## Downtown Economics: Putting the VITAL in ReVITALization

**Texas APA Conference – San Antonio** 

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Inch



#### MESA + PLANNING

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#### Robin McCaffrey, FAICP, AIA

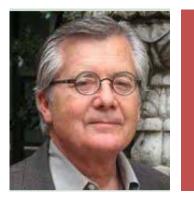
Senior Principal, MESA Planning



#### Robin McCaffrey, FAICP, AIA

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PART ONE: Veta... Vita... VITAL



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#### Ashley Shook, AICP, LEED AP, BD+C

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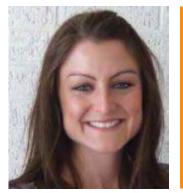
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 PART TWO: A Plan for ReVITALization



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Economic Development Coordinator, City of Ennis



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Economic Development Coordinator, City of Ennis
PART THREE: ReVITALizing Downtown Ennis

#### PART ONE: Veta... Vita... VITAL



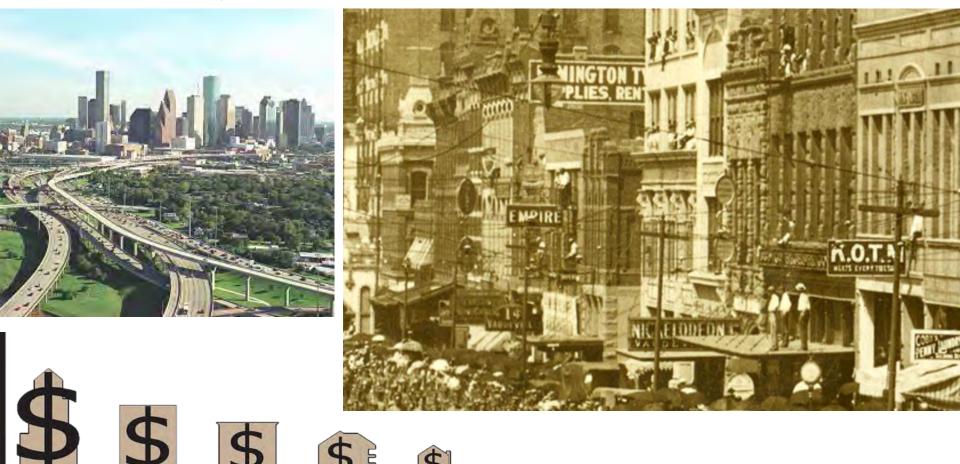
#### PART ONE: Veta... Vita...

Are you *tired*, *rundown*, *listless*? Do you poop out at parties? Are you *unpopular*?

EALTH

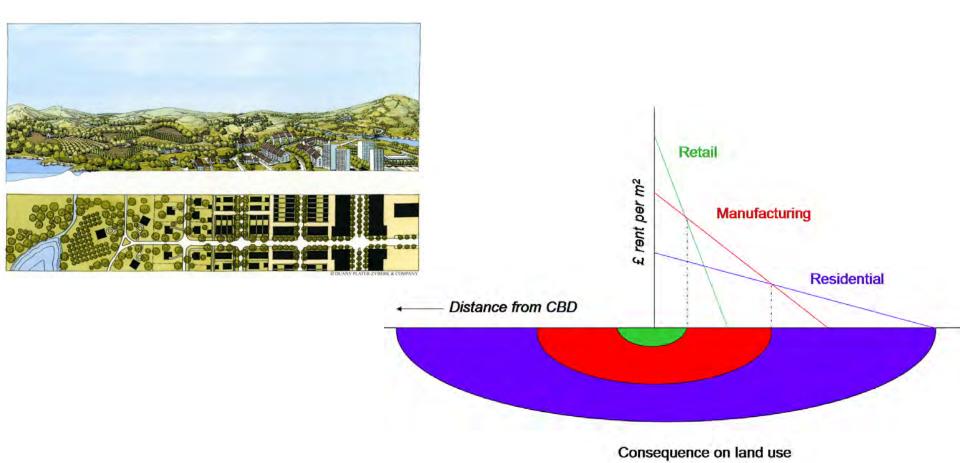
#### 1. High point in the "Value Gradient"

• Primary Value Reference



#### 1. High point in the "Value Gradient"

- Primary Value Reference
- Rent Bid Function Alonso/ Thune



#### 2. Transactional Hub

• Center of exchange with an external marketplace





TYLER, TEXAS

B. 2180. "Public Square." Sulphur Springs, Texas,

#### Jose W. Facere, Park. SULPHUR SPRINGS, TEXAS

#### 3. Movement Hub

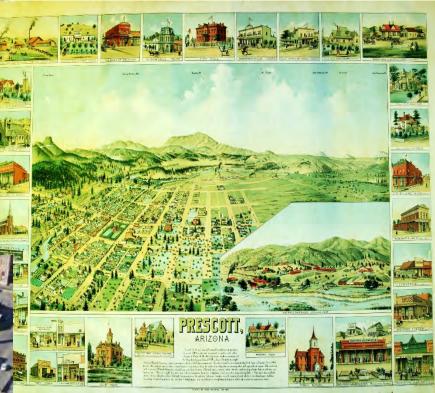
• Center of movement within a region of production



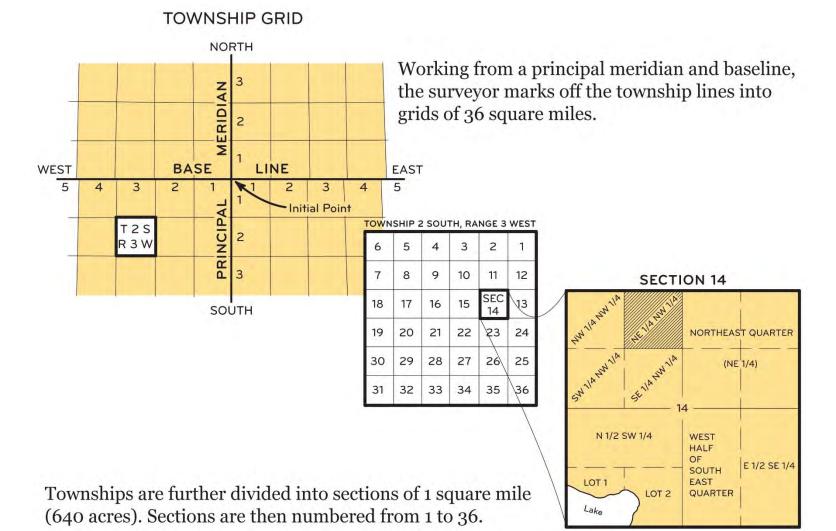
#### 4. Convergence of Domains

- Public and Private
- Government and Business
- Culture and Economy



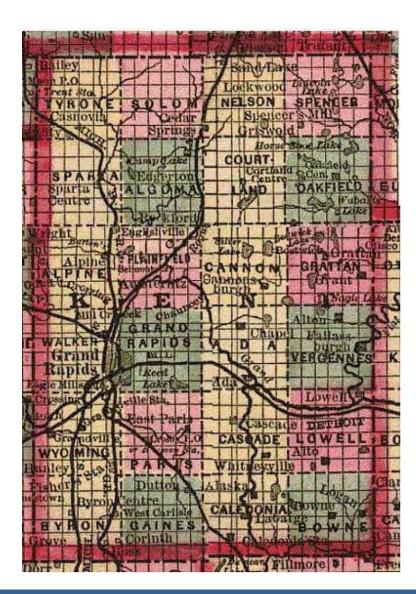


#### **Based on a Township System**



#### Grand Rapids, Michigan

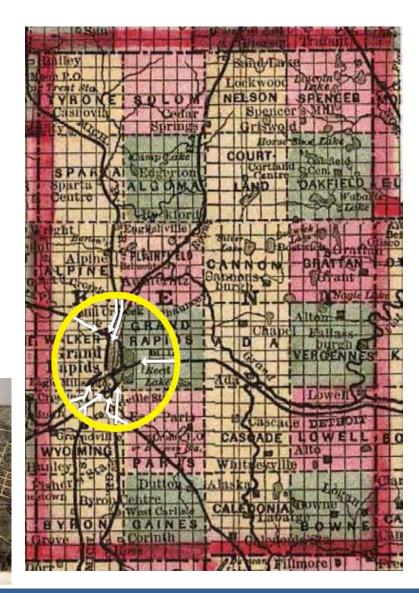
- Additional population typically lived in rural areas around the Township
- Average farm size of 70 acres (180 sections of land)
- Public Land Surveying System identified a Township as 36 sections
- Grand Rapids, in its early phase, is supported by 144 sections



#### Harvesting the Benefits of a Vital Production System

- Primary Township sits at the hub of regional movement = centrality
- The urban center can harvest benefits of regional flows



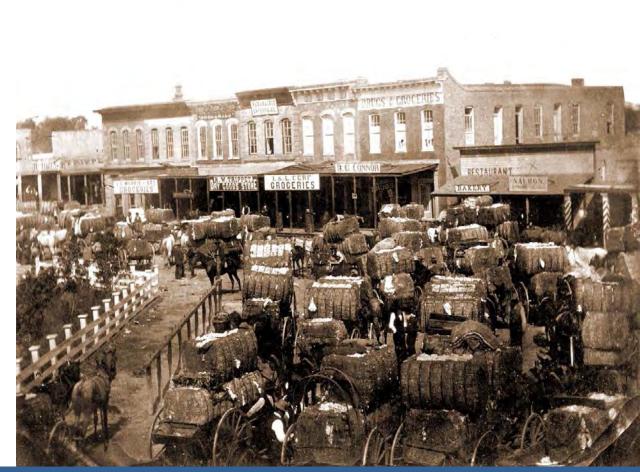


Many Townships across the Country have remarkable urban downtowns due to the robust economy supported by this system.



### **Distributive Infrastructure: The Framework of "VITAL"**

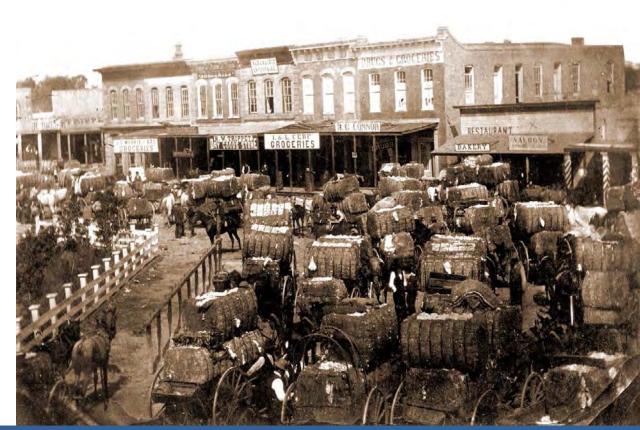
#### Prorating the cost of distributive infrastructure



## **Distributive Infrastructure: The Framework of "VITAL"**

#### Prorating the cost of distributive infrastructure

## Spread over a volume of production



## **Distributive Infrastructure: The Framework of "VITAL"**

#### Prorating the cost of distributive infrastructure

Spread over a volume of production

Satisfies the need for return on infrastructure investment



## Spatial Reach of Aggregation: The Underpinning of "VITAL"

#### Markets seek supply



## Markets seek supply Markets support external trade



Markets seek supply

Markets support external trade External trade imports capital



#### Markets seek supply

- Markets support external trade
- External trade imports capital Capital legitimizes form and meaning = VITAL



## "Town" is Expression of Transaction: The "VITAL" Activity

Export goods Import capital Expression of an <u>externally traded economy</u>



### **Downtown is Transactional Space Hosting "VITAL" Activity**

#### Downtown was the Market Center Downtown space was a transactional context, <u>not a</u> <u>commodity</u>



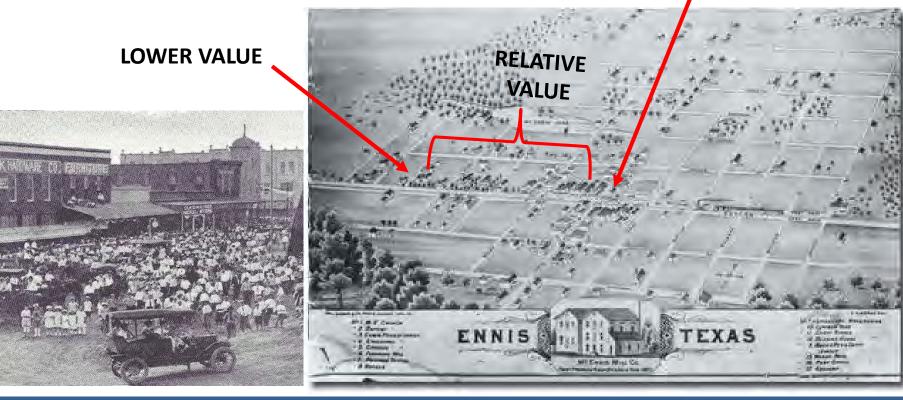
STREET SCENE, WAXAHACHIE, TEX.

## **Spatial Expression of Transaction**

## The spatial expression of transaction sets the meaningful relationships that we understand as downtown

- Transaction space and the Town value distribution = top of relative values
- Values support different development forms

**HIGHER VALUE** 



## **Spatial Expression of Transaction**

#### **Transaction space and governance**

- Essence of iconic form
- Shelbyville Plan

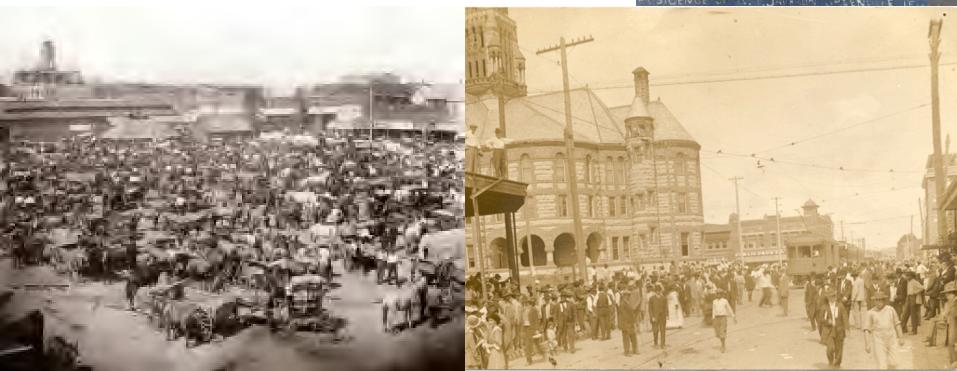


## **Spatial Expression of Transaction**

#### **Transaction space and destination**

- Destination of purpose
- Essential to making money more than spending money
- Built local wealth

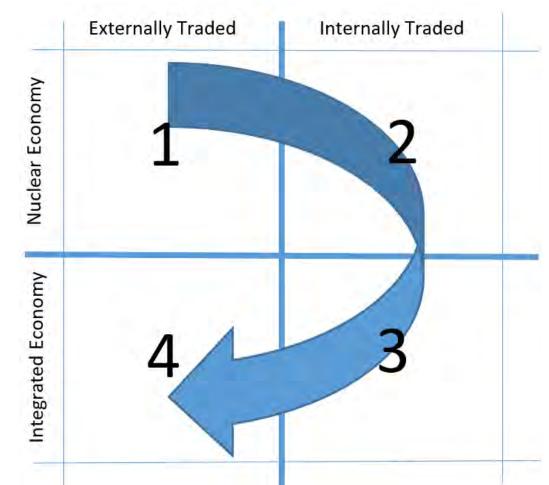




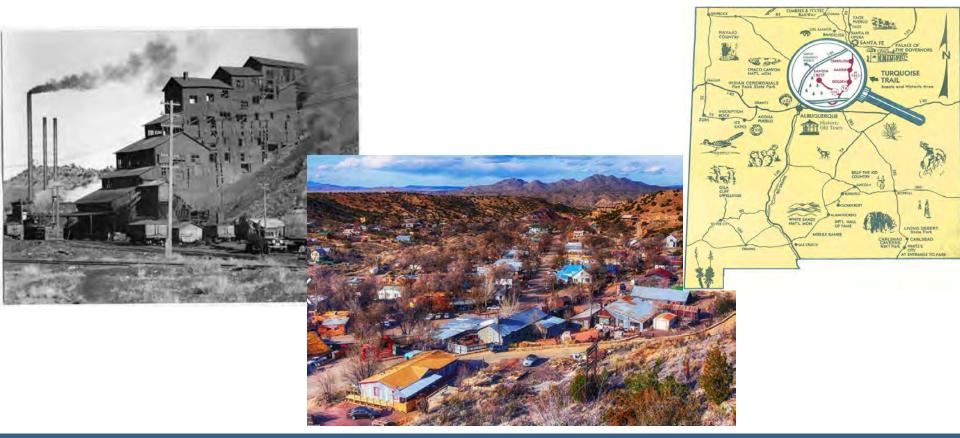
## How did We Achieve "VITAL"?

# Every downtown evolves and moves within 4 states that prevail over time:

- Externally Traded
- Internally Traded
- Nuclear
- Integrated



Type 1: Out Post → External Trade/ Integrated Economy with external disposition of capital, no real form. A beachhead of investment in anticipation of market (e.g. Mining Camp = Madrid, New Mexico).



Type 2: Village → External Trade/ Nuclear Economy with socially or culturally authorized governance which stabilizes "place" as a source of export. Emergence of collective functions in designated spaces (e.g. Sward and Amish Settlements), the simplest form of externally traded/ nuclear settlement.



Type 3: Rural Township → External Trade/ Nuclear Economy with legally ordained governance and the expression of that governance as a physical space/ domain (e.g. Greenville, Texas). The place of collective transaction of all industries.



Type 4: City Bedroom Township → Internally Traded/ Integrated Economy with legally ordained governance but often without central public space. Inorganically absorbed by an expanding central urban region (e.g. Trophy Club, Texas).

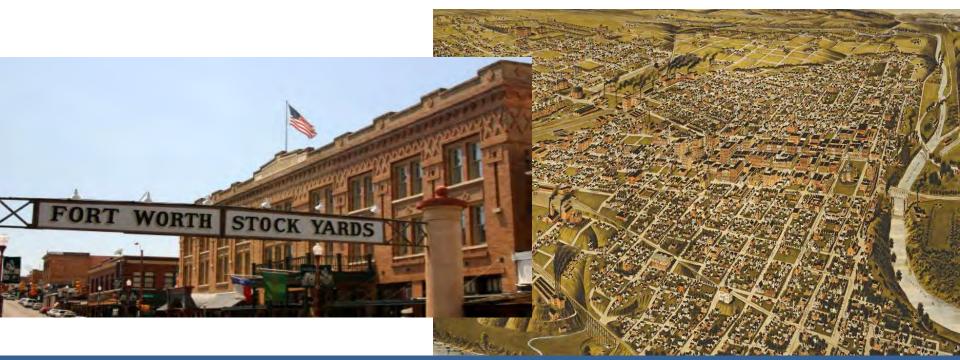


Type 5: Off-line Township → Internally Traded/ Nuclear Economy with legally ordained governance operating in a legacy public space, bypassed by regional flow patterns and burdened with the loss of external trade activity...most formally agricultural towns now bypassed by major highways (e.g. Corsicana, Tx).



# The Dynamic of "VITAL": Evolution of Place

Type 6: City Center → Externally Traded/ Nuclear Economy with legally ordained governance expressed as a spatial domain, commanding a central position of physical and economic influence over a region (e.g. Fort Worth, Tx). Supported by a region of Township transactions... the primary means of supply and export distribution to larger markets.



## The Dynamic of "VITAL": Evolution of Place

Type 7: City Production Center → Externally Traded/ Integrated Economy with legally ordained governance often without central public space operating as a center of production appendage to a larger metropolis (e.g. Alliance, Texas).



# **Redefinition of Space**

In this evolution there is often a redefinition of "Transactional" space into a "Directed" space

- Directed space channels movement for efficiency
- The Transactional movement pattern is replaced by a passthrough movement pattern = non-transactional
- Betrays the downtown... is no longer a transactional hub



# **Redefinition of Space**

In this evolution there is often a redefinition of "Transactional" space into a "Directed" space

- Downtown is no longer the "high point" of the value gradient
- Downtown as a value reference for proximity areas is now defined by its proximity to other value references
- This depreciates downtown value

## **Directed Space Effects that Suppress "VITAL"**

#### **Loss of Destination**



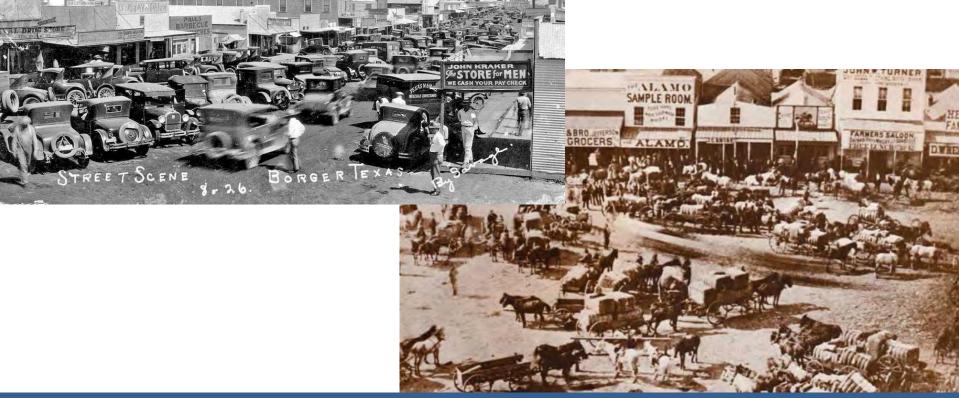
## **Directed Space Effects that Suppress "VITAL"**

### Loss of Destination Loss of ascendant public domain over privatization



## **Directed Space Effects that Suppress "VITAL"**

### Loss of Destination Loss of ascendant public domain over privatization Loss of "hubbing" movement patterns



### **Loss of Destination**

Loss of ascendant public domain over privatization Loss of "hubbing" movement patterns Loss of urban context

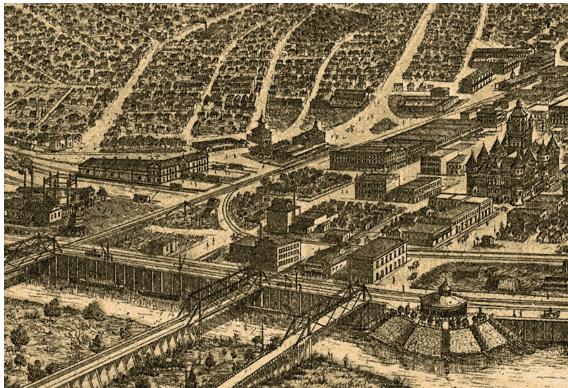
- Uniform system of center becomes hierarchal
- Compartmentalization of movement
- Subdivision of the ground place



### Summary

- VITAL = External Trade
- **VITAL** = Transactional Space
- **VITAL** = Destination Function
- **VITAL** = Hubbing Movement
- VITAL = Central Value Reference

### How do we now re-VITAL-ize?



DALLAS, TEXAS

### PART TWO: A Plan for ReVITALization



## PART TWO: A Plan for ReVIT

Yes, with veta... vita... VITAL, you can spoon your way to health!

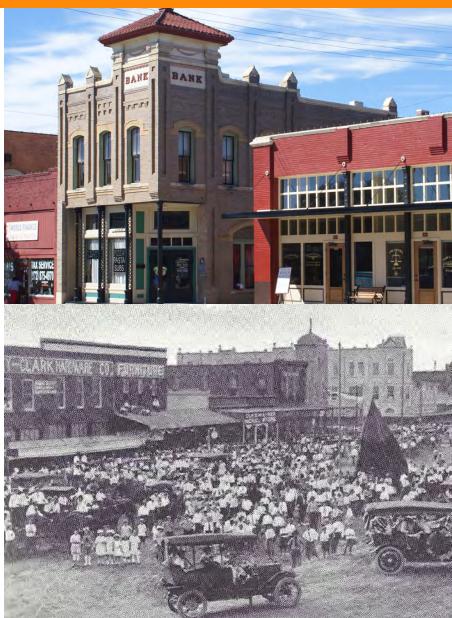
ameatavegami

*ALTH* 

## **History of Downtown Ennis**

#### **Railroad Town**

- Externally traded economy cotton
- Downtown was the center of those transactions
- Downtown form facilitated transactions
- Wealth manifest in surrounding buildings



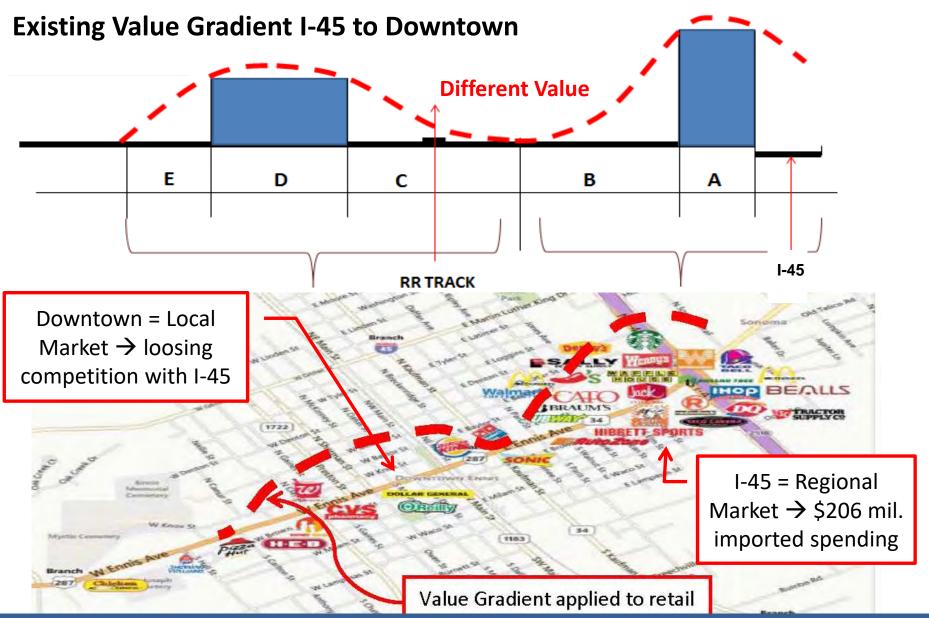
## **History of Downtown Ennis**

#### **Introduction of I-45**

- Lost the inner urban rail connection to Dallas and beyond (orientation of experience shifted from N/S to E/W)
- Commerce moved to the interstate for more exposure
- Downtown became an internally traded economy and began to compete with the value center forming at I-45



## **Value Gradient**



## **Value Gradient**

#### **Relative Value vs. Different Value**

#### Value Gradient

- Bid-Rent Function Theory the sequential increases/ decreases in value based on proximity to/ from the Value Center.
- Investment within a Value Gradient competes with other investment for the most promising place to the Value Center (proximity).

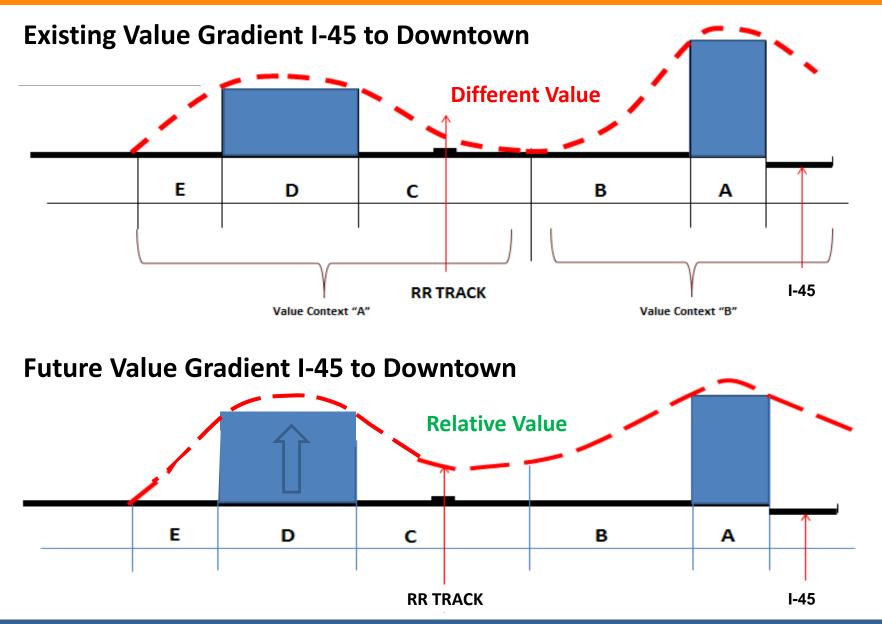
#### **Different Value**

• No way for appreciation in the center of one value setting to increase the other = difficult to convert investment into return.

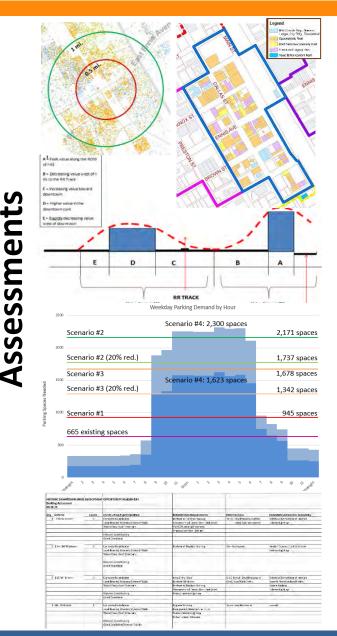
#### **Relative Value**

 Sequential/ Specialized Markets = Positive for Investment = Value Appreciation

## **Value Gradient**



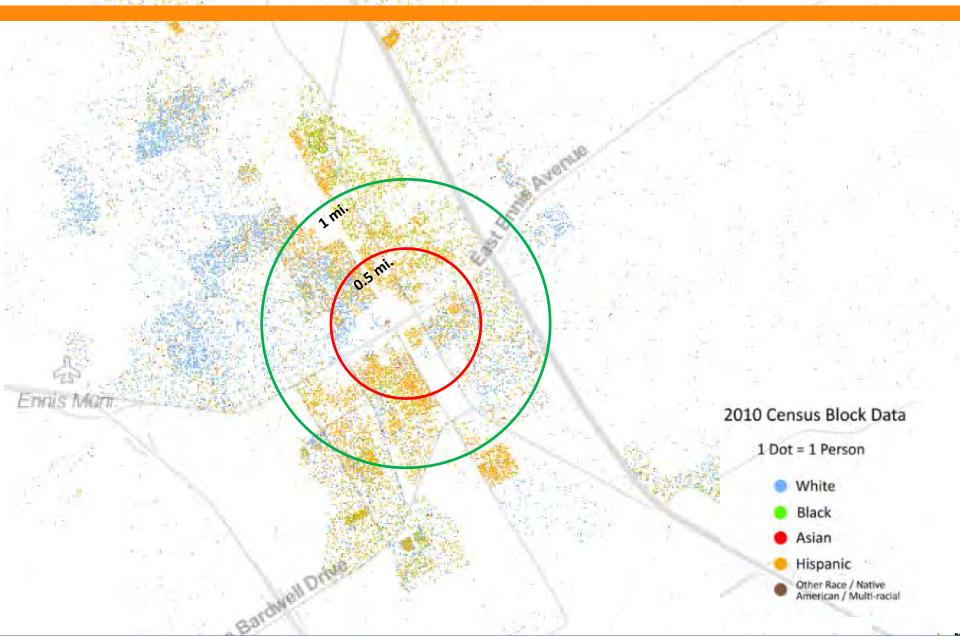
### Assessments



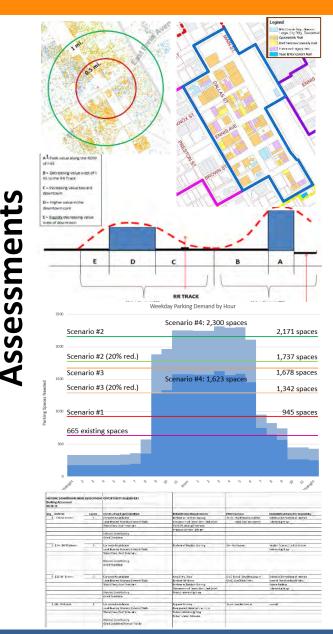
#### **Assessments Take-aways:**

- Weaknesses:
  - Currently experiencing \$206 million of imported spending staying at the Interstate
  - Limited Value Frontage (east/west experience)
  - Opportunist Rent dominant & lacks venue cluster
  - Poor infrastructure & lacks efficient parking
- Strengths:
  - Tremendous building stock → potential for adaptive reuse
  - Significant Hispanic population immediately around downtown = aggregated demand

## Assessments



### Assessments



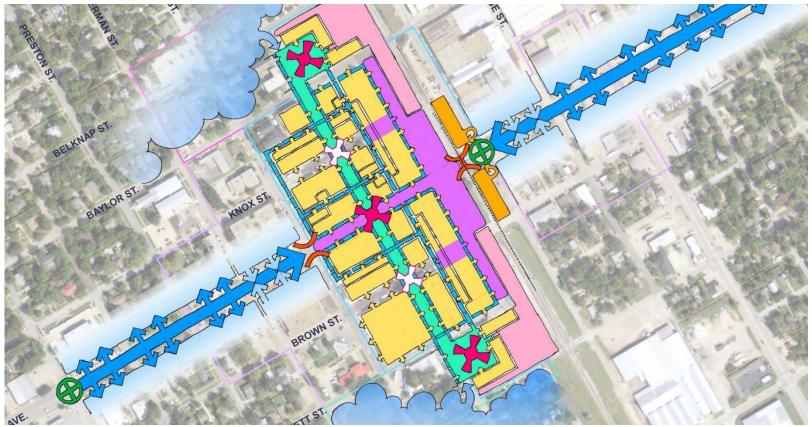
#### **Economic Strategy**

- Strive for to create a **Destination** → **Design Solutions**
- Mitigate physical barriers (at-grade rail, small building plates, parking, infrastructure) to:
  - 1. Encourage venue formation
  - 2. Draw percentages of various spending sources into Downtown
- Core revitalization = increase value frontage proximity
   → redevelopment response outside of core

## **Framework for Destination Downtown**

#### **Framework Plan Structure:**

- A destination is experientially defined (mall)
- Experiences built upon a cognitive structure of:
  - Entrances → Approaches and Portals
  - Focal Points  $\rightarrow$  Plazas and gathering spaces
  - Links  $\rightarrow$  Streets, alleyways, trails

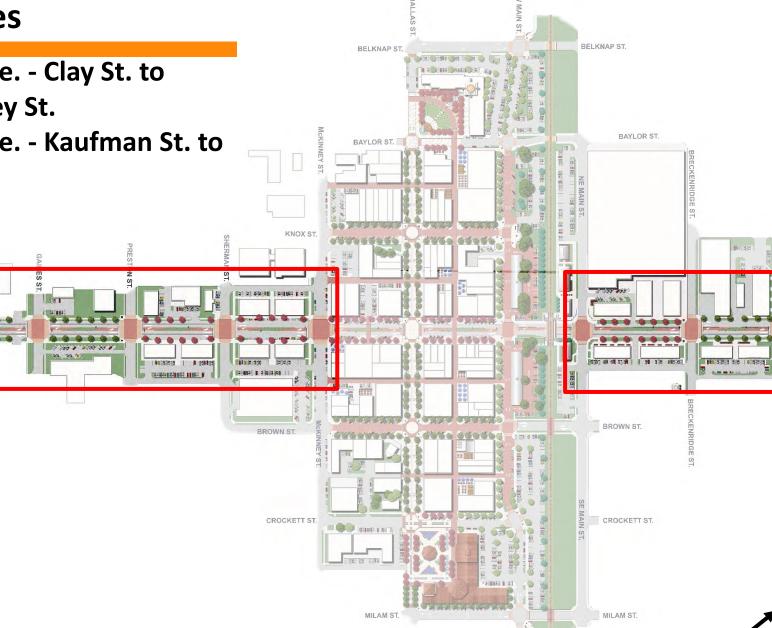


### **Downtown Master Plan**



### **Entrances**

Ennis Ave. - Clay St. to **McKinney St.** Ennis Ave. - Kaufman St. to Main St.



MAN ST.

ENNIS AVE.

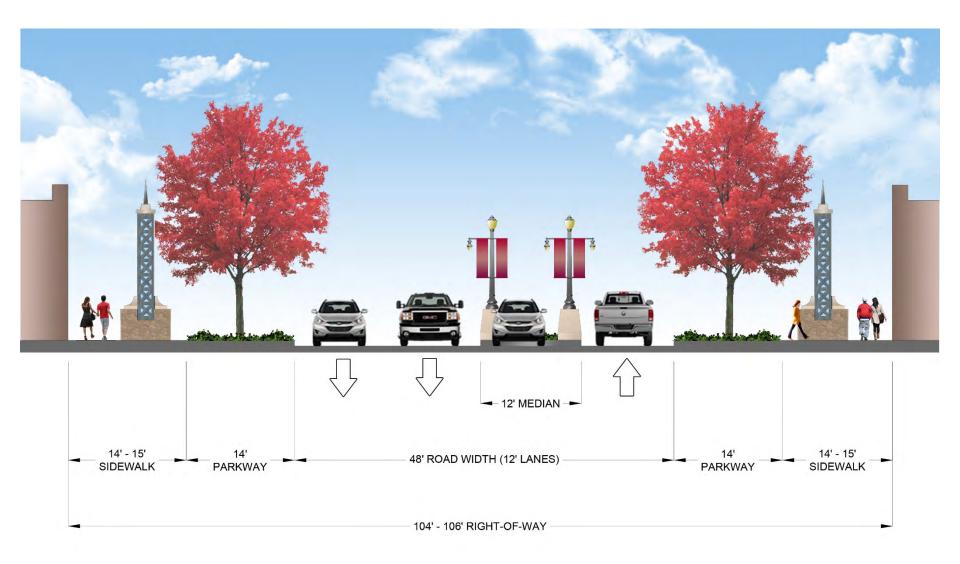
### **Entrances**

Ennis Ave. - Kaufman St. to Grade Separated Crossing & Surrounding Area



### **Entrances**

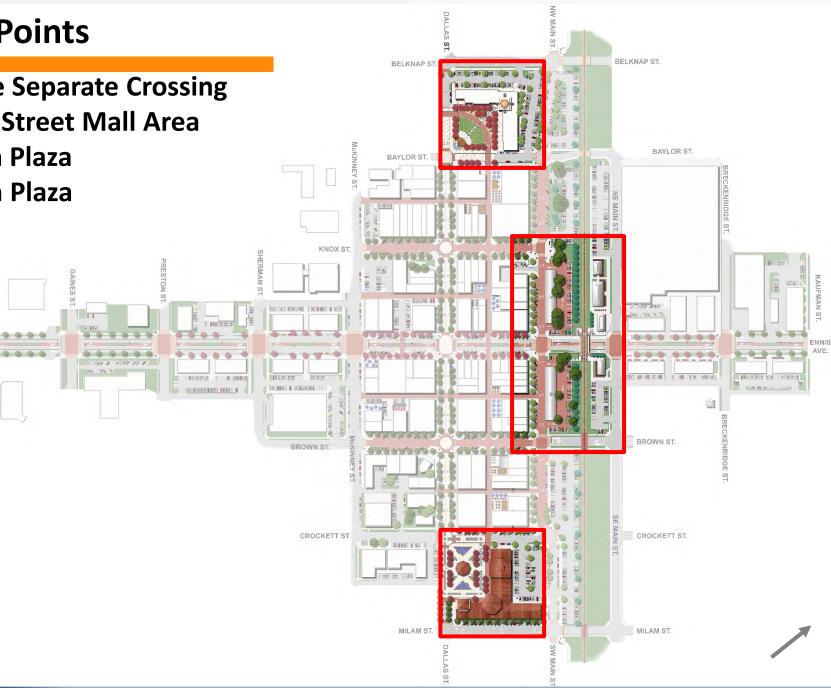
#### Ennis Ave. - Kaufman St. to Grade Separated Crossing & Surrounding Area

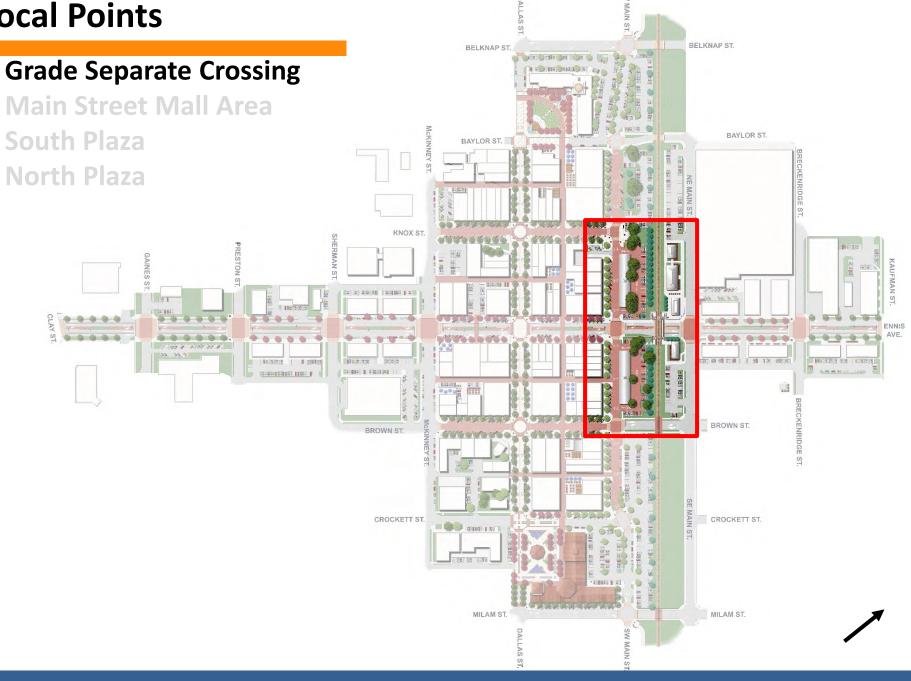


LAY

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**Grade Separate Crossing Main Street Mall Area South Plaza North Plaza** 





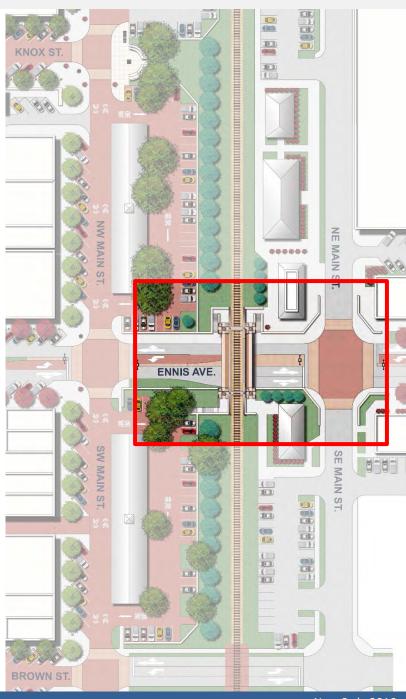
#### **Grade Separate Crossing**

Main Street Mall Area South Plaza North Plaza

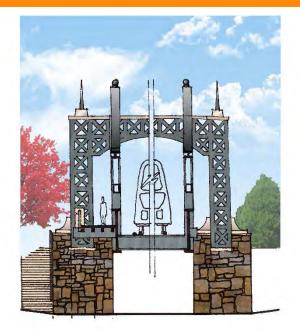


#### **Grade Separate Crossing**

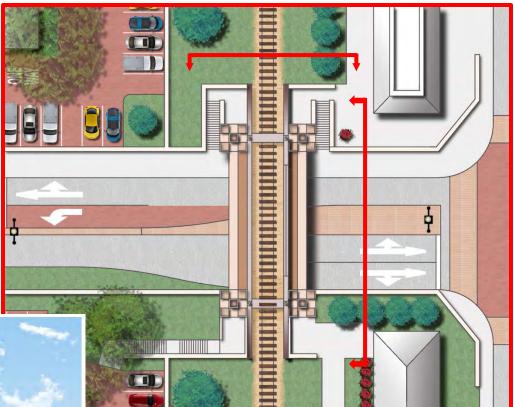
Main Street Mall Area South Plaza North Plaza



# **Focal Points: Grade Separated Crossing**







#### **Design Features:**

- Iron truss bridge typical of Texas vernacular
- Large signage on top seen from I-45
- 12' Clearance
- Pedestrian bridge pathway along side rail

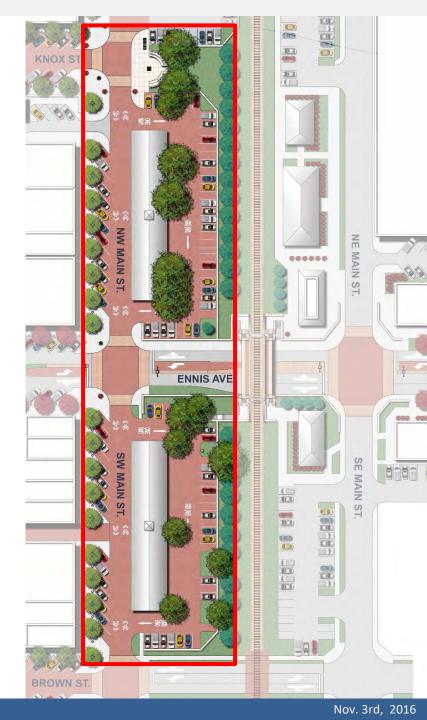
## **Focal Points: Grade Separated Crossing**



#### **Grade Separate Crossing**

#### **Main Street Mall Area**

South Plaza North Plaza



# **Focal Points: Main Street Mall**

#### Two Options; Both are:

- Multi-functional space
- Seasonal markets/ events
- Covered parking all other times

### **OPTION 1:**

- 40' x 190' open air iron structure
- Accommodates established existing trees in Pierce Park





# **Focal Points: Main Street Mall**

### **OPTION 2:**

- 54' x 200' open air iron structure with masonry facades
- Inspired by Historic Public Market forms and relates to traditional train platforms
- Adaptable to Public Market with central walkway when not parking
- Requires relocation of significant trees

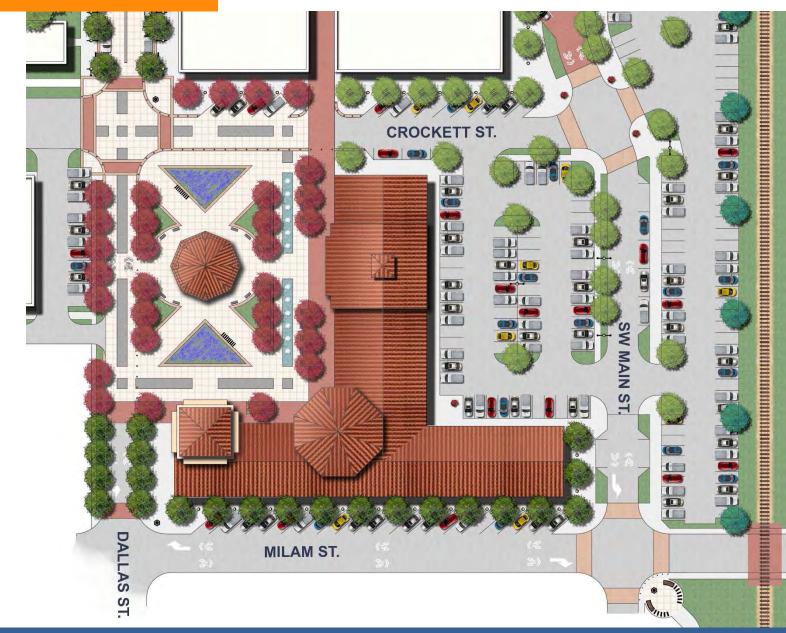






MAIN

### **Focal Points: South Plaza**



### **Focal Points: South Plaza**



#### **Focal Points: South Plaza**

#### **Design Features:**

- One ground plane with bollards and differentiating pavers delineating pedestrian and vehicular areas
- Formal/ traditional style plaza
- 55' diameter gazebo as central feature
- Bound by new "commercial Baroque" style buildings (think Highland Park Village)
- 20' wide brick paver extension from alley
- Large planting beds for seasonal display of blue bonnets
- Two 8' x 65' splash pad features

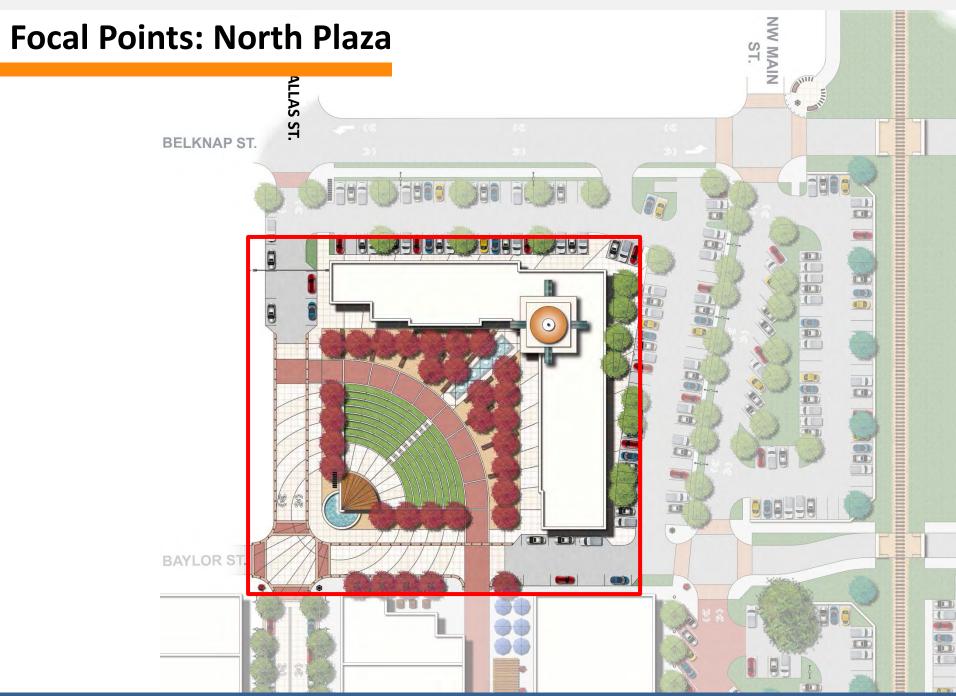




## **Focal Points**



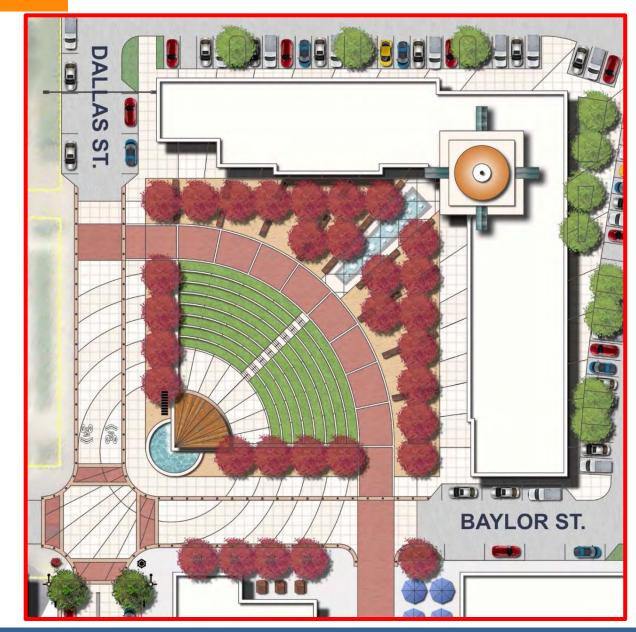




## **Focal Points: North Plaza**

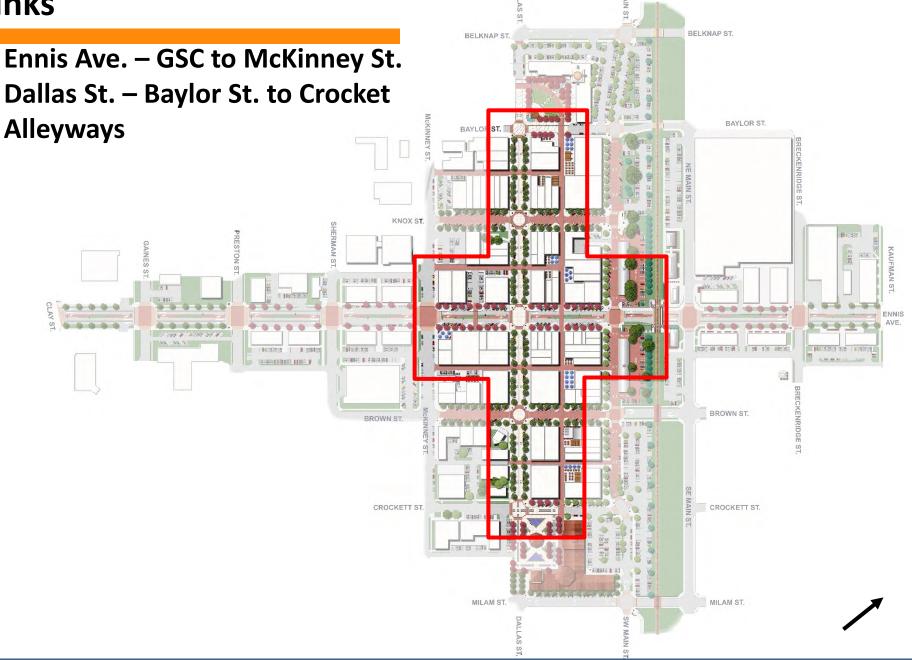
#### **Design Features:**

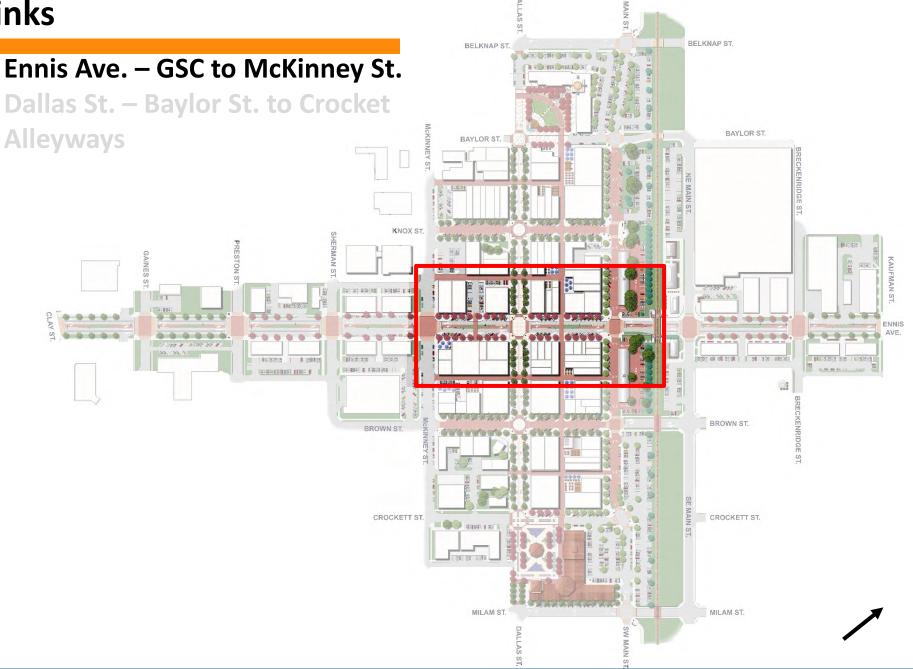
- One ground plane with bollards and differentiating pavers delineating pedestrian and vehicular areas
- Large grass and stone amphitheater – seats approximately 400 people
- Stage approximately 10'-12' below grade with cantilevered shade structure
- Shade structure support also functions as waterwall and place for name of plaza
- 20' wide brick paver extension from alley
- Tree bosque in decomposed granite with cypress block benches
- 20' x 65' splash pad feature
- Bound by new "commercial renaissance" style buildings



#### **Focal Points: North Plaza**



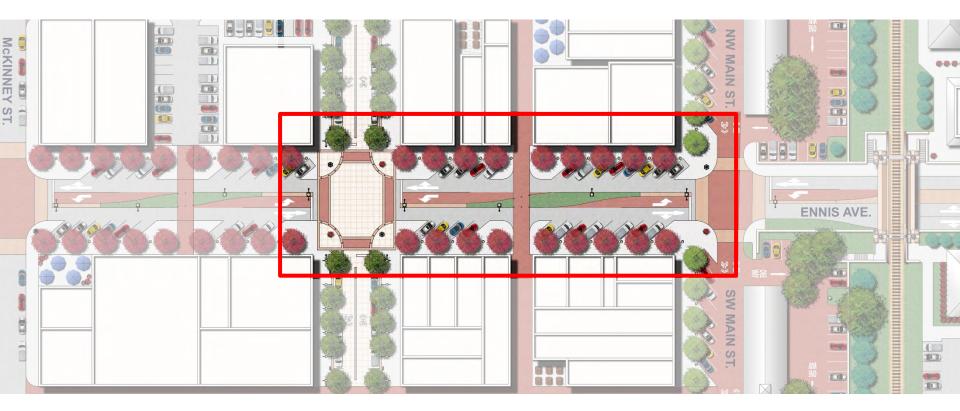




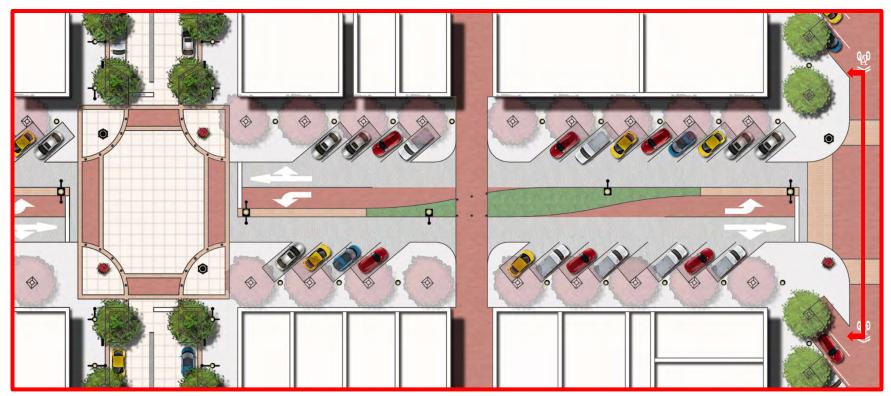
#### Ennis Ave. - Grade Separated Crossing to McKinney St. & Surrounding Area



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#### Ennis Ave. - Grade Separated Crossing to McKinney St. & Surrounding Area



#### **Design Features:**

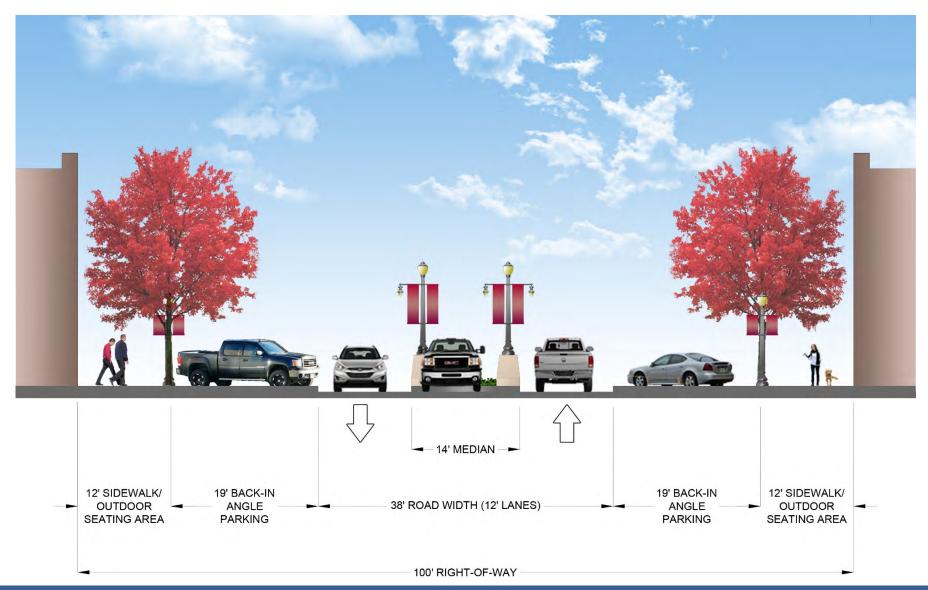
- Trees and lights alternate at 28' on center
- Back-in angle parking for safety
- Alleyway access unencumbered by bollards to ensure easy vehicular access
- Planted medians with bollards allowing

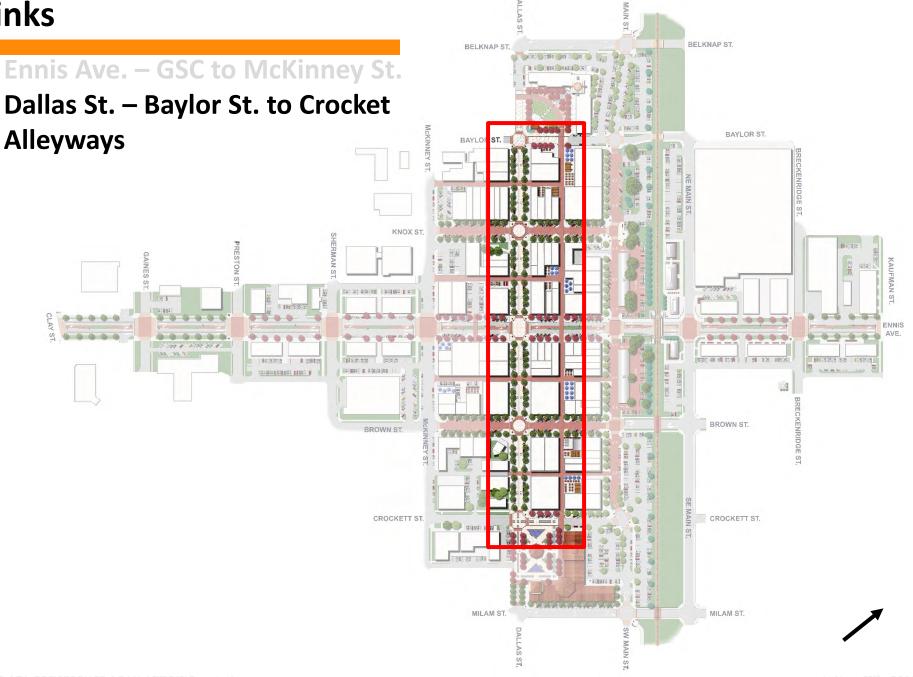
TEXAS APA CONFERENCE – SAN ANTONIO

easy pedestrian mid-block crossing (will require flashing lights for pedestrian crossing)

- Intersections capped with information kiosks and planters
- Ennis Ave./ Dallas St. = tabled intersection delineated by bollards

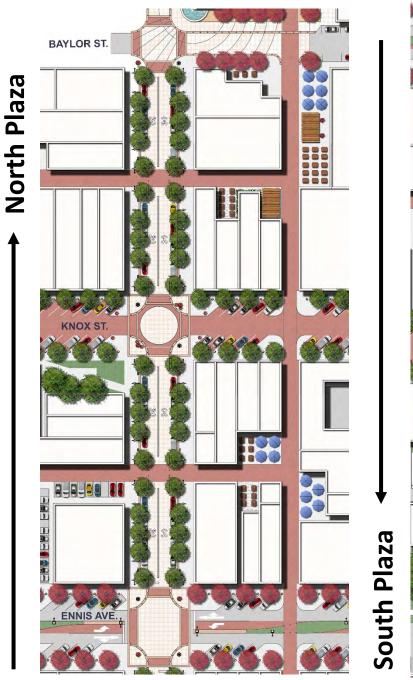
Ennis Ave. - Grade Separated Crossing to McKinney St. & Surrounding Area







Dallas St. Alleyways

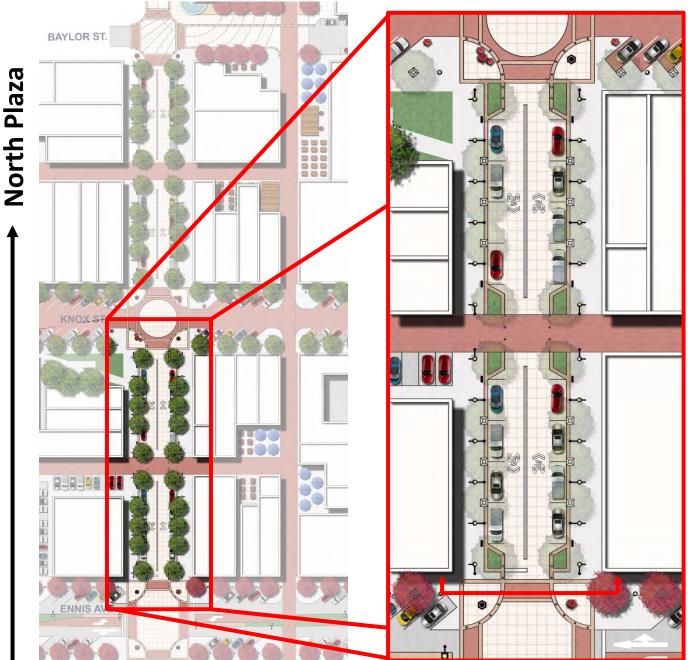




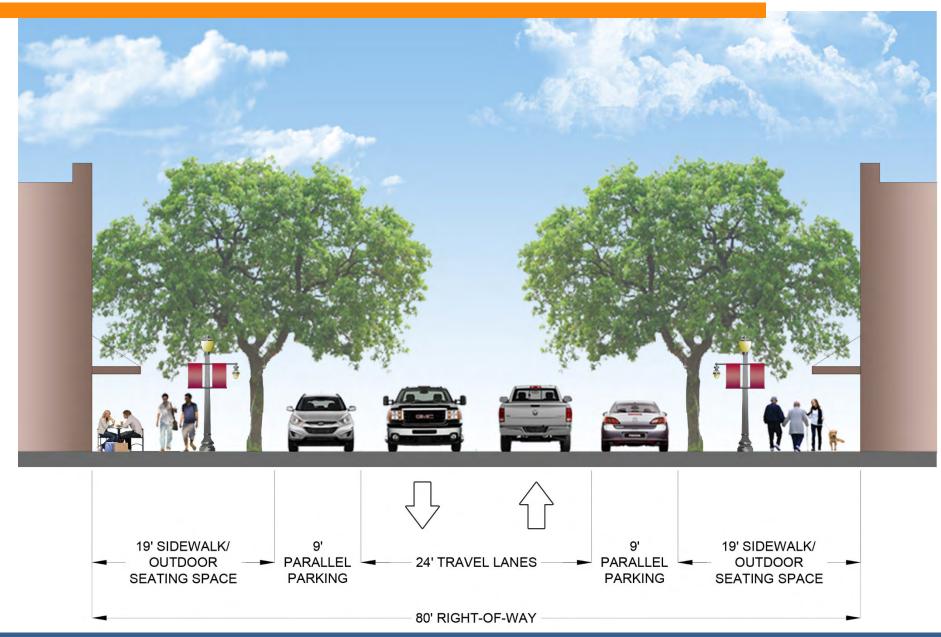
#### Dallas St. Alleyways

#### **Design Features:**

- One ground plane from building to building → pedestrian dominant domain
- Center drainage
- Lights and trees placed 22' on center
- Contrasting pavement patterns to delineate vehicular space from pedestrian space
- Bollards at alley entrances and intersections to delineate pedestrian space from vehicular space
- Intersections capped with kiosks & planters



#### Links: Dallas St. – Baylor Street to Crockett Street



#### Links: Dallas St. – Baylor Street to Crockett Street



## Implementation

#### **Implementation Plan**

- a) Project Costing Package with Landscape Architects and Engineers
- b) Funding Mechanisms for each project
  - Public Equity (Bonds, TIFs, PIDs, etc.)

Jack

- Private Investment
- Public Private Partnerships
- Sponsorships and Fees
- c) Design Guidelines to guide uses and form of future development

- d) Start first 4 of 33 Catalyst Projects!
  - Infrastructure Upgrades
  - Alleyway Improvements
  - Dallas Street
  - Minnie McDowal Park

#### **PART THREE: ReVITALizing Downtown Ennis**



#### PART THREE: ReVITALizing Do

So, why don't you join the thousands of happy, peppy people and get a great big bottle of VITAL tomorrow?

AITH



### Organizational Structure:

- City Commission
  - Essential services
- Economic Development Corporation
  - City Economic growth & prosperity
- Main Street Board
  - Downtown economic growth & prosperity
- Downtown Merchants & Friends
  - Growing your business

#### Downtown Sandbox





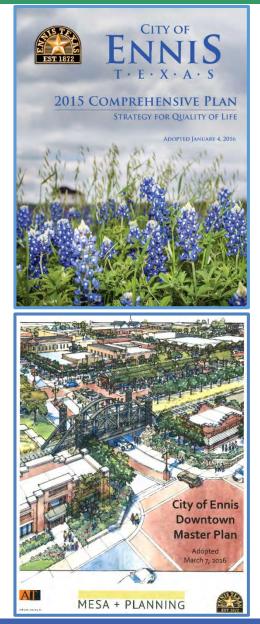
## **City Strategic Objectives**

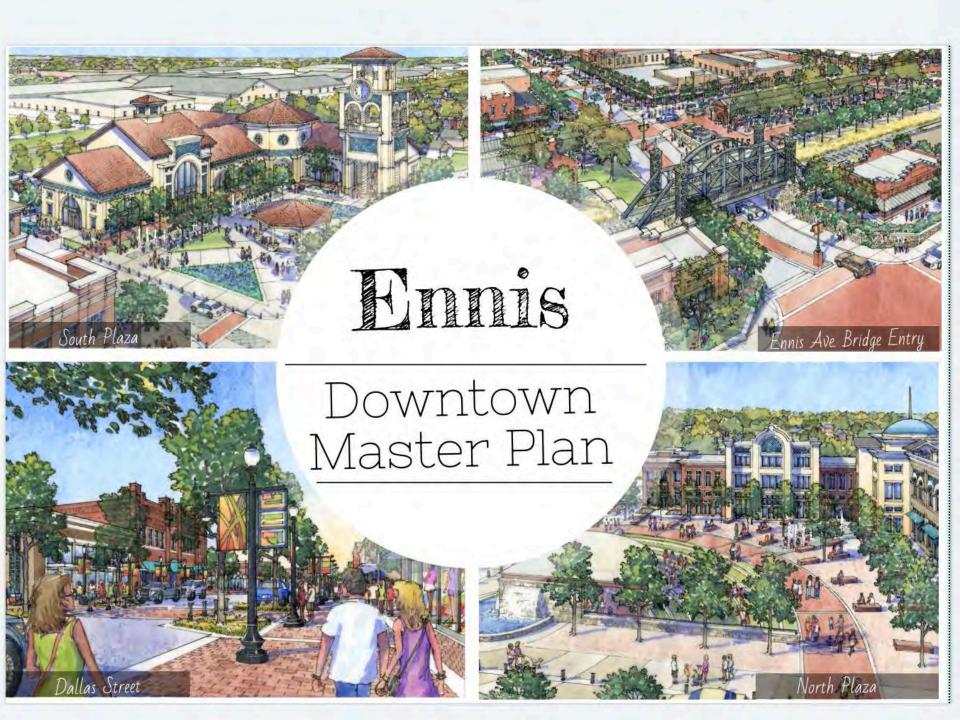
- 2014 Citizens Survey
  - Quality of life and amenities
- 2015 Comprehensive Plan
- 2016 Downtown Master Plan
- City Commission Retreat
  - Confirming priorities

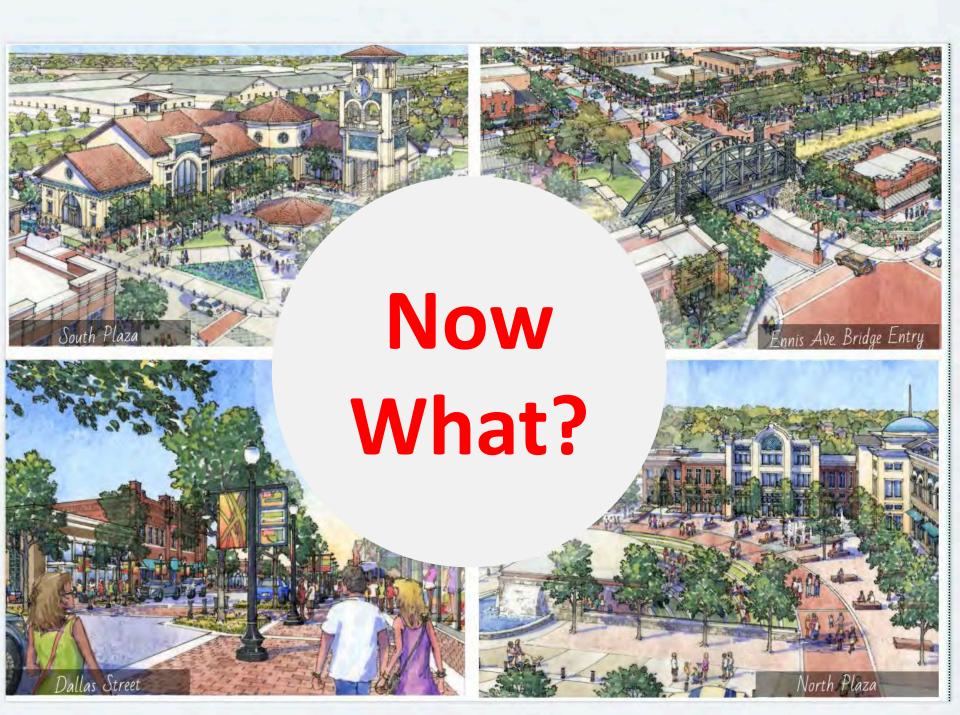


Maximum Participation

Adopting Ordinances "Directive to Staff"





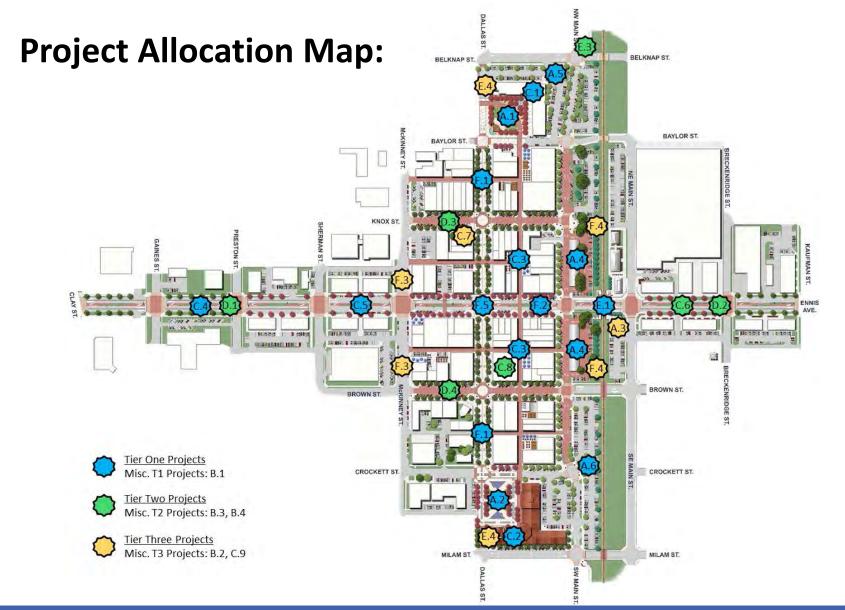




# Implementation Strategy



#### **Downtown Master Plan**





#### **Catalyst Projects:**

• Tier One

<ul> <li>Infrastructure</li> </ul>	Active
<ul> <li>North Plaza</li> </ul>	Active
<ul> <li>Grade Separated Crossing</li> </ul>	Active
<ul> <li>South Plaza</li> </ul>	Active
<ul> <li>Dallas Street</li> </ul>	Active
<ul> <li>Ennis Avenue</li> </ul>	Active
<ul> <li>Main Street Mall</li> </ul>	Active
Tier Two	
T: a v Thurson	

- Tier Three
  - Minnie McDowal Park
  - Visitors Center

Active Active



#### **Catalyst Projects:**

- Tier One
  - Infrastructure
  - North Plaza
  - Grade Separated Crossing
  - South Plaza
  - Dallas Street
  - Ennis Avenue
  - Main Street Mall
- Tier Two
- Tier Three
  - Minnie McDowal Park
  - Visitors Center

Active Active Active Active Active Active Active Invisible to the public

Many will take years to accomplish

Active Active

"Drumbeat"



#### **Implementation Strategy:**

- Multiyear Journey
- How do we get from the current state to the future state



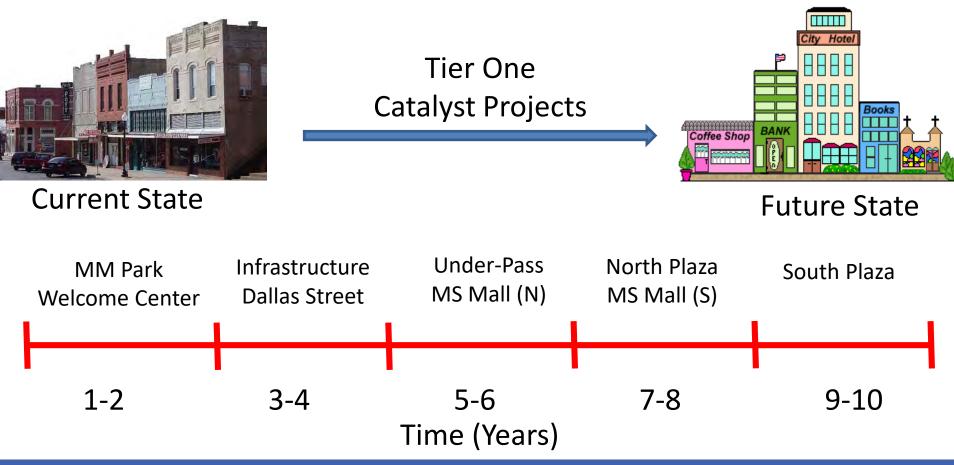




#### **Future State**

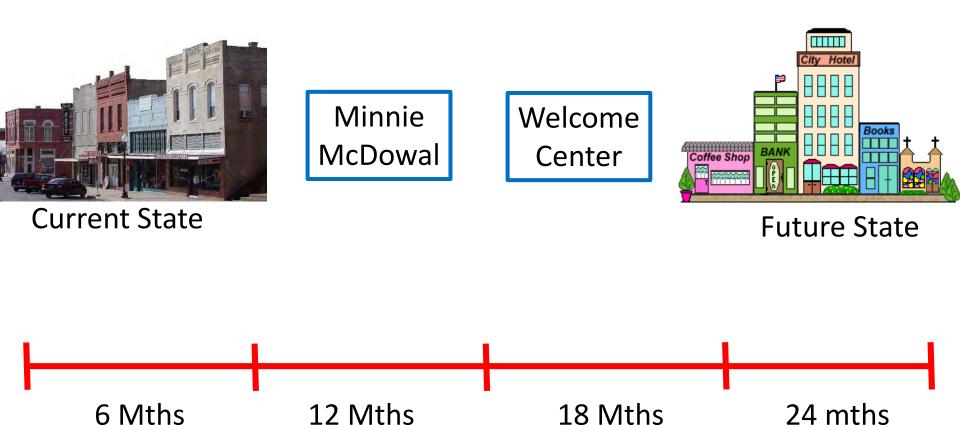


## **Implementation Strategy (10 years):**





## **Implementation Strategy (2 years):**



Time (Years)



# Downtown Funding Strategy



#### **Bonding Capacity:**

# Which comes first?

# "Property Value or Economic Vitality"



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# Which comes first?

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# **Current Bonding Capacity**

"Is limited to current property value"



#### **Bonding Capacity:**

# Which comes first?

"Property Value or Economic Vitality"

# **Current Bonding Capacity**

"Is limited to current property value"

# Future Bonding Capacity "Is created by Economic Growth"



#### **Bonding Capacity:**

# Think of bonds in terms of their impact "Maintenance Bonds & Growth Bonds"

# **Maintenance Bonds**

"Maintains the status quo"

# **Growth Bonds**

"Create NEW bonding capacity"



#### **Bonding Capacity:**

# To grow, you must invest bond \$

"Every Bond should have a GROWTH Component"

# Think of it as "Tithing"

"Set aside 10% of your next "Street Bond" for a street extension into a new development area."

"Set aside 10% of your next "Utility Bond" for water and sewer into a new development area."











# **Five Essential Services**







POLICE



**SEWER** 



# **Five Essential Services**





 WATER

POLICE



General Fund \$\$

**SEWER** 



# **Five Essential Services**





WATER

**SEWER** 



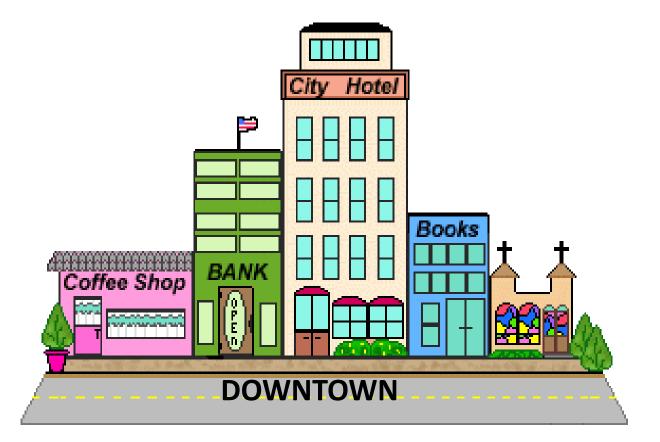








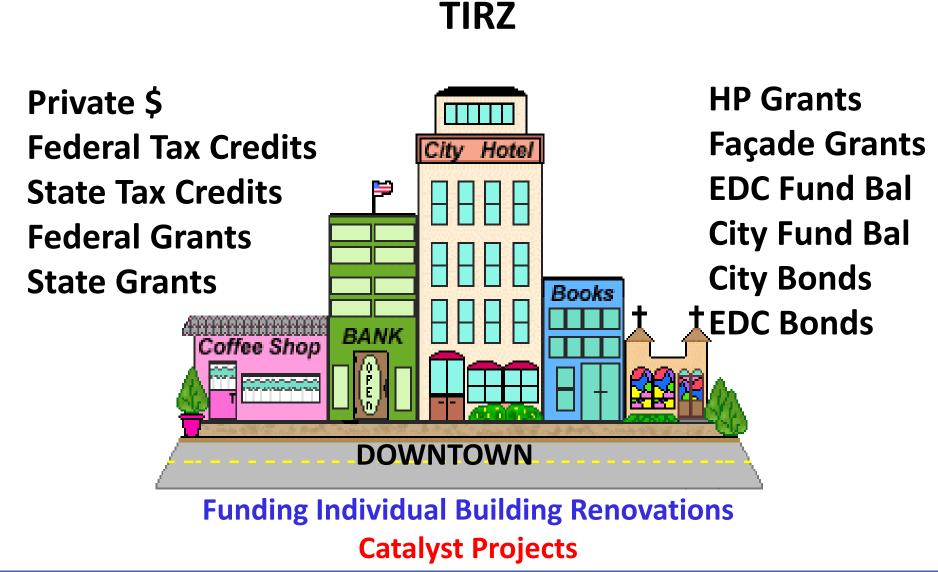
#### More sources of investment = long term success













Years 1 - 3	Public \$	Private \$
<ul> <li>Historic Preservation Grants (25)</li> </ul>	\$2,460,281	\$10,378,732
<ul> <li>Façade Improvement Grants (14)</li> </ul>	\$91,656	\$264,554
Years 4 - 5		
Water & Sewer	\$2,739,684	
<ul> <li>Dallas Street</li> </ul>	\$2,934,669	
• Alleys	\$548,490	
<ul> <li>Minnie McDowal Park</li> </ul>	\$800,000	
Years 6 - 7		
Welcome Center	<u>\$3,000,000</u>	
	\$12,574,780	\$10,643,286
	<b>\$23,218,066</b>	

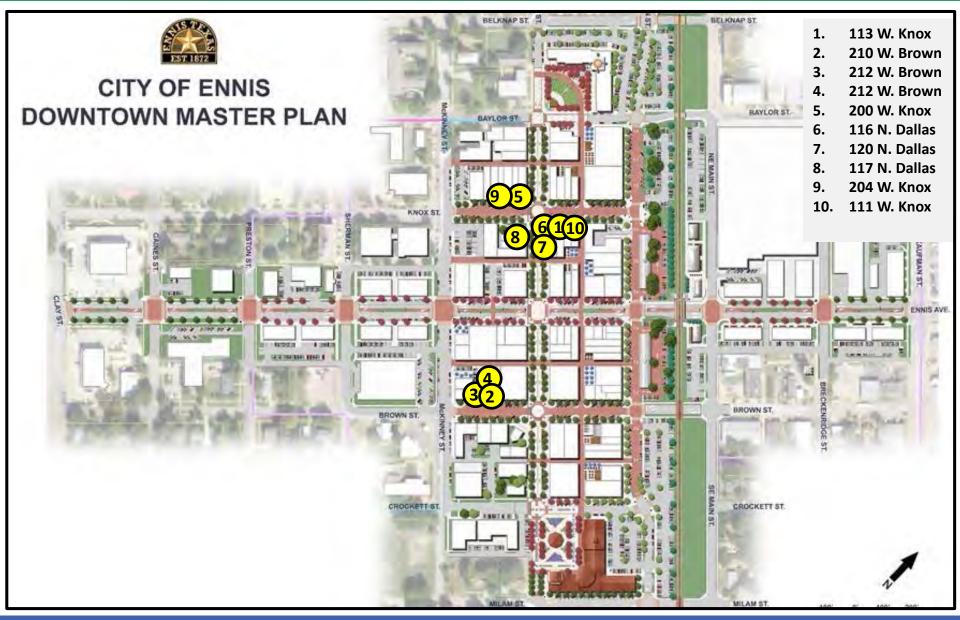


# **Historic Preservation Grants**





### **Façade Improvement Grants**





### **Minnie McDowal Park**



# Minnie McDowal Park



# Why a Tier Three Project?

- Beats the Drum of Progress
- Highly Visible and Symbolic

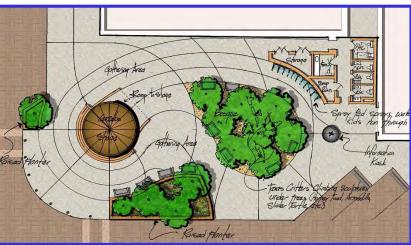
# **Functional Strategy:**

- More People in Downtown
- Stay Longer
- Spend More

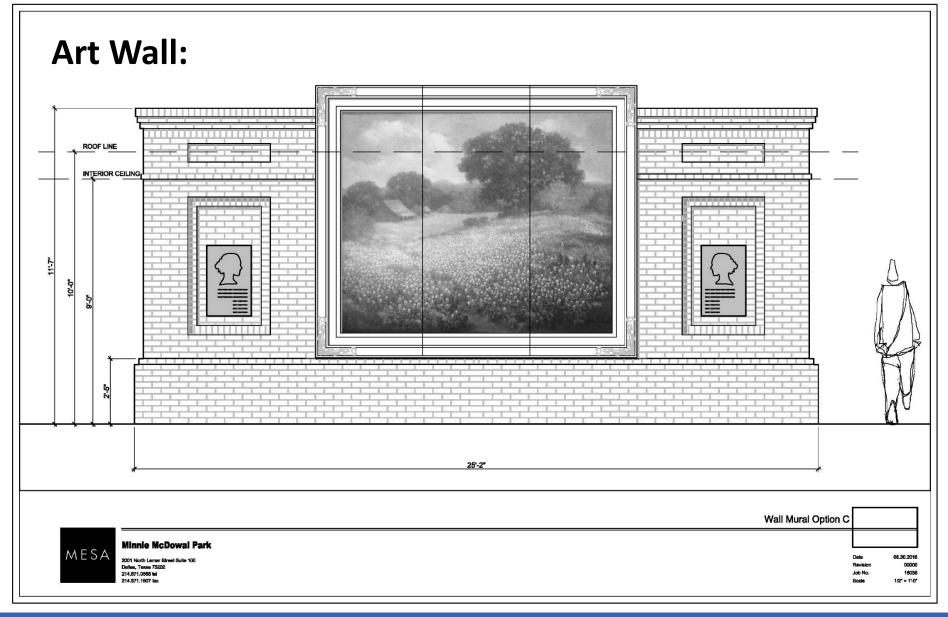
# Stay Longer!

- Bathroom, Shade, Seating
- WiFi, Kid Friendly











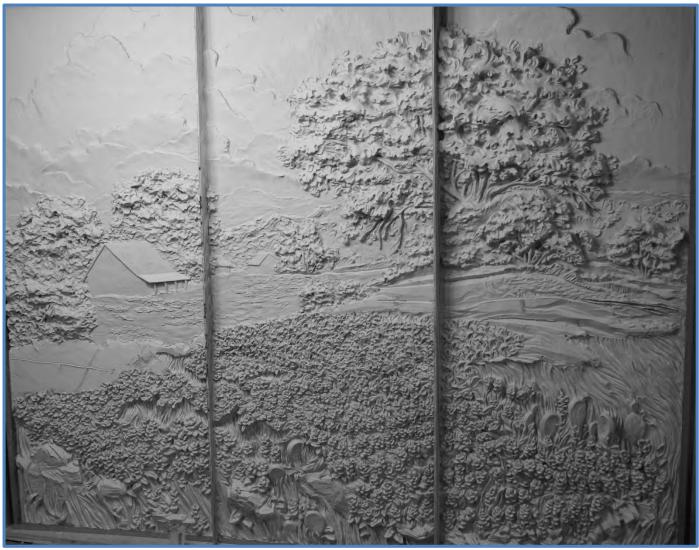
# LaJuan Schlegel Original Painting:





#### **Minnie McDowal Park**

#### Janice Hart Melito Sculpture (10' X 11')





#### **Lessons Learned**



# Lessons Learned



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  - Doubt spreads like cancer
  - You can't fake sincerity





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  - You have to be willing to do the staff-work
- Be prepared for resistance
  - Catch the "bricks" and use them to build something
- Stay Focused
  - Don't let a few squirrels derail a Strategic Plan





# Organizational Resistance:

- Growth and Prosperity require learning to say YES
  - YES we can
  - YES we will
  - YES we'll figure it out





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- Organizations are conditioned to resist saying YES
  - Saying YES means more work!





# Organizational Resistance:

- Growth and Prosperity require learning to say YES
  - YES we can
  - YES we will
  - YES we'll figure it out
- Organizations are conditioned to resist saying YES
  - Saying YES means more work!
- Doing SOMETHING creates resistance
  - Be prepared for push-back
  - It isn't personal
  - Tie everything back to the Master Plans
  - Watch out for "Squirrels"



# The longer you wait to implement the plan,

# The more unlikely it is you ever will.



