

BORGER DOWNTOWN REVITALIZATION PLAN

EXISTING DOWNTOWN REPORT

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BORGER DOWNTOWN REVITALIZATION PLAN EXISTING DOWNTOWN REPORT

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- Public Engagement
- Regional Location
- Downtown Revitalization Plan Boundaries
- Recent Accomplishments
- History of the Region and Borger's Location
- Downtown Borger Market Profile
- Physical Assets/Conditions

INTRODUCTION

PURPOSE

The Downtown Borger Revitalization Plan is an independent but related component of the City of Borger's 2040 Comprehensive Plan process. This Existing Downtown report provides background information about Downtown Borger as it is today. This information is presented in two topic areas:

1. Existing demographic and market conditions that relate to Downtown Borger's ability to attract new residents and businesses; and
2. The boundary, conditions, and assets that make up the physical and visible fabric of Downtown Borger.

This report highlights key planning considerations for the years ahead, which will set the stage for Downtown Borger in terms of community needs and how the downtown area fits into the larger community growth and development strategies recommended in the City of Borger's 2040 Comprehensive Plan for the next 20 years. The content of this Existing Downtown report is based on initial background studies to date by the City's community planning consultants, Kendig Keast Collaborative (of Sugar Land, Texas) and Parkhill, Smith and Cooper (of Amarillo, Texas), as well as leadership and community input received to this point from local business owners and online survey activities, through the City's Comprehensive Plan process, and information contained in the City's 2018 Annual Report.



APPROACH (EXISTING DOWNTOWN – FUTURE DOWNTOWN)

The downtown planning process focuses first on providing a snapshot of existing conditions, through the lens of multiple cultural and physical elements, culminating in this Existing Downtown report. The report includes discussion of Downtown's regional location, its distinct history, key demographic and market data points, and physical characteristics. A summary of key indicators, from the latest available U.S. Census data (including the 2010 U.S. Census and the 2014-2018 American Community Survey 5-year estimates) and other sources, illustrates historical and current conditions and context relevant to the Downtown Revitalization Plan. Additionally, a set of “comparison communities” was selected in conjunction with City officials to provide further perspective on relevant statistics presented for Borger.

Downtown revitalization plans are future-oriented and prescribe policies, actions, and physical improvements that are intended to advance a set of preferred conditions. As such, the Future Downtown component and its implementation emphasis will be the primary focus of this Downtown Revitalization Plan. The Future Downtown portion includes recommended initiatives and strategies for accommodating programs and physical modifications in the identified downtown boundaries. The Downtown Revitalization Plan will also build on related Strategic Action Items identified in the Comprehensive Plan to accommodate Borger’s growth, development and redevelopment. Another important feature of this plan is to identify and preserve the desired character of downtown to enhance the overall community’s quality of life and improve economic well-being.

EXISTING DOWNTOWN REPORT CONTENT AND ORGANIZATION

The information in this report is presented in the following topic areas relevant to the Downtown Revitalization Plan for guiding Downtown Borger’s future development:

- Regional context;
- Identification of study area;
- Recent accomplishments;
- Historical timeline;
- Tourism/visitors;
- Market dynamics:
 - Consumer profile;
 - Retail market demand;
 - Office market demand;
 - Rental Housing market demand; and
- Existing physical conditions.

PUBLIC ENGAGEMENT

Multiple public and leadership engagement activities were hosted by the consultant team and City officials to help inform this report and establish where to focus data gathering efforts. Input and feedback received during these meetings is referenced in this document. These engagement activities included:

- Interviews with current downtown business owners and the Borger Economic Development Corporation (BEDC);
- Online survey with over 300 individual responses;
- Meetings with City and BEDC officials; and
- Input received as part of the City's recent comprehensive planning process.

REGIONAL LOCATION

Borger is located in northwestern Texas in an area referred to as the “Panhandle.” As shown on **Map 1, Regional Context**, Borger is approximately 45 miles northeast of Amarillo, and east of Lake Meredith, at the convergence of several Texas Department of Transportation (TxDOT) state routes (highways 136, 207, and 152). Borger is also accessible via the Hutchinson County Airport immediately north of Downtown Borger and via the Amarillo International Airport.

With an estimated 2018 population of 13,376 (per the American Community Survey) Borger is situated along Hutchinson County's southern border with Carson County. Borger's location, combined with access from several TxDOT roads, places the city in a central location to the surrounding communities of Fritch, Stinnett, Pampa, and Panhandle.

DOWNTOWN REVITALIZATION PLAN BOUNDARIES

The Downtown Revitalization Plan and this Existing Downtown report will focus on the downtown "core" and "context" areas. The core of Downtown Borger was defined by observing daily activities, physical amenities along the street, traffic and pedestrian patterns, public engagement activities, location of existing business and government uses, and historical buildings. The downtown core boundaries defined for this plan are:

- North: E. 9th Street;
- South: E. 3rd Street;
- East: Weatherly Street; and
- West: Deahl Street.

While this core area comprises the focus of the physical portion of the report, a surrounding context area is also examined to ensure that the findings represent the greater context and land use patterns adjacent to downtown. This area is referred to as the "context area" and also identifies the logical area for future redevelopment activities should growth occur outside of the downtown core. Both areas are depicted on **Map 2, Study Area**.

RECENT ACCOMPLISHMENTS

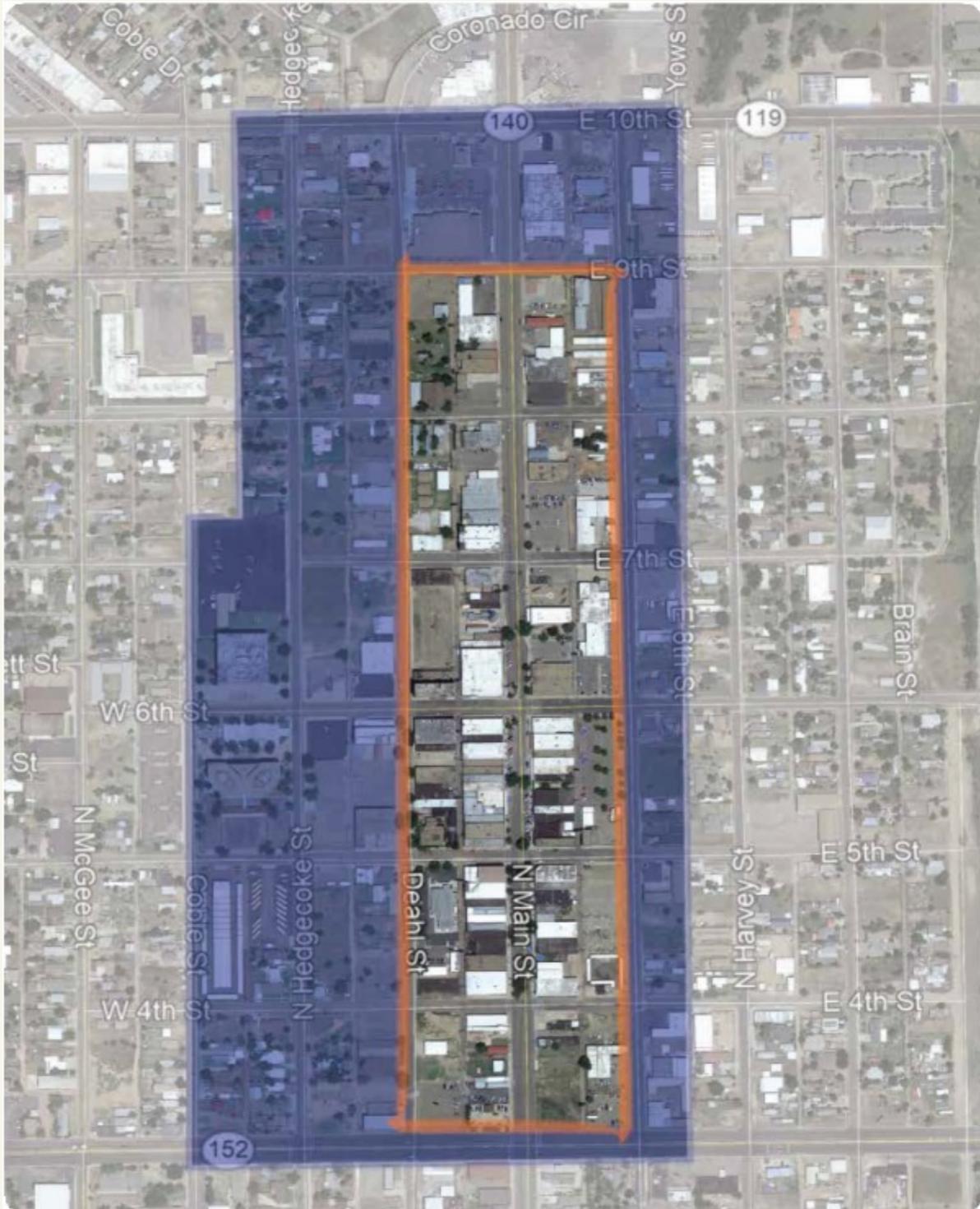
The City of Borger and partner agencies such as the BEDC continually work to maintain and enhance the downtown area. The following list highlights these activities and accomplishments:

- Rebuilt City parking lot at the southwest corner of Weatherly and E. 6th Streets;
- Creation of Center City Park;
- BEDC Small Business Growth Program;
- Commercial Business Improvement Program;
- Corridor Revitalization Grant Program;
- Replacement of the water and sewer pipes west of Main Street from W. 4th Street to W. 6th Street;
- Stormwater replacement on W. 5th Street from Austin Street to Coble Drive, and 7th Street from North Cedar Street to Coble Drive (assists downtown area);
- Municipal Building Improvements (Police Station, Municipal Court, and City Hall);
- Relocation of the BEDC offices to downtown;
- Approval of TIRZ #1 (see **Map 3, TIRZ #1**); and
- Upcoming – Downtown Revitalization Grant to construct a new City-owned public parking lot at the southwest corner of Weatherly and E. 5th Streets.

MAP 1, REGIONAL CONTEXT



MAP 2, STUDY AREA



Downtown Core

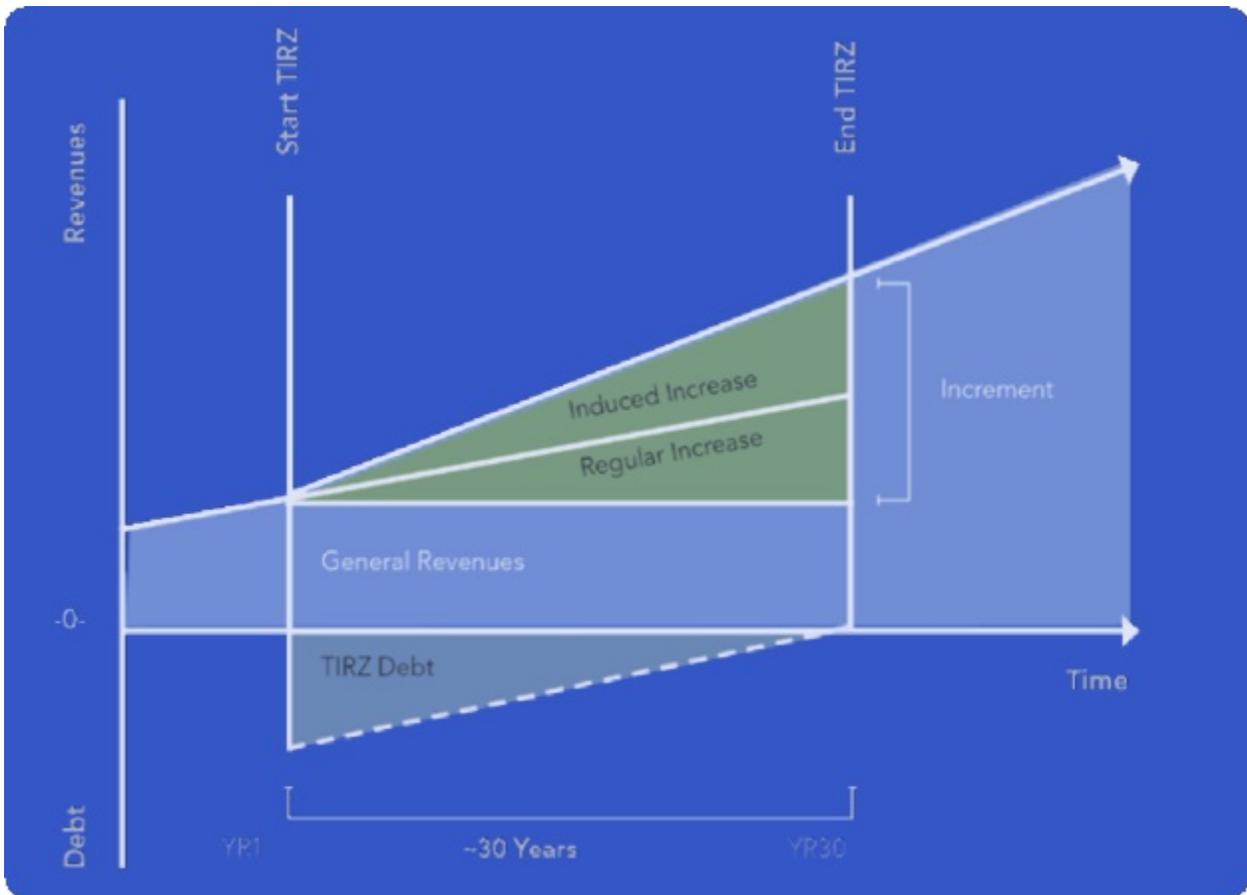


Downtown Context

HOW TIRZ FUNDING WORKS:

Tax increment financing is one of the most powerful redevelopment tools available to municipalities throughout the U.S. When used responsibly, it is a highly effective way to partially fund infrastructure and lessen taxpayer burdens. TIRZs can fund hard and soft costs associated with (re)development including: purchase of real estate, relocation costs, public infrastructure, streetscape amenities, recreational facilities, developer cash incentives, developer financing, marketing and brokerage fees, consultant fees, and staff salaries (or portions thereof).

A TIRZ creates funding by setting a base property tax revenue for the year prior to establishing the zone. This base amount of property taxes is still collected and the same percentage of property tax is distributed to all local taxing bodies. The difference is that new property taxes generated above the base amount due to new development activity is not distributed to the taxing bodies. This new revenue is placed into a special TIRZ account that can only be spent on eligible projects within the TIRZ boundary. This revenue stays in the TIRZ for a period of time (typically 20-30 years). Once the TIRZ expires, all base year and new property tax revenue is distributed to the taxing bodies based on their respective tax levies.



HISTORY OF THE REGION AND BORGER'S LOCATION

Ancient civilizations and settlers have located or traveled to the Panhandle and “High Plains” area of Texas for thousands of years. The common theme and key attraction for all that come is abundant natural resources.

ALIBATES FLINT QUARRIES

Native American cultures came to the area to manufacture flint spear tips and other stone tools utilizing the nearby ancient flint quarries. Later the Antelope Creek people created permanent multi-room houses to exploit this resource.

Source: <https://www.texasbeyondhistory.net/alibates/>

EARLY SETTLER ACTIVITY

After the Louisiana Purchase, Anglo-American settlers began to head westward to seek economic opportunity. Trappers came to the High Plains area in pursuit of animal pelts following the Santa Fe trail and trading with Native Americans and nearby residents of Mexico. Brothers Charles and William Bent and their partner Ceran St. Vrain wanted to establish a base to participate in the growing trade business. They eventually established three bases including what became known as Fort Adobe (now known as “Adobe Walls”) in 1845 near the Canadian River north of Borger. The fort did not last long as it was blown up in 1849 by William Bent.

Source: <https://www.hutchinsoncountymuseum.org/fort-adobe.html>

RANCHING

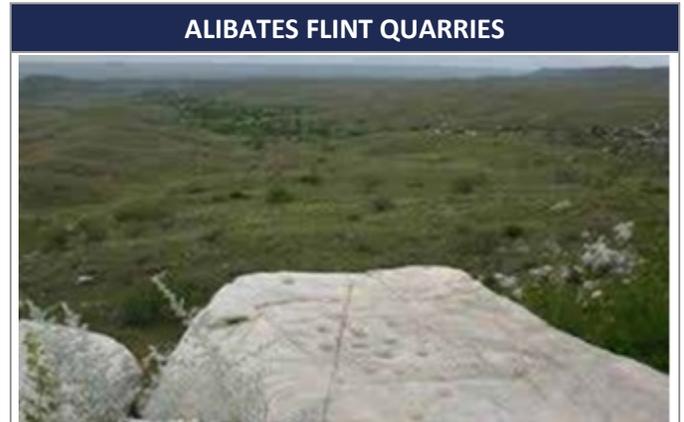
The first Hutchinson County ranch was established in 1876. John and Maggie Weatherly and their original ranch, established in 1898, was located on a portion of current day Borger. Ranching and agriculture continued as the area's primary economic activity in the county until the 1920s with an observed total population of 721.

Source: <https://www.hutchinsoncountymuseum.org/farming---ranching.html>

BOOMTOWN BORGER

Oil was discovered in the area in 1921, and five years later A.P. “Ace” Borger bought 240 acres of property from the Weatherly family, where current day Main Street is located from 1st Street to 10th Street. Some estimates show that the town and surrounding area's populations swelled to approximately 45,000 individuals almost overnight, all seeking to make their fortunes in the oil or related businesses. Ace Borger profited greatly by selling building lots and building materials in his new town of Borger.

Within its first decade of existence, the new community experienced a period of general lawlessness. Acting on petitions and investigative reports, Governor Daniel J. Moody sent a detachment of Texas Rangers under captains Francis Augustus Hamer and Thomas R. Hickman to remedy the situation in 1927. Although the rangers proved a stabilizing force and compelled many undesirables to leave town, Borger's wave of crime and violence continued intermittently into the 1930s. This chapter climaxed with the murder of District Attorney John A. Holmes by an unknown assassin on September 18, 1929. This episode prompted Moody to impose martial law for a month and send state troops to help local authorities rid the town of the lawless element.



It is generally accepted that the chaotic situation started to settle after 1929 and that the final event of this period was when town founder Ace Borger was shot to death in the City's post office in 1934.

Source: <https://www.hutchinsoncountymuseum.org/oil-boom.html>

LINKS TO CURRENT DAY BORGER

The history of the area and the founding of Borger carry themes that are applicable and still serve as guide posts for this Downtown Revitalization Plan. These historical events highlight the unique heritage and boomtown culture that created Downtown Borger. Whether it be the flint sought by the region's earliest settlers, the availability of land for agricultural businesses, or the oil boom that started and still helps attract Borger's current employers, workforce, and residents. The history of Borger and its downtown are intrinsically tied to location, available resources, and individuals willing to come to the area.

While the lawlessness of early Borger has certainly been removed, the boomtown spirit is still present as evidenced by the City's continued ability to retain and attract high-paying jobs through employers such as Phillips 66 and Nutrien. These historic events also provide a colorful backdrop that may attract more visitors to the area and Downtown Borger.



DOWNTOWN BORGER MARKET PROFILE

A market's "profile" is comprised of attributes including demographics (income, age, and family size), values, willingness to travel, and availability of competing goods and services at nearby locations. In order to understand the types of businesses, services, and residential opportunities that exist in Downtown Borger, this report examines the attributes that define Downtown Borger's market profile to identify under-served markets.

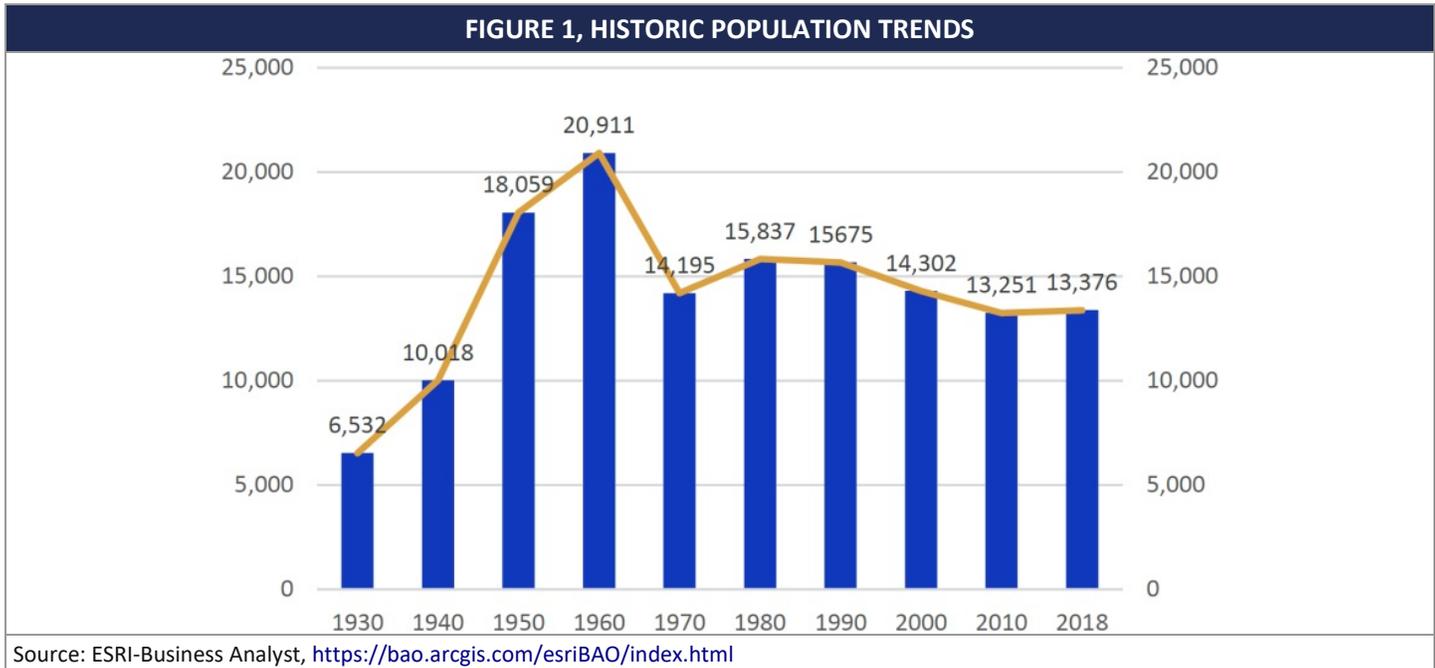
Downtowns are traditional activity centers for communities and encompass a combination of shopping, dining, office, residential, and gathering locations. Since they also often include civic, cultural, governmental, and special event functions these districts showcase additional elements that increase their appeal and activity.

KEY ATTRIBUTES

This summary list highlights key attributes that define Downtown Borger's market profile:

- Largest city in Hutchinson County;
- Centrally located between nearby communities;
- Historical and cultural center of the community;
- Close proximity to regional recreational and historic locations (Lake Meredith, Adobe Walls, and Alibates Flint Quarries);
- Hutchinson County Historical Museum;
- Physical location of City Hall, Chamber of Commerce, and BEDC;
- Businesses that provide unique services to the market (movies theaters, local restaurants, furniture stores, boutique shopping, fitness clubs, and entertainment venues);
- Location for festivals and events (Christmas tree lighting and parade, beach bashes, and moonlight madness);
- Seasonal employment increases related to improvement and maintenance at industrial facilities; and
- Nearby employment centers (daytime population).

DOWNTOWN BORGER DEMOGRAPHICS



DEFINING THE RETAIL TRADE AREA GEOGRAPHICALLY

Part of what defines a market's profile is that district's retail trade area. A trade area is typically defined by a mile radius circle (3-mile, 5-mile, 10-mile, etc.) or drive times (5 minutes, 10 minutes, 15 minutes, etc.) with the identified commercial district at its center. These radii indicate how far a shopper/ visitor is willing to travel to shop in a particular location. Many factors define the reach or "pull" of any given shopping district such as: unique shopping destinations, entertainment options (something to do besides shop), dining, competition from surrounding or neighboring shopping districts, and the convenience of the shopping center/district (e.g., located near an interstate highway or within a 5-minute walk to residential neighborhoods). The definition of a trade area for analytical purposes needs to consider these variables and other local considerations to accurately portray the area's potential to attract and retain businesses and residents.

According to U.S. Census information, Borger experienced a population peak of 20,911 in 1960. Borger's total population decreased in the decades that followed as jobs and industry left the area leveling off to 13,251 in 2010. There were an additional 962 persons living in the Borger ETJ area for a combined total 2018 population of 14,338.

Downtown Borger's primary customers are the residents living within the City limits and ETJ. **Table 1, Market Profile Demographics**, summarizes key market demographics. These populations represent the shoppers, diners, and visitors that will patronize local businesses several times a week and are the primary drivers of a local economy.

Borger's daytime population of 15,844 and 16,685 in the ETJ are both larger than the 2018 base residential populations. Of the approximate 6,300 jobs located in Borger, 51.6 percent of these employees live outside of the community. Business owners and residents stated during public engagement activities that they see increased activity during weekdays and lunchtime as opposed to weekends and evenings.

As noted in the City's Comprehensive Plan, this pattern also highlights the need to increase and update the number and types of housing units available to employees

working in and near Borger. A vibrant downtown environment has the potential to serve some of this potential housing demand while also increasing the number of local shoppers.

TABLE 1, MARKET PROFILE DEMOGRAPHICS

Variable	Borger, TX	Borger City and ETJ
2018 Total Population	13,376	14,338
2018 Median Household Income	\$44,454	\$46,712
2018 Median Disposable Income	\$38,206	\$39,736
2018 Average Household Size	2.53	2.54
2018 Total Daytime Population	15,844	16,685
2018 Daytime Population: Workers	7,938	8,238
2018 Daytime Population: Residents	7,906	8,447

Source: ESRI-Business Analyst, <https://bao.arcgis.com/esriBAO/index.html>

DOWNTOWN BORGER’S RETAIL MARKET

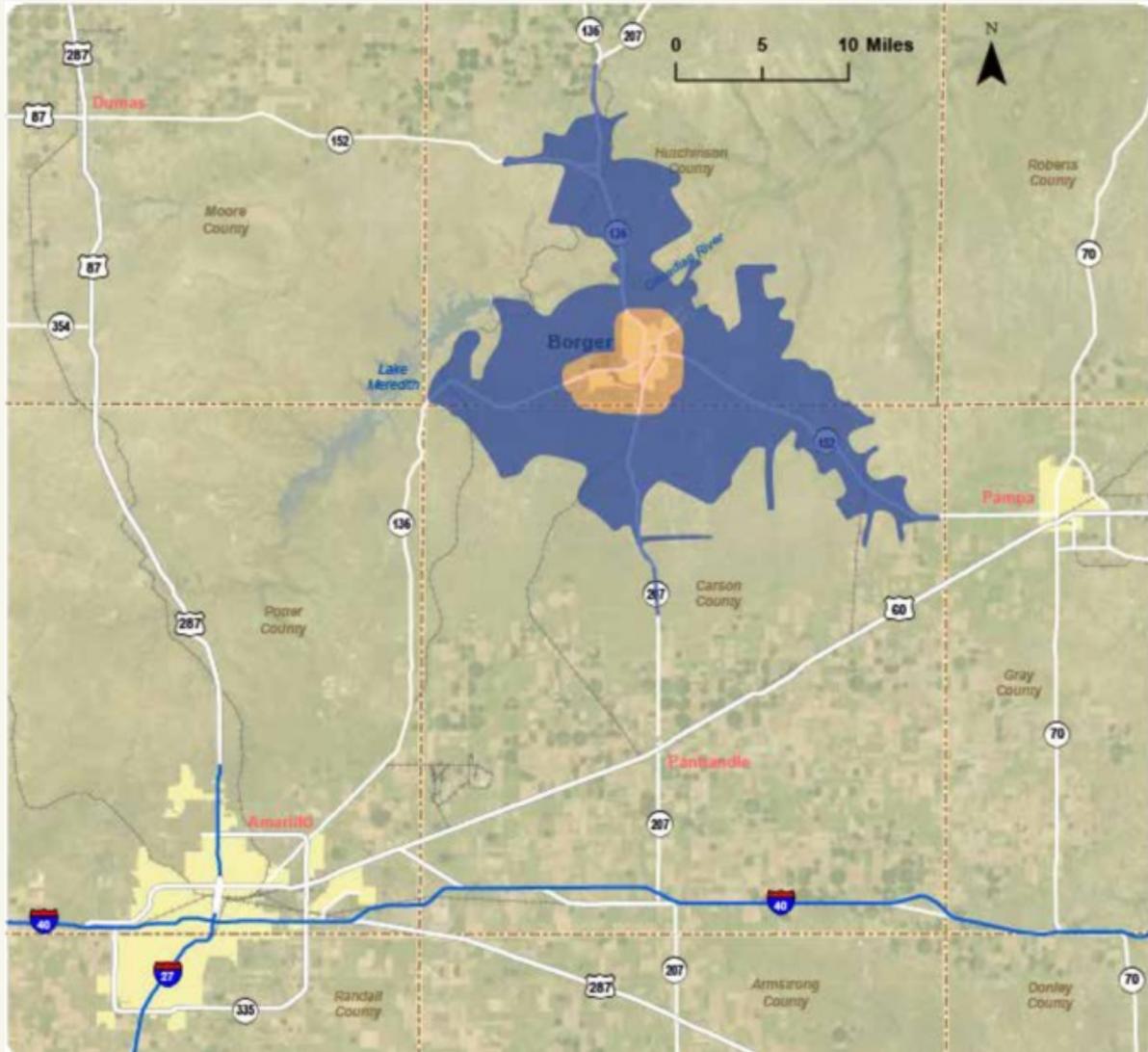
The commercial districts located in Borger (including downtown) primarily cater to the residents of Borger and the Borger ETJ.

During the Borger Comprehensive Plan engagement activities, participants stated that they are used to and willing to drive long distances to find their desired shopping environments. Several participants stated that many local residents drive to Amarillo for specific shopping districts/stores. Subsequent conversations with local business owners during this Existing Downtown report process also indicated that customers are willing to drive to Borger from surrounding communities such as Pampa, Stinnett, Panhandle, and Fritch for unique entertainment and shopping options.

Given the two identified types of potential retail shoppers this report examines two potential retail trade areas:

1. **Primary Retail Trade Area** – Comprised of the combined City of Borger limits and ETJ. This boundary represents regular shoppers that are likely to purchase goods on a daily or weekly basis.
2. **Extended Retail Trade Area** – Comprised of a 20-minute drive time. This extended trade area considers the willingness of Hutchinson County and nearby communities/counties to travel a longer distance to patronize unique or under-served business categories/ interesting shopping districts. However, shoppers do not typically travel this far for everyday goods and services. Shoppers from the extended trade area are focused on unique goods and services.

MAP 4, PRIMARY AND EXTENDED TRADE AREAS



Primary Trade Area



Extended Trade Area

MAP 5, BORGER PRIMARY TRADE AREA

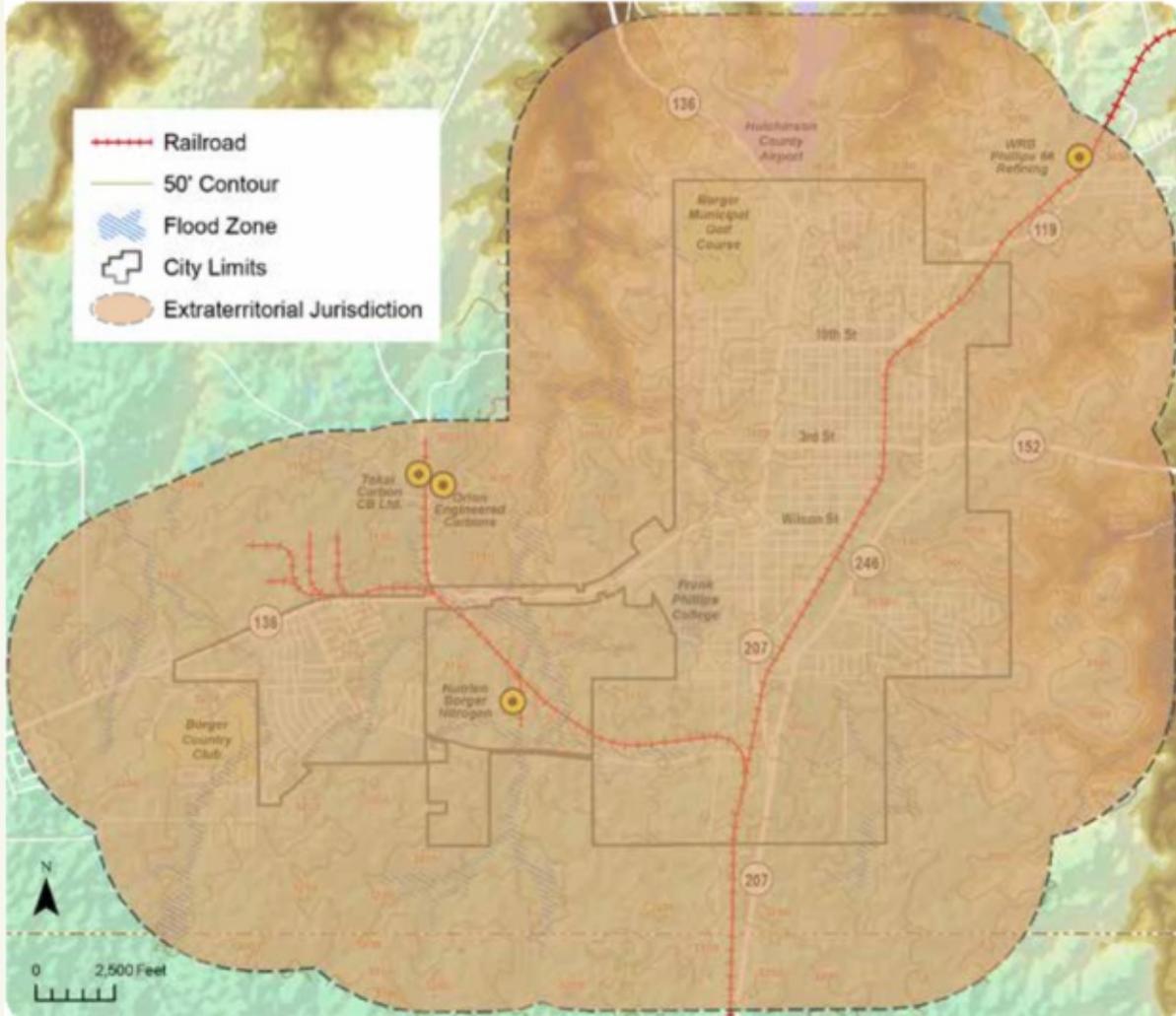


TABLE 2, TRADE AREA CONSUMER SPENDING

Demographics	Primary Trade Area	Extended Trade Area
2018 Total Population	14,338	22,301
2018 Median Household Income	\$46,712	\$50,766
2018 Median Disposable Income	\$39,736	\$42,402
2018 Average Household Size	2.54	2.53
2018 Median Age	37.2	39.0
Average Annual Spending Per Household		
2018 Apparel and Services	\$606.35	\$983.89
2018 Entertainment/Recreation	\$993.44	\$1,640.43
2018 Personal Care Products & Services	\$256.96	\$415.57
2018 Furniture	\$179.37	\$287.15
2018 Alcoholic Beverages	\$155.84	\$245.37

TABLE 2, TRADE AREA CONSUMER SPENDING

2018 Food Away from Home - Meals at Restaurants/Other	\$1,017.98	\$1,659.51
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Source: ESRI-Business Analyst, <https://bao.arcgis.com/esriBAO/index.html>

RETAIL GAP ANALYSIS

A retail gap analysis examines how much money is being spent locally and compares this to how much money “should” be spent locally based on the local population’s income. This analysis helps to:

- Uncover unmet demand and possible opportunities;
- Understand the strengths and weaknesses of the local market area; and
- Measure the difference between actual and potential retail sales.

THE GAP

This retail gap is stated in two categories, “leakage” and “surplus”.

RETAIL LEAKAGE

A positive number indicates a “leakage” and that money is being spent outside of the retail trade area boundary. It suggests that there is unmet demand in the identified retail trade area and there is an opportunity for local businesses to capture more of this spending.

RETAIL SURPLUS

A negative number is called a “surplus” and means that more people are spending money in the area than just the local population. Surpluses, depending on a local retail trade area’s market profile, may have multiple implications. It may mean that a retail trade area is over-capacity for certain goods and services (e.g., there are more stores than the trade area can support, and additional stores may struggle to survive). However, for specialty items (typically high cost items such as jewelry, automobiles, and boutique clothing stores) a surplus may indicate that a regional business cluster exists and may support additional businesses despite more spending than the base local retail trade area population “should” support. Other factors that might create a surplus are regional shopping centers, high amounts of tourism, or convenient access from a nearby interstate.

BORGER TRADE AREA ANALYSIS

Table 3, Borger Retail Trade Area Gaps, illustrates where there are potential gaps in the primary and extended retail trade areas. These gaps are broken down into North American Industrial Classification System (NAICS) three-digit categories.

This gap analysis indicates that there is a surplus in the primary (\$-14,072,716) retail trade area. However, there is a leakage (\$68,767,172) in the extended retail trade area. Upon closer review of individual business categories, many essential businesses (Groceries, Health and Personal Care Services, and Gasoline Stations) show a surplus or small leakage in both retail trade areas and indicate that these are not good candidates for business expansion. Some of the categories may have room for growth based on regional conditions. Given the amount of state highways in Borger, and workers from outside the primary and extended trades areas, additional capacity for gasoline stations may exist.

Leakages were shown in both retail trade areas in the Clothing and Accessories, Sporting Goods, Hobby, Book and Music Stores, Furniture and Home Furnishings, and Drinking Places categories. These are all uses that exist in Downtown Borger and may be able to capitalize on the observed retail trade area leakages.



TABLE 3, BORGER RETAIL TRADE AREA GAPS

	Primary Retail Trade Area	Extended Retail Trade Area
2017 Industry Summary	Retail Gap	Retail Gap
Total Retail Trade and Food and Drink	-\$14,072,716	\$68,767,172
Total Retail Trade	-\$7,682,420	\$67,767,363
Total Food and Drink	-\$6,390,296	\$999,810
2017 Industry Group	Retail Gap	Retail Gap
Motor Vehicle and Parts Dealers	\$16,796,900	\$38,311,118
Furniture and Home Furnishings Stores	\$3,851,580	\$5,603,840
Electronics and Appliance Stores	-\$2,454,897	-\$1,713,819
Building Materials, Garden Equipment and Supply Stores	\$2,355,095	\$9,939,010
Food and Beverage Stores	-\$4,685,345	\$288,779
Health & Personal Care Stores	-\$5,490,799	-\$352,553
Gasoline Stations	-\$3,050,364	\$2,498,614
Clothing and Clothing Accessories Stores	\$3,375,311	\$7,389,466
Sporting Goods, Hobby, Book and Music Stores	\$3,742,077	\$6,875,212
General Merchandise Stores	-\$28,570,207	-\$12,725,531
Miscellaneous Store Retailers	\$4,099,247	\$8,184,580
Nonstore Retailers	\$2,348,984	\$3,468,647
Food Services and Drinking Places	-\$6,390,296	\$999,810
Special Food Services	-\$1,444,377	\$552,344
Drinking Places – Alcoholic Beverages	\$245,189	\$693,215
Restaurants/Other Eating Places	-\$5,191,108	\$1,763,354

Source: ESRI-Business Analyst, <https://bao.arcgis.com/esriBAO/index.html>

ADDITIONAL SPENDING IN BORGER

Gap analysis is limited in that it only uses expected sales from a retail trade area’s residents to predict leakages or surpluses, but this only comprises a portion of the market (and spending habits).

DAYTIME POPULATION

The daytime population of Borger plus its ETJ is 16,685. Approximately 51.6 percent or 8,600 workers live outside of the primary trade area. While their spending is not accounted for as part of the base spending amount in the gap analysis, it is expected that these employees of Borger businesses will go to lunch at local businesses and purchase goods and services while in the area. This observation may also account for the uptick in weekday and lunchtime business noted by residents and business owners during public engagement activities, and identified surpluses in the gasoline stations and restaurants/other eating places categories in the Primary Trade Area.

HOTEL AND ACCOMMODATIONS

There are 10 hotels in and near the City of Borger. According to Travel Texas, hotel related spending generated the following income in Borger:

- \$7.8 million in purchases by travelers during their trip (includes lodging taxes); and
- \$311,594 in local hotel taxes.

Public engagement activities revealed that many of the guests staying in local hotels are visiting Borger for business purposes such as seasonal industry turn- arounds and maintenance.

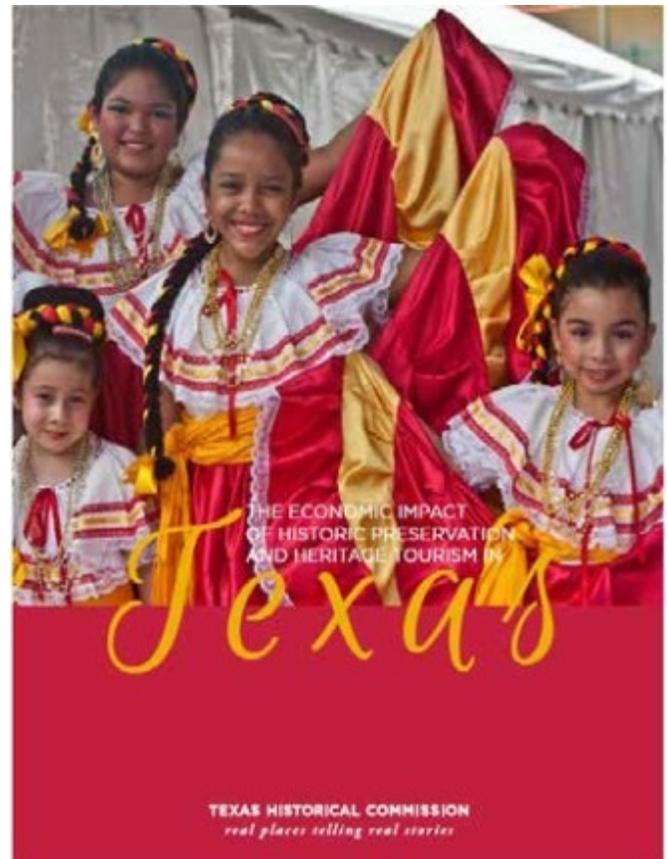
Sources: <https://www.travelstats.com/data>
<https://data.texas.gov/d/vmy5-jctb/visualization>

TOURISM

Borger is located near the following regional recreation and historical attractions:

- Lake Meredith;
- Alibates Flint Quarries;
- Adobe Walls;
- A point of interest on the 1968 Texas Plains Trail; and
- One of 80 designated markers on the Quanah Parker Trail.

These regional attractions and Borger’s unique and colorful history may provide an opportunity to increase the number of Borger’s annual visitors coming to the area for reasons other than work and bolster Borger’s downtown with increased spending.



TOURISM SPENDING

TEXAS HISTORICAL TRAILS PARTNERSHIP (THTP) SUCCESS STORY — THE QUANAH PARKER TRAIL



Sources: Texas Heritage Travel Guide, Texas Historical Commission The Economic Impact of Historic Preservation and Heritage Tourism in Texas, Texas Historical Commission

OFFICE MARKET PLACE



Office market demand is harder to predict and summarize. Unlike retail space which is occupied by businesses that cater to a local market demand, office space tends to be clustered around interstate highways and regional business centers, or fill a specific local business niche (e.g., medical, banking, insurance, etc.). Recent trends in co-working spaces, virtual work, and the gig economy have caused the demand for market space to further fluctuate.

Based on a review of commercial property real estate listing websites (loopnet.com, century21.com, and borgeredc.com), there is approximately 50,000 square feet of office space available in or immediately adjacent to Downtown Borger. (This number does not include any unlisted vacancies.) Based on an average of 300 square feet of space per office employee, this equates to enough available office space for 166 new office employees. One of the larger vacancies is located at 300 W. 6th Street just two blocks east of Main Street (approximately 43,000 square feet available). This amount of vacant square footage indicates that there is a limited market for new office space in and around Downtown Borger.

RESIDENTIAL MARKET PLACE

Public engagement activities during the City’s Comprehensive Plan and this Existing Downtown report revealed that there are difficulties for workers being recruited to the area and existing residents to find market rate rental housing. In the Borger primary trade area, approximately 25.4 percent of all housing units are rental. This is lower when compared to the City of Amarillo (38.0 percent), where many Borger business employees stated they currently reside, and the State of Texas (38.8 percent).

RENTAL MARKET DEMAND

There were an estimated 6,685 housing units in the primary trade area in 2018, of which 1,698 were rental. Based on the rental housing unit percentage comparison to the City of Amarillo and State of Texas, there is a potential market demand for 2,540 total rental units at 38.0 percent. This equates to a total shortage of 842 rental units in the primary trade area. Considering the percentage of primary trade area workers that live outside the Borger ETJ, there is a potential market demand for new rental properties in Downtown Borger.

Table 4, Borger Rental Demand Calculations below, further illustrates the untapped rental demand that exists in the primary trade area. Rental properties affordable to incomes below \$34,999 will generally require subsidized housing developments or rent assistance. Those individuals or families earning above \$74,999 may choose to purchase homes.

Therefore, the demand for rental units in the income categories below \$34,999 and above \$74,999 are removed from this rental unit market demand calculation. The residents most likely to rent at market rate fall into the \$35,000 to \$74,999 income ranges. According to 2018 income distributions, there was a potential for a 510 market rate apartment units at Borger’s 2018 rental unit share of 25.4 percent. This number increases to 762 units when applying the Texas State average of 38.8 percent.

The City and property owners in Downtown Borger may be able to capitalize on this demand by working with developers to build new rental housing developments or mixed-use buildings in the downtown core or context areas on vacant/underutilized properties.

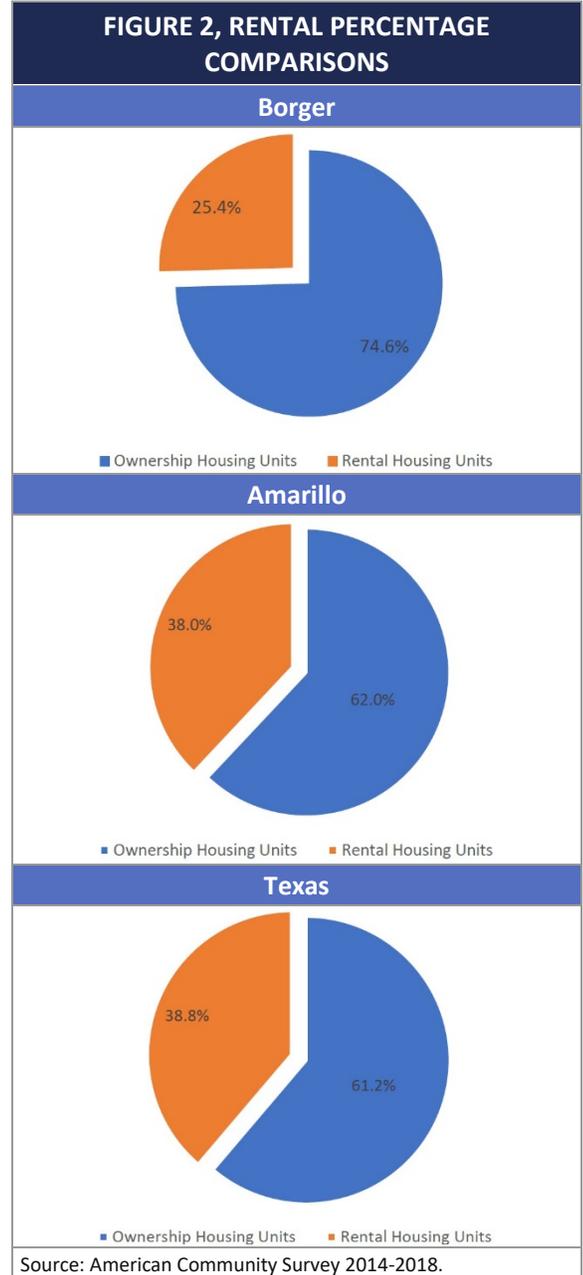


TABLE 4, BORGER RENTAL DEMAND CALCULATIONS

Income Cohorts	Percent of Households in Cohort	Number of Households in Cohort	Supportable Income Range	Households Paying Gross Rent in Range	Rental Demand At 25.4 Percent	Rental Demand At 38.8 Percent
<\$15,000	16.5%	1,103	\$412.47	279	280	419
\$15,000 - \$24,999	12.8%	856	\$412.50 - \$687.47	216	217	325
\$25,000 - \$34,999	9.7%	648	\$687.50 - \$962.47	336	165	246
\$35,000 - \$49,999	13.3%	889	\$962.50 - \$1,374.97	177	226	338

TABLE 4, BORGER RENTAL DEMAND CALCULATIONS						
Income Cohorts	Percent of Households in Cohort	Number of Households in Cohort	Supportable Income Range	Households Paying Gross Rent in Range	Rental Demand At 25.4 Percent	Rental Demand At 38.8 Percent
\$50,000 - \$74,999	16.7%	1,116	\$1,375.00 - \$2,062.47	72	284	424
\$75,000 - \$99,999	11.5%	769	\$2,062.50 - \$2,749.97	0	N/A	292
\$100,000 - \$149,999	11.2%	749	\$2,750.00 - \$4,124.97	0	N/A	N/A
\$150,000 - \$199,999	5.7%	381	\$4,125.00 - \$5,499.97	0	N/A	N/A
\$200,000+	2.7%	180	\$5,500+	0	N/A	N/A

Sources: American Community Survey 2014-2018 Kendig Keast Collaborative

LAND VALUES

Land values are an important indicator for a shopping district's health, but also to identify opportunities.

LAND VALUES BY USE CATEGORY

Land values tend to increase as the property develops with buildings and structures. Vacant/undeveloped land is worth less than already developed property, and commercial and industrial uses are typically valued higher than residential. Hutchinson County Assessor appraisal data illustrates that in the combined Downtown Borger core and context areas (see Map 2), residential property has the highest per square foot (\$6.80) value and commercial is slightly lower (\$6.63). Multi-family is near the middle of the property value range (\$6.39) which is typical. Residential vacant lots (\$6.25) are valued at almost the same price as multi-family properties, which may also be indicative of the demand for new housing units.

The amount of industrial categorized property was too small of a sample size to create an accurate per square foot calculation.

TABLE 5, DOWNTOWN BORGER AVERAGE APPRAISED LAND VALUE BY USE CATEGORY			
Primary Category Description	Percent of Total Land Area	Value Per Acre	Value Per Square Foot
Residential Property	7.39%	\$296,354.84	\$6.80
Residential Mobile Home	0.31%	\$73,950.15	\$1.70
Multi-Family Residential	8.00%	\$278,202.11	\$6.39
Residential Vacant Lots	16.56%	\$272,158.07	\$6.25
Commercial	33.15%	\$288,841.22	\$6.63
*Industrial	0.02%	\$41,799.71	\$0.96
Other	0.44%	\$117,232.91	\$2.69
Exempt	0.55%	\$89,817.24	\$2.06

* Not indicative of city-wide industrial land value
Source: Hutchinson County 2019 Appraisal Data

COMPARISON TO PANHANDLE COMMUNITIES

During public engagement activities, participants shared that property values were lower than nearby communities. The City of Borger overall has a per square foot assessed value of \$2.04. When compared to other Panhandle communities Stinnett (\$1.02) is the lowest and Amarillo (\$5.29) the highest. While Borger is not the lowest, assessed values are lower than nearby cities.

These calculations are based on the total assessed value of each community as reported by the Texas Comptroller of Public Account Office. These estimates compare the average per square foot assessed value of property in their respective city, but should not be construed as the expected sale price of real property.

Lower market values represent an opportunity for Downtown Borger. Members of the community and representatives of local governmental agencies stated that business owners generally purchase properties in Borger since there is an observed value over renting. Based on the relative value of property in Borger, when compared to other Panhandle communities, the data suggests that there is an investment opportunity to purchase commercial property as opposed to renting.

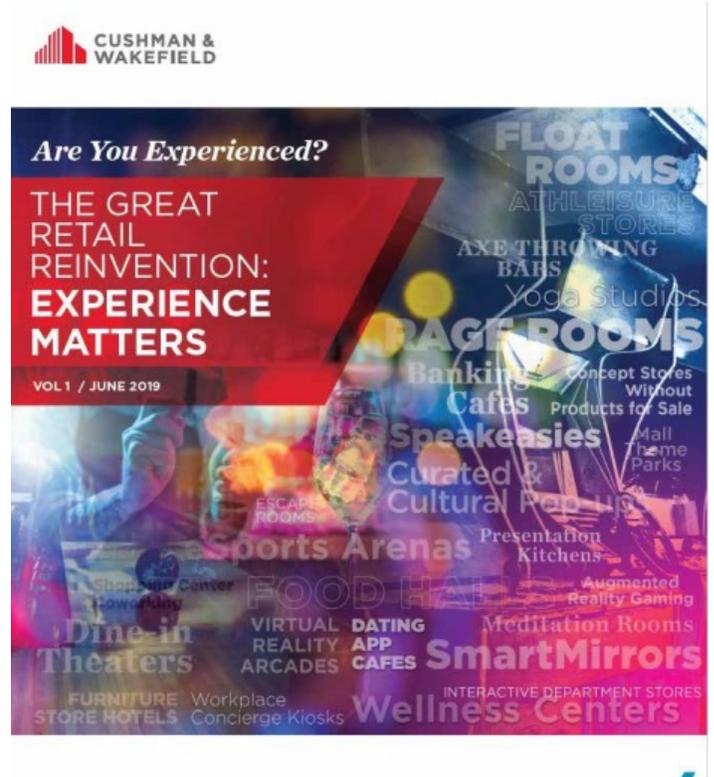
TABLE 6, TEXAS PANHANDLE COMMUNITY AVERAGE MARKET VALUES		
City	Market Value Per Acre	Market Value Per Square Foot
Panhandle, TX	\$82,746	\$1.90
Pampa, TX	\$118,010	\$2.71
Borger, TX	\$88,699	\$2.04
Stinnett, TX	\$44,513	\$1.02
Dumas, TX	\$186,925	\$4.29
Amarillo, TX	\$230,507	\$5.29

Source: <https://comptroller.texas.gov/taxes/property-tax/reports>

CHANGES TO THE SHOPPING DISTRICT ENVIRONMENT

Approximately 25 years ago an online bookstore named Amazon started in Jeff Bezos’ garage, the proliferation of discount goods via “big-box” stores began to disrupt the way consumers priced goods, and the overall rise of the internet predicted the need for a new type of commodity - the “experience”. Fast forward to 2020 and the experience economy has arrived. While attributed to the millennial generation this phenomenon has roots in the prevalence of technology. Long work days, the integration of social media as a primary source of interaction, and the ability to simply click a button and have a good arrive at your door all play a role in current trends. Shoppers don’t need to go to physical stores to obtain a good; however, the desire to have an experience has driven some of the new and popular trends such as:

- Craft breweries/tasting rooms;
- Axe throwing clubs;
- Escape rooms;
- Food trucks and niche dining experiences;
- Food halls; and
- Indoor skydiving facilities.



“There are only three reasons why a consumer visits a store or a shopping center to purchase goods or services. They come either because of convenience, value, or experience. In the “Age of Amazon”, convenience is no longer enough. This leaves us with value or experience.” - Garrick Brown, Vice President, Retail Intelligence Cushman Wakefield

Source: Cushman Wakefield, The Great Retail Reinvention Experience Matters.

PHYSICAL ASSETS/CONDITIONS

Recent upheavals in the retail market place, emerging business models, and consumer preferences have changed the priorities of commercial development and shopping districts.

Now more than ever the physical condition and aesthetic appeal of a commercial shopping environment impacts its success. Providing the “experience” is not relegated to the types of businesses present, but also the physical environment and incorporated activities surrounding that business.

The following information/illustrations highlight the physical characteristics of Downtown Borger that may impact the type of experience environment Borger creates.

LAND USE

Existing land uses in the Downtown Borger core and context areas fall primarily into the commercial designation (58 percent) with single-family (12.8 percent) and public/ institutional (9.8 percent) the next largest occupied categories. However, the second most prominent existing land use category is vacant (14.7 percent). Higher vacancy was noted during public engagement activities as an issue facing Downtown Borger, and this analysis confirms that there is a high percentage of vacant properties in the Downtown core and context areas. However, these vacant properties also represent opportunities for redevelopment and to help reestablish Downtown Borger as an entertainment/shopping district.

Existing Land Use Category	Percent
Commercial	58.0
Light Industrial	1.7
Multi-Family Residential	3.0
Public/Institutional	9.8
Single-Family Residential	12.8
Vacant	14.7

MAP 6, DOWNTOWN BORGER CORE AND CONTEXT AREAS LAND USE



- Commercial
- Light Industrial
- Multi-Family Residential
- Public/Institutional
- Single-Family Residential
- Vacant
- Downtown Core
- Downtown Context

CURRENT ZONING

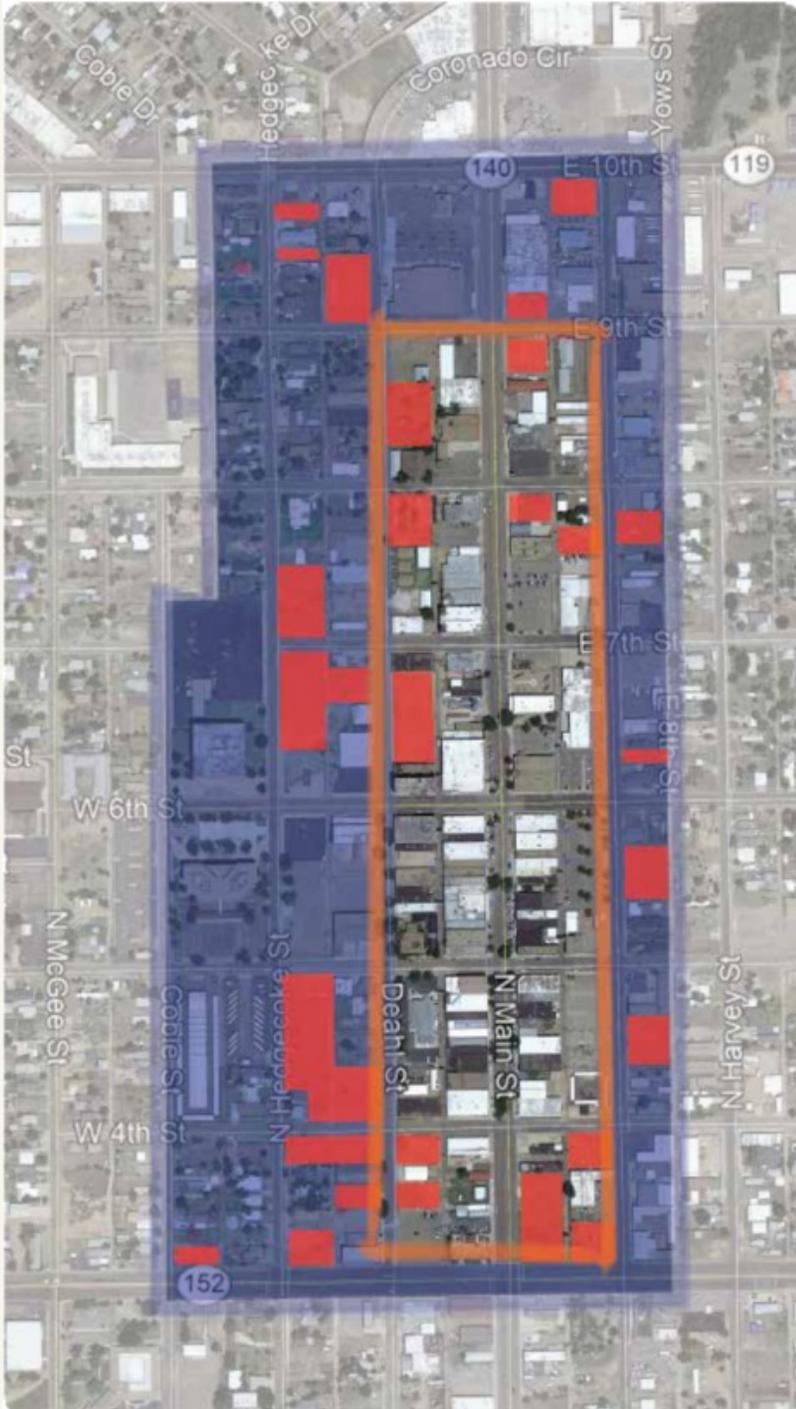
The downtown core and context areas are comprised of five out of Borger’s 12 zoning districts. Three of the districts, Commercial (28.9 percent), Central Business (28.9 percent), and Retail (23.5 percent), are approximately 81.3 percent of these identified areas. These zoning districts permit a variety of residential, retail, service, restaurant, automobile, and wholesale related uses. However, the Central Business District permits a substantially fewer number of residential uses. This may inhibit creating a mixed- use entertainment driven shopping environment as the majority of the identified downtown core is zoned Central Business.

TABLE 8, DOWNTOWN BORGER CORE AND CONTEXT AREAS ZONING DISTRICTS BY PERCENT	
Zoning District	Percent
C - Commercial	28.9
CB – Central Business	28.9
GR – General Residential	17.0
NS – Neighborhood Services	1.8
R – Retail	23.5

VACANCY

Vacant storefronts are evident in the downtown core along Main Street, and 14.7 percent of the property in the core and context areas is vacant. While these vacant properties represent a challenge, current land values and existing incentive programs may create an opportunity for redevelopment of the downtown area and surrounding properties.

MAP 8, DOWNTOWN BORGER CORE AND CONTEXT AREAS VACANCIES



- Vacant/Underutilized Sites
- Downtown Core
- Downtown Context

PARKING

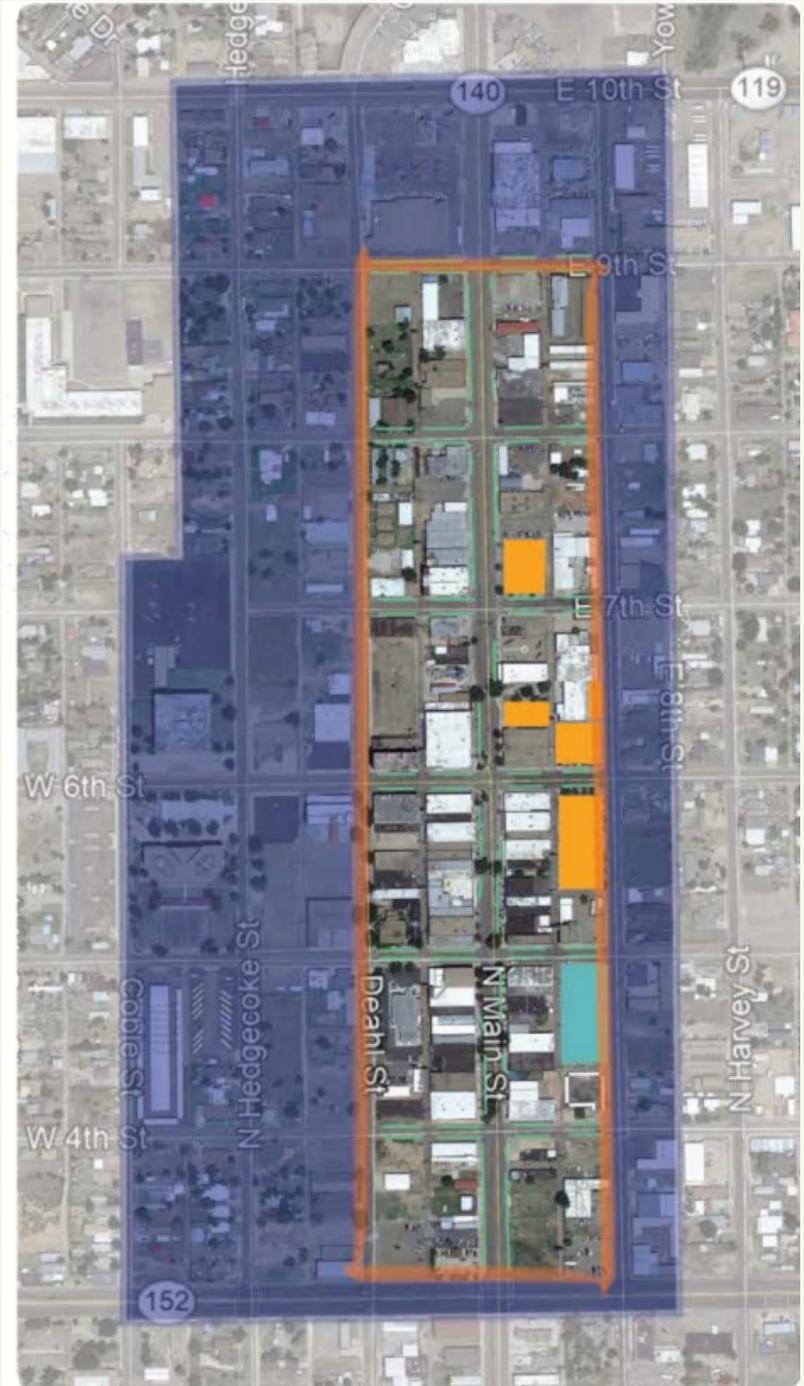
Vehicular parking plays a vital role in any commercial shopping district or individual business. A lack of enough parking, whether real or perceived, causes shoppers to look for alternative shopping areas. Downtown shopping environments tend to suffer in perception based on this real or perceived parking shortage. Borger has a variety of parking options spread throughout the defined downtown study area. There are currently an estimated:

- On-street parking spaces (parallel and angled) – 348 spaces
- Public off-street parking spaces – 147 spaces
- Total – 495

While there are a number of parking spaces within the downtown core area, business owners stated that their customers prefer parking spaces close to the front door of their store. The current serpentine layout prevents the creation of on-street parking spaces directly in front of a portion of Main Street storefronts.

There are brick knee-walls and concrete landscaping planters on portions of the Main Street sidewalk. These add visual interest and create a physical separation to enhance safety between pedestrians and vehicles, including the reduction of mid-block "jaywalking." However, public engagement activities revealed that local shoppers feel these features inhibit pedestrian circulation between storefronts and the street.

MAP 9, DOWNTOWN BORGER CORE PARKING LOCATIONS



-  On-Street Parking Spaces
-  Off-Street Parking Lot
-  Planned Parking Lot
-  Downtown Core
-  Downtown Context

DOWNTOWN NETWORK

Map 10, Downtown Network, illustrates the primary street and block pattern of the downtown core and context areas and surrounding environment. The aerial photograph on this map illustrates that these areas are still primarily comprised of the original 1920s grid pattern of streets and sidewalks. This creates an abundance of street facing properties/buildings, multiple access points to the area, and a well-connected shopping district that is integrated into the fabric of Borger.

MAP 10, DOWNTOWN NETWORK



-  Downtown Core
-  Downtown Context
-  Downtown Context

MAIN STREET SHOPPING DISTRICT ENVIRONMENT

Starting with the founding of Borger and until recently, Main Street was the activity center of the city. Participants at various public engagement activities stated how they would “drag Main” as part of their entertainment and community gathering activities. This sense of history and activity is reflected by Borger being the only High Plains city to receive the All-American City Award, in 1969. This also highlights Main Street’s tradition as an entertainment activity center in addition to a place with physical stores. This tradition can help Downtown Borger evolve into a revived entertainment focused district. Recent new businesses that have located in the core and context areas or existing businesses that focus on entertainment showcase that this transition is already starting organically:

- Morley Theatre;
- Borger Fitness Club;
- At the Ranch;
- Hutchinson County Museum; and
- Auld Brewing Company.

MAIN STREET RIGHT-OF-WAY

The Main Street right-of-way is approximately 90 feet wide from building to building. The majority of the street has the following elements:

- North bound vehicle travel lane;
- South bound vehicle travel lane;
- One center left turn lane;
- Parallel parking lanes on both sides of the street; and
- Sidewalks on both sides of the street.

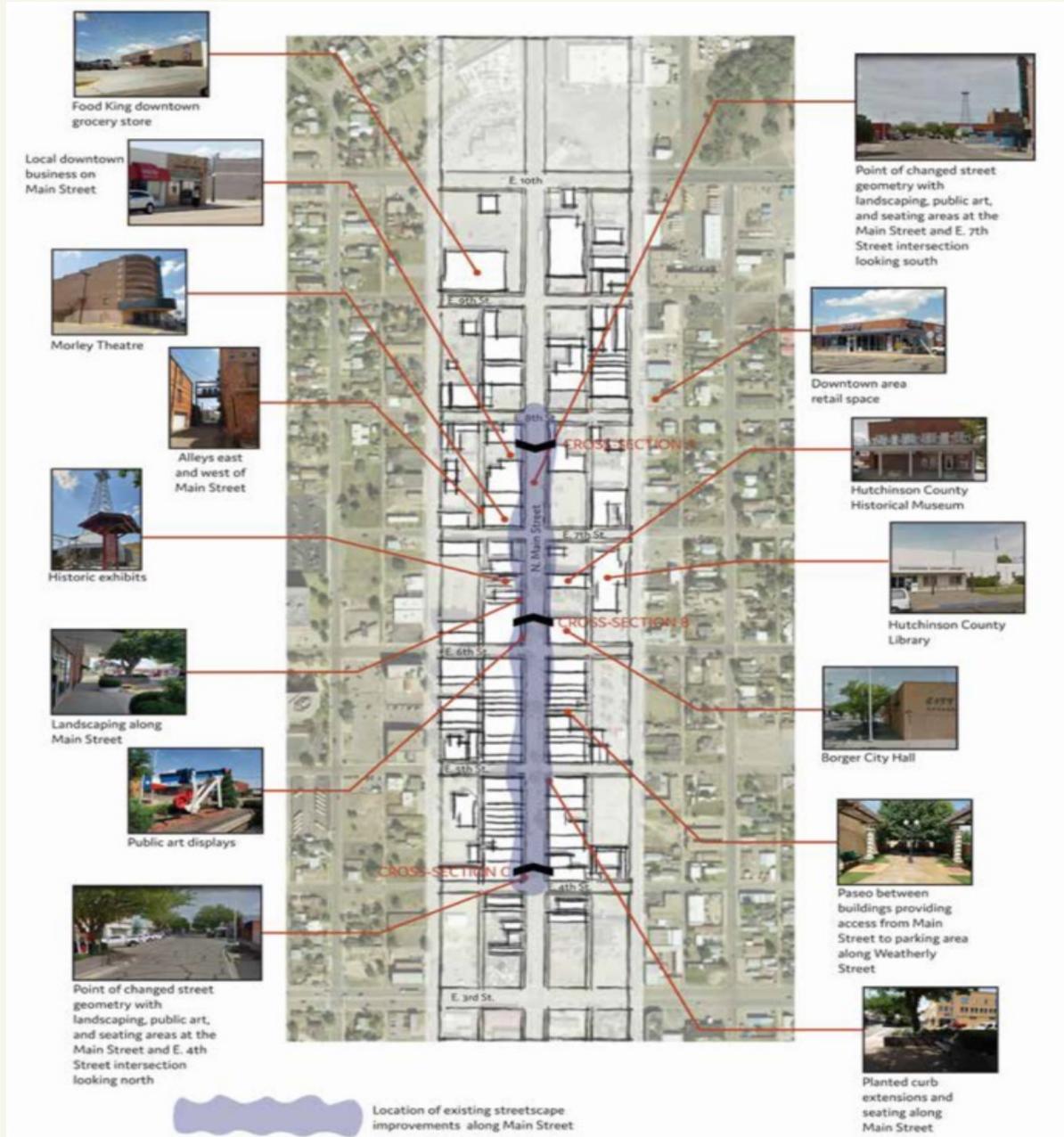
From 4th Street to 7th Street extra features have been added to the right-of-way to enhance the physical environment of Main Street:

- Serpentine traffic pattern;
- Angled off-street parking spaces that alternate on the east and west sides of the street;
- Pergolas with seating;
- Wide sidewalks;
- Enhanced landscaping areas;
- Raised landscape planting beds;
- Formal seating areas;
- Low serpentine brick walls between the sidewalk and street;
- Public art; and
- Historic features, information plaques, and kiosks.

EXISTING CONDITIONS

These existing extra features and alternate street patterns shown on **Map 11, Existing Physical Characteristics**, showcase a wide range of possibilities available within the public right-of-way. They also demonstrate that there is an opportunity to modify or rethink the Main Street right-of-way to create the entertainment district necessary to attract shoppers and enhance the physical shopping environment.

MAP 11, EXISTING PHYSICAL CHARACTERISTICS



MAIN STREET CROSS SECTIONS

When creating a modern entertainment district that attracts both shoppers and visitors, the public realm (Main Street right-of-way) is an important physical attribute that contributes to this environment. There are three typical cross sections that represent Borger’s Main Street right-of-way.

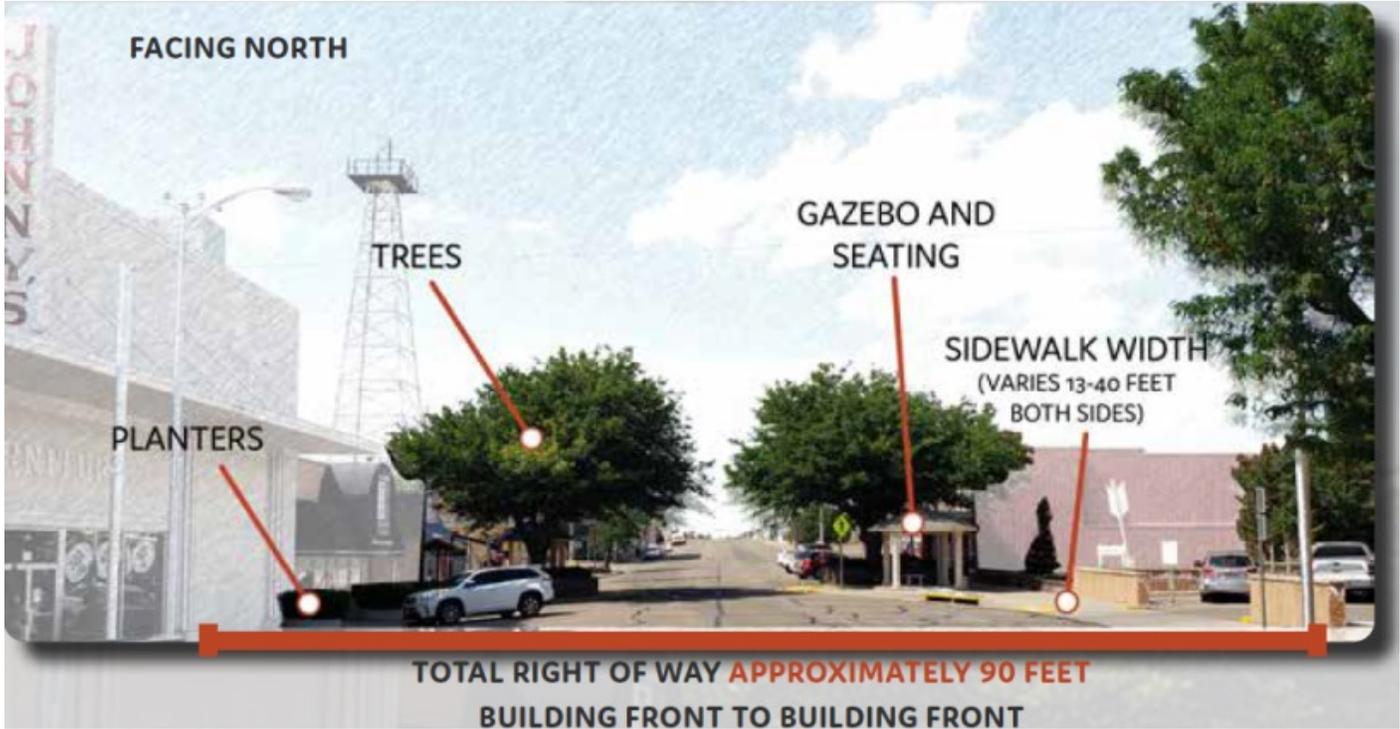
CROSS SECTION A (BLOCK BETWEEN 7TH AND 8TH STREETS LOOKING SOUTH)

Cross Section A represents the more typical cross section that exists in the downtown core. The 90 foot right-of-way is surrounded on both sides by either buildings or parking/open lots. Within the right-of-way both sides of the street are bordered by sidewalks that are approximately 6.5 feet. The remaining 77 feet are devoted to vehicles with parallel parking lanes on both sides, one center turn-lane, and two lanes devoted to vehicular traffic (one northbound and one southbound).



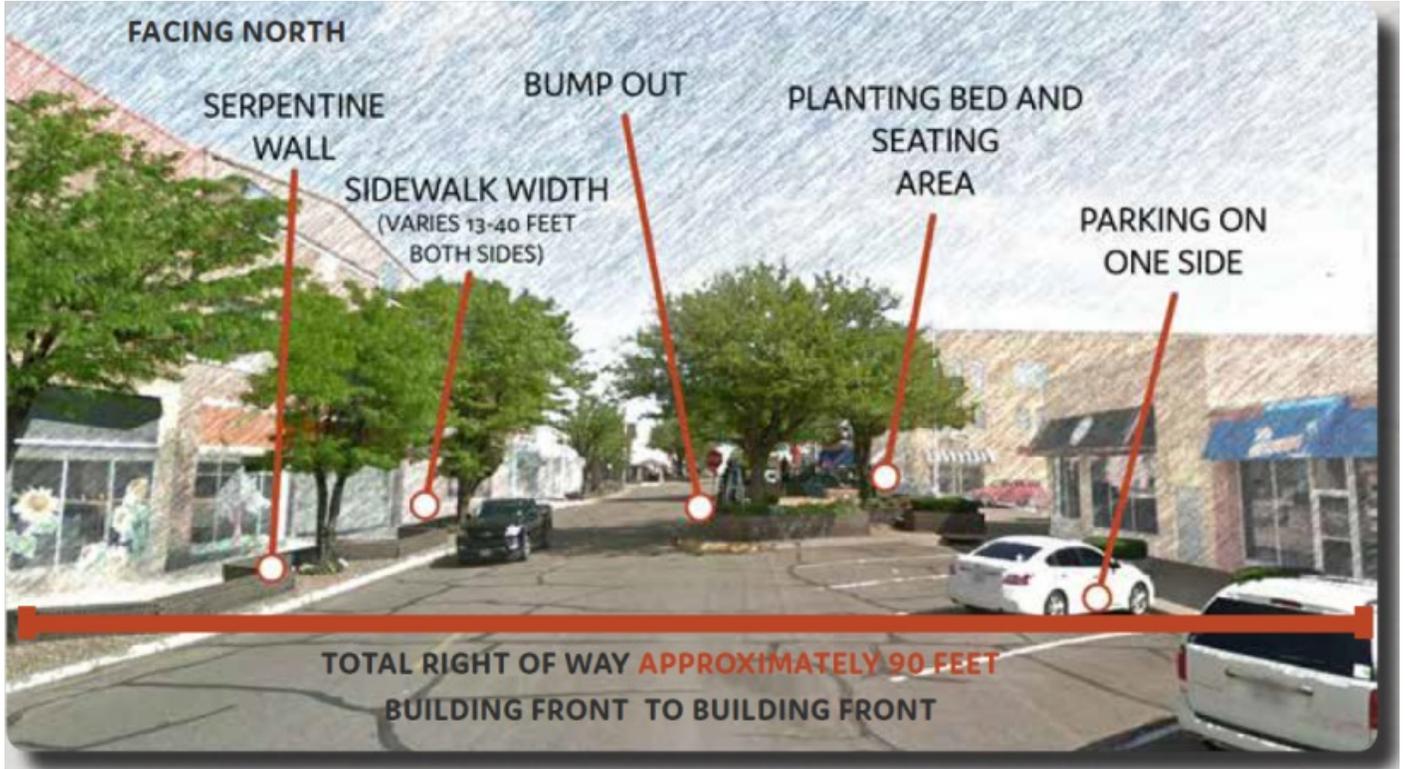
CROSS SECTION B (BLOCK BETWEEN 6TH AND 7TH STREETS LOOKING NORTH)

Cross Section B highlights the right-of-way pattern with angled parking on the western side of Main Street. This serpentine traffic pattern provides for extra wide sidewalks (up to 40 feet) in some locations at intersections and additional landscaping planters, pergolas, and seating areas.



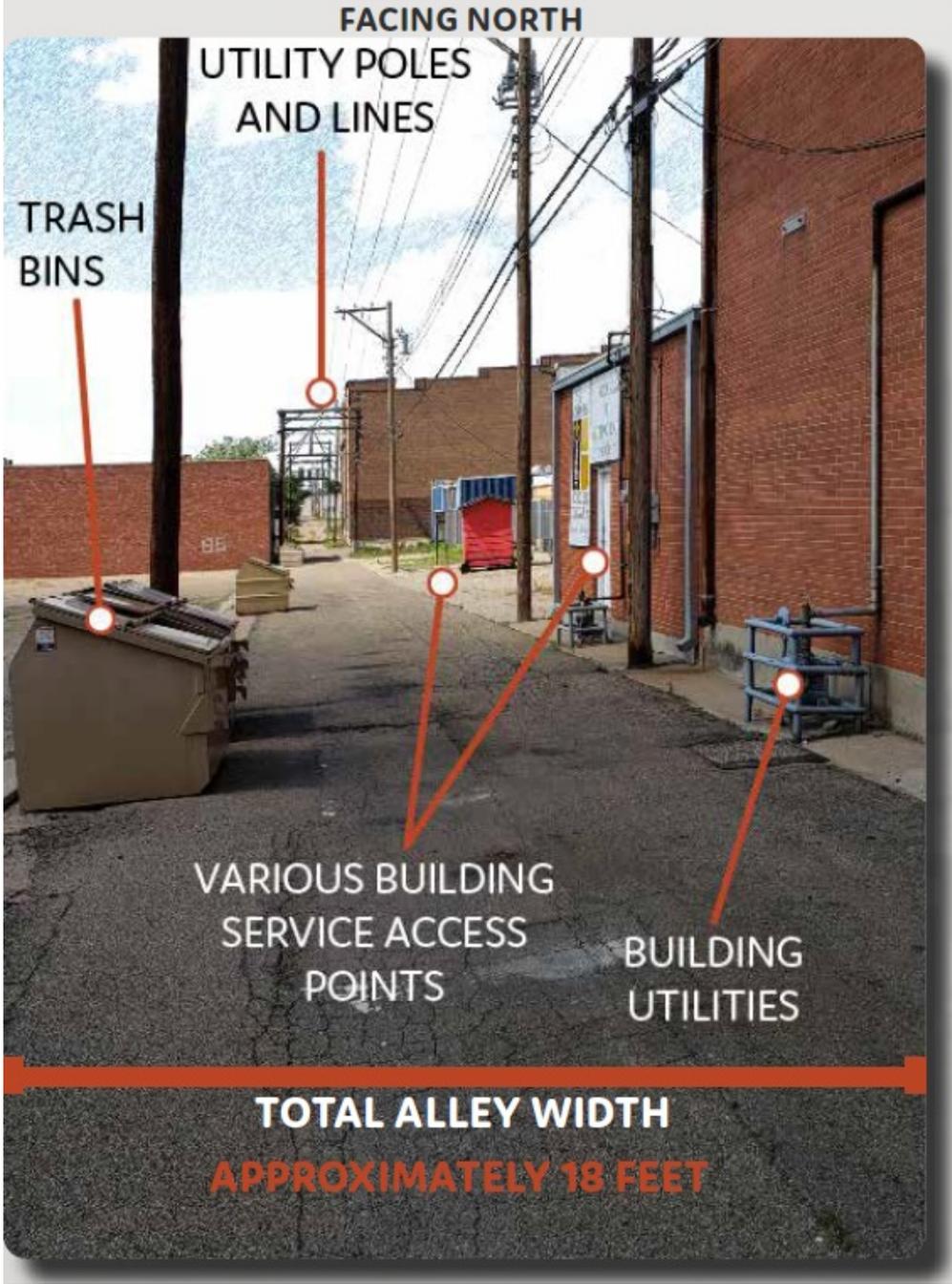
CROSS SECTION C (BLOCK BETWEEN 4TH AND 5TH STREETS LOOKING NORTH)

Cross Section C highlights the right-of-way pattern with angled parking on the east side of the street. In addition to the enhancements stated in Cross Section B, this cross section also illustrates the serpentine brick walls, planting bed bump-outs with seating areas, and increased raised landscape areas.



ALLEY SECTION (BLOCK BETWEEN 6TH AND 7TH STREETS – WEST OF MAIN STREET – LOOKING NORTH)

Downtown Borger's blocks are bordered with alleys oriented in the north south direction. There are two such alleys that are located both to the east and west of Main Street in the downtown core area. These alleys serve many typical functions such as trash collection, rear building/lot access, provision of utilities, and vehicular movement. However, these alleys also represent a potential underutilized resource. With a width of 18 feet there may be opportunities to transform these alleys into more integrated elements of the downtown core area.



BORGER DOWNTOWN REVITALIZATION PLAN

FUTURE DOWNTOWN PLAN

ADOPTED • JANUARY 5, 2021



BORGER
— TEX★S —
WHERE OPPORTUNITY BOOMS

BORGER DOWNTOWN REVITALIZATION PLAN FUTURE DOWNTOWN PLAN

ACKNOWLEDGMENTS

CITY COUNCIL	KEY CITY STAFF
Karen Felker — Mayor, Place 2	Eddie E. Edwards — City Manager
Charles, “Pete,” Loftis — Council Member, Place 1	Garrett Spradling — Assistant City Manager
Kim Perez — Council Member, Place 3	Marisa Montoya — Communications Manager
James Marrs, II — Council Member, Place 3	Stella Sauls — City Secretary
Marvin, “Bubba,” Dickson — Council Member, Place 4	
Milton R. Ooley — Council Member, Place 5	
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Karen Felker — City Appointed Member	Bret Keast, AICP — CEO Owner
Chris Prock — County Appointed Member	Gary Mitchell, FAICP — President (Project Manager)
Jeff Whittington — County Appointed Member	Matthew O'Rourke, AICP — Senior Associate
Les Sharp — Borger Independent School District (BISD) Appointed Member	Janis Burall, AICP — Senior Associate
Jamie Neumann — City Appointed Citizen Member	Luis Mercado — Urban Design Associate
Diedre Hood — BISD Appointed Member	Parkhill
	Kole Glover, P.E. — Civil Engineer
	Chad Dietz, RLA — Associate and Landscape Architect

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INTRODUCTION



Why is downtown important? Downtowns are often described as the "heart" of cities. More than any other place, they represent a city's collective history, identity, and cultural center. Downtown is a community's image-setter and overall quality of life barometer, where most curious visitors will want to explore. They will make inferences about the whole community based upon their experiences in this section of a city. An underwhelming downtown may imply that a municipality lacks sociability, does not value civic or public life, has nothing original to offer, and contains amenities found in any town, city, or suburb (e.g., chain stores, large parking lots, and no cultural history). On the other hand, a lively downtown says that a community is friendly and inviting, has depth and variety, and values its history. Essentially, a vital downtown indicates that a community is vibrant and healthy, and acts as the catalyst for attraction of talent, investment, and residential development.

The Borger Downtown Revitalization Plan is an extension of the Boomtown 2040 Comprehensive Plan. It blends that plan's relevant Goals and Strategic Action Priorities with the combined efforts of the City, partner agencies, and all those interested in a culturally and economically strong downtown through the identification of near- and longer-term goals and recommendations. More importantly, this plan lays out a vision and action steps to bring back downtown as the hub of Borger's social and entertainment activity.

ROLE OF DOWNTOWN

Downtowns play an essential role in supporting economic innovation and talent attraction/retention. They are centers of creativity and incubators that encourage entrepreneurs to start new and innovative local businesses. Solid downtowns enrich a community by providing an eclectic alternative to suburban life and serving as a magnet for creative people, experiences, events, and entertainment. They provide a visible connection to a city's history and infuse it with a sense of permanence and authenticity.

Public engagement activities during the Comprehensive Plan and Existing Downtown report confirmed Downtown Borger's importance to area residents and businesses. Many nostalgically referenced the social activities associated with "dragging Main." This former pastime, taken at face value, means driving up and down Main Street. However, public input revealed that this activity was also about socializing, being seen, friendship, and caring about community. More importantly, residents still view Downtown Borger as the cultural heart of their city.

PLAN PURPOSE

This plan avoids the "one big idea" or "silver bullet" project such as a new sports stadium. Instead, this plan has multiple focused action steps that will establish the foundation for a sustainable attractive main street and surrounding urban neighborhood.

The notion that downtown needs to be a place for residents and businesses first drives the planning approach. The Existing Downtown report refers to this as the primary trade area, residents and employees who live or work within Borger's city limits and extraterritorial jurisdiction (ETJ). These demographics represent the regular customers who keep a local district alive and support the entrepreneurs that choose Downtown Borger as their businesses' home.

It is also important to note that the public sector's role in revitalizing downtown is extremely important, but only a part of the overall effort acting as a facilitator in:

- Bringing all stakeholders to the table and coordinating their efforts;
- Spurring catalytic projects (e.g., infrastructure investments);
- Assisting with private-sector enhancement efforts that encourage investment (e.g., grants, streamlining permitting and development procedures, and regularly updating development ordinances to adapt to new business models); and
- Attracting people to downtown (e.g., hosting or encouraging strategic partners to host events, festivals, and shared marketing opportunities).

However, long-term sustainable downtown revitalization relies on the private sector doing a lot of the "heavy lifting."

EXISTING DOWNTOWN REPORT CONTENT

The Existing Downtown report provides background and insights about Downtown Borger as it is today and is referenced throughout this plan. The following key topics were analyzed in that report to provide a sound data foundation for this plan's recommended action steps:

- **Location and trade area analysis;**
- **Region's history;**
- **Key market data; and**
- **Physical attributes.**

PUBLIC ENGAGEMENT

The consultant team and City officials hosted multiple public and leadership engagement activities to inform this plan and establish focused topics for recommended actions. These engagement activities included:

- Interviews with current downtown business owners and the Borger Economic Development Corporation (BEDC);
- Online survey with over 300 individual responses;
- Meetings with City officials;
- Meetings with the Tax Increment Reinvestment Zone (TIRZ) Board; and
- Input received as part of the City's recent comprehensive planning process.

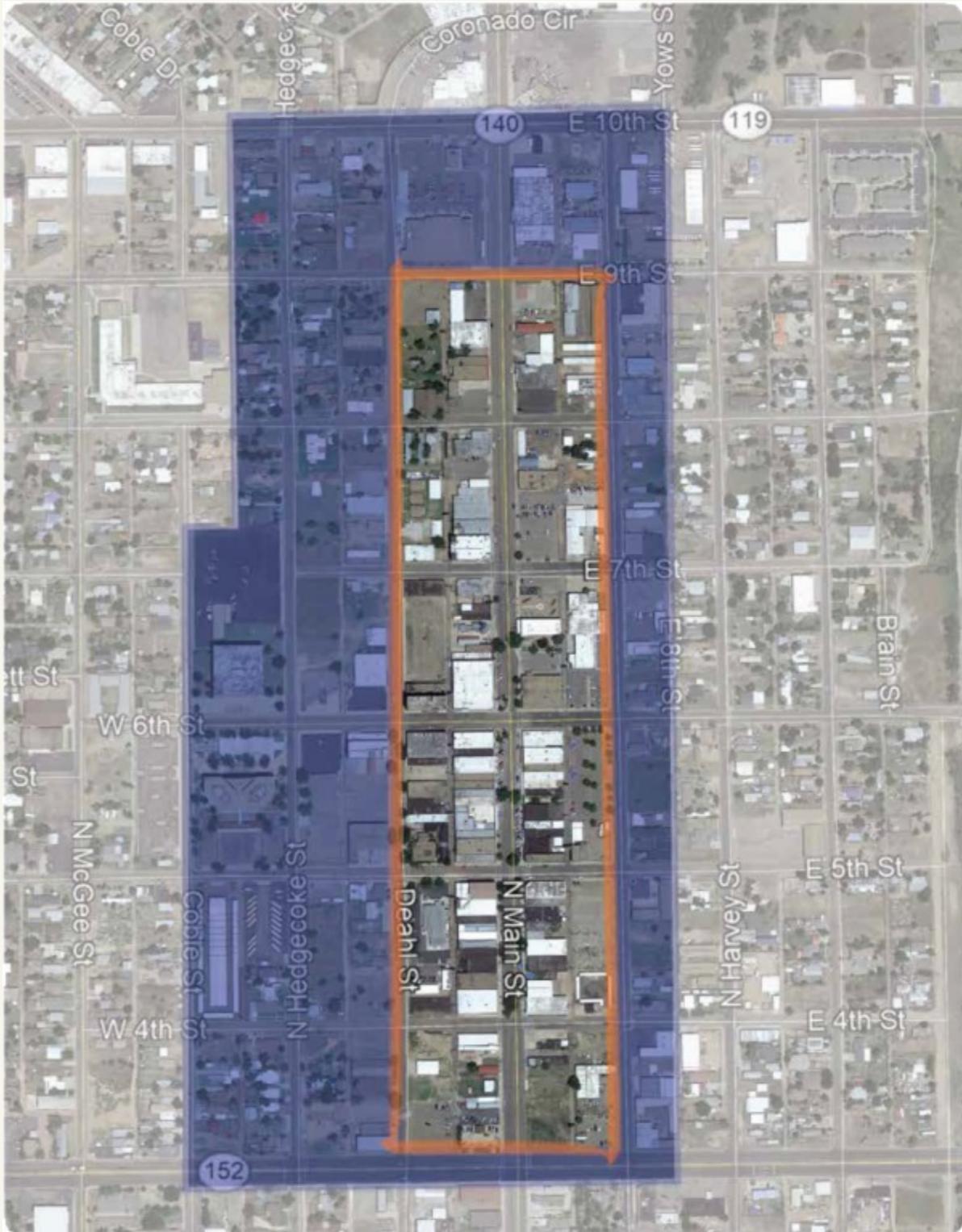
DOWNTOWN REVITALIZATION PLAN BOUNDARIES

The Existing Downtown report and this plan focus on the downtown "core" and "context" areas. The core of Downtown Borger was defined by observing daily activities, physical amenities along the street, traffic and pedestrian patterns, public engagement activities, location of existing business and government uses, and historical buildings. The downtown core boundaries defined for this plan are:

- North: E. 9th Street;
- South: E. 3rd Street;
- East: Weatherly Street; and
- West: Deahl Street.

While this core area comprises the focus of the physical portion of the plan, a larger surrounding area was also examined to ensure that the findings represent the greater context and land use patterns adjacent to this downtown core. This area is referred to as the "context area" and also identifies the logical area for future redevelopment activities after growth inside the core area has reached critical mass. Both areas are depicted on **Map 1, Study Area**.

MAP 1, STUDY AREA



Downtown Core



Downtown Context

ISSUES AND OPPORTUNITIES

The Existing Downtown report and public input activities revealed a set of issues and opportunities utilized to frame focus area topics specifically relevant to Borger. The list summarized below also provided direction towards recommended action steps stated in Chapter 3, Implementation, of this plan:

ISSUES

- Purpose based shopping – Most downtown shoppers go to one business and then leave once they have concluded their trip's purpose. Patrons do not visit multiple locations or "window shop." This pattern also causes businesses to have varying busy times/days of the week that seldom overlap.
- Evening and nighttime activity – Shoppers and visitors do not come downtown once the sun has set.
- Outdated infrastructure – The serpentine traffic pattern, low brick walls, and on-street parking that alternates between either side of Main Street creates accessibility issues.
- Parking – Lack of convenient parking located close to Main Street businesses.
- Vacancy – Main Street has a number of vacant properties and storefronts.
- Rental housing demand – Borger does not have enough market rate rental housing, specifically near downtown.

OPPORTUNITIES

- Physical – Modifications and redevelopment of the Main Street right-of-way, recommended catalyst sites, building facades, mixed-use development, and rental housing.
- Placemaking – Encourage shoppers and visitors to spend more time with increased activities and points of interest, such as farmers markets, food truck events, public art displays, signage enhancements, and performance areas.
- Business incubation – Foster the creation of new business models (e.g., entertainment uses, cultural venues, maker spaces, food halls, etc.).
- Policy – Review the City's ordinances and examine the creation of a redevelopment authority, a Public Improvement District, or a Management District.
- Partnerships – Continue to work with and expand partnerships with the BEDC, Chamber of Commerce, and Downtown Merchants Association.
- Branding and marketing – Develop a brand strategy to market Downtown Borger as "the" place to shop and visit for the primary and extended trade areas.
- Cultural tourism – Utilize Borger's colorful history to attract visitors to downtown.

THE FUTURE OF DOWNTOWN

This Downtown Revitalization Plan focuses on Downtown Borger as it intends to be in the years ahead. These aspirations are presented in topic areas that are central to physical modifications, policies, and programming. Each topic highlights key issues and considerations followed by action steps specific to that topic. A final section on plan implementation considerations, priorities, and procedures rounds out the plan and ranks action steps by these identified topic areas:

- Physical improvements and placemaking;
- Housing;
- Business incubation;
- Branding; and
- Policies and partnerships.

GUIDING PRINCIPLES

Through the process of preparing this Downtown Revitalization Plan for Borger, this set of six overarching guiding principles below was developed. A guiding principle expresses a basic value or operating policy that will apply regardless of the course of action ultimately chosen.

RE-ENVISIONING "DRAGGING MAIN"

Throughout the public engagement processes of the Boomtown 2040 Comprehensive Plan and Existing Downtown report, the concept of "dragging Main" Street was mentioned more frequently than any other individual item. This tradition gave residents a social reason to be in downtown on Friday and Saturday nights. Just as important, it created activity up and down Main Street and reinforced downtown's importance to the community. The topic areas in this plan present a new "dragging Main" vision. Recommended changes to Main Street's physical layout and the identified catalyst sites or new policies to promote entrepreneurship and branding help achieve the ultimate goal of reinvigorating downtown. However, the key element underpinning all recommendations is to create an environment that acts as a catalyst for social interaction throughout the entire downtown area. Downtown will once again encourage residents and visitors to "drag" (shop, walk, see and be seen, open a new business, or develop new assets) up and down Main Street.

GP1: Downtown Borger will be **RESURGENT** as Main Street regains its status as the cultural center of the community.

GP2: Downtown Borger will be **ENRICHED** as a great place to visit and enjoy, spend an hour, a day, or a lifetime.

GP3: Downtown Borger will have a **DIVERSE** economy, as home to multiple entertainment, shopping, and dining venues and as a place to live or visit.

GP4: Downtown Borger will be **DISTINCTIVE** as it works to grow its business and population bases while becoming the premier Main Street entertainment district of Hutchinson County.

GP5: Downtown Borger will be **INVENTIVE** as it strives to become a complete mixed-use district, with lifestyle, cultural, and leisure offerings.

GP6: Downtown Borger proponents will be **PATIENT** and **OPTIMISTIC** as they take on the long-term task of reinvigorating and repositioning Downtown Borger for a new era and a new reality.



Source: City of Borger

ISSUES AND RECOMMENDATIONS

INTRODUCTION



Physical public improvements do not constitute "the plan" as a whole. The issues identified in the plan topics listed below encompass a more holistic solution, including physical, programming, and policy directions. That said, new investments in streetscape and infrastructure can set the stage for private investment, especially in areas that have not seen new development for quite some time. Investments in constructing a new visible public image sends a strong message that the City is serious about redevelopment and is willing to spend its own money to get things rolling.

PHYSICAL CHANGES AND CAPITAL PROJECTS

New investments in streetscape, infrastructure, and gathering places can set the stage for private investment, especially in locations where the trend of no new development and activity persists.

KEY CONCEPTS

- Enhanced streetscape on Main Street to link existing and new assets;
- Develop Hotel Borger site (Catalyst Site A) to attract more residents and visitors;
- Create new multi-purpose event and commerce space;
- Enhance existing building form and traditional "Main Street" aesthetic; and
- Entry-way, wayfinding, and lighting to help brand Main Street.

LAND VALUES

The Existing Downtown report indicates that Downtown Borger has relatively lower assessed land values than nearby Panhandle communities. That report also noted lower per square foot values for commercial property when compared to single-family residential lots. Lower commercial property values represent an opportunity for the City and developers alike to acquire physical land. Developers and potential business owners should be encouraged to look towards opportunities in the identified activity corridors first, to develop the downtown core's critical mass before exploring opportunities in the downtown extended area.

EXISTING DOWNTOWN REPORT TAKEAWAYS

- **Tax Increment Reinvestment Zone (TIRZ)#1;**
- **Physical assets/conditions;**
- **Land value comparison to Texas Panhandle communities; and**
- **Commercial land value lower than residential.**

When evaluating land opportunities the City and development community should reference the Boomtown 2040 Comprehensive Plan's Future Land Use Map. This map and accompanying land use classifications provide land use direction that will guide the development community in identifying locations that are suited and preferred for their development products.

PLACEMAKING AND THE POWER OF 10+

What is Placemaking. "Placemaking inspires people to collectively reimagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution."

HOW CITIES TRANSFORM THROUGH PLACEMAKING

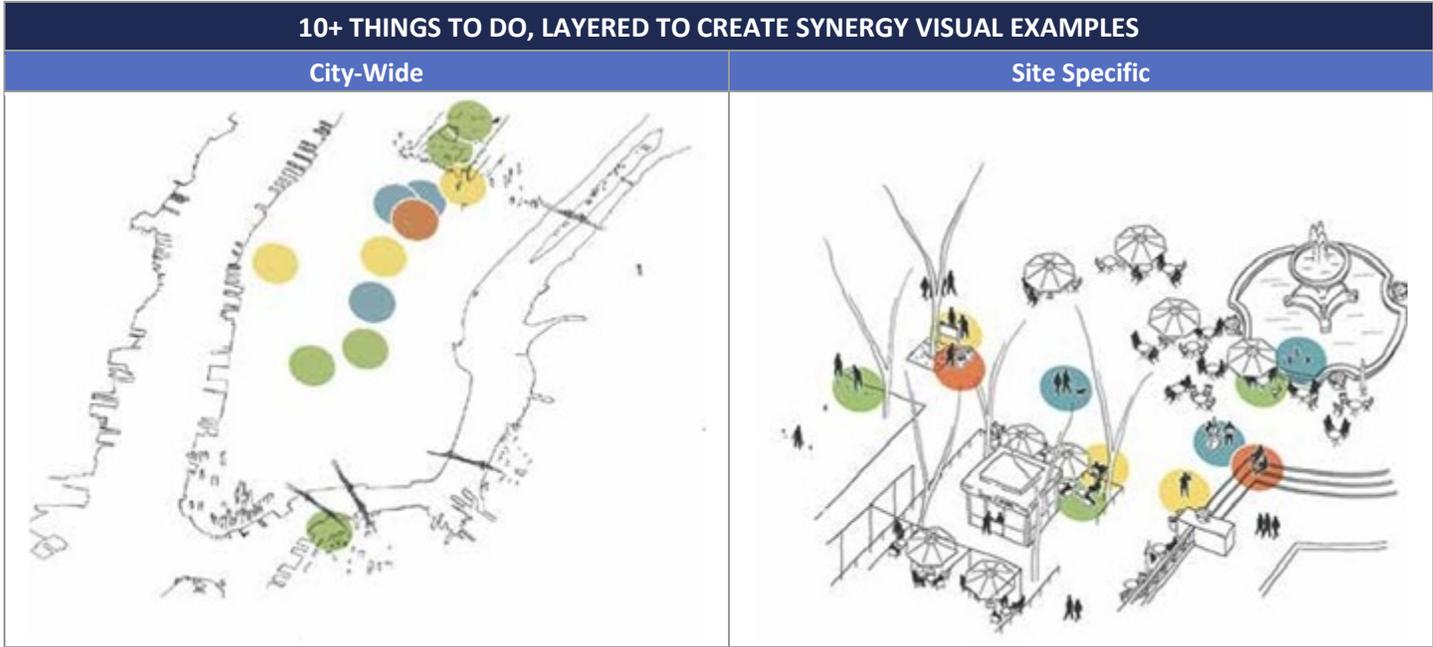
"To be successful, cities need destinations. They need destinations that give an identity and image to their communities, and that help attract new residents, businesses, and investment. They also need strong community destinations that attract people. A destination might be a downtown square, a main street, a waterfront, a park, or a museum. Cities of all sizes should have at least 10 destinations where people want to be. What makes each destination successful is that it has multiple places within it. For example, a square needs at least 10 places: a café, a children's play area, a place to read the paper or drink a cup of coffee, a place to also sit, somewhere to meet friends, etc. Within each of the places, there should be at least 10 things to do. Cumulatively, these activities, places and destinations are what make a great city. We call this big idea the 'Power of 10+'."

WHAT MAKES A PLACE GREAT?

Most great places, whether a grand downtown plaza or humble neighborhood park, share four key attributes:

1. They are accessible and well connected to other important places in the area;
2. They are comfortable and project a good image;
3. They attract people to participate in activities there; and
4. They are sociable environments in which people want to gather and visit, again and again.

Source: Placemaking, What if We Built Out Cities Around Places?



WHERE TO START?

Many respondents to the online survey stated the need for more retail stores, restaurants, and entertainment venues. However, as stated in the sidebar **Re-Envisioning Dragging Main**, the most commonly observed sentiment was the desire to rekindle the former atmosphere found on Main Street, one that was known as a place of commerce but, more importantly, the epicenter of social activity.

The downtown core area contains multiple sites that would benefit from public investment. However, this plan does not create a recommendation for each individual vacant or underutilized site in favor of focusing on the areas described on **Map 2, Downtown Focus Corridors**, as the activity corridors that will jump-start the revitalization process. These corridors represent the heart of Downtown Borger and the optimal location to focus initial reinvestment efforts. Therefore, all of the initial physical improvement recommendations are located along these corridors.

ENCOURAGING A NEW "DRAG"

The identified primary activity corridor is the new "drag Main" focus point. The secondary corridor and two catalyst sites were selected as they represent strategic opportunities to focus activity on or bring new activity to the primary activity corridor. Along with the overlapping activity generating locations shown on **Map 3, Destination Nodes**, these small and large public or private activity centers will combine to lay the foundation for achieving the physical and social redevelopment of Downtown Borger.

CATALYST SITES RECOMMENDATIONS

Three locations were chosen as catalyst sites for Borger to begin the physical portion of revitalizing downtown. These sites were identified as those paramount to beginning the redevelopment of the downtown core:

1. **Main Street R-O-W** — Specifically the blocks between 4th Street and 7th Street. This concept extends the preliminary parking layout plan that was created by Parkhill (see sidebar, **Parkhill Main Street R-O-W Plan – Block Between 4th and 5th Streets**) and used by the City as part of a Panhandle Regional Planning Commission grant application. This site also incorporates examples of the overlapping destinations identified on **Map 3, Destination Nodes**.
2. **Catalyst Site A, Borger Hotel building and property** — While not directly on Main Street, this site has prime frontage along the secondary activity corridor and represents an iconic physical structure in downtown. This site is also the largest redevelopment opportunity near Main Street and — as described later in the section — can play a large role in the successful revitalization of downtown through the creation of tax revenues and disposable income in the downtown core area.
3. **Catalyst Site B, properties east of the Main Street R-O-W between 3rd and 4th Streets** — Catalyst Site B is at the southern gateway to downtown. Along the eastern side of this block is a vacant — approximately three-quarter acre area — that is essentially a blank canvas. This property represents the best opportunity for Borger to create an activity generating space at this south gateway and provide an open air multi-purpose space to host events recommended in focus areas later in this section, such as farmers markets, movies under the stars, and food truck events.

Recommendations and potential physical layouts for each identified location are on the following pages. These conceptual diagrams and renderings are not meant to serve as final designs but provide a range of ideas for physical modifications that will add to the revitalization of Downtown Borger.

DOWNTOWN FOCUS OVERVIEW

Through the physical analysis and public engagement activities utilized during the Existing Downtown report, it became evident that Downtown Borger will go as Main Street goes. With this in mind, this plan aims to recreate the "dragging Main" mentality by focusing the majority of physical improvements on or immediately adjacent to Main Street.

Map 2, Downtown Focus Corridors, highlights the primary activity corridor that is Main Street from the south gateway at 3rd Street to the north gateway at 9th Street. This plan's analysis also noted a secondary activity corridor along 6th Street heading west from Main Street. This second corridor is highlighted because it links Main Street to several key downtown sites and is a likely candidate for temporary road closures during festivals and events.

In order to establish a new downtown tradition, redevelopment activities should first focus in these highlighted areas. This will establish a "center of gravity" in downtown and provide multiple reasons/ activities to "drag Main."

MAP 2, DOWNTOWN FOCUS CORRIDORS



-  Primary Gateway
-  Secondary Gateway
-  Primary Activity Corridor
-  Secondary Activity Corridor
-  Downtown Core
-  Downtown Context

DESTINATION NODES

Expanding on the "Power of 10+" concept, Map 3, Destination Nodes, highlights the location of existing and potential overlapping activity nodes utilized to create "places" by combining recommended public amenity investments and existing activity generators. These nodes combined set the first stage of the revitalization of Downtown Borger. This map also illustrates how a variety of overlapping activity generators are distributed throughout the primary activity corridor to create interest and social interaction up and down Main Street.

MAP 3, DESTINATION NODES



- 
Catalyst Site Node – Represent the two catalyst sites and Main Street right-of-way (R-O-W) improvements discussed later in this plan.
- 
Cultural/Historic Node – Made up of existing historical/cultural assets such as the Hutchinson County Historical Museum, oil derrick exhibit, and Crawford Park.
- 
Civic/Government Node – City Hall and related government buildings bring people to downtown and can be utilized to host outdoor events.
- 
Performance/Art Node – Existing and proposed areas that can be utilized as a location to host some of the recommendations later in this plan (outdoor performances, seasonal art, and general gathering spaces).
- 
Private Activity Generator – Businesses and privately owned locations that help draw visitors downtown from the primary and extended trade areas
- 
Gateway Signs – Announces to residents and visitors they are now entering the primary activity corridor.
- 
Downtown Core
- 
Downtown Context

MAIN STREET R-O-W

The Main Street R-O-W concept illustrates a substantial reconfiguration of the public street and sidewalk areas. Building on Parkhill's angled parking design (see sidebar, **Parkhill Main Street R-O-W Plan — Block Between 4th and 5th Streets**), this plan shows the complete removal of the serpentine traffic pattern with two straight lanes of vehicular traffic. Key features of this concept are:

MAIN STREET RIGHT-OF-WAY (R-O-W) CONCEPT SITE PLAN



- (A) Angled parking on both sides of Main Street increases available parking spaces from 69 to 117 for these three blocks.
- (B) Reconfigured intersections are straight and connect blocks at logical points providing improved accessibility.
- (C) Sidewalks are straightened and are approximately 15 feet in width for all three blocks, increasing opportunities for all businesses to host outdoor dining, sidewalks signs, sidewalk sales, etc.
- (D) Mid-block crossings encourage visitors to explore both sides of the R-O-W and provide extra landscaping or outdoor performance/art display areas.
- (E) Attractive landscaping throughout the Main Street R-O-W.

TIES TO PLACEMAKING

Also depicted on this concept are existing and potential destination nodes from **Map 3, Destination Nodes**, and showcase how this design encourages visitors and residents to "drag" up and down Main Street between locations. Performance/art nodes play a particularly important role and are incorporated at existing points of interest (historical displays, Center City Park, Crawford Park, and mid-block crossings) to emphasize a distribution of activity throughout Main Street.

- Secondary Gateway
- Performance/Art Node
- Cultural/Historic Node
- Civic/Government Node
- Private Activity Generator

MAIN STREET R-O-W – CITY HALL PLAZA

Another opportunity that presented itself from the proposed street realignment is the creation of a new City Hall Plaza in front of City Hall. Additional R-O-W available due to the traffic reconfiguration creates extra sidewalk width. This increased sidewalk area is approximately 30 feet wide and can provide the following opportunities/enhancements:

- Enhanced landscaping areas;
- Performance/art displays;
- Stage and grand marshal platform during parades and events;
- Close proximity to additional destination nodes; and
- Utilized in conjunction with events that are hosted on the secondary activity corridor.

CITY HALL PLAZA CONCEPT SITE PLAN



-  City Hall Plaza
-  Secondary Gateway
-  Performance/Art Nodes
-  Cultural/Historic Node
-  Civic/Government Node
-  Private Activity Generator

TIES TO PLACEMAKING

This concept creates a new destination node almost in the exact center of Main Street between 3rd and 9th streets. It also provides the chance for activity beyond the typical office hours of City Hall and promotes the new "dragging Main" concept.

MAIN STREET R-O-W CROSS SECTION

One critical component of this design concept is creating a more functional and usable R-O-W. The rendering below shows half of the conceptual R-O-W dimensions (these proposed dimensions are the same for both sides of Main Street). Highlights of this concept are the broad sidewalks that would exist in front of all Main Street businesses to provide increased pedestrian space, but also increased opportunities for dining areas, sidewalk sales, outdoor displays, sidewalk signs, etc. This design feature is a critical component to re-envisioning "dragging Main." Not only do wide sidewalks encourage that pedestrian movement, the additional space provides another reason for residents and visitors to move up and down Main Street. Businesses creating street-side activity (along with the proposed destination nodes) enhance Main Street's atmosphere and bring back the social interaction that public engagement activities revealed was critical to revitalizing downtown.

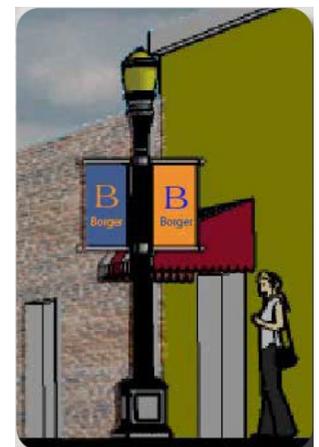
Also illustrated are the intermittent landscaping islands and additional parking spaces that create an inviting atmosphere in front of all businesses.



WAYFINDING AND LIGHTING

Permanent wayfinding signage and decorative lighting poles provide a number of practical features, such as guiding the movement of people into and through downtown, creating ambiance while contributing the desired aesthetic, and informing visitors about where to discover all of the community's assets. Based on the results of the online survey, respondents felt that the incorporation of traditional or historic themed signs and light posts were most appropriate for Downtown Borger.

These design elements also represent an additional opportunity to showcase downtown's brand and advertise upcoming events through the incorporation of changeable banner signs. Wayfinding signs and decorative light poles should be strategically placed throughout Main Street.



PARKHILL MAIN STREET R-O-W PLAN — BLOCK BETWEEN 4TH AND 5TH STREETS

During the process of creating this plan, Borger was working with Parkhill (their engineering and architecture consultant) to create a preliminary Main Street R-O-W plan for the block between 4th and 5th Streets. This concept was developed as part of a potential grant application to assist with paying for these improvements. The recommended conceptual layout detailed on the previous pages incorporates and expands on the recommendations depicted on this preliminary plan.



CATALYST SITE A — BORGER HOTEL

Catalyst Site A fronts Deahl Street one block west of Main Street. While not on the primary activity corridor, this site is one of the most important redevelopment opportunities in downtown. Not only is it the largest in terms of available land area, but also holds significant historic relevance. Given the market influences summarized in the Existing Downtown report (tourism and hotel spending and rental market demand), this property is likely to redevelop in one of two ways:

1. Reborn as a new hotel; or
2. Re-purposed into apartments.

Since each scenario has different site design considerations, this plan provides conceptual guidance for both scenarios.

TIES TO PLACEMAKING

Catalyst Site A is directly linked to several destination nodes. The site is immediately west of historic exhibits and, as proposed by this plan, is a potential performance/ art node. When this site is redeveloped, the City should examine the plaza around these exhibits to open it up and create a pass-through for guests/residents. This will create a direct connection to Main Street and encourage the continued patronage and activity to support Main Street businesses.

LOCATION MAP



HOTEL SCENARIO KEY CONCEPTS

This scenario contemplates the City attracting a new national brand hotel to renovate the existing building into a revitalized facility. These features should be incorporated into that site plan to help tie this redevelopment scenario into broader downtown revitalization efforts:

- A** Renovated hotel should keep historic facade and consider small retail shops on the first floor.
- B** New paved parking lot with 72 spaces to accommodate most national hotel brand requirements. The City should consider an arrangement where this parking is open to the public for large events if feasible.
- C** New and attractive landscaping along Deahl Street and in the proposed parking lot to add aesthetic value.
- D** Re-purpose existing historic exhibit area as a highly visible, well-lit pass-through plaza to connect this site to Main Street and add performance/art destination node.

HOTEL CONCEPT SITE PLAN



APARTMENT SCENARIO KEY CONCEPTS

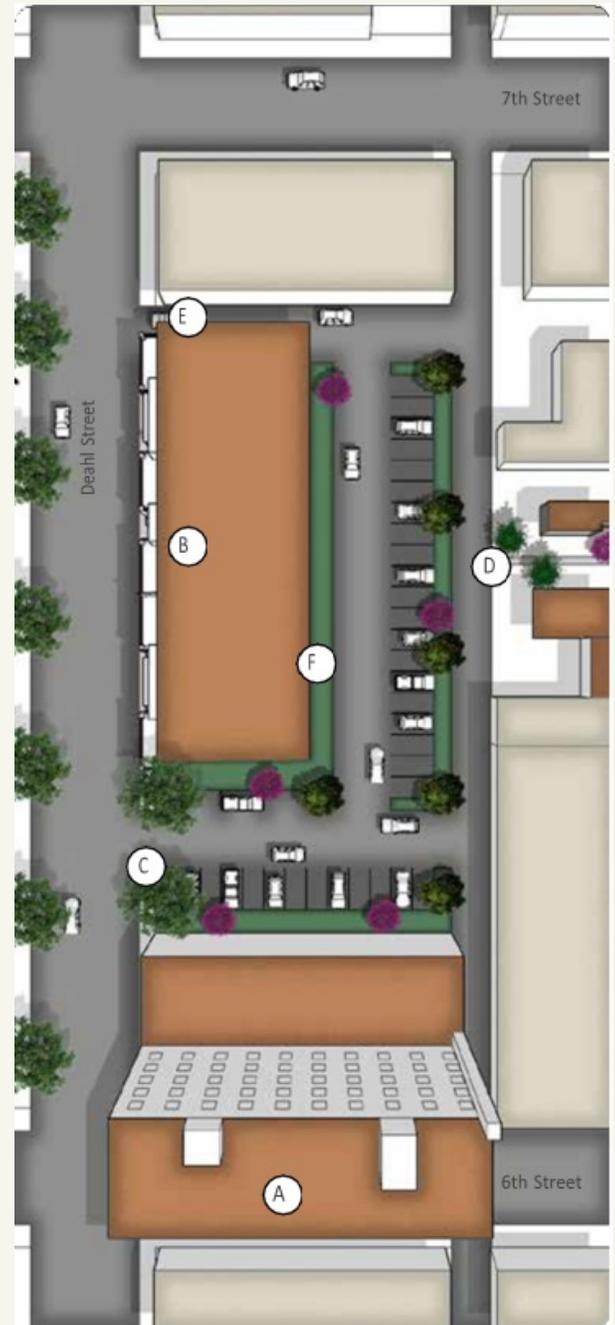
The Existing Downtown report, and recently completed Borger Economic Development Corporation (BEDC) housing study prepared by Community Development Strategies, both conclude that there is a market for increased residential rental units in Borger. This scenario showcases a market rate apartment maximum build-out scenario. The most salient features of this concept are:

- (A) Renovated hotel with historic facade turned into trendy urban apartments.
- (B) New second apartment building created to satisfy unmet market demand and utilize the site area to its maximum capacity.
- (C) New and attractive landscaping along Deahl Street and in the proposed parking lot to add aesthetic value.
- (D) Re-purpose existing historic exhibit area as a pass-through plaza to connect this site to Main Street and add performance/art destination node.
- (E) First floor covered parking for apartment residents.
- (F) New paved parking lot with 33 spaces to accommodate residents.

APARTMENT CONCEPT RENDERING

The rendering below shows a four-story apartment building designed to blend into Downtown Borger's existing urban fabric. As shown, the conceptual building would potentially have 28,000 square feet of apartment space, first floor lobby, and 34 covered parking spaces. The average one-bedroom apartment is approximately 650 square feet. At this unit size, the conceptual apartment building (as shown) could house a maximum of 40 one-bedroom apartments. A smaller number of total units mixing one-bedroom and two-bedroom apartments is also feasible.

APARTMENT CONCEPT SITE PLAN





SCENARIO COMPARISON

The hotel and apartment scenario concepts showcase two different but entirely plausible outcomes. Both have intrinsic benefits and should be considered equally viable. Either scenario coming to fruition will benefit the redevelopment efforts of Downtown Borger, specifically:

HOTEL SCENARIO

If the site is reborn into a new hotel, this will increase City revenues from increased hotel occupancy tax and property tax increment revenue to the existing TIRZ. More importantly, regardless of whether hotel guests are in Borger for business, or to see local attractions, they will spend their nights in the downtown core. Guests staying in the hotel will dine out, shop, and explore entertainment options in nearby businesses. This scenario will bring increased activity and visitors to downtown. The conceptual site plan demonstrates that the hotel and empty north parking lot is large enough to provide enough spaces to accommodate a national brand. This conceptual plan also highlights how the site could be integrated into the larger placemaking framework recommended for Main Street.

APARTMENT SCENARIO

New apartments will also create TIRZ revenue. Apartments will not generate hotel occupancy tax, but new residents bring increased disposable income and spending to Borger. In addition to the highlighted linkages to Main Street in the hotel conceptual site plan, this scenario differs in its design approach. The conceptual site plan shows maximum build-out and is an important option to showcase. Increased amounts of building square footage create a larger property tax increment to help fund TIRZ projects. Unless necessary to meet the requirements of a national brand hotel tenant, Catalyst Site A should add as much building space as possible.

This maximum build-out scenario also provides an increased incentive to the development community. A higher amount of developable square footage increases profitability and the likelihood of enticing a developer to build this or a similar project. For this reason, the upcoming Unified Land Development Ordinance (ULDO) should include development standards that permit the maximum utilization of all downtown redevelopment properties.

CATALYST SITE B — OPEN AIR MULTI-PURPOSE SPACE

Catalyst Site B is located at the intersection of 3rd and 4th Streets, the south gateway to downtown, and consists of multiple vacant lots currently under private ownership. Given that this site is a "blank slate", a number of opportunities are possible. This plan recommends that these properties become an open air multi-purpose space. Due to its gateway location, and possible inclusion of amenities/items stated as desirable from public engagement activities, these properties lend themselves to becoming a space that plays host to events and generates recurring activity through the year including:

- Farmers markets;
- Food truck events;
- Movies under the stars;
- Music performances;
- Outdoor art exhibits;
- Pop-up business events; and
- Meditation/relaxation space featuring shaded and tranquil seating areas.

TIES TO PLACEMAKING

Catalyst Site B represents a potential activity generating gateway to Main Street. This site abuts the south gateway and is a possible launch point to "drag Main." If developed similar to the conceptual site plan shown on the following pages, this site can act as a catalyst for activity, socializing, and primary lure to bring people to downtown. If nothing else, this site represents the best chance to create an impression of Main Street for someone entering through the southern gateway. It should accordingly make a statement that indicates a visitor has arrived in Downtown Borger.

LOCATION MAP



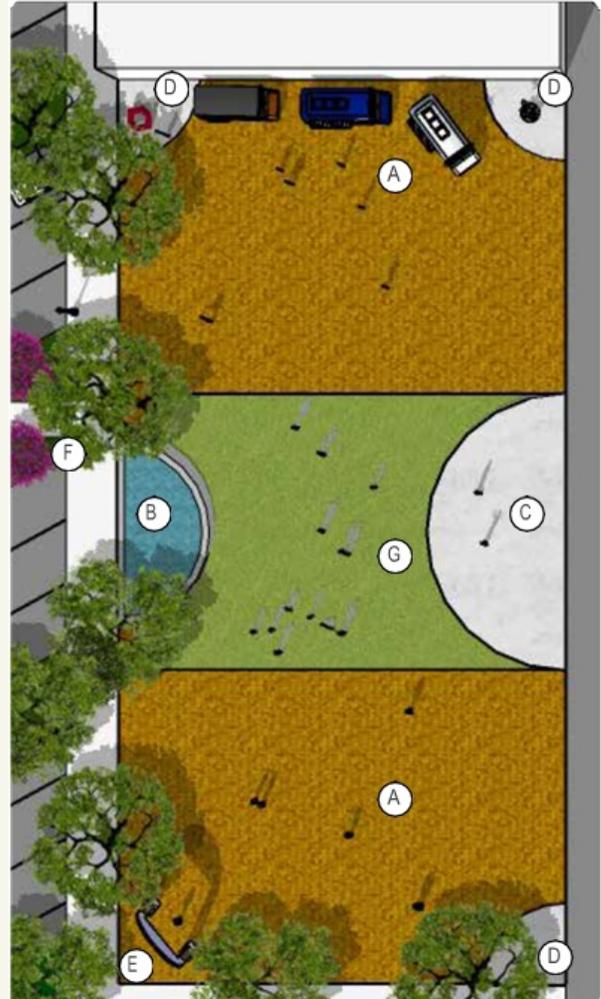
-  Primary Gateway
-  Catalyst Site
-  Performance/Art Nodes
-  Private Activity Generator
-  Gateway Sign

OPEN AIR MULTI-PURPOSE SPACE KEY CONCEPTS

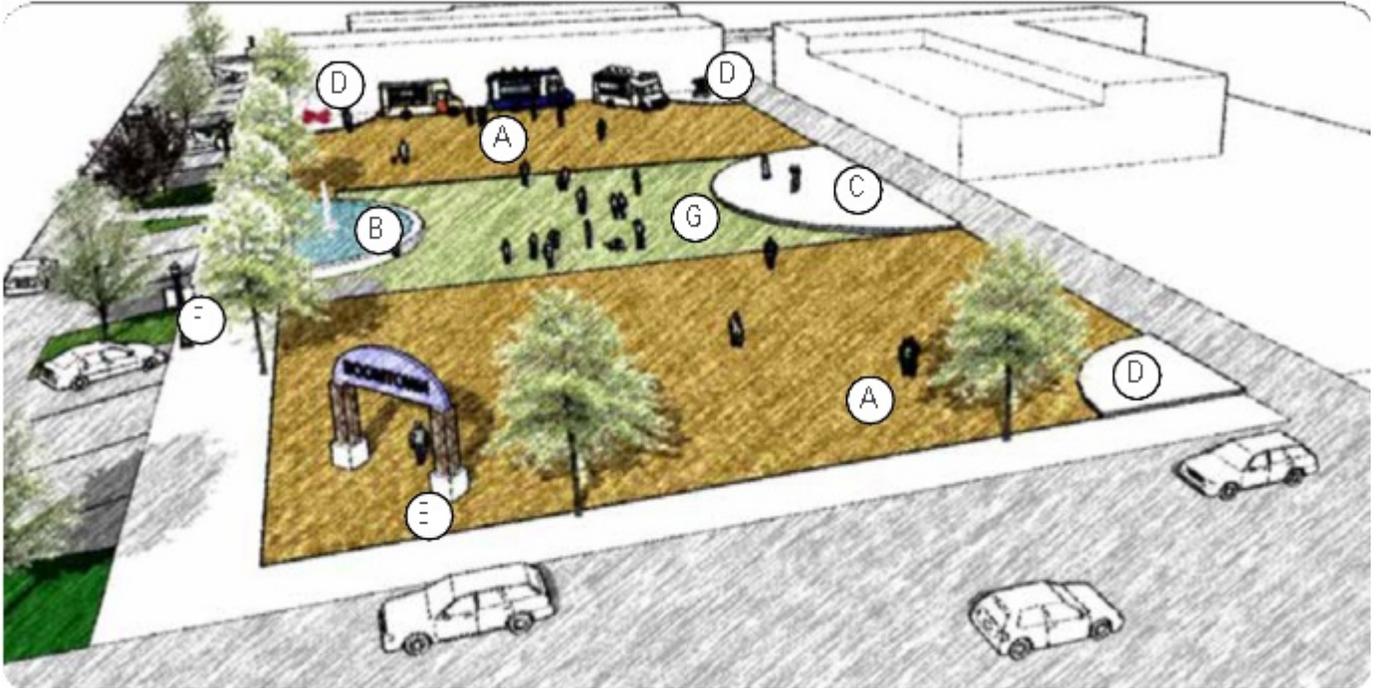
This conceptual site plan illustrates the potential variety of features possible on these properties. Not all of these design elements may end up in the final project, but they demonstrate how many features this site can accommodate. This location should be designed for maximum flexibility by providing multiple sub-areas used for large and small events and/or passive recreation. The variety of activities will entice residents and visitors to visit downtown numerous times per month and reinforce the new habit of "dragging Main." Key elements of this conceptual plan are:

- A Two brick paver hard surface areas that can be utilized for farmers markets, food truck events, pop-up business, and a variety of other events.
- B Perimeter water feature creates a tranquil and shaded seating area. This feature also forms a partial perimeter barrier guiding visitors towards the middle of the park through designed entrances.
- C Stage area for movie under the stars screen, music performances, or extra seating and display area for large events.
- D Seasonal outdoor art exhibit platforms.
- E Downtown/Main Street gateway sign.
- F New landscaping to match the pattern and design of the Main Street R-O-W concept.
- G Grass seating and relaxation area.

OPEN AIR MULTI-PURPOSE SPACE CONCEPT SITE PLAN



OPEN AIR MULTI-PURPOSE SPACE CONCEPT RENDERING



DESTINATION NODE ACTIVITY EXAMPLES

 Performance/Art Nodes

The areas highlighted on **Map 3, Destination Nodes**, and integrated into these conceptual plans (particularly the performance/art nodes) may accommodate a variety of events and activities that regularly entice residents and visitors to "drag Main." A few examples are:



Outdoor Music



Large Events



Seasonal Art Displays



Interactive Art Competitions/Live Art Displays

OTHER PHYSICAL MODIFICATIONS

The previous pages focus on high-impact physical projects that help reinvigorate downtown's primary and secondary activity corridors with large-dollar public investments. While these certainly play a role in revitalizing downtown, there are additional smaller-scale ways to improve Main Street's physical nature and aesthetic appeal.

FINANCIAL ASSISTANCE

One way is to continue working with partner agencies involved with improving Main Street businesses' building facades. The City should work with the BEDC to identify projects and buildings that may benefit from the Corridor Revitalization Grant Program and upgrade the appearance of currently vacant buildings. In the case of historic facades, help restore them to resemble their original architecture.

The City and its partners should also consider implementing these additional matching grant programs that assist businesses with improving the primary activity corridor's appearance:

- Signage improvement grant program to update old signs or help new businesses fund attractive wall signage; and
- Awning or overhang improvements to add color and weather protection over Main Streets sidewalks.

CODE FLEXIBILITY

Outdoor dining areas, art displays on buildings, painted display windows, and sidewalk signs are examples of ways for Main Street businesses to add interest and activity that encourages the "drag Main" mentality. As part of the City's current ULDO project, the City should ensure that its ordinances include provisions to permit and promote these types of activities and signage that provides businesses an affordable means of self-promotion and activity generation.

ACTION STEPS

- Reconstruct the Main Street R-O-W to increase parking, widen sidewalks, straighten crosswalks, add mid-block crossings, and highlight a series of destination nodes. Ensure that the new R-O-W provides a mix of activities, destinations, and encourages residents and shoppers to "drag" downtown's environment on Main Street (e.g., visit multiple businesses, socialize on Main Street, participate in local events, etc.).
- Plan and construct the recommended Catalyst Site B improvements to provide a new urban open air multi-purpose space that hosts regular events and programming to highlight the primary activity corridor's south gateway, lure repeat visitors/shoppers, and redevelop the local habit of "dragging Main" every week.
- Work with a developer(s) to encourage the redevelopment of Catalyst Site A into the hotel or market rate rental apartment concept.
- Evaluate additional matching grant programs that enhance the aesthetic appeal and charm of Main Street.
- Ensure the upcoming ULDO provides flexibility and permits a range of signage and outdoor display/entertainment activities.

HOUSING AS A BUSINESS DRIVER

Linking a local consumer base to downtown is just as crucial to creating a thriving urban environment and attracting new businesses. No matter if a business is innovative, customer service-oriented, or has fantastic products, if there are not enough customers to support that business, it will not survive.

KEY CONCEPTS

- Filling the need in Borger for more rental housing;
- Increasing primary trade area spending potential;
- Code updates to permit more housing types;
- Infill housing and second story conversion; and
- Incentivization.

EXISTING DOWNTOWN REPORT TAKEAWAYS

- **Primary trade area (Borger city limits and ETJ):**
 - **Total retail surplus in primary trade area; and**
 - **Identified needs for increased retail options in downtown;**
- **Rental market demand:**
 - **Potential for 510 to 762 new rental units in 2018; and**
 - **Cater to incomes in the \$34,999 to \$74,000 cohorts (typical market rate renters).**
- **Large daytime population are mostly commuters who do not live in Borger.**
- **Vacant underutilized sites (potential rezoning for new multi-family development).**
- **Existing land values.**

MEETING RENTAL HOUSING DEMAND

Public input obtained during the Boomtown 2040 Comprehensive Plan process and the Existing Downtown report stated that Borger lacks enough existing or new market rate rental units. A rental market demand analysis confirmed that potential for new rental housing demand exists and as demonstrated with Catalyst Site A, there are physical sites for rental development in downtown.

DRIVING BUSINESS TO DOWNTOWN

The everyday shoppers who visit downtown businesses and attractions regularly (those that "drag Main") live in the primary retail trade area. Unless local businesses provide unique services that position them as destinations (a small minority of all businesses), success will depend heavily on local consumer support. The Existing Downtown report's gap analysis revealed a relative surplus of retail dollars spent in the primary trade area, meaning that existing businesses already served the needs of this population.

Accordingly, adding to downtown's residential base is a critical component of building a thriving downtown business environment. Downtown residents not only patronize local businesses, they activate downtown throughout the day and week, making it feel safer and more inviting for visitors and other prospective residents.

Expanding downtown's residential base will initially require City facilitation in the form of entitlements, monetary incentives, and land assembly. This plan has identified the Borger Hotel catalyst site as a logical starting point for new multi-family style development (unless re-purposed as a

hotel). Developers should also be encouraged to redevelop vacant and underutilized sites with rental apartments depending on their ability to assemble large enough tracts of land.

The City should also encourage property owners to convert the upper floors of commercial buildings along and adjacent to Main Street into rental apartments or live-work units. While adding to the residential customer base, these conversions will mean extra income for building/business owners. The upcoming ULDO should include provisions to permit rental units on the second stories of Main Street buildings. New ordinances should also reduce surface parking requirements to foster the construction of rental units and overall larger footprints that create more "rent-able" space and take advantage of the public on- and off-street parking resources.

The City and partners (BEDC and local employers) should consider creating a special residential conversion matching grant program to help cover the often extraordinary costs associated with major renovations and conversions.

BOOMTOWN 2040 COMPREHENSIVE PLAN TIE INS

The Economic Development section of the Boomtown 2040 Comprehensive Plan recommends in Strategic Action Priority (SAP) #9 that the City work to assemble and maintain a list of vacant commercial properties to monitor, rezone, and determine which ones are ripe for redevelopment. This SAP should be extended to analyze the vacant/underutilized sites identified in the Existing Downtown report and determine if these can be purchased outright or pursued for acquisition by developers. Prime acquirable properties should be purchased and land-banked by the City to better control their development ready status for future private rental or mixed-use development. Upon controlling key properties, the City should be prepared to serve them up to developers using a combination of incentives, including free or discounted land, tax abatements, or tax increment finance/TIRZ. Strategies for creating organizations and groups to assist with potential land purchases are further explained later in this plan under the heading **Leadership**.

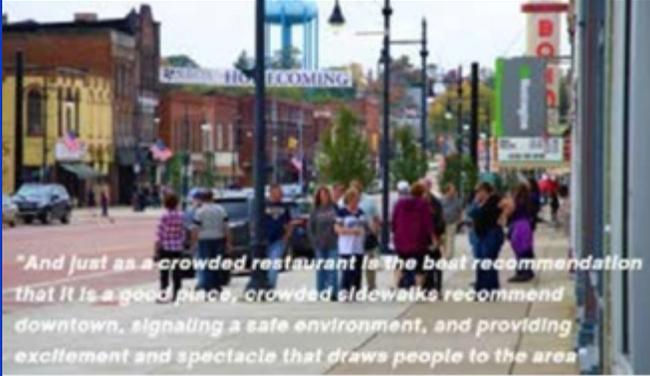
Section 4, Housing and Neighborhoods, of the Comprehensive Plan, highlights employer-assisted housing programs to promote employees working close to their job sites/offices. These related SAPs should be extended through this plan to work with local employers and determine if they are able to help with the provision of new market rate rental apartments or redevelopment of existing buildings to accomplish this goal.

ACTION STEPS

- Ensure the ULDO standards provide maximum flexibility to assist with the creation of new rental housing units and renovation projects including upper-story rental units and live-work options.
- Work with partners and City-budgeted resources to create funding opportunities that assist with the conversion of upper story building space into rental units.
- Create an inventory of available and vacant downtown properties — suitable for residential uses — that may be purchased by the City, a redevelopment authority/ land trust, or other land ownership group (Texas Communities Group).
- Meet with key property owners to assess their interest in either renovating or selling their property and under what terms.
- Work with developers to implement the market rate rental scenario recommended for Catalyst Site A. Alternatively, if Catalyst Site A is redeveloped as a hotel, work with the development community to find a suitable alternate site for a similar apartment building.

BUSINESS INCUBATION

QUOTE FROM THE ALBION REINVESTMENT CORPORATION REGARDING DOWNTOWN REDEVELOPMENT (ALBION, MICHIGAN)



Source: <http://albionreinvests.org/step-7-create-an-urban-entertainment-district/>

A great downtown is tied to abundant activity. Historically, activity was tied to retail and dining businesses and special events (e.g., parades, tree lighting ceremonies, summer festivals, etc.). However, "build it and they will come" is no longer a viable strategy in today's economy. Simply trying to recruit outside businesses such as national chains into downtown is a failing strategy given the ongoing bankruptcies and store closings observed in the past several years. The shopping district environment needs to evolve as e-commerce increases its share of the retail sales market. Shoppers within the primary and extended trade areas will patronize a shopping district that offers the highest entertainment and shopping value, but more importantly has the most exciting mix of staple and new business models that are accompanied by a thriving social scene.

KEY CONCEPTS

- Create an entrepreneur pipeline;
- Encourage unique business models;
- Develop physical incubation spaces;
- Create opportunities for pop-up and temporary businesses; and
- Provide education and mentorship.

EXPERIENTIAL DOWNTOWN

Online companies (such as Amazon) have removed convenience and price from a physical store's success equation. In fact, continuing to think of downtown stores strictly as sellers of goods and services is no longer sustainable. To compete, downtowns need to become experiential environments that offer the intrinsic values of social interaction, superior services, and unique business offerings. The hard part is knowing which new business trends will last and how to foster its development. The good news is, the market helps determine which models are sustainable. Where cities can assist is in the creation of an entrepreneurial environment that fosters individuals to take that risk and turn a good idea into a viable business.

As recommended in the Physical Improvements and Catalyst Sites portion of this plan, creating a complete "place" relies partially on providing spaces and opportunities for interaction and unique experiences. However, the physical upgrades alone will not foster a sustainable entertainment/shopping environment. Downtown Borger should also strive to become the place where local entrepreneurs try new business ideas and create new concepts. Pop-up and temporary businesses encourage an ongoing mix of permanent and temporary activities, goods for sale, and services. Mixing mainstay businesses with those that only offer a limited window for their wares will encourage primary and extended trade area populations to regularly return and "drag Main."

WHY HELP ENTREPRENEURS?

First-time business owners face large capital costs when they decide to open a new business, such as land/ building cost, rent, equipment purchases, creation of a business plan, marketing, and branding. These costs are even harder to predict with new or evolving business models. Business incubators have stepped up to help offset the issue of startup costs and to assist new entrepreneurs achieve successful business outcomes (see sidebar, Entrepreneurial Ecosystems for more detail on the services these spaces offer).

To truly embrace all types of new ventures, there does not have to be only one incubator. However, Borger should initially focus on the types of incubators that make sense in the downtown core. Based on the trade area analysis (included in the Existing Downtown report) and online resident survey results, there is a potential demand for these types of business models that work well in incubator spaces:

- Increased dining options (food halls); and
- Retail sale of clothing, sporting goods equipment, hobby items, and specialty food items (farmers markets, pop-up retail locations, and short-term multiple business lease spaces).

Non-retail based businesses such as website developers, accountants, and technology companies are essential business models that benefit from incubation services. While these types of companies may not attract entertainment activity per se, they play an important role in downtown through increasing daytime population and providing new jobs for area residents. Given the approximate 50,000 square feet of vacant office space in and near downtown, co-working space is another form of business incubator feasible in downtown.

EXISTING DOWNTOWN REPORT TAKEAWAYS

- **Land values in Borger (especially property appraised as commercial) represents a good value.**
- **Location and demographics:**
 - **Borger's population (13,376 in 2018 is the largest in Hutchinson County);**
 - **Strategically located along Hutchinson County's southern border; and**
 - **Several TxDOT roads link Borger to surrounding communities.**
- **Extended trade area retail gap shows leakage for:**
 - **Furniture and home furnishings;**
 - **Sporting goods, hobby, music, and book stores;**
 - **Restaurants and dining places; and**
 - **Specialty food stores.**
- **Approximately 50,000 square feet of office space in downtown extended area.**

The City should work with local and regional partners to provide physical spaces and educational/mentor resources to area entrepreneurs looking to start or expand businesses. At a minimum, the City, BEDC, and Frank Phillips College can work together to provide business assistance, education, and possible physical spaces for small businesses to get their start. One potential opportunity is to partner with the Borger Independent School District (BISD) and their culinary program to help provide staffing and develop future restaurateurs at a food hall incubator.

Incubator spaces are not the sole domain of the public and non-profit sectors. While there are many examples of government-run incubator spaces, these entities are frequently business ventures themselves. Analyzing the feasibility of individual incubator spaces should involve identifying potential entrepreneurs interested in owning/operating this type of business and helping them acquire the resources needed to start such a venture on their own.

ENTREPRENEURIAL ECOSYSTEMS

Entrepreneurship is a powerful force driving innovation, productivity, job creation, and economic growth. Studies show that places with a high level of entrepreneurial activity tend to be better off economically. The challenge is that 50 percent of all new small businesses fail because they lack sufficient financing, business networks, and skilled employees. They may also have problems ensuring consistent production quality. It takes time to develop a reputation in the market and a stable set of customers and suppliers.

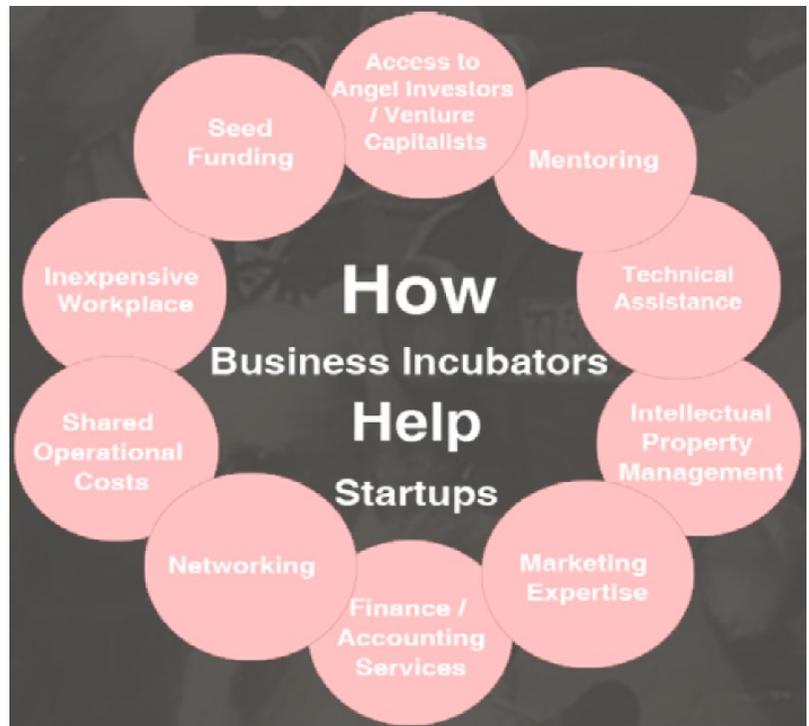
Entrepreneurship Ecosystems

Business incubators reduce the risk of small business failures, reporting success rates as high as 87 percent. Business accelerators and incubators provide innovative, early-stage entrepreneurs with resources, facilities, and expertise to help them develop their business plans and seek financing/investors. They play an important role in the venture capital system, helping innovators gain strategic advantages in a competitive international marketplace. To retain these startups, according to the Harvard Business Review, the goals for governments should be to create an environment that nurtures and sustains entrepreneurship, or an "Entrepreneurship Ecosystem." A growing amount of evidence suggests that business incubation should be tailored to a community's character, needs and desires – there is no magic bullet.

According to Forbes, each entrepreneurship ecosystem is unique, each being the result of hundreds of elements interacting in complex ways.

However, some basic elements tend to appear in most ecosystems, including:

- A conducive culture;
- Enabling policies and leadership;
- Availability of appropriate finance;
- Quality human capital;
- Venture-friendly markets for products; and
- A range of institutional and infrastructural supports.



Sources: <https://hbr.org/2010/06/the-big-idea-how-to-start-an-entrepreneurial-revolution>
<https://www.ozy.com/news-and-politics/whats-the-real-value-of-business-incubators/76436/>
<https://www.forbes.com/sites/danisenberg/2011/05/25/introducing-the-entrepreneurship-ecosystem-four-defining-characteristics/?sh=482929d05fe8>

UTILIZING LOCAL RESOURCES

West Texas A&M University houses a Small Business Development Center(SBDC) office that serves Panhandle communities. These centers provide valuable resources and training to potential entrepreneurs. Utilizing this organization's free and low-cost services to train and mentor entrepreneurs is another potential partnership to explore to help create the entrepreneurial economy.

The ecosystem for entrepreneurs cannot stop once a business has outgrown its incubation period. The City and partner organizations can continue to support successful ventures through site or building location assistance, continued financial assistance programs to purchase or upgrade business spaces, and ongoing mentorship through the SBDC.

This plan identifies Catalyst Site B as one critical component of tying activity to potential new entrepreneurial ventures. Not all businesses need a permanent space. Many interesting and exciting products come from people who run businesses out of their homes or make products as a "side hustle." The associated concept site plan illustrates how using this space can create an "as needed" physical location for these entrepreneurs to promote and sell their goods via booths during farmers markets or other types of events. A mix of paved areas are meant to support booths, covered stalls, entertainment areas, and a variety of event types (e.g., farmers market, food truck nights, concerts, outdoor movies, and seasonal craft sales related to local or national holidays). The key to making this space a permanent fixture of the entrepreneurial economy is regular and consistent programming. Scheduled events establish a habit with shoppers/visitors who can count on frequent events occurring at set intervals.

Temporary businesses do not need to be limited to a defined space as described above. The City should examine policies that encourage regular sidewalk sales for existing and temporary businesses. Another avenue is for a "pop-up" business to temporarily set up shop in existing vacant storefronts and encourage entrepreneurs to test new products and business concepts without having to incur the costs associated with starting a permanent physical location (see sidebar, **Pop-Up Businesses**).

ACTION STEPS

- Ensure that the ULDO provides maximum flexibility in land use and event standards that incorporate incubator spaces of all types, temporary pop-up businesses, sidewalk sales, food truck gatherings, etc.
- Acquire and develop Catalyst Site B into an open air multi-purpose space that can host pop-up business events and gatherings.
- Meet with local business/property owners to gauge their interest in converting available retail space into pop-up or temporary business host sites or another incubator type.
- Develop an entrepreneur pipeline by coordinating educational programs with onsite classes, area resources, and business experts through the SBDC at West Texas A&M, BISD, and Frank Phillips College. Services provided should include business plan development and location search assistance.
- Utilize the commercial property inventory recommended in the Boomtown 2040 Comprehensive Plan to identify potential sites for business incubator locations such as food halls and co-working spaces.
- Establish a building renovation/conversion fund using a combination of general funds or TIRZ revenue and build on the BEDC's Corridor Revitalization Grant Program.

POP-UP BUSINESSES

"A pop-up business is just a temporary business. It is a way to take advantage of fleeting opportunities, test whether an idea is workable and to learn from direct experience. Pop-ups can be:

- Booths and stands at festivals;
- Short-term stores for the holiday season;
- Displays of items for sale inside another business;
- Fireworks stands around holidays;
- Vendors at the farmers market; and
- Snow-cone stands during the summer."

"Pop-ups may temporarily occupy a full-sized business space like a downtown building, may be located inside another business, or may be in a non-traditional space like a trailer or food truck.

- An existing business might pop-up in a temporary location, maybe even in another town, to serve a short-term need. For example, a restaurant could set up a temporary kitchen in a nearby town to cater to festival-goers;
- In a small town, you might open a pop-up business for many reasons:
 - The local customer base is limited, so the business is only needed during seasonal influx or only for a short time to sell to the local base before reaching saturation;
 - Usable business space is limited, so creative forms are required;
 - Existing buildings may require extensive rehab or remodeling, so testing an idea before investing large amounts is needed;
 - Business financing may be more limited, so a smaller business may be all you could afford to finance yourself; and
 - The workforce is limited and may be seasonal, requiring the business to exist only while workers are available."

Business intelligence on the potential market may be scarce, so running a temporary test will be the easiest way to find out what is feasible. Running a temporary business gives the owner a chance to experiment, test the market, and gain experience before making expensive investments.

Smart economic developers love pop-ups because they get more business ideas going with less investment in less time.

Source: <https://smallbizsurvival.com/2014/03/what-is-a-pop-up-business.html>

POP-UP SHOP EXAMPLES



Source: <https://blog-content.thestorefront.com/mag/wp-content/uploads/2018/02/PLATFORM-RabbitLadders-1049-1.jpg>



Source: https://cdn.shopify.com/s/files/1/1246/6441/files/image7_0b671652-aa3a-490e-9bb7-1fdfb4813b62_grande.jpg?v=1526402835



Source: <https://i.pinimg.com/originals/18/d5/94/18d594ea2ce616505d204a2df660e47f.jpg>

BRANDING

Branding is an essential part of fostering a sense of community that keeps residents interested in downtown and makes the community an attractive destination for visitors and potential residents. Physical improvements and new business ventures serve as the main attraction for regional shoppers/visitors. However, a downtown cannot stop at creating an attractive built environment and entrepreneurial climate. Successful shopping districts require the same continuous marketing efforts as any brand or product. Long-term success will depend on continued investment in not only business and development attraction but in the name recognition of Downtown Borger as "the" place to shop, dine, live, work, play, and be entertained.

KEY CONCEPTS

- Messaging to the primary and extended trade areas;
- Events and activity;
- Business to business marketing; and
- Cultural and regional tourism.

MESSAGING AND MARKETING

Strategic Action Priority #5 in the Economic Development section of the Boomtown 2040 Comprehensive Plan recommends the initiation of a community branding program. City staff and their partner organizations have begun implementing a brand already ingrained with downtown and that resonates with its unique and colorful history, as described in the Existing Downtown report. "Where Opportunity Booms" represents more than just a catchphrase or slogan. It embodies the spirit and culture of Borger.

SUCCINCT MESSAGE TO MARKET TO PRIMARY AND EXTENDED TRADE AREAS

The City, BEDC, Downtown Merchants Association, Hutchinson County Historical Museum, Chamber of Commerce, and local business owners need to create a shared branding/marketing plan to attract visitors, shoppers, daytime population, and businesses to downtown. First, these organization should take their combined talents and evolve the "Where Opportunity Booms" slogan into a complete brand. This process includes the creation of a new downtown specific logo, written narratives, marketing materials, social media posts, branded videos, wayfinding maps, and advertising materials. Once this branding imagery is finalized, all partner organization should use these materials in business outreach, event advertising, websites, and other methods and outlets used to advertise downtown.

WHAT IS BRANDING

"Branding involves creating a desired image for a product or place. For a downtown, a brand is the set of emotional connections and positive expectations in the minds of residents and visitors. Successful brand identities establish a preconceived expectation that is either met or exceeded by the reality. Logos and taglines are evocative of the overall image that is a brand. Through advertising, events, and grassroots word of mouth, places can be defined by coordinated branding efforts, allowing businesses and activities to stand out from the continuous onslaught of media appeals to consumers. Branding is more than the words and images used along with a place name; those things can change over time. A brand is a long-term, permanent concept of what a place should be and mean. It therefore demands a great deal of forethought to be successfully conceived, implemented, and sustained."

EXISTING DOWNTOWN REPORT TAKEAWAYS

- **Regional historical assets:**
 - Adobe Walls;
 - Boomtown heritage; and
 - Alibates Flint Quarries.
- **Key demographics within the primary and extended trade area boundaries.**
- **Hotel accommodation and tourism spending in the Texas Panhandle.**
- **Daytime population of 16,685.**
- **Changes to the shopping district environment.**

Source: University of Wisconsin Extensions, Downtown Economics. Issue 154.

A true marketing plan needs to go beyond the development of a tagline. Borger and its partners should develop and institute a complete and coordinated branding program that announces "Where Opportunity Booms" as the place to be in the Panhandle.

Downtown Alive, Rochester New York illustrates how a brand is more than a logo by including their narrative and key information in this newspaper article.

Another vital element to encapsulate is that the "dragging Main" mantra is still alive and well in residents' hearts to attract primary trade area residents and reach those living in the extended trade area. This idea needs to be incorporated into the new branding narrative and imagery as an essential part of what makes Downtown Borger unique and sets it apart from the competition.

Branding includes many steps and activities, but when complete, the City and its partners need to get the word out. Examples for physical use of the brand include:

- "Made in Boomtown" stickers for products made by Borger businesses;
- Downtown businesses place the new logo on their website and social media;
- Utilize as part of business attraction materials at trade shows and on recruitment trips;
- Advertise the advantages of shopping local;
- Include on historic information plaques or kiosks;
- Wayfinding signage and banners; and
- Branded mailers, emails, and maps used to attract visitors from the extended trade area.



EVENTS

The City and partner agencies currently host a variety of annual and semi-annual events, such as the Christmas tree lighting, the Beach Bash, Midnight Madness, etc. These events are well attended and should be continued as long as they sustain interest and activity. Continuing these large-scale events is an important asset for downtown that draws residents and visitors to the entertainment district.

FREQUENT EVENTS

Events and activity also represent the best opportunity to continuously brand a downtown more frequently than annual events. Smaller scale events that require less planning and resources represent an untapped and meaningful way to increase Downtown Borger's brand awareness. Catalyst Site B, which was detailed earlier in this plan, is shown as a multi-purpose outdoor space intended to host these types of events where vendors prefer close proximity to one another, such as:

- Food truck gatherings;

- Movies under the stars (concession sales associated with the event);
- Farmers markets;
- Small scale concerts; and
- Pop-up stores and sales events for entrepreneurs.

Until the City designs and constructs a formal multi-purpose space, these events can be hosted in City-owned parking lots, pocket park sites, vacant properties, or utilizing existing parking spaces on Main Street.

Regular events that encourage residents and visitor to "drag Main" by distributing the "stations" throughout downtown are also necessary. The locations identified on **Map 3, Destination Nodes** can become mini "pop- up" venues and incorporate a variety of interesting concepts to attract visitors and encourage them to walk up and down Main Street.

Examples include:

- Classic car nights;
- Temporary or seasonal outdoor art displays;
- Free live outdoor entertainment (music, juggling, art demonstration, Borger High School parades or pep rallies, etc.); and
- Sidewalk sales.

B2B MARKETING EXAMPLE — WINE WALK

One type of event that has helped non-competing businesses cross-promote are scheduled wine walks. The idea is that a retailer (clothing store or fitness studio) is paired with a restaurant (or other business with a liquor license) to host pop-up tasting rooms. Attendees pre-purchase attendance tickets (with a limited number of wine sampling vouchers) and stroll through downtown stopping in participating retailers. Restaurants will typically supply food samples. In the end, retailers are exposed to potential new customers, and restaurateurs advertise their food and wine lists.

Businesses in Downtown Bellingham, Washington, host this type of event twice a year.



Source: <https://www.downtownbellingham.com/wine-walk>

Combining the current annual/semi-annual events with more frequent monthly or even weekly activities serves two inherent purposes. The first and more obvious is to attract primary and extended trade area residents and the daytime population to Borger, so they patronize local businesses. Secondly, this type of regular programming creates a habit for shoppers and visitors. This habit, or always having a reason to visit Downtown Borger, helps recreate the "drag Main" mentality. While proposed activities are different from that tradition, the ultimate goal is achieved by having residents know that Main Street is once again the place to go and socialize every week. These events should happen at regular intervals (e.g., once a month or every Friday).

BUSINESS TO BUSINESS MARKETING

Business owners should not wait on the City or local non-profits to organize events. Downtown businesses have many ways to foster this new "drag Main" mentality as well. Existing and future businesses should build on the example set by the Downtown Merchants Association and be encouraged to create their own Business to Business (B2B) events. The City should work with local partners to create a streamlined process that encourages downtown businesses to create and run their own small-scale marketing events.

CULTURAL AND REGIONAL TOURISM

CULTURAL TOURISM

Cultural tourism is the subset of tourism concerned with a traveler's engagement with a country or region's culture, specifically the lifestyle of the people in those geographical areas, the history of those people, their art, architecture, religion(s), and other elements that helped shape their way of life. As described in the Existing Downtown report, Borger has a colorful and interesting history dating back to the Alibates Flint Quarries through the City's lawlessness period during the initial oil boom years. Branding on top of this history is already underway with the "Where Opportunity Booms" mantra, but there are additional exciting ways to capitalize on this unique past to increase tourism activity. In coordination with the branding efforts recommended above, the City should examine new events and activities that celebrate downtown's history. Examples of cultural tourism events include:

- Self-paced historic walking tours utilizing a smartphone application as the guide;
- Heritage festivals and concerts; and
- Weekend-long reenactments where paid actors recreate the City's early days and events that shaped Borger's boomtown identity.

REGIONAL TOURISM

Given Borger's existing number of hotel rooms, Borger should brand itself as the regional location for visitors to stay while visiting the area to utilize regional attractions such as Lake Meredith, Adobe Walls, and the Alibates Flint Quarries. Regional tourism is considered a longer-range goal, and enticing visitors to stay in Borger will be complimented by a lively downtown.

ACTION STEPS

- Work with partner agencies to take the "Where Opportunity Booms" mantra and develop a downtown specific logo and narrative to promote Borger.
- Develop strategies for all partner agencies and downtown businesses to disseminate this new logo and narrative via social media, downtown specific website, "made in Borger" stickers, t-shirts, branded mailers, etc.
- Incorporate new branding into wayfinding signage and Main Street banners.
- Identify events and organizers to create new frequent events such as sidewalk sales, classic car shows, and food truck gatherings to start the new "drag Main" tradition.
- Create a business to business event platform to assist business owners with finding cross-marketing partners and streamline City approvals (when required).
- Investigate new cultural tourism themed events to draw regional and statewide visitors to Borger.
- Market Borger as "the" place to stay when visiting historical and regional recreational sites.

CULTURAL TOURISM EXAMPLE — DEADWOOD ALIVE

The best Hollywood screenwriters could not come up with a plot line as exciting as the history of Deadwood — ground zero for the Black Hills Gold Rush. With a cast of colorful characters like Wild Bill Hickok, Seth Bullock and Calamity Jane, Deadwood earned its status as one of the most significant communities in the American West. Today, visitors can get an interactive glimpse into life in this lawless frontier town that put South Dakota on the map. During the summer, there are daily gunfights on Main Street, fatal shootings of Wild Bill in Saloon No. 10 and even the opportunity to be a jury member in a reenactment of the trial of his murderer. Performed since the mid-1920s, the Trial of Jack McCall is one of the country's longest running plays.



Source: <https://www.travelsouthdakota.com/explore-with-us/great-8/deadwood>

LEADERSHIP

Borger, like many cities its size, runs with a relatively lean operation with staff members taking on multiple responsibilities. Therefore, many of the above-listed recommendations will likely not happen quickly unless the City expands its capacity to implement new projects and programs. Building new capacity may mean adding new dedicated staff, increasing cooperation with partner agencies, engaging previously untapped outside resources, or most likely a combination of all three. Many of the plan's recommendations are intended for existing partners and the City to spearhead jointly. Eventually, identifying a downtown project manager — or group supported by helpful and motivated volunteers and/or part-time staff — will be needed to move the plan forward in a systematic way. The City will need to lead this effort initially until a more organic, self-supporting management structure can take hold.

The City should form an interim downtown project management team. Over a nine to 12-month period, the team's purpose would be to prioritize projects, assess personnel needs, and develop an execution strategy. Besides City staff, the team should consist of the BEDC, TIRZ Board, Downtown Merchants Association, and Chamber of Commerce. Additional membership may come from motivated business owners, bankers, and property owners who can help guide and advise the lead individuals and work in a supporting role to secure grants and in-kind services (i.e., web design, printing).

EXISTING DOWNTOWN REPORT TAKEAWAYS

- **Recent accomplishments.**
- **Regional location.**

Once an initial leadership group is created, they will need to examine leadership structures and eventually defer day-to-day management responsibilities. Several means are available to achieve a sound management model, including:

- Hire or re-purpose a full-time staff person at the City or BEDC;
- Examine the creation of a redevelopment authority with the ability to make (or guide) physical land purchases;
- Create a self-funded Main Street Manager or Public Improvement District (PID) (see sidebar, **Potential Leadership/Management Groups**);
- Appoint a downtown economic development commission; or
- Some combination of two or more of these strategies.

PROACTIVE INSPECTIONS

Public engagement activities for this plan revealed that some business owners had run into code requirement issues after their permits were approved. When renovating an older building, problems can arise after construction begins, but these new unexpected items are often costly and time-consuming fixes. While not all potential code issues are readily identifiable, the City should investigate creating a "pre-inspection" program for potential business owners considering the purchase or lease of downtown commercial space. This inspection should be available before the applicant finalizes a lease or purchase of a property. These inspections should help new or relocating businesses find out about any readily identifiable and costly repairs/upgrades needed for the location before moving forward with leasing or buying that property.

ACTION STEPS

- Create a downtown development committee or appoint the TIRZ Board to review this plan's recommendations and prioritize projects based on their perception of needs and available resources.
- Undertake initial branding recommendations to create a new logo and brand narrative.
- Review potential leadership structures (e.g., full-time staff, redevelopment authority, or PID) and decide which ones make the most sense for Borger to facilitate land purchases, create development-ready sites, and implement branding strategies.
- Pursue the formal creation of identified leadership groups.
- Create a "pre-inspection" program to help potential business owners identify costly renovation items before they lease/purchase a property.

POTENTIAL LEADERSHIP/MANAGEMENT GROUPS

REDEVELOPMENT AUTHORITIES

Unlike most TIRZ Boards which are mainly involved in the technical aspects of district management and periodically responding to funding requests, a redevelopment authority is typically charged with actually leading the implementation of a downtown revitalization plan. Working as an arm of City government, and with the assistance of City staff, a redevelopment authority gets actively involved in such things as: land development strategy, property acquisitions, deal structuring, loan underwriting, developer recruitment, and negotiation of developer agreements. Such entities are not building developers or property managers in the typical sense, but instead work on the land assembly and financing side of development. However, in cases where public buildings are planned, they may act as the project developer of record.

Most redevelopment authorities operate as an agent of the City and serve at the pleasure of the Mayor and City Council. In some cases, they have bonding and condemnation authority although this is usually the exception and not the rule.



Board members consist of City Council members and other motivated advocates for downtown who can contribute valuable knowledge in areas such as business planning and development, financial deal structuring, and project management. Redevelopment authority boards generally serve under the purview of the City Council and are supported by dedicated community development staff. Their funding typically comes from TIRZ revenues, block grants, and development fees.

Advantages of redevelopment authorities include their power to act on behalf of (and sometimes with the full faith and credit of) a city and its dedicated funding streams. Disadvantages include their adherence to public processes which can prevent them from acting quickly or with confidentiality as opportunities arise, and can expose their dealings to local "politics."

PUBLIC IMPROVEMENT DISTRICTS (PID)

A PID is a type of special financing mechanism whereby downtown businesses essentially agree to tax themselves extra in order to pay for special amenities or services within a designated area (i.e., the area comprised of the participating businesses). They operate much like a homeowners association in terms of how the PID is funded except that membership can sometimes be optional. PIDs represent a somewhat advanced form of a merchants association in that they have a stronger funding structure and a functioning board of directors. They also often have paid staff. Typical things that PIDs finance include: additional streetscape features, special events, special maintenance, and private security crews. A PID in Downtown Borger, for instance, could be used to pay for the creation and construction of destination nodes that provide regular activities (e.g., live music, art performances, and cultural tourism events) to help create the new "dragging Main" mentality.

IMPLEMENTATION

Introduction



The Borger Downtown Revitalization Plan contains a strategic vision and recommendations to move forward. Its success will depend on the prioritization and sequencing of next steps, but also on the community's will to take the necessary steps to bring the plan to fruition. This is essential given that each step requires proactive decision-making, an investment of human capital and funding, and day-to-day management, all of which are critical implementation components.

The plan itself only provides the guiding framework to get from vision to reality. While important, it is not the most crucial step. Instead, it is the implementation of the plan that is often the most difficult to undertake. The work will require the concerted efforts of public and private partners over the next 10 to 15 years. If successful, Borger will be able to make significant progress in the downtown area and be primed to improve the entire city's quality of life and economic attractiveness.

Turning a plan into reality requires much more than adoption. The community must commit to long-term implementation, lasting up to 10 to 15 years. The plan will require firm financial commitments from local leaders and proactive efforts to get unproductive real estate back to contributing to the tax rolls.

Projects of this scale come together in phases over the course of many years. Redevelopment, however, is not a linear process that unfolds in a predictable sequence. Instead, it is inherently opportunistic, time-sensitive, and fraught with unforeseen obstacles. Staff must be prepared to veer from the playbook if special opportunities arise that can accelerate desired outcomes or forestall future problems.

Plan implementation is aided by programs and activities affecting the entire community and downtown to improve the overall business climate. These include investments in public infrastructure, formation of a project management team, meetings with property owners, grant writing and solicitation, marketing and outreach, and other services. All of which intend to help the private sector invest and reinvest in creating a vibrant and livable downtown (see sidebar, **Development Ramp Up**). Positioning downtown as the hub of public life and local entrepreneurship will add vitality, instill investor confidence, and help build the market for new housing and mixed-use buildings in the study area.

PUBLIC INVESTMENTS

Borger will need to make a significant, up-front infrastructure investment in order to attract the desired types of projects and investors downtown. It is difficult to get developers and investors to believe in the vision until they see someone — such as the City or a major property owner — take the lead. Like any investment, it is intended to generate returns that well exceed the original cost. In making these investments, leaders will need to be strategic, measured, and pragmatic to avoid overextending the City financially. Rather than building everything all at once, adding new public infrastructure and amenities should be timed to coincide, as much as possible, with revenues increases.

FORMATION OF PROJECT MANAGEMENT TEAM (PMT)

A critical aspect of approaching a project of this magnitude is building the capacity of City staff to lead and manage it. In the absence of hiring additional staff or on-call consultants (with specialized expertise in redevelopment planning and implementation), the City will need to rely on the help of community leaders with valuable knowledge of development finance, construction management, project management, grant writing/solicitation, real estate development/ brokerage, marketing, and land use law. Therefore, enlisting the philanthropic community, business leaders, and volunteer professionals is an important first step in the redevelopment effort.

A collection of individuals with these talents will need to meet regularly and make workload distribution and schedule management decisions. The selection of PMT members should be based on their specialized knowledge and their willingness to assume responsibility for some of the work effort. Ideally, they would be non-political, non-conflicted community-minded individuals willing to commit to at least one year of service. This may involve up to twice-monthly meetings and 50 to 100 hours of volunteer work.

GRANT AND CORPORATE SPONSORSHIP SOLICITATION

The leveraging of state and federal grants for the plan's public infrastructure components is critical in accelerating the plan and reducing local costs. Soon after the plan's completion, City officials should continue identifying and securing public infrastructure and economic development grants. Cost estimates for individual elements should be developed and placed into the Capital Improvements Program (recommended in the Boomtown 2040 Comprehensive Plan). The City may want to earmark additional potential local funding sources (e.g., General Obligation Bond debt, Tax Increment Reinvestment Zone (TIRZ), Public Improvement District (PID), or donations from area corporations).

MARKETING AND BROKERAGE

In order to generate the broadest possible interest in the catalyst sites and vacant properties from the best-qualified developers, the City and partner agencies will need to develop professionally produced marketing materials and disseminate them through various channels. Upon completing the branding program recommended in this plan, the new narrative and logo imagery should be included in traditional and nontraditional marketing materials (e.g., printed brochures, trade magazine advertisements, e-blasts, and websites). The materials' content should be concise and include site-specific project information, key plan graphics, demographic highlights, information on incentives, and the desired qualifications of developers.

DEVELOPER SOLICITATION AND SELECTION

Catalyst Site A represents a significant opportunity for developers in the region. Since this site is privately owned, the City should attempt to generate as much interest with as little process and formality as possible. If a good developer is found quickly, the City should be prepared to work with that developer to help with necessary incentive agreements, entitlements, and land acquisition. The site should be marketed to both hotel and market rate apartment developers to find the best fit and ensure the success of this important development opportunity that will spur increased development activity and interest on other vacant properties in Downtown Borger.

ANNUAL PROGRESS REPORT AND AMENDMENTS

City staff should prepare an annual progress report for presentation to the Planning and Zoning Commission and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for future plan amendments. Ongoing monitoring of consistency between the plan and the activities of the City's implementing PMT is an essential part of this effort.

The annual progress report should include and highlight the following:

- Significant actions and accomplishments during the last year, including the status of implementation for each action item;
- Obstacles or problems in the implementation of the plan that may dictate plan amendments;
- Proposed content amendments that have come forward during the course of the year;
- Recommendations for the actions, programs, and procedures to be developed and implemented in the coming year;
- Modifications to catalyst site recommendations based on emerging business models or development opportunities; and
- Priority coordination needs with public, non-profit, and private implementation partners.

Plan amendments should occur as needed to account for proposed changes or revised recommendations based on progress of action steps, changing market forces, new priorities based on downtown's redevelopment progress, or to accommodate unique funding or development opportunities.

REDEVELOPMENT RAMP UP

Plan implementation requires proactive City leadership to lay the physical and political groundwork necessary to catalyze private-sector development. The realization of a plan of this scale will come together in multiple phases over the course of many years.



GENERAL COORDINATION AND PROGRAMMING

Downtown Management Association or Improvement District — Collaborate with business owners to develop an improvement association (i.e., voluntary private non-profit with dues) or a public improvement district (i.e., mandatory public agency with assessments). Case studies from other small towns indicate that a cohesive private-sector entity in partnership with the public sector is usually required for revitalization success. The organization can lead or facilitate capital improvements, maintenance, and programming.

Business Finance Programs — Partner with the Borger Economic Development Corporation to expand the range of economic development programs available to downtown businesses. Seek additional assistance from financial and educational institutions and/or private companies including to gauge their interest in monetary donations. Examples of these programs include increases or modifications to the corridor improvement program, micro-lending program, sign and awning matching grants, and enhanced business counseling and technical services.

Public-Private Partnerships — Recognize that revitalizing downtown will require the formation of a public-private partnership among the public sector, property owners, and businesses. Each participant must be willing to expend time, money, and effort. Before risking capital, the private sector will need to be convinced of the public sector's commitment to implement change and provide resources where and when appropriate. That said, public sector efforts and expenditures will have little impact if downtown's private sector interests are not committed to the revitalization objectives.

Code Enforcement — The downtown area will struggle to attract new residents and businesses if building appearance and structural conditions are of significantly lower quality than elsewhere. This is especially true for retail businesses that fear loss of inventory due to building deterioration. While the City does not want to encourage demolition of properties (unless they are beyond financial or physical repair), it should pressure property owners to keep buildings up to code.

PRIORITIES AND SEQUENCING

While this plan contains numerous short- and long-term recommendations that can and should be implemented starting the year after the plan's adoption, some priorities may take 10 to 20 years to complete. However, not all of this plan's goals may come to fruition in that timeframe, and are also subject to available staffing levels, resources, and funding. Consequently, it is important to prioritize the implementation action steps identified earlier in this plan. **Table 1, Implementation Priorities**, details the highest and most important priorities for moving forward as identified through the public engagement activities for this plan and the Boomtown 2040 Comprehensive Plan. **Table 1** ranks each action item by plan topic, placing the action items in a recommended priority order for implementation (actions with the same rank have the same priority). However, due to the nature of these goals — and that some rely on third parties for completion — the City may choose to start a specific action step in a different order or initiate multiple action steps simultaneously. This table also identifies which entity (or multiple) should take the lead on each priority.

TABLE 1, IMPLEMENTATION PRIORITIES

Rank	Action Steps	Leadership
Physical Changes and Capital Projects		
1	<p>Reconstruct the Main Street R-O-W to increase parking, widen sidewalks, straighten crosswalks, add mid-block crossings, and highlight a series of destination nodes.</p> <p>Ensure that the new R-O-W provides a mix of activities, destinations, and encourages residents and shoppers to "drag" downtown's environment on Main Street (e.g., visit multiple businesses, socialize on Main Street, participate in local events, etc.). Steps to complete this action item entail:</p> <ul style="list-style-type: none"> • Update the Parkhill plan for the block between 4th and 5th Streets to incorporate components from the Main Street R-O-W conceptual rendering (e.g., wider mid-block crossings, larger landscape islands at intersections, straight sidewalks, etc.); • Pursue current and future grants; • Add a line item to the CIP to contribute funding for this project in each fiscal year; and • Extend this new Main Street R-O-W design to the block north of 5th Street as funding and grant opportunities become available. 	City
1	Ensure the upcoming ULDO provides flexibility and permits a range of signage and outdoor display/entertainment activities.	City
2	Evaluate additional matching grant programs that enhance the aesthetic appeal and charm of Main Street.	City and BEDC

TABLE 1, IMPLEMENTATION PRIORITIES

Rank	Action Steps	Leadership
2	<p>Work with a developer(s) to encourage the redevelopment of Catalyst Site A into the hotel or market rate rental apartment concept. Steps to complete this action item entail:</p> <ul style="list-style-type: none"> • Develop marketing materials (for a hotel site and market rate apartments) that incorporate important demographic and potential City assistance information and recommended downtown specific branding; • Reach out to regional developers to gauge their interest and potential incentive needs to pursue one of these two projects; • Advertise this opportunity in trade publications and on the City and BEDC websites; and • Host an event onsite or nearby to generate developer interest and showcase this opportunity. 	City and BEDC
3	<p>Plan and construct the Catalyst Site B recommended improvements to provide a new urban open air multi-purpose space that hosts regular events and programming to highlight the primary activity corridor's south gateway, lure repeat visitors/shoppers, and redevelop the local habit of "dragging Main" every week. Steps to complete this action item entail:</p> <ul style="list-style-type: none"> • Ascertain the ability to acquire the identified properties; • Add a line item to the CIP budget for steps needed to carry out this project; • Once property control is obtained, hire a professional to develop a formal site design incorporating the items identified in the Catalyst Site B site plan concept; • Apply for grant opportunities; and • Construct the new open air multi-purpose space. 	City
Housing as a Business Driver		
1	Ensure the ULDO standards provide maximum flexibility to assist with the creation of new rental housing units and renovation projects including upper-story rental units and live-work options.	City
1	Create an inventory of available and vacant downtown properties — suitable for residential uses — that may be purchased by the City, a redevelopment authority/land trust, or other land ownership group (Texas Communities Group).	City, BEDC, and Chamber
2	Work with partners and City-budgeted resources to create funding opportunities that assist with the conversion of upper story building space into rental units.	City, BEDC, and Chamber
2	Work with developers to implement the market rate rental scenario recommended for Catalyst Site A. Alternatively, if Catalyst Site A is redeveloped as a hotel, work with the development community to find a suitable alternate site for a similar apartment building.	City
3	Meet with key property owners to assess their interest in either renovating or selling their property and under what terms.	City and BEDC
Business Incubation		
1	Ensure that the ULDO provides maximum flexibility in land use and event standards that incorporate incubator spaces of all types, temporary pop-up businesses, sidewalk sales, food truck gatherings, etc.	City

TABLE 1, IMPLEMENTATION PRIORITIES

Rank	Action Steps	Leadership
2	Meet with local business/property owners to gauge their interest in converting available retail space into pop-up or temporary business host sites or another incubator type.	City, BEDC, and Chamber
2	Utilize the commercial property inventory recommended in the Boomtown 2040 Comprehensive Plan to identify potential sites for business incubator locations such as food halls and co-working spaces.	City and BEDC
3	Develop an entrepreneur pipeline by coordinating educational programs with onsite classes, area resources, and business experts through the SBDC at West Texas A&M, BISD, and Frank Phillips College. Services provided should include business plan development and location search assistance.	City, BEDC, Chamber, SBDC, and Education Partners
4	Establish a building renovation/conversion fund using a combination of general funds or TIRZ revenue and build on the BEDC's Corridor Revitalization Grant Program.	City, BEDC, and TIRZ Board
5	Acquire and develop Catalyst Site B into an open air multi-purpose space that can host pop-up business events and gatherings.	City
Branding		
1	Work with partner agencies to take the "Where Opportunity Booms" mantra and develop a downtown specific logo and narrative to promote Borger.	City, BEDC, Chamber, Downtown Merchants Association, and Hutchinson County Historical Museum
2	Develop strategies for all partner agencies and downtown businesses to disseminate this new logo and narrative via social media, downtown specific website, "made in Borger" stickers, t-shirts, branded mailers, etc.	City, BEDC, Chamber, Downtown Merchants Association, and Hutchinson County Historical Museum
2	Identify events and organizers to create new frequent events such as sidewalk sales, classic car shows, and food truck gatherings to start the new "drag Main" tradition.	City, BEDC, Chamber, Downtown Merchants Association, and Hutchinson County Historical Museum
2	Create a business to business event platform to assist business owners with finding cross-marketing partners and streamline City approvals (when required).	City, BEDC, Chamber, and Downtown Merchants Association
3	Incorporate new branding into wayfinding signage and Main Street banners.	City
4	Investigate new cultural tourism themed events to draw regional and statewide visitors to Borger.	City, BEDC, Chamber, and Downtown Merchants Association
5	Market Borger as "the" place to stay when visiting historical and regional recreational sites.	City, BEDC, Chamber, Hutchinson County Historical Museum and Downtown Merchants Association
Leadership		

TABLE 1, IMPLEMENTATION PRIORITIES

Rank	Action Steps	Leadership
1	Create a downtown development committee or appoint the TIRZ Board to review this plan's recommendations and prioritize projects based on their perception of needs and available resources.	City, BEDC, Chamber, and Downtown Merchants Association
1	Create a "pre-inspection" program to help potential business owners identify costly renovation items before they lease/purchase a property.	City
1	Undertake initial branding recommendations to create a new logo and brand narrative.	City, BEDC, Chamber, and Downtown Merchants Association
2	Review potential leadership structures (e.g., full-time staff, redevelopment authority, or PID) and decide which ones make the most sense for Borger to facilitate land purchases, create development-ready sites, and implement branding strategies.	City, BEDC, Chamber, and Downtown Merchants Association
3	Pursue the formal creation of identified leadership groups.	City, BEDC, Chamber, and Downtown Merchants Association