

The City of Mineola

Strategic Master Plan



A Comprehensive Planning Effort

Assisted by:

MPRG inc. 

March 2005

City of Mineola Strategic Land Use Plan

A Comprehensive Planning Effort

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March 2005

Assisted By

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Acknowledgements

This Strategic Master Plan represents the culmination of field studies, analyses, and input from citizens and City Staff regarding the present and future development of the City of Mineola, Texas. The document provides a statement of goals and objectives, an analysis of demographic characteristics, an inventory of existing conditions, a description of long-range plans for thoroughfares, land use, parks, and historic preservation, and implementation measures that practically apply the land use principles described herein to existing and future development.

Chapter 211 of the Texas Local Government Code gives municipalities the authority to zone property, stating that this must be done in accordance with a comprehensive plan. This Plan is intended to provide the policy-making bodies of the City of Mineola with guidelines and standards for zoning issues and future development. It is important to note that this document is nothing more than a plan; it does not represent law or place legal restrictions upon property. Chapter 213 of the Local Government Code states, "a comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries." The Strategic Master Plan, therefore, is an important tool in the process of land use and development, but does not replace or amend the zoning ordinance or zoning map of the City.

In order for this Plan to be a viable tool for the City of Mineola, the methods of implementation contained in this document should be adopted. These measures will serve to strengthen the Strategic Master Plan, and help ensure that it is a useful tool to guide, shape, and control the physical development of the community. The planning process is a cycle, and in order for this document to serve the citizens and staff of Mineola, it must be continuously maintained and updated as circumstances and desires of the citizenry change.

Municipal Planning Resources Group, Inc. wishes to thank the Comprehensive Planning Task Force, Planning and Zoning Commission, City Council, City Staff, and citizens of Mineola for allowing us the opportunity to present this Strategic Master Plan. It is our sincere desire that this document will be useful to the citizens of Mineola for many years to come.

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Chapter 1

Introduction

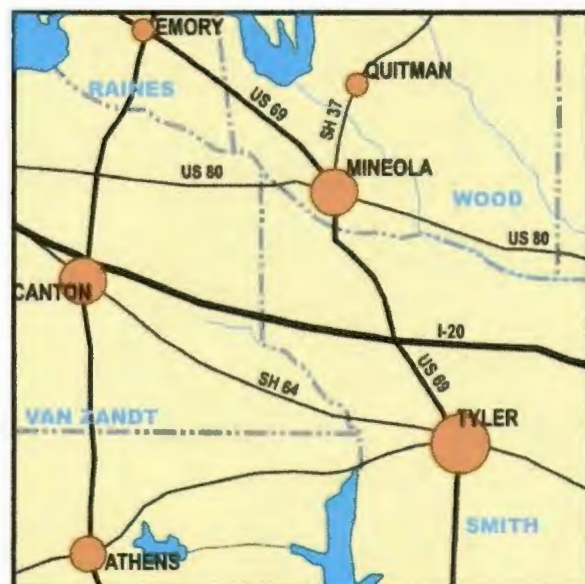
General History of Mineola

Mineola, located in Wood County in East Texas, was originally located by surveyors for the International and Great Northern (I&GN) railroad in the early 1870's to serve as a junction of the I&GN and Texas and Pacific railroads. By 1873, the railroads were constructed, a town government had been organized, a post office built and a community of forty to fifty tents and hastily erected box structures and stores had been constructed to service the railroad.

The name "Mineola" may have been developed by combining the names of two young girls, Minnie and Ola, who were either family or close to the I&GN surveyor who laid out the Town. A more plausible source of the name was that a railroad official was from Mineola, Long Island and named Mineola after his hometown.

The Town was incorporated in 1877 as a general-law charter Town, but the charter was rewritten in 1913 to establish a commission form of government. At the time of incorporation, the population of Mineola was 1044. The center of the Town was established at the intersection of Broad and Johnson Streets, at the site of a mineral water-well for which Mineola has been well known. The well site has been designated a Texas Historical Site.

During the Town's first sixty years, farm products included cotton, livestock, fruit and berries. A chair factory opened in 1886, but became a basket factory in 1900 which operated until 1952. Highway improvements, the Magnolia Pipeline



Company gas line and the establishment of a railroad terminal caused growth during the 1920's. The discovery of oil in Wood County and the establishment of a railroad shop in Mineola helped to spur economic growth during the 1940's. During the 1950's, the economic emphasis switched from farming to cattle raising. Watermelons became a primary crop and the Mineola Watermelon Festival began in 1948. The construction of the Wood County Airport, five miles north of Mineola, was completed in 1984 which further boosted the economy. Today, Mineola remains a primary shipping center for the area and the Town's economy continues to grow.

The population of Mineola increased to 3,000 by 1930, 3,926 by 1970 and 4,321 in 1990. Today, the population stands at 5611, which exceeds the 5,000 persons needed to become a home rule Town. The Town intends to begin the process towards that end in the near future. As the City of Mineola encourages growth, it plans to implement policies that will encourage the continuation of its rural, small-town character.

*Purpose of a **Master Development Strategy***

The City of Mineola shares a common trait with many other Texas communities. It has existed for over one-hundred years and has developed according to the availability of land and the market. When communities reach this size and when growth begins to challenge the orderly continuance of unplanned growth, communities desire to make a plan for future growth. This **Master Development Strategy** is designed to establish the goals, plans, and design guidelines to help the City avoid making the mistakes that unplanned development creates on future generations.

Goals: In order to establish a basic foundation as to the direction that the City wished to proceed regarding its future, goals relative to the character of residential and non-residential development were developed. A core task force of residents worked together to develop these goals. A unifying concern of the task force was to maintain the original character of the City by placing an emphasis on establishing **quality** and **value** for all future development. The task force conceded that high-density residential and high intensity commercial development will occur but should be carefully controlled and regulated. However, the rural character and unique heritage of the City must be preserved protected.

Plans: As part of the Master Development Strategy the City has prepared and adopted a number of development planning tools, among these being the Strategic Master Plan and Thoroughfare Plan. The City has engaged in preparing other plans that are under separate cover from this document, which deal with water, sewer and storm drainage. In July of 1974, the City completed a Comprehensive Plan effort that provided the basic demographic and land use elements of a land use study. This Strategic Master Plan is an extension of all of these efforts and is a critical part of the Master Development Strategy for the City of Mineola.

Implementation: The Task Force as well as the City Staff was concerned that implementation tools, that were normally not contained in a Comprehensive Plan, would be adopted to assure that the character of physical development meet the spirit of the City's goals and not simply appropriate land uses. Therefore design guidelines have been provided that give detailed

guidance to future individuals, firms, and organizations that choose to develop within the corporate limits of the City of Mineola. Recommendation pertaining to revisions and additional development ordinances are also provided in the text herein.

Demographics

The demographic character of a city plays a large role in long range planning exercises. In order to provide public facilities and services that will best serve the future needs of the citizenry, it is necessary to study the past and present composition of the community, and finally to make projections which cover a reasonable planning period, in this case, twenty years. The data gathering process for determining the demographic characteristics of the City of Mineola utilized the following sources: the City of Mineola water meter records, Texas State Data Center, and the 2000 U.S. Census data.

Utilizing data gathered from the above sources and using average annual growth rate projections, the City is estimated to have a current 2005 population of 5,611 persons. This population estimate for the city and historic populations appear in *Table 3.1, Historic Populations for the City of Mineola*.

TABLE 3.1
Historic Population, Population Change and Future Population Projections for the City of Mineola

| Year | Mineola Population | Change | Future Population Projections |
|------|--------------------|--------|-------------------------------|
| 1970 | 3926 | | |
| 1980 | 4123 | 197 | |
| 1990 | 4321 | 198 | |
| 2000 | 4550 | 229 | |
| 2005 | 5611 | 1061 | |
| 2010 | | | 5858 |
| 2015 | | | 6115 |
| 2020 | | | 6384 |
| 2025 | | | 6664 |

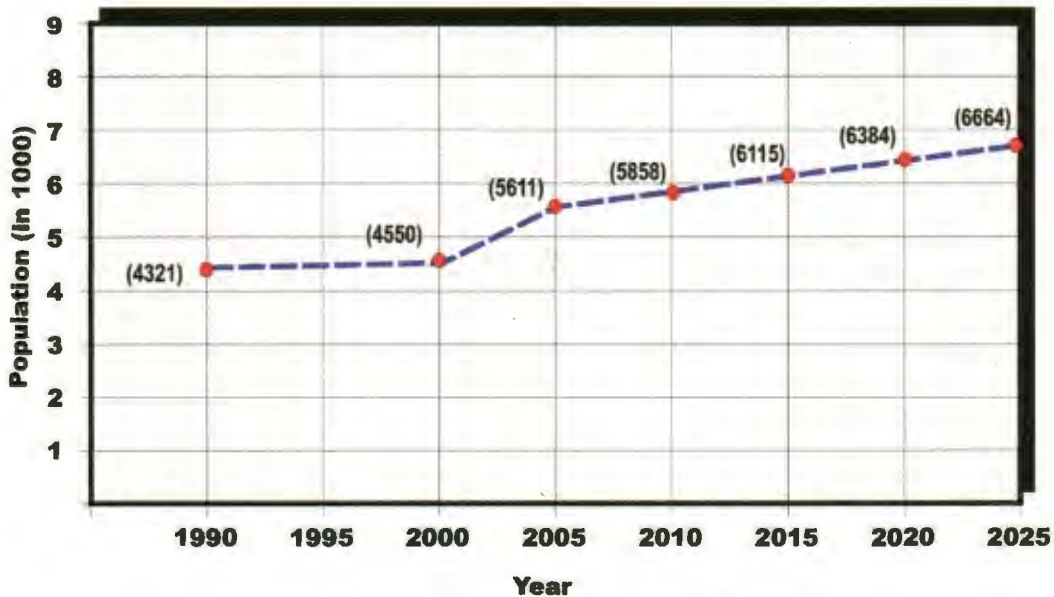
Source: U.S. Census Bureau, Texas State Data Center, City of Mineola, MPRG

Future Population

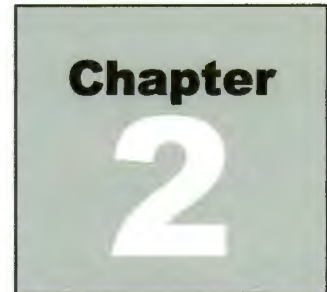
The future population projections for the City of Mineola are summarized in *Table 3.2, Historic & Future Populations for the City of Mineola* and are graphically presented in the chart titled, *Historic and Projected Populations for Mineola*. These population figures were based upon the average annual growth rate from 1960 through 2005. This average growth rate was extrapolated through 2025, as shown in Table 3.2 and in the chart following the table.

TABLE 3.2
Historic & Future Populations for the City of Mineola

| Year | Historic Population | Future Population Projections |
|------|---------------------|-------------------------------|
| 1960 | 3810 | |
| 1970 | 3926 | |
| 1980 | 4123 | |
| 1990 | 4321 | |
| 2000 | 4550 | |
| 2005 | 5611 | |
| 2010 | | 5858 |
| 2015 | | 6115 |
| 2020 | | 6384 |
| 2025 | | 6664 |



Historic and Projected Population for Mineola



Growth Strategies & Design Approaches

Purpose and Definition

The foundation of a Strategic Master Plan is the set of goals or strategies, which are developed through the public participation process. The City of Mineola growth strategies are tangible directives, developed by the task force, which are intended to guide the development of the City into the next century. These directives were used to establish the character of future land use in the Strategic Master Plan and the nature of the design policies that will be applied to future development. Therefore, by definition, growth strategies for this effort are the general statements of the community's desired ultimate physical, aesthetic, economic, or environmental status. Growth strategies set the standard with respect to the community's desired quality of life. The basic approach to future growth for Mineola was summarized in five growth strategies:

1. *Future development in Mineola should emphasize value and quality;*
2. *The focus on value and quality shall not be restricted to size of lot but shall emphasize amenities;*
3. *Future growth shall promote opportunities for pedestrian as well as vehicle connectivity;*
4. *Established commercial forms of "Node" and "Corridor" development shall be emphasized;*
5. *Future growth shall promote the Heritage of Mineola in consideration of its Historical character;*

Growth Strategies for Future Development-Value and Quality

.....
Strategy One - Future development in Mineola should emphasize value and quality.
.....

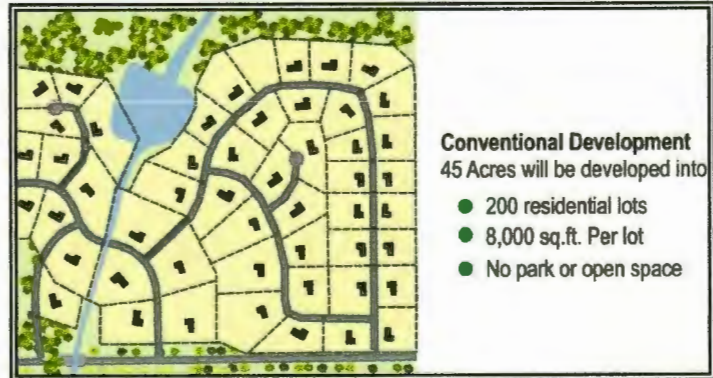
A significant portion of the City is currently undeveloped. It consists of larger parcels that have been used primarily for agricultural purposes. The environment and character provided by these very large tracts have historically provided the area with a rural community character. It is inevitable that residential growth will occur. The residential development market will pressure the division of these

larger lots into significantly smaller lots. The challenge for the City is to permit the subdivision of this once rural land into urban lots and still maintain the rural nature that is desired. The inclusion of open space into subdivisions will greatly assist in accomplishing this. One way of accomplishing this is to establish a density per acre that is acceptable and then provide flexibility of development as long as that density is maintained. This concept is known as **Density Equivalent Development**.

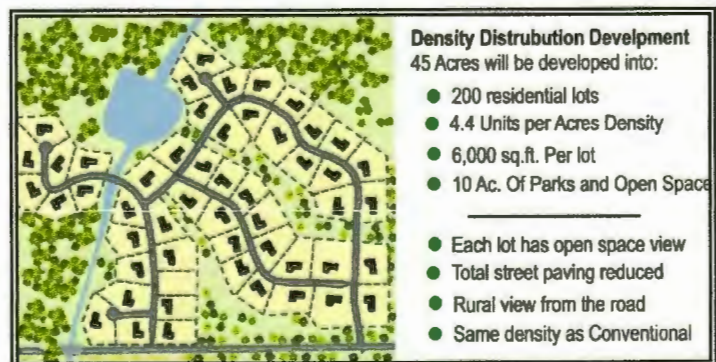


A policy of density equivalence has been applied to residential development. The following series of illustrations indicate two possible alternatives for developing the current undeveloped areas within the limits of Mineola. It is important to note that these two may be applied exclusively or may be modified to apply to the unique characteristics of each individual parcel. In addition, other development patterns relative to mixed use development may be applied by using a Planned Development.

Conventional development typically uses all of the land for lots. Development of Mineola's undeveloped areas and open spaces, in this manner would utilize all of the undeveloped land area for residential development. Fortunately, large five-acre and even one-acre tracts of land do not bring the visual urban clutter that the typical 8,000 sq.ft. lot subdivision bring. But the integrity of the open spaces of the ranches is lost just the same. Even five-acre subdivisions require roadways to be constructed throughout the subdivision. The smaller five-acre tracts still have significant open space, however residences, out-buildings, and fences are much more numerous, creating a visual clutter of its own.



Utilizing the **Density Equivalent Development** concept, the City can protect and preserve the open space ranch characteristic desired by the City. In addition the visual impact from the perimeter roadway conveys a rural character under developed conditions. The development utilizes the existing open space area for buffers from adjacent



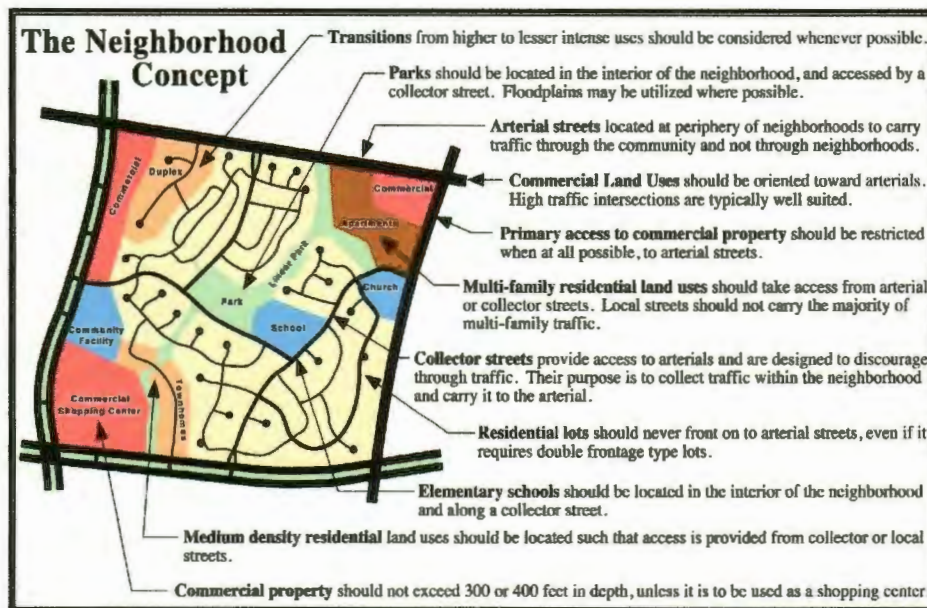
roadways and to provide trail linkages to environmental features.

This is a more cost effective alternative since expense to the City is less because there are less linear feet of roadway to maintain.

The **Neighborhood Concept** is one of the oldest and most widely used and accepted practices in urban land use planning. It is usually applied to urban situations that have residential densities far denser than the goals for the City of Mineola. For this reason, we refer to the concept as the **Urban Neighborhood Concept**. This concept helps to create quality spaces in which people may live. The concept places primary emphasis on creating neighborhoods that are buffered from the impacts of elements from outside the neighborhood system. By utilizing a transition of land use intensity, the most sensitive element of a neighborhood, residential use, is protected from the effects of intense commercial use.

The foundation of a neighborhood is its streets. Streets serve two primary purposes in neighborhood systems: to facilitate the movement of people and goods, and to serve as physical boundaries between adjacent land uses or neighborhoods. Streets should be designed and located so as to accomplish their purpose of efficient traffic service, while discouraging through traffic in neighborhoods. In order to maximize visibility and safety, intersections of more than two streets should be avoided, and intersections are required to meet at ninety-degree angles. The types of streets, their functions, and characteristics are described in detail in the Thoroughfares chapter of this document.

- *Arterial streets* define the limits of a neighborhood by bordering the area on all sides. These roads, which are designed for heavy traffic, are appropriate locations for commercial uses. The number of entrances from arterials into the neighborhood should be limited. This enhances the efficiency of the arterial system, while preventing a high volume of traffic from entering the neighborhood.

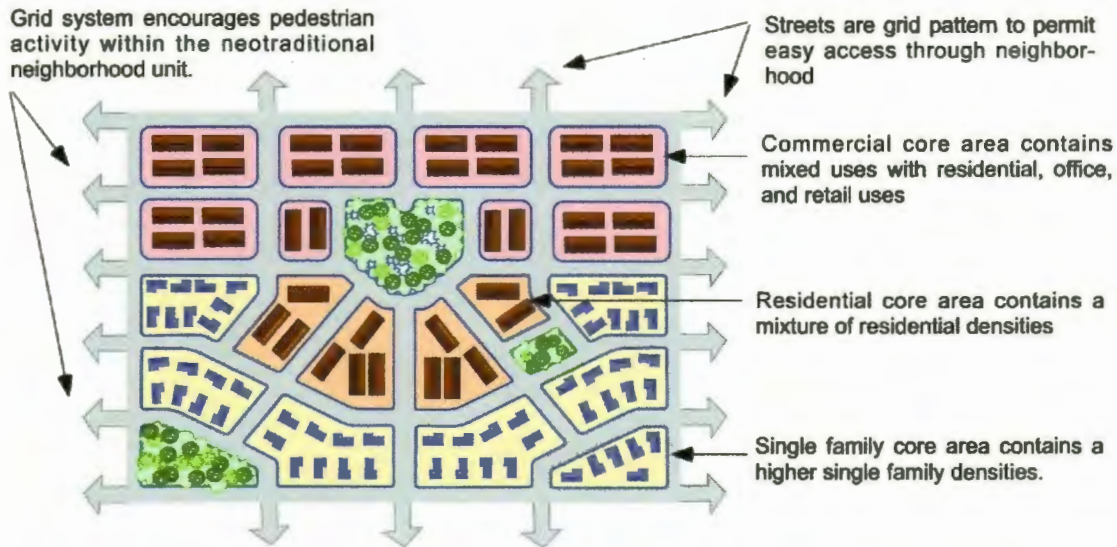


- *Collector streets* provide for circulation within the neighborhood; they connect local streets to the arterials. Collector streets are appropriate locations for moderate and limited high-density housing. Curvilinear street layout, rather than traditional grid patterns, should be designed, in order to limit traffic and slow traffic speed.
- *Local streets* provide direct access to residences, and carry a low volume of daily traffic. Like collectors, these roads should be curvilinear in design. In addition, the use of loops and cul-de-sacs will further reduce traffic speed and volume.

The **Neighborhood Concept** considers the most appropriate location of different land uses within the neighborhood and on its boundaries. Low-density housing should typically be located on the interior of the neighborhood, in order to protect the sensitive residential area from intense land use effects on the periphery of the neighborhood. Typically, larger neighborhoods should also provide for the location of schools and community facilities such as parks and fire stations within this central area. Moderate or high-density housing should be located toward the periphery of the neighborhood and on collector streets. These residential land uses may be used as a buffer area between commercial and lower density residential land uses. Commercial land uses should be located on the outer limits of the neighborhood at intersections of arterial streets. These should be oriented toward the arterials, so as not to encourage commercial traffic in the residential neighborhood, and should incorporate buffer yards and/or screening fences when located adjacent to residential uses. Commercial land use within a neighborhood should be limited to retail sale of goods and personal services primarily for persons residing in the adjacent residential areas.

In addition to the configuration of streets and the location of land uses within the neighborhood, criteria for lot design should be considered. Lots adjacent to arterial streets and corners should be deep and wide, with adequate rear and side yard setbacks to facilitate sight distances at street intersections. Low-density residential lots should not have direct access to adjacent arterials. This access would create safety hazards to the residents and impede traffic flow on the arterials. The above characteristics and criteria function collectively to protect the integrity of the neighborhood from external pressures and to enhance its identity.

New Urbanism: In the last few years an emphasis has been placed on land development that increased the density of uses in order to conserve on utilities and natural resources. This emphasis has been called "smart growth". Its objective is to provide quality living, recreation, shopping, and work spaces that are located in close proximity to each other. In fact, the purest form of New Urbanism is to create mixed uses that discourage vehicular movement and encourage pedestrian movement.



New Urbanism / Neotraditional Neighborhood Concept

The principles of **New Urbanism** can be applied increasingly to projects at the full range of scales from a single building to an entire master-planned development. The characteristics of **New Urbanism** or **NeoTraditional** have been summarized by the Congress of new Urbanism (NewUrbanism.com). These characteristics are provided below:

- **Walkability:** Most destinations, whether recreation, shopping, or dwelling, should be located within a 10-minute walk of home and work. The development should have a pedestrian friendly street design. Buildings are located close to street. Porches, windows & doors are prevalent on the front of structures and face the tree-lined streets. On street parking is encouraged. The parking lots are designed so that they are secluded and hidden from street view. The residential garages are located along rear alleys. The streets are designed narrow to slow vehicle speeds through the neighborhood.
- **Connectivity:** The New Urbanism neighborhood is interconnected. The street grid network disperses traffic & eases walking. A high priority is given to providing high quality of pedestrian network that connects home to office to play areas.
- **Mixed Use:** A mix of shops, offices, apartments, and homes are located on site. Mixed-uses occur within neighborhood, within block, and within buildings. The conventional segregation of land use as most “Euclidian zoning” provides does not occur. In its place coordinated placement of all types of land uses occur on one site.
- **Mixed Housing:** A varied range of types, sizes and prices of residential housing is located in closer proximity than in the conventional Neighborhood Unit Concept.

- **Quality Architecture and Urban Design:** The New Urbanism concept places an emphasis on beauty, aesthetics, human comfort, and creating a sense of place. Special placement of civic uses and sites within community is encouraged.
- **Smart Transportation:** A primary goal of the New Urbanism concept is the promotion of having a network of high-quality trains connecting cities and towns together. The transportation goal of the New Urbanism community is to emphasize a pedestrian-friendly design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation
- **Sustainability:** New Urbanism is very ecology conscience. The application of this development style should have a minimal environmental impact on the environment. It should encourage less use of finite fuels. It increases more local production. And promotes more pedestrian activity.

It should be noted that the **New Urbanism** is a concept as is the **Urban Neighborhood Unit** concept presented earlier. Either residential development pattern can be acceptable, depending on the growth goals and objectives of the Town.

Growth Strategy for Future Development-Amenities

Strategy Two - The focus on value and quality shall not be restricted to size of lot but shall emphasize amenities.

The task force determined that the value and quality of residential development was not necessarily dependent on the size of the residential lot. The potential for large lot subdivisions to be less than desired quality was just as possible as subdivisions with smaller size lots. However, it was perceived that the potential for subdivisions, with smaller lots, to magnify undesired traits is greater because of the greater number of lots that occur when the subdivision is not of the highest quality. The desire is not to limit the number of lots but to increase the potential for high quality features in the subdivision. This is accomplished by focusing on the amenities that are provided for the subdivision. Amenities may include items such as:

- Masonry exterior construction
- Rear entry garages
- Neotraditional residential construction
- Articulation for structures
- Landscaping
- Subdivision entry design features
- Perimeter walls and screening features
- Pedestrian friendly neighborhoods
- Decorative street features and signage

It would be rare indeed to find residential subdivisions that apply all of these features in one development. However, the application of numerous elements increases the opportunity to obtain a

high quality residential development that establishes and maintains the value in residential development that is desired by the City.

Amenity: Masonry Exterior Construction

It is the task force's perception that structures constructed of masonry, rock, or stone generally tend to be of higher construction standards, are more durable, and obtain greater appraised value than contemporary frame structures with wood siding. Masonry construction wears better and is generally less expensive to maintain. The general perception is that masonry constructed structures tend to be more aesthetically pleasing than wood siding structures. However, this perception may be somewhat flawed when considering architectural designs that promote the use of wood, such as Victorian construction styles, which are found in many historic districts in Texas.

It was not the intent of the task force to endorse a particular construction material over another. In fact the task force was in agreement that with proper designs any exterior construction would be satisfactory if it was consistent with the surrounding environment and enhanced the property aesthetically, as well as economically.



Alternative Exterior Construction

Construction material can vary greatly and still maintain value and aesthetic appeal. These examples provide a flexible range from totally masonry, to partial masonry, to totally wood, and finally to log construction.

The partial masonry example and the total wood homes shown here are both a Victorian style. The partially wood home is of contemporary construction. The total wood home was actually built circa 1890.

Amenity: Rear Entry Garages

This goal is primarily aesthetic in nature. It is most impacted with small lot subdivisions that have limited room to construct anything except a front entry garage. The visual clutter of open garages that often turn into storage areas should be discouraged. Side and rear entry garages promote a more orderly and aesthetic view of the residential neighborhoods from the street. Specific permission may be provided for structures that set off of the roadway significant distances. Although each case should be addressed on its own merit, 60 to 40 feet of setback for the garage should offset the visual clutter issue.

An additional feature of alleys is that the utility boxes and transformers of electric utilities may be placed in the rear yards where access may be available along alleys. Electric transformer boxes add to the clutter of the street when placed in the front yard. On the occasion where an electric transformer, multiple-box mail units, and trash receptacles are all provided in the front yard, the visual streetscape of the neighborhood is not pleasing. For this reason, alleys and landscaping in the front yards is beneficial to increasing the visual aesthetics of the neighborhood.



Residential Access

- When residential access is provided from the rear or side no garages are seen from the street
- More opportunity to landscape and plant trees
- Cars and trucks are not providing visual interference to the front of the structure.
- Access may be provided with short runs of shared rear drives between structures. This should not be confused with alleys that run the entire length of the block.
- Shared rear access limits the number of curb cuts on the public street.

Amenity: Neotraditional Residential Construction

The home designs in Mineola should promote community. Neotraditional residential construction has become associated with the concept of neighborhoods that encouraged communication between neighbors. This occurs when places to live are designed into the subdivisions, particularly porches. Developments in other portions of the country have encouraged shorter set-back distances that encourages communication with neighbors walking along sidewalks and those sitting on the porches.



↩ **Full Porch**
Provides varied opportunity to utilize the outdoor area of the home

Limited Porch →
Reduces the opportunities but still encourages activity outdoors



Amenity: Articulation for Structures

Home designs in Mineola should promote visual interest by providing a variety in appearance by changing horizontal and vertical planes in the surface of the structure. Unbroken planes on the surface of structures provide very little design opportunity and may be considered as mundane and uninteresting. The aesthetic value of the property is enhanced by visual articulation of these surfaces.



Unarticulated Residential. *This residential structure appears to be significant in size. However, the straight and unbroken surfaces of the roof and exterior walls are plain and uninteresting. They add nothing to the design of the structure.*



Articulated Residential. *Real visual interest is created by the varied planes and surfaces of the design. Notice a variety of breaks in the roofline as well as the addition of dormers to add interest to the roof. The exterior walls have a variety of angles and offsets to add to the articulation of the structure.*

Amenity: Landscaping

Landscaping adds to the quality of life of the residential neighborhood. Although much of the area covered by Mineola is prairie land, trees and other live landscape material is encouraged. Landscaping should include a variety of plant material. In addition, the planting should include material that will reach maturity in a short period of time. Planting of tree less than 3" caliper is discouraged. When possible, existing trees should be preserved. In addition, landscaping that encourages conservation of water should also be used. However, it is more critical to use native plants and trees than to use desert plants that are not native to North-East Texas.



Landscape Variety

- *Landscaping located tight against the house provides an aesthetic quality to the site.*
- *The presence of mature trees adds scale to the landscape design.*
- *A variety of heights, shapes and colors presents a more natural setting and is more environmentally compatible.*

Amenity: Subdivision Entry Design Features

Entry features create identity and emphasize the character and theme of a subdivision. All major subdivisions, those of 10 lots or greater shall provide a major entry for the subdivision. The entry provides an opportunity to continue a theme established by the City or neighborhood. The use of stone, landscaping, topographical relief, walls, public art, and water features should be used to create the desired theme.



• Major subdivision entries typically have a divided landscaped boulevard



• Walls may be constructed of a variety of material, but many are of stone or decorative brick



• Design features such as public art should be of appropriate scale and should set the theme of the subdivision

Amenity: Perimeter Fencing and Screening Features

All residential subdivisions should have decorative walls around the perimeter of the subdivision along identified thoroughfares. These walls identify the subdivision and help to establish the theme of the subdivision. It is also important that the perimeter fence / wall be installed as one unit. Often perimeter fences and walls are built on a “piece-meal” basis, with incremental portions being installed as construction occurs on the individual lots. This encourages inconsistency in material and weathering.

The fences and walls located along the perimeter roadways of a subdivision should be considered differently than those located in the interior of the subdivision, which may have common lines with other subdivisions. For fences and walls located on perimeter roadways, the City will require decorative walls to include varying combinations of masonry, stone, wood, and metal. In addition, these walls shall have articulation occurring vertically and horizontally and have landscaping integrated into the design. Fences and walls located along the interior boundaries of the subdivision may have much simpler designs that limit the masonry content to the support columns.



⇐ Split rail fence may be decorative as well as functional. Split rail is particularly acceptable for interior boundary fences.

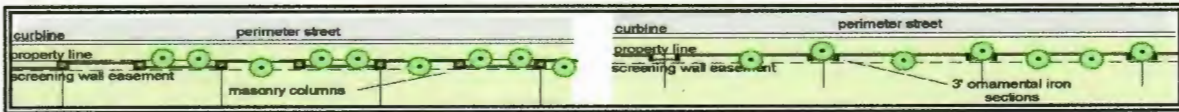
Combination of wood fences with masonry columns and bases is an appropriate fence. The capstones provide the vertical articulation. However, landscaping should be included as a part of any fence located along perimeter streets.



Combination of metal fence with masonry columns and base permits "openness" along the perimeter. Notice that extensive landscaping is included along the perimeter line.



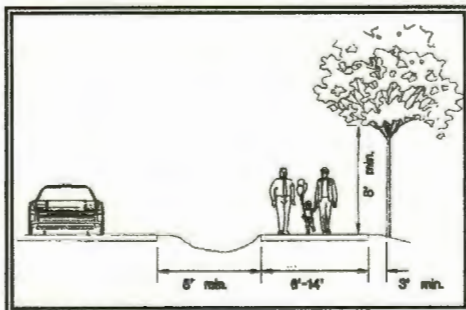
Natural rock wall is compatible with the environment and may be constructed in such a manner that it appears to have historical significance.



Fence Designs. Three foot screening wall easement allows for the screening fence to have horizontal articulation. Landscaping should also be included as part of the fence/wall design.

Amenity: Pedestrian Friendly Neighborhoods

Mineola is committed to creating opportunities for pedestrian activity throughout the community. All new development must indicate how it plans to utilize the existing flood plain area for pedestrian purposes. In addition, linkage opportunities must be provided between neighborhoods and to the floodplain areas. Standard design parameters shall be developed and incorporated into the subdivision and site plan design criteria that provide for all new development.



Multi-Use paths. When combined with equestrian use, the clearance should be a min. of 12 feet.

Pedestrian Access to paths and trails must be provided from subdivision interior to the pathway.



| Recommended Minimum Standards For Trails and Paths | | |
|--|--|---|
| Trail Type | Minimum Standard | Comments |
| Multi-Use Paths | 6-10 feet | Minimum width should be used only when volumes are low and sight distance is good |
| Sidewalk along local roadway | 4-6 feet | Located in interior of neighborhoods |
| Roadway Separation on Thoroughfare | 5 feet | A physical barrier should be installed where the minimum standard cannot be met. |
| Shoulders | 1 foot for pedestrian only 2 feet for multi-purpose | Should be graded to the same slope as the path |
| Additional Lateral Clearance | 1 foot | Should be graded to the same slope as the path |
| Vertical Clearance | 8 feet for pedestrian and bicycles 12 feet for equestrian | |

Amenities: Decorative Street Features

Value is established in subdivisions where the “extras” are visible amenities. These extras indicate to visitors in the neighborhood that attention to detail has gone “the extra mile” in the subdivision. Providing “extras” of this nature will require that the subdivision have a homeowner’s association that collects dues from the residents that allow maintenance of the amenities installed as extras.



Brick enclosure, while it is matching the structure and is structurally strong. It is without design and can be overpowering at the curbside.



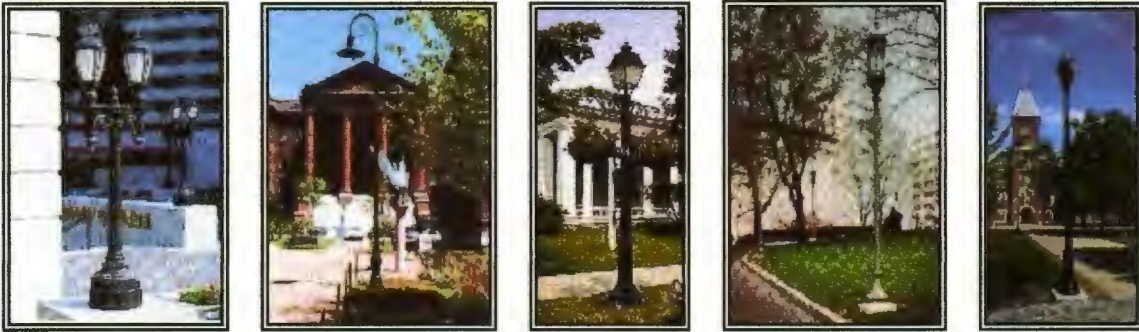
Double metal boxes provides separate boxes for owners and still provides utility for mail carriers. These metal boxes are not overpowering at the curb.



Ornamental boxes provide separate boxes for owners on a single pedestal. Custom designs become a mater of taste.



Simple metal single, simple designs provide aesthetic effect but do not overpower the curb.



Decorative Street Lamps. These come in a wide variety of styles. It is important that any design address the “dark skies” commitment that Mineola has made. In addition, the street lamps located in the interior of a subdivision may be on a smaller scale than those located along the perimeter roads. It is preferable that the style be simple and transferable to other subdivisions. Flexibility in design for each subdivision should be carefully weighted with the need for consistency between subdivisions.



↩ Regulation standards may be applied to wood carved signs for aesthetic appeal.

Uniform Color on stylized posts may be used to combine design with the established theme of the development. ⇨



Wood Post with simple design provides aesthetic variation in public rights-of-way. Other styles using metal posts may also apply.



↩ Special Paving Treatment should be used at locations for emphasis, such as a corner crosswalks or at locations where pedestrian paths and trails cross local roadways. Variation of different styles can add to the aesthetic quality of the site.

Variety of Colors and Styles are available and provide flexibility in design themes and texture of material ⇨



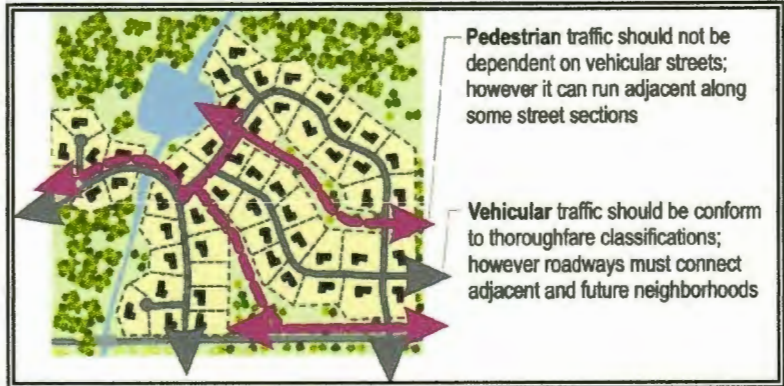
Growth Strategy for Future Development-Connectivity

Strategy Three - Future growth shall promote opportunities for pedestrian as well as vehicle connectivity.

It is an established fact that the purpose of residential neighborhoods is for dwelling and recreation. As such, neighborhoods should be pedestrian oriented. Contemporary designs for residential neighborhoods have emphasized the circulation of vehicle traffic to, through, and around the

neighborhood. Most residents do not use their vehicle inside the neighborhood. Circulation through the neighborhood by the residents of the neighborhood is preferred to occur on foot or by other modes of transportation, such as bicycles, in-line skates, and in some cases golf-carts. Unfortunately, the development community has emphasized the construction of streets and minimized the provision of circulation systems for pedestrians. The well designed neighborhood should include the appropriate circulation of both vehicle and pedestrian interests. It is also critical to note that streets are designed for vehicles not pedestrians.

Therefore the reliance on a ribbon of concrete adjacent to the street as a pedestrian pathway is the least desirable manner of providing pedestrian circulation facilities. Each subdivision should be designed such that a separate pedestrian circulation system and a vehicular circulation system are provided. The two systems may coincide occasionally, but the vehicular roadways must not be the sole evidence of pedestrian circulation.



Growth Strategy for Future Development-Commercial Forms

Strategy Four - Established commercial forms of "Node" and "Corridor" development shall be emphasized.

Residential goals and design approaches satisfy the community's needs where people live. The non-residential goals and design approaches expands that area of impact beyond the residential neighborhood. Not only are the residents living in the community impacted by the goals and design approaches presented by non-residential development, but those who visit and pass through the community receive their first impression of the community by the character of the non-residential development that is presented along the thoroughfares and intersections of the community. The Strategic Master Plan Task Force was particularly focused on the corridors and intersections of the City as they developed the following goals and approaches.

Although there will likely be opportunities to develop commercial properties in the context of the New Urbanism design pattern, the primary commercial development patterns will be in accordance with the commercial corridor and commercial node. The principles of these two patterns are general in nature and may be altered to fit the physical and special conditions of the site. The commercial node and corridor models are intended to prevent the development of "strip commercial" areas. The familiar characteristics of strip commercial include the following:

- ❑ **Shallow lots, usually between 100 and 200 feet deep;**

- ❑ Numerous small parcels with individual owners;
- ❑ Numerous curb cuts for entrances;
- ❑ Numerous small buildings with no architectural unity;
- ❑ Minimal (or no) landscaping in and around the parking lots;
- ❑ Limited parking usually restricted to the front setback area or along the street;
- ❑ The lack of landscaping or other buffers, especially in the rear, with the adjacent residential areas exposed to a blighting influence.
- ❑

Unchecked this development style will likely occur, and will be difficult to correct in the near future. However, future commercial development in Mineola should be required to incorporate the elements of Corridor and Node Commercial models into their design plans.

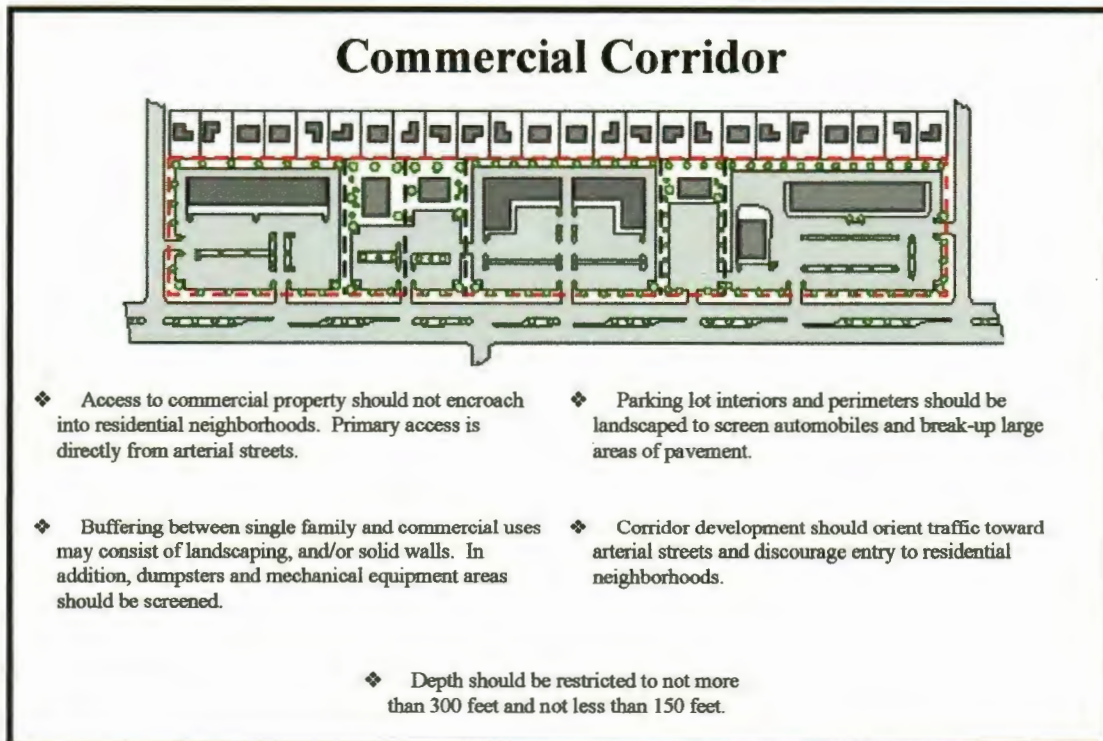


Strip Commercial. Usually occurs along older established corridors that were existing prior to regulations that would prevent it.

Notice:

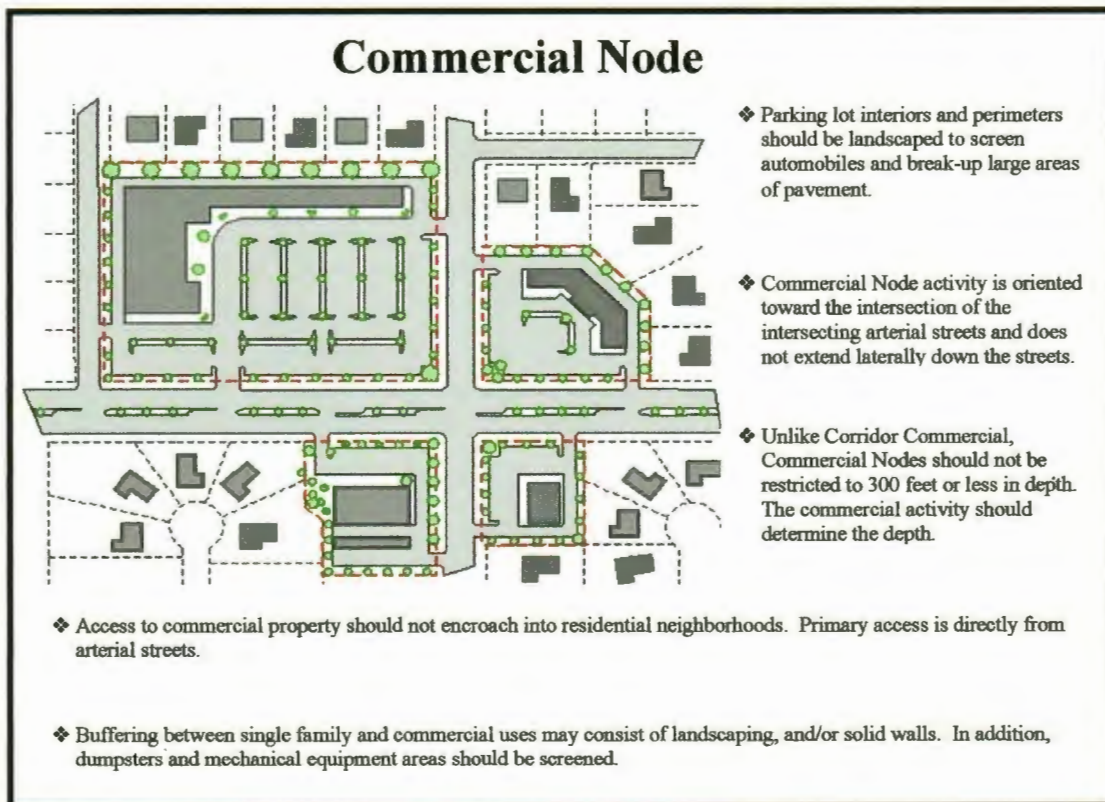
- ❑ the multiple driveways,
- ❑ the front entry parking off of the arterial street
- ❑ lack of landscaping in the front yard
- ❑ lack of architectural unity and design of the buildings
- ❑ shallow lots
- ❑ numerous narrow business
- ❑ lack of any or minimal parking

Commercial Corridor Pattern: The commercial corridor development form emphasizes the location



of commercial uses along an arterial. This development form is characterized by high intensity commercial use located near the intersections of major arterials, with less intense commercial uses located along the arterial between intersections. Commercial corridors should be limited in depth to 300 feet, in order to prevent conflicts in land use and minimize the potential of land-locking some properties. In order to create cohesiveness among a variety of commercial uses, development guidelines should require uniform signage, shared driveways, and landscaping along the thoroughfare in commercial corridor developments.

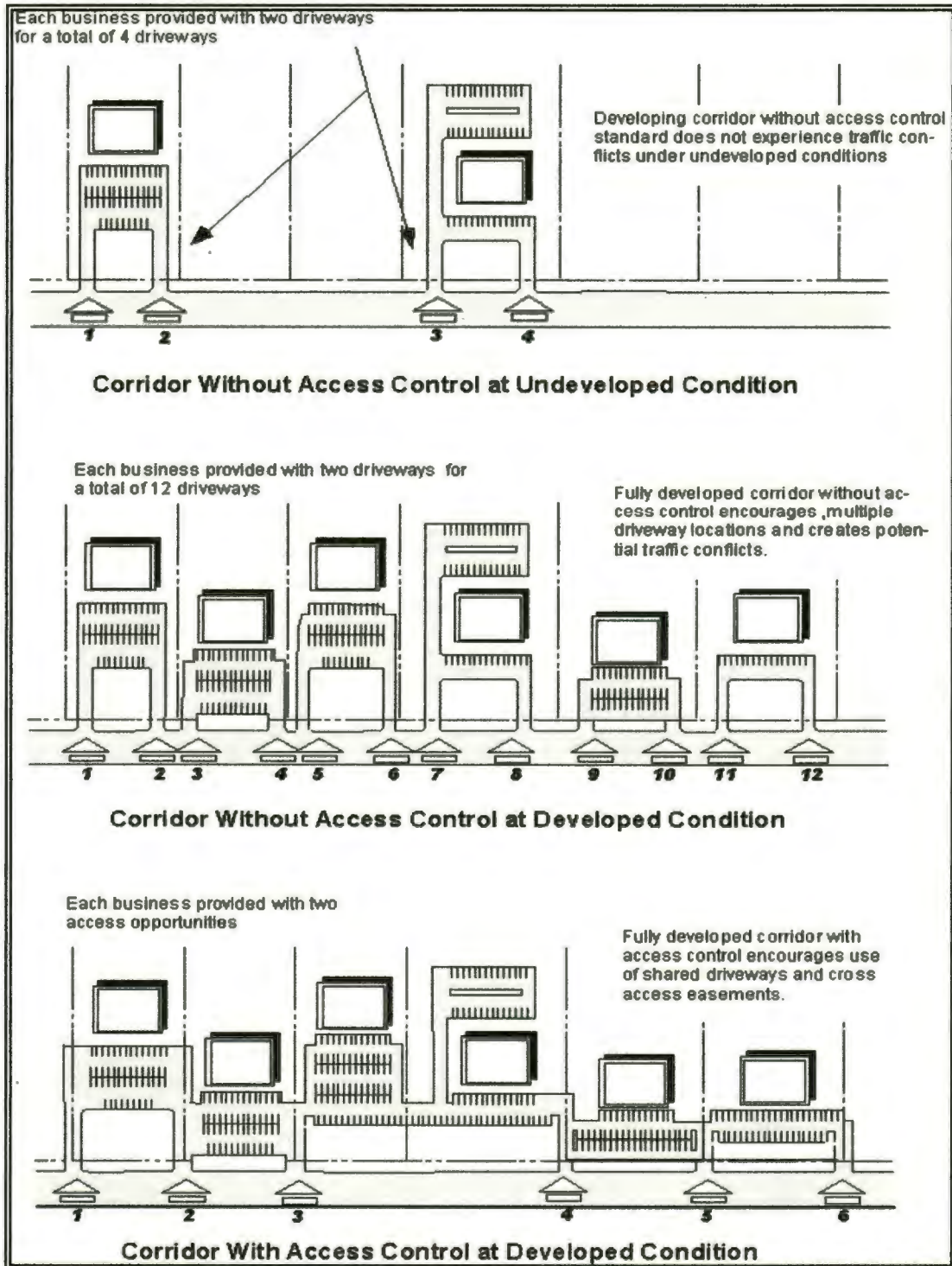
The Commercial Node Pattern: The commercial node development form consists of commercial land use that generally develops around intersections of major thoroughfares and around intersections of collector streets with arterial streets. A distinguishing characteristic of nodal development is that the commercial activity is directed toward the intersection, and does not extend along the intersecting streets. The size of a commercial node is generally not limited, but is determined by the type of commercial use at a particular location. A node may be small, containing neighborhood service type uses, or large shopping centers with a number of commercial structures. High intensity commercial uses are typically located at the intersection of arterial streets, while less intense commercial uses such as professional offices may be used as a buffer between the high intensity uses and neighboring residential land use. Additional screening or landscaping should be used to further reduce the effects of the commercial uses on adjacent residential uses, and to define the boundary of the adjoining land uses.



Commercial Design Features

Feature: Number and Location of Curb Cuts/Drives

Adequate distances between driveways will help to ensure the safety of motorists and pedestrians by reducing areas of potential conflict between vehicles attempting to enter or exit corridor properties.



Conventional thinking of commercial development, in times past, sought to provide numerous opportunities (at least 2 driveway cuts) for circulation on and off of each individual commercial site.

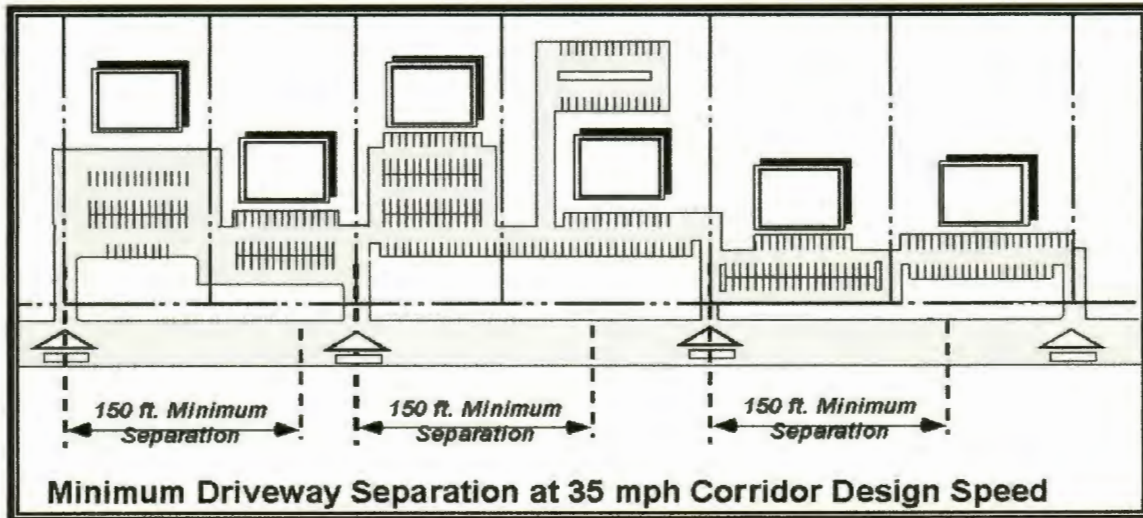
Whereas this certainly provided access, there is no documentation that indicates a direct relationship with business profits and the number of driveways that are provided on a site. What has been documented is that the increased opportunity for traffic conflicts presented by increasing the number of intersections along a roadway significantly increased the vehicle collisions on the arterial. Increased distances between driveways do not necessarily inhibit access to commercial businesses. However, increased design speeds require increased separation distances, which certainly will be a challenge to commercial development.

| Minimum Driveway Separation | |
|-----------------------------|------------------------|
| Design Speed Limit (mph) | Minimum Spacing (Feet) |
| 25 | 105 |
| 30 | 125 |
| 35 | 150 |
| 40 | 185 |
| 45 | 230 |
| 50 | 275 |

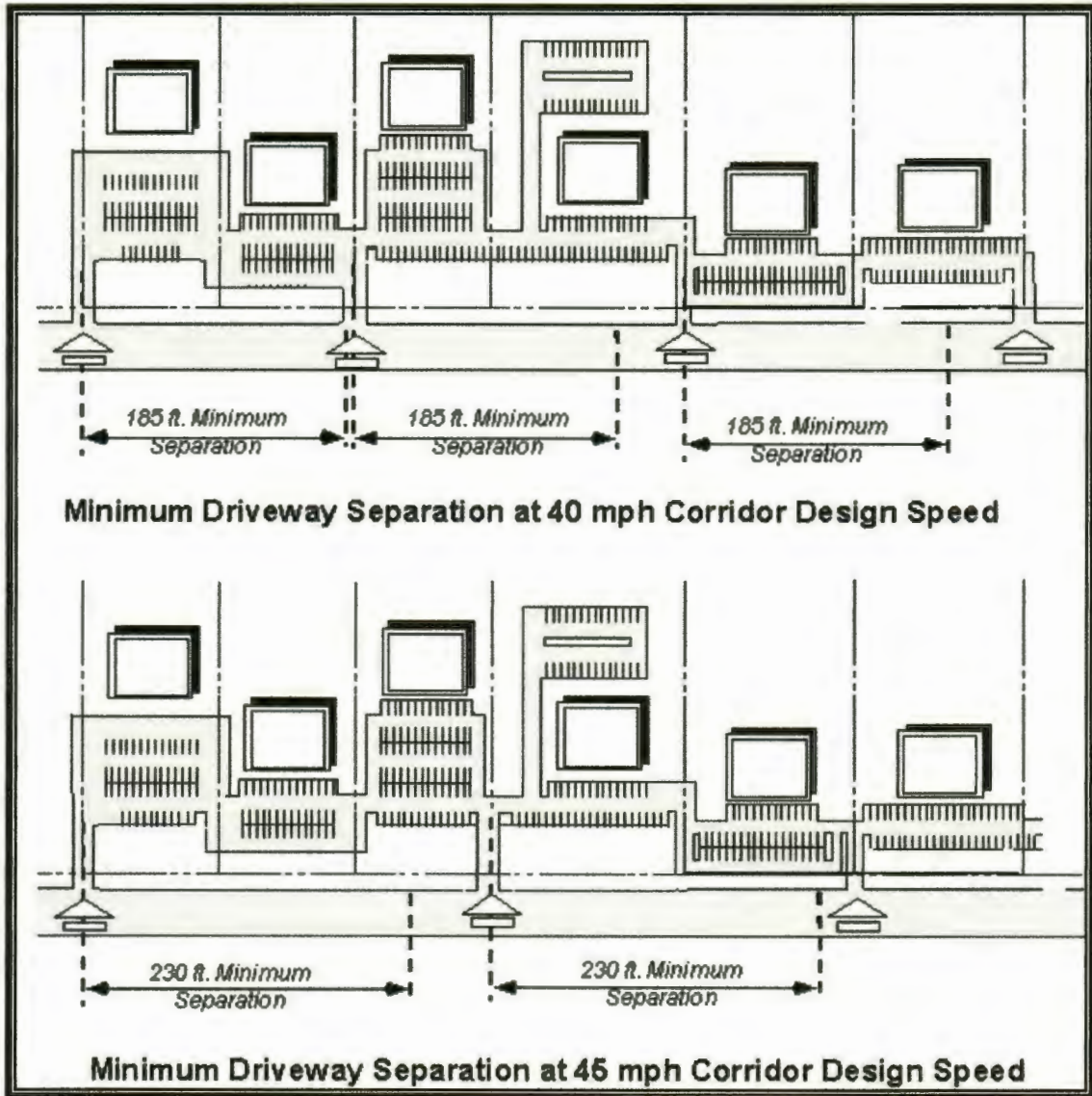
Increasing the separation between driveways will, without a doubt, cause some properties to have a difficult time providing a driveway curb cut on their property. This is not unusual. Shared access between commercial properties and cross-access easements that provided access across property has been utilized to provide adequate access for commercial properties.

Feature: Shared Access and Cross Lot Access Easements

Shared driveways and cross-lot access easements are design methods that can provide adequate access while reducing the number of access driveways. These design methods are required for commercial development unless otherwise approved by the City. Shared driveways and easements will require the dedication of a joint-use, private access easement on each affected property. Shared easements must

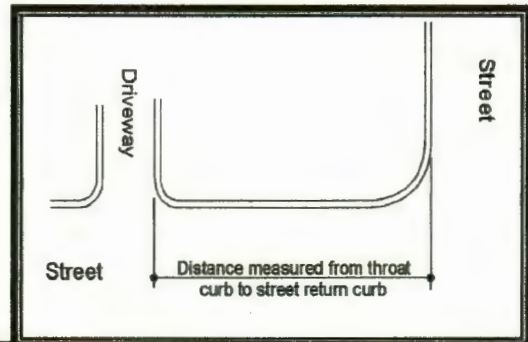


encompass the entire width of the planned driveway plus an additional width of one foot on both sides of the drive.



Feature: Distance From Intersection

The minimum and maximum distances to intersections from access driveways along an arterial roadway will be between 100 feet and 250 feet. The City's Engineer may provide criteria so that staff may evaluate the separation of private driveway from the intersection of streets based upon the anticipated traffic flow and safety characteristics of the driveway and public street. The distance should be measured



from the nearest edge of the driveway return to the intersecting street curb return. The City will also coordinate the distances with the standard developed and observed by the Texas Department of Transportation

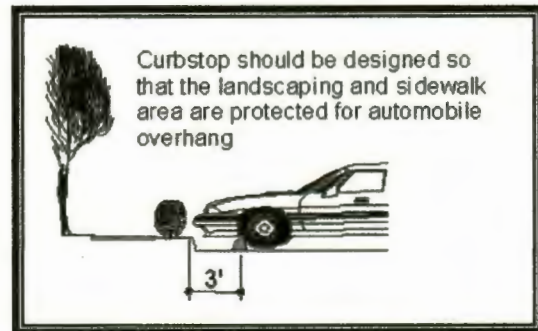
Feature: Service Drives

In conjunction with cross access easements and shared driveways, short service drives parallel to the thoroughfare will be implemented whenever possible. This is particularly important along corridors with narrow lots where individual driveways could result in numerous closely spaced driveways. In largely undeveloped areas, an individual temporary driveway would serve each site until adjacent lots were developed. At that time, a service road would be constructed to serve multiple lots, and the temporary drives would be closed and consolidated into one or two access points. At the time of development, easements would be reserved for use when the future permanent drive is developed.

Feature: Parking Lot Designs

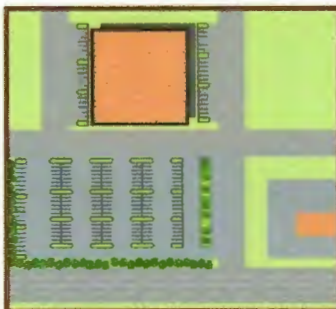
Parking lots, with their large expanses of asphalt and concrete and clutter of parked cars can be unsightly. Parking lots and drive lanes will comprise a significant amount of corridor area. Design of these improvements must provide an aesthetic appearance and still insure safe and efficient traffic circulation.

Curbs: Curbs must be provided on all driving and parking surfaces. Parking lots and driving areas generally have poor edge treatment. Often, the paving simply stops at grassed areas without the use of curbing. Therefore, a raised curb will be required for all parking and driving surfaces.

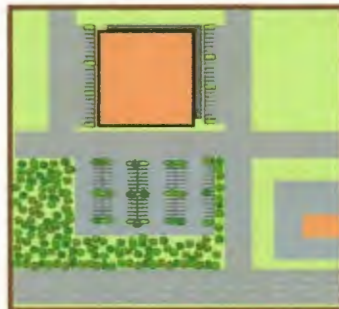


Wheel stops (Curb stops): When vehicles extend over the curb, landscaping can be destroyed. Wheel stops will be required for all head-in parking spaces adjacent to landscaped areas. Wheel stops will be designed so that the overhang of vehicles is contained totally within the parking space.

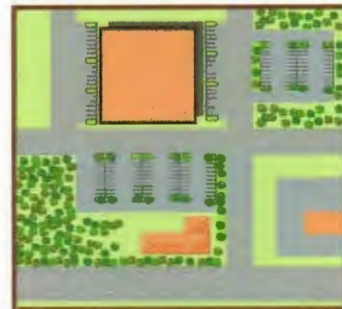
Parking location: Locating a parking lot behind buildings is strongly encouraged. If parking lots cannot be located behind buildings, they may be located to the side of buildings. However, this will



Over design of parking lots often provide more spaces than what is needed, resulting in a "sea of parking spaces"



Utilize maximum number of parking spaces and require that landscaping be used as a buffer between the parking lot and the arterial.



Compartmentalize the parking by breaking up into compartments with a maximum number of spaces.

require that they be buffered from roadway corridors with berms, decorative walls, hedges, shade trees and other landscaping. With appropriate buffering, the view of parking lots as seen from the road may be softened. Large parking lots should be “compartmentalized”. They should be divided into smaller, separate lots, which are dispersed throughout the site to reduce the impact of a “sea of asphalt” and provide more opportunities for landscaping.

Striping: All parking lots will be striped in a manner that will clearly delineate parking spaces, fire lanes, and pedestrian crosswalks. In large lots with two-way drive lanes, directional arrows will be provided. Directional arrows will be provided for all one-way drive lanes and driveways.

Parking Lot Maneuvering: Off-street maneuvering areas and internal driveways must be sufficient for all vehicle movements into a parking space, up to a loading dock, or to safely accomplish any other turning movements. No back-in or back-out vehicle maneuvering from a driveway will be allowed onto any public street or right-of-way.

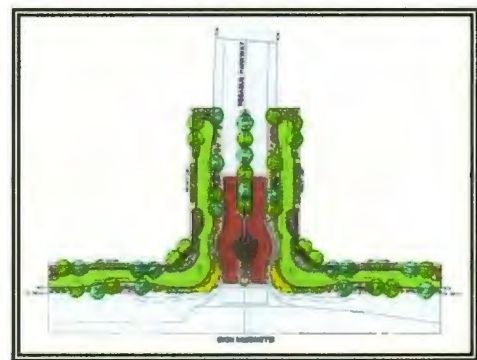
Feature: Commercial Entry Statements

Every commercial development must have an entry feature that is appropriate in scale to the size of the development. Entry features can contribute to corridor safety and aesthetics by providing unique driveway entrances that are easily recognized and accessible. Entry features can also create identities for individual developments and help establish the character of the corridor as a whole. The incorporation of walls, berms, decorative fencing, and landscaping into any entry feature design is encouraged. Decorative signs, either freestanding or attached to a decorative wall or fences, which identify the project, should be encouraged at the primary project entrances. Stand-alone developments may provide the entry statement on either side of the drive entrance; whereas, multi-user commercial developments may incorporate the entry feature into a boulevard entrance



Entry features should establish the theme of the commercial development. Material should be natural elements, including stone and rock.

Plan should incorporate landscaping and special street treatment, in addition to signs and public art.



Feature: Landscaping

The most flexible feature within commercial development is the landscaping. The developer has a wide range of options regarding the style and character of the landscaped area. However, it is important that the application of landscaping be consistent with an overall theme and not appear to be forced on the area. The use of large planters may be appropriate in areas that have an extensive quantity of concrete. The photographs below show how Juniper trees, planted in large pots, are utilized on a paved surface to Plant material used on commercial sites should consist of a mixture of ground cover, shrubs, trees, and flowering plants that provide seasonal color. The tree material should generally be of varieties that require a minimum amount of maintenance. It is critical that an irrigation system be required for all landscaped area. Popular landscape trees for interior drive medians and parking lots include Live Oaks, Red Oaks, Bradford Pears, Mexican Plums, and Crape Myrtle for seasonal color, as shown below.



Live Oak



Red Oak



Bradford Pear



Mexican Plum



Crape Myrtle

As part of the statement, shrubs and tall grasses are suggested to be incorporated into the treatment.



Landscaping in containers may be used very successfully to provide an aesthetic treatment on gravel, decorative stone, asphalt, and even concrete. The lack of earth surface should not prevent landscaping.

Solana, Westlake, TX



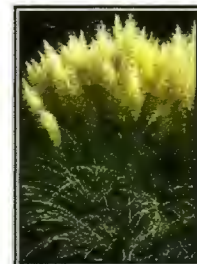
The physical character of these grasses should be such that visible movement is apparent when blown by the wind. The following photographs are examples of these plant materials.



Juniper



Texas Needle Grass



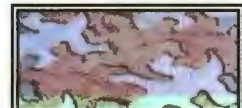
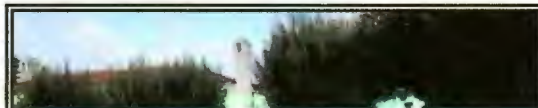
Dwarf Pampas Grass

Feature: Special Pavement Treatment

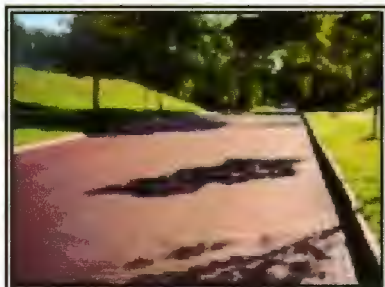
Special treatment of driving and walking surfaces can provide a noticeable and dramatic impact on the aesthetics of a commercial development. Pavement treatment may be used to

- ❑ claim attention to the motorist by causing a series of vibrations during travel;
- ❑ define specific areas for pedestrian safe access across thoroughfares; and
- ❑ call attention to significant entry points by aesthetic application.

The materials and techniques available for pavement treatment are varied. Intersection and crosswalks can be defined by construction of pavement with interlocking pavers in a variety of shapes and styles, as shown below.



In addition to actual brick and stone paver material that can be arranged into aesthetic patterns, concrete may also be stamped to show a desired design. These “cookie-cutter” patterns often look like brick and stone pavers, while maintaining the integrity of the poured concrete. Examples of stamped paving treatment are provided below.



Particular emphasis should be given to specific locations where pedestrian traffic crosses interior drive lanes. These accented pedestrian crosswalks serve to identify the selected location for pedestrian traffic



The intersection depicted, in the adjacent photograph indicates two different treatments. The crosswalk is shown in a dark paver with accent stripes on the edges. The intersection itself is accented with red brick pavers that call attention to the intersection. This result may be obtained by using the street pavers as well as by "stamping" and coloring the concrete.

Feature: Illumination and Lighting

Illumination creates glare, reduces visibility of the night sky, and intrudes upon adjacent properties. There is no question that illumination levels must be adequate to meet safety requirements and should enhance the visual quality of Mineola's commercial corridors. However, shielded light fixtures and appropriate illumination levels can accomplish this goal without causing glare to extend to areas where it is not needed.

Illumination: Lighting should not produce glare across the bounding property line into a residentially zoned property; and, illumination levels must not exceed that which is necessary to adequately illuminate an area for the intended purpose. In addition, all lighting, including security lights, should be fully shielded with 80% cutoff, and should not allow upward distribution of light. Finally, all lighting not required for security purposes should be turned off after business hours.

Light Fixtures: Decorative lighting fixtures are encouraged. The design of lighting fixtures must be consistent with the character of the project and should be limited to the height and illumination required for safety purposes

| | | |
|--|--|--|
| | NO The droplero luminaire produces a level of glare and uplight that is both unacceptable and unnecessary. | <p>Unshielded lights prevent appropriate cut-off of excessive light</p> <p>Unshielded Parking Lot Lights</p> |
| | YES Flat-lens fixtures provide excellent surface lighting with greatly reduced glare and no uplight. | |
| | NO Barn light style fixtures are very inefficient, sending about 20% of the light upward and 20% horizontally causing glare. | <p>80° Cut-off</p> <p>80° Cut-off</p> <p>Shielded Parking Lot Lights</p> |
| | YES Many existing dusk-to-down security lights and residential streetlights can be retrofitted with a cap that provides full-cut-off light with wide area coverage. | |
| | NO Unshielded floodlights provide excessive light projected indiscriminately across property boundaries and provide excessive glare. | |
| | YES Flat-lens shoebox fixtures control the light with internal reflectors. Glare and light trespass are minimized and no uplight is produced. | |

Feature: Signs

In an attempt to attract attention from passing motorists, merchants tend to desire signs that are larger, taller, and brighter than others in the area. This often results in “sign pollution”, which is a clutter of signs that are confusing to read and unpleasant to view. Fewer and shorter signs with less intense illumination can present a sense of order and can improve the view for passing motorists.

In addition to currently existing City sign regulations, commercial developments shall provide an integrated sign design for the City’s evaluation and approval. The City’s evaluation will include consideration of, but will not be limited to, features such as sign material, shape, location, total size, size in proportion to signs on adjacent and nearby properties, and integration with the design and style of the structures. In addition, multi-tenant signs are encouraged to help reduce the number of signs within a commercial development.

Pole signs shall be discouraged in the City, with the possible exception of signs located adjacent to US 80, SH 37 and US 69. Because of the increased speeds along these traffic intensive systems, Pole signs will be appropriate, however only under strict height and spacing regulations. All other locations may have monument type signs as freestanding signs or structure attached signs.

Feature: Building Articulation

Building design is an important component of the appearance of the commercial corridor. It is a major element contributing to corridor identity and character. Although it is not necessary for all projects along the length of a corridor to have the same architectural style, the architecture of each project should accomplish the following:

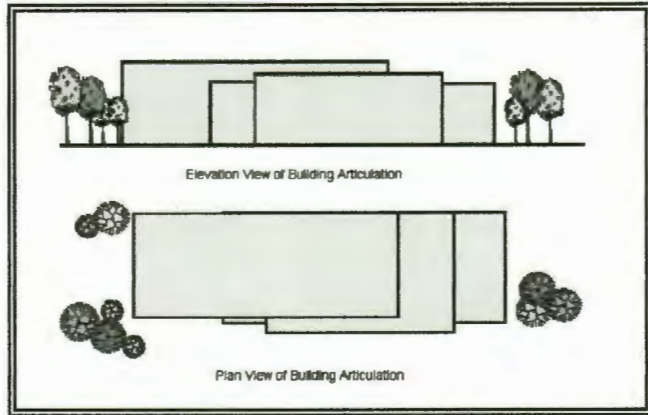
- Help create an identity for the project,
- Reflect the character of the community, and
- Enhance the image of the corridor.

The architectural appearance of a building is related to its shape, roof design, window and door treatments, porches, and the number of surface planes created. For example, flat roofs are unattractive as compared to roofs with slope. The corridor regulations should encourage articulation in the structures. Square buildings with straight, box-shaped storefronts should be discouraged.

The following architectural features should be addressed in the corridor design standards.

- Except in primarily pedestrian oriented areas where buildings would be located close to the sidewalk, two-story structures are prohibited within the first 100 feet of any lot. It is important to maintain the scale and aesthetic character of the corridor. Multi-story structures set close to the corridor tend to disrupt the visual effect of the landscaping and other aesthetic treatments applied throughout the corridor.

- ❑ All exterior surfaces of structures are limited to brick or stone. Concrete block and stucco are prohibited. However, allowances may be made to permit the use of wood, glass, or other material, when that material completes the architectural theme of the structure. Use of these materials must be specifically approved.
- ❑ The structure should include articulation in the walls and roof design. Single, uninterrupted surface-planes should not be permitted. The roof of the structure may be a flat roof construction, but must provide a variation of the roofline, which may include a pitched roof for architectural relief.
- ❑ Coordinated awnings, signage, window treatment, and/or other similar building components should be encouraged in order to establish a coordinated theme and project identity. Surface relief produced by changing the material and color of brick and stone can add to the appearance and create variations that may not be as pronounced as they actually are.



***Lack of Articulation:** Even extensive treatment of landscaping, awnings, and other frills cannot overcome a structure that has no variety in its horizontal and vertical surfaces*



↳ *Articulation provides a break in the horizontal and the vertical surfaces of the structure. In addition the cured entry treatment adds to the diversity of the structure*

↳ *Accents provided by varying the stone material and pattern add to the diversity of the structure. Accents around the windows and on the corners cause the eye to perceive articulated surfaces.*



Feature: Building Exterior Construction

The material used for building construction shall be compatible with native material. Brick, stone, and rock are strongly encouraged. The use of wood as trim for doors and windows is an appropriate application of natural materials. High-tech glass buildings, although architecturally acceptable in most areas, does not lend itself well to the rural context of Mineola. Although glass is not prohibited in any manner, its use should enhance and accent the native materials common to Mineola.

Growth Strategy for Future Heritage Development

Strategy Five - Future growth shall promote the Heritage of Mineola in consideration of the Historical character.

Mineola has a rich heritage that is present in much of its existing structures. Although there are significant residential structures with historic significance, the focal of the historic emphasis should first be the commercial downtown. The historic interests in the City should determine, with the City government, the nature and focus of historical efforts within the city. At a very minimum, the City should consider establishing basic regulations that preserve and encourage the,

rural heritage of the city. This will require that a historic preservation ordinance be established and zoning criteria to enforce any such historic preservation efforts.

Further efforts should be addressed as a follow-up to this Strategy Plan. Among those efforts include:

- Identification and establishment of a historical district
- Adoption of zoning regulations in the historical district
- Formation of a Historical Preservation Committee for commercial and residential structures
- Preparation of a Historical Design Guideline for Commercial and Residential structures
- Preparation and adoption of a Historic Preservation Ordinance



Historic or Heritage preservation efforts should include at a minimum the following elements:

Heritage Element: Commercial Styles

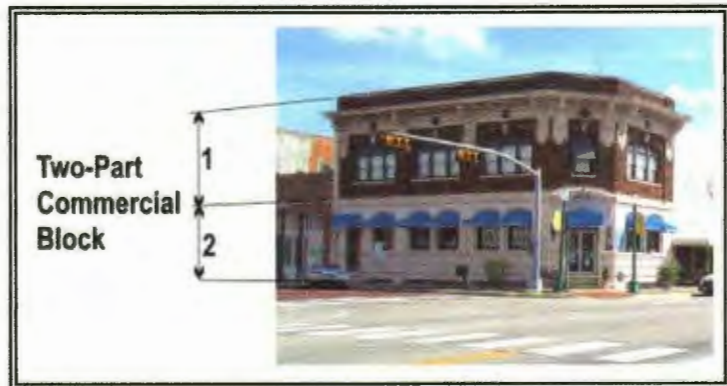
The structural styles found in the Mineola downtown are generally of three styles, as defined by the National Trust for Historic Preservation, as defined in The Buildings of Main Street – A Guide to American Commercial Architecture. Future construction and reconstruction should be consistent with the design characteristics contained there in. Most of the structures are comprised of a One-Part Commercial Block, Enframed Window Wall, or Two-Part Commercial Block style. The scale of future construction should be consistent with these styles.

The **one-part commercial block** style is simple box construction that has a decorative façade and definite urban characteristics. It is a common style that is prevalent in small towns across Texas. Most of these structures were constructed in the late 19th century and early 20th century. A sizable wall area often exists between the windows and the cornice for the purpose of providing for advertisements and to make the structure appear to be larger than it actually is.



In comparison the **enframed window wall** style was a product of the early 20th century, with its popularity extending into the 1940's. Although, the units located in the above photograph all have period awnings, the enframed window structures often did not have an awning at all. These structures accented the advertising nature of the contents within the window by framing large expanses of glass with little or no wall structure between them.

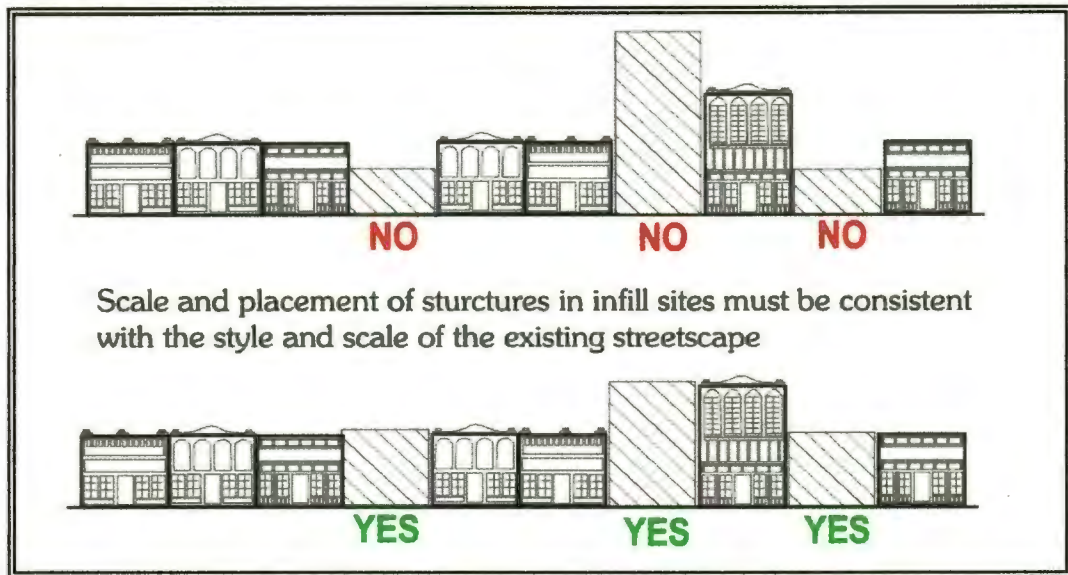
The **two-part commercial block** style was the most common style of commercial structure that was used for small and modest-sized structures. These structures were generally limited to two to four stories in height. This style was prevalent within the time period of 1850 to 1950. The two parts reflect the different uses of the structures on the different floors. The first



floors were generally retail and service commercial uses. The upper story was utilized for uses that were more private and less intense than the first floor. The uses on the second floor could consist of office space, hotel rooms, meeting rooms, and even residential spaces.

Heritage Element: Scale and Placement

When we consider scale and placement for structures in the Mineola downtown area it is important that we realize that a reasonable rule of thumb is to maintain the consistency of the existing structures. Currently, the majority of structures are single story. All of the two story structures are of a two-part commercial block style. Therefore any future structure should be of a similar style. However, even then, it would be uncharacteristic to construct any two story mid-block. Most of the two-part commercial block structures are located on the corners. All future construction should be of either the one-part commercial block, enframed window wall, or two-part commercial block. An illustration pertaining to the relationship of sizes of structures placed in infill sites is provided below.



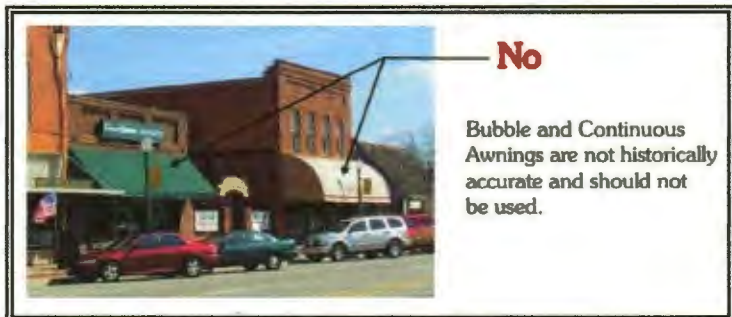
Heritage Element: Original Structure Design

In order to maintain the Heritage of the Mineola downtown, it is important that the original style of construction be maintained. As identified earlier, the three basic styles of one-part commercial block, enframed window, and two-part commercial block should be applied for any new construction located within the designated heritage overlay area. In addition, any reconstruction or remodeling should also encourage the removal of modern storefront modifications. Many communities have had business owners apply false facades to the original buildings. This often consists of aluminum siding or construction of mansard type construction on the original commercial facility. Remodeling and reconstruction should not encourage the construction of such facades and should encourage the removal of any existing modernization of the original structure.



Heritage Element: Awnings and Canopies

Awnings and canopies have always added both a design feature as well as a functional element to the front of commercial buildings. Whereas the 'bubble' style of awnings is functional and appropriate at some locations, they are not appropriate for the Heritage

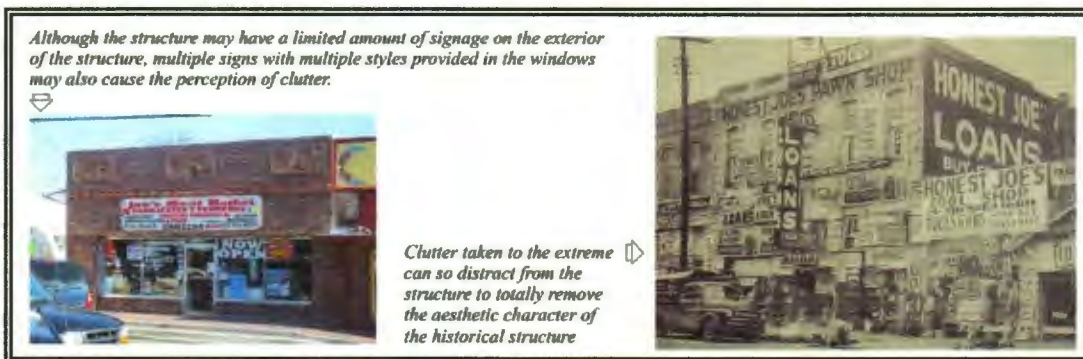
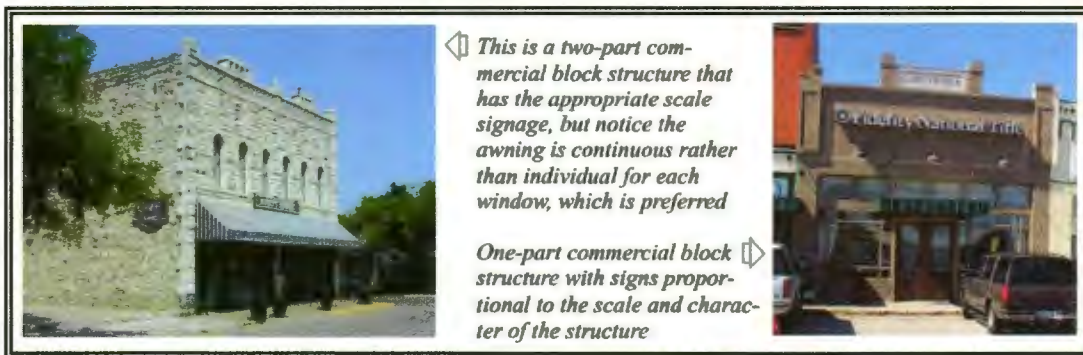


area. Awnings and canopies that are historically significant are 'rolled' awnings or 'flat' canopies. Awnings and canopies should be made of canvas or metal, which are characteristic of historic commercial buildings. In addition, the placement of awnings should relate to each individual window and not extend continuously across the face of the building incorporating all the windows under one awning.

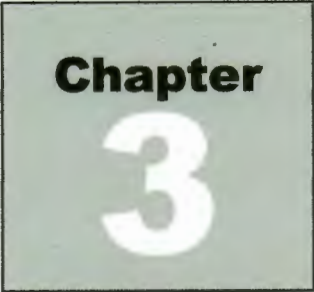
Heritage Element: Signs

It is apparent that the signs located in the Heritage district should be such that they do not detract from the historical character of the area. Regulations should be adopted that reflect the appropriate signage that is permissible within the district. There is no select requirement for all districts in all communities. There are some rule of thumb parameters that should be considered, and may be incorporated into regulation at a later date.

Avoid clutter and limit the number and size of the signs. Where this has already occurred, future permits and development of the property will correct over time. Signage should be integrated into the design of the building where at all possible.



Smaller signs are encouraged that are pedestrian in scale. These are signs that are not required to be of a size that they can be read from a moving vehicle. These signs include projecting signs over the walkway, awning signs, and sandwich boards. The signs should be limited to generally one or two business on structures that have multiple businesses. Prohibited signs include roof mounted signs, off-premise signs, flashing light signs, or neon signs. It is preferred that the lighting of signs not be backlit.

A square graphic with a light gray background and a thin black border. The word "Chapter" is written in a bold, black, sans-serif font at the top. Below it, the number "3" is written in a large, white, sans-serif font.

Plans

Introduction

The City of Mineola has established three plans as part of its planning efforts: the Future Land Use Plan, the Thoroughfare Plan, and the Annexation Program (as provided in the Implementation chapter). This does not mean that these are the only long range plans needed by the City. On the contrary, long range planning from the perspective of engineering concerns is also being addressed by the City under separate efforts. All of these plans when added to the Plans outlined in this document combine to provide the City of Mineola with a truly comprehensive approach to planning for future development.

Future Land Use Plan

A number of factors must be considered when planning for the future development of a City. The primary factor is the setting of goals and objectives developed by the citizens and City leaders. These goals and objectives are the foundation on which the future development of the City is based, and compose an image of the type of City that residents want Mineola to be at the point of ultimate development. The *Future Land Use Plan Map* indicates how all of the land in the City is planned to be utilized, based on Mineola's growth strategies, as described in Chapter 2 of this document.

Physical elements, including major roadways, railroads, the floodplain, and flood-prone areas, also have an impact upon a City's development. These physical features serve as barriers to growth, and can be either naturally formed or man-made. A number of physical features affect present and future development in Mineola and its extraterritorial jurisdiction, but with careful planning, these potential problems may be turned into assets.

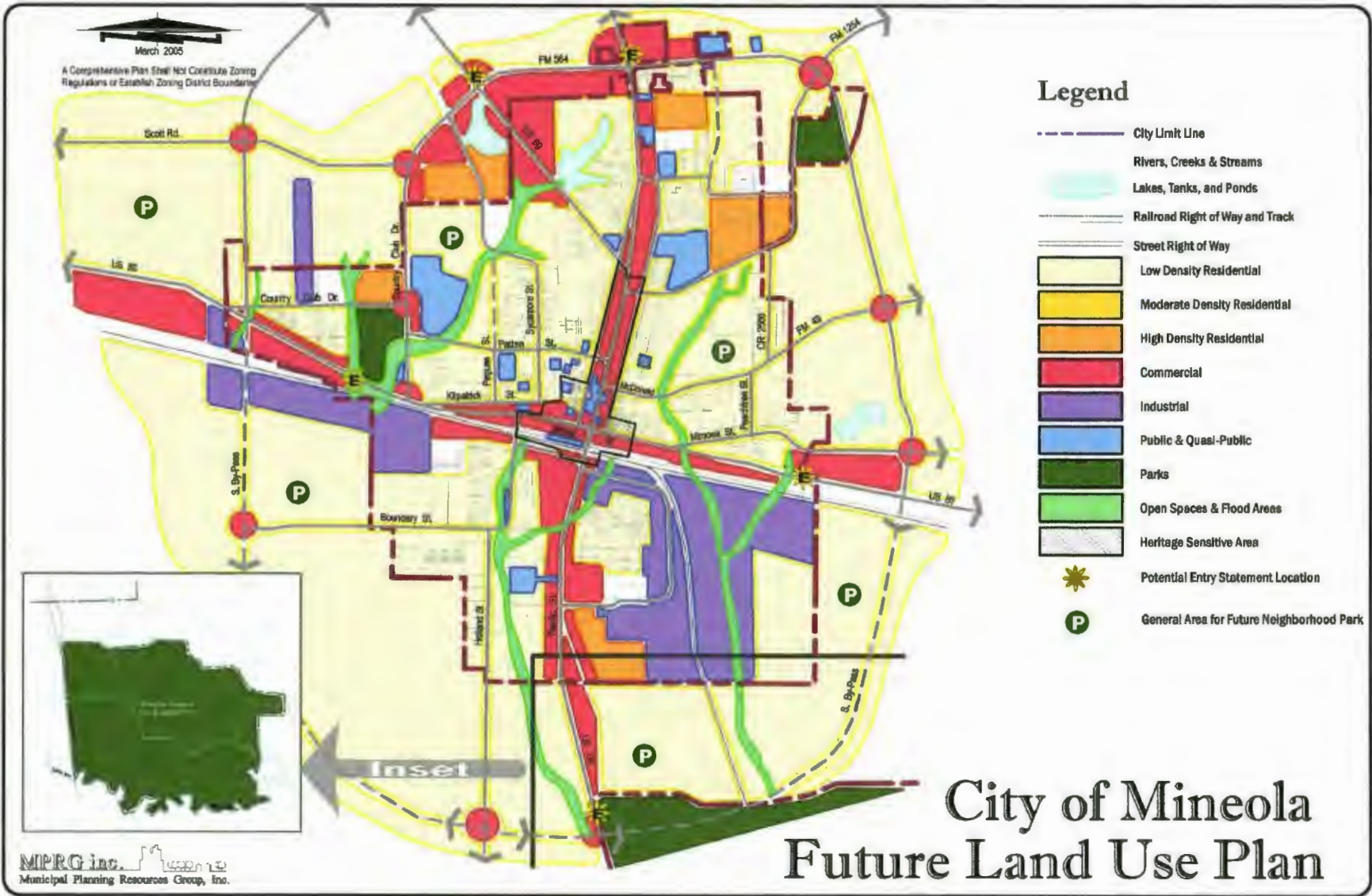
Finally, there are several general planning principles that must be considered when preparing a Future Land Use Plan. Nodal and corridor commercial development forms; the residential neighborhood concept; and the approach to historic preservation as described earlier in this document are the basis for land use configurations in the Mineola Strategic Master Plan.

Physical Features: The primary man made features which serve as physical barriers in the City of Mineola are the railroad, US Hwy 69, S.H. 37, and US Hwy 80, which provides effective boundaries as well as separate the City into a number of unequal segments. Although major highways are not as devisive as freeway systems they do establish geographical limits to housing and social demographics. The noise and activity generated by major highways and the railroad, in addition to the visual appearance of these barriers, generally make them unattractive areas for residential development. However, in its rural setting, these barriers have not impacted the City in that manner at this time. The transportation opportunities afforded by each of these elements makes them suitable for nonresidential uses, and by locating nonresidential uses in close proximity to their transportation venues, heavy truck traffic may be reduced in lighter commercial areas. In each of these situations, landscaping and screening should be incorporated to lessen the harsh visual impact of the railroad, highway, and industrial & commercial users on adjacent properties. Landscaping and screening may also be utilized to present an attractive view for travelers driving through Mineola.

In addition to the highway and railroad systems, the City of Mineola has, as its greatest natural barrier, the 100 year flood prone designated areas. These areas, which are usually a significant barrier in many cities, segment the City at several locations but are not as predominant as in other communities. Several of the tributaries extend narrow ribbons of flood areas throughout Mineola. These flood areas can represent a significant challenge to development in Mineola. A positive aspect of flood plains, however, is that future development will be encouraged to maintain the green spaces provied by the flood areas and use them as an asset to the character of the City. The primary barrier that these flood areas present is a lack of access to parts of the City for both transportation as well as sanitary sewer service. Ultimate development will require additional bridge crossings and utility improvements as the undeveloped areas are developed.

Land Use Plan: The *Future Land Use Plan* illustrates the future pattern of land use for the City of Mineola. This plan was developed in accordance with the goals, objectives, and policies, which were developed in the early stages of the planning process.

Residential Land Use: The Strategic Master Plan addresses primarily three residential categories: low-density single family, high-density single family, and multi-family residential. It is important to note that these residential classifications assume characteristics that are the norm in other cities and towns. The low-density single-family category includes residential units located on parcels of land generally less than 8,000 sq.ft. in size. Low-density residential areas of the City are the principal residential land use throughout the City. Without any consideration to special development projects, that may utilize planned development process, this is the favored residential development product. That does not mean that higher density residential uses that have lot sizes less than less that 6,000 sq.ft. will not occur. However, these products will be located out of the designated low-density residential areas designated on the map and will incorporate regulatory elements typical to the planned development products to assure that value and quality are being provided as defined by the Strategic Master Plan. The land use map also indicates areas that are currently being used as higher-density single family products. Multi-family residential land uses, however, represent a more traditional understanding of high-density residential land use. But even in the multi-family residential, unit density should not be expected to exceed 18-24 units per acre.



It is also significant to note that the development of low and high densities, of the character that they are presented herein, does not intend to prohibit traditional lot sizes found in other municipalities. However, the intent of the residential density categories herein described is to protect the rural character of the community. Residential development of higher densities will be permitted in the form of Planned Developments on a site-by-site basis. The principles outlined in Chapter 2 as they relate to Density Equivalent Development will provide for flexibility in residential development. In addition, there are likely to be opportunities to apply the principles of New Urbanism on site-specific areas that may be presented on their own merit. However, all residential development must take into account the remaining design approaches contained herein.

Commercial Land Use: Commercial corridors are planned to be located primarily along US 69, US 80, and SH 37. FM 564 (By-Pass) will experience a varied commercial use. The northern corridors of the By-Pass will experience corridor form of commercial development. However the remaining commercial application will be limited to nodes located at major intersections. These corridors should develop according to planning principles, in order to ensure that orderly and desirable development patterns emerge along these thoroughfares. As future arterial roadways are developed, the nodal form of commercial development will become more prevalent.

As illustrated on the *Future Land Use Plan* map, commercial nodes are planned to occur at a number of the major intersections throughout the City. The size and depth of the commercial development at these sites will depend on the nature of the proposed development and the proximity of existing residential development.

Mixed Uses: The Strategic Master Plan recognizes the need to adapt development to opportunities for mixed uses. This application of mixed uses typically will include the mixture of residential and commercial uses together. However, mixed uses may also constitute the mixture of different densities of residential uses, being single family, moderate density, and high density residential. Generally, mixed use development shall occur in the Heritage area as specific parcels designated as Planned Developments. The zoning district currently identified as the POM district will likely be amended to provide more regulation regarding the compatibility of uses within that district and to provide more flexibility in development. More flexibility will be planned for the downtown area to permit more owner occupied residences as well as studio residences that are coexistent with the commercial uses.

Industrial Land Use: Industrial land uses are the most intense in nature. This intensity makes location requirements very important. Industrial uses should be located near major arterials in order to provide easy access to semi-trailer trucks. Commercial land use and open space should be used to buffer residential development from the effects of industrial land use. Regulations regarding landscaping and performance standards should be imposed, in order to ensure that future industrial land uses will be an asset to the City of Mineola. It must be noted that industrial use planned for Mineola should be what is commonly described as "clean industrial". This means industrial uses that do not emit discharges into the air or water. Offensive uses such as rendering plants, food processing plants, and feed lots are also unacceptable industrial uses.

Industrial uses are planned to be located south of the railroad, particularly in the southeast quadrant of the City. This is dictated partially in that industrial uses are already in that vicinity. In order to lessen the impact to residential land uses, there is a minimum quantity of residential planned for these areas. In fact the residential that is shown on the future land use map is either pre-existing or is of higher

densities that are more compatible with the intense character of industrial uses.

Thoroughfare Plan

Transportation planning is an integral part of the City of Mineola Strategic Master Plan. Movement of people and goods within the City and the surrounding area is an important function; such movement is dependent upon the arrangement and condition of local streets and highways. As the City changes, the thoroughfare system must be capable of handling traffic movement in a safe and efficient manner. The City of Mineola Thoroughfare Plan is coordinated with the Future Land Use Plan and provides the tools to develop a transportation system that can accommodate the needs of existing and future land use.

The primary form of transportation in the City of Mineola is the automobile. For this reason, the transportation element of the Strategic Master Plan is focused on the system of public roadways, which is designed to expedite traffic movement and enhance safety. The Thoroughfare Plan 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 Mineola will be met as development occurs.

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

Definitions

A number of terms used throughout this chapter should be defined in order to provide an understanding of existing and future transportation needs. These terms include the following:

Functional classification - The roadway classification system is intended to categorize streets by function for the purpose of clarifying administrative and fiscal responsibility. A complete circulation system provides separate facilities for the movement, transition, distribution, collection, access, and termination of trips. Freeways and arterials handle principal movement functions. Collector streets serve to gather traffic from local streets and feed it to the arterial system and to provide access in commercial and industrial areas. Local streets provide direct access to adjacent property.

Capacity - The capacity of a roadway as 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. 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 - Traffic volume is a measurement of the total number of vehicles that pass a given section of a roadway during a given time period. Volume is generally expressed in terms of annual, daily, or hourly rates. Traffic volumes vary by the time of 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 in two ways, depending on the particular discussion: 1) to identify trips that do not have a local destination (i.e. are not stopping within Mineola); and 2) to identify trips that may have a local destination, but are traveling through a particular section of the city.

Street Functions and Classifications

Streets located within municipalities generally are various sizes, and have different numbers of vehicle traffic lanes and design requirements. This Plan has categorized Mineola's streets according to the Standard Street Classification System used by the Texas Department of Transportation (TxDOT). Each type of roadway in the classification system has right-of-way widths, lane widths, number of lanes, and medians appropriate to the traffic and speed required of the street.

Freeways

Freeways or highways consist of controlled limited access roadways with divided lanes for directional traffic. 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 provide no direct access to adjacent property, and main lanes are grade separated at intersections with arterial roadways. Service roads may be provided along the freeway to facilitate access to and from the main lanes and to provide access to adjacent property. There are no freeway systems located within the planning area of the City of Mineola. Interstate Highway 20 is the closest freeway and is located approximately 15 miles south of the City. Although US 80 is a high-speed roadway before entering and after leaving the corporate limits, it is not a limited access road and would not be classified as a freeway.

Principal Arterials

Principal arterials are designed to serve major traffic movements through the city by carrying large volumes of traffic across or through the city as efficiently as possible. 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. Increased capacity of arterials such as the widening of US 69, which is scheduled for year 2005 will facilitate the movement of traffic across the City. In addition, the loop system of FM 564 is scheduled to complete an additional quadrant extending into the southeastern area of the planning area. Principal arterials in Mineola consist of the FM 564 (By-Pass), Pacific Street (US 69), Broad Street (US 80), and SH 37.

Minor Arterials

Minor arterials are designed as four-lane roadways. They may be either 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 define the limits of a neighborhood. They are designed to carry traffic volumes of 10,000 to 15,000 vehicles per day, and like principal arterials, direct access should be limited. Intersections should be spaced at intervals of no less than one-fourth of a mile. Intermediate access points to accommodate public streets or private driveways should be avoided. Minor arterials consist of FM 49, FM 1254, Patten St., Boundary St., Mimosa St., Sycamore St. (portion), Scott Rd., and Holland St.

Collector Streets

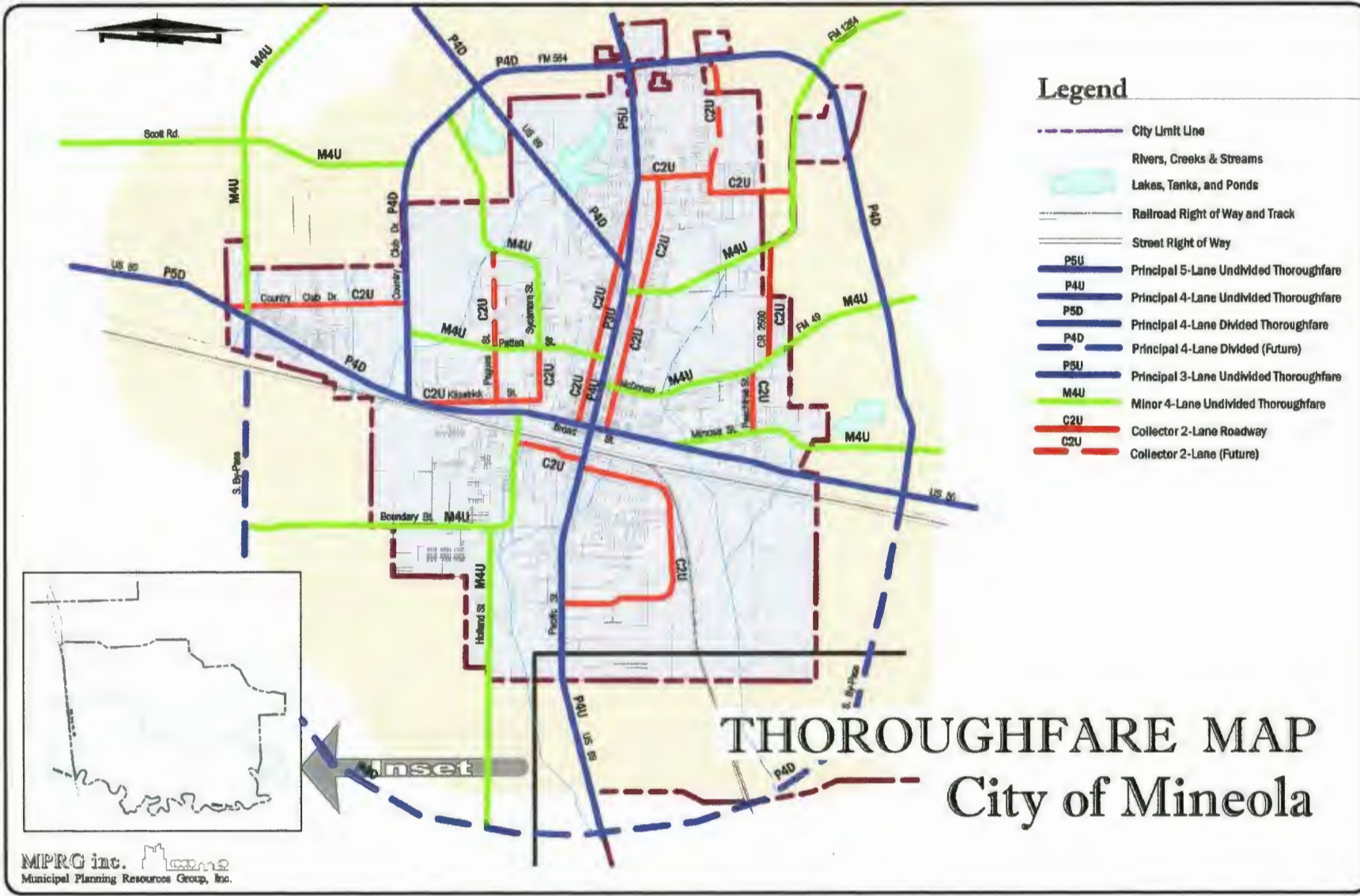
Collector streets are intended to serve internal traffic movements within an area and carry traffic from local streets to the arterial network, and may be designated as principal and minor collectors. Generally, collector streets are designed with two lanes, are between 1 and 1/2 mile in length, and carry traffic volumes between 1,000 and 10,000 vehicles per day. Minor collector streets should be located to provide access to the local street system in a neighborhood and be curvilinear in design, in order to discourage through traffic in neighborhoods. Typically, they include two traffic lanes and two parking lanes and should be less than one mile in length. Collector streets consist of Newsom St., Johnson St., Kilpatrick St., Pegues St., Country Club Dr., Benham St., Bromberg St., Freeman St., Peachtree St., Inwood St., Meadowbrook Dr., and Sycamore St. (portion).

Local Streets

Local streets provide access to residential property and feed the collector street system. Local streets typically carry volumes of less than 1,000 vehicles per day. Streets are no more than two lanes and should be designed to discourage any type of through traffic movements, either through a curvilinear arrangement, through the incorporation of loops and cul-de-sacs, or both.

Thoroughfare Map

The City of Mineola has classified its streets in categories of residential streets, collector streets, minor arterials, and principal arterials. The proposed thoroughfare plan network is shown on the Thoroughfare Plan Map.



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 result, it is important for the City to 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 alignment, type and number of traffic control devices, and access and turning movements. Capacity can best 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 should have access provided via local streets that intersect the arterial and collector roadways. A minimum frontage requirement should be set in order to limit curb cuts in corridor commercial and industrial developments, and individual developments should each have only one curb cut. 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 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 Mineola should continue to explore access management strategies that have been successful in other areas.

Historic Preservation Plan

Discussions with the City of Mineola have determined that the desire of the City is to maintain the visual impact of the City's early heritage. Strict adherence to historic restoration principles will not be encouraged; rather, the design criteria for the Heritage area will be to adapt historical architectural guidelines to provide the appearance of historical significance. The desire is to maintain the character of the early heritage of the City. This does not mean that historical accuracy will be ignored; rather it intends to provide flexibility in maintenance and new construction within the Heritage area.

The limit of the Heritage area is primarily located in the original town area bounded generally between Graham Street and University Street on the east and west and by Commerce Street and the US69/SH37 split on the north and south. In addition the area generally one block either side of Pacific Street is included in the area extending from Commerce Street to the US Hwy 69 diagonal intersection with SH 37. It is important to note that the City recognizes that there are other structures and properties located outside this area which should be included in the Heritage guidelines. The zoning overlay district is proposed to function such that other areas that are deemed worthy of the Heritage designation may be included under the umbrella of the Heritage Overlay District.

The approach to preserving the physical history of buildings and places is a very subjective thing for municipalities. Likewise there are numerous programs and processes that may be selected to accomplish the desired end. There is no mandatory rule regarding action or process that a City must observe. Depending on the individual interest and commitment there are a number of directions in which Mineola could choose that would provide reasonable attention to the historic needs of the City. None of these directions or efforts is a prerequisite for the other, although there is a logical sequence in which some of them occur. In addition, all or any combination of these efforts may be appropriate for the City to pursue, depending on the desire and interest of the City:

- Identify Historic Preservation needs in the Comprehensive Plan.
- Prepare a Historic Preservation Plan for Mineola.
- Adopt a Historic Preservation Overlay District in the Zoning Ordinance.
- Prepare a Historic Preservation Design document.
- Establish a Historic Preservation Architectural Control Board.

Historic Preservation Needs in the Comprehensive Plan: Historically, the comprehensive plan has identified actions that need to be addressed to assure the orderly and appropriate development of land uses for a community. Preservation of historic structures and places is not always a central theme in many comprehensive plans. However, when the goals and objectives of future development determine that preservation of the historic heritage is a critical element of the growth of a municipality, it should be addressed in the plan.

It is not necessary that a detailed historic preservation plan be provided in the Strategic Master Plan. In fact, simply to identify the needs, give basic direction as to the City's goals for historic places and locations, and designate a boundary may be adequate information in a Strategic Master Plan.

Identification of the historic direction of the City in the Strategic Master Plan will provide authority and justification for further action in that area by the City. Zoning ordinances are authorized and justified by



the state statutes when they are developed in accordance with a Strategic Master Plan. So, although detail information is not provided in the Strategic Master Plan, revisions and amendments to zoning ordinances and future detailed studies may be a logical outgrowth of identifying the historic needs in the Strategic Master Plan. Therefore, in any future update of the Strategic Master Plan the topic must be addressed.

Preparation of Historic Preservation Plan: Typically, once a city has identified the need to document its historic development needs, a more detailed study will follow as an outgrowth of the Strategic Master Plan. In particular, the Preservation Plan would identify locations of particular historic interest, identify and describe individual structures of historic interests, and possibly identify structures that have historic significance that may not particularly be considered as being qualified for the state and national historic register.

The Historic Preservation Plan will identify specific needs and approaches to historic efforts by the City. Specific plans regarding urban design of the streetscapes will be provided. Themes for development of particular areas such as the core business area, adjacent historic homes, and business corridors will be selected and presented. This process usually involves persons who have particular interests in historic character of the community and by all means it would include the property owners. This document would function as the base document for detailed implementation documents, which may include regulatory documents. In addition, it may be quite detailed regarding facades, signage, material, and design. The document would certainly identify possible steps of implementation of the Historic Preservation Plan and could be adopted by the Council as a Historical Preservation policy statement.

Adopt a Historic Preservation Overlay District in the Zoning Ordinance: At any time that the city determines that they have particular historic characteristics within certain areas of the community they can establish rules and regulations governing how land is used and developed within those areas. The district regulations contained within the ordinance is totally dependent on the level of attention that the community wishes to pay to the designated areas. At a minimum, new construction will be required to promote the period or character of the existing structures. These regulations will likely require additional review requirements at the time of site plan approval or rezoning. Uses permitted within the district will be carefully limited to those uses that will enhance the historic theme of the district. Specific regulations regarding to signage, parking, and building material would also be addressed.

It is important to note that, although architectural control is important, the overlay district is not required to have an Architectural Control Board established to review any changes made to the structures. Many cities handle this with the Planning and Zoning Commission and Council. The Planning and Zoning Commission may have advisory bodies selected that can provide technical input by providing an independent architectural review; however, that is usually accomplished by independent sources knowledgeable in historic preservation techniques.

Prepare a Historic Preservation Design Document: This document is an implementation tool for individuals responsible for historic preservation within the community. It is also a necessary document for property owners wishing to know what is required of new and rehabilitation construction for structures. This document is more detailed and specific than the **Historic Preservation Plan**, described earlier. The design document outlines specific designs and treatment for structure and property located within the historic preservation area.

It is not necessary to adopt the **Historic Preservation Design Document** as part of the **Historic**

Preservation Overlay District. It can actually be adopted as a reference document to **the Overlay District** and the **Historic Preservation Plan**. There are many communities that do not develop a **Design Document** but rely totally on the information provided in the **Preservation Plan**.

Establish a Historic Preservation Architectural Control Board: Communities recognize that there are people within the community who are particularly talented and gifted regarding working with historic structures and sites. It is often prudent to select a group of these people to serve as a committee to review proposed changes and applications of new construction and reconstruction within the designated Historic Preservation District. The architectural control board will use the adopted documents as their guide in their review of the submitted applications.

The authority provided to this board may be either advisory or regulatory. In many cases the Architectural Control Board will act in an advisory capacity to the Planning and Zoning Commission and the City Council. However, the City may give the Architectural Control Board the level of authority that it deems required to fulfill the City's Historic Preservation Goals. It must be noted that many cities that have active Architectural Control Boards who function as regulatory bodies having authority to deny and approve submitted applications, also have paid staff members who work as liaison persons with that board. The Architectural Review Board may also be responsible for reviewing demolition requests as well as reviewing architectural enhancements and remodels.

Conduct a Historic Structure Survey (THC): Cities may elect to participate in programs established by the Texas Historic Commission or the National Register of Historic Places. Listing in these registers is a highly selective process and requires that the property be evaluated by an extensive process. This is often aided by the Historic Structure Survey that is normally prepared in the preservation programs funded through and approved by the Texas Historical Commission. Although, a preservation program on which a municipality has based its regulatory documents does not require a historic structure survey, those that participate in the Texas Historic Commission or National Register of Historic Places do. The City of Mineola has prepared a historic structure survey effort in year 2000 and need only coordinate these efforts with future efforts in the Heritage area.

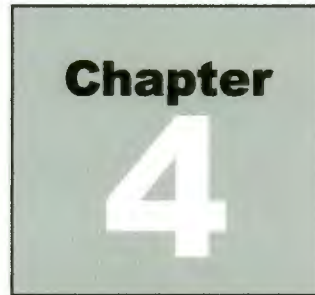
Grants and Funding Opportunities

There are a number of avenues to search for grants and funding of historic preservation effort. Funds from the Texas Historic Commission may be awarded to prepare historic preservation plans that meet their requirement. These funds can finance the study as well as the structural surveys needed to meet the historic preservation requirements. In addition private concerns may qualify for funding and tax relief when the property or structures have been identified and registered on the National Register.

A city's approach to historic preservation is dependent on the desired level of involvement that it wishes to expend in that area. It is not necessary to attain the level of Certified Local Government or registry on the state and national level to initiate efforts to preserve the heritage and character of a community. Many communities have established standards for local historic significance that are implemented by ordinance and regulations without pursuing the higher critical standard of state and national registry.

The nature of historic preservation is that the level of involvement of the city may increase sequentially as the resources, both human and financial, increase. At this point in time, it is critical that the City establish at least

a basic level of involvement. That involvement should, at least, include the establishment of a Historic Preservation Ordinance that creates a basis for future efforts. Future historical preservation efforts can be built upon this basic effort as expertise, personnel, and funds are realized. These early basic efforts may include the establishment of a citizen's group that provides technical reviews of historic applications on an as needed basis. Sometime during the process, it is advisable that a set of guidelines, whether provided in the Historic Preservation Plan or Historic Preservation Design document be prepared to give the city and the applicant guidelines on which to base historic preservation decisions. The final determination as to the extent and level of participation in historic preservation efforts is founded on the desires of the City. However, at such time that extensive historical preservations efforts are needed, it is critical that personnel familiar with the historical preservation process be obtained to prepare and administer the programs.



Implementation

General

A critical component of the planning process is the implementation, or execution, of the plans that have been developed. An implementation strategy will have the effect of turning this Plan from a study document into a tool, which will help Mineola achieve the land use Goals and Objectives developed by its citizens. If implementation measures are not included in the Strategic Master Planning process, these goals may never be realized.

A number of methods may be used to implement the Strategic Master Plan. The City may wish to use some or all of the following measures:

- Ordinance Application;
- Official Map Maintenance;
- Checklists, Forms, and Applications Revision;
- Annexation Program; and
- The Planning Program

The Strategic Master Plan is usually implemented by utilizing a combination of the above methods. One method may adequately implement one portion of the 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 recommended to be used in the implementation of the Strategic Master Plan.

Application of the Plan

The Strategic Master Plan provides guidance for future development in three primary 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. If a proposed development is in accordance with the Goals and Objectives, it should be seriously considered for approval. If the

Chapter 4 Implementation

proposed development is in conflict with the Goals and Objectives, it should be revised in order to reflect the stated land use desires of the citizens.

Second, the Strategic Master Plan has provided a description of applicable planning principles for Mineola, which are provided in *Chapter 2* of this document. They include the neighborhood concept, nodal and corridor commercial development forms, the establishment of edges, the development of entry features and focal points, and the use of transitional land uses, buffering, and screening techniques. These principles should be considered by City officials when making decisions affecting growth and development in the City. The neighborhood concept and commercial development forms should be employed when determining the placement of land uses and infrastructure in future developments. Edges, transitional uses, buffering, and screening techniques will be beneficial when considering the compatibility of adjacent land uses and their effects on one another. Focal points and entry features will help to define the community identity of Mineola.

Finally, planning and zoning decisions should be made in agreement with the *Future Land Use Plan* map. This map is provided in the *Chapter 3 – Plans* 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 does not serve the same purpose as the City's zoning map. The *Future Land use Plan* 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 the assurance that they are not in conflict with the Strategic Master Plan if they are in agreement with the growth goals and objectives and 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 municipalities consider adopted policies as only one step short of law. Generally, official policies provide the City staff and the City Council with specific guidelines regarding development issues. The purpose of the goals and design approaches contained in the *Chapter 2* of this document is to give the City staff and elected officials direction so that official policies may be developed. The following policies are examples of those, which may be adopted by the City regarding development issues. While this is not an exhaustive accounting of possible development policies, 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.

Conformance with the Plan: The City has established a policy requiring development to conform to the Strategic Master Plan. All zoning and platting requests are measured for compatibility with the Plan. Staff reports written on platting and zoning issues include commentary on the conformance with the request to the Plan, and non-conformance with the Plan may be sufficient grounds for denial or a negative recommendation of the request.

Maintenance of the Plan: The effectiveness of the Plan should continue to be monitored annually. Monitoring allows the City to measure progress of plan implementation. It also serves as an indication

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of changing conditions and trends, which may suggest the need for revisions to the Plan. Items to be addressed in the annual staff review should include conformance with current development trends, number of zoning requests granted that did not conform to 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 be revised to comply with current development goals and objectives being observed by the City.

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

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

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

City Initiated Re-zoning: The City may choose to review existing zoning. If deemed appropriate, the City may initiate re-zoning of areas that do not conform to the general guidelines for development or reflect the proposed land uses according to the updated *Future Land use Plan* map.

Development Located Within the ETJ: Market forces normally encourage development within the extra-territorial jurisdiction (ETJ) of a City. It is highly likely that much of the ETJ area will need to be incorporated into the corporate limits of the City. It is therefore critical that the development standards within the county be consistent with those of the City in these areas. To ensure this compatibility, the City should establish a policy that requires any new subdivision located within the ETJ to construct all public improvements to the City's standards of design used for subdivisions developed within the corporate limits. The City of Mineola has entered into an agreement with the County to enforce and regulate platting in the ETJ area.

Annexation of Areas in Proximity: In order to apply development standards to land that will likely be located within the corporate limits of the City within a "reasonable" period of time, land that is proposed for development within close proximity to the City of Mineola should be considered for annexation. Since the City of Mineola is currently a General Law city, annexation may occur only by petition of the property owner. At such time that the City can satisfy all of the requirements of State law for annexation of property, designated parcels should be annexed into the City. A more detailed discussion of annexation is provided within this chapter.

Consideration of Thoroughfares: The City is in the practice of considering 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 consistency with current growth philosophies.

Public Involvement: The Strategic Master Plan is a tool to be used by the City. The application of this tool may be better facilitated if the development community also realizes that it is a document, which must be respected. The City should continue their policy that compliance with the Strategic Master Plan is a necessary development regulation of the City, in addition to compliance with the Subdivision Regulations Ordinance and the Zoning Ordinance. The City should keep sufficient copies of the Plan on hand to be distributed to the general public in the same manner as the Subdivision Regulations Ordinance and Zoning Ordinance.

Develop and Adopt a Planning Program: Establishment of a sound Planning Program is the most effective method to implement a Strategic Master Plan. The Planning Program should be updated as needed to implement the Strategic Master Plan, and ensure that development occurs in a coordinated manner.

Ordinance Application

Ordinances are recognized as municipal law and are binding as such. Two documents, which are adopted in ordinance form and should be continually maintained, are the Zoning Ordinance and the Subdivision Regulations Ordinance. These serve as the primary implementation tools for the Strategic Master Plan.

Zoning Ordinance: The basic purpose of the Zoning Ordinance is to carry out the land use policies and recommendations, which are contained in the Strategic Master 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, which are dependent upon one another: the zoning text and the zoning map. The zoning text tells how the land may be used. The zoning map indicates where it may be used in the manner described in the zoning text.

Subdivision Regulations: 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 Strategic Master Plan. Each plat should be reviewed by the planning staff and addressed by City Council regarding this compliance. Noncompliance with the 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 Strategic Master Plan is required. In addition, the Subdivision Regulations should be updated to include recent changes in state law, which have occurred.

Official Map Maintenance

The Comprehensive Land Use Plan map and Zoning Map are the principal maps associated with the implementation of Strategic Master Planning efforts for Mineola. The Comprehensive Land Use Plan map provides the desired general location of all land uses in Mineola and its ETJ. The location of land uses on this map is influenced by the Thoroughfare Plan, which facilitates access and traffic circulation

throughout the planning area. The Thoroughfare Plan is described in the Thoroughfares chapter of this document. 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, as development occurs in and around Mineola, the Comprehensive Land Use Plan map will provide guidance regarding land use principles and expected development trends.

The Official Zoning Map represents the legal classifications of all zoned property within the City, and is enforceable as provided by state statute. Following adoption of the Strategic Master Plan, City staff should compare the Zoning Map with the Comprehensive Land Use Plan map, in order to identify areas, which are in conflict on the maps. The most efficient method of resolving this conflict is by City-initiating rezoning of property. As long as the appropriate procedures of due process are observed, City-initiated re-zoning may be used to bring property into compliance with the Strategic Master Plan. Criteria should be established to determine the appropriateness of rezoning specific property, and a public information campaign may be necessary if a large number of properties are proposed for rezoning. While the conflict between the zoning of properties and their future land use designation may also be resolved over an extended time period by applying the Comprehensive Land Use Plan map to future zoning requests as they are requested, this method of resolution may take years to accomplish.

Checklist, Form, and Application Revision

Checklists, forms, and applications are the basic “hands on” tools that assist the zoning official in determining compliance with adopted City plans and policies. The City’s checklists, forms, and applications that relate to land use development should contain language requiring compliance with the Strategic Master Plan.

Annexation Program

The land area included in the Strategic Master Plan extends beyond the current corporate City limits. As development occurs within the City, it is apparent that additional land area will be added to Mineola. The City of Mineola is currently a general law municipality. In the event that it obtains home rule status, annexation of critical areas in the ETJ may be pursued. Home rule status will permit the City to expand its corporate limits in order to manage the Strategic Master Plan and realize the growth goals and objectives developed by the community. Home rule status permits the municipality to add to its land area without the consent of the property owners being annexed into the corporate limits. By state law, the City has an obligation to establish an appropriate plan to provide certain services to those areas taken into the City limits. These services must be provided within a certain period of time.

State law also permits the City to annex land area at an annual rate of 30% of its total land area in the first year of annexation. The following years, the City may annex at a rate of 10% of its total land area. Theoretically, the City of Mineola may annex a maximum area as provided in the following table. If the City has not annexed property in several years, the rate may accumulate up to thirty percent of the City’s total land area in one year.

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| Time Period | Land Area | <u>Permitted Annexation Schedule</u> | | Resulting Total Area |
|-------------|-----------|--------------------------------------|-------------------|----------------------|
| | | Authorized Percent of Annexation | Land Area Annexed | |
| 2005 | 3,492 Ac. | -- | -- | 3,492 Ac. |
| Year 1 | 3,492 Ac | 30% | 1,048 Ac | 4,540 Ac. |
| Year 2 | 4,540 Ac. | 10% | 454 Ac | 4,994 Ac. |
| Year 3 | 4,994 Ac. | 10% | 499 Ac | 5,494 Ac. |
| Year 4 | 5,494 Ac. | 10% | 549 Ac | 6,043 Ac. |
| Year 5 | 6,043 Ac. | 10% | 604 Ac | 6,647 Ac. |

An annexation policy should be adopted that guides the City in its acquisition of annexed area. We recommend that the City adopt an annexation policy that requires the satisfaction of one of five thresholds for determining whether or not to annex new land. These thresholds are as follows:

Service Potential: The cost associated with providing police, fire, and infrastructure service 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 than those areas that have existing systems that are deficient or below the standards currently required by the City.

Defensive Annexation: Areas that are critical to the Strategic Master Plan and demonstrate a high potential for development should be considered for annexation. The out-parcels that are totally surrounded by corporate limits should take priority as annexation occurs.

Boundary Adjustments: 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 as opportunities present themselves to clean up the boundaries.

Marginal Inhabitants: Municipalities should concentrate on annexing areas that have a marginal level of habitation. Heavily inhabited areas may present development problems that are more of a liability than a benefit. Numerous septic systems and poorly designed and maintained roadways can represent a significant capital commitment for a City to inherit. However, the general character of Mineola is that all of its land area is virtually undeveloped. Therefore, areas that are undeveloped but located near existing development corridors should have a high priority for annexation.

Annexation of Roadways: The City should be aware of the needs of future thoroughfares. Annexation along selected major thoroughfares may be necessary to ensure that appropriate right-of-way is available for future lanes of traffic. In addition, thoroughfares provide the primary access for emergency vehicles into areas of the community. It may be prudent to evaluate these access lanes as they pertain to the City's overall emergency action plans

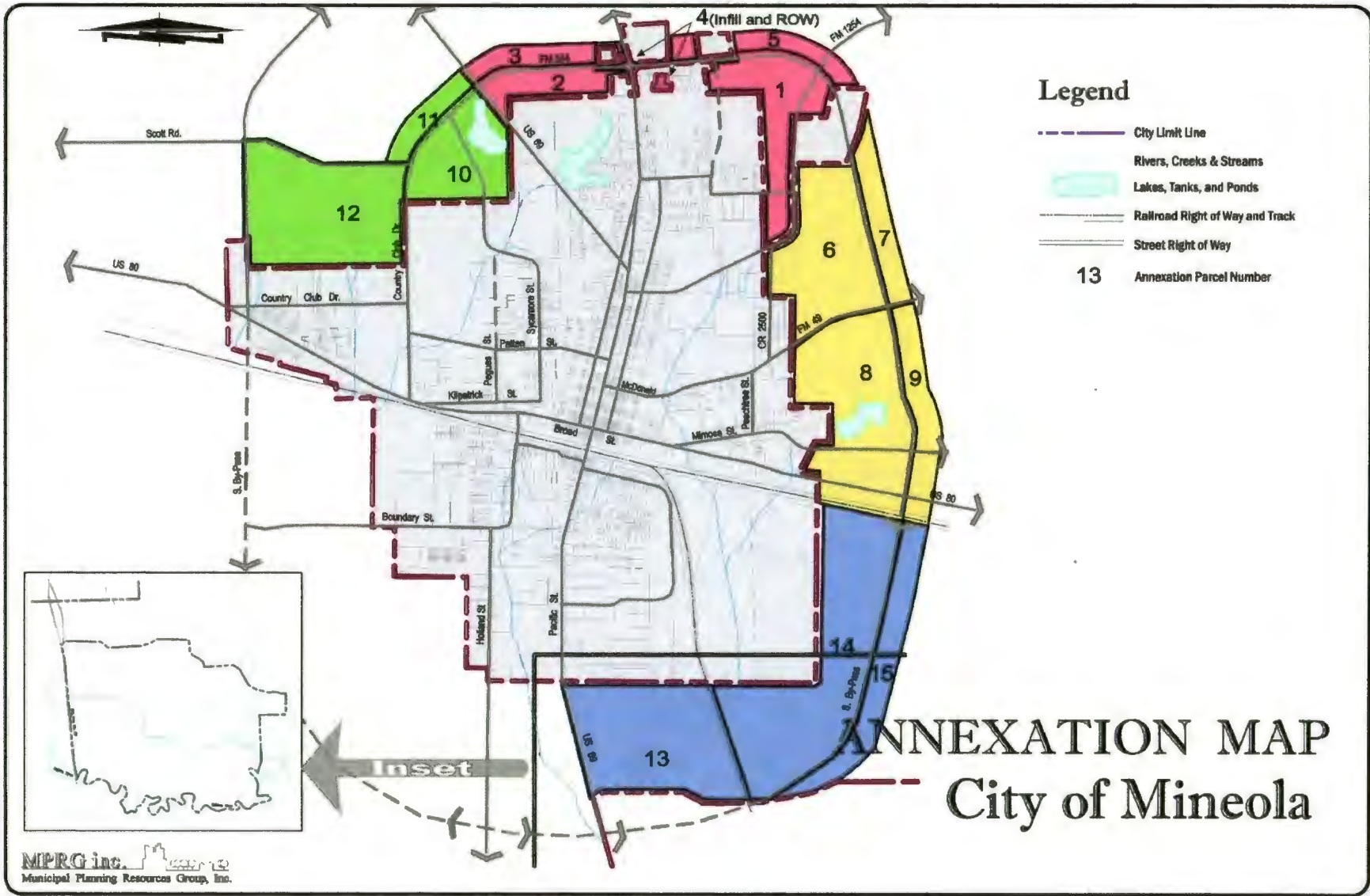
The City should conduct an analysis of the current ETJ area using the above thresholds. If it is determined that areas are suitable for annexation, the City should prepare an annexation program to

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bring the identified areas into the corporate limits of the City on a voluntary petition basis at this time and on an involuntary as permitted by state law.

Program: Upon establishing Home Rule status and after determining the appropriate areas for annexation as indicated herein, an annexation program for four years is proposed. It is anticipated that the efforts expended in this four year period will provide the City with land area that meets the listed needs. It is noted that these annexation efforts are not required to meet the "Three Year Annexation Plan" as required by state law because of the lack of population in those areas. In addition, the acreages to be address are below the maximum quantities permitted by state law. Also note that the year two amount exceeds the 10% number indicated in for subsequent years. State law permits a municipality to carry over unused percentages for the first year if the 30% maximum has not been used. Such is the case with the year two annexation in the following table. The table provides a quantitative amount of the annexation to be addressed in particular years. These parcels will provide protection for development along the existing loop road and provide for infill of land area that will eliminate gaps and holes in the corporate limits. The Annexation map provides a graphic representation of the location of these parcels of land.

| Potential Annexation Program | | | | | |
|-------------------------------------|-------------|-----------------------|-----------------------|-------------------|----------------------|
| Parcel Number | Time Period | Total Prior Land Area | Percent of Annexation | Land Area Annexed | Resulting Total Area |
| 1 | Year 1 | 3,492 Ac | -- | 139 Ac | 3,631 Ac. |
| 2 | Year 1 | 3,631 Ac | -- | 66 Ac | 3,697 Ac. |
| 3 | Year 1 | 3,697 Ac. | -- | 45 Ac | 3,742 Ac. |
| 4 | Year 1 | 3,742 Ac. | -- | 25 Ac | 3,767 Ac. |
| 5 | Year 1 | <u>3,767 Ac.</u> | -- | <u>42 Ac</u> | <u>3,809 Ac.</u> |
| Sub-total Year 1 | | 3,492 | 08% | 317 Ac | 3,809 Ac. |
| 6 | Year 2 | 3,809 Ac. | -- | 213 Ac | 4,022 Ac. |
| 7 | Year 2 | 4,022 Ac | -- | 56 Ac | 4,078 Ac. |
| 8 | Year 2 | 4,078 Ac | -- | 267 Ac | 4,345 Ac. |
| 9 | Year 2 | <u>4,345 Ac</u> | -- | <u>69 Ac</u> | <u>4,414 Ac.</u> |
| Sub-total Year 2 | | 3,809 Ac. | 16% | 605 Ac. | 4,414 Ac. |
| 10 | Year 3 | 4,414 Ac | -- | 132 Ac | 4,546 Ac. |
| 11 | Year 3 | 4,546 Ac | -- | 34 Ac | 4,580 Ac. |
| 11 | Year 3 | <u>4,580 Ac</u> | -- | <u>252 Ac</u> | <u>4,832 Ac.</u> |
| Sub-total Year 3 | | 4,414 Ac. | 09% | 418 Ac. | 4,832 Ac. |
| 13 | Year 4 | 4,832 Ac. | -- | 91 Ac | 4,923 Ac. |
| 14 | Year 4 | 4,923 Ac. | -- | 271 Ac. | 5,194 Ac. |
| 15 | Year 4 | 5,194 Ac. | -- | 82 Ac. | 5,276 Ac. |
| Sub-total Year 4 | | 4,832 | 09% | 444 Ac. | 5,276 Ac. |
| Total | | | | 1,784 Ac. | 5,276 Ac. |



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 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 and need and the associated costs attributed to the elements should be developed into a Planning Program that tracks the implementation of the Strategic Master Plan.

The Planning Program contains summaries of the tasks the recommendations that came out of the Strategic Master 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 effort. Through this effort Mineola is able to budget for any necessary expenditure as well as track the progress of the Strategic Master 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.