



# City of Terrell

## 2017 Comprehensive Plan



**December 2017**



Prepared by KSA in association with:

Catalyst Commercial  
Livable Plans and Codes  
LEE Engineering  
Pavlik & Associates  
Public Management, Inc.

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**ORDINANCE NO. 2717**

**AN ORDINANCE OF THE CITY OF TERRELL, KAUFMAN COUNTY, TEXAS, REPEALING ORDINANCE NO. 2118 IN ITS ENTIRETY BY ACCEPTING AND ADOPTING A NEW COMPREHENSIVE PLAN TO BECOME EFFECTIVE UPON ITS PASSAGE AND APPROVAL; PROVIDING FOR SEVERABILITY; PROVIDING A PENALTY; PROVIDING A SAVINGS CLAUSE; AND FINDING AND DETERMINING THAT THE MEETING AT WHICH THIS ORDINANCE WAS CONSIDERED WAS OPEN TO THE PUBLIC AS REQUIRED BY LAW.**

**WHEREAS**, the City Council of the City of Terrell, Texas retained a professional planning consultant to assist it in the preparation of a new Comprehensive Plan for the City of Terrell; and

**WHEREAS**, the City Council appointed the Planning and Zoning Commission to guide in the preparation of a workable Comprehensive Plan for the City of Terrell; and

**WHEREAS**, the Planning and Zoning Commission reviewed and studied recommendations made by the Planning Consultant for the new Comprehensive Plan; and

**WHEREAS**, the Planning and Zoning Commission, following a process of review and refinement, and after a public hearing held on the 28<sup>th</sup> day of November, 2017, in which notice of the meeting was published in the official newspaper, where major issues about the Comprehensive Plan were presented and all persons were given the opportunity to present verbal and written testimony, the Planning and Zoning Commission recommended approval of the Plan to the City Council; and

**WHEREAS**, the City Council conducted a public hearing on the 5<sup>th</sup> day of December, 2017, in which notice of the meeting was published in the official newspaper where major issues about the Comprehensive Plan were presented and all persons were given the opportunity to present verbal and written testimony, and

**WHEREAS**, the City Council considered this testimony and approved the Comprehensive Plan.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF TERRELL, KAUFMAN COUNTY, TEXAS:**

## **SECTION I.**

### **A. General Requirements:**

That this Plan is intended to constitute the Comprehensive or Master Plan of the City of Terrell, Texas for all matters related to long-range guidance relative to zoning decisions, land subdivisions, thoroughfare construction, and growth management.

### **B. Purpose:**

That the Comprehensive Plan, including the Future Land Use Plan, Thoroughfare Plan, Density Plan and all the maps which are attached hereto and incorporated herein for all purposes is hereby adopted by the City Council as a guide and public policy.

## **SECTION II.**

### **A. Severability:**

If any section or part of any section or paragraph of this Ordinance is declared invalid, or unconstitutional for any reason, it shall not invalidate or impair the validity, force or effect of any other section or sections or part of a section or paragraph of this Ordinance.

### **B. Penalty:**

It shall be unlawful and a violation of this Ordinance for any person to whom a lawful order is given under this Ordinance to fail or refuse to comply therewith. Any person who shall violate the terms and provisions of this Ordinance, upon conviction thereof, shall be deemed guilty of a misdemeanor and shall be punished by a fine not to exceed two thousand dollars (\$2,000.00) with each day this Ordinance is violated constituting a separate offense.

## **SECTION III.**

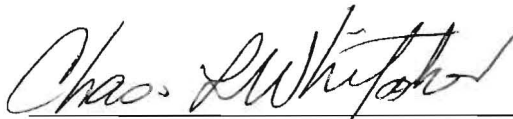
It is hereby declared to be the intention of the City Council that the sections, paragraphs, sentences, clauses and phrases of this Ordinance are severable and, if any phrase, clause, sentence, paragraph, or section of this Ordinance shall be declared unconstitutional by a valid judgement or decree of any court of competent jurisdiction, such unconstitutionality shall not affect any of the remaining phrases, clauses, sentences, paragraphs, and sections of this Ordinance, since the same would have been enacted by the City Council without the incorporation in this Ordinance of any such unconstitutional phrase, clause, sentence, paragraph, or section.

**SECTION IV.**

This Ordinance will take effect immediately from and after its passage and the publication of the caption as the law in such cases provides.

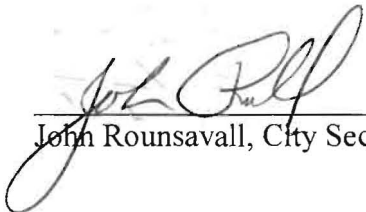
Passed and Approved on this the 11<sup>th</sup> day of December, 2017.

Passed and Adopted on this the 2<sup>nd</sup> day of January, 2018.

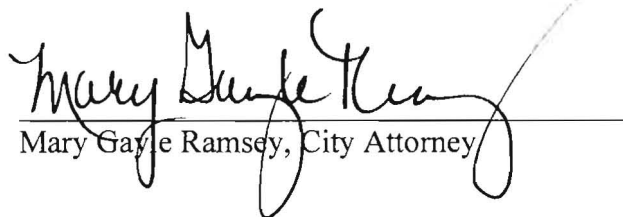


Charles Whitaker, Mayor Pro Tem

ATTEST:

  
John Rounsavall, City Secretary

Approved as to Form:

  
Mary Gayle Ramsey, City Attorney



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## Acknowledgement

Many individuals contributed a significant amount of their time and energy to make this comprehensive plan update a unique document that reflects the values of the Terrell community. This plan for Terrell's future would not have been possible without the input, feedback, and support provided by Terrell's citizens and members of City staff who provided information and technical answers relating to this plan.

### **CITY COUNCIL**

Mayor, D.J. Ory

Sandra Wilson (District 3)

Tim Royse (District 5)

Mayor Pro Tem, Charles Whitaker (District 4)

Grady Simpson (District 2)

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Torry Edwards, City Manager

Mike Sims, Assistant City Manager

Charles Fenner, Director: Municipal Development

Steve Rogers (P.E), City Engineer

Glenn Caldwell, Director of Public Works

Kris Walker, GIS Analyst

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Linda Pavlik, Pavlik and Associates

Ken Coignet, Public Management, Inc.

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*Cover: The photo on the cover page depicts the house on 801 1<sup>st</sup> Street in Terrell TX; it received the Texas Historic Landmark designation in December 2017.*

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PLANNING/CAPACITY/BUILDING; TxCDBG Planning-Contract #7215084

*Terrell, grounded by its legacy  
as an authentic community,  
is positioning itself to be  
a regional and relevant destination  
while offering residents a range of  
sustainable lifestyle choices.*

## Executive Summary

The foundation of the 2017 Comprehensive Plan is the public engagement process that encouraged interactive community participation. This effort emerged in the formulation of a vision statement and six goals that represent the essence of the comprehensive plan. The vision reads:

**Terrell, grounded by its legacy as an authentic community, is positioning itself to be a regional and relevant destination while offering residents a range of sustainable lifestyle choices.**

The six goals are:

1. **Community Integrity**, which is to preserve Terrell's small-town heritage and cultural diversity that makes the community unique; respond to community housing and employment needs with balance and transparency.
2. **Vibrant Downtown**, whereby downtown becomes the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.
3. **Regional Medical Center**, in order for Terrell to become the regional destination of choice for doctors, medical facilities, health sciences, research, and medical services education.
4. **Youth Sports and Recreation Tourism**, so that Terrell will be the destination of choice for parks, youth recreation, and youth sports tournaments.
5. **Quality Investment**, with a strategy in place for public private partnerships; to promote business development in Terrell by encouraging employers to provide high-wage jobs; and to promote the construction or remodeling of high-value homes.
6. **New Urban Center**, with the IH 20 corridor the choice destination for retail and entertainment connecting DFW and East Texas.





## City of Terrell Comprehensive Plan



The plan considers several factors to evaluate projects, programs and policies to implement the goals. These include economic development potential, enhancement of quality of life, compatibility with existing neighborhoods and commercial areas, and potential to activate the goals. This lead to the identification of various catalyst areas that would be viable for both redevelopment and new growth opportunities.

The comprehensive plan serves as an essential tool that helps direct policy and resource allocation on the physical development of the City; it is the bridge that links strategy to actions. In that regard, the plan recommends financial tools to jump start the catalyst projects; regulatory changes to implement the goals; and an organizational structure to manage the long-term implementation of all elements of the plan.

Terrell has an exciting future of growth that includes quality improvements and economic prosperity. The comprehensive plan tailored to the Terrell context, lays out a strategy to achieve the vision and goals of this plan. It represent the wishes of Terrell residents and should become the basis for all decision-making in the City.

This 2017 Comprehensive Plan is more than just a plan. It is the community's dream of a bright future for not only everyone that lives in Terrell today, but also for future residents and businesses that the community would like to attract to Terrell.



*"The foundation of the City of Terrell's planning efforts is centered with the stability and wisdom of the Mayor and City Council members' leadership. In September of 2002, the leadership of Terrell adopted a successful comprehensive planning instrument, paving the way for Terrell to become a leading model community. This 2017 Comprehensive Planning effort, set forth in this document, will guide the next generation of city planning. As Terrell's City Manager, I am honored with the rare privilege of being part of the formulation, implementation and execution of elements set forth in the both long-range planning efforts." – City Manager, Torry L. Edwards*



## Chapter 1: Introduction: Basis for Change



The City of Terrell transcends easy classification. Terrell is close to downtown Dallas but it is not a bedroom community. Terrell has an abundance of jobs but it is most known for its historic neighborhoods. Terrell has a historic, 1873 downtown but it is not home to a traditional Texas courthouse square. Terrell thrived early in its history as the intersection of N-S and E-W railroads but it is not currently connected to the commuter rail networks of Dallas and its adjoining rail served cities. In many respects Terrell is a rural commercial hub similar to Paris, Greenville or Kerrville and developed a vibrant medical, entertainment and business community early on. Unlike the other towns, Terrell had the challenge to compete with Dallas due to its proximity. Today, Terrell is simply recreating that dominance. Through it all, Terrell is the crossroads between east Texas and Dallas with US 80, SH 34, SH 205, FM 148, IH 20 and the Union Pacific Railroad providing the transportation backbone of a thriving community (see ***Exhibit 1: Regional Context***). Given the long-term, historic combination of both jobs and neighborhoods in one city, Terrell has always maintained itself as an “intact” community in which residents with deep, multigenerational roots can live, work, shop, learn, worship and volunteer in one community. Hence the challenge of “planning” in Terrell.

The approach to urban development in the United States has fundamentally changed during the last 15 to 20 years. Aspects of urban development such as community building, distinctiveness, sustainability, and planning for people instead of cars now shape the landscape in which cities compete for new residents and economic development. When considering its future, these concepts will be a ready fit for the City of Terrell.





This Comprehensive Plan Update provides Terrell with the opportunity to consider itself and define goals for quality of life, celebrating diversity, economic sustainability, and a big vision for the future. Terrell has a truly unique, dynamic identity, and fosters a strong sense of community where neighbors truly know and care about each other.

With the visionary leadership of Terrell' elected and appointed officials and the commitment of City staff, the community is primed to set ambitious goals and to make Terrell the best it can be.

## 1.1 Purpose & Need

Comprehensive plans are essential to all communities. Their aim is to provide predictability and fairness for citizens, elected officials, city staff, and the development community by providing clear recommendations for the desired type, location, and scale of new development and redevelopment in a city. It is the means to coordinate all City functions including infrastructure investment needed to accommodate the desired type of growth. To that end, a comprehensive plan guides the City's Capital Improvements Program (CIP) with respect to spending on public infrastructure.

It is necessary to note that comprehensive planning is not zoning. This Comprehensive Plan is the foundation of defining and implementing a long-range policy including zoning for the growth and development of the city. In addition, the purpose of this Plan is to identify and articulate the vision for the future and outline a set of goals and objectives to achieve the desired vision. Key to this is the Future Land Use Plan and Future Thoroughfare Plan that guides the future development of the community. In essence, the Comprehensive Plan is a blueprint for decision making on the City's growth; it provides the City Council, Planning & Zoning Commission, City Staff, and the community at large with a collaborative road map for expanding and modernizing the city and attracting new residents and businesses.

## 1.2 Comprehensive Planning Process

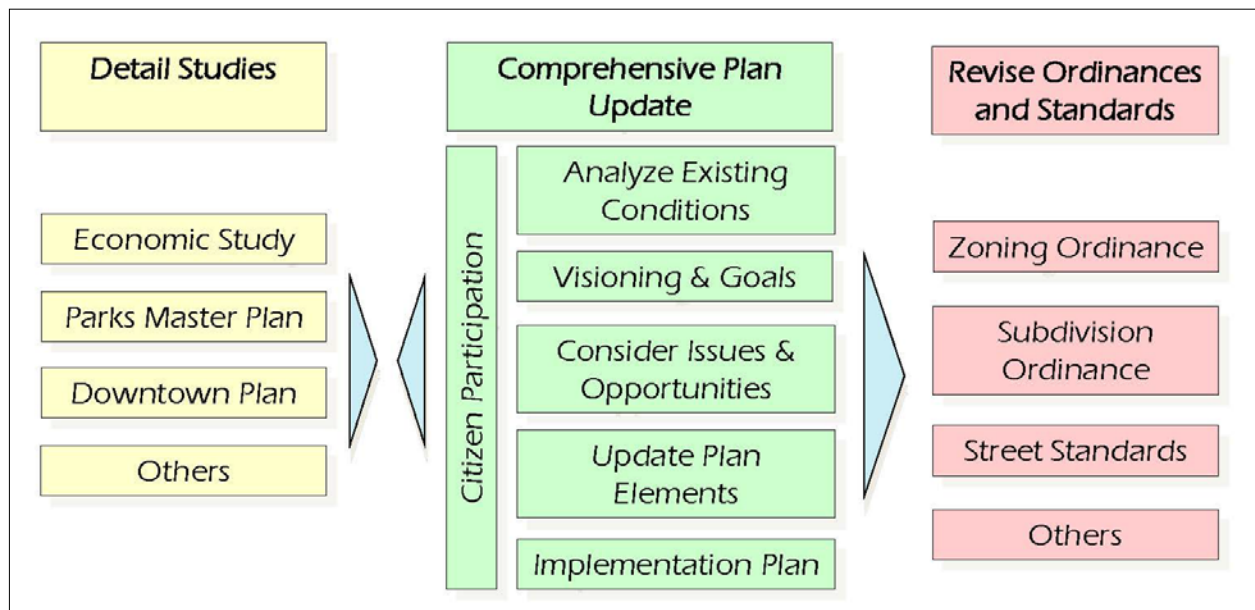
In general, a comprehensive plan essentially evaluates three questions:

1. Where are you now? This means an analysis of existing conditions in the city.
2. Where do you want to be? Answered by means of a visioning process.
3. How do we get there? Defined by the plan elements and implementation actions.

The comprehensive planning process in context with other city initiated studies and/or actions, is illustrated in **Figure 1.1**. The column on the left lists studies that are closely associated with the development of a comprehensive plan. Such detail studies are performed before, after, or sometimes simultaneously with the comprehensive plan. These studies either inform the comprehensive plan process, or may become part of the follow-up actions after completion of the process. Currently, a Downtown Plan is performed as part of this Comprehensive Plan while an Economic Study is performed parallel to the Comprehensive Plan. The preparation of a Parks Master Plan was initiated earlier and its recommendations will be incorporated into the Comprehensive Plan.

The center column of **Figure 1.1** represents the steps taken during the development of this Comprehensive Plan process. It includes an analysis of existing conditions to determine the baseline data; community visioning to articulate the city's future; the consideration of issues and opportunities within the city, updating certain key plan elements; and an implementation plan that prioritizes actions to realize the vision. For Terrell, public participation will occur throughout the process in the form of a public meetings, interviews, focus groups meetings, and visioning work sessions. Furthermore, the Planning and Zoning Commission (P&Z) will function as the Comprehensive Plan Advisory Committee (CPAC).

The column on the right represents revisions of ordinances and standards that are typically required to implement the Comprehensive Plan. A certain level of this effort is contained within the current Comprehensive Plan.



**Figure 1.1 – Typical Comprehensive Planning Process**

### 1.3 Planning Principles

Planning for Terrell is based on principles that were established as good practice during the last 5 to 10 years. The planning principles inform the planning process and are adopted for the Terrell Comprehensive Plan:

*Principle #1: Inclusive and collaborative community involvement; Listening to the public and valuing participation in the process*

*Principle #2: Mix land uses and walkable neighborhoods that are compact*

*Principle #3: Variety of transportation choices*



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*Principle #4: Range of housing opportunities and choices*

*Principle #5: Distinct communities with a strong sense of place*

*Principle #6: Preserve open space, farmland, natural beauty, and critical environmental areas*

*Principle #7: Identifying partnerships and synergy*

*Principle #8: Leveraging existing and future infrastructure with market opportunities*

*Principle #9: Make a plan to use, not a plan to shelve*

## 1.4 Study Area

The study area for the Comprehensive Plan update includes the current incorporated area of the City of Terrell (the city limits), as well as the current extraterritorial jurisdiction (ETJ). See **Exhibit 2: City Limits & ETJ**. Today, the incorporated area of the City of Terrell includes approximately 25 square miles (16,000 acres), and the ETJ adds an additional 70.5 square miles. Terrell' ETJ extends one mile beyond the city limits.

The city limits and has an unusual shape to the northwest. The long 1,000-foot wide strip of land was annexed in anticipation of future development within the area. Of particular interest is the Terrell owned land surrounding the new Terrell City Lake which is located outside the city north of US 80 to the east.

The City of Terrell is located within Kaufman County. Surrounding the study area is the city limits and ETJ of several neighboring cities. Direct adjacency includes to the west Forney (along US 80) and Talty (along IH 20), and to the south, Oak Ridge (along SH 34).

The current incorporated area and ETJ limits establish the formal study area of the Terrell Comprehensive Plan Update.

## Chapter 2: Existing Conditions: Context of a City on the Rise



### 2.1 Demographics

This section covers basic demographic data in the following categories: Population; Planned Residential Development; Age; Race & Ethnicity; Income; Housing; Educational Attainment; Employment; and Psychographics.

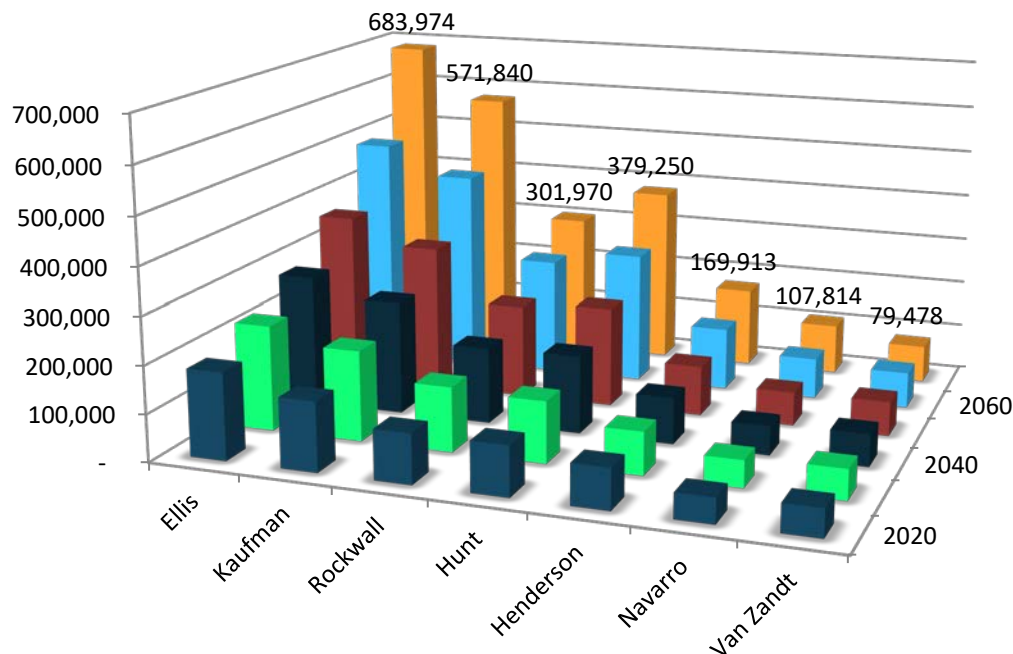
#### 2.1.1 Population

An important aspect to economic development is the attraction of new residents. New residents bring investments in housing, goods, and services. Additional households drive retail development, and create potential for new business openings and locations.

Texas has become a major center for domestic migration. According to Texas State Data Center, the state of Texas grew by 4 million residents (21%) between 2000 and 2010 and is projected to expand by an additional 21 million (80%) by 2050. Estimates by the Texas Water Development Board (TWDB), show that the DFW Metropolitan Statistical Area (MSA) is expected to increase by more than 160% from 6 million in 2010 to nearly 17 million by 2060. Forecasts also show significant population increase in Kaufman County. The Households 2040 By Traffic Planning Zone map shows the density of population in 2040, and reflects significant growth in the region, including Kaufman County.

Kaufman County ranks eighth in terms of population in the region, but is the third largest among neighboring counties. The 2012 population estimate is 106,914 and will expand to 146,000 by 2020. According to the TWDB, Kaufman County is projected to increase by 290% to 571,000 between 2020 and 2070. The combined neighboring counties, including Kaufman, Ellis, Rockwall, Hunt, Henderson, Navarro, and Van Zandt Counties are projected to expand to 2.3 million by 2070, which is the equivalent of the current population of Dallas County.

**Figure 2.1-1** describes the projected population by County from the year 2020 to 2070; **Exhibit 11** describes the regional population density.



**Figure 2.1-1 Projected Population by County, 2020-2070**

Historical populations provided by the US Census for Terrell Texas show dip in population from 1960 to 1970, followed by 40 years of steady growth to 2010. Population projections from the North Central Texas Council of Governments (NCTCOG) and TWDB show dynamic growth between 2020 through 2030. The (TWDB) projects Terrell population of almost 90,000 by 2070. Using the historical 0.25% compound annual growth rate (CAGR) from the 2010 census population of 15,816 is a much more conservative estimate. This shows population of 16,626 by 2030. According to ESRI, Terrell's 2016 population is 15,948.





Year	Census	0.25% CAGR	NTCOG	Tx Water Dev. Board
1960	12,742	12,742	12,742	12,742
1970	11,416	11,416	11,416	11,416
1980	12,017	12,017	12,017	12,017
1990	12,490	12,490	12,490	12,490
2000	13,609	13,609	13,609	13,609
2010	15,816	15,816	15,816	15,816
2015		16,015		
2020		16,216	29,291	23,769
2025		16,420		
2030		16,626	60,156	43,403
2035		16,835		
2040		17,046		52,959
2050		17,089		65,689
2060		17,131		76,235
2070		17,174		88,473

**Figure 2.1-2 Projected Population for Terrell**

- By 2030 population could increase 280% from 2010 according to NCTCOG.
- By 2030 population could increase 174% & 459% by 2070 from 2010 according to TWDB.
- Kaufman County is the 25<sup>th</sup> fastest growing county in the nation and 10<sup>th</sup> in Texas.
- A four-fold increase in population creates opportunities, in terms of demand for jobs, retail, and housing but also creates a burden on services, roadways and resources.

#### Population Estimates

For purposes of this comprehensive plan, three horizon year population estimates for the City of Terrell were provided by the city for purposes of this study and other coordinated planning efforts; these are:

- Population 2020 – 19,357
- Population 2030 – 24,741
- Population 2040 – 43,403

#### Build Out Scenario

An analysis of the build out scenario outlined in the future land use plan was conducted to examine the impact on retail sales and property values, as well as population based on residential units. The available land designated in the future land use plan for each category was identified, and then the floor to area ratio was applied to calculate the total land available for improvements.

The build out analysis assumes the average household size of 2.76 per residential unit. This build out scenario assumes the development of all the remaining residentially zoned land within the future land



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use plan. According to the build out analysis conducted, the projected population of Terrell in 5-year increments is as follows:

- Population 2022 – 25,442
- Population 2027 – 34,937
- Population 2032 – 50,687
- Population 2037 – 74,262
- Population 2040 – 83,297

The build out analysis reflect the future build-out capacity using a 2040 future date. This assumes the areas designated in the future land use are developed over time with an annual constant that would be required to achieve build-out by 2040. Therefore this number is higher than the population projected based upon current city estimates. The build-out analysis shows the future population could achieve 83,297. For comparison, the Texas Development Water Board was the most aggressive estimate at 52,959 for the city of Terrell by 2040.

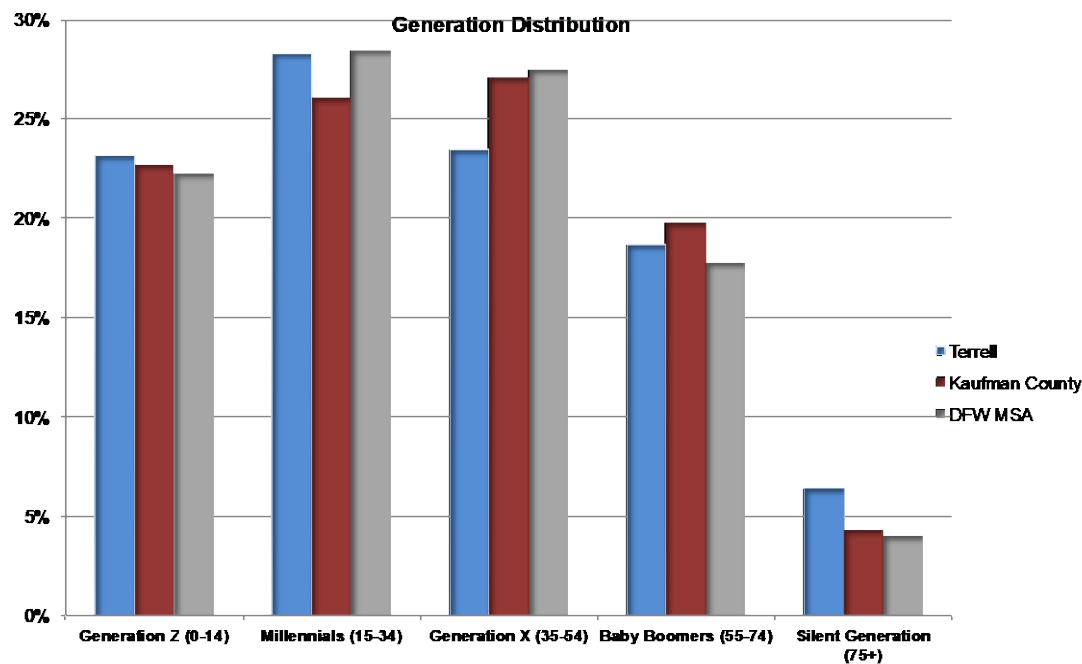
### **2.1.2 Planned Residential Development**

There are over 36,000 new residential units planned for Kaufman County. Most these lots are located along the US 80 Corridor in Forney, Terrell and Kaufman County Unincorporated. Along this corridor there are 28,740 planned lots. Of these, 2,330 lots are in one of the following stages of development; raw land, grading/staking, or streets and utilities, in addition there are 906 vacant lots. There are 25,504 preliminary lots, which have either a preliminary plat or concept plan.

There are 326 planned lots for Terrell, of which 100 are scheduled to start prior to 2023. The largest portion of residential development is planned for Kaufman County Unincorporated with 21,468 planned lots with 3,446 scheduled to come online prior to 2023. The largest planned development is Tradition at Brushy Creek with 13,000 planned lots. Devonshire and Travis Ranch are planning 2,285 and 2,490 lots respectively. Other major developments include Walden Pond, Windmill Farms and Rio with a combined total of 3,349 planned lots.

### **2.1.3 Age**

The median age in Terrell is 34.0, compared to 36.0 in Kaufman County and 34.4 in the DFW MSA. The total population under 18 years makes up 27.1% of the population in Terrell, in contrast to 26.8% in Kaufman County and 26.4% in the DFW MSA.



**Figure 2.1-3 Regional Generation Distribution**

Age cohorts were explored through 2016 ESRI data to understand the distribution of larger age groups. The data revealed that within Terrell the population make up by generation type is diverse. The City of Terrell and Kaufman County both have larger percentages of their populations above the age of 55 when compared to the DFW MSA. Terrell has a slightly higher percentage of Generation Z (0-14) than Kaufman County and DFW MSA. Kaufman County is made up of 26% Millennials, while the DFW MSA and Terrell both represent 28% of their population with this cohort. Terrell has the smallest percentage of Generation X among the three. 23% of Terrell's population is within the Generation X range (age 35-54), while over 27% of Kaufman County and the DFW MSA's population are represented here. The following percentages make up the 2016 population of Terrell by generation type:

- Generation Z (age 0-14) - 23.16%
- Millennials (age 15-34) - 28.30%
- Generation X (age 35-54) - 23.48%
- Baby Boomers (age 55-74) - 18.68%
- Silent Generation (age 75+) - 6.38%
- Over 51% of the population is under age 35
- Millennials prefer active places that are engaging, authentic and walkable
- As the population ages, the older population will be attracted to places that offer greater opportunities for wellness and healthcare



#### 2.1.4 Race & Ethnicity

Research has consistently shown that racial and ethnic composition in the United States is diversifying. Immigration, net migration and higher birth rates among minority couples are contributing factors to these changes. Kaufman County is nearly 77% white, while the DFW MSA and Terrell are 62.8% and 49.6%, respectively. Terrell has a larger percentage of African Americans (23.2%) compared to the DFW MSA (15.6%). Terrell's Hispanic population of 27.2% is on par with the DFW MSA at 28.8%.

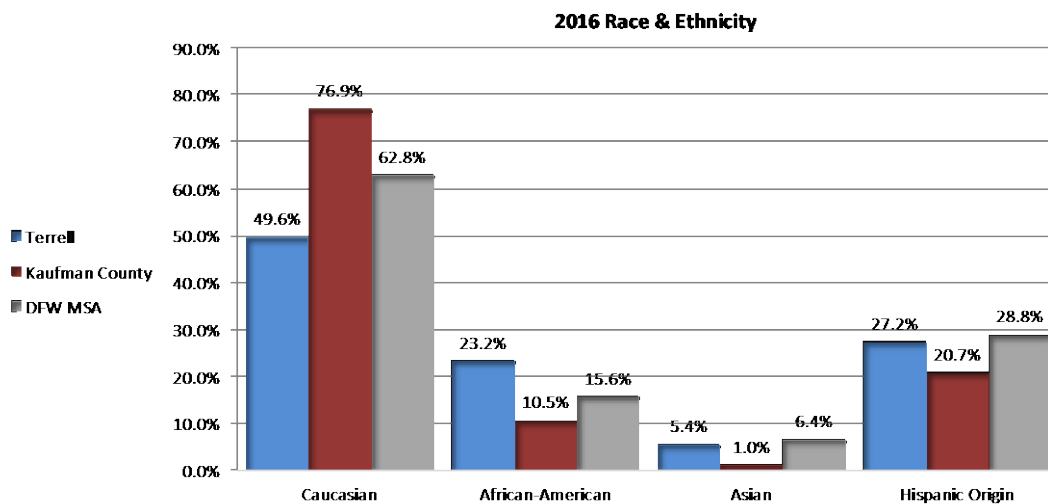


Figure 2.1-4 Race and Ethnicity Regional Comparison

Race/Ethnicity	2010	2016
Caucasian	51.4%	49.6%
African-American	24.7%	23.2%
American Indian & Alaska Native	5.4%	5.4%
Asian	4.5%	5.4%
Native Hawaiian & Other Pacific Islander	0.0%	0.9%
Some Other Race	10.6%	12.8%
Two or More Races	3.3%	2.8%
Total	100.0%	100.0%
Hispanic Origin	23.1%	27.2%

Figure 2.1-5: Race and Ethnicity in Terrell

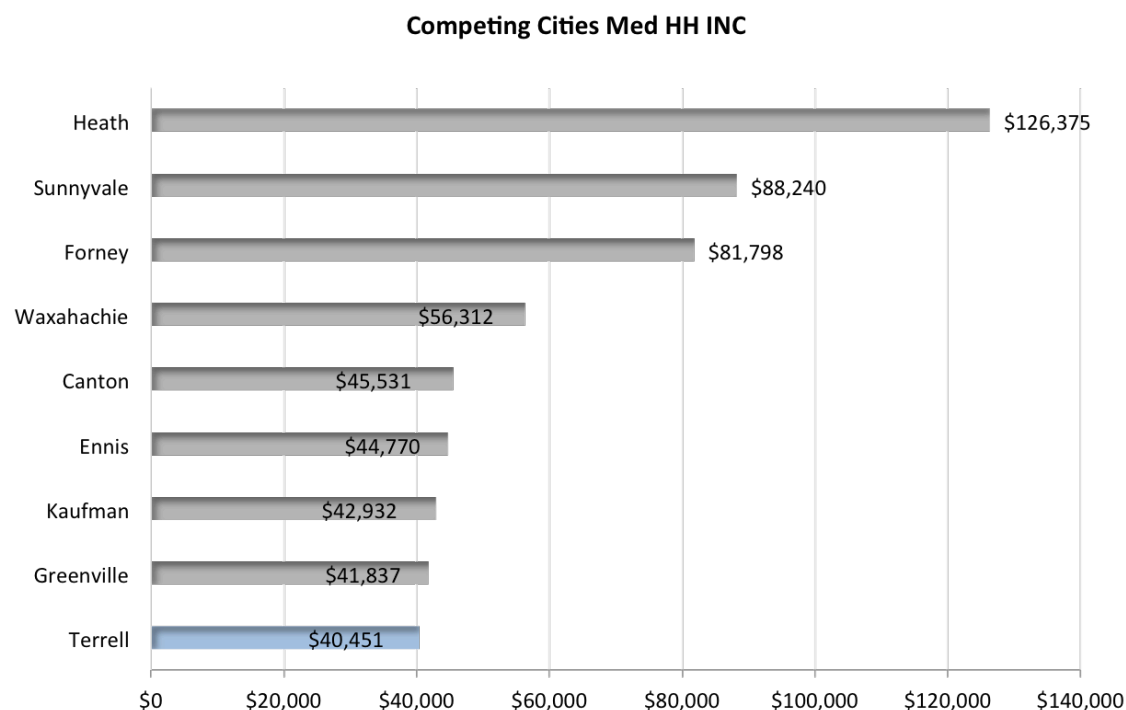
By 2060, the US Census Bureau projects the nation will be minority-majority.



### 2.1.5 Income

The median household income in Terrell is \$40,541. In Kaufman County the median household income is \$64,955, just above the DFW MSA median household income of \$60,841. The average income in Terrell is \$52,001, with Kaufman County and the DFW MSA having average household incomes of \$79,777 and \$85,490, respectively. The per capita income in the DFW MSA of \$30,905 is greater than the per capita incomes of \$19,566 and \$27,126 in Terrell and Kaufman County. Within Terrell, 59.2% of households have median household incomes less than \$50,000. Within the DFW MSA and Kaufman County, 40.9% and 37% of households have median household incomes below \$50,000.

Among competing cities in the region, Terrell has the lowest median household income.



**Figure 2.1-6 Median Household Income Comparison**

Of the 2,688 owner-occupied housing units in Terrell, 75% are valued at less than \$150,000, while 47% of the 29,029 owner-occupied units in Kaufman County fall within the range of less than \$150,000. 17% of owner-occupied units in Terrell are valued at between \$150,000 and \$300,000 while 40% of Kaufman County homes fall in that range.

The median home value in Terrell is \$105,714. The Greater DFW MSA has a median home value of \$177,860, just below the median home value of \$186,660 in Kaufman County.

Peak home buying age is 25–45, which is the largest cohort in Terrell (*source: Goldman Sachs*)

60% of Millennials age 25-34 chose to rent in 2013, compared to 52% of those who were aged 25-34 in 2005. (*source: Organization for Economic Co-operation and Development*)





### 2.1.6 Housing

Terrell's current demographics indicate why lower income families, seniors and disabled persons must depend, at this time, on the Department of Housing and Community Affairs' (TDHCA) Housing Choice Voucher Section 8 Program. The program provides financial assistance "for decent, safe and sanitary housing" to eligible households whose annual gross income does not exceed 50% of HUD's median income guidelines. HUD requires 75% of all new households admitted to the program to be at or below 30% of the area median income. Eligibility is based on several factors, including the household's income, size and composition, citizenship status, assets, medical, and childcare expenses.

Qualified households may select the best available housing through direct negotiations with landlords to ensure accommodations that meet their needs. TDHCA pays the approved rent amounts directly to property owners. A person does not have to reside in Terrell to qualify for a housing voucher in Terrell.

Terrell has been allotted 425 vouchers. The available federal dollars to continue the program are expected to be cut dramatically in 2018. In fact, the State has advised the City not to add additional names to the waiting list on which there are already 1,800 applicants, 38% who are seniors and/or disabled. Approximately one-half of the vouchers go toward multifamily and one-half are for single-family dwellings. The voucher program pays a utility allowance if the renter is responsible for paying bills.

As of April 1, 2017, the following is a list of census tracts and the number of housing vouchers active in each in descending order: Tract 505, 315; Tract 504, 73; Tract 503, 38; totaling 425. Of those, 56% were elderly and/or disabled; 44% were families with children.

### 2.1.7 Educational Attainment

Educational Attainment	Terrell		Kaufman County		DFW MSA	
	Number	Percent	Number	Percent	Number	Percent
Population 25 years and over	9,990		73,414		4,513,412	
No High School	1,578	15.8%	4,698	6.4%	324,966	7.2%
Some High School	1,129	11.3%	6,974	9.5%	347,533	7.7%
High School Graduate	3,097	31.0%	22,905	31.2%	1,020,031	22.6%
Some College	2,268	22.7%	19,381	26.4%	1,006,491	22.3%
Associate's	519	5.2%	5,139	7.0%	306,912	6.8%
Bachelor's	1,009	10.1%	9,837	13.4%	992,951	22.0%
Graduate	390	3.9%	4,405	6.0%	514,529	11.4%
Percent High School Graduate or Higher	72.9%		84.0%		85.1%	
Percent Bachelor's Degree or Higher	14.0%		19.4%		33.4%	
Source: 2008-2012 American Community Survey 5-Year Estimates, ESRI						

Figure 2.1-7 Regional Educational Attainment – 1

There are 9,990 residents in Terrell at age 25 and above. Kaufman County has 73,414 residents that are age 25 and above. 73% of residents in Terrell have a high school education or higher, while 84% of residents in Kaufman County and 85% of DFW MSA residents have high school education or higher. The DFW MSA has the highest rate of Bachelor's degree attainment at a rate of 22%, while 10% of residents in Terrell and 13% of Kaufman County achieve a Bachelor's degree.

Terrell is home to Trinity Valley Community College. The Terrell Campus of Trinity Valley Community College is located at IH 20 and Wilson Road. The average student population is about 1,050. Terrell is also home to Southwestern Christian College, a four-year college.

- Access to higher education can attract businesses seeking regional access in a suburban setting.
- High school graduation rate is 6% greater in Terrell than the Texas average (25.3%), but has lower bachelor (18.7%) and graduate or professional degree (9.7%).

### Educational Attainment

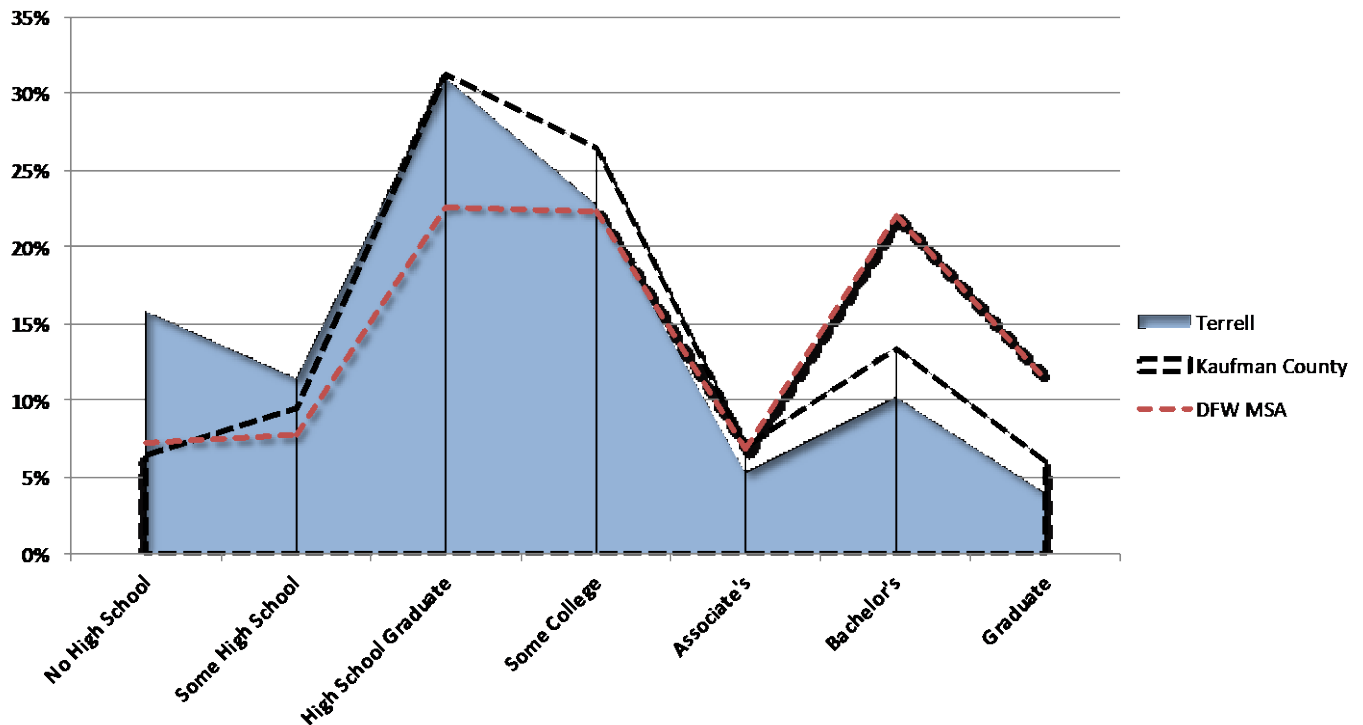


Figure 2.1-8 Regional Educational Attainment - 2



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### 2.1.8 Employment

The DFW MSA contained nearly 28% of all jobs in the State of Texas in December 2014. Employment increased by 4.4% between January 2014 and January 2015 compared to the national average of 2.3%. Professional and business services created the largest annual job gains. North Central Texas is projected to experience substantial job growth over the next several years. Employment is projected to increase by over two million to 6.6 million jobs by 2040.

Currently the largest employment sectors in both the North Central Texas Workforce Development Area (WDA) and East Texas WDA include Retail Trade, Educational Services, Health Care & Social Assistance, Accommodation & Food Services, and Manufacturing. These industries, along with Professional & Technical Services are projected to create the largest number of jobs in the region. Between 2012 and 2022, the combined North Central and East Texas WDA's are projected to see an additional 43,000 jobs in Health Care & Social Assistance, 31,500 jobs in Accommodation & Food Services, 24,900 jobs in Educational Services, 24,000 jobs in Retail Trade, 16,000 jobs in Manufacturing, and 14,900 jobs in Professional & Technical Services.

There are 27,600 current jobs estimated for Kaufman County. An additional 5,000 new jobs are projected for Kaufman County by 2022. Similar to regional projections, the largest job growth is projected in Health Care & Social Services, Educational Services, Public Administration, Accommodation & Food Services, Retail Trade, and Manufacturing. Based on average weekly wages and growth by industry, job growth will increase total wages by \$179 million fueling retail and housing demand throughout the County.

Terrell has a primary workforce population of approximately 10,892 according to the census. Of the existing workforce, only 16.3% live in Terrell and work in Terrell. The majority, at 83.7% work in Terrell, but live elsewhere. Of the traveling workforce, approximately two-thirds travel greater than 10 miles and 25% commute greater than 50 miles.

The largest concentration of employment in Terrell consists of manufacturing and distribution. According to the census, manufacturing makes up approximately 19.8% of the workforce, health care at 17.5% and retail trade makes up the third largest category at 17%. Terrell is also home to five Fortune 500 companies, including Goodyear Tire & Rubber, AutoZone, ITW-Paslode, Nucor, and Wal-Mart.

Terrell has two industrial parks. The Mike Cronin Business Park is located between US 80 and IH 20 and the Airport Business Park is located at the junction of IH 20, US 80, and SH 34. Both parks are currently near capacity and the City is exploring the needs to add a third business/industrial park to its inventory for economic development.

Terrell Municipal Airport is a public access airport owned by the City of Terrell. The airport is located along IH 20 and SH 34.



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### 2.1.9 Psychographics

Psychographics are useful in understanding market characteristics because psychographics combine standard demographic data with additional psychological/consumer data of various segments. This creates a greater insight into individual values, attitudes, interests, behaviors, and product preferences. Exploring the psychographic characteristics by neighborhood segmentation highlights the unique characteristics of the population base. This type of information is important because interests, preferences, and lifestyles can be identified to develop a strategy based upon local characteristics.

Catalyst used data from Synergos Technologies Inc. (STI), who developed psychographic data called Landscape to identify the psychographic profile of neighborhood segments. Landscape neighborhood segmentation uses STI proprietary methodology to create psychographic segmentation at the census block and block group level. Catalyst used Landscape data at the block group level to identify the psychographic profile for Terrell.

The Landscape data includes neighborhood segmentation across 72 categories (neighborhood segments) defined by STI. These neighborhood segments are groups of people who share similar psychographic characteristics and are statistically different from other population segments. Each of these 72 neighborhood segments are grouped into 15 summary neighborhood categories. The 72 neighborhood segments are based on national data and are distinct from the Neighborhood Categories. The factors that influence the creation of the national psychographic neighborhood categories include urbanization, affluence, age, family status, and ethnicity.

In addition to other uses, many of the top national and regional retailers for example, utilize STI Landscape data in their marketing. A better understanding of the geographic distribution of the psychographic profile provides insight for the City of Terrell to leverage marketing efforts and recruitment. The Psychographic map (see *Exhibit 13*) shows the dominant psychographic segment for each block group in the City of Terrell. The dominant psychographic segments in Terrell are “Upper East Side”, “White Collar Starts”, and “Hard Hats/Food Service Industry Workers”. The following are the characteristics of the top 5 segments (with percentages) as defined by Synergos Technologies Inc. based upon the percent of total households:

**Upper East Side (30.2%)** - Residents of Upper East Side neighborhoods are home to people in their 20s to low-30s, who earn average in income from salaries and wages. This segment has a 50%-higher-than-average-level of residents without high-school education, and a median-salary range in the low-\$30,000s or less.

**White Collar Starts (14.7%)** - Average income range of less than \$30,000 that are largely in their 20s and 30s and married-with-young-children are employed in middle-class white-collar occupations. They measure above average employment in several fields, including healthcare, protective services, and food preparation. With only a high-school education supporting them, this group of citizens keep



their heads-above water while they work their way up into higher-paying jobs by shopping for high-value with every purchase and making use of a higher-than-average level of public-assistance income.

**Hard Hats/Food Service Industry Workers (13.9%)** - Hard Hats & Food Service Industry Workers neighborhoods annual incomes are below \$30,000. These residents are in there 20s and 30s. Residents of these areas are also encumbered by two-times-or-more-than-average number of single-parent families, particularly of children under six-years-old. The people are single due to both above average levels of never-married people and divorce. Owing to their low education levels, these manual laborers work predominantly in blue-collar jobs. They rank particularly high in food preparation jobs and building maintenance. They're also employed in healthcare support, construction, and personal care.

**Los Trabajadores (6.3%)** - While an average level of Los Trabajadores ("workers") residents are generating income from their occupations. But nonetheless these areas are among the three segments within this category with the highest income levels: the high-\$30,000s to \$40,000s. They are one of two segments with a median-age in the 20s. The dominant areas of employment for these workers are blue-collar jobs in farming/fishing/forestry (nearly four-times-average); building maintenance (over two-and-a-half-times-average); and transportation, construction, and food preparation (all at or above 50%-higher-than-national-averages). Los Trabajadores areas have the highest percent of children of all the segments, especially kids under six (over50%-above-average).

**Blue Collar Starts (5.6%)** -While an average-number of these 20- to 30-year-olds are married-with-children, they have higher rates of residents who are single householders (either male or female) with children, especially younger children. Several factors contribute to the fact that Blue-Collar Starts supplement their less-than-\$30,000 incomes from production, transportation, construction, and building maintenance jobs with some level of public assistance income.

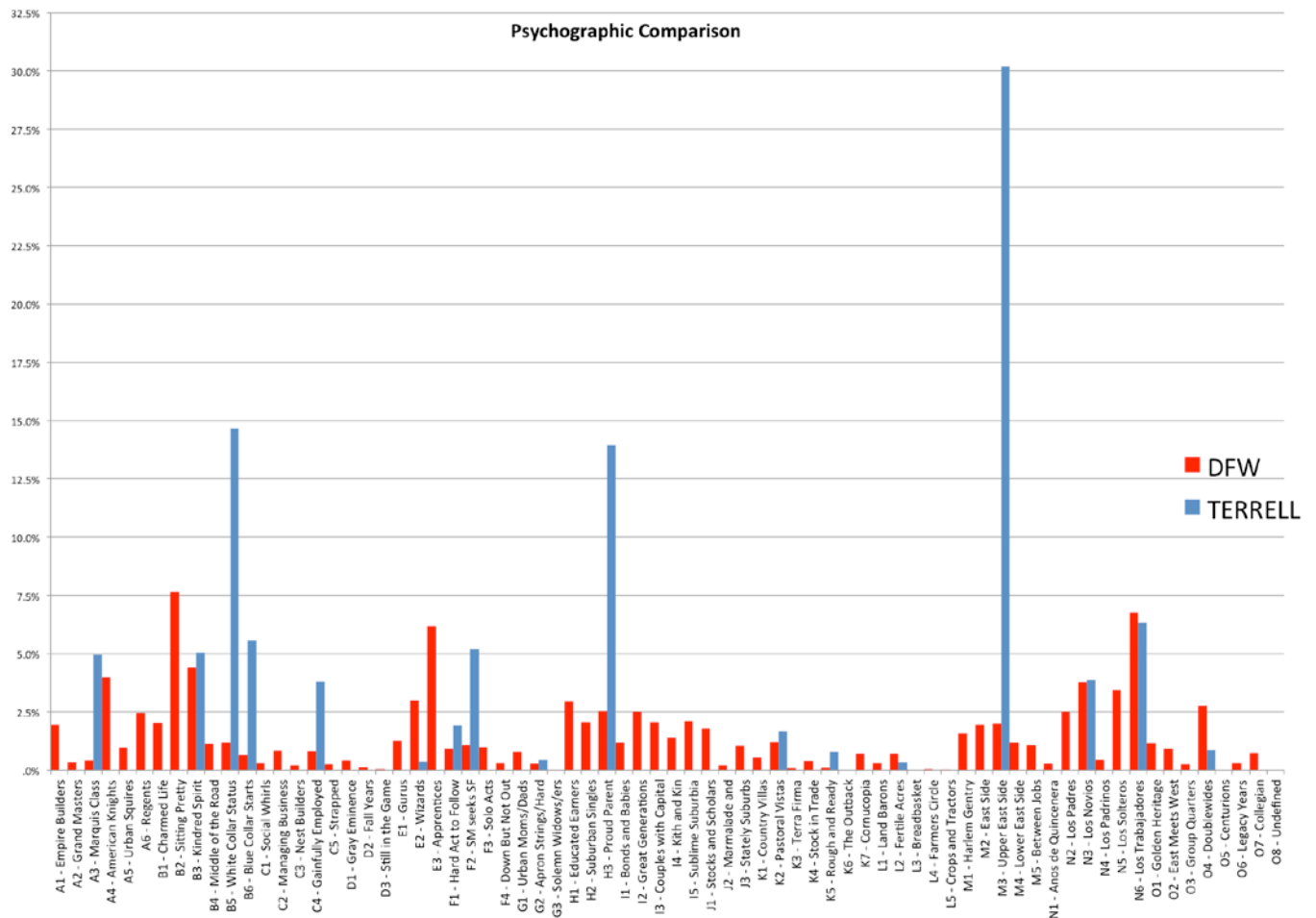
In comparison to Dallas/Fort Worth and other cities nearby, Terrell has an imbalance in lower-income segments. Future consideration should be given to increasing social and economic diversity and targeting efforts to grow and retail skilled workforce and source employers who attract choice employees. Increased investments in quality of life, neighborhoods and other economic development initiatives will support diversification and help balance the composition of the residents and workforce.

The following chart shows the comparison of Dallas/Fort Worth characteristics to the city of Terrell. In further review, any category with segments greater than 4% are generally outliers. The chart and data reflects Terrell's dominance in several psychographic segments.





# City of Terrell Comprehensive Plan

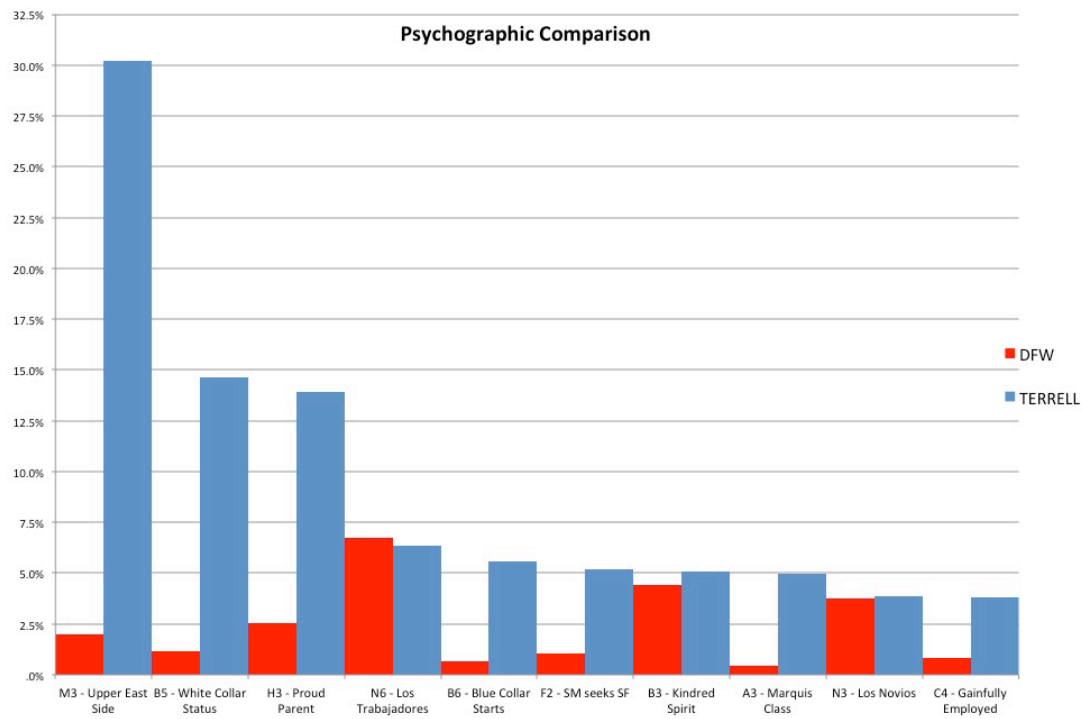


**Figure 2.1-9 Psychographic Segments of Terrell and DFW**

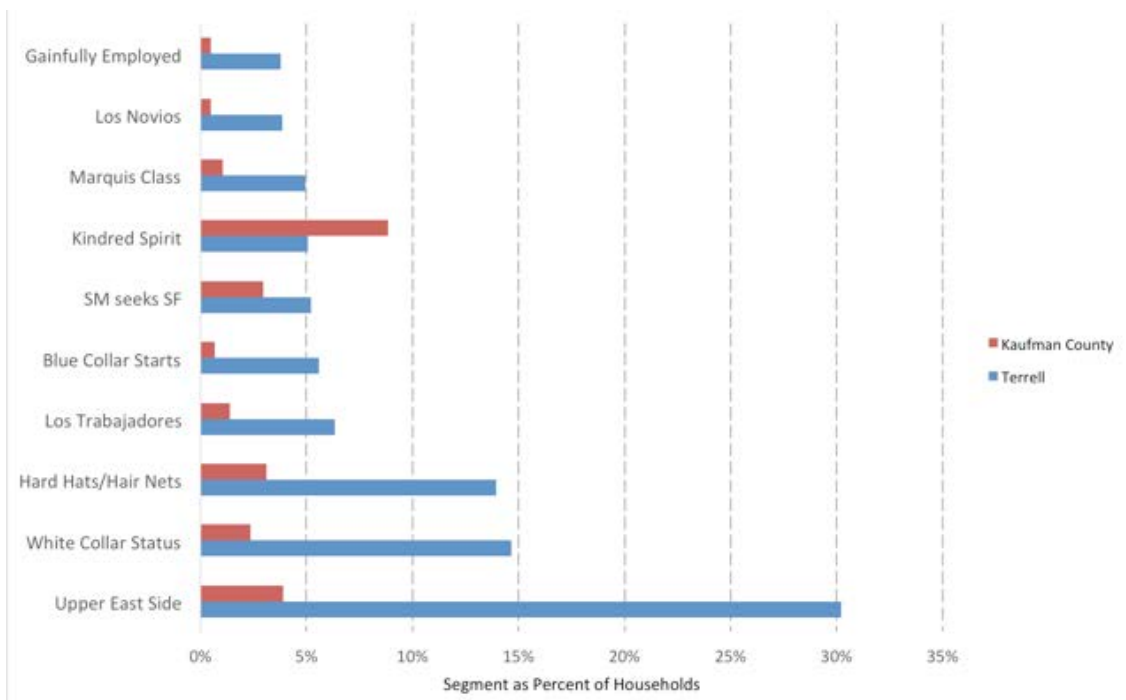
**Appendix 1: Psychographics** provides a full description of the neighborhood categories and their accompanying segments as described by STI. Below is a comparison of the top ten psychographic segments in Terrell and their percent of total households within the County.



# City of Terrell Comprehensive Plan



**Figure 2.1-10 Psychographic Comparison**



**Figure 2.1-11 Psychographic Profile**



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## 2.2. Market Analysis

The existing conditions market analysis of Terrell includes the following market areas: downtown, planned commercial development, single family market, multi-family market, and the retail market.

### 2.2.1 Downtown Terrell

Downtown Terrell is within the Terrell Historical District. Downtown is situated along US 80, a Texas Department of Transportation (TxDOT) controlled thoroughfare. Downtown Terrell was designated as a Main Street City in 1985. Downtown contains a variety of retail shops, offices, museums, and restaurants. Major destinations include the Heritage Museum in the old Carnegie Library and the restored Brin Opera House. See ***Exhibit 3: Downtown Area – Historic Buildings***.

### 2.2.2 Planned Commercial Development

#### Crossroads at Terrell

The Crossroads at Terrell consists of 600,000 SF of retail, and is located at the convergence of IH 20 and US 80 in Terrell, Texas. The master plan includes a 255-acre development tract on the west side of FM 148 at which a major power retail center development is proposed and an 89-acre Terrell Market Center to the east side of FM 148. Crossroads at Terrell will be developed in phases and includes mixed-use office, retail, hotel, service and apartments. The Crossroads at Terrell will be developed in phases with the 275,000 sf first phase potentially opening in the fall of 2018. A million square foot development is planned with mixed uses including office, hotel, service uses and multifamily. Currently Buc-ee's Travel Stop occupies roughly 60,000 SF and generates 6,500+ vehicles per day.

#### Terrell Market Center

Baylor Health owns 52 acres adjacent to the retail and hotel portion, which is planning a future medical office complex. This location experiences heavy traffic flows with 45,000 vehicles per day traveling along US 80 and will experience increased traffic in upcoming years. Projected job growth will attract additional traffic heading west to major employment centers in DFW, and to being the first location to legally sell beer, wine, and liquor items on IH 20 for a 100 miles distance to the east. Additionally, eastbound traffic will increase due to commuters, commercial distribution, and tourists heading into East Texas. A regional hospital will create additional westbound and east bound traffic flows. The developments are provided primary access by a double diamond interchange with IH 20 and Spur 557 off US 80.

#### Las Lomas & Sinacola

Las Lomas consists of 6,000 acres along Spur 557 in Terrell, which is programmed for a mixed-use opportunity. The concept plan includes 6,000 units of low density residential, 6,000 units of medium density residential, 1,800 units of low density residential, 500 acres of retail and office, and 500 acres of industrial. The Sinacola development is north of Spur 557 adjacent to Las Lomas. The Sinacola plans involve a paving batch plant and distribution of construction materials on 182 acres. Future development would include light industrial uses not yet determined.



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Planned Commercial Developments			
Development	Uses	Anchors	Acres
Crossroads at Terrell	Mixed	Buc-ee's	255
Terrell Market Center	Mixed	Baylor Health	89
Las Lomas	Mixed		6,000
Sinacola	Industrial		182

**Figure 2.2-1 Planned Commercial Development**

### 2.2.3 Single Family Market

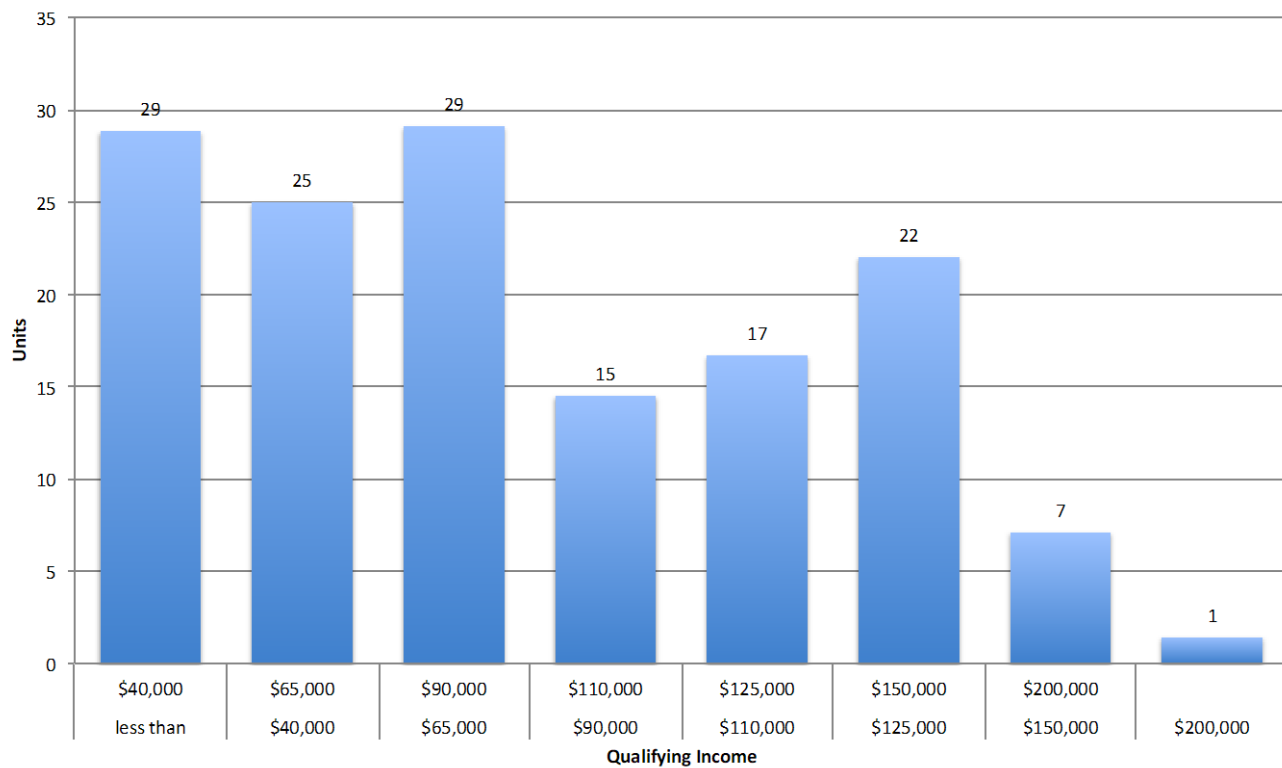
Potential demand for single family residential was analyzed by examining current and future household demand in Kaufman County across multiple income categories, and then examining trends in Terrell's capture of new home purchases in Kaufman County. Current projections estimate 4,431 new households throughout the county over the next five years, which is an average of 886 new households annually. Based upon recent trends, 75% of new household growth across all income categories will choose to live in new single-family residential housing.

Currently there are 26,036 households that qualify as owner-occupied and 11,873 are non-owner occupied households in Kaufman County. Of the existing owner households, 1,061 (4%) are projected to move to a new residence, and 578 are projected to purchase a home upon moving. Of the existing renter households 11,873 (31%) are projected to move to a new residence and 1,172 (27%) are projected to purchase a new home upon moving.

Based on current building trends and availability of developable land in Kaufman County, the annual residential demand for Terrell is projected around 145 units across all home values.



**Potential Annual Demand for Single Family Residential  
By Qualifying Income Levels**



**Figure 2.2-2 Annual Demand for Single Family Residential**

**2.2.4 Multifamily Market**

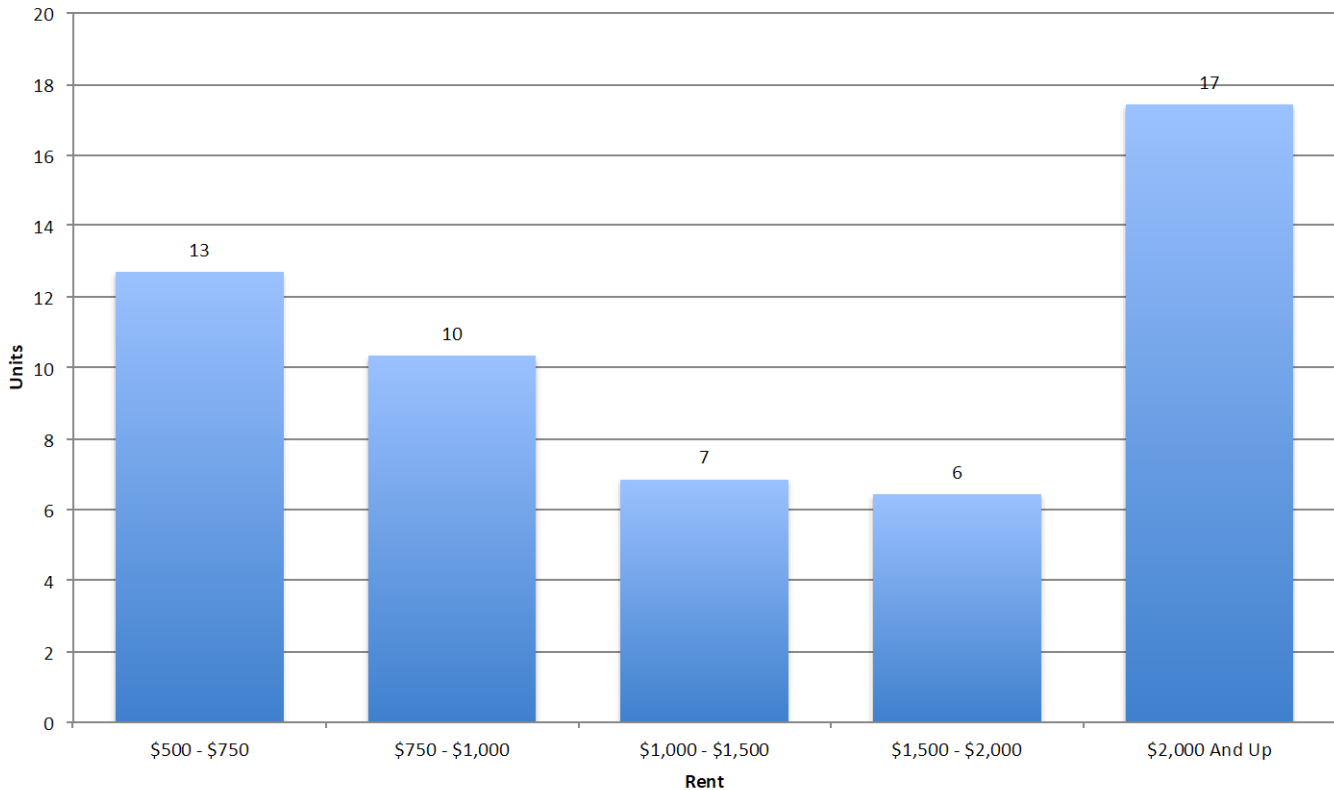
According to Axiometrics, 18,476 multi-family units were delivered in the DFW MSA in 2016. This figure represents a 4% increase over 2015 deliveries. The DFW multi-family market looks to continue sustained growth in 2017, driven by a diverse economy, corporate relocations, and general employment growth.

According to US Census building permit records, Terrell did not absorb any multi-family units from 2011 through 2015. Kaufman County absorbed 313 units over that time. According to 2015 figures provided by the U.S. Department of Housing and Urban Development (HUD), the average rent for an apartment in Kaufman County is \$824.

Potential demand for multi-family housing was analyzed by examining potential demand from new household growth, existing owner-occupied household turnover, and existing renter-occupied household turnover. At current rates, there is market potential for Terrell to absorb around 55 units annually.



### Potential Annual Demand for Multifamily Residential By Monthly Rent



**Figure 2.2-3 Annual Demand for Multi-Family Residential**

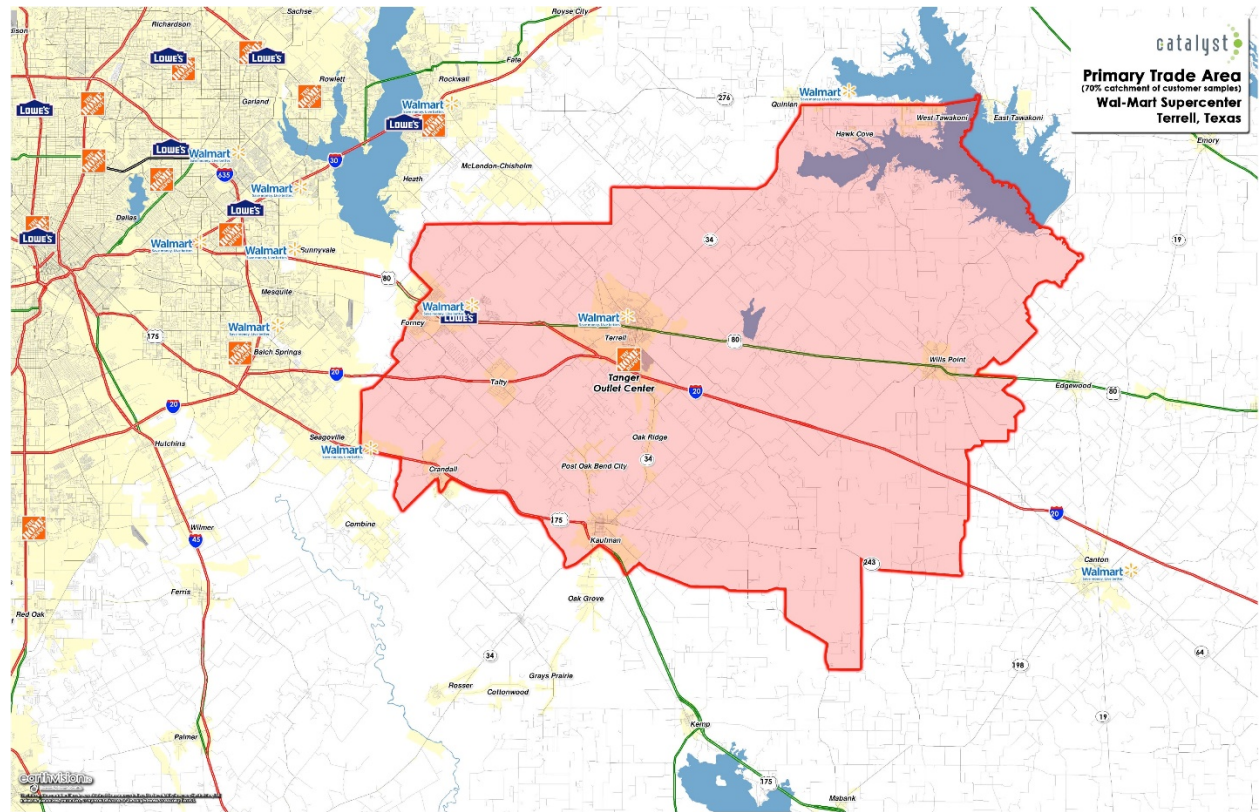
#### 2.2.5 Retail Market

Terrell residents spend nearly \$750 million on retail goods and services, annually. Residents of Terrell's Primary Trade Area (PTA) have per capita incomes of \$25,888 and an aggregate disposable income of \$5.07 Billion. Currently within the retail Primary Trade Area (PTA) there is unmet retail demand to potentially support 89,132 square feet of retail. There is an unmet demand of \$79 million in food & beverage stores, and \$77 million in grocery stores.

Residential growth in the region will fuel additional demand across all retail categories. Additionally, growth in the workforce population and the potential for regional entertainment venues may import additional retail and restaurant demand from surrounding communities.

According to CoStar, Terrell currently has 480,701 square feet of retail, with none under construction. Vacancy rates in the Terrell retail market are low, at 2%. There has been 3,505 square feet of absorption that occurred in the last 12 months. There are 9,820 square feet of retail space available as of the first quarter of 2017.





**Figure 2.2-4 Terrell's Primary Trade Area**



# City of Terrell Comprehensive Plan



Terrell PTA Retail Demand Chart							
		Workforce Demand	Commuter Demand	Residential Demand	2016 Total Demand	2016 Total Supply	2016 Leakage "Retail Gap"
Category	NAICS						
Auto Parts, Accessories & Tire Stores	4413		203	17,739	17,967	167,505	-
Furniture Stores	4421			27,178	27,178	158,144	-
Home Furnishings Stores	4422			17,891	17,891	13,793	4,098
Electronics & Appliance Stores	443			80,226	80,226	105,233	-
Bldg Material & Supplies Dealers	4441			79,613	79,613	327,556	-
Lawn & Garden Equip & Supply Stores	4442			5,815	5,815	22,127	-
Grocery Stores	4451	6,183	728	200,697	207,638	281,794	-
Specialty Food Stores	4452			39,642	39,642	65,485	-
Beer, Wine & Liquor Stores	4453			11,319	11,319	37,651	-
Health & Personal Care Stores	446,4461	11,930		78,181	90,132	145,539	-
Gasoline Stations	447,4471	5,000	2,543	2,653	10,196	769,069	-
Clothing Stores	4481	2,225	279	47,781	50,293	76,667	-
Shoe Stores	4482	3,059	512	17,229	20,817	73,681	-
Specialty Retail (i.e. Jewelry, Luggage & Leather Goods Stores)	4483	2,331		11,960	14,298	14,256	43
Sporting Goods/Hobby/Musical Instr Stores	4511	1,326	256	44,861	46,443	23,860	22,583
Book, Periodical & Music Stores	4512		256	5,955	6,211	1,126	5,085
Department Stores Excluding Leased Depts.	4521	3,977		194,264	198,241	838,593	-
Other General Merchandise Stores	4529	18,354	384	109,103	127,842	100,376	27,466
Florists	4531		256	2,525	2,781	3,345	-
Office Supplies, Stationery & Gift Stores	4532	4,487	256	12,796	17,538	9,302	8,237
Used Merchandise Stores	4533		512	19,706	20,218	13,357	6,861
Other Miscellaneous Store Retailers	4539		357	68,981	69,339	147,874	-
Full-Service Restaurants	7221	5,830	431		6,280	-	6,280
Limited-Service Eating Places	7222	7,852	610		8,479	-	8,479
Special Food Services	7223				-	-	-
Entertainment	71	-			1	-	1
Lodging	721110				-	-	-
Drinking Places - Alcoholic Beverages	7224				-	-	-
Total Demand (SF)		72,553	7,585	1,096,116	1,176,398	3,396,334	89,132

**Figure 2.2-5 Terrell Primary Trade Area Retail Demand**



## 2.3 Multi-Modal Transportation & Traffic

### 2.3.1 Assessment of Existing Terrell Roadway Network

Terrell's existing Thoroughfare Plan is shown in *Exhibit 4*.

#### Alignment

Terrell has a downtown roadway network primarily oriented parallel and perpendicular to the Union Pacific railroad that fostered the initial development of the City. Roadway directions are a few degrees offset from due north-south and east-west. Moore Avenue (US 80) developed as the primary roadway through the City, one block directly north of the railroad.

Approximately 0.5 mile in each direction from the center of downtown, the street orientation becomes primarily diagonal to follow the prevailing subdivision of land, on a 45-degree angle to true north. The diagonal land boundaries are a remnant of Spanish colonialism in northeast Texas, wherein the "Laws of the Indies" propagated from Spain dictated the shifted orientation so that all sides of a small house could receive equal sunlight throughout the day.

#### Spacing and Capacity

City blocks in downtown Terrell are spaced at about 350' intervals. In surrounding areas of the city, the spacing is slightly more irregular, though residential neighborhoods immediately northwest, south, and southeast of downtown maintain relatively short block spacing. Most existing streets are two-lane undivided roadways, with notable four-lane exceptions being:

- Moore Avenue (US 80)
- SH 205 (for a short segment just north of US 80)
- Poetry Road (from Town North Drive to Forest Creek Lane)
- Rockwall Avenue (from State Street to Cottage Street)
- Virginia Street (Business SH 34) from High Street to SH 34
- SH 34 from Flowers Lane to Tanger Drive
- Airport Road (from SH 34 to Silent Wings Blvd and from Kings Creek to CR 309)
- FM 148 (from Interstate 20 to Spur 557 and from Bachelor Creek to US 80)

A project is currently under design for widening a portion of SH 205. Spacing between existing four-lane roadways varies from as close as 0.15 miles (700 feet) between Virginia Street and SH 34, to 0.3 miles between Rockwall Avenue and Virginia Street and 1.3 miles between Rockwall Avenue and SH 205.

#### Regional Connections

Regional east-west access with immediate neighboring jurisdictions is provided by US 80 to Dallas to the west and small towns such as Wills Point to the east. IH 20, which is a four-lane divided cross section with intermittent frontage roads. It also parallels US 80 approximately 1.5 to 2.5 miles to the south, allows regional access to Dallas/Fort Worth, Tyler, and other points farther afield.



Spur 557 is a diagonal freeway connection with four main lanes and intermittent frontage roads between US 80 west of Terrell and IH 20 in south Terrell. SH 205 provides access to Rockwall and the IH 30 corridor to the north, while SH 34 leads to Quinlan and Greenville on the north and Kaufman, Ennis and the IH 45 corridor to the south.

#### Traffic Demand

Traffic demand is generally well below capacity under existing conditions on most of Terrell's roadways. The Kaufman County 2035 Thoroughfare Plan (adopted in August 2016) indicates existing congestion in and around Terrell is minimal, but that the lack of alternative routes for key travel movements can create intermittent congestion during construction or traffic incidents. Traffic level of service for 2013 was rated at LOS A, B, or C for most streets. LOS D or E were identified only for the following locations:

- SH 205 north of Griffith Avenue
- FM 148 from IH 20 to Bachelor Creek
- US 80 between SH 205 and 9<sup>th</sup> Street
- SH 34 north of Flowers Avenue
- Rockwall Avenue just south of US 80 and from Hood Street to Rosehill Road
- High Street from Virginia Street to SH 34

The only segment rated LOS F was a short segment on FM 148 on either side of the interchange with Spur 557.

#### Multi-Modal Access

Freight rail has a major presence in the City of Terrell. The City was built along the Union Pacific line that runs east-west just south of Moore Avenue. Numerous rail spurs divert from this line to industrial areas to the south and have helped spur economic growth in the Mike Cronin and Airport Business Parks. Rail crossings of around 25 times per day cause delays at north-south street crossings of the tracks, particularly at south of the intersection of Moore Avenue with SH 205/FM 148. TxDOT's completion of the SH 34 bridge over the Union Pacific line in recent years was the first grade separated crossing of the line in Kaufman County and helped to alleviate freight crossing delays for motorists on that corridor.

Star Transit operates dial-a-ride service between Terrell and other communities in Kaufman County, as well as Rockwall, Mesquite, Balch Springs, and Seagoville. Three fixed route bus lines are available in the cities of Kaufman, Balch Springs and Seagoville, as well as connections to the Dallas Area Rapid Transit (DART) Lawnview Station on the DART Green Line. Terrell residents pay \$2 each way for dial-a-ride trips within city limits (\$1 each way if over age 60). Rides further afield in Kaufman County are \$5 each way (\$3 if over age 60). Rides to or from the service area of Rockwall County, Balch Springs, Seagoville, and Mesquite are \$5 each way regardless of age, and trips for medical appointments farther afield are \$15 each way. All trips must be scheduled at least a day in advance.



Opportunities for pedestrian access within Terrell are mixed. Sidewalks exist downtown and in many neighborhoods, but many gaps exist. Currently, sidewalks are intermittent and frequently interrupted by wide driveways or on-street angled parking. Along Moore Avenue downtown, brick steps between street level and the sidewalk bifurcate the pedestrian space and pose a tripping hazard. However, the level separation between sidewalk and road can also be seen as a physical and visual positive as it creates a perception of safety for pedestrians and visual vantage points from the sidewalk to the road.

Specific facilities for bicycles do not yet exist in Terrell.

### **2.3.2 Assessment of Current Transportation Planning Documents**

#### **City Thoroughfare Plan (2002 Comprehensive Plan)**

The City of Terrell's current thoroughfare plan was adopted as Plate 4-1 in the 2002 Comprehensive Plan and last amended in 2009. Roadway classifications are shown in **Figure 2.3-1**, where the color scheme used matches that in the comprehensive plan document. Changes between the 2002 and 2009 versions mainly involved the addition of the Kaufman County section of the regional Outer Loop, which would run in a north-south direction in the far western ETJ of the City. Regionally, the Outer Loop would connect portions of Collin, Rockwall, Kaufman, Dallas, Ellis, Johnson, Parker, Wise, and Denton Counties. The alignments of other roadways that would connect to the Outer Loop, such as the northern Type AA Major Arterial near present FM 1392, FM 148, and Rosehill Road, were extended or adjusted at their connection points with the Outer Loop.



Roadway Classification	Planned Cross Section	Planned Right-of-Way Width
Type AA Major Arterial	8-Lane Divided	160' – 180'
Type A Major Thoroughfare	6-Lane Divided	120'
Type B Major Thoroughfare	6-Lane Divided	100'
Type C Secondary Thoroughfare	4-Lane Divided	80'
Type D Major Collector Street	2-Lane Undivided	60'
Type E Minor Collector Street	2-Lane Undivided	60'
Type F Residential	2-Lane Undivided	50'

**Figure 2.3-1: City of Terrell 2002 Thoroughfare Plan Roadway Classifications**

The Kaufman County Outer Loop within the western ETJ of the City is given a separate designation.

Many existing streets in developed areas of Terrell are designated for future widening, regardless of the availability of right-of-way or presence of existing structures. For example, SH 34 downtown is designated as a Type AA Arterial (160'-180' ROW). It allows for an eight-lane divided section with 20' median for double left turn lanes and 22' on the outsides. Though SH 34 is designated with this width in the current thoroughfare plan, the new bridge built on TxDOT's recent SH 34 project is only 70' wide including sidewalks.

Since city blocks in Terrell are only about 350' spacing in downtown, reserving 180' of right-of-way is only possible in newly developing areas. Through most of the currently developed part of the city, only 95' to 110' of ROW is available along SH 34. There are some segments near the far north or south city limits where almost 300' is available, but without a significant continuous length this available width has limited utility.

Six- and eight-lane arterials in currently undeveloped areas are planned on new alignments in the 2009 Thoroughfare Plan, mostly at 45 degree angles to north, generally at 1- to 1.5-mile spacing. However, some six-lane arterials are spaced as closely as 0.75 miles. The Type C Secondary Thoroughfare designation (in green) is the only four-lane roadway type in the city's current designation scheme. All other classifications are either eight, six, or two lanes.

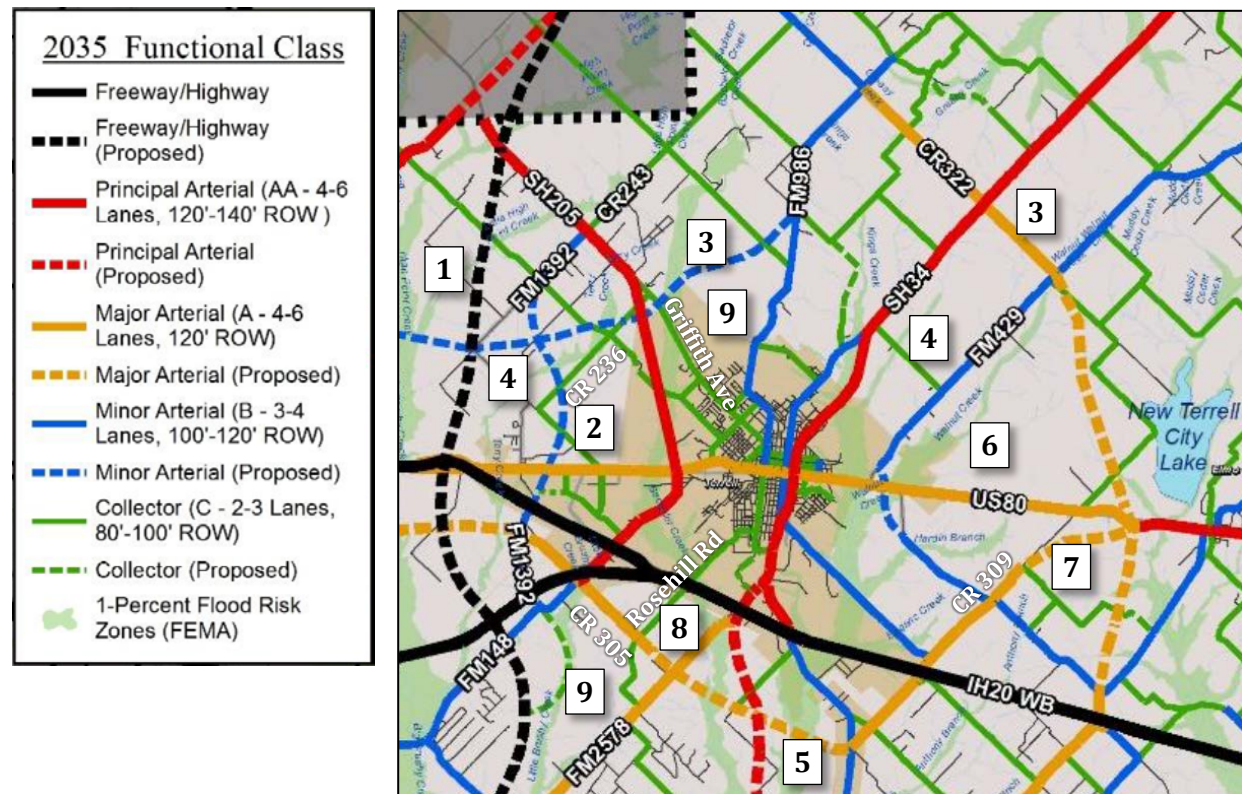


### County Thoroughfare Plan

The Kaufman County 2035 Thoroughfare Plan (adopted in August 2016) includes somewhat different cross sections than the City's thoroughfare plan, as illustrated in **Figure 2.3-2**, where the color scheme mirrors that used in the County plan. An excerpt from the County plan map is shown in **Figure 2.3-3**.

Roadway Classification	Planned Cross Section	Planned Right-of-Way Width
Freeway/Highway	Not Specified	Not Specified
Principal Arterial AA	4 to 6 lanes	120'-140'
Major Arterial A	4 to 6 lanes	120'
Minor Arterial B	3 to 4 lanes	100'-120'
Collector C	2 to 3 lanes	80'-100'

**Figure 2.3-2: Kaufman County 2035 Transportation Thoroughfare Plan Roadway Classifications**



**Figure 2.3-3: Excerpt from Kaufman County 2035 Transportation Plan near the City of Terrell**

The County plan differs in that it has fewer classifications of minor, 2- to 3-lane roadways than does the City plan. The County plan is more flexible in terms of the ultimate build-out number of lanes and gives for most roadway classifications a range of possible right-of-way widths instead of one fixed number. The County plan was based on projections of future traffic growth and test runs of a travel demand model for the County, which showed significant future reductions in congestion versus a no-



build scenario. The City plan appears to have been developed based on planning and engineering judgement only.

Because the color legend is similar but not identical between the two plans, a direct visual comparison of the two plan maps can be misleading in terms of noting the differences between the future designations of existing roads and streets. **Appendix 2** presents a table that describes Terrell's Existing Thoroughfare Plan Summary Details. This table inventories (for existing roadway segments only) the existing cross section, and future designation in terms of lanes and right-of-way width in both the City and County thoroughfare plans. Differences are highlighted using green and yellow backgrounds in the right two columns of the table, highlighting that many existing roadway segments are designated for different ultimate lane capacity and right-of-way width between the two plans.

In terms of alignment of future roadways, the following major differences are noted between the County plan and City plan (refer to numbers on **Figure 2.3-3** corresponding to the numbered items below):

1. The County plan alignment of the Outer Loop is more curvilinear than in the City plan, avoiding certain constraints.
2. FM 1392 on the west side of the City ETJ is realigned in the County plan to follow more of a north-south alignment than the alternating diagonal path it takes today and in the City's future plan.
3. The future eight-lane Type AA Major Arterial along the northern edge of the ETJ in the City plan is absent from the County plan. Instead, the County plan shows a 3- to 4-lane Minor Arterial B providing a connection to Forney to the east and following a more southerly route (crossing SH 205 just south of Griffith Avenue) than does the Type AA Major Arterial in the City plan. On the northeast side of the City, a 4- to 6-lane Major Arterial A extending from CR 322 in the County plan follows a somewhat closer arc to the 8-lane Type AA Major Arterial in the City plan, but it is still roughly a mile farther from the City center.
4. County Roads 236 and 319, at the northwest and northeast edges of the City, respectively, are slated to be six-lane Type A Major Thoroughfares in the City plan, but would remain Collector C or local roads in the County plan.
5. The CR 305 and CR 178 extension toward the east on the south side of IH 20 would follow a more northerly alignment in the County plan than in the City plan.
6. The City plan includes a six-lane Type A Major Thoroughfare just east of Old Terrell City Lake, beginning at the CR 319 extension and continuing south-southwest to IH 20. This route is absent from the County plan.
7. Near the southeastern City limits, the City plan converts CR 309 north of FM 429 to an eight-lane arterial extending to US 80. The County plan realigns the road as a four- to six-lane road with an intersection with US 80 about 0.75 mile farther east.
8. Rosehill Road in the City plan would become a six-lane divided roadway and be extended to the southwest past CR 178/305 to an intersection with the Kaufman County Outer Loop. In



the County plan, Rosehill Road would remain a local street or Collector C roadway, and the extension to the Outer Loop (with its long skewed stream crossing) would be eliminated.

9. Numerous differences appear when comparing collector roads in the two plans. A notable difference is that Griffith Avenue is designated as a Collector C road for its entire length on the County plan, but is designated on the City plan as a local street southeast of Lover's Lane. Another difference is the future County Collector C roadway opposite the south end of the FM 1392 realignment in the southwest corner of the City. This collector would loop south and west south of FM 148 to an intersection with the Kaufman County Outer Loop. The roadway does not exist in the City plan.

#### US 80 Corridor Study

On August 22, 2016, Kaufman County approved a corridor study for US 80 for its entire length within the County. While most study recommendations focused on the more congested areas of US 80 in Forney, recommendations from the study pertinent to the City of Terrell include:

#### *Short-Term (10 years):*

- Constructing intersection improvements for US 80 at SH 205/FM 148 (not to include grade separation)
- Realign and extend FM 1392

#### *Long-Term (20 years):*

- Widen US 80 to six lanes from SH 190 to Spur 557
- Complete commuter transit centers at the eastern edge of Forney and in downtown Terrell
- Construct north-south connector (DFW Outer Loop) north of IH 20 east of Terrell
- Realign US 80 to follow Spur 557 to IH 20 and then reconnect to existing alignment via new roadway southeast of Terrell.

The commuter transit centers described above would be related to express bus service in the US 80 corridor, as studied in the NCTCOG's Eastside Transit Study. (The City has also had discussions with TxDOT about reserving right-of-way for an extension of DART light rail service in the IH 20 median that could be extended to Terrell in the far future).

The last recommendation above regarding US 80 realignment is shown in orange southeast of the City in the County Thoroughfare Plan map in **Figure 2.3-3**.

#### Downtown Accessibility Study

In 2000, the City of Terrell commissioned a "Downtown Accessibility Study" that considered Texas state standards which were at the time considered to be more stringent to the federal Americans with Disabilities Act (ADA) requirements. The study suggests that many cities handle accessibility issues on a "complaints made basis." However, more recent action by the U.S. Department of Justice indicates this is not a wise strategy for jurisdictions, and that development of ADA Transition Plans is necessary to avoid unnecessary exposure to litigation.



Brick steps installed in 1986 between the sidewalk and street level along the length of Moore Avenue between Rockwall Avenue and Delphine Street bifurcate the pedestrian space and pose a tripping hazard. They were identified as a major pedestrian impediment in the 2000 study and remain to this day. However as mentioned on Page 2-23 above, the level separation between sidewalk and road can also be seen as a physical and visual positive as it creates a perception of safety for pedestrians and visual vantage points from the sidewalk to the road.

### **Major issues and opportunities**

#### Regional Connections

The Kaufman County Transportation Plan adopted in 2016 identifies north-south regional connections as a major issue. Identification of the best possible alignment for the DFW Outer Loop and reconciliation between the City and County alignments will help achieve this objective. The City has also identified a connection to the north near the Town of Poetry to FM 1565 as an important long-term north-south connection that would ultimately connect to the IH 30 corridor.

#### Key Improvements Needed

City staff have identified the following key improvements needed within the city:

- A more comfortable pedestrian space is desired for Moore Street downtown. Review of average daily traffic data provided by the City has indicated that a reduction of the number of lanes from five (four through lanes plus center left turn lanes) to three would result in significant congestion unless an alternate route is developed to divert much of the existing traffic away from Moore Street. There may be opportunities for additional east-west connections through downtown using Nash Street or South Alley close to Moore Avenue, Rochester Street farther south and/or diversion of US 80 traffic (particularly trucks) to alternate routes such as IH 20 and CR 309 in order to facilitate the removal of through lanes for more pedestrian space.
- A future one-way pair might also be considered for adding capacity for north-south travel between US 80 downtown and IH 20 to the south.
- Recommendations on improving the location and operation of downtown parking should be provided, including the American National Bank lots and parallel and perpendicular on-street spaces.
- Recommendations should be provided for South Alley immediately south of Moore Street and north of the Union Pacific rail line. Can it be improved for increased downtown parking and/or circulation, and would such plans be compatible with future double-tracking of the Union Pacific line through downtown?
- Better access is needed to the high school and performing arts center on the north side of town. The existing access routes via SH 986 (Rockwall Avenue, State Street and Poetry Road) or via Virginia Street, Frances Street and Town North Drive are circuitous and traverse residential areas, confusing out of town visitors.
- An alternative connection is needed between downtown and SH 205 to the north to reduce through traffic on historic residential Griffith Avenue.





- Frontage roads are needed on IH 20 east of Spur 557 to provide better access for land development, particularly near CR 305.
- An east-west connection between the northwest side of Terrell and the Windmill Farms area of Forney north of US 80 is needed to relieve future congestion on US 80. It should be aligned if possible to minimize the distance crossing floodplains associated with Terry Creek.
- New arterial alignments should balance the need to provide economically sound land access to large future development parcels such as Whitt Ranch while minimizing the length and cost of new roadway through greenfields or crossing floodplains.
- A route around New Terrell Lake needs to be mapped assuming future City annexations put this area within City limits and/or the ETJ. A new roadway classification of “Lakeside Collector” is needed to reserve right-of-way adjacent to the lake as land is developed so that space can be reserved for parks, trails and habitat protection.
- A “Pedestrian Way” designation is needed in the city’s thoroughfare plan to reserve right-of-way for future pedestrian and/or bicycle connections. Coordination should occur with the City’s Parks Master Plan as to the corridors where this designation should be added to the thoroughfare plan map.
- New thoroughfare plan designations of “Major Rail Access Corridor” and “Minor Rail Access Corridor” should be added to preserve the ability for future connections involving freight or passenger rail. The “Major Rail Access Corridor” would allow for reservation of right-of-way for a connection from an IH 20 commuter rail line to a passenger rail terminal near the west side of downtown. The “Minor Rail Access Corridor” designation would allow future spur rail lines from the Union Pacific line to penetrate the future East Side Business Park.

#### Downtown Road Classification and Grid Network

The 2002 Comprehensive Plan is written (and the thoroughfare plan map supports its thesis) assuming downtown Terrell predates modern dependence on the automobile and thus lacks the benefits of a hierarchical functional classification system. It’s written as if downtown were a problem to work around, and that the outlying areas of Terrell should be designed with a more “modern” thoroughfare plan like that of other Texas suburban cities. However, there are multiple benefits of extending the current tight grid network that the City should consider in this Comprehensive Plan update. These include:

- Better pedestrian and bike connectivity due to more direct routing
- Fewer wide arterials functioning as barriers and extra-wide intersections to cross
- Better aesthetics, more human scale
- More opportunities for landscaping and placemaking
- More overall traffic capacity and less congestion

A tight grid network as exists in downtown Terrell is more convenient to walking and cycling since it minimizes additional, unnecessary travel distances. The downtown grid pattern of streets in Terrell is already very convenient for this, and has potential for future walkability with an appropriate mix of future land use and reallocation of right-of-way to a more balanced distribution of transportation modes.



A tight, uninterrupted grid network also serves to distribute traffic more evenly to parallel streets since available alternate routes to avoid any congestion are abundant. The switch from orthogonal streets to diagonal streets at the edge of Terrell's downtown likely serves as some deterrent to cut-through trips not involving a downtown origin or destination. A key challenge will be to promote integration between downtown and adjacent existing neighborhoods for multi-modal trips while discouraging the use of prime historic residential streets such as Griffith Avenue by cut-through traffic.

The primary benefit of a hierarchical functional classification system for roadways, as developed during the 20<sup>th</sup> Century, is the ability of its discontinuities to restrict through traffic on residential streets or other locations where high traffic volumes would be undesirable. This system of roadway classifications evolved in response to the inability of traditional grid systems to effectively prevent cut-through traffic in residential neighborhoods on an uninterrupted grid network. Most of the benefits of this system can be retained, however, on a relatively tight grid network by providing links for pedestrians and/or cyclists only that make travel along collector routes discontinuous for automobile traffic but continuous for bicyclists and pedestrians.

To retain and build on the City's existing downtown grid pattern, more frequently spaced four-lane roadways and fewer six- and eight- lane roadways would be ideal. A goal of the thoroughfare update process may be to replace as many of the six- and eight-lane future facilities as possible each with two or three parallel four-lane facilities at closer spacing. Different options for four-lane arterials with different right-of-way widths might be considered depending on the context and desire to have wide wider sidewalks, on-street parking, bike facilities, etc.

#### Cross-Sections

Cross-sectional elements of the existing thoroughfare plan should be reviewed and potentially modified for consistency with the County thoroughfare plan. Other cross-sectional modifications should be considered as well. For example, the Type C, narrow four-lane divided section does not always work well in industrial areas with large trucks. Furthermore, all of the cross-sections could benefit from more detail showing Complete Streets components such as optional bicycle and pedestrian elements.

#### **Future Commuter Rail Opportunities**

The DART Green Line ownership extends south of IH 20. This would allow a commuter rail/LRT interchange in southeast Dallas County similar to the DCTA/DART interchange on the northern portion of the DART Green Line. Such a commuter rail line could then extend along IH 20 to Terrell and beyond. This concept has been evaluated several times in the past and it is an important element of long term mobility planning that should be included in Terrell's Comprehensive Plan.





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## 2.4 Development Patterns & Neighborhoods

Terrell's early growth can be traced to the construction of the Texas and Pacific railroad which began in 1873 followed by its corporation in 1875. Terrell's name comes from an early settler and surveyor, Robert A. Terrell, who settled in the area in the mid-1840s. Terrell's historic and current development patterns have largely been influenced by transportation modes, first by the railroads and later by highways. Terrell grew rapidly in the 1870s and became the largest town in Kaufman County.

Several factors led to Terrell's growth in the late 1800s and early 1900s including the establishment of a mental health institution (currently the Terrell State Hospital); headquarters of the Texas Midland Railroad; industrial growth; and a demonstration farm (known as Porter Farm) that became a nation-wide model for farming called the "Terrell Plan."

Historically, the city has grown in a north-south direction due to two major creek corridors that run north-south on either side of the town. These two creek corridors converge about 4 miles south of the IH 20. During the mid- to late 20<sup>th</sup> Century, investment in the two major highways, IH 20 and US 80, changed the development pattern away from the railroad to become more auto-oriented.

In conjunction, the growth of the trucking industry redirected the focus of industrial uses from rail to road. Today industrial uses are associated with IH 20 to the south at the Airport Business Park near the Terrell Municipal Airport and west between US 80 and TX 557 called the Mike Cronin Business Park.

Growth in the mid-1900s came during World War II when the British flight training school was established in Terrell. In the late 1990s, Terrell took a proactive approach to economic development by establishing the Terrell Economic Development Corporation (TEDC) after the passage of a \$0.005 sales tax proposition. Using these funds, the city incentivized development that focused on jobs and economic impact over the past 25 years. Through a combination of low interest loans, grants, infrastructure improvements, and land purchase, TEDC has focused its efforts on attracting industrial manufacturing, distribution, and logistics based companies.

Terrell's development patterns and character can be evaluated in terms of its neighborhoods, major corridors and districts. The following section is organized by the following:

### 2.4.1 Neighborhoods

The following is an assessment of the different neighborhoods in Terrell generally organized by location relative to downtown. Downtown is itself evaluated as a mixed use neighborhood, with neighborhoods north and south of downtown that share common factors respectively.

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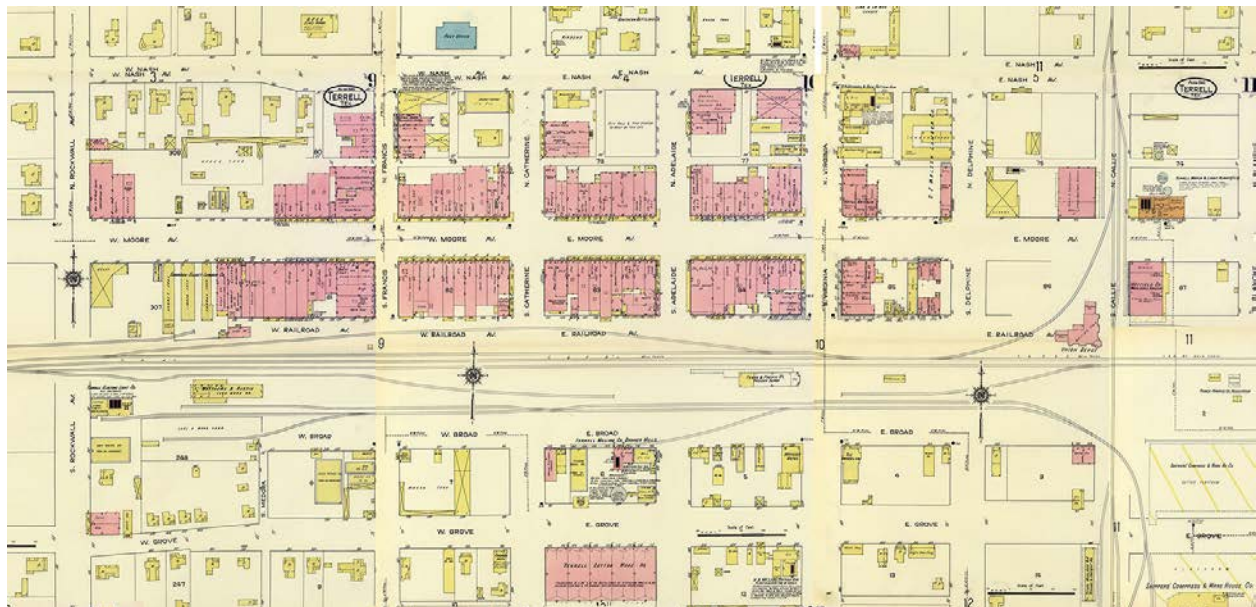
### ***Downtown Neighborhood***

Historically, downtown has been the commercial heart of the community with all the retail and industry located in downtown. In the early 1900s, several warehouse related uses such as lumber sales, flour mills, coal and wood yards, and wagon yards, were located along the T&P Rail line, half a block south of Moore Avenue. During this time, Moore Avenue was the community's commercial heart, especially between Rockwall and Callie Streets.

Downtown Terrell generally has a tight, walkable (300' X 260') and connected block pattern and was separated from the neighborhoods to the south and east by major rail corridors (see **Figure 2.4-1** that depicts a historic map of downtown Terrell dated 1914). The historic core of downtown Terrell includes the historic blocks along Moore Avenue between Rockwall and Virginia Streets while the blocks along the edges have had their historic context eroded. To the south of Moore Avenue, the core of downtown does not go past the railroad tracks with fairly underutilized existing buildings and vacant lots located south of the rail line. North of Moore Avenue, the core of downtown feathers along High Street with a mix of commercial, religious, and residential uses along High and College Streets.



New reinvestment is now surging in downtown. The Downtown Small Business Group is engaged in working with the city as evident in the City Council's recent adoption of the Downtown Plan.



**Figure 2.4-1 Historic Sanborn Map of Downtown Terrell dated 1914**

Surface parking lots within downtown Terrell is very pervasive. The location and amount of surface parking, specifically adjacent to the sidewalk creates voids in the “street wall”. A street wall indicates the creation of a continuous “wall” with buildings placed immediately adjacent to the street/sidewalk. A street wall has a “void” if there is a surface parking lot adjacent to the sidewalk/street. A continuous street wall is essential to create a vibrant pedestrian environment.

Many of downtown Terrell’s blocks are inconsistent with respect to continuity of “street walls” that make pedestrian environments more pleasant. Several surface parking lots are scattered all over downtown with the most intact street walls located along the southern edge of Moore Avenue between Frances Street and Virginia Street. The companion document, **Terrell Downtown Plan**, focuses on improving this aspect of downtown with potential infill strategies, especially along critical blocks and corridors.

Some retail and office uses are generally clustered in and around downtown with Moore Avenue being the major commercial corridor in downtown. Some of the major employers in and around downtown Terrell include American National Bank, City of Terrell and the State of Texas (Terrell State Hospital). Moore Avenue is the community’s Main Street. Not only does it have the most intact commercial storefronts downtown, but is also a major thoroughfare through the community. Currently, it is a 5-lane roadway with on-street parallel parking and medians through downtown. The current cross section and traffic volumes on the corridor are not conducive to the creation of a vibrant, walkable redevelopment context along Moore Avenue. Of most concern is the prevalence of truck traffic along Moore Avenue.

The new US 34 Bridge and Rockwall Avenue intersections along Moore are the major gateways into downtown. However, the existing development context at these intersections is nondescript and does

not have the character to denote a major gateway into downtown. Any recommendations regarding the redevelopment of downtown should consider the importance of creating memorable entrances into downtown.



### ***North of Downtown Neighborhoods***

#### ***Traditional Neighborhoods***

Historically, a significant portion Terrell's residential development occurred north of downtown and a more modest amount south of downtown and the railroad tracks. A significant portion of the neighborhood north of downtown was established prior to the 1930s. Generally, the neighborhoods north of downtown include the blocks north of Brin Street and west of Pacific Avenue. The north-south street grid changes direction north and west of Pacific Avenue. The older, pre-1930s neighborhood extends to Ninth Street to the west, McCoulskey Street to the north and State Street/Terrell State Hospital Campus to the east. Of these blocks, First Street, Griffith and Pacific Avenues are home to some larger, stately and architecturally significant homes. Virginia and Rockwall Streets have more non-residential uses interspersed with the neighborhood fabric and provide significant north-south connectivity. Most of the neighborhood is comprised of modest homes of a traditional vernacular that is indicative of homes built after World War I.





Most of the blocks closer into downtown (First Street and east) have curb and gutter with blocks further out (Second Street to Ninth Street) with limited curb and gutter sections. Sidewalks are mostly present only along blocks with curb and gutter. Generally, sidewalks are in need of significant maintenance and are sometimes interrupted by driveways and parking lots.

#### *Post-WW II Neighborhoods*

Terrell saw a very modest residential boom post World War II unlike many American cities. Some of this expansion included an extension of the city grid to the northwest of Ninth Street, along Griffith Avenue. Some of the older blocks are closer to Griffith Ave and are composed of larger, deeper lots. A more modest expansion of newer neighborhoods, north along Frances Street/US 34 and south of Griffith Avenue, is evident in Terrell.

#### *South of Downtown Neighborhoods*

Although several of the blocks south of downtown and the railroad line were laid out prior to WW II, several of the older structures are not remaining. Most of the blocks south of the railroad line are a mix of mostly residential, some warehouse/industrial uses, and some commercial uses along the major north-south corridors of Rockwall and Virginia. The neighborhood is sparsely developed with vacant lots and underutilized properties scattered throughout. Some blocks are characterized by some newer single-family, duplex or quadplex infill that add little to the character of the traditional neighborhood.



Generally, the homes within these areas have been built over different time periods with no chronological pattern of development. There are some newer neighborhoods developed during the second half of the 20<sup>th</sup> Century south of Roosevelt Avenue to the west of Rockwall and south of University Street east of Rockwall.

Homes built during the 1960s and before are generally made of wood or similar siding materials with garages that are set fairly back from the front property line. Brick homes with garages in the front are common after the 1960s.

#### *Stallings Addition*

This is an established, predominantly African-American neighborhood located south and east of downtown. It is fairly separated from the rest of the city by the rail corridor and US 34 (former rail line) with access to the rest of the street network only along Gardner Street and Temple Street. The neighborhood is comprised of modest homes of different vintages, some from the 1960s and some that have been built recently. Generally, the streets are without curb and gutter and in need of significant repair and maintenance. The neighborhood is home to a neighborhood park located at the southern end at Henderson, Runnells and Harrell Streets.

Stallings is undergoing a resurgence with the new business, Builders FirstSource Inc. More importantly, jobs have been added within walking distance in the community. Through local negotiated Public/Private Partnerships, the lumber company will utilize private funding to enhance public infrastructure improvements around the Stallings community, i.e. landscaping, sidewalks, walking trails and neighborhood parks dedicated through a negotiated economic development agreement.



#### **2.4.2 Corridors**

The following is a discussion of some of the major corridors in Terrell with respect to land use, development character, and visual quality. Corridors discussed here are major transportation and drainage corridors. With respect to the transportation corridors, both roadway and rail corridors are addressed. The major roadway corridors evaluated under this section include: Moore Avenue/US 80 (east and west of downtown), Virginia Street, Callie Street/US 34, Airport Road, Spur 557, and IH 20.

##### ***Roadway Corridors:***

*Moore Avenue/US 80 (east and west of downtown)*



Moore Avenue, West of Rockwall Street and east of Callie Street, is fairly auto-oriented in terms of development character. West of Rockwall, Moore is a hodge-podge of one-story commercial buildings (retail, fast food and service uses) with no pedestrian accommodations, limited landscaping, profusion of signage, and lacks any corridor cohesion. East of Callie Street is characterized by one-story metal buildings with auto-service and similar industrial/service uses.

As the major gateway into the city, US 80/Moore Avenue has limited visual appeal nor pedestrian orientation. As such, the roadway corridor, combined with the rail line just south of Moore, is a major barrier to north-south connectivity in the community.



#### *Virginia Street (north and south of downtown)*

Another major corridor is Virginia Street which is a north-south connector and gateway into the city. North of downtown, the corridor is more residential in character with mostly well maintained, historic homes on larger lots. Sidewalks are fairly consistent throughout the corridor and landscaping and canopy trees could improve the residential streetscape and make it more attractive for pedestrians.

South of downtown, Virginia Street has less commercial intensity compared to US 80. It has a few undeveloped or underdeveloped blocks, one-story metal buildings housing auto service, storage, limited retail, some churches, and similar uses. It immediately backs up to Adelaide Street to the west that has a mix of residential, an auto salvage yard and some industrial warehouse buildings.

#### *SH 34*

Former railroad right-of-way was recently improved and re-designated as SH 34 along an abandoned north-south rail corridor through the city. It is a 4-lane major regional connector from IH 20 to IH 30 to the north. It is one of the few roadways that is grade separated over the T&P railroad tracks in downtown Terrell. Since it is a newly constructed roadway corridor, most of the development context is vacant with some older, vacant industrial buildings along the downtown blocks. The grade separation through the core downtown blocks limits access from the roadway to adjoining properties.

### *Airport Road*

This is a major connector between IH 20 and SH 34 and provides access to the industrial properties within the Airport Business Park. A significant portion of the development context along Airport Road is currently vacant and mostly has large metal warehouse/industrial buildings closer into town to the north of the airport. Several of the existing uses have outdoor storage with just chain link fencing which adds to some visual clutter along this corridor. Airport Road runs across Kings Creek which runs north-south and makes developing properties to the north of Airport Road closer to Kings Creek more challenging.



### *Spur 557*

This road is a major connector from IH 20 to US 80. It is also an important anchor providing access to the Mike Cronin Business Park located on the west side of Terrell. It is designed as a limited access facility and has some vacant properties along its frontage to the north and all vacant properties to the south. All the industrial development to the north backs up to US 80; the highway frontage itself consists of plain, metal buildings.

### *IH 20*

The IH 20 frontage through Terrell is sparsely developed with development only at the two major interchanges – FM 148 and US 34. Bucee's and other fast food restaurants are located at the intersection with FM 148. Tanger Outlet Terrell is located at the intersection with US 34. Development is auto-oriented and there is a major creek that runs north-south between Rosehill Road and FM 2578.



### 2.4.3 Districts

This section describes the character of districts within Terrell. A district is an area that is comprised of similar and related uses and the buildings are of a similar design and character that create a campus like atmosphere. One such district in Terrell is the Terrell State Hospital Campus. There are two industrial/business park districts, the Airport Business Park and Mike Cronin Business Park. The discussion of these areas is included in the description of the Airport Road and Spur 557 Corridors.

#### *Terrell State Hospital Campus*

The Terrell State Hospital campus is located just northeast of downtown and the campus backs up to Kings Creek. It was opened as a regional psychiatric hospital in 1885 on 675 acres located just northeast of downtown. An additional 561 acres was leased to serve as pasture and cropland for the production of food for patients. The original campus buildings were built in 1885 but none of these original buildings remain on the campus. Several buildings were built in the early 1900s and many buildings currently being used were built in the middle of the century and are good examples of mid-century modern architecture. Older buildings were incrementally added on to and are in varying condition. Many of the older buildings have been abandoned and are in disrepair.



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## 2.5 Natural and Cultural Environment

### 2.5.1 Natural Environment

The natural environment in Terrell is represented by various creeks, two lakes, the Blackland Prairie, and the M.C. Roberts Prairie.

#### *Creeks*

The landscape of the City of Terrell and surrounding areas drain generally in a southern direction. Two main receiving creeks are Kings Creek and Cedar Creek, both of which flow into Cedar Creek Lake. From here the Cedar Creek flows to meet the Trinity River.



The majority of Terrell's build environment lies between Bachelor Creek (west) and Kings Creek (east). Big Brushy Creek runs along the far western edge of the city's ETJ. Muddy Cedar Creek is located to the east of the city where it holds the New Terrell City Lake.

Creek corridors fulfill essential ecological services by providing habitat for wildlife and by conveying flood waters off the land. This means a creek with its natural vegetation in place, will effectively withstand the forces of flood waters. However it is essential to protect these corridors with as little as possible encroachment. In order to ensure creek corridors to continue to provide ecological services, many cities do not allow any development within the 100-year flood plain determined at build-out conditions, with no rise.

The additional benefit of protected creek corridors is that they provide ideal opportunity for recreation in the form of trails, and passive recreation like bird watching and nature observation.

#### *Lakes*

There are two lakes of note associated with Terrell. The one lake is Old Terrell City Lake while the other is the New Terrell City Lake.



Old Terrell City Lake is located within Terrell, east of FM 429 and north of US 80. At a water surface of about 20 acres, it is a fairly small lake with limited recreational opportunity for water sports. However from a water aquatics and bird habitat point of view, it is an important resource for passive recreation like bird watching and trails. Protection of this natural resource will be complemented and promoted by the Parks Master Plan's proposed passive type community and neighborhood parks adjacent to the lake.



New Terrell City Lake is located outside of the City of Terrell to the east north of US 80. It has a water surface area of approximately 800 acres. The lake allows for a lake edge trail of about 10 miles in length. This is very comparable with the well-known and well-used White Rock Lake in Dallas.



A beautiful lake in itself, the land surrounding the New Terrell City Lake has the potential to be developed with high end residential housing. However it is essential that ample areas around the lake be kept natural for the benefit of the aquatic and terrestrial wildlife associated with the lake and creeks entering the lake. Any park development should be limited to passive type activities and facilities including trails, shade structures, lookout pavilions, and seating. In order to provide both physical and visual access to the lake, it will be important to require a single loaded road around the lake, with no part of the lake in a resident's backyard.



### ***Blackland Prairie***

The City of Terrell is located in the Blackland Prairie Ecoregion which is one of 10 natural regions in the State of Texas. It is a temperate grassland ecoregion that runs roughly 300 miles (480 km) from the Red River in North Texas to San Antonio in the south.

Per the Texas Parks and Wildlife Department (TPWD) the Blackland Prairie region is named for the deep, fertile black soils that characterize the area. Blackland Prairie soils once supported a tallgrass prairie dominated by tall-growing grasses such as big bluestem, little bluestem, indiangrass, and switchgrass. Typically, soils are uniformly dark-colored alkaline clays, often referred to as "black gumbo," interspersed with some gray acidic sandy loams. (See <https://tpwd.texas.gov/education/hunter-education/online-course/wildlife-conservation/texas-ecoregions>)

Because of the soil and climate, this ecoregion is ideally suited to crop agriculture. This has led to most of the Blackland Prairie ecosystem being converted to crop production, leaving less than one percent remaining (and some groups estimate less than 0.5% to less than 0.1% remaining) and making the tallgrass the most-endangered large ecosystem in North America.

(See [https://en.wikipedia.org/wiki/Texas\\_blackland\\_prairies](https://en.wikipedia.org/wiki/Texas_blackland_prairies))

Small remnants of the Blackland Prairie are conserved at sites such as the Matthew Cartwright Roberts Prairie right here in Terrell, Texas.

The Texas Blackland Prairie (also referred to as Tall Grass Prairie) is characterized by landscapes that are gently rolling to nearly level, and elevations range from 300 to 800 feet above sea level. Crop production and cattle ranching are the primary agricultural industries.





### ***Matthew Cartwright Roberts Prairie***

The Matthew Cartwright Roberts Prairie (Roberts Prairie) is located at the northeast corner of FM 958 and CR 236. The Roberts Prairie is privately owned, and it received recognition in the form of a Lone Star Land Steward Award. Established in 1996, the annual Lone Star Land Steward Awards recognizes and honors private landowners in Texas for their contributions to natural resource conservation and management. Administered by TPWD, the goal of this award is to celebrate excellence in private land conservation.



The award described the Roberts Prairie as follows:

- The Tall Grass Prairie has been identified as one of the most imperiled ecosystems in North America, and certainly within the state. For over 100 years, the family has maintained this 200-acre native prairie, which represents one of the largest and biologically rich remnants of blackland prairie in Texas. Noted prairie expert Fred Smeins of the Department of Rangeland Ecology and Management of Texas A&M University, once stated, "If prairies were paintings, the Matthew Cartwright Roberts Prairie would be a Van Gogh."
- Native hay production continues to be the primary land use as it has been during the past century. Cutting is timed to avoid nesting season for resident and migratory birds, usually after mid-July.



- Since this prairie has never been plowed, it serves as a benchmark for landscape restoration in the region.
- Over 300 species of plants have been identified, including a number of rare species. This great diversity of plants is due in part to the unique topography of a pristine prairie known as gilgai, formed by the natural processes of heavy clay soils.
- Prescribed fire has been used to maintain the high quality of the prairie, although county restrictions have limited fire application in recent years.
- Ponds were constructed during the 1940s to check erosion which was accelerating from off-site sources. The result has been an abundance of waterfowl use, especially as drought conditions limit water availability elsewhere.
- Research on the site includes ongoing floristic inventories by the Botanical Research Institute of Texas, and invertebrate monitoring by the Heard Museum.
- Many conservation organizations have toured the site including the Nature Conservancy of Texas, the Texas Society of Ecological Restoration, the Fort Worth Native Plant Society, and numerous elementary school groups.
- In 1998, the property was registered in The Nature Conservancy's Texas Land Steward Society Program.

### 2.5.2 Cultural Environment

The cultural history of Terrell is found in many places. Downtown with beautiful old buildings is a prime example and discussed in more detail in the companion **Downtown Plan**. Examples of other places that represent the cultural history of Terrell included Porter Farm and the Oakland Cemetery.

#### ***Porter Farm***

The Porter Farm, also known as Walter C. Porter Farm, is located in the ETJ of Terrell. It was the site of the first cooperative farm demonstration, organized by Dr. Seaman A. Knapp in 1903. The farm offered local farmers the opportunity to explore the benefits of scientific farming methods such as crop rotation, use of legumes, properly spaced plantings, and commercial fertilizers, to increase crop production. The project successfully demonstrated methods expanding crop production. From this foundation project developed the U.S. Department of Agriculture Agricultural Extension Service.

Knapp worked with Walter Porter to set aside 70 acres of the farm, on which the experimental use of fertilizers on some plots and rotation with nitrogen-fixing legumes doubled normal yields of cotton. The success of this project led to the Extension Service programs, which went on to develop methods to combat boll weevil infestation in the area.

Porter Farm was designated a National Historic Landmark in 1965 because of the role it played in accelerating the development of the federal Agricultural Extension Service.





### ***Oakland Cemetery***

After Terrell was established in 1873, its citizens saw the need for a community burial ground. In 1878 John R. Terrell sold 7 acres of land for use as a cemetery, and the first burials were those of Peter Meinenger and Dr. G. W. Ridgell. In 1925 the Oakland Cemetery Association was founded to provide perpetual care for the gravesites. The name Oakland Memorial Park was adopted in 1931. Among those buried here are professional artist Frank Reaugh and 20 members of the British Royal Air Force who were killed while in training at Terrell during World War II.

A small sundial marks the WWII RAF Pilot Cemetery plot, a place that will be "For Ever England."

Source: <http://www.alliedride.org/index.php/texas-home/oakland-cemetery>



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## Chapter 3: Public Engagement: Reinforcing the Terrell Community



### 3.1 Background

Planning must be an inclusive and collaborative process which engages the community and is built on partnerships and synergism. From the outset of the Terrell Comprehensive Plan and Downtown Plan initiatives, the community came together to discuss its rich history of economic successes as well as its collective determination to overcome adversity. There has been no doubt throughout the public engagement section of this project that an extraordinary willingness to embrace a positive future for Terrell.

The city's leadership initiated the dialogue that kicked off both plans by scoping the project with the consulting team in such a way that community leaders, business operators and property owners were encouraged to participate in public meetings, focus groups, stakeholder interviews and visioning sessions. While the "movers and shakers" came together to share their visions for the future, it was the community and small business representatives who were most eager to offer their insights and opinions. If individuals did not want to speak publicly, they swiftly completed a questionnaire and a public comment card, sharing their concerns about existing conditions as well as their priorities for making Terrell a better place to live.

The public engagement components of the Comprehensive Plan and Downtown Plan align with best practices for strategic and effective communications. The following is a summary of the activities that have been executed to date; once the draft plans are finalized, the public will be invited to a community-wide meeting to learn firsthand the recommendations for improving the overall quality of life and economic sustainability of the community as well as the redevelopment of downtown. The list reflects the order in which the activities occurred.



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## 3.2. Public Engagement Process

The public engagement components of the Comprehensive Plan and the Downtown Plan align with best practices for strategic and effective communications. Public Engagement were scheduled and arranged to occur in three parts: Part One addressed the City of Terrell as a whole and took place in March and April that culminated in a two-day workshop on April 4 and 5. Part two addressed downtown and occurred during a two-day visioning event on May 16 and 17. Part three will occur once the draft plans are finalized, the public will be invited to a community-wide meeting to learn firsthand the recommendations for improving the overall quality of life and economic sustainability of the community as well as the redevelopment of downtown.

The following is a summary of the activities that have been executed to date. The list reflects the order in which the activities occurred.

### Part 1: Terrell Comprehensive Plan

#### **Comprehensive Plan Action Committee (March 28, 2017)**

Members of the CPAC serve on Terrell's Planning and Zoning Commission. In a workshop at the outset of the planning process, they were asked to describe Terrell's positive characteristics and how they envision positive outcomes resulting from careful planning and execution of those plans in the future. The discussion provided for a positive beginning to the planning process.

#### **Terrell City Council (April 4, 2017)**

In a special called workshop, City Council members and staff participated in a spirited discussion of where Terrell is today and what Terrell can become in the future. Economic development and tools such as public/private partnerships, housing options and lifestyles, preservation of its historic assets, commercial and retail that is warranted for growth, plus establishing downtown as a destination for entertainment, restaurants, and public events were topics discussed with enthusiasm.

#### **City Leaders Workshop (April 4, 2017)**

Participating in this discussion were representatives of the Terrell Independent School District, Terrell Economic Development Corp, and the Terrell Chamber of Commerce. Focus was on collaboration and cooperation, and they talked frankly about failing infrastructure, lack of adequate housing, and what can be done for the most immediate impact.



## City of Terrell Comprehensive Plan



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### **Stakeholder Interviews (April 4-5, 2017)**

Seven community leaders were interviewed and encouraged to speak candidly about where the city is today and what they see for its future. These stakeholders were:

- Tori Lucas, Community Leader
- Chad Richards, Developer/Business Owner
- Debra Kelly, Former City Council Member/ Stallings Neighborhood Association President
- Stephanie Thomas, Property Owner
- Dr. Beverly Burr, Terrell Native/Property Owner/Former Assistant Superintendent
- Mayor D.J. Ory
- Debbie Zajac, Terrell's Director of Housing

### **Public Meeting (April 4, 2017)**

About 70 persons attended a public meeting over a two-hour period, facilitated by KSA project manager Francois de Kock. Visual boards were displayed around the room. After a short presentation about planning and the purpose of a comprehensive plan, the participants discussed four questions in groups of eight. Each group shared the results of their discussions with everyone else in an open forum.

### **Visioning Session (April 5, 2017)**

Approximately 40 persons participated in a visioning session over a three-hour period. 6 groups rotated around tables facilitated by the consultant. Topics included (1) Traffic; (2) Neighborhoods; (3) Housing; (4) Economic development; (5) Downtown, and (6) Municipal management/operations. After the round table discussions, the consultants briefed the meeting on the smaller group discussions.

### **Questionnaires**

Over the course of public engagement component of the Comprehensive Plan surveys were circulated in public meetings and by City representatives who made presentations to civic organizations to discuss the importance of both plans.





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## Part 2: Terrell Downtown Plan

In the next round of meetings, focus was on what the downtown area should be in the future while fully exploring the obstacles to redevelopment.

### **Terrell City Council (May 16, 2017)**

Council Members focused on how to ensure the well-planned redevelopment of downtown. Upon discussing what needed to occur here, they suggested vision statements and specific projects which could be accomplished soon to "energize" downtown.

### **EDC, TISD and Chamber (May 16, 2017)**

Participating in this meeting were representatives of the school district, chamber and EDC. They suggested projects which would "energize" downtown.

### **Small Businesses (May 17, 2017)**

About 23 property and business owners/managers met to discuss specific needs for the redevelopment of downtown.

### **Stakeholder Interviews (May 16-17, 2017)**

- Brian Brown, Airport Board Member
- The Rev. John Lowrie, Pastor, First Baptist Church/President, Terrell Ministerial Alliance
- Randy Lochhead, Downtown Property Owner
- The Rev. Richard E. Rollerson, Jr., Pastor, Bethlehem Baptist Church/President, Terrell's Minister's Union
- Gayle & Ron Harris, Downtown Property Owners; Margaret Briggs, History Advocate
- Becky Shephard, Long Time Resident/Property Owner

### **Visioning Session (May 17, 2017)**

Approximately 30 community leaders, property owners and business operators discussed three important topics; (1) A vision statement; (2) Mapping of public facilities and spaces as well as housing options, and (3) spending priorities.

### **Questionnaires**

Over the course of public engagement component of the Downtown Plan, surveys were circulated in public meetings and by City representatives who made presentations to civic organizations to discuss the importance of both plans.

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## Part 3: Sharing the Plan's Recommendations

### Public Meeting (October 19, 2017)

Approximately 57 citizens attended this public meeting to update the community on the progress being made to and recommendations for the Comprehensive Plan and Downtown Plan for the City of Terrell.

### 3.3. Public Engagement Findings



Terrell, TX is a "small town", a descriptor proudly proclaimed by its citizens, many of whom have lived here all of their lives or moved back "home" after attending college or working in other locations. A positive future is embraced by the approximately 170 individuals who engaged with the consultant team early in the planning process. The appreciation for Terrell's past is heartfelt, and all agree that historic preservation of "all that is Terrell" is paramount to its future sustainability and quality of life. To them, Terrell is "unique," an attribute from which the community should never vary. Terrell residents are "proud" of their community for the most part.

Participants did not hesitate to talk frankly about the community's problems, both real and perceived. Thus, the participants' focus in order to address "problems" in Terrell, transpired to be: 1) improve Terrell's image; 2) increase the number of high paying jobs, and 3) address rental property issues.

Among the community's highest priorities are the preservation and redevelopment of downtown. Code enforcement and city-based incentives are tools which can stabilize this area as well as older neighborhoods. Downtown should be a destination for all, including tourists from throughout North



## City of Terrell Comprehensive Plan



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Texas. Attractions should include public entertainment venues, non-franchise restaurants, a winery, micro-brewery, and/or soda fountain, walkable spaces, patios and housing options. A Quiet Zone could alleviate the train noise, and traffic through town on US 80 should be addressed. Downtown deserves an over-arching marketing plan and merchants need the support of the city, EDC and Chamber.

Terrell's diverse population is celebrated for the most part, although it was frequently noted that the railroads have long divided the community and a perception of disparate funding of infrastructure improvements among neighborhoods exists. Participants encourage the City to improve its communications with residents, property owners and businesses across the board. They suggested that code enforcement officers and other city staff can be helpful in educating citizens about the City's obligations and their own responsibilities.

Through the visioning process, participants were made aware of the costs of various improvements/projects that could be considered for implementation in downtown in the near future, and they agreed with allocating dollars on projects like music and arts support, downtown plaza and marketing support to name the top three. In every discussion, participants emphasized the need for immediate action in order to build momentum, so that the community is stabilized and going forward.

While the participants are enthusiastic and energetic, they are also realistic and generally understand the challenges ahead. Never wanting to overshadow or change the community from what characterizes it as a friendly place to live, work and play, they believe growth must be balanced and sustainable. Their visions for the future were remarkably similar; a self-sufficient city with jobs, quality housing, a strong school district, and vibrant downtown. Preservation of its historic structures will be the very foundation for quality and sustainable growth.

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## Chapter 4: Vision and Goals: Moving towards the Future



Establishing the vision and goals for the Comprehensive Plan is essential. Fundamentally, the vision and goals are the guiding principles for decision making, now and in the future. The idea is that every decision that is made by city staff, elected and appointed officials, should be measured whether it supports the vision and goals.

The vision and goals are the result of all the foregoing analysis, research and public engagement conducted and facilitated by the consultant team. From that effort a number of themes emerged that helped to formulate the vision and goals.

The following describes the emerging themes, the vision established for the Comprehensive Plan and the goals to realize the vision.



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## **4.1 Immerging Themes**

The public engagement process and the consultant team’s research for the Existing Conditions Memo, revealed five emerging themes, i.e. regional conditions, community, balanced economic development, quality of life, and housing. These themes serve to establish a vision and goals for Terrell’s Comprehensive Plan.

### **Regional Conditions**

- Terrell is economically independent and sustainable today in terms of jobs and housing. This gives Terrell a fiscal advantage over other communities that are dependent on residential to support the tax base.
- With this foundation in place, it is now necessary to consider adding assets such as lifestyle components that may include more retail opportunities, a preservation of and appreciation for Terrell’s history, parks, and open spaces that are “walkable.”
- Terrell is a “safe” city, which must be a priority.

### **Community**

- Given the city’s location as the gateway from Dallas to East Texas, it is important to protect attributes that create Terrell’s unique quality of life.
- Positive change in Terrell should be encouraged through managed growth, so that the community’s cultural diversity and non-urban environment is an integral component of future successes.

### **Balanced Economic Development**

- The Economic Development Corporation has been very successful in attracting companies with employment opportunities. The challenge now is to attract employers who seek a highly educated workforce and appreciate the community’s lifestyle.
- Terrell should be branded as a Medical, Health and Science Center for the region, a family-oriented community and a youth sports/recreation destination.
- Housing and quality of life attributes are key to future and sustainable economic development.

### **Quality of Life**

- Terrell residents expressed a desire for more and enhanced amenities that can be found in other nearby cities and those who are competing for business relocations. These amenities include parks, safe playgrounds, trails, entertainment venues, and simply put “things to do.”
- The goal of providing such amenities is to position Terrell to attract and retain a diverse mix of better paying jobs and better and more housing options.



## Housing

- Terrell demonstrates its stability of place with its recent history of high value home remodels in core areas, surging new construction and how quickly single-family homes on the market are being sold.
- Economic development and business recruitment should be balanced. Too much emphasis on creating only low paying jobs can negatively impact housing options and the quality of public schools. To avoid this conundrum, shifting to a quality of life strategy can help the housing market by increasing retainage of current citizens and increasing the number of relocations to Terrell.
- The City should boost its focus on housing options and affordability for first-time homebuyers as well as creating a supply and demand of higher-end homes for executives and managers.





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## 4.2 The Vision

The purpose of defining a vision is to capture the ideas, dreams, and attitudes of a community in a statement that is succinct yet clear in its intent.

The vision established for the 2017 Terrell Comprehensive Plan reads:

***“Terrell, grounded by its legacy as an authentic community, is positioning itself to be a regional and relevant destination while offering residents a range of sustainable lifestyle choices.”***





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## 4.3 Goals

Goals serve as a tool to bring a vision to reality. For Terrell's 2017 Comprehensive Plan, six goals were established.

The following describe each goal followed by a goal statement:

**1. Community Integrity**

Goal Statement: Preserve Terrell's small-town heritage and cultural diversity that makes the community unique; respond to community housing and employment needs with balance and transparency.

**2. Vibrant Downtown**

Goal Statement: Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.

**3. Regional Medical Center**

Goal Statement: Become the regional destination of choice for doctors, medical facilities, health sciences, research, and medical services education.

**4. Youth Sports and Recreation Tourism**

Goal Statement: Become the destination of choice for parks, youth recreation and youth sports tournaments.

**5. Quality Investment**

Goal Statement: Develop a strategy for public private partnerships; promote business development in Terrell by encouraging employers to provide high-wage jobs; and promote housing development in Terrell by encouraging builders to construct or remodel high-value homes.

**6. New Urban Center**

Goal Statement: Develop the IH 20 corridor with retail, entertainment and destination uses connecting DFW and East Texas.

## Chapter 5: Recommendations: Strategies to Activate the Vision



The goal of this chapter is to define and describe strategies to activate the vision of this Comprehensive Plan and achieve the goals determined in the previous chapter. These strategies are associated with economics, land use, transportation, neighborhoods, housing, and quality of life. Although an integral component of the Comprehensive Plan, strategies specific to Downtown Terrell are discussed in the Downtown Plan, which is presented separately as a companion document to this Comprehensive Plan.

The vision of the Comprehensive Plan that needs activation by means of strategies reads as follows:

***“Terrell, grounded by its legacy as an authentic community, is positioning itself to be a regional and relevant destination while offering residents a range of sustainable lifestyle choices.”***

Authenticity, relevance and sustainability are the foundation to all proposed strategies.



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## 5.1 Quality of Life

Quality of life can be defined as the general well-being of residents within the city of Terrell. This includes positive and negative attributes of the city. Quality of life includes enjoying where you live, physical health, family structure and values, quality of education, job quality, income, religious beliefs, wealth and other factors in which people might evaluate the condition of their lifestyle.

The top need expressed by the residents of Terrell is to improve quality of life. In terms of priorities, the following policies and actions should be considered:

1. Expand infrastructure and facilities
2. Improve commercial and neighborhood quality and integrity
3. Increase access to health services and wellness
4. Support local educational initiatives
5. Maintain a safe, secure community
6. Expand Terrell's existing parks and recreation facilities

### **Expand Infrastructure and facilities**

Terrell's infrastructure is dated and needs to be upgraded. In addition, current facilities need on-going maintenance. As Terrell begins to increase development activity, additional resources will have to be allocated to accommodate growth needs. In order to strategically plan and implement public improvements Terrell should create a facilities plan to prioritize and schedule improvements to be included on the annual CIP plan. All new facilities and investments should consider the impacts to economic development and quality of life to help prioritize spending.

### **Improve commercial and neighborhood quality and integrity**

Neighborhoods are the lifeblood of residents. A majority of personal wealth is in our homes and we spend a majority of our personal time in our neighborhoods with friends and family. A major concern of Terrell residents, in context of neighborhoods, is aesthetics. Terrell suffers from natural aging and needs attention to quality streetscapes, code compliance, and infrastructure maintenance within its neighborhoods.

Terrell residents expressed a desire for increased amenities and elements that can be found in major suburban cities. For example, a vibrant, active and walkable downtown could create local shopping, entertainment and a place for the community to connect.

### **Increase access to health services and wellness**

Terrell residents have expressed a strong desire for medical services. While there are several family medical centers, Terrell is one of the largest cities in Texas without a full service hospital facility. Health and wellness can also be cultural. Progressive cities should work with the local school district to increase health awareness and promote healthy living. In addition, Terrell has a number of seniors. Additional programs should be developed to meet the need of residents that desire to age in place.



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### **Support local educational initiatives**

Education is one of the top considerations for most people, in terms of quality of life. Terrell ISD is going through a huge rebuilding initiative and upgrading its programs and services. The city should continue to meet regularly to discuss needs and seek opportunities to leverage projects that can benefit TISD and City. For example, sports facilities can also be shared with other organizations to expand sports tourism initiatives and share in operating cost and debt service. TISD could also partner with the city in participating its portion of tax revenue for TIFs and other economic development initiatives as well.

### **Maintain a safe, secure community**

Participants in the city comprehensive planning efforts reported that they felt Terrell is a safe community. With the recent opening of the new Terrell Police Headquarters, updates to emergency communications equipment and the transition to new police patrol vehicles the city has made great recent investments in public safety. The key to benefiting from these improvements is to how the Police Head Quarters operate efficiently and effectively with the improved resources. Terrell should consider supporting programs, such as Citizens on Patrol, Neighborhood Crime Watch and partnerships with retail outlets to share responsibility for safety with business and citizens. Increasing awareness of public safety needs is a positive step for the coming year of growth.

### **Expand Terrell's existing parks and recreation facilities**

Terrell needs additional amenities, including parks, trails, gathering venues, and “things to do” to be more attractive and competitive with the region. Lakes within, as well as east of the city, hold huge potential to be developed into key recreation destinations, adding to quality of life; apart from the lakes that are perhaps more longer term, trails and neighborhood park opportunities are essential in the short term.

The goal of providing such amenities is to position Terrell to attract and retain a diverse mix of better paying jobs and better and more housing options.





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## 5.2 Economic Strategy

### 5.2.1 Economic Goals

Economic development requires establishing goals and then implementing and adhering to those policies to increase income and overall health in the economy. Economic development should consider both quantitative and qualitative improvements in Terrell. Historically, economic development within cities often is centered on job growth and attraction of primary employers. However, in today's competitive environment companies are also evaluating communities based upon their ability to attract and retain choice employees. These factors include downtown vibrancy, evening social life, family opportunities, parks/recreation facilities, the quality of retail, business environment, political environment, labor quality and labor cost, quality of life, housing quality and operating costs.

#### Economic Development

The City of Terrell plays a major role in the economic health and well-being for the city. The City controls the regulatory environment including the approval of incentives, infrastructure strategy, land use and other economic policies; in addition, it has oversight on the economic development corporation. It is critical that the City of Terrell pursue those activities which can have the greatest propensity of success giving its current resources and economic opportunities. In this context, it is critical that the comprehensive plan be aligned with the economic development strategy.

As part of the comprehensive planning process, the community identified economic development priorities for the City. These include increasing quality of life, diversifying the economy and strengthening the economic base of the city, strengthening neighborhood integrity and expanding housing choices, increasing quality of jobs, and enhancing Terrell as a destination for businesses, retail, entertainment and living.

#### Quality of Life

Quality of life is important for a number of reasons. Quality of life includes physical health, family, education, employment, wealth, religious beliefs, finance and the environment. While quality of life can be somewhat subjective, the comprehensive plan can support quality of life in a number of ways. In terms of physical health, this can include the expansion of trails, parks and athletic facilities to provide greater access to opportunities to improve physical health. Also, many communities are integrating active health and wellness strategies as a guiding principle for policy. For example, the city of Fort Worth has adopted the Blue Zones Project as part of its strategy. Blue Zones is an institute that partners with cities and local organizations to improve quality of life through "lifestyles and environments." The Blue Zones Project evaluates and ranks cities across a number of topics including education, access to jobs, healthy food options, access to medical services and over 150 other factors.





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Quality of life is also a competitive tool in terms of economic development. It is critical to attract companies which seek to hire high skilled employees to increase the quality and quantity of their workforce. An increase in high skilled workers increases retail sales and home values, which improves all incomes. These, in turn, generate benefits to the fundraising base and to the volunteer base necessary for great youth recreational and educational programs. As the City improves its quality of life, Terrell will be more competitive to attract additional jobs, which completes the virtuous economic development cycle.

#### Workforce Choices

Cities can no longer compete using only high incentives and cheap land. Today, labor is one of the highest expenses and scarcest resources available to a corporation. Today's workforce population chooses where they want to live and then finds a job. A location that has the highest quality of life can also be of value to a company in addition to cheap land and incentives because only in these places can the employer find employees with the necessary educational training and experience. For the employee, a great quality of life location is part of the compensation package. A city with quality parks, a walkable downtown, quality retail, good schools and medical services will make a city more competitive. The city of Terrell should adopt a strategy to increase quality of life through improving downtown, increasing factors which yields higher quality jobs and attraction of high quality regional retail.

#### Housing

Housing plays a major role in economic development. For a majority of residents, personal wealth is included in home values. Terrell should include housing as part of a broader economic development agenda, which includes housing choice and quality. Lack of adequate housing was also mentioned in the interview process as a major factor that limited economic development. Although Terrell has experienced a high level of absorption of core existing older homes, preservation/restoration of established housing stock has greatly increased over the last decade. Terrell is showing an increase in demand for newly platted construction in new neighborhoods. While Terrell has had an increase in job growth, the population did not increase, which indicates that the money which could have increased housing construction and local spending went to other competing communities. The economic development strategy should be more inclusive to support diversified housing and incorporate housing that will be more attractive to knowledge workers, skilled labor and c-level executives.

#### Land Use

An effective economic development strategy should be integrated with a strategic land use policy. This should be inclusive of public and private sector goals with collective strategies that promote Terrell as the gateway to the east and a plan to attract and serve a regional population base. In order to integrate these concepts, Terrell's remaining undeveloped land and potential redevelopment areas were identified and assessed in context of market potential to develop a strategy.



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The Terrell City Council approved the largest Master Plan Community, Development Agreement on the fringe of the City of Terrell which requires out of City Limit Master Plan Communities to follow the same zoning requirements and subdivision requirements as inside the city limits. Prior to any construction above ground, the city has proactively and adequately planned the highest and best land use strategies.

### 5.2.2 Revitalization and Development

As part of this planning process, the City and the public worked together to outline priority areas for revitalization and development. These areas were selected based upon development potential, adjacency to existing or future infrastructure and locations that can best promote the economic development agendas. As part of this process, each site includes a strategy that was developed based upon market needs, community goals, and local context to align public goals and the land use strategy. This alignment creates a predictable environment to attract private and public investment. In order to encourage economic development activity, it is essential that cities create a market based regulatory framework and market sites appropriately. Private investment seeks opportunities for predictability, probability and consistency. Outlining catalyst sites with an overall vision for the community eliminates risks and political barriers.

The Catalyst Sites identified in this plan are the result of community input, market research and input from the City of Terrell. Each Catalyst Site identified coincides with at least one of the larger Comprehensive Plan goals established.

#### Catalyst Sites for Medical

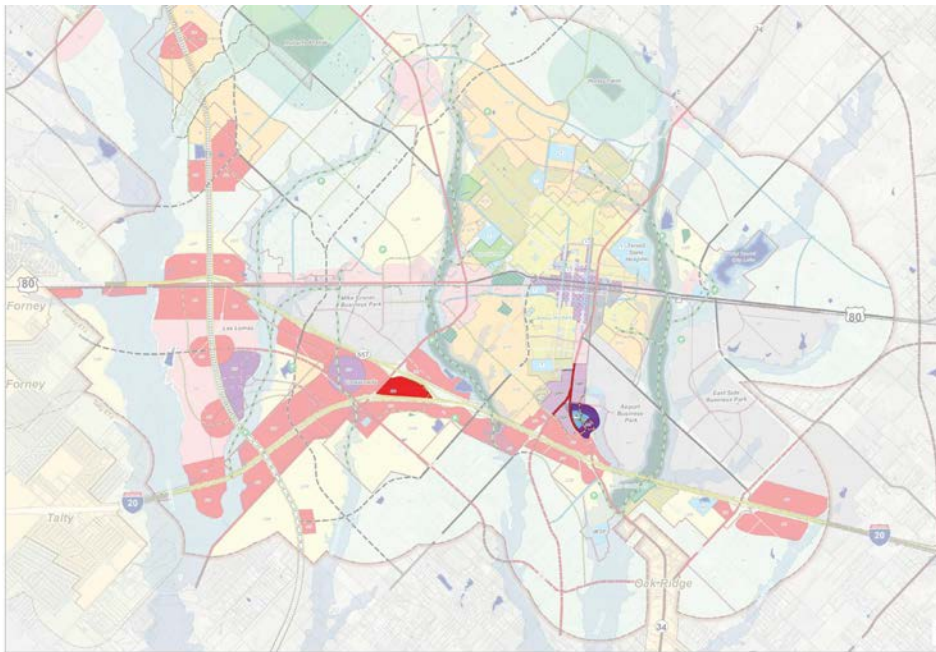
During the public engagement process, medical was identified as one of the top priorities for Terrell. This translated in a Comprehensive Plan goal that reads: *The City of Terrell is to become the regional destination of choice for doctors, medical facilities, health sciences, research, and medical services education.*

Terrell, due to its regional location, has the potential to serve as a regional medical hub, however it currently lacks adequate medical services, including primary care and specialty health care services.

While there are many locations that could cater to small infill locations, a larger medical campus would require adequate infrastructure, access and siting. Three areas have been identified for such a medical campus, two traditional medical hubs, and one focused on the Terrell State Hospital.

1. Currently Baylor Scott & White has purchased a 52- acre portion of the Crossroads property. Initial plans include a full-service, 100-bed hospital with future expansion plans. According to proposed plans if constructed, this would make Baylor Medical Terrell the largest regional medical facility west of Tyler.

2. The city has also identified an additional +/- 70-acre medical-oriented catalyst site situated along Texas State Highway 34 (SH 34), just north of IH 20. The site currently consists of primarily vacant land, buffered by residential developments to the west, Terrell Municipal Airport to the east, and commercial development to the south. The redevelopment of this site could take advantage of the synergies associated with the Terrell Health Science for Nursing, catalyze mixed use and additional commercial developments along IH 20 to the south, and would function as a gateway into Terrell from SH 34.
3. While a non-traditional type of medical campus, the fact remains that the Terrell State Hospital is Terrell's largest employer. The city should anchor the Terrell State Hospital with a robust, on-site university partner. This could be focused on learning, research and other synergies in the broad mental health field. State and federal funding for a major new "name-brand" university campus should be pursued. Such a strategy would remake the economic opportunities in Terrell.



**Figure 5.2-1: Catalyst Sites for Medical**

The next steps in the pursuit of establishing a medical campus in Terrell are as follows:

1. Pursue attraction of an academic medical facility.
2. Conduct a study to determine targeted medical clusters.
3. Work to recruit to medical developers, brokers and operators in targeted fields.
4. Complete a regulatory framework for medical districts.
5. Create a marketing campaign that can be housed on the city website.

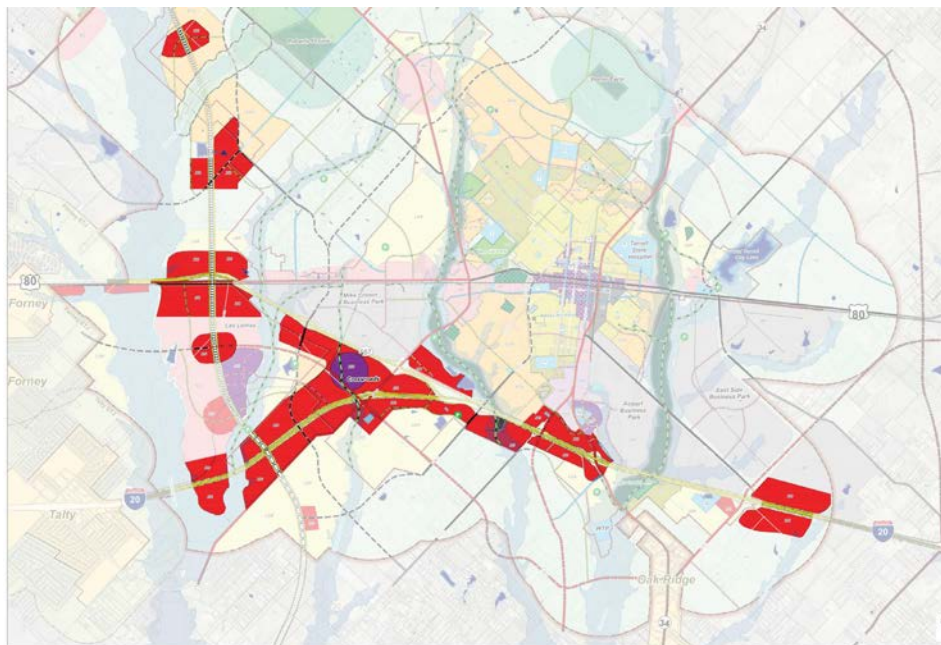
6. Explore incentives, such as guaranteed services for city employees as part of the incentive package to induce medical operators to locate in Terrell. For example, health and wellness coverage for city employees would be managed by the provider.

### **Catalyst Sites for New Urban Centers**

One of the Comprehensive Plan goals refers to New Urban Centers, whereby the IH 20 corridor is to be developed with retail, entertainment and destination uses connecting DFW and East Texas.

Several sites were identified as locations for new urban centers within the City, ETJ, and just outside the City limits:

1. The largest Urban Center is located at the intersection of Spur 557 and IH 20. The most recent addition to this area will be the Fairfield Inn & Suites by Marriott opening in early 2018 and Film Alley opening in late 2018.
2. The adjacent development, Crossroads at Terrell, includes approximately 275,000 SF of development in Phase 1. Crossroads at Terrell is a 255-acre, 600,000 square foot major power retail center at the junction of IH 20, SH 34 and Spur 557 off US 80. Crossroads at Terrell will be developed in phases and includes mixed-use office, retail, hotel, service and apartments, and the new Film Alley. This area also includes 52 acres owned by Baylor Scott & White Health (see Catalyst Sites for Medical above).
3. A planned Urban Center is at the intersection of SH 34 and IH 20. It contains the Tanger Outlet Mall, which is one of four Tanger malls in Texas. Home Depot on the northwest corner of SH 34 and IH 20 anchors this area.



**Figure 5.2-2: Catalyst Sites for New Urban Centers**



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The next steps to develop new urban centers in Terrell are as follows:

1. Pursue attraction of complimentary retail with a focus on regional serving retail and mixed-uses that can be integrated within the Urban Center or serve as transitional uses between commercial and residential.

Next steps specific activate Urban Centers:

1. Explore additional destination retail/entertainment to support proposed hospitality and Film Alley.
2. Explore opportunities to advance development of Baylor, Scott and White to act as a catalyst for additional commercial/retail development.

Next steps specific to Tanger Outlet Center:

1. Explore opportunities to increase existing retail quality at Tanger Outlet Center.
2. Explore in-fill commercial uses which can complement existing retail.
3. Explore opportunities to create stronger city gateways at SH 34 and IH 20.
4. Improve aesthetic conditions along SH 34, north of IH 20 to serve as a gateway for the airport, future medical campus and southern entryway to downtown.

### **Catalyst Sites for Sports Tourism**

One of the Comprehensive Plan goals is Youth Sports and Recreation Tourism, whereby Terrell is to become the destination of choice for parks, youth recreation and youth sports tournaments.

Sports tourism is a rapidly evolving into one of the largest sectors of tourism. Today in the United States, sports tourism is a \$9 billion dollar industry that creates substantial economic development for many cities. According to New York University's Tisch Center for Hospitality, Sports Tourism is the fastest segment of travel.

Terrell is a well-positioned to capture part of Dallas/Fort Worth's sports tourism market. The City has more than 230 sunny days a year on average. The region is already a destination for sports, including national golf tournaments, Dallas Cowboys, Texas Rangers, Dallas Stars, Dallas Mavericks, FC Dallas Soccer, NASCAR, and numerous outdoor and indoor events.

Sports tourism is defined as traveling for a sporting event. This can include attending an event or participating in an event. Traditionally, sports tourism falls within one of three categories:

1. Spectator sport
2. Sports attractions
3. Active sport tourism





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Spectator sport events consist of travelers who visit a city to watch events. Attractions include celebrity and nostalgia sport tourism such as camps, museums or sports conventions. Active sport tourism consists of people who participate in the sporting events. Examples of sports tourism include travel soccer, cross-country running, baseball, softball, and other events. Additional growing tourism segments include gymnastics, cheerleading, swimming, ice hockey, field hockey, lacrosse, and rugby. Sports tourism also includes local or amateur-sporting events, such as state high school championships, youth-oriented soccer tournaments and other community based sport events.

Another sub-category growing within sports tourism is related to conservation and observation. Such uses would include wildflower viewing, educational tours and wildlife observation.

In terms of economic development, Terrell could capture direct impact with increased tourism and local spending at events and various venues, but indirect impact would also support local restaurants, hotels, and retail. Initial impacts would also come from construction benefits from infrastructure, new facilities construction, as well as long-term benefit from venue operations.

Sports tourism statistics based upon US studies:

1. 60% of parents return to the city for vacation
2. 74 % of parents refer the location to others
3. 40% of adults are involved in sports tourism
4. The median spending is \$253 per person
5. 52% of sports tourists stay at least 1 night in a local hotel

The planning team has identified several areas within the city that could be suitable future destinations for sports tourism activity. A larger facility could work in undeveloped areas within the City. These venues typically would include 10 or more acres. As high traffic generators, and regional destinations, it is important to locate on or near a major roadway, which also supports visibility as a key determining factor. One potential area to consider would be the intersection of IH 20 and the proposed Regional Outer Loop. Additional areas that are more nature oriented could include property near New Terrell City Lake, Porter Farm or the MC Roberts Prairie.



1. Conduct a study to determine the viability of sports tourism and target uses.
2. Develop a marketing strategy to target sports clusters that have the greatest propensity for success.
3. Integrate sports tourism marketing on the city website.
4. Explore partnerships and joint-ventures with sports teams, organizers and developers which align with market findings.

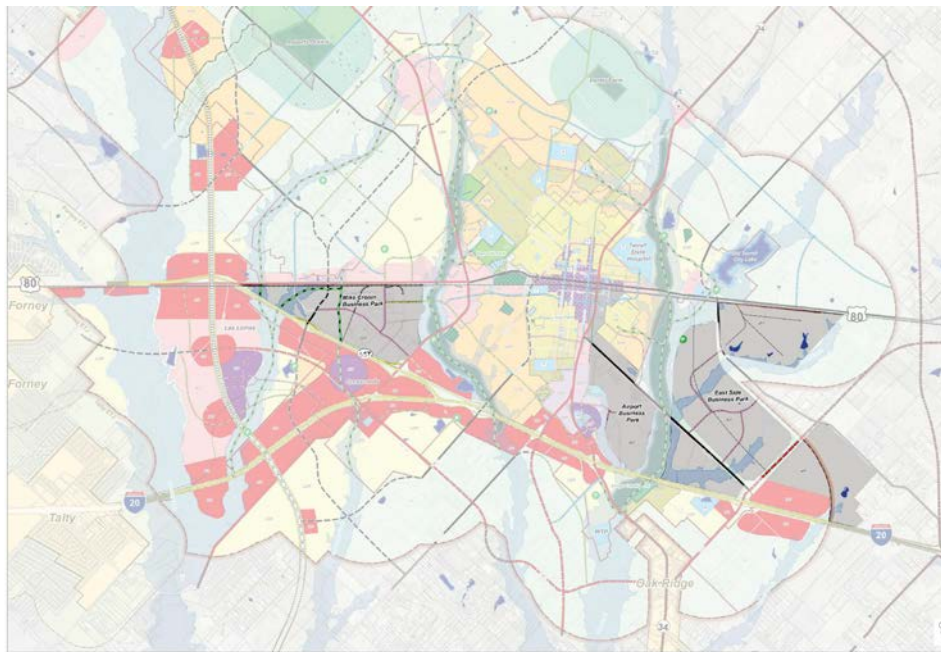
Terrell is home to more than 5,000 manufacturing and distribution jobs and 3,000 other jobs. Together, the Mike Cronin and Airport Business Parks contain major employers such as Goodyear Tire & Rubber Distribution Center, AutoZone Distribution Center, Nucor, and Walmart Distribution Center.

- The 750-acre Mike Cronin Business Park is located between US 80 and IH 20. The park includes approximately 120 acres of remaining land.
- The Airport Business Park consists of approximately 150 acres and is next to the Terrell Municipal Airport at US 80, SH 34 and IH 20. A 385-acre expansion plan is also underway.

A large area identified for future business parks is located near IH 20 and Wilson Road. This location would benefit from the Wilson Road improvements that would also serve as the proposed relief bypass for downtown. The zone is recommended for light industrial zoning and stretches from the UPRR line east of FM 429 south to the intersection of Wilson Road and IH 20. The preliminary construction cost estimates show that approximately \$3.6 million will be needed to fully infrastructure the northern section along the UPRR and approximately \$1.1 million for the portion along Airport Road and IH 20.

The next steps to consider Catalyst Sites for Primary Job Attraction in Terrell are as follows:

1. Support high quality investment in targeted industries.
2. Develop a marketing strategy to target primary clusters that have the greatest propensity for success.
3. Support reinvestment by companies in the existing business parks.
4. Focus on opportunities to ensure higher quality jobs and “next-generation” employers.
5. Expand and maintain infrastructure to support existing and future job growth.



**Figure 5.2-4: Industrial Catalyst Sites for Future Primary Job Attraction**

### Catalyst Sites for Quality Investment

One of the Comprehensive Plan goals refers to quality investment, with the intent to develop a strategy for public private partnerships; promote business development in Terrell by encouraging employers to provide high-wage jobs; and promote housing development in Terrell by encouraging



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builders to construct or remodel high-value homes and otherwise encourage projects that embrace first-class standards.

Quality investments would include sustainable projects which align with city goals and promote the overall economic development of the City. Not all projects require or qualify for economic development improvements, however a quality investment would include projects which have a net benefit to the city, reasonable payback period, catalyze additional economic development and also create quality jobs and have substantial private investment.

As part of quality investments, the city has an economic development policy that guides quality investments (see **Appendix 4: Guidelines for Economic Development Initiatives**). The policy states “The City of Terrell is committed to the promotion of quality development in all areas of the City and to continuous improvement in the quality of life for its citizens.” As part of this policy, the City has identified specific criteria for projects. These include:

1. Set a positive image and appearance of the City.
2. Promote an intact City in which families can live in work with a sense of community and pride.
3. Maximize the highest and best use of all land in Terrell.
4. Facilitate the new medical, technology, and higher education development in Terrell.
5. Increase employment opportunities in high wage jobs and targeted businesses and industry sectors, including but not limited to:
  - a. Professional, scientific, technical services and emerging technologies
  - b. Research and development facilities
  - c. Aerospace and aviation development and manufacturing
  - d. Finance, banking and investment headquarters and operational centers
  - e. Computer and telecommunications hardware and software development and manufacturing
  - f. Electronics development and manufacturing
  - g. Biotechnology research and application
  - h. Pharmaceutical development and manufacturing
  - i. Medical technology research and application
  - j. Physical and mental research, assessment, treatment, surgery, rehabilitation and recovery
  - k. Petrochemical research and product development
  - l. Energy sector research, new product development, component manufacturing, headquarters, and services
  - m. Companies engaged in the development or manufacturing of measuring, analyzing, or controlling instruments
  - n. Advanced material development
  - o. Higher education campus
  - p. Corporate Headquarters (national, regional or divisional)



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The next steps in exploring Catalyst Sites for Quality Investment in Terrell, are as follows:

1. Adhere strictly to the preferred industry clusters as shown in the adopted City of Terrell economic development policy.
2. Develop an infrastructure scorecard, assess existing infrastructure across the city and support maintenance and upgrades of major facilities.
3. Explore infrastructure projects as public-private partnerships that can support quality investment and also catalyze new development and upgrade or extend critical infrastructure projects.
4. Provide homebuilders opportunities to develop executive housing and programs to encourage investment by existing residents.
5. Support downtown reinvestment.

### 5.3 Future Land Use

The Future Land Use Plan (FLUP) is one of the key elements of Terrell's Comprehensive Plan (see ***Exhibit 10: Future Land Use Plan***). The purpose of the FLUP is to establish the necessary policy guidance to effectively plan for the future growth and redevelopment of the city, to develop differing areas of character, and to identify place making strategies that strengthen the uniqueness of the city that already exists. The FLUP helps guide elected and appointed officials, City staff, the Terrell community, and private developers to better understand why and how land should be developed in the city.

The FLUP for Terrell is based on existing land use and development patterns, the 2004 Future Land Use Plan, assessment of real estate market conditions, and community preferences from this comprehensive plan process. Future land use categories guide development proposals and economic development opportunities.

The FLUP is based on the following development patterns and principles:

- Downtown is seen as the heart of the city as it is generally located in the geographic center of Terrell. True to how downtowns have historically been developed in Texas, downtown includes a mix of uses both horizontally and vertically.
- Other mixed use centers are planned in conjunction with major new master planned developments (e.g. Las Lomas and Crossroads), redevelopment areas (e.g. the Health and Science campus), and regional corridors (IH 20 and the planned regional outer loop).





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- Residential land use categories are generally focused around preserving the existing neighborhoods while creating opportunities for new neighborhoods throughout the city and the ETJ.
  - Primarily, the neighborhoods around downtown are stable, compact, and traditional in nature and should be preserved or strengthened.
  - The core of the new neighborhoods is proposed between the two major north-south drainage corridors (Kings Creek and Bachelor Creek) given future availability of city utilities.
  - New residential development beyond these two north-south creek areas should be lower in density and include the preservation of rural and agricultural land through large estate lots or conservation subdivisions.
- Commercial land uses are generally based on the location of regional transportation corridors such as IH 20 and the regional outer loop. Given the high visibility along these corridors it will be critical to establish design and development standards that ensure that Terrell attracts the highest quality of office and retail uses.
  - Local Retail and Office is designated for arterial corridors and areas between major interchanges along the outer loop. These areas are intended to accommodate more neighborhood serving retail and office uses.
  - Highway Commercial is designated at major interchanges along the regional outer loop and well as along the IH 20 corridor. Given the regional access and traffic volumes, larger scale retail and office/employment centers that pull from a larger radius are envisioned. The key will be to limit small, ad-hoc strip centers or pad sites without a master plan for larger format retail developments.
- Industrial uses have historically been located along the rail corridor along US 80 and adjoining the Municipal Airport. The industrial growth in the city is envisioned in the southeast quadrant of the city with expansions planned east of the Municipal Airport to the US 80/UP Rail corridor.
  - The Industrial Business Park land use category is intended to accommodate large scale logistics, industrial warehouse, storage, and manufacturing facilities that need regional roadway and rail access as well as accommodate truck traffic.
  - Office Business Park designation is envisioned along SH 34 to accommodate smaller flex-office parks that create a more aesthetically appealing gateway into the city through the use of landscaping along the roadways, and development planned in a campus like environment.
  - Cottage Industry is envisioned in southeast of downtown between downtown and the existing traditional Stallings Neighborhood. This is an aging industrial area that should be redeveloped with a goal of creating a better transition between downtown and the existing neighborhood. In addition, the cottage industrial land use can seed local entrepreneurship and craft industries. The key will be to keep the uses smaller



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in scale (under 10,000 SF buildings) and focus on uses that are compatible with residential uses in close proximity.

- Public and civic uses include a range of parks, open space, cemeteries, public facilities, and schools. Based on the specific type of public or civic use, these land use categories are generally distributed throughout the city and should be designed based on the context of the adjoining land use. For example, schools should be located within neighborhood land use categories and should be designed to provide pedestrian access, limit traffic conflicts, and scaled appropriately. Colleges and other educational institutions that have larger development footprints and need regional transportation access should not be located within neighborhoods.

Specific to the protection of the Roberts Prairie and Porter Farm, the following is recommended:

- Provide half a mile protection buffer around the entire property to help reduce noise, light pollution, and activity that can be disturbing to the goals of protecting these unique historical/environmental resources.
  - For the Roberts Prairie: maintain the natural creek corridor connection along Little High Point Creek, which is the tributary of Big Brushy Creek to the west of the property.
  - For Porter Farm: maintain the natural creek corridor that forms the upper reaches of Kings Creek.
- From a general land use point of view the protection of creek corridors is an essential aspect of achieving quality of life outcomes for a community. As mentioned in Chapter 2, creek corridors fulfill essential ecological services by providing habitat for wildlife and by conveying flood waters off the land. In order to ensure creek corridors in Terrell to continue to provide ecological services, it is recommended that the city does not allow any development within the 100-year flood plain determined at build-out conditions, with no rise.

The ***Land Use Categories*** tables with images provide more detail for each land use category, including the purpose and intent; land use types and density; design priorities; and zoning recommendations.





Mixed Use - CBD/Downtown

**Purpose and intent**

- To maintain the quality of downtown as a main historic and cultural destination in the city and region
- To preserve the historic character and context of downtown
- Historic buildings to maintain their outer appearance
- Destination for day and evening dining, entertainment, and festivals

**Land use types and density**

- Historic and contextually appropriate buildings (scale, height, fenestration) restored/revitalized and repurposed to allow for flexible building use reflective of and in response to the market demand of the time
- Allow mixed use by right (residential lofts and commercial uses)
- Density based on a street grid that is dense and walkable
- Shared parking and maximize on-street parking
- Transition to surrounding neighborhoods

**Design priorities**

- Prioritize infill at key gateway intersections and along Moore Street
- To ensure revitalization/restoration to compliment the historic character of downtown
- Streetscape improvements with bulb-outs, wide sidewalks, and trees to improve walkability
- Identify catalytic projects that can drive private development







**Zoning Recommendations**

- Update/refine existing CBD Zoning district to create a new form-based zoning district to implement the vision for downtown redevelopment including the different sub-districts:
  - Historic Core
  - Downtown Core
  - Downtown Transition
  - Approach Corridors
  - Live-Work Corridor
  - Residential Boulevard
- Tailor and calibrate the private and public realm standards that prescribe design standards with use flexibility











Mixed Use – Regional	
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>Conducive to a lifestyle that values walkability and a vibrant and relatively dense urban environment</li><li>Within a relatively small geographic area, meeting the essential needs of individuals while providing access to a variety of amenities</li><li>Take advantage of regional retail and entertainment market opportunities</li></ul></div>	
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>Flexible building use reflective of and in response to the market demand of the time</li><li>Allow mixed use by right (range of residential types including multi-family, townhomes, and single-family residential uses and commercial uses)</li><li>Density based on a street grid that is dense and walkable</li><li>Transition to surrounding neighborhoods</li></ul></div>	
<div><b>Design priorities</b><ul style="list-style-type: none"><li>Prioritize walkability through the coordination of the design of the private and public realms through building orientation, parking location, and street level activation of buildings</li><li>Street design standards should emphasize streetscape improvements with bulb-outs, wide sidewalks, on-street parking, and street trees for shade and comfort</li><li>At major retail nodes, retail and restaurant uses add vibrancy along the street and activate the sidewalk</li><li>Parking and service uses to be accommodated in the middle of the block</li><li>Incentivize development that maximizes mixed use and walkable design goals</li></ul></div>	
<div><b>Zoning Recommendations</b><ul style="list-style-type: none"><li>Create a Regional Mixed Use zoning district that provides a structured tool box for developers to tailor master planned developments that maximize market opportunities while also creating a vibrant, walkable mixed use destination.</li><li>Such a zoning district would:<ul style="list-style-type: none"><li>Encourage a mixture of complimentary land uses that includes housing, retail, offices, commercial services, and civic uses to create economic vitality;</li><li>Provide a range of housing types and lot types (urban living, townhomes, patio homes, cottages, manor, and estate homes);</li><li>Prioritize neighborhood design which is sensitive to environmental features of the site such as trees, creeks, and significant slopes and leverages them as opportunities to create greater value;</li><li>Provides a network of vehicular and pedestrian connectivity that balances neighborhood integrity with transportation needs, market demand for development, and regional access;</li><li>Establishes standards for single loaded roads to provide both visual and physical access to parks and open space;</li><li>Provides a variety of community gathering spaces, parks, plazas and entertainment opportunities that are well connected with convenient walking and cycling access; and</li><li>Provides standards for streets that reinforces them as public spaces that encourage walking and biking.</li></ul></li></ul></div>	<div></div>









Mixed Use – Medical Campus	
<b>Purpose and intent</b> <ul style="list-style-type: none"><li>• Conducive to a development/redevelopment that prioritizes walkability within the context of an educational or institutional campus-style environment such as the nursing school campus, Terrell State Hospital campus, or future health service district campus</li><li>• Within a relatively small geographic area, meeting the essential needs of students or employees of the educational or other institution</li><li>• Take advantage of any ancillary needs for housing for students and/or employees and convenience retail and restaurant uses</li></ul>	   
<b>Land use types and density</b> <ul style="list-style-type: none"><li>• Predominantly composed of a major institutional use or related uses (educational, health service, or similar).</li><li>• Parking located in the periphery of the campus with regional connectivity through major arterials or highways.</li><li>• Mix of supportive retail, restaurant, personal service, and residential (mainly multi-family) uses located in close proximity (walking distance) to the campus.</li></ul>	
<b>Design priorities</b> <ul style="list-style-type: none"><li>• Buildings arranged in a campus-like environment with open spaces and walkways connecting and organizing the development.</li><li>• Open space and walkway design to maximize an attractive context for learning and creative interaction</li><li>• Incentivize developments that are master planned to implement a cohesive vision with coordinated elements of the built environment.</li></ul>	
<b>Zoning Recommendations</b> <ul style="list-style-type: none"><li>• Create a Mixed Use Campus zoning district that provides a structured tool box for educational or other institutions to tailor master planned campuses that create a coordinated palette for open spaces, landscaping, walkways, wayfinding, parking and circulation, architectural design, and building materials.</li></ul>	







Existing Traditional Neighborhoods		
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>To maintain quality of the existing traditional neighborhoods</li><li>To preserve character and context of existing traditional neighborhoods</li><li>To encourage infill and redevelopment in keeping with the design of existing neighborhoods</li></ul></div>		
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>Historic buildings to maintain their original intent (mostly single family) while allowing garage apartments/granny flats</li><li>Transition to downtown with denser urban residential infill where appropriate (e.g. townhomes, courtyard apartment buildings, and cottage courts)</li><li>Density based on existing neighborhood context</li></ul></div>		
<div><b>Design priorities</b><ul style="list-style-type: none"><li>Encourage renovation and infill design that is in keeping with historic structures</li><li>Prioritize the maintenance of existing streets and sidewalks</li><li>Explore opportunities to create new infill pocket parks and/or playgrounds in addition to maintaining existing parks</li><li>Provide additional trail connections</li><li>Connect to new adjoining neighborhoods</li><li>Step up code enforcement</li></ul></div>		
<div><b>Zoning Recommendations</b><ul style="list-style-type: none"><li>Explore the creation of a “conservation neighborhood” overlay or zoning district to preserve, enhance, and maintain the neighborhood character and prevent further deterioration</li><li>Explore the creation of historic preservation standards to protect the community’s beloved neighborhoods in keeping with the Secretary of the Interior Standards for Historic Preservation</li><li>Evaluate current zoning to eliminate any incompatible zoning with respect to density and building design</li></ul></div>		
		
		





Existing Neighborhoods	
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>To maintain the character and quality of existing neighborhoods</li><li>To minimize any neighborhood decline due to lack of upkeep and maintenance of infrastructure</li></ul></div>	
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>Mainly single-family residential with a range of lot sizes and densities</li><li>Also appropriate are elementary schools, parks, and small-scale neighborhood serving commercial uses in close proximity</li></ul></div>	
<div><b>Design priorities</b><ul style="list-style-type: none"><li>Improve pedestrian connectivity through sidewalks and trails, especially within ¼- ½ mile of schools and parks.</li><li>Maintain existing street network, parks and open space</li><li>Vehicular and pedestrian connections to new adjoining neighborhoods and to schools and parks where feasible</li></ul></div>	
<div><b>Zoning Recommendations</b><ul style="list-style-type: none"><li>Compatible zoning districts include SF-10, SF-16, and PD (when flexibility is needed on some of the development standards in lieu of protecting any historic or environmental features)</li><li>Evaluate current zoning to eliminate any incompatible zoning with respect to density and neighborhood context.</li><li>Step up code enforcement to ensure that homes and lots maintain property values and do not contribute to neighborhood decline and blight</li></ul></div>	<div></div>










New Traditional Neighborhoods	
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>• New compact and walkable residential neighborhoods to capitalize on existing and future investment in infrastructure</li><li>• Network of trails with access to parks, schools, shopping, and civic destinations</li></ul></div>	
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>• Range of single-family from large lot, to patio homes, to town homes that transitions to adjoining corridors or commercial development</li><li>• Also appropriate are elementary schools, parks, and small-scale neighborhood serving commercial uses in close proximity</li><li>• Average density of 4 to 8 units per acre</li></ul></div>	
<div><b>Design priorities</b><ul style="list-style-type: none"><li>• Connected and compact street grid to promote walkability</li><li>• Network of parks and trails that preserve any environmental factors (creeks, floodplains, tree stands, steep grades, etc.) as assets</li><li>• Appropriate design of parks and open space to add value to the neighborhoods including multi-purpose open space with trails, play grounds, and other neighborhood amenities</li><li>• Architectural design recommendations to ensure quality neighborhoods through:<ul style="list-style-type: none"><li>◦ Façade design that incorporates porches or stoops</li><li>◦ Garages are set back from the main façade</li><li>◦ Building materials convey quality and permanence</li></ul></li></ul></div>	
<div><b>Zoning Recommendations</b><ul style="list-style-type: none"><li>• Create a Traditional Neighborhood zoning district that provides a structured tool box for developers to tailor new neighborhoods that maximize market opportunities for a range of housing types while also creating quality walkable neighborhoods.</li><li>• Such a zoning district would:<ul style="list-style-type: none"><li>◦ Provide a range of housing types and lot types (townhomes, patio homes, cottages, manor, and estate homes);</li><li>◦ Prioritize neighborhood design which is sensitive to environmental features of the site such as trees, creeks, and significant slopes and leverages them as opportunities to create greater value;</li><li>◦ Establishes urban and architectural design standards for homes to reinforce the qualities of traditional neighborhoods such as porches, stoops, doors and windows, pedestrian scale elements, and appropriate landscaping.</li><li>◦ Provides a network of vehicular and pedestrian connectivity that balances neighborhood integrity with transportation needs, market demand for development, and regional access;</li><li>◦ Establishes standards for single loaded roads to provide both visual and physical access to parks and open space;</li><li>◦ Provides a variety of community gathering spaces, parks, plazas and recreation opportunities that are well connected with convenient walking and cycling access; and</li><li>◦ Provides standards for streets that reinforces them as public spaces that encourage walking and biking.</li></ul></li></ul></div>	<div></div>





Low Density Residential	
<b>Purpose and intent</b> <ul style="list-style-type: none"><li>• Applies to areas that are beyond the developed core of the city that do not have city water and sewer infrastructure planned or prioritized for the immediate future.</li><li>• New residential development that mostly preserves the large lot, rural development patterns in the ETJ areas</li><li>• These areas may include development of cluster neighborhoods if water and sewer infrastructure is available to the property</li></ul>	 
<b>Land use types and density</b> <ul style="list-style-type: none"><li>• Mostly large lot residential and agricultural uses</li><li>• Recreation related uses with access to parks and open space</li><li>• Density of 1 to 2 units per acre</li></ul>	 
<b>Design priorities</b> <ul style="list-style-type: none"><li>• Streets may be bar ditch/swales with no curb and gutter</li><li>• Open rural fencing along street frontages</li><li>• Low impact pedestrian paths and/or equestrian trails along roadways and/or creeks</li><li>• Homes usually setback from the roadway with barns, sheds and other accessory buildings on the lot</li><li>• Mostly developed around the existing farm to market and county road network</li></ul>	
<b>Zoning Recommendations</b> <ul style="list-style-type: none"><li>• Compatible zoning districts include EE-32 and PDs (for cluster neighborhoods with 50% open space or in conservation easements)</li></ul>	













Texas Heritage	
<div><b>Purpose and intent</b></div> <div><ul style="list-style-type: none"><li>• Most of this area is located in the city’s ETJ</li><li>• To encourage farm to table agricultural production or ranching</li><li>• Preserving some of the character of this area will continue to set Terrell apart from its adjoining communities</li><li>• Allow agricultural related commercial uses typical to unincorporated areas but with standards to prevent any negative impacts of such uses that may devalue agricultural or residential uses within the unincorporated areas</li><li>• Includes the environmentally and culturally sensitive Roberts Prairie, Porter Farm, and areas around lakes and waterways</li><li>• To preserve much of Terrell’s outlying areas in a rural, ranch, or agricultural state</li><li>• To allow for the protection of cultural landscapes</li><li>• To encourage home-based businesses</li><li>• Less attractive for more intense uses due to distance from the major roadways, limited street connectivity and no city water or sewer prioritized for the next 10 – 15 years</li></ul></div>	
<div><b>Land use types and density</b></div> <div><ul style="list-style-type: none"><li>• Ranch type land use with very low density</li><li>• Mainly large-lot (4 acre min lot size) residential, ranching, and agricultural with some AG related commercial uses to be permitted (landscaping business, metal workshop, farmers market, convenience store, etc.)</li><li>• Clustered Neighborhood Development option (especially in areas where sewer may be available):<ul style="list-style-type: none"><li>○ Provide incentives for development of clustered lots within this land use category due to potential for lower infrastructure (streets and utilities) costs and greater preservation of open space associated with clustered development (especially is city water and sewer is available at close proximity to the property)</li></ul></li></ul></div>	
<div><b>Design priorities</b></div> <div><ul style="list-style-type: none"><li>• Allow for convenient access to Terrell as a service area for agricultural products</li><li>• Preserve rural frontages along FM/county roads with deeper setbacks, low impact trails, and low fence design standards</li></ul></div>	
<div><b>Zoning Recommendations</b></div> <div><ul style="list-style-type: none"><li>• Compatible zoning districts include EE-32 and Conservation PDs (for cluster neighborhoods)</li><li>• Cluster neighborhood standards should include:<ul style="list-style-type: none"><li>○ Minimum assembled acreage required (approximately 50 acres)</li><li>○ Maintain gross density of 1 DU/4 Ac; but flexibility in lot sizes</li><li>○ Conservation / cluster development requires approximately 70% open space</li><li>○ Open space to be in a natural state or may be used for agricultural uses</li></ul></li></ul></div>	
	











Commercial / Retail		
Local Retail & Office	Highway Commercial	
<b>Purpose and intent</b> <ul style="list-style-type: none"><li>To accommodate smaller scale, neighborhood serving commercial uses</li><li>Key location of neighborhood commercial nodes:<ul style="list-style-type: none"><li>Along intersections of local roadways</li><li>In close proximity to new and existing neighborhoods</li></ul></li><li>Commercial node would anchor adjoining multi-family residential transition areas and provide much needed neighborhood commercial services</li></ul>	<b>Purpose and intent</b> <ul style="list-style-type: none"><li>Regional scale retail and commercial uses that can take advantage of major regional roadway access and frontage (primarily IH 20)</li><li>Located at major highway intersections to maximize access to the region and adjoining neighborhoods</li><li>Potential to generate both ad valorem and sales tax revenue for the City, as well as job opportunities for residents</li></ul>	
<b>Land use types and density</b> <ul style="list-style-type: none"><li>Dense and connected network of streets</li><li>One to three story buildings and incorporation of appropriate open/civic spaces and amenities</li><li>Allow a range of small scale medical services and office related uses</li><li>Allow a range of local serving retail, restaurants, personal services, and professional offices (as a transition to adjoining neighborhoods)</li><li></li></ul>	<b>Land use types and density</b> <ul style="list-style-type: none"><li>Mostly large format retail with restaurants and entertainment uses or mid-rise office buildings</li><li>May include lodging and related uses</li><li>Range of medical related uses allowed</li><li>May include professional offices as a transition to adjoining neighborhoods</li><li>One to three stories generally; no specific height limits</li></ul>	
<b>Design priorities</b> <ul style="list-style-type: none"><li>Connectivity and convenience with respect to location next to residential neighborhoods for driving and walking</li><li>Pedestrian focused streetscapes and site amenities</li></ul>	<b>Design priorities</b> <ul style="list-style-type: none"><li>Focus on minimizing the impact of a 'big box' look by articulating the building mass horizontally and vertically</li><li>Allow a range of building materials:<ul style="list-style-type: none"><li>Retail /restaurant: primarily masonry (brick, stone, stucco, synthetic stone)</li><li>Office buildings: masonry, glass, and more flexible materials</li></ul></li><li>Soften highway frontage with landscaping</li><li>Allowing pedestrian mobility and safety</li></ul>	 
<b>Zoning Recommendations</b> <ul style="list-style-type: none"><li>Establish design standards for neighborhood commercial development that provide pedestrian site amenities, shade, and connectivity between commercial uses and neighborhoods.</li><li>Establish appropriate screening and buffering standards if located directly adjacent to single-family neighborhoods</li></ul>	<b>Zoning Recommendations</b> <ul style="list-style-type: none"><li>Ensure big-box articulation standards implement more attractive building facades along the highway frontages</li><li>Establish appropriate building material standards</li><li>Establish appropriate landscape standards for highway frontages and screening between commercial uses and any adjacent single-family neighborhoods</li></ul>	   











Cottage Industrial	
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>Intended to create a long-term redevelopment vision for the area southeast of the downtown core (south of US 80 and east of SH 34)</li><li>Intended to allow for a long-term transition from its current underutilized industrial character to an eclectic mix of cottage industrial, live-work, urban living, retail sales and service, office and innovative commercial uses.</li><li>Improve transitions and connections between residential neighborhoods, areas with a history of industrial use and Downtown</li></ul></div>	
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>Cottage Industrial uses with specific attributes including small-scale manufacturing of specialized products that justifies and encourages local entrepreneurs and a more nuanced economic development strategy.</li><li>Allow a range of retail sales, service, office, light assembly, live-work, and urban living uses.</li><li>Identify possible business incubation and industries that may take advantage of the local labor force while creating new business areas to focus on (culinary arts, cottage food industry, craft brewing, etc.).</li></ul></div>	
<div><b>Design priorities</b><ul style="list-style-type: none"><li>Encourage/incentivize a “master planned” approach that can reestablish a street grid with developable blocks</li><li>Evaluate and provide needed city infrastructure (water and sewer) to facilitate redevelopment</li><li>Allow more flexibility for new buildings and conversions of existing metal buildings with updated facades using architectural metal, masonry, or similar combination of cladding materials. Limit use of pre-fab or corrugated metal buildings with blank walls.</li><li>Focus on functional streetscape improvements such as sidewalks and on-street parking along key connector streets</li></ul></div>	
<div><b>Zoning Recommendations</b><ul style="list-style-type: none"><li>Create a tailored, but flexible zoning district to implement the vision for smaller scaled cottage and craft industrial uses that implement this specific vision including:<ul style="list-style-type: none"><li>Allow a range of small-scaled/focused industrial and live-work uses that are compatible with the adjoining residential neighborhood</li><li>Building placement along major connector streets</li><li>Parking and service functions located to the rear or side</li><li>Flexibility in building materials, but discourage blank walls along major connector streets</li></ul></li></ul></div>	<div></div>






Office Business Park	
<div><b>Purpose and intent</b><ul style="list-style-type: none"><li>Properties and parcels of land along US 80 and US 34 to develop corporate / flex office campuses and buildings</li></ul></div>	
<div><b>Land use types and density</b><ul style="list-style-type: none"><li>Corporate and flex office uses</li><li>Full range of hospital and medical related uses</li><li>Lodging uses</li><li>One to five stories</li></ul></div>	
<div><b>Design priorities</b><ul style="list-style-type: none"><li>Office Business Park design standards should address a development’s relationship to its surrounding natural features, street network, and land uses.</li><li>Careful site design is critical to the success of office park projects, site design should consider creating an attractive “campus” like quality along the city’s major roadways that can create a competitive and unique identity for Terrell’s business parks.</li></ul></div>	
<div><b>Zoning Recommendations</b><p>Establish zoning and design standards for Office Business Parks that implement:</p><ul style="list-style-type: none"><li>Encourage site design that incorporates large flex office/industrial buildings with smaller professional office buildings with a hierarchy of connected streets and blocks</li><li>Locate service bays, outdoor storage (if any), trash/ dumpsters and truck loading/unloading away from direct frontage on US 80 and US 34</li><li>Building Design:<ul style="list-style-type: none"><li>Discourage large expanses of blank walls, especially along US 80 and US 34 frontage and public streets</li><li>Encourage building articulation (horizontal and vertical) through the use of doors, windows, colors, textures, changing materials, etc.</li></ul></li></ul></div>	<div></div>








Industrial Business Park	
<b>Purpose and intent</b> <ul style="list-style-type: none"><li>To allow for the continuation of industrial uses as a main source of employment and tax revenues for Terrell</li><li>To ensure convenient and safe access to and from IH 20 and SH 80</li></ul>	
<b>Land use types and density</b> <ul style="list-style-type: none"><li>Light to heavy industrial</li><li>Density based on the specific use</li><li>Create an adjoining Industrial Buffer where applicable to ensure a visual buffer (landscape, fencing, or combination) between land uses e.g. residential incompatible with industrial uses</li></ul>	
<b>Design priorities</b> <ul style="list-style-type: none"><li>Location of industrial parks should prioritize highway and rail access</li><li>Road network that allows for the convenient moving of goods with large trucks</li><li>Industrial park design standards should address a development’s relationship to its surrounding natural features, street network, and land uses.</li><li>Careful site design is critical to the success of industrial park projects, site design should consider creating an attractive “campus” like quality along the city’s major roadways that can create a competitive and unique identity for Terrell’s industrial business parks.</li></ul>	
<b>Zoning Recommendations</b> <ul style="list-style-type: none"><li>Address aesthetics with elements like screening especially along major roadways and highways</li><li>To the extent possible, service bays, loading, unloading, and trash dumpsters should not be located next to residential neighborhood or with frontage along highways or major entrance roadways; if they are, they should be screened appropriately</li><li>Simple articulation of tilt-wall panels recommended along public streets and highway frontages – this could be in the form of changing color, material, or texture</li><li>Encourage branding/signage of the various Industrial Business Parks</li></ul>	<div></div> <div></div>





Public / Civic (State, Municipal, and ISD)		
Open Space / Parks / Cemetery	Facilities	
<b>Purpose and intent</b> <ul style="list-style-type: none"><li>Residents access to a range of parks and open space amenities from child-friendly neighborhood parks to active plazas and squares within new commercial and mix use developments</li><li>Protection of natural landscapes and open space for wildflower viewing, bird watching, and the general enjoyment of nature including educational opportunities</li><li>To ensure access to lakes for recreation purposes</li><li>To provide the opportunity for both active/programmed and passive/unprogrammed recreation</li></ul>	<b>Purpose and intent</b> <ul style="list-style-type: none"><li>To allow for civic uses e.g.<ul style="list-style-type: none"><li>Federal/state/city/count y services including city hall, fire protection, and library</li><li>Schools</li></ul></li></ul>	    
<b>Land use types and density</b> <ul style="list-style-type: none"><li>High density park development for active recreation and low density for passive recreation</li><li>Residents access to a public park facility within ¼ - ½ mile walking distance of their homes</li><li>Require developers to provide park space and quality park development to the same standard as provided by city</li></ul>	<b>Land use types and density</b> <ul style="list-style-type: none"><li>Density to reflect the surrounding area</li></ul>	 
<b>Design priorities</b> <ul style="list-style-type: none"><li>Natural landscapes:<ul style="list-style-type: none"><li>Protection of the natural quality of the landscape</li><li>Physical and visual access to natural landscapes</li><li>Improvements to be of a subtle character that fit the natural landscape</li></ul></li><li>Programmed and designed landscapes:<ul style="list-style-type: none"><li>Landscape improvements with an emphasis on native plants and plants with low water requirements</li><li>Trails designed with hard and/or soft surface depending on the use</li></ul></li><li>Enhance all parks and open space with a city-wide and interconnected network of trails and paths for pedestrians and bicyclists</li><li>Require single loaded roads for at least 50% of the boundary of all parks and open space</li><li>Require private fences along open space and floodplains to have a transparency of at least 75%</li></ul>	<b>Design priorities</b> <ul style="list-style-type: none"><li>Design to fit into the context of the surrounding area</li></ul>	



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## 5.4 Future Transportation Plan

The 2017 Transportation Plan expands the role of the Master Transportation Plan to include not just roadway planning but all means of transportation; walking, bicycling, transit and freight rail. The overall goals are to provide options to citizens and businesses, to leverage the transportation system for economic development, maximize the safety of the system, and set a plan in place to accommodate growth. As a statutory requirement, the plan also provides the City with a means to reserve right-of-way for future flexibility in providing transportation needs to Terrell's residents, workers, and visitors. The plan leverages Terrell's strategic location as a gateway east of Downtown Dallas while capitalizing on growth of the Metroplex from the west closer to and surrounding Terrell.

This 2017 update to the city's 2009 Thoroughfare Plan incorporates revised cross sections with increased flexibility and multi-modal elements to allow the City to balance trade-offs between transportation capacity, user mode choice, aesthetics, and environmental constraints for a more robust and viable transportation system.

The technical recommendations included in the 2017 Transportation Plan have been driven by the following principles:

- Extending the current transportation grid to maintain good connectivity and spread traffic demand more evenly throughout the network.
- Maintaining the transportation grid primarily on a 45 degree angle to due north to take advantage of existing rights-of-way for improved roadways and avoiding too many miles of roadway on new alignment.
- Eliminating or shortening crossings of streams and floodplains to minimize environmental impacts.
- Focusing on the core of downtown and central Terrell.

### 5.4.1 Proposed Roadway Classifications and Cross-Sections

A new system of roadway classifications for Terrell is proposed in this plan. **Table 5.4-1** lists the various classifications in the 2017 Transportation Plan. The number of roadway classifications is expanded from eight to ten. Trails have been added to the map in coordination with the City's Parks & Recreation Master Plan. Existing and future rail corridors have been added, and existing and proposed freeway interchanges and railroad grade separations have been more clearly defined. All of these are mapped and shall be utilized to establish rights of way in the platting and development process.





**City of Terrell**  
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Roadway Classification	Primary Cross Section	Planned Right-of-Way Width	Additional Features
Controlled Access Facility with Frontage Roads	6-Lane Divided	400'	2-lane frontage roads with turn lanes
Principal Arterial (AA)	6-Lane Divided	140'	double left turn lanes, space for optional bus shelters
Major Arterial (A)	4-Lane Divided	120'	double left turn lanes, optional off-street cycle track
Minor Arterial (B)	4-Lane Divided	100'	space for optional on-street bike lanes
Principal Collector (C)	2-Lane Divided	100'	space for on-street parking, optional buffered bike lanes
Major Collector (D)	2-Lane Divided	80'	space for on-street parking
Minor Collector (E)	3-Lane Undivided	60'	space for single left turn lane
Residential (F)	2-Lane Undivided	60'	space for on-street parking but no left turn lanes
Rural Residential (G)	2-Lane Undivided	60'	space for drainage ditch and sidewalk on one side
Lakeside Collector	2-Lane Undivided	140'	80' offset from edge of city lake property or flood easement, then residential 60' section
Pedestrian Way	10' Sidewalk	40'	15 ft clearance on either side
Boulevard	2-Lane Divided	140'	12' wide sidewalks and extra wide greenspace around a major collector
Major Rail Access Corridor	Double Track	120'	Space for station platforms and/or transit shelter & planting strip
Minor Rail Access Corridor	Double Track	70'	Buffer/planting strip

***Table 5.4-1: Proposed City Future Thoroughfare Plan Roadway Classifications***

### Roadways and Trails

Eliminated from the 2009 Thoroughfare Plan in the 2017 Transportation Plan are reservations for eight-lane arterial roadways. Since intersections are the primary points of capacity constraint in a roadway system and much of the capacity at intersections is used by turning and crossing vehicles, eight-lane roadways have been recognized in recent years by the transportation planning and engineering community as yielding diminishing returns over six-lane arterials compared to the substantial investment involved in constructing them. Furthermore, they frequently act as significant deterrents to bicycle and pedestrian movements because of the long distances involved in crossing them. They can also be difficult to design in a fashion that enhances the aesthetics of the area they pass through due to their large expanses of pavement.



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### **Arterials**

The remaining roadway classifications are described in the sections and figures that follow (see **Figure 5.4-1**). Inherent in these discussions is the concept of design flexibility. Widths for lanes, medians, sidewalks, and buffers and even the transportation modes (transit and bikes) that are accommodated on a specific street may all be modified to suit the context of the street and its surrounding land use, subject to adequate staff review and approval. The 2017 Transportation Plan is intended to serve as a guide for reserving right of way and allows for future design flexibility rather than mandating specific cross-sectional elements that must be followed in all cases. For example, parking lanes might be omitted in a particular design and replaced with wider sidewalks, or narrower 10-foot lanes might be used in specific cases to reduce driving speeds.

Discussion of potential bicycle components of several of the street classifications is included below for informational purposes since these optional components are new to the 2017 Terrell Transportation Plan. The information provided is not designed to replace the latest design standards or guidance for bicycle facilities that exist or that may be adopted or endorsed by the City in the future, but rather only to provide an introduction to the considerations that should be taken in their planning and design.

#### *Principal Arterial (Type AA) – 140' ROW*

Principal Arterials are intended for high-speed movement of large volumes of traffic, with infrequent access to adjacent properties. In the typical example, shown in **Figure 5.4-1**, this roadway classification would provide width for six lanes of through traffic and a median that could contain double left turn lanes at intersections. Lanes would be 11' to 12' wide, with outside lanes being 12' to 14' wide in order to accommodate trucks and/or transit buses.

Additional space outside the curb line should include 5' to 6' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, transit shelters, street trees, landscaping, and other pedestrian amenities. Due to the higher traffic speeds expected to be typical on these facilities, transit and pedestrian treatments should be the preferred alternative modes of travel to the automobile that are encouraged on these streets.

In the graphical representation of this roadway classification, minimum lane widths are shown in order to represent the maximum extent of optional roadside features that can be provided. Additional right-of-way may occasionally be needed at intersections for separate right turn lanes if all optional roadside features including transit shelters are to be provided. However, since the ideal location for transit shelters is beyond intersections instead of prior to intersections, right turn lanes may usually be provided in lieu of the transit shelter space with only minor reductions with only minor reductions to the roadside buffers.



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*Major Arterial (Type A) – 120' ROW*

Major Arterials are intended for relatively high-speed movement of moderate amounts of automobile traffic, with occasional access to adjacent properties. In the typical example, shown in **Figure 5.4-1**, this roadway classification would provide width for four lanes of through traffic and a median that could contain double left turn lanes at intersections. Lanes would be 10' to 11' wide, with outside lanes being 12' to 14' wide in order to accommodate trucks and/or transit buses. Additional space outside the curb line should include 5' to 6' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, transit shelters, street trees, landscaping, and other pedestrian amenities.

Due to the moderately high traffic speeds expected to be typical on these roadways, bicycle facilities immediately adjacent to automobile traffic should be discouraged. However, protected bike lanes (sometimes known as “cycle tracks” or “sidepaths”) separate from sidewalks might be provided with a physical landscaped buffer between the car lanes and bicycle lanes for increased cyclist safety and comfort.

To improve safety for bicyclists, the provision of such facilities should be carefully planned and designed to avoid segments of roadway with frequent commercial driveways, unsignalized intersections, or exclusive right turn lanes in order to minimize the potential of “right hook” crashes between cyclists and turning motorists. Landscaping should be avoided where turns do occur across the bike facility for optimal visibility. The latest City-accepted design standards and guidelines specific to design of such bicycle facilities should be consulted and adhered to.

In the graphical representation of this roadway classification, minimum lane widths are shown in order to represent the maximum extent of optional roadside features that can be provided. Separate right turn lanes at intersections may be provided where protected bike lanes are not provided or where signal phasing is provided to eliminate conflicts between turning cars and through bikes.

*Minor Arterial (Type B) – 100' ROW*

Minor Arterials are intended for moderate-speed movement of modest amounts of automobile traffic, with modest amounts of access to adjacent properties. In the typical example, shown in **Figure 5.4-1**, this roadway classification would provide width for four lanes of through traffic and a median that could contain a single left turn lane at intersections. Lanes would be 10' to 11' wide.

Additional space outside the curb line should include 5' to 6' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, street trees, landscaping, and other pedestrian amenities. Due to the moderate traffic speeds expected to be typical on these facilities,





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on-street bike lanes could be provided if commercial driveways and unsignalized intersections are infrequent.

Roadside buffers may need to be reduced or eliminated or additional right-of-way reserved at intersections for separate right turn lanes if bike lanes are to be provided. Where right turn lanes are provided at intersections, “mixing zones” can be used to allow bicyclists to merge left of right-turning traffic, or signal phasing for right turns can be used to separate cyclists as described above for protected bicycle lanes. As with protected bike lanes, on-street bike lanes should be designed and constructed according to the latest applicable City-accepted design standards and guidance.

Right turn lanes may be provided within the designated right-of-way where needed by reducing lane and roadside buffer widths and/or when bicycle lanes are not provided.

## Thoroughfare Plan Cross Sections

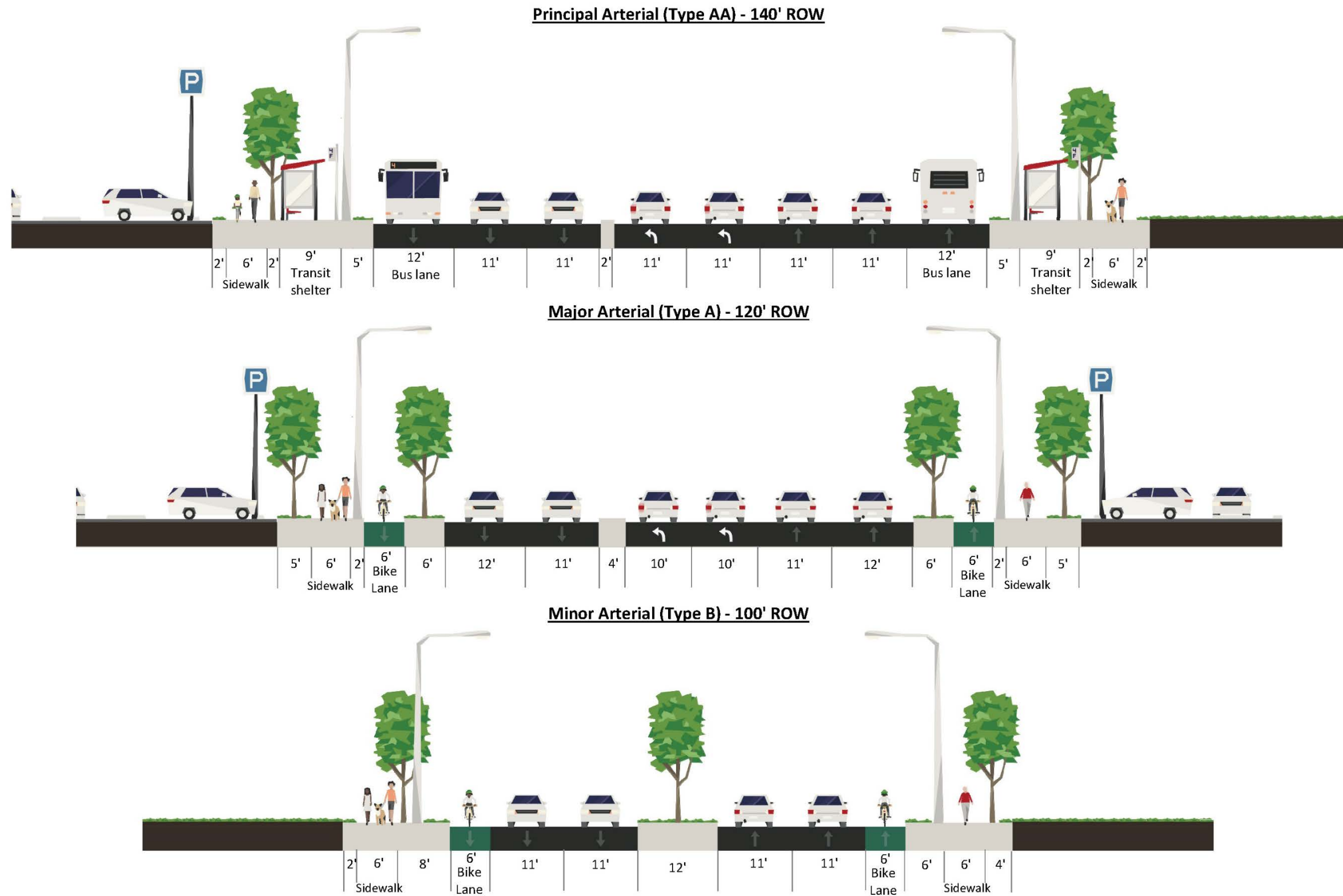


Figure 5.4-1



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## Collectors

### *Principal Collector (Type C) – 100' ROW*

Principal Collectors are intended for relatively low-speed movement of modest amounts of automobile traffic, with a high degree of access to adjacent properties and an increased emphasis on pedestrian activity where appropriate based on the context. In the typical example, shown in **Figure 5.4-2**, this roadway classification would provide width for two lanes of through traffic and an optional median that could contain a single left turn lane at intersections or driveways. Lanes would be 10' to 11' wide.

Additional space outside the curb line should include 5' to 10' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, street trees, landscaping, and other pedestrian amenities. Space can be provided for 7' to 8' wide on-street parking lanes.

Due to the lower traffic speeds expected to be typical on these facilities, on-street bike lanes could be provided. These are often appropriate to separate bicycle and pedestrian conflicts in residential and commercial areas frequented by larger numbers of pedestrians. However, since parking, commercial driveways and unsignalized intersections may be more frequent, appropriate buffers should be installed on one or both sides of the on-street bike lanes for increased visibility between cyclists and drivers. These buffers should be painted and be 1.5' to 2' wide. Buffers between bike lanes and parking lanes protect cyclists against motorists and passengers opening their car doors unexpectedly into a cyclist's path (known as the "door zone" conflict). Painted buffers between bike lanes and car through lanes increase cyclists' comfort. In areas without parking, they may be supplemented with flexible, reflective posts for increased visibility.

Separate right turn lanes are less common along collector roadways due to reduced speeds. Where right turn lanes are needed at intersections, on-street parking may be discontinued, "mixing zones" can be used to allow bicyclists to merge left of right-turning traffic, or signal phasing for right turns can be used to separate cyclists as described above for protected bicycle lanes. As with protected bike lanes, buffered on-street bike lanes should be designed and constructed according to the latest applicable City-accepted design standards and guidance.

### *Major Collector (Type D) – 80' ROW*

Major Collectors are intended for low-speed movement of lower amounts of automobile traffic, with a medium to high degree of access to adjacent properties and a low to modest amount of pedestrian activity. Property access and pedestrian activity is usually associated with commercial or residential areas, though these roadways may be found in industrial areas as well. In the typical example, shown in **Figure 5.4-2**, this roadway classification would provide width for two lanes of through traffic and





an optional median that could contain a single left turn lane at intersections or driveways. Lanes would typically be 10' to 11' wide in residential and commercial areas, or up to 12' to 14' wide in industrial areas.

Additional space outside the curb line should include 5' to 10' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, street trees, landscaping, and other pedestrian amenities. Space can be provided for 7' to 8' wide on-street parking lanes.

Due to the low traffic speeds and volumes expected to be typical on these facilities, and the reduced pedestrian activity compared to Principal Collectors, bicyclists may be expected to ride either on the sidewalk or in the travel lanes. "Sharrow" pavement markings in the through lanes may be used to guide cyclists to the correct position to ride, particularly to avoid the "door zone" when on-street parking is present.

For guidance on the occasional need for right turn lanes, refer to the section above on Principal Collectors.

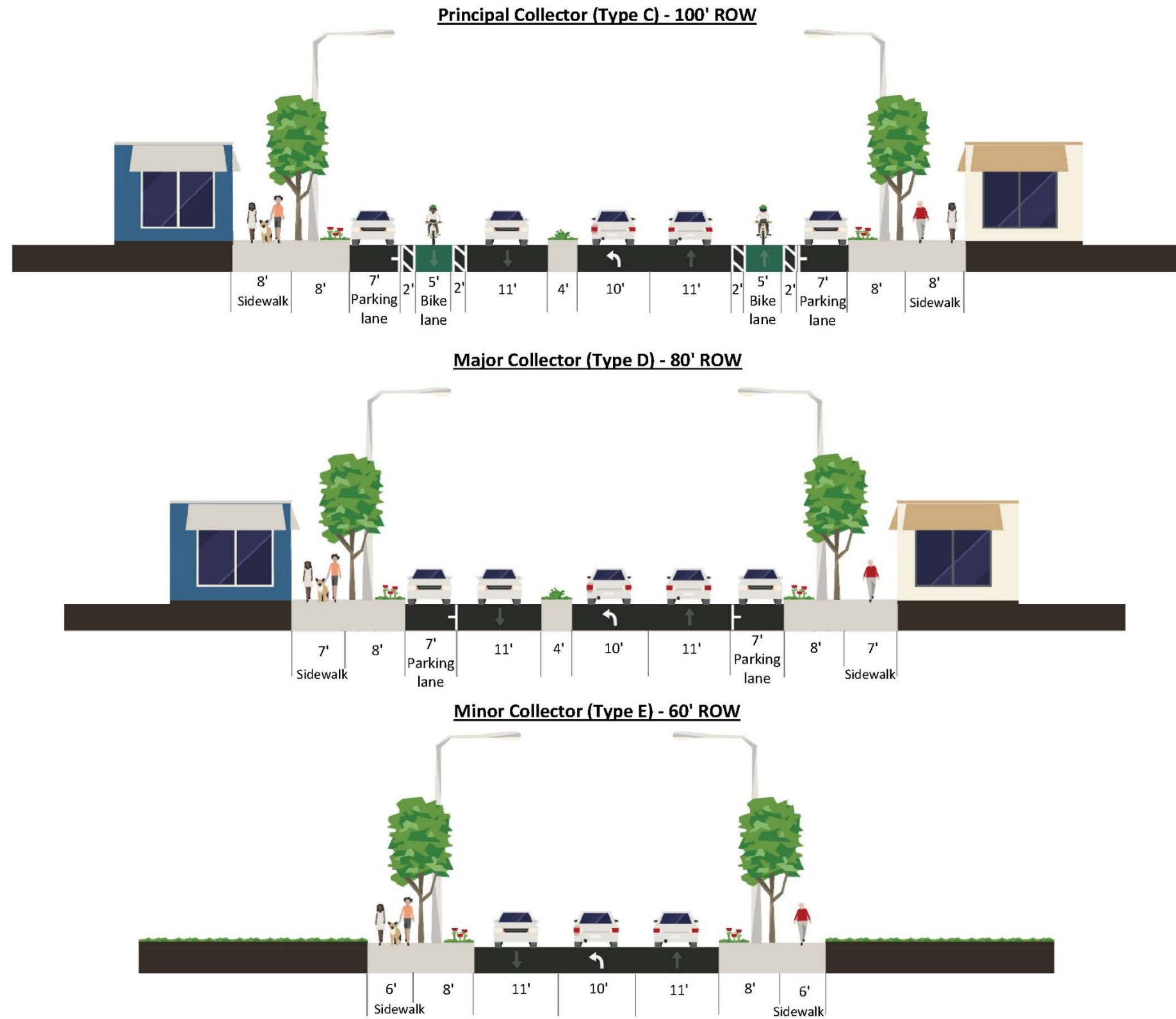
#### *Minor Collector (Type E) – 60' ROW*

Minor Collectors are intended for low-speed movement of low amounts of automobile traffic, with a low to modest degree of access to adjacent properties and a low to modest amount of pedestrian activity. Property access and pedestrian activity is usually associated with residential areas, though these roadways may be found in industrial areas as well. In the typical example, shown in **Figure 5.4-2**, this roadway classification would provide width for two lanes of through traffic and a two-way center left-turn lane. Lanes would typically be 10' to 11' wide in residential and commercial areas, or up to 12' to 14' wide in industrial areas.

Additional space outside the curb line should include 5' to 6' wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, street trees, landscaping, and other pedestrian amenities. On-street parking is typically not provided.

As with Major Collectors, bicyclists may be expected to ride either on the sidewalk or in the travel lanes. Refer to the section above for guidance. Right turn lanes are not typically provided on Minor Collectors.

## Thoroughfare Plan Cross Sections



**Figure 5.4-2**



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### ***Trails and Pedestrian Ways***

A “Pedestrian Way” designation is also shown in the 2017 Transportation Plan (See **Figure 5.4-3**) to reserve right-of-way for future pedestrian and/or bicycle connections. A 40’ minimum right-of-way will be provided for each trail so that a 10’ minimum sidewalk can be located with sufficient flexibility to avoid trees, terrain, and other natural obstacles while maintaining green space or vegetative buffers to screen the adjacent development from view to an appropriate degree.

To accommodate future trails adjacent to creek greenbelts, the City should require for roadway crossings that the bottom of the bridge clear the trail surface by at least 13’ to accommodate equestrians in addition to pedestrians and cyclists.

### ***Other Roads***

#### ***Residential (Type F) – 60’ ROW***

Residential streets are intended for low-speed movement of low amounts of residential automobile traffic, with a high degree of access to adjacent residential properties and a low to modest amount of pedestrian activity. In the typical example, shown in **Figure 5.4-3**, this roadway classification would provide width for two lanes of through traffic and a parking lane on either side of the street, which is typically not marked. Lanes would typically be 9’ wide, with 7’ in each direction for parking.

Additional space outside the curb line should include 5’ to 6’ wide sidewalks on both sides of the street and could also include space for grass buffers, lighting, and/or street trees.

As with Collector streets, bicyclists may be expected to ride either on the sidewalk or in the travel lanes, but on-street “sharrow” pavement markings are typically not provided. Refer to the section above for guidance. Right turn lanes are also typically not provided.

#### ***Rural Residential (Type G) – 60’ ROW***

Similar to a Residential (Type F) street, this roadway classification is intended for areas that are intended to remain agricultural or with limited density of housing. Two lanes would be provided at 11’ to 12’ each. The 10’ outside planting strips shown in the **Figure 5.4-3** illustration are intended to represent widths necessary for drainage ditches in the absence of roadway curb and gutter. These widths may vary based on actual topography and other design constraints. A 5’ sidewalk would be provided on both sides of the street.



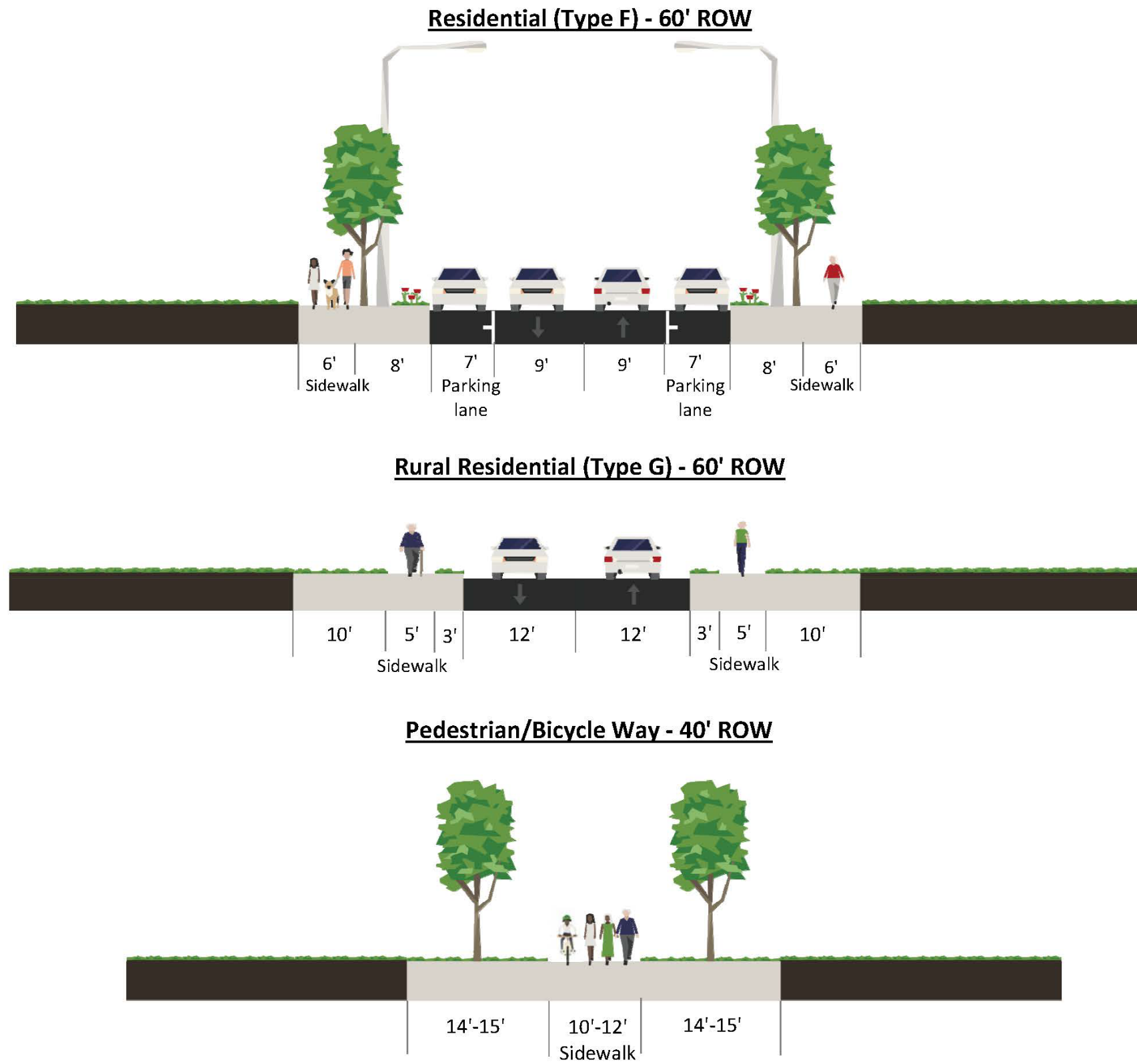


Figure 5.4-3



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### *Lakeside Collector – 140' ROW (80' offset from edge of City Lake or flood easement)*

This typical section is proposed for the ring road around Terrell New City Lake, and may be used for residential roadways adjacent to greenbelts as well.

Right-of-way required along the lake edge is 140' total width. A typical section might include, as illustrated in **Figure 5.4-4**, a two-lane road with 11' lanes, an 8' wide parallel parking lane, a 12' wide bike trail, a 15' wide pedestrian way/trail adjacent to the lake, a 6' wide sidewalk adjacent to the street on the residential side, and green spaces or planting strips of about 15' to 25' wide each between the lakeside elements. The space and arrangement of recreational amenities would be very flexible.

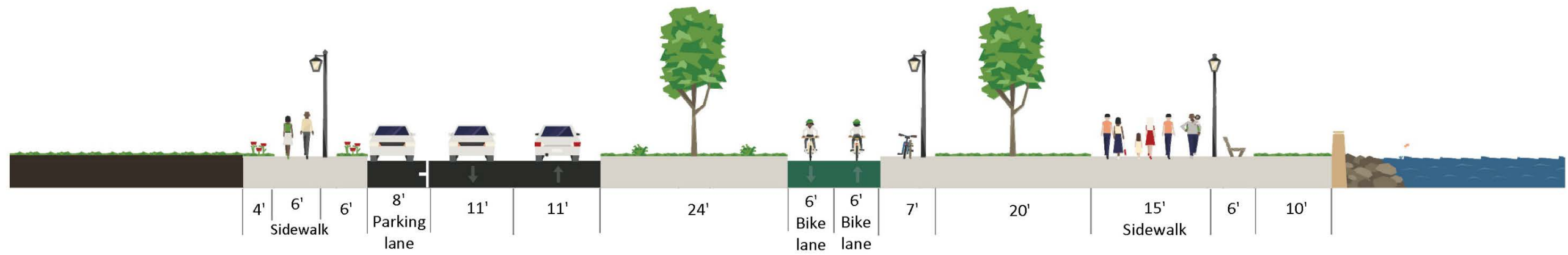
### *Boulevard – 140' ROW*

Boulevards are intended for moderate-speed movement of modest amounts of automobile traffic, with a low degree of access and a high level of recreational pedestrian activity. In the typical example, shown in **Figure 5.4-4**, this roadway classification would provide width for two lanes of through traffic, an extra-wide median that for landscaping that could contain a single left turn lane at intersections. Lanes would be 10' to 11' wide, with 7' to 8' parking lanes provided.

Additional space outside the curb line should include 10' to 15' wide sidewalks or trails on both sides of the street and would also include extra wide spaces for grass buffers, lighting, street trees, landscaping, and other pedestrian amenities. Off-street bike paths, though not shown in Figure Y, could also be provided.

Right turn lanes may be provided within the designated right-of-way where needed by interrupting the parking lanes and/or reducing roadside landscaping widths for short segments. Bicycle and pedestrian crossings on side streets should be set back from the main roadway far enough for adequate sight distance but not so far away as to defy driver expectancy.

## Lakeside Collector - 140' ROW (80' offset from edge of City Lake or flood easement)



## Boulevard - 140' ROW

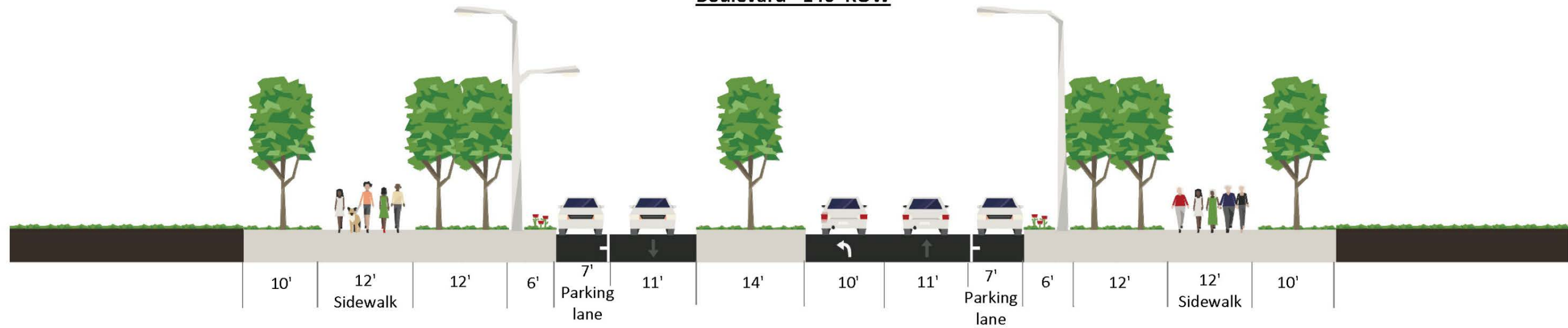


Figure 5.4-4





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### *Controlled Access Facility with Frontage Roads – 400' ROW*

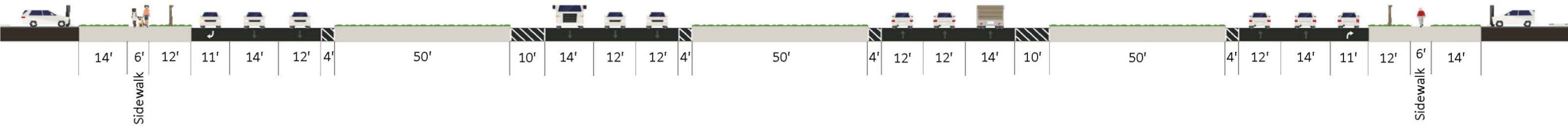
These facilities, usually referred to as freeways, are for very high-speed movement of automobile traffic, and bicyclists and pedestrians are prohibited along the mainlanes. However, bicycles and pedestrians should be accommodated along frontage roads. Through lanes are typically 12' wide, with 14' outside lanes, 10' outside shoulders, and 4' inside shoulders. Deceleration and acceleration lanes are frequently used adjacent to the main lanes, and right turn lanes are often used at cross streets and major commercial access points along the frontage roads.

The graphical example shown in **Figure 5.4-5** shows a six-lane divided freeway with two-lane, one-way frontage roads can be provided in each direction. The 50' median and 50' buffers between main lanes and frontage roads can be provided while accommodating the standard lane widths as well as wide buffers and sidewalks adjacent to the frontage roads within the 400' right-of-way. The 50' median and buffers, as well as other cross-sectional dimensions, will be highly variable depending on the specific project design, particularly near interchanges where structures and retaining walls may dictate other width requirements.

### **Railroads**

New 2017 Transportation Plan designations of “Major Rail Access Corridor” and “Minor Rail Access Corridor”, both shown in **Figure 5.4-5**, have been added to preserve the ability for future connections involving freight or passenger rail. The “Major Rail Access Corridor” would allow 120' for reservation of right-of-way for a connection from an IH 20 commuter rail line to a passenger rail terminal near the west side of downtown, as described in more detail in a section to follow. The “Minor Rail Access Corridor” designation would allow 70' right-of-way width for future spur rail lines from the Union Pacific line to penetrate the East Side Business Park.

**Controlled Access Facility with Frontage Roads - 400' ROW**



**Major Rail Access Corridor - 120' ROW**



**Minor Rail Access Corridor - 70' ROW**

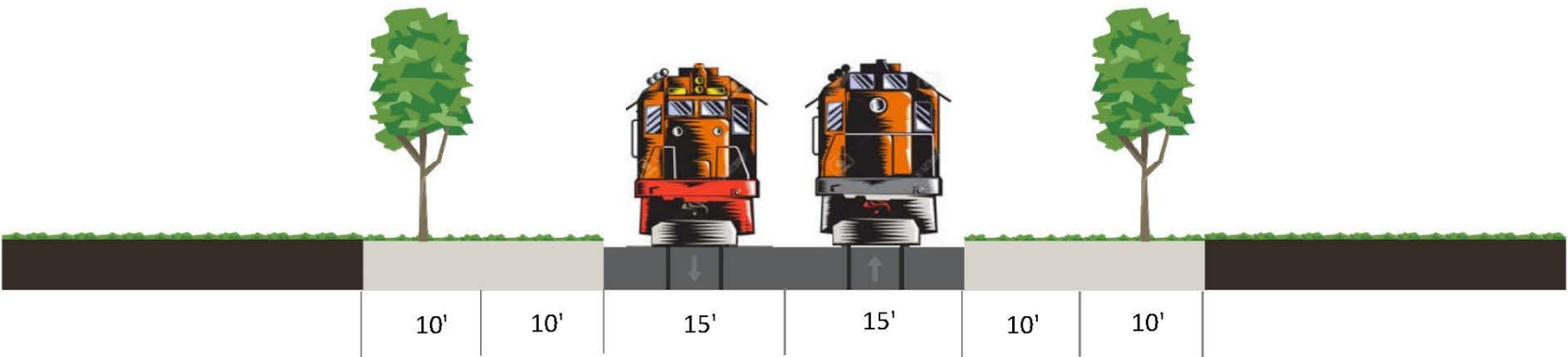


Figure 5.4-5



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#### 5.4.2 Proposed 2017 Transportation Plan Map

The proposed 2017 Transportation Plan is illustrated in the ***Exhibit 9: Future Transportation Plan***. The plan includes stronger roadway network connections to other eastern ring suburbs, namely Forney, Rockwall and Kaufman to make it easier for residents of adjacent cities to access Terrell's existing and future retail and employment areas while simultaneously making it more convenient to live in Terrell for those commuting elsewhere.

With focus in particular on roadways in the western side of Terrell's ETJ and the Regional Outer Loop, these areas will be able to attract new neighborhoods with quality of life amenities that will provide a greater tax base and increased nearby population to activate downtown Terrell.

New arterial alignments balance the need to provide economically sound land access to large future development parcels such as Whitt Ranch while minimizing the length and cost of new roadway through greenfields or crossing floodplains. In general, the minimization of floodplain impacts has been achieved with roads as far as possible aligned perpendicular to creeks, so as to minimize the footprint of the road within flood plains. Likewise, when roads are parallel to creeks, the alignment makes accommodation for creek floodplains to be kept intact as much as possible.

Several other noteworthy features of alignments shown in the 2017 Transportation Plan are described in the sections that follow.

##### **US 80 Relief Routes**

Moore Avenue downtown will easily be revitalized with pedestrians in greater numbers if truck traffic and the resulting noise is reduced. Therefore, an alternate route is needed for through truck traffic.

The 2017 Transportation Plan proposes upgrading and widening County Road (CR) 309 east of Terrell to serve as the eastern portion of this route. The northeastern end of the improved CR 309 would be realigned to tie into existing US 80 just east of the bridge over the Union Pacific railroad. Existing Spur 557, the segment of IH 20 between Spur 557 and CR 309, and CR 309 from IH 20 to existing US 80 would be re-designated as US 80. Existing US 80 between the two ends of this new route would be designated as US 80 Business.

In addition to reducing truck traffic through downtown, the new US 80 route alignment would allow for travel between the New Terrell City Lake development area and points west without adding this traffic to Moore Avenue downtown. The reduced traffic growth along Moore may enable future reductions in the number and/or widths of lanes and/or the introduction of a one-way couplet downtown. Under this scenario, Moore Avenue and a parallel city street could be converted to one-





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way operation to handle US 80 Business traffic, with the remaining space on Moore being converted for wider sidewalks and other amenities.

A northern connection also provides access to and from the Windmill Farms area of Forney to provide relief to Terrell's western segment of US 80. It is aligned to minimize the distance crossing floodplains associated with Terry Creek.

### **Freeways & Regional Outer Loop**

The Regional Outer Loop is planned to traverse the eastern edge of Terrell's ETJ, running in a north-south direction in the far western extra-territorial jurisdiction (ETJ) of the City. Regionally, the Outer Loop would connect portions of Collin, Rockwall, Kaufman, Dallas, Ellis, Johnson, Parker, Wise, and Denton Counties.

Near Terrell, the Regional Outer Loop is planned with 10 interchanges either located within the ETJ or serving nearby planned City roadway connections. Much of Terrell's future retail growth is focused along this corridor, along with the IH 20 and Spur 557 freeway corridors in the plan.

With one exception, each interchange along the Regional Outer Loop would be with a freeway, Type AA Principal Arterial, or Type A Major Arterial. Lesser roadway classifications would generally tie into these roadways or to the Regional Outer Loop frontage road without having access ramps. The lone exception would be a single interchange with a Type C Principal Collector midway between FM 548 and the connection from FM 1392 and University Drive in Forney. At this location, the planned agricultural land use does not justify a roadway of higher classification, but the interchange rather would be provided to avoid a 2.5-mile gap in access points.

The interchanges would be provided at 1- to 1.5-mile spacing north of US 80, and 0.5- to 1-mile spacing south of US 80. Along the segments south of US 80, near the Las Lomas tract, some future ramps may need to serve multiple cross streets in lieu of each cross street having its own dedicated ramps. Also, not all movements may be feasible as direct connections between IH 20 and the nearest adjacent interchange at FM 148, slightly less than 0.5 mile away.

The proposed alignment of the regional outer loop has been refined to both follow the Kaufman County alignment in certain areas, while also avoiding impacts to the western corner of the MC. Roberts Blackland Prairie, as would have been the case for the previous alignment.

Frontage roads have been added on IH 20 east of Spur 557 to provide better access for land development, particularly near CR 305.



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### **Terrell North Ring Road**

The alignment of the majority of this roadway lies outside the City of Terrell's current ETJ. However, it is included in the 2017 Transportation Plan to advance the City's preferred alignment for this important link shown in the Kaufman County Thoroughfare Plan, which due to its proximity will affect mobility for the citizens of Terrell. Whereas the County plan similarly proposes a four- to six-lane facility for the northeastern part of the ring road (along the existing FM 3486/CR 322 alignment from FM 986 to US 80), the two plans differ on the northern and northwestern sides of Terrell.

This plan proposes reserving right-of-way for up to six lanes along the above-described northeastern alignment, and extending the six-lane section southwest to SH 205. A northern "cut-off" on a new, curved alignment will reduce the travel distance around the north side of Club Lake and the Dallas Storage Reservoir. However, this cut-off will be of shorter distance than shown on the 2009 Thoroughfare Plan, thus requiring less right-of-way acquisition. Right-of-way would also be preserved for another Type AA Principal Arterial connecting north to FM 1565 and beyond to IH 30.

The northwestern segment of the Terrell North Ring Road is proposed for the existing CR 423/FM 1392 alignment. It would be up to six lanes northeast of SH 205, and four lanes for the remainder of the distance to its interchange with the Regional Outer Loop and beyond to the connection with University Drive in Forney. The northeastern segment of the County plan alignment for the Terrell North Ring Road is partially retained in the 2017 Transportation Plan as a new four-lane Type A Major Arterial, but connects south to US 80 via a new, extended Las Lomas Parkway alignment instead of connecting directly to the Regional Outer Loop. Avoiding the direct connection to the regional Outer Loop allows for fewer miles of roadway on new alignment in the area bounded by FM 1392, Colquitt Road and Las Lomas Parkway.

### **New City Lake Ring Road and Trail**

The map shows a lakeside two-lane road with a hike and bike trail system between the road and New City Lake. The lake offers unique opportunities for both residential expansion and community recreational amenities that would best be served by a special thoroughfare plan roadway type designation, as described previously. As a comparable, White Rock Lake in Dallas is about 2.5 miles long and 1-mile wide, similar to New Terrell City Lake at 2 miles long and approximately 1-mile wide.

Ideally, the 140' right-of-way should start at the lake's 100-year flood level, and not at the water's edge. The idea is to prevent the development of the entire shoreline by private homes and retain the entire shoreline as an amenity for the whole city.

The dimension between the road and the floodplain couldn't be adhered to strictly without making the road impractically curvy and slow, so a compromise alignment will need to be considered that



leaves relatively few slivers of developable land on the lake side while minimizing any bridges needed. This should be coordinated with the parks master plan to reserve any larger wedges as additional parks. The alignment should hug the edge of the lake pretty tight for the most part.

### **Northern Cross-Town Minor Arterial**

The 2017 Transportation Plan provides better access to the high school and performing arts center on the north side of town. The existing access routes via SH 986 (Rockwall Avenue, State Street, and Poetry Road) or via Virginia Street, Frances Street and Town North Drive are circuitous and traverse residential areas, confusing out of town visitors. Therefore, a new Type B Minor Arterial is proposed north of and parallel to Town North Drive, connecting SH 205 to SH 34 and passing within a block of the high school.

This connection will also provide an alternative route to reduce cut-through traffic on historic residential Griffith Avenue. The segment of Griffith closest to SH 205 is also proposed to be removed in order to discourage this movement and encourage greater use of SH 205.

### **Rail Transit Alignment Preservation**

The plan preserves a right of way corridor for commuter rail utilizing an IH 20 alignment that would intersect with the DART green line south of Buckner Station, travel along IH 20 to Las Lomas, provide a transit station at a new major mixed use urban node in central Las Lomas, and extend over Spur 557 to follow the existing spur railroad track in Mike Cronin Business Park. It would then arrive close to the UPRR track in downtown Terrell. The service would be a traditional diesel commuter service from downtown Terrell to a short extension of the DART green line, where passengers would disembark and get on the CRT service.

This alignment would not be expected to be warranted for active service until substantial population growth occurs in central Terrell as part of proposed downtown revitalization and the Las Lomas development achieves higher densities. Nevertheless, preserving right of way off of the Union Pacific Railroad (UPRR) corridor is crucial. UPRR operates 30 trains daily through Terrell today and track use agreements with UPRR 20 to 30 years in the future will have to contend with much higher freight volumes. Given the inability of larger metroplex cities to successfully negotiate track rights with UPRR, it is unrealistic to rely on such a strategy. The following steps would represent a start to developing the Green Line/IH 20/Las Lomas/Downtown Terrell alignment:

1. Pursue coordination with the potential partners necessary to support such a project; cities along IH 20, Kaufman County, TxDOT, DART, the RTC, Las Lomas, and businesses in Terrell and STAR Transit.





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2. Provide a buildout population and employment number to NCTCOG including density projections for the zones containing the two recommended commuter stations (Las Lomas and downtown Terrell).
3. Request NCTCOG model such a service in the upcoming Mobility 2045 Plan, utilizing the buildout population and employment figures for Terrell, Las Lomas and Kaufman County. Additional model runs could test express bus service from downtown Terrell along either the US 80 or IH 20 corridor; such alternates might feature service all the way to downtown Dallas or to nearby DART stations. This modeling effort could also assess ridership in years prior to 2045.
4. Request assistance from various partners, the Federal Transit Administration, TxDOT's Public Transit Division, STAR Transit, DART, and the Regional Transportation Council to fund a preliminary route study as a mechanism to better understand the challenges and opportunities prior to setting and pursuing a right of way strategy outside the City of Terrell.
5. Within the City of Terrell and its ETJ, enforce the requirement of the plan to dedicate right of way for the general alignment from roughly IH 20 and Big Brushy Creek to downtown Terrell. This would be done during the platting process as a requirement. It should also be addressed on a volunteer basis with any land owners seeking building permits that might be impacted by a future alignment. Finally, any TxDOT construction crossing along the proposed right of way should be asked to incorporate the necessary accommodations.

#### 5.4.3 New Street Typology

Terrell's 2009 Thoroughfare Plan was based on a functional classification system primarily linked to the size and capacity of the roadway as the primary driver for right-of-way preservation. Cross sections range from a 50' right-of-way for a two-lane undivided Type F Residential Street to a 160' to 180' right-of-way for an eight-lane divided Type AA Major Arterial.

For the 2017 Transportation Plan to evolve to be more context sensitive and flexible in its approach to addressing competing objectives of safety, mobility, mode choice, environmental stewardship, environmental justice, economic development, historic preservation, and community aesthetics for the transportation network, a new street typology may be developed as part of a future supplement to the 2017 Transportation Plan to be overlain on top of the functional classification system.

In such a supplement, roadways in the 2017 Transportation Plan would be classified as freeways, expressways, parkways, rural highways, boulevards, avenues, streets, or rural roads. The differentiation would be based on factors such as the anticipated future land use and character of the areas through which they will traverse, the desired speed of travel, the need for parking, and the



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desirable widths for multimodal travel, buffers, landscaping, and other streetside amenities. These designations would not replace functional classification, but rather supplement it.

There would not be a one-to-one relationship between functional classification and thoroughfare type. **Table 5.4-2** illustrates the potential range of relationships.

Functional Classification	Thoroughfare Types						
	Freeway/expressway/ Parkway	Rural Highway	Boulevard	Avenue	Street	Rural Road	Alley/rear Lane
Principal Arterial							
Minor Arterial							
Collector							
Local							

■ Correspondence between Functional Class and Thoroughfare Type.  
Shaded cells represent thoroughfare types that are not addressed in this report.

**Table 5.4-2: Relationship between Functional Classification and Thoroughfare Type**

Source: Institute of Transportation Engineers, *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities: A Recommended Best Practice*, Table 4.3.

The establishment of thoroughfare types along with context zones that characterize the urban character and density of development would allow the City to adopt more flexible design criteria for the presence and widths of lanes and roadside elements than is currently available, and it is recommended that the 2017 Transportation Plan supplement be developed concurrently with future City efforts to update said design criteria and engineering manuals. This would communicate to future staff and developers alike the flexibility intended for design and the use of the 2017 Transportation Plan and its typical sections as primarily a right-of-way reservation tool rather than as a proscriptive document for design details.



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## 5.5 Neighborhoods and Housing

Neighborhoods and housing are key aspects of a livable community. The vitality of neighborhoods is typically defined by both the neighborhood pattern and diversity and choice of available housing. Housing is about the quality of structures and ownership patterns.

### 5.5.1 Neighborhood Strategies

The configuration and quality of neighborhoods is a key component to achieving the overall vision to provide sustainable lifestyle choices for current and future residents of Terrell. This vision is expanded with the development of new neighborhoods that should be livable, diverse, and sustainable by catering for different lifestyles and all generations. New neighborhoods should be designed based on the adjoining land use context and environmental features of the property in addition to responding to market opportunities. New neighborhoods should foster a sense of place and community while providing for safe places for children and other users. In addition, they should protect and celebrate the natural environment as central features of the neighborhood.

The following describes priorities for future neighborhood improvement strategies:

- Develop a qualitative and quantitative matrix of Terrell's neighborhoods and determine specific factors that need to be addressed at the neighborhood level and also combined factors to drive city policy as a whole, in regards to housing and neighborhoods.
- Existing Traditional Neighborhoods:
  - Identify the key character elements that need to be preserved e.g. existing lot and block patterns, compact street grid, and existing historically contributing homes. Existing pedestrian-oriented elements of the neighborhood include tree lined streets, sidewalks along most blocks, homes with porches or stoops, and parking (garage or surface) that is located at the rear of the lot.
  - Create a neighborhood conservation zoning category to implement the goals of preserving the historic neighborhood fabric (possibly add a historic overlay to better guide exterior remodels). The conservation zoning district should establish standards for different residential types (single-family, duplex, townhomes, and small apartment buildings) based on the prevalence and compatibility with the existing neighborhood.

Development standards should emphasize preservation of the existing neighborhood pattern of walkable blocks with homes fronting on the street and parking along alleys or the rear of lots. In addition, historic preservation standards should be considered



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for exterior remodel of contributing properties through the creation of a historic neighborhood overlay. Such an overlay would establish design standards for the major architectural elements of a home based on the prevalent architectural styles in the neighborhood.

- Identify locations for neighborhood greens, parks and playgrounds; improve/update Breezy Hill Park which is the only existing neighborhood park in the Existing Traditional neighborhoods. The existing traditional neighborhood north of downtown has no parks or open space integrated into the neighborhood. The city owned property (former hospital site) is a good candidate to locate a neighborhood park with appropriate park improvements such as trails, public art, playground, and landscaping.
  - Identify streetscape improvement priorities (sidewalks, street trees and street lighting) based on an assessment of the existing conditions of all neighborhood streets and prioritize improvements based on age, whether it is identified in the CIP for reconstruction, number of properties affected, whether the street is an important link between the neighborhood and adjoining areas and downtown, and willingness of adjoining property owners to partner with the city on funding for streetscape improvement.
  - Support the creation of a neighborhood association to be the coordinating entity between the city and the property owners/residents. The city should consider creating a program for neighborhood organization that can help residents to get organized and create plans to address the major issues affecting the neighborhood at a lot and block level. Such a neighborhood level plan should coordinate code enforcement, street and infrastructure improvements, and development coordination while improving communication between the city and the residents on their respective roles and responsibilities.
- Existing neighborhoods
    - Identify key corridors to prioritize pedestrian and/or trail improvements, especially in close proximity to schools and parks (create a Safe Routes to School Plan to apply for state funding). Such a sidewalk and or trail plan should prioritize locations that are close to schools, parks, and other civic destinations as well as shopping and employment areas. CDBG funding for street and utility improvements should be considered and coordinated with sidewalk and trail improvements.





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- Step up code enforcement by partnering with local home owner associations (HOA's). If a neighborhood has no HOA, explore ways to work with the neighborhood to either create neighborhood associations or interest groups to take on some local projects (landscaping, street lighting, neighborhood signage, pocket parks/playgrounds, etc.). Such a neighborhood association or interest group should be the coordinating entity between the city and the property owners/residents. The city should consider creating a program for neighborhood organization that can help residents to get organized and create plans to address the major issues affecting the neighborhood at a lot and block level. Such a neighborhood level plan should coordinate code enforcement, street and infrastructure improvements, and development coordination while improving communication between the city and the residents on their respective roles and responsibilities.
- Create programs/incentives for home upgrades and investments: As neighborhoods and homes age, property values decline, thus negatively impacting city tax revenues. The City should target neighborhoods with declining property values and high volume of code enforcement calls for an incentive program that provides tax abatement or other incentives for upgrade and reinvestment into existing homes. Such improvements could include energy efficient home appliances, windows, roof and similar green initiatives.
- Identify neighborhoods that have limited or no access to parks/playgrounds and evaluate opportunities to provide small pocket parks or playgrounds (or partner with neighborhood associations to provide parks or playgrounds). City should look at foreclosed properties or vacant or underutilized lots in close proximity to the neighborhood. A very successful program to provide more access to open space is identify vacant and derelict properties and strategically acquire a number of contiguous residential lots to create a neighborhood or pocket park depending on the size of the park.
- New Traditional Neighborhoods  
The vision is to encourage new neighborhoods that are livable, diverse, and sustainable by catering for different lifestyles and all generations. They are intended to provide for a range of residential types from townhomes to patio homes to estate homes on a range of lot sizes within a walkable neighborhood context. New traditional neighborhoods should be integrated with natural and environmental features that should be preserved and celebrated such as mature tree stands, creeks, steep grades, bluff areas, etc. New neighborhoods should be designed using the following principles.



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- Improve connectivity between neighborhoods and adjoining commercial areas:  
Neighborhoods should be well-connected and accessible from multiple points surrounding the development. This includes designing a neighborhood to have pedestrian, bicycle, and automobile connections between neighborhoods, nearby commercial development and surrounding land uses. This is achieved by providing a high level of permeability between residential developments and commercial/non-residential sites through the use of trails, sidewalks and internal streets that create connections and provide access between residential and commercial sites.
- New Traditional Neighborhoods should incorporate a variety of lots and housing types:  
A diversity of lots sizes, housing types and configurations promotes a vibrant and interesting community. By introducing a variety of neighborhood patterns within a planned community, a distinct identity can be created within the neighborhoods to reinforce the character of the planned community.
- Protect, integrate, and/or maximize open space:  
To maximize the benefit of open space, parks and trails, the creation of a meaningful open space system is important. This is accomplished through identifying a variety of open space uses (conservation, active and/or passive recreation), and establishing linkages between these areas.
- Improve walkability within and between neighborhoods:  
Walkable communities are desirable places to live. They encourage pedestrian activity and create engaging and appealing communities. A well-designed, walkable community can create a safe pedestrian and bicycling environment, and connect neighborhoods by sidewalks, bike paths, green space and trails.
- New Low Density Residential and Texas Heritage Neighborhoods  
New neighborhoods in the Low Density Residential and Texas Heritage land use categories should emphasize protection of Terrell's natural landscapes.
  - The Value of Terrell's Rural Landscape:  
The value of the rural land that surrounds Terrell is both functional as agricultural land and as a lifestyle choice for existing residents. Terrell is home to Porter Farms, Roberts Prairie, Old Terrell City Lake, and New Terrell City Lake.



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The grassland prairie that naturally occurs in the region has severely been impacted by cultivation and urban development over time. Only a fraction remains of the millions of acres of this eco-biome that once covered the Texas landscape.

- Protecting Terrell's Rural Landscape:

Protecting the rural landscape requires the cooperation of landowners as well as regulatory and incentive measures. In general, the prairies can co-exist well with the agricultural practices of the area including grazing and ranching. Incentives to establish preserves may be appropriate to protect grassland prairie land where it has never been cultivated. Due to the nature of urban development, it is much more difficult to protect natural areas. However, encouraging and incentivizing conservation developments should be considered to protect and preserve Terrell's rural landscapes and agricultural land:

*Conservation Development* - Conservation development describes a development approach where a significant portion of the developable land area is designated as protected open space.<sup>1</sup>

Typical characteristics of conservation developments include:

- At least 50% of developable area is preserved in some form of open space (including natural vegetation, agricultural uses, or active or passive open space).
- Allowable development is often density-neutral (meaning that the overall number of dwelling units built is the same as under conventional subdivision standards, but on a smaller footprint). However, conservation developments may instead be density-positive or density-negative.

Terrell can incentivize this form of development through its ordinances and infrastructure policy. This development pattern can help establish a network of open space, greenbelts, creek corridors, and trails as land is developed in Terrell. It is important that the City utilizes the Future Land Use Plan and other environmental resources to ensure that areas preserved in individual developments are coordinated so they connect to create this interconnected network of open space.

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<sup>1</sup> Arendt, Randall G. 1996. *Conservation Design for Subdivisions*. p 6



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### 5.1.2 Housing Strategies

Housing is often viewed as a barometer for the state of the economy. The relationship between housing and economic performance operates at a number of spatial levels. In recent years, policy makers and political leaders have started to make stronger links between housing and economic development at the local level. The type and quality of the housing stock can have a significant impact on the health and wealth of the City. The ability to attract and retain residents and provide support for those who need it relies on good housing and attractive and inclusive neighborhoods. Cities should be able to provide choices to their residents with their various preferences, needs, and budgets.

The Comprehensive Planning process identified the Theme of Community Integrity, which reads: *Preserve the small-town heritage, socio-economic diversity, and jobs/housing balance that make Terrell unique.* The following describes strategies to address housing issues in Terrell.

- Improve the quality of living for Terrell residents by upgrading the quality of the housing stock.

The strategy here is to utilize grant opportunities targeted to low-moderate income persons that assists with both repairs and reconstruction.

- Consider the use of the HOME program, administered through the Texas Department of Housing and Community Affairs (TDHCA), in an effort to repair or replace owner-occupied dilapidated housing units throughout the community.
  - Consider the use of Housing Preservation Grant (HPG) funds, administered through the United States Department of Agriculture (USDA), in an effort to repair owner-occupied dilapidated housing units throughout the community.
  - In addition, the city should consider incentives such as tax abatements to help property owners make improvements to their homes, especially in neighborhoods that have a high volume of code enforcement calls.
- Consider the implementation of a rental housing inspection program.  
Consider adopting amendments to an existing ordinance or adopting a new free-standing ordinance.
    - Fees should be very low for landlords who comply voluntarily or have few, if any, past code violations. Chronic offenders should be expected to pay the bulk of fees and fines, not law-abiding landlords.
    - Reward well maintained properties with extended certificates.
    - Hand out educational materials regarding property codes for tenants and landlords which encourage tenants to work with their landlords instead of complaining to the city first.





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- Adopt an inspection schedule that will fit into the current workload of the existing staff without busting the department budget.
- Enhance the City's code enforcement program.

This will be achieved through better, increased communication with and education of all of the interested parties (renters, landlords, city staff)

  - Consider hosting periodic community seminars that are designed to:
    - Explain the City's applicable codes and ordinances as outlined in the "Developer's Corner" section of the City's Website. Provide education to landlords of expectations to operate in Terrell. Perhaps put together a brochure or pamphlet.
    - Educate renters of rights and responsibilities.
  - Consider stiffer fines and penalties for repeat offenders.
  - Continue to promote continuing education for staff to ensure that all staff members are aware of any updates to applicable codes and ordinances.
- Increase the City's Stock of Quality, Single-Family Units.

This will be achieved through a combination of programs which will include events for agents and realtors and the acquisition of vacant properties to be used for infill projects.

  - Consider hosting an event for local real estate agents and realtors designed to engage ideas for attracting new single-family development to Terrell.
  - Consider the acquisition of vacant structures through arrangements with the County and School District and demolish these structures. Sell these properties for minimal cost to redevelopers, with the stipulation that affordable new housing be constructed on the lot within a certain time period.
- Increase the number of owner-occupied single-family units.

This will be achieved through a combination of programs which will include events for potential homeowners and the introduction of programs that may be available through TDHCA.

  - Consider hosting a community seminar that is designed to:
    - Educate potential homeowners of their ability to qualify for a mortgage. Some homeowners are unaware of their potential for homeownership.
    - Inform potential homeowners of various programs that may be available through TDHCA such as "My First Texas Home."



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### 5.1.3 Neighborhood and Housing Regulations

The key factor in the execution of the strategies proposed for the development, preservation and sustainability of Terrell's existing and future neighborhoods is in recognizing what elements are absolutely essential in establishing and preserving the authentic quintessential character of Terrell neighborhoods. As informed by the vision of utilizing Form-Based Codes to accomplish the goals and objectives of this Comprehensive Plan, each strategy herein emphasizes the relationships between the elements of the built environment and their context.

Form-Based Codes recognize the interplay between street and buildings, vehicular traffic and pedestrians or bicycles, public and private spaces, open space and developed land, context or scale of the neighborhood in relation to multiple buildings, block design, and transitions into surrounding areas with emphasis on connectivity, walkability and sustainability. Form-based codes create predictable outcomes by regulating the physical form of private development in order to create a desirable relationship to the public domain. In this context, Traditional Neighborhood Design (TND), a form-based design strategy, has the strongest correlation to the vision statement above regarding neighborhood development. The TND concept treats every element within the public view as interlocking pieces without which the neighborhood loses its identity and cohesiveness. How the front façade of each home addresses the street is critical to creating a walkable public realm context. These façade elements include, the architectural articulation of the house, roof design, window and door treatments and especially the size and scale of the porch as they relate to the landscaping, sidewalks, streets, and other houses all play an essential role in creating an environment which encourages social interaction, a sense of safety, and promotes walkability.

In contrast to conventional zoning, TND requires 'build-to' lines instead of 'setback' lines in order to maintain the relationship between the house and the sidewalk, street and adjacent homes. This is where substantial porches are critical in creating an atmosphere of a cohesive, safe and friendly neighborhood. Research has shown that prominent porches create what is known as a 'natural surveillance' area which not only encourages social interaction with pedestrians on the sidewalk but also discourages crime due to the ability of a homeowner to easily observe playing children, pedestrians and vehicles. This is known as; "Crime Prevention Through Environmental Design (CPTED)" which like TND looks at each element in the public viewscape to create safer neighborhoods.

In addition, it is critical in the execution of the Vision of the Comprehensive Plan to develop a diverse inventory of housing types in order to satisfy the needs of the community from the young adult just stepping out into the work force or a young family's first home to the corporate or professional executive moving to Terrell to continue their career objectives. Analysis has indicated the level of affordable housing and starter homes is adequate for the current demand. However, recent development trends involving the relocation and growth of businesses in Terrell has been very promising but has exposed a critical shortage of executive level housing to support the large influx of new professionals and business executives which out of necessity have to commute from distant



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communities to work. New master planned neighborhoods should include a range of housing types with amenities such as pocket and neighborhood parks, trails, and walkable access to neighborhood retail in order to attract the much-needed executive level housing options into Terrell.

In summary, a strong, safe, livable and sustainable neighborhood is no accident. Each essential design element should be mandatory if the vision of this Comprehensive Plan is to be accomplished to any degree. Building upon the past success of the 2005 Comprehensive Plan is not a foregone conclusion unless all of the interlocking pieces which define the character of a neighborhood are supported by the following strategies which will create the desired intrinsic home town values that will result in, **“Terrell, being grounded by its legacy as an authentic community, positioning itself to be a regional and relevant destination while offering residents a range of sustainable lifestyle choices.”**

### Summary of Recommended Housing Strategies

1. Adopt Traditional Neighborhood Design (TND) form-based codes in order to capture all of the essential elements needed to accomplish the City of Terrell Vision Statement.
2. Adopt Crime Prevention Through Environment Design (CPTED) codes to increase neighborhood safety.
3. Adopt Architectural Design Elements compatible with the current character of Terrell neighborhoods in order to preserve the ‘authenticity’ and home town character that makes Terrell so desirable as a thriving small community, such as:
  - a. Prominent Porches
  - b. Garages setback from front facade or utilize side or rear entry garages
  - c. Articulated front facades
  - d. Roof designs which incorporate steeper pitches, dormers or gables
4. Adopt street designs which have grades lower than the floor elevation of the house (i.e., looking up to the house not down) wherever possible. Shorter pedestrian friendly block lengths and sidewalk placement further away from the back of curb for increased safety while creating a social interactive zone between pedestrians and residents.
5. Adopt landscape requirements which encourage both street trees and yard trees in order to create a more attractive and comfortable pedestrian environment as well as increased curb appeal.
6. Unify the Zoning Regulations and Subdivision Regulations so that both codes support the TND and CPTED form-based code policies.
7. Adopt Residential policies which encourage the development of diverse housing types in order to create a complete community and satisfy the needs of everyone seeking housing in the community without having to commute from another community. Executive housing is especially in short supply in the community and should be considered a priority in the new neighborhoods envisioned in this Comprehensive Plan.

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## Chapter 6: Implementing the Vision



Implementation is a critical part of any plan's success. Preceding chapters discuss how to achieve the desired vision and goals for the future of Terrell. In order to implement the Comprehensive Plan recommendations, a framework is required that brings together three major elements: financial tools required to jump start the catalyst projects; regulatory changes to implement the design and associated land use goals; and an organizational structure to manage the long-term implementation of all elements of the plan. In this Chapter, Section 6.1 and 6.2 defines initiatives, catalyst areas and opportunities identified to meet each of the six major goals established in this Comprehensive Plan, Sections 6.3 lays out the financial strategies required to implement the catalyst projects. Section 6.4 and Section 6.5 detail the organizational and regulatory elements respectively that will be needed for sustained and successful implementation of the plan. Next steps and a conclusion are provided in Sections 6.6 and 6.7.

The implementation recommendations are organized into the following components:

- Goals and Initiatives
- Implementation Opportunities
- Funding Priorities
- Governance Structure
- Regulatory Framework





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## 6.1 Goals and Initiatives

Chapter 4 states that goals serve as a tool to bring a vision to reality. In this regard, six goals were established for this comprehensive plan. The following describes the proposed initiatives for the six goals established for Terrell's 2017 Comprehensive Plan. Each goal contains a supporting statement followed by the proposed initiatives described as policies/programs and projects.

### Community Integrity

Goal Statement: Preserve Terrell's small-town heritage, cultural diversity, and jobs/housing balance that makes the community unique.

#### Proposed Initiatives:

##### **Policies/Programs for Community Integrity**

- Develop a zoning mechanism to protect the natural and cultural environment e.g. clustered development, conservation development, etc.
- Maintain development standards that keep Terrell great.
- Continue strong code enforcement.
- Establish formal historical designations for locations/areas such as Burnett, Stallings, Griffith and downtown.
- Adopt a residential rental inspection ordinance.
- As new neighborhoods develop, encourage building types and streets which reinforce elements to maintain the historic character of Terrell neighborhoods.
- Conduct infrastructure needs assessment to ensure investment aligns with ongoing maintenance and future needs.
- Develop an annual CIP plan to calibrate critical infrastructure spending to support neighborhoods and commercial development.
- Promote entrepreneurship, (i.e. concepts such as the cottage industry to allow for craft manufacturing, craft breweries, culinary incubation, and farm to market produce).

##### **Projects for Community Integrity**

- Focus available capital funds on core infrastructure, streets, sidewalks, water/wastewater/storm water projects in the city core.
- Improve Rosehill Road from IH 20 to Lincoln Lane.
- Improve Griffith Avenue from Walnut to Rockwall.
- Improve the Alamo drainage corridor from west of Rockwall to east of Blanche.
- Continue to rehabilitate local streets and add sidewalks throughout the city.

### Vibrant Downtown

Goal Statement: Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.



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### Proposed Initiatives:

#### **Policies/Programs for a Vibrant Downtown**

- Improve walkability and the contextual pedestrian experience:
  - a. Develop design guidelines to enhance the urban environment.
  - b. Improve infrastructure to connect people, places and spaces.
- Promote mix of uses in downtown:
  - a. Housing
    - i. Utilize housing to create urban context for vibrant retail environment.
  - b. Retail
    - i. Retain businesses.
    - ii. Attract new business through greater marketing.
    - iii. Focus on family.
    - iv. Strengthen retail attraction downtown.
    - v. Strengthen downtown as a regional destination.
  - c. Civic presence
- Update land use policy to encourage responsible development and adjacency predictability.
- Create a façade improvement grant program.
- Develop program to train artisans and artists to improve skills.
- Explore public-private partnerships with key spaces downtown to link tourism attraction and downtown revitalization.

#### **Projects for a Vibrant Downtown**

- Prioritize and implement north alley/south alley roadway/water/wastewater rehab projects.
- Prioritize and implement core street rehabilitation projects.
- Develop the Adelaide Market and Festival Street concept from High to Cottage to provide north-south roadway to turn over to occasional pedestrian only events such as street fairs, farmer's markets, arts and crafts fairs, concerts and other events that bring the community together.
- Develop new parks/public plazas downtown to create natural gathering places and pedestrian zones.
- Improve landscaping, lighting, streetscape safety, and aesthetics of Moore Avenue plus the north-south major streets; Ann, Rockwall, Frances, Catherine, Adelaide, Virginia, and Gardner.
- Make phased improvements to Moore Avenue.
- Develop and implement a quiet zone in central Terrell.
- Improve downtown sidewalks.
- Implement the "near" bypass connecting Birch and Rochester.
- Implement the "east" bypass route connecting IH 20 and US 80, using Wilson Road intersection.
- Implement the "west" bypass route connecting FM 1392, FM 986 and SH 34 north of Terrell.



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#### **Regional Medical Center**

Goal Statement: Become the regional destination of choice for doctors, medical facilities, health sciences, research, and medical services education.

#### Proposed Initiatives:

##### **Policies/Programs for a Regional Medical Center**

- Continue to focus recruitment efforts on emergency room, surgery center, and hospital providers.
- Encourage recruitment of employers who have a fully insured workforce, i.e., not a reliance on temporaries and contractors.
- Evaluate the potential for a medical campus at the TVCC nursing school.
- Evaluate the potential for a medical campus at the Baylor Scott & White owned parcel on IH 20.
- Recognize that medical providers require medical professional staff who demand high quality of life communities.
- Help Terrell State Hospital develop a long-lasting on-site university partnership.
- Pursue academic/research facility to incubate future academic health center (AHC).
- Conduct survey to identify gaps in service care and capacity for private pay vs uninsured.
- Create incentives to attract healthcare workers.
- Support growing healthcare initiatives (i.e. nursing school).
- Recruit healthcare networks or affiliate with larger healthcare systems.

##### **Projects for a Regional Medical Center**

- Create partnerships with hospitals to build necessary infrastructure/facilities that maybe needed for a new full-service medical facility.
- Support infrastructure to accommodate facility needs as opportunities emerge.
- Lobby at the state and national region for medical programs to catalyze new medical facilities, programs and services in Terrell.

#### **Youth Sports & Recreation Tourism**

Goal Statement: Become the destination of choice for parks, youth recreation, and youth sports tournaments.

Terrell has established a goal to become the destination of choice for parks, youth recreation, and youth sports tournaments. The travel and tourism industry is one of the largest industries in the United States, making a total contribution of \$1.5 trillion to GDP in 2015. In Terrell tourism ranked high as a comprehensive plan priority. While retail demand is generally limited to regional capacity, tourism can increase the amount of spending by drawing non-local dollars and also provide residents with entertainment, cultural and other amenities to enrich the quality of life for Terrell residents.



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### Proposed Initiatives:

#### **Policies/Programs for Youth Sports and Recreation Tourism**

- Partner with Terrell ISD to utilize district assets to create competitive siting for retail with reduced cost and synergies with youth concentration.
- Research and develop strategic plan to maximize potential to attract tourism related anchors (i.e. sports).
- Conduct tourism strategy and marketing plan to identify tourism opportunities.
- Consider creating Tourism Committee to promote Terrell as a destination.
- Develop marketing materials and continue to promote existing and planned tourism opportunities to regional chambers, CVB's, hotels and other tourism related industries.

#### **Projects for Youth Sports and Recreation Tourism**

- Upgrade older park elements at Ben Gill Park and all neighborhood parks.
- Enhance the Ben Gill oak grove and improve intersection safety on 9th Street by rerouting traffic on Lions Club Lane to Stadium Drive, a new route south of the oak grove.
- Fully implement projects in the new Park Plan.
- Coordinate a regional drainage plan with parks and open space.
- Work with development community and grant partners to establish soccer tournament complex and a baseball/softball tournament complex.
- Create a new trails/sidewalk system to improve access to park and greenbelt resources.
- Issue a study to identify the current and potential of future non-local and local tourist activity and include social and economic benefits of tourism activities.

#### **Quality Investment**

Goal Statement: Grow by creating a climate that welcomes investment by employers who offer high wage jobs and homebuilders who offer high quality homes.

### Proposed Initiatives:

#### **Policies/Programs Quality Investments**

- Promote business development in Terrell by encouraging employers to provide high-wage jobs.
- Promote housing development in Terrell by encouraging homebuilders to construct or remodel high-value homes.
- Develop aesthetic and urban design guidelines for all industrial development.
- Implement new Future Land Use Plan.
- Implement new Future Transportation Plan.
- Locate and design parks, trails and open space (including drainage features) to add value to adjacent development.
- Adopt a development philosophy of “we provide a high amenity, unique, authentic community with a great quality of life to attract/retain a highly skilled workforce” philosophy.





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- Focus business recruitment/retention strategies/funds only on businesses that have medium to high wage jobs and which seek to recruit highly educated workforce.
  - Focus residential building recruitment efforts on builders who construct or remodel high-value homes.

### **New Urban Center**

Goal Statement: Develop the IH 20 corridor with high quality retail, entertainment and destination uses connecting DFW and East Texas.

#### Proposed Initiatives:

#### **Policies/Programs for a New Urban Center**

- Maintain incentive programs, including Tax Increment Financing (TIF) and Public Private Financing/Partnership (P3) to stimulate development. Public investment must include performance metrics using performance based agreements.
- Encourage quality development at SH 34/IH 20 and at FM 148/IH 20.
- Establish aesthetic and urban design standards for commercial development along major corridors, including design guidelines to enhance the urban environment.
- Integrate housing, entertainment, open space and commercial in a deliberate way.
- Utilize housing to create urban context for vibrant retail environment.
- Explore infrastructure strategy with mixed-use potential.
- Improve infrastructure to connect people, places and spaces.
- Support retail recruitment with high quality retail.

#### **Projects for a New Urban Center**

- Explore partnering with a developer to build a convention center to accommodate events and business meetings
- Encourage TxDOT, County, and Regional Transportation Council (RTC) to invest in IH 20 frontage roads in Terrell.



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## 6.2 Implementation Opportunities

### 6.2.1 Catalyst Areas

In terms of success, it is critical that the land use strategy and economic strategy be aligned to accomplish the established goals and objectives outlined in the Comprehensive Plan. As part of this process, the consultant team worked with residents, the City and other stakeholders to identify catalyst projects that can create economic value, enhance the quality of life and achieve other goals set forth in this plan. This included identifying various catalyst areas that would be viable for both redevelopment and new growth opportunities.

In order to develop a strategy for the comprehensive plan, several factors were used to evaluate projects, programs and policies. These include the economic development potential, enhancement to livability or quality of life, compatibility with existing neighborhoods and commercial areas and activation potential of the goals identified by the community. This process identified several catalyst areas, activation strategies for each catalyst area and how each align with the comprehensive plan.

#### 1. Las Lomas Catalyst Area

##### *Description*

The Los Lomas develop is a municipal utility district (MUD) development on the west side of Terrell's ETJ. Initial development plans include high quality neighborhoods, regional commercial and industrial development.

##### *Activation*

- Update existing development agreement to reflect current infrastructure, land use and other development needs.
- Explore partnerships with the owner/developer to coordinate land use and other city desired facilities.
- Explore the potential for commuter rail alignment to accommodate any viable future TOD opportunities.
- Coordinate with landowners, TxDOT, adjacent cities and other partners to coordinate regional infrastructure facilities to ensure future planning aligns with city wide goals.

##### *Alignment with goals*

- This development is currently in a Municipal Utility District, however, Terrell would receive indirect benefit from increasing density of residents that would shop, work and spend money in Terrell. This development will serve as a regional transportation hub by connecting regional thoroughfares between Terrell and adjacent municipalities, but also has the potential to accommodate the future outer loop.
- Long range plans show the potential for regional rail which could create TOD oriented mixed-use development and attract corporate and residential users.
- This site also is located along IH 20 and US 80 also could accommodate sports tourism and other regional draws.



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### 2. Crossroads

#### *Description*

- The City identified a goal to develop the IH 20 corridor with high quality retail, entertainment and destination that will connect DFW and East Texas.
- The initial Phase 1 of Crossroads includes over 255 acres with 275,000 sf of region with national big box tenants, entertainment retail shops, destination restaurants, and convenience pad sites. The development is adjacent to Baylor's 50-acre planned campus and will house 318 units of planned multi-family and several hotels. This development aligns with the corridor strategy and could also support the strategy to become a regional medical hub.

#### *Activation opportunities*

- Focus on creating a high quality family-friendly node.
- Maintain the Tax Increment Financing (TIF) and Public Private Financing/Partnership (P3) active; develop along through private investment with performance-based agreements.
- Support attraction of quality retail and commercial development.
- Establish aesthetic and urban design standards for commercial development along major corridors, including design guidelines to enhance the urban environment.
- Integrate commercial development with mixed-use zones for a live/work pedestrian friendly environment.
- Integrate housing, entertainment, open space and commercial in a deliberate way.
- Utilize housing to create urban context for vibrant retail environment.
- Explore infrastructure strategy with mixed-use potential.
- Improve infrastructure to connect people, places and spaces.
- Support retail recruitment with high quality retail.
- Update land use policy to ensure adjacency predictability; be willing to say no to incompatible uses that would disrupt the identity and/or continuity of this high value zone.

#### *Alignment with goals*

- This development could include over 1,000,000 sf of retail and commercial which could produce substantial sales tax, hotel tax and property tax.
- This area also serves as a southern gateway and could catalyze adjacent development and set design standards for additional corridor development.



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### 3. Eastside Industrial/Business Park Development

#### *Description*

- This potential, third industrial park represents a major new initiative of the City of Terrell. The 2002 Comprehensive Plan identified this area as residential. This plan identifies 560 acres as IBP on the east side. The current owners have contemplated this area for commercial and industrial uses.

#### *Activation opportunities*

- Develop a public-private partnership to fund required infrastructure, including roads, water and sewer to future business parks.
- Provide funding to maintain and upgrade existing business parks.
- Maintain a Type A in place to aggressively pursue the creation of the Eastside IBP.
- Explore public/private partnerships and favorable land use strategies with alternative/additional property owners in strategic locations which will support industrial uses.
- Require the dedication of spur railroad right-of-way in the plat process.

#### *Alignment of goals*

- The city has two current industrial parks approaching capacity. The expansion of additional business parks or commercial districts would allow the city to remain competitive in primary job attraction and address strategic infrastructure needs.

### 4. SH 34 Medical, Mixed Use Center

#### *Description*

- This area is anchored by Tanger Outlet Mall is located southwest of the SH 34/IH 20 interchange and TVCC on the northeast quadrant. This intersection is a major southern gateway into Terrell and serves as a regional hub and first impression from the east. The intersection contains several undeveloped parcels and underutilized tracts which have little synergy or coordinated infrastructure strategy to one another. In terms of market, the area is prime for retail but is generally underperforming, due to existing development patterns.

#### *Activation Opportunities*

- The City should consider this area as a targeted investment area with an emphasis on better land use regulations, revitalization and overall improved merchandising/zoning strategy.
- Explore city initiated rezoning that integrates active retail with quality educational and healthcare facilities. This area could serve as a southern gateway and suburban campus with first-class amenities, shopping and services.

#### *Alignment with Goals*

- Improved retail mix and retail improvements will enhance quality of life, serve as an identity and gateway for Terrell and improve the tax base for the City. This location





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can also serve as amenity to nearby businesses and future medical campus planned on the north side of the intersection.

#### 5. Downtown

##### *Description*

- Downtown contains approximately 340 acres and serves as the city center of Terrell, Texas. Downtown is anchored by Moore Avenue, which serves as the main street for the district. Additional amenities include City Hall, American National Bank Headquarters and a mix of small shops, offices, boutiques, residential, and churches.

##### *Activation Opportunities*

- Prioritize and implement north alley/south alley roadway/water/wastewater rehab projects to position for and catalyze new private investment.
- Develop and implement a quiet zone in Central Terrell to enhance commercial and residential viability.
- Develop the Adelaide Market and Festival Street concept from Nash to Rochester to provide north-south roadway to turn over to occasional pedestrian only events such as street fairs, farmer's markets, arts and crafts fairs, concerts and other events that bring the community together.
- Develop new parks/public plazas downtown to create natural gathering places and pedestrian zones which can be used as gathering places and leveraged to attract adjacent commercial development.
- Make phased improvements to Moore Avenue to increase commercial viability and enhance the pedestrian environment.
- Improve downtown sidewalks to encourage multi-modal transportation and linkage to parks and neighborhoods for connectivity.

##### *Alignment with Goals*

- Improved retail, restaurants and cultural improvements will enhance quality of life, serve as an identity and destination for Terrell and improve the tax base for the City. Downtown can provide mixed-housing options and also cater to regional tourist as an additional destination for shopping and entertainment.
- Downtown already serves as a destination for corporate headquarters and businesses, and additional improvements will attract additional businesses that desire to locate in an authentic environment.



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### 6.2.2 Near-Term Opportunities

Several of the recommendations of the comprehensive plan are ambitious and will need a comprehensive, long-term plan for implementation over several years. Given the scale of the larger catalytic projects it will be critical to retain interest and momentum in implementing this plan by identifying some small and early wins that are more financially feasible given the community's capacity (fiscal and administrative).

Some of these initiatives also include maintaining longer-term opportunities by undertaking some immediate protective measures (e.g. the protection of conservation land). In short, this section outlines a number of near-term opportunities for immediate implementation, and that can provide community buy-in, capacity, and momentum for the long-term implementation of the comprehensive plan.

#### 1. Enhance infill/core redevelopment

##### *Description*

- Increase the number of infill units throughout the city that can benefit from readily available infrastructure and services.

##### *Activation*

- Consider the acquisition of vacant structures through arrangements with the county and school district and demolish these structures.
- Explore demo/rebuilt program to acquire and then sell these properties for minimal cost to developers, with the stipulation that quality new housing be constructed on the lot within a certain time period.

##### *Alignment with goals*

- Infill development provides the opportunity to provide high-value homes.
- Keeping the housing density closer to the core reduces the cost of infrastructure and services, and maintains community integrity to prevent suburban sprawl.

#### 2. Implement Adelaide Market Street events

##### *Description*

- Utilize Adelaide as a flexible event venue, closing it to vehicle traffic and opening it for pedestrians, family entertainment and small scale commerce.

##### *Activation*

- Develop an annual programming strategy that includes entertainment, arts, pop-up retail, food trucks and other events which can take advantage of the new Adelaide improvements.
- Explore longer term strategic scheduling that coordinates with regional events, retailers and greater merchandising strategy downtown.
- Explore creating annual events that can attract a greater amount of visitors (i.e. Terrell Turkey Trot, etc.).



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#### *Alignment with goals*

- Adelaide events would enhance the quality of life, increase tourism and improve health and wellness of residents.

### **3. Partners with youth sports/parks efforts**

#### *Description*

- Enhance partnerships with youth sports and park associations to deliver improved events.
- Following study recommendations, source appropriate location and create partnership with sports tourism operator
- Identify national events which could add Terrell as a location and market available facilities to catalyze Terrell as a sports or tourism destination (i.e. horse shows, baseball, wrestling, etc.)

#### *Activation*

- Work with neighborhood groups to adopt-a-park and help with cleanup improvements, field prep and plantings.
- Establish partnerships with groups outside of Terrell that need field and event spaces so that Terrell can build the long-term relationships necessary for success.
- Set a goal to have at least one neighborhood event per park, per year.

#### *Alignment with goals*

- Activates concept of Terrell as a regional and national youth/sports recreation destination.

### **4. Match revenue sources and spending to council priorities**

#### *Description*

- The park plan identifies \$157 million in priorities over the long term.
- The downtown plan identifies \$97 million in priorities over the long term.
- The comprehensive plan, in addition to the park and downtown plans, identifies an additional \$295 million in priorities over the long term.
- The Type A strategic plan currently under development also includes a full set of project recommendations.
- Storm water, street, water and wastewater plans currently underway will require substantial investment.

#### *Activation*

- Seek additional funding to leverage Type A spending. For example, a public improvement district in the Eastside Business Park could offset capital, maintenance and operational needs. Likewise, a more robust use of abatements could reduce the need for upfront cash spending. Cooperating with more partners can leverage TEDC funding and provide additional sources of capital for implementation.
- A quality of life strategy can also foster job creation and economic development by enhancing the city as a prospective business or housing relocation destination.



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Consider creating a Quality of Life Board to help the City meet both the magnitude of costs of the long-term Comprehensive Plan and to organize the decision-making of the Comprehensive Plan. A Quality of Life Board could be funded by reallocating portions of either the property tax half-cent sales tax and/or the Type A half-cent sales tax to a Type B structure. Even with such a strategy, additional funding partners, private investors and grant sources will be needed to accomplish the aggressive vision of the Comprehensive Plan.

- Continue to utilize tools such as public improvement districts, the Power Center, the TIF, the Pass-Through program, and creative public-private partnerships to generate additional investors in Terrell.

#### *Alignment with goals*

- Quality investments are a priority to Terrell. Terrell has a strong policy on incentives and guidelines to promote high quality development and protect existing quality investments.

## 5. “Win” on Medical

#### *Description*

- The city is in dire need of adding a hospital/medical component.

#### *Activation*

- Using medical study findings issue RFP and recruit specialty medical and/or medical office buildings and primary care facilities to activate regional medical districts and provide needed services to local residents.

#### *Alignment with goals*

- Providing readily available medical facilities within close reach of Terrell residents will not only improve general well-being and quality of life, but also allow generations to age in place. The end result is a sustainable community where full life cycles are lived out in Terrell.





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### 6.2.3 Mid-Term Opportunities

#### 1. New Terrell City Lake Ring Road and Trails

##### *Description*

- Ensure the protection of the lake as a resource for sensitive recreation and wildlife habitat.
- A policy is needed to manage future development so as not to compromise public access and benefit of this important quality of life amenity.
- Physical implementation entails a ring road and trail along the edge of the lake, with public access throughout.
- The lake side trail will be approximately 11 miles and be the same length of trail around White Rock Lake in Dallas.

##### *Activation*

- Perform area planning and annexation strategy of land to the east of the city all along the railroad including the entire New Terrell City Lake.
- Secure land around the lake for recreation including a loop trail around the perimeter of the lake.
- Prepare a Lake Protection and Recreation Plan to ensure the conservation of sensitive habitat and the development of parks and trails.
- Plan for a single loaded road around the entire lake.
- Prepare zoning regulation that ensure sensitive development and protection of the lake environment.

##### *Alignment with goals*

- Annexation and development could take advantage of an underutilized asset.
- Lakeside amenities and access to the lake that are open to the public will increase quality of life experiences and opportunities in Terrell.
- Lakes are an aquatic resource for youth sports and recreation tourism; the lake could be used as a destination for tourism and recreation and overall quality of life.
- High-value homes are typically associated with natural assets, e.g. lake environments..

#### 2. Downtown Bypass

##### *Description*

- Connection between US 80 & IH 20 at the Wilson Road exit.
- Proposed to be a 6-lane divided road. Note: the existing ROW provides for only the existing 2 lanes.
- The alignment would also support future proposed business parks.

##### *Activation*

- Requires coordination with County and TxDOT.



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- When implementing the bypass, it should be considered to designate US 80 through Terrell as Business US 80.

#### *Alignment with goals*

- Reducing truck traffic through downtown for improved pedestrian experience, which will have a positive impact on economic development.

### 3. Approach to Terrell State Hospital

#### *Description*

- Improved access from US 80 towards the hospital is needed.

#### *Activation*

- Re-designate hospital access/Spur 87 from Dellis Street to Birch Street.
- Reconstruct 1,100 feet of Birch Street and extend ~300 feet into hospital campus.
- Extension may involve wetland or floodplain mitigation.
- Add a traffic signal at US 80 and Birch Street.

#### *Alignment with goals*

- Improving access will increase brand and awareness but also increase utilization and enhance the value of the facility.

#### 6.2.4 Summary of Initiatives

The recommended catalyst and implementation projects, programs and policies are summarized in **Table 6.1: Comprehensive Plan Implementation**. For each project/program/policy, information is provided about the comprehensive plan goal that it meets, cost separated for city and potential partners and the recommended timeframe for implementation.



Table 6.1: Terrell Comprehensive Plan Implementation					
Projects, Programs, Policies and Studies					
Project/Program/Policy or Study	Goals	Partners	Total Cost	Partners \$	City \$
<b>1 to 5 years</b>					
Downtown Plan Implementation	2	FHWA, USDA, NCTCOG	\$18,748,500	\$6,653,000	\$12,095,500
Park Master Plan Implementation	4	TPWD, RTC, 3P	\$26,293,500	\$10,222,300	\$16,071,200
Capital Improvement Program - Roads		RTC/County	\$39,990,000	\$26,000,000	\$13,990,000
Capital Improvement Program - Water			\$13,000,000	\$0	\$13,000,000
Capital Improvement Program - Wastewater			\$31,050,000	\$0	\$31,050,000
Capital Improvement Program - Storm water			\$6,500,000	\$0	\$6,500,000
Capital Improvement Program - City Buildings			\$5,700,000	\$0	\$5,700,000
Protection of conservation land	1	Conservancies & Trusts	\$50,000	\$30,000	\$20,000
Create a rental inspection program	1	NA	\$5,000	\$0	\$5,000
Zero tolerance policy on code violations; Support neighborhood revitalization	1	NA	\$2,500	\$0	\$2,500
Assessment of medical destination opportunities	3		\$30,000		\$30,000
Promote tourism as a priority	4		TBD		
Support quality greenfield development (i.e. Las Lomas Development)	5				
Implement in-fill development strategy	5	City/ County/ ISD	\$5,000	\$3,000	\$2,000
Eastside IBP Implementation - Phase I	5		\$2,700,000	\$1,000,000	\$1,700,000
<b>1 to 5 years Subtotal</b>			<b>\$144,074,500</b>	<b>\$43,908,300</b>	<b>\$100,166,200</b>
<b>6 to 10 years</b>					
Downtown Plan Implementation	2	NA	\$31,510,000	\$600,000	\$30,910,000
Park Master Plan Implementation	4	TPWD, RTC, 3P	\$30,747,600	\$10,670,200	\$20,077,400
Capital Improvement Program - Roads			\$56,500,000	\$0	\$56,500,000
Capital Improvement Program - Water			\$10,093,200	\$0	\$10,093,200
Capital Improvement Program - Wastewater			\$12,386,200	\$0	\$12,386,200
Capital Improvement Program - Storm water			\$7,500,000	\$0	\$7,500,000
Capital Improvement Program - City Buildings			\$5,085,000	\$0	\$5,085,000
HOME administered by TDHCA	1	TDHCA (\$5,000/unit)	\$100,000	\$95,000	\$5,000
Continue mixed-use activation of Crossroads with quality destination used	5, 6	75,000/yr	\$375,000	\$0	\$375,000
Develop small area plan for SH 34 & IH 20	5, 6		\$75,000	\$50,000	\$25,000
Recruit medical oportunties (including the nursing campus)	3		TBD		
Increase medical services	3		TBD		
Eastside IBP Implementation - Phase II	5		\$2,000,000	\$1,500,000	\$500,000
<b>6 to 10 years Subtotal</b>			<b>\$154,372,000</b>	<b>\$11,415,200</b>	<b>\$142,956,800</b>



Table 6.1 Terrell Comprehensive Plan Implementation					
Projects, Programs, Policies and Studies					
Project/Program/Policy or Study	Goals	Partners	Total Cost	Partners \$	City \$
11 to 15 years					
Downtown Plan Implementation	2	NA	\$48,500,000	\$350,000	\$48,150,000
Park Master Plan Implementation	4	TPWD, RTC, 3P	\$100,209,500	54,625,500	45,584,000
Capital Improvement Program - Roads			\$15,551,200	\$0	\$15,551,200
Capital Improvement Program - Water			\$11,202,000	\$0	\$11,202,000
Capital Improvement Program - Wastewater			\$45,670,300	\$0	\$45,670,300
Capital Improvement Program - Storm water			\$15,000,000	\$0	\$15,000,000
Capital Improvement Program - City Buildings			\$2,000,000	\$0	\$2,000,000
New Terrell City Lake Ring Road and Trails (without Parks, Landscaping, etc.)	4, 5	NA	\$40,000,000	\$0	\$40,000,000
Improve the approach to Terrell State Hospital	5	State Hospital	\$1,000,000	\$200,000	\$800,000
11 to 15 years Subtotal			\$279,133,000	\$55,175,500	\$223,957,500
Grand Total			\$577,579,500	\$110,499,000	\$467,080,500





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## 6.3 Funding Priorities

Different local government funding sources are available to the city while developing a robust plan to implement the plan recommendations. A logical way to plan for funding is to identify the different funding tools available and match them with the scale of the projects based on public and private capacity and market opportunities. The following are typical funding options used by municipalities.

### 1. Bond Program

The benefits of major investments tend to be city-wide and go beyond a specific location or development. For that reason major project are well suited to be funded through the city's general bonding authority. Examples of improvements that may be funded through the bond program include wastewater infrastructure, a new library, streets and drainage. Since revenue would be pledged to support the repayment of such a bond, it would need to be placed on the ballot for voter authorization, unless certificates of obligations are issued (per legislative requirements).

### 2. Special Districts

Financing tools that are defined as Special Districts, include the following:

TIF – Tax Increment Financing

PID – Public Improvement District

BID – Business Improvement District

The purpose of a TIF and a PID is to take advantage of the private development potential at key locations (Crossroads, etc.) in the city and provide additional funding for project or area specific improvements for public infrastructure such as drainage, water quality, and a connecting street network.

Having area or project specific TIFs and/or PIDs are appropriate for improvements that would not be funded through a bond program. Rather, the future increases in tax revenues to the city can be invested back into the project through the creation of a TIF/PID district and its associated financing and infrastructure program. If an infrastructure project provides benefits to multiple property owners or cannot be undertaken by any one property owner, it should be undertaken with upfront TIF/PID funding (bonds).

However, there will be public improvements that can be undertaken by or combined with individual private sector projects to gain economies of scale. Such projects may be funded by the private sector that is later reimbursed through the TIF/PID based on development performance. Any TIF/PID that is created should have clear policy recommendations for how projects are evaluated and prioritized for funding on an on-going basis. This approach is also recommended for major greenfield projects in Terrell.



## City of Terrell

### Comprehensive Plan



Maintenance, business owner coordination and marketing, crime and graffiti control and related elements, especially in Downtown, could be funded through a business improvement district (BID).

### 3. Chapter 380 Agreements

In the short term, the City could focus on incremental and small projects, especially in Downtown, to create market momentum and build the city's fiscal capacity for more ambitious projects down the road. This includes a whole host of incentives through Chapter 380 of the Texas Local Government Code. In some cases, when a private development project is of a considerable size, some of the public improvements such as streetscape, public open space, or trail segments could be combined with private investment.

In order to be successful, the City should create a plan to prioritize projects and locations that can advance the City's goals and leverage public investment to stimulate private investment. Beyond the catalytic projects identified in this plan, the city should apply the following criteria for projects requesting incentives through Chapter 380:

- Location:
  - Relative proximity (1/4-mile or less) to other catalytic projects either completed or in advanced planning stages
  - Proximity or adjacency to planned streetscape, other public improvements, trails or parks (existing and planned)
  - Proximity/adjacency to other underutilized or vacant properties that can create additional market momentum.
- Public amenities: The extent to which a project provides public amenities such as shared parking, enhanced sidewalks, trails, small pocket parks/plazas or gathering places to add vibrancy and activity to the area (beyond what is required by the city's ordinances).
- Mix of uses: The extent to which a project attracts higher and better uses such as destination retail and restaurants and local entrepreneurship.

### 4. Neighborhood Empowerment Zone (NEZ)

Chapter 378 of the Texas Local Government Code allows municipalities to create Neighborhood Empowerment Zones in order to:

- Facilitate the creation of affordable and balanced housing
- Increase economic development within the zone
- Increase the quality of social services, education, and public safety to residents within the zone
- Aid in the rehabilitation of existing housing

Such a district would allow the City to waive or adopt fees related to the construction of buildings in the zone, and enter into agreements for a period of less than 10 years for refunds



## City of Terrell Comprehensive Plan



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of municipal sales tax on sales within the zone and property tax abatements within the zone. The City may also set baseline performance standards to encourage the use of alternative building materials to address energy efficiency and performance.

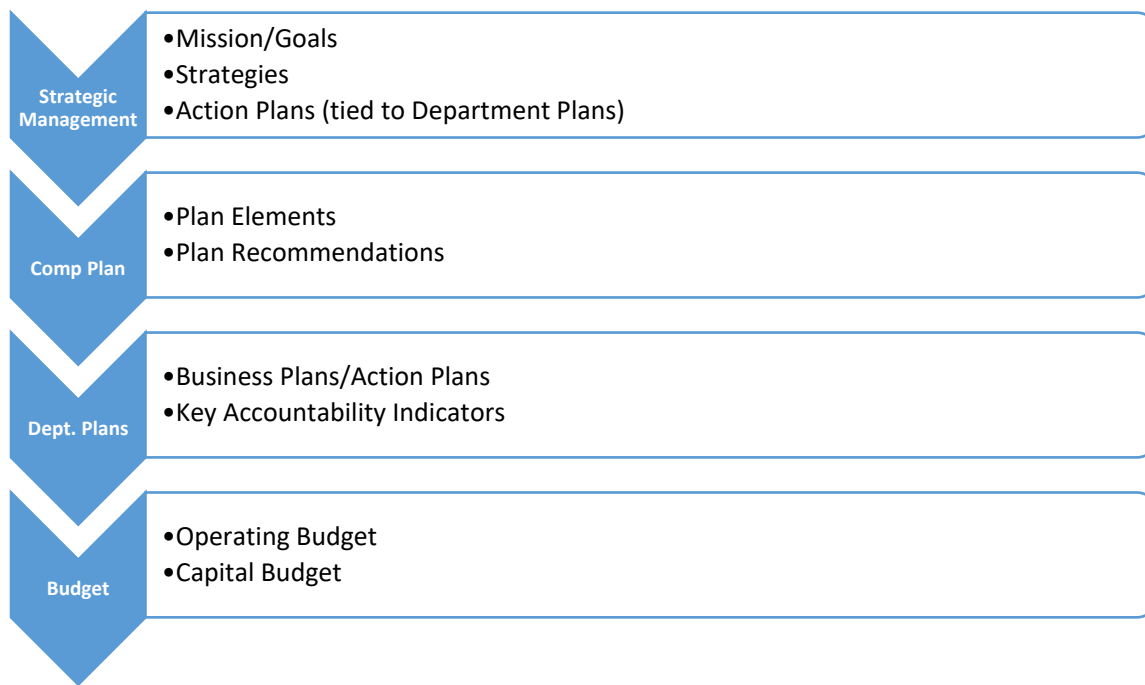
The city's existing Economic Development policy covers many of these options and is included for reference in ***Appendix 4: Guidelines and Criteria for Economic Development Incentives***.

### 6.4 City Management and Governance Structure

As the City embarks on implementing this Comprehensive Plan, there needs to be a rational way to link the goals of this plan with the day-to-day operations of the different city departments that undertake the business of the city. Essentially, the comprehensive plan update should be the link between the city's long-term vision with respect to land use, transportation and infrastructure and economic development as well as its strategic management plan.

The comprehensive plan is an essential tool for the City that helps direct policy and resource allocation on the physical development of the City. All this has to be undertaken by the City as an organization with city council driven organizational mission and goals. In other words, the Comprehensive Plan needs to become a business plan that aligns the physical development of the city with the organizational and management structure of running the city as an entity that provides important services and functions for its residents.

The comprehensive plan can become the central tool in shaping, developing, and implementing the City's strategic management plan. The comprehensive plan implementation recommendations can essentially become the bridge linking strategy to actions. This can then lead to the creation of department specific work plans that in turn feed into the city's budget process (see ***Figure 6.1*** below).



***Figure 6.1: Planning, Development and Implementation Flow Chart***

The goals established in this Comprehensive Plan should be directly related to a Strategic Plan. This comprehensive plan can be the first level of creating an implementation plan for the city's strategic plan since it establishes the community's vision with respect to all the major elements of the built environment: land use, transportation, parks, and economic development.

The second level of an implementation plan should include departmental business plans. Departments prepare their business plans following an analysis of their department's strengths, weaknesses, opportunities and threats with the goal of implementing best practices associated with the services they provide. These plans can be prepared each year and could become the basis for developing department budgets together with their departmental work plans. The work plan, in combination with the business plan, clearly outlines what the department is planning to do, how they are planning to do it and when they project the work will be complete.

These department work plans would align the major policy recommendations in the comprehensive plan with the specific operational goals of each department and also establish appropriate performance measures to ensure the goals are being met. They essentially function as a bridge linking strategy to actions.

As the city periodically updates its strategic plan, it will be important to maintain the policy link between the comprehensive plan and the strategic direction to ensure consistency of implementation efforts.





## City of Terrell

### Comprehensive Plan

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In addition to internal governance and management, the city will also need to coordinate with different public, private and non-profit entities to implement this Comprehensive Plan. The City should act as the central point of contact between the City departments, boards and commissions, state entities (TxDOT, etc.), the Terrell business community, multi-family representatives, area churches, development community, and other neighborhood representatives. This management structure would coordinate and streamline programs, direct investment, and provide the day-to-day operations support of the business of development in Terrell.

#### *Recommended Management Structure for Implementation of the Downtown Plan Initiative*

The City is the main coordinating entity for implementing this Comprehensive Plan, especially the Downtown Plan element. As identified, there are some critical partners such as the County, School District, TxDOT, and other entities.

Given the different city departments involved in different elements of the Downtown Plan recommendations, it will be important for a Downtown Coordinator to be created in the City Manager's office to be the point person related to the implementation of the Downtown Plan element. This position would also "run point" on the coordination and marketing of Adelaide Market Street events such as farmer's market, concerts and the like. Close coordination with the CVB and chamber would be key for this position. This position would interact with all major city departments with responsible parts in the implementation such as economic development, planning, public works and engineering, police and fire, and finance. In addition, this position would also coordinate with City Council and other boards and commissions to provide periodic updates and obtain feedback on the implementation of the plan recommendations as they relate to Downtown. Such an organizational structure would then create the accountability framework to ensure that all the different departments and boards are working in sync to undertake the implementation of the Downtown Plan.

#### *Recommended Management Structure for a Quality of Life Board*

In the event the city authorizes funding strategies to support a Quality of Life Board, leadership and management of the Board will be an important component of successful implementation.

A variety of city departments: Youth Recreation, Public Services, Engineering, Municipal Development, the recommended Downtown Coordinator and others would be impacted by Quality of Life Board projects. A single administrator for the Board should be selected from among these operating units. The role of the department head would be to coordinate and administer meetings, bring together staff and partners and also serve as the manager for Board operations.

A Quality of Life Board should be created as a new board by the council with clear marching orders regarding priorities, goals, expectations related to finding matching or "leverage" funds, and other strategies to multiply the budget. Importantly, the role of the board isn't to work independently, it



needs to make recommendations to council and assign funds to projects that other partners, such as Park board would then “flesh out” and deliver for the public.

## 6.5 Regulatory Framework

The Zoning Ordinance and Subdivision Regulations are the tools in which the vision of the 2017 Comprehensive Plan is implemented.

### Zoning Update for Terrell

Completing a city's comprehensive plan is often the incentive for updating the zoning and development regulations. That is also true for Terrell. Done correctly, such zoning updates should include a thorough diagnostic of the existing zoning ordinance, a framework to establish a unified development ordinance (UDO), public engagement to inform everyone about the pending change and to receive input where necessary, updating the ordinances and codes, and a public hearing for council approval.

The strong vision developed by the community and developed in detail within this comprehensive plan cannot be realized without an alignment with the regulatory tools in the city's development ordinances. This alignment will provide a market momentum for quality development, provide the market predictability and give staff a rational method for sustained implementation.

Terrell's current zoning ordinance was adopted in 2011. It has been amended periodically over the past few years. Following the approval of the 2017 Comprehensive Plan, minor amendments are warranted to implement some of the specific land use recommendations of this Comprehensive Plan in addition to cleaning up any redundant or obsolete standards.

Two topics that warrant some level of exploration in terms of a zoning update include mixed use neighborhoods and Downtown. A discussion on Downtown related regulations are provided in the Downtown Plan which is a companion document to the comprehensive plan. The following suggests considerations for mixed use neighborhoods.

#### *New Mixed Use Neighborhoods:*

This planning initiative envisions mixed use neighborhoods planned in conjunction with major new master planned development (Las Lomas and Crossroads) or redevelopment areas (Nursing/Medical campus) and regional corridors (IH 20 and the planned Outer Loop). Regardless of the specific location or market opportunity under consideration, the following principles should drive the regulatory approach:

- A flexible, market based approach to determining the highest and best mix of uses given its regional location, access, and potential. In addition, a more incremental approach that can



## City of Terrell Comprehensive Plan



elevate the regional market to allow for longer term, but higher intensity and higher value development should be emphasized over short-term suburban, single-use development.

- Encourage a “master developer” context over the different ownership interests by requiring continuity and consistency of street and open space network, and development character.
- Focus on creating a sense of place and arrival with high quality development given the limited opportunities for development frontage along the IH 20 or the Outer Loop in Terrell. To this end, what is high quality in the Terrell context should take into consideration the physical and environmental aspects of the land, its rural roots, and small town character in addition to creating a series of walkable neighborhoods and destinations.
- An interconnected network of streets and blocks that allow for a range of development opportunities and transportation modes including future potential for a rail transit station at Las Lomas.
- An integration of functional and meaningful open spaces that provide multiple benefits to the specific properties and the city at large.
- Consideration of appropriate transitions to new and existing neighborhoods to preserve their character and integrity.

With respect to the ultimate zoning tool for these new mixed use neighborhoods, this plan recommends the creation of a new mixed use, design-based zoning district with a framework plan structure through a developer or city-initiated rezoning effort in cooperation with the property owners. This new zoning district should balance the need for predictability with flexibility to address changing market demand. At a minimum, it should:

- Establish distinct sub districts to implement the different development opportunities based on the type and “character” of development.
- Allow a mix of commercial (retail, office, medical, entertainment), and range of medium and higher density residential uses by right.
- Establish high-quality design standards for all the major elements of the public and private realm including buildings, streets, streetscapes, and open spaces.
- Ensure coordination (through zoning and incentive policy) between multiple property ownership interests to address the major street network, open space and drainage network and other infrastructure needs to attract higher quality development.

**Appendix 5** provides an overview of Terrell’s current zoning ordinance and recommendations for a zoning update including:

- Form-Based Codes
- General Residential Recommendations
- Recommendations for Non-Residential Use Classifications
- Special Recommendations for Certain Problematic Uses

**Table 6.2** describes how the various land uses in the Future Land Use Plan relate to existing zoning and where new zoning categories need to be developed.



**City of Terrell**  
**Comprehensive Plan**



FUTURE LAND USE		RELATED ZONING	COMMENTS
<b>MIXED USE</b>			
DT	MIX USE DOWNTOWN	Form-based Overlay or Zoning District CBD	New
MU	MIX USE NEIGHBORHOOD	Form-based Zoning District MF, TH, HC, R, NS, O	New
	MIXED USE - REGIONAL	Regional Mixed Use Zoning District MF, TH, HC, R, O	New
	MIXED USE - MEDICAL CAMPUS	Mixed Use Campus Zoning District MF, TH, HC, R, O	New
<b>RESIDENTIAL</b>			
TN	TRADITIONAL NEIGHBORHOOD	Conservation Neighborhood Overlay or Zoning District	New
EN	EXISTING NEIGHBORHOOD	SF-6, SF-7.5, SF-10 SF-16	
NTN	NEW TRADITION NEIGHBORHOOD	Traditional Neighborhood Zoning District SF-7.5	New
LDR	LOW DENSITY RESIDENTIAL	EE-32 Village Cluster/ Open Space Preservation Zoning District	New
TX	TEXAS HERITAGE / AGRICULTURE	AG Texas Heritage Zoning District	New
HB	HERITAGE BUFFER	AG Rural Buffer Overlay or Zoning District	New
<b>COMMERCIAL</b>			
RO	LOCAL RETAIL AND OFFICE	R, C, NS	
HC	HIGHWAY COMMERCIAL	HC	
<b>INDUSTRIAL</b>			
OBP	OFFICE BUSINESS PARK	Office Business Park O, C	New
IBP	INDUSTRIAL BUSINESS PARK	Industrial Business Park LI, C, O, PD	New
CI	COTTAGE INDUSTRY	Cottage Industry	New
<b>PUBLIC / CIVIC</b>			
P/R	PARK / RECREATION	Parks and Open Space	New
S/P	SCHOOLS AND PUBLIC	Institutional	New
	CEMETERIES	Parks and Open Space	New
		<b>Existing Zoning not accounted for specifically:</b>	
		MH = Manufactured Home	
		PD = Planned Development	

**Table 6.2: Future Land Use and Related Zoning**





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## **6.6 Next Steps**

Terrell has an exciting future of growth that includes quality improvements and economic prosperity. This Comprehensive Plan lays out a strategy that is tailored to the Terrell context. The successful implementation of the plan requires the following:

1. Evaluating and revising the city's regulations (zoning, subdivision, etc.) to be consistent with the city vision and goals.
2. Establishing a clear process to apply the recommendations in this plan to development proposals and rezoning requests.
3. Rank projects (CIP and other), programs, and operational requests (personnel), during the city's budgeting process based on the vision and goals set out in this Comprehensive Plan.
4. Create a "business plan" for Terrell based on the vision and goals of this Comprehensive Plan. Create an integrated management system that combines strategic thinking with the vision and goals articulated by Terrell citizens through this document. Ultimately, it should guide the way the City and its entities does business and helps it determine how it should invest its time (personnel) and resources (tax revenues).

## **6.7 Conclusion**

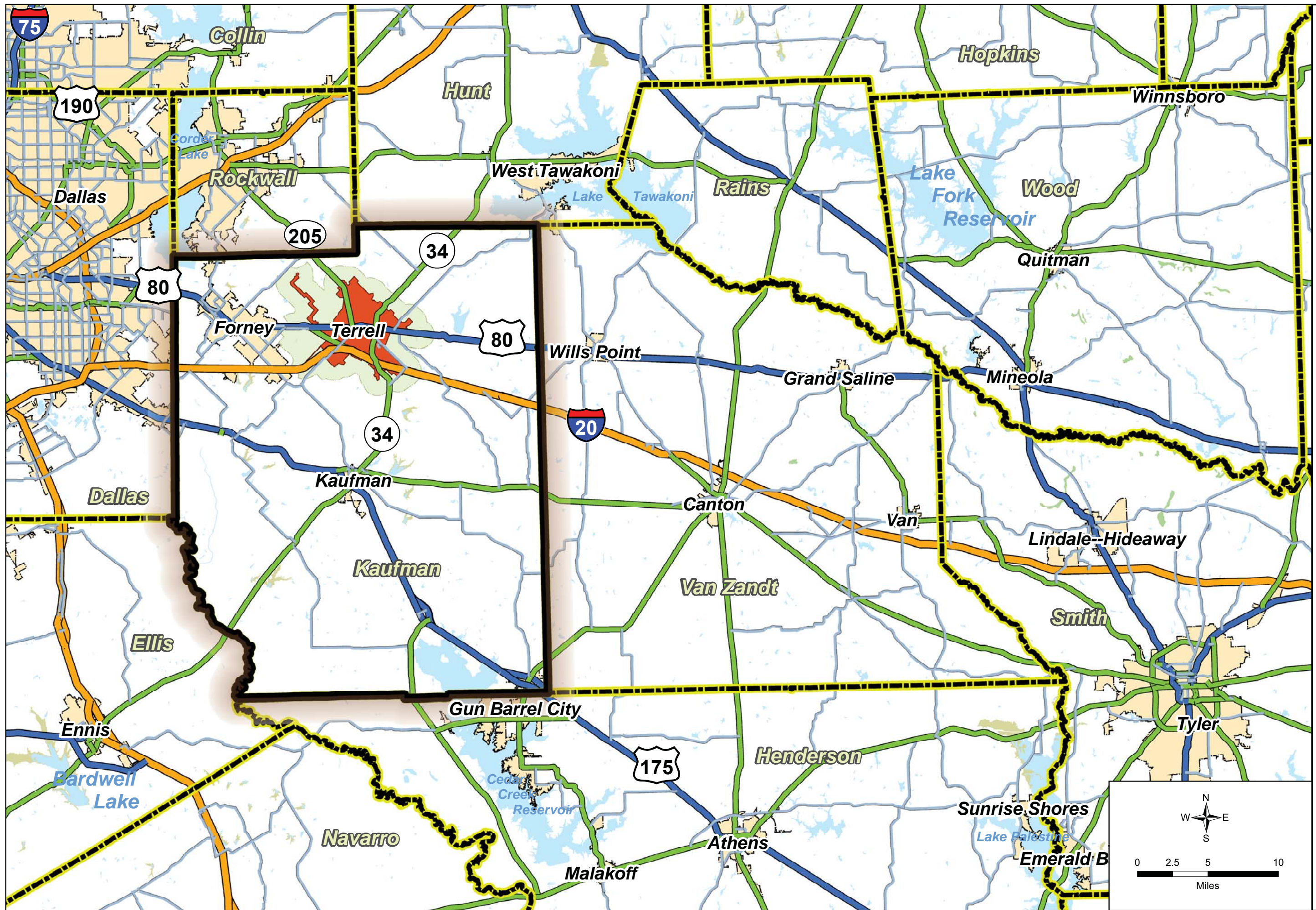
The Terrell Comprehensive Plan establishes an overarching vision with specific goals that are focused on positive outcomes for Terrell. The plan is intended to help guide the City with respect to its key business activities and programs. It will require the City Council, City staff, boards and commissions, and citizens to all be committed to the vision and goals of this plan. These goals represent the wishes of Terrell residents and should become the basis for all decision-making in the City.

The region, including the DFW Metroplex, is changing at an increasing pace and many of those changes can affect the city and its potential for future growth. Consequently, this plan is set up to be flexible in order to accommodate market changes, as long as the core goals of the plan are met. It should be reviewed on a periodic basis, to insure that it is adjusted to changes that impact the city.

Fundamentally, Terrell leaders need to be bold; tough choices will need to be made and some risks need to be taken. City leaders should recognize boldness today may yield the type and quality of growth that Terrell residents are looking for in addition to greater benefits and future savings for the city. However, that boldness should always be balanced with careful consideration of the impact of the actions that are undertaken on behalf of the Terrell community.

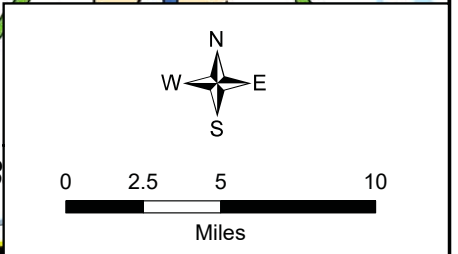
This 2017 Comprehensive Plan is more than just a plan. It is the community's dream of a bright future for not only everyone that lives in Terrell today, but also for future residents and businesses that the community would like to attract to Terrell.



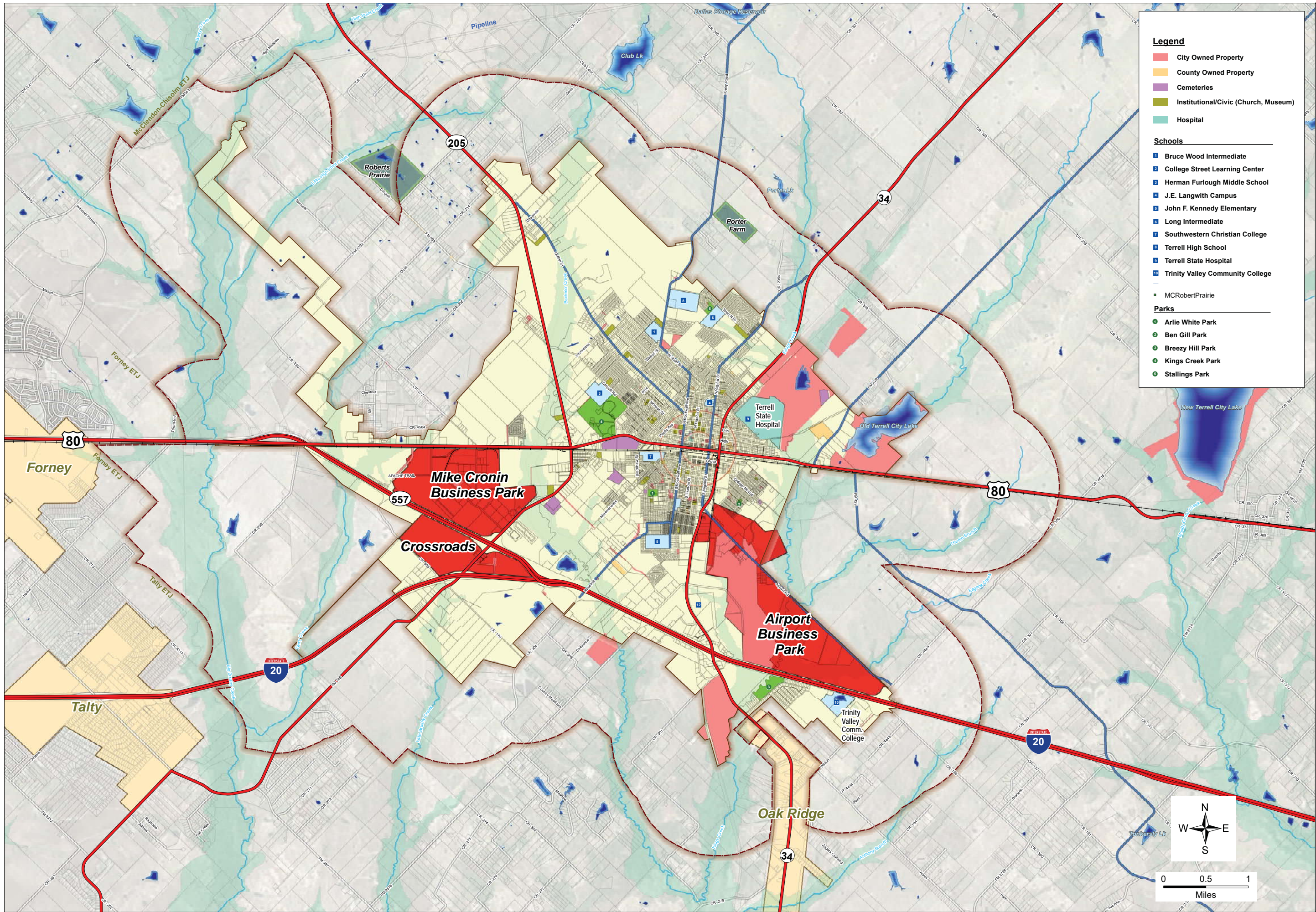


# City of Terrell

Regional Context







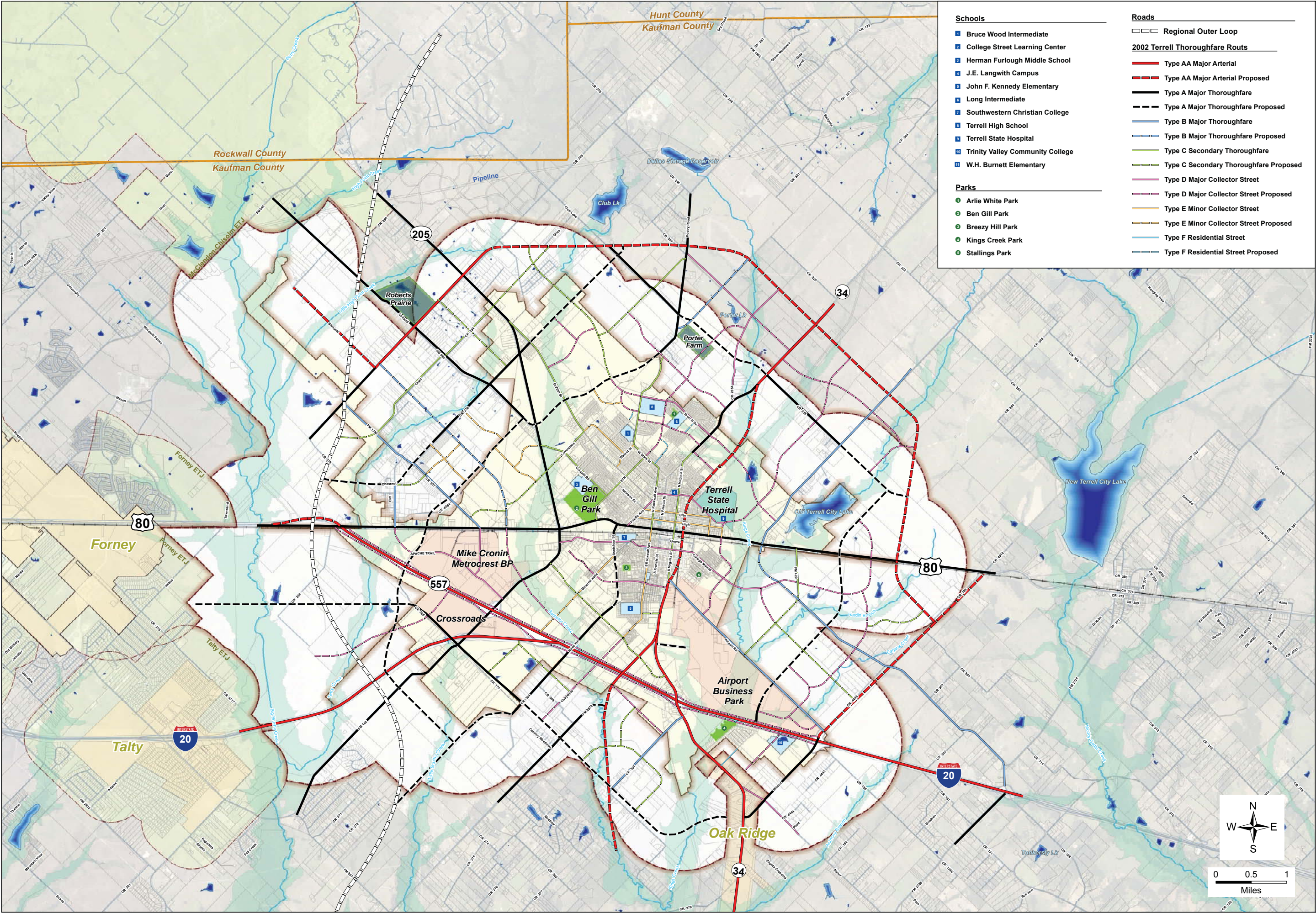




# City of Terrell

## Downtown Area - Historic Buildings

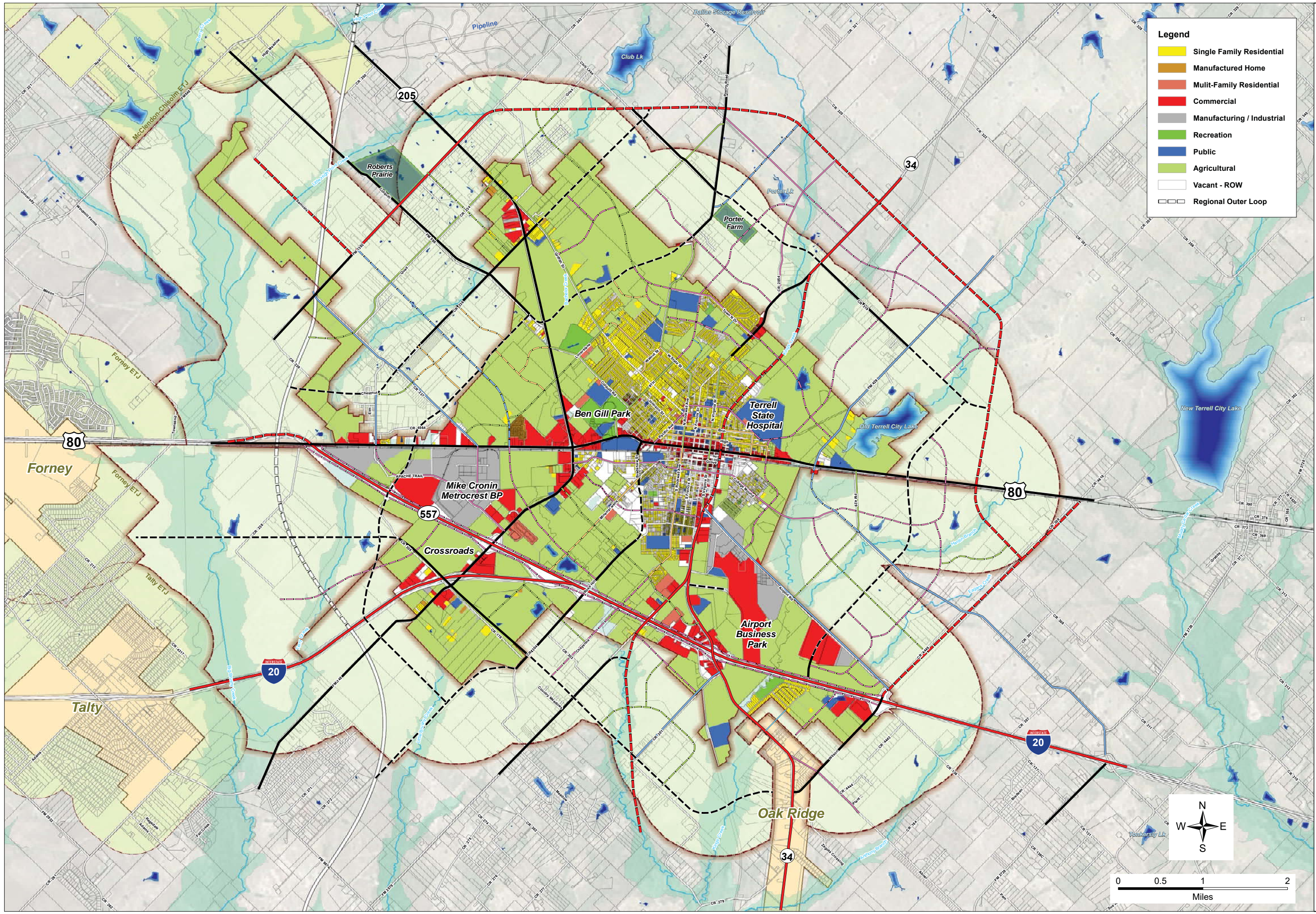




# City of Terrell

## Existing Thoroughfare Plan

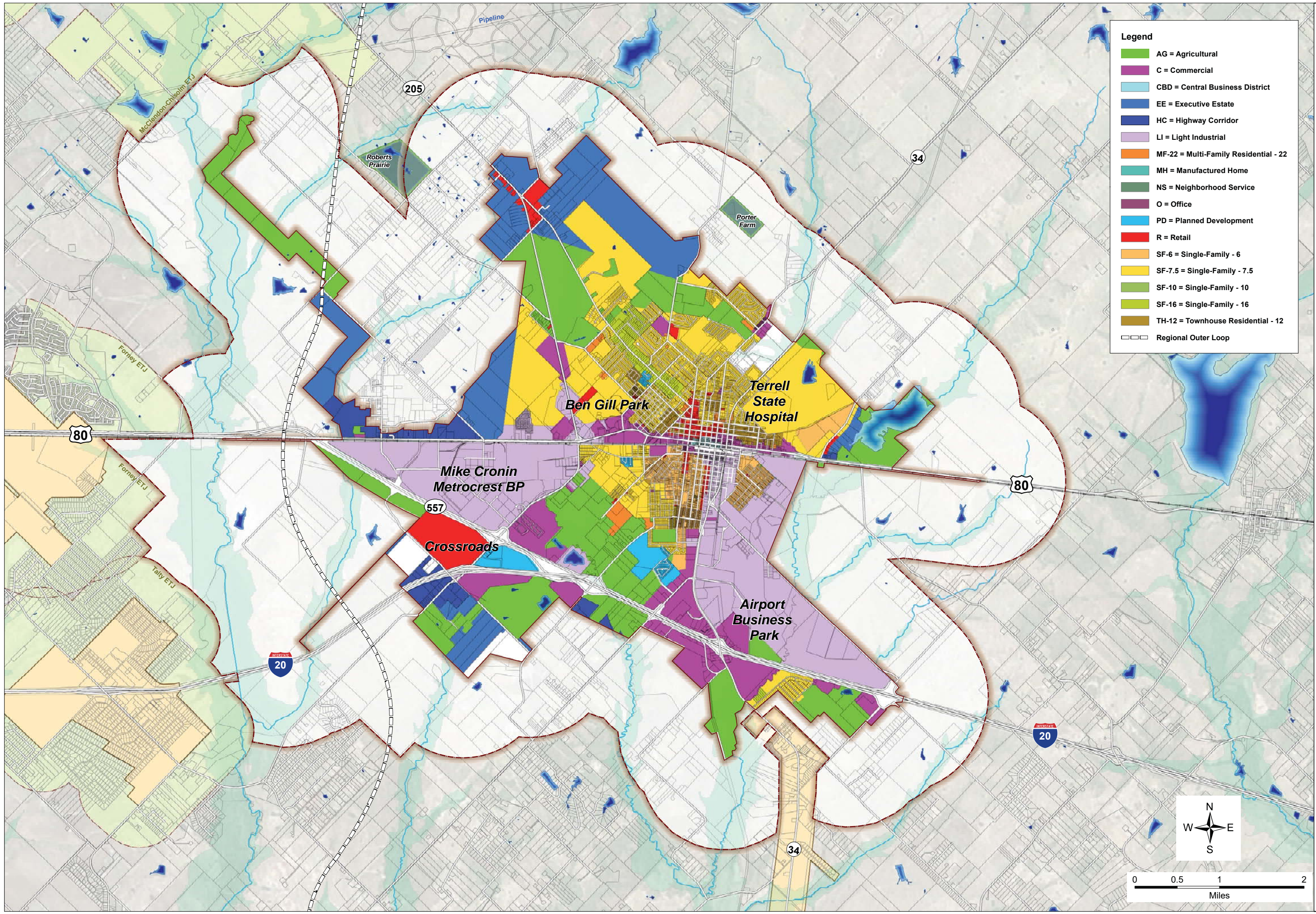




# City of Terrell

Existing Land Use



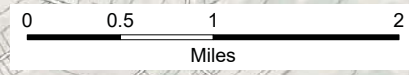


- Legend**
- AG = Agricultural
  - C = Commercial
  - CBD = Central Business District
  - EE = Executive Estate
  - HC = Highway Corridor
  - LI = Light Industrial
  - MF-22 = Multi-Family Residential - 22
  - MH = Manufactured Home
  - NS = Neighborhood Service
  - O = Office
  - PD = Planned Development
  - R = Retail
  - SF-6 = Single-Family - 6
  - SF-7.5 = Single-Family - 7.5
  - SF-10 = Single-Family - 10
  - SF-16 = Single-Family - 16
  - TH-12 = Townhouse Residential - 12
  - Regional Outer Loop

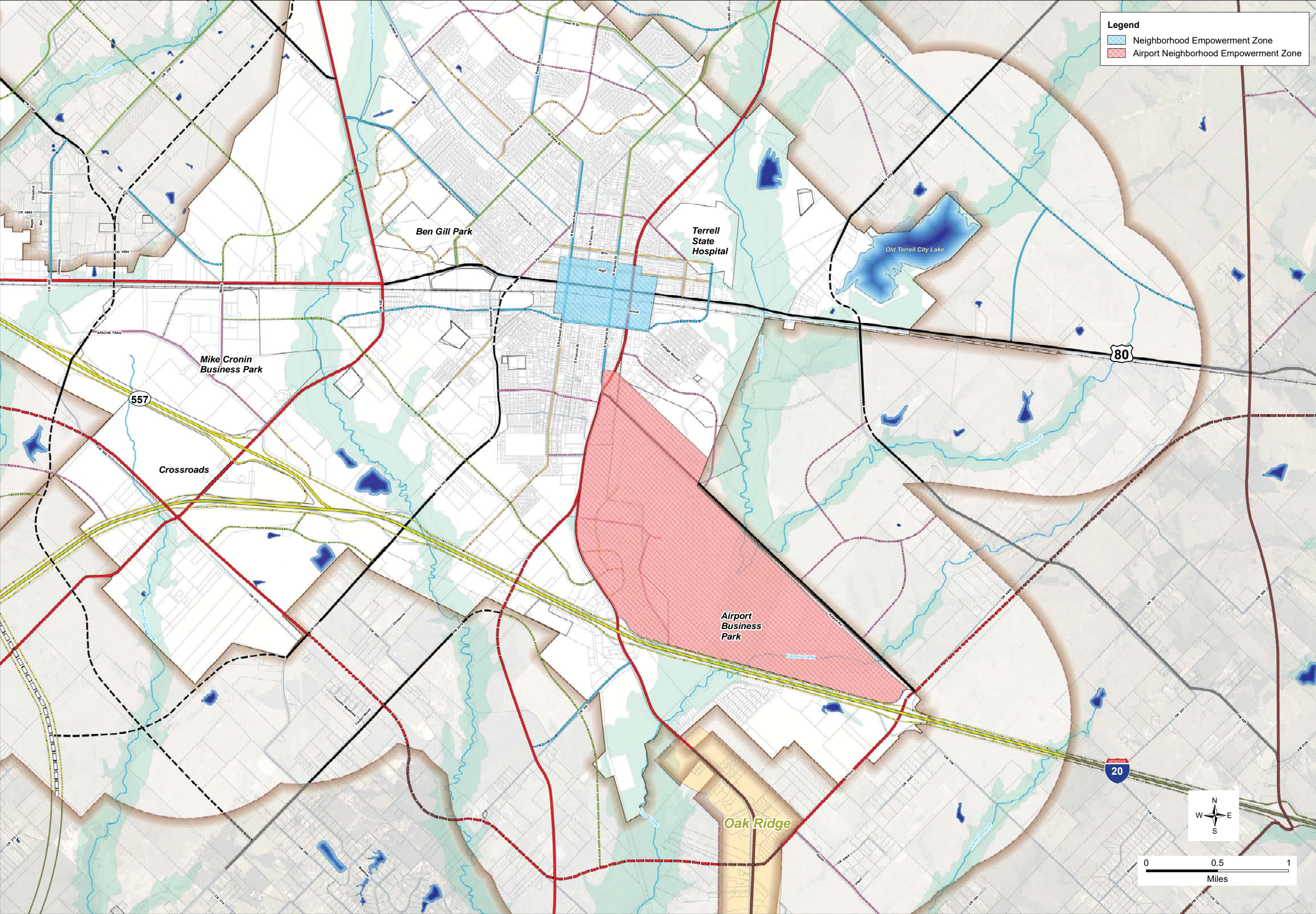


# City of Terrell

Existing Zoning Districts



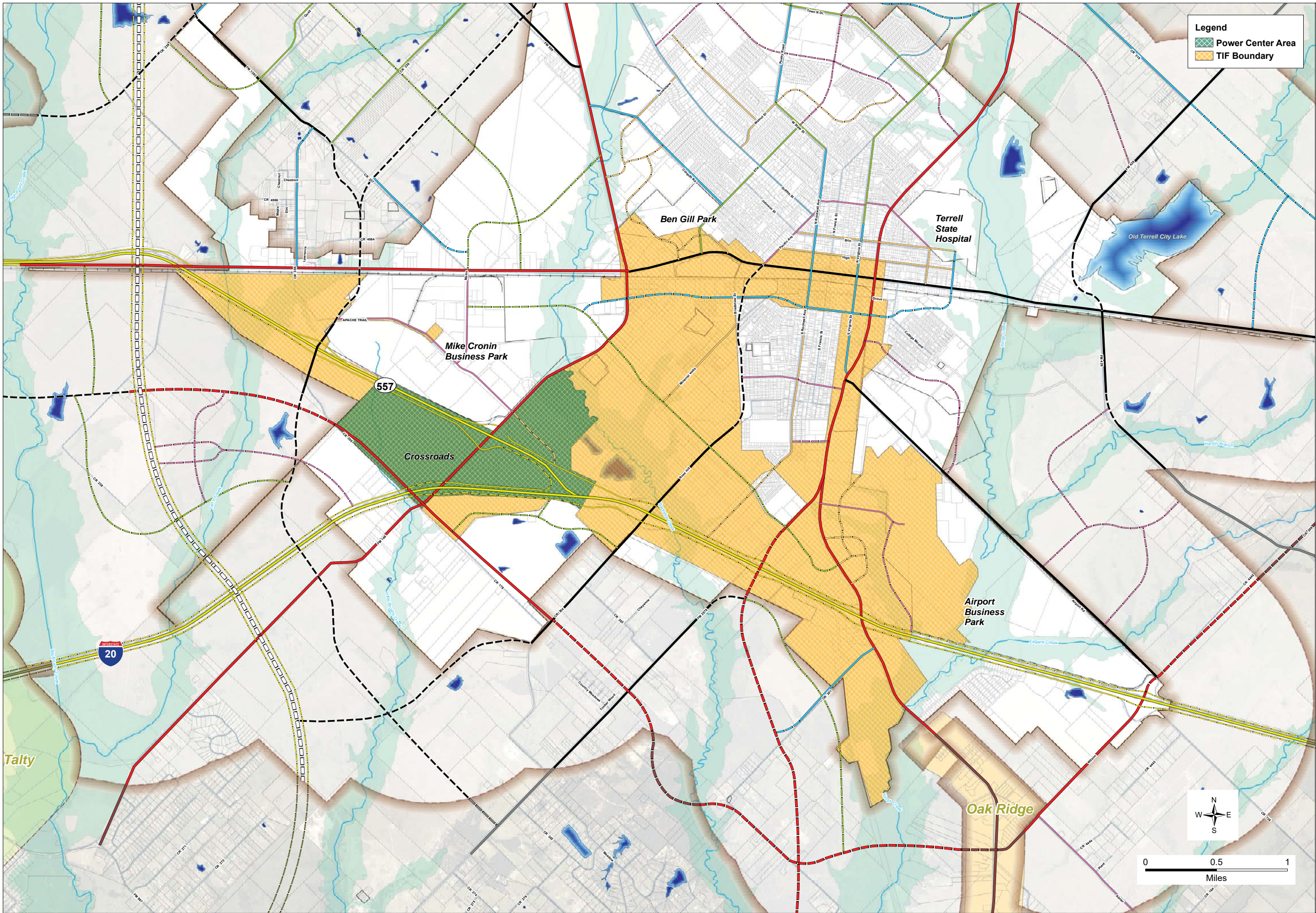




# City of Terrell

Neighborhood Empowerment Zones

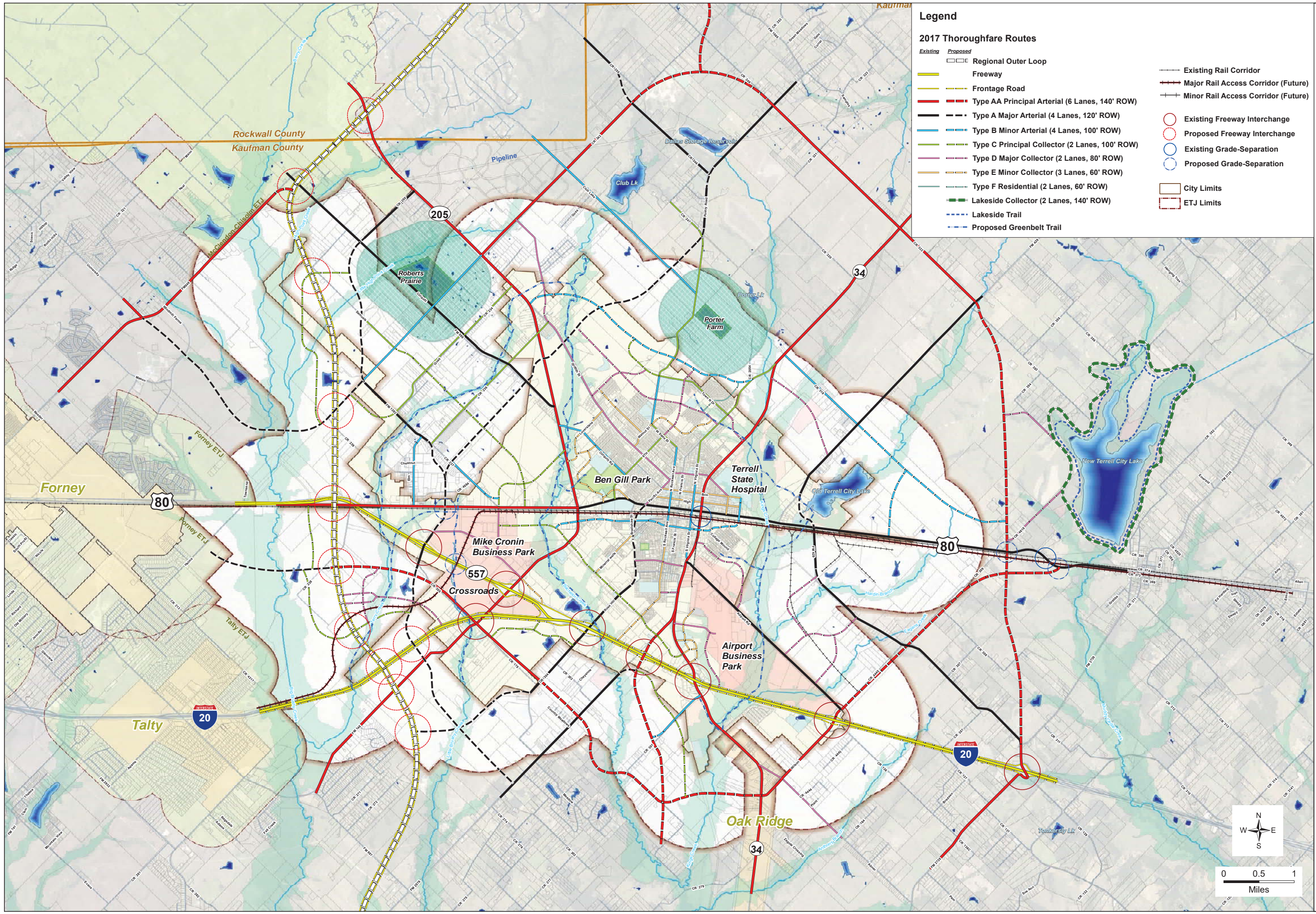




# City of Terrell

TIF and Power Center





**Legend**

**2017 Thoroughfare Routes**

Existing

Proposed

Regional Outer Loop

Freeway

Frontage Road

Type AA Principal Arterial (6 Lanes, 140' ROW)

Type A Major Arterial (4 Lanes, 120' ROW)

Type B Minor Arterial (4 Lanes, 100' ROW)

Type C Principal Collector (2 Lanes, 100' ROW)

Type D Major Collector (2 Lanes, 80' ROW)

Type E Minor Collector (3 Lanes, 60' ROW)

Type F Residential (2 Lanes, 60' ROW)

Lakeside Collector (2 Lanes, 140' ROW)

Lakeside Trail

Proposed Greenbelt Trail

Existing Rail Corridor

Major Rail Access Corridor (Future)

Minor Rail Access Corridor (Future)

Existing Freeway Interchange

Proposed Freeway Interchange

Existing Grade-Separation

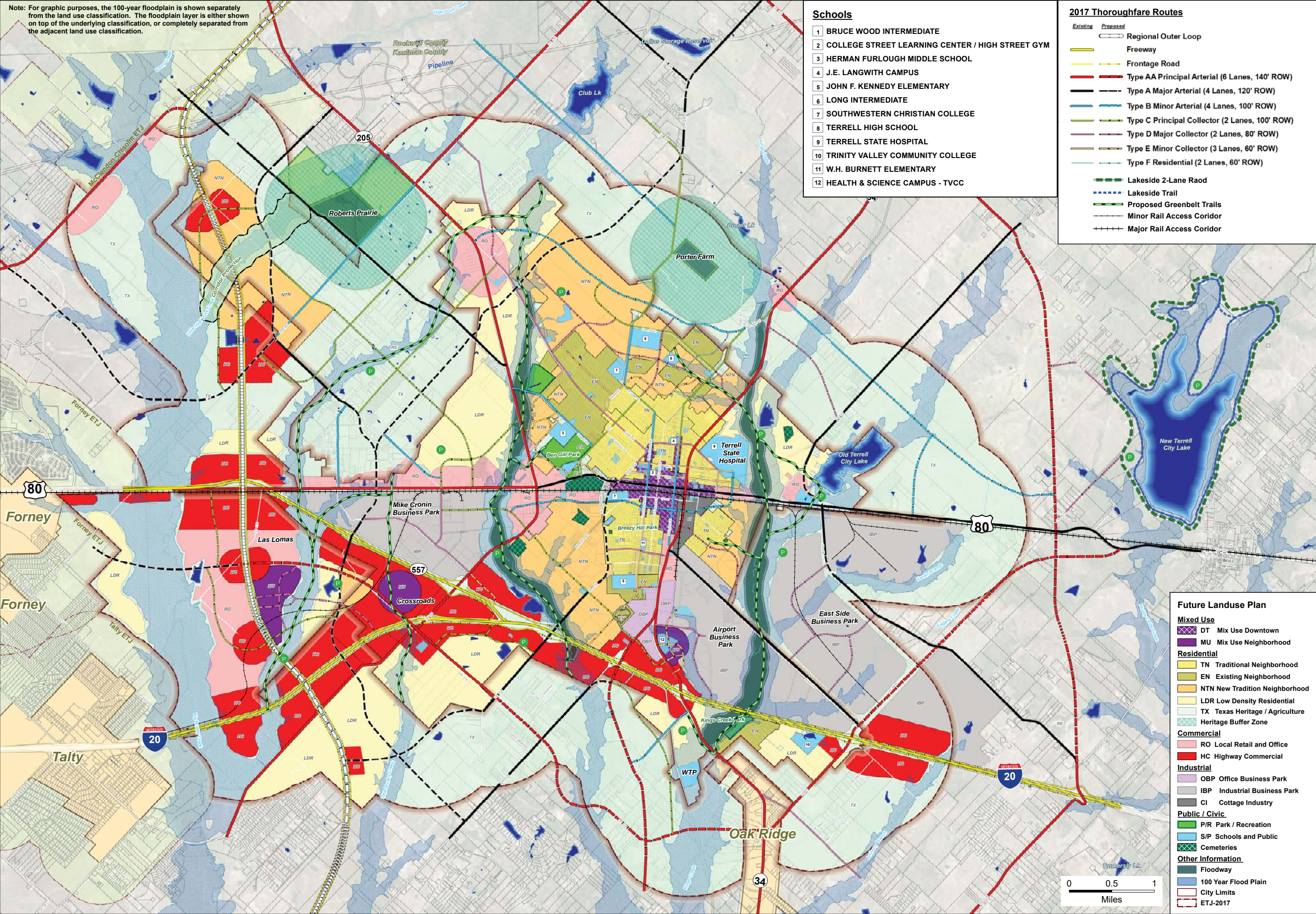
Proposed Grade-Separation

City Limits

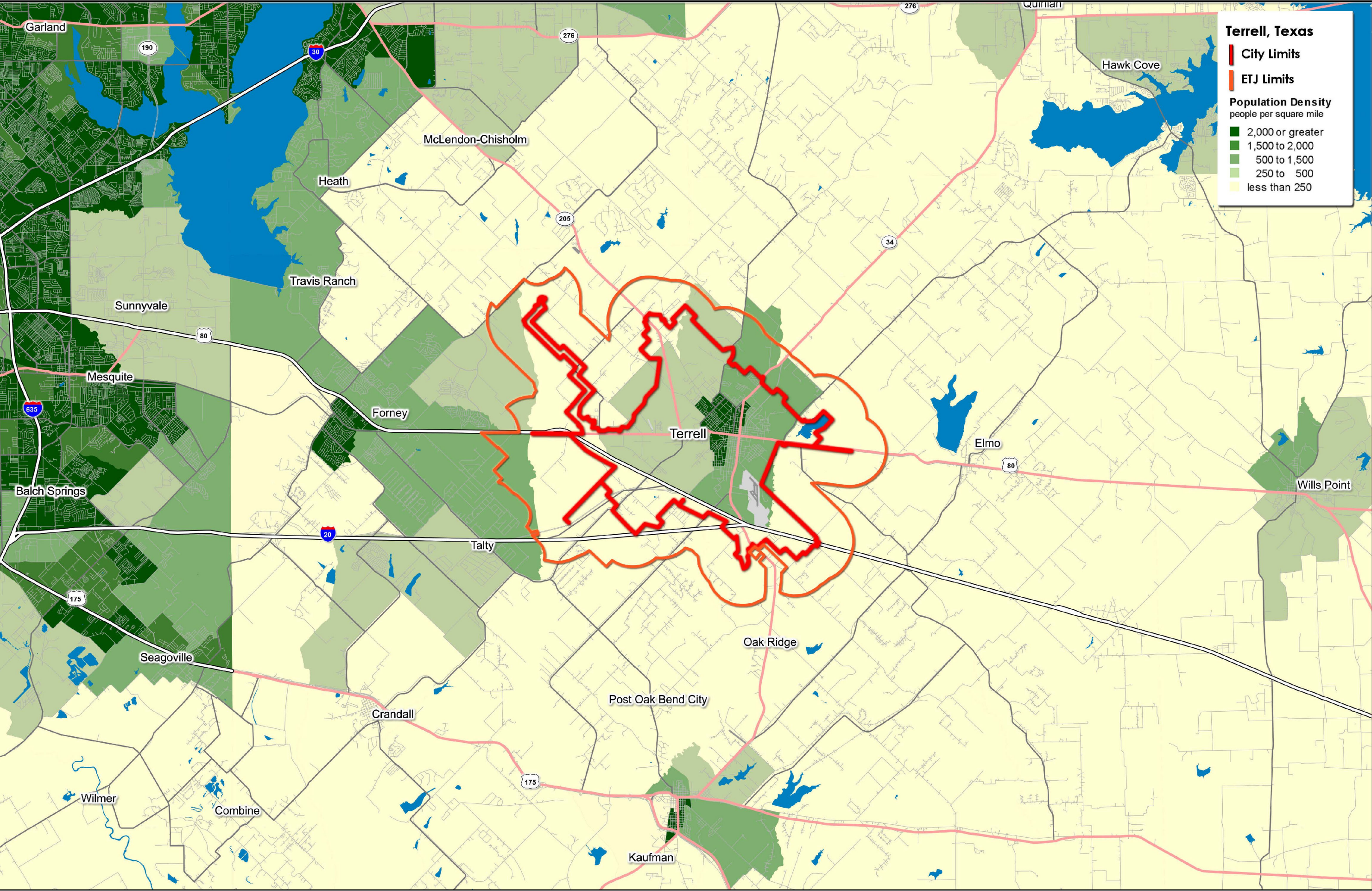
ETJ Limits



Note: For graphic purposes, the 100-year floodplain is shown separately from the land use classification. The floodplain layer is either shown on top of the underlying classification, or completely separated from the adjacent land use classification.







**Terrell, Texas**

**City Limits**

**ETJ Limits**

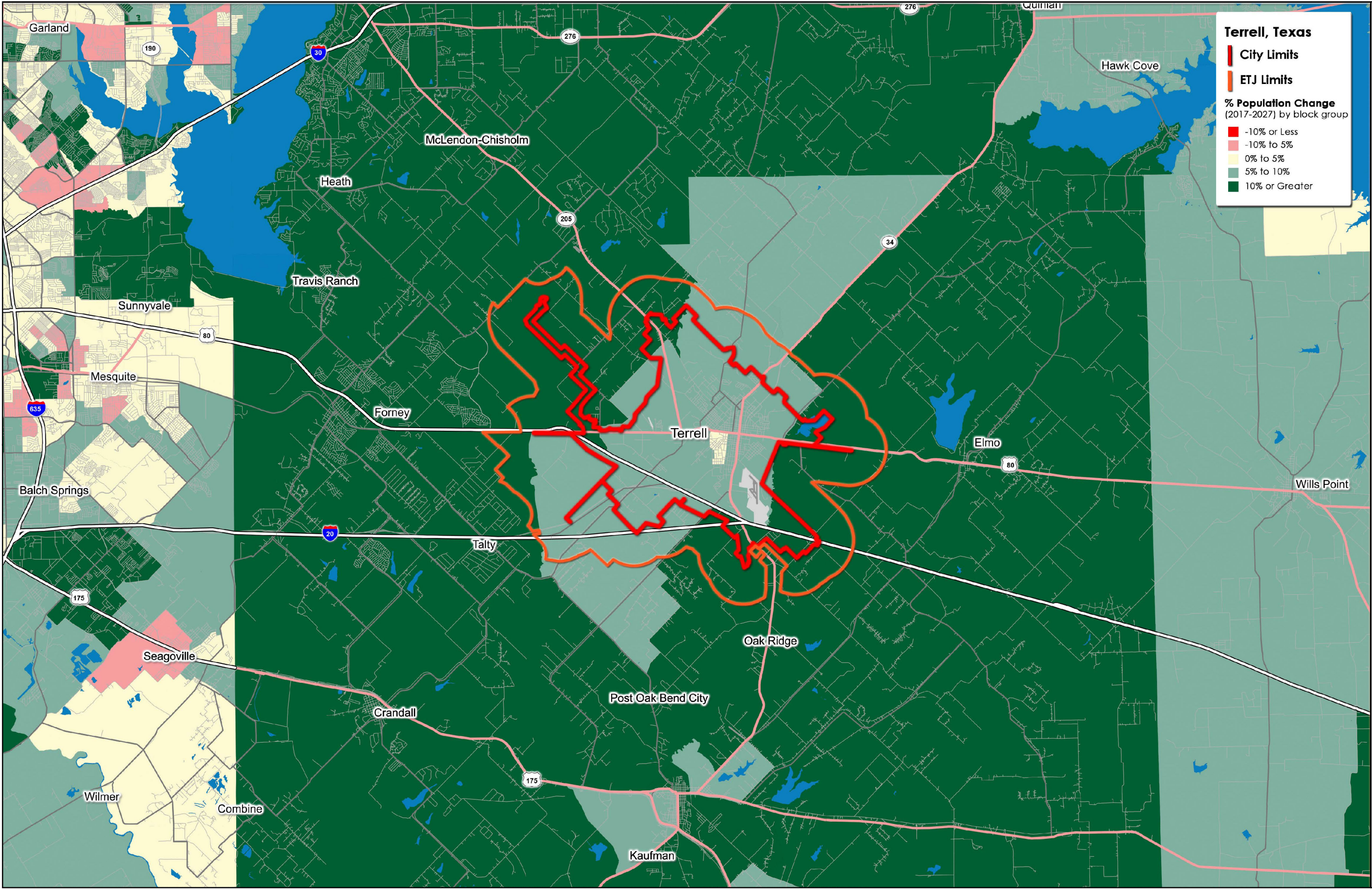
**Population Density**  
people per square mile

- 2,000 or greater
- 1,500 to 2,000
- 500 to 1,500
- 250 to 500
- less than 250



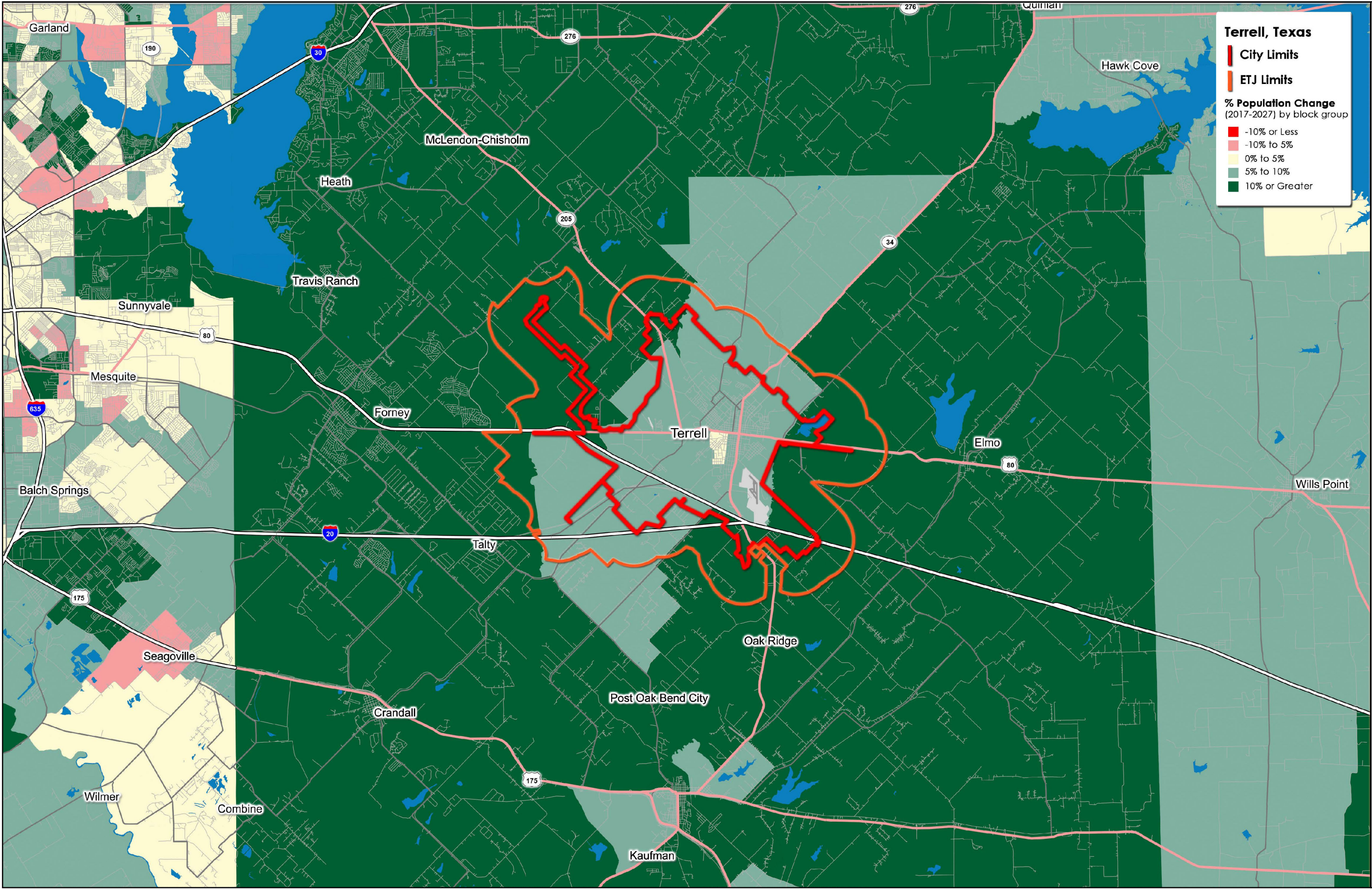
**City of Terrell**  
Population Density



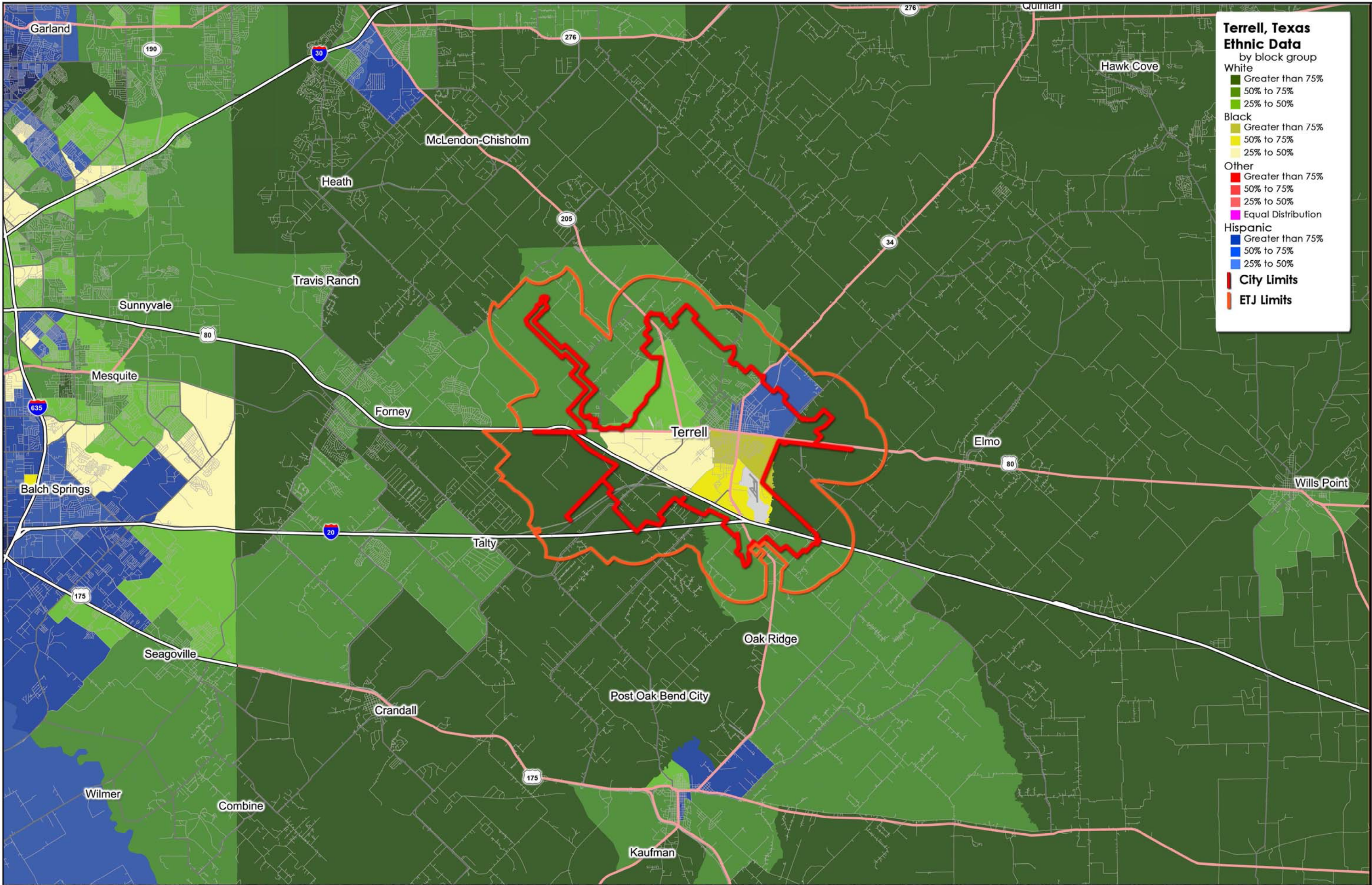


**City of Terrell**  
10-year Population Change



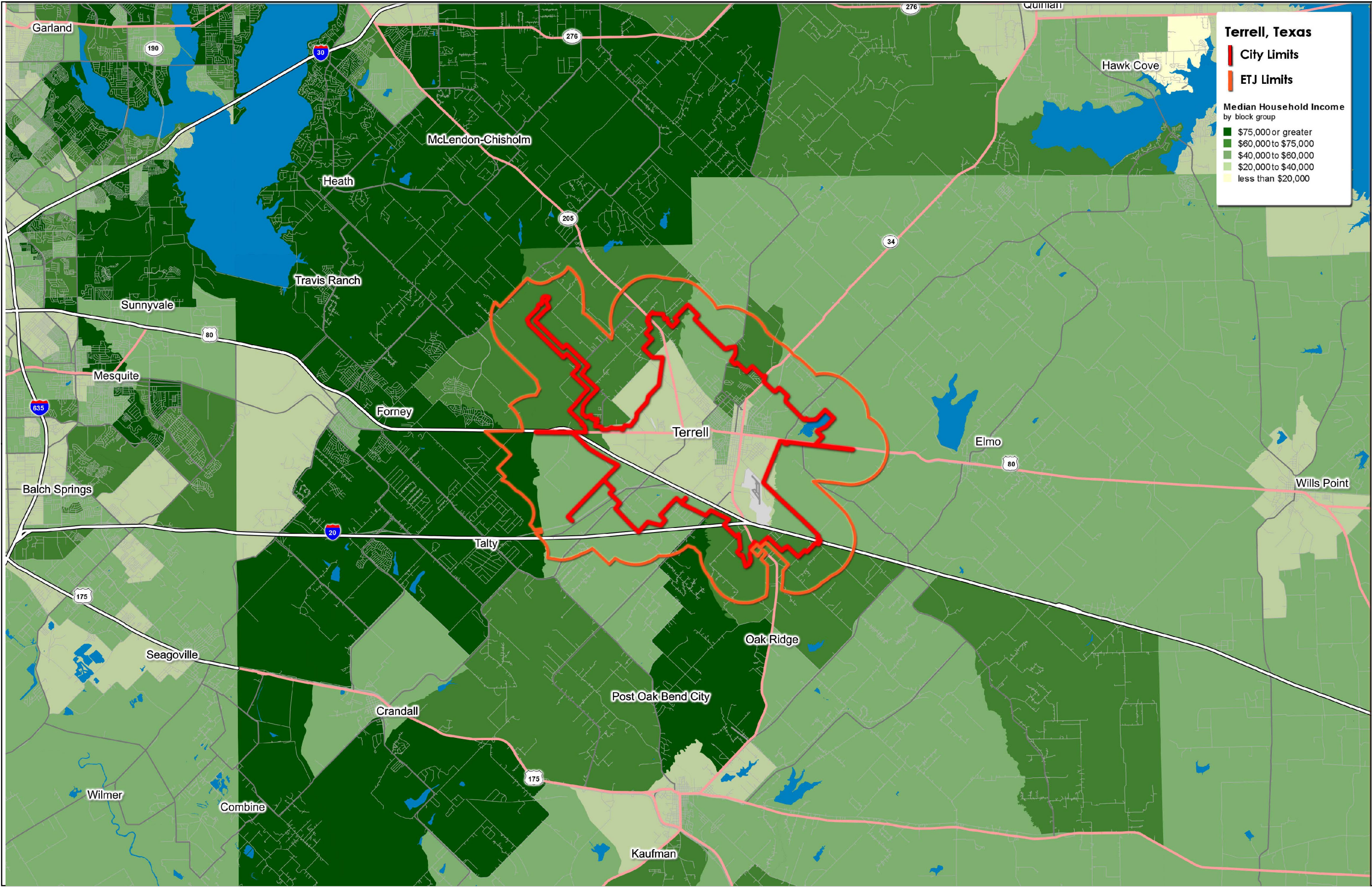






# City of Terrell Ethnic Data









# Comprehensive Plan Appendices

## Public Engagement Appendix

### Existing Conditions Appendices

Appendix 1: Psychographic Segment Descriptions

Appendix 2: Terrell Existing Thoroughfare Plan Summary Details

### Recommendations and Implementation Appendices

Appendix 3: Capital Improvement Program

Appendix 4: Guidelines and Criteria for Economic Development Initiatives

Appendix 5: Subdivision Regulations and Zoning Ordinance Review

### TDA Grant Submittal

PLANNING/CAPACITY/BUILDING; TxCDBG Planning-Contract #7215084

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## **Public Engagement**

### **Appendix**

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## Public Engagement Appendix

### Phase One: Initial Discussions

- Focus Group Meetings
  - Kickoff meeting with the Planning and Zoning Commission
  - Terrell City Council Workshop
  - City Leaders Workshop
- Individual Stakeholder Interviews
- Public Meeting
- Visioning Workshop

### Phase Two: Downtown Focused Events

- Downtown Individual interviews/meetings
- Downtown Focus Group Meetings
  - Terrell City Council
  - Terrell Economic Development Corporation, Terrell ISD and Terrell Chamber of Commerce
  - Small businesses
- Downtown Visioning Session

### Phase Three: Sharing the Plan's Recommendations

- Public Meeting

### Questionnaires

Results of the questionnaires



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## Phase One: Initial Discussions

### Focus Group Meetings

#### **Kick-off Meeting with the Planning and Zoning Commission**

March 28, 2017



The Comprehensive Plan and Downtown Plan processes were kicked off by members of the City’s Planning Zoning Commission (P&Z) in a special called meeting, March 28, 2017, in the Terrell City Council chambers. The P&Z is serving as the Council-designated Comprehensive Plan Action Committee (CPAC) for the initiative. Attending were: Jerry Yates, Bruce Bryant, Danny Stephens, Trini B. Jones, Carolyn Fairley, Jenny Heisel, and Kathy Russell. Unable to attend was Vickie Anderson.

An overview of what “planning” means, how a comprehensive plan is developed, and why it is important was followed by a discussion about “the Terrell of today and of the future,” facilitated by KSA project manager Francois de Kock. He emphasized that “planning” must be an inclusive and collaborative process which engages the community and is built on partnerships and synergy.



## Appendices

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Terrell has been and is likely to continue to be “home” to the participants, several of whom were born here or have lived in the community for 20 years or more. When asked to offer up descriptors of the community, key word responses included:

- “Easy Tempo” city
- Historic charm
- Friendly people
- Ready for growth
- Rich in history, character, and commitment
- Progressive
- Good place to live
- Home
- Hopeful
- Huge potential

Recognizing that a successful comprehensive plan should result in positive outcomes, they collectively noted that success would encompass the following:

- An energized downtown (the city’s core area)
- Controlled, comfortable growth
- Optimum use of downtown, including building occupancy
- Diversity of housing
- Investment in historic neighborhoods
- Diverse modes of transportation
- Recommendations that would “stay within the City’s means”
- Economic expansion that sustains growth with good-paying jobs
- Redevelopment and new development that results in “smart growth”
- Code enforcement and building standards that assure a high standard of living
- Creation of a “social” venue downtown that furthers physical connections
- Assurance that growth occurs throughout the city
- Recommendations that “embrace” the entire community
- Attraction of quality developers and homebuilders
- Amenities for families

Participants were asked to imagine Terrell in 25 to 30 years and to list the tangible and intangible characteristics they would like to remain the same. These include:

- Historical emphasis
- Sense of community, harmony
- Small city feel/atmosphere



## Appendices

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- “Love” – caring among and/or for residents
- One high school, not two or more which could divide the city
- Faith-based community
- Well-maintained city services and amenities
- Volunteerism – “servant hearts”
- A “cradle to grave” population
- Business friendly
- Safe and comfortable
- Connections for youth
- Preservation of the natural environment

The discussion then focused on their vision for the future, including:

- Happy residents
- Cleaner, better maintained properties
- Better infrastructure
- Street improvements (no potholes)
- Well-managed traffic flow, especially near schools.
- More senior care and residential facilities
- A full hospital with in-patient and emergency care services
- Quiet Zone near the railroad
- Better schools
- Aesthetic gateways
- Affordable single-family homes
- A shift from rent homes to home ownership
- Terrell as a destination with restaurants, entertainment venues and other amenities
- A community that has restored itself from the problems of the non-growth era of past years

Next steps, as outlined to the P&Z, include a two-day visioning workshop, focus group meetings, stakeholder interviews, and public meetings.



## Appendices

### Terrell City Council Workshop

April 4, 2017



Terrell City Council focused on shaping a collective vision for the city's future during a special-called meeting prior to the public meetings and visioning sessions that consultants conducted as part of the research for the new comprehensive plan. Participating in the workshop were: Mayor D.J. Ory; Deputy Mayor Pro Tem Charles Whitaker; Council Members Sandra Wilson and Tim Royse; City Manager Torry Edwards, and Assistant City Manager Mike Sims.

An overview of what “planning” means, how a comprehensive plan is developed, and why it is important was followed by a discussion of the “Terrell of today and of the future” facilitated by KSA project manager Francois de Kock. He emphasized that “planning” must be an inclusive and collaborative process which engages the community and is built on partnerships and synergy. General comments about the city of the past and today included:

- Terrell is “diverse” ethnically and socio-economically; a “melting pot of different ideas.” Residents are “in touch” with their neighbors; they visit with one another wherever groups gather.
- Terrell is “Small Town America.” The quality of life here is attractive.
- There is a “new movement;” residents are looking to the future.
- Terrell, 144-years-old, is unique, with historic structures that should be preserved.



### Appendices

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- While significant improvements are being made in the city's core, a perception exists that the City is completely focused on other areas, especially to the south.
- Terrell is the economic center of East Texas, a growing influencer of commerce and trade.
- More momentum is needed across the board.

Public/private partnerships (3 P's) make economic sense and help to maximize the city budget. In the 1990s, 50 3 P's were organized; between 2000 and 2017, 300 public/private partnerships were put into place, boosting the economy and providing jobs.

In 25 to 30 years, council members want to maintain the following qualities:

- Integrity of downtown
- Small town atmosphere
- Good mobility
- A superior public school district

Their vision includes:

- A strong regional economic center driven by education and built, in part, on the blocks of health and sciences
- More housing choices, with quality neighborhoods for families of all socio-economics
- A balanced workforce
- More health facilities (hospitals, urgent care, etc.)
- Shopping choices

Other general comments made during the discussion include:

- About 11,000 jobs have been created in the last several years; however, these workers do not live in Terrell. They are likely to leave at the close of their work day.
- Forney is a bedroom community that pulls potential Terrell residents there because of its many residential options.
- In Terrell, the average time a home is on the market is about 10 days.
- Communications with Terrell residents by the City and the school district must be improved.
- There is a great concern about the predominance of subsidized housing, whether a reality or perception.
- Property owners should be held accountable for maintaining building standards.

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- The railroad tracks are a physical and psychological barrier to community pride and quality of life.

The goals of the Council Members participating in the workshop include:

- Preserving the community's core
- Propelling Terrell to the next level with access to quality housing and a balance of all types of jobs
- Repurposing existing buildings
- Shifting the focus of the EDC from all industrial recruitment to balance the employee base, assuring a “balanced workforce”
- Improving accessibility, mobility and walkability (the latter in downtown)
- Improving the physical appearance throughout the entire city





## Appendices

### City Leaders Workshop

April 4, 2017



Attending a visioning workshop as part of the research for the new comprehensive plan were seven community leaders. Representing the Terrell ISD were Dena Risinger, President of the Board of Trustees; Dr. Jason Gomez, Deputy Superintendent; Larry Polk, Assistant Superintendent, and Raylan Smith, Administrative Assistant to Mr. Polk. Representing the Economic Development Corp. were Rick Carmona, Chair; and Dawn Steil, Vice President. Representing the Chamber of Commerce was Carlton Tidwell, President.

An overview of what “planning” means, how a comprehensive plan is developed, and why it is important was followed by a discussion of the “Terrell of today and of the future” facilitated by KSA project manager Francois de Koch. He emphasized that “planning” must be an inclusive and collaborative process which engages the community and is built on partnerships and synergy. General comments about the city of the past and today included:

Key-word descriptors which participants used during the discussion include:

- Unity among all segments of the community
- Strong foundation upon which to build
- Potential for growth
- Opportunity to attract jobs and new homeowners
- Volunteerism exists here



## Appendices

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Additionally, they noted:

- The population would agree; we all want a better life.
- A wonderful, hometown community feeling exists. “We know our neighbors and our neighbor’s kids.”
- The historic homes and commercial buildings speak to a rich legacy.
- Terrell was built on “hard work” and respect for one another. This is, in essence, what creates a viable community which grows and prospers.
- The Chamber of Commerce and the Terrell ISD work together well.
- In Terrell, one can build a better home for the price; property prices are lower here than in other cities.

Negative descriptors include:

- Downtown looks like that of an “impoverished city.”
- Pawn shops and liquor stores define Terrell. Action is needed to “deincentivize” these “mental models of poverty.”
- 80 percent of the population is in poverty.
- The sexually-oriented business on the outside of town contributes to the negative perception.

Their vision for Terrell’s future includes:

- Creating a vibrant downtown (with downtown amenities including residential).
- Raising the bar so housing is first-class (clean, safe, and well-managed).
- Restoring and/or tearing down dilapidated buildings in Terrell’s core.
- Building and code standards should be applied equally to both old and new residential and commercial developments.
- Developing more parks and preserving green space.
- The railroad tracks no longer “divide” the city into two, socio-economically different segments.
- Developing a senior community near the lake creates value for the ISD and has a customer base for downtown’s redevelopment.
- Diverting the 20,000 plus cars that travel US 80 daily would build consumer support for commercial development city-wide.
- Creating a “walking” downtown district; with “mom and pop” shops, restaurants, and mixed-use.

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Components of the comprehensive plan should address:

- Infrastructure improvements including streets, water and waste water, and code enforcement.
- The lack of adequate housing.
- The community’s responsibility to encourage “boldness.”
- Expanding the community’s leadership by expanding the base and engaging young adults.
- Showing in detail how downtown can be improved and expanded.
- Continuing to improve Terrell ISD, to meet the highest of standards.
- Explaining what can be done for the most immediate impact.

The group explored what the City’s goals should be for growth in the future. All participants said growth must be managed, balanced and deliberate in order to benefit the entire community. The decision must be made: who do we want to attract to live, work and play in Terrell.







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**Individual Stakeholder Interviews**

**Tori Lucas**, Community Leader

April 4, 2017

Tori Lucas, an American National Bank Vice President, is a commercial lender at the bank's headquarters in Terrell. Of the bank's 500 employees in the region, 200 are based here. The Terrell High School graduate serves on the Chamber's Executive Board, Terrell ISD's Excellence Foundation Board, and Trinity River Authority Board. She is also an ex-officio member of the Economic Development Corp. She and her family live in a home built in the 1950s, and she advocates for elevating the school district's performance and image.

Overall, Ms. Lucas sees strength in Terrell's spirit of volunteerism coming from all socio-economic segments of the community. "There are simply not a lot of strangers living here," she says. At this place in time, Terrell is not a bedroom community. Coming to work and then leaving the city every day are about 11,000 workers who have filled the jobs created in recent years in Terrell's industrial area. She believes that Terrell's population is not balanced; that there are a disproportionate number of economically-disadvantaged persons living here. The crime rate is low; there are no gangs.

Speaking as a community booster and mother, she said that Terrell cannot, in part, attract families, because there are no necessities like playgrounds, sidewalks, and lighting in the parks. She believes the schools are working harder than ever, and community partnerships are important.

The redevelopment of downtown is integral to Terrell's long-term economic viability, and the historic structures must be preserved with integrity and a purpose. In fact, downtown should be a destination for families and adults of all ages. Festivals and special events similar to those held in Texas legacy-towns similar to Fredericksburg will attract residents and visitors alike.

Ms. Lucas talked about the need for a balance between residential and commercial growth, so that residents support restaurants, retail, personal services and entertainment venues in the fullest way possible. In her opinion, the homebuyers come first in the cycle; there must be rooftops before there are amenities.



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Overall, the biggest challenge facing Terrell today is the perception of a low income population which cannot support commercial ventures in a community ridden with crime and a failing public school district.

Ms. Lucas said there are too many unanswered questions about housing options, home ownership and rental properties as well as how the voucher program works. For example, does the City actually own rental units now or has it in the past? Are water and sewer rates subsidized for voucher recipients? How is the voucher system structured in regards to income levels and other requirements? She continues to be chagrined that a proposed ordinance setting out standards for inspection of rental residential properties failed several years ago.

A template could be developed to move a person who is renting to homeownership. She would encourage construction of new homes in the \$115,000 to \$200,000 to fill this void.

**Chad Richards**, Developer/Business Owner

April 4, 2017

Chad Richards, who grew up in Terrell has lived in Forney since 2010 because he prefers to be closer to Dallas. He is the son of former Mayor Hal Richards and works in the family business, CATCO USA, a catalytic heater company.

Mr. Richards believes Terrell is unique because it's a self-contained community. In his opinion, there are limited options for Terrell to grow and the ISD perception is an issue. On the other hand, Terrell is proactive and forward thinking. Top priorities include more shopping, an active nightlife and increased industrial companies. He would like to see higher-end, traditional neighborhoods. In his opinion, the City does a good job in code enforcement and beautification. He referenced Sachse as a community that has a sense of self containment and is not a bedroom community. It has a richness to it, he noted.

Terrell should capitalize on its history, industrial workforce, family and neighborhoods as well as authenticity and diversity, both ethnically and economically. Terrell needs better arts/culture, more entertainment, better traditional residential, an active downtown and restaurants. "Terrell cannot become a cookie cutter, there should be no chain restaurants," he said.



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**Debra Kelly**, Former City Council Member, Stallings Neighborhood Association President  
April 5, 2017

Former City Council Member Debra Kelly is a retired probation officer who as a native of Terrell, graduated from high school in the Class of '78. After attending college in Greenville, she returned home. Her 30-year-old daughter is a nurse. Ms. Kelly has been president of the North Stalling Neighborhood Association for about 10 years.

The lack of quality housing and consistent code enforcement is among her greatest concerns for the greater community, and she believes that a “buddy-buddy system” keeps the status quo from changing in a positive way. In South Terrell, 60 percent of the housing is rental properties—too much. She believes that the number of “Section 8” vouchers available in the city should be capped.

Ms. Kelly is suspicious that code enforcement is selective across the board. New businesses are promising the City that their properties will be aesthetically pleasing, but they do not follow through. She perceives that the incentives being granted by the City could actually be considered “kick-backs.” The number of liquor stores operating in Terrell should be capped. She believes that with growth will come an increase in crime.

The division between North and South Terrell is detrimental to the community as a whole, and East Terrell is suffering from neglect and degradation. A Quiet Zone should be established along the railroad tracks.

Downtown is a priority. Building facades must be enhanced and parking is needed. The historic look for downtown must be preserved. With more people investing in their personal health, she wants to see the downtown and green spaces more walkable. Surveillance cameras should be in all public spaces.

Terrell ISD is improving, with less focus on athletics and more on academics. She believes the new model with schools being K through 5th grade is most positive. Given that many students live in Section 8 housing, it is likely that more tutoring and mentoring is needed, but there is too much “red tape.” She noted that family members, who have been convicted of a felony, cannot come on campus, a situation that hurts parenting.

Terrell must improve its communication with its citizens. Water rate increases should be explained before they are put in place. A newsletter about what’s happening in Terrell





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should be distributed once a week. Community outreach should include both ministerial alliances and faith-based organizations.

Noting that Las Lomas, in her opinion, has no momentum and that there are very few white-collar jobs here, Ms. Kelly believes implementation of the comprehensive plan will take much too long. “Let’s do something now,” she says.

### **Stephanie Thomas, Property Owner**

April 5, 2017

Stephanie Thomas is a professor of nursing at El Centro College in Dallas who is also in the property rental and construction business. Her father, who has been a building contractor, is 85-years-old. The youngest of 12 siblings chose to make her home in Terrell after attending college. She and her husband have a 14-year-old daughter. Her passion is a food bank which she operates in cooperation with Bethlehem Baptist Church.

There are misunderstandings, as well as a lack of information, which keep the community from uniting, Ms. Thomas believes. Code enforcement is selective and costly. Once a property owner is in “the system,” you can never get out; you are a target. Also, many of the City’s ordinances are too strict when one considers how many people are living in poverty. Housing vouchers are almost a requirement for mothers and their children in desperate need of housing. She has only one renter who has a housing voucher. Terrell needs affordable housing, with single-family homes priced from \$70,000 to \$100,000. The market is not there for homes costing \$225,000 plus.

While she questions whether the City will do what it says it will, Ms. Thomas is encouraged by the comprehensive planning process. She believes that city leaders “are starting to listen” and they are more open. It should not be “us versus them.”

She questioned why the ISD recently floated a \$45 million bond program to build an indoor sports facility, putting athletics ahead of education.

Her comments and recommendations also included the following:

- Terrell is a desirable place in which to live. It is small and away from the hustle and bustle of Dallas.
- Commercial development will give a boost to the city.

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- A new school has not been built in Terrell since the 1960s. At least one school should be built in south Terrell, where there is much vacant land. A new facility here will spur residential development.
- More resources are needed to enable growth and ultimately, economic viability.

Ms. Thomas welcomes growth, wanting community leaders to be more inclusionary when decisions are being made. She looks at all matters with a compassionate heart.

**Dr. Beverly Burr**, Terrell Native/Property Owner/Former Assistant Superintendent  
April 5, 2017



Terrell is Dr. Beverly Burr's hometown; she grew up here and it feels familiar, so Terrell is where she chooses to live. She does business in Terrell because she believes in the community, and wants to support the community that she lives in. Her home is located on Elm Drive northwest of downtown, and is considered a historic structure. Her business, The Front Porch Gifts & Antiques, is an antique and décor store located north of City Hall in a 100+ year-old home. The business has been open for five years, and is only now starting to turn a profit. She is also the owner of Burr Educational Services, where she seeks to assist underperforming schools through a variety of services. Dr. Burr was the Assistant Superintendent of Terrell ISD from 1974-2008. Dr. Burr's husband, Jerry, is on the Terrell Chamber of Commerce Board of Directors. She is a member of the Terrell Social Science Club.



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Dr. Burr feels that the sense of community and the tight-knit bonds that are formed in a small-town community contribute the most towards quality of life. She explained that people look out for one another as more than just neighbors, because they have formed deeper relationships. If there is a way to unify every part of the city and rid some of the tension that could create stumbling block to the city's quality of life going forward, it would have to be through education.

The quality of education in Terrell ISD is among her biggest concerns. She has seen test scores go down. She emphasized a lack of leadership within the district, and stressed the importance of educational attainment and its relationship to economic standing. Dr. Burr is concerned that the quality of life that Terrell strives to achieve will not be reached with the current lack of young families, explaining there are no young families left "to grow" the community. She even mentioned her own children have left the community to live in Forney for a better quality of life. The EDC needs to provide a variety of employment options, which support both high and low-income families, she believes.

In her opinion, one of the biggest challenges regarding commercial growth in Terrell is that the majority of small business owners in Terrell do not want to stand up and speak out, because they do not know how to do so. Many people are not able to communicate their frustrations with the City/EDC because they are met with perceived hostility. Learning to put differences aside and work together is the only way to grow downtown, and there seems to be a lot of interest in expanding downtown, making it better. Unified signage at various places throughout the city would direct people to Downtown.

Dr. Burr talked about the residential growth currently happening outside of town, specifically Forney to the west, and expressed anticipation of residential development in Terrell's western portion. Terrell must be mindful of the consequences regarding this kind of development; it would create their own schools and further broaden the economic disparity between classes in Terrell.

The preservation of historic neighborhoods is important, but must occur in the appropriate way. Preservation must be community driven.

Dr. Burr detailed an instance in which the City would not paint the façade of a business because the business was 10 feet out of the improvement zone. In her opinion, the EDC is not doing anything to help businesses, and it is actually adversarial. Dr. Burr expressed a lack of communication between the EDC and small business owners. She suggests that



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small gestures would go a long way in procuring a good relationship between business owners and the EDC; for example, the EDC should provide businesses with trash receptacles at no cost.

### **Mayor D.J. Ory**

April 5, 2017



Mayor D.J. Ory provided his input to the Terrell Comprehensive Plan and Downtown Plan at informal meeting with the planning team, prior to the community leaders' visioning session later in the day.

Recognizing that comprehensive planning for a municipality can be overwhelming because of the many moving parts, Mayor Ory asked key questions of the planners. What is attainable? What has been done in other cities? How does the city attain its goals?

Expressing his support for public/private partnerships, he talked about how the Terrell Chamber of Commerce and the Economic Development Corp. have shifted their philosophy to focus on the quality of new development, rather than simply the number of new businesses being recruited. He spoke of the unintended consequences of the thousands of new jobs created in the industrial sector, as the city is not able to support those workers and their families because of the lack of housing, retail and services. For example, 20,000



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plus cars pass through downtown every 24 hours, but most drivers do not reside or shop in Terrell.

Increasing the capacity of the city's wastewater system is imperative, but the \$75 million cost is daunting. As one of 13 member cities in the North Texas Municipal Water District, Terrell is experiencing rate hikes because of the region's demand for water. He would like to implement a flat rate, so that customers are not experiencing spikes such as a 5 percent increase one time, and then a 3 percent decrease, only to go back up the next year.

Respecting the property rights of rental property owners is important, Mayor Ory said. Consistent code enforcement can improve the overall image of neighborhoods, so that there is literally no curbside difference between homes which are owned by the occupants or are rented.

The 4-A sales tax has been directed by the EDC into the area around the new Buc-ee's, all of which show progress.

Mayor Ory sees the redevelopment of the community's green space to include walkability features and amenities along the two creeks which run through the city. He is also intrigued with the round-about concept for traffic flow.

Overall, Mayor Ory is confident that the comprehensive planning process will result in a Terrell which prospers while continuing to maintain its small town atmosphere.

### **Debbie Zajac**, Terrell's Director of Housing

April 5, 2017

As part of the research for the Terrell Comprehensive Plan update, Debbie Zajac, Housing Director for the City of Terrell, explained that, over the course of the past 15 years, the City sponsored several programs, none of which are in place here today. In South Terrell, an "affordable" housing development by Choice Homes received infrastructure grants, but going forward, it was decided that the City did not want to be in this type of partnership with builders. There was also a program in which the City sponsored first-time homebuyers who were purchasing empty lots in the inner city by paying for the land and closing costs.



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According to the Texas Department of Housing and Community Affairs' (TDHCA) website, "The Housing Choice Voucher Section 8 Program provides rental assistance payments on behalf of low income individuals and families, including the elderly and persons with disabilities. The program provides financial assistance "for decent, safe and sanitary housing" to eligible households whose annual gross income does not exceed 50% of HUD's median income guidelines. HUD requires 75% of all new households admitted to the program to be at or below 30% of the area median income. Eligibility is based on several factors, including the household's income, size and composition, citizenship status, assets, medical and childcare expenses."

Qualified households may select the best available housing through direct negotiations with landlords to ensure accommodations that meet their needs. TDHCA pays the approved rent amounts directly to property owners. A person does not have to reside in Terrell to qualify for a housing voucher in Terrell.

Currently, the City has been allotted 425 "housing-choice vouchers" and the available federal dollars program is expected to be cut dramatically next year. In fact, the State has advised the City to not add any additional names to the waiting list on which there are already 1,800 applicants, 38% of which are seniors and/or disabled. Applicants must recertify each year. There is a possibility that some existing rental voucher contracts may need to be canceled because of lack of funding, beginning this fall.

The tenant picks the property in which he or she desires to live and negotiates directly with the landlord. While the City does not negotiate on behalf of the holder of a voucher, it does make the rent payment directly to the landlord. A landlord is not required to lease to holders of vouchers, as long as there is no "discrimination." A landlord can evict a client for violating terms of the lease.

Lease applicants can be turned down if the "preponderance of evidence" shows them to be or have been engaged in drug-related or physical violence in the past five years.

Approximately one-half of the vouchers go toward townhouse (multifamily) and one-half are for single-family dwellings. The voucher program pays a utility allowance if the renter is responsible for paying bills.

As of April 1, 2017, the following is a list of census tracts and the number of housing vouchers active in each in descending order: Tract 505, 315; Tract 504, 73; Tract 503, 38; totaling 425.





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The way in which applications are made, the City cannot distinguish and prioritize the elderly. Nor can it distinguish between disabled and family status. It is truly a “first on the list, first to be given a voucher.”

April 1, 2017, receiving housing assistance were:

- Elderly and Disabled – 56%
- Families with Children – 44%

On the waiting list:

- Elderly and Disabled – 38%
- Families with Children – 62%

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### **Public Meeting**

April 4, 2017



About 70 persons attended a public meeting at which the consulting team kicked-off the Comprehensive Plan and Downtown Plan discussion with a wide spectrum of community leaders and residents who are interested in long-range strategic development of their "hometown." Visual boards which were displayed around the room included: maps showing where the city is located regionally; where the city limits and extraterritorial jurisdiction fall; the downtown district; an existing future roadway system; existing land uses including zoning districts, and city council districts.

An overview of what "planning" means, how a comprehensive plan is developed, and why it is important was followed by a discussion about "the Terrell of today and of the future," facilitated by KSA project manager Francois de Kock. He emphasized that "planning" must be an inclusive and collaborative process which engages the community and is built on partnerships and synergy. To facilitate as much conversation as possible, attendees broke up into eight groups facilitated by the consulting team. The following is a summary of the answers to four primary questions.

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### Define what quality of life means to you?

- The preservation of historic buildings and homes and the city's rich legacy.
- A "small town" feel, with a friendly atmosphere and an appreciation of diverse cultures.
- A safe city; low crime. Parks are safe for families.
- Open space, parks for families, walking paths, bike paths.
- No traffic congestion.
- Public gathering spaces, a convention center, entertainment venues.
- Venue options for families and friends to spend time together dining, enjoying entertainment and worshipping together.
- An economy that provides opportunities for all; more industry plus higher paying jobs.
- Access to quality health care.
- Access to retail and professional services.
- Living in close proximity to Dallas as a major city but actually residing in a small town.
- More transportation options.
- A strong public school system. Sports, like football, are important for youth and community spirit.
- Business friendly leadership.
- Good law enforcement. Police should recognize and assist residents with special needs.
- Still hearing the sounds of the train.







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**What are the HOT-BUTTON issues do you hope can be addressed by the comprehensive plan?**

- Better roads and sidewalks; more walking paths and bike paths.
- A "run-down" downtown; downtown renovation and revitalization.
- Lack of preservation for historic structures.
- Destination shopping; reasons for people other than residents to come to Terrell.
- A tax freeze for citizens 65 and older.
- Public transit.
- Traffic control downtown.
- More restaurants, retail outlets, entertainment venues.
- Poor housing. Not safe and not affordable. Hold landlords accountable.
- Animal control; a bigger animal shelter.
- Need for a general, full-service hospital.
- Code enforcement; a full ordinance review.
- A Quiet Zone downtown.
- Improved storm water management.
- Better jobs and a balanced economy.
- Better communication between the City and its residents and businesses.

**What would you like to preserve in Terrell?**

- Historic homes, buildings, downtown.
- Railroad history.
- British Flying Training School Museum.
- All parks, including smaller ones.
- Oakwood Cemetery.
- City library.
- Independent retail (not big box stores).
- Coca Cola Building.
- Southland Building.
- Old City Hall, mini auditorium.
- Having only one high school.
- Drive-in and bowling alley.

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### What one word describes Terrell?

- Homegrown
- Home
- Small
- Heart
- Unity
- Compassionate
- Charming
- Hidden secret

Overall, attendees agreed "Terrell America" represents what America was built on.



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### Visioning Workshop

April 5, 2017



Approximately 40 persons participated in a visioning session over a three-hour period. Six groups rotated around tables facilitated by the consultant. Topics included (1) Traffic; (2) Neighborhoods; (3) Housing; (4) Economic development; (5) Downtown, and (6) Municipal management/operations. After the round table discussions, the consultants briefed the meeting on the smaller group discussions.

In regard to traffic congestion, many points along US 80 were identified as troublesome. The municipal airport is seen as an asset. Walking and bike paths are desirable and a railroad Quiet Zone should be considered. The general appearance of most major corridors is poor.

Overall, Terrell's neighborhoods need infrastructure improvements and improved maintenance of older homes. Neighborhoods across the city would benefit from home maintenance programs, walking and bike paths and more amenities for families. Specifically, workshop participants believe code enforcement is inconsistent and that there



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are few quality affordable housing options anywhere in the city. The large number of housing vouchers is undesirable.

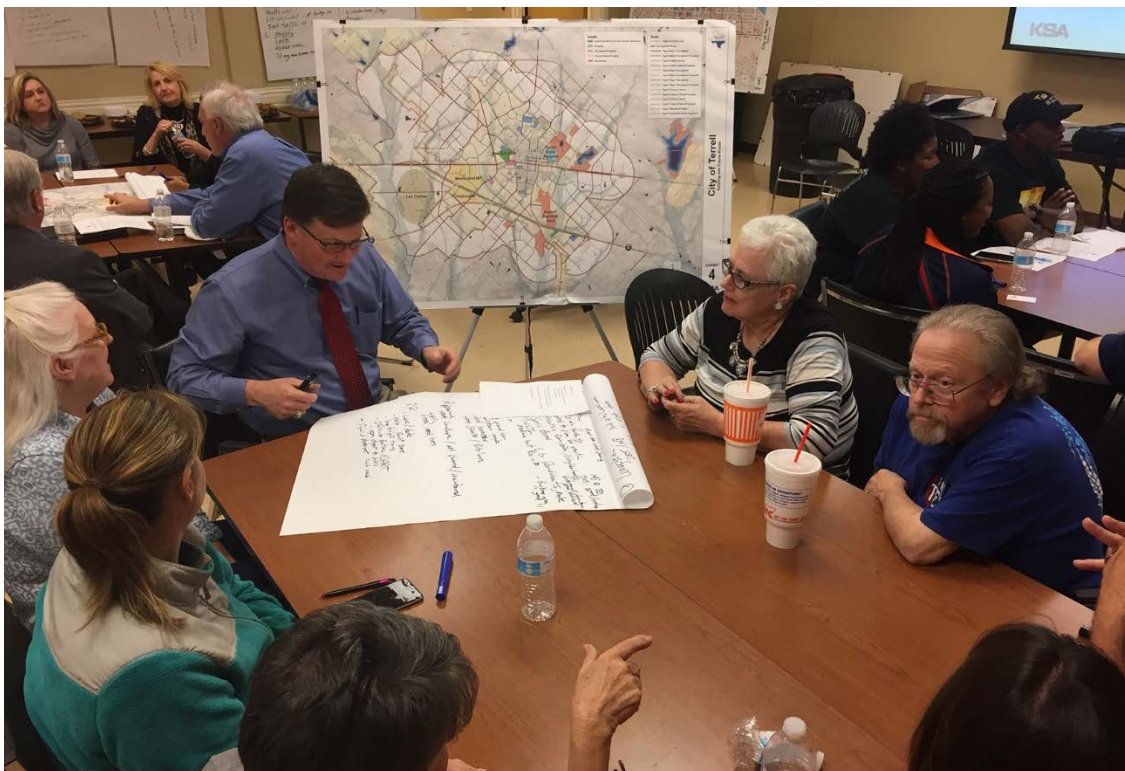
From an economic development perspective, capital improvements that should be on the drawing board include the wastewater system, road improvements in all areas, better lighting in public spaces and neighborhoods, and a hospital with operating rooms and ER. Community assets are: available land reasonably priced; two colleges; municipal airport; airport, and downtown framework.

In regards to the downtown area, participants desire more public spaces, preservation of historic structures, more entertainment and dining amenities and the slowing of traffic and/or diversion of truck traffic off Moore Avenue.

Overall, participants believe that the City is making efforts to spend their tax dollars wisely as well as to generate revenue from other sources. Concerns about code enforcement were echoed throughout the conversations. What is seen as a lack of transparency and poor communication appears to be the basis for complaints about operations.

### **Topic: Traffic**

Facilitator: Jody Short





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### Is traffic congestion a problem in Terrell?

Yes. Several locations and links identified:

1. SH 205 toward Rockwall
2. SH 148 connection to IH 20
3. SH 34 toward Kaufman
4. SH 148, SH 205 and US 80 intersection
5. Large trucks in downtown
6. Incidents on IH 20 impact US 80
7. N/S crossing Moore Ave (US 80)
8. Railroad related
9. School areas during drop off and pick up
10. Routing through SH 34 interchange with US 80
11. Moore Ave (US 80)

Other notes:

- Rush hours are brief, localized, lasting only 20 minutes, Friday afternoons are peaks
- Medians hurt businesses in downtown
- Buc-ee's area well done
- Two-way left turn lanes are a challenge
- More enforcement of speeds and running red lights needed downtown
- Need to plan for growth
- Avoid issues Forney is struggling with
- Airport has opportunities to serve aviation 24/7
- SH 205 overpass at US 80/railroad is needed
- Need a bypass for US 80 to relieve traffic downtown

### Is walking or riding a bike a viable way to travel around town? Should it be, and if so, what changes would need to be made to make that possible?

No, walking and biking are not viable today. Yes, it would be desirable. Suggested improvements are:

- Sidewalk improvements done with the Safe Route to School project were positive
- Sidewalks needed all around town
- Bike lanes and trails are needed
- A recreational trail that would be a destination is desired
- Downtown has some pedestrian facilities, but needs connections to surrounding area
- Need separation between vehicle traffic and pedestrians



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- Need more walking routes to schools
- Downtown sidewalks are too small
- Need routes parallel and separated from US 80

### What do you think about the appearance of the major corridors in town?

Appearance is generally considered to be poor. Some specific notes:

- Landscaping downtown needs improvement
- SH 205 at US 80 landscaping needs improvement
- Alley north of railroad in downtown could be improved
- SH 205 approach from Rockwall needs to be cleaned up/improved
- TxDOT maintenance of US 80 is not kept up with needs
- Trash/debris pick-up needs improvement
- Railroad does not allow residents to clean-up of RR right of way.
- Need “Welcome to Town” markers
- Signage to performing arts center is good
- Football stadium needs better parking
- School theme decoration in downtown is good. Need more
- Street festival would be enjoyable
- Need better lighting
- Need more trees
- Building facades need restoration
- Code enforcement at entries to town is needed

### How does the railroad impact the city?

There is a split relationship. Some love it, some hate it, and some, both from time to time.

- Desire expressed for passenger rail stop. Could be DART or Amtrak stop like at Mineola.
- Need to better utilize the depot building
- The railroad is good for industry
- Causes noise and congestion
- More grade separations would be good
- A Quiet Zone through town would be good
- It separates the town mentally, physically, and economically





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### **Topic: Neighborhoods**

Facilitator: Jay Narayana

The visioning discussion about neighborhoods was framed around the positives and negatives of neighborhoods in addition to the desired characteristics of future neighborhoods. Various neighborhoods in Terrell are generally organized by location relative to downtown. Specifically, the older, pre-1930s traditional neighborhoods are located just north and south of downtown and the post WWII neighborhoods form an outer ring around the older traditional neighborhoods.

#### Overarching comments; applicable to all neighborhoods in general

- Some schools are not convenient for students since they are bused to different campuses not necessarily in their neighborhood
- All neighborhood parks need to be maintained at the same level; more landscaping needed
- Look for new park opportunities on city-owned properties
- Neighborhoods help to be more organized to liaise with the city
- Activities are needed to get neighbors more involved (street/block parties)
- Condition of streets in most of the neighborhoods is poor
- Need to encourage rehabilitation of existing homes
- Need more young families (negative perception of the schools an obstacle)
- Churches in the neighborhoods help create a sense of community
- More street lighting for safety and security
- Need higher standards for homes throughout the city

#### Pre-1930s Traditional Neighborhoods

The input regarding these older neighborhoods is organized by neighborhoods north of downtown and neighborhoods south of downtown.

#### North

##### *Positives:*

- Like the large lots
- Mature trees are an asset
- Traditional neighborhood has good bones with respect to historic architecture; it's unique and has international recognition
- Like the church bells and trains; adds to the Terrell's small town character
- Still wildlife in the area – living symbiotically with the neighborhoods because of trees and heavily wooded areas



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- Streets generally have curbs, gutters and sidewalks (but often not well maintained)
- Lowest crime in and around downtown (but the moving of the police department away from downtown is not good)
- Historic fabric and feel of the neighborhood is something to be valued
- Walkability in the older neighborhoods is fairly good
- Keep historic homes, but rehabilitate them

### *Negatives/Areas for Improvement:*

- There are no neighborhood parks in the area
- Many blocks have no consistent sidewalks. If they exist, they need a lot of maintenance and reworking
- Older neighborhood streets don't have consistent curbs and gutters
- Some streets are too wide (speeding cars on Frances, Virginia and 9<sup>th</sup> Streets)
- Speeding on US 80 (especially at night)
- Need signage directing people to parking (limit parking spillovers into the neighborhood streets)
- Lighting of the neighborhood streets is poor (especially due to tree canopies blocking the lights results in a perception of not being safe)
- Many of the historic homes in the neighborhood need rehabilitation and/or maintenance (Incentives from the city are needed to facilitate this)

### South

#### *Positives:*

- Two neighborhood parks (Breezy Hill Park lacks updating and maintenance; and Stallings Park, which is better maintained due to neighborhood ownership)
- Less vandalism is observed in the south side schools because of a sense of community ownership of the schools
- Stallings neighborhood has good bones and historic significance to the city as an African-American neighborhood. The neighborhood has a mix of new and older homes

#### *Negatives/Areas for improvement:*

- Streets are a problem (too narrow, no curbs and gutters, sidewalks are badly needed, need maintenance)
- Several homes are in dire need of maintenance and upkeep
- Code enforcement challenges (sheer volume of calls) and selective code enforcement is a problem



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- Stray animals
- High concentration of rental homes
- Need more single-family infill
- Need a park near SW Christian College (some public place for the students)

### Post WWII Neighborhoods

#### *Positives:*

- More home ownership here
- ISD is investing in an Excel Center which is a positive thing
- Some of the newer neighborhoods (built in the last 20 years) have sidewalks due to schools and the Safe Route To School (SRTS) program which has changed the neighborhood when implemented
- Neighborhood streets with cul-de-sacs are often good for families with children (perception of safety)
- Some newer neighborhoods have HOAs that maintain some minimum standards

#### *Negatives/Areas for improvement/Future Neighborhood Characteristics:*

- Many subdivisions built in the 60s, 70s, and 80s don't have sidewalks
- Need higher standards for new and existing homes
- Increases in home values will help the property values of surrounding areas
- Want to discourage the "tract home" look
- Some have homes that are too close together
- Need to have better façade design standards
- New and existing neighborhoods; need more neighborhood parks within ¼ to 1 mile of a home with the ability to walk or bike to it (could be smaller pocket parks)
- Bikeability is important, especially through neighborhoods
- Need more outdoor activities for kids
- Residents park on the driveways and streets and sometimes block the sidewalks
- Trails are important





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### **Topic: Housing**

Facilitator: Ken Coignet

#### Background

- Participants were passionate and involved.
- In six groups, participants included a former code enforcement officer who was somewhat critical of the lack of support the officers receive from staff and Council.
- Another group commented on the failed rental ordinance.
- Some blamed all of the housing problems on the landlords.
- Inconsistent code enforcement was noted.
- Others were concerned with solutions. It was their idea to educate landlords and provide education materials for potential home owners.

#### Question 1: Is code enforcement a problem? If so, how?

- Inconsistent enforcement
- Lack of communication/knowledge
- Officers not personable
- Officers not properly trained
- City should be more aggressive with perpetual offenders
- Hold landlords accountable
- Enforce standards on everyone
- Enforcement abrupt; no discussion
- Citizens need more direct communication with the City (Social media)
- City is mowing lots, thus removing incentive for land owners to improve them
- Officers need support from staff and City Council

#### Question 2: How do you perceive the quality and quantity of existing affordable housing units in Terrell?

- Poor quality
- Single family rental units are the biggest problem (poorest quality)
- Lack of inventory
- Apartment units in decent shape
- Section 8 unit owners not concerned about rent, because of subsidies
- Lack of choices for purchase
- Units don't pass inspections for first-time buyers
- Inventory is being purchased for rental properties, not home ownership

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- Poor quality related to rentals, and lack of ownership; renters move from unit to unit
- Houses look like junkyards
- Older homes in terrible condition
- Amenities not available in many neighborhoods

### Question 3: What can be done to improve the quality of existing stock?

- Zoning changes
- Hold landlords accountable
- Provide education to landlords of expectations to operate in Terrell
- Better communication with City Hall
- Educate renters of rights and responsibilities
- More police presence at apartments

### Question 4: How can the City increase the quantity and quality of affordable housing in Terrell?

- Enforce codes consistently
- Educate landlords
- Educate potential home owners; some people don't know that they may qualify for a loan
- Engage local real estate agents
- Host housing events (seminars)
- Decrease regulations



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### Topic: Economic Development

Facilitator: Jason Claunch



### Opportunities for Growth

- Attract major employer (Fortune 500)
- Hospital
- Upgrade Tanger Mall
- Neighborhood revitalization
- Marketing (use Hotel Occupancy Tax)
- Recruit retailers and retail developers to expand retail
- Focus on IH 20 near Buc-ee's
- Recruit "Dallas" concepts so no need to travel to Dallas
- Designate land south of IH 20 for more commercial development
- Improve neighborhoods to retain "choice" employees that choose to live elsewhere
- Capitalize on "east" side of town near Mall and link with downtown
- Pursue tech and manufacturing companies
- Increase quality of restaurants
- Music/Entertainment

### Capital Improvement Priorities

- Water system in older neighborhoods





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- Sidewalks in downtown and neighborhoods
- Bike lanes
- Invest in IH 20 area
- Hospital
- Better signage
- Sewer maintenance
- Fiber optics
- Business park roads
- Human capital
- Fix “bumpy” roads
- Neighborhood lighting

### Economic Development Priorities

- Downtown
- Sidewalks
- Prepare infrastructure for growth
- Focus on SH 34/IH 20 area
- New roads
- Storm improvements
- Attract anchor
- Expand restaurant choices
- Residential revitalization
- Expand housing inventory and choices
- Increase quality of life (golf, activity, entertainment)
- Destination restaurants

### Assets

- Available land
- Two colleges
- Existing infrastructure (freeway, road)
- Community
- Accessibility
- Value point of real estate is attractive
- EDC
- Airport
- Downtown framework

### **Topic: Downtown**



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Facilitator: Francois de Kock

Six groups were asked four questions. The following summarizes responses.

Would you like to have small parks and plazas in downtown? If so, what would you like to see in these places?

- People want to see open space in the form of pocket parks and plazas.
- Items mentioned by more than one of the six groups participating include:
  - Walking paths/trails
  - Seating
  - Restaurants/places to eat including lunch and outside dining
  - An outdoor stage for entertainment and live music
  - Food trucks
  - A farmers market under SH 34 bridge
  - Water in the form of splash pads and fountains
  - Trees
- A dog park and play area for children were mentioned by one group, while another group mentioned a park like Clyde Warren Park.
- Bicycle paths, a skate park and picnic tables.

If you like the idea of housing downtown, what would you like to see?

- Lofts and mixed-use development
- Architecture of townhomes and future housing to be in context of the historic look of downtown
- A Quiet Zone in downtown as well as the diversion of US 80 traffic
- Lots set aside to make downtown housing possible, as well as grant funding
- A parking garage

What would make you come downtown more?

- Restaurants and places to eat featured throughout, specifically full service restaurants open until at least 10 p.m.; also, outside dining and no fast food venues
- A winery, pub/micro-brewery and bistro (similar to Forney)
- Entertainment was mentioned more than once
- Other items included shade/canopies, pedestrian lighting, landscaping and better signage
- Concerns were downtown vacancies and housing that needs fixing

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### What is your vision for Moore Avenue (US 80) through downtown?

- Trucks are a concern; it was suggested that trucks be diverted
- Aesthetic improvements of the streetscape including landscaping and specifically the approaches to downtown
- Improved lighting
- Items mentioned at least once included:
  - Slower speed limit
  - Traffic enforcement
  - Bike lanes connected to the surrounding areas
  - Outside seating
  - Awnings/canopies
  - Road cleanliness
  - Fewer used-car lots
  - Public restrooms
- Cross walks with working pedestrian lights and pedestrian warning lights
- Buildings need to be functional, up to code, and occupied
- Parking along the railroad and moving building entryways to the railroad side







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### **Topic: Municipal Management/Operations**

Facilitator: Linda Pavlik

Overall, participants believe that the City is making efforts to spend their tax dollars wisely as well as to generate revenue from other sources. What is seen as a lack of transparency and poor communication appears to be the basis for complaints about operations.

- A concern exists whether the City can catch up with the challenges that have presented themselves in recent years.
- A perception exists that dollars are not being invested equally city-wide.
- Several participants said that ALL core services need improvement.
- There is an understanding that user fees are a cost of doing business. They are perceived to be lower here than in other cities.
- Small businesses cannot afford to pay Terrell's impact fees; they should be geared toward large businesses and heavy industry.

Code enforcement should be restructured and strengthened. There is a concern that codes are being applied inconsistently and that a bias exists among certain segments of the population and areas of the city.

- Property owners must adhere to the City's standards, though oftentimes, it is not clear what those standards are. Some standards currently on the books are not relevant; others are not restrictive enough.
- A rental (habitability) inspection ordinance is needed.
- Code enforcement should engage with the neighborhood associations and community leadership.
- Many inconsistencies exist in the way downtown properties are addressed, depending on whether the building is owner-occupied or rented.
- Stricter rules should govern junk yards and disposal facilities.

Participants were divided in their opinions about Terrell's infrastructure. While several said that Terrell's dollars have been well spent, others commented that the roads are in the "worst condition" ever.

- Growth will require new infrastructure across the board.
- Can utility revenue be used for streets and sidewalks?
- Terrell lacks "feel good" public spaces; such as parks, recreational areas and sidewalks.



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## Phase Two: Downtown Focused Events

### Downtown Individual interviews/meetings

**Brian Brown**, Airport Board Member

May 16, 2017

Brian Brown, who currently serves on the Terrell Airport Board, moved here several years ago, having retired from an entrepreneurial business which had him moving to large cities across the U.S. Coming back to the Dallas area was attractive, and at the same time, he saw the general aviation airport here as a preferable place to hangar his plane. Currently, his wife commutes to Dallas daily for her job. He fondly calls Terrell a “hidden secret, throwback town.” He enjoys establishing relations with third-generation Terrell residents.

A major consideration in choosing Terrell as the couple’s home is the level of cultural diversity that exists here. He suggests marketing to academics because he believes this population subset is attracted to an environment that offers a range of cultures. He suggests demonstrating the city’s multi-cultural pride by developing an annual event themed accordingly.

With growth being “inescapable,” he believes it is imperative that the “personality” of Terrell be preserved although it will be a marketing challenge demanding much creativity. Terrell is a “city with a soul,” not a suburb. Marketing requires a balance that points out the proximity and convenience of Terrell to Dallas.

His senses there is a general attitude of resignation that Terrell must automatically sacrifice the personality of the community to grow. Having visited and lived in a wide variety of towns and cities, he knows that not to be true. He agrees that many communities in the vicinity have sacrificed character for growth, but only because they’ve chosen to do so. Terrell can maintain what is its most valuable asset by making the city’s unique personality a priority and a key component in the Comprehensive Plan and Downtown Plan. The chemistry that makes Terrell what it is comes from the people. In order to preserve and perpetuate what makes a wonderful city, new residents should be encouraged to come here because of “who we are and what makes Terrell a special and wonderful place.”

Terrell must commit to its enhancement, preservation, and perpetuation. If this is not done, Terrell will cease to be Terrell, and no matter how successful the plan is executed in beautifying the city “we will have failed,” he said.



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Estimating that about 60 percent of Terrell's housing stock is rental, Mr. Brown wants landlords to be held accountable. The older vintage homes should be preserved.

Specifically, in regards to the downtown area, his ideas include:

- Marketing to the millenials and inviting them to help shape their own community.
- Creating a farmer's market similar to the one in Rockwall.
- Allowing bed and breakfast options; they do not create traffic issues and they are licensed.
- Repairing streets is an absolute necessity.
- Looking at the Bishop Arts District in South Dallas as a template.

Growth has been projected for 35 years here, but nothing has happened yet. Of course, the community will be skeptical when it hears about the Comprehensive Plan, he predicts.

The municipal airport should be a key component in marketing Terrell to current and prospective residents and businesses. It offers an opportunity to attract desirable and affluent persons to Terrell and deserves to be an object of civic pride.

Mr. Brown suggests devoting a session to this marketing challenge, in an open forum. He believes that Terrell's future is "on our minds, consciously or subconsciously although it's an issue over which many of us feel we don't have control. We need to become impassioned with its importance."

"We live in a time when a city like Terrell, with its proximity to a major city, is a rarity that would be deeply appreciated by people who don't believe it exists in today's world. I know, because I was one of those people," he summarized.

**The Rev. John Lowrie**, Pastor, First Baptist Church; President, Terrell Ministerial Alliance  
May 16, 2017

Pastor John Lowrie moved to Terrell from Abernathy 11 years ago. First Baptist Church, where he pastors, is attended by about 350 people on Sundays.

Terrell, with its small town feel, has a good community spirit among its leadership and the core of community. There are plenty of volunteers and a willingness to serve. Terrell's character is epitomized by the old homes along Griffith and Elm Streets.





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In regards to downtown, its strengths are its local businesses; the “good bones” of older buildings and people who are walking around there now. On the other hand, its weaknesses are the community’s low self-esteem. “We must better the perception,” he says. The racial tension here affects cooperation among the residents. The school district is a challenge and many parents seek other options

Among downtown’s obstacles to overcome are the lack of resources to upgrade buildings, the lack of an aligned vision and the need for more parks. He wants to see redevelopment extended beyond Moore Avenue and then acknowledges SH 80 is difficult to address due to traffic. A central plaza should be created.

“Anything we can do to draw the community in is important,” Pastor Lowrie said. There should be more focus on destination events. The school district’s new sports facility will turn perception around (i.e. State Tournaments or Little League World Championships).

“Challenges facing the residents are big,” he said. There is uneasiness with the culture and consequently the need to foster a community that is safe where one can relax and enjoy the general atmosphere. Families need play areas, like splash pads and playgrounds. The town’s people use the church playground now. With basketball being huge in Terrell, more outdoor courts are needed for all ages.

Pastor Lowrie suggested a Magnolia Station like in Waco for Terrell with food trucks, family movie night, etc.

He feels very safe in Terrell. In the past he has lived in rent houses and not felt safe. A huge problem is there is nothing of quality to rent. “This situation will be hard to change,” he said.

**Randy Lochhead, Downtown Property Owner**

May 16, 2017

Randy Lochhead, a major property owner inherited much land from his family and father. In fact, many properties have been in the family for over 75 years. He has also purchased several properties in the recent years. Among these are: 120 E. Moore Ave. and 109 Moore Ave., a block south of the rail line between Rockwall and Frances.



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Worried about the vacant buildings in downtown, Mr. Lochhead is happy about SH 80 and the traffic that it brings into downtown. He is concerned that with growth, traffic may bypass downtown.

Most of his properties are rented out to local businesses (no national chains) and are occupied by Kountry Kitchen, a picture frame company, a custom T-shirt shop, a dress shop, a bar, a pet grooming shop, and a finance company. Upper levels of his buildings are not being used, with the exception of one residential unit above the T-shirt shop.

Concerned about business/tenant turnover, he believes that certificate of occupancy requirements make redevelopment and rehabilitation too expensive. Some of his tenants have experienced inconsistencies at City Hall when applying for a certificate of occupancy. A handful of tenants have been approved while others are cited for building code violations that have not been enforced on others.

Parking is a challenge. Adding parking at the city-owned lot at the corner of Adelaide Street and Moore Avenue could help. The City should enforce the 2-hour parking limit. Also, the City should keep the façade improvement grant program because of its many benefits.

**The Rev. Richard E. Rollerson, Jr.**, Pastor, Bethlehem Baptist Church, President, Terrell Minister's Union

May 16, 2017

The Rev. Richard E. Rollerson, a native of Dallas, moved to Terrell 23 years ago to pastor Bethlehem Baptist Church. He is president of the Terrell Minister's Union and the Friendship District Congress of Christian Education of the greater Dallas/Fort Worth area. Working with other churches, he leads an annual Thanksgiving celebration that "demonstrates the love in our community," he said.

Pastor Rollerson believes the job market in Terrell is good. "If a person wants to work, there are jobs," and the job market here is improving. Providing affordable and quality housing options is a challenge. Some residents cannot afford to buy a home, and codes must be enforced for rental residential properties. He noted that West and South Dallas have made many changes, for the good, and that Terrell can do likewise. Some neighborhoods are making every effort to keep up their properties.



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Terrell is preserving its inner city, not like what has happened where the original neighborhoods have been wiped out in cities such as Plano. Liquor stores should not be allowed in residential areas. The railroad splinters the community, and housing vouchers should be dispersed throughout the city. He would like to see the impact fees being paid by residential developers adjusted to encourage more construction. In fact, incentives should be provided to builders who will come into the city and construct new houses.

In talking about the school district, he said that more parental support is needed; teachers shouldn't replace parents. The district's diversity is among its strengths.

Downtown's potential is great, if properties are upgraded and its historical assets are preserved. New infrastructure is needed.

All that is occurring now in Terrell is positive, Pastor Rollerson believes.

**Gayle & Ron Harris**, Downtown Property Owners

**Margaret Briggs**, History Advocate

May 17, 2017

In this stakeholder interview, Ron and Gayle Harris, owners of Books & Crannies/Silhouette Resale, were joined by Margaret Briggs, a representative of the British Flight Training School Museum, to talk about their vision for downtown Terrell. The Harris' own the two shops, two apartments and a 40-seat theater. His father is a former mayor. All three individuals have an intense interest in preservation.

Overall strengths are its small town environment; the character of its people; its rich history with the first British flight training school in the United States, and the fact that it is a "real community." The people are very patriotic, and the municipal airport is a strength.

Downtown's strengths include the following:

- Community Center
- Christmas parade
- Historic buildings
- American National Bank
- 7-8 businesses that have been there 20+ years
- Great businesses and owners
- SH 80





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Downtown's weaknesses are:

- Vacant buildings
- Terrible parking
- Owners who don't maintain their properties
- Train noise
- High taxes
- Difficult to get support for downtown (the Chamber of Commerce should move downtown)
- No downtown association

Their visions for downtown include the following:

Beginning now for 3 years

- Fixing older buildings and making façade improvements
- Repairing critical streets and alleys
- More murals and events
- Dallas partnership with Chamber tours for trips to Terrell for shopping and entertainment downtown
- Signage to promote downtown

In 3-5 years

- Winery and brewery
- Walkable; pedestrian-oriented
- Building awnings
- A busier place

**Becky Sullivan**, Long Time Resident / Property Owner

May 17, 2017

Becky Sullivan, a lifetime resident and retired library director, loves the sense of community that manifests itself in volunteerism and civic engagement. Her family-owned business, Southland Athletic Manufacturing Co., was established in 1946 and has provided local jobs and a national awareness for Terrell. The original building is a well-established landmark.



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She likes the diversity here; the community is not homogenous and there are no cookie-cutter approaches to community planning. Years ago, the population was 50 percent Anglo, 50 percent African American. Today, it is 30 percent Anglo, 30 percent African American and 30 Hispanic with a small number of Asians. Community leaders are working to overcome the poor perception of the ISD. Cultural differences are among the reasons why Terrell schools are thought of as low-performing, and the community is working hard to boost the school district's image. The railroad tracks continue to be a cultural and social barrier.

Ms. Sullivan recalls that it was the Terrell Chamber of Commerce which began convening meetings with community leaders on a weekly basis, and that group evolved into the Terrell Economic Development Corp. Today's challenge, she says, is that while the EDC has been successful in creating jobs, they are blue-collar positions. Adequate and affordable housing is of great concern at the present time.

The EDC is too focused on industry (such as distribution centers) and has ignored downtown. Incentives should be offered to small businesses to invest in downtown properties in order to create a vibrant area that is a draw for local residents and visitors from out-of-town alike. "Downtown should be a vibrant place, with no chain retailers. We should maintain all that is special."

Quiet Zones are vital for the redevelopment of downtown. Older buildings would be perfect for boutique hotels; and the Southland Building could be a "fabulous" performance center. The area must be pedestrian friendly, she believes.

An inspection policy should be put into place for rental properties, because of Terrell's changing demographics. There is a need for housing vouchers at this time, but renters who use them should be assured that the properties are clean, safe and meet city codes. In fact, code enforcement officers should be ambassadors for the City, helping property owners to understand city ordinances and regulations. Moreover, the City should improve in all aspects of the ways in which it communicates with the citizens.

In discussing her vision for Terrell, Ms. Sullivan said the community should take pride in its diversity. Downtown should be where creativity and the arts take a bigger role.

#### **Downtown Focus Group Meetings**

#### **Terrell City Council**

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May 16, 2017



Redevelopment of downtown was the topic of a special called meeting of the Terrell City Council on May 16, 2017. Participating were Mayor D. J. Ory, Mayor Pro Tem Sandra Wilson, and Council Members Charles Whitaker and Tim Royse; City Manager Torry Edwards, Assistant City Manager Mike Sims, and Municipal Development Director Charles Fenner.

The consulting team presented an overview of the economic and market analysis underway as part of the Comprehensive Plan and Downtown Plan that outlined strategies for downtown redevelopment and economic successes. Observations that have been made to date during this part of the study include:

- Limited destination uses and no cohesive feel towards an overall brand. Lack of vibrancy and experience.
- High vacancy and lack of retail/restaurants in the core.
- Limited residential options in the core.
- Lack of a central park, green space or lawn for programming, activation and social gatherings.
- No real definition of a downtown entryway to support a defining sense of place and arrival into the core downtown.
- Lack of downtown signage makes it difficult to navigate from place to place.





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- Historic streetscape has limited landscaping, disconnected sidewalks and lack of cohesive feel.
- Downtown has a lack of vibrancy and no clear merchandising mix.

Mayor Ory set the tone for the discussion by saying, “I want a return on our investment in five to 10 years.” Critical is the alignment of land use with a market strategy. By focusing on three blocks and emphasizing livability and walkability here, the catalyst will be created for successful redevelopment.

Mr. Edwards said the consultants will be helping the City to select what elements of a viable downtown should be front and center going forward. The Comprehensive Plan and the Downtown Plan will provide the long-term development strategies, and ultimately, the attendant costs will be factored in.

It will be important to determine whether the City should close any of the 13 railroad crossings in the city. Mr. Sims noted that an existing Quiet Zone study is 10-years-old and a new one should be conducted.

Creating a synergism among restaurants and businesses in downtown will be the basis for downtown’s future successes. Restaurants are among the fastest growing sectors in the U.S., and a family-friendly pedestrian environment will welcome engagement and “spending.”

#### Vision Statement

Council members shaped draft vision statements with the following key words and phrases:

- Slow, quiet, renowned, beautiful, majestic
- Escape from urban living
- Finding your way through downtown
- Where history and entertainment converge

#### What would it take to get there?

Among their recommendations for elevating downtown Terrell’s brand are the following:

- Temporary closing of streets
- Downtown events

When asked about the “low hanging fruit,” participants listed the following actions that they believe will “energize” downtown:

- Enhance park structure

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- Create space; spray park
- Plant and maintain landscaping
- Encourage redevelopment of historic structures
- Enhance the development code
- Clean up the area
- Install historical markers; create a map of the historic area
- Emphasize the history of downtown and city in all that is done

### **Terrell Economic Development Corporation, Terrell Independent School District & Terrell Chamber of Commerce**

May 16, 2017



Participating in a discussion about how to shape the future of downtown Terrell were the following community leaders. Representing the Terrell Economic Development Corp. were Rick Carmona, chair; Jack Jones, vice chair; and Danny Booth, president. Representing Terrell ISD were Dena Risinger, board president; Michael French, superintendent, and Dr. Jason Gomez, deputy superintendent. Representing the Terrell Chamber of Commerce was Donna Riley, tourism director. Also present were Mike Sims, assistant city manager, and Charles Fenner, municipal development director.

The consulting team presented an overview of the economic and market analysis underway as part of the Comprehensive Plan and Downtown Plan that outlined strategies for

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downtown redevelopment and economic successes. Observations that have been made to date during this part of the study include:

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- High vacancy and lack of retail/restaurants in the core.
- Limited residential options in the core.
- Lack of a central park, green space or lawn for programming, activation and social gatherings.
- No real definition of downtown entryway to support a defining sense of place and arrival into the core downtown.
- Lack of downtown signage makes it difficult to navigate from place to place.
- Historic streetscape has limited landscaping, disconnected sidewalks and lack of cohesive feel.
- Downtown has a lack of vibrancy and no clear merchandising mix.

In the presentation about traffic and transportation challenges, the consulting team discussed the benefits of “Quiet Zones” adjacent to rail operations; short term traffic flow, sidewalks and parking improvements; long-term improvements along Moore Avenue, and downtown possibilities such as small parks and green spaces; performance venues, civic center, and in-fill residential development.



When asked to comment about what they would like to see in the future, they listed the following:

- Vibrant downtown
- Better, first-class parks with amenities





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- Downtown living/healthy food options
- Better neighborhoods
- Removal of the railroad as a barrier, thus “integrating” North and South Terrell
- Positive changes in demographics
- Upscale housing (good “value point”)
- Variety of retail
- State-of-the-art ISD and higher education opportunities
- Hospital (full service)
- Walkable downtown with restored buildings and residential options
- Upgraded streets/maintenance

When asked to comment about “the low hanging fruit,” participants listed the following actions that they believe will “energize” downtown.

- Improve and maintain attractive landscaping with uniform trees along SH 80
- Improve signage, showing uniformity and uniqueness (Carefully crafted key words such as “antique store” versus “pawn shop”)
- Put in store fronts and/or take a creative approach to vacant buildings
- Address code enforcement issues systematically and regularly (Adopt codes that address problems not previously addressed by the City)
- Clean-up gateway corridors; discourage liquor stores, pawn shops and other similar businesses from operating along high traffic corridors
- Partner with TISD to create locations for specific curriculums such as performing arts
- Partner with the private sector to develop loft residential options.
- Keep downtown “clean” (Encourage pride “in all things downtown”)
- Use “change” such as American National Bank’s example as a catalyst for area redevelopment
- Close railroad crossings (Frances/Alley and Adelaide/Alley)
- Leverage Union Pacific to help develop small parks
- Redevelop the Southland Athletic building
- Assure that street lighting is unique
- Encourage home ownership
- Incorporate into the brand Terrell’s transportation history, especially rail
- Incentivize building owners, perhaps through an EDC 4B program
- Decrease the number of “Section 8” housing vouchers and encourage home ownership
- Open a farmers market at the Depot



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Other general comments included the perceived problems with housing vouchers and too many rental properties in the city. Focus should be on home ownership, the group agreed. Terrell should not become another Canton with its proliferation of junk being sold at flea markets or another Forney that is “nothing more than a bedroom community.” All agree that Terrell is a very special place, with potential to make it a “great place” to live or to visit.

### Vision Statement

In concluding the collaborative session, participants offered their concepts for a vision statement for Terrell. These include:

- Renewed/Revived/Revisited/Returned Historic Glory
- A clean community atmosphere where the people of Terrell thrive, and, just by our presence, we make each other better
- A historical, family-friendly destination
- Answering the call

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### Small Businesses

May 17, 2017



Participating in a special called meeting of the Downtown Merchants Association were Amber Crisman, Cilla Wichmann, Chad McFarlane, Ron & Gayle Harris, Margaret Briggs, Jenny Heisel, Donna Waymire, Carolyn Gordon, Tim Tharstenson, Jessica Clark, John Patterson, Erin Green, Kristy Dooley, Georgie Bender, Carlton Tidwell, Brenda Newby, Beverly & Jerry Burr, Nancy Feaster, Thelma Marshall and Sarah Hagler. Of these, 12 are property owners, 17 are business owners and 9 are property and business owners. Mayor D.J. Ory also attended.

When asked about how to redevelop downtown, several participants commented that while they believe businesses want to be there, so many buildings are in disrepair that it is difficult to believe a vibrant downtown can be a reality. Their concepts for downtown businesses which they believe would be successful include:

- Restaurants
- Sports Bar
- Wine Bar
- Brewery
- Antique stores





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- Family activities
- Dog park
- Craft stores
- Galleries – Fine art
- Winery
- Retail – consumer services
- Performing arts
- Drug store – Malt shop
- Activity center for teens

The impediments to operating a successful business in the downtown area, in their opinion, include:

- Traffic and access. Speeding cars, dangerous crosswalks, poor sidewalk access and general walkability are all concerns.
- Buildings in disrepair
- Too many empty buildings
- Owners' disinterest in the appearance of their properties
- Walmart is downtown's primary competition. It offers all things to all shoppers
- Cohesive branding not there; lack of marketing
- Hours of operation irregular and limited
- No synergy among businesses and their patrons/shoppers
- Local economy; lack of disposable dollars
- Resting areas (pedestrian comforts not present including public restrooms)
- Perception of the area is poor (not a variety of amenities/offerings)
- Needs aesthetic improvements
- Too many empty buildings
- Rules prevent support from EDC. Creating a 4B funding mechanism would bring much-needed dollars
- Bus station on Moore Avenue needs to be relocated
- Need for designated public transportation; i.e. shuttles, etc.
- High rent
- Lack of signage off IH 20



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When asked about their vision for downtown, participants appeared to be in agreement with most points brought up by their colleagues. They believe that the business community truly is making efforts to work together. The following is a list of their specific ideas and what they believe should be characteristic of their downtown in the future:

- Terrell is a flourishing city with an engaged community.
- Downtown's historic appearance is preserved. There are no dilapidated buildings; they are occupied by "happy" retail businesses.
- Downtown is characterized by a quaint, small town look; and is pedestrian-friendly.
- The cityscape (that of Moore Avenue and adjacent streets) is clean with attractive and well-kept landscaping.
- Downtown is safe.
- Downtown is welcoming to all. There is always an invitation to employees who work downtown during the day to enjoy leisure activities in the evening. Business owners jointly promote downtown. For example, they have themed nights at least once a month and host fun activities that encourage shopping.
- The City provides outstanding event space with good programming.
- This is a bed and breakfast community, adapting older structures and homes for a useful purpose.
- Terrell is a destination. It is an alternative to Canton with a farmers market, antique stores, etc.
- Food and beverage offerings are special here; there are fine dining options at night. Fredericksburg, Boerne and Granbury were named as locations to study.
- Terrell capitalizes on its uniqueness, a bustling, historic downtown, beautiful aesthetics, all with a small town atmosphere.
- A bustling downtown.
- A well-branded downtown.
- Aesthetics of a beautiful place with a historic downtown.

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**Downtown Visioning Session**

May 17, 2017



Approximately 40 community leaders and business owners/managers came together to share their visions for Downtown Terrell and to make suggestions about where to locate future public buildings as well as how to prioritize public spending in the years ahead. The consulting team presented an overview of the downtown master planning process, and attendees broke up into five groups in which a consulting team member facilitated the conversation. Topics were: (1) development of a Vision Statement; (2) mapping downtown for maximum public engagement, and (3) funding priorities. For the purpose of this summary, input from each of the five groups is summarized according to the topics.

**Vision Statement**

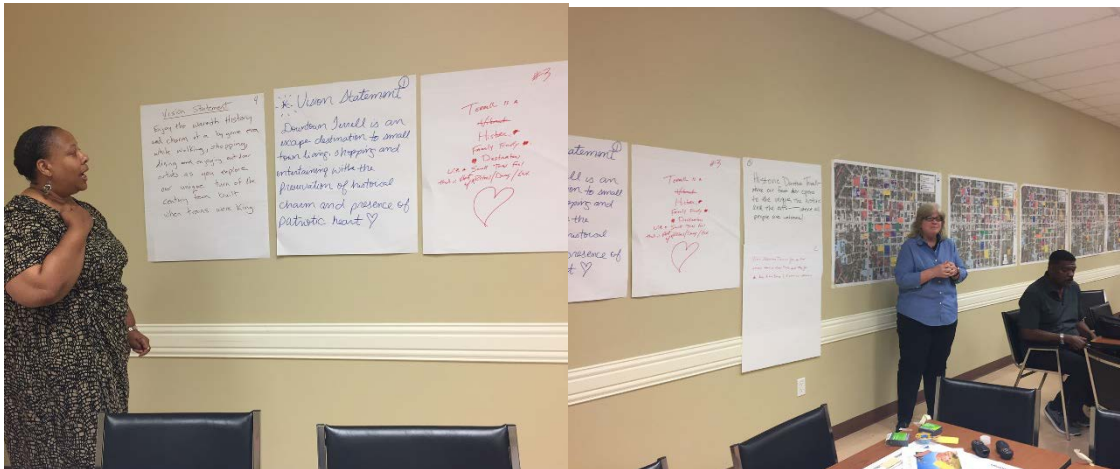
*A vision statement is one sentence that describes the inspirational long-term change resulting from the efforts of an organization. It articulates your dreams and hopes. It describes what you are trying to build and serves as a touchstone for future actions.*

Participants were encouraged to think about the following key words and phrases in their respective discussions. Many of the phrases were captured during other discussions involving community leaders and property owners.



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Renowned, beautiful, majestic  
 Renewed, revived, revisited, returned to its historic glory  
 Escape from urban living  
 Where history and entertainment converge  
 Historic, family-friendly destination  
 Quaint small town that's pedestrian friendly  
 Restored buildings filled with happy retail businesses  
 An aesthetically-beautiful place  
 Happy people benefiting from teamwork among businesses and event sponsorships  
 Retail, dining, specialty shops, entertainment, pedestrian-friendly, open spaces  
 A place that belongs to the community that evolves and prospers  
 Downtown is Terrell's front door  
 People first. Profits will follow





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Below are the vision statements crafted by participants in this meeting:

Group 1 Vision Statement for downtown

*Downtown Terrell is an escape destination to small town living, shopping and entertainment with the preservation of historical charm and presence of patriotic heart.*

Group 2 Vision Statement for downtown

*Visit Downtown Terrell for the best small town in East Texas and stay for the big time living and experience its services.*

Group 3 Vision Statement for downtown

*Terrell is a historic, family-friendly destination with a small town feel that is vibrant with retail, dining and entertainment.*

Group 4 Vision Statement for downtown

*Enjoy the warm history and charm of a bygone era while walking, shopping, dining and enjoying outdoor artists as you explore our unique turn-of-the-century town built when trains were king.*

Group 5 Vision Statement for downtown

*Historic Downtown Terrell – where our front door opens to the unique, the historic and the arts—where all people are welcome!*

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## Mapping Exercise



The groups were asked to participate in a mapping exercise for the consultant team to gain input into the process of redeveloping downtown, in which it is important for the City to define and create public spaces. Participants were provided large downtown maps and "cut-outs" which they were to place on the map. These were to indicate locations for street closures, a downtown plaza, outdoor entertainment venue, indoor entertainment venue, library/public facility, traditional single family homes, downtown living units, and two blanks for new ideas.

All groups indicated their desire to locate a four-block area for festivals in the center of downtown. They also expressed their ideas of where public parking would be located. Recommendations were to locate single-family homes near adjacent neighborhoods. Some groups believe a synergism will exist if outdoor and indoor plazas are located contingent to one another. On the other hand, some believe it is better to put these two facilities at opposite ends of downtown to build interest in all of downtown. Most agreed that street closures for public events should be in downtown's center.



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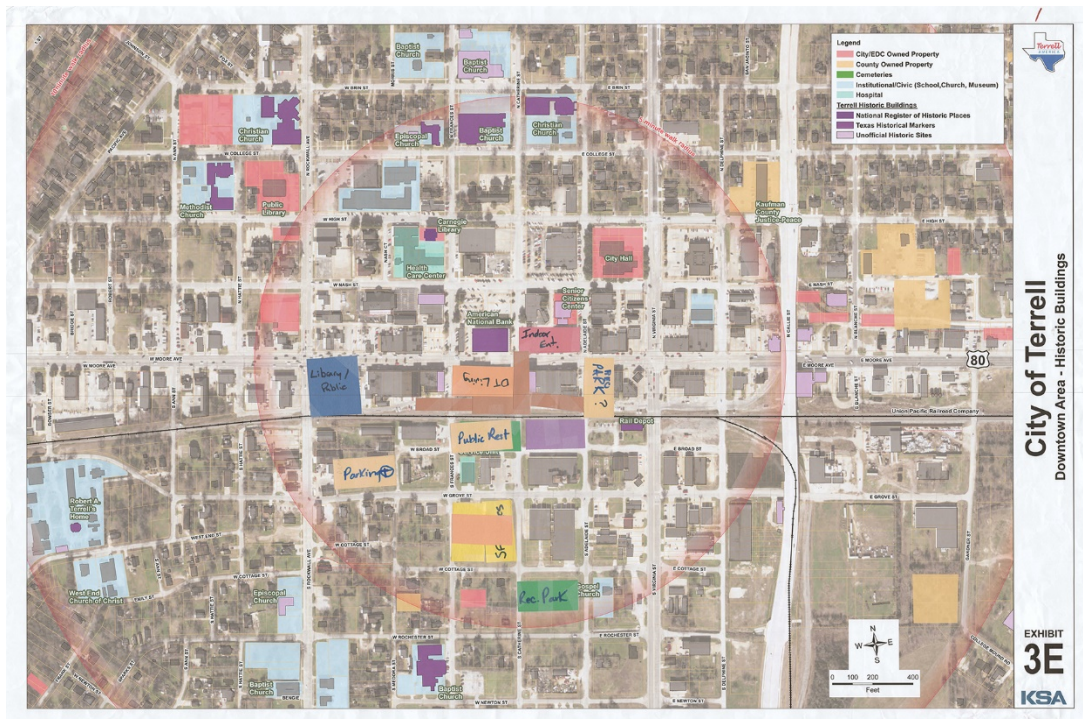
The maps prepared by each group are presented below:



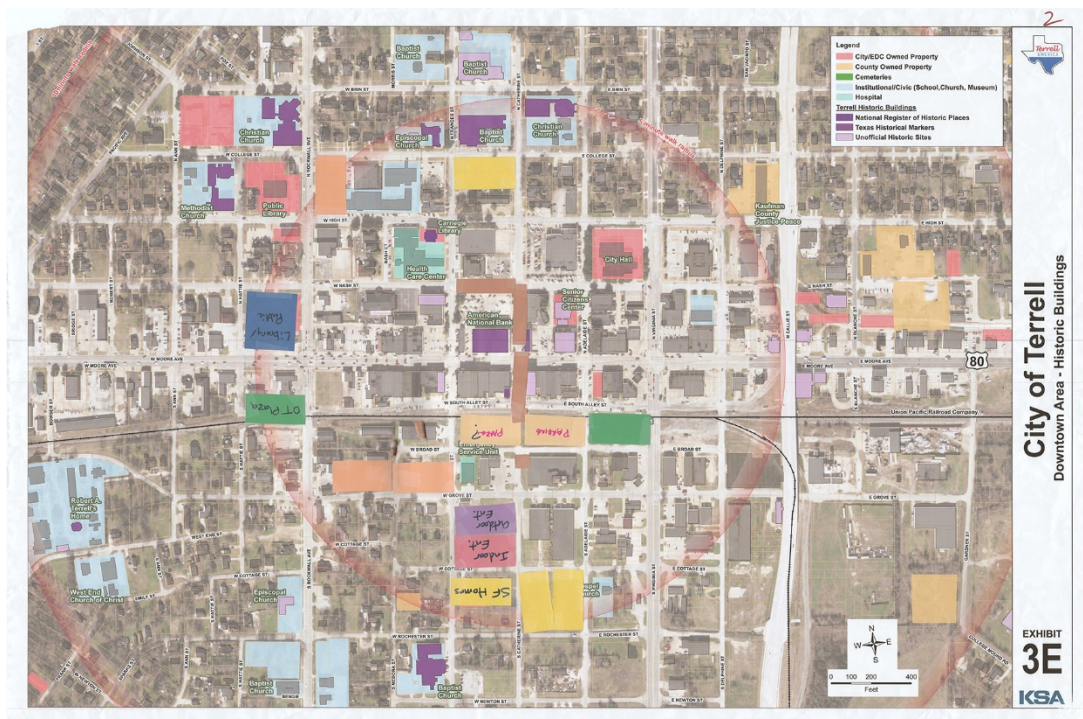


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Group 1 Map



Group 2 Map





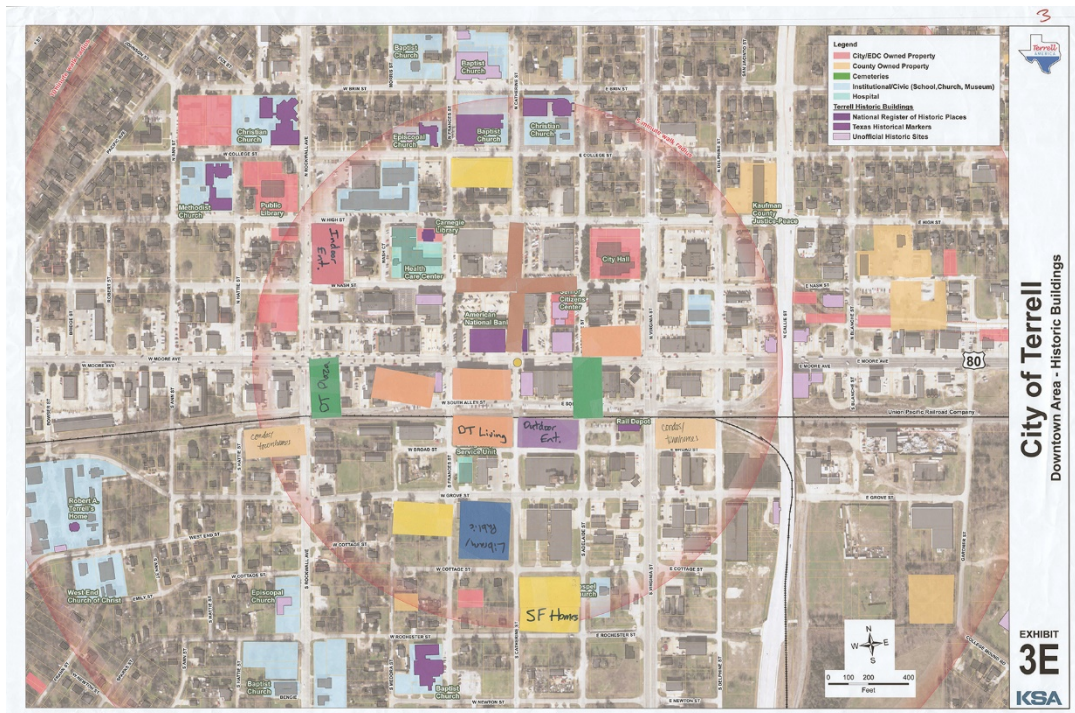


# City of Terrell – Comprehensive Plan

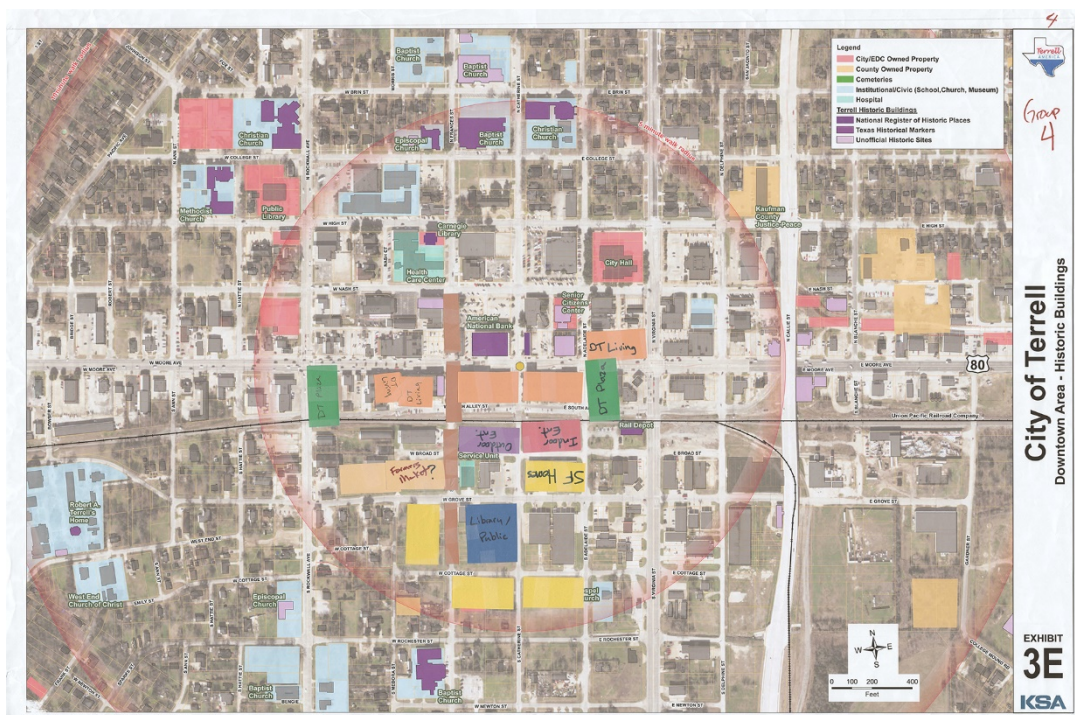


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### Group 3 Map



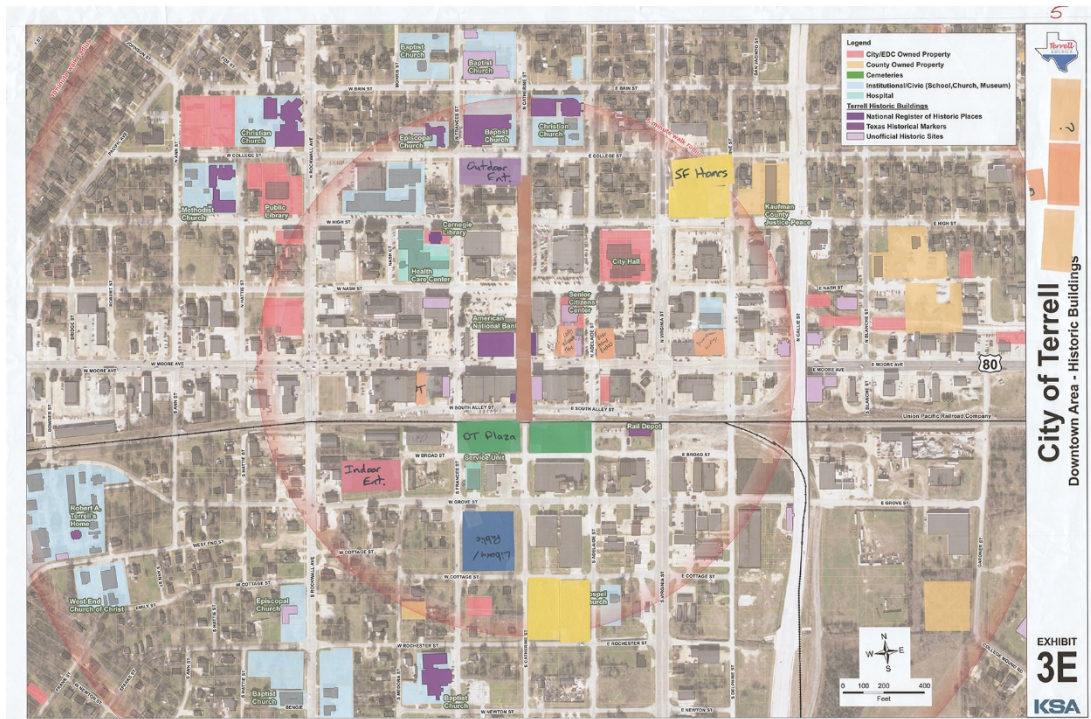
### Group 4 Map





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### Group 5 Map



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**Spending Priorities**

Each of the groups was asked to suggest spending priorities for downtown's redevelopment. Each group's commitment could not exceed a total of \$10 million. Example projects were named without engineering cost estimates; only general sound-number costs were provided for the planning exercise.



Projects prioritized by all 5 groups include:

- (1) Music and arts support; \$0.5M, all five groups;
- (2) Downtown plaza; \$1M, all five groups;

Projects prioritized by 4 of the groups include:

- (3) Marketing support; \$0.5M, four groups;

Projects prioritized by 3 of the groups include:

- (4) City incentives; \$0.5M, three groups;
- (5) Farmers market; \$0.5M, three groups;

Projects prioritized by 2 of the groups include:

- (6) Public parking; \$0.5M, two groups;
- (7) Minor road improvements; \$1M, two groups; (8)

Projects prioritized by 1 of the groups include:

- (8) Transformation of Moore Avenue; \$7M, one group;
- (9) Update Moore Avenue Streetscape; \$1M, one group;



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- (10) New Library; \$7M, one group;
  - (11) Parklets; \$0.25M, one group; and
  - (12) Maintain/update downtown district streetscape; \$1M, one group.

Planning, codes and ordinance updates were listed, with it being noted that no costs were associated with this category.

Group 1

- |                                              |        |
|----------------------------------------------|--------|
| 1. Marketing support (over 10 years)         | \$0.5M |
| 2. Update Moore Avenue Streetscape           | \$1M   |
| 3. New Library                               | \$7M   |
| 4. Music & Arts Event (Support for 10 years) | \$0.5M |
| 5. Downtown Plaza                            | \$1M   |
| 6. Plans, Codes & Ordinances Update          | \$0    |

Group 2

- |                                              |        |
|----------------------------------------------|--------|
| 1. Transformation of Moore Avenue            | \$7M   |
| 2. City Incentives (over 10 years)           | \$0.5M |
| 3. Music & Arts Event (Support for 10 years) | \$0.5M |
| 4. Public Parking                            | \$0.5M |
| 5. Farmers Market (Support for 10 years)     | \$0.5M |
| 6. Downtown Plaza                            | \$1M   |
| 7. Marketing Support (over 10 years)         | \$0.5M |
| 8. Plans, Codes & Ordinances Update          | \$0    |

Group 3

- |                                                   |         |
|---------------------------------------------------|---------|
| 1. Marketing Support (over 10 years)              | \$0.5M  |
| 2. Plans, Codes & Ordinances Update               | \$0     |
| 3. Public Parking                                 | \$0.5M  |
| 4. Farmers Market (Support for 10 years)          | \$0.5M  |
| 5. Downtown Plaza                                 | \$1M    |
| 6. Music & Arts Event (Support for 10 years)      | \$0.5M  |
| 7. Minor Road Improvements (over 10 years)        | \$1M    |
| 8. City Incentives (over 10 years)                | \$1M    |
| 9. Quiet Zone Improvements (smaller zone)         | \$3.5M  |
| 10. Parklets (2 @ 4 events per year)              | \$0.25M |
| 11. Maintain/Update Downtown District Streetscape | \$1M    |



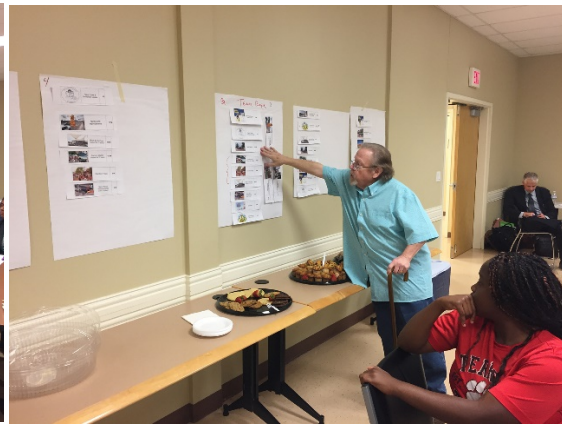
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### Group 4

1. Plans, Codes & Ordinances Update	\$0
2. Quiet Zone Improvements	\$7M
3. Music & Arts Event (Support for 10 years)	\$0.5M
4. Farmers Market (Support for 10 years)	\$0.5M
5. Downtown Plaza	\$1M
6. Minor Road Improvements (over 10 years)	\$1M

### Group 5

1. Quiet Zone Improvements	\$7M
2. City Incentives (over 10 years)	\$1M
3. Downtown Plaza	\$1M
4. Music & Arts Event (over 10 years)	\$0.5M
5. Marketing Support (over 10 years)	\$0.5M
6. Plans, Codes & Ordinances Update	\$0



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### Phase Three: Sharing the Plan's Recommendations

Approximately 57 citizens attended the public meeting on October 19, 2017 to update the community on the progress being made to and recommendations for the Comprehensive Plan and Downtown Plan for the City of Terrell. Leading the discussion were members of the consulting team including KSA, Catalyst, LEE, LPC, Public Management, and Pavlik and Associates.



Overall, meeting participants expressed interest and enthusiasm for the planning process and the general findings. They support balanced economic development and quality of life enhancements.

After introductions, the consultant team shared their findings and recommendations in both presentation and display board format.

The regional conditions studied and presented by the consulting team are summarized as follows: Terrell is economically independent and sustainable. The city has numerous fiscal advantages over other communities. Terrell is a safe city. The focus should be on its high-quality assets and “lifestyle” attractions such as: playgrounds, green spaces, and pedestrian-scale, walkable spaces.

The consultant team has clearly heard from the public that Terrell is the gateway from Dallas to East Texas. It is important to protect Terrell’s unique quality of life and to encourage positive change through “managed” growth. Terrell’s cultural diversity is integral to future successes.

The EDC’s efforts have led to employment opportunities over the past decade. Now the focus should shift to recruiting employers who seek a highly educated workforce. Terrell



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needs more amenities similar to those of nearby cities who actively recruit business relocations. These include:

- Safe playgrounds;
- Parks;
- Trails;
- Gathering venues, and
- “Things to do”

Terrell is a stable community as demonstrated by its high value remodels; surging new construction, and quick sale of single-family homes on the market. By shifting the focus from the creation of low paying jobs to a quality of life strategy, people will continue to make their home here. This strategy will also increase the number of business and family relocations. There must be an emphasis on core housing; from first time buyers to executives.

Terrell should be branded as:

- A youth sports and recreation destination;
- A family-oriented community;
- A Medical, Health and Science Regional Center, and
- A place with rich history which is being preserved.

The planning process has established six goals for the city.

- Preserve Terrell’s small-town heritage, cultural diversity, and jobs/housing balance that make the community unique.
- Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.
- Become the regional destination of choice for doctors, medical facilities, health sciences, research, and medical services education.
- Become the destination of choice for parks, youth recreation, and youth sports tournaments.
- Grow by creating a climate that welcomes investment by employers who offer high wage jobs and homebuilders who offer high quality homes.
- Develop the IH 20 corridor with high quality retail, entertainment and destination uses connecting the Dallas Fort Worth Metroplex and East Texas.

During the course of the two-hour meeting, consultants facilitated individual and small group discussions in which participants offered their comments and opinions in regards to relevant topics. Several subjects prompted more input than others. The discussions took



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place at six stations, each of which contained graphics and maps about a specific topic. Participants were encouraged to provide their comments on both comments cards and sticky notes. The following captures the input received during the evening:

### COMMUNITY INTEGRITY

Some participants commented on their dislike for a strong rental inspection ordinance and a need for more sidewalks in older neighborhoods.

- Curbside recycling is desirable.
- The street sweeper should be in place again.
- The City is negative toward multi-family development even if they are of quality.
- The City changes its mind about zoning even after a decision is made. The building process is too long and drawn out discouraging business development.

There was a general appreciation of a design shown for New Traditional Neighborhoods, because the homes would require less upkeep and still provide green spaces. Great for young professionals and empty nesters

### NEW URBAN CENTER

Most of the new multi-use spaces to be located on I-20 corridor. Loft housing downtown is ok if it can be integrated into existing structures.



### REGIONAL MEDICAL CENTER

It was noted that there is a need for an over 50's community near medical facilities and services. A hospital emergency department is critical.

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### QUALITY INVESTMENT

Comments made about the future land use plan included:

- Quality, top rated trade school in Terrell.
- Please rename all our lakes – not inviting.
- The road and trail around the New Terrell City Lake should be a priority.
- Building around Terrell Lake should be prioritized.
- An over 50's nice subdivision with townhomes, homes, walking paths by the Lake would be most positive.

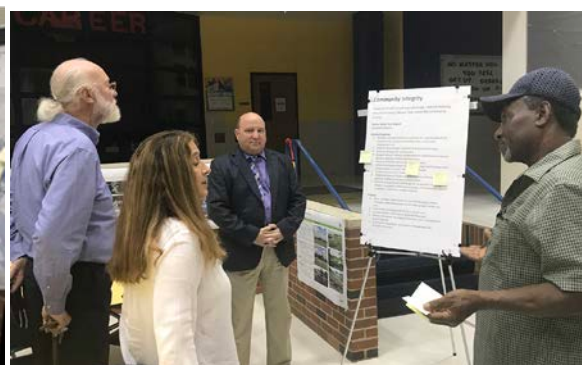
### YOUTH SPORTS & RECREATION TOURISM

With one of the park master plan's goals being system connectivity, it was suggested that a possible partnership could exist with the First United Methodist Church. Priority for Ben Gill Park is the phasing plan as described with a dog park, different elevations through the woods, so there is an interesting walk, and a need for more than one splash pad. It was suggested to change/modify access through the park via Lions Club Road from Brookshire's to 9<sup>th</sup> Street to discourage through traffic.

In the opinion of one participant, Arlie White Park does not get enough attention. At Breezy Hill Park lights need repair and fencing and equipment should be upgraded. Move baseball to rear of the park to open space in front of park. Other upgrades are needed for the lights, fencing and equipment, field, and kitchen.

Stallings Park: There was a question about replenishing the mulch. Is there need for sustainable surfaces?

Specifically, the Pastor of First United Methodist Church expressed the church's interest in a partnership on the plaza across from 503 W. College Street, where the old hospital was.



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### VIBRANT DOWNTOWN

Specific comments about the goals include:

- A Library in Downtown Terrell
- Better and more seasonal decorations.
- Improvement of vacant buildings to make occupancy realistic.
- A periodic walking tour of historic homes in Terrell.
- A Quiet Zone is very desirable.
- The land use policy should be updated to encourage responsible development and adjacency predictability.
- A façade improvement grant program is needed.
- Develop a program to train artisans and artists to improve skills.
- Explore public-private partnerships with key spaces downtown to link tourism attractions and downtown revitalization.
- Hire events coordinator for downtown as a City Position – not a volunteer position.
- Need decorative wrought iron in sections along Moore Ave. to separate/protect sidewalks from street and to add personality.
- Capitalize on current murals by putting up explanation/history signage.
- Marketing! Marketing! Marketing!
- For consistency, city needs to implement overall landscape design instead of each business deciding a different design.
- Need city maps available for tourist viewing.
- Need marketing of existing Terrell as well as of proposed improvements.
- Landscape alley road by railroad as a municipal project with consistency.
- Need to create parklets instead of parking on Moore – move parking to side streets.
- Need signage identifying public parking in downtown.
- Brighten current downtown lighting.
- Creatively name the Downtown Terrell District (more personality).





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In the discussion of a land use category, cottage industrial, and an industrial category, the following comments were made.

- Revamping our neighborhoods near city center for small businesses/studies.

Comments about the existing sidewalks were:

- Glad to see the planned new sidewalks – especially South of Railroad.
- Proposed parking along railway - like D/T Arlington.
- Great idea to fix and install sidewalk here. Paired with cottage industry and gathering places along Adelaide. This could encourage growth.

General comments were:

- Consider moving from Dells to Burch to encompass more retail opportunity.
- Move parking off of Moore Avenue.
- Love all the walking trails and the SH 80 – IH 20 bypass.

The following comments offered by community leader Tory Lucas summarized many of the opinions expressed at the meeting.

- LOVE the proposed projects. Advice is appreciated on how to convert/purchase downtown buildings that are vacant but not for lease or sale in order to spur development.
- Develop recommendations for how the City/EDC funds can be used to attract restaurants/services/residential to downtown. As well as best use for vacant buildings.



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### Questionnaires

Over the course of the public engagement component of the Comprehensive Plan and the Downtown Plan, 59 written questionnaires were completed by interested citizens. The surveys were circulated in public meetings and by City representatives who made presentations to civic organizations to discuss the importance of both plans.

The following pages describe the cumulative results of the survey questions. Where applicable, question items were rearrange to easily demonstrate level of support/interest.



**1. Which among the following is the best thing about Terrell:**

- History – 20
- Neighborhoods – 18
- Downtown – 8
- Natural environment – 3
- Jobs – 3
- Shopping – 2
- Other - 5

**2. In your opinion, of the following, the most important for the success of Terrell is:**

- Preservation of Terrell's history – 18
- More retail and restaurant – 15
- A range of residential options – 14
- More jobs – 7
- Preservation of natural areas & open spaces – 3
- I don't know or need more information to form an opinion – 2

**3. Of the following, your greatest concern about future growth in Terrell would be:**

- Loss of historic character – 21
- Increased crime – 13
- Burden on city services – 10
- Increased traffic congestion – 8
- I have no concerns about the future growth in Terrell – 1
- Other - 4

**4. Of the following, in your neighborhood, what is the most important:**

- Street improvements – 22
- To develop and maintain community pride – 17
- Better code enforcement – 9
- More parks and trails – 5
- New residential – 3

**5. What is Downtown's greatest asset:**

- Historic buildings – 36
- Walkability within Downtown – 11
- Neighborhoods within walking distance – 4
- Existing retail and restaurants – 3
- Easy vehicular access and parking availability – 3

**6. Of the following, what do you think are the biggest problems in Downtown:**

- Older, run-down buildings – 22
- Lack of restaurants/entertainment – 15
- Lack of architectural or design consistency – 9
- Unfriendly to pedestrians – 5
- Other - 4

**7. How important is the following for the long-term success of Downtown?**

**More shopping opportunities:**

- Very important – 35
- Important – 19
- Neutral or no opinion – 4
- Unimportant – 0
- Very unimportant – 0

**8. How important is the following for the long-term success of Downtown?**

**More dining opportunities:**

- Very important – 35
- Important – 18
- Neutral or no opinion – 2
- Unimportant – 4
- Very unimportant – 0

**9. How important is the following for the long-term success of Downtown?**

**More entertainment opportunities:**

- Very important – 27
- Important – 22
- Neutral or no opinion – 7
- Unimportant – 1
- Very unimportant – 1



**10.** How important is the following for the long-term success of Downtown?

**A central outdoor public gathering space such as a Plaza or Square:**

- Very important – 19
- Important – 24
- Neutral or no opinion – 7
- Unimportant – 6
- Very unimportant – 0

**11.** How important is the following for the long-term success of Downtown?

**More housing in and around**

**Downtown:**

- Very important – 8
- Important – 22
- Neutral or no opinion – 20
- Unimportant – 6
- Very unimportant – 0

**What is your age?**

- 20 or under – 1
- 21 to 35 – 4
- 36 to 50 – 13
- 51 to 65 – 19
- Over 65 – 20

**How long have you lived in Terrell?**

- Born here – 18
- 30 years or more – 13
- 20 years or more – 10
- 10 years or more – 11
- Moved here in the last 10 years – 6

**Do you own a business in Terrell?**

- Yes – 17
- No – 40

**Do you own your home?**

- Yes – 47
- No – 10

**Do you own property in Terrell?**

- Yes – 36
- No – 21



## **Existing Conditions**

### **Appendix 1:**

## **Psychographic Segment Descriptions**

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# Appendix 1: Psychographic Segment Descriptions

The following describes data developed by Synergos Technologies Inc. (STI). Called Landscape data it includes neighborhood segmentation across 72 categories (neighborhood segments) defined by STI. These neighborhood segments are groups of people who share similar psychographic characteristics and are statistically different from other population segments. Each of these 72 neighborhood segments are grouped into 15 summary neighborhood categories. The 72 neighborhood segments are based on national data and are distinct from the Neighborhood Categories. The factors that influence the creation of the neighborhood categories include urbanization, affluence, age, family status, and ethnicity.

A summary of the top five segments within four neighborhood categories that are present in Terrell, are as follows:

### **Urban Cliff Climbers (Neighborhood)**

- Blue Collar Starts – 5.6%
- White Collar Status - 14.7%

### **Single in the Suburbs (Neighborhood)**

- Hard Hats/Hair Nets – 13.9%

### **Harlem Gateway (Neighborhood)**

- Upper East Side – 30.2%

### **Espaniola (Neighborhood)**

- Los Trabajadores – 6.3%

In the Table of Contents below, the top five segments that are represented in Terrell, including their percentages are shown in magenta.

## **Psychographics Table of Contents**

### **1. Crème de la Crème (Neighborhood)**

- American Knights**
- Empire Builders**
- Grand Masters**
- Marquis Class**
- Regents**
- Urban Squires**

### **2. Urban Cliff Climbers (Neighborhood)**





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- a. **Blue Collar Starts – 5.6%**
- b. **Charmed Life**
- c. **Kindred Spirit**
- d. **Middle of the Road**
- e. **Sitting Pretty**
- f. **White Collar Status - 14.7%**

### 3. **Urban Cliff Dwellers (Neighborhood)**

- a. **Gainfully Employed**
- b. **Managing Business**
- c. **Nest Builders**
- d. **Social Whirls**
- e. **Strapped**

### 4. **Seasoned Urban Dwellers (Neighborhood)**

- a. **Fall Years**
- b. **Gray Eminence**
- c. **Still in the Game**

### 5. **Thriving Alone (Neighborhood)**

- a. **Apprentices**
- b. **Gurus**
- c. **Wizards**

### 6. **Going it Alone (Neighborhood)**

- a. **Down But Not Out**
- b. **Hard Act to Follow**
- c. **SM seeks SF**
- d. **Solo Acts**

### 7. **Struggling Alone (Neighborhood)**

- a. **Apron Strings**
- b. **Urban Moms**
- c. **Solemn Widows & Widowers**

### 8. **Single in the Suburbs (Neighborhood)**

- a. **Educated Earners**
- b. **Hard Hats/Hair Nets – 13.9%**
- c. **Suburban Singles**

### 9. **Married in the Suburbs (Neighborhood) -**



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- a. Bonds and Babies
- b. Couples with Capital
- c. Great Generations
- d. Kith and Kin
- e. Sublime Suburbia

### 10. Retired in the Suburbs (Neighborhood)

- a. Marmalade and Money
- b. Statelty Suburbs
- c. Stocks and Scholars

### 11. Living With Nature (Neighborhood)

- a. Cornucopia
- b. Country Villas
- c. Pastoral Vistas
- d. Rough and Ready
- e. Stock in Trade
- f. Terra Firma
- g. The Outback

### 12. Working with Nature (Neighborhood)

- a. Breadbasket
- b. Crops and Tractors
- c. Farmers Circle
- d. Fertile Acres
- e. Land Barons

### 13. Harlem Gateway (Neighborhood)

- a. Between Jobs
- b. East Side
- c. Harlem Gateway
- d. Lower East Side
- e. Upper East Side – 30.2%

### 14. Espaniola (Neighborhood)

- a. Anos de Quincenera
- b. Los Novios
- c. Los Padres
- d. Los Padrinos
- e. Los Solteros
- f. Los Trabajadores – 6.3%



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### 15. Specialties (Neighborhood)

- a. Centurions
- b. Collegian
- c. Doublewides
- d. East Meets West
- e. Golden Heritage
- f. Group Quarters
- g. Legacy Years

1. **Crème de la Crème (Neighborhood)** - If you are looking for people with high incomes, college educations, and traditional married-with- children family compositions, you're in the right neighborhood. Crème de la Crème neighborhoods are just what the name implies — above average in all traditional classifications, including income, education, and family status. By any measure, this group is the most successful: It's a veritable who's who of the classic American dream.

In this category, you'll find not only 40-something Empire Builders such as Bill Gates, Michael Dell, and the Walton family, but many other 30- and 40-year-olds who enjoy the very best of the “good life” in many of American's best urban neighborhoods. Crème de la Crème are the neighborhoods many Americans drive through, dreaming of the grandeur that lies within, but do not themselves reside. The homes are likely to be filled with the finest furnishings, designer label clothing, and valuable artwork, while the garages are filled with upscale vehicles.

The average incomes in most Crème de la Crème neighborhood segments range from \$70,000 to \$80,000, with one group rising into a median \$90,000 income range. Overall, the income for these residents comes from multiple revenue streams, including higher-than-the-national-average employment in upper-level, white-collar management and professional positions. Every segment also enjoys higher-than-average income from self-employment enterprises, and interest/dividend payments. And with two segments home to a larger percent of retirees than the norm, they also enjoy a comfortable living from a higher-than-average rate of retirement investment and social security income.

Overall the inhabitants of the six Crème de la Crème neighborhood segments are in their 40s. However, two segments are younger: American Knight areas are in the 20- to 30-age range and Urban Squires have a higher-than-average number of 30-somethings. Also, three segments are home to more 65-plus residents than is average nationally: Empire Builders, Marquis Class, and Regents. Crème de la Crème





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segments are largely home to families who are married with children — most at a higher-than-average percentile.

- a. **American Knights** - American Knights are the "youngsters" of the highly urban Crème de la Crème category of neighborhood segments. Not only is the median age range in the 20s and 30s, but also these areas have an above-average number of children below the age of six. These characteristics correlate to the higher- than- average number of married- with- children-under- 18 households. Though young, these urban neighborhoods are home to higher- than- average number of earners in white- collar management and professional occupations. These mostly college- educated residents enjoy incomes in the \$70,000s and \$80,000s, largely from salaries and wages. They also earn incomes at a slightly- higher- than- average level from interest/dividends. However, unlike many other Crème de la Crème neighborhoods, who have higher self- employment income levels, the American Knights residents are just at the national average in this measurement.
- b. **Empire Builders** - Empire Builders are the upper echelons of the nation's top- ranking urban neighborhood category, the Crème de la Crèmes. These areas are home to the leading income earners in several categories, including management and professional salaries (for those who have to work), self-employment earnings, and interest/dividend proceeds. In fact, Empire Builders contain over two- times- the- national- average in white- collar professionals, two- times- the- average in self- employed business people, and two- times- the- average in interest/dividend income earners. All this adds up to a median annual income of \$90,000. With these credentials, it's no surprise these areas also house three- times- the- average in educated adults. Empire Builders' residents tend to be in their 40s, but are also home to a slightly above- average number of 65- plus- year- olds. Empire Builders are typically populated by traditional families who are married- with- children, though many of the families may have fewer children than the national norm.
- c. **Grand Masters** - Grand Masters are highly urban neighborhoods that enjoy the stature of their Crème de la Crème brethren in most measured areas, including education, occupation, and family composition. Grand Masters are home to 40- something white- collar professionals who are married- with- children, college- educated, and employed overridingly in management and professional positions. Residents in these areas enjoy incomes of between \$70,000 and \$80,000 on average. While residents in Grand Masters earn an average level of income from their management and professional positions,



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they also have a higher- than- average population earning income from self-employment enterprises and interest/dividend income. They have a slightly higher- than- average percentage of families with children; with a modestly higher- than- average number of teens aged 13 to 17. Also, Grand Masters have slightly over two- times- the- national- average in college- educated residents, and nearly twice- the- average number of people in white- collar management positions.

- d. **Marquis Class** - While the highly urban Marquis Class shares many of "the good life" characteristics with other Crème de la Crème urban segments, they are uniquely home to a larger number of 65- plus- year- old residents than other areas in this upscale category. Marquis Class sectors also have a slightly above- average number of 40- year- olds, and they have lower- than- average percentiles of children and teenagers. Understandably, based on the age demographics, Marquis Class areas show higher- than- average levels of retirement/social security income. However, they also have higher- than- average incomes in other areas, such as interest/dividend income and self-employment earnings. The residents who have to work are typically employed in white- collar management and professional occupations. Overall, this group enjoys an annual income in the \$70,000s and \$80,000s. Also, presumably owing to the age distribution, while these neighborhoods have a near- national- average ratio of married- with- children families, they also show a slight up- tick in the married- with- no- children division. Marquis Class segments also measure twice- the- national- average in college- educated residents.
- e. **Regents** - Regents are highly urban Crème de la Crème neighborhoods with the vast majority of their residents in their 40s, fewer- than- average children under 17 years old, and a higher- than- average number of 65- plus- year- olds. Though they have fewer children, the residents in these areas have a higher- than- national- average quota of married couples. Also higher- than- average are the number of college- educated residents, people employed in white- collar management and professional positions, and income from retirement investments/social security. The combination of income avenues, put these neighborhoods solidly in the \$70,000s to \$80,000s median annual income range - making their "middle- age" years extremely financially secure and materially comfortable.
- f. **Urban Squires** - Urban Squires have the greatest number of national- average measurements than other segments within the Crème de la Crème category. But, however ordinary these Urban Squire residents may appear, they are



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definitely living very comfortably compared to the nation as a whole, with a median income range in the \$70,000s and \$80,000s. The residents of these highly urban areas tend to be in their 30s, but weigh in at an average level in all other age categories. Other national- average measurements include married- with- children, income from wages, and social security income. Urban Squires' standout characteristics included a twice- the- national- average level of college- educated residents, a slightly higher level of residents employed in white- collar management and professional jobs, and a higher level of income from interest/dividends.

- 2. Urban Cliff Climbers (Neighborhood) -** Good old America — where you don't have to be rich or have a college education to live a relatively good life. This truism fully characterizes residents of neighborhoods in the Urban Cliff Climbers category, which represent the definitive “working class” — and residents who are still young and in pursuit of their individual dreams. Most of these citizens enjoy much of what this country has to offer in terms of a comfortable middle-class urban lifestyle, without necessarily having college educations, although the majority of people have graduated from high school. While some may have gone to a two-year or four-year college, others are just as likely to have attained their ability to earn a good income from on-the-job-training in a wide spectrum of the nation's middle-class, white- and blue-collar occupations.

Urban Cliff Climbers are home to 20- to 30-something residents whose income is generated mainly from wages and salaries. They are employed in a cross-section of America's white- and blue-collar professions, including management, protective services, sales, office administration, construction, maintenance, and healthcare. The income of the residents living in these segments also spans a wide range, from below \$30,000 to the \$60,000s. Some residents in the lower income levels may supplement their salaries with public assistance.

Besides their urban city residence, the six Urban Cliff Climbers segments share two other main qualities: they are married with some children under 13 years old. But that's where their similarities end. Although they are all in the same stage of life, each neighborhood segment has taken its own approach to life, making different educational and career choices — which also helps explain their diverse income levels.

While differences among the Urban Cliff Climbers segments are most obvious in the area of income, other variations also occur including: Charmed Life, Sitting Pretty, and Kindred Spirits have more residents with some level of college education, while Blue Collar Starts contain some residents without high school degrees. Four of the





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segments are home to a fair share of white-collar workers, but Middle of the Road and Blue-Collar Starts employ more blue-collar workers. Only one segment has any level of income from interest/dividends: Charmed Life. The two segments with median incomes below \$30,000 rely on some public assistance income to get by: White-Collar Status and Blue-Collar Starts.

- g. **Blue Collar Starts** - The residents in Blue-Collar Starts neighborhoods struggle financially the most among their Urban Cliff Climbers brethren. They not only support themselves in blue-collar positions, they also have a commensurately lower education level: a significant percent have less-than-high-school education levels. While an average-number of these 20- to 30-year-old are married-with-children, they have higher rates of residents who are single householders (either male or female) with children, especially younger children. All of these factors help explain the fact that Blue-Collar Starts supplement their less-than-\$30,000 incomes from production, transportation, construction, and building maintenance jobs with some level of public-assistance income. They most likely enjoy fewer of life's comforts than many other Americans - and work harder for what they do own.
- h. **Charmed Life** - Married. 20- to 30- something- years- old. Children of all ages. Some college education. Incomes between \$50,000 and \$60,000. White-collar jobs in management, sales, and personal care industries. Based on these fundamental demographics, it's clear that the residents of Charmed Life neighborhood segments are a cross-section of young, working Americana. It's easy to imagine these neighborhoods filled with the middle-class cars, toys, and home furnishings - all of the merchandise that helps keep commerce humming at a pleasant pace in the United States. Positioned at the high-end of the Urban Cliff Climbers category, Charmed Life areas are home to Norman Rockwell- esk family images - hard-working citizens, who are in the full swing of their children-rearing years: housing, schooling, and entertaining children ranging from babies to teenagers.
- i. **Kindred Spirit** - Kindred Spirits are home to people who keep America humming - because they are the ones doing the work, as well as their fair share of the spending. The residents of these Urban Cliff Climber neighborhoods are 20- to 30- years- old, married-with-children of all ages (but slightly more in the younger ranges), earning between \$40,000 and \$50,000, enjoying some years of college education, and employed in a cross-section of the nation's middle-class occupations. These residents earn an income slightly above the national-average in a wide range of jobs, such as protective services, food preparation, personal care, sales, office



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administration, construction, and repair services. With kids to raise and relatively good incomes, Kindred Spirits no doubt enjoy a big slice of classic middle- class life.

- j. **Middle of the Road** - If you're looking for higher- than- average earners in the nation's blue- collar occupations, you're in the right neighborhood. Middle of the Road areas are a cross- section of America's heartland, but in an urban setting. Middle of the Road sectors are one of two blue- collar segments within the Urban Cliff Climbers category. While lower- than- the- national- average in white- collar workers, these areas have an above- average percent of people employed in construction, repair services, production, and transportation. These jobs give these married- with- children 20- to 30- year- olds an average annual income of between \$40,000 to \$50,000 - a relatively good income level, owing to a strong work ethic. And with their good incomes, they can probably be found playing as hard as they work.
- k. **Sitting Pretty** - Among the Urban Cliff Climbers neighborhoods that are home to the backbone of America's workforce are the Sitting Pretty segments. This group is young (20s to 30s), but enjoying good income levels (between \$50,000 and \$60,000). Their relatively high earnings range comes from middle- class white- collar jobs in several occupations, including management, protective services, personal care, sales, office administration, and repair services. Their higher- than- average salaries keep them and their mostly newborn to 13- year- old children very comfortable in their urban abodes, in all probability surrounded by all of the creature comforts required to please all of the senses - from big- screen- high- def TVs to fully equipped SUVs. With good college educations and good jobs, the Sitting Pretty residents have earned their comforts they enjoy.
- l. **White Collar Status** - The urban White- Collar Status neighborhoods prove that a lack of college education and an income range of less than \$30,000 doesn't equate to blue- collar occupations. In fact, this group of Urban Cliff Climbers, which are home to people largely in their 20s and 30s and married- with- young- children, are employed in middle- class white- collar occupations, probably with a lot of room for advancement. They measure above- average employment in several fields, including healthcare, protective services, food preparation, and grounds maintenance. With only high- school educations supporting them, this group of citizens keeps their heads- above- water while they work their way up into higher- paying jobs by shopping for high- value with every purchase and making use of a higher- than- average level of public- assistance income.



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- 3. Urban Cliff Dwellers (Neighborhood)** - Urban Cliff Dwellers neighborhoods are a family portrait of 30-somethings in the mature stages of life — including their pursuit of a comfortable, classically American, working-class lifestyle. They are also a study in cause-and-effect dynamics related to educational levels and income earnings. To wit, the Urban Cliff Dwellers with more education earn higher incomes than those with less education.

This group of highly urban neighborhoods are home to residents who have many years of working under their belts, perhaps a decade or more of home mortgage equity, and the creature comforts of middle-class Americana. Not all of the Urban Cliff Dwellers communities have children. Those that do largely have kids who are growing into their teenage years. As a result, it's easy to imagine these areas getting ready to face the added financial burdens of trendy clothing, an additional car, and college savings.

Though they are a collection of areas housing working-class 30-year-olds, Urban Cliff Dwellers segments span three income levels, from less-than-\$30,000 up to \$60,000. As a group they have high-school degrees, but no college education; their residents are employed in the nation's middle-class white-collar occupations; and their income is nearly exclusively from wages and salaries. Among the occupations most commonly represented among Urban Cliff Dwellers households are protective services, office administration, repair services, construction, production, transportation, and healthcare support.

The primary differences among the Urban Cliff Dwellers neighborhoods are their income levels and number of children. The two highest income earners are Social Whirls and Managing Business: both enjoy a comfortable median income in the \$50,000s to \$60,000s. Next in line are the Nest Builders and Gainfully Employed in the \$30,000 and \$40,000 range. The last segment is the aptly named Strapped, whose residents earn less-than-\$30,000. Strapped is the only segment in this category whose inhabitants rely on some level of public assistance to make ends meet.

The second big difference among these segments is their household composition. Social Whirls, Nest Builders, and Strapped have the highest percentage of traditional families with children under 18, which is slightly above the national-average. The remaining two segments, Managing Business and Gainfully Employed, are dominantly married but are slightly below-the-national- average in children.

- f. **Gainfully Employed** - True to their Urban Cliff Dwellers category, Gainfully Employed neighborhoods are distinguished by a dominant age range in the





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30s. But they are not entirely generationally homogenous, because they are also home to an above- average number of 65- plus- year- olds. This fact speaks to their slightly- less- than- average percent of children in their largely two- couple families. This fact also gives these areas a nearly- dead- on- average income from wages and salaries, as well as a somewhat higher- than- average income from retirement/social security. For those who are still working, their primary occupations are production, repair services, transportation, office administration, and healthcare support. The salary range for Gainfully Employed is \$30,000s to \$40,000s.

- g. **Managing Business** - Managing Business neighborhoods are largely 30- something's, but also have an above- average number of residents over 65- years- old. This demographic measurement no doubt contributes to these areas slightly below- national- average percentage of families with children and slight up- tick in widows and widowers. As a result, it's easy to imagine that the younger residents may help the older ones with small home repairs, while the older residents may water plants when their younger neighbors go on vacations. Naturally this demographic impacts the areas' higher- than- average level of social- security income. This, combined with an on- average level of salaries from middle- class, white- collar jobs, and a slightly higher level of interest/dividend income, puts residents in Managing Business areas at a comfortable \$50,000 and \$60,000 income range. For those still in the workforce, the above- average occupation categories include: office administration, protective services, and repair services. As a group, these Urban Cliff Dwellers have some minimal level of college education.
- h. **Nest Builders** - Nest Builders are a fairly average bunch of 30- year- old Americans. In fact, their most notable feature is their very average- ness. They are home to traditional families with children of all ages. These Urban Cliff Dwellers as a group have high- school degrees, with some smattering of college education. They earn their money by working at traditional middle- class, white- collar jobs, such as repair services, production, transportation, construction, and office administration. These occupations pay their incomes, which are in the \$30,000s to \$40,000s. It's easy to assume that the advertising campaigns of many of today's nationally retailers are aimed at this Jack- and- Jane- average demographic.
- i. **Social Whirls** - Enjoying their very comfortable \$50,000 to \$60,000 income range, the married- with- children residents of highly urban Social Whirls neighborhoods within the Urban Cliff Dwellers category will have plenty to keep them busy and spending on in the coming years, as their children



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continuing to grow into their teenage years. Although these areas' residents depend on wages to pay their bills, they also enjoy a slightly above- the- national- average income from interest/dividends. This is likely to help make the extra car payments for their teenagers and start college funds. Though their occupation categories span the range of typical middle- class white-collar jobs, they tip slightly above- average in a few categories, including protective services, office administration, and repair services. The higher salaries of the residents speak to the fact that some residents have some level of college education.

- j. **Strapped** - Strapped neighborhoods, which consist of 30- year- olds- with- kids and a smattering of retirees, are the financial strugglers of the Urban Cliff Dwellers category. One reason for their harder- row- to- hoe status may be their lower education level. They have a higher- than- average number of residents without high- school degrees. Plus, this group subsists on less than \$30,000- a- year, which they earn from a combination of both wages and public assistance. The older residences are naturally already dipping into social security. They are the only segment in this category with statistically significant measurements in the blue- collar occupational category. Their occupations vary across the traditional blue- collar range, with a particularly large number in the production industries. Other common occupational industries are repair services, construction, grounds maintenance, food preparation, and healthcare support. Strapped residents' no- frills shopping strategy probably includes keeping a sharp eye out for sales on the basic necessities of life.

- 4. **Seasoned Urban Dwellers (Neighborhood)** - Neighborhoods classified as Seasoned Urban Dwellers rank as predominately home to working- class mid-to-late-40- somethings. But they also have a high percent of residents who are 65-plus, making them a generationally mixed environment. While the majority of these households have the traditional composition of married-couples-with-children, they also have their share of single people and a growing number of retirees, who most likely raised their own families in these same urban stomping grounds.

With their mature years in full swing and larger number of households without children, citizens in Season Urban Dwellers domains are likely to be focused on planning for retirement (assuming they aren't already there). However, a significantly higher-than-national-average number of residents among the segments are already in their retirement years. Plus, this percent is likely to increase as the residents continue to age.



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The three urban neighborhoods in this category demonstrate classic parallels of America's aging middle-class: namely, those with more education rank higher in middle-class white-collar occupations, while those with less higher education rank higher in traditional blue-collar, low- paying jobs. This speaks to this categories wide-ranging income ranges and sources of income. Seasoned Urban Dwellers earn from below-\$30,000 to the \$60,000s, and draw income from several sources, including salaries, interest/dividend, social security/retirement accounts, and public assistance.

Of the three segments in the Seasoned Urban Dwellers category, Gray Eminence earn the most (\$50,000s to \$60,000s), Fall Years earn less (\$30,000s to \$40,000s), and Still in the Game areas earn the least (less than \$30,000). True to their gradually descending level status, the segments demonstrate an corresponding increasing level of public-assistance income: Gray Eminence areas rank far below the national-average; Fall Years fall near-average, and Still in the Game ranks significantly above-average. What's more, planning for their impending retirement years may be more difficult for residents of Still in the Game neighborhoods, since they are already relying more on more public-assistance than residents of the category's other segments.

- a. **Fall Years** - Fall Years neighborhoods are home to residents who are working hard to make ends meet, or have their working years behind them and are relying on social security and retirement income to retain their mix of middle-class, white- collar and blue- collar, highly urban lifestyle. With an annual income range in the \$30,000s and \$40,000s, these Seasoned Urban Dwellers have to make every penny count. Fall Years dwellers are still predominantly in their mid- to- late- 40s, but also have a higher- than- average percent of 65-plus- year- olds. This explains their growing percentage of income from social security/retirement accounts. It also speaks to a significantly higher- than-average number of widows and widowers, and their slightly lower- than-average number of households with children. This group measured an average level of college, perhaps attaining two- year technical degrees to obtain their jobs in fields such as healthcare, protective services, and office administration. The blue- collar brethren among them have jobs in production, transportation, and repair services, among other traditional manual- labor jobs.
- b. **Gray Eminence** - The median age of Gray Eminence neighborhoods is 40-years- old, but their residents are aging. In fact, they already house a significantly high number of retirees. While the highly urban Gray Eminence areas are right- on- average with traditional married- couples, they have less-





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children- than- average. They also have a high (and likely growing) number of widows and widowers. These middle- class, white- collar neighborhoods in the Seasoned Urban Dwellers category have an average level of college-educated residents. This speaks to their average- level of denizens employed in middle- class management and professional occupations, along with the traditional service industry occupations. Their working- class status has put them in a comfortable \$50,000s to \$60,000s income range, the sources of which include salaries, interest/dividends, and social security/retirement income. It's easy to picture these residents gracefully living into their advancing years.

- c. **Still in the Game** - Still in the Game neighborhoods struggle the most financially among the Seasoned Urban Dwellers. This explains their higher reliance on public- assistance income to keep their heads above water and supplement their median annual incomes, which are less than \$30,000. It also speaks to their lower level of education: A higher- than- average number of residents do not have high school degrees. The occupants' occupational levels also reflect their higher- than- average rankings in low- income, blue- collar jobs. They rate particularly high in the transportation, production, and healthcare support industries. Still in the Game sectors are also home to higher- than- average number of workers in food preparation, building maintenance, repair services, and construction. While the 40- years- old is the median age group, Still in the Game areas are also aging: They rank significantly higher- than- average in 65- plus residents, many of whom are also widowed. The younger residents tend to be married- with- children, who spanning all age ranges from babies to teenagers.

- 5. **Thriving Alone (Neighborhood)** - One of the unique features of modern American life is the increase in the number of people who are living alone — and liking it. Today living alone no longer carries the stigma it once had in past decades, when a more traditional family-with-children standard ruled our society. Today single adults revel in their aloneness: Creating lifestyles of their own design, working long hours at careers they love, enjoying their free-time in pursuit of their specific interests, and making purchases that satisfy their specific preferences. This presents an important new trend for retailers.

Granted, not all people who are living alone are doing so by choice. Circumstances such as divorce or the death of a spouse play a role in some people's single status. Yet, today a growing number of people are single-by-choice and many of the people who've become single-by- circumstances are finding that they enjoy it, and so are choosing to stay single. And you'll find a lot of these people living in highly urban,



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high-income Thriving Alone neighborhood, which include Gurus, Wizards, and Apprentices.

Thriving Alone segments are distinguished by the large number of residents who are flourishing in solitary highly urban lifestyles — enjoying relatively high income levels, have college educations, and are employed in white-collar management positions, financial operations, and other professional careers. These neighborhoods measure nearly two-times-the-national-average in single households and much lower-than-average on the presence of households with children. With incomes ranging from the \$50,000s and \$60,000s. With so many singles and few dependents, it's easy to imagine these neighborhoods characterized by signs of highly disposable income — such as high-end cars, comfortable dwellings, plush furnishings, and designer-label clothing.

While characterized as a group by their single status, high incomes, educations, and occupations, the three Thriving Alone neighborhood segments differ primarily in age. Gurus are the elders of the group, with a median age range in the 40s and a relatively high percent of people over 65. Wizards are the playgrounds of the 30-somethings of the category. And Apprentices are the home base of singles in their 20s and low-30s.

- a. **Apprentices** – Sharing the spotlight in the illustrious emerging single- by-choice- or- circumstance demographic are the residents of the highly urban Apprentices neighborhoods. These areas are home to the youngest residents of the Thriving Alone category. They are dominated by single people in their 20s and low- 30s without children, who are alone primarily because they've never been married. In fact, Apprentices rank at almost three- times- the-national- average in non- family households. Owing to their young age, it's too early to tell if the Apprentices' dwellers will remain single, but for now they are living the good life with incomes in the \$50,000s and \$60,000s. You can imagine this group being able to, on a whim, drop off their briefcases in their well- decorated homes and take off for a weekend at the shore or on the slopes. These overridingly college- educated segments' residents generate their income from white- collar management and professional occupations. They earn less from interest/dividends than other Thriving Alone sectors, but this will likely change as the segment matures.
- b. **Gurus** – Gurus may very well be among the leaders of the going- it- alone- and- loving- it phenomenon that has emerged in America's urban areas over the past few decades. After all, they are the elder statesmen (and women) among the three Thriving Alone segments. Gurus median age is in the 40s, but they are also home to nearly twice- the- national- average of 65- plus



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residents. Therefore, quite logically, these areas are home to the trailblazers for younger generations of happy singles. Gurus tend to be single widows and widowers, but a higher- than- average number have also never been married. If Gurus did help to make this lifestyle attractive, there are good reasons why: Their median income is in the more- than- comfortable \$50,000s and \$60,000s, they are college educated, and they have white- collar careers predominantly in management professions. What's more, even with a large number of 65- plus residents, Gurus segments are not pulling a correlatively high level of income from retirement/social security. This could mean they like their jobs and so are continuing to work into traditional "retirement" years. However, they are earning an above- average level of income from interest/dividends, which makes them smart investors as well as dependent-free consumers. You might expect to find Gurus eating many meals in fine restaurants and splurging on ultra- lux vacation resorts.

- c. **Wizards** – What could be better than being in your 30s, having a college degree and a professional career, having no children, and earning in the \$50,000s and \$60,000s? Apparently, the cherry on top of this scenario for residents of the highly urban Wizards neighborhoods is having all that plus being single. These segments, which are in the urban Thriving Alone category, are dominated by 30- something single people, who are alone mainly either because they've never been married or because they are divorced. These neighborhoods measure at higher- than- twice- the- national- average in non-family households. Indeed, you won't find many children or people in their retirement years among the Wizards. What you will find is a relatively youthful group that enjoys their relatively high incomes from salaries earned in white- collar management and professional careers. These residents also earn a slightly higher- than- average level of income from interests/dividends and self- employment income - indicating that there are many smart investors and entrepreneurs (and no doubt savvy spenders) among the inhabitants. After a hard- charging 9- to- 5 workweek, Wizards likely bust out on the weekends to spend their time reveling in child- free entertainment and to spend their money enjoying their independent lives.

- 6. **Going it Alone (Neighborhood)** - The United States has become known around the globe as a nation with a particularly unique demographic — successful singles. Few other nations have as many single adults and single- parent families with middle-class-income levels — and who are living alone — as North America. Many experts speculate as to why, but certainly reasons contributing to this unique trend include a combination of a stronger-than-average independent streak and a higher-than-





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average divorce rate. Both factors presumably contribute to the growth of today's highly urban Going it Alone neighborhoods across the country.

Another factor that may be at play in the rising single status of many single urban segments — opportunity. Certainly the U.S. has long been a land of opportunity for those willing to work hard. The Going it Alone segments are a testament to the opportunities available to Americans who, even without higher educations, can attain good white-collar jobs and decent salaries — and who can live comfortable lives, even though they are not in traditional two-adult households.

Besides their single-household status, Going it Alone segments share many other characteristics, including the fact that their residents are chiefly employed in white-collar jobs, they have incomes in the \$30,000s to \$40,000s, and they have high-school degrees, but very little college education. These residents are single for many reasons, including being divorced, widowed, and never married. These residences have fewer children than other segments. As a result, their modest, but comfortable income in all likelihood stretches farther than it would in a multi-person household.

The four Going it Alone segments also have several differences including: age and the need for public assistance. Two groups have the youngest single residents: SM Seeks SF and Solo Acts are principally in their 20s and low-30s. Hard Act to Follow segments are in the 30 age range. While Down But Not Out are mainly in their 40s, but also are home to a growing number of 65-plus- year-olds. With a growing population of retirees, Down But Not Out is the only one of the four segments with a significant level of income from social security and retirement.

- a. **Down But Not Out** - It's not always easy to be in your 40s, single- with- some- children, and earning in the \$30,000 to \$40,000 range. Just ask Down But Not Out residents. They are the oldest of the Going it Alone urban neighborhood segments, and the most financially stresses. In fact, while the median age is in the 40s, they also are home to nearly two- times- the- average in residents over 65 years of age. Owing to the aging population, their primarily single status is due to a combination of three factors: two- times- the- average level of widows and widowers, a 50- percent- higher level of divorcees, and a slightly higher- than- average level of people who have never married. These neighborhoods have an average level of college education. They earn \$30,000 to \$40,000 annually both from wages and retirement/social security. Those who are still working are employed in white- collar occupations such as food preparation, office administration, personal care, maintenance, and healthcare. One could see Down But Not Out residents resigned to living out



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their remaining years alone, but working hard to make their singlehood as comfortable as possible.

- b. **Hard Act to Follow** - Hard Act to Follow segments are highly urban areas with a predominantly single population in their 30s and without children. In fact, these Going it Alone areas weight in with a nearly 50- percent- above-average level of singles. The households are single for a variety of reasons, including slightly higher- than- average levels of divorce, widowhood, and non- marriage. This group has some college education and an average annual income level in the \$30,000s and \$40,000s. The source of income for these singles is predominately wages from white- collar jobs in occupations such as office administration, food service, sales, healthcare, and personal care. One might logically expect to find Hard Act to Follow residents willing to explore dating opportunities, but not sitting at home on weekends waiting for the phone to ring. Instead, they're likely enjoying a full life of leisurely mornings over coffee and the newspaper, and evenings at movies, the theater, and museums.
- c. **SM seeks SF** - SM Seeks SF neighborhoods are characterized largely by their 50- percent- higher- than- average level of singles who have never been married. Not only that, but they rank at more than two- times- the- average in non- family households. Some of the households in these highly urban areas have children, but only a few. Owing to their never- married status and relatively young age (20s and 30s), it's logical to assume that this group is in the market to change their single status into married- coupledness. As a result, they may seek out free- time activities with groups of young adults, but they have not put their lives on hold until they find a mate. Instead, they're likely spending equal amounts of time and money socializing and creating comfortable lifestyles. The residents have an average level of college education and have incomes in the \$30,000s and \$40,000s. In these Going it Alone neighborhoods, income is generated almost exclusively from salaries in white- collar occupations such as food preparation, maintenance, personal care, and healthcare. In fact, they measure at a 50- percent- higher- than- average level of food preparation jobs. Overall, they only show a slightly above- average level of income from public assistance - no doubt to help those with children- but- no- partner help make their single- incomes stretch to cover the essentials of life.
- d. **Solo Acts** - Solo Acts are urban neighborhoods with relatively young single populations, but with an over- 50- percent- higher- than- average number of divorced residents. These 20- and 30- year- olds also have more children



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than other Going it Alone segments. Some of these residents are single due to the death of a spouse and because they've never been married. Whatever the reason, the households tend to be single females or males with some kids to take care of. With only a little college education and incomes in the \$30,000s and \$40,000s, it's not difficult to imagine this group struggling to make ends meet. They may, in fact, rely on family members and friends for a Friday night supper or weekend splurge at a theme park to ease their struggle - all the while keeping their calendars clear for any dating opportunities (to turn their single status into more comfortable couple hood). Incomes for this population are generated from a variety of white-collar jobs in food preparation, maintenance, healthcare, office administration, and personal care. They register a slight up-tick on the public assistance income measurement, which helps supplement their single-income households.

- 7. Struggling Alone (Neighborhood)** - Unlike any other country around the world, the United States is experiencing the rapid growth of a new demographic — single households. In many instances this phenomenon is a personal preference for single-and-successful Americans, who are either single-by-choice or circumstances, but either way, are happy with the result. However, not all singles are living on easy street. Some people are more aptly described as “struggling alone” — hence, the name of this neighborhood category.

Residents of the urban Struggling Alone areas are the hardest hit by today's growing single trend. Contributing to their struggles are the fact that these people have no higher education, some children to raise, and are single by circumstances such as divorce and death rather than by choice. It all adds up to people living on low incomes, with few options for making their lives better. In particular, without partners to help make ends meet the residents of the three Struggling Alone sectors must count every penny and watch every purchase closely — undoubtedly keeping dollar stores and discount merchants in business.

With far below the national-average in college education, but slightly above-average in high-school degrees, members of the Struggling Alone demographic earn below \$30,000. As a result, they rely heavily on public assistance to stretch their wages from jobs in blue-collar occupations such as food preparation, building maintenance, healthcare, production, and transportation. In fact, all three segments rank at just-under or well-over-two-times-the-national-average in public-assistance income. The group with the oldest residents is also starting to receive social security checks.

Struggling Alone neighborhoods are home to some children within the single families. The majority of households have either singles-with-no-children, men raising





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children alone, women raising children alone, or widows and widowers. In fact, as a group these areas measure nearly two-times-the-national-average in single-parent families.

The three Struggling Alone segments differ in a few areas, most notably, their ages. Residents of the Urban Moms & Dads segments are in their 20s and low-30s; Apron Strings & Hard Hats residents are in their 30s; and Solemn Widows & Widowers' median age is in the 40s, with a growing number of 65-plus-year-olds.

- a. **Apron Strings** - Apron Strings & Hard Hats rank almost 50- percent- higher- than- the- national- average in single households. A slightly- above- average number of the predominately 30- year- old residents of this highly urban Struggling Alone category have never been married, but more often they are divorced or widowed: They measure 50- percent- higher- than- average in both circumstances. These singles have some children, creating neighborhoods with either single men or women raising children under 17 alone. In fact, the household compositions measure 75- percent- higher- than- average in single- parent families. Some of these residents have never been married, but over 50- percent- more- than- average are widowed or divorced. Apron Strings areas are below- average in education, measuring below- average on college and 50- percent- higher- than- average level of people without high- school degrees. This number correlates to their occupational categories, which are predominately in these areas: Those who have jobs work in blue- collar positions, with about a 50- percent- higher- than- average showing in healthcare, food preparation, building maintenance, production, and transportation. Incomes for this group are below or in the \$30,000s. Not surprisingly, they rely heavily on public assistance to make ends meet: Measuring at almost two- times- average in this area. Apron Strings' above- average number of 65- plus- year- olds are also pulling some income from social security. Overall, residents of Apron Strings & Hard Hats segments have their lives full just to keep it together.
- b. **Urban Moms** - Urban Moms and Dads rank slightly above- the- national- average in single residents. Residents of these highly urban areas are single both because they've never married and due to divorce, ranking at nearly 50- percent- above- average in both categories. What's more, they weight in a two- times- the- average in either male or female single- heads- of- households- with- children. Their children are a mix of ages, but tend to be younger. This group is the youngest of the Struggling Alone segments: The residents are predominantly in their 20s and low- 30s. Some residents in these areas have high- school degrees, but over two- times- the- average have



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not completed high school. They also have low- paying jobs in a variety of blue- collar occupations. In fact, they rank at over 50- percent- average for jobs in these areas: healthcare, food preparation, building maintenance, and production. Owing to their low incomes and single- householder status, this group relies heavily on public assistance: Urban Moms and Dads measure nearly- two- time- average in supplemental security income and two- and- a-half- time- average in public- assistance income - clearly an economic break they need to keep food on the table and a roof over their heads.

- c. **Solemn Widows & Widowers** - Solemn Widows & Widowers segments suffer the most among the Struggling Singles category, primarily because they are the oldest — and getting older. Due to their ages, many of these residents are single widows and widowers: They measure in at over- two-times-the-national-average in this demographic. Over 50-percent-above-average are also divorced. With incomes below \$30,000, this group has a very tough time getting by. Thankfully they measure below average in children, so there aren't many children to support. While the average age of Solemn Widows & Widowers is 40-something, these neighborhoods also have a large percent of 65-plus-year-olds: In fact, they very nearly have two-times-average of people at retirement age. This fact explains their 50-percent-higher-than-average level of income from social security. Those who work are employed in blue-collar jobs: for example, they have over 50-percent-the-average number of workers in healthcare, food preparation, and building maintenance. Between the retirees and single parents, Solemn Widows & Widowers also weights in with a very high percent of income from public assistance: nearly two-and-a-half-times-the-national-average — a blessing for a segment truly in need of today's social services.

- 8. **Single in the Suburbs (Neighborhood)** - At first glance, the word “suburb” conjures images of “Leave it to Beaver-type” neighborhoods where everyone has a good income, owns a big house with expansive green yards, and has a couple of new vehicles in the driveway. But in reality the demographics of the suburbs are not all middle-class American Dream-land. In fact, the number of low- to middle-income households is on the rise outside of America's urban areas. Most of these suburbanites are not “poor,” but neither are they well off in the traditional sense. The suburbs are defined as areas that are predominantly residential with very little commercial enterprise intermixed. By definition suburbs tend to be on the outskirts of urban areas.

Single in the Suburbs segments constitute a group of neighborhoods that are among the lower income levels of modern suburbia. Their annual incomes range from the



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low-\$30,000s to the \$40,000s. These neighborhoods are classically suburban in the sense that they are primarily residential, but the denizens are likely to include moderately priced dwellings such as duplexes and apartment complexes, along with somewhat modest single-family homes. Most of the households in these areas have children, with a much higher-than-average rate of single-parent homes. The lowest-income segment in this category requires a high level of public assistance to make ends meet.

Other similarities among Single in the Suburbs segments are their residents' ages, which are in the 20s and low-30s. Their relatively young ages help to explain their lower incomes. Presumably they could be viewed as “starter suburbanites” who may move up to better suburban environs as they mature. However, this group of neighborhoods is also home to people with lower levels of education. Most have high school, but no college, degrees. This lack of education will keep the residents tied to their lower-income jobs, which include a range of occupations from food service to building maintenance.

The distinctive variations among the three Single in the Suburbs segments occur primarily in the areas of income, level of public assistance, education, and occupation. Two segments have incomes in the \$30,000s and \$40,000s: Educated Earners and Suburban Singles. The income level for the third segment is below \$30,000s, and is supplemented by a high level of public assistance. These three segments have a wide range of educational levels: Educated Earners residents have some level of college education; Suburban Singles segments are right-on-average in both high- school and college education; Hard Hats & Hair Nets' residents have high-school degrees, but are far below-average on college degrees. On the occupation front, there is a correlating steady decline from middle-class white-collar jobs to strictly blue-collar vocations as educational levels fall within the segments.

- a. **Educated Earners** - Residents of Educated Earners segments are an anomaly: They have a relatively high level of college education (50- percent- above-average) and are employed in a slightly above- average level of professional, white- collar jobs, yet their annual income is only in the \$30,000s and \$40,000s. Contributing to this relatively low- income level could be their young age, which is in the 20s and low- 30s. However, they could also be held down by their relatively high rate of single- parent households. This Single in the Suburbs segments has a 50- percent- higher- than- average level of single parents (both male and female) with children, especially kids under six years old. Some of the singles have never been married (50- percent- above-average) and a slightly lower divorce rate. One could easily presume that because these suburbanites have a 50- percent- above- average level of





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college education and an average level of employment in fields such as management, sales, and office support, they may one day work their way into a higher income level. However, reaching that goal may mean moving out of the suburbs and into a city.

- b. **Hard Hats/Hair Nets** - Among Single in the Suburbs segments, Hard Hats & Hair Nets are the lowest- income neighborhoods. Their annual incomes are below \$30,000, and aren't generated exclusively from salaries: These people also rely on a high level of public- assistance to make ends meet. In fact, they rank at over two- times- the- national- average in supplemental- public- assistance income. Like other segments in the Single in the Suburbs category, these residents are in their 20s and 30s. While relatively young, they may not have a lot of hope for rising above their current situations, because not only are college educations few and far between, but also a large number of residents do not even have high- school degrees. In fact, they rank nearly 50- percent- below- average in this measurement. Residents of these areas are also encumbered by two- times- or- more- than- average number of single- parent families, particularly of children under six- years- old. The people are single due to both above- average- levels of never- married people and divorce. Owing to their low education levels, these manual laborers work predominantly in blue- collar jobs. They rank particularly high in food preparation jobs and building maintenance. They're also employed in healthcare support, construction, and personal care.
- c. **Suburban Singles** - Residents of the Suburban Singles neighborhoods have some things going for them and some things working against them. While they do have an average level of high- school education, some college, and a propensity for middle- class white- collar jobs, they tend to be single- with- children- under- six and incomes only in the \$30,000s and \$40,000s. Combined, these factors add up to single in the Suburbs neighborhoods with hard- working men and women who may be struggling to raise some kids. They rank more- than- 75- percent- higher- than- average in single- parent households. The adults are single both because they have never been married and because they are divorced (almost 50- percent- higher- than- average). These factors point to an explanation for their average- level of public- assistance. Though they are relatively young at 20- and 30- something, their relatively low level of education and single- parent status, may hold down any career advancement aspirations. Though Suburban Singles rank as a middle- class, white- collar sector, they show a particularly high level of employment in the food preparation industry, as well as building maintenance, office administration, healthcare support, and construction.



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**9. Married in the Suburbs (Neighborhood)** - After World War II moving to the suburbs was a central part of the American Dream of upward mobility. In the decades since then, America's suburbs have come to symbolize the fulfillment of the simple desire of ordinary people to own a piece of land, however humble, where they may live in relative comfort and peace. Neighborhoods within the Married in the Suburbs segments are havens of upper-middle-class values, structure, and consumption. In fact, these 30-something suburbanites are enjoying the fruits of the high-quality suburban lifestyles that were pioneered by their ancestors. The suburbs are defined as areas that are predominantly residential with very little commercial enterprise intermixed. By definition suburbs tend to be on the outskirts of urban areas.

Residents of the Married in the Suburbs neighborhoods earn very good incomes by any standard. They rank either in the \$70,000s and \$80,000s or in the \$50,000s and \$60,000s. These high salaries help support the children that most of the married-couple households have under their upper-middle-class roofs. However, not every segment in this category ranks high in the children column: Some sectors are more childless than others.

The Married in the Suburbs areas are havens for well-educated, white-collar workers. Everyone has a high-school degrees and the vast majority are college-educated. These industrious people are employed centrally in management and professional positions. Scattered throughout the segments are some smart investors, who are reaping the income benefits of their savvy investments. A few members of the community are also enterprising business owners, earning incomes from self-employment ventures.

Among the distinct differences within the five Married in the Suburbs segments, the most pronounced are the presence of children. In fact, when it comes to ranking kids, three segments are definitely the “haves” and two are decidedly the “have not’s.” You’ll find children in Bonds and Babies, Great Generations, and Kith & Kin. If you’re looking for well-off 30-somethings with no children, look at Couples With Capital and Sublime Suburbia. Other differences include college education: Kith & Kin segments have some college under their belts and Sublime Suburbia ranks the lowest with fewer college-degreed residence. Three segments are smart investors, including Bonds & Babies (the smartest), Great Generations, and Couples With Capital. Bonds & Babies are the most entrepreneurial of the bunch.

- a. **Bonds and Babies** – If your dream customer is a smart, well- off, white- collar, two- parent family with lots of children under 17- years- old - drive to almost any home in a Bonds & Babies suburban neighborhood. These Married in the



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Suburbs areas are the epitome of the classic American dream - surrounded by everything from big, green lawns (for their many children to play in) to big, new vehicles (to drive into their white-collar jobs). Plus, ranked between the \$70,000s and \$80,000s income levels, they have the funds to support these high-end lifestyles. Bonds & Babies areas rank well over two-times-average in college education. They have a similarly high ranking of white-collar managerial, professional, and sales jobs. Along with incomes from these positions, they also generate a 75-percent-higher-than-average level of income from interest/dividends. These neighborhoods are also home to a relatively high number of people generating well-above-the-average in self-employment income. Other above-average rankings of Bonds & Babies includes the percent of married households with children. While there are children of all ages in these areas, they show a slightly higher percent of kids ages six to 17.

- b. **Couples with Capital** – When people think of suburbs, they invariably think of kids, bicycles, ice cream trucks, and baseball games. But Couples & Capital neighborhoods defy this stereotypical suburb scenario - simply because they are home to a below-the-national-average level of children. Since these areas also rank below-average in single residences, what you'll find if you knock on most doors are white-collar working couples. Most likely, the doors on which you knock are located in some pretty impressive homes - because people in these areas earn annual incomes of \$70,000s and \$80,000s. Since residents of these Married in the Suburbs segments aren't spending their money on children, it's logical to assume their spending it on nice homes, nice vacations, and other luxuries. However, since these 30-somethings are relatively young, the possibility of adding children to their homes is alive and well. But for now they'll continue to spend their days driving to their white-collar management and professional jobs - instead of to soccer games. And they'll continue looking for the wise investments that have them ranking well-above-average in interest/dividend income.
- c. **Great Generations** – Living happily in the land that previous generations created as an escape from city life - including large rambling homes on an acre or two of land - are the Great Generations suburban segments. They are home to Americans who are able to enjoy all that suburban life has to offer thanks to their college educations (ranking at rank 75-percent-above-average) and well-paying white-collar careers. The Great Generations good-life in all likelihood includes a never-ending source of new toys, the latest fashions, and other high-life material possessions. The residents of these Married in the Suburbs segments earn incomes in the \$70,000s and \$80,000s.





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While a high percent of the income comes from their salaries in management, professional, and sales jobs, they also earn well above the national average in interest/dividend income. Great Generations are also home to a slightly-above- average level of people earning self- employment income. These 30-year- olds are overwhelmingly married and raising a slightly- above- average number of children of all ages, from babies to 17- year- olds - and will no doubt pass on their comfortable- living legacy to their kids.

- d. **Kith and Kin** – The suburbs of America are the land of opportunity for many people of many income levels and family compositions. And Kith & Kin neighborhoods are the land where many 30- year- olds are enjoying very comfortable married- with- children lifestyles in the \$50,000s and \$60,000s income ranges. These are the places of multi- family backyard barbecues and sprawling birthday parties, making them noisy as well as big purchasers. Kith & Kin segments, as their name implies, are home to many children, who are living primarily in traditional two- parent households. While the kids span all ages up to 17, then tend to be in the higher ages - indicating that these 30-somethings started their families at relatively young ages. Residents of these Married in the Suburbs areas have an above- average level of college education. This group of suburbanites gains most of their income from salaries, earned from a variety of white- collar positions such as management, protective services, sales, office administration, and repair services. They register a slightly above up- tick in investment income, as well.
- e. **Sublime Suburbia** – Incomes go farther when there are no children to clothe, house, educate, and entertain. For a glimpse of suburban lifestyles with predominately married 30- year- olds, earning \$50,000s and \$60,000s, and with no children to support, take a drive through Sublime Suburbia segments. You're likely to find very comfortable homes on average size lots, because residents in these areas are able to maintain a solid average level of the American dreamscape by working hard and investing moderately. These segments are the most average in the Married in the Suburbs category - including average rankings in married- households, college educations, and employment in jobs such as management, food preparation, personal care, sales, office administration, and the repair industry. This group is also earning a slightly above- average level of investment income, which speaks to their comfortable lifestyle. They also show a slightly above- average level of retirement income, which indicates a patchwork of 65- plus residents among the "youngsters."



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**10. Retired in the Suburbs (Neighborhood)** - Today it's all about the 50-year-olds. This age group represents the peak of the “baby-boomer” generation — that paragon of many of today's most powerful trends. Who knew that the “love children” of the 70s would be today's high-income suburbanites? Certainly not them. The Retired in the Suburbs neighborhoods represent the high-end of success in all categories, including education, income level, and occupation. The suburbs are defined as areas that are predominantly residential with very little commercial enterprise intermixed. By definition suburbs tend to be on the outskirts of urban areas.

While the median age range of the Retired in the Suburbs is in the 40s, these segments are also aging. All three segments in this category rank high-above-average on 65-plus-year-olds. In fact, two of the categories weight in at 50-percent-higher-than-the-national-average on this demographic. There is a smattering of children, but they are fewer and more far between than in the average suburban neighborhood.

Residents of these areas enjoy salaries in the \$70,000s and \$80,000s. The fact that the Retired in the Suburbs segments are aging correlates to their higher-than-average level of income from social security and retirement accounts. Also, interest/dividend income ranks very high in this group, owing to intelligent investment strategies in the 1980s and 90s.

Also correlating with the aging demographic in these areas is the presence of children. While most of the households are comprised of married-couples, a less-than-average number still have children, especially young kids. Predictably as the number of 65-plus members of community increase in some segments, so do the numbers of widows and widowers.

The Retired in the Suburbs neighborhoods are also home to many college graduates. In fact, one of the three segments ranks at more than two-times-average in college-educated residents: Stocks & Scholars. Marmalade & Money weight in at 50-percent-above-average in college graduates. While the third segment, Stately Suburbs, are right at the national-average on this front. Among the residents living in Retired in the Suburbs neighborhoods who have to work, they are predominately employed in managerial and professional positions.

- a. **Marmalade and Money** – Sitting pretty in the suburbs is the Marmalade & Money set. With a median- age still in the 40s, plus an expanding 65- plus-year- old population, few children underfoot, annual incomes in the \$70,000s and \$80,000s from a combination of white- collar jobs, interest/dividends, and retirement accounts - you can imagine this population having the time and money to savor the good things life in suburban American has to offer.



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You can visualize them serving up dinner on the best china, organizing their brand- name clothing collections in large walk- in closets, and dabbling in the world of art collection. The Retired in the Suburbs category neighborhoods are composed mainly of married couples with few children. However, they also rank at 50- percent- higher- than- average in retirement- age residents. They also rank at the same level in college- degreed folks. Those who have to work are employed in management, professional, and sales jobs. However, this group ranks 50- percent- above- average in interest/dividend income and near the same percent in retirement/social security income. Among the segment is a smattering of self- employed entrepreneurs. All in all, life is good in Marmalade & Money enclaves.

- b. **Stately Suburbs** – The Stately Suburbs set have a lower educational ranking than other Retired in the Suburbs segments: Yet they're doing something right, because they're earning the same comfortable living of \$70,000s and \$80,000s. In these areas, there's no shortage of high- end vehicles, homes, and other comforts of the good life. This group weights in right at the national- average in college- educated individuals. These predominantly 40- something areas are also home to a growing number of 65- plus retirees. If they ever had children, they are overwhelmingly grown and out of the house, as these married- couples show a lower- than- average number of children at home. Due to the aging population, this is the only Retired in the Suburbs segment with an above- average number of widows and widowers. Owing no doubt to their increasing number of retirees, incomes for these areas are generated by a significantly above- average level of social- security income and interest/dividends. Some of the residents are still working, because the segment ranks in at an average level of management, professional, and office administration workers.
- c. **Stocks and Scholars** – As their name implies, Stocks & Scholars segments are chock- a- block with high- income smarties. You can almost see them searching their Sunday papers, not just for local arts and leisure activities, but also for the next great investment opportunity. This Retired in the Suburbs segment ranks in with one of the highest levels of college- educated residents: over two- times- the- national- average. This group of neighborhoods also weights in with one of the highest levels of income from interest/dividends. However, the group is also notable for a 50- percent- higher- than- average level of residents with self- employment income. Those who have to work in traditional occupations are largely employed in white- collar management, financial, and other professional positions. Add to that a growing population of seniors drawing retirement income, and it all adds up to a median- income





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range of in the \$70,000s and \$80,000s. Stocks & Scholars neighborhoods are inhabited predominately by married- couples. Those who have children tend to have older kids in the 13- to 17- age range.

**11. Living With Nature (Neighborhood)** - Ahhh ... country living. It conjures images of clean air, rolling countryside, horses running in the wind, and farms bursting with their bounty. While this idealized vision may not quite be the reality, rural country life is, in fact, still a huge enticement for certain types of people — and they're not all farmers. Some people simply eschew any semblance of "citified" living. Instead, they need the wide (and not so wide) open spaces of rural America. Rural areas are defined as areas that are lightly populated and far from any type of urban center. However, rural areas may have some local commercial activity, but it's typically on a scale just large enough to serve the population living nearby.

Living With Nature is a neighborhood category that includes people who have predominately chosen the rural lifestyle over urban or suburban, though for some their vocations have a large impact on their rural-living decision. Among the segments in this rural category are people who still work in cities (the "long-haul" commuters, so to speak) and the people living in rural communities, because that is where they work.

You won't find a single type of demographic living in today's rural areas: White-collar professionals may be as attracted to these areas as much as farmers. That being said, many of the segments in this category rank well-above-national-averages in people in farming, fishing, and forestry occupations — the highest segment ranks at four-times-average on this measurement scale!

However, even with that commonality, diversity is the name of the game in Living With Nature segments. For example, some residents are white-collar, some are blue-collar: some have college educations, some don't even have high school degrees; most are married-with-kids, some households have no children; and some people are self-employed, some are retired, and some need public assistance to make ends meet. What's more, the Living With Nature segments represent a expansive range of income levels — from less than \$30,000 to the \$80,000s.

While they are representing several demographics, the seven segments within this category share more than just rural addresses: They are also defined as a group by their age. The residents of Living With Nature segments are predominantly in their 30s. The relatively youthful age of these areas proves that, contrary to popular news reports, not all young people are leaving rural areas and rural occupations for city life.



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- a. **Cornucopia** – Like the patchwork of freshly plowed fields, rows of crops, and seas of wheat blowing in the wind that you might see out the window of a plane as you fly over a typical rural area in America, the Cornucopia is a patchwork of rural communities that don't fit into any of the other segments. This group of Living With Nature segments is young: the residents range from 20- somethings to the low- 30s. This group of mixed demographics is primarily married- with- children, but they have even more children than the other segments. They have the least- educated demographic in this segment, with close to 50- percent- higher- than- average percent without even high-school degrees. These segments are home to a well- above- average number of self- employed individuals, and a similarly high- level of people seeking public assistance. They are not easily pegged on income levels, since the median household income is too broad to classify without misleading market researchers. However, the Cornucopia segments are a pretty solidly blue-collar bunch, working in areas such as construction, repair services, production, and transportation. But while they rank at or near 50- percent- above- average in these jobs, they rank at a spectacular four- times- the- national- average in the category of farming, fishing, and forestry.
- b. **Country Villas** – If you're single and looking for a partner, don't drive out to Country Villas rural neighborhoods: They are overridingly home to married couples. These residents share demographics that make them perfect partners in living the good life in the country. Residents in these Living With Nature areas are predominately in their 30s, college- educated, employed in white- collar management and other professions, rather than the more common blue- collar rural occupations. What's more, Country Villas' residents are members of one of the highest- income levels in rural environs - the \$70,000s and \$80,000s. With all of this going for them, living must really be good in their sparsely populated areas. But that's not all of their advantages: Country Villas also rank high in entrepreneurs earning self-employment income (50- percent- higher- than- average) and smart investors earning nearly the same level of interest/dividend income. These good income levels are helping to support a slightly above- average number of children, especially ages six to 17.
- c. **Pastoral Vistas** – Pastoral Vistas neighborhoods rank at just over- 50- percent- higher- than- average in farming, fishing, and forestry occupations. And they measure just a little lower than this percentage in self- employment income. If you put two- and- two together it's logical to assume Pastoral Vistas rural neighborhoods are inhabited by many people earning a living off the land. However, this segment within Living With Nature is not just a group



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of farmers, tilling the soil from sun up to sun down. Other above- average ranking occupations include construction, repair services, production, and transportation. Whether or not they are farmers, residents in these areas are clearly blue- collar. The residents rank in at 25- percent- above- average in high- school education, but only a small percent have some level of college education. Presumably any education beyond high school is from a community college or trade school. Nonetheless, this group is fairly comfortable financially with average incomes in the \$50,000s and \$60,000s. There are a few smart investors among the residents, but also few people seeking out public assistance. These areas also rank at above- average in the married- couple category and in children above six and under 17.

- d. **Rough and Ready** – Rough & Ready neighborhood segments are, as their name implies, home to many rugged individualists. The segment has both a higher- than- average percentage of people earning self- employment income and working in manual- labor blue- collar jobs, such as production, transportation, repair services, and construction. But what really distinguishes these areas are the number of people employed in farming, fishing, and forestry - over- three- times- the- national average! This group has nearly 50- percent- higher- than- average percent of people with high- school degrees, but very few with college educations, and virtually no college degrees. Like many other segments in the Living With Nature category, Rough & Ready residents are generally married and rank at slightly above- average in households with children. This group lives on a fairly low- income level in the low- \$30,000s or less. As a result, some residents rely on a little public assistance to occasionally put food on the table, though probably not to put a roof over their heads.
- e. **Stock in Trade** – Stock in Trade areas are home to the "salt of the earth" types - in other words, these rural segments are the most ordinary of all segments in the Living With Nature category. Thinking of an average rural dweller and you think of the many workers that are keeping America's farmers, factory workers, and construction backbone. They have a near- average level of married couples with an average level of children. They do, however, have a slightly above- average level of high- school educated individuals. Other standout demographics are occupations: They rank over 50- percent- above- average in construction, repair services, and production. However, they weight in at two- times- the- national- average for employment in farming, fishing, and forestry. These hard- working manual- laborers earn incomes in a median range from the high- \$30,000s to the \$40,000s. While some of them are self- employed, a well- below- average percentage have income from





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investments/dividends. And they range from slightly below- average- to-average in receiving income from public assistance and supplemental security.

- f. **Terra Firma** – True to their rural Living With Nature category roots, the Terra Firma neighborhoods are home to an above- average number of people working in farming, fishing, and forestry occupations. In fact, they rank at nearly three- times- the- national- average on this scale. Combine this with their 50- percent- above- average level of self- employment income, and it's clear Terra Firma areas are inhabited by many independent people working and living close to Mother Earth. They also rank higher- than- average in other employment sectors: namely, production, transportation, repair services, and construction. Along with their blue- collars, these residents share other demographics with the classic perception of a "true- blue American." They are predominately married with children (slightly more in their teens than in diapers). They have high- school educations, with a smattering of college. And they invest a little money (they rank slightly above-average in interest/dividend income), even though they're living on a relatively modest income level. The median income range for Terra Firma areas is from the high- \$30,000s to the \$40,000s. However, they're smart spenders, because very few are seeking public assistance to pay the bills.
- g. **The Outback** – Of all the Living With Nature segments, the residents of The Outback areas appear to be struggling the most financially. Not only do they weight in at the fairly low annual income level in the low \$30,000s or less, but also they have the highest ranking in this category on supplemental security income: two- times- the- national- average. Like their rural neighbors, these residents rank high in the farming, fishing, and forestry occupations: they are well- above- three- times- the- national- average. However, they also are home to two- times- the- average number of production workers, and have high rankings in the areas of construction, repair services, and transportation. Another higher ranking is in education: The Outback sectors weight in at nearly two- times- average in people without high- school degrees. True to their average rankings, these areas have a level of married- couples and children that is right at the national- average.

**12. Working with Nature (Neighborhood)** - Give me land, lots of land ... give me acres and acres of land. This could be a line from a theme song written about (or by) members of Working With Nature communities. The five segments within this category are predominately home to people with lots of land, many who are still working it to earn a living. As the name connotes, Working With Nature segments are



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rural communities. Rural areas are defined as areas that are lightly populated and far from any type of urban center. However, rural areas may have some local commercial activity, but it's typically on a scale just large enough to serve the population living nearby.

Working With Nature segments share several commonalities, particularly the age range: Residents living in these areas are chiefly in their 40s. However, they are aging, demonstrated by the fact that most sectors have an above-the-national-average level of people 65 and older. Continuing on this aging theme, these generally married-couples have some children, particular in their teenage years. However, owing to their aging demographic, there is also a growing demographic of widows and widowers.

Occupationally, the people who have to work show an overwhelming presence in the farming/fishing/forestry sector. Nevertheless, this is not the sum-total of their income-generating activities, because many of the five sectors have high rankings in other occupations, four of which are primarily blue-collar. That being said, many sectors rate highly in self-employment income — no doubt reflecting their Working With Nature occupational dominance in the farming category.

Residents of Working With Nature areas have a strong across-the-board showing in high-school degrees: most rank well above average. However, one sector has a particular large number of people who have college degrees: the Land Barons. It's no coincidence that this segment also has the lowest number of farmers and the highest number of white-collar management professionals in this category.

Another big area of differentiation among Working With Nature segments is income levels: They range from the Land Barons at the high-end with incomes in the \$70,000s and \$80,000s, all the way down to Crops & Tractors segments with incomes below the \$30,000s. Not surprisingly, Land Barons have the highest level of interest-income in this category, while Crops & Tractors rely heavily on public-assistance to pay the bills.

- a. **Breadbasket** – Breadbasket are rural segments that are likely to be areas that grow an abundance of America's produce, because they are most certainly the home to an abundance of people working with nature. In fact, these areas rank at well- above- three- times- the- national- average in people working in the farming, fishing, and forestry. These segments are also home to a number of retired farmers: showing a nearly 50- percent- higher- than- average number of people 65- and- over. However, like other Working With Nature segments the median- age is in the 40s. These manual- labor blue- collar



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workers are also employed in construction, repair services, production, transportation, and healthcare. Also, like other segments in this category, Breadbasket residents are mostly married, but with few children comprising the households. If there are kids present, they are most likely teenagers. Other distinguishing characteristics are that over 50- percent- above- average are self- employed; they earn about 25- percent- above- average level of interest/dividend income; and they receive an above- 25- percent- average level of social security income. Overall, the annual income of these rural folks ranges in the high- \$30,000s and \$40,000s. They all tend to have high- school educations, but very little higher education.

- b. **Crops and Tractors** – Among the five Working With Nature segments, Crops & Tractors are the grandpas and grandmas of the bunch. Yes, the median age is in the 40s, but these sectors are also home to a nearly 50- percent- higher- than- average level of people who are 65- plus. They also have the fewest number of children, the highest level of social security income (nearly 50- percent- higher- than- average- nationally), and a well- above- average level of widows and widowers. Although this group by- and- large has high- school educations, they earn the lowest income levels of this category: in the low- \$30,000s or less. Another top- ranking feature of these rural areas is an over four- times- the- average number of people employed as farmers. Other occupations include transportation, construction, repair, production, and healthcare. This group also counts on the highest level of public- assistance income of all five Working With Nature segments: at just below 50- percent- higher- than- average.
- c. **Farmers Circle** – Three- times- the- national- average of people living in Farmers Circle rural segments are employed in the farming, fishing, and forestry industries - or were, in there younger days! While this segment, like its fellow Working With Nature sectors, has a median age in the 40s, this area has a growing number of 65- plus- year- olds: The current calculation is well over a 25- percent- higher- than- average ranking. This aging demographic explains other dominant characteristics of Farmers Circle residents, including a nearly 25- percent- higher- than- average number of widows/widowers and a similar high- level of social security/retirement income. Overall, these folks are married with either no kids or a few teenagers under foot. That's good, because their modest incomes, which range from high- \$30,000s to the \$40,000s, will stretch farther. This group also has a lower- level of interest/income than other segments in the Working With Nature category. Besides farmers, a higher- than- average level of people working in





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construction, repair services, production, and transportation also inhabits Farmers Circle areas.

- d. **Fertile Acres** – Fertile Acres are most likely home to many farmers working the land - and doing it well, based on their basic statistics. These rural Working With Nature areas show nearly two- times- the- average level of people in the farming/fishing/forestry occupational category. Combine that with a 50- percent- above- average level of income generated from self-employment and a median salary range in the \$50,000s and \$60,000s, and you've got yourself a group of hard- working country folks who are living very comfortably out in the country. These land tillers are predominately married, but tend to have fewer children than average. This could speak to the fact that the residents in these areas are starting to age: They have a 25- percent- above- average level of 65- plus- year- olds. This correlates to a similar ranking in retirement/social security income. But they don't just labor for their daily bread, these areas also rank about 25- percent- above- average in interest income. While there is some level of college education among these residents, they are more likely to have high- school degrees.
- e. **Land Barons** – With their college educations, high income levels, white-collar jobs, and high level of occupational independence, the Land Barons are truly the kings of the Working With Nature hill ... and fields ... and dales in today's rural areas. Though residents of Land Barons segments aren't necessarily working the land, they may have inherited smart land-investments in rural America. In fact, the residents of these areas earn well-over- 50- percent- above- average levels of income from self- employment ventures. But since they rank at only slightly above- 25- percent- average in the farming, fishing, and forestry occupations, they are presumably not out tilling the fields. Instead they rank higher in management jobs and other professional positions. Contributing also to their incomes, which are in the \$70,000s and \$80,000s, is a 50- percent- higher- than- average level of interest/dividend income and a 25- percent- above- average level of retirement income. Though they show only a slight up- tick over average on being the home of 65- plus- year- olds, Land Barons are likely to be married and have none or only a couple of children still living in the household.

**13. Harlem Gateway (Neighborhood)** - According to the 2003 U.S. Census figures, approximately 38.7 million African Americans live in the United States (including both blacks and people who are a mix of black and other races). This represents 13.3% of the total U.S. population: an increase from the historical low of 9.7% in the 1930s. At the time of the 2000 Census, 54.8% of African Americans lived in the South,



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17.6% in the Northeast, 18.7% in the Midwest, and 8.9% in Western states. Almost 88% lived in urban areas, including over two million African American residents in New York City. By July 1, 2050, the projected single-race black population of the U.S. is estimated to be 61.4 million. According to this projection, black residents would constitute 15% of the nation's total population on that date.

In the years since the Civil Rights Movement, many African Americans have improved their social and economic standing, including the expansion of a vibrant middle-class. However, collectively, these citizens remain at an economic, educational, and social disadvantage. Economically, the median-income of black Americans is roughly 60% that of whites. Persistent social problems for many include inadequate healthcare access and delivery; institutional racism and discrimination in housing, policing, criminal justice and employment; crime; and substance abuse.

Market segmentation analytics bear out these facts. The Harlem Gateway category is comprised of predominantly black neighborhoods across the U.S. These areas are overwhelmingly in highly urban areas, with residents who are primarily young, poor, single, parents without college educations, and working hard at blue-collar jobs — usually with some level of public assistance sustaining them. As of July 1, 2003, 32% of the black population was under 18 (while only 8% were 65 or older).

Several trends are found within the five Harlem Gateway segments (though these events are not unique to black Americans). For examples, when the percent of married-couple households is high, so is the percent of income from wages; and as the number of single-parent households is higher, so is the percent of income from social services. Similarly, when these residents are married, they rank a lower number of children and higher incomes; and as the number of children increases in single-family homes, so does the median-income range.

Another point of differentiation among the five Harlem Gateway segments is their occupations. One segment shows a high-level of white-collar workers: Upper East Side. Two segments rank with a mix of white-collar and blue-collar workers: Harlem Gentry and East Side. And two segments are predominately home to blue-collar workers: Lower East Side and Between Jobs. Also, one Harlem Gateway segment has a higher income level (Harlem Gentry), while the other four are lower.

- a. **Between Jobs** – Based on the demographic statistics of the highly urban Between Jobs segments, these neighborhoods may very well be the so-called "mean streets" across our nation that are frequently referenced in popular media. Two demographics, in particular, point to this possibility: age and marital status. Like the majority of Harlem Gateway segments, Between Job



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neighborhoods are home to black residents in their 20s and low- 30s. However, these residents have a high propensity to be widows and widowers: nearly two- times- the- national- average number of males are widowers and nearly 50- percent- above- average of females are widows. Furthermore, between 50- and- 75- percent- above- average percentages never married. Overall, these facts make for predominantly single- parent communities, especially single- females. In fact, these areas rate a 50- percent- below- average level of married- couples. And while there are a 50- percent- higher- than- average level of single- males- with- children, there are nearly four- times- the- national- average number of single- females- with- children. Other statistics that speak to a hardscrabble life in Between Jobs areas are a two- times- the- average percent without high- school educations, incomes in the low- \$30,000s or less, a well above- the- national- average number of children. It all adds up to markets with one of the highest levels of public- assistance income: three- to- four- times- the- national- average. Of the residents who are employed, these occupations dominate this segments: over three- times- average in healthcare support; over two- times- average in building maintenance; nearly two- times- average in protective services; and 50- percent- above- average in food preparation and personal care services.

- b. **East Side** – Within occupations such as healthcare, protective services, and office administration, you'll find levels of status and income. Residents of East Side market segments are at the higher ends of both scales, estimated chiefly on the neighborhoods' median income range, which is high- \$30,000s to the \$40,000s. They also have the second lowest ranking on public- assistance income in the Harlem Gateway market segmentation category: about 50- percent- the- national- average. Overall, these demographic facts put the East Side residents in a very comfortable consumer category. Residents inhabiting these areas are overwhelmingly in their 30s, have high- school degrees, are single- parent households, and have an average number of children under their roofs. Specifically, East Side segments have about a 50- percent- higher- than- average percent of single- parent homes, but well- over- two- times- the- national- average are with female- heads- of- households. These areas also have an over- 25- percent- higher- than- average number of divorcees and widows/widowers.
- c. **Harlem Gateway** – African Americans in the U.S. are working in a wide range of occupations, including over 31,000 physicians, nearly 34,000 lawyers, over 26,000 chief executives, and 1,500 legislators. You are likely to find many of these white- collar workers living in the highly urban Harlem Gentry neighborhoods. These market segments are predominately home to well- off





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30- something African Americans, who are married with some children of all ages. However, they also have a 50- percent- above- average level of households with single mothers. They're median annual income range is in the \$50,000s and \$60,000s, earned largely through salaries. These segments rank the lowest among the five Harlem Gateway segments on income from public assistance, though they are still slightly higher- than- the- national- average on this measurement. Along with a relatively high percent of white-collar jobs, these segments also show many blue- collar workers mixed in. Across the board these areas have an average percent of high- school and a below- average standing on college- education. Two occupations have a particularly strong showing: healthcare support services and protective services (both are over 50- percent- above- average). Other areas ranking above- average are transportation, office administration, and building maintenance.

- d. **Lower East Side** – Lower East Side segments are similar to Upper East Side segments in many demographics such as age (20- to- low- 30- years- old), except for one predominant distinction - they are home to the "blue- collar" workers in occupations such as healthcare, building maintenance, production, and transportation. In these employment fields, they rank at over two- times- the- national- average. However, their median annual income is still the same as residents of Upper East Side areas: the low- \$30,000s or less. Also, Lower East Side neighborhoods rank at between 50- and- 75- percent- above- average in residents who've never been married. In fact, they rank at 50- percent- below- average number of married- couple households, including a 50- percent- higher- than- average percent of single- male parents and nearly two- times- average number of single- female parent families. Other similarities to their Upper East Side Harlem Gateway neighbors include: an above- average level of income from public- assistance (nearly three- times- the- national- average). Though many residents have high- school degrees, a two- times- average level of residents does not have high- school educations.
- e. **Upper East Side** – Residents of Upper East Side neighborhoods may face greater challenges than most Americans, but you can't say they aren't trying. These Harlem Gateway areas are home to people in their 20s to low- 30s, who rank at the national- average in income from salaries and wages. However, they also show about two- and- a- half- times- average- higher rate of public- assistance income. These residents are working at a wide variety of jobs, including an over two- times- average level of employment in healthcare services; nearly two- times- average in building maintenance; and over 50- percent- above- average in protective services, food preparation, and



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personal care industries. All in all their positions are categorized as white-collar, unlike the Lower East Side segments, which work in similar fields, but weight in as blue-collar. But with a 50-percent-higher-than-average-level of residents without high-school educations, and a median-salary range in the low-\$30,000s or less, these residents may continue to carefully spend the money they bring home. Additional distinctions include a between 50-and-75-percent-above-average percentage who've never married; a well above-average number of children; and a 50-percent-below-average number of married-couple households. Additionally, there is a 50-percent-higher-than-average percent of single-male parents and nearly two-times-average number of single-female parent families.

**14. Espaniola (Neighborhood)** - Hispanics are the fast-growing population within the U.S. They have not only increased in numbers to become the largest ethnic minority population in the U.S., but they have also increased in purchasing power — representing an estimated \$680 billion in 2004 and expected to grow at an average annual rate of 8%. As a result, marketing to the U.S. Hispanic sector is becoming a priority for many businesses. Yet, understanding the market can be difficult. Market segmentation bears out this fact: In particular, income levels are difficult to categorize, and the mix of incomes and family compositions is quite diverse. In fact, the Hispanic markets are one of the most challenging types of demographics to segment into neighborhoods.

The category Espaniola represents predominantly Hispanic neighborhoods. Since it is the fastest-growing of all categories, the neighborhoods were divided into six relatively small segments. Based on predictions, each segment will probably double in population over the next ten years. According to the U.S. Census Bureau's 2000 census, 35.5 million residents were Hispanic. However, by 2003 that number grew to about 40 million people. In fact, throughout the early 2000s the Hispanic population growth was about 2.4% per annum — faster than any other group in the U.S. If this growth rate continues, Hispanics in the U.S. will number anywhere from 80 million to 100 million by 2050.

The definition of Hispanic used by the Census Bureau was established by the Office of Management and Budget (OMB): a person of Cuban, Mexican, Puerto Rican, South or Central America, or other Spanish culture or origin regardless of race. Hispanics tend to gather around major urban areas. According to the 2000 U.S. Census, half of all Hispanics in the U.S. lived in two states: California and Texas. Further, Hispanics tend to group themselves by country of origin. Most Latinos of Mexican heritage live in the Southwest. While Cubans tend to reside in Miami. Other less-known Hispanic pockets are the Salvadorans in Washington DC and the Hondurans in New Orleans.



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Among the six segments, market researchers will find some differentiation, but more similarities. The distinctions include ages: The median age of two segments are in the 20s and low-30s, two are in the high-30s, and one is in the 40s. Few of the segments rank high with senior citizens. Further, three segments are home to Hispanics with incomes in the high-\$30,000s and \$40,000, while the other three have median household incomes that are too broad to classify without misleading market researchers.

Among the similarities, across the board you'll find residents who have some high-school education, little-to-no college education, are blue-collar workers, and rely on some level of public-assistance (from slightly above-average to very-high). Also, while many of the residents are married-with-children, the majority of the segments rank higher on single-parent households.

- a. **Anos de Quincenera** - Among the six predominantly Hispanic Espaniola market segments, two of them share the highest median age range - Anos de Quincenera is one of them. That fact, combined with the fact that these areas are home to the largest percent of married- with- children families, has given the segment its name, which is a Spanish term that means "parents with daughters coming of marriage age." As a result, with older children under their roofs, these residents may very likely be at the peak of their purchasing years. While the median household income of the areas is too broad to classify without misleading market researchers, one indicator in particular points to the lower- end of the income scale: Residents living in these areas are seeking public- assistance at a rate of over- 50- percent- above- average. Bolstering this assumption are the facts that these areas rank as blue- collar, and show only some high- school education, but very little higher education. In fact, the highly urban neighborhoods ranks at a nearly two- times- average- level of resident without high- school degrees. The largely urban Anos de Quincenera areas show an average- level- of- income from wages/salaries, with particularly high standings in building maintenance (over- 50- percent- above- average) and transportation (over- 25- percent- above- average).
- b. **Los Novios** – Los Novios neighborhoods are neighborhoods with the highest percentage of married- with- children households. So their Spanish name, which means "newlyweds" is a perfect fit. What's more the median- age range of residents is in the lowest category - 20s and low- 30s. Fittingly, these areas rank highest in children under six at nearly 75- percent- above- average. But they also have a 50- percent- higher- than- average level of kids six- to 13- years- old. While many of the residents are married, there are also above-





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average levels of single- parent households: with the highest level (interestingly) in single- male- with- children at over 75- percent- above-average. The highly urban Los Novios areas share several demographics with their fellow Espaniola segments, including a high percent of residents without high- school educations (three- times- the national- average); median household incomes too broad to classify without misleading market researchers; and high rankings on income from public- assistance (three-times- above- average). However, the residents also rank at an average- level of income from their predominantly blue- collar jobs. They rank extremely high in five occupations: farming/fishing/forestry (a whooping seven- times-the- average), building maintenance (two- and- a- half- times- average), construction and production (both at nearly two- times- average), and transportation (about 75- percent- above- average).

- c. **Los Padres** – As anyone who knows anything about Hispanic culture knows, family is very important to this demographic. In particular, parents are regarded as the kings and queens of their castles. The aptly named Los Padres (Spanish for "parents") neighborhoods weight in with the second- largest percentage of children - which, of course, means there are many parents as well. In these highly urban Espaniola neighborhoods, the percentage of married- couple households is just below the national- norm; the level of single- female- parent homes is 25- percent- above- average; and (interestingly) the level of single- male- parent homes is more than 50- percent- above- average. The children in the homes span all ages, but show the highest ranking in kids- under- six (nearly 50- percent- above- average). This is obviously because of the residents' relatively young age: The median age of Los Padres areas is in the 30s. The median household income in these areas is too broad to classify without misleading market researchers. But by looking at other factors, one can assume the income levels are lower- than-average. These residents have two- and- a- half- times- average number of people with less- than- high- school educations. They also rank very high in four blue- collar occupations: farming/fishing/forestry (two- and- a- half-times- average), building maintenance (two- times- average), construction (over 50- percent- above- average), and production (over 50- percent- above-average). This group also shows a 50- percent to two- times- average level of income from public- assistance.
- d. **Los Padrinos** – Among the predominantly Hispanic Espaniola segments, Los Padrinos is one of two segments with a median age in the 40s. These neighborhoods also show higher percentages of single- parent households than other segments. As a result, these areas have been names Los Padrinos,



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which means "godparents," a very common honorarium bestowed on older singles in the Hispanic culture. The number of single- parent homes ranks high for both males (75- percent- above- average) and females (over 75- percent- above- average). However, these neighborhoods rank at an overall average- level of children in all age groups, indicating that the homes are not bursting at the seams with kids. Los Padrinos areas also rate the highest percentage of residents over- 65- years- old in this category. Owing, no doubt, to the older median age, these areas show above- average levels of widows/widowers and divorcees. Los Padrinos is one of three segments within the Espaniola category with the highest median- income levels: the high- \$30,000s and \$40,000s. While some of this income is generated by jobs, they also rank high in public- assistance: about two- and- a- half- above- average. Those who are employed are primarily blue- collar workers: presumably a reflection of a two- times- the- national- average number of people with less- than- high- school educations. The residents' dominant job categories include building maintenance (two- times- average), food preparation (50- percent- above- average), and personal care and transportation (both 25- percent- above- average).

- e. **Los Solteros** – Among the six primarily Hispanic Espaniola neighborhood segments, the Los Solteros are among three with the highest income- levels: the high- \$30,000s to \$40,000s. However, that doesn't mean they aren't struggling, because other factors speak to people working hard to make ends meet. For one things, these highly urban areas are home to predominately single- households, in particular single- parent families: hence their name - Los Solteros mean "singles" in Spanish. They rank at two- times- the- national- average for single- male- parent and single- female- parent households. A 50- percent- higher- than- average number of these residents have never been married. There are above- average numbers of children of all ages in the households, with the highest percent in the younger group (under six- years- old) and fewer in the oldest grouping (13 to 17 years old). Another fact pointing to their financial struggle is the high level of income from public- assistance: more than three- times- average. With a two- and- a- half- times- average level of residents with less- than- high- school educations, residents of Los Solteros areas are employed in predominantly blue- collar manual- labor jobs, with higher- than- average rankings in all of these occupations: building maintenance, food preparation, construction, production, transportation, healthcare support, and farming/fishing/forestry.



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- f. **Los Trabajadores** – The Spanish- language name for this category should not be misconstrued to mean that everyone is generating income from jobs. While an average level of Los Trabajadores ("workers") residents are generating income from their occupations, these neighborhoods ranks the highest among the primarily Hispanic Espaniola areas for public- assistance income: over four- and- a- half- times- above- average. But nonetheless these areas are among the three segments within this category with the highest income levels: the high- \$30,000s to \$40,000s. As a result, those who work are in all likelihood hard workers. It helps that they are young: They are one of two segments with a median- age in the 20s. The dominant areas of employment for these workers are blue- collar jobs in farming/fishing/forestry (nearly four- times- average); building maintenance (over two- and- a- half- times- average); and transportation, construction, and food preparation (all at or above 50- percent- higher- than- national- averages). Like other Espaniola segments, Trabajadores have a higher- than- average- level of people with less- than- high- school educations (nearly three- times- average). Los Trabajadores areas have the highest percent of children of all the segments, especially kids under six (over 50- percent- above- average). They are also predominately single- parent homes, with about two- and- a- half- above- average levels of both single- male- parents and single- female- parents.

**15. Specialties (Neighborhood)** - Diversity and individuality are among the hallmarks of the American lifestyle — cherished as two of the primary essential characteristic of a thriving democracy. As such, there are neighborhoods across the United States that are so different and unique they do not fit into easily definable groups: for example, military areas, apartment denizens, and college students. In fact, to aggregate these unique neighborhoods into another segment would be a disservice to market researchers. As such, we have created a category comprised solely of seven specialty neighborhood types. We've grouped these diverse areas under one heading — Specialties. While grouped together because of their differences, there is one commonality among these unique neighborhood entities: They are all located in highly urban areas.

Among the seven Specialty neighborhood segments are these: Golden Heritage and Legacy Years represent households that are fully retired with residents of the former living extremely comfortably and in the later on very tight budgets. East Meets West are areas comprised mainly of Asians, but also containing other groups for whom English or Spanish is not the primary language spoken at home. Group Quarters are inhabited by people living predominately in apartments or other group housing quarters. Doublewides are households where mobile homes dictate their lifestyle.





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Centurions are areas with households dominated by military personnel. Collegians are home to currently enrolled college students living in either dorms or off campus areas dedicated to college students.

- a. **Centurions** – It would come as no surprise to most people that military personnel living across the country have their own unique demographics and lifestyle segmentation characteristics from non- military people. Just one example of this, and reason for this fact, is that this population tends to retire at a considerably younger age than workers in civilian sectors. Among the explanations for this pattern is that many military tasks require the physical stamina of youth. Market segmentation bears out this fact, as the population of Centurions segments are in their 20s and low- 30s. Centurions neighborhoods are classified as highly urban areas with households dominated by military personnel. Other commonalties of the residents include salary ranges in the high- \$30,000s and the \$40,000s, and a two- times- the- national- average percentage of married- couple- with- children households. Their income is generated largely from salaries; and this segment has a very low level of income from public- assistance. No doubt owing to their younger age, there is a significantly above- average level of children under six- years- old. This group also has a nearly two- times- the- average number of people with some years of college under their military belts. Their occupational ranking is a mix of white- collar and blue- collar jobs in areas such as healthcare support, protective services, personal care, and farming.
- b. **Collegian** – According to the U.S. Dept. of Labor's Bureau of Labor Statistics, in October 2004, 66.7% of high- school graduates from the class of 2004 were enrolled in colleges or universities across the United States. This is obviously a huge annual boon to retailers who sell the staples of college life, including low- cost dorm- style furniture, pens and notebooks, and inexpensive home furnishings. Market researchers will find many of these students in Collegians neighborhood segments. Collegians areas are home to currently enrolled college students living in either dorms or off campus areas dedicated to college students. Market researchers will find a very homogenous group of young adults within these unique areas. Collegians are home to residents sharing a median- age- range in the 20s and low- 30s. They are predominately not married, and have no children. Naturally, they all have high- school degrees. For those students who are working to help pay the ever- increasing cost of higher education, they are employed a mix of white- and blue- collar occupations, such as protective services (over- two- times- average), personal care (nearly two- times- average), and management and sales (nearly 50-



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percent- above- average). Through these jobs they generate annual incomes at the low- \$30,000s- or- less range. Residents in these areas generate almost no public- assistance income.

- c. **Doublewides** – In America there tends to be a particular stigma attached to living in mobile homes and mobile home parks. But they are not all so called "trailer trash." In fact, many people chose this lifestyle as a preference for several reasons, including mobility and low- cost housing. In fact, the median income of residents of Doublewides neighborhoods is a very respectable high- \$30,000s and \$40,000s. Doublewides are areas where mobile homes dictate the lifestyles of the residents, who share a median age in the 30s. While residents in Doublewides do have a higher- than- average level of income from public- assistance, many others are hardworking Americans, with a higher- than- average representation in several manual- labor blue- collar occupations, including farming/fishing/forestry (nearly three- times- average), construction (75- percent- above- average), repair services (over- 50- percent- above- average), transportation (50- percent- above- average), and production (nearly 50- percent- above- average). These occupations are a reflection of the residents' low educational achievements: There is an over- 50- percent- average number of people with less- than- high- school educations. However, 25- percent- above- average have high- school degrees. Also owing to their residents' ages, these areas have slightly more younger children than older. They tend to have married- couple households, but also have a nearly 50- percent- higher- than- average number of single- fathers.
- d. **East Meets West** – When most Americans think of people from the "East" then tend to think of Asians. And while many Asians moved to the United States in the past century, immigration trends of recent decades have brought many other citizens of other Eastern countries to the U.S shores. You'll find many of them living together in East Meets West neighborhoods, which are areas comprised mainly of Asians, but also contain other groups for whom English or Spanish is not the primary language spoken at home. Among the shared demographics of these areas are a very interesting correlation to "national- average" measurements - which, interestingly, points to the fact that these groups of people have done a great job of assimilating into America culture. They rank at near- average levels in married- couple- with- children household compositions, and have averages standings in all age ranges for kids. Some differences- from- the- average include: over 25- percent- average number of people with less- than- high- school educations, nearly 25- percent- average number of single- males- without- children, and nearly two- times- average level of public- assistance income. However, the median income



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range for East Meets West is quite high at \$50,000s and \$60,000s, which speaks to the fact that many residents are hard working citizens. They show average levels of employment in a wide range of occupational categories, where they hold both blue- and white- collar jobs.

- e. **Golden Heritage** – When you think of senior citizens in America there are typically two images that come to mind. One is of very well off older citizens living comfortably, usually by the ocean, having the money both for a nice primary residence and for frequent vacations (perhaps in a comfortable recreational vehicle), playing shuffleboard or cards, and basically enjoying their post- working years to the hilt. The other image is less appealing: of older Americans struggling to make ends meet and waiting each month for their social security checks to arrive. Market segmentation analytics bear out the reality of both of these images. And Golden Heritage segments are neighborhoods that are home to the former: in other words, the senior citizens living the good life in places like Florida, Arizona, and other appealing climates. The media age of these residents is 50s to low- 60s. But they also show a nearly four- times- average number of people over 65- years- old. These seniors are living comfortably on incomes in the median- range of the \$50,000s and \$60,000s. Much of their income is from social security and retirement (two- and- a- half- times- above- average). However, they also have a 75- percent- above- average level of interest/dividend income. Some of these seniors are still working at white- collar jobs in areas like management, professional and sales positions. There are many married- couples, but few children living in Golden Heritage neighborhoods. Obviously due to the residents' advanced years, these neighborhoods have a 50- percent- above- average level of widows and widowers.
- f. **Group Quarters** – Group Quarters is the name of the neighborhoods identified as home to people living predominately in apartments or other group housing quarters. The residents of multifamily rental housing are different from both homeowners and single- family home renters. It's logical to imagine this group being much more transient than home- owning citizens, and not investing as much in their home purchases. Apartment renters account for 15% of all U.S. households by a narrow definition that restricts the count to residence in structures with at least five apartments. A broader definition of two to four apartments per quarters increases this percentage to 22%. Among the shared demographics of the highly urban Group Quarters residents are a median- age in the 30s, very few children, more singles than married- couples, and a two- times- the- national- average level of people with less- than- high- school educations. Income for these rental- housing





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residents ranks 50- percent- higher- than- average on public- assistance. However, many of the residents are employed in blue- collar jobs, such as farming/fishing/forestry (nearly four- times- average), protective services (nearly two- and- a- half- times- average), and healthcare support, building maintenance, and transportation (all about 25- percent- above- average). Incomes are in the high- \$30,000s and \$40,000s ranges.

- g. **Legacy Years** – There are two images of that come to mind when you say "senior citizen" in the United States. One is of a very well off retired person living out their golden years in comfort. A second image is of an older person who is struggling to make ends meet and suffering the indignities of a combination of old- age and low- income. Legacy Years are areas representing households that are fully retired with residents on very tight budgets. The median age in these neighborhoods is the 50s and low- 60s, but they also have a nearly three- times- the- national- average number of people over 65- years- old. The median income of these households is the low- \$30,000s or less. While many residents are drawing on social security and retirement income, they also have a 75- percent- above- average ranking in public- assistance. This group of senior citizens also ranks above- average on several occupational categories, which is either a reflection of the employment of the younger members of the neighborhood or the need for some seniors to continue working. They show above- average levels of employment in both blue- and white- collar jobs in these areas: healthcare support, building maintenance, farming/fishing/forestry, protective services, and food preparation. An above- average percent have high- school degrees, but a higher percent have less- than- high- school educations. These areas have an average level of married- couples and few children, but above- average levels of single- households (over 50- percent- above- average), widows (well over two- times- average), and widowers (over two- and- a- half- times- average).



## **Existing Conditions**

### **Appendix 2:**

## **Terrell Existing Thoroughfare Plan Summary Details**

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City of Terrell – Comprehensive Plan  
Appendices



						City 2002 Thoroughfare Plan				Kaufman County 2035 Thoroughfare Plan		
Direction	Road No.	Road Name	From	To	Ex. Section	Class	Planned Section	Built Out?	TP ROW Width	Class	No. Lanes	TP ROW Width
E-W		Alamo St	N Rockwall Ave	SH 34	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Local Street	2	
E-W		Brin St	Pacific Ave	Dellis St	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
E-W		Brin St	Dellis St	E State St	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Local Street	2	
E-W		High St	Pacific Ave	SH 205	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Local Street	2	
E-W		High St	SH 205	Dellis St	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
E-W		High St	Dellis St	N Burch St	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Local Street	2	
E-W	U.S. 80	Moore Ave	W city limit	E city limit	4-lane divided	Type A Major Thoroughfare	6-lane divided	N	120'	Major Arterial A	4-6	120'
E-W		West End St	FM 148	Mineral Wells St	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Local Street	2	
E-W		Rochester St	Sparks St	Delphine St	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Local Street	2	
E-W		College Mound Rd	Gardiner St	E terminus	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Local Street	2	
E-W		Crenshaw St	Bethlehem St	S Adelaide St	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Local Street	2	
E-W		Baker St	S Rockwall St	SH 34	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Collector C	2-3	80'-100'
E-W		British Flying School Blvd	SH 34	Terrell Airport	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Local Street	2	
E-W	IH 20		W city limit	E city limit	4-lane divided	Type AA Major Arterial	8-lane divided	N	160'-180'	Freeway/Highway	---	---
N-S	FM 1392		CR 27	U.S. 80	2-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Minor Arterial B	3-4	100'-120'
N-S		Metrocross Way	U.S. 80	Apache Trail	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
N-S		Metro Dr	U.S. 80	Apache Trail	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
N-S	SH 205		N city limit	Wal-Mart Driveway	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Principal Arterial AA	4-6	120'-140'
N-S	SH 205		Wal-Mart Driveway	U.S. 80	4-lane divided	Type A Major Thoroughfare	6-lane divided	N	120'	Principal Arterial AA	4-6	120'-140'
N-S		Bradshaw St	U.S. 80	Frazier St	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Local Street	2	
N-S	FM 986	Poetry Road	N city limit	Zajic Drive	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	Poetry Road	Zajic Drive	Town North Dr	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	Poetry Road	Town North Dr	Forest Creek Ln	4-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	Poetry Road	Forest Creek Ln	Walnut St	3-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	W State St	Walnut St	N Rockwall Ave	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	N Rockwall Ave	W State St	U.S. 80	4-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	FM 986	S Rockwall Ave	U.S. 80	W Cottage St	4-lane undivided	Type E Minor Collector St	2-lane undivided	N	60'	Collector C	2-3	80'-100'
N-S	FM 986	S Rockwall Ave	W Cottage St	Windsor Ave	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Collector C	2-3	80'-100'

Appendix 2: Terrell Existing Thoroughfare Plan Summary Details





City of Terrell – Comprehensive Plan  
Appendices



						City 2002 Thoroughfare Plan				Kaufman County 2035 Thoroughfare Plan		
Direction	Road No.	Road Name	From	To	Ex. Section	Class	Planned Section	Built Out?	TP ROW Width	Class	No. Lanes	TP ROW Width
N-S	Bus. SH 34	Frances St	SH 34	Rose St	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Minor Arterial B	3-4	100'-120'
N-S	Bus. SH 34	Frances St	Rose St	N Virginia St	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	Bus. SH 34	N Virginia St	Frances St	E Jackson St	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	Bus. SH 34	N Virginia St	E Jackson St	E High St	3-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	Bus. SH 34	N Virginia St	E High St	E Nash St	5-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Minor Arterial B	3-4	100'-120'
N-S	Bus. SH 34	N/S Virginia St	E Nash St	SH 34	4-lane divided	Type C 2ndary Thoroughfare	4-lane divided	Y	80'	Minor Arterial B	3-4	100'-120'
N-S	SH 34		N city limit	Flowers Ln	2-lane undivided	Type AA Major Arterial	8-lane divided	N	160'-180'	Principal Arterial AA	4-6	120'-140'
N-S	SH 34	Callie St	Flowers Ln	Airport Rd	4-lane divided	Type AA Major Arterial	8-lane divided	N	160'-180'	Principal Arterial AA	4-6	120'-140'
N-S	SH 34	S Virginia St	Airport Rd	S Adelaide St	5-lane undivided	Type AA Major Arterial	8-lane divided	N	160'-180'	Principal Arterial AA	4-6	120'-140'
N-S	SH 34	S Virginia St	S Adelaide St	IH 20	4-lane divided	Type AA Major Arterial	8-lane divided	N	160'-180'	Principal Arterial AA	4-6	120'-140'
N-S	SH 34	S Virginia St	IH 20	Tanger Dr	5-lane undivided	Type AA Major Arterial	8-lane divided	N	160'-180'	Minor Arterial B	3-4	100'-120'
N-S	SH 34		Tanger Dr	S city limit	2-lane undivided	Type AA Major Arterial	8-lane divided	N	160'-180'	Minor Arterial B	3-4	100'-120'
N-S		Dellis St	E Brin St	U.S. 80	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Minor Arterial B	3-4	100'-120'
N-S		N Burch St	E High St	U.S. 80	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Local Street	2	
N-S	CR 318		N terminus	N Frances St	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
N-S	FM 429		U.S. 80	0.75 mi S of U.S. 80	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Local Street	2	
NW-SE	CR 305	Las Lomas Pkwy	Apache Trail	CR 304	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Major Arterial A	4-6	120'
NW-SE	Spur 557		U.S. 80	IH 20	4-lane divided	Type AA Major Arterial	8-lane divided	N	160'-180'	Freeway/Highway	---	---
NW-SE		Apache Trail	CR 305	FM 148	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
NW-SE	FM 1392		CR239	CR 237	2-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Local Street	2	
NW-SE	CR 237		FM 1392	CR 236	2-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Local Street	2	
NW-SE	CR 237		CR 236	U.S. 80	2-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Collector C	2-3	80'-100'
NW-SE		Abner Rd	SH 34	SE city limit	2-lane undivided	Type D Major Collector	2-lane undivided	Y	60'	Collector C	2-3	80'-100'
NW-SE	CR 233		NW city limit	FM 1392	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Collector C	2-3	80'-100'
NW-SE	FM 598	Colquitt Rd	FM 1392	SH 205	2-lane undivided	Type A Major Thoroughfare	6-lane divided	N	120'	Collector C	2-3	80'-100'
NW-SE		Colquitt Rd	SH 205	Collins Dr	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Collector C	2-3	80'-100'
NW-SE		Colquitt Rd	Collins Dr	9th Street	3-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Collector C	2-3	80'-100'
NW-SE		Airport Rd	SH 34	Railroad Spur	4-lane divided	Type B Major Thoroughfare	6-lane divided	N	100'	Minor Arterial B	3-4	100'-120'
NW-SE		Airport Rd	Railroad Spur	Silent Wings Blvd	4-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Minor Arterial B	3-4	100'-120'
NW-SE		Airport Rd	Silent Wings Blvd	Kings Creek	2-lane undivided	Type B Major Thoroughfare	6-lane divided	N	100'	Minor Arterial B	3-4	100'-120'
NW-SE		Airport Rd	Kings Creek	CR 309	4-lane divided	Type B Major Thoroughfare	6-lane divided	N	100'	Minor Arterial B	3-4	100'-120'
NW-SE		Griffith Ave	SH 205	Lovers Lane	2-lane undivided	Type C 2ndary Thoroughfare	4-lane divided	N	80'	Collector C	2-3	80'-100'
NW-SE		Griffith Ave	Lovers Lane	N Rockwall Ave	2-lane undivided	Local Street	2-lane undivided	Y		Collector C	2-3	80'-100'
NW-SE		Davidson Dr	NW terminus	Walnut St	2-lane undivided	Type E Minor Collector St	2-lane undivided	Y	60'	Local Street	2	





# **Recommendations and Implementation**

## **Appendix 3:**

### **Capital Improvement Program**

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# CAPITAL IMPROVEMENTS PROGRAM

## SECTION 8.1-FINANCIAL ANALYSIS

### *a. Past, Present, and Anticipated Sources and Amounts of Income; Annual Budgets; and Operating Costs*

*The **General Fund** is the City's primary operating fund. It accounts for all financial resources of the general government, except those required to be accounted for in another fund. Sources of income for the General Fund in Terrell are revenues from ad valorem taxes, sales taxes, franchise taxes, occupancy taxes, fines, fees, license and permits, service revenues, penalties and late payments, interest and miscellaneous revenues.*

***Enterprise funds** are used to account for a city's business activities that receive a major portion of their funding from user charges. Sources of income for the Enterprise Fund (Utility System and Airport) are revenues from the water and sewer systems, administrative and other sources.*

***Special Revenue Funds** are used to account for revenue that is earmarked by law or by city policy for specific purposes such as the Tourism Fund, Impact Fee Fund and Tax Increment Finance Fund.*

***Capital Projects Funds** account for all financial resources and expenditures for the acquisition or construction of major capital facilities. These include the Capital Improvement Fund and Utility Capital Reserve Fund.*

*The **Debt Service Funds** account for money set aside to pay the principal and interest on long-term debt. Lastly, the **Internal Service Funds** are used to account for revenue and expenses for services rendered by one city department to another<sup>1</sup>.*

*Sources of expenditures include **Personnel & Personal Services, Supplies, Maintenance Contractual Services Capital Outlays and Debt Service.***

*The following tables show the past, present, and anticipated income and expenses of the general fund for the Terrell. The city adopts an annual budget each year.*

<b>Table 8.1-City of Terrell Actual Income and Expenditures for Prior Years-Governmental Activities</b>			
<i>Fiscal Year</i>	<i>Revenues</i>	<i>Expenses</i>	<i>Excess (Deficiency)</i>
2012-2013	\$24,269,267	\$25,107,702	(\$837,935)
2013-2014	\$26,856,936	\$30,939,691	(\$4,082,755)
2014-2015	\$26,522,528	\$32,207,771	(\$5,685,243)
2015-2016	\$32,082,437	\$39,701,403	(\$7,618,966)
<i>Source: City of Terrell Finance Department</i>			

<b>Table 8.2-City of Terrell Anticipated Income and Expenditures for General Fund</b>		
<i>Fiscal Year</i>	<i>Total Estimated Revenues</i>	<i>Total Expenditures</i>
2016-2017	\$21,076,960	\$21,036,377
2017-2018	\$22,087,661	\$22,084,104
<i>Source: City of Terrell Finance Department</i>		

<sup>1</sup> City of Terrell Finance Department

*b. Direct and Overlapping Public Debt*

<b>Table 8.3-City of Terrell Direct and Overlapping Public Debt</b>			
<i>Public Entity</i>	<i>Debt Outstanding</i>	<i>Percent Overlapping</i>	<i>Overlap Amount</i>
<i>Kaufman County</i>	<i>\$64,682,506.35</i>	<i>15.78%</i>	<i>\$10,206,899.50</i>
<i>Terrell ISD</i>	<i>\$67,339,578.30</i>	<i>72.44%</i>	<i>\$48,780,790.52</i>
<i>Total Overlapping Debt</i>			<i>\$58,987,690.02</i>
<i>Terrell, City of</i>			<i>\$28,110,000.00</i>
<i>Total Direct and Overlapping Debt</i>			<i>\$87,097,690.02</i>
<i>Source: City of Terrell Finance Department</i>			

<b>Table 8.4-City of Terrell Outstanding General Obligation Debt and Schedule of Retirement</b>						
	<i>Certificates of Obligation Tax Supported</i>		<i>General Obligation Bonds</i>		<i>Certificates of Obligation Tax Supported</i>	
<i>Year Ending September 30</i>	<i>Principal</i>	<i>Interest</i>	<i>Principal</i>	<i>Interest</i>	<i>Principal</i>	<i>Interest</i>
<i>2017</i>	<i>\$655,000</i>	<i>\$681,326</i>	<i>\$555,000</i>	<i>\$75,269</i>	<i>\$760,000</i>	<i>\$436,296</i>
<i>2018</i>	<i>\$825,000</i>	<i>\$658,876</i>	<i>\$565,000</i>	<i>\$64,685</i>	<i>\$525,000</i>	<i>\$405,817</i>
<i>2019</i>	<i>\$920,000</i>	<i>\$733,194</i>	<i>\$580,000</i>	<i>\$53,865</i>	<i>\$360,000</i>	<i>\$385,910</i>
<i>2020</i>	<i>\$705,000</i>	<i>\$608,715</i>	<i>\$595,000</i>	<i>\$42,761</i>	<i>\$380,000</i>	<i>\$368,811</i>
<i>2021-2025</i>	<i>\$4,335,000</i>	<i>\$2,664,095</i>	<i>\$1,965,000</i>	<i>\$64,781</i>	<i>\$1,935,000</i>	<i>\$1,559,186</i>
<i>2026-2030</i>	<i>\$4,975,000</i>	<i>\$1,770,903</i>			<i>\$1,485,000</i>	<i>\$1,100,484</i>
<i>2031-2035</i>	<i>\$4,710,000</i>	<i>\$552,615</i>			<i>\$1,000,000</i>	<i>\$766,331</i>
<i>2036-2040</i>	<i>\$410,000</i>	<i>\$78,623</i>			<i>\$1,405,000</i>	<i>\$364,669</i>
<i>2041-2045</i>	<i>\$95,000</i>	<i>\$2,434</i>			<i>\$340,000</i>	<i>\$11,475</i>
<i>Source: City of Terrell Finance Department</i>						



*c. Public Improvements Financing Practices*

*Terrell has historically financed its public improvements through the following means, or some combination of these means:*

- i. Cash Reserves*
- ii. Utility Fund Surpluses*
- iii. Certificates of Obligation*
- iv. Bonds*
- v. Loans*
- vi. Intergovernmental Grants*
- vii. Public-Private Partnerships*
- viii. Tax Increment Financing*
- ix. Development Agreements*
- x. Impact Fees*

*d. Recommended Standards Concerning Debt Limitations*

*Debt as a Percentage of Assessed Property Value: General obligation debt outstanding (debt backed by the full faith and credit of the city) should not exceed 10% of the assessed value of property in the City. More fiscally conservative communities use six percent as the upper limit for direct debt. Less fiscally conservative communities calculate direct debt using market value rather than assessed value.*

*The total assessed taxable value of the property in Terrell in 2016 was \$1,052,726,582. Based on a benchmark of 6 to 10 percent of assessed property value, Terrell's local tax base could support between \$63,163,595 and \$105,272,658 million in general obligation debt. Terrell's current tax-supported debt is \$32,000,000.00 million.*

*Per capita bonded indebtedness: Debt to household ratio should not exceed \$1,500-\$2,000. At the time of this report, the city's debt to household ratio for property tax supported debt was \$5,834.*

*Annual Debt Service: Annual debt service should not exceed twenty percent (20%) of annual revenues. At the time of this report, annual property tax supported debt service was at approximately 5.9% of annual revenues, which is well below the recommended standard of 20%.*

## **FINANCIAL HIGHLIGHTS FROM FY 2015-2016<sup>2</sup>**

*The assets and deferred outflows of resources of the City of Terrell exceeded its liabilities and deferred inflows of resources at the close of the most recent fiscal year by \$71,284,722 (net position). Of this amount, \$2,345,747 (unrestricted net position) may be used to meet the City's ongoing obligations to citizens and creditors in accordance with the City's fund designation and fiscal policies. The City's total net position increased by \$3,786,089 from operations. As of the close of the fiscal year, the City of Terrell's governmental funds reported combined ending fund balances of \$16,040,796, a decrease of \$5,521,136 in comparison with the prior fiscal year. Approximately 32% of this total amount, \$5,175,577, is available for spending at the City's discretion (unassigned fund balance). At the end of the current fiscal year, unassigned fund balance for the General Fund was \$5,199,720 or 29% of the total General Fund expenditures.*

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<sup>2</sup> City of Terrell 2015/2016 Independent Audit prepared by Pattillo, Brown, and Hill, L.L.P.

## SECTION 8.2-CAPITAL NEEDS LIST

a. *The Capital Needs List consists of the capital items that are under the jurisdiction of the City i.e. water, storm drainage, wastewater and streets. These improvements are given in Table 8.5 in summary form.*

b. *Report of possible effects of members of protected classes under Federal Fair Housing Laws.*

1. *Affordable fair housing opportunities*

*The City is striving to create fair housing opportunities throughout the City, but especially outside of areas of geographic concentration of protected classes. The City of Terrell's housing plan goal 5, objective 1 states: "Educate potential homeowners of their ability to qualify for a mortgage". In addition, Objective 1 states: "Inform potential homeowners of various programs that may be available through TDHCA such as "My First Texas Home".*

2. *Target area and city-wide projects*

*The proposed target area projects in areas of geographic concentration of protected classes are the street improvement projects, water line replacements and sewer line replacements. These projects will have a positive impact on the residents of these areas. The street improvement projects will provide smoother and safer streets. The water line replacement projects will provide larger lines and therefore will increase fire protection in the areas. The sewer line replacement projects will replace obsolete lines and therefore reduce the risk of raw sewage contaminating water supplies. The proposed city-wide projects will not be located in areas of geographic concentration of protected classes.*



3. *Equal Treatment and access for disabled persons to public facilities.*

*Most City facilities are accessible to persons with disabilities, as will be all future public facilities built by the City of Terrell.*

**Table 8.5-City of Terrell-Capital Needs List**

<i>Category</i>	<i>Name</i>	<i>Location</i>	<i>Priority Type</i>	<i>Cost Estimate</i>	<i>Years</i>
<i>Streets</i>	<i>Griffith Ave.</i>	<i>Walnut-Rockwall</i>	<i>Necessary</i>	<i>\$6,000,000</i>	<i>1-5</i>
<i>Streets</i>	<i>FM 148</i>	<i>Spur 557-Bachelor Creek</i>	<i>Necessary</i>	<i>\$16,000,000</i>	<i>1-5</i>
<i>Streets</i>	<i>Windsor Ave.</i>	<i>Rosehill-Rockwall</i>	<i>Necessary</i>	<i>\$2,596,036</i>	<i>1-5</i>
<i>Streets</i>	<i>Windsor Ave.</i>	<i>Rockwall-FM 2578</i>	<i>Necessary</i>	<i>\$1,350,425</i>	<i>1-5</i>
<i>Streets</i>	<i>Moore Ave</i>	<i>US 80/SH 205 Intersection Improvements</i>	<i>Necessary</i>	<i>\$10,000,000</i>	<i>1-5</i>
<i>Streets</i>	<i>Ninth St.</i>	<i>Eulalia Dr.-Town N Dr.</i>	<i>Necessary</i>	<i>\$4,042,324</i>	<i>1-5</i>
<i>Streets</i>	<i>West End St.</i>	<i>FM 148-Bradshaw St.</i>	<i>Necessary</i>	<i>\$3,843,656</i>	<i>6-10</i>
<i>Streets</i>	<i>West End St.</i>	<i>Bradshaw St.-Ann St.</i>	<i>Necessary</i>	<i>\$2,114,520</i>	<i>6-10</i>
<i>Streets</i>	<i>Rosehill Rd.</i>	<i>City Limits-Lincoln Ln.</i>	<i>Necessary</i>	<i>\$11,005,072</i>	<i>6-10</i>
<i>Streets</i>	<i>Bradshaw St.</i>	<i>West End ST.-Moore Ave.</i>	<i>Necessary</i>	<i>\$2,114,520</i>	<i>6-10</i>
<i>Streets</i>	<i>Griffith Ave.</i>	<i>City Limits-Lovers Ln.</i>	<i>Necessary</i>	<i>\$5,861,696</i>	<i>6-10</i>
<i>Streets</i>	<i>Las Lomas Pkwy</i>	<i>S City Limits-Spur 557</i>	<i>Necessary</i>	<i>\$20,000,000</i>	<i>6-10</i>
<i>Streets</i>	<i>Las Lomas Pkwy</i>	<i>Apache Trl-US 80 w/bridge</i>	<i>Necessary</i>	<i>\$10,000,000</i>	<i>6-10</i>
<i>Streets</i>	<i>Rochester St.</i>	<i>S. Virginia-Gardner St.</i>	<i>Necessary</i>	<i>\$1,560,698</i>	<i>6-10</i>
<i>Streets</i>	<i>Future FM 986 Town Drive N</i>	<i>Griffith-City Limits Future FM 986-FM 986</i>	<i>Necessary</i>	<i>\$10,097,141</i>	<i>11+</i>
<i>Streets</i>	<i>Town North Dr.</i>	<i>SH 34-Future SH 34</i>	<i>Necessary</i>	<i>\$3,259,550</i>	<i>11+</i>
<i>Streets</i>				<i>\$2,194,518</i>	<i>11+</i>
<b>TOTAL</b>				<b>\$112,040,156</b>	
<i>Source: City of Terrell</i>					

**Table 8.5 (cont.)-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location/Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Years</i>
Wastewater	WWTP Improvements Phase I	Necessary	\$6,000,000	1-5
Wastewater	Upsize and Relocate Market Center LS/FM	Necessary	\$1,800,000	1-5
Wastewater	Various Locations, Rehab or Replace	Necessary	\$5,000,000	1-5
Wastewater	WWTP Phase II	Necessary	\$14,000,000	1-5
Wastewater	Bachelor Creek Phase IV Construction	Necessary	\$4,250,000	1-5
Wastewater	Rose Hill List Station Expansion, 10" Force Main	Necessary	\$7,000,000	6-10
Wastewater	30" Wastewater Main Replacement	Necessary	\$1,035,000	6-10
Wastewater	10"/12"/15" Wastewater Main Replacement	Necessary	\$1,720,000	6-10
Wastewater	10"/12" Wastewater Main Replacement	Necessary	\$1,473,000	6-10
Wastewater	10"/12" Wastewater Main Replacement	Necessary	\$1,158,200	6-10
Wastewater	New 16 MGD List Station, 36" Wastewater Gravity Main and 20" Wastewater Force Main Construction	Necessary	\$10,990,800	11+
Wastewater	30" Force Main	Necessary	\$10,576,000	11+
Wastewater	36" Force Main	Necessary	\$17,380,100	11+
Wastewater	New 7 MGD Lift Station	Necessary	\$3,450,000	11+
Wastewater	18"/21" Wastewater Main Construction and 24"/30" Wastewater Main Replacement	Necessary	\$3,273,400	11+
<b>TOTAL</b>			<b>\$89,106,500</b>	
<i>Source: City of Terrell</i>				

**Table 8.5 (cont.)-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location/Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Years</i>
Water	Meter Replacements	Necessary	\$2,500,000	1-5
Water	East Moore Main and Replacement @ Various Locations	Necessary	\$7,000,000	1-5
Water	Poetry EST	Necessary	\$3,500,000	1-5
Water	3 MG GST Construction and Expansion of Existing 12 MGD Pump Station to 20 MGD	Necessary	\$3,588,000	6-10
Water	16" Water Pipeline Construction	Necessary	\$3,845,900	6-10
Water	12"/16" Water Pipeline Construction	Necessary	\$765,100	6-10
Water	24" Water Pipeline Construction	Necessary	\$1,348,200	6-10
Water	12" Water Pipeline Construction	Necessary	\$545,930	6-10
Water	16" Water Pipeline Construction	Necessary	\$726,300	11+
Water	20" Water Pipeline Construction	Necessary	\$4,979,100	11+
Water	16"/20" Water Pipeline Construction	Necessary	\$5,496,600	11+
<b>TOTAL</b>			<b>\$34,295,130</b>	
<i>Source: City of Terrell</i>				

**Table 8.5 (cont.)-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location/Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Years</i>
Storm Drainage	Alamo Drainage Corridor	Necessary	\$2,500,000	1-5
Storm Drainage	West End Drainage Channel	Necessary	\$2,000,000	1-5
Storm Drainage	Drainage Master Plan Implementation	Necessary	\$2,000,000	1-5
Storm Drainage	Alamo Drainage Corridor	Necessary	\$2,500,000	6-10
Storm Drainage	Drainage Master Plan Implementation	Necessary	\$2,500,000	6-10
Storm Drainage	Drainage Master Plan Implementation	Necessary	\$5,000,000	11+
<b>TOTAL</b>			<b>\$29,000,000</b>	
<i>Source: City of Terrell</i>				



**Table 8.5-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location</i>	<i>Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Years</i>
<i>Public Buildings</i>	<i>City Hall</i>	<i>Customer Service Improvements</i>		<i>\$100,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Fire Stations</i>	<i>Re-locate Fire Station 1</i>	<i>Necessary</i>	<i>\$3,000,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>City Service Center</i>	<i>Phase II Improvements</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Police Station</i>	<i>Retrofit Outbuilding with Partial Masonry</i>	<i>Necessary</i>	<i>\$250,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>City Library</i>	<i>Lease Additional Space</i>	<i>Necessary</i>	<i>\$150,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Breezy Hill Community Center renovations</i>	<i>Necessary</i>	<i>Refer to Park Plan</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Terrell Heritage Museum</i>	<i>Minor Repair Work</i>	<i>Necessary</i>	<i>\$100,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Senior Citizen Center</i>	<i>Improve parking area</i>	<i>Necessary</i>	<i>\$10,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Animal Control</i>	<i>Renovate Existing Structure</i>	<i>Necessary</i>	<i>\$50,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Airport</i>	<i>Hanger Area Improvements</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>1-5</i>
<i>Public Buildings</i>	<i>Fire Stations</i>	<i>Construct Fire Station #3</i>	<i>Necessary</i>	<i>\$1,035,000</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>City Library</i>	<i>Acquisition for New Space</i>	<i>Desirable</i>	<i>\$NA</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>Terrell Heritage Museum</i>	<i>Major Renovations</i>	<i>Necessary</i>	<i>\$3,000,000</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Demolish Annex Building</i>	<i>Necessary</i>	<i>\$15,000</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>Airport</i>	<i>New Fire-Based Operator Building</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>Animal Control</i>	<i>Additions to Existing Structure</i>	<i>Necessary</i>	<i>\$50,000</i>	<i>6-10</i>
<i>Public Buildings</i>	<i>City Library</i>	<i>New Downtown Library</i>	<i>Desirable</i>	<i>\$20,000,000</i>	<i>11+</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Acquisition for New Natatorium</i>	<i>Desirable</i>	<i>\$NA</i>	<i>11+</i>
<b>TOTAL</b>				<b>\$30,760,000</b>	
<i>Source: City of Terrell</i>					

## SECTION 8.3-CAPITAL IMPROVEMENTS PROGRAM

*This Capital Improvements Program does not include the Downtown Plan costs and Parks Plan costs as those are reflected in the individual plans.*

<b>Table 8.6-City of Terrell-Capital Improvements Program</b>				
<i>Years</i>	<i>Category of Project</i>	<i>Priority Number</i>	<i>Cost</i>	<i>Type of Funding</i>
<i>1-5</i>	<i>Roads</i>	<i>All 1-5 projects</i>	<i>\$39,988,785</i>	<i>Bond Funds Impact Fees</i>
<i>1-5</i>	<i>Water</i>	<i>All 1-5 projects</i>	<i>\$13,000,000</i>	<i>Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA</i>
<i>1-5</i>	<i>Public Buildings</i>	<i>All 1-5 projects</i>	<i>\$5,700,000</i>	<i>Community Development Block Grant-CDBG USDA-Community Facilities Grant</i>
<i>1-5</i>	<i>Wastewater</i>	<i>All 1-5 projects</i>	<i>\$31,050,000</i>	<i>Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA</i>
<i>1-5</i>	<i>Storm Drainage</i>	<i>All 1-5 projects</i>	<i>\$6,500,000</i>	<i>2015-2016 Texas General Land Office- Texas Rebuilds</i>
<i>1-5 Total</i>			<i>\$96,238,785</i>	

<b>Table 8.6 (cont.)-City of Terrell-Capital Improvements Program</b>				
<i>Years</i>	<i>Category of Project</i>	<i>Priority Number</i>	<i>Cost</i>	<i>Type of Funding</i>
6-10	Roads	All 6-10 projects	\$56,500,162	Bond Funds Impact Fees
6-10	Water	All 6-10 projects	\$10,093,130	Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA
6-10	Public Buildings	All 6-10 projects	\$5,085,000	Community Development Block Grant-CDBG USDA-Community Facilities Grant
6-10	Wastewater	All 6-10 projects	\$12,386,200	Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA
6-10	Storm Drainage	All 6-10 projects	\$7,500,000	2015-2016 Texas General Land Office- Texas Rebuilds
<b>6-10 Total</b>			<b>\$91,564,492</b>	



<b>Table 8.6 (cont.)-City of Terrell-Capital Improvements Program</b>				
<i>Years</i>	<i>Category of Project</i>	<i>Priority Number</i>	<i>Cost</i>	<i>Type of Funding</i>
<i>11+</i>	<i>Roads</i>	<i>All 11+ projects</i>	<i>\$15,551,209</i>	<i>Bond Funds Impact Fees</i>
<i>11+</i>	<i>Water</i>	<i>All 11+ projects</i>	<i>\$11,202,000</i>	<i>Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA</i>
<i>11+</i>	<i>Public Buildings</i>	<i>All 11+ projects</i>	<i>\$20,000,000</i>	<i>Community Development Block Grant-CDBG USDA-Community Facilities Grant</i>
<i>11+</i>	<i>Wastewater</i>	<i>All 11+ projects</i>	<i>\$45,670,300</i>	<i>Impact Fees Texas Water Development Board, Community Development Block Grant-CDBG USDA</i>
<i>11+</i>	<i>Storm Drainage</i>	<i>All 11+ projects</i>	<i>\$15,000,000</i>	<i>2015-2016 Texas General Land Office- Texas Rebuilds</i>
<b><i>11+ Total</i></b>			<b><i>\$107,423,509</i></b>	

## **SOURCES OF FUNDING**

### **Housing**

*Consider the use of the HOME program (administered through the Texas Department of Housing and Community Affairs TDHCA) in an effort to repair or replace dilapidated housing units throughout the community. Inform potential homeowners of various programs that may be available through TDHCA such as “My First Texas Home”*

### **Water and Wastewater Improvements**

- A. Texas Community Development Block Grant Program (TxCDBG)-This provides funding for infrastructure development. It should be noted that these funds can only be utilized in the City’s low-to-moderate income areas.*
- B. Texas Water Development Board-The Texas Water Development Fund is used to provide loans to eligible applicants for the construction of local or regional water supply, wastewater treatment, flood control, and municipal solid waste management projects. This includes such facilities as water wells, transmission mains, storage tanks, and water and sewage treatment plants. The City should always compare private bond option before proceeding with Texas Water Development Board funds.*
- C. General obligation Bond Sales, Certificates of Obligation*
- D. Texas USDA Rural Development*
- E. The Texas Capital Fund-This program is administered by the Texas Department of Agriculture through an interagency agreement with the Texas Department of Rural Affairs (TDRA). The TCF program encourages business development, retention, or expansion by providing funds to eligible applicants. Funds will be awarded for the express purpose of assisting in the creation of new permanent jobs or retention of existing permanent jobs, primarily for low and moderate-income persons. In order to comply with the national goal of expanding economic opportunities for LMI persons, a minimum of 51 percent or more of all the jobs created or retained by the business must benefit persons who qualify as LMI.*

## **Parks and Recreation**

*Possible funding sources for proposed improvements would include Grant funds as might be available through the Texas Parks and Wildlife Department.*

- A. Texas Recreation Parks Account Program Small Communities Grant, from the Texas Parks and Wildlife Department.*
- B. Texas Recreation Trails Grant Program, managed by the Texas Parks and Wildlife Department.*
- C. Boating Access Grant Program, managed by the Texas Parks and Wildlife Department.*

## **Streets and Roadways**

- A. Texas Community Development Block Grant Program (TxCDBG)-This provides funding for infrastructure development. Eligible projects include roads that provide main access to important public facilities such as schools and medical facilities.*
- B. The Texas Capital Fund-This program is administered by the Texas Department of Agriculture through an interagency agreement with the Texas Department of Rural Affairs (TDRA). The TCF program encourages business development, retention, or expansion by providing funds to eligible applicants. Funds will be awarded for the express purpose of assisting in the creation of new permanent jobs or retention of existing permanent jobs, primarily for low and moderate-income persons. In order to comply with the national goal of expanding economic opportunities for LMI persons, a minimum of 51 percent or more of all the jobs created or retained by the business must benefit persons who qualify as LMI.*
- C. Impact Fees*

## **Public Buildings**

*Possible funding sources for proposed improvements would include Grant funds as might be available through the USDA-Rural Development Community Facilities Grant. This fund provides grants to assist in the development of essential community facilities in rural areas and towns of up*



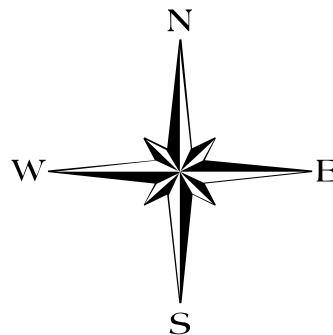
*to 20,000 in population. Grants are authorized on a graduated scale. Applicants located in small communities with low incomes will receive a higher percentage of grants. Grants are available to public entities such as municipalities, counties and special-purpose districts, as well as non-profit corporations and tribal governments. In addition, applicants must have the legal authority necessary for construction, operation and maintenance of the proposed facility and also be unable to obtain needed funds from commercial sources at reasonable rates and terms.*



2018-2023	
Phase	Description
1-4	Wastewater
6-17	Wastewater
Public Buildings:	
1-2	Fire Station
1	Service Center
1	Police Station
1-2	Parks Buildings
1	Senior Citizen Center
1	Airport
1	Animal Control
2-9	Water
1	Streets
1	Storm Drainage

Legend

City of Terrell City Limits







# **Recommendations and Implementation**

## **Appendix 4:**

### **Guidelines and Criteria for Economic Development Initiatives**

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**City of Terrell, Texas**  
**Comprehensive Policy of Guidelines and Criteria for**  
**Economic Development Incentives**

**Section 1:**  
**Introduction**

The City of Terrell (the "City") is committed to the promotion of quality development in all areas of the City and to ongoing improvement in the quality of life for its citizens. In order to encourage economic growth and expansion of the local economy of the City of Terrell, the City may provide economic incentives for qualified projects in accordance with this policy. The City will, on a case-by-case basis, give consideration to providing incentives as a stimulus for economic development. It is the policy of the City that consideration will be provided in accordance with the procedures and criteria outlined in this document; however, nothing herein shall imply or suggest that the City is under any obligation to provide any incentive to any applicant. All applications shall be considered on a case-by-case basis by the Terrell City Council.

As authorized by the Texas Constitution, Chapters 311 and 312 (Texas Tax Code) and Chapter 380 (Texas Local Government Code) and other applicable laws, the City has established this incentive policy to work in concert with other taxing authorities as part of an overall publicly supported incentive program designed to create an economic tax base and job opportunities which bring new economic advantages to and strengthens the current and future economic base of the City. All incentive requests will be reviewed by the Terrell City Council who may approve incentives, modify incentives or deny incentives. All incentive approvals will be memorialized in a written Agreement.

**Section 2:**  
**Overview of Council Economic Development Policy Goals**

Projects shall be consistent with the following Council Goals:

1. Set a positive image and appearance of the City;
2. Promote an intact City within which families can live and work in the City with a sense of community and pride;
3. Maximize the highest and best use of all land in Terrell;
4. Facilitate new medical, technology and higher education development in Terrell; and

**City of Terrell, Texas**  
**Comprehensive Policy of Guidelines and Criteria for**  
**Economic Development Incentives**

5. Increase employment opportunities in high wage jobs and targeted business and industry sectors, including but not limited to:
  - a. Professional, scientific, technical services and emerging technologies;
  - b. Research and development facilities;
  - c. Aerospace and aviation development and manufacturing;
  - d. Finance, banking and investment headquarters and operational centers;
  - e. Computer and telecommunications hardware and software development and manufacturing;
  - f. Electronics development and manufacturing;
  - g. Biotechnology research and applications;
  - h. Pharmaceutical development and manufacturing;
  - i. Medical technology research and application;
  - j. Physical and mental research, assessment, treatment, surgery, rehabilitation and recovery;
  - k. Petrochemical research and product development;
  - l. Energy sector research, new product development, component manufacturing, headquarters, and services;
  - m. Companies engaged in the development or manufacturing of measuring, analyzing or controlling instruments;
  - n. Advanced material development;
  - o. Higher education campus; or,
  - p. Corporate Headquarters (national, regional or division).

**Section 3:**  
**Policy Statement**

The value, term, and aggressiveness of any particular Economic Development Incentive Package shall be dependent on:

1. The match between the individual business or group of businesses and the City Council's Economic Development Policy Goals, particularly the business sector of the development.
2. The assumption of risk by the private sector and the acceptance of a performance based incentives package by the private sector.
3. The unique competitive position of the business.

**City of Terrell, Texas**  
**Comprehensive Policy of Guidelines and Criteria for**  
**Economic Development Incentives**

4. The balance between the magnitude of the business investment and annual operations versus the requested incentive package.
5. The generation of tax benefits to the community by the business, including, but not limited to the volume of sales taxes, the volume of real property and business personal property taxes to the City, the volume of taxes to be paid to public sector partners such as Kaufman County, Trinity Valley Community College and the Terrell Independent School District.

The City Council may, from time to time, update or modify this Comprehensive Policy through the adoption of an Economic Development Strategic Plan or through the adoption of a new or updated Citywide Comprehensive Plan.

**Section 4:**  
**Overview of Incentive Options**

**Tax Abatements**

City tax abatements may be offered for improvements to real property and/or for business personal property and do not apply to land. City tax abatements for improvements to real property may be offered to an applicant that constructs a new or expanded facility to house the applicable project. The City tax abatement will apply to the taxable value of the new or expanded improvements. City tax abatements for business personal property may be offered to an applicant that purchases or long-term leases existing or new facilities and will apply to the taxable value or the business personal property added to the facility after the execution of the tax abatement agreement. In order to qualify for a joint City/County tax abatement, the project must be consistent with the County Policy for Tax Abatement set forth in Exhibit "A."

**Sales Tax Rebates**

The City collects 2% sales tax on any taxable retail sale made in the City limits and is divided as follows: 1% is allocated to the City's general fund, 0.5% is allocated to the Terrell Economic Development Corporation (TEDC) and 0.5% is allocated to property tax reduction. An applicant may apply for a rebate of all or a portion of the City's 1% sales tax. An applicant may apply for a rebate of all or a portion of the TEDC's 0.5% local option sales tax. The City does not rebate the 0.5% local option sales tax allocated for property tax reduction.

Note: The City will pay any rebates based upon receipt of actual sales taxes and the confidential sales report received from the State of Texas Comptroller's Office and shall be solely responsible for determining the amount of the rebate.



# **City of Terrell, Texas**

## **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

### **Hotel/Motel Occupancy Tax**

The City is committed to attracting lodging and conference center space to the community. A 6% hotel occupancy tax is levied by the State of Texas and the City levies a 6% hotel occupancy tax, for a total of 12%. These taxes may be used for purposes as allowed by law.

### **Terrell Central Business District Facade Improvement Program**

The Terrell Central Business District Facade Improvement Program offers matching grants to eligible property owners in the City of Terrell to renovate and enhance building facades. Eligible businesses can receive up to 50% reimbursement of their project up to \$5,000.00 for construction costs if completed within ninety (90) days; assistance for professional services; waiver of any/all related City permit fees and three (3) years abatement of any increase in City ad valorem taxes attributable to façade improvement. This program is a part of the City's ongoing effort to revitalize and promote the City of Terrell Central Business District.

### **Terrell Single Family Home Residential Incentive**

Under limited circumstances, a developer may apply to the City to receive an offset of development expenses of new single family homes. This is limited to single family homes with a resident homeowner with a homestead exemption. The incentive comes in the form of a payment to the developer equal to a portion of the property taxes paid by the home owner over the first few years of home ownership. Quality requirements in construction and a development agreement with City Council are required to be eligible for this program.

### **Building Permit, Development, Connection and Impact Fees**

The City may approve a deferral, grant or rebate of all or a portion of related fees, including but not necessarily limited to, building permit fees, development fees, and connection fees.

Regarding Impact Fees:

1. For TEDC Type A eligible projects with a job grant incentive for 25 or more qualifying primary jobs, Council may establish a Neighborhood Empowerment Zone to waive impact fees, provide a 380 Agreement Impact Fee allowance, or implement another strategy available under State Law regarding Impact Fee incentives.
2. For projects consistent with the targeted classifications listed in Section 2 with 25 or more qualifying jobs in a targeted sector, Council may establish a Neighborhood Empowerment Zone to waive impact fees, provide a 380 Agreement Impact Fee allowance, or implement another strategy available under State Law regarding Impact Fee incentives.

# **City of Terrell, Texas**

## **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

### **Fast Track Permitting**

At the request of the applicant, permitting time can be shortened if the project needs and justifies the reduced time frame through the Terrell Fast Track program.

### **Cost Participation in Infrastructure**

The City may agree to participate in the cost of the extension, construction or reconstruction of public infrastructure necessary for the development of a project. The City may agree to participate in the cost of the extension, construction or reconstruction of selected infrastructure necessary for the development of a project. That infrastructure could include streets, sidewalks, waterlines, sewer lines, railroad lines, drainage facilities, electric lines, phone lines, gas lines and other infrastructure. As eligible projects vary in TEDC Type A State law, TIF State law, 380 agreements, the Power Center and other funding sources, the funding source utilized for such improvements shall be used to determine eligibility. Participation by the City is considered on a case-by-case basis and shall be limited to infrastructure improvements within municipal rights-of-way or easements. The City typically operates by providing reimbursement through a performance-based tax structure for developers who provide the up-front funding for needed public improvements. A variety of different structures, including supporting private applications for State and Federal support, are available through the incentive options listed in this section.

### **Tax Increment Financing (TIF) or Tax Increment Reinvestment Zone (TIRZ)**

Chapter 311 of the Texas Tax Code allows political subdivisions to create TIF Zones in order to use the increased tax value of land from development toward financing of the public improvements in the reinvestment zone. A TIF Reinvestment Zone must meet set criteria as defined by law. TIF Districts may assist in financing development of unimproved or blighted land by dedicating the real estate property taxes to be generated by the built project to a TIF Fund for reimbursement of developer borne infrastructure expenses.

Under a TIF, the property owner pays taxes on the full value of the property, and the taxing entities pay into the TIF Fund the taxes attributed to the added value of the property due to the new development. The municipality establishes the TIF Reinvestment Zone and other taxing entities approve agreements to participate in the TIF District and set forth the percentage of tax increment they are willing to dedicate to the TIF Fund, up to a maximum of 100%.

### **Power Center**

## **City of Terrell, Texas**

### **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

The Power Center operates similar to the TIF. The Power Center was established in 2013 by an Agreement between the City of Terrell and Kaufman County. Within this zone, a subset of TIF #1, infrastructure incentives are available to developers based on property tax performance.

#### **Transportation Reinvestment Zones (TRZ)**

Transportation Reinvestment Zones (“TRZs”) are an innovative tool for generating funding by capturing and leveraging the economic growth that results from a transportation project. A TRZ allows a city or county to designate a geographic area around a proposed transportation project and capture the incremental property tax or sales tax revenue generated in the area for use in funding the development of that project. A TRZ is not a tax increase—it merely allows for the dedication of all or a portion of the incremental increase in tax revenues generated within the boundaries of the TRZ to support the funding of the project which influenced the growth in tax revenues. A TRZ is created by the City under the Transportation Code and can use sales tax increment in addition to the property tax.

#### **County Energy Transportation Reinvestment Zones (CETRZ)**

County Energy TRZ (CETRZ) was established by Senate Bill 1747 (2013) for counties to assist with transportation projects in areas affected by oil and gas exploration and production facilities. A CETRZ is a specific contiguous zone, in a county that is determined to be affected because of oil and gas exploration and production activities, around a planned transportation project that is established as a method to facilitate capture of the property tax increment arising from the planned project. The new CETRZ requires a commissioner’s court to make the determination, for the creation of the zone that the area is affected by oil and gas exploration/production and would benefit from Transportation Infrastructure Fund grants. These are created under the Transportation Code by the County and all of the revenue goes toward the specified transportation projects.

#### **State Infrastructure Bank (SIB)**

The State Infrastructure Bank is administered by the Texas Transportation Commission and operates as a revolving loan fund, where the account balance grows through the monthly interest earned and repaid principal and interest payments. In Texas, SIB financial assistance can be granted to any public or private entity authorized to construct, maintain or finance an eligible transportation project. Projects must be eligible for funding under the existing federal highway rules (Title 23) to comply with SIB requirements. This usually requires a project to be on a state’s highway system and included in the statewide Transportation Improvement Plan. Work eligible for the program’s funding in Texas includes planning and preliminary studies; feasibility, economical and environmental studies; right of way acquisition; surveying; appraisal and testing; utility relocation; engineering and design; construction; inspection and construction engineering. For a project to qualify, a developer would be required to enter into an agreement with the City Council and apply for State consideration. For example, the SIB would fund the project under agreement with the City, and the City, using the TRZ, TIF or Power



## **City of Terrell, Texas**

### **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

Center would pay back the SIB loan. The private partner would guarantee a minimum payment amount to the SIB, in the event the taxing structure did not produce revenue sufficient to cover the repayment.

#### **Public Improvement District**

A Public Improvement District is a public financing vehicle (Chapter 372 of the Texas Local Code) that can be used to finance the cost of public infrastructure related to the project. Under a Public Improvement District:

1. A Public Improvement District is formed over property that will benefit from public improvement projects to be constructed.
2. Assessments are levied in a manner that apportions costs according to the benefits received from the public improvements.
3. Assessments are paid by the property owners (usually over a period of years, although assessments may be prepaid in full or in part at any time). Assessments transfer along with title to the property. Therefore, end users typically pay the bulk of assessments. This is fitting as the public improvements benefit the end users' property.

#### **Neighborhood Empowerment Zone**

A Neighborhood Empowerment Zone is a tool for cities that would promote at least one of the following: (1) the creation of affordable housing, including manufactured housing, in the zone; (2) an increase in economic development in the zone; (3) an increase in the quality of social services, education, or public safety provided to residents in the zone; or (4) the rehabilitation of affordable housing in the zone. Tax Code § 378.002. A city may offer incentives consistent with this Comprehensive Policy and consistent with State Law regarding Empowerment Zones.

#### **Triple Freeport Tax Exemption**

The Triple Freeport Tax Exemption allows local governing bodies the option to exempt personal property consisting of goods, wares, merchandise or ores other than oil, natural gas and petroleum from property taxes. To be eligible, property must be transported out of the state within 175 days of acquisition, but it may first be assembled, stored, manufactured, processed or fabricated locally. All three taxing entities, the City, the Terrell Independent School District and Kaufman County offer the Triple Freeport Tax Exemption.

#### **TEDC/Type A Specific Incentives**

The Terrell Economic Development Corporation (TEDC) operates with a 0.5% sales tax under State Law regarding Type A Corporations. Decisions regarding actions of the TEDC require first a vote of the TEDC Board of Directors, which recommends incentives to the City Council. The

## **City of Terrell, Texas**

### **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

City Council makes the final determination of TEDC expenditures and agreements. Limited incentives are available related to targeted infrastructure for both manufacturing and retail/medical projects. However, Type A incentives are typically available for only manufacturing and distribution jobs consistent with State Law regarding Type A Corporations and the State definition of “primary jobs”. Example programs of the TEDC include the following:

**Job Training:** The City of Terrell offers all training programs that are available to companies throughout Texas. These training programs include those offered through the Texas Workforce Commission. The City is located within a commuting distance of institutions of higher learning.

**Structures/Buildings:** The TEDC may construct, or provide funding to construct a building or structure needed for project. TEDC may construct or provide funding to construct buildings or structures for industrial and manufacturing projects.

**Relocation Expenses:** The TEDC will consider paying a qualified applicant’s necessary and substantiated relocation expense. Such reimbursements may be available to a business locating in the City for the partial reimbursement of project development fees, broker fees, land/building acquisition closing costs and infrastructure.

**Temporary Housing, Offices, or Travel Vehicles:** The TEDC will consider paying the cost of temporary housing, offices and travel vehicles for a qualified applicant’s senior and middle management.

**Employee Recruitment:** Recruitment expenses may be reimbursed to a company by the TEDC (for industrial and manufacturing projects) for the senior and middle management personnel working for the businesses who choose to relocate to the City of Terrell city limits.

**Job Incentives:** Subject to Council approval, projects must create and retain at least 25 full time jobs within 1 year after commencement of operation. The required full time jobs must be for "primary jobs" as defined by the Development Corporation Act of 1979. The term "Primary Jobs" is targeted at manufacturing and industrial projects. A primary job must be available both at the business for which a majority of the products or services of the business are ultimately exported to regional, statewide, national or international markets, and it must fall within one of the sectors of the North American Industry Classification System (NAICS) set forth in the statute. The NAICS codes are broader than manufacturing and industrial projects, but exclude retail jobs. Job incentive payments range in value per job based on project specific factors such as industry type and wage/salary rate.

# **City of Terrell, Texas**

## **Comprehensive Policy of Guidelines and Criteria for Economic Development Incentives**

### **380 Agreements**

380 Agreements are the structure under State Law for municipalities to provide a variety of incentives for economic development purposes. The incentives listed above are often grouped by the City into a single “380 agreement” between the City, the TEDC and the Developer. This allows the City to combine and customize incentives consistent with the Council policy goals described in this Policy. Each 380 Agreement is dependent upon specific market conditions and, as such, no single 380 Agreement may serve as a template or precedent for following agreements. Developers seeking a 380 Agreement should follow the process listed below to determine the package of incentives which may, or may not, be available for their specific circumstances.

### **Section 5** **Process**

#### **Developer/Business Experience**

The ownership principals of the business shall have a minimum of at least five prior years of successful business activity. The ownership principals must be able to provide at least three years of financial statements prepared by a certified public accountant. The principals and/or management of the business must be able to demonstrate at least five prior years of experience (individual not collective) in the business industry of the project.

#### **Capital Investment**

The applicant must have a minimum combined capital investment and wage/benefits investment made by or through the project that exceeds the value of the incentive. Capital investment means the total capitalized cost to the applicant for the private and public aspects of the overall project.

#### **Application Procedure**

Any person or company requesting that the City provide an economic development incentive shall comply with the following procedure:



**City of Terrell, Texas**  
**Comprehensive Policy of Guidelines and Criteria for**  
**Economic Development Incentives**

1. The applicant shall submit a completed written request for the incentive(s) stating the justification and statistics related to the project's economic impact and community benefit.
2. The applicant shall address all criteria set forth in this policy.
3. The applicant shall: provide a plat, map or survey showing the location of the property and the proposed project, all streets, land uses and zoning within 500 feet of the site.
4. The applicant shall provide a legal description of the property; the name, address, phone number, fax number of the owner of the property; the tenants or proposed tenants, if any; and state whether the property is to be owner occupied or leased.
5. The applicant shall describe in detail the proposed project and the type of economic development incentive(s) requested.

**Impact Analysis**

The City and the TEDC reserve the right to perform an economic impact analysis for any project to determine the impact the project will have on the City. The City shall request various market, operational, and performance data as necessary to make an analysis.

**Negotiation Process**

The process of developing a final agreement on incentives involves detailed discussions and negotiations, these differ for all projects. In general, the City handles negotiations via the following protocol:

1. Projects have dual eligibility between City and TEDC Type A incentives, the City and the TEDC shall work cooperatively with the authorized representatives of the applicant.

No incentives will be deemed offered to the applicant until such time as the offer of incentives has been approved by the City Council.

**Approvals**

All incentive requests will be reviewed by the Terrell City Council who may approve incentives, modify incentives or deny incentives. All incentive approvals will be memorialized in a written Agreement.

**City of Terrell, Texas**  
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1. The City Council will, when applicable, consider the recommendations of the TEDC Board, Power Center Board, TIF Board, Airport Board, Planning and Zoning Commission and various partner entities impacted by this policy.
2. The City Council will conduct public hearings when required by law.
3. When necessary under this policy the City Council will, at a regular meeting and when allowed by law at a special meeting, consider the approval of an economic development incentive agreement.
4. Information submitted by the applicant regarding the requested incentive is confidential to the extent allowed by law.
5. City Council shall make an independent decision to authorize the execution of any and all Economic Development Incentive Agreements.



# **Recommendations and Implementation**

## **Appendix 5:**

### **Subdivision Regulations and Zoning Ordinance Review**

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Prepared for:  
*CITY OF TERRELL,*  
**TEXAS**

*2015 TxCDBG Planning 7215084*

*Subdivision Regulation Review  
Zoning Ordinance Review*



Prepared by:

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*PLANNING/CAPACITY/BUILDING PROJECT  
FOR*

*THE CITY OF TERRELL, TEXAS*

*2015 TxCDBG Planning-Contract #7215084*

*1-Subdivision Regulation Review  
2-Zoning Ordinance Review*

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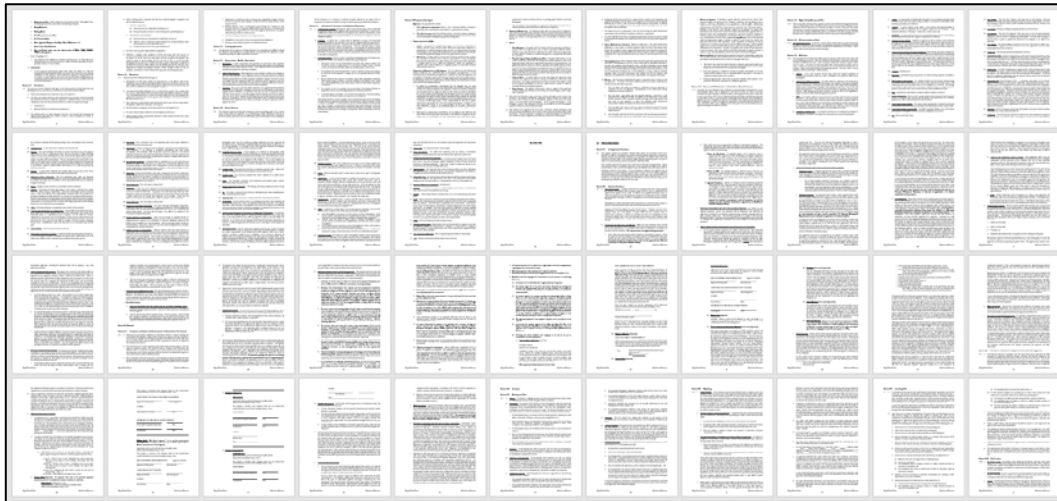
# UPDATE PROPOSAL FOR THE CITY OF TERRELL

## SUBDIVISION ORDINANCE

### Background:

The current Subdivision Ordinance was adopted in 2005 and after an extensive legal review in 2011, the ordinance was amended to strengthen the protections against premature vesting in the Extraterritorial Jurisdiction (ETJ) and bring the regulations current with State Law. In addition, a minor revision was adopted in 2013 to establish a street naming policy. Whereas, zoning regulations are highly subjective based on the desires of the city council and the community vision delineated in the Comprehensive Plan, subdivision regulations are primarily administrative in nature and regulate water, sewer, streets, and storm water drainage systems as well as the formal division of land into two or more parcels.

Just as in conventional Euclidean Zoning, conventional Subdivision Regulations tend to be dependent on excessively verbose written codes that leaves the average reader bewildered with all the technical and legalistic jargon. Developers are forced to skip around between numerous sources, such as, the Technical Construction Standards and Specifications (TCSS) Manual, Subdivision Regulations and other ordinances to get a complete picture of the basic requirements.



Snapshot of the Current Subdivision Regulations showing lack of illustrations

Without a single illustration or annotated diagram in 109 pages and over 48,000 words, the current Subdivision Ordinance is also very difficult to navigate because of the lack of visual cues in which every page has a similar appearance as shown in the snapshot above. A thorough review of the current Subdivision Regulations indicates that from a conventional point of view, compliance with State Law (Chapter 212 - Texas Local Government Code), it is a very sound ordinance and if conventional Zoning were the objective few if any amendments would be required.

## Review Notes and Comments:

Due to the very different outcomes and land development patterns between Conventional Zoning and Form-Based Zoning, conventional subdivision regulations are incongruous with the basic goals and objectives of form-based zoning. A very successful solution has been to simply amend the current ordinance to include a chapter on form-based subdivision regulations along with the appropriate definitions, applicability policies, diagrams, tables and administrative annotations needed to support the Form-Based Zoning Codes and Comprehensive Plan.

It is the purpose of this report to review and analyze the current Subdivision Ordinance and address the findings of the Public Engagement Process and make recommendations to the City of Terrell City Council regarding proposed revisions and amendments which will support the Goals and Objectives of the new Comprehensive Plan, Downtown Plan and Future Land Use Plan.

The intent of the Subdivision Regulations is to accomplish the following:

1. To establish planning guidelines and a framework that links these regulations with overall planned goals of the City's Comprehensive Plan.
2. To provide flexible and easily adaptable development regulations to balance economic development with desired community character.
3. To enable a different intensity of development, and to establish supporting development patterns and facilities, based on the suitability of the land for a particular subdivision.
4. To place all proposed subdivisions of land in a context that relates to its surrounding areas and to the regional context.
5. To provide a basis for efficient and coordinated private and public infrastructure decisions, as well as a strategic system to prioritize private and public investment in more efficient development patterns.
6. To recognize that different development patterns and land development densities will require different design solutions, which must be appropriate to the context of each proposed division of land.
7. To direct the anticipated growth to lands most suitable to accommodate the growth.



Typical Conventional Subdivision Concept Plan



Walgreens Development Site

Under the existing development patterns in Terrell the Subdivision Ordinance accomplishes the stated intent of the ordinance as described above, however, the goals and objectives delineated in the Public Engagement Memo indicates a strong desire by the City, citizens and other stakeholders to take the important step of moving towards Form-Based Codes. This change in direction will mandate the use of new tools to implement the vision in the new Comprehensive Plan, Downtown Plan, and Future Land Use Plan.

In regards to implementing Form-Based Codes the primary incongruity in the current ordinance can be especially seen in Article III – Subdivision Design Standards. For example, Sections 3.1 – Streets; Section 3.4 – Blocks; Section 3.5 – Sidewalks; and Section 3.7 – Building Lines clearly show constraints and conflicts between conventional subdivision regulations and form-based codes. By utilizing the authority of the Future Land Use Plan and Comprehensive Plan developers can be guided towards the appropriate platting codes (Conventional, Conservation or Form-Based) based on the desired land use, re-development, or development pattern.

There are three distinct development patterns that need to be understood. First, is the Conventional Development model which is historically what has occurred in Terrell and is based on the submission of a Construction Plat with associated engineering followed by a Final Plat in accordance with the current regulations. Second, is a relatively new type of development pattern used in areas with large areas of environmentally sensitive areas which need to be protected and preserved, known as, Conservation Development which provides incentives for the preservation of key natural resources through development patterns that preserve and enhance rural character. This development pattern utilizes clustering and/or density credits in order to leave significant portions of a subdivision undeveloped. This type of development has not been utilized in Terrell to any significant degree, however, there are critical areas in the Extraterritorial Jurisdiction in which Conservation Development would be absolutely essential.

The third and final type of development pattern is Form-Based Development which places a greater emphasis on creating walkable and complete neighborhoods with home, work, play, shopping and restaurants all within an approximate ten-minute walk of each other. Form-Based Codes also try to compose a sense of place or unique identity by establishing a proper scale and relationship between public and private spaces,



structures in relation to each other, architecture, landscaping, different modes of transportation and other design elements. Form-Based Codes are characterized by shorter block lengths, connectivity with surrounding parks, schools, shopping, services, jobs, etc., pedestrian oriented transportation, and mixed uses.

Conventional subdivisions are often intentionally isolated by the construction of perimeter masonry walls, gates, and fences which prevent residents from interacting or connecting with surrounding neighborhoods or businesses. Such constructs built in the name of privacy or security diminish the critical social interactions needed to maintain and build a sense of community. Even architecture can convey an attitude of unfriendliness or antipathy towards neighbors or outsiders, such as, a small stoop on the front of an imposing tall two-story home set well back from the street as opposed to Traditional Neighborhood Design (TND) which calls for large open porches positioned close to the sidewalk and street inviting social interaction as people walk by.



Traditional Neighborhood Design (TND)

Form-Based Codes promote more compact development which in turn produces a much more efficient use of land, utilities and other limited resources. The large suburban subdivisions made popular in the 70's and still are in vogue today consumes enormous amounts of land and leads to urban sprawl which tends to abandon the historic core of the city leading to widescale neighborhood decline and blight. It is very difficult at times to get developers to change their business model that they have used sometimes for decades. Admittedly, the cookie-cutter pattern of home building is cost efficient and profitable and it is incumbent upon cities to demonstrate to would-be developers the economic benefits of form-based codes (i.e., less infrastructure costs, etc.).

The Subdivision Regulations can be a very powerful tool in implementing the goals and objectives detailed in the Comprehensive Plan by narrowing the availability of

conventional development patterns in the subdivision codes and increasing the mandates to utilize the form-based codes.

Neighborhood revitalization and stronger code enforcement was identified as one of the most significant findings in the recent Public Involvement Memo due to the decline of some of the older neighborhoods in Terrell which is the result in part of dependence on conventional development patterns which ‘leap-frogs’ past existing neighborhoods to seek more room to spread out with cheaper land costs. This forces water, sewer and street systems to be unnecessarily stretched out as well, causing inefficient bottle-necks to occur with higher life-cycle maintenance costs. By incorporating properly calibrated Form-Based Transects of the City from its downtown core to the outer fringes of the Extra-Territorial Jurisdiction (ETJ) the detrimental effects of urban sprawl can be arrested and thus neighborhoods will not be as vulnerable to decline. Remember, that one of the most appealing aspects of Form-Based Codes is that the community gets to choose what they “want” not what they “don’t want” becoming proactive in the direction development is taking and not just being reactive in a “prevent defense”.



Neighborhood Decline

The above photograph illustrates the decline that often accompanies rapid leap-frog development that does not have adequate connections to existing neighborhoods, but instead, new subdivisions tend to isolate themselves with privacy walls, fences, cul-de-sac streets and other barriers to pedestrians. New residential subdivisions shouldn’t shun their neighbors but embrace them by having numerous access and connectivity points to surrounding areas.

Natural barriers, such as, riparian water ways should be utilized as pedestrian corridors with hike and bike trails with either low-water crossings or pedestrian bridges to connect to neighborhoods that would otherwise be inaccessible. Developers tend to prefer to double load streets to maximize lot count and thus turn their backs on natural areas along waterways which prevents future use as a trail connector. The photograph

below of Overton Park Boulevard in Fort Worth exemplifies how riparian corridors can provide superb recreational pedestrian connections with single loaded streets and trails on both sides of a local creek:



Overton Park Boulevard – Fort Worth

### **Recommendations:**

Generally, both Conventional and Form-Based Subdivision have the same purpose and should include the following stated purposes:

1. Implement the City of Terrell Comprehensive Plan and any other plan or program officially adopted under the guidance of the Comprehensive Plan.
2. Allow for development in the City of Terrell to be coordinated across areas and over time, that promotes plans for physical, social, and economic growth as will best promote the public health, safety, morals, convenience, prosperity, and general welfare.
3. Create development patterns with an orderly system of blocks and lots for efficient development and redevelopment of the City, that are more resilient to long-term cycles of development and redevelopment within the City of Terrell.
4. Prevent premature subdivisions that predetermine long-term development patterns or lack appropriate infrastructure, both of which may result in inefficient use of land and resources that later require excessive expenditures of public funds to correct.
5. Establish standards for the connection of streets, pedestrian facilities, utilities and other systems within individual subdivisions of land, between adjacent land areas, in relation to existing and planned facilities, and in coordination with the overall plan of the City of Terrell, that allows for efficient movement of vehicles, pedestrians, other modes of transportation, and goods and services.

6. Create context-based options for street designs that support multiple users and multiple modes of transportation within the rights-of-way, and through which the design of streets may transition along their length to better support anticipated and adjacent land use.
7. Maintain a record-keeping system for the division, official recording, and conveyance of land that is in compliance with these regulations.
8. Ensure that all development blocks and lots are served by necessary infrastructure services, including utilities, public safety, and community facilities, but recognize that necessary service levels may differ based on the context, character, and intensity of development.
9. Encourage more efficient development by analyzing adjacencies and identifying off-site opportunities for infrastructure or facility systems that operate independent of lot and subdivision boundaries.
10. Ensure adequate and convenient open spaces for pedestrian, bicycle, and vehicle traffic, for utilities, for access of fire-fighting apparatus, and for recreation, light and air.
11. Promote good civic design and arrangement, including development that relates to public facilities, recreation areas, open spaces, natural resources, sensitive lands, and flood prone areas.
12. Promote wise expenditure of public funds.
13. Ensure adequate provision of public utilities and other public requirements.



Typical Conventional Subdivision Plat



The current Subdivision Ordinance is completely devoid of diagrams, illustrations or other graphic representations of street, sewer, water or storm water details or sections which often generates confusion and frustration on the part of the developer wanting to conduct a complete due diligence in an efficient manner. Further, confusion occurs when the developer tries to pass this information on to other professionals in his employ. The one-size fits all approach of the *Technical Construction Standards and Specifications (TCSS)* published by the North Central Texas Council of Governments is unfortunately a poor substitute for locally custom-tailored infrastructure design. It is highly recommended to review the various required design section illustrations and revise or modify them to better fit the design needs of the City of Terrell and then embed as many of these into the update to the Subdivision Ordinance either in an appendix format or in the appropriate section or even utilize both formats to make it easier to find the applicable drawings, tables or illustrations.

The proper application of Form-Based Codes mandates the use of sketches, annotated illustrations, tables and other graphic representations of the code. There are numerous examples of Form-Based Subdivision Codes which have already been adopted by other jurisdictions which can be used as a template adoption by the City of Terrell. Wilsonville, Alabama is prime example of a city which has already incorporated form-based design elements into their subdivision regulations alongside their conventional development requirements. The parallel format in which multiple types of land development are arranged in sequential chapters or sections of the code is an effective comprehensive approach to making the transition to form-based codes.

### **Example Form-Based Code Subdivision Regulations:**

The following are excerpts from the Wilsonville Subdivision Regulations showing how both conventional and form-based codes could be incorporated together into the current Terrell ordinance:

#### **Article 3. ADMINISTRATIVE AND CONVENTIONAL SUBDIVISION STANDARDS**

- 3.01 CONVENTIONAL SUBDIVISION INTENT AND APPLICABILITY
- 3.02 CONVENTIONAL SUBDIVISION PROCEDURES
- 3.03 STREET DESIGNS
- 3.04 STREET NETWORKS, BLOCKS, LOTS
- 3.05 OPEN SPACE

The Table of Contents for this Article are organized in the conventional manner for Sections 3.01 and 3.02 which is strictly text followed by three sections showing drawings, charts, tables and annotated illustrations graphically explaining the text from the previous two sections. This format provides both the concise written text needed for legal interpretation and graphic depictions of the regulations in order to provide easy to understand explanations of the written code which helps eliminate confusion and misinterpretations.

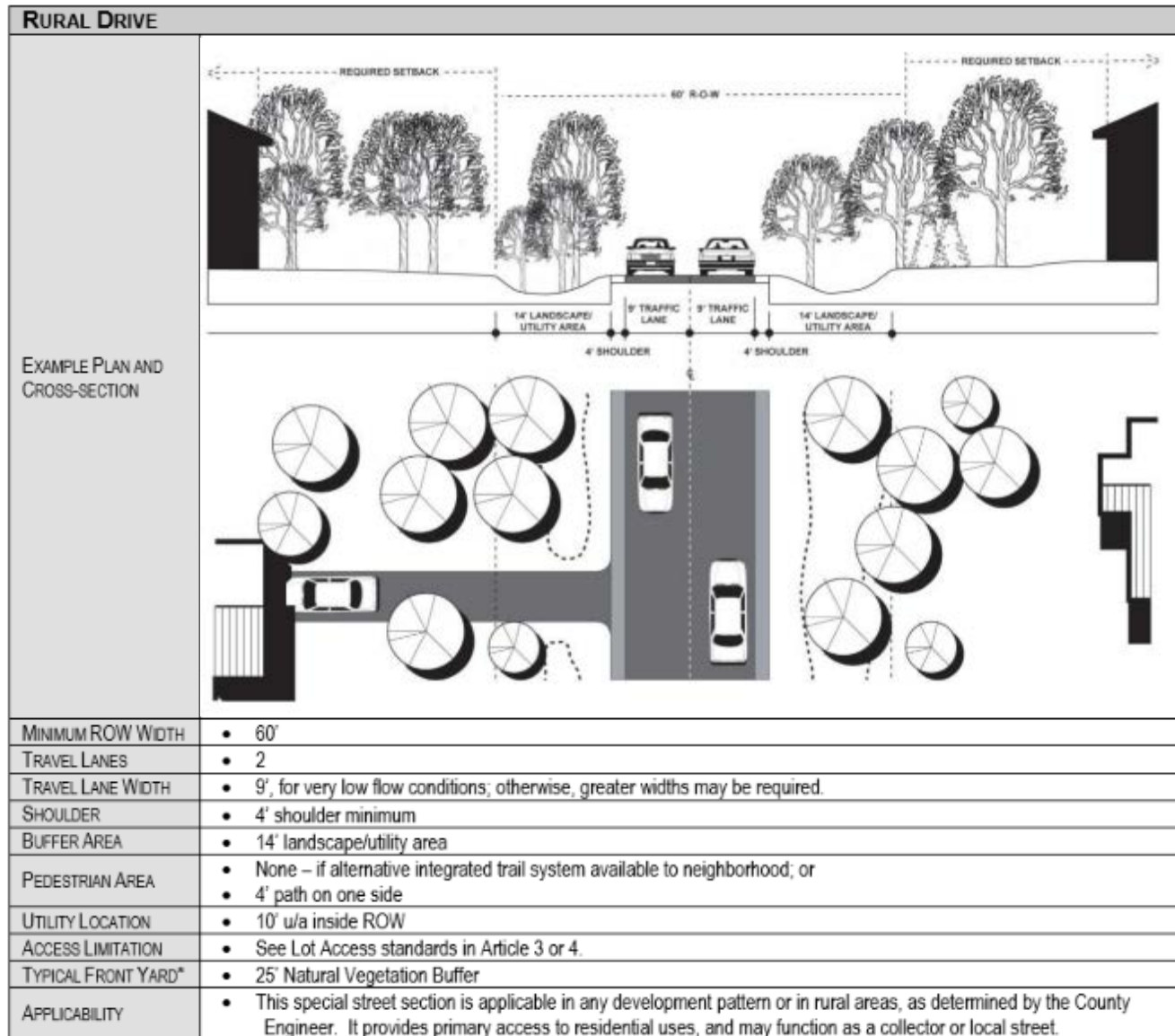
The illustration below shows how descriptive charts, tables, and annotated drawings can be incorporated into conventional subdivision regulations to help clarify the requirements as well as making it much easier to understand by both the average citizen and technical professional:

NEIGHBORHOOD STREET – CONVENTIONAL	
EXAMPLE PLAN AND CROSS-SECTION	
	<p>MINIMUM ROW WIDTH 60' (LOCAL) (Shown above) 62' (COLLECTOR)</p> <p>TRAVEL LANES 2</p> <p>TRAVEL LANE WIDTH 11' (LOCAL) 12' (COLLECTOR)</p> <p>SHOULDER 2' landscape strip, 5' sidewalk, and 1' additional graded shoulder</p> <p>BUFFER AREA 2' Landscape Strip</p> <p>PEDESTRIAN AREA* 5' sidewalk</p> <p>BICYCLE AREA None (combined with vehicle flow)</p> <p>UTILITY LOCATION 10' U/A outside of sidewalk</p> <p>ACCESS LIMITATION See Lot Access standards in Article 3, 4 or 5.</p> <p>TYPICAL FRONT YARD ** <ul style="list-style-type: none"> <li>• 10' – 40' lawn/setback (LOCAL)</li> <li>• 25' Natural Vegetation Buffer; or 40' – 100' lawn/setback (COLLECTOR)</li> </ul> </p> <p>APPLICABILITY This street design is applicable for any conventional or conservation application for local or collector streets. Application as a collector will require larger lot sizes.</p>

\* See Table 6-2 for Pedestrian Facility Requirements. Where Table 6-2 requires no sidewalks, or a sidewalk on only one side, the minimum width for the pedestrian facility shall be added to the Buffer Area.

\*\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulation

The Wilsonville Conventional Subdivision Standards also include annotated charts for Rural Drive, Rural Parkway, and Access Easements along with accompanying Tables and standard text requirements and code regulations:



\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.

Each type of land development pattern (Conventional, Conservation and Form-Based) has its own Article with associated illustrations, tables and regulatory text. These examples from the Wilsonville, Alabama Subdivision Ordinance are for illustration purposes only and would have to be significantly modified in order to calibrated to the City of Terrell's Comprehensive Plan, Downtown Plan, Future Land Use Plan and Texas Law, however, these charts illustrate how form-based concept drawings can be incorporated into the subdivision ordinance to help clarify the regulatory requirements.

The following are excerpts from the Form-Based Section of the sample ordinance:

## **Article 5. FORM-BASED SUBDIVISION STANDARDS**

- 5.01 FORM-BASED SUBDIVISION INTENT AND APPLICABILITY**
  - 5.02 FORM-BASED SUBDIVISION PROCEDURES**
  - 5.03 STREET DESIGNS**
  - 5.04 STREET NETWORKS, BLOCKS, LOTS**
  - 5.05 OPEN SPACE**
- 

### **5.1 FORM-BASED SUBDIVISION INTENT AND APPLICABILITY**

#### **A. Intent**

Form-Based Developments (FBD) implement the Village concept of the Town of Wilsonville Comprehensive Plan, with more intensely developed neighborhood centers and focus areas, and less-intensely developed transition areas and rural areas.

#### **B. Applicability**

The FBD process is intended to add flexibility to allow innovation in development applications that better advance the goals and policies of the County Comprehensive Plan. New development proposals utilizing the FBD process must:

1. Involve 20 acres or more.
2. Include at least a Core Area and a Focus Area.
3. Apply multiple uses under a single integrated development.
4. Include a concurrent rezoning request to the Special District, Plan Implementation District (SD:PID) during the Regulating Plan approval process.

Alternatively, the above requirements may be waived for developments proposed as an extension of an established FBD Regulating Plan. If applicable, such application will include a concurrent request for PID designation pursuant to the established FBD Regulating Plan.

### **5.2 FORM-BASED SUBDIVISION PROCEDURES**

#### **A. Concept Plan**

A Concept Plan shall be used to demonstrate overall and general development concepts prior to preparation of a detailed FBD proposal. The Concept Plan shall be developed in concurrence with a working group that includes the staff and members of the Planning Commission. Upon achieving consensus that the Concept Plan advances the goals and objectives of the Comprehensive Plan and meets all applicable requirements, the applicant may proceed with the preparation of a Master Plan.

#### **B. Master Plan**

The Master Plan shall be developed with considerable community input/involvement and demonstrate compliance with the goals and objectives of the Comprehensive Plan. It is at this point where the land suitability of the subject property identifies meeting the intent of the Comprehensive Plan and the regulations of this Article. In particular, the location must demonstrate that it satisfies street and block framework upon which the Regulating Plan is to be created. Therefore, the Master Plan must include enough engineering, particularly with respect to topography, to determine the feasibility of the proposed FBD. The Master Plan shall be reviewed by the Planning Commission; its approval shall initiate the Regulating Plan process.

##### **1. Applicability**

The Master Plan shall illustrate through maps and documentation, the physical and functional interrelationships among the various uses and activities of the proposed FBD. The Master Plan shall serve as the framework for development of the FBD Regulating Plan. . . .



BOULEVARD	
<p>EXAMPLE PLAN AND CROSS-SECTION</p> <p>(FOUR LANE NON-RESIDENTIAL SHOWN)</p>	
MINIMUM ROW WIDTH	84' – Two-lane; varies with amenity zone and sidewalks 105' – Four-lane; varies with amenity zone and sidewalks
TRAVEL LANES	2-4
TRAVEL LANE WIDTH	11' – 12'
SHOULDER	<ul style="list-style-type: none"> <li>15.5' behind c/g</li> </ul>
BUFFER AREA	<ul style="list-style-type: none"> <li>4' – 8' Amenity Zone. Medium ornamental trees with a canopy height above 14' at maturity shall be placed approximately 25' – 40' on center in tree wells. Tree wells shall be at least 4' width in all directions and have at least 20 square feet of pervious surface.</li> </ul>
PEDESTRIAN FACILITY	<ul style="list-style-type: none"> <li>9 – 15' sidewalks (including 4'-8' amenity zone)</li> </ul>
BICYCLE FACILITY	<ul style="list-style-type: none"> <li>None (combined with vehicle flow)</li> </ul>
MEDIAN	15' median landscaped with Large Canopy or Medium Ornamental trees approximately every 30' to 60' and include lawn or other ground cover.
UTILITY LOCATION	<ul style="list-style-type: none"> <li>In rear access easement preferred</li> </ul>
ACCESS LIMITATION	See Lot Access standards in Article 3, 4, or 5.
TYPICAL FRONT YARD*	<ul style="list-style-type: none"> <li>40' – 100' lawn / setback; or</li> <li>Street-front buildings; or</li> <li>10' – 20' courtyards or landscape buffer</li> </ul>
APPLICABILITY	This special street section is generally applicable in the Core and Focus Areas of the Form-based Development patterns to support residential and non-residential and mixed uses. It provides a civic amenity and gateway to the neighborhood and serves to transition between different land uses along higher classed / higher volume streets. It can serve as an arterial street or collector street.

\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.

MAIN STREET	
EXAMPLE PLAN AND CROSS-SECTION (FOUR LANE SHOWN)	
MINIMUM ROW WIDTH	82' – Two-lane 105' – Four-lane; varies with amenity zone and sidewalks
TRAVEL LANES	2-4
TRAVEL LANE WIDTH	11'
SHOULDER	18' Designated angled parking (60 degree)/ 2' Curb and gutter
BUFFER AREA	4' – 8' Pedestrian Amenity Zone. Medium ornamental trees with a canopy height above 14' at maturity shall be placed approximately 25' – 40' on center in tree wells. Tree wells shall be at least 4' width in all directions and have at least 20 square feet of pervious surface.
PEDESTRIAN AREA	12.5' sidewalk, includes Amenity Zone
UTILITY LOCATION	<ul style="list-style-type: none"> <li>• In rear access easement</li> </ul>
ACCESS LIMITATION	See Lot Access standards in Article 3, 4, or 5.
TYPICAL FRONT YARD*	Street-front buildings
APPLICABILITY	This special street section is generally applicable in the Core Areas of the Form-based Development patterns to support non-residential or mixed uses. It serves as the primary route and focal point of the area and it can serve as an arterial or collector street.

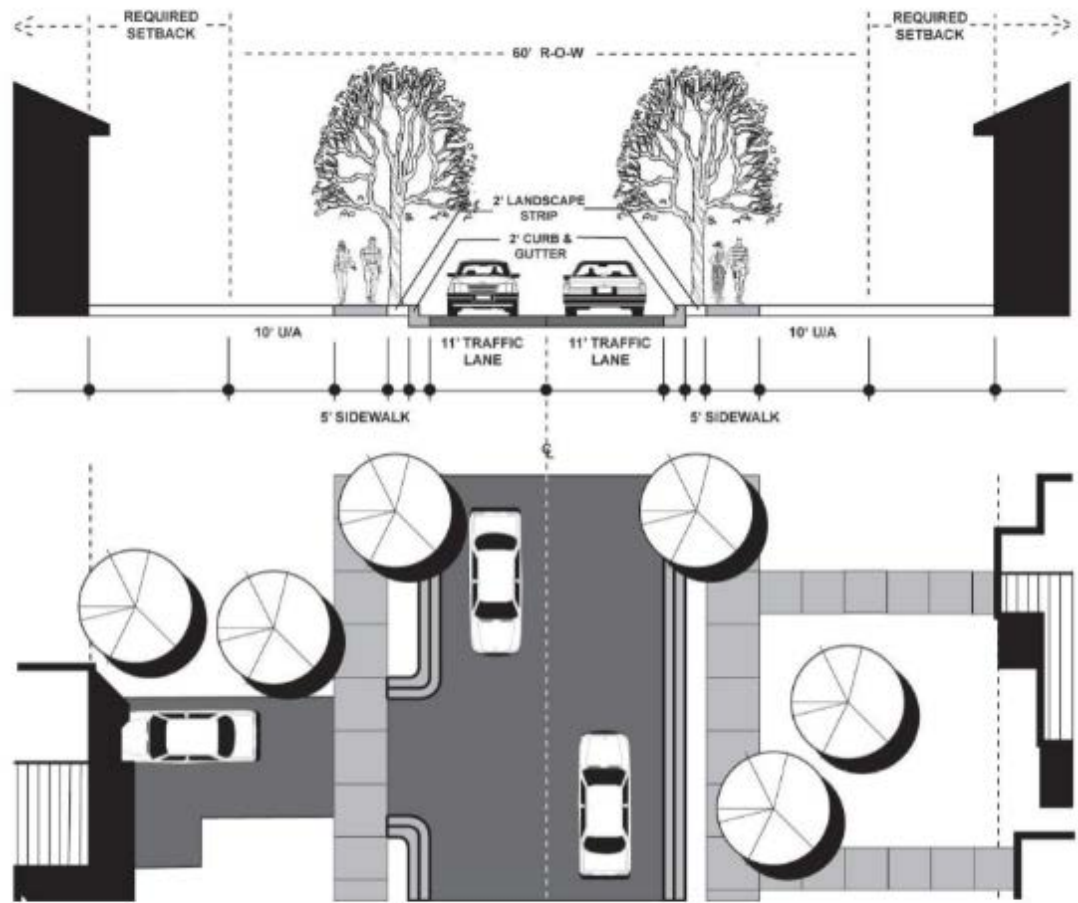
\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.

RURAL PARKWAY																								
<p>EXAMPLE PLAN AND CROSS-SECTION</p> <p>(TWO LANE WITH MEDIAN SHOWN)</p>																								
	<table> <tr> <td>MINIMUM ROW WIDTH</td><td>90' – two-lane; Multi-lane – consult with County Engineer</td></tr> <tr> <td>TRAVEL LANES</td><td>2 – 4</td></tr> <tr> <td>TRAVEL LANE WIDTH</td><td>12'</td></tr> <tr> <td>SHOULDER</td><td>4' shoulder minimum</td></tr> <tr> <td>BUFFER AREA</td><td>14' landscape strip and utility area</td></tr> <tr> <td>PEDESTRIAN AREA</td><td> <ul style="list-style-type: none"> <li>None – if alternative integrated trail system available to neighborhood; otherwise, additional r-o-w may be required to provide multi-use trail or path.</li> </ul> </td></tr> <tr> <td>BICYCLE FACILITY</td><td>None (combined with vehicle flow)</td></tr> <tr> <td>MEDIAN</td><td>30' center median</td></tr> <tr> <td>UTILITY LOCATION</td><td>In buffer area</td></tr> <tr> <td>ACCESS LIMITATION</td><td>See Lot Access standards in Article 3, 4, or 5.</td></tr> <tr> <td>TYPICAL FRONT YARD*</td><td>25' Natural Vegetation Buffer</td></tr> <tr> <td>APPLICABILITY</td><td>This special street section is applicable in any development pattern or in any rural area (Tier III) of the county. It provides primary access within a neighborhood or rural area as well as connections to adjacent areas. This street type is not intended for direct access. It may function as an arterial or collector street.</td></tr> </table>	MINIMUM ROW WIDTH	90' – two-lane; Multi-lane – consult with County Engineer	TRAVEL LANES	2 – 4	TRAVEL LANE WIDTH	12'	SHOULDER	4' shoulder minimum	BUFFER AREA	14' landscape strip and utility area	PEDESTRIAN AREA	<ul style="list-style-type: none"> <li>None – if alternative integrated trail system available to neighborhood; otherwise, additional r-o-w may be required to provide multi-use trail or path.</li> </ul>	BICYCLE FACILITY	None (combined with vehicle flow)	MEDIAN	30' center median	UTILITY LOCATION	In buffer area	ACCESS LIMITATION	See Lot Access standards in Article 3, 4, or 5.	TYPICAL FRONT YARD*	25' Natural Vegetation Buffer	APPLICABILITY
MINIMUM ROW WIDTH	90' – two-lane; Multi-lane – consult with County Engineer																							
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PEDESTRIAN AREA	<ul style="list-style-type: none"> <li>None – if alternative integrated trail system available to neighborhood; otherwise, additional r-o-w may be required to provide multi-use trail or path.</li> </ul>																							
BICYCLE FACILITY	None (combined with vehicle flow)																							
MEDIAN	30' center median																							
UTILITY LOCATION	In buffer area																							
ACCESS LIMITATION	See Lot Access standards in Article 3, 4, or 5.																							
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\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.

## NEIGHBORHOOD STREET – FORM BASED

EXAMPLE PLAN AND CROSS-SECTION



MINIMUM ROW WIDTH	60' (LOCAL) (Shown above) 62' (COLLECTOR)
TRAVEL LANES	2
TRAVEL LANE WIDTH	11' (LOCAL) 12' (COLLECTOR)
SHOULDER	2' curb and gutter
BUFFER AREA	2' Landscape Strip
PEDESTRIAN AREA*	5' sidewalk
BICYCLE AREA	None (combined with vehicle flow)
UTILITY LOCATION	10' U/A outside of sidewalk
ACCESS LIMITATION	See Lot Access standards in Article 3, 4 or 5.
TYPICAL FRONT YARD**	<ul style="list-style-type: none"> <li>10' – 40' lawn/setback (LOCAL)</li> <li>25' Natural Vegetation Buffer; or 40' – 100' lawn/setback (COLLECTOR)</li> </ul>
APPLICABILITY	This street design is applicable for any conventional, conservation or form based application of local or collector streets. Application as a collector will require larger lot sizes.

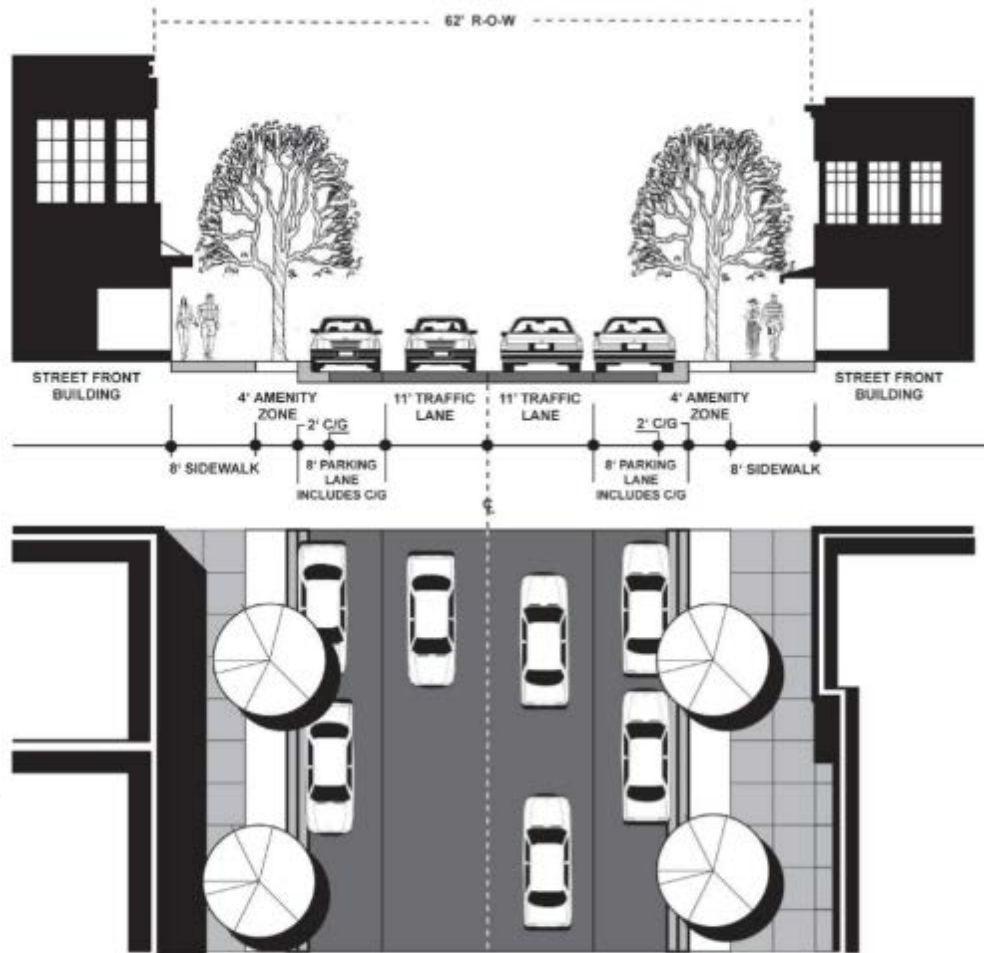
\* See Table 6-2 for Pedestrian Facility Requirements. Where Table 6-2 requires no sidewalks, or a sidewalk on only one side, the minimum width for the pedestrian facility shall be added to the Buffer Area.

\*\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.



## PEDESTRIAN STREET

EXAMPLE PLAN AND CROSS-SECTION



MINIMUM ROW WIDTH	62'
TRAVEL LANES	2
TRAVEL LANE WIDTH	11'
SHOULDER	2' curb and gutter
BUFFER AREA	4' – 8' Pedestrian Amenity Zone. Medium ornamental trees with a canopy height above 14' at maturity shall be placed approximately 25' – 40' on center in tree wells. Tree wells shall be at least 4' width in all directions and have at least 20 square feet of impervious surface.
PEDESTRIAN AREA	8' - 12' sidewalk
BICYCLE FACILITY	None (combined with vehicle flow)
UTILITY LOCATION	<ul style="list-style-type: none"> <li>• In rear access easement</li> </ul>
ACCESS LIMITATION	See Lot Access standards in Article 3, 4, or 5.
TYPICAL FRONT YARD*	<ul style="list-style-type: none"> <li>• Street-front buildings; or</li> <li>• 10' – 20' Courtyards</li> </ul>
APPLICABILITY	This special street section is generally applicable in the Core Areas of the Form-based Development patterns to support non-residential or mixed uses. It serves as secondary routes and side streets, and can serve as a local or collector street.

\* Typical Front Yard refers only to the typical and appropriate design of the transition between the right-of-way and the private lots. Further restrictions on building location and site design may be included in other applicable zoning or subdivision regulations.

As mentioned in the Zoning Ordinance Review memo, a large variety of different lot sizes may lead to confusion for the developer and may not result in the desired outcomes envisioned in the Comprehensive Plan. Thus, it was recommended that several similar lot sizes be combined in favor of a flexible density model that will help eliminate cookie cutter uniform subdivisions. Table 5-4 from the Wilsonville Subdivision Regulations shown below probably provides more lot types than are necessary for a city of Terrell's size. The historical small lot development in Terrell was largely a result of the lack of a larger lot option in the Zoning Ordinance. A high priority identified in the Public Engagement Memo was to provide for a proposed Rural Estate District to fill this niche.

Although, the Rural Estate Lot is primarily used to lower residential densities in environmentally sensitive areas and to prevent excessive demands on infrastructure it is also an appropriate option when tracts of land have unusual shapes due to proximity to flood plain, steep terrain, natural areas in which single-loaded streets are inappropriate and a deep lot is required to provide a suitable pad site out of the flood plain, etc. Rural Estate Lots are also attractive to equestrian oriented residents in which an adequate space for barns and pasture are provided situated a sufficient distance from the home to eliminate nuisance issues, such as, noise or odors.

The important detail to note in the above Table is that the various lot types follow the transect zones with a certain amount of allowable overlap to create smooth transitions and yet at the same time require the lot type to be context appropriate based on its proposed location in the community.

It may be fitting here to reiterate the primary appeal of form-based codes is that they produce predictable outcomes in which the inter-play between the various elements of the built environment creates a very strong sense of community resulting in vibrant sustainable development where every neighborhood contributes to the quality of life of the city.

The following excerpt is from Section 5.04 C - Form-Based Estate Lot Design with the Estate Lot highlighted as an illustration of how the proposed Rural Estate Lot might be configured:

#### **C. Lots Standards**

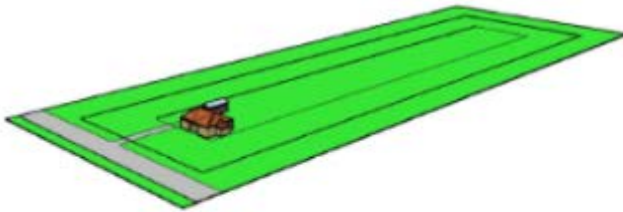
In addition to the General Planning and Design standards in **Article 6**, the following lot standards shall apply to Form-based Subdivisions.

##### **1. Residential Lots**

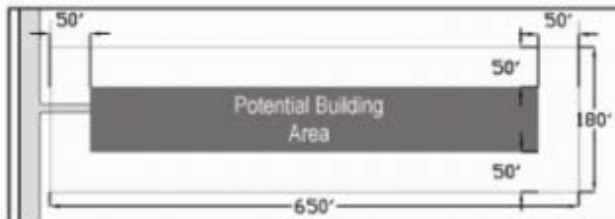
Form-based Subdivision shall be allowed residential lots according to the locations noted in **Table 5-4**. Following **Table 5-4** each lot type is displayed with its context, block setting, and site-specific standards.

TABLE 5-4: RESIDENTIAL LOT TYPES			
LOT TYPES	ALLOWED LOT TYPES AND COMMUNITY AREA		
	TRANSITION	FOCUS	CORE
MIXED-USE LOT			<input checked="" type="checkbox"/>
MULTI-DWELLING LOT			<input checked="" type="checkbox"/>
TOWN LOT		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
SMALL LOT		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
NEIGHBORHOOD LOT	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
CONVENTIONAL LOT	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
SUB-URBAN LOT	<input checked="" type="checkbox"/>		
LARGE LOT	<input checked="" type="checkbox"/>		
ESTATE LOT	<input checked="" type="checkbox"/>		
COUNTRY LOT	<input checked="" type="checkbox"/>		
RURAL LOT	<input checked="" type="checkbox"/>		

## ESTATE LOT



### Lot Context



### Lot Standards

**NEIGHBORHOOD CONTEXT:** Estate Lots are appropriate in Transition Areas, or in a limited application in to provide unique properties in Focus Areas of Form-based Developments.

**BLOCK APPLICABILITY:** Estate Lots should generally be located in areas that begin to "transition from the block structure to more rural development patterns. In areas where they exist within a block structure to provide unique properties, Estate Lots should not exceed more than 4 lots per block face.

**STREET DESIGN TYPES:** Estate Lots may front on any of the following street types (see section 5.03.B.)

- RURAL PARKWAY
- RURAL DRIVE
- BOULEVARD
- NEIGHBORHOOD STREET

**ACCESS TYPES:** Estate Lots are subject to the following lot access types and limitations (See section 6.02.F, Table 6-6):

- SHARED FRONT-LOADED DRIVEWAYS\*
- INDIVIDUAL FRONT-LOADED DRIVEWAYS\*
- PRIVATE EASEMENTS\*

\* Limited to no more than 12 feet in width at the access point and within the frontage area.

### LOT STANDARDS

Frontage:	180' +
Area:	2.5 acres
Front Building Line	50' +
Side Building Line:	50' / 100' [b]
Rear Building Line:	50' +

## Summary:

The above charts illustrate how the adoption of Form-Based Codes in the Comprehensive Plan and Zoning ordinance has a subsequent ripple effect in the Subdivision Regulations and possibly other regulations, such as, the sign ordinance, building codes, landscape ordinance, fence ordinance, etc.

The recommended course of action is to determine which ordinances will require updates and then set a reasonable and rational schedule for revisions and adoption. The current Subdivision Ordinance was adopted three years after the Comprehensive Plan was adopted in 2002, followed three years later by the major update to the Zoning Ordinance in 2008. Depending on the priorities of the City Council and available resources a more aggressive schedule can be implemented or more judicious revision process can be undertaken to ensure the best quality and best suited outcomes are achieved.

The most important issue during the entire process of updating the various ordinances is to maintain fidelity to the Comprehensive Plan. A minimum of an annual review of the Zoning Ordinance and Subdivision Regulations should be conducted to determine if the updates and administration is on track and is achieving the desired results in the built environment.

It is also very critical that the City Council understand that continuing to operate under the current Subdivision Ordinance, even though it is quite functional and successful in accomplishing the conventional goals and objectives of the current Comprehensive Plan, will not be suitable for navigating the transition to Form-Based Codes. However, there are many areas of common ground between the two systems of land development and it is not an “all or nothing” proposition. As demonstrated in the above example it is abundantly clear that an ordinance which takes a parallel or hybrid approach can be quite effective and lends itself to a custom approach which will allow the City of Terrell to accomplish its vision with the least constraints and impact on the development community and citizens.

Many resources are available which provide many case studies, model ordinances, and examples of the application of Form-Based Codes, for example:





# CITY OF TERRELL ZONING ORDINANCE REVIEW



## **UPDATE PROPOSAL FOR THE CITY OF TERRELL**

### **ZONING ORDINANCE**

#### **Background:**

In the spring of 2017 the City of Terrell began the process of an extensive Public Engagement Program to review and update the now fifteen-year old Comprehensive Plan and the associated Zoning Ordinance and Subdivision Regulations. The Comprehensive Plan is the community's vision for the City's future growth, economic development, revitalization, preservation and ultimately the quality of life for its citizens and vitality for its businesses. The Zoning Ordinance and Subdivision Regulations are the tools in which this vision is implemented in accordance with State Law to provide for the highest and best use of the limited land resources, provision of infrastructure and protection of the community and all of its citizens.

There could not be a more positive springboard under which to launch this critical process than the success of the previous Comprehensive Plan adopted in 2002 in which over 90% of the Goals and Objectives have been implemented – a remarkable accomplishment. The Public Engagement Program under the direction of the City Council in association with a select Comprehensive Plan Action Committee (CPAC) and numerous professional consultants solicited input from many diverse groups, organizations, citizens, businesses, school officials, and numerous other important stakeholders whose common goal was to build upon the past successes, correct shortcomings, address community concerns and elevate the city to the next level.

In 2008, the City of Terrell conducted the first major update to the Zoning Ordinance since 1961 and subsequently adopted the crucial strategic policy of conducting an annual review and updating the Zoning Ordinance regularly in order to provide for the highest quality development with the greatest protection against adverse impacts of undesirable development. In order for development ordinances to be effectively implemented the Comprehensive Plan must be considered a living document and utilized to its fullest potential or the plan will simply collect dust on a shelf.

The current Subdivision Ordinance was adopted in 2005 and after an extensive legal review in 2011, the ordinance was revised to strengthen it in several critical areas and bring the regulations current with State Law. Whereas, zoning regulations are highly subjective based on the desires of the city council and the community vision delineated in the Comprehensive Plan, subdivision regulations are primarily administrative in nature and regulate water, sewer, streets, and storm water drainage systems as well as the formal division of land into two or more parcels.

It is the purpose of this report to review and analyze the current Zoning Ordinance and address the findings of the Public Engagement Process and make recommendations to the City of Terrell City Council regarding proposed revisions and amendments which will support the Goals and Objectives of the new Comprehensive Plan, Downtown Plan and Future Land Use Plan. Analysis and recommendations for the update to the Subdivision Regulations will be in a separate report.

## Current Zoning Ordinance Review

### Zoning Overview:

Contemporary zoning takes form in two distinct regulatory strategies: Conventional (Euclidean) Zoning Codes and Form-Based Zoning Codes. Euclidean zoning refers to the 1926 landmark Supreme Court case which established the authority of local governments to regulate land use. Conventional Zoning is characterized by establishing various residential, commercial, or institutional districts which segregate uses into similar or compatible types in order to protect adjacent property owners from adverse effects of land use. Separation of uses are most often based upon lot size, building size, height, noise, pollution, parking requirements, etc. Originally, Euclidean zoning was a reaction to the deplorable living conditions due to overcrowding and dangerous environmental conditions in large cities. Recent trends towards higher quality development have resulted in the adoption of aesthetic design requirements and special overlay regulations such as planned developments, special use permits or conditional use permits.



Windmill Farms – Conventional Euclidean Residential Pattern of Development

Form-Based Zoning Codes in contrast emphasizes the relationship between the street and buildings, vehicular traffic and pedestrians or bicycles, public and private spaces, open space and developed land, context or scale of the neighborhood in relation to multiple buildings, a block, and transitions into surrounding areas with less emphasis on actual land uses. Form-based codes create predictable outcomes by regulating the physical form of private development in order to create a desirable relationship to the public domain. Smart Growth, Traditional Neighborhood Design (TND), Adaptive Re-use or Retrofit of Existing Structures and Transit Oriented Design (TOD) are all references to form-based code implementation strategies. Form-Based Zoning Codes are best characterized by mixed-use activities that meet all of the basic needs of the community within a walkable distance.

The current Zoning Ordinance of the City of Terrell is primarily based upon Conventional (Euclidean) Zoning with minor elements of form-based zoning, for example, the Central Business District, Multi-Family District and Highway Corridor District design criteria. The basic needs of any community have five essential elements: home, work, shopping, food and recreation. The consequences of Conventional Zoning in regards to meeting these needs has been uncontrolled urban sprawl, automobile dependency, long commutes to work, shopping, church and recreation. Communities have become automobile dependent with unsustainable development patterns. Commercial development has excessive parking requirements and streets are not suitable for pedestrian or bicycle traffic. Residential development also tends to emphasize homogenous development with efficient vehicular traffic promoted over pedestrian walkability with long block lengths and little or no connectivity to schools, shopping or open space recreation. Mixed uses are typically only allowed through special overlay districts or variances.



Conventional Single Use Retail Development

Conventional Zoning tends to be reactive rather than proactive. To illustrate this trend, the last four revisions to the City of Terrell Zoning Ordinance have been reactive in nature in order to address the adverse effects of certain specific uses. Conventional Euclidean Zoning tends to have abrupt boundaries or buffers between different zones in contrast to Form-Based Zoning which attempts to create transitional zones which connect the various essential elements of a community into complete cohesive neighborhoods. Since Form-Based Codes create a more predictable physical result they are by nature more proactive rather than reactive. Simply put, Form-Based Codes prescribe what the community “wants” versus being proscriptive and stating what the community “doesn’t want”. Conventional Zoning tends to rely primarily on pages and pages of written regulations heavily laden with legal jargon and complicated codes that can seem overwhelming to the average citizen or builder. Form-Based Zoning on the other hand utilizes numerous diagrams, sketches, pictures and tables to delineate the requirements for development that are easier to read and understand by the general public.



The recent Public Engagement Process has identified the desire of the community to implement certain elements of form-based zoning into the proposed new Comprehensive Plan. This can be accomplished in a number of ways including parallel codes utilizing the best aspects of each type of zoning code, or applying exclusively form-based codes to certain zones of the city or in specific districts or overlay districts. Form-based principles can also be incorporated into districts such as residential uses to gain the desired form as expressed in such design elements known as “Complete Streets” and “Traditional Neighborhood Design” which focuses on walkability, interconnectivity, landscaping, etc.



Fortunately, many of the elements needed to implement Form-Based Codes are common sense applications which are not cost prohibitive or disruptive to the normal economic growth of the city. They can be concurrently accomplished alongside existing conventional codes without any serious conflicts.

Also in this report, the serious concerns identified in the Public Engagement Process regarding certain uses which historically have had adverse impacts on the community will also be analyzed and a specific course of action will be proposed to effectively mitigate these negative effects.

The Future Land Use Plan legend shown here gives a very clear indication of the community’s strong desire to begin the process of adopting Form-Based Codes. The Downtown Study Area will be a special overlay in which a complete analysis of opportunities and constraints to incorporate form-based codes will be used to create a vibrant strategic plan for the Historic Downtown Core. The Mixed-Use Zones and Traditional Neighborhoods are also examples of the objective of adopting form-based codes throughout the city.

Legend	
	P/R Park / Recreation (187 ac)
	S/P Schools and Public (985 ac)
	DT Downtown Study Area (292 ac)
	CI Cottage Industry (103 ac)
	IBP Industrial Business Park (4470 ac)
	RR Regional Retail (1087 ac)
	CC Corridor Commercial (1173 ac)
	OBP Office Business Park (878 ac)
	MU Mix Use Neighborhood (71 ac)
	RMU Regional Mix Use (1731 ac)
	SN Suburban Neighborhood (1121 ac)
	TN Traditional Neighborhood (985 ac)
	NN New Neighborhood (7480 ac)
	RE Rural Estate
	Vacant - ROW
	Cemeteries

## Current Zoning Ordinance Analysis:

The current Zoning Ordinance consists of six (6) Articles with a total of forty-nine (49) Sections. The following is a review of each Article with comments and recommendations:

**Article I – Enacting Provisions** - consists of six (6) Sections which are typical administrative sections which are common to most municipal zoning ordinances.

- Section 1 – Enacting Clause
- Section 2 – Title and Purpose
- Section 3 – Zoning District Map
- Section 4 – Zoning District Boundaries
- Section 5 – Compliance
- Section 6 – Zoning Upon Annexation

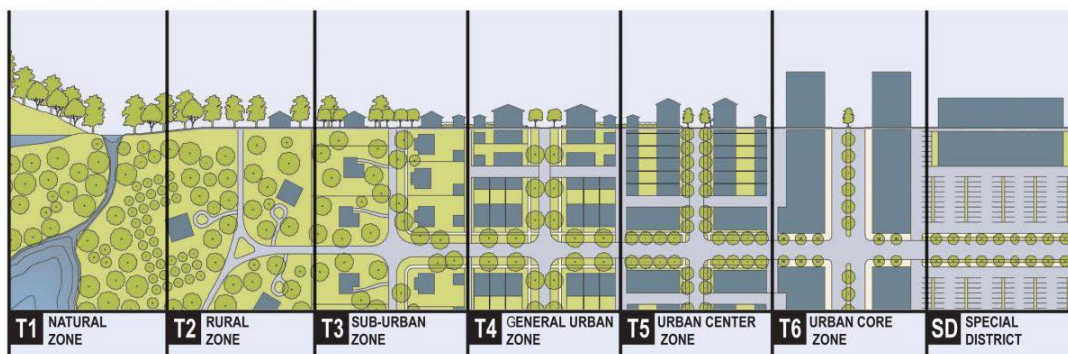
Recommendations – If formal Form-Based Codes are adopted or incorporated into the Zoning Ordinance then several updates may be necessary to this Article as well as in the other Articles or in a free standing new Article to reference the elements necessary to implement Form-Based Codes. The Form-Based Code Institute (FBCI) recommends the following Mandatory and Optional Elements:

### Mandatory:

1. Regulating Plan
2. Building Form Standards
3. Public Space/Street Standards
4. Administration
5. Definitions

### Optional:

1. Architectural Standards
2. Landscape Standards
3. Signage Standards
4. Environmental Resource Standards
5. Annotation, Text and Illustrations



**Article II – Zoning Procedures and Administration** – consists of six (6) Sections which include the following policies and regulations:

- Section 7 – Nonconforming Uses and Structures
- Section 8 – Planning and Zoning Commission (P&Z)
- Section 9 – Zoning Board of Adjustment (ZBA)
- Section 10 – Zoning Changes and Amendments to Zoning Ordinance or Districts and Administrative Procedures
- Section 11 – Building Permits and Certificates of Occupancy Approval Process
- Section 12 – Reserved

Recommendations: For the most part Sections 7-10 are based primarily on the State Statutes delineated in Chapters 43, 54, 211, & 214 of the Texas Local Government Code with a few exceptions and thus should only be revised based on new applicable State Laws and a thorough legal review. It is recommended, however, that Section 12 currently reserved for future new regulations or policies be utilized to clarify and regulate the permitting and approval process for signage (which is a critical element of the built environment). Just as in Section 11 where the bulk of the Building Codes are adopted and referenced in other separate city ordinances, Section 12 is a logical place to reference the sign ordinance permitting and approval process in the Zoning Ordinance which has a much stronger enforcement authority.

**Article III – Zoning Districts** – consists of nineteen (19) Sections which establishes the various residential, commercial and special overlay zoning districts. Since the majority of the developed portions of the city have been built out under conventional zoning the transition to a Form-Based Zoning regulatory system may prove to be difficult to fully implement in existing developed areas. However, a common practice is to develop a parallel or hybrid zoning regulation system which can serve very well to gradually shift the emphasis from land use based codes to the desired form-based model. The Public Engagement Process has identified the Central Business District (CBD) and Downtown Core as a very high priority element of the new Comprehensive Plan and the City Council has approved the development of a separate Downtown Plan Overlay, a perfect candidate for a Form-Based Code Overlay.

Existing development by necessity could continue under conventional zoning regulations which can be revised to incorporate many elements of Form-Based Zoning for infill development or redevelopment. At the same token, new development should follow Form-Based Zoning Codes as established in the proposed new Future Land Use Plan, Comprehensive Plan and Downtown Plan.

A number of new districts created in the 2008 major update have been under-utilized and some prior districts have been inflexible and should be considered for revisions to create mixed-use employment power centers which integrates employee housing in close proximity (walking distance – 1200-1500 feet) to jobs or even have small

business owners providing their services on the ground floor with dwelling units above street level.

Other than the Central Business District (CBD), Multi-Family District and Highway Corridor District mixed uses are either prohibited or very difficult to facilitate in the majority of the existing districts. Mixed Use is one of the hallmarks of Form-Based Codes which deliberately tries to bring work, home, play, and shopping into walkable distances of each other.



Mixed-Use – Retail with Loft Apartments Above  
Pawhuska, OK

The Central *Business* District (CBD) has been traditionally focused only on *businesses* along the narrow Moore Avenue/State Highway 80 corridor which developed into a disconnect between the businesses and the surrounding residential neighborhoods. This disconnect was also exacerbated by the railroad located just behind the row of historic buildings along the southern right-of-way of Moore Avenue. Due to the physical

barriers, lack of open space and parking, and exclusion of residential structures from the district boundaries, local residents have become disengaged from the economic vitality of the downtown core. Again, the proposed Downtown Plan will provide the perfect opportunity to create a positive environment to preserve, restore and revitalize Terrell's downtown core.



Downtown Façade Improvement Program



The recent appearance and proliferation of certain businesses that have been shown to have negative effects on property values, higher crime, or a dampening effect on higher quality development was also identified as an ongoing concern during the Public Engagement Process as evidenced by the most recent revisions to the current Zoning Ordinance. There is a unique opportunity to address this issue in the upcoming update to the ordinance as delineated in the recommendations below. Another opportunity to further incorporate highly desirable mixed uses into the existing Districts is to take advantage of the open Section 31C under the Overlay and Special Districts to provide for a Mixed-Use Permit (MUP) Overlay similar to the current provision for a Specific Use Permit (SUP) but tailor it to the special requirements for mixed uses.

The Districts can be further segregated into nine (9) Residential Districts, seven (7) Non-residential (Commercial) Districts and two (2) Overlay and Special Districts:

- Section 13 – Zoning Districts Established – Based on the recommendations in the proposed Future Land Use Plan and Comprehensive Plan, this section will require revisions to the current list of Zoning Districts to reflect these new priorities.

### **Residential District Analysis:**

#### **Low Density Residential Districts:**

- Section 14 – Agriculture District (AG) – This district has been traditionally used as both a temporary zoning classification for newly annexed property as well as the largest lot residential district. Its function as a large lot residential use has not resulted in higher quality development and the large lot size works against the goal of delivering efficient utilities and infrastructure due to the low density of structures per given distance of roadway and utilities which does not produce enough tax revenue to even provide for ongoing maintenance. The minimum lot size typically is not of sufficient size to engage in agricultural activities or qualify for a land use tax exemption.

Another critical purpose for the Agriculture Zoning classification is for the conservation of farm land, natural areas and watersheds which can be easily threatened by dense development. The historic Porter Farm is a prime example of an area that any type of intense development needs to be curtailed in order to protect this unique resource. Another example is the native prairie conservation area northwest of the city which needs a closer examination in regards to the future Thoroughfare Plan as well as the Future Land Use Plan to ensure that this natural area is protected from development which is normally attracted to new major thoroughfares. By identifying conservation zones early on will allow thoroughfares to be aligned in such a way as to minimize their long-term impacts on natural resources, storm water management, water quality and open space.

- Section 15 – Executive Estate–32 District (EE-32) – This single-family district is a fairly recent addition to the Zoning Ordinance which resulted from the findings of a land study that indicated a need for a large lot high quality residential lot size in accordance with the goals and objectives of the current Comprehensive Plan. This district is designed to fill a niche that has been missing in the Terrell housing market. The number shown in each single-family district designation corresponds to the minimum lot size for that district, i.e., 32 indicates a minimum lot size of 32,000 square feet.



Desirable Exterior Façade – Use of Multiple Types of Masonry Materials

The 2002 Comprehensive Plan called for more housing choices as listed in Chapter 3 - Goals and Objectives and in order to accomplish this goal, in 2011, the three existing categories of housing densities (Low, Medium and High) were increased to five densities with the addition of the Medium-Low and Medium High categories. However, with the addition of the Executive Estate District and the addition of the proposed Rural Estate the single-family field has become a little crowded and it will be difficult to guide developers into the most appropriate density model.

A suitable compromise may be to combine several closely related residential districts into a single flexible district in which mixed lot sizes are allowed at a specific ratio, i.e., instead of a uniform cookie cutter lot size in separate districts a target average density could be established. For example, a ratio of 25% SF-16, 50% SF-10 & 25% SF-8 would yield an average lot size of 11,000 square feet. Depending upon the location of the proposed subdivision the density ratio could be increased the closer into the urban core transect the development is or decreased if the subdivision has a riparian or natural area in close proximity (i.e. Conservation Development). This built in flexibility allows much more site-specific control than a one-size fits all approach. It is recommended that a certain minimum size development would be required to apply the flexible ratio model which would require a mandatory concept plan and executed performance agreement. The flexibility allowed by density averaging is especially effective on irregularly shaped tracts or constrained by important natural resources. Areas of permanently protected conservation resources and their associated buffers would be included in the total land

area to be developed in which greater densities are allowed in order to calculate a feasible cost/benefit ratio for development while preserving the targeted resources. Another type of lot distribution can also produce very attractive developments in which the primary thoroughfares leading into the development are lined with large lot estates with larger setbacks to create an image of an upscale luxury neighborhood with tree lined streets and pedestrian friendly wide sidewalks and then reduce the lot sizes on the interior of the subdivision to offset the low density of the frontage lots. Real estate analysis indicates that the smaller lots on the interior of such a subdivision have a much higher market value than the same lots in a standard uniform lot size development.

#### Medium-Low Density Residential Districts:

- Sections 16 & 17 – Single-Family Residential-16 & 10 Districts (SF-16 & SF-10) – as described above the number of single-family districts has been expanded to the point of becoming unwieldy which doesn't produce the desired outcomes that is envisioned by Form-Based Code Transects. By combining several types of density models into one or more flexible districts the outcomes become much more predictable and can be calibrated periodically as needed to implement the Comprehensive Plan more effectively.



Form-Based Code Model – Traditional Neighborhood Design (TND)

#### Medium Density Residential Districts:

- Section 18 - Single-Family Residential-7.5 District (SF-7.5)
- Section 19 - Single-Family Residential-6 District (SF-6)

### Medium-High Density Residential District:

- Section 20 – Townhouse Residential-12 District (TH-12) – This residential classification is typically known as Single-family Attached housing but can also include Zero Lot Line housing or Cluster Housing. The number ‘12’ indicates a maximum density of 12 units per acre. It is usually configured as duplexes, triplexes, fourplexes or up to seven attached units. They differ from multi-family units in that each dwelling unit is typically platted on its own lot with individual ownership. Tower Place in Terrell is an example of a high quality zero lot line development. However, the tendency for many startup rental investors is to build low-end duplex and fourplex units with front loaded parking lots with no garages as this example shown here. Small lot development of this type leads to increased storm water runoff and presents serious traffic hazards to pedestrians and oncoming vehicles as the automobiles back out into the street. The curb appeal can also be very unattractive and is counterproductive in promoting sustainable neighborhoods.



Jackson Street – older fourplex



Tower Place – Zero Lot Line Townhouse



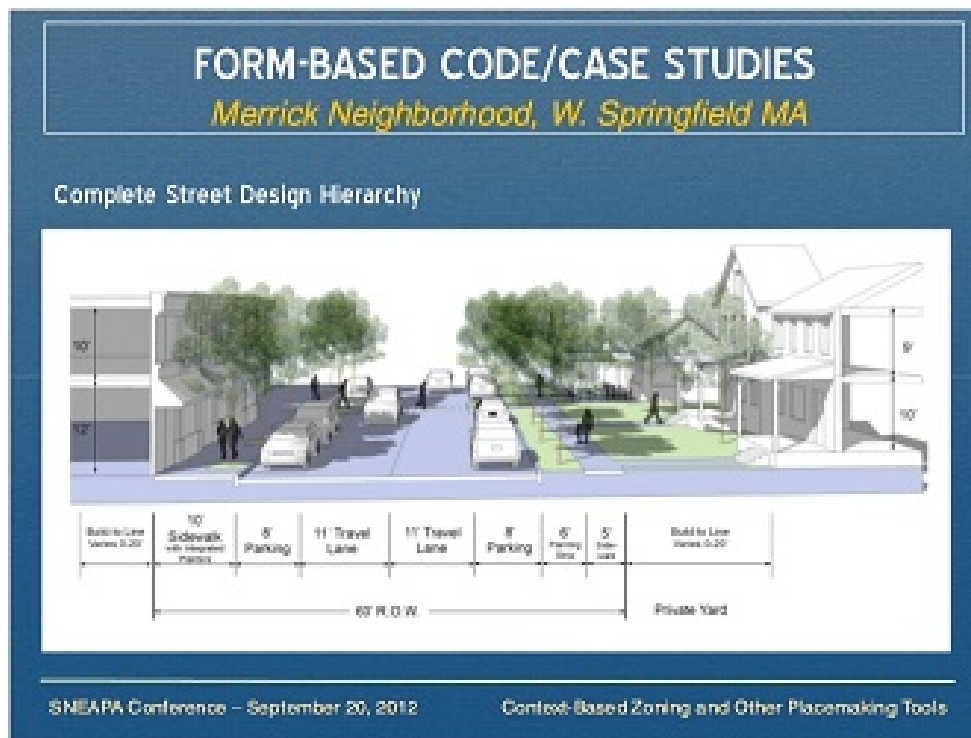
### High Density Residential Districts:

- Section 21 – Multi-Family Residential District – (MF) – One of the recent updates to the current Zoning Ordinance was to transform the traditional freestanding Multi-Family (Apartment) Complex into a Form-Based Mixed-Use District which is now required to be in close proximity (walking distance) of a retail or employment center and also allows on-site businesses to occupy the ground floor. The primary shortcoming of this transformation is that the form-based detailed annotated drawings and sketches that pictorially describe the required development codes and regulations were not included in the update. The full codification of this district utilizing model Form-Based Zoning criteria will complete the transformation into a cutting-edge example of SMART Growth and Form-Based Zoning as well as mitigate the negative effects often associated with conventional free-standing apartment complexes. Walking distance for the purpose of this analysis is considered to be within a ten-minute walk or approximately 1200 – 1500 feet.
- Section 23 – Manufactured Home District (MH) – A number of revisions have been made to strengthen the regulations of this district as part of the annual ordinance review. This type of housing has traditionally fostered strong support at the State Legislature and thus it is important to keep current on proposed legislation as well as new changes to State Statutes which may erode the authority of the City to mitigate adverse effects of this type of development. Any proposed revisions should receive close legal scrutiny to maintain adequate regulatory control and to avoid unnecessary litigation.

### Summary/Conclusions – Residential Uses:

The overall format of the current Residential Districts as a whole is based on Conventional Zoning and the separation of each district based primarily on minimum lot size and minimum house size with very rigid inflexible code requirements that produces homogenous 'cookie cutter' housing developments. Each residential subdivision is usually based on a single residential zoning classification (Single-Family-10 for example) and tends to have very abrupt boundaries between adjoining developments if not outright physical walls around the neighborhood. Neighborhoods become disjointed, segregated and disconnected due to lack of cohesiveness and connectivity between blocks in the same subdivision as well as with surrounding areas. The desired outcome should be to create positive relationships between residential neighborhoods, schools, restaurants, shopping and recreation which creates a common identity and sense of place. Single use residential districts isolate themselves from the very necessities which now creates dependency on long automobile commutes and other counterproductive problems. Complete neighborhoods have greater vitality, long term sustainability and a greater stability which insulates the neighborhood from downturns in the economy and other negative internal and external issues.

The update to the Comprehensive Plan provides a unique and exciting opportunity to transition into Form-Based Zoning which will create a whole new toolbox to execute the new vision for the City of Terrell as well as provide strategies for the preservation and revitalization of existing neighborhoods. The 'Safe Routes to Schools' program is an outstanding example of how existing neighborhoods can promote walk-ability which is a major component and goal of form-based codes. The history of Form-Based Code implementation has many examples of successful case studies from which to draw inspiration from. The **Form-Based Codes Institute** (FBCI) is a non-profit professional organization dedicated to advancing the understanding and use of form-based codes and is a great resource for cities contemplating adopting these codes.



## **Recommendations for Residential Zoning Classifications:**

### **1. Special Recommendations:**

In accordance with the proposed Future Land Use Plan and Comprehensive Plan residential districts should not be segregated into distinct single use districts but should be grouped into desired density outcomes in order to create more housing options with greater flexibility for developers to meet the criteria for high quality complete neighborhoods and the Form-Based Code requirements.

To this end a unique Point-Based scoring system is recommended to accomplish this goal (see sample Table below) which assigns points to each desirable design element within each required category (Architecture, Streetscape, and Site Design) based on the priorities of the City Council and/or the Goals and Objectives of the Comprehensive Plan. For example, if the City Council expresses that a side entry garage is a higher priority than say architectural roof features, such as, dormers then a higher point score is assigned to a side entry garage. The ultimate goal is once each design element has been assigned a point score based on the priorities of the City Council a set of Tables will be established for each category of design elements. Out of the total available points listed in each category of optional design elements a minimum score will be required to be met by the proposed development applicant. In addition, a set of base standards will be established for each Zone identified in the Form-Based Code Transect as identified in the legend of the Future Land Use Plan and Comprehensive Plan that is the starting point to which the minimum required points for optional design features are added.

This scoring system has several unique advantages including providing a high degree of flexibility for the developer to custom tailor their project instead of producing just another cookie cutter development. The proposed Point System also transforms the City Council's priorities for development into an actual incentive program for developers. By properly calibrating the points to the established priorities the natural outcome will be higher quality development which will surpass all expectations of the community for great neighborhoods never achievable under Conventional Euclidean Zoning Codes, as well as, effectively execute the top priorities of the City Council.

Additionally, anytime the City Council decides to change the focus of their priorities or take development to a higher level it is a very simple task to assign new point scores to reflect the new priorities or even just adjust the required minimum score to implement their preferences. The annual review of the Zoning Ordinance is now simply a matter of distributing the Point-based Tables and asking various stakeholders to either agree with the current ranking system or to suggest new priorities for the Zones they have concerns about or recommendations. The Tables are then consolidated into a consensus recommendation for action by the P&Z and City Council if necessary.

The Tables then become a very effective and efficient tool to execute the Goals and Objectives of the new Comprehensive Plan. The following sample table illustrates the format that can be customized for each residential density category to emphasize the desired design outcomes.

**Sample Table**

<b>Medium Low Density Residential – Architectural Features</b>				
<b>Element</b>	<b>Base Standard</b>	<b>Optional Feature</b>	<b>Points</b>	<b>Priority</b>
Floor Area	2000 – 2299 sq. ft.	a) 2300 - 2599 sq. ft. b) 2600 – 2799 sq. ft. c) Greater than 2800 sq. ft.	15 <b>25</b> 35	b)
Porch Width	30% of Façade Width	a) 50% of Façade Width b) 66% of Façade Width c) Greater than 66% Façade Width	20 <b>30</b> 40	b)
Porch Column Design	Wooden Beam or Post	a) Masonry Columns b) Wrought iron decorative columns and trim c) Arches and columns w/two types of masonry	10 15 <b>20</b>	c)
Façade Materials	100% 1 <sup>st</sup> Floor-masonry 50% 2 <sup>nd</sup> Floor-masonry	a) Two types of masonry – 90% base w/ 10% accents b) Two types of masonry – 80% base w/ 20% accents	<b>10</b> 20	a)
Garage	Two Car Garage w/ face a minimum of 2 ft. behind front facade	a) Side entry garage b) Rear entry garage c) Detached garage located in rear yard	<b>25</b> 30 35	a)
Roof Design	Hipped	a) Gables b) Dormers c) Combination Gable and Dormer	10 15 <b>25</b>	c)
Roof Pitch	6:12	a) 8:12 b) 10:12 or greater c) Combination of two pitches	<b>10</b> 12 14	a)
Roofing Materials (no wood)	25-year composite shingles	a) Standing seam metal b) Architectural layered shingles c) Tile or slate	8 <b>15</b> 15	b)
Windows (front)	Rectangular windows with internal mullions	a) Shutters b) Awnings c) Windows with arched top, fan shape or other non-standard shape	5 10 <b>15</b>	c)
Chimney	Match front exterior façade materials	a) Located to the rear of the roof ridge b) Located on exterior of side or rear outer wall c) Constructed of multiple masonry materials	<b>6</b> 8 10	a)
Floor Plan/Elevation Repetition	Not repeated more than once every 4 lots	a) Not repeated more than once every seven lots b) Not repeated in same block	<b>10</b> 20	a)
House Numbers	Per Building Code	a) Mounted cast metal or stone plaque	<b>6</b>	a)

Total Available Points 255  
Minimum Points Required 195



## Table Notes:

- The assigned points shown in the Table are arbitrary and are for the purpose of illustration only and do not reflect recommended points or established values of the Comprehensive Plan or City Council.
- A separate Table will be required for each design category – Residential (Architecture, Streetscape, and Site Design) Non-Residential (Architecture, Site Design and Landscaping).
- The last column labeled *Priority* would only be shown when soliciting input from the P&Z or City Council or other stakeholders during an active survey of preferences to establish the relative rank of each design element. Therefore, this column would not be shown in the Tables in the Zoning Ordinance. For the purpose of evaluating compliance with the minimum points required this column can also be used by a permit applicant to indicate their preferences to meet the minimum standards thus would be relabeled 'Proposed Project Elements' or something else appropriately descriptive.
- The maximum points available in this example is 255 points and the least points is 125 so for illustration purposes the 195 minimum required points is a little less than the midpoint. The last column in the sample Table above show what choices could be made to meet the 195 minimum required points with a total of 197 points in this example.
- Roof Design - it is acknowledged that roof designs come in many shapes and configurations – a design that is not listed above shall be submitted for evaluation based on architectural style of the house, context in the neighborhood, and other criteria to determine suitability and appropriate point value.
- Floor Plan Repetition/Front Elevation - it is recognized that there are almost an unlimited of very desirable and aesthetically pleasing styles of architecture available to the builder/developer in which to choose from. The new Traditional Neighborhood category listed in the Future Land Use Plan, for example, is typically a home with combinations of hip and gable roofs, dormers, steep roof pitches, large prominent porches and may have lap siding, as well as, masonry exteriors. A variety of styles is highly encouraged but should remain in context and compatible with its neighbors. What must be avoided is a repetitious, cookie cutter style repeated over and over again in a subdivision.
- The two additional tables required for Residential Streetscape and Site Design would have such optional design elements as: Streetscape - curvilinear streets, entry features and medians, decorative street signs, pedestrian cross walks, additional landscaping, sidewalk locations and varying widths, mail boxes, pedestrian scale sidewalk lighting, pedestrian oriented furnishings, public art, etc. Site Design elements would include hike

and bike path connectivity to surrounding areas, short blocks, cross connections in mid-block for blocks over 1,000 feet in length, landscape berms or ornamental fences to buffer adjacency to major thoroughfares, street trees and additional landscaping in public common areas, pocket parks or recreation facilities, water features, etc.

- The sample Table above is tailored for new development and may not be suitable for infill development and it is recommended to develop a custom Table of desirable design elements for infill lots to continue to raise the bar and revitalize older neighborhoods.

## **2. General Residential Recommendations:**

- The Agriculture (AG) District should be de-emphasized as a large lot residential use and have a lot size that suits its primary purpose of supporting agricultural uses, preserving farm land and acting as a temporary holding district for annexation of large parcels into the corporate city limits. It is therefore recommended that the minimum lot size should be five (5) acres in size to meet these primary uses. If a developer proposes a rural large lot development then they will be directed to utilize the new Rural Estate District as described below. Research has shown that small (5-10 acre) specialty farms (organic produce, nurseries, greenhouses, etc.) can be quite profitable and supply products that are in great demand locally and thus it is important to conserve agricultural lands.
- *Rural Estate District* - In accordance with the proposed draft of the Future Land Use Plan a new classification to fill the void between the Executive Estate District and the Agriculture District is a zoning district to be known as the Rural Estate District. This district is designed to fill the rural residential land use niche that was previously lumped into the Agriculture (AG) District. It is recommended that the lot size should be approximately three (3) acres in size and is not intended to be used for an individual rural parcel with a manufactured home but is envisioned to be the hallmark of a complete master planned community perhaps having an equestrian based identity. A high quality low-density district of this nature not only brings an appropriate scale and sense of place to the Rural Transect Zone but serves as a critical transition from the Suburban Zone to the Natural Zone. The infrastructure and road network in this zone cannot support higher density traffic and demands on water and sewer systems. The term 'Leap Frog' refers to low quality high-density development that occurs in rural areas attracted primarily by lower land costs. It is thus important that the Rural Zone and Natural Zone be protected by establishing form-based codes for the full transect from the Urban Core to the Natural Areas.

- It is not the intention that the Executive Estate District be replaced by the proposed Rural Estate District. The concept of density averaging mentioned above, often referred to as “Conservation Development”, the Executive Estate model is a key component in the development of equestrian or golf course developments which conserve large tracts of open space by increasing densities in small clusters while providing unique recreational opportunities. Conservation development is very compatible with Form-Based Zoning and should be considered to be a viable option when any development is proposed in close proximity to coveted natural areas or critical agricultural lands.



Traditional Neighborhood Design – Elm Street, Terrell

### **Non-Residential District Analysis:**

- Section 24 – Office (O) District – This district was created by the major update to the Zoning Ordinance in 2008 and has remained underutilized since that time. The Public Engagement process identified a need for a technology/office business park to provide an incentive to attract high paying technology and office jobs to support the growing medical professional and engineering industry in the region. The local schools and colleges are also gearing up to also support this shift from the historical emphasis on blue collar manufacturing and industrial jobs to the more lucrative high-tech industry. There is a real opportunity in the Comprehensive Plan update to create a positive environment for public/private/institutional partnerships to provide the impetus to kick start this important type of development.

- Section 25 – Neighborhood Services (NS) District – Another new classification that came about as a result of the 2008 Zoning Ordinance update. This zoning district filled a very important role of creating a low impact retail and service use that could be safely imbedded or placed in close proximity to residential neighborhoods. No alcohol sales, no late hours of operation and no bright annoying lights or loud noises are allowed thus making this type of use ideally suited to bring needed employment, goods and services within walking distances of residential neighborhoods one of the stated goals of Form-Based Zoning principles.
- Section 26 – Retail (R) District – The Retail District is another surprising under-utilized classification with very little of the city's non-residential land being zoned in this district. The majority of the non-residential land along the major thoroughfares in the city has been zoned Commercial and Light Industrial which has led to many instances of heavy impact and unattractive businesses being located in prime revenue generating retail sites. Unfortunately, this same type of development has occurred into the entryways to the city along the State controlled highways (State Highways 80, 34, & 205 and I-20). The preference for higher quality retail development coupled with mixed uses identified in the draft Future Land Use Plan is quite obvious in the fact that no less than five out of the twelve proposed zoning classifications are mixed use in nature.
- Section 27 – Central Business District (CBD) – As mentioned earlier the focus on the 'Business' aspect of this district to the exclusion of adjacent residential neighborhoods has isolated the businesses from the very customer base they need to thrive. Although, allowances were made for mixed uses in the CBD the narrow corridor along Moore Avenue and the constraints of the proximity of the railroad right-of-way provided very few opportunities to introduce mixed uses to the CBD. The proposed Downtown Plan is a very positive step in the right direction to restore the prominence of the proud heritage this area has had in the history of Terrell.
- Section 28 – Highway Corridor District – The very first annual review of the 2008 Zoning Ordinance resulted in this district being adopted in 2009 with subsequent revisions to the Future Land Use Plan reflecting a 1500 foot wide corridor along all of the major thoroughfares reserved for high quality and highly visible retail/mixed-use development. This high quality mixed-use retail district was a significant move towards the goal of transitioning into Form-Based Zoning Codes. The proposed draft of the Future Land Use Plan and new Comprehensive Plan further refine this concept by dividing the Highway Corridor into Regional Retail, Corridor Commercial, Office Business Park and Regional Mixed Use in order to extract the highest and best use, economic potential, and quality of development from the limited land resources available.
- Section 29 – Commercial (C) District – The Commercial District has for all tense and purposes been abusively overused in past 50 years to allow almost unrestricted heavy impact or low quality uses to fill all of the prime retail land



along all of the major thoroughfares in the city. Many uses in this district for the most part do not require the high visibility that the thoroughfare frontages provide which is so critical to retail uses and are not dependent upon local traffic to succeed. Removing these high impact uses from the Use Tables and placing them in a new district thus rendering these uses “non-conforming” in the Commercial District will result in these businesses gradually relocating to a more appropriate area. Other uses currently assigned to this district create undesirable secondary effects that negatively impact the economic potential of adjacent properties, promote crime, and lowers the quality of life which should be addressed. Detailed recommendations are discussed below.



Longhorn Fabrication – Airport Business Park

- Section 30 – Light Industrial (LI) District – The Light Industrial District has been used to contain individual heavy commercial and industrial businesses as well as large business parks developed and managed by the Terrell Economic Development Corporation (TEDC). Other undesirable uses such as sexually oriented businesses have been placed into this district to try and mitigate the deleterious effects of these businesses. The draft Future Land Use Plan with its proposed new categories of land use provides for a strategy to effectively correct the long running shortcomings of this catch-all district. The strategy of restricting these high intensity uses to organized business parks will provide the tools needed to build employment power centers that can create a synergism not available to isolated independent businesses.
- Section 31- Overlay and Special Districts – The purpose of these overlay districts is to provide for both flexibility and mixed-uses in the otherwise rigid regulatory codes in the Conventional Euclidean Zoning Codes. It is anticipated that the need for these special overlay districts will diminish somewhat as the transition to Form-Based Codes begins to take hold. However, the use of these special districts gives the city a very powerful negotiating tool to persuade the

developer to raise the bar on the quality of the development, improve connectivity with the surrounding areas, provide public open space or parks or any number of other high priority features which are called for either in the Comprehensive plan or by the Form-Based Codes.

Currently, this Section is divided into three (3) Subsections – Section 31A – Planned Development (PD) Overlay District, Section 31B – Specific Use Permits (SUP) and Section 31C which is reserved for a future overlay or special district. The Planned Development District has been a proven method of entering into highly detailed development agreements based on both custom design elements, infrastructure improvements, performance based contractual obligations and the allowances for a custom list of permitted uses including mixed uses. A PD can be either residential or nonresidential in nature as identified by the designated underlying base zoning district which is a fundamental requirement of all PD's. In a very real sense the PD functions somewhat as form-based zoning applied parallel and overlaid onto conventional zoning.

Subsection 31B – Specific Use Permit – This special overlay is on a much smaller scale than a Planned Development and is designed to provide for customized specific regulations for an individual use or location in order to minimize any nuisances or negative effects of a particular use at a particular location. The same use located in a different location may not require an SUP because its operation does not present any problems. But when located in a place where late hours of operation, the generation of heavy traffic or other issues requires further consideration it is a valuable tool in mitigating these circumstances. It is prudent to keep a close eye on these permits to ensure the potential nuisances are indeed under adequate control. Also, obsolete SUP's should be removed from the Zoning Ordinance during any review and revision process to suspend undesirable vested rights later on under new ownership, etc.

Subsection 31C – Reserved. – This available Special Overlay District provides a unique opportunity to further the implementation process for Form-Based Zoning in existing areas of development which may remain subject to the old conventional zoning codes for the foreseeable future. It is hereby recommended that a new category of Special District be created called a Mixed-Use Permit (MUP) which would provide a similar structure and special regulatory controls as an SUP currently does for high intensity uses except that it is focused on opportunities for residential uses in business districts and low impact retail and service uses in or near residential areas. The requirement to notify stakeholders within close proximity of the MUP would remain the same as for an SUP or PD as well as other code requirements and applicable laws and ordinances.

### **Recommendations for Non-Residential Use Classifications:**

1. Remove the freestanding Office District (Section 24) and fold it into the newly proposed Office Business Park. This district was never utilized to rezone any real property since the adoption of this district in 2008 thus its removal will not have any effect on any property owner in the city.
2. Section 25 - Neighborhood Services (NS) District – Created in 2008 when the Zoning Ordinance received a major update, this district was designed to be in close proximity to residential neighborhoods to provide goods and services with little or no impact on the surrounding areas. Also, no alcohol sales are allowed in this district making it ideal to serve the needs of the residential neighborhoods. Unfortunately, a number of non-residential uses were located in residential areas prior to the adoption of the 2008 Zoning Ordinance using Retail or other commercial zoning classifications which are unsuitable in these locations. It is recommended that these areas be identified and at some point in time change the zoning back to residential uses or to Neighborhood Services in order to prevent decline in these areas as well as promote positive growth and revitalization.
3. The proposed Downtown Plan will result in a thorough analysis of the needs for the CBD which will provide the best strategies for the historic downtown core. However, as mentioned above, the emphasis on *'Business'* has created an identity that does not adequately articulate the critical need for a residential presence in the downtown core. The only recommendation here is to consider re-branding the name of the district from Central Business District (CBD) which is a very out-of-date nomenclature to a more contemporary description that is inclusive of the surrounding neighborhoods, such as, *'Terrell Town Center'*.



Downtown Terrell

## Article IV – Use Regulations

- Section 32 – Use Regulations (Charts) – See comments and recommendations below:
4. *Special Recommendations for Certain Problematic Uses:*

Certain uses that have had a history of producing nuisances, associated with high crime, decline of property values, negative impacts on citizens and other businesses, predatory practices, moral decline or any number of other deleterious impacts require special strategies in order to minimize, mitigate or deter these uses. Traditionally, these uses were relegated to the district with the most intense uses, such as, Commercial, Light or Heavy Industrial Districts. In many instances, these uses have special statutory or constitutional protections which creates a litigation minefield which local governments must carefully maneuver through to avoid the pitfalls.

Pawn shops for instance have special protections by state law which prohibits a city from using Specific Use Permits or anything resembling an SUP to burden them with any additional regulations. Likewise, sexually oriented businesses also are provided special protections through numerous litigations in regards to constitutional rights.



In each of these instances a city does have the statutory authority to assign what zoning districts are appropriate for each of these uses. In other words, even though a city cannot prevent these uses from coming to the community a city can certainly decide where they should be located.



The current update to the Comprehensive Plan and Future Land Use Plan, in which many new land use classifications are being proposed, will subsequently mandate substantial changes to the zoning classifications and zones contained in the Zoning Ordinance. This provides a very unique opportunity to implement a strategy to significantly mitigate or deter these uses in the future.

The recommended strategy for the City of Terrell is to establish a new business zoning classification which currently does not exist in the city, such as, “Combined Business District” and then populating this district with the uses which historically have been detrimental to the community or vicinity they are located in. After conducting a careful study of the proposed Future Land Use Plan and the current Use Charts (Section 32) some minor areas (small acreages to avoid concentrations of detrimental uses) can then be identified to sequester these uses to limit their negative effects on the community at large. Any new business falling into this zoning classification will have to undergo the arduous process of rezoning a parcel in accordance to the Future Land Use Plan as required by State Law. If the applicant submits a zoning change request for an area designated for other uses it is sufficient grounds for denial.

**Businesses historically associated with high crime**



In addition, all current existing businesses which fall into this category would then be declared to be nonconforming which restricts them from expanding and if they close or move their vested status can be terminated and no new similar businesses can move in and occupy the same space. The existing businesses in this category will eventually dwindle to the point they do not present a significant nuisance for the city.

Based on comments made during the Public Engagement Process and past amendments to the current Zoning Ordinance certain types of uses are repeatedly identified as being a major concern to the community. The following is a suggested list of current uses to consider for inclusion in the proposed new *Combined Business* zoning district classification for historically problematic uses:

1. Private Party (Wedding) Rental Facility
2. Cemetery and/or Mausoleum (should not be located in prime retail locations)
3. Psychiatric, Alcoholic or Narcotic Treatment/Care Facility
4. Dance Hall
5. Second-hand Thrift Store
6. Credit Service Organizations (CSO) – as defined by State Law
7. Car Title Loan, Check Cashing, or Payday Loan
8. Bail Bond
9. Massage Establishment
10. Sexually Oriented Business
11. Tattoo Studio or Body Piercing
12. Tobacco, Smoke, Vape, E-cigarette Shop
13. Pawn Shop
14. Auto Auction/Storage
15. Auto Paint and Body Shop (With Outside Storage)
16. Auto Wrecker Service (Limited to Ten Vehicles Stored Onsite)
17. Auto Wrecking/Salvage Yard
18. Contractor's Office/Shop (With Outside Storage)
19. Outside Storage of Equipment or Materials (More Than 24 Hours)
20. Salvage, Reclamation or Recycling of Materials

**Article V – Development Standards** – Sections 33 – 44 are a collection of supplemental regulations which are used to give very detailed requirements for such things as Parking, Landscaping, Accessory Structures, Fences, Exterior Façade Materials, Performance Standards, Exterior Lighting, Home Occupations and Definitions of terms applicable to development in the city. These regulations expose one of the primary objections to Conventional Euclidean Zoning in that there are pages and pages of legalistic and technical jargon that is very difficult to understand and even more difficult to fully comply with.

If Form-Based Codes are properly formatted and calibrated to be specific to the actual conditions on the ground in the subject community they are not only easier to understand but are much easier to administer. The old proverb, *‘A picture is worth a thousand words’* is just as true now than ever before. As technology and amazing discoveries continue to exponentially expand the volume of our knowledge and makes our lives more complex and stressful than ever before it becomes incumbent upon local governments to find innovative ways to calm traffic, promote sustainable high-quality development that produces a sense of well-being, and builds a cohesive prosperous community. As more and more communities begin to adopt the form-based zoning code model empirical data is supporting the positive attributes of this alternative to conventional zoning. That being said, conventional zoning has served the cities and communities of this great nation for nearly 100 years and is not yet time to ‘throw the baby out with the bath water’ as it were. The objective should always be to improve the quality of life, promote economic vitality, and protect the citizens of the community. It is recommended, therefore, to carefully consider the transition process from conventional zoning to form-based zoning in order to prevent vulnerabilities from occurring as well as ensuring the form-based codes are not so constrained by obsolete regulations and perspectives that the full potential is not realized.

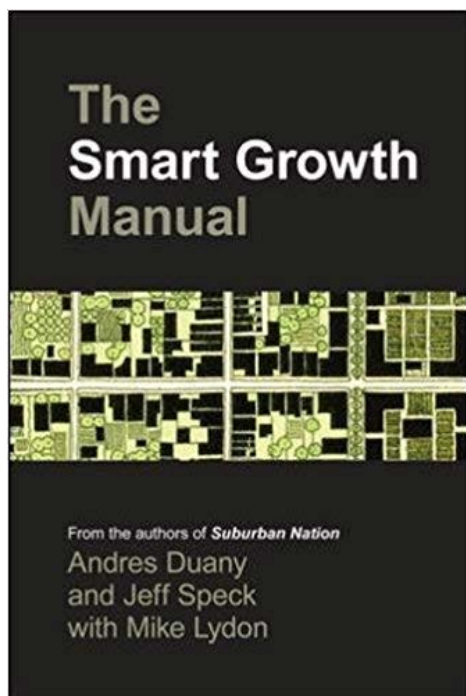
In regards to the Development Standards, the Form-Based Zoning model encapsulates design and development standards into the various charts, graphs and drawings. As these annotated graphic representations of the desired built environment are articulated it will be a simple side-by-side comparison process to review the current Development and Supplementary regulations and check off the critical elements that are embedded into the new form-based codes and if necessary any issues that are not addressed satisfactorily by the Form-Based Codes additional notes or graphic regulations can be included into the new zoning Ordinance.

**Article VI – Interpretation; Preserving Rights; Penalty for Violations; Validity; Effective Date**

- Sections 45-49 – These are standard legal requirements to enable the city to enforce the provisions of the ordinance and little or no revisions to this article will be necessary.

## Summary:

The task of transforming the City of Terrell Zoning Ordinance from Conventional Euclidean Zoning to Form-Based Zoning may seem to be a daunting task, at first, but the resources available are very extensive with a number of model codes available to provide a significant head start to the process. In addition, a number of other similar forward-looking communities have already completed this process and the lessons learned and pitfalls to be avoided have been thoroughly tested and documented to provide a well-lit path for those who want to embrace the future while preserving their rich heritage.



According to the **Congress of New Urbanism**:

“The SmartCode is a model transect-based planning and zoning document based on environmental analysis. It addresses all scales of planning, from the region to the community to the block and building. The template is intended for local calibration to your town or neighborhood. As a form-based code, the SmartCode keeps settlements compact and rural lands open, literally reforming the sprawling patterns of separated-use zoning.”

## Five Main Elements of Form-Based Codes - Form-Based Code Institute

### 1. Regulating Plan

A plan or map of the regulated area designating the locations where different building form standards apply.



### 2. Public Standards

Specifies elements in the public realm: sidewalk, travel lanes, on-street parking, street trees and furniture, etc.



### 3. Building Standards

Regulations controlling the features, configurations, and functions of buildings that define and shape the public realm.



### 4. Administration

A clearly defined and streamlined application and project review process.



### 5. Definitions

A glossary to ensure the precise use of technical terms.







## **TDA Grant Submittal**

**PLANNING/CAPACITY/BUILDING;  
TxCDBG Planning-Contract #7215084**

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Planning • Financing • Management

*PLANNING/CAPACITY/BUILDING PROJECT*

*FOR*

*THE CITY OF TERRELL, TEXAS*

*2015 TxCDBG Planning-Contract #7215084*

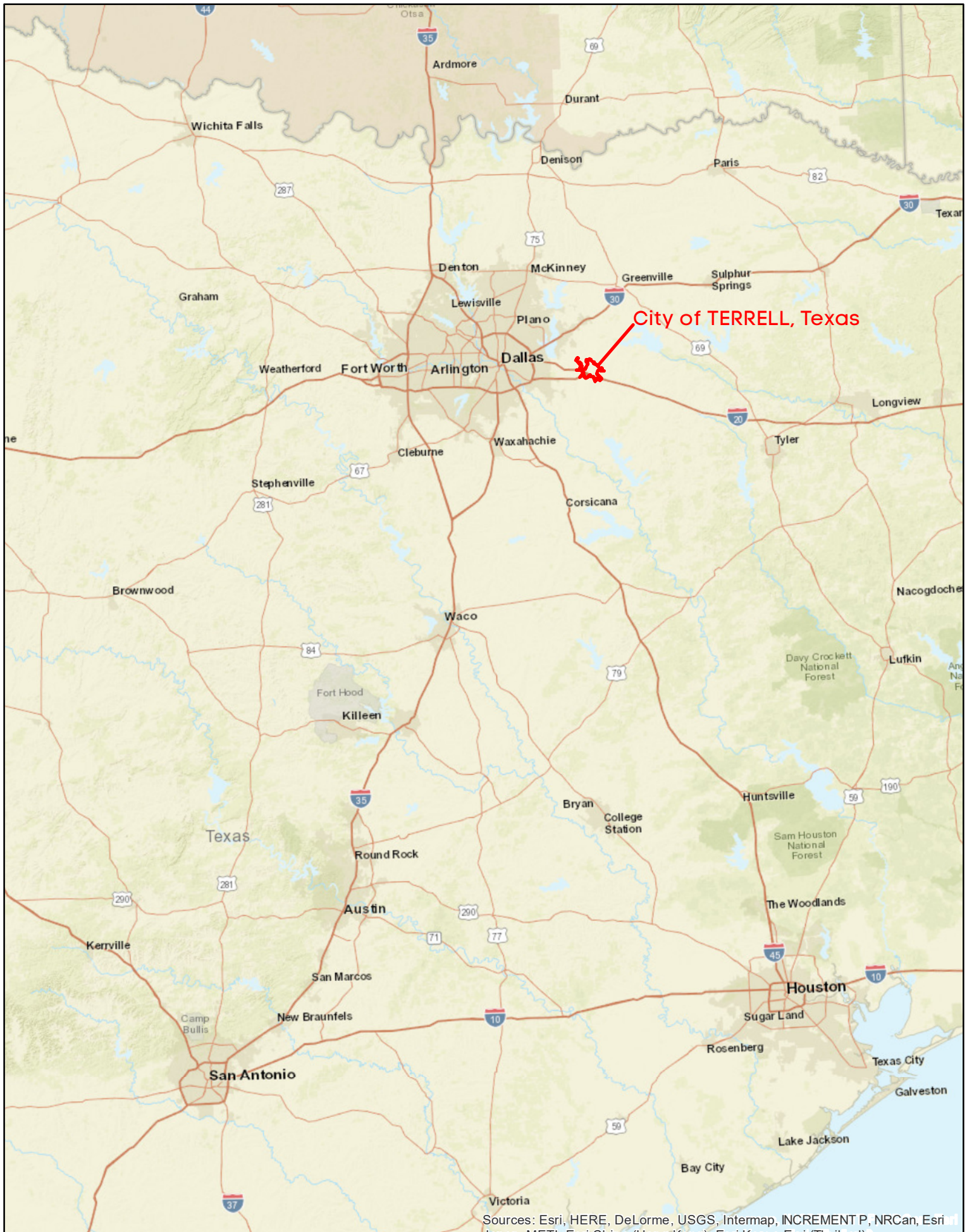
*1-Housing  
2-Population  
3-Land Use  
4-Economic Development  
5-Central Business District  
6-Parks and Recreation  
7-Public Buildings  
8-Capital Improvements Program*

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**EXHIBIT B  
BASE MAP**

PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.



*HOUSING*

# HOUSING

## SECTION 1.1-INTRODUCTION

*Housing is often viewed as a barometer for the state of the economy, and this is certainly the case at the moment. The relationship between housing and economic performance, however, operates at a number of spatial levels. In recent years, policy makers and political leaders have started to make stronger links between housing and economic development at the local level. The type and quality of the housing stock can have a significant impact on the health and wealth of the City. The ability to attract and retain people and provide support for those who need it relies on good housing and attractive and inclusive neighborhoods. Cities should be able to provide choices to their residents. Cities are composed of people with various preferences, needs, and budgets.*

*One barrier to developing effective housing policy is the lack of information on housing quality at the community level. Although the U.S. Census Bureau's American Housing Survey collects housing quality data for larger metropolitan areas every 6 years, smaller-area data for most municipalities and neighborhoods are not available. One of the purposes of this planning section is to provide the City with an updated inventory of the housing units within the corporate limits of the City. This inventory will be merged with U.S. Census data and the data will be analyzed to identify the extent of problems and identification of housing needs. The housing needs assessment, along with input from the community will be utilized to form the goals and objectives. The plan will provide implementation strategies that will assist the City in achieving the housing goals through housing rehabilitation programs and policy recommendations. The hope is that this housing plan helps the City transform the housing stock into a primary contributor for economic development and positive population growth.*

## SECTION 1.2-INVENTORY

*The following definitions explain the meanings of classifications.*

*a. Definitions*

*Single-Family Structure--a permanent structure which is used by individuals and/or families for living purposes. It is detached from other housing units.*

*Manufactured Home, HUD Code--means a structure constructed on or after June 15, 1976, according to the rules of the United States Department of Housing and Urban Development, transportable in one or more sections, which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and includes the plumbing, heating, air conditioning and electrical systems*



*Figure 1.1-Manufactured Home*



*Figure 1.2-Standard Single-Family Unit.*

*Standard--a structure that has deteriorated less than ten percent (10%) of its highest value. An observation of such a structure may reveal no physical problems or minor items of needed repair such as flaking paint*

*Deteriorated--a structure that has deteriorated from ten percent (10%) to fifty percent (50%) of its highest value. An observation of such a structure may reveal physical problems ranging from rotted siding and roof deterioration to foundation problems and limited structural damage.*



Figure 1.3-Deteriorated Single-Family Unit.



Figure 1.4-Dilapidated Single-Family Unit.

*Dilapidated--a structure that has deteriorated more than fifty percent of its highest value. An observation of such a structure may reveal a number of physical problems consisting of severe foundation problems, extensive structural damage, roof deterioration, rotted siding, electrical problems, and plumbing problems.*

*Multi-Family Unit--a permanent structure which is used by individuals and/or families for living purposes. It is attached to other housing units in single level or multiple level structures.*



Figure 1.5-Multi-Family Units-Duplexes



*Commercial Structure--a permanent structure that is used for purposes other than living such as the conduct of business, government, and education activities.*



*Figure 1.7-American National Bank Building @ Catherine and Moore*



*Figure 1.6-Edward Jones Building @ Catherine and Moore*



*Figure 1.8-Rockwall and Brin Church of Christ*

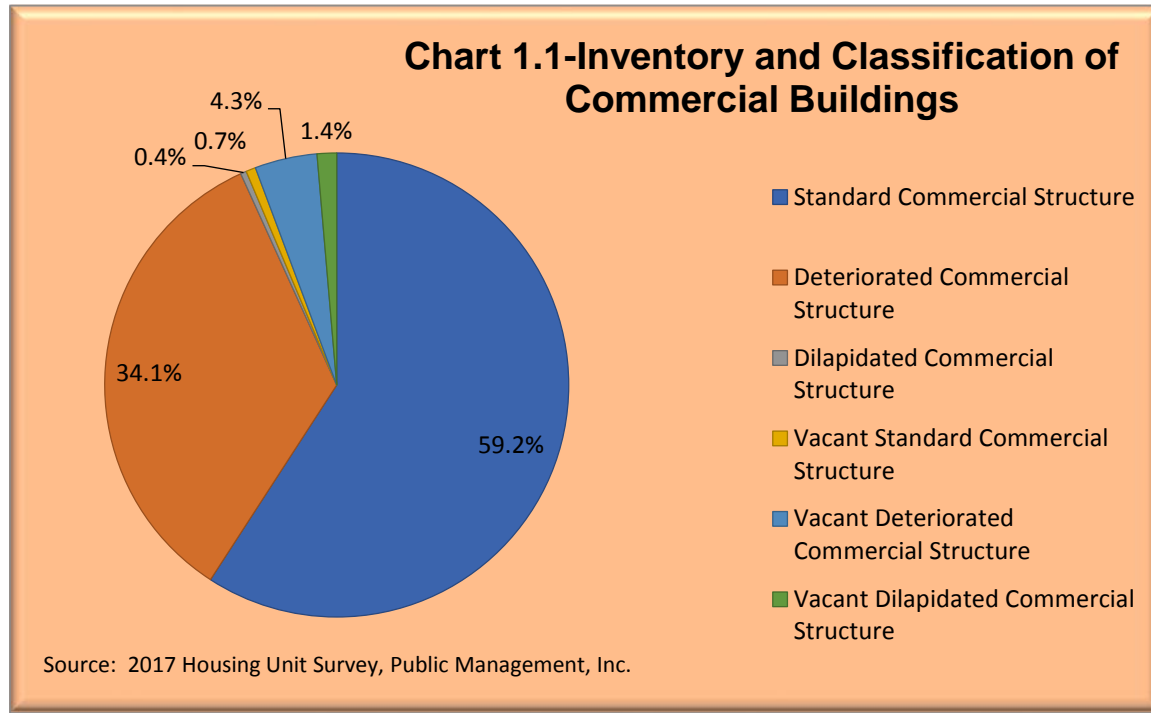
*Church--a permanent structure that is used for the conduct of religious activities.*

## SECTION 1.2-ANALYSIS

### a. Inventory from Field Survey

*The following chart illustrates the results of the field survey conducted by Public Management, Inc.*

<b>Table 1.1-Inventory and Classification of Housing Stock</b>		
<b>Housing Unit Type</b>	<b>Number</b>	<b>Percentage</b>
Standard Single-Family Structure	3,635	60.9%
Deteriorated Single-Family Structure	924	15.5%
Dilapidated Single-Family Structure	17	0.3%
Standard Manufactured Home	50	1.4%
Deteriorated Manufactured Home	141	2.4%
Dilapidated Manufactured Home	0	0.0%
Standard Multi-Family Unit	968	16.2%
Deteriorated Multi-Family Unit	210	3.5%
Dilapidated Multi-Family Unit	0	0.0%
Vacant Standard Single-Family Structure	1	0.0%
Vacant Deteriorated Single-Family Structure	9	0.2%
Vacant Dilapidated Single-Family Structure	9	0.2%
Vacant Standard Manufactured Home	0	0.0%
Vacant Deteriorated Manufactured Home	0	0.0%
Vacant Dilapidated Manufactured Home	0	0.0%
<i>Source: 2017 Housing Unit Survey, Public Management, Inc.</i>		



*b. Census Data*

According to the Census data, approximately 52% of the City's occupied housing units are owner occupied, compared with 78% for Kaufman County. These numbers are not consistent with other communities in the area. The City of Forney housing stock is 83% owner-occupied and the City of Rockwall is 77%. This may indicate that households are either reluctant to or unable to invest in home ownership, or that affordable owner-occupied units are not available in adequate quantities.

<b>Table 1.2-Occupied Housing Unit Types</b>				
Type	Number (Terrell)	% of Total	Number (Kaufman County)	% of Total
Owner Occupied	2,859	52.1	27,426	78.4
Renter Occupied	2,626	47.9	7,538	21.6
<b>Total</b>		<b>100.0%</b>		<b>100.0%</b>
Source-2010 United States Census				

*According to Census data, 628 units, or 10.3% of the City's total housing units are vacant, compared to 3,358 or 8.8% for Kaufman County. These numbers are average for both the City and the County. The State numbers show that approximately 10% of all housing units are vacant. Of the City's vacancies, 315 are for rent, 2 are rented, but not occupied, 88 are for sale only, 33 are sold, but not occupied, 8 are seasonal, or recreational and the rest are vacant for other reasons.*

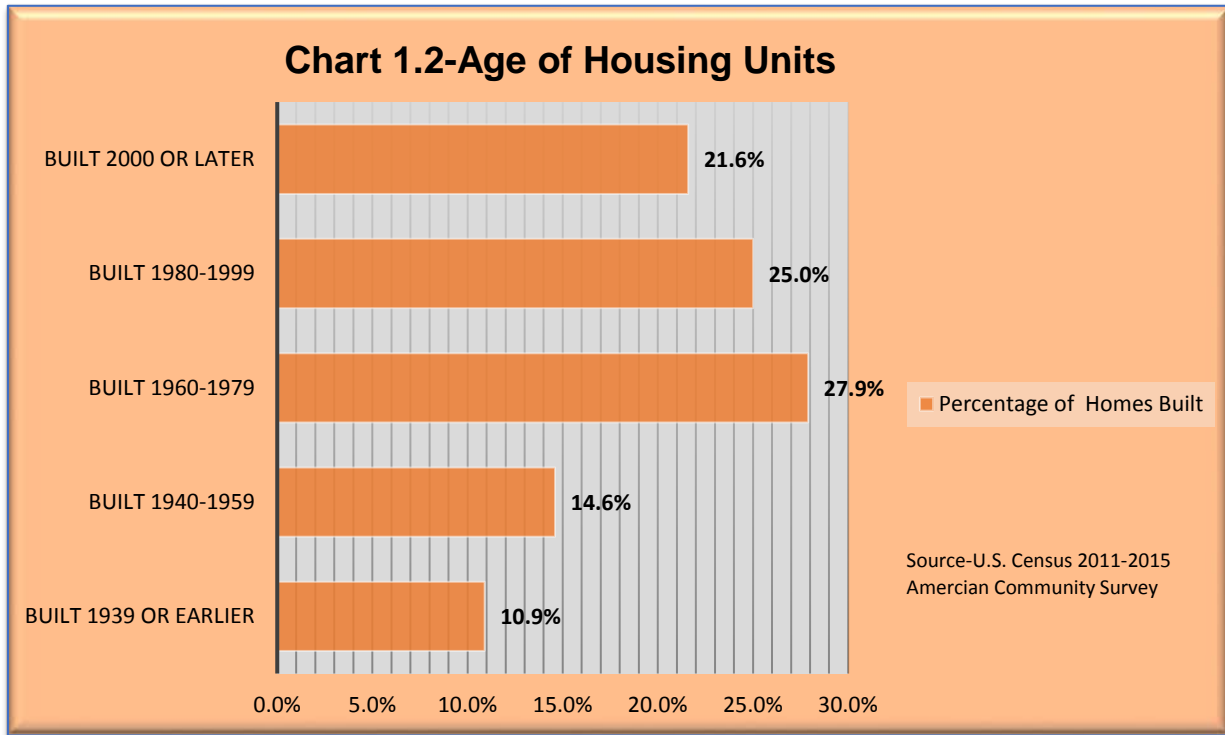
<b>Table 1.3- Occupancy Status</b>				
<b>Type</b>	<b>Number (Terrell)</b>	<b>% of Total</b>	<b>Number (Kaufman County )</b>	<b>% of Total</b>
<b>Occupied Units</b>	<b>5,485</b>	<b>89.7</b>	<b>34,964</b>	<b>91.2</b>
<b>Vacant Units</b>	<b>628</b>	<b>10.3</b>	<b>3,358</b>	<b>8.8</b>
<b>For Rent</b>	<b>315</b>	<b>5.2</b>	<b>824</b>	<b>2.2</b>
<b>Rented</b>	<b>2</b>	<b>0.0</b>	<b>26</b>	<b>0.1</b>
<b>For Sale</b>	<b>88</b>	<b>1.4</b>	<b>690</b>	<b>1.8</b>
<b>Sold</b>	<b>33</b>	<b>0.5</b>	<b>135</b>	<b>0.4</b>
<b>Seasonal,     Recreational</b>	<b>8</b>	<b>0.1</b>	<b>311</b>	<b>0.8</b>
<b>Other</b>	<b>182</b>	<b>3.0</b>	<b>1,372</b>	<b>3.6</b>
<b>Total</b>		<b>100.0%</b>		<b>100.0%</b>
Source-2010 United States Census				

c. *Extent of Problems and Identification of Housing Needs*

1. *Terrell has an aging housing stock*

*According to Census data, approximately 53% of the city's housing stock was built before 1980. Chart 1.2 below shows the relative age of the housing stock for Terrell. This is a concern because 25% of the City's households, both renters and owners, include individuals that are over the age of 65. Older homes and manufactured homes typically have smaller doorways and restrooms that make mobility difficult for individuals in wheelchairs. In addition, there may not be ramps installed, as needed for easy access.*





*For cities with an aging housing stock, preventing homes from falling into disrepair is surfacing as a top priority. Having the architectural structures and historical landmarks is a great thing when the units are maintained, but become a liability if they fall into disrepair. Outdated types of older homes may create further public safety hazards. Modern building codes, which require compartmentalization of structures and smoke alarms, didn't go into effect until around the 1970s. When a fire ignites in a home built before then, it can spread much more rapidly.*

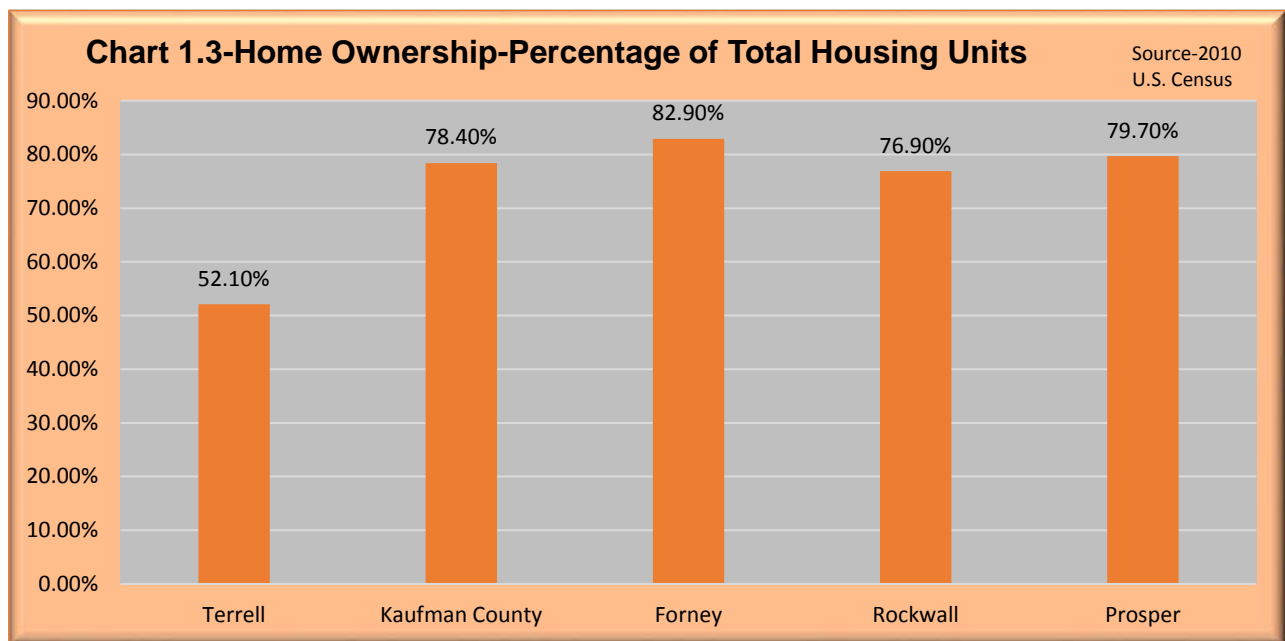
*Providing assistance to elderly residents, who often lack the financial means or physical ability to repair older homes, is also of particular concern for officials. Cities such as Terrell can try to target additional funding from federal Community Development Block Grants, city programs, outside agencies and the private sector in order to combat this issue. Older homes often remain valuable assets, particularly those in historic districts. Research suggests property values in designated historic districts generally rise 5 to 35*

*percent more per decade than homes in undesignated neighborhoods in the same areas. Older homes are also common in densely populated, walkable neighborhoods near transit. It's these same neighborhoods that are acting as a catalyst for urban revival, attracting young newcomers and recent retirees alike.*

2. *Code Enforcement Issues*

- a. *City could be more aggressive with perpetual offenders*
- b. *Hold landlords accountable*
- c. *Citizens need more direct communication with the City-Social media*

3. *Home-ownership. According to the 2010 United States Census, almost 48% of the City's occupied housing stock is rented property.*



4. *Deteriorated and dilapidated occupied units. According to the 2017 field survey conducted by Public Management, Inc., these units constitute approximately 22% of the City's total housing stock. The City should consider the use of Texas Department of Housing and Community Affairs HOME program funds.*

### ***Housing Rehabilitation***

*Residential housing units (includes residential structures, manufactured homes and rental units) fall primarily in the categories of standard and deteriorated. These two categories make up a substantial amount (99.5%) of the residential units in the City. However, there are twenty-six (26) units in the City that are dilapidated and constitute the remainder of the housing stock (0.5%). Dilapidated units can cause health and safety concerns within the City. These units may be structurally unsound and can be dangerous to occupy. Given that many of the units in the City are older units, it may be safe to assume that the dilapidated units have outdated wiring and plumbing that would not meet today's codes.*

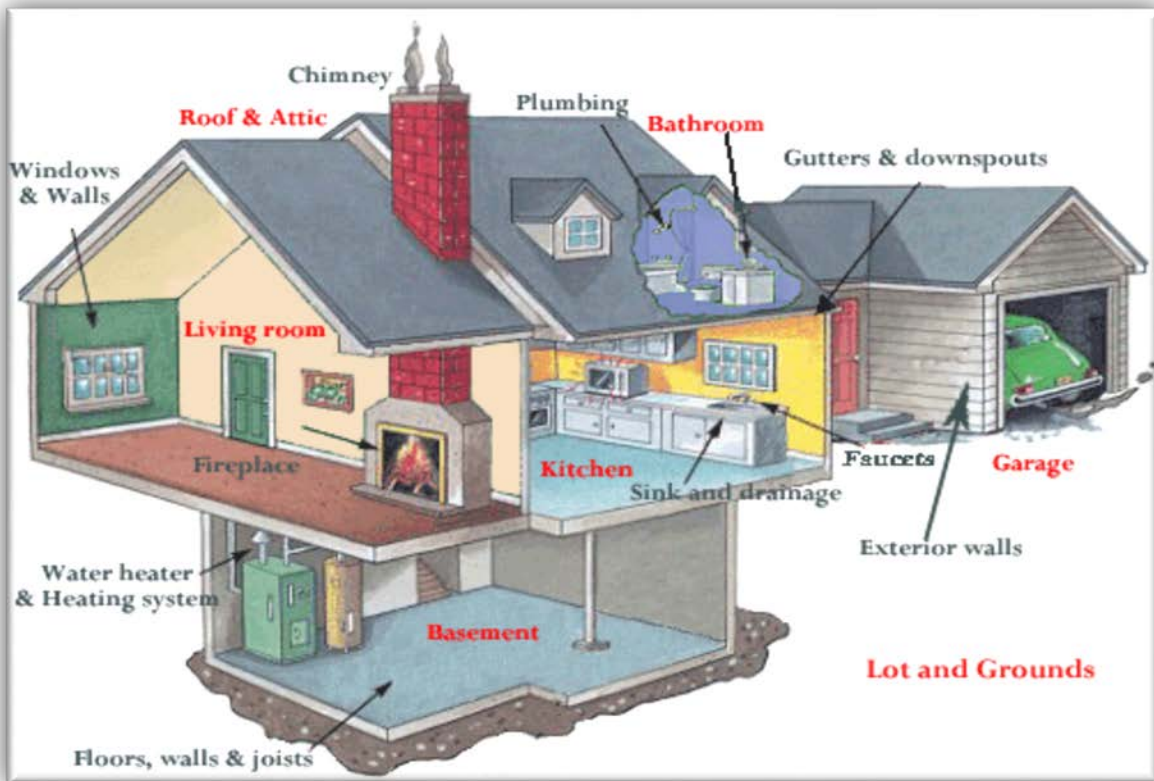


*Deteriorated units can easily turn into dilapidated units in a relatively short time if not maintained. Sometimes the unit is neglected for long periods of time and the thought of repairing the unit becomes too overwhelming for the homeowner. Another answer is that some units undergo a change in occupancy. Some homeowners are forced to rent an existing unit because the market dictates that selling the unit is not feasible. It is recommended that the*

*City consider participation in the Texas Department of Housing and Community Affairs HOME programs.*

### ***Building Inspection***

*The mission of the Building Inspection Department is to create and maintain a safe and healthy environment by reasonable enforcement of the codes, providing efficient customer service, and ensuring quality in the design, construction, and use of properties within the city. This is done through a review of requests for permits, confirming compliance with all state and local codes and ordinances, inspection of new construction projects and inspection of existing buildings for code compliance, and issuance of construction permits.*





*The Building Inspections Division also acts as the staff liaison to the Buildings and Standards Commission in the adjudication of substandard and dangerous buildings. Permits are necessary so that they can help you complete your project and meet certain safety and legal issues. The Building and Standards Commission meets every 4<sup>th</sup> Monday of the month, as needed, and makes written findings of fact as to whether or not buildings are dilapidated, substandard, or unfit for human habitation and whether or not the buildings in question are dangerous.*

### ***Code Enforcement***

*The City of Terrell, by direction of the City Council, has for the past 3 years made it a priority to clean up all residential and commercial properties in the City. There are four code enforcement officers who travel throughout the city and are pro-active in eliminating nuisances such as High Weeds and Grass, Junk/Debris, Junk Vehicles, and Off-Premise Signs.*

*The city is divided into three enforcement zones and each zone is assigned to a different officer. Zone 1 is defined as the east side of Terrell from Virginia St./Hwy 34 to the East. Zone 2 is defined as the central parts of town between Virginia and Rockwall Streets. Everything west of Rockwall Street is considered Zone 3.*

*Currently, Code Enforcement is using mygov software to deal with all violations throughout the City. A standard 10-day notice goes out to residents and business owners for any property violations. After 10 days, the property in violation is abated by the owner or sent a summons and/or abated by a City contractor.*

*On house or commercial building violations example: paint or structure violations, a 30-day notice is sent referencing the International Property Maintenance Code explaining what violation the property owner has received. The same process follows if not abated by the home owner. In addition, the City does annual inspections on all multi-family units having 4 or more units on property. There are roughly 1800 units that are inspected.*



### ***Review of Single-Family Rental Ordinances***

*In reviewing fifteen Single-Family Rental Ordinances in Texas two basic strategies emerged utilizing either Registration/Licensing or Certificates of Occupancy/Compliance. The following is a summary of the findings:*

*Registration/Licensing involves requiring all single-family/duplex rental properties to register with the city with a requirement for an initial inspection and annual registration fee. Subsequent inspection requirements varied widely among the cities with the most common based on an annual inspection schedule of both the exterior and interior of each dwelling unit. Some jurisdictions required interior inspections only upon receiving a code violation or complaint by the tenant. Dallas for instance requires the owner to complete an annual self-inspection form (includes interior and exterior plus premises) and an inspection by the city once every five years. A number of the cities using the registration system require interior*

*inspections to be conducted upon change of tenants (vacant) in order to avoid legal challenges associated with inspections of occupied units. The fee schedules have a very wide range with the highest in the \$200 range and with the least being free.*

*Another method that is utilized in several cities is to inspect the interior only upon request by the tenant. Research has shown this has serious implications of retaliation by the landlord or significant under-reporting by immigrant tenants or lower income tenants who do not have many housing choices. Most cities find it more advantageous to inspect the interior only when the unit is vacant. However, records of tenant complaints are a valuable tool in determining which units are becoming substandard and are being neglected by the owner.*

*Annual inspections regardless of whether the unit is occupied or vacant is the easiest method to administrate and manage inspection schedules for staff, however, many legal challenges have arisen over this type of ordinance and should be modified somewhat to avoid challenges. Any single-family rental ordinance should be based solely on established police powers involving health, safety and welfare of the public (tenants).*

*Certificates of Occupancy/Compliance involves adopting a Local Amendment to the adopted International Residential Code to require a certificate of occupancy for single-family and duplex rental units which includes authorization to inspect both the exterior and interior of the units. Most cities in the Dallas/Fort Worth Metroplex have adopted local amendments to the International Residential Code as recommended by the North Central Texas Council of Governments so this is not a new concept. Since the International Building Codes are updated every three years by the International Code Council it is a simple matter to include a local amendment which includes single-family and two-family rental certificates of occupancy and inspections during the next adoption cycle so as not to subject the process to organized opposition. Some cities are concerned the term 'Certificate of Occupancy' implies a long-term permit so the term 'Certificate of Compliance' is used interchangeably. As part of the adopted*

*Building Codes it is clearly under the established police powers of a city to require permits and inspect units to ensure the unit is safe for occupancy.*

*Fees also are quite variable for Certificates of Occupancy (CO) and inspections. North Richland Hills, for example, does not charge a fee up front but will charge \$100 if the unit is occupied when the unit is scheduled for an inspection. Some cities require a C.O. to be issued with every change of tenancy or ownership of the unit, while other issue it for a longer period – between three and five years. Another method of determining how long the C.O. should be valid for is the age of the unit (0-5 years old – 5 year certificate; 5-10 years old – 3 year certificate; older than 10 years – annual permit)*

***Recommendations:***

- *Consider adopting amendments to an existing ordinance, or adopting a new free-standing ordinance.*
- *Fees should be very low for landlords who comply voluntarily or have few if any past code violations. Chronic offenders should be expected to pay the bulk of fees and fines not law-abiding landlords.*
- *Reward well maintained properties with extended certificates.*
- *Hand out educational materials regarding property codes for tenants and landlords which encourage tenants to work with their landlords instead of complaining to the city first.*  
<https://assets.recenter.tamu.edu/documents/articles/866.pdf> *Landlords and Tenants Guide - Special Report #866 – September 2016*
- *Adopt an inspection schedule that will fit into the current workload of the existing staff without busting the department budget.*
- *If a landlord wants to appeal an Inspector's decision adopt an appeal process, such as, the Building Standards Committee to hear appeals.*



### ***Applicable Codes and Ordinances***

*The City has the following housing-related codes and ordinances to assist the code enforcement office:*

- *Building Codes*
  - *International Building Code*
  - *International Residential Code*
  - *International Mechanical Code*
  - *International Plumbing Code*
  - *International Electrical Code*
  - *International Fuel Gas Code*
  - *Energy Conservation Code*
- *Housing Standards-Minimum Standards*
- *Building Standards Commission*
- *Minimum property maintenance and safety standards for multifamily structures*
- *Fire Prevention Code*
- *Mobile Homes/Manufactured Homes*
- *Floodplain Management*
- *High Weeds/Grass*
- *Junk Vehicle Regulations*
- *Junk/Debris*

*There are generally two (2) types of structures that present problems for any city's code enforcement office; vacant and occupied dilapidated structures. The occupied dilapidated structures were included in the above discussion concerning housing rehabilitation.*

*Vacant, dilapidated structures are a different story. These units should be safely removed so that they don't become a nuisance for the surrounding neighborhood. These structures can be both a safety hazard and a health hazard. Small children are curious and could eventually see the vacant structure as play area. If the unit is structurally unsafe, the roof and walls could collapse. In addition, vacant structures tend to attract rodents. Rodents are known to spread diseases*



*and if people are entering the vacant unit, disease could be spread through the rodents and thus into the community at large. The city has a procedure for removing vacant structures.*

## **SECTION 1.3-HOUSING PLAN (GOALS AND OBJECTIVES)**

**Theme**      *Community Integrity: Preserve the small-town heritage, socio-economic diversity, and jobs/housing balance that make Terrell unique*

**Goal 1:**     *Improve the quality of living for Terrell residents by upgrading the quality of the housing stock.*

*2017-2020*

*Objective 1: Consider the use of the HOME program, administered through the Texas Department of Housing and Community Affairs (TDHCA), in an effort to repair or replace owner-occupied dilapidated housing units throughout the community.*

*Objective 2: Consider the use of Housing Preservation Grant (HPG) funds, administered through the United States Department of Agriculture (USDA), in an effort to repair owner-occupied dilapidated housing units throughout the community.*

**Goal 2: Consider the implementation of a rental housing inspection program.**

2017-2020

*Objective 1: Consider adopting amendments to an existing ordinance or adopting a new free-standing ordinance.*

- a. Fees should be very low for landlords who comply voluntarily or have few if any past code violations. Chronic offenders should be expected to pay the bulk of fees and fines, not law-abiding landlords.*
- b. Reward well maintained properties with extended certificates.*
- c. Hand out educational materials regarding property codes for tenants and landlords which encourage tenants to work with their landlords instead of complaining to the city first.*
- d. Adopt an inspection schedule that will fit into the current workload of the existing staff without busting the department budget.*

**Goal 3: Enhance the City's code enforcement program.**

2017-2035

*Objective 1: Consider hosting a community seminar that is designed to:*

- a. Explain the City's applicable codes and ordinances as outlined in the "Developer's Corner" section of the City's Website. Provide education to landlords of expectations to operate in Terrell. Perhaps put together a brochure or pamphlet.*
- b. Educate renters of rights and responsibilities.*

*Objective 2: Consider stiffer fines and penalties for repeat offenders.*

*Objective 3: Continue to promote continuing education for staff to ensure that all staff members are aware of any updates to applicable codes and ordinances.*

**Goal 4:     *Increase the City’s Stock of Quality, Single-Family Units.***

*2017-2035*

*Objective 1:   Consider hosting an event for local real estate agents and realtors designed to engage ideas for attracting new single-family development to Terrell.*

*Objective 2:   Consider the acquisition of vacant structures through arrangements with the County and School District and demolish these structures. Sell these properties for minimal cost to redevelopers, with the stipulation that affordable new housing be constructed on the lot within a certain time period.*

**Goal 5:     *Increase the number of owner-occupied single-family units.***

*2017-2035*

*Objective 1:   Consider hosting a community seminar that is designed to:*

- a.   Educate potential homeowners of their ability to qualify for a mortgage. Some homeowners are unaware of their potential for homeownership.*
- b.   Inform potential homeowners of various programs that may be available through TDHCA such as “My First Texas Home”.*



**EXHIBIT C  
EXISTING STRUCTURES**

**PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE  
PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.**

*POPULATION*

# POPULATION

## SECTION 2.1-CENSUS DATA

### a. Introduction

*The City of Terrell is located in Kaufman County, Texas, part of the Dallas–Fort Worth–Arlington, TX Metropolitan Statistical Area. The Dallas–Fort Worth–Arlington, TX Metropolitan Statistical Area, the official title designated by the United States Office of Management and Budget, encompasses 13 counties within the U.S. state of Texas. The area is divided into two distinct metropolitan divisions: Dallas–Plano–Irving and Fort Worth–Arlington–Grapevine. Kaufman County lies in the Dallas–Plano–Irving Division. It is the economic and cultural hub of the region commonly called North Texas or North Central Texas and is the largest land-locked metropolitan area in the United States.*

*The 2015 official estimate U.S. Census has the Dallas–Fort Worth Metroplex at 7,102,796, making it the largest metropolitan area in the South.*

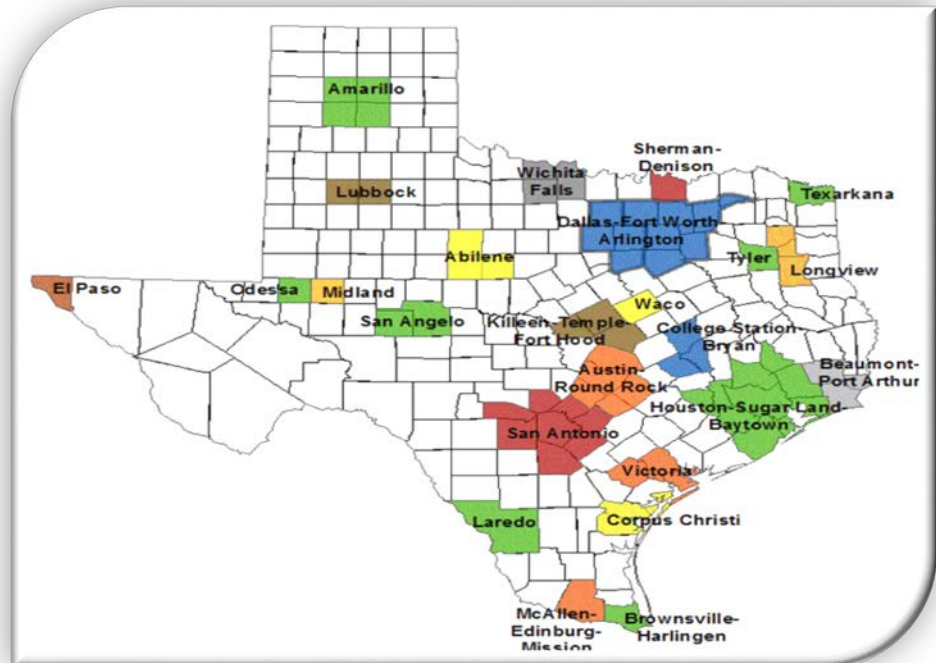
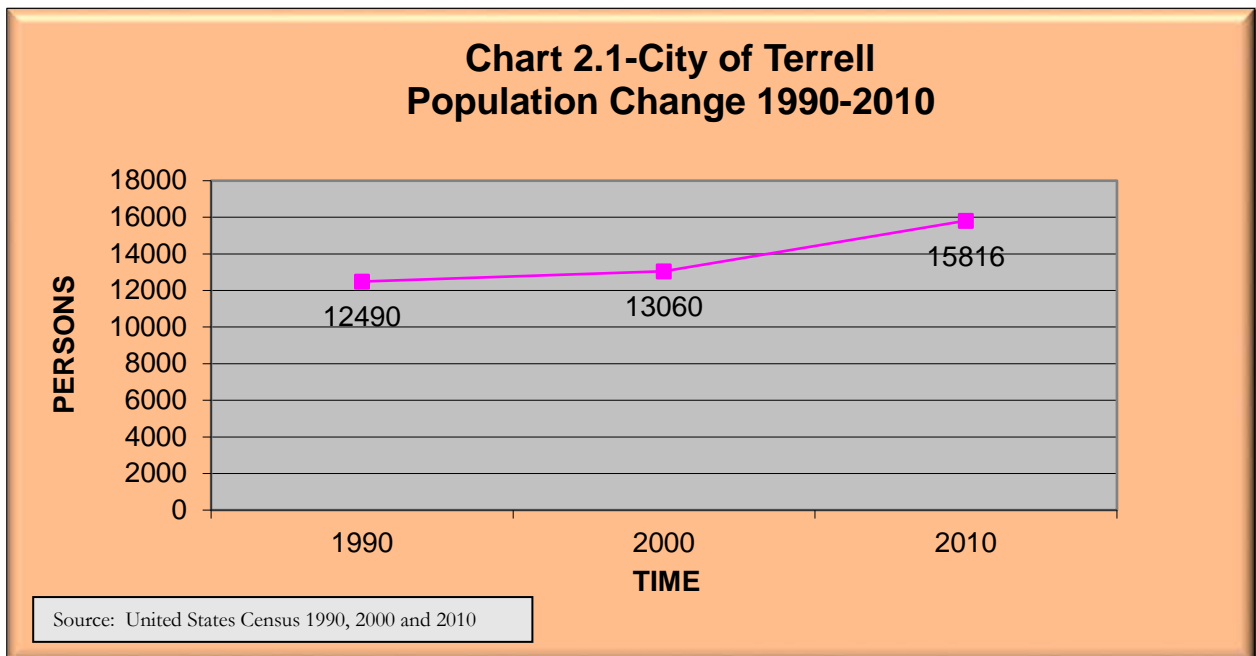


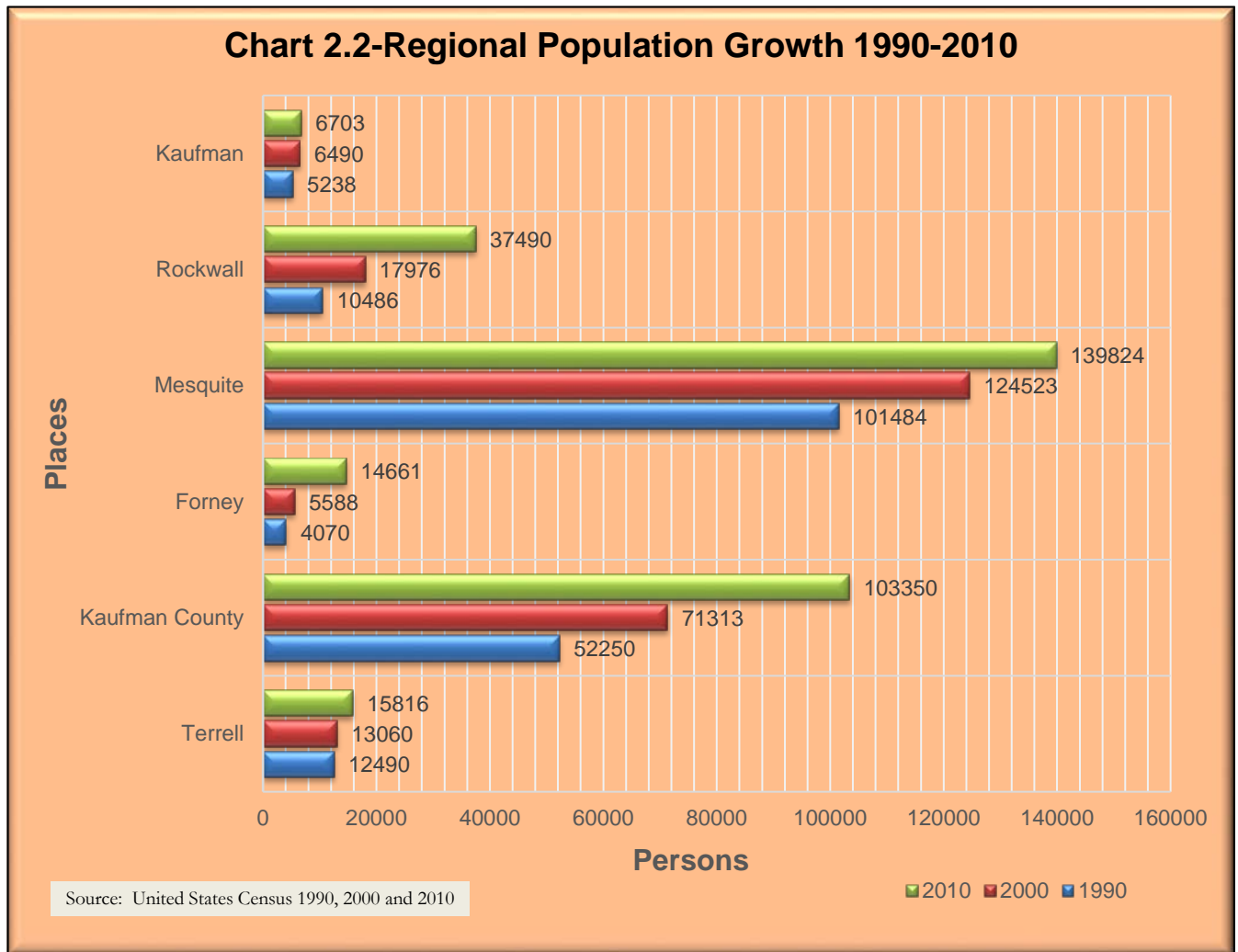
Figure 2.1-Metropolitan Statistical Areas of Texas

*According to United States Census data, the City's population increased by about 27%, or 3,326 persons, during the years 1990 through 2010. This increase is welcomed news considering the City experienced decreases between 1970 and 1990, likely caused by a reduction of patients at the Terrell State Hospital, according to the City's 2002 Comprehensive Plan.*



*Of concern, however, is the rate of growth of Terrell compared to nearby communities. Although the City is showing some growth, other communities nearby are growing at a faster pace. The data in Chart 2.2 below reflects the population change for surrounding communities. One of the reasons may be attributed to the overall housing stock in the City. The percentage of owner-occupied housing units for Terrell is 52% compared to 77% for Kaufman County, 85% for the City of Forney and 73% for Rockwall. This may indicate that households are either reluctant to or unable to invest in home ownership, or that affordable owner-occupied units are not available in adequate quantities.*

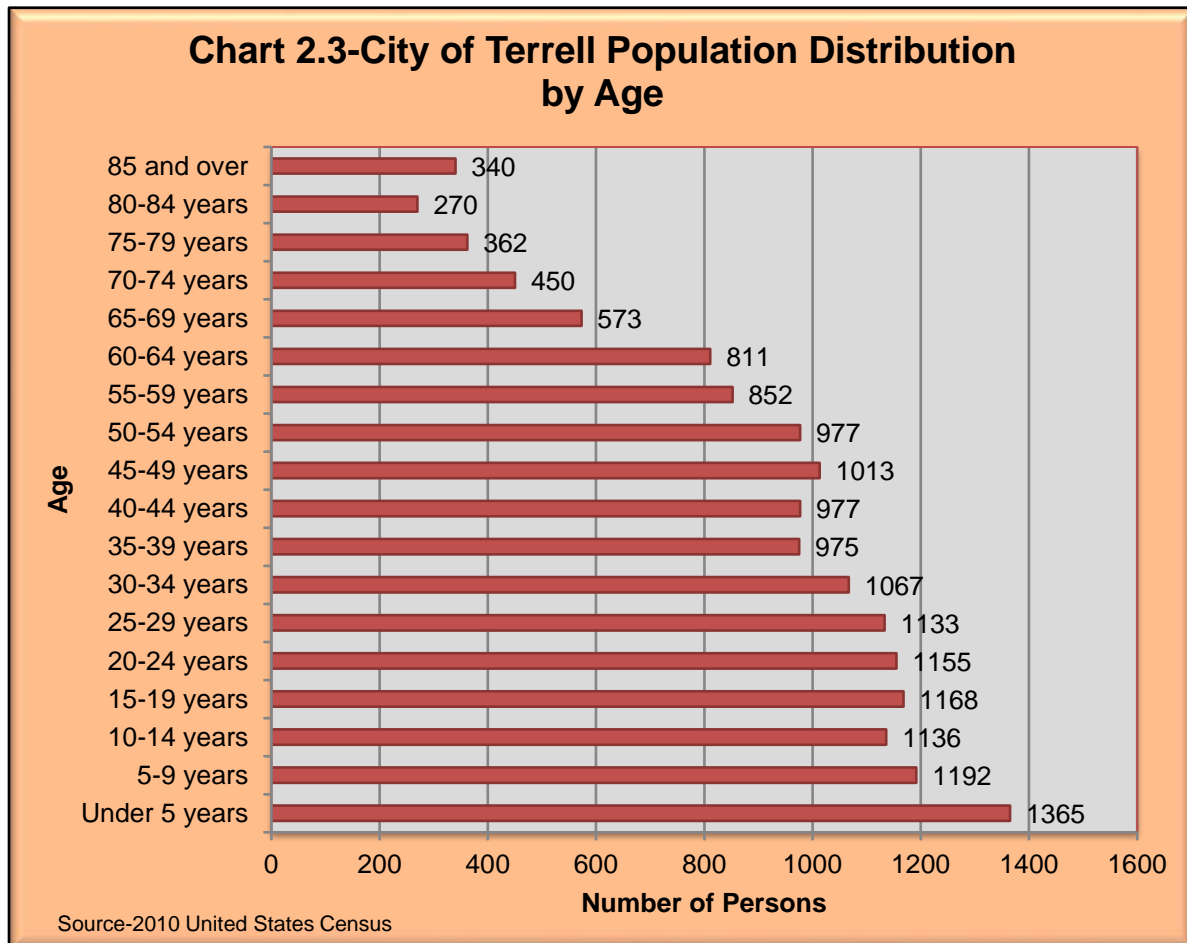




*b. Population Characteristics*

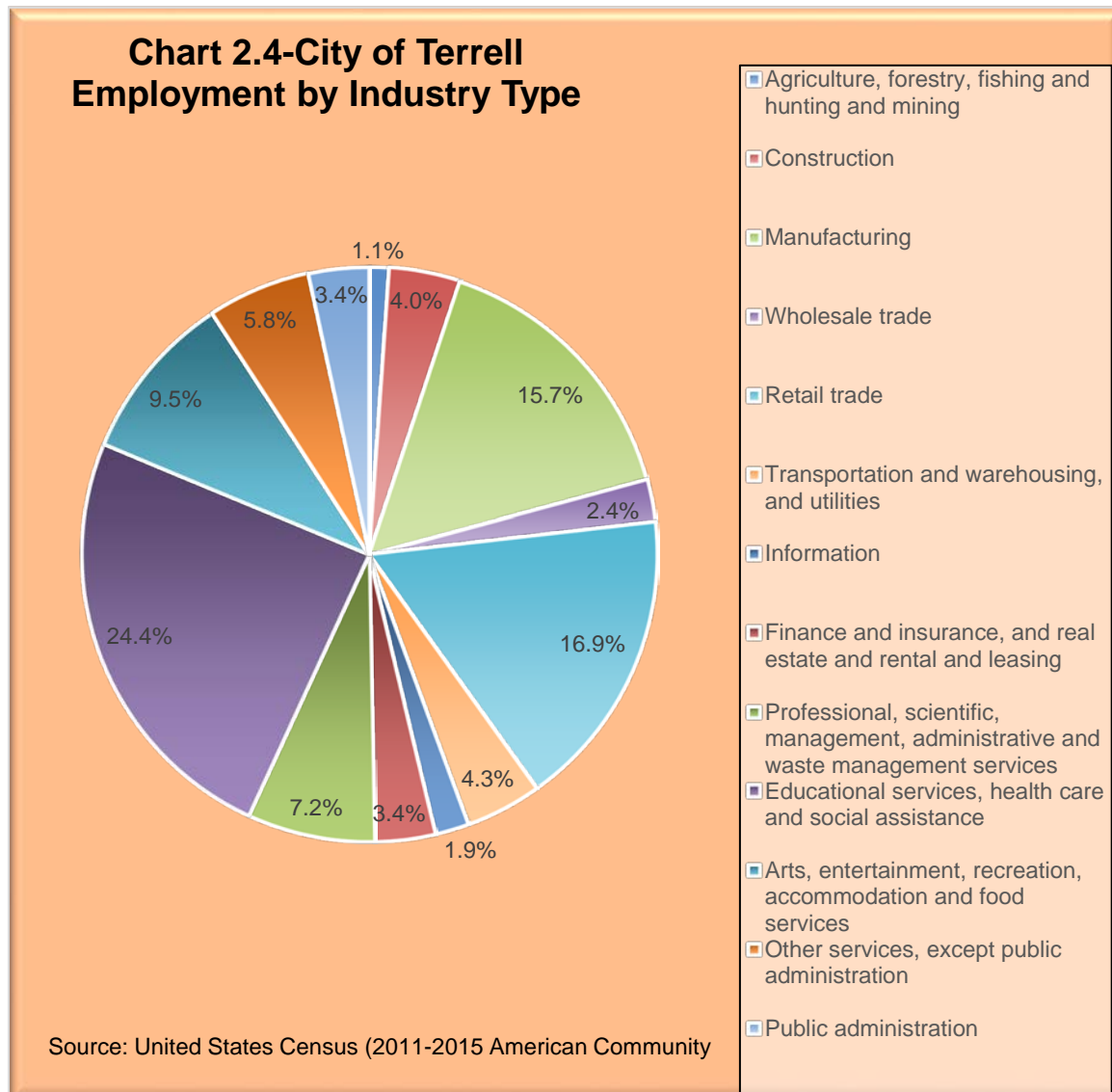
***Population Distribution by Age***

*The 2011-2015 American Community Survey from the United States Census Bureau indicates that the City's median age is 35.7, which is slightly higher than the 2010 count. The City's median is the same as Kaufman County, but slightly older than that of the State. The median age for Terrell is 35.7, compared to 34.1 for the State of Texas and 35.8 for Kaufman County. Chart 2.3 below illustrates the City's population distribution by age.*



### ***Employment by Industry Type***

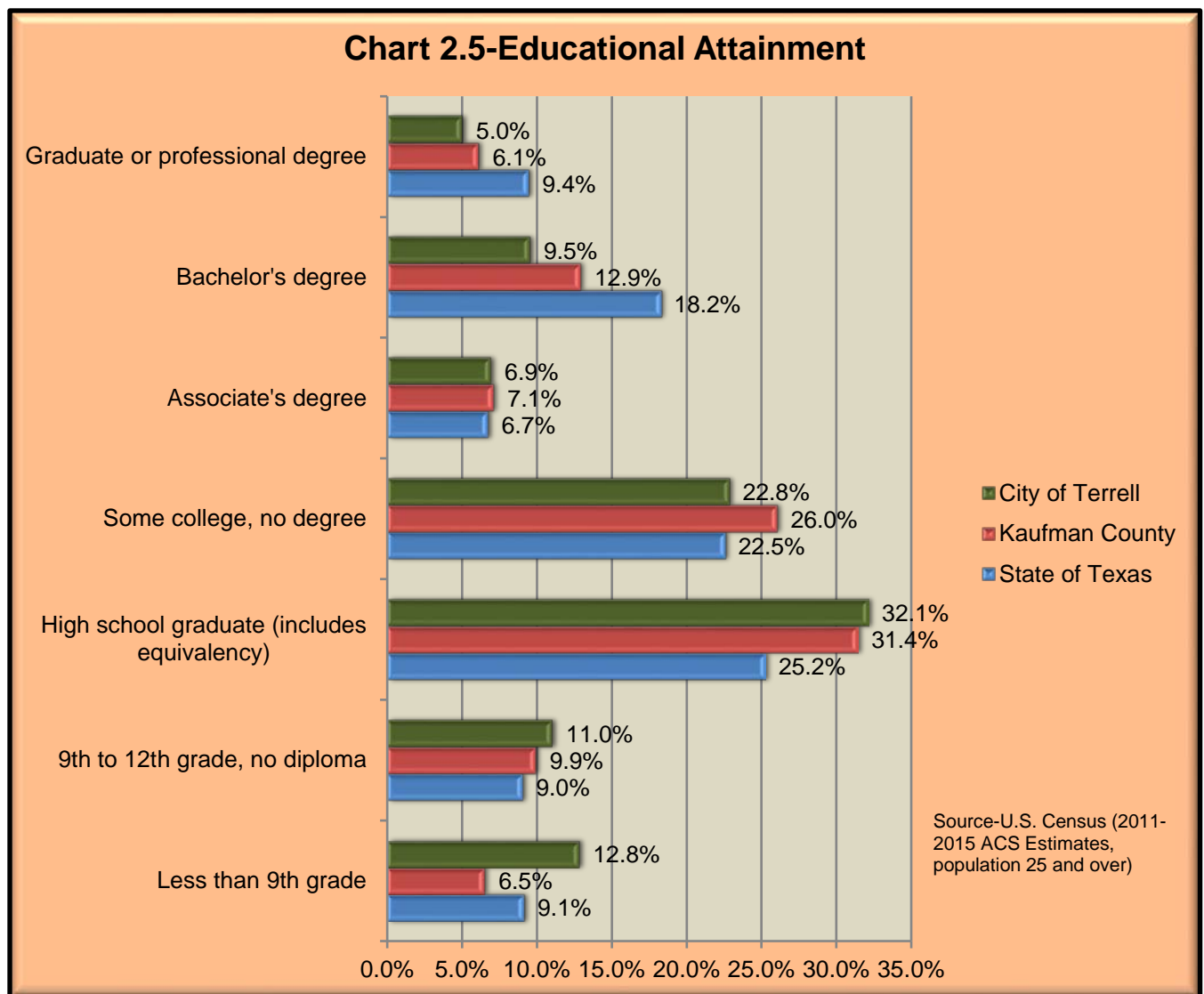
*According to the 2011-2015 American Community Survey from the United States Census Bureau, manufacturing, retail trade, educational services, health care and social assistance and arts, entertainment, recreation accommodation and food services provided the majority of employment for Terrell residents. Educational Services, health care and social assistance was employing about 24% of the work force, retail trade 17%, manufacturing 16% and the arts, entertainment, recreation accommodation and food services about 10%. Chart 2.4 below illustrates the City of Terrell employment by industry type.*



### ***Educational Attainment***

*One of the factors that determine the earning potential for an individual is the level of education that is attained. The Terrell Independent School District (ISD) is taking positive steps to providing Terrell students with a high-quality education. On May 7, 2016, the Terrell ISD community approved a \$45 million bond package with 63 percent of voters in favor. With the goal of improving the student experience in the district, the successful bond will provide*

*renovations and additions to current facilities that will allow for elementary level grade realignment, along with a new multi-purpose high school athletic complex and Student Enrichment Center. The chart below shows the education attainment for Terrell residents, according to the 2011-2015 American Community Survey from the United States Census Bureau*





### ***Ethnicity***

*Table 2.1 below gives a detailed composition of the Hispanic and non-Hispanic population groups by race.*

<b>Table 2.1-2010 Hispanic/Non-Hispanic by Race</b>			
<b>Race</b>	<b>Non-Hispanic</b>	<b>Hispanic Ethnicity also</b>	<b>Total</b>
White	7,104	1,904	9,008
Black/African American	4,306	31	4,337
Asian	82	0	82
American Indian/Alaskan Native	44	48	92
Native Hawaiian/Other Pacific Islander	1	0	1
Other Multi-Racial	232	2064	2,296
<b>Grand Total</b>			<b>15,816</b>
Source: 2010 United States Census			

*The following table shows the population composition of Terrell from 2000 to 2010 according to census data. As seen below, the population grew by 2,210 persons (16%) between the years 2000 and 2010.*

<b>Table 2.2-Census Data Groups of Persons and Total Population</b>					
<b>Group</b>	<b>2000</b>	<b>% Total</b>	<b>2010</b>	<b>% Total</b>	<b>% Change</b>
White, not Hispanic	6,591	48.4%	7,104	44.9%	-3.5%
Black, not Hispanic	4,367	32.0%	4,306	27.2%	-4.8%
Hispanic	2,390	17.6%	4,047	25.6%	+8.0%
American Indian/Alaskan Native	36	0.3%	44	0.3%	0.0%
Asian/Pacific Islander	78	0.6%	83	0.5%	-0.1%
Other	24	0.2%	10	0.1%	-0.1%
Two or more races	120	0.9%	222	1.4%	+0.5%
<b>TOTAL</b>	<b>13,606</b>	<b>100</b>	<b>15,816</b>	<b>100</b>	
<b>Female Householder</b>	<b>865</b>	<b>18.8</b>	<b>1,136</b>	<b>20.7</b>	
Source: 2000 and 2010 United States Census					

### ***Demographic Profile and Income***

*Table 2.3 below provides a demographic profile, according to the United States Census.*

<b>Table 2.3-Census Demographic Profile</b>		
General Characteristics*	Number	Percentage
Male	7,489	47.4
Female	8,327	52.6
Median Age (years)	33.5	
Under 5 years	1,365	8.6
65 years and over	1,995	12.6
Average household size	2.74	
Economic Characteristics**		
Median household income	\$38,055	
Per Capita income	\$22,084	
Income Classifications***		
Very low (at or below 30% of the AMFI)	2,851	
Low (31-50% of the AMFI)	2,852	
Moderate (51-80% of the AMFI)	3,802	
Non-Low/Moderate (above 80% of the AMFI)	5,040	
Total	14,545	
Subtotal-all low/moderate	9,505	
<b>Percent low/moderate</b>	<b>65.35%</b>	
*-Source: 2010 United States Census		
**-2011-2015 American Community Survey 5-Year Estimates		
***-2015 Texas Community Development Planning/Capacity/Building Fund Application		

*According to 2014 U.S. Census data, provided by the Texas Department of Agriculture for the City's 2015 Texas Community Development Planning/Capacity/Building Fund Application, the percentage of low to moderate income persons is 65.35%. The percentage of individuals below the poverty level is 21.4%, according to the 2011-2015 American Community Survey 5-Year Estimates. The state average for this factor is 17.3% during the same time period. The 2000*

*Census indicated that the percentage of individuals below the poverty level was 19.3%. As indicated above, the City's median household income is \$38,055 and the per capita income is \$22,084. The median household income statewide is \$53,207 and the per capita income is \$26,999.*

## SECTION 2.2-EXISTING POPULATION ESTIMATES

*During the course of this planning study, Public Management, Inc. conducted a field survey of all the housing units and the land use in Terrell. The city presently has 5,945 occupied dwelling units. The 2010 Census states that there were 5,485 occupied housing units in the City. This represents a 460-unit difference between the 2010 U.S. Census count and the 2017 survey. Using the figure of 2.74 persons per household from the 2010 census and multiplying it by 5,945 occupied dwelling units reveals the current population of Terrell.*

**5,945---occupied dwelling units**

**X 2.74--persons per household**

**=16,289**

**+775 in group quarters**

**=17,064--2017 population of Terrell**

## SECTION 2.3-FUTURE POPULATION

*As shown in the chart, the population grew by 3,326 persons between the years 1990 and 2010, according to Census data. In addition, the City has added about 460 occupied housing units during the period 2010 through 2017.*

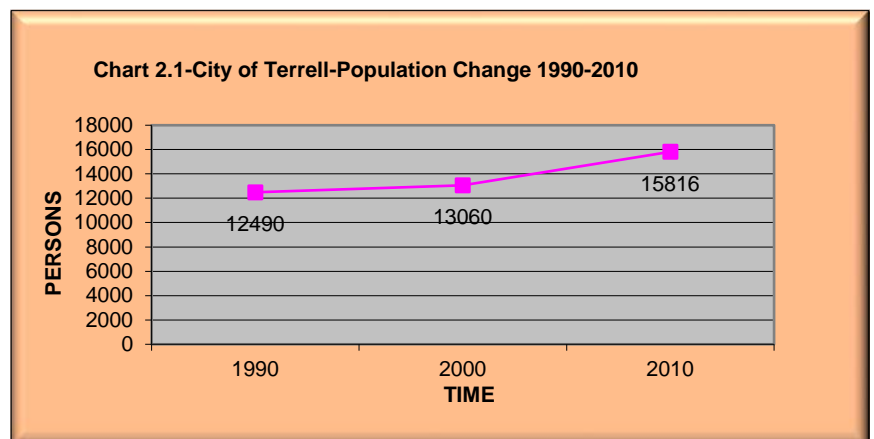
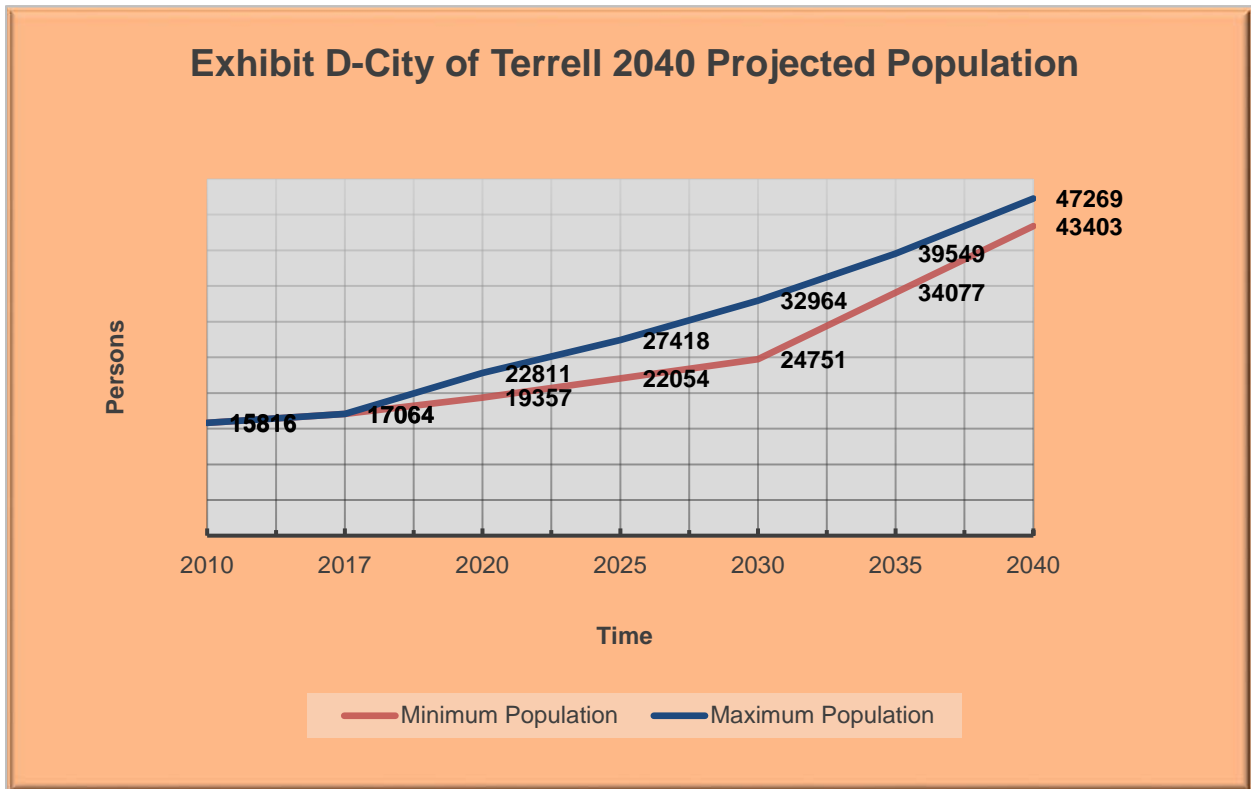


Chart 2.1-Population Change 1990-2010(Source: United States Census)

*The future population projections of Terrell are shown on the graph in Exhibit D below.*



*The minimum population was determined using data provided by the City. This rate was used year by year through the year 2040 to determine the minimum population growth for the City of Terrell as shown on Exhibit D. The maximum estimated population was derived using the “2014 Population Projections by Age Groups by County” as prepared by the Texas State Data Center. Realistically, the population for Terrell will probably fall somewhere between these two scales.*



*LAND USE*

# LAND USE

## SECTION 3.1-INTRODUCTION

*Land-use planning is the general term used for a branch of urban planning encompassing various disciplines which seek to order and regulate land use in an efficient and ethical way, thus preventing land-use conflicts. Cities often use land-use planning to manage the development of land within their jurisdictions. In doing so, the City can plan for the needs of the community while safeguarding natural resources. To this end, it is the systematic assessment of land and water potential, alternatives for land use, and economic and social conditions in order to select and adopt the best land-use options.*

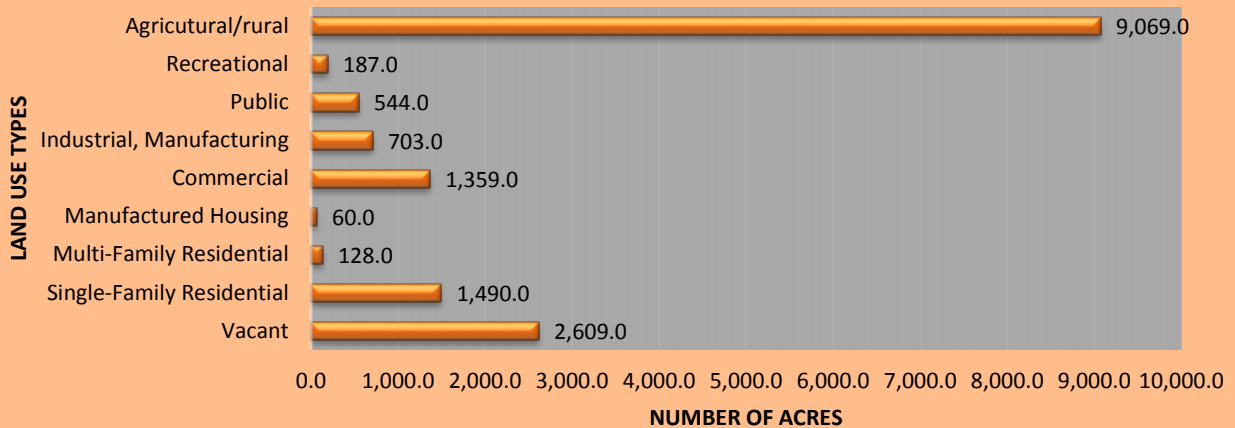
*Often one element of a comprehensive plan, a land-use plan provides a vision for the future possibilities of development in neighborhoods, districts, or other defined planning areas. The City's implementation of the 2002 plan are already influencing current land use. Since the 2002 plan, the city adopted new Central Business District regulations in the zoning ordinance and started to allow residential uses on upper floors of historic structures. The goal of the land use plan for the City of Terrell is to provide a guide for promoting an aesthetically pleasing, durable and safe living environment for present and future residents.*

## SECTION 3.2-INVENTORY

### *a. Tabulation*

*To effectively plan for the future land use patterns in Terrell, it is important to recognize the current land use. Understanding the conditions that lead to the existing land use configurations can help us make assumptions about future uses. The following table and chart show the existing land use in Terrell by category of use.*

**Chart 3.1-Tabulation of Land Use by Type**



**Table 3.1-Existing Land Use**

Land Use	Acres	Percentage of Total Acres	Acres per 100 persons
Vacant	2,609	16.2%	15.3
Single-Family Residential	1,490	9.2%	8.7
Multi-Family Residential	128	0.8%	0.8
Manufactured Housing	60	0.4%	0.4
Commercial	1,359	8.4%	8.0
Industrial, Manufacturing	703	4.4%	4.1
Public	544	3.4%	3.2
Recreational	187	1.2%	1.1
Agricultural/rural	9,069	56.2%	53.1
<b>TOTAL</b>	<b>16,149</b>	<b>100%</b>	<b>94.6</b>
Undeveloped	11,678	72.3%	
Developed	4,471	27.7%	

Source: 2017 Field Survey, Public Management, Inc.

*The overall acres per 100 persons figure seems to indicate that the City has room for growth within the current corporate limits. There is significant undeveloped acreage, although some is not developable due to location in the 100-year floodplain. Even so, there are still some vacant lots*

*that could be converted to improved lots, thus increasing the city's ad-valorem tax income. There is also significant room for expansion within the City's current Extraterritorial Jurisdiction (ETJ).*

## **SECTION 3.2-ANALYSIS**

### *a. Occupied Dwelling Units*

*During the course of this planning study, Public Management, Inc. conducted a field survey of all the housing units and the land use in Terrell. The city presently has 5,945 occupied dwelling units. The 2010 Census states that there were 5,485 occupied housing units in the City. This represents a 460-unit difference between the 2010 U.S. Census count and the 2017 survey.*

### *b. Existing land use*

*The existing land use pattern for Terrell is typical for this size community. The commercial and light industrial land uses are generally adjacent to the major highways. Residential, light commercial, and public land uses are near the central city, in traditional downtown Terrell. Agricultural, natural resource uses and rural residential uses extend beyond the City's corporate limits and into the ETJ. The most significant changes that could occur are the emergence of additional residential subdivisions in traditional agricultural areas, especially in the City's outer corporate limits and current ETJ.*



*Figure 3.1-Agricultural Land Use*



*Residential- This home, located at 505 Griffith Avenue, was originally constructed in 1883. The 7,000-square foot house was built for Matthew Cartwright and his wife, Mary Davenport Cartwright. Constructed of yellow pine and cypress, this home originally had no plumbing or electricity. Although it was built during the Victorian era, it is considered a traditional hybrid of Revival and Second Empire styles. It was added to the National Registry of Historic Places in 1979.*



*Figure 3.2- Cartwright/ Aldinger House*

*Recreation and Open Space-The City of Terrell offers a variety recreational opportunities for both residents and visitors alike.*



*Figure 3.3-Ben Gill Park*

c. *Thoroughfares*

<b>Table 3.2-Transportation Facilities-Thoroughfares</b>		
<b><i>Thoroughfare</i></b>	<b><i>Significance</i></b>	<b><i>Direction</i></b>
<i>Interstate 20</i>	<i>Major thoroughfare in the Southern United States; I-20 runs 1,535 miles beginning near Kent, Texas, at I-10 to Florence, South Carolina, at I-95. Between Texas and South Carolina, I-20 runs through northern Louisiana, central Mississippi, western and north-central Alabama, and north-central Georgia</i>	<i>East/West</i>
<i>U.S. 80</i>	<i>United States Numbered Highway, much of which was once part of the early auto trail known as the Dixie Overland Highway. As the "0" in the route number indicates, it was originally a cross-country route, from the Pacific Ocean to the Atlantic Ocean. However, the entire segment west of Dallas, Texas, has been decommissioned in favor of various Interstate Highways and state highways. Currently, the highway's western terminus is at an interchange with Interstate 30 (I-30) on the Dallas–Mesquite, Texas city line. The highway's eastern terminus is in Tybee Island, Georgia.</i>	<i>East/West</i>
<i>S.H. 34</i>	<i>State Highway 34 is a route that runs from Honey Grove, Texas to Italy, Texas just east of the Dallas/Fort Worth Metroplex. SH 34 was originally proposed in 1919 as a loop around Dallas, starting in Ft. Worth travelling southeast to Waxahachie, then northeast to Terrell. A bypass around the city of Terrell was completed in early 2014. Construction began in October 2014 on a bypass around the city of Kaufman, with construction lasting approximately 22 months.</i>	<i>North/South</i>
<i>S.H. 205</i>	<i>State Highway 205 or SH 205 is a Texas state highway that runs from SH 78 at Lavon to US 80 at Terrell. This route was designated in 1935 from Terrell to Rockwall, and was extended north to Lavon in 1939. The route has been under heavy construction since 2006 as part of a new expansion and widening project, and was scheduled to be completed in 2011.</i>	<i>North/South</i>
Source: The Texas Handbook Online		

*The impact of the main thoroughfares on land use within the city is that many of the commercial land uses within the city have formed along these highways. Thoroughfare development likely will have a big impact on the city's future land use. These arterials and collectors provide access to the city's commercial and cultural centers for both local residents and potential customers.*

*d. Existing and anticipated population*

*Using the figure of 2.74 persons per household from the 2010 census and multiplying it by 5,945 occupied dwelling units reveals the current population of Terrell.*

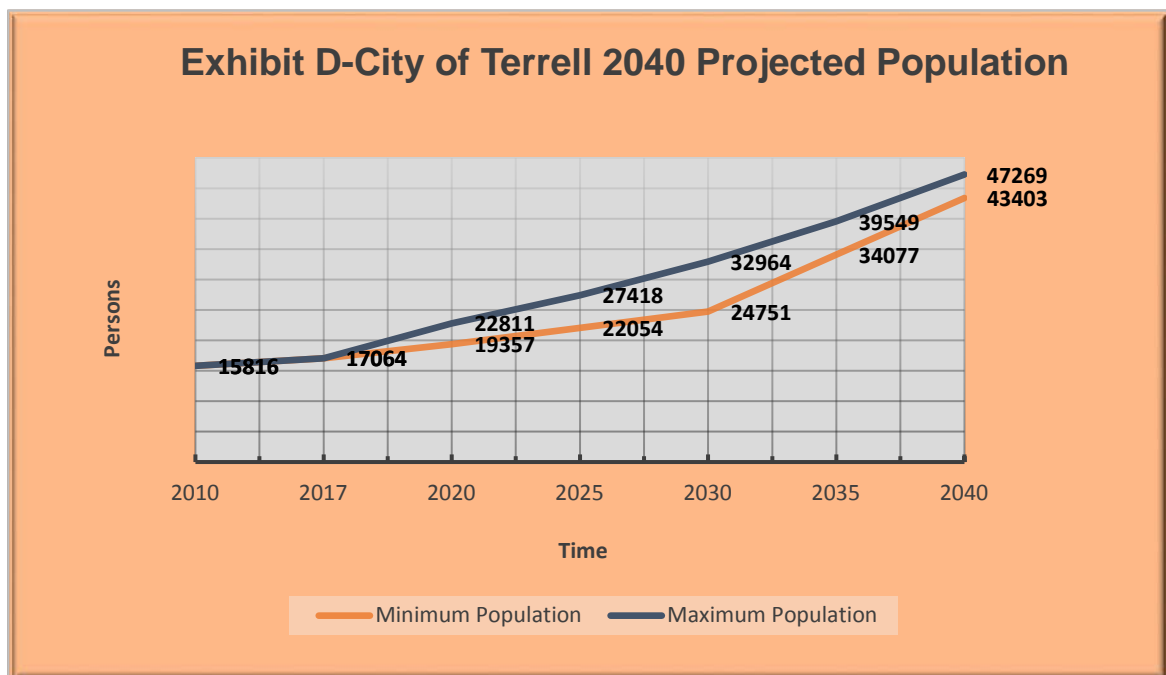
**5,945---occupied dwelling units**

**X 2.74--persons per household**

**=16,289**

**+775 in group quarters**

**=17,064--2017 population of Terrell**



*e. Soils characteristics as related to development*

*The City of Terrell lies in the “Blackland Prairie” Land Resource Area. The Blackland Prairies consist of about 12.6 million acres of east-central Texas extending southwesterly from the Red River to Bexar County. There are smaller areas to the southeast.*

*The landscape is undulating with few scattered wooded areas that are mostly in the bottomlands. Surface drainage is moderate to rapid. Both upland and bottomland soils are deep, dark-gray to black alkaline clays. Some soils in the western part are shallow to moderately deep over chalk. Some soils on the eastern edge are neutral to slightly acid, grayish clays and loams over mottled clay subsoils (sometimes called graylands).*

*Blackland soils are known as “cracking clays” because of the large, deep cracks that form in dry weather. This high shrink-swell property can cause serious damage to foundations, highways, and other structures and is a safety hazard in pits and trenches.*

*Land use is divided about equally between cropland and grassland. Cotton, grain sorghums, corn, wheat, oats, and hay are grown. Grassland is mostly improved pastures, with native range on the shallower and steeper soils. Water erosion, cotton root rot, soil tilth, and brush control are the major management problems.*



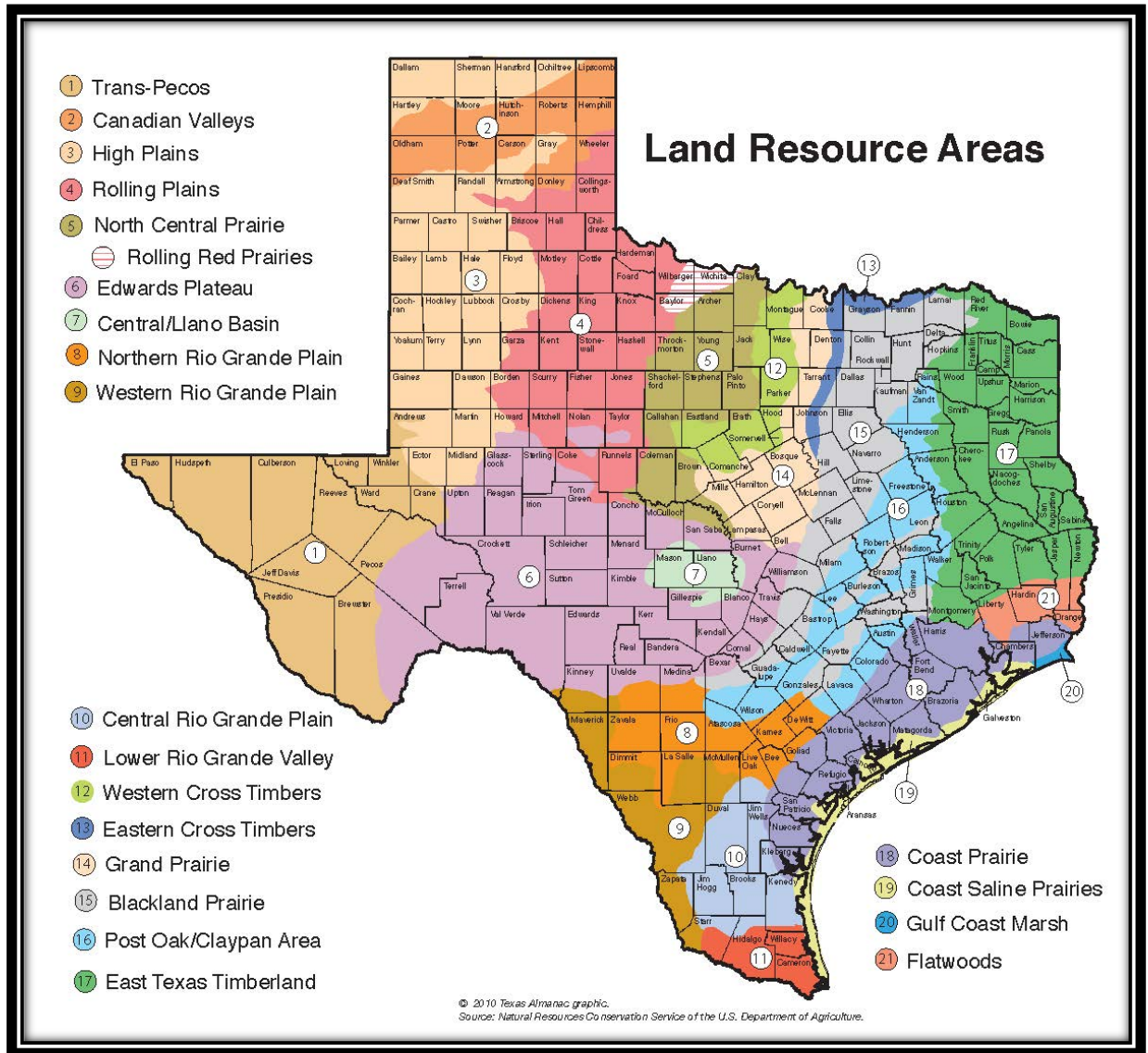


Figure 3.4-Land Resource Areas of Texas

f. *Adequacy of public utilities*

*For existing developed land, utilities are available. However, future population growth and aged facilities will necessitate the need for capital improvements to City utilities, as shown in the capital improvements plan element of this plan. Historically, the City has been able to use*

*Texas Community Development Block Grant Funds to help offset the costs of these improvements. It is anticipated that these funds will be available to the City in the future.*

*g. Adequacy of public facilities*

*Many of the City's public facilities are in adequate condition. The recommended improvements to the city's public facilities will be discussed in the City's Capital Improvements Program.*

*h. Storm drainage problem areas*

*There are two main creeks (Bachelor Creek and Kings Creek), in or near the City of Terrell. These bodies of water collect most of the storm drainage in the area. Historically, most storm drainage problems, when they occur, are a result of these creeks being at flood stage. The 100-year floodplain within the City covers approximately 20% of area. A majority of the land use in that area is undeveloped, either for park or agricultural uses.*

*i. Natural and man-made constraints*

*The following features are considered natural constraints to development in the Terrell area: Bachelor Creek, Kings Creek, Old and New Terrell City Lakes, Porter Farm, Roberts Prairie and the 100-year floodplain. These features constrain the possibility of commercial development in certain parts of the city, but offer opportunities for recreational and heritage tourism development. The following constraints are considered man-made constraints to development: Interstate 20, U.S. Highway 80, S.H. 34, S.H. 206 and Union Pacific Railroad. Although considered man-made constraints, these elements actually shape development and can be positive. For instance, retail and industrial development tends to occur near the highways and railroads.*

## SECTION 3.4-LAND USE PLAN

### *Theme Community Integrity*

**Goal 1:** *Preserve the small-town heritage, socio-economic diversity, and jobs/housing balance that make Terrell unique.*

*Objective 1: Develop a zoning mechanism to protect the natural and cultural environment e.g. clustered development, conservation development, etc.*

*Timeline for completion: (2017-2020)*

*Objective 2: Maintain development standards that keep Terrell great.*

*Timeline for completion: (ongoing)*

*Objective 3: When new neighborhoods develop, encourage building types and streets similar to historic Terrell neighborhoods.*

*Timeline for completion: (ongoing)*

*Objective 4: Conduct infrastructure needs assessment. Develop an annual CIP plan to maintain critical infrastructure to existing neighborhoods and business parks.*

*Timeline for completion: (ongoing)*

*Objective 5: Continue to seek partnerships with private and public entities to leverage city funding on important infrastructure and quality of life initiatives.*

*Timeline for completion: (ongoing)*

A. *Texas Community Development Block Grant Program (TxCDBG)- Provides funding for infrastructure development. It should be noted that these funds can only be utilized in the City's low-to-moderate income areas.*

B. *Texas Water Development Board (TWDB)-TWDB funds are used to provide loans to eligible applicants for the construction of local or regional water supply, wastewater treatment, flood control, and municipal solid waste management projects. This includes such*

*facilities as water wells, transmission mains, storage tanks, and water and sewage treatment plants. The City should always compare private bond option before proceeding with Texas Water Development Board funds.*

*C. General obligation Bond Sales, Certificates of Obligation*

*D. United States Department of Agriculture Programs USDA*

*i. Rural Development-Water & Waste Disposal Loan & Grant Program- This program provides funding for clean and reliable drinking water systems, sanitary sewage disposal, sanitary solid waste disposal, and storm water drainage to eligible rural areas.*

*ii. Community Facilities Direct Loan & Grant- This program provides affordable funding to develop essential community facilities in rural areas.*

***Theme Vibrant Downtown***

***Goal 2: Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.***

*Objective 1: Improve walkability and the contextual pedestrian experience.*

*Timeline for completion: (2018-2028)*

*A. Develop design guidelines to enhance the urban environment.*

*B. Improve infrastructure to connect people, places and spaces.*

*Objective 2: Promote mix of uses in downtown.*

*Timeline for completion: (ongoing)*

*Objective 3: Update land use policy to encourage responsible development and adjacency predictability.*

*Timeline for completion: (ongoing)*



*Objective 4: Create a façade improvement grant program*

*Timeline for completion: (2017-2020)*

***Theme Youth Sports and Recreation Tourism***

***Goal 3: Become the destination of choice for parks, youth recreation, and youth sports tournaments.***

*Objective 1: Coordinate a regional drainage plan with parks and open space.*

*Timeline for completion: (2017-2020)*

*Objective 2: Work with development community and grant partners to establish soccer tournament complex and a baseball/softball tournament complex.*

*Timeline for completion: (2018-2023)*

*Objective 3: Create a new trails/sidewalk system to improve access to park and greenbelt resources.*

*Timeline for completion: (2018-2028)*

*Objective 4: Conduct tourism strategy and marketing plan to identify tourism opportunities.*

*Timeline for completion: (2017-2020)*

*Objective 5: Consider creating Tourism Committee to promote Terrell as a destination.*

*Timeline for completion: (2017-2018)*

*Objective 6: Research and develop strategic plan to maximize potential to attract tourism related anchors*

*Timeline for completion: (2017-2018)*

*Objective 7: Leverage ISD assets to create competitive siting for retail with reduced cost and synergies with youth concentration.*

*Timeline for completion: (ongoing)*

*Objective 8: Develop program to train artisans and artists to improve skills.*

*Timeline for completion: (2018-2028)*

*Objective 9: Explore PPP partnerships with key spaces downtown to link tourism attraction and downtown revitalization.*

*Timeline for completion: (ongoing)*

***Theme New Urban Center***

***Goal 4: Develop the IH 20 corridor with retail, entertainment and destination uses connecting DFW and East Texas.***

*Objective 1: Keep the TIF/PC active; develop along through private investment with performance based agreements.*

*Timeline for completion: (ongoing)*

*Objective 2: Encourage continued development at SH34/IH-20 and at FM148/IH-20.*

*Timeline for completion: (ongoing)*

*Objective 3: Establish aesthetic and urban design standards for commercial development along major corridors. (Develop design guidelines to enhance urban environment.)*

*Timeline for completion: (ongoing)*

*Objective 4: Integrate commercial development with mixed use zones for a live/work pedestrian friendly environment.*

*Timeline for completion: (ongoing)*

*Objective 5: Integrate housing, entertainment, open space and commercial in a deliberate way.*

*Timeline for completion: (ongoing)*

*Objective 6: Utilize housing to create urban context for vibrant retail environment.*

*Timeline for completion: (ongoing)*

*Objective 7: Explore infrastructure strategy with mixed-use potential.*

*Timeline for completion: (ongoing)*

*Objective 8: Improve infrastructure to connect people, places and spaces*

*Timeline for completion: (ongoing)*

*Objective 9: Support retail recruitment with high quality retail.*

*Timeline for completion: (ongoing)*

**EXHIBIT F**  
**EXISTING LAND USE**

**PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE  
PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.**



**EXHIBIT G  
FUTURE LAND USE—EXTRATERRITORIAL JURISDICTION TERRELL**

**PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE  
PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.**

*ECONOMIC DEVELOPMENT*

# ECONOMIC DEVELOPMENT

## SECTION 4.1-HISTORIC DEVELOPMENT AND GENERAL CHARACTERISTIC ANALYSIS

### *a. Coordination with Previously Developed Plans, including State and Regional Plans*

#### ***North Central Texas Council of Governments (NCTCOG)***

*The City of Terrell is located in Kaufman County, Texas, part of the North Central Texas Council of Governments. The North Central Texas Council of Governments (NCTCOG) is a voluntary association of, by and for local governments, and was established to assist local governments in planning for common needs, cooperating for mutual benefit, and coordinating for sound regional development. NCTCOG's purpose is to strengthen both the individual and collective power of local governments and to help them recognize regional opportunities, eliminate unnecessary duplication, and make joint decisions. NOCTCOG assists local communities in economic development by providing vital data, public education videos, assistance with procurement and community marketing. The City of Terrell utilizes these resources to the fullest extent possible. The development of this plan was coordinated with previously developed State and Regional plans.*

#### ***Terrell Economic Development Corporation (TEDC)***

*The Terrell Economic Development Corporation (TEDC) was formed in 1990 after the passage of a \$.005 sales tax proposition. Terrell was one of the first cities in the State to implement this program and has aggressively sought projects using the dollars generated. The TEDC has had great success over the years and has been instrumental in bringing many new jobs and industries to the community.*

*b. Factors Contributing to Present Development*

***Development of the economy***

*When the Texas and Pacific Railway crossed North Texas in 1873, two enterprising Kaufman County citizens, C. C. Nash and John G. Moore, purchased 320 acres in the J. W. Cude survey and laid out streets and lots for business and home sites. The community grew rapidly and was incorporated in 1875. By the mid-1880s it had a population of 3,000, served by two banks, two hotels, three flour mills, three cotton gins, three weekly newspapers, and nine churches. By 1890 local businesses included a creamery, a canning factory, and an iron foundry; the town was also the shipping point for cattle, cotton, and timber raised in the area<sup>1</sup>. In 1892 Edward Howland Robinson “Ned” Green chose Terrell as the headquarters for the Texas Midland Railroad, one of the nation’s most prosperous short line railroads. Ned Green made the first automobile trip in Texas, a jaunt from Terrell to Dallas, at speeds of 20-25 mph<sup>2</sup>.*

*Private schools began operation in Terrell as early as 1874, and a public-school system was in place by 1882. Robert A. Terrell's son-in-law, W. B. Toon, established Toon College in 1897 at the Terrell family homestead. The name was changed in 1901 to Terrell University School. This was replaced in 1904 by a Methodist institution called North Texas University School, which became Wesley College in 1909 and moved to Greenville in 1912. Texas Military College operated in Terrell from 1914 to 1949. Southwestern Christian College bought the site of Texas Military College and moved to Terrell from Fort Worth in 1950.*

*The Terrell State Hospital was opened in 1885 to help relieve overcrowding at the state institution in Austin. By 1920, the Terrell State Hospital, with 2,300 patients, was the largest facility of its kind west of the Mississippi. Terrell was the commercial center of the county,*

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<sup>1</sup> The Handbook of Texas Online-Texas State Historical Association

<sup>2</sup> Terrell Chamber of Commerce



*and the downtown main street was crowded every Saturday as farm families came to town to trade and visit. Cotton reigned as the cash crop in rural areas surrounding the town. During this period, more cotton was shipped from Terrell than from any other single place in the world.*

*During World War II a British Flight Training School (#1 BFTS) opened at the southern edge of the city. The airfield and its buildings provided sites for post-war industries, the beginning of the industrial diversification Terrell enjoys today<sup>3</sup>.*

*In the 1980s a branch campus of Trinity Valley Junior College was also located in Terrell. The town economy in the 1980s was based primarily on agricultural businesses and on manufacturing plants producing machine parts, clothing, and plastic goods.*

*Today, the City of Terrell has a diversified economic base which includes general commerce, industrial manufacturing, retail and wholesale trade activity, distribution commuters, services, Federal, state, and local governments, mental health services, ranching & agriculture<sup>4</sup>. Terrell is economically independent and sustainable in terms of jobs, which gives the City a fiscal advantage over communities that rely on residential to support the tax base.*

### ***Physical growth of the community***

*Founded in 1873, the City of Terrell is the principal commercial center of Kaufman County. Terrell is located in the north-central section of Texas. It is 25 miles east of Dallas at the junction of Interstate Highway 20 and U.S. Highway 80. A new 19-mile section of I-20 was completed in 1990 that merges with the original alignment of I-20 at the Rosehill interchange in Terrell and intersects with I-635 near U.S. 175. The proximity of two major interstate routes*

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<sup>3</sup> Terrell Chamber of Commerce

<sup>4</sup> Terrell Economic Development Corporation

*provides excellent East-West access and is only 15 miles along SH 205 from I-30. Terrell's excellent transportation system makes it easy to get to the Metroplex, affording our citizens the amenities of Dallas while enjoying the small-town atmosphere to live and raise a family<sup>5</sup>.*

### ***The relationship of the community to the region***

*The city is important to the region because Kaufman County is not heavily populated but covers a large land mass. Residents in the region rely on the incorporated cities for goods and services. The City offers employment, parks, schools and other conveniences that are important to not only Terrell residents, but others living in the unincorporated areas nearby.*

## **SECTION 4.2-ECONOMIC BASE, "BARRIER ANALYSIS"**

### ***a. Inventory of the Social, Economic, Governmental and Industrial Elements***

<b>Table 4.1-Civilian Employed Persons 16 years and Over by Occupation</b>			
<b>Industry</b>	<b>Number</b>	<b>Terrell %</b>	<b>Kaufman County %</b>
Agriculture, forestry, fishing, hunting and mining	74	1.1%	1.2%
Construction	283	4.0%	8.0%
Manufacturing	1,097	15.7%	10.1%
Wholesale Trade	170	2.4%	3.8%
Retail Trade	1,182	16.9%	12.0%
Transportation and Warehousing, and utilities	300	4.3%	7.0%
Information	130	1.9%	1.4%
Finance, Insurance, Real Estate	235	3.4%	6.6%
Professional, Scientific, Management and Waste Management	505	7.2%	9.4%
Educational, Health Care and Social Services	1,708	24.4%	23.3%
Arts, Entertainment, Recreation, Accommodation and Food Services	663	9.5%	7.3%
Other Services	408	5.8%	4.7%
Public Administration	241	3.4%	5.1%
Source: U.S. Census Bureau, 2011-2015 American Community Survey			

<sup>5</sup> Terrell Economic Development Corporation

**Table 4.2-Occupational Employment and Wage Estimates-Dallas-Plano-Irving Metropolitan Division**

Occupational Title	Estimated Employment	Average Hourly Wage	State Average Hourly Wage
Management	106,100	\$64.32	\$59.60
Business & Financial Operations	147,800	\$38.54	\$37.14
Computer & Mathematical	117,520	\$43.60	\$41.79
Architecture & Engineering	49,710	\$43.53	\$44.51
Life, Physical & Social Sciences	10,130	\$33.16	\$35.76
Community & Social Services	18,370	\$25.88	\$23.21
Legal Occupations	18,990	\$59.50	\$51.78
Education, Training & Library	128,950	\$25.04	\$23.23
Arts, Design, Entertainment, Sports & Media	31,450	\$27.18	\$25.36
Healthcare Practitioners & Technical	124,310	\$37.98	\$36.30
Healthcare Support	59,520	\$15.27	\$13.93
Protective Service	53,070	\$20.41	\$21.01
Food Preparation & Related	219,030	\$11.76	\$10.96
Building & Grounds Cleaning & Maintenance	66,330	\$12.20	\$11.76
Personal Care & Service	59,900	\$11.80	\$10.80
Sales & Related	267,950	\$23.21	\$20.24
Office & Administrative Support	454,190	\$18.72	\$17.51
Farming, Fishing & Forestry	2,240	\$10.82	\$12.75
Construction & Extraction Operations	92,700	\$19.46	\$20.48
Installation, Maintenance & Repair	97,130	\$21.88	\$21.41
Production Occupations	125,610	\$16.59	\$18.38
Transportation & Material Moving	179,010	\$17.96	\$18.08
Source: Bureau of Labor Statistics Occupational Employment and Wage Estimates, May 2016			

**Table 4.3-Rates for Utilities**

<b>ELECTRICITY</b>		<b>Customer Charge</b>
<i>The City of Terrell is in a power-to-choose area and therefore rates are variable</i>		NA
<b>SOLID WASTE (Progressive Waste)</b>		<b>Monthly Charge</b>
<i>Type of Service</i> <i>Residential</i>		\$10.08
<b>WATER (City)</b>		<b>Monthly Charge</b>
<u><i>Meter Size</i></u>		
5/8"		\$17.00
1"		\$43.03
1 1/2"		\$85.43
2"		\$136.28
3"		\$271.89
4"		\$466.86
6"		\$955.11
8"		\$1,441.71
10"		\$2,204.60
12"		\$3,646.09
<u><i>Rates per 1,000 gallons (excluding volumetric)</i></u>		
0-2,000		\$4.27
2,001-10,000		\$5.85
10,001-25,000		\$6.34
> 25,000		\$6.96
<b>SEWER (City)</b>		<b>Monthly Charge</b>
<i>Type of Service</i> <i>Residential</i>		\$27.94 monthly charge \$4.41 per 1,000 gallons
<i>Light Commercial</i>		\$52.69 monthly charge \$4.41 per 1,000 gallons
<i>Heavy Commercial</i>		\$202.77 monthly charge \$4.41 per 1,000 gallons
<b>Source: City of Terrell</b>		



**Table 4.4-Transportation Facilities-Thoroughfares**

<i>Thoroughfare</i>	<i>Significance</i>	<i>Direction</i>
<i>Interstate 20</i>	<i>Major thoroughfare in the Southern United States; I-20 runs 1,535 miles beginning near Kent, Texas, at I-10 to Florence, South Carolina, at I-95. Between Texas and South Carolina, I-20 runs through northern Louisiana, central Mississippi, western and north-central Alabama, and north-central Georgia. I-20 intersects seven of the ten primary north–south Interstates</i>	<i>East/West</i>
<i>U.S. 80</i>	<i>United States Numbered Highway, much of which was once part of the early auto trail known as the Dixie Overland Highway. As the "0" in the route number indicates, it was originally a cross-country route, from the Pacific Ocean to the Atlantic Ocean. However, the entire segment west of Dallas, Texas, has been decommissioned in favor of various Interstate Highways and state highways. Currently, the highway's western terminus is at an interchange with Interstate 30 (I-30) on the Dallas–Mesquite, Texas city line. The highway's eastern terminus is in Tybee Island, Georgia, at the intersection of Butler Avenue, Inlet Avenue, and Tybrisa Street, near the Atlantic Ocean.</i>	<i>East/West</i>
<i>S.H. 34</i>	<i>State Highway 34 is a route that runs from Honey Grove, Texas to Italy, Texas just east of the Dallas/Fort Worth Metroplex. SH 34 was originally proposed in 1919 as a loop around Dallas, starting in Ft. Worth travelling southeast to Waxahachie, then northeast to Terrell. A bypass around the city of Terrell was completed in early 2014. Construction began in October 2014 on a bypass around the city of Kaufman, with construction lasting approximately 22 months.</i>	<i>North/South</i>
<i>S.H. 205</i>	<i>State Highway 205 or SH 205 is a Texas state highway that runs from SH 78 at Lavon to US 80 at Terrell. This route was designated in 1935 from Terrell to Rockwall, and was extended north to Lavon in 1939. The route has been under heavy construction since 2006 as part of a new expansion and widening project, and was scheduled to be completed in 2011.</i>	<i>North/South</i>
Source: The Texas Handbook Online		

<b>Table 4.4-Transportation Facilities</b>	
<i>Type</i>	<i>Significance</i>
<b>Public Transportation</b>	
<i>STAR Transit</i>	<i>Founded in 1980, STAR Transit's mission is to provide affordable and convenient transportation to the general public and persons with disabilities for access to goods and services, with a high quality, well trained staff, operators and fleet. STAR Transit is a political sub-division of the state of Texas and provides over 192,000 rides per year.</i>
<b>Rail Service</b>	
<i>Union Pacific Railroad</i>	<i>Provides freight service 6 times per week to terminal points of Dallas and Mineola and all points in Texas and the U.S.</i>
<b>Air Service</b>	
<i>Terrell Municipal Airport</i>	<i>Offers private and Commercial service</i>
<b>Bus Service</b>	
<i>Continental Trailways Texas Bus Line</i>	<i>Passenger and freight service Passenger service</i>
<b>Motor Freight</b>	
<i>Central Freight Lines United Parcel Service Continental Trailways Tex Pack Parcel Mistletoe Express</i>	<i>Motor freight service Motor freight service Motor freight service Motor freight service Motor freight service</i>
<b>Source: Terrell Economic Development Corporation</b>	

<b>Table 4.5-Tax Rates for State and Local Governments</b>	
<b><i>Ad Valorem Taxes</i></b>	
<i>City of Terrell</i>	\$0.7242
<i>Terrell ISD</i>	\$1.5997
<i>Kaufman County</i>	\$0.5887
<i>Special Districts</i>	\$0.2357
<b><i>Total</i></b>	<b>\$3.1483</b>
<b><i>Sales Tax</i></b>	
<i>State of Texas</i>	6.25%
<i>Local Sales Tax</i>	1.00%
<i>4A Sales Tax</i>	0.50%
<i>Other</i>	0.50%
<b><i>Total</i></b>	<b>8.25%</b>
<b>Source: Terrell Economic Development Corporation</b>	

**b. Conclusions**

*In general, the business development cost factors for Terrell compared favorably to surrounding communities and the State of Texas. The cost of doing business with the City is not a barrier to economic expansion. The main barriers the City faces are not related to business development, but rather community enhancement. Throughout the public engagement process, Terrell residents expressed a desire for increased amenities that can be found in competing cities, such as parks, trails and gathering venues. The City is making great strides in these areas however, as evidenced by completion of a parks master plan and the central business district plan. The implementation of these plans will have a positive impact on the quality for life for Terrell residents and future Terrell residents.*

*In terms of operating condition factors, Terrell compares favorably to surrounding communities and the State of Texas. Terrell is fortunate to have a wide base of employment ranging from health care to all types of manufacturing. The city excels in terms of labor force offering a tremendous pool of both skilled and unskilled workers from which to choose.*

## **SECTION 4.3-IMPLEMENTATION PLAN**

### ***Theme   Quality Investment***

***Goal 1: Develop a strategy for public private partnerships***

***Goal 2: Promote business development in Terrell by encouraging employers to provide high-wage jobs.***

***Goal 3: Promote housing development in Terrell by encouraging builders to construct or remodel high-value homes.***

***Goal 4: Develop aesthetic and urban design guidelines for all development.***

***Objective 1: Implement new Future Land Use Plan.***

***Timeline for completion: (ongoing)***

***Objective 2: Implement new Future Transportation Plan.***

***Timeline for completion: (ongoing)***

***Objective 3: Locate and design parks, trails and open space (including drainage features) to add value to adjacent development.***

***Timeline for completion: (ongoing)***

***Objective 4: Focus business recruitment/retention strategies/funds only on businesses that have medium to high wage jobs and which seek to recruit highly educated workforce.***

***Timeline for completion: (ongoing)***

***Objective 5: Partner with the Texas Workforce Commission (TWC) and explore funding opportunities for potential employers and their future employees.***

***Timeline for completion: (2017-2018)***

***a. Skills for Small Business Program-***Up to \$2 million from the Skills Development Fund is dedicated to the backbone of Texas' business community—our small employers. Small businesses can apply to TWC for training offered by their local community or technical college, or the Texas Engineering Extension Service (TEEX). TWC



*processes the applications and works with the college to fund the specific courses selected by businesses for their employees.*

- b. **Skills Development Fund-Texas'** premier job-training program providing training opportunities for Texas businesses and workers. Funding for the program is administered by the Texas Workforce Commission. Success is achieved through collaboration among businesses, public community and technical colleges, Workforce Development Boards and economic development partners.*
- c. **The High Demand Job Training Program-**The Texas Workforce Commission has dedicated one million dollars to support collaborations between Workforce Development Boards (Boards) and Economic Development Corporations (EDCs) to provide high-demand occupational job training in local workforce areas. The Program is intended to support Boards in partnering with local EDCs that use their local economic development sales taxes for high-demand job training. To achieve that purpose, TWC wants to enable Boards to collaborate with local EDCs and match their local economic development sales tax funds to jointly support the provision of such training.*
- d. **Jobs and Education for Texans (JET) Grant Program-**allocates \$10 million each biennium to defray start-up costs associated with the development of career and technical education programs to public community and technical colleges, and independent school districts. Formerly under the direction of the Texas Comptroller of Public Accounts, legislation passed by the 84th Texas Legislature transferred oversight of the state-funded program to the TWC.*

***Theme New Urban Center***

***Goal 1: Develop the IH 20 corridor with retail, entertainment and destination uses connecting DFW and East Texas.***

*Objective 1: Keep the TIF/PC active; develop along through private investment with performance based agreements.*

*Timeline for completion: (ongoing)*

*Objective 2: Encourage continued development at SH34/IH-20 and at FM148/IH-20.*

*Timeline for completion: (ongoing)*

*Objective 3: Establish aesthetic and urban design standards for commercial development along major corridors. (Develop design guidelines to enhance urban environment.)*

*Timeline for completion: (ongoing)*

*Objective 4: Integrate commercial development with mixed use zones for a live/work pedestrian friendly environment.*

*Timeline for completion: (ongoing)*

*Objective 5: Integrate housing, entertainment, open space and commercial in a deliberate way.*

*Timeline for completion: (ongoing)*

*Objective 6: Utilize housing to create urban context for vibrant retail environment.*

*Timeline for completion: (ongoing)*

*Objective 7: Explore infrastructure strategy with mixed-use potential.*

*Timeline for completion: (ongoing)*

*Objective 8: Improve infrastructure to connect people, places and spaces*

*Timeline for completion: (ongoing)*

*Objective 9: Support retail recruitment with high quality retail.*

*Timeline for completion: (ongoing)*

***Theme Community Integrity***

***Goal 1: Preserve Terrell's small-town heritage and cultural diversity that makes the community unique; respond to community housing and employment needs with balance and transparency.***

*Objective 1: Conduct infrastructure needs assessment.*

*Timeline for completion: (2017-2018)*

*Objective 2: Develop an annual CIP plan to maintain critical infrastructure to existing neighborhoods and business parks.*

*Timeline for completion: (ongoing)*

*Objective 3: Partner with EDC to create new opportunities for employment centers.*

*Timeline for completion: (ongoing)*

*Objective 4: Partner with EDC to promote entrepreneurship through the designation of cottage industry to allow for craft manufacturing, craft breweries, craft distilleries, culinary incubation.*

*Timeline for completion: (ongoing)*

*Objective 5: Integrate housing, entertainment, open space and commercial in a deliberate way.*

*Timeline for completion: (ongoing)*

***Other financing sources and incentives***

***a. The Texas Capital Fund***

*The Texas Capital Fund is part of the Texas Community Development Block Grant Program, financed through the Office of Rural Affairs, Texas Department of Agriculture of the State of Texas. The Texas Capital Fund infrastructure development and real estate programs are economic development tools designed to provide financial resources to non-entitlement communities. Funds from the infrastructure program can be utilized for public infrastructure needed to assist a business that commits to create and/or retain permanent jobs, primarily for*

*low and moderate-income persons. Funds from the real estate program must be used for real estate development to assist a business that commits to create and/or retain permanent jobs, primarily for low and moderate-income persons. The real estate and/or improvements must be owned by the community and leased to the business. These programs encourage new business development and expansions.*

*b. 380 Agreements*

*Utilizing a 380 agreement is a good tool as well. These tools acts as a form of a grant to provide funding to a business based on performance (this could be in the form of reimbursement of sales tax generated by the development).*

***Recommended Changes in City Policies to Improve the Economic Climate***

- a. Consider converting a portion of the current 4A sales tax into a 4B tax, which would create the opportunity for funding quality of life projects.*
- b. Provide direct assistance to local businesses in such areas as business management, technology innovations, improved production processes, financing, increasing sales and access to new markets.*
- c. Implement the housing and land use portions of this plan.*



*CENTRAL BUSINESS DISTRICT*

## *CENTRAL BUSINESS DISTRICT*

*THE CITY'S DOWNTOWN MASTER PLAN WILL BE PLACED HERE IN THE FINAL DRAFT  
OF THIS DOCUMENT.*

*RECREATION AND OPEN SPACE*

## RECREATION AND OPEN SPACE

*THE CITY'S PARKS MASTER PLAN WILL BE PLACED HERE IN THE FINAL DRAFT OF  
THIS DOCUMENT.*



*PUBLIC BUILDINGS*

# PUBLIC BUILDINGS

## SECTION 7.1-INVENTORY

### a. Inventory from Field Survey

*During the course of this planning study, Public Management conducted a field survey of the public buildings for Terrell. The following chart illustrates the results of the field survey, and information provided by the City of Terrell.*

Table 7.1-Inventory and Classification of Public Buildings Stock					
Building Name	Occupant	Year Built	Building Value	Sq. Footage	Condition
Animal Shelter w/Kennels/Fence	Animal Shelter	1996	165,349	2,093	Poor
City Hall / Fire Station #1	City	1980	2,559,740	22,875	Good
Library	Library	1985	1,472,258	9,462	Good
Museum	Museum	1976	878,435	3,415	Fair
Recreation Hall	Parks	1965	87,293	1,527	Good
Senior Services Center	Senior Citizens	1982	2,725,815	8,109	Good
Police Station	Police	2016		17,080	Good
Service Center	Public Works	1986	4,067,496	41,945	Good
Museum	Museum	1983	302,153	8,743	Fair
Office / Annex	Parks and Wildlife	1955	375,538	5,508	Good
New City Hangar - Office	Airport	2010	218,597	5,600	Good

*The following definitions explain the meanings of classifications.*

*Standard--a structure that has deteriorated less than ten percent (10%) of its highest value. An observation of such a structure may reveal no physical problems or minor items of needed repair such as flaking paint*

*Deteriorated--a structure that has deteriorated from ten percent (10%) to fifty percent (50%) of its highest value. An observation of such a structure may reveal physical problems ranging from rotted siding and roof deterioration to foundation problems and limited structural damage.*

*Dilapidated--a structure that has deteriorated more than fifty percent of its highest value. An observation of such a structure may reveal a number of physical problems consisting of severe foundation problems, extensive structural damage, roof deterioration, rotted siding, electrical problems, and plumbing problems.*



*Figure 7.1-Senior Services Center*



*Figure 7.2-Terrell Police Headquarters*



*Figure 7.3-City of Terrell Service Center*



*Figure 7.4-Terrell Heritage Museum*



*Figure 7.5-Riter C. Hulsey Library*



*Figure 7.6-Terrell Fire Department #1*

## **B. Service Area**

*The City service area includes the public facilities within the corporate limits and extraterritorial jurisdiction of Terrell.*



## **SECTION 7.2-PUBLIC BUILDINGS ANALYSIS**

### *a. Standards and Criteria*

*The level of service standards for this plan were determined based on standards set by the City of Terrell. In 2004, the City put together a committee to look at funding future public facilities. The facilities included the Police Station, City Hall, Library, Parks, Support Services and Fire Services. The Committee approved a Consensus Priority Ranking that consisted of the following priorities:*

- i. Police*
- ii. City Hall*
- iii. Library*
- iv. Parks*
- v. Support Services*
- vi. Fire*

*In addition, the City conducted an extensive public engagement process during this current planning effort. Comprehensive Plan Visioning Workshops were held on April 4<sup>th</sup> and 5<sup>th</sup> in 2017. In addition, Downtown Workshops and a Downtown Visioning Session were held on May 16<sup>th</sup> and 17<sup>th</sup> in 2017.*

### *b. Needs Assessment*

*The needs assessment process was described above as the combination of the earlier bond committee efforts and the results of the current public engagement process, which included multiple workshops and visioning sessions.*

#### **City Hall**

*It is imperative that City Hall remain a part of downtown Terrell. However, there is limited space, limited parking and structural issues. The recommended square footage for the City*

*Hall complex would be about 17,500. Currently, City Hall operates in about 9,500 sq. ft. If it is determined that City Hall would need to re-locate into a new location downtown at some time, it does not make sense to expend a ton of resources renovating the current building. There are however, individual offices and/or departments that could re-locate to other locations that would free up more space temporarily. Another way to free up valuable space would be to renovate the Fire Bay at City Hall into a larger Council Chambers, once Fire Station #1 is re-located.*

### ***Fire Stations***

*The City currently has two stations located within one (1) mile of each other. Fire Station #1 is located at City Hall and Fire Station #2 is located on Baker St. near the Post Office. Due to the proximity of the two (2) fire stations, and the need to have a fire station farther north, the City is looking to re-locate Fire Station #1 to a site on Poetry Rd. on city-owned property just south of the High School. In addition, a 3<sup>rd</sup> station is necessary in the 5-10-year planning period.*

### ***Terrell Public Library***

*In 2004, the City put together a committee to look at funding future public facilities through the issuance of bonds. The facilities included the Police Station, City Hall, Library, Parks, Support Services and Fire Services. The Committee recommended a 10,000-square foot expansion of the existing facility and the need to acquire property for a future facility. The recommended square footage for the Library be about 20,000. Currently, the library operates in about 9,500 sq. ft.*

*The recent Public Engagement Process has identified the desire of the community to locate a new public library somewhere in or near the downtown area. There are several locations that were identified as viable options during the Downtown Planning Visioning Sessions and*

*discussions with staff including the multiple sites within the ½ mile downtown study area and the existing County barn.*

### ***Animal Control Facility***

*The City currently has 16 dog runs; 8 of which are outside creating a constant struggle to keep the animals cool and warm. The existing air conditioning unit is not big enough to cool the whole shelter. The office area is unsecure and cluttered with three desks, with no separated lobby area for residents. There is no segregation for cats, which are currently caged in the facility “sink room” were bowls and animal food preparations are performed.*

*Drains need to be relocated to the back of the kennels. The only restroom is located in the common office area directly behind the shelter attendant’s desk. Birds are able to get into the ceiling from the outside, and live above the ceiling tiles in the office. This creates health issues and serves as a vector for the spread of disease.*

### ***Terrell Animal Shelter Projected Growth Assessment***

<i>Current Stats</i>	<i>Population</i>	<i>Impounds Per Year*</i>	<i>Average Daily Population**</i>	<i>Min Sq.ft required daily***</i>	<i>Max Sq.ft. available</i>	<i>Difference</i>
<i>Current</i>	17,000	800*	25	156	208	+52
<i>Year 2020</i>	19,357	909	27	168	208	+40
<i>Year 2030</i>	24,751	1163	35	218	208	-10
<i>Year 2040</i>	43,403	2039	61	381	208	-173

\* Based Actual Numbers calculated on 47 impounds per 1000 population

\*\* Impounds (ADP factor .03) = real data (average daily/Impounds)

\*\*\* 6.25 SqFt per average dog based on Animal Welfare Act

### ***Terrell Heritage Museum***

*The Terrell Carnegie Library Building was built in 1904 and is a registered Texas Historic Landmark. The building served Terrell as a library until the mid-1980s and is now the home of the Terrell Heritage Museum. The Terrell Heritage Museum collects, catalogs and displays artifacts from the rich history of Terrell. The Museum also maintains archives and a large photograph collection available to researchers. During 2017, the Museum participated in downtown events-Happy Days, Terrell Art Walk, Christmas in July, and will participate in the Shop Local Day on November 25th which will culminate with the fourth annual Museum Christmas Tree Lighting.*

*The facility is in need of major rehabilitation work in the 10-20 year planning period, but for now the recommendation is to continue to maintain the facility and continue minor repairs.*

#### ***c. Listing and Priorities Ranking of Needs***

*The following is a prioritized list and ranking public buildings ranking of needs assessment and identification, and the approaches used to determine them:*

- i. City Hall*
  - a) Low-cost retrofits to the current structure.*
  - b) Additional space needed at current facility-leased space for the short-term.*
  - c) Re-locate Fire Station #1 and utilize space for Council Chambers.*
  - d) Locate suitable structure to be used for new City Hall (long-term)*
- ii. Fire Protection*
  - a) Re-locate Fire Station #1*
  - b) Fire Station #2 needs renovations and repairs*
  - c) Third fire station needed*
- iii. Police Headquarters*
  - a) Retrofit shed with partial masonry*



- iv. *Public Library*
  - a) *Short-term space is needed for programs*
  - b) *New facility needed long-term*
- v. *Park Buildings*
  - a) *Breezy Hill Community Center improvements*
  - b) *Demolition of annex building*
  - c) *New natatorium needed*
- vi. *Terrell Airport*
  - a) *Existing hanger area improvements needed*
  - b) *Fire-based operator building needed*
- vii. *Terrell Heritage Museum*
  - a) *Short and long-term repairs and renovation*
- viii. *City Service Center*
  - a) *Phase II improvements*
- ix. *Animal Control Facility*
  - a) *Renovations needed to existing facility*
  - b) *Room addition needed*

## **SECTION 7.3-PUBLIC BUILDINGS PLAN (GOALS AND OBJECTIVES)**

### ***Themes    Community Integrity***

***Statement:    Preserve the small-town heritage, socio-economic diversity, and jobs/housing balance that make Terrell unique***

### ***Vibrant Downtown***

***Statement:    Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.***

**GOAL STATEMENT:** *The goal of the Public Buildings element of this plan is to produce aesthetically pleasing, functional, low maintenance facilities that contribute to the overall economic prosperity of the community.*

### ***City Hall***

*Objective 1: Consider minor low-cost retrofits to the current structure that would enhance the aesthetics of the building and provide support for failing structural systems.  
(Timeline for completion: 2018-2028)*

*Objective 2: Look for office space or vacant facilities that could be leased for a period of ten (10) years and re-locate certain City offices or departments such as engineering and municipal development.  
(Timeline for completion: 2018-2028)*

*Objective 3: Renovate the Fire Bay at City Hall into a larger Council Chambers, once Fire Station #1 is re-located.  
(Timeline for completion: 2018-2028)*

*Objective 4: Begin plans to locate a suitable existing structure that could be renovated or a site large enough to construct a new City Hall complex.  
(Timeline for completion: 2035-2045)*

### ***Fire Stations***

*Objective 1: Re-locate Fire Station #1 to a site on Poetry Rd. on city-owned property.  
(Timeline for completion: 2020-2023)  
Estimated Costs: \$3,000,000.00*

*Objective 2: Initiate repairs and renovations to fire Station #2.  
(Timeline for completion: 2018-2028)  
Estimated Costs: \$250,000.00*

*Objective 3: Construct Fire Station #3 on city-owned property at Mike Cronin Business Park  
(Timeline for completion: 2023-2028)  
Estimated Costs: \$3,000,000.00*

***City Service Center***

*Objective 1: Phase II Improvements  
(Timeline for completion: 2020-2023)  
Estimated Costs: \$1,000,000.00*

***Police Station***

*Objective 1: Retrofit the Outbuilding (shed) with partial masonry  
(Timeline for completion: 2018-2028)  
Estimated Costs: \$250,000.00*

***Terrell Public Library***

*Objective 1: Consider operating programs in donated space for the next several years.  
(Timeline for completion: 2018-2018)*

*Objective 2: Begin plans to locate a site large enough to construct a new Library somewhere  
in the ½ mile downtown study area.  
(Timeline for completion: 2028-2038)*

***Carnegie Library/Terrell Heritage Museum***

*Objective 1: Continue to maintain and initiate minor repair work to the museum at current  
levels for the next several years.  
(Timeline for completion: 2018-2018)*

*Objective 2: Consider major renovations and retrofits to the existing structure.*

*(Timeline for completion: 2028-2038)*

*Estimated Costs: \$3,000,000.00*

### ***Parks Buildings***

*Objective 1: Consider renovations and retrofits to the Breezy Hill Community Center (add kitchen).*

*(Timeline for completion: 2018-2023)*

*Objective 2: Demolish the annex building located on 9<sup>th</sup> Street near the entrance to Ben Gill Park.*

*(Timeline for completion: 2018-2023)*

*Objective 3: Begin plans to locate a site large enough to construct a new natatorium.*

*(Timeline for completion: 2028-2038)*

### ***Senior Citizen Center***

*Objective 1: Consider improvements to the existing parking area to alleviate problems associated with drop off.*

*(Timeline for completion: 2018-2023)*

### ***Airport***

*Objective 1: Consider improvements to the existing hanger area.*

*(Timeline for completion: 2018-2023)*

*Estimated Costs: \$1,000,000.00*

*Objective 2: Consider constructing a new fire-based operator building*

*(Timeline for completion: 2023-2028)*

*Estimated Costs: \$1,000,000.00*



### ***Animal Control***

*Objective 1: Consider renovations to the existing structure to include the addition of a front lobby area and separated staff offices.*

*(Timeline for completion: 2018-2023)*

*Estimated Costs: \$50,000.00*

*Objective 2: Consider additions to the rear of the existing structure to include the creation of a storage area and separate quarantine and feline impound areas.*

*(Timeline for completion: 2023-2028)*

*Estimated Costs: \$50,000.00*

## **SECTION 7.4-PUBLIC BUILDINGS-SOURCES OF POSSIBLE FUNDING**

*Possible funding sources for proposed improvements would include Grant funds as might be available through the **USDA-Rural Development Community Facilities Grant**. This fund provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grants are authorized on a graduated scale. Applicants located in small communities with low incomes will receive a higher percentage of grants. Grants are available to public entities such as municipalities, counties and special-purpose districts, as well as non-profit corporations and tribal governments. In addition, applicants must have the legal authority necessary for construction, operation and maintenance of the proposed facility and also be unable to obtain needed funds from commercial sources at reasonable rates and terms.*

*EXHIBIT H*  
*EXISTING PUBLIC BUILDINGS INVENTORY*

*PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE  
PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.*

*EXHIBIT I*  
*PUBLIC BUILDINGS IMPROVEMENTS*

*PLEASE SEE THE FULL SIZE MAP EXHIBIT. A REDUCED MAP EXHIBIT WILL BE  
PLACED HERE IN THE FINAL DRAFT OF THIS DOCUMENT.*

*CAPITAL IMPROVEMENTS PROGRAM*



# CAPITAL IMPROVEMENTS PROGRAM

## SECTION 8.1-FINANCIAL ANALYSIS

### *a. Past, Present, and Anticipated Sources and Amounts of Income; Annual Budgets; and Operating Costs*

*The **General Fund** is the City's primary operating fund. It accounts for all financial resources of the general government, except those required to be accounted for in another fund. Sources of income for the General Fund in Terrell are revenues from ad valorem taxes, sales taxes, franchise taxes, occupancy taxes, fines, fees, license and permits, service revenues, penalties and late payments, interest and miscellaneous revenues.*

***Enterprise funds** are used to account for a city's business activities that receive a major portion of their funding from user charges. Sources of income for the Enterprise Fund (Utility System and Airport) are revenues from the water and sewer systems, administrative and other sources.*

***Special Revenue Funds** are used to account for revenue that is earmarked by law or by city policy for specific purposes such as the Tourism Fund, Impact Fee Fund and Tax Increment Finance Fund.*

***Capital Projects Funds** account for all financial resources and expenditures for the acquisition or construction of major capital facilities. These include the Capital Improvement Fund and Utility Capital Reserve Fund.*

*The **Debt Service Funds** account for money set aside to pay the principal and interest on long-term debt. Lastly, the **Internal Service Funds** are used to account for revenue and expenses for services rendered by one city department to another<sup>6</sup>.*

*Sources of expenditures include **Personnel & Personal Services, Supplies, Maintenance Contractual Services Capital Outlays and Debt Service.***

*The following tables show the past, present, and anticipated income and expenses of the general fund for the Terrell. The city adopts an annual budget each year.*

<b>Table 8.1-City of Terrell Actual Income and Expenditures for Prior Years-Governmental Activities</b>			
<i>Fiscal Year</i>	<i>Revenues</i>	<i>Expenses</i>	<i>Excess (Deficiency)</i>
2012-2013	\$28,004,765	\$23,077,467	\$4,927,298
2013-2014	\$32,888,050	\$28,765,223	\$4,122,827
2014-2015	\$30,905,894	\$29,635,237	\$1,270,657
2015-2016	\$30,959,869	\$26,748,769	\$4,211,100
<i>Source: City of Terrell Finance Department</i>			

<b>Table 8.2-City of Terrell Anticipated Income and Expenditures for General Fund</b>		
<i>Fiscal Year</i>	<i>Total Estimated Revenues</i>	<i>Total Expenditures</i>
2016-2017	\$21,076,960	\$21,036,377
<i>Source: City of Terrell Finance Department</i>		

<sup>6</sup> City of Terrell Finance Department

*b. Direct and Overlapping Public Debt*

<b>Table 8.3-City of Terrell Direct and Overlapping Public Debt</b>		
<i>Public Entity</i>	<i>Debt Outstanding</i>	<i>Estimated Share of Overlapping Debt</i>
<i>City of Terrell Overlapping Debt</i>	<i>\$0.00</i>	<i>\$0.00</i>
<i>Subtotal, Overlapping Debt</i>		<i>\$0.00</i>
<i>City of Terrell, Bonded Debt</i>	<i>\$32,000,000</i>	<i>\$32,000,000.00</i>
<i>General Obligation Bonds</i>	<i>\$4,805,000</i>	<i>\$4,805,000</i>
<i>Certificates of Obligation</i>	<i>\$27,195,000</i>	<i>\$27,195,000</i>
<i>Subtotal, Direct Debt</i>		<i>\$32,000,000.00</i>
<i>Total Direct and Overlapping Debt</i>		<i>\$32,000,000.00</i>
<i>Source: City of Terrell Finance Department</i>		

<b>Table 8.4-City of Terrell Outstanding General Obligation Debt and Schedule of Retirement</b>						
	<i>Certificates of Obligation Tax Supported</i>		<i>General Obligation Bonds</i>		<i>Certificates of Obligation Tax Supported</i>	
<i>Year Ending September 30</i>	<i>Principal</i>	<i>Interest</i>	<i>Principal</i>	<i>Interest</i>	<i>Principal</i>	<i>Interest</i>
<i>2017</i>	<i>\$655,000</i>	<i>\$681,326</i>	<i>\$555,000</i>	<i>\$75,269</i>	<i>\$760,000</i>	<i>\$436,296</i>
<i>2018</i>	<i>\$825,000</i>	<i>\$658,876</i>	<i>\$565,000</i>	<i>\$64,685</i>	<i>\$525,000</i>	<i>\$405,817</i>
<i>2019</i>	<i>\$920,000</i>	<i>\$733,194</i>	<i>\$580,000</i>	<i>\$53,865</i>	<i>\$360,000</i>	<i>\$385,910</i>
<i>2020</i>	<i>\$705,000</i>	<i>\$608,715</i>	<i>\$595,000</i>	<i>\$42,761</i>	<i>\$380,000</i>	<i>\$368,811</i>
<i>2021-2025</i>	<i>\$4,335,000</i>	<i>\$2,664,095</i>	<i>\$1,965,000</i>	<i>\$64,781</i>	<i>\$1,935,000</i>	<i>\$1,559,186</i>
<i>2026-2030</i>	<i>\$4,975,000</i>	<i>\$1,770,903</i>			<i>\$1,485,000</i>	<i>\$1,100,484</i>
<i>2031-2035</i>	<i>\$4,710,000</i>	<i>\$552,615</i>			<i>\$1,000,000</i>	<i>\$766,331</i>
<i>2036-2040</i>	<i>\$410,000</i>	<i>\$78,623</i>			<i>\$1,405,000</i>	<i>\$364,669</i>
<i>2041-2045</i>	<i>\$95,000</i>	<i>\$2,434</i>			<i>\$340,000</i>	<i>\$11,475</i>
<i>Source: City of Terrell Finance Department</i>						

*c. Public Improvements Financing Practices*

*Terrell has historically financed its public improvements through the following means, or some combination of these means:*

- i. Cash Reserves*
- ii. Utility Fund Surpluses*
- iii. Certificates of Obligation*
- iv. Bonds*
- v. Loans*
- vi. Intergovernmental Grants*
- vii. Public-Private Partnerships*
- viii. Tax Increment Financing*
- ix. Development Agreements*
- x. Impact Fees*

*d. Recommended Standards Concerning Debt Limitations*

*Debt as a Percentage of Assessed Property Value: General obligation debt outstanding (debt backed by the full faith and credit of the city) should not exceed 10% of the assessed value of property in the City. More fiscally conservative communities use six percent as the upper limit for direct debt. Less fiscally conservative communities calculate direct debt using market value rather than assessed value.*

*The total assessed taxable value of the property in Terrell in 2016 was \$1,052,726,582. Based on a benchmark of 6 to 10 percent of assessed property value, Terrell's local tax base could support between \$63,163,595 and \$105,272,658 million in general obligation debt. Terrell's current tax-supported debt is \$32,000,000.00 million.*



*Per capita bonded indebtedness: Debt to household ratio should not exceed \$1,500-\$2,000. At the time of this report, the city's debt to household ratio for property tax supported debt was \$5,834.*

*Annual Debt Service: Annual debt service should not exceed twenty percent (20%) of annual revenues. At the time of this report, annual property tax supported debt service was at approximately 5.9% of annual revenues, which is well below the recommended standard of 20%.*

### **FINANCIAL HIGHLIGHTS FROM FY 2015-2016<sup>7</sup>**

*The assets and deferred outflows of resources of the City of Terrell exceeded its liabilities and deferred inflows of resources at the close of the most recent fiscal year by \$71,284,722 (net position). Of this amount, \$2,345,747 (unrestricted net position) may be used to meet the City's ongoing obligations to citizens and creditors in accordance with the City's fund designation and fiscal policies. The City's total net position increased by \$3,786,089 from operations. As of the close of the fiscal year, the City of Terrell's governmental funds reported combined ending fund balances of \$16,040,796, a decrease of \$5,521,136 in comparison with the prior fiscal year. Approximately 32% of this total amount, \$5,175,577, is available for spending at the City's discretion (unassigned fund balance). At the end of the current fiscal year, unassigned fund balance for the General Fund was \$5,199,720 or 29% of the total General Fund expenditures.*

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<sup>7</sup> City of Terrell 2015/2016 Independent Audit prepared by Pattillo, Brown, and Hill, L.L.P.

## SECTION 8.2-CAPITAL NEEDS LIST

a. *The Capital Needs List consists of the capital items that are a part of this study and are under the jurisdiction of the City i.e. water, wastewater and streets. These items have been specifically recommended and prioritized under the water, wastewater and street system plans previously set forth in this document. These are given in Table 8.5 in summary form.*

b. *Report of possible effects of members of protected classes under Federal Fair Housing Laws.*

1. *Affordable fair housing opportunities*

*The City is striving to create fair housing opportunities throughout the City, but especially outside of areas of geographic concentration of protected classes. The City of Terrell's housing plan goal 5, objective 1 states: "Educate potential homeowners of their ability to qualify for a mortgage". In addition, Objective 1 states: "Inform potential homeowners of various programs that may be available through TDHCA such as "My First Texas Home".*

2. *Target area and city-wide projects*

*The proposed target area projects in areas of geographic concentration of protected classes are the street improvement projects, water line replacements and sewer line replacements. These projects will have a positive impact on the residents of these areas. The street improvement projects will provide smoother and safer streets. The water line replacement projects will provide larger lines and therefore will increase fire protection in the areas. The sewer line replacement projects will replace obsolete lines and therefore reduce the risk of raw sewage contaminating water supplies. The proposed city-wide projects will not be located in areas of geographic concentration of protected classes.*

3. *Equal Treatment and access for disabled persons to public facilities.*

*Most City facilities are accessible to persons with disabilities, as will be all future public facilities built by the City of Terrell.*

**Table 8.5-City of Terrell-Capital Needs List**

Category	Name	Location	Priority Type	Cost Estimate	Priority
		<b>SA West</b>			
Streets	Griffith Ave.	Walnut-Rockwall	Necessary		1
Streets	Rosehill Rd.	City Limits-Lincoln Ln.	Necessary	\$11,005,072	2
Streets	Windsor Ave.	Rosehill-Rockwall	Necessary	\$2,596,036	3
Streets	Windsor Ave.	Rockwall-FM 2578	Necessary	\$1,350,425	3
Streets	Moore Ave	Moore/SH 205 Intersection Improvements	Necessary	\$1,005,000	4
Streets	West End St	FM 148-Bradshaw St.	Necessary	\$3,843,656	5
Streets	West End St.	Bradshaw St.-Ann St.	Necessary	\$2,114,520	6
Streets	Bradshaw St.	West End St-Moore Ave.	Necessary	\$2,114,520	7
Streets	Griffith Ave.	City Limits-Lovers Ln	Necessary	\$5,861,696	8
Streets	Future FM 986	Griffith-City Limits	Necessary	\$10,097,141	9
Streets	Las Lomas Pkwy	S City Limits-Spur 557	Necessary	\$1,549,201	10
Streets	Las Lomas Pkwy	Spur 557-Apache Trl	Necessary	\$1,273,831	11
Streets	Las Lomas Pkwy	Spur 557-Apache Trl	Necessary	\$1,496,018	12
Streets	Las Lomas Pkwy	Apache Trl-US 80	Necessary	\$5,068,175	13
Streets	Town Drive N	Future FM 986-FM 986	Necessary	\$3,259,550	14
		<b>SA East</b>			
Streets	Windsor Ave.	Home Depot-SH 34	Necessary	\$980,099	1
Streets	Ninth St.	Eulalia Dr.Town N Dr.	Necessary	\$4,042,324	2
Streets	Town North Dr	SH 34-Future SH 34	Necessary	\$2,194,518	3
Streets	SH 34	S. Virginia-US 80	Necessary	\$1,500,000	4
Streets	SH 34	US 80-City Limits	Necessary	\$750,000	5
Streets	No.1 British Flying School Blvd	SH 34-Airport	Necessary	\$1,288,568	6
Streets	Rochester St.	S. Virginia-Gardner St.	Necessary	\$1,560,698	7
Source: City of Terrell					

**Table 8.5-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location/Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Priority</i>
Wastewater	WWTP Improvements Phase I	Necessary	\$6,000,000	1
Wastewater	Poetry EST	Necessary	\$3,500,000	2
Wastewater	Upsize and Relocate Market Center LS/FM	Necessary	\$1,800,000	3
Wastewater	East Moore Various Locations Identified for Water and Wastewater Main	Necessary	\$5,000,000	4
Wastewater	WWTP Phase II	Necessary	\$14,000,000	5
Wastewater	Bachelor Creek Phase IV Construction	Necessary	\$4,250,000	6
Wastewater	Rose Hill List Station Expansion, 10" Force Main	Necessary	\$7,000,000	7
Wastewater	36" Gravity Main	Necessary	\$2,200,000	8
Wastewater	30" Wastewater Main Replacement	Necessary	\$1,035,000	9
Wastewater	10"/12"/15" Wastewater Main Replacement	Necessary	\$1,720,000	10
Wastewater	10"/12" Wastewater Main Replacement	Necessary	\$1,473,000	11
Wastewater	10"/12" Wastewater Main Replacement	Necessary	\$1,158,200	12
Wastewater	New 16 MGD List Station, 36" Wastewater Gravity Main and 20" Wastewater Force Main Construction	Necessary	\$10,990,800	13
Wastewater	30" Force Main	Necessary	\$10,576,000	14
Wastewater	36" Force Main	Necessary	\$17,380,100	15
Wastewater	New 7 MGD Lift Station	Necessary	\$3,450,000	16
Wastewater	18"/21" Wastewater Main Construction and 24"/30" Wastewater Main Replacement	Necessary	\$3,273,400	17
Water	Undersized Water Mains and Miscellaneous Rehabilitation	Necessary	\$7,000,000	1
Water	3 MG GST Construction and Expansion of Existing 12 MGD Pump Station to 20 MGD	Necessary	\$3,588,000	2
Water	16" Water Pipeline Construction	Necessary	\$3,845,900	3
Water	12"/16" Water Pipeline Construction	Necessary	\$765,100	4
Water	24" Water Pipeline Construction	Necessary	\$1,348,200	5
Water	12" Water Pipeline Construction	Necessary	\$545,930	6
Water	16" Water Pipeline Construction	Necessary	\$726,300	7
Water	20" Water Pipeline Construction	Necessary	\$4,979,100	8
Water	16"/20" Water Pipeline Construction	Necessary	\$5,496,600	9
Storm Drainage	Alamo Drainage Corridor	Necessary		1
<i>Source: City of Terrell</i>				



**Table 8.5-City of Terrell-Capital Needs List**

<i>Category of Project</i>	<i>Location</i>	<i>Description</i>	<i>Priority (Type)</i>	<i>Cost</i>	<i>Priority</i>
<i>Public Buildings</i>	<i>Fire Stations</i>	<i>Re-locate Fire Station 1</i>	<i>Necessary</i>	<i>\$3,000,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Fire Stations</i>	<i>Initiate Repairs to Fire Station #2</i>	<i>Necessary</i>	<i>\$250,000</i>	<i>2</i>
<i>Public Buildings</i>	<i>Fire Stations</i>	<i>Construct Fire Station #3</i>	<i>Necessary</i>	<i>\$1,035,000</i>	<i>3</i>
<i>Public Buildings</i>	<i>City Service Center</i>	<i>Phase II Improvements</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Police Station</i>	<i>Retrofit Outbuilding with Partial Masonry</i>	<i>Necessary</i>	<i>\$250,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>City Library</i>	<i>Lease Additional Space</i>	<i>Necessary</i>	<i>\$NA</i>	<i>1</i>
<i>Public Buildings</i>	<i>City Library</i>	<i>Acquisition for New Space</i>	<i>Desirable</i>	<i>\$NA</i>	<i>2</i>
<i>Public Buildings</i>	<i>Terrell Heritage Museum</i>	<i>Minor Repair Work</i>	<i>Necessary</i>	<i>\$NA</i>	<i>1</i>
<i>Public Buildings</i>	<i>Terrell Heritage Museum</i>	<i>Major Renovations</i>	<i>Necessary</i>	<i>\$3,000,000</i>	<i>2</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Breezy Hill Community Center renovations</i>	<i>Necessary</i>	<i>\$250,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Demolish Annex Building</i>	<i>Necessary</i>	<i>\$15,000</i>	<i>2</i>
<i>Public Buildings</i>	<i>Parks Buildings</i>	<i>Acquisition for New Natatorium</i>	<i>Desirable</i>	<i>\$NA</i>	<i>3</i>
<i>Public Buildings</i>	<i>Senior Citizen Center</i>	<i>Improve parking area</i>	<i>Necessary</i>	<i>\$10,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Airport</i>	<i>Hanger Area Improvements</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Airport</i>	<i>New Fire-Based Operator Building</i>	<i>Necessary</i>	<i>\$1,000,000</i>	<i>2</i>
<i>Public Buildings</i>	<i>Animal Control</i>	<i>Renovate Existing Structure</i>	<i>Necessary</i>	<i>\$50,000</i>	<i>1</i>
<i>Public Buildings</i>	<i>Animal Control</i>	<i>Additions to Existing Structure</i>	<i>Necessary</i>	<i>\$50,000</i>	<i>2</i>
<i>Source: City of Terrell</i>					

<b>Table 8.6-City of Terrell-Capital Improvements Program</b>				
<i>Year</i>	<i>Category of Project</i>	<i>Priority Number</i>	<i>Cost</i>	<i>Type of Funding</i>
2018-2023	Wastewater	1-4	\$16,300,000.00	Texas Water Development Board, Community Development Block Grant-CDBG USDA
2018-2023	Wastewater	6-17	\$5,389,831.00	Impact Fees
2018-2023	Public Buildings		\$5,825,000.00	Community Development Block Grant-CDBG USDA-Community Facilities Grant
	Fire Stations	1-2	\$3,250,000.00	
	Service Center	1	\$1,000,000.00	
	Police Station	1	\$250,000.00	
	Parks Buildings	1-2	\$265,000.00	
	Senior Citizen Center	1	\$10,000.00	
	Airport	1	\$1,000,000.00	
	Animal Control	1	\$50,000.00	
2018-2023	Water	2-9	\$5,917,888	Impact Fees
2018-2023	Streets	1	\$-----	Bond Funds
2018-2023	Storm Drainage	1	\$-----	2015-2016 Texas General Land Office-Texas Rebuilds