



CITY OF COMMERCE DOWNTOWN PLAN

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ACKNOWLEDGMENTS

Thank you to the City of Commerce's elected and appointed officials, the City Staff, residents, and stakeholders who provided knowledge, assistance, and insight throughout the process of developing this Downtown Plan

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ABOUT THE PLAN

The Commerce Downtown Plan is intended to provide an overall strategy and guidelines for what future development could look like in the area. This includes addressing the design of building form, streets, public spaces, and branding strategies. The ultimate goal of this document is to present an innovative yet realistic vision and strategy for strengthening Downtown Commerce as an economic driver for the community.



PREVIOUS PLANNING EFFORTS

Previous local and regional planning efforts should be considered when developing a downtown plan to ensure coordinated recommendations for the study area. This section provides an overview of relevant plans and their applicability to this master plan.

2017 RE-IMAGINE COMMERCE ACTION PLAN

 The 2017 Re-Imagine Commerce Action Plan summarizes the design process and design concepts developed for the City of Commerce and Texas A&M University-Commerce during two four-day workshops that occurred in July and August of 2017. The plan offers guidance and strategies for encouraging development and transforming Downtown Commerce into a vibrant destination. The plan was based on community input and feedback. Participants acknowledged the current conditions of the Downtown, but voiced a strong desire to maintain its historic character. There are several goals and objectives that seek to revitalize Downtown and strengthen the mix of uses. These goals include diversifying the land use base, addressing parking issues, creating a pedestrian-friendly atmosphere, and improving infrastructure.

The Action Plan defines the following goals in the Downtown chapter:

- Downtown Goals
 - » Begin to make infrastructure improvements to the roads, street drainage, and sidewalks.
 - » Address open lawn areas where old buildings have been demolished.
 - » Preserve the existing character of Downtown Commerce.



STUDY AREA

The study area is composed of a single boundary around the Downtown core. The Downtown core is currently the center of civic use and includes surrounding retail, residential, and open space. Defining the Downtown core boundary is critical to focusing efforts and maximizing the impact in Downtown Commerce. While the study area focuses on the Downtown core, some of the recommendations will extend beyond Downtown to address issues of access, wayfinding, and connection to destinations including Texas A&M University-Commerce and major thoroughfares like Live Oak Street, Park Street, and Culver Street/Highway 11.

The Downtown core is bound by Oneal Street and Elm Street to the north, Sycamore Street to the south, Maloney Street to the west, and Prince Street and Church Street to the east.

Map 1. Downtown Study Area 10 Hz 1 10 10 BONHAM AI AMO

Study Area Boundary IIIII
Building Footprints

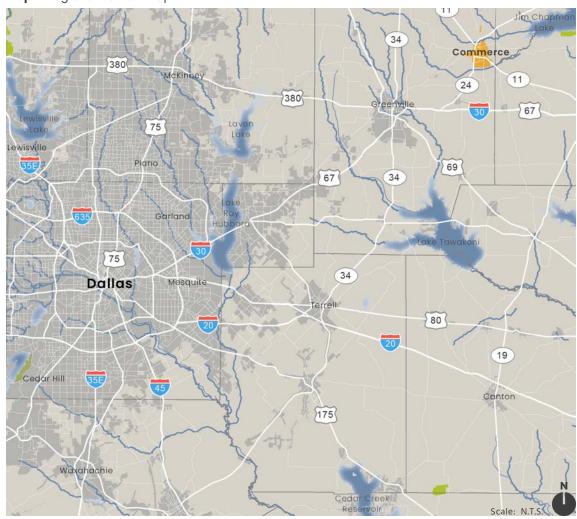
EXISTING CONDITIONS

REGIONAL CONTEXT

Downtown Commerce is located approximately 66 miles from Downtown Dallas and 45 miles south from the Texas/ Oklahoma border. Commerce is the second-largest city in Hunt County. Many regional amenities are within a short drive from Downtown Commerce. These include Jim Chapman Lake to the northeast and Texas A&M University-Commerce several blocks to the southwest.

Downtown Commerce is in the northern portion of the City. Despite its historic character and hub of civic uses, Downtown is not widely viewed as the traditional economic and cultural center of the community. Unlike many communities, Downtown Commerce is not the geographic center. Commercial centers have emerged to the west along State Highway 24 and around the Texas A&M University-Commerce campus.

Map 2. Regional Context Map



PHYSICAL FRAMEWORK

When examining a place, it is important to look at it through a variety of frameworks. By doing so, recommendations will be contextually appropriate. The physical framework looks at Downtown buildings, points of interest, utility infrastructure, and how people and automobiles move around the space.

Urban Building Form

This map shows the footprint of buildings within the study area. An ideal urban building form would cover the majority of a block along the street with pockets of non-developed land set aside for open space. This scenario is ideal because the buildings frame the street and create a walkable environment and maximizes fiscal productivity. Within the study area boundary, this ideal building form is primarily met along Washington Street, Main Street and Alamo Street.

In contrast, much of the area outside the study area is characterized as suburban auto-oriented development. The present forms are predominantly single-use sites and the overall format of the existing development is structured around the car rather than the pedestrian.

Map 3. Urban Building Form Map

Study Area Boundary
Building Footprints

Parking

Parking is an important consideration for any place. With downtowns in particular, there is often a perception that there is never enough parking. A more accurate statement is "there is never enough parking in front of where I want to go, but there is usually parking within a few blocks." Often this is an issue of people feeling safe walking from parking to their destination, or whether the walk is interesting. If there is truly not enough parking, Downtown has reached maximum capacity and is a bustling environment with people patronizing shops, restaurants, and businesses from morning to evening. At this point, not having enough parking is a good problem to have.

The parking map depicts the amount of land dedicated to private and public parking in the core of Downtown. Parking in the core is a mixture of on- and off-street parking. In a downtown setting, good urban form tends to locate parking on-street or towards the fringe of the core in communal lots/structures, emphasizing pedestrian space and activity. Wide existing rights-of-way present Commerce with unique opportunities for placemaking and agility in managing parking capacity.

Private Parking

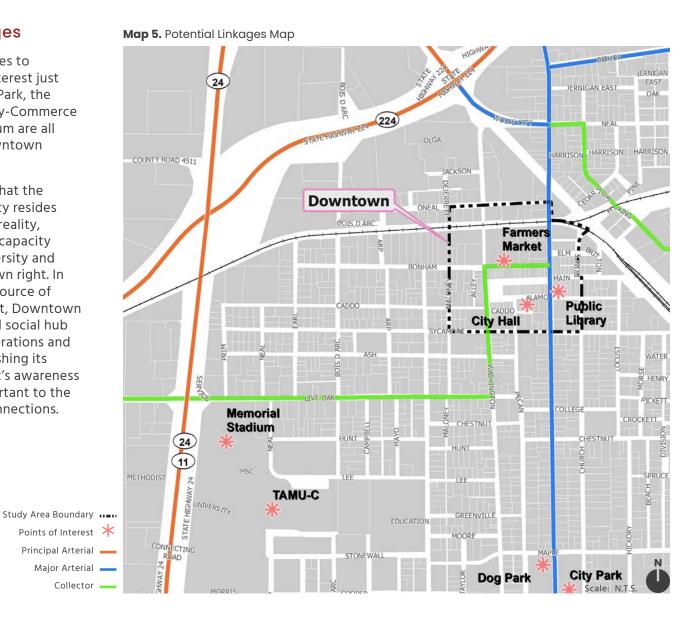
Public Parking



Potential Linkages

There are potential opportunities to connect to various points of interest just outside of the study area. City Park, the Dog Park, Texas A&M University-Commerce (TAMU-C), and Memorial Stadium are all located within a mile from Downtown Commerce.

Many have expressed a belief that the sphere of influence over the City resides within the walls of TAMU-C. In reality, Downtown Commerce has the capacity to be both shaped by the university and become a driving force in its own right. In addition to becoming a major source of employment and entertainment, Downtown can function as the cultural and social hub where people of different generations and demographics connect. Establishing its identity and building the public's awareness of Downtown are equally important to the physical improvements and connections.





Texas A&M University - Commerce



Memorial Stadium



Charles S. Garvin Lake Outdoor Pavilion

PLANNING & OWNERSHIP FRAMEWORK

The planning framework looks at the Downtown study area's existing land use, ground floor uses, publicly owned land, and vacant land. The ownership framework examines the land values, ease of assembly, and strongest identity blocks. This analysis highlights areas that may be available for development/redevelopment and could build off the synergy of existing activity.

Map 6. Existing Land Use Map

Existing Land Use

This map depicts the existing land uses in the study area. The use of land is a critical ingredient in determining the way people live and work. There are two factors to consider when designating land use: how land is currently being used and how it could potentially be used in the future. In many cases, the existing active land use on property remains unchanged. An undeveloped property presents a greater opportunity to shape the future land use.



Civic

Parks Office Retail Commercial Single-Family

Public/Semi-Public

Multi-Family

Vacant

Public/Institutional Owned Land

Public facilities in downtowns are often activity generators. People visit City Hall to take care of permits and pay water bills. Libraries become a hub of activity for all ages. Courts are full of people all day long and police and fire stations interact with the public through safety preparedness in addition to fighting fires and crime.

Schools and churches are often filled at certain hours. If a partnership was created between the City, school, or church, the parking lots at these facilities could serve the Downtown in other respects during non-peak times. This could include providing locations for various markets or overflow parking for Downtown patrons.

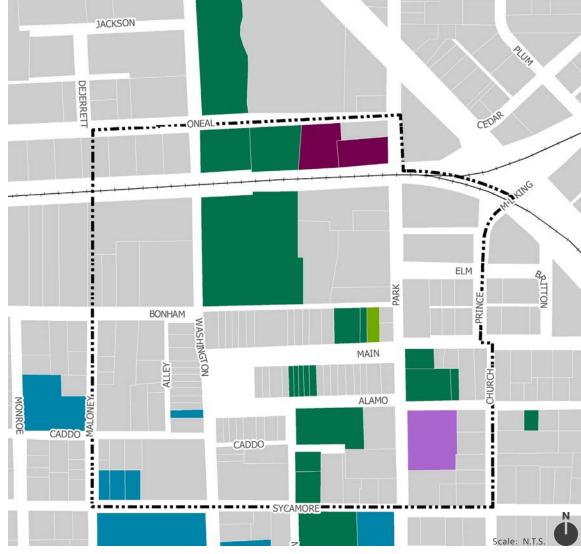
There are several parcels that are owned by the City that can be great assets for the development of Downtown. The City could leverage these sites to build new municipal facilities or public-private projects that can act as a catalyst for additional growth and development in Downtown.

Study Area Boundary
City-Owned Land

County-Owned Land

School-Owned Land
Federal-Owned Land

Religious Institution-Owned Land



Map 7. Public/Institutional Owned Land Map

HARRISON

HARRISON

Vacant Land

Examining the vacant land in Downtown is a two-fold exercise. First, it identifies voids within the urban fabric and second, it presents potential locations for future development that won't need to have any existing improvements removed.

Within the core of Downtown, there is limited vacant land. There are a few pockets of consolidated vacant land that may allow for a more substantial development. Other scattered individual vacant parcels could provide infill opportunities over time. This indicates that increased activity and economic benefit will come primarily through reprogramming spaces, renovations, and redevelopment rather than investment in currently vacant properties.

Map 8. Vacant Land Map



Study Area Boundary

Vacant Land

Ease of Assembly

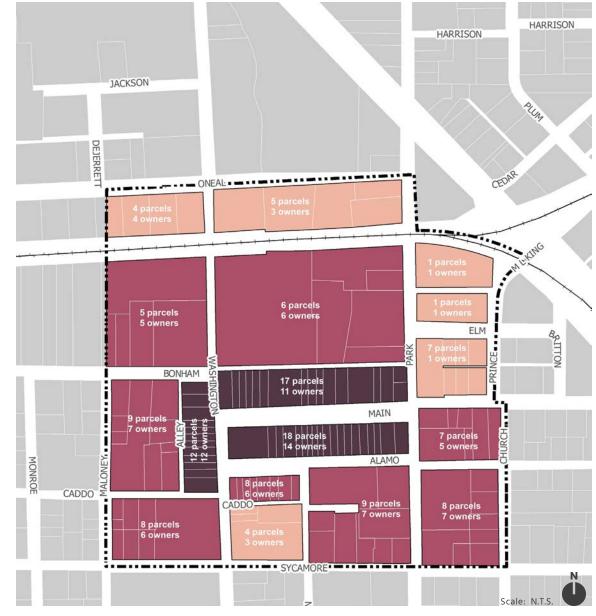
The ease of assembly assessment looks at how many property owners are within one area. For this investigation, a block is considered a continuous area of land, typically separated from the next block by a road, alley, or railroad tracks. Generally speaking, blocks with one or two property owners are more ideal for future development, as minimal land assembly is required in order to make the site large enough for future development and provide a sufficient return on investment. Blocks with three or more owners can be assembled into one ownership, but these areas are more prone to encounter owners who aren't willing to sell, thus reducing future development feasibility. At the same time, these fragmented parcels are ideal for smaller, incremental development opportunities suited for small and creative developers.

Within the study boundary, there are numerous blocks that have multiple owners. A majority of the land in the study area includes blocks with three or more property owners.

Study Area Boundary

Blocks with 1-3 Property Owner

Blocks with 4-7 Property Owners
Blocks with 8+ Property Owners



Map 9. Ease of Assembly Map

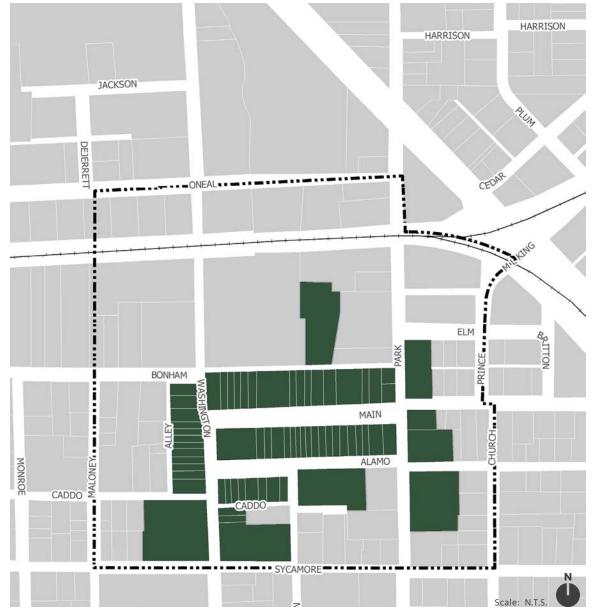
Strongest Identity Blocks

This map illustrates blocks that have the strongest existing identity and investment based on current conditions. Of all the blocks within the study area, these blocks typically draw the most people to the site. There are several blocks and half blocks with strong identities.

These include:

- Main Street
- Alamo Street
- Bonham Alley
- Washington Street
- Park Street

Map 10. Strongest Identity Map



Study Area Boundary
Strongest Identity Blocks

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Ground Floor Uses

This map provides insight into how the ground floor of buildings in Downtown are programmed. This impacts what a person experiences when walking through the area. The heart of Downtown is focused on the buildings along Main Street, Alamo Street, and Washington Street. These blocks set the stage for the success of the rest of the Downtown area.

The current uses are made up of government buildings, professional offices, retail, restaurants, and vacant storefronts. While professional offices are good to have in Downtown, they aren't ideal as ground floor uses since they don't typically attract stop-in traffic. Professional offices are better suited to the second floor of downtown buildings or a block or two away from the downtown core. The real estate for ground floor uses should be reserved for stronger activity generators such as restaurants, cafes, breweries, entertainment venues, fitness studios, and retail that stays open in the evenings and on weekends.



Map 11. Ground Floor Use Map HARRISON HARRISON **JACKSON BONHAM** MAIN ALAMO CADDO

Land Values

The land values in this map are compiled from Hunt County tax appraisals. The values shown are based on price per square foot and do not represent market values, the owners' expectations, or taxable values. Examining the land values within the study area provides baseline data that sets the stage for future development. It identifies locations where redevelopment is unlikely to occur based on high values, while simultaneously locating nearby areas that don't currently have a high land value but can build off of the current momentum generated by the high land value parcels.

Keep in mind that certain property types, such as those owned by government or religious institutions, are exempt from property tax.

All land value increments are represented in the study area, however, a high concentration of land values of \$25+ are situated along Washington Street, Main Street, and Alamo Street. This doesn't come as a surprise since this area is the heart of Downtown Commerce. However, within a block or two of these high value areas are parcels valued at under \$10 per square foot, making these adjacent areas ideal for reinvestment.



Map 12. Land Values Map



POLICY & REGULATORY FRAMEWORK

The regulations most applicable to Downtown Commerce are organized between multiple chapters within the Code of Ordinances and frequently reference one another. Most of the relevant regulations are confined to the zoning ordinance, with others found within building regulations and right-of-way management.

Zoning and Development Standards

Downtown Commerce has three zoning districts within the study boundary. The majority of the study area is zoned Corridor District (CD), while the remainder is zoned for General Business (GB) and a small portion zoned Apartment Dwelling District 2 (A-2).

Generally located near Downtown, the Corridor District (CD) accommodates existing development, encourages the most appropriate land uses, and promotes a desired form and aesthetic. Main and Alamo Streets located on the Downtown square do not observe setback requirements. All building permit applications are subject to review by the Community Development Department and the Architectural Advisory Committee.

Apartment Dwelling District 2 (A-2) is composed of a mixture of single-family and multiple-family dwelling sections. A-2 districts are medium density and generally located closer to the center of the City with some outlying locations. All commercial and office uses are prohibited in the A-2 district.

Two classifications of retail districts are provided to accommodate various types of retail development. The Neighborhood Service District (NS) is intended to provide residential neighborhoods with day-to-day retail needs such as food, drugs, and personal services.

The General Business District (GB) covers most types of retail activity. The City's Code of Ordinances states that areas currently zoned as GB will not be subject to any major expansion. However, these existing GB areas can transition away from retail to another productive form of land use.

CATALYST LOCATIONS

The map on the next page shows the intersection of all of the elements that create catalyst locations in the study area. The catalyst locations are areas that have the highest potential of being redeveloped and ultimately transform Downtown Commerce. These locations also have the highest potential to have a positive impact on Downtown Commerce's economy.

Downtown Commerce is a place full of potential. It is a valuable asset to the City of Commerce, the region, and the State. The study area analysis described in this chapter culminates in the identification of potential development and reinvestment areas considered in the three categories shown below.

Redevelopment/Infill Potential

Vacant land, incompatible land uses, and low land value are some factors in identifying areas with redevelopment/infill potential. Areas with these characteristics often have the potential for demolition or more significant/larger infill.

Reinvestment Potential

Areas that have reinvestment potential could benefit from immediate and smaller scale improvements to existing structures and/or uses.

Unlikely for Redevelopment or Reinvestment in Near Future

have undergone recent improvements or won't likely change in land use. However, there may be opportunities for smaller scale improvements such landscaping, lighting, and facade upgrades.







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COMMUNITY INPUT

Great planning involves the public and community stakeholders from the beginning of the process. This involvement allows the plan to build on local ideas and values and creates a sense of ownership by the community. This Downtown Plan is derived from a variety of public engagement methods that include Downtown Advisory Committee (DAC) meetings, stakeholder interviews, public input exercises, and surveys.



DOWNTOWN ADVISORY COMMITTEE

The DAC was made up of stakeholders from various agencies, neighborhoods, and local Commerce businesses. City staff also attended the DAC meetings. A total of three DAC meetings were facilitated in person by the consultant team.

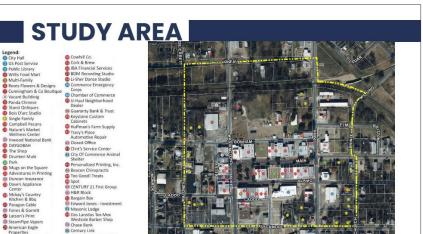
The DAC played a crucial role in representing the community throughout this process by helping to identify opportunities and challenges and providing guidance on the Plan's vision, goals, and recommendations. Highlights from an opportunities and challenges brainstorming session are found on the next page.



PURPOSE

- Undertaking a downtown plan to focus on development, redevelopment and space activation to create a vibrant downtown
- Focus on a few key sites including city-owned land, vacant parcels and the Farmers Market site
- Develop conceptual master plan and revitalization approach
- Identify physical, cultural and economic strategies and actions







ASSETS • OPPORTUNITIES • CHALLENGES • CHANGES













2

OPPORTUNITIES





Redevelop historic buildings



More live/work/play mixed use development to attract more users



Development of the farmers market



Development of open spaces



ALLENGES



Maintain historic character and identity



Develop Downtown into a destination



Vacant/underutilized buildings



Attracting university students to Downtown



Sidewalk and stair improvement



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YOU CHAN



Greater diversity of businesses



Vacant properties should be used or sold



Investment in restaurants, commercial, and housing



Create public awareness of Downtown



Formal gathering space and entertainment venue

COMMUNITY EVENT #1

A community meeting for the Downtown Plan was held at City Hall in June 2022. The planning team set up a variety of interactive boards to gather community input. Participants used the boards to provide feedback on proposed pedestrian and vehicular modifications, conceptual designs, and programming options for a proposed plaza and farmers market, and any issues and improvements they would like to see made to Downtown. Highlights from the community response include:

- A community-wide desire to attract more people to Downtown.
- Support for pedestrian and roadway improvements.
- Prioritize shade, landscape, and water elements in the plaza and farmers market.







COMMUNITY EVENT #2

A second community meeting was held at City Hall in October 2022. The planning team discussed the overarching vision and goals established in the Downtown Plan. Boards were set up for participants to see the conceptual designs for the plaza, farmers market, and streetscape improvements. Participants were also given a survey to provide feedback on the proposed designs and share which projects they prioritize. Highlights from the community response include:

- Street and sidewalk improvements are of high priority.
- Improved lighting as well as pedestrian safety and accessibility are essential.
- Maintenance and improvement of existing storefronts is equally critical to the success of the Downtown Plan as proposed new builds.



THE COMMERCE DOWNTOWN PLAN
What features are important to you in Downtown Commerce? Please rank these projects in terms of your priority.
Farmers Market Design
Plaza Design Improvements
Main Street Streetscape
Alamo Street Streetscape
Washington Street Streetscape
Bonham Alley
Washington Street and Park Street Primary Gateways
Others:
Additional Comments:





RECURRING DOWNTOWN THEMES

Through the initial assessment and discussions regarding priorities and visions for Downtown, these recurring themes have emerged.

Public Spaces



The community would like to see more places to gather like plazas and parks. They would like existing public spaces further enhanced for improved user comfort (e.g., shade and seating) and additional experiences.

Community members expressed a desire for an icon

that will help Downtown develop a sense of place and stand apart from peer cities.

Icon

Public Awareness



There is a strong desire to attract more people to Downtown. Commerce residents are proud of what their Downtown has to offer, and they want to share it with more people. Residents want Downtown to become a social and cultural hub.



Connectivity & Safety

The community wants to be able to walk to key destinations in Downtown, and feel safe while doing so. This could be achieved by improvements to the pedestrian environment like improving lighting, sidewalks, crosswalks, and slowing vehicular traffic. Wayfinding signage could help people better navigate Downtown.

Dining & Entertainment



The community wants more options for dining and entertainment in Downtown. This could include restaurants with outdoor seating, breweries, wineries, and music venues.

VISION

Results from the existing conditions analysis and public engagement opportunities have painted a clear picture of the community's hopes and wishes for Downtown Commerce.

The following vision statement embodies that collective aspiration and serves as the foundation for moving forward.

Downtown Commerce is a regional destination for history, culture, and community. Locals and visitors are drawn to its unique blend of businesses, entertainment, and public spaces. Characterized by walkable streets, inviting outdoor spaces, and well-established architecture, Downtown Commerce functions as the heart of this close-knit community.





GOALS

The following goals provide overall direction for Downtown Commerce to achieve the community's direction, vision, and aspirations. The goals serve as the ultimate basis for the Plan's recommendations and implementation. They also provide a framework to evaluate changes, challenges, opportunities, and issues that were not anticipated by this Plan, thus allowing it to function as a living document responsive to future needs.

- » Support existing points of interest and develop new destinations to attract people to Downtown.
- » Improve pedestrian and vehicular circulation as well as parking throughout Downtown.
- » Attract and retain retail, restaurants, and entertainment businesses that appeal to Commerce residents and visitors.
- » Create a year-round calendar of events for Downtown.







LAND USE AND CHARACTER AREAS

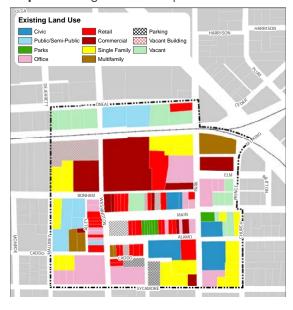
Land use and character areas are used to help define the general locations that are appropriate for varying types and scales of development and redevelopment in Downtown Commerce. The defined areas are intended to create flexibility to allow for market-driven development, as long as it furthers progress toward the vision for the area. Future developments may require cooperation with both public and private entities and strategic partnerships to implement some of the recommended improvements.

The designated land use and character areas are intended to be a blueprint for the study area and its interaction and integration with the surrounding neighborhoods and uses. It is important to note that the land use information and maps within this

Plan are not zoning regulations or zoning district boundaries. Rather, the information is proposed to be used as a tool to guide future infrastructure and development decisions in the area.

The Existing Land Use Map (Map 14) is based on findings and input received through initial research and analysis. The land use and character areas illustrated on the Land Use and Character Plan (Map 15) are intended to provide further guidance that takes into consideration the community's goals for the future of Downtown.

Map 14. Existing Land Use Map



Map 15. Land Use and Character Plan

LAND USE AND CHARACTER CATEGORIES

The following pages illustrate the recommended land use and character areas within the study area and the general intent of each.

The overall vision is to continue to focus on high-quality, walkable development to further emphasize this area as the City's Downtown. The incorporation of more flexibility into the land uses will help support a thriving Downtown by providing more opportunity for people to live, work, and seek entertainment in one area. Although the recommended land use and character areas provide guidance, property owners and Downtown leadership need to be intentional about installing uses that will infuse residents and visitors into Downtown to provide the economic support for businesses to thrive.



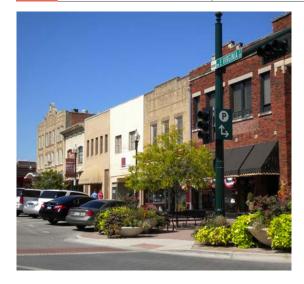


Flexible Residential Neighborhood

DOWNTOWN CORE

This area acts as the heart of Downtown Commerce. It largely includes the blocks along Washington Street, Main Street, and Alamo Street. The Downtown Core should be walkable, welcoming, and provide an active storefront experience for people enjoying the area.

Intended Uses	Non-residential uses including mix of retail, commercial, restaurants, and entertainment uses that bring foot traffic and vibrancy to Downtown. Upper floor lodging or office space is appropriate in multi-story buildings.				
Building Types	Primarily historic and renovated urban buildings with storefronts, as well as mixed-use buildings.				
Building Scale and Placement	Existing and new one- to three-story buildings aligned along public streets and sidewalks.				
Build-to-Lines	0 to 15 feet. May include variations in front setbacks to provide facade interest, areas for entry plazas, site furnishings, and landscape areas.				
Parking	On-street parallel and angled parking. Off-street parking should be located behind buildings.				







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CORE TRANSITION

This area creates a transition between the non-residential uses focused in the Downtown Core and the residential uses concentrated in the Flexible Residential Neighborhood area.

Intended Uses	Mix of neighborhood-scaled office, retail, restaurant, and commercial. Small-scale, medium-density attached and detached residential. More auto-oriented commercial development may be appropriate near Downtown gateways.
Building Types	New or renovated urban or suburban building types that fit in the surrounding context. Mixed-use buildings are appropriate and accessory dwelling units and garage apartments should be allowed.
Building Scale and Placement	One- to three-story buildings aligned along public streets and sidewalks.
Build-to-Lines	0 to 25 feet. May include variations in front setbacks to provide facade interest, areas for entry plazas, site furnishings, landscape area, common yard, and stoop frontages.
Parking	On-street parallel and angled parking. Off-street parking should be located behind buildings whenever possible.







Chapter Three | MASTER PLAN

FLEXIBLE RESIDENTIAL NEIGHBORHOOD

This area primarily includes existing residential neighborhoods within the study area. As Downtown continues to develop and evolve over time, adaptive reuse projects may become more prevalent in these areas.

Intended Uses	New and existing neighborhood uses including single-family detached, medium-density attached and detached houses, and small-scale adaptive reuse.				
Building Types	New and existing suburban-style dwellings. Accessory dwelling units and garage apartments should be allowed.				
Building Scale and Placement One- to two-story buildings aligned along public streets and sidewalks.					
Build-to-Lines	10 to 25 feet. Driveway access from the front or rear of the property.				
Parking	On-street parallel or off-street driveway or alley parking. Alley access to parking is preferred where possible.				







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CIVIC

These areas include institutional or religious uses, such as City Hall, Chamber of Commerce, and local places of worship. Public/semi-public uses are often activity generators in downtowns as they draw regular resident and visitor traffic to the area.

Intended Uses	Existing uses that are institutional or religious in nature.					
Building Types Existing buildings include uses such as City Hall, Chamber of Commerce, Public Library, Post local churches.						
Building Scale and Placement Existing and new one- to two-story buildings aligned along public streets and sidewalks.						
Build-to-Lines	0 to 25 feet. May include variations in front setbacks to provide facade interest, areas for entry plazas, site furnishings, and landscape areas.					
Parking	On-street parallel and angled parking. Public off-street parking located behind buildings when possible.					







Chapter Three | MASTER PLAN

PARKS AND OPEN SPACE

These areas include existing and new public spaces.

Intended Uses	Mix of existing and new public spaces. Existing spaces include the plaza across from City Hall and the park next to the public library with the Jernigin's Store historical marker. New spaces include plazas and pedestrian corridors for public gatherings and events to activate the streetscape.
Building Types	n/a
Building Scale and Placement	n/a
Build-to-Lines	n/a
Parking	On-street parallel and angled parking.







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DOWNTOWN MASTER PLAN

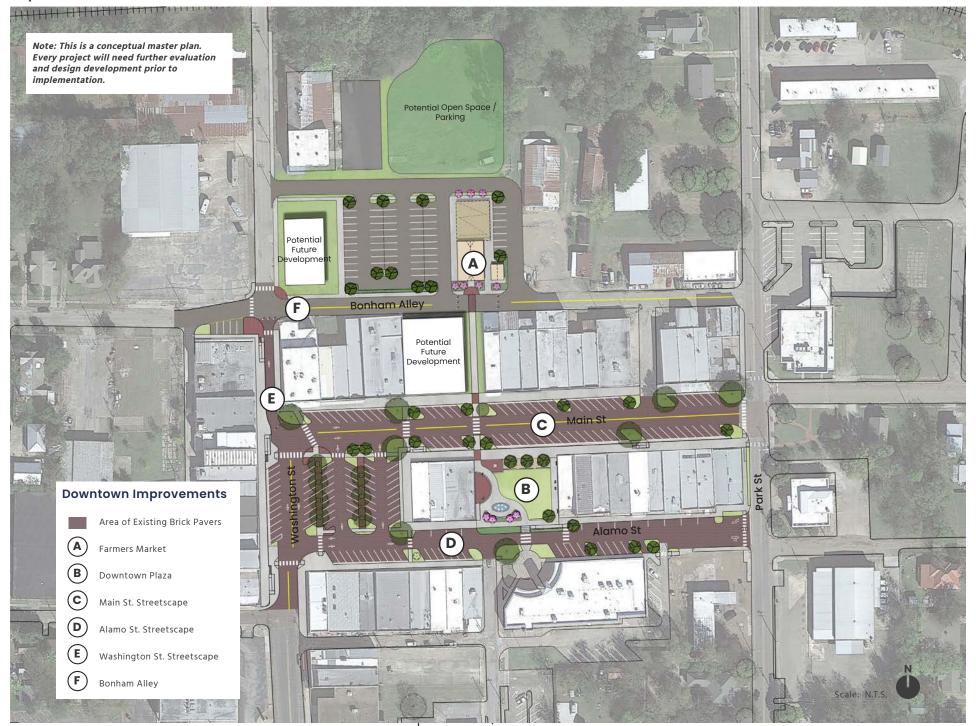
The majority of activity in Downtown Commerce is currently focused on the uses along Washington Street, Main Street, and Alamo Street. These uses include a variety of retail, restaurants, and offices. The Downtown Master Plan (see Map 16 on the next page) seeks to enhance this area for greater level of use, activity, and safety.

The Master Plan illustrates a variety of projects in the public and private realm that are intended to draw additional regular use by residents and visitors. These include improvements such as improved sidewalks, a public restroom, commercial developments, and new family-friendly gathering spaces. Notably, the plaza directly north of City Hall is modified to accommodate daily users, large gatherings, and functions as one part of a larger pedestrian corridor that leads north to the farmers market. Widened sidewalks with street trees provide ample shaded space for walking, window shopping, and outdoor seating.

Enhancements to Downtown cannot solely rely on capital improvement projects. Rather, the community must recognize market-based opportunities that can be implemented in the short-term. Both public and private investments, projects, and partnerships may be necessary to bring the Downtown vision to fruition. Projects should be implemented incrementally as the market warrants or as funding becomes available.

It is understood that as the market embraces the concepts illustrated on the Master Plan, small modifications will likely occur to their programming and basic site approach. However, the general concepts have been devised to create a stronger draw to Downtown, provide additional family-friendly activity areas, improve connectivity to and within the area, and create opportunities for employment and community interaction. The projects illustrated on the Master Plan are described on the following pages.

Map 16. Downtown Master Plan





A ENHANCED FARMERS MARKET

The existing farmers market located in the vacant lot along Bonham Alley has outdated infrastructure for holding the regular farmers market and other special events. There are opportunities to develop this property into a pedestrian-friendly public space that could support various events throughout the year. Major programming items could include a pavilion (shade structure), restroom building, outdoor event and dining area, vehicle driveway, parking, entry plaza with special paving, pedestrian access to the Downtown core area, future development and parking opportunities, future open space, lighting and site furnishings, landscaping, etc.

Some building and use improvements are recommended for the Keystone Custom Cabinets building located in the northwest corner of the site. Additional parking spaces need to be provided for any improved development. Natural landscape buffer and environmental control measures should be considered for the existing railroad to the north edge of the property.

Legend

- 1 Pavilion
- 2 Restroom Building
- 3 Outdoor Event & Dining Area
- 4 Entry Plaza
- **5** Crosswalk w/ Special Paving
- (6) Removable Bollards











B DOWNTOWN PLAZA

The open space between Main Street and Alamo Street could function as a central plaza for the Downtown core area, providing recreational and gathering opportunities for the City. The plaza space is located directly across the street from City Hall, adjacent to the neighborhood's beloved café and restaurants. This will give the space the potential to be the heart of Downtown Commerce. Major programming items could include an event lawn, performance stage area, water feature, outdoor dining area, shared-use path, various seating opportunities, outdoor table games, multi-media lighting, landscaping, etc. Improvements to the existing mural and building exterior are also recommended.

A pedestrian corridor is highly suggested to connect City Hall, the plaza, and the farmers market area. This could also provide a sense of connection to the Downtown core area.







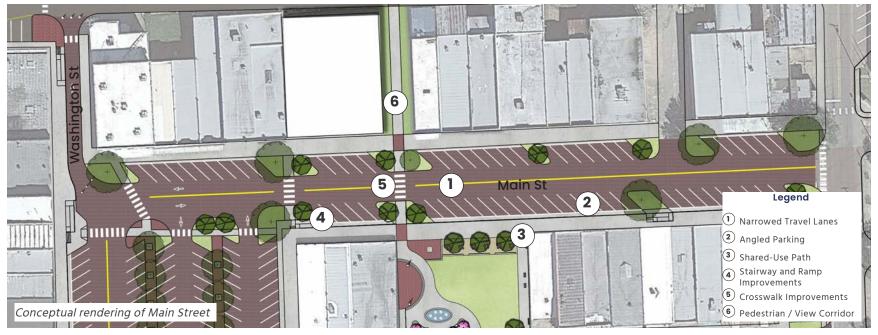
Chapter Three | MASTER PLAN

© MAIN STREET STREETSCAPE

Main Street has wide brick paver vehicular travel lanes and pedestrian sidewalks with many elevation changes. Improvements to achieve better pedestrian-friendly travel routes are critical. Suggestions for the Main Street streetscape include:

- Narrow vehicular travel lane width while keeping the TxDOT right-of-way.
- Re-stripe the angled parking spaces to a standard length.
- Improve pedestrian shared-use path (sidewalk), widen the existing sidewalk by filling the steps.
- Improve existing stairway and ramp conditions, add new ramps
- Improve crosswalks.
- Create pedestrian corridors to connect the Downtown core area
- Improve lighting and other site furnishings.





D ALAMO STREET STREETSCAPE

Alamo Street is a one-way street running east-west in front of the City Hall. Some paving and pedestrian route improvements should be completed in the parking lot at the corner of Alamo Street and Washington Street. More directional and law enforcement signs should be added to provide clear access directions for vehicular traffic since that portion of Alamo Street will be kept as two-way traffic. Vehicular travel lanes could be narrowed by adding spaces to the pedestrian path on the north of the street. Stairs and ramps should be redesigned in front of City Hall, with the development of the Downtown plaza. Parallel parking should be kept and re-striped. Some safety improvements are recommended for the corner of Alamo Street and Park Street.



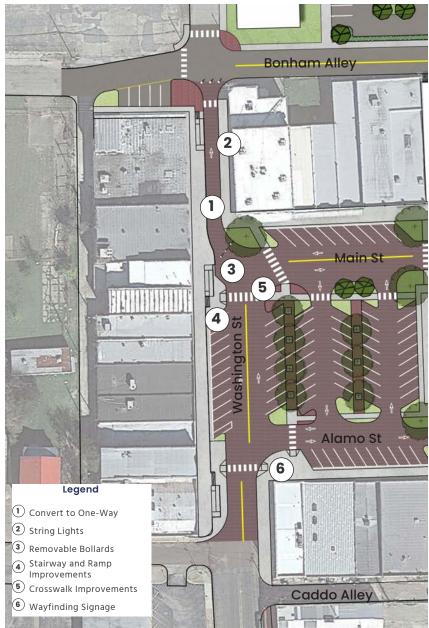


E) WASHINGTON STREET STREETSCAPE

Washington Street is an important north-south second arterial street connecting the Downtown to the rest of the City. Suggested improvements include:

- Narrow vehicular travel lane width while keeping the TxDOT rightof-way.
- Convert the narrow north segment of Washington Street to a one-way street for safety concerns as well as widen the pedestrian path. Improvements to the intersection of Washington Street and Bonham Alley. Add string light opportunities for the one-way street.
- Add removable bollards to the potential one-way street for big event roadway closure opportunities.
- Improve crosswalks at the intersection.
- Widen the sidewalk along the west side of the street while keeping the curbside right-of-way. Improve the sidewalk conditions.
- Re-stripe the angled parking along both sides of the street
- Add wayfinding signage.
- Improve lighting and other site furnishings.





(F) BONHAM ALLEY

Bonham Alley runs east-west, connecting the core transition area and the Downtown core area. Suggestions for Bonham Alley include:

- Improve the intersection of Bonham Alley and Washington Street for safety concerns.
- Add sidewalks on the north side of the street for the farmers market and future development.
- Improve crosswalks for the pedestrian corridor connecting the farmers market and the rest of the Downtown core area.
- Improve roadway conditions, including paving improvements, keeping the right-of-way free of barriers, etc.
- Relocate overhead utilities if necessary.
- Improve lighting, site furnishing, and landscaping opportunities.





BRANDING AND URBAN DESIGN

District branding strategies consist of organized design elements used to create a cohesive pedestrian experience and a positive image to remain in visitors' memories. Branding can include elements such as consistent use of distinctive materials or colors, a cohesive signage program, and a series of special places around the area. The following pages describe strategies and locations for various branding and urban design improvements in Downtown Commerce.

Primary Corridors

Primary corridors will have the highest level of aesthetic treatment and investment. Potential improvements include:

- Expanded area with enhanced pavings
- Enhanced treatment at intersections and crosswalks (e.g., signs, decorative crosswalks)
- Improved landscape buffer along the street where possible

Secondary Corridors

Secondary corridors will have a lower level of aesthetic treatment and investment with special treatments used in select areas. Potential improvements include:

- Consistent sidewalk connectivity
- Enhanced landscape buffer where possible
- Enhanced treatment at intersections or to a lesser extent along the full length of the street

Map 17. Pedestrian Wayfinding Map JACKSON **Future** Development City Hall DDO' Parks/Public Space Study Area Boundary Civic Space Primary Corridor ____ Secondary Corridor ____ Gateway Enhancements Pedestrian Corridor ____ Pedestrian Wayfinding Enhancements

Wayfinding

Strategically placed wayfinding signage plays an important role in the experience of pedestrians and motorists exploring a city and downtown. A wayfinding program for Commerce should include signage to direct people to and within Downtown, with directions to key destinations such as public parking, public restrooms, City Hall, farmers market, the library, and the central open space.

Wayfinding signage should be considered as part of the overall urban design guidelines to ensure that sign materials and aesthetic complement the overall Downtown branding strategy.



Pedestrian wayfinding signage



Vehicular-oriented wayfinding signage



Map 18. Vehicular Wayfinding Map



Washington Street & Park Street Gateways

Gateways create an enhanced entrance into an area and help people understand that they are entering a special district. Gateway design elements often include signage, enhanced landscaping, lighting, and/or public art.

Suggested Gateway Locations

- Washington Street & Sycamore Street
- Park Street & Sycamore Street



Gateway signage



Downtown gateways/monuments



ADDITIONAL DOWNTOWN IMPROVEMENTS

Pedestrian Safety

Pedestrians are an integral part to the vibrancy of a downtown. It is imperative to provide well-designed and well-maintained pedestrian facilities to promote higher levels of pedestrian travel and safety. Sidewalks, walkways, and crosswalks should be designed to enhance pedestrian mobility, expand connectivity to destinations, and minimize conflicts with vehicular traffic.

Elements of Pedestrian Safety

- Enhanced and marked crosswalks at intersections and mid block locations
- Wide and connected sidewalk system
- Signage and signals for both pedestrians and motorists
- Street lighting designed to pedestrian scale
- Planting buffers and street trees to provide shade and shelter
- Street furnishings and public art





Lighting

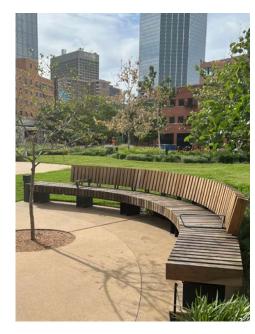
Effective lighting creates ambiance, increases safety, and provides visual attraction during evening activity. Lighting is also an architectural element that can enhance the historic character of a downtown or provide a more modern and contemporary aesthetic. Lighting should be considered as part of the overall urban design guidelines to ensure that lighting materials and aesthetic complement the overall Downtown branding strategy.

Site Furnishings

Site furnishings should be attractive, durable, and made of vandal-resistant materials. Similar to lighting, site furnishings are opportunities to reflect a historic character or a more modern approach in design. The City should consider including it as part of the overall urban design guidelines and ensure it matches the other urban design elements.









Greenscape

Landscape plants provide many functions in a downtown. Landscaping along a street and in public spaces helps to improve the microclimate and the aesthetic of the area. Shade trees provide shelter while shrub parkways can function as buffers between pedestrians and vehicular traffic. Ornamental trees can be used to highlight pedestrian corridors, public art, monuments, or places of respite. The City should consider evaluating the current greenscape conditions and improve the landscape areas where possible with suggested landscape materials.



Public Art

Public art in Downtown provides opportunities to celebrate local history, culture, and artists. The City should consider strategic placement of murals, sculptures, and other public art elements around Downtown. These can include permanent installations as well as exhibits that change on a regular basis.









IMPLEMENTATION ACTIONS

The implementation actions are broken down into two key initiative categories. Master Plan actions include projects illustrated on the Master Plan and other built environment actions. Operational and programming actions include various efforts intended to build resources that will generate activity and interest in Downtown. These initiatives are not mutually exclusive and should be viewed as a combined strategy to achieve the desired outcome in Commerce.

The action plan for each initiative category includes the recommended action, the project(s) it supports, and the time frame in which the project is recommended to be initiated (with the understanding that some of these projects may take months and even years to be fully implemented). Built environment actions include a planning-level estimated project budget. The City will need to further develop project designs

in order to determine more accurate cost estimates to coordinate with funding sources.

Actions are not listed in a prioritized order.



Conceptual rendering of an activated Downtown Plaza

MASTER PLAN ACTIONS

The built environment will provide the most obvious impact on Downtown users. It is therefore important that the City prioritize public improvements and encourage private investment that enhances the built environment in Downtown. Through the following actions, the City can create a lively Downtown district with improved pedestrian and vehicular experiences and encourage the development of a high-quality mixed-use area.

Figure 1. Master Plan Actions

Ref.	Action Items	Action Items Project Initiation Time Frame (Yrs)				Planning Level	
#			1-3	4-6	7-10+	Ongoing	Estimated Project Budget
1	Construct a Farmers Market Design and construct a farmers market located on Bonham Alley, next to Huffman's Farm Supply. This could include a pavilion, outdoor seating, public restroom, and community garden. This project could be divided into phases. Parking improvements could be done within years 3, while the pavilion and public restrooms could be completed in years 6.	А	•	•			\$1,700,000 - \$2,000,000
2	Activate Plaza Across from City Hall Design and construct the Downtown Plaza expansion. For budgetary purposes this includes an event lawn, performance area, unique surface textures, outdoor dining area, and improved landscape areas.	В	•				\$550,000 - \$900,000
3	Construct Main Street Streetscape and Improvements Design and construct the Main Street streetscape between Washington Street and Park Street to address accessibility and safety issues, improve the pedestrian experience, and improve on-street parking.	С	*				\$1,800,000 - \$2,000,000
4	Construct Alamo Street Streetscape and Improvements Design and construct the Alamo Street streetscape between Washington Street and Park Street to address accessibility and safety issues, improve the pedestrian experience, and improve on-street parking.	D		•			\$1,000,000 - \$1,500,000

Figure 1. Master Plan Actions (cont.)

Ref.	Action Items	Project	ct Initiation Time Frame		Initiation Time Frame (Yrs)		
#			1-3	4-6	7-10+	Ongoing	Estimated Project Budget
5	Construct Washington Street Streetscape and Improvements Design and construct the Washington Street streetscape between Bonham Alley and Caddo Street to address accessibility and safety issues, improve the pedestrian experience, improve on-street parking, and address significant elevation change from street level to sidewalk.	Е		•			\$610,000 - \$700,000
6	Convert Part of Washington Street to One-Way Convert Washington Street between Bonham Alley and Main Street to one-way in order to address vehicular circulation issues. Street improvements can also include temporary bollards and string lighting.	E			•		\$200,000 - \$250,000
7	Construct Bonham Alley Improvements Design and construct Bonham Alley to address safety concerns at the intersection of Bonham Alley and Washington Street. Improve the pedestrian experience by adding sidewalks on the north side of the street and crosswalks to connect the farmers market to the rest of Downtown.	F			•		\$300,000 - \$500,000
8	Develop Washington Street Downtown Gateway Signage Design and construct gateway signage at Washington Street and Sycamore Street. This feature will create a strong positive first impression for individuals accessing Downtown from the south (one of the primary arrival paths for most local residents).	Map 17			•		\$250,000 - \$550,000
9	Develop Park Street Downtown Gateway Signage Design and construct gateway signage at Park Street and Alamo Street and Park Street and Main Street. This feature will create a strong positive first impression for individuals accessing Downtown from either the south or north ends of Park Street.	Map 17			•		\$250,000 - \$550,000
10	Develop Pedestrian Wayfinding Signage Develop and install uniquely branded wayfinding signage, primarily at pedestrian scale, to direct pedestrians to key locations throughout Downtown. The location of signage should be strategic and considerate of walk times to key locations.	Map 17		•			\$50,000

Figure 1. Master Plan Actions (cont.)

Ref.	Action Items		Initia	ation Ti	Planning Level		
#			1-3	4-6	7-10+	Ongoing	Estimated Project Budget
11	Develop Vehicular Wayfinding Signage Design and install uniquely branded wayfinding signage targeting vehicular traffic to direct drivers to key locations throughout Downtown including destinations and public parking. Consider expanding this into a City-wide wayfinding program that includes special efforts directing vehicles into Downtown from SH 24, SH 11E, Maple Street, and Culver Street. Part of this effort should include the design and installation of public parking signage for public lots.	Map 18		•			<\$10,000 for simple wayfinding
12	Provide Improved Street Lighting Replace existing street lighting with architectural poles and luminaires that maintain the decorative, historic character of Downtown.	ALL	•			•	\$600,000 - \$1,000,000

OPERATIONAL & PROGRAMMING ACTIONS

Downtown Commerce will not change overnight; rather, a slow and steady uptick of interest, investment, and activity will gradually transform Downtown into a thriving entertainment district. The following operational and programming actions are recommended to support implementation.

Figure 2. Operational & Programming Actions

Ref.	Action Items		ation Tir	ne Fram	e (Yrs)
#		1-3	4-6	7-10+	Ongoing
1	Update Ordinances Review and consider any ordinance or regulatory improvements that need to be made to achieve the Downtown Master Plan.	•			•
2	Enhance Storefront Appearance Establish storefront programs to create visual interest in vacant or underutilized spaces, through the use of public art, business displays, and similar efforts. For example, a vacant storefront could have a mural on the windows, vinyls applied with unique/quirky aspects of history, or even have a display for another business in Downtown, etc. Existing businesses should develop creative displays that entice customers and change with seasons. They can highlight holidays and community events, such as homecoming (high school pride), etc.	*			
3	Develop a Downtown Commerce Website and Social Media Presence Develop a standalone Downtown website independent of the City and tourism websites. This establishes an accessible source of information about Downtown-specific events, sales, and promotions. These efforts should crossover with a social media presence for both Downtown and the City. Seek social media content to promote interaction - historic photos and short videos are particularly effective.	•			•
4	Develop a Downtown Commerce Brand Develop a unique brand for Downtown Commerce. This should include a district name, logo, and tag line that conveys activity. Consider building a product line, including items for sale (e.g., t-shirts, hats), to promote tourism, retail, and employment Downtown.	•			•
5	Develop a Downtown Events and Promotion Calendar Develop a Downtown-specific events and promotions calendar featuring City-sponsored events, business events like live music, and special sales/promotions. This should be prominently featured on the Downtown website. The City should also regularly assess Downtown events, including surveys of stakeholders regarding impact, income, and staff impact; best organizations to lead each event; and purpose/intent of the events.	•			•

Figure 2. Operational & Programming Actions (cont.)

Ref.	Action Items	Initia	ation Ti	me Fram	e (Yrs)
#		1-3	4-6	7-10+	Ongoing
6	Continue Pop-Up Events for Entrepreneurs Continue to use existing businesses and/or vacant buildings as pop-up space for entrepreneurs to "test the waters" on a new business concept at reduced risk.	•			•
7	Collaborate with Higher Education Institutions Collaborate with local higher education facilities (e.g., business support/education, intern programs, entrepreneurship-focused degrees) to identify opportunities to support Downtown, support academic efforts, and support opportunities for students.		•		
8	Downtown Sponsorship Program Develop a sponsorship program for Downtown, expanding the base of support beyond the Downtown area to include other local industries. This could include sponsorship packages for particular events or Downtown improvements, among other things. Doing so helps provide financial resources and emphasizes that a strong Downtown benefits all, even businesses outside of Downtown.	•			•
9	Establish/Strengthen Monthly Activation Develop standing monthly events targeting arts and culture, with extended business hours (1st Friday, etc.). Holding monthly events shifts Downtown higher in consideration for local residents—a set monthly "date" where they know something will be happening.	•			•
10	Create Public and Mural Arts Program Establish a mural arts program for Downtown Commerce. This could include commissioning murals as well as providing grants and/or design assistance to artists, residents, and business owners interested in placing murals on private property. San Marcos provides an excellent example of a diverse mural arts program with several years of success.	•			
11	Allocate Downtown Staffing Resources As need arises, consider allocating Downtown staffing resources to effectively implement this Plan and support Downtown Commerce.			•	
12	Establish a Commerce Main Street Program Establish a Main Street Program and gain access to the Main Street America network of resources and framework to implementing Downtown improvements.		•		
13	Explore Historic District Designation for Downtown Explore the potential of defining a historic district to assist with regulating building materials of future developments, renovations, and facade preservation.		•		

IMPLEMENTATION STRATEGIES

There are a variety of public policy tools that the City can use to fund the implementation of the Downtown Plan. Depending on the incentive, state law might dictate the parameters under which this incentive can be utilized. To successfully execute the Downtown Action Plan, the City and other stakeholders will need to expand the funding strategies available, combine resources for larger projects, and formalize a predictable long-term funding stream for Downtown that allows for multi-year projects.

Incentives can take any number of forms, typically tied to a level of investment or job creation, including tax abatements, grants, loans, and infrastructure improvements. Most commonly in downtown contexts, these agreements are used to reduce or buy-down risk or hold costs for a project. In Texas, the statutory authority for municipal economic development agreements is provided by Chapter 380 of the Texas Local Government Code (Chapter 381 for county governments). Chapter 380 agreements are flexible with respect to the length of term for the incentives. This flexibility can be crafted to establish future incentives that might bring about future hiring and project investments.

PUBLIC-PRIVATE PARTNERSHIPS

Public-private partnerships provide the opportunity to leverage the resources of the City and private sector to more effectively implement the Downtown recommendations. Many of the projects contemplated could include a public-private partnership component, typically defined as part of a formal development agreement or Chapter 380 Economic Development Agreement of the Texas Local Government Code. Public-private partnerships in Downtown may include infrastructure projects, financial incentive programs, and land assembly programs.

Infrastructure

As development is planned in Downtown Commerce, infrastructure improvements will be needed. Public dollars may be used to upgrade sidewalks and infrastructure related to proposed redevelopment projects. In most cases, existing utilities will likely be sufficient to support individual projects.

Financial Incentive Programs

Providing financial incentives to private investors can help to encourage investment and redevelopment in Downtown.

Land Assembly Program

In certain instances, City acquisitions of land can help to incentivize new development (e.g., allowing the City to issue an RFQ for a master developer with special terms). The most likely method of acquiring properties for the purposes of implementing the Downtown Plan will be through purchase of a property in exchange for cash (i.e., fee simple acquisition).

FUNDING OPTIONS & PUBLIC POLICY TOOLS

There are a variety of financing options that can be used to help implement this Downtown Plan. Therefore, each possible tool should be examined to determine when it may be most appropriately used. In most cases, funding could include a combination of private funding, City funds, County funds, Tax Increment Reinvestment Zone funds, improvement districts, tax abatements, opportunity zones, and state and federal grants.

There are three types of economic development and incentive mechanisms that the City can implement as the tools to spur private investment in Downtown. These include:

- Public-born actions to help prepare a larger development landscape for private investment.
- Public actions simultaneous with private investment to induce the desired development form, pattern, and density in this Downtown Plan.
- **Incentives** to reduce the risk of project development.

The following are key financing tools, programs, and potential funding sources.`

Example Funding Strategies

Funding strategies that can be evaluated:

- general fund sources within the municipal budget
- impact fee eligible projects within downtown
- municipal management rebates
- sales tax sharing
- tax exempt financing
- facade maintenance loan program
- community development block grants
- corporate donations and sponsorships
- texas property assessed clean energy (pace) programs
- economic development sales tax (edc)
- city-wide bond funding
- local hotel occupancy tax
- property tax abatement
- public improvement district (pid)
- municipal management districts (mmd)
- special purpose district
- matching funds/loans
- federal historic preservation tax incentive
- neighborhood empowerment zone
- enterprise zone

PRIORITY INITIATIVES

Two options in particular that Commerce should consider for Downtown are TxDOT grants and TIRZ funding.

TxDOT Grant

TxDOT's Public Transportation Division administers federal funding programs, including Federal Highway Administration funds relating to TxDOT's Bicvcle and Pedestrian Program in Texas. These funds are for specific purposes and have separate eligibility and funding requirements. TxDOT administers Transportation Alternative (TA) funds for locally sponsored bicycle and pedestrian infrastructure projects in communities across the state. In large urbanized areas with populations over 200,000, TA funds are also distributed directly to Metropolitan Planning Organizations (MPO) to administer according to their needs. MPOs and TxDOT are responsible for selecting projects independent of one another.

TxDOT's next call for projects is targeted to open on December 2, 2022. Up to \$250 million will be made available statewide for projects during FY 22-FY 25. All projects must be related to bicycle or pedestrian mobility, principally for transportation rather than recreation, must have a direct relationship to the surface transportation

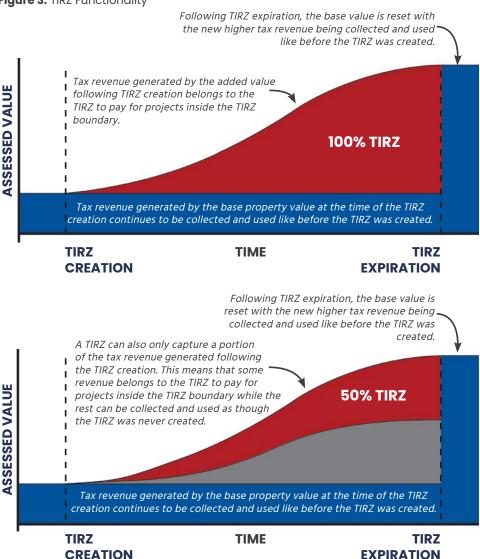
system, and must benefit the general public. For Community-Based projects, eligible activities include engineering and construction, and eligible communities will be 200,000 or less in population. A local funding match of 20% will be required, and the project funding available from TxDOT for specific projects will range from \$250,000 to \$5 million. This will be a competitive call for projects; therefore, all projects submitted may not receive full or partial funding.

Tax Increment Reinvestment Zone (TIRZ)

In Texas, Tax Increment Reinvestment Zones are implemented under Chapter 311 of Texas Local Government Code. These districts capture certain property tax revenue generated in the district and then reinvest it back into the district through development of infrastructure and improvements. TIRZs operate with the idea that the cyclical connection between property tax revenue generated by private investment within the district, when applied to public investment within the district, creates a snowball effect in which redevelopment is encouraged and accelerated (see Figure 3).

Upon creation, the assessed property value of a geographic area is locked-in as the base value. As investments occur and valuation increases, the property tax revenue generated from the value above the base value is captured and reinvested within the district. Preliminary evaluation suggests creation of a TIRZ will help provide funding for implementation, thus a TIRZ should be considered. Even small amounts of revenue generated can prompt establishment of the cyclical investment pattern and help to finance needed improvements in the area.

Figure 3. TIRZ Functionality



A TIRZ district is established for a set amount of years. A TIRZ can be set up so that all or a set portion of the increased tax revenue is captured for reinvestment back into the district.

FINANCE ACTIONS

The following economic development and finance actions are recommended to help spur investment and positive change in Downtown Commerce.

Figure 4. Finance Actions

Ref.	Action Items	Project	Initiation Time Frame (e (Yrs)	
#			1-3	4-6	7-10+	Ongoing
1	Develop a Tax Increment Reinvestment Zone (TIRZ) Designate a Downtown TIRZ to capture incremental property tax growth. The City should lead this initiative, but request the County, school district, and potentially the university to join the TIRZ. The tax increment would be used to help fund the projects in the Downtown Master Plan over the next 20 years.	ALL	•			•
2	Pursue TxDOT Funding TxDOT administers Transportation Alternative (TA) funds for locally sponsored bicycle and pedestrian infrastructure projects in communities across the state. Up to \$250 million will be made available statewide for projects during FY 22-FY 25.	ALL	•			•





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