# CITY OF EL PASO, TEXAS AGENDA ITEM DEPARTMENT HEAD'S SUMMARY FORM

DEPARTMENT:

**Mayor and Council** 

AGENDA DATE:

Next available agenda date

CONTACT PERSON NAME AND PHONE NUMBER: City Representative Cortney Niland, District 8

**DISTRICT(S) AFFECTED: District 8** 

**SUBJECT:** 

APPROVE a resolution / ordinance / lease to do what? OR AUTHORIZE the City Manager to do what? Be descriptive of what we want Council to approve. Include \$ amount if applicable.

1. Discussion and action on developing a capital improvement and economic development plan for a sustainable and vibrant "Paseo De Las Luces" as part of the entire Downtown Revitalization efforts.

**BACKGROUND / DISCUSSION:** 

Discussion of the what, why, where, when, and how to enable Council to have reasonably complete description of the contemplated action. This should include attachment of bid tabulation, or ordinance or resolution if appropriate. What are the benefits to the City of this action? What are the citizen concerns?

1.) Create an Environment Conducive to Strong Sustainable Economic Development

South El Paso business owners for years have concerned over the disconnect of Downtown Revitalization efforts going south of Paisano in the Retail District.

- 5.) Promote Transparent and Consistent Communication amongst All Members of the Community
- 5.3 Promote a well-balanced customer service philosophy throughout the organization
- 6.) Set the Standard for Sound Governance and Fiscal Management
- 6.5 Deliver services timely and effectively with focus on continual improvement
- 6.11 Provide efficient and effective services to taxpayers
- 7.) Enhance and Sustain El Paso's Infrastructure Network
- 7.2 Improve competitiveness through infrastructure improvements impacting the quality of life
- 7.3 Enhance a regional comprehensive transportation system

PRIOR COUNCIL ACTION:

Has the Council previously considered this item or a closely related one?

**AMOUNT AND SOURCE OF FUNDING:** 

How will this item be funded? Has the item been budgeted? If so, identify funding source by account numbers and description of account. Does it require a budget transfer?

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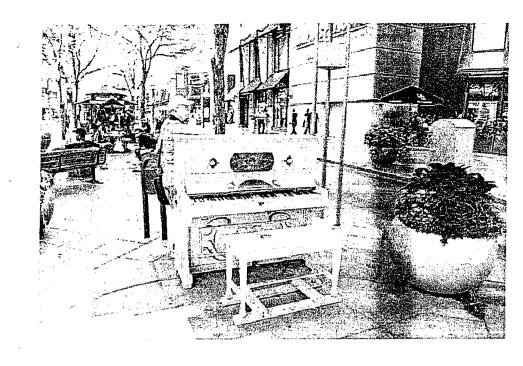
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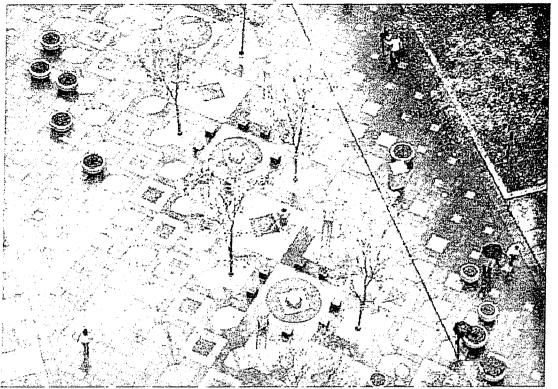


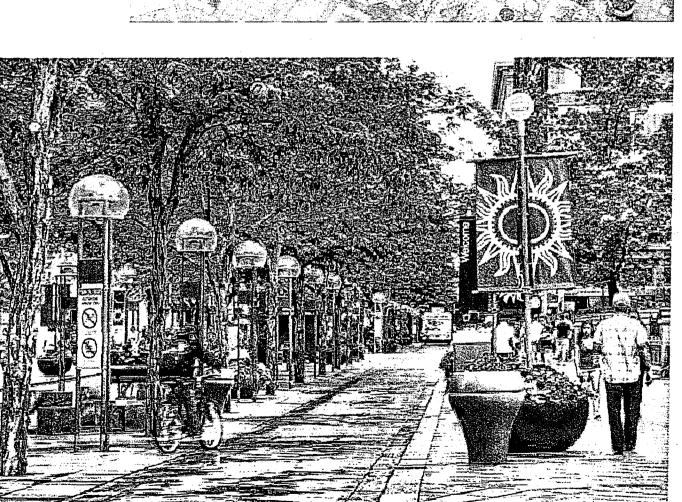


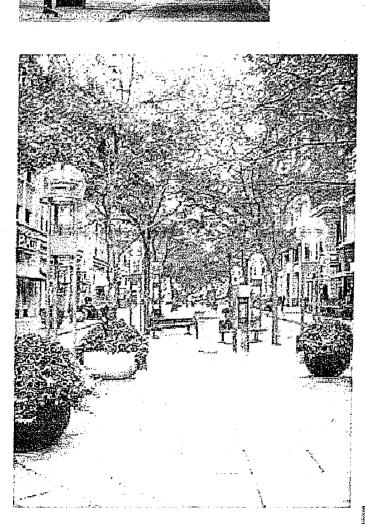


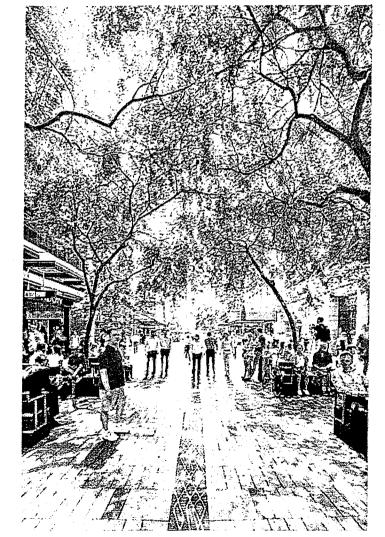


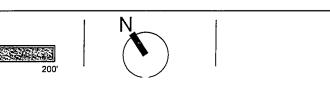












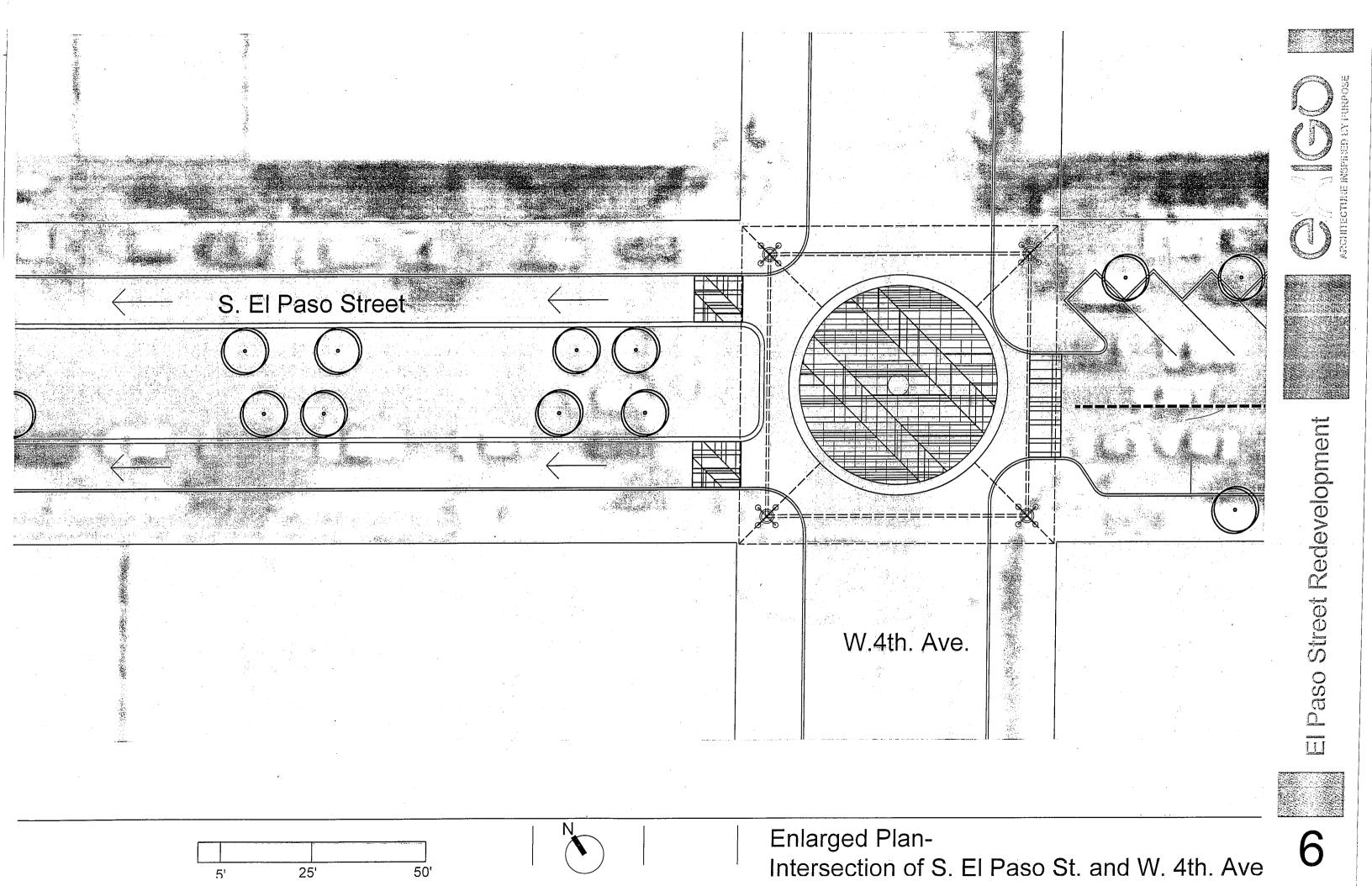


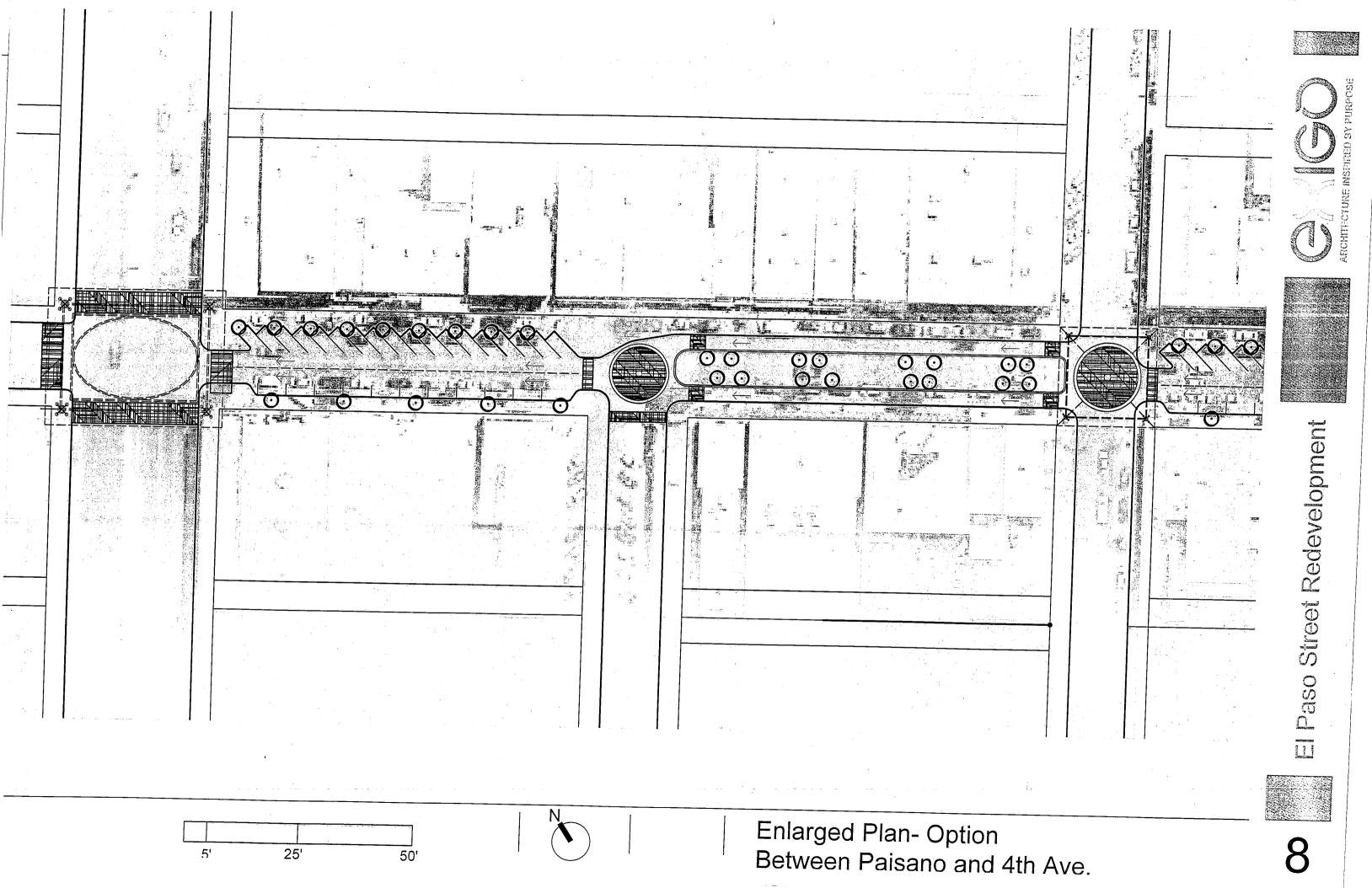
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El Paso Street Redevelopment

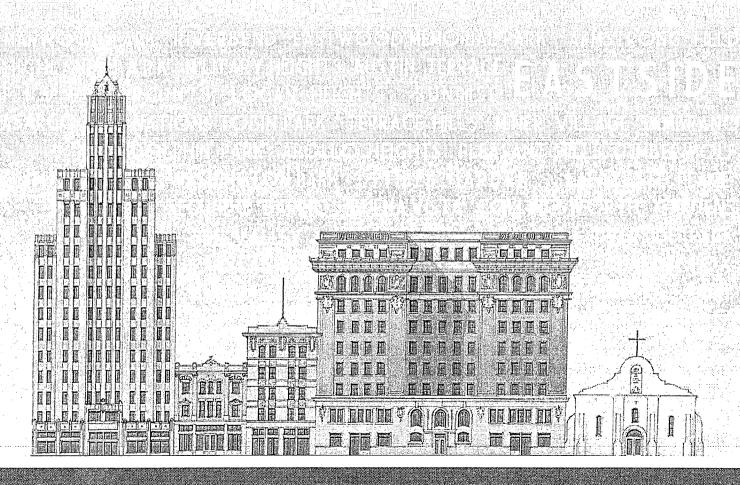
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# CITY OF EL PASO, TEXAS COMPREHENSIVE PLAN

PERSONAL PROPERTY AND PROPERTY



VOLUME I: CITY PATTERNS

#### **COMMUNITY CONCERNS**

#### Revitalize Downtown

Downtown El Paso's rich architectural and cultural heritage is easily apparent, as is the extensive disinvestment in recent decades.

At its prime; Downtown El Paso was a distinctive cultural scene — the place to work, live, and meet. Department stores, the laters, festivals, family celebrations, and visitors from across the U.S. and Mexico all brought life to Downtown. Today, much of that life remains only in memories and stories.

Redevelopment is important throughout El Paso but nowhere more than Downtown. Downtown still provides a treasure of civic amenities. Its streets are the highest-quality pedestrian environment in the City; well-built and beautifully crafted buildings face tree-lined streets.

Fort Bliss and the Franklin Mountains divide El Paso into three wedges. This accident of geography and history ensures that Downtown will always be the "center of town" and the hub of government and transportation. Downtown should also, once again, become El Pasois vibrant heart—a place of common ground, constant reinvention, living, commerce, and entertainment

#### Live and Work Closer Together

El Paso's major roads must accommodate long automobile trips for traveling between home, to work, and to shopping. Despite concerted efforts by public officials to widen key roads like Mesa Street and Montana Avenue and to add enough freeway lanes to accommodate this travel pattern, most improvements are simply overcome by additional traffic.

The most practical relief for congestion will come from motorists not needing to drive as far to meet daily needs. As long as residents believe that congestion will be solved by the next road improvement, they will continue to buy homes far from their jobs or accept jobs far from their homes, worsening the very cycle that causes the congestion.

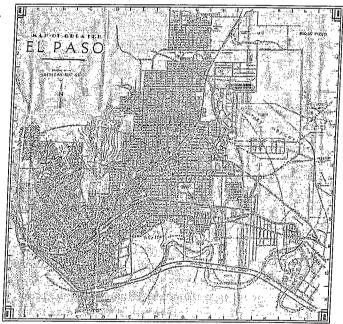
Some long-distance travel is unavoidable, such as intercity travel and the movement of goods by trucks to and from maquiladoras in Juárez. However, excessive travel is often the result of careless development patterns. For instance, the expansion of Fort Bliss will generate a great deal of new traffic. By designing communities to reduce unnecessary travel, the road and transit networks will be better able to handle future growth.

#### **Protect Historic Neighborhoods**

El Paso's older neighborhoods are a source of great pride. Nine neighborhoods have been formally designated as historic landmarks: Austin Terrace, Chihuahuita, Downtown, Magoffin, Manhattan Heights, Old San Francisco, Sunset Heights, Ysleta, and the Mission Trail Historic Corridor and District.

These nine neighborhoods are a small fraction of the valued older neighborhoods throughout El Paso County. Many of these older neighborhoods have suffered from disinvestment. However, if protected, these neighborhoods are poised to serve generations of new residents due to their central locations, excellent neighborhood designs, and a housing stock of distinctive yet affordable buildings.

These older neighborhoods are also valuable models for what El Paso residents would like to see in new neighborhoods: interconnected streets; access to neighborhood schools and parks; a wide variety of housing; and easy accessibility to shopping and jobs.



1938 street map of El Paso's historic neighborhoods

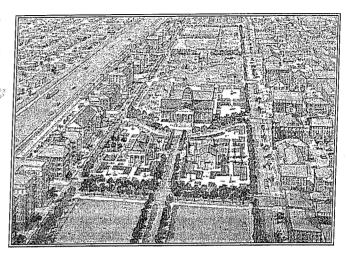
reflected in the Comprehensive Plan, and which could dramatically affect the Comprehensive Plan's recommendations, should be preceded by a Comprehensive Plan update.

- Economic Incentives: Economic incentives should carry out Comprehensive Plan, goals, and policies. Geographic areas identified by the illustrative plans should have high optionities for incentives and public/private partnerships.
- Private Development Decisions: Property owners and developers should consider the strategies and recommendations of the Comprehensive Plan in their own land planning and investment decisions. Public decision-makers will be using the Comprehensive Plan as a guide in their development-related deliberations.
- Future Interpretations: The City Council should call upon the City Plan Commission to provide interpretation of major items that are unclear or are not fully addressed in the Plan. In formulating an interpretation, the Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it follows the Plan.

#### Overall Goals of the Plan

Through the charrette process and meetings with public officials, the following general goals have been formulated for the City of El Paso:

- Regional Land Use Patterns: Encourage infill development within the existing City over peripheral expansion to conserve environmental resources, spur economic investment, repair social fabric, reduce the cost of providing infrastructure and services, and reclaim abandoned areas.
- Urban Design: Incentivize development projects of exemplary location and design throughout the City.
- Downtown: Direct public funding and private development of exemplary design to the Downtown where it will have economic and social benefits shared by the entire City.
- Transportation: The City of El Paso wishes to become the least car-dependent city in the Southwest through meaningful travel options and land-use patterns that support walkability, livability, and sustainability. Over time, El Paso will join the ranks of the most walkable and transitrich metropolitan areas in the country.
- Public Facilities: Provide community services and facilities that meet the physical, educational, and recreational needs of all segments of the City's community.



- Housing: To provide housing in El Paso through complete, connected neighborhoods containing quality, affordable, and accessible choices to serve all income levels and age groups.
- Economic Development: Build a foundation for economic prosperity that nurtures an atmosphere of innovation, increases quality of life to attract national and international talent offers high-quality infrastructure, improves education and workforce development; and increases tourism.
- Historic Preservation: Preserve, renew, and evolve historic buildings, districts, and landscapes for the use and enjoyment of future generations.
- Health: Improve the overall physical and mental health of El Paso citizens by increasing the quality of life in the region.
- Sustainability: Secure the viability of environmental resources for El Paso's people, flora, and fauna so that future generations may experience a constantly improving environment that is always more resilient than that of the previous generation.
- Border Relations: El Paso will be a world class, highly competitive international border community that draws trade, technology, and tourism to its cultural, geographic, and environmental attractions through unparalleled interregional and binational cooperation.
- Fort Bliss: The City and Fort Bliss shall continue to grow together in a way that is mutually beneficial.

### STRATEGIES FOR ADDRESSING COMMUNITY CONCERNS CONCEPTUAL REGIONAL GROWTH STRATEGIES

#### Invest First in Downtown

When considering regional growth strategies, the first priority for El Paso should be reinvestment in its historic Downtown. In the past, City priorities and subsidies have often focused on growth and expansion at the edges, which can work against infill and redevelopment in the City's historic core. Shifts in policy could increase livability Downtown and create a strong base for transit expansion throughout the region.

In recent decades Downtown has suffered from disinvestment as auto-oriented development on the edges of town became the preferred location to live and work. Fortunately Downtown: El Paso has long been a popular shopping destination for Juarez residents; Downtown businesses now-depend on stable and convenient trade with Mexico.

Downtown El Paso is an overlooked urban design treasure. Previous investment in the early 20<sup>th</sup> century created a vibrant urban fabric with a wide mix of uses, street-oriented buildings, proud architecture of distinctive character, and numerous public and civic gathering spaces.

Downtown El Paso Isviemarkably Intact, with most of the historic buildings standing and the traditional street grid largely in place. These buildings, however, are underutilized, often with discount stores on wholesale outlets filling the ground floors and the upper floors left warant. With so little housing Downtown, stores, and restaurants close at high and on, weekends, resulting in vacant, streets and a sense of desolation on most blocks.

El Paso needs to reclaim this valuable asset as a vibrant 21st century destination. Revitalization of this historic center will anchor and enhance the overall character of the City and contribute toward El Paso's long-term sustainability.

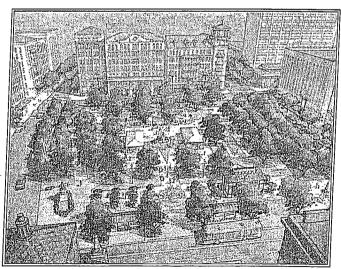
#### Infill with Transit-Supportive Mixed Uses

An equally important priority should be encouraging mixed-use development and redevelopment on vacant or underutilized sites throughout El Paso, especially near transit centers and along existing and planned transit routes.

Those seeking variety and choice have discovered that traditional neighborhoods offer a popular and time-tested formula for mixed-uses and mixed-income communities. Neighborhood centers provide a range of goods and services, amenities, and housing in close proximity, reducing the need to drive within that area. An urban pattern of interconnected streets and small blocks allows for greater population density within a compact area, creating a market for a wider variety of goods and services. Accessibility to transit provides the opportunity for more pedestrian activity and reduced demand for parking spaces.

For instance, Northgate Mall can become a dynamic, diverse center that will complement the City's transit investments. Single-use buildings and surface parking lots would be replaced with multi-story mixed-use buildings that could become the Main Street for northeast El Paso.

The construction of transit-supportive multi-family housing and the adaptive reuse and rehabilitation of existing buildings should be encouraged throughout El Paso. Alternative development standards are warranted because mixed-use areas function differently than auto-oriented properties. Financial incentives can be offered for using existing infrastructure and not requiring the construction and future maintenance of new infrastructure.



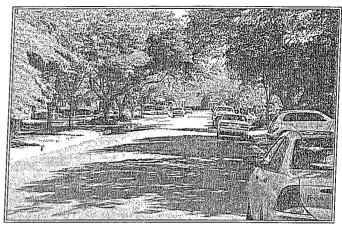
San Jacinto Plaza

#### STREETS

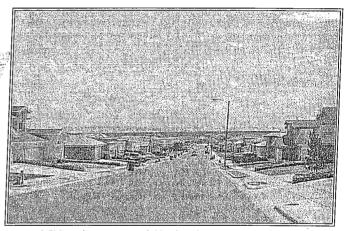
The design of El Paso's streets has evolved over time as the design of neighborhoods and commercial centers have changed. Streets were once multimodal, accommodating pedestrians and the streetcar as well as the automobile. Once street designs began to change to formats that only accommodated cars, automobiles became dominant and eclipsed the other modes of transportation.

In the City's historic pre-auto neighborhoods, trees continue to improve property values and establish a sense of place. Urban street trees are planted in aligned rows, with regular spacing using consistent species. Proper, formal tree placement shapes public space, produces shade continuous enough to make walking viable, and has a calming effect on traffic. The street trees which have endured through the years are typically native species which are drought and pollution tolerant.

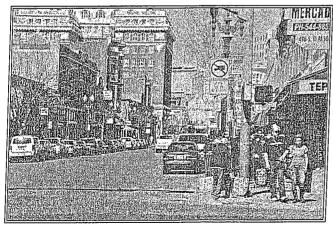
An essential distinction of the City's vibrant, pedestrian-oriented districts, like the Union Plaza District, South El Paso Street, and Cincinnati Street, is that the whole public space is designed as an ensemble. Auto elements (such as travel lanes, parking, and curbs), public components (such as trees, sidewalks, and lighting), and private elements (shopfronts and buildings) are coordinated to create a unified outdoor space.



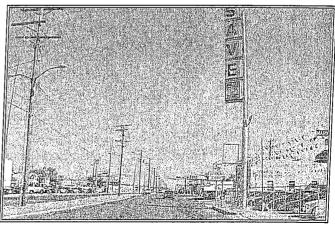
El Paso's historic neighborhoods benefit from an investment in the public realm with wide planting strips, street trees, and on-street parking.



Many of El Paso's post-war neighborhood streets are unfortunately designed with the sole purpose of moving traffic quickly, and feature few pedestrian amenities.



South El Paso Street has seen over a hundred years of changing uses yet continues to thrive by preserving the pedestrian realm.



Wide streets with one-story buildings and parking between the building and the street are typical of El Paso's arterial roadways.

#### **COMMUNITY CONCERNS**

#### Nurture Downtown - El Paso's Most Important Neighborhood

El Paso's community character is not the result of piecemeal development; rather El Paso's character is found in its compact, connected, walkable historic neighborhoods. Downtown is the most important of these neighborhoods, as it is the central gathering place for the entire City. El Paso could improve its quality of life and gradually construct a better human habitat by growing a more complete Downtown.

To meet this challenge, El Paso must first strive to carefully restore and reuse Downtown's exquisite existing stock of historic buildings. Next, new development should follow careful study of El Paso's historic Downtown fabric, in order to grow in a way that is consistent with the City's identity. The revitalization of El Paso's built fabric must coincide with improvements to Downtown's network of public spaces.

#### Restore and Reuse Downtown's Historic Buildings

El Paso's Downtown is blessed with an extraordinary inventory of high quality historic buildings. The upper floors of these buildings, for various reasons, have remained largely vacant over the years. The first order of business for the revitalization of Downtown must be to implement the refurbishment and reuse of these historic structures. Priority should be placed on increasing the residential population in Downtown, thereby increasing vitality throughout the entire day.

#### Civic Spaces, the living Rooms of the Community

El Paso's founders had the foresight to plan great public civic spaces within the Downtown. These spaces, including San Jacinto Plaza, Cleveland Square Park, and Union Square have proud histories, but have lost elements of their landscape design and surrounding built edges over the decades. An emphasis should be made to revitalize these public civic spaces so they can fulfill the role the City's founders intended for them – serving as living rooms for the community. Restoring the civic spaces will require refurbishing the landscape elements such as plantings, paths, benches, and lighting. It will also require reestablishing lost building frontages at the perimeters of these spaces, as a public space is only as good as its edges. Once the City's historic public spaces have been cared for, opportunities may be found to introduce new public spaces within the Downtown.

#### **Civic Building Opportunities**

Downtown El Paso is home to a number of civic institutions, including City Hall, the public library, convention center, and several great museums. These civic institutions, while currently providing invaluable cultural anchors for the City, could also in many cases improve in their capacity to form and activate compelling pedestrian-friendly public spaces. Unfortunately some of these buildings currently sit amidst large fields of pedestrian-hostile parking lots, or face the public realm with large blank wall. A great opportunity exists for these community anchors to lead the way as demonstrations for how to transform fortified building façades and buildings set amidst placeless parking lots into exemplars of street-oriented pedestrian-friendly urban design.

#### Diversify and Add Missing Uses

Downtown El Paso currently serves primarily as a shopping district; supplemented with civic uses and a budding entertainment area. In the future, as Downtown evolves into a 24-hour envisoronment, it will be necessary to diversify uses and add elements that are currently missing. As residential units are added, a variety of supporting uses will be needed, including grocery stores, dry cleaners, daycare, hairdressers, and coffee shops. Increasing employment opportunities will allow many. Downtown residents to live predominantly carefree. As the Downtown population grows, provisions for reopening nearby schools should also be examined.

#### Locate Parking On-street & Behind Buildings

El Paso's once connected and continuous walkable urban fabric has, over the decades, become frayed in many places. Sites that once featured street-oriented buildings have been razed and replaced with parking lots and parking garages that are exposed to the street, damaging the pedestrian experience. As El Paso moves forward, parking should encouraged to be located on-street and behind buildings in mid-block parking lots or in parking garages that are lined with habitable space. These liner buildings should be street-oriented, facing the public space with ample doors and windows. This will enhance the public space of the street, making it friendlier for pedestrians and bicyclists, in addition to drivers.

# DOWNTOWN ECONOMIC ANALYSIS - KEY FINDINGS OFFICE MARKET ANALYSIS

#### **Existing Conditions**

Downtown El Paso, with approximately 2 to 2.5 million square feet of private, multi-tenant office space, contains the largest single concentration of office space in the market. Tenants in Downtown's Class-A buildings include businesses serving corporate clientele as well as a substantial number of government agencies, non-profits, and other businesses serving household clientele.

Vacancy rates in Downtown El Paso generally range from 15-20 percent. Downtown lease rates range from \$13-\$15 per square foot on a gross basis, which represents a net-equivalent of roughly \$6-7 per square foot. Most of the multi-tenant office buildings Downtown were built over 40 years ago.

#### Competitive Context

Downtown's primary competition is suburban El Paso, where multi-tenant office buildings are primarily located in the "east" or "west" sub-markets. Each of these sub-markets contains roughly 800,000 to I million square feet of multi-tenant office space. Most of the space is contained in buildings with 20,000 to 80,000 square feet. The largest multi-tenant buildings in the El Paso suburban market are approximately 100,000 square feet. While suburban office tenants include a broad range of professional service providers, contact center operators comprise a significant share of large suburban tenancies.

Suburban office lease rates are competitive with Downtown rates; however, suburban office rent includes free parking. Suburban office vacancy rates are similar to Downtown's - 15 to 20 percent. As in Downtown, there has been very little recent office development activity in suburban locations.

## Downtown's Competitive Constraints and Assets Constraints:

- Downtown's mix of uses and environment currently fails to generate significant rent premiums
- 2. Low rents make Downtown office development and/or renovation economically challenging
- Downtown's perceived lack of convenient parking and parking costs are a competitive disadvantage

#### Assets:

- 1. Downtown courthouses and government-related operations generate office demand
- 2. Downtown's potential as a high-quality mixed-use center makes Downtown unique in the marketplace

#### Market Opportunities

Over the next ten years the El Paso market will likely support an additional 100,000 to 200,000 square feet of new Downtown

office space. These new office projects will serve existing tenants' demand for upgraded space and will accommodate new office tenants generated by metropolitan area growth.

New office development Downtown over the next ten years will most likely take one of two forms:

1. New Small-Scale, Class-B Projects Located Outside the Existing Core Area.

Such buildings will most likely occupy suburban-scale lots with sufficient space for surface parking lots. These buildings will likely be 20,000 – 50,000 square feet in size. These buildings should be configured in an urban manner in order to maximize premiums generated by a vibrant walkable pedestrian-friendly environment. Buildings should be close to the sidewalk, with ample doors and windows. Parking lots should be located behind buildings, screened from view and have a reduced number of required spaces.

2. Existing Building Renovation.

Such projects will update old and underutilized buildings Downtown. While such renovations will likely not constitute entire make-overs such as those undergone at the Mills and Central buildings, they may be able to profitably provide new marketable office space Downtown.

#### RETAIL MARKET ANALYSIS

#### **Existing Conditions**

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There are three distinct retail and entertainment districts in Downtown El Paso: the Golden Horseshoe, the Central Business District, and Union Plaza District. The Golden Horseshoe district is a unique retail environment that primarily caters to the Mexican-national-market and discount shoppers. The Central Business District services the employee market, but it is challenged by vacant-buildings and a lack of critical mass. The Union Plaza district is primarily a weekend entertainment destination with a small but important cluster of eating and drinking establishments. While it is the economic center of the Region, Downtown El Paso is not currently a place where most metropolitan area residents come to shop or dine on a regular basis.

The Golden Horseshoe district is an important economic engine supporting the City. The analysis of existing conditions suggests that Downtown retail, because it mostly caters to the Mexican national market, likely contributes a billion dollars in annual visitor retail sales to the City and region.

Eating and drinking sales Downtown are not as robust as retail sales. While Downtown appears to be growing successfully as a entertainment destination particularly for younger households, Downtown's capture of metropolitan area eating and drinking sales is currently well below its retail sales capture.

PRINK WESTER

### EGOALS & POLICIES "

Overall Goal: Direct public funding and private development of exemplary design to the Downtown where it will have economic and social benefits shared by the entire City.

#### Downtown Streets

- **Goal 3.1:** Improve Downtown's streets until they become El Paso's premiere public spaces.
  - Policy 3.1.1: The City should encourage the use of the illustrative plans and renderings in this Downtown Element as examples to encourage best practices in improving Downtown streets particularly for City projects.
  - **Policy 3.1.2**: Evaluate proposed Downtown street projects and development proposals according to the street design principles of policies 3.1.3 and 3.1.4.
  - **Policy 3.1.3:** Maintain and improve the Downtown street network by providing multiple routes and pathways for vehicular and pedestrian movement.
    - **a.** Downtown streets are to be maintained first and foremost for pedestrians, transit vehicles, and deliveries. Private automobiles will be accommodated to the greatest extent possible consistent with this priority.
    - **b.** Streets should not be permanently closed or dead-ended or converted to one-way traffic except in cases of overriding public necessity or to allow the creation of pedestrian-only public spaces.
    - **c**. With the exception of closed streets that have become valuable public spaces, seek opportunities to reopen former streets to bring more economic vitality to surrounding properties.
    - d. Convert one-way streets back to two-way streets (to increase the economic viability of businesses and to make Downtown more intuitively navigable for residents and visitors.
    - e. Maintain rear alleys for access to mid-block parking spaces, to provide an out-of-sight location for utilities equipment, and to allow the fronts of buildings to be free of driveways and parking garage entrances.

- **Policy 3.1.4:** Improve Downtown streets to become more multimodal and appealing to pedestrians, with ample shaded sidewalks and on-street parking.
  - a. Improve safety and encourage pedestrians and transit users by managing vehicular speeds on Downtown streets, using measures such as:
    - i. Narrower travel lanes;
    - ii. Changes in paving;
    - iii. Restoration of two-way vehicular travel;
    - iv. Artfully designed traffic calming measures; and
    - v. Timing of traffic signals to reward managed steady vehicular speeds.
  - **b.** Provide street trees on both sides of at least 50% of Downtown streets, with tree wells placed between the travel lanes and sidewalk at intervals averaging no more than 40 feet.
  - c. 50% of Downtown streets should have sidewalks at least 12' wide on retail or mixed-use streets and .8' feet wide on all other streets as part of street construction or walkability retrofit projects.
  - **d.** Provide on-street parking on at least 50% of both sides of all Downtown streets.
  - e. Redesign Downtown streets using pedestrianfriendly thoroughfare section assemblies from the City SmartCode (Title 21). Design arterials using guidance in the ITE recommended practice, Designing Walkable Urban Thoroughfares: A Context Sensitive Approach.
- **f.** Coordinate traffic signals to reduce the number of red phases during weekends when long red wait times on empty streets discourage Downtown visitors.
- g. Provide memorable visual terminations to streets where possible to make the street network more legible to residents and visitors.

#### RECOMMON ELEMENTS IN WALKABLE STREETS UT

The following elements are often employed to make streets more walkable and contribute to the local economy.

#### Safety Strip

A "safety strip" can help to manage vehicular speed on narrow streets while providing flexibility for atypical vehicle movements such as passing a stalled vehicle or aiding emergency vehicles.

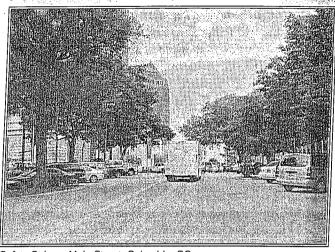
Safety strips are made of a cobbled texture with vertical offsets of 1/4-inch to 1-inch. This surface makes it possible, but uncomfortable, to drive on for extended distances. Safety strips are placed between lanes with travel in opposite directions; they can also function as an informal left-turn lane. Safety strips may also be used for temporary deliveries to adjacent businesses without stopping the flow of traffic.

#### **On-Street Parking**

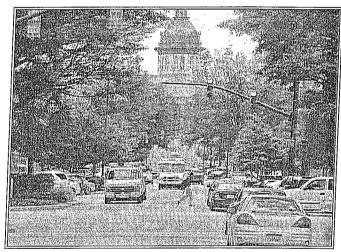
Each parking space in front of a business can yield significant sales to that business. Bob Gibbs, a leading American urban retail planner, estimates that each parallel parking space can yield \$125,000-250,000 in gross annual sales for adjacent businesses, depending on the number of daily turnovers. On-street parallel parking provides great economic opportunities for local businesses in El Paso.

#### Street Trees

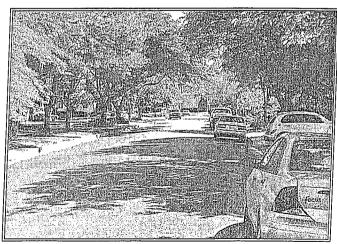
Rows of street trees are typically planted in landscaped planting strips that separate parking or travel lanes from sidewalks. In commercial areas, street trees can be planted in occasional tree wells in the parking lane or in the sidewalk. Street trees should be drought-tolerant to minimize the need for irrigation.



Safety Strip on Main Street, Columbia, SC



Safety Strip on Main Street, Columbia, SC



On-street parking and tree lined street in El Paso