Creating a Resilient Downtown

MICHAEL A. BURAYIDI, PH.D.
IRVING DISTINGUISHED PROFESSOR
AND CHAIR
DEPARTMENT OF URBAN PLANNING
BALL STATE UNIVERSITY
MUNCIE, IN 47306

Outline of Presentation

- How do you create a revitalized and resilient downtown? (Process).

- What strategies have proven successful? (Substance).

- How can a city determine if its redevelopment strategies are working?

- What do the data for Ferdinand, Jasper, and Huntingburg tell us about the cities' downtowns?

The Conventional Approach

- National Main Street Program:
  - Organization (forming a downtown BID, public-private partnership, fundraising etc.).
  - Promotion (marketing positive image of downtown to the public, hosting events that bring people downtown).
  - Design (improving the physical and aesthetic features of downtown).
  - Economic restructuring (diversification of downtown business).

Source : The National Main Street Center (NMSC)

Concerns with 4-Point Approach

- Began in 1980.
- Reactive response to development of suburban malls.
- Focus was primarily retail redevelopment.
- Lacked robustness to address other downtown issues:
  - Main Street focus.
  - No guide on downtown residential development.
  - Did not address transportation, parking, housing and other issues.
  - Inadequate appreciation of the role of historic preservation in downtown renewal.
  - Promotion took precedence over other strategies.

Case Study Communities

Expanded Approach to Downtown Revitalization

- GOAL = AN "EN-RICHED" REDEVELOPMENT STRATEGY.
  - R = Residential development (incentivize people to choose downtown living).
  - I = Immigrants (attract recent immigrants to repopulate downtown neighborhoods).
  - C = Cultural and civic facilities (retain and expand cultural and civic amenities).
  - H = Heritage tourism (use historic preservation to leverage heritage tourism).
  - D = Design (improve the quality of downtown through design and "placemaking").

Resident Population

Diurnal Population

Quality of Place

1) Retail Redevelopment

- Characteristics of downtown businesses:
  - Family-owned.
  - Niche business.
  - Emphasis on quality service.
  - Offer essential goods and services
- Why downtown?
  - Other regarding.
  - To cater to specific clientele.
  - To be part of the downtown excitement.
- Redevelopment strategy:
  - Business incubation
  - Business retention and expansion
  - Venture capital
  - Word of mouth

- When a business is choosing a location between downtown Mansfield and some random strip mall or faux downtown, if they come here and meet the other business owners it becomes clear to them. While we offer a wealth of unique marketing opportunities, fair prices and unmatched services, our greatest strength is intangible: It's our belief in our community; it's our families that grow up together; it's the legacy of the community; it's history in the making. It's better than a tax incentive any day.

  Jennifer Kime, director of Downtown Mansfield, Inc.

Number and Percentage of Businesses Located in the Downtown

Community	Number of Businesses in Community	Number of Businesses in Downtown	Percent of Businesses in Downtown
Middletown, CT	3,794	221	5.8
Wilmington, DE	22,364	341	1.5
Greenville, SC	3,000	1,200	40.0
Hendersonville, NC	5,095	197	3.9
Charlottesville, VA	3,000	250	8.3
Mansfield, OH	5,672	600	10.6
Ripon, WI	1,766	125	7.1
Holland, MI	6,113	250	4.1
Lafayette, IN	3,500	500	14.3
Fort Collins, CO	16,261	1,000	6.1
Santa Barbara, CA	5,000	1,249	24.9
Chico, CA	2,050	450	21.9
Nacogdoches, TX	290	50	17.2
Santa Fe, NM	5,000	350-450	8.0
Total for all Cities	5,922.5	488.1	8.2

2) Downtown Residential Living

- Trends favoring downtown living:
  - Empty nesters and nontraditional families.
  - Retiring Baby Boomers (400,000 retiring each year).
  - Young professionals.
  - Shrinking household size.
  - Preference for "work at home" or live/work units.
  - Growth in immigrant population.

Image Makeover

- Assess the image of the downtown.
- Improve downtown's image to residents and visitors.
- Should be more than an empty slogan:
  - Safety and crime rates.
  - Vacant property registration ordinance (Wilmington, DE)
  - Public nuisance properties ordinance.
  - Downtown ambassadors.

Residential Development Strategies

- Downtown housing market assessment.
- Types of residential units:
  - Repurposed historic buildings.
  - Live/work units.
  - Condominiums.
  - Apartments.
- Regulations e.g. decoupling parking from residential development.
- Incentives for building rehab.

- Programs:
  - Upstairs program (Wilmington, DE)
  - Density bonuses, deferral of impact fees, flexibility and parking and landscaping requirements, priority review of mixed use buildings (Chico, CA).

Residential Development Strategies

Infill Development in Santa Barbara, CA.

Infill Development in Santa Barbara, CA.

Residential Development Strategies

Midtown Village, a repurposed school building in Holland, MI

Shipley Lofts for Artists in Wilmington, DE

Proportion of Housing Units Located Downtown, 2010

City	Housing Units in City	Housing Units in the Downtown	Percent of Housing Units in the Downtown
Middletown, CT	21,223	872	4.1
Wilmington, DE	32,820	1,057	3.2
Greenville, SC	29,418	840	2.9
Hendersonville, NC	7,744	1,232	15.9
Charlottesville, VA	19,189	1,623	8.5
Mansfield, OH	22,022	1,285	5.8
Ripon, WI	3,306	220	6.7
Holland, MI	13,212	2,054	15.5
Lafayette, IN	31,260	542	1.7
Fort Collins, CO	60,503	1,550	2.6
Santa Barbara, CA	37,820	1,746	4.6
Chico, CA	37,050	2,190	5.9
Nacogdoches, TX	13,635	3,796	27.8
Santa Fe, NM	37,200	339	0.9
Total for all Cities	26,172	1,305	5.0

Downtown Residential Population 2010

City	2010 Population		
	City Population	Downtown Population	Percent of City Population Resident Downtown
Middletown, CT	47,648	1,540	3.2
Wilmington, DE	70,851	1,365	1.9
Greenville, SC	58,409	954	1.6
Hendersonville, VA	13,137	2,240	17.1
Charlottesville, VA	43,475	2,783	6.4
Mansfield, OH	47,648	2,428	5.1
Ripon, WI	7,733	272	3.5
Holland, MI	33,051	6,958	21.1
Lafayette, IN	67,140	806	1.2
Fort Collins, CO	143,986	2,487	1.7
Santa Barbara, CA	88,410	3,266	3.7
Chico, CA	86,187	4,801	5.6
Nacogdoches, TX	32,996	7,352	22.3
Santa Fe, NM	67,947	336	0.5
Total	808,618	37,588	4.6

3) Attract Immigrants

- Help repopulate downtown neighborhoods.
- First time home buyer market.
- Starter homes.

- Example:
- Middletown, CT leadership reaches out to immigrant business owners and involves them in monthly meetings.
- North End neighborhood given award.
- Holland, MI has attracted Hispanics to revive its near downtown neighborhood.
- Hispanic liaison officer employed by city hall.

Cultural Artifacts

Foreign-born Population (Proxy for Measuring Openness and Inclusivity)

	Total City Population	US Citizens	Foreign Born Population	Percent of City Population
Middletown, CT	47,349	41,111	6,238	13.2
Wilmington, DE	71,437	64,858	6,579	9.2
Greenville, SC	57,821	53,648	4,173	7.2
Hendersonville, NC	12,900	11,254	1,648	12.8
Charlottesville, VA	42,267	36,490	5,777	13.7
Mansfield, OH	48,799	47,663	1,136	2.3
Ripon, WI	7,686	7,273	413	5.4
Holland, MI	33,708	29,799	3,909	11.6
Lafayette, IN	66,148	60,888	5,260	8.0
Fort Collins, CO	140,082	130,065	10,017	7.2
Santa Barbara, CA	87,859	65,769	22,090	25.1
Chico, CA	85,130	76,872	8,258	9.7
Nacogdoches, TX	32,290	28,914	3,376	10.5
Santa Fe, NM	67,588	58,177	9,411	13.9

4) Retain and Expand Civic & Cultural Uses Downtown

- Increases day-time population in the downtown.
- Increase clientele for downtown businesses.
- Example of what not to do:
  - California SB 1407 implemented in 2008.
  - Will raise $5 bn. in funds to rebuild courthouses.
  - Some 41 courthouses to be remodeled.
  - Administered by California Judicial Council.

Retain and Expand Civic Activity Downtown

Anacapa, Figueroa, and Jury Services Buildings
in Downtown Santa Barbara, CA.

What Not To Do

Jackson County, GA Courthouse

Walton County, GA Courthouse
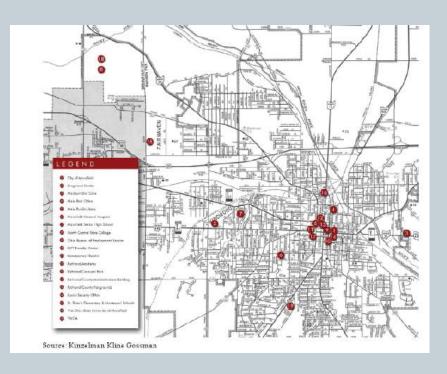
Model Strategies

The new courthouse under construction at the corner of Sandoval Street and Montezuma Avenue

The old courthouse at the corner of Grant and Cantron Streets

Model Strategies

Source: Kinzelman Kline Gossman

Location of Civic and Cultural Facilities in Mansfield, OH

The carousel in downtown Mansfield, OH

5) Leverage Historic Preservation to Promote Heritage and Cultural Tourism

- Heritage tourism is a growth industry.
- Most historic structures located downtown.
- Link historic preservation to heritage tourism.

- 1) Make the economic case for historic preservation.
- 2) Identify and protect heritage resources:
  - Ordinance
  - Historic preservation foundation.
  - Carrots and sticks
  - Collaborative organizational structure.
- 3) Share heritage through heritage tourism marketing.

Leverage Historic Preservation to Promote Heritage and Cultural Tourism

Little White Schoolhouse in Downtown Ripon, WI

Adobe Style Historic Building in Santa Fe, NM

Economic Impacts of Heritage Tourism in Santa Barbara, CA

Santa Barbara, CA Visitor Demographics			
City/County	Total Countywide	City of Santa Barbara	County of Santa Barbara
Total visitors (1)	8,242,500	5,684,000	5,286,300
Average length of stay – all visitors (days)	2.4	1.4	2.6
Total visitor days	19,444,500	7,741,900	13,652,600
Average daily spending per-person	$83.98	$79.06	$71.61
Total Annual Direct visitor spending	$1,589,760,000	$612,100,000	$977,700,000
Direct Spending Ratio	100.0%	38.5%	61.5%
Total Direct + Indirect Visitor Spending (2)	$2,164,530,000	$795,730,000	$1,368,800,000

CIC Research, Inc. and Lauren Schlau Consulting 2008, p. 25.

Proportion of Historic Property Downtown

City	Number of Structures Downtown	Number of Structures Citywide	% Structures in the Downtown
Middletown, CT	7	30	23
Wilmington, DE	38	111	34
Greenville, SC	17	39	44
Hendersonville, NC	63	613	10
Charlottesville, VA	20	65	31
Mansfield, OH	16	46	35
Ripon, WI	3	13	23
Holland, MI	6	9	67
Lafayette, IN	11	29	38
Fort Collins, CO	15	26	58
Santa Barbara, CA	9	27	33
Chico, CA	7	13	54
Nacogdoches, TX	13	20	65
Santa Fe, NM	15	47	32
TOTAL FOR ALL CITIES	**240**	**1,088**	**22**

6) Placemaking

- It is the art of transforming public space into a quality environment.
- Downtown "placemaking" principles:
  - Downtown must have a clearly defined boundary.
  - Downtown must have a gathering place or "point of arrival."
  - Downtown must be accessible.
  - Downtown should provide a sense of place.
  - Downtown should be a mixed use destination.

Placemaking

- a) Recognizable Boundaries.

Branding
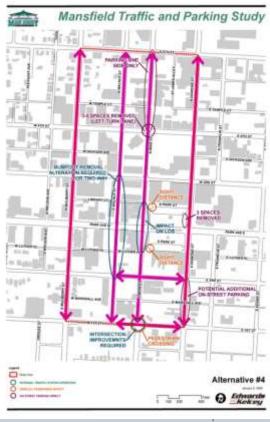
Placemaking

- b) Point of Arrival

Placemaking

- c) Accessibility

Mansfield Traffic and Parking Study

Alternative #4

Placemaking: Accessibility

Walk Score for Cities				
City	Downtown Score	Downtown Rating	City Score	City Rating
Charlottesville, VA	98	Walker's Paradise	63	Somewhat Walkable
Chico, CA	97	Walker's Paradise	54	Somewhat Walkable
Fort Collins, CO	85	Very Walkable	44	Car-Dependent
Greenville, SC	82	Very Walkable	52	Car-Dependent
Hendersonville, NC	95	Walker's Paradise	55	Somewhat Walkable[1]
Holland, MI	88	Very Walkable	52	Somewhat Walkable
Lafayette, IN	82	Very Walkable	43	Car-Dependent
Mansfield, OH	89	Very Walkable	40	Car-Dependent
Middletown, CT	98	Walker's Paradise	41	Car-Dependent
Nacogdoches, TX	85	Very Walkable	40	Car-Dependent
Ripon, WI	91	Walker's Paradise	47	Car-Dependent[2]
Santa Barbara, CA	98	Walker's Paradise	67	Somewhat Walkable
Santa Fe, NM	97	Walker's Paradise	51	Somewhat Walkable
Wilmington, DE	86	Very Walkable	67	Somewhat Walkable

Placemaking

- d) A Sense of Place

Placemaking

e) Mixed Use Destination

7) Implementation Through a Downtown Organization

- Three types of downtown development organizations:
  - Embedded in city government department.
  - Binary organizational structure (DDA and BID) with different functions.
  - Independent BID.

Types of Downtown Organizations

City	Downtown Development Organization	Type	Year of Formation of Downtown Redevelopment Agency
Middletown, CT	Downtown Business District	Independent DDA	2001
Wilmington, DE	Downtown Visions (BID)	Independent DDA	1994
Greenville, SC	Economic Development Department of City of Greenville	City Agency	1997 2008
Hendersonville, NC	Main Street/Economic Development	City Agency	1970 1986
Charlottesville, VA	Department of Neighborhood Services	City Agency	1970
Mansfield, OH	Downtown Mansfield Downtown, Inc.	Independent DDA	1984
Ripon, WI	Ripon Main Street, Inc.	Independent DDA	1988
Holland, MI	Main Street/Downtown Development Authority	Independent DDA	1979
Lafayette, IN	Economic Development Department	City Agency	1958
Fort Collins, CO	Downtown Development Authority Downtown Business Association	Independent DDA and BID organization	1981 1982
Santa Barbara, CA	Santa Barbara Downtown Organization	Independent DDA	1967
Chico, CA	Downtown Chico Business Association	Independent DDA	1975
Nacogdoches, TX	Nacogdoches Downtown Business Association	Independent DDA	1983
Santa Fe, NM	Economic Development	City Agency	2008

8) Downtown Resilience Scorecard

	Factor	Score = 1	Score = 0
Traditional Main Street Approaches	Retail development	About 8% of all retail businesses in the city are located in the downtown.	Less than 8% of all retail businesses in the city are located in the downtown.
Expanded Downtown Redevelopment Strategies	Residential population	At least 5% of the city's population is resident in the downtown.	Less than 5% of the city's population is resident in the downtown.
	Civic and cultural facilities	More than half of all civic and cultural facilities in the city are located in the downtown and near downtown neighborhoods.	Less than half of all civic and cultural facilities in the city are located in the downtown and near downtown neighborhoods.
	Historic preservation ordinance	The city has a strong historic preservation ordinance.	No adopted historic preservation ordinance or ordinance is weak and unenforceable.
	Designate historic property	At least one fifth of the designated historic property on the National Register of Historic Places is located in the downtown or near downtown neighborhoods.	Less than one fifth of the designated historic property on the National Register of Historic Places is located in the downtown or near downtown neighborhoods.
Placemaking	Design guidelines	City has design guidelines for downtown.	City has no design guidelines for downtown.
	Pedestrian friendliness	Design of downtown makes it easy for pedestrians to get around.	Difficult for pedestrians to get around the downtown.
	Downtown gathering place	Community has a public gathering place that is highly patronized.	No gathering place in the downtown or the gathering place is not well patronized.
Institutional framework for Implementation	Civic leadership	Strong support for downtown redevelopment by civic leaders.	Support for downtown redevelopment is ambivalent with no declaratory support for downtown redevelopment.
	Downtown Development Authority	The city has a downtown Development Authority/Organization.	City does not have a Downtown Development Authority/Organization.

Score Card

Criteria	Benchmark
Retail Development	8.0%
Residential Population	4.6%
Housing Units	5%
Proportion of Foreign-born in City	2.0%
Civic and cultural Facilities Downtown	50.0%
Historic Property	20.0%
Design Guidelines	Adopted Policy
Pedestrian Friendliness	Walkable
Gathering Place/Point of Arrival	Active Public Gathering Place
Support of Civic Leadership	Strong and Articulated
Downtown Development Authority	Existence of a DDA

Grounding the Research in Ferdinand, Jasper, and Huntingburg, IN

- What you do well.
- Where improvement is needed.
- Question marks.

Downtown Boundaries of Cities

Jasper Downtown

Huntingburg Downtown

Ferdinand Downtown

Scorecard for Downtowns (2012 Data)

	Target	Jasper	Ferdinand	Huntingburg
Retail	8%	16%	10%	25%
Residential Population	4.6%	2.3	2.8	3.3
Housing Units	5%	2.2	3.2	3.9
Historic structures	20%	80%	33%	100%
Downtown Median HH Income as % of City Income	100%	99%	103%	88%
Downtown Home Values as % of City Home Values	100%	72%	99%	86%
Diversity Index	36.9/21.3	31.9 (25.6 town)	6.4 (6.3 town)	55.4 (48.2 town)
Gathering Place/Point of Arrival	Centrally Located Public Space	Courthouse Square	??	??
Support of Civic Leadership	YES	YES	??	YES
Downtown Development Authority	??	??	??	??

Change in Housing and Population in Downtown and City (2000 – 2012)

Variable	Jasper Downtown/City	Ferdinand	Huntingburg
Pop. In households	-2.5/8.0	5.7/4.1	-5.1/5.3
Population in families	-1.7/4.5	4.2/1.9	-4.6/4.0
Total Housing Units	-4.3/12.8	12/10.5	-1.0/5.7
Owner Occupied HU	-12.4/5.6	15.0/9.4	-7.6/0.5
Rental HU	0.0/22.9	33.3/12.4	-2.7/11.1

Summary of Findings

- All three cities have healthy downtown retail businesses that surpass minimum target.

- There is a rich heritage of historic buildings in the downtowns of all three cities.

- The downtowns are more ethnically diverse than the rest of the city.

- Downtown median household income is higher than city median household incomes in Ferdinand.

- Ferdinand has the healthiest downtown in terms of growth in median household income, number of households, population in families, and rental and owner occupied housing.

Concerns

- Residential population in all three downtowns is lower than what is needed to keep downtowns healthy.
- Number of housing units in downtown is lower than is needed for a healthy downtown.
- Downtown home values in all cities are lower than home values for the rest of the city.
- Downtown household median incomes are lower than city median incomes in Jasper and Huntingburg.
- Over the last decade the downtowns of Jasper and Huntingburg have recorded a decline in:
  - population in households
  - Population in families
  - Total housing units
  - Owner occupied housing units
  - owner occupied housing.

Guiding Principles in Downtown Revitalization

- Assess the image of your downtown and improve it.
- Downtown revitalization is not a quick fix. The successful communities have been at it for at least three decades.
- Start small with projects that show visible and tangible signs of progress e.g. streetscaping and façade improvement projects.
- Identify and focus on a catalytic project that can have ripple effects on the rest of the downtown.
- Projects that have the backing of public, private and civil society organizations have the greatest chance of success.
- Give primary concern to quality in all redevelopment projects.

Last Word

- "Cities die from the inside, and are reborn the same way" Former Indianapolis Mayor Bill Hudnut.
- If you want to have a healthy city, you must have a healthy downtown!