

Miracle Mile Improvement Project



Ad Hoc Workgroup Conceptual Design Report

May 2024

Stockton, California

Prepared by

Value Management Strategies, Inc.

STATE CAPITOL
P.O. BOX 942849
SACRAMENTO, CA 94249-0013
(916) 319-2013
FAX (916) 319-2113

DISTRICT OFFICE
4643 QUAIL LAKES DRIVE, SUITE 200
STOCKTON, CA 95207
(209) 948-7479
FAX (209) 465-5058

E-MAIL
Assemblymember.Villapudua@assembly.ca.gov

Assembly California Legislature



CARLOS VILLAPUDUA
CHAIR, JOBS, ECONOMIC DEVELOPMENT AND THE ECONOMY
ASSEMBLYMEMBER, THIRTEENTH DISTRICT

COMMITTEES
CHAIR: JOBS, ECONOMIC DEVELOPMENT,
AND THE ECONOMY
AGRICULTURE
APPROPRIATIONS
MILITARY AND VETERANS AFFAIRS
WATER, PARKS, AND WILDLIFE

SELECT COMMITTEES
CAREER TECHNICAL EDUCATION AND
BUILDING A 21ST CENTURY WORKFORCE
DOMESTIC VIOLENCE
PORTS AND GOODS MOVEMENT
WINE
WORKFORCE DEVELOPMENT AND
DIVERSITY IN THE INNOVATION ECONOMY

Wednesday, May 22, 2024

Harry Black
City Manager, City of Stockton
425 N El Dorado Street
Stockton, CA 95202

RE: Support and Appreciation for the Miracle Mile Improvement Project's Ad Hoc Workgroup

Dear City Manager Harry Black,

I write to respectfully acknowledge the hard work of the Miracle Mile Ad Hoc Workgroup (Workgroup) and support the spending recommendations provided by the Workgroup for Stockton's Miracle Mile Improvement Project (MMIP).

The State of California awarded the City of Stockton a total of \$20 million in 2023 to revitalize our city's historic Miracle Mile. In order to advise on the expenditure of these funds, I assembled a Workgroup to meet regularly, learn from city development project experts, hear directly from the public, and provide formal recommendations on how the City may best spend the funding for the MMIP.

Since July 2023, the 20 members of the Workgroup have worked diligently to fulfill these tasks. Between bi-weekly working sessions, presentations from cities of Livermore, San Diego, and Santa Monica regarding their revitalization efforts, four public meetings, and the creation of Subcommittees to further engage the public and focus on seven key areas, these efforts have culminated in thoughtful and specific recommendations for the expenditure of the \$20 million.

Members of the Workgroup participated in this rigorous process because we are all deeply invested in the success of the MMIP. The Miracle Mile is a beloved and historical stretch of Stockton that we hope may represent the economic and cultural prosperity of our diverse city; we hope for a district that provides an enriching and safe experience for anyone visiting and that will make any resident proud to call Stockton, 'Home.'

I would like to conclude by commending the Workgroup and Subcommittee members for their willingness to step up as community leaders and engage on this project. They have gone above and beyond to work with the public and hear considerations from individuals who will be directly impacted by the development project.

The finalized report provided is an educated result of our lessons with similar project experts and thoughtfully caters to the unique aspects of our local community.

Thank you for your attention and review of this important matter.

Sincerely,

A handwritten signature in black ink that reads "Carlos Villapudua". The signature is written in a cursive style with a long horizontal flourish at the end.

Carlos Villapudua
Assemblymember, 13th District

CC: Kevin Lincoln II, Mayor, City of Stockton
Kimberly Warmsley, Vice Mayor, District 6 Councilmember, City of Stockton
Michele Padilla, District 1 Councilmember, City of Stockton
Dan Wright, District 2 Councilmember, City of Stockton
Michael Blower, District 3 Councilmember, City of Stockton
Susan Lenz, District 4 Councilmember, City of Stockton
Brando Villapudua, District 5 Councilmember, City of Stockton

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

A conceptual design study was conducted from October 2023 through May 2024 as part of the improvement and revitalization project for the Miracle Mile in Stockton, California. Twenty-one individuals, who represent the community, were selected to serve on an Ad Hoc Workgroup to discuss best practices, consider different perspectives, identify means and methods to improve pedestrian crossings and public safety, and to revitalize Stockton’s Miracle Mile.

This *Executive Summary* provides an overview of the project and concepts developed by the Ad Hoc Workgroup. Supporting documentation can be found in this report. The complete report will be submitted to the design firm that is awarded this project.

HISTORY

The area known as the Miracle Mile is in the center of the City of Stockton in San Joaquin County, California. Miracle Mile runs from the south side of the Calaveras River at Pacific Avenue extending to Harding Way and Harding Way from El Dorado Street to Lincoln Street. It includes commercial, residential, educational, and recreational land uses.

The original idea of Miracle Mile in Stockton was developed by Joe Plecarpo in the early 1920s, who modeled it after the one on Wilshire Street in Los Angeles. Alongside the commercial growth, residential growth also developed, helping the area gain a reputation of growing prominence and prestige. The Miracle Mile is known for being a pedestrian-friendly shopping district with a wide variety of specialty shops and services.

PROJECT BACKGROUND

In 2022, Assembly Bill 179 granted \$20,000,000 to the City of Stockton for pedestrian crossing upgrades, public safety improvements, and revitalization at the Miracle Mile. The legislation called for the formation of an Ad Hoc Workgroup comprised of diverse members of the community and for Assembly member Carlos Villapudua’s office to provide recommendations regarding how to best achieve the safety and revitalization goals in the City of Stockton. Twenty-one members were selected to serve on the Miracle Mile Ad Hoc Workgroup through a rigorous and thoughtful nomination process.

The California Department of Transportation (Caltrans)—in partnership with the City of Stockton, California State Assembly member Carlos Villapudua for the 13th District, San Joaquin Council of Governments and facilitated by Value Management Strategies, Inc.—coordinated and managed the project to support the Ad Hoc Workgroup, to transfer funds, and to ensure the overall project alignment.

PROJECT OBJECTIVES

The objectives of the project were to:

1. Learn the fundamentals and principles from experts chosen by the consulting group on urban planning, design, land use, and economic growth to ensure members are educated on the best data driven practices and methods.

2. Solicit recommendations from members of the community at large to provide the City of Stockton with multiple perspectives to inform the design of safety improvements along Stockton's Miracle Mile using best data driven fundamentals and principles provided by chosen experts.
3. Identify potential upgrades to pedestrian crossings and other safety features that render the Miracle Mile more inviting and more accessible using best data driven fundamentals and principles provided by chosen experts.
4. Identify means and methods to improve pedestrian and cyclist safety on the Miracle Mile and encourage the public to frequent the area and its businesses using best data driven fundamentals and principles provided by chosen experts.
5. Make Miracle Mile pedestrian crossing improvement recommendations to the City of Stockton using best data driven fundamentals and principles provided by chosen experts to expend the awarded \$20,000,000 on pedestrian crossing upgrades, public safety improvements, and revitalization improvements by January 1, 2028.

PROJECT PROCESS

The Ad Hoc Workgroup followed a modified version of Value Engineering to learn, brainstorm, evaluate, and develop concepts to recommend to the City of Stockton. The Value Engineering process is a systematic approach to analyze and improve design and construction projects; this process includes distinct phases:

- Information Phase: Gather information to better understand the project.
- Creativity Phase: Generate ideas on all the possible ways to improve the project.
- Evaluation Phase: Assess ideas to select those concepts that are feasible for development.
- Development Phase: Explain how the concepts add value to the project.

During the 8 months of this project, the Ad Hoc Workgroup met 17 times for working sessions, held four public meetings, held numerous subcommittee meetings for the seven subcommittees, and allocated time for research and discussions with private sector and non-profit organizations. The Ad Hoc Workgroup and subcommittee members have dedicated more than 1,100 hours cumulatively to improving the Miracle Mile.

Information

Members of the Ad Hoc Workgroup held several sessions learning best practices and standards for street designs from various experts across the state.

- Caltrans District 10 Active Transportation Portfolio Manager, Charles Carroll, presented the importance of active transportation planning at the first public meeting in October 2023. The Ad Hoc Workgroup held subsequent working sessions with Caltrans, allowing for more in-depth discussions and knowledge sharing.
- The City of Livermore Community Development Director, Paul Spence, shared the impact and benefits from Livermore's First Street revitalization efforts.
- President of New City America—an improvement district management firm—Marco Li Mandri, displayed pedestrian-focused improvements made to Little Italy in San Diego that are applicable to the Miracle Mile.

- The City of Santa Monica’s Mobility Manager, Jason Kligier, highlighted the integration of mode choices from vehicles to pedestrian, bicyclists, and transit with the improvement projects to the Colorado Avenue Esplanade.
- Executive Director of the Gaslamp Quarter Association, Michael Trimble, shared the successes and challenges faced with the ongoing Gaslamp Promenade project in San Diego.

In October 2023, the Ad Hoc Workgroup participated in a walking tour of Miracle Mile to observe the current conditions of the roads, sidewalks, storefronts, parking lots, and landscape. In January 2024, members of the Ad Hoc and subcommittees walked the recently completed construction along Miner Avenue to compare a recent city improvement project that is comparable in dollars, distance, and goals to the Miracle Mile improvement project.

Creativity

Over the course of multiple working sessions, the Ad Hoc Workgroup brainstormed possible ways to create the future desired for Miracle Mile. The workgroup generated 61 initial ideas; those ideas were shared at the public meeting in December 2023. Attendees of the public meeting were invited to engage in an additional brainstorming exercise to create more ideas. A total of 209 ideas were generated to improve the Miracle Mile; the ideas were clustered and coded by areas of focus.

Area of Focus	Code
Business Development	BD
Caldwell Park	CP
Civil Improvement	CI
Community Engagement	CE
Mobility	MOB
Place-making	PM
Security and Lighting	SL

Subcommittees were formed around these focal areas. Then, the public was invited to participate in subcommittees to review and determine which ideas would move forward. Later in the process, it was decided by the Ad Hoc Workgroup that ideas specific to Caldwell Park should be reviewed by its own subcommittee. The seven subcommittees included:

Subcommittee	Description
Business Development	Oversees ideas that are related to enhancing the façades of businesses (to upgrade and to support placemaking) and creating incentives and programs to support individual businesses, overall business growth, and diversification to drive a more robust business center.
Civil Improvement	Oversees ideas that are related to traffic calming and street improvements, crosswalks, sidewalks, and parking.
Community Engagement	Dedicated to ensuring all who are invested in Miracle Mile engage in the decision process—before, during, and after the Miracle Mile revitalization project.
Mobility	Focuses on ideas specific to bicyclists, pedestrians, transit, and other modes of transportation to and from the Miracle Mile.

Subcommittee	Description
Place-making	Oversees ideas that create opportunities for people to gather (e.g., plazas and events), landscaping, signage, and maintaining the historical style of the Miracle Mile.
Security and Lighting	Oversees ideas related to means and methods of monitoring the Miracle Mile and lighting throughout the district.
Caldwell Park	Oversees ideas that are related to the improvement and beautification of Caldwell Park.

Evaluation

The ideas generated during brainstorming were evaluated by each subcommittee and reviewed by the Ad Hoc Workgroup to determine if these would be further researched and developed.

Performance criteria, based on best practices from similar projects, was used to determine which ideas have the greatest potential for adding value and provide a positive impact toward Miracle Mile’s revitalization efforts. This minimized bias for a more objective evaluation. All ideas were rated using these five performance criteria:

- **Aesthetics:** The aesthetic appeal of the Miracle Mile. This criterion considers how well the idea maintains the intended style and feel of the historic area including, but not limited to, the surrounding buildings, streets, sidewalks, landscape, and art.
- **Alignment:** An assessment of how well Miracle Mile meets the objectives outlined in the legislation—pedestrian crossing upgrades, public safety improvements, and revitalization at the Miracle Mile.
- **Connectivity:** The degree to which the Miracle Mile is contributing to the overall connectivity with the community, including bicycles, pedestrians, transit, and businesses.
- **Functionality:** The quality of operations with the overall purpose to support economic development and pedestrian-centric movement through all modes of transportation on the Miracle Mile and the surrounding roadways. Operational considerations include, but are not limited to, businesses visibility, speeds, lane widths, and accessibility for people and businesses.
- **Maintainability:** The impact to long-term maintenance. Maintenance considerations include the overall durability; longevity; ongoing energy costs; maintenance access; and resiliency to climate change, seismic events, and/or drought.

All ideas generated throughout this project, including the evaluation of ideas, are available for review in the appendices.

Development

The evaluated ideas were then developed into concepts. The subcommittees researched these concepts to better articulate specificity of location and benefits to the Miracle Mile. Pros and cons were identified and estimated costs were determined, where available. Risks were also discussed that could be identified this early in the process.

FINAL CONCEPTS

Below are the final concepts the Ad Hoc Workgroup propose to the City of Stockton for the Miracle Mile improvement and revitalization project. The concepts are arranged by the workgroup based on what is deemed most important and for greatest impact. All concepts should be included in the full scope of the project as part of the overall design of the project. It will be the decision of the City and the design and/or construction firms to determine the appropriate phasing of each concept using engineering judgement.

More detail for each of these concepts can be found in the following section.

Concept No. and Description
SL-01: Improve lighting levels throughout the Miracle Mile.
CI-08: Include bollards at some corners or a potential plaza.
CI-44: Create lane shifts to slow traffic.
CI-03: Add bulb-outs at some intersections.
CI-10: Install high visibility pedestrian zebra crosswalks with LED lights.
CI-14: Replace, repair, and widen sidewalks within the district.
CI-58: Build a traffic calming feature at Regent Court.
CI-02: Enhance paving at crosswalks and incorporate raised crosswalks.
CI-35: Introduce gradual traffic funneling traveling south towards Castle Street.
CI-45: Convert Pacific Avenue into three lanes from Alpine to Regent.
MOB-07: Explicitly improve routes and wayfinding throughout the Miracle Mile with an emphasis on parking.
MOB-05: Add bike parking along Pacific Avenue or on the side streets near Pacific intersections.
CI-40: Install flashing beacon 4-way stop sign at Monterey and Pacific Avenues.
CI-65: Program leading pedestrian intervals at intersections.
PM-23-31: Create and implement a comprehensive landscape plan.
PM-46: Utilize funds for artistic collaboration.
CI-11: Install rumble strips at crosswalks.
CI-21: Explore street parking strategies along Pacific Avenue.
CI-46: Convert Pacific Avenue into two lanes from Castle to Harding.
CI-56: Introduce median islands along Pacific Avenue.
PM-01: Develop Tuxedo Court as a plaza for events and farmers' market.
BD-03: Leverage existing funds in the city facade grant program by hiring a facilitator to support businesses applying to program.
CI-41: Install Stop Signs from Castle Street to Harding Way.
PM-18: Create a threshold between the classic area and the extended Mile.
CE-14: Encourage music pop ups at various locations along the miracle mile.
SL-02: Install comprehensive monitored camera system.
SL-03: Install trash corrals in all public parking lots.
MOB-04: Add bike lanes along Pacific Avenue. (In conjunction with CI-45)
CP-02: Install a restroom facility and water (re)filling stations.
CI-28: Renovate, upgrade, and repair existing parking lots.
CI-60: Install technology infrastructure to support future growth.

Concept No. and Description
CE-03: Develop a buy-a-brick program and other fundraisers to supplement funding for Miracle Mile.
CE-07: Create a student survey for both UOP and Delta students.
CP-01: Improve lighting in Caldwell Park.
CI-43: Enhance road surface with installation of pavers or decorative concrete.
CE-06: Develop a survey for property owners, business owners and residents.
CP-03: Add security cameras in the Park through the Stockton Police Department's surveillance camera monitoring program.
CP-04: Replace and add site furnishings and amenities.
PM-02: Create zones (areas) for lingering.
PM-38: Include Iconic Elements honoring the history and culture of the Miracle Mile.
CE-10: Celebrate neighborhoods surrounding the Miracle Mile District with a banner program.

CONCLUSION

To achieve the vision set forth by the Ad Hoc Workgroup, additional funding will likely be needed for construction and ongoing maintenance on the Miracle Mile. The City will work with key stakeholders to identify and secure additional grants. A similar approach taken by the City on recent capital improvement and economic development projects within Stockton like Miner Avenue, Van Buskirk Park, and McKinley Park is recommended.

The expense of ongoing maintenance for landscape, lighting, infrastructure, and security to the Miracle Mile may require establishing a Landscape and Lighting Assessment District. Should the City pursue this approach to ensure the sustainability of the improvements because of this project, the workgroup is committed to working together to bring this measure forward.

The responsibility for the success of the Miracle Mile does not fall solely on the City of Stockton. It is the hope of the Ad Hoc Workgroup to continue to involve the community and to work in partnership to support the development of the district.

ACKNOWLEDGEMENTS

ACKNOWLEDGEMENTS

AD HOC WORKGROUP MEMBERS

A thorough public nomination process occurred to identify various members of the community in accordance with the charter to serve on the Miracle Mile Ad Hoc Workgroup. Twenty-one members were selected; this group represented diverse perspectives that brought different knowledge and expertise to the project.

Name	Role
Carlos Villapudua	Assemblymember representing Miracle Mile
Chip Hanker	Representing residents of Miracle Mile area (within 5 miles)
Phillip Herrera	Representing residents of Miracle Mile area (within 5 miles)
Ted Leland	Representing residents of Miracle Mile area (within 5 miles)
Howard Seligman	Representing residents of Miracle Mile area (within 5 miles)
Jeff Gamboni	Representing residents of Miracle Mile area (within 5 miles)
Kevin Dougherty (Co-chair)	Representing business owners with property on Miracle Mile and member of Miracle Mile Improvement District
Jonathan Hernandez	Representing business owners with no property on Miracle Mile and member of Miracle Mile Improvement District
Joanne Chappell	Representing Miracle Mile business owner who is not part of Miracle Mile Improvement District
Rex Dhatt	Representing commercial property owner with no business on Miracle Mile
Jean Callahan (Co-chair)	Representing University of the Pacific (UOP)
Cameron Farrens	Representing Delta College
Kevin Hernandez	Representing developers
Diana Lowery	Representing local service clubs
Paris Allen	Representing architects, civil engineers, traffic engineers, or land use and urban planners
Kerry Sullivan	Representing architects, civil engineers, traffic engineers, or land use and urban planners
Jerry Enni	Representing cyclists who commutes to Miracle Mile
Dwight Williams	Representing the Stockton Chamber of Commerce
Les Fong	Representing the Asian American Chamber of Commerce
Emily Ballus	Representing Farmers Markets

SUBCOMMITTEE MEMBERS

During this project, there was a call for additional participation from the public to serve on one of the seven subcommittees. Members of the subcommittees assisted with research, evaluation, and the development of key concepts for the project.

Business Development Subcommittee

Name	Role
Kevin Hernandez	Subcommittee Chair
Jean Callahan	Executive Liaison
Jonathan Hernandez	Ad Hoc Member
Reverend Dwight Williams	Ad Hoc Member
Antonia Hernandez	Public
Carrie Hang	Public
Ivan Montelongo	Public
Janet Willis	Public
Jason Laurenti	Public
John Victor Precissi	Public
Kendra Goossens	Public
Zachary J. Conklin	Public

Caldwell Park Subcommittee

Name	Role
Emily Ballus	Subcommittee Chair
Jean Callahan	Executive Liaison
Howard Seligman	Ad Hoc Member
Diana Lowery	Ad Hoc Member
Jeffrey Gamboni	Ad Hoc Member
Lena Hall	Public
Jeri Bigbee	Public
Daniel Walker	Public
Antonia Hernandez	Public
Marci Waller	Public
Jason Laurenti	Public
Laurence Test	Public
John Victor Precissi	Public
Barbara Broer	Public
Michael McDonald	Public
Zachary J. Conklin	Public

Civil Improvements Subcommittee

Name	Role
Paris Allen	Subcommittee Chair
Kevin Dougherty	Executive Liaison
Frederic "Chip" Hanker	Ad Hoc Member
Jerry Enni	Ad Hoc Member
Kevin Hernandez	Ad Hoc Member
Phillip Herrera	Ad Hoc Member
Jeffrey Gamboni	Ad Hoc Member
Ariana Adame	Public
Benjamin Coleman	Public
Daniel Walker	Public
Jason Laurenti	Public
Kari McNickle	Public
Kathleen Alexander	Public
Laurence Test	Public
Nataly Pastor	Public
Roger Thomas	Public
Sarah Waltz	Public
William Maxwell	Public

Community Engagement Subcommittee

Name	Role
Jonathan Hernandez	Subcommittee Chair
Kevin Dougherty	Executive Liaison
Reverend Dwight Williams	Ad Hoc Member
Joanne Chappell	Ad Hoc Member
Howard Seligman	Ad Hoc Member
Diana Lowery	Ad Hoc Member
Emily Ballus	Ad Hoc Member
Alicia Valenzuela	Public
Barbara Broer	Public
Zak Eli Baker	Public
Michael McDonald	Public
Adrianna Griffith	Public
Megan Silva	Public
Ivan Montelongo	Public
Kathleen Alexander	Public

Name	Role
Antonia Hernandez	Public
Carly Ranson	Public
Jessica Fong	Public
Elizabeth Malone	Public

Mobility Subcommittee

Name	Role
Cameron Farrens	Subcommittee Co-Chair
Kari McNickle	Subcommittee Co-Chair
Kevin Dougherty	Executive Liaison
Jerry Enni	Ad Hoc Member
Les Fong	Ad Hoc Member
Zak Eli Baker	Public
William Maxwell	Public
Benjamin Coleman	Public
Michael Madary	Public
Mike Wurtz	Public

Place-making Subcommittee

Name	Role
Kerry Sullivan	Subcommittee Co-Chair
Paris Allen	Subcommittee Co-Chair
Jean Callahan	Executive Liaison
Frederic "Chip" Hanker	Ad Hoc Member
Howard Seligman	Ad Hoc Member
Ted Leland	Ad Hoc Member
Israel Landa	Ad Hoc Member
Emily Ballus	Ad Hoc Member
Jeffrey Gamboni	Ad Hoc Member
Christine Hankins	Public
John Victor Precissi	Public
Adrianna Griffith	Public
Kathleen Alexander	Public
Antonia Hernandez	Public
Carly Ranson	Public
Jessica Fong	Public
Elizabeth Malone	Public

Name	Role
Daniel Walker	Public
Carrie Hang	Public
Kendra Goossens	Public
Janet Willis	Public
Ela Jamosmos	Public
Veronice Satoor	Public

Security and Lighting Subcommittee

Name	Role
Jeffrey Gamboni	Subcommittee Chair
Jean Callahan	Executive Liaison
Howard Seligman	Ad Hoc Member
Diana Lowery	Ad Hoc Member
Les Fong	Ad Hoc Member
Ravdeep "Rex" Dhatt	Ad Hoc Member
John Victor Precissi	Public
Laurence Test	Public
Eric Bridge	Public
Henry Rodriguez	Public
Nataly Pastor	Public
Sarah Waltz	Public

PLANNING TEAM

The California Department of Transportation (Caltrans) in partnership with the City of Stockton, California State Assemblymember Carlos Villapudua (13th District), San Joaquin Council of Governments (SJCOG) and facilitated by Value Management Strategies, Inc. (VMS) coordinated and managed the project to support the Ad Hoc Workgroup, transfer of funds, and ensured the overall project alignment with Assembly Bill 179 (2022) for new pedestrian crossings, public safety improvements, and revitalization efforts of Stockton’s Miracle Mile.

Name	Organization
Angela Madison	Caltrans
Anthony Presto	Caltrans
Anup Giri	Caltrans
Cathy McKeon	Caltrans
Charles Carroll	Caltrans
Gregoria Ponce	Caltrans
Hilda Sousa	Caltrans
Lajuene Smith	Caltrans
Manuel Morales	Caltrans
Mark Samuelson	Caltrans
Marlon Regisford	Caltrans
Silvia Dayak	Caltrans
Skip Allum	Caltrans
Chad Reed	City of Stockton
Harry Black	City of Stockton
Ben Cheever	Assemblymember’s Office
Carlos Villapudua	Assemblymember’s Office
Israel Landa	Assemblymember’s Office
Marina Narvarte	Assemblymember’s Office
Steven Sievers	Assemblymember’s Office
Ryan Niblock	SJCOG
Giuseppe Nespoli	VMS
Linda Chia	VMS



MIRACLE MILE

EST. 1922

STOCKTON, CALIFORNIA