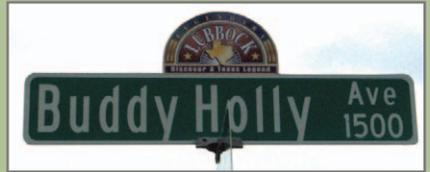


# DOWNTOWN REVITALIZATION ACTION PLAN

City of Lubbock, Texas

February 5, 2008





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# EXECUTIVE SUMMARY

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## INTRODUCTION

The City of Lubbock has invested in a new vision for downtown. The citizens and leaders of Lubbock identified a need to revitalize Downtown Lubbock and map out a strategy for expanding its presence as the regional hub of commerce, entertainment, culture, and government.

The project focused on the Downtown Core, defined as the area bounded by 4<sup>th</sup> Street, 19<sup>th</sup> Street, Interstate 27 and Avenue Q. The study considered physical factors, such as existing infrastructure and urban form, prior planning efforts, and community desires. The final product is this Downtown Revitalization Action Plan that identifies short and long term projects, as well as the funding and support needed to accomplish them.

The Downtown Lubbock Revitalization Action Plan has been developed in four phases: Assessment, Visioning, Action Plan, and Implementation.

## ASSESSMENT

The Consultant Team kicked off the project in August of 2006 by touring downtown and meeting with City staff, the Downtown Redevelopment Commission, and other stakeholders. An assessment of existing conditions followed with a review of existing documents and land use regulations, a placemaking inventory, a parking study, an evaluation of transportation and utility infrastructure, and consideration of drainage issues.

A market analysis was also conducted to identify population and employment trends and assess the potential for residential, hotel, retail, entertainment, and office development. Based on the market opportunities identified, the Consultant Team prepared an initial real estate development program and phasing strategy. Finally, a comprehensive analysis of all existing conditions and community desires identified opportunities and constraints that would guide downtown redevelopment.



*A series of maps were generated to assist in the assessment of existing conditions.*



*A visual preference survey helped guide the visioning phase of the project.*

## VISIONING, GOALS & OBJECTIVES

On November 2, 2006, the Consultant Team held the first public meeting in the Lubbock Memorial Civic Center to present the conclusions of the assessment phase and gather community input. Approximately 350 meeting participants broke into groups of 6-10 people and contributed their 'top 3 big ideas' for downtown revitalization.

The groups expressed a desire for a pedestrian-friendly, beautiful downtown with a mix of uses and architectural styles. The groups supported increasing downtown housing and enhancing the strengths of the existing Depot Entertainment District and Arts District, as well as a desire to develop additional 'districts' with unique personalities. Desired additions to the Downtown scene centered around entertainment, dining and shopping. Improvements to the transportation system and public safety were also noted as necessary to stimulate redevelopment. Additionally, the public identified a number of catalytic projects that could spur revitalization, including an arena, a large park, museums, and wine tasting rooms.

To gauge the desired character of downtown redevelopment, the Consultant Team presented various images at the public meeting and asked participants to rate the images using green dots for the ones they liked and red dots for those they didn't like. Based on the feedback from meeting attendees, the Consultant Team worked with City staff and the Downtown Redevelopment Commission to draft a vision statement for Downtown Lubbock in the year 2020 accompanied by a set of goals and objectives that would help the city achieve its vision.

## DRAFT PLANS

Based on the information gathered during the assesment and visioning phases, the Consultant Team selected six catalytic projects that hold great potential for Downtown redevelopment; these projects included an arena, performing arts center, upscale hotel, movie theater / retail complex, residential development, and civic center renovation / expansion. The catalytic projects were combined with supporting elements, including parks, a visitor's center, sporting venues, and enhanced Depot and Arts districts, among others, to generate three preliminary scenarios for Downtown redevelopment.

The Consultant Team returned to Lubbock on February 13, 2007, to gather public input regarding the alternate configurations and combinations of catalytic projects and supporting elements presented in each scenario. Meeting participants identified what they felt were the top three catalytic projects for Downtown and stated what they liked and disliked about each scenario. With the feedback obtained from the presentation of the three draft scenarios, the best mix of elements was carried forward into a Preferred Plan.

## PREFERRED PLAN

The Consultant Team presented the Preferred Plan to the public on April 3, 2007. After outlining the elements of the plan, the Consultant Team asked attendees to break into small groups to identify what they liked the most and what they liked the least. Overall, meeting participants responded positively to the Preferred Plan, and felt that the right elements were in the right places. Input from the break-out groups was used to refine the final, Preferred Plan.

The revised Preferred Plan breaks the Downtown area into seven broad land-use districts and disperses catalytic projects and supporting elements throughout these districts in a manner that best complements key buildings / projects that are existing and on the board.

- Arts & Convention District: includes a new park, a new performing arts center, a renovated and expanded civic center, an upscale hotel, parking garages, arts-related offices, and transportation improvements, which build off the energy of the existing Louise Hopkins Underwood Center for the Arts and the Mahon Library.
- Central Business District: includes new office space, a boutique retail corridor along Avenue J, a new civic building on the site of the existing jail, and a new park at the intersection of Broadway and Buddy Holly, which will support the redevelopment of the Pioneer Hotel into condominiums.
- Depot Entertainment District: includes a movie theater, a new two-block park, a multi-purpose arena, a collegiate hall of fame, a relocated walk of fame, and a boutique hotel, which will complement the existing Cactus Theater and Buddy Holly Center and the upcoming visitor's center.
- Residential District: includes townhomes and condominiums with ground-floor retail and a new neighborhood park on 15th Street.
- Gateway Retail District: includes pedestrian-scaled retail shops along MacDavis Lane east of Avenue Q, which will draw energy from the existing Wal-Mart and surrounding stores further west to the Downtown Core.
- Destination Retail District: includes large- and mid-box retail centers, as well as the possibility of light industrial, technology research and development, or business campus activities.
- Transition District: includes a variety of uses on Avenue Q and 19th Street that must be 'good neighbors' to adjacent uses in the Downtown Core.



*Public input on three alternative redevelopment scenarios led to a Preferred Plan.*



*A renovated Civic Center and a new performing arts center will capitalize on existing arts-related resources in downtown.*



*Supporting existing businesses in the Depot Entertainment District and aggressively pursuing new investment will create a unique entertainment niche.*



*Creating a land trust is one way to attract development and achieve a vibrant residential neighborhood downtown.*

## IMPLEMENTATION

The implementation strategy is designed to help the citizens and elected officials of the City of Lubbock turn vision into reality, and to help them map a clear, successful, step-by-step route to Downtown revitalization. The success of this plan depends on *continued* commitment and support to the plan. The following five steps are crucial to the success of this Plan; they are prerequisites to Action Plan implementation, and must be sustained throughout the entire duration of downtown revitalization efforts:

- Critical Step 1: Commit to Implementation
- Critical Step 2: Protect the Vision
- Critical Step 3: Pursue Economic Partnerships
- Critical Step 4: Support Growth
- Critical Step 5: Promote and Recruit

## *Economic Development*

Small business is critical to the identity and character of the downtown Core. Revitalization must protect existing merchants, and attract new ones as well. Specialized, 'boutique' retail is key in creating that unique personality that will differentiate Downtown from other large-format and chain-shopping venues.. Ways in which the City or a redevelopment body could aid these businesses include establishing a small business revolving loan fund, a business advocacy program, a peer-to-peer consulting network, and diversifying the area's retail base.

Marketing activities must focus on three specific areas: business recruitment, tourism, and community relations. Revitalization efforts must seek to bring more Class A office tenants into the Downtown Core. Marketing for tourism should reach local, regional and national markets, and marketing materials should be available at kiosks throughout downtown. Festivals and other events should be organized and promoted. Walking tours, hospitality training, and extended business hours will also encourage tourism. Community relations include revitalization progress reports, a web page, and media articles.

Revitalization efforts should seek to support and enhance already existing visual, musical and performing arts resources, through activities such as a public art program, artist-in-residence, cultural outreach, additional museums, and live/work artist spaces.

## *Policy & Land Use*

Another very important step is for the City of Lubbock to formally adopt the Downtown Revitalization Action Plan as official City policy for the downtown. Two entities are recommended as having primary roles in implementing the Action Plan and fostering major revitalization efforts in the downtown area — the City of Lubbock and one of two other parties: (1) an oversight corporation called Downtown Lubbock 2020 or (2) a master land developer to be selected by the City. The City and Downtown Lubbock 2020 or a master land developer will serve as leaders in both the planning and implementation processes.

To form Downtown Lubbock 2020, the current Downtown Redevelopment Commission could be reconstituted into a legal entity with its mission to implement the Action Plan. Otherwise, the City could prepare a Request for Qualifications/Request for Proposal (RFQ/RFP) packages in order to solicit and select a master developer. Regardless of whether the City chooses to create Downtown Lubbock 2020 or select a master land developer, the City of Lubbock will create a position, an Action Plan Liason, that would have direct responsibility for oversight of the Downtown Revitalization Action Plan implementation process.

Finally, in order to facilitate redevelopment within the Core, the City should re-evaluate the City zoning ordinance, making modifications as appropriate to encourage a denser, more urban pattern of land use. The City should also adopt the proposed CB zone districts, as well as update and expand the existing design standards for these districts. To further encourage private investment, particularly residential development, a land trust should be created to acquire and hold key properties for future development in accordance with the Action Plan.

## *Urban Design*

Enhancement of the urban realm should focus on streetscape, parks and open space, and signage and wayfinding. A streetscape program should start with those roadways designated in the Preferred Plan as Streets for People. The repair or replacement of the historic brick paving in many downtown streets should be coordinated with streetscape improvements. The City should develop a Street Tree Master Plan and a Parks and Open Space Master Plan with an aim of bringing more green to the downtown Core. Modifications to certain streets are also proposed and would include planted parkways, expanded pedestrian walkways and bike lanes. A maintenance plan will be necessary to sustain such improvements.

## *Transportation & Utilities*

A true evaluation of public parking needs and availability must be carried out, and a Downtown Parking Management Strategy should be drafted. Bike routes and paths should be improved within the Core and throughout the city. As redevelopment occurs, Citibus should expand public transportation services to include regular shuttle service between Texas Tech and the Depot Entertainment District, and the Depot Entertainment District and the Arts District, along Avenue J.

Downtown utilities and services such as water, electric, telecommunications (including fiber optic) should be upgraded and relocated underground throughout the Core to levels that are 'development-ready'.

## *Funding & Phasing*

Texas has a wide range of legislatively-enabled economic development funding and organizational programs that can have direct applicability to implementation of the Downtown Lubbock Revitalization Action Plan.

Those most relevant include:

- Tax Increment Financing (TIF)
- Public/Private Sector Partnerships
- Public Improvement Districts (PID)
- Economic Development Corporations
- Texas Enterprise Fund
- City/County Venue Tax
- General Obligation Bond Issue
- SBA Section 504 Loans
- Community Development Block Grants
- EDA Grants and Loans

This Action Plan assumes three sources of capital financing: private, public and civic. Some projects, as public resources, will obviously require most of their funding to be public. The Civic Center renovation and expansion is one such project. In contrast, although the Performing Arts Complex is also a project with public funding, it can expect to garner a fair amount of civic (philanthropic) funding, through its broad spectrum appeal to concert-goers, dance lovers, and the like. Other projects will have different funding structures depending upon their phasing and the success of initial revitalization efforts.

This Action Plan assume three phases of four years each. Projects may be fast-tracked or delayed, and the total length of the phases may change, depending on market conditions and available funding. That said, the general phasing plan is based on four factors:

- available funding,
- wow! factor,
- need for the facility, and
- projected absorption.

## *Economic & Fiscal Impacts*

If the Downtown Lubbock Revitalization Plan is constructed as presently delineated, the following estimated economic and fiscal impacts could occur over the 12-year period anticipated by the plan (2007 dollar values).

- 10,400 construction jobs (840/year average)
- 7,480 new permanent jobs (2000-2700 in each of three phases)
- \$4.1 million per year in increased property tax revenues
- \$3.1 million per year in increased sales tax revenues

Given the need for a strong construction base, an overall increase in the construction labor force may occur, as revitalization builds momentum. In complementary activity, the new opportunities for permanent employment, if in place today, would represent almost five percent of the jobs in Lubbock County.

Due to initial revitalization efforts being more heavily programmed in favor of catalytic projects that are intended to leverage future private investment, the actual impact of revitalization in property and retail taxes may not be as strong in the first years until the private market begins to follow the lead of the catalytic projects.

MAP: PREFERRED PLAN

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# CHAPTER 1: THE PROJECT & THE PROCESS

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## HOW TO USE THIS DOCUMENT

Mapping a City's future is a complicated process; it takes time, and produces a staggering amount of information. This document, and the associated appendix, contains that information, arranged in roughly chronological order, but can still be quite daunting to approach. For the reader to find the information he or she wants, it is important to understand both the design process, as described in this chapter, and the arrangement of this document.

Roughly speaking, this document can be outlined as follows:

- Chapter 1: Design process
- Chapter 2: Existing conditions
- Chapter 3: Goals for the process
- Chapter 4: Preliminary ideas, in plan format
- Chapter 5: Final plan
- Chapter 6: How to implement the plan

'Raw' information such as transcripts of public meetings and interviews, lists of consultants and committee participants, and summaries of background materials that contributed to the conclusions in this report (but which are too detailed or too lengthy to include in the body of the report) are included in the appendices.

## THE PROJECT

The City of Lubbock has invested in a new vision for Downtown. With the City's centennial approaching, the citizens and leaders of Lubbock identified a need to revitalize their home and map out a strategy for expanding its presence as the regional hub of commerce, culture, and government.

The project focused on the Downtown Core, defined as the area bounded by 4<sup>th</sup> Street, 19<sup>th</sup> Street, Interstate 27 and Avenue Q, but also considered the impacts of the General Study Area reaching as far west as Texas Tech University, and 5 to 10 blocks north and south of the Downtown Core. The study considered physical factors, such as existing infrastructure and urban form, prior planning efforts, and community desires.

The final product is this Downtown Revitalization Action Plan that identifies short and long term projects, as well as the funding and support needed to accomplish them.

## THE TEAM

The Consultant Team was led by EDAW, a national and international leader in city planning and urban design. Consultants from EDAW's Denver office were assisted by Development Strategies, a St. Louis-based economic analysis firm, and by Parkhill, Smith & Cooper, a local Lubbock firm specializing in architecture, landscape architecture, engineering, and planning.

The City of Lubbock appointed a Downtown Redevelopment Commission charged with the guidance and execution of the Action Plan. The Redevelopment Commission was responsible for final acceptance of this Downtown Revitalization Action Plan. The Commission members represented a varied roster of downtown merchants, business leaders, and stakeholders.

The City also assembled two additional advisory groups to provide feedback on the planning process. The Development Industry Group, composed of developers and real estate professionals active in the downtown area, provided additional feasibility and 'real world' input into the development of this Downtown Revitalization Action Plan. The Advisory Group, composed of government, commercial and non-profit entities, provided feedback.

A Technical Committee, composed of representatives from various City departments, provided additional comments regarding existing conditions, current projects, and future feasibility.

A listing of members of the Consultant Team, the Redevelopment Commission, the Development Industry Group and the Technical Committee is found in Appendix A.

## THE PROCESS

The Downtown Lubbock Revitalization Action Plan has been developed in four phases: Assessment, Visioning, Action Plan, and Implementation. Community buy-in is critical to the ultimate success of the Action Plan, and stakeholder feedback was carefully built into each of these phases, in order to ensure that the Action Plan reflects true market conditions and builds community support. The entire process began in August 2006 and took approximately nine months to produce a final Action and Implementation plan.

### *Assessment*

The assessment phase used a variety of information sources to assess existing conditions, current policies and regulations, and citizen perception and desire. The Consultant Team used stakeholder interviews, field reconnaissance and photography, City-provided GIS files and evaluation of existing regulations and prior planning documents to establish a snapshot of Lubbock today, as well as attain an understanding of how the City has developed. This analysis produced a list of broad opportunities and constraints facing the City today. This analysis was the basis of the visioning and planning efforts that followed.

### *Visioning*

The visioning phase required stakeholders and community advisors to verify the analysis produced in the assessment phase, and to take identified needs and opportunities forward into a vision of the Lubbock they'd like to see. The product of this phase was a Vision Statement and a set of specific Goals for downtown revitalization. The Goals are supported by more detailed Objectives that describe the component elements necessary to achieve each goal. The Vision Statement, and the Goals and Objectives, are tools that can be used to evaluate whether a recommended planning action is aligned with the community's goals for itself.

### *Draft Plans*

The third phase of work required evaluating and refining the concrete elements of downtown revitalization. An initial draft of the Action Plan put forth three development scenarios, which allowed the City, its advisory groups and the general public to consider alternate configurations and combinations of catalytic projects and supporting elements.

### *Preferred Plan*

With the feedback obtained from the presentation of the three draft scenarios, the best mix of elements was carried forward into a Preferred Plan. This plan was then analyzed to create suggested phasing and funding sources, resulting in the Implementation Action Plan.

### *Implementation Action Plan*

Where the Preferred Plan identified the necessary elements for downtown revitalization, this final phase of the planning process laid out the steps to get the job done. Implementation identified the regulatory changes, organizational structures, phasing and funding necessary to make the plan a reality.

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# CHAPTER 2: ASSESSMENT

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## SECTION 1: COMMUNITY INPUT

### *Kick-Off Meeting & Workshop*

The EDAW Team conducted a three-day work session in Lubbock from August 14 to 16, 2006. Day One of the work session included a project kick-off meeting to introduce team members, project goals and project schedule to Core City staff and the Redevelopment Commission. The kick-off meeting was followed by a trolley tour of greater downtown, a catered dinner and a private show at the Cactus Theater to acquaint the Team with the Depot Entertainment District.

Day Two of the work session was devoted to information gathering through stakeholder interviews and committee meetings, with Day Three left open for follow-up field work. The Consultant Team spoke with a broad spectrum of individuals: some who lived downtown, some who worked downtown, some who lived *and* worked downtown, and some who neither lived nor worked downtown, but had business interests there. Some people had lived in Lubbock all their lives, while others had moved to the City from other parts of Texas or from outside the state. While the EDAW Team heard a number of issues that needed to be addressed, they also heard great things about Lubbock and West Texas, and above all, noticed a real – and very encouraging – hometown commitment. Notes from individual interviews and committee meetings can be found in Appendix B. In the interest of encouraging frank discussion, individual names have been removed from these notes.

## SECTION 2: EXISTING CONDITIONS

### *Existing Documents*

The Consultant Team reviewed a wide variety of documents in order to understand both where Lubbock is today, and how it arrived where it is. The documents fall into three broad categories: current planning documents (ex: Lubbock Comprehensive Land Use Plan, 1986), prior planning studies (ex: Redevelopment Plan for Downtown Lubbock, 1989), and historical background (ex: A Guide to Lubbock's Architectural Heritage, 1993). A full list and summary of the documents examined in the effort can be found in Appendix C.

### *Land Use Regulations*

The bulk of the Downtown Core falls into one of five zone districts, as shown on the Zoning Map on the following page.

- C-2, Local Retail
- C-3, General Retail
- C-4, Commercial
- IHC, Interstate Highway Commercial
- IHI, Interstate Highway Industrial

There are four new Central Business (CB) District designations that have been added to the zoning code, but which have not yet been widely utilized. The hatched boxes on the Zoning Map show proposed application of these new districts. These districts are:

- CB-1, West Broadway
- CB-2, Central Business District, Broadway / 13<sup>th</sup> / Main
- CB-3, Central Business District, General
- CB-4, Depot Entertainment District

Zoning, both current zone districts and the available CB districts, does not appear to place onerous restrictions on development in the Downtown Core. In general, the new CB districts are more conducive to an urban mix of uses than the districts currently in use. These districts provide expanded uses, make residential a use by right, and ease off-street parking requirements. The CB districts also permit flexibility and customized consideration of context by allowing for review by the senior planner instead of a more involved process. Some but not all of the existing downtown districts allow this more streamlined process. Shared parking, conditional in all but the CB-4 district, is an additional advantage of the CB districts. Shared parking is generally not addressed in the current downtown districts. As a sidenote, it may be advantageous to allow shared parking (conditionally) in the CB-4 district.

Zoning Map: General Study Area

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The *Design Standards for the Central Business District*, incorporated by reference as part of the Zoning Code, prescribe more specific requirements for new development in the CB districts. Neither the *Design Standards* nor the Zoning Code require existing structures to be brought into compliance with these updated regulations. There are a small number of issues in the *Design Standards* which could be clarified to make a more complete document:

- *Rooftop Equipment*: Rooftop equipment must be screened, but the document does not specify screened from where – from pedestrian view, or from view in an adjacent structure.
- *Materials*: The document identifies stucco as an allowed material, but does not specify whether synthetic stucco, also known as EIFS (Exterior Insulating and Finish Systems), is also permitted. If EIFS is permitted, it should not be allowed on the first floor of buildings, due to the material's fragile nature.
- *Dark Skies*: The document makes no reference to any requirements regarding partial or full cut-off lighting fixtures. The City may wish to assess its goals regarding lighting and consider including guidance in this area.
- *Parking Screening*: The document discusses screening parking that is visible from the street with a low fence (this screening is required in CB-1 and CB-2, and suggested in CB-3 and CB-4). We would suggest that this fence be required in all districts, and that landscaping be added to the requirement. The optimal condition would be a 2.5- to 3-foot fence set a minimum of 3 feet from the property line, with landscaping between the fence and the public sidewalk.

The *City of Lubbock Sign Code* contains fairly standard and quantitative requirements for exterior signage. There are certain types of signage, such as projecting blade signs, that could improve the scale and texture of downtown that are not allowed by the current code. City staff have told the Team that a draft *Sign Code* modification, which would expand permitted signage types, has been prepared and is under review.

Summaries of the Zoning Code, *Design Standards* and *Sign Code* can be found in Appendix D.



*Unscreened surface parking lots dominate this street corner on Buddy Holly Avenue.*



*Separate storefronts break block massing into smaller units.*



*A large number of churches contribute to the downtown streetscape.*

## *Placemaking Inventory*

This portion of the analysis focuses on the Downtown Core, in particular Broadway and Buddy Holly Avenue, as the Core cross-streets. The elements that follow are among the most critical elements for defining space and creating ‘place.’

### **BUILDING SCALE & MASS**

Extremely wide street widths dominate the scale and character of downtown Lubbock. The majority of buildings in the Downtown Core are three stories or less in height, creating an uncomfortable proportion when set against streets that are typically 75 to 85 feet wide. Most of the taller buildings are located along Broadway. The combination of wide streets and short buildings gives the City’s downtown an extremely horizontal feel.

The massing along Broadway is generally good, with block faces broken into smaller scale by multiple storefronts or architectural features suggesting the same. Massing along Buddy Holly Avenue is less finely grained, with long building facades with little detail. Surface parking, usually unscreened, creates fairly frequent breaks in the street wall on both streets.



*View looking west on Broadway Street emphasizes expansive street width and lack of street realm enclosure.*

## BUILDING STYLE & CHARACTER

There is a fairly heavy use of brick, both red and blonde, in the Downtown Core. This authentic use of masonry lends a certain character and quality to the downtown area, and improves the appearance of some buildings which are otherwise relatively simple. Security bars on windows and doors are common, and may negatively impact the perception of downtown quality and security.

Although downtown architecture does not adhere to any particular style and is by and large unexceptional, there are a number of examples of well-designed buildings with architectural detailing. There are seven designated historical buildings within the Downtown Core, including the Cactus Theater and the Kress Building, as well as a number of historically significant but undesignated buildings, such as the Pioneer Hotel, as shown on the Historic Landmarks Map. There are also a number of buildings built in the 1950s, 1960s and 1970s that are quite dated, such as the Community Health Building.

Broadway has a high level of transparency at the street level with lots of merchandise display windows, although there are also a significant number of blank wall expanses, including the AT&T, NTS Communications and LPL buildings. Blank expanses are far more common on secondary facades.



*Brick masonry and window detailing creates a handsome building.*



*Certain elements can give architecture a dated look.*



*Security bars detract from an otherwise attractive building.*



*Street-level transparency creates a pedestrian-friendly streetscape.*

## STREETSCAPE & PEDESTRIAN AMENITIES

While there is fairly consistent street tree coverage along Broadway, there is an acute lack of street trees on Buddy Holly Avenue and side streets. There are some examples of private property owners adding green to the streetscape. Remnant wall paintings, from a previous era of wall advertising, add character to the streets.

Brick streets also add character to downtown, but are in poor repair and appear to have some significant drainage problems. Ornamental pedestrian street lighting is fairly consistent, with a glass acorn fixture on a grey aggregate pole being the most common type. Street lighting consists of cobra-type fixtures on unpainted poles.

There appears to be no City standard for pedestrian ramps to accommodate mobility-impaired individuals, with at least seven different types of ramps used along Buddy Holly Avenue and Broadway alone. Many of these pedestrian ramps are functionally unusable by wheelchairs or mobility impaired individuals, either because of poor construction or poor placement.

Brick sidewalks are found along a limited portion of Broadway and in the Depot Entertainment District. The addition of the Lubbock City logo to street signs along Buddy Holly Avenue adds a nice detail to the streetscape.

There is an extremely limited number of trash receptacles, bicycle racks and benches in the Downtown Core. Bikes were spotted locked to trees, and benches are primarily limited to bus shelters. The majority of surface parking lots are unscreened from adjacent pedestrian walkways.



*Lack of street trees and ground-level fenestration creates a stark street environment.*



*Haphazard asphalt repair and grading issues detract from the quality of brick paving.*



*Private landscaping softens this streetscape.*



*Details such as inlaid signage add an extra layer of pedestrian detail to the street.*



*Remnant wall signage contributes to the desired feel of the Depot Entertainment District.*

Historic Landmarks Map: Downtown Core

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## PATTERNS OF DEVELOPMENT: PHYSICAL & USE

There is a definite lack of active ground floor uses that provide opportunities for window shopping and observation of other interior activities in the Downtown Core. Inactive street uses which often require client privacy, such as social services and legal offices, combine with unused storefronts to give downtown an empty feel. A high number of vacant and poorly maintained parcels also add to this character.

There is a concentration of legal services around the Lubbock County Courthouse, Mahon Federal Building, and Lubbock County Jail area. Light industrial and warehousing occupies large sections of Buddy Holly Avenue, with an obvious clustering of bar and dining type establishments in the Depot Entertainment District. There does not appear to be a pronounced synergy to the physical arrangement of uses in the downtown area. The accompanying Land Use Maps illustrate land use patterns in the Downtown Core and the General Study Area.

The 'center' of downtown is somewhat undefined, with a parking lot and an open-air bus facility occupying two of the four corners of the "100 percent intersection" of Broadway and Buddy Holly Avenue. Although the Lubbock County Courthouse does occupy one of these four corners, its ceremonial entrance and accompanying plaza/park space face Texas Avenue (to the west), rather than Broadway. Facing the Lubbock County Courthouse across Broadway is the Mahon Federal Building, with no entrances, ceremonial or otherwise, on Broadway. The City's



*Street improvements are a good start to marking the City center.*



*Inactive street frontage, vacant storefronts and unkempt parcels give downtown a deserted feel.*



*The Lubbock County Courthouse plaza does not directly address Broadway.*



*Legal services cluster in the area surrounding the Lubbock County Courthouse and Mahon Federal Building.*



*Broadway dives under the Interstate at the eastern edge of downtown.*



*Buddy Holly Avenue dives under the railroad tracks at the northern edge of downtown.*



*Looking east on Broadway, from Avenue Q, the disappearance of a continuous street wall and the addition of a planted median mark the Core's western edge.*

municipal offices are removed from this central government area, located one block south and several blocks west, on 13<sup>th</sup> Street. It should be noted, however, that the streetscape enhancements along a portion of Broadway, are a good start to defining this street as a key east-west spine of downtown Lubbock.

### QUALITY OF LIFE: DAYTIME / NIGHTTIME

There appears to be very little street activity during the daytime hours, although the Team observed on-street parking to be well-used. This high on-street utilization suggests that people come directly to their destination, but spend little time exploring or strolling about the downtown area.

Night-time activity was not directly observed by the Consultant Team, but there are very few businesses or establishments, with the exception of a number of bars and entertainment venues in the Depot Entertainment District, that would draw people to the Downtown Core after the normal workday.

### LINKAGES & BARRIERS: REAL / PERCEIVED / VISUAL

To the north and east, the BNSF (Burlington Northern and Santa Fe) rail line crosses the northeast portion of the Downtown Core, approximately six blocks north of Broadway, while Interstate 27 forms a very definite eastern boundary to the Downtown Core. Buddy Holly Avenue and Broadway, respectively, drop under both of these major transportation spines, creating a hard visual edge to the Downtown Core.

To the west, the character of Broadway changes quite noticeably as it approaches Avenue Q, with a much more sporadic street wall, an increased number of surface lots, and a planted median. This distinct change of character experientially terminates the Downtown Core on this edge.

To the south, the number of lanes and traffic speed on 19<sup>th</sup> Street create a perceptual southern boundary between the Depot Entertainment District and areas south.

Within the Downtown Core itself, there is a noticeable lack of connection between downtown's main hubs: the Civic Center, the emerging Arts District, the Depot Entertainment District, Broadway and Texas Tech University.

### VIEWS & VIEW CORRIDORS

There are no significant views within the Downtown Core or from the Downtown Core to surrounding topography that require protection or special consideration. There are a handful of historic buildings which could act as focal points for individual blocks.

Land Use Map: Downtown Core

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Land Use Map: General Study Area

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## INVENTORY OF KEY ELEMENTS

### *Restaurants*

There are a fair number of casual, lunch-type eating establishments (sandwiches, pizza) in the Downtown Core, but a lack of destination or after-5:00 p.m. eateries that would encourage people to come downtown for a nice dinner. There is a large cluster of bar and eatery establishments in the Depot Entertainment District.

### *Retail*

There is minimal retail activity in the Downtown Core, with a large number of vacant retail storefronts of all sizes. The retail that is present does not center on any particular area, but is spread throughout the Downtown Core.

### *Services*

There are few examples of neighborhood retail, such as dry cleaners and corner grocers, in the Downtown Core. A quick survey of businesses showed one barber shop, one to two hair salons, and a florist, but no drug stores or gyms.

### *Grocery Stores*

The closest grocery store is the new Super Wal-Mart in North Overton. There are also a small number of ethnically-oriented corner grocers.

### *Schools*

There are no schools within the Downtown Core, as shown on the Schools and Open Space Map. Lubbock Senior High School is located on 19<sup>th</sup> Street, within the General Study Area. No middle schools are located inside the General Study Area. The closest elementary school to the Downtown Core is Ramirez Charter School, in North Overton. Other elementary schools within the General Study Area are south of 19<sup>th</sup> Street or north of 4<sup>th</sup> Street, outside the Downtown Core and across major roadways.



*Signage is restricted to wall signage.*



*Downtown is often flat and uninteresting.*

### *Open Space*

There is a lack of public open space of all scales in the Downtown Core. Gateway Park, occupying several lots on the northeast corner of the Broadway and Avenue Q intersection, is the only formally designated park within the Downtown Core. This park includes a lawn area, perennial beds, and a circular plaza space with benches. The Lubbock County Courthouse lawn is also used as park space; this area occupies approximately one-third of a block at Broadway and Texas Avenue, and includes a bandstand / pavilion that is used for summer concerts. The large grassy area abutting the Marsha Sharp Freeway (4th Street), approximately two blocks in size and north of the Civic Center complex, is also sometimes used for public gatherings but is not a formally designed park.

### *Signage*

#### Identity

Retail and commercial signage lacks character and detail. Some signs look distinctly cheap or homemade. The Team was told that the City is considering expanding the sign code to allow some types of currently prohibited signage, such as blade signs, that could add texture and detail to the streetscape.

#### Wayfinding & Gateways

Downtown is lacking in wayfinding signage, making it very difficult to get around and to find attractions. The Consultant Team observed no signage indicating entry to the Downtown Core or to special areas or attractions within downtown, such as the Depot Entertainment District and the Arts District. The streetscape improvements at Broadway and Avenue Q are a potential start to gateway treatment marking the edge of downtown. Surrounding major roadways are also lacking in informational signage directing drivers on how to get into downtown.

Schools and Open Space Map: General Study Area

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## *Parking*

### ON-STREET

The Downtown Core has a mix of parallel and diagonal parking. Broadway and Buddy Holly Avenue offer parallel parking, while secondary streets offer predominantly diagonal parking with a fair amount of parallel parking, depending on available right-of-way width.

On-street parking consists of a fairly even mix of 1-hour, 2-hour and unrestricted parking. Of the approximately 1,400 spaces available to the public (there is an additional pool of on-street parking that is restricted to loading, government use, etc.), approximately one-third is 1-hour, one-third is 2-hour and one-third is unrestricted. The On-Street Parking Map shows the location of on-street parking in the Downtown Core.

Aerial photography, taken at noon on a Thursday, shows that while on-street parking is well-used, it is not full, even adjacent to the Lubbock County Courthouse. It appears that on-street parking is generally available within a block face (a patron may have to park on the street perpendicular to their destination, for example) of most destinations. The exception to this statement may be the 1700 and 1800 blocks of Buddy Holly Avenue, where the concentration of bars and their condensed business hours may require a longer walk to locate on-street parking.

### OFF-STREET

#### *Required*

Required off-street parking for development is set by the Zoning Code and varies by zone district, although the majority of buildings in the Downtown Core do not meet these standards, as they were constructed prior to the adoption of the above standards. Please refer to the previous Zoning Map for districts in force in the Downtown Core. General ranges for primary downtown districts are below:

- Restaurants and bars: 1 space / 50 square feet – 1 space / 100 square feet
- Retail: 1 space / 175 square feet – 1 space / 200 square feet
- Office: 1 space / 200 square feet
- Churches: 1 space / 4 seats
- Residential: specific use, parking to be set by Zoning Board

It is important to note that the CB District designations (CB-1, CB-2, CB-3 and CB-4), which few properties have yet rezoned into, have less demanding off-street parking requirements. These districts allow restaurants and bars, for example, to park at 1 space per 100 square feet, churches at 1 space per 8 seats, and most other permitted uses at 1 space per 300 square feet. Please refer to the preceding Land Use Regulations portion of this document for further discussion of zone districts. The On-Street and Existing Parking Maps on the following pages show parking by time-limit and type for the Downtown Core.

### *Supply*

The Downtown Core has an exceptionally large amount of land dedicated to off-street surface parking. Aerial analysis shows that over 120 acres of the Downtown Core – approximately 36 percent of developable block area – is devoted to surface parking, supplying in excess of 7,600 spaces. This large amount of surface parking, and its placement facing major streets, has a detrimental effect on the pedestrian realm and streetscape, breaking the continuity of the streetwall and emphasizing the role of the automobile. Of the 24 blocks facing Broadway, from Interstate 27 to Avenue Q, only 6 blocks (25 percent) do not have surface parking facing Broadway Street. Buddy Holly Avenue has a similar amount of street-facing surface parking, with only 5 of 25 blocks (20 percent) lacking.

The Downtown Core also has four parking structures, one of which (1313 Avenue J) was recently sold. The new owner plans to add vertical pedestrian circulation and open the structure for use by his employees in adjacent buildings, and for general contract parking. The owner noted that the structure is engineered to support additional levels above, should such expansion be desirable. The structure at 1002 Buddy Holly Avenue is used by County employees, with a fee of \$15 per month for parking; the structure is well-used on a daily basis. The structure at 1500 Broadway Street is for building tenants only, and is approximately 75 percent full; the monthly fee is \$30. No information is available on the fourth parking structure at 1201 14th Street.

On-Street Parking Map: Downtown Core

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Existing Parking Map: Downtown Core

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### *Utilization*

The same aerial photography referenced above, taken at noon on a Thursday, shows a great deal of unutilized parking. The Mahon Federal Building lot is approximately 30 percent occupied. Three publicly-owned lots in the same area, on the northeast, southeast, and southwest corners of 14<sup>th</sup> Street and Buddy Holly Avenue as shown on the Parking Ownership Map, are little used. One of these lots is completely unoccupied, another shows 2 of 96 spaces used, while the third is approximately 40 percent occupied, based on visual analysis.

On the western edge of the Downtown Core, a large reservoir of parking exists on Broadway between Avenues O and Q. These lots are, in aggregate, approximately 30 percent full. Lots elsewhere within the Downtown Core and along Broadway show varying degrees of utilization, but no lots are full, and all lots show an appreciable amount of availability.

### *Access*

Since there is a large amount of parking, and the lots are not full, the question becomes where the public can park. Information provided to the Consultant Team by the City indicates that almost all lots within the Downtown Core are privately owned, and are often for the specific use of an adjacent business or enterprise. Lubbock does not face the problem of too-little parking, but of too-little public parking, and too-little signage directing the public to appropriate parking reservoirs.

## *Transportation Infrastructure*

### STREETS

#### *Geometric Configuration*

Downtown Lubbock is organized on a grid, with blocks measuring 300 feet by 300 feet. This grid is largely intact within the Downtown Core, with the Civic Center being the most notable disruption to this grid. The Mahon Federal Building closes one block of 13<sup>th</sup> Street immediately south of Broadway, while the Lubbock County Building and Lubbock County Jail closes one block of Avenue G immediately north of Broadway.

The grid enlarges to blocks measuring 300 feet by 600 feet, oriented east-west, to the west of Avenue O. This larger block pattern continues in the more residential blocks west of Avenue Q. There are a small number of grid interruptions, from uses such as schools and parks.

Downtown Core blocks are served by a mix of east-west and north-south alleys. All original blocks had alleys in both directions, but numerous alleys in one direction or the other have been closed. Alleys are heavily used for overhead and subsurface utilities. Residential blocks west of Avenue Q are served by east-west alleys. Please refer to the Wet Utility Map for the locations of wet utilities.

Street widths are quite wide throughout the downtown area, with curb to curb widths ranging from 75 to 85 feet within the Core, and approximately 30 feet in adjacent residential areas within the extended General Study Area.

#### *Traffic Control & One-Way Streets*

Downtown traffic is controlled by a mix of traffic signals and stop signs. Five signalized intersections along 13<sup>th</sup> Street and Main Street have been determined, per City standards, to fall below the conditions warranting a signalization; as of the writing of this document, these signals are being removed and replaced with signed stops.

In the Downtown Core, one-way streets are limited to the Texas Avenue and Buddy Holly Avenue couplet (both two-way south of Broadway), and the Avenue K, L and M grouping (K and M northbound, L southbound). Two previous couplets, Main and 10<sup>th</sup> streets and 15<sup>th</sup> and 16<sup>th</sup> Streets, have been converted to two-way traffic, with positive citizen feedback on the change. Although two-way conversion of the Texas Avenue and Buddy Holly Avenue couplet was considered in the late 1990s, the City decided to stay with the existing condition, due to opposition from adjacent property owners and the difficulty of changing one-way access at 4th Street (Marsha Sharp Freeway).

Parking Ownership Map: Downtown Core

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Wet Utility Map: Downtown Core

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One-way streets and signalized intersections are illustrated on the Existing Transportation Map. The Gateways and Destinations Map illustrates gateways to the Downtown Core.

### *Paving*

While brick paving lends a distinctive character to downtown streets, much of it is in severe need of repair. Repairs have been inconsistent, with asphalt often interspersed with the brick, and warping and potholes quite common.

### *Traffic Circulation*

Field observation did not show any notable conflicts between pedestrians and vehicles, aside from the extremely wide crossing distance due to street width. The Consultant Team did not note any downtown congestion. The largely intact street grid makes downtown navigation clear and logical, with few problems recovering from a wrong turn.

## TRANSIT ROUTES

Overall, Citibus runs on a fairly well-spaced grid to bring patrons to the Downtown Core, usually arriving at the Citibus Transfer Plaza, located at the corner of Broadway and Buddy Holly Avenue. Connections within the Core itself, however, are somewhat lacking.

Fixed route service runs every 30 minutes during peak periods and every hour during non-peak periods and Saturdays; there is no fixed-route service on Sundays. Hours of operation are from 5:45 a.m. to 7:15 p.m., Monday through Friday, and from 7:15 a.m. to 7:35 p.m. on Saturday. On-demand, shared-ride curb to curb service is available Monday through Friday, from 6:40 to 10:20 p.m.; cost is \$4. Regular fixed route fares are \$1 for adults, \$0.75 for children ages six to twelve, and \$0.50 for seniors; children under six ride free. All-day, unlimited ride passes are available for \$2; weekly passes are \$10, and monthly passes are \$35. College students can purchase unlimited ride passes for a cost of \$30 per semester. Citibus also runs an on-demand paratransit service. Please refer to the Existing Bus System Map for the transit routes.

### *Connections within the Core*

- *Arts District to Depot Entertainment District:* Trolley service connects these two areas for special events, such as the First Friday Art Trail. Otherwise, no direct service exists between the Arts District and the Depot Entertainment District. Patrons would have to travel approximately 5 blocks from the Arts District to the Citibus Transfer Plaza, transfer, and travel an additional 5 blocks to the Depot Entertainment District. This route is an inefficient connection for two destinations that are only 12 blocks apart.
- *Arts District to Texas Tech University:* This trip would require transfer at the Citibus Transfer Plaza (12, 5).
- *Depot Entertainment District to Texas Tech University:* Two routes (25, 3) run from the Depot Entertainment District through the center of campus. A third route (5) would require transfer at the Citibus Transfer Plaza (6).
- *Texas Tech University to Broadway Street:* A single route (5) runs through the center of campus, down Broadway Street, and terminates at the Citibus Transfer Plaza. Travel to open space and outdoor amenities east of Interstate 27 would require transfer (2, 14).

### *Connections to the Core*

Bus service is largely confined to the interior of Loop 289, with the exception of the southern Route 4, which dips approximately 10 blocks south of the Loop. Service within the Loop runs along several east-west spines, with north-south travel along three major spines near the Downtown Core. These north-south spines correspond, roughly, to Texas Tech University, Avenue Q, and the Citibus Transfer Plaza.

- *From the East:* Three routes (1, 2, and 14) deliver riders to the Transfer Facility. All three routes terminate at the Citibus Transfer Plaza, requiring transfer to move around downtown.
- *From the West:* Three routes (12, 25, and 3) deliver riders to the Citibus Transfer Plaza. Within the Core all these routes run along Buddy Holly Avenue, but none offers riders the opportunity to alight on Broadway.
- *From the North:* Two routes (7, 12) connect northern residents to the Citibus Transfer Plaza.
- *From the South:* Three routes (5, 9, and 6) bring riders into the Downtown Core. One of these routes (5) runs along Broadway, while the other two routes enter downtown along Buddy Holly Avenue. Riders south of the Loop 289 would need to use an east-west collector route (4) to connect to a north-south running route (3 or 9).

Existing Transportation Map: Downtown Core

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Gateways and Destinations Map: General Study Area

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Existing Bus System Map: General Study Area

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## HIGHWAY & HIGHWAY ACCESS RAMPS

### *Interstate 27*

Interstate 27 is the major north-south spine feeding highway traffic into the Downtown Core. There are two full-access points to the Downtown Core: Buddy Holly Avenue and 19<sup>th</sup> Street. A third access point, 13th Street, provides limited-access to the interstate for south-bound traffic, and access to downtown for north-bound traffic. Drivers can also get on or off Interstate 27 via the Marsha Sharp Freeway, running east-west along the northern edge of the Downtown Core, which provides additional access points to downtown. Please refer to the Highways and Access Points Map to see the locations of highways and access points in the Downtown Core.

### *4th Street*

Fourth Street currently provides right in / right out access to all avenues on the downtown grid. Full movement, at-grade access occurs at University Avenue, Avenue U, Avenue Q, Avenue L, and the Texas / Buddy Holly avenue couplet.

### *Marsha Sharp Freeway*

A completion date for this major transportation project has not been determined, in large part due to the need to secure funding for the project's final phase, but is projected to be sometime after 2013. Once complete, this project will offer major east-west connection into the Downtown Core, replacing 4th Street through the Core. Access to and from the new freeway will be via grade-separated on / off ramps. Major on / off points for this highway will be University Avenue, Avenue Q (the off ramp will land traffic at Avenue V, with Avenue Q being the first significant gateway into the Downtown Core), Avenue L, and the Texas Avenue / Buddy Holly Avenue couplet.

### *Utility Infrastructure*

The objectives of this review are to evaluate the current utility infrastructure and drainage condition of the Downtown Core. The primary resources utilized to analyze the conditions were the Lubbock County FEMA Flood Insurance Re-Study performed in August 1999, City of Lubbock Stormwater Drainage personnel, and City of Lubbock Water Utilities personnel.

## BACKGROUND

The water and sewer lines serving portions of the Downtown Core were installed in the 1920s, making them approximately 77 to 80 years old. During that period the overlying streets were constructed using brick. As the condition of the brick streets deteriorated over time, some of the streets were replaced with more modern construction materials. However, the utility lines have not been replaced and are still in service.

## EXISTING CONDITION

Existing water and sewer mains were installed adjacent to one another in the public rights-of-way. Mains running east and west were typically installed in the streets, and mains running north and south were typically installed in the alleys. There are exceptions, where major mains were installed in north-south streets, rather than alleys. These lines were installed using construction materials typical to that period, including vitrified clay tile, brick, asbestos cement, and concrete. All these materials experience problems due to age.

## FUTURE PLANS

The City of Lubbock currently has a Capital Improvements Project for the water distribution system in the Downtown Core. As part of that project 12-inch water mains are proposed to replace the existing east-west water lines running east of Avenue O on Mac Davis Lane, 8th Street, 9th Street, Broadway, Main Street, 14th Street, and 16th Street. These mains will be tied into existing lines, and several additional lines will be abandoned in place. This project has been approved, and construction is estimated to begin during summer 2008.

Projects planned to address the existing sewer system are currently on hold and are awaiting the results of a Sewer System Master Plan. The study is being conducted by Carter Burgess and began in June 2006. The study is scheduled to be completed by April 2008.

## *Drainage*

### BACKGROUND

Storm water within the City of Lubbock drains to the North Fork of the Double Mountain Fork of the Brazos River. Drainage within the city limits is primarily surface flow into various playa basins which are located throughout the City. Under extreme rainfall conditions, the playas fill to capacity from local runoff and overflow into an interconnecting network of playas, most of which ultimately discharge to the Brazos River.

Highways and Access Points Map: Downtown Core

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The playas are divided into various systems, based on their overflow and drainage characteristics. Each system is comprised of a geographically and hydrologically-linked area based on surface topography. There are separate playa systems in the City, and each is designated with an alpha descriptor beginning with A and ending with M. Each system is comprised of a series of playas that is independent of any other system. The downtown area is a part of Lubbock's Playa System C.

System C originates at the upland between 4th Street and 19th Street (SH 114). The downstream playa in System C is Playa 52, located south of North Loop 289, and east of Quaker Avenue. Overflow from Playa 52 flows overland to the east, intersecting with the Clovis Highway (US 84) and two different rail lines. The flow is then directed southward, following the Clovis Highway and rail alignment, and passes through the northeast portion of the Downtown Core.

System C has been included in various hydrologic studies. Information for this report was obtained from the Lubbock County FEMA Flood Insurance Re-Study, conducted by Halff Associates in August 1999. The purpose of the Halff re-study was to update conditions and mapping for Lubbock and the surrounding area.

The original FEMA study for the City of Lubbock was conducted in August 1974. The Flood Hazard Boundary Maps were released in June 1976, and the maps became effective in September 1982. The Flood Insurance Rate maps (FIRM) were first revised in June 1996, and the revised maps from the Halff re-study became effective in September 2002.

In limited areas of downtown Lubbock, storm drains have been installed to improve drainage. The age of the storm drains is approximately the same as that of the water and sewer mains, which pre-date the brick streets. Although storm drains exist in a small portion of downtown, surface drainage is the primary conveyance mechanism for runoff.

### EXISTING CONDITION

The project area is depicted on current FEMA map, FIRM Number 480452305, Panel 305 of 500 (effective date September 18, 2002). The map shows the area east of Avenue M, between 4th Street and Broadway, to be in the 100-year floodplain. By contrast, the 1982 FIRM panel shows the entire project area to be located outside the floodplain. City staff has questioned the source of this discrepancy, and a new flood study is currently underway to verify if the 2002 maps are correct.

The 1982 100-year flood boundary crosses Clovis Road and the BNSF rail line west of Avenue U, north of the intersection of the two rail lines. From there, the flood boundary travels to its discharge point where Avenue U meets the Yellow House Draw. The discharge point is the center of controversy. In 1982, it was assumed there was a culvert at this location, but for the 2002 maps this culvert was removed from the study as there was not any evidence that a culvert ever existed. The map on the facing page shows the 1982 FIRM Panel in blue as “Previous FIRM Flood Map Area” and the 2002 FIRM Panel in red as “New FIRM Flood Map Area.” The map illustrates the expanded flood zone in the downtown area of study.

Some of the storm drains existing in the downtown area were constructed of arch sections of reinforced concrete. As with the water and sanitary lines, age has taken its toll, and the drains are experiencing maintenance problems. Many of the lines have an arch geometry that would be difficult to tie to.

## POTENTIAL CHANGES

The City of Lubbock has initiated another Flood Insurance Re-Study, which is scheduled to be completed early in 2007. The objective of the study, which is being completed by Hugo Reed & Associates, is to evaluate the previously-completed modeling in the downtown area by utilizing both existing and new approaches and software. This will greatly impact the project area by either validating or refuting the results obtained during the last Flood Insurance Re-Study. Currently the area east of Avenue M and north of Broadway is located in the 100-year floodplain. New developments in this area would be required to either purchase flood insurance or have the property removed from the floodplain. In order to remove any structures that are currently shown in the floodplain, a drainage study would have to be performed and a Letter of Map Revision (LOMR) Application would have to be completed and submitted to FEMA. There is no evidence that any LOMR Applications have been completed for the Downtown Core.

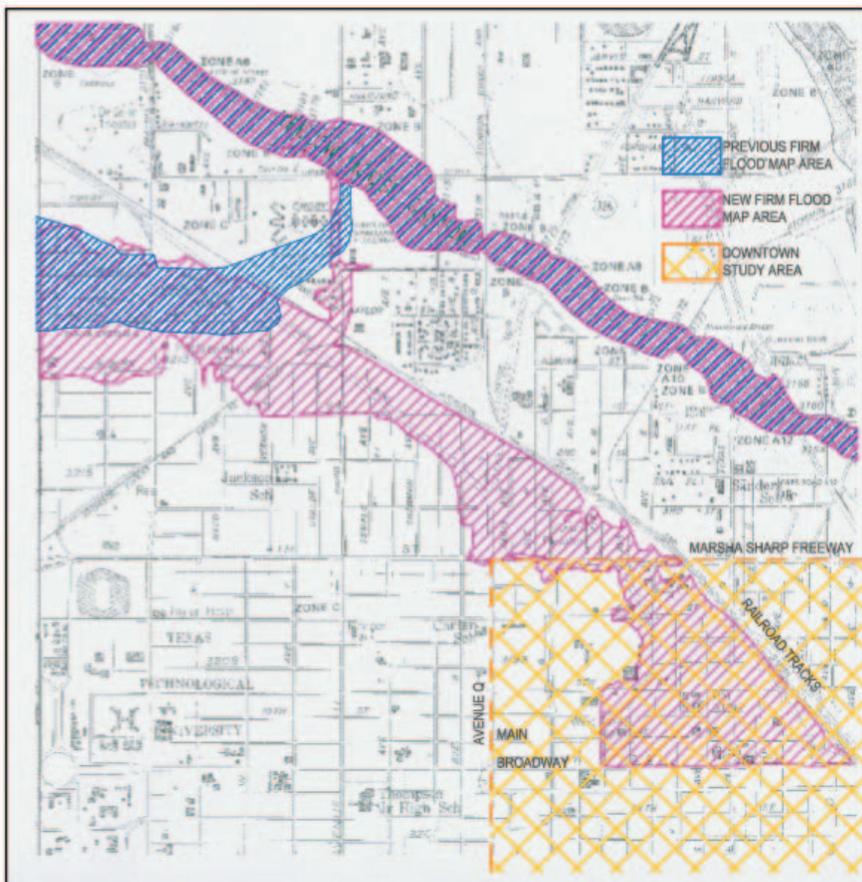
The City of Lubbock Stormwater Department is planning a project to take video of the storm drain lines, in order to evaluate the condition of the storm drain system. The results of this planned project will be used to determine what improvements to the existing system may need to be made and eventually funded through a capital improvement project.

The City of Lubbock depends primarily on existing streets located in public rights-of-way for drainage. Changes to the downtown area may have a great impact on the drainage situation. The limited storm drain system in the downtown area may be available for some of the drainage in the Downtown Core. This will depend on the outcome of the storm

drain video project discussed in the previous paragraph, as well as the Flood Insurance Re-Study. Regardless, surface drainage will continue to be the primary conveyance mechanism for the City.

The main concerns expressed by the City of Lubbock Stormwater staff pertain to low finished floor elevations relative to the curb, and the need for a provision of drainage easements. Structures in the project area have typically been built near or at curb elevation, and are not built up to provide protection from flooding.

Closing of streets currently used for drainage in order to accommodate construction of large facilities will impact the overall drainage scheme. In the North Overton redevelopment area, this has been a concern. Smaller city blocks have been combined to create “superblocks”, resulting in the closing of streets and the interruption of existing drainage paths. The City of Lubbock has worked with the developers to find creative solutions, including providing drainage easements in parking lots running around and through the new properties or constructing wide medians to provide additional runoff capacity. This concept will need to be continued for projects in the downtown area.



*Floodplains in the Downtown Core*

## SECTION 3: MARKET ANALYSIS

There is a new focus and commitment across the nation to redevelop downtowns as more regions rediscover their value as centers of human interaction, social cohesion, diverse commerce, and alternative housing. Increasingly, regional policymakers recognize their downtowns as what they are – the front doors to their community and the most lasting impression of their city. In the 21st Century, when quality of place is paramount to attracting talent and growing the economy, downtowns have become a vital component in regional efforts to compete for jobs and residents. The following section summarizes the Consultant Team's preliminary findings regarding the market potentials for downtown Lubbock.

### *Population & Economy*

The condition of the regional economy, as well as current population and employment trends, can have a significant impact on development projects that may be attracted or redirected to Lubbock's downtown.

#### POPULATION

The Lubbock region, while not growing at the same, robust pace as the state of Texas, is nevertheless characterized by moderate growth, low unemployment, and the presence of a large academic institution. The following table presents population trends for the City of Lubbock, the Lubbock region, and the State of Texas:

Population Trends in Lubbock Area and Texas, 1990-2011

<i>Description</i>	<i>Downtown Core</i>	<i>Study Area</i>	<i>City of Lubbock</i>	<i>Lubbock County</i>	<i>State of Texas</i>
<i>Population</i>					
2011 Projection	520	14,100	221,500	267,600	24,998,000
2006 Estimate	325	14,100	210,800	255,300	23,071,000
2000 Census	332	14,200	199,600	242,600	20,852,000
1990 Census	474	16,000	187,200	222,600	16,987,000
Growth 2006-2011	60.0%	0.0%	5.1%	4.8%	8.4%
Growth 2000-2006	-2.1%	-0.7%	5.6%	5.2%	10.6%
Growth 1990-2000	-30.0%	-11.3%	6.6%	9.0%	22.8%

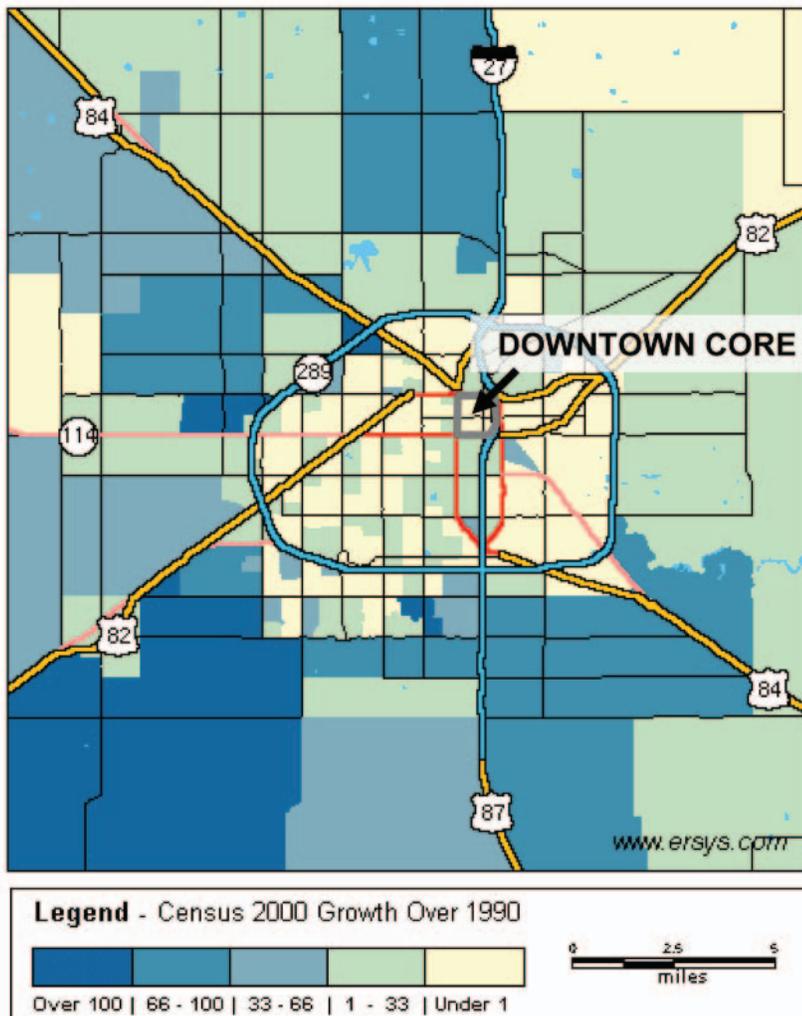
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Downtown Core population data are provided by the City of Lubbock, and include the non-group quarters population only.

The downtown core, is, effectively, the downtown bounded by I-27, Avenue Q, 4th Street, and 19th Street. The study area is a larger "area of influence" that incorporates downtown, Overton, part of Texas Tech, and small parts of the neighborhoods north and south.

While the majority of Lubbock's growth is occurring at the regional fringe (particularly in the southwest quadrant), recent trends suggest an increase in interest in the downtown as a residential location. In addition to modest population gains in the Downtown Core, reversing a pattern of decline, the North Overton district has absorbed nearly 1,000 housing units in a very short period of time, replacing 1,700 units of deteriorated housing. An additional 400 single family detached are underway, with more units planned in the future. This confirms that while much of the regional development in Lubbock is occurring at the fringe, there is substantial interest in investing in the central city, provided land is made available and a master plan is put in place.

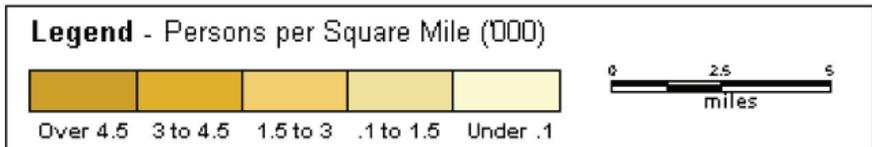
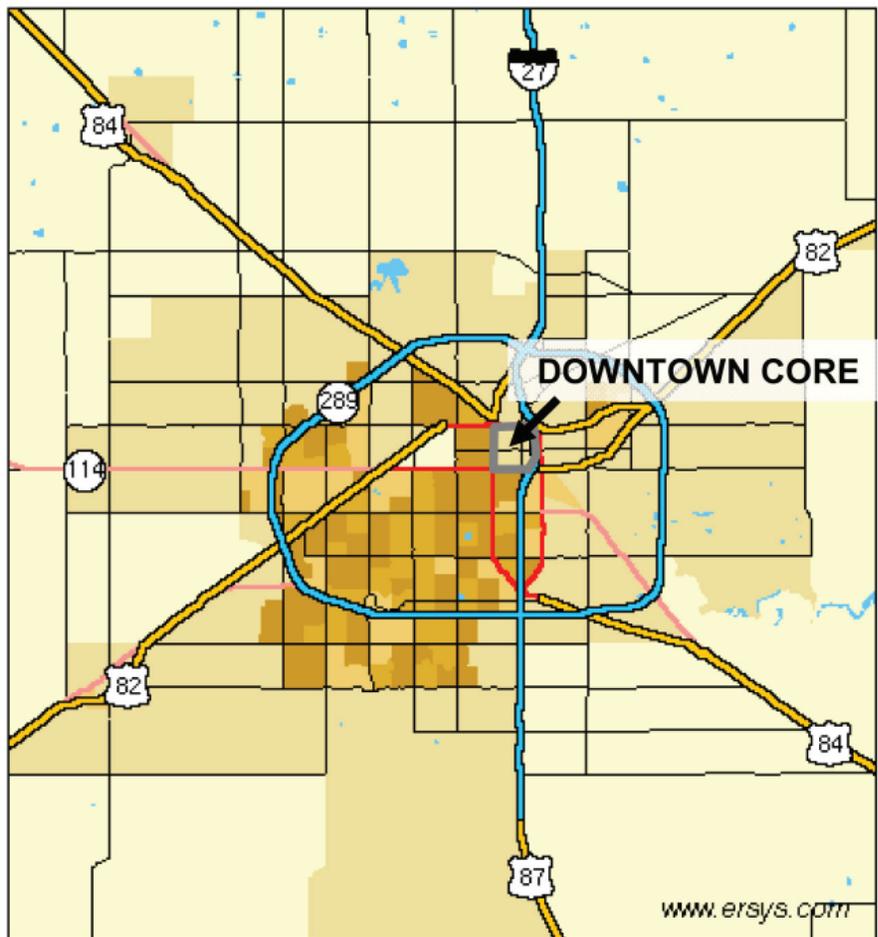
The fringe expansion of Lubbock is evident on the map below that shows numerical population growth by census tract between 1990 and 2000.<sup>1</sup> In essence, the Downtown Core lost population or grew only slightly during the 1990s. Meanwhile, the green areas of high numerical increases encircle the Core of the City. Some of this numerical strength, however, can be attributed to the larger geographic areas encompassed by the most rapidly expanding census tracts; bigger areas can simply absorb more growth.



<sup>1</sup> Tract data are not available for years between decennial censuses.

Thus, it is valuable to evaluate the density of population for the year 2000, as shown on the next map. Darker areas represent higher numbers of people per square mile. It is evident that the central areas of the City have been able to maintain relatively high density even as the fringe has added more people. Thus, it can be concluded that the region is not so much losing population in its developed areas as it is expanding into new areas.

While downtown Lubbock has not had much residential population for decades, its density represents a different kind of “fringe effect” in that downtown is not the center of Lubbock’s population as much as it is the front edge of very low densities on the north and east sides. Thus, in many ways, downtown is perceived as not the center of the regional economy, a perception that needs to be overcome with market interventions to attract more growth not only downtown but also to the north and east.



Still, downtown is the center of the region’s highway network, as both of the preceding maps illustrate. It is effectively the center of the Loop 289 and is the point where all other highways converge. The extension of the Marsha Sharp Freeway will reinforce this centrality. Economic development, and eventually population growth, needs to capitalize on the unique transportation accessibility in greater Lubbock. The downtown’s convenient proximity to all other parts of the region is unrivaled.

Metropolitan Lubbock ranked the 167th most populated in the U.S. in 2005, virtually right in the middle of the 360 defined metropolitan areas.<sup>2</sup> The following table compares population trends for the 15 years between 1990 and 2005 among several metro areas against which Lubbock is frequently weighed.

Growth rates are often used to benchmark the relative health and perceived desirability of a region. Generally, high-growth regions such as Boise, Idaho, are products of strong job growth that attracts migrants from outside the U.S. as well as a healthy national perception that draws people from other parts of the country. While Lubbock’s growth rate of 12.6 percent is moderate (the national average was about 20 percent), it is important to note that it is comparable to that of Chattanooga, a region which has reclaimed a very positive national image in recent years. Another, if much larger, example of a nearby metro role model is Oklahoma City. While it has a size advantage and is both the capital of the state and home of a Big 12 university, Oklahoma City has invested heavily in itself since the late 1980s, and particularly since the Murrah Federal Building bombing of 1995. Oklahoma City achieved a growth rate comparable to the national average.

Population Growth 1990-2005: Regional Comparison

<i>National Rank</i>	<i>MSA/CMSA</i>	<i>2005 Population</i>	<i>Change 1990-2005</i>	<i>Change 1990-2005</i>
46	Oklahoma City, OK	1,157,000	186,000	19.1%
61	Albuquerque, NM	798,000	199,000	33.1%
88	Boise City, ID	544,000	225,000	70.3%
98	Chattanooga, TN--GA	492,000	59,000	13.6%
135	Montgomery, AL	357,000	52,000	17.1%
159	Lincoln, NE	282,000	52,000	22.9%
167	Lubbock, TX	259,000	29,000	12.6%
175	Midland-Odessa, TX	247,000	21,000	9.4%
180	Gainesville, FL	240,000	49,000	25.6%
181	Amarillo, TX	239,000	43,000	21.7%
268	Santa Fe, NM	141,000	42,000	42.4%

Source: U.S. Census 1990 and U.S. Census Bureau Estimates 2000. The change in population from 1990 to 2005 reflects the 1990 populations of the metro area definitions of 2005 (technically redefined in 2003).

<sup>2</sup> Metro areas are defined by one or more socio-economically related counties. The Lubbock metro area officially consists solely of Lubbock County. Nevertheless, Lubbock is the center of a multi-county economic area, the data for which are not evaluated in this report. The South Plains region, for example, has 15 counties that total about 390,000 in population. Lubbock County is, by far, the largest of these counties with some two-thirds of the population. The City of Lubbock, incidentally, makes up more than 80% of the metro area. The metro areas shown on the table represent their geographic boundaries as of 2005, even for those who were defined with fewer counties in 1990.

Amarillo was able to add one-fifth more residents in 15 years. Albuquerque added one-third more. Like Lubbock, Lincoln is the home of a Big 12 university, and added almost a quarter more. It should, therefore, be possible for Lubbock to also improve its national perception without above-average regional growth if it invests in and successfully markets its assets. The increased desirability of college towns, coupled with a renewed emphasis on downtown could go a long way in achieving regional or national prominence for Lubbock.

The following table compares incomes within selected boundaries in the Lubbock region and State of Texas:

Income by Area

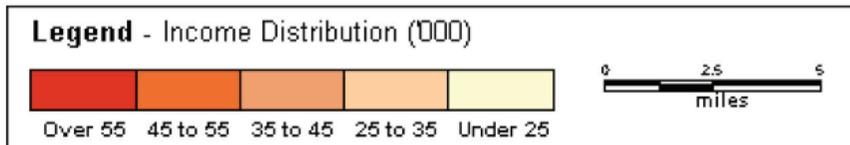
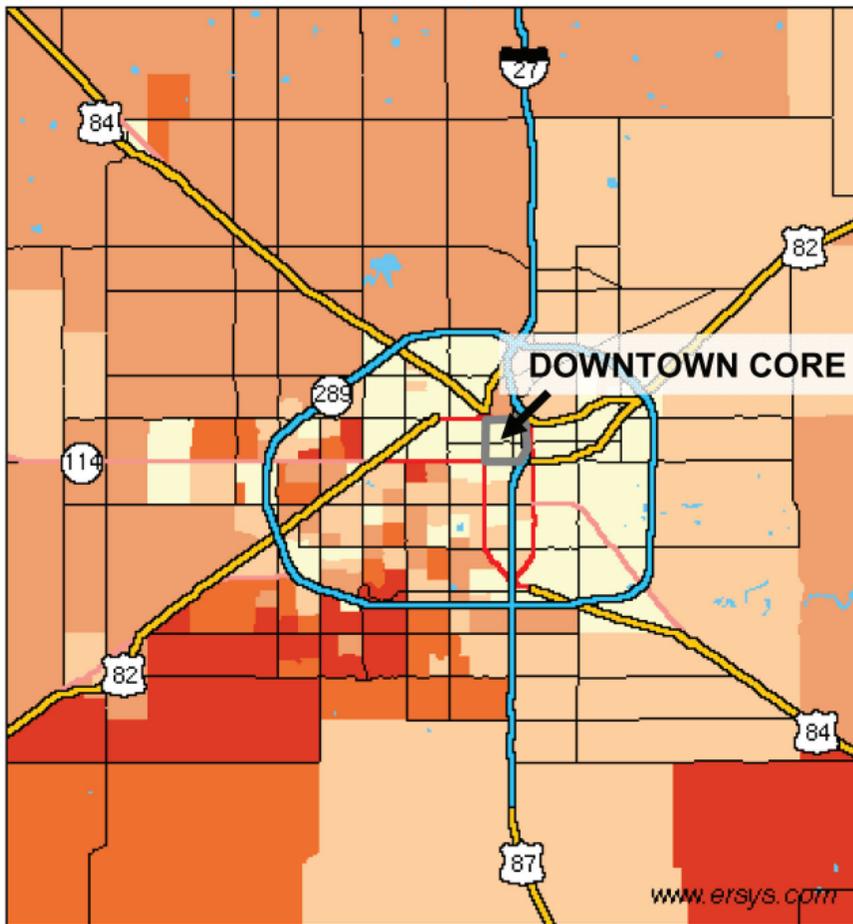
Income	Downtown Core	Study Area	City of Lubbock	Lubbock County	State of Texas
2006 Median HH Inc	\$17,600	\$19,300	\$36,300	\$36,800	\$46,600
% Below \$25,000	82%	64%	36%	35%	26%
% \$50,000 - \$100,000	2%	8%	25%	25%	30%
% Above \$100,000	0%	4%	18%	18%	27%
2006 Per Capita Inc	\$12,200	\$10,100	\$20,300	\$20,000	\$22,800

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There are striking contrasts between the incomes of residents in the study area and those in the region. With a median household income below \$20,000, the average resident in the study area is either a college student, or is likely in need of some form of government subsidy to afford adequate housing. Research from other markets indicates that the new waves of downtown residents are considerably more affluent than existing residents, with households earning \$65,000 to \$75,000, on average. This is because downtowns are attracting residents from other, more affluent parts of their metropolitan regions—very heavily skewed toward college graduates, workers in professional class occupations, and often members of the “empty nest” generation over age 50 in peak earnings years with no children to directly support anymore.

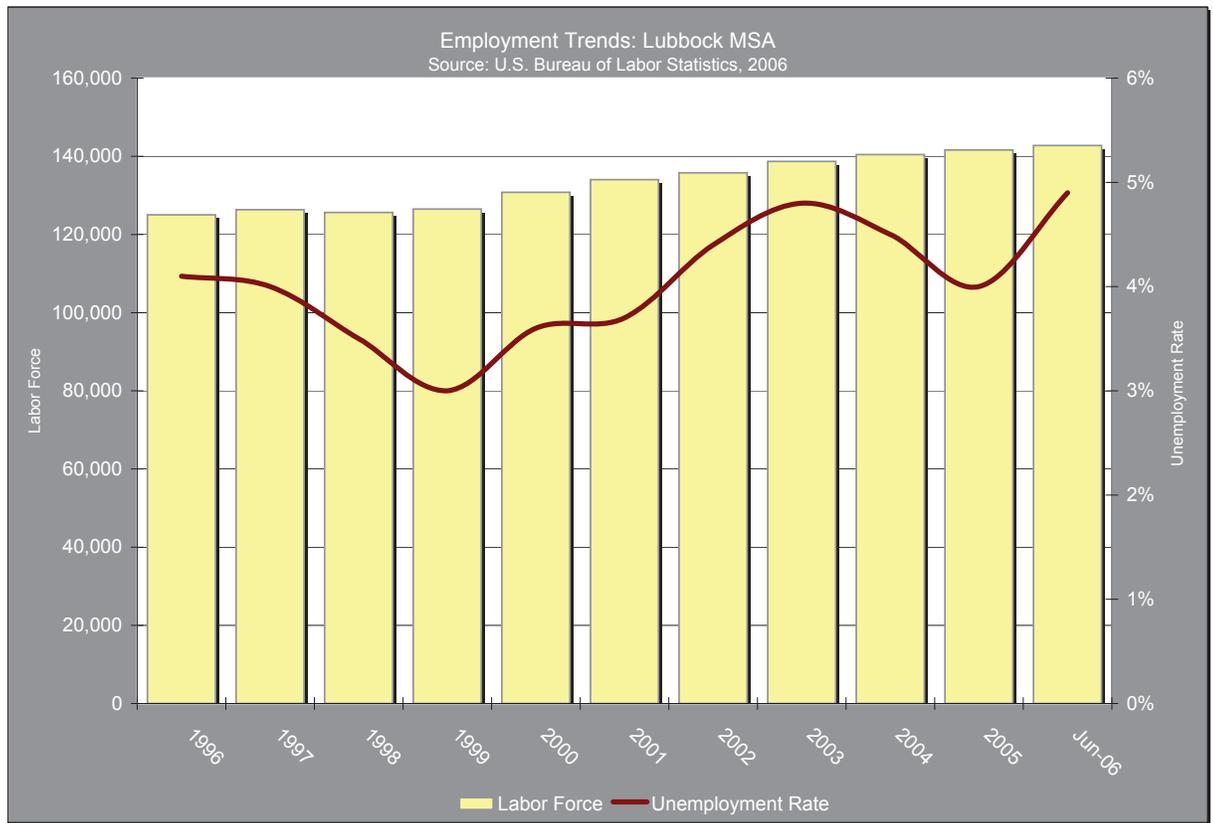
Lubbock also has a lower cost of living than the nation as a whole. A quick indicator of that fact is a comparison of median housing value to median household income from the latest census in 2000. Dividing housing value by income yields a ratio that indicates the relative affordability of housing. For the U.S. as a whole this ratio was 2.85, meaning a median house cost 2.85 times the median regional income. In Lubbock County, the ratio was much lower at 2.18, although this was slightly higher than for the State of Texas at 2.07.

The map below indicates income distribution in the Lubbock region as of the 2000 Census. Not surprisingly, higher household incomes are found in the fringe areas, particularly to the southwest. Lower incomes are to the northeast within the Core of the City, including downtown itself. Based on Lubbock's relatively low median household income but also relatively low cost of living, we anticipate new downtown households to average \$55,000 to \$60,000 in annual income.



## ECONOMY

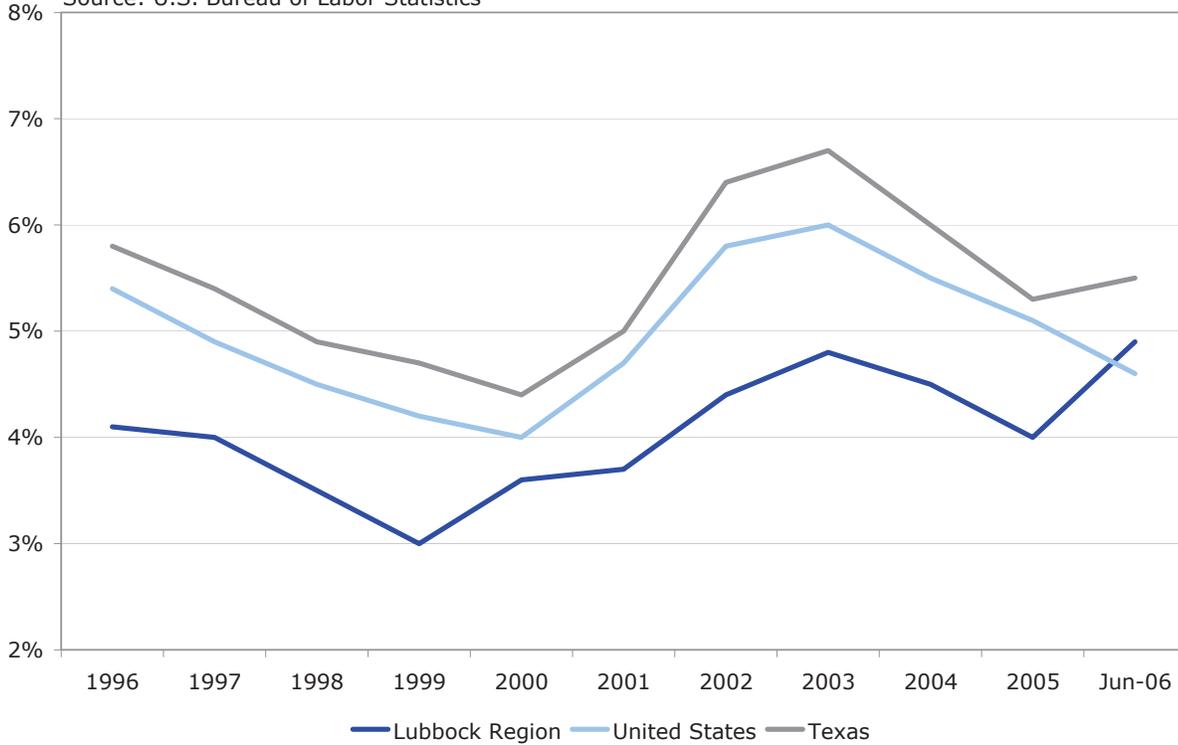
The Lubbock economy is generally healthy, and appears poised to experience additional growth. While the economy benefited little from the economic boom of the late 1990s, it has taken off since 1999, adding 16,000 jobs. With a disproportionate amount of employment in the educational and health sectors (28 percent versus 20 percent nationally), the regional economy is reliant on a stable industry that is anticipated to grow over the next decade. The following chart indicates employment trends for the Lubbock region:



The following table compares the historic unemployment rates of the Lubbock region, the State of Texas, and the U.S.

Unemployment Rate Trends: Lubbock, U.S.A., & Texas

Source: U.S. Bureau of Labor Statistics



The above table indicates a very low unemployment rate for the Lubbock region, indicating a possible labor shortage. Over the last 10 years, Lubbock's unemployment rate has generally fallen a full percentage point below the national average, and nearly one and one-half percentage points below the state average. This phenomenon often occurs in markets that have a fairly robust economy, but have difficulty attracting qualified labor to sustain economic growth. A renewed focus on urban revitalization could improve the national perception of Lubbock, thereby aiding businesses that seek to attract the talent necessary to grow their companies.

## *Real Estate Market Potential*

The potential highest and best use for downtown Lubbock is not a single use, but rather the co-location of a variety of complementary uses. For example, retail development potential can be enhanced by the addition of housing units, hotel rooms, office space, and destination entertainment that draws from a regional population base. Likewise, the downtown housing market is bolstered by robust employment opportunities nearby while the hotel occupancy is supported by entertainment and office uses. Nevertheless, each component or use must be evaluated separately to determine market demand, with the understanding that its presence in a mixed-use downtown will contribute to a collective value that is greater than the sum of each component.

### RESIDENTIAL DEVELOPMENT

A number of social, economic, policy, and demographic phenomena have occurred and recently led to a boom in downtown housing across the nation. Reasons for this trend include but are not limited to: low mortgage rates, the shift of the baby boomer generation from child-rearing to empty nester status, downtown residential tax incentives, an increase in the desirability of downtown housing, and the decrease in desirability of “B” and “C” class office space in many downtowns. The result has been the addition of several thousand downtown housing units over the last several years in markets such as Denver, Kansas City, and St. Louis. Increasingly, small markets have benefited from this trend, as 500 to 700 units are currently underway in the downtowns of Chattanooga, Greenville, and Albuquerque.

The successful redevelopment of the North Overton neighborhood, which has added 1,000 housing units in two years at above-average rates and prices, has confirmed the attractiveness of urban living in Lubbock. Recent national studies indicate that as much as 30 percent of homebuyers would prefer to live in “dense, walkable neighborhoods” if attractive housing options are offered. This suggests a market with substantial depth, capable of sustaining urban housing growth for years to come. The opportunity for Lubbock is to create a framework that supports the continued supply of urban housing in its greater downtown.

This assessment analyzes the total regional demand for new housing, and projects the performance of potential submarkets for downtown housing based on household income, demographic characteristics, and present geography. Unlike other cities that consist of a downtown, midtown, and one or more uptown locations, Lubbock’s greater downtown (which includes Overton), has little competition for the urban housing market. As a result, it has the potential to capture a very high regional market share.

We anticipate that 75 to 80 percent of new residents in greater downtown will come from within the city limits of Lubbock, with the remainder generally consisting of new arrivals from outside the metropolitan statistical area. We do not anticipate a significant level of support from the balance of Lubbock County, since it is rural or exurban in character, and therefore appeals to a different market segment entirely. The market will primarily be driven by households without children, including empty nesters, singles, couples, and recent relocations. College students also figure to comprise a significant market, but must be analyzed separately. Following indicates our key assumptions by age bracket:

By applying these assumptions to our defined market area – which adds approximately 2,250 annual housing units (HUD 2000-2005) – we arrive at the annual market demand for the study area:

Percent Market Capture - Lubbock

Age Bracket	18 - 24	25 - 34	35 - 44	45 - 54	55 - 59	60 - 64	65 - 69	70 - 74
<i>Population</i>								
× % Urban, Walkable	35%	30%	25%	25%	25%	25%	25%	25%
× % Singles, Couples	80%	60%	45%	65%	90%	98%	100%	100%
+ % Non-Traditional Families	5%	10%	5%	5%	0%	0%	0%	0%
× Downtown Capture Rate	80%	80%	80%	80%	80%	80%	80%	80%
= <i>Downtown Housing Demand</i>								

DEVELOPMENT STRATEGIES

Based on our analysis, the study area could absorb approximately 250 housing units annually, excluding student housing or senior housing. These 250 units would be distributed among new product offered in

Downtown Housing Unit Demand Analysis

	Primary Market Area
<b>Annual housing market</b>	2,250
minus Senior Housing Market	2,040
minus Market for conventional suburban housing	560
minus Households with school-age children*	500
minus Study Area Capture	400
minus Subsidized units	250
<b>Annual market for downtown housing</b>	250
<b>Downtown Core Capture (50% to 100%)</b>	- 125 to 250 units annually

\*A small percentage of "non-traditional families", or families that actively choose to live in an urban environment, as added back into the household population

DEVELOPMENT STRATEGIES, 2006

North Overton, South Overton, and the Downtown Core. In any given year, the Downtown Core might capture 50 to 100 percent of this market.

With its proximity to Texas Tech University, students could bolster the demand for off-campus housing in the study area. Based on information provided by the U.S. Department of Housing and Urban Development (HUD), the university has the capacity to house just 6,700 of its 30,000 students on-campus. While new development in North Overton has absorbed much of this off-campus demand, there is a likely need for additional housing close to the university. Student housing notwithstanding, we have derived incomes by household to the annual market for housing in the greater downtown using data provided by Claritas. The following table indicates households by income for the anticipated downtown housing market:

Household Income - Study Area Market	
<i>Income Range</i>	<i>Households</i>
\$25,000 - \$34,999	50
\$35,000 - \$49,999	65
\$50,000 - \$74,999	65
\$75,000 - \$99,999	35
\$100,000 - \$149,999	25
\$150,000 - \$249,999	10
> \$250,000	0
<i>Total:</i>	<i>250</i>

DEVELOPMENT STRATEGIES

Based on the above income data, housing affordability considerations, and our survey of current market conditions, we offer the following program which will enhance the likelihood of successful absorption into the greater downtown market.

**Annual Rental Unit Demand**

Unit Type	Number	5-Year		
		Total	Low Rent	High Rent
Studio/1 BR	50	250	\$630	\$870
1-2 Bedroom	30	150	\$880	\$1,250
2-3 Bedroom	20	100	\$1,250	\$1,870
3 Bedroom	5	25	\$1,880	\$2,500
<i>Total:</i>	<i>105</i>	<i>525</i>	<i>-</i>	<i>-</i>

DEVELOPMENT STRATEGIES

**Annual For-Sale Unit Demand**

Unit Type	Number	5-Year		
		Total	Low Price	High Price
1 Bedroom	30	150	\$180,000	\$250,000
2 Bedroom	80	400	\$250,000	\$500,000
TH/PH	25	125	\$500,000	\$750,000
PH	10	50	\$750,000	and up
<i>Total:</i>	<i>145</i>	<i>725</i>	<i>-</i>	<i>-</i>

DEVELOPMENT STRATEGIES

The above program indicates a ratio of for-sale to rental housing of 58 percent/42 percent. Based on our analysis of supply, achievable rental rates will range from \$1.00 to \$1.30 per square foot. Sales prices could range from \$125 to \$170 per square foot.

## HOTEL MARKET

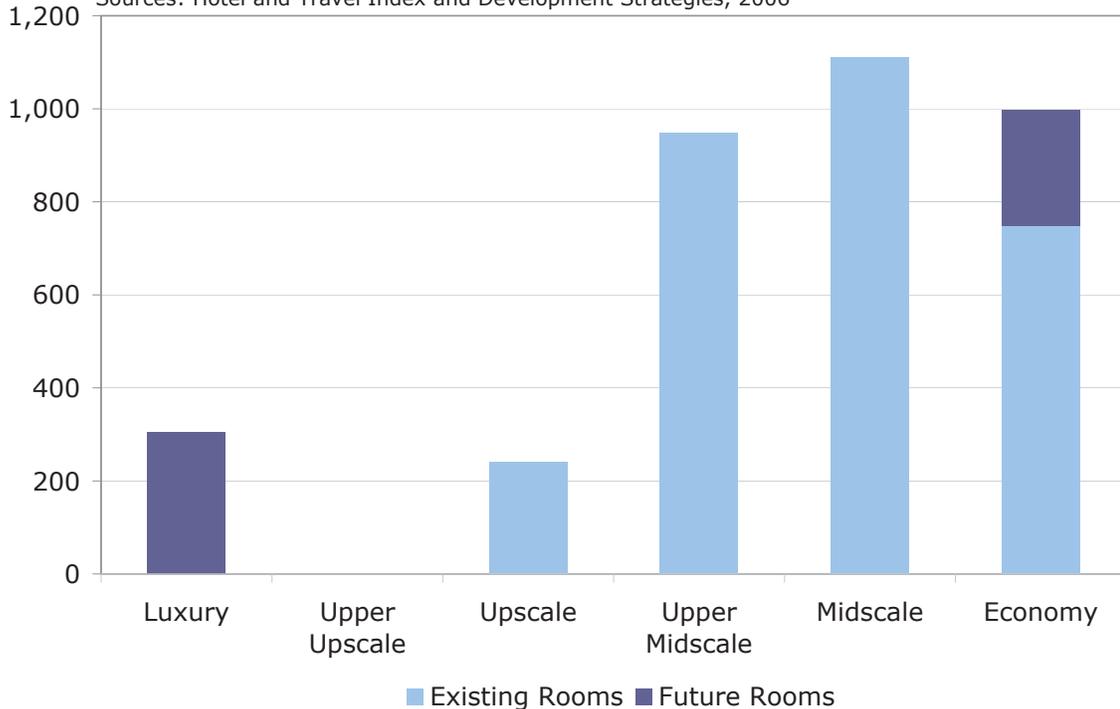
Hotels are valuable to downtowns because they often enhance their image and identity, and contribute to their vitality as well. Three primary drivers of demand for hotel space are business/corporate travelers, group travelers such as conventioners, and tourists. Therefore, an increase in the desirability of downtown Lubbock as a place to do business, hold conventions, or attract tourists will drive demand for an increase in room supply.

With 3,000 hotel rooms, 800 motel rooms and a combined 62 percent occupancy rate, the overall regional market in Lubbock is performing relatively well, despite a disproportionate supply of midscale and economy properties. Of the roughly 3,000 hotel rooms that we surveyed, just 241 fall into the upscale, “upper upscale” and luxury hotel categories – 7.5 percent of the total market. By comparison, these categories comprise a 30 percent market share overall in the State of Texas (Source Strategies, Inc). The undersupply of hotels in these market segments in Lubbock presents a considerable opportunity for hotel development in the region, and could be capitalized upon in the Downtown Core as part of the City’s planning efforts. The following graph illustrates existing and planned hotel supply in the Lubbock regional market:

### Hotel Distribution by Market Segment

Lubbock, Texas

Sources: Hotel and Travel Index and Development Strategies, 2006



The preceding graph includes a future 305-room hotel that is part of the Overton master plan. Even with this addition to the market, an undersupply of upper upscale hotels (i.e. Marriott, Hilton) remains. The following table indicates all hotels that are planned or currently under construction:

Future Hotel Development  
Lubbock

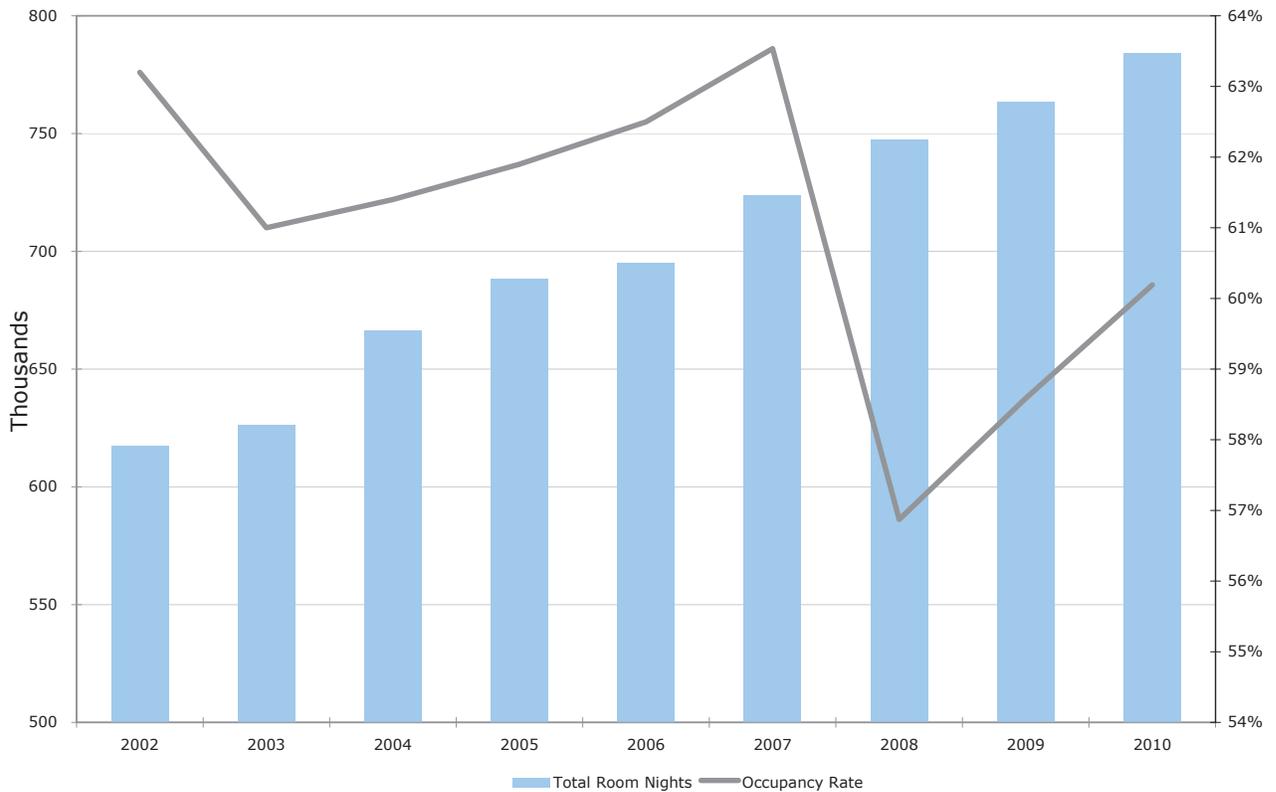
<i>Hotel</i>	<i>Status</i>	<i>Rooms</i>
Super 8 Motel	Under Construction	75
Overton Park Hotel	Planned	305
Quality Inn	Planned	68
Value Place Hotel	Planned	105
<i>Total:</i>	-	<i>553</i>

Source: Lubbock Convention & Visitor's Bureau, 2006

The addition of nearly 600 hotel rooms, including the 305-room Overton Park hotel, will substantially increase supply in the market, driving down the overall occupancy in the near-term. The following table indicates past and projected hotel occupancy and room demand trends, and accounts for the planned addition of 553 rooms:

The graph on the next page projects a sharp drop in overall occupancy following the addition of 553 hotel rooms. However, given the trend of increased annual room night demand, we anticipate a steady market recovery. Because of the undersupply of upscale and luxury properties in the market, we find that there will be additional hotel demand in these segments. Given the 30 percent statewide market share of these hotels, we estimate a moderate market share of 20 percent in Lubbock, and an aggressive share of 25 percent, yielding the results shown on the graph on the next page.

Existing and Projected Hotel Occupancy  
 2002 to 2010, Lubbock, Texas  
 Sources: Hotel & Travel Index, Lubbock CVB, & Development Strategies, 2006



Based on the table below, the Lubbock market could support 155 to 355 upscale/luxury hotel rooms in addition to the existing and planned supply. This could translate into one to three hotels. The opportunity for Lubbock is to position its Downtown Core as an attractive location for most or all of these rooms. This could be accomplished by marketing the downtown’s current assets (13,000 employees, center of government), and creating new ones, including broadened retail/entertainment opportunities, an enhanced public realm, and an upgraded convention center.

Luxury/Upscale Hotel Demand Analysis  
 Lubbock, Texas

Category	Existing & Planned Supply	Moderate Demand	Aggressive Demand
Upscale/Luxury Rooms	545	700	900
Total Hotel Rooms	3,570	3,570	3,570
Upscale/Luxury Market Share	15%	20%	25%
<i>Excess Demand</i>	-	155	355

DEVELOPMENT STRATEGIES, 2006

## RETAIL & ENTERTAINMENT MARKET

The presence of appropriate retail development in a downtown generates activity, adds value to surrounding development, enhances the desirability of a city's Core by providing useful services, and is perhaps the strongest indicator of the vibrancy of a downtown among out-of-town visitors. To fully understand the retail potential of Lubbock's Downtown Core, the market must be evaluated at several scales. First, it must be determined if there are any undersupplied retailers serving the existing residential, employment, and overnight visitor base. Second, the amount of future demand created through the addition of new housing must be estimated. Finally, opportunities must be identified for regional, "destination" retail and entertainment that could catalyze additional development by attracting consumers from a broader geographic area than would otherwise be possible.

### *Analysis of Retail Demand*

The following table displays existing gaps in retail demand generated within a five-minute drive time buffer:

Retail Demand - Five-Minute Drive Time  
Undersupplied Stores

<i>Retail Stores</i>	<i>Typical Store Sq. Ft.</i>	<i>Estimated Sales per Sq. Ft.*</i>	<i>Representative Retailer</i>	<i>Undersupplied Sq. Ft.</i>	<i>Justified Add'l Stores</i>
Automotive Parts/Accsrs, Tire Stores	7,000	\$250	AutoZone	-	-
Furniture and Home Furnishings Stores	8,000	\$350	Pier One	-	-
Electronics and Appliance Stores	30,000	\$400	Circuit City	-	-
Building Material, Garden Equip Stores	100,000	\$300	Home Depot	-	-
Grocery (Ex Conv) Stores	40,000	\$350	independent	25,000	1
Convenience Stores, non-pharmacy	10,000	\$650	Walgreens, CVS	2,000	} 1
Pharmacies and Drug Stores	2,500	\$1,000	Walgreens, CVS	4,000	
Other Health and Personal Care Stores	1,700	\$280	independent	3,000	
Specialty Food and Liquor Stores	2,500	\$300	independent	6,000	2
Gasoline Stations	2,000	\$1,300	BP, Mobil	-	-
Clothing and Clothing Accessories Stores	7,500	\$350	J. Crew, NY & Co.	9,000	1
Sporting Goods, Hobby, Book, & Music Stores	23,000	\$250	Borders	-	-
General Merchandise Stores	100,000	\$275	Walmart, Target	-	-
Miscellaneous Store Retailers	2,000	\$200	independent	-	-
Full-Service Restaurants	4,000	\$350	P.F. Chang's	-	-
Limited-Service Eating Places	3,000	\$400	Panera, McDonalds	-	-
Drinking Places -Alcoholic Beverages	3,000	\$375	independent	-	-
<b>Total:</b>	-	-	-	<b>49,000</b>	<b>5</b>

Supply and demand data provided by Claritas, 2006

\* Estimated sale per square foot determined using retail industry benchmarks from BizStats.com and ULI Dollars and Cents of Shopping Centers, 2004

Approximately 33,000 residents live within the five-minute drive buffer. The above table indicates roughly 50,000 square feet of unmet retail demand, which could be met in the Downtown Core. Significantly, the data suggest demand for a 25,000 square-foot grocery store, as well as a full-service pharmacy.

The addition of several-thousand housing units will strengthen retail demand in the downtown. The next table displays this increased demand potential, based on the addition of 1,000, 2,000, 3,000, and 5,000 housing units. The data show the degree to which new housing units can bolster existing retail opportunities generated by excess demand. An addition of 3,000 housing units is required to create an amount of internally-generated retail demand that equals the existing demand gap found within the five-minute buffer.

Projected Neighborhood Retail Demand  
Downtown Core

<i>Retail Stores</i>	<i>Typical Store Size (s.f.)</i>	<i>Percent Capture</i>	<i>Demand from New Downtown Housing (s.f.)*</i>			
			<i>1,000 Units</i>	<i>2,000 Units</i>	<i>3,000 Units</i>	<i>5,000 Units</i>
Furniture and Home Furnishings Stores	8,000	20%	0	1,000	1,000	2,000
Electronics and Appliance Stores	8,000	20%	0	1,000	1,000	2,000
Building Material, Garden Equip Stores	7,500	20%	1,000	1,000	2,000	3,000
Urban Grocery Store, Conv. Store	10,000	65%	6,000	13,000	19,000	32,000
Pharmacies and Drug Stores	15,000	100%	1,000	3,000	4,000	7,000
Gasoline Stations	2,000	50%	1,000	2,000	2,000	4,000
Clothing and Clothing Accessories Stores	7,500	25%	1,000	3,000	4,000	7,000
Full-Service Restaurants	4,000	45%	2,000	3,000	5,000	9,000
Limited-Service Eating Places	3,000		1,000	2,000	3,000	6,000
Drinking Places -Alcoholic Beverages	3,000	50%	1,000	1,000	2,000	3,000
<b>Total:</b>	-		<b>16,000</b>	<b>33,000</b>	<b>48,000</b>	<b>83,000</b>

Supply and Demand data provided by Claritas, 2006. Estimated sale per square foot determined using retail industry benchmarks from BizStats.com and ULI Dollars and Cents of Shopping Centers, 2004 \*Projected demand from New Downtown Housing established using 2003 Consumer Expenditure Survey (assumes \$55,000 household income).

Retail demand in the downtown is also generated by the daytime worker population, as well as overnight visitors. The following estimates retail and restaurant demand generated by downtown workers:

Worker Spending Downtown Core, Lubbock	
Downtown Workers	13,275
Daily Spending Per Worker	\$5.50
Total Daily Spending	\$73,000
Work Days	250
Total Annual Spending	\$18,250,000
Sales/square foot	\$300
<i>Total Supportable Restaurant/Retail Space (s.f.)</i>	<i>61,000</i>

DEVELOPMENT STRATEGIES, 2006

The following table estimates retail and restaurant demand generated by overnight visitors:

Overnight Visitor Spending Downtown Core, Lubbock	
2005 Occupied Room Nights	131,000
Average Daily Spending (food, shopping)	\$50
Total Annual Spending	\$6,550,000
Sales/square foot	\$300
Total Supportable Retail Space	22,000
Projected Additional Room Nights*	71,000
Projected Annual Spending	\$3,550,000
Projected Supportable Retail Space	12,000
<i>Total Existing and Projected Supportable Restaurant/Retail Space</i>	<i>34,000</i>

\*Assumes the addition of 300 hotel rooms  
DEVELOPMENT STRATEGIES, 2006

In summary, the Downtown Core generates roughly 95,000 square feet in retail demand from employees and overnight visitors, some of which is met by existing retailers. Conservatively, we estimate that 50 percent of this demand is currently met, leaving approximately 50,000 square feet of unmet demand from these segments.

### *Analysis of Entertainment & Entertainment-Oriented Retail Demand*

In addition to capturing existing and projected retail demand from nearby residents, employees, and overnight visitors, an opportunity exists for the Downtown Core to draw consumers from a greater, regional market by developing destination retail and entertainment venues. Such venues rely on unique market offerings that draw from large trade areas, and often feature entertainment-oriented retail, virtual reality/computer gaming, restaurants, and live entertainment, in addition to more conventional retail offerings. Increasingly, developers and lenders have invested in small markets such as Boise, which witnessed the opening of the 100,000 square-foot BoDo urban entertainment center in 2005. These developments often feature non-traditional anchors, such as a cinema, to generate regional retail traffic and attract national tenants. The following assesses the market potential for a cinema and a minor league baseball team, both of which could help catalyze additional retail and entertainment demand in the Downtown Core.

The lack of competitive movie theaters inside the Loop 289 beltway, coupled with the strong demographic support from Texas Tech's student population, indicates a spatial mismatch between cinema supply and cinema demand. The result is a likely near-term opportunity to develop a cinema in the study area, perhaps in the Downtown Core. Based on local interviews and field survey, there are two modern cinemas – Cinemark Tinseltown and Cinemark Movies 16 – totaling 32 screens, which would be competitive with a new cinema product. Each is located over four miles from the Downtown Core. Data provided by the Motion Picture Association indicates that 18- to 20-year-olds are the most frequent movie-goers, and persons between ages 12 and 29 comprise one-half of annual theater admissions. A new cinema in the downtown would be competitively advantaged because of its proximity to a huge component of this target market of movie-goers. The following is our analysis of supply and demand for movie theaters in the Lubbock market:

## City of Lubbock I Downtown Revitalization Action Plan

### Cinema Demand Lubbock, Texas

<i>Item</i>	<i>Conservative Estimate*</i>	<i>Aggressive Estimate**</i>
National Average Ticket Price	\$6.41	-
× National Average Per Capita Admissions	4.7	-
= Per Capita Movie Expenditure	\$30	\$48
× 2005 Lubbock MSA	259,000	259,000
= Annual Lubbock Movie Revenue	\$7,802,893	\$12,432,000
÷ National Average Revenue Per Screen	\$231,417	\$231,417
= Justified Screen Demand	34	54
- Competitive Screen Supply	32	32
<b>= Movie Screen Demand Surplus</b>	<b>2</b>	<b>22</b>

\*Conservative estimate is based on national average data provided by the Motion Picture Association for 2005. \*\*Aggressive estimate is based on aggregate expenditure data for "movie/theater/opera/ballet for the Lubbock MSA. Provided by: ESRI, Bureau of DEVELOPMENT STRATEGIES, 2006

The above analysis presents conservative and aggressive estimates of movie demand. The conservative estimate is based on national averages, and does not take into consideration the positively-skewed young population in Lubbock, and therefore underestimates demand. The aggressive estimate is based on actual revenues generated in the Lubbock region, but also includes expenditures for opera, ballet, and theater, and therefore overestimates demand for movie theaters. Based on this analysis, it is likely that downtown could support a six to eight screen movie theater.

The possibility of luring a minor league baseball team to downtown Lubbock has been introduced by Lubbock stakeholders. Minor league baseball constitutes another potential destination entertainment venue, and could attract a regional population to downtown Lubbock 70 days per year. Based on an analysis of geography and market size, the "Double A" Texas league is the most logical possibility for Lubbock. The following compares Lubbock with the markets of all teams in the Double A Texas League and the Double A Southern League:

The above table suggests that Lubbock would be among the smallest markets in either Double A baseball league. Moreover, it is crucial to evaluate the potential of a professional sports franchise in light of the quality of existing sports programs at Texas Tech. In many ways, the demand for high level sporting events is satisfied in greater Lubbock by the university's strong football, basketball, and baseball programs (among others).

Minor League Baseball Market Comparison  
Texas League and Southern League (AA)

<i>Team</i>	<i>Market</i>	<i>2000 MSA/ CMSA Population</i>	<i>Television Market Households*</i>	<i>Stadium Capacity</i>
Frisco Riders	Dallas-Fort Worth	5,222,000	2,336,000	10,600
San Antonio Missions	San Antonio	1,592,000	760,000	6,300
Carolina Mudcats	Raleigh-Durham	1,188,000	985,200	6,000
Jacksonville Suns	Jacksonville	1,100,000	624,000	10,000
Birmingham Barons	Birmingham	921,000	717,000	16,000
Tulsa Drillers	Tulsa	803,000	510,000	11,000
Tennessee Smokies	Knoxville	687,000	516,000	6,000
Arkansas Travelers	Little Rock	584,000	531,000	6,080
Wichita Wranglers	Wichita	545,000	447,000	6,100
Mobile Bay Bears	Mobile-Pensacola	540,000	501,000	6,000
Chattanooga Lookouts	Chattanooga	465,000	354,000	6,200
Corpus Christi Hooks	Corpus Christi	381,000	192,000	5,050
Huntsville Stars	Huntsville, AL	342,000	-	10,200
Montgomery Biscuits	Montgomery	333,000	245,000	6,000
Springfield Cardinals	Springfield, MO	326,000	396,000	8,000
-	<i>Lubbock</i>	<i>243,000</i>	<i>152,000</i>	-
Midland Rockhounds	Odessa-Midland	237,000	135,000	6,000
Mississippi Braves	Jackson, MS	158,000	328,000	7,200
W. Tenn. Diamond Jaxx	Jackson, TN	107,000	95,000	6,000

\*Nielson Designated Market Area, 2006  
DEVELOPMENT STRATEGIES, 2006

In many markets, there are multiple sports franchises competing for a finite amount of expendable ticket revenue. In Lubbock, the Texas Tech football and basketball programs absorb a considerable amount of regional ticket demand, as shown in the following table. The table analyzes the degree to which the market could bear a Double A baseball franchise, in addition to these two existing sports programs:

The table on the facing page indicates some level of market support for a minor league baseball franchise. After basketball and football ticket expenditures, there remains an athletic ticket demand remainder of \$2.5 million in the market. Since a minor league baseball team would likely draw \$2.7 million in ticket revenues, a small revenue gap of \$204,000 exists. Given a margin-of-error of ±10 percent in this analysis, it is possible that all three programs could coexist in the market. Based on this analysis, Lubbock could support a minor league franchise, but it is not advisable that construction of a new stadium begins until a minor league franchise has been secured.

Minor League Baseball Market Feasibility Analysis  
Lubbock, Texas

National Per Capita Sports Ticket Expenditure	\$57
× Lubbock/National Income Ratio	80%
= Lubbock Per Capita Ticket Expenditure	\$45.60
× 2005 Lubbock MSA	259,000
= <i>Total Ticket Demand</i>	<i>\$11,810,000</i>

Texas Tech Football Ticket Price	\$45
× Fan Attendance	50,000
× Number of Home Games	6
= Texas Tech Football Ticket Revenue	\$13,500,000
× Percent Local Attendance	50%
= <i>Texas Tech Football Ticket Supply</i>	<i>\$6,750,000</i>

Texas Tech Basketball Ticket Price	\$20
× Fan Attendance	10,000
× Number of Home Games	14
= Texas Tech Basketball Ticket Revenue	\$2,800,000
× Percent Local Attendance	90%
= <i>Texas Tech Basketball Ticket Supply</i>	<i>\$2,520,000</i>

**Existing Ticket Demand - Ticket Supply =  
Remaining Ticket Demand** **\$2,540,000**

AA Baseball Ticket Price	\$8.25
× Fan Attendance	5,000
× Number of Home Games	70
= AA Baseball Ticket Revenue	\$2,888,000
× Percent Local Attendance	95%
= <i>AA Baseball Ticket Supply</i>	<i>\$2,744,000</i>

**Remaining Ticket Demand - AA Baseball  
Ticket Supply** **(\$204,000)**

Average Ticket Expenditure derived from Consumer Expenditure Survey. Texas Tech ticket prices, fan attendance, % local attendance provided by the Texas Tech athletic department. AA baseball data provided by minorleaguebaseball.com

DEVELOPMENT STRATEGIES, 2006

### *Retail & Entertainment Conclusions*

Based on our analysis of supply and demand, we estimate a combined 100,000 square feet of underserved residential, employment, and overnight visitor demand that could be captured in the Downtown Core. The addition of 3,000 housing units would generate some additional retail market support, adding 50,000 square feet of neighborhood retail demand that could be captured in the downtown. Market potential exists for a cinema-anchored entertainment/retail venue, totaling 50,000 to 100,000 square feet. Analysis of short-term retail potential indicates that development efforts could lead with a 40,000 square-foot grocery store, a 10,000 to 15,000 square-foot pharmacy, and a six-screen movie theater. In total, we estimate the downtown could support an additional 200,000 to 250,000 square feet of retail over a period of 10 to 15 years.

As a point of caution, the recently-opened Super Wal-Mart store on Avenue Q has altered the retail dynamic of the downtown, acting as a magnet that pulls new retailers to adjacent sites. With a new shopping center currently under construction, and several additional “pad” sites available for development, some of the above retail demand is likely to be absorbed just outside the Downtown Core. The downtown must therefore rely on a three-tiered strategy to attract retailers and entertainment venues. First, it must improve the quality and perception of downtown through enhancement of the public realm, attraction of new residents, and the creation of places with genuine character. Second, it must work to attract pivotal anchors, such as a cinema, ballpark, grocery store, or pharmacy. Lastly, it must be supportive of more organically-based, small business development – particularly those that seek to carve out a retail niche that is separate and distinct from the offerings at existing national retail chains such as Wal-Mart.

## OFFICE MARKET

Often the defining characteristic of a central business district, office space is an essential component of a vibrant downtown. Complimentary businesses and governmental functions have typically located adjacent to one-another where synergies are strongest. This is evidenced in downtown Lubbock as many area law firms remain near the County Courthouse. Increasingly, downtowns have lost ground as regional centers of commerce to suburban office parks that capitalize on convenient parking, ease-of-accessibility, and closer proximity to office workers. If downtowns are to regain their stature as attractive locations for office functions, they must reposition themselves as unique, vibrant, activity centers that offer the image and prestige that office tenants seek.

While corporate office relocations occur as functions of company-specific economic development trends and opportunities, speculative office space is market driven, and can occur in either a stand-alone facility or as part of mixed-use buildings that also contain retail and/or residential development. While corporate business retention, recruitment, and expansion are encouraged as part of the city's downtown revitalization efforts, we focus primarily on speculative office development.

With over 13,000 employees, the Downtown Core remains the most heavily-concentrated employment center in the region. Office development has stagnated, however, as there have been no substantial additions to downtown supply since the Wells Fargo building was constructed in 1968, and downtown vacancy is currently estimated to exceed 30 percent. The result is a difficult-to-read cause and effect relationship. On one hand, it could be concluded that there has not been any new office construction because downtown office space is not desirable. On the other hand, it is possible that prospective office tenants choose not to locate downtown simply because there is a lack of new office space. The lack of new office space is likely a combination of the two, meaning that new downtown office space would be well-received by some tenants, but true success is dependent on enhancing the image and marketability of downtown in the regional marketplace for office space.

Analysis of the Lubbock regional office market suggests that future opportunities are likely for the downtown if it can successfully reposition itself. The overall regional office vacancy rate falls below 10 percent, once several functionally obsolete buildings are subtracted from the market (Blosser Appraisal, 2006). New office additions are occurring and being absorbed into the market, albeit at a small, piecemeal scale at the urban fringe. Office demand is likely to grow with continued employment growth in certain key sectors.

The following table provides office demand projections as driven by employment growth in occupational fields that include legal, financial, administrative, marketing, and business operations.

Projected Office Demand  
Lubbock, Texas

<i>Office Category</i>	<i>Annual Employment Growth</i>	<i>Regional Space Requirement</i>			<i>10-year Capture (Downtown)</i>	
		<i>1-year</i>	<i>5-year</i>	<i>10-year</i>	<i>Moderate</i>	<i>Aggressive</i>
Conventional Office Users	485	120,000	610,000	1,210,000	25%	50%
Civic, Social Office Users	40	10,000	50,000	100,000	25%	50%
Medical Users	445	110,000	560,000	1,110,000	5%	10%
<i>Total</i>	<i>970</i>	<i>240,000</i>	<i>1,220,000</i>	<i>2,420,000</i>	<i>400,000</i>	<i>800,000</i>

Data Source: Texas Workforce Commission Employment Projections for South Plains Region, 2002-2012  
DEVELOPMENT STRATEGIES, 2006

Based on projected regional growth over a 10-year period, a substantial amount of office development stands to occur, offering considerable opportunities for downtown office capture. By applying moderate and aggressive capture rates to different office sectors, we anticipate that downtown Lubbock could add 400,000 to 800,000 square feet of office space over a 10-year period. Because this growth is largely dependent on an enhanced image of downtown, it is not likely to occur until significant momentum is gained in the residential, retail, and hospitality sectors, as well as the public realm.

## Development Program & Phasing Strategy

Based on our concluded market opportunities, we offer the following development program and phasing strategy. The diagram assumes a “predevelopment phase” that must occur prior to development. This phase will likely involve private/public partnerships and could include marketing, streetscape enhancements, land acquisition and clearance, and environmental remediation. Once the necessary steps are taken, Phase I will begin. It is likely that public involvement will be needed early on, while later phases will be almost exclusively private-driven, as development will build on the success of previous phases.

Development Program and Phasing Strategy  
Downtown Core, Lubbock

Category	Pre-Devel	Phase I (0-4 years)	Phase II (5-8 years)	Phase III (9-12 years)	12-Year Total
<b>Residential</b>	•	750	750	500-750	2,000-2,250 units
Catalysts		Land Acquisition/ Market Demand	Market Demand	Market Demand	
Location		Southwest Quadrant	Downtown Core	Downtown Core	
<b>Retail/Entertainment</b>	•	50K-75K s.f.	75K-100K s.f.	75K-100K s.f.	200,000-250,000 square feet
Catalysts		Regional Demand Central City Demand	Central City Demand Regional Demand	Employment Growth Residential Growth	
Anchors		Cinema, Pharmacy	Grocery Store	Urban Retail	
<b>Office</b>	•	0-100,000 s.f.	200,000-300,000 s.f.	200,000-300,000 s.f.	400,000-700,000 square feet
Location		CBD	CBD	CBD	
<b>Hotel</b>	•	150 rooms	150 rooms	0-150 rooms	300-450 rooms
Catalysts		Upscale Demand	Upscale Demand	Downtown Revitalization Employment Growth	
Location		Q/ Broadway	Downtown Core	Downtown Core	

DEVELOPMENT STRATEGIES, 2006

## *Site Development Opportunities*

With a renewed focus on downtown revitalization and the confirmed success of North Overton, prospects for development are strong in downtown Lubbock, but market potentials for the area will only be fully realized if they are guided by a master development plan. The opportunity is to develop a plan that encompasses the entire downtown, ensuring new developments are part of a cohesive network in which uses relate to one another and key sites are developed to their highest and best use potential. With coordination, strategic public investment, and land acquisition, greater economic value will be generated for the entire area. This value will be in the form of higher-quality development, faster absorption rates, better long-term property appreciation and performance, and more synergistic opportunities between different land uses.

The following is an analysis of site development opportunities, based on highest and best use, access and visibility, current and future market demand, and identification of special development sites.

### MAJOR AVENUES

Fourth Street, Avenue Q, and 19th Street form the north, west, and south perimeter, or “external” boundaries of the Downtown Core. Because of their high traffic capacity and visibility, these avenues will be perceived as attractive to some regional retailers, as evidenced by the recent opening of a Wal-Mart store on Avenue Q. Broadway and Buddy Holly Avenue are the most prominent thoroughfares within the downtown, and therefore offer the best “internal” visibility and greatest opportunity for a variety of businesses, including urban retailers. These avenues are not likely to be as attractive to regional retailers.

Our market analysis revealed demand for regional retail and entertainment uses that could occupy some land along the three “boundary roads”, but by no means all of it. Therefore, we recommend that this demand be focused at the intersection of the internal and external thoroughfares. This includes Buddy Holly and 19th Street, and Broadway and Avenue Q. These intersections are valuable not only in land value, but also because they present opportunities to anchor urban retail efforts along the internal thoroughfares. Urban retail, which is smaller in scale than regional retail but is similarly sustained by consumers from a broad market area, should be encouraged at first-floor retail spaces.

## CENTRAL BUSINESS DISTRICT

Although it has a nucleus of governmental functions and offices, the central business district is weakened by an oversupply of commercially-zoned land in the study area, and region as a whole. New office, hotel, retail, and high- and mid-rise residential development should be encouraged within a defined central business district. Compact development within the CBD will generate more interest in surrounding properties, catalyzing additional development throughout the Downtown Core. Office development is not likely to be the leading development opportunity, and will likely only occur once the downtown's image is enhanced through the development of residential, hospitality, and retail/entertainment uses.

## RESIDENTIAL REDEVELOPMENT

Residential redevelopment could occur at many locations in the downtown, but opportunity is particularly strong in the southwest quadrant of the Downtown Core. The numerous vacant sites and underutilized residential properties present the best opportunity to acquire a large tract of contiguous property for large scale redevelopment in the downtown. Redevelopment in the southwest quadrant could occur in the short-term, enhancing the image and marketability of downtown and catalyzing development interest in other parts of the Downtown Core.

## REGIONAL ENTERTAINMENT / DEPOT ENTERTAINMENT DISTRICT

The intersection of Buddy Holly and 19th Street offers the best opportunity to capture demand for entertainment and, along with residential growth, could act as a catalyst for downtown. With several restaurants and entertainment venues already in place in the Depot Entertainment District, the area has good visibility and excellent access from the I-27 interchange. A six-screen movie theater would be an ideal anchor for the district. If a minor league ballpark is developed, it would further strengthen the location by bringing 5,000 people downtown for 70 days of the year.

## AVENUE Q / BROADWAY INTERSECTION

This intersection provides a gateway into the central business district, and its combination of visibility and deep parcels offer special development opportunities. The site could be attractive for hotel development and/or a grocery chain, and could provide the downtown with another anchor.

## HOSPITALITY

The existing hotel chains along Avenue Q, immediately west of the convention center, represent a wise use of the properties. The new Wal-Mart store across the street is likely to attract other retailers and restaurants that seek to benefit from the traffic that this regional retail anchor generates. While new retail uses adjacent to Wal-Mart may siphon some demand from the Downtown Core, new restaurants would enhance the location as a hotel destination.

## SOUTHEAST QUADRANT

The southeast quadrant of downtown consists of numerous warehouse and distribution businesses. While many of these businesses could likely function in locations outside the Downtown Core, moving their operations could prove to be expensive, and is therefore not likely to occur without substantial city incentives. Given the amount of downtown property in need of redevelopment, it is probably wise to focus city resources elsewhere in the short-term. As easily-developed sites in the downtown become scarce, policymakers may choose to re-evaluate the current uses in the southeast quadrant. Alternatively, if enough value is generated in other parts of the downtown, the southeast quadrant may redevelop as a result of market forces.

## NORTHEAST QUADRANT

Because this portion of the Downtown Core contains a mix of viable businesses and underutilized properties, it is likely to redevelop on a site-by-site basis, as the market allows. The market will consist of a specific niche of residents that are willing to live adjacent to commercial businesses. As a result development is likely to occur more organically, at a slower pace, and at somewhat lower price points than say, the southwest quadrant if it were to be acquired and redeveloped on a large scale.

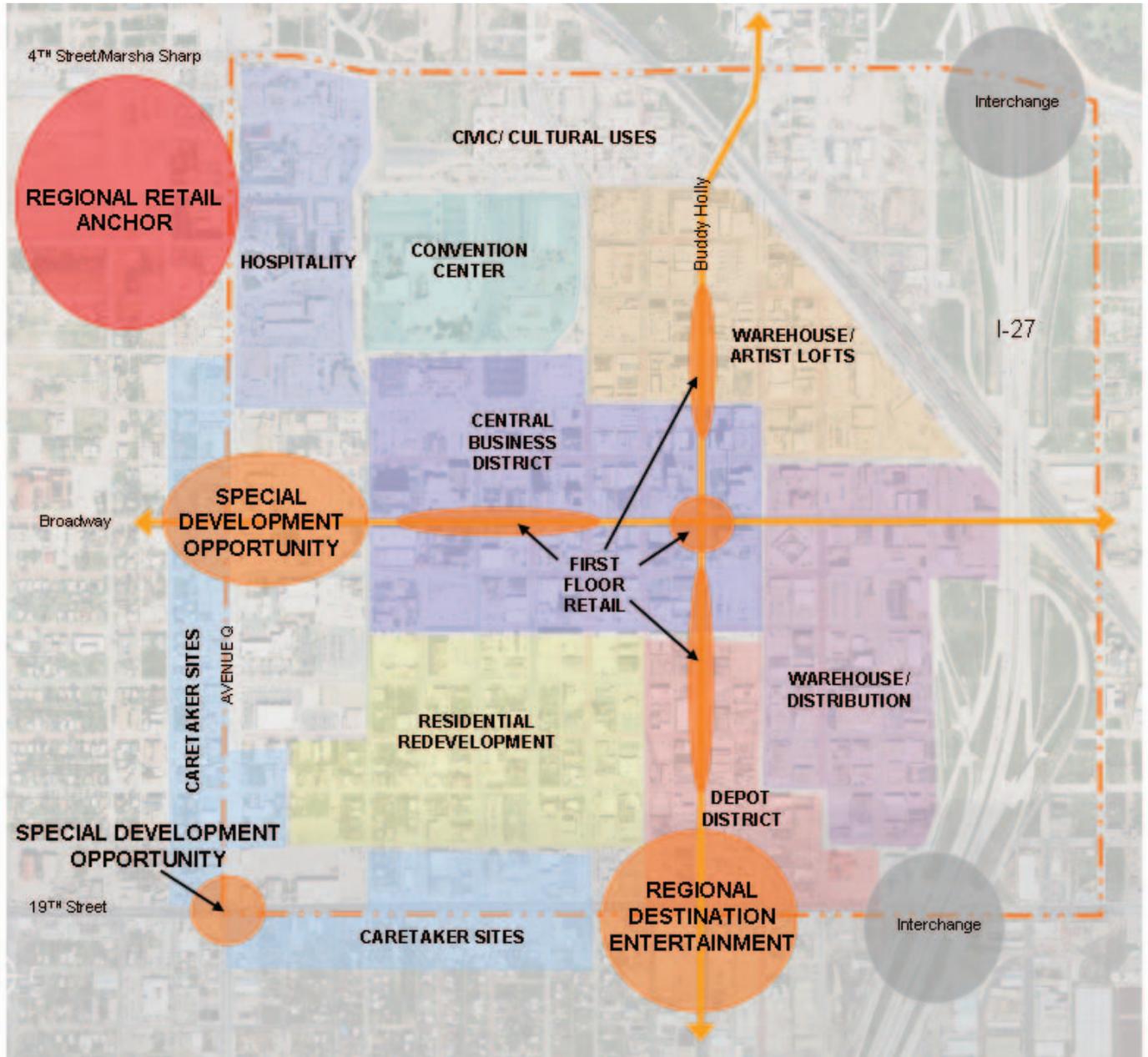
## REGIONAL RETAIL ANCHOR

Though not technically located within the Downtown Core, the site of the new Wal-Mart on Avenue Q has a profound impact on real estate in the study area, particularly in the retail sector. Not only has the Wal-Mart store absorbed much of the effective retail demand in the central city, it also acts as a magnet that attracts other retailers and restaurants to adjacent sites. Retailers that wish to be successful in the CB District, the Depot Entertainment District, or elsewhere in the Downtown Core will have to offer significant product differentiation and/or a unique experience in order to succeed. Strategies could include attracting a unique entertainment anchor, such as a cinema, creating a strong sense of place in the Downtown Core, or attracting a specialty, niche grocery store that offers products different to those at Wal-Mart.

## CARETAKER SITES

The term “Caretaker site” was created by urban designer Will Malone to describe urban properties that have minimal development value today, but have great potential at some later date. Cities and landholders act as “caretakers” in the interim, ensuring that the properties do not slip further into decay, so they are available for redevelopment when market conditions improve. This is precisely the circumstance that many properties along 19th Street and Avenue Q are in. One strategy might be to focus the City’s efforts in other parts of the Downtown Core, while updating zoning and design regulations for these sites. As the Downtown Core improves, development interest in the sites along 19th Street and Avenue Q will increase. With the right zoning and design guidelines in place, these properties may be brought back into service in a meaningful way without substantial public investment.

The Development Opportunities map on the next page indicates locations for various land uses that will best capitalize on market opportunities, optimize land values and catalyze further development.



### DEVELOPMENT OPPORTUNITIES MAP

*Development Strategies, 2006*

*Aerial Provided by Google Earth, 2006*

## SECTION 4: ANALYSIS

### *Community Desires*

A number of dominant themes emerged from the Consultant Team's stakeholder interviews and committee meetings, and have been distilled into the 14 points that follow.

#### UPKEEP OF THE PUBLIC REALM

There seems to be general consensus among a wide group of respondents that there is need for a more extensive and pro-active approach to maintenance and cleaning of the public realm. Street cleanliness, maintenance of brick streets, and landscape care were highlighted as areas of particular concern.



Stakeholders expressed a strong desire for more green spaces, like Gateway Plaza at Broadway and Avenue Q, in the Downtown Core.



*Downtown accessibility is inconsistent and demonstrates lack of attention.*



*Poorly maintained street areas create an eyesore.*



*There are several parking structures downtown; not all are open for public parking.*

## ACCESS & PARKING: PERCEPTION VS. REALITY

Downtown workers and residents noted that although downtown has quick and easy access from all directions, the general public perception is exactly the opposite, that it is difficult and time-consuming to come downtown.

Public opinion on parking is split; while some individuals feel that parking is at a premium, other people feel that there is plenty of parking, but it is either in the wrong place or poorly marked. There were also suggestions of shared parking agreements, and a need to change perception of how far is 'too far' for parking.

## SAFETY: PERCEPTION VS. REALITY

As with access, residents and workers feel that public perception of downtown safety (dangerous) is directly opposite of reality (those familiar with downtown reported feeling quite safe).

## POLICE PRESENCE

There seems to be a need to work with the police department in determining the appropriate level of response to calls, in order to balance a visible police presence with neighborhood image. There was very strong support for an expansion of police bicycle patrols.



*On-street parking is available on most blocks within the Core.*

## DOWNTOWN SERVICES & AMENITIES

There is a lack of downtown services needed to build a solid residential base. Items frequently mentioned on a 'wish list' included: grocery store, drug store, movie theater, more 'unique' (vs. chain) stores and restaurants, fine dining / restaurants open after 5:00 p.m.

Another frequent complaint was the lack of park space and 'green' downtown. There seems to be a real desire for more public open space and general streetscape beautification.

## SIGNAGE

There is a strong, immediate need for wayfinding and identity signage. We heard a great number of times how difficult it is to know how to get to downtown, and how to get around once you are there.

## HOMELESSNESS

Revitalization plans must address homelessness, rather than just push the homeless out of downtown to a different location. Panhandling and the image / annoyance it presents to customers were mentioned as a problem for a number of downtown businesses.

## STRONGER RELATIONSHIP WITH TEXAS TECH

Texas Tech University is a strong asset to Lubbock, both for now and for the future. Students are a strong retail market, as well as a strong volunteer base for the City. Revitalization should include opportunities for and reach out to this demographic.

Students are also a strong, untapped market for downtown residency, as they finish school and begin their careers. Stakeholders say that most students leave as soon as they graduate; the City needs to offer career opportunity and a vital urban environment in order to keep this segment of the community in Lubbock.



*Stakeholders emphasized the need for public open space within the Core.*



*Stakeholders would like to see more unique retail and restaurant options.*

## SELF-IMAGE, PUBLIC RELATIONS

There is a need for Lubbock and West Texas to more strongly promote themselves – there is some thought that these groups are ‘too modest’ and do not capitalize on what they do have. Suggested outlets included:

- public TV channel
- website
- newsletter
- storefront
- local school education
- history museum
- realtors, home builders
- more festival and civic events
- information guides
- look to the future while respecting the past
- positive messages about what Lubbock has to offer
- create greater civic pride and greater psyche – mental revitalization

## ECONOMIC DEVELOPMENT & REGIONAL PLANNING

There is strong commitment to maintaining low taxes in the City; some people see a paradigm shift as a necessary precursor to revitalization. Improved quality of life – City revitalization – may need to come with higher taxes.

Economic development efforts need to be coordinated, both with different entities within the City and with the County. Rent subsidies and long-term / low interest loans for business development are desired. The cost of bringing existing structures into compliance with current building codes, or alternately the cost of demolition, is often a deterrent for downtown projects.

A variety of incentive tools can be used to focus development and redevelopment in desired locations, and the potential for using these tools in Lubbock will be explored in later phases of the project.

## IMPLEMENTATION & COMMITMENT

Lubbock has initiated revitalization efforts in the past. A realistic implementation plan is necessary to really get the process off the ground.

A truly successful 'catalytic project' is needed to show investors that the City means business. Minor league baseball and equestrian event facilities were mentioned frequently as possible projects of this type.

Many downtown businesses and organizations could truly operate anywhere, but have made a conscious decision to stay downtown, because downtown is important. The City needs to encourage and cultivate this commitment to downtown vitality.

## URBAN DESIGN

Downtown needs to create a sense of community and identity. A number of elements that were mentioned include:

- too vast / need tighter urban connectivity
- lack of critical mass
- no open space downtown
- lack of schools (mixed opinions on this)
- connectivity, open space, trails, sidewalks, bike path signage
- incorporate design elements unique to Lubbock
- more single family homes in North Overton

## PROGRAMS

Lubbock is the regional center for finance and law, among other things. There is opportunity for the downtown community to reach out and cement their position as a regional hub of arts and culture. Some suggestions included:

- art programs for local schools
- business support of the arts
- Public Improvement District (PID) establishment in downtown
- '1 Percent for Art' program for publicly-funded projects

## UTILITIES

We heard many comments regarding the visual clutter of overhead utilities. There also seems to be a fair amount of dissatisfaction with the service provided to existing customers, unless there is the possibility of profit for the company through increased service.

## BEST PRACTICES EXAMPLES IN OTHER CITIES

The following cities were mentioned as examples of the feel hoped for in Lubbock:

- Oklahoma City, OK: Bricktown
- Lincoln, NB: Hay Market
- Nashville, TN: Stadium District
- Scottsdale, AZ: Old Towne
- Portsmouth, VA: Renaissance Hotel
- Chattanooga, TN
- San Angelo, TX
- Ft. Worth, TX
- San Diego, CA: Gas Light District
- Abilene, TX
- Austin, TX: M<sup>ac</sup> Davis Lane
- Omaha, NB – No Weeds Downtown
- Dallas, TX – West End
- Fredericksburg, TX
- Eureka Springs, AK
- Portland, OR
- Denver, CO: 16<sup>th</sup> Street Mall
- Savannah, GA: Squares

## *Opportunities and Constraints Evaluation*

The analysis that follows identifies the Consultant Team's evaluation of the opportunities and constraints facing the City of Lubbock.

These points will in some cases mesh with the preceding community assessment of issues, but in other cases will present a contrasting opinion. All points are open for discussion and will be refined before moving into the project's Phase II Visioning process.

### OPPORTUNITIES

#### *Land Use*

##### Residential

There is considerable opportunity for residential development in the greater downtown area; a significant amount of these units could be captured in the Downtown Core itself. North Overton will likely build-out before the Downtown Core residential market will heat up. Student, senior, and affordable housing are additional markets that may feed into the downtown market, above and beyond general multi-family development. The southwest quadrant of the Downtown Core offers the greatest opportunity for parcel assemblage.

##### Hotel

There is a regional undersupply of upscale / luxury lodging. Opportunity exists for the introduction of up to 375 rooms of this type, which could be split into 1 to 3 hotels. Strong potential for synergy exists by locating hotels near Texas Tech University or the Civic Center, in addition to an urban, downtown hotel.

##### Retail / Restaurant

There is opportunity for several specific types of retailers, including a downtown grocer. Downtown retailers will need to offer unique products and experiences, rather than franchise or chain interests, to compete with traditional, retail center-type development just outside the Downtown Core.

##### Office

There is office opportunity, but this class of development will be later-phase, and highly dependent on the success of the categories described above.

### *Civic Core*

City, County and Federal services are all located in downtown Lubbock, although they are somewhat dispersed geographically. Relocation of existing agencies could create a civic center that would anchor the downtown area and define the 'center' of Lubbock. Civic buildings should be enhanced by appropriate civic amenities, such as plazas, art, and open space.

### *Entertainment & Cultural District Connection*

The emerging entertainment and cultural districts are tremendous assets to the Downtown Core, but are distinctly isolated from each other. The two areas draw from similar patron pools, and would benefit enormously from easy, efficient transportation between the two. Such connection would naturally cross the 'civic Core', further enhancing interconnectivity between uses in the downtown.

### *Greenways & Gateways*

A combination of historical precedent, present use, and emerging businesses has made Broadway and Buddy Holly Avenue, respectively, the primary east-west and north-south downtown spines. As the main connectors within the Downtown Core, these streets should be the focus for image enhancements. Greenways should include regularized street trees and enhanced paving; some greenways with wider rights-of-way should also include a planted median. Greenways should be used in combination with gateways to mark and celebrate arrival to downtown.

Two types of gateways exist: wayfinding gateways, which assure the visitor that she or he has arrived downtown, and identity gateways, which set the tone and aesthetic for downtown. Both of these types of gateways differ from simple access points into downtown; it is not necessary to mark every street intersection into the Core with a gateway. Wayfinding gateways are associated with the most commonly used highway exits into downtown, while identity gateways mark the real 'front doors' of the Downtown Core.

### *Texas Tech*

Texas Tech University is a strength from both retail and residential points of view. The university community has considerable buying power, and can provide a strong target market for entertainment, dining, and retail interests.

New graduates are also an excellent market for downtown residential products, and could be a key demographic in creating a 'critical residential mass' downtown.

### *Community Pride & Local Identity*

There seems to be a distinct seam of hometown pride in Lubbock. This public support is critical to reawakening downtown.

West Texas has a very distinct cultural identity, and Lubbock very strongly associates with its location in West Texas. This identity can become an integral part of promoting Lubbock.

### *Regional Cultural Hub*

Already the government, financial and medical hub of the region, Lubbock is well-positioned to further advance itself as the cultural hub as well. Cultural resources should not be limited to performance and exhibition, but also extend to education and outreach to all ages.

## CONSTRAINTS

### *Highways & Railroad Corridor*

The Marsha Sharp Freeway, Interstate 27, and the BNSF rail line form visual and physical barriers at the eastern and northern edges of the Downtown Core. Although these corridors are physical constraints, they are to a certain degree advantages, in that they contribute to a tightly defined Downtown Core and help to concentrate revitalization energy.

### *Lack of Downtown Services & Amenities*

The lack of downtown services such as a grocery store or drug store, and amenities such as parks, makes 'downtown living' a difficult sell to potential residents. A certain amount of capital investment, in the form of streetscape, parks or development incentives, will be needed in order to kick-start the revitalization process. Improving the public perception and physical spaces of the Downtown Core would be a huge advantage in the effort to bring people back downtown to live and play.

### *Redevelopment Costs*

The high costs of bringing existing structures into compliance with current code – and possible environmental mitigation that may also be required – act as deterrents to reusing downtown stock. The alternative – demolition – also adds cost to infill projects. These additional costs make downtown an unattractive location for businesses seeking space, but that do not have a strong need to be downtown.

The existing electrical grid is also a constraint, with high relocation costs and a dual-provider system that does not give incentive to either company to fund relocation. The presence of both overhead and subsurface utilities in alleys precludes parcel consolidation.

### *Retail Pool*

While the North Overton redevelopment has generated a great deal of positive energy that will improve the image of downtown, it also contains a large number of pad retail sites that will compete directly with the Downtown Core for tenants. The Downtown Core will need to promote itself as a destination, as a vital urban center, in order to draw tenants and patrons from the convenience of a suburban-style retail center.

### *Funding & Focus*

The Consultant Team is confident that Lubbock will be able to assemble funding to begin the downtown revitalization process. It is critical, however, that early-stage projects be carefully selected for their catalytic potential; these projects should excite residents and show potential investors that the City is serious about the downtown revitalization effort. Catalytic projects should focus energy and dollars on the Downtown Core, rather than on adjacent or outlying areas.

The Consultant Team's initial interviews and information gathering indicate that there is strong support for two projects in particular: a minor league baseball stadium, and an equestrian center. The location of such projects, however, is just as critical as the potential market, and should be very carefully assessed: either of these projects could be successful of its own accord, but still fail to contribute to downtown revitalization.

Opportunities and Constraints Map: General Study Area

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# CHAPTER 3: VISIONING

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## SECTION 1: COMMUNITY INPUT

### *Public Meeting #1*

#### PROJECT INTRODUCTION

The first Downtown Revitalization Action Plan public meeting was held in the Lubbock Memorial Civic Center on November 2, 2006, with approximately 350 people in attendance. The Consultant Team kicked off the meeting with introductions to the Team members and City participants, as well as identification of the key stakeholder groups providing input to the process. This introductory information also outlined project structure, broken into phases, and a timeline for those phases.

Following introductions, the Consultant Team presented the conclusions of Phase I analysis, as detailed in Chapter 2 of this document.

#### BREAK-OUT GROUPS

The second half of the meeting focussed on community interaction and input. The audience was broken into small groups of 6-10 people, and each group was asked to consider a series of 'what if' questions, listed on the next page.

Volunteer moderators, either members of the Consultant Team or City Staff, oversaw discussion at each table. The moderator's role was to keep discussion moving, but also to challenge participants to develop or clarify their positions so that community feedback could be truly understood by the Consultant Team. The 'what if' questions were designed to spur conversation, and moderators were specifically instructed that it was not necessary to answer all the questions, as long as the discussion was useful and productive.

Each table was provided with large-scale maps of the Downtown Core, as well as markers and blank paper. After 40 minutes of break-out time, each group was asked to report back and identify their 'top 3 big ideas' to the larger assembly. A summary of the main themes emerging from the break-out discussion, as well as 'raw notes' of the table-by-table reporting, can be found in the Appendix of this document.

## 'WHAT-IF' QUESTIONS

What if...?

...Lubbock obtained funding for one major downtown project; what should it be?

- Streetscape beautification?
- public park?
- Civic Center renovation?
- minor league baseball?
- other?

...the Downtown Core became denser, with more and taller buildings?

...the Downtown Core increased its residential base?

- Where should development start?
- How high should the buildings be?
- What style should the buildings be?

...the Downtown Core wanted to attract more commercial tenants?

- Where should they be concentrated?
- Renovate existing buildings or demolish and build new?

## WHAT THEY SAID

### *Architecture, Character & Land Use*

There was general recognition of Downtown architecture as a very mixed bag; participants wanted to retain and enhance historic buildings, but were also very clear that some buildings were simply 'old', 'unattractive' or 'lacking in character' and should be removed and replaced. Opinion also weighed in on what those replacements should look like: a mix of density, mix of styles and materials, and above all, compatible with-and an enhancement to- the existing urban fabric. Participants also cited a number of Downtown uses and features they felt did not align with the vision of a healthy downtown, such as scrapyards, obviously dated buildings, and unsightly overhead utilities.

### *Public Realm*

Break-out groups underlined a real desire for a pedestrian-friendly, *beautiful* downtown. They asked for amenities such as street lighting and benches, water features and public art, and the creation of more plazas, parks, green corridors and public spaces. Enhanced streetscape and restoration (or removal) of the brick streets also surfaced as common themes.

### *Residential*

Public sentiment advocated a real mix of housing products downtown, in ownership (for-sale and for-rent), density (single-family, townhome and multi-family), and style (loft conversion, high rise, new construction). Respondents also noted a need to increase the number of people living downtown, as well as diversify the downtown demographic. Senior living and affordable housing were both mentioned as strong possibilities for Downtown.

### *Downtown Attractions*

Small-group discussion showed a tremendous amount of enthusiasm for existing Downtown attractions--participants expressed a strong desire to build on and enhance the strengths of the existing Depot Entertainment District and Arts District, as well as a desire to develop additional 'districts' with unique personalities.

Desired additions to the Downtown scene centered around entertainment, dining and shopping. Suggestions included such venues as comedy clubs, karaoke bars, and a movie theater. Specifically mentioned in the dining category were coffee houses and 'fine dining', while community facilities such as a community center and farmers market were also noted. A preference for local businesses, instead of chains, was mentioned in relation to both dining and shopping.

### *Transportation, Parking & Wayfinding*

Discussion of getting to and getting around Downtown showed that practical considerations also weighed into public opinion. Groups perceived a need for signage guiding visitors to the Downtown Core, as well as 'gateway' treatments once the visitor has arrived.

Groups also reported a need for better public transit connections between major attractions within the Core, as well as between the Core and Texas Tech.

### *Safety*

Public comments in this area centered on adequate lighting and visible police presence. Participants remarked that more people and more activity Downtown would contribute to greater Downtown safety.

### *Economic Development*

Meeting participants emphasized the need for a long-term strategy toward Downtown redevelopment. They asked for ways in which Downtown business owners could contribute to revitalization, particularly for innovative approaches to funding assistance. There was also a perception of certain policy barriers to Downtown redevelopment, and a feeling that local government should do more to work with potential development projects.

### *Catalytic Projects*

Items on the public's 'wish list' spanned from the small to the fantastic. A cross-section of these suggestions included:

- big park
- green belt
- indoor water park
- bike paths
- ballpark
- technology incubator space
- gateways
- water features
- wireless for all
- wine tasting rooms
- lofts
- street improvements
- heritage-based shopping area
- museums: children's, science, art
- more lighting
- old locomotive display
- theaters
- community celebrations
- concert hall
- ice skating rink
- movie theater, IMAX
- boutique retail
- dinner theater
- equestrian area
- farmer's market
- outlet mall
- cowboy culture event
- open air entertainment

## *Visual Preference Survey*

### HOW IT WORKS

A Visual Preference Survey, or VPS, is a tool used to gather aesthetic 'knee-jerk' reactions. Respondents are asked to look at a number of photographs and note which ones they like, and which ones they don't. They do not have to give a reason for their preference. The consultant then analyzes respondent preferences to determine if there are any strong patterns of approval or disapproval.

The Consultant Team prepared three VPS boards for Public Meeting #1: one board of commercial & retail images, one board of residential architecture, and one board of streetscapes & open spaces. Each board displayed 12 images that covered a range of styles, materials, heights and scales.

Attendees were encouraged to evaluate the boards at their leisure, during the course of the public meeting. Green (like) and red (don't like) dot stickers were used to 'vote' for preferences during the public meeting. Up to 6 red and 6 green dots were allowed per person per board, and respondents could use more than one sticker per image if they felt strongly about that image.

The tallied results of red and green dots, as well as the boards themselves, are shown on the following pages.

*The Winners*



*The Losers*



COMMERCIAL

*The Winners*

Commercial tastes showed a definite preference for traditional architecture, in both style and materials. Two of the three most favored images exhibit brick, or a combination of brick and masonry.

Another important common denominator in the preferred images is the pedestrian scale of the buildings. Architectural detailing, streetscape landscaping and pedestrian amenities such as benches and decorative lighting seem to hold appeal, even overcoming the more 'modern' architecture and materials in the top picture.

*The Losers*

Although break-out groups noted a desire for a mix of both traditional and modern architecture, participants shied away from images of buildings that showed aggressively modern form, such as the top image, or a predominance of modern materials such as glass and block, as in the second image. Both of these images also illustrate a larger scale and mass that is not seen in existing Lubbock architecture.

The bottom image shows a smaller scale retail establishment in modern materials, but without the softening pedestrian and streetscape amenities that were favored in the 'winner' images.

## RESIDENTIAL

### *The Winners*

As seen in the commercial images, respondents preferred more traditional residential architecture. Given this marked preference, the Consultant Team was puzzled to see the popularity of the third picture, a decidedly contemporary housing product, but believe that respondents were reacting to the garden setting more than the architecture in this image. This preference for garden settings was also seen in the first picture, and is consistent with the enhanced streetscaping shown in the 'winner' commercial pictures.

### *The Losers*

The consultant team was also surprised by the results of the residential 'losers'. Although the large scale and harsh paved environment of the first picture was expected to garner little support, the second picture, although new construction, exhibits a 'loft' aesthetic typical to reuse of existing building. Reuse of existing buildings, and 'loft' products were suggested by break-out groups as a good Downtown use. Considering respondents' strong positive response to green spaces and landscaping, the immature streetscape may have contributed to these images' low scores.

### *The Winners*



### *The Losers*



*The Winners*



*The Losers*



STREETSCAPE & OPEN SPACE

*The Winners*

Green, green, green. Respondents overwhelmingly preferred lush, green spaces with lots of plantings. Water was also extremely popular, aligning with break-out groups' request for water features.

*The Losers*

Spaces with a larger ratio of hardscape to softscape did not fare well in the exercises. The top picture of 'the losers' at right did not fare well at all, and was universally disliked. The bottom two images, however, although they gathered the second and third most 'red dot' votes, cannot be said to be unpopular--the second picture gathered the second most 'no' votes, but still gathered more 'yes' votes than 'no' votes. Likewise, the third picture also gathered an almost even split of positive and negative reactions.

Visual Preference Survey: Commercial & Retail

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Visual Preference Survey: Residential

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Visual Preference Survey: Streetscape & Open Space

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## SECTION 2: VISION

A Vision Statement is an important component of a revitalization plan. The Vision Statement clearly spells out, in the simplest terms possible, what a community wants. The Vision Statement identifies what they cherish, and what they want to change. It describes, without pressures of logistics, technical challenges, or funding, what they want their home to be.

The Vision Statement below, crafted with stakeholder, City, and public input, is the product of fieldwork, interviews, professional guidance and community feedback.

### *Vision Statement*

#### LUBBOCK 2020: THE CITY

Partnering to build a model community.

#### LUBBOCK 2020: THE DOWNTOWN CORE

Lubbock's Downtown Core represents a true, sustainable urban center. Horizontally and vertically mixed uses cluster into activity centers across the urban grid, punctuated by green parks and public plazas that serve passive relaxation as well as community celebrations. These activity centers embrace their own identities, adding scale, detail and meaning to the urban story. A range of housing is available at all price-points, some clustered in a residential district and some scattered amongst other uses to provide the diversity found in a healthy downtown. Boutique stores and restaurants will complement the cultural, entertainment, civic, central business, and residential districts. Pedestrian-scaled, high-quality, well maintained streetscapes provide the essential walkable connective tissue between these centers. This pedestrian-oriented Downtown is complemented by efficient transit and appropriately-sized roadways.

In 2020, Downtown Lubbock will be celebrated for its vitality, experienced as part of the fabric of everyday life, and looked upon as a model of sustainability for residents and visitors alike.

## SECTION 3: GOALS & OBJECTIVES

Knowing what a person wants, and knowing how to get it, are two very different propositions. With a clearly defined Vision, the next task in crafting a truly implementable revitalization plan is to map the steps needed to reach that vision. Goals and Objectives are the framework of the revitalization process are this map.

**Goals** are the targets to be met over the duration of the life of the plan. The life of the Downtown Revitalization Plan is approximately 15 years.

**Objectives** provide guidance on how to meet a goal; they are the component pieces of each goal.

This plan classes goals and objectives into five categories, as listed below:

- Land Use
- Economic Development
- Policy
- Urban Design
- Transportation and Utility Infrastructure

## *Land Use*

### GOAL L1

Promote the continued development of existing districts and the emergence of new districts, within the Downtown Core.

#### *Objectives*

- L1a Support the maturation and diversification of the Depot Entertainment District.
- L1b Support the maturation of the Arts District.
- L1c Promote synergy and collaboration between the existing Arts District and Civic Center facilities.
- L1d Develop distinctive residential districts within the Downtown Core.
- L1e Strengthen and promote the Central Business District (CBD).
- L1f Strengthen and promote a true 'government district' around the city, county and federal uses within the Downtown Core.
- L1g Provide attractive, efficient pedestrian and vehicular connections between districts within the Downtown Core.

## GOAL L2

Provide ample and varied public open space within the Downtown Core.

### *Objectives*

- L2a Distribute open space throughout the Downtown Core.
- L2b Select new open space sites for appropriateness of site, rather than price or availability.
- L2c Size open space for proposed use patterns; spaces that are too small or too big do not get used.
- L2d Match open space design to adjacent land use(s).
- L2e Provide a variety of open space types: community park, urban plaza.
- L2f Provide flexible and multi-purpose open space.
- L2g Provide at least one space within the Downtown Core large enough to accommodate public gatherings and community events.
- L2h Focus the design of Downtown Core spaces on primarily civic or passive activities, such as farmer's markets, walking, spots for reading and lunchtime breaks.
- L2i Focus active recreational activities, such as playing fields, on larger parks adjacent to the Downtown Core.
- L2j Design open spaces suitable for the Lubbock climate, in particular providing appropriate shade.

## GOAL L3

Reduce fragmentation of blocks caused by bi-directional alleys, and increase opportunities for aggregation of half- and whole-block parcels.

### *Objectives*

- L3a Work with utility companies to consolidate and co-locate physical infrastructure located in alleys.
- L3b Work with utility companies to remove redundant or decommissioned infrastructure located in alleys.
- L3c Minimize the impact, particularly land fragmentation, of utility locations within Downtown Core blocks.

## GOAL L4

Increase and diversify the residential base within the Downtown Core.

### *Objectives*

- L4a Encourage medium- (7-14 DU/ac) to high- (15+ DU/ac) density residential development in multiple clusters or districts within the Downtown Core.
- L4b Match open space with residential units, both in quantity and location. Link open spaces with an attractive pedestrian and trail network.
- L4c Encourage a variety of product types and price points to accommodate a wide range of households.

## GOAL L5

Maximize flexibility in redevelopment options while protecting existing urban fabric and architecture.

### *Objectives*

- L5a Utilize zoning to demarcate desired redevelopment patterns: e.g., mixed use, special permit.
- L5b File Design Historic Zone cases to protect existing buildings of architectural merit.
- L5c Encourage mixed use development involving residential, retail and offices uses.

## *Economic Development*

### GOAL E1

Increase and diversify dining, retail, entertainment, and cultural offerings within the Downtown Core.

#### *Objectives*

- E1a Encourage local businesses to locate and expand within the Downtown Core.
- E1a Ensure that the Downtown Core is included in regional economic development marketing efforts, to promote it as a competitive business location.
- E1a Cluster new businesses around existing activity nodes and corridors to create areas of critical mass.
- E1a Locate businesses to create complementary and synergistic groupings and to strengthen district identities.

### GOAL E2

Make the Downtown Core an active, lively, 24/7 local and regional destination.

#### *Objectives*

- E2a Provide a mix of uses within the Downtown Core that promotes 24/7 activity.
- E2b Provide attractions and services for a wide range of users: employees, residents, visitors, families, singles, art, cultural, entertainment, dining aficionados.
- E2c Encourage community activities and events within the Downtown Core.
- E2d Increase public safety with additional police and security.

### GOAL E3

Increase business and tourism levels to Lubbock and the Downtown Core.

#### *Objectives*

- E3a Offer a variety of modern, attractive convention, entertainment, and visitor facilities that will draw from the City, the Region, and the Nation.
- E3b Cluster synergistic facilities to enhance overall economic viability and diversity.
- E3c Link facilities and facility clusters to enhance connectivity.
- E3d Create coordinated initiatives among downtown organizations to locally, regionally and nationally market the venues, assets and events of Downtown Lubbock.

### GOAL E4

Increase and diversify the supply of private office space within the Downtown Core.

#### *Objectives*

- E4a Identify and plan for sites to accommodate new office buildings within a defined district of the Downtown Core.

## *Policy*

### GOAL P1

Provide the appropriate policies and regulations to attract and sustain investment in Downtown Lubbock.

#### *Objectives*

- P1a Zone property appropriately to support the goals of the plan.
- P1b Provide a clear and streamlined approval and entitlement process that attracts quality developers and development.

### GOAL P2

Provide appropriate organizational structure and marketing tools to attract and sustain investment in Downtown Lubbock.

#### *Objectives*

- P2a Provide a cohesive leadership voice that advocates for public reinvestment, and in turn catalyzes private reinvestment, in the Downtown Core.
- P2b Create a marketing plan and establish policy to promote Downtown as a competitive office space location.
- P2c Identify and utilize public funding mechanisms that capitalize on value growth resulting from Downtown revitalization in order to lessen burdens on the existing city tax base.

## *Urban Design*

### GOAL U1

Promote regional identity and local character.

#### *Objectives*

- U1a Incorporate elements that speak to local identity and character throughout the public realm.
- U1a Encourage design that draws from local identity and character within the private sector.
- U1a Enhance existing and introduce new festivals and events that celebrate local history and character.
- U1a Create and utilize a marketing ‘brand’ for Downtown Lubbock that emphasizes local history and character.

### GOAL U2

Promote sustainable, human-scaled, locally-appropriate urban form.

#### *Objectives*

- U2a Provide zoning that supports urban infill development through such tools as flexibility of uses and reduced off-street parking requirements.
- U2b Provide Design Guidelines that weight contribution to the overall desired urban form above individual project issues, and which promote a cohesive downtown aesthetic.
- U2c Encourage creative architectural design that is compatible with adjacent buildings while also providing interest and variety within the Downtown Core.

### GOAL U3

Provide attractive, distinctive streetscapes within the Core.

#### *Objectives*

- U3a Create a hierarchy of streets that supports the Lubbock image and corresponds to adjacent land uses, districts, edges and nodes within the Core.
- U3a Provide streets that clearly accommodate the pedestrian.
- U3b Prioritize streetscape maintenance and landscape care.
- U3c Utilize a downtown materials palette for gateways and identifying elements in the landscape/streetscape that focuses on local materials.

## *Transportation and Utility Infrastructure*

### GOAL T1

Prioritize pedestrian movements within the Downtown Core.

#### *Objectives*

- T1a Provide consistent sidewalks and ADA-compliant ramps on all streets within the Downtown Core.
- T1b Clearly demarcate crosswalks at all intersections.
- T1c Provide clear, safe passage between parking areas and businesses.
- T1d Provide clear signage and wayfinding.

### GOAL T2

Provide an adequate bicycle system for movement within and to/from the Downtown Core.

#### *Objectives*

- T2a Create a city-wide comprehensive bike plan that includes bike lanes, routes and paths that connect outlying areas to the City's Core.
- T2b Provide bike lanes, routes and paths within the Downtown Core.
- T2c Mandate appropriate bike racks and/or bike storage facilities for both public and private developments.

### GOAL T3

Provide an adequate transit system for movement within and to/from the Downtown Core.

#### *Objectives*

- T3a Provide adequate amenities for transit riders, including maps, shelters, and kiosks with schedules
- T3b Continue to examine and provide bus routes to best serve the Downtown Core and to provide easy transfer for riders going to/from the Core.
- T3c Utilize local shuttles/routes to maximize ease of movement between the Downtown Core and Texas Tech.
- T3d Provide transit for special events and targeted activities.

# CHAPTER 4: DRAFT PLANS

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## *Why 3 Plans? Which is the real plan?*

This chapter presents three different plans for the future of Downtown Lubbock. None of these plans are the *final* plan—they are iterations, ways of testing different ideas for Downtown. The final plan, presented in the next chapter, will be a blending of all three plans, taking the best of each and incorporating community feedback. The plans share some elements, while others may be shown in only one or two of the plans. Common elements are also shown in different locations, and with different relationships between them, on the different plans.

## SECTION 1: COMMUNITY INPUT

### *Public Meeting #2: Draft Alternatives*

The Consultant Team returned to Lubbock on February 13, 2007, to present and gather public input on three alternative scenarios for Downtown redevelopment. As before, the Team started the meeting with a quick review of key participants in the process, then went directly into presentation of the plans. After outlining the common elements of the plans, and elaborating on the thinking behind each alternative, the Consultant Team asked attendees to break into small groups to discuss and debate.

### *Break-Out Groups*

Volunteer moderators oversaw each group, in order to keep participants on task and draw out specific comments and questions. At the end of 30 minutes, each group was asked to identify what they felt were the top three catalytic projects for Downtown and to state what they liked and disliked about each scenario. A summary of predominant themes follows; ‘raw notes’ of the table-by-table reporting can be found in the appendix of this document.

The top catalytic projects identified, in no specific order, include a performing arts center, an upscale hotel, a multi-purpose arena, a movie theater, and residential development. There seemed to be a strong preference for locating the performing arts center and hotel in the Arts and Convention District with the arena and movie theater in the Depot Entertainment District. Most people favored a residential district in the southwest quadrant and sprinkled throughout downtown, but not in the northeast corner. People preferred Flex Tech near the railyards.



Many still supported a baseball stadium, but the public appeared split over whether the baseball stadium should be colocated with the arena due to parking concerns. While there was general support for a consolidated Government District, most break-out groups didn't think it was worthwhile to move City Hall.

In general, the break-out groups wanted more green space and landscaping, bikeways and a pedestrian friendly streetscape that connects the Arts and Convention and Depot Entertainment Districts. Overall, people liked the proposed diagonal as it provided a more direct link between these two districts.



## SECTION 2: THE ELEMENTS

### *Catalytic Projects*

Catalytic projects are the 'wow' projects that have an immediate impact on revitalization efforts, the projects that get people excited about the future and show investors the City is serious about redevelopment. These projects may be privately or publicly funded, and are often a combination of both.

The Consultant Team used information gathered during the analysis and visioning phases of the project, detailed in Chapters 2 and 3, to identify a number of catalytic projects which hold great potential for Downtown redevelopment. These projects appear in each of the three draft scenarios, and are discussed in the following text in no specific order.

### CIVIC CENTER RENOVATION/EXPANSION

The Consultant Team has received a great deal of information regarding the existing Civic Center, some of it advocating a physical expansion (*Master Plan for the City of Lubbock Convention Center, Performing Art Theater and Sports Arena*, June 6, 2002), and some of it recommending renovation (LEAF report, March 5, 2007). This analysis does not preclude the possibility of future expansion, based on the City's growth plans. The draft alternatives in this report look at both possibilities – renovation and expansion – while the final preferred option (see Chapter 5) concentrates on renovation with a designated area for expansion, should such a course be deemed desirable at some point in the future.

## UPSCALE HOTEL

The market analysis (please see Chapter 2 of this document) carried out by the Consultant Team indicated a strong market for upscale hospitality services, with the potential for up to three upscale hotels. Even with the North Overton hotel project moving forward, there will still be unmet demand that could be absorbed by a Downtown hotel. The obvious location for such a hotel is adjacent to the Civic Center, to capitalize on a ready convention market. The proximity of the Civic Center to the Central Business District offers an excellent opportunity for a hotel to serve both conventioners and business travelers.

## ARENA

This facility would serve as a multi-purpose event facility, and would provide a venue for a wide variety of performances and events, ranging from one day to a week or more. Capacity would be approximately 7,500 seats. Possible events might include ice hockey, indoor soccer, arena football, ice shows, circuses and concerts. This new facility would replace the existing Municipal Coliseum on the Texas Tech campus. Specific considerations regarding the decommissioning of the Municipal Auditorium and Coliseum complex, including comparative cost of renovation versus new construction, are discussed in the report, *Final Report and Recommendations*, issued in March 2007 by the Lubbock Entertainment and Arts Task Force (LEAF).

## PERFORMING ARTS CENTER

The Consultant Team heard a very strongly expressed desire for a performing arts venue, and feels that such a facility would be an excellent anchor in the emerging Arts District. This facility would likely be a 2,500- to 3,000-seat facility that could accommodate events such as touring Broadway shows, symphony performances, ballet, and similar productions. This new facility would replace the Municipal Auditorium – adjacent to the Municipal Coliseum on the Texas Tech campus – that is aging and would be difficult to upgrade to existing standards.

## MOVIE THEATER/RETAIL COMPLEX

Market analysis also showed a strong unmet demand for a first-run movie theater inside the Loop 289. The proximity of Texas Tech to the Downtown Core offers particularly strong demographic support for such an entertainment complex. Easy, logical access from major roadways is a key consideration in locating the theater, and the Consultant Team feels that a cinema would align quite well with the current character of the Depot Entertainment District. A movie theater in the Depot Entertainment District pairs well with existing bar and eatery options, and could provide impetus for attracting further dining establishments.



## RESIDENTIAL

Key to Downtown revitalization is getting more people Downtown – not just for employment and entertainment, but also to live. There is opportunity for a wide variety of residential products throughout the Downtown Core. It is important to be able to provide a variety of options for differing price-points and demographics, including retirement living and affordable housing. The Core has opportunities for a Residential District, as well as varied products spread throughout the area as part of mixed-use development.



## *Supporting Elements*

Supporting elements may contribute to Downtown revitalization in many ways: by increasing tenancy and general on-the-street activity, creating a friendly, attractive pedestrian environment, enhancing Downtown character, solidifying existing and emerging ‘districts’, ‘beautifying’ the area, and just providing a reason for people to live, work and recreate Downtown.

Given these many functions they fulfill, supporting elements are just as important to successful redevelopment as large-scale ‘headliner’ projects. They are the mortar that fills the cracks between the bricks and makes the structure complete.



## PARKS

A dominant theme in both stakeholder interviews and public meetings was a need for parks and green space. Respondents spoke of both the aesthetic and psychological impact of parks, as well as the functional aspects of having a place to walk a dog, take children to play, or enjoy a lunch. Many also thought that connectivity between each park was an important goal. Public opinion underlined the importance of park and open space amenities in attracting residents to live in the Downtown Core.

## VISITOR’S CENTER

Lubbock’s own market and tourism research has shown a strong need for a visitor’s center. The best location for such a facility will offer easy access from major roadways for out-of-town visitors, high visibility for the same purpose, and ideally, a synergy with adjacent attractions. The draft alternatives that follow study three potential locations for the visitor’s center.

## ENHANCED DEPOT ENTERTAINMENT DISTRICT

Revitalization efforts in the Depot Entertainment District have been a tremendous success. The draft alternatives seek ways to build upon the positive energy and character already established in the District, and to continue this positive direction by encouraging uses that would attract additional activity and mass to the District.

## ENHANCED ARTS DISTRICT

The emerging Arts District has a strong anchor in the new Louise Hopkins Underwood Center for the Arts. Draft revitalization plans encourage further cultural development that aligns with the ambitious master planning efforts already undertaken by the Underwood Center. Key to this development is the creation of an Arts & Convention District, which seeks to combine the energy and attractions of the Civic Center and its convention facilities with existing and future arts projects in the same area, strengthening both sides of the arts and convention equation.

### Retail

A large amount of previously unmet retail demand has been and will continue to be absorbed by the new North Overton Super Wal-Mart, and its adjacent pad site retail. There is, however, still opportunity for storefront retail expansion within the Downtown Core. For success, this retail must offer a different product than that found at large retailers: small boutique stores, local restaurants, unique offerings. The draft alternatives seek to group this retail together to create a critical mass, and to locate it to capitalize on the strengths of existing Downtown districts.

## CITY HALL

Government buildings have long functioned, in many cities across the nation, as the architectural centerpiece of Downtown. The scale and classic style of such buildings set a tone that can impress visitors and inspire civic pride in residents. The existing City Hall is isolated from other Downtown government offices, which themselves are scattered throughout various buildings, thus missing the double opportunity for synergy between uses and for a civic 'gateway' to Downtown. As the City could benefit from centralizing its operations, the draft alternatives examine opportunities to relocate City Hall to a more prominent location.



## URBAN EDUCATION CAMPUS

Educational uses are a Downtown resource, and an activator that brings a whole new demographic of users to the area. More people on the streets contribute to Downtown vibrancy, and provide additional market for Downtown retail and services. The draft alternatives look at opportunities for satellite classroom space for Lubbock's major higher education institutions, as well as opportunities for vocational and adult training, both of which could include evening classes and thereby extend Downtown hours of activity.

## PEDESTRIAN/VEHICULAR BRIDGE

The Consultant Team looked at possible uses for the 'triangle' of land between the railroad tracks and I-27, in the northeastern quadrant of Downtown. Some of these uses are enhanced by, or only possible with the inclusion of, a combination pedestrian/vehicular bridge connecting the 'triangle' area to the central Downtown Core.

## FLEX TECH (TECHNOLOGY R&D, TEST MANUFACTURING)

Flex Tech poses a number of opportunities for Downtown. It offers an alternate way, in addition to extension class space, for Texas Tech and other institutions to establish a Downtown presence. With the possibility of attracting outside employers interested in a Downtown research facility, Flex Tech may offer a means by which to retain a highly-educated, young demographic that typically leaves Lubbock as soon as their education is complete. Additionally, Flex Tech can serve as a good transition use, between highway and Core areas, or between higher and lower intensity uses.



## BASEBALL STADIUM/NATIONAL COLLEGIATE HALL OF FAME

Lubbock is a strong contender for the National Collegiate Hall of Fame, which could be established in tandem with or independent of a baseball stadium. Both or either use would be a strong, and character-compatible use, in the Depot Entertainment District.

## LAND BANK

The land bank, seen in one of the draft alternatives, represents land that the City may wish to assemble in the early phases of development and hold in reserve for later large-scale development projects that could require a large, aggregated amount of land. The Consultant Team feels that the area specified in this plan could be acquired less expensively in the early stages of development, and would be a good 'reserve' area for large projects.

## SECTION 3: THE ALTERNATIVES

### *Scenario 1: The Campus Plan*

#### THE BIG IDEA

This plan draws on existing synergy between programming in the Arts District and the Civic Center to create a single strong district, an arts campus, with Mac Davis Lane as its spine. A strong retail spine along Avenue J connects this new Arts & Convention District to the existing Depot Entertainment District, with a diagonal connection between Avenue J and Buddy Holly drawing attention to the particular placemaking qualities of the new corridor. A new movie theater and visitor's center strengthen the Depot Entertainment District.

#### THE COMPONENTS

##### *Arts & Convention District: The Campus*

##### The Civic Center

The Civic Center expands to the north, creating a presence and street-defining facade on Mac Davis Lane. This configuration of exterior expansion avoids conflict with existing underground facilities running north-south through the Civic Center site.

##### The Arena

A new arena faces the existing Civic Center across Mac Davis Lane, with the facility's formal entrance on Mac Davis Lane. This pairing, along with the new performing arts center, adds mass and focus to the Civic Center site and establishes Mac Davis Lane as the Arts and Convention Spine.

##### The Performing Arts Center

Continuing along the Arts & Convention spine, a new performing arts center occupies the Avenue L area north of Mac Davis Lane. Like the Civic Center expansion, this new facility is sited so as to avoid conflict with underground utilities. The new performing arts space creates an architectural counterpoint to the arena, and completes the triad of buildings around the new park on Mac Davis Lane.

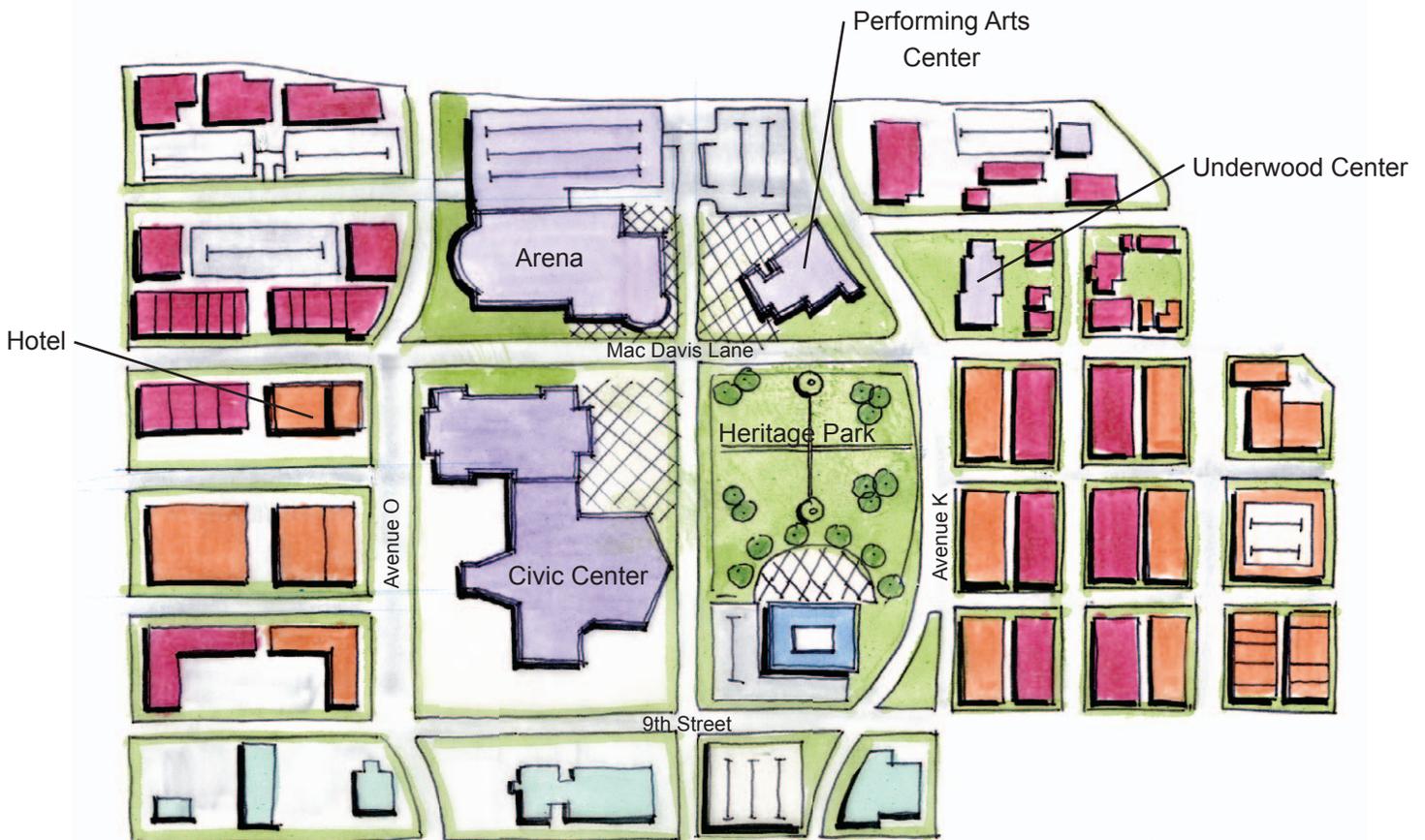


### Heritage Park

This park acts as the 'front door' for all three facilities described above, and provides a flexible outdoor space for formally organized events, such as performances and community festivals, as well as informal recreation. The park will have both planted and hardscape areas, and is large enough to accommodate multiple 'stage' areas for festivals.

### The Underwood Center

Continuing the energy along Mac Davis Lane, the existing Underwood Center fortifies the eastern edge of the District, and connects the central Arts & Convention District to the Avenue J retail spine. Site and landscape enhancements to the Underwood Center, in tandem with similar improvements on the performing arts center site, mark these two facilities as the Avenue L Gateway to the Arts.



Scenario 1: Proposed Cultural District

Map: Scenario 1

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### Upscale Hotel

A new upscale hotel locates on Avenue O and 7th Street on the western edge of the Arts and Convention District, allowing the facility to serve the Civic Center, arena, and performing arts center. The hotel will face onto Mac Davis Lane, helping to create an urban street wall along this district spine.

### Parking

Early phases of Arts & Convention District improvements will rely upon surface parking around the facilities. Later phases will look to the possibility of structured parking behind the arena and the performing arts center, adjacent to the Marsha Sharp Freeway.

### *Avenue J: Retail Spine*

With a narrower street cross-section and largely-intact pedestrian-scaled architecture, Avenue J offers excellent opportunity for pedestrian-oriented ground-floor retail. Although retail will occur throughout the Downtown Core, this street will be the focus for unique and specialized merchants. This roadway will feature enhanced streetscape and pedestrian-oriented amenities. Avenue J will also serve as a seam and visual transition between the Central Business (CBD) and Government Districts.

### *The Government District*

Downtown Lubbock has the essential makings of a Government District, with the County Courthouse, the Mahon Federal Building, the historic Lubbock County Office Building, and the Citibus Transfer Plaza all clustered around the Broadway/Buddy Holly area. The missing piece in this district, however, is City Hall. As the City could benefit from centralizing its operations, this scenario looks to complete the Government District by constructing a new City Hall, and evaluating existing land uses within this district.

### City Hall

The existing City Hall, isolated from other government offices and off the 'main drag' of Broadway, misses the double opportunity for synergy between uses and for a civic 'gateway' to Downtown. Moving City Hall to Broadway facilitates 'one-stop' shopping for official needs and business, and anchors the Government District as a gateway from the east.

The jail site meets both needs, whether the existing structure is renovated and retrofitted, or taken down and used as the site of a new building. Moving jail functions off-site is also an appropriate land-use decision, as the inmate processing or warehousing functions currently contemplated for the site do not contribute positively to Downtown vitality.

### Open Space

The County Courthouse has a well-used park that acts as a fitting entry to the Courthouse. With minor modifications, this park could become a dual-entry park that addresses both Texas and Broadway, adding interest and civic support to Broadway.

The historic Old Post Office and Federal Building adds a wonderful architectural piece to the Government District, but its potential is somewhat downplayed by the adjacent surface parking occupying the all-important corner of Broadway and Buddy Holly. This parking will shift to a less front-of-house location, allowing this showpiece parcel to become open space that accents and enhances the adjacent buildings.

### *The Central Business District*

Redevelopment in the CBD takes the form of intensification of the district – infill office buildings, aggressive recruitment of high-quality business tenants – rather than physical expansion of the district's boundaries. The CBD will include ground-floor retail, as well as upper-level residential, in addition to traditional business interests. Downtown parking areas are easily accessible off of 13th, 10th and Main Streets at the edge of the CBD. These parking areas could transition from surface to a combination of surface and structured parking as Downtown space becomes more valued and sought-after.

### *The Depot Entertainment District*

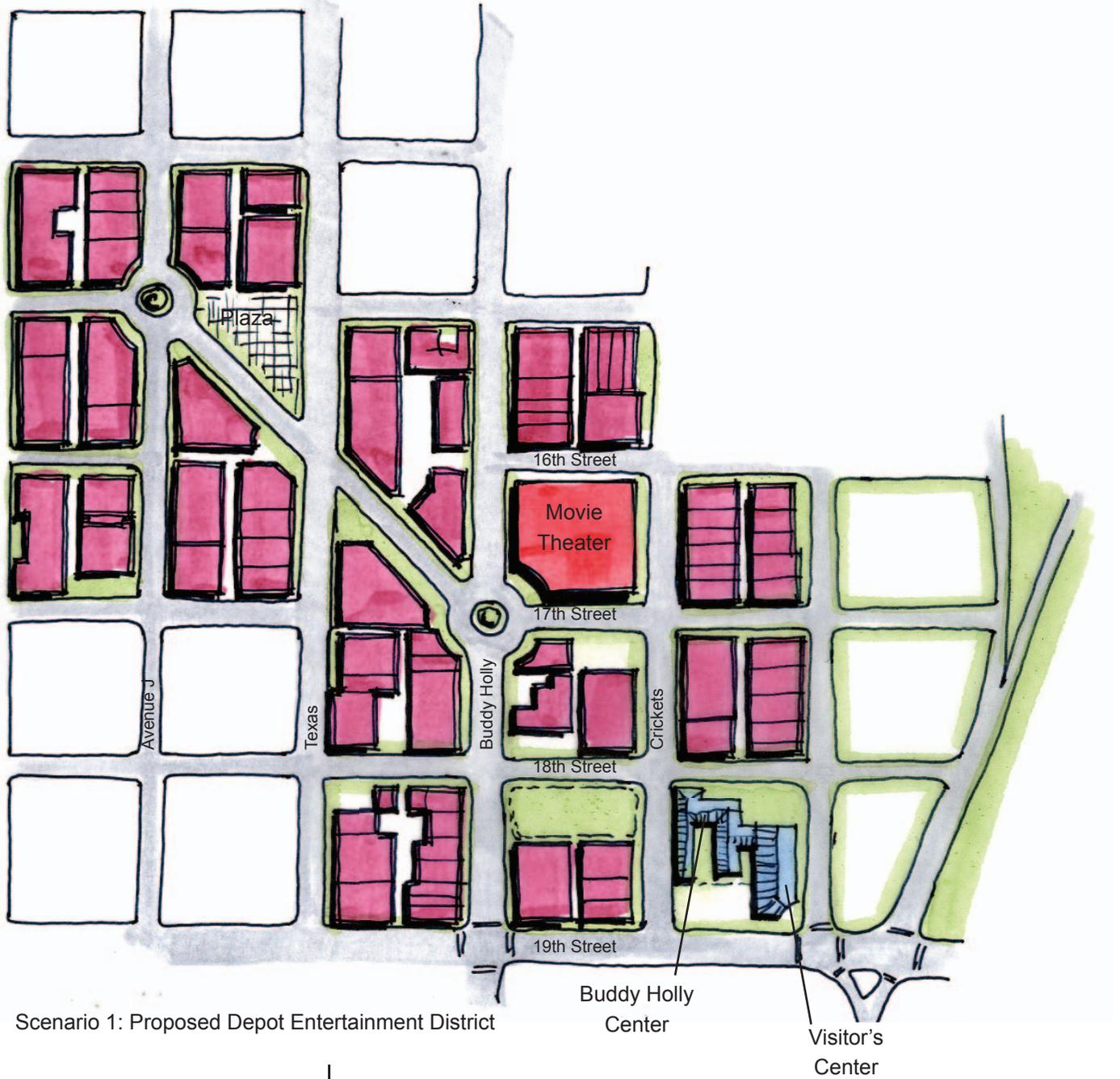
The Depot Entertainment District connects to the Avenue J retail spine via a new diagonal street reaching from 15th Street to 17th Street. The round-about at 17th Street creates an energy center within the Depot Entertainment District, with shops and restaurants extending north and south along Buddy Holly, and east and west along 17th Street. This 17th Street connection point was chosen to preserve existing healthy businesses and key buildings within the urban fabric as well as to encourage northward expansion of the existing retail cluster.

#### Movie Theater

Market analysis shows excellent potential for a movie theater, a use highly complementary to existing Depot Entertainment District businesses. The Buddy Holly/Avenue G block north of 17th Street houses this theater, with a main entrance addressing 17th street. This location allows easy access and visibility from I-27, with the potential to stack parking east of the theater and toward the outside edge of the District.

#### Visitor's Center

The new visitor's center occupies a highly-visible location just off of 19th and I-27, one of the main gateways to the Downtown Core. Sharing the block with the Buddy Holly Center, the new visitor's center creates a Downtown gateway and adds critical mass to the already successful Depot Entertainment District.



### *Residential*

A variety of residential products will be located throughout the Downtown Core, as stand-alone developments and as integrated components of mixed-use projects. Residential offerings are envisioned as medium- to high-density development, and might include townhomes, lofts, and condominiums. Single-family detached units should not be included in this mix, given the higher-density, urban feel that is desired for Downtown redevelopment.

The Depot Entertainment District offers strong opportunity for mixed use development, with the potential to play off of and contribute to the district's already established character. In addition, two other areas offer the opportunity to emerge as predominantly residential, rather than mixed-use, districts.

The southwest quadrant of the Core offers the best opportunity for a focused urban residential district. This area will include a neighborhood park, located on 16th Street to reinforce the street as a pedestrian spine and connector to the Depot Entertainment District.

The northeast portion of the Core, adjacent to the Arts & Convention District and backed by the railroad tracks, offers opportunity for artists' residences and live-work spaces. This type of product lends itself well to re-use of existing non-traditional structures such as already exist in this section of the City. This residential cluster may also be expanded to include the northeast 'triangle' (the area between the BNSF tracks, the Marsha Sharp Freeway, and I-27) by bridging the railroad tracks at 8th Street. This bridge should be a multi-use vehicular and pedestrian bridge.

Additional residential may be constructed immediately east of I-27, adjacent to the fairgrounds. This location offers easy highway and Downtown access (via Broadway or the new rail bridge), as well as potential for recreational trail connections into Mackenzie Park.



Scenario 1: Proposed Residential District

### *Flex Tech District*

Flex Tech describes a wide range of potential uses including start-up businesses, research and development, and ultra light industries with small- to mid-size building footprints allowing flexible layout and use, primarily in one- to three-story buildings. These types of uses are appropriately located adjacent to I-27, recognizing the desirability of easy highway access, as well as the lower suitability of this area for many other uses.

### *Land Bank*

The area directly south of the Depot Entertainment District, across 19th Street, has been designated as a land bank. This designation recognizes the desirability of assembling and reserving a multi-block area as a potential location for a large project beneficial to the Downtown Core. No specific use is envisioned for this area; rather, the underutilization of these blocks suggest it as an area that could be assembled with an eye to future large-project development.

### *Transition Area*

The character of 19th Street and Avenue Q suggest the need for flexible planning that will allow a variety of uses along these corridors. Uses may include restaurants, service-oriented enterprises and even multi-family housing. This area also offers a way to accommodate auto-oriented uses, such as drive-thru banking, close to the Downtown Core. The primary characteristic of uses along these roadways is that they should be ‘good neighbors’ to the adjacent uses – primarily office and residential – within the Core itself. These transitional areas, while allowing a wider variety and possibly less dense uses, will still be required to adhere to design guidelines and signage code that applies within the Core, in order to present an attractive edge and ‘front door’ to the Downtown Core.

### *Additional Improvements*

#### Vehicular Greenways

While this plan emphasizes a walkable, pedestrian environment, there is also value in beautification at the scale of the automobile. Certain streets bear an established history of primary vehicular thoroughfares, and the plan proposes specific streetscape improvements on these streets.

Broadway provides an excellent example of the impact that streetscape beautification can make. This type of enhancement program will be applied to other streets within and edging the Downtown Core.

On Avenue Q, one drive lane in each direction is removed to provide space for an enhanced pedestrian zone and a planted central median. The pedestrian zone is expanded to twice the existing dimension, increasing pedestrian safety and comfort, and encouraging walking along this roadway. The new pedestrian zone will include a planted tree lawn and a widened sidewalk. A planted center median is wide enough to support ornamental trees, and still allows for a turn lane at intersections.

Texas and Buddy Holly also provide opportunities for key vehicular greenways similar to those already realized along Broadway. Wide landscaped tree lawns and generous sidewalks flank both sides of the road, with on-street parking providing an additional measure of separation between pedestrians and traffic. The Buddy Holly section allows for an outdoor merchant zone – for café dining or merchandise display – behind the sidewalk.

Please see fold-outs on the following pages for sections of proposed greenway improvements.

#### Incorporating Texas Tech

Texas Tech is a tremendous asset to the Lubbock Community, and as such, any revitalization plan should strive to incorporate this community. This outreach effort will be more programmatic than physical, and more specific strategies to ‘welcome’ and draw students and faculty Downtown for recreation, entertainment, living and working will be examined in Chapter 6 of this document.

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Section: Avenue Q

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## *Scenario 2: The Bookend Plan*

### THE BIG IDEA

Two government centers ‘bookend’ the Downtown Core and create civic gateways into the City. Retail clusters on two compact sections of Broadway and Buddy Holly. Two pedestrian-oriented greenways create north-south connection to the Core’s four quadrants and main attraction districts.

### THE COMPONENTS

#### *The Broadway Corridor*

##### The Government Districts

Government services, including the County Courthouse, the Mahon Federal Building, the Citibus Transfer Plaza and the historic Post Office currently cluster around the Buddy Holly/Broadway area. Enhancements to the existing Courthouse plaza and streetscape improvements will ensure that this area addresses Broadway and marks a civic entrance to the Downtown Area. Reuse of the historic Lubbock County Office Building, preferably for civic purposes compatible with the Government District character, and enhancements of its grounds (currently used as parking) further solidify this area.

A second Government District is anchored by the existing City Hall building at 13th Street and Avenue Q. A new park bridges the distance between 13th Street and Broadway, and provides a formal entry statement to City offices from the west into the Downtown Core. A new civic building with dual entrances on Avenue Q and the new park adds critical mass necessary to define this new Government District.

##### Retail Cluster

Broadway has a lot of history in Lubbock, historically functioning as ‘church row’ as well as the center of retail and banking. There are a number of existing, stable non-retail uses toward the west end of Broadway, which suggest a concentrated retail node – rather than a retail spine – towards the central end.

Ground-floor retail will be concentrated between Texas and Avenue M, with a strong focus on ‘active’ uses – those tenants and enterprises which provide display windows on the street, encourage movement in and out of the buildings, and which provide a high level of visual penetration into the buildings themselves, and the services offered within. Uses which require client privacy will be discouraged at the ground level, but would be appropriate upper-floor tenants.

### The Central Business District

Reinvestment in the CBD takes the form of intensification of the district – infill office buildings, aggressive recruitment of high-quality business tenants – rather than physical expansion of the district’s boundaries. The CBD will include ground-floor retail, as well as upper-level residential, in addition to traditional business interests. Downtown parking reservoirs, which could include structured parking as Downtown space becomes more valued and sought after, are easily accessible off of 13th Street.

### *The Greenway Connectors*

Pedestrian-friendly greenways will create north-south connections between Broadway and the Downtown Core’s other activity centers. Avenue M, the western greenway, will link the new southwest Residential District (south of Broadway), and the combined Arts & Convention District (north of Broadway) to each other and to the Broadway spine. Buddy Holly, enhanced with a tree-lined parkway and consistent pedestrian improvements along its length, will serve as the eastern greenway, and will connect the new Arena District in the northeast quadrant, the existing Government District, a new urban campus, and the existing Depot Entertainment District.

### *The Arts & Convention District*

#### Heritage Park

This plan centers on a new park terminating the eastern greenway and acting as a central green for arts and convention facilities. The park is flanked on three sides by the Civic Center, a new performing arts center, and the existing library. The fourth, eastern side remains open, fronting on Avenue L and also serving as a gateway for visitors entering from Marsha Sharp and Avenue L.

#### The Civic Center

The option includes a complete internal renovation of the Civic Center, with a relocation of the formal entry to the eastern façade, facing the new park. No external expansion is planned. The Civic Center and the new performing arts center share a limited amount of surface parking south of Mac Davis Lane, with the main parking reservoir directly across and north of Mac Davis Lane.

Map: Scenario 2

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### The Performing Arts Center

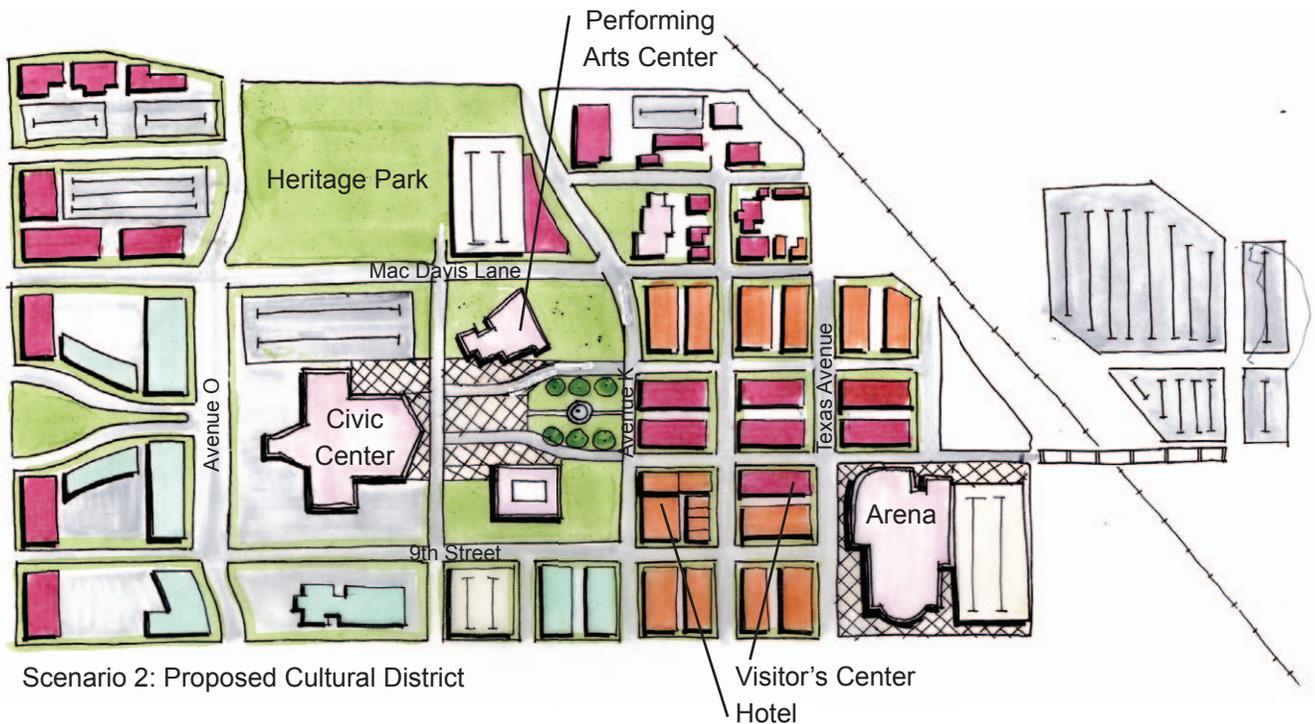
The new performing arts center will be a double-faced building, acting as a gateway to the District at Avenue L as well as facing onto Heritage Park.

### Upscale Hotel

A new upscale hotel locates near the south-eastern edge of the Arts & Convention District, allowing the facility to serve both convention visitors and CBD business travelers. The hotel will face onto 8th Street, strengthening the connection between the Arts & Convention District and the Arena District. This location will also support the 8th and Texas visitor's center capture point for visitors entering from the north.

### Visitor's Center

A new visitor's center occupies the corner of 8th Street and Texas Avenue. This location allows the Center to serve as a dual gateway to the Downtown Core, by capturing visitor traffic from the Texas/Marsha Sharp gateway, and to the Arts & Convention District, by marking the 8th Street entrance into the District.



Scenario 2: Proposed Cultural District

Visitor's Center Hotel

### *The Arena District*

A new arena occupies the northeastern quadrant of the Downtown Core, taking advantage of the 'Highway Triangle' (the area between the BNSF rail tracks and I-27) as a large parking reservoir. A combination pedestrian/vehicular bridge across the tracks at 8th Street is a key element of the arena project. The arena anchors the northern end of the Buddy Holly greenway.

### *The Urban Campus*

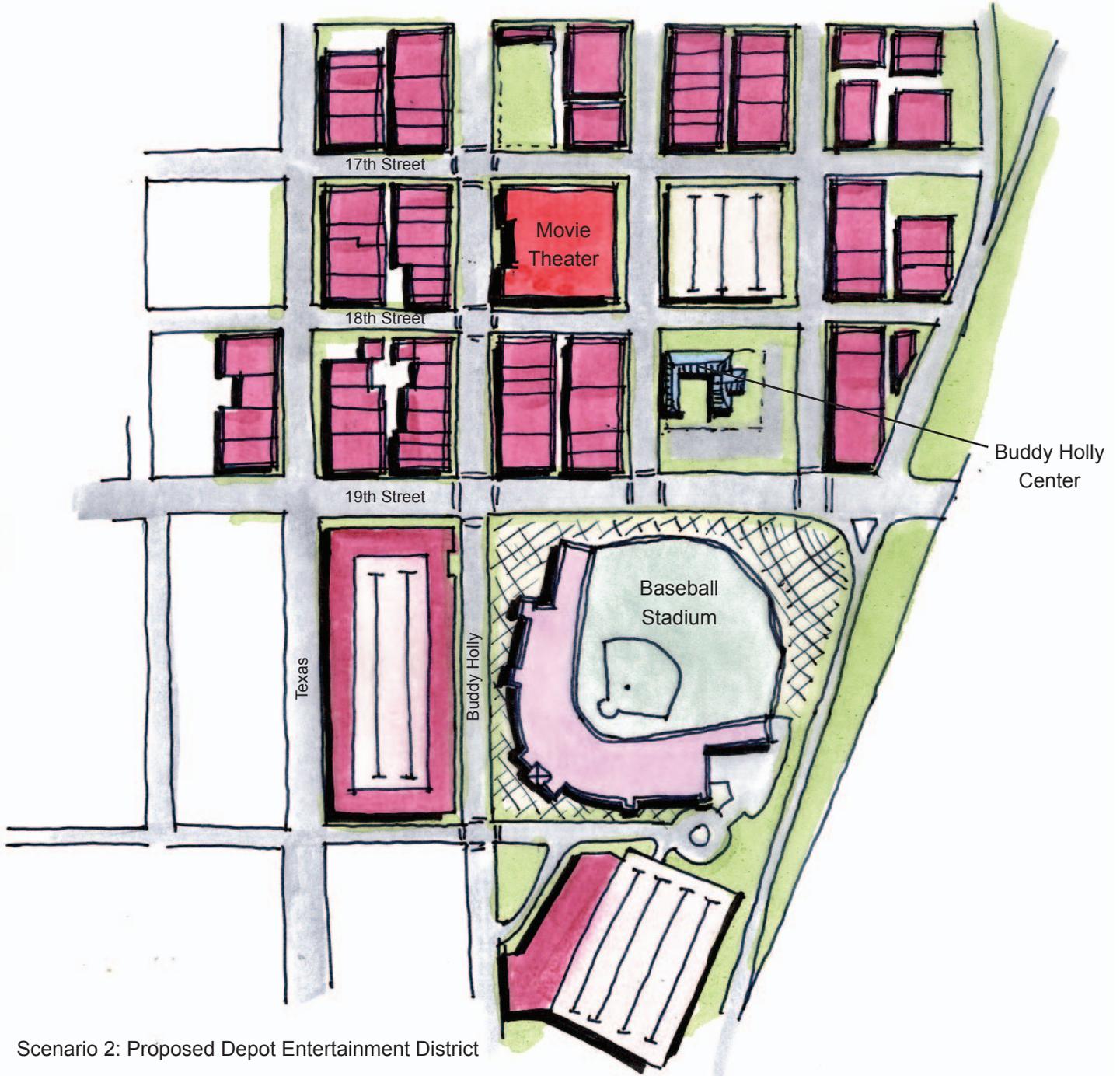
An urban campus fills the area between Broadway and the Depot Entertainment District, capitalizing on transportation adjacency of both the Citibus Transfer Plaza and the 13th Avenue access to I-27. The campus could house satellite facilities for Lubbock's major higher education institutions, particularly classes or internship programs that might benefit from synergy with the Central Business District. Other potential tenants for the campus include a new non-traditional institution, such as the University of Phoenix system, or associate and technical adult education classes. Any combination of these institutions would add extended day and evening activity adjacent to Broadway and the Depot Entertainment District. Evening classes may explore shared parking agreements between the campus and the adjacent Government District.

This location also allows for synergy between the campus demographic and Depot Entertainment District entertainment options. Proximity to the southwestern Residential District offers opportunity for student housing as an additional residential product.

### *The Depot Entertainment District*

#### Movies and Baseball

The Depot Entertainment District gains critical mass and extended afternoon hours of activity through the addition of a movie theater and baseball stadium. The theater abuts and faces the Buddy Holly greenway. An AA baseball stadium locates just south of 19th Street, capitalizing on underutilized parcels offering the opportunity for assemblage of the multi-block area necessary for such a facility.



Scenario 2: Proposed Depot Entertainment District

### *Retail Cluster*

Retail uses, focusing on urban entertainment and with the movie theater as an anchor, will cluster along a three-block section of Buddy Holly Avenue.

### *Residential*

A variety of residential products will be located throughout the Downtown Core, as stand-alone developments and as integrated components of mixed-use projects. Residential offerings are envisioned as medium- to high-density development, and might include townhomes, lofts, and condominiums. Single-family units will not be included in this mix, given the higher-density, urban feel that is desired for Downtown redevelopment.

The southwest quadrant of the Core, within walking distance to the CBD employment Core, the urban campus, and the Depot Entertainment District, offers opportunity for a true urban living experience. This part of Downtown also offers the best opportunity for multi-block residential development, by a single developer or by multiple interests, and will include a neighborhood park serving as terminus of the Avenue M greenway.

The Depot Entertainment District offers additional residential opportunity. Residential development in this area could offer a unique feel playing off of and adding to the District's already defined personality.

### *Transition Area*

The character of 19th Street and Avenue Q suggest the need for flexible planning that will allow a variety of uses along these corridors. Uses may include restaurants, service-oriented enterprises and even multi-family housing. This area also offers a way to accommodate auto-oriented uses, such as drive-thru banking, proximate to the Downtown Core. The primary characteristic of uses along these roadways is that they should be 'good neighbors' to the adjacent uses – primarily office and residential – within the Core itself. These transitional areas, while allowing a wider variety and possibly less dense uses, will still be required to adhere to design guidelines and signage code that applies within the Core, in order to present an attractive edge and 'front door' to the Downtown Core.

## *Additional Improvements*

### Vehicular Greenways

While this plan emphasizes a walkable, pedestrian environment, there is also value in beautification at the scale of the automobile. Certain streets bear an established history of primary vehicular thoroughfares, and the plan proposes specific streetscape improvements on these streets.

Broadway provides an excellent example of the impact that streetscape beautification can make. This type of enhancement program will be applied to other streets within and edging the Downtown Core.

On Avenue Q, one drive lane in each direction is removed to provide space for an enhanced pedestrian zone and a planted central median. The pedestrian zone is expanded to twice the existing dimension, increasing pedestrian safety and comfort, and encouraging walking along this roadway. The new pedestrian zone will include a generous, planted tree lawn and a widened sidewalk. A planted center median is wide enough to support ornamental trees, and still allows for a turn lane at intersections.

Texas and Buddy Holly also provide opportunities for key vehicular greenways similar to those already realized along Broadway. Wide landscaped tree lawns and generous sidewalks flank both sides of the road, with on-street parking providing an additional measure of separation between pedestrians and traffic. Buddy Holly will be enhanced as a 'Greenway Connector', as described in the preceding text.

### Incorporating Texas Tech

Texas Tech is a tremendous asset to the Lubbock Community, and as such, any revitalization plan should strive to incorporate this community. This outreach effort will be more programmatic than physical, and more specific strategies to 'welcome' and draw students and faculty Downtown for recreation, entertainment, living and working will be examined in Chapter 6 of this document.

## *Scenario 3: The Crossroads Plan*

### THE BIG IDEA

A new eastern gateway presents a formal civic entry to Downtown, and directs visitors south into the Depot Entertainment District's sports and entertainment attractions, or west into the heart of Downtown retail. An upscale hotel and new performing arts center create a similar formal entry to the north, welcoming visitors into the Arts & Convention District.

### THE COMPONENTS

#### *The Eastern Gateway: Government, Sports and Entertainment*

##### The Entry Point

Visitors entering Downtown at 13th Street find a 100% corner with the visitor's center to the north, and the arena complex to the south (described in further detail under the 'Depot Entertainment District' heading). This formal entry point is marked by gateway enhancements, such as signage and landscaping.

##### Visitor's Center

This highly visible location ensures ease of finding the information one needs. The building occupies the southeastern corner of the Avenue F/Broadway intersection.

##### City Hall

Across the visitor's center and emerging on Broadway, the new City Hall occupies the northeastern corner of the Avenue F/Broadway intersection. This location provides a formal, architectural statement for visitors entering Downtown on Broadway. A liner building housing additional civic uses on the next block west screens City Hall parking from the street, and ensures a consistent and attractive Broadway street edge.

Map: Scenario 3

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### *Retail and the Central Business District*

At the center of the Downtown Core is the Central Business District and a new retail district.

#### Business

Redevelopment in the CBD takes the form of intensification of the district – infill office buildings, aggressive recruitment of high-quality business tenants – rather than physical expansion of the district’s boundaries. The CBD will include ground-floor retail, and scattered upper-level residential, in addition to traditional business interests. Downtown parking reservoirs, which could include structured parking as Downtown space becomes more valued and sought-after, are easily accessible off of 13th Street and on the edge of the CBD.

#### Retail

Retail along Avenue K and Avenue J creates a Downtown shopping district that draws together the adjacent government, business and residential uses. A new movie theater at Avenue J and 16th Street anchors the retail, joining this district to the Depot Entertainment District.

### *The Urban Campus*

The urban campus plays counterpoint to the Government District, offering the opportunity for an architectural statement at the western edge of the Downtown Core. As one of the potential land uses that could re-use the existing City Hall structure, the campus is also strategically placed to encourage and ease this transition. Potential tenants for the campus might include a new non-traditional institution, such as the University of Phoenix system, or associate and technical adult education classes. The campus would also offer an opportunity for satellite facilities for Lubbock’s major higher education institutions, particularly classes or internship programs that might benefit from synergy with the Central Business District.

### *The Depot Entertainment District*

Offering a narrower cross-section and brick paving, 16th Street is chosen as an east-west focus for the Depot Entertainment District. The new 16th Street spine emphasizes pedestrian walkability, provides an easy connection between the Depot Entertainment District and the adjacent southwest Residential District, and focuses retail and restaurant activity within the district.

#### The Arena

The arena terminates the 16th Street pedestrian spine, and provides an iconic Downtown marker along the edge of I-27. The arena location also provides opportunity for shared parking between the primarily daytime uses of the adjacent Government District and evening arena programming.

#### The Baseball Stadium

Opposite the arena and also facing 16th Street, the new AA baseball stadium brings another major attraction to the Depot Entertainment District and creates a Downtown presence on I-27. The combination of stadium games and Depot Entertainment District eateries offers the opportunity to 'make a day of it' with a meal and a game.

#### Movie Theater

A new movie theater at Avenue J and 16th Street anchors the southern end of the retail cluster and acts as a gateway to the Depot Entertainment District.



Scenario 3: Proposed Depot Entertainment District

### *The Northern Gateway: Arts & Convention District*

Entering the Downtown Core from Marsha Sharp, the visitor will see a string of attractions along Avenue K and the Avenue K/L split, reinforcing the gateway concept. Attractions along this corridor will include the Underwood Center for the Arts, a new upscale hotel, the new performing arts center, and a revitalized Library Park.

#### Underwood Center for the Arts

The Underwood Center's current campus master plan includes a green space at the triangular parcel adjacent to the Avenue K/Mac Davis Lane intersection. This space will serve a double purpose of marking entry into Downtown and enhancing views to the Underwood Center itself.

#### Upscale Hotel

A new upscale hotel across this intersection directs attention towards the convention side of the District, and places out-of-town visitors within walking distance of both the Civic Center and cultural attractions such as the Underwood Center and the performing arts center.

#### The Performing Arts Center

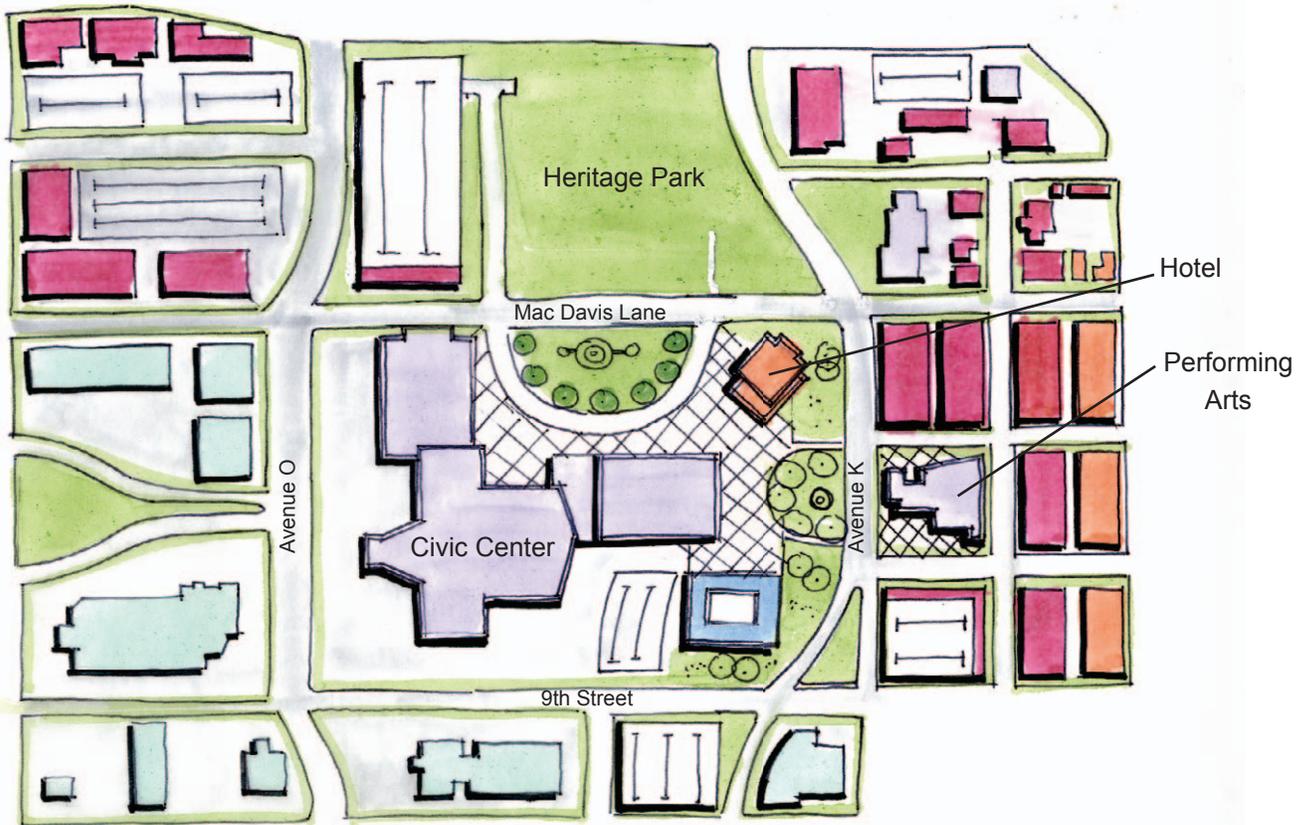
The new performing arts center is the next attraction along this northern gateway spine. Placing the performing arts center to the east of the Civic Center also helps to knit the existing Arts District and Civic Center area into a single district.

#### The Library and Library Park

The library remains in its existing location, but benefits from park renovations to become a 'building in a park.' A sculpture walk is installed along the park's eastern edge and opposite the new performing arts center on the east side of Avenue L. The library park can accommodate smaller neighborhood and community gatherings, but does not serve as a large festival space, as do the parks in Scenarios One and Two.

#### The Civic Center

The Civic Center expands to the north of its existing facility, avoiding the underground utility easement running north-south through the site's center. This scenario shows a two-part expansion, as suggested in the existing master plan for the Civic Center and Performing Arts Area.



Scenario 3: Proposed Arts and Convention District

### *Flex Tech District*

The northeast quadrant of the Downtown Core offers direct highway access from the Marsha Sharp freeway and is an attractive site for Flex Tech uses. This site allows an aggregation of land along and across the rail line for interests that may desire a 'campus' setting. The 'highway triangle' area would require a bridge across the railroad tracks, and special consideration of access needs. Uses here would include start-up businesses, research and development, and ultra light industries with small- to mid-size building footprints allowing flexible layout and use, primarily in tall one- to three-story buildings.

### *Residential*

A variety of residential products will be located throughout the Downtown Core, as stand-alone developments and as integrated components of mixed-use projects. Residential offerings are envisioned as medium- to high-density development, and might include townhomes, lofts, condominiums. Traditional single-family detached units will not be included in this mix, given the higher-density, urban feel that is desired for Downtown redevelopment.

The southwest quadrant of the Core, within walking distance to the CBD employment Core, the urban campus, and the Depot Entertainment District, offers opportunity for a true urban living experience. This part of Downtown also offers the best opportunity for multi-block residential development, by a single developer or by multiple interests, and will include a neighborhood park as an essential amenity.

The Depot Entertainment District offers additional residential opportunity. Residential development in this area could offer a unique feel playing off of and adding to the District's already defined personality.

### *Transition Area*

The character of 19th Street and Avenue Q suggest the need for flexible planning that will allow a variety of uses along these corridors. Uses may include restaurants, service-oriented enterprises and even multi-family housing. This area also offers a way to accommodate auto-oriented uses, such as drive-thru banking, proximate to the Downtown Core. The primary characteristic of uses along these roadways is that they should be 'good neighbors' to the adjacent uses – primarily office and residential – within the Core itself. These transitional areas, while allowing a wider variety and possibly less dense uses, will still be required to adhere to design guidelines and signage code that applies within the Core, in order to present an attractive edge and 'front door' to the Downtown Core.

## *Additional Improvements*

### Vehicular Greenways

While this plan emphasizes a walkable, pedestrian environment, there is also value in beautification at the scale of the automobile. Certain streets bear an established history of primary vehicular thoroughfares, and the plan proposes specific streetscape improvements on these streets.

Broadway provides an excellent example of the impact that streetscape beautification can make. This type of enhancement program will be applied to other streets within and edging the Downtown Core.

On Avenue Q, one drive lane in each direction is removed to provide space for an enhanced pedestrian zone and a planted central median. The pedestrian zone is expanded to twice the existing dimension, increasing pedestrian safety and comfort, and encouraging walking along this roadway. The new pedestrian zone will include a planted tree lawn and a widened sidewalk. A planted center median is wide enough to support ornamental trees, and still allows for a turn lane at intersections.

Texas and Buddy Holly also provide opportunities for key vehicular greenways similar to those already realized along Broadway. Wide landscaped tree lawns and generous sidewalks flank both sides of the road, with on-street parking providing an additional measure of separation between pedestrians and traffic. The Buddy Holly section allows for an outdoor merchant zone – for café dining or merchandise display – behind the sidewalk.

Please see fold-outs on the following pages for sections of proposed greenway improvements.

### Incorporating Texas Tech

Texas Tech is a tremendous asset to the Lubbock Community, and as such, any revitalization plan should strive to incorporate this community. This outreach effort will be more programmatic than physical, and more specific strategies to ‘welcome’ and draw students and faculty Downtown for recreation, entertainment, living and working will be examined in Chapter 6 of this document.

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SPREADSHEET: Plan Comparison

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# CHAPTER 5: PREFERRED PLAN

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This chapter presents a single, preferred plan, which evolved from the three alternative plans presented in the previous chapter. This final plan, advanced to a refined level than previous options, has both physical and policy-based elements. Physical placement of plan elements are detailed in this chapter, while policy and implementation plans may be found in Chapter 6.

## SECTION 1: COMMUNITY INPUT

### *Public Meeting #3: The Preferred Plan*

The Consultant Team presented the Preferred Plan to the public on April 3, 2007. After outlining the elements of the plan, the Consultant Team asked attendees to break into small groups to identify what they liked the most and what they liked the least. In addition, the break-out groups were asked to consider what themes and slogans Lubbock should use to market downtown. A summary of the break-out groups' likes and dislikes follows; 'raw notes' of the table-by-table reporting can be found in the appendix of this document.

### *Break-Out Groups*

Overall, the break-out groups responded positively to the Preferred Plan and said the right elements were in the right places. In particular, people liked the Avenue J retail corridor, the movie theater, performing arts center, and expanded civic center. People also liked the idea of adding parking garages downtown, but many felt that the additional parking was too peripheral and a lack of parking still existed.

The majority of the break-out groups disliked the baseball stadium and while some questioned the feasibility of the arena as well, most of the break-out groups favored a multi-purpose arena located in the Depot Entertainment District. Some also felt a hotel would be a good fit in the Depot Entertainment District.



*Artist's rendering of new winery property.*

Many of the respondents desired more green space and enhanced connections between districts. Several liked the diagonal previously depicted in scenario 1, and included in the Preferred Plan, as a means to enhance district connectivity. At the end of the meeting, however, the City was notified of an individual's plans to redevelop the old Coca Cola bottling facility on Texas between 16th and 17th streets. The proposed redevelopment would include a winery and event space, a perfect complement to the existing and desired uses in the Depot Entertainment District. Because the City didn't want to preclude this particular private sector initiative, it asked the Consultant Team to reconsider the diagonal road that would require demolition of the bottling plant.

As a direct result of the winery proposal and input from the break-out groups, the Preferred Plan was revised and is presented on the pages that follow.

## SECTION 2: THE DISTRICTS

The Preferred Plan breaks the Downtown area into 7 broad land-use districts. This Chapter discusses the intent for each district and identifies the catalytic projects, key buildings / projects that are existing and on the board, and supporting elements.

The seven districts are as follows:

- Arts & Convention District
- Central Business District
- Depot Entertainment District
- Residential District
- Gateway Retail District
- Transition District
- Destination Retail District

Preferred Plan

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## *Arts & Convention District*

### INTENT

The Arts and Convention District uses two strong, existing attractions — the Civic Center and the Underwood Center for the Arts — as the anchors for a cultural district. Mac Davis Lane forms the vehicular and pedestrian spine of the district, while a new park between the Civic Center and Performing Arts Center provides a focal point within the district. Avenue M will be re-opened through the Civic Center complex to serve as a secondary spine connecting the Central Business District to the new Arts & Convention District.

### PROPOSED CATALYTIC PROJECTS

#### *Heritage Park*

A number of the district's attractions cluster around a new park, which provides an organizing element to the district. This park will be a large, flexible-use outdoor space that can be used for community events as well as outdoor performances. The space will offer both hardscape and landscape areas.

#### *Performing Arts Center*

A new performing arts center will provide space for a variety of cultural activities. This facility will serve as the north anchor of the district. Comparable cities have built such facilities that range in size from 2,500 - 3,000 seats; the appropriate size for Lubbock's facility will be determined by more detailed market analysis during the initial design process. The performing arts center would extend the 'active hours' of Downtown by bringing large evening and weekend audiences into the Downtown Core. The performing arts center will host a variety of cultural events, such as touring Broadway productions, symphony and dance performances.

The performing arts center will occupy the northern portion of Heritage Park, with the main entrance and drop off facing the corner of Mac Davis and Avenue K. Back-of-house activities, such as loading and unloading for shows, will take place at the facility's south face, with appropriate landscape screening from the park.



*Artist's concept of new Civic Center/Performing Arts Center area.*

### *Civic Center Renovation & Expansion*

Both renovation and expansion of the existing Civic Center have been discussed during the course of this study. The Preferred Plan addresses both options, recommending an earlier-phase renovation, and designating an area for future expansion, should such capital construction be desired in the future.

Renovation of the existing facility will allow the Civic Center to update technological resources, respond to changing convention styles (such as more, smaller meeting rooms), and to create a competitive presence in the convention and event market.

If additional space becomes necessary, the Civic Center will be expanded northward toward Mac Davis Lane. This location avoids the utility easement running north-south through the Civic Center site, and, along with other improvements on Mac Davis, contributes to an urban street edge and pedestrian-scaled cross-section.



*The Underwood Center encourages a local arts scene downtown.*

## EXISTING / ON-THE-BOARD PROJECTS

### *Louise Hopkins Underwood Center for the Arts*

The existing Underwood Center for the Arts, located northeast of Avenue K and Mac Davis Lane, anchors the eastern Arts and Convention District. The privately funded center supports local and regional artists and offers below-cost studio, exhibit, rehearsal and performance space.

### *Mahon Library*

The city-owned Mahon Library is an existing cultural amenity in northern downtown. Renovation plans are underway to update this early 1970's facility. Plans call for a new, independent HVAC system for the library (which currently ties into the Civic Center system), ADA-related enhancements, and other technological upgrades that will allow the library to keep pace with new media and means of information delivery and access.

## PROPOSED SUPPORTING ELEMENTS

### *Upscale Hotel*

Market analysis indicates an opportunity for an upscale hotel, which the Preferred Plan locates in the Arts Convention District to be within walking distance of multiple visitor attractions. The hotel will occupy the northwestern corner of Mac Davis and Avenue L. This corner — with a signature-architecture hotel, the performing arts center, and the Underwood Center for the Arts — will function as a gateway to the district, both functionally and architecturally.

Arts and Convention District Sketch

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### *Parking Garages*

The Preferred Plan includes three parking garages in the Arts and Convention District. The Civic Center renovation & expansion will include a dedicated parking structure north of Mac Davis, near the Marsha Sharp Freeway. This location minimizes the visual impact of the parking structure upon the Mac Davis streetscape. A pedestrian promenade with enhanced plantings and paving materials will connect the parking structure to the Civic Center. Another parking garage located near the freeway will serve hotel guests, while a third structure along Avenue K will provide parking for patrons of the performing arts center.

The parking structures will come on line when other capital projects, such as the performing arts center and/or the Civic Center expansion, have filled in existing surface parking lots and create a need for a structured parking solution.

### *Arts-related Offices*

Like the Civic Center expansion, this row of flexible-use offices will help to create a pedestrian-scaled street wall along the district's main spine, Mac Davis Lane. Although appropriate for occupancy by any business or retail interest providing transparency and interest on the first-floor level, these offices would be a particularly attractive location for arts-related businesses, or for administrative functions of the adjacent Civic Center, performing arts center, or any groups — such as a musical or dance company.

### *Glenna Goodacre Extension*

The enhanced streetscape seen in North Overton along Glenna Goodacre will be carried across Avenue Q to the ceremonial entrance of the Civic Center. This extension will serve to better link Downtown with adjacent residential development, as well as create a streetscape treatment that announces and enhances the Civic Center. The existing curving 7th/8th Street couplet, which terminates off-center with the Civic Center entrance, will be re-aligned to a rectilinear street grid in order to meet the entrance directly.

### *Avenue L Re-alignment & Avenue K Directionality*

Avenue L at the library will be realigned with the rectilinear street grid. This realignment allows for the relocation of existing library parking from the west to the east side of the library. Additionally, this realignment enhances the visual prominence of the library, which will become the northern terminus of Avenue L. Avenue K will be returned to two-way traffic along its entire length, in order to support the removal of this Avenue K/Avenue L couplet.

## *Central Business District*

### INTENT

The CBD offers considerable opportunities for infill development, particularly as surface parking lots are converted to more intensive uses. This conversion will be market-driven, primarily privately-funded, and closely linked to the overall success of Downtown revitalization efforts. The elimination of Broadway-facing surface parking is of particular importance, in order to restore an urban street wall and pedestrian feel to Downtown. CBD redevelopment will also seek to restore Broadway's historic role as Downtown's central spine for shopping and commerce.

### PROPOSED CATALYTIC PROJECTS

#### *Flex Office Project*

This project aggregates two blocks in order to create a downtown business campus. This campus will provide new office space, on-site structured parking and an outdoor park/plaza space. The office space may be occupied by multiple users, or by a single user, such as a corporate headquarters.

### EXISTING / ON-THE-BOARD PROJECTS

#### *Pioneer Hotel Condos*

The 11-story Pioneer Hotel, originally built as the Hotel Lubbock in 1926 and 1929, is being renovated as a residential mixed-use project. The renovation will include office on the second and third floors, with luxury condominiums above. The project will also restore the hotel's ballroom to its original historic condition, and bring a much-needed pool of residential units into the Core.



*The old Pioneer Hotel is being redeveloped as condos.*

## PROPOSED SUPPORTING ELEMENTS

### *Boutique Retail Corridor*

While a large amount of previously unmet retail demand has been absorbed by the new North Overton Wal-Mart and adjacent pad retail sites, additional opportunity does exist for unique, boutique-type retail interests within the Downtown Core. These businesses must offer something that the shopper cannot find at the big box and pad retail — different experience, different products.

Avenue J will be the new Downtown retail spine, with ground-floor retail renovating and occupying the existing pedestrian-scale building stock along that corridor. This central location knits together five of the Downtown districts, and forms an attractive, active 'barbell'-type connection between the two entertainment districts. A rubber-tired trolley or connector shuttle service along this route will enhance retail exposure and provide a much-needed connection between the Arts & Convention and Depot Entertainment Districts.

### *East Broadway Redevelopment*

The eastern end of Broadway is an important gateway into Downtown, but is currently dominated by the existing County Jail. The mass and windowless exterior facade of this building do little to create a pedestrian-friendly environment. Although current plans call for building reuse, should redevelopment opportunities arise in the future, careful attention should be paid to street-level enhancements of a new or renovated building. This plan would also recommend a reopening of Avenue G, in order to restore connectivity within this area of Downtown, should large-scale redevelopment occur.

### *Historic Resources*

The intersection of Broadway and Buddy Holly has been identified as an important crossroads. The northeastern block is home to the decorative and architecturally significant Post Office and Federal Building, as well as the historic Lubbock County Jail. Every effort should be made to find appropriate, long-term tenants for these buildings. Uses which would invite the public inside to appreciate the building would be particularly advantageous, to showcase the City's rich historic resources.

These two buildings would also benefit from 'greening' enhancements to the parcel between them, currently used as a surface parking lot.



*Avenue J will be revitalized with boutique retail shops.*

## *Depot Entertainment District*

### INTENT

The Depot Entertainment District is already Downtown Lubbock's entertainment spot. The Preferred Plan seeks to support and enhance the strides that have already been taken in this part of Downtown. The Plan looks to increase and diversify the district's offerings to appeal to a broader audience, while also extending the area's active hours. Sixteenth Street will couple with Buddy Holly to be the District's main east-west and north-south spines, focusing attractions along these two roadways.

### PROPOSED CATALYTIC PROJECTS

#### *Movie Theater*

Market analysis shows unmet demand for a first-run movie theater. This 4-6 screen theater will occupy the southeast corner of Buddy Holly and 16th. Patron parking will be in the arena parking structure, or dispersed throughout the district during an arena event.

#### *Festival Park*

This new two-block park creates a focal point and public amenity within the district, and can be used for informal events as well as larger street and entertainment festivals. The park will retain the existing, open-roofed Needles Building (see Existing / On-the-Board Projects) on the corner of Buddy Holly and 15th Street for use as a park pavilion or restaurant. The park is bisected by Texas Avenue, which will have special paving enhancements for this one-block length and can be closed for festivals and events.

#### *Arena*

This multi-purpose event facility will seat approximately 7,500, and will be designed to host a variety of events, ranging from indoor soccer and football, to ice shows and concert tours. The arena will serve as an important Depot Entertainment District anchor, and will act as the terminus of the 16th Street spine. An attached parking structure provides parking for arena events, and will be available for general public parking for the Depot Entertainment District.

#### *Collegiate Hall of Fame*

This facility represents a natural neighbor to the arena. The Hall of Fame will be just north of the Visitors' Center (see Existing / On-the-Board Projects) on Crickets, adding critical mass to this section of the Depot Entertainment District.

Depot Entertainment District Sketch

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## EXISTING / ON-THE-BOARD PROJECTS

### *Needles Building*

The historic Needles Building previously housed a gas station.

### *Cactus Theater*

The existing privately-owned Cactus Theater on Buddy Holly hosts plays, musicals and concerts focusing on West Texas Music. The Cactus Theater was built in 1938 as a B-run movie house. It closed in 1957 and was restored in 1994 as a concert and theatrical venue in the Depot Entertainment District. It serves as a cornerstone and major stabilizing factor for the district. Productions at the Cactus attract between 400 and 1,600 patrons weekly to the district and serve as a showcase for the rich pool of West Texas talent.

### *Buddy Holly Center*

The existing Buddy Holly Center on Crickets and 19th Street exhibits fine art and Texas music memorabilia, including a Buddy Holly gallery.

### *Visitors' Center*

The Visitors' Center is an on-the-board project that will act as an attraction and orientation point for Lubbock and the Depot Entertainment District. The Visitors' Center will be adjacent to 19th Street, an important gateway into Downtown, off of I-27.

### *McPherson Cellars Winery and Event Center*

The historic Coca-Cola Bottling Plant/B&M Vending Buildings on Texas Avenue between 16th and 17th Streets are currently under renovation to become a winery and event center.

## PROPOSED SUPPORTING ELEMENTS

### *Walk of Fame*

Relocation of the Walk of Fame, currently located along the 7th/8th Street couplet at Avenue Q, to 16th Street will create synergy between Lubbock's known luminaries, and the soon-to-be stars performing within the Depot D istrict. The Walk of Fame will be moved concurrent with the 7th/8th Street realignment, as described in the Arts & Convention District section.



*The Needles Building will be reused as a park pavilion or restaurant.*

### *Boutique Hotel*

Boutique hotels are often described as small, quirky, or unique; these hotels normally provide a very high level of accommodations and attention, differentiating themselves from chain hotels by providing personalized service, and ‘hip’ or themed décor. Historic buildings of all sorts have been renovated into boutique hotels.

A boutique hotel would be an excellent fit for the Depot Entertainment District. The Preferred Plan identifies the corner of Buddy Holly and 16th Street, across from the movie theater, as a location for a boutique hotel. Alternate locations could also be considered.

### *Residential District*

#### INTENT

A variety of residential products will be spread throughout the Downtown Core, with the southwestern quadrant of the Core identified as the best opportunity for large-scale residential projects.

Fifteenth Street will act as a spine providing a connection into the Core from areas west; this street provides direct access from Texas Tech to the neighborhood, crossing both Avenue Q and University at signalized intersections. This direct relationship offers an opportunity to diversify the Downtown residential demographic with off-campus student housing within the Core.

The Preferred Plan anticipates a variety of for-sale and for-rent products that may include townhomes, stacked flats, lofts, and apartments. Traditional freestanding single-family detached residential is not appropriate for the Downtown Core.

#### PROPOSED CATALYTIC PROJECTS

##### *Mixed Use Residential / Retail*

Mixed-use residential describes projects in which different types of uses, typically retail or service and residential occupy the same building; these commercial uses will typically occupy all or part of the ground floor, with apartment, loft or condos above. This type of development is appropriate throughout the Residential District, but is most likely to occur on the eastern edge of the district to build on the energy of the Depot Entertainment District and the Avenue J retail corridor. Mixed-use retail, particularly cafes and similar outdoor-focused enterprises, may also locate around the new neighborhood park.

Residential District Sketch

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## EXISTING / ON-THE-BOARD PROJECTS

There are no existing buildings or on-the-board projects in the southwest corner of downtown significant to the creation of an urban residential community.

## PROPOSED SUPPORTING ELEMENTS

### *Neighborhood Park*

A new, one-block park will act as a focal point for the neighborhood, providing an amenity and informal gathering space. This park will have a more intimate, neighborly feel than the large festival park just a few blocks east. The neighborhood park will face onto the 15th Street spine, and will include both hardscape and planted areas.

### *Gateway Retail District*

#### INTENT

The Gateway Retail District acknowledges existing development at the Avenue Q interface of the Downtown Core, North Overton, and the Marsha Sharp Freeway. This area is meant to provide a location for big-box, large-scale retail uses that would not be appropriate within the Core, either due to type of business or space required.

## PROPOSED CATALYTIC PROJECTS

No projects within this district are identified as catalytic.

## EXISTING / ON-THE-BOARD PROJECTS

### *Wal-Mart and Pad Retail*

The new Super Wal-Mart and adjacent pad retail development in North Overton has captured much of the retail demand in the downtown vicinity, offering groceries, clothes, and various household goods.

## PROPOSED SUPPORTING ELEMENTS

### *Gateway Retail*

Pedestrian-scaled retail shops along MacDavis Lane east of Avenue Q will draw energy from Wal-Mart and surrounding stores further west to the Downtown Core.

## *Destination District*

### INTENT

The Destination Retail District seeks to actively incorporate an underutilized section of the Core into Downtown life by attracting big- and/or mid-box retailers into this area. These retail uses may also mix with light industrial, technology research and development, or business campus activities, depending upon market interest.

Due to this area's limited vehicular access, further investment in roadway reconfiguration would likely be necessary to create successful retail traffic. A pedestrian and/or vehicular bridge across the railroad might be appropriate at a later time, depending on uses.

The Preferred Plan recommends that the City adopt appropriate zoning and policy that would permit the described uses in this area.

### PROPOSED CATALYTIC PROJECTS

No projects within this district are identified as catalytic.

### EXISTING / ON-THE-BOARD PROJECTS

There are no existing buildings or on-the-board projects in the northeast corner of downtown significant to the creation of a retail node.

### PROPOSED SUPPORTING ELEMENTS

Appropriate entitlements and public policy, as described above, are required to support investment in this district.

## *Transition District*

### INTENT

The Transition District represents a difficult-to-utilize edge of the Downtown Core. High traffic volumes on Avenue Q and 19th Street make this area unsuitable for many of the other uses within the Core. The designation of a transition area acknowledges the need for some of the services adjacent to Downtown, while also allowing that these uses may gradually change as Core revitalization proceeds. Restaurants, service-oriented enterprises, multi-family housing and auto-oriented uses such as drive-through banking are all possible uses within this area.

Although a variety of uses will be permitted in this district, they must all be 'good neighbors' to adjacent uses (primarily commercial and residential). The Transition District will be subject to the same design standards and signage code as the rest of the Downtown Core, in order to ensure an attractive 'front door' to Downtown.

### PROPOSED CATALYTIC PROJECTS

No projects within this district are identified as catalytic.

### EXISTING / ON-THE-BOARD PROJECTS

#### *Alderson Auto Group*

This long-time Downtown business has acquired additional property at 18th Street and Avenue M. Construction of a new auto showroom and additional service areas are underway.

### PROPOSED SUPPORTING ELEMENTS

No supporting elements are proposed in the Transition District.

## SECTION 3: STREETSCAPE TYPOLOGY

### *Intent*

The Preferred Plan will enhance the existing streetscape downtown by balancing the needs of pedestrians, bicyclists, transit users, and motorists.

### *Streets for People*

The Streets for People program will emphasize the importance of Mac Davis Lane, Broadway, 15th, and 16th Streets as key east-west pedestrian corridors, with Avenue J and Buddy Holly providing north-south walkability.

#### MAC DAVIS LANE

Mac Davis Lane will be the focus of streetscape improvements in the Arts and Convention District. Improvements will focus on creating a pedestrian scale, as well as providing seasonal accents, such as plantings or banners, that can also be used to mark changing cultural events.

#### BROADWAY

Streetscape enhancements have already created an attractive, pedestrian zone along several blocks of Broadway. The Preferred Plan recommends that these enhancements be carried through the entire length of the Downtown Core, from Avenue Q to the I-27 underpass.

#### 16TH STREET

The Depot Entertainment District's 16th Street spine will be a pedestrian-focused, four-season environment. The spine will include special paving enhancements along its length, from Festival Park to the arena, and will draw the park's design elements into the surrounding streetscape.

#### 15TH STREET

A section of 15th Street from Avenue J to Buddy Holly will be enhanced to better link the Residential District to the Depot Entertainment District. Similar to 16th Street, streetscape improvements will include special paving enhancements that ties into Festival Park.



*Sections of Broadway are already pedestrian friendly.*

## AVENUE J

As the primary retail corridor downtown, Avenue J will include a variety of streetscape elements that will create a unique, main street feel. Pedestrian lighting, benches, and landscaping are among the features that will promote street level activity and business vitality.

## BUDDY HOLLY

Buddy Holly Avenue will be the primary north-south pedestrian street in the Depot Entertainment District. Streetscape improvements will include landscaping between the sidewalk and parking lanes to create a buffer between pedestrians and vehicular traffic and to enhance the pedestrian scale of the wide right-of-way.

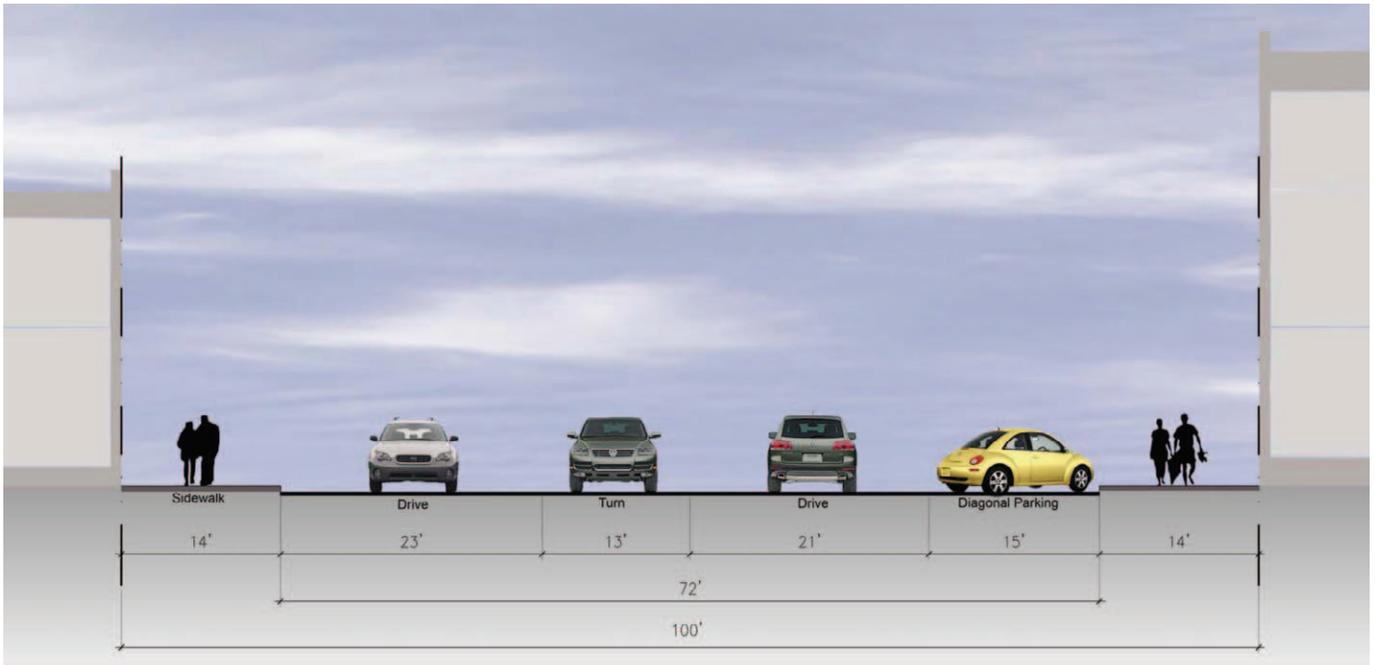
## *Vehicular Greenways*

While this plan emphasizes a walkable, pedestrian environment, there is also value in beautification at the scale of the automobile. Certain streets bear an established history of primary vehicular thoroughfares, and the plan proposes specific streetscape improvements on these streets.

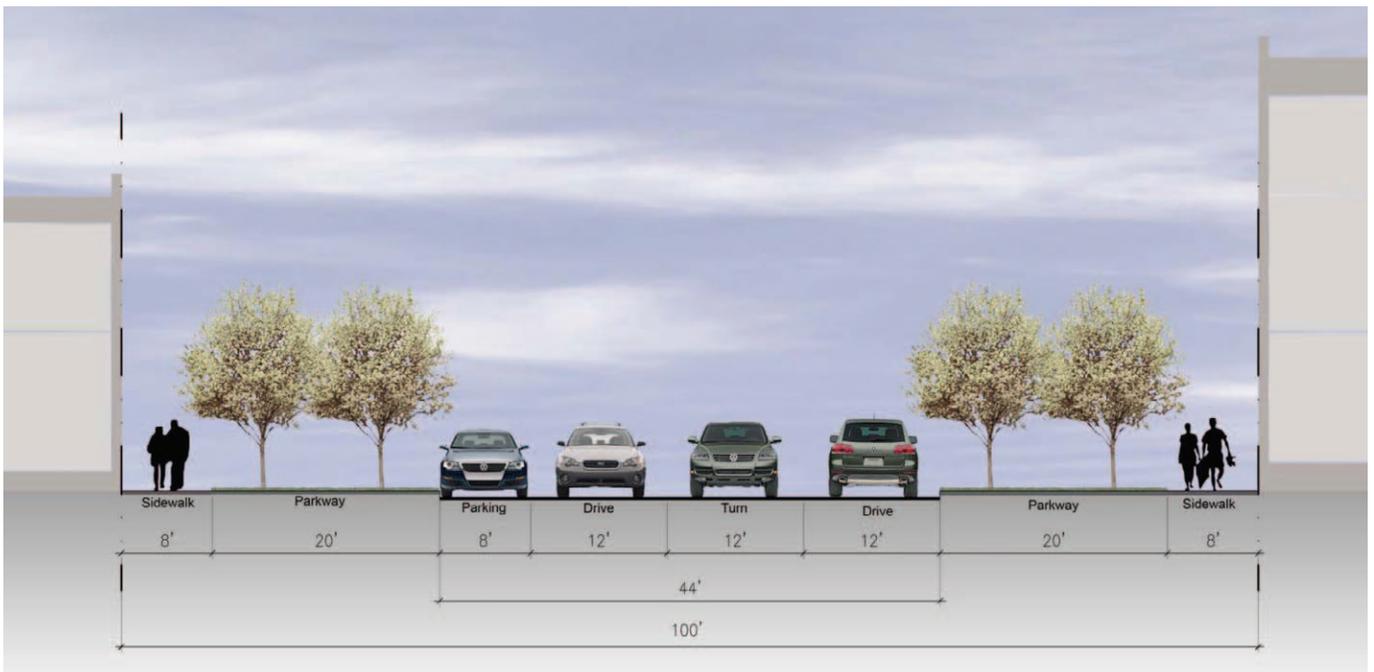
Broadway provides an excellent example of the impact that streetscape beautification can make. This type of enhancement program will be applied to other streets within and edging the Downtown Core.

On Avenue Q, one drive lane in each direction is removed to provide space for an enhanced pedestrian zone and a planted central median. The pedestrian zone is expanded to twice the existing dimension, increasing pedestrian safety and comfort, and encouraging walking along this roadway. The new pedestrian zone will include a planted tree lawn and a widened sidewalk. A planted center median is wide enough to support ornamental trees, and still allows for a turn lane at intersections.

Texas and Buddy Holly also provide opportunities for key vehicular greenways similar to those already realized along Broadway. Wide landscaped tree lawns and generous sidewalks flank both sides of the road, with on-street parking providing an additional measure of separation between pedestrians and traffic. The Buddy Holly section allows for an outdoor merchant zone – for café dining or merchandise display – behind the sidewalk.

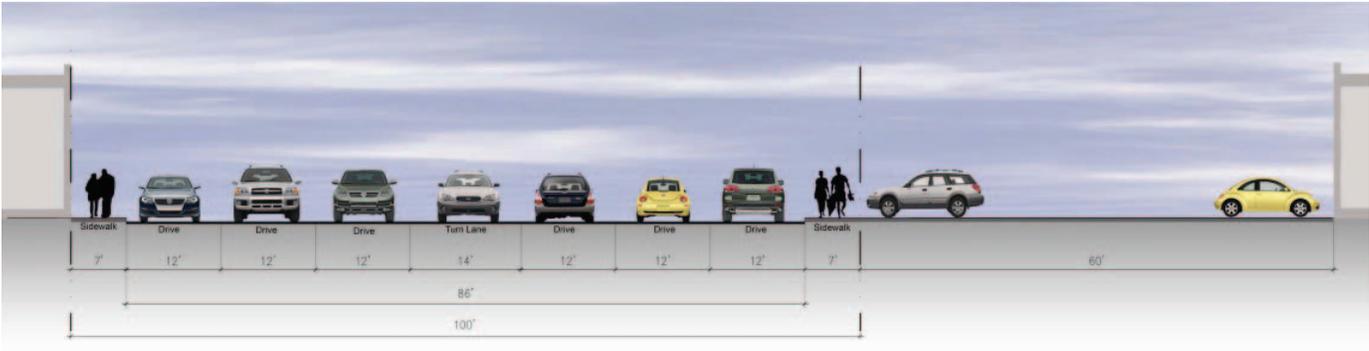


Texas Ave: Existing Conditions

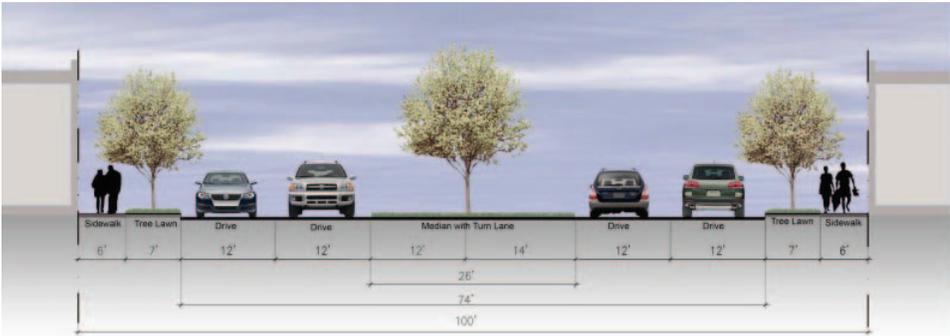


Texas Ave: Proposed Conditions

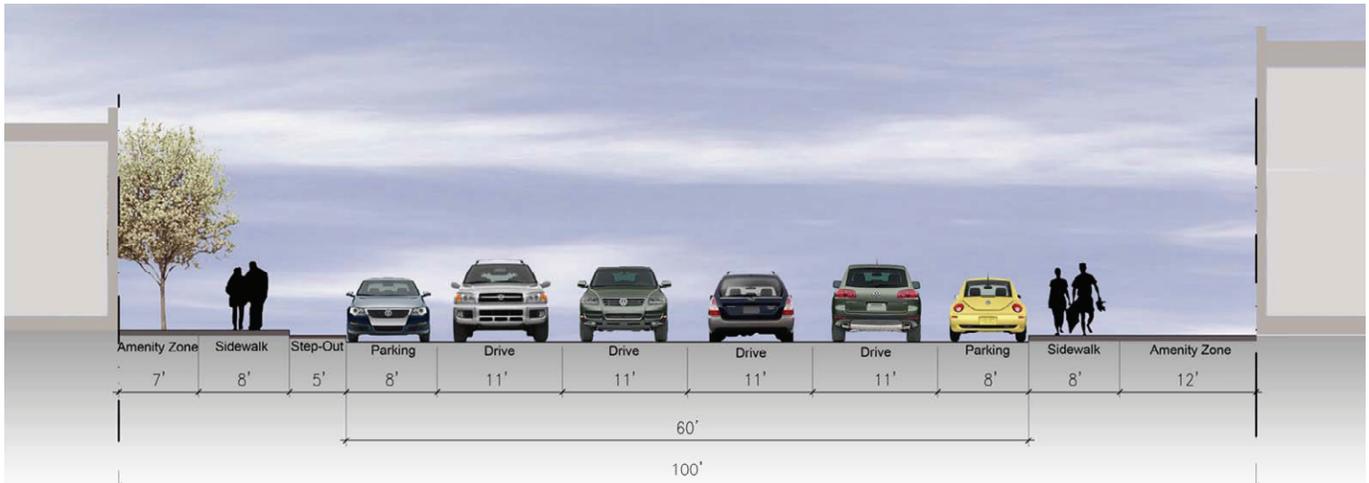
City of Lubbock I Downtown Revitalization Action Plan



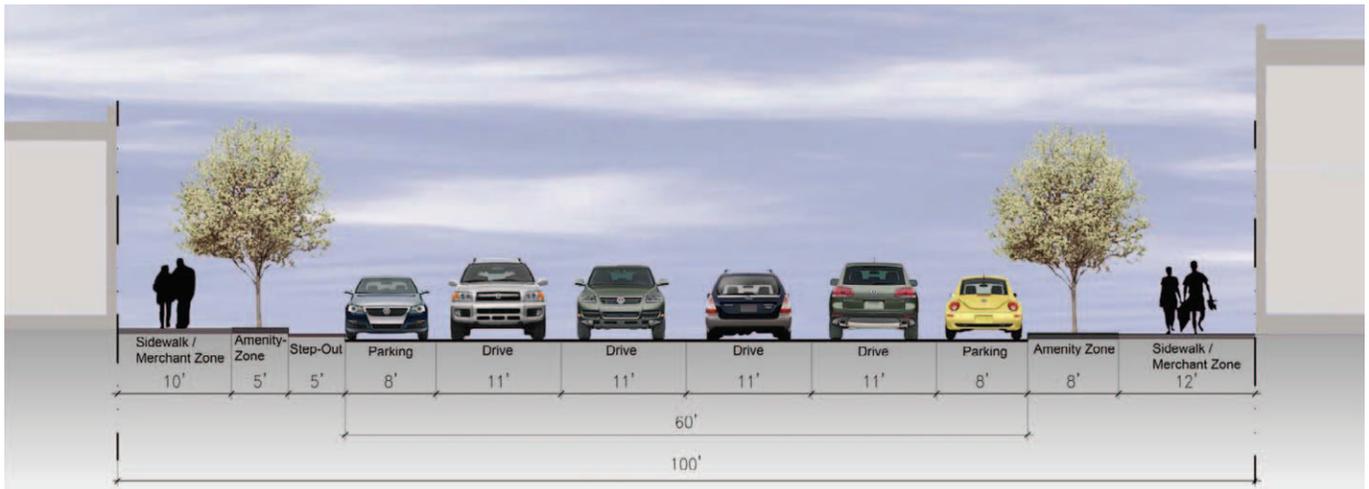
Ave Q: Existing Conditions



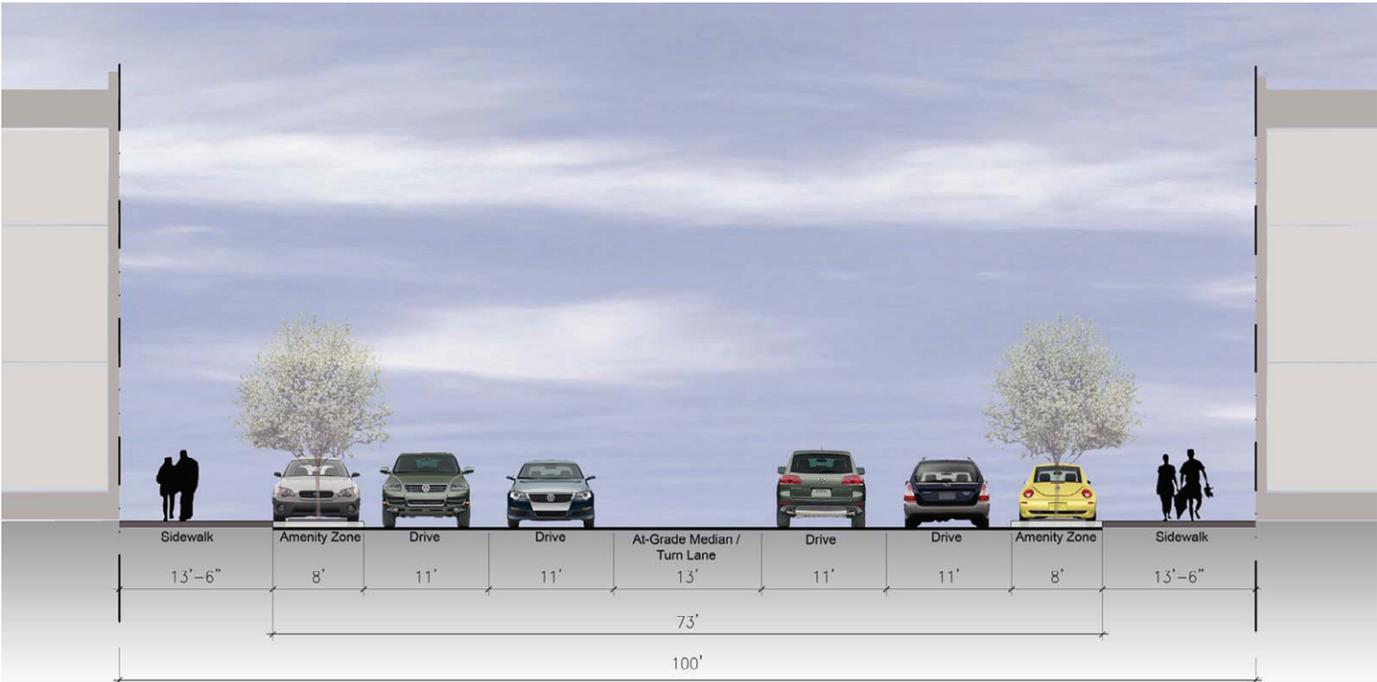
Ave Q: Proposed Conditions



Buddy Holly Ave: Existing Conditions



Buddy Holly Ave: Proposed Conditions



Broadway: Existing Conditions (already enhanced)



*Broadway should remain a brick street downtown.*

## ***Brick Streets***

Brick streets add character to downtown and the Preferred Plan recommends that the City continue to maintain some of its existing brick streets while adding brick to a few key areas to lend special emphasis to downtown's activity nodes.

Paving primary spines with brick marks the heart of and defines a district, aiding visitors and residents in orientation and wayfinding. As the main thoroughfare and central east-west spine, as well as the recipient of previous and future streetscape improvements, Broadway is a natural choice for brick paving. Existing brick paving on Main Street should be replaced with asphalt to lend more attention and emphasis to Broadway.

Existing brick paving on most of Avenue J emphasizes its function as a central retail corridor and marks the street as a special connector between the Depot Entertainment District and the Arts and Convention District. The Preferred Plan recommends extending brick paving from 19th Street to 16th Street and from 9th Street to Mac Davis Lane, which will encourage movement along the corridor and into the other districts.

Infrastructure improvements already underway on Sixteenth Street have removed the brick paving from this street. In this special case, enhanced streetscape and intersections will act in place of and complement the adjacent brick streets. As a way to connect the two important spines of Avenue J and Buddy Holly, and to highlight Festival Park as the center of the Depot Entertainment District, both Sixteenth and Fifteenth Streets should receive special streetscape and intersection treatments between Avenue J and Crickets.

As the north-south spine of the Depot Entertainment District, Buddy Holly is also a natural choice for brick paving. This treatment, however, will correspond with the expected boundaries of the district itself, with brick added from 19th Street to 16th Street. Similarly, paving along Crickets will extend south to 19th Street but will not extend north of Broadway. Design standards should stipulate that the new arena use ground-level materials harmonious with the Depot Entertainment District and the brick paving.

Finally, the Preferred Plan recommends removing brick from all other streets in the Downtown Core so that the impact of special brick streets is not diluted.

Brick Streets Map

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## *Parking Strategy*

As noted in the assessment phase, the Downtown Core has an exceptionally large amount of land dedicated to off-street surface parking, much of which faces major streets. The parking strategy associated with the Preferred Plan seeks to remedy the negative impact of surface parking lots on the streetscape.

The parking plan focuses on Broadway, Avenue J and Buddy Holly. Off-street surface parking lots facing these three streets will be redeveloped with buildings that fill in the existing street wall, creating a comfortable sense of enclosure and enhancing pedestrian walkability. Future street-facing surface parking will be prohibited.

As surface parking lots sprout new buildings, and more people come downtown to live, work, and play, the City may need to develop a public parking garage. The parking plan recommends several possible locations where a new parking garage would be appropriate. Vacant lots along the south side of Main Street and the north side of 13th Street are viable sites for a parking structure to serve the varied uses along Broadway. Similarly, vacant lots along the east side of Avenue K and along both sides of Texas are suitable for a parking garage to serve the Avenue J retail corridor and the Buddy Holly entertainment strip. Additionally, a parking structure may be located on one of the existing surface parking lots facing Broadway, Avenue J and Buddy Holly if the ground floor contains an active use that will engage pedestrians and the structure as a whole incorporates high quality materials and design elements.

The Preferred Plan identifies four parking garages that will be necessary to serve the expanded convention center and the new performing arts center in the Arts and Convention District and the new arena in the Depot Entertainment District. These parking structures will be open for public parking as capacity allows. For example, the arena parking structure could provide parking space for the new movie theater in the absence of a major event at the arena.

## *Bus, Circulator & Bike Routes*

Downtown is well served by existing bus routes that provide local and regional accessibility. However, a direct connection between downtown's major activity nodes, namely the Arts and Convention District and the Depot Entertainment District, is lacking. A direct link is also missing between the Downtown Core and Texas Tech. To improve these primary linkages, the Preferred Plan suggests the creation of two bus circulators.

The first circulator will connect the Arts and Convention District to the Depot Entertainment District. This circulator will travel on Mac Davis Lane and Avenue J, forming a loop from Avenue J to Buddy Holly via 18th and 15th streets. This centrally-located alignment will conveniently serve the downtown workforce and residential population as well as visitors. In addition, the circulator will maximize the visibility of the boutique shops along Avenue J and contribute to the corridor's long-term sustainability.

The second circulator will connect the Depot Entertainment District to Texas Tech. This circulator will carry students, and others, east on Broadway to Avenue J where it will follow the loop of the first circulator before heading west on 15th Street. This alignment will synthesize educational opportunities at Texas Tech with job opportunities in the CBD, potential student housing in the Residential District, and night life in the Depot Entertainment District.

In regard to bicycle transportation, the Preferred Plan recommends adding designated bicycle lanes to portions of Avenue Q, Avenue O, Texas, Buddy Holly, Glenna Goodacre, 9th Street, and 15th Street.

Lastly, the Preferred Plan requires an adjustment to bus route 12 on Avenue L. Due to the proposed realignment of Avenue L, bus route 12 will shift one block east to Avenue K north of Broadway.

Parking Plan

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Transportation Plan

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## SECTION 4: IDENTITY

Lubbock's identity is a blend of many local and regional features, including its musical heritage, its educational institutions, the area's prominence in the agricultural industry, especially cotton, and a Texan penchant for cowboy culture. At the third public meeting in April, the Consultant Team asked meeting participants to consider how these features should be packaged to market the new downtown. In general, meeting attendees recommended avoiding the cowboy theme and stressed the importance of highlighting the arts and economy. Some of the slogans presented by the break-out groups include:

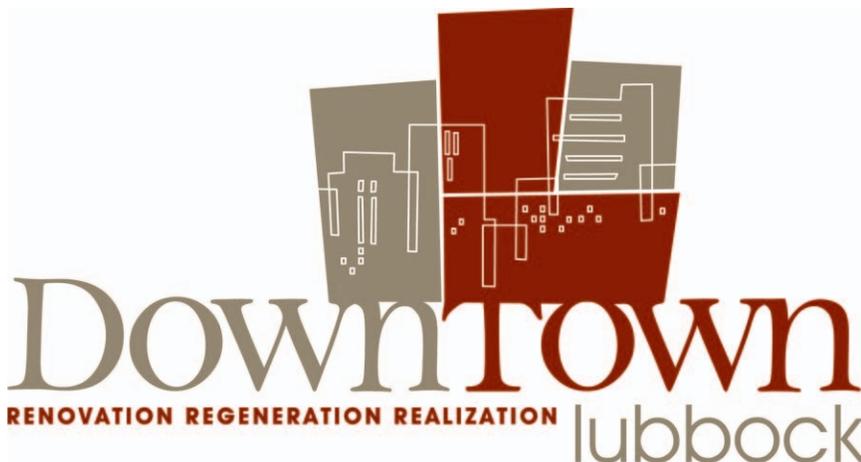
- Downtown: The Rhythm of Lubbock
- The Melody of the Plains
- Downtown: Heart of the Hub
- Star of the Llano
- More Music, More Art, More Lubbock
- Lubbock — Music, Cowboys and More
- Lubbock or Leave It

### *Logos*

A new slogan will be paired with a logo designed to convey the essence of what downtown currently is and what it wants to be. The Consultant Team designed several logos that emphasize Lubbock's role as a regional hub and incorporate the themes of art, education, and business. A local marketing firm excited about the possibilities of downtown revitalization also designed a logo that focuses on downtown's impending transformation. Once a preferred logo is identified it will be used on a variety of materials to solidify the image of downtown.



*Potential logos designed by the Consultant Team.*



*A local Lubbock business designed the above logo for downtown.*

## Gateways & Signage

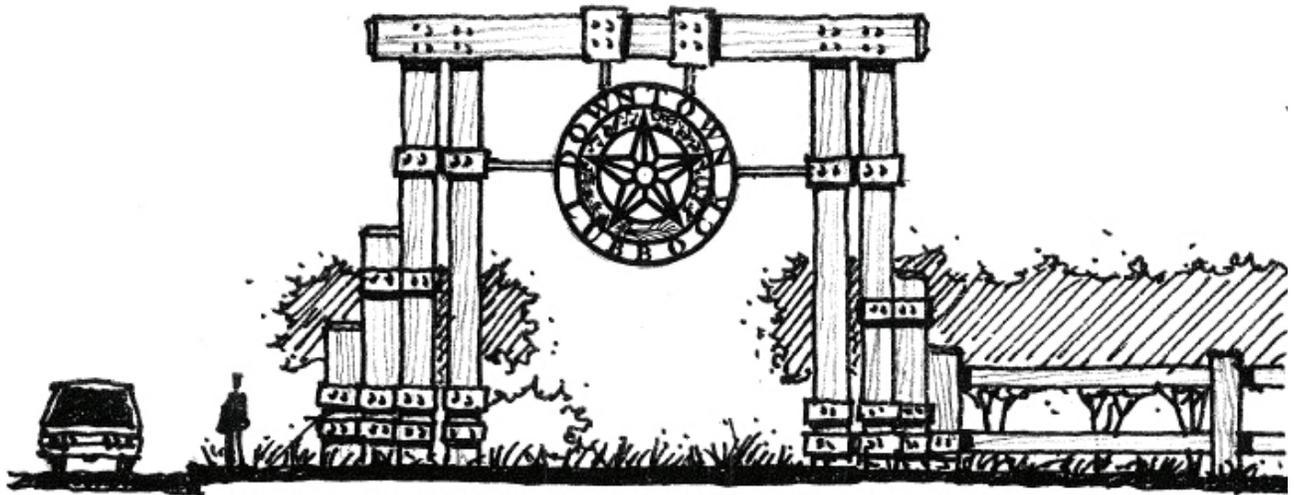
Six wayfinding gateways and three identity gateways will help visitors find their way to downtown attractions and reinforce the image of Downtown Lubbock as the metropolitan hub of West Texas.

From the north, the Marsha Sharp offramp at Avenue Q is a critical wayfinding gateway to the Downtown Core. Two wayfinding gateways mark the visitor's entrance to the Arts and Convention District: Mac Davis at Avenue Q and Avenue K at the Marsha Sharp Freeway. A wayfinding gateway at Texas and 8th Street welcomes motorists from I-27 and Marsha Sharp to the entire Downtown Core.

The far eastern end of Broadway, just west of the I-27 flyover, acts as a civic 'gateway' to Downtown for visitors entering on Broadway (from the east) as well as visitors entering from north-bound I-27. The primary functions of this gateway are to guide interstate visitors to Broadway from the exit onto 13th Street, and to mark the boundary of Downtown.



Possible street sign designs.

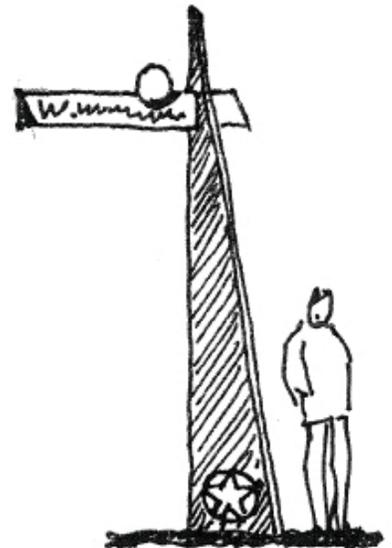
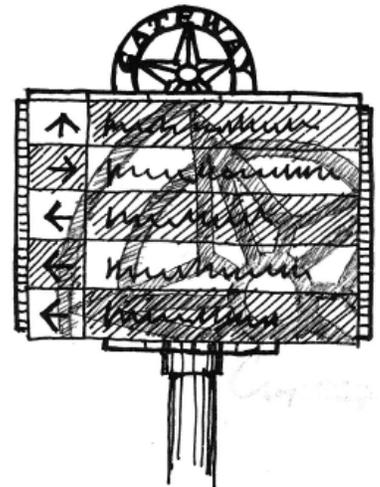


Gateway treatments that incorporate the downtown logo will enhance the identity of downtown and orient visitors new to the area.

Two important Downtown gateways occur on 19th Street: a gateway to the Core, at Avenue F, captures traffic from I-27 and points eastward, while a district gateway pulls visitors into the Depot Entertainment District at Buddy Holly. The new visitors' center occupies a highly-visible location just off of 19th and I-27, one of the main gateways to the Downtown Core.

The intersections of Avenue Q at Broadway and Avenue Q at 19th Street are major entryways to the Downtown Core from the west.

All gateways will be marked with appropriate identity and wayfinding signage. Signage will also be placed at major intersections within the Downtown Core to help orient pedestrians and motorists. The signage may incorporate a single theme for all of downtown or district specific themes could be developed and utilized. For example, a theme that emphasizes music and entertainment could be used throughout the Depot Entertainment District, with a separate arts-related theme being used on signage in the Arts and Convention District.



*Identity and wayfinding signage will be incorporated into all gateways.*

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# **C** H A P T E R 6 : **I** M P L E M E N T A T I O N A C T I O N **P** L A N

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## **SECTION 1: OVERVIEW**

A plan is only a paper document until committed and visionary individuals lift up the ideas contained within the plan and bring them to reality. The implementation strategy summarized in this section is designed to help the citizens and elected officials of the City of Lubbock turn this vision into bricks and mortar reality, and to help them map a clear, successful, step-by-step route to Downtown revitalization.

Like many communities across the country who are seeking to revitalize their historical core, the City of Lubbock must take action to encourage reinvestment in the Downtown Core. The City faces many challenges, among them empty storefronts, minimal office and residential uses, and a negative public perception of the Downtown Core. This perception must be changed by a well thought out achievable “Action Plan” that identifies specific actions, timeframes, and responsible parties to implement the plan.

The City has a firm base to work from with a number of strong points in its favor: committed business owners interested in change, an interested constituency, and intellectual promise in the form of higher education institutions for Downtown Lubbock.

## SECTION 2: CRITICAL GROUNDWORK

### *Leadership*

Implementation of the Downtown Lubbock Revitalization Action Plan will require a sustained, coordinated effort on behalf of the people, businesses, institutions, and government leaders that believe in its objectives and anticipated outcomes over time.

The plan will require both public and private investment, as well as public, private and philanthropic partnerships. Determining the role of each of these players is critical to plan success. There are two models which the plan could take: proactive or conservative. In the case of Lubbock, the matter is not one of selecting one or the other, but of crafting a phased approach that balances resources, timing and investment incentives.

Current economic conditions are such that a proactive approach, translating into heavy City involvement and considerable public investment, is required to jump-start the revitalization process. Three entities are recommended in this chapter as having primary roles in fostering major revitalization efforts in the Downtown area: the City of Lubbock itself and an oversight corporation called Downtown Lubbock 2020 and/or a master land developer to be selected by the City and Lubbock 2020. The City and Lubbock 2020 will serve as leaders in both the planning and implementation processes while the master developer will lead actual implementation.

Once revitalization efforts have begun showing fruits, with at least one to two catalytic projects successfully completed, the City/public role can transition to a more conservative one. At this point, Lubbock will have shown itself to be serious about revitalizing and investing in its core and can attract a much larger degree of private funding. Investment opportunities will become more attractive to the private sector, which will move into the leadership role in this mid- to later phase of redevelopment.

## *Support*

Market analysis forecasts three, 4-year phases of plan implementation, for a total 12-year implementation timeline. This period could shorten or lengthen considerably depending on a host of factors, market conditions and success of early-phase activities foremost among them.

The success of this plan depends on *continued* commitment and support to the plan. The following five steps are crucial to the success of this Plan; they are prerequisites to Action Plan implementation, and must be sustained throughout the entire duration of downtown revitalization efforts:

### Critical Step 1: Commit to Implementation

Sustain interest in and attention to the aggressive implementation of the Action Plan over the near to the long term time frame.

### Critical Step 2: Protect the Vision

Adopt policies, guidelines, and regulations to resist economic and related forces that would undermine or compromise the Action Plan.

### Critical Step 3: Pursue Economic Partnerships

Engage private interests – developers, banks, real estate brokers, and property owners – together with city, county, and state interests in an effective public/private partnership to build the future in accordance with the Action Plan.

### Critical Step 4: Support Growth

Expand, reinforce, and diversify the tax base to spread the capacity to support community growth using public resources. New Downtown construction, and a variety of project types, will both expand and diversify the tax base, insulating revitalization against ‘blips’ in any particular market segment; while one type of project (such as office) may slow, other types (such as residential) may still show strong growth.

### Critical Step 5: Promote and Recruit

Promote the Downtown Revitalization Plan through aggressive civic publicity and business recruiting efforts.

## SECTION 3: RECOMMENDATIONS

### *Economic Development*

#### BUSINESS DEVELOPMENT

Small business is critical to the identity and character of the downtown core. With big-box retailers—inappropriate tenants for a pedestrian downtown—offering a vast array of products at cut-rate prices, downtown merchants must offer something unique, an overall experience, in order to compete. What these small retail shops and family businesses can offer is unique products, specialized customer service, and a small-town, nostalgic feel that can draw customers back downtown. Revitalization efforts must establish a plan to increase the viability and visibility of these types of merchants. Revitalization must protect existing merchants, and attract new ones as well.

Some of the problems typical plaguing small businesses include absence of a business plan and business experience, lack of knowledge in the local market, seasonal fluctuations in business and poor marketing. Ways in which the City or a redevelopment body could aid these businesses include the following:

- Many business owners leveraged their own funds to establish their business, the lack of non-traditional lending programs could be a weak link for future entrepreneurial efforts. The establishment of a small business revolving loan fund, micro-enterprise program or similar effort should be considered.
- A business advocacy program should ideally be private-sector driven in order to be effective. However, city officials may consider the establishment of a Small Business Ombudsman or similar position to help communicate and address business concerns at the municipal level.
- A peer-to-peer consulting network should be established under the auspices of the Chamber of Commerce or similar Main Street -type organization.
- As the revitalization efforts begin to show results within the Downtown Core, market pressures to drive up lease rates may become an increasing burden on independent retailers who do not own their property. Conversely, building/property owners will reap the rewards of hot Downtown Core economy. Discussions to establish a balance between the positive and negative results that arise from a successful downtown environment should be undertaken early in the revitalization process.
- Diversification of the area's retail base is needed in order to build sufficient critical mass and truly leverage a market niche for Lubbock's Downtown Core.

## MARKETING

Marketing activities must be focuses into three specific areas: business recruitment, tourism, and community relations.

### *Business Recruitment*

Revitalization efforts must seek to bring more Class A office tenants into the Downtown Core. Efforts to attract corporate headquarters and white-collar enterprise must be pro-active and focused. The Core is competing with other cities and with greater Lubbock itself for these tenants.

To compete with other cities, Lubbock must show progress with its revitalization efforts and show that Lubbock is an up-and-coming town with a high quality of life and a host of desirable amenities. Marketing materials must showcase Lubbock's attractions: historic, cultural, recreational, economic, educational. Local universities and institutions should also be noted in this materials, emphasizing the opportunity for a bright, educated workforce. These materials should be updated frequently to showcase ongoing revitalization efforts, and should be used in a direct marketing campaign to targeted corporations. Conventions are another excellent opportunity to market the City; marketing efforts should coordinate with Civic Center events as well as local hotels housing participants in order to ensure comprehensive coverage of the event.

The City has commissioned a 3-D visual simulation of downtown revitalization. Computer simulations are an excellent value for the money, and can be easily tailored for specific purposes, easily included with marketing materials or disseminated electronically as well.

Closer to home and competing with outlying areas of Lubbock itself, the cost of redeveloping small, downtown sites that often come with demolition, environmental mitigation and possibly historic preservation issues is an extremely hard sell when compared to cheap, development-ready greenfield sites. The City must formulate development incentives and funding options, described more fully in subsequent sections of this document.

### *Tourism*

Marketing for tourism should reach local, regional and national markets, and be tailored to each market segment. These markets are included but not limited to:

- Lubbock residents
- West-Texas residents
- Texas residents
- Southwestern US residents
- National conference and event organizers

Marketing should update existing marketing brochures, and initiate the creation of a staffed visitor's center. Brochures and related materials should also be available at kiosks throughout the downtown area. A walking tour or tours of downtown assets should be created and included in available marketing materials. Tours might focus on specific topics, such as shopping, culture, heritage, athletics, or broadly show a cross-section of Downtown Character.

Another way of making Lubbock more tourism friendly is ensure that visitors have a wonderful time while they are in the City. Hospitality training for front-line employees, such as hotel and restaurant employees, museum docents, local police and fire personnel, is one way to positively impact visitors' impression of Lubbock. Extended business hours at nights, weekends and during special events, is another way to ensure that both visitors and residents can enjoy Lubbock's many offerings. Sunday hours for both restaurants and retail stores may offer additional advantage as a way to capture and engage churchgoers who do not come downtown at any other time.

### *Community Relations*

Revitalization efforts must create a public relations and marketing program designed to attract private investors and development talent committed both to realizing the plan and, conversely, to resisting public and private actions and investments that are not compatible with the plan.

To be most effective, the Action Plan needs county-wide support and acceptance. This will require a steady drum beat of communication that focuses on the benefits of its realization and then on progress toward its realization as it is made. The elements of this effort may include:

- Regular reports to city, county, and special district commissions, boards, and councils.
- Web page or prominent link on the City's website devoted to the Downtown Revitalization Action Plan
- Progress reports (written and oral) to key local leadership groups and individuals.
- Articles in the local and regional press.
- Direct contact with development organizations with demonstrated talent and track record - locally, regionally, or nationally – whose participation would enhance the quality and scope of the plan's implementation.

Community support also means community involvement. Active participation creates ownership of a plan. Some ways in which individuals can become directly involved in Downtown revitalization include volunteerism and special events.

Volunteer activities could be a long-term, short-term, or one-time commitment. Opportunities might include: sitting on a committee dealing with revitalization, helping to organize downtown events, community work days to plant trees or flowers in parks. Even volunteering for an organization within the core, regardless of whether that organization deals directly with revitalization, brings citizens back downtown and creates pride of place. Some organizations of this type might be an arts and cultural organization or a homeless shelter.

Special events and community celebrations can play a major role in attracting both residents and out-of-town visitors to the Downtown Core. These events heighten the exposure of the downtown business community, showing people who may not have been there in many years, or ever, what downtown really has to offer. The calendar should be busy and varied, and feature both indoor and outdoor events such as farmer's markets, summer concerts, music festivals, outdoor theater, arts and crafts fairs, holiday parades and the like. Events can also be more targeted, such as 'Ladies Night Out,' which might include dining and entertainment packages, or the already popular First Friday Art Trail, with free public transportation to galleries and museums. Planning should take into consideration designs that do not hamper the ability of merchants to take advantage of the influx of potential customers.

## ARTS, ENTERTAINMENT, & CULTURE

The Arts, encompassing art, music and culture in the broadest sense, are one of the truest things that set a vital, active downtown apart from a simple, functional business core. Lubbock can already lay claim to a rich and highly-developed artistic community that encompasses visual, musical and performing arts. Revitalization efforts should seek to support and enhance these already existing resources, through activities such as:

- Cultural District designation
- Public art program
- Artist-in-residence
- Cultural outreach
- Additional museums
- Live/work artist spaces

A Cultural District is an officially defined geographic area, designated by an appropriate agency, that uses art and cultural activities and facilities for the purpose of community development and revitalization. In Texas, cultural districts are recognized by the Texas Commission on the Arts. Proposed cultural district boundaries have already been established by the Lubbock Arts Alliance, which will coordinate the application for district designation. The Alliance will also manage, market and continually develop the area once the designation has been secured.

Cultural Districts offer measurable benefits to the community, including an expanded tax base and enhanced property values; designation also encourages development and extended hours of activity. District designation also brings access to a number of development funding mechanisms, including historic tax credits and financial assistance programs on the national, state and local levels.

Public art programs bring visual arts into the community. Art may be indoor or outdoor, and could include an object, such as a sculpture, or a more abstract installation of light or sound. Some programs are set up to fund permanent installations, while others ‘sponsor’ temporary art exhibits. These ‘exhibit’ type of programs often select one or more pieces or art from the installation for purchase and inclusion in a permanent art collection. Grand Junction, Colorado is an excellent template for this type of program.

Artist-in-residence programs are another way of bringing art to the community. These programs engage an artist to live and work in the community; length of tenure can vary from a few weeks to a year or more. There is usually an application process, and often a well-developed community outreach component—such as seminars or workshops with local school—as well as a final exhibition or product of some sort.

A considerable amount of outreach activities are already in place and overseen by a variety of Lubbock’s art and cultural organizations. Expanding the number and area reached by these activities would be an excellent way to extend awareness and appreciation of Lubbock’s cultural offerings into the larger region.

Later sections of this document discuss the need to bring more housing to the downtown core. One type of housing to consider is live/work studio spaces for artists. These spaces could double as gallery spaces, adding mass to downtown storefronts.

## INCENTIVES & FUNDING

### *Incentives*

Revitalization doesn't just 'happen'; it must be supported by a firm financial plan that includes a variety of economic incentives and funding options. Forms of low-cost local economic incentives available to Lubbock to stimulate downtown revitalization include adopting flexible building codes to facilitate historic preservation, zoning variances, building permit and utility fee reductions and deferrals, and historic preservation easements.

Additional forms of local economic incentives could also be offered to stimulate downtown revitalization. These could include relocation assistance, site clearance and demolition, and public assumption or sharing costs of infrastructure improvements.

### *Funding*

Texas has a wide range of legislatively-enabled economic development funding and organizational programs that can have direct applicability to implementation of the Downtown Lubbock Revitalization Action Plan. Those most relevant are discussed in the next Section, Funding & Phasing, and are listed below:

- Tax Increment Financing (TIF)
- Public/Private Sector Partnerships
- Public Improvement Districts (PID)
- Economic Development Corporations
- Texas Enterprise Fund
- City/County Venue Tax
- General Obligation Bond Issue
- SBA Section 504 Loans
- Community Development Block Grants
- EDA Grants and Loans

Many grants and loans have extensive application requirements; the added staff time for these grants should be accounted for in revitalization planning.

The City should also encourage redevelopment authorities to work with local banks to set up low-interest direct loans and/or low-interest revolving loans for hard and soft business costs; some applications might include new construction, business start-up, and façade renovation.

Revitalization efforts also draw heavily from community and philanthropic donation. The Performing Arts Center would be a good catalytic project to encourage a public-private partnership that would involve philanthropic participation. Redevelopment authorities should work with appropriate local citizens, organizations and interest groups to map a unified approach to fundraising, and to ensure that the public is not wearied by continual request from multiple organizations.

## *Policy & Land Use*

The City of Lubbock must take the important step of formally adopting the Downtown Revitalization Action Plan as official City policy for Downtown. The Action Plan should become a part of the City's comprehensive plan.

### DESIGNATING LEADERSHIP

Once the Action Plan has been adopted, it is necessary to put in place the proper mechanisms to ensure its execution. The process and organizational mechanism that led to the creation of the Action Plan need to be extended to ensure its implementation. This implementation strategy recommends that one or both of two mechanisms be formalized as quickly as possible: (1) Creation of an oversight revitalization corporation with broad Downtown representation; and/or (2) Designation of a master developer for those areas of Downtown designated for catalytic projects.

*Downtown Lubbock 2020*

While City officials and Lubbock economic developers are clearly committed to Downtown’s revitalization, Downtown requires a dedicated advocate organization. In this regard, the current Downtown Redevelopment Commission should be reconstituted into a legal entity with its mission to implement the Action Plan. For discussion purposes in this document, the name of this new corporation would be Downtown Lubbock 2020, or DL 2020 with its board of directors the same as the Redevelopment Commission. Other board members may also be added, as deemed necessary for professional expertise and comprehensive stakeholder representation. Very importantly, this entity would take direct responsibility to:

1. Maintain communication with and input from various public and private interest groups in the Downtown Core and surroundings, including Texas Tech University.
2. Appear before local City planning and zoning and legislative bodies in support of actions in accordance with the plan and, conversely, in opposition to contrary proposals. As the need arises to amend or extend the plan, the committee should lead the way in advocating progressive plan refinements. The Committee should also be active in helping to solicit new redevelopment business and civic activities in the Downtown area.
3. Meet regularly with state planning, transportation, land use, and open space officials to explain the plan and solicit support in concept and in substance with regard to its implementation.
4. Designate, hire, and oversee a master development entity (defined later) with experience in urban revitalization.

Downtown Lubbock 2020 would retain all the current Redevelopment Commission members as the board of directors with some additions to include special expertise and influence. Examples of the additions include representatives of the City of Lubbock, Lubbock County, and, as needed, professionals in the fields of banking, public finance, architecture, urban planning, law, art and culture, housing development, and commercial development. Terms of directorship shall be in accordance with Texas law, but the terms should be staggered to assure continuity of philosophy and mission. The services of an attorney should be employed to prepare formal by-laws and other appropriate legal foundations.

Members may have business and investment interests in Downtown Lubbock, though their allegiances to the redevelopment corporation would minimize self-interest; but this self-interest can be a powerful motivating force for board members to contribute to the growth and revitalization of Downtown Lubbock and should be leveraged to assure revitalization. The board should try to remain no larger than 20 individuals. Additions or replacements to the Board would be recommended by existing Board members, and appointed by City Council. Although appointments will be made by Council, it will be up to the current board to identify the needs it has and to find qualified individuals to satisfy those needs.

DL 2020 would be initially funded (seed money) by “investments” from each of the board member’s business organizations. At least \$250,000 should be raised in order to support a full time and well-paid executive director, an assistant, and day-to-day expenses. If the board consists of, say, 16 people, the initial investment would average about \$15,625 per member. We would expect that some members will be able to (and should) afford more than others. In addition, certain funding will also need to be raised as equity to purchase and assemble key real estate in order to assure that catalytic projects are initiated in a timely manner—although such capital may not be necessary if an appropriate master developer is commissioned, as defined below. This initial capital would be expected to be recouped over time as various real estate transactions are completed and a more permanent source of funding is put into practice. The eventual creation of a public improvement district (PID) is recommended as one of these sources, for the purpose of perpetual Downtown oversight and advocacy, as addressed later in this implementation plan strategy.

While small in size, the staff of DL 2020 will work with all appropriate public agencies and private sector companies to obtain information and support necessary to implement the Action Plan. A key purpose of DL 2020 is to involve a multitude of stakeholders so that there is a diversity of investment interest. By pooling human talents, all stakeholders will have vested interests in the Plan's successful outcome while also saving resources.

DL 2020 would be created with the intent to disband at the end of the year 2020, as warranted by completion of projects. Another organization, potentially a PID or the City itself, would be designated to assume ongoing oversight activities and Downtown advocacy. This type of dissolving oversight has been used with great success in other communities with similar revitalization efforts, and will assure that Downtown Lubbock continues to have a direct advocate for continued growth without the overhead requirements needed in the initial years to kick-start significant change.

Again, the mission of DL 2020 would be to implement the Revitalization Action Plan. As such, it would see to the enhancements and growth in economic development, cultural facilities, entertainment venues, housing, and transportation/utility infrastructure. Implementation tools granted to the corporation would include enforceable design guidelines for land and building uses along with an array of public/private funding sources.

More specifically, DL 2020 would see to the completion of the catalytic projects, supporting elements, and street and utility changes that are identified in the Action Plan. Moreover, it would quietly raise sufficient private funding to underwrite the proposed land trust(s) in Downtown Lubbock that can result in assembled, cleared, and re-titled parcels that will support catalytic projects. After land assembly, land clearance, and/or land banking, appropriate real estate would be re-sold to developers or other investors whose responsibility it will be to construct and market facilities that are in accordance with the Action Plan.

*Master Developer Designation*

The responsibilities recommended for DL 2020 may be daunting for an organization intended to oversee and finance major Downtown improvements. Therefore the City may want to commission a master development entity (“master developer”) charged with specific, day-to-day responsibility for plan implementation and project financing.

The master developer would likely be an existing real estate development company, or consortium of such companies, with the financial resources and urban development experience necessary to secure appropriate properties, to negotiate with requisite public and private entities such as the City, utility companies, and state agencies, and to design, construct, market, and manage or sell the real estate improvements necessary to fulfill the Action Plan. The master developer would also work in tandem with City and philanthropic interests to assure the development of public and non-profit facilities that are designated as catalytic or support projects in the Action Plan. Likewise, the master developer would see to the development of the private sector catalytic and support projects by working in tandem with property owners and various interest groups.

The master developer should be selected after a search for appropriately qualified firms. Lubbock is a well-known and recognized city in the United States and may command the attention of superior master development firms. Multiple steps should be taken to determine the best master developer and to contract with that firm:

1. With input from all Downtown interest groups and advice from appropriate consultants, determine the key characteristics that a master developer should possess, including such factors as financial strength and stability, experience with long-term, complex, and mixed use projects, and leadership that demonstrates commitment to Lubbock for many years.

2. Prepare a request for qualifications (RFQ) package that would be mailed to a wide range of potential master developers on a list prepared after consultation with such professional entities as the Urban Land Institute, the American Planning Association, the Society of Industrial and Office Realtors, the National Home Builders Association, among others. Downtowns elsewhere in the U.S. that are known to have followed a similar process should be contacted for leads.
3. After qualifications are received and reviewed by DL 2020 and/or City officials, two or three firms that show particularly strong qualifications would be asked to submit formal and detailed proposals on how they would specifically approach the implementation of the Action Plan.
4. A formal contract, or development agreement, would be drawn up that defines the specific responsibilities of the master developer, the City, and others who may have direct interests in the outcome of the revitalization process. Timelines and deadlines should be delineated for specific projects along with contingencies in case of business cycle downturns and other hindrances not under the control of parties to the agreement.

The master developer will be directly answerable to the City. As such, certain reporting mechanisms should be made part of the development agreement, such as annual progress and financial reports to the public and monthly progress reports to the city manager and city staff.

*Action Plan Liaison*

In a parallel move, the city manager would create a position and designate someone to fill that position that would have direct responsibility for oversight of the Downtown Revitalization Action Plan implementation process and for assuring that downtown projects receive the full and undivided attention of City officials. The city manager and/or the action plan liaison would sit on the board of directors of Downtown Lubbock 2020 and would be the key coordinator with city procedures and requirements. In effect, this person would lead a “one-stop shopping” office for downtown investors in order to facilitate approvals.

Moreover, this position would assure that all downtown projects undertaken either as part of Plan implementation or independently meet the design guidelines of the plan and meet the requirements of all economic incentive programs.

*Cultivating Support*

There is a large set of constituencies that need to be informed and solicited to support the plan’s implementation. These include individuals and organizations of a public, private, and institutional nature as well as those having a local, regional, or national perspective. Some examples include:

- The Texas governor and state and federal legislators with regard to legislative and executive help for implementation actions, including funding and enabling legislation.
- Lubbock County, Lubbock Independent School District, Lubbock County Hospital District, and High Plains Underground Water Conservation District No. 1.
- Chamber of Commerce, Lubbock Economic Development Alliance, Lubbock Convention & Visitors Bureau, etc.
- Real estate investors and developers, several of whom have been part of the planning process.
- State government agencies, especially those responsible for community and economic development, conservation, parks, and open space, utility regulation, and roads and highways.

Once initiated, this process should become continual and on-going, with annual visits or breakfast/lunch meetings with officials as well as private investors to present progress and reaffirm commitment.

## DEVELOPMENT REQUIREMENTS & PROCESS

### *Zoning*

The current zoning ordinance does not align entirely with the density and mixed-use projects desired within the Downtown Core. Particular issues that should be addressed include easing parking requirements, density and floor-area-ratio, distribution of uses (particularly appropriate location for auto-oriented uses such as gas stations or drive-up facilities), minimum/maximum setbacks, and vertical and horizontal mixed-use.

The Design Team has reviewed the proposed CB zone districts, and feels that they address the issues described above, and will aid in the implementation of the Action Plan. The City should adopt these new zone districts. Prior to adoption, the language should be reviewed to evaluate if any additional fine-tuning is needed, in light of the directives of the Action Plan.

### *Design Guidelines*

*Design Standards for the Central Business District* (June 1999) outlines the overall urban form preferences for areas within the new CB zone districts. The City should review and expand these standards as necessary, in particular to ensure that the Action Plan and the Standards are consistent in their goals and directives.

The City may wish to consider stronger, more binding language in this document as well; many items are listed as 'preferred' or 'encouraged'. In particular, an intent/standard/guideline format can be a very useful tool in clarify City desires. In this sort of format, intent statements help future decision-makers understand the goal of the regulation; standards are required and guidelines are recommendations, but are not obligatory.

A point worth noting is that the term 'Central Business District' has different meanings in the Standards and in this Action Plan, which could be confusing to future users. The Action Plan identifies a specific area as the Central Business District (north and south of Broadway), while the Standards use this same term to refer to the entire Downtown area (called the Downtown Core in the Action Plan).

*Approval Process*

City staff should be available during all phases of project design, so that urban design, transportation, land use, signage, landscaping, streetscape and pedestrian objectives can be met early in the process, rather than becoming hurdles later on when design is largely complete. The City may wish to consider a developer’s roundtable, to solicit input on the overall design process.

*Prioritize Existing Strengths*

Broadway and Buddy Holly are Downtown’s existing spines, and an opportunity to show early-phase progress with revitalization. The City should prioritize redevelopment on these two streets, in terms of both business support (keeping existing and attracting new) and new construction. The goal is to ‘fill in the blanks’—vacant and underutilized parcels—on these streets. An important component of this action is phasing out street-facing surface parking.

*Encourage New Development*

Land Trust

Attracting private sector investment, in the form of new businesses, property rehabilitation and new development, can be very difficult during the early stages of downtown revitalization, due to the associated risks. For property rehabilitation and new construction, market rents are typically insufficient to support financially feasible development. The City must come to the table by doing some of the up-front groundwork to encourage investment, such as land acquisition and consolidation, sometimes accomplished through a land trust.

Creation of a land trust is simple in concept: Establish a pool of “patient money” (or several such pools, each dedicated to a discrete land use objective) to acquire and hold key properties for future development in accordance with the Action Plan. Properties to be held by the trust would be ones that otherwise would likely be developed in the short term in a manner that would preclude or compromise ultimate implementation of the plan. The ‘patient’ funds can be (1) private and profit motivated (not necessarily profit-maximizing) but long-term in outlook, (2) private but civic motivated in that profit is not an objective, and/or (3) public and dedicated to enabling future public uses such as open space, parks, trails, road or transit rights-of-way, or sites for other public facilities. Within the context of the Action Plan, there would be three priority categories of property to be targeted for acquisition and holding by a land trust:

1. Areas designated for future commercial and residential (offices, tech/R&D, retail, housing) that, without such protection, might be otherwise developed in the near term for inappropriate uses at specified locations.
2. Areas designated for arts, cultural, and public gathering facilities that likewise may be threatened with inappropriate future uses or owners if allowed to remain in the open market.
3. Areas designated for future open space, parks, or trails – areas having special feature/attributes to be leveraged as amenities benefiting surrounding residential, commercial, and cultural uses.

Clearly, the first of these categories would best be addressed by a private, for-profit land trust – one that is willing and able to acquire and hold land for a land use not now realizable but ultimately having a significant profit (appreciation) potential. Some or all of the current land owners could, in fact, be the investors in the trust, perhaps in partnership with one or more civic investors. Together, they would agree on the future land use for the property and what conditions are to be present to trigger the development of the property in accordance with the Action Plan. The City should at the same time reinforce the objectives of the plan with corresponding zoning regulations.

The second and third of these categories would more naturally fall into a private, non-profit civic motivated land trust. Such an entity would likewise work closely with local, state, and federal agencies to capitalize on available grants, tax abatements, tax credits, or tax deductions for those donating their property or property rights for public use or ownership. The prospect of use of the public power of condemnation to acquire targeted property for public use would be held in abeyance as a last resort but should be available through the appropriate authorities.

Finally, it is obvious there will need to be more detailed and specific identification of properties to be targeted for acquisition in any of the three categories, and to articulate the legal and administrative attributes of the trust vehicles to be utilized. This will need to be accompanied by a rigorous quest for investors and donors of capital or land to enable the trust to operate.

### Maintaining Value, Discouraging Speculation

One impediment to land banking, or to private purchase and consolidation of parcels, is land speculation. Essentially, land becomes overpriced because of perceived 'future' value; owners, whether long-time or new, are trying to turn a large profit base on the prospect of redevelopment value, despite the fact that no perceptible redevelopment has yet taken place. Interviews indicate that this process has already been taking place within the Downtown Core. This process is detrimental to revitalization two ways, in discouraging redevelopment because of high land costs, and extending the time that parcels remain vacant, as owners hold-out for a higher price.

### Residential Development

Downtowns cannot 'import' all their activity; that is, they cannot rely exclusively on daytime workers and evening cultural patrons to provide the activity and economic impetus for revitalization. Residential is a crucial component of a successful downtown, and the City's first step is to increase and diversify downtown housing stock. This residential return to downtown will most likely take the form of a public-private partnership. There are a number of housing segments that should be assessed to determine the strongest buyers (or renters) for new downtown units: seniors, empty-nesters, students, young-professionals, for-rent, for-sale, co-operative housing. The City should issues a Request for Proposals (RFP) for targeted residential development, ideally using land aggregated under the land bank approach described in the preceding pages.

### Avenue J Retail

The Action Plan designates Avenue J as a retail spine. This concept requires critical mass for stores to be successful, and thus demands a fairly intensive redevelopment effort that brings retail space to market and tenants it in a compressed time frame. This process must be guided by the City, either alone or in public/private partnership. Components of the program would include: façade improvement campaign, streetscape enhancements, rehabilitation/remodeling of existing structures, incentivized development of underutilized parcels.

### Liquor Sales

Redevelopment efforts should include re-evaluation of existing liquor laws. Current liquor laws should be revised to parallel the liquor laws of other major entertainment markets.

### Development Impacts of Renovation and New Construction

The City, regardless of whether it plays an active or regulatory role in a particular project, must protect the interests of existing businesses and property owners during construction. During initial discussions or initial plan review, the effect of the proposed development should be examined with respect to potential traffic changes, alternate parking and temporary building entries.

As the Core densifies, it will also become more important to minimize visibility and conflicts with delivery and service activities such as solid waste removal. Both of these activities should be timed so that they do not impede peak hour flow of activities on both streets and sidewalks.

## *Urban Design*

### STREETSCAPE

#### *Streets for People*

Stakeholder interviews revealed a strong perception that the downtown area is unattractive, poorly maintained and lacking in 'green' amenities. A building block of re-building downtown image is streetscape. Recent enhancements along Broadway have met with strong approval, and can act as a sort of template, not to be repeated exactly but more as inspiration, for future streetscape projects.

A streetscape program should start with those roadways designated in the Preferred Plan as Streets for People (as identified in Chapter 5). These are the streets that will set a tone for downtown revitalization, drum up excitement among citizens and show potential businesses that the City is serious about a new downtown. The City should initiate a coordinated schematic design effort for this streets; it is important that enhancements share a similar feel, in order to act as a unifying thread throughout the downtown. With schematic design in place, streets can be phased for construction in accordance with adjacent development and/or as funding permits.

#### *Additional Streetscape Elements*

A number of other Action Plan elements should be coordinated with the Streets for People program. These items apply to all streets within the Core, but should be prioritized and included in Streets for People design:

- Brick streets program
- Street tree program
- Citywide bicycle plan
- Modified street cross sections
- ADA ramp accessibility
- Intersection enhancements

Brick streets seem to engender a love/hate relationship with the citizens of Lubbock. The brick street look is valued as part of City heritage, but the realities of repair and maintenance (and the look of sporadic repairs) are often bemoaned as more trouble than they are worth. A brick streets plan is included in the Preferred Plan section of this document, and the repair or replacement of the historic brick paving should be coordinated with streetscape improvements, both to minimize disruption and to decrease overall mobilization costs.

Street trees are a valuable asset to all communities, and are the single most effective tool for ‘greening’ a city. They provide many benefits, from softening the urban street to providing shade and reducing ambient temperatures. While the benefits of street trees, and a list of acceptable species, are noted in the *Design Standards for the Central Business District*, the language is not clear whether street trees are required, or at what spacing. A street tree diagram in the appendix of the same document has been omitted and should be included in future printings of the document.

The City should develop a street tree master plan, including guidelines for care and maintenance, with an aim of including regularly spaced street trees on all streets within the Downtown Core. Plantings should be prioritized on designated Streets for People.

The Preferred Plan also proposed modified streets sections for certain streets within the Core. Modifications include the addition of planted medians and bike lanes, in many cases. These changes should also be coordinated with Streets for People, so that a street is designed and rebuilt only once.

A bike system is only as good as it is continuous. While bike lanes within the Core are a step in the right direction, the City should prepare a citywide Bike Master Plan designating bike routes, whether striped or unstriped. Priority should be placed on creating a well-connected system that gets people to a variety of destinations, for work and for recreation. The plan should consider connections within the Downtown Core, as well as connections from the Core to adjacent parks and amenities to the east of the Core.

Ramps throughout the Core are inconsistent. The City does have a standardized ramp detail, but a large number of ramps within the Core are non-conforming. ADA accessibility should be prioritized, and a plan put in place to replace all non-conforming ramps with the standard City ramp within a reasonable time frame.

*Walk of Fame*

The Lubbock Walk of Fame includes some of the best-known names in the Arts. It should be moved to the Depot Entertainment District, south of the new Festival Park. This move should be coordinated with the design and construction of the park.

*Maintenance*

Upkeep of the public realm is critical to the perception of Downtown. Maintenance responsibility and funding for these activities should be clearly delineated as part of the planning for streetscape and park projects. A Downtown Street Management Entity may be one way to address this issue; such a body is typically but not always associated with a PID, BID or CID (Public-, Business-, or Community-Improvement District: see 'Funding' section for more information.)

## PARKS & OPEN SPACE

The Downtown Core needs more parks, and more connectivity between its parks. The first step toward this goal is the creation of a Parks & Open Space Master Plan that specifically addresses the Downtown area. This plan could be a stand-alone document, or an amendment or additional part of the existing City-wide plan. The plan should set open space goals (that is, amount of open space per resident, or some similar metric), and program (desired uses, both active and passive, within the parks). It should also identify potential park locations; parks should be distributed throughout the Downtown Core, and should be chosen for location rather than because land is available or easy to acquire. Identifying desirable park locations early in the redevelopment process allows those properties to be acquired and preserved, possibly through land banking, before it is developed into other uses.

The City should also require dedicated open space, or in-lieu arrangements, as part of the approvals process for all new multi-block residential projects. In this arrangement, the developer is responsible for creating new open space within the project, or contributing cash toward the development or enhancement of other public parks within the Downtown Core.

The County should also look to reconfigure the existing Couthouse park, so that it better addresses Broadway. This project would be an excellent opportunity to collaborate with the Department of Landscape Architecture at Texas Tech and use a real downtown site as a student studio project.

If current surface parking uses change and redevelopment becomes a possibility, the County should consider converting the parking lot adjacent to the old Post Office and Federal Building into a public park. This park would be at an important crossroads, Buddy Holly and Broadway, and would enhance the two historic buildings adjacent to it. If such open space becomes a reality, it should be designed to address both Broadway and Buddy Holly.

## SIGNAGE & WAYFINDING

The City must create a comprehensive signage package addressing both wayfinding and identity. The package will map welcome and identity signs, starting at the airport and directing visitors to the downtown area. Gateways should be constructed at significant entries into downtown, as designated in the Preferred Plan. Within the Core, new signage should provide directions to new attractions, and public parking. Merchant directory signs should also be part of this package.

The new city logo and slogan should be a unifying element throughout the signage package. The slogan and logo shown in the Preferred Plan should be further refined and adopted by the City, then used consistently on all signage and marketing materials.

## *Transportation & Utilities*

### PARKING

Parking is an issue in downtown Lubbock, both in perception and in reality. Revitalization efforts must evaluate the true roots of the problem, identify solutions, and undertake a publicity campaign to dispel negative perceptions.

There is a great quantity of surface parking within the downtown core; evaluation seems to show that it is either in the wrong location, however, or restricted to private use. A true evaluation of public parking needs and availability must be carried out. Once the extent and geographic distribution of the problem has been established, a Downtown Parking Management Strategy should be drafted. This Strategy should consider the use of the following tools:

- Shared parking
- Restriping
- Parking enforcement (of hourly limitations)
- Employee parking reservoirs at the edges of the Core, to free Core space for visitors and retail, paired with a publicity campaign promoting walking as healthy exercise

### BIKES & PUBLIC TRANSIT

True downtowns allow residents and visitors to make multi-destination trips without the use of a private vehicle. Walking, biking and public transportation are the prime alternatives.

Bike routes and paths should be improved within the core and throughout the city. Routes should pay attention to linking destinations within the Core with each other, and with connecting the core to attractions, such as parks, outside the core.

Bike parking facilities should be included in all new projects, and retrofitted as available to old projects.

Citibus should expand public transportation services to include regular shuttle service between Texas Tech and the Depot Entertainment District, and the Depot Entertainment District and the Arts District, along Avenue J.

## INFRASTRUCTURE

Downtown utilities and services such as water, electric, telecommunications (including fiber optic) should be upgraded throughout the Core to levels that are 'development-ready'. All new buildings within the downtown Core are expected to be 'smart building' with a full range of high-speed telecommunications, and this infrastructure should be in-place and available as a development incentive.

The City should also initiate discussion with utilities regarding consolidation of services (including sharing of facilities by different providers), and removal of decommissioned hard infrastructure. Poles and underground lines in alleys should be minimized, both for reduction of visual clutter and to enable the consolidation of land parcels. The goal is to remove and/or relocate all utilities from east-west alleys to north-south alleys, or other locations.

Two street alignments are also suggested in the Preferred Plan. Glenna Goodacre east of Avenue Q should be separated and realigned as part of Civic Center Renovations, in order to create a direct sightline and arrival to the Civic Center. Avenues K and L should be reconfigured at the library, so that parking may be accommodated on the east side of the building, allowing for Avenue M to become a spine through the Arts & Cultural District complex.

## SECTION 4: PRIORITIZED ACTION LIST

The next section lays out the steps described in the preceding Recommendations section, and identifies the parties responsible for their execution. The charts also note the recommended timing of each step.

The following abbreviations are used to note responsible parties:

City:	City of Lubbock
COC:	Chambers of Commerce*
DLG:	Downtown Leadership Group**
CAE:	Cultural and Arts Entities
LEDA:	Lubbock Economic Development Alliance
VL:	Visit Lubbock, The Convention and Visitor's Bureau
PID:	Public Improvement District

\* *This notation is meant as an inclusive term encompassing the Lubbock Chamber of Commerce, the Lubbock Hispanic Chamber of Commerce and the Lubbock African-American Chamber of Commerce*

\*\* *The Downtown Leadership Group represents DL2020 and / or a master development entity.*

### *Phases*

I:	Early Phase, 2008-2011
II:	Mid Phase, 2012-2015
III:	Late Phase, 2016-2019

**City of Lubbock | Downtown Revitalization Action Plan**

<b>ECONOMIC DEVELOPMENT</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<b>Business Development</b>		
<ul style="list-style-type: none"> <li>▪ Work with local chamber of commerce and other private sector-driven groups to take responsibility for advocacy of local business.</li> </ul>	City; LEDA; COC	I
<ul style="list-style-type: none"> <li>▪ Designate a Small Business Ombudsman or similar position to help communicate and address business concerns at a municipal level.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Create and fill full-time position for Action Plan oversight within the Office of the Assistant Manager for Development Services. Responsibilities will include:                             <ul style="list-style-type: none"> <li>▪ Business recruitment</li> <li>▪ Retention/expansion of existing businesses</li> <li>▪ Identification and solicitation of potential funding sources such as grants, state and federal programs, private foundations, etc.</li> </ul> </li> </ul>	City Manager	I
<ul style="list-style-type: none"> <li>▪ Explore the establishment of a professional-student mentor programs and student internship programs with Texas Tech and other local higher education institutions.</li> </ul>	City; LEDA; COC	I, II, III
<ul style="list-style-type: none"> <li>▪ Diversify Downtown retail base; emphasize small business with unique products and customized service.</li> </ul>	City	I, II
<ul style="list-style-type: none"> <li>▪ Work with commercial property owners so that small business is not priced out of Downtown.</li> </ul>	City	I, II, III
<ul style="list-style-type: none"> <li>▪ Initiate efforts to attract franchisees for Arts &amp; Cultural District hotel and Depot Entertainment District movie theater.</li> </ul>	City; CAE	I
<b>Marketing</b>		
<ul style="list-style-type: none"> <li>▪ Assess the current responsibilities of <i>Visit Lubbock, the Convention and Visitors Bureau</i>. Hire additional staff as necessary, or establish a separate marketing body, as appropriate. Responsibilities include but are not limited to:                             <ul style="list-style-type: none"> <li>▪ Tourism promotion</li> <li>▪ Conference promotion</li> <li>▪ Creation of marketing materials</li> <li>▪ Creation of walking tours and other downtown-focused activities</li> </ul> </li> </ul>	City, VL	I
<ul style="list-style-type: none"> <li>▪ Create a public relations and marketing program designed to attract private investors and to uphold the vision of the plan.</li> </ul>	City; DLG	I, II, III
<ul style="list-style-type: none"> <li>▪ Work with local retailers/restaurants to expand hours of operation for weekends, evenings and holidays.</li> </ul>	COC	II
<ul style="list-style-type: none"> <li>▪ Develop targeting marketing materials to be used to recruit new businesses to Lubbock and the Downtown Core.</li> </ul>	VL; City	I, II
<ul style="list-style-type: none"> <li>▪ Commence a community wide discussion of labor force and workforce development initiatives to address current and future employer needs.</li> </ul>	LEDA	I
<ul style="list-style-type: none"> <li>▪ Maintain an accurate inventory of all commercial space in the Downtown Core to be used in the active pursuit of new business.</li> </ul>	City; DLG	I, II, III

## City of Lubbock I Downtown Revitalization Action Plan

<b>ECONOMIC DEVELOPMENT</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<ul style="list-style-type: none"> <li>▪ Initiate direct business outreach to encourage businesses to consider returning to the Downtown Core. Enlist both existing Core businesses and marketing personnel to make these contacts.</li> </ul>	COC; LEDA; City	I, II, III
<ul style="list-style-type: none"> <li>▪ Regularly maintain and update the Action Plan website, to inform residents on status of the plan, upcoming projects, meets and similar information.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Designate a location, potentially City Hall, for graphic material—drawings, models—related to the Action Plan to be displayed, in order to build support and enthusiasm for revitalization.</li> </ul>	City; COC	I
<ul style="list-style-type: none"> <li>▪ Offer hospitality training for front-line employees that greet visitors such as gas station attendants, hotel and restaurant employees, area attraction volunteers and employees, local police and fire/emergency personnel.</li> </ul>	VL; COC	I
<ul style="list-style-type: none"> <li>▪ Develop a Downtown Core walking tour. Create alternate walking, bicycling or driving tours that focus specific interests or hobbies, such as heritage, agriculture, or music. Include activities, such as scavenger hunts, geared for children and families.</li> </ul>	VL; City; PID	I
<ul style="list-style-type: none"> <li>▪ Continue to produce marketing brochures aimed at tourists that indicate, with mapped locations, where festivals and related interest activities take place and ways to get there.</li> </ul>	VL; PID	I, II, III
<ul style="list-style-type: none"> <li>▪ Make the Downtown Core visitor friendly by updating tourism pamphlets and other information to market the retail streets and local festivals.                             <ul style="list-style-type: none"> <li>▪ Update/create tourism, local resident, and employee maps that identify retail and pedestrian streets, public parking, cultural, civic, and entertainment venues.</li> </ul> </li> </ul>	VL; City	I, II, III
<ul style="list-style-type: none"> <li>▪ Locate kiosks at strategic locations within the Downtown Core that include maps of Downtown, walking tours, locations of retail/restaurant establishments and related tourism functions.</li> </ul>	City; VL; COC	I
<ul style="list-style-type: none"> <li>▪ Initiate a public relations campaign focused on passing bond issues in 2008 election. Initiative should include public workshops.</li> </ul>	City; COC; VL	I
<ul style="list-style-type: none"> <li>▪ Conduct an assessment and inventory of local/regional historical assets to leverage in expanded Heritage Tourism promotion.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Undertake marketing campaigns targeted at                             <ul style="list-style-type: none"> <li>▪ Lubbock residents</li> <li>▪ West Texas residents</li> <li>▪ State residents</li> <li>▪ Southwestern US residents</li> <li>▪ National conference and event organizers</li> </ul> </li> </ul>	VL; City; PID	I, II, III
<ul style="list-style-type: none"> <li>▪ Coordinate with hotel and conference center management to attract conferences and events, and to align downtown promotions with special events.</li> </ul>	VL; City	I, II, III

<b>ECONOMIC DEVELOPMENT</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<ul style="list-style-type: none"> <li>▪ Marketing responsibilities should also include scheduling the farmers' market, artist days, street festivals and other activities within the Downtown.                             <ul style="list-style-type: none"> <li>▪ Market and coordinate festivals to promote activities during every weekend of the high tourism season.</li> <li>▪ Coordinated efforts with Downtown businesses to remain open during these events should also take place.</li> <li>▪ Incorporate logistical aspects that mitigate adverse impacts upon downtown retailers.</li> </ul> </li> </ul>	VL; City; PID	I, II, III
<ul style="list-style-type: none"> <li>▪ Undertake a community outreach program to build support for and participation in Downtown Revitalization. Promote volunteer positions on revitalization committees, or with downtown-based organizations.</li> </ul>	City; PID	I
<ul style="list-style-type: none"> <li>▪ Develop a series of articles highlighting Lubbock's cultural, tourism and commercial treasures. Feature one each month in appropriate regional or national tourism publications.</li> </ul>	City; VL; PID	I
<ul style="list-style-type: none"> <li>▪ Continue to work with local and regional media for placement of articles regarding downtown activities and developments.</li> </ul>	City; VL; PID	II, III
<b>Arts, Entertainment &amp; Culture</b>		
<ul style="list-style-type: none"> <li>▪ Establish an "Art in Public Places" program that showcases local and regional artists.</li> </ul>	City; CAE	II, III
<ul style="list-style-type: none"> <li>▪ Support and expand outreach programs of local cultural bodies. Activities might include:                             <ul style="list-style-type: none"> <li>▪ In-school programs</li> <li>▪ Representation at/ hosting of regional and national festivals/workshops/meets/competitions</li> </ul> </li> </ul>	City; CAE	II
<ul style="list-style-type: none"> <li>▪ Pursue opportunities for artists' live/work studio spaces, particularly along Avenue J within the Arts &amp; Cultural District.</li> </ul>	City; CAE; DLG	II
<ul style="list-style-type: none"> <li>▪ Consider creation of an artist-in-residence program.</li> </ul>	City; CAE; DLG	III
<ul style="list-style-type: none"> <li>▪ Identify opportunities/niches for additional museums and attractions that would contribute tourism appeal to the Downtown Core.</li> </ul>	City; CAE	II
<ul style="list-style-type: none"> <li>▪ Pursue state cultural district designation, as recommended by the Lubbock Arts Alliance. Coordinate with LAA to spearhead this effort.</li> </ul>	City; CAE	I

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<b>ECONOMIC DEVELOPMENT</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<b>Funding</b>		
<ul style="list-style-type: none"> <li>▪ Review and update established economic incentive policies in context with goals for the Downtown Core. Potential areas include:                             <ul style="list-style-type: none"> <li>• Building permit and utility fee reductions and deferrals</li> <li>• Historic preservation easements</li> <li>• Relocation assistance</li> <li>• Site clearing/demolition</li> <li>• Property tax abatement</li> <li>• Historic preservation tax incentives</li> </ul> </li> </ul>	City; DLG	I
<ul style="list-style-type: none"> <li>▪ Coordinate and leverage application for grants/funding for physical, economic and tourism related funds.</li> </ul>	City; DLG	I, II, III
<ul style="list-style-type: none"> <li>▪ Evaluate the feasibility of various financing options such as:                             <ul style="list-style-type: none"> <li>• Tax Increment Financing (TIF)</li> <li>• Public/Private partnerships</li> <li>• Public Improvement Districts (PID)</li> <li>• Economic Development Corporations</li> <li>• Texas Enterprise Fund</li> <li>• City/County Venue Tax</li> <li>• General Obligation Bond Issue</li> <li>• SBA Section 504 loans</li> <li>• Community Development Block Grants</li> <li>• EDA grants and loans</li> </ul> </li> </ul>	City, PID	I
<ul style="list-style-type: none"> <li>▪ Contact local banks to:                             <ul style="list-style-type: none"> <li>▪ Set up low-interest loans for businesses, building purchase, start-up, and façade renovation.</li> <li>▪ Utilize Community Reinvestment Act funds for preservation.</li> </ul> </li> </ul>	DLG	I
<ul style="list-style-type: none"> <li>▪ Explore establishment of a Community Development Foundation to oversee and administer non-traditional lending and finance programs.</li> </ul>	City; DLG	I
<ul style="list-style-type: none"> <li>▪ Initiate fundraising effort to solicit required community contribution to Performing Arts Center.</li> </ul>	COC; CAE	I

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<b>POLICY &amp; LAND USE</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<ul style="list-style-type: none"> <li>▪ Incorporate <i>Downtown Lubbock 2020</i> as legal entity or contract with master developer to implement the Action Plan. Obtain agreement to participate from current Redevelopment Commission Members. Identify and solicit additional specialized members, as needed. Fund and staff DL2020 with an executive director and an assistant. Identify sub-groups of members responsible for:               <ul style="list-style-type: none"> <li>▪ Public/private communication coordination</li> <li>▪ Monitoring of development proposals and support those found favorable in front of appropriate approval boards</li> <li>▪ Cultivate relationships with state officials to solicit on-going support for various current and future projects</li> </ul> </li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Prepare and issue a Request for Qualifications (RFQ) package for Master Developer for the Downtown Core.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Request full proposals (Request for Proposal, or RFP) from leading 2 or 3 applicants from RFQ process.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Interview, select and contract Master Developer for the Downtown.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Create and fill a new position under the office of the Assistant City Manager for Development Services. This position would have direct responsibility for oversight of the Downtown Action Plan implementation process and for assuring that downtown projects receive the full and undivided attention of City officials.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Take the Action Plan “on the road” to state and federal government representatives, legislative leaders, and executive departments, to inform and solicit support of the plan’s implementation. These include individuals and organizations of a public, private, and institutional nature as well as those having a local, regional, or national perspective.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Formally adopt Downtown Revitalization Action Plan as official City of Lubbock Policy.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Encourage developers to bring the review process at the schematic design stage so that urban design, transportation, land use, signage, landscaping, streets, and pedestrian objectives can be met early on in the process.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Convene a Developers’ Roundtable to discuss current incentives and barriers to development within the Downtown Core.</li> </ul>	City; DLG; COC	I
<ul style="list-style-type: none"> <li>▪ Review <i>Design Standards for the Central Business District</i> (June 1999) to ensure compatibility with this Action Plan. Update and modify the <i>Standards</i> as necessary. Consider including more specific, binding language in the <i>Standards</i>. Include a map with the <i>Standards</i>, to clarify boundaries of each district, and overall scope of the <i>Standards</i>.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Adopt the proposed CB zone districts.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Prioritize and promote Broadway- and Buddy Holly-facing sites as commercial infill sites.</li> </ul>	City; DLG	I

## City of Lubbock I Downtown Revitalization Action Plan

<b>POLICY &amp; LAND USE</b>		
<ul style="list-style-type: none"> <li>▪ Create a land trust/land bank mechanism that pools private and public funds to acquire strategic properties critical to Action Plan execution. Acquire properties in critical development positions, including:                             <ul style="list-style-type: none"> <li>▪ All properties in two block area designated as Festival Park</li> <li>▪ Properties facing Festival Park</li> </ul> </li> </ul>	City; DLG	I
<ul style="list-style-type: none"> <li>▪ Increase and diversify Downtown Core housing stock. Identify most appropriate market segment to initiate residential return to downtown. Categories include:                             <ul style="list-style-type: none"> <li>▪ Senior housing</li> <li>▪ Empty-nesters</li> <li>▪ Affordable housing</li> <li>▪ Multi-family housing</li> <li>▪ High-density townhomes</li> <li>▪ Lofts and condominiums, for-rent and for-sale</li> <li>▪ Student housing</li> </ul> </li> </ul>	City; DLG; private sector	I, II, III
<ul style="list-style-type: none"> <li>▪ Prepare an Avenue J strategy to complete façade renovation, new construction and tenanting in a compressed time frame. Public/private partnership may be necessary.</li> </ul>	City; DLG	II
<ul style="list-style-type: none"> <li>▪ Begin discussions with the County/jail for consolidation of services outside of Downtown Core.</li> </ul>	City; County	II
<ul style="list-style-type: none"> <li>▪ Identify potential conflicts between Preferred Plan uses and social services such as homeless shelters and soup kitchens. If conflicts exist, take early, pro-active action to find suitable relocation options.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Re-evaluate liquor laws within the Downtown Core. Consider allowing package liquor sales to encourage new businesses.</li> </ul>	DLG; private sector	I, II
<ul style="list-style-type: none"> <li>▪ Establish a pro-active planning process to mitigate adverse impacts of streetscape improvements upon downtown businesses.</li> </ul>	DLG	I
<ul style="list-style-type: none"> <li>▪ Establish a policy for Downtown business deliveries. Deliveries should be restricted to certain streets or access points where feasible, and to certain times of the day.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Ensure that solid waste removal is timed, along with deliveries, not to impede the peak hour flow of activities on streets and sidewalks.</li> </ul>	City	I

**City of Lubbock | Downtown Revitalization Action Plan**

<b>URBAN DESIGN</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<b>Streetscape</b>		
<ul style="list-style-type: none"> <li>▪ Commence conceptual streetscape design for streets designated as Streets for People. Include the following streets:                             <ul style="list-style-type: none"> <li>▪ Mac Davis Lane</li> <li>▪ Glenna Goodacre extension</li> <li>▪ 15<sup>th</sup> St</li> <li>▪ Avenue J</li> <li>▪ 16<sup>th</sup> St, Festival Park to Crickets Ave</li> <li>▪ Buddy Holly to Broadway</li> </ul> </li> </ul>	City; private consultant	I
<ul style="list-style-type: none"> <li>▪ Identify a specific streetscape handbook for downtown streets, or include detailed direction in the <i>Design Standards for the Central Business District</i>. This handbook should include:                             <ul style="list-style-type: none"> <li>▪ How sidewalk pavement from building face to back of curb is handled on key retail/pedestrian streets vs. other downtown streets</li> <li>▪ What amenities will be included based on the street typology. i.e. benches, trash receptacles, kiosks</li> </ul> </li> </ul>	City; private consultant	I
<ul style="list-style-type: none"> <li>▪ Formulate a brick streets plan, identifying streets to be removed and streets to be renovated. Prioritize streets adjacent to Phase I catalytic projects. Coordinate construction with utility activities to minimize construction disruption.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Institute a street tree program that seeks to plant trees on all streets within the Core, whether in the parkway or in tree grates. If existing pedestrian and amenity zone is insufficient for sidewalk and tree plantings, consider reconstructing and narrowing the street to allow for tree plantings.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Prepare a Citywide bicycle master plan.</li> </ul>	City	II
<ul style="list-style-type: none"> <li>▪ Identify funding sources and implement a façade improvement or similar program to assist private property owners in improving the appearance of their buildings. Give priority and special attention to structures facing Buddy Holly, Avenue J and Broadway.</li> </ul>	City; DLG; COC	I
<ul style="list-style-type: none"> <li>▪ Implement an 'active windows' program, where vacant ground-floor storefronts are used for window displays of local interest, activities and attractions.</li> </ul>	City; COC; VL	I
<ul style="list-style-type: none"> <li>▪ Modify street sections as indicated in Action Plan:                             <ul style="list-style-type: none"> <li>▪ Ave Q: reduce number of lanes, add planted median, widen sidewalks, add bike lane</li> <li>▪ Buddy Holly: remove parking on one side, add bike lanes</li> <li>▪ Texas Ave: narrow cross-section, add parallel parking, add bike lanes, enhance and widen pedestrian zone</li> </ul> </li> </ul>	City	II, III

## City of Lubbock I Downtown Revitalization Action Plan

<b>URBAN DESIGN</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<ul style="list-style-type: none"> <li>▪ Standardize curb ramps within the Downtown Core. Ensure ADA-accessibility, and outline a replacement program for existing ramps as well as new ramps for streets to be rebuilt.</li> </ul>	City	I, II, III
<ul style="list-style-type: none"> <li>▪ Reduce the number of blank walls on buildings, particularly on north/south pedestrian streets that have few doors and lots of sides of buildings, replacing them with appropriate enhancements such as art, murals, screens of historic photos of downtown and the community.</li> </ul>	City; COC, PID	I, II
<ul style="list-style-type: none"> <li>▪ Relocate Walk of Fame to Depot Entertainment District Festival Park.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Create pedestrian promenade along 15<sup>th</sup> Street, from Festival Park to Arena/Baseball Stadium; require larger setbacks on north side of 15<sup>th</sup> Street to promote sun-friendly, outdoor pedestrian uses.</li> </ul>	City	I, II
<ul style="list-style-type: none"> <li>▪ Require existing private surface lots that do remain in the Downtown Core, particularly those facing Broadway, Buddy Holly and Ave J, to provide appropriate screening from the street, whether with plant materials or low walls.</li> </ul>	City	I, II, III
<ul style="list-style-type: none"> <li>▪ Expand the Broadway Banner Program to other parts of the downtown. Identify banners for each season and possibly special banners for special events.</li> </ul>	City; COC; PID	I, II
<ul style="list-style-type: none"> <li>▪ Explore establishment of a Downtown Streets Management Entity that immediately addresses the maintenance of sidewalks, striping, traffic control devices, street and pedestrian lights, and signage. This is typically, but not exclusively, associated with a formal established PID, BID or CID.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Install tenant directory signs within high volume pedestrian areas within the Downtown Core.</li> </ul>	City; COC; PID	II
<ul style="list-style-type: none"> <li>▪ Update the existing historic site survey. Utilize local historical society and architectural resources to evaluate existing building stock within the Downtown Core. Prioritize buildings on both 'ends' of the scale: to be retained and renovated, or to be replaced. File Design Historic Zone cases to protect existing building of architectural merit.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Sustain adequate maintenance of public areas including sidewalk and crosswalk surfaces, street and pedestrian lights, and readability of all Downtown signage.</li> </ul>	City; PID	I, II, III
<ul style="list-style-type: none"> <li>▪ Utilize pedestrian enhancements that add seasonal color to the streetscape, such as pots of annuals.</li> </ul>	City; PID	I
<ul style="list-style-type: none"> <li>▪ Maintain adequate lighting for safety and aesthetics.</li> </ul>	City	I, II, III
<b>Parks &amp; Open Space</b>		
<ul style="list-style-type: none"> <li>▪ Create a Parks &amp; Open Space framework plan for the Downtown Core. Identify desired levels of service (acres of park per resident/worker). Map rough distribution of new parks/plazas (above and beyond those identified in the Action Plan) throughout the Core, so that these amenities are well-located and appropriately sized, not 'left-over' spaces.</li> </ul>	City	I

**City of Lubbock | Downtown Revitalization Action Plan**

<b>URBAN DESIGN</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<ul style="list-style-type: none"> <li>▪ Require an open space component to all new downtown residential construction projects; open space may be aggregated on a multi-phase project, or cash-in-lieu may be paid to fund public open space within the Core.</li> </ul>	City	I, II, III
<ul style="list-style-type: none"> <li>▪ Explore teaming opportunities with Texas Tech Department of Landscape Architecture to utilize Downtown sites as ‘problems’ for student design studios. This design work may act as a starting point for large or small-scale renovation and revitalization efforts.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Remove surface parking adjacent to the old Post Office building along Buddy Holly; contract design and construction services for conversion to a public park.</li> </ul>	City; private consultant	III
<ul style="list-style-type: none"> <li>▪ Enhance Courthouse park to better address Broadway. This project is an excellent candidate for collaboration with a Texas Tech landscape architecture studio.</li> </ul>	City; County	II
<b>Signage &amp; Wayfinding</b>		
<ul style="list-style-type: none"> <li>▪ Initiate a comprehensive signage and wayfinding program that makes it easy to find and get around Downtown. Program should begin at the airport and continue into the Downtown Core. Types of signage include:                             <ul style="list-style-type: none"> <li>▪ Gateways</li> <li>▪ Directional signage</li> <li>▪ Public parking signage</li> </ul> </li> </ul>	City, COC, VL	I
<ul style="list-style-type: none"> <li>▪ Complete design of new Gateway signage. Fund, construct and install 9 new signs at:                             <ul style="list-style-type: none"> <li>▪ Texas Ave &amp; 8<sup>th</sup> St</li> <li>▪ Broadway &amp; Ave East</li> <li>▪ Broadway &amp; Ave Q</li> <li>▪ Ave Q &amp; 19<sup>th</sup> St</li> <li>▪ Ave Q &amp; Mac Davis Lane</li> <li>▪ Ave Q &amp; Marsha Sharp Freeway</li> <li>▪ Ave K &amp; Marsha Sharp Freeway</li> <li>▪ 19<sup>th</sup> St &amp; Buddy Holly</li> <li>▪ 19<sup>th</sup> St &amp; Ave F</li> </ul> </li> </ul>	City, COC, VL	I, II
<ul style="list-style-type: none"> <li>▪ Amend relevant city ordinances/guidelines to enable building owners and tenants to hang banners, awnings, signage, utilize sandwich boards, and add facade lighting and other building embellishments that enliven the Downtown. All of these elements must be carefully worded though to assure a consistent and not overwhelming/chaotic outdoor environment.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Implement new logo and slogan. Use consistently on marketing materials and signage.</li> </ul>	City, COC, LEDA, VL	I

## City of Lubbock I Downtown Revitalization Action Plan

<b>TRANSPORTATION &amp; UTILITIES</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<b>Parking</b>		
<ul style="list-style-type: none"> <li>▪ Evaluate a range of options for resolving immediate parking related issues. Alternatives may include:                             <ul style="list-style-type: none"> <li>▪ Establishing a short-term campaign program to identify existing underutilized parking areas.</li> <li>▪ Restriping to add spaces where feasible</li> <li>▪ More strict enforcement</li> <li>▪ Establishment of designated employee-parking areas at the periphery of the Downtown Core.</li> </ul> </li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Begin discussions with owners of private surface parking for shared parking and public parking programs.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Develop a parking management strategy. Focus on short-term parking and visitor lots. Evaluate existing hourly limits on parking—whether more parking should be limited, if time limits are appropriate, etc.</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Enforce both public and private parking restrictions</li> </ul>	City; PID; property owners	I
<ul style="list-style-type: none"> <li>▪ Explore shared-parking opportunities with existing churches within and immediate to the Core, as well as existing downtown businesses that have dedicated lots that are not in use in the evenings.</li> </ul>	City; churches; COC; private owners	I
<ul style="list-style-type: none"> <li>▪ Develop a standard public parking identification system that is attractive and easily identifiable by users. This standard signage should be used for all public lots and should clearly identify them as public.</li> </ul>	City; COC	II
<ul style="list-style-type: none"> <li>▪ Establish dedicated parking areas on the periphery of downtown for employees and owners of downtown establishments in order to alleviate spaces immediate to downtown establishments for short-term patron use. Institute a publicity campaign that emphasizes walking from satellite lots to work as an easy way to add exercise to a busy schedule.</li> </ul>	City; COC	II
<ul style="list-style-type: none"> <li>▪ Once solutions to downtown parking issues have been implemented, coordinate a community outreach campaign to change current perception of 'not enough parking'.</li> </ul>	City; COC; VL	II
<b>Bikes &amp; Public Transit</b>		
<ul style="list-style-type: none"> <li>▪ Create recreational bike and pedestrian loops that allow non-vehicular access to parks just outside of the Downtown Core.</li> </ul>	City; private consultant	III
<ul style="list-style-type: none"> <li>▪ Provide adequate bicycle facilities at visitor destinations and public facilities, as well as on-street locations.</li> </ul>	City; property owners	II
<ul style="list-style-type: none"> <li>▪ Create a bike plan for all of Lubbock. Designate bike routes within the Downtown Core that link to larger City routes.</li> </ul>	City	II
<ul style="list-style-type: none"> <li>▪ Provide shuttle connection along Avenue J, between the Arts &amp; Convention District, and between Texas Tech and the Depot Entertainment District.</li> </ul>	Citibus; City; PID	II

**City of Lubbock | Downtown Revitalization Action Plan**

<b>TRANSPORTATION &amp; UTILITIES</b>		
<b>Action</b>	<b>Responsible</b>	<b>Phase</b>
<b>Infrastructure</b>		
<ul style="list-style-type: none"> <li>▪ Prepare a comprehensive capital-improvements plan and program to anticipate and funding necessary for public infrastructure. Plan should align with phasing plan for catalytic projects, and cover:                             <ul style="list-style-type: none"> <li>▪ Roadways</li> <li>▪ Water</li> <li>▪ Sewer</li> <li>▪ Electric</li> <li>▪ Telephone</li> <li>▪ Parks</li> <li>▪ Open space and trails</li> <li>▪ High-speed communication</li> </ul> </li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Establish and promote a 'Smart Building' policy for the Downtown Core that requires all new construction to be smart buildings, and provides incentives for rehabilitation of existing buildings as smart buildings. (Smart buildings are buildings with appropriate high -speed fiber optic lines, adequate power and phone lines, etc.)</li> </ul>	City	I
<ul style="list-style-type: none"> <li>▪ Initiate discussions with utilities regarding consolidation and sharing of facilities. The goal is to remove utilities in E-W alleys, so that parcels can be consolidated for more attractive development opportunities.</li> </ul>	City; DLG	I
<ul style="list-style-type: none"> <li>▪ Work with utility companies to remove redundant or decommissioned infrastructure located in alleys.</li> </ul>	City; DLG	I
<ul style="list-style-type: none"> <li>▪ Realign Glenna Goodacre and extend North Overton-style streetscape to door of Civic Center.</li> </ul>	City	III
<ul style="list-style-type: none"> <li>▪ Realign Ave K/Ave L at library, to allow for relocation of library parking to east side.</li> </ul>	City	II

## SECTION 5: FUNDING & PHASING

### *Funding Sources*

As indicated in the previous recommendations section, there are a variety of funding mechanisms that should be explored for application to specific projects.

#### TAX INCREMENT FINANCING

Tax increment financing (TIF) is a tool that cities can use to publicly finance needed infrastructure improvements within a defined area. These improvements usually are undertaken to promote the viability of existing businesses and to attract new commercial enterprises to the area. Lubbock is accustomed to TIF as it is the major public financing source in support of the Overton Park redevelopment. The City also has a downtown TIF in place.

Important in understanding TIF is that the property and the retail stores pay all taxes in full; there is no tax abatement. The value of the incentive is not in operating cost savings to the property owners or retailers, but in the capital costs where TIF pays some of those costs while the owner pays the rest. The owner does not have to absorb many of the costs of on-site or adjacent infrastructure improvements, nor does the property have to await the availability of normal capital improvements funding from the city.

The cost of TIF-eligible improvements to the area is repaid by the contribution of future tax revenues that would otherwise accrue to each taxing unit that levies taxes against the property. Specifically, each taxing unit can choose to dedicate all, a portion of, or none of the increased, or incremental, tax revenue that is attributable to the increase in property values due to the improvements within the reinvestment zone. Additional tax revenue that is received 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.

More recently, the Texas TIF law was amended to enable retail sales taxes for TIF. Thus, net new, or incremental, sales taxes generated because of a redevelopment project can be captured to pay for TIF-eligible expenses. Where a project includes a great deal of retailing (e.g., Overton Park), the combination of property and sales tax increments can be quite powerful.

Tax increment financing is initiated by petition of affected property owners. It can also be initiated by the city council if one of the following three criteria is met:

1. The area impairs the city's growth, retards provision of housing, or constitutes a liability to the public health, safety, morals, or welfare because of a substantial number of substandard structures, sidewalks or street layout, faulty lot layouts, unsanitary or unsafe conditions, a tax or special assessment delinquency that exceeds the fair market value of the land, defective or unusual conditions of title, or conditions that endanger life or property by fire or other cause;
2. The area is predominantly open or, because of obsolete platting, deteriorating structures or other factors, it substantially impairs the growth of the city; or
3. The area is in or adjacent to a "Federally assisted new community."

For downtown Lubbock, it is best at this time to focus the expenditures from TIF funds on underground utilities which are intended to induce additional development. All of downtown will benefit from these utility projects, so it is appropriate that all of downtown continue to be a TIF district.

### PUBLIC/PRIVATE SECTOR PARTNERSHIPS

When significant public incentives are required to make a project financially feasible public/private sector partnerships are often utilized. Through a legally binding agreement, both parties enter into a development agreement outlining the responsibilities, financial contributions and profit sharing for each party. Such an equity partnership can involve added risk by exposing the city to additional financial responsibilities should the project fail.

A potential application for a public/private sector partnership would involve the construction of multi-family, medium-density housing. The City of Lubbock could assist private developers through land acquisition and construction financing.

Map: Existing Downtown TIF

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## PUBLIC IMPROVEMENT DISTRICTS

A PID offers cities and counties a means to levy and collect special assessments on property to accomplish any of the following improvements:

- water, wastewater, health and sanitation, or drainage improvements
- street and sidewalk improvements
- mass transit improvements
- parking improvements
- library improvements
- landscaping and other aesthetic improvements
- art installation
- pedestrian malls

A PID under Texas law is known more generically around the U.S. as a business improvement district, or BID, though different states have different names. Community Improvement District (CID) is another variant or name. PIDs are being initiated by a growing number of businesses and merchant associations in an effort to increase the competitiveness of their downtown environments in the context of their regional marketplaces. PIDs are mechanisms used by property owners and merchants in a defined district to “assess” themselves by adding to their property tax payments or valuation, or by imposing a separate fee per square foot of floor area or land area. These funds are then used to collectively provide services (e.g., maintenance, security, and marketing) and/or capital improvements (e.g., roads, parking facilities, and street furniture) that supplement those provided by the cities in which they operate.

In every instance, PIDs include some form of self-assessment, where the proceeds fund specific objectives that are defined by the members of the district (there may be some sort of oversight board of directors), and are implemented within the boundaries of that district. In addition to the self-imposed nature of the assessment, PID revenues differ from municipal taxes in that participants input on where and how their money is spent, thus increasing the likelihood of willing participation.

The Texas PID Assessment Act has quite a bit of public sector involvement in the creation and funding of a district, perhaps more than in some other states, though the effective outcome is the same. The act allows any city to levy and collect special assessments on property that is within the city. In effect, the city approves an added “tax” within the PID and collects it for the benefit of the PID, but the money can be spent only to the benefit of the PID. The statute authorizing the creation of PIDs is found in Chapter 372 of the Local Government Code.

### TEXAS ENTERPRISE FUND

The Texas Enterprise Fund was established in 2003 (and reauthorized in 2005) to allow the state to respond quickly and aggressively to opportunities to bring jobs and employers to Texas. The funds are used primarily to attract new business to the state or assist with the substantial expansion of an existing business as part of a competitive recruitment situation. Funds are also appropriated for a variety of economic development projects, including infrastructure development, community development, job training programs and business incentives, as well as to attract technology and biotechnology businesses and support university research.

To be eligible for Texas Enterprise Fund support, a project must demonstrate a significant return on the state’s investment and strong local support. The review process will consider a variety of factors associated with each project, including job creation and wages, capital investment, the financial strength of the applicant, the applicant’s business history, analysis of the relevant business sector, and public and private sector financial support. Before funds can be awarded, the Governor, Lieutenant Governor and Speaker must unanimously agree to support the use of the Texas Enterprise Fund for each specific project.

## ECONOMIC DEVELOPMENT CORPORATIONS

The Texas Development Corporation Act of 1979 allows municipalities to create nonprofit development corporations to promote new and expanded industry and manufacturing activity. The corporations operate separately from municipalities, with boards of directors that oversee their efforts. They are financed with a local option sales tax for economic development that is one of the most popular tools used by cities to promote economic development. Section 4A of the enabling legislation was added in 1989, which allowed development corporations to be funded by the imposition of a local sales tax. Section 4B was added in 1991 allowing the tax to promote a wider range of civic and commercial projects.

The Lubbock Economic Development Alliance (EDA) is already designated as a 4A economic corporation with a primary purpose of creating new jobs and investment within the city. In order to achieve this, it is comprised of two non-profit, 501-C corporations created by the Lubbock City Council: Lubbock Economic Development Alliance itself and Market Lubbock, Inc., which has the responsibility for promoting the city to encourage economic growth.

The Alliance, however, is responsible for and to the entire city of Lubbock, and not just Downtown. Thus, it is important for the Downtown Action Plan that a new entity be created (proposed herein as Downtown Lubbock 2020) as Downtown's principal advocate. DL 2020 would also coordinate its work with that of the EDA so that downtown's interests coincide with the interests of the entire city.

## CITY/COUNTY VENUE TAX

In 1997, the sports and community venue project legislation was passed by the Texas legislature to finance the construction of stadium facilities for professional sports teams. The bill also provides a broad authority to finance a wide array of economic development projects. A “venue” can be a stadium, convention center, theater, park, zoo, museum, plaza, tourist development, or recreation system. Cities and counties may choose to propose a venue project tax to diversify the sources of revenue they have to promote a specific economic development project.

Revenue sources include sales tax, hotel occupancy tax, short-term motor vehicle rental tax, event parking tax, event admissions tax, and venue facility use tax. Both the tax and the venue project must be approved by the voters. In limited cases, venue sales tax can be proposed even if the city is already at its maximum sales tax rate; in such a circumstance, voters can approve an automatic reduction of an existing sales tax.

Once approved, bonds and other obligations to pay for the costs may be issued. These must be payable from and secured by the revenues in the venue project fund and must mature within 30 years of the date issued. Additionally, any such obligations must be approved by the Public Finance Division of the Texas Attorney General's Office.

The Downtown Lubbock Action Plan has several catalytic projects that might qualify for use of venue taxes.

## GENERAL OBLIGATION BOND ISSUE

A general obligation (G.O.) bond is simply a debt instrument sold in order to raise money to build civic structures. When the use of that structure has little or no revenues that might be directed toward capital improvements (paid for with the bond money), it may impose a property tax on all taxable property for the purpose of repaying the bonded indebtedness. Because the tax is imposed on everyone, it is known as a general obligation. Such bonds must be approved by the voters at an election on the issue.

Cities can issue G.O. bonds for permanent public improvements such as hospital sites, park purposes, airports, utility systems, parks or swimming pools, civic centers, auditoriums, museums, libraries, golf courses, tennis courts, and other municipal buildings such as swimming pools, golf courses, ballparks, and fairgrounds. Among the catalytic projects of the Downtown Action Plan, the 2007 Citizens Advisory Committee recommends that G.O. bonds help to finance the proposed performing arts center and the proposed renovation of the Memorial Civic Center.

## SMALL BUSINESS ASSOCIATION (SBA) SECTION 504

### LOANS

The CDC/504 loan program is a long-term financing tool for economic development within a community. The 504 Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. A Certified Development Company is a nonprofit corporation set up to contribute to the economic development of its community. CDCs work with the SBA and private-sector lenders to provide financing to small businesses.

Typically, a 504 project includes a loan secured with a senior lien from a private-sector lender covering up to 50 percent of the project cost, a loan secured with a junior lien from the CDC (backed by a 100 percent SBA-guaranteed debenture) covering up to 40 percent of the cost, and a contribution of at least 10 percent equity from the small business being helped.

\* Excerpted from <http://www.sba.gov/services/financialassistance/sbaloantopics/cdc504/index.html>

## COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

CDBG funding is a federal program administered by the US Department of Housing and Urban Development (HUD). These grants are less project-specific in nature than many other grant programs, and accord a fair amount of discretion to state and local governments. Grantees, typically larger cities and urban counties, prepare goals for the CDBG funds; public meetings are a key part of the CDBG process, in order to assure that funds are used for desired projects. Projects must also demonstrate alignment with broad HUD priorities, including low- and moderate-income housing.

CDBG funds may be used for a wide variety of community development activities. Projects may be hard infrastructure (water, sewer, sidewalk construction or repair), upgrades/construction of community facilities, or economic/job development efforts. Acceptable uses of funds also include real estate acquisition, relocation, demolition, rehabilitation or conversion/re-purposing of existing buildings (housing, commercial, civic).

## ECONOMIC DEVELOPMENT ADMINISTRATION (EDA) GRANTS AND LOANS

Another federal agency, the Economic Development Administration (EDA) has a number of programs that assist communities in rehabilitation and revitalization efforts. Two programs in particular that should be explored by agencies charged with Lubbock's revitalization efforts are the Public Works and Economic Development Program, and the Economic Adjustment Assistance Program.

Public Works and Economic Development investments help support the construction or rehabilitation of essential public infrastructure and facilities necessary to generate or retain private sector jobs and investments, attract private sector capital, and promote regional competitiveness, including investments that expand and upgrade infrastructure to attract new industry, support technology-led development, redevelop brownfield sites and provide eco-industrial development.

The Economic Adjustment Assistance Program provides a wide range of technical, planning and infrastructure assistance in regions experiencing adverse economic changes that may occur suddenly or over time. This program is designed to respond flexibly to pressing economic recovery issues and is well suited to help address challenges faced by U.S. regions and communities.

## TEXAS CAPITAL ACCESS PROGRAM

The Texas Capital Access Program was established to increase the availability of financing for businesses and non-profit organizations that face barriers in accessing capital. It encourages financial institutions to support businesses that do not meet the requirements of conventional loans, lack sufficient collateral to qualify for conventional financing, or do not meet other business requirements. Eligible borrowers must be either a small or medium-size business with less than 500 employees, a non-profit organization, or domiciled in this state or having at least 51 percent of its employees located in this state. The proceeds may be used for working capital or the purchase, construction, or lease of capital assets, which include buildings and equipment.

## LINKED DEPOSIT PROGRAM

The Linked Deposit Program was established to encourage lending to historically underutilized businesses, childcare providers, nonprofit corporations and/or small businesses located in an enterprise zone. This program offers lenders and borrowers a lower cost of capital. Participating lenders pay a lower interest rate on the linked deposit received from the State. Loan amounts range from \$10,000 to \$250,000. Eligible businesses may use the proceeds of a Linked Deposit loan for a variety of needs, including working capital, and the purchase, construction or lease of capital assets, which include land, buildings and equipment. Loans to start-up businesses are permissible, subject to the lender's normal credit evaluation.

## CHAPTER 380 FINANCING

Chapter 380 of the Local Government Code provides legislative authority for Texas municipalities to provide a grant or a loan of city funds or services in order to promote economic development. Cities have utilized the provisions under this law to provide a wide array of incentives that have drawn businesses and industries to locales throughout Texas. This statute basically provides for loans and grants of city funds, as well as the use of city staff, city facilities, or city services at minimal or no charge. Whether a city provides any such incentive is completely discretionary.

## TEXAS HISTORICAL COMMISSION MAIN STREET CITY PROGRAM

Each year, the Texas Historical Commission selects up to five Texas cities and urban areas as official Texas Main Street cities. Selected communities are eligible to receive a range of services, including design assistance, economic development training, tourism promotion and merchandising advice. Selected cities must commit to a 3-year program.

## *Funding Split*

Who pays for revitalization is a big question, perhaps *the* question. The answer is complicated, and depends not only on the element in question, but also on factors such as phasing and market demand.

This Action Plan assume three sources of capital financing: private, public and civic.

### *PRIVATE FUNDS*

'Private' refers to funding by private corporations, such as developers. Private money seeks investment opportunity, projects that will produce a profit within a short- to medium-term timeframe. For this reason, private funding can be difficult to attract during early phases of a project, or in an untested market.

### *PUBLIC FUNDS*

'Public' refers to funding by a public entity, usually a government body such as a city, county or state. Federal money is also considered public. Public money is typically not spent with expectation of a profit, but rather on projects that are expected to contribute to the common good, whether it be through provision of essential services such as utilities, or public resources such as a convention center. Although it does not seek a profit and depending on source (such as general issue bonds), public money may require return on investment, such as increased tax revenue, so that the money can be repaid and used for further public improvements. Again depending on source, public funding may or may not be considered 'patient' money, funds that can be used for projects with a long-term timeframe for return.

### *CIVIC FUNDS*

'Civic' refers to two broad categories of donations: from community members (avoiding the term 'private citizens', so as not to be confused with 'private funds') and from organizations and foundations.

Community funding would represent funds from moneyraising campaigns ('Donate to the new Performing Arts Center!') or even nominal 'sales' ('Buy a brick to support the new streetscape program.')

Foundational funding includes grants and similar funding from philanthropic individuals, foundations or organizations. Again, although these are private organizations, the monies received from them is a different category than 'public funds.'

## PROJECTING FUNDING SPLIT

Some projects, as public resources, will obviously require most of their funding to be public. The Civic Center renovation and expansion is one such project. The City can expect to see increased tax revenue from more frequent conventions, and an indirect increase in revenue from increased spending in the community by conventioners, but there is little attraction for a private developer to invest in this project. Civic donations will likely be minimal, as the project does not appeal to any particular niche, such as supporters of the arts.

In contrast, although the Performing Arts Complex is also a project with heavy public funding, it can expect to garner a fair amount of civic funding, through its broad spectrum appeal to concert-goers, dance lovers, and the like.

The arena is yet a third case of a heavily public funded project. The nature of this facility, however, opens up the possibility for 'private' funding in the form of naming rights. In this case, a private corporation will pay a fee to have the arena carry the name of the company, permanently or for a specified time period, at which time the contract may be renewed or the facility may be renamed.

Other projects will have different funding structures depending upon their phasing and the success of initial revitalization efforts. An example of this type of project is new residential construction. Early residential, or residential mixed-use, projects will likely need a significant amount of public subsidy, because of the unproven nature of the downtown residential market. This uncertain environment poses additional risk for investors, and makes it more difficult to attract one willing to take this chance. This public contribution might be a public/private partnership in which the City puts up actual funding. Contribution could also take the form of utility installation, rebated fees or taxes, or similar programs. Once redevelopment has become to show results, property values will rise, potential profits are greater, and projects become more attractive to developers. For this reason, mid- and later-phase residential can be expected to require much less public involvement.

## PROJECT BREAK-DOWN

The chart on the next page shows the projected costs, phasing, and funding split of the major components of the Preferred Plan. Detailed analysis by District can be found in the appendices of this document.

**City of Lubbock | Downtown Revitalization Action Plan**

TOTAL DOWNTOWN				Size	Development/Construction Costs		Sources of Capital Financing			Early Phase 1 to 4 Years	Mid Phase 5 to 8 Years	Late Phase 9 to 12 Years
							Private	Public	Civic	Catalytic Projects		
<b>Catalytic Projects</b>												
1	Performing Arts Center	2,000 seats	\$ 37,500 per seat	\$ 75,000,000	0%	31%	69%	\$ -	\$ -	\$ 75,000,000	\$ -	\$ -
2	Civic Center Renovation	30,000 sq. ft.	\$ 1,400 per sf	\$ 42,000,000	0%	100%	0%	\$ 42,000,000	\$ -	\$ -	\$ -	\$ -
2	Civic Center Expansion	20,000 sq. ft.	\$ 1,400 per sf	\$ 28,000,000	0%	100%	0%	\$ -	\$ 28,000,000	\$ -	\$ -	\$ -
3	Office Flex Project	300,000 sq. ft.	\$ 300 per sf	\$ 90,000,000	85%	15%	0%	\$ 90,000,000	\$ -	\$ -	\$ -	\$ -
4	Mixed Use Residential (20%)	100 units	\$ 270,000 per unit	\$ 27,000,000	90%	10%	0%	\$ 27,000,000	\$ -	\$ -	\$ -	\$ -
4	Mixed Use Retail	8,000 sq. ft.	\$ 250 per sf	\$ 2,000,000	90%	10%	0%	\$ 2,000,000	\$ -	\$ -	\$ -	\$ -
4	Mixed Use Residential (50%)	250 units	\$ 270,000 per unit	\$ 67,500,000	90%	10%	0%	\$ -	\$ -	\$ 67,500,000	\$ -	\$ -
4	Mixed Use Retail	12,000 sq. ft.	\$ 250 per sf	\$ 3,000,000	90%	10%	0%	\$ -	\$ -	\$ 3,000,000	\$ -	\$ -
4	Mixed Use Residential (30%)	150 units	\$ 270,000 per unit	\$ 40,500,000	90%	10%	0%	\$ -	\$ -	\$ -	\$ -	\$ 40,500,000
4	Mixed Use Retail	12,000 sq. ft.	\$ 250 per sf	\$ 3,000,000	90%	10%	0%	\$ -	\$ -	\$ -	\$ -	\$ 3,000,000
5	Festival Park Phase 1	86,000 sq. ft.	\$ 20 per sf	\$ 1,720,000	0%	85%	15%	\$ 1,720,000	\$ -	\$ -	\$ -	\$ -
5	Festival Park Phase 2	108,000 sq. ft.	\$ 20 per sf	\$ 2,160,000	0%	85%	15%	\$ -	\$ -	\$ 2,160,000	\$ -	\$ -
6	Movie Theater	8 screens	\$ 550,000 per screen	\$ 4,400,000	80%	20%	0%	\$ 4,400,000	\$ -	\$ -	\$ -	\$ -
7	Arena	8,000 seats	\$ 7,500 per seat	\$ 60,000,000	0%	100%	0%	\$ -	\$ -	\$ 60,000,000	\$ -	\$ -
<i>Subtotal: Catalytic Projects</i>					\$446,280,000	\$208,720,000	\$185,416,000	\$52,145,000	\$167,120,000	\$235,660,000	\$43,500,000	
<b>Supporting Elements</b>												
8	PAC Parking Garage	1,200 spaces	\$ 15,000 per space	\$ 18,000,000	0%	31%	69%	\$ -	\$ 18,000,000	\$ -	\$ -	\$ -
8	Hotel Parking Garage	300 spaces	\$ 15,000 per space	\$ 4,500,000	80%	10%	10%	\$ -	\$ 4,500,000	\$ -	\$ -	\$ -
8	Civic Center Parking Structure	300 spaces	\$ 15,000 per space	\$ 4,500,000	80%	10%	10%	\$ -	\$ 4,500,000	\$ -	\$ -	\$ -
8	Arena Parking Structure	1,800 spaces	\$ 15,000 per space	\$ 27,000,000	10%	75%	15%	\$ -	\$ 27,000,000	\$ -	\$ -	\$ -
9	Arts Related Offices	25,000 sq. ft.	\$ 150 per sf	\$ 3,750,000	20%	55%	25%	\$ -	\$ -	\$ -	\$ 3,750,000	\$ -
10	Heritage Park	121,000 sq. ft.	\$ 20 per sf	\$ 2,420,000	0%	75%	25%	\$ 2,420,000	\$ -	\$ -	\$ -	\$ -
11	Major Hotel	400 rooms	\$ 150,000 per room	\$ 60,000,000	100%	0%	0%	\$ -	\$ -	\$ 60,000,000	\$ -	\$ -
12	Arts/Convention/Entertainment	40,000 sq. ft.	\$ 130 per sf	\$ 5,200,000	90%	10%	0%	\$ -	\$ -	\$ -	\$ 5,200,000	\$ -
14	Residential Park	87,000 sq. ft.	\$ 20 per sf	\$ 1,740,000	0%	80%	20%	\$ -	\$ -	\$ -	\$ 1,740,000	\$ -
16	Collegiate Hall of Fame	30,000 sq. ft.	\$ 675 per sf	\$ 20,250,000	45%	10%	45%	\$ -	\$ -	\$ -	\$ 20,250,000	\$ -
17	Boutique Hotel	80 rooms	\$ 150,000 per room	\$ 12,000,000	90%	10%	0%	\$ -	\$ -	\$ -	\$ 12,000,000	\$ -
<i>Subtotal: Supporting Elements</i>					\$159,360,000	\$95,243,000	\$35,790,000	\$28,328,000	\$2,420,000	\$114,000,000	\$42,940,000	
<b>Streets and Utilities</b>												
	Streets for People	27,600 linear feet	\$835 per lf	\$23,046,000	0%	85%	15%	\$23,046,000	\$0	\$0	\$0	\$0
	Traffic Signals			\$1,262,100	0%	100%	0%	\$1,262,100	\$0	\$0	\$0	\$0
	Brick Streets/Recon Brick			\$47,246,000	0%	100%	0%	\$47,246,000	\$0	\$0	\$0	\$0
	Brick Streets/Repaired Only			\$9,920,000	0%	100%	0%	\$9,920,000	\$0	\$0	\$0	\$0
	Brick Streets/Recon Asphalt			\$14,550,000	15%	85%	0%	\$14,550,000	\$0	\$0	\$0	\$0
	Water & San. Sewer	0		\$20,324,000	0%	100%	0%	\$15,474,400	\$4,192,000	\$657,600	\$0	\$0
	Electricity	0		\$2,032,000	0%	100%	0%	\$1,590,000	\$1,590,000	\$180,000	\$0	\$0
	Natural Gas	0		\$1,670,000	91%	9%	0%	\$365,000	\$945,000	\$360,000	\$0	\$0
	Drainage	0		\$2,045,000	0%	100%	0%	\$1,205,000	\$1,120,000	\$420,000	\$0	\$0
	Gateways	8 gateways	\$10,000 per gateway	\$80,000	0%	64%	36%	\$80,000	\$0	\$0	\$0	\$0
<i>Subtotal: Streets and Utilities</i>					\$122,175,100	\$3,627,000	\$115,062,200	\$3,485,900	\$113,410,500	\$7,847,000	\$1,617,600	
<b>Other Market-Based Development</b>												
	Retail	320,000 sq. ft.	\$130 per sf	\$41,600,000	90%	10%	0%	\$0	\$20,800,000	\$20,800,000	\$0	\$0
	Eating & Drinking Places	350,000 sq. ft.	\$130 per sf	\$45,500,000	90%	10%	0%	\$0	\$22,750,000	\$22,750,000	\$0	\$0
	Entertainment Venues	145,000 sq. ft.	\$130 per sf	\$18,850,000	89%	10%	1%	\$0	\$9,425,000	\$9,425,000	\$0	\$0
	Office Buildings	750,000 sq. ft.	\$130 per sf	\$97,500,000	90%	10%	0%	\$0	\$48,750,000	\$48,750,000	\$0	\$0
	Residential	1,200 units	\$211,250 per unit	\$253,500,000	90%	10%	0%	\$0	\$126,750,000	\$126,750,000	\$0	\$0
<i>Subtotal: Other Market-Based Development</i>					\$456,950,000	\$411,125,000	\$45,695,000	\$130,000	\$0	\$228,475,000	\$228,475,000	
<b>Key Existing or "On the Board" Projects</b>												
A	Wal-Mart	100,000 sq. ft.	\$130 per sf	\$13,000,000	100%	0%	0%	\$0	\$0	\$0	\$0	\$0
B	Pad Retail	10,000 sq. ft.	\$130 per sf	\$1,300,000	100%	0%	0%	\$0	\$0	\$0	\$0	\$0
C	Pad Retail	10,000 sq. ft.	\$130 per sf	\$1,300,000	100%	0%	0%	\$0	\$0	\$0	\$0	\$0
D	LHU Center for the Arts	40,000 sq. ft.	\$130 per sf	\$5,200,000	40%	20%	40%	\$0	\$0	\$0	\$0	\$0
E	Lubbock Public Library	40,000 sq. ft.	\$130 per sf	\$5,200,000	0%	90%	10%	\$0	\$0	\$0	\$0	\$0
F	Pioneer Hotel Condos	30,000 sq. ft.	\$350 per sf	\$10,500,000	90%	10%	0%	\$0	\$0	\$0	\$0	\$0
J	Cactus Theater	100,000 sq. ft.	\$130 per sf	\$13,000,000	100%	0%	0%	\$0	\$0	\$0	\$0	\$0
K	Visitor Center	6,000 sq. ft.	\$250 per sf	\$1,500,000	0%	90%	10%	\$0	\$0	\$0	\$0	\$0
L	Buddy Holly Center	10,000 sq. ft.	\$130 per sf	\$1,300,000	80%	10%	10%	\$0	\$0	\$0	\$0	\$0
<i>Subtotal: "On the Board" Projects</i>					\$52,300,000	\$41,170,000	\$8,250,000	\$4,180,000	\$0	\$0	\$0	\$0
<b>TOTAL DOWNTOWN DEVELOPMENT COST (excluding "on the board")</b>					\$1,184,765,100	\$718,715,000	\$381,963,200	\$84,088,900	\$282,950,500	\$585,982,000	\$316,532,600	
<b>Percent of Total</b>						61%	32%	7%				

## *Phasing*

This Action Plan assume three phases of four years each. Projects may be fast-tracked or delayed, and the total length of the phases may change, depending on market conditions and available funding.

That said, the general phasing plan presented at right is based on four factors: available funding, wow! factor, need for the facility, and projected absorption.

### AVAILABLE FUNDING

It would be wonderful to build all the projects recommended in the Action Plan within the next five years. Even with extremely effective fundraising and a talented grantwriter, however, there is a finite amount of funding available. For this reason, it is simply not possible to build all the big-ticket items at once. It is necessary to consider how much financial burden various sources can bear, the potential advantages of each project, and to formulate the right mix of projects to take advantage of but not overtax that funding.

### WOW! FACTOR

Lubbock needs to demonstrate that the city is serious about revitalization. For this reason, projects must also be assessed for their visibility, and their ability to excite both residents and potential investors.

### NEED

Some facilities are accorded higher priority because of a pressing need within the community. In cases like this, either the facility does not exist and there is a demonstrated need, or a facility does exist but is in poor or outdated condition. The Performing Arts Center and Civic Center Renovation have both been placed on the list of Phase I projects for this reason.

### PROJECTED ABSORPTION

Residential, office and commercial are all dependent upon tenants to occupy or buy them. It is important not to flood the market with too much product, a situation which would result in empty storefronts or dwellings. Unused product reflects negatively on downtown, discourages further investment, and pushes down prices on current properties. For this reason, these types of products are projected to come into the market in all three phases, piquing interest in the first phase, ramping up in the middle phase once downtown value has been established, and filling in remaining gaps in the final phase.

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Phasing Map

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## *Economic & Fiscal Impact*

If the Downtown Lubbock Revitalization Plan is constructed as presently delineated (excluding “on the board” projects that are already in place), the following estimated economic and fiscal impacts could occur over the 12-year period anticipated by the plan, all stated in 2007 dollar values.

### CONSTRUCTION JOBS

Overall, 10,040 construction jobs would be created during the 12 years of projected development.

But it is more accurate to project that the annual average number of construction jobs will be one-twelfth that number, or 840 per year. Some years will have more, some less, depending on the specific projects under construction.

- 599 jobs per year during Phase I
- 1,241 jobs per year during Phase II
- 670 jobs per year during Phase III

These jobs would constitute a substantial share of Lubbock County’s construction jobs which presently number about 9,500 according to federal statistics. Thus, downtown revitalization could command six to 13 percent of the construction labor force in any year – an indicator of the economic impact that can be engendered. Indeed, with downtown revitalization, an increase in the construction labor force may occur as more workers are attracted to Lubbock.

### PERMANENT JOBS

When fully built out, the “new” jobs added to downtown that are reflected in the Revitalization Plan would total 7,480.

- 1,785 in Phase I projects
- 3,697 in Phase II projects
- 1,997 in Phase III projects

Catalytic projects would support 1,408 permanent jobs; supporting elements would support 343 permanent jobs. Other market development would support 5,729 permanent jobs. Each job in the catalytic and supporting projects would, therefore, leverage an additional 3.3 jobs in Downtown Lubbock.

If those 7,480 permanent jobs were in place today, they would represent almost five percent of the jobs in Lubbock County.

## PROPERTY TAXES

The full build-out of the revitalization plan could result in increased property taxes paid to all relevant taxing jurisdictions of almost \$4.1 million per year (in 2007 dollars). This figure excludes the several major catalytic projects that would likely be tax exempt, such as the renovated Civic Memorial, the performing arts center, and possibly the arena.

The tax base would be enhanced by the private sector investments that would take place as a result of the catalytic projects, and there would be a “ramping up” to the total amount over the 12-year horizon as projects are constructed and occupied.

Assuming an increase of one-twelfth per year, this would cumulatively add about \$339,000 in tax payments each year, on average. The early years are programmed more heavily in favor of the catalytic projects that are intended to leverage future private investment. So the actual impact on property taxes will not be as strong in the first few years of revitalization until the private market begins to follow the lead of the catalytic projects.

## SALES TAXES

Full build-out of the revitalization plan could result in increased retail sales taxes paid to the City of Lubbock about \$3.1 million per year (in 2007 dollars).

Assuming an increase of one-twelfth per year, this would cumulatively add about \$258,000 in tax payments each year, on average. As with property taxes, and due to the early years' heavy catalytic project program, the actual impact on sales taxes will not be as strong in the first few years of revitalization until the private market begins to follow the lead of the catalytic projects.

**City of Lubbock I Downtown Revitalization Action Plan**

<b>DIRECT ECONOMIC AND FISCAL IMPACTS FROM DOWNTOWN REVITALIZATION</b>					
<b>Lubbock, Texas</b>					
	TOTAL	ANNUAL AVERAGE			
	Construction Jobs	Construction Jobs	Permanent Jobs	Property Taxes	Sales Taxes
Phase I	2,396	599	1,785	\$ 972,156	\$ 739,440
Phase II	4,962	1,241	3,697	2,013,307	1,531,359
Phase III	2,681	670	1,997	1,087,537	827,201
<i>Total</i>	<i>10,040</i>	<i>840</i>	<i>7,480</i>	<i>\$ 4,073,000</i>	<i>\$ 3,098,000</i>
Catalytic Projects	3,720	310	1,408	\$ 1,223,000	\$ 160,000
Supporting Elements	1,491	124	343	495,000	900,000
Streets & Utilities	1,019	85	-	-	-
Other Market Development	3,809	317	5,729	2,355,000	2,038,000
<i>Total</i>	<i>10,040</i>	<i>840</i>	<i>7,480</i>	<i>\$ 4,073,000</i>	<i>\$ 3,098,000</i>
Gateway Retail District	328	27	614	\$ 166,000	\$ 100,000
Arts & Convention District	2,515	210	742	495,000	850,000
Central Business District	2,332	194	2,870	1,094,000	650,000
Residential District	2,299	192	620	1,339,000	155,000
Depot District	1,732	144	983	486,000	555,000
Business Retail District: Avenue J	485	40	818	300,000	463,000
Transition District	348	29	834	193,000	325,000
<i>Total</i>	<i>10,040</i>	<i>840</i>	<i>7,480</i>	<i>\$ 4,073,000</i>	<i>\$ 3,098,000</i>

## MULTIPLIER EFFECTS THROUGHOUT LUBBOCK COUNTY

Direct construction expenditures during the 12 years are projected to total \$1,184,765,000 (in 2007 dollars), or an average of about \$98.7 million per year. This level of annual expenditures should trigger:

- 1.86 times that amount, or \$184 million, in added economic activity (similar to the gross domestic product) in Lubbock County in an average year, thus stimulating the following:
- \$114 million in added annual earnings for the Lubbock County labor force (which would likely cause the labor force to grow), and
- 3,210 jobs per year in the Lubbock County economy in addition to those created by the planned downtown revitalization

Annual expenditures by the catalytic, support, and market-based projects that are anticipated in the revitalization plan should collectively total \$533 million per year when fully operational. As noted earlier, these projects would employ 7,480 people. These direct impacts should trigger:

- 1.75 times that amount, or \$935 million in added economic activity in Lubbock County in an average year, thus stimulating
- \$481 million in added annual earnings for the Lubbock County labor force, and
- 15,200 jobs per year in the Lubbock County economy in addition to those created by the planned downtown revitalization

During the 12 years of revitalization anticipated by the plan, the direct and multiplier numbers will “ramp up” to the totals indicated above, though the “ramp” will likely not be smooth. Some years will be stronger than others as different kinds of projects are completed and begin to stimulate their individual multiplier effects.

Also during those 12 years, there will be a mix of impacts from both construction and normal business operations. After 12 years, the impacts of construction will disappear – unless, of course, the completed projects stimulate additional economic impacts and further construction in later years. Indeed, such growth in later years is a goal of the plan to assure a strong and sustainable downtown economy.

Some of the multiplier effects should also be anticipated to be captured downtown. While the available multiplier coefficients apply only to Lubbock County, there is no reason that downtown Lubbock cannot capture some of the multiplier effects in addition to the direct effects included in the various catalytic, support, and market-based projects of the plan.

**City of Lubbock I Downtown Revitalization Action Plan**

<b>Projected Annual Average Multiplier Impacts from Downtown Lubbock Revitalization</b>									
	Average Annual Direct Economic Activity	Direct Jobs by Sector	Multipliers from U.S. Dept of Commerce			County-wide Economic Impacts			
			Output	Earnings	Jobs (per \$million of output)	Output, or Overall Economic Activity	Earnings for Lubbock County Labor Force	Jobs in Lubbock County	
Construction	\$ 98,730,000	837	1.86	0.62	17.5	\$ 183,539,000	\$ 114,271,000	3,210	
Annual Business Operations									
Retail	51,656,000	1,174	1.71	0.53	20.2	\$ 88,228,000	\$ 46,805,000	1,780	
Eating & Drinking/Entertainment	92,300,000	1,846	1.77	0.49	26.8	163,602,000	79,821,000	4,380	
Offices	378,400,000	4,300	1.76	0.52	13.0	665,496,000	344,754,000	8,650	
Residential	2,160,000	18	1.15	0.33	11.2	2,480,000	825,000	30	
Arts, Museums, and Related	2,240,000	35	1.83	0.62	26.2	4,105,000	2,529,000	110	
Hotels	2,300,000	50	1.83	0.59	22.5	4,209,000	2,470,000	90	
Government	3,876,000	57	1.83	0.59	22.5	7,093,000	4,163,000	160	
<b>Total from Operations</b>	<b>\$ 532,932,000</b>	<b>7,480</b>	<b>1.75</b>	<b>0.51</b>	<b>16.3</b>	<b>\$ 935,213,000</b>	<b>\$ 481,367,000</b>	<b>15,200</b>	

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