City of
Gainesville, Texas

Comprehensive Land Use Plan

MPRG inc.
Municipal Planning Resources Group, Inc.

September 1997

Gainesville, Texas
Comprehensive Land Use Plan

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The City Council and Planning and Zoning Commission of the City of Gainesville

Assisted by

Municipal Planning Resources Group, Inc.
and
MHS Planning & Design
September 1997

Acknowledgements

This document represents the culmination of field studies, analysis, and recommendations regarding the nature of future development in Gainesville, Texas. The document provides an inventory of existing land use, a statement of goals and objectives, an analysis of demographic conditions, and a description of long range plans for thoroughfares and land uses.

It is important to note that it is only a plan. It does not represent law or imply legal restrictions upon property. However, the Comprehensive Land Use Plan does provide the governing body and policy advisory bodies of Gainesville with guidelines, policies, and standards from which decisions regarding zoning, platting, and establishment of capital improvements programs are based. The authority of this document lies in the fact that it is a foundation upon which development decisions should be made. Texas law states in Section 211.004 of the Local Government Code that zoning regulations must be adopted in accordance with a Comprehensive Land Use Plan.

Therefore, for this document to be a viable tool, methods of implementation are contained herein. These implementation methods are generally found in the Subdivision Regulations and Zoning Ordinances of the City. These documents provide tools to the City to control, guide, and shape the physical development of the community.

Planning Resources Group wishes to thank the City Council, Planning and Zoning Commission, City Staff, and citizens of Gainesville for allowing us to present this Comprehensive Land Use Plan to the community. Special appreciation is given to the citizens who took the time to participate in the many workshops which were held in order to develop this plan. Without the contributions of all those involved, this plan would have never reached completion. It is our sincere desire that this document will be a useful tool to the citizens of Gainesville for many years to come.

Finally, we extend our appreciation to Mark Spencer of **MHS Planning & Design** for the preparation of Chapter 7 - Park Plan. Mark's experience and success pertaining to designing and developing parks in the state of Texas will undoubtedly prove to be of great benefit to the City of Gainesville as they pursue park and recreation improvements.

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Chapter 1 - General Information

Purpose

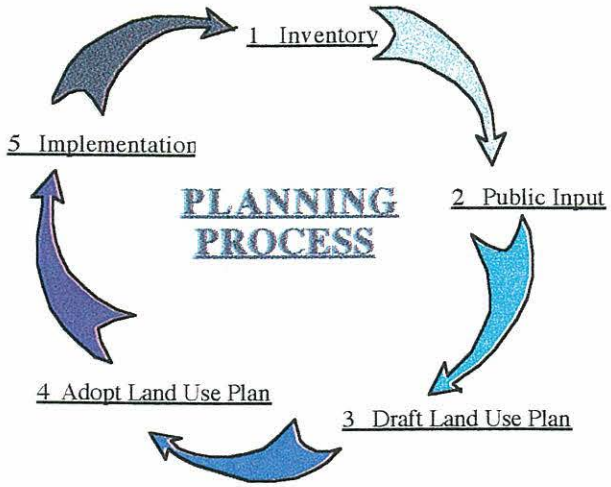
The Purpose of a comprehensive land use plan is to provide a basic guide for future development in order to avoid unknowingly creating incompatible physical impacts. Nothing will insure that all land will be developed exactly as it should be. However, directed planning will enable City leaders to address many potential problems before they become permanent and undesirable landmarks. Cities are complex. The concentration of people and the variety of possible land uses create a diversity of needs, which must be taken into consideration if future land uses are to provide successful living spaces. For this reason cities must plan to be successful. The comprehensive land use plan generally includes the entire municipality land area and has a long range time horizon, typically 20 years. However, it is recommended that a review of the Plan be completed at least every five years or yearly if deemed appropriate. Goals of the community, such as health, safety and public welfare issues, circulation, provision of services and facilities, and environmental protection are often components of a comprehensive plan.

In addition to the theoretical purpose of developing a comprehensive land use plan, there are also practical and legal reasons for this effort to be completed. The legal authority for preparing a Comprehensive Plan is found in the state statutes that provide zoning authority. Section 211.004 of the Texas Local Government Code states, "Zoning regulations must be adopted in accordance with a comprehensive plan . . . ". As established by this legislation, the City is given guidance in making zoning decisions in accordance with the Comprehensive Land Use Plan.

Planning Process

The planning process may differ from community to community, depending on the individual needs of the citizens. Nevertheless, there are some widely found common elements in most comprehensive plans. The process usually begins with a research phase. This includes the inventory of existing land uses as well as population and demographic characteristics. The inventory of exiting land uses begins with the mapping of existing land uses (residential, industrial, commercial, public, etc.). The field survey also considers the characteristics of the

undeveloped land and its suitability for different uses. This research phase is usually followed by a goals and objectives effort in which the community, staff, elected and appointed officials develop the goals that represent a consensus of the desires of the community. Objectives are then formulated to implement these goals.



Cycle should be repeated every five (5) years, dependin upon the growth experienced by the City

The Planning Process

The third phase in the planning process is the formulation of the plan. Conclusions developed during the analysis of information gathered for the base studies can be very helpful in the planning process. These previous efforts facilitate the development of the future plan. With the assistance of base data and the developed goals and objectives, future plans, which reflect the communities development goals and objectives, may be developed.

Implementation is the fourth phase of the process. Without some means of carrying out the plan the efforts undertaken in the previous phases will go to waste. If strategies for implementation are not included in the Comprehensive Land Use Plan, it is unlikely that the goals of the community will be achieved.

This fourth phase does not complete the planning process. The process of planning is a cycle. Reviewing the plan is important, taking into consideration the changes that occur over time.

Depending upon growth rates occurring in a city, all elements of the comprehensive planning process should be addressed at least every five years. This periodic review of problems and progress will allow the city to update the plan so that it will continue to complement the development of the community. While comprehensive plans are considered long range, often extending twenty years into the future, the plans should continue to change and evolve with each five year review.

Historical Perspective

The City of Gainesville is truly a historic community. It was founded in the mid 1800s on the western frontier. It was as new as the state in which it was located. Many of its inhabitants were original colonist who entered Texas looking for a new home. The original townsite of Gainesville, named after General Edmund Gaines, was laid out in 1850. The initial Butterfield Overland Stage Route passed through Gainesville for several years prior to the Civil War. The route extended from St. Louis to San Francisco and established the early transportation significance of Gainesville. During the "Gold Rush" days of the "49ers", Gainesville was an important stop along the trail to California.

During the Civil War years, the residents of Gainesville joined with the rest of Texas and was strongly aligned with the Confederacy. Although, many of the early residents of Gainesville and the surrounding community, joined the Confederacy, the real threat to the safety of the frontier continued to be hostile Indian raids and bandits and mercenaries who raided the frontier.

By 1870 the City had achieved a population of approximately 300 persons. In the latter part of the 1880s many of the historic homes, that are currently being restored, were originally built. And as the county seat for Cooke County, Gainesville's downtown square is the location of one of the oldest and most historic courthouses in Texas.

Gainesville continued to prosper and grow during the early 1900s. Cooke County College was established in 1924 in Gainesville. The school established by Randolph Clark was one of the first schools of higher learning in the State. Gainesville has continued to be an innovative community. In the 1930's through the 1950's Gainesville was recognized for its unique community Circus, which was comprised of residents of the area, including doctors, businessmen, and members of their families. A remnant of the original circus still remains as the Frank Buck Zoo.

Just as the community was a link in the trail to California during the "Gold Rush" days, Gainesville is once more positioned on an artery that bears national significance. I-35 was constructed as a north south artery for the national road systems in the early years of 1960. Now again I-35 is serving Gainesville as well as the nation, being designated the highway for the North American Free Trade Agreement (NAFTA).

The planning efforts of this document are intended to assist this community with its rich heritage to move into the next millinium. With the resurgence of population and economic interest in the City, developed growth will be a system.

Chapter 2 - Goals and Objectives

Purpose and Definition

The development of statements of Goals and Objectives is a very important effort in the preparation of a Comprehensive Plan. These statements are the guidelines for the specific form of the different elements of the Plan. In addition, the adopted Goals and Objectives should give the City direction regarding specific development issues that may be brought before them for consideration.

Goals and objectives are generally defined as follows:

Goals are general statements of the community's desired ultimate physical, social, economic, or environmental status. Goals set the tone for development decisions in terms of the community's desired quality of life.

Objectives are the approaches toward achieving the type of quality living status expressed by the community's goals. They identify the steps or actions that should be changed or implemented to set the course toward achieving the agreed upon goals.

In addition to Goals and Objectives, the City of Gainesville may wish to establish particular **policy** statements upon completion of the Comprehensive Plan. **Policies** are directives adopted by the City Council that establishes an official means by which objectives are carried out toward the achievement of the ultimate goal. A policy specifies the steps that are necessary to make objectives operative. Policies must be specific to be implemented consistently with the City Councils intent. They must also be specific so that their effectiveness may be evaluated.

Goals and Objectives Development Process

The formulation of goals and objectives may be accomplished through organized meetings with staff and citizens, public participation utilizing media coverage, and efforts involving

various advisory committees. The Planning and Zoning Commission and City staff met on September 3, 1996 to discuss the method of public participation to be used. In Gainesville the development of goals and objectives used all of these efforts. The first public participation meeting was an orientation workshop held on September 25, 1996. The workshop was held to introduce the citizens to the Planning Process, to review the public participation program, formulate the citizen's committee, and review a preliminary draft of goals and objectives. Subsequent meetings were held with the Citizens Committee to formulate the specific goals and objectives for Gainesville.

The first set of focus group meetings were held on November 25, 1996. The three focus groups that met were the Parks and Open Space, Community Facilities, and the Thoroughfare Committees.

The second set of focus group meetings where held on December 2, 1996. The three focus groups that met were the Commercial, Industrial, and Residential Committees.

A lunch meeting was held on December 12, 1996 to discuss goals and objectives for Historic Preservation.

After obtaining input from these focus groups the goals and objectives were revised and new ones were formulated. A draft of the proposed goals and objectives were mailed to each citizen who expressed an interest in the various committees regardless of whether or not they attended a focus group meeting. Each was asked to respond in writing with any revisions they wished to propose. The entire citizen committee was invited to reconvene on February 25, 1997. to sign off on the final draft of the Goals and Objectives.

These meeting provided invaluable information about the desires of the citizens of Gainesville regarding the future development of the City. All of the goals and objectives expressed at these meetings have been incorporated into this Chapter.

Example of Goals, Objectives, and Policies

Goals (General in nature, relating to quality of life)

All residential development within the City shall promote the health, safety, and welfare of all citizens of the community.

Objectives (Denotes approach toward achieving the goal)

Establish proper development controls that require prior approval and monitoring of residential development.

Policies (Adopted directives establishing official means by which objectives are implemented)

The City will adopt applications and procedures for site plan reviews, preliminary platting, final platting and engineering designs.

Goals and Objectives for Gainesville

Residential Goals And Objectives

Goal 1

All residential development within the City shall promote the health, safety, and welfare of all citizens of the community.

Objective 1-1

Establish guidelines that address varying densities for residential development located within the corporate limits of the community.

Goal 2

Encourage growth and development of a wide variety of housing types and price ranges in appropriate areas to meet the needs of all citizens.

Objective 2-1

Maintain and enforce standards for all varieties of housing which will encourage appropriate location and help maintain and increase property values of neighborhoods.

Objective 2-2

Encourage the development of quality moderate density and multi-family residential development as a transitional use, between incompatible uses, in appropriate locations.

Objective 2-3

Encourage multi-family development to be of a quality development which provides appropriate environmental amenities such as vegetation, open areas, and water features, comparable to single family neighborhoods.

Objective 2-4

Encourage multi-family development to provide sufficient land area to support open space, recreational amenities, parking, landscaping and other improvements.

Objective 2-5

Encourage and support efforts by the college to provide on campus housing for students to lessen the demand on existing housing stock in the City.

Objective 2-6

Recognize the benefits and viability of residential group homes such as group homes for assisted living for the elderly.

Goal 3

Encourage new residential development provided that each new development makes a positive contribution to its neighbors and the community.

Objective 3-1

Maintain and enforce proper development controls that require approval and monitoring of residential development.

Objective 3-2

Encourage engineering and planning designs for future developments that provide maximum amenities.

Objective 3-3

Encourage pedestrian activity within new neighborhoods by requiring sidewalks constructed by the builder/ developer at the time of development.

Objective 3-4

Encourage the retrofitting of existing neighborhoods with sidewalks as funding becomes available.

Goal 4

Encourage the development of well maintained and landscaped neighborhoods which are protected from blighting influences.

Objective 4-1

Establish proper development controls and regulations which will enhance residential neighborhoods with the use of landscaping buffering, and screening.

Objective 4-2

Maintain code enforcement regarding garbage on the street and junk and/or illegally parked vehicles to improve aesthetics and safety of neighborhoods.

Objective 4-3

Provide older residential neighborhoods with opportunities for restoration, renewal, and improvement to elevate older neighborhoods to the standards of new areas including maintenance issues such as repair of sidewalks, street lights, streets and street signs.

Objective 4-4

Encourage the in-fill of vacant lots, where appropriate, within existing neighborhoods.

Objective 4-5

Develop guidelines and regulations pertaining to the location of alternative housing types such as Manufactured Housing and Mobile Homes within appropriate neighborhoods.

Objective 4-6

Encourage the acquisition of vacant lots, where appropriate, within existing neighborhoods which are located within the flood plain to be used for open space and green areas within the neighborhood.

Objective 4-7

Encourage and promote the placement of utilities, power, telephone, and sundry other services underground in the new development when appropriate.

Parks And Open Space Goals And Objectives

The following Goals and Objectives are provided to give direction for future community decisions regarding parks, recreation and open space. These goals and objectives were established based on focus group interviews, community meetings and a citizens survey.

GOAL I:

Provide a variety of parks, open spaces, and recreation facilities compatible with the environment and designed to serve both the active and passive recreational needs of the citizenry.

Objective 1-1

Encourage park, recreation and open space dedication to occur during the development process.

Objective 1-2

Adopt and follow a park classification system containing guidelines to help direct the size, geographic distribution, population served, suitable facilities and service area for ornamental parks, playground parks, neighborhood parks, community parks, regional parks and greenbelts.

Objective 1-3

Ensure that all parks and facilities meet the most current standards for playground safety and accessibility.

Objective 1-4

Actively seek and utilize Texas Parks and Wildlife Department grant funding and private funding whenever possible for park land acquisition and development.

Objective 1-5

Continue to operate, maintain and improve the facilities at Frank Buck Zoo for the enjoyment of the citizens of Gainesville.

GOAL 2

Realize that the natural environment and ecosystems are a substantial quality that contribute to the character of the City and should be preserved and protected.

Objective 2-1

Incorporate the flood plain areas located within the City into greenbelts and open space.

Objective 2-2

Be proactive in the protection and/or acquisition of unique natural open spaces for public use.

GOAL 3

Park Maintenance and Operation Goal: To cost effectively maintain and operate the parks and open space network in a manner which provides a safe, clean and orderly atmosphere and promotes optimum utilization of the park system by the citizens of Gainesville.

Objective 3-1

Improve maintenance of parks through written preventative maintenance schedules, develop a park equipment replacement fund, and increase funding for maintenance as additional parks come on line.

Commercial Goals And Objectives

Goal 1

Promote an economic climate for the City that will encourage the establishment of commercial businesses that will be of benefit to the community; promote stability and diversification.

Objective 1-1

Encourage commercial development to occur so that it is complimentary and compatible with surrounding land uses.

Objective 1-2

Develop criteria for encouraging appropriate commercial development patterns and discouraging "spot zoning".

Objective 1-3

Encourage commercial development along the I-35 corridor in areas where development has been inhibited because of inadequate frontage road accessibility.

Goal 2

Encourage the development of safe, aesthetically pleasing, comfortable, and convenient places to work, shop and do business.

Objective 2-1

Commercial and retail facilities should be oriented toward major thoroughfares to avoid conflicts with residential areas. When commercial development is located near residential neighborhoods, consideration should be given to the impact on such residential neighborhoods.

Objective 2-2

Neighborhood retail commercial facilities shall be sized proportionally to the neighborhood being served and located at appropriate intersections of arterial streets.

Objective 2-3

Develop zoning regulations that identify and promote commercial intersections compatible with the surrounding neighborhoods and street systems.

Objective 2-4

Encourage the use of entry statements containing landscaping and decorative signage at the major intersections and entrances into the City, which provide a positive visual appearance to the commercial areas.

Objective 2-5

Develop and implement regulations regarding landscaping, signage, parking similar to those in place for the I-35 corridor for the main commercial corridors in Gainesville. Specifically Highway 82, Grand Avenue and California Street.

Objective 2-6

Encourage pride in "home town" businesses and support of local commercial establishments.

Goal 3

Encourage the restoration, renewal, and improvement of older commercial areas within the City of Gainesville comparable to the standards required of new development.

Objective 3-1

Provide incentives to and partnerships between existing commercial business owners and the City to encourage the restoration and renewal of their properties.

Objective 3-2

Establish new and maintain existing development controls that monitor and control maintenance of existing commercial development.

Goal 4

Encourage the location of new and re-developed commercial land uses according to corridor and nodal development planning principles.

Objective 4-1

Promote the use of arterial street corridors as a desirable location for commercial land uses.

Objective 4-2

Encourage commercial development along undeveloped arterial corridors while maintaining the positive naturals character of the area.

Objective 4-3

Encourage the redevelopment of areas along established arterial corridors to promote predominantly commercial uses.

Objective 4-4

The characteristics of corridor commercial development shall be encouraged in any new commercial or redevelopment of existing commercial areas. These characteristics include:

1. buffering of incompatible land uses with live plant material, fences, walls or a combination thereof;
2. uniform signage;
3. shared drives;
4. landscaped buffers between roadways and parking lots;
5. landscaping in the street yard; and
6. traffic patters directed toward the arterial not drawing traffic into the interior of a neighborhood.

Goal 5

It is the desire of the community to continued use of the downtown area for pedestrian oriented commercial office and retail businesses

Objective 5-1

Encourage a pedestrian orientation around pedestrian interests in the downtown area.

Objective 5-2

Encourage the continued development of businesses that will continue to draw a pedestrian customer such as antique stores, museums, galleries, professional offices, and associated services.

Objective 5-3

Encourage the use of presently vacant commercial buildings in the downtown area.

Industrial Goals And Objectives

Goal 1

Encourage development and expansion of existing industrial users/employers and attract major industrial users/employers that will provide a strong economic base for the City of Gainesville.

Objective 1-1

Examine the needs of industry representatives and provide interested developers with an inventory of possible sites and their amenities.

Objective 1-2

Encourage industrial land uses to develop within designated industrial districts identified by the Comprehensive Land Use Plan.

Goal 2

Provide for identified industrial districts within the City and buffer these areas from adjacent, incompatible land uses.

Objective 2-1

Encourage industrial development to occur so that it is complimentary and compatible with surrounding land uses.

Objective 2-2

Promote the use of Freeway, State Highways and areas adjacent to Rail Road right-of-way as the most desirable location for industrial land.

Objective 2-3

Encourage locating industrial land uses outside of designated flood plains and away from environmentally sensitive areas.

Objective 2-4

Define and identify critical land uses edges between industrial land uses and adjacent land uses. Encourage industrial development to maintain these edges.

Community Facilities Goals And Objectives

Goal 1

Provide the citizens of Gainesville with adequate facilities and staff to serve the community in the areas of:

Fire protection	Police services
City government	Civil defense
Recreational activities	Cultural growth
Community assembly	Health Care

Objective 1-1

Provide a coordinated plan addressing the future community facility needs in appropriate sequencing.

Objective 1-2

Promote and encourage a spirit of co-operation between taxing entities to provide all facilities necessary with no duplication.

Objective 1-3

To minimize public and private expenditure while not compromising commitment to efficient, quality service.

Objective 1-4

Plan for a needed Multi-Purpose Facility. Coordinate efforts with region wide entities who will benefit from the development of such a facility.

Goal 2

Maintain a significant presence of community facilities in the Downtown Area of the City of Gainesville.

Objective 2-1

Maintain the City Hall in downtown Gainesville.

Objective 2-2

Maintain the Police Station in downtown Gainesville.

Thoroughfare Goals And Objectives

Goal 1

Ensure that the thoroughfare system has sufficient capacity by functional classification for the development densities and land uses served.

Objective 1-1

Develop a thoroughfare system based upon the principles of functional classification and design.

Objective 1-2

Preserve the traffic carrying capability and level of service of new arterial thoroughfares and to enhance that of existing arterial thoroughfares.

Goal 2

Encourage and participate in the development of a balanced transportation system capable of moving both people and goods in a safe, expeditious, economical and environmentally sensitive manner.

Objective 2-1

Provide methods in the form of regulations and policies that enable City officials to control the placement and construction standards of existing and proposed thoroughfares.

Objective 2-2

Encourage and participate in the development of an east thoroughfare loop through coordination with the State.

Objective 2-3

Encourage the organization of land uses in a manner that facilitates an efficient and cost effective thoroughfare system.

Objective 2-4

Provide a concerted effort to have thoroughfare systems address the needs of the handicapped, aged, children, and pedestrian oriented activities.

Objective 2-5

Provide railroad overpass improvements near the downtown area.

Objective 2-6

Recognize the needs of the citizens of Gainesville to cross the railroad tracks safely and expeditiously.

Objective 2-7

Encourage cooperation with Texas Department of Transportation (TxDOT) in developing and implementing appropriate access roads to I-35.

Goal 3

Recognize the impact of the regional thoroughfare system on the community, and maintain improved coordination with the various elements of the system.

Objective 3-1

Improve the overall traffic circulation based on the needs of residential, commercial, industrial, and recreational uses and avoid detrimental traffic impacts on residential areas.

Objective 3-2

Reduce the amount of traffic in and through neighborhoods when possible.

Goal 4

Improve the aesthetic visual impact along thoroughfares throughout the City of Gainesville.

Objective 4-1

Develop and implement regulations which address the visual impact of development along the major thoroughfares in the City of Gainesville.

Goal 5

Improve the overall condition of existing thoroughfares within the City of Gainesville

Objective 5-1

Maintain and develop regulations which improve the physical condition of existing thoroughfares and provide amenities such as curb and gutter and sidewalks.

Historical Preservation Goals And Objectives

Goal 1

Preserve and promote the historical integrity of the City.

Objective 1-1

Coordinate the historical preservation efforts within the City with other involved agencies and impacting elements.

Objective 1-2

Establish and enforce regulations pertaining to the preservation of historical areas and structures located within the corporate limits of Gainesville.

Objective 1-3

Encourage the preservation of the historical character of the City in the planning, construction and remodeling of commercial buildings in the style of the era.

Objective 1-4

Encourage the preservation of the historical character of the City in the planning, construction and remodeling of community facilities in the style of the era.

Objective 1-5

Encourage the use of the old Santa Fe Depot for uses such as the Chamber of Commerce.

Objective 1-6

Explore the possibility of provision of Bed and Breakfast Establishments in historic structures in appropriate locations.

Objective 1-7

Utilize the older historic areas of the City to draw new residences and businesses as well as enhancing those which exist.

Objective 1-8

Preserve and maintain the brick streets and old street light poles in the historic areas of Gainesville.

Goal 2

Promote education of the citizens of Gainesville regarding the history of the City.

Objective 2-1

Encourage the preservation of the historical character of the City by educating the citizens about the history of the City and the physical structures which exist.

Chapter 3 - Demographics

Methodology

The data gathering process for determining the demographic characteristics of the City of Gainesville utilized several sources, a field survey and the 1990 United States Census. Using the residential unit counts obtained from the field survey and the population multipliers from the Texoma Council of Governments, populations by housing type were calculated. The following multipliers were extrapolated by Municipal Planning Resources Group, Inc.: low density 2.57 persons per household, high density 2.04 persons per household. The low density multiplier was applied to single family, duplex, triplex and mobile home housing types. The high density multiplier was applied to multi-family or apartment units. The resulting populations listed in Table 3.1, *Analysis of Population Demographics According to Land Use*, considered a low density occupancy rate of 90.57% and a multi-family occupancy rate of 93.4%.

Table 3.1
Analysis of Population Demographics According to Land Use
For Gainesville Comprehensive Plan

Description	Persons	# of Units
Single Family and Mobile Home	12,927	5,555
Multi-Family	1,646	865
Group Home Population	270	
TOTAL	14,843	6,420

* Housing count numbers are a result of August 1996 MPRG field survey
* Person per unit multiplier numbers extrapolated by MPRG September 1996

The age of housing units in Gainesville is older than generally found statewide. The 1990 census indicated that the median year for a structure built in Gainesville is 1960, as compared with 1972

statewide. In addition, 17% of the units in Gainesville were built prior to 1939, as compared with 7% statewide. A conclusion to be drawn is that the City of Gainesville has an existing stock of older deteriorating housing. Although many of these homes may be historically significant and will be renovated, it appears that new housing stock must be constructed to replace the aging existing stock, as shown in Figure 3.1 *Comparative Age of Housing Stock.*

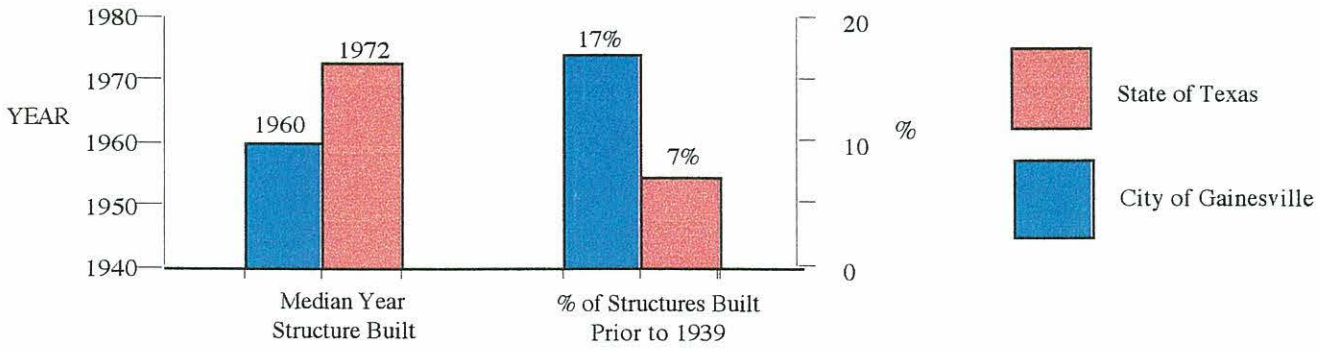


Figure 3.1
Comparative Age of Housing Stock

Demographic Characteristics

The historic population of Gainesville can be traced back for more than 100 years. However, projections from historic trends are usually more accurate when using a forty of fifty year period; and that is depending on whether or not any unusually circumstances have occurred during that period that would prejudice the projected result. Gainesville has shown a steady increase in population since 1930. However, it is important to note that that period of time includes World War II and other major military conflicts that may have impacted the population of the town. In addition, that period of time also experienced the construction of the Interstate Highway System and an exodus of population from the rural areas to the metropolitan areas. Nevertheless, Gainesville demonstrated gradual growth through that period, as indicated in Table 3.2 *Historic Populations for Gainesville.*

It is also interesting to note that the economic downturn experienced throughout Texas and the nation, which occurred in the late 1980's and early 1990's also impacted Gainesville. The City lost a major employer and a number of secondary business ceased operation. This period of time experienced a significant migration from Gainesville. However, it is quite significant to note that, even during the period of population loss, Gainesville still was able to record population gains for the years 1990 and 1996.

Table 3.2
Historic Populations for Gainesville

Year	Population
1930	8,915
1940	9,651
1950	11,246
1960	13,083
1970	13,830
1980	14,077
1990	14,256
1996	14,843

The population growth from 1990 to 1996 may seem to be slight. However, two factors had to be overcome in order to even show a population increase. The first was the loss of the major employer, as mentioned earlier. The second is the reduction of the housing stock. Gainesville has been actively involved in reducing the number of dilapidated and vacant housing. The normal course of estimating population involves counting of the existing housing stock. Table 3.1, *Analysis of Population Demographics According to Land Use,* provided an estimated number of existing housing units. Utilizing the methodology, described in the initial paragraph of this chapter, we have been able to justify an increase in population for 1996. This means that more homes were built than destroyed, and more people moved into Gainesville than moved out.

The racial characteristics of the City are shown on Table 3.3 *Analysis of Population Demographics According to Race Percentage.* A majority of the population of Gainesville is white, accounting for 87% of the City. Blacks account for 7% of the population. Asian or Pacific Islanders account for less 1% of the total population of the City. and American Indian, Eskimo, or Aleut account for 1% while the category "other races" account for 5 %. Of the total population, 1% of the citizens of Gainesville are of Hispanic origin (of any race).

Table 3.3
Analysis of Population Demographics According to Race Percentage

Race	Percentage
White	89.8%
Black	1.3%
American Indian / Eskimo / Aleut	0.7%
Asian / Pacific Islander	4.8%
Other	3.3%
TOTAL	100.0%
Hispanic Origin	7%

The percentage distribution of population by age is provided in Table 3.4 *Analysis of Age Demographics for Gainesville.* The Census data indicates that there are slightly more females than there are males in the City of Gainesville. According to the 1990 Census the percentage of female residents is 54% while the percentage of males is 46%. Age distribution is important in the planning of public facilities such as parks, schools, senior citizen centers etc. The City of Gainesville has a relatively young population. Approximately 26% of the population is under the age of eighteen. Approximately 34% of the population is less than 25 years of age and approximately 62% are below the age of 45 years.

This information will be helpful when planning for the community facilities utilized by the different age groups in Gainesville. On the other hand, approximately 24% over the age of 60. In addition to planning of community facilities utilized by the different citizens of Gainesville, is an important to consider future residential housing alternatives for both the younger first time home buyer and the older "empty nester". There are a wide range of housing alternatives available which meet the needs of these different age groups. Future land use plans should take these needs into consideration.

Table 3.4
Analysis of Age Demographics for Gainesville

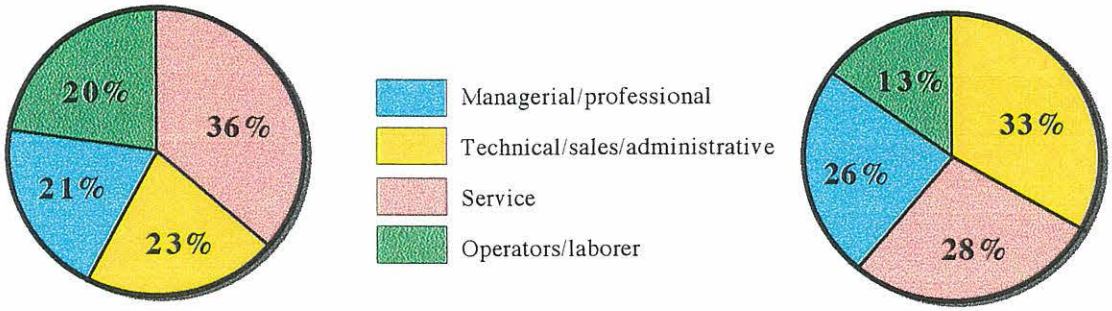
Age	Percentage of Population
0 - 5 yrs.	9%
6 - 16 yrs.	16%
17 - 18 yrs.	2%
19 - 20 yrs.	3%
21 - 24 yrs.	4%
25 - 44 yrs.	28%
45 - 54 yrs.	9%
55 - 59 yrs.	5%
60 - 64 yrs.	5%
65 - 74 yrs.	10%
75 - 84 yrs.	7%
85 + yrs.	2%

Source: 1990 U.S. Census

Socio-Economics

Socio-economic data for Gainesville is limited to census information gathered during the 1990 Census effort. However, because of the strong economy experienced during the mid and later 1990s, it is likely that the economic conditions for Gainesville have improved over those being reported herein. The median household income in 1990 for Gainesville was $20,364. The census figures also indicated that 21.7% of wage earners in Gainesville earned less than the poverty level, as compared with the state figure of 11.4%. It is probable that the next census will reflect the recovery believed to have been experienced.

This impact on employment can be seen also in the makeup of occupation types. The work force for Gainesville is much more skilled than that which is characterized on the statewide level. The proportions of occupations into managerial/professional, technical/sales/administrative, service, and operators/loborer have been indicated for the state and for Gainesville in Figure 3.2 *Proportional Mix of Occupations for the State of Texas and City of Gainesville.*



City of Gainesville

State of Texas

Figure 3.2
Proportional Mix of Occupations
for the State of Texas and City of Gainesville.

Future Demographics

The City of Gainesville is in a unique situation regarding future population projections. Normally, future populations are projected by analyzing past trends in population. In other words, the planner records the past populations since 1930 and determines the historic rate of growth. Future populations are obtained by examining a number of possible results utilizing several different formulas for obtaining future populations.

This effort was performed for Gainesville. The results of the projections, utilizing established population projection formula, resulted in future populations that included either no growth or very little growth for the City for the next 20 years. However, building activity within the last five year appears to warrant populations significantly higher than those obtained from trend line projections. The apparent explanation is that the population trends do not accurately reflect the true character of growth in Gainesville. As stated earlier, during the late 1980's the City of Gainesville lost its major employer. This substantial lost in immediate jobs and the secondary impact that it had on other jobs was a significant detriment to the population growth of Gainesville. However, since that time, there has been a definite resurgence in the economy in the Gainesville area and an increasing population. Because people were continuing to locate in Gainesville during the period where the employer was leaving, the population does not accurately represent the rate of growth attributed to new arrivals. We have subsequently structured our population projections to reflect this greater rate of growth.

We feel it is reasonable to project future population from the estimated 1996 population at a rate ranging between 02.0% and 02.5% average annual growth rate. The average annual growth rate would be calculated by the following formula:

$$(P_O/P_N)^{1/X} = \text{Average Annual Population}$$

Where P_O = Old Population
P_N = New Population
X = Number of years between P_O and P_N

Utilizing an average annual rate of 0.2.0% for a low growth rate and an average annual rate of 02.5% average growth rate for a rapid growth rate populations for a 20 year planning period would be 23,051 persons and 25.923 persons. It appears reasonable to conclude, that if the City of Gainesville was successful in drawing new development to the city, then a population of 25,000 persons could easily be achieved by year 2020, as shown in Table 3.5 - *Population Projections for the City of Gainesville, Texas.*

Table 3.5
Population Projections for the City of Gainesville, Texas

Year	Low Projection	High Projection
1996	14,843	14,843
2000	15,513	15,820
2005	17,128	17,899
2010	18,910	20,251
2015	20,877	22,912
2020	23,051	25,923

Source: MPRG 1996 projections

Future population growth within Gainesville is greatly influenced by the dynamics outside the City limits. It is probable that the population growth rates will vary significantly as unforeseen factors are introduced or eliminated from the dynamics of the surrounding area. Similarly, as economic development occurs in the City as well as in surrounding cities, Gainesville will continue to capture a portion of that growth.

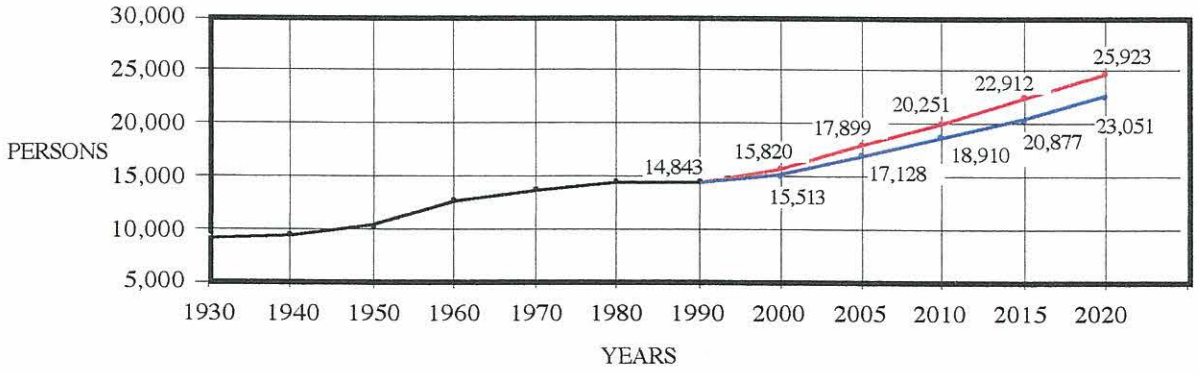
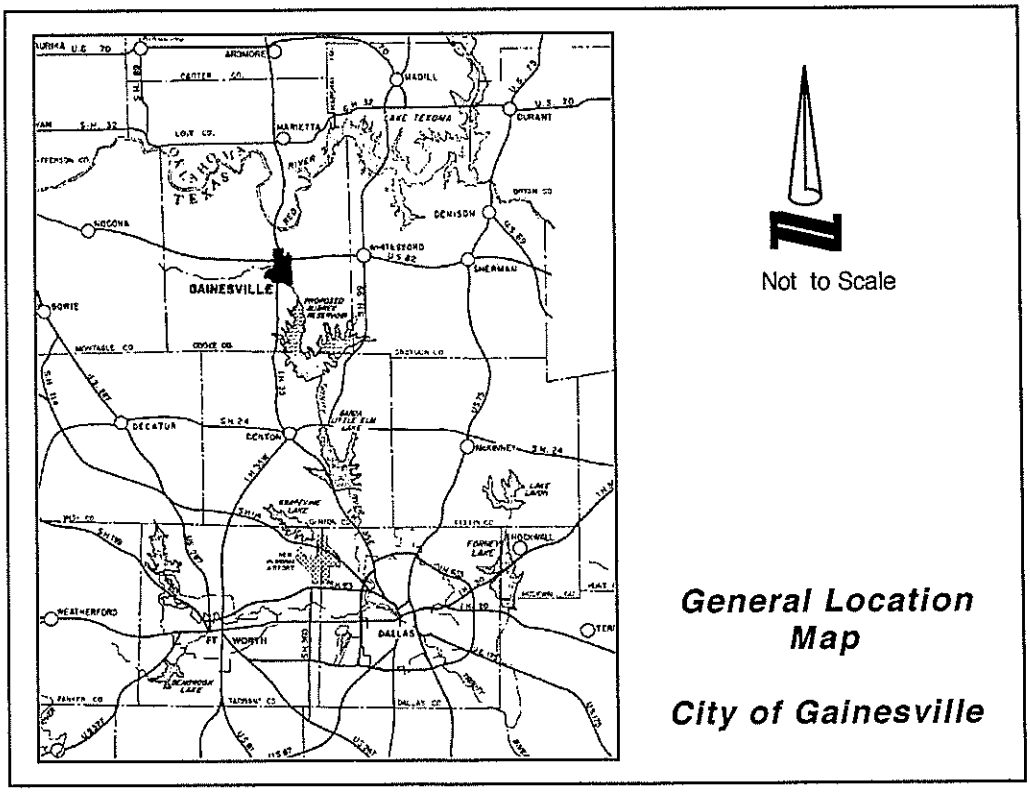


Figure 3.3
Historic and Projected Populations for the City of Gainesville, Texas

Chapter 4 - Existing Land Use

Study Area

The study area for the analysis of existing conditions is limited to the area within the Corporate limits of Gainesville. Gainesville lies in the north-central region of Texas and in the center of Cooke County, Texas approximately 65 miles north of Dallas and Fort Worth, and seven miles south of the Red River, the border between Texas and Oklahoma. The City is located at the intersection of Interstate Highway 35 and U.S. Highway 82. Interstate 35 is the major north-south route from Oklahoma City to Dallas and Fort Worth. It has been designated in the Federal Highway Program as the principal north-south highway in the central states, providing nonstop interstate travel from Duluth, Minnesota, to Larado, Texas. U.S. Highway 82 is the east-west rout between Texarkana, Wichita Falls, and Lubbock Texas. Gainesville is also located on the main line of the Burlington Railroad, which runs from Galveston, Texas, to Chicago.



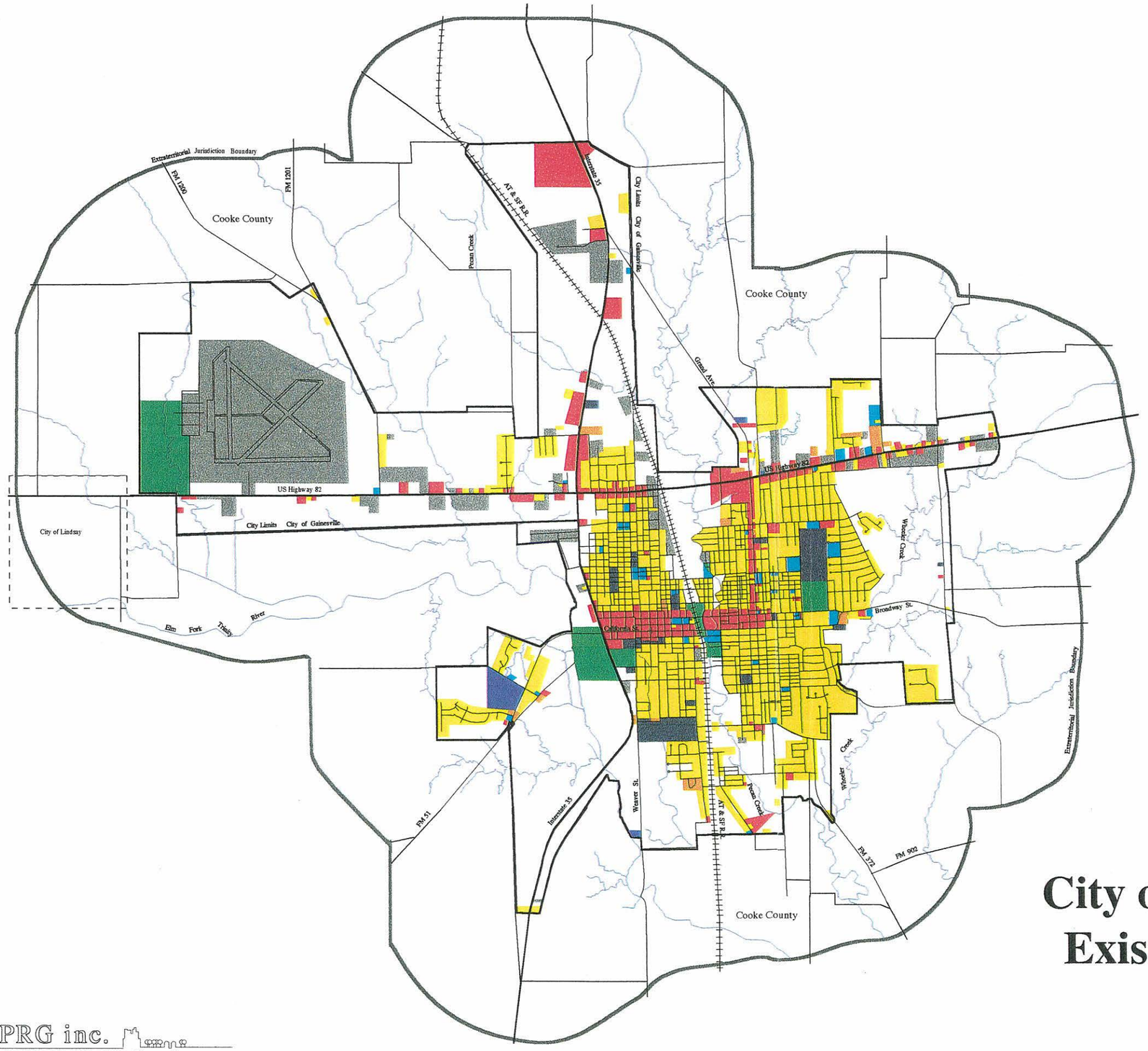
Existing Land Use Inventory and Analysis

An inventory of existing land use is typically the first step in any Land Use Planning effort. This first step will serve the purpose of identifying "where the City of Gainesville is today". It serves as the basis for all the planning elements in the Planning Process. This information assists in determining the overall historical development of Gainesville. It is vital to determining a point of beginning for addressing the needs associated with future growth of the City. The existing land uses within Gainesville are classified by the following designations:

- Single Family
- Mobile or Manufactured Homes
- Multi-Family
- Commercial
- Industrial
- Public
- Parks and Open Space
- Major Thoroughfares
- Vacant / Undeveloped

Figure 4.1, Existing Land Use Map indicates the locations and patterns of land use in Gainesville. Existing land use represents how the land is currently being used. Often, an analysis of current land use will provide the analyst with an understanding of development trends that have been established. This analysis will also provide the City officials with an opportunity to correct trends that may be detrimental to future development and to initiate policies that will encourage development in accordance with goals and objectives desirable to the City.

A field survey was conducted in August of 1996 to identify existing land use conditions in Gainesville. Of the approximately 9,107 acres that comprise the City 4,074 acres are developed as one of the following land uses: residential, commercial, industrial, public, or parks and recreation. The remaining acres were undeveloped at the time that the survey was conducted. The various categories of land use and corresponding acreages are shown in *Table 4.1, Summary of Existing Land Use - August 1996*



north

LEGEND

- Single Family
- Multi-Family
- Commercial
- Industrial
- Public
- Quasi-Public
- Parks and Recreation

City of Gainesville, Texas
Existing Land Use Map

MPRG inc.
Municipal Planning Resources Group, Inc.

Table 4.1
Summary of Existing Land Use - August 1996

Land Use	Acreage	Percent of Developed Area	Percent of City
Single Family	1,577	39%	17%
Mobile or Manufactured Home	82	2%	1%
Multi-Family	62	1%	1%
Sub Total	1,721	42%	19%
Commercial	461	11%	5%
Industrial	1,565	38%	17%
Sub Total	2,026	49%	22%
Public	259	6%	3%
Parks and Recreation	168	4%	2%
Sub Total	427	10%	5%
TOTAL DEVELOPED	4,174	100%	46%
Undeveloped	4,933	---	54%
TOTAL	9,107	---	100%
Floodplain (Undeveloped)	1,015		
Floodplain (Developed)	304		

Source: Municipal Planning Resources Group Field Survey August 1996
*Distributed throughout the above land uses.

Floodplain

A significant portion of Gainesville is located within areas designated as floodplain by the U.S. Corps of Engineers. By utilizing the FEMA maps, which show the general areas of floodplain, it is estimated that a total of 1,319 Acres of land are located in flood prone areas. Much of the land area located in the floodplain is still undeveloped, approximately 1,015 Acres. However, since Gainesville predates the development of the FEMA maps, some land area has been developed for residential, commercial, and industrial uses.

The significance of the designated floodplain area, is that the U.S. Corps of Engineers prohibits construction from occurring within the 100 year limits. This does not mean that development may never occur in these areas. It does mean that it cannot occur without significant engineering studies and significant modification to creek and river channels such that the flood is contained and does not negatively impact downstream property. Therefore, it is likely that the land area currently designated as floodplain will remain in that condition for the near future and probably the long range future as well.

Residential Land Use

Residential land use in Gainesville consists of three types of residential units. There are single family residential units, mobile or manufactured homes, duplexes, and multi-family or apartment housing units.

Single Family Residential

Low density residential land uses account for approximately 1,577 acres within Gainesville. This represents 39% of the developed land and 17% of the total area of the City. The majority of the low density residential housing is located south of Highway 82 and east of I-35. However, there are several isolated single family subdivisions east of F.M. 372 and Highway 82 as well as in the southwestern portion of the city off of F.M. Highway 51. These residential subdivisions all have vacant land surrounding them available for future residential development.

The older residential neighborhoods located east of I-35 and west of the railroad tracks on both the north and south sides of the downtown area are interspersed with commercial uses and many public and semi-public land uses such as churches and schools. In order to maintain the integrity of these residential neighborhoods, edges will need to be defined beyond which commercial encroachment will not be permitted.

There are a few remaining single family homes located in the downtown area however, it appears many of these are being converted to commercial uses. While this conversion is appropriate, it is important to identify an edge beyond which commercial conversion will not be permitted in order to protect the integrity of the residential neighborhoods to the north and south of downtown. Within this area it is also important to recognize uses that would provide an easy transition from residential to commercial. Bed and Breakfast establishments have served other communities well as transitional uses, as have other commercial uses that are less traffic intensive.

While the residential areas east of the railroad tracks also contain commercial land uses the majority of these uses are correctly located in accordance with the Neighborhood Concept, as defined later. For example, commercial uses are concentrated along the arterial roadway of Grand Ave. and not encroaching into the surrounding residential neighborhoods. The continued implementation of the principles of corridor commercial development will ensure the protection of these residential neighborhoods.

Mobile or Manufactured Housing Residential

There are approximately 72 acres of land utilized for mobile and manufactured housing located in the City of Gainesville. This accounts for 2% of the developed land in the City and 1% of the

entire City. The majority of these housing units are located in mobile home subdivisions or parks. There is one mobile home subdivision which is located north of Highway 82 and east of F.M. 372. There are two mobile home parks. The first is located east of the railroad tracks and south of Moss Street along Pecan Creek. The second is located north of 82 and west of I-35 off of Silves Bend Road.

Multi-family Residential

High density residential land uses are made up of apartments style dwelling units. This land use category consist of 62 acres which represents 1% of the developed area of the City and less than 1% of the total city area. The apartments in Gainesville range in size from as few as six or eight units to as large as 120 units in a single complex. The majority of the complexes in Gainesville are in the middle range with between 20 and 50 units.

The majority of the high density residential land uses in Gainesville are located in accordance with the Neighborhood Concept. The larger high density residential land use complexes are located on Highway 82 and I-35. With the exception of a few very small complexes all of the apartments are located along an arterial street and on the edges of neighborhoods. The complexes which are located within neighborhoods are small enough that they do not adversely impact the neighborhood. In addition, most of these complexes are located within the downtown area, not in the middle of a residential neighborhood.

Commercial Land Use

Commercial uses in Gainesville include retail, service, and office commercial. Commercial land use accounts for 461 acres or 11% of the developed area of the city which is 5% of the total area of the City.

The majority of the commercial land uses within the City are located along the major arterials, I-35, Highway 82, and Grand Avenue in a corridor commercial land use pattern. This pattern is formed through the placement of commercial uses along thoroughfares.

In addition to the corridor land use pattern there are several examples of nodal commercial development currently existing in Gainesville. The commercial uses located on I-35 are concentrated in three locations in a nodal pattern. The first concentration is at the intersection of I-35 and California Street. This concentration is currently only on the east side of I-35. The land on the west side of I-35 is vacant and available for commercial development. In addition, the land on either side of I-35 between California Street and Highway 82 is predominantly vacant due to limited access availability caused by the elimination of access ramps from I-35 to the service roads

in that area. The commercial land uses in this area are mainly highway commercial type uses such as service stations and lodging land uses. The second concentration is at the intersection of I-35 and Highway 82. The current concentrations are on the northeast and northwest corners of this intersection. The southeast and southwest corners are vacant at the present time. While there is additional commercial development along I-35 to the north of this intersection there is still substantial land available for future development along this corridor. The third concentration is at the intersection of I-35 and F.M. 1202. This is the location of the Factory Mall.

The Highway 82 corridor is developed in true "corridor commercial" land use pattern. This corridor is heavily developed from I-35 to the east. The development along this portion of the corridor is a combination of commercial and industrial as well as some residential. The development from I-35 to the west is also a combination of commercial, industrial, and residential. However, there is a substantial amount of land available for future development. With the location of the airport it is anticipated that the predominate use in this area will be of an industrial nature.

The Grand Avenue corridor is also developed in the "corridor commercial" land use pattern. However, due to the small lots located on this street the negative characteristics of "strip commercial" exist. The issue of development and re-development in this area should address these characteristics and discourage them.

In addition to examples of corridor and nodal commercial land use patterns, the City of Gainesville has a downtown district consisting mainly of commercial uses. The downtown area consists of a grid pattern area containing the east / west streets of Broadway, California, Main, and Pecan and the north / south streets of I-35, Culberson, Chestnut, Commerce, Dixon, Red River, and Lindsay. This area contains older commercial buildings. The Downtown Square contains many specialty and antique shops, home decorating shops, jewelry and gift shops as well as professional offices.

Industrial Land Use

Industrial land uses consists of approximately 1,565 acres in Gainesville. This accounts for 38% of the developed area in the City and 17% of the total land area. The airport accounts for the majority of this area. The remaining industrial land use is located along Highway 82, along the railroad tracks, and along I-35 north of Highway 82.

Public Land Use

Land utilized for public purposes include municipal, county, and state government, cemeteries, libraries and schools, churches, electric, gas, telephone, and television utility uses.

Approximately 259 acres are utilized by public uses in Gainesville, this represents 6% of the developed area and 3% of the total area of the City.

Parks, Open Space and Recreation Land Use

A Parks and Open Space Master Plan was prepared for the City of Gainesville as a part of this Comprehensive Land Use Plan. The recommendations provided in that effort have been incorporated into the Future Land Use Plan provided in this Comprehensive Land Use Plan. *Table 4.1, Summary of Existing Land Use - May 1994* indicates that there are approximately 168 acres of existing parks, open space, and recreational land uses within the City limits. As identified in Chapter 7 - **Park Plan**, Gainesville is in need of additional parks, recreation facilities, and open space.

Major Transportation Right-of-Way

Transportation and movement of people and goods within the City and the surrounding area is an important function. Such movement is dependent upon the functional arrangement and condition of local streets and highways. As the population grows, the thoroughfare system must be capable of handling traffic movement in a safe and efficient manner. In addition, a thoroughfare system provides the basic framework for future growth in the undeveloped areas of the City.

The predominant form of transportation is the automobile. It is important to concentrate traffic on a system of thoroughfares designed to relieve the pressure on other minor and local streets. The Thoroughfare System is a device to expedite traffic movement and to enhance safety. In order to maintain desirable residential neighborhoods, it is necessary to keep unrelated traffic off residential streets. The type of heavy traffic associated with commercial and industrial land uses should be allocated to major thoroughfares and arterials. These land uses are more intensive and actually benefit from the close proximity of the busy street.

In the areas that are currently undeveloped, it is important to plan thoroughfares that will attract compatible land uses that are desirable to the City. Streets are typically identified by different classification categories. For the purpose of this land use plan, streets have been identified by the following categories: local residential streets, collector streets, arterial streets, and freeways.

Freeways and Highways

Freeways or highways consist of controlled limited access roadways with divided lanes for directional traffic. Large volumes of traffic at high speeds are permitted on these roadways. They

usually have rights-of-way between 150 and 300 feet and are characterized by multiple lanes of directional roadways. These roadways permit the movement of traffic through the City in an unimpeded manner. An examples of this type roadway in the City of Gainesville is I-35 and Hwy 82.

Arterial Streets

Typically there are major and minor arterial. An example of a major arterial is; Hwy 82, which is also a controlled access highway for a portion of its length. This major arterials bisect the City. Its purpose is to provide access to other communities besides Gainesville. However with the limited number of communities surrounding Gainesville this function is limited. Under ideal situations there are a limited number of access points located along the roadway between intersections to facilitate traffic movement. However, in Gainesville, not all arterial streets are designed properly to facilitate this result. Arterial streets provide for traffic circulation throughout the City and are typically four (4) to six (6) lanes in width, with or without medians. The purpose of the arterial is to carry large volumes of traffic across or through the City as quickly and unimpeded as possible. Minor arterials normally define the limits of a neighborhood. Examples of minor arterial streets in Gainesville include California Street, Grand Avenue, and Weaver Street. These types of streets provide the boundaries or edges of a typical neighborhood.

Collector Streets

The second category of street is the collector. It is recommended that Collector streets be curvilinear as opposed to grid pattern straight through streets typically found in older neighborhoods. Curvilinear streets are beneficial to the neighborhood because they tend to discourage pass-through traffic from neighborhoods. An additional benefit is that speeds tend to decrease when roadways are curved and do not provide an extended view of advancing roadways. Planning principles recommend that collector streets not bisect the neighborhood thereby discouraging through traffic. Collector streets serve the neighborhood by leading traffic from local streets to the arterials. The purpose of the collector street is to get people into and out of the neighborhood. Collector streets are typically two (2) to four (4) lanes wide. Example of collector streets in Gainesville include Aspen Road, Garnett Street, Oneal Street and Hillcrest. However, due to the age of the City of Gainesville most of the established development in the City was built during a time when streets were developed in a "grid pattern" instead of the now recommended curvilinear pattern. Therefore, the examples listed above do not meet all the recommendations above.

Local Streets

The third street type is the local street. For the same purpose as in collector streets, local streets are curvilinear but are often much shorter and may include loops and cul-de-sacs. These streets provide direct access to residences and feed the collector street system. Local streets should not access directly onto arterials, if possible. A local street with through traffic potential should be discouraged. The purpose of local streets is to get people to the collectors and for travel within the neighborhood.

Perceived Issues Resulting From Existing Land Use Analysis

Development of the Existing Land Use map assists the Planning and Zoning Commission, City Council, and citizens to identify significant development issues to be addressed in the planning process. A listing of many of the perceived issues is provided as follows:

1. Commercial Corridor Development Along Major Arterials - The presence of several major thoroughfares within Gainesville dictates the need for corridor planning along the thoroughfares. These corridors can be an asset to the City, if planning principles for corridor development are followed. For example, where new commercial development is proposed along undeveloped corridors, the depths of commercial development and the buffering between uses must be considered carefully. Along corridors which are already developed in a "strip commercial" pattern there are limited alternatives. In the case of Gainesville the strip commercial development located along Grand is an example. As redevelopment occurs steps can be taken to rectify some of the areas which are aesthetically unattractive. An I-35 Corridor Plan has been implemented to provide for quality development along this particular corridor some of the same issues exist along other corridors in the City.

2. Protection and Preservation of the Areas of Historic Value - The Downtown area of Gainesville contains both commercial and residential structures which are historically significant. There are elements to this historic portion of City that should be maintained, preserved or redeveloped to retain their historic significance. This may be accomplished by enforcing some type of architectural controls over renovations and new construction within the area. In addition, promotion of this area is important. Gainesville has both commercial and residential areas of historic value. Issues facing each of these areas differ and should be taken into consideration in any efforts to maintain, preserve, redevelop or retain structures in these areas.

3. Visual First Impression Given by Development Around the Entrances to the City - The first impression visitors to Gainesville receive can be tainted by the negative visual

impression of existing development along the major thoroughfares at the entrances to the City. It is recommended that future commercial and industrial development proposed for prominent visual corridors in Gainesville be required to provide landscaping and other amenities to enhance the the visual impression projected to visitors entering the City. In addition it is recommended that the use of signage and landscape identification be provided at major entrances to the City to indicate to visitors that they have entered Gainesville, as clearly indicated in the ***Gainesville Streetscape*** study prepared in the Fall of 1990. Entering Gainesville via I-35 going north there is a great deal of undeveloped land. This provides opportunities not found in many communities. Traveling south on I-35 the first development encountered by visitors to the City is the outlet mall. Again this is provides a positive impression for visitors. However entering the City on Highway 82 from either the east or the west is a different story. The development along 82 on the eastern side of town is a mixture of many different land uses. Entering from the west on 82 the traveler first sees the golf course and the airport. If development in this area is carefully monitored the negative elements which have already occurred on the eastern side can be minimized.

4. Improve the Visual Appearance of the Entire City - It is the desire of Gainesville to enhance the physical urban environment through aesthetic improvements. This goal can be achieved through the use of required landscaping standards of non-residential areas as well as by aggressively enforcing existing codes and ordinances. The desire to improve the visual appearance of the entire City was strongly expressed during citizens participation portion of the planning process. While many of the regulations are in existence and simply need to be enforced there are some recommended new regulations that will assist in the accomplishment of this goal.

5. Improve the Conditions of Transportation Facilities within the City - It is a goal of Gainesville to provide a balanced transportation system which continues to be capable of moving people and goods in a safe expeditious economical and environmentally sensitive manner. This goal applies to the older portions of the City as well as the area which currently have limited improvements. As the older area redevelop it is important to include improvements to the transportation facilities. For example the citizens expressed the desire to maintain and develop regulations which improve the physical condition of existing thoroughfares and provide amenities such as curb and gutter and sidewalks. As new areas continue to develop it is important to encourage and enforce the use of planning principles to provide a transportation system that functions properly. As was identified in the description of existing thoroughfares in Gainesville many of the streets where developed at the time of "grid" pattern development. Therefore many of the existing streets do not meet the current guidelines and recommendations for thoroughfare development. As future platting occurs this can be addressed for new development.

6. Encourage Future Industrial Development to Occur in Designated Industrial Districts Identified by the Comprehensive Land Use Plan - It is important that definite edges between industrial and residential land uses be established. Future industrial development should be encouraged to locate in designated industrial areas which are appropriately supported by infrastructure and buffered from residential uses. Currently there is a great deal of mixed use areas especially along the Highway 82 corridor. The citizens input portion of the planning process identified the desire to establish designated industrial areas and encourage industrial development to occur within the identified boundaries.

7. Treatment of the 100 Year Floodplain and Floodway. Residents expressed concern about developed land located within the existing floodplain and floodway. Although it is beyond the scope of the Land Use Plan to solve complex drainage problems, the Land Use Plan should address location of land uses such that existing problems will not be aggravated.

Chapter 5 - Thoroughfares

Introduction

Transportation planning is an integral part of the Comprehensive Land Use Plan for the City of Gainesville. The transportation element of the Plan is coordinated with the Comprehensive Land Use Plan and provides the City with the tools to develop a transportation system, which can accommodate the needs of both existing and future development. The transportation system described in the Comprehensive Land Use Plan, however, is based on assumptions and projections of future traffic levels to serve population and employment for the year 2020, not the maximum allowable development shown on the *Future Land Use Map.*

The predominate form of transportation in the City of Gainesville is the automobile. As a result, the focus of the Plan is on the thoroughfare system of public roadways. The Plan, however, also includes recommendations for developing alternate modes of transportation within the city, as well as recommendations which create a continuous process of planning, implementation, monitoring and evaluation to assure that the mobility needs for citizens of Gainesville will be met as development occurs.

This Plan should enable the City to implement a systematic process of upgrading and developing thoroughfares in accordance with the City's adopted Thoroughfare Plan. This process should include: 1) an evaluation of proposed thoroughfare development regarding compliance to the Thoroughfare Plan; 2) preparation of route studies once a proposed thoroughfare development has been determined to be in compliance with the Thoroughfare Plan; and 3) preparation of engineering designs once routes have been established.

Definitions

There are various terms used throughout the transportation element of the Plan that should be defined to facilitate understanding of the existing and future transportation needs.

Functional classification - Roadway classification systems are intended to classify streets for the purposed of clarifying administrative and fiscal responsibility. A complete circulation system provides for separate facilities for the movement, transition, distribution, collection, access and termination of trips. Principle movement functions are handled by freeways and arterials. Collector streets serve to distribute traffic from local streets and feed it to the arterial system, and provide access function, particularly in commercial and industrial areas. Local streets provide direct access to adjacent property.

Capacity - The capacity of a roadway, defined by the Highway Capacity Manual, is the maximum hourly rate at which vehicles can reasonably be expected to traverse a point or section of a roadway during a given time period under prevailing roadway, traffic and control conditions. Roadway conditions refer to the geometric characteristics of the street such as type of facility, number and width of lanes, horizontal and vertical alignment and design speed. Traffic conditions refer to the type of vehicle mix and the distribution of vehicles in available lanes and direction. Control conditions refer to the types and specific design of traffic control devices such as traffic signals, signs and turn restrictions. Other factors that affect the capacity of a roadway include weather and driver characteristics.

Traffic Volume - The total number of vehicles that pass a given section of a roadway during a given time period. Volumes are generally expressed in terms of annual, daily, or hourly rates. Traffic volumes vary by the time of the day, day of the week, season and month. Annual average daily traffic (AADT) is the average daily traffic on a roadway, averaged over a full year, and is often used in travel forecasting and planning. Within this report the term vehicles per day (vpd) is used to reflect traffic counts made over a 24-hour period that have not been converted to annual average daily traffic and, thus, may not account for daily, weekly or seasonal variations.

Through Traffic - This term is used two ways depending on the particular discussion: 1) To identify trips that do not have a local destination (i.e. are not stopping within Gainesville); and 2) To identify trips that may have a local destination, but are traveling through a particular section of the city (i.e. trips using F.M. 740 to travel from south Gainesville to the downtown would be considered through traffic at the I. H. 30 intersection).

Existing Conditions

Gainesville's existing transportation system is designed to accommodate private vehicular travel. There is one railroad that runs through Gainesville on the east side of Interstate Hwy 35 providing limited service.. Air service is limited to one aviation field located within the city limits west of of the Central Business District (CBD) and west of Interstate Hwy 35. No other forms of transportation are currently available in Gainesville.

Highways and Streets

Gainesville's existing thoroughfare system, shown on the *Existing Land Use Map*, is comprised of an interstate highway, a federal highways and several farm-to-market (F.M.) roads. North/south travel from Gainesville to the Dallas/Fort Worth area is provided by Interstate Hwy 35. Interstate Hwy 35 is the only controlled access freeway within Gainesville and includes a limited service road access basically south of U.S. Hwy 82, but not connecting to U.S. Hwy 82. Access into Gainesville from Interstate Hwy. 35 is provided by three interchanges located at California St., U.S. Hwy 82, and just north of the railroad crossing in the vicinity of the Mall.

U.S. Hwy 82 passes north of the Central Business District and residential areas and provides access between Gainesville and points east and west. Other east/west thoroughfares that serve Gainesville include F.M. 678 and F.M. 51 which both serve as a continuation of California St. Two major north/south thoroughfares include Weaver St. and Grand Ave, which is continued to the north as Old Hwy 77 (F.M. 372).

Bicycle and Pedestrian

Planning for bicycle and pedestrian access is becoming increasingly important. Pedestrian transportation, in particular, is often forgotten as a viable mode in today's mobile society. Sidewalks, pathways, and crosswalks are all a part of a pedestrian

system. While there are areas of Gainesville that have existing sidewalks, they have not always been required as part of development plans. Nevertheless, sidewalks should be considered as an important element in the transportation plan in the future. Pedestrian access is needed to commercial centers, along arterial streets, between residential areas and parks, and between civic and government centers such as City Hall and the County Courthouse.

Street Functions and Classifications

Streets located within municipalities generally are comprised of various sizes, which have different numbers of vehicle traffic lanes and design requirements. This system of roadways is known as the standard street classification system. Each roadway has right of way widths, lane widths, number of lanes and medians as the traffic and speed required of the street demands.

Freeways

Freeways are designed to move high volumes of traffic, typically in excess of 40,000 vehicles per day, with maximum efficiency. Freeways generally have from 4 to 8 lanes and require 250 to 500 feet of right-of-way. They have fully controlled access, and thus, provide no direct access to adjacent property. Mainlanes are grade separated at intersections with arterial roadways. Service roads may be provided along the freeway to facilitate access to/from the mainlanes and, secondarily, provide access to adjacent property. I. H. 30 is the only freeway within the corporate limits of Gainesville.

Principal Arterials

Principal arterials are designed to serve major traffic movements through the city. These roadways should be continuous in length, connect with freeways, and serve major traffic generators. Typically, principal arterials should be spaced between two and three miles apart. They are designed to carry between 10,000 and 40,000 vehicles per day requiring from four to six lanes. Access management is essential to ensure maximum operating efficiency of the roadway. However, because commercial development generally occurs along arterial streets, control of access is often difficult to achieve. Intersection spacing should be at intervals of not less than one-fourth mile. Intermediate unsignalized access points and median breaks to accommodate public streets or private driveways should be avoided. To facilitate the flow of traffic, designated turn lanes and

acceleration/deceleration lanes may be required in areas of commercial development. Both four and six lane principal arterials, have been designated by Gainesville.

Minor Arterials

Minor arterials are designed as four-lane roadways. They may either be divided or undivided, and are designed to connect the primary arterials and provide system continuity. Generally, minor arterials are spaced at approximately one mile intervals, and are designed to carry traffic volumes of 10,000 to 15,000 vehicles per day. Like principal arterials, direct access should be limited. Intersections should be spaced at intervals of no less than one-fourth of a mile. Intermediate unsignalized access points to accommodate public streets or private driveways should be avoided.

Collector Streets

Collector streets are located to serve internal traffic movements within an area and distribute traffic to the arterial network. Generally, these roadways are designed with two lanes, are between 1 and 1/2 mile in length, and carry traffic volumes between 1,000 and 10,000 vehicles per day. The City of Gainesville has designated two types of collector streets as principal and minor collectors. Most collectors within the city fall under the minor collector designation. Minor collector streets should be located to provide access to the local street system in a neighborhood and not attract through traffic movements. Typically, they include two traffic lanes and two parking lanes and should be less than one mile in length.

Local Streets

Local streets provide access to adjacent property and typically carry volumes of less than 1,000 vehicles per day. Streets are no more than two lanes and should be designed as discontinuous to discourage any type of through traffic movements.

Thoroughfare Plan

The future thoroughfare system for the City of Gainesville is provided on the figure titled *Thoroughfare Plan Map.* The plan is designed to provide adequate circulation and east/west access for traffic. Issues that are particularly addressed include:

Outer Loop Road. As traffic increases in Gainesville, there will need to be provisions for traffic to circumvent Gainesville without going through the middle of town. This

traffic is primarily vehicles that do not have a destination in the downtown area. The "Loop" proposed on the Thoroughfare Plan, is not a controlled access roadway. In fact, it is not continuous; but rather it utilizes intersecting east/west and north/south thoroughfares. It is planned as a four lane undivided principle arterial roadway. It is designated as a P4U on the thoroughfare plan.

I-35 Ramps. As indicated earlier, there is a need for access to Interstate Hwy 35 at the intersection of US Hwy 82. It is critical for circulation and commerce for these ramps to be provided. Special attention should be given to the commercial intersections along Interstate Hwy 35 and Hwy 82. The city should consider creation of a Commercial Highway Interchange Zone, which would take into consideration the unique nature of these intersections.

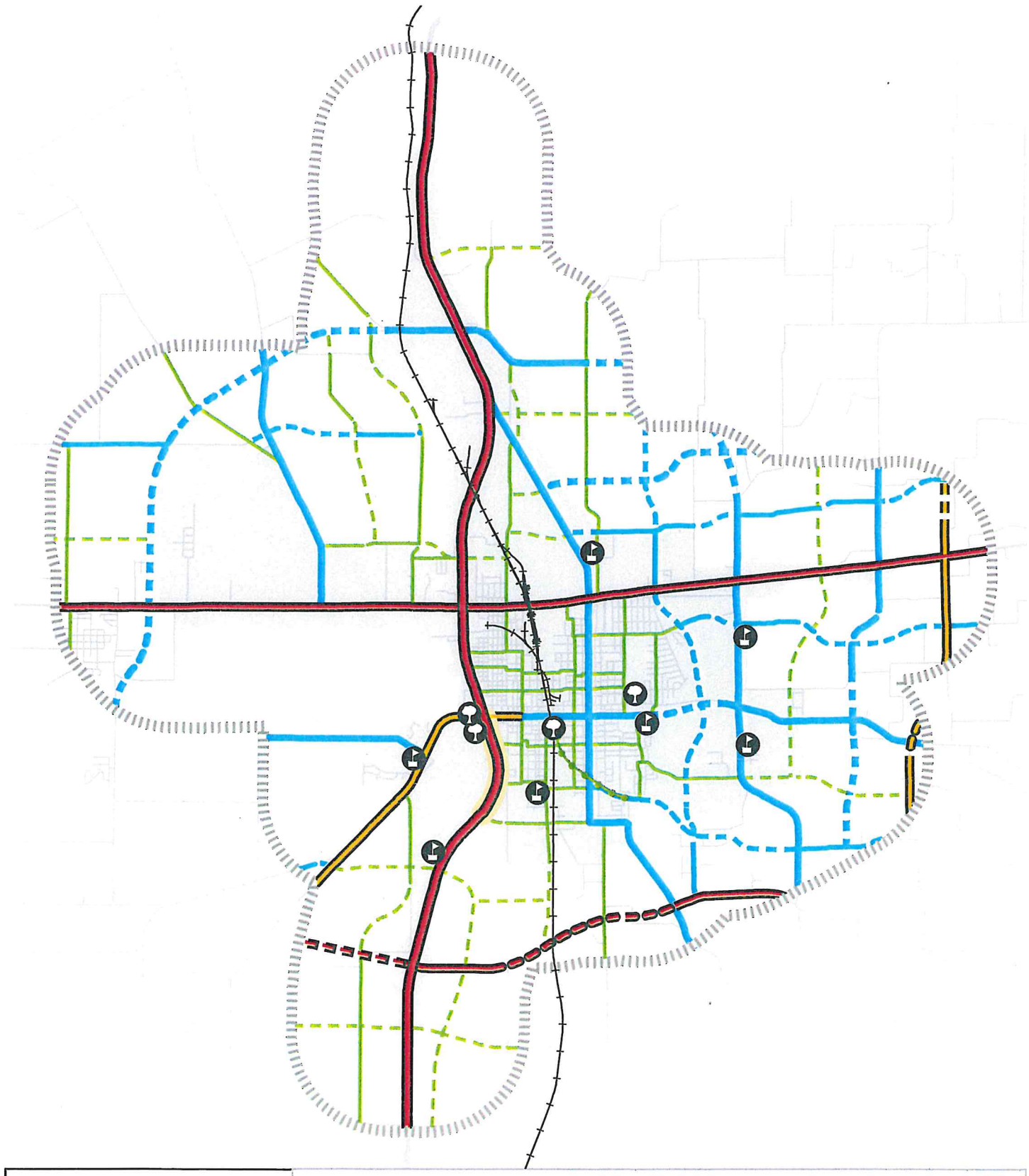
Corridor Treatment. The City of Gainesville has a number of major roadway corridors. It is critical that any commercial development along these corridors be designed with the corridor commercial principles defined earlier. Incorporation of these principles for new development and existing redevelopment should decrease the traffic conflicts and increase the travel time on the thoroughfares.

Collector System. The neighborhood concept plan indicates that collector roadways should be used to collect the traffic in residential neighborhoods. These collector systems should be designed such that the total number of residential streets intersecting with principle arterials is decreased. This will enable traffic control to occur at location which are destined to feed traffic onto arterial streets such that it decreases traffic conflicts. It is not possible to eliminate collectors that have been constructed in the past. However, it is recommended that certain roadways, in the older part of town, be designated as collector roads and be improved by widening and placing traffic control devices such that few stops are needed to get the traffic to the arterial roadway.

Protecting the Capacity of Streets

Funding for construction and improvements to thoroughfares represents a major public investment. In the past thirty years, federal and state funds have been widely available to assist cities in building and maintaining an efficient and safe system of highways and arterial roadways. Today, however, funding from federal and state sources is becoming increasingly harder to obtain as more and more projects compete for limited dollars. As a

Updated by Ordinance No. 1529-01-2023



Gainesville
Totally Texas All American

N

0 0.75 1.5 Miles

2020 THOROUGHFARE PLAN

Thoroughfare Plan
- Freeway/Highway
- Frontage
- Regional Arterial
- Principal Arterial
- Major Arterial
- Minor Arterial
- Collector

Status
- Existing
- Proposed

Other
- Roads
- Trail
- Parks
- Schools
- City Limits
- ETJ
- Floodplain
- Railroad

result, it is important that the City implement policies to protect the capacity of their major streets. In addition, the City should consider all funding options, including Bonds, General Funds, grant programs, and private developer participation .

Roadway capacity is a function of the number and width of lanes, design speed, horizontal and vertical alignments, type and number of traffic control devices, and access and turning movements. From a planning perspective, capacity can be preserved by limiting points of access through subdivision and development ordinances, prohibiting left turn traffic movements by restricting the number of median breaks, and requiring acceleration/deceleration lanes at high-volume commercial driveways.

Ideally, no direct access should be allowed onto arterial and major collector streets except at intersections. Developments would have access provided via local streets which intersect the arterial and collector roadways. Corridor commercial and industrial developments should each have only one curb cut, and a minimum frontage requirement should be set for limiting curb cuts. The review process for site plans is an appropriate time to include consideration of cross access and limiting the number of driveways for site specific developments.

Policies to limit access, however, have often proven difficult for cities to implement because properties adjacent to the road may not meet the minimum frontage requirements and courts have held that owners cannot be denied access from the roadway. Therefore any consideration of cross access and limitation of driveways must address available right-of-way. It is especially difficult to implement access management when improvements are planned along roadways where developments have existing driveways. Under these circumstances, the City must often wait for redevelopment to occur before the desirable changes can be made. The City of Gainesville should explore access management strategies that have been successful in other areas and should work closely with TxDOT in the design and access management of the roadways under the state's jurisdiction.

Bicycle And Pedestrian

Bikeways and sidewalks will become more important in the future, not only as the mark of quality urban development, but as an alternate mode of transportation. The City of Gainesville should consider developing a bikeway plan that would coordinate the development of the proposed greenbelt hike and bike trail system with a comprehensive

system of bikeways throughout the City. Key elements of the bikeway plan should include methods to provide bikeways within the rights-of-way of major streets as well as separate bikeway facilities, and to encourage developers to provide bike facilities in new developments.

To accommodate pedestrians, the City should to require sidewalks in new developments and redevelopments. Specifically, the City should:

- Require sidewalks along both sides of arterial and collector streets.
- Require sidewalks in residential areas on all streets.
- Encourage sidewalks in residential areas and connecting to commercial and recreational areas by working with developers as projects are planned.
- Provide pedestrian pathways in public recreation areas.
- Implement a low cost, shared resident/public program to replace older, substandard sidewalks. This could be done in conjunction with the street improvement program.
- Consider including projects that retrofit older developed areas, that did not previously have sidewalks, into the Capital Improvements Program (CIP) for arterial and collector streets.

Street Improvement Program

The City of Gainesville currently identifies necessary roadway improvements for inclusion in the ongoing CIP. Refinement to the current process by using the approach of a systematic Street Evaluation Program will assist the City in maximizing the street improvement needs with the available sources of funding. A City Street Improvement Program to provide for a systematic process for street reconstruction and maintenance should be incorporated into the current street construction and maintenance efforts. This program should include the following:

1. *Arterial Street Needs*

   Implement a City-funded program to meet critical arterial street improvement needs through the year 2010. This program would support the TxDOT efforts within the City as well as provide funds for arterial improvements for which the City has sole responsibility.

2. *Street Reconstruction and Maintenance*

   Implement a ten or fifteen year street reconstruction and maintenance program which will bring Gainesville's street system to a satisfactory level of serviceability throughout the life of the program.

   Implement a uniform program of maintenance and reconstruction after the fifteen years to maintain the City's street system in serviceable condition for the foreseeable future.

3. *Design Standards and Access Management*

   Strengthen City ordinances to require adequate street widths during development and redevelopment.

   Strengthen City ordinances to assist in managing access on arterial and major collector streets during development and redevelopment.

   Strengthen City ordinances to require traffic impact analyses for major new developments and redevelopments. This should also include major new residential developments.

Transportation Planning and Monitoring

The relationship between land use and transportation is well documented. Development of property for certain uses creates the desire to access that property for the specific activities associated with the land use such as shopping, recreation or employment. That access is provided through the transportation system. Conversely, an improvement or extension to the transportation system will often induce development along it. The transportation planning process uses existing and proposed future land use as well as population, employment and socioeconomic characteristics to identify current and anticipated future transportation needs.

Chapter 6 - Plans

Introduction

When planning for the future development of a city there are three basic factors must be taken into consideration, the preparation of goals and objectives, the physical features of the area, and the planning principles to be considered in the plan.

Goals and Objectives

A first and critical factor is for goals and objectives to developed by the citizens and city leaders. These goals and objectives indicate provides direction from the people who live in Gainesville regarding the manner in which their City may grow. Goals and objectives also provide a vision of the future, a picture of Gainesville at ultimate development. This picture takes the form of a Future Land Use Map that indicating generally how the land in the city may be utilized. At the beginning of this planning effort several workshops were held to facilitate the development of specific goals and objectives that have been incorporated into the future land use plan in many areas.

Physical Features

When preparing a future land use plan, it is critical to consider the physical features that impact the city. Physical features tend to define limits to growth and can be either naturally formed or man-made. There are a number of physical features that impact land uses development within Gainesville. These features have been graphically illustrated in Figure 6.1 *Graphic Analysis Map.*

As shown on Figure 6.1, Gainesville has a man made barrier in the form of a railroad line which effectively bisect the City. Railroads impact land uses because of their noise and visual presence.

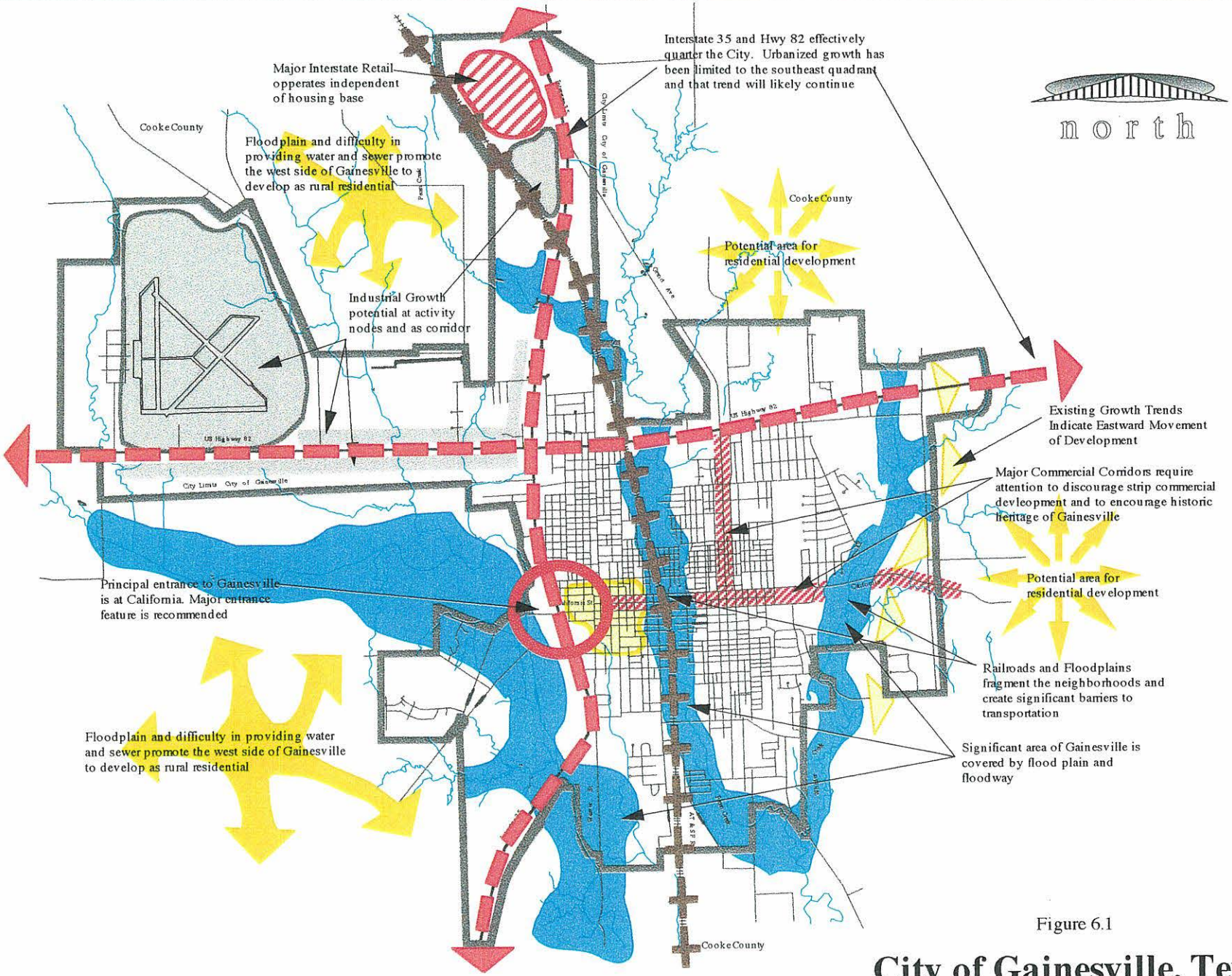


Figure 6.1

City of Gainesville, Texas
Graphic Analysis Map

Also, they impact land uses by their obvious character of transportation that attracts industrial uses. A few industrial uses have rightly been located along the railroads in Gainesville mainly to the north of U.S. 82. The land adjacent to the railroad south of U.S. Highway 82 is to a great extent vacant until it reaches downtown. South of downtown residential and use exists on the west side of the railroad while the east side is mainly vacant. The vacant land in this area is predominantly due to the floodplain located in this aras.

Similarly, Interstate Hwy 35 also bisects the City. However, in this case the majority of populated area is located to the east of the Interstate. The element of the railroad and Interstate that provided the significant barrier is the limited locations for access across the lines. Limited access tends to support limited commercial development. Future land uses will continue to be impacted by the railroad and Interstate. The critical issue regarding future land uses will be to contain the industrial and commercial activity adjacent to these systems.

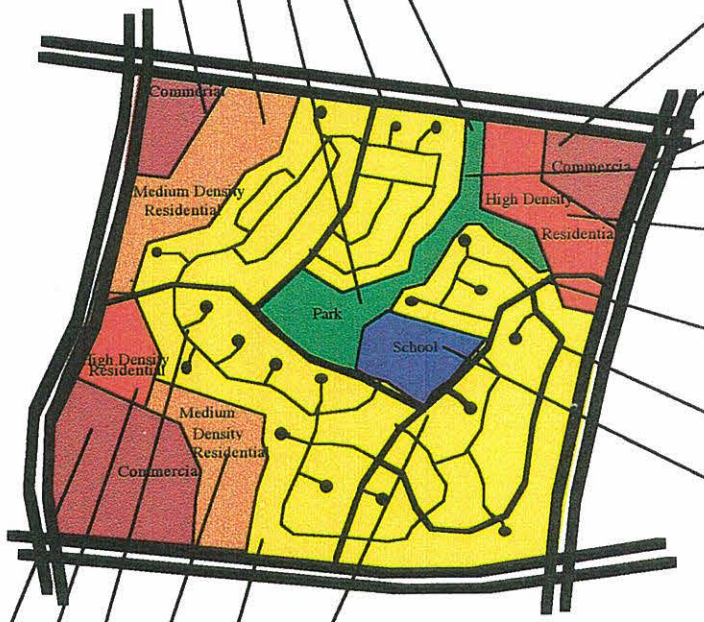
In addition to the Interstate and railroad systems, which help define the limits of neighborhoods, the City of Gainesville, also has a significant amount of flood prone land. Where flood prone areas are located in close proximity to railroads and major arterials, the suitability of land for residential development decreases. On the other hand, when flood prone areas define the edges of undeveloped land, and spacious areas of developable land area is present, more opportunities of residential configurations are likely. In turn, the flood prone areas can then be incorporated into recreation schemes compatible with residential development. This is the case with the area south of U.S. Highway 82. Here sufficient land area exists to utilize residential and recreational designs. However, to the north of U.S. Highway 82 where both floodplain area and existing industrial development exists, future land uses will be greatly impacted by these physical limitations.

Planning Principles

The planning principles used in the Gainesville Comprehensive Land Use planning effort determine the "Urban Form" for the City. "Urban Form" is generally interpreted to mean the physical pattern and form that cities take as land is developed. When planned according to accepted planning principles, the form. This plan will utilize the principles of a) compatible land use, b) edges, c) the neighborhood concept, d) corridor commercial development, and e) node commercial development.

Neighborhood Concept

The neighborhood unit concept, as shown in *Figure 6.2, The Neighborhood Concept*, is one of the oldest and most widely used and accepted practice in urban land use planning. This concept



Transitions from higher to lesser intense uses should be considered whenever possible

Subdivision perimeter walls and fences should be installed at the time of constuction of the subdivision and combined with landscaping.

Neighborhood parks should be located in the interior of the neighborhood, and accessed by a collector street

Limited number of points of access to Arterials assist in controlling traffic along arterials

Flood plains may often be used as linear parks that provides access to the main park.

Commercial Land Uses should be located along major arterials. High traffic intersections are typically well suited

Arterial streets located at periphery of neighborhoods. Purpose is to carry traffic through the community and not through neighborhoods

Access to commercial property should be restricted when at all possible, to arterial streets.

Open areas, drainage channels, and linear parks provide an excellent buffer between incompatible uses

High density residential land uses should be located such that access is provided from arterial or collector streets. Local streets should not normally carry the majority of high density traffic.

Collector streets provide access to arterials and are designed to discourage through traffic. Purpose is to collect traffic within the neighborhood and carry it to the arterial.

Single family residential lots should never front on to arterial streets, even if it requires double frontage type lots.

School locations should provide for high schools and colleges to be located along arterials. Middle schools may be located along arterials, but preferably along collectors. Primary schools should be located in the interior of the neighborhood and along a collector street.

Under most circumstances, commercial uses should not occur at intersections of collectors streets.

Perimeter walls around additions buffer residential uses from noise as well as visually screen the use.

Medium density residential land uses should be located such that access is provided from collector or local.

"T" intersections provide greater safety for local street intersections

Screening between incompatible uses can be accomplished with landscaping, walls, fences, or a combination thereof.

Unless commercial property is to be used for shopping center site, the property should not exceed 300 or 400 feet in depth.

Figure 6.2

THE NEIGHBORHOOD CONCEPT

helps to create quality spaces for people to live. The concept places primary emphasis on creating neighborhoods that buffer the impacts of elements from outside the neighborhood system.

The foundation of a neighborhood is its streets. There are three types of streets that serve different functions. The first street type is the arterial street. Arterial streets provide for traffic circulation throughout the City and are typically four (4) to six (6) lanes in width, with or without medians. Arterials are typically located on the periphery of neighborhoods with a limited number of access points in order to facilitate traffic movement. The purpose of the arterial is to carry large volumes of traffic across or through the City as quickly and unimpeded as possible.

The second type of street is the collector. It is recommended that collector streets be curvilinear and are typically two (2) to four (4) lanes wide. The curvilinear form of collector streets is different from the grid pattern typically found in older areas. While the grid pattern of streets encourages through traffic to bisect neighborhoods, curvilinear streets discourage this type of traffic, while still providing access to the arterial streets. Collector streets will serve the neighborhood by leading traffic from local streets to the arterials. The purpose of the collector street is to get people into and out of the neighborhood.

The third street type is the local street. Local streets are generally short, curvilinear and are often characterized by loops and cul-de-sacs. These streets provide direct access to residences and feed the collector street system. Local streets should not access directly onto arterials if possible, and any local streets with through traffic potential should be discouraged. The purpose of local streets is to get people to the collectors, and for travel within the neighborhood.

The well-designed neighborhood concept considers the location of different land uses within and on the periphery of the neighborhood. Low density housing should typically be located in the interior of the neighborhood close to the schools, parks, and other community facilities. Moderate density housing, as well as high density housing, may be located near the periphery and on collector streets. High density and moderate density residential land uses may be used as a buffer between commercial and low density residential. Commercial land use within a neighborhood unit should be limited to retail sale of goods and personal services primarily for persons residing in the adjacent residential areas. These commercial uses should be located on the periphery of the neighborhood at intersections of arterial streets. The use of buffer yards and/or screening fences between residential and commercial uses is recommended. The physical delineation of possible neighborhoods within Gainesville, as defined by the previously described criteria, is provided in *Figure 6.3 Neighborhood Map.*

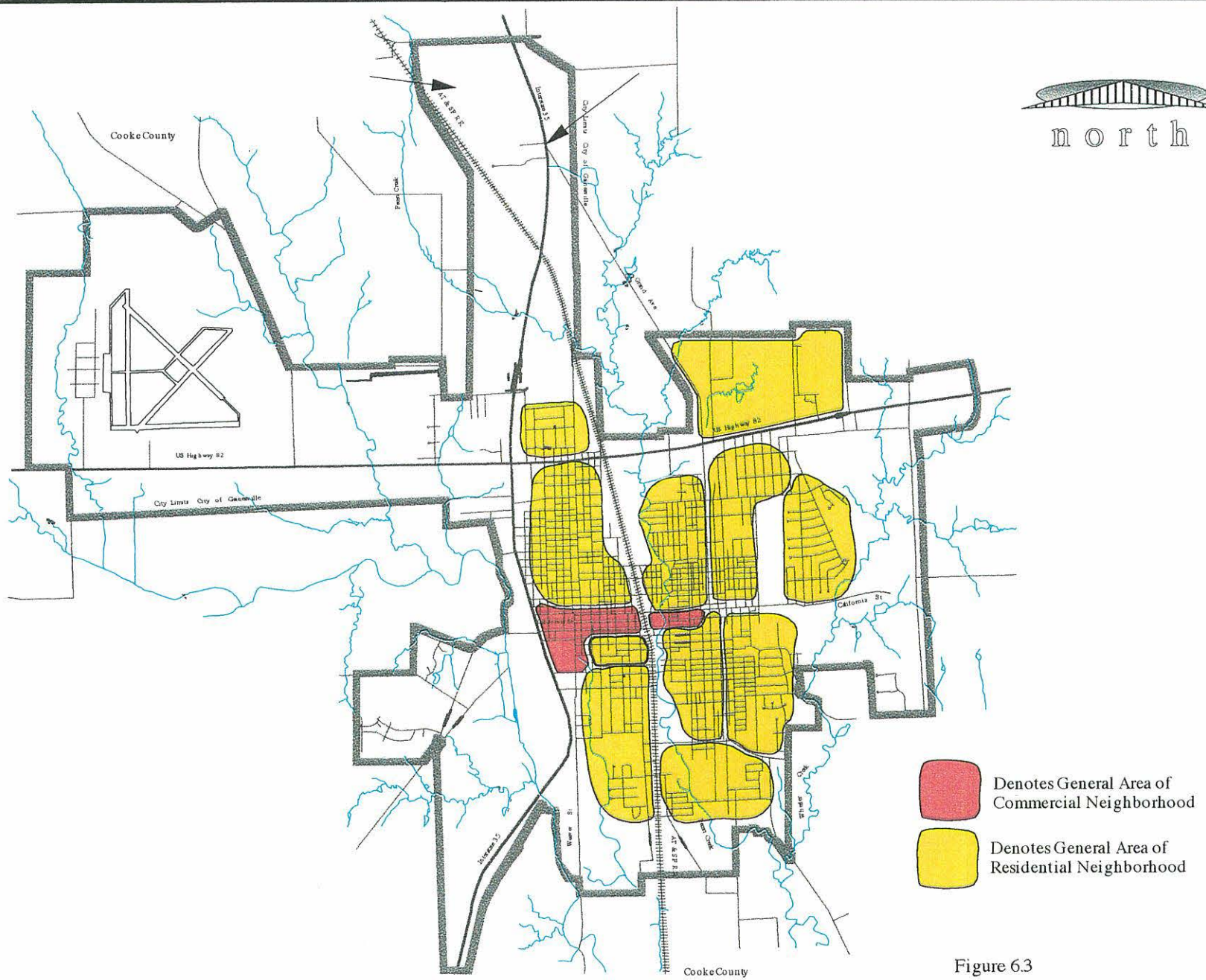


Figure 6.3

City of Gainesville, Texas
Typical Neighborhood Map

Additionally, the following general criteria regarding streets should be incorporated into neighborhood planning. The number of entrances to the neighborhood from arterial streets should be limited. Cross intersections should be avoided in favor of "T" intersections, which are safer. Additional criteria for lot design should also be considered. Lots adjacent to arterial streets and corners should be deeper and wider with larger rear and side yard setbacks to facilitate sight distances at street intersections. Low density residential lots should not have direct access to adjacent arterial streets. This access would create safety hazards to the residents and impede traffic flows on the arterials.

Typically, larger neighborhoods should also provide for the locations of schools and community facilities such as parks and fire stations within the area. These characteristics and criteria as well as those mentioned previously function collectively to protect the integrity of the neighborhood from external pressures and to enhance its identity. While the neighborhoods in the southern and central portions of the City are mostly developed, and therefore street patterns are fixed, there is a great deal of undeveloped land in the northern portion of the City which can utilize these recommendations regarding street development. These undeveloped areas can be planned such that the neighborhood unit principles are followed. Issues such as commercial encroachment and "cut through"traffic streets can be avoided. In order to avoid these negative factors in the future, following the criteria set forth by the neighborhood unit concept is critical.

Commercial Nodes Development Form

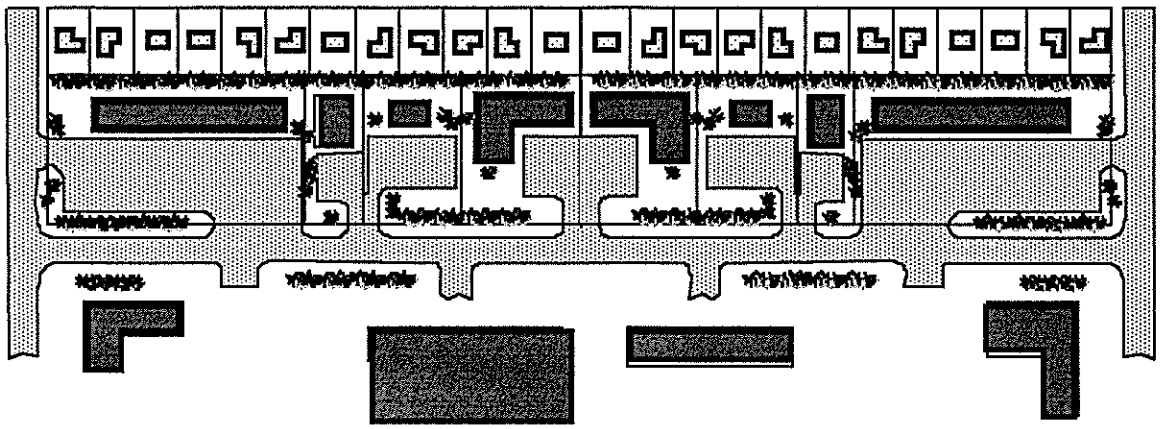
The nodal form, as shown on *Figure 6.4, Commercial Development Forms,* consists of commercial land that generally develops around intersections of major thoroughfares and, at times, around intersections of collector streets with arterial streets. High intensity commercial uses are typically located at the intersection of arterial streets. Less intense commercial uses such as professional offices may then be located between the high intense commercial uses and the residential land uses located in the interior of the neighborhood.

Commercial Corridor Development Form

In comparison, corridor development locates commercial uses along an arterial. The corridor form, is illustrated on *Figure 6.4, Commercial Development Forms.* This development form is characterized by high intensity commercial uses that are located near the intersections of major arterials and less intense commercial uses are located along the arterial between the intersections. Again, the residential uses are located in the interior of the neighborhood. It is important to limit commercial development along the corridors to depths not exceeding 300 to 400 feet. Deeper development will create possible conflicts in land uses and potentially land-lock some properties.

(1) Incompatible land uses require buffering using trees & walls or a combination thereof.

(2) Depth of Corridor Commercial should be not more than 300 feet and not less than 150 feet.



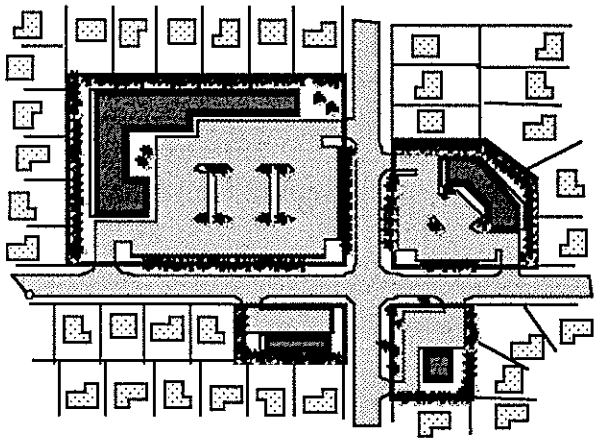
(3) Design along corridors include uniform signage, shared drives, landscape buffers between roadways and parking lots, and landscaping in the street yards

(4) Corridor development should orient traffic toward Arterial Streets and discourage entering residential neighborhoods

Corridor Commercial

(1) Access to commercial property does not encroach into residential neighborhoods. All access is directly from thoroughfare streets.

(2) Buffering between single family and commercial uses may consist of landscaping, and/or solid walls. In addition dumpsters and mechanical equipment areas should be screened.



(3) Interior of parking lots should be landscaped.

(4) Commercial node may include all corners of the intersection or any combination thereof. Primary characteristic is that the commercial activity is directed towards the intersection and does not extend laterally down the intersecting streets

(5) Size of Commercial Node is not restricted by width or depth, whatever is sufficient to perform the necessary commercial activity, unlike Corridor Commercial which is encouraged to not exceed 300 feet in depth.

Node Commercial

Figure 6.4

Commercial Development Forms

City of Gainesville Comprehensive Land Use Plan

At intersections of streets with the corridor, a tendency may be to permit commercial uses to extend into the neighborhood. On occasions, this may occur where the continuation of the commercial use along the intersecting street with the arterial does not introduce commercial uses that are high volume or environmentally unpleasant. This practice is not inconsistent with the corridor concept so long as the commercial activity does not draw traffic into the interior of the neighborhood, all traffic patterns are directed towards the arterial, and the commercial use abuts an existing commercial use that has access to the arterial. However, the continuation of the commercial uses into the neighborhood would not be recommended.

Edges and Transitions

Well defined edges and gradual transitions in land uses are both important to the function of the Comprehensive Land Use Plan. Edges are well defined boundaries of land uses, which clearly indicate the beginning and termination of a land use type. Edges are used in the Plan to clearly establish the limits of industrial or commercial growth.

These edges are generally recognized as physical elements such as the railroad or the limits of the airport. It is important to establish these edges for industrial and commercial uses because the tendency in municipalities has been to gradually expand these uses into adjacent neighborhoods, which are adversely impacted by the industrial uses. This encroachment usually consists of a few light industrial or heavy commercial uses which occupy a number of residential lots. The effect is that residential property values diminish in the area, and any neighborhood that is established tends to become unstable and transitional in nature. Therefore, it is recommended that the limits, or edges, of industrial land uses be clearly defined by the Comprehensive Land Use Plan.

Transitional land uses

Transitional land uses are also an important element of the Comprehensive Land Use Plan. It is recognized that not all land uses are compatible with each other. Likewise, some land uses are more compatible with others. For example, an industrial land use is generally not considered compatible with a low density single family residential use. It is therefore desirable to avoid development of these two uses adjacent to each other. By limiting the number of areas where these incompatible land uses are located adjacent to one another, we recognize the interrelationship between land uses and avoid encroachment of non-residential uses into residential neighborhoods. On the other hand, an industrial land use is often considered to be compatible with commercial land uses, so it would be appropriate to develop the two uses adjacent to each other. In situations where incompatible land uses are developed adjacent to one another it is important to keep these relationships in mind and provide either transitions or buffers to protect the less intense use.

Because of this recognition of land use compatibility, it is desirable to transition from higher intense uses to the lesser intense uses. Usually this is considered to be from an industrial use on one extreme to low density residential use on the other extreme. The Comprehensive Land Use Plan uses commercial land uses as a transition between industrial and residential land uses. However, this transitional process should be ultimately refined through the zoning process. The zoning districts have a variety of intensities within each land use. Therefore, the commercial category for Gainesville may be distributed among all of the commercial zoning districts contained in the zoning ordinance. The commercial districts are generally considered more compatible to residential uses than the industrial districts. Therefore, the zoning process should further refine the land use plan.

Screening Walls and Buffers

It is inevitable that incompatible land uses are going to occasionally be located next to each other. When this occurs, the appropriate action is to provide a means to soften the edge between the two uses. This may be accomplished in two ways: 1) by constructing screening walls; or 2) providing a buffer area between the two incompatible uses. The preferred option would be to have a significant open space area located between the uses. However, that is not always possible. The next preferred option would be to have the combined use of a screening wall and landscaping. In any case, at a minimum, a screening wall or landscaping screen of plant material should be provided between incompatible land uses.

Screening Walls: Walls that are used for the purpose of screening incompatible uses should be solid. Wooden fences are not recommended for this purpose because they have a tendency to deteriorate over a short period of time. In addition, they may eventually lose panels and cease to function as a visual barrier. The visual unsightliness of deteriorated wooden fences may constitute a more offensive situation than the unscreened incompatible uses. In addition, the properties of a wooden fence cannot offer an adequate barrier to offensive sounds from adjacent uses. For these reasons, it is recommended that all screening walls consist of solid masonry material. When combined with landscaping, the buffer provides an adequate barrier from visual and sound pollution from adjacent incompatible uses.

Screening walls placed adjacent to public roadways should always be combined with a variety of landscaping material. In addition, construction techniques should be used that provide for a visual variation in wall pattern and elevation. Alternating runs of masonry and wrought iron can provide a variety in the screening wall. When wrought iron is used, landscaping should be included to

assure visual screening. In addition, instead of a straight alignment along the property line, a ten foot screening easement may be permitted adjacent to the property line to permit a curving in-and-out alignment within the easement. Again, landscaping should be incorporated with the screening wall.

Landscape Buffers: Incompatible land uses may be entirely screened by the use of landscaping material. There may be occasions where a six foot screening wall, while limiting access, does not provide adequate characteristics to prevent sound or visual buffers. This may occur, for example, when a more intensive use such as a commercial or industrial use is located on an elevation significantly above the less intense use such as a residential land use. When the elevation at the foot of the screening wall is at least four feet lower than the base of the commercial or industrial structure being screened, a wall may not sufficiently screen the commercial or industrial use. Since it is unreasonable to expect a wall to be constructed that would be tall enough to accomplish the screening, the use of landscaping is necessary. For all sites which exhibit this condition, it is recommended that rapid growing trees, at three (3) inch diameter at planting, be placed along the screening wall at fifteen (15) foot intervals. If sufficient land area exists between the incompatible land uses, the commercial or industrial use may wish to incorporate the use of berms in the screening and buffering plan.

Focal Points and Entry Statements

There are focal points within the community and points of entry into the community where efforts should be taken to identify and mark these locations. Focal points occur at locations where particular characteristics are evident, such as the Courthouse Square, or where a significant amount of traffic is generated, such as at an intersection of major roadways. Examples of such locations would be the intersection of California St and Grand Ave or Grand Ave. and Hwy 82. The *Gainesville Streetscape* study prepared in the Fall of 1990, provided an excellent application of treatment to focal point and entry intersection. At these locations, special treatment should be taken to landscape the intersection. Similar features should be considered at other locations. Due to the high visibility of these locations, they tend to transmit a sense of the design of a community. Rather than asphalt and concrete being the dominant characteristic, green space and landscaping, and perhaps a simple monument or sculpture are recommended. Short sections of street pavers located in the intersection only may also accent the entrance or focal point.

Points of entry occur where significant amounts of traffic enter the City. It is important that points of entry into the City be identified and capitalized, as described in the *Gainesville Streetscape* study prepared in the Fall of 1990 and by the *Gainesville Signage Study* prepared by Urban Resources Group. The most prominent focal point is the entry along California St. from

Interstate Hwy 35. Similarly, there is an entry point from Interstate 35 onto Hwy 82. However, this entry is somewhat diffused by the exit and entrance ramps.

Both points of entry and focal point statements should be unique to Gainesville, and should cause those entering the community, or passing by, to recognize immediately that they have entered into Gainesville, Texas; or that they have come upon a special area within the City of Gainesville. Needless to say, points of entry and focal point statements should be an opportunity to "put the City's best foot forward." Therefore, points of entry and focal point statements should have special treatment consisting of landscaping, berming, monuments or sculpture, or reflect a special "theme" of the City.

Land Use Plan

Figure 6.5, Future Land Use Plan, reflects the future pattern of land uses for Gainesville. This plan was developed in conjunction with and in accordance with the goals and objectives as developed during the planning process, the application of the planning principles described earlier, and a consideration of the physical features of the City of Gainesville.

Generally, the urban form patterns presented in the Gainesville consist of the physical adaption of planning principles to commercial and non-commercial land uses. This adaption also includes consideration of rural and urban situations. Non-commercial land uses generally follow the principles associated with the neighborhood plan concept. These include utilization of landscape buffering, screening, and transitional land uses. This treatment provides edges and spaces that are created between residential land uses and uses which may be determined to be incompatible. This form encourages lesser intense uses to be situated in the interior of neighborhoods and more intense uses to be situated along the perimeters of neighborhoods. The commercial land use forms are in turn influenced by commercial node and corridor patterns, emphasizing the entrance points and focal points.

Interpretation of the Map

The Land Use Plan Map is a bubble style map. The double black lines enclosing each bubble of color represent the general limits of the land use recommended for that general location. These lines do not represent streets. In addition, while it is recommended that zoning changes be made according to the Plan, this Plan does not indicate zoning. Unlike a zoning map, the edges of the colored areas do not follow exact districts or property lines. These areas are general guidelines for future development, not exact area dimensions or locations. The colors used on this map are standard land use colors and are described in the legend of the map.

north

Extraterritorial Jurisdiction Boundary

Cooke County

FM 1200

AT & SF RR

Interstate 35

City Limits City of Gainesville

Pecan Creek

Grand Ave

US Highway 82

City of Lindsay

City Limits City of Gainesville

Elm Fork Trinity River

California St

Broadway St

Wheeler Creek

Weaver St

FM 51

FM 372

Cooke County

LEGEND

- Single Family
- Multi-Family
- Commercial
- Industrial
- Parks and Recreation
- Public/Quasi Public
- Historic Area
- Probable Rural Residential Development
- Radial Urban Development

City of Gainesville, Texas
Future Land Use Plan

MPRG inc.
Municipal Planning Resources Group, Inc.

It is important to note that, although specific land uses are planned for specific areas of the City, it is not inconsistent with the *Future Land Use Map* for development other than what is shown on the map to occur at various locations. This does not mean that the Comprehensive Land Use Plan may be disregarded in matters of future development, because it should be followed as much as possible when considering zoning decisions. But it is not zoning; and it should never be considered as anything except a guide for future development decisions. Nevertheless, it is critical that deviations from the *Future Land Use Map* follow reasonable planning principles and the overall development goals as defined in the Land Use Plan document. Therefore, in situations where it appears that other types of development are consistent with the Plan and may even be more supportive of the Plan, deviations and / or variations from the *Future Land Use Map* may occur.

Residential Land Uses

The planning area for long range planning has included the area located in the Extra-Territorial Jurisdiction (ETJ). This is significant to residential uses in Gainesville, because much of the area in the ETJ is located in the floodplain and will likely be developed under rural residential guidelines. These guidelines allow for lot sizes based in accordance with the ability to provide sanitary sewer facilities. In the case of rural situations, lot sizes are generally limited to a minimum on one acre in size, being the size required to adequately locate a septic tank and lateral line system. For this reason the Future Land Use Plan indicates a significant amount of area designated as "Probable Rural Residential Development." As long as this area is dependent upon individual septic tank systems it will likely remain in a rural residential category. However, in the event that centralized water and wastewater services are extended into these areas, the planning principles associated with the neighborhood concept will apply.

For residential land not located in the rural residential development area the planning principles as defined in the Neighborhood Concept should be applied. It is important to note, however, that each neighborhood is unique unto itself. Not every aspect of the Neighborhood Concept will always apply. The goal to planning neighborhoods, therefore, is to apply these planning principles where applicable.

Where residential land use growth will occur is at its best an educated guess. The likelihood, however, is that future growth will be an extension of areas of existing residential development. Obviously it is much more cost effective to simply extend existing utilities and streets into adjoining undeveloped areas than to extend these facilities into areas that are remotely located from

existing services. Therefore, it is most likely that the residential growth in Gainesville will occur south of Hwy 82 and east of Aspen. Of course, depending on the market, any other area that is adjacent to existing development may also develop. The *Future Land Use Map* illustrates the likely area for development as being an area located between the existing developed area and a line identified as "Radial Urban Development."

Moderate density residential development has not been indicated on the *Future Land Use Map.* This is not because the plan does not wish to permit any moderate density residential uses. Rather the approach to these uses is that they should be specially considered. Moderate density residential sites are appropriate at locations that require a transitional land use from light commercial or other uses that require a transitional land use. Because it is impossible to determine these locations prior to development, it should be an established policy to consider this type of residential development on a site specific basis.

Similarly, only one area has been specifically designated as being used for multi-family. This site is located west of I-35 between the floodplain and FM 51. This site is designated as such, because of the availability of an area of significant size, and because it is remotely located from the other residential districts. Two things must be considered when developing multi-family sites. First, there must be sufficient acreage such that facilities may construct the necessary amenities to support the residential dwelling located therein. These facilities must include adequate parking areas, landscaping of the site, recreational facilities, community facilities, and open space green areas. Just as in the case of the moderate density residential uses, multi-family uses may also be located in other areas of the City, as long as the principles of screening, landscaping and land use compatibility are observed.

Commercial Land Uses

Commercial land uses are divided into corridor and node commercial in the Gainesville *Future Land Use Map.* Commercial corridor uses are located along California St., Grand Ave., and Hwy 82. Currently a mixture of commercial, residential, and industrial occurs along much of these corridors, especially Hwy 82. It should be the future plan to transition from industrial and residential uses and encourage commercial uses along these corridors. This does not mean that new structures must necessarily be constructed. On the contrary, occasions to use existing residential structures should be taken advantage of as opportunities present themselves. However, it is critical that the character of development located along these corridors not be identified with "strip commercial" development. For this reason, the following characteristics of strip commercial should be avoided.

1. Shallow lots, usually between 100 and 200 feet deep,
2. Numerous small ownerships,
3. Numerous curb cuts for entrances,
4. Numerous small buildings with no architectural unity,
5. Little or no landscaping in and around the parking lots,
6. Limited parking usually restricted to the front setback area or along the street,
7. The lack of landscaping or other buffers, especially in the rear, with the adjacent residential areas exposed to a blighting influence. \

The *Future Land Use Map* also indicates that commercial nodes would be appropriate at locations of intersections of major roadways. It is important to note that although commercial nodes may occur along commercial corridors, it is important that the distance they extend along these major streets be limited to primarily the intersections. By all means, commercial nodes must not encourage commercial traffic to enter the residential neighborhood to gain access to the commercial establishments located in the node. Commercial nodes generally would be appropriate for neighborhood services such as grocery stores, service stations, and personal service establishments such as beauty shops and dry cleaners. In addition, day care facilities, and professional offices may be appropriately located in commercial nodes.

In addition to the commercial corridors and nodes, the City of Gainesville also has at least two specialty commercial areas. One is the historic downtown square and the other is the commercial mall. These two areas are unique and should be encouraged to develop. It is important to note that the attraction of the two areas are significantly different. The mall on I-35 attracts the retail customer that is highly mobile. Access to I-35 permits a high volume of traffic to enter and exit the site by providing easy access. On the other hand, the historic downtown area is dependent on pedestrian traffic. The downtown is best utilized by parking the vehicle and walking from establishment to establishment around the square. Shopping in the downtown area should be more conducive to longer visits. In addition, the downtown area lends itself much more to professional services than any other location in the City, particularly because of the location of the County Court House, City Offices and even the County Sheriff's office on its perimeter.

Industrial Land Use

Industrial land uses are those uses that are more intense in nature. Due to the intensity of these uses, locational requirements are important. Industrial uses should be located near major arterials, preferably freeway systems, to provide easy access for semi-trailer truck vehicles. Railroad access is also important to industrial uses. However, the location of industrial uses in the central portion of the community creates an incompatible situation for adjacent residential uses.

The Land Use Plan can do little about the current location these existing facilities. However, care should be taken to their orientation. Traffic related to these industrial uses, which extend into residential areas, should be highly discouraged. Access to the uses should be limited exclusively to arterial roadways, if possible. Any new industrial uses located other than those areas outside the of major industrial concentrations shown on the Land Use Plan should also be discouraged.

Because of the size of equipment, structures, and machinery; and because of the semi-trailer truck volume that is characteristic of industrial sites, industrial land uses are often considered as incompatible with residential land uses. However, if regulations regarding landscaping and performance standards are applied, future industrial land uses can be integrated with historically incompatible uses and in fact be an asset for Gainesville. Therefore, in the areas where industrial development is already located adjacent to or is planned to occur adjacent to residential land uses, extra efforts should be made to buffer industrial uses from residential land uses.

Public Land Use

Public land use has been addressed in two categories: Public and quasi-public uses. Quasi-public uses are comprised generally by churches and non-profit private organizations, such as the YMCA. There currently exists a significant distribution of churches throughout Gainesville. Churches are a functional element of the neighborhood. However, their draw is not necessarily from the neighborhood in which they are located, since different denominations draw from a diverse population. The location of churches cannot be planned. It is likely that they will occur as the community grows. Their location may be either within the neighborhood or along the perimeter edges. Churches are protected with particular constitutional rights. Therefore, controlling their location is difficult. However, they should be encouraged to locate such that their traffic is oriented toward arterial streets and at a minimum along collector streets. Because of the traffic generated by the facility, it is preferable for churches to not be located along smaller local streets.

Parks Recreation and Open Space

The park, recreation and open space areas proposed by the *Gainesville Parks and Open Space Element* have been incorporated into this Comprehensive Land Use Plan. For details regarding recommendations for future parks, recreation, and open space refer to the *Gainesville Parks and Open Space Element.*

Chapter 7 - Park Plan

Purpose

The purpose of this plan is to provide an information base to guide the City of Gainesville in decisions related to parks, recreation and open space within the City, to assist in the implementation of those decisions and to set guidelines for future park and open space development that is feasible for Gainesville and in accordance with the desires of its' citizens.

The following pages contain goals and objectives for the City's park and open space system, methodology used to develop the plan, an inventory of existing facilities which make up the local park network, an analysis of local needs, a list of park recreation and open space priorities and an implementation program which was developed to meet the established goals and objectives of the community.

General Methodology

The planning process used in the development of the Parks and Open Space Master Plan can best be summarized by the phrase "citizen based". Although some nationally recognized park planning standards were utilized, the primary source of information which directed this plan was the citizens of Gainesville.

Existing Park System

The initial step in evaluating the parks and open space system in Gainesville was to inventory the existing parks, open space and recreational resources within Gainesville. This inventory not only included existing City parks, but included other sources of recreational opportunities that are generally available to the general public.

Advisory Committee

The Advisory Committee, made up of citizens of Gainesville, was selected as the chief advisory committee for the formulation of this plan. The Committee was heavily involved in each major step of the planning process and provided invaluable local insight needed to produce a successful master plan.

Standards

The National Recreation and Parks Association and the modified Urban Land Institute's park standards were introduced into the planning process to serve as a guideline for the development of this plan. These standards outlined the "ideal" size, function and location of playgrounds, neighborhood parks, community parks and regional parks in the park system. These standards enabled the advisory committee to understand the shortcomings of the existing park system and direct this plan toward solving those shortcomings.

Once the standards were in place, each existing park was classified as either a playground, ornamental park, neighborhood park, community park or regional park. This classification system was based on the size of the park, existing facilities and actual service area. Park acreages were totaled for the existing park network.

Public Input

Since Gainesville is a unique community, the success of the plan hinged on obtaining a large amount of data from the citizens themselves. To obtain this information, numerous focus group interviews were conducted, public meetings were held, and a citizen's survey was prepared and randomly mailed to 1,750 households.

In addition to focus group interviews, meetings were held with key City staff members to obtain additional input to be used in developing the plan.

Plan Development

Once the majority of the data was accumulated and information from the public input process was digested, the formulation of the actual master plan began. Goals and objectives were developed, a proposed level of service the park system should provide decided upon and recreational needs identified and documented.

Priorities were established and potential park, recreation and open space projects were identified in order to meet the recreational needs previously defined. The various park and open space projects were then assigned a specific timeframe to be implemented and mechanisms to be used to implement the projects were identified.

Park Classifications

The City's park classification system may be broken down into six major categories. As summarized in Table 7.1 *Park Classifications,* these park categories are as follows:

Pocket/Ornamental Park

A pocket or ornamental park is a small, usually less than 1 acre park developed with passive elements such as sidewalks, fountains, gazebos, benches and landscaping.

Playgrounds

A playground is usually a 5,000 square feet to 2 acre site and serves the area within a 0.25 mile radius with primarily active recreational opportunities. Facilities commonly found in a playground include swings, slides, climbing apparatus, wading or spray pools, open turf areas and benches.

Neighborhood Parks

A neighborhood park is a site of approximately 5 to 10 acres and serves the area within a 0.5 mile radius with both active and passive recreational opportunities. Facilities found in neighborhood parks include play apparatus, picnic areas, shelters, play courts, play fields, open space, and restrooms.

Community Parks

A community park is a site of approximately 40 to 150 acres with a service area of 2.0 miles. Facilities usually included in such a park are tennis courts, separate or multi-purpose sports fields, play apparatus, picnic areas, walking/jogging trails, swimming pools, open space and restrooms.

Regional Parks

A regional park is normally a site of 200 to 1000 acres which serves the area within a 10 mile radius of the park with a wide range of recreational opportunities. Although the list of facilities that are suitable for location in regional parks is endless, some of the most common facilities are sports fields, tennis courts, basketball courts, swimming pools, campgrounds, bicycle and hiking trails, nature areas, a golf course, recreation center, restrooms and ample parking. As indicated by the broad range of facilities, both active and passive recreational opportunities should be provided by such a park

Greenbelts

Greenbelts or greenbelt parkways are linear parks usually developed around a natural resource such as a creek, river or lake shore. The potential benefits of a greenbelt system are numerous. Not

only can a greenbelt system preserve valuable open space and natural habitat, it can provide a natural environment for walking, jogging, and bicycling trails, provide a transportation corridor linking neighborhoods to parks, schools and shopping areas and provide a variety of passive recreational opportunities all free or relatively free from automobile interference. Greenbelts can also serve as a natural buffer between land uses, serve as utility (underground) easements and can usually be acquired at a relatively inexpensive price due to the potential of flooding. Design standards for greenbelts are relatively loose in order to allow the maximum use of the natural environment in the design. Greenbelt corridor widths are often determined by the existing topography, severity of flooding and other unique natural features. Greenbelt corridors of less than fifty (50) "useable" feet should be avoided and narrow corridor sections kept to a minimum. One hundred foot corridor widths and wider give flexibility in design and are encouraged wherever possible.

Table 7.1

Park Classifications

Classification	Service Area	Size	Population Served	Usual Facilities	Development Cost* Range)
Pocket Park or Ornamental Park	1/4 Mile	2500 sq. ft. to 1 acre	500-2500	Landscaping, fountain, sidewalk, gazebo, benches	$8,000-$100,000
Playground Park	1/4 Mile	5000 sq. ft. to 1 acre	500-2500	Paved area, playground apparatus, landscaping, sidewalk, drinking fountain, lawn area, benches	$20,000-$150,000
Neighborhood Park	1/2 Mile	5 acres to 10 acres	2,000-10,000	Playground apparatus, picnic area(s), pavilion, play courts, play fields, restroom, landscaping, open space & parking	$50,000-$400,000
Community Park	2 Miles	40 acres to 150 acres	10,000-50,000	Tennis courts, sports fields, playground apparatus, picnic area(s), pavilions, walking/jogging trails, swimming pools, open spaces landscaping, recreation centers, restrooms & parking	$200,000-$4,000,000
Regional Park	10 Miles	200 acres to 1,000 acres	Entire urban area	Sports fields, tennis courts, lakes, swimming complexes, campgrounds hike/bike trails, bridle paths, golf courses, nature areas, restrooms and ample parking	$2,000,000 & up
Greenbelts & Special Areas	Varies	Varies	5,000 to entire community	Landscaping, multi-purpose trails, benches, inforamtion kiosks telephones, excercise course	$250,000 to $500,000 per mile for Greenbelts

*DEVELOPMENT COSTS DO NOT REFLECT LAND ACQUISITION

The existing developed parks of Gainesville are classified on Table 7.2 *Gainesville Inventory of Parks* and shown on Map #1. In order to illustrate the geographic distribution and areas of the City currently served by parks, the service area of each park has been shown. In addition, the *Existing Parks & Service Area Map,* graphically presents Gainesville's current park system. For Gainesville, the long range goal should be for each portion of the City to fall within the service area of a neighborhood park, a community park and a regional park.

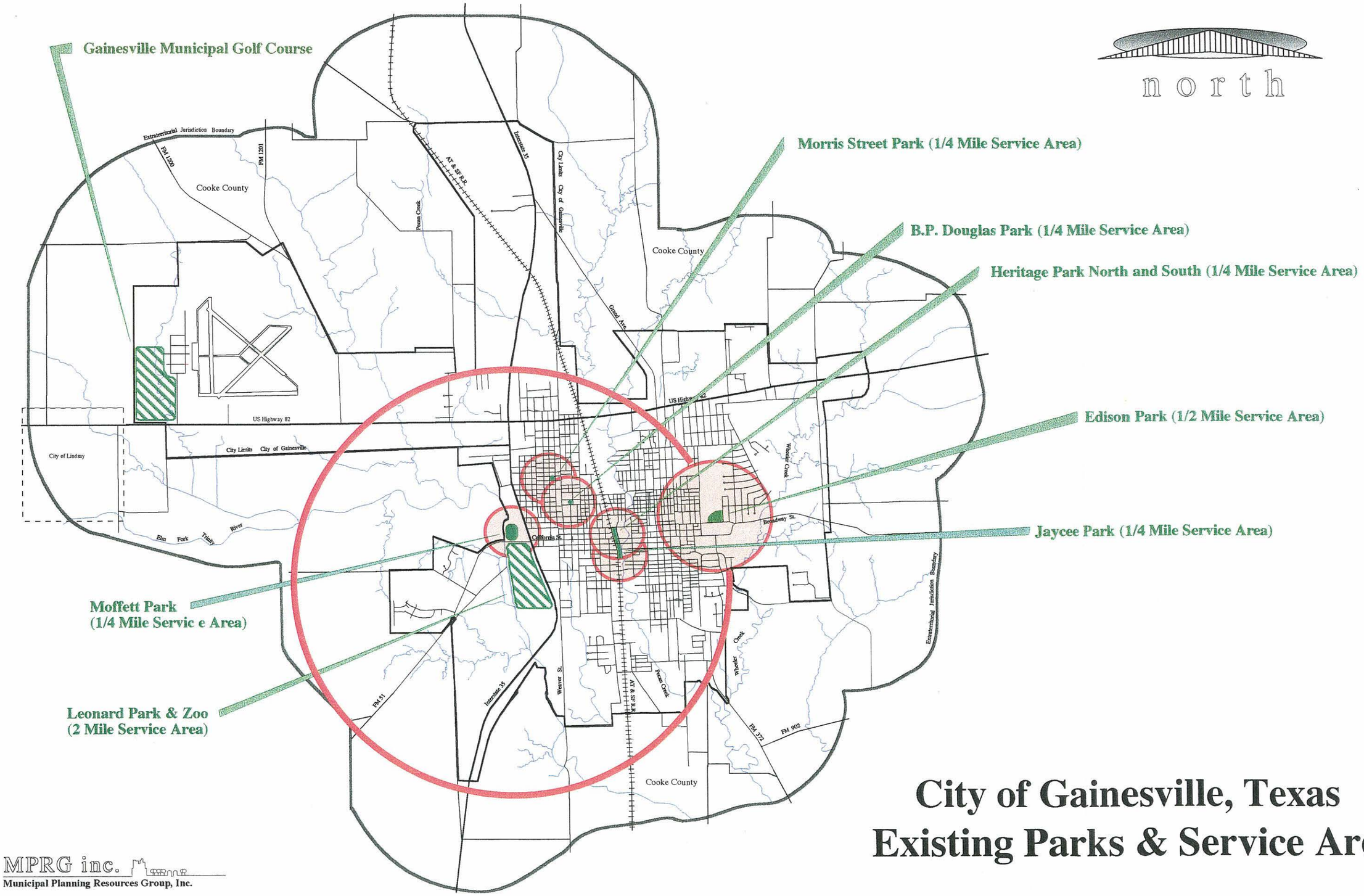
The following inventory of parks includes all public and semi-public recreational facilities within the service area as of June, 1997.

Table 7.2

Gainesville Inventory of Parks

Park Name	Classification	Total Acres	Percent Developed	Acres Developed
B. P. Douglas Park	Playground	1	100	1.0
Boy's Club Football Field	Special Purpose	1.84	100	1.84
Carroll Park (Unimproved Area)	Neighborhood	11	0	0
Edison Park	Neighborhood	4.0	100	4.0
Georgia Davis Bass Park	Ornamental	1.2	100	1.2
Heritage Park North	Ornamental	1.81	100	1.81
Heritage Park South	Ornamental	0.50	100	0.50
Jaycee Park	Playground	2.03	100	2.03
Keneteso Park (unimproved area)	Community	84.0	0	84.0
Leonard Park & Zoo	Community	30.05	87	26.05
Locke Field	Special Purpose	4.88	100	4.88
Moffett Park	Neighborhood	6.37	0	0
Morris St. Park	Playground	1.74	100	1.74
Pecan Creek Park	Neighborhood	4.89	0	0
	Total	**155.31**		**45.05**

Existing LOS = 0.3126ac/100



City of Gainesville, Texas
Existing Parks & Service Areas

MPRG inc.
Municipal Planning Resources Group, Inc.

Assessment of Needs

History/Overview of Needs

The developed Gainesville park system is made up of three playground parks, three ornamental parks, one neighborhood park, one community park, and one 18 hole public golf course. The Boys Club football field and the Gainesville ISD Locke baseball field function as an integral part of the overall park system and have therefore been included in the existing inventory of parks and open space.

In addition to the developed parks, the City of Gainesville has three undeveloped tracts of land that have been designated for park use: Carroll Park (11.0 acres), Keneteso Park (84.0 acres), and Pecan Creek Park (4.9 acres).

In general, the parks in Gainesville are smaller than the recommended sizes for the different classifications as outlined in the park classification table. A prime example is Leonard Park. Leonard Parks serves the entire population of Gainesville as well as a significant area outside of the City. In reality, Leonard Park serves most of Cooke County - estimated population of 33,000. Since Leonard Park is 30 acres it is appropriately sized to serve as a community park with a service radius of about two miles. However, the lack of quality recreational facilities in the Gainesville area force residents from within ten or fifteen miles to travel to Leonard Park for activities such as baseball, softball, swimming, picnicking and visits to the zoo. Needless to say, this results in very crowded conditions at the park.

Douglas Park and Morris Street Park suffer from the same problem of being too small to serve the function that they should. Each of the parks are less than two acres in size yet act as neighborhood parks because of the absence of true neighborhood parks in the Gainesville park system.

Edison Park currently occupies approximately 13 acres on the south side of the City Cemetery. Actually, nine acres of the existing park is located on land dedicated for cemetery expansion. In the near future much of the property currently being used for park purposes - softball fields and soccer fields - will be needed for cemetery expansion and Edison Park will be reduced to four acres. Three softball fields and four soccer fields will be displaced by the cemetery expansion and plans must be made on other park land for the replacement of these athletic facilities.

Due to the general undersizing of parks in Gainesville, and the overall demand for recreational facilities, the park system is relatively void of natural open space for use and enjoyment by the citizens.

Although Moffett Park, Leonard Park, and Georgia Davis Bass Park are all located along creeks, the creeks have not been incorporated into the park development plans and access to the natural areas by park patrons has virtually been denied.

The lack of trails and natural open space in the park network was verified through the citizens survey. Of the twenty one different recreational facilities listed in the survey, trails and natural areas was the number three priority for future amenities in the Gainesville park system.

There are three major creek corridors that run through Gainesville -- Pecan Creek, Wheeler Creek and the Elm Fork - a tributary of the Trinity River. Each of these creek corridors offer wonderful recreational potential which to date has been basically untapped. These natural corridors should be utilized to link parks, schools, neighborhoods and commercial areas together with trails carefully placed and constructed to give the citizens access to the unique environments contained therein.

The potential for an additional trail corridor exists in Gainesville - the abandoned MKT Railroad right-of-way. The corridor basically bisects the City from northwest to southeast., Heritage Park North, Heritage Park South and Jaycee Park are parks that have been developed within and adjacent to the old right-of-way in the downtown area of Gainesville.

Currently the abandoned MKT right-of-way corridor is not used to link areas and facilities in Gainesville together.

The geographic distribution of parks in Gainesville needs to be improved. As previously stated, one of the long range goals of the community is to have each portion of the City served by a neighborhood park, community park, and a regional park, based on the service radius established by the Park Classifications (Table 7.1). Currently over one half of the City does not meet this service area criteria. According to the citizens survey results, 58% of the residents of Gainesville are not within walking distance of a park.

To assist in solving this geographic distribution problem, additional neighborhood parks are needed in Gainesville. Ideally, these neighborhood parks should be located along the creek corridors or abandoned railroad right-of-way previously discussed. Efforts should also be made to locate future neighborhood parks adjacent to schools where possible.

Since the existing parks in Gainesville are heavily used, many of the older recreational facilities are in need of repair or replacement. Virtually none of the playground equipment within the system meets the current safety standards established by the Consumer Products Safety Commission or the access standards established by the Americans with Disabilities Act (ADA).

The swimming pool at Leonard Park is overy forty years old and is in need of a major update and eventual replacement. The pool serves the entire Cooke County area and has an attendance of between 150 and 175 users per day. The swimming pool is a very important element in the recreational system of the area and plans should be made for the continual operation of a pool in Gainesville.

In summary there are needs in Gainesville to:

1. Upgrade the existing parks by replacing obsolete equipment and adding recreational amenities that meet the current needs of the citizens.

2. Aquire and develop additional neighborhood parks of between 5 and 10 acres in size. Facilities contained in the future neighborhood parks should be consistent with the Park Classifications guideline and contain areas for passive recreation and some natural open space.

3. Develop a new community park to relieve the current pressure on Leonard Park and replace the athletic facilities which will be lost at Edison Park due to cemetery expansion.

4. Increase the amount of natural open space within the park system that is sensitively developed to protect the natural environmental qualities, while affording public use. Elm Fork, Pecan Creek, and Wheeler Creek should be targeted due to their aesthetic qualities and the potential for linking parks, neighborhoods, commercial development and schools together.

5. Utilize the abandoned MKT railroad right-of-way for development of a trail corridor to provide a facility for walking, jogging, bicycling and rollerblading.

6. Work cooperatively with Cooke County to acquire and develop a regional park to serve the population of Cooke County that is currently relying on the Gainesville Park system to satisfy its recreational needs.

Passive/Latent Needs

In addition to the general, passive, recreational needs identified in the analysis contained in the **History** section above, specific passive recreational needs have been identified using a citizens survey, public input, and through interviews with City staff. Based on the citizen survey forms that were returned and tabulated, there is a current need in Gainesville for facilities that provide

opportunities for passive, non-organized leisure activities. The highlights from the citizens survey & other input related to passive recreation are:

1. The expansion of the Frank Buck Zoo in Leonard Park is the number one priority of the citizens.

2. Construction of additional shelters/pavilions is the number two priority of the citizens -- followed by nature areas and trails.

3. 67% of those surveyed feel that neighborhoods, schools, and parks should be connected with linear parks and trails along creeks and other corridors.

The results from the citizens survey related to passive recreational opportunities totally support the needs documented in the previous section - **History.** Specifically, there are immediate needs in the Gainesville park system to:

1. Expand passive recreational opportunities available at Frank Buck Zoo in Leonard Park.

2. Construct additional shelters/pavilions for informal gatherings and family outings.

3. Provide additional trails for walking, jogging and bicycling in natural environments. Trails should be located in community parks, regional parks, and in linear corridors and greenbelts to not only provide recreational opportunities, but to form a pedestrian network linking parks, neighborhoods, schools, and other activity nodes.

4. Provide park environments that accentuate the natural features present and include water elements.

Athletic Facility Needs

Organized sports are popular in Gainesville and Cooke County. As of 1997, there were 35 soccer teams, 55 baseball teams, 57 youth softball teams, and 17 adult softball teams that comprise the various recreational leagues that practice and play in Gainesville. When added together there are currently 164 teams that need facilities in the Gainesville area for team practices and games.

Growth in team sports in the area has been steady in recent years. For example, Cooke County Soccer Association has grown at an average annual growth rate of 14%. Girls softball has grown

at a 7_% annual rate in past years. It is important to note that many participants in the sports programs reside outside of Gainesville, but practice and play in the City.

Future growth in youth sports is anticipated to gradually increase as the population growth of the Gainesville area increases. Therefore, additional athletic facilities will be necessary to keep pace with the growing demand.

Based on the above stated assumptions on the growth of team sports in the area, and the adopted standard of 1 sport field for every 10 teams as a target, projections have been made on the future number of sports fields required to satisfy the demand for athletic fields.

Boys Baseball

Currently, the boys baseball program is run by Boys Baseball of Cooke County. League games and some team practices are held at Leonard Park and Edison Park which contain a total of six fields. One field at Edison Park will be lost to the expansion of the cemetery in the near future.

In the spring of 1997 there were a total of 55 baseball teams using the six fields at Leonard and Edison Park. Based on the one field for each ten teams target, the existing fields are adequate to serve the current needs of boys baseball. However, once the field at Edison Park is converted to cemetery use, a deficit will exist. In recent years, no growth in boys baseball has been seen. In order to gauge future demand, the City should monitor growth in order to adequately meet the needs of the sport.

Girls Softball

The Campfire Girls Softball League has grown from 49 teams to 57 teams in the last three years. This growth is similar to the increasing statewide popularity in girls youth softball. The league plays on a total of four fields - three at Leonard Park and one at Edison Park. Based on the one field per 10 teams ratio, there is currently a need for two additional fields to accommodate league play. Although the rapid growth in girls softball is anticipated to slow with five years, the loss of one field at Edison Park due to cemetery expansion will create a need for a minimum of three additional fields to adequately satisfy the needs of the sport. If additional fields are not provided, opportunities for growth in girls softball will be severely hampered.

Youth Soccer

The youth soccer program is run by the Cooke County Soccer Association on six fields at Edison Park. In the fall of 1996 the league had a total of 35 teams which was an increase of four teams from the previous year. All league games and many practices are held at Edison Park on six fields. Two of the six fields will be lost to cemetery expansion in the near future. Considering the loss of the two fields and the fact that five different sizes of fields are needed to accommodate the five

different age divisions - at least one additional soccer field will be needed in the near future. Future growth in youth soccer will require additional game fields as well as practice facilities.

Adult Softball

The Gainesville Mens and Womens Softball League currently contains a total of 17 teams which share one field at Edison Park. The growth in adult softball has been slow with only two teams added to the program in the past three years. A total of two fields will satisfy the demands for adult softball for the foreseeable future.

Golf

The City of Gainesville has one 18 hole municipal golf course located on the western edge of town. This course is adequate to satisfy the demand for golf in the area.

Park Land and Open Space Needs

The Gainesville Master Plan Advisory Committee, based on community input, selected a desired level of service of 0.70 acres of park land for every 100 persons. A higher level of service was desired by the Board, but rendered infeasible due to the current lack of developed park land in the City. This level of service was selected based on the desire to provide a quality park system offering a wide range of recreational opportunities for the citizens of Gainesville now, as well as those in the future.

Although the park system serves a much larger population than just those that live within the corporate limits of Gainesville, the level of service calculations utilize the population projections for the City of Gainesville contained in this comprehensive master plan.

Based on the desired level of service of 0.70 acre of developed park land per 100 persons, the following chart illustrates the projected population of Gainesville and the amount of park land required to meet the desired level of service.

Figure 7.3

Park Land Required to Meet Service Level

	YEAR			
	1997	**2000**	**2005**	**2010**
POPULATION (Projected)	14,450	15,660	17,500	19,580
ACRES OF PARK & OPEN SPACE LAND	101	110	122.5	137

(0.70 Ac/100 persons)

Since the existing park system totals 45 acres of developed park land, there is a current need to add 56 acres of developed park land to the system to attain the 0.70 acres/100 persons target. The City of Gainesville presently owns three parcels of undeveloped land, previously acquired and set aside for park purposes. The total acreage of these tracts is 100 acres, of which approximately 58 acres are suitable for actual recreational facility development. The total of developed park land plus undeveloped - but developable - park land is therefore 103 acres. When compared to the existing population of 14,450, the result is a potential level of service of 0.71 acres per 100 persons with the park land currently owned by the City. The population of Gainesville is, however, expected to increase to 19,580 by the year 2010. With this in mind, the current supply of park land (developed, plus undeveloped) is not sufficient to adequately serve the projected population at the targeted level of service without additional park land acquisitions.

Including the 100 acres of undeveloped park land currently owned by the City, there is a need to acquire an additional 34.0 acres of developable park land by the year 2010 in order to attain the desired level of service.

This acquisition schedule is intended to be a guide only and should not interfere with a more aggressive acquisition time table if the opportunities to acquire parcels that meet the communities needs arise. On the other hand, delays in land acquisition could jeopardize the eventual attainment of the desired level of service and should be avoided if at all possible.

Natural Open Space

In Gainesville there is a need to obtain lands for natural open space. This need is accentuated due to the "built up" nature of the existing park system, the low average park size, and the desires expressed through the citizens survey. The Elm Fork, Pecan Creek and Wheeler Creek corridors should be targeted for acquisition and preservation as natural open space.

Parks, Recreation, and Open Space Priorities

Based on the Goals and Objectives and Analysis of Needs the following priorities for parks, recreation, and open space are established. The priorities are listed in descending order of importance.

1. Expand the development of Leonard Park to encompass portions of the park along Elm Fork Creek that are currently undeveloped and inaccessible. Development should include

primarily passive recreational opportunities as well as the expansion of the Frank Buck Zoo. Acquisition of adjacent properties along Elm Fork Creek should be considered as a part of the expansion plan.

2. Renovate existing parks within the system by replacing obsolete play equipment, construction of new recreational features geared to the specific needs of the area and aesthetic improvements such as landscaping, lighting and irrigation. All improvements should meet the safety standards established by the Consumer Product Safety Commission and access requirements from the Americans with Disabilities Act.

3. Acquire and develop neighborhood parks in those areas of Gainesville not currently served with emphasis on developed portions of the northern and southern sides of the city. These future neighborhood parks should contain elements outlined in the Park Classifications guideline and generally be 5 to 10 acres each. Furthermore, the future neighborhood parks should be located along stream corridors or the abandoned MKT railroad when possible to provide the opportunity for linking the park system in the future.

4. Acquire developable park land on the north side of Keneteso Park (currently undeveloped floodway land) for development as a multi-use regional park with the floodway property used for natural open space with sparse recreational development and the high ground used for more active recreational facilities -- such as a multi-use sports complex.

5. Acquire and develop a multi-use recreational trail system along Elm Fork, Pecan Creek, Wheeler Creek and the abandoned MKT Railroad right-of-way to preserve the natural ecosystems and provide a link between parks, schools, neighborhoods, and commercial developments.

6. Acquire and develop a community park in the eastern portion of Gainesville -- north of California Street -- along Wheeler Creek.

7. Continue to work with the Gainesville ISD, Cooke County, the Boys and Girls Club, and Cooke County College to optimize use of recreational facilities through cooperative arrangements and joint use agreements.

Parks and Open Space Plan

The proposed parks and open space acquisition and development program is divided into two planning intervals - 1997 to the year 2002 and 2002 to the year 2010. The 2010 Park Plan is

graphically presented on the *2010 Park System Map*. The purpose of this planning program is to serve as a guide for future acquisition, development and administrative decisions related to the parks, recreation and open space network for Gainesville. For a more detailed description of each project, see section VI.

The following projects should be implemented prior to year 2002:

- Expand the development of Leonard Park and Frank Buck Zoo to relieve overcrowding and make use of the natural features of Elm Fork Creek.

- Renovate existing parks by replacing worn out equipment, adding additional recreational facilities and making aesthetic improvements.
- Acquire and develop a neighborhood park in north Gainesville

- Acquire and develop a neighborhood park in southeast Gainesville

- Begin acquisition and development of a multi-use trail network along creeks and the MKT Railroad abandoned right-of-way.

2002 through 2010

The following projects should be implemented prior to year 2011:

- Acquire and develop additional neighborhood parks as additional areas of Gainesville are developed

- Continue to acquire and develop a multi-use trail system along creek corridors and the abandoned MKT Railroad right-of-way

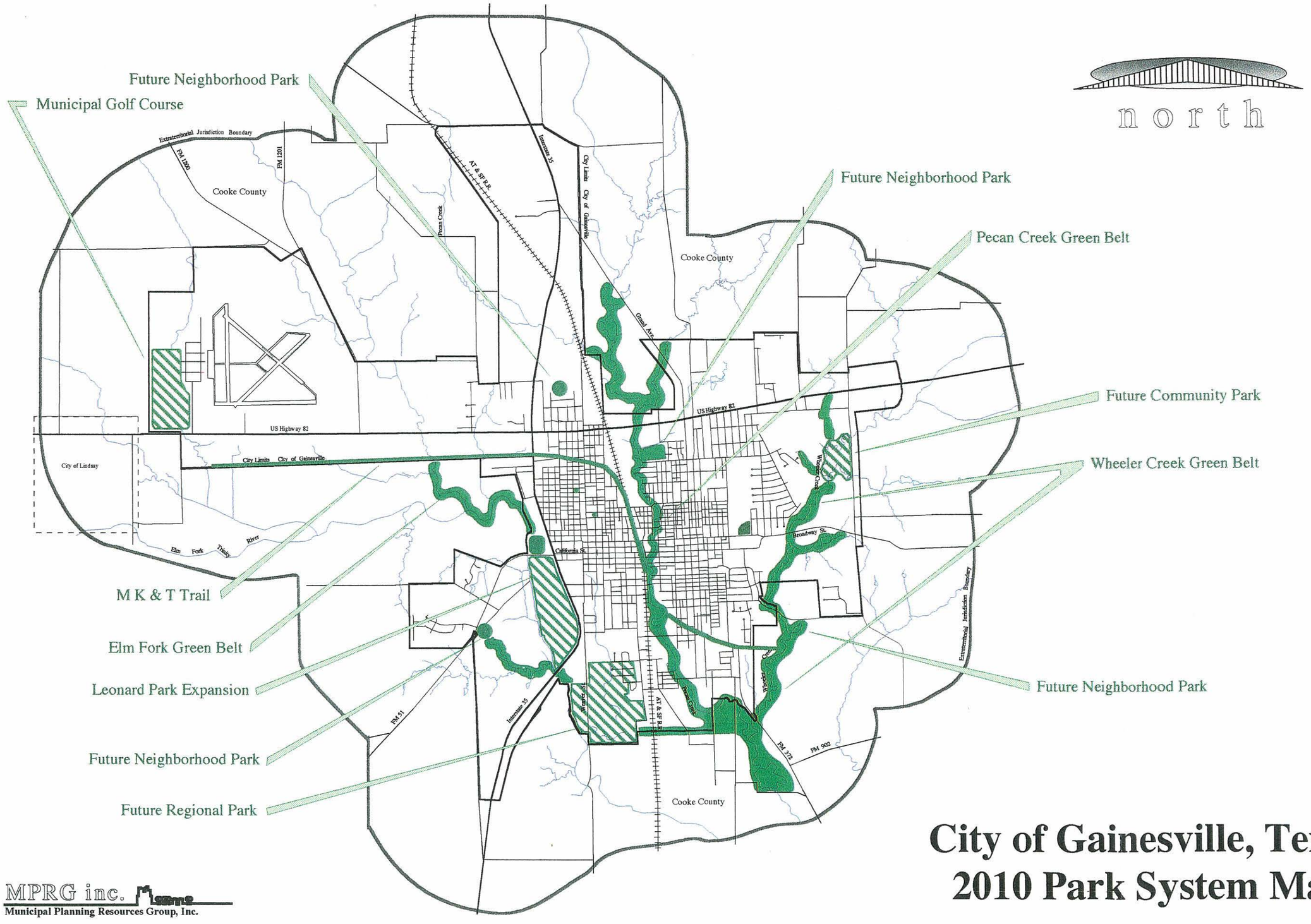
- Acquire and develop land on the north side of Keneteso Park as a regional park.

- Acquire and develop a community park in eastern Gainesville along Wheeler Creek.

Implementation - Existing and Available Mechanisms

In order to implement this park and open space plan, there are a variety of funding mechanisms and tools available for use by the City of Gainesville. These include:

SENATE BILL 376-4B - SALES TAX REVENUES - Funds generated by this special sales tax can be used for developing and maintaining public recreational facilities.



City of Gainesville, Texas
2010 Park System Map

MPRG inc.
Municipal Planning Resources Group, Inc.

TEXAS RECREATION & PARKS ACCOUNT PROGRAM - This program administered by Texas Parks and Wildlife is a 50% - 50% matching grant program which may be used to aid communities in acquisition and development of parks and open space.

PAY AS YOU GO - This method of financing park improvements involves budgeting for land acquisition, development and maintenance of park facilities through the City's annual budget process. Allocations for park improvements are made and spent annually through the standard budget process.

GENERAL OBLIGATION BONDS - These bonds are issued by the City following an election in which the voters authorize their issuance for specific stated purposes as well as the necessary tax increases to support them. These bonds pledge the property or ad valorem taxing power of the City.

CERTIFICATES OF OBLIGATION - These certificates have basically the same effect as general obligation bonds except that they do not require an election to authorize them. An election can be petitioned by five percent of the registered voters of the City. These certificates are issued on the authorization of the City Council. Repayment is based on the property taxing power of the City, utility system revenues or a combination of the two.

USER FEES - This method of financing requires the eventual user of each park to pay a fee for the use of each facility. Fees to be charged each user can be established to pay for debt service, maintenance and operation of the park system.

PRIVATE OR CORPORATE DONATIONS - Donations from foundations, corporations and/or private individuals are often used to acquire and develop parks. The City should constantly identify and pursue opportunities to receive such funding for parks. One avenue for receiving donations is through the development of a Park Foundation. The City should research the benefits of establishing such a foundation.

Conclusions

Based upon the analysis contained in this plan, it has been determined that in order to adequately serve a population of 19,580 in the year 2010, Gainesville needs a minimum of 137 developed acres of park land. In order to have 137 acres by the year 2010, the City must acquire and develop at least 92 acres of park land over the next thirteen years. This park land requirement should be

viewed as a target and is based on the locally adopted level of service standard of 0.70 acres of park land for 100 persons.

A random survey of citizens in Gainesville concludes that 82% of those surveyed support additional parks and recreational facilities. Seventy-seven percent indicated that parks and recreational facilities are well worth the associated costs to the citizens. The survey also revealed that 63% feel that the citizens are not well informed about recreational opportunities in Gainesville. In order to reverse this trend, the City should initiate a public awareness program to further inform the local population concerning programs and recreational opportunities.

With the projected increase in population and population density in the City and the immediate area, the demand on existing park land and facilities will continue to increase. The results will be a dysfunctional park system suffering from more overcrowding and overdevelopment should a program of park expansion and improvements not be undertaken in the near future. The future improvements to the park system should be of high quality as pointed out in the local survey and every effort should be made to jointly develop recreational facilities with Cooke County.

This study recommends a plan to increase parks and open space in Gainesville by 200% in order to meet the projected needs and stated goals. The total projected cost of such land acquisition and improvements is expected to be expensive if properly done. With the proposed increases in parks and facilities, will come additional maintenance and operations needs in order to best utilize and care for both the new facilities and those that exist today. The proposed improvements contained in this plan will enhance the quality of life in Gainesville and ensure that the City is able to keep pace with the growing outdoor recreational needs of its' citizens.

Chapter 8 - Implementation

General

An important step in the Comprehensive Land Use process is the implementation of the plans that have been developed. Implementation is the execution of the plans which have been developed through the process which includes the establishment of Goals and Objectives, the gathering of base information on existing conditions, the development of plans, and the implementation of those plans. A Plan is only as good as its implementation. If implementation is not considered, the good intentions of those who took part in the planning process will never be realized.

There are many methods and tools that may be used to implement a plan. Some of these include, but may not be limited to, the following:

1. Adopted Policies;
2. Ordinances;
3. Checklists, Forms, and Applications; and
4. The Planning Program

The Comprehensive Land Use Plan is usually implemented by utilizing a combination of these methods. One method may adequately implement one portion of a plan or a number of methods may be required. The following text addresses the different

implementation methods and provides a description of how they are to be used in the implementation of the Comprehensive Land Use Plan.

Application of the Plan

The Comprehensive Land Use Plan provides guidance for future development in primarily three ways. First, all planning and zoning decisions should be made with regard to the growth goals and objectives developed by the citizens during the initial stages of the planning process.

Secondly, the Comprehensive Land Use Plan has provided a description of applicable planning principles for Gainesville. These principles are provided in the *Plans* section of this document. They include the neighborhood plan concept, commercial development forms such as nodal and corridor, the establishment of edges, and the use of transitional land uses, buffering, and screening techniques.

Thirdly, planning and zoning decisions should be in agreement with the adopted *Future Land Use Map.* This map is provided in the *Plans* section of this document. The Future Land Use Plan Map provides a general picture of how land uses may be arranged to reflect the growth goals and objectives of the City. It is important to note that this map should not have the same authority as the zoning map. The *Future Land Use Map* is not law. It does not dictate exact boundaries of land uses. Therefore, it should be considered to be somewhat flexible. Changes other than those literally shown on the map can be made with assurance that they are not in conflict with the Comprehensive Land Use Plan, if they do not conflict with the guidance of the growth goals and objectives or the planning principles provided in this text document.

Adopted Policies

Adopted policies are often credited with a great amount of authority. The staff and officials of many cities consider adopted policies as only one step short of law. In general, official policies provide the City Staff, the Planning and Zoning Commission, and the City Council with specific guidelines regarding development issues. The City of Gainesville has developed Goals and Objectives which are included in the *Goals and Objectives* section of this Comprehensive Land Use Plan Document. It is the purpose of these goals and objectives to give the City Staff and elected officials direction so that

official policies may be developed. The following policies do not represent an exhaustive accounting of policies to be adopted by the City regarding future development. A number of general issues, conclusions, and recommendations have come out of the Comprehensive Land Use Plan process. It is recommended that the following policies be adopted in order to provide guidelines to assist the staff, and appointed and elected officials in following through with the adopted goals and objectives of the City.

Policies:

1. Conformance with the Plan: It is recommended that the City establish a policy requiring conformance with the Comprehensive Land Use Plan. All zoning and platting requests shall be measured for compatibility with the Plan. Staff reports written on platting and zoning issues should include commentary on the conformance with the request to the Plan. Non-conformance with the Plan may be sufficient grounds for denial or a negative recommendation of the request. The Planning and Zoning Commission and City Council shall provide their own comments on the conformance of any issue.

2. Maintenance of the Plan: The effectiveness of the Plan should be monitored annually. Monitoring allows the City to measure progress of plan implementation. It also serves as an indication of changing conditions and trends which may suggest the need for revisions to the Plan. The City should adopt a policy to have a written staff review of the Plan annually. Items to be addressed should include conformance with current development trends, number of zoning requests granted that did not conform with the Plan, and recommendations of the Plan that are being implemented or have been implemented. The result of the report will be to recommend that the Plan be maintained in either its current condition for another year or that it, or part of it, be revised to comply with current development goals and objectives being observed by the City.

3. Cooperation with other governmental entities: The City should maintain an open channel between governmental entities advising them of the City's plans and should be cognizant of theirs. If conflicts arise between Gainesville and another agency, the City will communicate these conflicts to the City leaders and work toward minimum negative impact on all participants affected.

4. Update Materials: The City should continue to refine and update applications, checklists, and procedures to insure development controls are adequate to retain long term values and quality of life.

5. Enforcement of Ordinances and Regulations: The City should continue to enforce current ordinances and regulations and adopt new ordinances and regulations that better assist in controlling signage, refuse, nuisance, animal control, clean up and removal of junk, and elimination of dilapidated and unsafe buildings and other code enforcement issues.

6. City Initiated Zoning: The City may choose to review existing zoning. If deemed appropriate, the City may initiate re-zoning on areas that do not conform to the general guidelines for development or proposed land uses according to the Comprehensive Land Use Plan.

7. Consideration of Thoroughfares: The City should consider the Thoroughfare Plan when making land use decisions that may be affected by traffic. The City should periodically review the Thoroughfare Plan to evaluate its constancy with current growth philosophies.

8. Public Involvement: The Comprehensive Land Use Plan is a tool to be used by the City. However, the application of that tool may be better facilitated if the development community realizes that it is a document that must be respected. The City should adopt a policy that upon inquiries by the development community relative to development regulations, the Comprehensive Land Use Plan be included in any listing of necessary documents for compliance with development regulations of the City. The City should keep sufficient copies of the Plan on hand to be distributed to the general public in the same manner that the subdivision regulations and zoning ordinance are distributed.

9. Develop and Adopt a "Planning Program" Establishment of a sound planning program is the most effective method to implement a comprehensive plan. Furthermore, an effective planning program helps to assure development of the

community in a coordinated manner. A Planning Program should be adopted and updated as needed to implement the Comprehensive Land Use Plan.

Ordinances

Ordinances are recognized as municipal law and are binding as such. Two documents should be adopted in ordinance form that are the primary implementation tools for the Comprehensive Land Use Plan: 1) the Zoning Ordinance; and 2) Subdivision Regulations.

Zoning Ordinances:

The basic purpose of the Zoning Ordinance is to carry out the land use policies and recommendations as contained in the Comprehensive Land Use Plan. Specifically, the Zoning Ordinance classifies and regulates the use of land, buildings, and structures within the corporate limits of the City. The ordinance is divided into two elements that are dependent on each other: 1) the zoning text; and 2) the zoning map. The zoning text tells us how the land may be used. The zoning map tells us where it may be used in the manner described in the zoning text. Zoning decisions should always consider the Comprehensive Land Use Plan. The Plan provides decision makers with guidance as to the appropriate zoning districts for property located within the City. Decision makers should consider whether the zoning request is in compliance with the Plan.

It is important to note that since the Comprehensive Land Use Plan map indicates land use in a general manner, it will not necessarily show specific information on specific properties. Nevertheless, it will provide guidance regarding land use principles and expected development trends.

Besides providing guidance to decision makers regarding re-zoning requests, the Comprehensive Land Use Plan will provide the City with authority to initiate re-zoning of property. As long as the appropriate procedures of "due process" are observed, the City may initiate zoning to bring property into compliance with the adopted Comprehensive Land Use Plan. It is recommended that the Comprehensive Land Use Plan and the zoning ordinances be examined to identify areas that should be re-zoned in order to assure compliance with the intent of both documents. In addition, the zoning ordinance may be

revised to include special zoning techniques such as Planned Unit Developments, Overlay Districts, and a Downtown District as recommended by the Comprehensive Land Use Plan. These zoning techniques may include design criteria and guidelines which may provide additional protection for special areas.

Subdivision Regulations:

Subdivision Regulations are intended to guide the development of future platting of land within the corporate limits of the City. How the land is used cannot be an issue in the approval of plats. That is a zoning issue. However, subdivisions may be required to comply with the general layout of streets, placement of corridors and arterials, and the general urban form principles as provided in the Comprehensive Land Use Plan. Each plat should be reviewed by the planning staff and addressed by the Planning and Zoning Commission and the City Council regarding this compliance. Noncompliance with the Comprehensive Land Use Plan may constitute a position contrary to the public health, welfare, and general safety of the residents of the community. Language in the subdivision regulations should be reviewed to confirm that compliance with the Comprehensive Land Use Plan is required. In addition, the Subdivision Regulations should be updated to include changes in state law which have occurred since the last update of this document.

Official Maps

The Comprehensive Land Use Plan Map and Zoning Map are the principal maps associated with the implementation of comprehensive planning efforts for Gainesville. The *Future Land Use Map* reflects the desired general location of all land uses in addressing the goals and objectives of the City. The location of land uses on this map are also influenced by the Thoroughfare Plan, also on this map, which serves as the foundation on which land uses are located, and provides access and circulation. As development occurs in and around Gainesville, this map will provide guidance as to appropriate land use placement and the relationship of land uses to the City as a whole.

While the *Future Land Use Map* provides guidance, it does not specifically regulate or enforce the placement of land uses. This regulatory function is provided through zoning, and is reflected on an adopted Zoning Map. The Zoning Map is usually based on the *Future Land Use Map.* Variations can occur where existing uses are not in strict conformance with the Land Use Plan. The Zoning Map represents the legal

classifications of all zoned property within the City, and is enforceable as provided by state statute. It is by virtue of zoning and the Zoning Map that cities can implement their Comprehensive Land Use Plan, relating the appropriate location of land uses to the City as a whole.

Checklists, Forms, and Applications

Checklists, forms, and applications are the basic "hands on" tools that assist the administrator in determining compliance with adopted City plans and policies. It is recommended that checklists, forms and applications be developed or revised which include specific items to check for those using the Plan and making application for various actions within the City. All checklists, forms, and applications that relate to land use development should be developed or revised to include language requiring compliance with the Comprehensive Land Use Plan.

Annexation

The area included in the Comprehensive Land Use Plan extends beyond the current corporate City limits. Upon ultimate development of the City, it is apparent that additional land area will be added to the City. The City of Gainesville is a "home rule" City. This status permits it to expand its corporate limits as is required to properly manage the Comprehensive Land Use Plan and to realize the goals and objectives defined by the community related to growth strategies. Being a home rule City permits the City of Gainesville to add land area without the consent of the property owners being taken into the corporate limits. As of this date, the only requirement is that the City provide an appropriate plan to provide proper services to those areas taken into the City limits. "An appropriate plan" has also been defined by the courts as being the provision of "like services to like areas of town."

State law also permits the City to acquire land area at a given rate for a designated period of time. If the City has not annexed property in several years, they may annex up to 30% of the total land area the first year of an annexation program. The City is then allowed to annex an additional 10% each year thereafter. This is a significant amount of area for Gainesville, as shown in *Table 8.1 - Permitted Annexation Area.*

Table 8.1

Permitted Annexation Area

	Amount of Acres	
Annexation Year	Permitted to be Annexed	Total Acres in City
1995	--	9,107
1st Year (1996)	2,732	11,839
2nd Year (1997)	1,183	13,023
3rd Year (1998)	1,302	14,325

If the City were to annex land in accordance with the maximum limits allowed by state law, the City could acquire land area comparable to the total amount of land included in the combined ETJ and existing City limits (14,977 acres). However, it is not likely that the City will annex at the maximum rate permitted by state law. It is unlikely that the City could provide the water, wastewater, and streets for that quantity of land within a short period of time.

Therefore, it would be prudent that an annexation policy be adopted that guides the City in its acquisition of annexed area. We recommend that the City adopt a annexation policy that satisfies one of three (3) thresholds for determining whether or not to annex new land. These thresholds are listed as follows:

1. *Service Potential:* The cost associated with providing police, fire, and infrastructure services should be carefully considered prior to annexing additional land area. Areas that contain no services at all may be more cost effective to bring into the City rather than areas that have existing systems that are deficient or below the standards currently required by the City.

2. *Defensive Annexation:* Areas that are critical to the Comprehensive Land Use Plan and demonstrate a high potential to develop should be considered for annexation. Much of this land is currently located within the county. It is critical that the land use along that right-of-way be protected to ensure that it develops consistently with the Plan.

3. *Cleanup:* The City should determine areas along the perimeter of the existing corporate limits that may be included so that the form and shape of the City may be more uniform. This threshold is the least important, but should be considered nevertheless as opportunities present themselves to clean the boundaries up.

It is recommended that the City conduct an analysis of the current ETJ area using these thresholds. If areas are identified from this analysis, then the City should prepare an annexation program to bring them into the corporate limits of the City. The analysis effort and the annexation program should be listed as an element on the Planning Program discussed in the following section.

Planning Program

One of the most familiar programs that cities use to implement plans is the Capital Improvements Program. The Capital Improvements Program consists of a listing of planned physical improvements that are to be undertaken during a specific period of time, usually five (5) years. Similar to the Capital Improvements Program, there are elements of the Comprehensive Land Use Plan that should be implemented in order to realize the plan. These elements may be divided into definable tasks. They will often require an expenditure of funds and, most certainly, will require an allotment of staff time. In any event, the scheduling of these elements and tasks in their order of priority, need, and the associated costs attributed to the elements should be developed into a Planning Program that tracks the implementation of the Comprehensive Land Use Plan.

The Planning Program contains summaries of the tasks and recommendations that came out of the Comprehensive Land Use Plan. The man hours required to complete the tasks, any associated costs attributed to the effort, and the time frame in which the task is to be initiated are estimated. The final costs and definite time frames will be established at the time agreements are reached for each specific task. Through this effort, Gainesville is able to budget for any necessary expenditures, as well as track the progress of the Comprehensive Land Use Plan. This Planning Program should be reviewed annually and additional planning projects that have been determined necessary to implement the Plan will be included in the Planning Program.

Table 8.2 - *Planning Program Summary Sheet* provideds an initial listing of projects

identified in the Comprehensive Land Use Plan. It is recommended that as soon as the City can, the Planning Program be evaluated and categoried into fiscal years. In addition, the envolvement of consultants and staff may be determined. If the City plans to utilize outside consultants, a cost should be assigned to the task. In any event, is it prudent to assign a cost for all tasks so that each task may be considered at budget time in subsequent years. Each year evaluation of the Comprehensive Land Use Plan and evaluation of the Planning Program should occur.

Table 8.2

Planning Program Summary Sheet

City Priority	Recommended Priority	Task	Relevant Authority	Estimated Cost	Estimated Project Duration	Estimated Start Date
_____		Develop Downtown Overlay District	Consultant/Staff	$_____	_____	_____
_____		Create Commercial Hwy Interchange Zone	Consultant/Staff	$_____	_____	_____
_____		Plan use of Old Santa Fe Depot	Staff	$_____	_____	_____
_____		Develop Bed and Breakfast Ordinance	Consultant/Staff	$_____	_____	_____
_____		Develop Historic Commercial Overlay District	Consultant/Staff	$_____	_____	_____
_____		Develop Historic Residential Overlay District	Consultant/Staff	$_____	_____	_____
_____		Develop California St. Corridor Plan	Consultant	$_____	_____	_____
_____		Develop Highway 82 Corridor Plan	Consultant	$_____	_____	_____
_____		Develop Landscape Regulations	Consultant/Staff	$_____	_____	_____
_____		Develop Sign Regulations	Consultant/Staff	$_____	_____	_____
_____		Develop Entry Statement Plan	Consultant	$_____	_____	_____
_____		Develop Bike Path Plan	Consultant	$_____	_____	_____
_____		Develop Street Improvement Program	Staff	$_____	_____	_____
_____		Expand Development of Leonard Park and Zoo	Consultant	$_____	_____	_____

Table 8.2 Continued

City Priority	Recommended Priority	Task	Relevant Authority	Estimated Cost	Estimated Project Duration	Estimated Start Date
_____		Renovate Existing Parks	Staff	$_____	_____	_____
_____		Acquire and develop Neighborhood Park in North	Staff	$_____	_____	_____
_____		Acquire and Develop Neighborhood Park in SE	Staff	$_____	_____	_____
_____		Development of MKT Trails	Consultant/Staff	$_____	_____	_____
_____		Acquire and Develop Regional Park at Kenesto Park	Consultant/Staff	$_____	_____	_____
_____		Acquire and Develop Community Park along Wheeler Cr.	Consultant/Staff	$_____	_____	_____
_____		Evaluate Comprehensive Plan (yearly)	Staff	$_____	_____	_____
_____		Develop Applications Checklists and Forms	Staff	$_____	_____	_____
_____		Evaluate Zoning Map for Compliance with Plan	Consultant/Staff	$_____	_____	_____
_____		City Initiated Rezoning (if necessary)	Staff	$_____	_____	_____
_____		Annexation Plan	Staff	$_____	_____	_____
_____		Develop Official City Policies	Staff	$_____	_____	_____
_____		Create Commercial Highway Interchange Zone	Consultant/Staff	$_____	_____	_____