A Proposal for the Comprehensive Revitalization of Downtown Bryan

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### Introduction

Downtown Bryan is dying. Its condition is a reflection of the community's historical self-awareness. The crumbling sidewalks and abandoned buildings reveal a city that has forgotten its past. The decaying old buildings are a symbolic link to the past. This symbolism is a permanent fixture in the consciousness of the community, and it is this characteristic that provides the key to the revitalization of the area.

The purpose of this project is to understand the causes and forces behind the current downtown conditions, and to propose a comprehensive plan which takes into account the strengths of the downtown area and utilizes them to bring about the return of prosperity and dynamism.

### Historical Background

In the 1920's, Bryan was an important railroad town that rivaled Houston and Dallas as one of the state's leading cities. Main Street, the core of the central business district, or CBD, ran parallel to the railroad tracks and was the center for most commercial, civic, and social activities of Brazos County. The era of prosperity brought by the railroad continued through the 1940's, and it was not until the late 1950's that downtown's role began to change noticeably.

One of the factors which caused this change was the emergence of suburbs. After World War II, like most American cities, Bryan experienced a tremendous growth of its suburban area. This spreading of the population tended to draw business and social activity away from the concentrated CBD. (For 'the purposes of this report, the CBD refers to the blocks contained by Main, Bryan, 28th, and 22nd Streets, and downtown refers to the area within a half mile radius of the corner of Main and 25th Streets.)

Physical factors also contributed to the general decline of downtown business. A distinct shortage of parking space exists and the long, narrow buildings simply do not meet the space requirements of many modern retail operations. These factors contribute to a general obsolescence when compared to other modern shopping facilities.

By far the most important contributor to the change in the role of downtown has been the phenomenal growth of Texas A&M University, located in College Station, about 5 miles south of the CBD. Texas A&M's enrollment since 1960 has expanded from under 8,000 students to over 35,000 in 1986. This growth has been accompanied by a corresponding growth in faculty and support This investment of state funds into the staff and facilities. university has tremendously increased the economic base of College Station and has created an economic magnet which has gradually pulled the economic center of gravity south along Texas Avenue. This southward movement is clearly evidenced by the construction of Townshire Shopping Center in the late 1950's, the Manor East Mall in 1965, Culpepper Plaza in 1976, and finally the Post Oak Mall in 1983.

### Statistical Evidence

Until the 1960's, more than 95% of the county's retail sales occurred within the city of Bryan, and it can be assumed that most of that occurred within the CBD. By 1983, the figure had

dropped to 51%, and it can be assumed that only a small percentage of that occurred within the CBD. From 1972 to 1983 Bryan's population increased 40%, while the real rate of retail sales increased by only 4%. During that same time period, College Station's population increased by 84% and its real rate of retail sales increased 270%. This statistical evidence confirms what is apparent even to the casual observer: the economic growth rate of College Station has by far surpassed that of Bryan, and it is that shift in demographics that is primarily responsible for the demise of downtown.

Based on this historical and statistical evidence, it can be concluded that the population shift and its effects on downtown are permanent. It will never again be the commercial center of Brazos County or the city of Bryan.

### Current Business Conditions

Although many of the buildings within the CBD are abandoned or in serious need of repair, many small businesses continue to operate there. As part of this project, a survey was conducted among all the CBD businesses to collect various data specific to each business and to understand <sup>\*</sup> current downtown conditions as perceived by the CBD business owners. Various business and civic leaders also discussed their views of the present conditions. What follows is a synthesis of the ideas expressed during those interviews and observations made on the basis of those ideas.

There are essentially four major interest groups or factors that affect the downtown area. They are the business owners, the property owners, the local bankers, and the Bryan city government. Each of these groups exerts an important influence

in determining the possibilities of downtown's future.

The CBD business owners are a collection of entrepreneurs with little in common. Each business owner pursues his own goals by his own methods. Unlike a mall or similar shopping facility, there is no central organization with the authority to regulate or assist each business in keeping within a predetermined set of guidelines designed to maximize the total amount of business generated. The Bryan Downtowners Association was formed in an attempt to correct this lack of unity. Most CBD businesses are members of the Association, which works with the Bryan Development Foundation in efforts to coordinate downtown activities such as West Fest, and to secure funding for revitalization efforts. The Downtowners Association is an important and necessary step in organizing a more effective lobbying force; however, the general perception of the downtown business owners is that of a disorganized group unable to bring about a substantial change and unable to effectively pursue its own interests.

A majority of the downtown property is controlled by the estates of the CBD's founders. It is not in the interest of the heirs of these estates to concern themselves with maintaining or improving the condition of buildings that presently generate very little revenue. Nor is it in their interest to sell them at current market prices. As a result, the property owners are generally perceived as insensitive to the needs of their tenant businesses and unconcerned with the future of the CBD. Several business people do own their buildings and have invested heavily in facade renovation and interior remodeling. These efforts have added greatly to the appearance of certain sections of downtown.

Without the interest and cooperation of the major property owners, however, there is little hope for major improvements in downtown's general appearance and consumer appeal.

The cooperation of local banks is also an important factor for the potential prosperity of the CBD. Since most business owners are small businessmen, their access to capital is minimal, and they rely heavily on capital provided by banks for business startups, improvements, or expansions. The local banking community is highly skeptical of downtown businesses, however, and is unwilling to provide investment capital for new CBD businesses under favorable terms. Based on the demographic trends discussed earlier and the attached economic study on the rate of return to capital invested in a downtown business (see final section of this report), it is apparent that local bankers can find more secure uses for their capital. An increase in the bankers' confidence in CBD businesses could be brought about by a dramatic, concerted effort on the part of influencial business leaders with a vision for downtown's future. It appears unlikely that random small businessmen with only enough resources to handle their own enterprises will succeed in changing the attitude of the bankers.

Another important factor that influences the business conditions of the CBD is the city government itself. It is the general opinion of most CBD businesspeople that the city has neglected its duties in the downtown area and is not responsive to their needs. The maintenance of public facilities and roads in the area is below the standards of the rest of the city, and such public services as garbage collection seem to be inadequate. The real influence of the city, however, lies in fits ability to

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provide public infrastructure, to reroute streets, to establish park areas, to inspire public confidence, and to serve as the catalyst of any private effort at the revitalization of the downtown area.

These are the important interest groups which must be carefully analyzed when considering a plan for the revitalization of downtown. Unfortunately, these four groups have not been coordinated successfully, and there exists no sense of common purpose between them. If a plan for the revitalization of downtown Bryan is to succeed, it must be able to engender that sense of common purpose among the four groups.

## Other Aspects of Current Conditions

The preceding description of current downtown business conditions describes a rather dismal scene, and in fact, the importance of downtown as the community's business center has disappeared. However, downtown's role as the leading civic area and symbolic heart of the community still flourishes.

Downtown Bryan houses the Brazos County government offices such as the tax assessor-collector's office, the county courthouse, and various federal and state agency offices. Although the downtown banks and major retailers have left the area, the county and city government have made a long-term commitment to downtown by building an addition to the courthouse and expanding into new office space in the immediate vicinity. This assures long term activity and provides a symbol of permanence. The government offices are the symbolic heart of the community, and they have chosen to remain unaffected by the pressure to locate closer to the economic center of the city.

Downtown is also the location of the community's other civic institutions. The Bryan Public Library, the Chamber of Commerce, the Bryan Police Station, and an extension of Blinn Junior College are located there. The many beautiful churches make downtown the religious center of the city. Although the downtown business scene is comparatively inactive, downtown still thrives as the civic, religious, and cultural focal point of the community. This aspect of current downtown conditions should be carefully considered when formulating any plan for the revitalization of the area.

### Conceptualization of Revitalization Plan

A successful plan for the revitalization of downtown must identify a community need which is not currently being met and can be provided through the downtown area. It should also follow the following guidelines:

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First, it must not attempt to compete with the services already provided by major established retail malls or by Texas As previously stated, one of the primary reasons for the A&M. decline of Bryan's downtown has been the phenomenal growth of Downtown must find a creative use both of these institutions. of its space that will not put it into direct competition with other established interests in the community. Second, the project must incorporate the historic character of downtown into the overall It is the common historical heritage of Bryan that strategy. appeals to the widest possible socio-economic range of the community. The sense of historical continuity weaved into the bricks and sidewalks of Main Street is the single most important asset downtown Third, the plan must take into consideration the neighborhood has. and businesses that continue to exist in the downtown area.

If the plan is to have a community wide appeal, it must be guided by concerned, conscientious human development that does not compromise the integrity of predominantly minority residents of downtown, nor is detrimental to current downtown businesses. Fourth, it must accomodate the four major interest groups described previously, because without the cooperation of all four, it is unlikely that any permanent progress can be achieved.

### Description of the Revitalization Plan

This plan for revitalization is based upon the perceived need for a unique "community place" which would become the acknowledged source of local culture and identity. It would be the area in which the citizenry would participate in a sense of historic continuity and community belonging. Bryan and College Station have experienced one of the highest growth rates in the country over the past decade. The resulting atmosphere of "newness" in the community has created the need for a physical place and atmosphere similar to the one described.

The plan envisions the following steps in order to achieve it the final goal. First, the establishment of a community oriented fine arts school. With the presence of Blinn College, an artists' studio, and a local theatre group operating out of the Palace Theatre, this concept seems to be expressing itself already. It should be consolidated into a school of art, music, theatre, and dance for the community at large. This kind of an institution does not exist in B/CS and the need for it seems to exist. The presence of Blinn College could be a great aid in establishing such an institution.

Another way to attract community appeal would be to encourage community associations such as the Historical Society or the Lions or Kiwanis Clubs to hold their meetings downtown. This could be accomplished by renovating some of the old buildings to provide conference rooms and banquet facilities. designed for those types of organizations. Several community organizations do have their headquarters in the downtown area, so this use of the space is not without precedent.

The old Carnegie Library is probably the most beautiful and historically significant building in Bryan. It should be converted into a Brazos County Historical Museum with space available for community meetings also. The other architecturally unique and historically significant buildings should be acknowledged as such and used for community oriented public services.

Of vital importance to any "community place" is the development of an entertainment and restaurant environment. Downtown is ideally suited for this. Of three theatre buildings, only one is in use. Only three or four viable restaurants operated in the area. There is great potential for an entertainment industry in the area.

Another problem is that there are no permanent residents within the confines of the CBD. The old residents hotels could be refurbished to provide ideal housing for a nucleus of new residents. The establishment of this small urban group would provide a market for small scale service facilities such as a bakery, a café, and other small services businesses which would contribute to the personal atmosphere and human scale of the area. Thus, bringing in new residents would set off a chain of events

which would establish an urban neighborhood economy which would either create new small businesses or strengthen existing ones.

The key to success, however, will be in the arrangement of the space itself. Well designed parks and pedestrian areas play a crucial role in creating an environment which allows the kind of personal interaction, acressibility, and human scale which characterize successful "community places". This is where cooperation with the city is crucial. With the city rests the power to establish park areas, reroute traffic patterns, and construct and maintain the space as designed. It is also within the power of the city to encourage the participation of private interests by providing tax incentives for business activities conducive to the achievement of the prescribed goals. Thus, it is the city government, as the official voice of the community, which must ultimately give the final impetus and provide the catalyst for the implementation of a downtown revitalization plan.

It is also the purpose of this project to propose a design for the use of the CBD space based on the described guidelines. This will necessitate taking an inventory of the existing buildings, and of the availability of parking space. It will also involve deciding which buildings are structurally sound and which are worth renovating. The space design should optimize the use of space and traffic patterns to emphasize historic characteristics. The objective of this design is to incorporate the physical reality into the space requirements for the overall revitalization plan.

Appendix A describes a preliminary recommendation for the allocation of retail space, public or civic space, park space, and parking space.

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### Implementation of the Revitalization Plan

Fortunately, evidence that projects of this nature are feasible does exist. Successful urban revitalization projects have occurred in Boston, Baltimore, San Francisco, Fort Worth, and San Antonio. Today, most major cities in the country are undergoing revitaliza-America's search for her urban roots is not tion projects. unnoticed in smaller cities, and there is growing national interest in small historic downtown areas. The federally funded Main Street Project reflects this interest by providing low interest loans, tax incentives, and expert assistance for smaller revitalization projects. The final phase of the project involves the development of a proposal which could provide the capital and administrative expertise required to implement the entire proposal.

The proposed plan would be privately initiated, but would be contingent on the active participation of the city. It requires the formation of a privately held corporation whose stock would be sold for cash or traded for property within the CBD. The principal stockholders would be the downtown property owners venture capitalists who would have to commit their and the resources to the project. The stockholders would also include any private citizens or business entities willing to invest in the corporation. The participation of most major property owners would bring control of the downtown property under one central adminisentity with the authority and financial resources trative to implement a concentrated and coordinated effort at total revitali-The stockholders of the corporation would select a board zation. of directors from among the banking and civic leaders of the These individuals would generate the publicity needed community.

for the change in community attitude to one of hopeful expectation and renewed interest in the downtown area. The directors would also select the executive officers who would implement the revitalization plan. The corporation would secure from the city a long term contract requiring the city to provide the changes and required maintenance services described previously.

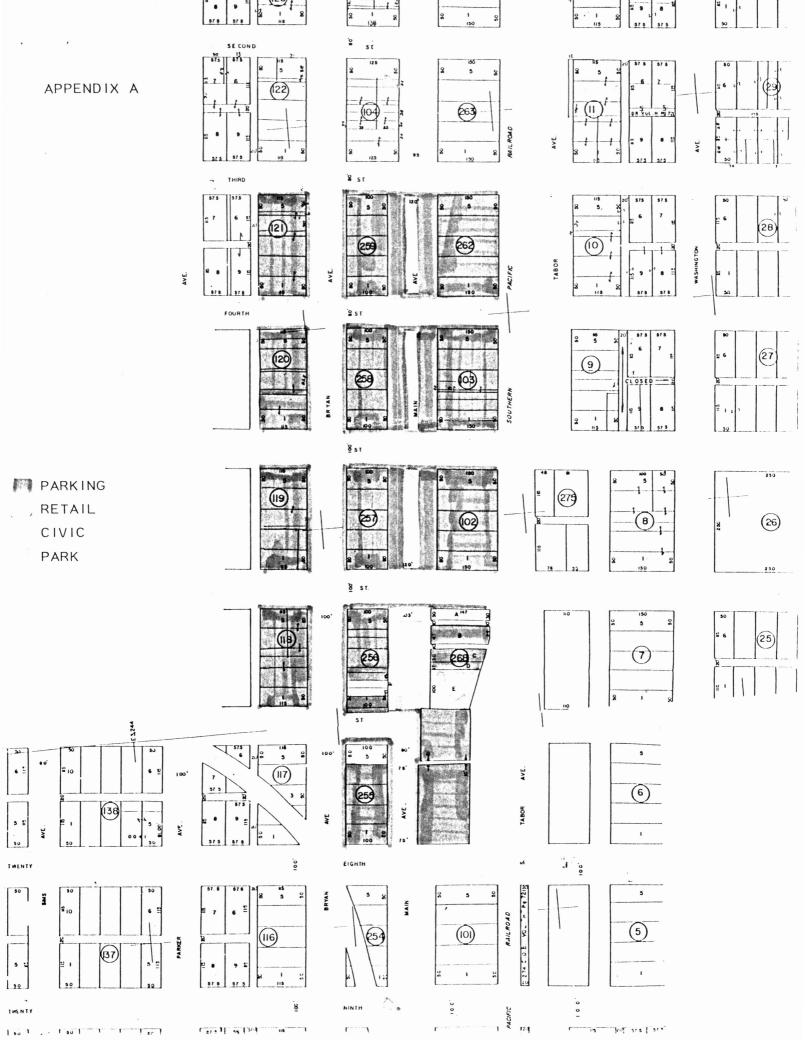
Under this plan, revitalization could be realized because all four interest groups would be organized into a cooperative effort. The efficient downtown businesses would benefit because consumer perception and traffic would be heightened tremendously. They would also have the option of participating in the prospective prosperity by purchasing stock in the corporation. Property owners would realize greater income from their properties as demand for downtown retail space increased. Their participation would be encouraged by properly structured stock characteristics that would limit their risk of losing the property if the venture failed. Bankers would be much more willing to make loans to downtown businesses knowing that there existed a community wide effort to bring about a permanent change in the CBD. The city could on a greatly increased tax base, and the public officials count could take credit for having made the revitalization of downtown possible and having awakened a renewed sense of pride and historic self-awareness in the community.

#### Conclusion

This project was designed to provide a unique learning opportunity and was conducted with the hope that the results would be useful in the ongoing effort to revitalize downtown Bryan.

The research has yielded a considerable amount of practical knowledge, and a definite refinement of interpersonal skills. It is hoped that one day some of the ideas contained in this report will be incorporated into a community-wide effort to revitalize downtown Bryan.

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# A STUDY OF THE SIGNIFICANT FACTORS AFFECTING THE RATE OF RETURN OF A BUSINESS IN DOWNTOWN BRYAN, TEXAS

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The following econometric study is included as a part of this report because it illustrates many of the difficulties involved in a project of this nature. Although no conclusions could be drawn from it, the compilation of the data provided many insights into the downtown business community and the forces affecting it.

### Introduction

Economic theory predicts that the rate of return for all businesses within a competitive system in equilibrium will be equal. There are several factors, however, which could prevent equilibrium and therefore cause variations in rates of return among businesses. For these factors to be distinguishable, they cannot have similar or highly correlated values from business to business. The specific objective of this study is to determine the rates of return of businesses in downtown Bryan, also known as the central business district or CBD, and to identify the significant factors which cause any observed variations. Of particular interest is the significance of building renovation as a factor of rate of return. If its effect can be proven conclusively, current business owners could be encouraged to invest more heavily in building renovation, thereby speeding the revitalization process of the CBD. Unfortunately, the results of the study do not give any conclusive results. None of the variables were significant at the 95% confidence level, and therefore no precise conclusions about the economic factors which were measured can be drawn. Original cost of building, owner's years of business experience, and years at present location were, however, found significant at lower confidence levels. The primary reasons for the inconclusive results lies in the inadequate quantity and quality of the data available. Due to its sensitive nature, most businesses declined participation, and many of those who did gave only unverified rough estimates.

### Theoretical Section

The CBD is a concentration of businesses that share many factors; therefore, it is possible to automatically eliminate many of them from the economic model because of their highly correlated values. Among these characteristics shared by all CBD businesses are: distance from residential and business districts, availability of parking, average income level of surrounding neighborhoods, and the image that consumers have of the area. All these factors are summarized by the constant term of the model.

A factor which does not fit in the above category and also is not in the model is the nature of the business itself. It has been determined that certain types of businesses do better than others in the CBD. The nature of the business, however, is not a factor this study is concerned with, and it has been eliminated from the model by selectively sampling only businesses involved in the retail of non-standardized search goods. Therefore, the factors of concern in this model<sup>5</sup> are those that differentiate the individual businesses in the CBD and cause some businesses to do better than others (i.e., cause differences in their rates of return). These factors may include physical condition of the property, economic barriers to entry, entrepreneurial skill, and level of competition.

The following formula describes the theoretical economic model which determines the rate of return of a CBD business:

 $T = \alpha + \beta R + \gamma S + \beta B + \epsilon D + \delta Y + \eta M + \theta C$ where:

T is the 1985 rate of return for the business. It is calculated by dividing the income generated in 1985 by the total capital

investment. The income generated equals retained earnings plus withdrawals less depreciation from the year. Total capital investment equals current market value of all capital less outstanding debt. The sensitive nature of this information required several precautions to insure the anonimity of the data.

R is the total renovation expense per square foot. This figure is adjusted to 1985 dollars by the formula  $V_t = V_o (1+r)^t$  where:

 $V_t = cost in 1985 dollars$ 

 $V_{o}$  = original cost

r = interest rate = .10

t = number of years before 1985 in which the cost was incurred. A statistically significant R indicates that the investment a business owner makes in renovation or remodeling of the building has a definite effect on the business's overall T. The sign of R's corresponding coefficient,  $\beta$ , is uncertain. This means that as R increases it is not certain if T will increase or decrease; therefore, when determining its level of significance a 2-tailed test is used.

S is equal to  $R^2$ . Theoretically, when T is graphed on R, the most accurately fitted regression should be a negative parabola whose maximum corresponds to the T-maximizing value of R. If S is found to be statistically significant, it confirms that an ideal renovation expense exists. The sign of the corresponding coefficient,  $\gamma$ , is also uncertain.

B is the purchase price or current market price of the building per square foot. This figure is also adjusted to 1985 dollars.

This variable describes the comparative condition of the building as well as any location or accessory advantages it may possess. A significant B indicates that the building's relative location and original condition have a discernable effect on T. The sign of the corresponding coefficient,  $\delta$ , is uncertain.

D is a dummy variable for businesses who own their buildings rather than rent them. This variable is designed to account for depressed CBD rental rates which may not reflect the potential value of the buildings. The sign of the corresponding coefficient,  $\boldsymbol{\epsilon}$ , is uncertain.

Y is the number of years the business has been in operation at its present location. This variable tests for economic barriers to entry. A significant Y shows that there are barriers to entry and that established businesses have a competitive advantage. Theoretically, the marginal effect should approach zero as the number of years at the present location increases. In order to prevent extreme values of this variable from biasing the effect being measured, the data is truncated at 25. It is assumed that more years in operation can only affect T positively and therefore the corresponding coefficient,  $\boldsymbol{\zeta}$ , is expected to be positive. Its significance will be tested with a one-tail test.

M is the number of years of management experience of the business owner or manager. This is an approximate measure of entrepreneurial skill. The data is truncated at 15 by the same reasoning as explained above. A significant M suggests that years of experience is a good measure of entrepreneurial skill and that it does affect T.  $\mathcal{H}$  is expected to be positive, and therefore a 1-tailed test will be used.

C is the number of other businesses of the exact type present in the CBD. This is an approximation of the degree of competition for each business. A statistically significant C fndicates that the number of competitors in the immediate area affects T.  $\theta$  is expected to be negative.

### Empirical Section

The total population of CBD<sup>®</sup> businesses that met the specifications of this study was 45. Twenty-two agreed to participate in the study.

The data collected has the following characteristics. The T-values were considered sensitive and only 7 were calculated directly from complete and accurate income tax forms. Eleven were calculated by the business owners themselves, and 4 were calculated from rough estimates provided. Many of the R values were estimates from memory of expenses incurred over time. Only six are exact figures. Not all the B values could be calculated exactly, and sixteen had to be calculated by appraised values, comparative prices, and sale prices when available.

The results of the regression did not show any of the variables to be significant at the 95% confidence level. The required t stat. for 14 degrees of freedom at the 95% confidence level is 2.145 for a two-tailed test and 1.761 for a one-tailed test. None of the variables met those requirements. (See Appendix A.) Only 3 of the variables were statistically significant over the 75% confidence level: M at 90%, B at 80%, and Y at 75%. A total of six regressions were run with different combinations of variables, but none had a significant effect on any of the coefficients.

By analyzing the data a little differently, however, it can be demonstrated that perhaps M and B are more significant than what seems to be indicated by the results given by the regressions. If, for example, the following two equation system is analyzed:

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$$Y = \alpha X + \beta Z + E$$
$$Y = \alpha X + \psi$$

then by the ordinary least squares estimator:

$$A = \frac{\mathcal{E} \times i Y i}{\mathcal{E} \mathcal{E} i}$$

and by substitution:

$$\hat{\Delta} = \frac{g_{xi}Y_i}{g_{zi}} + \frac{g_{xi}Z_i}{g_{zi}} + \frac{g_{xi}E}{g_{zi}}$$

if it can show that 2 is the same for both equations, then it can be assumed that  $\beta = 0$  or that the  $\frac{\xi \times i \Xi_i}{\xi Z_i} + \frac{\xi \times i \Xi_i}{\xi Z_i}$  part of the second equation is statistically insignificant and does not affect Y.

If  $\int B + MM$  is substituted for dX into this system and it is found that  $\int and M$  are statistically equal in the full regression and in a regression of only those two variables, then a much stronger statement about their statistical significance can be made, because it indicates that all the other factors are essentially insignificant.

The results of a regression on B and M shows that in fact the coefficients  $\int$  and  $\mathcal{R}$  are statistically equal or fall well within each other's standard error range. (See Appendix B.)

### Conclusions

The above analysis indicates that M and B seem to be statistically significant factors. It is very probable that the comparative location and original condition of the building in which a business is housed, measured by its original value, as well as the entrepreneurial skill of the owner or manager, measured in terms of years of experience, positively affect the rate of return of the business. It is also indicated, but with less certainty, that older businesses have higher rates of return than new businesses.

The only certain conclusion that can be reached is that the available data simply was not strong enough to allow any judgments to be made from this model.

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# A PROPOSAL FOR THE COMPREHENSIVE REVITALIZATION OF DOWNTOWN BRYAN

### ABSTRACT

FELLOW: Cid A. Galindo, Economics

ADVISOR: Dr. Steven Wiggins, Economics

The purpose of this project is to prepare a plan for the comprehensive revitalization of downtown Bryan. The intent of the plan shall be to integrate downtown's past heritage and present conditions into a formula for progress which would neither erase the past nor displace the present.

The project will be divided into four segments: a general study of urban areas in order to understand the economic, social, and demographic aspects of urban/suburban relationships; the preparation of an outline of the requirements for the establishment of a self-sustaining economy in the area; the preparation of an architectural master plan for the site; and the design of a financial structure which would provide the needed initial capital and consolidate the economic assets of the locality under the control of one financial entity.

The successful implementation of this entire project would provide for the community of Bryan/College Station a neighborhood which could be shared by all its citizens and could serve as the focal point for the cultural development of the city.

# A PROPOSAL FOR THE COMPREHENSIVE REVITALIZATION OF DOWNTOWN BRYAN

## PROPOSED TIME SCHEDULE

- \* completion of general study of urban areas August 31, 1985
- \* completion of outline for the requirements for the establishment of a self-sustaining economy December 31, 1985
- \* completion of architectural master plan February 28, 1986
- \* completion of design of financial structure April 30, 1986