CITY HALL SQUARE WACO, TEXAS

by

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A DESIGN THESIS: SUBSTITUTE OPTION

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS

FOR THE DEGREE OF MASTER OF LANDSCAPE ARCHITECTURE

IN THE SCHOOL OF ARCHITECTURE AND ENVIRONMENTAL DESIGN

THE UNIVERSITY OF TEXAS AT ARLINGTON MAY, 1986

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ACKNOWLEDGEMENTS

The design of Waco City Hall Square presented in these pages would not have been possible without the support and contributions of a number of people. The author extends his sincere appreciation and thanks to Harry Garnham for his reassurance and recommendations; to Dick Myrick and Rick Schere for taking time to serve as thesis project advisors; to Sasaki Associates, Inc. for providing background documents and information as well as the impetus for my initial inspiration; to Bill Falco, Director of Planning for the City of Waco for taking time to meet with me to present the city's viewpoints and information; and particular thanks to Carole Weathers for her faith, support, and typing.

TABLE OF CONTENTS

- I. Introduction
- II. History of Waco, Texas

III. Research

- a. Design Criteria
 - 1. The Square
 - 2. Physical Dimension
 - 3. Human Dimension
- b. The American Square Tradition
 - 1. Early Squares in America
 - 2. The Central Courthouse Square
 - 3. Courthouse Squares in Texas
- c. Case Studies
 - 1. Jackson Square, New Orleans, Louisiana
 - 2. Courthouse Square, Fort Worth, Texas
 - 3. Collin Courthouse Square, McKinney, Texas
 - 4. Town Square, Waco, Texas c. 1950
- d. Scale Comparisons

IV. Site Analysis

- Site inventory
 - 1. Context

- Area
 Grades
 Existin
 - 4. Existing vegetation
 - 5. Vehicular circulation
 - 6. Pedestrian circulation
 - 7. Current parking requirements
 - 8. Future parking requirements
 - 9. Ownership
 - 10. Land use
 - 11. Zoning
 - b. Site analysis
- V. Design Objectives
 - a. Activities
 - b. Form
 - c. Access
 - d. Circulation
 - e. History/Image
- VI. Program
- VII. Conclusion

Appendix

Notes/Sources

ABSTRACT

A Town Square has existed in Waco since the city was established in 1850. The history of the square in Waco is similar to the development of other cities and open spaces in the nineteenth century American west. In attempting to create a Square for Waco certain issues are addressed concerning the application of appropriate urban forms to a site which has drastically changed in the last twenty years. Urban renewal razed many of the structures which defined the urban fabric. Newer structures were erected on the open site which had no relation to the historical and physical context of the city.

Research is directed to the study of urban space. Evidence suggests that there are basic elements which influence the success of squares. Physical and psychological guidelines can be used in the design of contemporary urban spaces. Waco falls into the category of the American courthouse square. A review of squares in America, particularly in Texas, reveals a strong tradition of town planning on the American frontier.

Analysis of the site in Waco suggests guidelines for the creation of a square. Of critical concern is the integration of new forms with already existing structures. Circulation is greatly impeded by the existing structures, particularly pedestrian access from the central business district to Lake Brazos, thereby affecting specific solutions.

Design objectives are formulated to best describe what actions need to be taken to create a successful City Hall Square.

INTRODUCTION

Until recent decades the city of Waco, Texas maintained a central town square. Located near the Brazos River, the town square served as the center of political, social, and economic activity for nearly a century. Cotton was king, fortunes were made, and Waco was what some people would refer to as the Athens of Texas. By the mid-twentieth century natural disasters, urban decline, and suburban growth had gutted the heart of a city, and the square ceased to exist. Today, downtown Waco scarcely exhibits the vitality it possessed when the city was the hub of a booming agricultural economy.

The Town Square's proper function was the seat of county government and later municipal government as well. However, the square's actual purpose was to serve as the city's public open space and the center of human activity. People from all around gravitated to the square to market their goods, socialize with old friends, and catch up on news and events.

In later years, before its decline, the square lost some of its mercantile strength to other parts of the city, particularly Austin Avenue (Main Street). Yet a formal relationship endured between the square and Austin Avenue because a strong axis and terminus were formed by their juncture. The courthouse, and later the City Hall, served as a focal point for views through the urban canyon.

Recent attempts have been made to redevelop the open spaces around City Hall by constructing a sprawling two-story convention center and mid-rise hotel. Unfortunately, both lack character, encroach upon the area around City Hall, and do little to create or define outdoor spaces. The remaining area around what was once the town square now serves as vast open lots of surface parking, much of which is underutilized.

Today there is a growing need for expansion of City Hall, the hotel and convention center. Important decisions that will directly affect the town square area will need to be made soon.

Currently, the city of Waco owns five of six crucial blocks around City Hall. The remaining block is privately controlled by one owner. Long-term solutions through comprehensive planning must be realized before development with short-term goals is allowed to continue.

Redevelopment of a town square is important for Waco because of association with Waco's past and its potential for being a primary space in the future. Historically, images of a city are often related to the quality of life offered by its urban center. The original town square for many years characterized the vitality of Waco.

The main issues in recreating a town square development are the structures that will give definition to the spaces, connections/circulation between Austin Avenue and the River, and the kind of development which will generate activity and attract people back to downtown.

The success of the square will greatly depend on specific site requirements and user needs. It should not be expected that the square be lined with small shops reminiscent of the past or provide curb-side parking. Ideally, the square will provide a balanced mix of uses with emphasis on those uses which support special events, civic, convention, and entertainment activities. The square will serve as the focal point for increasing tourist activity in the city. The diversity of activities will extend Waco's appeal beyond its limited regional boundaries to other parts of the state of Texas.

The square is located near Interstate Highway 35, a major link between Dallas/Fort Worth, Austin and San Antonio. Careful development of the square area will attract more visitors for more frequent and longer stays.

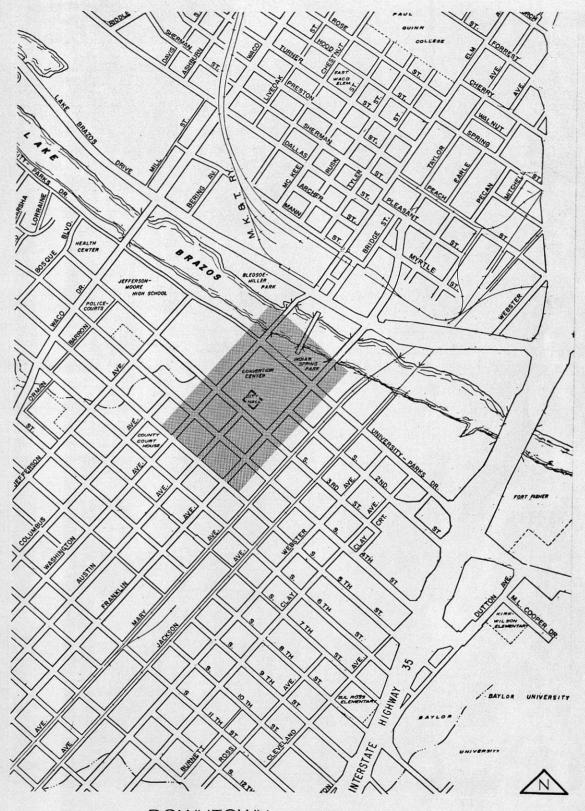
Development is beginning to occur with the Lake Brazos corridor along the banks of the river. As yet, however there are no mechanisms or systems to connect this development on the river to the city's urban core. The square could possibly serve as a transition zone to consolidate these areas of activity; to re-establish downtown as the hub of the city.

This project proposes to address issues related to public open space created by the square. There will be no attempt to design architecture for the square, although guidelines for types of use, area coverage, setback and height requirements will be provided.

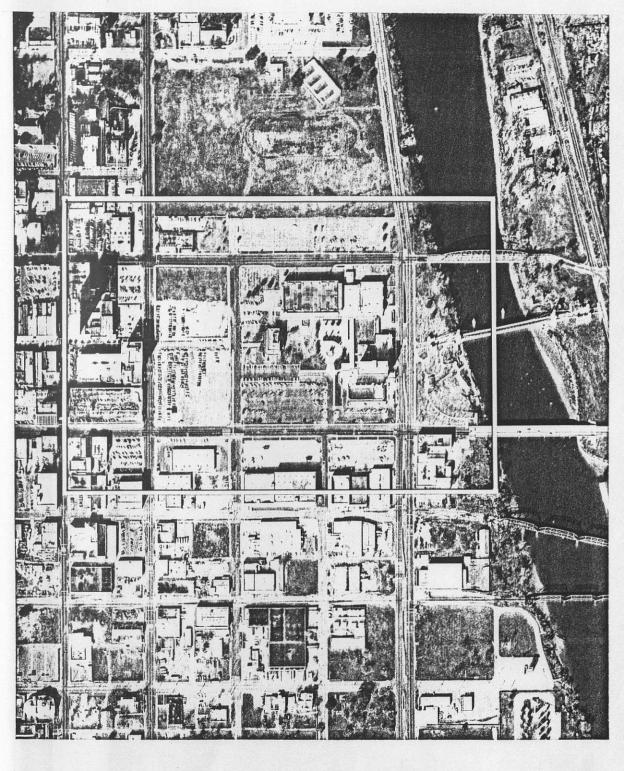
Areas which will require detailed study include the "square" proper, streets and pathways, character and function of perimeter development, and a unified system of ornamentation, hardware, signage, furniture, lighting, etc. to help create a square of integrity. Security will be an important aspect, necessary to re-establish an atmosphere of confidence in downtown. Thus, lighting will need to be carefully designed in order to stimulate nightlife.

Design of a town square requires a thorough investigation of historical precedents, site conditions, and user needs. There are needs at adjacent facilities for expansion and there is always the problem of present and future parking needs. To accomplish these tasks analysis of physical, cultural, economic, and social factors will be made. Information will be documented through the use of plans, sections, sketches, details and written statements.

The object of this project is to explore ways to create and preserve open public spaces in an urban environment, while respecting the physical, legal and economic realities of the situation.



DOWNTOWN WACO, TEXAS
Site Location



AERIAL VIEW OF PROJECT AREA

SCALE: 1" = 400'

HISTORY OF WACO

Waco is located in central Texas on the Brazos River. The area around Waco is a geological crossroads. The Balcones fault, which extends through central Texas, creates a natural boundary between chalk bluffs to the west and the lower blackland prairie to the east. The limestone rock formations are well-situated for producing natural artesian springs (38). As a source of fresh water, the Waco area was a popular settlement site for Indian tribes migrating to central Texas. Fresh water and fertile soils in the area persuaded the Indians to establish permanent settlements. The Waco Indians were occupying the site at the time of the first white explorations into the area.

When Texas won its independence from Mexico in 1837 it began a policy of expanding settlements and building forts. In 1837 a Ranger outpost was established on the Brazos River just below the old Waco Indian village. The outpost was named Fort Fisher. One of the officers at the Ranger outpost was George B. Erath, who would later be instrumental in the development of the city and county (6).

In 1839 Erath returned to the area with Neill McLennan, Sr. Erath conducted extensive surveys of the area, while McLennan became so captivated by the promise of the land that he decided to settle in the area permanently.

The attractiveness of McLennan's homestead encouraged others to settle in the area (6). In addition to homesteaders, there were landowners who had large land grants from the Mexican government. The principal land grant was held by General Thomas Jefferson Chambers on the west side of the Brazos River, dated from 1832.

In 1848, Chambers' land was sold to a Galveston land dealer, who in turn entered into an agreement with a land agent named Jacob de Cordova. De Cordova enlisted George Erath to survey the tract of land and together they began to locate a townsite. Erath urged De Cordova and the landowner, U.S. Syndor, to locate the townsite at the Waco spring, near the Indian village along the Brazos River (6).

On March 1, 1849, Erath and de Cordova began laying out the townsite and divided it into lots for sale. A town square was layed out and a main street extended from the river to the square and as far out as Fifth Street beyond the square. Around the townsite were farming lots sold by the acre. The location of the town proved to be ideal because the site was at a good point for crossing the river. A ferry crossing was soon established, which increased traffic through the area, creating a very profitable atmosphere for sellers of provisions and supplies for westward-bound travelers. Business naturally developed around the ferry between the river and the square (39).

In 1850 the Texas legislature established the county of McLennan. Immediately there was speculation as to where the county seat would be located. De Cordova made an attractive offer

to provide "free lots for all necessary public purposes, streets and alleyways, ten feet of commons around the big spring and a share of ten percent of the return on all lots remaining to be sold (6). The offer was conditional upon Waco becoming the county seat. The offer was accepted and Waco became the county seat for McLennan County. The first courthouse was built of logs on the southwest corner of the square. Eventually a jail was built next to the courthouse. Later that year a second two story brick courthouse was built at the same location.

The town was growing rapidly and by 1856, by an Act of the Texas legislature, the town was fully incorporated as the city of Waco. By 1860 the town had grown beyond Main Street and the square. More streets were laid out and were given their present names (6).

The fertile land of the Brazos valley was ideal for cotton farming. By the late 1850s Waco had become a sourthern plantation town. The economy in turn stimulated a quality of life similar to other cities in the deep south. Growth came to an abrupt halt with the onset of the Civil War. A majority of the male citizenry went off to war, and more than a few did not return.

However, Waco experienced its greatest growth after the Civil War. From after the war to the turn of the century, Waco would rival and surpass Dallas, Fort Worth and El Paso (39). Much of the growth resulted from immigrants. Growth was also increased by the arrival of the railroad and a bridge across the Brazos. In 1871 the railroad had reached east Waco. The year before, a historic suspension bridge, designed by the late John A. Roebling

& Son Company, spanned the Brazos (6). Waco soon became a major transportation and distribution center for the state of Texas.

Waco was also a favorite gateway for immigrants moving through central Texas. Cattle drives contributed to the growth of Waco, too. Herds were driven up through Texas and crossed the Brazos at Waco. When other bridges were built across the river, cattle could cross without going into the water.

Activity was high around the city square. All of central Texas gathered at the square. On Saturdays, from dusk until dawn, the square was filled with farmers from the surrounding countryside. Businesses located on the square thrived on servicing the crowd. Business was booming from the square all the way down Austin Avenue. Although the square was primarily a marketplace, other types of activity grew nearby.

A legally licensed Red Light district was located one block to the north, and there were numerous bars in the area. Although Waco was developing into a real city, it still had elements of the wild west. Waco was nicknamed Six-Shooter Junction because of the high number of gunfights and shootings downtown. Lynchings on the square were not uncommon (39).

Waco continued to grow into the twentieth century.

Downtown was still the place to go for shopping, entertainment, business. Saturday nights were a time of activity for many people in the city. High school students would "cruise" Austin Avenue and hang around the square.

Civic functions on the square changed through the years.

The county moved its facilities in 1874 and eventually constructed

a monumental building a few blocks away from the town square. The city subsequently took possession of the square from the county.

In 1887 the city constructed an impressive two-story structure in the square on axis with Austin Avenue. In 1931 the present City Hall was constructed - reflecting the art deco style of the period (24).

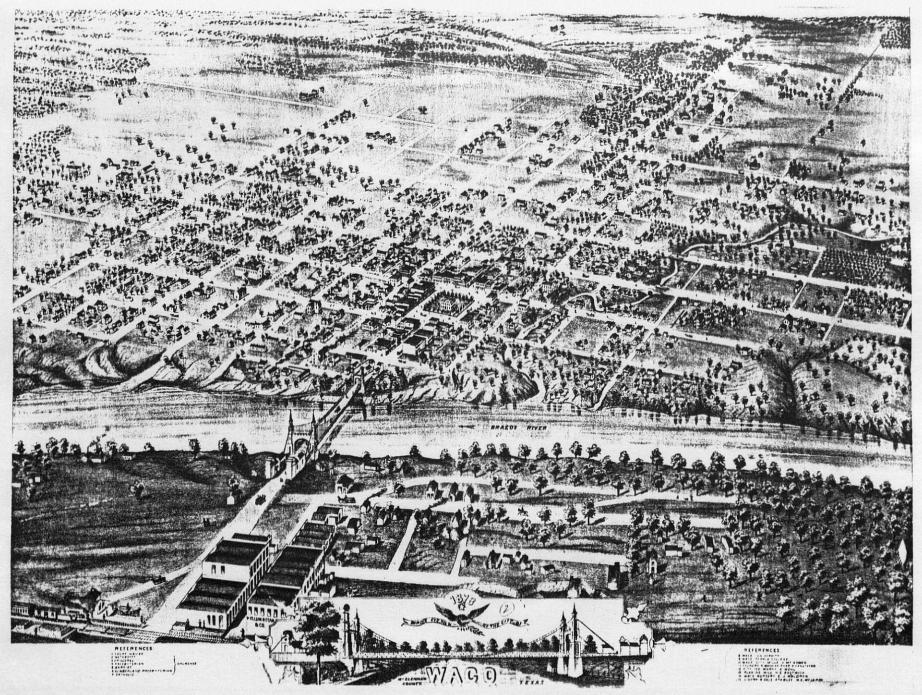
Life in downtown Waco came to an end on May 11, 1953 when a tornado struck the city. A large part of downtown was completely destroyed. The tornado could not have come at a worse time for the city. Waco, along with most other communities in the United States, was experiencing a move to the suburbs. New "shopping centers" were being built on the edge of the city where much of the new growth was taking place. Businesses, confronted with the options of rebuilding downtown or completely relocating to the suburbs, chose the latter course. The strength of the central business district had irreversibly changed. Drastic rebuilding measures were taken from 1957 to 1968 when Waco began Urban Renewal projects with the assistance of the federal government.

The most drastic step took place in 1966 with a program of clearing away all of the "blighted" areas of downtown. A massive area between Fourth Street and the river was almost completely razed, except for the City Hall. The City Hall was left in complete isolation. "Urban Renewal had torn the heart out of the city" (6).

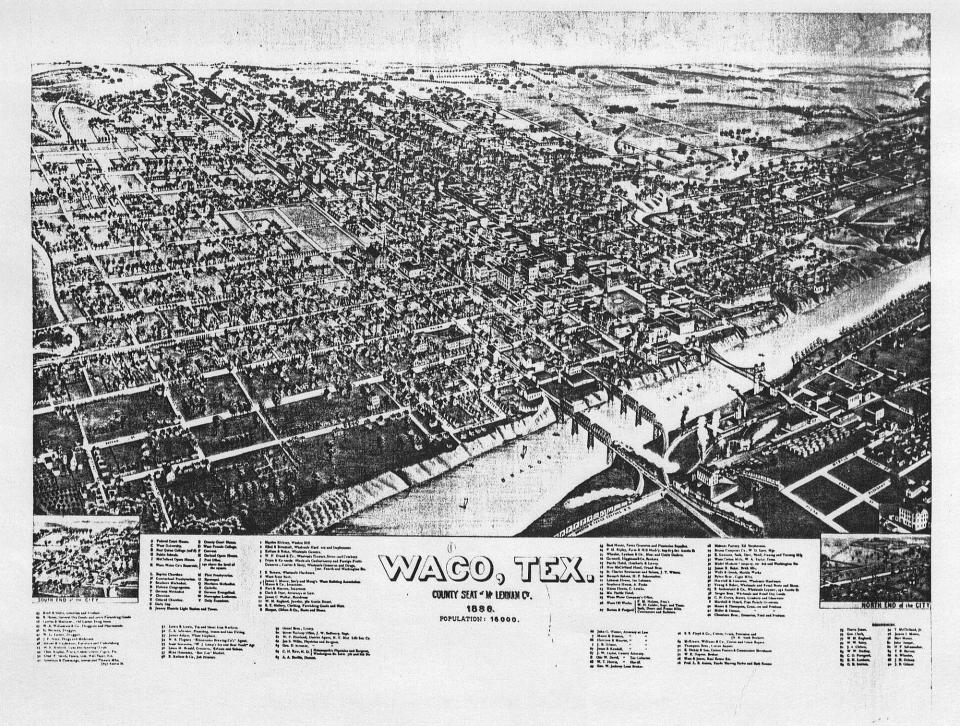
In 1971, the city decided to build a convention center near the City Hall in an attempt to create a civic/convention center for downtown. Design for the center was a response to an open space. The original pattern of the city was overlooked in a contemporary design with no reference to physical or historical context. In 1972, the Freedom Fountain was built behind the City Hall and serves as a plaza for the convention center. The fountain is a war memorial inspired by the peace actions of the city at the end of the Viet Nam war. The fountain symbolizes the importance of freedom in the languages of every major civilization (18).

In 1981 a Hilton Hotel was built next to the Convention Center at a strategic location between the suspension bridge and the City Hall. The 11 story structure looms over everything else next to the Brazos River. It has become a landmark on the Waco skyline. The disadvantage of the siting of the hotel and convention center is that they are both oriented away from downtown and to the streets. There is little to encourage circulation from the river to the central business district. Circulation is forced to go through the buildings. There are currently plans to expand the convention center into space behind the City Hall, truly creating a complex between the City Hall, convention center and the Hilton Hotel.

There are also plans for revitalizing the downtown area, particularly Austin Avenue.

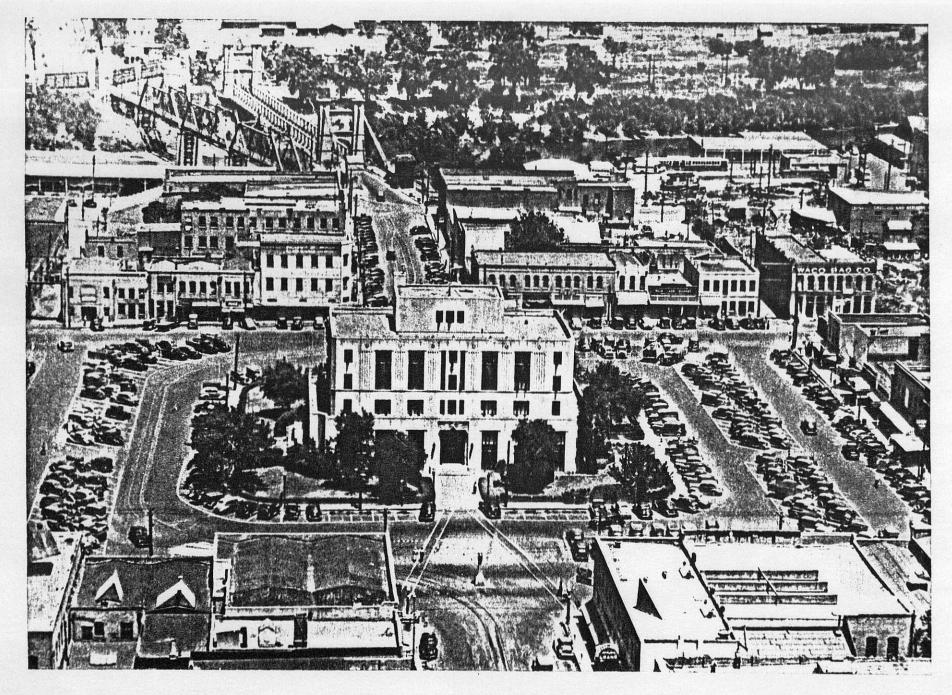


SOURCE: THE TEXAS COLLECTION, BAYLOR UNIVERSITY





THE SQUARE c. 1900



THE SQUARE c. 1940

SOURCE: WACO TRIBUNE-HERALD

RESEARCH

The research portion of this document is intended to provide the background information which will aid in the decision making process. The history of the form and function of squares provides clues to the design of a successful square. Precedents have been established which have proven to be valuable in the evolution of urban space.

The Research section is divided into three areas: Design Criteria, The American Square Tradition, and Case Studies.

The Design Criteria area has been divided into two main categories: 1) the physical dimensions of square design, which includes the shape, size and form of important squares; and 2) the human dimensions of square design, which includes the perception of squares, square activities, and factors which make human an integral part of the space.

The American Square tradition examines the history of the square in the United States from early New England Commons to County Courthouse Squares in Texas.

Case Studies provides a narrower examination of four squares in the United States. This selection of squares is limited to examples which will provide insights into the traditional nature of squares. Since the area around City Hall in Waco has been leveled there is a need to understand that which no longer exists.

Design Criteria:

A square by definition is an open space bounded by streets on all sides or the place created by the intersection of two or more streets. Although the term square is derived from the four sided form created by the crossing of streets, it is more appropriately associated with the term "place." Platea, place in latin, means a broad street. Originally, squares were created by widening streets and increasing activities associated with streets. The form of the square grew from a long period of usage and adjustment. It is not clear whether the open space was an impetus for the gathering of people or whether gatherings of people created an increased demand for open space. Squares have evolved through time by responding to the needs of users. Togation, climate, culture, and period in history have all determined how squares are used. However, some generalizations about squares can be made. These characteristics can be separated into two categories: 1) Physical dimension, which pertains to the physical elements of size, shape and form, and 2) human dimension, which pertains to human perception of space and human activities.

Physical Dimension

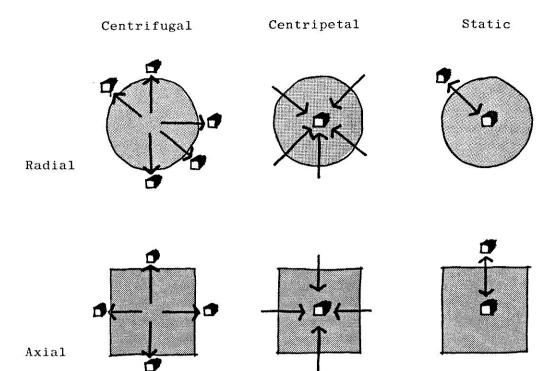
The physical dimension of urban space refers to the size, shape and form of the space; in other words, the elements which contain or define space. There are basically three elements of spatial containment: The floors, the walls, and the ceiling.

Outdoor space is no different than any other architectural space. Urban space can be compared to a series of outdoor rooms. Most successful rooms are designed to balance the space in terms of human scale. Distance from wall to wall, heights of the walls, objects within the room, serve as references people use to gauge their size in the space. People respond to rooms of space in the same way. Floors that are flat are often boring. Gentle changes in grade and pattern add considerable interest to the space. If walls are too high and the space too narrow, people can feel claustrophobic. If no devices are employed to define the limits of the sky, the space will escape from its confines.

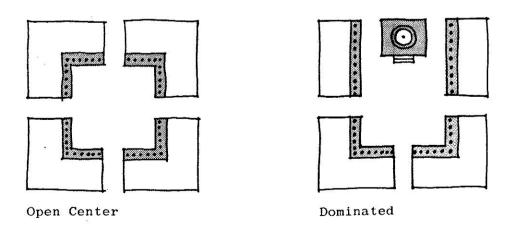
Squares are probably the oldest form of urban space. They are, in turn, subject to the same design criteria as any other space. Squares have an energy which will vary between different square types. The energy is determined by how the volume of space is generated. Space can be directional when it is generated from a specific place. There are basically two forms of squares. (See Figure 2.) One form is determined by the energy created between prominent features of the square. The other form is determined by the strength of its enclosing agents.

Centric space is created by the directional pull of objects either in or out of space. When centric space is centrifugal, the direction of energy is outward from the center of space. When the space is cetripetal, energy is directed to the center of the square. When movement is static a balance exists between two or more objects.

Enclosed space depends on an open center and is strongly



1. CENTRIC



2. ENCLOSED

CATEGORIES OF SPATIAL FORM (According to French)

defined by the enclosing structure. There is usually a clear line of demarcation between what is the square and what is not. Forces of movement are generated within the square, usually by a dominating object.

Horizontality is often a problem of large squares.

Sometimes a vertical relief can balance a square which has horizontal dullness. Vertical elements have been characterized as male symbolism. Their power is often required to achieve a balance of line and mass. Horizontal space has been referred to as female space. Low round forms give squares a receptive character. Female space is usually more open and public.

Zucker has classified squares into the following categories (See Figure 3):

The Closed Square - The primary element is its layout.

The placement of edges and their continuity is fundamental in creating a strong sense of containment.

The Dominated Square - This square is characterized by an individual structure toward which open space is directed and to which all other structures are related.

The Nuclear Square - A self-contained square. Usually there is an element powerful enough to charge the space around which tension keeps the whole thing together.

Grouped Squares - When squares are connected by either sight lines or access routes. The overall feeling is that one square flows into the other.

The Amorphous Square - The least contained form of square. Volume of space is often loosely held together. The space tends to flow around objects.

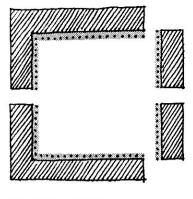
Additionally, there are four basic criteria which together make squares unique from other forms of urban space (13):

- 1) The square exists in an urban context.
- 2) The square is linked to the street system.
- 3) The square is a three-dimensional concept.
- 4) The square is a mirror of the community.

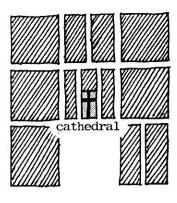
Human Dimension

The quality of a space is determined by sight, sound and smell. Human senses respond to more than the floor, walls and ceiling of a space. Space is perceived by the visualization of its limits, kinesthetic experience and sensation of movement (9). This suggests that people are equally as important as the bricks and mortar which contain the space. Therefore, designers must recognize human scale and activity as major square elements.

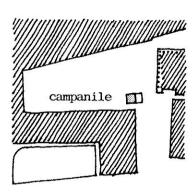
Throughout history squares have reflected the societies they have accompodated. Differences are evident from culture to



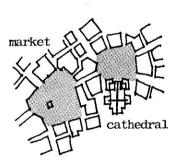
CLOSED SQUARE Place des Vosges



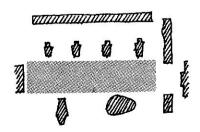
DOMINATED SQUARE
Jackson Square



NUCLEAR SQUARE Piazza San Marco



GROUPED SQUARES
Chartes Cathedral



AMORPHOUS SQUARE Civic Center, Albany

SQUARE ARCHETYPES (According to Zucker)

culture and from one time period to the next. Man's perception of space has resulted in empirical and rational square design processes. The empirical method of square design is based on a form of trial and error. The form of the square is determined by a period of usage and corrective adjustments.

The rational method of design is based on a singular commitment to form, done at one time and for all time. If the program is complete then the final design must be complete (9).

The ancient Greeks worked within the empirical method and their designs were outward, amorphous and flexible. Roman design was rational, and their spaces were more geometeric, inward and limited. A swing in thinking from one civilization to the next seems to be inherent and inevitable.

The American Square Tradition:

Early Squares in America

European models. Many settlers to the new world were city people with a basic inherent understanding of urban form. Very few towns were planned with the aid of trained professionals. Most often tradesmen, builders, or surveyors were the only people with enough skill to lay out a town. Yet, even in the most primitive conditions, there was a fundamental desire to create certain amenities of urban character. Of the amenities, the town square was the most common.

Squares in America, as in Europe, served a variety of purposes. Many squares were created for a particular usage. However, most were flexible open spaces having multiple uses. The following types of squares can be identified throughout America (6):

<u>Market Square</u> - Open space for free trade of goods.

Mainly used for trade and commerce, yet, often associated with other uses.

<u>Parade Ground</u> - Open space for military drills and parades. Often a central location for the mustering of the militia.

The Green - A multi-purpose space typically found in New England. Often served as the market, churchyard, gathering place and parade ground.

<u>Parvis</u> - A church square. Open space fronting major churches.

Residential square - Informal public space. Primarily neighborhood parks associated with housing.

<u>Collegiate square</u> - Usually a closed square within university confines.

<u>Civic center</u> - A governmental square. Usually fronting the seat of local government and administration.

<u>Mall</u> - A long rectangular pedestrian space. A connector of major spaces and buildings.

<u>Traffic Island</u> - Space at the intersection of streets.

Usually a device for traffic control.

The location of towns was often determined by existing natural conditions. Amenities, particularly water, were important factors in selecting townsites. Streams and rivers were often necessities for navigation and potable water. Squares would be situated as near as possible to the water to take advantage of water crossings, boat landings, and views. Town activities were often integrated between the square and the water (43).

The idea of open space in the town center is widespread.

Town squares are especially prevalent in Europe. The open

European square is conducive to the view of the enclosing building facades from across the square. Emphasis is from edge to edge of the square. When a structure is placed in the middle of the square, as the courthouse square in America, the view is focused on the structure. Emphasis is from the edge of the square to the center.

Density in American cities is not as great as in European ones. American space is often dominated by objects in or on the edge of the square. In Europe the space is charged by the power of defining edges.

The Central Courthouse Square

America experienced a rapid westward expansion during the nineteenth century. Many new towns were created on the open frontier. Laying out townships became a commercial venture for land brokers. It was common for squares to be established for no reason other than to serve as open sapces in real-estate subdivisions. There was an instinctive nature to place a square in the heart of a new town. Plans for the new towns were often laid out by surveyors working for land developers with a strong background in laying out gridiron street patterns. A rectangular block system was easy, efficient, and readily copied from one town to the next.

Reasons for developing and retaining squares were commercial, legal, and social. Typically, a courthouse was highly prized by land speculators because it greatly increased the value of nearby property. When a courthouse was erected on a site it would serve as the county seat, and eventually become the largest town and trade center in the region (43). When America's population moved westward onto the frontier, may new counties were formed creating a competitive environment for town builders. Land owners would use every kind of influence to have their towns

selected as county seats. A common practice was for the land owner to donate public land to the county for the courthouse and to provide a share in the profits from the sale of other land around the suare. Profits were important to raise money for the construction of public buildings. For the land owner, lots facing the square would be sold for premium prices which, in turn, improved the value of other adjacent property. Once a square was established it would be very difficult to move or abandon it. Often owners would donate public land to the county only so long as it remained the site of the county courthouse (33).

The courthouse was a magnet that attracted many people.

The first businesses on the square obviously benefitted from being near it. The growing number of businesses on the square soon became magnets and the importance of the courthouse diminished.

In many county seats there can be seen a struggle between the courthouse square and main street. The automobile encouraged the main street concept. Early squares welcomed informal marketing and supported taverns, stores, workshops, and churches. Business uses have changed over time and have moved away from the square to more spacious parts of the town. It is now common to see banks, the once pillared strongholds of the square, move to sites which can accomodate drive—through banking.

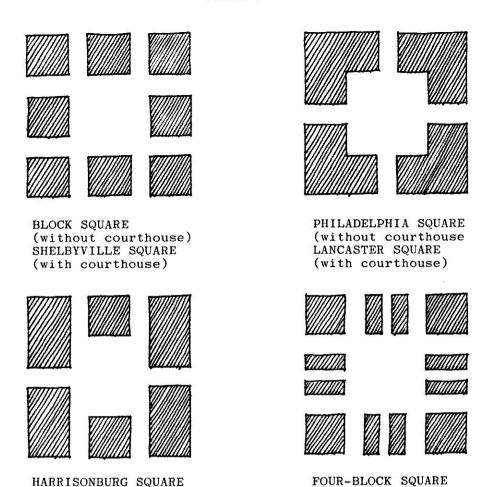
Automobile congestion is one reason for the decline of the square as a social center. "The square belongs to those who work there, those who come to do business, and those who come merely to visit and loaf. The square provides room and is a more attractive setting than a downtown devoted to business and traffic. It belongs to everybody." (26).

There are four basic types of central courhouse squares common to America. (See Figure 4.) All are based on the gridiron pattern of streets dividing the site. The square is usually a void in the pattern.

The Philadelphia Square - This type was formed of rectangular corners cut out of adjoining blocks. The type was regularly adopted in the early cities of southeastern Pennsylvania and occurs occasionally in most parts of the United States (26). The Philadelphia plan was created with no provision for any major buildings at any time during the colonial period.

The Lancaster Square - Appeared in the Pennsylvania hinterland. It is similar in plan to the Philadelphia Square except it has a direct relationship to a central courthouse. The first Lancaster plan was laid out on a site chosen for the formation of a county in 1729.

The Block-Plan or the Shelbyville Square - This plan is much simpler in concept than the Lancaster Square and it is easier to lay out. There were many block-squares which were developed without any forethought (26). The Shelbyville Square, which includes a central courhouse, is considered the prototype for countless squares laid out in the same fashion. After 1806 many block-squares were formed in Tennessee after the ceding of Indian lands. The



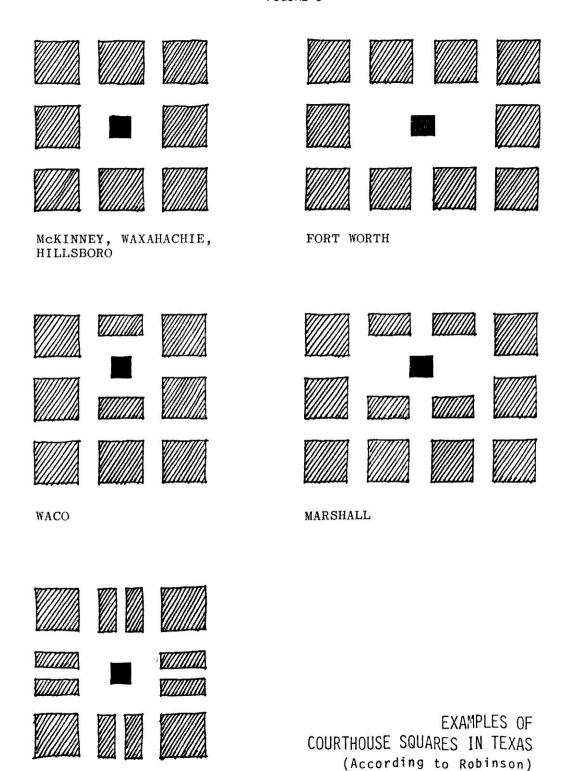
COMMON TYPES OF CENTRAL COURTHOUSE SQUARES (According to Price) Shelbyville Square became the most used square-type in America, while the Lancaster Square rarely appeared again after this period.

The Harrisonburg Square - This square is not as common as the above examples. The main difference is the shifting of the courthouse square to place the public building on axis with one of the streets.

Courthouse Squares in Texas

There are 254 counties in the state of Texas. The formation of county seats took place in a manner not unlike that which occurred in other parts of the country. The location of county seats was determined by the Texas legislature in 1845 when Texas became a state. Texans strongly believed in self-government and when the population increased, new counties were made from parts of other counties. It was the concern of many Texans to have a courthouse as near as possible. In an attempt to minimize excessive county-making, the legislature set the minimum size of a county at 900 square miles. The county was to be of such a size that every citizen might be able to travel to the county seat to vote, and return home within one day. The courthouse was also to be centrally located. A 30 mile square would permit that degree of accessibility (40).

There are several different types of courthouse squares in Texas. The most frequently used type was the Block-square or the



WEATHERFORD

Shelbyville Square. It was simply one block reserved within the grid system. Figure 5 depicts the different types of square forms in Texas.

Case Studies:

The following case studies will assist in the decision making process of a design for City Hall Square. The four squares described in this section are examples within the United States which differ in form and function.

Jackson Square, New Orleans, is an ideal example of a square that promotes the kind of activities which are anticipated in other squares.

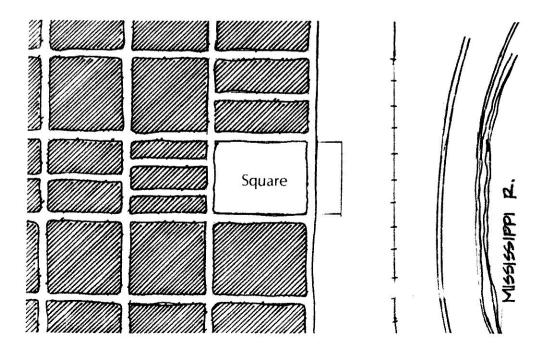
The three remaining squares are examples of central courthouse squares in Texas. The Collin County Courthouse Square in McKinney, Texas is a typical example of the block square with a centrally located courthouse. The form of this square is widespread throughout Texas and is the most common type.

The Courthouse Square in Fort Worth, Texas is an example of the courthouse being placed on center with the main street. The gridiron block system remains intact except for the central location of the courthouse.

The Town Square of Waco in 1900 was selected because it is a unique example of a gridiron system being offset to allow a central location of the square on axis with the main street. The square as described no longer exists in Waco. The City Hall is the only element that remains as a link to the old square.

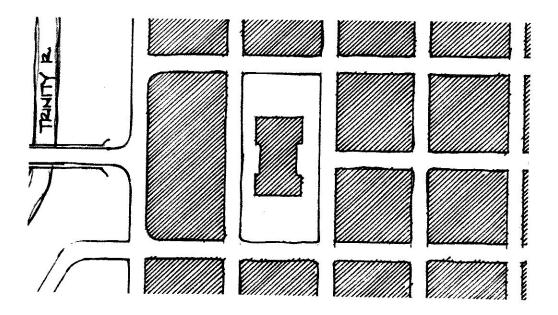
Jackson Square, New Orleans

Jackson Square is one of the oldest squares in America, yet it satisfies a contemporary need. It is an open city block with no major structures within the center. It is highly landscaped, giving it a park-like atmosphere. It is enclosed on three sides by buildings, while the fourth side looks toward the Mississippi River. The focal point of the square is the Saint Louis Cathedral. A unique feature of the square is its indirect access. The streets of the surrounding French Quarter are narrow and at pedestrian scale. One must weave through the streets before arrival. There is ample activity and sitting room for anyone in the square.



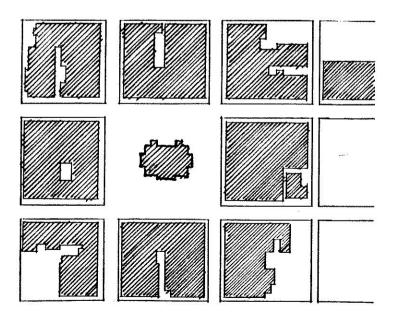
Courthouse Square, Fort Worth, Texas

The significance of this square is the strong axial relationship of the courthouse to Main Street. The courthouse is large and grand, serving as a strong terminus for the street. The square comprises two city blocks on the bluff-side of the city overlooking the Trinity River. Buildings on the river side of the square have long since been removed, opening up a strong visual connection between the square and the river. Little or no commercial activity surrounds the square. It is primarily a dignified public ground.



Collin County Courthouse Square

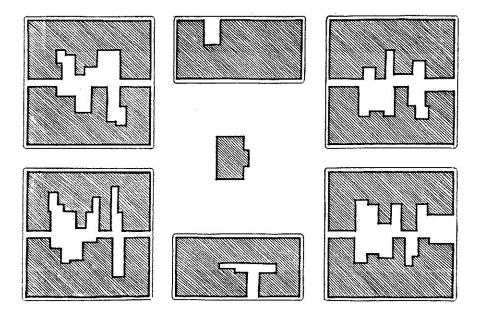
This is a typical block-square or Shelbyville Square plan. The square consists of a void in the gridiron street system. As the County seat, the square is dominated by the Courthouse in the center. Retail activity continues on the square with continuous storefronts facing the Courthouse. There are some vehicular circulation problems getting around the square because of the one-way streets and the Courthouse. Parking is inadequate for contemporary retail needs. Views of the Courthouse are not manifested until entry into the square's open space. This type of square plan is very common throughout Texas.



Town Square, Waco, Texas (before 1950)

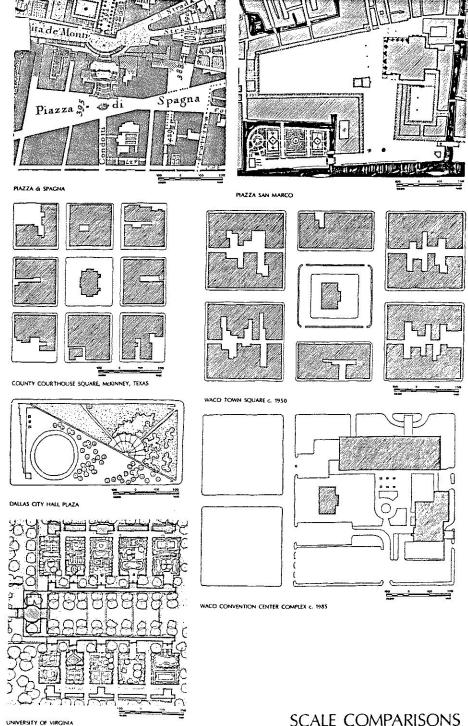
Before the tornado of 1953 Waco had a classic town square. At one time it was the site of the County Courthouse and since has been the site of the City Hall. For many decades the square was the nucleus of activity in the city. There is a strong axial relationship between the City Hall and Austin Avenue. The street proceeds from downtown and around the structure before continuing toward the river, which is two blocks away. The square was a favorite gathering place for farmers on weekends and retail activity was tailored to their needs. The square was large, but well contained.

7



Scale Comparisons

The scale comparisons chart is provided as a gauge to measure the relative size of urban open space. The current situation around the City Hall shows no elements of spatial containment. Referring to the relative sizes of other open spaces begins to suggest the location of built forms versus open space. Formal containment around the City Hall similar to the Waco town square of 1950 or the University of Virginia can be achieved in Waco with new development around the edges of the City Hall area. The scale comparisons chart only shows relative sizes in plan view and does not show three-dimensional relationships. Sectional comparisons will be needed to complete the picture.



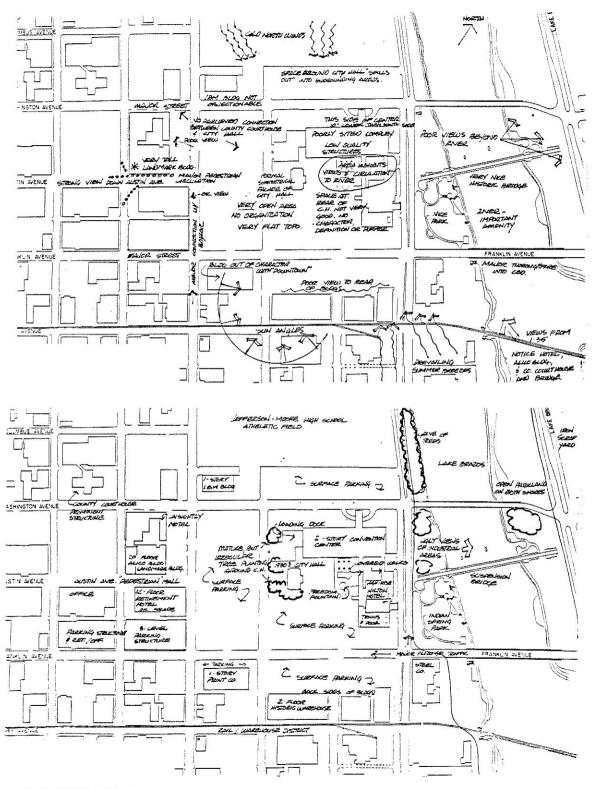
SCALE COMPARISONS

SITE ANALYSIS

This section includes an inventory of site elements and the analysis derived from the inventory. This information is used to draw specific conclusions concerning the site, which can later be used in formulating a design for City Hall Square.

Site Inventory

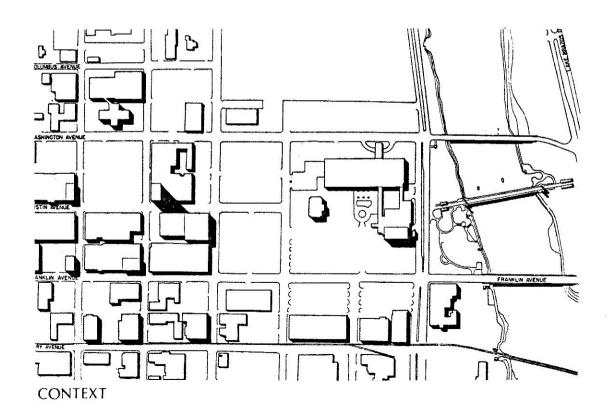
Of particular interest are the historical structures along Austin Avenue and the City Hall itself. New development along University Parks Drive is out of context with the existing urban fabric. The area around the City Hall has a wide variety of building types, sizes and shapes. Currently, the area is devoted to surface parking. Few buildings exist around the City Hall to give the area urban context.



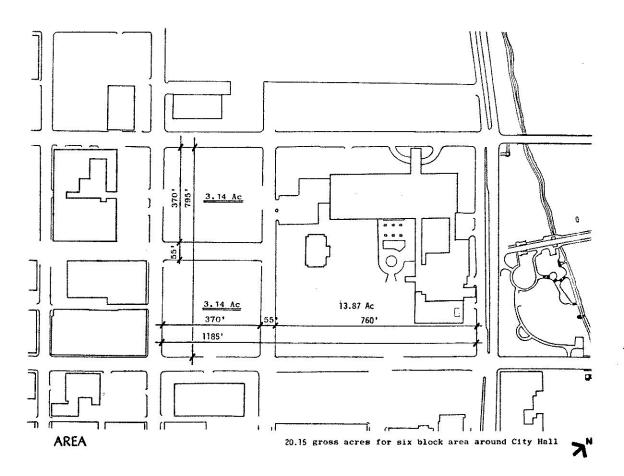
SITE INVENTORY

Context

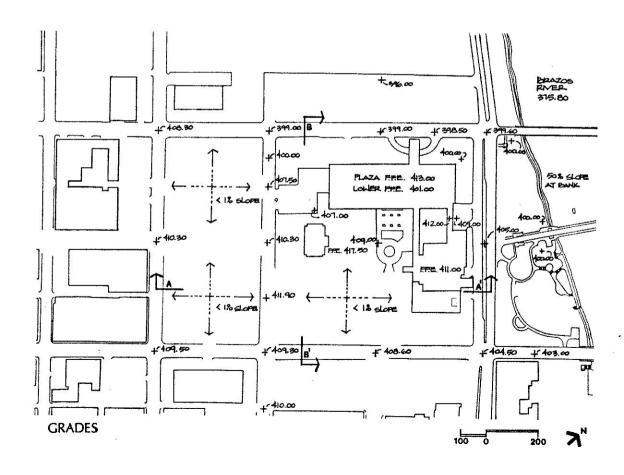
Much of the urban fabric has been eroded, particularly around the City Hall. Urban Renewal has scarred the surface of the Central Business District. Newer buildings introduced to the area have been out of character with the physical and historical context of the city. Any new development in the area should recognize and strive for patterns that are depicted along Austin Avenue.



The area around the City Hall is quite large. The city blocks are somewhat larger than is typical for the standard city block. As the 20 acres suggests there is a considerable area available for development. The open space around City Hall can be deceiving unless viewed from the perspective of tangible measurements. This diagram is enclosed to provide that perspective.

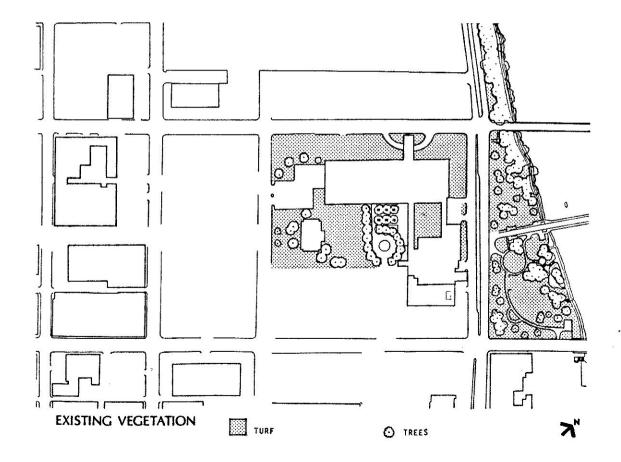


The area around the City Hall is virtually flat. The only noticeable grading change occurs along the north corner of the Convention Center. The change from the City Hall is hardly noticeable because the Convention Center has entrances on two levels. Grades toward the suspension bridge drop off sharply along University Park Drive. The plaza area between the Hilton Hotel, the Convention Center and the City Hall is at entry level for all three structures.



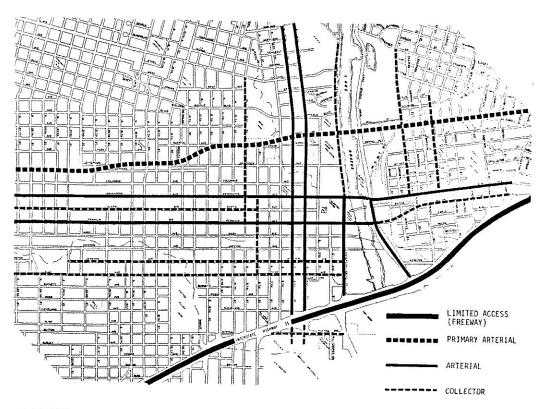
Existing Vegetation

Because the area around City Hall is devoted primarily to surface parking, there are large areas with little or no vegetation. The greatest amount of vegetation is along the Brazos River. Some turfed areas and a number of mature trees are sparsely scattered around City Hall and the Convention Center.



Vehicular Circulation

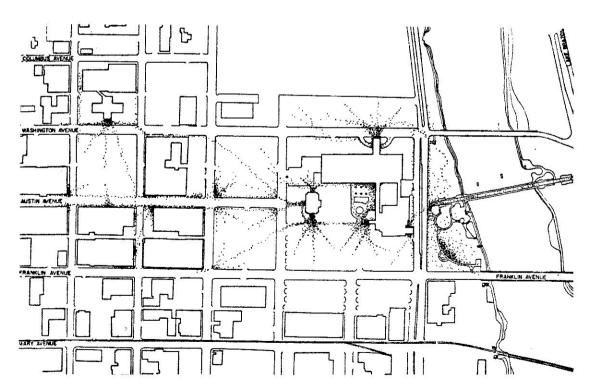
The City Hall area is in a prime location for access from major traffic arteries. Important arterial streets go around the immediate area, greatly facilitating access to the site. Of particular importance is the area's proximity to Interstate Highway 35.



VEHICULAR CIRCULATION

Pedestrian Circulation

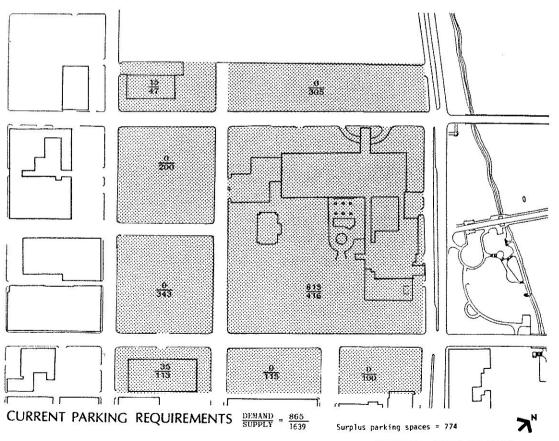
The diagram below shows the patterns and density of pedestrian movement around City Hall. Most activity is generated between parking lots and user destinations. "Hot spots" of pedestrian activity have been recorded at side entrances to the City Hall, the front and rear of the Hilton Hotel and along Austin Avenue. The wide open areas around the City Hall seem to provide no direction for pedestrian movement.



PEDESTRIAN CIRCULATION

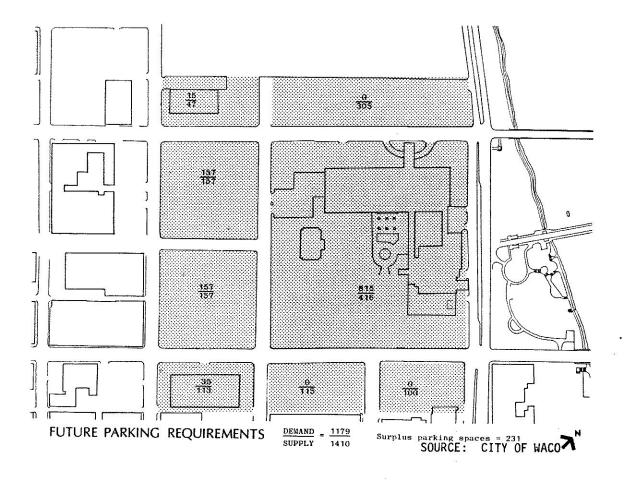
Current Parking Requirements

Currently the area around the City Hall is vacant open space and utilized as surface parking. As the illustration depicts, there is currently a large surplus of parking space. If any development should occur in the area, there will probably not be a need for parking structures in the near future.



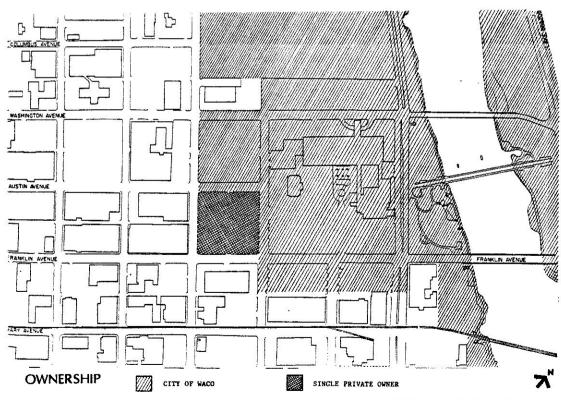
Future Parking Requirements

The figure below reflects what would happen if parking was eliminated from the two large vacant blocks west of City Hall. If development should occur on these two blocks, there would still be a surplus of parking in the immediate area.



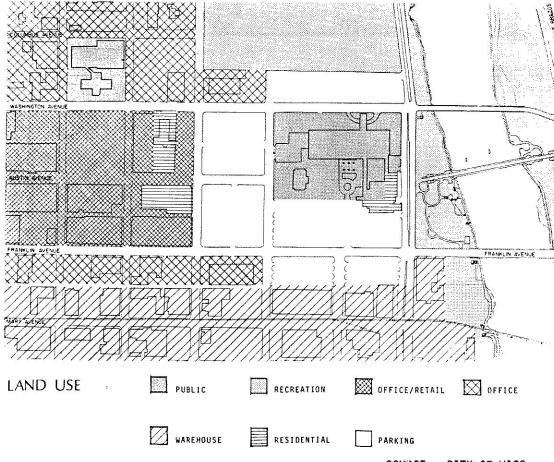
Ownership

Since Urban Renewal, the City of Waco has been a major land owner in the downtown area. Consequently, any development around City Hall will be determined through city government channels. The one remaining block not owned by the city is privately controlled. The fact that only two land owners are involved in any transaction concerning this area greatly enhances ease of development.

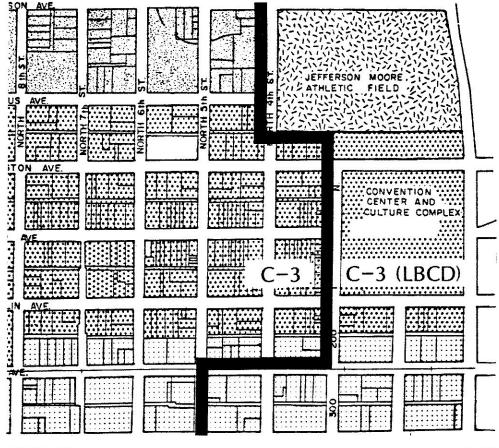


Land use

Major uses around the City Hall are currently public land use and surface parking. Cohesive areas of office, retail and warehouse space break down in contact with the open space around City Hall. A major amenity exists along the Brazos River in the form of recreational space. Future uses around the City Hall are likely to be public oriented. However, a mix of surrounding uses around the City Hall would be desireable.



The Central Commercial District (C-3) is intended to provide a wide variety of businesses, residential and civic activities within the central core area of Waco. A mix of functions including retail, service, office and residential is encouraged. The Lake Brazos Corridor District (LBCD) is intended to insure that development in the Lake Brazos Corridor is oriented toward quality recreation, convention, tourism, housing and office facilities. This special district designation is in addition to C-3 zoning regulations already mentioned.



ZONING

Site Analysis

The following site analysis examines the existing conditions in downtown Waco, Texas which have a direct bearing on any design decisions. An inventory of existing conditions provides basic information which is least likely to change during the course of the design. The analysis section is a description of site conditions based on personal observation and interpretations of existing documents.

The site analysis is based on data presented in this document. Historical, physical, and social factors were studied to provide the following results.

Waco has a vivid history. Events that took place around the City Hall were especially dynamic. Respect of, and reference to, historical events should not be ignored in designing a City Hall square. The area around the City Hall is the original town site and almost every major event in the city's history can be connected with this site.

The City Hall square can be classified and compared in terms of the development of squares throughout the world. Until recently the Waco square was considered a Closed square because of the strong containing storefront elements. Although the containing elements have been removed, the axial structure of the place remains. The City Hall acts to create an axial centripetal organization of the area. Square functions were shared by governmental and mercantile organizations. Today, municipal activities are the only thing keeping the square alive. As with many other squares, the Waco square has a strong connection with a

river. This connection is reinforced by the presence of the suspension bridge.

In American terms, the Waco square fits the Harrisonburg square type. It is based on the grid system with a central square block on center with a major street. This creates a strong axial relationship between the street and the square.

The development of the square in Waco has followed the rational process, which means that a particular square form was developed at the beginning of the town's history and remained relatively unchanged through time. Current development is following an empirical process, which demonstrates a trial and error epistomology. Each stage of development occurs out of context with the area as a whole.

In reviewing the case studies and scale comparisons, it becomes apprarent that the current situation around City Hall can be altered to create a space that can provide for future development and a distinctive public open space in keeping with Waco's historical heritage.

The site inventory indicates that physically a square can be created without major changes to the site. The site is relatively flat has little vegetation and few structures. Only the area between the Hilton Hotel and the Convention Center will need to be altered to open the space for circulation. Zoning, land use and ownerships to encourge the creation of City Hall Square are already in place. The City of Waco is the major landowner, and as such, can be a catalyst for getting the project started.

Major vehicular circulation patterns revolve along major streets surrounding the square area and do not dissect any part of the area. Only low volume short streets cut through the site.

Major pedestrian circulation occurs along the south side of City Hall between the hotel and downtown. This volume of traffic can be redirected in a more direct route to the suspension bridge.

There is currently ample parking in the area because of the large open lots. Open lots across Washington and Franklin streets can be used for structured parking as the need arises. An increase in parking demand can be accommodated within development occurring on the vacant blocks adjacent to City Hall.

DESIGN OBJECTIVES

The following design objectives are intended as conceptual guidelines for the design of City Hall Square. The basic elements of the square are described to provide a framework for design decisions.

Form

Buildings and trees should be used to clearly define spaces. The square should be centered around a large formal open space. Buildings should be multi-level to have the height required to contain the central open space yet should be low enough to reinforce pedestrian scale of the square and provide continuity with the buildings along Austin Avenue.

The formal symmetry of the City Hall requires a formal response from the square. The relationship of Austin Avenue and the City Hall should have a direct bearing on the location, size, and character of the central open space/plaza. The City Hall is oriented to the west, away from the river and toward the Central Business District. The plaza should respond accordingly. The space behind the City Hall has an informal, asymmetrical configuration. Current structures between City Hall and the river should be removed to create a space that is receptive to the river and to encourage access to the City Hall area. Its form will be dictated

by the irregular placement of the convention center and the hotel.

New development should occur as an edge around the central plaza. It should be continuous (no gaps) and aligned in such a way as to give form to the plaza. A formal boundary around the plaza should be established as a no-build line to prevent any development from encroaching in upon the plaza.

Activities

The square and surrounding development should provide for and encourage a wide range of activities. A balanced mix of uses is desired to provide a large number of people on a regular basis. The square will need to be an activity generator and a people magnet. Office workers, tourists, conventioneers will expect variety and novelty in the type of activities available in the square area. Although retail business will be the main activity, special facilities will be important for the overall success of the square. Civic theater, municipal museums and art galleries will associate specific activities to the square, resulting in a steady influx of people to the square.

Access

The main point of access to the square will be from Austin Avenue because of the direct relationship of the street and the City Hall along a strong central axis. A gateway should be created at the intersection of Austin Avenue and the outer

boundary of the square. An equally important entry to the square will be from the Suspension Bridge through the Convention Center/Hotel complex. Access will not be as direct because certain physical and visual obstacles exist. A grade change will need to be overcome between street level and square level. Symbolically, this entry should rank along with the Austin Avenue gateway.

Other avenues of entry will be along the north and south sides of the square at Third Street and be oriented to the square at right angles to the Austin Avenue axis. In addition, distinct access points should exist at or through surrounding buildings and parking structures.

Circulation

A major pedestrian link is needed between the CBD and the Brazos riverfront. It should be strongly defined and clearly laid out. Special pavement, trees, gateways, signs, etc should be used in ways that reinforce the psychological connection of the CBD to the river as well as facilitate the ease of movement through the square. A strong internal circulation system will also be needed for the movement of people and automobiles between various activities. A continuous connector should exist around the perimeter of the square. This can be physically achieved by the use of trees and canopies, light fixtures, pavement, banners and particularly a considerable amount of continuous retail frontage.

Circulation to and from the square should be directed to

the relationship of internal and external activities. There are important landmarks, historical structures, entertainment and retail areas which should be linked to square activities. Circulation to and from parking areas should be as pleasant an experience as possible. Parking should be close, safe and easy to locate.

History/Image

The history of Waco should be reflected wherever possible in the overall design of the square. Objects, materials, orientation, symbolism, character and purpose should be integrated to reinforce the theme of the square as being a significant part of the city's heritage. This heritage can be traced through, and represented by, the square itself.

The square should serve as the heart of the city. The history of the square as the heart of the city should not be neglected. The square should be public oriented. It should served as the focal point of civic pride and be made accessible to all people. A character and quality worthy of state and regional distinction will be evidenced in City Hall Square.

Planting

Trees are to be provided because of their advantage of shading people, modifying the microclimate, softening the hardscape elements of the square and serving as form-giving

elements. The arrangement of the trees will reflect the nature of the spaces in which they are located. Formal rows are appropriate for the central plaza, while informal groupings are proper for park-like areas.

Parking

The design should attempt to minimize parking and pedestrian conflict. Vehicle access to parking structures should be limited to the outer perimeter of the adjacent development away from the square.

Parking structures should have a compatible facade with adjoining structures. Its appearance as a parking structure should be minimized or avoided by conforming to the standards and themes set by the other structures in the square.

Parking structures need to be of adequate height to maintain a form-giving edge to the square.

Ground level parking stuctures facing the plaza area should be devoted to retail use. "Dead" spaces should not exist along any development facing the square.

Surface parking may be permitted in a limited fashion within the square. However, it must be designed in such a way as to enhance the use and character of the square. Parking within the square must be able to be closed off to use during outdoor activities.

Lighting will be a very important element in square furnishings because of its effect on nighttime activity. To be fully successful the square should be functional during all hours of the day. Tourists visiting the city should not be discouraged from being in the square in the late evening. The primary concern with lighting is security. All areas of the square will need to be illuminated. All attempts should be made to avoid dark, out-of-the-way places. All connections to and from the square must also be lighted to ensure the safety of the public.

The character and mood of the lights is determined by human scale. Tall, wide-area lighting should be avoided. The number of light fixtures must be adequate to provide complete and uniform coverage without being obtrusive.

The light units should be integrated as a square unifying element. Also, the lights should be coordinated with other site hardware and furniture.

PROGRAM

The following is an outline program of the elements and activities which will be incorporated into the design of City Hall Square, Waco, Texas.

I. Activities: People Oriented

- A. Public Open Space Plaza for festivals, speeches, events, concerts, recreation.
- B. Convention/Tourism Provide for convention center expansion, special events center, attractive environment for out of town visitors.
- C. Civic Provide for city hall expansion.
- D. Entertainment Encourage theater/symphony/ opera activity, outdoor concerts.
- E. Restaurant Encourage eating facilities, restaurants, cafes, street vendors.
- F. Commercial Encourage specialty shops, book stores, galleries.

II. Circulation:

A. Major link between Austin Avenue and Brazos
River.

- B. Pedestrian Primary, secondary, service.
- C. Automobile Access to square by car.
- D. Organizational system Hierarchy of movement.
- E. Scale and widths of walks and streets.
- F. Relationship of various activities ease of movement.
- G. Movement from parking to square ease and safety.
- H. Movement through or around buildings at edge of square.
- Directional information signs, kiosks, pavement, gateways.

III. Form:

- A. Buildings to create space around city hall.
- B. Trees to reinforce spaces, define edges.
- C. Center to be open public space.
- D. Perimenter to encourage pedestrian activity.
- E. Edge to have minimum height standards to define edge.
- F. Symmetry of city hall and Austin Avenue to advocate form of square.
- G. To be determined by either new development, hotel/convention complex, or both.
- H. Formality with respect to city hall and informality to zones of activity around square.

IV. Access:

- A. Arrival from Austin Avenue gateway from Main Street to square.
- B. Access through hotel/convention center open space between both facilities.
- C. Side access from Washington and Franklin Avenues.
- D. Access through buildings enclosing the square.
- E. Procession/series of events to enter square.

V. Parking:

- A. Avoid deficit parking create new parking to offset eliminated parking and new demand created by additional development.
- B. Public versus private parking.
- C. Minimize walking distances established from parking to square.
- D. Integrate parking into adjacent development structured parking as part of an urban framework.
- E. Parking structures with ground floor public use retail, restaurants, etc.
- F. Phased surface parking situated to be least obtrusive.
- G. Surface parking around square which can be converted to public use - curbless edges, special paving, can be closed off by bollards.

VI. Image: Public Oriented

- A. Symbolic center of city, focal point.
- B. Historic connection with Waco's past.
- C. Active public space for regional events and human scaled spaces for personal retreat.
- D. Hub of activity for Austin Avenue, Brazos River, and future development.

VII. Spaces:

- A. Large open public space for events.
- B. Human scaled spaces for personal use.
- C. Scaled to meet city-wide needs.
- D. Interconnected spaces plaza to arcade, hotel/ convention center, and Austin Avenue.

VIII. Users:

- A. Municipal employees.
- B. Downtown workers.
- C. Tourists/conventioneers.
- D. Recreationists.
- E. General citizenry.

IX. Art:

A. Locations for sculpture.

- B. Street artists.
- C. Art shows.
- D. Galleries as adjacent use.

X. History:

- A. History of original square.
- B. History of Waco and its people.
- C. Context relationship of square to rest of city.
- D. Commercial importance.
- E. Civic importance.

XI. Comprehensive plan for Square.

- A. Cooperation of owners and users.
- B. Guidelines for adjacent development around square.
- C. A flexible, responsive plan.
- D. Encourage mix of uses.
- E. Plan for phased development basic design to stand alone if necessary.

XII. Site furnishings:

- A. Seating.
- B. Trash recepticles.
- C. Bollards.
- D. Drinking fountains.

- E. Light standards.
- F. Flag poles.
- G. Clocks.

XII. Site structures:

- A. Arcades.
- B. Canopies.
- C. Fountains.
- D. Kiosks.

CONCLUSION

The value of the City Hall Square project lies in its potential as a tool for re-evaluating the changes that have been made around the City Hall and a careful consideration of the kinds of changes that will take place in the future. A physical design for a square will invariably have its supporters and its opponents. The important issue is, will the effort be made to create a city which will have distinction and quality. The history of Waco traces the life of a city with a rich heritage. When times were bleak during Reconstruction the people of Waco found the means to build the suspension bridge over the Brazos River. It was a daring move at a time of economic unceratinty and a suspension bridge was a unique idea. As a result, Waco greatly benefited from increased traffic over the river. Today, the suspension bridge has become a symbol of the city itself.

The site around the City Hall has enormous potential for symbolizing the Waco of the future. Careful development of the site with emphasis on the quality of life which will be created by the development could reestablish downtown as the hub of the city.

The history of urban spaces provides clues to what makes a good square. The Square is one of the oldest forms of urban space. There are many types of squares to look to as a guide depending on their purpose, location, climate, and culture. Buildings alone do not make proper spaces. Along with the

physical framework comes planning for human activity. People are the most important element in the design of urban space.

America has a tradition of Public Squares which are unique to our land and our culture. The American Courthouse Square has become embedded in the American consciousness. Almost any small town in America can exhibit characteristics of the Courthouse Square. Life evolved around the square and continues to do so in many small towns.

Objectives for City Hall Square are presented as guidelines for what should be included in the square. Since there is no context from which to define a square, new development will need guidelines to create the necessary enclosure. Currently, there are one-story buildings futilely holding the edges of the open space. The Hilton Hotel rises toweringly over City Hall. The Convention Center sprawls across the site, disregarding the gridiron system which has been so prevalent over time. Hopefully, these are examples of what to avoid in the future development of the western side of the City Hall.

Circulation should be tailored to the pedestrian in the city. Sense of direction, ease of movement, and enticement to move are special considerations for any square. A particular problem for Waco is the establishment of a link between the central business district and the Brazos River. The CBD has a unique character and a purpose like no other city and the river is an unequalled amenity. Providing a connection between the two is a primary goal.

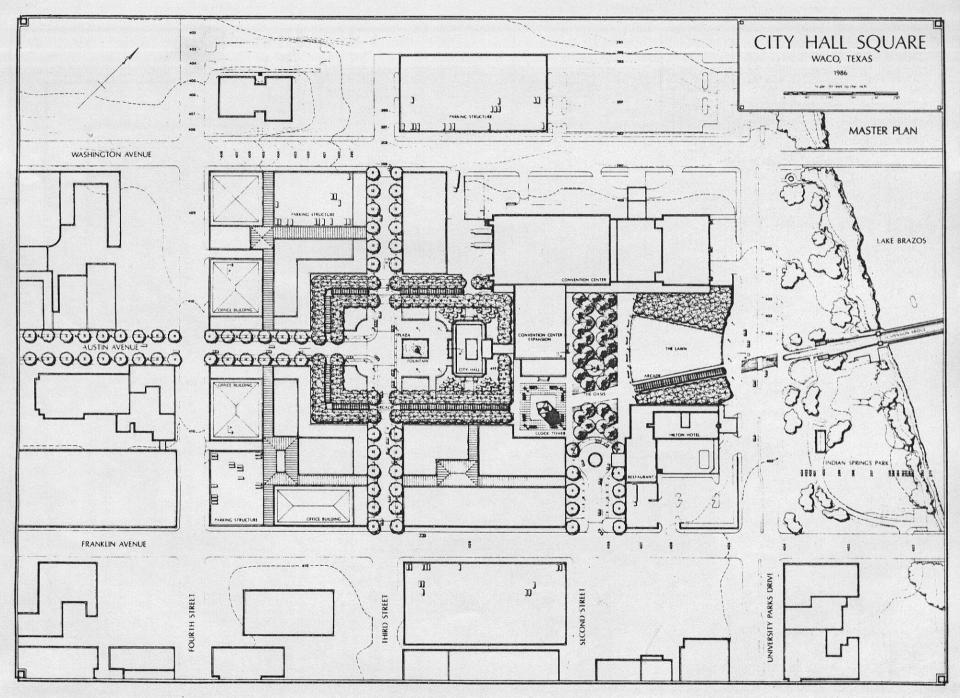
Access to the square should be preserved via Austin Avenue.

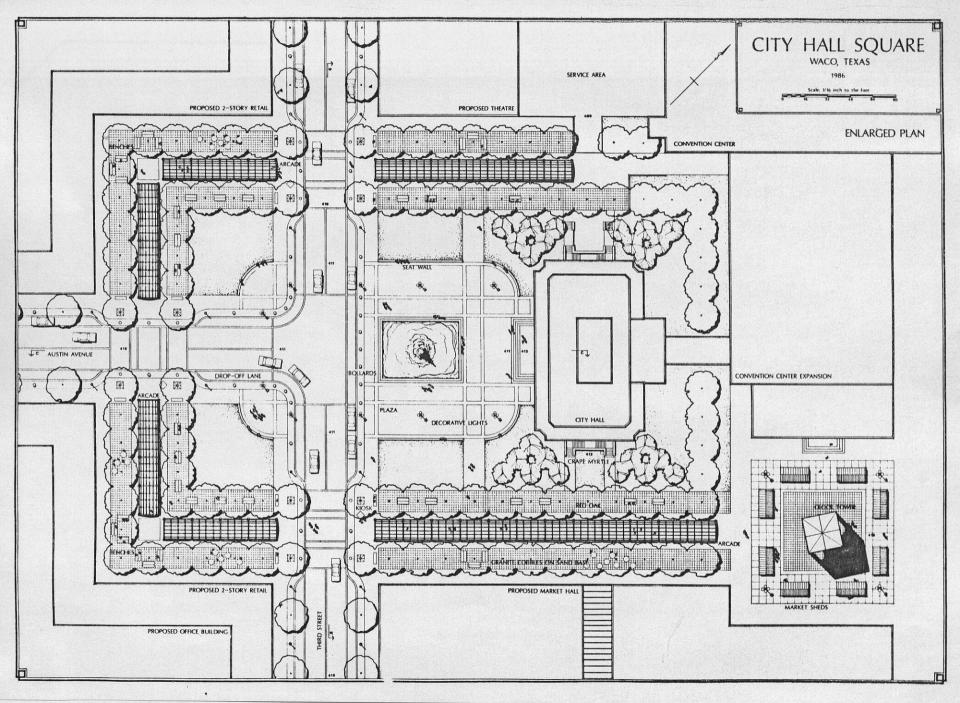
This primary pedestrian corridor is the axis and the square is the terminus.

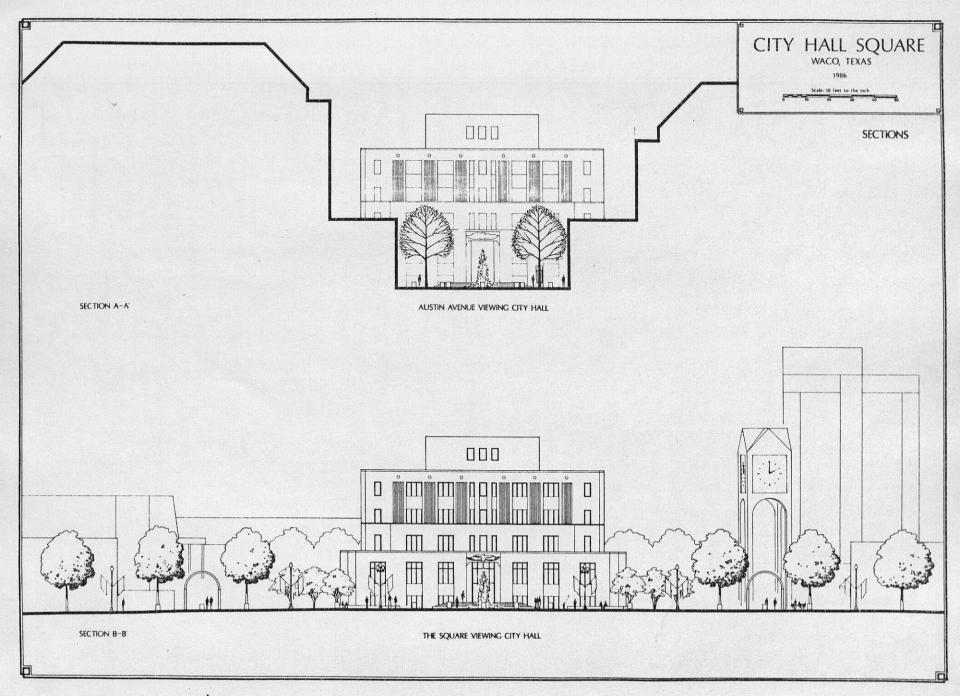
A successful square should have a wide mix of uses and activity. People attract other people and if the square is to be an activity generator there need to be facilities which encourage crowds of people. Events are a valuable means for bringing people to an area. Once again the square can be a gathering place for people.

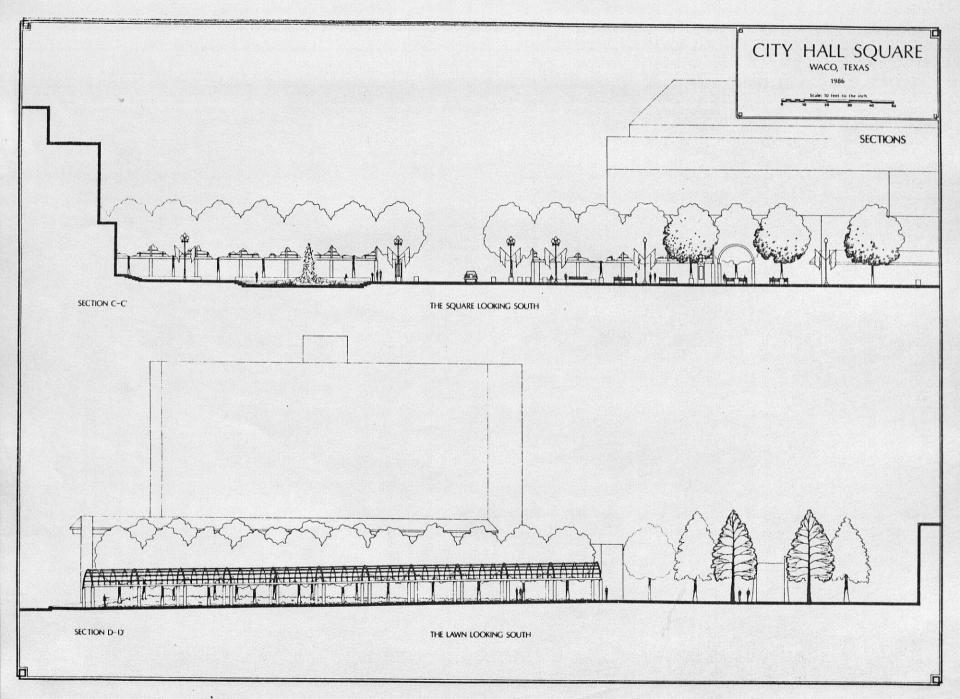
The image and history of Waco should be reflected in the square. The design should be reflective of the indigenous culture of the area. Square in other parts of theh world should be viewed as examples and not as elements which can be imported and retrofitted into an alien location. Flexibility and responsiveness will be assurance of a public gathering place for future generations.

APPENDIX





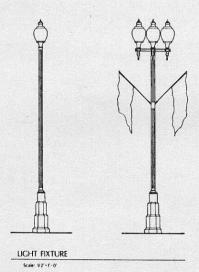


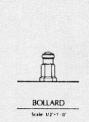


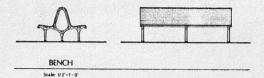
CITY HALL SQUARE

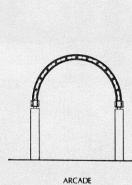
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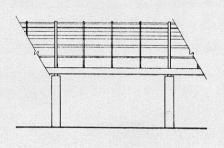
DETAILS









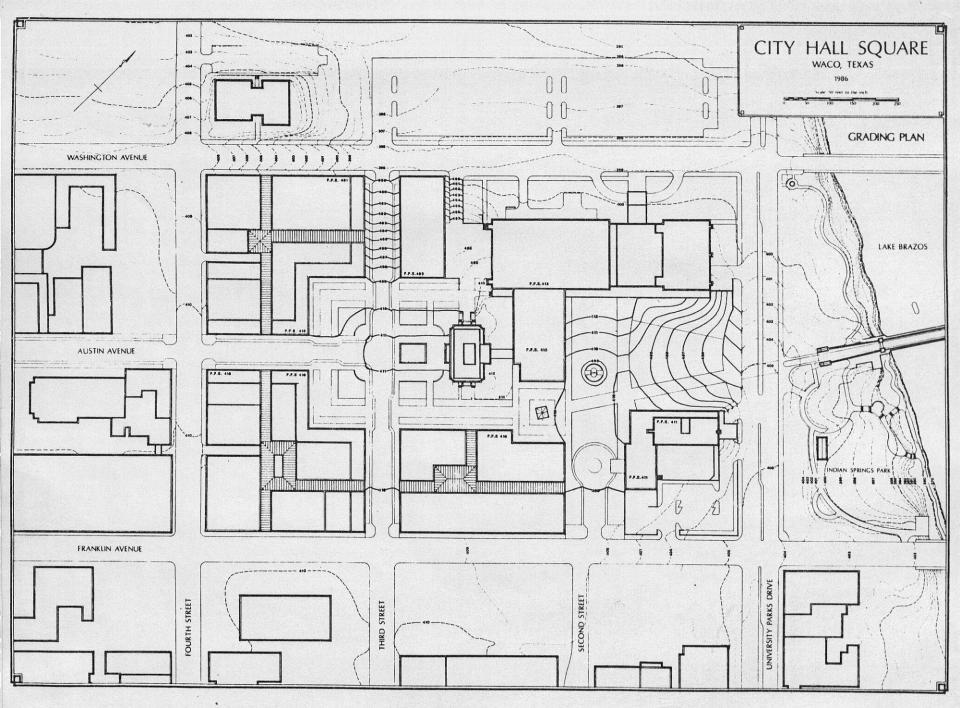


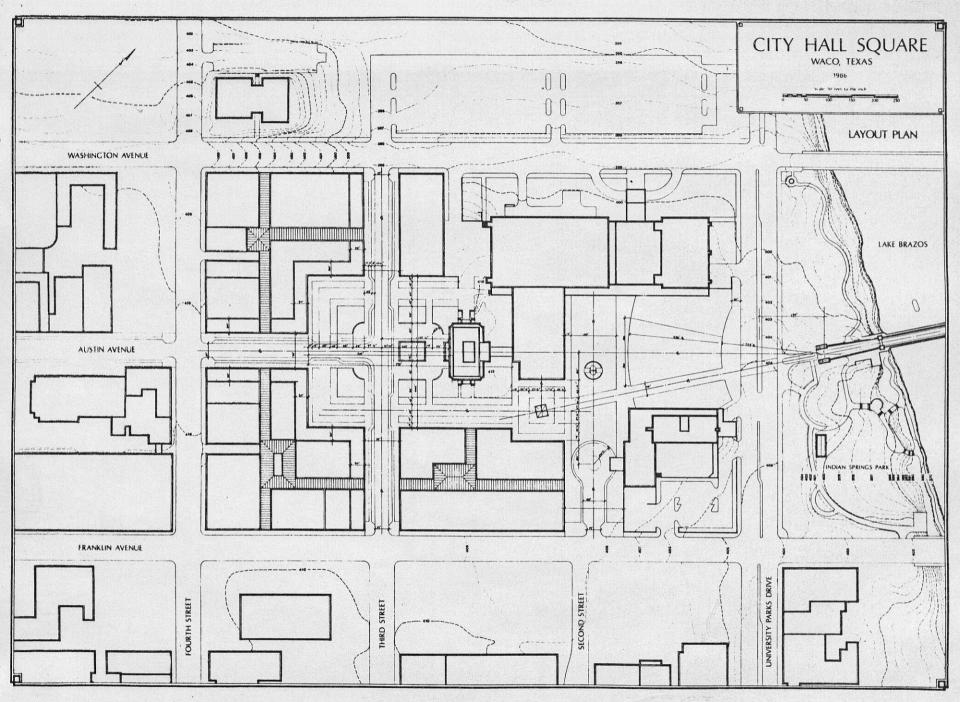


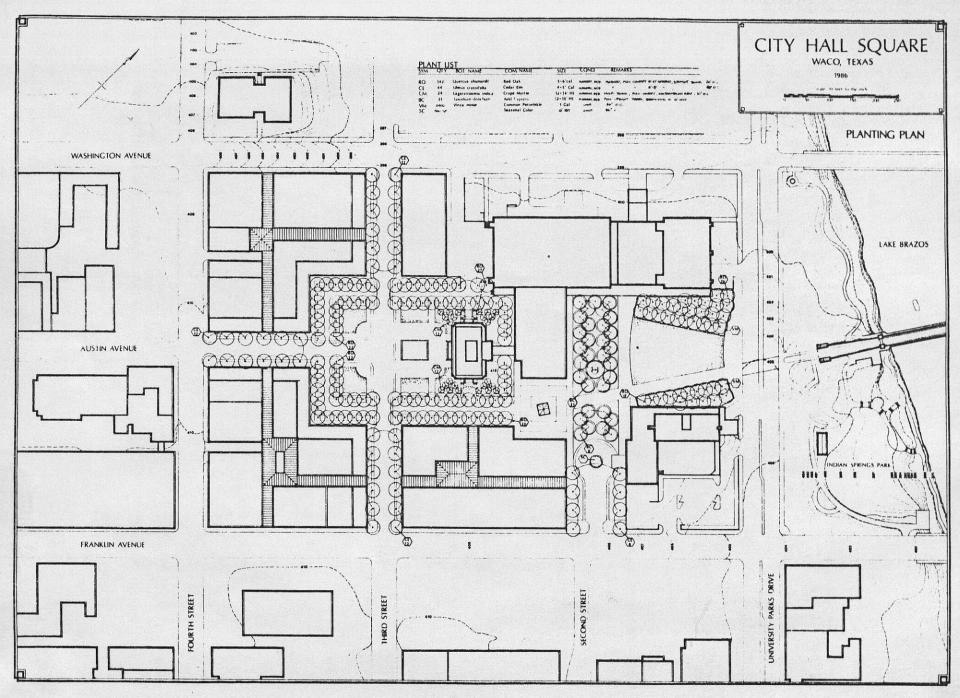
CLOCK TOWER Scale: 1/4'-1'-0'

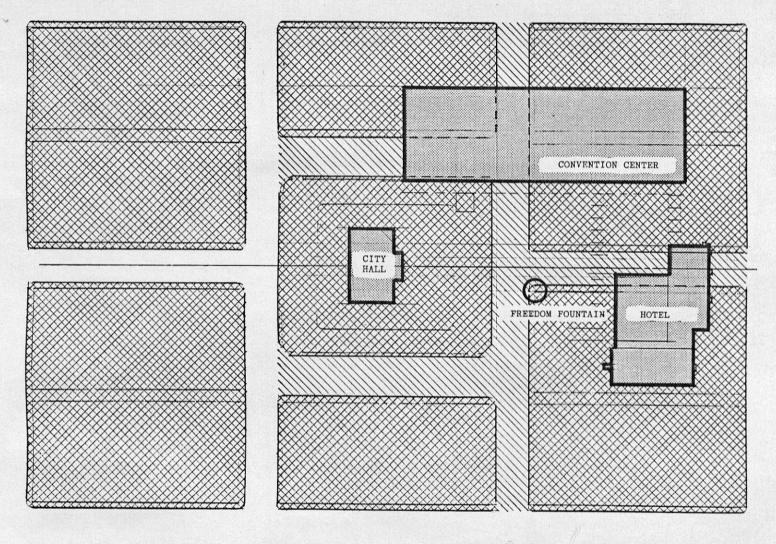
Scale: V4'-1-0'

Scale: 1/2'-1'-0'







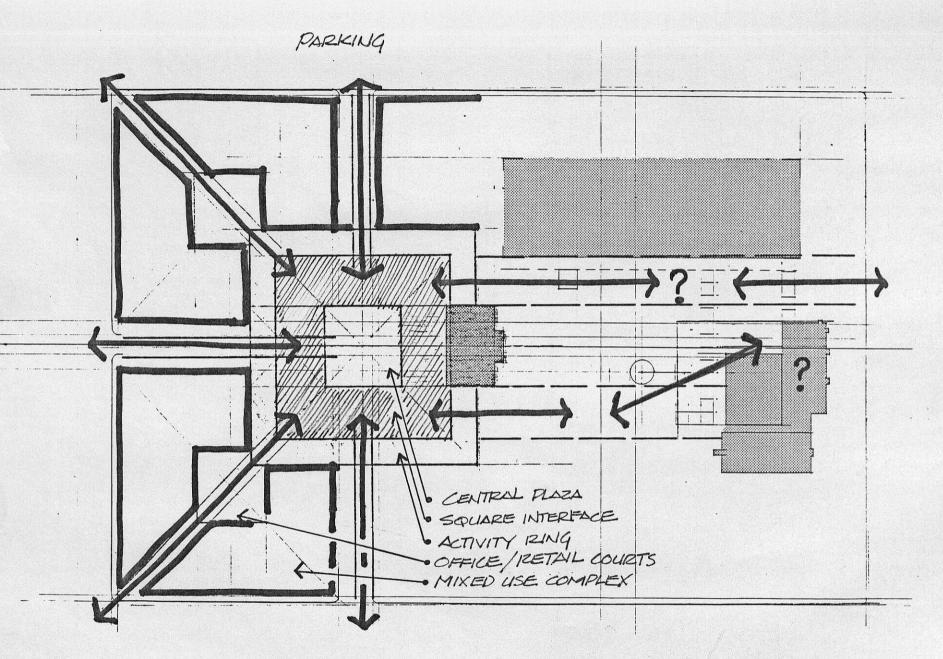




CURRENT CONFIGURATION

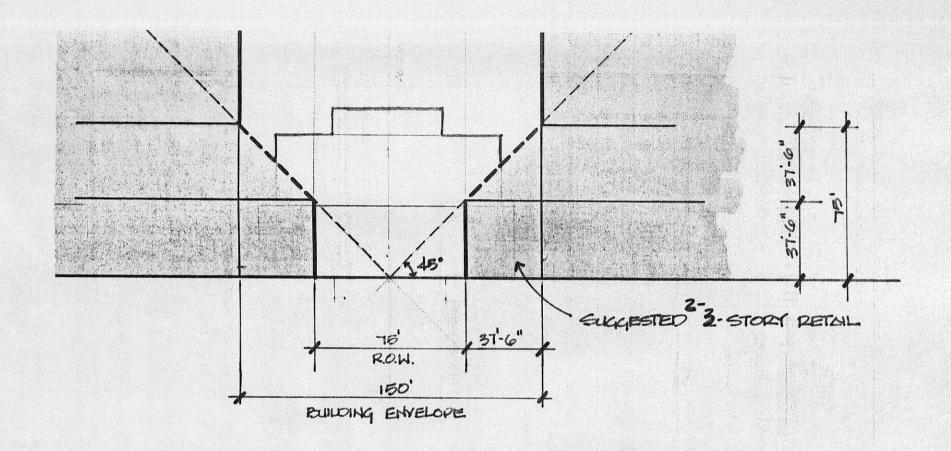


TOWN SQUARE c. 1950



PARKING

SQUARE CONCEPT



AUSTIN AVENUE BLDG. GUIDELINES

1" - 50

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