moving forward with existing Business Retention, Expansion and Attraction Program should consider re-evaluating all current efforts. In conjunction with other business partners such as the Chamber, HDU, top ten employers, etc., a thorough reconciliation of program effectiveness should be determined and at that point, decide on how to move forward. An annual review and reconciliation of progress and suggested changes should be conducted.
- Having a clear understanding of businesses already in Upland and issues encountered is important to their success and is critical to on-going economic development efforts. Local business managers and executives are often the best advocates for bringing new growth to local facilities, so winning them over is of utmost importance. Annual review of existing programs for enhancement and relevance in the current time period is highly recommended.

- Maintain an inventory of existing businesses and available properties, as well as tracking material changes. It's important to have property information readily available for existing companies. In the case of Upland, HDL is already attending to the important task of keeping inventory, whereas properties currently on the market and for sale or lease are tracked through LoopNet and CoStar.
- The City should meet its goal of making 20 or more business visits per year with leading employers. The purpose of the visits would be to gauge the ability and needs of local businesses to operate, profit and possibly expand in Upland.
- The City should consider conducting an annual visitation program in conjunction with Business partners and key stakeholders such as; the Chamber of Commerce, top 10 employers and revenue generators, etc. The purpose of the program is to organize a roundtable of business movers and shakers across the business spectrum and get a well-balanced perspective of Upland's Business Culture. Subject to the results of the economic program, the City will determine how to move forward with existing Business Programs.
- The City should enhance its business recruitment efforts in conjunction with newly proposed industry clusters identified in the City. "By fostering clusters – geographically proximate groups of firms, research centers and associated institutions that focus on a particular industry sector or product, cities can direct resources to high-opportunity economic targets."<sup>9</sup>

## Infrastructure

City Infrastructure capacity is the foundation and framework from which improvements, development, and sustainable growth are anchored.

- City Infrastructure Priorities. Align City development plans and strategies with key City designated infrastructure projects, in particular planned projects, as expressed in the City's Capital Improvement Plans.
- Establish an inter-departmental committee to annually review the City's infrastructure priorities based on the projected economic development benefits for potential capital improvements.
- Establish a framework through which infrastructure development and planning is coordinated with plans for property development and revitalization, where economic development interests apply.
- Provide on-going funding resource updates (quarterly) to residents and businesses through outreach efforts; early buy-in and input of the residential and business communities will set the tone for funding resource consensus and anticipated projects. The City and Community have identified two areas of high priority and both fall within the realm of Infrastructure and required funding.

Two high priority projects that both the City and residents agree upon are the need for additional community space/parks and vertical parking. Although the construction of a parking structure is a costly capital improvement for the City to finance on its own, it still remains a high priority project considering the central role it plays in supporting the expansion and attraction of

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<sup>9</sup> Kempner, Randall. *The Talent Imperative for Older Industrial Areas*. Retooling for Growth. Brookings Institution Press

businesses and ultimately the local economy. As such, both have at least one source to help offset expenditures and/or potential Public Private Partnerships (“P3s”). The viability of introducing a new community park in a strategically identified area of Old Town, may be dependent on securing the interest of a developer who is willing to participate in an open space in-lieu fee program. Other funding sources designated for public benefit projects may include Development Impact Fees (DIF) and district improvement financing. The purpose of these fees is to assist cities in its efforts to maintain, expand, and enhance infrastructure within its communities.

In the same vein, the need for parking opens up the conversation of collaboration. Should the City find an acceptable site nearby the Metrolink Station in Upland, there’s an opportunity for SBCTA to help finance the project. Such opportunities should not be overlooked nor minimized, they are few and far between.

### **Review of Existing Approved Development**

The City’s Planning Division provides a monthly summary of projects under review and recently approved projects; the information can be found on the City’s website.

### **Make Determination If Further Data and/or Studies Are Required For A More In-Depth Market Study and Road Map**

Upon receiving feedback and input on suggested recommendations from the City of Upland and Staff, and when recommendations are vetted by all key City stakeholders, a determination will be made whether or not additional Studies are required for this phase of the Study.

## **5. MARKETING PLAN**

### **A. Recommendations for Digital Targeted Marketing Plan**

Upland requires digital collateral for the City to present to stakeholders who are new to the area, have a newly established business, recently acquired a commercial property, or are a neighboring resident and/or business. Business Market collateral may be the single most useful tool and welcome mat readily available to introduce the City of Upland to businesses, investors/developers, and interested parties. An important component of developing effective digital market collateral is reviewing and/or updating the City's Branding efforts. For maximum exposure and distribution throughout online platforms, a targeted Branding program and campaign needs to be specifically designed for the City of Upland. In doing so, the City would be providing constant online exposure to those businesses, industries, and institutions of interest, such as: development investors, health care industry, local higher education and continuing education, and businesses that the City would like to attract and develop partnerships.

There are limited opportunities to engage parties interested with investing in the City, as a result of physical logistics, limited time, and competing dynamic platforms. By utilizing current real-time interactive platforms, the City understands the need for 24/7 access to digital collateral that is relevant to the existing commercial market and is updated on an on-going basis. Decision makers inclusive of - residents, business owners, and potential investors and developers, will have access to relevant and current City data regarding key opportunity sites, the status of projects under review, and recently approved projects.

Digital collateral will be offered in a quick 'bite size' format, providing digestible chunks of information; featuring highlights in an organized straight forward bullet point sequence. The following collateral is presented in a similar fashion as described above.

### **B. Marketing Packet**

**Marketing Packet ON NEXT PAGE**



# WELCOME TO UPLAND, CA!

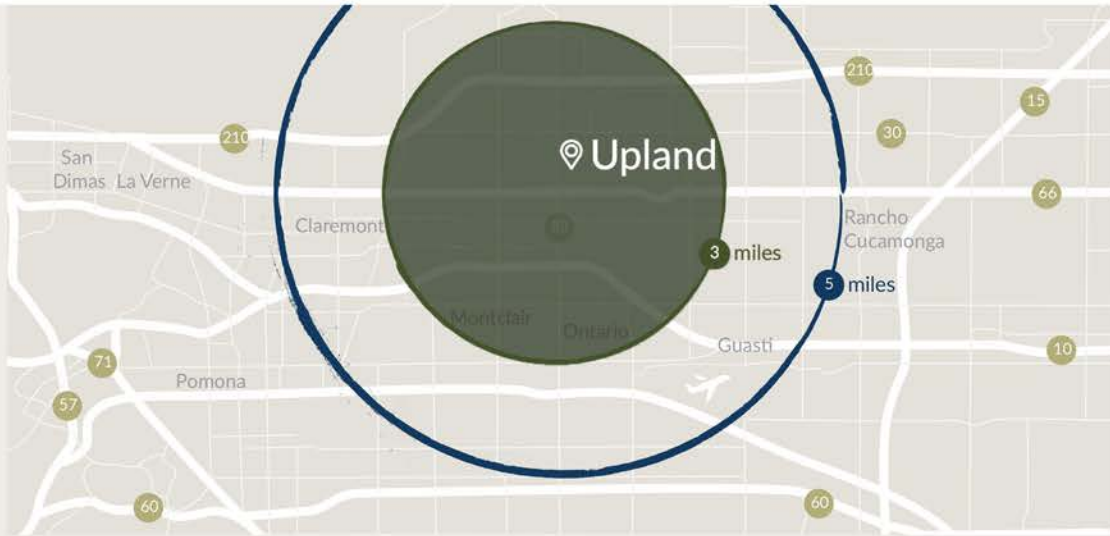
## DISCOVER A GREAT PLACE TO DO BUSINESS

Founded in 1906, the City of Upland, California, is the gateway to the Inland Empire located at the western edge of San Bernardino County and the link to Los Angeles County and beyond. Spread over 15.6 square miles in the heart of greater Southern California, Upland is ideally located for commercial and residential development that offers strategic locations that have access to the region's booming population, the Southwest United States, and room to grow smartly.



# POPULATION TRENDS AND KEY INDICATORS

Upland, CA



**78,029** Population    **27,174** Households    **2.85** Avg Size Household    **37.6** Median Age    **\$98,338** Average Household Income    **\$567,521** Median Home Value    **116** Wealth Index    **63** Housing Affordability    **80** Diversity Index

POPULATION	CITY OF UPLAND	3 MILES	5 MILES
2000 Total Population	68,556	152,915	348,741
2010 Total Population	73,732	162,121	368,647
2018 Total Population	78,001	170,953	389,277
2023 Total Population	80,911	177,003	403,807
2018-2023 Annual Rate	0.74%	0.70%	0.74%
Total Households	27,144	54,106	119,790

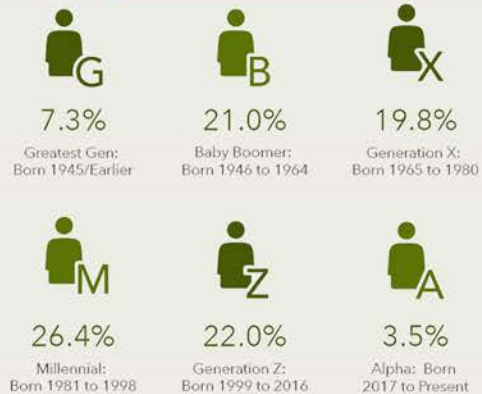
DATA FOR ALL BUSINESSES IN AREA			
Total Businesses	3,336	5,728	13,688
Total Employees	28,401	53,937	144,358
Total Residential Population	78,001	170,953	389,277
Employee/Residential Population Ratio (per 100)	36	32	37
Labor Force By Occupation - White Collar	63.4%	56.0%	57.0%
Labor Force By Occupation - Blue Collar	17.1%	24.4%	24.7%

AVERAGE HOUSEHOLD INCOME			
2018 Average Household Income	\$98,338	\$86,529	\$90,023
2023 Average Household Income	\$115,609	\$101,265	\$105,431
2018-2023 Annual Rate	17.5%	17.4%	17.1%

POPULATION BY AGE



POPULATION BY GENERATION



# ONGOING INITIATIVES IN THE CITY OF UPLAND

The City of Upland is investing in developing existing business sectors, encouraging innovation and entrepreneurship, and creating an attractive place with compelling key indicators that will allow businesses and residents to prosper.



## DEVELOPING THE 210/I-10 CORRIDORS

Exploring opportunities for expansion of health care, hospitality and manufacturing facilities.

## SUPPORTING INDUSTRY GROWTH AND EXPANSION

Expanding existing business bases through retention, expansion and attraction.



## FOSTER ENTREPRENEURSHIP & SMALL BUSINESS DEVELOPMENT

Supporting new business formation and innovation through increased access to capital, improved technology transfer, enhanced small business networks, as well as education and training programs aimed at entrepreneurs and small-business owners.

## IMPROVING INFRASTRUCTURE

Facilitating greater partnerships and communication on issues of employer needs and corresponding training programs.



## DEVELOPING HISTORIC DOWNTOWN UPLAND

Creating vibrant commercial/mixed-use districts in Historic Downtown Upland that are strongly interconnected with surrounding neighborhoods. Undertaking new physical projects that transform landscape and create opportunities for new development and growth.

## CIVIC PRIDE

To elevate its image, the City of Upland is taking a more active role in defining itself locally and regionally.





# We're ready for you.

## YOUR COMPANY'S FUTURE IS IN UPLAND

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Upland is conveniently tucked against the base of the picturesque San Gabriel Mountains. It is bordered by the bustling communities of Rancho Cucamonga to the east, Ontario and Montclair to the south, and Claremont to the west. Upland sits at the region's transportation hub, intersected by two major interstate freeways and the Metrolink commuter rail station in Historic Downtown Upland.

CITY OF UPLAND  
CALIFORNIA

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[www.uplandca.gov](http://www.uplandca.gov)  
460 N. Euclid Ave.  
Upland, CA 91786

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## 6. BUSINESS AND RETAIL ATTRACTION SUPPORT

### **A. Business and Retail Retention, Expansion, and Attraction Plan**

The following Five-Year Economic Development Action Plan (“Action Plan”), provides the strategic marketing and implementation framework to guide the City of Upland in discerning initiatives and strategies to develop. Over the years, since incorporating in 1906, this rural agricultural town, based on the citrus and fruit industry, has been the source of pioneering innovation and achieving rare milestones. The town of Upland grew quickly and less than a year after incorporating, opened the area’s first hospital – San Antonio Hospital. Today the San Antonio Regional Hospital is a thriving health care center serving the Inland Empire. The Hospital recently expanded its footprint with the construction of a new building and has partnered with the world renowned City of Hope, a comprehensive cancer specialty center.

114 years later, Historic Downtown Upland still stands unlike countless turn of the century small downtowns that disappeared during the post war era of modernization during of the 1950s and 1960s. Many of the City’s early structures remain intact and house businesses and families; in particular those buildings in Historic Downtown Upland as well as a number of the original citrus packing houses. It is this same vein of resilience and prosperity that the proposed Business and Retail Retention, Expansion, and Attraction Program (“Business Program”) was developed. The Business Program is meant to capitalize on and preserve the City’s rich history while also supporting its tradition for innovation and development whereby offering a *Superior Quality of Life*.

The following pages act as a road map to help facilitate developing relationships and establishing a research collaborative. All successful ventures begin with an idea that is brought to fruition through a strong network of relationships. By this same token, an idea requires direction and a goal; which is achieved by creating purposeful actions initiated through collaborative research. It is imperative to garner the ideas, experience, and research findings from a collaboration of business stakeholders, property owners, industry experts, and decision makers in those business sectors that align with the City’s goals, strengths, and vision.

STRATEGY GROUP	ACTION ITEM
<b>MARKETING / OUTREACH</b>	
<p><b>1. Core Marketing Framework.</b> Establish a promotional framework based on Upland City Pride and focused on the City's concept of Business &amp; Retail Retention / Expansion / Attraction Program ("Business Program"). The Business Program is intended to position and promote Upland as a full service community destination with a <i>superior quality of life</i>.</p>	<p><b>1.a)</b> Promote program and City Pride concept to Upland residents, focusing on various aspects of why it is important to the community for Business &amp; Retail to evolve.</p> <p><b>1.b)</b> Design City's promotional collateral (on-line platform and printed materials) to include the following areas of interest: existing and planned infrastructure capacity, opportunity sites and development focus areas. Detailed information can be found in Section 3. Five Year Economic Development Action Plan, including; City incentives, other departmental collateral materials, and educational resources. Where practical, incorporate GIS "story maps" with on-line platform.</p> <p><b>1.c)</b> Establish an operational plan for promotional collateral, taking into account budgeting and available staffing, and when appropriate coordination with other entities, project priorities, and departments with similar considerations.</p>
<b>SUSTAINABLE BUSINESS &amp; RETAIL ECONOMICS</b>	
<p><b>2. Business Retention /Expansion.</b> Demonstrate support of existing local Business &amp; Retail Community through an established Retention and Expansion Program ("R&amp;E Program"). Critical retention and expansion activities are built on a solid platform centered on relationships and research. It's imperative that the City do what it can to support existing businesses and workers; exploring opportunities to attract new investment and employment from companies currently operating locally. Local investment translates into opportunities for the small business market which is a major economic driver.</p>	<p><b>2.a)</b> Review best practices for R&amp;E Programs in light of overall economic development framework, evaluate alternative approaches, and prepare recommendations. What is the range of the kinds of issues affecting local businesses that an R&amp;E Program can effectively address?</p> <p><b>2.a-i)</b> Identify issues that may be hindering a particular group of businesses, industry cluster, or geographic concentration of businesses.</p> <p><b>2.a-ii)</b> Workforce retention/recruitment could be attributed to a range of issues; for example the need for supplemental training resources for the ability to accommodate segments of a required workforce; due to limited affordable housing or similar challenges.</p> <p><b>2.a-iii)</b> On an annual basis, City to perform a self-assessment and inventory of existing building improvement and seismic retrofitting programs and determine if program/assistance is useful or underutilized. On-going outreach and marketing of improvement programs to property and business owners should take place. Such efforts should be included in operational plan, maximizing program exposure and leveraging budgets by collaborating with Chamber, other local agencies, and/or government departments responsible for program.</p> <p><b>2.b)</b> Prepare operational plan for implementing program, considering budget and staffing, coordinating with other economic development functions and strategic priorities, and similar considerations.</p>

STRATEGY GROUP	ACTION ITEM
<b>SUSTAINABLE BUSINESS &amp; RETAIL ECONOMICS</b>	
<p><b>3.Business Attraction.</b> Establish an industry-specific Business Attraction Program ("BAAP") through selective recruiting of businesses that align with area strengths. The City should focus its business attraction/economic development efforts in alignment with current conditions, simultaneously positioning the City and business community to capitalize on new market opportunities.</p>	<p><b>3.a)</b> Review options by which Upland could effectively participate in focused industry cluster attraction activities rather than specific businesses. As previously articulated in the proposed Core Marketing Framework, the focus of the Business Program is intended to promote Upland as a full service community destination with a superior quality of life and desirable location for business activity.</p> <p><b>3.a-i)</b> The Business Program will be seen as overlapping with other Strategies presented in the Action Plan, due to its focus on the values of various existing and emerging community assets. Strategy linkages include: Marketing targeted development &amp; improvement areas, Entrepreneurial support organizations and facilities, Education and job training resources, Existing business-category strengths such as regional health care provider.</p> <p><b>3.b)</b> City Incentives, monetary and non-financial can play a key role in all aspects of a Business Program; Retention/Expansion/Attraction. The following Incentives are either currently offered by the City or under consideration:</p> <p><b>3.b-i)</b> Commercial Rehabilitation Program (CRP): assist building owners with improvements to commercial properties. For qualifying projects, the City will currently contribute up to \$30,000, subject to qualifying terms.</p> <p><b>3.b-ii)</b> Hotel Incentive Program: Future hotel development is a potential consideration for the City, and given the competitive market, tax-sharing agreements may be a desirable option. The agreement is structured whereby a participating new hotel can recoup a portion of the development/investment costs through a sharing of TOT and/or sales tax revenues generated by the new development.</p> <p><b>3.c)</b> In addition to direct monetary incentives, the City can further enhance the BAP through the following types of low-cost or no-cost Incentives:</p> <p><b>3.c-i)</b> Demonstrate how the City, being a full service community destination offering a superior quality of life, is primed to support the growth of business.</p> <p><b>3.c-ii)</b> Provide networking support opportunities for industries focused in a particular service and/or product cluster.</p> <p><b>3.c-iii)</b> In collaboration with existing businesses develop partnerships, Public and/or Private-product or service oriented, serve as a catalyst for the creation of facilities for business incubation, or other types of entrepreneurial or research and development support.</p> <p><b>3.c-iv)</b> Demonstrate that local education, continuing education, and job training resources are in alignment with current industry cluster economic drivers, as well as industry clusters being perused.</p> <p><b>3.d)</b> Establish an operational plan for promotional collateral, taking into account budgeting and available staffing, and when appropriate coordination with other entities, project priorities, and departments with similar considerations.</p>

STRATEGY GROUP	ACTION ITEM
<b>KEY DEVELOPMENT SITES</b>	
<p><b>4. Marketing of Key Development Sites.</b> Continue to actively market City-owned development opportunity sites, as well as privately-owned underutilized sites. Marketing of sites to focus on priority and targeted Land-uses/initiatives and be in alignment with existing General Plan of 2015 and respective Specific Plans approved for various areas within the four (4) City Districts.</p>	<p><b>4.a)</b> As part of an ongoing effort to facilitate the development and redevelopment of suitable properties, the City of Upland continues to make a concerted effort to update anticipated long range Land-uses in keeping with the City's superior quality of life, values, and cherished history.</p> <p><b>4.b)</b> Continue efforts to attract a hotel, fine dining and family friendly ventures, craft brewery/open air seating, and a diversity retail options relative to price-point and caliber of product that will complement existing uses offered at key development sites.</p> <p><b>4.c)</b> Support marketing and other efforts related to the development and redevelopment of existing sites and underutilized properties in Historic Downtown Upland pursuant to 2011 Specific Plan specifications.</p> <p><b>4.d)</b> Upon projects being approved and 'shovel ready', periodically review of previously performed feasibility analysis and other relevant studies as part of standard operational procedures.</p>
<b>TENANT RECRUITMENT</b>	
<p><b>5. Commercial Tenant Recruitment.</b> Targeting key industry sectors and economic drivers, collaborate with business owners and decision makers currently in the City to recruit targeted tenants. Resources permitting, outside support may be required to help develop and coordinate a targeted marketing and promotional plan. Taking this approach builds on the successful recruitment of companies that complement existing industry clusters throughout the City's diverse Districts. Implementing the proposed Economic Development Action Plan, will require that the marketing program be overseen by an economic development expert that weighs in on the financial and community benefits garnered at each key phase of the marketing program.</p>	<p><b>5.a)</b> Develop a detailed Tenancing Program to identify and attract retail and businesses to the City.</p> <p><b>5.b)</b> Coordinate existing business and property owner assistance efforts with implementation efforts, this may vary among Districts as well as commercial pockets within Districts, especially to attract retail/business tenants identified in Tenancing Program.</p> <p><b>5.c)</b> Inventory and re-evaluate existing community and retail events (annual flea market, taste of old town, music festival, farmers market); reassess value, how to improve and collaborate to expand exposure and interest in City.</p>

## **B. ICSC Marketing Strategy**

### **ICSC Annual Support**

The International Conference of Shopping Center (“ICSC”) owners is a retail real estate trade industry organization that is recognized for the integral role it plays in the social, civic, and economic vibrancy of communities across the globe. ICSC was founded in 1957 and has a worldwide network consisting of retail-related industry owners, retailers, investors, representatives, and other retail suppliers and advisors who support the vast retail markets in the United States and worldwide.

ICSC hosts an annual conference in Las Vegas every year in May. This conference is attended by up to 60,000 attendees along with developers, owners, retailers, real estate advisors, suppliers, and a host of others. Companies’ marketing collateral is displayed over a 4 day period across 1.5 million square feet of convention center space. The conference is known not only for its display of companies but is also recognized as the place to initiate or finalize transactions of various retail centers across the nation. In addition to the National Conference in May, Southern California also hosts an annual regional ICSC conference in San Diego or Los Angeles every October. This conference is designed to showcase not only national retailers that are in or want to be in Southern California but also the regional retailers who cater to the Southwest United States and Southern California.

Attendance at ICSC Las Vegas and ICSC San Diego/Los Angeles is mandatory for the City of Upland if it plans to be recognized as a destination and a place to be for commercial businesses. These conferences provide an opportunity for the City to reach out to developers and retailers that would not consider Upland if the City did not reach out to them. Marketing and placemaking require an ongoing effort to approach and attract businesses to the City.

Tierra West Advisors (“Tierra West”) takes pride in staying connected with its clients and the network of professionals in the retail and real estate industry. “At the end of the day it’s all about managing the relationships we’ve established; understanding our clients’ needs, knowing the local market, and helping to make that pivotal introduction between a retailer and a City that can spark future development or increased retail sales” is a philosophy that Tierra West takes to heart!

Tierra West always makes a point to meet with clients during the four day conference; it’s the perfect opportunity to explore and discuss new retail trends that will be of benefit for their clients’ individual needs. After 30 plus years in the real estate industry, Tierra West has seen its fair share of conflicting economic forecasts and fragile recovery strategies. Now more than ever is the time to invest in quality economic development and real estate consulting services. Working with Tierra West to market retail sites at ICSC is the perfect opportunity. Providing clients with innovative and sustainable solutions is what Tierra West does best.

For this marketing and placemaking effort, Upland must plan purposefully and strategically to develop a program on how it best approaches these conferences. In order for Upland to place its best foot forward, it will need a plan that includes the following:

- Set-up a master calendar date schedule to discuss ICSC and marketing for May and October meetings
- Start in January to develop marketing materials

- Identify available development sites (both vacant and underutilized) within the City
- Identify large vacant retail spaces available within the City
- Identify projects, development sites, newly created special districts, or commercial zones for existing and potential businesses
- Identify current retailers that have potential for ICSC involvement
- Identify a list of retailers to be solicited
- Solicit retailers from January through May
- Schedule and coordinate meetings with identified retailers, developers, and hospitality providers
- Develop demographic data for the City and local available site
- Graphic design of ICSC collateral
- Print brochures for convention hand-outs
- Confirm meetings and event logistics in 1<sup>st</sup> week of May
- Meet with prospective retailers and developers
- Start preparation in June for October ICSC Regional Conference
- Identify current retailers that have potential for regional ICSC involvement
- Schedule and coordinate meetings with identified retailers, developers, and hospitality providers at regional conference
- Develop demographic data for the City and local available site(s)
- Confirm meetings and event logistics in 2<sup>nd</sup> week of September
- Meet with prospective retailers and developers.

It is also recommended that follow-up with all contacts developed that expressed interest in Upland be done every 60 days for a two year period.

ICSC PROPOSED SCHEDULE ACTION ITEMS	Month											
	1	2	3	4	5	6	7	8	9	10	11	12
<b>May ICSC Recon National Conference</b>												
<b>October ICSC Regional Conference</b>												
Set-up a master calendar date schedule to discuss ICSC and marketing for May and October meetings	X											
Start in January to develop marketing materials for May ICSC Recon National Conference	X	X	X	X	X							
Identify available development sites (both vacant and underutilized) within the City: On-going process	X	X	X	X	X	X	X	X	X	X	X	X
Identify large vacant retail spaces available within the City	X	X	X	X	X	X	X	X	X	X	X	X
Identify projects, development sites, newly created special districts, or commercial zones for existing and potential businesses	X	X	X	X	X	X	X	X	X	X	X	X
Identify current retailers that have potential for ICSC involvement	X	X	X	X	X							
Identify a list of retailers to be solicited	X	X	X	X								
Solicit retailers from January through May	X	X	X	X	X							
Schedule and coordinate meetings with identified retailers, developers, and hospitality providers	X	X	X	X	X							
Develop demographic data for the City and local available sites for retailers, developers, and hospitality providers	X	X	X	X								
Graphic design of ICSC collateral	X	X	X	X	X	X	X	X	X	X		
Print brochures for convention hand outs			X	X				X	X			
Confirm meetings and event logistics in 1st week of May					X							
Meet with prospective retailers and developers					X							
<b>Start preparation in June for October ICSC Regional Conference</b>												
Identify current retailers that have potential for regional ICSC involvement						X	X	X	X	X		
Identify a list of list of retailers to be solicited						X	X	X	X	X		
Schedule and coordinate meetings with identified retailers, developers, and hospitality providers at regional conference						X	X	X	X	X		
Develop demographic data for the City and local available site(s)						X	X	X	X			
Confirm meetings and event logistics in 2nd week of September									X			
Meet with prospective retailers and developers										X		

<b>7. COMMUNITY PROFILE</b>	<b>APPENDIX 1</b>
<b>8. COMMUNITY OUTREACH - RESIDENTIAL</b>	<b>APPENDIX 2</b>
<b>9. COMMUNITY OUTREACH - BUSINESS</b>	<b>APPENDIX 3</b>
<b>10. METHODOLOGY AND SURVEY INSTRUMENT FOR THE RESIDENTIAL SURVEY AND THE BUSINESS SURVEY</b>	<b>APPENDIX 4</b>
<b>11. COMMENTS FROM SURVEY AND FOCUS GROUP WORKSHOPS</b>	<b>APPENDIX 5</b>