



# COMMUNITY DEVELOPMENT PLAN

## 2000 - 2020

### VOLUME I

# POPULATION HOUSING LAND USE THOROUGHFARES PARKS

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# **INTRODUCTION**

## PURPOSE

In 1970, the City of Whitesboro had an Urban Renewal Project undertaken and carried out by the Urban Renewal Agency of the City of Whitesboro. Activities under Urban Renewal included the spot clearance, rehabilitation and conservation in order to remove blighted and decadent areas in the commercial and residential portion of the City. Since 1970 many significant improvements have been accomplished.

The City of Whitesboro is a complex system of interrelated social, physical and economic elements. As changes occur in the community, each of these factors is affected. This Community Development Plan attempts to identify many of these elements and their relationships to each other. With these elements defined, the Community Development Plan goes further in recommending policies and specific strategies to guide changes, which are in the best interest of the City.

The Community Development Plan, then, is a guidebook to aid the City in making decisions. If actively used and kept current, the Plan can give elected and appointed official's better knowledge of the future impacts of their actions. In addition, it provides them with a technique of evaluating the proposed actions or decisions with respect to stated community goals and objectives.



## **LOCATION**

The City of Whitesboro, Texas is located in western Grayson County. The City is situated 15 miles east of Gainsville and 18 miles west of Sherman. U.S. Highway 82 traverses the northern edge of the City and U.S. Highway 377 bisects the City north to south. U.S. Highway 82 connects to Interstate Highway 35 at Gainsville and to U.S. Highway 75 at Sherman. State highway 56 also traverses the City from east to west. As the major transportation routes of the region, these highways provide easy access to other urban areas of North and Central Texas. The traversal of these major thoroughfares, as well as other lesser roadways, has influenced and will continue to contribute to the development of Whitesboro and the surrounding area. The future development of Whitesboro will also be heavily influenced by the competition which occurs between Whitesboro and the other communities and cities in the "Texoma" region of the State.

**POPULATION**

## INTRODUCTION

The main thrust of this Community Development Plan is to suggest clear, practical guidelines for Whitesboro officials to use when determining and addressing the service demands of its citizenry. The first major step in discerning citizen needs and demands is to identify and project pertinent demographics of the local population. Therefore, analysis of past, current, and future population estimates is a crucial factor in the development of this plan.

Decision-makers can then use the analyses of population estimates to determine key implications regarding service delivery. For example, an increasing population generally signals the need for an increased employment market, an extension of community facilities and utilities, and the allocation of additional acreage to fulfill land use demands; whereas, a stabile population trend mostly requires community planning for maintenance, improvement, and modernization of services and facilities.

More particularly, the amount and general type of potential growth and/or improvement for Whitesboro is mostly predicated on its population size, composition, and spatial distribution. The population size expresses the overall

dimensional requirements of the physical environment, and serves as a basic benchmark by which to estimate and categorize the spatial demands for various land uses. When the element of time is introduced, and future trends in population size are estimated, a rational basis is formed for approximating the timing, sizing, and extent of future public and private improvements. It is especially important to emphasize that holding capacity projections and facility planning are dependent on an adequate understanding of the timing and distribution of future population patterns. In short, projected population demand is the rational basis for sizing infrastructure and estimating the optimal timing of capital expenditures. Suffice it to say, cities cannot properly budget for service delivery without a basic knowledge of its population trends.

## **PAST POPULATION TRENDS**

The existing and past population levels for Whitesboro are depicted in Table 1. As indicated, the population had a positive trend from 1940 to 1960. Then, after a dip in the population in 1970 the City had another positive increase during the last three decades. From the 1940's through the year 2000, the City gained an estimated total

of 2,180 residents; a yearly increase of over 2.3 percent per year. The 2000 estimated population, based on the 2000 housing inventory, is 3,740 persons, which represents a noteworthy increase (more than 16%) since the 1990 total population was determined and reported by the census.

The population growth/decline trend experienced by Whitesboro is not common for smaller cities. During the 60's through the 70's, a migration from the rural setting to the major metropolitan areas was experienced. Now, however, the trend has reversed with a significant portion of the population returning to the rural setting. Population growth in Whitesboro, in part, can be attributed to the attraction a rural life-style has for many people and the tranquility offered. This is especially true where the employment opportunities provided by major metropolitan areas are within acceptable commuting distance to rural communities. In Whitesboro's case, both Gainesville and Sherman are both within 30 minutes. For this reason, the population of Whitesboro is expected to continue to grow.

The age composition of a population provides a profile illustrating when and where the greatest need for various types of public expenditures will be required in order to meet citizen demand. The population pyramid arranges all elements of the

population into age groups or cohorts, generally by five-year increments. The population is further divided according to sex.

**TABLE 1**  
**WHITESBORO**  
**POPULATION GROWTH**

<u>YEAR</u>	<u>POPULATION</u>
1940	1,560*
1950	1,854*
1960	2,081*
1970	1,839*
1980	1,974*
1990	3,209*
2000	3,740**

\* SOURCE: U.S. BUREAU OF THE CENSUS

\*\*BASED ON 2000 HOUSING SURVEY INVENTORY CONDUCTED BY SWC - MSC

Figure 1 illustrates the 1990 population pyramid constructed for Whitesboro. The pyramid fairly vertical which means that all population age groups are almost equally represented. With this arrangement no one population group needs out weighs any

other group. All age group needs should be addressed equally. The median age of the Whitesboro population is 38.3 years. 54.5 percent of the total population is female, compared to 45.5 percent on the male side of the equation.

Since 23.4 percent of Whitesboro's population is over 65 years of age, 25.1 percent is under 18 years old, and 33.8 percent is 25 to 54 years old, it is evident that the demand for City services must meet the needs of a broad range of age groups, including the young and the elderly.

The 1990 population composition is shown in Table 2 and illustrated in Figure 2. As shown, in 1990 Whitesboro was 98.7 percent White, 0.1 percent Black, 0.5 percent American Indians, 0.2 percent Asian or Pacific Islander, and 0.5 percent other. 1.3 percent of Whitesboro's population is classified as Hispanic Origin of any race.

**TABLE 2**  
**WHITESBORO**

**1990 POPULATION COMPOSITION\***

<b>CLASSIFICATION</b>	<b>1990</b>	<b>%</b>
White	3,166	98.7%
American Indian	16	0.5%
Asian or Pacific Islanders	7	0.2%
Black	3	0.1%
Other Race	17	0.5%
Hispanic Origin (of any race)	41	1.3%
Handicapped	80	2.5%
Female Heads of Households	87	2.7%

\*Based on 1990 U.S. Census

## **POPULATION PROJECTIONS**

Population projections provide the most basic planning assumptions required for strategically addressing future public needs. Any change in population trends is affected by birth rates, death rates, and migration. Because an accurate manner of recording this data has not yet been devised, population projections must be based on potential for growth, local and regional trends, and economic conditions. Three



based on potential for growth, local and regional trends, and economic conditions.

Three significant assumptions specific to Whitesboro help form the basis from which to project the 2000, 2010, and 2020 populations, and are listed below:

1. Whitesboro will continue to exist as a viable community.
2. Whitesboro's commercial/industrial base will moderately increase.
3. Whitesboro will provide an appropriate level of basic services to its existing and future citizenry, such as water, sewer, and community facilities.

The population projections for Whitesboro are contained in Table 3 and are graphically illustrated in Figure 3. In addition to the assumptions mentioned earlier, these projections were based on the five more general assumptions listed below:

1. There will be no major depression, war, or plague.
2. There will be no great discovery of natural resources in the area or a change in producing presently discovered resources in such a way that will significantly affect the economy and natural growth of the community.
3. The fertility rate will remain consistent with the present figures.
4. The age at first marriage will not significantly change relative to the present averages.

5. The form of government, economy, and social organization in the city, county, state, and nation will not change considerably.

Over the 60 year period between 1940 and 2000, the Whitesboro population increased by 2,180 people (a 1.5% annual compounded growth rate). In developing the population projections for Whitesboro, past population data and current population trends were utilized (in addition to the assumptions and analysis above) to project anticipated future population levels. Although the efficiencies afforded by accurate population projections are desirable, it is unlikely that conditions will remain constant enough for such projections to be completely accurate. Therefore, in order to assure adequate services to citizens, when planning a community's holding capacity and facilities, it is better for population projections to be a little too high than too low. Based on this analysis, the future population of Whitesboro is expected to be 4,150 residents by 2010, and 4,500 residents by 2020.

It should be understood that regardless of population, the principals of good on-going planning should still be applied. The changing society, migration, and birth control can change immensely in 20 years; however, the projected population, whether reached 5 years early or 10 years late, will require basically the same number of facilities for the projected number of people. The City should set and strive to

achieve goals for both the desired population levels and the facilities necessary to accommodate the resultant population demands.

Population density is important to numerous facets of the planning program - land use projection, utility projection, planning for schools and parks, all require a knowledge of population density. The demand for public facilities is sometimes created by population location, and other times the population may be the result of the presence or availability of public facilities. The Population Distribution Map locates the existing and projected populations. The number of future residences, which will locate in specific areas, is unknown due to individual preference; therefore, the location of the density shown could change. The total growth of the City will still require a specific amount of land area. The population distribution is shown in Figure 4.

TABLE 3

**WHITESBORO**

**POPULATION PROJECTIONS**

<u>YEAR</u>	<u>POPULATION</u>
2000	3,740
2005	3,900
2010	4,150
2015	4,320
2020	4,500

**HOUSING**

## INTRODUCTION

Safe, sanitary shelter from exposure to nature's harsh elements is one of our most basic and universal human needs. Addressing this fundamental need, is a primary duty of every responsible Texas municipality; it is incumbent upon every community to assure that there is equal opportunity for all its citizens to acquire and maintain adequate housing.

Since housing is certainly one of the most prevalent of all urban land uses, housing conditions are crucial to every city's economic future. The physical characteristics of a community's housing stock have become key indicators of the quality of life enjoyed by its citizens. Further, adequate housing supply is basic to most economic development efforts for any given community or region. Based on the foregoing observations, it is quite apparent that the healthy growth and stability of each Texas community depends on universal availability of safe, attractive housing.

In order for a community to evaluate its efforts in assuring universal availability of good housing, it must first assess its existing housing stock. The primary reasons

for assessing the housing stock as part of a community development planning process can be summarized as follows:

(1) to address critical issues affecting the safety, value and attractiveness of housing;

(2) to determine the availability of units in the housing inventory for purchase and rent by families of lower economic income levels;

(3) to analyze housing conditions in order to determine whether it is necessary to prepare housing programs and activities for the purpose of upgrading or stabilizing existing housing and neighborhoods within the subject community, and;

(4) to determine the extent of housing inventory within the community which is available for rent or purchase by families migrating into the City, or by local families with changing housing desires or needs.

# HOUSING GOALS

The goals set forth below are presented to ensure decent housing for all citizens.

## **GOAL 1. ASSURE THAT ALL HOUSING WITHIN THE COMMUNITY IS MAINTAINED IN A DECENT, SAFE, AND SANITARY CONDITION FOR ITS USEFUL LIFE.**

Although Whitesboro will add new dwelling units, the existing units must be adequately maintained in order to meet the local housing demand and foster a stable housing environment. Thus, it is important to direct attention to the maintenance of the existing housing stock. Housing should meet appropriate health and safety standards, and comply with the provisions of the local Construction Code for new or existing housing.

### **Policies:**

- \* Encourage high-quality construction of all new housing.
- \* Assure that the design quality of all housing does not contribute to future, long term blight.
- \* Discourage homeowners from neglecting the proper maintenance of their properties.



- \* Consider adopting maintenance standards and enforcement methods.
- \* Promote housing improvements and well planned rehabilitation programs.
- \* Remove dilapidated structures to help assure the health, safety, and welfare of all citizens.

**GOAL 2. A SUFFICIENT CHOICE OF ADEQUATE HOUSING SHOULD BE PROVIDED TO MEET THE NEEDS OF THE INDIVIDUALS OF ALL SOCIO-ECONOMIC BACKGROUNDS.**

Households earning less than 80 percent of the local median income and paying more than 30 percent of their income for housing are considered to have a housing need.

**Policies:**

- \* Develop a range of available housing opportunities within the City.
- \* Zone the land in areas with housing needs in a manner to promote long term neighborhood stability.
- \* Identify and participate in new programs that provide housing assistance to eligible residents and historic preservation efforts.

- \* Provide public assistance and/or incentives to foster good quality, low to moderate priced housing.

## **EXISTING HOUSING CONDITIONS**

In order to form a basis for planning activities that provide for adequate housing in the City of Whitesboro, it is necessary to determine the condition of the existing housing stock. To compile this information, an exterior survey of the condition of housing structures was conducted in January of 2000. Housing units were further classified using the following four categories:

- |                        |                          |
|------------------------|--------------------------|
| 1. Standard Condition  | 3. Major Deterioration   |
| 2. Minor Deterioration | 4. Dilapidated Condition |

Further explanation of the structural condition categories is given below for clarity of definition.

Standard Condition: A standard structure is defined as one that basically has no defects.

Minor Deterioration Condition: A structure requiring minor or no apparent structural repair, but within the planning period, will require such maintenance to retain its value and usefulness. Examples of minor defects are:

1. Light damage to steps or porches, or mobile home skirting and siding;
2. Slight wearing away of mortar between bricks or other masonry;
3. Small hairline cracks in the walls, plaster or chimney or mobile home siding separations;
4. Torn screens or cracked window panes;
5. Slight wear of door sills and frames, window sills or window frames; and,
6. Broken gutters or downspouts.

Major Deterioration: Those units exhibiting a need for additional repair that would normally not be provided during a regular course of maintenance. Such units have one or more deficiencies that are of an intermediate nature, and that must be corrected if the unit is to continue providing safe and adequate shelter for the occupants. Examples of intermediate defects are:

1. Holes, open cracks, rotted, loose or missing materials over a small area of the foundation, roof, or wall (or siding of mobile home);
2. Shaky or unsafe steps, rails, and porches;

3. Broken or missing window frames;
4. Rotted or loose window frames that are no longer rain or wind-proof;
5. Loose, broken or rotted stair treads, risers, balusters, or rails;
6. Deep wear on door sills, frames, steps, or porches;
7. Missing bricks or cracks in the chimney, trim on mobile homes; and,
8. Makeshift chimneys, such as stovepipes or other un-insulated pipe leading directly from stoves to the outside through a hole in the window, wall, or roof.

Dilapidated: Units that, in their present condition, do not provide safe or adequate shelter, and endanger the health, safety, and well being of the occupants. Such units have one or more critical defects, or have a combination of intermediate deficiencies in sufficient number or extent to require considerable repair, or are of inadequate construction. The defects are either so critical or widespread that the structure will have to be extensively repaired, reconstructed, or demolished.

Examples of critical defects are:

1. Holes, open cracks, loose, rotted, or missing materials over a large area of the foundation, walls, or roof, including the framework of mobile homes;
2. Sagging roof ridges, eaves, or out of plumb walls, including mobile home walls ; and,
3. Extensive damage caused by fire, storms, flooding, termites, etc.

During the course of the housing survey, dwelling structures were also identified according to four basic types: single-family, mobile homes, multi-family, and group Quarters. Single-family units were defined as such if they were originally designed to provide living quarters for one family unit and were of a permanent nature. Mobile homes included those housing units which were designed to be transported over public streets and highways with a minimum of effort and congestion, and whose original design had not been altered so as to detract from their ability to be readily moved. Multi-family units include those which were observed to be originally designed to provide living quarters for two or more families and were of a permanent nature. Group quarters are structures that are designed to include bedrooms for a multiple of unrelated individuals that are served by common service facilities, and are normally used as nursing homes, dormitories, or prisons.

## **HOUSING ANALYSIS**

Based on the results of the housing survey, it was determined that a total of 1,598 housing units (group quarters not included) exist in Whitesboro. Of this total, 1,290

) units (80.7 percent) are classified as single-family; 79 (4.9 percent) as mobile home, 229 units (14.4 percent) as multi-family. Group quarters included 100 units.

The housing survey provided the following results concerning housing condition (group quarters not included): 1,249 units, or 78.2 percent, are classified as being in standard condition; 286 units, or 17.9 percent, are classified as having minor deterioration; 60 units, or 3.7 percent, are classified as having major deterioration; and 3 units, or .2 percent, are classified as dilapidated. Existing housing locations and characteristics for Whitesboro are provided in greater detail in Figures 5, 6, and 7, and in Tables 4 and 5 below.

) Substandard housing units are found in many areas of the City, most of which are classified as having either minor or major deterioration, and could be economically repaired. However, some of housing units are dilapidated, and should be condemned and removed.

**TABLE 4**  
**CITY OF WHITESBORO**  
**EXISTING HOUSING UNITS**

<b>Housing Type</b>	<b>Number</b>	<b>% of Total</b>
Single-Family	1,290	75.9%
Multi-Family	79	4.7%
Mobile Home	229	13.5%
Group Quarters	100	5.9%
<b>Total</b>	<b>1,698</b>	<b>100.0%</b>

Source: Field Survey Conducted by SWC - MSC in January 2000

At the time the survey was conducted, 33 single family/mobile home units were identified as vacant, and are geographically depicted in Figure 7. Of these 33 vacant units, 3 structures were considered to be in a dilapidated condition and unsafe for habitation.

**TABLE 5**  
**CITY OF WHITESBORO**  
**EXISTING HOUSING CONDITIONS**

Condition	Single-Family	Multi-Family	Mobile Home	Group Quarters	Total
Standard Condition	982	227	40	100	511
Minor Deterioration	252	0	34	0	286
Major Deterioration	53	2	5	0	60
Dilapidated	3	0	0	0	3
Vacant*	31	16	2	16	65

Source: Field Survey Conducted by SWC - MSC in January 2000

\*Vacant units are a subset of housing in all conditions.

**TABLE 6**  
**CITY OF WHITESBORO**

**1990 HOUSING OCCUPANCY CHARACTERISTICS\***

TOTAL PERSONS IN OCCUPIED UNITS*	PERSONS IN OWNER OCCUPIED	PERSONS IN RENTER OCCUPIED	NUMBER OF VACANT UNITS
3,127	949	360	156

\*Excludes 100 persons in group quarters

SOURCE: U.S. CENSUS BUREAU, 1990



**TABLE 7**  
**CITY OF WHITESBORO**

**1990 GENERAL HOUSING CHARACTERISTICS**

TOTAL HOUSING UNITS	OCCUPIED HOUSING	MEDIAN VALUE	MEDIAN RENT	MEDIAN MONTHLY OWNER COSTS	
				W/MORTGAGE	W/O MORTGAGE
1,465	1,309	\$38,600	\$206	\$503	\$182

SOURCE: U.S. CENSUS BUREAU, 1990

The normally accepted vacancy rate is approximately five percent to ensure an adequate supply of housing is available at all levels of the housing market. Based on the estimate of an average of 2.39 persons per household, allowing for a five percent vacancy rate, and reflecting anticipated future population levels, the estimated future total housing needs for the City of Whitesboro has been estimated to be 1,820 units by 2010, and 1,980 units by 2020. If the City grows as projected, and only the 3 dilapidated units are removed, 285 new units will need to be added to the housing stock by the year 2020.

20.5 percent of the existing housing stock in Whitesboro is considered to be in a deteriorating condition, with about 6 percent of the single family units needing major

repair or demolition. In order to maintain the condition of Whitesboro's housing stock, the City should educate its citizens about the importance of maintaining the sound condition of housing. In areas where substandard housing was identified, active code enforcement should be stepped-up. Deteriorating housing should be improved to standard condition, and the dilapidated units should be removed. Over a period of time, every housing unit in the City should be brought into compliance with minimum safe housing standards.

## **HOUSING PLAN**

Housing needs and some of the potential housing issues/problems within the City have been identified above. The prevention and elimination of housing problems in Whitesboro will require the development and implementation of an effective housing program. The public was given the opportunity for comment and review at the City Council meeting in July, 2000 as part of this planning effort. Although this will be an ongoing process, specific actions for the short-term period covering the next five years have been developed. These are listed below:

### **2000 through 2001**

1. Adoption of this Community Development Plan.

2. Publishing in a newspaper of general area circulation that Fair Housing is the Law, and designate a month annually as a Fair Housing Month.

3. Beginning a public awareness program on the need to preserve the existing housing stock.

4. Removal of the vacant dilapidated housing structures.

5. Applying annually to seek HOME funds to improve housing quality and a monthly review for applicable new Housing Programs by checking the Texas Department of Housing and Community Affairs web site (<http://www.tdhca.state.tx.us/hp.htm>).

#### **2001 through 2005**

1. Obtaining annually an updated copy of the State Low Income Housing Plan.

2. Beginning with those units in worst condition, completion of the rehabilitation of at least 60 of the deteriorating housing units in the City by using a combination of the following methods:

A. Strict Code Enforcement.

B. Seeking HOME funds.

- C. Establishing Benevolent Groups to help those unable to help themselves.
  - D. Seeking funding from other housing programs (See State Low Income Housing Plan).
3. Obtaining Federal/State financial assistance for housing improvements.
4. Development of strategies to obtain and use the HOME Program created by the National Affordable Housing Act (see State Low Income Housing Plan).
5. Based on the projected population and housing needs, an average of 15 housing units being constructed every 12 months (until a total of 285 new units are provided to meet the anticipated 2020 housing demand). This will replace the removed dilapidated units and provide for future housing demands. The construction of the needed housing units should be provided through private home builders responding to local demand. The City should encourage high quality units subject to adopted zoning and subdivision regulations and building codes.

## FAIR HOUSING ACTIVITIES

The City of Whitesboro was under an Urban Renewal Plan where many homes have been removed or repaired. However, the City has not been active in fair housing activities within the last two years. The City should adopt a "Fair Housing Ordinance" and designate a month as a "Fair Housing Month" by council resolution with appropriate published notice in the local newspaper that Fair Housing is the Law.

# LAND USE

# INTRODUCTION

The roots of Urban land use planning in the United States are found in the colonial period (late seventeenth and early eighteenth centuries), when early settlers of the new world started building North American cities on the eastern seaboard. These new American towns reflected the European cultural assumptions generally held by the colonial leadership with regard to human settlement patterns and urban design. Based on Euclidean analyses of the spatial demands created by human need, activities, and functional relationships, colonial leaders had particular geographic areas in and around their communities surveyed and geometrically segmented into functional parcels.

The early colonial urban design methods served the citizens of our new nation quite well so long as the majority of the population lived and worked on farms, and the uses of urban lands imposed a relatively low impact on the living environment of the urban citizenry. However, as the industrial era took hold, populations shifted from farms to cities in order for workers to live in closer proximity to job opportunities. Unfortunately, the operations of these new industrial employers had significant environmental impacts, which especially affected the quality of life experienced by the new job-seeking urban citizens.

The rapid changes in population density and land use intensity presented a new demand in the United States for changes in urban design which would create greater segmentation and separation within the emerging modern land use patterns. As new urban forms evolved in response to evolving market gravity (created by the developing centers of commerce), methods of land use planning also evolved to meet the growing concerns for the health, safety, and welfare of the municipal citizenry. With the industrial age it became especially apparent that a given community's physical future depended on the way the land within its jurisdiction was managed and used. Greater priority had to be given to managing the emerging land use relationships.

The events described in the foregoing history of American urban experience had made it apparent to community leaders that the very quality of life and economic viability of modern communities are greatly affected by the arrangement of its land uses. In fact, today it is obvious to most municipal officials that the degree of harmony, desirability, efficiency, and convenience that a city has to offer to its citizens is largely determined by the quality of public and private land use decision-making within its jurisdiction. Therefore, proper planning for healthy growth and change in a given town or city must begin with a sound local land use planning effort. Consequently, the laws of the State of Texas acknowledge and encourage land use planning as a fundamental activity of responsible local governing bodies.



In order to begin a land use planning effort, it is important to establish a common understanding among participants regarding the basic nature of planning. Fundamentally, a plan is a way of communicating a desired future; a means for transforming thoughts into a reality. In order to produce a plan it is necessary to compare "what is" with "what is desired". Strategies must then be developed to maintain the existing elements deemed desirable, and encourage equitable, healthy change which addresses those desires that are currently unrealized.

The method a public entity uses for formulating such a plan should reflect the political and socio-economic context of its jurisdiction. Within our system of governing (a democratic republic with a capitalistic economy), it is important for a land use plan to (a) express a vision that is shared by local leadership, and (b) acknowledge and respect private property rights. Further, the plan should be formulated in a manner that enables it to function as a guide for capitalizing on local opportunity.

When considering the dynamics affecting land use planning for the City of Whitesboro, several factors affecting market processes and responses should be kept in mind. The pattern of land uses existing in Whitesboro today are developing in response to the on-going and changing needs of the community. The day-to-day activities and

) desires of persons living and/or working in Whitesboro create demand for residential, retail, service, commercial, office, and industrial areas, as well as need for an efficient system of streets and public services. The market and human response to these demands on the existing land use patterns will impact Whitesboro's economic development and affect the relationships of existing and future land uses. The evolving relationships between existing and future land uses will shape the character of the community, and create both short term and long-term impacts on the physical, socio-economic, and political future of Whitesboro.

) Additionally, the development of these land use relationships will be important in the provision and management of public services and facilities throughout the community.

An orderly and compact land use arrangement can be served more easily and efficiently than a random or scattered association of unrelated uses. Providing for and encouraging this orderly and efficient use of land should be a major planning consideration in the City of Whitesboro.

) More specifically, in considering future land use, the present use of land must be analyzed. Future decision-making must consider the conditions existing today. For example, in a given city, the land use patterns often have generally been established, and an overall market consensus on the reasonable range of property values has

been reached. A future land use plan must respect these existing patterns, protect established value ranges, and not jeopardize the socio-economic stability by suggesting adverse changes to land use. A future land use plan also must recognize existing conditions, which may require expansion of certain land uses, as well as trends influencing development that may require allocation of additional land for new uses in presently undeveloped areas.

In order to analyze the present use of land in Whitesboro, and enable community leaders to envision future land use arrangements, the specific nature, location, and intensity of all existing land uses must be considered. Therefore, a thorough and comprehensive examination of land uses was undertaken in January of 2000. All tracts of land within Whitesboro's city limits were examined on a parcel by parcel basis to determine the nature, extent, and quality of use. This information was recorded on specially prepared base maps. The use of each parcel was also classified within a series of land use categories to reflect the City's current patterns of use. These various land use categories are summarized as follows:

1. Residential:

Single-family dwellings

Multi-family dwellings

Mobile homes

2. Commercial
3. Industrial
4. Parks
5. Public and semi-public areas
6. Streets, Alleys and Railroads
7. Vacant Developed
8. Vacant Undeveloped
9. Agriculture

Each of these categories can be generally defined in the manner described below.

1. Residential: Land on which there exists one or more dwelling units, including accessory buildings; the primary use being for sheltering individuals, families, or groups of unrelated persons. The residential land use classification examined four specific types - single-family, multi-family, mobile home, and group quarters. Single-family includes those permanent structures, which were originally designed to provide housing for one family unit. Multi-family housing structures include those which were originally designed to house two or more family units, such as duplexes, and apartment houses. Mobile homes include those housing structures, which were designed to permit mobility over public

streets and highways with a minimum of effort and congestion and have not had significant design alteration (e.g. setting a unit on a permanent foundation, thereby limiting the ability for easy movement). Group quarters include structures providing bedrooms for a group of unrelated individuals that are served by common service facilities, and are normally used for such purposes as nursing homes, dormitories, or prisons.

2. Commercial: Land or buildings where merchandise or services are offered for sale. The primary purpose of the land is to provide a location for housing and displaying merchandise or communicating services in a manner that enhances the convenient retail sale of goods and services. Example: grocery stores, clothing sales, car sales, farm equipment sales.

3. Industrial: Land occupied by buildings or open areas primarily being used for storage, transportation, or manufacturing of a product. Example: manufacturing, construction yards, heavy equipment or material storage, warehousing, wholesale operations, utility stations.

4. Parks: Land devoted to active or passive recreation, or preservation of open space, natural beauty, or environmentally sensitive lands.

5. Public and Semi-Public: Land or buildings occupied by agencies of the government or religious or educational groups. Example: schools, churches, cemeteries, city buildings, post offices, and fire stations.
6. Streets and Alleys and Railroads: This category includes rights-of-way for highways, streets, and alleys opened for use as thoroughfares, land for railroad right-of-way, train storage and switching, and freight and passenger depots.
7. Vacant developed: Land on which none of the uses in 1 through 6 above are performed and where access to streets, sewer service, and water service is readily available.
8. Vacant undeveloped: Land on which none of the uses in 1 through 6 above are performed and where access to streets, sewer service, and water service is not available.
9. Agricultural: Cultivated and range land (five or more acres).

# EXISTING LAND USE COMPOSITION AND ANALYSIS

## Land Use Inventory

The land use inventory is an identification of the current uses of land throughout the planning area. The inventory was graphically recorded on a map (See Figure 8), and the corresponding acreage calculations were tabulated. The land use inventory is not a plan, but rather an important set of data for formulating a plan. To keep the plan current, this inventory should also be kept current. As a new building permit is issued or a tax record is changed, the Existing Land Use Map should be updated and the land use inventory calculations appropriately adjusted. By keeping the land use data current, the City can always assess where it is in relation to its ultimate land use as outlined in the Future Land Use Plan.

The City of Whitesboro is a small north Texas community (3,740 people as of January, 2000) located in western Grayson County. The City of Whitesboro is situated 15 miles east of Gainsville and 18 miles west of Sherman. U.S. Highway 82 traverses the northern edge of the City and U.S. Highway 377 bisects the City north to south. U.S. Highway 82 connects to Interstate Highway 35 at Gainsville and to U.S. Highway 75 at Sherman. State highway 56 also traverses the City from east to west. As the major transportation routes of the region, these highways provide easy access to other

urban areas of North and Central Texas. The traversal of these major thoroughfares, as well as other lesser roadways, has influenced and will continue to contribute to the development of Whitesboro and the surrounding area. The future development of Whitesboro will also be heavily influenced by the competition which occurs between Whitesboro and the other communities and cities in the "North Central Texas" region of the State.

The City of Whitesboro contains a total of 2,018.6 acres. About 55.5 percent, or 1,120.6 acres of the City is developed, while the remaining acreage's are vacant undeveloped (6.7 acres or .3%) and agricultural (891.3 acres or 44.2%). Of the developed land other than right-of-ways, the most prevalent land use is single-family residential, which occupies about 21.4 percent of the City's total developed land area. 1,369 dwelling units occupy the single family and mobile home acreage.

Commercial land use covers a total of 76.3 acres in the City. Due to customer convenience and good access, most of the future commercial land use in the City is expected to develop along highway frontages, with specialty commercial development occurring as infill in the downtown. Industrial sites have also been developed, and include some 18.9 acres, or 0.9 percent of the developed land in Whitesboro.



Public/semi-public land uses in Whitesboro account for a total of 124.7 acres, or 6.2 percent of all land within the City. The majority of this land use is allocated to uses such as schools, churches, post office, municipal government, and utility companies.

### **Analysis of Existing Land Use**

An analysis of both the existing and future development activity in Whitesboro should examine the following basic influences: population growth, housing availability, public utilities and facilities, transportation, and development constraints posed by both the natural and man-made environment.

### **Influence of Population**

Whitesboro's population growth is expected to grow during the 20 year planning period. The 2000 population was estimated to be 3,740 according to the housing survey by SWC/MSC. The 2020 projected population is estimated to be 4,500. Figure 3 graphically illustrates the anticipated population growth (see the Population section of the Community Development Plan for more detail). The demographic characteristics of the population are not anticipated to change significantly.

TABLE 8

## CITY OF WHITESBORO

## EXISTING LAND USE CALCULATIONS

<u>LAND USE</u>	<u>ACRES</u>	<u>%OF GROSS</u>	<u>%OF TOTAL DEVELOPED</u>	<u>AC/100 PERSONS</u>
RESIDENTIAL	480.9	23.8%	42.9%	12.9
SINGLE FAMILY	431.3	21.4%	38.5%	11.5
MULTI-FAMILY	27.3	1.4%	2.4%	0.7
MOBILE HOME	22.3	1.1%	2.0%	0.6
COMMERCIAL	76.3	3.8%	6.8%	2.0
INDUSTRIAL	18.9	0.9%	1.7%	0.5
PARKS	32.5	1.6%	2.5%	0.7
PUBLIC/SEMI-PUBLIC	124.7	6.2%	11.6%	3.5
STREETS AND ALLEYS	303.8	15.1%	27.1%	8.1
VACANT DEVELOPED	83.4	4.1%	7.4%	2.2
VACANT UNDEVELOPED	6.7	0.3%		0.2
AGRICULTURAL	891.3	44.2%		23.8
<u>TOTAL DEVELOPED</u>	<u>1,120.6</u>	<u>55.5%</u>		<u>30.0</u>
TOTAL	2,018.6	100.0%	100.0%	54.0

Based on 2000 land use survey conducted by SWC & MSC.

The additional residential population will place more demand on city services and utilities. As residential properties develop there will also be a proportional increase in the locally generated demand for retail/services. The City has 2.0 acres of commercial land use per 100 population which is the normal based on consultant observations. However, population growth will present good opportunities for growth in retail/service uses serving the local population and through traffic on U.S. Highway 82. Additionally, with U.S. 82 traversing the northern edge of the city it is anticipated that highway passer-by consumers will increase dramatically.

### **Housing Influence**

Whitesboro provides four types of housing opportunities - single family units on permanent foundations, mobile homes, multi-family and group quarters. According to the 1990 census, nearly 89.4 percent of Whitesboro's housing units were occupied. The current occupancy rate for all housing in Whitesboro is approximately 96.9 percent. About 1,290 out of Whitesboro's 1,698 housing units (75.9%) are single-family, and approximately 20.6 percent of the total dwelling units need repair, with 4.3 percent of the single-family units needing major repair or demolition.

With the growth in population, the demand for well-maintained housing of various types will increase. Unless more units are built and maintained, Whitesboro housing

) will eventually be in short supply as evidenced by the population projections, occupancy rates, and the required housing units needed during the planning period. For the City to maintain its stability, adequate and safe housing must be made available to meet the demands of the future. As the City grows, new housing must be planned and constructed, and the existing housing stock needs to be refurbished. For a more in-depth analysis of housing, see the Housing section of this Community Development Plan.

### **Utilities**

) Whitesboro's water and sewer system will need substantial improvement during the planning period. These needs are under study and will be identified in volume II of the Community Development Plan. Attraction of future growth and appropriate levels of service depends on expansion and improvement of the City's sewerage collection and water distribution system. Distribution lines need improvement in order to meet anticipated growth in demand for water service. The sewer service needs improvement of its deteriorated collection system. Storm water drainage improvements also must be made to reduce the incidence of excess run-off of water.

## **Public Facilities**

Public facilities in Whitesboro include churches; a post office; utility sites; a city hall/police station; fire station; library, and schools. Demands of future populations will require future public facility maintenance, and eventual expansion and improvement. A new post office was constructed within the Central Business District in 1999. Additionally, a new city hall is slated for construction in the near future across the street north from the new post office.

## **Transportation**

The City of Whitesboro is served by a Farm to Market roads, State Highways, local streets, and area county roads. All of the main ground transportation features in the City are 2-lanes, with shoulders. As part of this planning effort a thoroughfare plan has been developed in conjunction with the Future Land Use Plan. With the addition of proposed thoroughfares and some pedestrian access facilities, and proper maintenance of the existing transportation facilities the City will be able to accommodating anticipated population growth and resultant increases in land use demand created within the existing City Limits for the foreseeable future.

Whitesboro provides no local air service, however rail transportation facilities are available. The nearest airport outside of Whitesboro is the Municipal airport at Sherman/Denison Airport which is located roughly 17 miles to the east. More significant nearby airport is DFW International Airport (about 65 miles south). The closest major links to international connections and commercial air travel and freight are at the DFW International Airport.

### **Natural and Man-Made Constraints**

Other than the natural constraints of tributaries of the South Branch of Mineral Creek and Mustang Creek, the man-made constraint of the Missouri – Kansas - Texas Railroad and the Missouri Pacific Railroad, and U.S. Highway 82 there are no other significant constraints affecting development in Whitesboro.

Tributaries of the South Branch of Mineral Creek traversing several areas of the northern portions of Whitesboro and a tributary of Mustang Creek on the southeastern corner of the City, have a significant impact the city's growth. The flood hazard areas associated with the above-mentioned creeks have been identified and placed on the maps contained within these studies.

A flood hazard area consists of two sections. The center of the flood hazard area is known as the floodway. This area, which includes the actual water channel, is the area, which cannot be filled without causing increased flooding elsewhere during a 100-year storm. The area extending from the floodway to the outer edge of the flood hazard area is known as the flooding fringe. This higher area can be developed after appropriate study, but habitable structures must be built one-foot above the 100-year flood elevation. The flood hazard area for Whitesboro has been determined and is shown on the existing and future land use plan.

With regard to soil, the two general soil groups within Whitesboro are the Normangee-Crockett-Wilson Soil and the Callisburg-Crosstell-Gasil. The Normangee-Crockett-Wilson Soil is a deep loamy soil that has a very slow permeable rate. The Callisburg-Crosstell-Gasil Soil group is a deep loamy and sandy soil that has a moderate to very slow permeable rate. The City of Whitesboro is dominated by the Normangee-Crockett-Wilson soils, this soil series presents severe limitations for foundation design (moderate to severe shrink swell potential) and septic systems (percs slowly). The City of Whitesboro should adopt and enforce standards for the design and construction of development, and restrict the use of septic systems in order to mitigate the severe limitations posed by its soils.

## **LAND USE GOALS AND OBJECTIVES**

Whitesboro's future land use patterns will significantly influence the quality and cost effectiveness of local transportation, provision of public services, energy consumption, property taxes, land use compatibility, and opportunities for future growth and prosperity. Therefore, the overriding land use goal for the City is:

**GOAL - TO PROVIDE ADEQUATE LAND AREAS FOR FUTURE DEVELOPMENT AND ENCOURAGE THE ESTABLISHMENT OF LAND USE ARRANGEMENTS THAT PROTECT THE HEALTH, SAFETY, AND WELFARE OF WHITESBORO RESIDENTS AND LAND OWNERS.**

Objectives to accomplish this general goal are listed below:

Objective 1 - Create and maintain residential neighborhoods which provide pleasant places for all citizens to live by meeting local housing needs and future market demands.



Objective 2 - Encourage the location of business, office, and industrial centers that: most efficiently utilize local resources; minimize adverse impacts on adjacent uses; and most effectively provide the community with desired products, services, and employment opportunities.

Objective 3 - Develop zoning and subdivision regulations consistent with the Land Use Plan.

The public was given the opportunity in open Council forum at the July 2000 City Council in helping to establish these Goals and Objectives.

## **FUTURE LAND USE**

### **Principles and Process**

In order to formulate, adopt, and implement a plan that accomplishes the foregoing overall goal and objectives, it is important to incorporate certain basic planning principles and processes into the local future land use planning effort. The Future

Land Use Plan expresses projections that are based on sound planning principles, recognizing and supporting existing land uses, community facilities, and physical features. Existing land uses, existing structures, surrounding market areas, transportation patterns, and natural or physical limitations all combine to affect both the planned and actual direction and extent of the City's growth. The needs addressed by the Future Land Use Plan reflect an evaluation of past needs and current trends, as well as the assumption that the City will grow in patterns predicated on those needs and trends. It must be emphasized, that the Future Land Use Plan is intended as a guide to organize the future growth of the City, but does not suggest mandatory compliance.

The plan for Whitesboro suggests that certain areas be reserved and developed for various land uses. The following general action guidelines were used in developing the land use arrangements expressed by the plan:

1. Establish a pattern of land use which creates sound, functional relationships between working, living, and recreational areas.
2. Establish a pattern of land use which minimizes conflict between potentially incompatible land uses.

3. Establish a pattern of land use which provides a balance between demand for different land uses and the opportunities for supplying a reasonable selection of viable, compatible sites.
4. Establish land use assignments that recognize regional opportunities and constraints that affect the local market.
5. Establish a land use pattern which creates a balance between the provision of public services, and the provision of a reasonable selection of land use arrangements addressing private development demands.

Additionally, the locational requirements and preferences regarding land use arrangements are factors to consider in formulating the guiding principles and standards for anticipating the future location and distribution of uses throughout the City. In more definite terms locational requirements consider: health and safety hazards; relative position of uses in terms of both time and distance; relative compatibility of uses; the social implications for the people of the community; the economic feasibility of developing particular uses in particular locations; and the affect of use arrangements on the quality of life and general attractiveness of the Community.

Selecting the pattern and distribution of future land use is best accomplished through:

1. The analysis of existing land use characteristics;
2. The affect of existing infrastructure;
3. The location of existing thoroughfares;
4. The affect of the past, current, and future economy; and,
5. The application of recognized planning principles.

These characteristics and principles, then, establish a "determinant" process by which to judge the optimum use by community standards. The advantage of going through such a process is two-fold. First, it results in a land use plan for the City as represented by the Future Land Use Map. This map is a generalized guide to help keep the long-range plans for the community in perspective. Although the Future Land Use Map cannot be used exclusively to identify the proper use for each lot and parcel, it can be used to assure that individual decisions follow a comprehensive pattern. It also helps in the evaluation of change with respect to public and private benefits.

Second, and perhaps even more important, the establishment of this process provides the City with a method of logically making subsequent land use decisions. Existing conditions, accepted principles, and current policies should be used in the evaluation

of proposed changes. For example, these determinants should be used in considering a rezoning application, selecting the location for a utility line extension, or drafting new development regulations.

It is important to reiterate that the Future Land Use Plan does not attempt to set the specific use for each and every parcel in the planning area. A specific lot-by-lot assignment would both remove the competitive element from the market and suggest overly restrictive limitations to the different uses of a given piece of land. Rather, the Future Land Use Plan should be used to establish the general character and needs of an area. When the Plan is implemented through rezoning, platting, and ultimately development, each parcel should be evaluated by the application of the current policies and recognized planning principles.

### **Recommended Assignment of Land Uses**

The recommendations below are based on the consultant's review and analysis of a combination of: the forgoing general planning principals and existing land use analysis; information from other applicable sections of this plan (as periodically indicated throughout the text above); and the above mentioned goal, objectives, principals, and processes.

## RESIDENTIAL:

Residential, commercial, and industrial uses, each have distinct sets of parameters affecting demand and location within the community. Residential land use demand is basically a function of future population level and average household and lot size. Medium to high density development should be used to serve the needs of certain population groups as well as to provide transition between widely varying intensities of use.

With respect to the location of future residential development, convenient access to major streets, commercial areas, and community facilities must be considered. For Whitesboro, it is anticipated that new residential will be built as: in-fill development/redevelopment, as new subdivisions close to or within current city limits, and as larger lot developments in sparsely populated areas on the outlying areas surrounding the City.

Based on the future size demand and land supply for residential lots in the City and the anticipated future population and household **size, the amount of future demand for single family residential land can be computed. The present average single family home lot size in Whitesboro is approximately 14,600 square feet.** As future annexations occur, and the fringe areas of Whitesboro develop, the average lot

size for single family may increase. Due to the large amount of agricultural land in and around the Whitesboro jurisdiction, Whitesboro could offer one to five acre lots that allow for less density with more privacy, areas for gardening and animals, and plenty of room for children to safely play. Taking the foregoing factors into account, the average lot size for future single family may average close to one acre. The present average household size for single family and mobile homes is estimated to be approximately 2.39 persons. As such, when considering projected population growth and adjusting for a 5% vacancy rate, the future minimum total single family residential land use requirement for the City will be about 716 acres by 2020 which means that approximately 285 more acres of single family residential (on infill lots and fringe area lots averaging close to 1 acre in size) will need to be developed and served over the next 20 years.

Finally, about 10 to 12 acres of medium to high density residential should also be provided near U.S. 82, the Central Business District, and/or to create a buffer between future commercial/industrial and single family uses.

#### COMMERCIAL:

Future commercial land uses are often projected according to the anticipated number of acres of commercial land use per 100 persons of future population. The future

commercial in Whitesboro should be designed as (a) in-fill in the old downtown area to serve local needs, and (b) as highway oriented uses along the highway frontages in order to serve regional, commuter, and passer-by highway traffic.

The design of future commercial establishments should provide for low-intensity, single-level structures which are accompanied by on-site parking and loading facilities. Also, due to regional shopping opportunities in larger nearby communities, the future commercial land usage is mostly needed to serve local and passer-by customers. As such, about 15 to 30 more acres of commercial land is needed by the end of the planning period (2020), for a total future commercial acreage of around 90 to 105 acres (close to 2.0 acres or above per 100 population planning norm).

#### INDUSTRIAL:

Available Whitesboro land is likely to support a substantial residential, agricultural, and retail/service uses; However, with the Industrial land use projections for Whitesboro are significant. Industry should be attracted to Whitesboro as it is convenient to the Dallas-Fort Worth Metroplex, on good transportation routes, such as I.H. 35 to the west at Gainesville and U.S. 75 to the east at Sherman, significant railway frontages, can access lower cost labor forces, can impose fewer bureaucratic restrictions, and lies outside the non-attainment area for air quality. The primary opportunity for



industrial development will be along the railroads in the southern and eastern sectors of the city. Therefore, 75 – 100 or more acres of industrial land have been included in the Future Land Use Plan as a proposed business park to handle such opportunities.

#### **PARKS:**

With respect to parks and open space, locally significant park and pedestrian/open space opportunities exist in Whitesboro. Note that drainage and floodplain constraints should be incorporated into Future Park design and recreation and open space planning. See the Recreation and Open Space plan section of this Community Development Plan for details concerning proposed parks and open space.

#### **RECOMMENDED LAND USE PLAN:**

The spatial arrangement of the land uses considered in the above recommended land use assignments were designed to address: the land use goals and objectives; the constraint and opportunity analysis of existing land use and future needs; and land use planning principles and processes. The resultant pattern was incorporated into the Future Land Use Plan in conjunction with the Thoroughfare Plan and Park Plan, and is graphically illustrated in Figure 9.

It should be especially emphasized that the value of the Plan to the decision-making process is good only as long as the Plan is kept current. The inventory of both man-made and natural characteristics must reflect all changes occurring in the community. A current tally of existing conditions in both graphic and tabular form will not only allow for an up-to-date analysis of needs but will also allow for a measurement of success at achieving the Plan.

The Plan, then, must constantly be updated to reflect the conditions and attitudes of the times. Further, the Future Land Use Map should be used as a guide only to keep incremental changes of the community in perspective. The individual decisions, which actually shape the community, however, should be evaluated with respect to the characteristics and principles discussed throughout this document.

**PARKS**

# INTRODUCTION

This Plan has been prepared for the City of Whitesboro, a public entity responsible for providing adequate, safe and accessible public park, recreation, and open space facilities to all citizens within its jurisdiction. General background information on the City of Whitesboro has been provided below, and is followed by an overview and history of national issues affecting local park, recreation, and open space planning efforts.

Whitesboro is a small north central Texas town with a population of 3,740 as of January 2000. Whitesboro is located in western Grayson County. The city has an elevation range of about 750 to 820 feet above sea level. Whitesboro contains approximately 2,018.6 acres of land. The Whitesboro area climate produces an annual average daily maximum temperature of 74.7 degrees, and an average annual rainfall of 39.19 inches. Whitesboro currently has 32.5 acres utilized as parkland; however, no designated or planned open space system exists for the City.

Whitesboro is generally located west of Sherman and was developed in the heart of the Red River Valley on flat to rolling terrain with scattered trees. The South Branch of Big Mineral Creek and several of its tributaries bound the northern edge of Whitesboro. A tributary of Mustang Creek lies to the southeast of Whitesboro.

More particularly, the City is located 15 miles east of Gainsville and 18 miles west of Sherman. U.S. Highway 82 traverses the northern edge of the City and U.S. Highway 377 bisects the City north to south. U.S. Highway 82

connects to Interstate Highway 35 at Gainesville and to U.S. Highway 75 at Sherman. State highway 56 also traverses the City from east to west.

With the population estimated to be 3,740 people in January of 2000 an increase of 531 persons was experienced since the 1990 census, which reported the Whitesboro population as 3,209. According to the projections in the Population Section of this Community Development Plan, the population is expected to increase over the next 20 years to about 4,500 people. Figure 3 graphically illustrates the past and anticipated population growth.

It is not anticipated that the demographic composition will change significantly. The 1990 population composition is indicated by Table 2 reflects the findings of the Population Section of this Community Development Plan. As shown in 1990, Whitesboro was 98.7 percent White, 1.3 percent Hispanic Origin of any race, 0.1 percent Black, 0.5 percent American Indian, 0.2 percent Asian, and 0.5 percent other.

Families with children constitute more than one-half of the population. The median age of the Whitesboro population is 38.3 years. Since 23.4 percent of Whitesboro's population is over 64 years of age, 25.1 percent is under 18 years old, and 33.8 percent is 25 to 54 years old, it is evident that the demand for park and recreation services must meet the needs of both young families and a broad range of age groups, including Whitesboro's children and elderly. In 1990 Whitesboro had 807 children under 18 years of age, and is projected to have roughly 1,130 children under 18 by 2020.

Before addressing specific park, recreation and open space planning information and strategies related to Whitesboro, the remainder of the introduction to this Plan has been devoted to an overview of pertinent history, general context information, and significant issues and principals related to American recreation and open space planning.

Opportunities for convenient, affordable participation in outdoor recreational activities materially enhance the health, well being, and human development of urban and suburban citizens. As America's cities and towns grew, the public and private sectors recognized the importance of recreation, and have often cooperated in efforts to fulfill the human recreational need by assuring adequate public access to park and recreation facilities. The historical development of cooperative recreational efforts is summarized below.

During the transition of our society from an agricultural to an industrial society, human settlement patterns became denser. The land was subdivided into smaller parcels with increased percentages of impervious, manmade surfaces. Natural areas were sacrificed to make way for more urban environments. People living and working in these denser, town environments no longer could experience the freedom of movement and relaxation associated with larger open spaces. With the shrinkage of the agricultural life style, regular contact with nature became far less convenient and frequently unavailable to the public.

In response to the unmet human need for outdoor recreation space, town leaders found it necessary to provide park and open space opportunities in order to beautify their urban environments, and to help nurture the healthy

growth and development of their citizenry. The "City Beautiful Movement" took hold, and spread across America. The significant, positive effect of parks and open spaces became generally well recognized. Positive responses from urban citizens, improvements in the appearance of the cityscape, and strengthening of the local economy were all important results of sound park planning. Parks, recreation, and open space became an integral part of the quality of life demanded by citizens, and became generally known as essential amenities sought by people when choosing a place to live and work. Standards evolved for the appropriate provision of community recreation and beautification.

Today, many communities have much to consider when developing standards, which guide their local planning efforts for maximizing parks and recreation opportunities. First, the need and demand for park and recreation facilities in a given community are directly proportional to the population and environmental opportunities of the service area. Meeting gross area park standards alone does not adequately address a community's park needs. Perhaps, even more important is the availability of improved and accessible park areas that conveniently provide citizens with a balanced variety of facilities and environmental protection.

When determining specific service area needs, and the local strategies for addressing citizen demand for essential recreation facilities, a community should keep some basic park planning issues in mind including:

- a) Timing of land acquisition;
- b) Trends affecting demand;
- c) General design principals;
- d) Regional priorities;

- e) Conventional planning criteria; and
- f) Local determination of standards.

Timing of land acquisition - The City has the responsibility to take the lead in assuring timely reservation and acquisition of lands necessary for the creation of a well-conceived park and open space system. If provision of parks and open spaces is to be economically viable, prudent funding limitations require early land acquisition, well in advance of adjacent development. Unless it becomes necessary to correct a condition where a park deficiency is significantly depressing property values, public acquisitions of relatively expensive, developed land and/or removal of buildings are both strategies that are neither well-accepted, fiscally responsible, nor financially feasible.

Trends affecting demand - Parks, open space, and recreation facilities are obviously needed to serve all age groups. Further, the citizen demand for addressing this need is increasing with the growth of our population and changing social expectations. A number of trends have affected the volume of demand for recreational facilities:

- \* The increase in life span coupled with earlier retirement age broadens the service demand for recreational facilities, especially for facilities serving the senior members of our communities.



- \* The increases in competitive sports activities, particularly for younger age groups, have increased the need for neighborhood park facilities.
- \* The increase in organized recreation program participation has increased the need for recreational facilities.
- \* Citizens expect more priority to be given by the public sector to creating a higher quality of life and providing greater environmental protection.

General design principals - The normal principles which generally apply to the design of most recreation areas and facilities include the following:

1. Active recreation areas should usually be separated according to the age of the users being served. If facilities for children are not separated according to age, the safety of younger children may be unnecessarily compromised; older children frequently tend to monopolize facilities. Certain areas should specifically be designed for use by family groups, which include all ages.
2. The recreation site should be accessible to the people who will use it. Generally the age of the user determines the size of the area served by a park facility. The service area of a neighborhood playground is generally limited to a radius of

about a ½ mile, which is an easy and safe walking distance for most children. A facility designed to serve the entire family, with auto accessibility, normally serves a one to five mile area.

3. Where locally permissible, combined municipal and school recreation centers are a recommended and functionally appropriate. Recreational facilities should be combined with school facilities wherever possible to serve the educational and recreational needs of the local neighborhood. The two facilities are closely related and often their purposes, programs and activities overlap. Summertime use of the school's outdoor facilities allows for an economical expansion of the use. The adjacent park-school grounds should be specifically designed to be complementary and integrated.
4. Where possible, locational choices for recreation facilities should enhance opportunities for environmental protection by incorporating and respecting natural features that may otherwise be harmed by land development required for other uses.
5. Playground areas should be designed so as to create a play environment that enhances learning and aids in developing the total child. Playgrounds should provide the opportunity for a child to safely interact with the play environment at their own level of development. Where possible, manipulative play opportunities should be provided, allowing the child to build, transport, and change their environment. Playground areas should also encourage development of the following: large and fine motor skills; eye-hand coordination; balance and locomotion skills; encouragement for children to learn about

themselves in relation to the physical world; and opportunities for fantasy play, social development, and decision-making. Additionally, playground design should provide: a central vantage point for ease of supervision; shaded area for passive play; paved area for pavement games; grassy area for free play; a variety of challenge levels; opportunities for upper body development; and opportunities for learning about the natural environment.

Conventional planning criteria - A general criterion for a community's total required park area compared to the total population is one acre of developed park area for each 100 persons, or approximately 10 percent of the total developed area. According to the Texas Parks and Wildlife Department guidelines for outdoor recreational areas and facilities, Texas communities of 2,500 persons or less should have as a minimum, 25 acres of recreational land.

Local determination of standards - Recommendations for the type, size or number of facilities in a park should be based on an established set of standards, which are deemed by a given community to be acceptable, workable and practical. Various sets of standards have been adopted by local, state and federal agencies. There is no set of standards that are right for all communities. Like individuals, communities each have their own character, needs, strengths, and weaknesses. The park standards actually

adopted by a community are an individual choice, depending upon specific preferences, various unique factors, and environmental opportunities of the community. No entity is better qualified to evaluate local needs than an informed community and its local leadership.

## **PLANNING PROCESS**

Assisted by professional planning consultants, the City of Whitesboro considered the basic park planning issues expressed in the forgoing introduction, and where possible, incorporated them into local planning process to determine its unique park and recreation opportunities and needs. Whitesboro began its most recent local planning effort by hiring SWC and MSC private consultant to assist with community development planning and facility planning. Additionally, in June through August of 2000 meetings with City staff and the EDOC were held to refine local determination of needs.

After obtaining the above-described input, the final list of needs for the Whitesboro Park facilities was established.

An updated inventory and analysis of the existing facilities, and a basic needs assessment were then compared to: public input; previously assimilated information; population and growth projections; an analysis of Whitesboro's unique set of opportunities; and the basic park and recreation planning principals and standards outlined in the above introduction. Out of this comparison came a set of goals and objectives that reflected the locally determined standards and needs. The goals and objectives were then translated into a physical parks and open space plan along with implementation recommendations.

## **INVENTORY OF EXISTING FACILITIES & OPEN SPACE**

In May 2000 an inventory of the City's open space, parks and recreational facilities was conducted to determine the location, type and number of amenities offered to local citizens. The location of the existing Whitesboro park facilities as well as the future park site, are graphically illustrated in Figure 10 and are listed in Table 9.

The City's five park sites combine to comprise 32.5 acres of municipal recreation opportunity. All of the parks serve the entire community. The park are kept in standard condition by the parks department.

TABLE 9

## **CITY OF WHITESBORO**

### **PARK AND SCHOOL RECREATION INVENTORY**

#### **GODWIN PARK**

- ♦ ½ MILE WALKING TRACK
- ♦ 1 CLIMBING DOME
- ♦ 2 – SLIDES
- ♦ 2 – SWINGS (8 SEATS)
- ♦ 1 MERRI-GO-ROUND
- ♦ 4 SMALL CHILD SEAT APPARATUS
- ♦ 4 BENCHES
- ♦ 16 PICNIC TABLES
- ♦ 6 GRILLS
- ♦ 1 GAZEBO
- ♦ 4 EXERCIZE BARS
- ♦ 1 SWIMMING POOL
- ♦ JIMMY O' RECTOR COMMUNITY CENTER
- ♦ GOLF DRIVING RANGE

### WHITECOTTON PARK

- ♦ 2 TENNIS COURTS
- ♦ 2 BASEBALL FIELDS (LIGHTED)
- ♦ 1 BASKETBALL GOAL
- ♦ 1 SWING SET (3 SEATS)
- ♦ 4 BENCHES
- ♦ 1 BACKSTOP

### TOT LOT PARK

- ♦ 1 MERRI-GO-ROUND
- ♦ 1 SWING (8 SEATS)
- ♦ 1 SLIDE
- ♦ 4 PICNIC TABLES
- ♦ 2 BENCHES
- ♦ 1 GRILL
- ♦ 1 PRACTICE BACKSTOP
- ♦ 1 SWING APPARATUS (4 SEATS)
- ♦ 30' X 30' CONCRETE SLAB

### TROLLINGER PARK

- ♦ 3 BENCHES
- ♦ 7 PICNIC TABLES
- ♦ 3 SLIDES
- ♦ 2 SEE-SAWS
- ♦ 1 MERRI-GO-ROUND
- ♦ 3 GRILLS
- ♦ 2 SWING SETS (7 SEATS)
- ♦ 1 CLIMBING BARS
- ♦ 1 BASKETBALL GOAL
- ♦ SMALL BAND SHELL

### **CENTER STREET PARK**

- ♦ 4 PICNIC TABLES
- ♦ 2 BENCHES
- ♦ 1 SWING (5 SEATS)
- ♦ 1 SLIDE
- ♦ 1 GRILL
- ♦ 2 CLIMBING APPARATUS
- ♦ 1 BASKETBALL GOAL
- ♦ 2 SMALL BASEBALL FIELDS (LIGHTED)

### **WHITESBORO HIGH SCHOOL**

- ♦ FOOTBALL FIELD WITH TRACK (LIGHTED)
- ♦ PRACTICE AREAS
- ♦ 2 TENNIS COURTS
- ♦ 2 LIGHTED BASEBALL FIELDS (FIELD OF DREAMS)

### **WHITESBORO MIDDLE SCHOOL**

- ♦ 2 BASKETBALL GOALS
- ♦ 2 SAND VOLLEYBALL COURTS

### **WHITESBORO ELEMENTARY SCHOOL**

- ♦ 1 MERRI-GO-ROUND
- ♦ 6 SLIDES
- ♦ 1 BASKETBALL GOAL
- ♦ 6 CLIMBING APPARATUS
- ♦ 4 TEETER TOTERS
- ♦ 8 BENCHES
- ♦ 4 PICNIC TABLES



It should be noted that school facilities are specifically designed for school needs, and are not intended to meet the demands and regulations of league play nor to beautify the community. No pedestrian/open space linkages exist for the school facilities.

The following existing features represent significant open space/linkage opportunities:

- (a) The floodplain areas associated with tributaries of the South Branch of Big Mineral creek on the north side of town;
- (b) Certain other vacant lands and right-of-way which could allow for future trail connections (see Figure 10).

Additionally, it should be noted that Whitesboro is served by regional recreational facilities at Lake Texoma, but due to distance, access from Whitesboro requires travel by auto. Also, Whitesboro's general population is not known to be served by any privately owned recreation facilities. Private facilities are located at Lake Texoma, and in larger towns (such as Sherman and Gainsville), but are available only to those able and willing to travel the distances and pay the required entry fees/dues

## ANALYSIS/ NEEDS ASSESSMENT

After reviewing: the natural features, opportunities, and inventory of facilities; the public input; and the general planning principles and generic standards included in the introduction, the following minimum standards/criteria for recreational facilities were locally determined to be appropriate for the City of Whitesboro to provide adequate recreation opportunities:

Open Space:	1 ac/100 pop. (in addition to all parks and schools)
Parks:	15 ac/1000 population
Trails:	1 miles/1000 pop.
Passive Play:	1 ac/500 population
Baseball Fields:	1/500 population (L)
Tennis:	1 court/1000 population (L)
Beach Volleyball:	1 court/2000 population
Basketball:	1 court/500 population (L)
Soccer Fields:	1/2000 population
Playgrounds:	1/200 children
Picnic Shelter:	1/2000 population

Picnic Tables:	1/100 pop. (in addition to shelter tables)
Comm. Center:	1/5000 population
Gazebo:	1/2000 population
Horseshoes:	1 set of pits/500 population
Shuffle Board:	1 court/1000 population
Golf Course:	18 holes for entire City

The City of Whitesboro has a January 2000 population of 3,740 people, and has a projected 2020 population of 4,500. It is not anticipated that the demographic composition will change significantly. In 1990 Whitesboro had 422 children under 18 years of age and is projected to have about 1,130 children under 18 by 2020. In addition to population demand, there are some important factors that should also be taken into account when considering need. The priority listing of problems are as follows:

- 1) The school recreation facilities are not intended or designed to meet the same objectives as a public park.
- 2) There is no open space system established in the City of Whitesboro to provide additional recreation facilities for the future projected population.
- 3) There is no adequate pedestrian linkage between neighborhoods, schools and public parks and recreation facilities.

- 4) Safety surfacing needs to be added at all parks.
- 5) Aging equipment at parks need to be replaced.
- 6) Several parks need to have additional equipment and facilities added.
- 7) Insufficient number of baseball fields are available.

When taking the locally determined standards and opportunities into account, and comparing them to the existing and projected population, as well as the above-mentioned factors affecting need, it becomes evident that there are significant areas not addressed by the existing parks and recreation facilities.

Within 5 years, approximately 20 acres of open space linkage needs to be provided and/or incorporated throughout the community, and roughly 2 miles of multi-use trails need to be constructed to connect the school campuses, parks, and neighborhoods into an integrated open space system. Approximately 15 acres of new park land and 160± acres for a golf course needs to be acquired and designated as a future park.

TABLE 10

**CITY OF WHITESBORO****NEEDED FACILITIES**

<b>FACILITY TYPE</b>	<b>NEEDS BY 2020</b>	<b>CURRENT FACILITIES</b>	<b>ADDITIONAL FACILITIES</b>
OPEN SPACE	45 AC.	0	45 AC.
PARKS	67.5 AC.	32.5 AC.	35 AC.
TRAILS	4.5 MI.	.5 MI.	4 MI.
PASSIVE PLAY	9 AC.	0	9 A.C.
BASEBALL FIELDS	9	4	5
TENNIS COURTS	4	2	2
BEACH VOLLEYBALL	2	0	2
BASKETBALL COURTS	9	3	6
SOCCER FIELDS	2	0	2
PLAYGROUNDS	6	5	1
PICNIC SHELTERS	2	0	2
PICNIC TABLES	45	31	14
COMMUNITY CENTERS	1	1	0
GAZEBO	2	1	1
HORSESHOE PITS	9	0	9
SHUFFLE BOARD COURTS	4	0	4
GOLF COURSE	18	0	18

BASED ON NEEDS ASSESSMENT.

Safety surfaces need to be added at all parks. Other recreational facilities and equipment are as follows:

- 1 playground;
- 2 baseball fields
- 7 picnic tables (with grills);
- 1 picnic shelter
- 4 acres of passive play area;
- 2 beach volleyball courts;
- 2 basketball courts;
- 1 soccer field;
- 5 horseshoe pits; and
- 2 shuffle board courts.

Within 10 years, approximately 15 acres of new park land and land for golf course needs to be acquired and designated as a future parks, along with parking, the following recreational facilities should be provided and maintained:

- 2 more miles of trail section and node amenity (tying into citywide trail system);
- 7 picnic tables (with grills);

- 3 acres of passive play area;
- 20 acres of open space
- 1 soccer field
- 1 picnic pavilion;
- basketball court;
- 2 shuffle board courts.
- 1 gazebo;
- 4 horseshoe pits
- golf course

After 10 years more open space and any other deficiencies should be addressed.

## **POSSIBLE OPPORTUNITIES**

The Whitesboro community has a fortunate opportunity to create a system of parks and open space that will greatly enhance the quality of life of its existing and future citizens. The relative geographic distribution and

arrangement of the features listed below combine to represent a pattern of opportunity for a cost-effective system of accessible park, open space, and recreational facilities: the environmentally sensitive floodplain areas associated with tributaries of the South Branch of Big Mineral Creek on the north side of town; vacant lands and right-of-way which could allow for future trail connections (see Figure 11); and, the relative locations of the existing school sites, and City parks.

The location of each component of this comprehensive system opportunity is illustrated in Figure 11. The strong level of public participation and commitment in the City of Whitesboro will be the driving force to capitalize on this fortunate set of worthwhile opportunities.

## **GOALS, PLAN AND RECOMMENDATIONS**

### **Goals and Objectives**

Goals are clear, concise statements of **what** an individual or group desires to occur in the future with regard to a general topic of consideration. A goal does not determine how or when any action is to be performed, but does



express a party's future intent. Goals may imply aggressive personal action or may call for mild encouragement of others to act. Goals may be short or long range, or may be easy or difficult to reach. Goals may be extensions of trends from the past, maintain the present course, or chart completely new directions. Goals are always expressions of present desire, and should be periodically reviewed and adjusted.

Goals are best made by comparing what is with what is desired. Influences of opportunities and constraints, changing needs, and future trends must be taken into account when formulating goals.

A set of goals should create a balance between goals that are easy and goals that are difficult to achieve; however, goals are most potent when they clearly articulate an inspired vision of the future. Goal setters should be willing to dare to dream and share their visions. Inspirations may always be tempered with practicality, but practical thought is not often inspired. Clear, inspired, far reaching goals that articulate active new direction are the most difficult goals to formulate and achieve, but are worth the extra effort.

The results intended by achievement of goals to be set for Whitesboro recreation and open space planning includes the following:

- \* To provide for as many locally determined priority needs as possible.
- \* To establish new and different park and recreation opportunities within the Whitesboro jurisdiction and intended service area.
- \* To improve the geographic distribution/access of park and recreation opportunities.
- \* To maximize the use of development funds for basic park and recreation opportunities.
- \* To establish recreational facilities readily availability to minority and low-income citizens.
- \* To address the needs of all age groups, including the elderly and youth-at-risk.
- \* To involve the cooperation of other governmental jurisdictions.
- \* To involve land that would not otherwise be used for open space, park and/or recreation purposes, and to involve support by the private sector.

- \* To provide for acquisition, preservation, and conservation of park and recreation lands that provide needed open space.
- \* To promote conservation of natural resources by proposing the use of native plant materials and protection of natural waterways.
- \* To provide for strategic green belt linkages and improvements to historic areas.
- \* To maximize community support and private contribution.

The goals for the City of Whitesboro with regard to open space, parks, and recreation are listed below. Under each of the three overall goals are listed objectives that describe how the goal is to be achieved. The Goals and objectives should be attained by 2010.

**GOAL 1: Develop and maintain the expanded Whitesboro parks and open space system.**

Objective 1.1: Light Whitecotton Park, Increase equipment at Center Park, replace equipment at Trollinger Park and Tot Lot Park, and add safety surfacing at all parks. (Within five years)

Objective 1.2: Plan, acquire, fund, and construct the following recreation facilities in the expanded Whitesboro park system: multi-use trail section (with node amenities and planned in a manner to tie into the citywide open space/trail system); passive play areas; two basketball courts; one playground; benches; seven picnic tables with grills; one picnic shelter; two shuffle board courts; 5 horseshoe pits; one soccer field; two beach volleyball courts; two baseball fields; and parking facilities. (Within five years)

Objective 1.3: Develop innovative, cooperative funding strategies to properly maintain the existing and future parks and open space system. (Within five years)

**GOAL 2: Plan and acquire land and easements as necessary to appropriately expand Whitesboro's parks and open space system to meet the needs of area citizens.**

Objective 2.1: Formulate and begin implementation of an acquisition/donation plan for: (a) acquiring 15 plus acres in the

northern sector of Whitesboro (b) within certain right-of-ways, plan, acquire, fund, and construct a multi-use trail section (with node amenities and planned in a manner to tie into the citywide open space/trail system); three acres passive play areas; one basketball court; one playground; benches; seven picnic tables with grills; one picnic pavilion; one soccer field and two shuffle board courts; four horseshoe pits; 1 gazebo; and parking facilities; and (c) acquiring and development of 160± acres for golf course. (Within ten years)

Objective 2.2: Formulate and begin implementation of an acquisition/donation plan for: (a) acquiring 160 plus acres in the northern sector of Whitesboro (b) plan, acquire, fund, and construct a golf course. (Within ten years)

Objective 2.3: Plan, fund, and construct the remainder of the a multi-use trail between new north park and linear park with nodes. (Within ten years)

Objective 2.4: Obtain the open space/trail easements necessary to connect Whitesboro's existing and proposed parks, the existing school sites, and existing and future neighborhoods into an

integrated, low maintenance park and recreation system. (On going process)

Objective 2.5: Formulate and adopt policies and ordinances that protect the acquired/donated park land and open space easements. (Within five years)

### **Local Priority Needs**

In order to most effectively address the forgoing goals and objectives, the following local priority needs should be addressed in the order listed:

**LOCAL PRIORITY #1** – Lighting and parking facilities at Whitecotton Park.

**LOCAL PRIORITY #2** – Increase playground equipment at Center Park.

**LOCAL PRIORITY #3** - Increase equipment at Center Park.

**LOCAL PRIORITY #4** – Replace old equipment at Trollinger park and add new equipment for younger children.

**LOCAL PRIORITY #5** – Provide safety surfacing at all parks.

**LOCAL PRIORITY #6** – Replace playground equipment at Tot Lot Park.

**LOCAL PRIORITY #7** – Acquire and develop new parkland providing facilities to remove deficiencies of the current facilities including the acquisition and construction of a golf course.

**LOCAL PRIORITY #8** - Add low maintenance multi-use trail system with periodic exercise stations along a proposed citywide trail and node amenities (for more detail, see Design Guidelines in Physical Plan/Recommendations below).

**LOCAL PRIORITY #9** - Adoption of policies and ordinances that enhance program efforts for safe, maintained park, open space, and recreation opportunities (both private and public).

**LOCAL PRIORITY #10** - Add other recreational facilities as may be needed to meet the foregoing goals, objectives, and locally determined standards for recreation and open space.

In addressing the foregoing local priority needs, the plan and implementation sections below have been formulated and should be considered in relationship to the above goals section.

### **Physical Plan/Recommendations**

The purpose of the plan and recommendations is to provide community direction in a constantly changing environment. Under existing and currently projected conditions and circumstances, the City of Whitesboro's parks, open space, and recreational needs will be well satisfied if the various segments of the community will work together in organizing, programming, promoting, operating, and maintaining the existing and proposed facilities. The costs of private and public time and money will be well spent if the plan recommendations are followed and updated on a regular basis. Few things have so positive an effect on the quality of life in a community as a well-executed plan for a community's parks, open space and recreation facilities.



Acceptance of these plan recommendations does not mean that every proposed facility will be built, rather it means that there is an overall vision which will guide specific short term decisions. Such individual decision-making processes too often lose sight of the larger, long range picture of the City of Whitesboro's possible future, but these recommendations should be helpful to future decision-making as each plan component is gradually considered for implementation or revision.

The physical recreation and open space plan for the City of Whitesboro is illustrated in Figure 11. The improvements included in the first four local priority needs should be specifically planned and met as recommended in the implementation section below. The programming of these improvements should be coordinated with the school district (and the school district should be encouraged to coordinate the programming and use of their recreational facilities with the City).

When specific implementation measures are being planned, specific design criteria should be developed and considered prior to purchasing equipment or beginning construction drawings.

The selection of play equipment for future playground areas and for playground upgrades should generally follow the guidelines described below:

**Site Safety:** All playground equipment should be located in a manner that observes the recommended use zones and fall zones, and should have the appropriate depth of resilient safety surfacing placed around and under the equipment. The surfacing material should not prevent reasonable access by persons with physical disabilities.

**Access and Egress:** Each play item should be accessible to the intended user and not overtax their developmental ability. Multi-component structures should provide for a variety of graduated skill levels for user access and egress. Handicapped access and use should be considered and evaluated for each play area.

**Swings:** Swings should only be placed in the play environment if they can be located out of the general path of safety. Where space permits, there should be a minimum of six swing positions

provided for each playground area. A minimum of one swing position should be accessible to persons with physical disabilities. Swing toprail height should not exceed ten feet.

Slides: A variety of sliding experiences should be provided as either freestanding units part of a multi-component play structure. Freestanding slides should not be higher than six feet. Sliding poles are not recommended for children under the age of five. At least one sliding device should be accessible to persons with physical disabilities.

Climbers: A range of climbing opportunities should be made available that provide a variety of challenge levels. The climbing component's material, size, and direction of climb should vary. Climbers may also be used to promote socialization. A structure such as a geo dome allows several children to use it in different manners at the same time. Climbers offering opportunities for children to move their bodies in, out and through spaces are recommended. An accessible climber should be provided.

Balance and Movement: At least one type of balance activity should be provided in each play area. Balance equipment

) includes balance beams, net climbers, suspension bridges, chain walks, tunnels, and spring platforms.

Upper Body Development: At least one apparatus that increases upper body strength and coordination should be provided for each playground. Accessible apparatus should be provided. The apparatus may be freestanding or part of a multi-component play structure.

) Design for the open space/trail system should consider the following general guidelines.

Open Space Width: Average of 30 feet with larger widths as needed and available at nodes.

Trail Width: 8 feet preferred; 6 feet minimum.

Trail Material: Asphalt or concrete.

) Node locations: Shady, convenient areas at destinations or points of frequent trail access/egress.

Node Amenities: Lighting, drinking fountain, bench, seasonal plantings, change in paving pattern, and incorporation of existing trees for shade.

Street ROW Portions: Where possible, soften edges with tree and shrub plantings; provide adequate stripped-off lanes, or an 8-foot sidewalk, or a six-foot sidewalk with a 4-foot parkway between the curb and sidewalk.

Street Crossings: Stripe and sign for pedestrian crossing; provide handicap ramping.

Trail Drainage: Provide drains at low areas; slope to avoid puddling; where crossing drainage flow provide culverts or design to accommodate areas of sheet flow.

Interpretation: Provide markers at natural features of interest to relate to interpretive literature.

## **IMPLEMENTATION**

YEAR 1 - 3: Add local priorities 1 – 6 to the local budgetary process.

SOURCE OF FUNDS: City budget

YEAR 1: Gather materials and donations and hire consultants to apply for a grant such as the Texas Recreation and Parks Account Program under the Texas Department of Parks and Wildlife grants-in aid program to begin implementation of local priorities 7 – 10.

COST: \$4,000

SOURCE OF FUNDS: City budget and/or donations.

YEARS 1-3: Plan and implement land acquisitions and trail related easements as required for LOCAL PRIORITY NEEDS #1 through #8.

COST: \$0 - \$400,000 (depends on negotiations and donor attitudes).

SOURCE OF FUNDS: Local donations, grant funds, local City CIP funds.

YEARS 2-5: Plan the improvements contained in LOCAL  
PRIORITY NEEDS #6 through #11:

COST OF ENGINEERING AND CONSTRUCTION DRAWINGS:  
\$32,000 (excluding golf course design work)

FUNDING SOURCE: Grant from work accomplished in Year 1  
above with matching to be achieved by donations of local area  
professionals, City personnel, volunteer labor, administrative  
labor, construction materials and supplies, and local tax and CIP  
funds. Also, the value of land/easements may be used in  
matching funds.

YEARS 3-8: Construct improvements contained in LOCAL  
PRIORITY NEEDS #6 through #11.

COST OF CONSTRUCTION:

Golf Course - **\$2,545,000**

Park Improvements - **\$850,000**

Trail Improvements - **\$105,000**

FUNDING SOURCE: Grant from work accomplished in Year 1 above with  
matching to be achieved by donations of local area professionals, City  
personnel, volunteer labor, administrative labor, construction materials and  
supplies, land and easement donations and local tax and CIP funds.

TOTAL BUDGET FOR DESIGN AND CONSTRUCTION (including grant application work) **not including the golf course** is anticipated to be \$1,171,000 (not including land and easements) of which the local match would be approximately \$671,000 worth of donated land, labor, equipment, materials, and cash since the State maximum is \$500,000 at this time. Additionally, only a total of \$1,000,000 can be part of a grant. All other amounts must be done separately and not included into the grant process.



**THOROUGHFARES**

## INTRODUCTION

Street and Thoroughfare networks tie a community together and link a community to the outside world. Local streets, collector and arterial streets should provide safe, reliable access to work, schools, shopping, and residences. The livelihood of a community can depend on how goods and services are imported or exported. Street networks to the outside world are important to the economic growth of a community in providing needed access to goods and services not found in the community. The future economy and the type of community ultimately to be developed are determined to a large degree by the condition of thoroughfare facilities and the manner in which these facilities handle traffic, both within the City itself, and between Whitesboro and other towns and cities. The residents of Whitesboro should be able to reach their desired destinations with ease and comfort resulting from proper street planning.

Streets are one of the most important physical parts of any city and, if adequate facilities are constructed, represent the largest single required expenditure of the City. Thoroughfare and other rights-of-ways occupy over 27 percent of Whitesboro's total developed area and allow for circulation between all areas within the City. In addition to moving of traffic, streets provide access to and drainage for abutting properties, open space between buildings, and right-of-way for various utilities.

## **PURPOSE**

The major purpose of the streets and thoroughfare development plan is to provide guidance in the size, location, classification, standardization, and improvement of streets and thoroughfare facilities. It offers a framework for orderly development that is responsive to present and future traffic demands within the community.

This plan is designed to establish an action oriented thoroughfare plan for the City of Whitesboro for the period 2000 to 2020. The Thoroughfare Development Plan examines the existing thoroughfare network, route continuity, existing land uses, major traffic generators, traffic volumes, signalized intersections and railroad grade crossings. The study area includes all lands currently incorporated by the City of Whitesboro as of July 2000, the extra territorial jurisdiction, and the immediately surrounding area.

This plan was developed in conjunction with anticipated area growth trends. It should not, however, be considered inflexible. On the contrary, the plan should be periodically reviewed and updated to guarantee that positive and dynamic responses are made to the ever changing needs of the community.

## EXISTING STREET NETWORK

An understanding of the existing street network is essential to the development of a coordinated street and thoroughfare plan. This section of the plan identifies the street network as they currently exist, and provides a benchmark for the future network.

In order to determine the current widths of street pavement sections of all streets and identify system deficiencies, a survey was undertaken. Data was gathered for every street in Whitesboro, including information on rights-of-way, pavement widths, surface composition, and the location of all curbs and gutters.

The results of the survey, graphically depicted in Figure 12 indicates that most of the streets in Whitesboro have a paved surface of 31' and have curbs and gutters. These extremely unusual conditions are due to the Urban Renewal program from the U.S. Department of Housing and Urban Development that Whitesboro has been working under.

## **STREET HIERARCHY**

It is a well accepted principle that a roadway system contains a hierarchy of components, each promoting a different ratio of emphasis on traffic movement and property access. Different type roadways are intended to serve defined needs with a specific balance between movement and access. Various roadway categories have evolved over time. The categories range from a freeway, which places total emphasis on through traffic movement, to a local street whose primary function is access to adjacent property.

The street classification used in this plan are defined by the National Committee on Urban Transportation. The following four categories are recommended:

Freeway or Expressway (Major Highway) -- This classification devotes total emphasis to the movement of traffic with little or no access to adjacent land. It is characterized by some degree of access control and normally is used for longer trip lengths at higher speeds. It serves the major centers of activity and high volume traffic corridors. The network formed is integrated and generally offers connections to areas outside the immediate study area.

**Major Collector** -- Major Collector streets serve major movements of traffic within an urbanized area while still providing some degree of access to adjacent property. They generally move high volumes of traffic through the City and provide access to the freeway and expressway network.

**Minor Collector** -- The primary function of minor collector streets is to provide land access with secondary function of traffic movement. Basically it "collects" traffic from local areas and distributes it to the major collector network.

The collector minor network primarily serves localized areas. The main difference between minor collector and major collector streets is the length and type of trips accommodated.

**Local Street** -- The primary function of local streets is property access. They are normally short in length and compose the highest percentage of total street miles within the City. Local streets are designed to serve low traffic volumes. Through traffic movement should be discouraged. Depending upon the type of area served, and the service demands placed upon them, local streets may be subcategorized as residential, industrial and business.

Criteria and guidelines for the designation of specific facility types within each street classification are shown in Table 11.

TABLE 11  
CITY OF WHITESBORO  
CHARACTERISTICS OF STREET CLASSIFICATIONS

<u>Characteristics</u>	<u>Major Highway</u>	<u>Arterial</u>	<u>Collector</u>	<u>Local</u>
Average Trip Length	>3 miles	>1 mile	<1 mile	<1/2 mile
Travel Speed	70 mph	25-45	20-30	25
Access Control	Partial	Partial	Partial	Minimum
Spacing	NA	1 mile	1/2 mile	300-500 ft.
Traffic Volumes (000's)	10-50	2-10	1-2	.1-2
Traffic Controls	Free Flow	Signals	Stop Signs	Yield Signs

Each street within the City assumes certain characteristics based on the way it is

used. This accommodates a classification hierarchy upon which an overall thoroughfare network may develop. An important point to realize is that some streets are not suitable for some classifications due to adjacent land uses, etc. The classification system, in conjunction with "sound" planning principles and methods will satisfy the demands of roadway users and will prevent a breakdown of the total thoroughfare system, or parts thereof.

Many streets have become major traffic routes because of usage in their past history, their length, and their surface condition. As an example, a street may come to be used as a major route since it traverses a long distance and is continuous. Such streets tend to adopt a functional classification, which often becomes permanent. If that street is not suitable as a major route, or if there is resistance to expanding the facility to properly accommodate the demand, it is very difficult to revert its usage to a lesser classification. Such attempts tend to disrupt existing traffic flows, but do not necessarily discourage its use. Due to natural growth in the area, traffic usually increases which results in congestion. Therefore, it is important that the existing street network be carefully examined, a network classification be assigned and a planned program of implementation pursued.



## **ROUTE CONTINUITY**

Many of the streets in Whitesboro lack the desired overall network continuity because of offsets or physical barriers such as the Missouri Pacific and the Missouri-Kansas-Texas Railroads. At other points, it is due to the original layout of the street network and the subsequent development which has taken place within the City. The lack of system-wide continuity places limitations on the traffic capacity and the function of the overall network.

## **LAND USES AND MAJOR TRAFFIC GENERATORS**

Whitesboro contains a well-rounded mix of land uses. The Future Land Use Plan that has been developed includes the Thoroughfare Plan. A Central Business District, recreational facilities, the school system all complement the residential areas of the community. No traffic control data or origin destination information was available. Vehicle trips within the City, resulting from population demand, and trips originating from outside the City for work, recreation and educational purposes, have placed relatively high traffic volumes on all of Whitesboro's major streets.

An analysis of the existing street network must consider the major traffic generators within the City, which influence the traffic volumes and flow patterns. The locations of major traffic generators within the City are shown in Figure 13. The major local traffic generators in Whitesboro include the schools, retail areas, and the central business district. Currently, the generators are adjacent to or are in close proximity to existing major and minor collector streets. This close proximity scheme should continue with the development of the thoroughfare plan. This will allow for the continued concentration of vehicular trips along major routes without negatively impacting local streets. Table 12 provides a listing of the current thoroughfares indicating Pavement widths and conditions.

TABLE 12

## EXISTING THOROUGHFARES

**CITY OF WHITESBORO**

EXISTING THOROUGHFARE NAME	APPROXIMATE WIDTH OF R.O.W./PAVEMENT	SURFACE CONDITION
U.S. HIGHWAY 82	300'± 64' PAVED SURF.	ASPHALT GOOD
MAIN STREET	120' 37'-60'	ASPHALT GOOD
STATE HIGHWAY 377	100' 45'	ASPHALT GOOD
UNION STREET STATE HIGHWAY B.R. 377	60'-100' 30'-55'	ASPHALT GOOD
SHERMAN DRIVE STATE HIGHWAY 56	80'-100' 45'	ASPHALT GOOD
FOURTH STREET	50' 29'-41'	ASPHALT FAIR

Within Whitesboro no Truck routes have been designated. Trucks are allowed to traverse the City on all streets at this time. The City should consider adopting ordinances that restrict the through travel of trucks and the parking of trucks on streets (especially residential streets) that are classified as local streets. Additionally, no parking restrictions along streets currently exist. The location of Traffic Control devices on existing identified thoroughfares are shown on Figure 12.

Table 13 provides a guideline for daily vehicle trips for the major land use categories.

Table 13  
**CITY OF WHITESBORO**  
TRIP GENERATION BY LAND USE

<b>LAND USE</b>	<b>TRIPS PER UNIT</b>
<u>Residential</u>	
Single Family Detached	10 each unit
Duplex/Townhouse	5.2 each unit
Multi-Family	6.1 each unit
<u>Commercial &amp; Office</u>	
Specialty Retail Center	40.7/1000 s.f.
Restaurant	82.0/1000 s.f.
Drive-in Restaurant	74.9/1000 s.f.
Service Station	748/station
Supermarket	125/1000 s.f.

24 hour Open Convenience	625.5/1000 s.f.
General Office	12.3/1000 s.f.
Medical Office	54.6/1000 s.f.
Post Office	139.7/1000 s.f.
Office Park	20.6/1000 s.f.
<u>Industrial</u>	
light Industrial	5.4/1000 s.f.
Heavy Industrial	1.5/1000 s.f.
Industrial Park	7.0/1000 s.f.
Manufacturing	3.8/1000 s.f.

\*Average Weekday Trip based on ITE Trip Generation Tables.

## EXISTING TRAFFIC VOLUMES

The ability of a street to satisfy traffic demands placed upon it is a measure of how well it operates. If a street is used as an arterial but is limited by its size, congestion is likely to occur. When congestion becomes severe enough, the users begin seeking alternative routes. Depending upon the alternate route's capacity, or traffic carrying ability, it too may become congested and function improperly.

Traffic volumes along an existing route provide an indication of how well the system is serving traffic demands. An understanding of the traffic volumes is necessary in evaluating street and intersection capacities and efficiencies.

The Texas Department of Transportation has traffic counts for the City of Whitesboro. Such counts provide information necessary to determine overall traffic patterns in the City. They also furnish a historical record of traffic flow. Traffic volumes along selected streets during 1997, and 1998 are shown in Figure 13. Data for 1999 or 2000 is not available at this time. In all instances, the traffic levels increased significantly between 1997 and 1998.

## **GEOMETRIC DESIGN STANDARDS**

Roadway geometric design standards are composed of various elements, which affect the functional operation of street facilities. Each major element is discussed in detail and specific standards are presented.

Consideration for changes will be given when existing topographic features prohibit reasonable use of specified design requirements. A request for such changes must

be made in accordance with requirements in the adopted Subdivision Rules and Regulations, which indicate the minimum acceptable design standards.

## **DESIGN ELEMENTS & THOROUGHFARE ANALYSIS**

The design elements set forth specific goals for thoroughfares within Whitesboro in comparison to existing thoroughfare conditions.

### **RIGHT-OF-WAY**

Right-of-way width is generally determined by the pavement section (roadway type) required to perform the function for which the thoroughfare is designed. Considerations may also include safety areas, sidewalks, utility locations and other functions. Right-of-way widths for each roadway classification are shown in Table 13.

### **LANE WIDTHS**

Driving lane widths are generally 11 feet to 13 feet. The standards shown in Table 14 for Minor and Major Collectors do not accommodate curb lane parking and are based

upon the premise that full widths, as shown, should be totally usable for moving traffic.

TABLE 14  
RIGHT-OF-WAY WIDTHS  
**CITY OF WHITESBORO**

Roadway	No.	Right-of-Way Width	
Classification	Lanes	Normal	Minimum
Major Collector Streets	4	80'	100'+*
Minor Collector Streets	3	60'	80'
Local (Residential)	2	50'	50'

\*100' minimum will be required at major intersections.

Major Collectors are recommended to be 44 feet wide from back of curb to back of curb. Collectors are recommended to be 37 feet wide from back of curb to back of curb including two moving traffic lanes and no parking. Local streets are 31 feet back of curb to back of curb with parking permitted.



## DESIGN SPEED

Design speed is that speed chosen for the design of a street and the related physical features of a roadway, which influence vehicle operation. These design features include such items as roadway curvature, sight distance and grades. Normally, design speeds are higher on higher-level functional classifications and are higher than the expected running speed of the traffic in order to provide a margin of safety in the design of facilities.

TABLE 15

### DESIGN SPEED

## CITY OF WHITESBORO

Roadway	Range of	Average
<u>Classification</u>	<u>Design Speed (MPH)</u>	<u>Running Speed (MPH)</u>
Outlying Undeveloped Areas	40-55	40-45
Arterial	35-40	30-40
Collector	30-40	25-35
Local Street	25-35	20-30

## Roadway Access Management

The basic objective of access management is to protect the utility (functional ability) of a roadway. This general objective encompasses specific goals such as:

- \* To preserve or improve roadway capacity and expedite traffic flow.
- \* To reduce traffic hazards and potential accidents.
- \* To achieve the best possible balance of benefits among the property owner, the roadway user and the community at large.
- \* To protect public investment by preventing premature dysfunctioning.
- \* To improve the appearance of a roadway and its adjacent area.

The basic interrelationship between landowners and transportation facilities is illustrated by a continuous cycle of activities. This cycle begins with land use and continues with: on site activities generating trips; trips connecting points of origin and destination and therefore, defining transportation needs; transportation facilities providing additional access to land; land values increasing; more development being placed on the land, and then the cycle begins anew.

It is important that thoroughfare facilities be protected from becoming obsolete and that they continue providing levels of service for which they were designed. Effective policies and standards managing access control contribute to their functional protection.

Intersection Spacing -- Theoretically, the ideal location and spacing of signalized intersections is at points which minimize impacts on major roadways and permit progressive through traffic movements.

Direct Access Driveway Design -- Driveway openings from major thoroughfares should be provided as part of the functional plan for off street parking and for access to parcels of land. Along arterial roadways, where volumes and speeds are higher, driveway designs should correspond with vehicular capabilities in order to facilitate a free flow both on and off the roadway. A curb return should allow a vehicle to follow a path outlined by the curb without jumping the curb. Vehicles entering a driveway should be able to turn right, from the curb lane, without slowing suddenly or encroaching on other travel lanes to their left. Likewise, a vehicle exiting from a driveway should be able to turn into the right lane without encroaching on the adjacent lane.

Most non-residential driveways are intended to allow vehicles to enter and leave at the same time. Sufficient width must be provided to permit this to be done with ease.

In Whitesboro the Access management is extremely poor since most properties abutting a thoroughfare have direct access to the thoroughfare. This causes a significant reduction in the carrying capacity of the thoroughfares; however, because of the past rural nature of the City some of these conflicts will continue. It should be noted that future thoroughfares to be added to the system should be constructed to facilitate roadway access management as stated above.

### **INTERSECTION DESIGN CRITERIA**

In any thoroughfare network, a major intersection is a critical point of congestion and delay. While thoroughfare links can accommodate relatively high traffic volumes, the intersection of major arterial streets must serve twice the traffic volumes of any given street link. As a result, it is necessary to place major emphasis on this critical part of the network. This may result in the need for fewer lane miles of city streets, and the need for more special use lanes at certain intersections. Special design considerations may be required to increase intersection capacity. There is a natural conflict, which exists between private needs and additional intersection capacity needs since

commercial development traditionally locates at major intersections to gain maximum exposure. An intersection can be described as the actual crossing of two streets plus that portion of the streets within 150 feet of the crossing.

## **THOROUGHFARE PLAN**

**GOAL - THIS THOROUGHFARE DEVELOPMENT PLAN IS TO PROVIDE GUIDANCE IN THE SIZE, LOCATION, CLASSIFICATION, AND STANDARDIZATION OF THOROUGHFARE FACILITIES.**

Objective – To provide a framework for orderly development based on the Future Land Use Plan, projected population growth and anticipated economic development in order to be responsive to present and future traffic demands within the community.

Figure 14 illustrates the Thoroughfare Plan for the overall planning area. Completion of the system will occur over a period of time as the facilities are warranted, either as the adjacent lands develop or as may be required to accommodate special traffic movements through undeveloped sections.

In areas where development is sparse, the alignments are shown as corridors. Street

alignments are approximate and should be formalized as development takes place. The Thoroughfare Development Plan provides continuity of the roadway network within a street classification hierarchy and is based on the Comprehensive Land Use Plan. The Thoroughfare Development Plan also takes into account proposed land use development potential to the year 2020 and beyond. This has enabled the plan to address future needs of the community as they are presently envisioned. As the Land Use Plan changes, so must the Thoroughfare Development Plan change.

Some of the recommendations involve highway improvements by the Texas Department of Highways. For highway improvements within the City Limits, the City is normally obligated for the costs of right-of-way, utility relocations, and drainage systems, which may be necessary for construction. As these are improvements of major benefit to Whitesboro, the City should make every effort to assure that such funds are available at the time of construction.

## **THOROUGHFARE CONCLUSIONS**

It is desirable from the standpoint of both circulation and maintenance costs for the City to develop all thoroughfares to adequate standards. However, it is not necessary to

construct thoroughfares to their full-anticipated capacity if such capacity conditions will not occur for many years. Improvements should be made according to the proposed standard as the street approaches its anticipated capacity. However, all required rights-of-way should be designated and dedicated when platted or replatted as soon as possible.

Through use of the Thoroughfare Plan, the designation of rights-of-way for thoroughfares to be constructed in the future will aid the City of Whitesboro in acquiring adequate rights-of-way as streets are actually developed. The Thoroughfare Plan can put property owners on notice as to the City's intentions to develop the thoroughfare system, and prevent the development of conflicting uses, which might interfere with the system.

State Highways have been integrated into the Thoroughfare Plan. The City should fully utilize the capabilities of the Texas Department of Highways in the expansion of these facilities. As State funds are becoming more limited, the City should make every effort to cooperate in the expansion of highways and farm roads, in accordance with the Thoroughfare Plan, as funds are made available.

Most of the thoroughfares identified on the Plan other than State Highways will be the

) responsibility of the adjacent property owner as their land develops. As such the majority of the Thoroughfare Plan should rely heavily on developer construction of Thoroughfares and should not be included in a time frame or local budget unless development has already occurred on both sides of the planned improvements.