

**A Study on the Methodology for Enclaving a Characteristic District
as Downtown Redevelopment Strategy:
Analysis of Regeneration Process on Downtown Fringe Area in Midwestern Cities**

地区を顕在化する都市再生手法の研究
米国中西部ダウンタウン・フリンジの再生戦略を中心に

By

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Abstract

Against the critical decline and de-centralization, the U.S. downtown started a physical improvement such as infrastructure construction and large-scale scrap-and-build redevelopment in 1940s. Through the trial and error of a few decades, the downtown-development-approach changed multiply, which include urban design, community development, historic preservation, tourism development, and so on. At the result, most of downtown, which had lost its special character, got some new “characteristic district” like SoHo district, Theater district, Battery Park City district in New York. So this research focuses on such phenomenon in the downtown of the U.S. large cities and summarizes it with the concept of “enclavification of an characteristic district”. The purpose of this study is to investigate the actual conditions of characteristic district and reveal the methodology of “enclavification of an characteristic district” in the U.S. large cities from the aspect of planning, implementation structure and professional technique. In addition, it aims at acquiring the helpful knowledge about the technique for downtown improvement in Japanese declined cities. In this study, a “characteristic district” is defined as the area which has re-accumulated new urban activities such as business, living, shopping e.t.c, and has spatial and functional difference from its surrounding area. In the context of Japanese urban redevelopment/improvement, this research has the following three meanings. First, it is supposed to bring an alternative vision of improving the existing urban area in Japan to explain the physical order of regenerated downtown. Second, it is supposed to contribute toward developing the methodology of improving the existing urban area in Japan. Third, therefore the analysis of its implementation process supposed to be helpful for the practice by town management/improvement/redevelopment organization in Japan.

The paper consists of seven chapters besides the prologue that shows the framework of research.

The Chapter 1 is summarizing the trend of the downtown development in U.S. large cities after 1940s. In the argument, it became clear that the “downtown core area” and “downtown fringe area” has each common development issues. Concerning the downtown core area, one is the “regeneration of corporate center” such as building a skyscraper and MXD with public space, and the other is the “pedestrian realm improvement for commercial revitalization” such as developing a shopping mall, pedestrian/transit mall and secondary pedestrian way system like skyway. About the “downtown fringe area”, one is the improvement of “old fabric” such as a low-income housing and empty warehouse, and the other is the redevelopment of “lost space” such as a former railroad yard, abandoned waterfront, surface parking lot and so forth. Moreover, it argued the critical development issues are those of downtown fringe area because fringe area were planned to accept several new functions which supposed to complement the office and retail activities, in other words, the downtown core area. From the above analysis, a “Traditional Shopping District model”, “Historic Entertainment District model”, “Historic Loft District model”, “Entertainment Development District model” and “New Residential Development District model” are extracted as a common land use in downtown fringe area.

The Chapter 2 is taking up the Midwestern 6 cities (St. Paul, Milwaukee, Cleveland, Minneapolis, Pittsburgh and Kansas City), each of which have the long history and have the similar issues about the conquest of a serious decline of downtown. Through the detailed investigation about the development/renovation project in each downtown, twenty five “enclaved characteristic district” were extracted by using six land-use-models which were mentioned in Chapter 1, and then, the physical relationship and the structure of those enclaved characteristic district was examined. The result shows the following four points. First, there is basic space structure in each land-use-models. Second, each enclaved characteristic district is emerging by putting six land-use-models together and there are four prototypes such as the “single type”, the

“expansion type”, the “overlap type” and the “connection type”. Third, each enclaved characteristic district has repaired the urban form in downtown, and a new development has surrounded such repaired realm with harmonized design. Fourth, the pedestrian network in downtown is secured because most of enclaved characteristic district are mutually connected by park and open space.

The above two chapters have shown the meaning of “enclavification of a characteristic district” as the planning and redevelopment theory of downtown.

The Chapter 3 is taking up the same 6 downtowns, and analyzes the plan and its implementation process for enclaving a characteristic district from the aspect of a strategy and organization. They are compared mutually and then clarified their typical implementation structure. The result shows the following three points. First, the major triggers of building the land-use-model are the downtown development strategy by local government and the spontaneous area preservation activities by business owners and property owners there. Second, the major integration factor of land-use model, that is to say the factors of enclaving a characteristic district, is the design correspondence of each development/improvement project. Third, there are four typical structures of enclaving the characteristic district such as “the government-initiative model”, “the property-owner-initiative model”, “the government and property owner partnership model” and “the catalyst-organization-initiative model”.

As a consequence of Chapter 1, Chapter 2 and Chapter 3, typical model of enclaving characteristic district and its typical components are revealed as the downtown redevelopment strategy.

In the continuing Chapter 4, Chapter 5 and Chapter 6, based on some specific example, the practical technique of enclaving a characteristic district are argued.

The Chapter 4 is taking up the “Euclid-Gateway District” in downtown Cleveland (OH) for arguing the practical technique of promoting and guiding an improvement project. From the argument, it becomes clear that urban design practice on Gateway development and development assistance for private project by the Historic Gateway Neighborhood Corporation (HGNC) for making a connection with existing Euclid Avenue area has resulted the enclavification of “sports district”. Moreover, it becomes clear that the HGNC has the systematic approach for assisting the private development project such as the linkage of the historic preservation design and fundraising that include the concept design and feasibility study at the planning phase. From those results, it was revealed the 10 techniques that lead continuous and incremental improvement project.

The Chapter 5 is taking up the “Lowertown District” in downtown St. Paul (MN) for arguing the practical technique of implementing the project, particularly in the technique of design assistance. In addition, the contribution of the Lowertown Redevelopment Corporation (LRC) as the private development corporation for enclaving a characteristic district is clearly evaluated. From the argument, it becomes clear that the enclavification of “urban village district” is resulted from the rehabilitation of old warehouse and the in-fill new development such as large-scale MXD, north-quadrant housing, e.t.c., which were projected and assisted by the LRC, as well as the emerging of the artists' community and small business community (cyber village) which were developed and encouraged by the LRC and other public-private organization. Moreover, from the detailed analysis on the LRC’s professional assistance through the 25 years development process, it

becomes clear that there were two basic “power structures” of LRC for implementing a project. The first is the district-based-partnership that can use the LRC’s professional ability as the development corporation based on the political power, community power and loan-contract power. The second is the project-based-partnership that can use the LRC's professional ability which build up a specific project based on the concept of the district, and in addition, the ability which show the alternative design plan that realize the cost reduction and that matches the urban design context. From those results, it was revealed the 8 techniques that lead continuous and incremental improvement project.

The Chapter 6 is taking up the “Third Ward District” in downtown Milwaukee (WI) for arguing the practical technique of implementing the project and design control. In addition, some groups of chain-reaction project in the district are examined and evaluated as a catalytic development process for enclaving a characteristic district. From the argument, it becomes clear that the public realm improvement project by the Business Improvement District #2 (BID#2) and private loft-rehabilitaion which happened around the BID#2 project as chain-reaction has resulted the enclavification of “historic loft living district”. Moreover, it becomes clear that the Historic Third Ward Association (HTWA) lead the enclavification of characteristic district by establishing the two following functions in the HTWA itself. One is the public realm improvement function by the BID #2 which is financed by TIF district of municipal government. The other is the private realm design control function by the Architectural Review Board (ARB). In addition, in order to promote the private improvement project in the district, HTWA has continued marketing activities so as to increase the added value of the name of “third ward”. From those results, it was revealed the 6 techniques that lead continuous and incremental improvement project.

In the final chapter, the following six points are stated as a technique which downtown development organization should implement for enclaving a characteristic district continuously. The first is the promotion of a project by a holistic resolution and proactive assistance. The second is the continuous fundraising linked to the usage of building stocks in the district. The third is the guidance of the private project by showing its efficient planning and design process. The fourth is to build a correlation of whole projects in the district as a project commissioner. The fifth is the separation of the business risk and the management risk of the organization because of the continuous management of organization. The sixth is to bring out the government authority that is putting its position to the due process of design control.

In conclusion, from what has been discussed above, I would like to state the following three points for the local development organization’s technique of existing area improvement in Japan. The first is the careful planning and design approach such as paying attention to the fringe area of downtown, explaining a special character and function of there, making a classification, and then make an urban design to encourage urban context so as to enclavify a characteristic district. The second is to build a district-based-partnership with government, property owners and the private local development organization for the purpose of planning and implementing a project continuously. The third is the planning implementation approach such as envisioning the district, employing the professional staff in order to planning and promoting a project, showing a development incentive for attracting another private project, and make an outline to evaluate those local development organization from the viewpoint of the long-term continuous activities in the focused district.

Districts in New Downtown				
	Business Center	Tourist Attraction	Housing	Waterfront Recreation
CBD	<ul style="list-style-type: none"> Financial District Office District Government District 	<ul style="list-style-type: none"> Hotel Traditional Shopping District 	<ul style="list-style-type: none"> Downtown Core High-rise Residential tower 	(N/A)
Old Fabric	<ul style="list-style-type: none"> HWD* Class B, C, Small Office Loft Office 	<ul style="list-style-type: none"> Festival Market Place Historic Entertainment District Theater District 	<ul style="list-style-type: none"> Loft Living Historic Warehouse District Ethnic Villages 	<ul style="list-style-type: none"> Downtown Fringe Freeway re-location
Lost Space	(N/A)	<ul style="list-style-type: none"> Museum/Art/Cultural District Entertainment District Sports District 	<ul style="list-style-type: none"> New Residential District 	<ul style="list-style-type: none"> Waterfront Park

Figure: typical land-use-model in downtown development (Chap.1)

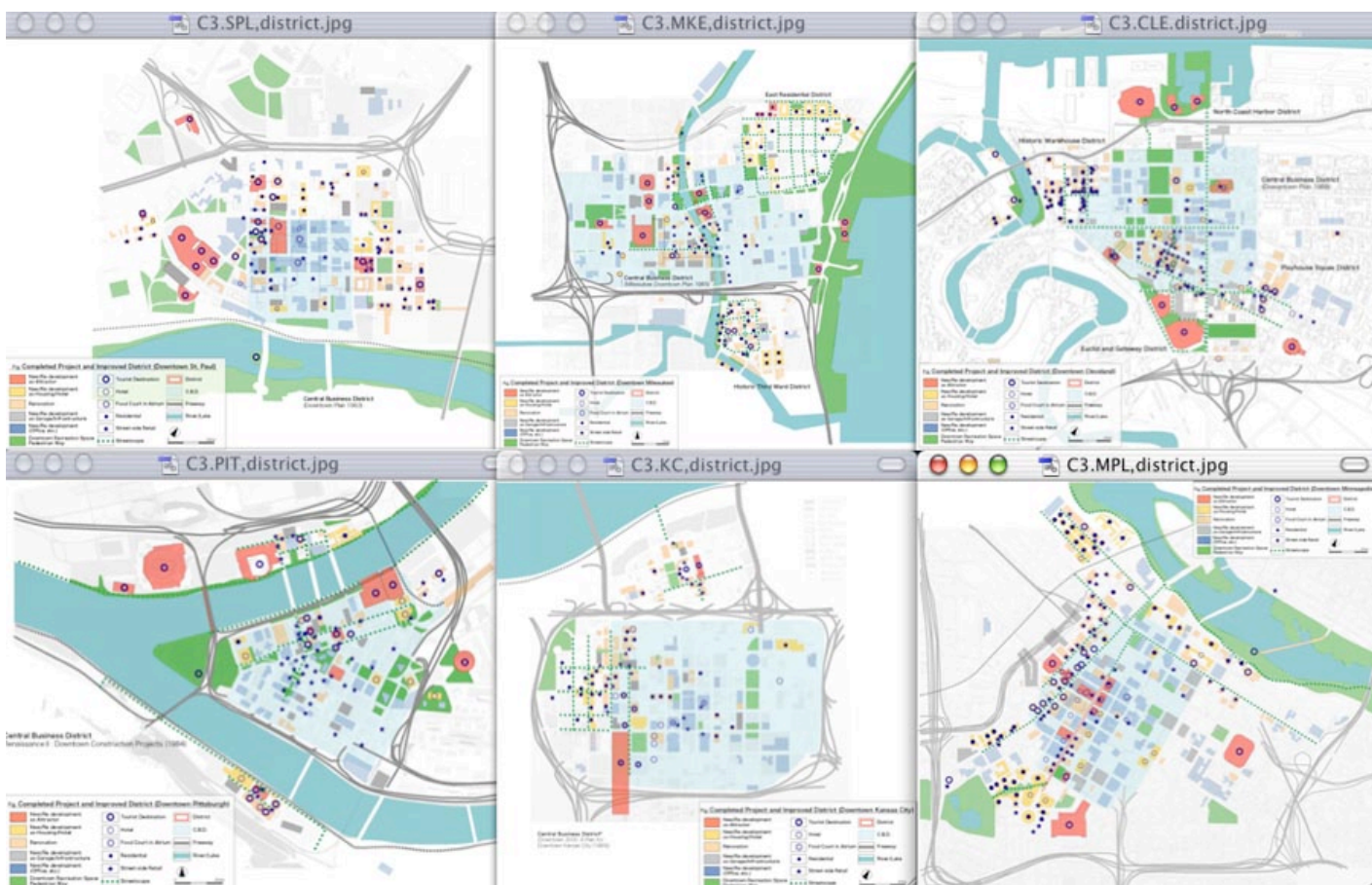


Figure: development and improvement in Mid-western cities' downtown project after 1960s (Chap.2)

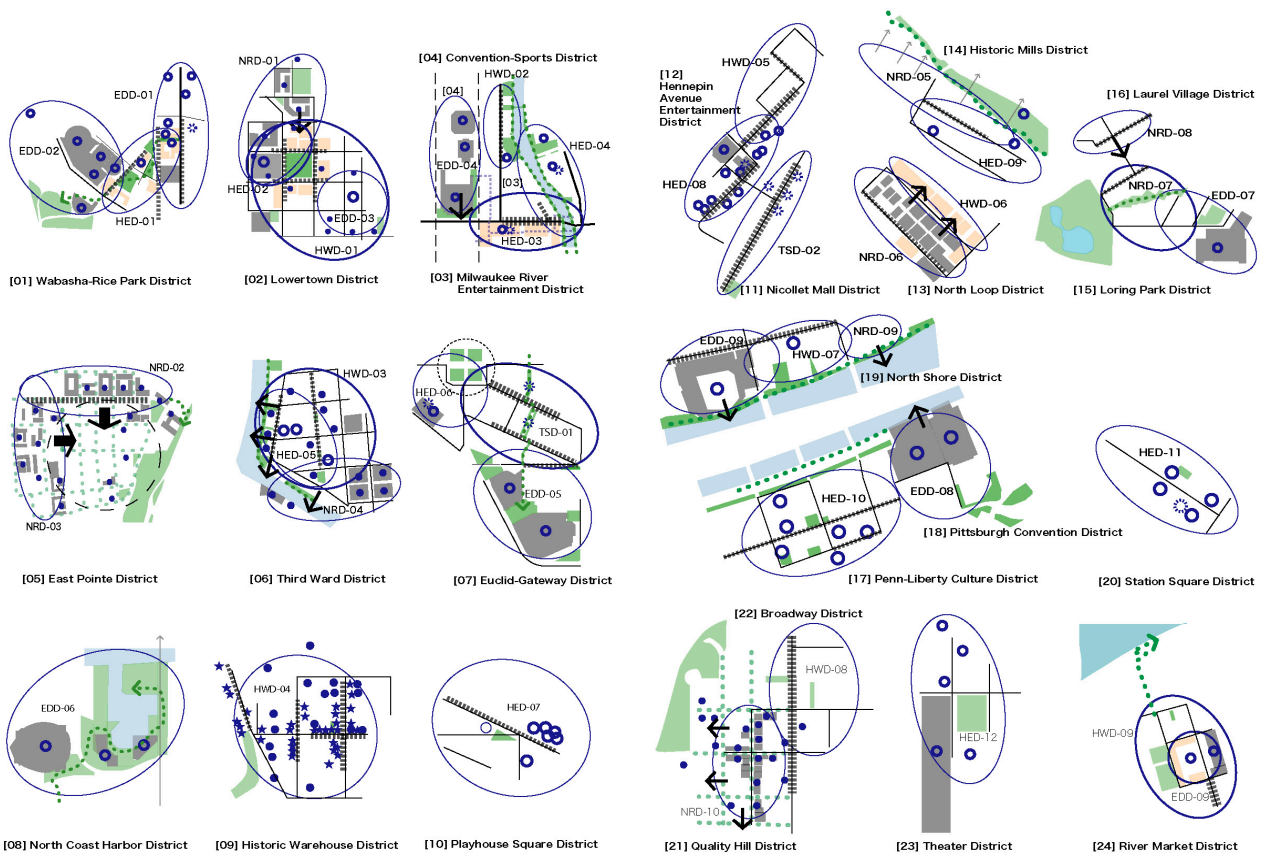


Figure: 25 enclaved characteristic districts in 6 Mid-western cities' downtown (Chap.2)

The typical model of enclaving a characteristic district

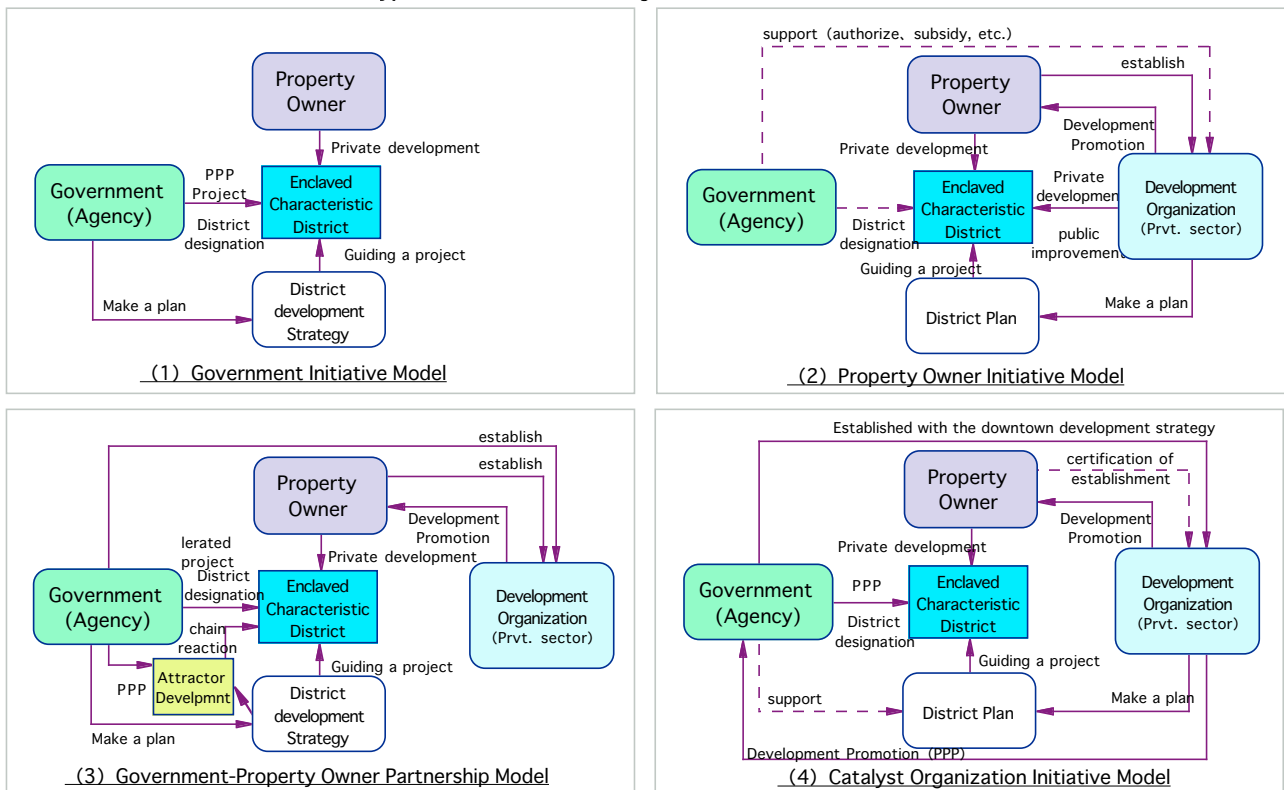


Figure: the typical model of enclaving a characteristic district (Chap.3)

Table: professional technique for enclavification of characteristic district (final chapter)

	Topic	Detail
Technique by local development organization for enclaving a characteristic district	To build a project	<ul style="list-style-type: none"> - Guarantee the government finance within its focused district - Carry an informal project review on the pre-development phase - Promoting a project through the proactive involvement - Design coordination as non-government organization through the public private partnership
	To implement a project	<ul style="list-style-type: none"> - BID manage an improvement project by attracting property owners (design, fundraising, easement, acquisition, etc.) - Combine a historic preservation and fundraising in a project - Design guidance by a counter plan which is suitable for the district's design concept and be able to reduce the project cost - Develop the financing program which can be used for historic preservation
	To attract a project	<ul style="list-style-type: none"> - Improve a project by increasing a negotiation opportunity - Promotion of private project by streamlining a design review process - Make a voluntary design plan of feasibility study
	To guide a project	<ul style="list-style-type: none"> - Careful promotion about the neighborhood environment and careful marketing against private developer - Building a long term partnership with one developer in the same district - Involving in a project with keeping holistic viewpoint - Manage a property relating an amenity of the district
	To manage an organization	<ul style="list-style-type: none"> - Make it clear the responsibility and the risk of long term project - Build a organization on the base of structured finance - Separate a development project and the organization management
Technique by local government for enclaving a characteristic district	To implement a public-private development	<ul style="list-style-type: none"> - Public-Private development with public fundraising through the citizen participation process - Public-Private development with urban design study for infilling in the urban fabric
	To keep the activities of local development organization	<ul style="list-style-type: none"> - Transfer the authority which make it possible the design control both on public and private realm.
	To continue the other project around a large-scaled development	<ul style="list-style-type: none"> - Urban design for shaping the district plan - Planning a project of pedestrian access improvement and preserve an urban fabric - Establish the organization which can promote and attract a private project
	To establish the local development organization outside the government	<ul style="list-style-type: none"> - Authorize the organization which has a function of making district plan, managing an incentive tools and reviewing its design for development project as an evolution of "redevelopment agency"