

# TEXAS HISTORICAL COMMISSION



Existing Streetscape



*These buildings have been significantly altered since the appearance in the historical photograph*

Historical Photograph



A View Along W Buck Street

The First Lady's Rendering demonstrates how several buildings in the Main Street district can benefit from design improvements; some very simple yet still quite effective.

A traditional appearance has been rendered for the building on the far left. Elements such as wooden bulkheads, transoms and doors are included. A traditional shaped sign is added above the transom windows.

The buildings on the right contain features such as pigmented structural glass, glazed tile and metal framed windows. Signage and color schemes that complement these modernized elements are shown in the rendering.

Eye-catching window displays, dynamic lighting and creative signage are part of this design because they are important to the vitality of a Main Street district.



TEXAS HISTORICAL COMMISSION  
*real places telling real stories*

## *First Lady's Rendering* Caldwell, Texas

DATE: March 27, 2014  
ADDRESS: 200 Block W Buck Street  
DRAWN BY: Sarah J. Blankenship  
NOT FOR REGULATORY APPROVAL,  
PERMITTING, OR CONSTRUCTION



# TEXAS MAIN STREET PROGRAM CALDWELL RESOURCE TEAM REPORT *June 25-26, 2014*

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## Chapter 1: Introduction

The story of how Main Street came to Caldwell—and to thousands of other communities across the country—is actually one that goes back decades.

In 1966, with the passage of the National Historic Preservation Act, Congress formally recognized both the importance of preserving our nation's heritage and that all across the country historic sites were succumbing to widespread destruction perceived as progress. The Act acknowledged that the preservation of historic places—defined as “a living part of our community life”—would also “assist economic growth and development.” About a decade later, the Main Street movement in this country began with a concerted effort by the National Trust for Historic Preservation—which received funding through the Act—to study the reasons for the serious decline of downtowns in the United States and to develop a comprehensive revitalization strategy that could effectively be administered within communities across the country. It was a complicated mission because, for this activity to be successful, people nationwide had to come once again to believe that historic downtowns were worth saving. Decades earlier, development patterns had shifted and people and businesses for a long time been moving away from historic town centers and were comfortably living suburban lives. For the Main Street concept to be successful, mindsets and development patterns would have to shift once again. Through the Trust, the Main Street project created and carried out two pilot projects. The first tested an operational model in several communities that included hiring a program manager whose role was to work with the community to advocate for design improvements to historic structures and for economic revitalization strategies that would make if financially feasible to reuse these buildings. This test project resulted in a realization that a certain kind of community-based and preservation-centered strategy could work in communities of all sizes everywhere in the United States. Eventually, that strategy became known as the Four Point Approach™, which is still used by local Main Street communities today. The Approach is further defined later in this section.

The second project came about as a realization that the Trust, or what would become the National Trust Main Street Center, did not have the capacity to provide the amount of assistance needed to every community in the country that needed it. So, in the early 1980's, states were offered the opportunity to create coordinating programs that would be designated by the Center to carry out the Approach and facilitate these preservation efforts in local communities. It was a competitive process and Texas became one of the first six states to create a coordinating program in this country. Texas took in its first five communities in 1981. Although none have participated continuously, four of the five are still designated as Main Street communities today. The knowledge and guidance that will come to Caldwell through its participation in the Main Street effort—and that which will be developed locally as well—come in large part from the wealth of knowledge that has built up in Texas through its status as an original state coordinating program and one that now has many long-time program managers and participating communities.

The process of Main Street is strategic and realistic. A new program should start by undertaking more basic activities and projects and laying a solid foundation upon which to build. The structure of the Main Street Four Point Approach™ helps make this happen. Later, as the program and the community participants mature in their knowledge base, bigger, larger, and more sophisticated projects will be undertaken. Eventually, the historic downtown marketplace will be in sound working order and the Main Street effort will focus more on maintaining a vibrant town center. These are called the catalyst, growth, and management phases of Main Street.

In each of the stages, the Four Points of Main Street continue to be at work. The Four Point Approach™—Organization, Promotion, Economic Restructuring, and Design—addresses each of the areas of challenge the historic downtown faces. Each chapter of this resource team manual addresses one of these challenge areas.

In Texas, most small-city programs have a program manager who is a city employee and who works alongside a volunteer Main Street Advisory Board appointed through the city council. Under the Advisory Board, there are four

volunteer committees, each taking on projects that address one of the Four Points. This is the way the program has been set up in Caldwell.

The Advisory Board's job is to make sure that, through working with the program manager, the goals are achieved. For this to happen goals must be developed and the organization itself must be driven by a vision, a mission, and a plan of work.

The organization component of Main Street takes on projects that help make sure there are adequate partnerships and people in place to realize the program goals and that stakeholders understand what the Main Street program is. This might include activities like developing volunteer recruitment, retention, and orientation processes. Activities under the promotion point will most likely include putting on events like downtown festivals, but also includes projects which brand and sell the district to the community and to visitors. The economic restructuring committee will work on projects that address business issues such as helping existing small businesses and recruiting new businesses that will bring the downtown marketplace to its full potential. Downtown needs to be viewed as a place worth spending time in and a place worth investing in, whether that is the dollars out of a consumer's pocket spent in downtown stores, the dollars an entrepreneur puts into starting a business downtown or the dollars a property owner invests into restoring a building from which he or she hopes to get a return on investment. Through design work, downtown's best assets—its historic commercial structures—are capitalized upon. But there is much more to design. Conveying a positive visual message about downtown's physical environment also includes ensuring that buildings are maintained; that businesses have attractive window displays; and that attention is paid to other elements like benches for comfort, sidewalks that offer ease of access and mobility, and lighting for safety.

## The Texas Main Street Program (TMSP)

As previously noted, the Texas Main Street Program was one of the first six in the country to be authorized under the national roll-out. There are currently 87 actively participating communities.

The participating Main Street communities in Texas reflect our widely diverse state: they range in size from very small (population 2,000) to very large (Laredo, with a population exceeding 230,000). Some are near major metropolitan areas; others are rural. Having been in existence for more than 30 years, the Main Street effort has proven itself as an economic development program, with more than \$2.8 billion having been reported as reinvested into participating Main Street communities and almost 31,000 jobs and 8,000 small businesses created. Much of that growth has come from smaller Texas cities like Caldwell who have participated in Main Street over the years. Caldwell has many peers in the Texas Main Street network, which will be of great benefit as your community builds its local Main Street program (Figure 1.1).

| Populations:         | Length of time participating: |
|----------------------|-------------------------------|
| Less than 5,000 = 20 | 5 years or less: 14           |
| 5,001 – 10,000 = 18  | 5-10 years: 21                |
| 10,001 – 20,000 = 14 | 11-15 years: 16               |
| 20,001 – 50,000 = 21 | 16-20 years: 22               |
| Over 50,000 = 14     | 20+ years: 14                 |

Figure 1.1: The makeup of the Texas Main Street network, one of the largest in the country. There are many smaller communities with, like Caldwell, less than 5,000 in population. Just as importantly, there are also numerous communities that have participated for many years which will be a great resource for Caldwell as it grows its program.

The Texas Main Street Program (TMSP) is a part of the Texas Historical Commission (THC), the state agency for historic preservation. This is important to note as there are many other programs within the THC that leaders in Caldwell will also find helpful. Agency programs range from some, like Main Street, that are nationally known: the Texas Historic Courthouse Preservation Program and the Texas Heritage Trails Program. More information about all of the THC's programs and activities can be found here: <http://www.thc.state.tx.us>.

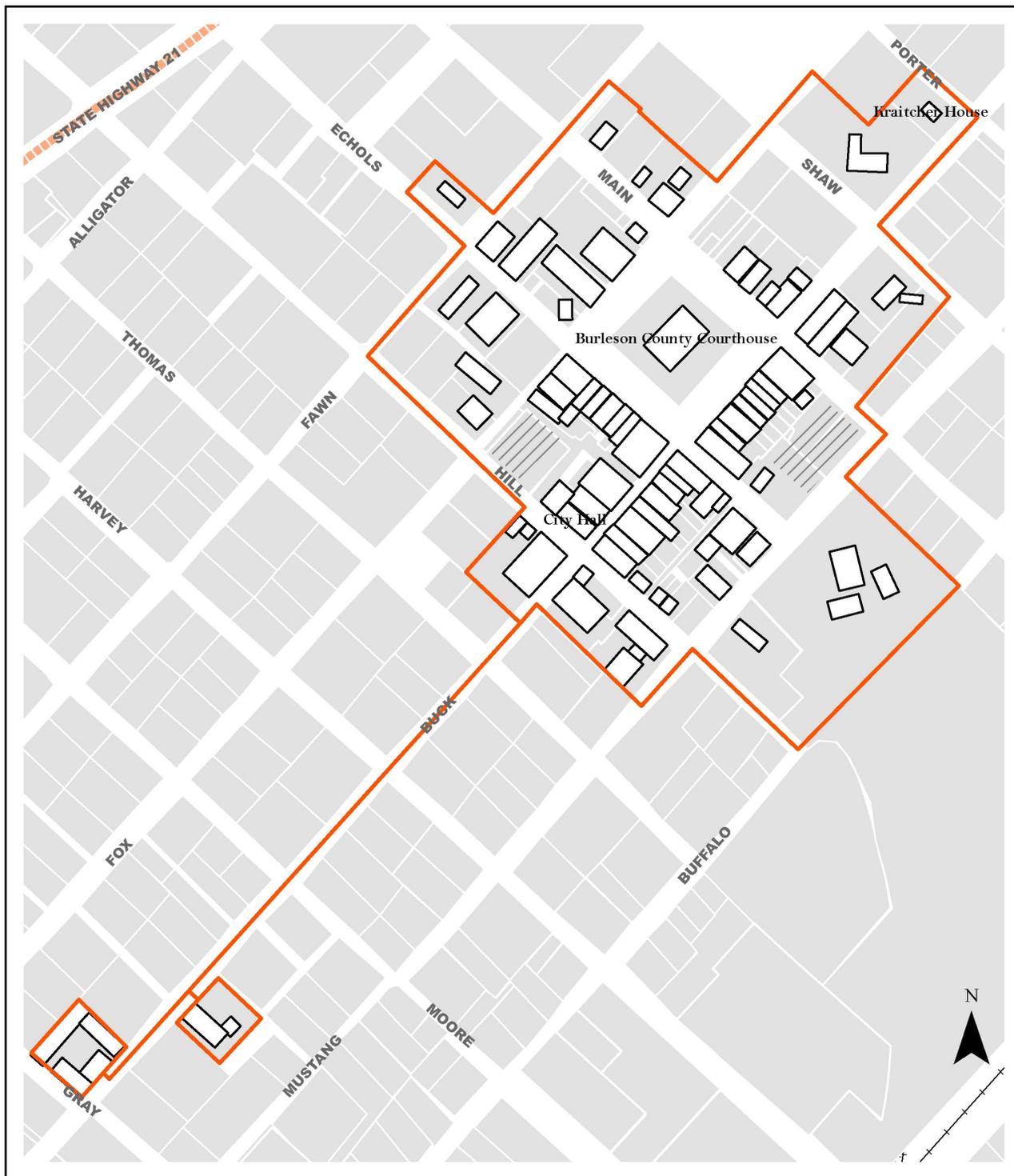
## **The Texas Main Street Resource Team Site Visit**

Every community entering the program since 1981 has received a site visit from a team of professionals with backgrounds in historic preservation and downtown revitalization. Objectives are the multi-day site visit are to allow the Texas Main Street staff to start building their working relationship with local stakeholders; to meet with them and learn about their specific issues and challenges and from that, to build a plan of action that comes in the form of this resource team assessment manual which offers Main Street-specific recommendations and suggestions just for Caldwell. Other important hoped-for outcomes of a resource team site visit are:

- To assess the condition and potential of the new Main Street district (Figure 1.2).
- Begin what will hopefully become a long-standing productive relationship between TMSP staff and the local program
- Give direction and plant thought
- Inform and educate the public on the Main Street concept, the value of historic resources, and their appropriate preservation
- Start to assist in building the volunteer corps for the program by making the public enthusiastic about the effort (Figures 1.3-1.5)
- Provide a fresh look through the eyes of outside professionals.

# Caldwell Main Street Program Area

Revitalization of Historic and Commercial Downtown Caldwell, Texas



Date: August 18, 2014  
 Source: Burleson County Appraisal District  
 Map is for illustration purposes only.  
 Property line and building location is not guaranteed.

| Legend  |                      |
|---|----------------------|
|    | Main Street Boundary |
|    | Building Footprint   |
|  | Parking              |
|  | Parcel Boundary      |

Figure 1.2: Downtown Caldwell Main Street District

## This Assessment Report

The following sections of this manual provide recommendations for Caldwell under the four points of Main Street. This manual should be used as a guidebook to help the local program develop its plan of action that will lead to success in the revitalization of its Main Street district. The program is designed for both staff administration and volunteer effort, so the manual is designed to be used by both. The manual should be used in conjunction with regular interactions with the TMSP office, utilizing its services as well as taking advantage of the national and statewide Main Street networks.



Figures 1.3-1.5: The Caldwell resource team meetings included both small and larger group meetings of many people in town. The meetings reflect the importance of volunteers to a local Main Street effort. The state team met with (left to right) the Caldwell Advisory Board; City Leadership including the Mayor and several council members; and interested stakeholders from the public at the closing meeting where the team presented initial recommendations.

## Main Street Four Point Approach™

- **Organization:** involves getting everyone working toward the same goal and assembling the appropriate human and financial resources to implement a Main Street revitalization program. A governing board and standing committees make up the fundamental organizational structure of the volunteer-driven program. Volunteers are coordinated and supported by a paid program director as well. This structure not only divides the workload and clearly delineates responsibilities, but also builds consensus and cooperation among the various stakeholders.
- **Promotion:** sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play, and invest in the Main Street district. By marketing a district's unique characteristics to residents, investors, business owners, and visitors, an effective promotional strategy forges a positive image through advertising, retail promotional activity, special events, and marketing campaigns carried out by local volunteers. These activities improve consumer and investor confidence in the district and encourage commercial activity and investment in the area.
- **Design:** means getting Main Street into top physical shape. Capitalizing on its best assets—such as historic buildings and pedestrian-oriented streets—is just part of the story. An inviting atmosphere, created through attractive window displays, parking areas, historically-preserved buildings, building improvements, street furniture, signs, sidewalks, street lights, and landscaping, conveys a positive visual message about the commercial district and what it has to offer. Design activities also include instilling good maintenance practices in the commercial district, enhancing the physical appearance of the commercial district by rehabilitating historic buildings, encouraging appropriate new construction, developing sensitive design management systems, and long-term planning.

- **Economic Restructuring:** strengthens a community’s existing economic assets while expanding and diversifying its economic base. The Main Street program helps sharpen the competitiveness of existing business owners and recruits compatible new businesses and new economic uses to build a commercial district that responds to today’s consumer’s needs. Converting unused or underused commercial space into economically- productive property also helps boost the profitability of the district.

## **Main Street Eight Guiding Principles**

- **Comprehensive.** No single focus, lavish public improvements, name-brand business recruitment, or endless promotional events can revitalize Main Street. For successful, sustainable, long-term revitalization, a comprehensive approach, including activity in each of Main Street’s Four Points, is essential.
- **Incremental.** Baby steps come before walking. Successful revitalization programs begin with basic, simple activities that demonstrate that “new things are happening” in the commercial district. As public confidence in the Main Street district grows and participant’s understanding of the revitalization process becomes more sophisticated, Main Street is able to tackle increasingly complex problems, and more ambitious projects. This incremental change leads to much longer-lasting and dramatic positive change in the Main Street area. Short, mid, and long-term goals are all essential.
- **Self-help.** No one else will save your Main Street. Local leaders must have the will and desire to mobilize local resources and talent. That means convincing residents and business owners of the rewards they’ll reap by investing time and money in Main Street—the heart of their community. Only local leadership can produce long-term success by fostering and demonstrating community involvement, and commitment to the revitalization effort.
- **Partnerships.** Both the public and private sectors have a vital interest in the district and must work together to achieve common goals of Main Street’s revitalization. Each sector has a role to play and each must understand the other’s strengths, and limitations in order to forge an effective partnership.
- **Identifying and capitalizing on existing assets.** Business districts must capitalize on the assets that make them unique. Every district has unique qualities like distinctive historic buildings and human scale that give people a sense of belonging. These local assets must serve as the foundation for all aspects of the revitalization program.
- **Quality.** Emphasize quality in every aspect of the revitalization program. This applies to all elements of the process—from storefront designs to promotional campaigns to educational programs. Shoestring budgets and “cut and paste” efforts reinforce a negative image of the commercial district. Instead, concentrate on quality projects over quantity.
- **Change.** Skeptics turn into believers and attitudes on Main Street will turn around. At first, almost no one believes Main Street can really turn things around. Changes in attitude and practice are slow but definite—public support for change will build as the Main Street program grows and consistently meets its goals. Change also means engaging in better business practices, altering ways of thinking, and improving the physical appearance of the commercial district. A carefully planned Main Street program will help shift public perceptions and practices to support and sustain the revitalization process.
- **Implementation.** To succeed, Main Street must show visible results that can only come from completing projects. Frequent, visible changes are a reminder that the revitalization effort is under way and succeeding. Small projects at the beginning of the program pave the way for larger ones as the revitalization effort matures, and that constant revitalization activity creates confidence in the Main Street program and ever-greater levels of participation.

## Chapter 2: Executive Summary

This manual features multiple sections with recommendations for each of the Four Points™ of Main Street. The suggestions come from professionals in the field of Main Street—manager of a highly acclaimed local Main Street program (Georgetown) and the staff of the Texas Historical Commission's Texas Main Street Program and Courthouse Square Initiative. Each section features details intended to provide useful information for each of Caldwell's Four Point working committees, the local program, Main Street staff and the city. Texas Main Street and Courthouse Square staff are all available to provide continuing assistance and advice as the program continues to move forward.

The first of the Four Points covered is **Organization**. With organizational focus, local Main Street efforts across the nation, and especially in Texas, have stood the test of time and provided significant economic benefit to their communities. Organization in Main Street means ensuring all-around financial and community consensus and support. It means having a structure in place of people who continue to give of their time and visionary leadership to continuously move the program forward. This does not happen magically; there's always a 'machine' of structure, process and people in the background working hard to make it appear as though the program is running magically! So that Caldwell will be able to achieve the same success that others participating in Texas Main Street have had, it is important to pay attention to some basic building blocks that will lead to a highly functioning program. Leadership and vision comes through process and product for all participants: bylaws, volunteer system, Statements of Purpose, Plan of Work, understanding of staff and volunteer roles and responsibilities, adequate budget etc. This will allow a high performance bar to be set and achieved for the program. The fundraising element discussed in this section comes not from the team, but from Caldwell Main Street participants, who acknowledged even in the application that they intended to raise funds to complement what has been committed by the city. Now is the time to develop that fundraising plan. Lastly, there is encouragement to fully utilize the resources you now have as a result of being a part of this national and statewide Main Street network.

The **Promotion** point focuses on selling the image and promise of Main Street to all prospects. Promotions help re-establish downtown as the center of social activity and excitement. The promotion section consists of both short term and long term goals that will bring people downtown to shop, have fun, work, and invest. Short term goals include solidifying the promotion committee, developing a Main Street brand, and developing an online presence for Caldwell Main Street. Long term and ongoing goals include marketing downtown via both online and traditional media, working with downtown merchants, partnering with existing events held downtown, and perhaps creating a signature Main Street event.

In the **Economic Restructuring** section, there are two proposals to assist the City of Caldwell in its redevelopment for both in the short- and long-term. The first phase addresses the needs of the downtown retail community and proposes initial and incremental steps to create a more vibrant downtown. Possible retail sectors are identified for recruitment as well as possible economic incentives to be provided by both the public and private sectors. The second phase involves a long-term strategy proposing that the City look at creating partnerships to develop pathways to employment by building an infrastructure based upon training as a means to revitalize Caldwell's downtown and the region. Observations of assets and liabilities in terms of economic development potential are reviewed, and then connected to how the Main Street economic restructuring committee might have impact in this area. Similar to what is presented in the planning section, the economic restructuring report suggests a number of actions, analysis and strategy steps for spurring retail development in downtown, noting that "Caldwell's downtown has an exceptional foundation for mixed-use development." About a dozen short-term steps and achievable starting points are suggested that include action items ranging from business/property inventory to community survey to developing economic development goals for downtown and business recruitment. Tools for the longer-term such as Tax Increment Financing or Chapter 380 economic development agreements are also introduced. This section provides considerable data so all necessary and relevant knowledge can be considered prior to any economic development actions being taken for the downtown improvement program.

The **Design and Planning** team present their findings in the context of utilizing Caldwell’s historic assets as a primary opportunity for progress. The **Economic Restructuring** section builds upon this theme by providing relevant data and observations to help Caldwell use its historic downtown as a catalyst for economic development.

A planning process is simply building community consensus around a vision for the physical environment in downtown and then strategically implementing projects to turn the vision into reality. The planning section discusses general planning principles and processes and how this might work in Caldwell (Figure 2.1). Considering a Downtown Plan is a primary discussion in this section, noting that a plan of this type can be lavish and complex or simple and concise.

In addition to participation in Main Street, a downtown master plan could help Caldwell in many ways: from enhancing its identity and ensuring authenticity; fostering business development; creating effective connections, transportation options and parking management; implementing urban design and development standards; and creating a framework to maintain to focus on and secure funding for downtown revitalization efforts over time. The section author provides a recommended outline for a downtown development plan that includes setting goals; doing appropriate inventories and assessments; and finding development opportunities and strategies for implementation. The planning section provides significant detail in a variety of areas, ranging from wayfinding and signage, creating better connections between residential areas and downtown through pedestrian improvements, additional residential development, and ordinance development. If undertaking a downtown plan is ultimately the course chosen, recommendations are made for how to go about it, starting with selection of a steering committee. The section ends with a listing of relevant planning resources to help the community build its knowledge base in this area.

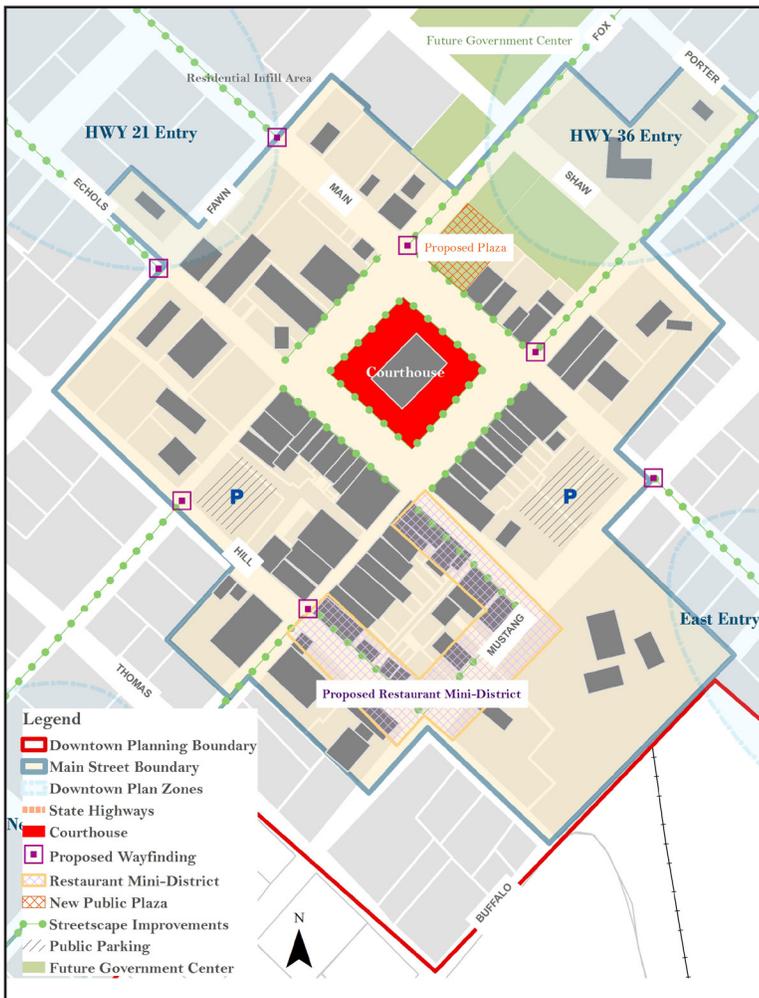


Figure 2.1: A proposed Caldwell downtown planning boundary and development opportunities are discussed in the planning section (left)

In the **Design** section, there is an overview of how design committees should work and how local Main Street staff and volunteers partner with the professional design staff at the Texas Main Street office to undertake physical improvement projects. Terminology of the design profession is presented in the section so that the design committee and staff can continually and effectively spur projects and improvements. Everyone is encouraged to gain increased understanding of typical design project and issue areas: design guidelines, tax credits, National Register, incentives, Recorded Texas Historic Landmark (RTHL), codes, infrastructure, and the like. To encourage these discussions locally, the design section also provides a good overview of the historic development patterns that influenced downtown Caldwell's layout. Specific design recommendations are made for several of the historic buildings in downtown Caldwell (Figure 2.2). As is also done in the Planning section, connecting downtown with highways 36 and 21 is discussed in the design report. It is acknowledged that, despite Caldwell's relatively small size, the task of revitalization can be overwhelming. "When the revitalization of the Main Street district is broken down into smaller areas of focus, such as districts, the task of revitalization becomes less daunting," the section author notes. The report then goes on to identify and provide recommendations for seven districts. Design recommendations and possible solutions range from short-to-long-term and from simple to complex. This section is highly visual, with numerous graphics to help the reader truly understand how to move forward effectively on design tasks.

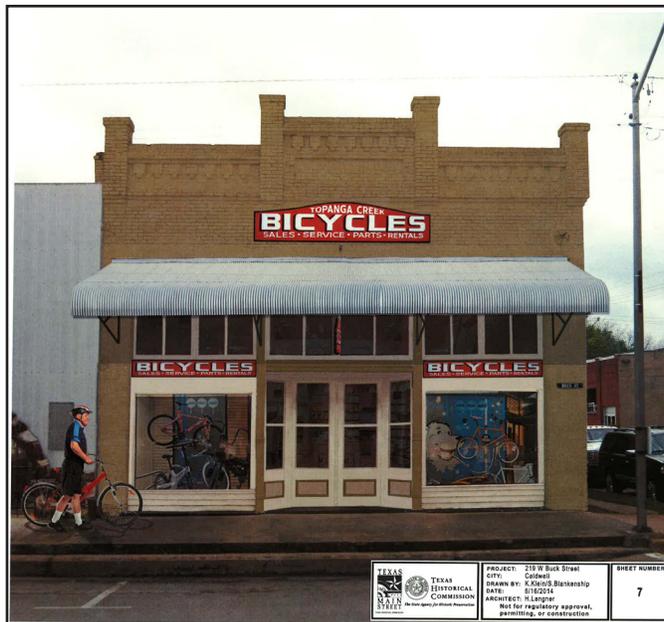


Figure 2.2: Some specific recommendations are made in the design section (left).

## Chapter 3: Organization

As noted in the Introduction, for more than 30 years the Main Street Four Point Approach™ has been a successful method for addressing the issues that historic downtowns face—the movement of business and people away to the suburbs or highway; declining property values; and a spiral effect that results in financial and visually depressed historic town centers. The Four Point Approach™ is a simple, yet highly effective concept that allows participation from a broad swath of people in a community, but is also an operational model that can effectively tackle complex issues. When it was initially put into place, the theory was that a range of specific issues were causing the decline of historic downtowns and that, when working in harmony with one another, each of the four focus areas would be able to cause positive change to occur.

One of the four points—organization—may not be the most glamorous nor the most visible, but it provides a tremendous amount of necessary structure so that progress can occur. The following analogy should be helpful for explanation. The rehabilitation of a historic downtown commercial structure is great cause for celebration, but if there is not a plan for the use of the now-revitalized building, it provides little return on investment except for the possibility of some incremental increase in property value/taxes collected to local taxing authorities. In that scenario, there is little incentive for a property owner to take action on the building when he thinks his property taxes may rise but his return on investment will not. But, if there is a strategic downtown economic development program in play, there is the opportunity to provide incentives for property owners to ‘do something.’ That same economic development effort—known as economic restructuring under the four points of Main Street because the downtown marketplace is being restructured—can help the property owner see a vision for how a small business can use the building and how financially the property can provide him or her the return on investment. But, if the community has long since taken its collective wallet to the suburbs or highway, there’s little chance that the new business in the newly rehabilitated historic building will have customers. The answer is to re-introduce downtown to the community and visitors by promoting the downtown marketplace and its offerings, which is done through the Promotion point of Main Street. These are all a lot of constantly moving pieces that takes strategy and synergy to bring together. That’s the Organization point of Main Street. It provides the structure, the focus, the people, and the strategy to make things happen!

Leading this structural component of Main Street is the Advisory Board, which carries out the vision of the program, while the Four Point committees carry out the projects and activities to achieve that vision. Thus, the organization committee has a very instrumental role in helping the organization achieve success. That focus area of Main Street in Texas is largely responsible for the success the state program has had—60 percent of the communities in Texas participating today have been involved for more than 10 years.

The formal definition of the Organization committee in its most traditional sense, according to the National Main Street Center is:

“Organization establishes consensus and cooperation by building partnerships among the various groups that have a stake in the commercial district. By getting everyone working toward the same goal, your Main Street program can provide effective, ongoing management and advocacy for your downtown or neighborhood business district. Through volunteer recruitment and collaboration with partners representing a broad cross section of the community, your program can incorporate a wide range of perspectives into its efforts. A governing board of directors and standing committees make up the fundamental organizational structure of volunteer-driven revitalization programs. Volunteers are coordinated and supported by a paid program director. This structure not only divides the workload and clearly delineates responsibilities, but also builds consensus and cooperation among the various stakeholders.”

Source: <http://www.preservationnation.org/main-street/about-main-street/the-approach/#.U9WZcvldVns>

That's a rather lengthy explanation for a few simple facts about the Main Street organization effort:

- it finds the people to participate
- it helps them find a place for themselves in the program
- it creates and maintains effective partnerships to get the work of preservation-based downtown revitalization done
- it promotes the program so that people will want to be involved, and
- it makes sure that a sound, consistent structure is in place to keep moving the program forward day by day, year by year.

The National Main Street Center notes four primary areas of activity under Organization:

- Volunteer development
- Partnership building
- Fundraising strategies
- Communication and public relations about the Main Street program to get people involved and/or aware of it. (The promotion committee generally promotes the downtown, its activities etc.)

Ultimately, the organization effort in Main Street—along with the leadership and vision of the Advisory Board—will create consensus that focusing on downtown is the right thing to do—and that the effort is worth it.

## The Advisory Board, Organization Committee and Caldwell Main Street Staff

For the first year minimally and certainly throughout the initial three-year foundational period, significant Advisory Board, staff and organization committee effort should be to continue working on establishing the structure of the program that will create an effective, sustainable, respected organization with the capacity to carry out a successful downtown revitalization effort

### Observation and Recommendation 1: Basic Building Blocks

There are several primary building blocks that make up an organizationally sound Main Street program. Some have already been done in Caldwell, like bringing on staff for program administration, creating an Advisory Board, and creating committees and getting leadership for them. These are critical first steps for a Main Street program.

Some of the initial, critical building blocks for a new Main Street program follow in the remainder of this section. There are also some comments pertaining to the Caldwell Main Street Advisory Board. It is important to discern between the roles and functions of the Main Street Advisory Board and the committees. Although not a governing board, which would be responsible for financial and staff management, the Caldwell Main Street Advisory Board provides the vision and the leadership for the program and its members will serve on the four Main Street committees as leaders. Through these committees, the projects and activities of the program will be carried out.

The Advisory Board should have its duties and obligations laid out in its bylaws. Meetings should be held on a regular basis and meeting agendas should be posted in accordance with the Texas Open Meetings Act since the Advisory Board is named by the City Council. The agendas should be created in whatever format the city generally uses (or one approved to be used), with input for agenda items coming from both the Board Chair and staff. Staff is responsible for posting the agenda and the Board Chair should be responsible to ensuring that any action or discussion items pertaining to committee work is on the agenda, and that any board member who would like a specific item on the agenda has the opportunity to do so as laid out in the bylaws. Since participation on Main Street committees are generally open to any interested person, posted agendas for committee meetings are not a necessity but it is generally recommended that it is a good practice to post them as well.

By the time of the resource team visit, the Advisory Board had been created and each committee had a chairperson. This is a very important first step. By the end of the first year, each committee should have a detailed Plan of Work with appropriate projects and activities for that focus area. The projects should not just be short-term. They should be forward-thinking as well—what do we want to have completed in the next three, five years etc.? How will you keep building your program and projects so that as your program matures and increases its capabilities, the complexity and sophistication of projects will reflect that as well?

Basic building blocks for a new Main Street program follow. Some have already been completed as noted above. As projects, they may all be delegated to the Organization Committee; however, the Board needs to formally adopt them.

A Main Street program’s basic structural components:

- Hiring of staff
- Creation of a board
- Adoption of a Main Street district map
- Creation of bylaws
- Statements of purpose
  - o Vision: explains what the program would like to accomplish
  - o Mission: explains the purpose for being, how it will achieve the vision
- Create a baseline plan of work
- Adopt a budget
- Promote the program and develop your volunteer corps

Create a baseline Plan of Work which will be built upon over time. Some preliminary work has been done to create a baseline Main Street Plan of Work (Figures 3.1–3.2). Using information gained from the resource team visit and other discussions, the 2014-2015 Plan of Work needs to be refined and adopted. It needs to have board/staff-created overall priorities for the program as a whole and committee-established specific action items to achieve those objectives. The Board should formally adopt the Plan of Work at a called Board meeting and it should be publicized so that potential new volunteers can become involved.

| OBJECTIVE         | ACTIVITY   | COST | RESPONSIBLE PARTY  | TIMELINE Start/End | STATUS | MEASURE | Notes  |
|-------------------|--|------|--|--------------------|--------|---------|--|
| Program structure | Name committee chairs  | 0    | Board chair appoints   |                    |        |         |  |
| Operations        | Ensure two-communications is happening between board and committees via regular committee updates as a Board agenda item | 0    | Board & each committee chair   |                    |        |         |  |
| Process           | Develop catalyst project or projects for year-end benchmarking   |      | Board agreement through brainstorming  |                    |        |         | Make sure this is communicated under communications plan (when the project/s is/are done)  |
| Operations        | Ensure committees develop their own work plans with appropriate activities   | 0    | Board & each committee chair   |                    |        |         |  |
| Leadership        | Develop Statements of Purpose (vision and mission) to guide work   | 0    | Full Board   |                    |        |         | Promote this once adopted, Debra can provide you with samples  |
| Operations        | Develop a Fundraising Plan based upon specific funding needs and with strategic stated goals                             |      | Ultimately board adoption but a single person or ad hoc committee to flesh it out. |                    |        |         | The development of the plan can be done regardless of how far along in the process the IRS application is. You must might not accept funds until then, or your acceptance of funds will be accepted differently (not a charitable contribution etc.) |

Figure 3.1: The initial Caldwell Main Street Plan of Work developed a few months after entering the program, should be continually refined, updated and added to. The board segment is shown above.

| OBJECTIVE         | ACTIVITY  | COST | RESPONSIBLE PARTY | TIMELINE Start/End | STATUS | MEASURE   | Notes  |
|-------------------|---|------|-------------------|--------------------|--------|---|--|
| Program structure | Develop a proposal and possible IRS application for creating the 501c (3) organization.   | 0    |                   |                    |        |   | This committee may develop the proposal and application but the Board will be the final decision maker on the application. The committee process may start by having Debbie get on the listserv to get insight from other Main Street programs recently creating the c-3 (such as San Augustine, which did this last year) to gain insight. Secondly, the committee should seek out a local tax professional for guidance in this process. Also look on the Texas Secretary of State and the IRS websites. |
| Operations        | Develop Main Street communications plan   | 0    |                   |                    |        | <ul style="list-style-type: none"> <li>• Social media</li> <li>• Traditional media</li> <li>• Printed pieces</li> </ul> | Perhaps both org and promo should work together on this project?   |
| Leadership        | Set up a meeting for all partnership organizations to get together and flesh out each group's different roles & responsibilities as it pertains to downtown | 0    |                   |                    |        |   | Per our discussion at the 4/8 training session with Debra  |
| Operations        | Develop Main Street volunteer recruitment plan  |      |                   |                    |        |   | This might follow after you have fleshed out details of activities listed here, but you will at some point definitely have more work that the board alone can handle.  |

Figure 3.2: The initial Caldwell Main Street Plan of Work developed a few months after entering the program, should be continually refined, updated and added to. The organization committee segment is shown above.

Note that the adoption of a budget as a city program is a city function; neither the board nor the committees adopt or manage the budget. However, if the board chooses to have a fundraising component as well, this will be managed under the board. See discussion on this topic below.

Promote the program and develop your volunteer corps. San Augustine, population 2,084, was a newly designated Main Street community in 2013. It has worked hard to promote the program and downtown business during the past year through a variety of avenues such as a dedicated Facebook page (Figure 3.3).

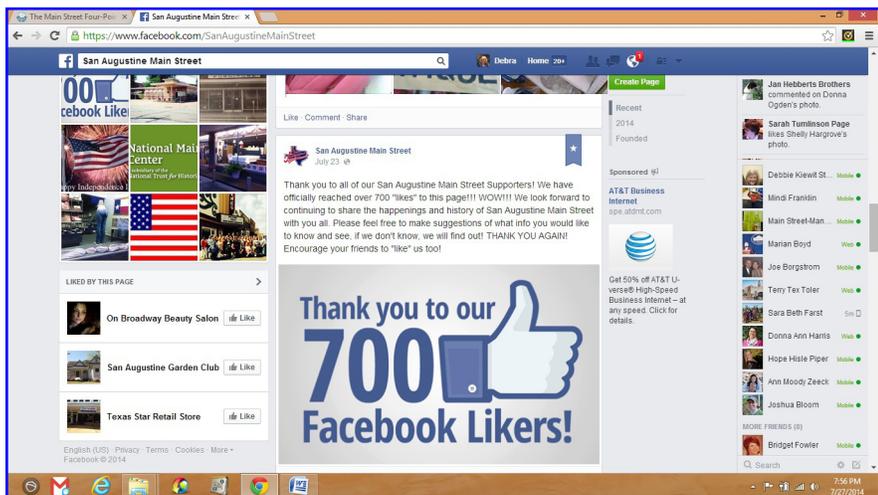


Figure 3.3: New Main Street city, tiny San Augustine, just reached 700 likes on its Facebook page. The Main Street program has spent considerable time during the year creating and building a page and then using it frequently to increase awareness, and promote downtown's history, businesses and the program.

One of the projects of the organization committee should be activities and strategies that promote the existence of the program to the community and explain its role and mission. Caldwell Main Street volunteers and staff have already been doing this and, granted, much of this kind of activity in a small community like Caldwell will be more informal. Nonetheless, it is still important that public outreach is done and additionally that all groups involved in any kind of downtown work knows what the other is doing as it pertains to downtown and it is just as important to be strategic about seeking volunteers. There are surely many potential volunteers in Caldwell who would choose to give Caldwell Main Street their time if they were fully aware of the organization, its purpose and how they could participate. Make sure that this information is strategically compiled for everyone to see—a program website or Facebook page explaining the program and providing an opportunity to participate through an online sign-up (and a brochure to physically distribute as appropriate); a volunteer orientation notebook for when that potential volunteer joins your team (Figure 3.4–3.5).

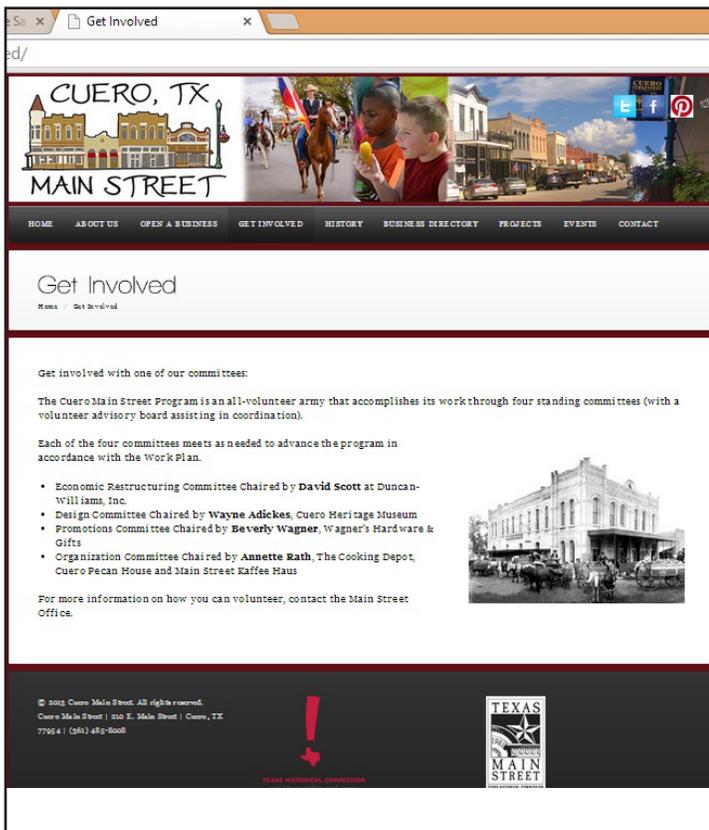


Figure 3.4: Cuero, a 2013 Main Street city, lets the public know about its volunteer opportunities—including who chairs each committee—from its website.

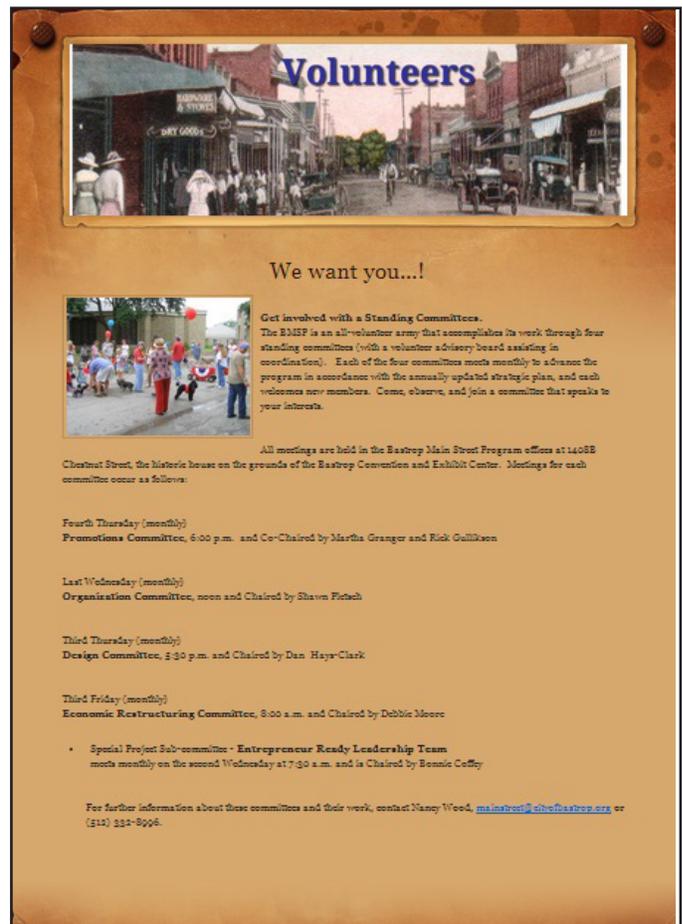


Figure 3.5: Bastrop, a 2007 Main Street City, website promoting volunteer opportunities.

Developing your volunteer base might be fully done through the Organization Committee, with this group taking charge of recruiting and providing orientation to all new Main Street volunteers. Or, each committee might find its own volunteers and have the Organization Committee train them. Either way, there should be a process involved so that each person giving of their time to the organization is given the tools to do so in the most effective way. See Figure 3.6. Caldwell provided more than 100 letters of support in its application—more than all of the other applicants that year combined—so there is obviously a lot of commitment to the effort. You might consider looking back over those letters to see who you might turn from letter writer into program volunteer!

### Observation and Recommendation 2: Set the bar high for your performance through the organizational effort

In addition to taking care of the basic building blocks, the Advisory Board should be providing the leadership so that when each committee creates and carries out its projects and activities, they are doing so with the future in mind. How will you benchmark your first year's success? The Texas Main Street office requires the submission of monthly activity statements, quarterly reinvestment reports and an annual report to help you create historical progress documents for the program. In fact, we have these documents for every program that has participated in Main Street, including those that began in the state program's first year in 1981. Having these kinds of statements really helps you be able to monitor progress. But those don't go as far as you should be going. You should also be asking (and answering) other questions like: What will have happened for you to be able to proudly say that you had a good first year in Main Street? What do you want to have accomplished in the first three years? How will you follow and work toward achieving your program's vision? How will the program's projects reflect increasing maturity and sophistication as the years go on?

### Observation and Recommendation 3: Develop a fundraising plan

The Caldwell Main Street program is under the City of Caldwell, with a hired city staff member as Main Street program manager. She reports directly to the City Administrator. Therefore, the program does not have to raise funds for operations, as some of our non-profit Main Street programs in Texas and other areas of the country do. However, in the initial draft Plan of Work created in the first months of 2014, and also as noted in the original application, there has always been an intent for the Main Street program to raise funds for special projects, such as improvements grants to help spur investment in and rehabilitation of historic buildings. This needs to be fully discussed at board and/or organization committee meetings. What specifically do you need/want to raise funds for? How will raised funds be allocated? If you plan to raise funds for a design-oriented activity, such as a facade, paint, sign, structural grant program, you want to have a design review process in place so that you are not rewarding people with grants who will be doing inappropriate things to their buildings. Another question to ask is what other sources of funds might be used to complement fundraising? Generally, state law allows public dollars to be used for economic development purposes, such as to support grant programs. More information can be found here on the Texas Main Street section of the Texas Historical Commission website: <http://www.thc.state.tx.us/public/upload/Funding-Methods-for-Main-Street-communities-8.26.13-update.pdf>.



Figure 3.6: A broad base of volunteers are critically important to the success of Main Street as these hard workers for the Paris (left) and Uvalde (right) Main Street programs show.

Almost all local Main Street programs in the Texas network do fundraising for special projects. The Texas Main Street listserv, which is an electronic email communications tool for program managers, can provide considerable insight, examples and suggestions for any strategies you might discuss in this area. Your program manager Debbie Steck can ask the questions on the listserv for you.

In the development of your fundraising efforts, you should also remember the other organizations which fundraise in your community and not duplicate, conflict with, or take away from their efforts. Here is a good place to look for partnerships. How can you partner with another organization so that each group gets some goodwill and dollars raised out of a joint venture?

One last item to consider in this area is WHO will do the fundraising? Will the organization committee/Advisory Board just provide the fundraising strategy, but then perhaps the promotion committee will carry it out? Or will all committees come together to jointly carry out the activity? Or, will it be fully board-led? These are all important questions to ask yourselves.

#### **Observation and Recommendation 4: Learning From Others, Using the Network**

As mentioned above, there is a statewide Main Street listserv that your program can get very helpful suggestions and recommendations from. There are no limits on its use for designated Main Street programs and all managers are encouraged to post on it as often as they need. Learning from others also comes in the form of the twice-yearly Main Street-specific professional development opportunities the state office offers, held each time in a Main Street community at no charge to anyone from a designated program, including staff and volunteers. Spending time in a Main Street city at these events becomes part of a very helpful learning experience as well. There are staff requirements for professional development and volunteers are always highly encouraged to take advantage of the opportunities. The state office also provides on-site training, organizational planning and design services, again at no charge to your community by virtue of your designation (outside of a minimal annual administrative fee). We also co-host an annual downtown revitalization conference with the Texas Downtown Association.

Prior to the Caldwell resource team, a relatively informal survey was done to two different groups to help provide some useful information as you grow your program. First, program managers for cities that have come into the Main Street program in about the last five years were asked about their first-year activities and what they wished they had known then that they know now. Secondly, Main Street Plans of Work for programs of less than ten years with small populations were reviewed to see if common threads and themes could be found that might prove helpful to the Caldwell Main Street program.

Here is a synopsis of their actual comments and advice:

- They did all of the structural components noted under recommendation 1 in this report - bylaws, statements of purpose, work plans, etc. At least one also established design review during the first year (This is also addressed earlier in this section and in the design section).
- Most also created program logos, websites, Facebook pages, and other social media elements
- Several also created a new event that was intended to become a Main Street 'signature' event. Could something like this be Caldwell Main Street's fundraiser?
- Look inward as well; make sure all city staff understand the program and what it is trying to do. This will make it easier when you ask public works to close streets or need local police to help out at the Main Street event.
- Very helpful is state office staff (because we have the experience of seeing all Texas Main Street cities in action and can share that knowledge with you), Main Street trainings, and the Main Street listserv. One manager said that most of the program's first-year activities came from ideas gotten at trainings; still this manager tries to bring home one new idea to her board from every Main Street training she attends.
- Most visible activity during the first year: creating the 'buzz', doing something visual (i.e. as simple as trash

cans for downtown to getting facade improvement activities started).

- Focus on **something** during the first year, not a lot of somethings. However, another respondent had six focus projects during the first year, which all helped effectively grow the program.
- Work with other groups to get things done. Don't try to do it alone—you can't. Get strong champions on early and create sound partnerships.
- Make sure board members and all volunteers really understand the program and the time commitment; otherwise they may resign upon realizing this or might not have the time to be effective. Main Street is a 'working board,' not a 'sit and direct' board. Both of these actions will upset the status quo and could force you to take a step backward during a very critical formative period. This points to the importance of proper volunteer training and orientation and helps you get 'doers.'
- It is helpful if the manager and board has a say in the selection of new board members through input into the selection process. This helps address what is mentioned above.
- Stay focused on the positive; even the most successful Main Street community has naysayers.

Into future years, they answered that they are looking toward those future 5, 10 year anniversaries with hopes of the following accomplishments:

- Completion of significant downtown capital improvement projects
- Continue to recruit new volunteers to the program; encourage all current Board members to recruit as well—daily, constantly, vigorously!
- Focus on food and art and be a world-class destination that supports the local economy

Several of the respondents also addressed funding; the following funding resources for improvement grants were set up during their city's first year in the program:

- \$5,000 general revenue/\$5,000 community bank
- A very small improvements grant was already in place when one city came into the program; the Board has helped grow it significantly by encouraging economic development partnerships.
- Establishment of a facade grant improvement program was done in the first year; the first grant application was in the second year.

Note: as announced at the closing meeting of the Caldwell resource team visit, already Citizens State Bank had set aside \$1 million in loan opportunities for downtown improvements!

The February 2014 issue of the Texas Main Street monthly newsletter *Main Street Matters* profiled the progress of the 2013 new cities. Download it here: <http://www.thc.state.tx.us/public/upload/2-2014%20New%20Cities%20MSMatters.pdf>

A review of the Main Street Plans of Work from smaller Main Street communities entering in the last ten years shows that they are still focusing on basic activities like:

- Increasing preservation awareness, partnerships, communications, and promotion (i.e. social media, websites etc.)
- Raising funds for special projects
- Annual (or more) downtown clean up
- Keep inventories (business and building) updated and maintain downtown properties for lease sites
- Business training/business toolkits
- Support heritage tourism development
- Work on increasing historical markers, historic resources survey (for possible National Register Commercial Historic District nomination)

The review also showed they combined the foundational activities with more sophisticated second-tier activities,

such as:

- Surveying existing ordinances for compatibility with Main Street efforts
- Downtown beautification
- Significant downtown property rehabilitations spurred by the Main Street program
- Increase payouts of the improvement grant program
- Evaluate signage needs and lead design and implementation
- Lead a campaign to digitize the historic downtown theater (2 programs)
- Do a Kickstarter fundraiser
- Attract films to town (Texas Film Commission)
- Improve highway signage
- Active involvement in targeted downtown business recruitment
- Create a preservation ordinance

As noted throughout this report, focus and strategy make the Main Street effort successful. The Board provides the leadership for it and the committees carry out the strategies. There is evidence of passion and support in Caldwell and the organizational effort covered in this section will help you create a long-lasting, highly impactful Main Street effort!

*This author of this section was Debra Drescher, State Coordinator of the Texas Main Street Program, a division of the Texas Historical Commission.*

## Chapter 4: Promotion

Promotion means selling the image and promise of Main Street to all prospects. Promotions help re-establish downtown as the center of social activity and excitement. The goal is to bring people (residents and visitors alike) downtown to shop, have fun, work, and invest.

Promotion has a two-fold purpose—branding and marketing, and special events.

Promotion markets the downtown as a destination, a place where things happen, and a place worth visiting often. This starts with a downtown brand. A downtown brand is the condensed version of your community's unique identity. It's the sum of your history, people, culture, and stories distilled down to a handful of unique attributes. It clearly communicates who you are, what you do, and how you do it differently. Once a brand is established, promotion markets this brand in a variety of ways to attract visitors to downtown.

Promotion offers the opportunity to engage both locals and visitors in the excitement of downtown revitalization by organizing events and festivals that celebrate downtown as the core of the community. Through special events, festivals, downtown activities, and retail promotions, local Main Street organizations draw people downtown resulting in an expanded downtown customer base. Since the focus for a Main Street program is the revitalization of a downtown commercial district, Promotion offers the opportunity for downtown businesses to get involved in the process.

Following are some of the promotional assets that downtown Caldwell has which attract both local residents and visitors:

### Promotional Assets

- Historic downtown
- Benches in downtown for visitors to relax
- Existing Downtown Events
- Attractive county courthouse and lawn
- Downtown located off a major thoroughfare
- Supply of historic photos of Caldwell
- A strong group of people dedicated to making positive change in Caldwell

### RECOMMENDATIONS

The following recommendations are offered with the intent to spark ideas and provide examples of best practices utilized in other communities in Texas and around the country, and to connect you with useful resources to assist with your promotional and marketing efforts.

#### Recommendation 1: Solidify the Promotion Committee

Set clear expectations for the committee. With good leadership in place and dedicated volunteers, the committee will benefit from team meetings that will focus on their purpose so that all members have a clear understanding of the mission. Every member of the committee needs to know what they are buying into and what is expected from their commitment. Involve business owners in the Promotion Committee. They have the vested interest in seeing the downtown revitalized and have the ideas to make it happen. Begin sharing ideas that will make a difference in attracting traffic for the Main Street area. Make them the core of the Promotion Committee and encourage them to take the lead in both event planning and marketing.

**Recommendation 2: Develop a Main Street brand.**

It is important to start branding the Caldwell Main Street Program as soon as possible. Work with the Organization Committee to develop a Main Street brand for downtown Caldwell. The brand should reflect the mission and vision of the organization, as well as be appealing to the public. As previously stated, a downtown brand is the condensed version of your community’s unique identity. It is used to draw people downtown. It is recommended to utilize the survey results from the Texas Main Street Resource Team site visit (see Appendix L) to help determine the strengths of downtown and begin to build a brand. Note that your downtown brand is not static and it will evolve as you see results in downtown growth and development.

Developing the logo is the second part of this effort. Work with a professional graphic designer to develop a logo/tag line. Once the logo is selected, it will be placed on every marketing piece that is produced and distributed. It needs to be unique and easily identifiable, as well as look good in black and white and in color. Make sure any lettering can be seen in a small version. Figure 4.1 shows examples of other Main Street program logos. Some Main Street cities have had logo contests; others have hired professional marketing/branding companies. The local newspaper and/or printing companies might also be a good resource for logo development.



Figure 4.1: Examples of logos from other Main Street programs across Texas.

### Recommendation 3: Develop a Main Street Website

In this on-demand world, it is now more important than ever to have information about your community and your Main Street online in an easy-to-find and easy-to-navigate format. A website dedicated just to your Main Street program will help promote what downtown Caldwell assets and opportunities. See Figure 4.2 for an example of an effective Main Street website.

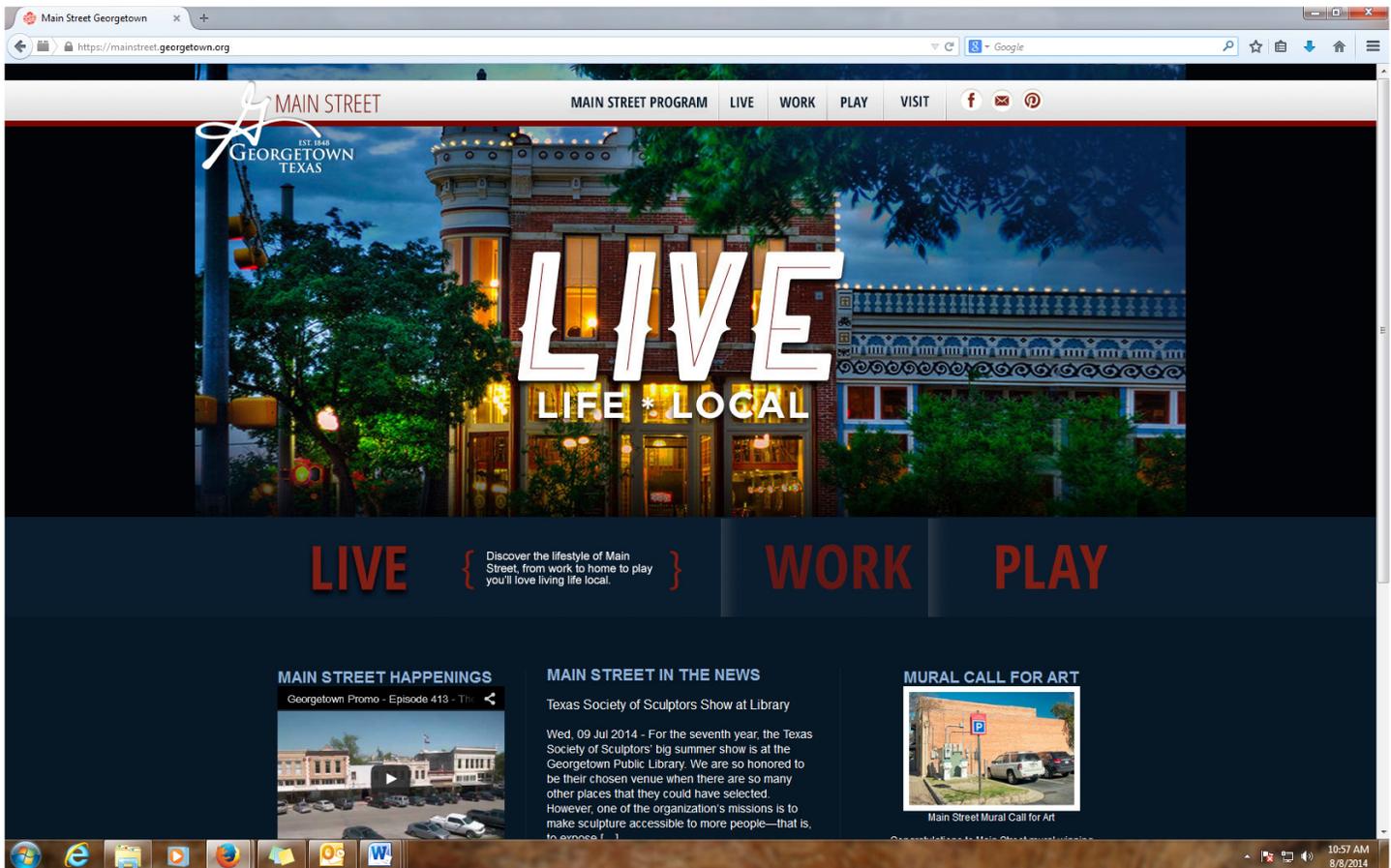


Figure 4.2: Georgetown Main Street has an effective website whose focus audience is visitors to their downtown.

A dedicated website to your Main Street program will give you:

- Creative control
- The ability to keep a consistent brand for your Main Street
- Ability to optimize SEO (search engine optimization) to drive visitors directly to your downtown
- Ability to add social media links which makes it easier to interact with your community
- Ability to add updates and make changes on a consistent basis
- Updates to policies or regulations from other platforms/social media will not affect your website

Ideas for components on your website:

- Educational—educate your visitors about your community. Compelling photographs and smart copy can work to set your community apart from your neighbors.
- List of Events—You will have more control over marketing your special events, including allowing sponsorship advertising. Note that an actual calendar on your website isn't recommended unless you have events happening more than 15 days per month. A calendar with only one or two events per month looks empty. A list looks busier and more exciting to visitors.

- Promotion of Downtown Businesses—Google claims that 51 percent of small businesses do not have their own websites. Help your businesses get found online by adding a downtown business directory.
- Branding—Your website should be unique to your community and reflect your downtown/Main Street brand.
- Business Recruitment—highlight market data that shows your community assets and why your community is a great place to locate a business.
- Fun—Make your website a resource for fun events and activities.
- Maps—add a map to showcase how to get to and around your downtown.
- Volunteer Recruitment—A call for volunteers to assist in special projects or events. You are even able to embed a contact form for volunteers to sign up directly on your website. Make it as easy as possible to involve people in your program.
- Fundraising or sponsorships opportunities—often your donors and sponsors want more information on your program before handing over a check. Make this information available to all so you do not miss any opportunities.

Make your homepage count. It is the first chance to make an impression on a visitor. You have seven seconds to make that first impression. Make sure it is visually appealing and easy to navigate. If your primary audience is visitors (from inside and outside your community), your homepage should reflect the information that they may be searching for—such as events, history, location (map), with links to your business directory, volunteer opportunities, etc.

One other thing to note is that you do not have to pay thousands of dollars to build a website. There are several software programs that allow you to choose templates and add your own content. Work with your promotion and organization committees to research the best software for your Main Street website.

#### **Recommendation 4: Enhance Main Street Social Media**

Social Media—Great start with your Facebook group—it keeps the public engaged while you are working on other aspects of Main Street (Figure 4.3). After a downtown brand is built, transition the Facebook page to reflect the brand and make sure to change out the cover photos to reflect current special events or marketing campaign. Develop a work plan for updating and maintaining your Facebook account including who is allowed administrative access and a social media policy for the page so that all administrators know what is acceptable to post.

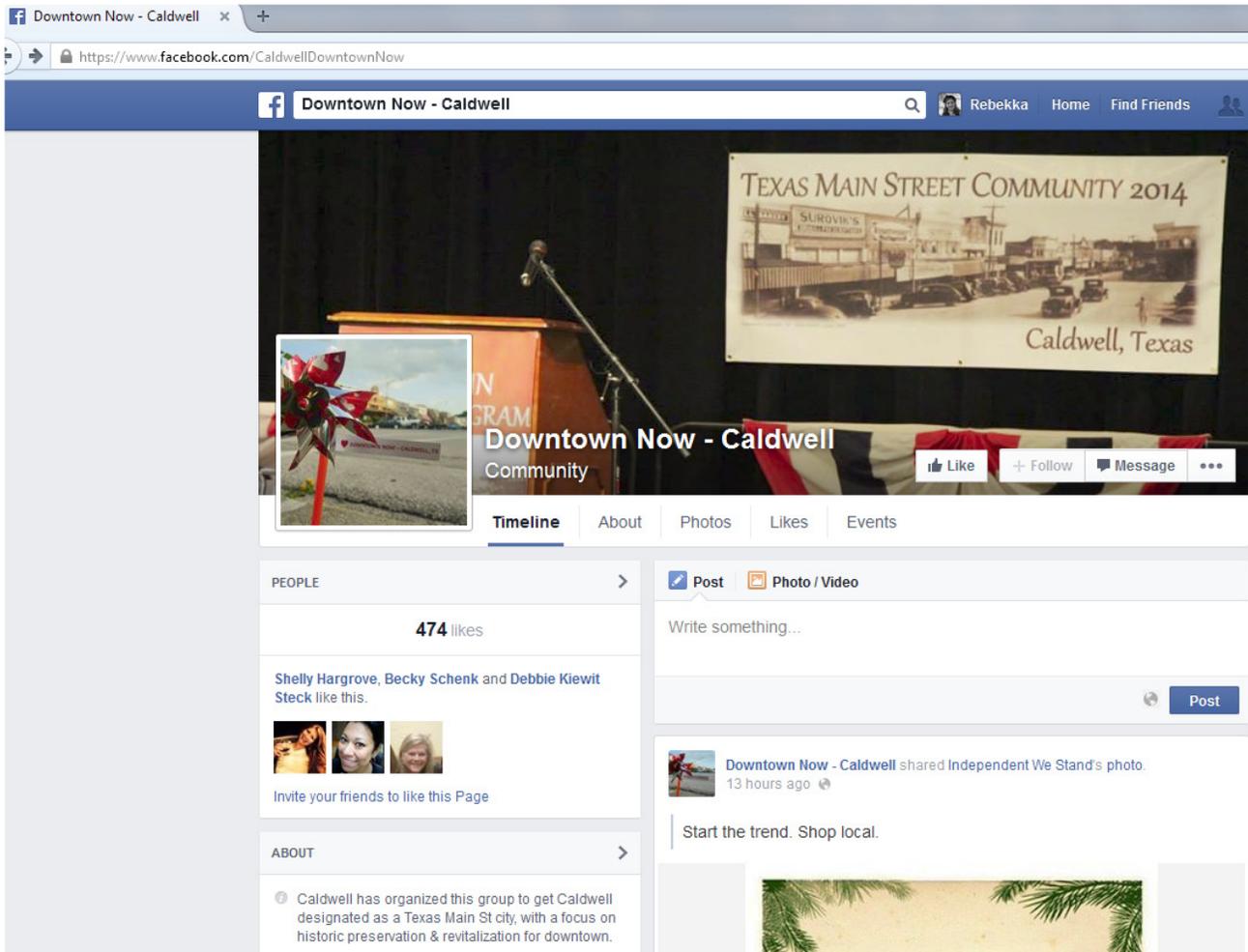


Figure 4.3: Caldwell Main Street current Facebook page. Great start. Transition to reflect new branding when it is complete.

### Recommendation 5: Market Online

Develop a library of professional looking images of downtown that can be uploaded to a photo sharing account or on your website. Make sure to tag all photos with “downtown Main Street Caldwell” so that google bots can crawl them and “read” the pictures to showcase them in image search. These photos can be used in multiple ways such as on Flickr, Pinterest, Instagram, or any other social media sharing sites. Be sure to set up sets of photos based on your Main Street special events and business recognition opportunities like grant check presentations or ribbon cuttings. Also, don't forget about your historic Caldwell photos of downtown as well as any architectural photos of your downtown buildings so people can see the “before.” Here is an example of the City of Georgetown's Flickr photo sets, <https://www.flickr.com/photos/29197998@N08/sets/> (Figure 4.4)

Online Marketing—market your website online with both local and tourist emphasis. Look into all opportunities to market and cross promote on other websites. Look into opportunities for sidebar ads on other websites, google adwords, partnering with bloggers and travel writers, and any other online marketing opportunities.

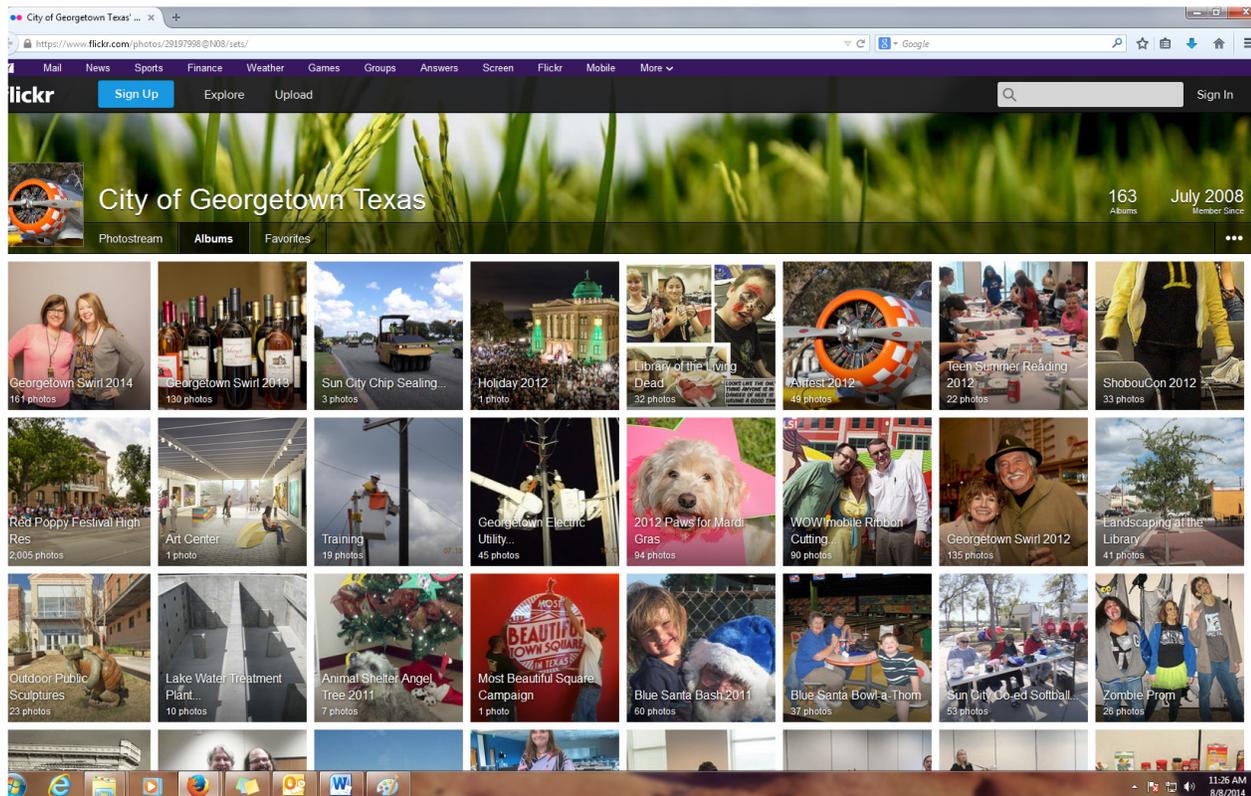


Figure 4.4: Georgetown Main Street has a comprehensive library of images of buildings, people, and events in their downtown. They are easily accessible on a Flickr account.

### Recommendation 6: Educate merchants

Develop a “What is Main Street?” program that includes training for merchants that incorporates a basic understanding of what the Main Street program is, as well as customer service and business development training in partnership with the local chamber and/or CVB.

Texas Friendly Hospitality Program training is also an excellent program to offer local business leaders and staff of downtown businesses and attractions to make sure they foster a friendly environment and have up-to-date customer service skills, offered through the Texas A&M Agrilife Extension office, <http://agrilife.org/texasfriendly/>.

### Recommendation 7: Promote existing Downtown Events and create an Event Schedule

Promotions - downtown currently has a lot of promotions hosted by other organizations, specifically the Chamber of Commerce such as Hunters Wife’s Weekend, Kolache Festival, Old Fashion Christmas on the Square, Spring Clean Trash and Bash, and Farmer’s Market. The recommendation is to continue and strengthen the partnership with Caldwell Chamber of Commerce to support each other’s events for downtown. Create and market a calendar of events for all events held in downtown (Figure 4.5).

Any new events should consider focusing on fundraising for the Main Street program. Make sure to be strategic about the goals of any new Main Street events. Always remember, quality over quantity when creating new downtown events. Is it a retail shopping event that should increase sales? Is it meant to showcase local restaurants and farmers with locally sourced produce and products? Is it attracting new event vendors and visitors from out of town that reflect new businesses you would like to open in downtown Caldwell? For example, Georgetown starting the Swirl to fundraise for the façade and sign grant program to help recruit Texas wineries to expand to the square, <https://swirl.georgetown.org/>. Just be sure to set your top 2-3 event goals to make sure you stay focused through the years.



Figure 4.5 The Chamber of Commerce holds an Annual Kolache Festival in downtown. Partner with the chamber to assist with this festival.

### **Recommendation 8: Utilize State and National Resources and Publications**

Take advantage of access to the Texas Main Street manager listserv and monthly newsletter, Main Street Matters, for ideas from other communities. Also use National Main Street resources: website, email network, publications, online Story of the Week, and National Main Street Weekly email for promotional ideas. The Downtown Promotion Reporter newsletter [www.downtowndevelopment.com](http://www.downtowndevelopment.com) provides tools to bring crowds of people downtown and into stores, restaurants and businesses—each issue is packed with ideas. Also, all National Main Street publications are available through the Downtown Research and Development Center including a few specific to successful downtown promotions. [www.downtowndevelopment.com/downtown\\_research\\_and\\_development\\_center.php](http://www.downtowndevelopment.com/downtown_research_and_development_center.php)

### **Long Term Goals**

#### **Recommendation 9: Create Consistent Business Hours**

As much as possible, the downtown businesses need to understand and embrace their role in this revitalization. Much could be accomplished just by them agreeing to change operating hours and being open when people are most likely to visit. Continue to encourage them to open on Saturdays and Sundays; most shopping by consumers in the U.S is done after 6 p.m. on weekdays and on Saturdays and Sundays. They must stick with their change of hours for at least a year to retrain locals to the availability. They have trained their customers on what not to expect over the years, now they have the opportunity to change expectations for the positive experience they now offer.

#### **Recommendation 10: Use Art to Bring People Downtown**

Develop a destination attraction. Think about creating a destination attraction to bring locals and visitors downtown again and again. You have an amazing sculpture artist, Dr. Joe Smith, already in your community. Work with him/ his family to bring some of his works of art to downtown.

Other examples: Palestine Main Street hosts an Art Tracks Sculpture Show which is an outdoor juried exhibit of art work. Accepted artists receive a stipend and the art must stay on display in downtown for one year. Main Street gets 20 percent commission for any art sold, but the piece must stay on exhibit for the entire contract period. This creates a wonderful outdoor art environment in downtown that changes annually, see [www.palestinemainstreet.org](http://www.palestinemainstreet.org).

San Angelo has permanent art installations of doors painted by local artists which are presented in an alley—the project is named “Art Opens Doors” and is a successful tourist attraction. Paris Main Street hosts “6 Squared.” The event showcases art from the many talented people in their community, which is then sold as a Main Street fundraiser (Figure 4.6).

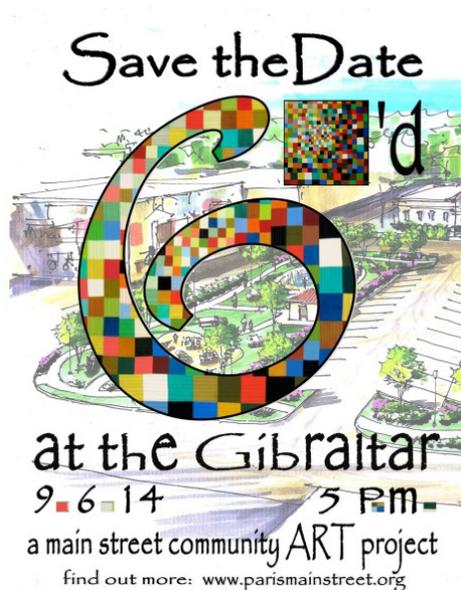


Figure 4.6: Use art as a catalyst to bring people downtown. An example is partnering with Dr. Joe Smith to bring some of his sculptures downtown.

### **Recommendation 11: Promote Existing Retail**

Retail promotions can work in conjunction with other festivals or events, but are designed to specifically bring people into the downtown businesses and make cash registers ring. What events are already happening on a regular or annual basis that can be built around a new retail promotion? You are already using Facebook to create awareness and a buzz about your downtown—continue this effort to promote your retailers and restaurants.

- Use Signage. Promoting retail can also be in the form of signage. Simple sandwich boards strategically placed on street corners can help promote retailers. These signs can be formal, attractive and/or just plain fun. They will all attract shoppers to a street they might not otherwise venture down. If necessary, city ordinances should be revised to permit this type of sign
- Host a Special Shopping Night
- Develop a map/brochure of downtown businesses that can be downloaded from website.

### **Recommendation 12: Work with existing retailers to improve their sales**

- Work with existing retailers to keep consistent hours that maximize sales
- Train them on visual merchandising and their own store promotions
- Train retailers on how to build customer databases, conduct their own promotions, and use social media.
- Find ways to involve service businesses—especially in trainings
- Work with the Economic Restructuring committee to develop “welcome packs” for new retailers/business explaining the downtown brand and how they can be involved in downtown promotions.

*The authors of this section were Shelly Hargrove, Main Street Manager, City of Georgetown and Rebekka Adams, Assistant State Coordinator of the Texas Main Street Program, a division of the Texas Historical Commission.*

## Chapter 5: Economic Restructuring

The City of Caldwell’s population has grown by 32% since 1990, increasing from 3,181 in 1990 to 4,218 in 2014. However, this growth has been off-set by the systematic decline in the number of retail business in the downtown as well as a decrease in property tax receipts attributable to this area of the city. Areas along state highways 21 and 36 have seen an increase in the number of national franchises accompanied by a 74% rise in general sales tax revenues since 2001 to \$3.8 million in 2012. The corollary of business migration toward the outskirts of the city and the subsequent decline of the central business district are not coincidental. The situation raises political and economic questions and begs the question of the value of a vibrant central business district for the City of Caldwell.

The challenge is for the City of Caldwell to recognize that the retail sales tax revenue generated from suburban-style stores is unsustainable. If you construct buildings without enduring architecture or quality materials, you lose both in terms of the property tax you collect and the long-term legacy of cheap single-use buildings. In basic terms, franchises are eroding the downtown retail landscape with disposable buildings, and there's nothing promising or sustainable about that type of development.

Caldwell needs to attract specialty retail, dining and entertainment venues downtown separate from the development that appeals to motorists along state highways 21 and 36. Downtown could be the shopping and dining destination for Burleson County, it could be entertaining and highlight the unique qualities of a downtown shopping experience. It could include shops, restaurants, and specialty stores. Office space and apartments on the upper floors and infill development should be promoted that will help energize this area and support street level businesses.

The return-on-investment for a municipality that directs its growth downtown is impressive. The City of Raleigh, NC, recently commissioned a study to compare the return-on-investment of big box development with downtown mixed-use development (Figure 5.1). The results demonstrated that on a per acre basis, mixed-use development provides a significantly better return on investment to the municipality (Smart Growth America, 2013):

The point is that there is an inherent misconception about how we think about real estate. The mistake that Caldwell and other communities make is looking at the overall size of a development project rather than it’s per unit productivity. A study commissioned by the downtown business improvement district in Asheville, NC (Minicozzi 2012) showed similar results (Figure 5.2).

| <b>Property Taxes per Acre</b> |                |
|--------------------------------|----------------|
| Downtown Mixed-Use             | Big Box Retail |
| \$110,461                      | \$2,837        |

Figure 5.1: Return on investment for big box and downtown mixed use retail development in Raleigh, North Carolina, Source: Smart Growth America, 2013.

| <b>Return on Investment Comparison</b> |          |           |
|--|----------|-----------|
| Downtown Development vs. Big Box       |          |           |
| Asheville, North Carolina              |          |           |
|  | Big Box  | Downtown  |
| Property taxes/acre                    | \$6,500  | \$365,000 |
| Retail sales tax/acre                  | \$47,500 | \$83,600  |
| Jobs/acre                              | 5.9      | 73.7      |
| Residents/acre                         | 0        | 90        |

Figure 5.2: Return on investment comparison for Asheville, North Carolina. Source: Minicozzi, 2012.

This section makes two proposals to assist the City of Caldwell in its redevelopment both in the short and long-term. The first phase addresses assets and liabilities (Figure 5.3) based upon field observations of the downtown retail community and proposes incremental steps to create a more vibrant downtown. Possible retail sectors are identified for recruitment as well as possible economic incentives to be provided by both the public and private sectors. The second phase of this report involves a long-term strategy that proposes the City look at creating partnerships to develop pathways to employment by building an infrastructure based upon training as a means to revitalize Caldwell's downtown and the region.

| <b>Observations</b>   |  |
|---|--|
| <b>Downtown's Assets</b>  | <b>Downtown's Liabilities</b>  |
| Core of historic buildings with distinctive identity with opportunities for commercial/residential infill | Retail businesses mix is weak as most downtown workers journey outside district for shopping, dining   |
| Downtown's street pattern is ideal for community events   | Single destination for shoppers/visitors. Little allows visitors to linger in the way of retail, entertainment, art, music, events, and festivals. |
| Downtown seat of government, banking, insurance, legal services   | Lack of evening and weekend economy  |
| Located near crossroads of State Highways 21, 36 bringing approx. 30,000 motorists daily                  | Lack of residential units  |
| Centrally connected to regional destinations via state highways, railroad and airport.                    | No hotels downtown   |
| 50% of buildings located in the Main Street district built between 1880 and 1899                          | 50% of buildings located in the Main Street district built between 1880 and 1899   |
|   | There is an abundance of vacant storefront downtown and building obsolescence  |
|   | Absence of activities for young adults in the way of music, wineries, pubs for social gathering  |

Figure 5.3: Field Observations of Assets and Liabilities

Main Street Caldwell's Economic Restructuring Committee can play a critical role in influencing the downtown revitalization process:

- Establish direction for the overall revitalization process
- Facilitate development of new businesses and identify potential uses for the district
- Create business redevelopment strategies that draw public and private capital into the process
- Creates measures for the districts economic performance

Caldwell's downtown has an exceptional foundation for mixed-use development. While it may be struggling with high vacancies, downtown Caldwell is well-designed, compact, and walkable and has a traditional town square design with the County Courthouse as its centerpiece. The square is fronted by many deep-rooted businesses and operates largely as a commercial district providing business and government services for the City of Caldwell and Burleson County.

Over the years, the Bryan-College Station area has prospered capitalizing on providing many essential services for Burleson County residents (20-25 minutes) via State Highway 21. However, the City of Caldwell now has the

opportunity to take advantage of some of the retail and manufacturing opportunities coming out of the region. Taking no action will simply allow the problem to worsen. A focused effort to bring vacant downtown properties back is an important first step in restoring the long-term tax base of the City.

A 2012 study completed for Main Street Iowa by economist Donovan Rypkema calculated that a vacant storefront with \$250,000 in lost annual sales costs the community over \$222,000 annually in lost rents, property and sales taxes and utilities, supplies, services and salaries not paid.

Reversing the leakage of retail sales to Bryan-College Station will require an aggressive and strategic Downtown Retail Plan. As there may be a fundamental difference of opinion in the challenges the community faces, it is suggested that Main Street Economic Restructuring committee facilitate a SWOT analysis of Caldwell's economic strengths, weaknesses, opportunities and threats. The SWOT analysis is part of the strategic planning process and connects objectives and strategies to actionable tactics.

Specifically, SWOT is part of determining where the community stands on key strategic areas. The analysis should be integrate into a Downtown Revitalization Action Plan and include specific action steps, time frame for completion, funding source and people responsible for completing each step. The plan should be adopted by the Main Street Board and presented to the Caldwell City Council for approval and funding. The plan must be updated regularly to show progress and to identify areas that need additional attention.

#### **KEY COMPONENTS:**

- Downtown Business and Property Inventory
- Downtown Retail Analysis
- Business Incentive Plan
- Marketing and Recruitment Strategy

#### **Downtown Business and Property Inventory (3 months)**

A key element of Caldwell's Downtown Revitalization Plan should be to catalogue the downtown businesses and all the buildings within the Main Street district. Cataloguing building characteristics with respect to square feet, height, age, condition, historic eligibility, building improvements, zoning and prior use should be considered. Additionally, a full inventory of local retail shops will help determine what key retail components are missing from the current retail mix. For example, during the Texas Historical Commission's Resource Team visit, it was mentioned that the downtown had no bakery, coffee shop, bookstore, or pizza parlor.

#### **Downtown Retail Analysis (3 months)**

The Economic Restructuring Committee could concentrate on identifying retail uses that are complementary and are in demand by the customers in Caldwell's trade area. The 2009 Retail Gap Analysis performed by Retail Coach is a good starting point to develop a targeted retail recruitment strategy.

1. Conduct a survey of residents and visitors to understand what attracts them to downtown today and what would get them to visit downtown more often in the future.
2. Use the market analysis to identify clusters of businesses that will create a synergy downtown. Based upon the results of the market analysis, create a list of specific businesses that the city will target for recruitment. The market analysis will identify business types, but the city will have to identify the specific businesses it will recruit. Think about successful retailers or restaurants in other downtowns and within other parts of Caldwell that may be interested in opening a new location or relocating.
3. Conduct site visits of your recruitment targets before contacting them to see if the business is a good fit for Caldwell.

4. Develop a recruitment package that includes all of the relevant data about downtown Caldwell. This package could include available space, average rents, utility rates, parking availability, traffic counts, and demographic profile of Caldwell, possible city incentives and/or economic development organizations that provide business assistance. Additionally, your recruitment package should also include testimonials from similar businesses that are already downtown and are successful.

5. Develop a robust Main Street web site that includes information for prospective businesses and includes a downloadable recruitment package. Feature and link with other agencies that provide similar purpose of mission – Chamber of Commerce, the 2009 Retail Gap Analysis performed by Retail Coach is a good starting point to develop a targeted retail recruitment strategy. Information about website development is also in the promotion section of this report.

6. Establish goals for your recruitment program including: number of recruitment contacts made, number of site visits conducted, number of prospect visits, number of successful recruitments, etc. This will keep your efforts focused and give you measures to report to the Main Street Board and City Council.

The 2009 Retail Trade Analysis performed by Retail Coach, LLC indicates the unmet demand in the trade area (Figure 5.4) and how the Caldwell market can support additional store space for that type of business.

| <b>Interpreting Leakage Index</b> |   |
|-----------------------------------|---|
| <b>1.0</b>                        | equilibrium, meaning that demand and sales in the area being analyzed are in balance    |
| <b>.80</b>                        | demand exceeds sales by 20%, meaning that consumers are leaving the area being analyzed |
| <b>1.2</b>                        | sales exceed demand by 20%, meaning that consumers are coming from outside the area     |

Figure 5.4: Interpreting Retail Leakage

Main Street's Economic Restructuring Committee should take advantage of synergies common in complementary business clusters. Clustering complementary retail business in a location will result in more cumulative business than each generates alone. Therefore, your recruitment efforts should identify the type of business you are trying to recruit and why.

Once missing and desirable retail segments are identified and prioritized for synergies, and then Caldwell should launch an aggressive business recruitment effort utilizing trade journals, contacting local and regional developers, bankers, and real estate professionals.

Since retail business grows incrementally it will be the Restructuring Committee's work to determine what happens over the next few months. It is critical that any new development or redevelopment pays off for the investor and the city. Therefore, think through what the committee can do to create a toolbox for those first to market, ideas such as:

- Can the city leverage taxes and or fees—either through tax abatements or permit fee waivers, or is the project worthy of a Chapter 380 agreement?
- Will local banks follow the lead of Citizens Bank by pooling low-interest-loan funds as an enticement to downtown development?
- Will the City provide seed money to create downtown momentum?
- Can the city utilize surplus city property it owns to attract private investment?

### Business Incentive Plan (3 months)

Most economic development programs include some type of incentive system. These incentives are designed to reward targeted businesses who take a greater financial risk by locating or expanding their business in downtown than would be the case elsewhere in the community. The city's downtown economic development incentive program could be targeted to those business and property owners who are actively helping the city achieve its vision for downtown. The following list includes some of the rewards that the city may want to include in its downtown economic development program:

- If a new business requires an upgrade to existing infrastructure (i.e. water, sewer, electric, etc.), the city might consider paying all or a portion of the cost of the infrastructure upgrade as long as the upgrade is a part of the public infrastructure system and, ideally, serves more than one business.
- Provide assistance with relocation costs for desired businesses that are coming downtown.
- Waive City fees for permitting, inspection and other required fees for desirable new or expanding businesses.
- Provide grants for building and signage upgrades (façade grants).
- Provide ad valorem property tax exemptions for improvements to locally designated historic structures.

The most important thing the City of Caldwell could do is to build upon the momentum that has been created. Specifically, the city could:

- Make downtown revitalization a priority of the Caldwell City Council by adopting it as a priority in the City's annual budget.
- Allocate funding for downtown infrastructure improvements every year through a Downtown Capital Improvements Program.
- Recognize Main Street as a downtown advocacy organization with regular reports, updates to the Caldwell City Council.

However, in order for downtown Caldwell's revitalization to be successful it must be considered a core component of the city's overall economic development strategy. Downtown should be the pulse of the city and the first place that every economic development prospect visits. The vibrancy of the downtown is a key indicator of the overall health of the community and indicates whether the citizens of Caldwell want to be a self-sustaining community or are content to be a bedroom suburb of Bryan-College Station.

### Achievable Starting Points

While a smaller development project may not have the impact of a large one, however, incrementally it lays the foundation to prove the market and stimulate property owners to rethink the value of their property. Consequently, the City could explore utilizing temporary shops aka "pop-ups" as a good low-overhead way for retailers to test a new product or geographic market. Temporary ventures can also turn vacant real estate into something profitable that brings new traffic to areas in need of an economic boost.

While a small start, temporary shops can create momentum and investor confidence. Often, small downtown projects can have a viral effect on nearby building owners. Many communities have found that after a building renovation is completed, nearby owners are less reluctant to take on a similar projects of their own.

- **Make Sure the Numbers Work:** The Economic Restructuring Committee must ask itself if it economically feasible to attract the desired retail mix. Begin by listing your assets, opportunities, and identify what the city, county, or other entities bring to the table to start the first project. Create a team to research and define the demographics that assure the project's success.

- **Marketing the Concept:** There are plenty of qualified developers in Bryan-College Station, Houston, Austin and San Antonio that are more likely to enter an emerging market. Present The Retail Coach Gap Analysis to prospective retail developers and educate them on how the findings can ensure success. Contact the downtown associations in those respective cities to get names and then begin to contact those developers to engage interest.
- **Financing:** Form a committee of local bankers to shop ideas to their loan committees and boards. This might be an effective way to market your retail concept by talking first with local financing institutions.

**Marketing and Recruitment**

Going from vacant property to redevelopment is an incremental process. Therefore, the Economic Restructuring Committee should identify downtown buildings that have under-utilized first floor space to test the market for downtown retail.

The committee should focus on under-utilized properties to make building enhancements that will capture some of the 30,000 motorists that travel along SH 21 and 36 daily. Unfortunately, many of the storefronts in downtown Caldwell are not move-in ready; are unsightly and provide no information on building characteristics or contact personnel. Main Street could work with select property owners to clean-out a few key retail spaces downtown in order to make them presentable and marketable.

**Potential Business Incentives**

In order to be successful in your downtown revitalization efforts, the city will need to make use of a broad array of economic development programs. Caldwell should select programs that create on-going revenue streams to fund revitalization efforts. Some of the tools that the City may want to consider are listed below.

**Capital Improvement Program (short-term)**

The City of Caldwell has a Capital Improvement Program (CIP) for funding on-going infrastructure improvements. It may consider creating a section of the CIP specific to the downtown. Additionally, the City may want to commit a portion of their hotel occupancy tax revenues to fund preservation and façade activities and downtown tourism promotion. These efforts could help alleviate some of the cycle of disinvestment found in the downtown.

The City of Caldwell’s leadership has proven themselves good financial stewards and deserving of the public’s trust (Figure 5.5). However, the City needs to become more aggressive not in how it spends money; but in how it invests. The opportunity costs from building degradation and vacancies will continue to erode and compromise the future of Caldwell downtown. The City’s tax supported debt per capita is nominal compared to similarly sized communities and could be leveraged to attract private investment.

| Tax-Supported <b>Debt</b> Outstanding for Cities of Similar Size, as of August 31, 2013 |                                |      |   |              |  |
|---|--------------------------------|------|---|--------------|--|
| City  | Tax Supported Debt Outstanding | Debt | Tax Supported Debt Outstanding Per Capita | Population   |  |
| Groesbeck   | \$8,967,000                    |      | \$2,081                                   | 4,309        |  |
| Cockrell Hill   | \$3,335,000                    |      | \$778                                     | 4,288        |  |
| <b>Caldwell</b>   | <b>\$215,000</b>               |      | <b>\$51</b>                               | <b>4,218</b> |  |
| Comanche  | \$1,923,000                    |      | \$456                                     | 4,214        |  |
| Bellville   | \$8,910,000                    |      | \$2,137                                   | 4,170        |  |
| La Joya   | \$155,000                      |      | \$37                                      | 4,168        |  |
| Colorado City   | \$11,465,000                   |      | \$2,779                                   | 4,125        |  |
| Primera   | \$2,565,000                    |      | \$622                                     | 4,122        |  |

Figure 5.5: Source: Texas Bond Review Board, U.S. Census Bureau

The City of Caldwell may consider longer term strategies once it has tested the retail market to make equity investment downtown. By re-appropriating some revenue and offering tax savings to investors that are not otherwise happening, the City is incurring no debt while being proactive in influencing the downtown market.

State law authorizes a number of local economic development incentive programs that Caldwell can use to improve the business climate, make the city more attractive to new businesses, and encourage the expansion of existing firms. However, to change the momentum will require city leaders to be innovative in their approach by using available business inducements in combination. The most commonly used incentives that the City of Caldwell should consider are:

- Municipal Development Districts
- Chapter 380 Development Agreements
- Property Tax Abatements
- Tax Increment Financing

#### **Tax Increment Financing** (*Chapter 311, Texas Tax Code*)

The city should consider establishing a Tax Increment Reinvestment Zone encompassing all or a portion of downtown and use the tax increment revenue to fund downtown economic development activities including funding infrastructure improvements, parking system improvements, signage, and other high priority items.

#### **Municipal Development Districts** (*Chapter 377, Local Government Code*)

The City of Caldwell should consider creating a Municipal Development District (MDD) that offers the flexibility to fund retail development and quality of life projects in a timely manner. The MDD offers an added advantage over the Type B Corporation, in that they have the ability to collect sales tax in the city's extraterritorial jurisdiction (ETJ). The funding partner for downtown redevelopment should have a significant and stable revenue stream and the flexibility to fund important aspects of the project. A Municipal Development District could satisfy both of these needs. A Municipal Development District can fund projects related to:

- Building façade improvements.
- General improvement grants to repair and upgrade downtown buildings for occupancy by retail businesses.
- Grants, loans, and loan guarantees to retail businesses for start-up assistance or expansion.
- Park-like improvements to enhance the appearance of the downtown square such as benches and recreational landscaping.
- Other quality of life improvements in the downtown and elsewhere in the city.

#### **Chapter 380 Development Agreements** (*Chapter 380, Local Government Code*)

Chapter 380 Development Agreements allow cities to make loans and grants of public money to businesses or developers. The developer receives assistance to make the project viable, and the city benefits from growth in sales tax revenue, property taxes and new jobs. Cities often pay these grants from the increase in sales or property taxes generated by the project. Chapter 380 Agreements allow a city to attract commercial and retail development by refunding a portion of the sales tax the project generates back to the developer under a long-term contract. These agreements are mutually beneficial for the developer and the city. Chapter 380 Agreements allow cities to create economic development incentives that meet the unique needs of the community and their targeted economic development prospects.

Chapter 380 agreements are particularly advantageous to cities engaged in downtown redevelopment. A key benefit of the 380 Development Agreements is the streamlined implementation process. In fact, many are completed and signed in a matter of days or weeks. Each agreement can be customized to the type of business (retail, service, industrial, etc.) and its specific development needs.

For example, an agreement with a retailer may include a rebate of a portion of the city sales tax in return for a promise of increasing sales and employment. This encourages the business to increase sales in order to increase the incentive amount, while the city benefits from an increase in the amount of sales tax that is not rebated as a part of the agreement. On the other hand, a service business such as a drycleaner might find assistance such as favorable utilities rates more crucial to their business success. Whatever incentive is agreed upon, the terms should be mutually beneficial to both the business and the city.

Chapter 380 Agreement could include:

- A minimum commitment from the business regarding the number of jobs and capital investment.
- Deadlines to ensure that the project is completed according to the city's expectations.
- Contractual terms by which the developer could be considered out of compliance or in default of the agreement, including penalties such as reduction in the sales tax incentive, decrease in the value of the city's infrastructure commitment, or a schedule for reimbursement of the value of part of the incentive.
- A termination date depending, in part, on the developer's total investment.
- Limits on both the percentage of sales tax granted to the business and the total amount of the grant for sales tax rebate programs.
- Making payment of sales tax rebate grants based on the net sales tax allocation, after adjustments and fees, and not due to the business until the city receives the funds from the Comptroller.
- Terms in the contract to remedy adverse impacts caused by the development, such as noise, traffic.

#### **Property Tax Abatement** (*Chapter 312, Tax Code*)

Property Tax Abatement is an incentive for preserving downtown structures while increasing economic activity. The abatements freeze the incremental value of real and personal property improvements for up to ten years. The City of Caldwell should encourage downtown property-owners to adopt a long-term outlook and encourage substantial improvements of the building stock through a public-private partnership.

The City of Caldwell bears little risk by offering tax abatements, as the property taxes currently paid continue to be collected. The abatements may help eliminate building obsolescence and deferred maintenance, encouraging investment and attracting new business. The City could structure an abatement schedule (Figure 5.6) wherein the City gains from a proportional share of the increment until the end of the incentive period.

Tax abatements enhance property-owners cash flow to expand their business or improve their property. In short, property tax abatements provide the City with a long-term strategy to increase city revenues, property owner wealth, and community prosperity.

Burleson County currently provides Tax Abatement Incentives for targeted industries of manufacturing and distribution centers. The City of Caldwell could adopt a downtown abatement strategy to deal with building obsolescence and encourage adaptive reuse. Moreover, tax abatements may be similarly applied to encourage new infill commercial and residential development around the downtown square.

| Possible Tax Abatement Schedule |   |      |              |
|---------------------------------|---|------|--------------|
| Tax Abatement                   | Investment ≥ 20% but ≤ 50% of the County Assessors most recent property appraisal | Year | Rebate Level |
|                                 |   | 1    | 70%          |
|                                 |   | 2    | 50%          |
|                                 |   | 3    | 25%          |
| Tax Abatement                   | Investment ≥ 51% but ≤ 75% of the County Assessors most recent property appraisal | Year | Rebate Level |
|                                 |   | 1    | 80%          |
|                                 |   | 2    | 60%          |
|                                 |   | 3    | 50%          |
| Tax Abatement                   | Investment ≥ 76% of the County Assessors most recent property appraisal           | Year | Rebate Level |
|                                 |   | 1    | 90%          |
|                                 |   | 2    | 75%          |
|                                 |   | 3    | 60%          |
|                                 |   | 4    | 50%          |
|                                 |   | 5    | 25%          |

Figure 5.6: Possible Tax Abatement Schedule

Figure 5.7 below lists the possible new city tax revenues generated from a coffeehouse over the course of a 5-year tax abatement program administered on a sliding schedule with an investment greater than or equal to 76 percent of the County Assessors most recent property appraisal.

| Tax Year     | Assessed Value Lease hold improvements | Assessed Value Tangible Personal Property | Abatement Value | Millage Rate* (0.47)<br>Sales Tax Rate (.020) | Property Taxes <b>Not</b> Previously Paid | **Sales Taxes <b>Not</b> Previously Paid |
|--------------|--|---|-----------------|---|---|--|
| 2015         | \$240,000                              | \$80,000                                  | 90%             |   | \$112.00                                  | \$4,800.00                               |
| 2016         | \$240,000                              | \$80,000                                  | 75%             |   | \$282.00                                  | \$4,920.00                               |
| 2017         | \$240,000                              | \$80,000                                  | 60%             |   | \$451.20                                  | \$5,043.00                               |
| 2018         | \$240,000                              | \$80,000                                  | 50%             |   | \$564.00                                  | \$5,169.08                               |
| 2019         | \$240,000                              | \$80,000                                  | 25%             |   | \$846.00                                  | \$5,298.30                               |
| <b>TOTAL</b> |  |   |                 |   | \$2,256.00                                | \$25,230.38                              |

Figure 5.7: City and County Revenue generated from tax abatement sliding schedule

\*Source: Truth in Taxation Summary 2013 Burleson County Texas

\*\* Based upon \$250,000 sales activity and adjusted annually for 2.5% growth

**Procedures for Implementing Tax Abatement Agreements:**

1. Each taxing unit that wants to consider tax abatement proposals must adopt a resolution indicating its intent to participate in tax abatement.
2. Each taxing unit must adopt tax abatement guidelines and criteria.
3. After holding a public hearing and providing notice, the taxing unit that is the lead party in the tax abatement (usually a city) must designate an area as a “reinvestment zone.”
4. At least seven days before the lead taxing unit grants tax abatement, it must deliver written notice of its intent to enter into the agreement to the presiding officer of each of the other taxing units in which the property is located. The notice must include a copy of the proposed tax abatement agreement.
5. To adopt the tax abatement agreement, the taxing unit must approve the agreement by a majority vote of its governing body at its regularly scheduled meeting.
6. The other taxing units may enter into an abatement agreement or choose not to provide tax abatement. There is no penalty for choosing not to abate. (Source: Texas Comptroller of Public Accounts and Texas Attorney General.)



**Façade Improvement Program (Short-term)**

Currently, the City of Caldwell collects .01500 local sales tax rate and Burleson County collects .005000 respectively. Over the past year, sales revenues have proven inconsistent (Figure 5.9).

| City of Caldwell | Year | Quarter         | Gross Sales          | Amount subject to State Tax | City Revenue     | Percent Change |
|------------------|------|-----------------|----------------------|-----------------------------|------------------|----------------|
|                  | 2013 | 1 <sup>st</sup> | \$46,623,622         | \$13,460,936                | \$201,914        | -1.0%          |
|                  | 2013 | 2 <sup>nd</sup> | \$53,118,679         | \$14,094,585                | \$211,419        | 4.70%          |
|                  | 2013 | 3 <sup>rd</sup> | \$45,848,991         | \$14,039,384                | \$210,591        | -0.39%         |
|                  | 2013 | 4 <sup>th</sup> | \$44,546,143         | \$14,543,609                | \$218,154        | 3.59%          |
| <b>TOTAL</b>     |      |                 | <b>\$190,137,435</b> | <b>\$56,138,514</b>         | <b>\$842,078</b> |                |

Figure 5.9: 2013 Changes in Sales Revenues

Source: Texas Comptroller of Public Accounts, City Revenue 4th Qtr. 2012 \$13,601,567

The City through its Main Street program could commit an annually allotment from Sales Tax Revenue, assuming the annual percent change from the previous year exceeds 3%, to capitalize a Façade Improvement Program. Applicants could be eligible for a grant on a reimbursement basis with an equal contribution from the property owner. The Façade Improvement Program is not a property maintenance program; rather it is meant to encourage property-owners to invest in their storefronts. Again, the City controls the program guidelines and can tailor it to address specific areas of local concern—roofs, windows, doors, lighting, paint, signage, etc. Possible guidelines are as follows (Figure 5.10).

| Property-owner must: |  |
|----------------------|--|
| o                    | Invest its own funds on eligible improvements  |
| o                    | Utilize local contractors as available   |
| o                    | Be current on property taxes for any City property owned                                 |
| o                    | Address any and all outstanding building code violations <u>before</u> the start of work |

Figure 5.10: Possible Façade Improvement Guidelines

**Retail Incubator Program (3 months)**

The City of Caldwell might use its stock of vacant and underutilized commercial properties to start a downtown Retail Incubator Program. The Main Street program could target and recruit retail, restaurants, entertainment venues complementary to the downtown. The City could identify 3 retail establishments that it wants to create/ recruit and for which it is willing to invest public funds (bakery, coffee house, winery, bookstore, etc.). Properties with larger storefronts may be subdivided to accommodate complementary retail activities. The Retail Incubator Program would be made eligible to:

- Ground floor tenants
- For-profit businesses
- Retail, restaurant, or entertainment businesses new to downtown Caldwell.
- The Business Incubator Program is offered through the City of Caldwell and administered by the City’s Main Street program.

Retail participants receive the following benefits:

- 1) A maximum lease payment subsidy of \$5,000 over 18 months.
- 2) Participants agree to be open for normal business hours (10:00 am to 7:00 pm) at least (6) days per week.
- 3) Retailers agree to secure the services of a properly credentialed bookkeeper, attorney and CPA. It is encouraged, that professionals within these fields within the downtown provided services at a significantly reduced cost to businesses entering the incubator program.
- 4) Active participation in the Main Street program is encouraged.

The 2009 Retail Coach Retail Market Analysis identified an overall retail leakage in Burleson County of \$122,435,400 with - \$88,738 for Candy, Nut and Confection Stores and -\$89,415 for Retail Bakeries. The Main Street Restructuring Committee should thoroughly research industry trends, local and regional competition, demographics, and capitalization costs as they apply to specific retail sectors before starting recruitment efforts (Figure 5.11 and 5.12).

| RETAIL INDUSTRY (SIC CODE)   | INITIAL INVESTMENT     | PROFIT MARGIN | RATE OF GROWTH   | COMPETITION  | INDUSTRY OUTLOOK  |
|--|------------------------|---------------|------------------|--|---|
| <b>RESTAURANT (5812)</b><br>· Custom Build out<br>· Furniture<br>· Utensils<br>· Tableware<br>· Permits/Licenses<br>· Food, beverages<br>· Insurance<br>· Ordering Technology<br>· Signage | \$450,000 to \$525,000 | 7%            | 2.5% to 3.6%     | · Fast Food Franchises<br>· Prepared Foods<br>· Gluten-free cuisine<br>· Health Concerns<br>· Home Delivery<br>· Economy | Projected 15.3% growth in restaurant jobs in Texas (2014-2024)                                |
| <b>BAKERY (2051)</b>   | \$50,000 to \$100,000  | 54%           | 7.6% (2001-2005) | · Dunkin Donuts<br>· Auntie Anne's<br>· Cinnabon<br>· Grocery Bakery   | No. of franchises nationally expected to double by 2016                                       |
| <b>COFFEE HOUSE (5812)</b>   | \$150,000 to \$420,000 | 25%           | 2.7%             | · Coffee Shops<br>· Gas Stations<br>· Convenience Store<br>· Fast Food Rest  | 54% of U.S. adult population drinks coffee. 65% of all coffee consumed during breakfast hours |
| <b>CANDY STORE* (2066)</b>   | \$10,000 To \$50,000   | 35%           | 5%               | · Grocery<br>· Gas Stations<br>· Convenience Store   | Avg. American consumes \$84 (24 lbs. annually)  |

Figure 5.11 Typical analyses of retailers before recruitment  
Source: 2014 Retail Owners Institute. Small Business Development Center Network 2012  
\*National Confectioners Association.

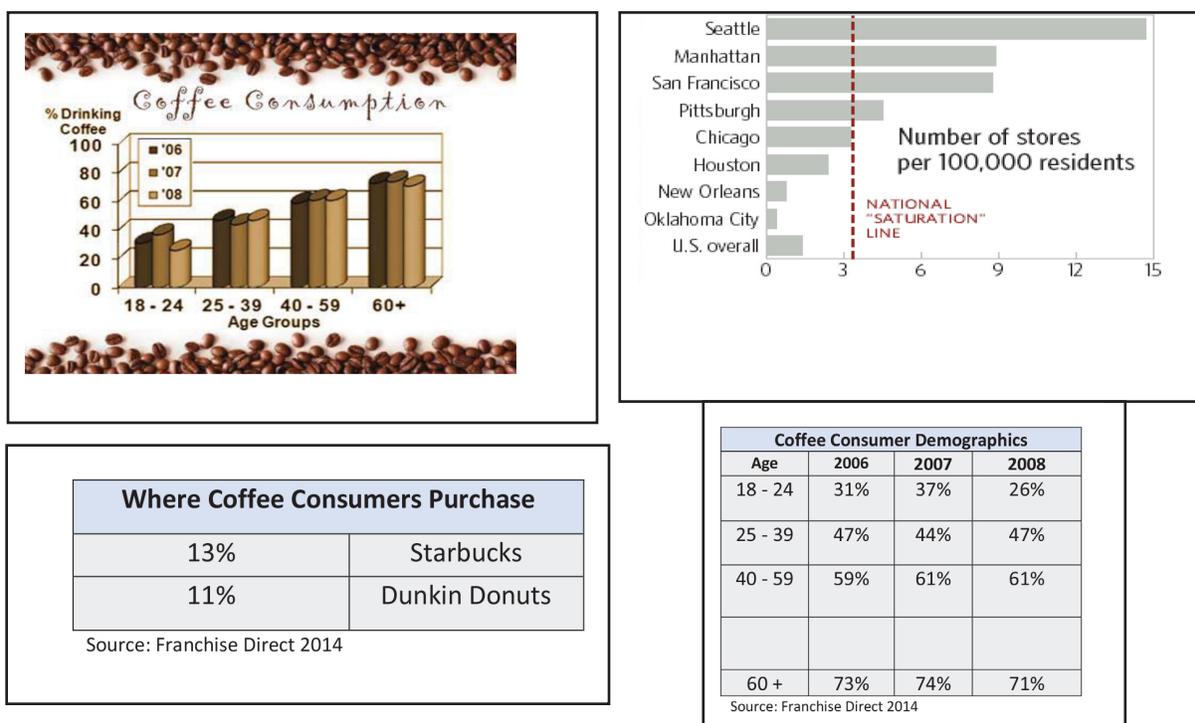


Figure 5.12: Examples of market research and industry trends on coffee shops across the nation. Source: Franchise Direct, 2014.

**Property Owner Participation:**

Vacant property-owners must eliminate any building conditions in violation of International Building Code or local standards. Property owners agree to maintain the property during the 18 month term of the Retail Incubator Program and to freeze rents for the duration of the program. Property-owners agree to lease their property for the first three months of the program at NO charge. Furthermore, it is agreed that the subsidies shall accrue to the new retail business, therefore, property-owners shall agree to work with the City of Caldwell to establish an agreed upon monthly rental rate on a per square floor basis.

For purposes of the retail incubator program, retail is defined as a business in which the majority of the floor space must be dedicated to the display of products available for sale on the premises. The property owner, prospective retailers and the City of Caldwell shall determine the amount of floor space to be dedicated to each restaurant or entertainment businesses on a case by case basis. The program excludes franchises from participating as to feature locally-tailored product offerings.

Consideration shall be given to new business, new concepts by existing downtown retailers and expansion of existing retail operations from outside the Main Street district. The Retail Incubator Program may be used in conjunction with other City sponsored programs such as Façade Improvement Program and the City's Targeted Retail Cluster Tax Abatement program.

**Retail Incubator Application Process (Property-Owners):**

1. Downtown property owners agree to 18 month Lease Agreement with the participating business operators.
2. Downtown property owners collectively agree to a "set lease rate" on a per square foot basis for duration of the lease period.
3. Participating property owner receive monthly incubator subsidy from City of Caldwell.
4. City of Caldwell agrees to waive permit fees associated with the Retail Incubator Program.
5. The applicant business operator has 90-days from selection to open its business as evidence by a Certificate of Operation; otherwise the City may appeal to the next applicant that satisfies its criteria.
6. Incubator subsidy payments shall begin the month the approved incubator business is scheduled to open. Initial payments will be issued on a pro-rata basis if the business does not open the first of the month.
7. Incubator payments will cease upon completion of the program or closure of the business unless alternate and agreed-upon arrangements have been made with the City of Caldwell prior to closure of the business.
8. The business owner/operator is the intended beneficiary of the incubator lease subsidy.
9. The City of Caldwell reserves the right to reject any applicant that, in its opinion, does not meet the criteria and intent of the program.
10. The program is subject to funding availability and modifications as determined by the City of Caldwell.

**Starting the Program:**

1. Inventory and catalogue all buildings on a block-by-block basis surrounding the Courthouse Square. Indicate building characteristics, condition, use, occupancy and photographs.
2. Convene downtown property owners to establish a standard lease rate on a square foot basis for all vacant property. Lease rates may not be increased for the duration of the 18 months.
3. Establish program criteria under which property-owners may participate – building condition, monthly lease rate/duration, properly maintain building for the duration of the program.
4. City agrees to commit \$15,000 to support 3 retail establishments identified for creation/recruitment in the downtown's targeted retail cluster.
5. Business owners may select the property they deem suitable for their respective business.

## BUILDING A COMPETITIVE FOUNDATION

There is a gap in Caldwell's post-secondary education continuum. Caldwell ISD graduates compare favorably to students statewide with respect to average SAT and ACT score (Figure 5.13). However, only 9.2% of Caldwell residents hold a college degree compared to the state average of 15.6 percent. Cumulatively, 25.6% of all Texans have a Bachelor's Degree ranking 26th in the nation.

| Academic Performance |                         |                  |               |               |                    |                   |
|----------------------|-------------------------|------------------|---------------|---------------|--------------------|-------------------|
|                      | 2011 HS Completion Rate | 2010 AP/IB Tests | 2010 Mean ACT | 2010 Mean SAT | 2011 College Ready | Bachelor's Degree |
| <b>Caldwell ISD</b>  | 91.5%                   | 17.7%            | 20.3          | 996           | 52%                | 9.32%             |
| <b>State</b>         | 89.2%                   | 21.2%            | 20.5          | 985           | 47%                | 15.6%             |

Figure 5.13: Academic Performance Caldwell ISD. Source: The Texas Tribune Public Schools Explorer

The City of Caldwell continues to lose high school graduates as the most mobile sector of the economy, age 18-24, has shown a preference in where they want to live and work (Figure 5.14). The "brain drain" from Burleson County is not solely a function of job opportunities elsewhere, but is directly related to its quality of life. This trend has manifested itself in Burleson County in a noticeable lack of individuals in their prime earning years, 25-44, which is an indicator of the strength of the local economy. Figure 5.15 indicates the outmigration of families from Burleson County in 2010-2011 and its loss of revenues to other surrounding counties.

| Workforce Ages | Percentage of Population |                |
|----------------|--------------------------|----------------|
|                | Burleson County          | State of Texas |
| 14 - 21        | 11.5 %                   | 14.7 %         |
| 25 - 44        | 21.7 %                   | 28.1 %         |
| 55 and over    | 42.4 %                   | 30.9 %         |
| 65 and over    | 17.5 %                   | 10.3 %         |

Figure 5.14: Workforce Age of Caldwell's Population. Source: 2010 U.S. Census Bureau

| Top 5 destinations for families leaving Burleson County 2010 to 2011 |                       |                                   |
|--|-----------------------|-----------------------------------|
| Destination  | Households Moving Out | Total Household Income Moving Out |
| Brazos County  | 152                   | \$4,290,048                       |
| Harris County  | 32                    | \$888,000                         |
| Washington County  | 28                    | \$632,996                         |
| Travis County  | 12                    | \$141,000                         |
| Milam County   | 12                    | \$444,000                         |
| <b>TOTAL</b>   | <b>236</b>            | <b>\$6,396,044</b>                |

Figure 5.15: Families Leaving Burleson County. Source: Texas Workforce Solutions 2010

In order to stop the outmigration of workers and tax dollars, Burleson County needs to cultivate a diverse pool of educational and vocational skills to increase the competitiveness of its workforce as a long-term economic driver for its industries. Improved educational attainment is the best route to economic prosperity in Burleson County. Communities that grow their creative class tend to be those that produce job opportunities for young professionals. Consequently, Burleson County should take a holistic approach that engages quality of life improvements from an economic development perspective. Therefore, if your community is losing smart young individuals because another city offers better educational and lifestyle amenities, why not develop those amenities in your own city?

### **A Downtown Caldwell Educational / Vocational Campus**

The City of Caldwell could collaborate with the Caldwell ISD and others to explore using its inventory of commercial buildings and/or vacant lots to pursue development of a work-based educational facility in or around the downtown. There are at least four vacant or underutilized properties that face onto the Courthouse Square that are vacant or underutilized that might be able to accommodate a retail incubator program. These properties are 109 West Buck Street, 125 West Buck Street, 201 West Buck Street, and 100 West Buck Street (See Figure 5.16).



Figure 5.16: possible sites for redevelopment within Downtown Caldwell.

Downtowns irrespective of population have a long tradition as a central gathering point. Connecting post-secondary education to the downtown affirms the City of Caldwell’s role as a central marketplace for retaining and cultivating talent and galvanizing activity (Figure 5.17).

| <b>Caldwell Post-Secondary Training Facility would:</b> |  |
|---|--|
| ✓   | Enhance the reputation of Caldwell and Burleson County                   |
| ✓   | Provide a marketing advantage for the community to prospective employers |
| ✓   | Enable local workforce to pursue education locally                       |
| ✓   | Positively impact downtown businesses                                    |
| ✓   | Increase City’s ability to retain talented young people in the area      |
| ✓   | Provide long-term economic stability to the community                    |

Figure 5.17: Benefits of a post-secondary training facility

A downtown vocational facility could play an essential role in linking town and gown and connecting area students with Caldwell’s distinctive urban experiences to ensure its future competitiveness. A credentialing high school model that synthesizes the roles and resources of secondary and post-secondary education, adult workforce development and local manufacturers should be considered.

Occupational certificate programs are an efficient, alternative path to a middle class wage. A downtown education and training facility that integrate academic studies and vocational training, under an orderly framework with multiple career pathways will ensure Caldwell’s long-term competitiveness. Certificate programs designed for entry-level employment, meeting a particular specialty within an occupational area, and/or upgrading one’s skills and knowledge within a vocation is an ideal starting point.

Ideally, the program should make it possible for a student to earn a certificate while qualifying for an associate degree in some programs. Making certificates stackable and portable—like Texas community colleges have —allows students to layer individual certificates and build toward a higher credential if they so desire. Students can then take smaller doses of occupational training when they need it and be confident it all counts toward something larger.

**Potential Career Pathways**

Although manufacturing represents just over 11 percent of the U.S. economy, it accounts for 70 percent of industry-funded Research & Development and employs over 36 percent of the nation’s engineers. Currently, Burleson County enjoys a comparative advantage in manufacturing employment and should continue in that direction (Figure 5.18).

| <b>Manufacturing Employment as a Percentage of Population</b> |                       |                      |
|---|-----------------------|----------------------|
| <i>Burleson County</i>  | <i>State of Texas</i> | <i>United States</i> |
| 7%  | 3.2%                  | 2.1%                 |

Figure 5.18 Texas Workforce Commission 1st Qtr. 2011-2012

Today’s manufacturing workers require the math skills to make intricate calculations daily and function more like engineers or lab technicians than the rote line workers of the 1950s. Vocational educational programs that provide project based learning are gaining favor as high schools question if they should prepare students for something other than traditional colleges. Today, the Texas manufacturing industry employs nearly 874,450 people with an average annual wage of \$71,500.

The importance of people as components for control and innovation in manufacturing systems will continue to advance in the areas of robotics, artificial intelligence (AI) and 3D-printing technologies in the near future. Burleson County has a growing industrial cluster in aluminum extrusion, precious metal reclamation, and custom metal fabrication and petroleum services. A strong industrial cluster can lead to the creation of a sustainable labor force from which other businesses can draw.

Figure 5.19 illustrates Texas workforce within specific manufacturing while the map below indicates the Texas workforce with that sector as compared to the U.S. The comparison shows how intensively a certain region is specialized in a particular industry, and ranks it as "moderate," "above average," or "high." The regions highlighted represent the areas of the state with the greatest concentrations of employment in these industries.

| INDUSTRY                                   | NAICS INDUSTRY CODE | FIRMS | TEXAS EMPLOYMENT | AVG. YEARLY WAGE |
|--|---------------------|-------|------------------|------------------|
| Communications Equipment Manufacturing     | 3342                | 183   | 13,021           | \$114,982        |
| Semiconductor & Electronic Components      | 3344                | 431   | 43,425           | \$106,869        |
| Electronic Instrument Manufacturing        | 3345                | 534   | 23,504           | \$85,072         |
| Motor Vehicle Manufacturing                | 3361                | 30    | 8,800            | \$79,101         |
| Motor Vehicle Body & Trailer Manufacturing | 3362                | 179   | 7,792            | \$41,755         |
| Motor Vehicle Parts & Manufacturing        | 3363                | 300   | 17,184           | \$48,190         |

Figure 5.19: Manufacturing employment in Texas

### Regional Concentrations

The map at right identifies the Texas’s Workforce Development regions with above-average specializations in fabricated metal product manufacturing. The highlighted regions are not the only areas in Texas where workers in this sector can be found, but rather represent areas with the greatest concentrations relative to the size of the local labor force. This industry is broadly distributed throughout the state

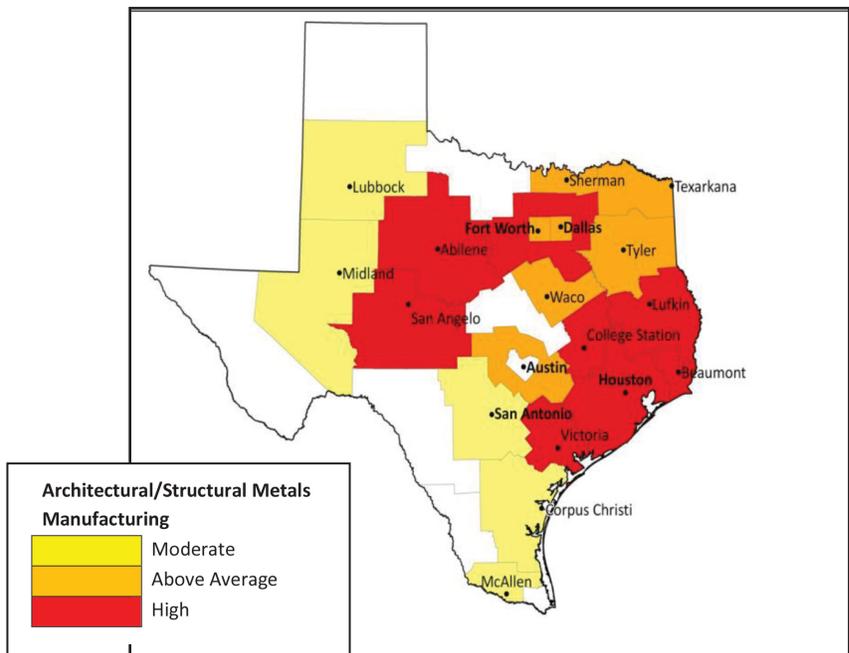


Figure 5.20: Texas Industry Concentrations Development & Tourism 2012. Source: Office of the Governor Economic Development and Tourism

Nearby Texas A&M University is fast becoming a Manufacturing Innovation Hub by virtue of its Center of Innovation in Advanced Development and Manufacturing. A “hub” combines cutting-edge research with manufacturers who utilize the technology to accelerate new manufacturing opportunities. Texas A&M, is the impetus behind the 1,100-acre Texas Triangle Park expected to generate tens of thousands of jobs in the College Station MSA. Manufacturers and their employees will demand supplies, conveniences, housing, entertainment and schools generating a cycle of opportunity that can extend to Burleson County.

Cities and counties in East Texas have already banded together to create the new Central East Texas Alliance as a regional resource to bring more opportunities to their communities. An alliance between Caldwell ISD, City, County, Burleson County, Burleson County Industrial Foundation, Texas Workforce Commission and the Texas Manufacturing Assistance Center and area businesses would create a stronger voice with policymakers in building its physical and educational infrastructure to address the region’s future manufacturing demands. Recent legislation proposed in Texas, made it out of a state Senate committee, could change the law to allow more vocational classes to count toward high school graduation requirements.

There are organizations, such as the Texas Skills Development Fund that provide training dollars for Texas businesses and workers. Until August 31, 2015, the TWC has \$48 million in Skills Development Funds to support high quality, customized job training projects across the state.

Health Care Services

A 2010 Texas Workforce Commission report shows that 47.3% of Caldwell’s population is over the age of 45 while 17% of Burleson County residents, 3,007 persons, are age 65 or older. Comparatively, only 10.3 percent of the state’s total population is of retirement age or older.

Consequently, Burleson County may be facing a health care crisis due to its aging population combined with a disproportionate number of health care providers to residents. The ratio of Burleson County residents to the number of Registered Nurses is four times higher, 607 to 1, than across the State of Texas 152 to 1. Burleson County was designated a Health Professional Shortage Area and a Medically Underserved Area as of March 2002. Fortunately, Burleson County can begin to address its shortage of health care workers through educational opportunities.

The Caldwell ISD and its regional partners might consider including health care services into its downtown satellite campus. A downtown Caldwell campus would bring much needed vitality after hours, help to repurpose and preserve an aging building stock, while improving pathways to employment that play into the regions health care challenges. Branch campuses do a good job of training adult learners and traditional aged students who are first-generation. For-profit colleges specializing in health care have excelled because they have gone where the market has directed them. The occupational outlook (Figure 5.21) proves quite promising for various health related careers. Nearby, Blinn College anticipates similar growth rates (Figure 5.22) for its nursing and manufacturing programs.

There are many opportunities and challenges ahead, both short and long-term, for the City of Caldwell. The only question that remains is; if and how the City of Caldwell plans to respond and whether it can stay the course for the foreseeable future.

| Occupational Employment Statistics | 2013 Annual Mean Wage* | Career Growth 2012-22** |
|------------------------------------|------------------------|-------------------------|
| Registered Nurse                   | \$68,910               | 19%                     |
| Licensed Practical Nurse           | \$42,910               | 25%                     |
| Nursing Assistants                 | \$26,020               | 21%                     |
| Orderlies                          | \$26,340               | 21%                     |
| Home Health Aides                  | \$20,820               | 48%                     |

Figure 5.21: Heal Care Occupational Statistics.

Source:\* 2013 Bureau of Labor Statistics.

\*\* 2012 Occupational Outlook Handbook

| Nursing                                   | Anticipated Career Growth 2012 - 22     |
|---|---|
| Associate Nursing Degree                  | 19%                                     |
| Certified Nurse Aide                      | 21%                                     |
| Manufacturing                             |   |
| Certificate in Machining Fundamentals     | 17% Mechanics, Maintenance, Millwrights |
| Certificate in CNC Machining Fundamentals | 7% Tool and Die Makers                  |
| Electrician Technician                    | 4%                                      |
| Computer Aided Design                     | 9%                                      |

Figure 5.22: Anticipated Training Program Demand. Source: Blinn College Workforce Education Course Offerings

### Additional Resources

- Economic Development Handbook (Texas Attorney General)  
[www.oag.state.tx.us/AG\\_Publications/pdfs/econdevhb2008.pdf](http://www.oag.state.tx.us/AG_Publications/pdfs/econdevhb2008.pdf)
- Texas Ahead (Texas Comptroller of Public Accounts) <http://texasahead.org/>
- Texas Economic Development Council [www.texasedc.org/](http://www.texasedc.org/)

*This author of this section was Brian O'Connor, Economic Development Specialist, Courthouse Square Initiative, Texas Historical Commission.*

## Chapter 6: Design

The design component of the Main Street Four-Point™ approach seeks to create an attractive, coordinated, and quality image for the downtown by capitalizing on its unique assets and heritage. The Texas Main Street Design Staff was utilized during the Caldwell Main Street Program Resource Team to go beyond the realm of the individual building restoration project. They looked at the physical history of the town and its patterns of growth in order to determine opportunities for future physical development. After listening and observing, the resource team design professionals developed recommendations that attempt to inspire the community to set goals for itself. When this happens, the spirit of the Caldwell Main Street Program has truly started to take shape. Citizens become committed to achieving renewed success for the revitalization of their downtown, ensuring that the goals and achievements of their predecessors will live on and be honored by future generations.

Every successful Main Street Design Committee starts out by implementing a process that involves research and investigation, survey and inventory, planning, and finally, rehabilitation. Caldwell is at a crucial period in its history with the prospect of significant economic growth in the years to come. Now is the time to plan for that growth by understanding and preserving the past.

### **Caldwell Main Street Design Volunteers: The Key to Success**

The driving force behind the design component of the Main Street Program in each and every Main Street city is **volunteers**. This group of committed individuals focuses on the physical elements of downtown. It is essential for every design volunteer in the Caldwell Main Street Program to become familiar with the basic tenets of historic preservation and Texas history. This includes a familiarity with the history of the preservation movement in the United States (The National Park Service, the Secretary of the Interior, the National Trust for Historic Preservation), an understanding of settlement patterns in Texas and how these influenced the growth and appearance of towns (western expansion and the railroad, agriculture, and the establishment of county seats see: A Historical Atlas of Texas by William C. Pool, The Encino Press, 1975 ), and the growth of individual towns and the influence of East Coast America. Another very important resource is the Texas Historical Commission, the state agency for historic preservation, and the home of the Texas Main Street program. See <http://www.thc.state.tx.us/> for more information.

It is impossible to embark upon meaningful repairs and improvements before problems are fully understood. Time and resources need to be invested in order to create a library of historic photographs, maps, drawings, postcards, oral and written histories, and physical remains. An inventory needs to be completed that clearly represents the location and condition of all historic buildings, structures, and artifacts within the entire historic district. The inventory should describe the general characteristics of each physical entry: size, age, style (if appropriate), materials of construction, significant features, missing elements, general condition, etc. The more information that is researched and described the greater the problem can be understood and potentially addressed.

The Main Street Advisory Board is responsible for setting short and long term goals for the Main Street Program. Following are just a few of the many projects other design committees have undertaken over the years. Once the Caldwell design group is up and running, it should comb through these projects and see which ones sound appealing, practical, and appropriate for Caldwell.

- Design guidelines (potential ordinances) need to be developed.
- Design workshops, training, and walking tours need to be arranged for the community.
- Specific buildings need to be targeted for renovation projects.
- Historic buildings and properties need to be surveyed and noteworthy buildings at least 50 years old that are being considered for Recorded Texas Historic Landmark (RTHL) or National Register of Historic Places status should be identified.
- Americans with Disabilities Act and Texas Accessibility Guidelines need to be researched and utilized.

- Incentive Grant Funds need to be established for signs and paint.
- Building owners need to be informed about the benefits of the 10% and 20% Federal Investment Tax Credit for Rehabilitation available for buildings constructed before 1936.
- Building Owners need to be informed about the 50% tax credit (within specific limits) for all modifications to their buildings that bring it into compliance with the Americans with Disabilities Act (ADA). This would include the addition of or modification to a restroom for handicap compliance.
- Low interest loan programs need to be established.
- Sign guidelines need to be developed.
- Zoning issues need to be researched.
- The city building permit process must be researched and understood.
- There must be an awareness of building code issues.
- Potential problems with infrastructure (utilities and sidewalks) must be understood.
- General landscaping and maintenance issues need to be understood.
- Texas Capital Fund projects need to be targeted for streetscape and infrastructure improvements.
- Rehabilitation projects need to be celebrated and publicized.
- Display windows need to be utilized for display purposes. Artwork or promotional materials should be displayed if actual merchandise is unavailable.
- The value of publicizing design issues downtown must be understood.

It is important to understand which goals are the most realistic and which goals are the most necessary to work towards. Design committee members must look at Caldwell with an objective and critical eye. They must ask themselves the following types of questions:

- Is it easy for visitors to find the downtown?
- Does the downtown have an attractive atmosphere?
- Do historic buildings look clean and in good repair?
- Are the city's "architectural jewels" being shown off?
- Are storefronts designed to tempt customers inside?
- Are newer buildings stylistically compatible with older ones?
- Is parking convenient and adequate in the downtown area?
- Does traffic flow seem sensibly arranged?
- As a pedestrian, is it easy to cross the streets?
- Are sidewalks wide and unobstructed?
- How effective and attractive are access ramps for the handicapped?
- Are streets well lit with attractive fixtures?
- Are utility poles and wires offensively numerous?
- Are business signs attractive, easy to read, well proportioned, and well placed?
- Are street signs clear and do they provide good direction?
- Do signs, landscaping, sidewalks and street lighting seem stylistically coordinated?
- Are there plenty of areas of rest and shade for pedestrians?
- Are dumpsters and trashcans in out-of-sight locations?

## Main Street Design in Three Easy Steps

### Step One

The first step in Main Street Design is to stop, look, and listen. While the impulse might be to come out of the gates running, it is much more important to take the time to evaluate and assimilate before brick and mortar projects are planned. The first task that should be undertaken is a district-wide inventory of every building, lot, street, sidewalk, parking space, sign, and window display. You must know what you have and what condition it is in before you can start making plans for improvement.

You also have to think about your city as a sociologist might by looking at places people like to go, where they are at various times throughout the day, which areas in town seem to be consistently devoid of people, where do people have difficulty crossing the street, where are there too many cars and too little in the way of pedestrian amenities?

### Step Two

After you've made your observations and collected your data in step one, you need to organize your data. You create categories based upon degree of difficulty for financial, personal, or political reasons. You assign a dollar figure to tasks and determine potential sources of funding. When deciding upon solutions look for similar situations and successes in nearby Main Street communities. Find out which professionals, craftspeople, and products people have already had success with.

### Step Three

The final step is completion of the task. You're ready to tackle the problem because you have done the necessary homework in steps one and two that prepares you for a responsible and sensible outcome.

## THE TEXAS MAIN STREET DESIGN STAFF SITE VISIT

The primary focus of Main Street design services is the one-on-one site visit. During these site visits a member of the Texas Main Street design staff meets on-site with individual property or business owners to discuss preservation/rehabilitation/beautification options. During the Caldwell Resource Team visit, several properties were visited by Main Street design staff for on-site consultation.

Design solutions are rarely offered on the spot during a site visit. Instead the data is prepared for further analysis in preparation for sound technical advice and design suggestions. Technical and financial considerations become part of the mix prior to offering recommendations. If the building or property owner is unable to carry out recommendations, financial incentives such as tax credits, façade grants, low-interest loans, and foundation grants might need to be considered. Often, the Texas Main Street design staff is unable to ascertain some technical aspect of a particular project and further technical assistance from a licensed structural engineer with extensive experience in historic structures is encouraged.

Services that are available as a result of a Texas Main Street site visit include the one or more of the following (design request forms are available from the Caldwell Main Street Manager):

### Building investigation

Examine building for evidence of historic materials, identify areas that require maintenance, and discuss possible solutions (Figure 6.1).



Figure 6.1: Texas Main Street Designer Sarah J. Blankenship during a Site Visit to Caldwell, April 2014.

### Façade renderings

Provide renderings for conceptual appearance of building façade if restored or rehabilitated. The following four images illustrate how multiple design solutions can be developed for one project. When possible, historical photographs and remaining physical evidence guide design decisions. Even by doing this, however, new design ideas can be added to the project as long as the new ideas are respectful of the historic integrity of the building. In the examples below, the existing building had been painted thereby “allowing” the application of new layers of paint. The colors used are subjective and reflect the designer’s preference. Signage is also intended to be respectful of historic precedents, but it tends to be subjective in appearance as well.



Figure 6.2: Façade Renderings. Top Left, existing structure. Top right, design suggestion with awning, paint, and sign. Bottom left, design suggestion, paint, sign, and canopy. Bottom right, design suggestion, paint and canopy.

- Preservation consultation: Assistance in determining the historic character of the building and making historically sensitive design decisions
- Public space renderings: Provide renderings of public space uses including pocket parks and parking lots
- Color consultation: Assistance in selecting colors most appropriate for historic building design and business use (Figure 6.2 for façade renderings above)
- Sign design and graphics: Assistance with sign design for building facades, as well as branding graphics for business use (Figure 6.2 for façade renderings above)
- Educational presentations: On-site presentations are available for Main Street Managers, board members, committees, and building/business owners in the areas of architecture, preservation, design guidelines, and visual merchandising
- Investment tax credit assistance: Provide general information on Federal Investment Tax Credits for Historic Preservation. More information can be found here: <http://www.thc.state.tx.us/public/upload/publications/Main%20Street%20Tax%20Credits%20%202013.pdf>
- Accessibility information: Provide general information about ADA (Americans with Disabilities Act) and TAS (Texas Accessibility Standards). More information can be found here: <http://www.thc.state.tx.us/preserve/buildings-and-property/providing-access-historic-properties>

### **The Resource Team: A Chance to go Above and Beyond**

In order to “jumpstart” Step One of the Main Street design process, the Texas Main Street design staff put together a visual analysis that was compiled in our Austin office the week prior to the Resource Team.

#### **Austin Prep**

In April of 2014 The Texas Main Street design staff made a “pre-resource team” assessment of the Caldwell Main Street District. We looked at approaches to town, the area around the courthouse, the side streets around the courthouse square, and the residential areas near downtown. We looked at the condition of the buildings, the sidewalks, and the streets and we looked at signage, window displays, and landscaping throughout the district. Our goal was to commit our first impressions to paper in the form of quick notes, doodles, and diagrams that would help us understand what was happening in the district and what we might propose as a result of what we saw. We weren’t so much concerned with budget or other particulars; the goal was to look at potential issues with a fresh, unbiased eye.

Caldwell was laid out on a Roman grid plan with the courthouse square/commercial district located in a central location. Architects and urban designers might label this arrangement as a “fried egg” where the yolk represents the idealized center of town (the square) and the white of the egg represents the surrounding residential districts with their indeterminate edges (Figure 6.3).

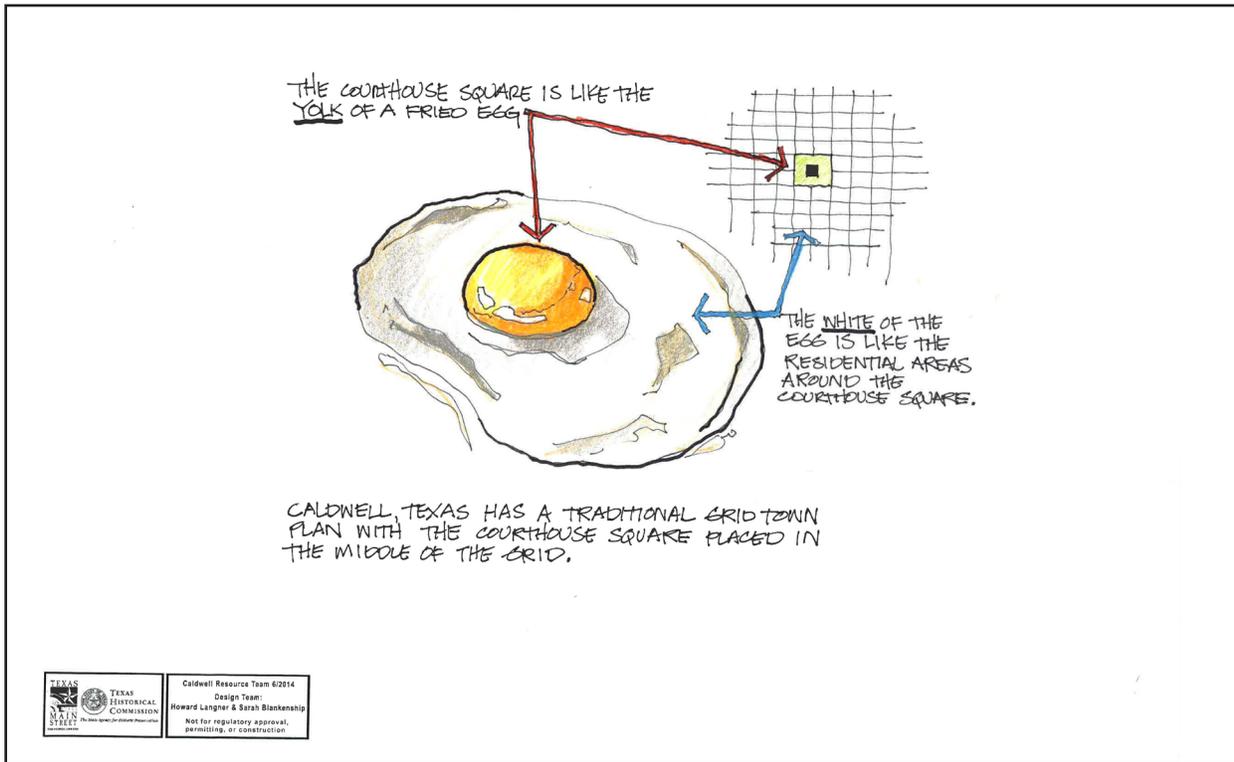


Figure 6.3: Layout of Caldwell Courthouse Square.

The fried egg analogy can be very misleading, however. When there is a strong center there is no clear, strong, and direct means to approach the center; there are no axes emanating from the center. In the case of Caldwell, it is expected that there would be major roads or boulevards that lead across the countryside as in so many other courthouse towns that either head straight, on axis, towards the courthouse (for example Weatherford, Brady, and Fort Worth) or enter the square from the corners (for example Lampasas, Stephenville, and Llano) (Figure 6.4).

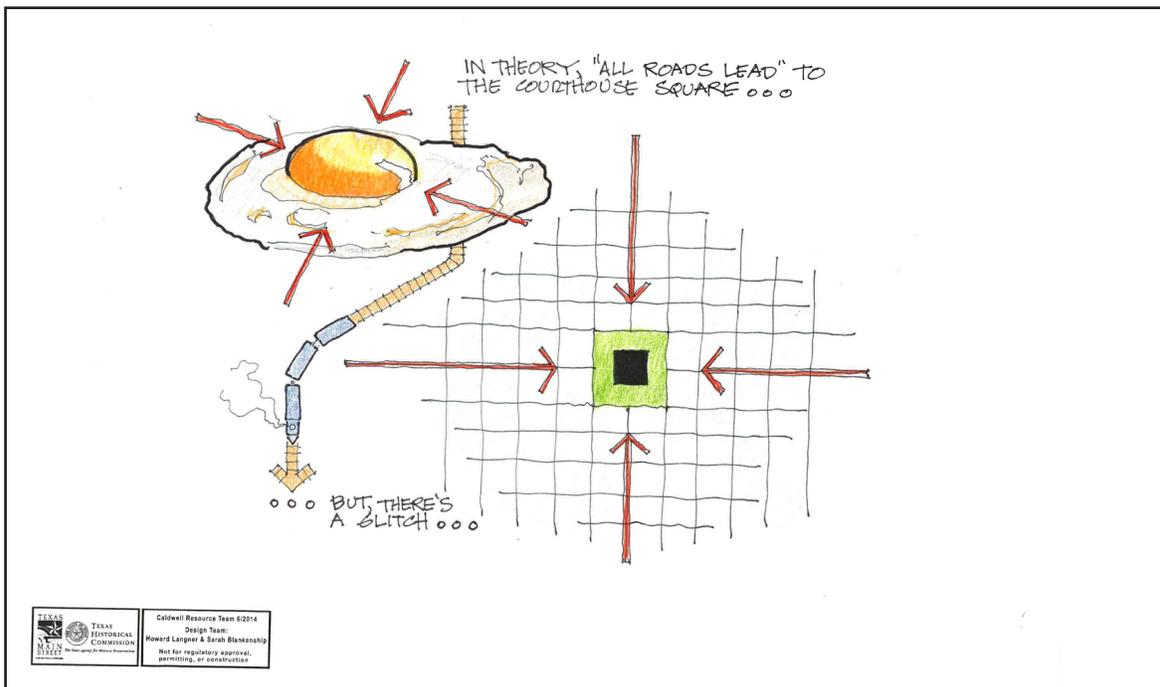


Figure 6.4: Layout of a tradition courthouse square with all roads leading into the town center.

Caldwell, however, is effectively bypassed by Highways 21 and 36; the courthouse square is only approached by local streets (Figure 6.5).

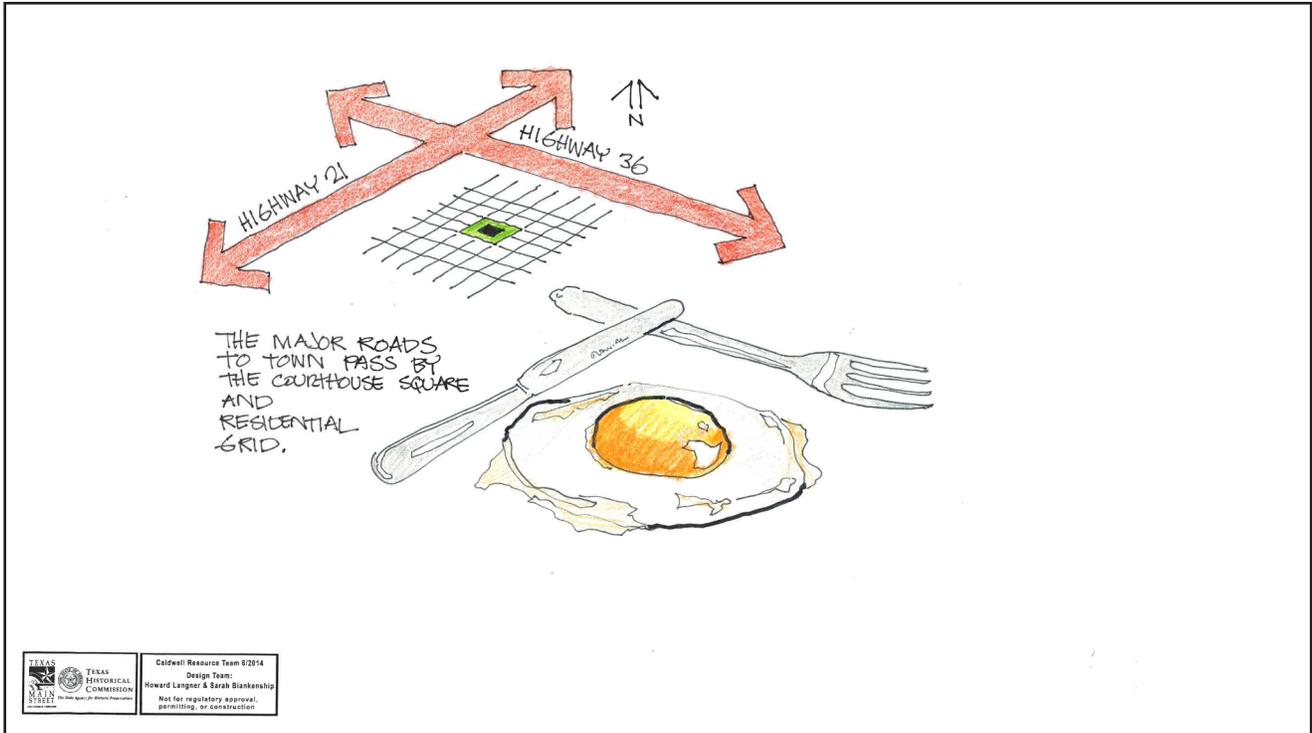


Figure 6.5: Layout of Caldwell courthouse square; highways bypass the town center.

The town needs to be “connected” to the outside world at North Echols/Hwy 21, North Main/Hwy 21, East Fox/Hwy 36, and East Buck/Hwy 36 (Figure 6.6).

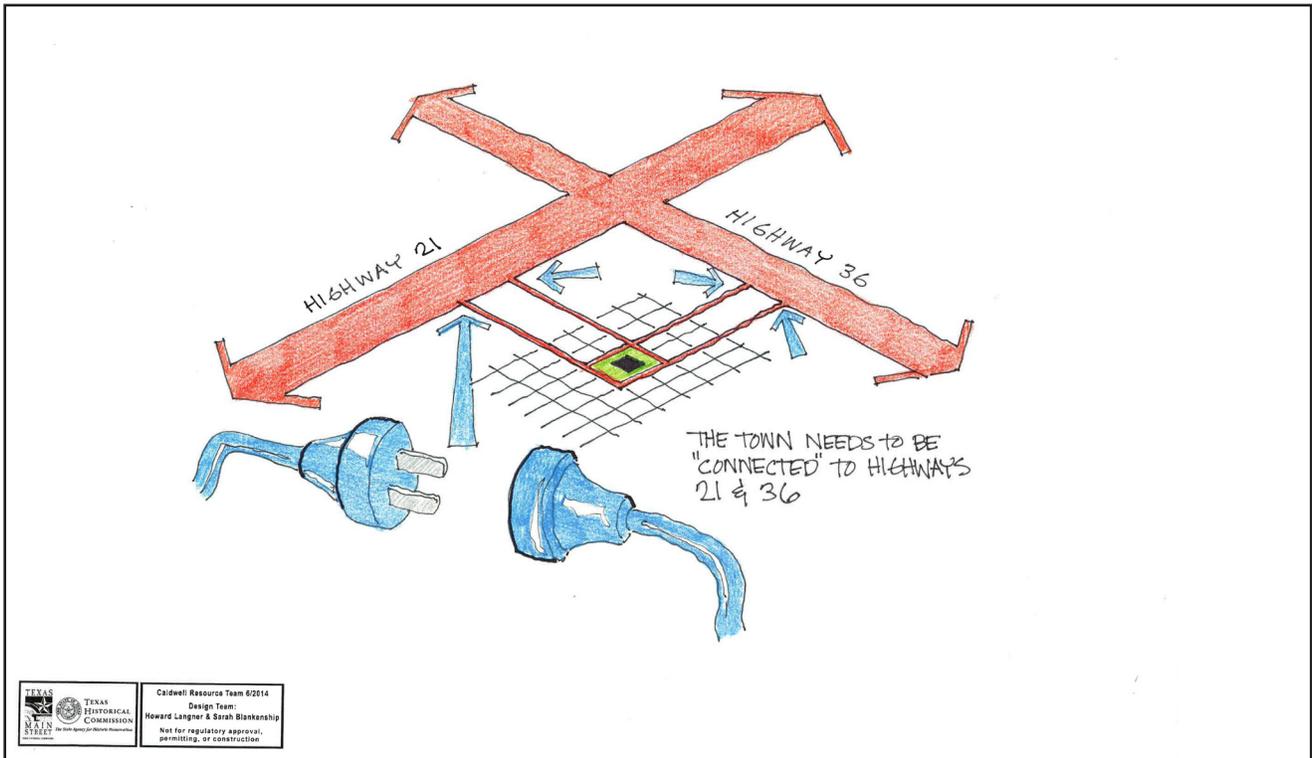


Figure 6.6: Downtown Caldwell needs to be connected to the outside world.

How is this connection made? Is it accomplished by signs, or “way finding”, or landscaping? (Figure 6.7).

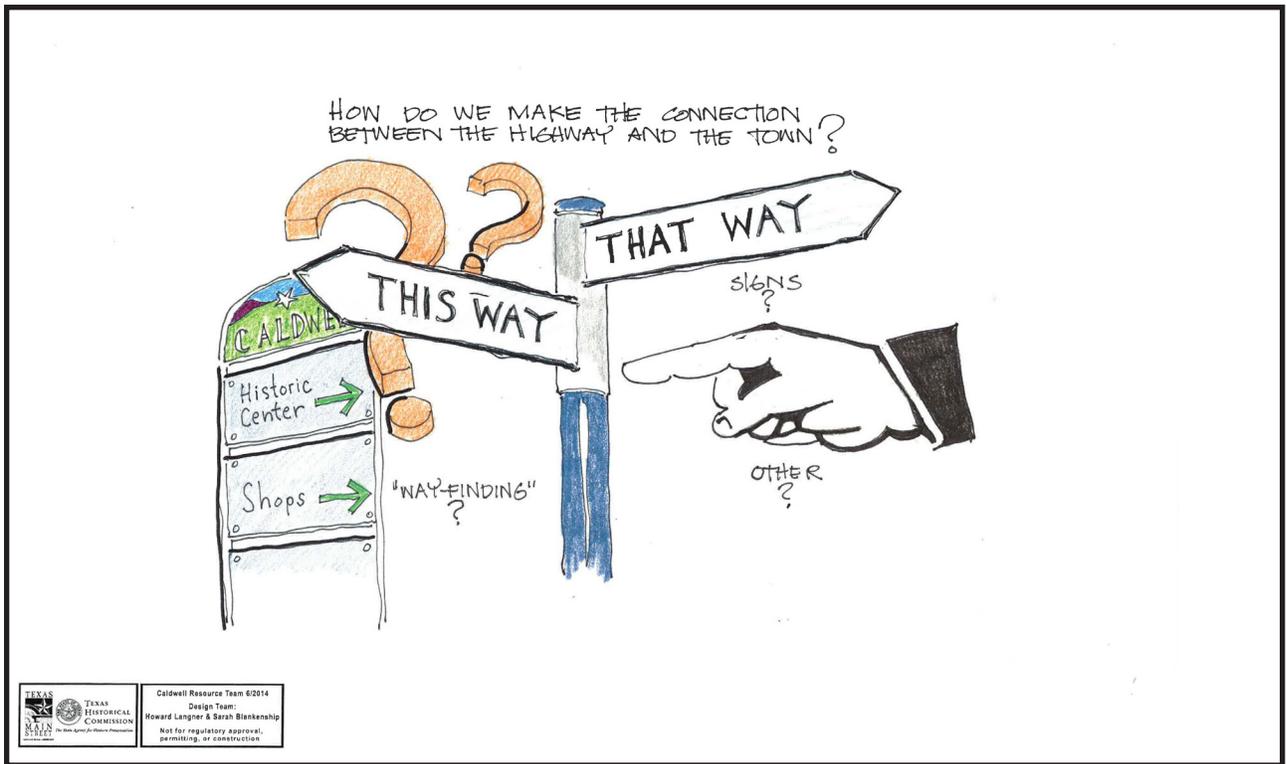


Figure 6.7: Caldwell needs wayfinding signage to connect it to the highways.



Figure 6.8: Attempts of wayfinding signage to downtown Caldwell.

There is some wayfinding along the highway that attempts to direct people to the square, but the message is lost behind the utility pole and the chain link fence (Figure 6.8).

Another way to get people off the highway is to bring the architecture of the square out to highway 21 by establishing highly visible monumental gateways leading into the district. See figure 6.9.

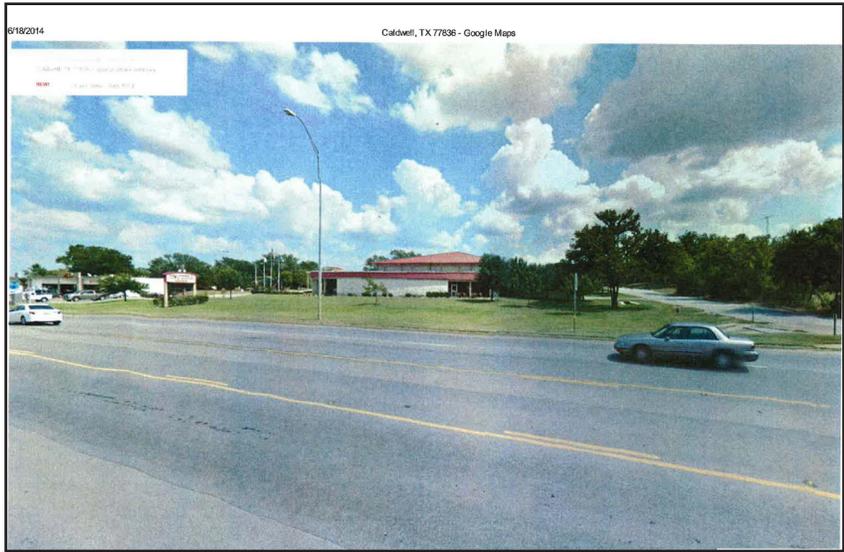


Figure 6.9: Monumental gateways used to direct traffic off the highways.

In the view above along Hwy 21 at North Echols and North Main, there is no doubt that the downtown/courthouse square is bypassed. The fast moving traffic along 21 has no visual cue that these two intersections lead to the Square. However, the fact that the Civic Center is in this prime location with its broad lawn stretching the distance between Echols and Main presents a compelling opportunity (Figure 6.10 and 6.11).

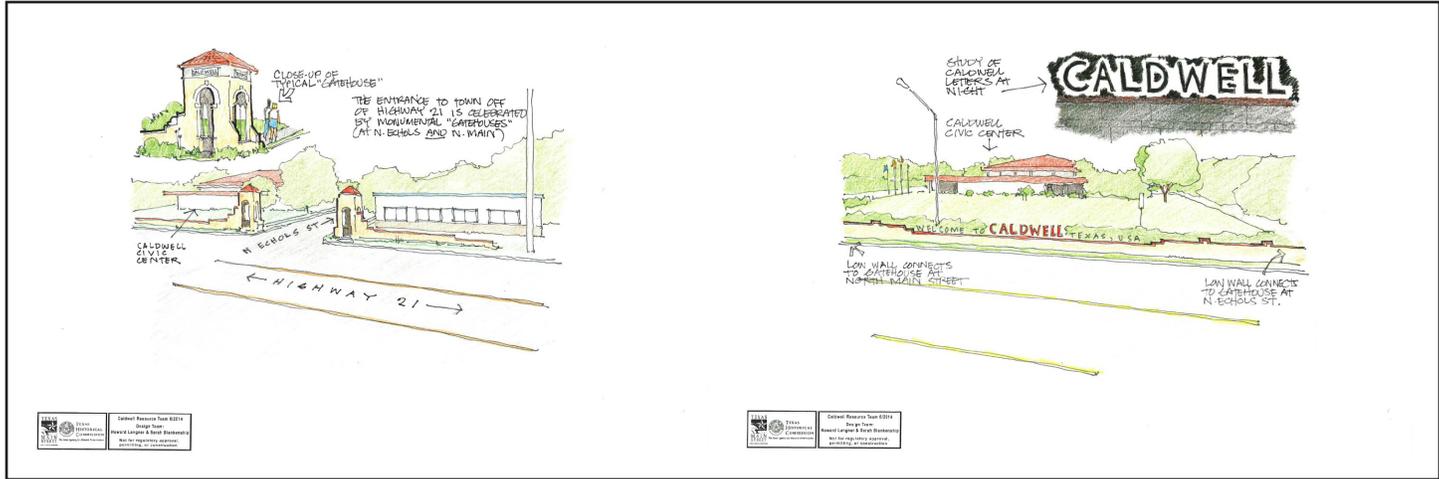


Figure 6.10 and Figure 6.11: Gateway signage examples for downtown Caldwell.

The image on the upper left shows how low walls leading to taller gateposts provide an identity to the intersection and a visual cue that directs the motorist towards the Square. The image on the upper right shows the low wall extending between the Echols and Main intersections serving as a base for a new Caldwell welcome sign in front of the Civic Center.

## A Closer Look at the Grid

The pattern of streets and public spaces that were created in Caldwell's early years still has a major impact upon the physical layout of the city today. Aerial photographs and maps are an indispensable tool for Main Street. They help us understand the history, maintenance, and potential future growth of Caldwell. One of the first such maps consulted for this Resource Team was the Sanborn Fire Insurance Map™. Here is a brief history and description of the Sanborn Maps from Wikipedia™:

“The Sanborn Maps were originally created for assessing fire insurance liability in urbanized areas in the United States. The maps include detailed information regarding town and building information in approximately 12,000 U.S. towns and cities from 1867 to 2007.

The Sanborn Map Company™ created maps for fire insurance assessment in the U.S. and within several decades became the largest and most successful American map company. The Sanborn Company sent out legions of surveyors to record the building footprints and relevant details about these buildings in all major urbanized areas regarding their fire liability. It was because of these details and the accuracy of the Sanborn maps, coupled with the Sanborn Company's standardized symbolization and aesthetic appeal that made the Sanborn Company so successful and their maps so widely utilized. The Sanborn maps themselves are large-scale lithographed street plans at a scale of 50 feet to one inch (1:600) on 21 inch by 25 inch sheets of paper. The maps were created in volumes, bound and then updated until the subsequent volume was produced. Larger cities would have multiple volumes. In between volumes, updates (new drawings of new or altered buildings or lots) were created and sent out to be pasted on top of the old maps (referred to as 'slips') to reduce expense and preserve accuracy.

The volumes contain an enormous amount of information. They are organized as follows: a decorative title page, an index of streets and addresses, a 'specials' index with the names of churches, schools, businesses etc., and a master index indicating the entirety of the mapped area and the sheet numbers for each large-scale map (usually depicting four to six blocks) and general information such as population, economy and prevailing wind direction. The maps include outlines of each building and outbuilding, the location of windows and doors, street names, street and sidewalk widths, property boundaries, fire walls, natural features (rivers, canals, etc.), railroad corridors, building use (sometimes even particular room uses), house and block number, as well as the composition of building materials including the framing, flooring, and roofing materials, the strength of the local fire department, indications of sprinkler systems, locations of fire hydrants, location of water and gas mains and even the names of most public buildings, churches and companies. Originally created solely for insurance assessment purposes, it was said that at one time, insurance companies and their agents, “relied upon them with almost blind faith”. The maps were utilized by insurance companies to determine the liability of a particular building through all the information included on the map; building material, proximity to other buildings and fire departments, the location of gas lines etc.

Today Sanborn maps are found primarily in the archives and special collection of town halls and public and university libraries, and remain a vital resource for people in many different fields. Historical research is the most obvious use, with the maps facilitating the study of urban growth and decline patterns, and for research into the evolution of specific buildings, sites and districts. Genealogists use the maps to locate the residences and workplaces of ancestors. Planners use the maps to study historic urban planning designs. Historic preservationists use the maps to understand the significance and historical evolution of buildings, including their historic uses and building materials in conservation and rehabilitation efforts. Demographers and urban geographers use them to study patterns of growth and migration of populations.

Historic Sanborn maps may be accessed in a variety of ways. Many are available through public or university libraries, or most comprehensively through the Library of Congress. One may also obtain copyright information or request copies of the maps for purchase through the current owners, Environmental Data Resources, Incorporated” (Figure 6.12).

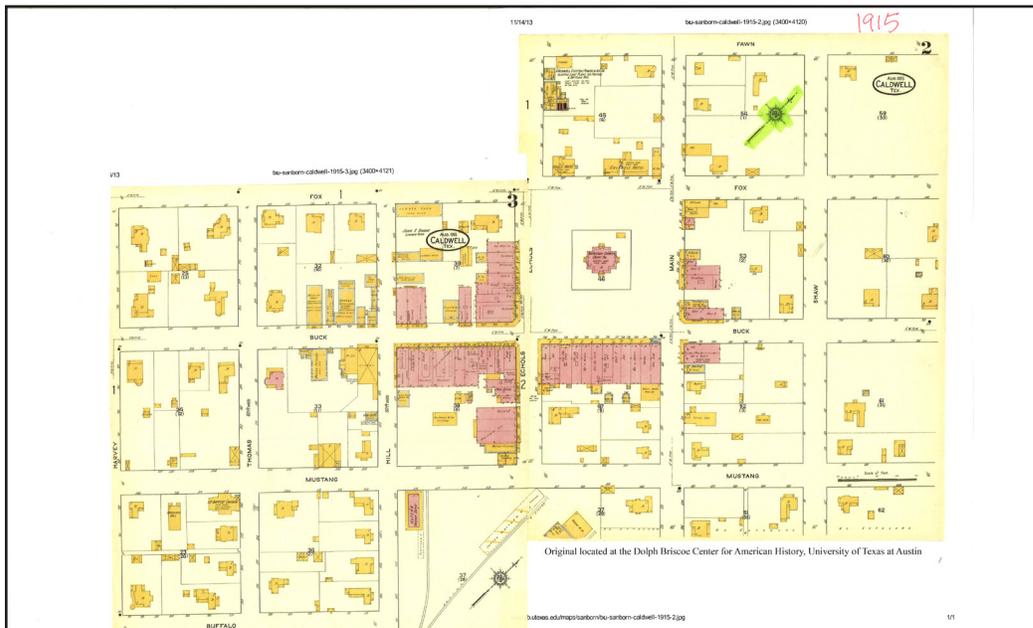


Figure 6.12: Caldwell Sanborn Map from 1915; the courthouse appears as the small ellipse-shaped object at the center.

One important thing we can see from this early Sanborn Map is how little the Caldwell town plan has changed in the last 100 years. Buck Street was and still is the most developed commercial portion of the historic grid, the northeast and northwest sides of the Square were and still are relatively under-built, and South Echols had just enough development to make it a unique “district” of its own.

### The Notion of Districts

If we have one last look at our fried egg analogy we can see, upon closer inspection that the fried egg is also more than a yellow yolk and a white surround; there are multiple textures, colors, shapes, and patterns (Figure 6.13).

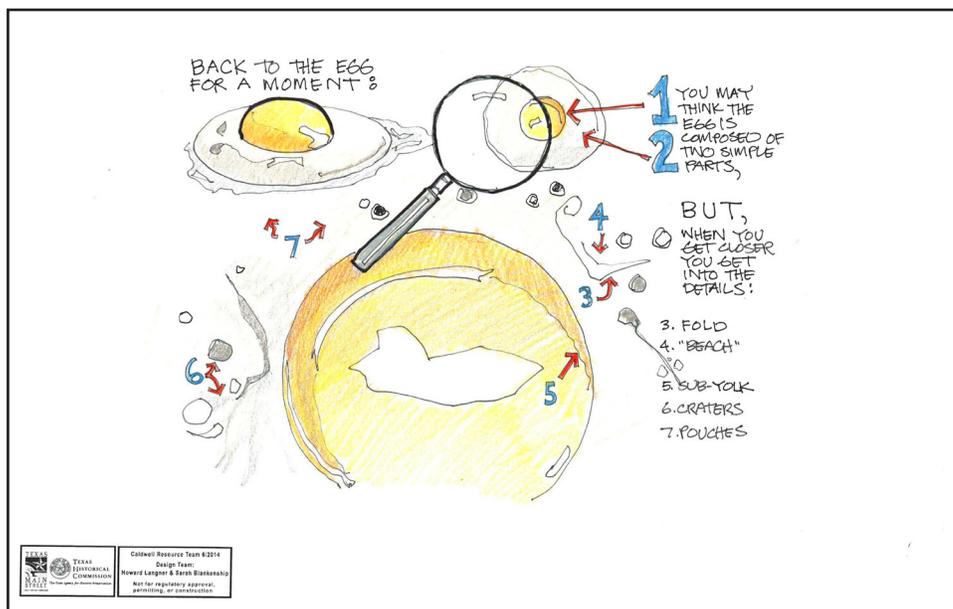


Figure 6.13: Egg analogy for the layout of downtown Caldwell suggests that there is more than the city center and surrounding neighborhoods.

A closer look at Caldwell’s Main Street Commercial District, reveals how it too has subtle features in the form of mini-neighborhoods, nodes, or districts (Figure 6.14).

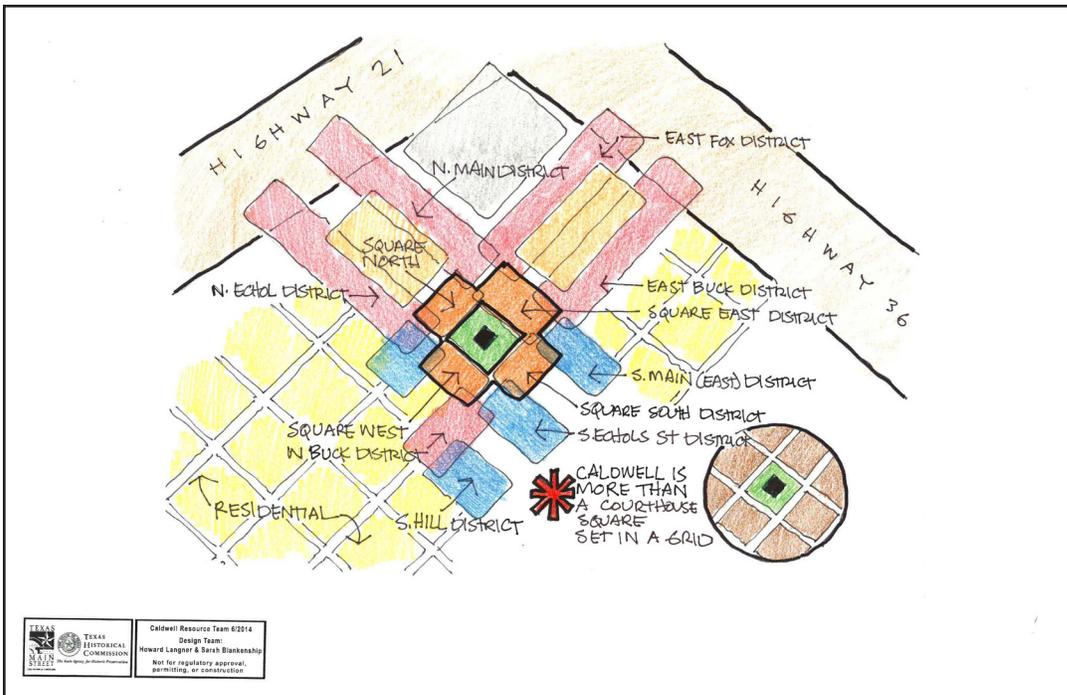


Figure 6.14: Downtown Caldwell actually is a series of “mini-neighborhoods” or districts.

When the revitalization of the Main Street district is broken down into smaller areas of focus, such as districts, the task of revitalization becomes less daunting. Efforts can be focused upon those particular areas that are ready for attention. The other areas are not ignored, they are simply put on hold until energy and circumstance brings them to the forefront. The districts that are at the forefront of revitalization right now include the Courthouse Square (all sides), West Buck, and South Echols. There is also the possibility that there will be some effort directed towards S Hill and the old firehouse. Areas that may see efforts long term include North and South Main, North Echols, East Fox, and East Buck (Figure 6.14).

### Courthouse Square District (NE)



Figure 6.15: Existing lot (left) and design suggestion (right).

The Courthouse Square portrays its strongest identity when all sides have properly scaled, massed, proportioned, and detailed buildings defining its edges. In the design suggestion for the NE/NW corner of the Square (see Figure 6.15), “new infill” is shown using historically sensitive heights, window sizes, materials, and signs. The large display windows proposed for the new infill contribute to the vitality of the sidewalk which is made wide enough to allow for pedestrians to walk easily and possibly accommodate outdoor cafés or seating areas.

### Courthouse Square District A (NE)

Many times the sidewalk, crosswalks, curbs, and landscaping elements have as much to do with the success of the Square as do the buildings and their facades. In the example below, at the corner of Main and Fox, the roads are “tailored” in width to maintain traffic flow while simultaneously improving the pedestrian experience with shorter crossing distances, clearly defined places to walk and wait for crossings, and visually appealing landscaping. See Figures 6.16.

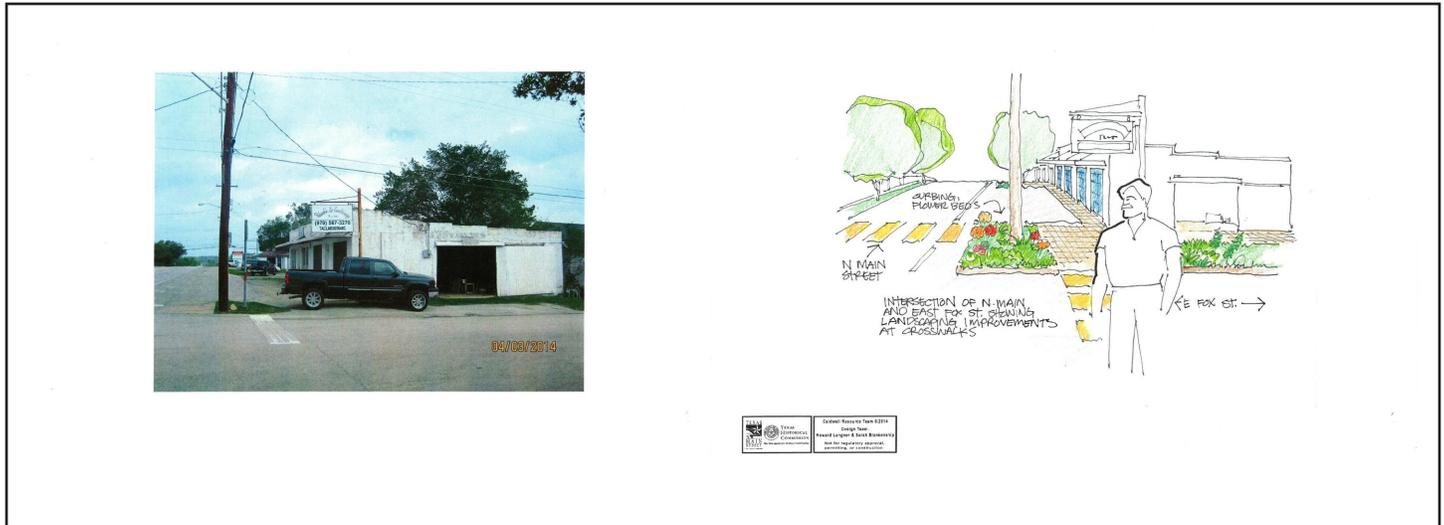


Figure 6.16: Existing lot and design suggestion.

### Courthouse Square District B (NW)

The NW side of the Square is a bit more complicated. There are four buildings on this side of the Square, but the empty spaces between them are not suited for new infill. Instead, the gaps between these buildings need to be enhanced by plantings and landscape elements such as curbs, low walls, and well-defined driveways. This provides visual/aesthetic continuity to the street in much the same way that a row of continuous facades would, but at a much smaller scale with much less financial investment. Without continuity, this section of Fox Street would have noticeable gaps or segments given over to automobile use rather than pedestrian use. One of the most important goals for the revitalization of the Square is increased foot traffic and increased amenities for people who are using the sidewalks to shop, to eat, to engage in business, to people-watch, or to exercise. When there are too many driveways or too many parking lots, the Square loses its walkable charm and is therefore less attractive as a potential gathering place for people.

In the example that follows, the space between the motor supply store and the old post office can be seen as an undefined alley or “no man’s land”. The design suggestion shows how giving definition to the driveway, parking, and sidewalk by means of raised curbing and a variety of surface materials starts to give character and appeal to the space. The existing open driveway gate is replaced with a solid gate in this scenario; this provides needed definition to the pedestrian zone of the sidewalk and defines a public realm (the sidewalk) and a private realm (the backyard). New planted areas are filled with hearty and colorful landscaping serving to provide visual relief in what is currently an otherwise unrecognized section of the block (Figure 6.17).



Figure 6.17: Existing (left) and design suggestion (right).

### West Buck District (A)

The First Lady Rendering included several of the buildings on the south side of West Buck between S Echols and S Hill. In this particular district, neither new infill nor landscaping needed for revitalization; this district requires façade rehabilitation.

Every one of these building facades along W Buck has undergone considerable modification over the years; altered display windows and entry doors, covered transom windows, applied metal sheeting over masonry (façade slipcover), or else it was simply painted over. Every building is unique and its particular circumstances must be properly considered, but by and large, each one of these facades can benefit from some easy and relatively inexpensive improvements. The next two images show the row of First Lady Buildings as they now exist followed by the First Lady Rendering itself. Note the emphasis upon re-opening transom windows, re-painting, and new signage. See Figures 6.18 and 6.19.

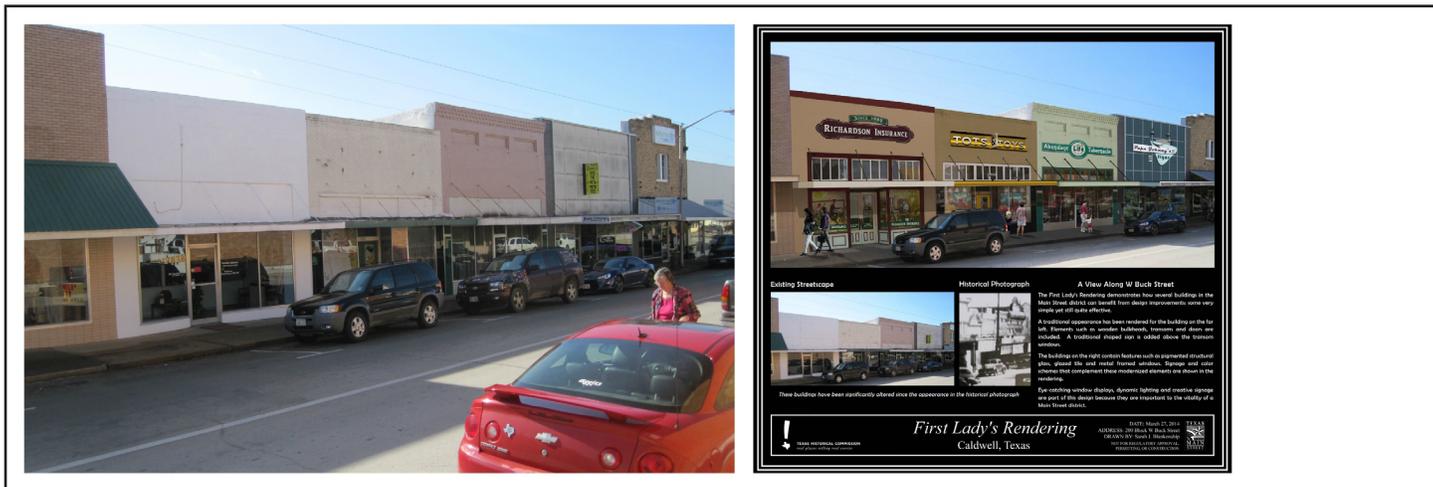


Figure 6.18: Existing buildings (left) and design suggestion (right).

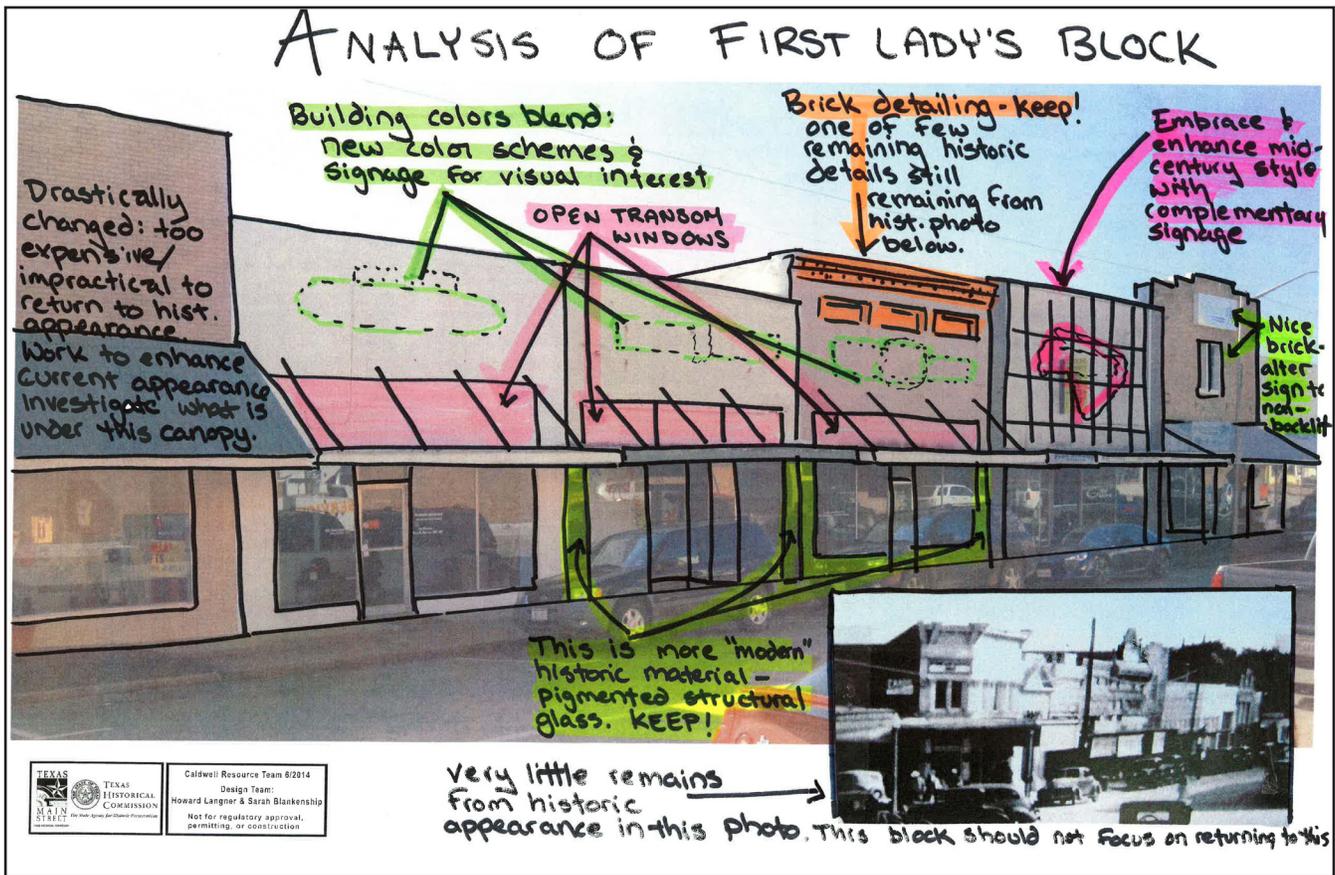


Figure 6.19: Designer's analysis of First Lady's Block.

### West Buck District (B)

The corner of West Buck and South Hill seen in the two images below presents a very good opportunity for revitalization. This unique building already attracts a good deal of attention by virtue of its interesting shape, but with the right landscaping enhancements (a patio with outdoor seating, new sidewalks and crosswalks, and attractive plantings) this property could become a true hub of activity in a very strategic location between the commercial district and the W Buck residential district (Figure 6.20).



Figure 6.20: Existing (left) and design suggestion (right).

### South Hill (Old Firehouse)

A number of factors (economic, structural, ownership) need to be considered in order to determine whether the Old Fire House on South Hill might be a good candidate for adaptive reuse. From a strictly design perspective, the Old Fire House, like so many other “retired” buildings around Texas has something to offer its community. Buildings of this size and configuration are quite adaptable. In the scenario presented below, the building is envisioned as a multi-use facility containing a variety of food and entertainment options (Figure 6.21).

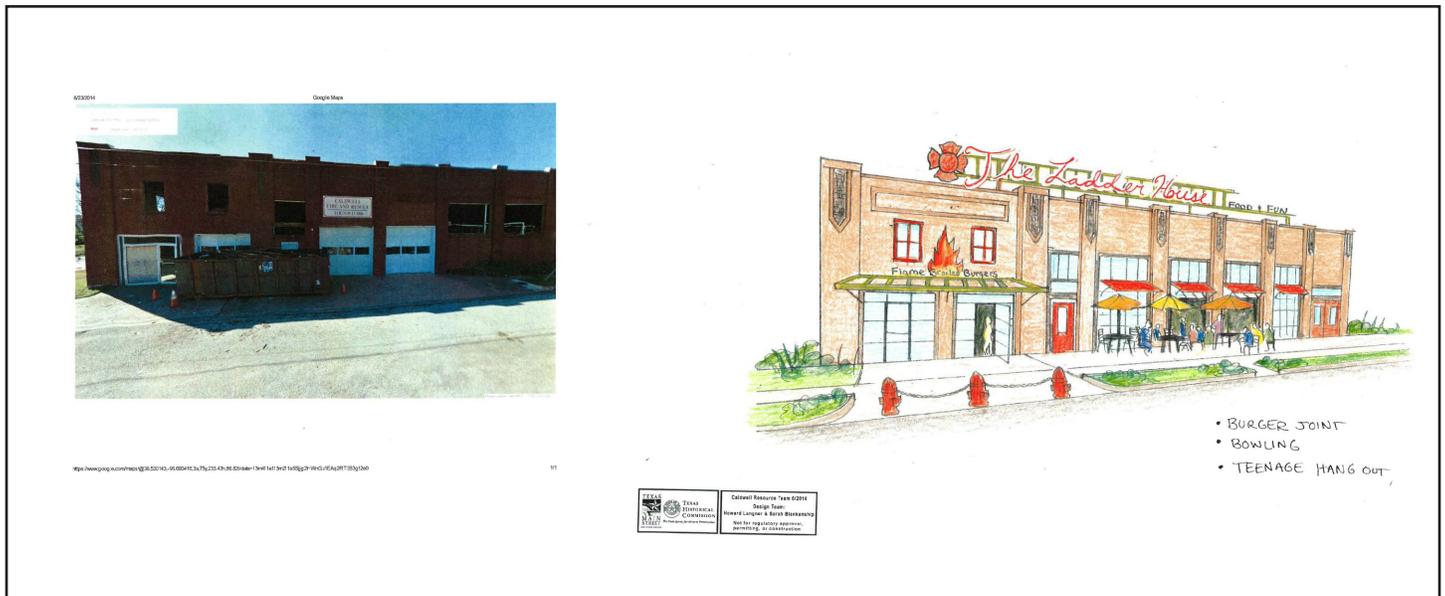


Figure 6.21 Existing (left) and design suggestion (right).

### Caldwell and Walkability

In the final analysis, all of Caldwell’s unique districts add up to a very livable, attractive, and highly “walkable” downtown. The term walkable has been getting a lot of press in the past 10 to 15 years. It has to do with the realization that successful urban centers accommodate pedestrian activity in a thoughtful and attractive manner. This means there are wide sidewalks that are fully accessible, there are safe and attractive crosswalks at every intersection, there are clear and attractive way-finding mechanisms through the town, there are multiple areas for recreation and entertainment throughout town, and there is the ability to walk from your residence to the town center. A variety of studies has shown that on average, Americans are willing to walk a distance of ¼ mile without feeling the need for a car. The image below shows a ¼ mile radius superimposed on a map of Caldwell with the Courthouse at the center of the circle. Based upon this information it’s safe to say that Caldwell has the potential to become a very walkable community (Figure 6.22).

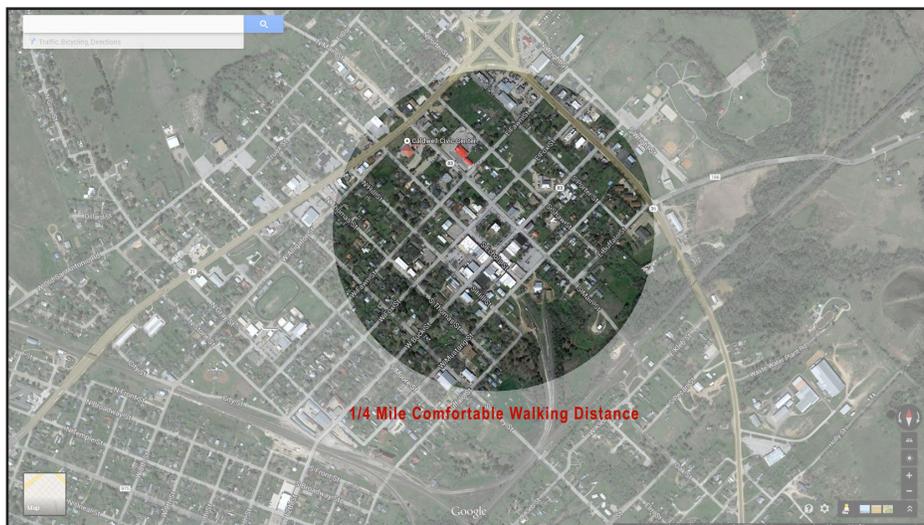


Figure 6.22 A quarter mile radius from the center of town is a comfortable walking distance for most residents.

### **A Word or Two about Short Term and Long Term Projects**

In an undertaking as comprehensive as Main Street, it's logical to group recommendations into categories ranging from short term (easier to deal with) to long term (more difficult). Short term issues are viewed as potential tasks that the Main Street design committee could take on right away, things such as clean-up (window displays) and signage (repair or replacement). Next in terms of difficulty would be repairs to awnings or canopies, repointing of masonry, repainting walls where appropriate (generally speaking, walls that already have been painted, refer to the Secretary of the Interior's Standards [http://www.nps.gov/hps/tps/standguide/rehab/rehab\\_standards.htm](http://www.nps.gov/hps/tps/standguide/rehab/rehab_standards.htm)), repair or replacement of individual building components (doors, window glazing, bulkheads, transoms, cornice features, roofing repair/replacement, etc.). Finally, there were the more difficult long term items such as window unit repair or replacement, structural wall repair, structural roof repair, and site work (to eliminate poor drainage and unstable foundation work). Of course, emergency circumstances often force the more difficult projects to the forefront; a dangerous wall, canopy, or roof is always the highest priority!

### **SHORT TERM PROJECTS**

The Caldwell Design Committee must not only get up to speed on the world of historic preservation; it must also show that the Program is making progress. In order to do this it is important to establish a few short term goals. Some of the most successful projects that can be undertaken on a short term basis include:

#### **Window displays:**

There are many situations in Caldwell where there is tremendous potential to enhance each building's qualities with window displays. In a retail location, the window display is "free" advertising. Displays should be updated every couple of weeks. In a vacant building, storefront display may be utilized as community-themed displays (upcoming festivals, museum event promotions, festivals) or they may be leased to advertise nearby businesses (a local photographer might put up seasonal or theme photographs). In a non-retail establishment (professional offices), it is still good practice to utilize display windows. Perpetually curtained or shaded windows break up the flow of a commercial district for the pedestrian; there is often a tendency to stop and turn back when window displays don't communicate. Again, a professional office might consider using at least a portion of available window display to announce community events or serve as a display opportunity for local artists and civic groups.

There are businesses within Caldwell that have quite exemplary window displays that highlight their merchandise and provide an ambience for the sidewalk. If there is interest, it might be quite helpful for these merchants to offer encouragement and suggestions to other merchants whose talents lie in areas other than window display.

#### **Planters:**

Planters are an easy means of beautifying the downtown district but they still have a significant impact upon the historic integrity of the downtown. It is important to realize the overall goal is to enhance the historic qualities of the downtown, not overwhelm or disguise them. It is for this reason that planter boxes should not attach to the historic buildings. One highly effective means of providing landscaping is in association with downtown parking; not only does it get the landscaping away from the historic buildings, it makes an otherwise drab parking space or lot look much more appealing (Figure 6.23).

Perhaps the most important consideration with landscaping is maintenance; many landscape enhancement projects have failed due to the lack of a well thought out maintenance plan. This includes a basic understanding of which plantings are native to the region and how they should be cared for.

### Banners:

Banners provide color and visual appeal at a relatively low cost. When done properly, they can enhance the historic district by bringing a level of visual interest and appeal that does not interfere with the historic architecture. Banners announce that the Program is underway and can create excitement about the more elaborate projects to come. There are a wide variety of vendors who have supplied banners to Texas Main Street cities for a number of years. It would be best to approach these communities (use the Texas Main Street listserv) and find out who their suppliers were, which materials have worked best for them, what the associated costs are, and what kind of reaction the banners evoked from residents and visitors alike (Figure 6.24).

### Signage:

Sign designs/installations should be subject to some amount of regulation by design guidelines and preservation ordinances. A new sign can create tremendous visual appeal for a variety of buildings, but every effort must be made to ensure compatibility with and respect for the historic building it is associated with as well as the buildings which surround it. A good sign is a tool for communication. A great sign not only communicates a message, but it does so in a clever and creative manner (Figures 6.25 and 6.26).

### Clean-up:

Trash collection is a necessary function in the downtown however it is best to use an “out of sight out of mind” attitude. Dumpsters and excess trash detract from a business, a neighborhood, and effectively, an approach to downtown. Trash functions should either be relocated to alleys or if this is not readily achievable they should be thoughtfully screened.

Even when a lot is not going to be utilized for an indefinite period of time it can still be cared for. Minimum cleanliness and maintenance standards/ordinances should be required and maintained throughout the historic commercial district.

### Paint:

While relatively easy and inexpensive, paint schemes should be monitored by the design committee with an eye towards respecting design guidelines and preservation ordinances. It is inappropriate to arbitrarily “freshen-up” a historic building by painting it without some regard for the building’s historic appearance. The research element must be considered; did the building ever have paint, what color(s) were used, what was the chemical composition of the paint, which materials should never be painted, how should a surface be properly prepared for paint, etc.? Please refer to the appropriate National Park Service Preservation Brief(s) and the Secretary of the



Figure 6.23: The example above illustrates how landscaping can enhance the historic downtown by softening the blow of one of the biggest intruders into the historic environment: cars.



Figure 6.24: Shown above are two good examples of banners that provide visual appeal to the Main Street district without overwhelming the historic quality of the district.

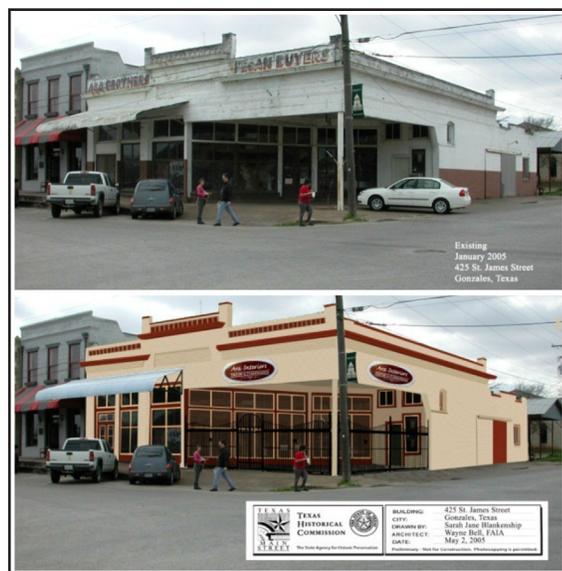


Figure 6.25: Above, a corner situation (in Gonzales, TX) where signage has been sensitively incorporated.

Interior's Standards before making any decisions regarding paint on historic buildings:

<http://www.nps.gov/history/HPS/TPS/briefs/presbhom.htm>

<http://www.nps.gov/hps/tps/tax/rhb/index.htm>

While paint color can be an expression of personal taste, it needs to be thoughtfully considered. Earth tones are most prevalent in brick, stone, and plaster. These materials should be left unpainted but can be complemented by painting brighter and more expressive colors on smaller areas of the façade such as on cast iron, wood trim, window frames and sash, signs, etc.

Below is a series of color studies that Texas Main Street provided for a building owner in another Texas Main Street community that shows a variety of color options for the owner's consideration. This design service is available for building/business owners in the Caldwell Main Street District (Figures 6.27-6.30).



Figure 6.26: Another corner situation (in Clifton, TX) where signage has been sensitively incorporated.



Figure 6.27: The above two photographs show buildings at the time of initial site visit (Gonzales, TX). The buildings were in relatively good condition and the brick masonry walls were painted. The owner was not interested in removing the paint so new paint colors were considered a viable option. The building to the right had much more intricate detailing in the upper façade so paint studies were more elaborate than on the much simpler building on the left.

Some points to remember:

- Don't paint masonry that hasn't already been painted.
- Clean and prepare all surfaces prior to painting.
- Read and follow manufacturers recommendations when using paint or stripping products.
- Obtain a range of colors and buy small quantities of paint for test patches or "mock-ups".
- Get your design committee to help building owners come up with color schemes.



Figure 6.28: Color Study 1.



Figure 6.29: Color Study 2.

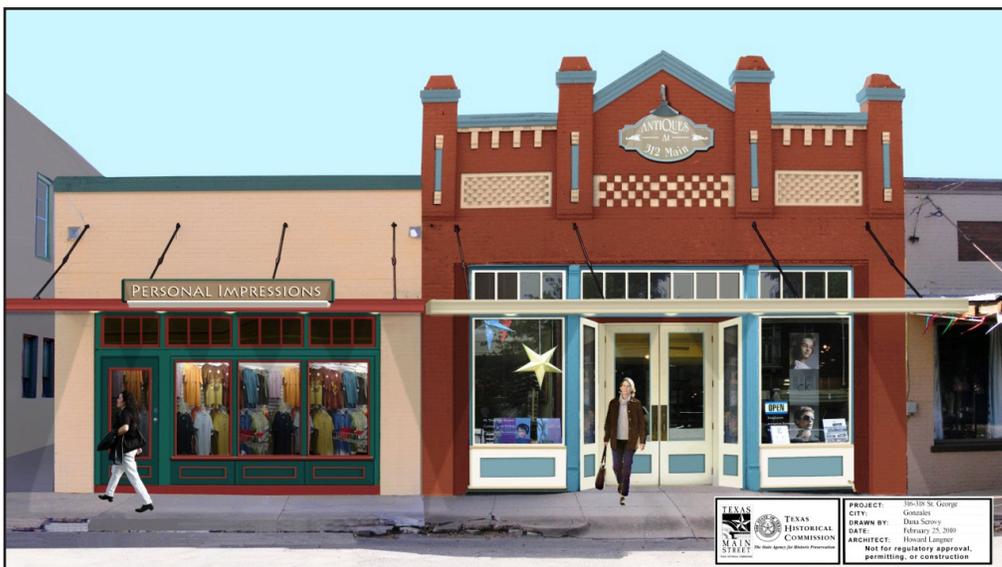


Figure 6.30: Color Study 3.

**Window display, signage, and paint:**

Of course, some buildings could benefit from attention in several categories. When the building's architecture is enhanced, there is greater potential to attract customer interest.

**Transom windows:**

Painted transom windows are found in abundance throughout every Main Street™ district. The primary reason why this happened was to control sunlight/heat infiltration. While this act solves the problem, it does not accomplish the task in a very elegant manner and the historic building façade is compromised. The most successful technique for solving the sun problem in this particular situation is to first remove all paint from glass on the exterior then paint the interior surface of the glass black. This makes it appear from the outside that the transom windows are still “open” while blocking the sun. The glass still maintains its reflective qualities from the outside. Figures 6.31-6.32 show examples where this has been achieved in other Texas Main Street towns:



Figure 6.31: In the example above, a number of improvements were made (right). The original transom windows were intact and had been painted over (look closely at picture on left).

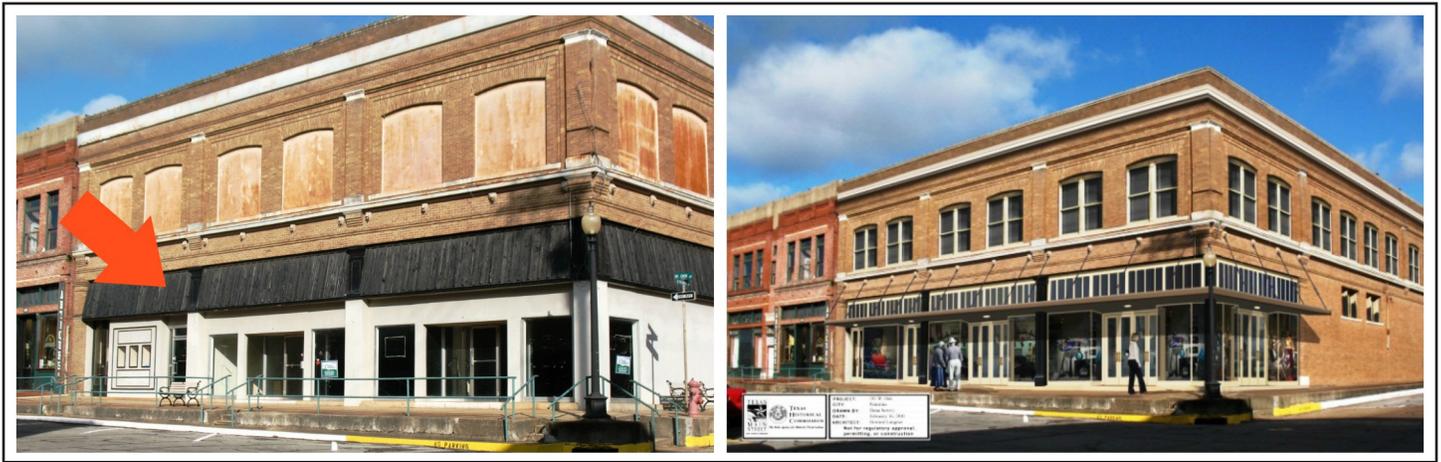


Figure 6.32: The above example also suggested a number of improvements, but again, the focus in this discussion is on the transom windows which were intact under the shallow-sloped shingle awning.

### Canopies and Awnings:

Canopies and awnings are important in the heat and glare of sunny East Texas. It should be recognized, however, that historic commercial buildings can be enhanced when awnings and canopies are in harmony with the historic integrity of a building. Should there be an interest in rehabilitating historic canopies and awnings in Caldwell an approach similar to what is shown below from a former Main Street City is recommended (Figure 6.33):



Figure 6.33: Building that had a concealed horizontal canopy and embellished façade features (Comanche, TX).

Often there is a chance that there are transom windows located within the enclosure of a add-on awning. The easiest and least intrusive method for determining the existence of historic transom windows is to look at the inside of the front wall rather than try to remove covering material from the outside. If a suspended ceiling is obscuring a clear view of the upper wall then it will be necessary to set up a step ladder, move one of the suspended ceiling panels to the side, and have a look at the wall. If the transom windows are still intact, fine, but if they are no longer in place the overall opening where they were located might still be there. With the aid of historic photographs, the transom windows can be reconstructed and the façade can begin to take on its former glory.

### Slipcovers:

A slipcover, when it is referring to historic commercial buildings, is a covering, usually on the primary (front) façade of a building that obscures original façade features such as windows, cornice, entablature, and base wall details. The slipcovers were (and unfortunately still are) used to prevent solar heat and light infiltration as well as attempt to modernize the appearance of the façade. Over time, people have come to realize the beauty of the historic facades that are often still hidden behind these coverings. They have also come to realize that there are much less destructive methods of achieving protection from solar infiltration such as solar shades, solar film, and film shades.

A slipcover removal can make a dramatic difference in a building's appearance and the appearance of its immediate surroundings. Granted, many times what is lurking beneath the slipcover is not much better and is often worse than the slipcover itself, but when it is confirmed that the slipcover removal will improve the situation, it can have a tremendous impact. It is also important to address damage to the primary masonry wall behind the slipcover; if the slipcover was installed to "cover up mistakes" now would be the time to correct those mistakes (usually poor repointing or structural cracks that require partial wall reconstruction). Below are a couple of examples of similar slipcover removal projects in other current and former Texas Main Street Cities:



Figure 6.34: A before and after of a slipcover removal in Comanche, TX.

In the example shown above, notice that even though the historic façade and transom windows were intact, it is not a simple affair removing a slipcover. The horizontal canopy required shoring (support) during the removal process and although the brick and mortar appear to be in relatively good condition, the wooden transom window elements will require a substantial amount of repair. The canopy supports (tie-rods) will also need to be inspected and tested for structural integrity. In the end, however, it is safe to say that the slipcover removal was worth the time and expense for the owner.



Figure 6.35: A series of photos showing the process involved in a more elaborate slipcover removal and façade restoration/rehabilitation in the Texas Main Street City of Livingston.

In the Livingston example above, it is easy to see how involved a slipcover removal can become, especially when substantial façade reconstruction is involved. The process started off by comparing existing conditions to historic photographs of the building. It was recognized right away that the pediment (the triangular portion at the top of the façade) was no longer part of the façade (it wasn't tall enough and it could be seen missing from the roof level). An inspection from within the building on the second floor revealed that the slipcover was attached far enough off of the historic façade that all of the original elements were still intact (ledges, sill, lintels, entablature, etc.). The building owner decided from the outset to remove the slipcover and rebuild the missing pediment. A rendering was created by the Texas Main Street Center and slipcover removal commenced shortly thereafter. The building owner and the Livingston community have been very pleased with the end result.

### **Adaptive Reuse:**

Speculation about the future potential of “white elephants” has no limit; these buildings can be adapted for uses ranging from residential to cultural (museums) to institutional (offices). Of course, speculation hits a roadblock when faced with economic reality. There needs to be an interest by the owner to either develop the property or release the property for development. From a design perspective almost anything is possible; from an economic perspective, it is understood to be an entirely different story.

### **LONGER TERM PROJECTS**

Long term goals should not be considered until the Caldwell Main Street Program Design Committee has had time to mature. The level of complexity of long term goals requires a more sophisticated knowledge of preservation, access to funding, the ability to create important alliances, and “buy-in” from the community.

Usually, the types of projects that fall into this category include streetscape improvements (sidewalks, curbs, handicapped accessibility features, repaving, lighting, directional signage), park projects (walking/biking paths, rails to trails), and more complex building projects (larger buildings or groups of buildings that might be eligible for federal tax credits).

### **Preventing Demolition of Historic Resources:**

A long lecture is not required here. Suffice to say that historic resources are irreplaceable. There are a multitude of reasons why old buildings are not worth saving but none of these reasons make sense when you are looking at the empty ground where the old buildings used to stand. A successful historic preservation program such as Main Street relies upon an understanding and agreement that historic resources will be protected. The first place to start in this effort is a concerted effort to provide preservation education for the community followed by the establishment and adoption of **design guidelines and preservation ordinances** tailored to the specific needs of Caldwell.

**Design Guidelines** seek to preserve and protect the significant and defining architectural details of historic structures and spaces. Design guidelines can work closely with a preservation ordinance to help guide the sensitive treatment of historic structures. Consider developing, enhancing, and implementing building and sign design guidelines and a maintenance ordinance for the downtown historic commercial district. This may be a voluntary process or an enforced process, either way, they emphasize the importance of preserving and rehabilitating historic buildings appropriately.

**A local historic preservation ordinance** is one of the best ways to offer protection for historic sites and structures. Such an ordinance gives the community the ability to recognize and then offer protection for resources that are significant to the history of the city. Pursue crafting and enacting a local historic preservation ordinance under which historic landmarks and districts may be designated for protection. The **Certified Local Government Program** (CLG) at the Texas Historical Commission can assist in preparing local historic preservation ordinances. Encouraging and ensuring the proper treatment of a building's character-defining features such as storefronts, window openings, historic awnings, and building materials is essential to maintaining the authenticity and integrity of the structure. Ordinances can also address new construction in an historic area by encouraging compatible and

sensitive building design. Historic residential districts surrounding the downtown area might also be considered for historic district designation.

### **Getting Building Owners to Work on Their Buildings:**

Caldwell is a unique place. It has assets that can be found no place else. But it is also similar to many other towns around Texas in that it is going to be difficult to motivate people to work on their buildings.

Every Main Street manager wants to encourage building owners to renovate or rehabilitate their historic downtown buildings and invigorate their businesses. The hurdles are almost too numerous to mention; owner's lack of interest, lack of money, lack of customers, lack of inventory, lack of merchandising concept, lack of business plan, lack of reliable business hours, abundance of deceased pigeons or bats in the display cases, moldy wallpaper, scantily-clad mannequins from the 1960's, plywood-sheathed display windows, metal slipcovers, bricked-up window openings, poor customer service, inferior products, deteriorated acoustic tile ceilings, skylights with broken glass, partially collapsed walls or roofs, and so on. Good design cannot take care of all of these problems, but it will get customers in the door. The Caldwell Main Street Board members and design committee must persuade building owners to work on their buildings by explaining that an attractive building, a quality renovation, can grab the attention of prospective customers. It isn't enough to suggest that fixing up an old building is a thoughtful civic gesture. Building owners can't be expected to spend their time and money renovating when there is little hope of making any return on their investment. Savings, low interest loans, or grants usually fund improvements. Grants, however, are usually difficult to obtain. Building owners have also leased-out previously unused portions of their buildings in order to increase cash flow or have taken advantage of tax credits to help defray costs. Building owners need to understand that renovations and maintenance should be regarded as necessary business expenses, along with inventory, payroll, and advertising. It is important to emphasize the role that the building's appearance plays in an overall business strategy. Explain how fixing up the building, in-and-of itself, is a meaningless exercise unless there is a coordinated effort to provide good customer service and good products along with an attractive physical environment. Of course, the building owner must exhibit some initiative, some desire, to run a quality business. The Main Street manager, the design committee, and the Main Street staff can provide encouragement, incentives, and technical assistance, but the building owner must make the biggest commitment towards the success of his/her business. The owner must place the renovation of their building into the context of the entire historic district of the town. Above all else, the owner and the rest of the building owners must appreciate that the unique heritage of Caldwell, the authenticity of its historic commercial district, and its unique buildings give the community a sense of place that attracts visitors, connects the city to its past, and improves the quality of life for its residents. People must come to understand that protecting these historic resources will be a key element in the success of the city's revitalization efforts for its downtown district and the entire community.

### **Getting the Public Involved in Design Issues:**

#### **Activities**

It is essential for the Caldwell Design Committee to keep the community informed and involved. The best way to do this is to create an on-going program of activities that help interested parties become familiar with the Main Street district's unique character and assets. A few activities that have proven popular in other Main Street communities include:

#### **Walking tours and brochures**

An architectural walking tour and brochure would generate interest in the Caldwell Main Street district.

#### **Library events**

The local library is a veritable treasure trove for the Caldwell Main Street design committee; not only are there historic photographs, newspapers, and memorabilia, there are people running the library who have an interest in the town's history and often a passion for getting other people interested as well. As mentioned earlier, one of the first places to start when considering a building rehabilitation is by researching historic photographs of the property;

covered transoms, missing architectural features, vacant properties, and overall street views that are available at the library can fill in the gaps and get the project off on the right foot.

### **Site visits from the Texas Historical Commission**

The staff of the Texas Historical Commission is eager to assist the public with all of the programs the Commission offers. Lectures, tours, site visits, or seminars can be developed with Caldwell's specific interests in mind.

### **Excursions to nearby Main Street towns:**

One of the best resources for the Caldwell design committee is the wisdom that can be obtained from nearby Main Street programs (Del Rio, Kerrville, Sonora). There is no need to reinvent the wheel and you can learn from other's triumphs as well as mistakes. It is especially useful to see how the design committees in these other towns planned its short and long term goals; did they embark upon banners, planters, or simple façade restorations? Did they have a façade grant program in place? How useful was a low interest loan in getting rehabilitations underway?

### **Technology**

The internet is a proven tool for obtaining useful preservation information. The Texas Main Street Center design staff can guide your search for information related to design guidelines, maintenance techniques, preservation-friendly products, maintenance videos, and webinars.

### **Resource Library**

The Caldwell design committee should establish a Main Street resource library for building owners, contractors, and craftspeople. Approved product samples and brochures, literature from state and federal agencies, National Main Street Center videos and books, and a local referral service can work out of the resource library.

As mentioned earlier, it is important for the design committee to maintain a presence in the community with relevant projects that are organized and carried out by committee members and other interested volunteers. Here are some suggestions to get the ball rolling:

### **Building and Historic Resource Inventory**

The building inventory, when used as a comprehensive planning tool, is a working document that holds valuable information regarding building statistics such as date of construction, square footage per floor, method of construction, history of owner/builder/architect, past and current uses, lease information such as per square foot income, and market availability.

### **Local Newspaper Column**

A talented writer can be a tremendous asset to the Caldwell Design Committee. In addition to keeping readers abreast of ongoing preservation projects, the column can serve as a source of information on preservation, architectural history, and important maintenance techniques.

### **Identify the Building**

One very popular event that has met with success is a series of contests that involve identifying unique architectural details throughout the downtown. It works like this: various photographs of architectural features are displayed in the newspaper, Main Street office, or some other central location and participants are challenged to seek out the location of the details in order to win a prize. The value of this contest is, of course, to get folks to take a closer look at the architectural history that surrounds them and get them interested in preserving it.

### **Other Divisions and Programs within the Texas Historical Commission (THC):**

The Texas Main Street Center design staff works closely with a wide variety of professionals from diverse backgrounds in order to meet the needs of Main Street design committees. Virtually every project that the Caldwell Design Committee will become involved with will involve one or more preservation disciplines; a proposed park in the historic downtown may contain archeological finds that will need to be carefully investigated and managed.

The design committee may find that building owners are reluctant to undergo rehabilitation projects without the commitment to historic preservation that is demonstrated by adopting design guidelines and preservation ordinances as part of becoming a Certified Local Government. Caldwell is located in the Piney Woods Region of East Texas. The design committee can directly benefit from this program by beginning to think about Caldwell as part of a region rather than an isolated entity. Design Committee members usually get very excited about the prospect of historic markers within the community, whether they are Recorded Texas Historic Landmarks (RTHL), National Register, or local designations. Markers are a highly visible means to record, announce and celebrate history in the community. Caldwell has gotten started in the effort to bring markers to the town but there is room to expand this initiative. Each of these Programs is described in more detail elsewhere in this report.

### **Training Opportunities:**

Training is another major component for the success of the Caldwell Design Committee. It is tough for people who are dealing with design-related topics to get the information they need from books and websites alone. Opportunities to obtain experience and meet “like minds” are discussed elsewhere in this report but below are opportunities specifically geared towards members of the Main Street design committee:

Association for Preservation Technology International conference; highly technical architecture and engineering topics. <http://aptconference.org/>

League of Historic American Theaters conference. [http://www.lhat.org/conference\\_theatre.asp](http://www.lhat.org/conference_theatre.asp)

Traditional Building conference; focus is on building trades involved in historic preservation topics. <http://www.traditionalbuildingshow.com/index.shtml>

Society for Commercial Archeology; devoted to the culture of roadside architecture and artifacts. <http://www.sca-roadside.org/>

### **Some Final Thoughts about Design Issues in Historic Caldwell:**

It is very important that the Caldwell Design Committee be as open and visible about Main Street Program problems as it is with Main Street Program opportunities; remember it is only possible to fix a problem after it has been identified.

Be patient, do your research, and keep moving forward!

*The author of this section was Howard Langner, Architect, Texas Main Street Program, a division of the Texas Historical Commission.*

## Chapter 7: Planning

The Texas Main Street Program recently added a professional planner to their staff to assist in developing the Courthouse Square Initiative. This position is also available to provide planning assistance to Main Street cities. During the TMSP Resource Team visit in June, there was some interest expressed in downtown planning. This section of the report is intended to provide more in-depth information about the planning process, how it might work in Caldwell and some preliminary general planning observations. A planning process is simply building community consensus around a vision for the physical environment in downtown and then strategically implementing projects to turn the vision into reality.

Downtown planning is typically one component of a comprehensive city-wide approach to managing land use and development. Caldwell is a general law city (population under 5,000) and has not yet chosen to complete a city-wide comprehensive plan and implement a zoning ordinance. However, the city's population increased nearly 20 percent between 2000 and 2010, and with the expected continued influx of people, activity and dollars from the oil and gas industry, it may be a good time to think comprehensively about land use in Caldwell.

A downtown plan would be the city's first step towards managing land use and development patterns (Figure 7.1). This could be a challenging project for Main Street, but a physical plan for downtown would serve as a key tool to identify important projects and keep all constituents focused on the end goal of revitalization. It also communicates the message to political leadership that downtown is important and should be prioritized in policy and budget decisions. To that end, a plan will only be effective if it is created from a community-guided effort with broad and diverse citizen representation. In addition, it is essential that there is a political champion to help guide it through the process. The TMSP Resource Team did observe a large amount of community participation and involvement during the visit; it is possible a plan could be one of the right first projects Caldwell Main Street. However, there is some concern that Caldwell may lack the necessary political champion needed for a downtown plan.

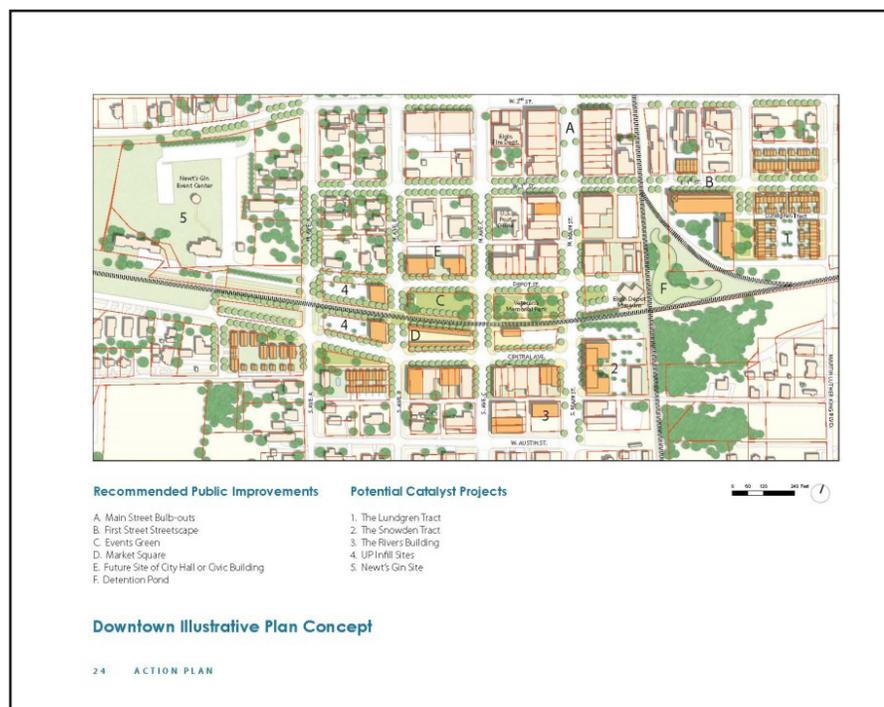


Figure 7.1: Downtown master plans vary in their complexity but all include extensive community participation with the goal of creating a vision for physical improvements in downtown. The Sustainable Places Project completed a downtown plan for Elgin, Texas in 2013 resulting in an illustrative plan concept identifying recommended public improvements and potential catalyst development projects.

## DOWNTOWN PLANNING IN GENERAL

A downtown plan must be visionary enough to excite the community, but realistic enough to be accomplished with available community resources. The plan should be based on market realities and existing conditions downtown. The plan also should build on the interests and desires of the existing leadership and volunteer base.

A downtown plan can be a complex, lavishly illustrated, detailed document or it can be a simple, concise list of community goals and strategies to help you get where you want to be. Regardless of the sophistication, the most effective plans have a large number of stakeholders involved in their creation. Adopted master plans with significant stakeholder participation and support, in turn, have significant political support. Implementing a plan in a favorable political environment makes it easier to secure funding for and move quickly to complete projects.

There is no real secret to a good downtown master plan. In fact, they all look similar. The elements commonly included are:

- Enhancing identity and ensuring authenticity
- Fostering business development
- Creating effective connections, transportation options and parking management
- Implementing urban design standards that unify the pedestrian experience
- Implementing development standards that will result in compatible redevelopment and infill
- Creating a downtown management framework to maintain focus on and secure funding for downtown revitalization efforts over time

## WHAT KIND OF PLAN WOULD WORK IN CALDWELL?

**Recommendation 1: It is recommended that Caldwell use a simpler plan format, sometimes referred to as a downtown development plan. The chapters of the plan would include a vision statement and planning goals; an inventory of buildings and land uses; an assessment of traffic, circulation and parking; key development opportunities; and a phased implementation strategy.**

Caldwell could choose to hire a consultant team to complete a downtown master plan, but the cost of such a contract may be prohibitive. There are simpler formats that can be completed with select assistance from consultants or potentially a graduate level class project. Either way, Caldwell's Main Street Advisory Board and volunteers should play a leadership role in the downtown master planning process.

The recommendation for Caldwell is to use the format of a downtown development plan, rather than a full-scale downtown master plan which may include additional studies like a branding report, full market analysis, detailed engineering studies for storm water management, etc. A downtown development plan usually involves the detailed study of key sites and focuses on removing barriers that are inhibiting redevelopment activities on those sites. It can be executed in small and more rural towns without an existing planning department. The benefits of this format include the ability to turn specific ideas (about buildings, public spaces and streets) into planning goals and build community consensus around those goals. Many of the design team recommendations would be very effective planning goals. The other major benefit is that the plan prioritizes how and where to strategically target public investment to help spur private investment. For example:

- Use city owned property to attract a needed use for downtown;
- Improve sidewalks and amenities in places you want to generate pedestrian and retail activity;
- Select a catalytic project for downtown – new public gathering space or infill development; and
- Consider specific incentives to attract a cluster of businesses to a new mini-district.

## DOWNTOWN DEVELOPMENT PLAN RECOMMENDED OUTLINE

Below is the recommended outline for a downtown development plan.

- I. Vision Statement and Planning Goals
- II. Inventory of Existing Land Use Types, Property Values, and Historic Features and Integrity
- III. Assessment of Transportation, Circulation and Parking
- IV. Development Opportunities
- V. Phased Implementation Strategies

Each section is discussed in more detail on the following pages.

### *I. Vision Statement and Planning Goals*

This work is already underway as a result of the Main Street efforts – downtown survey, etc. Additional public outreach would be necessary, but this is the fun part! Recommendations for possible planning goals are:

### PLANNING GOAL 1. WELCOME AND DIRECT TRAFFIC FROM HIGHWAY 21 AND HIGHWAY 36 TO DOWNTOWN WITH WAYFINDING SIGNAGE



Figure 7.2: Good wayfinding is essential to welcoming and directing visitors. It is essential Caldwell attract travelers from Highway 21 and Highway 36 to downtown in the future.

PLANNING GOAL 2. CONNECT DOWNTOWN TO RESIDENTIAL AREAS WITH PEDESTRIAN IMPROVEMENTS



Figure 7.3: Access to downtown should be easy and welcoming for residents as well. This can be accomplished by improving sidewalks and lighting on major streets that lead from the residential areas into downtown.

PLANNING GOAL 3. CREATE A PUBLIC GATHERING SPACE DOWNTOWN.

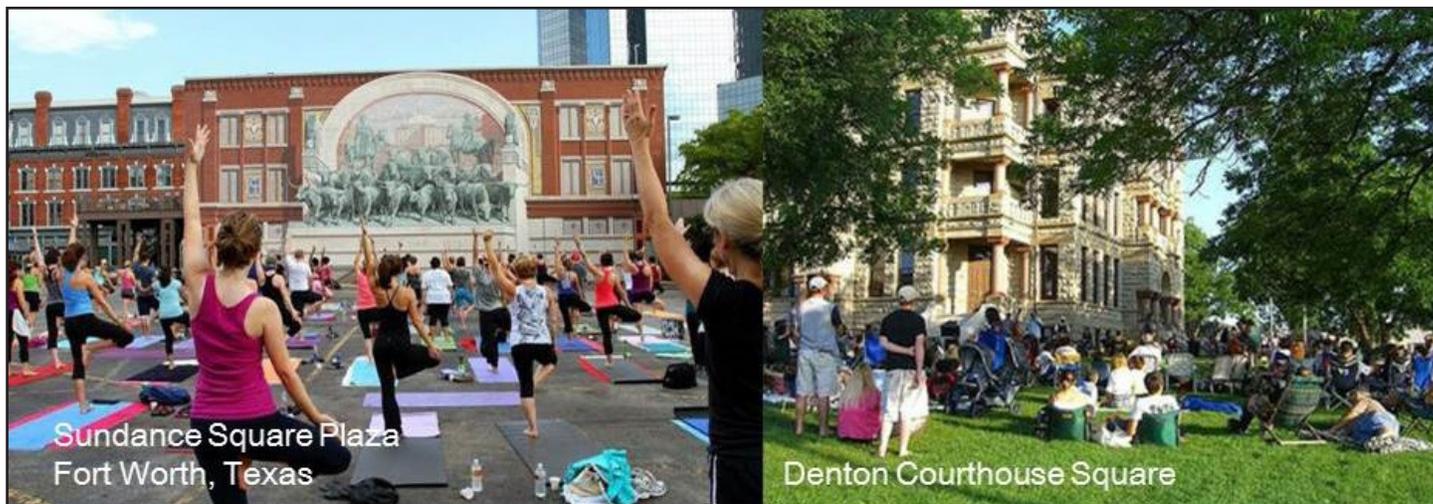


Figure 7.4. Downtowns receive much benefit from low-cost, high-impact public gathering spaces. When well-designed and well-programmed, these spaces provide a comfortable spot for social, cultural and political activities—they can become the true town center. Caldwell should plan now for a public gathering space in downtown.

**PLANNING GOAL 4. BETTER MANAGE PARKING ON THE COURTHOUSE SQUARE TO BENEFIT RETAILERS.**



Figure 7.5: All downtowns work to balance parking demands of employees, property owners and those visiting downtown to shop and dine. Caldwell has plenty of parking spots and convenient larger lots off the Square. Simple management strategies like parking directional signage, shown here in McKinney, can help to alleviate any current and future parking issues.

**PLANNING GOAL 5. PRIORITIZE COORDINATED STREETSCAPE IMPROVEMENTS IN MAIN STREET CORE WHERE RETAIL RESTAURANT AND ACTIVITY IS DESIRED.**



Figure 7.6: Successful downtowns prioritize pedestrian-friendly streetscape improvements and make the investment. McKinney doubled and tripled the width of their sidewalks around the Square, removed one lane of traffic and installed an abundance of trees and planters using a bond election to pay for the project.

**PLANNING GOAL 6. USE INCENTIVES TO ATTRACT RESTAURANT AND ENTERTAINMENT USES TO A MINI-DISTRICT.**

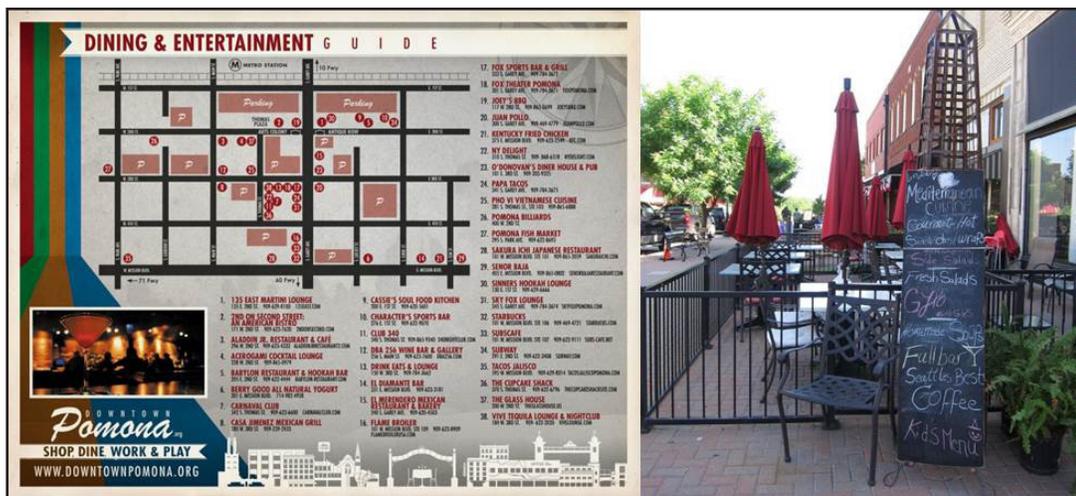


Figure 7.7: Caldwell citizens have already expressed a desire for more restaurants, especially family-friendly ones. Targeting improvements (extra wide sidewalks), incentives and promotional activity (Main Street events) in a small area of downtown can help attract this type of use.

PLANNING GOAL 7. ENCOURAGE THE DEVELOPMENT OF QUALITY RESIDENTIAL (SINGLE FAMILY AND SMALL MULTI-FAMILY UNITS - DUPLEX/FOUR-PLEX) IN THE MAIN STREET CORE AND WITHIN WALKING DISTANCE OF DOWNTOWN TO SUPPORT MORE DOWNTOWN COMMERCIAL.



Figure 7.8: There is evidence that the influx of workers and income due to the oil and gas industry is creating new housing demand in Caldwell, even in the historic core area as seen in this small multi-family project on E. Buck Street (on right). The opportunity to bring more people and housing units to the downtown area is an exciting one, as downtown residential is essential to supporting downtown retail and commercial activity. Caldwell should capitalize on this opportunity by inventorying all available land, pro-actively working with small housing developers, and implementing some standards to ensure the city receives a quality product that will last over time, even if the oil activity diminishes.

PLANNING GOAL 8. DRAFT DEVELOPMENT ORDINANCE TO ENSURE COMPATIBLE INFILL, REDEVELOPMENT AND PRESERVATION OF HISTORIC STRUCTURES.

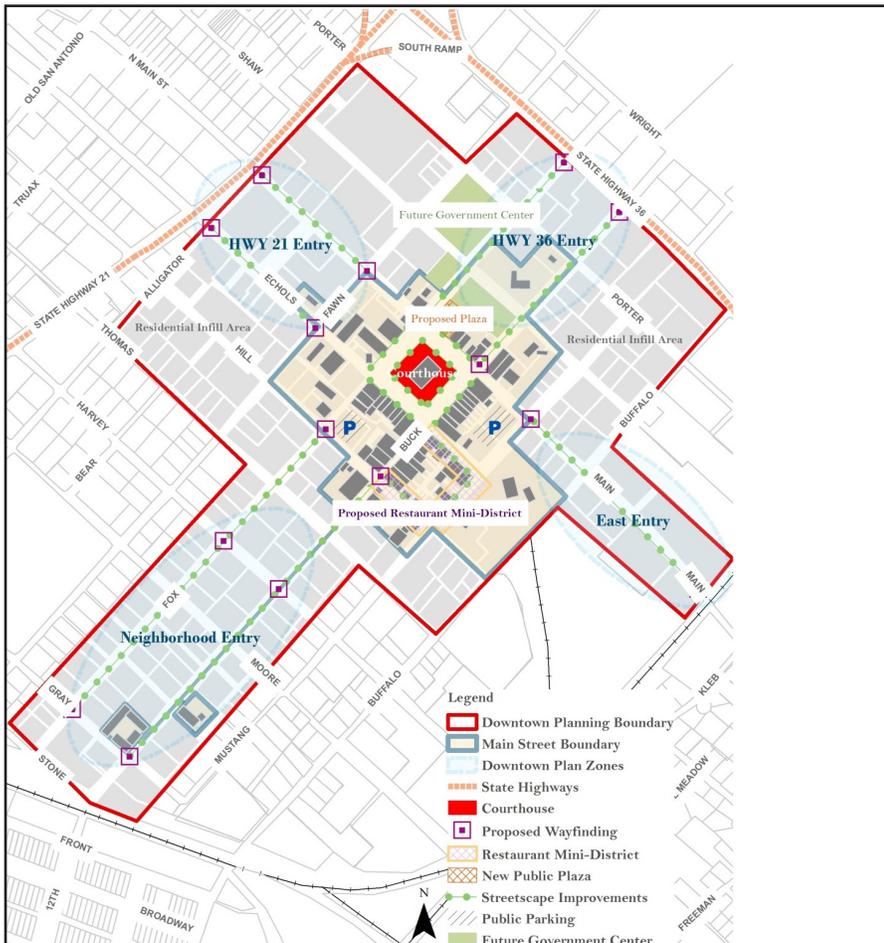


Figure 7.9: Proposed Caldwell Downtown Planning Boundary and Development Opportunities

*II. Inventory of Existing Land Use Types, Property Values, and Historic Features and Integrity*

This is something the Design and ERC committees can complete together. It is important to demonstrate the long-term value property owners gain by sensitively rehabilitating their historic buildings. It is also important to demonstrate the assessed value by land use type. For example, the average downtown commercial property value in McKinney’s Main Street District/Historic District in 2013 was \$72/sq ft which was more than three times the average for commercial property elsewhere in the city (\$23/sq ft).

*III. Assessment of Transportation, Circulation and Parking*

This would require some technical assistance, either from a Texas A&M graduate level planning class or THC planning assistance.

*IV. Development Opportunities*

Often a planning area is divided into district or zones and projects are then identified and prioritized in each zone. See Figure 10 for conceptual suggestion for the planning boundary, the Main Street district boundary and the zones that contain specific development opportunities.

Many opportunities have been identified by the THC Design Team in their recommendations. A charrette or big ideas public workshop is often used to hone in on the projects that resonate most with the public and stakeholders. It is helpful to use a designer to illustrate a concept plan with key sites, much like the renderings already provided by the THC Design Team.

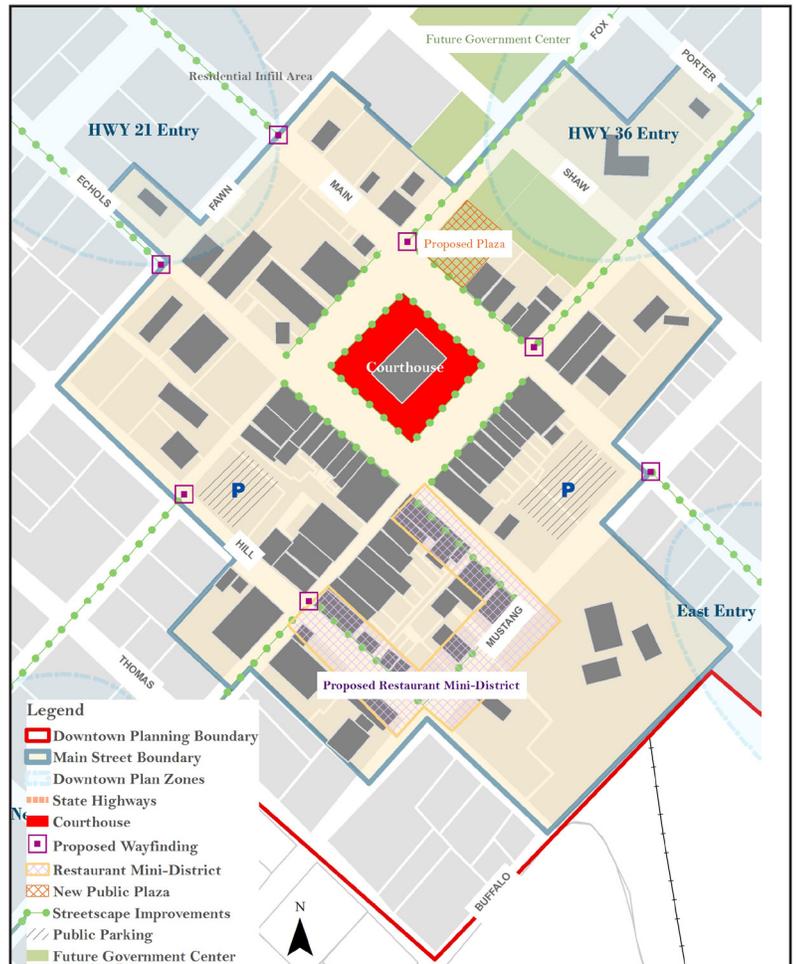


Figure 7.10: Main Street Boundary with proposed development opportunities

Below is a list of development opportunities identified during the resource team visit and organized by zones within the planning boundary:

Highway 21 Entry Opportunities

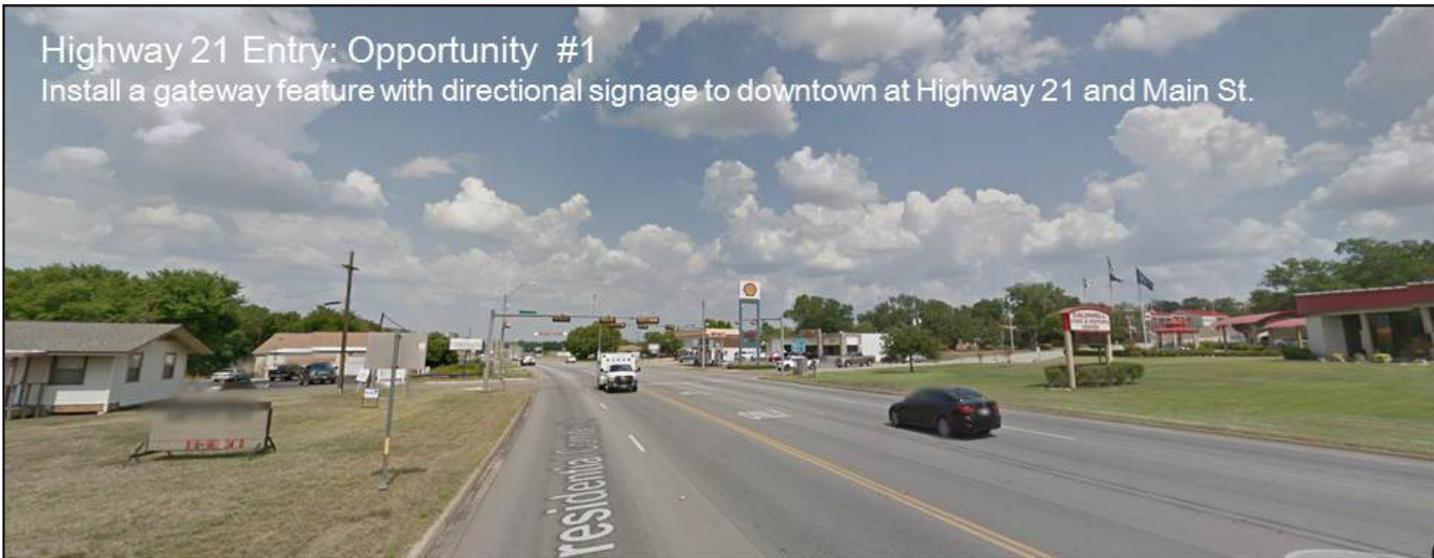
1. Install a gateway feature with directional signage to downtown at Highway 21 and Main.
2. Improve sidewalks and pedestrian amenities along Main and Echols.
3. Identify potential vacant residential lots for redevelopment.

Highway 36 Entry Opportunities

4. Install a gateway feature with directional signage to downtown at Highway 36.
5. Improve sidewalks and pedestrian amenities along Buck and Fox.
6. Design pedestrian path with wayfinding from Courthouse Square to planned city hall and county government center.
7. Identify potential vacant residential lots for redevelopment.

Neighborhood Entry Opportunities

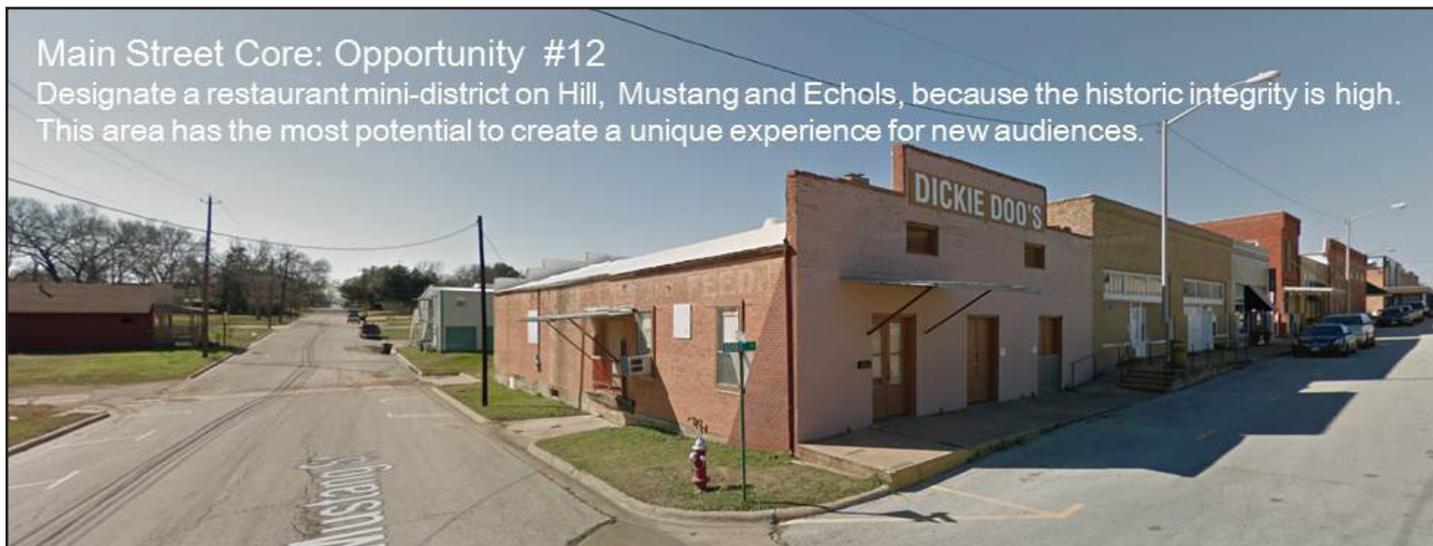
8. Install continuous sidewalks and pedestrian lighting along Fox and Buck.
9. Install directional signage to downtown and to Main Street Businesses on south end of district.
10. Install playful features like art and games in landscaping areas to encourage walking.



Main Street/Commercial Core Opportunities

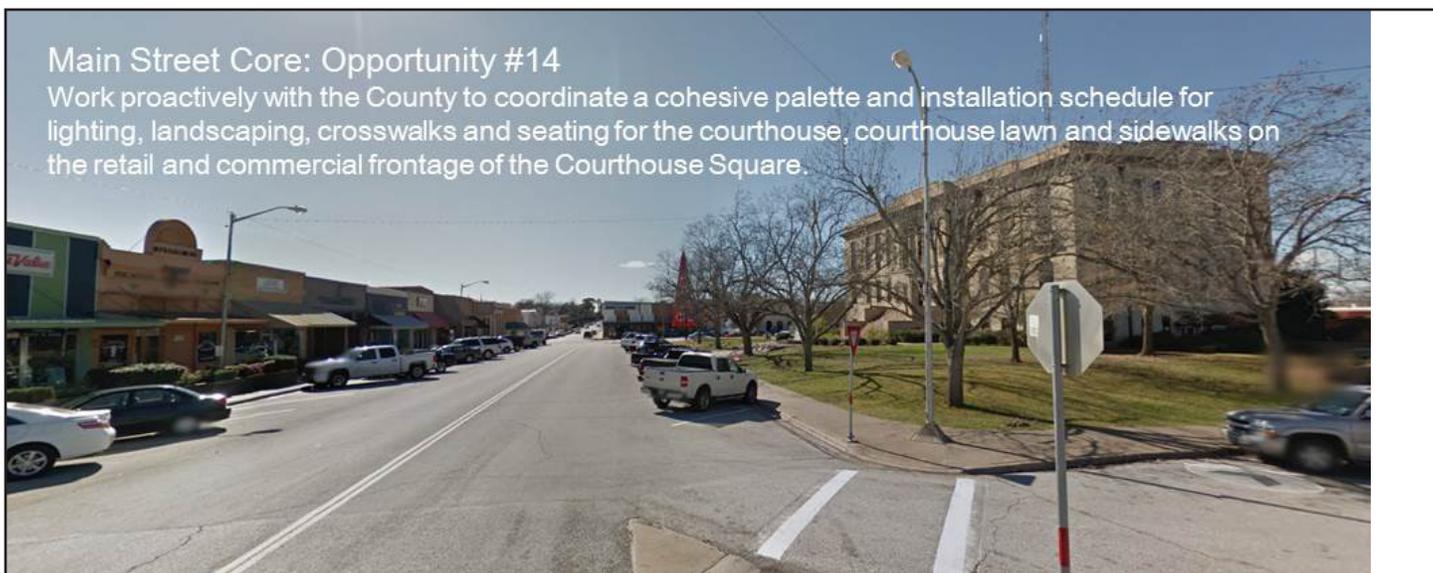
11. Build public plaza/park at vacant lot on corner of Main and Fox. Design as extension of new government center to connect the Courthouse Square with this new activity center.

12. Designate a restaurant mini-district on Hill, Mustang and Echols, because the historic integrity is high. This area has the most potential to create a unique experience for new audiences. Prioritize streetscape improvements, install extra-wide sidewalks, create a streamlined permitting process, and allow private removable improvements by-right on sidewalks (tables, chairs, flower pots), and give priority to restaurant and entertainment businesses for any incentive program.



13. Provide easily recognizable parking signs at each lot and adequate directional signage.

14. Work proactively with the County to coordinate a cohesive palette and installation schedule for lighting, landscaping, crosswalks and seating for the courthouse, courthouse lawn and sidewalks on the Courthouse Square.



15. Consider coordinating with County to complete restoration of Burlson County Courthouse. More information is available on the Courthouse Preservation Program through the Texas Historical Commission.

### *V. Phased Implementation Strategies*

This step requires commitment from city staff and all stakeholders. It will also require identifying the appropriate financing methods for each project. The THC economic development specialist or outside consultant can assist in specific financing methods including the creation of a Tax Increment Finance District. Additionally, one of the outcomes of a plan might be a downtown development ordinance to guide building, signage and land use decisions in downtown. It may also be the right time to implement historic preservation design guidelines and design review.

## **GETTING STARTED**

**Recommendation 2: It is recommended if Caldwell chooses to pursue a downtown plan, that a steering committee with significant Main Street representation be appointed by City Council to determine the planning boundary, the planning process, timeline and budget.**

If Caldwell chooses to proceed with a downtown planning process, the first few steps to consider are outlined below.

### *1. Form a Committee*

A steering committee would be appointed by City Council to guide plan development. This could be your Main Street board, one of the committees, or a larger community group with good Main Street representation.

### *2. Determine the Planning Boundary*

The downtown planning boundary can and should be larger than the Main Street boundary. The Main Street area should be the focus of the plan, but it is equally important to plan for the entry points into downtown and to ensure compatible redevelopment in adjoining residential neighborhoods. For example, there is an opportunity for small multi-family units to be constructed on infill lots near downtown, which can help to boost commercial activity downtown.

### *3. Design the Process and Timeline*

The Steering Committee should determine the appropriate process and timeline and make a recommendation to City Council on how to proceed. A more elaborate plan would necessitate the hiring of a consulting firm, or the committee may decide to move forward with a simpler, community-driven format working with THC staff, or a Texas A&M planning class.

## **ADDITIONAL PLANNING RESOURCES**

### **Selected Websites:**

American Planning Association

[www.planning.org](http://www.planning.org)

American Planning Association – Texas Chapter

<http://www.txplanning.org/>

Congress for New Urbanism

<http://www.cnu.org/>

Project for Public Spaces

[www.pps.org](http://www.pps.org)

Sustainable Places Project

[www.sustainableplacesproject.com](http://www.sustainableplacesproject.com)

**Reports and Manuals:**

Adaptive Streets: Strategies for Transforming the Urban Right-of-Way

[http://issuu.com/schwin/docs/14\\_04\\_26\\_adaptivestreets\\_final](http://issuu.com/schwin/docs/14_04_26_adaptivestreets_final)

Designing Walkable Urban Thoroughfares: A Context Sensitive Approach

<http://www.cnu.org/streets>

Older, Smaller, Better: Measuring how the Character of Buildings and Blocks Influences Urban Vitality

<http://www.preservationnation.org/information-center/sustainable-communities/green-lab/#.U8VQpfdV8E>

**Downtown Plans for Reference**

City of Brenham, Texas, Downtown Master Plan – Adopted 2012

Consultant Team: Mesa

[http://cityofbrenham.org/communityservices/documents/mainstreet-masterplanning-draft\\_report-20120503.pdf](http://cityofbrenham.org/communityservices/documents/mainstreet-masterplanning-draft_report-20120503.pdf)

City of Elgin, Texas, Sustainable Places Project Report – Adopted 2013

Consultant Team: The Sustainable Places Project

<http://elgin.sustainableplacesproject.com/>

City of McKinney, Texas, Town Center Study Initiative – Phase 1 Report and Illustrative Plan Adopted 2008

Consultant Team: Gateway Planning

<http://www.mckinneytexas.org/index.aspx?NID=295>

City of Waxahachie, Texas, Downtown Strategies – Adopted as part of 2007 Comprehensive Plan

<http://www.waxahachie.com/Images/City/images/PZComprehensive%20Plan/Chapter%20Six%20Downtown.pdf>

Project managed by city staff.

City of Leavenworth, Washington, Downtown Master Plan – Adopted 2009

<http://cityofleavenworth.com/city-government/development-services-department/regulations-plans-resources/downtown-master-plan/>

Project managed by city staff.

City of Mosinee, Wisconsin, Downtown Development Plan – Adopted 2011

[http://www.ncwrpc.org/marathon/mosinee/Final%20DT%20Mosinee%20Plan\\_OnWebVersion%20Dec2011.pdf](http://www.ncwrpc.org/marathon/mosinee/Final%20DT%20Mosinee%20Plan_OnWebVersion%20Dec2011.pdf)

Project completed by city with assistance from the North Central Wisconsin Regional Planning Commission.

*This author of this section was Emily Koller, Planner, Courthouse Square Initiative, Texas Historical Commission.*

## Chapter 7: Appendix

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## Appendix A: History of Caldwell

From the Handbook of Texas Online

CALDWELL, TEXAS. Caldwell, the county seat of Burleson County, is at the intersection of State highways 21 and 36, in the center of the county. In 1840, when the Texas Congress annexed to Milam County all of Washington County north of Yegua Creek and west of the Brazos River, Caldwell was designated as the county seat of a new county to be formed. The proposed town, surveyed by George B. Erath and named for Mathew Caldwell, was laid out parallel to the Old San Antonio Road and west of Davidson Creek; the site encompassed a settlement founded by Lewis L. Chiles. Until Burleson County was organized in 1846, Caldwell served as the county seat of Milam County.

By 1856 the population of the town was 300, and the Caldwell House, known as one of the finest hotels in Texas, was the rendezvous of westward-bound travelers on the Old San Antonio Road. Caldwell also had a post office, male and female academies housed in the Masonic building, Baptist and Methodist churches, seven general stores, a saloon, a blacksmith shop, a livery stable, and a fine red-brick courthouse. By 1878 Caldwell had its own newspaper, the Caldwell Register, and by 1886 the town owned a fine hearse, “kept for the service of the community” by a local livery stable. It also had a bottling works and an ice house.

In 1880 the Gulf, Colorado and Santa Fe Railway built its main line through Caldwell and located the depot a half mile from the courthouse square. Caldwell soon became an important shipping point for the county. Gins, a cottonseed oil mill, and wholesale groceries were added by 1900, and by 1905 six passenger trains arrived daily. In 1912 the Houston and Texas Central, now the Southern Pacific, built a line from Hearne through Caldwell to Flatonia, where it joined a line to the west coast. Freight and passenger service on this line began in 1913. Although passenger service has been discontinued, Caldwell is still served by these two major railroads and Central Freight Lines. Passenger service, both north and south and east and west, is now provided by Kerrville Bus Lines.

Caldwell was incorporated in 1891 with a mayor-council form of government. The city maintains a library (established in 1976 and a member of the Texas Library System), a municipal airport (dedicated in 1968), five parks, and equipment and housing for a Volunteer Fire Department, organized in 1886. The first school of record was a Male and Female Academy advertised in 1844. In 1852 the Masons opened a Masonic Institute (for males) and in 1855 a Female Academy. By 1872 the Masons had given permission for their building to be used for “free school purposes.” The first public school built with tax money was erected in 1882 by the county school district. This school came under the supervision of the city in 1891 and remained there until 1923, when the citizens voted to establish an independent school district. In 1990 the Caldwell ISD, the largest in the county, had four campuses and 1,651 students.

During the Reconstruction period, a company of State Police was stationed in Caldwell. A company of the Texas National Guard, Company E, was headquartered in Caldwell from 1898 through 1940, when it became part of the Thirty-sixth Infantry Division. Caldwell was the smallest town in Texas to have a full infantry company; its soldiers were all volunteers from Caldwell, Somerville, and the rural parts of the county. Many of these men were captured by the Germans at Salerno, Italy, in 1943 and were prisoners of war until the Germans surrendered in 1945.

The population of Caldwell, which was 2,165 in 1940, remained static until the 1970s, when oil was discovered in Burleson County. In 1990 the population was 3,181, and in 2000 it had grown to 3,449. At that time the town was a supply point for the agriculture and livestock industries and the oilfields in the county. The Burleson County Industrial Foundation, organized in 1961, and the Chamber of Commerce have been responsible for locating four manufacturing plants and twelve oil-related industries in the town. The town also had a newspaper, a veterinary clinic, and four financial institutions. The courthouse square, dominated by the fourth courthouse to be built on the site, was the heart of the town. Motels, restaurants, a shopping mall, grocery stores, and service stations lined the two highways. Medical facilities included two clinics, two dentists, a nursing home, and the Burleson Memorial

Hospital, operated by a county hospital district. The hospital, opened in 1978, was a successor to Thomas L. Goodnight Memorial Hospital, dedicated in 1956. Recreational facilities included baseball fields, tennis courts, parks, a country club, a swimming pool, and a saddle club arena. The town had twelve churches, two museums, nine civic clubs, and two veterans' organizations. It was also the home of the Burleson County Fair and the Kolache Festival.

Bibliography:

Burleson County Historical Society, *Astride the Old San Antonio Road: A History of Burleson County, Texas* (Dallas: Taylor, 1980).

Source:

Catherine G. Alford, "CALDWELL, TX," *Handbook of Texas Online* (<http://www.tshaonline.org/handbook/online/articles/hgc01>), accessed August 19, 2014. Uploaded on June 12, 2010. Published by the Texas State Historical Association

## Appendix B: Caldwell Resource Team Members

### **Brad Patterson**

Patterson is the Director for the Community Heritage Development Division leading the staff dedicated to helping communities create and support their historic preservation infrastructure through the Main Street, Certified Local Government, and Texas Heritage Trails Programs. He has significant experience in historic preservation and architecture, having completed undergraduate architectural work at Miami University and a Masters of Architecture degree with a Certificate in Historic Preservation from The University of Texas at Austin. With the Commission since 1996, Mr. Patterson previously worked in the agency's Architecture Division coordinating the architectural staff reviewing projects under federal and state laws; federal tax incentives, Americans with Disabilities Act compliance, and the agency's Texas Preservation Trust Fund grant program. He also oversaw the restoration of numerous historic county courthouses through the nationally recognized Texas Historic Courthouse Preservation Program. In addition, Mr. Patterson has helped lead the agency's disaster related response and recovery efforts for historic structures, including Hurricanes Rita and Ike as well as notable experience with post-fire recovery efforts at historic buildings, including the Texas Governor's Mansion.

### **Debra Drescher**

Since 2006, Debra Drescher has been the State Coordinator for the Texas Main Street Program of the Texas Historical Commission serving as team lead for the state Main Street staff and for a new project called the Courthouse Square Initiative. Additionally, Ms. Drescher helps 87 designated local Main Street communities build and maintain program capacity. Prior to joining the THC, Ms. Drescher was with the Texas Downtown Association, a statewide membership organization. Other positions through a 30-year career have included localized work heading a chamber of commerce, an economic development organization, a private sector business and as a reporter. Elected service includes more than a decade on a school board in a fast-growth independent school district, on the state school board association and currently on the national executive council of state Main Street coordinators. She also serves as an ex-officio member of the board of the Texas Downtown Association. Ms. Drescher has a bachelor of arts in journalism from University of North Texas and a master of public administration from Texas State University.

### **Rebekka Adams**

Rebekka Adams joined the Texas Historic Commission as the Assistant State Coordinator for the Main Street Program in March 2014. Prior to the THC, she worked with the Austin Independent Business Alliance overseeing marketing and promotion for 8 commercial corridors in Austin, TX. Prior experience includes community development, non-profit management, and economic development experience including the formation of two tax increment finance (TIF) districts. Previous Main Street experience includes implementation of the Main Street approach in the Uptown and Southtown commercial corridors in Grand Rapids, Michigan. Additionally, she has a background in retail management, including running her own online retail company.

Rebekka has a Bachelor's of Arts in Behavioral Science and a Master's of Arts in Public Administration, both from Grand Valley State University in Grand Rapids, Michigan, and a Graduate Certificate in Tourism from James Cook University in North Queensland, Australia.

### **Shelly Hargrove**

Shelly Hargrove, a native of Lampasas, Texas, graduated from the University of Texas in 1995 with a Bachelor of Journalism, majoring in Public Relations with a minor in Business. She previously worked in the state tourism office as a Tourism Development Specialist for the Texas Economic Development Department (TxED). Before that, Shelly was the Main Street Manager for the cities of Taylor and Breckenridge, Texas.

Shelly has been the Georgetown Main Street Manager since 2003 and during her tenure, the city has received the

inaugural First Lady's Texas Treasures Award and several Texas Downtown Association President's Awards, as well as been designated a Gold Certified Scenic Texas City, a Preserve America community and a National Main Street City. Shelly has also served on the board and as president of the Texas Downtown Association.

### **Brian D. O' Connor**

O'Connor is the Economic Development Specialists for the Community Heritage Development Divisions, new Courthouse Square Initiative. Mr. O'Connor is certified in economic development through the National Development Council and holds a Masters Degree in City Planning from the Maxine Goodwin Levin College of Urban Affairs at Cleveland State University. Over the past 20-yers, he has utilized his business and commercial banking background in Ohio, Michigan and Florida where he has specialized in combining progressive planning principles with innovative economic development strategies. His efforts have led to the creation of strategies to eliminate obsolescence and blight in order to preserve local culture and revitalize downtowns. Projects include the Cleveland Clinic Cole Eye Center, Collinwood Yards Industrial Park in Cleveland and the \$113 million Consumers Energy Corporate Headquarters in Jackson, Michigan. Awards include the 2005 Phoenix Award for Brownfield redevelopment and a property tax reversion program called the New Neighbor Program from the Michigan State Housing Development Authority.

### **Howard Langner**

Howard Langner is an architect with the Texas Historical Commission in Austin. He provides preservation assistance in historic towns throughout Texas as part of the Texas Main Street Program.

Prior to joining the Texas Historical Commission staff in 1999, Langner was a project architect with Centerbrook Architects and Planners of Essex, Connecticut, which received the 1998 National AIA Firm Award, the highest honor that the American Institute of Architects confers on a firm. Mr. Langner is a graduate of the Cornell University College of Architecture, Art, and Planning in Ithaca, New York.

### **Sarah J. Blankenship**

Sarah J Blankenship has been a designer with the Texas Main Street Program since 2003. Through computer renderings and technical advice she assists building owners in preserving their buildings. From 2006-7 she took a hiatus from the TMSP to explore her passion for painting and faux finishing with a company called In Your Space. She has volunteered as a board member in the Georgetown Main Street Program and is served on Georgetown's Historic and Architectural Review Commission. Blankenship graduated from the Savannah College of Art and Design in 2002 with a bachelor in Historic Preservation and a minor in Computer Art.

### **Emily Koller**

Emily joined the Texas Historical Commission as a Planner working with the Texas Main Street Program and Courthouse Square Initiative in April 2014. She has worked as a Main Street director for an urban program on Route 66 in Tulsa, OK, as a small area planner for the City of Tulsa, OK, and most recently as a planner for the City of San Marcos, TX. In San Marcos, which is a Main Street community, she worked on all aspects of downtown planning including form-based code administration, parking management, streetscape improvements, one-way to two-way conversion and economic incentives.

Emily has a master's degree in Art History from the University of St. Thomas (2007) in St. Paul, MN, and graduated from the University of Texas at Austin in 2011 with a master's degree in Community and Regional Planning and a specialization in Historic Preservation.

## Appendix C: Preservation Tools: Texas Historical Commission (THC)

### PROTECTION OF FEDERAL AND STATE DESIGNATED HISTORIC RESOURCES

#### DESIGN REVIEW

Design review for both federal and state designated historic resources and projects takes place in the Architecture Division (DOA) at the Texas Historical Commission (THC). There are two main groups within DOA at the THC. One group, oversees the Texas Historic Courthouse Preservation Program which provides matching grants to assist county courthouse restoration projects throughout the state as reviewers work on the courthouses. The other, the Project Review staff, reviews all other projects including those subject to review under various state and federal laws, historic designations, and incentive programs, and provides technical assistance to property owners. While a local Main Street program may have involvement with a county courthouse restoration, it is more likely that local Main Street staff, Advisory Board, or committee members will interact with DOA's project review staff through the other various federal and state protection and incentive programs.

DOA staff ensures that preservation projects are carried out in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties which are available online at [www.nps.gov/history/hps/tps/standguide/index.htm](http://www.nps.gov/history/hps/tps/standguide/index.htm). These Standards, as they are commonly referred to, are established by the National Park Service and are the basis for preservation projects across the United States. There are four specific treatment approaches within the Standards: Preservation, Rehabilitation, Restoration, and Reconstruction. The majority of all projects reviewed by the DOA are expected to follow the Standards for Rehabilitation. There are 10 standards within this treatment approach that aim at preserving historic fabric and overall historic character while allowing for changes in building uses and upgrading for modern functions. Following the Standards, appropriate changes are allowed to historic properties depending on the property and the specific project. To ensure that projects meet the Standards and move smoothly through the various review processes detailed below, property owners and other parties involved in preservation projects are encouraged to contact the DOA early on in the planning process.

DOA Project Review staff consists of five reviewers that work with all projects within a specific geographic region of the state, with the exception of projects at all active military sites. Contact information for each reviewer can be found on the THC's website at [www.thc.state.tx.us/contactus/cot106reviewers.shtml](http://www.thc.state.tx.us/contactus/cot106reviewers.shtml) or by calling the main DOA number at 512.463.6094. Project reviewers, with some limitations, can travel to projects within their region to assist property owners. DOA staff and Main Street architects and designers communicate on projects within local Main Street districts that also require review by the DOA.

#### HISTORIC DESIGNATIONS

Several different historic designations exist at both the state and national level, some of which trigger review of potential construction work by DOA staff. The actual nomination and designation of historic resources is coordinated by the THC History Programs Division and Archeology Division. All designations apply to the historic property itself and remain in place through changes in ownership.

To verify a building's historic designations, please contact the History Programs Division at 512.463.5853 or check the THC's Historic Sites Atlas at <http://atlas.thc.state.tx.us/>.

#### NATIONAL HISTORIC LANDMARK (NHL)

National Historic Landmark designation recognizes resources with national significance, such as the Alamo, Fort Sam Houston Historic District, Strand Historic District, and the Governor's Mansion. Although designation as an NHL does not trigger review by DOA staff in and of itself, care must be taken on these important historic

owners and stewards of NHL properties.

## **THE NATIONAL REGISTER OF HISTORIC PLACES (NRHP)**

Listing in the National Register of Historic Places is the most common type of historic designation. The National Register is a federal program administered in Texas by the THC in coordination with the National Park Service. The NRHP provides national recognition of a property's historical or architectural significance and provides special consideration to the properties during federal projects. Buildings, sites, objects, structures and districts can be listed in the National Register. This is primarily an honorary designation—it does not automatically impose restrictions on property owners or trigger review of proposed work. Review is required for properties making use of the 20 percent Rehabilitation Tax Credit or federal projects subject to Section 106.

## **TEXAS SUBJECT MARKERS**

Subject markers are educational and relate aspects of local history that are important to a community or region. A subject marker places no restriction on the property or site, and the DOA has no review authority for work to a site or building with a subject marker only.

## **RECORDED TEXAS HISTORIC LANDMARKS (RTHL)**

Recorded Texas Historic Landmark designation is our agency's most common state-level designation. RTHLs are at least 50 years old and judged worthy of preservation for both architectural and historical significance. Buildings with this designation display an official Texas historical marker.

Property owners are required to notify the DOA at least 60 days before beginning a project that will affect the exterior of a RTHL. Notification should include a cover letter describing the scope of work, current overall photographs and close-up photographs of the areas requiring repair; drawings, specifications, and a proposal from a contractor may also be required. Staff will respond within 30 days, either allowing work to proceed if it complies with the Standards for Rehabilitation or recommending other alternatives to consider. For proposed demolition or inappropriate alterations that may result in loss of the designation, the THC may invoke an additional 30-day waiting period to consult with properties owners on alternatives that meet the Standards.

## **STATE ANTIQUITIES LANDMARK (SAL)**

State Antiquities Landmarks are designated by the THC and receive legal protection under the Antiquities Code of Texas. This is the highest designation that can be given at the state level and is more commonly applied to publicly-owned buildings or archeological sites. Buildings must first be listed in the National Register of Historic Places before they can be nominated for SAL designation. Property owners must apply for an official Historic Structures Permit for all proposed work, other than routine maintenance, to the exterior and public spaces of the interior of a SAL. DOA staff review applications for compliance with the Standards for Rehabilitation and must issue a permit before work may commence. Upon conclusion of the project, a completion report must be submitted to the DOA that documents the permitted work.

## **FEDERAL AND STATE MANDATE REVIEWS**

### **PROJECTS INVOLVING FEDERALLY-OWNED HISTORIC RESOURCES OR RECEIVING FEDERAL FUNDING REVIEWED UNDER SECTION 106**

Section 106 of the National Historic Preservation Act requires that federal agencies consider the effect of their actions on historic resources, including but not limited to buildings, bridges, districts, streetscapes, irrigation canals, and cultural landscapes. Projects on federally-owned resources and projects receiving federal funding, permitting, licensing or other approval on non-federally owned resources must be submitted to the THC for review if those resources are 45 years of age or older. Information on what is needed for our office to review a project under Section 106, including a submission form and supporting documentation, can be found online at [www.thc.state.tx.us/crm/crmsend.shtm](http://www.thc.state.tx.us/crm/crmsend.shtm). Once a complete project submission is received, the THC has 30 days to complete its

During this period, the Archeology Division reviews all Section 106 projects with a potential to effect archeological resources. The History Programs Division determines if above-ground resources have any historic designations and if not, if the resources are eligible for listing in the NRHP. If the resources are listed or eligible for listing, DOA staff will determine the effect of the federal undertaking on the historic resource. If the project is found to have no effect or no adverse effect on any historic resources, the project may proceed as planned. An adverse effect on any historic resource will require the federal agency to avoid, mitigate, or minimize that effect, and provide an opportunity for the Advisory Council on Historic Preservation to comment on the proposal.

Almost any federal action with the potential to impact historic resources is required to undergo Section 106 Review. It is the responsibility of the federal agency to carry out this process, utilize appropriate professionals and make the determinations. As the State Historic Preservation Officer (SHPO), the THC consults on the process along with other stakeholders and the public. Some common examples of actions and agencies subject to Section 106 that impact Main Street communities include the following; US Department of Housing and Urban Development including block grant programs, cellular and other communications towers under FCC permits, US Department of Agriculture activities, US Army Corps of Engineers permits and projects, Texas Department of Transportation and Federal Highways Administration, Texas Capital Fund projects which originate with federal funds, and construction related to new federally chartered banking institutions.

## STATE REVIEW UNDER THE ANTIQUITIES CODE OF TEXAS

The Antiquities Code of Texas protects historic buildings and archeological sites on state or local public land. Under the Antiquities Code, a state agency may not alter, renovate, or demolish a building owned by the state that is 50 years of age or older without notifying the THC at least 60 days in advance of the proposed work. State agencies and political subdivisions of the state, including cities, counties, river authorities, municipal utility districts and school districts must notify the THC of any action on public land involving 5,000 or more cubic yards of earth moving, five or more acres of ground disturbance, or any project that has the potential to disturb recorded historic or archeological sites.

Information on what is needed for our office to review a project under the Antiquities Code including a submission form and supporting documentation can be found online at [www.thc.state.tx.us/crm/crmsend.shtml](http://www.thc.state.tx.us/crm/crmsend.shtml). Upon receipt, the THC will issue a response to the project proposal within 30 days.

## INCENTIVES FOR BUILDING REHABILITATION

### FEDERAL REHABILITATION TAX CREDITS

The Federal Historic Preservation Tax Incentives program is the best financial tool available for rehabilitation in Texas, and is one of the nation's most successful and cost-effective community revitalization programs. Through the Internal Revenue Service and National Park Service, the federal government offers 10 percent or a 20 percent tax rehabilitation tax credits; the credits cannot be taken together.

### 20 PERCENT REHABILITATION TAX CREDIT

The 20 percent tax credit is available for certified rehabilitations on income-producing buildings that are listed in or eligible for listing in the National Register of Historic Places. The building does not need to be designated at the beginning of the application process but must be listed within a set time period after completing the work in order to retain the tax credit. Any work undertaken on the building as part of this program must comply with the Standards for Rehabilitation, and will be reviewed by the DOA and the National Park Service.

To qualify, the rehabilitation must be substantial. The rehabilitation costs must exceed \$5,000 or the adjusted basis of the building—whichever is greater. (The adjusted basis is generally the purchase price, minus the cost of land, plus improvements already made, minus depreciation already taken). This tax credit (not deduction) can be claimed through the IRS for 20 percent of all qualified rehabilitation expenditures after the completion of the project. Qualified expenditures include costs associated with the physical work undertaken on the building, as well as

and engineering fees, site survey fees, legal expenses, development fees, and other construction-related costs.

The 20 percent rehabilitation tax credit has a three-part application that must be submitted to the THC. Part 1 consists of National Register eligibility, Part 2 covers the physical rehabilitation work, and Part 3 is the certification of completed work. There is no requirement that applications be submitted before work begins, but it is strongly recommended to ensure that the work meets the Standards.

## 10 PERCENT REHABILITATION TAX CREDIT

The 10 percent rehabilitation tax credit can be taken for commercial buildings constructed prior to 1936. To be eligible, buildings must not be individually listed in the National Register of Historic Places, or must be determined to be non-contributing if within a National Register district. Buildings must be depreciable and must be rehabilitated for non-residential uses. Rehabilitation work must be substantial, with costs exceeding \$5,000 or the adjusted basis of the building—whichever is greater. (The adjusted basis is generally the purchase price, minus the cost of land, plus improvements already made, minus depreciation already taken). There is also a specific physical test for the retention of external walls and internal structural framework. The THC does not review work under the 10 percent rehabilitation tax credit.

More information on the tax credits can be found online at [www.nps.gov/history/hps/tps/tax/index.htm](http://www.nps.gov/history/hps/tps/tax/index.htm).

## STATE OF TEXAS TAX CREDIT (*begins January 1, 2015*)

We are proud to introduce the new Texas Historic Preservation Tax Credit, which offers a complementary program to the Federal 20 percent tax credit. Applicants may make use of either or both credits at the same time. The state tax credit provides 25 percent of qualified rehabilitation expenditures, which is used against owed business franchise tax. The state credits are also transferable, meaning they may be sold in whole or in part, to any company or entity that is able to use them.

There are other differences that make the state program more flexible, including a lower minimum project cost of only \$5000. Non-profits and government entities are also welcome to apply to the state program, although the building still must be rehabilitated for an income-producing use. In addition to being listed on the National Register (individually or in a district), properties may also qualify for the state credit if they are listed as a Registered Texas Historic Landmark or a State Antiquities Landmark, or as a contributing building in a certified local historic district. Listing, however, must be complete by the time the credit is taken. Find more information about State and Federal tax credits at: <http://www.thc.state.tx.us/preserve/projects-and-programs/preservation-tax-incentives>

## TECHNICAL ASSISTANCE

In addition to reviews under the preceding programs, DOA staff offers technical assistance to owners of historic properties and other involved parties. Technical assistance provided is guidance only and DOA staff does not produce plans for projects. Project Review staff can provide general guidance on specific architectural and preservation issues, such as masonry repair and repair of historic windows, along with information and publications related to individual projects and issues. Project Reviewers may advise consultation with a qualified architect, structural engineer or contractor as necessary to address major issues.

DOA Project Reviewers are often consulted about how building codes for life safety and accessibility apply to historic buildings. Historic buildings are not exempt from code requirements and the THC strongly feels that all historic buildings should meet the appropriate building codes to the greatest extent possible. Project Reviewers are available for basic guidance about how a project may be designed to both meet codes and protect historic fabric and can provide letters of support when variances for specific elements of a code based on historic status or presence of historic materials. Although DOA staff can consult with code officials to express concerns related to historic

preservation, local building code officials have the final authority on all code-related issues.

The Guidelines of the Americans with Disabilities Act and the Texas Accessibility Standards (TAS) both provide for a minimum set of requirements that can be applied in instances where meeting the full code will destroy significant historic features. Approval for using these minimum standards must come from the Texas Department of Licensing and Regulation which specifically requires a letter of support from the THC. DOA staff are not experts on the TAS and do not give approval on projects, but can offer general advice on how to make a building accessible while retaining historic materials and character.

## D. Community Heritage Development Division (CHD)

The Community Heritage Development (CHD) division is comprised of three THC programs including Texas Main Street Program, Certified Local Government, and Texas Heritage Trails. These three programs work closely with one another in providing technical assistance to local communities and regions throughout the state. More information about each of these programs and the State Coordinator's contact information is listed below.

### Certified Local Government Program (CLG)

The CLG program is a national initiative created in 1980 to ensure the broadest possible participation of local governments—town, city, municipality and county—enabling them to develop and sustain a strong preservation ethic that influences zoning and permit decisions critical to preserving local historic resources. Texas municipalities that achieve CLG status from the National Park Service (NPS) are eligible to receive valuable technical assistance, training and matching grants tied to developing and maintaining a local comprehensive preservation planning program.

Projects eligible for grant funding may include architectural, historical, archeological surveys, oral histories, nominations to the National Register of Historic Places, staff work for historic preservation commissions, design guidelines and preservation plans, educational and public outreach materials such as publications, videos, exhibits and brochures, training for commission members and staff, and rehabilitation or restoration of National Register listed properties. Grant funds are distributed through the Historic Preservation Fund (HPF), administered by NPS and allocated to each state. As the Texas State Historic Preservation Office (SHPO), the THC reserves at least 10 percent of the State's annual HPF allocation to fund CLG historic preservation grant projects. Applications are available from the THC and may be submitted at any time during the year. Applications for CLG matching grants, available only to CLGs, are usually due in the summer of each year.

Contact: Marcus Watson, state coordinator  
512.463.7812  
[marcus.watson@thc.state.tx.us](mailto:marcus.watson@thc.state.tx.us)

### Texas Heritage Trails Program (THTP)

The THTP is the THC's award winning heritage regional heritage tourism initiative. This economic development initiative encourages communities, heritage regions and the state to partner and promote Texas' historic and cultural resources. These successful local preservation efforts, combined with statewide marketing of heritage regions as tourism destinations, increase visitation to cultural and historic sites and bring more dollars to Texas communities.

The program began with the establishment of the Texas Forts Trail Region in 1998. Other heritage regions made a formal application to the program, demonstrating knowledge of the area attractions and broad support from organizations and local government. The suite of trail regions was completed in 2005 with the additions of the Texas Pecos and Hill Country Trail Regions. Individuals and communities are encouraged to participate in the program. Begin by visiting [www.thc.state.tx.us/heritagetourism/htprogram.shtml](http://www.thc.state.tx.us/heritagetourism/htprogram.shtml) and select your region from the map to get involved with this successful heritage tourism initiative.

Contact: Teresa Caldwell, state coordinator  
512.463.5755  
[teresa.caldwell@thc.state.tx.us](mailto:teresa.caldwell@thc.state.tx.us)

### Texas Main Street Program (TMSP)

The Texas Main Street Program helps Texas cities revitalize their historic downtowns and neighborhood commercial districts by utilizing preservation and economic development strategies.

The Texas Main Street Program began in 1981. Affiliated with the National Trust for Historic Preservation, the

year, the THC may select up to five communities as official Texas Main Street cities. Selected communities are eligible to receive a range of continual on-site services in the areas of manager and board training, strategic planning, economic development and design assistance. Through this program more than 160 Texas cities have been assisted resulting in the public and private reinvestment of \$2.6 billion in downtown and neighborhood commercial districts, 28,770 new jobs, and more than 7,425 business starts, expansions or relocations.

Contact: Debra Drescher, state coordinator

512.463.5758

[debra.drescher@thc.state.tx.us](mailto:debra.drescher@thc.state.tx.us)

## Appendix E: The Secretary of the Interior's Standards for Rehabilitation

The Standards (Department of Interior regulations, 36 CFR 67) pertain to historic buildings of all materials, construction types, sizes and occupancy and encompass the exterior and the interior, related landscape features and the building's site and environment as well as attached, adjacent or related new construction. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

## Appendix F: The Texas Downtown Association

The Texas Downtown Association (TDA) is a non profit organization designed to encourage the development, redevelopment and improvement of downtown areas throughout the state. Open to downtown organizations, neighborhood groups, governmental entities and individuals, the association provides a forum for members to exchange information about common experiences, needs, problems and solutions. The organization is governed by a fifteen-member board of directors.

Members of the TDA have access to a statewide listserv and receive an electronic newsletter that shares ideas and activities from downtown groups, as well as programs, legislation and issues important to downtowns.

A premiere program of the TDA is an annual awards program that showcases and celebrates the special projects, programs and people in Texas downtowns. The TDA also partners with the Texas Main Street Program on an annual statewide downtown revitalization conference.

Other programs of the TDA include the Anice Read Fund that provides grants for downtown projects; regional educational roundtable programs and a cooperative advertising program in major publications. For a membership application and additional information, contact:

The Texas Downtown Association  
Catherine Sak, Executive Director  
P.O. Box 546  
Austin, TX 78767-0540  
Phone: 512.472.7832  
Fax: 512.472.7495  
[info@texasdowntown.org](mailto:info@texasdowntown.org)  
[www.texasdowntown.org](http://www.texasdowntown.org)

## Appendix G: Websites of Interest

Advisory Council on Historic Preservation: [www.achp.gov](http://www.achp.gov)  
 African American Heritage Preservation Foundation: [www.aahpfdn.org](http://www.aahpfdn.org)  
 (The) Alliance for Historic Landscape Preservation: [www.ahlp.org](http://www.ahlp.org)  
 American Institute of Architects: [www.aia.org](http://www.aia.org)  
 American Planning Association: [www.planning.org](http://www.planning.org)  
 American Society of Landscape Architects: [www.asla.org](http://www.asla.org)  
 (The) Cultural Landscape Foundation: [www.tclf.org](http://www.tclf.org)  
 Handbook of Texas Online: [www.tshaonline.org/handbook/online/](http://www.tshaonline.org/handbook/online/)  
 Institute for Cultural Landscape Studies: [www.ics.harvard.edu](http://www.ics.harvard.edu)  
 Keep Texas Beautiful: [www.ktb.org](http://www.ktb.org)  
 League of Historic American Theaters: [www.lhat.org](http://www.lhat.org)  
 National Main Street Center: [www.mainstreet.org](http://www.mainstreet.org)  
 National Park Service: [www.nps.gov](http://www.nps.gov)  
 National Trust for Historic Preservation: [www.preservationnation.org](http://www.preservationnation.org)  
 Texas Department of Rural Affairs: [www.tdra.state.tx.us](http://www.tdra.state.tx.us)  
 Preservation Easement Trust: [www.preservationeasement.org/](http://www.preservationeasement.org/)  
 Preservation Directory: [www.preservationdirectory.com](http://www.preservationdirectory.com)  
 Preservation Texas: [www.preservationtexas.org](http://www.preservationtexas.org)  
 Preserve America: [www.preserveamerica.gov](http://www.preserveamerica.gov)  
 Project for Public Spaces: [www.pps.org](http://www.pps.org)  
 Rails to Trails: [www.railstotrails.org](http://www.railstotrails.org)  
 Partners for Sacred Places: [www.sacredplaces.org](http://www.sacredplaces.org)  
 Scenic America: [www.scenic.org](http://www.scenic.org)  
 Texas Commission on the Arts: [www.arts.state.tx.us](http://www.arts.state.tx.us)  
 Texas Downtown Association: [www.texasdowntown.org](http://www.texasdowntown.org)  
 Texas Folklife Resources: [www.texasfolklife.org](http://www.texasfolklife.org)  
 Texas Historical Commission: [www.thc.state.tx.us](http://www.thc.state.tx.us)  
 Texas Parks and Wildlife: [www.tpwd.state.tx.us](http://www.tpwd.state.tx.us)  
 Texas Rural Leadership Program: [www.trlp.org](http://www.trlp.org)  
 Texas State Preservation Board: [www.tspb.state.tx.us](http://www.tspb.state.tx.us)  
 Urban Land Institute: [www.uli.org](http://www.uli.org)

## Appendix H: Texas Main Street Program Cities

In 1981, Texas was one of the first six states to become a coordinating program for the National Main Street Center which had a new philosophy for revitalizing central business districts across the nation. In 2014, the Texas Main Street Program has 87 cities participating in program, including Caldwell.

### Texas Main Street Cities (population 50,000 and fewer)

|               |                 |
|---------------|-----------------|
| Bastrop       | Huntsville      |
| Bay City      | Kerrville       |
| Beeville      | Kilgore         |
| Bowie         | Kingsville      |
| Brenham       | La Grange       |
| Bridgeport    | Levelland       |
| Caldwell      | Livingston      |
| Canton        | Llano           |
| Canyon        | Lufkin          |
| Carthage      | Luling          |
| Celina        | Marshall        |
| Childress     | Mineola         |
| Clarksville   | Mount Pleasant  |
| Clifton       | Mount Vernon    |
| Colorado City | Nacogdoches     |
| Corsicana     | New Braunfels   |
| Cotulla       | Palestine       |
| Cuero         | Paris           |
| Decatur       | Pecos           |
| Del Rio       | Pharr           |
| Denison       | Pilot Point     |
| Eagle Pass    | Pittsburg       |
| Electra       | Plainview       |
| Elgin         | Rio Grande City |
| Farmersville  | Rockwall        |
| Ferris        | Royse City      |
| Gainesville   | San Augustine   |
| Georgetown    | San Marcos      |
| Gladewater    | Sealy           |
| Goliad        | Seguin          |
| Gonzales      | Sonora          |
| Graham        | Taylor          |
| Grand Saline  | Texarkana       |
| Grapevine     | Uvalde          |
| Greenville    | Vernon          |
| Harlingen     | Waxahachie      |
| Henderson     | Weatherford     |
|               | Winnsboro       |

### Urban Texas Main Street Cities (population more than 50,000)

|            |
|------------|
| Amarillo   |
| Beaumont   |
| Denton     |
| Laredo     |
| Longview   |
| McKinney   |
| Odessa     |
| San Angelo |
| Tyler      |
| Victoria   |
| Waco       |

## Appendix I: Role of Main Street Committees

An advisory board, Main Street manager and committees make up the fundamental organizational structure of the volunteer-driven program. Committees are the life blood of the Main Street organization. They are the workforce implementing the plan that has been developed by the advisory board. Ideally each committee is led by an advisory board member creating a direct line of communication between both. Committees should meet (or at least be in contact, by email or phone) monthly and keep minutes of the meetings for reference and accountability. Copies of the program work plan should be available and referenced at all meetings so everyone understands how their committee work fits into the larger scope of the program. The work plan should define the projects taken on by each committee. Following are brief descriptions of each committee and general suggestions for appropriate projects.

Following are brief descriptions of each committee and general suggestions for appropriate projects. You will notice that some of these are similar to recommendations suggested in each individual section of the reassessment report. In this manner, you can use the recommendations from this reassessment report to update your current work plan with tasks for the upcoming year(s). There are also other projects listed under each committee below from which your program can glean ideas.

### Organization Committee

Organization involves getting everyone working toward the same goal and assembling the appropriate human and financial resources to implement a Main Street revitalization program. This committee builds an effective coalition of public and private sector stakeholders working in partnership with organizations that share an interest in the health of downtown and the community. Suggested projects for the Organization Committee:

- Maintain and update the annual work plan for distribution to the advisory board and all committees.
- Develop a Main Street orientation packet for new members of all committees.
- Put together a media resource list.
- Develop a speakers bureau (board and committee members that can speak to local groups about the Main Street Program).
- Develop a volunteer recruitment strategy and recruit volunteers for all committees, as well as for individual projects.
- Utilize high-school or college students as program interns.
- If incentive grants are not funded through your city, develop a fundraising strategy to assist in these efforts.
- Produce a newsletter (print or electronic).
- Create a local Main Street website.
- Create a Facebook page (and explore other social media opportunities).
- Educate the community about the local history and cultures. (i.e., newspaper columns highlighting the history of downtown buildings, ghost stories of downtown, oral history projects led by students, etc).
- Plan National Preservation Month (May) activities.
- Write grants for specific projects.
- Produce a program brochure (perhaps one that can be updated with new figures and pictures every few years).
- Create a volunteer orientation process.
- Plan quarterly Main Street mixers for business owners, board members and downtown stakeholders.
- Order *Revitalizing Main Street: A practitioner's guide to comprehensive commercial district revitalization* (2009) from the National Main Street Center at [www.preservationbooks.org/Bookstore.asp?Item=1361](http://www.preservationbooks.org/Bookstore.asp?Item=1361). This is an excellent resource for fundamental concepts, as well as inspiring Main Street success stories.
- Plan an annual meeting recognizing volunteers and local preservation advocates.
- Write a newspaper column, or be a presence on other local media such as radio or TV.
- Write and distribute press releases for all Main Street events and major activities.
- Develop and nurture partnerships with downtown stakeholders. Some of these partnerships will include:
  - Local non-profit corporations
  - City government

- Chamber of Commerce
- Downtown/neighborhood associations
- Building and business owners
- Media – newspaper, TV, radio
- Financial institutions
- Garden club
- Churches
- Schools/universities
- Local civic organizations: Rotary, Lions, etc.
- Arts organizations

### Promotion Committee

Promotion sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play and invest in the Main Street district. By marketing a district's unique characteristics to residents, investors, business owners and visitors, an effective promotional strategy forges a positive image through advertising, retail promotional activity, special events and marketing campaigns carried out by local volunteers. These activities improve consumer and investor confidence in the district and encourage commercial activity and investment in the area (National Trust Main Street Center).

Suggested projects for the Promotions Committee:

- Analyze existing promotional calendar and events; add fresh promotions/ads, new activities.
- Create a logo for the Main Street district (work with Organization and Design Committees).
- Produce an annual promotions calendar that includes pictures of Main Street events from the previous year.
- Produce a business directory (or brochure for small cities).
- Develop unified retail promotions and create tie-ins for retailers to existing events.
- Organize special downtown events (be sure to discuss why you are having an event—to promote the program, attract people downtown, raise funds for façade grants, etc.).
- Define a marketable image of downtown.
- Develop a good working relationship with the local and regional media (newspaper, radio, TV, etc.).
- Do your promotional events need sponsorships? Develop a plan regarding the solicitation of sponsorships.
- Create downtown banners (rotate on a seasonal basis).
- Have a poster contest for your major annual event to involve the arts community and to create a collection series for the community to look forward to.
- Have a Taste of Main Street event highlighting the local restaurants.
- Create a downtown gift card (instead of gift certificates) to be purchased at the Main Street office that can be used anywhere in the downtown district. You will need to work with your local bank. Have a committee member research this possibility on the internet.
- Create a month-long downtown summer event of concerts in the park, free outdoor movies, etc.
- Create youth events downtown (i.e., chalk art contests in conjunction with the National Recreation and Parks Association, see [www.nrpa.org](http://www.nrpa.org) for details).
- Do you have an upcoming Main Street anniversary (5th, 10th, etc.)—be sure to plan a special event to celebrate.

### Design Committee

Beyond the issue of building maintenance, it is important to discuss the role of the Design Committee as a critical element in the success of the Main Street Program. What does the Design Committee do? What short- and long-term goals do they set? The following is a list of possible assignments:

- Develop design guidelines.
- Develop design workshops, training and walking tours for the community.
- Target specific buildings for renovation projects.
- Survey historic buildings and properties and target noteworthy buildings at least 50 years old that are being

considered for Recorded Texas Historic Landmark or National Register of Historic Places status.

- Research and utilize the Americans with Disabilities Act and Texas Accessibility Guidelines.
- Establish Incentive Grant Funds for signs and paint.
- Inform building owners about the benefits of the 10 percent and 20 percent Federal Investment Tax Credit for Rehabilitation available for income-producing buildings constructed before 1936.
- Inform building owners about the 50 percent tax credit (within certain limits) for all modifications to their buildings that bring them into compliance with the Americans with Disabilities Act. This includes the addition of, or modification to, a restroom for handicap compliance.
- Establish low interest loan programs.
- Develop sign guidelines.
- Research zoning issues.
- The city building permit process must be researched and understood.
- There must be an awareness of building code issues.
- Potential problems with infrastructure (utilities and sidewalks) must be recognized.
- General landscaping and maintenance issues need to be understood.
- Target Texas Enhancement Act and Texas Capital Fund projects for streetscape and infrastructure improvements.
- Rehabilitation should be celebrated and publicized.
- Utilize display windows for display purposes. Artwork or promotional materials should be displayed if actual merchandise is unavailable.
- Understand the value of publicizing design issues downtown.

Just as important as understanding your responsibilities as a Design Committee member is understanding what goals are the most realistic and which are the most necessary to accomplish. It is important to understand that your goals can be derived from observations of perceived problems. In the following list, what problems would suggest the need for landscape/streetscape design guidelines? What problems would suggest the need for parking guidelines? What problems would suggest the need for sign guidelines?

- Is it easy for visitors to find the downtown?
- Does the downtown have an attractive atmosphere?
- Do historic buildings look clean and in good repair?
- Are the city's architectural jewels being shown off?
- Are storefronts designed to tempt customers inside?
- Are newer buildings stylistically compatible with older ones?
- Is parking convenient and adequate in the downtown area?
- Does traffic flow seem sensibly arranged?
- As a pedestrian, is it easy to cross the streets?
- Are sidewalks wide and unobstructed?
- How effective and attractive are access ramps for the handicapped?
- Are streets well lit with attractive fixtures?
- Are utility poles and wires noticeably intrusive?
- Are business signs attractive, easy to read, well proportioned and well placed?
- Are street signs clear and do they provide good directions?
- Do signs, landscaping, sidewalks and street lighting seem stylistically coordinated?
- Are there plenty of rest and shade areas for pedestrians?
- Are Dumpsters and trash cans available, but out of sight?

Design means getting Main Street into top physical shape. Capitalizing on its best assets, such as historic buildings and pedestrian-oriented streets, is just part of the story. An inviting atmosphere, created through attractive window displays, parking areas, building improvements, street furniture, signs, sidewalks, street lights and landscaping, conveys a positive visual message about the commercial district and what it has to offer.

Suggested projects for the Design Committee (Be sure to include the Texas Main Street architects in these discussions as appropriate. Remember, this is a free service):

- Conduct a building inventory.
- Become familiar with local building codes and ordinances.
- Visit with building owners regarding possible building improvements.
- Hold a clean-up day.
- Conduct a traffic/parking study.
- Work with the Economic Restructuring Committee on incentive grants (façade, paint, signs, etc.).
- Create a quick guide brochure for new downtown property and business owners that includes answers to common building improvement questions (e.g., Do I need approval to put up a new business sign?), permits, inspections and incentive grants.
- Identify sites for historic markers/districts and work with the Organization Committee to apply for a National Register district or Texas historical markers.
- Establish a collection of historic downtown photos from the community. Scan and create an electronic record of these.
- Make sure your wayfinding signage is current and user-friendly to the general tourist. If not, work with your city and state (in some cases) rules to put up appropriate signage.
- Work with businesses on appropriate signage and sign placement (pedestrian signage, sandwich boards, etc)
- Work on landscaping improvements for downtown.

### **Economic Restructuring Committee**

Economic restructuring strengthens a community's existing economic assets while expanding and diversifying its economic base. The Main Street Program helps sharpen the competitiveness of existing business owners and recruits compatible new businesses and new economic uses to build a commercial district that responds to today's consumers' needs. Converting unused or underused commercial space into economically productive property helps boost the profitability of the district (National Trust Main Street Center).

Suggested projects for the Economic Restructuring Committee:

- Collect existing local data: market studies (however informal or formal), master plans and current incentives.
- Conduct a business survey.
- Obtain *The Economics of Historic Preservation, a Community Leader's Guide* by Donovan Rypkema and educate your community about the fact that preservation makes sense and cents.
- Maintain a Main Street progress chart of rehabs, jobs, new businesses, investment, tax revenue, etc.
- Create business recruitment packets and have readily available with current demographics.
- Work with the Design Committee on incentive grants (façade, sign, and paint grants).
- Work with the city to create local incentives such as tax abatements.
- Research and make available all financial and technical assistance opportunities available for business owners.
- If your city does not receive Community Development Block Grant funds, you are eligible to apply for a Texas Capital Fund Main Street downtown infrastructure grant (for sidewalks, wiring, drainage, etc.) See the Texas Department of Agriculture website at [www.tda.state.tx.us/agr/program\\_render/0,1987,1848\\_6050\\_0\\_0,00.html?channelId=6050](http://www.tda.state.tx.us/agr/program_render/0,1987,1848_6050_0_0,00.html?channelId=6050)
- Educate your building owners about federal tax credits for historic rehabilitations, see [www.nps.gov/history/hps/tps/tax](http://www.nps.gov/history/hps/tps/tax).
- Create an orientation kit for new business owners.
- Maintain a link on your local Main Street page to showcase available properties and business opportunities in downtown.
- Explore the possibility of a business/retail incubator (downtown building furnishing multiple spaces for start-up entrepreneurs, see [www.gaebler.com/Texas-small-business-incubators.htm](http://www.gaebler.com/Texas-small-business-incubators.htm)).
- Hold workshops for business owners on such topics as customer service, floor planning and business plans.
- Develop a shop local campaign in conjunction with the Promotion Committee.
- Conduct a market analysis, assess consumer attitudes and identify market opportunities. A free step-by-step

market analysis process (developed by Main Street professionals) and downloadable survey are available at [www.uwex.edu/ces/cced/downtowns/dma/index.cfm](http://www.uwex.edu/ces/cced/downtowns/dma/index.cfm).

- Develop business incentives.

The projects of these four committees under the guidance of the advisory board will work together to build a sustainable and complete downtown revitalization effort.

## Appendix J: Economic Development Tools

### Texas Historical Commission – Main Street Program 10 Funding Methods for Main Street Communities

*These funding methods are only some of the many ways to fund projects in Main Street districts. There are other documents on the Texas Historical Commission (THC) website that provide additional assistance including “Funding A Local Main Street Program” ([www.thc.state.tx.us/mainstreet/msrevitalize.shtml](http://www.thc.state.tx.us/mainstreet/msrevitalize.shtml)).*

*The options listed below are not in any priority order.*

#### 1. Texas Department of Agriculture, Texas Capital Fund, Main Street Improvements Program.

This program provides eligible Texas Main Street communities with matching grants to expand or enhance public infrastructure in historic Main Street districts. The program aids in eliminating handicap barriers and deteriorated conditions in the downtown. Grants range from \$50,000 to \$150,000 per community. Through this partnership with the Texas Department of Agriculture, designated Main Street Programs have received more than \$11.1 million in grants and leveraged more than \$23.7 million in projects.

For more information:

<http://texasagriculture.gov/GrantsServices/RuralEconomicDevelopment/TexasCapitalFund/MainStreetImprovementProgram.aspx>

#### 2. Texas Department of Agriculture, Infrastructure Development Program

This program provides grants for infrastructure development to create or retain permanent jobs in primarily rural communities and counties. The funds are for public and private infrastructure projects and are intended to encourage new business development and expansion. Applications are accepted on the 20th of each month. These grants, which are available to non-entitlement communities as defined by the federal government or to county governments, range from \$50,000 to \$1.5 million.

For more information:

<http://texasagriculture.gov/GrantsServices/RuralEconomicDevelopment/TexasCapitalFund/InfrastructureDevelopment.aspx>

#### 3. Texas Department of Agriculture, Real Estate Development program

This program provides zero-interest loans to fund real estate acquisition or improvements to create or retain permanent jobs in primarily rural communities and counties. Funds can be used for acquisition, new construction or rehabilitation. Loan amounts range from \$50,000 to \$1.5 million. Applications are due the 20th of each month.

For more information:

<http://texasagriculture.gov/GrantsServices/RuralEconomicDevelopment/TexasCapitalFund/InfrastructureDevelopment.aspx>

#### 4. Economic Development Sales Tax

(Type A; Type B)

Allowed under the Industrial Development Corporation Act of 1979, a city in Texas can adopt by community election a Type A or a Type B economic development sales tax on top of existing sales taxes, as long as the total local sales tax option does not exceed 2%. (State sales tax rate of 6.25%; local rate up to 2% for a total sales tax of 8.25%.) Type A economic development corporations are typically created to fund industrial development projects but have been used for downtown economic development efforts for a project with a primary employer. Type B is more often used for Main Street projects and activities. In Section 505.158 of the Local Government Code, municipalities under 20,000 in population may also use the Type B tax “to promote new or expanded business development.” Both are dependent on a variety of factors such as the Act itself, the type of tax adopted

activities and projects of the Main Street program.

The Texas Comptroller of Public Accounts provides an overview of the Type A tax here:

[www.texasahead.org/tax\\_programs/typeab/](http://www.texasahead.org/tax_programs/typeab/)

The statute for the Type A tax can be found here:

[www.statutes.legis.state.tx.us/Docs/LG/htm/LG.504.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.504.htm)

The statute for the Type B tax can be found here:

[www.statutes.legis.state.tx.us/Docs/LG/htm/LG.505.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.505.htm)

*Note: a community can also have both Type A and Type B taxes in place as long as the total option remains at 2% or below.*

## 5. Hotel Occupancy Taxes (HOT)

Authorized through the Texas Tax Code and implemented through local ordinance, the categories for use are outlined in Sec. 351.101 of the code and include as an allowable use: “historical restoration and preservation projects or activities or advertising and conducting solicitations and promotional programs to encourage tourists and convention delegates to visit preserved historic sites or museums...”

The statutes can be found here:

[www.statutes.legis.state.tx.us/Docs/TX/htm/TX.156.htm](http://www.statutes.legis.state.tx.us/Docs/TX/htm/TX.156.htm)

[www.statutes.legis.state.tx.us/Docs/TX/htm/TX.351.htm](http://www.statutes.legis.state.tx.us/Docs/TX/htm/TX.351.htm)

## 6. Chapter 380 Agreements

Chapter 380 of the Local Government Code allows for the governing body of a municipality to “establish and provide for the administration of one or more programs, including programs for making loans and grants of public money and providing personnel and services of the municipality, to promote state or local economic development and to stimulate business and commercial activity in the municipality.”

The statute is here:

[www.statutes.legis.state.tx.us/Docs/LG/htm/LG.380.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.380.htm)

## 7. Tax Increment Financing/Tax Increment Reinvestment Zone (TIF/TIRZ) and management/improvement districts

Authorized under the Tax Increment Financing Act and described in Chapter 311 of the Texas Tax Code, tax increment financing through a reinvestment zone is a tool used to restore areas that “constitute an economic or social liability.” By creating a TIF/TIRZ, a municipality creates a baseline value. In ensuing years as values rise, the increment between the baseline and current values is returned to the district to fund improvements. Additional taxes are not paid by property owners in the district, nor does it adversely impact the taxes being collected by other taxing authorities. Numerous Main Street communities have created TIF/TIRZ districts in their downtown. As downtown activity increases, the increments can be used for a variety of downtown projects including infrastructure and building improvements. In a public improvement or municipal management district, there is

an extra assessment levied to property owners.

Informational web links for tax increment financing:

[www.window.state.tx.us/taxinfo/proptax/registry/zone.html](http://www.window.state.tx.us/taxinfo/proptax/registry/zone.html)

[www.texasahead.org/tax\\_programs/increment\\_finance/](http://www.texasahead.org/tax_programs/increment_finance/)

Statute for tax increment financing - [www.statutes.legis.state.tx.us/Docs/TX/htm/TX.311.htm](http://www.statutes.legis.state.tx.us/Docs/TX/htm/TX.311.htm)

Statute for public improvement districts - [www.statutes.legis.state.tx.us/Docs/LG/htm/LG.372.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.372.htm)

Statute for municipal management districts - [www.statutes.legis.state.tx.us/Docs/LG/htm/LG.375.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.375.htm)

## 8. Texas Historical Commission Certified Local Government Program (CLG)

CLG grants provide funding to participating city and county governments to develop and sustain an effective local preservation program critical to preserving local historic resources. The grants can be used for local historic preservation projects, including surveys of historic properties/districts, preparation of nominations to the National Register of Historic Places and other community-based preservation projects.

Web link: [www.thc.state.tx.us/grantsincent/graclg.shtml](http://www.thc.state.tx.us/grantsincent/graclg.shtml)

## 9. Localized action: funding Main Street revitalization through general debt/bonded funding, waiving fees or abating sales/property taxes

Under its general authority, a municipality may opt to pay for public improvements in the downtown through its tax-supported general revenue fund. There are also numerous types of bonds a city can use to fund projects, some of which require voter approval and some which do not. Projects funded in these ways may or may not result in a tax increase to the community at large. Likewise, a city has the authority under various provisions of the Texas Tax Code, Local Government Code and Government Code to abate or freeze taxes or waive fees to spur economic development activity. In the historic downtown, any private entity receiving public funds through an incentive program should be required to meet certain thresholds. They should be required to undertake the rehabilitation project in a historically sensitive manner, which is why preservation ordinances and formal design review are so important.

Other programs and information that Texas Main Street participants should be aware of for downtown economic development activities:

### Preservation Tax Credits

While not directly a funding source, preservation tax credits are an important tool for economic development in the historic downtown. A federal tax credit worth 20 percent of the eligible rehabilitation costs is available for buildings listed in the National Register of Historic Places. The IRS also allows a separate 10 percent tax credit for buildings constructed prior to 1936, but not listed in the National Register.

Web link: [www.thc.state.tx.us/historicprop/hpcredits.shtml](http://www.thc.state.tx.us/historicprop/hpcredits.shtml)

### Americans with Disabilities Act (ADA) tax credits

Can be utilized for making ADA improvements: [www.ada.gov/taxcred.htm](http://www.ada.gov/taxcred.htm)

### Brownfields Site Assessment (BSA) and Targeted Brownfields Assessment (TBA) programs

These programs address underutilized properties where the property transaction is complicated by the real or perceived presence of contamination such as asbestos or lead paint. Also includes involvement with the Texas Commission of Environmental Quality (TCEQ). Region 6 is the EPA Region that includes Texas. TCEQ regions are numbered differently. Contact EPA Region 6 Main Office at 214-665-2760 or 1-800-887-6063 [www.epa.gov/region6/r6coment.htm](http://www.epa.gov/region6/r6coment.htm)

**Business financing: Community Banks and the Small Business Administration (SBA)**

The localized nature of community banks lead them to be good partners and connectors in Main Street communities since most of the loan needs come from very small businesses. Various SBA programs provide financial and technical assistance to small businesses in the Main Street district. In turn, helping these small businesses succeed is a critical component of the successful local economic development effort. The three primary loan products of the SBA are called the 7(a), microloan and CDC/504 programs. Assistance is provided through SBA District Offices and Small Business Development Centers (SBDC) in each state. There are seven district offices and more than 100 sites in Texas, including the SBDC locations that provide business assistance. The SBA are called the 7(a), microloan and CDC/504 programs. Assistance is provided through SBA District Offices and Small Business Development Centers (SBDC) in each state. There are seven district offices and more than 100 sites in Texas, including the SBDC locations that provide business assistance.

Web link: [www.ibat.org](http://www.ibat.org)

Web link: [www.sba.gov](http://www.sba.gov)

**Other State of Texas resources****Office of the Governor**

Texas Leverage Fund: [http://governor.state.tx.us/ecodev/financial\\_resources/loan\\_assistance/](http://governor.state.tx.us/ecodev/financial_resources/loan_assistance/)  
(Below are for larger projects, not usually applicable to the smaller Main Street projects)

Texas Enterprise Fund: [http://governor.state.tx.us/ecodev/financial\\_resources/texas\\_enterprise\\_fund/](http://governor.state.tx.us/ecodev/financial_resources/texas_enterprise_fund/)

Emerging Technology Fund: <http://governor.state.tx.us/ecodev/etf/>

**Texas Department of Agriculture**

Community Development Fund

<http://texasagriculture.gov/GrantsServices/RuralEconomicDevelopment/RuralCommunityDevelopmentBlockGrantCDBG.aspx>

The Go TEXAN Partner Program (market and promote agricultural products)

[www.gotexan.org/ForMembers/GOTEXANPartnerProgram.aspx](http://www.gotexan.org/ForMembers/GOTEXANPartnerProgram.aspx)

Planning and Capacity Building Program

<http://texasagriculture.gov/GrantsServices/RuralEconomicDevelopment/RuralCommunityDevelopmentBlockGrantCDBG/PlanningandCapacityBuildingFund.aspx>

**Texas Enterprise Zone**

The Texas Enterprise Zone Act (Government Code, Chapter 2303) established “a process that clearly identifies severely distressed areas of the state and provides incentives by state and local government to induce private investment in those areas by removing unnecessary governmental regulatory barriers to economic growth and to provide tax incentives and economic development program benefits”.

[www.window.state.tx.us/taxinfo/enterprise\\_zone/ez\\_program.html](http://www.window.state.tx.us/taxinfo/enterprise_zone/ez_program.html)

Statute - [www.statutes.legis.state.tx.us/Docs/GV/htm/GV.2303.htm](http://www.statutes.legis.state.tx.us/Docs/GV/htm/GV.2303.htm)

**Neighborhood Empowerment Zone:** [www.statutes.legis.state.tx.us/Docs/LG/htm/LG.378.htm](http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.378.htm)

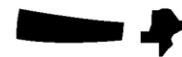
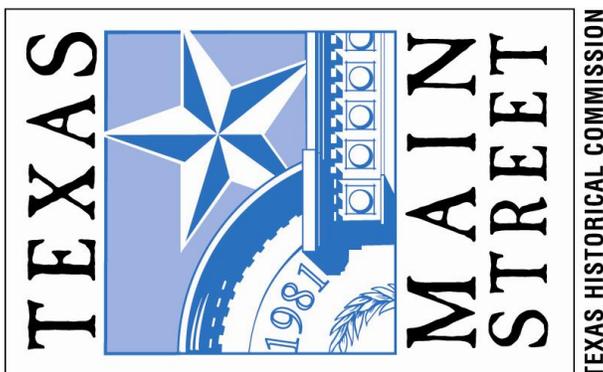
DF July 2, 2013



# Appendix K: Defining Local Historic District Character

## Defining Local Historic District Character

For Any Main Street, Texas



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## PART 1

### Introduction

#### Texas Main Street Program

The Texas Main Street Program (TMSP) is part of the Community Heritage Development Division of the Texas Historical Commission. The TMSP is the state coordinating program that operates in affiliation with the National Main Street Center of the National Trust for Historic Preservation. Cumulatively since 1981, Texas Main Street communities have realized well over \$2 billion in reinvestment into their historic downtowns, and have added more than 27,000 jobs and almost 7,000 new small businesses. These reinvestments show that significant economic development impact can be realized through historic preservation. There are many reasons why downtown revitalization is a crucial tool for enhancing the economic and social health of a community. In addition to being the most visible indicator of community pride and economic health, the historic downtown is also the foundation of community heritage. The historic buildings in a downtown are prime locations for the establishment of unique entrepreneurial businesses and can also be tourism attractors, all of which add to the community's sales tax collections and property values. Today, big-box development permeates the national landscape, making it even more important that communities be proactive in saving and using their historic spaces to avoid becoming featureless places.

#### Your Main Street

There is no other place just like your Texas Main Street. The buildings, structures, objects, and landscape features within a historic district work together to create a unique sense of place. As a whole, a historic district becomes more than just a collection of individually significant historic buildings. Based on its own unique combination of building forms, architectural styles, streetscape features, and landscape features, a district gains a distinct historic character. Character of a building or district refers to “all those visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment” (National Park Service, Preservation Brief 17: 1). Because the significance of each property within a historic district is linked to its neighbors, it is especially important that property owners work together to maintain and preserve each property for the shared benefit of the whole historic district. Additionally, property owners should create a common strategy for preserving and maintaining a historic district's sense of place.



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The purpose of this report is to get you to look at your town in a new light. Familiarity of a place can make you lose sight of the attributes that make your district distinctive. This report should help you to take a fresh look at your historic district and “see” what makes your Main Street different. The end result will help your town attract visitors to your Main Street district because it is different from any other town in Texas.

**This report provided by the Texas Historical Commission’s Main Street staff will pose a variety of questions and observations for you to consider and research. As you go through this report, check off the open bullets on the left side of the pages when you answer the question.**



## Research Your Town's History

Do research on your town's history. This will be useful not only for your Main Street program, but also for the Main Street board members, committees, and city officials, as well as the general public. This history is intended to be brief. A detailed history can be included as an appendix.

- When and how did your town get started?
- Who were key people in your town's history?
- What were pivotal events in your town?
- What caused your town to prosper?
- What connections did your town have with neighboring towns or counties?
- Does your town have an iconic structure such as a commemorative monument or fountain? If yes, how did this come about?
- Did your town have art movements? Theaters and movie houses? A drive-in movie theater?
- What modes of transportation affected your town? What were the lasting influences of transportation?
- What were the key products that your town produced? Cotton? Lumber? Oil? Bricks? Cattle? Something else?
- What happened in your downtown during national events, such as westward expansion or emancipation?
- When did your town get electricity?
- What happened in your town during Prohibition? The Great Depression? World War I? World War II? How do these events connect your town to Texas and the national historic context?



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## Your Main Street Yesterday and Today

Now that you have looked at your Main Street and have assessed its distinctive features, recurring patterns, and streetscape from the historical standpoint, let's analyze both the historical views of your Main Street and what your Main Street looks like today. It is important to be as open and visible about problems or issues with the historic district as it is with opportunities; remember it is only possible to **fix** a problem after it has been identified. Take an honest look at the existing district including buildings, streetscape, and accessories.

### How Has Your District Character Changed?

Look at changes in your Main Street.

- What changes have occurred to the buildings?
- What has been the pattern of alterations? Addition of slipcovers? Stucco laid on top of existing material? Changed-out windows? Altered canopies?
- How many buildings have been demolished or have deteriorated from neglect?
- What characteristic details have been obscured by additions or removed?
- What inappropriate changes have been made?
- Are the changes reversible?
- Would reversals require minor or major undertakings?
- How have these changes altered the distinctive character of your Main Street?
- What are the common changes that obscure the historic character of your Main Street's architecture?
- Are there vacant lots where buildings used to stand? How has that affected the building and street rhythm?

### Changes to Canopies and Awnings

Canopies and awnings provide shade from the sun and shelter from the rain, as well as regulate the amount of light and heat entering the building. Canopies were often a recurring pattern on commercial buildings and therefore a unifying element. This type of canopy should be retained as much as possible. Look at your town's historical photographs for clues about canopies and awnings.

- What types of canopies did your Main Street buildings have?
- How were they supported (tie-rods, chains, poles)?
- What materials were they made of?



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## Your Historically Distinctive Main Street

### Your Main Street Story: Why Your Town is Different

Often a downtown or Main Street was the economic and social center of the town. The Main Street district typically has a collection of building types that help tell the story of your Main Street. This historic character provides several positive aspects by offering a distinct identity for businesses, fostering heritage tourism, and attracting investments.

- What made your downtown/Main Street area significant?
- Why was downtown important socially and culturally during various time periods (events, daily business, gathering place, etc.)
- Was downtown important regionally and why?
- What population groups did business downtown?
- Is there one building or a group of buildings that stands out or does not seem to fit historically? Why?
- What effect did the unusual building or group have on the community at large?
- What memories do current residents hold about downtown?

### Historical Photographs and Records of Your Main Street

Take a look at distinctive features and recurring patterns, streetscape elements including canopies and awnings, signage, street lights and street furniture, and parking configurations. Historical photographs are valuable resources for discovering what your historic district used to look like, as are maps, paintings, tax records, city directories, and documents. Keep in mind that a picture is worth a thousand words.

- What did your district look like historically?
- Does your town have a courthouse square or public square?
- How was the town laid out? On a square grid pattern? Linear? Colliding grids? Radial?
- What did your Main Street look like?
- What types of buildings did your Main Street have? One story? Two story? Multi-story?
- What architectural styles were present?
- What visual rhythms were present (such as building widths or heights, recurring architectural features)?



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- Did the canopies/awnings cover the transom windows?
- Have the canopies been altered significantly?
- How many have been removed or replaced with different types of canopies or awnings?

**Changes to Storefronts, Windows and Doors**

Main Streets typically featured stores that contained glass display windows with an entry door to the business. Recessed entryways are common in Main Street towns. Windows were commonly framed with painted wood or sometimes metal of bronze or brass. Doors were often wood-framed glass panels and paired to allow for a wider doorway. A secondary door is sometimes found on the façade for entry to the second floor. Transom windows placed over doors and windows augmented the natural lighting that came through the display windows. Operable transoms also provided ventilation.

- What type of storefronts did your Main Street have? How have they changed? When were they changed?
- Have the doors been changed to more modern steel or aluminum doors?
- How many windows have been replaced with solid walls or smaller windows?
- Were transom windows covered up?
- What type of glass was used in the transom windows? Stained? Prism? Glass block?

Retaining existing historic glass storefronts, transom windows, doors, and recessed entries should be encouraged. Where these elements have been removed entirely, replacement with glass display windows is encouraged to recreate the visual socialization, increase display space, and augment natural lighting. However, keep in mind that some modernizations of storefronts have now become historic in their own right, such as Art Deco and Moderne.

**Changes to Decoration and Detailing**

The details and decorative elements create texture and visual interest for the streetscape. These details should not be hidden or altered as they contribute to what makes your Main Street distinctive.

- What are the prominent details of your Main Street past and present?
- Is there a particular architectural style or form that is prominent, such as Art Deco or decorative cast iron?
- Do the corner buildings have angled entries?



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- Do the buildings have stepped parapets?
  - Do the buildings have decorative brickwork or colored brick or tile?
  - Do the buildings have pigmented structural glass, such as Vitrolite or Carrera?
  - Do the buildings have decorative pressed metal cornices or details?
  - Do the buildings have cast iron storefronts?
  - Do any buildings have turrets or oriel windows?
- Now, look at your Main Street from the positive standpoint.
- How much of your Main Street's historic character remains?
  - What details are still intact?
  - What buildings retain most of their original configurations, materials, and details?
  - Are any of the changes noteworthy and deserve preservation in their current state?

### Streetscape Changes

A streetscape refers to the street environment.

- What changes have occurred to the streetscape? Are there street accessories (trash cans, benches, lighting, signs)? What do they look like?
- What are the common and unique elements of your Main Street's streetscape?
- Historically, how was parking organized? Has that changed? If so, how much has it changed?
- Have demolished buildings created voids or altered setbacks from the sidewalk? If so, how many? How has that affected the block as a whole?
- What were the sidewalks like originally? How have they changed? Have the sidewalks been updated to meet the Americans with Disabilities Act (ADA) requirements?



**Changes to Lighting and Miscellaneous Items**

Street lighting evolved from gas lights to electric lights. Sanborn maps are useful for tracking down power plant locations and getting approximate dates of arrival. Newspapers would also be helpful in tracking down exactly when electricity arrived.

- Are there street accessories (trash cans, benches, lighting, signs)? What do they look like?
- When did electricity arrive in your town?
- What types of lighting were present along the street?
- Singular light poles?
- Multi-branched light poles?
- Taller street lighting?
- How has the lighting changed?
- How could the lighting be improved?

Street accessories, such as benches and trash cans, were historically scarce. Today, street lights, trash cans, and street furniture are necessary items for downtown areas today for safety, cleanliness, and rest.

- Did your Main Street historically have street accessories, such as benches or trash cans?
- Does your Main Street have street accessories now? What kinds?

Other items that were not utilized historically are satellite dishes, newspaper vending machines and drop boxes, and public art.

- Does your Main Street have satellite dishes on the facades of the buildings?
- Are the newspaper vending machines and drop boxes scattered around or are they grouped together in less conspicuous locations?
- What could be done to improve their looks or location?
- Do your streets include public art?



### Changes to Signage

Signage was used to advertise the name of the business as well as what products were sold within. Look at your historical photos for clues for what types of signage were used as well as font styles.

- What types of signs did your Main Street have? Board signs? Wall signs? Canopy signs? Perpendicular signs?
- When did illuminated signage show up?
- How has the signage changed over time?
- Do the modern signs hide architectural details? Do they detract from the historic character by being over-scaled or too dominant to the overall building or block?

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## **PART 2**

### **What's Next?**

#### **How Can Your District be Used?**

##### **Gathering Place**

Your Main Street's historic district is and should continue to be used as a gathering place. In addition to the typical holiday parades and bazaars, other events could be a farmers markets or annual festivals that capitalize on your Main Street's distinctive assets.

Think of your historic downtown as an outdoor museum and your historic buildings as artifacts to be interpreted. Research on the history of buildings and businesses often uncovers interesting, funny, or provocative stories that can create tremendous value for residents and visitors. Share these authentic stories through walking tour brochures, interpretive plaques, live tours, and storytelling events to reveal the history of your town. This will provide additional leisure and educational opportunities to be enjoyed downtown.

##### **Government Services**

What government services does your town have in the Main Street historic district? These types of facilities are reliable draws for local residents. Encourage your town to keep these facilities downtown as the users and employees of these facilities can also be customers for the surrounding local businesses.

##### **Retail**

What types of retail stores does your Main Street have? How can these be supplemented to encourage more people to come downtown? Food businesses are key in downtowns because if visitors need to eat lunch or get refreshments, they probably will not make the effort to return to resume shopping as the place where they do get sustenance will also have shopping opportunities. Locally owned stores are more likely to have specialized items that are tailored to your town's personality than chain stores.

##### **Entertainment**

How could your larger buildings, such as masonic halls or theaters, be repurposed for entertainment (assuming they are not already in use)? Art shows by artists or school children are another possibility that could be showcased in various shops along Main Street.



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**Professional**

The upper floors of the multi-story buildings could be used to house lawyers, tax consultants, dentists, etc. The first floors utilized by professional businesses often lead to blocked-up storefront windows – detracting from the historic character of the building and weakening the pedestrian friendliness of the streetscape. As these professions often prefer privacy for their patrons, upper-floor operations might be more ideal.

**Residential**

The upper floors of the multi-story buildings could be rezoned for residential purposes. Residential use of buildings would supply additional income for building owners and businesses.

**Planning****Existing Codes and Ordinances**

A community that actively seeks to protect its historic buildings provides an attractive investment for those who want to live in and be a part of an authentic community. As mentioned in the introductory section, it is important that property owners work together to maintain and preserve each property for the shared public benefit of the whole historic district. Additionally, property owners should create a common strategy to preserve and maintain a historic district's sense of place. One way to do this is to have building codes, zoning, and ordinances in place to protect historic resources.

Local preservation ordinances, zoning laws, and building codes are tools traditionally used to maintain the balance between the welfare of the general public and the interests of individual property owners.

- What codes has your town adopted?
- Are these codes appropriate for historic properties?
- Where are they kept on file?
- What sign and zoning ordinances does your town have?
- Does your town have a historic preservation ordinance?



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### Financial Assistance

- Does your town have financial assistance programs set up to help local property owners or business owners?
- What are the programs for? Is information about these programs easily accessible by the owners and board members?
- What is the design review process?
- Does your town have any tax incentives, such as property tax abatements or property tax freezes? Tax abatements are where the city may enter into an agreement to waive and/or postpone property taxes. Tax freezes lock in property values at the pre-rehabilitation value for a certain period of time.
- Does your town have a revolving loan fund or low interest loan fund to help owners make historically appropriate building improvements?
- Does your town have any grant programs for façade, sign, and/or paint projects?

### Future Development Needs

As with any town, changes will occur in your Main Street. How your Main Street changes is up to the city and its residents and property owners.

- What changes may happen in the future?
- Is there a Master Plan in place that protects historical buildings?
- How can sensitive changes be guided?
- What can be initiated to encourage historically appropriate development?

As part of the Main Street Program, your Main Street should, at a minimum, follow the **Secretary of the Interior's Standards for Rehabilitation** for any alterations done to its historic buildings, or preferably set up design guidelines for its historic district. The Standards are broad, philosophical principles meant to guide preservation practice. Although most design guidelines are based on the Standards, local design guidelines contain specific recommendations tailored to the characteristics of a particular district or neighborhood, while the Standards do not take into account local economics, politics, attitudes, and goals.

**Design guidelines** are more practical and applicable for your Main Street than the Standards as the design guidelines would be created with your Main Street in mind specifically, rather than the Standards' broad ideas intended to guide preservation practice as a whole. The



guidelines would afford your Main Street more input into how it wants its historic areas to develop. Design guidelines are written and graphic instructions created for preservation commissions and property owners to encourage appropriate exterior alterations, additions, demolitions, and new construction within local historic districts. Design guidelines illustrate the desired appearance of new development so that it most appropriately mixes with historic architecture and enhances overall value. Design guidelines typically suggest compatible scale, setbacks, roofline, size of openings, texture, and other elements that produce suitable new construction. Design guidelines are a great tool for ensuring that growth in your Main Street's treasured historic area meets certain standards and enhances the character. For more on creating design guidelines, contact your Texas Main Street Program representative.

In addition to creating design guidelines for the historic district, other helpful items are a Historic Preservation Committee, a Certificate of Appropriateness, tax incentives for historic preservation, and historical markers. A **Historic Preservation Committee** typically is comprised of a small number of local citizens. The role of the committee varies by town, but its purpose is generally to review historic zoning cases; to approve certificates of appropriateness and tax abatement applications for city landmarks, and sign and building permits in historic districts; to review applications for historic preservation tourism and grant monies; to maintain city survey of cultural resources; and to promote historic preservation activities.

A **Certificate of Appropriateness** is a document that the Historic Preservation Commission approves, stating that specific work has been approved by the Commission. A Certificate of Appropriateness ideally is required before most exterior work begins and before a building permit can be issued. Changes involving new construction, reconstruction, alteration, demolition, major maintenance, exterior color changes, and the introduction of fences, walls, lighting fixtures, permanent landscaping, etc. require a Certificate of Appropriateness.

**Tax incentives** can be utilized to encourage private participation in preservation. In considering appropriate incentive, the city should conduct a cost/benefit analysis to measure the anticipated loss of tax revenue against potential economic gains to the community from preservation activities. Tax incentives help to promote the rehabilitation of historic structures of every period, size, style, and type. Tax incentives can be instrumental in preserving the historic places that give cities, towns, and rural areas their special character. Tax incentives for preservation can attract private investment to the historic cores of cities and towns. They also can generate jobs, enhance property values, and augment revenues for state and local governments through increased property, business, and income taxes. A **Tax Credit** is a reduction from the tax bill and is usually a percentage of the money spent on rehabilitation or a property or structure. **Tax increment**



**financing (TIF)** is a fairly common tool available to local governments for economic development. TIF is a technique to publicly finance needed structural improvements and enhanced infrastructure within a defined area. These improvements usually are undertaken to promote the viability of existing businesses and to attract new commercial enterprises to an area. The cost of improvements to the area is repaid by the contribution of future tax revenues by each taxing unit that levies taxes against the property. The additional tax revenue that is received from the affected properties is referred to as the tax increment. Each taxing unit determines what percentage of its tax increment, if any, it will commit to repayment of the cost of financing the public improvements. Only a city may initiate a TIF; however other entities may join if they choose. The term Tax Increment Reinvestment Zone (TIRZ) is the new name for TIFs — these terms are used interchangeably.

**Historical markers** are another useful tool to utilize. Historical markers are plaques that commemorate a wide variety of historical subjects including events, people, buildings, sites, and organizations as official recognitions of historic resources. These can be recorded at the local, state, or federal levels. Having historical markers on the local, state, and national levels are useful in several ways including:

- May help qualify property owners for grant funding or tax incentives
- Give property owners priority access to technical assistance from the Texas Historical Commission staff
- Guide travelers to places of historical interest, although owners need not to provide public access
- Identify properties in Texas that deserve protection
- Assist government and private groups planning new development
- Recognize properties of local, state, and national significance

## Assistance

### Agencies to Assist Owners

Property and business owners can get help for their buildings within the historic district area from the following sources:

- Your Main Street manager and advisory board
- Your town's City Hall, planning department, historic preservation officer
- The Texas Historical Commission
  - o Main Street program



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- \* Design assistance
- \* Technical information
- \* Economic information
- o Certified Local Government program
- o Visionaries in Preservation program
- o Division of Architecture program
- o Division of History and Archeology program
- National Trust for Historic Preservation
- National Register of Historic Places
- The Advisory Council on Historic Preservation

### Resources for Researching Building Histories

Finding out information about a historic building helps with the rehabilitation process. If you know what your building looked like in the past based on historical photographs, it will be easier to replicate details or make sympathetic alterations. Sources of information for historic buildings and other information include:

- Local and county historical societies
- Local newspapers
- Local and county libraries
- Sanborn Fire Insurance maps (available online through your local library)

### Maintenance & Repairs

The historic buildings of your Main Street should have regular maintenance inspections and repairs. A small repair now can save hundreds or thousands of dollars of extensive repairs later – the clichés of “a stitch in time saves nine” or “an ounce of prevention is worth a pound of cure” are very applicable for historic buildings. The National Park Service’s Preservation Briefs are great resources that cover many maintenance issues for historic buildings. <http://www.nps.gov/history/hps/tps/briefs/preshom.htm>.

- Compile a list of qualified contractors, craftsmen, and artisans to assist building owners and business owners on their projects
- Compile a list of appropriate materials that are generally compatible with your buildings



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## Architectural Glossary

**Bulkhead:** The member of an entrance frame that forms a base for a sidelight adjacent to a door.

**Canopy:** A covered area that extends from a wall of a building, protecting an entrance.

**Corbel:** A projection or one of a series of projections, each stepped progressively outward with increasing height, and usually projecting from a wall or chimney.

**Cornice:** Any molded projection that crowns or finishes the part to which it is affixed; the exterior trim of a structure at the meeting of the roof and wall.

**Door frame:** An assembly built into a wall consisting of two upright members (jambes) and a head (lintel) over the doorway.

**Inset sign area:** A recessed portion of a wall that is designed to contain a sign.

**Pier:** A member, usually in the form of a thickened section, that forms an integral part of a wall; usually placed at intervals along the wall to provide lateral support or to take concentrated vertical loads.

**Tie rod:** A rod in tension, used to bind parts of a structure together.

**Transom bar:** A horizontal member that separates a door from a window, panel, or louver above.

**Transom window:** A window located above a door or window, which may or may not be operable.

**Window frame:** The fixed, non-operable frame of a window designed to receive and hold the sash or casement and all necessary hardware.

**Window hood:** A cover placed above a window to shelter it.



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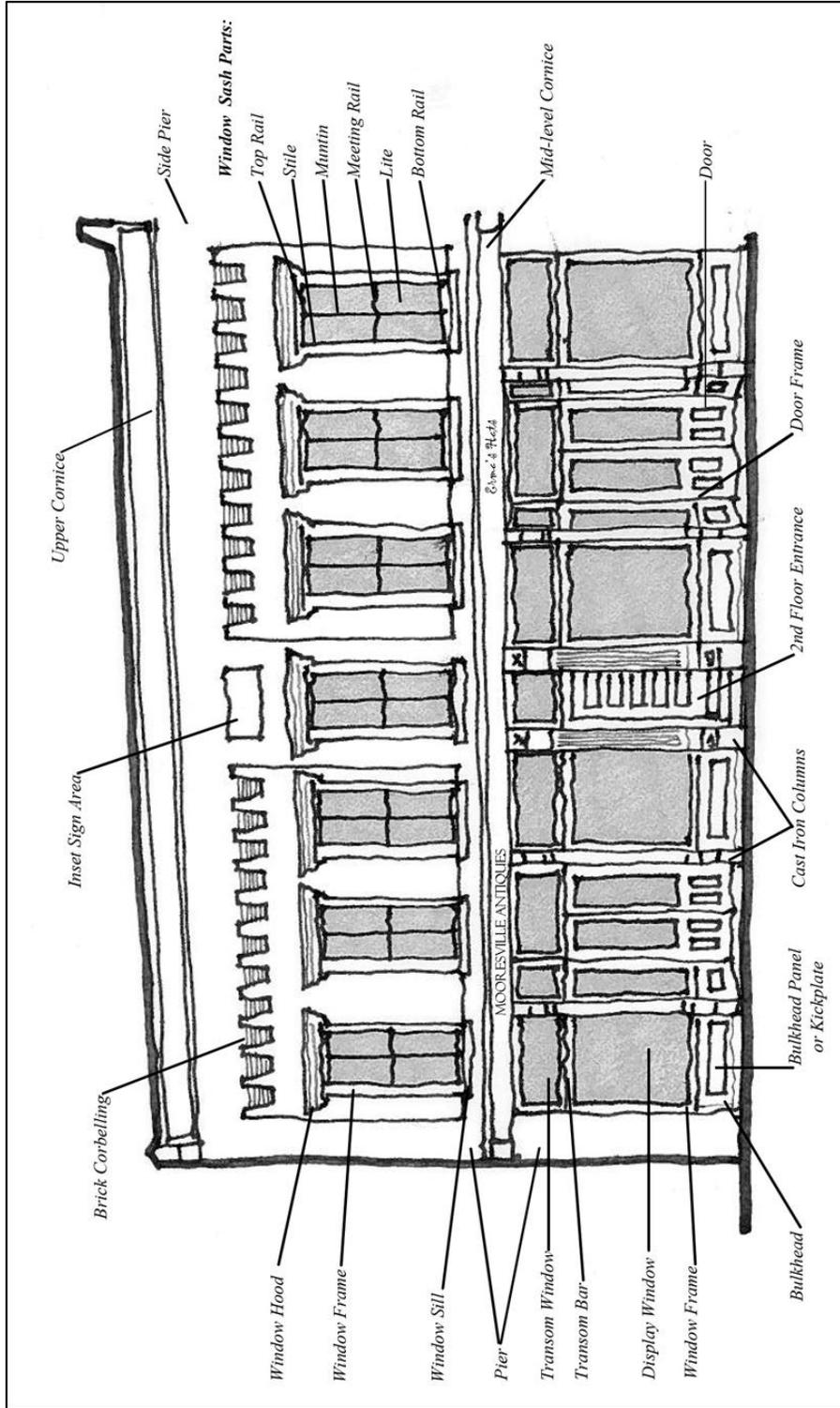
**Window sash:** Any framework of a window; may be moveable or fixed; may slide in a vertical plane or may be pivoted. Window sash parts: top rail, stile, muntin, meeting rail, lite, bottom rail.

**Window sill:** The horizontal bottom member of a window frame or other frame.



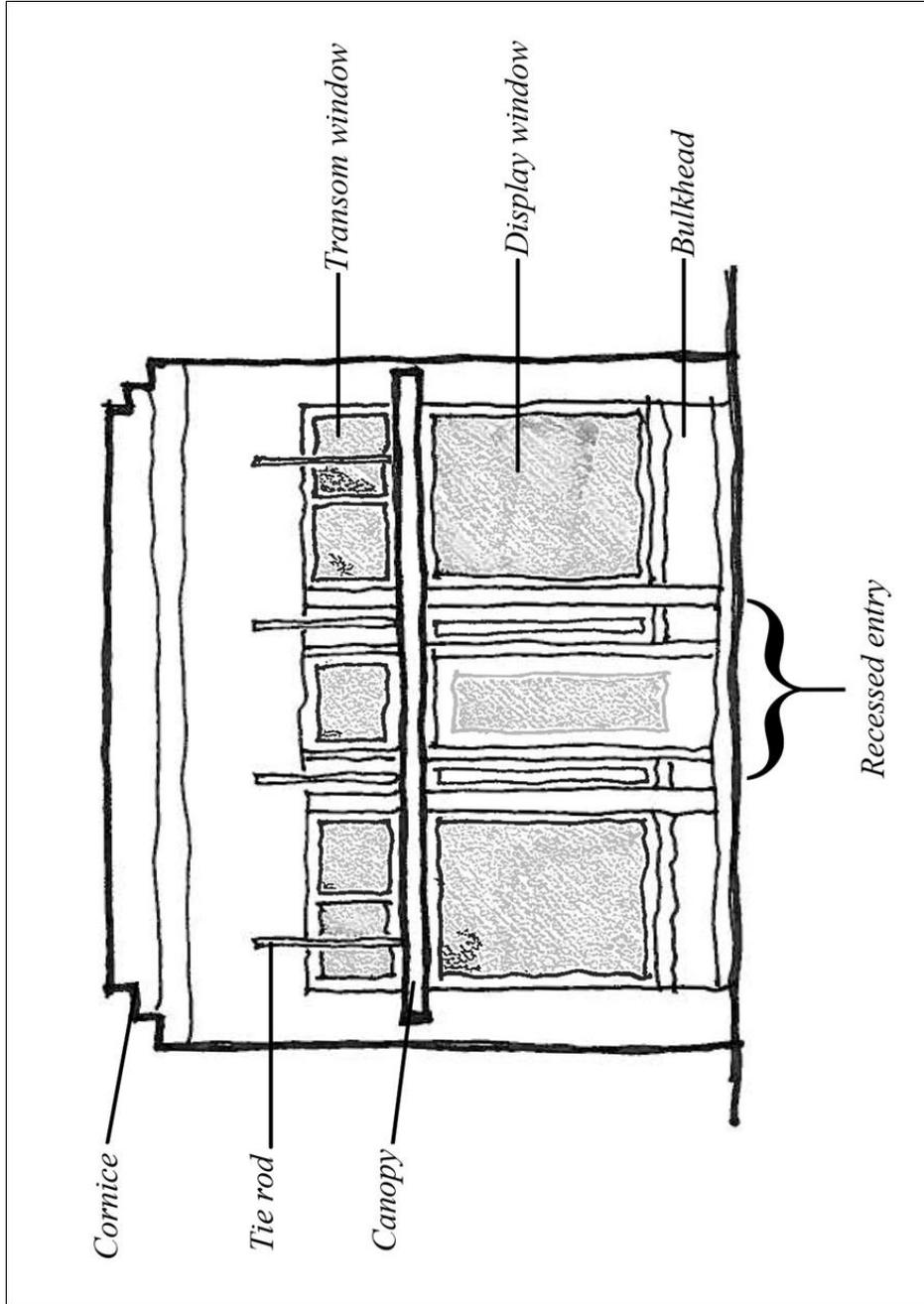
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Architectural terms for a two-story building.





Architectural terms for a one-story building.

## Marketing and Promoting Your History

From the marketing and heritage tourism aspects, look at what is distinctive about your Main Street for event ideas and advertising possibilities. The following phrases might help you to consider some possibilities that could be used for ideas.

- Nicknames for your town
- Your town is known for...
- Characteristics of your town
- Effect of transportation on your Main Street
- Does your town have a historic train depot?
- Does your town have a county courthouse? Historic courthouses are always special and deserve marketing and heritage tourism attention. The history of the town can often be told through the courthouse history. What role did the courthouse play in town planning?
- Is your town along a historic trail or highway?
- Is your town along a scenic drive or does it have a natural attraction?
- Does your town have a historic dancehall and is there still an active music culture? Theater culture?
- Does your town have civic, women's, or fraternal organization buildings?
- Does your town have any buildings designed by architects? What are the stories behind these special buildings?
- Does one (or more) of your buildings have significant architectural features or construction method not commonly found?
- Was the Civilian Conservation Corps or Works Progress Administration active in your town? What structures did they build? How did they affect the community?
- Does your town have the "first", "last", "only", "longest continually operated" store, theater, etc.?
- Did your town have a significant event? Did a famous person live in your town?
- Did your town host a special festival every year in the past, such as a cotton festival or old settlers reunion?
- Is your town near an old battlefield or fort?



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- Does your town have a listed National Landmark, National Register property, State Archeological Landmark, Historic State Cemetery, listed historic district, or local historic designation?
- Does your town have a historical museum?
- Does your town have a historic/archeological site, memorial, heritage site, historic structure, or object?
- Does your town have park or recreation area?
- Does your town have culturally significant foodways that can be experienced in local restaurants? Are there cooking demonstrations or classes?
- Do you have artist studios in your historic downtown and can people take lessons or workshops from these artists (painting, photography, sculpture, weavers, glass blowing)?

# Appendix L: Caldwell Survey Results

## TEXAS HISTORICAL COMMISSION

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### Texas Main Street Program CALDWELL Resource Team Survey Results

1. What goods or services bring you downtown?

|                     |
|---------------------|
| Dry Cleaning        |
| Dress Shop          |
| Bank                |
| Christian Care      |
| Yesteryears         |
| Government          |
| Gym                 |
| Groce's Home & Auto |
| Hair Appointments   |
| Jewelry             |
| Museum              |
| Restaurants         |
| Post Office         |
| Tea Room            |
| Insurance           |
| Feed Store          |
| Courthouse          |

2. Do you consider downtown to be vibrant? Why or Why not?  
Answers were overwhelmingly NO.

|   |
|---|
| No nightlife                              |
| No shopping on the square                 |
| Better parking during the week            |
| Needs a facelift                          |
| Not enough businesses                     |
| No activity after 5pm                     |
| Stale fashions - need current merchandise |
| Nothing to offer tourists                 |
| No activities on weekends                 |
| No entertainment                          |

3. What kinds of goods do you purchase locally in downtown?

|                              |
|------------------------------|
| clothing                     |
| hair/nails - beauty services |
| jewelry                      |
| antiques                     |
| auto products                |
| hardware                     |
| gas                          |
| gifts                        |
| livestock supplies           |
| food                         |
| stamps                       |
| dry cleaning                 |

4. What kinds of goods do you have to purchase out of town because they are not available locally?

|                             |
|-----------------------------|
| Electronics                 |
| Shoes                       |
| Clothes                     |
| Accessories                 |
| Groceries                   |
| Household Goods             |
| Furniture                   |
| Books                       |
| Personal Services           |
| Hunting Goods               |
| Cosmetics                   |
| Music                       |
| Appliances                  |
| Office Supplies             |
| Nursery= Plants and Flowers |
| Sewing Supplies             |
| Party supplies              |
| Sporting Goods              |
| Gifts                       |
| Bath and Body Items         |
| Cleaning Supplies           |
| Arts and Crafts Materials   |
| Home Décor                  |

5. What are you proudest of/like best about downtown?

|                         |
|-------------------------|
| Fire Station            |
| Courthouse              |
| Christmas Decorations   |
| Safe feeling            |
| Location in state       |
| Clean Town              |
| Historic Buildings      |
| Nice Sidewalks          |
| Friendly People         |
| Festivals and Events    |
| Parking near the stores |
| Businesses              |
| Courthouse Lawn         |
| Small town feel         |

6. Can you name one business type you would like to see downtown? What is it? Why?

|                         |
|-------------------------|
| Wine Bar                |
| Coffee Shop             |
| Western Store           |
| Burger Joint            |
| Place for Teenagers     |
| Restaurants             |
| Movie Theater           |
| Bowling Alley           |
| Grocery Store           |
| Specialty Kitchen Store |
| Butcher                 |
| Produce Market          |
| Soda Fountain           |
| Flower/Gift Shop        |
| Sporting Goods Store    |
| Candy Store             |
| Boutiques               |
| Photographer            |
| Children's clothing     |
| Bookstore               |
| Craft Store             |

7. What do you think needs to be improved about downtown

|                                      |
|--------------------------------------|
| Overall Appearance                   |
| Outdoor Areas & landscaping          |
| Parking                              |
| Murals/Public Art                    |
| Sidewalks                            |
| Lighting                             |
| Update storefronts                   |
| Recruit more retail & restaurants    |
| More events downtown                 |
| General cleanliness                  |
| Public wifi                          |
| Park area for kids                   |
| Longer business hours in the evening |
| Signage                              |
| Nightlife                            |

8. What do you like visually about the way your downtown looks (historic buildings, architectural features, places to sit, parks, nice sidewalks, lighting, etc.)?

|                         |
|-------------------------|
| Courthouse Lawn         |
| Traditional Town Square |
| Historic Buildings      |
| Trees - Shade           |
| Old Post Office         |
| Christmas Display       |
| Flower Boxes            |
| Mad Hatter Tea Room     |
| Longhorn                |

9. What do you not like visually about the way your downtown looks (sidewalks in disrepair, billboards, abandoned buildings, empty lots, etc.)?

|   |
|---|
| abandoned buildings   |
| sidewalks need repair   |
| General cleanup needed (window cleaning, trash removal, painting, etc.) |
| Not enough street lights - poor lighting                                |

10. What would bring you downtown more often?

|   |
|---|
| More small shops/boutiques  |
| Activities - movies, music, festivals   |
| Coffee Shop   |
| Affordable family restaurants   |
| Place for teenagers to hang out   |
| Suggestions for Types of small businesses: Yoga Studio, Boots, Shoes, Clothing, Books, Burgers, Soda Fountain |