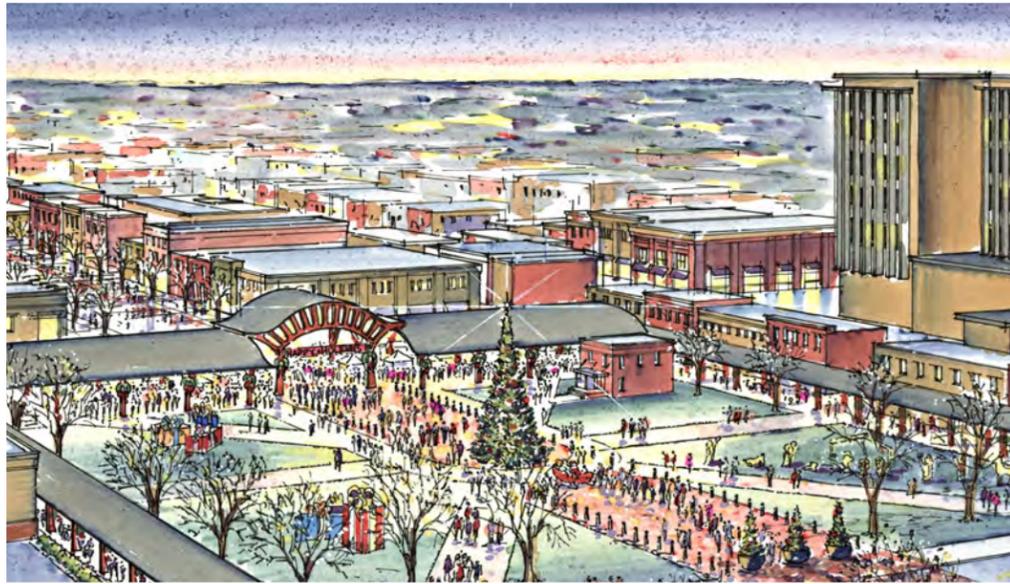


CITY OF CORSICANA
COMPREHENSIVE PLAN



ACKNOWLEDGEMENTS

The successful development of the *City of Corsicana Comprehensive Plan* was made possible by individuals who contributed their time and expertise for the expressed purpose of making Corsicana a better community for future generations. The City of Corsicana would like to express its appreciation to those individuals and groups who provided invaluable time, input and assistance toward this community effort.

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INTRODUCTION

Purpose Statement

The City of Corsicana hired MESA Design Associates in August of 2005 to formulate a Comprehensive Plan for its corporate land area and the associated extra territorial jurisdiction. Given a total land area of approximately 37,216 acres, the Comprehensive Plan necessitates a long-range vision that anticipates a built-out condition. Though build-out of the entire 37,216 acres is unlikely to occur in any reasonable Comprehensive Planning time-frame, build-out nevertheless becomes the reference point for this Comprehensive Planning activity due to the scope of the Comprehensive Plan itself. Assuming it is possible to sustain the projected growth rates for Corsicana (see discussion of growth rates in the Land Use Plan section of this report) and eliminate infrastructure limitations (such as water), then Corsicana's city limits plus its extra territorial jurisdiction could hold 327,000 people. The build-out population for just the city limits would be 76,128.

The reference to the build-out (interchangeably called holding capacity in this report) is intended for the use of City Staff, City Council, other decision-makers, and citizens as they direct and influence the physical growth and development of the Community. Therefore, this Comprehensive Plan establishes a generalized pattern of land use and thoroughfares. It also recommends strategies of action required to implement the elements of vision contained in this document. The Comprehensive Plan is a management tool that will provide a valuable reference in the decision-making process of municipal governance. For this reason, the recommendations of the Comprehensive Plan are supported by resident and property-owner generated goals and objectives which root the Comprehensive Plan and the vision it articulates in the aspirations and concerns of the people who will live and work in the City it influences.

This Comprehensive Plan is a reflection of community sentiments, aspirations, goals, objectives, and vision. Community direction has been transformed into a graphic representation of that direction (Framework Comprehensive Plan). The Framework Comprehensive Plan is used to create maps, diagrams, text, and vision designs that establish policies to address the many issues now facing Corsicana and influencing its response to the future. As a result, this Comprehensive Plan becomes a "management tool" for addressing current and future growth and initiating change that will move Corsicana toward the quality of life desired by its residents.

The Comprehensive Plan will become the official policy of the City of Corsicana and guide its decisions regarding development and capital expenditure. (The Comprehensive Plan is a guide and should not be construed as a rigid code.) The Comprehensive Plan anticipates an on-going process that will, in time, necessitate another reassessment and update.

Corsicana Master Planning History

The last Comprehensive Plan for the City of Corsicana was prepared in 1982 by Kindle Stone

& Associates, Incorporated (Engineers and Planners). The 1982 Comprehensive Plan is an update of the earlier 1971 Comprehensive Plan prepared by the noted planner, Marvin Springer. When the 1971 Comprehensive Plan was written, Corsicana had a population of 20,500 people. That population had only increased to 21,712 people by 1980. Since then, Corsicana has addressed its need for comprehensive views of infrastructure and land use by relying upon the City Staff to prepare graphic representations of the City's evolving thoroughfare system and zoning patterns. These documents were prepared as an interim measure intended to facilitate decisions facing the City leadership.

Today, Corsicana's population remains relatively stable at 26,014. However, both the 1971 Comprehensive Plan and the 1982 update make relatively aggressive projections to the year 2000. The 1982 Comprehensive Plan projects a year 2000 population of slightly less than 40,000 (based on a 3% growth rate) and the 1991 Comprehensive Plan projects a 1990 population of 30,000. While the growth rate remains relatively flat between 1971 and 1982, both Comprehensive Plans take an aggressive posture toward the future and base their population projections on an increased growth rate. These former Comprehensive Plans and the Comprehensive Plan presented in this document are similar in that regard. However, the basis of an increased growth rate in earlier Comprehensive Plans does not tie that increase to growth dynamics of sufficient power to merit such a conclusion. By contrast, this Comprehensive Plan bases its assumptions on the general consensus regarding the growth of Dallas/Ft. Worth and endeavors to regionalize this growth picture to a scale that includes Corsicana. This methodology puts the 20-year (2026) growth projection at 43,301, a magnitude of increase not unlike that projected in the earlier Comprehensive Plans.

The intents of the earlier Comprehensive Plans do not greatly differ from those set forth in this Comprehensive Plan. While the 1971 Comprehensive Plan did not reach over a land area much beyond the City limit, it identified planning issues that are very similar to those established through public participation in 2006. The 1971 Comprehensive Plan issues include:

- Creating a central business district as a hub for business and economic development.
- Improving thoroughfares:
 - o Highway 45 forms a barrier to the east side of Corsicana.
 - o The irregular character of some streets results in local streets terminating, lacking continuity, and generally not being desirable for the routing of major thoroughfares.
 - o The railroad facilities (crossings) have brought about termination of local streets and/or interrupted its continuity. Thought should be given to grade separation of crossings.
- Land Use:
 - o Twenty-five percent of the developed land area is non-residential (or 12.4% of the total land area; 49% of the total land area is developed).

With a similar focus, the 1982 Comprehensive Plan issues include:

- Thoroughfares
 - o Take necessary steps to determine the most suitable and cost-effective location for construction of a major railroad grade separation.
 - o Provide street standards capable of carrying future traffic volumes.
 - o Railroad separations between the majority of residential areas from principal workplaces must be addressed.
 - o Major grade separations (separating vehicle from rail) must be a part of any future thoroughfare plan.
- Land Use
 - o Retail and commercial uses are heavily concentrated in strip retail configurations (reflecting nation-wide trends) and competing with the downtown area.

The most striking comparison between this Comprehensive Plan and the 1971 Comprehensive Plan is in the area of thoroughfares (see Thoroughfare Map on page 86). Marvin Springer fashioned a thoroughfare system design that sought to overcome the constrictions of Corsicana's aging and inflexible grid with a series of loops that provided points of relief (ingress/ egress) around the edges of the grid. This approach was very forward-looking in that it also maintained a value gradient (relationship of land values created by traffic corridors) that centered on, and was otherwise set in, relationship to the historic Downtown Core.

In addition, the 1971 Comprehensive Plan foresaw the importance of pushing east/west arterials out to Interstate 45 and making continuous north/ south arterials that connected with the proposed loops. Likewise, this Comprehensive Plan extends east/west arterials out to Interstate 45 and beyond to the eastern segments of the "Inner Loop" (as defined in the 2007 Comprehensive Plan). Also, this Comprehensive Plan created a series of north/ south arterial continuities (using couplets and existing, wide right-of-ways) out to relief points along the Inner Loop and the southern Texas Department of Transportation (TXDOT) Loop Bypass.

The result of these similar thoroughfare initiatives is a thoroughfare Comprehensive Plan that has many shared qualities. However, this Comprehensive Plan gives more attention to movement within the Downtown Core. It seeks to create a concentration of traffic movement within the Downtown Core (rather than alongside it) so that the Downtown Core realizes the value created by traffic movement and thereby is more attractive to investment. This Comprehensive Plan also creates significantly more traffic capacity within the industrial areas south of the Downtown Core so these areas are capable of accommodating the traffic volumes that can be potentially imposed by the land area already zoned for industrial/ commercial use.

While the issues defined in 1971 and 1982 bear a similarity to those set forth in 2006, the response to those issues vary. The current growing conflict between development trends now manifest in the city and the community's aspirations moved the Corsicana City Council

to embark upon a new Comprehensive Plan in the fall of 2005. The Comprehensive Plan desired by Council was one that differed from the 1971 and 1982 Comprehensive Plans and various interim measures in the following ways:

- Create a revitalization of the historic downtown business core.
- Specifically address the need to improve employment and wages.
- Resolve traffic congestion problems that are depreciating the attractiveness of the downtown core.
- Maximize the inherent historic qualities of Corsicana as a basis for future growth.
- Envision a better-balanced and physically-coherent City.
- Incorporate a methodologically sound, broad, and inclusive process of citizen involvement that will guide the Comprehensive Plan and its recommendations.
- Recognize and protect the unique qualities of Corsicana that are threatened in the face of future growth.

These performance requirements imposed at the outset of Corsicana's Comprehensive Planning Process meant that the aspect of "Vision" would be essential. It would become necessary for the Comprehensive Planning Team to facilitate public leadership by projecting a possible future build-out and from that vantage look back on the present City to determine the extent to which current development patterns (both public and private) will facilitate or restrict accommodation of growth and development potential. In this way, this Comprehensive Plan will differ from all the Comprehensive Plans that came before it.

While vision was definitely an element of the 1971 Comprehensive Plan, the distant reality of significant growth did not require that such vision be specifically translated into Comprehensive Plans that addressed the "potential growth sphere" that would draw upon (and influence) the resources of the City of Corsicana. By contrast, the "Potential Growth Sphere" now includes portions of Richland Chambers Lake (Limestone County) and Ellis. In addition, the 1971 reality of a small population and/ or the lack of urgent need for interim infrastructure/ land use Comprehensive Plans meant that broad and inclusive citizen participation was not as necessary as it is today. Therefore, the 2007 Comprehensive Plan will be a citizen-influenced document that seeks to give form to the City's goals and translate that form into the physical plans and strategies contained herein. These documents, and the supporting research accompanying them, will give the City Council sufficient knowledge to address aspects of dramatic change now imposed by a gathering future demand for housing, shopping, employment, recreation, and municipal services.

The Comprehensive Planning Process

The 2007 Comprehensive Plan described in the following text is presented as it was developed in conjunction with continuous resident and property owner involvement over a period of one year. This patient process and the efforts made to make certain that all stakeholders were heard is unique and reflects a City leadership that is determined to see that Corsicana benefits from the economic reality of growth without losing those aspects of heart and soul that make Corsicana truly different.

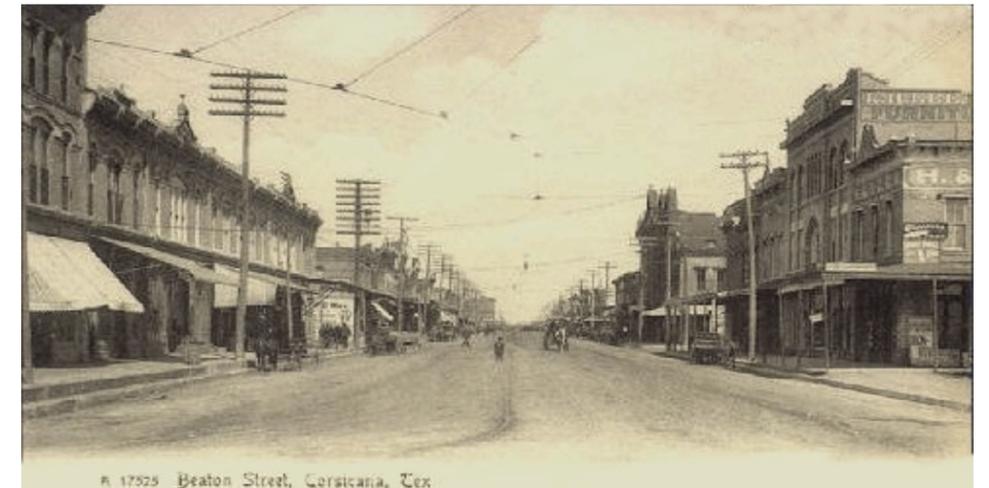
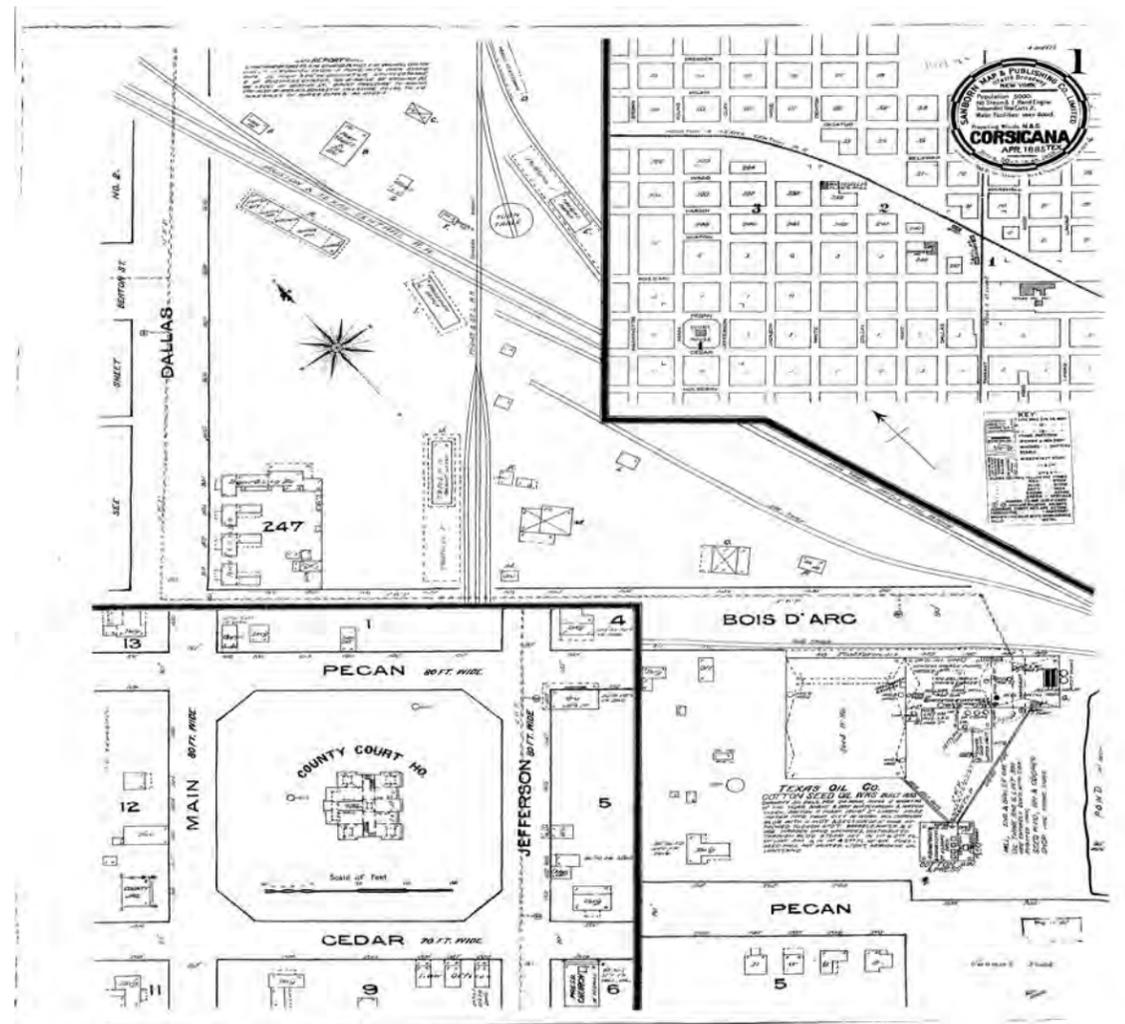
PART ONE: THE ASSESSMENTS

THE FORM ANALYSIS

Introduction

The heart and soul of Corsicana lies in its beginning as both a County Seat and a City sustained by the agrarian economy it served. In the earliest years (before cotton), Corsicana was ascribed some prominence as a County Seat for the new Navarro County. This began a history of distinction that set Corsicana on a different (and more urban) path than its neighboring rural townships. Due to Corsicana’s “County Seat” status, a certain amount of commercial enterprise could be supported by the traffic (demand) drawn to this jurisdictional function.

Selection of Corsicana as the Governmental Seat for a newly created Navarro County occurred for the same reasons that Corsicana would from that moment forward attract particular attention to itself as a place to gather traffic, people, and products from the



surrounding landscape. Corsicana lies in the “Texan” Biotic Province of Texas. This is a particularly rich part of the State that includes the Western Cross Timbers, Fort Worth Prairie, Eastern Cross Timbers, Blackland Prairie, and Old Hickory Forest. Corsicana sits close to the breakpoint between the Blackland Prairie and the Old Hickory Forest. This is most evident in the abrupt topographic changes that occur south and east of the City (east of Lake Halbert), and the dramatic change in tree species (trees hardy in alkalyd soils in the Corsicana area to trees hardy in acidic soils in areas toward Streetman and Fairfield). As depicted on an early MKT Railroad Map “showing the crops adapted to each section” (prepared by Theo F. Koch Land Company, Chicago, Illinois), Corsicana lies near the edge of the “Timber Belt” surrounded by diverse agriculture including cotton, fruits, wheat, corn, oats. This gave Corsicana a natural advantage in the sense that it is well placed as a gathering point for diverse agricultural products (including timber) that could be shipped north to Dallas or south to Houston upon a rail line that could stay within the rich blackland corridor between the Brazos River and the Trinity River and never have to make a major river crossing or suffer the inconvenience of floods/ flood damage. The land route between the two great rivers (Brazos and Trinity) paralleled the river boat route (along the Trinity) and was therefore positioned to capture that business (the Houston & Texas Central Railroad eliminated a struggling river boat industry by the 1890’s). Each attraction to Corsicana gave it greater economic and locational advantage, thus making it more attractive to further centralization.



Centralization was born on the economies achieved by aggregating products (from the surrounding area of capture) and processes (intended to make those products ready for market) that were made possible by an infrastructure connected to a more distant demand for those products. The epochs of Governance, Cotton, Oil, Rail and Highways defines an era of centralization in which Corsicana



established its most recognizable buildings and city fabric. However, there is a later time when demand and infrastructure shifted and the central ascendancy of Corsicana was (and is) challenged. The greatest issue facing the City at this moment in its history and the City's form reflects the conflicts now assaulting Corsicana's historic core.

The "Courthouse Square" (a spatial expression of the County Seat function) became the first of many physical interventions into the growing fabric of this city. These interventions

have, through Corsicana's history, exerted economic and physical influence over growth, thereby, giving form to the city and fashioning a distinct "sense of place". Other important interventions include:

- The railroad
- The Cotton based industrial fabric
- The Oil based industrial fabric
- Radial Highways
- Physical encroachment upon natural corridors
- Interstate 45
- The pending TxDot bypass

These intervening influences have created a City that can be divided into nine form districts. Each district possesses a different set of physical characteristics, is challenged by different physical issues, and is experiencing different trends of change. Therefore, the Form Districts are appropriate planning areas that can facilitate comprehension of the planning issues to be addressed by this plan, articulation of the planning goals, and allocation of the planning recommendations. The nine Form Districts are:

- **District 1: Downtown District**

This is the historic business core of Corsicana containing the Navarro County Courthouse and the most urban portion of the City's commercial fabric.

- **District 2: Downtown Transition District**

This is a small area west of the Navarro County Court House that lies between the commercial fabric of the core and the residential fabric of the Western Community District and contains elements of each.

- **District 3: East Community District**

This is the historic residential area that lies east of Business 75/ Chicago Rock Island and Pacific Rail Line. It is a largely African American Community that is distinctive because of its historic relationship with the City and the extent to which that relationship has created the present day pattern.

- **District 4: Southern Community District**

This is a "frame mix" community lying south of Highway 31/ St. Louis and Southwestern Rail Line containing a mixture of older and newer homes (frame mix) adjacent to the City's long standing industrial zones.

- **District 5: Western Community District**

This is an area lying between the older highways that once brought traffic to the heart of Corsicana. It was the place of grand homes housing the people/ families whose initiatives generated the interventions most influential upon the form of Corsicana.

- **District 6: Northern Community District**

This is the area that contains the City's first expansion (suburbanization) beyond the area of historic growth. It is a diverse area containing older and some new houses mixed with various periods of home building.

- **District 7: Rail/Creek Community District**

The Rail/Creek Community District is an area lying northeast of Post Oak Creek and southwest of the Chicago Rock Island and Pacific Rail Line. The Rail/Creek Community District is a largely residential zone lying between two rail lines (the Chicago Rock Island and Pacific and the Southern Pacific). The physical strength of these rail lines, their ability to contain/ shape this residential zone, and the encroachments they impose; makes this area a distinctive Form District.

- **District 8: Navarro District**

This is a new area of growth centered on aggressive expansion of the Navarro College. Its special function, its distinctive population, and its location at the western edge of the City, make this area a distinctive Form District.

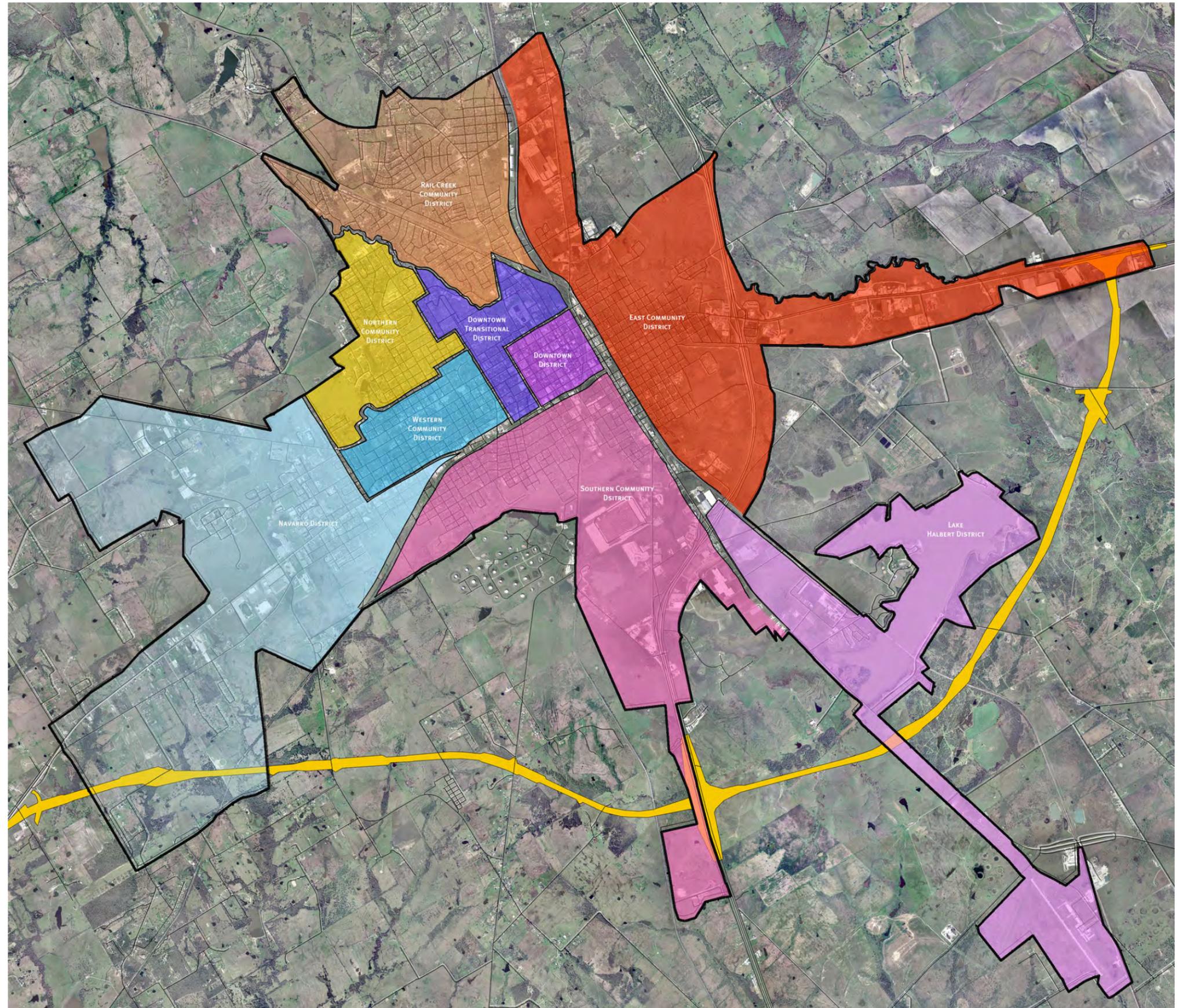
- **District 9: Lake Halbert District**

This is the area surrounding this body of water and Magnolia Lake (the natural attraction for second and retirement homes as well as the water recreation give this area a distinctive Form District).

THE FORM DISTRICTS

The following text describes each of the above-defined **Form Districts** in light of the physical conditions/ patterns, emerging trends, and inherent opportunities that characterizes each. Throughout this description a summarizing statement is injected that depicts the particular planning issue associated with the descriptive narrative. These are called “**Therefore Statements**” and will flow into the planning process through out the formulation of this plan document.

- EAST COMMUNITY DISTRICT
- RAIL/CREEK COMMUNITY DISTRICT
- NORTHERN COMMUNITY DISTRICT
- NAVARRO DISTRICT
- WESTERN COMMUNITY DISTRICT
- DOWNTOWN TRANSITIONAL DISTRICT
- DOWNTOWN DISTRICT
- SOUTHERN COMMUNITY DISTRICT
- LAKE HALBERT DISTRICT



A. DISTRICT 1: THE DOWNTOWN DISTRICT

The historic core of Corsicana reflects the economic advantage associated with its prominence over the forces of aggregation and distribution that connected the surrounding land and resources with a distant marketplace. In this particular relationship, downtown sat on (and held dominion over) the infrastructure that created value. Thereby a “value gradient” was established and downtown sat at the top of it. The shift of commercial centers within downtown (that occurred at the onset of rail service) allows one to appreciate the unforgiving reality of this principal. Before the days of rail service, downtown Corsicana supported commercial activity centered about its Navarro County Courthouse. As a County Seat of the newly formed Navarro County, Corsicana held the locational advantage associated with that distinction and attracted sufficient traffic to the functions of governance to support an active commercial center in the form of a traditional “Courthouse Square” (of the type seen throughout Texas). The “Old Town Plat” of 1848 (Navarro County Historical Society) shows a tight grid of urban blocks gathered about the “Courthouse Square” bounded by Pecan, Cedar, Jefferson, and Main Streets. The Plat also shows various businesses and institutions fronting the central edifice of the Courthouse. These include a local saloon and the McKinney Tavern as well as several notable houses. Clearly, the Courthouse Square enjoyed its distinction as a center of government and local life. Some of these early buildings also provided office space for various professional services related to land based transactions (such as lawyers and a bank). While small, Corsicana established a typical courthouse square form supported by the value creating traffic attracted to the courthouse function. However, this significantly changed in 1871 when the first rail service made its way into the downtown core (Historic and Architectural Resources of Corsicana, Navarro County, Texas).

Like most railroad ventures in Texas, rail service to Corsicana was a private enterprise that made significant return from the real estate appreciation it stimulated. Realizing the potential for prosperity that rail service could bring to Corsicana, civic leaders of the time convinced local property owners to donate land as an inducement to attract rail investment. The land so donated lay to the east and south of the Old Town Plat. Being outside the commercial core of that time, this land was less valuable and therefore more likely to be contributed to an inducement package. Also land east and south of the Old Town Plat was well away from the western residential areas (then the emerging district of finer homes that would later become the established neighborhood of the city’s wealth).

Unable to foresee the effects of such decisions, the arrival of the railroad shifted the City’s value gradient from its earlier focus about the Navarro Courthouse to a new focus along Beaton Street. Consequently commercial investment moved from blocks surrounding the courthouse square to several north / south aligned blocks paralleling the rail road right of way known as the Rail Road addition (610 acres). The grand Courthouse structure that once hosted town life about its



perimeter now stands at the edge of the commercial core in an area more residential than commercial. This disconnect between the commercial fabric of the city and its governmental center is unusual and reflects the impact of an earlier decision to place rail service **away** from Corsicana’s central core.

Other rail related towns such as Prosper, Bryan, Waxahachie, and Ennis present a different relationship to the railroad. Rail service to Waxahachie never caused the City to shift its center away from the Ellis County Courthouse. Bryan and Ennis placed the rail line in the heart of their commercial district, thereby leveraging its impact. Prosper laid its main street perpendicular to the rail line, thus creating an industrial node at one end of Broadway (the main street) and a residential town fabric at the other with commercial development in between (linking the two components of the town).

Therefore, restore meaningful linkages between the centers of governance and the centers of commerce within the histories core area.

Therefore, restore the context of a Courthouse Square to the physical setting of the Navarro County Courthouse.

When the commercial core of Corsicana shifted it assumed an alignment parallel to the railroad (aligned north to south) and established a commercial “grain” that differed from the east to west alignment of the town and the westward direction of its growth. Consequently, the commercial core had the same impact on the City as the rail track. Together they (track and land uses attracted to it) bisected the town creating physical and social barriers that would become a permanent aspect of its form. The physical expression of this barrier was heightened by general two story development of Beaton Street (and in some cases higher) as compared to the one story development of other commercial areas.

Therefore, a plan for Corsicana must seek to connect the city across the physical barriers that separate the core from surrounding districts of the City.

Despite the north/ south alignment of rail and associated land uses, the City continued to grow to the west and major highways leading into Corsicana came from the east and the west. Generally regional traffic came from the north or south and the bulk of local traffic came from the east and west. As a result, the entry to downtown (the commercial show place of the City) was never properly infused with entrance to the City. The commercial core gestured to the regional infrastructure that energized it instead of (in a sense) nurture the City that hosted it. The spatial confusion with regard to entrance is most evident in the difference between development of Highway 31 and Beaton Street/ Business 45. The historic urban business core established along Beaton and Business 45 presents a striking contrast to the typical “highway” commercial development of Highway 31 (identified as 7th Avenue near the downtown area). Small buildings, spatially dispersed, constructed with mass construction techniques, sparsely landscaped, cluttered with random signage, fronted by parking lots and driveways defines the streetscape of 7th Avenue (even in closest proximity to the business core of the City). Highway 31 (7th Avenue) is not intended to enter the City it is intended to bypass it. If Highway 31 (7th Avenue) were an entrance, it would have a street character that became more dense and urban as one approached the core.

Therefore, create a commercial core that gathers the incoming traffic.

Therefore, establish points of entry into the core area that are part of the normal movement pattern.



Therefore, establish approach identities that will identify movement toward the Town Center.

Corsicana was (in terms of its economic strength and physical character) more of an “Urban Center” than rural township...tall buildings distinguished its skyline in the same manner that such buildings graced the skyline of Dallas. When Corsicana set tall buildings against the sky it created “skyline” that would visually describe its form in legible or illegible terms. A legible skyline is one that clearly identifies centroids of development and the relationship of the City to them. Clearly the heart of the City could be recognized but the relationship with the overall City fabric was/ is not so clearly understood. Despite visual connection with tall buildings of the core from US-45 the pathway connection to them is confusing. The skyline does not enhance orientation. Indeed Corsicana was not a typical example of the rural township centered about its square.



Therefore, create comprehensible pathways to the Town Core that reinforce the centrality of the core and make its skyline a legible statement of the City form.

As the commercial grain of Corsicana became established by development along and parallel to the railroad track, it was not surprising that construction of Business 45 (the main highway from Dallas) would follow that same path, further defining the barrier between east and west. Recognizing the adverse effect of this barrier on the eastern portions of Corsicana, local citizens moved to elevate that portion of Business 45 most disruptive to east west flow. However, the structural presence of the elevated road section creates a portal of sufficient cognitive presence as to actually dramatize the presence of the barrier lying within the unchangeable fabric of the core area. In a sense, the elevated Business 45 monumentalized the barrier. In addition, the elevated portion of Business 45 takes traffic volumes off at grade streets where traffic densities support commercial uses, thereby eroding the particular constellation of centralizing connections that gives downtown economic strength. Finally, the historic visual qualities of the downtown commercial core are depreciated by the typical highway design of this elevated overpass. Raw concrete sits in stark contrast to the rich architectural character of the downtown area expressed in unit masonry.

Therefore, a plan for Corsicana must bring lost traffic densities and visitorship back to the City core so that investment/ redevelopment can be stimulated.

Therefore, a plan for Corsicana must seek to promote redevelopment of Highway 31 and elimination of the aspects of Highway commercial that are incompatible with visual

characteristics of the commercial core.

The close dialogue between Corsicana’s commercial core and the railroad track does not include spatial recognition of a Civic Presence. As stated above, the County Courthouse now sits at the edge of present day commercial activity. The sense of square is lost due to lack of edge definition. Likewise, the municipal government resides away from the commercial core in a building which exerts no “form giving” influence over the fabric of downtown. In our romanticized notion of urban center (depicted in developments such as Southlake Town Center or movements such as New Urbanism), the Town core is graced with a civic presence which dominates a public domain dedicated to the ceremonial functions of the community. Corsicana has no such public domain and no such civic presence. If Corsicana seeks to establish an identity for its historic core area, it will have to envision the creation of a public domain within its downtown.



Therefore, a plan for Corsicana must seek to aggregate civic uses in a civic presence for the Town Center area that will give it greater identity and connection to the life of the City.

The railroad tracks that brought economic vibrancy to the core area also contributed to its isolation from the rest of the city. Railroad right of ways approach downtown from the north, the northwest, and the west, bounding the district on its easterly and southern sides. In addition, Post Oak Creek flanks downtown along its north and northwest sides. As a result, the downtown core makes only a relatively small connection with the larger Corsicana between 2nd and 7th Avenues. One would expect the street continuities to reflect this connection so the bond between core and city is clearly expressed. However, street continuities in a westerly direction are frequently broken with 4th and 3rd being the only non commercialized streets continuing “un-disrupted” from the core. When viewed collectively, railroad tracks, creek, street continuities isolate downtown and disassociate it from the City at large. Land area of the commercial core becomes increasingly restrained to the north by the converging railroad tracks and consequently dissipates (loses energy) in that direction.



Therefore, a plan for Corsicana must create greater connection between the core area of the City and its surrounding districts.

The uniformity of the downtown grid has from conception of the Old Town Plan been the distinctive spatial unit of downtown Corsicana. This urban pattern remains uniform in the core area and residential areas east and south of the core. It is this uniformity of spatial grid that makes the railroad track and Business 45 more of an intrusion than it would otherwise be. The edges of downtown and residential areas to the east and west are fragmented by the abrupt interruption of this otherwise uniform grid. This fragmentation weakens clear definition of the districts affected and thereby clear comprehension of the historic zones of Corsicana. In a sense, the display of the City’s history is weakened by isolation, fragmentation, and dissipation as described above.

Therefore, a plan for Corsicana must seek to restore elements of its original town grid that have been fragmented by natural corridors or physical intervention.

In recent years, the loss of rail traffic and the construction of Interstate 45 have lead Corsicana to experience the same value gradient shifting effects that compelled early commercial activities to migrate away from the Old County Courthouse. Traffic densities diverted to Interstate 45 (diverted from the former Business 45 and Highway 31) took with them the commercial activities dependent on vehicular traffic. With the end of “big cotton” and an associated diminishing demand for rail service there was not sufficient justification for continued centralization of commercial activities in the core without traffic densities.



Therefore, roadway and mobility plans must be formulated to return former traffic densities to the core areas of Corsicana.



B. DISTRICT 2: THE DOWNTOWN TRANSITION DISTRICT

Just east of the downtown core is a district that reflects the disconnect and discontinuity between downtown and historic residential areas to the west of downtown. This zone contains a number of institutional uses (churches and schools) clustered in these few blocks that bridge between downtown and the west residential zone. As a result of locating such uses here, the Downtown Transition District becomes a destination and thereby, a barrier between the core and residential zones to the west. This completes the isolation of downtown and further separates Corsicana from its commercial center.



Therefore, a plan for Corsicana must strengthen the destination characteristics of the Downtown Transition District and facilitate its transformation from barrier to “seam”.



The Courthouse, seven churches, Houston School, Drane Middle School, and a High School influence the street pattern and cause breaks in the street continuity between downtown and western residential areas. As a result, the disconnects between 5th Avenue, Collin Street, and 6th Avenue force a labyrinth like pattern of movement that destroys any sense of entry to downtown or the historic neighborhood of Corsicana. This loss of connection and even transition challenges comprehension of the City as a continuous fabric.

Therefore, a plan must correct disrupted street continuities between the downtown core and districts adjacent to it (especially as they traverse the Downtown Transition District).

Perhaps the spatial integration of this area would have been more complete if commercial activities had not shifted to the railroad. The lack of coherent pattern in the shadow of the Courthouse only dramatizes the separation of courthouse and core and thereby contributes to a breakdown of City fabric to the west of the downtown core. This is an image made worse by vacant lots within the Downtown Transition Zone.



Therefore, a plan must seek to attract commercial activities back to the historic City Core.



Collectively considering the above described aspects, the Transition zone fails to accomplish transition and contributes to isolation. If transition were effected then a sense of structure could be comprehended and the historic fabric of Corsicana would more clearly presented to its citizens and visitors. A sense of transition could be greatly aided by portals that visually announce entry into both the core and the historic residential neighborhood to the west.

Therefore, a plan for Corsicana must define a proper role for the Transition District in creating linkage between the City core/ Courthouse area and the historic residential zone west of the core.

C. DISTRICT 3: THE EAST COMMUNITY DISTRICT

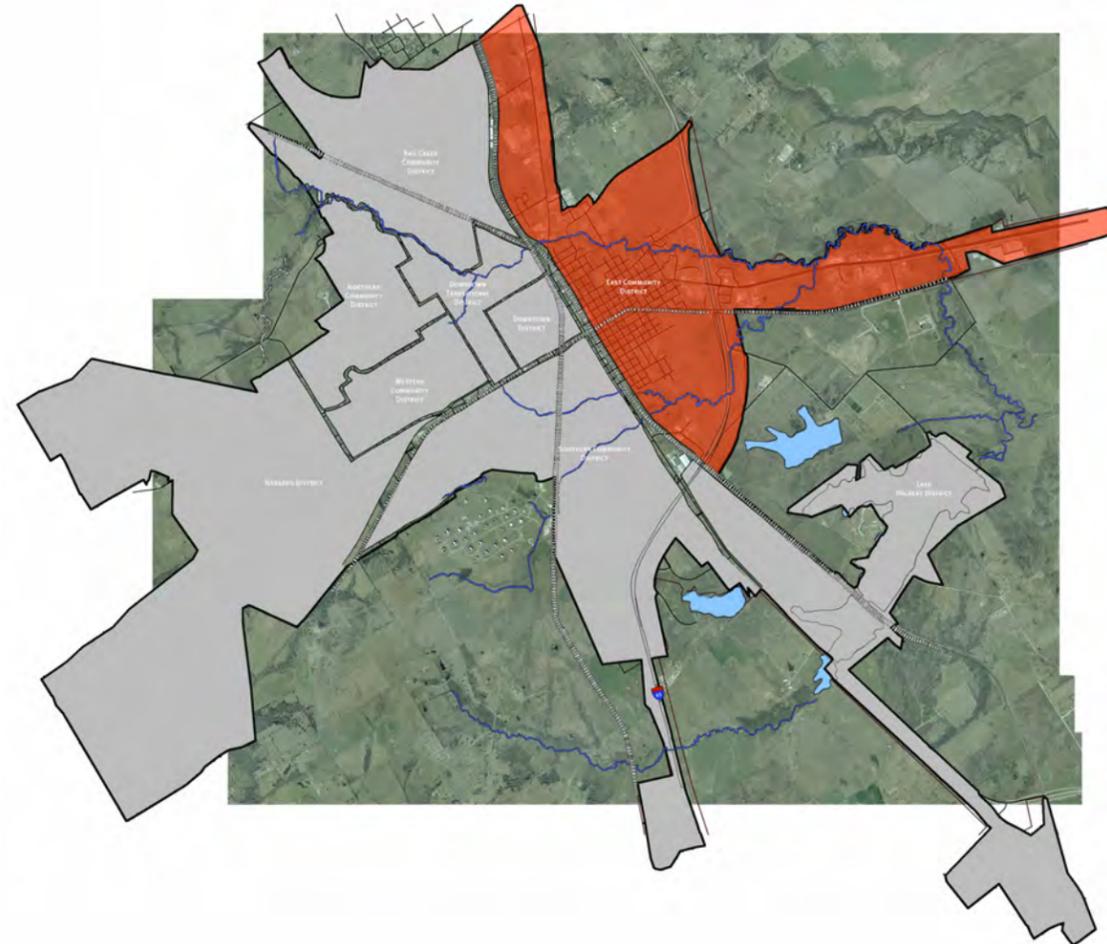
Initially part of the 610 acre Rail Road Addition, this district (east of the rail line) became the place of congregation for Corsicana’s African American population. Due to the isolating (barrier effect) of the railroad track (and its attendant commercial/ industrial development), this residential area became and remained a segregated community. In its segregation, the Eastern Community District developed both a cultural and commercial life apart from other areas of Corsicana. It contained the only school for African Americans (1000 block of east 5th Ave.), most African American Religious Institutions, and node of commercial buildings (in the 600 and 700 block of east 5th Ave.). Consequently, the east residential while more segmented from the city’s core than other residential areas was yet another disconnected portion of a city fabric experiencing the influences of growth where growth was driving the city form.



Today, the East Residential Community creates a spatial separation between Interstate 45 and Corsicana’s downtown core. This separation establishes a long segment of residential development between the commercial development of the Interstate and the business core and makes any connection between the interstate and heart of the City very difficult. As the interstate absorbs traffic volumes that once supported economic viability of the core, any physical initiative to reconnect core and freeway must address the spatial expanse imposed by the East Community District.

Therefore, a plan for Corsicana must create a sense of district for the Eastern Community that will remember its historic past and transform the spatial expanse between city core and interstate into an identifiable entry sequence for the City.

There are two possible road connections between City Core and Interstate. One is Chatfield Pike Road which makes connection with a freeway interchange but makes a circuitous connection with 1st Avenue after becoming a local street for the East Community District. As a result, no commercial development has been established at this particular interchange. The other connection is 7th Avenue, which is a direct highway scale link flowing directly into the commercial core. The strength of this connection and its extension of Highway 31 supports significant retail development at the Interstate interchange. However, the distance (more than a mile between Interstate 45 and Business 45) is lacking any significant commercial development, thereby dramatizing the extent to which Corsicana is removed from the major



traffic corridor. There are no visual clues that one is actually entering the city and as stated above, the arrival is dominated by the visual power of the highway’s extension as Highway 31. The Eastern Community District is an important element of the City entry and proper design of 7th Avenue could benefit the visual quality of both core and residential area. In addition, a real opportunity exists to transform Chatfield Pike Road into the kind of distinctive entry Corsicana needs and in so doing bring some commercial supporting traffic to the Eastern Community District.

Therefore, a Plan for Corsicana will establish a clear connection between core and interstate that will bring realization of the core to the interstate, make use of more than one Interstate interchange, and establish a sense of sequence (through land uses and visual themes).

Highway 31 (7th Avenue) cuts across the middle of the Eastern Community District and is really the “Main Street” of this distinctive zone. This special relationship should guide any enhancement of the roadway and be viewed as an opportunity to visually convey the historic nature of the Eastern Community as well. In the early days of the train, 7th Avenue was a main highway into town and the hustle and bustle of an independent ethnic community was a distinctive part of that approach. It was one of the few visual cues one had that they were approaching the City. Today that feeling of approach is lost in a passive landscape concealing its historic significance.

Therefore, any plan to make a connection between Interstate 45 and the commercial core of Corsicana must remember the main street relationship between 7th Avenue and the Eastern Community District and restore the sense of arrival that it once provided.



The Eastern Community district lies at a lower elevation than the City core or other residential areas of Corsicana. Parts of the Eastern Community District lie below elevation 400 and within the flood plain of Post Oak Creek. The County Courthouse was placed on high ground (elevation 440) and on a slight promontory defined on the north by Post Oak Creek. Conversely the Railroad Tract was placed on lower ground and the Eastern Community District portion of it on the lowest ground. Effort has been made to transform the flood plain of Post Oak Creek into a park. This will greatly enhance the City’s quality of life and contributes to reconnecting disconnected portions of Corsicana.

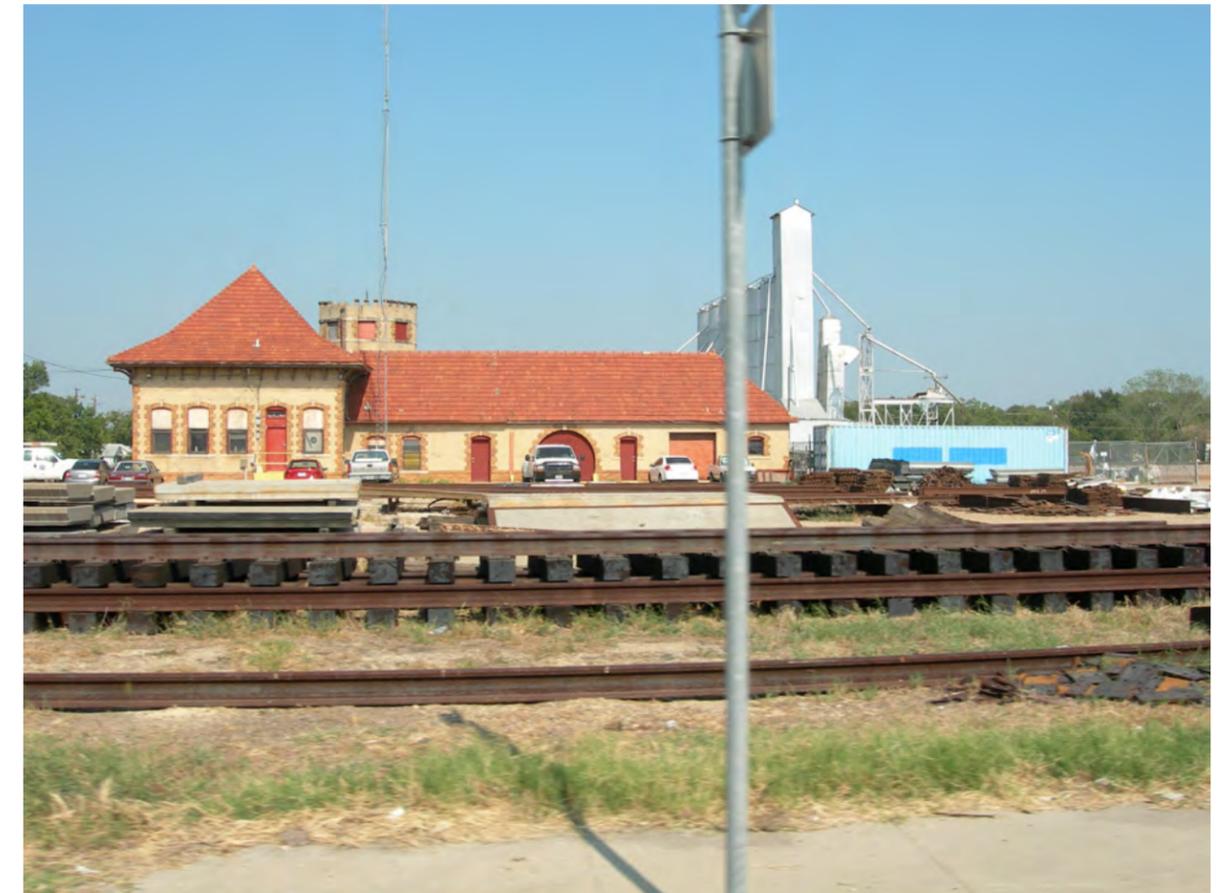
Therefore, any plan for Corsicana will use the creekways and flood plains to create an open space network for the City that will reconnect areas disconnected by rapid growth.

The Eastern Community District is an important historical aspect of the City and must be viewed in conjunction with the commercial core because they are historically linked and share the ups and downs of Corsicana’s transformation from cotton town to railroad hub. However, the building stock is aging and initiatives are needed that will preserve what is left of the oldest house types dating from that earliest period.

Because the Eastern Community District was part of the original Railroad Tract, it lies within

a rigid grid (reflecting the grid of the downtown core). While the street pattern of the grid is uniform, the infill of that grid has incremental qualities that make it more human. These include spatial dispersion of buildings on the block, narrow/ undulating streets, and riparian tree groves. Perhaps the grid was originally conceived in anticipation of commercial development of these blocks but the incremental process of its residential infill maintained a neighborhood texture despite a hard geometry. The uniformity of this grid lacks any physical hierarchies that would create a sense of district form...except for 7th Avenue.

Therefore, plans for the Eastern Community District must maintain the nature of the manner in which the grid of the original railroad tract was filled in, preserve the riparian tree groves that graced its development, and preserve those spatial qualities that embody its historic essence.

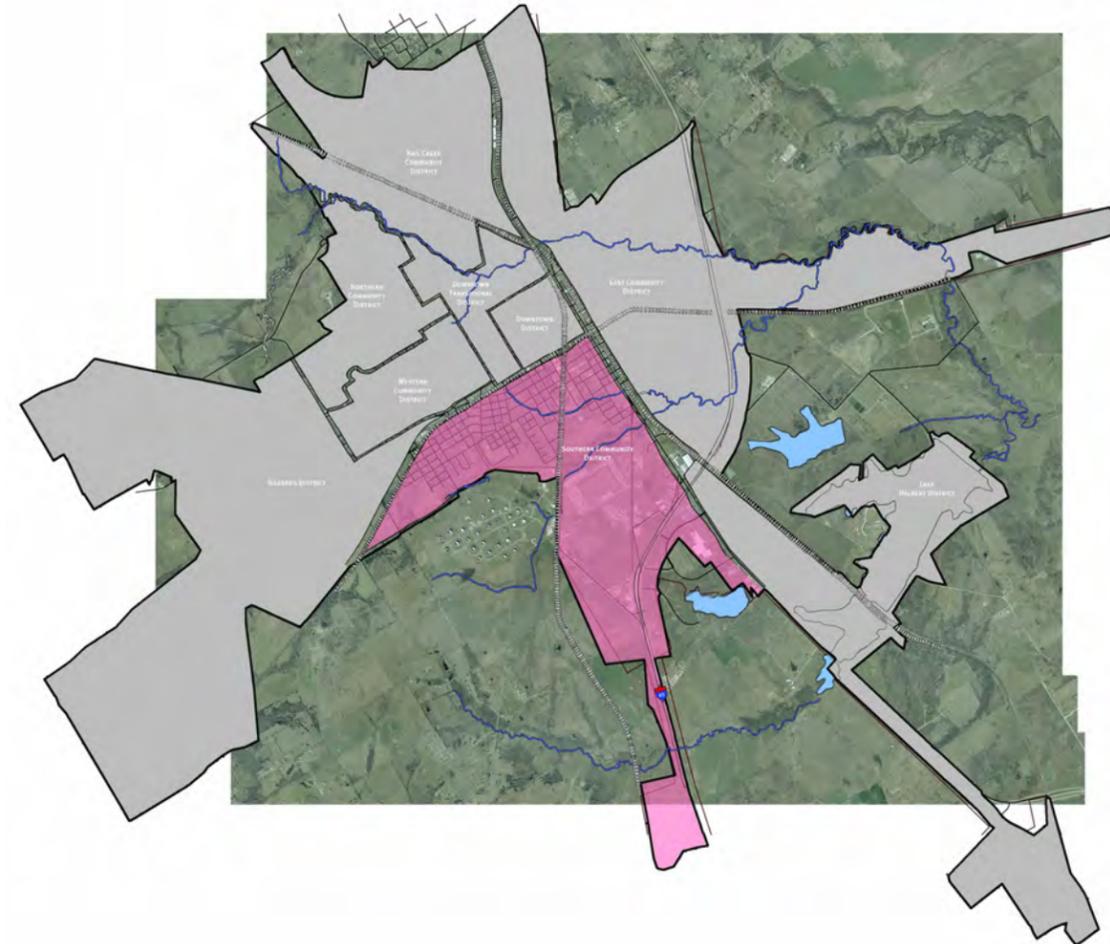


D. DISTRICT 4: THE SOUTHERN COMMUNITY DISTRICT

The Southern Community District had its beginning with the industrial development of property south of 7th Avenue (typically mills associated with the City’s growing Cotton economy). According to the National Register of Historic Places report, mill proprietors built worker housing along the 800 block of South Beaton, South 9th, and South 10th Streets. However, the railroad track paralleling 7th Avenue and the commercial development of 7th created another barrier between Corsicana’s commercial core and its surrounding residential districts. Over the years this separation has become more defined as Highway 31 has become more stripped out with highway related commercial development. The visual quality of development along Highway 31 is the type of ubiquitous commercial fabric that gravitates to the highway condition. Consequently it is not reflective of Corsicana or any of its historic aspects and makes the barrier that separates the Southern Community District that much more defining. The addition of street front parking, rear building service, and a railroad track have pushed the Southern Community District further away from any connection with the core. This is another instance where Corsicana’s physical fabric is fragmented by physical intrusions. The present day strength of Highway 31 isolates the Southern Community District.

Therefore, any plan for Corsicana must address the divisive impact of Highway 31 by establishing continuities between separated districts, penetrating the barrier with meaningful cross movement, and mitigating the intrusive aspects of corridor development.

The grid that was so rigidly defined in the Eastern Community District is fragmented in this zone. Parallel blocks give way to angled geometries that suggest a history of varied and uncoordinated development initiatives. Consequently the Southern Community District is disconnected externally and disjointed internally. The fragmented pattern lacks internal hierarchy and any sense of form that would establish a clear district identity. Street discontinuities are overlaid with incremental development of numerous periods in Corsicana’s history (both recent and distant past) and make a district that defies cognitive structure. Also absent are landmarks, edge definitions, nodes, and focal points that might frame some form of mental map for this district. The mixture of industrial and residential scaled structures speaks to its historical beginning as worker housing for mills but in the present condition such a mixture only adds to the lack of structure and order that characterizes this area.



Therefore, create a greater sense of identity, orientation, structure, and form within the Southern Community District that will bring it together as an identifiable part of the City.

The complex street geometries are infilled by a highly varied built fabric. Varying set backs and building orientation suggest a history of incremental development without much regard for a larger neighborhood or community context. The spatial variation is matched by an architectural variation, and a rural street section that collectively makes this part of Corsicana unattractive to reinvestment. Further, commercial uses to the north and large industrial uses to the south have surrounded the Southern Community District with conditions adverse to residential development.

Therefore, a plan for Corsicana must reverse the dynamics of deterioration in the Southern Community District and make attractive for investment/ redevelopment.

Within the varied fabric of the Southern Community District lies a set of blocks which are aligned in striking contrast to the uniformly parallel streets of the City. Including South 18th, 19th, and 20th Streets, these blocks flow from the downtown Transition District. However, commercial development of Highway 31 defies the presence of this alignment change and sets buildings against the highway in defiance. Such shifts present opportunity to create sub-districts and give structural clarity to the larger Southern Community District. Other means of creating sub-districts are also present. These include the corridor of Town Branch Creek and the recently abandoned rail right of way. This right of way cuts through the Southern Community District, creating a potential green belt that could provide a true pedestrianized link with Corsicana's urban core.



Therefore, a plan for Corsicana must seize opportunities inherent within the fabric of any district to create meaningful sub-districts and/ or environmental enrichments that will mitigate harsh edges and/ or beautify the public domain.

Years of isolation and fragmentation have contributed to decay of the building stock. However, some of this architectural fabric is an important historic legacy and merits preservation in the context of its original association with mills.

Therefore, a plan must review the building stock and identify historic settings that merit preservation.

Much of Corsicana is “calleurized” by corridor interventions of the rail lines or creek ways. When viewed at a scale that allows one to view the entire city and some portion of its surrounding area, the “pod” like segmentation of its parts is clearly visible. The Southern Community Zone is such a pod. Edged by highway, commercial development, industrial development, and creekway; the district is further subdivided by internal rail rights of way and creek branch. This further subdivision is what is different about the Southern Community Zone. All edge demarcations and internal subdivisions are treated as “back of lot” conditions. As a result open spaces that could enrich the district and tie it together become divisions that fragment the spatial fabric. Unable to internalize the angled and waving alignment of track or creek, the grid of the City cannot be sustained in this district and begins to form dead ends and/ or angle deviations which destroy the normal clarity of its form. Other Form Zones are defined by rail and/ or highway and/ or creek edges but not internally sub-divided by them.

Therefore, a plan for Corsicana will address the areas where intrusions into the city fabric

have disrupted the continuity of that fabric by making such intrusions more meaningful as defining elements (rather than disrupting elements).

The Southern Community District never started with a clear sense of its form in plan (as evidenced by grid variations that show up on the early Sanborn Maps). It was always an incrementally developed portion of Corsicana that received industry and worker neighborhoods in spurts. The Southern Community District remains unresolved today. Part industrial, part residential, neither land use component has a clear sense of place within the district fabric. Instead they are mixed together with little regard for transition or proper interface. In other Cities, where workplace and worker housing are closely mixed, the street plays a powerful role in demarking the juncture of these uses. The “plant” typically holds some place in the plan of the neighborhood that allows it to order the environments within its sphere of influence. Consequently, worker housing is arrayed in some comprehensible pattern about the central plant creating an industrial neighborhoods. This is true of East Coast Mill Towns and corporate communities of the mid west (such as Kohler, Wisconsin or Tyrone, New Mexico). No such relationships were established here or remain here and the resulting fabric of development is lacking any sense of clear structure.



Therefore, a plan for Corsicana will envision a form for the Western Community District that will rationalize the chaotic confluence of residential and non- residential land uses.

Therefore, a plan for Corsicana will describe proper land use relationships that create transition and sequence.

E. DISTRICT 5: THE WESTERN COMMUNITY DISTRICT

The largest areas of residential growth (accompanying both the Cotton and Oil “boom” of the early 20th century) occurred west and northwest of downtown in newly platted subdivisions that “for the most part followed the grid of the town” (National Register of Historic Places Report). However, the west side of downtown became Corsicana’s premier neighborhood, housing the civic and business leadership of the City. This is a pattern similar to Waxahachie. Main Street, west of the courthouse square, displays the grand homes (popular styles include Victorian, Queen Anne, Arts and Crafts, and Tudor) built by the City’s leading citizenry. However, Waxahachie’s grand neighborhood retained its strong connection to the city core (Courthouse Square) and has consequently survived changes to the city fabric. In Corsicana, loss of Courthouse Square, segmentation from the business core, and isolation through commercialization of 2nd and 7th Avenues has promoted the loss of landmark homes and erosion of the historic district fabric in general. This is a great loss for the City because it erases the “community” (in a social/ cultural sense) associated with economic expansion (and urban definition) from the surviving commercial fabric. One only sees half of the story today and the half told is not about cohesion or community coalescence but segmentation.

Therefore, a plan for Corsicana must create physical definition of the Courthouse Square and restore the once prominent linkage between that square and the Western Community District.



Key to having a strong connection to the City core is the extension of meaningful core streets



as avenues and boulevards into the grand home section. It is both the importance of the street and the grandeur of its section that makes the connection important and meaningful. Downtown streets of importance run in a north to south direction (e.g. Beaton Street) while streets into the Western Community District run in an east to west direction. It is interesting that Beaton Street (the premier commercial avenue) extends south into the unresolved and incremental fabric of the Southern Community

District, while streets of lesser commercial significance (such as 3rd Avenue) continue west into the Western Community District. In addition, as 3rd Avenue extends, it has no particular enhancement to signify its status as a primary connector to the “leadership” community. There is no Boulevard (such as Waxahachie’s Main Street or Dallas’ Swiss Avenue) but simply a utilitarian right of way. Similarly 4th Avenue is the only other street extending west from the commercial core but it is also of lesser commercial importance and void of any enrichment. 5th

Avenue and Collin Street are streets that join Beaton at places of greater commercial interest but they fail to extend beyond 18th. This relationship clearly reflects an earlier importance of the Courthouse Square (bounded by 2nd and 3rd Avenues) that was not modified when the Courthouse Square lost its influence over defining the commercial center of Town. The slow erosion of the Courthouse Square led to an erosion of the Western Community District.



Therefore, a plan for Corsicana must restore lost connections between the City core and the Western Community District and envision streets that enrich the community with large medians and/ or landscaped parkways.

Among the assaults that affected the Western Community District, none is so impacting as the commercialization of 2nd and 7th Avenues. In the recent memory of local citizens is a view of grand old homes fronting 2nd and 7th Avenues. However, when these roads became State Highways increased traffic volumes encouraged redevelopment and demolition of structures that could not be adapted to the new economic reality. Today, 7th Avenue

looks like any highway edged by “highway” retail uses and 2nd Avenue has a similar (but not as intense) appearance. Former residential lots always make poor highway lots because of the land area limitations of the previous residential use. Therefore, the street front development is typically fragmented and occupied by the “lower end capture” uses that can accommodate such land area restrictions. While the lot spacing remembers its residential past, the architecture of development shows no such consciousness and seeks the most utilitarian construction method/ design as possible (reflecting the low capital costs typically associated with highway frontage development). At one time, the land use change between the Western Community District and the Southern Community District occurred at the railroad track. Now it occurs at the rear lot lines of lots fronting the north side of 7th Avenue. Consequently, the spatial separation of zones has been greatly expanded. The same dynamic of change is happening along 2nd Avenue with the same spatial consequences.



The greatest assault on the Western Community District has been the conversion of 15th Street into an extension of 2nd Avenue (making connection with 7th Avenue). Here, traffic patterns have been routed in complete defiance of the “grain” of this district and dramatize the separation of core and residential appendage. It would have been more beneficial to the commercial viability of Corsicana for this “cross over” traffic to occur within the commercial core instead of in a non-commercial (residential zone). 2nd Avenue, 7th Avenue, and 15th Street in combination with the growing Navarro College District, completely circumscribe the Western Community making its separation from the larger fabric of the City complete.

Therefore, a plan for Corsicana must mitigate the intrusive and segmenting impact of 15th Street.

Envisioned as an extension of downtown, blocks within the Western Community District have spatial attributes significantly different than the core. The tight grid of downtown experiences its first modification in the Downtown Transition District and another mutation in the Western Community. Blocks become longer (e.g. between 4th and 5th Avenues at 24th Street), and/ or thinner (e.g. between 22nd and 23rd at 4th). While the intent may have been to plat this area based upon the town grid, important deviations were initiated and appear on the earliest Sanborn Maps of this city segment. The intent may have been the realization that urban blocks are too restrictive for residential blocks and punctuate the

basic community unit with too many perpendicular interruptions. The lack of uniform blocks fronting a street with no particular enrichment of the public domain constitutes a basic urban fabric that does not spatially support a grand presentation of grand homes.

Therefore, a plan for Corsicana must create a spatial environment within the Western Community District that enriches the public domain as an approach street to the core.

Like most cities, the premier residential area arrayed itself on the city’s higher ground. In Corsicana, this higher ground lay along the drainage divide between Post Oak Creek and Town Branch Creek. Oriented to the west (the only direction of growth that was not interrupted by rail lines) the Western Community District developed long streets lined with tall trees that (over time) gave the streets an architectural grandeur and umbrageous character. Growth to the north would always be limited by Post Oak Creek, growth to the south limited by industrial development, and growth to the east would have to “jump” the railroad tract. Consequently the natural spine of growth was along high ground to the west where incoming streets would bring traffic past the grand homes as they approached the commercial core. However, spatial interruptions worked against successful fulfillment of this archetypal model and the syntax of the intended experience was never really completed.



Therefore, a plan for Corsicana must restore the lost grandeur of the Western Community District and stabilize the dynamics of deterioration affecting it.

One of the strongest connections between the Western Community District and Corsicana’s commercial core was the trolley line that ran from Beaton Street along 3rd Avenue (thereby serving the higher income residential area). This is a relationship between physical growth and transit typical of most Texas Towns (where transit lines were built). In Waxahachie, the trolley line came out of the commercial center and ran up Main Street to a point of “turn around”. The street section was designed to accommodate transit with a central median in which the trolley moved. Even today (without the trolley) the median is distinctive and the street has not lost its sense of grandeur. Corsicana put the street improvement costs upon the private trolley company and no such expansive aspect of the public domain was provided. Consequently, when traffic increased, the trolley became an impediment to movement instead of a facilitator and was quickly removed.

Therefore, a plan for Corsicana must envision restoration of linking infrastructure that once bound the community together (such as the trolley spine).

Therefore, a plan for Corsicana must envision street sections that can accommodate additional capacity, or physical enhancement needed to create identifying streetscapes.

F. DISTRICT 6: THE NORTHERN COMMUNITY DISTRICT

The Northern Community District starts (at its southern most edge) as an extension of the City Grid. It quickly varies as newer development extends this district further northward. Consequently, the City grid is only recognizable in those blocks immediately north of 2nd Street and by the time streets meet up with Oakwood Cemetery, lot patterns begin to take on a more suburban pattern. This reflects a mixture of construction periods, lot sizes, and income levels all knitted together in this Form District. Cul-de-sacs (non existing in the historic areas of Corsicana) reflect the “post World War II” approach to land planning. In this era, development emphasis shifted from the notion of extending an existing urban fabric (macro determinism) to addressing the project (micro determinism). This trend found its ultimate expression in the proliferation of “gated communities” which reached prominence in the 1980’s. The Northern Community District has one very notable example along Arcady, Windsor, and Cumberland Drive (overlooking Drane Lake). The block length, gated entry, and relation of house to street sits close to older residential areas and in striking contrast to the form/ texture of Corsicana’s older fabric. Similarly, streets like Bowie, Lexington, Beverly, and Princeton Drive show a block pattern that yields to the presence of Post Oak Creek, unlike the older rigid grid that simply broke down when confronted with such constraints due to its unyielding qualities. Such picturesque adaptation of natural corridors allowed these corridors to be privatized or brought into the public domain. The latter relationship of street to natural asset is preferred over the former because of its ability to gracefully enrich the street experience and experientially convey a presence of natural settings.

However, achieving the latter usually required a visionary public sector to impose such restrictions on development which envisions profit in the privatization of such natural assets. When the Northern Community District was developed that kind of public oversight was not typically part of the development process. When the historic fabric was laid out that kind of relationship was not part of the development vision. For this reason the older grids (north of 7th Avenue) simply dissipate as they approach Post Oak Creek and the earlier post war subdivisions (north of Oakwood Cemetery) recognize the creek in street geometry but privatize its presence. Only the more recent subdivisions bring these natural assets into the public domain (such as North 29th Street). While private development concealed natural features of the City, public development has taken bold and important measures to turn Post Oak Creek into a public open space spine that graces the streets running through it and serves the recreational needs of the City as well as adjacent neighborhoods. The natural infrastructure which was strong enough to restrain growth never found its way into the public domain from the outset (except for the above mentioned open space spine). This reflects a notion about the City that typifies its history...namely that the development unit (grid cell) is dominant over natural condition.

Therefore, a Comprehensive Plan for Corsicana must internalize the natural assets of its setting and employ them as a guiding infrastructure for growth and enhancement of the existing city.



The parks and cemeteries along Post Oak Creek are a conspicuous presence within the Northern Community District, a presence that is extended by the large street trees that now grace this area. The power of the park as a destination (giving a distinct identity) is enhanced by the topographic slope down into the creek bottomland where ample open space allows appreciation of the riparian groves about its bank.

As a result, the park is a powerful presence which sits at the confluence of creek tributaries reaching into the Northern Community District. Movement toward the creek (such as the trip along Oaklawn Drive) is announced and visually supported by the tree cover within older street corridors. The architectural envelope that typically defines the streets of Corsicana gives way to the presence of mature landscaping, changing and more picturesque street geometries, and periodic encounters with parks and cemeteries along Post Oak Creek.

Therefore, a Comprehensive Plan for Corsicana must recognize and seek to preserve the areas of mature street landscape, particularly where these areas connect with other public and/ or semi-public open spaces.

Therefore, the potentially strong relationship between parks and cemeteries along Post Oak Creek must find its way into the public domain and a better (more natural) relationship with the older street grid established.

Of particular interest in this analysis is the recent development of an estate community at the western edge of the Northern Community District. The street layout, the gated entrance, the lot size, and the residential infill upon those lots is dramatically different than the community that surrounds it. Fortunately, Glenwood Drive allows views of and across Drane Lake so this hidden asset can be appreciated from the public space. The presence of this development will limit further westward extension of the Northern Community District. Future westerly development will derive access from Dobbins Road and continuity with the City core (heretofore achieved by extending the town pattern in some fashion that recognizes it) will not be a part of residential expansion in this zone. This will mar the beginning of true suburbs for Corsicana and lead toward the development of remote centers. In this type of expansion qualities of the City should not be forgotten (and replaced with ubiquitous development forms) but remembered and natural corridors (such as the westerly extensions of Post Oak Creek) become important means by which connections to the core are maintained.

Therefore, a Comprehensive Plan must include a natural corridor plan to maintain linkages between the historic City core and its movement toward outlying residential development. Such corridors must provide a framework for new development and inspire urban design initiatives that make them more influential in older/ existing development.

The eastern perimeter for the Northern Community District (set by Post Oak Creek) directed development to the west. As a result, outward growth (restrained by the railroad and creek) has always been biased toward the west. As mentioned above, development around Drane Lake will make it difficult for future westward expansion to maintain its traditional street connections with the older core grid. None the less physical and natural barriers in this part of Corsicana will continue to push development westward into the open land beyond Dobbins Road. As development expands, traffic will continue to flow toward the historic core (either to reach the core itself, reach the Interstate, or reach the newer retail/ commercial development attracted to the Interstate). These future traffic volumes will flow to Highway 22 unless a thoroughfare plan is conceived that provides more trip options for the future City.

Therefore, a thoroughfare plan for Corsicana must recognize likely patterns of future growth and formulate a thoroughfare system that provides trip options for traffic flowing to the City's core.

The Northern Community District abuts the Downtown District and demarks a dramatic change in density. Commercial densities immediately drop to single family residential densities with in a density gradient typically seen as one moves away from the City center. This close juxtaposition of density change surrounds the downtown area and contributes to the prevailing disconnect between the city center and its surrounding fabric. Dramatic density changes at physical barriers indicate that the dynamics driving growth on either side of the barrier are different. Consequently the barrier is emphasized and the resulting disconnect more clearly articulated. It would be better to have a core area that transitions density over the barrier. In other words similar development occurs on both sides of the barrier element, thereby internalizing the barrier to city fabric and making linkage possible.

Therefore, areas of the Northern Community District that abut the historic core should be viewed as areas of transitional use. Where parks exist, they should be brought into the fabric of adjoining districts to create seams rather than barriers.



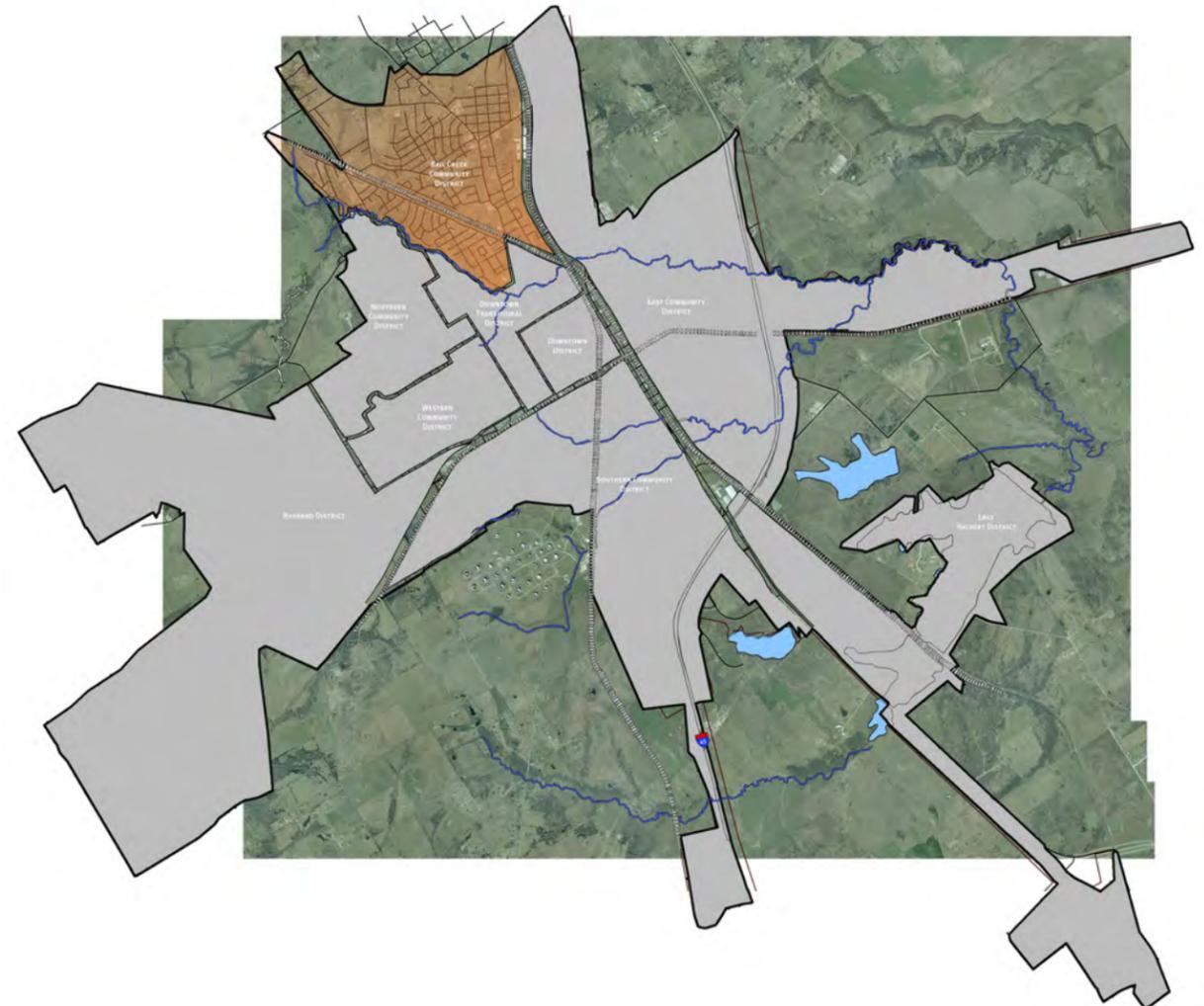
G. DISTRICT 7: THE RAIL/ CREEK COMMUNITY DISTRICT

The Rail Creek Community District derives its name from the physical edge defining it. On the west is Post Oak Creek (hence Creek) and on the northeast is the Chicago Rock Island and Pacific Line. Caught between two very different edge conditions, this district has two very different personalities. On one side (the creek side) streets bend in recognition of the creek and cul-de-sacs reach into the creek corridor in an effort to bring the creek environment into the residential fabric. Just a block away, the development assumes a hard (defensive edge) against the railroad track (Northwood Boulevard) forcing side yards and rear yards against the street from which this residential district derives its entry. The visual message indicated by this entry says nothing about the creek but only speaks to the intrusive presence of the railroad. This defensive definition of edge at the entry isolates this segment of the City, leaving no mechanism for juncture.

Therefore, a plan for Corsicana must address subdivision layouts that create defensive barriers at their edge and entry and seek to unite the City across such barriers.

The intersection of Beaton Street, 13th Street, and Northwood Boulevard defines an important landmark node in the City of Corsicana. Corsicana does not have significant nodal points outside the core business area. One of the cognitive deficiencies of the grid is its lack of differentiation...it is self-defining and void of particular places of importance. However, the 3 street intersection deviates from the grid (in that grid lines converge) and in so doing creates a significant nodal feature that is a landmark of reference/ identity/ orientation for residential areas north of the historic City.

Therefore, a plan for Corsicana must recognize strong cognitive elements in its fabric (such as the 3 street intersection) and devise means by which they can be meaningful organizers of movement, sense of portal, and cognitive hierarchies for districts around and abutting them.



Once again the Rail/ Rail District is an area of Corsicana that is segmented from the rest of the City by a “Y” shaped convergence of two rail lines (the Chicago Rock Island & Pacific and the Southern Pacific). This convergence is a powerful definition that permits few points of ingress/ egress and thereby isolates the Rail/ Rail District. Grid patterns within this district turn due north (away from the general northwest alignment of the rest of the City). Roads have a rural character here and undeveloped areas still support agricultural uses. The core of this district lies at the intersection of Hardy Avenue and North Beaton Street and the density of streets dissipates to both the north (away from town) and south (toward town). It seems that this area did not develop as an extension of the core (like other parts of the City) but as a true suburb. The Rail/ Rail District retains good access to the core through short trip distances along Beaton Street or 10th Street/ Navarro Drive but in all other respects is separated from it by a powerful railroad barrier and the organizing strength of the 3 street intersection.

Therefore, a plan for Corsicana must recognize City sub-districts that are strongly defined by built or natural edges by strengthening connections to the core and other districts, enriching/ enhancing edge definition, and visually establishing points of entry.

A lack of internal street continuity (within the Rail/ Rail Community District) makes movement in and about this district difficult. Dead end streets proliferate, particularly towards the northern most edges. This reflects a lack of overall street planning and forces traffic to flow to North Beaton Street (the one primary collector) in order to access other parts of Corsicana (or elsewhere). As development adds households to the landscape and traffic densities to the roadways, Corsicana continues to rely upon the same conveyance capacity set at the early stages of its formation. Additional collectors must be brought to the system as development moves outward and cross links between those collectors established. Otherwise traffic will be funneled to the core and “choke points” will become overburdened.

Therefore, additional conveyance capability must be added to the thoroughfare system that will supplement the limited capacity of existing older highways. This is particularly true of northwesterly expansion limited to one primary collector.

Commercial development generally has stayed with Highways 31 and 22 (or the Interstate). However, it is desirable that an expanding city could support retail uses outside the core and such commercial decentralization would enhance convenience and reduce vehicular trips.

Therefore, a plan for Corsicana must establish nodal intersections in the northern growth areas that will support neighbor service retail uses as the City grows.

The Rail/ Rail Community District lacks any clear sense of identity. Dead end streets, industrial uses, railroad boundaries, mixed residential construction (periods of construction ranging from the 1960’s through the 1980’s), and varied street patterns lack a clear point of reference, visual theme, or other identifying/ form giving feature. In particular this district



lacks open space and more importantly open space positioned to benefit the public domain. Without spatial ties to the core an isolated community must define themselves within so that the core connections that do exist have a terminus (a point of arrival).

Therefore, a plan for Corsicana must seek to create a general sense of place within isolated districts of the City.

H. DISTRICT 8: THE NAVARRO DISTRICT

Located on the west side of Corsicana, between Highways 22 and 31, two important economic engines are sitting side by side: the Navarro College and Navarro County Memorial Regional Hospital. These two engines have attracted the synergy of other institutions, related services and support retail and development creating a self contained district. Although located in jurisdiction of Corsicana it reads as a detached part of the city, almost as a small little adjacent town that serves the city.

Therefore, a plan for Corsicana must contemplate architectural and visual continuity as well as the connection to the Downtown district to visually claim this District as an integral part of the city.

In the late 1800's the independent Order of Fellows and the State of Texas selected Corsicana as the site for new orphanages. Successful operations of the institutions on large parcels well beyond the west city limits may have influenced westward growth during the period. In 1887 by appointment of Governor L.D. Ross a committee selected Corsicana among 19 communities to establish the State Orphan Asylum. They allocated the building, again, on a large track of land west of the city limits. (Navarro County Historical Society) This may have been the origins of the Health/Education land use vocation of the far west limits of Corsicana.

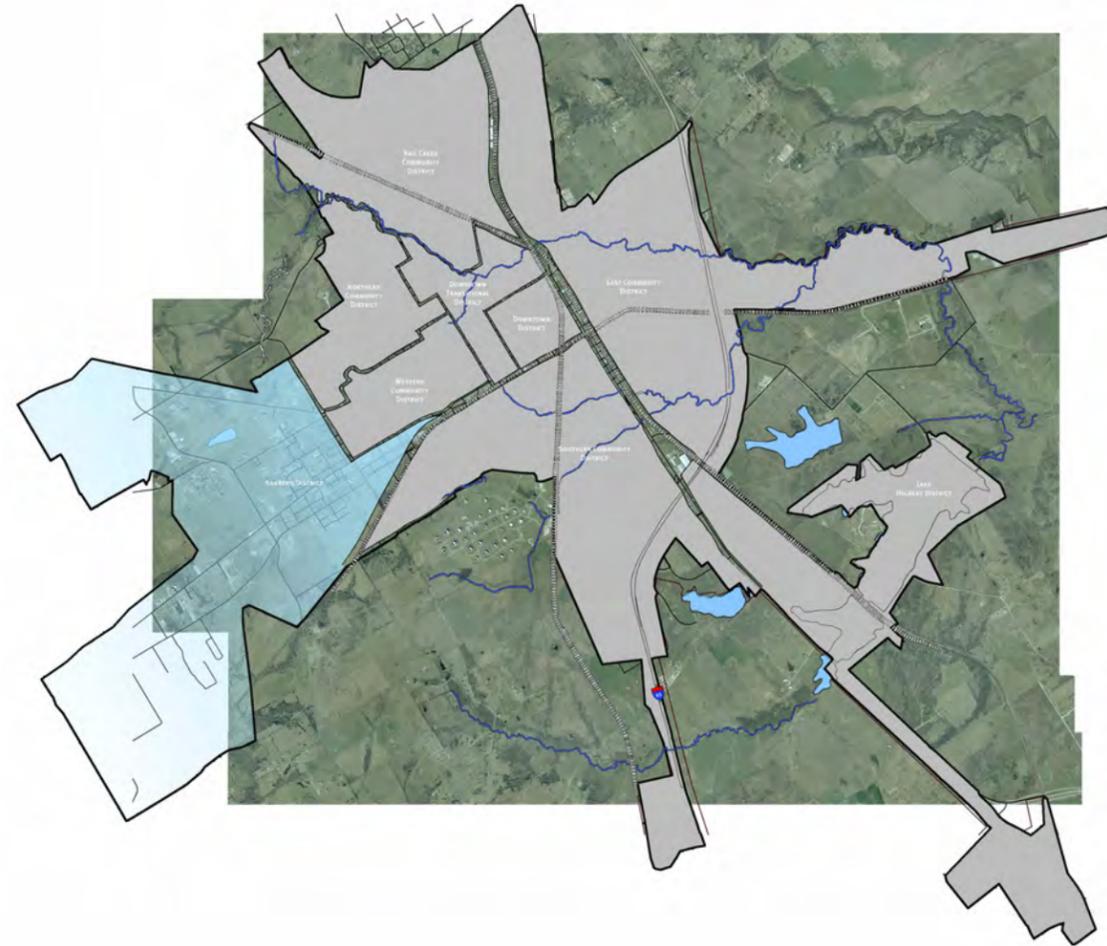
The Navarro District is the most specialized district of Corsicana because it physically connects Highway 31 and Highway 22 through a meaningful combination of specialized land use. This condition creates both a powerful synergy between the land uses and a natural link of the two most powerful form giving commercial corridors in Corsicana. Surrounding these two engines support related businesses have naturally allocated and confirmed the specialized land use vocation of this district. Retail and hospitality supporting the College Campuses and Regional Hospital have concentrated a value gradient and development opportunities.

Therefore, a plan for Corsicana must view this District as a development pole that evolves to become the center of gravity for new development as the west bound development of Corsicana continues.

Inner streets and connectors of the two campuses and Highways seem to have occurred spontaneously and with no planned form, which is why people use both campuses (Hospital & College) to cross from 22 to 31 and vice versa.

Therefore, a north-south and west-east spine must be identified by the plan to organize and facilitate vehicular transit that will allow value generation transit and fluent transit to and from this district.

This district is becoming one of regional status and influence and is the most powerful



development attractor in the city.

Therefore, a plan for Corsicana must consider the designation of a thoroughfare easement to generate a loop from I-45 surrounding this district to facilitate the access from the southern communities and townships to this regional pole.

I. DISTRICT 9: THE LAKE HALBERT DISTRICT

In the southern reaches of Corsicana's corporate limits is area centered on the 603 acre Lake Halbert (built in 1921 as a reservoir for the City). Lake Halbert provides a portion of the City's water today but a persistent cloudy to muddy water condition has discouraged recreational development of any scale. The Lake has remained a local feature of natural interest, but not a development generator. Lack of development is most likely a result of four conditions:

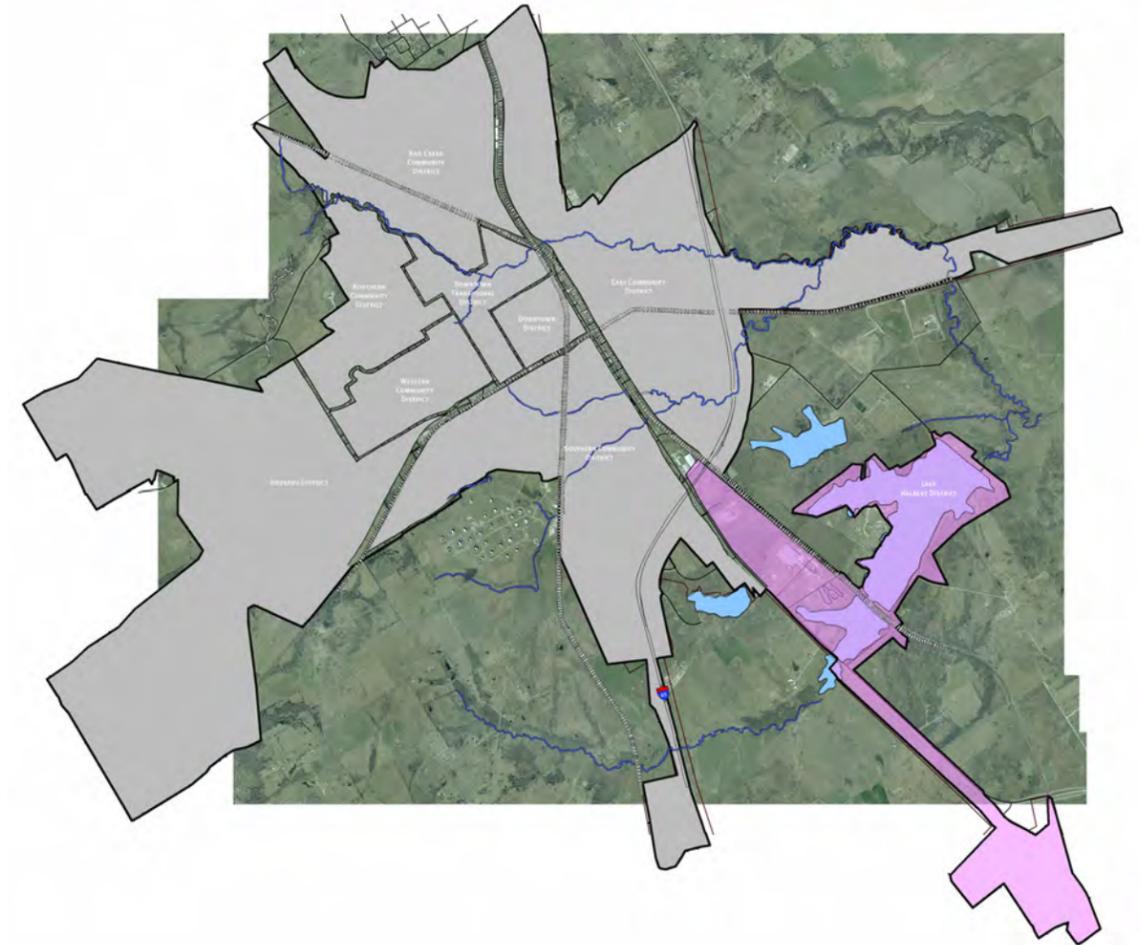
- Traditional development to the west and northwest. This was/ is the direction of upper and middle income housing (which typically defines the directional emphasis of residential expansion).
- The barriers imposed by Highway 31, industrialization of the Southern Community District, and a large expanse of tank farm/ industrial development south of T.A. Carroll Ave.
- The lake area lies east of Interstate 45, within a peninsula of land defined by two railroad tracks (the Chicago Rock Island and the old St. Louis Southwestern).
- The proximity of Lake Richland Chambers as a preferred location for recreation and lake communities.

Separated from the City by a zone of industrial development, isolated by rail lines (with trestles encroaching on the water body), and located on the wrong side of City growth, Lake Halbert never became a development generator. However, this Lake is a unique natural asset that falls under the complete jurisdiction of the City of Corsicana as does Halbert's sister lake, Lake Magnolia. Together these two water features provide considerable bank to accommodate residential development if the deterrents to development could be resolved.

Therefore, a plan for Corsicana must envision linkages between Lake Halbert and other areas of the City so that the Lake and its environs can be brought into the fabric of the community.

It is interesting to note that neither Lake Halbert nor Lake Magnolia receive their inflow from creeks or drainage ways flowing from the City. Creating further separation, this condition prevents the connection to the lakes via creek way trails and open spaces. It will be necessary to define connection between city and lake with roads and other forms of right of way. However, Post Oak Creek resides just east of the lake spillways and development in the vicinity of Jester Drive (and reaching toward the lakes) would allow easterly growth of Corsicana to follow the branches of Post Oak Creek just the way development in a westerly direction has.

Post Oak Creek could emerge as the new defining element of the City. That gives Corsicana a distinctive form for the next phases of its urban history. Making its way along the edge of early grid blocks (of the Eastern Community District), Post Oak Creek enters the subdivision pattern of the City at the Community Park.



If development east of Interstate 45 is attracted to Post Oak Creek in the same fashion as development west of 564, then Post Oak Creek will become the dominant organizing element of Corsicana (replacing the historic downtown core and its ability to extend the urban grid it generated). Consequently residential expansion along Post Oak Creek could eventually find its way to Lake Halbert and the environmental assets it can offer.

Therefore, a plan for Corsicana must anticipate development along the eastern reaches of Post Oak Creek and thereby the environs of Lake Halbert and serve such areas of development with a movement system that brings easterly development into the physical envelope of the City.

Immediately south and east of Lake Halbert, land topography becomes suddenly hilly and undulating. This dramatic change in the landscape offers an environment for residential development that is much richer than the typical Blackland Landscape west of the core. However, this property is not served with roadways and/ or utilities.

Therefore, a plan for Corsicana should explore the potential of making rich natural assets (such as the landscape south of Lake Halbert) available to development at key stages of City growth so that a diversity of housing choices is available to the marketplace.

ECONOMIC BASE ANALYSIS

Understanding what the key economic drivers for any city, county or region are can be a complicated process. Every community tells a story about itself and that story can indeed be represented by the economic data that is available or not. We have a wide array of data that is available at the state, Metropolitan Statistical Area (MSA), county, city, zip code and census block level. However, data has little or no meaning unless one can put it into some type of meaningful context. Figure 1 below is the context we are using to put meaning to the data that we have collected for the City of Corsicana and Navarro County, Texas. Notice there are three interlocked circles. Each circle represents a major concept that we believe to be crucial for a fuller understanding of the economic structure of any area of interest. It is the case that neither circle is more important than the other and they are interconnected.

Purpose deals with the underlying reason the region exists in an economic context. In the simplest of terms it is the answer to the following question: “What is it that we can produce more cheaply than other regions and sell for a profit?” Purpose changes over time but without a purpose the region will decline economically.

Place encompasses many issues but for our purposes deals with the characteristics of location in the broadest sense. This ranges from median age to educational attainment to a host of descriptive demographic variables. We could also ask the simple question of why would any industry stay at any given location. There are three possible answers to this question. First is the ability of the firm to share specialized inputs easily found at the location (place). Second, there may be advantages to both workers and firms that result from the extent and diversity of the local labor market. Finally, there may be advantages to firms because of their connections with other firms in the area. The connections are often referred to as knowledge spillovers that occur because of the location.

Finally, proximity addresses the issues associated with the regions location within the broader economic and geographic landscape. What are the influences brought to bear on the city or county by its proximity to other economic regions?

Collectively we refer to these concepts as the “three P’s.” These three forces work together to create two major sources of sustainable and competitive advantage. Competitive advantage refers to the relative ability of the city or region to produce higher quality goods and services at a lower price than other regions and ultimately sell for a profit. There are two sources of such advantage:

1. From within and by using the people, places, and businesses located within the region,
2. Exporting the productive activities of local residents and business to the rest of the world.

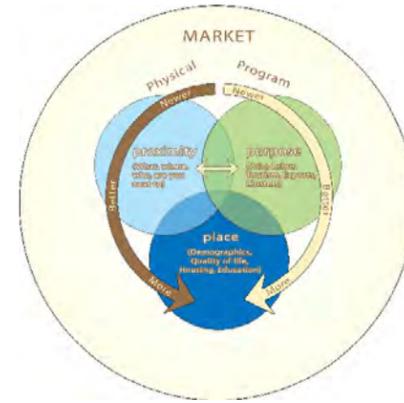
But attaining a competitive advantage without being able to maintain it is not an effective

strategy. We believe there are four keys to sustaining a competitive advantage once obtained. These keys are:

1. A higher quality workforce
2. Superior public infrastructure
3. Better public services
4. Linking development with neighborhood needs.

Figure 1 below shows the key relationships within our three P’s framework. Notice the interconnections between each circle and the road systems that support those interconnections.

Figure 1.



We begin our study of Navarro County and the City of Corsicana with a general demographic profile. We classify the county using three demographic profiles obtained from ESRI Demographics. These profiles relate the county to national demographic profiles and give us one way to classify county residents relative to national characteristics. There are three dominate profiles for the county:

- **Midland Crowd:** This is the largest market segment nationally. Median age is 36 years with family size of 3.1. Median household income is \$47,000 which is below national levels. This group often lives in rural areas and are big do-it-yourselfers who enjoy fishing and hunting as well as country music.
- **Simple Living:** The median age of this market is 40 years old with a high proportion over 75 years old with many relying on Social Security income. The majority rent apartments in multi-unit buildings. They stay fit by walking, swimming and playing golf.
- **Southwestern Families:** This group includes families who are the bedrock of the Hispanic culture in Texas. Median home values are \$50,700 with over 60% owning their own home. This group is young with a median age of 28 and median household income of \$28,500. The presence of children in the home dictates many household choices.

Figures 2a and 2b show our near term forecasts for population change for both the city and the county. Our forecasts are obtained by weighting the population growth from 1990 to 2000 with the population growth from 2000 to 2004. We expect city and county

population trends to be very similar. As both figures 2a and 2b show we expect a mildly accelerated growth trend to begin after 2010. This is a slightly stronger growth pattern that we have witnessed during the first five years of this millennium. The big uncertainty in our near term population projections would be the impact of any under counted groups. To the extent that the county and city are destinations for large numbers of undocumented workers then our population projections would be understated. It should also be noted that these projections are based upon past trends continuing under some very modest growth assumptions. We have not taken into consideration any aggressive development plans the city or county may implement.

Figure 2a

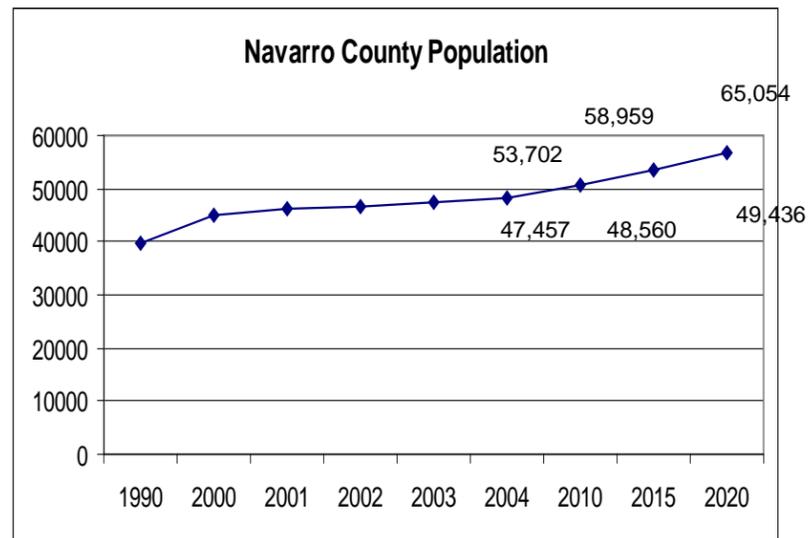
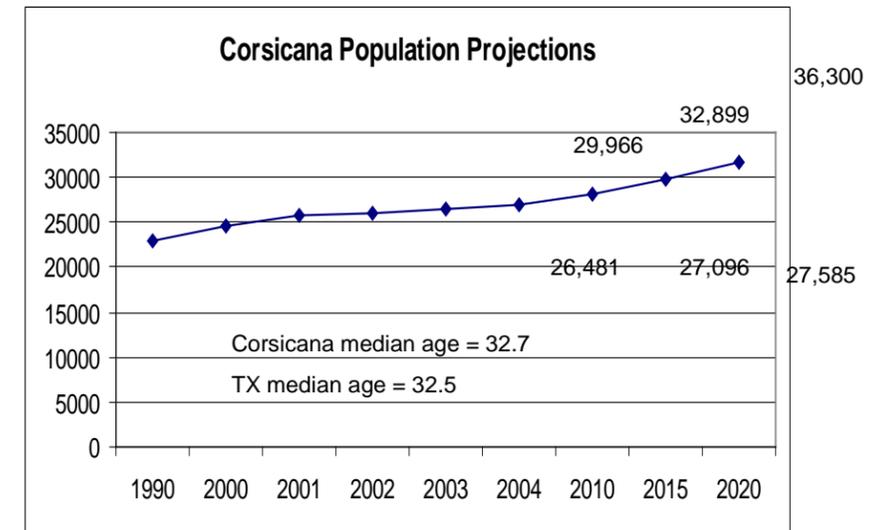


Figure 2b
Median HH size = 2.77



A. PROXIMITY

Simply put proximity refers to where and next to whom the city or region is located. This proximity matters since we must consider the issue of the “magnitudes” or “gravity” of place and thus proximity to place. Despite globalization, it is the case that interregional trade still primarily occurs between regions that are in close proximity to each other. One city or region located within easy driving distance of another larger dominating city or region could easily be swamped by the sheer size or gravity of the larger city or region. When considering proximity to Navarro County one naturally considers the role of Dallas, Houston and the I-45 corridor. While Corsicana is closer to Dallas we consider the impact of both Houston and Dallas on the county.

Figures 3a and 3b detail the major employment clusters of each of these major regional anchors.

Figure 3a Dallas Employment Clusters 2002

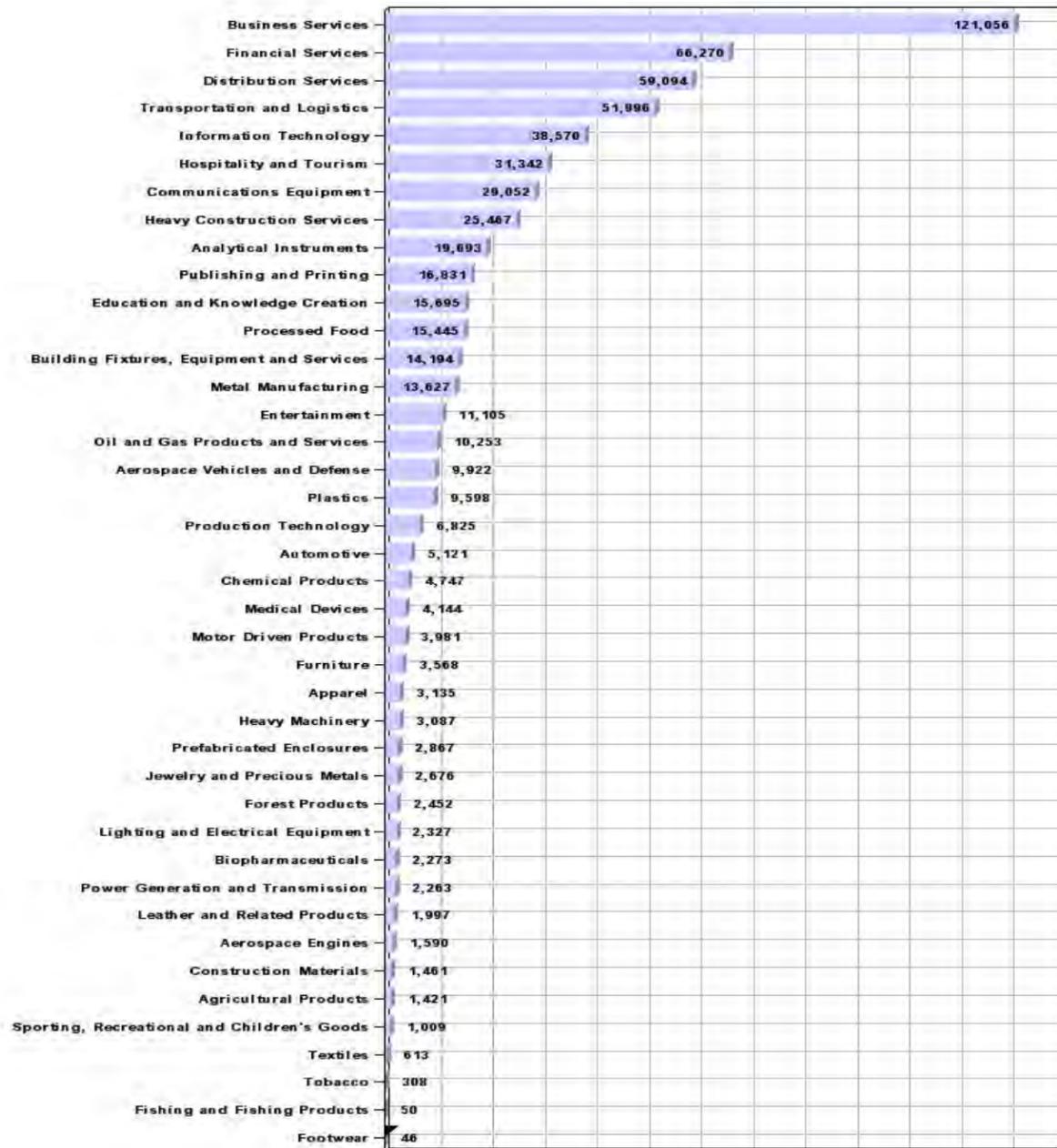
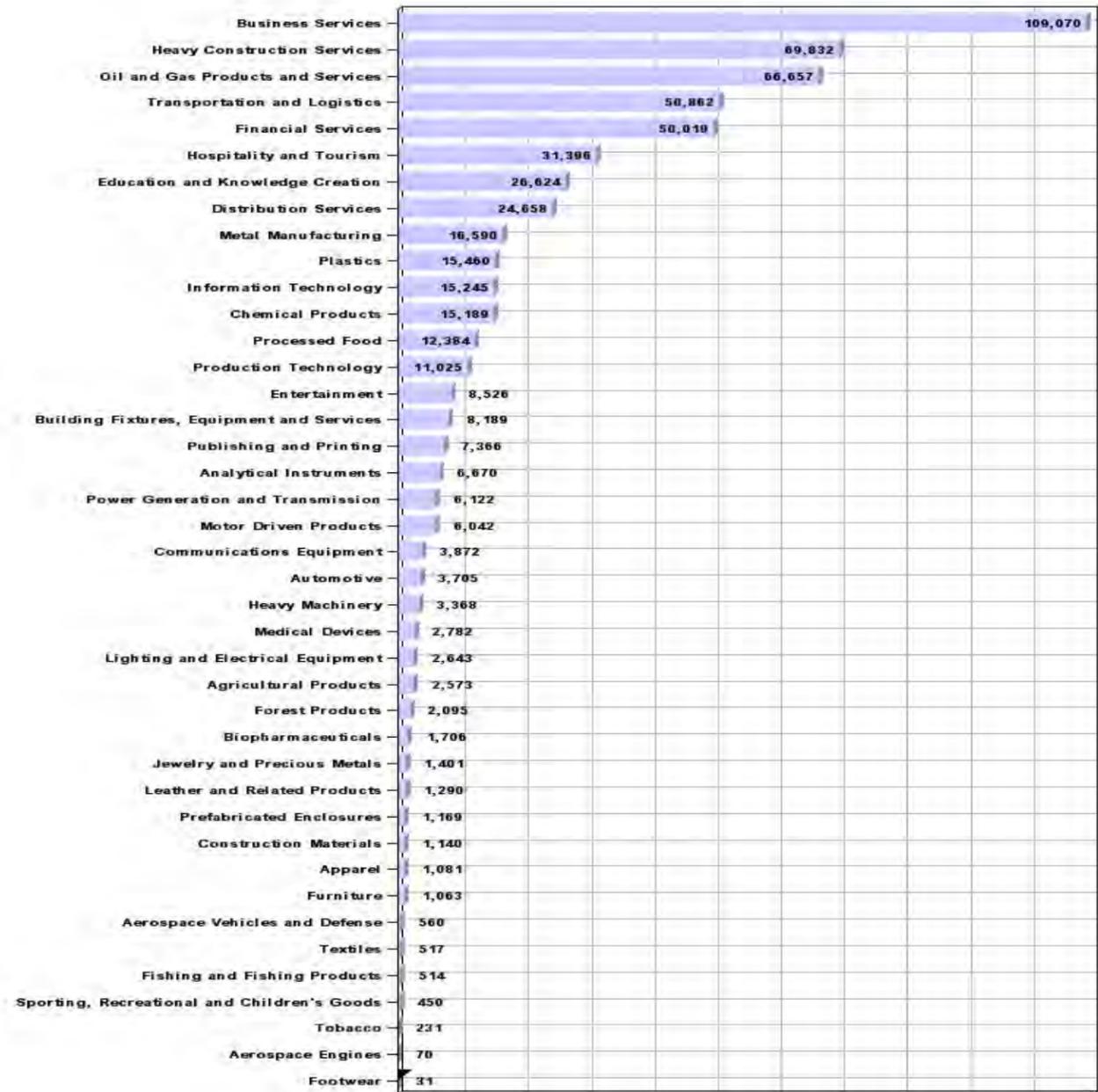


Figure 3b Houston Employment Clusters 2002



When making meaningful comparisons of employment we need to consider three types of clusters or groups of employment and/or firms. The first group is referred to as “traded clusters.” For traded clusters there is a significant portion of the output of these firms shipped beyond the borders of the city or region. Next we consider what are referred to as “local clusters.” Local clusters sell the majority of their output within the city or region. Finally, we consider what are called “resource clusters.” Such firms are located in a region because of natural resource considerations. Oil refineries are the example

that comes to mind. We will only examine the traded and local clusters for Houston and Dallas.

While both cities are dominated by employment in Business Services, Dallas's second largest cluster is Financial Services while Houston's is Heavy Construction. Houston's employment clusters reflect the importance of Oil/Gas and Chemicals while Dallas shows strength in Distribution, Information and Communication Equipment. Local clusters of Commercial Services and Real Estate dominate Dallas and Utilities and Local Industry dominate Houston.

There is a troubling reality for both the county and the city as they ponder the significance of these two major urban areas which are in fairly close proximity to them. Recent labor market research by the Federal Reserve Bank of St. Louis suggests that growing wage differentials within industry categories is primarily driven by skill based technology change (SBTC). What these researchers discovered is that jobs which require a college education and regular use of a computer are more highly paid than other jobs even within the same industry. This is a cautionary tale since simply attracting a new industry may not bring higher paying jobs associated with that industry. While Navarro County does have a Junior College, educational attainment of the workforce is problematical suggesting that SBTC type jobs may not be easily attracted to the area.

Therefore, Navarro County and the City of Corsicana are located within "reasonable" proximity to two major metropolitan statistical areas: Dallas and Houston. Dallas and Houston exhibit similarities in both their traded and local clusters, however there is enough difference to warrant thoughtful consideration of the linkages. While both cities are dominated by Business Services, Houston reflects a distinct Oil/Gas and Chemical structure while Dallas reflects an Information and Communication manufacturing form. Certainly the decline of the high technology sectors has hurt the Dallas economy and it has been slow to recover. Houston has seen Chemical clusters suffer under stiff international competition and changing production technologies. Both Dallas and Houston have seen significant employment growth in the Business Services sector. Houston enjoyed growth in Oil/Gas, Transportation and Financial while Dallas has seen job growth in Distribution, Information and Financial traded clusters. Low levels of educational attainment risk continued lower than average levels of wage growth for the region and the city.

B. PLACE

Place refers to the economic, demographic, and quality of life forces that are currently at work within a community or region. Recall that from figures 2a and 2b that we expect a 2010 city population of just over 28,000 and a county population of just over 50,000. We expect the highest population growth in the Census Block Groups lying between Business 45 and I-45. Further we expect modest growth within a one mile radius of the

city center. Seventy percent of all families have a median income below \$50,000 with state median family income at nearly \$53,000 and national at \$58,000. Educational attainment is problematical with significant numbers with less than or only a high school education.

Payroll per employee since 1990 has clustered in three distinct groupings. Group 1 represents the highest paid workers and includes only the real estate sector. Group 2 is the middle range and includes transportation/warehousing, construction, finance and insurance, wholesale trade, professional/scientific/technical, retail, health, and manufacturing. The third and lowest group includes accommodation/food service and administration and support.

The unemployment rate for both the city and the county regularly lies above both that of the state and the nation. For most of 2000 to 2004 the county unemployment rate has hovered around 6.7%. Using 1990 as the base year for our comparison, 2003 saw two sectors enjoying significant percentage increases in wages and they were wholesale trade and retail. Annual changes in employment by industry type have been flat for most of the last 15 years with the exception of manufacturing and construction. Accommodation and food service, finance and professional/scientific/technical seem to be enjoying a slight upturn since 2003. Transportation and warehousing saw a significant employment jump in 2003.

It certainly is the case that annual increases in all industry payroll has been positive. However, local wage increases when compared to state levels suggest local workers have continually been paid less than their state wide colleagues. Figure 4 makes this point rather dramatically. Note that using 1990 as a base year the county continues to post rising changes in payroll per employee. However it is also clear that what pay increases have been gained by county workers fall below levels for those workers at the state.

Figure 4a.

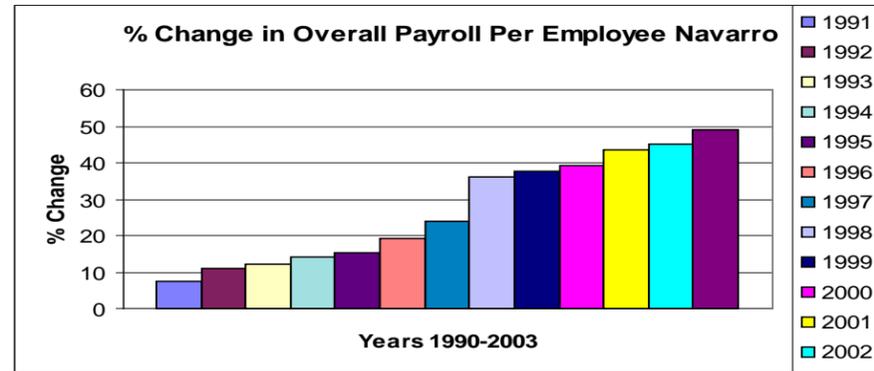
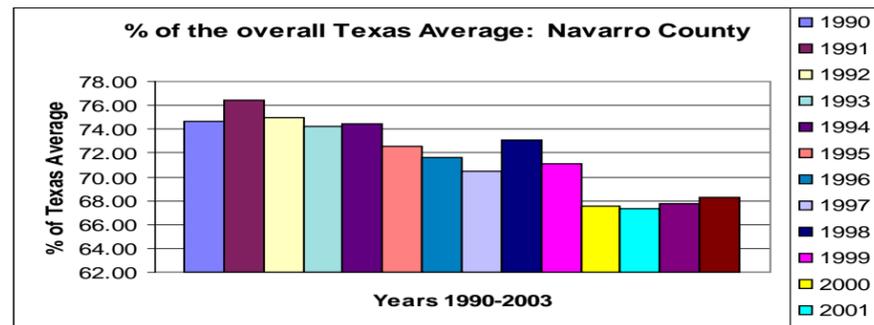


Figure 4b.

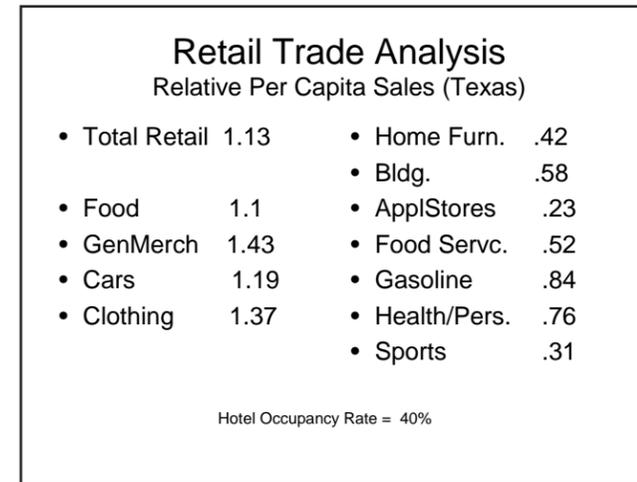


Retail trade at the local and city level is crucial. For example, at the national level spending by all consumers accounts for 70% of the Gross Domestic Product (GDP), the value of all final goods and services produced within one year. Retail sales plays a similar role at the city or regional level. Figure 5 details some very interesting information about county spending patterns. There is no single variable we can examine which gives us a complete picture of local retail trade patterns. In what follows we rely on three major analytical tools: Buying Power Index (BPI), Quality Index (QI), and Relative Per Capita Sales (RPCS).

Local per capita retail spending in a given sector when compared to the same spending at the state provides us a comparative measure we call retail per capita spending (RPCS). Making this calculation using total retail spending for the city we learned local total spending was 13% above state levels. This is a somewhat surprising result given the lower county and city educational attainment and median family and per capita income figures below those of the state. One may argue comparing the county or city with the state is not a reasonable comparison, but it is the one we have chosen to make. In order to better understand these results we also calculated the RPCS for eleven major retail categories. Figure 5 details our findings. Only four of the eleven sales categories are above state level norms with seven remaining major retail categories well below state norms. This could be explained by the fact the I-45 cuts through the county and city. We have also calculated the Buying Power Index (BPI). This index is widely used in retail trade analysis and is a weighted sum of population, spending and market size variables. The number itself is often difficult to interpret and its most important use is in predicting sales volumes. We used the BPI to forecast what retail sales would be within the city if city residents were spending locally what state residents spent. We estimated a spending level that should have occurred at \$317,208,610 compared

to the just over \$389,117,305. Therefore the city could gain an additional \$72,509,695 in retail sales as the result of I-45. Figure 5 details this information.

Figure 5.



Therefore, Navarro county and the City of Corsicana have seen modest population growth trends in the recent past. Our current estimates are that these trends are likely to continue with a slight increase. The average age and educational levels of the county and city are slightly above and below state norms respectively. Employment in the major traded regional clusters has seen modest job gains through 2003. While wage growth in major employment categories has been positive for the most recent past, it is below state level benchmarks. Retail trade patterns suggest overall spending levels above the state level benchmark with 19% of city retail spending coming from non-residents. This is most likely due to I-45 traffic. Seven of the eleven monitored sectors, however, are significantly below state wide norms.

C. PURPOSE

The purpose of a city or region can be identified by looking at the clusters of firms and employment within that community or region. We have used the method referred to as location coefficients to identify such clusters. Thus a location coefficient (LQ) of greater than 1.0 (the benchmark and in this case the state) would indicate a concentration of employment or establishments greater than the state and lower than 1.0 just the opposite. A LQ greater than 2.0 is often an indicator of that cluster being what we call a “traded” cluster. This matters since another way to think of the purpose of a city or region is to be able to export goods and services and import money. We begin our study by looking only at the number of establishments within the city.

Figures 6a and 6b below detail the distribution of establishments and employment within the city. Retail dominates the number of establishments with 22%. The major sub-sectors are gasoline stations, vehicles/repair, clothing and accessories, general

merchandise stores, and miscellaneous retail. The health sector represents 9% of total establishments, accommodation with 8% and manufacturing with 6%.

When we examine employment, however, a slightly different picture emerges. Manufacturing dominates the local economy with 22% of all employment. The largest categories within this sector are business printing (11%), plastics (13%), metal (13%) and miscellaneous (15%). Education accounts for 21% of employment and retail 13%.

Figure 6a

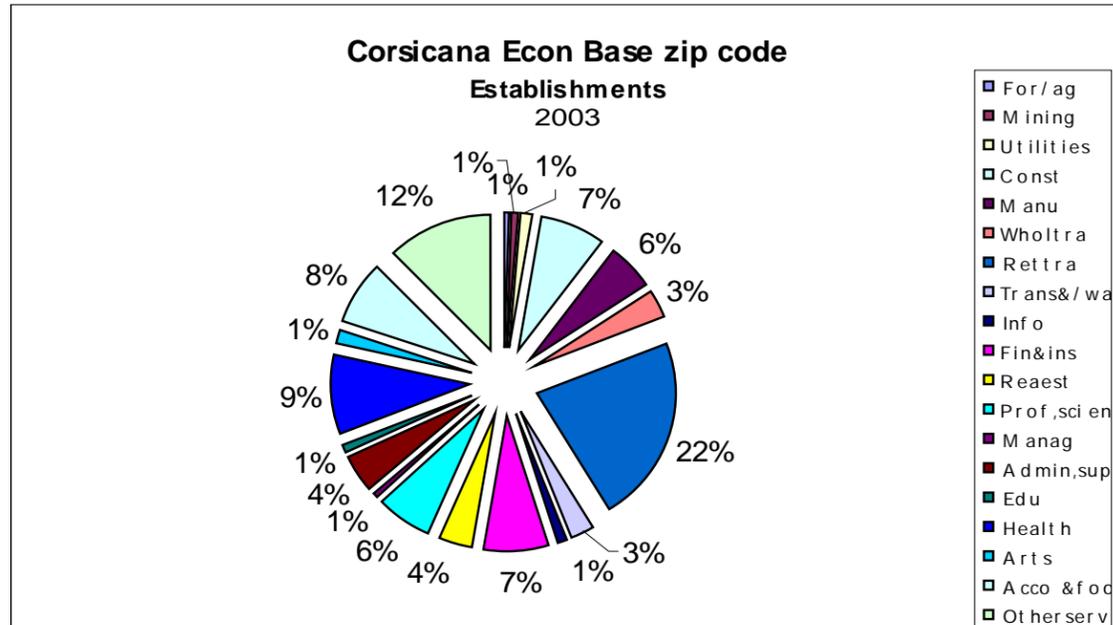
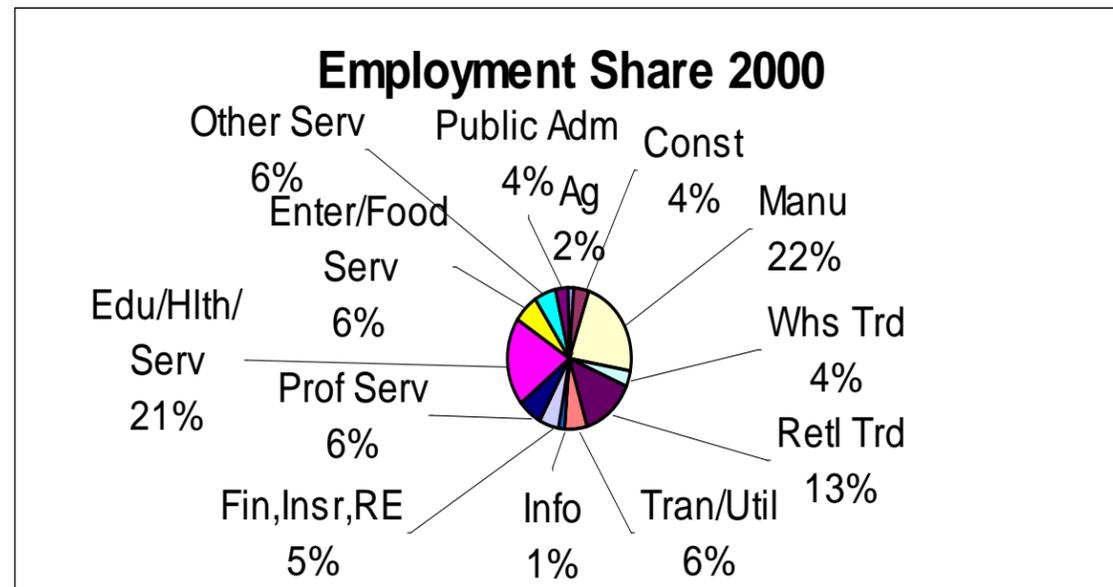


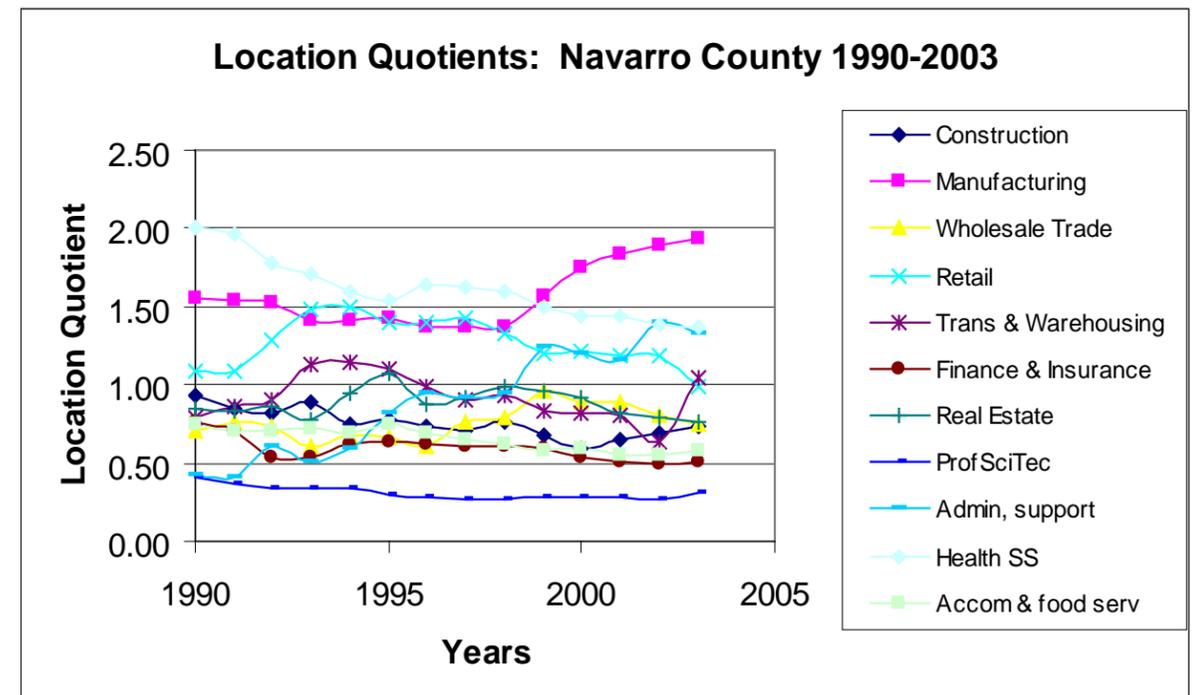
Figure 6b



We may now turn our attention to the location coefficients we have generated for the city. Figure 7 below shows our calculations. Location coefficients are a way to compare local employment with a larger area, in our case the state of Texas. Thus we simply calculate local employment in a given sector as a fraction of state employment in that same sector. When this number is greater than 1.0 the local area has more employment in this sector than the state. The obvious question now is what does this mean. We assume that if the local sector employs more workers than the same sector at the state, then there can only be one explanation: that sector is a traded sector. Put another way, the sector exports its goods and services out of the city or county and imports money. This is often called a “basic” sector. We will refer to these sectors as “traded” outside of city or region. Notice we have calculated the location coefficients (LQ’s) from 1990 to the present to give us a sense of any changes that may have occurred. Two observations are most apparent:

1. All location coefficients have not changed much over time and all but four are below 1.0.
2. The location coefficient for manufacturing dominates but health, retail, and administration support are above 1.0.

Figure 7



This warrants further analysis. When we examine in more detail the LQ’s for the manufacturing sector some very interesting facts emerge. These facts are detailed in the Figures 8 & 9. Of particular interest is the dominance of the food sector, iron foundries and mattress manufacturing.

Education/Health/Social Services accounts for 21% of total employment. As Figure 8 details employment is dominated by a general hospital, a junior college, nursing care facilities with the remainder being with doctors and dentists offices.

Figure 8

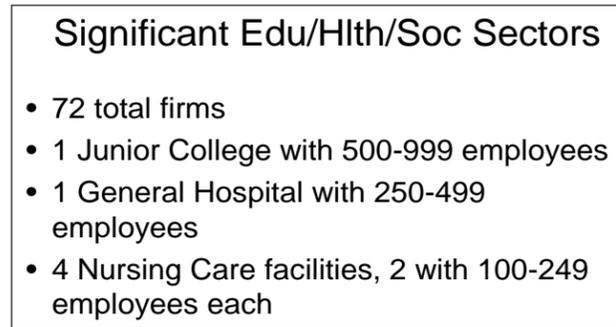
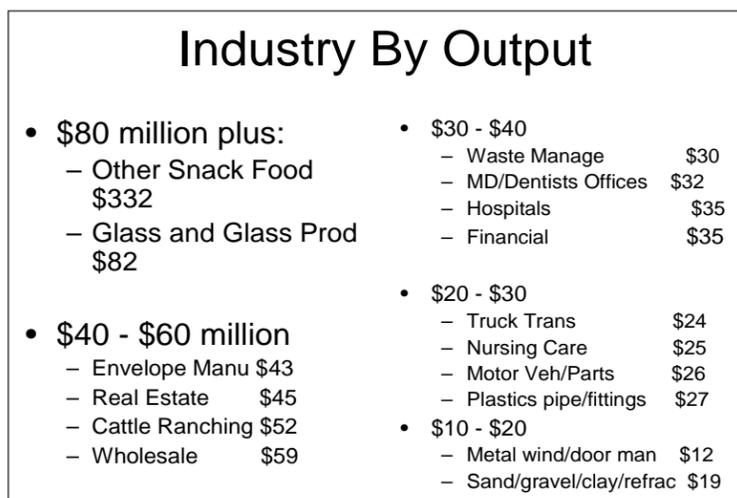


Figure 9



Finally it should be noted that when we examine Figure 9 which details county output by dollar volume we gain a further insight into the county traded sectors. It is clear that two types of manufacturing firms represent high dollar traded sectors and they are Other Snack Food and Glass and Glass Production. Further, envelope manufacturing is also a significant traded sector. Certainly, from Figure 9 the cluster of traded sectors which includes sand/gravel/clay/refractories and glass and glass production account for over a \$100 million in production but other snack food accounts for \$332 million.

Tourism, while not a major Corsicana sector is benefited by the I-45 corridor. The movement of these travelers along I-45 could represent a significant source of visitors to the city and county already accounting for 19% of total retail trade. Efforts to capture more of these travelers will bring positive results. However, hotel occupancy rates have hovered around the 40% mark for the last ten years with no upward consistent trend.

Summary and Conclusions:

- **Low levels of educational attainment will continue to limit wage growth and economic base expansion.**
- **Retail trade study and focus is warranted.**
- **Efforts to develop and “import substitution strategy” could enhance the economic base.**
- **Houston and Dallas represent different markets and could be used to expand economic base.**
- **While county and city wage growth have been positive they have lagged same sectors at the state level.**
- **While retail represents largest number of establishments, employment is highest in manufacturing with snack foods and glass being the highest dollar output industries.**

SYSTEMS ANALYSIS

INTRODUCTION

As Corsicana progresses into the 21st century, it will become increasingly critical to manage its infrastructure. The planned management of the fortitude of its physical systems including roadways, drainage, water, and wastewater will vastly impact the quality of life that the City of Corsicana may be able to offer its citizens in the future. Population and development growth patterns will influence the design of future system expansions and extensions. Therefore, the physical systems (thoroughfares, water, wastewater, storm water management) of the City of Corsicana have been assessed with regard to their suitability to sustain and attract future growth. This assessment is based on review of existing records, drawings, codes, studies and plans, as well as site visits.

The following assesses roadways, drainage, water, and wastewater systems within the City of Corsicana.

A. ROADWAYS

The City of Corsicana roadway network includes city streets, state highways, county roads and federal highways. The existing conditions of the state and federal roads are generally better than the City streets. Key to the deterioration of the City streets is the lack of enclosed storm sewer systems and the dependence on the streets to convey the storm water flow to low points at the cross drainage structures. The City has implemented an annual Street Reconstruction Program. Amounts budgeted for the 2004/2005 was \$ 199,900 and for 2005/2006 is \$ 249,553.

Therefore, a more comprehensive street reconstruction program should only be considered after drainage priorities have been addressed.

B. DRAINAGE

The drainage system is the physical system that poses the most threat of danger to the public. Past floods have claimed lives. A network of natural creeks and open ditches drains Corsicana's storm water. The major creeks within the City of Corsicana are part of the Chambers Creek Watershed. The City's storm water runoff drains to Chambers Creek via a network of tributaries. Among these tributaries are Post Oak Creek, nine tributaries of Post Oak Creek, Mesquite Branch which confluences with Post Oak Creek, and Town Branch, which diverges from Mesquite Branch.

Post Oak Creek traverses the City in a mostly east west direction thru the northern portion of the City with the upstream end being on the northwest side of the City. Various

reaches have been altered along its banks. There is evidence of some clear cutting of vegetation along the banks, mostly along the mid-reach, more or less west of I-45 and east of Community Park. The lower reaches, east of I-45 remain largely in its natural conditions. The upper reaches, west of Community Park have a relative natural appearance, however, residential development has closely encroached on its banks. As many as nine tributaries branch off Post Oak Creek in a generally north south direction between I-45 and the western city limits. In the absence of an enclosed storm sewer system within the Post Oak Creek drainage basin, these tributaries are vital to the management of storm water runoff.

Mesquite Branch has its confluence with Post Oak Creek north of Highway 31 and east of I-45. It meanders upstream in a southwesterly direction flowing under Highway 31, Union Pacific Railroad on the east side of the City, I-45, Highway 287, Business 45, and the Union Pacific Railroad on the south side of the City. Mesquite Branch appears in its natural condition from its confluence with Post Oak Creek to that area between I-45 and Highway 287. From just downstream of Highway 287 to just upstream of Business 45 there is evidence of clearing of vegetation along the banks of Mesquite Branch. It is in this area where the delineated 100- year flood plain of Mesquite Branch overlaps with the 100-year flood plain of Town Branch to its north.

Town Branch confluences with Mesquite Branch between Highway 287 and Business 45, and continues upstream in a northwesterly direction and terminates just south of 7th Avenue. The Town Branch 100-year flood plain encompasses some homes. Its reaches vary from natural state to modified clear over banks in some areas, and encroaching development in others. Town Branch poses some aesthetic challenges, particularly in that reach between 14th Street and 9th Avenue.

Therefore, Distinct management plans should be developed for each major creek to enhance their flood conveyance, restoration of natural appearance and improvement of overall aesthetics.

The City of Corsicana has had two recent major proceedings with regard to drainage, the updating of the Federal Emergency Management Agency (FEMA) maps and the adoption of Ordinance No 2435, hereinafter referred to as the Flood Plain Ordinance, which updates the local regulations designed to minimize flood losses.

FEMA's Flood Insurance Rate Maps (FIRM) are based on as built conditions and will never reflect flood plain impacts attributed to increased runoff due to increased imperviousness that future development will bring. FEMA FIRMs establish flood hazard areas that have a 1% chance of flooding in any one year, commonly known as the 100-year flood or the 100-year flood plain or simply the base flood or flood plain, based on existing conditions. The flood hazard areas may be classified by zone designations, among them, but not limited to:

- Zone A -No base flood elevations determined.
- Zone AE -Base flood elevations determined.

- Zone AH -Flood depths of 1 to 3 feet (usually ponding) and base elevations determined.
- Zone AO -Flood depths of 1 to 3 feet (usually sheet flow on sloping terrain) with average depths determined. Alluvial fan flooding and velocities also determined.

The Flood Plain Ordinance establishes, within the City of Corsicana, methods for reducing flood losses by restricting uses of flood plain space, controlling alteration of natural floodplains and controlling of filling, grading and development.

Therefore, a study should be conducted to evaluate the impacts that built out conditions, including those areas beyond the city limits, may have on flood plains and to develop additional regulations, jointly with neighboring jurisdictions, that will assure no adverse impacts.

Typical existing conditions of cross drainage structures along the major creeks at City roadways are generally poor. The structures vary from steel pipe culverts with no headwalls to bridges with non standard or substandard bridge railing. Erosion and overtopping are occurring at many roadway creek crossings. The probable cause is undersized hydraulic openings at the cross drainage structures. Exacerbating the problem are utilities crossing the creeks in parallel with the roads either aerially or underground but exposed by erosion caused by high velocity flows. The City of Corsicana has very few enclosed storm sewer systems, making the creeks the backbone of the City's drainage system. Adequate cross drainage structures will directly preserve the integrity of the creeks, roadways, and utilities, as well as the public and private investment in infrastructure.

Therefore, the priorities should be placed on Capital Improvement Projects that improve cross drainage structures at the major creeks and Development of a Utility Management Plan.

C. WATER

The City of Corsicana water supply sources include Lake Halbert since 1924 and Navarro Mills Reservoir since 1967. In the future the Richland Chambers Reservoir and Post Oak/Navarro Mills will also be sources. Currently the water is treated at the Lake Halbert Water Treatment Plant that has a capacity of 4 million gallons per day (MGD) and Navarro Mills Reservoir that has a capacity of 20 MGD. Water rights available from water supply sources are as follows:

- Lake Halbert 4,000 AC-FT/YR (yields only 1,344 AC-FT/YR)
- Navarro Mills Reservoir 17,460 AC-FT/YR
- Richland Chambers Reservoir 13,650 AC-FT/YR
- Post Oak/Navarro Mills 353 AC-FT/YR

The treated water is transported into a network of storage tanks via a pipeline transmission system. The water is then dispersed on a looped distribution system contained in a single pressure plane. Storage tanks include:

- 0.4 million gallons- 1928 elevated tank at 19th Street and 5th Avenue
- 0.5 million gallons- 1954 elevated tank at Thompson Avenue at Corsicana Street
- 0.75 million gallons- 1954 elevated tank at 40th Street and West 4th Avenue
- 1.0 million gallons- 2002 elevated tank on Highway 31
- 2.0 million gallons- ground storage tank at Highway 31 Booster Pump
- 4.0 million gallons- 1954 ground storage tank at the south end of 12th Street

The City of Corsicana developed a Water Conservation Plan in 1997 to achieve a minimum overall per capita reduction in water use of 5% and to lower unaccounted water losses in the City's water distribution system. The 1997 Water Conservation Plan elements include:

- Public Education and Information Program
- Water Conservation Plumbing Code
- Water Conservation Rate Structure
- Universal Metering and Meter Repair/Replacement Program
- Water Conserving Landscaping
- Water Audits and Leak Detection
- Recycling and Reuse
- Plan Implementation and Enforcement

In 1997 the City of Corsicana developed an Emergency Water Demand Management Plan that lays out drought contingency measures to restrict water use during drought or emergency conditions. The measures vary depending on the severity of the drought or emergency. The following are the 1997 Emergency Water Demand Management Plan-Trigger Conditions:

- Mild drought- average daily water use equals or exceeds 85% of City's treatment capacity for seven consecutive days.
- Moderate drought- average daily use equals or exceeds 95% of City's treatment capacity for seven consecutive days.
- Severe drought- water surface at Navarro Mills Reservoir recedes to 419 feet above mean sea level.
- Critical emergency- catastrophic failure in the City's raw water sources, treatment, storage, distribution system or potable water supply is not suitable for human consumption.

Future water needs are directly linked to population growth projections and large-scale water systems must be planned and roll out with long range planning when growth is expected. The population of Corsicana was cyclical during its initial 82 years, growing to over 9,000 in its first 52 years from when it was established in 1848, then swelling to

approximately more than 28,000 circa 1923 during the Powell Oil Boom, quickly shrinking to 11,300 by 1925, and increasing to a couple of hundred over 15,000 by 1930. Since then the population shifts have been less dramatic, more gradual, and generally increasing to its current population of approximately 25,175.

Therefore, with regional growth anticipation and the City of Corsicana not only supplying water to its citizens, but also to nineteen other water supply corporations, a regional long-range water plan should be developed.

D. WASTEWATER

The City of Corsicana has a wastewater collection system throughout the City. The wastewater lines vary in diameter size from six inches to thirty inches. The wastewater collection system also includes sixteen lift stations. The collected wastewater is delivered to two wastewater treatment plants, Wastewater Treatment Plant # 2 and the McKinney Creek Over Land Flow Plant. The plants are located south of Highway 31 off of Jester Drive on the east side of the City. The City does not currently provide wastewater collection or treatment outside its corporate limits.

Since the early 1900's, the site of wastewater treatment plants had been an area located on Post Oak Creek northeast of the Highway 31 and I-45 intersection. In the 1970's it was recommended that the plant located at that site be abandoned, thus, the nonexistence of Wastewater Plant # 1.

A 1.5 MGD Wastewater Treatment Plant # 2 was constructed in 1958. The current Wastewater Treatment Plant # 2, an activated sludge facility, has a capacity of 4.95 MGD. The McKinney Creek Over Land Flow facility consists of about 75 acres of vegetated terraces onto which wastewater is applied for treatment. The McKinney Creek Over Land Flow facility capacity is 1 MGD, giving the City of Corsicana a total capacity of 5.95 MGD. The effluent from both the Wastewater Treatment Plant # 2 and the McKinney Creek Over Land Flow Plant is chlorinated/de-chlorinated and then discharged into Post Oak Creek.

The wastewater maximum daily use is 5.1 MGD and the average daily use is 3 MGD.

Therefore, the City should plan for additional wastewater treatment capacity to accommodate future growth.

PART TWO: THE PLANNING PROCESS

THE CITIZEN PROCESS

An effective Comprehensive Plan will reflect the heart of the city for which it is formed, while instilling a sense of order that is both natural and complementary. For this reason, public participation plays a vital role in the development process, and implementation of the Plan will depend heavily upon community ownership. Development of a Master Plan is a collaborative effort that includes finding and creating leadership among the citizens of the city, facilitating meaningful discussions about community vision, and sharing knowledge and insights gathered over time.

Public involvement is an extensive and inclusive process that passes through several phases before a Plan can be adopted. Participants include residents, property owners, local businesses, elected officials, town staff, and other consultants to the City of Corsicana. Because public participation draws together such a diverse cross-section of the community, the following initiatives were included:

- **Open Process:** a three-workshop procedure, open to participation by residents and property owners of the City of Corsicana, executed under the leadership of a “Core Group.” The Core Group served as the mobilizing and energizing force for community participation. These representatives coordinated group discussions, documented points of consensus, and kept the Town Council/Economic Development Committee informed.
- **Special Target Group Sessions:** A series of discussions with special interest groups which may be under-represented by the City as a whole. These discussions were conducted as an open forum. Smaller work sessions were conducted whenever a particular group expressed concerns about being duly heard.
- **Staff and City Consultants Workshops:** Special workshops with city staff and various other consultants for the City of Corsicana were conducted to ensure that all recommendations received from participatory processes properly addressed zoning and infrastructure commitments made by the City.
- **Council Administered Public Hearings:** The City Council conducted several public hearings in an effort to allow dissenting and confirming viewpoints to be aired and discussed.
- **Jurisdictional Interface:** In an effort to fully evaluate the feasibility of the recommendations put forward during this process, community representatives met with jurisdictions whose cooperation would be essential to the implementation of the proposed recommendations. The jurisdictional representatives were given opportunity to comment on the recommendations and provide insights regarding approaches to implementation. Community representatives also met with the local district office of TxDOT and the North Central Texas Council of Governments.

The Master Plan Committee

A city is only truly known by those who live within it. Outside observations, however, can provide an unbiased perspective when substantiated by experience and theoretical knowledge. Therefore, the planning matrix was implemented to combine these two sources of information, providing a rational, planning process for the future of Corsicana. Volunteers serving on the Master Plan committee guided various discussion groups, serving as leaders and facilitators. They also received information from “expert citizens” for assigned districts.

The team of facilitators that volunteered their leadership time and commitment were:

List of facilitators.

A. WORKSHOP #1: GOALS AND OBJECTIVES

This workshop was the first of three public meetings in which the development of the Corsicana Comprehensive Plan was charted. This workshop provided an opportunity for the people of Corsicana to review and discuss various assessments of planning issues put forth by the Consultant team. Following a slide show presentation of these assessments, residents, landowners, and stakeholders in attendance were gathered into nine smaller discussion groups (according to their district of interest) to focus on a set of issues associated with one of the nine geographically defined Form Districts within the City of Corsicana.

These Form Districts are:

- The Downtown District
- The Downtown Transitional District
- The East Community District
- The Southern Community District
- The Western Community District
- The Northern Community District
- The Rail/ Creek and Rail/ Rail Community District
- The Navarro District
- The Lake Halbert District

The Form Districts provide a framework for workshop participants to view and consider planning issues related to a particular set of environmental and socioeconomic conditions. In so doing, participants in each discussion group have opportunity to affirm, augment, challenge, or add to these issues. Comments were documented by consultants and citizens alike, and the dialogue from these group sessions was presented to the reassembled body of workshop participants so that further evaluation and comment could be incorporated. A final set of notes reflects this last stage of deliberation

and completes the basis for establishing goals and objectives that will guide further development of the Corsicana Comprehensive Development Plan.

The process of translating group values and concerns into goal statements includes four methodological tests:

1. Repetition: As various words and ideas are repeated from one group to another, common concerns and aspirations are discovered. For example, each of the four discussion groups expressed a desire to protect elements of the natural landscape, including mesas, ridgelines and washes.
2. Themes: Discussion groups often share common concerns about different aspects of a single issue. This reflects a collective consciousness within the community underlying each of these concerns. For example, several groups expressed a desire to resolve conditions imposed by the growing presence of Interstate 45 and the development it attracts. Therefore, concerns over traffic congestion at the underpass and need for an inner loop is rephrased as a cross-Interstate mobility/ connectivity goal.
3. Input Indicator: Certain concerns expressed by participants pertain to an economic or quality of life outcome. For example, much is said about low to moderate income housing and the need to retain a resident workforce. While these are important goals, they also suggest the need for a multi-level economic strategy that would attract employment to Corsicana.
4. Output Indicator: Other concerns revealed in discussion groups served as planning initiatives from which goal statements could be extracted. For example, much was said about “walkable” commercial areas. Attaining such a quality in commercial areas involves aesthetic quality, mitigation of vehicular encroachment, and pedestrian-friendly environments. Therefore, this single concern can be more profoundly expressed in terms of the conditions which make that specific outcome possible.

By compiling theme issues, outputs, and inputs with central conditions, the over-arching goal statements can be identified. Each of these goal statements must meet three conditions. They must be:

- expressed at the same (or similar) level of generality.
- mutually exclusive, that do not overlap.
- stated in active terms.

The following list illustrates the goal statements derived from the discussions of Workshop #1 using the above described methodology.

DOWNTOWN DISTRICT GOALS

1. Create a multi-functional City core that has diverse land uses and attracts a broad range of visitors.
2. Enhance and strengthen the destination significance of the downtown area.
3. Establish the City core as a center for entertainment (music and theater).
4. Provide parking that can adequately serve the destination functions of downtown and provide convenience for its users.
5. Develop opportunities to promote downtown living.
6. Provide off street parking that compliments on street parking and allows enhancement of the street environment for pedestrians.
7. Promote businesses that include living facilities on top floors of buildings.
8. Expand business hours to enhance downtown night time activity and sense of true center.
9. Establish programs, policies, regulations, and procedures that will assist private investment in the historic fabric (and new development) of downtown Corsicana.
10. Establish appropriate organizational structures that will promote public/ private partnerships in various types of downtown improvements and/ or development.
11. Establish a clear identity for downtown through distinctive portals, thematic street signage, enhanced streetscape/ landscape, identifying street furniture, and other enrichments of the public right of way.
12. Establish an effective and continued program of clean up and repair.
13. Make Downtown to be a central attraction statement (included in #2 above).
14. Create a solid agreement between the City and businesses owners (included in #9 above).
15. Agree upon and pursue a “trendy” contemporary appearance and atmosphere that enhances the Historical fabric (included in # 11 above).
16. Invite Collin Street Bakery and Russell Stover to open retail stores in Downtown to promote diversity that could attract other franchises to establish.
17. Write and implement Strict Downtown Codes to insure a vision for this district.
18. Write and implement Strict historic preservation codes to insure the preservation of the Historic fabric.
19. Formulate a Historic Preservation Program complete with an historic review process that approves appropriate renovation, restoration, reconstruction, and re-use of existing historic buildings.
20. Carefully select a good selection of urban furniture and streetscape equipment congruent to the historic fabric of this District (included in #11 above).
21. Create a visual presence for downtown Corsicana through signage and/ or monumentation that can be seen from I-45 and along highways leading into the core city.
22. Possibly include attractive billboards in the signage strategy (included in #21 above).
23. Contemplate the possibility of include brick streets (included in #11 above).
24. Reinforce the importance of downtown as a center for commercial activities, a hub for vehicular movement, and a hub for rail services.
25. Formulate strategies and programs that will attract funding to the preservation of downtown buildings.

DOWNTOWN TRANSITION DISTRICT GOALS

26. Create a coherent system/ pattern of traffic flow around the Courthouse and within the Courthouse vicinity/ Transition District that establishes continuities with the larger movement patterns of the City.
27. Develop ordinances, programs, procedures, and policies that will relieve the conflict between automobiles and traffic flow within the City.
28. Establish coherent land use patterns for the Transition District that link to and compliment the land use patterns of adjacent areas.
29. Improve traffic flow (combined with #26 above).
30. Formulate ordinances, policies, procedures, and practices that protect the residential qualities of neighborhoods and address older neighborhoods suffering the erosion of those qualities.
31. Create a stronger connection between the core area of the City and Interstate 45 by extending 2nd Avenue and 1st Avenue east of the Railroad Track.
32. Mediate adverse effect of Train and City with appropriate buffers and noise pollution procedures (combined with #27 above).
33. Improve the overall space quality surrounding the courthouse.
34. Establish an on-going program for the preservation, restoration, and enhancement of the Navarro County Courthouse.
35. Create vehicular and pedestrian/ bike connections between the City core/ Courthouse Square and Community Park.
36. Facilitate and encourage private investment in the Courthouse Square.
37. Improve Traffic flow to and from Downtown with a logistics strategic plan.
38. Envision appropriate redevelopment/ reuse of the Stewart Motor Company property (and other key downtown parcels) that will maximize their location potential to unite/ connect/ transition and attract other investment/ development.
39. Initiate a parking program that includes structured and surface parking conveniently located to attract downtown visits and increase downtown spending.
40. Establish a gateway for the central city area that transforms the railroad trestle (at 1st Avenue) into an enhanced/ visually enriched/ identifiable entry feature portal.
41. Navarro Mall location could be improved and reused as a main governmental facility.
42. Create a Historic Church district.
43. Encourage, facilitate, and promote the expansion of land uses in downtown that reinforce commercial/ entertainment/ retail use of the downtown area.
44. Solve the traffic problems at Fullerton Intersection.
45. Connect courthouse to park on one side and to Downtown on the other- 2nd to Bus.
46. Modify circulation patterns so that 7th Avenue traffic that generally bypasses downtown is drawn into the central city areas.
47. Formulate central city development standards that include guidelines for landscape architecture, urban design, architectural themes, and other key aspects of public/ private improvements.

EAST COMMUNITY DISTRICT GOALS

48. Create a cognitively strong and functionally meaningful entry to the downtown core which encourages the visual enhancement of the areas abutting the entry right of way.
49. Create landmarks within districts and neighborhoods that establish an identity for the area and facilitate orientation within the city fabric.
50. Establish a beautification program for 7th Avenue and Highway 287 that will identify them as major approaches to the City core and major thoroughfares within a particular sub-district of Corsicana.
51. Mitigate the physical isolation of the Eastern District by creating strong connections between the Eastern District and other sub-districts/ neighborhoods.
52. Improve overall road quality and specifications of the roads and streets.
53. The roads need street signage (included in #52 above).
54. The roads need lights (included in #52 above).
55. Address and improve drainage and storm water management.
56. Promote new development within the Eastern District to improve the districts economy and boost successful appearance.
57. Initiate rehabilitation of the district in a concentrated manner to create a quick, noticeable detonation rather than slow phasing of development.
58. Formulate a program of incentives (both financial and programmatic) that attract development and investment to the Eastern District.
59. Formulate programs, policies, procedures, and regulations that will encourage and enforce improvement of sub-standard rental housing.
60. Formulate programs, policies, procedures, strategies, and organizational structures that will promote the development of low to moderate housing within the Eastern District.
61. Devise and enforce city codes that regulate rental property and new housing (included in #60 above).
62. Promote commercial development along East 13th and East 5th Streets by connecting the streets to the City core.
63. Encourage development, investment, and reinvestment through the creation of an improved communication infrastructure within the Eastern District.
64. Create a public transportation network that links sub-districts and neighborhoods with employment, education, and shopping areas of the City.
65. An internal public transportation system to and from this district would facilitate its development (included in #64 above).
66. Establish a transit link to Dallas/ Fort Worth.
67. Better road maintenance program (included in the roads indicated in #52 above).
68. Formulate programs, regulations, incentives, and strategies that will encourage/ require better landscaping and landscape maintenance.
69. Initiate programs that will bring local wage rates more in line with state averages.

SOUTHERN COMMUNITY DISTRICT GOALS

70. Enforce overall clean up of streets and front yards.
71. Create better boundaries between housing and industrial areas.
72. Encourage provision of housing as an economic development tool.
73. Create a gateway that emphasizes the entrance of the City and visibly speaks about Corsicana.
74. Promote and facilitate home ownership.
75. Take advantage of the creek and natural features to create parks and an overall park system.
76. Preserve and enhance existing communities, especially those that embody workplace/ workforce relationships.
77. Find public opportunities to add community amenities and facilities that improve the quality of life.
78. Provide an urban identity that speaks culturally to the growing Hispanic population.
79. Promote development of vacant buildings and tax lots (foreclosure).
80. Upgrade and expand Cunningham-South Hill Park.
81. Preserve / create linkages between workplace and community.
82. Improve the overall appearance, quality and identity of neighborhoods through the use of existing vacant land for public / private amenities and/or developments.
83. Create a greater Civic presence in neighborhoods and communities that will facilitate the connection of residents and their common political life.
84. Promote commercial development that addresses and supports the heritage of the Hispanic Community.
85. Improve the overall quality of streets.
86. Encourage more facilities and programs that will promote positive social life.
87. Utilize the existing flood plains as multi-use fields (soccer) to strengthen the ties within the community.
88. Encourage the spiritual leaders of the community to play an active role in creating a 'Vision' for the City's future.
89. Create opportunities for the emergence of cultural organizations that will participate in creating a 'Vision' for the City's future.
90. Enhance cultural identity within neighborhoods through social events and various physical improvements that speak to the heritage of that community.
91. Invite ethnic representative organizations to have a presence in Corsicana.
92. Improve Code compliance within each community.
93. Promote diverse housing options including affordable housing units and appropriate higher density development.
94. Facilitate vehicular and pedestrian connectors to downtown district.
95. Create enhanced intersections and sidewalks that will encourage safe pedestrian movement throughout the City.
96. Utilize the abandoned RR right-of-way to create inter-city connections through multi-use trails (hike and bike, jogging/running, horse, etc.).

WESTERN COMMUNITY DISTRICT GOALS

97. Treat the District as a linkage corridor between Navarro College and Downtown.
98. Establish programs and implement projects/ improvements that will discourage crime and create an image of a "crime free area".
99. Restore the physical relationship between neighborhood and natural creek where possible.
100. Formulate programs, initiate grants, and pursue other implementation mechanisms that will establish a historic street character of the Western District including brick streets.
101. Revive the "Carriage District" and help to protect and preserve the 500 houses contained in that survey (included in #102 below).
102. Establish a historic program and ordinance that will recognize and preserve the remaining historic structures and other historic qualities of the Western District.
103. Establish codes, ordinances, procedures, and policies that will limit rental conversions and improve code compliance.
104. Create a package of financial incentives that will encourage/ facilitate the restoration of historic structure within the Western District.
105. Recognize the Western District as a target planning area.
106. Create a greater visual and physical compatibility between the Western District and commercial development of 2nd Avenue and Highway 31.
107. Implement a speed reduction strategy on major thoroughfares surrounding the District.
108. A code enforcement officer is needed (included in #103 above).
109. Provide new sidewalks that encourage pedestrian activity through enforcement of a City sidewalk ordinance.
110. Formulate programs, incentives, and other initiatives that will create a distinctive and historically appropriate street light identity for the Western Carriage District.
111. Initiate a program of road improvement that will establish a uniform level of road quality, improved accommodation of storm water, improved signalization (where warranted), improved street lighting, and a uniform system of signage.
112. Improve easement maintenance (included in #111 above).
113. Implement a long-term plan to change roads from asphalt to concrete (included in #111 above).
114. Create a program of identifying signage for the Western Carriage District.
115. Expand the "Carriage District" to include 2nd and 6th Avenue and 15th Street to Hwy 31 (included in #104 above).
116. Create grants to restore historical homes (included in #104 above).
117. A rental code needs to be devised and implemented to prevent single houses from being used as multi-family units without adequate transformation and parking facilities (included in #104 above).
118. Improve parking for commercial development of 7th and 2nd Avenues that relieves the traffic impacts associated with multiple points of ingress and egress.
119. Enforce parking restrictions that prevents parking on yards and other non-paved

- areas.
120. Establish the Western Community District (Carriage District) as an historic, environmental, and cultural asset for Corsicana.
 121. Establish a through linkage between Highway 22 and Beaton Street that mitigates the traffic barrier at 15th Street.

NORTHERN COMMUNITY DISTRICT GOALS

122. Create an overall thoroughfare system that accommodates periodic traffic generators (such as schools) within the constraints imposed by railroads, creeks, and discontinuities.
123. Develop traffic management strategies that relieve periodic traffic congestion at schools.
124. Initiate programs, policies, and procedures that provide public access to key creek ways, maintain channels and banks, control mosquito infestation, and preserve creek way function as key drainage ways for the City of Corsicana.
125. Develop policies, programs and procedures that rundown prevent/ remove properties and relieve emerging blight.
126. Create a thoroughfare plan, Land use Plan, and systems/ facilities plan that accommodates the future impact/demand of large scale residential development outside the City without overburdening existing built areas/ systems or changing the City's essential quality of place.
127. Plan for future growth in the area as a result of added residential development. (combined with #126 above).
128. Attract more medium and higher income residential development to the City.
129. Provide signalization and other traffic management devices/ programs that will relieve traffic hazards and congestion points throughout the City's older thoroughfare system (e.g. a signal at Forrest and Dobbins Road).
130. Preserve existing floodplains, improve cross-drainage structures, maintain creek ways, and implement a storm water management program that will relieve and diminish flooding conditions.
131. Establish programs, policies, and procedures that will facilitate the cleaning of existing creek ways and maintain a clean condition.
132. Revise the traffic surrounding Bowie school (combined with #123 above).

RAIL/ CREEK DISTRICT GOALS

133. Improve the overall maintenance and operational effectiveness of the City's natural drainage system through greater public participation and other maintenance initiatives that preserve the natural condition and function.
134. Employ the City's natural system as a framework for City beautification and a means of sound mitigation.

135. Design and implement an effective stormwater management program through enhancement and protection of the City's natural drainage system.
136. Create a safer city that protects neighborhoods from flooding through the preservation and enhancement of natural drainage ways.
137. Create a more beautiful city through a public domain that is less cluttered by public/private utility providers.
138. Create an overall transportation plan that logically connects all parts of the City by creation of more through street systems.
139. Create ordinances, policies, procedures, and physical improvements that address various train nuisances including noise, traffic interruption, and maintenance condition.
140. Create more positive and meaningful connections between the City core and its surrounding area.
141. Create a greater sense of definition and identity for neighborhoods and communities within the City that allows both secluded and connected sub-districts.
142. Maintain, enhance, and preserve the rural character that identifies key neighborhoods within the City.
143. Enhance the quality of life through a higher level of service.
144. Improve park accessibility.
145. Create parks that have greater natural beauty, natural features (water features), and connection with the natural systems of the local landscape.
146. Keep density rural in character.
147. Implement speed control, speed reduction, and traffic-calming programs.
148. Create neighborhoods that have a unified and identifiable visual character as well as a coherent and legible pattern of internal movement, recognizing edges, portals, nodes, and landmarks.
149. Maintain as an identity element the existing combination of styles and periods that reflect history of place.
150. Create a physical relationship between neighborhood and railroad that protects and nurtures residential uses, provides appropriate transition to railroad related uses, and mitigates the environmental/ noise intrusions associated with train usage.
151. Mitigate or eliminate (if possible) as much as possible the barriers railroads impose to this community (combine with #139 & # 150 above).
152. Create a thoroughfare system that establishes Hardy Avenue as a city gateway, an enhanced corridor of commercial development, and a component of east/ west continuity that links the Hospital and College with newer residential areas of Corsicana.
153. Connect the District effectively to Navarro District (combined with #152 above).
154. Improve connections and linkages to Downtown (combined with #152 above).
155. Attract new development necessary to establish a tax base that will support needed public improvements throughout the City.

NAVARRO DISTRICT GOALS

156. Improve access form I-45 to Navarro College.
157. Establish responsive emergency service between the Navarro Hospital and its service area that is not encumbered with operational restraints in the City's thoroughfare system.
158. Create a public transportation system that carries people (employees, visitors, and users) to and from Navarro District.
159. Create a pedestrian movement network that will provide pedestrian linkage between the hospital, nursing home, and other interrelated sub-areas of the Hospital District.
160. Provide adequate parking within the Hospital District that can serve existing demand and facilitate future growth.
161. Create an overall thoroughfare system that will improve current operational conditions and provide capacity to accommodate future growth.
162. Create an intra-district (Navarro District) road network that will efficiently and smoothly transport people, goods, and services between various interrelated land uses (e.g. the Hospital and the College)
163. Establish programs, organizational structures, and policies that will encourage and facilitate well-designed residential development supportive of the City's goals.
164. Re-define, expand, and/ or create new tax financing districts (e.g. TIFS and TIRZ) that will focus tax increment revenues on projects, programs, and/ or planned activities important to current needs of the City.
165. Promote the Pearce Collections and Cook Center as city attractions working in conjunction with other city attractions to enhance the "destination" significance of Corsicana's central area.
166. Establish policies, programs, and other initiatives that expand and/ or enhance county participation in the economic development of Corsicana.
167. Attract, encourage, and facilitate visitor spending in Corsicana.
168. Explore the adaptive re-use of College Park Mall and other such vacant facilities for public and/ or private use where such use is supportive of the City's economic goals.
169. Create stronger city codes and/or enforcement to improve the overall appearance of the City.
170. Subject building permits to performance and targeted improvement commitments.
171. Improve the capacity, operational function, and image of Highway 31 to and through the City of Corsicana.
172. Establish a thoroughfare system that can accommodate traffic generated by- and attracted to- the Navarro District without further encumbering local area movement.

LAKE HALBERT DISTRICT GOALS

173. Improve connections to and circulation within the Lake District that mitigates its sense of isolation and separation from the fabric of the City.
174. Initiate improvements, designations, strategies, policies, programs, and practices that will make the Lake District more attractive to new development.
175. Enhance the Lake District as a major recreational asset for the City of Corsicana.
176. Establish linkages between new development within the Lake District (e.g. the Cross Roads) and the fabric of the larger city. Such linkages should be both physical connections and integration of existing land use patterns emanating from the City center.
177. Improve and extend the utility infrastructure within the Lake District.
178. Establish a more extensive set of public, recreational, and cultural amenities/ facilities within the Lake District.
179. Improve access to and use of the city airport and enhance its potential as a development generator.
180. Expand the City's water treatment capacity.
181. Initiate a City Planning Process that involves other jurisdictions (including the County) on an ongoing basis.
182. Create a major, visually distinctive boulevard connection between the Lake District and the City Center that places the Lake District within the primary movement network of the City.
183. Establish building design standards for the Lake District and other key areas of the City.
184. Execute improvements, establish policies/ procedures/ practices, and create a Thoroughfare Plan that will relieve the congestion of important corridors (such as Highway 287).
185. Establish destination activities, attractions, and facilities that will increase Lake District visits, overnight Lake District stays, and Lake District spending.

B. WORKSHOP #2: ENVISIONING

Four months had passed since the Assessments presentation of Public Workshop #1. In this workshop, the number of participants exceeded the foreseen number of attendants. Additional space had to be found to accommodate the discussion groups. Fortunately, the adjacent Chamber of Commerce was contacted and gratefully shared their meeting rooms. The success of this first workshop was reflected in the extensive participation of those present and the positive coverage of the local press and radio. A greater crowd was expected for Workshop #2, therefore the second workshop was held in the cafeteria of Corsicana High School on February 28, 2006.

A slide show presentation was made to review Workshop #1. The residents, landowners, and stakeholders attending that session were gathered into the same nine smaller discussions groups (according to their district of interest) to focus on reviewing the goals and objectives as interpreted by the Consultants' team. This was done to validate and further develop goals and objectives for each of the Form Districts comprising the landscape of Corsicana.

After these Goal statements were presented to the participants, a Framework Plan was unveiled. The Framework Plan is a graphic representation of the Goals and Objectives. It allows the citizens to geographically assign the goals and actions previously generated so that a spatial understanding of this vision can be realized. The Framework Plan is a significant part of the Comprehensive Plan, for it provides the foundation and the graphic tool by which the success of the Physical Plans are measured. It also allows for a comparison of the Plan presented in Chapter 6 to the goals that they intend to achieve.

After the presentation of the Framework Plan, the participants of Workshop #2 were then given an opportunity to review, augment, and comment upon the Goal Statements and the Actions. The Goal Statements from Workshop #1 were finally organized according to the Discussion Group in which they were generated.

C. WORKSHOP #3: PUTTING IT ALL TOGETHER

Workshop #3 was the last workshop in the formal Planning Process. The participants had an opportunity to view, comment on, and modify the planning recommendations that flowed from their earlier stated goals/ objectives developed in Workshops #1 and #2 and the Framework Plan. The planning recommendations include these elements:

- **Growth Projections:** An analysis of Corsicana's projected growth in response to changes in the DFW Metroplex overall population and the tendency of interstate corridors to disseminate the pattern of that growth.
- **Thoroughfare Plan:** The creation of a "hub and spoke" system to facilitate traffic movement, incorporating three loops and the proposed TxDOT Highway 31 bypass.
- **Land Use Plan:** The utilization of special districts to reconcile the future vision of proper land use distribution with the reality of current zoning and the balance between residential and non-residential uses within the overall plan vision.
- **Natural Systems/Open Space Plan:** The protection of natural drainage patterns through the creation of an open space system that also accommodates parks, trails, adjacent schools, natural buffers, and watershed management areas. The determination of future park and school needs based on population projections is also addressed.
- **Downtown Vision:** A revitalization strategy for the Downtown Core of Corsicana that re-connects the civic/ governmental/ institutional portions of the city core with the commercial portions of the city core via a significant public space that allows public function at that place that is truly central to the life of the City. This presentation included a rendered vision of the proposed City Square.

In Workshop #3, participants had an opportunity to review planning recommendations created in response to the goals/objectives and Framework Plan formulated through Workshops #1 and #2. The third workshop began with a review of the earlier presented materials, including these analyses:

- **Form Assessment:** The aspects of place that define Corsicana as it exists today and will influence how it develops in the future.
- **Economic Assessment:** The place, proximity, and purpose of Corsicana stated in economic terms and the major economic issues and/ or opportunities facing the City in its future.
- **Physical Systems Assessment:** The suitability of sewer, water, and storm water management to future growth.
- **The Form Districts:** The natural subdivisions of Corsicana that become "focus areas" for smaller groups of process participants to consider and deliberate.
- **Workshop #1 Goals and Objectives:** The statements of future outcomes and conditions that will guide the planning work.

- **The Matrix Analysis:** The systematic methodology by which Citizen Goals and Objectives are evaluated against planning issues challenging the future and ultimately ranked according to their strategic-ness (which goals promise to address the most planning issues).
- **Workshop #2 Framework Plans:** A graphic portrayal of the goals and objectives that suggests the form and pattern of the future City.
- **Envisioning Statements from Workshop #2:** Guiding statements about type, appearance, and attributes that will guide design work on the downtown vision and guidelines.

Following the review phase of Workshop #3, time was provided for participant response before presenting the plan components previously described. The individual plan documents (Growth, Thoroughfares, Land Use, Natural Systems/Open Space, and Downtown Vision) were presented in detail, illustrating their compatibility with the earlier formulated Framework Plan. (The Framework Plan is the “consensus plan” and serves as the template for those planning documents that flow from it. Therefore, presentations of the Planning Documents are compared to the Framework Plan during the presentation so that process participants can see the origins of what is being presented.)

After the planning documents were presented, an open discussion between citizen participants and the Planning Team was initiated. The purpose of the discussion is to allow participants in the planning process to challenge, question, and propose revisions to the plan documents as prepared by the Planning Team.

The **Growth** discussion portrayed a future for Corsicana that is quite different from earlier growth analyses. A more aggressive growth picture led to discussion of the ultimate costs associated with a city of the size projected. The discussion of costs led to the discussion of the ad valorem tax base needed to serve that cost and the land use implications associated with such a projected tax base. There were no disagreements with the population projections presented and general agreement with the implications of those growth projections on the future Thoroughfare Plan and Land Use Plan.

The **Thoroughfare Plan** discussion centered upon the creation of a series of loop roadway patterns necessary to distribute the trip volumes associated with growth of the city by 2036 within a city area currently hampered by an inadequate grid and further burdened by internal discontinuities. There were no disagreements with the proposed Thoroughfare Plan pattern, but there was some concern expressed regarding the costs of creating such a system. In addition, there was an expression of interest in knowing which other cities have hub and spoke systems and have successfully used them as a means of serving their growth. The Planning Team pointed to San Antonio and other Texas cities mostly located far enough south to have avoided the grid-street-layout that is a result of the Public Land Surveying System used in the northern part of the state.

The **Land Use** discussion focused on the creation of special districts as a means of dealing with the complexities of Corsicana’s current zoning pattern and the conflicts it creates. Special districts and the guidelines they would impose upon use of current zoning rights will promote better adjacency and an overall better city form/ appearance. There were no disagreements with the land use pattern or the use of special districts as a means of solving the current zoning problem. There was some question as to the difference between a Land Use Plan and a Zoning Plan which is discussed in a separate section within this plan document entitled, “Land Use Plan and Zoning Plan.”

The **Natural Systems/Open Space** discussion centered upon the creation of an extensive natural system network for the City of Corsicana that preserves the existing creek-ways. This natural system would host:

- Future park development.
- Buffers and transitions where needed.
- Trails and trail heads.
- Important natural features and natural systems that identify the City and enhance its quality of life.

In addition, the open space system would serve as a geographic determinant for placement of future schools and other such public facilities that could take advantage of being located next to parks, open space, and/or trails. The overall open space network will protect the City’s natural drainage system and thereby save the future costs associated with infrastructure and flooding. There was no general disagreement with the open space system or the extent of its presence in the future of Corsicana.

The **Downtown Vision** discussion centered on the creation of a defined “place” in the Downtown Core where an economic revitalization strategy could be concentrated and the creation of a “place” where the City of Corsicana could realize its desire to host public events/ festivals/ ceremonies and generally have a point in the City that expresses a clear identity for this community. There was enthusiastic reception of the rendered version of this plan strategy and an expression of a strong desire to see its fulfillment.

THE FRAMEWORK PLAN

A. INTRODUCTION

The Framework Plan is the “central piece” of this Comprehensive Plan Report because it is the clearest representation of the “Vision” fashioned by those Corsicana residents and property owners participating in the “Open Process” (as described in the Planning Process portion of this document). The Framework Plan is not a typical plan in that it is not portrayed as a traditional land use or thoroughfare depiction. Instead, it is a graphic representation of the physical pattern/ form of a future Corsicana that the Goals and Objectives of the City (as expressed in earlier public workshops) would create if applied to current and future growth. The process by which the Framework Plan was derived consists of three stages:

- Matrix Analysis of the relationship between planning issues (as identified by the consultant and workshop participants) and goals/ objectives (as articulated by the workshop participants).
- Expression of goals and objectives as a physical pattern called the Framework Plan.
- Verification of the extent to which the Framework Plan illustrates those goals/ objectives expressed in Public Workshop #2.

It is important to comprehend the Framework Plan as a document whose sole measure of success is the extent to which it physically depicts the spirit and intent of the goals and objectives. Therefore, it is not in and of itself a policy document but rather a basis of agreement upon which policy documents will be fundamentally (but not completely) based. Being distinguished by its purpose (to physically reflect the spirit and intent of the goals and objectives), it is not mired in the issues of equity, which so often accompany the formulation of a Land Use Plan. Its advantage in the Land Use and Thoroughfare Plan stages (discussed later in this document) is that it gives structure to the dialogue and helps keep the decision process (by which the policy documents are adopted) focused on the will of the community. In addition, its level of freedom from constraints (typically put upon a Land Use or Thoroughfare Plan conceived without the benefit of such a vision oriented process phase) allows greater expression with regard to forms and patterns of growth that will best serve the needs of the Town. In other words, the opportunity for greater vision is more apparent. To better understand this opportunity and the use of the Framework Plan, the following text is subdivided into a discussion of each phase of Framework Plan development and verification.

B. MATRIX ANALYSIS

During the initial phases of the Master Plan, the consultant team undertook a series of assessments, which documented and analyzed the form, economy, traffic patterns, and history of Corsicana, as it exists today. In the course of this assessment, a number of Planning issues were identified. Planning issues are presented as action statements addressing conflicts, opportunities, liabilities, constraints, assets, emerging trends/ patterns, and other such conditions. These action statements are augmented in the course

of discussion during Workshop #1 (see discussion of the Planning Process in the Planning Process portion of this report) and a final list of planning issues is verified. In essence, the planning issues discovered by the consultant team provide a starting point for, and basis of, discussion that leads to articulation of goals and objectives. Therefore, Public Workshop #1 produced a verified set of planning issues and a set of publicly articulated goals and objectives. However, it is the connection between goal and issue that reveals the intent behind the goal statement. Each goal stated depicts a result that maximizes current or future opportunities/ assets/ patterns, preserves current elements of value, and/ or resolves current or future conflicts/ constraints/ patterns.

To make such connections, an analytical device is needed which will permit the systematic connection between planning issue and goal. The analytical device best suited for this purpose is a comparative matrix, called the Matrix Analysis. With planning goals listed on the matrix vertical axis, and planning issues listed on the matrix horizontal axis, one of three relationships is established within the corresponding cells. These are:

- **Complimentary:** Complimentary means that execution of any action prescribed by the planning issue statement will advance implementation of a goal. It also means that implementation of a goal will advance accomplishing the actions prescribed by a particular issue statement. In other words, the relationship is positive.
- **Compatible:** Compatible means that execution of any action prescribed by the planning issue has no influence on either advancing or hindering implementation of a goal. It also means that implementation of a goal has no influence on accomplishing an action prescribed by an issue statement. In other words, the relationship is neutral.
- **Conflicting:** Conflicting means that execution of any action prescribed by the planning issue statement will hinder/ prevent implementation of a goal. It also means that implementation of a goal will hinder/ prevent accomplishing an action prescribed by an issue statement. In other words, the relationship is negative.

This analysis is useful because it is the first opportunity that those participating in the Planning Process have to prescriptively deal with issues facing their City. To make such connections between goal and planning issue requires ever-clearer understanding of the intent and scope of the goal statement. For example, the Goal Statement, “*Create a multi-functional City core that has diverse land uses and attracts a broad range of visitors*” (Goal 1), has a complimentary relationship to such issue statements as, “*Therefore, create a commercial core that gathers the incoming traffic*”, because further clarification of the goal leads to the assertion that Goal 1 would require that vehicular circulation to the Downtown from I-45 wouldn’t bypass (as it does now) the Downtown business district. In this way a relationship between the form of the future City and the stated goals is created. In all there are 67 planning issues and 185 goals (see Publicly Expressed Goals and Objectives beginning at issue L). As a result, 12,395 relationships were established and 5,143 of those were complimentary.

The most significant benefit of such an analysis is the prioritization of goals and issue statements made possible. There are two types of priority groupings established as a result of the matrix. These are:

- **The Strategic Goals**
Strategic Goals are those goals with the most complimentary relationships to planning issues. Such goals are strategic because advancement of those particular goals will have the most impact with regard to addressing planning issues confronting the City of Corsicana.
- **The Effective Issue Statements**
Effective Issue statements relates to the actions prescribed in those statements. Actions that have the most complimentary relationships with goals are those actions, which (if implemented) will do the most to advance goals of the Town.

This “prioritization” of the goals and issues by which are most strategic and which are most effective requires further discussion and understanding of the full scope, spirit, and intent of each and every statement. The most strategic goals are indicated in the previous section by bold type. All such analysis of the statements prepares the way for preparation of the Framework Plan.

c. TOP TEN GOALS AND TOP TEN ACTIONS

The Top Ten Goals are About:

Transportation, Connection, Destination and Core Revitalization.

The Top Ten Actions are About:

Destination, Connectivity, Identity and Economic Performance.

THE STRATEGIC GOALS

#138 Create an overall transportation plan that logically connects all parts of the City by creation of more through street systems.

#37 Improve Traffic flow to and from Downtown with a logical strategic plan.

#64 Create a public transportation network that links sub-districts and neighborhoods with employment, education, and shopping areas of the City.

#182 Create a major, visually distinctive, boulevard connection between the Lake District and the City Center that places the Lake District within the primary movement network of the City.

#52 Improve overall the road quality and specifications of the roads and streets.

#111 Initiate a program of road improvement that will establish a uniform level of road quality, improved accommodation of storm water, improved signalization (where warranted), improved street lighting, and a uniform system of signage.

#133 Improve the overall maintenance and operational effectiveness of the City’s natural drainage system through greater public participation and other maintenance initiatives that preserve the natural condition and function.

#35 Create vehicular and pedestrian/ bike connections between the City core/ Courthouse Square and Community Park.

#134 Employ the City’s natural system as a framework for City beautification and a means of sound mitigation.

#11 Establish a clear identity for downtown through distinctive portals, thematic street signage, enhanced streetscape/ landscape, identifying street furniture, and other enrichments of the public right of way.

#140 Create more positive and meaningful connection between the City core and its surrounding area.

#145 Create parks that have greater natural beauty, natural features (water features) and connection with the natural systems of the local landscape.

#105 Recognize the Western District as a target planning area.

#152 Create a thoroughfare system that establishes Hardy Avenue as a City gateway, enhanced corridor of commercial development, and component of east/ west continuity

that links the Hospital and College with newer residential areas of Corsicana.

#40 Establish a gateway for the central city area that transforms the railroad trestle (at 1st Avenue) into an enhanced/ visually enriched/ identifiable entry feature portal.

#49 Create landmarks within districts and neighborhoods that establish an identity for the area and facilitate orientation within the City fabric.

#66 Establish a transit link to Dallas/ Fort Worth.

#73 Create a gateway that emphasizes the entrance of the City and visibly speaks about Corsicana.

#141 Create a greater sense of definition and identity for neighborhoods and communities within the City that allows both secluded and connected sub-districts.

#142 Maintain, enhance and preserve the rural character that identifies key neighborhoods within the City.

#158 Create a public transportation system that carries people (employees, visitors, and users) to and from the Navarro District.

#173 Improve connections to and circulation within the Lake District that mitigates its sense of isolation and separation from the fabric of the City.

#48 Create a cognitively strong and functionally meaningful entry to the Downtown core which encourages the visual enhancement of the areas abutting the entry right of way.

#50 Establish a beautification program for 7th Avenue and Highway 287 that will identify them as major approaches to the City core and major thoroughfares within a particular sub-district of Corsicana.

#136 Create a safer City that protects neighborhoods from flooding through the preservation and enhancement of natural drainage ways.

#137 Create a more beautiful City through a public domain that is less cluttered by public/private utility providers.

#159 Create a pedestrian movement network that will provide pedestrian linkage between the hospital, nursing home, and other interrelated sub-areas of the Hospital District.

THE STRATEGIC ACTIONS

Therefore, a plan for Corsicana must strengthen the destination characteristics of the Downtown Transition District and facilitate its transformation from barrier to “seam”.

Therefore, create comprehensible pathways to the Town Core that reinforce the centrality of the core and make its skyline a legible statement of the City form.

Therefore, a plan for Corsicana must bring lost traffic densities and visitors back to the City Core so that investment/ redevelopment can be stimulated.

Therefore, a plan for Corsicana must seek to restore elements of its original town grid that have been fragmented by natural corridors or physical intervention.

Therefore, roadway and mobility plans must be formulated that will preserve remaining and return former traffic densities to the core areas of Corsicana.

Therefore, establish approach identities that will identify movement toward the Town Center.

Therefore, a plan for Corsicana must create greater connection between the core area of the City and its surrounding districts (on all sides).

Therefore, create a commercial core that gathers the incoming traffic.

Raise Corsicana performance in key economic sectors so that overall performance meets or exceeds state wide norms.

Therefore, a plan for Corsicana must seek to connect the City across the physical barriers that separate the core from surrounding districts of the City.

Therefore, a plan for Corsicana must define a proper role for the Transition District in creating linkage between the City Core/ Courthouse area and the historic residential zone west of the core.

Therefore, a plan must correct disrupted street continuities between the Downtown core and districts adjacent to it (especially as they traverse the Downtown Transition District).

D. FRAMEWORK PLAN

As stated earlier, the Framework Plan is the “center piece” of Corsicana’s Comprehensive Plan because it is the clearest physical representation of the goals as articulated by resident and land owner participants in the Open Process portion of the Comprehensive Planning Process for Corsicana. The Framework Plan (next graphic) has the appearance of a combined land use and thoroughfare plan but it is neither. Where goals address a particular section of

Corsicana, a circle is created which encompasses that section and the number representing the goal is placed within it. The resulting plan is a very simple assignment of goal numbers to geographic sections of the Town. The resulting graphic document assumes a pattern and form that gives insight into the expressed future directions for Corsicana.

The Framework Plan lists the goal statements underneath the plan image so that the linkage between goal numbers placed on the plan and goal statements can be easily made. A circle or a triangle circumscribes goal numbers on the plan. Those indicated within a triangle are the goals designated as most strategic (in the aforementioned analysis).

In addition, the Framework Plan also associates issue statements with geographic areas of the Town. Where an issue statement (such as, “Commercial development along Highway 380 must be directed to assume nodal patterns that preserve the characteristic openness of the roadscape and encourage commercial development that compliments the Town Center”) can be associated with a circle on the plan (such as those at the intersections of Highway 380 and north/ south cross streets) a bubble is created to associate that issue statement with road intersections at Highway 380. The most effective issue statements are indicated by a star.

The resemblance between the Framework Plan and both the Land Use and Thoroughfare document (presented later in this report) are clear. While each of the two policy plans has elements which vary from some specifics of the Framework Plan, the overall structure, spirit, and intent of the Framework document is preserved. The reason for continuing influence of the Framework Plan over the policy that ensues from the Comprehensive Plan Process is the simple fact that once goals of the community are given physical expression, they tend to galvanize support and they take on a recognizable ‘form’ that abstract text can not always attain. As the Land Use and Thoroughfare Plans are reconsidered for future possible revision, it is important to refer back to this Framework Plan document to further test the extent to which any proposed revision moves the future of the Town away from the vision imposed by the residents and property owners of Corsicana as they fashioned their Framework Plan.

The final test of the Framework Plan was conducted in Workshop #2. At this workshop session, resident and property owner participants in the Planning Process were given opportunity to discuss the Framework Plan and the extent to which it accurately reflects the goals articulated by the community. The Framework Plan is the document amended pursuant to input received at that workshop and verified in the workshop session. (see following page)

E. CONCLUSION

The Framework Plan documented in this chapter is the basis for most of what is recommended in this planning report. The Framework Plan stands apart from the Land Use and Thoroughfare Plans because its test of success is the extent to which it expresses the

goals of the community. Once verified by the community, the Framework Plan becomes a document, which tests the success of the policy instruments that flow from it. Therefore, the measure of success for the Land Use Plan and the Thoroughfare Plan is the extent to which they respectfully (and collectively) accomplish the intricate functional and legal purposes imposed by growth and existing conditions while at the same time express the spirit and intent of the community’s Framework document. In addition, the Framework Plan will remain a test of other programs, actions, procedures, policies, and regulations promulgated by the City of Corsicana due to its unique ability to give physical expression to the goals as set by Corsicana residents and landowners. Backed by strong public participation and solid objective, as well as the analysis of the goals of Corsicana’s citizens, consultants identified planning issues. This Framework Plan constitutes a self validated public mandate.

LAND USE PLAN

A. INTRODUCTION

The City of Corsicana is located in Navarro County, approximately half way between Dallas and Houston. Although rapidly expanding, at this time the two cities are still too distant to significantly affect growth in Corsicana. The primary growth factor in Navarro County is residential development of Richland Chambers Lake. Interest in the Lake and the convenient location of Corsicana is bringing some measure of development interest to the City. Current population growth statistics for the City of Corsicana suggest a relatively flat growth rate when compared to suburban cities closer to Dallas (e.g. Waxahachie and Lancaster). However, growth around Richland Chambers Lake indicates the beginning of an outward reach of the Dallas Metroplex that is finding its way into Navarro County.

Typically, lake housing is reflective of a second home market, suggesting that the lake is viewed as a place for recreational and leisure activities away from the urban/ suburban centers. Housing around Richland Chambers Lake is becoming more inclusive of primary residences, thereby suggesting that lakeside residential communities are increasingly viewed as a viable housing alternative lying within the sphere of urban/ suburban centers. This is the beginning of potentially significant changes in the growth rate of Corsicana.

The shift in housing type (secondary to primary) that is observed at Richland Chambers Lake is likely the manifestation of the outmost edge of Metroplex growth, suggesting that future population projections for the City of Corsicana must factor in significant increases in the annual growth rate as Dallas/ Ft. Worth continues to expand. By this analogy, the 2036 population of Corsicana could reach 78,346. This is significantly greater than all current projections, but reflects the reality of regional growth (of which Corsicana is a part).

With the Dallas Metroplex population at 5.6 million people, Corsicana is currently too far from the outer limits of this sphere to realize any appreciable growth stemming from a satellite relationship to a major urban center. However, as the Metroplex grows, it can be assumed that this relationship will change. Whereas Corsicana is more distant from the outward expanding urban center than Waxahachie and has a significantly lower growth rate (1.4% in comparison to the more aggressive rate of 5.3% found in Waxahachie), it can be construed that, as Dallas/ Ft. Worth grows from 5.6 million today to 10+ million by 2036, Corsicana’s relative proximity to that sphere of growth will change. As this occurs, Corsicana will enter a new relationship with the Metroplex, similar to that experienced by towns, like Waxahachie, which are closer in proximity to the Dallas/Fort Worth area. The average growth rate of cities in the Waxahachie area is 3.4%.

Likewise, Waxahachie will begin to see a future growth rate increased to a level similar to those communities still closer in proximity to the Dallas Metropolitan core. Cities closer to this core (such as Lancaster) demonstrate an average growth rate that is higher than the rate exhibited by cities further away (such as Waxahachie). The growth rate of the closer cities

averages 7.3%.

Therefore, as the relationship between Corsicana and the Dallas Metropolitan Area changes over time, this will cause a change in growth rate for the City of Corsicana. The 1.4% growth rate observed currently in the city should increase to approximately 3.4% as the reach of the Metroplex increases due to the population increase. As the Metroplex population reaches approximately ten million, Corsicana could see a growth rate as high as 7.4%. Population projections indicate that this level could be attained as soon as 2035.

As Dallas/Fort Worth expands, the growth rate of Corsicana will change in response to the impact of the Metroplex population increase. The City’s current rate is a value associated with place, while the future rate will be associated more strongly with the influence of proximity. As a result, Corsicana’s current growth rate, which is flat, should become steeper as the landscape of proximity takes form. Viewing the rate of growth any other way (such as a sustained flat rate) ignores the impact of the rapid growth and expansion of the Dallas/Ft. Worth Metroplex consistently observed in the north Texas region. For this reason, the MESA population projections for the purposes of this plan apply three growth rates to Corsicana between year 2006 and year 2036, illustrated by the graduated growth tiers presented in Figure 1.

Map of the North Central Texas Region
(All Cities over 1,000)

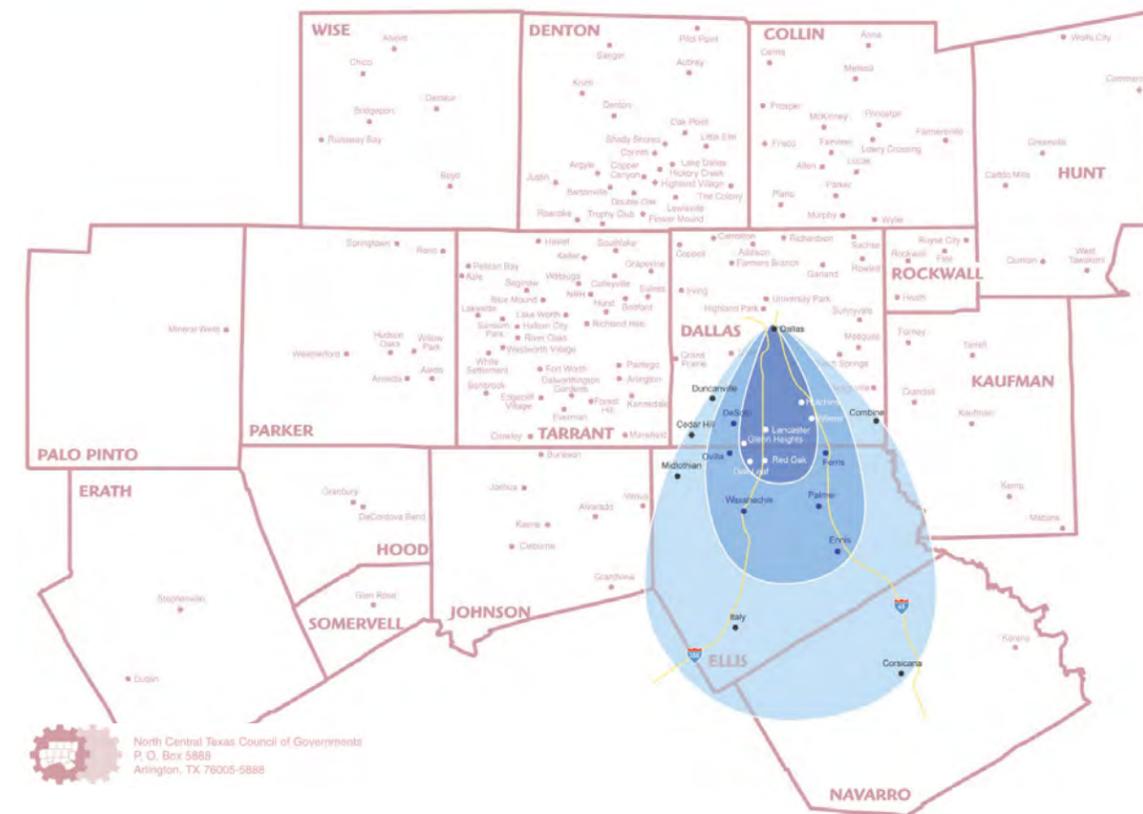
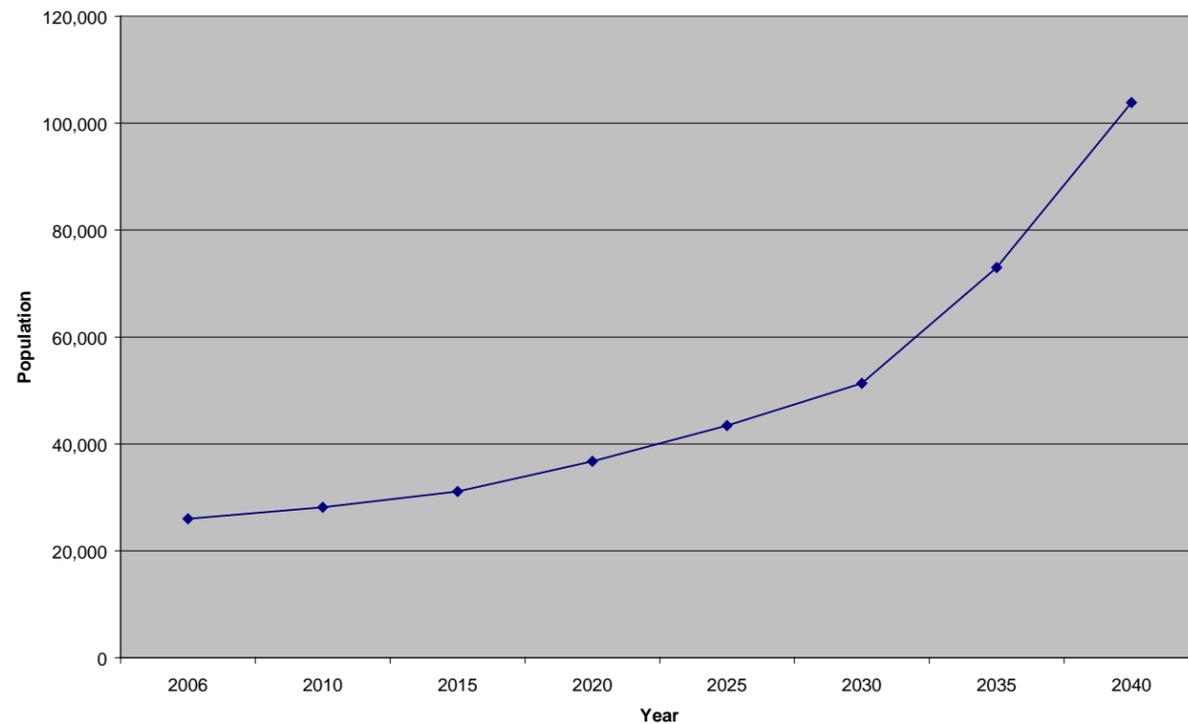


Figure 1. Projected Tiers of Metroplex Growth

The corresponding population projection chart (Figure 2) shows the application of this changing rate. Currently, the average growth rate for tier 3 (Corsicana’s physical location) is applied, resulting in a projected population of 31,090 people by the year 2015. At this time, the Metroplex will have expanded, and Corsicana will become more of an ex-urban city than a distant city. From the year 2015 to the year 2025, the average growth rate for tier 2 (including Waxahachie, De Soto, and Ennis) is applied to Corsicana, resulting in a projected 2025 population of 43,433 people. In the year 2025, the population of the Metroplex will have reached such a size that Corsicana would emulate growth characteristics of suburban cities, rather than ex-urban cities. Therefore, from the year 2025 to the year 2035, a second adjusted growth rate, the average of tier 1 (including Lancaster, Red Oak, and Glenn Heights), is applied to Corsicana, resulting in a projected 2035 population of 76,129. This is potentially applicable because by 2036 Dallas/ Fort Worth will have attained a population of 10.8 million. Following these trends

Figure 2. Corsicana's Tiered Growth Projections



in growth, the 2036 population of Corsicana is estimated to reach 76,129 people.

Figure 2. Corsicana Projected Population Growth Through 2036

Any growth rate over 4% can be viewed as an active market area to which various forms of commercial development will gravitate. However, it is most likely that incoming commercial investment in the area will be attracted to the freeway or be in close proximity to the actual rooftops associated with this growth. Currently, the majority

of growth experienced in the area surrounding the Metroplex is extending along freeways. Interstates, such as I-45, typically place dramatic pressure on the older and historic aspects of ex-urban and suburban communities. Such investment initiatives challenge the continued economic viability of the historic city center unless the City can properly distribute the traffic densities associated with that growth so that historic value gradients (the pattern of land value that attracts investment) remain a strong element within the overall value picture.

Future growth rates and the tendency of investment to gravitate toward the I-45 corridor will place a barrier in the middle of a growing community and give the corridor edges significant economic importance in shaping the land value gradients of the City. These emerging land value gradients reflect a shift from older value gradients that reinforced the economic/ physical importance of Corsicana’s historic City core and consequently challenge the historic form of the City and those attributes of place associated with it. Commercial development located in response to value (as set by traffic exposure) will be drawn to Interstate 45 in lieu of downtown or other desired development areas of the City. Therefore, the future Land Use Plan for Corsicana must address the dynamic presence of Interstate 45 and seek to promote a more distributed development pattern that will reinforce the goals and objectives set by the Community Participants in this planning process. It is also clear that significant non-residential development will be needed to support the general fund implications of a future population.

B. LAND USE PLAN AND ZONING PLAN

Currently, land use decisions made by the City of Corsicana are guided by its published zoning plan. This is a document that portrays the boundaries of zoning currently in place and thereby provides a view of the permitted land uses as they are arrayed within the city jurisdictional boundaries. This picture is hazy at best because Corsicana still maintains a “cumulative” zoning mechanism. This means that zoning identifies the highest use permitted for a site and also allows lesser uses under that same category. For example, property zoned for office use would also allow lesser uses such as multifamily, single family, etc. Consequently, the current zoning map actually depicts a landscape of maximum permitted uses and hides the mosaic of actual uses still permitted under various maximum classifications. This makes the holistic regulation of land use in conformance with a vision for the future very difficult to manage and document. The zoning plan is actually a zoning map and serves the function implied by its name: to map the boundaries of zoning currently in place.

If the zoning so mapped were not cumulative, then the zoning map could portray a general configuration of land use. However, the evolution of that map would still be reactionary because it records decisions made by Council action on individual parcels. Because the document records actions taken, it is a map and not a plan. A plan:

- Anticipates and informs actions
- Views the consequences of actions on a larger scale and in futuristic terms.

- Anticipates an ultimate condition so that present actions serve the desired end.
- Is initiated by the City and its general public for the purpose of defining a vision

All of these components of a plan are missing from a zoning map. By virtue of what it does and how it is accumulated, a zoning map:

- Is a record of action taken
- Considers consequences immediately present and generally in close proximity to the site
- Is initiated by a landowner/developer for the purpose of maximizing land use (highest economic use)
- Seeks to expand or change the present condition without view to limitation.

The zoning map is the manifestation of how a City applies its zoning ordinance. It is required that such ordinances be applied uniformly within jurisdictional boundaries. For this reason unequal applications are prohibited under State enabling legislation. Such applications include contract zoning, and generally any zoning that can be proven capricious. The Land Use Plan is a means by which due deliberations in light of public policy as they regard an individual zoning decision are assured so that uniform application is more certain. The zoning map by its reactionary nature provides no such assurance and zoning decisions that are not consistent with neighboring zoning already in place could be construed as arbitrary and capricious. This is a great challenge to zoning in areas where non-residential and residential uses are mixed. In such cases, a City's ability to change the status quo is more difficult.

The historical origins of zoning were to protect retailers in New York from encroachment by the neighboring (and growing) Garment District. Therefore, zoning is not meant to be visionary, but "protective". In contrast, a Land Use Plan is strictly meant to deal with vision and is not meant to be mired in the issues of protection to the extent that zoning is. However, many Cities are limited in their view of a Land Use Plan, seeing it as a version of the zoning record and/or as a zoning map for future (yet un-zoned) portions of the city. In this view of the Land Use Plan, adoption of the plan becomes focused on anticipating the land owner's/ developer's response (or like request) to market conditions. This is particularly true of the non-residential portions of the Land Use Plan which end up "stripping" the traffic corridors.

In its relationship to zoning, the Land Use Plan is intended to serve as a guide. The term guide means reference. The Land Use Plan's status as a record of publicly derived vision allows it to be a point of reference in the Council's deliberations regarding Zoning. Zoning is the action performed by an elected Council and Land Use is the input provided by citizens to facilitate the Council's deliberative proceedings. The Council must substantially comply with the intent of the Land Use Plan when that Land Use Plan is documented in terms that do not try to replicate zoning categories. If the Land Use Plan is by its nomenclature a zoning plan then the Council is more obligated to follow such a plan if adopted (because it is a projected zoning map). If the adopted Land Use Plan is a projected zoning map then the Council (by adopting it) has in fact restricted the discretionary ability of future Council members by

assigning what amounts to an intended zoning. Therefore, it is important that the status of the Land Use Plan as a guide be preserved by using terms/ categories that do not replicate the zoning map. For this reason, the Corsicana Land Use Plan is built upon a description of districts (e.g. the Transitional District), employing broad land use terms (e.g. employment-based Commercial)

It is important that interpretive applications of the Land Use Plan reside with the City's elected officials. This allows the elected officials to perform discretionary functions and City staff to perform ministerial functions. The distinction between discretionary and ministerial is important to the operations of a City, especially when it comes to matters of development. If the zoning map is (in effect) the functional land use map, then city staff is called upon to play two discretionary roles:

1. Make decisions regarding the lines of zoning change
2. Define future land use patterns

As a result, use of the zoning map is influenced by this discretionary role and both the application of zoning as well as the envisioning of land use is effected.

When the zoning map and the land use plan are not kept separate, the development process is also affected. The landowner/developer is uncertain as to risk associated with acquiring entitlement because there is no clear policy without a case by case interpretation. The process of interpretation opens the entitlement portion of a development process to an uncertain time frame and an uncertain outcome. Often, cities who try to manage their zoning decisions from a zoning map find themselves trapped in perpetuation of existing zoning because any variance constitutes incremental decision-making that is hard to defend from a "uniformity of application" perspective. Finding precedent in the existing zoning pattern to justify a current zoning decision is where the conflict between development and entitlement happens, often necessitating the involvement of attorneys. A City like Corsicana, which has a broad mixture of zoning in a relatively small area, is particularly susceptible to this type of conflict situation. The question before the Staff should be whether or not an action complies with the Comprehensive Plan, and a recommendation should be made in consideration of that question. It is then up to the Planning Commission and ultimately the City Council to approve that compliance or make an interpretation (based on the case) that allows some degree of variance from the Master Plan. The need to comply with the Master Plan also allows the Council to impose "conditions" that can assure that the intent of the plan is accomplished. As a City fills in, these additional conditions become very important to preserving the quality of life.

In summary, the City of Corsicana currently has a zoning map, but is lacking a Land Use Plan. One of the purposes of this comprehensive planning effort is to establish a Land Use Plan that guides future application of zoning and the zoning map. Without the two documents working side by side, the City of Corsicana is nurturing a condition that leads to conflict, creates an environment of uncertainty, and requiring city staff to function at

levels of discretion not typical of their designated function.

C. HOLDING CAPACITY FOR PROJECTED POPULATION

The capability of the geographic area of a community to accommodate an amount of development (including households) is called “holding capacity”. The method by which this capacity is determined begins with goals and objectives set by the Community participating in the Planning Process. As a result, the second public workshop (entitled Workshop #2: Envisioning) acknowledged and accepted a “Framework Plan” which graphically expresses previously established goals and objectives (established in Workshop #1) and shows conceptual allocation of districts, corridors, focal points, portals, and connections. This document associates density and generalized land uses with conceptual districts so that a general pattern of land uses is suggested. Using the citizen-formulated Framework Plan as a guide, more specific areas of land use were established, densities for each prescribed, and those densities converted into a total population (the “holding capacity”). This population becomes the build-out holding capacity of the Framework Plan, encompassing all land within the current Extra-Territorial Jurisdiction (ETJ) of Corsicana, as permitted by citizen-articulated goals and objectives. Using this methodology, the *Build-out Holding Capacity* for Corsicana and its associated sphere of development (its ETJ) is 338,871 people. This number represents the total number of people that the land area of Corsicana (area within the ETJ) can contain if it were to be built out at densities suggested by the Framework Plan. This number is important because a vision plan for Corsicana must respond to the entire area of the City. By contrast, the holding capacity of the existing City Corporate Limit is 76,129 residents (using the same methodology employed to derive the ETJ Holding Capacity).

The Planning Team evaluated the reality of such a “Holding Capacity” population for Corsicana in order to determine the time frame and likelihood of both build-out values (the projected growth within the existing corporate city limit and that projected for growth incorporating the City’s ETJ). Projections of growth within the current city limits indicate a maximum population of 76,129 people, while incorporation of the ETJ would allow for a maximum population of 338,871 people. Attainment of the corporate limits holding capacity could happen by planning year 2036, and attainment of the ETJ holding capacity would take some 55+ years, provided that projected growth rates could be sustained and that structural limitations did not present insurmountable obstacles. The Planning Team has determined that recent population growth in Corsicana will increase in stages, triggered by attainment of growth thresholds in the Dallas/ Ft. Worth Metroplex. The tiered growth rates described earlier change from 1.42% to 3.4% to 7.3% in response to Metroplex population thresholds.

Although 338,871 is a large and unlikely population, it is nevertheless the capacity of the City’s land area and, therefore, justifies consideration in any plan that addresses the entirety of such an area. Consequently, the 338,871 ETJ Holding Capacity Population becomes the basis upon which the Land Use Plan (the plan for allocation of land use within the entire ETJ area) is evaluated.

As Corsicana reaches the holding capacity for the current city limits, the school age population could reach 16,901 people (age 5-19), the number of elderly could approximate 10,354 people, and the number of residents of typical employment age (20-64 years) could reach 43,165 people. Table 1 contains a detailed explanation of these population estimates based on current city limits.

Table 1. Estimated City Limit Population Breakdown

Population group	AGE	Population at City Limit
children	0-4	5,710
school-age	5-19	16,900
employable	20-64	43,165
retired	65+	10,354

At attainment of the maximum (ETJ) Holding Capacity, the school age population of the city area could swell to 75,230 people (age 5-19), the number of elderly will approximate 46,086 people (if present age ratios are maintained), and the number of residents of employment age (20-64 years) could reach 192,140. Table 2 contains a detailed breakdown of these population characteristics at maximum holding capacity.

Table 2. Estimated ETJ Holding Capacity Population Breakdown

Population group	AGE	Population at Holding Capacity
children	0-4	25,415
school-age	5-19	75,230
employable	20-64	192,140
retired	65+	46,086

As Corsicana grows, new recreational and educational facilities will be needed. The emerging population characteristics will manifest themselves as follows:

I. SCHOOLS

Elementary Schools

Currently, of every 1000 people in Corsicana, approximately 87 of them are elementary age (5-10 years at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limits build-out would require 12 new elementary schools by the year 2036, with an average size of 13 acres per school. The 338,871 population projection for ETJ-incorporated build-out would

ultimately require 41 new elementary schools with the same acreage requirements. These schools should be accessible by footpath from dwelling units without crossing a major street and should have a playground screened from the street.

Table 3 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build-out scenarios.

Table 3. Projected Elementary Schools Needed at Build Out

	Build-Out	
	Current City Limit	Including ETJ
Population	76,129	338,871
Number of children served	6,623	29,482
Current Students per School	323	323
Current Number of schools	7	7
Students per New School	800	800
Number of New Schools	5	34
Total Number of Schools Needed	12	41

Middle Schools

Of every 1000 people currently living in Corsicana, approximately 45 of them are middle school age (11-13 years at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limits build-out would require at least 1 new middle school by the year 2036, with land requirements of about 31 acres per school. The 338,871 population projection for ETJ-incorporated build-out would ultimately require 9 new middle schools with the same area requirements. These schools should not be located on major arterial streets, they should have pedestrian walkways from surrounding streets, and should also have playing fields sufficient for multiple outdoor activities.

Table 4 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build-out scenarios.

Table 4. Projected Middle Schools Needed at Build Out

	Build Out	
	Current City Limit	Including ETJ
Population	76,129	338,871
Number of children served	3,426	15,249
Students per current school	600	600
Current Number of schools	2	2
Students per new school	1600	1600
New Schools needed	1	9
Total Number of Schools	3	11

High Schools

Currently, approximately 65 of every 1000 people in Corsicana are high school age (14-17 at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limit build out would require 1 new high school by the year 2036, with land requirements of about 49 acres per school. The 338,871 population projection for ETJ-incorporated build out would ultimately require 8 new high schools with the same area requirements. These schools should be located near or adjacent to community facilities and have playing fields equipped for multiple outdoor activities.

Table 5 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build out scenarios.

Table 5. Projected High Schools Needed at Build-Out

	Build-Out	
	Current City Limit	Maximum
Population	76,129	338,871
Number of children served	4,948	22,027
Students per current school	1615	1615
Current Number of schools	1	1
Students per new school	2600	2600
New Schools needed	1	8
Total Number of Schools	2	9

II. RETAIL

The build-out population can support a certain area of retail use. The national average of retail space per household is 40 sq. ft. (established by the US Department of Commerce) and the Dallas average of retail space per household is 70 sq. ft. The Dallas ratio of retail space per household can be used as a means of projecting the magnitude of retail appropriate to the projected build-out Land Use Plan. At build-out, the Corsicana land area could hold as many as 136,735 households and correlate to 15.5 million square feet of retail use (at the above specified Dallas average). This total square footage could be further expanded in response to retail traffic generated from Richland Chambers, movement between Dallas and Houston along Interstate 45, regional traffic movement along the State Highways that converge on the city center, and general growth in the county. The Land Use Plan that has evolved through this Planning Process provides for approximately 9.2 million square feet retail space within the current city limit land area.

This is approximately 66% more square footage than the projected population (within the current city limit) can support. A figure of 9.2 million square feet is only defensible when one considers the following points:

- A majority of the proposed square footage is contained in land already zoned to permit retail (such as frontage on state highways), but currently developed at a lower density than is normative for a growing city in the present day. However, these locations may not remain desirable as Corsicana develops future thoroughfares and active nodal intersections within that future system, making additional retail opportunities necessary.
- Corsicana is the functional service center of a market area significantly greater than the current city limit.
- The service area ultimately attributable to Corsicana will reach into zones experiencing greater growth due to their closer proximity to Dallas expansion.
- Future retail land use within the city limit must consider growth outside the current city limit (but within the ETJ) that will be primarily residential. Therefore, as fringe areas become more residential, areas that are currently closer in proximity will become more non-residential. This will make the non-residential component of the land use plan contain more square footage than the population within the current city limit can support.
- Retail as used in the land use plan is an exclusive category that encompasses restaurants, personal services, etc., and is thereby greater than square footage devoted to the simple sale of goods.
- Increased traffic densities in the I-45 corridor (associated with regional growth) will attract retail development and account for a significant portion of the land use square footage.

Allocation of retail square footage recognizes goals and objectives clearly stated during

the Planning Process. These goals and objectives call for several actions. These include a dispersion of retail uses so that retail opportunities are made more available at the neighborhood level, encouragement of retail development in nodal patterns (instead of strip patterns), and discouragement of the Interstate as the dominant retail location. Other important goals call for protection of the natural landscape and the dominant residential identity of the City. Preservation of this dominant residential character is in part related to the selected location of retail (and other non-residential land uses) at sites that reinforce the identity and definition of residential neighborhoods. This special “identity-giving” relationship between appropriately scaled retail and residential districts is a time-honored standard of coherent planning, beginning with the earliest periods of the “City Beautiful” movement (early 20th century). Therefore, land desirable for retail development will be focused on those selected streets (particularly the intersection of those streets) intended to carry primary traffic. These street intersections are identified in the Future Land Use Plan and an amount of retail space assigned to them.

The total retail development accommodated in the Maximum Holding Capacity Land Use Plan is 15.5 million square feet (including the retail component of commercial and mixed use development). It is the recommendation of the Planning Team that further retail accommodation will negatively impact Corsicana’s residential dominance (earlier described) by creating additional traffic loads and depreciating the hierarchical pattern inherent in the proposed plan. Retail in excess of 9.2 million square feet should be evaluated on a case-by-case basis with regard to impact on the city. This “threshold” square footage should not include retail use internalized to offices, hotels, or other such host uses.

III. EMPLOYMENT-RELATED USES

Using rough benchmarks, the Maximum Holding Capacity Land Use Plan supports an employment population of 96,936 people. This is employee base (number of employees) necessary to support the non-residential portion of the plan. The goal is to achieve a balance between the employable population generated through creation of residential districts and the needed employee base generated through the creation of the commercial districts. This needed employee base is demonstrated in Table 6.

Table 6. Projected Employee Base Needed for Holding Capacity Land Use Plan

Commercial Districts	Retail	Industrial	Technical	Office	Other	Employed per Sector
Employment Industrial		6,138				6,138
Employment Commercial			17,095	14,329		31,424
Retail Commercial	5,736				8,690	14,426

Mixed Use Commercial	5,395			5,450	5,450	16,295
Core City Mixed Commercial	449					449
Historic Mixed Commercial	365			9,728	3,243	13,336
Approach-Way Mixed Use	3,545	1,907	2,769	6,646		14,868
Total	15,490	8,045	19,864	36,154	17,383	
			Employment Density:	96,936		

The population profile developed for this plan shows that approximately 192,140 people out of the total population will be between the ages of 20 and 65. Assuming that 50% of that population will be in the employment market, the build-out would have 96,070 people in need of employment. This indicates that 99.1% of the build-out employment base could be satisfied by the projected working population created through residential districts in this plan. Additional employment potential can be created via the work force available in neighboring communities (such as Richland Chambers Lake).

It is important to note that there is an area of 805 acres devoted to industrial-related uses, and an associated employment need of 8,045 people. This reflects the need to diversify Corsicana’s economy so that such a large component can be absorbed.

IV. THE COST IMPLICATIONS OF THE HOLDING CAPACITY LAND USE PLAN

Land Use Classifications

To accommodate the maximum build-out population of 338,871 people, the plan incorporates eight residential classifications. These are:

- Rural Residential (RR): A lower density of residential development intended for the outer fringes of the future city and in areas where preservation of the native landscape is of greatest importance. The typical density of this land use classification is 1 to 2 dwellings per acre.
- Estate Residential (ER): The lowest density of residential development intended for specific areas of the city where estate lot custom home development is likely. The typical density of this land use classification is 1 dwelling per acre.
- Low Density Residential (LDR): A lower density residential development typical of many suburban single family projects in metropolitan areas of the United States. This

type of residential density is typically appropriate for a higher than average price point. The typical residential density of this land use classification is 2 to 3 units per acre.

- Medium Density Residential (MDR): A residential density typical of most suburban development in metropolitan areas of the United States. This type of residential density can be appropriate for various price points and usually contains a dwelling unit type that is attractive to the needs of numerous buyers. The typical residential density of this land use classification is 3.1 to 4 units per acre.
- Core City Mixed Residential (CC-MR): A special residential designation that describes the mixed residential fabric of most inner city areas of Corsicana. Inner City being the areas immediately around the older historic core areas of downtown and its two flanking historic neighborhoods. The age of structures within this area varies and the land use mix includes single family and multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units per acre for town house, and 15 to 20 units per acre for multi-family.
- Transitional Mixed Residential (T-MR): A residential designation that describes the mixed residential fabric of older (largely developed areas) lying adjacent to the core and defining the transition between the older city and newer areas of development or the transition from older residential areas to commercial districts or corridors. The age of structures within this area varies and the land use mix includes small lot single family, some medium lot single family, townhouse, and multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- Commercial Center Mixed Residential (C-MR): A residential designation that describes the mixed residential fabric of higher density mixed use residential areas adjacent to major commercial nodes. These are areas of new development and the land use mix includes small lot single family, townhouse, and multi-family development. The typical residential density of this land use classification is 5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- Historic Mixed Residential (H-MR): A residential designation that describes the mixed residential fabric of two specific historic neighborhoods lying to the west and east of the downtown core. Many of the larger homes have been sub-divided into apartment flats. The land use mix contains mostly single family and multi-family land uses fitted into former single family homes. The typical residential density of this land use classification is 3.7 units per acre.

Total Dwelling Units: According to the residential densities specified above, the total number of residential units represented in the Maximum Holding Capacity Land Use Plan is 136,465. High density dwelling units are generally clustered around the City center and key development nodes. Medium density single family units make transitions from higher density residential areas and some non-residential areas, while lower density single family units occupy the remaining bulk of Corsicana’s ETJ land area.

To support this residential community, the Holding Capacity Land Use Plan establishes retail and commercial uses necessary to supplement needed tax base as well as address traffic corridors and nodal points. In the workshop process, it has been clearly stated that Corsicana is a residential community that retains its small town qualities, desiring only the amount of non-residential development necessary to make a balanced and economically viable community. Therefore, the total constellation of land uses proposed must fiscally sustain Corsicana and not contain an excess of non-residential land uses that overburden and overpower the residential dominance envisioned.

Land Areas, Units, and Square Footage: The Holding Capacity Land Use Plan reflects the goals and objectives set forth by the public participants in the Planning Workshop Process and demonstrates an awareness of Corsicana as an area of development which is organized around its own City core, rather than Interstate 45. Previous land use plans reacted to the presence of high volume traffic corridors (like Interstate 45 and State Highways) and assigned retail/commercial/ industrial uses to those throughways. Residential densities and configurations fell in loose arrangement between and amid non-residential uses (see land use exhibit on page ___), making the corridor the determining element of City form. As a result, the previous Land Use Plan is heavily vested in non-residential land uses with little impact on the form of residential patterns. The constellation of land uses proposed needs to obtain a balance for the environmental and economic welfare of the City. The Holding Capacity Land Use Plan affirms the city center as the anchoring point for Corsicana. In conjunction with this, the Holding Capacity Land Use Plan contains those components presented in Table 7.

Table 7. Area Allotments of Land Uses in the Holding Capacity Land Use Plan

Land Use	Acreage	Residential Units	Square Feet
Historic Mixed Residential	287	1,062	
Estate Residential	81	81	
Rural Residential	1,207	1,811	
Low Density Residential	7,455	20,129	
Medium Density Residential	9,571	35,413	
Commercial Center Mixed Residential	5,202	39,015	
Transitional Mixed Residential	2,280	14,364	

Core City Mixed Residential	1,846	16,059	
Approach-Way Mixed Use	2,543	7,629	16,505,189
Historic Mixed Commercial	134		6,201,855
Core City Mixed Commercial	142	938	449,068
Mixed Use Commercial	1126		10,300,198
Retail Commercial	1,197		9,646,144
Employment Commercial	1,377		16,717,152
Employment Industrial	2,790		26,737,128
Totals	37, 236	136,465	86,556,734

Balance in the Land Use Plan: To determine that the Holding Capacity Land Use Plan maintains a balanced land use picture for the City of Corsicana, it is necessary to define the meaning of *balance*. Given the goals and objectives set forth by the citizen participants in the planning process, the term *balance*, as it applies to the City of Corsicana Holding Capacity Land Use plan, means that the Plan possesses the following attributes:

- Provides sufficient tax base to fund the costs of municipal services/ government
- Preserves the dominant residential character of the Community
- Provides for future changes in the demographic character of the population
- Reinforces the Historic Town Center

In order to derive the future tax base demands of a city with a holding capacity of 338,871 people, it is necessary to ascertain the potential municipal costs that a future tax base must support. A future magnitude of costs can be acquired if the per capita cost of municipal services/government is known. In 2005, the general fund requirement for the City of Corsicana was approximately \$15.1 million to serve a population of 26,014 people. This equates to a current per capita cost of services and governance of \$581 per person. Comparing this per capita allocation to other cities whose current population is of a magnitude similar to Corsicana, the per capita allocation associated with this build out scenario is verified. Table 8 contains a brief summary of cost of governance estimations for Corsicana and three other cities in the Metroplex region.

Table 8. Cost of Governance of Other Cities

City	2006 Population Estimate	General Fund	Cost of Governance
Corsicana	26,014	\$15,110,760	\$581
Waxahachie	27,800	\$17,940,446	\$645
Hillsboro	8,900	\$6,214,260	\$698
Rowlett	53,100	\$37,336,145	\$703

Based upon current values for these comparable cities, an estimated cost of governance of Corsicana in the future was set at \$680. At this rate, a build-out population of 338,871 (maximum holding capacity) would require a general fund of \$230,432,280. The projected city limit holding capacity population would require a general fund of \$51,767,720. As this is the growth projection for the 2036 horizon, planning for these needs becomes important.

To offset the projected cost of governance, it is necessary that the Maximum Holding Capacity Land Use Plan provide sufficient tax base. In the benchmark cities studied, it is typical that ad valorem taxes provide 70% to 88% of the general revenue budget, depending on other income sources available to the municipality. A significant portion of the current general fund for the City of Corsicana is provided by ad valorem taxes. The Planning Team has determined that Corsicana’s Ad Valorem tax revenue should contribute at least 80% of the general fund requirements at build-out. Therefore, the standard was set for this analysis that the ad valorem tax base of the Future Land Use Plan must fund at least 80% of the projected costs of municipal services and governance.

The Maximum Holding Capacity Land Use Plan represents a population of 338,871 people (this is the holding capacity of the area of the city extended to include all of the ETJ) with approximately 76,129 people of that ETJ population capacity residing within the current city limits of Corsicana. The potential general fund associated with the extended planning area population (those demanding services and facilities) is \$230,432,076. The associated ad valorem tax revenue (including inventory tax) associated with the ETJ land use plan would generate approximately 89.3% of the projected general fund. Table 9 summarizes values generated by the portions of the Holding Capacity Land Use Plan located within the current City limits of Corsicana.

Table 9. Value Generated by the Holding Capacity Land Use Plan

Land Use Type	Units or Square Footage	Value	Ad Valorem @ \$.627/100
Single Family	58,496 units	\$14,624,000,000	\$91,692,480

Other higher density Single Family	27,529 units	\$3,854,060,000	\$24,164,956
Town Home	19,176 units	\$2,375,520,000	\$14,894,510
Multi-Family	30,914 units	\$2,627,690,000	\$16,475,616
Retail	15,489,509 sf	\$1,858,741,080	\$11,654,307
Industrial	35,045,109 sf	\$2,978,834,265	\$18,677,291
Tech Flex	11,925,987 sf	\$1,311,858,570	\$8,225,353
Office	16,273,842 sf	\$1,952,861,040	\$12,244,439
Other Commercial	7,822,287 sf	\$1,173,343,050	\$7,356,861
Open Space	N/A	N/A	N/A
Totals			\$205,385,812

It is important to note that the residential portion of the projected ad valorem tax for Corsicana, according to the land use plan, would be \$147,227,756 (64% of the projected total general fund requirements).

In light of the above analysis, the Land Use Plan contains a balance of land uses that reflect goals and objectives established through the planning process and graphically portrayed in the Framework Plan. According to this general macro analysis, the plan would generate a tax base sufficient (if developed in accordance with the density assumptions imposed on the analysis) to fund over 80% of the projected cost of municipal services and governance.

Comparison of the Holding Capacity Land Use Plan and the Corporate Limits Land Use Plan

The overall land area for non-residential land use in both the Holding Capacity Land Use Plan and the Corporate Limits Land Use Plan is very similar. Non-residential land uses in the Holding Capacity Land Use Plan comprises 25% of the total ETJ land area (9,289 acres of the total 37,218 acres). Non-residential land uses in the Corporate Limits Land Use Plan comprise 48% of the total Corporate Limit land area (6,181 acres of the total 12,944 acres). If the city expands to incorporate ETJ territory in accordance with the Land Use Plan, the non-residential land area will increase by 3,080 acres, while the total acreage of the city increases by 24,274 acres. This implies that, in comparison to the total area added to the city, the amount of new non-residential needed is relatively small. The small difference between the non-residential land area in the current city limits and the non-residential land area needed at maximum build-out exists because so much of the current Corporate Limits is currently zoned for such uses.

The non-residential land area of the ETJ Holding Capacity Land Use Plan provides an appropriate amount of non-residential tax base to support the residential build-out

of the remaining land. However, the non-residential land area of the Corporate Limits component of that plan provides a non-residential tax base that greatly exceeds the general fund requirements of any potential build-out residential population. In the ETJ Holding Capacity Land Use Plan, the balance between non-residential land uses and residential land uses provides an ad valorem tax revenue sufficient to comfortably fund 80% of the projected general fund requirements for that population. By contrast, the Corporate Limits component of that Land Use Plan (incorporating currently zoned non-residential land) presents a potential ad valorem tax revenue far in excess of the projected general fund requirement (at 124%). This means that the City of Corsicana currently has a vastly disproportionate amount of its land area devoted to non-residential land uses.

The over supply of non-residential land area is more clearly seen in employment projections represented by the two land use scenarios (ETJ and Corporate Limits). The ETJ Holding Capacity Land Use Plan represents an employment capacity of 96,936 people (the employment needs of the non-residential land area if built out) and a projected employment population of 96,070 (the number of potential employees within the Holding capacity population of 338,871 people). Therefore, the potential need of the plan serves the potential employee base of the plan. However, the Corporate Limits Land Use Plan (including land currently zoned for non-residential use) represents an employment capacity of 73,890 people and a projected employee population of 21,583 people. This disparity between employment capacity and employee availability presents some serious challenges for the City of Corsicana, adversely affecting:

- **Economic Development:** It will be difficult to attract industrial (or other) employment development to the City of Corsicana if the city can not offer an employment base that satisfies both the job requirements of the potential employer and those available for employment. This vast disparity shows the limited supply of employment available to relocating employers looking for a viable labor market.
- **Land Values:** Whenever there is a supply of land in excess of demand then the value of such land can not appreciate and as a result it encourages continued development by those non-residential uses where land costs is more powerful than other determinants. Such users of land typically offer lower skilled jobs, have low employment needs, and often need land area for storage related purposes.
- **Expansion of Key Clusters:** The lack of employment attraction makes it difficult to implement an economic development strategy that deepens key clusters and/ or intends to expand into forward/ backward linkages related to key cluster.

Oversupply is also manifest in the retail component of the Corporate Limits Land use Plan (because of land currently zoned for non-residential use). The amount of potential retail square footage in the Corporate Limits can be described as a retail area-to-household value, expressed square feet per household. This figure far exceeds normal relationships between retail space and households. The national average ratio is 40 square feet per household, the Dallas average is 70 square feet per household, and the West Plano

average is 120 square feet per house hold.

The Holding Capacity Land Use Plan equates to a retail/ household ratio of 112 square feet per household. A certain percentage over the Dallas average is necessary to serve retail demand of Interstate 45 and regional traffic using the various highways that “hub” on Corsicana. Given this additional square footage requirement, retail available to serve Corsicana’s population (in the ETJ Holding Capacity land Use Plan) attains a square feet/ household ratio more typical of the Dallas average. By contrast, the Corporate Limits Land Use Plan contains approximately 240 square feet per household. This far exceeds any comparative standard. This current retail condition presents a serious challenge to the City of Corsicana. These Challenges include:

- **Overall Retail performance Relative to State Norms:** The over supply of retail land encourages random development of retail projects seeking to compete for the same limited market. Frequent turnover of low capital investment retail establishments in combination with lower than state average income leads to spending patterns that consistently fall below state norms for household spending and consequently further discourages retail development.
- **Types of Retail Captured:** Whenever there is a supply of land in excess of demand then the value of such land can not appreciate and as a result it encourages continued residential development by those retail uses most influenced by low land costs. These are the types of retail establishments that can come and go as they compete with other similar retail establishments for a limited market. These lower end capture retail venues are not conducive to nodal development patterns and lead to vast strips of sporadic retail development where low capital investment is the over riding visual character.
- **Competitiveness with the Historic Business Core:** The dispersion of a limited demand means that little aggregated demand is available for the Historic Core area. This makes revitalization of the core more difficult and more dependent upon Destination Attributes that will draw retail patrons off of the Interstate.

An oversupply of land zoned for non-residential land uses reflects the historic power and influence of the highways, freeways, and railroad tracks that converge on Corsicana. Non-residential zoning reflects the anticipation of value capture that once existed in the vision of Corsicana’s future. However, today this dominance of non-residential land burdens the city and works against creating a better quality of life. The City of Corsicana must become vigilant with regard to future non-residential zoning and focus on encouraging residential land uses that form coherent residential areas/ districts. At the same time, the City must create another level of guideline controls that overlay the current non-residential zoning so that the use of those entitlements will create nodal retail districts and employment centers that facilitate logical traffic movement as well as create a more coherent city form.

D. COMPARISON WITH THE PREVIOUS LAND USE PLAN

At the present time, the existing zoning plan is in effect Corsicana’s Land Use Plan. This current Zoning/ Land Use Plan reflects a diversity of juxtaposed uses that, in many cases, do not form coherent land use districts. The Holding Capacity Land Use Plan is viewed as a document separate from the zoning plan so that past, incremental zoning decisions can be tied together in “Special Districts” that identify development conditions intended to reconcile current conflicts and discontinuities. The use of special districts allows the Holding Capacity Land Use Plan, set forth in this Plan Document, to present a coherent city form that has a stronger, denser, and more mixed center with a less dense, more single use periphery. In this way, the Future Land Use Plan establishes a City form that can be better managed for growth, create more identifiable sub-districts and neighborhoods, and ultimately provide a more rational framework for the distribution of physical systems (e.g. surface drainage, sewer, water, roads, etc.). Another important distinction of the Holding Capacity Land Use Plan is that it shows a clear “aggregation” of commercial uses (particularly retail). This avoids typical strip development and promotes a greater attraction for “higher end capture” in the commercial market place. Where retail uses are brought together to create retail districts, it is typical that these types of retail areas tend to be more specialized. This has been the basis of success for retail malls and power centers as well as the common experience of urban retail districts (provided that other supporting attributes are present, such as traffic densities).

E. RECOMMENDATIONS

The following are recommended actions related to the Holding Capacity Land Use Plan as established herein:

Plan Objective: Establish an overall City form that contains appropriate relationships between Land Uses and create a greater sense of unified “place.”

Recommendation:

1. Formulate appropriate transitions at current points of Land Use conflict by:
 - a. Establishing transitional land uses between existing Industrial use and areas of residential use where they are adjacent.
 - b. Provide appropriate density gradients as development moves away from the City Center and areas of major commercial concentration (Mixed Use/ Retail nodes, Freeway Industrial, Freeway Commercial, and Airport Industrial)
 - c. Reverse abandonment of City Core by permitting greater development densities, including:
 - i. Creation of a Special District for the Town Center (as described below) that will impose guidelines upon new development. Redevelopment of existing zoned tracts and new development of un-zoned tracts.
 - ii. Base Land Use designation (within the Historic Mixed Commercial District) of Mixed Commercial (office, other commercial, retail, and

- residential) with guidelines for all un-zoned properties within the 1st Street/ 7th Street/ 15th Street/Business 75 perimeter.
 - iii. Base Land Use designation (within the Core City Mixed Commercial District) of mixed commercial (retail, office, and other compatible commercial) with guidelines for all unzoned properties within the Core City District.
 - iv. Base Land Use designation (within the Historic Mixed Residential District) of Mixed Residential Use with guidelines for all un-zoned properties within the Historic District.
 - v. Base Land Use designation (within the Core City Mixed Residential District) of Mixed residential (various forms of attached and detached single family and multifamily) with guidelines for all unzoned properties within the Core City District.
 - d. Establish a mixed use designation for all major Approach-Ways that will impose guidelines to resolve existing land use conflicts.
 - e. Establish a Transitional Mixed Residential District between areas of new development an older established development that includes areas that currently contain pockets of partial development (typically a mixture of industrial and residential).
 - f. Create Special Districts that will encourage nodal development of the Interstate frontage (instead of strip development).
 - g. Aggregate commercial and retail development into major nodes so they can be served by arterial roadways and economically energize the Downtown Core.
 - h. Limit residential densities away from the commercial centers to those specified for medium density, low density, and rural residential categories so that there is a clear density gradient.
2. Integrate existing zoning into the Future Land Use Plan:
 - a. Establish an **Approach-Way Mixed Use Special District (AMU)** with development guidelines that address:
 - i. Access management
 - ii. Signage
 - iii. Enhancing the appearance of parking in relationship to key roadways
 - iv. Providing greater inter-connection between projects that promotes internal movement
 - v. An attractive interface with public facilities and/ or amenities
 - vi. Establishes transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
 - vii. Enhanced landscaping
 - viii. Effective screening
 - b. Establish a **Core City Mixed Commercial Special District (CCMU)** with development guidelines that address:
 - i. Relationship to downtown and the historic neighborhoods
 - ii. Architectural themes and continuities that will consolidate the

- primarily commercial use
 - iii. Access management
 - iv. Treatment of parking and parking lots
 - v. Remaining historic buildings to be preserved
 - vi. Establish transitions and buffers appropriate to protect adjacent residential fabric from non-residential encroachment
 - vii. Distinct visual identity of streets that are Approach-Ways to the Historic core
 - viii. Pedestrian enhancement of the street and pedestrian connections between land uses/
 - ix. Protection and enhancement of existing natural drainage ways
 - x. Landscape setbacks along primary arterials
 - xi. Screen walls and fences
 - c. Establish an **Historic Mixed Commercial Special District (HMU)** with development guidelines that address:
 - i. Architectural themes and continuities
 - ii. Remaining historic buildings to be preserved
 - iii. Creation of greater sense of public space especially for gathering and events
 - iv. Establish transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
 - v. Pedestrian enhancement of the sidewalk space
 - vi. Identifying signage
 - vii. Internal relationships within mixed uses on a single site or in a single building
 - viii. Require more design enhancement of the “street fronting” façade and yard space
 - ix. Treatment of parking
 - d. Establish a **Core City Mixed Residential Special District (CCMR)** with development guidelines that address:
 - i. Relationship to downtown and the historic neighborhoods
 - ii. Treatment of internal land use conflicts
 - iii. Remaining historic buildings to be preserved
 - iv. Establish transitions and buffers appropriate to protect residential fabric from non-residential encroachment
 - v. Distinct visual identity of streets that are Approach-Ways to the Historic core
 - vi. Protection and enhancement of existing natural drainage ways
 - vii. Proper site design standards for infill development
 - viii. Proper building envelope standards for infill development
 - e. Establish a **Transitional Mixed Residential Special District (TMR)** with development guidelines that address:
 - development guidelines that address:
 - i. Relationship to core city and the historic neighborhoods
 - ii. Treatment of internal land use conflicts
 - iii. Remaining historic buildings to be preserved
 - iv. Establish transitions and buffers appropriate to protect residential fabric from non-residential encroachment
 - v. Distinct visual identity of streets that are Approach-Ways to the Historic core
 - vi. Protection and enhancement of existing natural drainage ways
 - vii. Proper site design standards for infill development
 - viii. Proper building envelope standards for infill development
 - f. Establish a **Historic Mixed Residential Special District (HMR)** with development guidelines that address:
 - i. Relationship to the larger historic fabric including the historic downtown center
 - ii. Proper standards for adaptive re-use/ redevelopment of existing structures and/ or sites
 - iii. Remaining historic buildings to be preserved
 - iv. Pedestrian enhancement of the street space and linkages to the historic core
 - v. Thematic signage
 - vi. Site design and architectural standards for infill development
 - vii. ree protection
 - viii. Identifying signage
 - ix. Proper screen walls and fences
 - x. Protection and enhancement of existing natural drainage ways
 - g. Establish a **Approach-way Mixed Use Commercial Special District (AMU)** with development guidelines that addresses:
 - i. Architectural themes and continuities
 - ii. Remaining historic buildings to be preserved
 - iii. Establish transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
 - iv. Effective screen walls and fences
 - v. Treatment of parking and parking lots
 - vi. Signage
 - vii. Site design standards
 - viii. Landscape setbacks along primary arterials
 - ix. Internal relationships within mixed uses on a single site
3. Establish an overall pattern of Land Use areas that will provide sufficient magnitudes of such development to fund the service costs and accommodate employment needs of the “holding capacity” population that:
- a. Aggregates industrial infrastructure by locating industrial uses in close proximity

- to essential infrastructure including:
 - i. Interstate access
 - ii. Major arterial connections
 - iii. Future proposed intermodal facility
 - iv. Future proposed airport
 - v. Potential future commuter rail connections to Dallas and/ or Houston
 - b. Aggregates core area amenities, creating a City Center environment that will attract retail, office, entertainment, and other employment-generating uses to the core area, permitting vertical mixed use development in the Core Area Special Districts.
 - c. Aggregates Public Facilities, creating a significant public domain meant to enhance city appearance and leisure/recreation activities for its population.
 - d. Provides land use area for 22,707,017 square feet of retail, industrial-related, commercial-related, and other employment land use in the existing highway corridors and the historic business core.
4. Designate non-residential land use areas within the Holding Capacity Land Use Plan that can accommodate a magnitude of non-residential tax base sufficient to supplement the “gap” between the general fund associated with Corsicana’s “holding capacity” population and the projected residential tax base:
- a. Provide land use area for 26,737,128 square feet of industrial-related use outside the existing highway corridors and the historic core.
 - b. Provide land use area for 25,523,607 square feet of commercial-related use outside the existing highway corridors and historic core.
 - c. Provide land use area for 11,579,955 square feet of retail land use outside the existing highways corridors and the historic core.

Plan Objective: Establish the natural system that serves Corsicana as a framework for an open space network.

Recommendation:

1. Preserve the remaining undisturbed creek ways in a natural condition by:
 - a. Establishing a minimum set back from the creek and creek way system that recognizes the future high water levels (resulting from “build-out” development).
 - b. Internalize the remaining creeks and creek ways system too public open space/ parks where possible.
 - c. Require public open space dedication in future development proposals.
2. Establish trails that use the creek and creek way network and promote the close association of trail destinations and the natural corridors (where appropriate):
 - a. Locate parks/ schools and other such destinations near the natural network.
 - b. Discourage privatization of the creeks and creek ways and encourage public trail use.
 - c. Discourage “in-line” detention.
3. Provide more public open space:

- a. Encourage the location of detention facilities in close proximity to the creeks and creek ways so that public open spaces can be developed around them.
- b. Establish a Landmark Landform Program that designates and assures the preservation of the distinctive landforms and natural features of Corsicana.

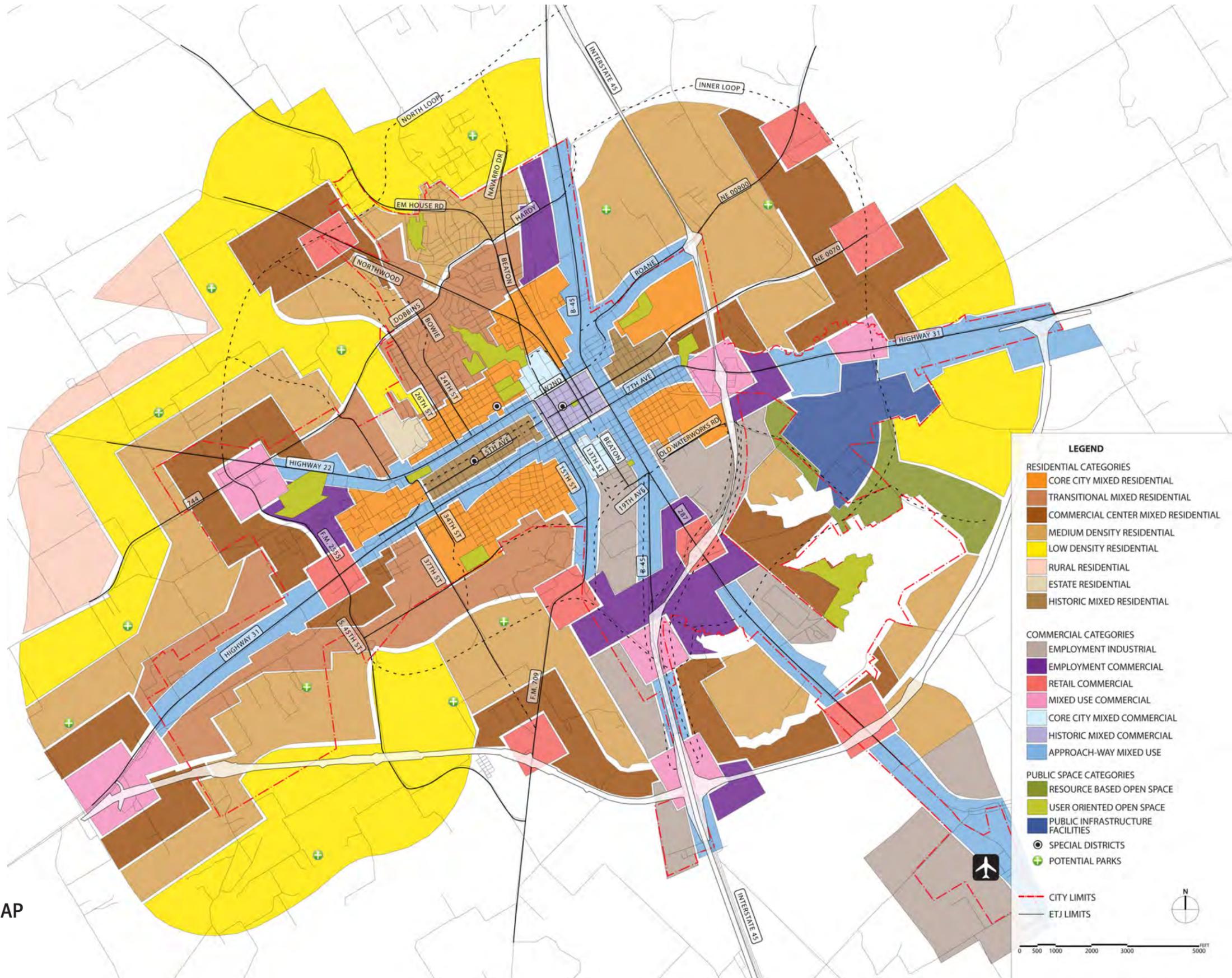
Conclusion:

In light of the above analysis, the Holding Capacity Land Use Plan represents a vision of a developed Corsicana that has the potential to be an economically sufficient constellation of land uses and to reflect the goals and objectives established by the Corsicana residents who participated in the Planning Process. The Holding Capacity Land Use Plan embodies the forms and patterns of the Framework Plan formulated in the second public workshop (Workshop #2: Envisioning).

F. LAND USE DEFINITIONS

- 1. Rural Residential (RR):** A lower density of single family residential development intended for the outer fringes of the future City and in areas where preservation of the native landscape is of greatest importance. The typical density of this land use classification is 1 to 2 dwellings per acre.
- 2. Estate Residential (ER):** The lowest density of single family residential development intended for specific areas of the City where estate lot custom home development is likely. The typical density of this land use classification is 1 dwelling per acre.
- 3. Low Density Residential (LDR):** A lower density single family residential development typical of many suburban single family projects in metropolitan areas of the United States. This type of residential density is typically appropriate for a higher than average price point. The typical residential density of this land use classification is 2 to 3 units per acre.
- 4. Medium Density Residential (MDR):** A single family residential density typical of most suburban development in metropolitan areas of the United States. This type of residential density can be appropriate for various price points and usually contains a dwelling unit type that is attractive to the needs of numerous buyers. The typical residential density of this land use classification is 3.1 to 4 units per acre.
- 5. Core City Mixed Residential (CC-MR):** A special residential designation that describes the mixed residential fabric of most inner city areas of Corsicana. Inner City being the areas immediately around the older historic core areas of downtown and its two flanking historic neighborhoods. The age of structures within this area varies and the land use mix includes single family (attached and detached) and a limited percentage of multi-family development. The typical residential density of this land use classification is 4.5 units to the acre for single family, 8 to 10 units per acre for attached single family (including town house), and 15 to 20 units per acre for multi-family.

- 6. Transitional Mixed Residential (T-MR):** A residential designation that describes the mixed residential fabric of older (largely developed areas) lying adjacent to the core and defining the transition between the older city and newer areas of development or the transition from older residential areas to commercial districts or corridors. The age of structures within this area varies and the land use mix includes small lot single family detached, some medium lot single family detached, zero lot line detached single family, attached single family (including town house), and a limited percentage of multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- 7. Commercial Center Mixed Residential (C-MR):** A residential designation that describes the mixed residential fabric of higher density mixed use residential areas adjacent to major commercial nodes. These are areas of new development and the land use mix includes small lot single family, Attached single family (including townhouse), and multi-family development. The typical residential density of this land use classification is 5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- 8. Historic Mixed Residential (H-MR):** A residential designation that describes the mixed residential fabric of two specific historic neighborhoods lying to the west and east of the downtown core. Many of the larger homes in these areas have been sub-divided into apartment flats. The permitted land use mix contains mostly single family and multi-family land uses fitted into former single family homes. The typical residential density of this land use classification is 3.7 units per acre.
- 9. Approach-Way Mixed Use (AMU):** A mixed use designation that describes the diversity of uses found along major arterials leading into the City of Corsicana. In many cases, original single-family lots have been redeveloped for various forms of commercial use. Mixed commercial use found in this district includes diverse service uses (e.g. vehicular service centers, insurance offices, etc.), retail, light industrial, manufacturing, warehouse, hotel/ motel, outdoor storage, and office. In addition, some vestige of the original single-family use remains as well as the occasional injection of new multi-family development. Future development in the Approach-Way District should be limited to commercial uses exclusively. The Approach-Ways (such as Highway 31) are already zoned (for the most part) and this land use designation is intended to establish a guideline overlay that will address the issues of adjacency inherent in the land use mix characteristic of these corridors. Development in the Approach-Ways (including Interstate 45) should recognize the visual prominence of these corridor locations (and contribute to the image of the City as seen from the Approach).
- 10. Historic Mixed Commercial (HMU):** A mixed-use designation that describes the diversity of land uses found within the historic core of Corsicana (bounded by 2nd Street, 15th Street, 7th Street, and Business 75). Much of the land area of this district is already built out with buildings that are historically significant. The density permitted in this district is a function of permitted building height and lot coverage appropriate for a City Center. In addition a wide range of commercial and residential uses are permitted that can be vertically and/ or horizontally mixed within the same lot and/or architectural envelope.
- 11. Core City Mixed Commercial (CCMU):** A mixed use designation that describes the diversity of land uses found within the partially historic business areas of Corsicana lying north and south of the Historic City Core. Much of the land area of this district is already built out. The density permitted in this district is a function of permitted building height and lot coverage appropriate for the fringe zones of a City Center. In addition a wide range of commercial and uses are permitted that can be vertically and/ or horizontally mixed within the same lot and/or architectural envelope.
- 12. Mixed Use Commercial (CMU):** A mixed-use designation that describes the diversity of commercial land uses intended for new commercial nodes located at the intersection of major arterials, Freeways, and/ or Highways. The nodal formed districts are intended to be a primarily a mixture of retail and office uses but may include hotel and entertainment uses as well.
- 13. Retail Commercial (RC):** Nodal form districts with retail facilities containing establishments that sell goods and services. These areas also contain stand-alone retail establishments. The intent of this district is to encourage clustering retail uses into identifiable commercial nodes/ centers.
- 14. Employment Commercial (EC):** A nodal formed district of facilities which rent and/ or sell space for general office and/ or retail and/ or entertainment purposes (including hotels). Such uses may be mixed within the same building or in the same project.
- 15. Employment Industrial (EI):** A facility or facilities for the purposes of distribution, warehousing, manufacture, research, assembly, repair, and/ or fabrication. Industrial uses include related uses and/ or structures such as offices, security, environmental protection, storage, etc.
- 16. Open Space (OP):** Open land within the City fabric that is left undeveloped for the purpose of environmental protection, drainage, and/ or natural beauty or developed for leisure/ recreation uses that serve the recreation needs of the City population.



G. THE LAND USE MAP

THE THOROUGHFARE PLAN

A. INTRODUCTION

The Corsicana Thoroughfare Plan provides the first step towards realizing the community's vision for development by offering a foundation of sustainable infrastructure. The Thoroughfare Plan accommodates future trip demand (target year trip projections for 2036) in a city-wide thoroughfare system that recognizes form and configuration and relieves the growing constriction of the existing city grid. As Corsicana grows, the existing City grid will continue to experience greater congestion because of internal discontinuities, the transference of internally generated and incoming traffic volumes to limited through-streets (such as Highway 31), the lack of needed cross movement, and older and undersized streets (relative to emerging demand).

A system with such restrictions will attain its capacity well before the City of Corsicana fully develops. Therefore, the Thoroughfare Plan must seek to create a system that relieves this potential limitation and balances city flow through a series of looping networks. The Thoroughfare Plan:

- Pushes the downtown collectors through to Interstate 45.
- Makes full use of the Interstate 45 off-ramps.
- Pushes collectors through to the north and south to provide greater north/ south movement capacity to and from the Downtown Core (including increasing north/ south capacity in existing street system by making limited couplet roads out of existing two way roads such as N14th Street/ N13th Street and Beaton Street).
- Creates “relief points” in the overall system so that the 2036 road volumes between any two relief points do not exceed the planned road capacity.
- Creates an Inner Loop that provides needed relief points and makes cross connections **within** the City. Also, the Inner Loop provides multiple points of connection for the constrained older grid and relieves the constraints and discontinuities in the existing city grid by circumscribing the grid and connecting its end points.
- Increases road capacity in the industrial areas to accommodate 2036 traffic volumes.
- Creates points of nodal “hubbing” about the Downtown Core that reinforce the centrality of the core, balance commercial land use, and energize new development.
- Makes full use of the proposed by-pass to attract development to the southern part of the City.
- Establishes a direct connection to Richland Chambers Lake.

In addition, incremental, project-related, thoroughfare development (not driven by ultimate trip volumes) has led to a network of streets and thoroughfares with numerous internal discontinuities. The result is another emerging restriction in the middle of new development, forcing traffic to take increasingly complicated pathways to a few through-

streets. These discontinuities and restrictions make future trip volumes (generated by the “build-out” population) limited to a number of streets. Therefore, a “pass-through” system becomes operationally impossible for the City of Corsicana at a certain point in its development without dramatic changes to the existing system. Resolution of this emerging impasse and transition to a larger system with greater capacity that is less dependent on Interstate cross-under points at the few through streets becomes the greatest planning challenge facing Corsicana as it prepares for future growth.

An operational system that preserves the operational qualities of Corsicana’s “small town feel” can create the capacity to accommodate future growth without overburdening neighborhood streets. The Thoroughfare Plan allows portions of the currently restricted pattern to evolve into a more fluid “hub and spoke” distribution and maintain the historic grid without overburdening its capabilities. The hub and spoke system is an old and commonly used system design in many cities. In a hub and spoke design, the center of the system is linked to a peripheral loop by a network of radiating streets. This type of system will relieve emerging problems in older areas as well as other parts of the City, because independent loops gather traffic and allow that traffic to return to the City center via an increased number of improved Interstate interchanges, couplet streets, and the outward extension of central city streets (now trapped within the railroad barrier). As a result, all outlying parts of the future City are linked in a way that reinforces the City center. Consequently, the economic forces supported by these roadways converge rather than disperse and thereby create important nodal points within the system. Like major intersections along the beltway around many cities (such as Dallas, Baltimore, Washington, D.C., etc.), these points concentrate economic energy and create nodal centers for future development. (Without such value differentiations, commercial development will continue to gravitate to Interstate 45.)

At a more regional level, the hub and spoke system links neighboring communities in a single pattern of inter-city movement. It was the hub and spoke system that forced Paul Revere’s famous ride to pass through Lexington on his way to Concord. The hub and spoke system asserts that all routes of travel do not have to have the same level of desirability (the physical implication of the grid). It concentrates development so that desirable routes connect desirable places. The grid disperses development and requires that desirable routes must also be dispersed. The grid design ignores the behavioral aspect of travel and gives the form of the City over to operational functions of the street design. By evolving to a hub and spoke system, Corsicana will effectively expand its operational capacity (without overburdening the existing grid) by expanding the limited number of “pass through” routes and connecting them within a larger system that serves Corsicana (and not just through-movement). Also, Corsicana can then concentrate land uses with destination significance so that desirable routes connect to desirable places.

B. PROPOSED LOOPS

The Thoroughfare Plan anticipates three loops and associated proposed street extensions:

- Inner Loop:

Circumscribes the Downtown Core and is the conceptual cornerstone of the Thoroughfare Plan. It provides relief points for older roadways carrying traffic to and from the Downtown Core so that the length of road-way from core-area relief points (at downtown throughways) to any loop-road relief point (at the Inner Loop) is scaled to the potential trip demand it will likely serve in target year 2036. Because of its traffic-gathering and cross-movement function, portions of the Inner Loop (from Highway 22 around the southern side of the City and then north to Business 75) should reserve enough right-of-way to accommodate future widening to a Parkway, six-lane, divided thoroughfare.

- North Loop:

Connects distant areas of future northern development (northern edges of Corsicana, north of Hardy Lane) to an improved Interstate interchange at the intersection of Business 75 and Interstate 45. The North Loop has two functions:

- o First, it supplements the limited capacity of the Inner Loop imposed by an inability to widen the Dobbins Road and Hardy Lane sections of the Inner Loop.
- o Second, it gathers traffic from northern growth areas (both residential and commercial) and offers a variety of operationally comfortable routes into the Downtown Core as well as access to Interstate 45. This northerly loop also carries trip volumes generated by development to the north so that such volumes do not overload Corsicana streets within the existing older areas.
- o It provides a north-bound relief route to Highway 22, specially for heavy traffic.

The total acreage of developable land in northern Corsicana represents a potential population that would easily overload existing local roadways if this population had to flow through older areas to reach Interstate 45 or the business center. Therefore, the North Loop is essential in preserving the “small town” feel of Corsicana and its quality of life.

- South Loop:

Traverses north-south along I-45 enhanced service roads. It loops on the north side as a U-Turn on I-45 and loops to the south on Old Waterworks Road. This provides a thematic “industrial boulevard” and heavy traffic spine that also connects to the east and west side of the Southern District and the Lake Halbert District. Serving the existing industrial areas (south of downtown), the South Loop also would potentially serve a possible future expansion of the airport site and ultimately the industrial properties adjacent to that airport. This loop offers industrial traffic several exit options and connects to a high capacity, two-way service road at the interstate scaled to accommodate truck traffic and not force one way patterns that extend trip times and flow to points of congestion. The total acreage of this area represents a potential industrial square footage that cannot be served by two interchanges or limited capacity

service roads. Therefore, the South Loop is essential to the economic development and potential development of the airport (with its intermodal potential) and further future industrial development that could be drawn to it. This South Loop Industrial thematic spine will also provide Corsicana with a visible marketing urban statement for the Dallas bound traffic as its boulevard quality creates a desirable business address.

C. KEY COMPONENTS

In addition to three loops, the key components related to the physical development of Corsicana are:

I. Interchanges

This first component anticipates interstate interchanges and connections to them, more continuity for existing streets, and more route options away from the core. As remaining tracts in the older areas build-out and the Downtown Core expands, it will be necessary to:

- Make east-west connections flowing to and from the Downtown Core by:
 - Linking Highway 22 through downtown (via West 2nd Avenue) to Interstate 45 (via Roane Road) and creating a visual identity as a Downtown Core “Approach-way.”
 - Extending downtown West 5th Avenue eastward, along 3rd Avenue, and to Interstate 45 as an improved through-way and westward as a thematic boulevard connection between the Carriage District and the Downtown Core.
 - Enhancing the existing connection between Highway 31 and Interstate 45 (via downtown E 7th Avenue) and carrying this enhanced connection through Martin L. King- E 7th to the Inner Loop and the Loop Bypass (west of Interstate 75) This enhanced connection would make better use of the Right-of-way, impose a coordination of access/ egress maneuvers (access management), and establish a visual theme as a major “Approach-way” into the Downtown Core. The Roane Road / 2nd Avenue connection ultimately offers the greatest potential for a cognitively significant downtown “Approach-way” that will economically benefit the core because its flows directly into the historic commercial area (whereas 7th Avenue bypasses this area). Fifth Avenue also flows into the core area, but existing residential development along its Right-of-way (east of the Railroad Track) will limit any future opportunities for widening and/ or opportunities to make major visual enhancements with its own unique theme.
 - Enhancing the existing west extension of Highway 31 between the

- Downtown Core, the Inner Loop, and the TXDOT Loop Bypass (west of the Downtown Core).
- v. Enhancing the existing west extension of Highway 22 between the Downtown Core and Inner Loop (west of the Downtown Core).
 - vi. Linking the Inner Loop to the 5th Avenue extension via East 3rd Avenue, west of Interstate 45.
 - vii. Linking the Inner Loop to the 2nd Avenue extension via Roane Road, west of Interstate 45.
- b. Make north/south connections flowing to and from the core by:
 - i. Linking FM 709 to the Downtown Core via a 15th Street connection.
 - ii. Extending Navarro Drive to link with the North Loop
 - iii. North of the Downtown Core, N13th Street and Beaton Street function as a couplet so that the combined roadways provide the lane capacity of a 4 lane-divided road section. This links the Downtown Core with the Inner Loop and the North Loop.
 - iv. Linking the Downtown Core to the Inner Loop, the TXDOT Loop Bypass and the North Loop via Business 75.
 - v. Linking South 37th Street to Highway 31, with increased lane capacity by making South 37th and South 34th Streets' function as a couplet (north of Oak Valley Road) and widen South 37th Street to a 4-lane, divided road section south of Valley Road. This link provides direct access between the future TXDOT Loop Bypass (by connecting to F.M. 709) and the Hospital/ College area, thereby enhancing the Navarro District's economic influence over growth south of Highway 31.
 - vi. Linking the North and Inner Loops at Dobbins Road to Highway 22 via North 26th and North 24th Streets, functioning as a couplet and providing the combined lane capacity of a 4-lane, divided road section. This couplet will be extended in a new mayor arterial thoroughfare that connects to the North Loop.
 - vii. Completing the Downtown Circuit by adding a link at the north edge of Navarro Mall Parking Lot and the other link at South 19th Street. This will complete the Downtown circuit.
 - viii. Extending North 24th Street to Bowie and the North Loop.
- II. Capacity
- The second component recognizes the need for greater capacity potential in the system to accommodate future demand as the City grows. The Thoroughfare Plan recommends identifying and reserving right-of-way availability along key roadways within the Thoroughfare System that will allow road widening when future trip volumes pass thresholds that would begin to overburden older Downtown area streets.
- a. Provide right-of-way reserves for future road-widening when needed to accommodate projected 2036 trip demand:
 - i. Right-of-way reserve for six-lane, divided roadways for the following street sections:
 1. Business 75, north of the Downtown Core.
 2. Highway 22, west of the Inner Loop.
 3. The Inner Loop from its proposed intersection with Highway 22, around the southern portions of Corsicana, then north to a proposed intersection with Business 75.
 - ii. Right-of-way reserve for a four-lane roadway (divided where possible) for the following road sections:
 1. Highway 31, east and west of the Downtown Core.
 2. FM 744, west of the proposed Inner Loop.
 3. Dobbins Road from the intersection with Highway 22 to North 26th Street.
 4. Highway 22 from an intersection with the Inner Loop, west to the Downtown Core.
 5. The North Loop from the intersection with Dobbins Road and north to the intersection with Interstate 45.
 6. Northwood Boulevard, north of the Inner Loop.
 7. North 13th Street, north of the Inner Loop.
 8. Roane Road, west of Interstate 45.
 9. East 3rd Avenue, west of Interstate 45.
 10. The South Loop, from an intersection with the proposed TXDOT Loop Bypass (east of Interstate 45) to a second intersection with the proposed TXDOT Loop Bypass (west of Interstate 45).
 11. Highway 287, south of the Downtown Core.
 12. Business 45, south of 19th Street.
 13. 15th Street/ FM 709, south of the Downtown Core.
 14. FM 2555, between the propose Inner Loop and the TXDOT Loop Bypass.
 15. The Interstate service roads (east and west of the Interstate 45), between Highway 31 and the TXDOT Loop Bypass.
 - b. Improve the capacity and operational geometry of Interstate interchanges/ underpasses at:
 - i. Business 45 and Interstate 45.
 - ii. Highway 287 and Interstate 45.
 - iii. West 7th Street (Highway 31) and Interstate 45.
 - iv. East 3rd Avenue and Interstate 45.
 - v. Roane Road and Interstate 45.
 - vi. North Loop, Business 75, and Interstate 45.
 - c. Create a new freeway flyover at the South Loop and Interstate 45.

III. Railroads

Corsicana must resolve the railroad restrictions and other traffic/pedestrian movement restrictions to improve the overall operations of the thoroughfare system. By relieving and resolving restrictions in the Corsicana thoroughfare system that result from conflicts between train operations and vehicular operations and also from discontinuities within the City grid, Corsicana can encourage healthy growth.

- a. Create a railroad over-pass that takes the two railroad tracks west of Beaton street over:
 - i. The East 2nd Avenue/ Roane Road extension.
 - ii. The East 5th Avenue/ E3rd Avenue extension.
 - iii. The Highway 31 extension.
- b. Reconnect streets within the City-grid areas of new and infill development and, where possible, in areas of existing development.

IV. Alternative Transportation

As Corsicana grows, the emergence of alternative modes of transit / movement become more important to the reduction of rising traffic volumes, reduction of air pollution, and enhancement of the quality of life. Alternative transit/ movement should be expanded by:

- a. Expanding the current trail network into a city-wide system that connects desired destinations.
- b. Establish a trolley-type service for the Downtown Core and the Navarro District.
- c. Encourage a commuter-rail connection to both Dallas and Houston.

D. FUNTIONAL CLASSIFICATION SYSTEM

I. Explanation and Application

In order to prepare the City of Corsicana for future trip demands that will be placed upon its streets and roadways (from both internal and external growth), it is necessary to establish a hierarchical pattern of movement that operates as a system (when completed), comprised of streets that have system-related purposes, capacities, and functions. The hierarchical system defines the role of each street within it, and this role translates into specific design standards for that street (pavement section, lane widths, traffic management, Right-of-way). The description of role and assignment of standards is called the “functional classification.” Attributes of each classification should apply to all newly constructed streets within the City and to those built streets where conformance with the classification can reasonably be achieved.

The typical functional classification system consists of a range of streets with related purposes. Access means movement to property(ies) within the neighborhood (e.g. garage to street). Mobility refers to longer trips from local streets to more distant destinations (e.g. neighborhood to work). Therefore, some streets distribute access to many properties and others collect traffic for fluid conveyance to common destinations. Local Streets which perform well at providing access to many properties have the capability to accommodate slow, incremental, generally non-directed movement (the type of movement necessary for numerous, closely associated points of ingress/ egress). Mobility Streets (typically arterials and collectors) permit higher travel speeds and more directed movement. With higher speeds and larger traffic volume/ capacities, these streets function well for longer trips to common destinations, but function poorly as local access streets. Thereby, the various streets function collectively (each according to its best capabilities) to make an overall system of movement. However, the higher traffic volumes on mobility streets also make them attractive for commercial development. As a result, many mobility streets throughout the country are plagued by “strip” commercial land uses which place access demand on the roadway and diminish its volume, speed, and capacity characteristics. When this occurs, various forms of access management become necessary. These include:

- Deceleration lanes
- Turn lanes
- Limited curb cuts
- Limited median cuts
- Forced turn lanes

Mobility streets fall into two general classifications: arterials and collectors. Arterials (major arterials and arterials) carry longer trips and should form continuous links that carry traffic through sub areas and to major points of destination or distribution. Collectors supplement the arterial network and are intended to distribute traffic between the arterials and local access streets. As a result, they are not intended to carry trips for long distances, but should have some level of continuity so that points of connection are well distributed over the arterial network.

Local streets (sometimes called neighborhood streets) should be developed between collectors so that traffic is generally routed around and not through these areas. Local streets should have some level of continuity so that they are not burdened by bottlenecks and concentrated collection points due to long cul-de-sacs. However, these patterns of continuity should have a horizontal alignment that discourages “cut through” trips.

In accordance with the above system element descriptions, the thoroughfare system for Corsicana will have parkways (limited access major arterial), major arterials, arterials, major collectors, collectors, downtown couplets, and local streets. Freeways and highways are typically under the jurisdiction of other agencies (such as TXDOT). Interstate 45 and Highway 31 are examples of such corridors. However, each of these (and others) plays an important part in the overall operation of Corsicana’s system. Therefore, right-of-way and improvement requirements are proposed that must be approved and implemented in conjunction with the appropriate jurisdictions.

II. Guidelines Table

The following table – Functional Classification and Planning Guidelines - describe the most important characteristic of each classification and its intended use

FUNCTIONAL CLASSIFICATION AND PLANNING GUIDELINES					
CLASSIFICATION	FUNCTION	INTERSECTION SPACING	MEDIAN CUT SPACING	SPEED LIMIT	COMMENTS
Parkway	Primary long distance conveyance to limit the total number of “pass through” trips	mile minimum	Emergency access only	55	Provides cross own movement between spokes of the radial system and provides relief point in strategic places along the radiating arterial and mayor arterials.
Major Arterial	Moderate distance, inter-community traffic conveyance with greatest volume capacity. Land access should be concentrated to intersection locations as much as practical	1200 feet minimum	600 feet Minimum	45	The backbone of the street system that provide the major radial links to the above described parkways, Interstate 45 and the South Loop
Arterial	Moderate distance, inter-community traffic conveyance with intermediate volume capacity. Land access should be limited to a minimum spacing	1000 feet	600 feet	40	Primary linkages between Major Arterials and to key destinations within the system
Major Collector	Collect and distribute traffic between local streets, collector streets, and the Arterial network as well as provide inter-neighborhood movement. Land access should be limited where possible.	600 feet Minimum	600 feet minimum	35	Should not become over burdened by land access and should not be used for the same long trip connections intended for arterials and major arterials
Collector	Collect and distribute traffic between local streets and the Arterial network as well as provide inter-neighborhood movement. Land access is permitted but should be more limited than local streets. Should have sidewalk collectors.	600 feet Minimum	600 feet minimum	30	Can be residential streets that collect traffic from several local streets within a single community.
Couplet	Creation of a traffic pattern within the Historic core that allows on street parking and pedestrian use of the right of way edges.	Typical downtown block length	N/A	30	Key component to creating destination attributes within the Downtown Core
Local Street	Land access and sidewalk movement.	250 feet	N/A	25	Cut through traffic should be discouraged through horizontal alignment design or other traffic calming devices.

E. TRAFFIC CAPACITIES

Traffic capacity is an essential element of the Thoroughfare Plan. The thoroughfare system is intended to have an overall operational capacity that can accommodate future trip volumes from internally-generated and externally-generated trip demand. The Thoroughfare Plan is comprised of street classifications that, when fully developed, will provide an overall capacity that optimizes the system as it transitions to the new functions described above. Capacities are associated with the street classifications described above. The magnitude of capacity for each road type is partially determined by the level of service at which that street operates. The “level of service,” or LOS, is the ability of a signalized intersection to accommodate traffic. The various levels of service are generally defined in the table below. (Level of service “C” is the most frequently recommended level of service for suburban communities. However, as a City grows and urbanizes, this level of service is extremely costly to maintain.)

LEVELS OF SERVICE		
LEVEL OF SERVICE	DESCRIPTION	STOPPED DELAY PER VEHICLE AT INTERSECTION (SECONDS)
A & B	Virtually no delays at intersection with smooth progression of traffic flow. Generally an operation without congestion, where all the vehicles clear the intersection in one signal cycle	Less than 15 sec.
C	Slight to moderate delays at intersection with satisfactory progression of the traffic flow. Occasional light to moderate congestion with occasional back-ups on streets at critical points in the thoroughfare system or critical approach lanes.	15.1 to 25.0 seconds
D	Forty percent probability of delays of one cycle or more at every intersection. No progression of traffic movement from the intersection with 90 percent probability of being stopped at every intersection experiencing “D” conditions. Significant congestion on critical approaches, but the intersection is functional. Vehicles required to wait more than one cycle during short peaks. No long standing lines formed.	25.1 to 40.0 seconds
E	Heavy condition. Delays of two or more cycles probable. No progression. 100 percent probability of stopping at intersections experiencing “E” conditions. Blockage of intersection may occur if the traffic signal does not provide for protected turning.	40.1 to 60.0 seconds
F	Unstable flow. Heavy congestion. Traffic moves in forced condition. Three or more cycles to pass through intersection. Total breakdown with stop-and-go operation.	More than 60.1 seconds.

DAILY SERVICE VOLUME RANGES			
Roadway Type	Level of Service “C”	Level of Service “D”	Level of Service “E”
8-D (Arterial)	41 to 47,000	47 to 52,000	52 to 58,000
6-D (Arterial/Parkway)	31 to 35,000	35 to 39,000	39 to 44,000
4-D (Collector)	21 to 23,000	23 to 26,000	26 to 39,000
4-UD	17 to 18,000	18 to 21,000	21 to 23,000
2-UD	6 to 8,000	8 to 9,000	9 to 10,000

F. KEY GOALS

In light of the above plan elements and their phasing, the Thoroughfare Plan for Corsicana is shaped by four broad-performance goals that will measure its ultimate success. These goals are:

- 1. Establish an adequate and efficient thoroughfare system that will create and preserve the image of Corsicana.**

As Corsicana grows within its corporate limits, increasing population and the trip volumes associated with it will require an interim system that increases the capability of the current roadway network by expanding its capacity and resolving restrictive discontinuities. As areas adjacent to Corsicana grow (such as Richland Chambers Lake), the operational effectiveness of Corsicana’s local system must be protected by providing alternative pathways to destinations that would otherwise burden this system with excessive, externally-generated volumes. Therefore, the system must be phased so that it can operationally transform into an overall system appropriate to the overall traffic demand pattern.

2. Coordinate roadway classification and adjacent land uses.

Roadways are the greatest determinant of land values that influence development and land use patterns. Therefore, it is important that the final constellation of land use is appropriate for the functional classification of future roadways as they fulfill their ultimate purpose in the thoroughfare system. By coordinating land use and thoroughfares, Corsicana can facilitate better operation of the system and create a legible city form.

3. Create a phased and cost-effective system driven by demand.

The final demand requirements of current streets and streets built in the near future will not be realized until some point of future build-out. Therefore, it is necessary to reserve capacity in the ultimate system even though it is not constructed today. The capacity of the future system can be sustained by reserving the right-of-way.

4. Create a system that physically recognizes and economically reinforces the Historic Downtown Core.

Bringing economic investment into the Historic Downtown Core requires that Downtown Corsicana become a “destination of choice” as well as one of convenience. Key to acquiring destination qualities is giving the downtown area physical recognition as the hub of the City’s thoroughfare system.

G. RECOMMENDATIONS

1. The Inner Loop

A. Phase One

- Connect Highway 22 to Business 75
- Classification: Parkway
- Pavement Section: four-lane divided roadway except for those portions between Business 75 and 26th Streets which will be limited to 2 lanes because of existing development (therefore provide an opportunity for traffic volumes to flow to the North Loop)

B. Phase Two

- Connect from the High 22 intersection, around the southern portion of Corsicana, and north (west of Interstate 45) to an intersection with Business 75
- Classification: Parkway
- Pavement Section: four-lane lane divided roadway expandable to 6 lanes,

measuring feet back of curb to back of curb

2. The North Loop

- Connect from 26th Street to Interstate 45
- Classification: Parkway
- Pavement Section: four-lane divided roadway

3. The South Loop

A. Phase One

- Extend west of Interstate 45 and south to TXDOT Loop Bypass.
- Classification: Arterial
- Pavement Section: four-lane divided roadway expandable to 6 lanes (south of the Inner Loop)

B. Phase Two

- Extend east of Interstate 45 and south to the TXDOT Loop Bypass
- Classification: parkway
- Pavement Section: four-lane divided roadway expandable to 6 lanes

4. The Roane Road/ 2nd Avenue Connection

A. Phase One

- Connect from Interstate 45 to the Downtown Core
- Classification: Residential Collector visually identified as an “Approach-way”
- Pavement Section: two-lane *undivided* roadway

B. Phase Two

- Extend west of Interstate 45
- Classification: Parkway
- Pavement Section: four-lane divided roadway with right and left turn capabilities at the Hardy Road Extension

5. The 3rd Avenue/ 5th Avenue Connection

A. Phase One

- Connect from Interstate 45 to the Downtown Core
- Classification: Residential Collector visually identified as an “Approach-way”
- Pavement Section: two-lane *undivided*, with right and left turn capabilities at the Hardy Road Extension

B. Phase Two

- Extend west of Interstate 45
- Classification: Major Arterial
- Pavement Section: four-lane divided roadway, with right and left turn capabilities at the Hardy Road Extension.

6. Highway 31

- from the TXDOT Loop Bypass west of Interstate 45 to the TXDOT Loop Bypass east of Interstate 45
- Classification: Major Arterial visually identified as an “Approach-way”
- Pavement Section: four-lane *undivided* roadway

7. Highway 22

A. Phase One

- Connect from the Downtown Core to the Inner Loop
- Classification: Major Arterial
- Pavement Section: four-lane *undivided* roadway

B. Phase Two

- Extend west of the Inner Loop
- Classification: Major Arterial
- Pavement Section: four-lane divided roadway

8. Town Center Grid Connections

- Classification: Urban Streets
- Pavement Section: two-lane *undivided* roadway

9. The Beaton Street/ 13th Street Couplet

- Classification: Major Arterial visually identified as an “Approach-way”
- Pavement Section: four-lane capacity in a couplet configuration comprised of two-lane road sections, each two-lane section

10. Northwood Boulevard (north of the Inner Loop)

- Classification: Major Arterial visually identified as an “Approach-way”
- Pavement Section: four-lane divided roadway

11. 13th Street (north of the Inner Loop)

- Classification: Major Arterial visually identified as an “Approach-way”
- Pavement Section: four-lane divided roadway

12. The 27th Street/ 24th Street Couplet

- Classification: Major Arterial
- Pavement Section: four-lane capacity in a couplet configuration comprised of two-lane road sections, each two-lane section

14. The 37th Street/ 34th Street Connection

A. Phase One

- Connect from Highway 31 to the Inner Loop
- Classification: Residential Collector visually identified as an “Approach-way”
- Pavement Section: two-lane *undivided*

B. Phase Two

- Extend south of the Inner Loop to the TXDOT Loop Bypass
- Classification: Major Arterial
- Pavement Section: four-lane divided roadway

15. The FM 2555 Connection (from the Inner Loop to the Loop Bypass)

- Classification: Arterial
- Pavement Section: four-lane divided roadway

16. The Business 45 Connection (from Business 75 to Interstate 45)

- Classification: Arterial
- Pavement Section: four-lane divided roadway

17. The FM 744 Extension (west of the Inner Loop)

- Classification: Arterial
- Pavement Section: four-lane divided roadway

18. Two-way Interstate Service Roads (from Highway 31 to the Loop Bypass)

- Classification: Arterial
- Pavement Section: four-lane *undivided* roadway

19. Interchange Improvements

- Off ramp design, urban configuration

20. Trails

Preservation of the quality of life of Corsicana and overall trip reduction will require that Corsicana take full advantage of a trail network for the City that links areas of trip origin (neighborhoods) with designated trip destinations (parks, recreation, schools, retail, and employment). Therefore, a system of pedestrian trails and bikeways should be developed that contains the following elements:

Trails through drainage-ways, creek-ways, and natural corridors: Post Oak Creek and other watershed drainage/ways that flow into Lake Halbert (as well as the abandoned railroad right-of-way south of Highway 31) connect in such a way that they create the basic form of a City-wide trail/ open space system that connects to the Downtown Core (residing on a ridge line between two watersheds). Therefore, these drainage-ways, creek-ways, and natural corridors are the basic system elements of a City-wide pedestrian and bike trail system.

On-street trails and bikeways: Collector streets should provide sufficient right-of-way for development of on-street (dedicated bike lanes) or along street trails (sidewalks built for trail use).

Trail Hubs: Places where trails from neighborhoods and collectors connect with the natural corridor trail network and where elements of the trail network converge should be designated with the provision of a trail head that has directional signage and pedestrian furniture.

Trail facilities: To make the system fully usable and comfortable for pedestrians of all ages, certain key trail heads should be equipped with restroom facilities and drinking fountains.

21. Trolley and Mass Transit

As Corsicana attracts more Downtown Core area visits and development of the Navarro District increases trip demand for inter-connection among various activity nodes, a situation could evolve to support a trolley-type conveyance. The trip route of this feature conveyance could be sequenced as follows:

Connection One: Connecting the commercial/hotel nodes at Interstate Interchanges to the Navarro District through the Historic City Center and Carriage District Boulevard.

Connection Two: Connecting the commercial/hotel nodes at interstate interchanges to Lake Halbert through industrial areas adjacent to and south of the Downtown Core and through the Historic City Center.

Connection Three: Connecting the commercial/hotel nodes at interstate interchanges to parks and industrial areas north of the Downtown Core and through the Historic City Center.

H. CONCLUSION

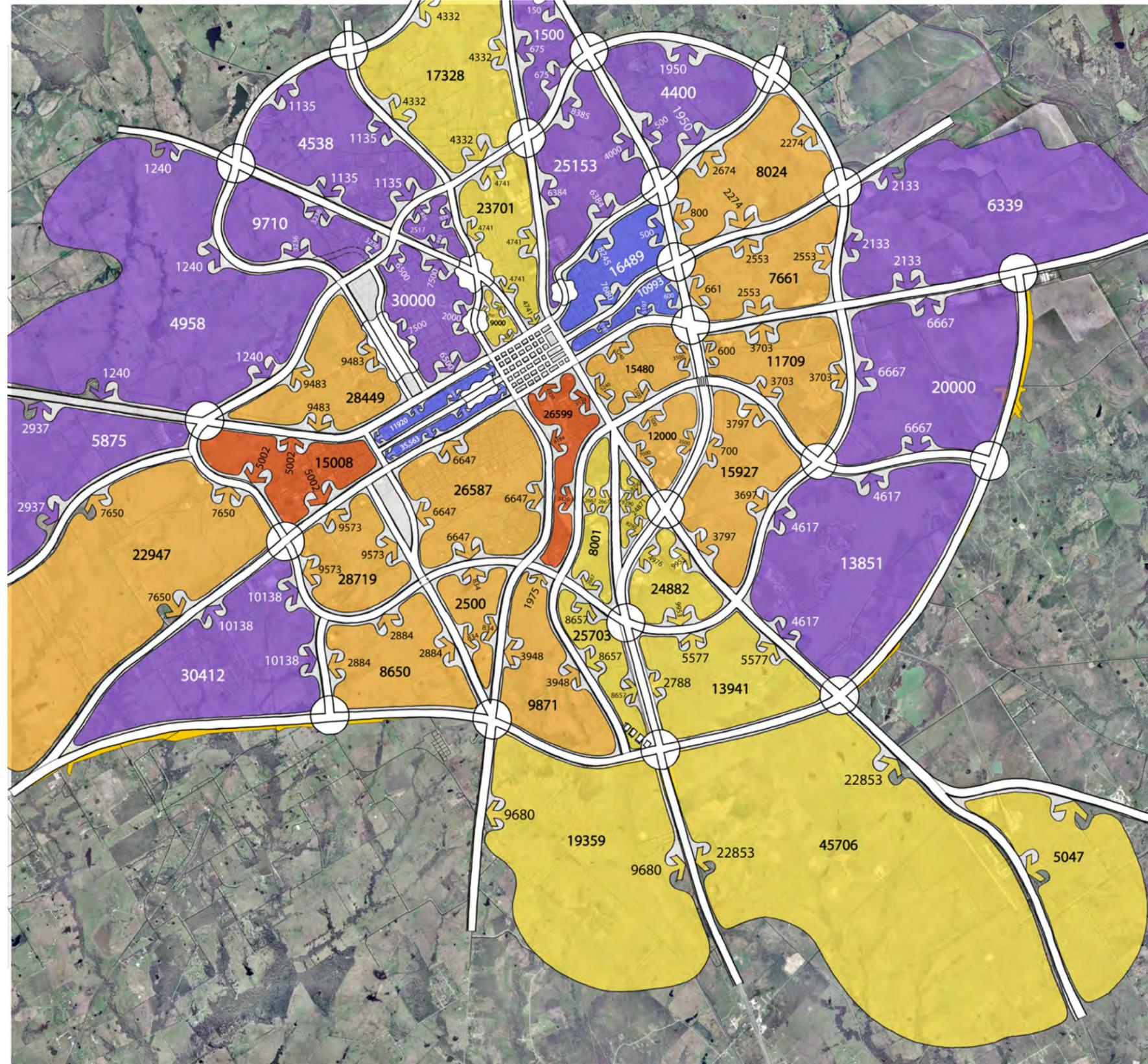
The Thoroughfare Plan for Corsicana creates a local and overall system that protects the existing older road network. The Thoroughfare Plan accomplishes the following:

- Preserves the existing City form,
- Preserves existing elements of the City system,
- Improves current street continuity,
- Increases interstate connections,
- Reinforces the importance of the Corsicana Downtown Core,
- Connects outlying areas of development with the overall City fabric,
- Creates a comprehensible legibility that aids orientation and identity,
- Relieves the potential traffic burden on older local streets imposed by development adjacent to the City, and
- Offers a phased approach to the future system.

In the final analysis, Corsicana's Thoroughfare Plan provides greater lane capacity and combines elements of the existing thoroughfare framework with an overall system design for the future.

I. TRAFFIC VOLUME MAP

This map illustrates the projected trip volumes for planning target year 2036. These volumes reflect assumed densities and percent “build-out” of the proposed Land Use Plan, as well as areas of existing zoning. The resulting square-foot and unit counts were translated into average daily trips using trip generation standards of the Institute of Transportation Engineers “Trip Generation 7th Edition, 2003. All trips within an area bound by arterial/ collector roadways were summed, a 20% overall trip reduction was allowed (because of mixed land uses within traffic cells), and a total average daily trip volume for the planning target year was established. Total trips are the bold numbers indicated within each cell. Average daily trips within each cell were assigned to streets serving that cell so that the cell volumes can be converted to street volumes. The number of trips assigned to any street is shown by the smaller numbers within each cell.



Traffic Volumes Map

J. THOROUGHFARE MAP

This map illustrates the Thoroughfare Plan. Streets within the Plan have been sized to accommodate the 2036 projected traffic volumes. Each road section required to accommodate future trip volumes is indicated by a designated roadway color. Fuchsia roads are two-lane roadways. Red roads are arterial and major arterial roadways. Arterial roadways are generally four-lane, divided thoroughfares, but some four-lane roads in older developed areas will have to be four-lane, undivided road sections. Some four-lane roads must preserve the right-of-way necessary to accommodate possible future expansion to six lanes. Green roads are parkways. Parkway are ultimately six-lane, undivided thoroughfares. Blue roads are the Interstate and TX DOT Loop Bypass.



Thoroughfare Map

THE OPEN SPACE PLAN

A. THE TRAIL NETWORK: INTEGRATING PEDESTRIAN ORIENTED SPACE WITH OPEN SPACE

As open space areas are designated for the improvement of the quality of life of those residing within the community, interface between user-oriented open space (such as parks) and resource-based open space (such as watershed protection areas) should be encouraged. Trail networks provide a means of uniting these areas into an overall open space system, tying the community together through and by the natural environment that supports it.

Trail Network Elements

1. Create trail cross-connections between primary trails located in the creek network by:
 - a. Providing trail connections between the creek trails that connect major destinations to the system.
 - b. Providing trailheads where trail connections meet the creek trails and at other points of entry to the trail system.
 - c. Establishing the town square as a pedestrian zone and hub of the overall trail system.
 - d. Creating an east/west trail connection along the vacated railroad right-of-way south of Highway 31.
2. Locate future neighborhood and community parks in close proximity to the waterways and the trail network by:
 - a. Requiring necessary park dedications (or payment in lieu of dedication) in new development based on the number and type of residential units.

(In other words, estimate the number of people the development will support and the per capita need of parks based on Corsicana's choice of acreage to people ratio. For example, applying the current Corsicana ratio, for a residential development of 300 units (assuming 2.8 people/SF unit or 1.8/MF unit), the total acreage dedication would be 2.5 acres $((3 \text{ acres}) \times (\# \text{ of units}) \times (\text{occupants}) \text{ divided by } 1,000)$. Under the ULI ratio, a land dedication of 4.2 acres would be required. Developers could either dedicate this land within their development or pay a fee in lieu of park land dedication (fair market value of acreage) to the City to put towards a community park that would serve the development. A park development fee should be assessed when building permits are issued. (The City of Denton assesses a fee of \$291/SF and \$187/MF to cover the costs of

- developing the parkland dedicated by the developers.)
- b. Locating the park in close proximity to the creek system and its trail network, if the property is located close to the trail network.
- c. Requiring trailheads at park locations.

3. Locate schools in close proximity to the creek trail network by:

- a. Requiring necessary school site dedications for new residential developments.
- b. Requiring that such dedications locate the school in close proximity to the creek system and its trail network.
- c. Requiring trailheads at schools.

4. Create trailheads along the trail network:

- a. Locate a trailhead at the intersection of the Creek trail system and on street trails.
- b. Locate a trailhead at the above described trail cross-connections.
- c. Locate a trailhead at all schools connected to the trail network.
- d. Locate a trailhead at all parks connected to the trail network.
- e. Locate a trailhead at primary non-residential destinations, especially the town square.

B. WATERSHED FEATURES

Corsicana boasts four creeks that flow through and about town and three lakes (two very small (Lakes Beaton and Magnolia) and one large (Lake Halbert)). These watershed features are valuable assets for Corsicana and merit enhancement and protection. The Open Space Plan attempts to respect these features by using them as the foundation of the open space framework.

Assessment of the area covered by these waterways is pertinent to the determination of land use and development. By identifying the actual amount of space involved (the length and width of the stream itself (or floodway), the 100-year floodplain, and the associated riparian habitat), Corsicana can then determine what an appropriate setback for development should be from Elm Creek, Post Oak Creek (including Town Branch and Mesquite Branch), Briar Creek, and Chambers Creek. This area defines the watershed protection area, as well as open space, that could be accessed by the community.

Below are the dimensions of the area covered by Elm Creek, Post Oak Creek (including Town Branch and Mesquite Branch), and Briar Creek, as well as the perimeters of Lake Halbert, Lake Magnolia, and Beaton Lake. (Chambers Creek is not included but, as the City grows and expands, it will eventually also require appropriate setbacks.) Stream coverage was calculated within the current city limit, as well as coverage including ETJ land. These values were taken into consideration when developing the Land Use Plan and direction of future growth.

WATERWAYS WITHIN THE CITY OF CORSICANA

	Current City Limit	City Limit plus ETJ
Summative Length	101,870'	181,400'
Setback Example	100'	200'
Waterway Area	10,187,000 sq. feet	36,280,000 sq. feet
Ft/Acre	43,560	43,560
ACREAGE	234	833
Total Land Area	12,946 acres	37,236 acres
% Total Land Use	1.8	2.2

Though the perimeters of Lake Halbert, Lake Magnolia, and Beaton Lake were summarily quantified, without further study (beyond the scope of this plan), it is difficult to identify what should be the setbacks or watershed protection areas for each of these lakes. For the table above, MESA simply used the same setbacks identified for creeks. MESA recommends that a more thorough analysis be conducted by the City to evaluate precise dimensions and attributes of not only the lakes but the waterways as well. Such a study will provide information on stream flow, erosion, associated habitat, and water quality and thus provide a good basis for setting recommended setbacks.

C. CONCLUSION

The natural systems found within the City of Corsicana are responsible for much of the form that the city has developed over time. The principle creeks and adjacent lakes, the soil composition, and local habitats provide not only the framework in which the City is constructed but also many of the resources (such as water) upon which the community depends. As Corsicana grows over time, progressive management of the natural resources will be necessary to ensure a healthy future for the community. As the City grows and

expands into its ETJ territory, guidelines can give form and direction for effective management of the natural systems found in and around Corsicana.

As acreage dedicated to parks is determined on a per-capita basis, these areas must be designated with future population growth in mind. Although population growth is theoretically unconstrained within a community (internal factors being the primary controllers), physical growth of a city is limited to the region of its ETJ. The build-out population therefore becomes the guideline for designating open space in the growth plan of a city.

Trails serve as an effective means of interface between open space and the community for which it has been developed. Trails also assist the merging of the Watershed Protection Plan with the Land Use Plan, as features such as parks, schools, and public facilities are vital community components that occur in the midst of designated districts. Rather than simply serving as barriers and impediments, natural systems, such as creeks and streams, become directors of movement as urban development interfaces in a constructive way with the environment in which it grows. Parks and schools gain accessibility, and natural features become available for public enjoyment and appreciation.

PARKS AND RECREATION PLAN

Recreational needs comprise the “user-oriented” open space found within a community. Such spaces typically include sports parks, playgrounds, and other groomed recreational areas. The amount of land designated for these purposes is based upon the population and needs of the community (is there a higher demand for soccer or baseball fields or a natatorium, for example) rather than inherent physical attributes of the land (area, natural features, etc.).

Creation of an open space framework also provides a framework for parks and recreation facilities. Recreation will become an increasingly important aspect of Corsicana: Corsicana must attract and retain younger residents (and their families) if the City is to provide the necessary employment base attractive to relocating industry. In addition, a good system of parks and recreation opportunities are:

- Important to the general health of the population.
- Key to the involvement of Corsicana’s residents in the events and life of the community.
- An opportunity for the City to celebrate special occasions and commemorate its own history.
- Critical to the effective distribution/ provision of costly facilities.

A. PARK REQUIREMENTS

Existing Parks and Current Parks Requirements

The City of Corsicana has 12 designated parks covering 379 acres. (The Beaton Lake property acquired by the City will add an additional 220 acres to the Corsicana park system. Because it is unclear how, and how much, or even when this property will be developed as park facilities, it is not included in the calculations below.) Existing parks are listed in the following table:

Current Parks	Acreage
Allyn	0.5
Bunert	24.5
Community	45.5
Cunningham-South Hill	2.75
Downtown Pocket	0.07
Jullerton-Garrity	25.5
I.O.O.F.	86
Jester	24
Lake Halbert	145
Nature	24.5
Petroleum	0.5
Water Tower	0.3
Current Park Acreage	379.12

As the need for park space is generally calculated on a per capita basis, the amount of land designated for recreational use should increase as the population increases. Based on Corsicana’s current park system and population, there is now an allotment of 14.6 acres of park land per 1,000 people in the community. However, Corsicana’s current park acreage to people ratio is far below the Urban Land Institute’s (ULI) national guideline of 25.5 acres per 1,000 people. If Corsicana were to meet the national guideline today, with its current population of 26,014, it would need to add 284 acres to its current system. (The city-owned potential park area at Lake Beaton, if developed as a regional park, would almost off-set this deficit.)

The ratio Corsicana chooses for future park facilities planning should be well-considered. The quantity and quality of park and recreation facilities are often used as an indicator not only by individuals deciding where to live but by corporations determining whether a community can provide a large employee base (or absorb a transfer of employees) and related family needs.

Park Requirements by Type of Park

The classification of parks and recreational areas provide a valuable guideline in maintaining proportionate user-oriented space within the city while providing for variation in the designation of that space. Where neighborhood and community parks tend to be smaller in size, adjacent to schools (sometimes with shared facilities such as tracks and gyms), and contain primarily play areas, regional parks tend to contain elements such as trail networks, boating ramps, and camping areas. General descriptions of the three main types of parks are described below:

1. **Neighborhood Parks:** Recreation areas containing picnic facilities, non-regulation playfields, playgrounds, open land, and/ or full or partial play courts. Neighborhood parks can vary in size from about 5 to 15 acres.
 - a. Locate neighborhood parks within one-half mile of the population served. Connect to the local trail/ pedestrian network.
2. **Community Parks:** Recreation areas containing picnic facilities, regulation playfields/ play courts, playground, and open land. Community parks can vary in size from about 40 to 100 acres.
 - a. Locate community parks within two miles of the population served. Community Parks may combine with school facilities (gyms, natatoriums, tracks, tennis courts, etc.).
 - b. Connect to the trail network and locate in close proximity to the floodplain.
3. **Regional Parks:** Recreational and natural areas whose primary purpose is to make public space available to nature activities and education. Such activities include hiking, camping, observing, biking, outdoor theaters and events, and environmental education. Regional parks can vary from 100 to 1,000 acres or more.
 - a. Locate regional parks within 10 miles of the populations served.

- b. Connect to the trail network and any available mass transportation.

If Corsicana should choose to apply the ULI national guideline for its future park planning efforts, it will need to ultimately acquire an additional 1,563 acres to meet the projected build-out population of 76,129 in 2036. (Far more – about 8,600 acres – would be needed for the projected ETJ build-out of nearly 339,000 people.) Applying these national guidelines to each type of park for Corsicana, **land dedication at build-out:**

ULI: NATIONAL GUIDELINE

Park Type	Acres per 1000 population	City Limit Build Out	Development Area Build Out (ETJ)
Neighborhood	5	381 acres	1,695 acres
Community	5.5	419 acres	1,865 acres
Regional	15.0	1,142 acres	5,085 acres
Total	25.5	1,942 acres	8,645 acres

CORSICANA CURRENT (2006) GUIDELINE

Park Type	Acres per 1000 population	City Limit Build Out	Development Area Build Out (ETJ)
Neighborhood	3	228 acres	1,017 acres
Community	3	228 acres	1,017 acres
Regional	8.6	655 acres	2,915 acres
Total	14.6	1,111 acres	4,949 acres

Though the ULI recommendations require a much more significant effort (under the City’s current ratio, the City would only need to acquire 732 acres within the city limits and about 4,500 acres in the ETJ), Corsicana’s future may call for such an effort.

In terms of land use planning, it is economically advantageous to try and identify future parks and the associated timeline (CIP) for acquiring the space for future parks and parks facilities. (For example, the Beaton Lake property provides an excellent opportunity to develop a regional park in the future.) We have identified, based on current open space, future trail networks, and the Watershed Protection Plan, several possible locations for future parks. These sites do not indicate size or type of park but rather just a potential location. The charts below show an average size of each park type and the number of parks needed to meet the national guideline as well as Corsicana’s current guideline **at build-out.**

ULI: NATIONAL GUIDELINE

Park Type	Desirable Park Acreage	Number of Parks, City Limit	Number of Parks, Within ETJ Area
Neighborhood	10	11	51
Community	30	19	85
Regional	200+	9	25

CORSICANA STANDARD

Park Type	Desirable Park Acreage	Number of Parks, City Limit	Number of Parks, Within ETJ Area
Neighborhood	10	10	43
Community	30	11	50
Regional	200+	3	16

B. DEVELOPMENT DEDICATION STANDARDS FOR PARKS AND OPEN SPACE

Before Corsicana can embark on a Parks and Recreation Master Plan, it will be necessary to determine how much acreage should be set aside as the community grows. At a minimum, developers of residential areas should dedicate adequate open space within their developments and/or related to a regional park for the enjoyment of those who reside in that neighborhood. Before drafting such a requirement, the acreage to people ratio will need to be determined. Development standards assist in the allotment of such space, ensuring that the open space within the city meets the needs of the community. It is therefore recommended that residential development standards be created that require the preservation of sufficient open space for future parks.

Park dedications (or payment in lieu of dedication) for new residential developments should be based on the proposed number and type of residential units. At the time the development is platted, the land dedication should be made. The amount of land to be dedicated should consider the number of people the development will support and the per capita need of parks based on Corsicana's choice of acreage to people ratio. For example, applying the current Corsicana ratio, for a residential development of 300 units (assuming 2.8 people/SF unit or 1.8/MF unit), the total acreage dedication for SF would be 2.5 acres $((3 \text{ acres}) \times (\# \text{ of units}) \times (\text{occupants}) \text{ divided by } 1,000)$. Under the ULI national guideline ratio, a land dedication of 4.2 acres would be required. Developers could either dedicate this land within their development or pay a fee in lieu of park land dedication (fair market value of acreage) to the City to put towards a community park that would serve the development. When building permits are issued for each of the units, a park development fee should be assessed. Land dedication (or fees in lieu of) work well to acquire park land but will not cover the costs of actually developing the park. For example, the City of Denton assesses a fee of \$291/SF and \$187/MF to cover the costs of developing the parkland dedicated by the developers.

C. REGIONAL PARK RECOMMENDATIONS

The above described dedications and fees can only apply to neighborhood and community parks. Such a standard cannot be used to fund regional parks which support the entire community. Due to current land use designations and future plans for the area surrounding Lake Halbert, it is recommended that the City create a regional park in the area north of the Lake and south of the landfill as indicated on the Open Space Plan map. The land already acquired for Lake Beaton provides an excellent opportunity for a second regional park. Corsicana has the potential to develop two regional parks in the near future. These parks would be beneficial to the City in several ways. They would serve the community as recreational destinations, conserve the natural landscape around the lakes, and create a buffer between the public infrastructure facilities/industrial uses and nearby residential development.

THE WATERSHED PROTECTION PLAN

Corsicana's historical development patterns have created a difficult environmental challenge. The Courthouse was sited on high ground with the idea that the town would develop around it; the railroad was later offered the cheaper, less desirable floodplain land at the bottom of the hill. As the railroad developed this area, impervious surfaces increased and, consequently, so did flooding. Commercial businesses abandoned the high ground of the Courthouse to take advantage of the commercial connection of the railroad, adding yet more impervious surfaces and structures to an already stressed and sensitive area. Unlike the foresight afforded the Courthouse's location on high ground, Corsicana's commercial district developed on the low ground at the confluence of the increased run-off from the upstream development. Flooding of the commercial district was inevitable. Given the existing challenge of detention and run-off, it is imperative not to further exacerbate the problem by increasing impervious surfaces and restriction of flows in areas without detention capabilities.

As the City of Corsicana continues to develop while at the same time tries to preserve its distinctive identity, Corsicana's environment becomes increasingly important. The growth projections presented in the Land Use Plan carry additional implications for the community in regard to water quality and water quantity; the impacts on drainage systems and natural systems will be significant. The watershed protection component of this Master Plan provides an overview of Corsicana's watershed and sub-watersheds and suggests steps to protect the valuable resources associated with these systems.

A. CORSICANA'S WATERSHED

I. Creeks and Water-ways

The distinct creek and water-way network that shaped Corsicana in its earliest days of settlement has, through the course of City development, been contained/ encroached/ constrained by a grid system that neither recognized its importance nor its particular form. The particular landscape in which Corsicana resides is one shaped and dominated by four primary creek basins. These are:

- Post Oak Creek
- Chambers Creek
- Briar Creek
- Elm Creek

Specifically, Corsicana is situated at the western edge of that point where the four creeks merge. These creeks and the drainage system they define are dynamic elements that have shaped the form of the landscape in which Corsicana resides. By analyzing each of the creeks, the relationship between place and environment is revealed.

The confluence of these waterways constrains development east of Interstate 45 and has historically encouraged development west of Interstate 45. Although the City is located in an environment of relative hydrologic complexity, Corsicana has sought to extend itself through a development form (grid system) that is least able to accommodate natural corridors. As a result, the process of city development has competed with the process of natural drainage, leading to progressive constriction and loss of important complexity. Today, the burden upon downstream restrictions has made older parts of Corsicana prone to frequent flooding. Failure to restore operations of the system will exacerbate the flooding problems and increasingly limit future growth and development.

Post Oak Creek

Post Oak Creek is the main creek branch around which Corsicana developed. This creek and its tributaries (Town Branch and Mesquite Branch) circumscribe the downtown area and much of its adjacent industrial zone. This is a primary water-way with a complex system of tributaries against which Corsicana has historically endeavored to impose its urban grid. Post Oak Creek offers a special connection between Richland Chambers and the Historic Downtown Core of Corsicana. Through this association revitalization potential for the core is enhanced.

The main channel and its bank area are comprised of Gowen series soils (in particular Gowen fine sandy loam). This is an alluvial soil typical of creek channels in this area that has been deposited by periodic flooding (usually every 4 to 10 years). However, due to grid development, flood conditions in Corsicana are experienced much more frequently (typically every year). When the incidence of flooding is greatly increased, the limits of the flood area are typically expanded and the high water zone begins to encroach upon soil types that are not typical of flood conditions. Post Oak Creek's increased flooding indicates the level to which normal operations of this creek have been compromised by development. In the Post Oak Creek channel, the flood areas now include soils found in the Crockett Series. These soil types generally support pasture and grassland (as opposed to riparian tree communities) and are susceptible to erosion. With the expansion of high water zones into these areas, the aspects of conflict between built fabric and environment begin to emerge. These are:

- **Increased Volume:** Because the historic beginning of Corsicana was located in the downstream portions of Post Oak Creek and (due to convergence with other creeks east of that beginning) Corsicana has grown up-stream (west of that point), new development places greater burden upon the channel defined by older development. Increased development means increased run-off; increased run-off means an increased volume that the creek channel must somehow accommodate. Even if new development forces preserve predevelopment flow rates

through detention, the volume of water attains its maximum flow under predevelopment conditions and maintains that maximum flow for extended periods of time. This extends the duration of flood conditions downstream.

- **Increased Velocity:** Because the historic grid system crosses the creek channel at many points with undersized cross drainage structures (bridges and culverts) focusing broader flows into more directed pipe flows, the velocity of water movement is greatly increased. Increased velocity releases the erosion potential of water. Combined with upland erodible soils, increased sedimentation of streams and lakes becomes problematic.
- **Increased Restriction:** A consistent pattern of allowing the creek channel to be privatized by individual property owners has resulted in a development/ creek relationship where the creek channel is a “back yard” condition. As such, it is an attractive place to site storage sheds, build children’s forts, deposit debris (yard trimmings), and store unwanted building materials. The collection of refuse in the channel creates greater restriction to water’s movement and further contributes to both loss of valley storage and enlargement of the flood area.

As a result of increased volume, increased velocity, and increased restriction, movement of the high water level into areas comprised of Crockett Series soils associated with the Post Oak Creek area creates a condition of increased erosion and sedimentation.

Briar Creek

As 5th Street (coming east out of the business core) crosses Interstate 45, it traverses the drainage divide between Post Oak Creek and Briar Creek (north of Post Oak). Both of these creeks are tributaries to Chambers Creek. This drainage divide high ground is composed of primarily Wilson Clay Loam and Burlson Clay Loam soils. Both are generally level, clay soils that typically occupy the head of drainage ways. The configuration of landforms (as defined by the direction of creek flow) aligns land forms east of Interstate 45 in a generally east to west direction, thereby making the parcels assembled conducive to development laid out along arterials that generally run east to west. By comparison, drainage patterns to the north and east of downtown run in a northeast to southwest direction, almost perpendicular to the direction of growth. As a result, development in the northwest direction will encounter more complicated landscape and, thereby, higher development cost. Growth to the southwest or south is limited by the jurisdictional limits of Retreat and Oak Valley.

Elm Creek

Elm Creek and the Mesquite Branch of Post Oak Creek circumscribe that sector of Corsicana where most of the industrial development and zoning is located. Proper recognition of the natural corridors in this context provides needed transition between residential and non-residential land uses. It appears to be the pattern of Corsicana that high ground points define the location of land use aggregations. For example, downtown Corsicana is located on the high ground between Post Oak Creek and Town Branch, industrial uses are found primarily on the high ground between Mesquite Branch and Elm Creek, and northern residential communities are found along the railroad track that traverses the high ground between Post Oak Creek and Briar Creek. The only component of Corsicana’s city fabric that does not conform to this pattern is the older residential areas confined by the historic grid to lower elevations that experience frequent flooding.

The containment of most industrial development to the high ground between Elm Creek and Mesquite Branch means that the area west of Lake Halbert are dedicated to industrial use. This is immediately adjacent to Corsicana’s primary recreational park. Such a relationship is ultimately beneficial to both the lake and the emerging industrial center west of it, because parks in proximity to employment-related open space, along with trails along creek-ways, can link neighborhoods to work places. Therefore, Elm Creek is an important component of a city-wide open space/ trail system that ties high-ground land use clusters together. For such a system to fully work, Corsicana’s entire creek system must be included.

Chambers Creek

Chambers Creek collects all of the water flow from Corsicana; Post Oak Creek, Elm Creek, and Briar Creek flow to this primary channel and make a structural link between Richland Chambers Reservoir (Reservoir) and the City. The growing popularity of the Reservoir and the physical connection of Corsicana to it make the Reservoir and its associated growth a key aspect of Corsicana’s future development. Particular vision should be given to the treatment of these creek connections to ensure they are kept in

the public domain. By so doing, they can be made accessible to the public as parks and trail connections.

Just as the Reservoir marks the place where water flow converges, the corridors leading to the Reservoir define the place where lake development and possible future city development converge. This point of confluence is both environmentally important and important to the form of the City. Such a place of prominence deserves a special place in the fabric of Corsicana. Among the particular distinctions worthy of this prominence is a major regional park. Such an asset would benefit the City's quality of life and protect the environmental complexity of this place.

The inevitable need to recognize natural creek systems will either forge a harmonious marriage between built fabric and landscape or be the basis of an on-going conflict that will get progressively worse as development intensifies. It is the objective of the Watershed Protection Plan to treat Corsicana's natural system as a framework for future growth that will greatly contribute to the City's quality of life and enhance its identity of place. The natural system framework becomes the open space framework (later the base for parks and recreation) and the fragile/ functionally important/ beautiful assets of Corsicana's natural environment become part of a distinctive public domain. The open space framework (discussed in detail below) is also an environmental framework and environmental purposes become an important part of its design.

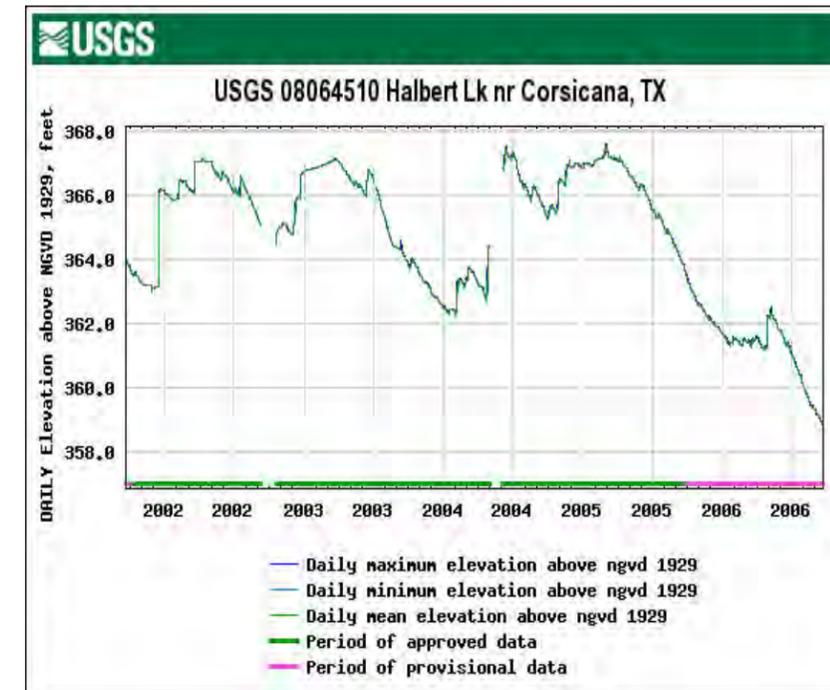
II. Lakes

Lake Halbert

Lake Halbert (Lake) is a multi-functional reservoir for the City of Corsicana, serving municipal, industrial, and recreational purposes. Construction began in 1920 and was completed in 1921. The spillway, at an elevation of 368 feet above mean sea level, gives the Lake a 7,420 acre-foot capacity and a total surface area of 650 acres. The drainage area above the dam is twelve square miles. The Lake is classified as cloudy to muddy in degree of clarity, and this turbid water prevents growth of submerged vegetation. Emergent vegetation is present and includes native species such as button bush, cattail, giant bulrush, and giant reed.

As one of two sources of water for the City, use of this area must reflect the role that it plays in community welfare. The combined effects of periodic drought conditions and population increase will create complex water-related issues in future years if sufficient water management plans are not created. Water levels have shown typical seasonal fluctuations but have decreased dramatically over the last year due to the current drought conditions. As of September 2006, the Lake was at 358.8 feet and only one-third full. Although a connection to Richland-Chambers Reservoir is a feasible option to increase water supply, water quality and subsequent treatment will continue to be a concern for a growing municipality.

The chart below, supplied by U.S. Geological Survey, demonstrates trends in lake levels over the past five years.



(http://waterdata.usgs.gov/tx/nwis/dv?referred_module=sw&format=gif&period=31&site_no=08064510)

Elm Creek is the primary tributary to Lake Halbert. Therefore, the upstream industrial areas place Lake Halbert in the path of potential contamination and/or run-off pollution. Extra measures must be taken to prevent pollution and contamination. Systems of natural filtration and detention should be considered and transformed into environmental enhancements that will further transform this sector of the City into a true industrial park (park meaning natural compliments to the otherwise industrialized landscape).

Lake Halbert is part of the Elm Creek system and offers great potential for the future of Corsicana. It is a natural attractor large enough to terminate industrial development (west of the lake) and make a proper transition to residential uses (east of the lake). It will also define the edge of residential development moving east of Interstate-45 and toward Richland Chambers Reservoir. In this confluence of residential and non-residential uses, Lake Halbert is a central and transitional element. Therefore, it is also appropriate that it host significant recreational facilities and venues for the City's residential and working population.

Lake Magnolia

Its very location in an industrial area makes this small lake all the more critical in terms of stormwater management. The lake could offer some stormwater treatment opportunities as well as continue to act as a detention/retention structure.

Lake Beaton

Lake Beaton has been acquired by the City and, though very low on water, it can play a critical role in future detention needs as well as provide habitat and open space as a retention structure. The City-owned property (220 acres) offers a tremendous opportunity to develop a regional park in the area.

III. Soils

The hydrologic setting in which Corsicana resides imposes conditions which shape characteristic environmental dynamics. Flow of the area watershed to a point of confluence established a system of water-ways and creeks that formed the landscape one sees today. The actions of geologic events and water have created soil characteristics, elevation differentiations, and proximity to water which collectively support vegetation, wild life, and human enterprise. The soils are the environments formed by geology and water.

Therefore, developing an environmental framework from the watershed characteristics of Corsicana and Corsicana's ETJ necessitates viewing environmental characteristics according to the soil sub-districts that support/ form them. There are four general soil groups that define the natural channels. These groups are the Kaufman series, the Gowen series, Heiden Clay, and the Trinity series. More specifically, the soil classifications for the three main creeks are as follows:

1. **Kaufman Clay (Frequently Flooded):** A soil formed in alluvium and mostly found in floodplains. This soil is subject to flooding (typically once every 2 to 3 years). Water can stand in scour channels for long periods and soils can remain wet for several months.
2. **Kaufman Clay:** Nearly level soil that occupies floodplains. Run-off is slow and water stands in some areas for short periods. This soil is normally subject to flooding about once every 4 to 10 years, making it more suitable for pasture or hay production.
3. **Gowen Clay Loam (frequently flooded):** This soil typically occupies

floodplains and is normally subject to flooding about once every 2 to 3 years. Scour channels are common and water can stand in lower areas for weeks at a time.

4. **Gowen Fine Sandy Loam:** This soil type is typically found in "bottom lands" or on floodplains of major streams. Normally subject to flooding about once every 4 to 10 years, these soils are well-drained.
5. **Gowen Clay Loam:** This is a bottom land soil that is formed in alluvium. This soil is normally subject to flooding about once every 4 to 10 years.
6. **Heiden Clay (Both 1% to 3% Slopes and 3% to 5% Slopes):** This soil type is a gently sloping upland soil (typically on ridge tops) but can be found in bank conditions or long side slopes. The hazard of erosion is moderate.
7. **Trinity Clay (Frequently Flooded):** A very common floodplain soil formed in alluvium and normally subject to flooding about once every 2 to 3 years.
8. **Trinity Clay:** A common flood plain soil type with less frequency to flood there by making it more suitable to pasture or hay production.

The above typology of soil districts and their associated watersheds set the framework for the Watershed Protection Plan, because soil types indicate the nature of the creek-way and the importance of a particular area/ location to the operation of the drainage system. The general pattern of soil sequence for Corsicana creek areas is Gowen and Gowen-related soils upstream that move down-stream through Kaufman and Kaufman-related soil groups and to Trinity soils in the larger gathering floodplain. The extent to which these soil types are present in any given area is an indicator of the structural importance of a location to the overall operations of the City's drainage system. These soils and the vegetation they support act as water filtering devices, improving water quality, while at the same time slowing velocities of storm run-off and reducing further erosion. These rich, biodiverse habitats produce new soil faster than any other area. For these many reasons, these areas should be preserved to the greatest extent possible.

The higher elevations tend to contain Crockett and Burleson series soils that are broad, relatively flat, ideal for grazing but with a potential for erosion that ranges from moderate to severe if significantly disturbed. The primary differentiation between areas of development is the nature of water activity and the type of soils formed under those conditions. These higher elevation soils are not meant to be subjected to frequent flooding and high-water flows. They are far more favorable for development than the soils associated with creeks and floodplains.

IV. Associated Habitat and Detention Facilities

The system of natural drainage and the amount of flow it accommodates sets up a pattern of vegetative communities adapted to the hydration level, drain ability, depth, and salinity of the soil created by the alluvial process. These vegetative communities are the distinctive characteristic of Corsicana's lower elevations and offer a sharp green contrast to grassy ridges. This contrast is the mystique of this landscape and a quality to be preserved in the Watershed Protection Plan and the Open Space Plan.

Continued development of the native landscape (and the resulting increase in impervious surfaces) will increase surface water runoff into the creek system necessitating the use of detention structures. Such structures may need to be located in the floodway of up-stream creeks to control the down-stream impacts and to prevent further flooding. However, the effect of this type of detention will be to expand the duration of peak pre-development flows thereby amplifying the effects of increased precipitation frequency.

Depending on the extent to which in-line detention permits soil transport in the run-off flow, soil characteristics within the lower elevations, low terraces, fans, and floodplain will possibly spread over a larger area as will the vegetative communities associated with them. Recently introduced non-native plant species (particularly grasses) in the floodplain system may flourish under these expanded alluvial conditions, thereby changing the nature of the landscape and habitat within them. Poor design construction of in-line detention facilities may also potentially break the continuity of the creek system (depending on the design) and disrupt wildlife movement within that system as well as disrupt pedestrian trail flow from point of origin to destination.

Though in-line detention systems may not be avoidable, they should be carefully designed to minimize any negative impact on the open space related to the floodplains. Protection of native plant species, maintenance of system continuity, and identification of the post-development high-water level should be accomplished in response to the Watershed Protection Plan.

B. WATERSHED PRESERVATION/RESTORATION RECOMMENDATIONS

• Remaining Undisturbed Creeks and Waterways

Where the creek system is still in its natural condition, that condition should be preserved through a setback from the floodway that:

- Recognizes the post-development high-water level,
- Documents the specific alignment/ location of the floodplain that should be preserved,

- Requires a creek setback that maintains the entire width of the natural condition and its characteristic vegetation, and
- Requires public dedication of the primary creek network within any future development.

• Revegetation of the Disturbed Creeks

Where a creek has been reconfigured and replanted, but is still an open, earthen channel, qualities of the natural creek should be restored. At a minimum:

- Restore the slope complexity of the side channel by artful sculpting of the channel profile to mimic, to the greatest extent possible, the original, natural channel, and
- Revegetate channel and associated riparian habitat with a plant palette that is derived from the vegetative communities typical of the original, natural undisturbed riparian habitat.

• Naturalization and Pedestrian Access for Channelized Creeks

Where a creek has been rebuilt as a concrete flume or straight earthen channel, measures should be taken to create a naturalized edge that visually softens the constructed section and creates transitions from the natural habitat to the concrete channel adjacent to it. This can be accomplished by instituting all of the following:

- Establishing a planted edge that mitigates the severity of the channel. This planted edge should be incorporated into any proposed new development and combined with dedicated public space outside the channel.
- Provision of thematic trail signage and way-finding markers that are part of a system-wide pedestrian trail design.
- For any natural sections of the creek that are targeted for future channeling, design the channel so that it more accurately depicts the natural aspects of the creek channel profile.
- Create a transition between the natural or naturalized channel and the reconstructed channel that gives a sense of natural transition.

• Restoration of the Creek System Transport Function

- Require detention for private development (preferably to a regional detention facility as opposed to on-site and individual small, inefficient on-site systems) that will maintain pre-development flows to the creek.

Discourage and limit in-line detention and encourage detention outside the floodplain except where necessary to correct current flood conditions.

- For in-line detention structures, design detention dam/ weir structures that permit "flow-through" of sediment transported in stormwater run-off.
- Encourage surface water management designs (instead of underground piped

systems) that will contribute to/ compliment the water transport function of creeks.

- **Creation of a Confluence Point Nature Center and Regional Park**

- Restore and preserve sections of the creek system at its major point of confluence as a regional park.

Establish trail connections between the creeks and the regional park.

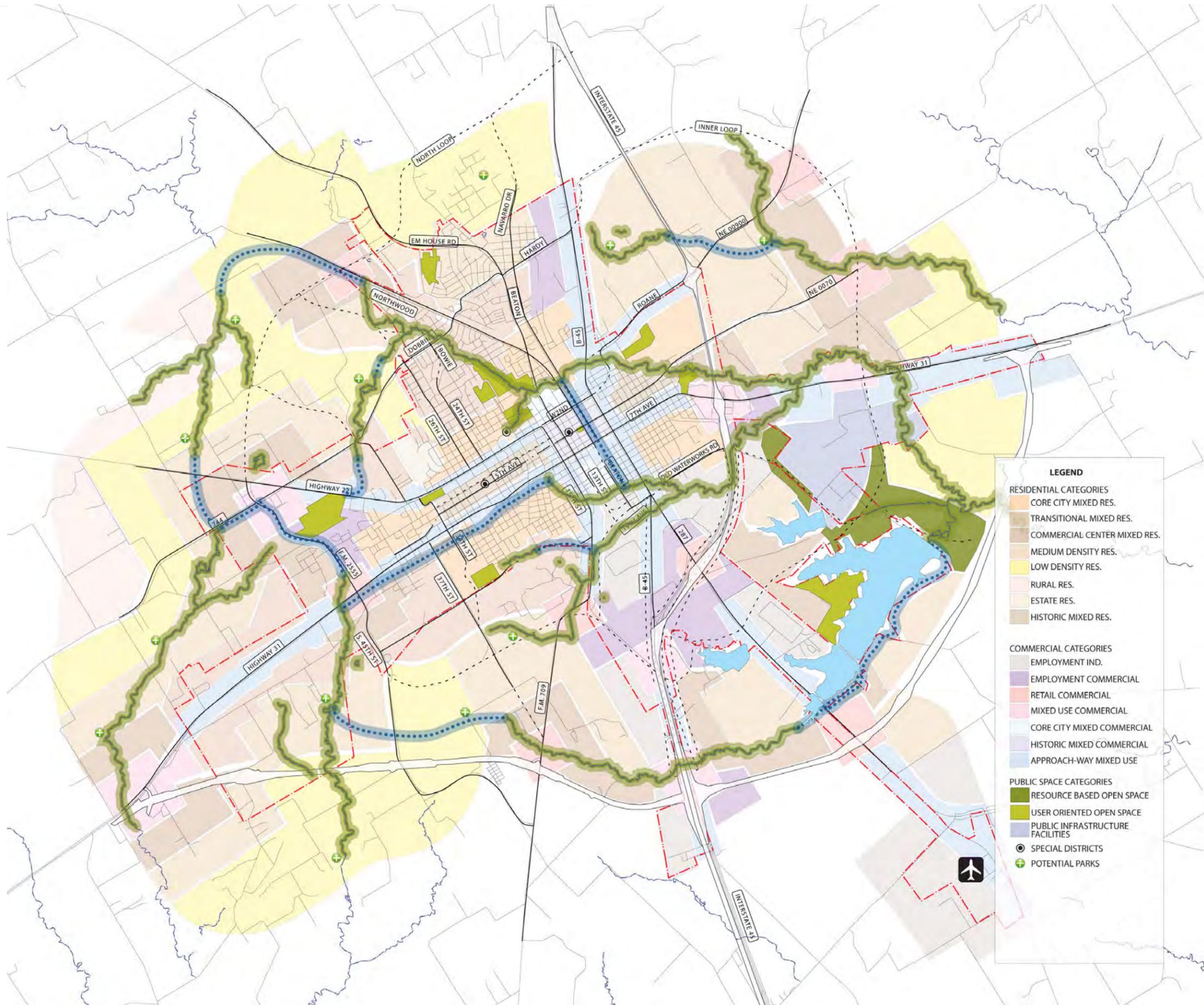
- Provide interpretative trails and interpretative pavilions that allow community gatherings and engagement with the complex environment of the floodplain without disturbing it.

- **Preservation of Landmark Landforms Program**

- Identify and inventory key landforms that are community landmarks for Corsicana and/ or defining natural elements of its distinctive landscape and/ or relate to significant cultural events in the history of the City.
- Establish a preservation program for the protection of these landforms that includes:
 - i. Designation of landmark landforms,
 - ii. Formulation of guidelines for development in close proximity to such landforms, and
 - iii. A process for review of development proposals that may otherwise threaten the land forms.

- **Protection for the Edges of Sensitive Soil Zones**

- Establish preservation guidelines within sensitive soil zones (especially the Gowen, Kaufman, and Trinity groups) and the habitat areas associated with them.
- Establish limitation on augmentation of the natural condition in these areas.



DOWNTOWN REVITALIZATION PLAN

A. INTRODUCTION

Among those commonly stated goals established early in the Comprehensive Master Plan participatory process are a series of goal statements that describe a vibrant, diverse, and meaningful downtown core. These goal statements include the following:

1. Create a multi-functional City core that has diverse land uses and attracts a broad range of visitors.
2. Enhance and strengthen the destination significance of the downtown area.
3. Establish a clear identity for downtown through distinctive portals, thematic street signage, enhanced streetscape/ landscape, identifying street furniture, and other enrichments of the public right of way.
4. Establish an effective and continued program of clean up and repair.
5. Make Downtown a central attraction statement.
6. Create a visual presence for downtown Corsicana through signage and/ or monumentation that can be seen from I-45 and along highways leading into the core city.
7. Reinforce the importance of downtown as a center for commercial activities, a hub for vehicular movement, and a hub for rail services.
8. Create more positive and meaningful connection between the City core and its surrounding area.
9. Create a cognitively strong and functionally meaningful entry to the downtown core which encourages the visual enhancement of the areas abutting the entry right of way.
10. Establish a beautification program for 7th Avenue and Highway 287 that will identify them as major approaches to the city core and major thoroughfares within a particular sub-district of Corsicana.

Creation of a strong central core such as that described by these goal statements requires the transformation of present day downtown Corsicana from its current state to a true **destination**. Currently, downtown Corsicana is removed from the major circulation pathways and corridors with greatest traffic density. To be a destination, it must be connected to the city, drawing the major traffic corridors to itself (become a hub). Currently, downtown Corsicana is spatially dispersed and lacking the elements of comprehensible form (center, edge, sub-districts, etc.). To be a destination, it must be a comprehensible place. Currently, downtown Corsicana is lacking visual continuity which makes the few architecturally enriched portions seem out of place in their larger context. To be a destination, it must have coherent visual fabric that gives a clear sense of identity and creates a consistently stable context for commercial investment. Currently, downtown Corsicana has no public place where citizens of the City can celebrate, remember, commemorate, or host festivals and events. To be a destination, it must have

the ability to attract and host the important commercial and ceremonial events of City life.

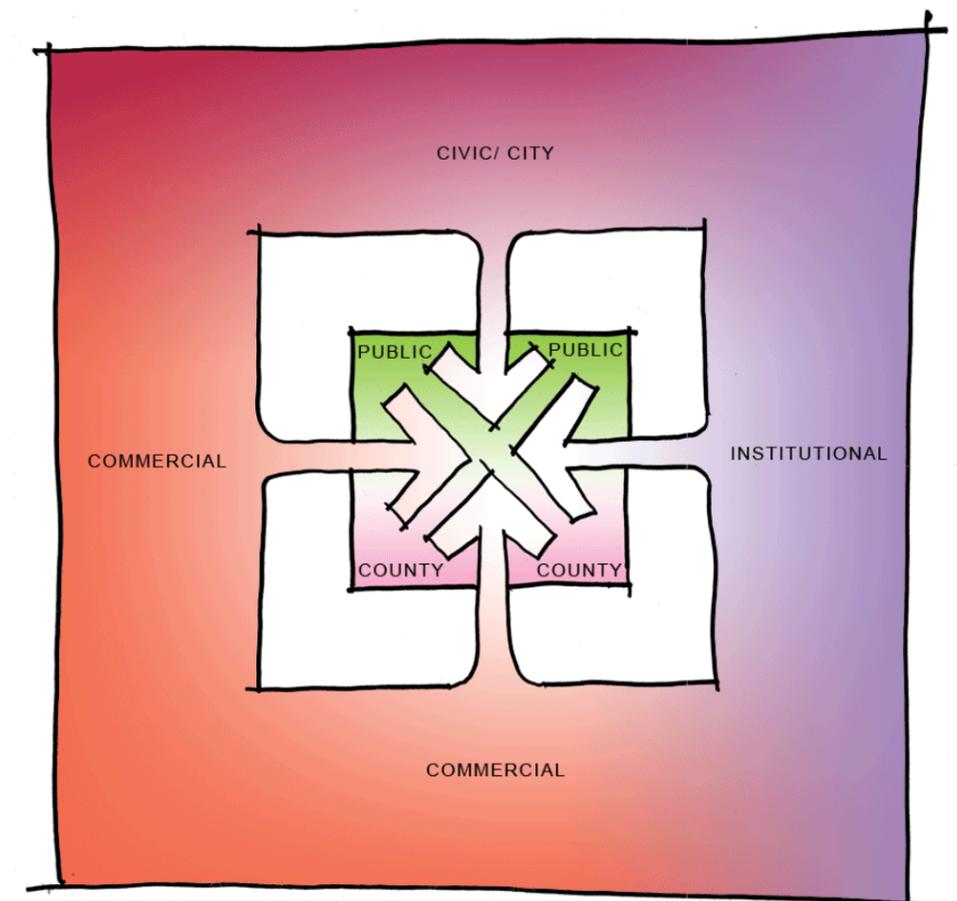
In light of stated goals and needed transformations, a Revitalization Plan for downtown Corsicana is focused on the creation of a downtown destination. Such a destination requires a central element of such symbolic importance that it will change the downtown experience. Throughout the history of Texas, the courthouse square has been this element for many towns and cities. However, the creation of such a space in Corsicana will require:

- Consolidation of the Commercial fabric
- Consolidation of the Government/ Institutional fabric
- Creation of a center within the core that will link the consolidated portions
- Connection of major movement patterns to the center

B. REVITALIZATION PLAN ELEMENTS

Each of these important initiatives is discussed in the following text, as well as their coming together in a final plan. The Downtown Revitalization Plan is built around this coming together in nine basic steps:

STEP #1: CREATE A SIGNIFICANT PUBLIC SPACE (THE TRADITIONAL TEXAS COURTHOUSE SQUARE)



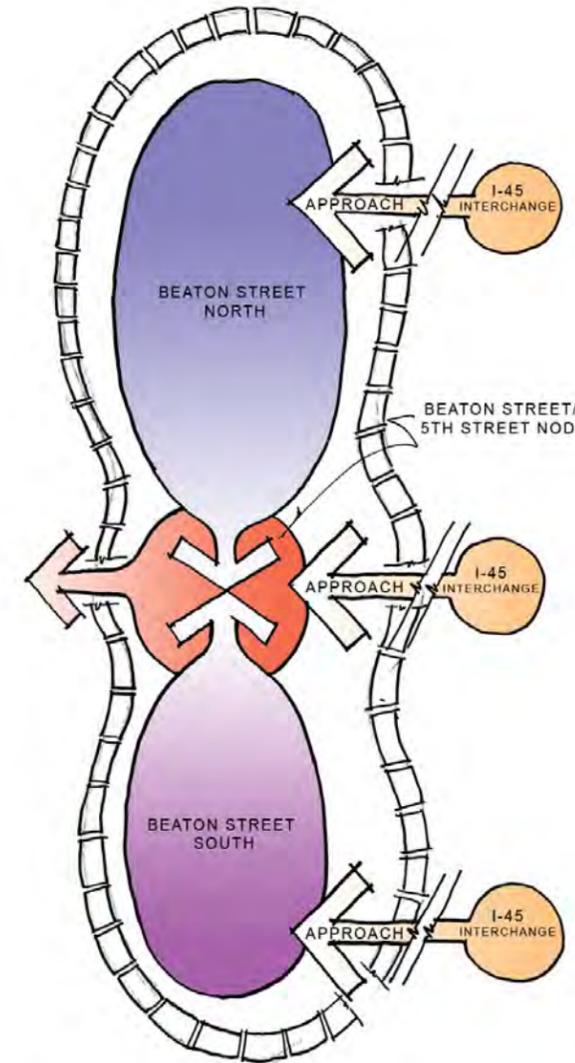
The Texas Courthouse Square has been the icon of viable city/ town centers through out the State’s history. It was the place where varied elements of community life (both civic and commercial) came together in mutual recognition of its prominence, central significance, and symbolic meaning. Historic photographs of the traditional Texas Courthouse Square show a vibrant and public place teaming with activity (some commercial, some daily activity, and some ceremonial). The street space shares a common ground plane with the pedestrian space and/ or the plaza space (that portion of the square immediately surrounding the Courthouse). Therefore, the people, vehicles, horses, and wagons are brought together in a bustling town setting that speaks to the community’s economic prosperity and economic purpose. Over time, the once unified square became subdivided by street, sidewalk, and plaza. Store fronts became separated from the courthouse front by a street and sidewalk that was meant to convey **lineal movement**, not host motorial movement. In this process, the Town Center, which once drew activity to itself and captured that activity within the specific confines of its courthouse square, became a conduit that simply passed traffic through to other emerging hot spots of economic activity (typically associated with a by passing freeway to major highway). Thereby, the “hub” function of the courthouse square became a pass through function and, in this process of change, the Courthouse Square became an aesthetic attraction instead of a commercial hub.

The significance of the Courthouse Square (and thereby its power as a center) lay in its centrality. Centrality was both functional and cultural. It was functional, because the square held the movement patterns of the City within its grasp. All roads led to the square. It was cultural because it brought together the dominant commercial activities (bank, major store, etc.) and the civic/ institutional activities of the community (County Government, City Government, Church, Fraternal Hall, etc.). To have a clear sense of “City”, it is essential that an urban core exists, and dominates both the movement patterns and cultural activities of the community. The Courthouse Square is still the archetype of this type of town center.

Despite its transformation, the image of the Courthouse Square as a place of commercial dominance remains vivid, and has become the inspiration for numerous retail venues across the United States. A local example of such retail application is the Southlake Town Center, Southlake TX, in the Dallas Metroplex. In addition, those communities with a Town Square still intact have gone to great lengths to re-establish lost commercial significance as a way to preserve an identity threatened by rapid outward expansion of major urban centers (such as Dallas).

The Courthouse Square in Corsicana can’t serve this purpose for the City, because early in its history, the commercial fabric of Corsicana became separated from the governmental/ civic fabric, thereby dissipating the significance and energy of the City’s core place. This fragmentation has plagued Corsicana in its endeavors to re-establish downtown as a powerful center that can compete with emerging and more remote areas of economic activity.

Despite this loss, a square, or some other major public space, is the means by which the separated core functions (commercial and governmental/ institutional) will be brought together so that a coherent City Center can emerge.



CONSOLIDATING A COMMERCIAL ZONE
REQUIRES PHYSICAL STRUCTURE AND HEIRARCHY

STEP #2: CONSOLIDATE THE COMMERCIAL FABRIC

Diagram 2

In order to bring the commercial and governmental/ institutional function of Corsicana together in the manner described above, it will be necessary to consolidate commercial activities so that, when a link is made, there is a clear definition of these two functions. At present, Beaton Street is the most contiguous stretch of commercial fabric. However, it is a street without form. It has no beginning, middle, or end. Therefore, it is a remnant of some former state of completion and speaks to the extent to which it has lost its former economic vibrancy. Therefore, it is important to consolidate Beaton Street by establishing a center to its length that will create a clear sense of place for this historically important stretch of commercial frontage. The Downtown Revitalization Plan achieves this by making the intersection of Beaton Street and Fifth Avenue the heart of the commercial component in Corsicana’s constellation of City functions.

Emphasizing this location reaffirms the importance of Fifth Avenue as a link to Interstate 45 and as a major approach way into the City Core.

Further consolidation is achieved by the creation of portals at Beaton and 7th Avenue as well as Beaton Street and 2nd Avenue. Location of portals at these corners establishes the limits of the commercial zone. Creation of a beginning, an end, and a middle will give Beaton Street a structure that will be cognitively recognized, thereby bringing the commercial fabric together so it can be linked across a major public space to the governmental/ institutional fabric (see diagram 2).

STEP #3: CONSOLIDATE THE GOVERNMENTAL/ INSTITUTIONAL FABRIC

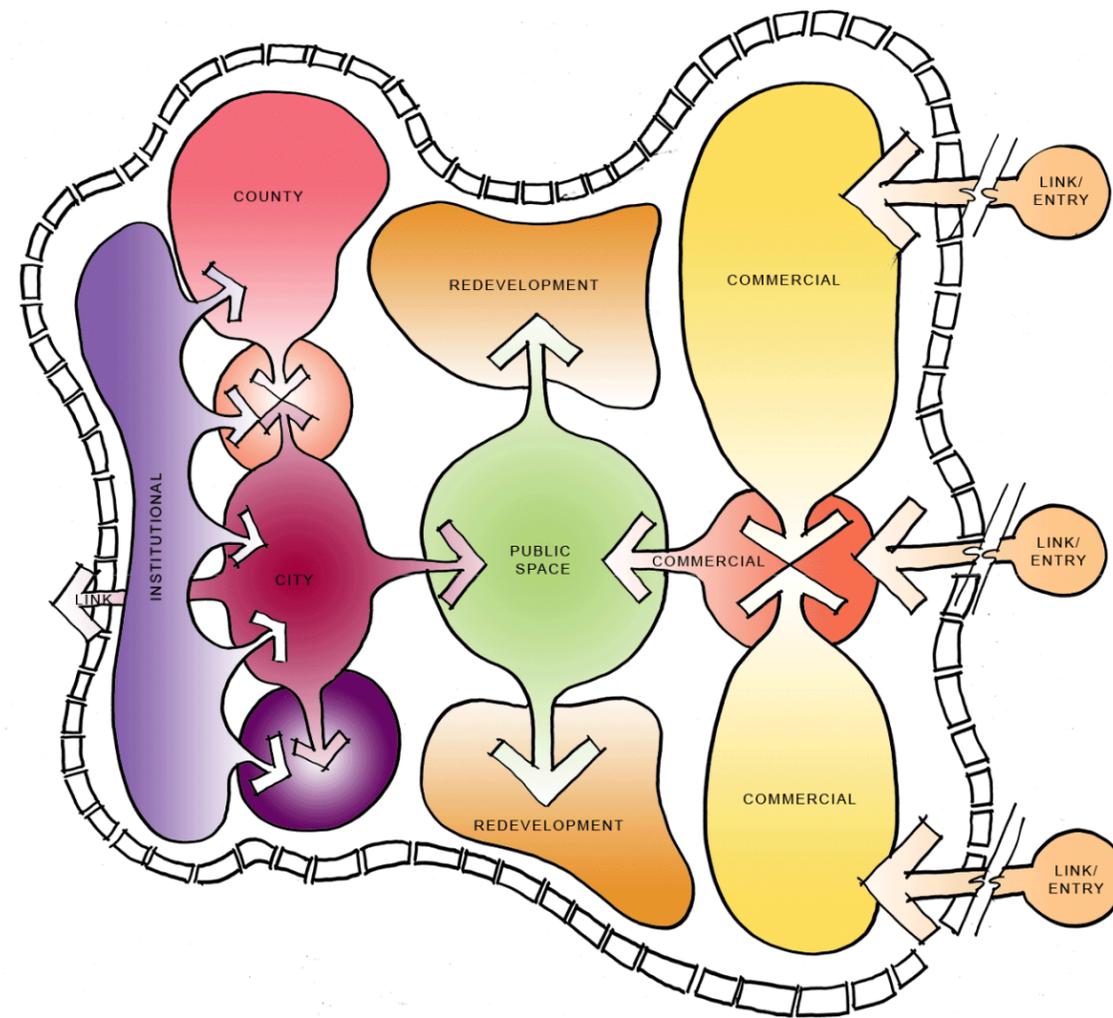


Diagram 3

In order to bring the governmental/ institutional and commercial functions of Corsicana together in the manner described above, it will necessary to consolidate these non-commercial activities so that when a link is made, the participants across that link are substantial. At present, 12th and 13th Streets are the primary civic address. Frontage along 12th Street includes the City Hall, the Chamber of Commerce, the Public Library, the County Courthouse, and various churches. However, like the commercial fabric, there is a sense of physical dispersion that prevents comprehension of this area as a coherent sub-district. Large building plates occupy a building block as a single site (in contrast to Beaton Street which has multiple buildings per block), thereby creating front yards and side yards that fragment any sense of a continuous building frontage (more common to the downtown setting). Therefore, it is important to consolidate the governmental/ institutional fabric by creating a pedestrian link network that deals with the inherent building plates and spatial pattern in a manner that is not an “urban street” but more like a governmental campus located in an urban setting.

One’s comprehension of the governmental/ institutional zone as a sub-district requires a sense of district structure that is not provided by the street alone. The elements of structure include:

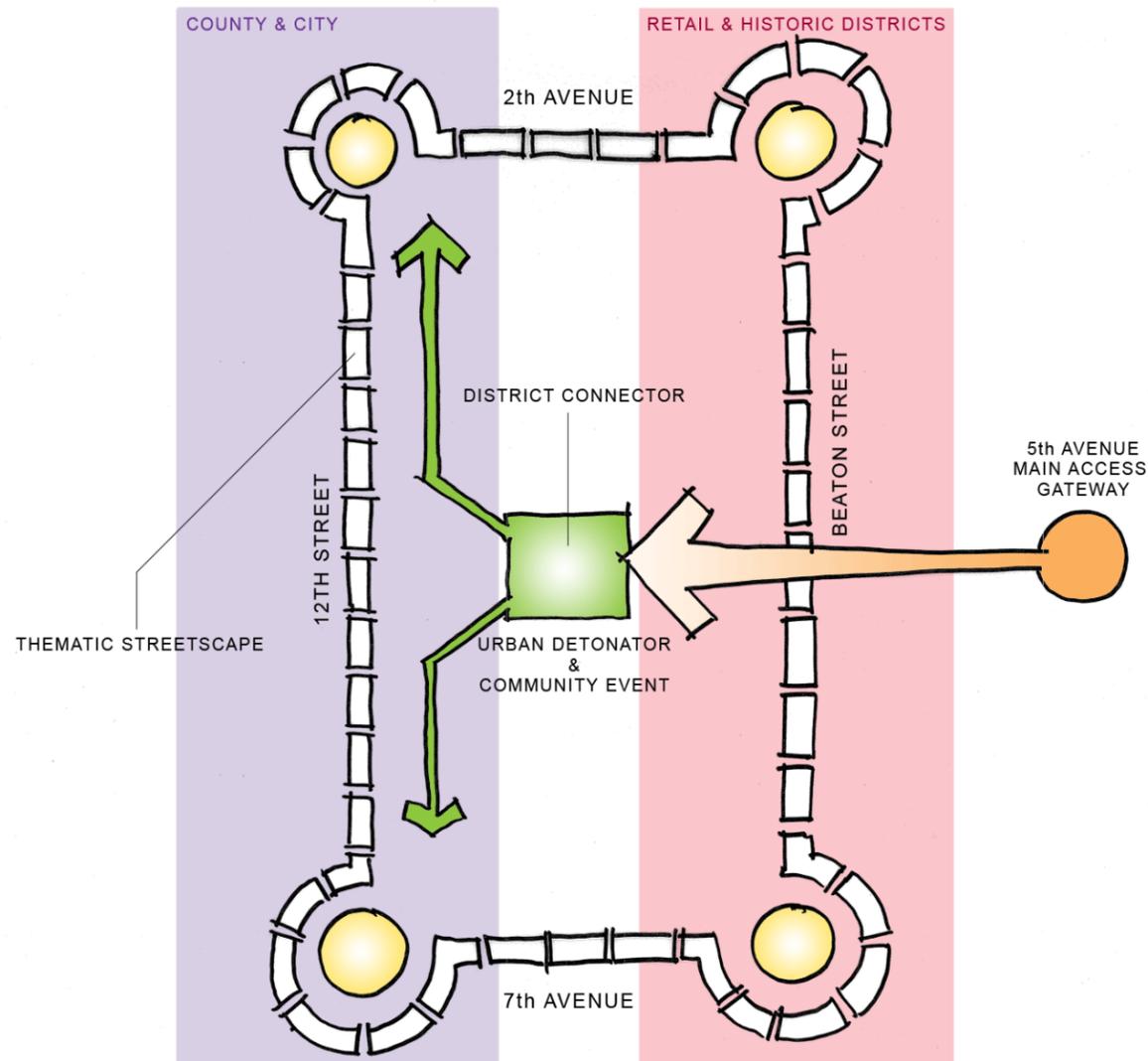
- Central Reference: a central place in the district composition that is the primary link with the other elements of the downtown fabric. A primary point of entry.
- Axial links (internal pedestrian links): a coherent pattern of movement that ties the elements of the sub-district together.
- Termini: powerful conclusions to physical gestures in the plan that conclude the cognitive composition and thereby make it more legible.

To accomplish such a pedestrian structure, it will be necessary to interconnect the various governmental centers with a pedestrian way that allows movement from point of entry to point of entry and physically expresses the inter-governmental relationships that exists between city and county services. This type of connection brings the governmental offices together, creating a sense of government center spatially arrayed around a circulation system that makes governmental functions more legible to the citizens of Corsicana (see diagram 6).

In the pedestrian network that brings governmental buildings together, the Navarro County courthouse provides a visual and functional terminus. Such placement recognizes the landmark importance of the courthouse building and the historic role of county government. The City buildings (City hall, Chamber of Commerce, and Library) are located at the place where the consolidated governmental sub-district touches the public plaza link with the consolidated commercial fabric (see diagram 6).

Diagram 4

THE CITY CORE



STEP #4: CREATE A CENTRAL REFERENCE FOR THE DOWNTOWN CORE AND A MAJOR PUBLIC GATHERING SPACE:

Once the Commercial elements and Governmental/ Institutional elements have been consolidated, it is necessary to provide a meaningful link between them so that the constellation of relationships originally found in historic Town Centers of Texas can be re-established and a true sense of “City Center” can be created. It is important that this link be **public** and its association as a true public element depends upon the extent to which it can host public events and/ or allow visible public expression (recreational, ceremonial,

or festive). Therefore, the essence of the link between commercial and governmental/ institutional is public space. In this way a relationship between core area functions that is more typical of historic Texas Cities be established in downtown Corsicana. Diagram 4 shows the relationships created by a link whose function, purpose, and scale is public.

Once established, this central reference for the downtown core becomes a form giving element and primary means of identification of the downtown area. The current diversity of the downtown fabric creates an environment of chaos because there is no comprehensible form. When the downtown visitor begins to understand that the fabric of larger scale & texture (typical of the government/ institutional zone) is coalesced in a sub-district with a clear relationship to a central public element and that the fabric of finer scale (typical of a commercial zone) resides in another relationship, then the whole of downtown takes on the attributes of place.

The economic strategy for Corsicana’s downtown core is to create a greater sense of destination and thereby draw visitors. Creation of destination **requires** the creation of place. The first element of destination is the recognition of place so that the activities which create the destination have a host identity in which they share.

STEP #5: CREATE A MORE CONCENTRATED AREA OF IMPACT REINFORCED BY PUBLIC LINKAGES

The amount of square footage within the downtown core that needs to see some level of revitalization is of such a magnitude that most economic revitalization initiatives can not make an appreciable impact. Therefore most pilot projects become lost in an inevitable dissipation of the economic energy originally generated. For this reason, it is important that an economic strategy for the downtown core define an area of concentration in which pilot projects (such as a specialty retail venue) can have greater economic impact.

For the above stated reasons, the downtown economic revitalization plan is built upon the creation of a major Downtown Public Space (Downtown Plaza) that establishes a cognitive, functional, physical anchor to the whole of the downtown fabric. In achieving this, the Downtown Plaza provides the city core with a physical focus that:

- Defines a central reference for downtown identity
- Serves as a host space for public events, festivals, ceremonies, celebrations, etc.
- Creates a linking element that re-establishes the lost association between the City’s governmental/ institutional fabric and its commercial fabric.
- Provides a focus for traffic and visitor-ship that supports smaller, more “doable” pilot projects by allowing them to have greater impact and aggregating their collective significance within smaller area of influence.

The latter significance of this physical focus relationship is most important to the success

of the downtown economic strategy. Only through aggregation will a limited number of initial private investors be able to realize a benefit from pioneering commitment. The area of concentration is created is defined in two ways:

- Creation of the Plaza (as described above): This creates meaningful differentiation within the fabric of the downtown core. In other words, there is a place within the downtown that is more promising (with regard to return) than other places and available proximity to that place is limited.
- Establishing a relationship between the Plaza and traffic movement: By connecting 5th Avenue to Interstate 45, an approach to the downtown core is created that brings traffic (and the investment values related to traffic) to the plaza and its adjacent properties. This reinforces the value potential of the plaza and thereby attracts more new investors that can collectively precipitate an

interest in the whole of downtown Corsicana.

STEP #6 CREATE A CONNECTION TO, AND APPROACH FROM, INTERSTATE 45

As stated above, 5th Avenue provides an opportunity to create a needed association between the heart of downtown Corsicana and traffic movement from Interstate 45. Pushing 5th Avenue (east of Business 75) to Interstate 45 along the current right of way of Rhone Road creates a major approach to downtown’s core and an opportunity to establish a monument entry at the freeway that will attract visitors. This connection and approach is essential for greater visibility (and thereby visitor-ship) within the downtown area. The approach to downtown begins to introduce the thematic elements of downtown’s identity within the approaching right of way. This facilitates arrival and gives visual reassurance that the route so visually defined is a pathway to a desired destination.

At present, land around the Rhone Road interchange (at Interstate 45) is vacant. Therefore, great opportunity exists to manage development of the intersection and create a monumentation at the over pass that will celebrate downtown and the destination venues it has to offer.

STEP #7 ESTABLISH A DOWNTOWN PLAZA DISTRICT THAT PROVIDES A REGULATORY STRUCTURE FOR THE APPLICATION OF PUBLIC/ PRIVATE STREETScape, STREET INTERFACE, AND ARCHITECTURAL GUIDELINES

(Downtown Plaza Guidelines section of the report)

Much of the identity and distinctive sense of place for the Downtown Plaza District will emerge over time as the Plaza District builds out and various planned public/ private improvements are made. Therefore, it is essential that such growth and development be guided by carefully crafted guidelines. Application of guidelines requires the creation of a regulatory structure suited to this task. The downtown revitalization plan calls for the establishment of a Downtown Plaza Overlay District.

An Overlay District is able to institute guidelines without changing the existing zoning. It adds a suffix to existing zoning which signifies that the Guidelines referenced in the Overlay Ordinance are attached to whatever development is executed under current zoning entitlements. The Overlay Ordinance is a design document, not a land use/ zoning document and becomes an appropriate mechanism by which needed design guidelines can be use to guide downtown restoration, redevelopment, and/or new construction.

Proposed Guidelines for the Downtown Plaza District are included in this section (see sub-chapter entitled Downtown Plaza District Development Guidelines). These guidelines address streetscape, street interface, and architecture for public and/ or private restoration,

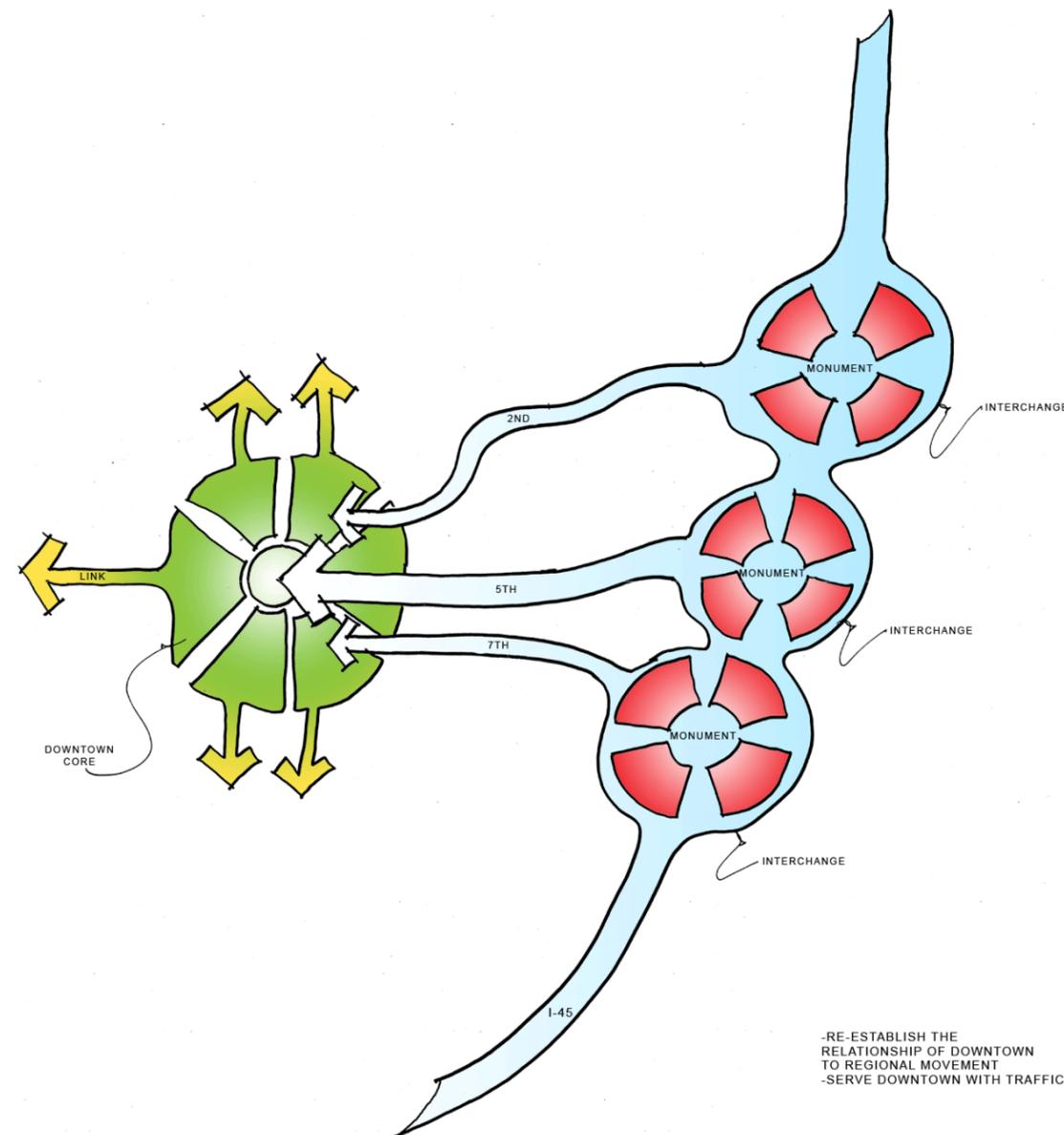


Diagram 5

redevelopment, and/ or new construction.

STEP #8 ESTABLISH A MANAGEMENT STRUCTURE FOR THE DOWNTOWN PLAZA

Once the Downtown Plaza is established, it will be necessary to “operate” the public facility much like a City would operate its Convention Center. Success of the revitalization strategy depends on the success of the Downtown Plaza as a true place of public expression and activity of civic importance as well as entertainment. Hosting such events and/or activities taking place in the Corsicana Downtown Plaza will require a Plaza management structure and an executive director charged with the responsibility of finding, booking, and organizing them. The director salary and operational costs associated with management operation could be funded by the events booked, once the number of such events is significant. The City of Grapevine, Texas has taken a similar approach and over the years that management position has transformed a simple downtown into a destination venue.

The management function and Plaza Director could be operated out of a Convention and Visitors Bureau, the Chamber of Commerce, or the Corsicana Main Street Office.

STEP #9 BRINGING TOGETHER THE PROPER ELEMENTS OF PLAZA AND DISTRICT DESIGN

Diagram 6 is a plan view of the proposed Downtown Plaza and Diagram 7 is a conceptual rendering of the Plaza in an enhanced downtown core. Both images show the relationship of the Plaza to its surrounding, and Diagram 6 shows how the Government/ institutional and commercial sub-districts are linked by the Plaza’s central position and size. The Plaza images also display important design concepts that enhance economic impact potential. These include:

- **5th Avenue:** In this design, 5th Avenue connects east to Interstate 45 where a portal monument announces the presence of and directs traffic to the downtown core. 5th Avenue also extends west to the Historic Carriage District, making a ceremonial connection to that neighborhood through a landmark portal at 5th Avenue and 13th Street.
- **Walkways:** Pedestrian flow and convenience that is provided without displacing the automobile traffic or parking is key to the success of the design and its intended purpose. Enhanced sidewalks coming from the Commercial Frontage Zone (along Beaton Street and 5th Avenue east of the Plaza merge with a more campus-like walkway system that radiates from the Plaza to adjacent governmental/ institutional functions, ultimately terminating at the Historic County Courthouse.
- **Activity Space:** For a place intended for public use to be viewed as truly public, it is

necessary that the space be big enough to host a variety of public events. The unintended consequence of undersized public space is seen in many Dallas area communities who have tried to create a Town Center, but failed to provide sufficient acreage within that center for public function. Southlake is an example of a City who foresaw the spatial needs of its citizens and provided an appropriate amount of public commons within its new Town Center. As a result of good planning, Southlake Texas sees heavy use of its Town Square and such use has been an effective economic stimulus to retail within the Center and surrounding area. The rendering of Corsicana’s Downtown Plaza (see Diagram 7) shows a Christmas celebration as it could be planned in such a space. Note the appropriate relationship between size and event and the public-ness of the event as a result. A proper public Square for a smaller City should fill one City block (the typical area devoted to such use in the historic Courthouse Square). Corsicana’s proposed Downtown Plaza is one full City Block.

- **Event and Market Structure:** The Downtown Plaza design includes a major structure that provides roofed outdoor space for events, markets, etc. Such facilities do more than provide weather protection and shade; They make a statement that the space is equipped with the infrastructure to service public gatherings. It also provides a dominant element within the space that gives the space **form and structure**. Without such items the spaces impress the user as vacant. For this reason public spaces throughout history are most often dominated by a Courthouse, a Gazebo, a Cathedral, etc.
- **Block Termini:** In order to maximize the potential number of head in street parking spaces and provide needed public space within the commercial street (along Beaton and 5th Streets), the end of each block has been expanded along the edge of head in parking to provide a clear place (called a Block Terminus and shown in Guideline Diagram 7) from which to stripe the block for head-in spaces. The expanded areas also provide needed sidewalk space for furniture groupings, kiosks, decorative planting, handicap ramps, and other street hardware/ furniture. Through the creation of sidewalk space that is not dedicated to “directed” movement, the sidewalk becomes more nurturing of pedestrian activity and social interchange.
- **Portals:** The boundaries of the Downtown Plaza District need to be clearly designated by portals that announce the point of entry and visually celebrate the special nature of what lies through the point of passage identified. Portals are shown in the overall Plaza District plan view (Diagram 6) and shown in more detail in the Guideline Diagram 3 Portals are essential structural elements of one’s mental/ cognitive map by which each person is able to carry an image of a “district”.
- **Enhanced Pavement:** To make the public domain within the Downtown Plaza District read as special, distinctive, and reminiscent of history, it is important

to return key street to the glory of their former brick pavers. Distinctive pavement can transform an ordinary street into an inviting space that does not discourage people use and calms traffic with its textured surface. The Downtown Plaza District plan shows brick pavement along 5th Avenue from its point of entry into the district at Business 75, across the Downtown Plaza, to the Carriage District Portals (at 5th Avenue and 13th Street), and through the Carriage District. Such articulation makes 5th Avenue read as the central boulevard of the Downtown Plaza District and located both early investment and the Plaza at a key place within the vision.

- **Enhanced Intersections:** To facilitate pedestrian movement and to further clarify a cognitive structure that will enhance District identity/legibility, the Downtown Plaza Plan shows enhanced intersections along streets that front the commercial and governmental clusters united by the plaza. Therefore, an enhanced intersection exists at both Beaton and 12th Streets when they cross 7th, 6th, 5th, 4th, 3rd and 2nd avenues.
- **Enriched Landscape:** Uniform tree planting as shown in the Downtown Plaza District plan view will enrich the visual character of the sidewalk enhance pedestrian use of the sidewalk and provide a structure from which supplemental lighting will be provided to create an ambient light level better suited to pedestrian activities.
- **The Historic Jail:** The Historic Jail structure is an important landmark relic from the glorious past of Corsicana. It is very appropriate that this particular building sits in the public plaza and thereby allows public interaction with their own history.
- **Event:** Events are key to making the Downtown Plaza real, meaningful, and relevant to the daily lives of Corsicana citizens. The Plaza rendering (Diagram 7) shows a Christmas celebration in process. Christmas, Easter, Founders Day, Fourth of July, Veterans Day, etc. all become times when the people of Corsicana, as well as visitors (drawn to the quality of life that such expressions of culture and common history seems to evoke) can come together in mutual appreciation of a great City and its great public space.

C. DOWNTOWN REVITALIZATION MAP

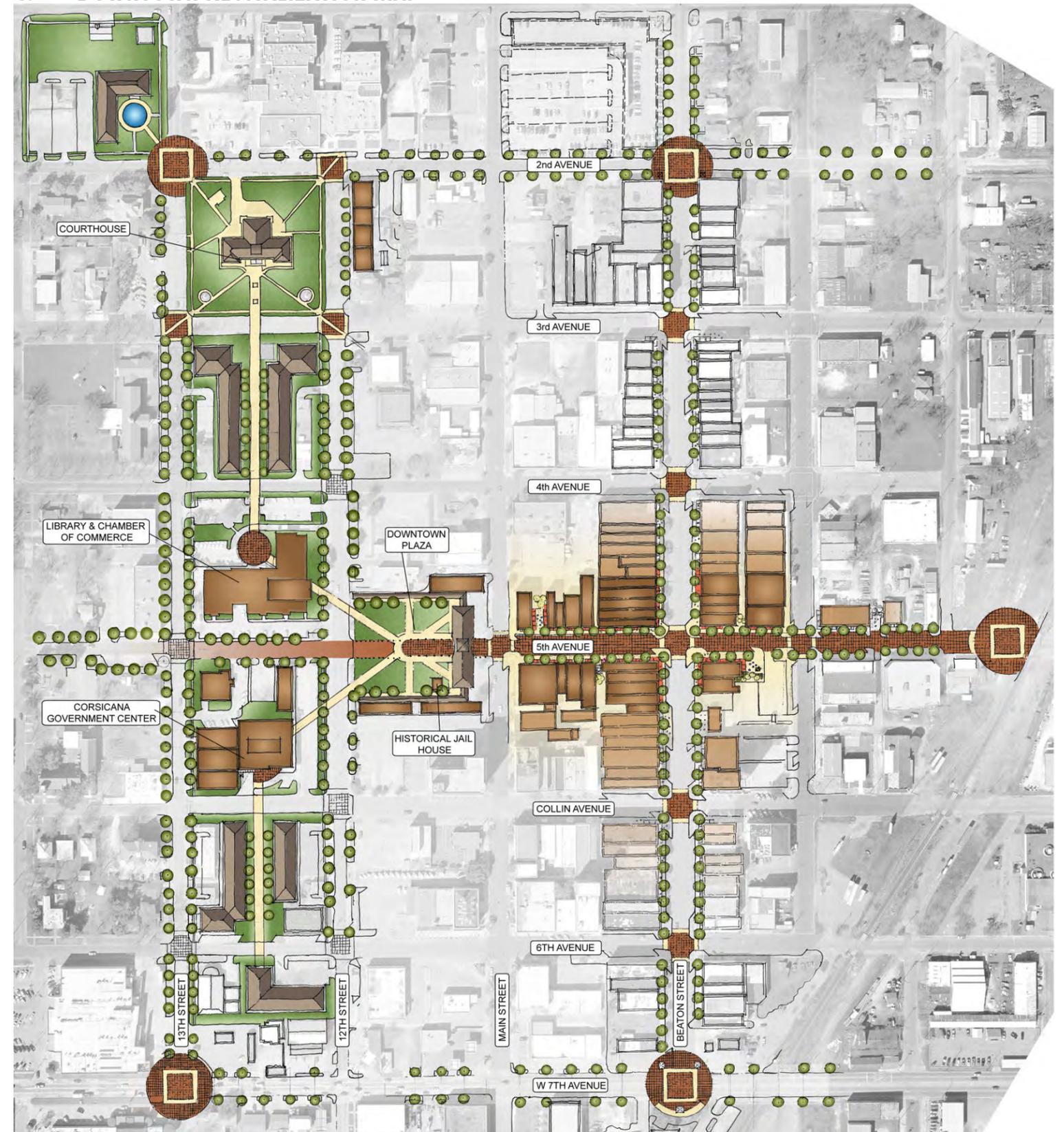


Diagram 6

D. DOWNTOWN REVITALIZATION VISION RENDERING

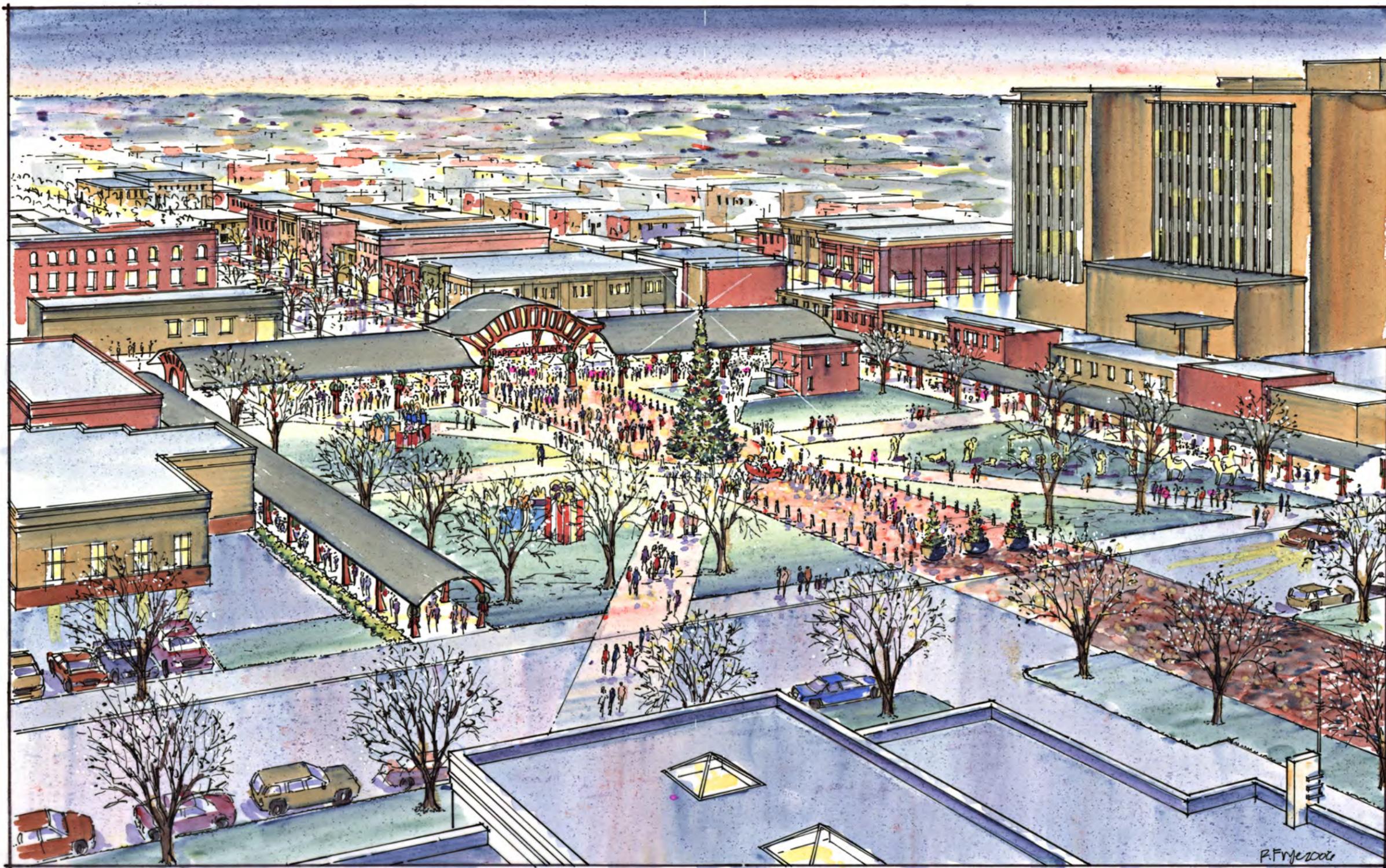


Diagram 7

DOWNTOWN PLAZA DISTRICT GUIDELINES

A. DISTRICT A: COMMERCIAL FRONTAGE ZONE

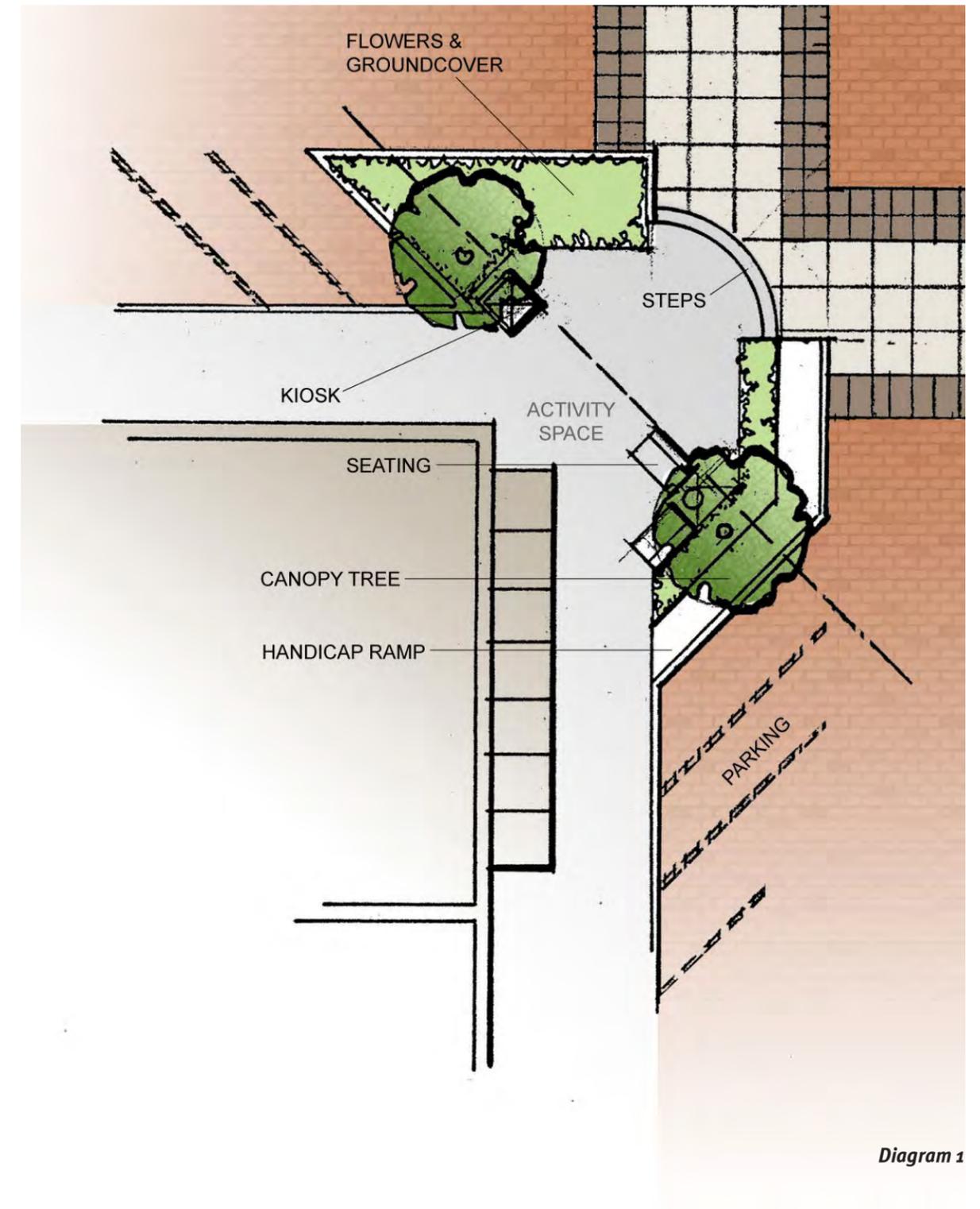
I. Statement of Purpose

The Commercial Frontage Zone is a sub-district of the Downtown Plaza District that is characterized by a continuous frontage of historic, commercial buildings, set along a uniform setback line, defining a uniform street space. Therefore, it is the intention of these guidelines to:

- **Preserve** the historic character and visual identity within this sub-district. The previously established built fabric must be restored, reconstructed, and perpetuated in all development activities within this sub-district.
- **Infill** the remaining vacant properties (and/or expansion/adaptive re-use of existing buildings), while perpetuating the historic character of the downtown core. The expansion and adaptive re-use of existing buildings, as well as the creation of spatial opportunities for pedestrian interchange not currently available within the rigidly defined street space must be addressed as well.
- **Enrich** the street as a place for pedestrian comfort, beauty, and convenience.
- **Revitalize** investment interest in the Commercial Frontage District, encouraging greater retail, service, and commercial activity on the street. Such revitalization will require that public and private development activity bring to the historic streetscape those elements that the market place views as desirable.

II. Streetscape Guidelines

1. **Tree Planting:** The rights-of-way of Beaton and 5th Avenue shall be planted with a thematic street tree that sets a distinctive visual character. Therefore the existing pattern of Live Oak trees currently found along Beaton, between 5th Avenue and 4th Street, shall be continued along both Beaton Street and 5th Avenue within the this zone. Live Oak trees with a minimum caliper of 4 inches shall be planted 60 feet on center along the right-of-way for Beaton and 5th Street within the Commercial Frontage Zone. As illustrated in **Diagram 1**, this pattern of tree planting shall start at the intersection of each block within the *block terminus pad* (see section I.A.11 of the Guidelines) with a block length between these terminals sub-divided for even tree spacing at approximate 60-foot centers. Trees should not be closer than 50 feet, nor further apart than 70 feet, with a minimum of 6 trees per block. Trees so planted shall be set at a distance consistent with the current tree planting beds along the streets in the Commercial Frontage Zone district. These trees shall also be set in tree wells using a standard tree grate (see Appendix B for acceptable hardware).



2. **Tree Lighting:** The night image and sense of pedestrian security is enhanced by an ambient light level greater than that provided by streetlights alone. Therefore, street trees planted in accordance with this guideline shall be lit with downlights. A minimum of one downlight per every 2 inches of trunk caliper (as measured 12 inches above the root ball) shall be used, with a maximum of 4 lights per tree.
3. **Street Lighting:** Street lighting within the Commercial Frontage Zone must provide visual character, provide sufficient light to accommodate public safety and enhance public use, and provide an infrastructure for the display of banners and other seasonal/ceremonial displays. Therefore, the standard street light specified in Appendix B shall be installed at approximately 60 feet on center, between the above-specified trees. These lights must be equipped with banner arms that allow banner displays on both the sidewalk and the street side of the light standard.
4. **Sidewalks:** Sidewalks are the major pedestrian accommodation within the Downtown Plaza District, providing needed elements of continuity. Wherever possible, sidewalks shall maintain a minimum width of 10 feet to allow for right-of-way and for tree planting. Sidewalks will be finished with standard broom finished concrete. No stamped concrete patterns or individual treatment of sidewalks at any storefront will be permitted, except for handicap access ramps.
5. **Sidewalk Encroachment:** It is desirable that the first floor retail venues be allowed from time to time to externalize their merchandise and/or activities by moving them into the sidewalk space. Subject to individual, case-by-case review by the city manager (to determine if such encroachments would impede the flow of pedestrian traffic), sidewalk encroachment is encouraged by these guidelines. No sidewalk encroachment shall cause the remaining sidewalk space to be reduced to less than 5 feet.
6. **Curbs:** Many downtown areas in Texas have distinctively high curbs that were originally constructed to accommodate horses and carriages. Such curbs are a historic legacy that enrich the perceived sense of history so attractive to commercial use of the street space. Therefore, existing high curbs shall be preserved and restored where possible. Handicap ramps required to meet ADA standards shall conform to the design shown in **Diagram 1**. For all other curbs, handicap ramps shall conform to the Texas Accessibility Standards.
7. **Street pavement:** Brick pavers are generally recognized as the paving material most typical of downtown Corsicana's era of economic vibrancy. Brick pavers have a traffic-calming effect. They tend to pedestrianize the street, making it more compatible with pedestrian use of the Commercial Frontage Zone. They also create a distinctive visual identity for this zone. Therefore, Beaton Street between 2nd and 7th, and 5th Street from Business 75 up to and including its extension into the Carriage District should be re-paved with a brick paving surface. Stamped concrete does not comply with the

pavement type designated in this guideline.

8. **Street Furniture:** Pedestrian use of sidewalk space is facilitated by the provision of public furniture and hardware. Therefore, the following pedestrian furniture and hardware must be provided:
 - a. 1 two-bench seating group per block within the Commercial Frontage Zone. Benches placed within the block between the block termini shall be side by side or back to back if sidewalk width permits. Benches placed in the terminus shall be arranged in an opposing or "L-shaped" configuration to facilitate social interchange. The benches listed in Appendix B shall be used.
 - b. 1 trash receptacle per block, adjacent to the above-described seating group. See Appendix B.
 - c. 1 kiosk on the north and south sides of the intersection of Beaton and 5th Streets. These kiosks shall be selected according to Appendix B.
 - d. Bollards shall be located on the edge of streets where there is a vertical offset next to a seating group or where a street shares a common ground plane with pedestrian spaces (such as the Downtown Plaza).

The placement of other street furniture, such as newspaper boxes, mailboxes, and telephones, shall be reviewed by the City of Corsicana to determine appropriateness, so as not to distract from the continuity of the Commercial Frontage Zone streetscape.

9. **Intersections:** Recognition of the district is conveyed by treatment of street intersections within it and around its perimeter. Specialized intersection design increases overall visual character of a district, allows traffic to recognize that it has entered an identifiable place, slows down traffic, and enhances pedestrian crossing at intersections. Recognition of the edge and the interior requires two correlational yet distinct designs for intersections, designated herein as major intersections and minor intersections.
 - a. A **major intersection** shall mark the four corners of the district perimeter (such as the intersection of 5th Street and Business 75), thereby acknowledging primary points of entry into the Downtown Plaza District. Therefore, a major intersection shall conform to the general design shown in **Diagram 2** and contain the design elements noted therein. Major intersections exist at 5th and Business 75, 2nd and Beaton, 7th and Beaton, 7th and 12th, and 2nd and 12th.

- b. A **minor intersection** shall mark the interior crossroads, thereby confirming one's sense of place within the district. Therefore, a minor intersection shall conform to the general design shown in **Diagram 3** and contain the design elements noted therein. Minor intersections are also incorporated in the Plaza

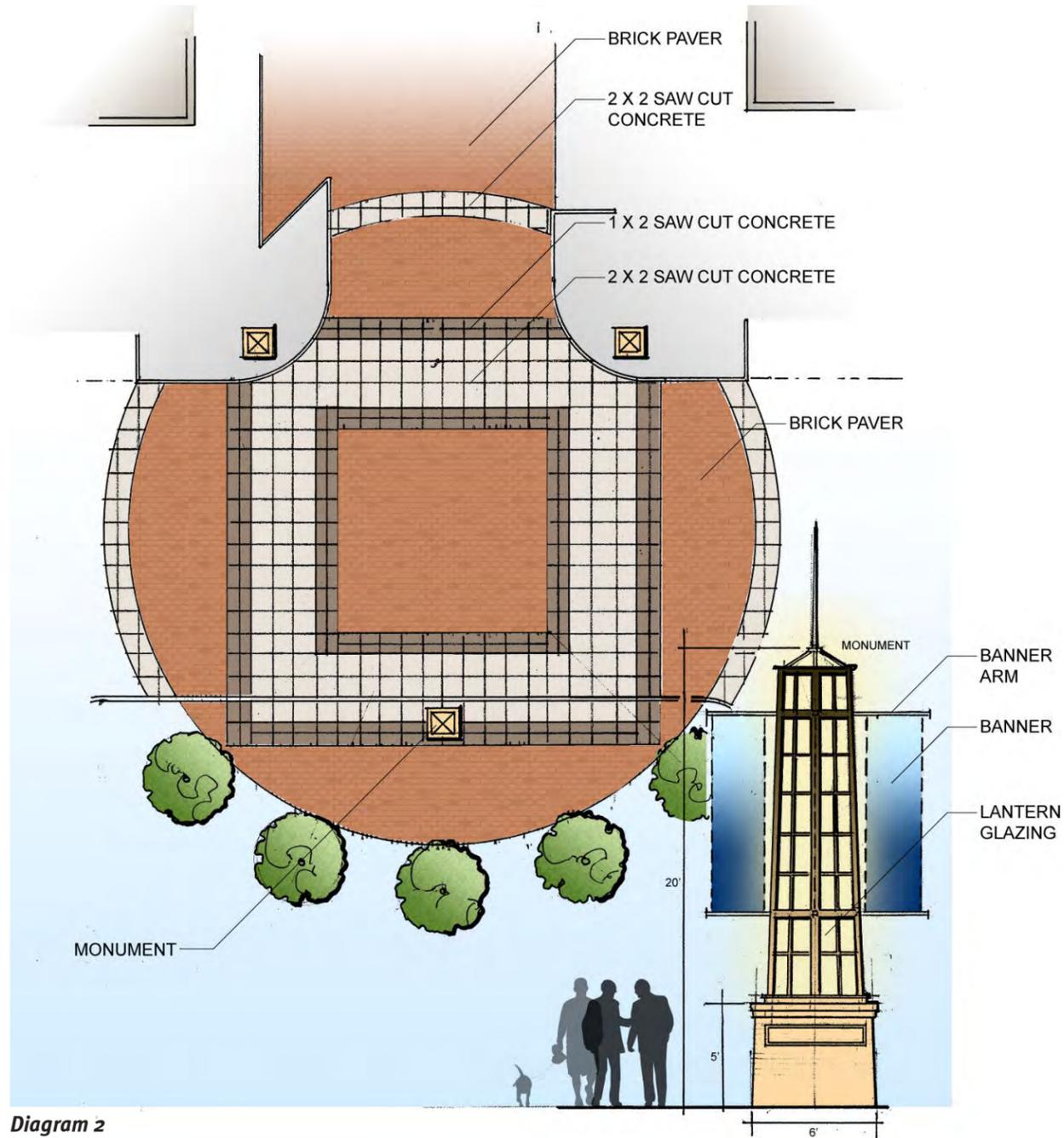


Diagram 2

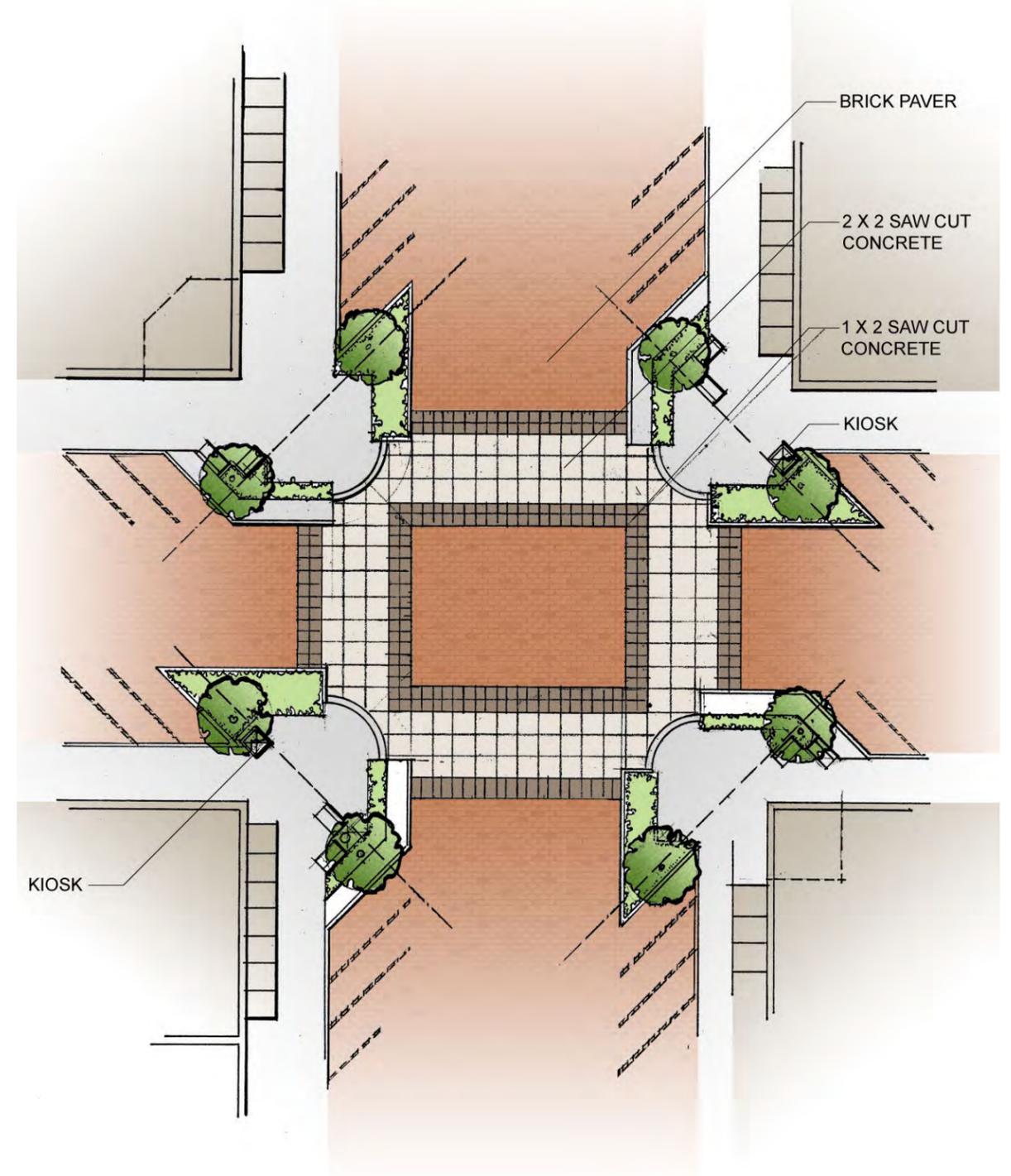


Diagram 3

District Plan illustration.

10. Signage: Continuity is one of the ways by which a sense of district is created. Public signage is a key element in establishing and sustaining a sense of continuity. However, public signage is regulated by public safety codes that typically specify placement and content. Therefore, it is the intention of these guidelines to standardize public signage by creating consistent sign standards and means of attachment distinctive to the Downtown Plaza District. There are two types of signs that shall be used: pole signs and mounted signs. Guidelines for these two sign types are as follows.

a. Pole signs: All public signs not mounted to street hardware or to buildings shall use the sign standard illustrated in **Diagram 4**. Pole-mounted signs will maintain uniform placement within the block and a uniform height which will depend on sign type. Where more than one sign is attached to a sign

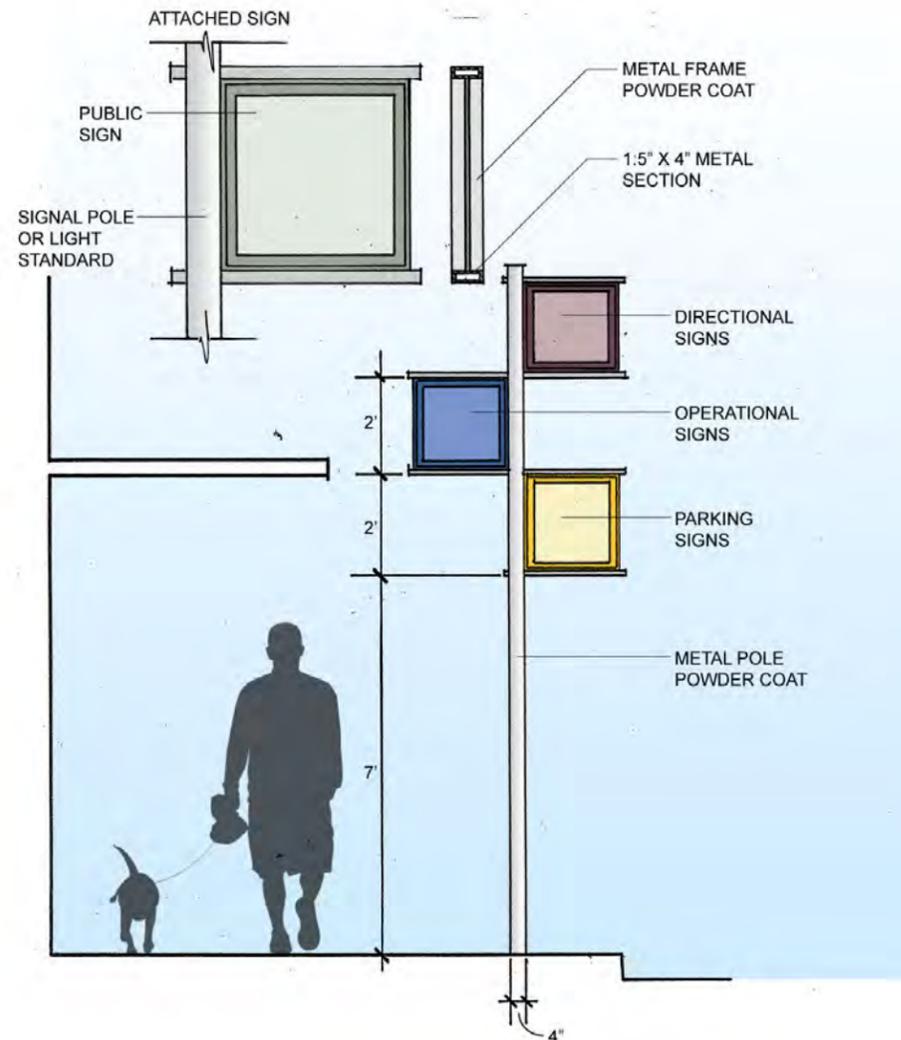


Diagram 4

standard, it shall conform to those specifications illustrated in **Diagram 4**.

b. Attached signs: Attached signs shall conform to those specifications illustrated in the **Diagram 5**. Throughout the Downtown Plaza District, types of signs will maintain a consistent mounting height, according to sign type. These heights are:

- i. Directional signs** shall be 12 feet above ground at base of frame.
- ii. Operational signs** shall be 10 feet above ground at the base of frame.
- iii. Parking signs** shall be 8 feet above ground at the base of frame.

Should these specified mounting heights be in conflict with existing codes and/or TxDOT standards, the code and/or TxDOT standard shall apply.

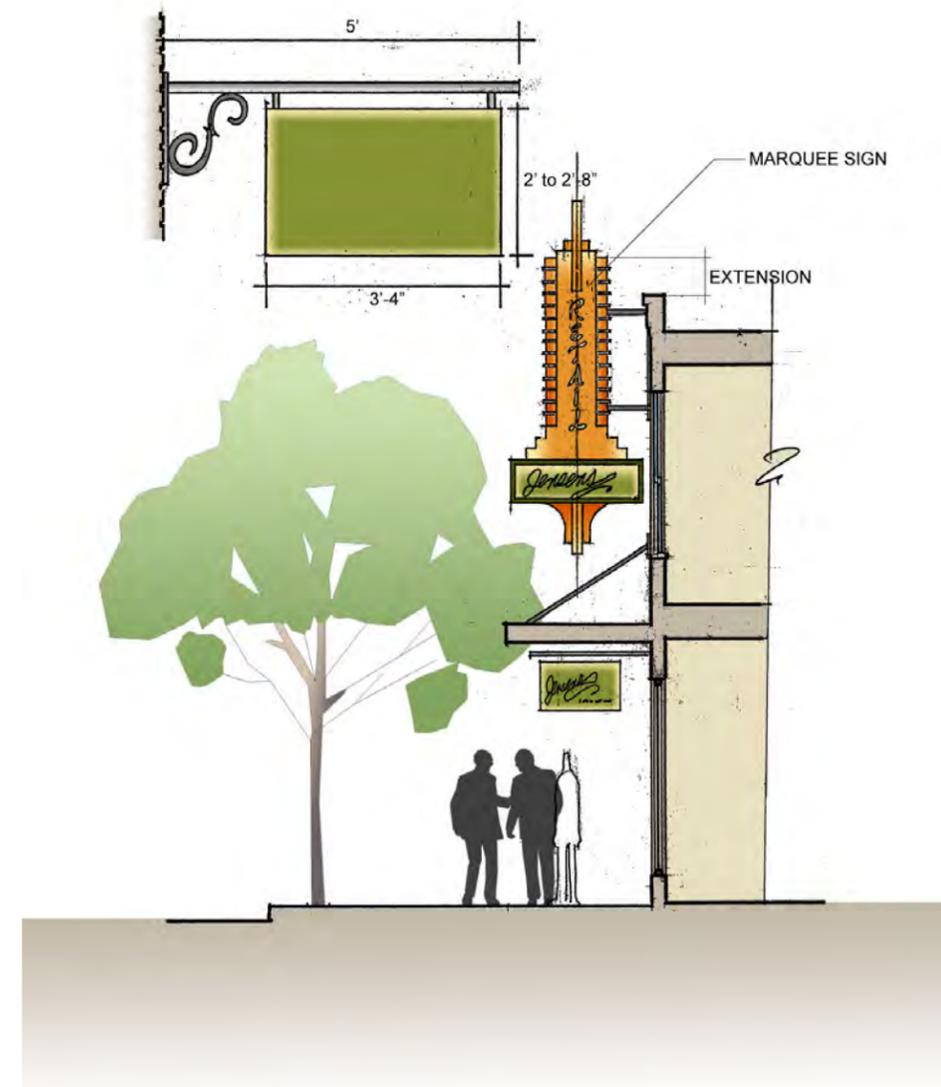


Diagram 5

11. On-Street Parking: to attract retail investment, it is necessary to provide parking to meet potential demand. This means that on-street parking availability must be maximized. The end of each block along Beaton Street and 5th Avenue east of the Plaza shall contain a *terminus block*, as indicated in **Diagram 6**. This terminus block shall establish proper angles and allow tighter modulation of striping. Mid-block access points, such as curb cuts and aprons, are prohibited for new development and redevelopment. Parking striping between terminus blocks will be re-apportioned as mid-block access points are eliminated.

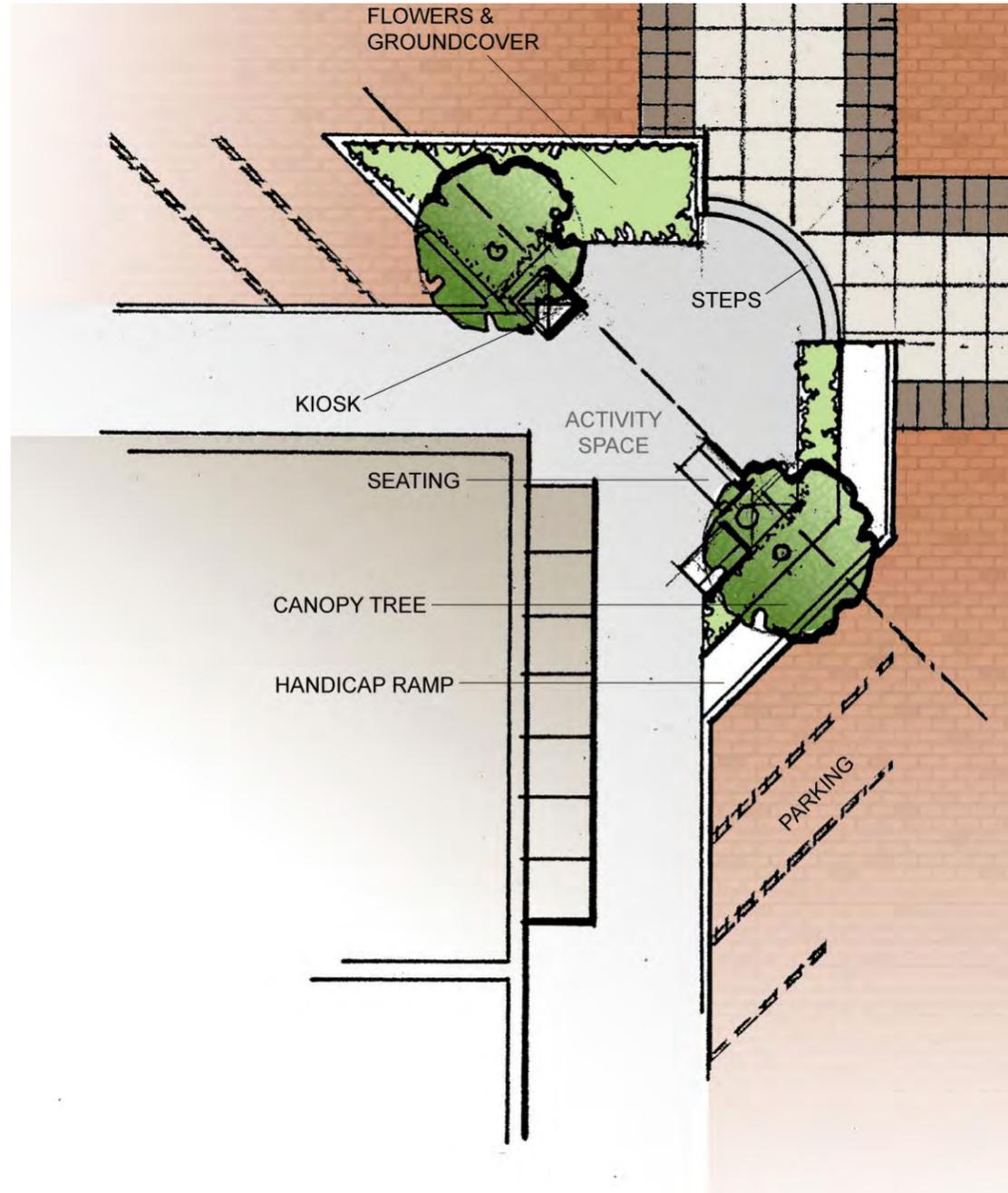
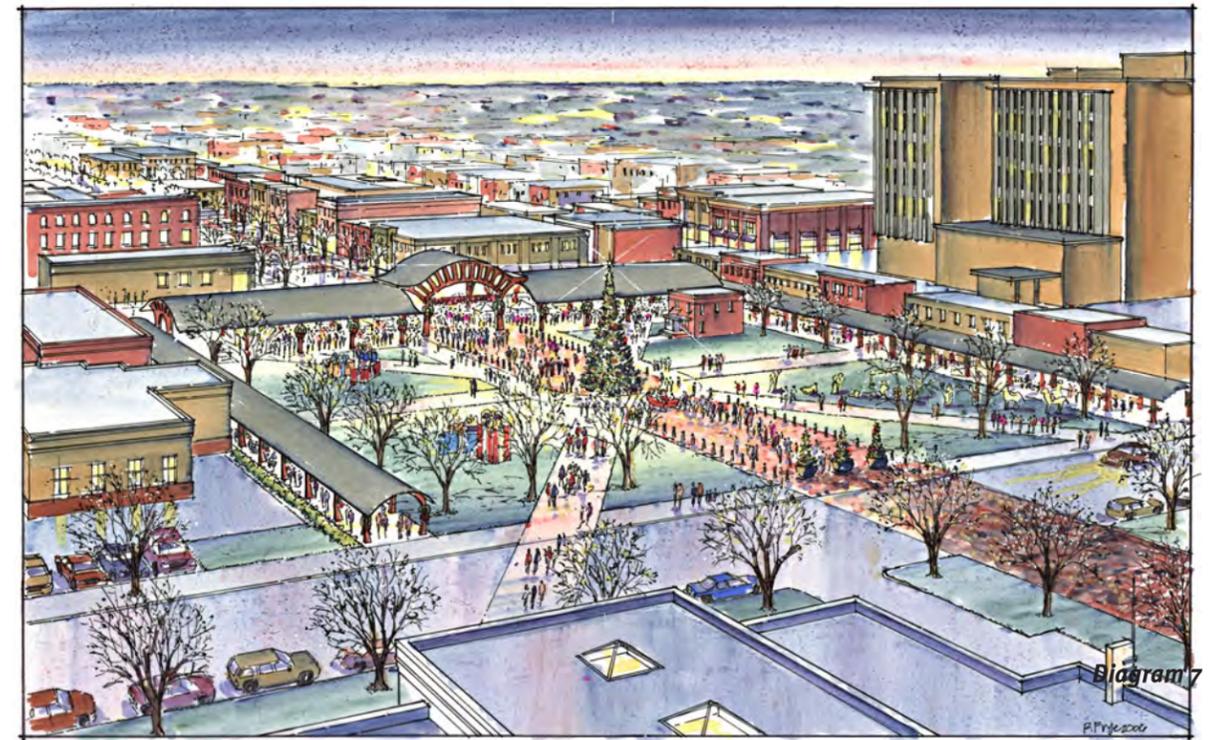


Diagram 6

12. Public Square: The key economic development initiative of the Downtown Plan is the creation of a major public space linking the commercial and governmental zones of the downtown area. Therefore, a major public space will be provided in an area between Beaton and 12th Street, centering on 5th Street, generally conforming to the design portrayed in **Diagram 7** (the conceptual rendering of a plaza within downtown Corsicana).

13. Public Art: The creative enterprises of any city speak to a quality of life in which space is made within the public domain to allow exposition of those enterprises. The display of public art serves such a function. Therefore the Downtown Plaza and block termini are recognized as acceptable areas for the placement of public art. The City of Corsicana shall serve as coordinator of art placement at significant locations within the Downtown Plaza and block termini.



III. Street Interface Guidelines

1. **Decorative Landscaping:** Decorative landscaping is an important means by which street space attracts and nurtures pedestrian activities. However, the “urban-ness” of the downtown experience will limit decorative landscaping to movable pots and planters. Therefore, decorative landscaping for any premise is limited to pots and planters that do not encroach upon the sidewalk space more than 3 feet, unless those planters are used to define the area of encroachment for restaurant or retail activities. Where encroachment serves restaurant or retail purposes, it cannot cause the operational portion of the sidewalk space to be reduced to less than 5 feet. Pots and planters used for sidewalk decorative landscaping shall be in conformance with those listed in Appendix B. Plants that evidence stress or are no longer alive cannot remain in such condition for more than 7 days. They must be replaced with healthy plants within 7 days.
2. **Sidewalk Retail/Restaurants:** A significant element of the street life desired for downtown Corsicana is the incorporation of frequent sidewalk retail displays and restaurants. Where these are provided within or encroaching upon the sidewalk space, they can only be spatially defined at the corners, using corner posts that match the bollard selection for the Downtown Plaza District indicated in Appendix B. No fences, railings, or barriers that would subdivide the sidewalk shall be permitted within the sidewalk space. When sidewalk, retail, or restaurant activity is located within a building offset and outside the public sidewalk, a wrought iron rail is permitted. Such a rail shall not be greater than 36 inches in height. It shall be anchored at the corners by a masonry column, by planters, or by a corner post that matches the bollard selection (Appendix B) for the downtown Plaza District, and shall consist of simple vertical pickets with a minimum diameter of 1 inch, spaced at 5 inches on center. The top rail shall be a square tube measuring 1 inches square. Intermediate iron post supports shall be 3 inch square posts with decorative caps.
3. **Gathering Space:** Gathering spaces are another opportunity to enhance the pedestrian environment within the Downtown Plaza District. Unlike sidewalk retail and restaurant spaces, gathering spaces are a part of the sidewalks natural function. Therefore, gathering spaces, whether within or outside the sidewalk, shall not be defined by fences, planters, railings, or other such devices, but shall be defined by furniture groups, indicating how the space is to be used. Where gathering space is outside of the public sidewalk, leave-outs in flatwork must be provided for trees. One tree is required for each 1000 square feet of gathering space outside of the public sidewalk.
4. **Loading:** Loading, trash-collecting, and open storage facilities are prohibited on the street frontage of the Commercial Frontage Zone. Front-service loading is permitted during off-peak hours (typically mid-morning and mid-afternoon). However, loading doors, bays, and docks, as well as all other features that are architectural expressions of loading facilities, are prohibited when they front Beaton and 5th within the Commercial Frontage Zone.
5. **Displays:** Outdoor retail displays are encouraged as means of enriching the pedestrian environment of the street. However, outdoor retail displays are limited to the following types of retail merchandise: produce, flowers, books, and any merchandise that can be accommodated in a cart. Indoor display racks, shelving units, and display consoles are prohibited from use in outdoor displays. Outdoor displays must be accommodated by decorative carts and/or tables that do not have skirts or solid construction below the table top. Temporary tables are prohibited by this guideline.
6. **Parking Screening:** The interface between street space and on-site parking lots that open to Beaton and 5th Streets is an important area where clarity of the street and enhancement of the pedestrian environment needs to be reinforced. Therefore, where on-site parking fronts Beaton or 5th Street within the Commercial Frontage Zone, such parking shall be screened by a continuous line of evergreen screen shrubs, selected from the list of acceptable landscape materials in Appendix A. These shrubs shall be at least 30 inches tall at time of planting, and shall be planted at 36 inches on center. Corner islands for canopy or ornamental trees are also required to enhance the appearance of the screen. This screen shall be in accordance with **Diagram 8**.
7. **Parking Lot Planting:** Parking lots must be enriched with canopy trees so that the broad expanse of hard surface does not create an image of downtown that speaks of vacancy, emptiness, or a hostile microclimate. Therefore, parking lots where the lot capacity exceeds 15 cars shall contain trees planted so that no parking space is more than 100 feet from a canopy tree. The trees used for parking lot planting shall be selected from Appendix A.

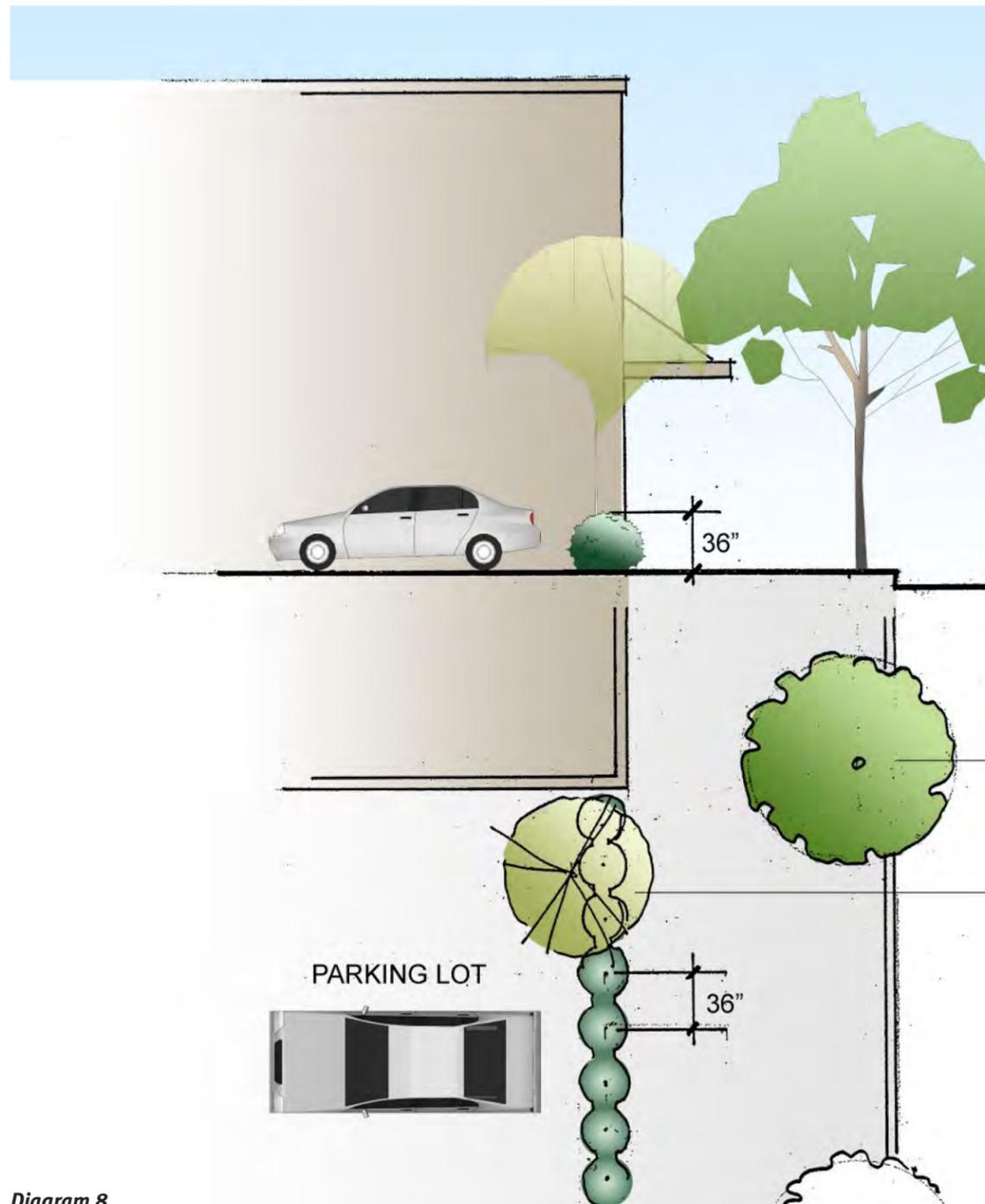


Diagram 8

IV. Architectural Guidelines

1. **Store Fronts:** Historically, Storefronts of the period characteristic of downtown Corsicana required that the base of the storefront framing sat on a masonry curb that functioned as a water stop. The width of the glass panels was limited by the technology of manufacturing, production, and installation available at that time. Therefore, to maintain a continuity of style, storefront systems used within the Commercial Frontage Zone must sit on a masonry curb at least 12 inches and no greater than 18 inches tall. The glass must be modulated so that glass panels between vertical supports are not greater than 4 feet wide. Where possible, the true creation of a historically appropriate storefront system is encouraged. Such a system would employ wood mullions rather than aluminum.
2. **Canopies and Arcades:** The creation of semi-public space through the use of canopies and arcades is an important means by which the line of demarcation between private and public domains is blurred, allowing sidewalk space to have a greater relationship to the buildings and activities that front it. Therefore, in the Commercial Frontage Zone, every building fronting Beaton and 5th Streets east of the Downtown Plaza must provide one of the following:
 - a. A **canopy** projected from the building between the first and second floor, supported by tension rods anchored to the masonry structure above. This feature shall be at least 6 feet wide.
 - b. An **arcade** that dedicates a portion of the first floor space to sidewalk use and is greater than 10 feet deep.
3. **Building Height:** Continuity along Beaton and 5th Streets east of the Downtown Plaza is maintained by the relatively uniform two-story building height. Taller buildings on Beaton Street convey the commercial dominance of Beaton and celebrate a period of economic vibrancy. The contrast between uniform two-story buildings and those higher than five stories creates legibility for the skyline of Corsicana, and, consequently, an identifying landmark image. Portions of any building taller than two stories must be set back from the street-facing façade a minimum of 10 feet. The maximum permitted height of the buildings facing Beaton and 5th Streets east of the plaza is 45 feet.
4. **Offsets:** When downtown Corsicana enjoyed its former period of economic growth, street space was multi-use space. Within the street, a host of compatible activities took place, giving energy to the downtown core. These activities included people crossing at street corners and mid-block. It also included temporary storage of materials (such as cotton bales), horses, trolleys, wagons, and street vendors. In the ensuing decades, the street specialized as vehicular space and the sidewalk became a path for directed circulation. The former vibrancy of the street was lost. Therefore, to re-establish the vitality associated with multiple street activities within

the Commercial Frontage Zone, overall development of any block fronting Beaton or 5th Streets east of the plaza must contain at least one opportunity for pedestrian activities that are not directed. Spatial opportunities for pedestrian activities include:

- a. Horizontal offsets created by a front building façade setback of at least 15 feet.
 - b. Arcades that dedicate a portion of the first floor space to sidewalk use and have a minimum depth of 10 feet.
 - c. Licensing of the corner termini for outdoor restaurants and/or entertainment.
5. **Lighting:** Nightlife within the Downtown Core is enriched by a perception that retail and entertainment venues are in operation. Also, there is a sensory engagement with storefronts associated with lit store windows and display of merchandise. Therefore, storefronts along Beaton and 5th Streets east of the plaza must have display lighting that illuminates the interior side of a storefront system. In addition, lights are required to illuminate all pendant signs.
6. **Signage:** A key component that heightens one's sense of mercantile activity in a town is the use of signage. Typically, two sign types were common to historic downtown streets: marquee signs and pendant signs. Marquee signs are lighted sign structures mounted and projected vertically from the building façade. They typically extend above the parapet, creating a distinctive nighttime form where lighted signs against the night sky create a sense of nighttime activity. Each sign has a distinctive form, face, and pattern to heighten this sense of activity. In contrast, pendant signs are at pedestrian level, hanging from a horizontal mast or the bottom of a canopy, identifying a certain tenant or business. These signs seek to maintain a level of continuity in size and means of attachment, so as to achieve an architectural level of uniformity. Therefore, every premise fronting Beaton and 5th Streets east of the plaza must have at least one pendant sign consistent with the size, shape, and means of attachment illustrated in **Diagram 9**. It is desired that at least one building in every block have some variation of a marquee sign generally conforming to this sign diagram.

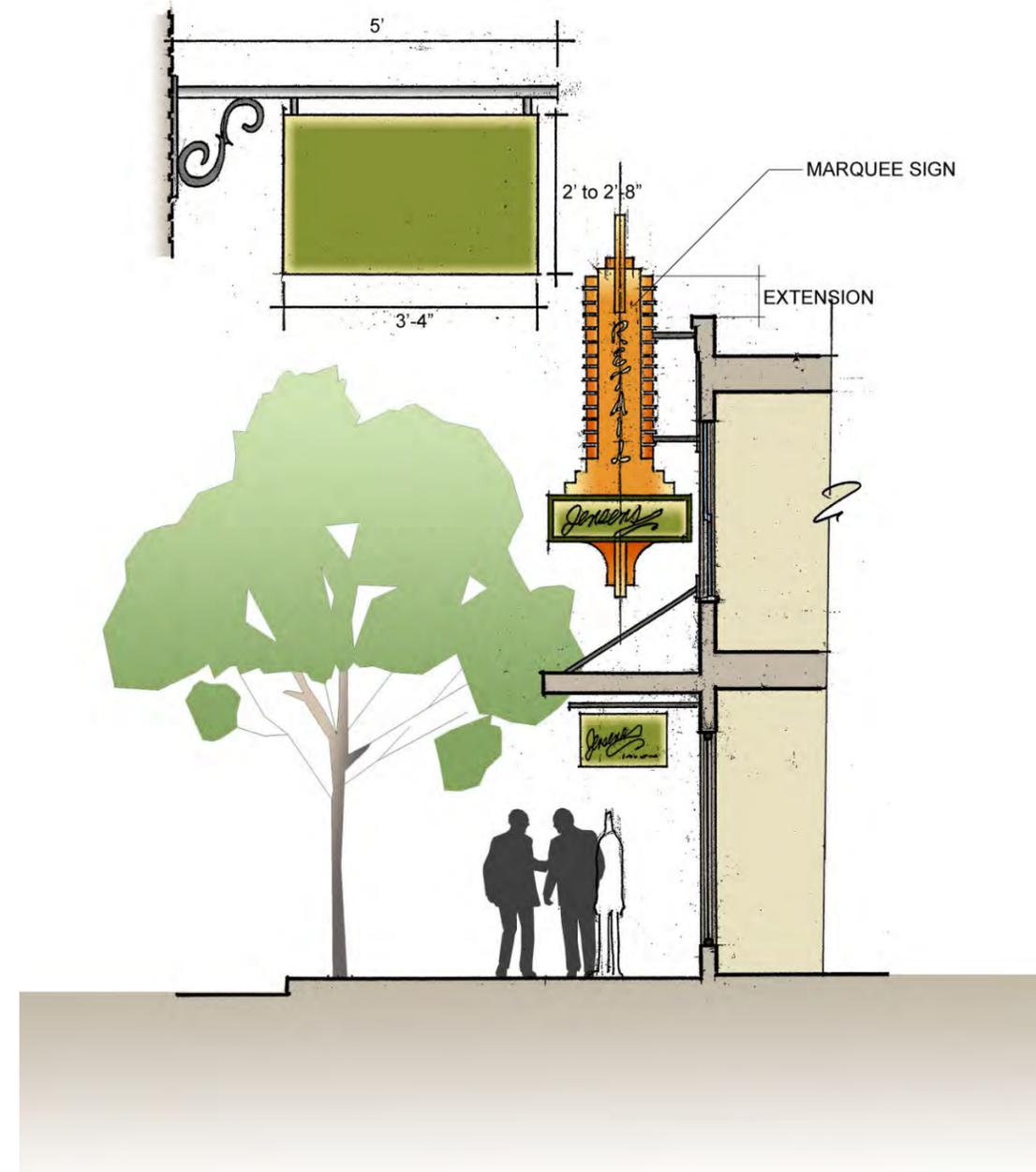


Diagram 9

- 7. Elements of Style:** The prevalent architectural style within the Commercial Frontage Zone is one of commercial renaissance, predominantly evidencing Romanesque and/or Victorian detailing. This style is expressed through the elements that follow, and all restoration, reconstruction, and new development must therefore embody these design guidelines.
- a. Materials:** 100% of any street-facing façade shall be brick, excluding windows, doors, and storefronts, consistent with all respective guidelines contained herein. The architecturally-enclosed portion of any arcade or recessed entry is excepted from the use of brick if it is veneered in a decorative tile.
 - b. Openings:** Unit masonry construction of the historic period, as represented by the built fabric of the Commercial Frontage Zone, generally expresses openings as penetrations in the exterior load-bearing wall (excepting commercial store fronts). These openings are generally taller than they are wide, with height being no less than double the width of the opening. The ratio of opening to solid wall (expressed as a void-to-solid ratio) in any street-fronting wall shall not be greater than 0.4:1. This ratio does not take storefront or the wall space that it occupies into account. Where buildings are taller than three stories, this void-to-solid ratio may be increased to 0.6:1. All openings, including building entries (but excluding storefronts), must align vertically and horizontally. The glazing of all street-fronting openings (excluding storefronts) provided in accordance with this standard shall be primed wood frame, double-hung windows. Mullion patterns may vary, but any subdivision in the windowpane shall not result in lites that are smaller than 8 inches wide by 10 inches tall. Where buildings are taller than 3 stories, non-wood window units may be incorporated.
 - c. Parapets and Cornices:** All flat roofs shall be concealed behind a standing parapet that is at least 18” above the roof membrane. The street-fronting portions of this parapet shall have offsets in the cap profile that give greater visual articulation of corner, entry, and decorative elements of style. The top of all parapets must be capped by a decorative mould or brick detail that projects out from the exterior wall plane at a minimum of 1 inches. When a pitched roof is provided for one-story structures and/or residential structures over one story, the cornice shall include at least 1 inches of decorative relief and meet a closed soffit.
 - d. Roofs:** All roofs for any structure over one story that is not a residential structure shall be flat. One-story structures and residential structures may have a pitched roof when the roof slope is equal to or greater than 10:12.
 - e. Horizontal Expression:** It is typical that the distribution of openings and

decorative detail maintain a horizontal expression. Therefore decorative window heads and sills must align horizontally. Floor separations must be expressed by horizontal belt courses and canopies must maintain a constant horizontal reference from one building to another unless such alignment is prevented by grade changes.

- f. Edges:** In an historical commercial setting where buildings share a common wall, it is important to define the limits of a premise by articulation of building corners, even if the wall plane from building to building is constant. This has generated a variety of visual devices, which give external recognition of the property line and the common load-bearing wall. Therefore building corners, whether actual or established by a shared lot line, must have visual expression by one of the following means:

- i. Pilaster columns
- ii. Columns
- iii. Quoins
- iv. Fluting
- v. Panels/Coffers
- vi. Common Vertical Reference

When a building is constructed over lot lines, the historic pattern of building width is disrupted. Therefore, any building that is wider than the building width typical to the block in which it is located must have designed building corners that modulate the street façade by creating architectural elements that give the appearance of building edges spaced consistent with the block modulation. Other edges are also opportunities for decorative expression that is typical of a Commercial Romanesque style. These edges include windows, parapets, frieze, and projections. Therefore, opportunities for articulation of edges must be incorporated into the building design. In every street-facing façade, the window heads must be decoratively expressed as a minimum compliance with this guideline.

- g. Entries:** Recognition of building entry is an important element of order found in most Commercial Romanesque design. It is typical for the entry to be placed in the middle of the front façade, or sometimes at the corner when that façade is on a corner lot. Such a location of entry is reinforced by:
 - i. A vertical continuity with the second floor openings
 - ii. An architectural form or element
 - iii. A canopy

When entries are not in the center of a façade, they must be reinforced by an architectural form or element, unless such entries are located on the corner of a corner lot. Corner entries on corner lots may also be reinforced by a canopy

that visually articulates the location of entry apart from other canopies along the block. The doors used for entries must be compatible with the storefront system, be an actual historic commercial door restored for re-use, or be a reconstruction of a door that previously existed on a particular premise.

B. GOVERNMENTAL FRONTAGE ZONE

I. Statement of Purpose

Currently there is not a prevalent architectural style for the Governmental Zone. However, the composition of this zone as a district with a particular institutional function requires greater architectural continuity than is now apparent. Incorporation of a style that embodies those visual attributes of the existing courthouse will provide continuity for future development, restoration, and/or reconstruction, bringing a distinctive identity to the Governmental Frontage Zone that is compatible with the historic era. This visual style, which is reminiscent of the existing Courthouse square, is consistent and complementary of the style that characterizes the Commercial Frontage Zone. The visual continuity derived from repetition of various architectural qualities found within the Courthouse square is reinforced by a streetscape that further defines this area as a distinctive sub-district within the Downtown Plaza Zone. Therefore, restoration, reconstruction, and/ or development within the Governmental Frontage Zone must comply with the following Guidelines.

II. Streetscape Guidelines

1. **Tree Planting:** The rights-of-way of 12th and 13th Streets shall be planted with a thematic street tree that sets a distinctive visual character. Therefore, Live Oak Trees shall be planted along both 12th and 13th Streets within this zone. Live Oak trees, with a minimum caliper of 4 inches shall be planted 60 feet on center along the right of way for 12th and 13th Streets within the Governmental Frontage Zone. This pattern of tree planting shall start at the intersection of the tree line (parallel to the right of way, set 3 feet back from the curb line) and the ordinary view angle as set by existing city codes. The space between these points of intersection shall be sub-divided for even tree spacing at approximating 60 foot centers. Trees should not be closer than 50 feet, nor further apart than 70 feet, with a minimum of 6 trees per block. Trees so planted shall be uniformly set at a distance of 3 feet from the back of the curb. These trees shall also be set in tree wells using a standard tree grate (see Appendix B for acceptable hardware). Within any block, when a uniform spacing of trees is disrupted by a curb cut or drive apron, the tree that would have been planted at that point may be eliminated from the rhythm of street planting. Trees omitted in this fashion shall be replaced upon redevelopment of the property.
2. **Tree Lighting:** The night image and sense of pedestrian security is enhanced by

an ambient light level greater than the level provided by streetlights alone. Therefore, street trees planted in accordance with this guideline shall be lit with down lights. A minimum of one downlight per every 2 inches of trunk caliper (as measured 12 inches above the root ball) shall be used, with a maximum of 4 lights per tree.

3. **Street Lighting:** Street lighting within the Governmental Frontage Zone must provide visual character, provide sufficient light to accommodate public safety and enhance public use, and provide an infrastructure for the display of banners and other seasonal/ceremonial displays. Therefore, the standard street light specified in Appendix B shall be installed at approximately 60 feet on enter, between the above-specified trees. These lights must be equipped with banner arms that allow banner displays on both the sidewalk and the street side of the light standard.
4. **Sidewalks:** Sidewalks are the major pedestrian accommodation within the Downtown Plaza District, providing needed elements of continuity. Wherever possible, sidewalks shall maintain a minimum width of 10 feet to allow for right-of-way and for tree planting. Sidewalks will be finished with standard broom finished concrete. No stamped concrete patterns or individual treatment of sidewalks at any storefront will be permitted, except for handicap access ramps.
5. **Street pavement:** Brick pavers are generally recognized as the paving material most typical of downtown Corsicana's era of economic vibrancy. Brick pavers have traffic calming effect. They tend to pedestrianize the street, making it more compatible with pedestrian use of the Governmental Frontage Zone. They also create a distinctive visual identity for the zone. Therefore, within the Governmental Frontage Zone, 12th Street and 13th Street should be re-paved with brick paving surface. Stamped concrete does not comply with the pavement type designated in this guideline.
6. **Street Furniture:** Pedestrian use of sidewalk space is facilitated by the provision of public furniture and hardware. Therefore, the following pedestrian furniture and hardware must be provided:
 - a. 1 two-bench seating group per block within the Governmental Frontage Zone. Benches must be placed side by side or back to back, when sidewalk width permits. The benches listed in Appendix B shall be used.
 - b. 1 trash receptacle per block, adjacent to the above-described seating group. See Appendix B.
 - c. 1 kiosk on the north and south sides of the intersection of 12th and 5th Streets. These kiosks shall be selected according to Appendix B.

The placement of other street furniture, such as newspaper boxes, mailboxes,

and telephones, shall be reviewed by the City of Corsicana to determine appropriateness, so as not to distract from the continuity of the Governmental Frontage Zone streetscape.

7. Intersections: Recognition of the district is conveyed by treatment of street intersections within it and around its perimeter. Specialized intersection design increases overall visual character of a district, allows traffic to recognize that it has entered an identifiable place, slows down traffic, and enhances pedestrian crossing at intersections. Recognition of the edge and the interior requires two correlational yet distinct designs for intersections, designated herein as major intersections and minor intersections.

a. **Major intersections** (such as 13th Street and 7th avenue and 13th Street and 2nd Avenue) shall mark the four corners of the perimeter of the Governmental Frontage Zone, thereby acknowledging primary points of entry into this zone of the Downtown district. Therefore, a major intersection shall conform to the general design shown in **Diagram 10** and contain the design elements noted therein.

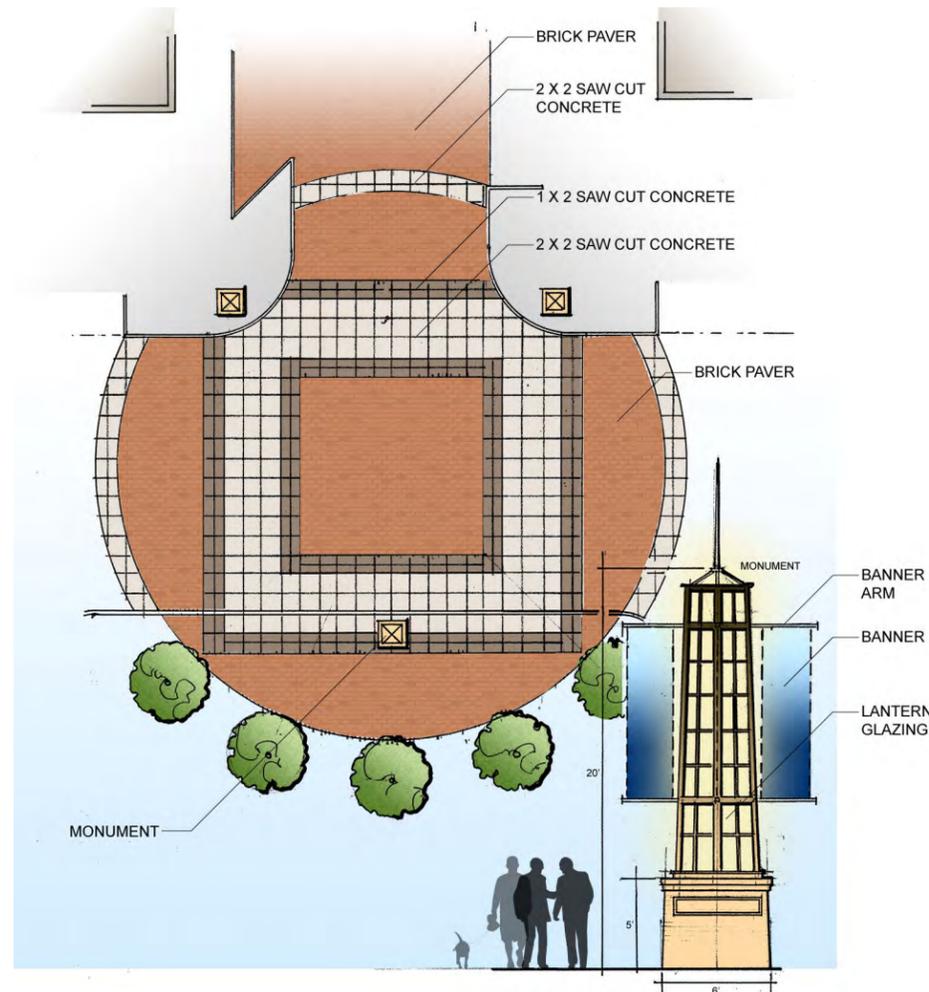


Diagram 10

b. **Minor intersections** (such as 12th Street and 5th Avenue and 13th Street and 5th Avenue) shall mark the interior crossroads, thereby confirming one's sense of place within this zone of the Downtown district. Therefore, a minor intersection shall conform to the general design shown in **Diagram 11** and contain the design elements noted therein.

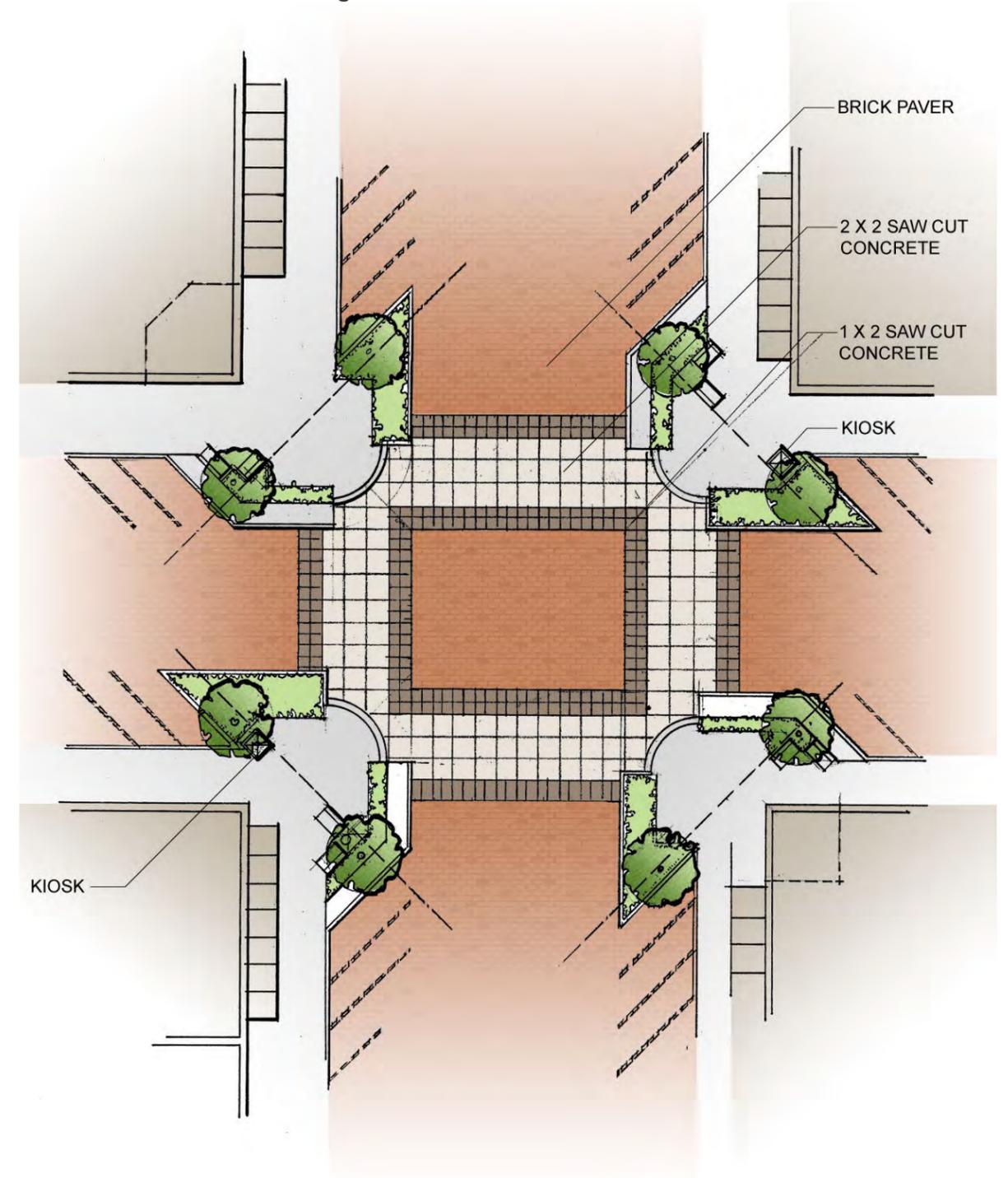


Diagram 11

8. Signage: Continuity is one of the ways by which a sense of district is created. Public signage is a key element in establishing and sustaining a sense of continuity. However, public signage is regulated by public safety codes that typically specify placement and content. Therefore, it is the intention of these guidelines to standardize public signage by creating consistent sign standards and means of attachment distinctive to the Downtown Plaza District. There are two types of signs that shall be used: pole signs and mounted signs. Guidelines for these two sign types are as follows:

a. Pole signs: All public signs not mounted to street hardware or to buildings shall use the sign standard illustrated in the *Diagram 12*. Pole-mounted signs will maintain uniform placement within the block and a uniform height which will depend on sign type. Where more than one sign is attached to a sign standard, it shall conform to those specifications illustrated in the signage diagram.

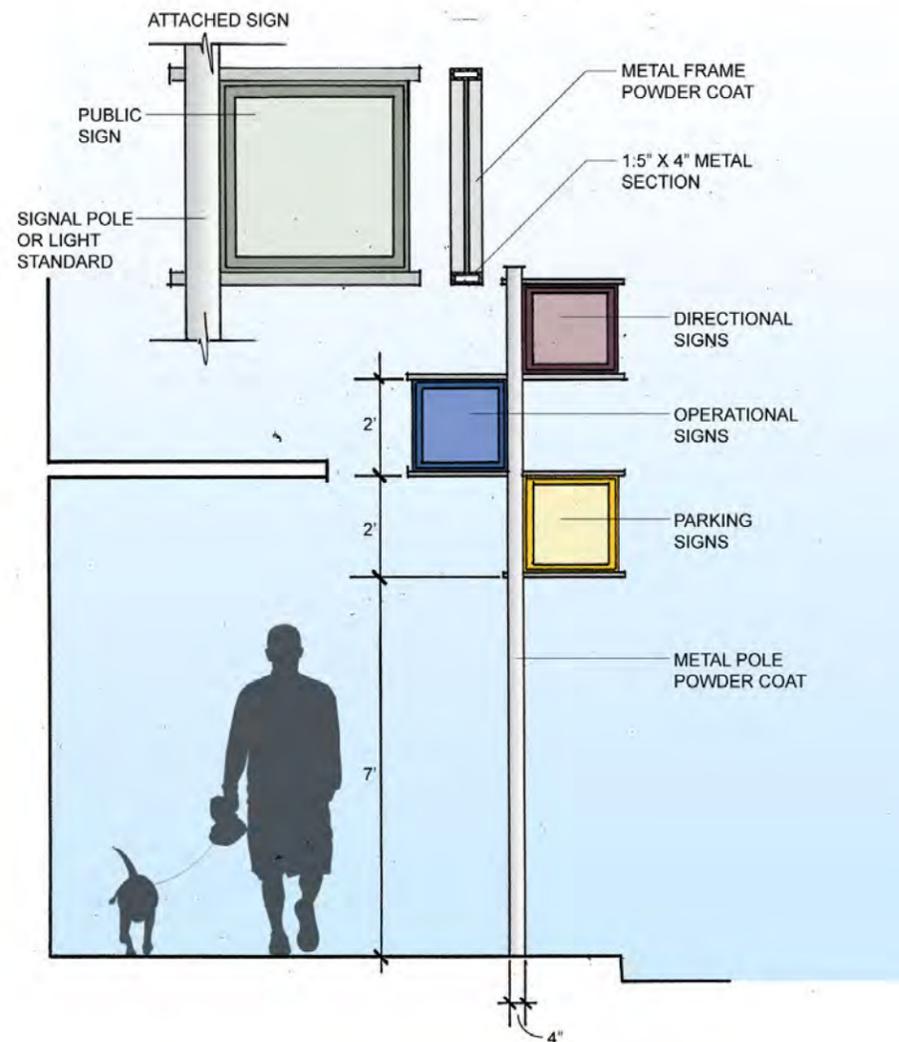


Diagram 12

b. Attached signs: Attached signs shall conform to those specifications illustrated in the *Diagram 13*. Throughout the Downtown Plaza District, types of signs will maintain consistent mounting height, according to sign type. These heights are:

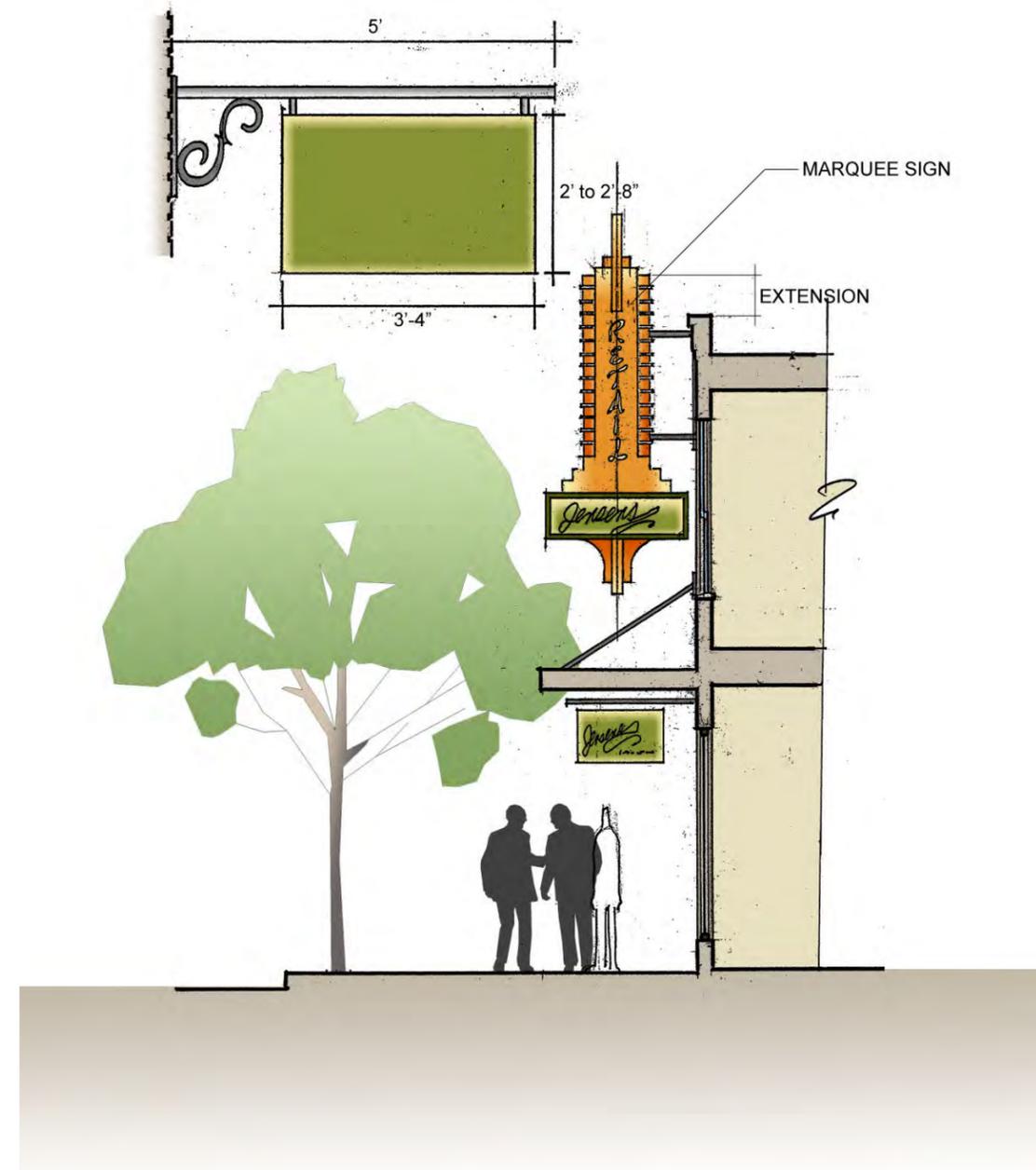


Diagram 13

- i. **Directional signs** shall be 12 feet above ground at base of frame.
- ii. **Operational signs** shall be 10 feet above ground at the base of frame.
- iii. **Parking signs** shall be 8 feet above ground at the base of frame.

9. **Portal Monuments for the Carriage District:** In order to strengthen both the sense of entry into the historic Carriage District and that District’s connection with the Downtown area, a portal monument shall be placed east and west of the intersection of 5th Street and the western right-of-way line of 13th Street. This monument shall substantially comply with the monument prototype shown in **Diagram 14**. This monument will be used to define major entry points into the Downtown Plaza District. However, entry portals to the Carriage District shall have particular permanent signage attached to them, which will specifically identify the Carriage District.

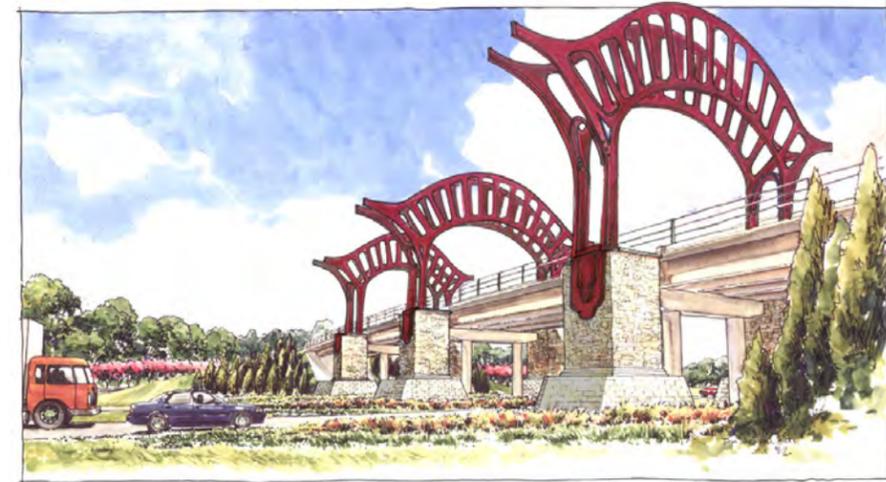


Diagram 14

10. Mid-block connections: In order to create an identifiable governmental/ institutional zone, it is important that existing major government buildings (such as City Hall, the Library, and the County Courthouse) are connected in such a way as to create a particular government campus. Therefore, it is the goal of this guideline that, upon redevelopment of the block immediately north of City Hall and the block immediately south of the library that a mid-block pedestrian promenade be created that will establish a direct connection between city and county functions. This connection is only applicable should these identified blocks be developed for public use. This promenade should generally implement those relationships indicated in *Diagram 15*.

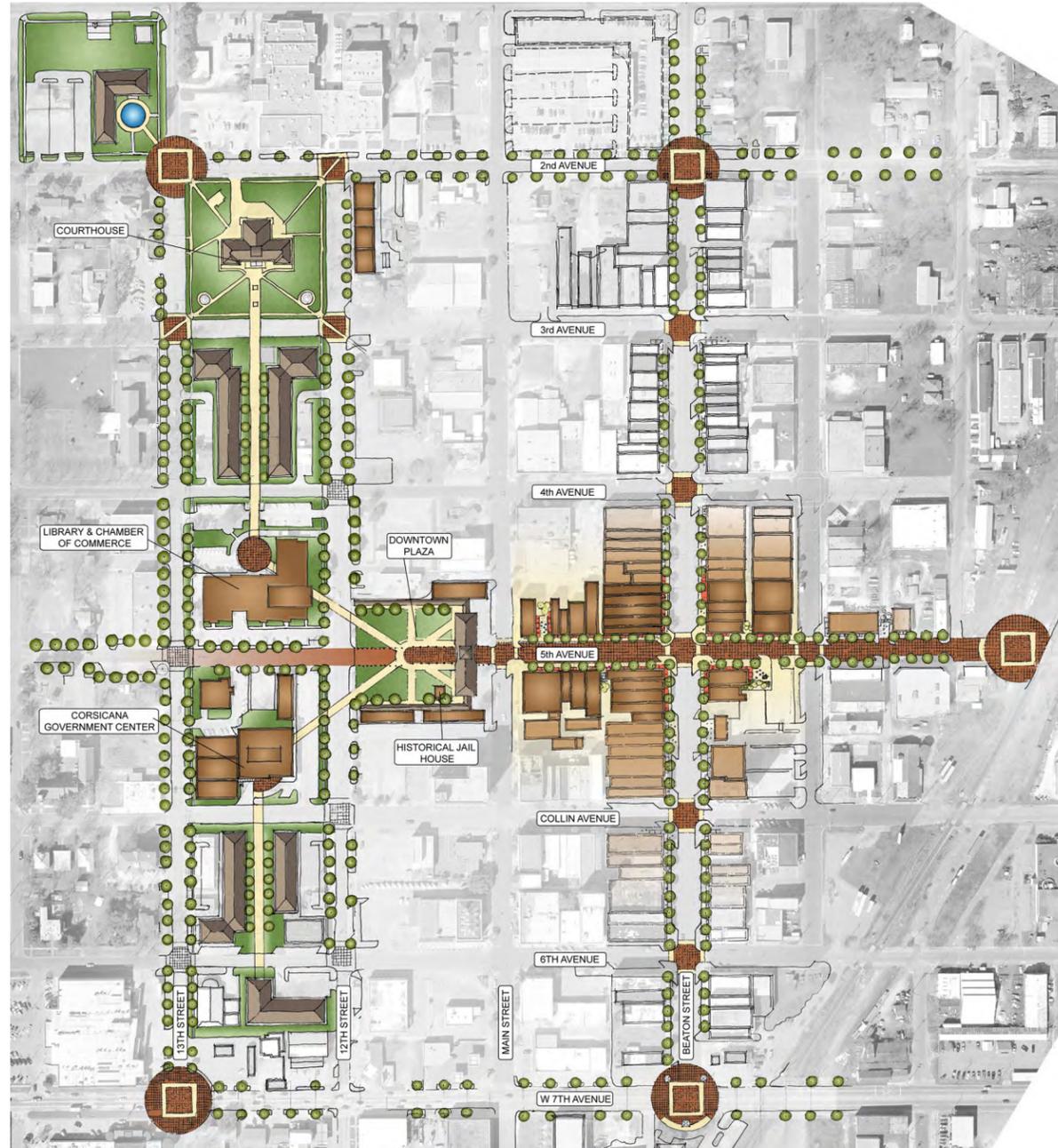


Diagram 15

III. Street Interface Guidelines

1. **Decorative Landscaping:** Decorative landscaping is an important means by which the street space nurtures and attracts pedestrian activities. However, the prevalence of on-site parking around City Hall and the library impedes the creation of a public lawn, as seen on the grounds of the County Courthouse. Therefore, it is the objective of this guideline to mitigate the expanse of on-site parking at public buildings and create a greater sense of public lawn. This sense of public lawn shall be created by employing the following landscape enhancements:
 - a. **Decorative planting at points of entry:** all public entries to public buildings (excepting public entries to the County Courthouse) shall be planted with ornamental trees in accordance.
 - b. **Elimination of 12th Street curb cuts where possible:** In order to enhance pedestrian use of the street and to create a greater sense of green around public buildings, all curb cuts along 12th and 13th Streets shall be eliminated where possible, and that portion of the driveway that would parallel any parking spaces be converted to a grassed area.
 - c. **Decorative planting at parking lot islands:** There shall be at least one parking island for every 8 parking spaces fronting 12th and 13th Streets.
 - d. **Decorative pavement textures for pedestrian pathways:** Where buildings require pedestrians to cross existing parking or grassed areas, a pedestrian walkway shall be provided. These walkways shall be marked by decorative brick paving.
2. **Loading:** Loading, trash-collecting, and open storage facilities are prohibited on the street frontage of the Governmental Frontage Zone. Front-service loading is permitted during off-peak hours (typically mid-morning and mid-afternoon). However, loading doors, bays, and docks, as well as all other features that are architectural expressions of loading facilities, are prohibited on the building planes that front 12th and 13th Streets within the Governmental Frontage Zone.
3. **Parking Screening:** The interface between street space and on-site parking lots that open to 12th and 13th Streets is an important area where clarity of the street and enhancement of the pedestrian environment needs to be reinforced. Therefore, where on-site parking fronts 12th or 13th Street within the Governmental Frontage Zone, such parking shall be screened by a continuous line of evergreen screen shrubs, selected from the list of acceptable landscape materials in Appendix A. These shrubs shall be at least 30 inches tall at time of planting, and shall be planted at 36 inches on center. Corner islands for canopy or ornamental trees are also required to enhance the appearance of the screen. This screen shall be in accordance with *Diagram 16*.

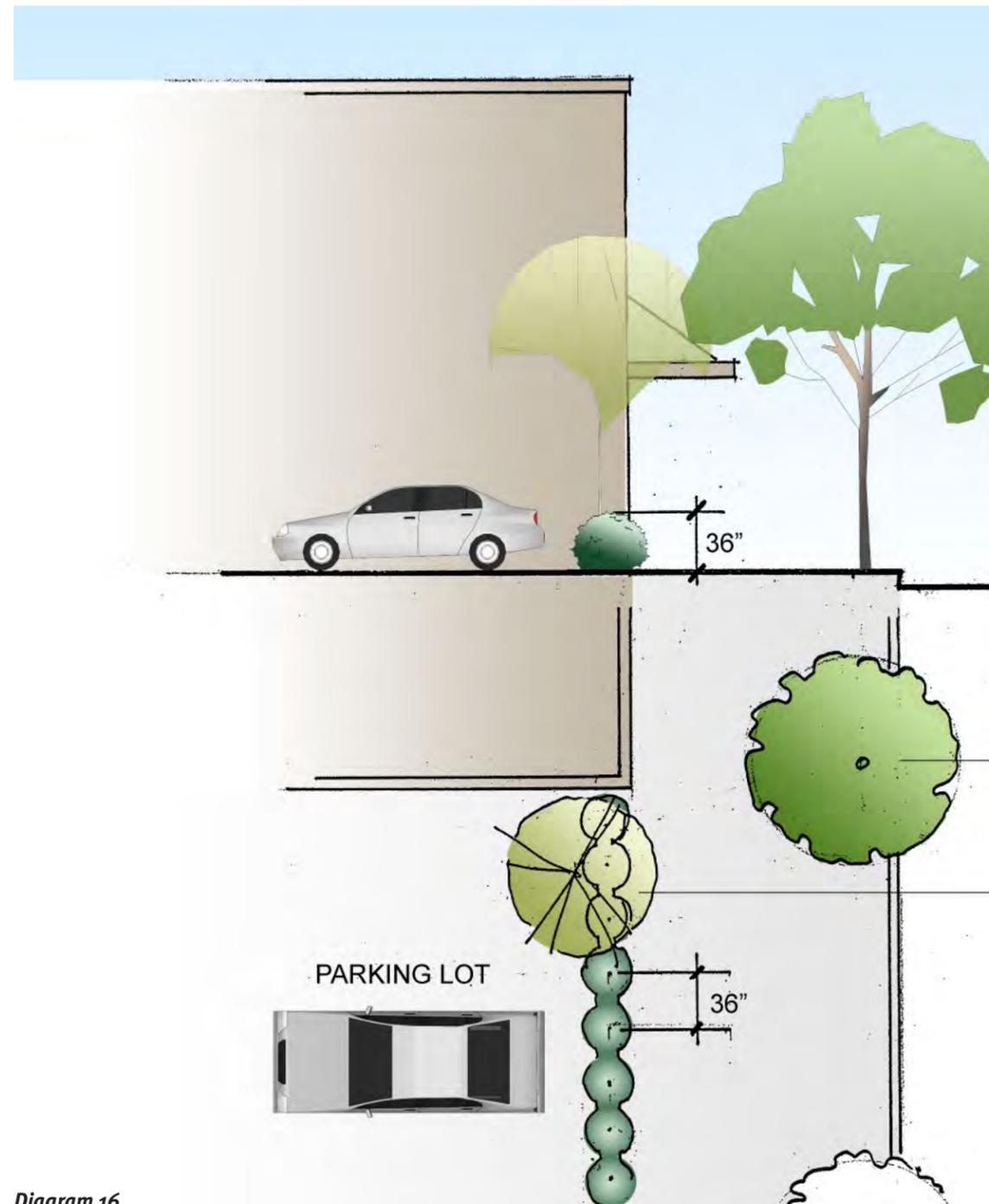


Diagram 16

IV. Architectural Guidelines

1. **Building Height:** Continuity along 12th and 13th Streets is achieved by establishing a relatively uniform building height. The larger plate size of governmental buildings creates a building mass that is distinctively institutional when that mass is expressed at a certain height. Therefore, the maximum permitted height of buildings within the Governmental Frontage Zone is 3 stories, when that building has a hipped roof form expressed as one or more roofs, and the maximum span of any single roof is equal to or less than 70 feet. Buildings less than 3 stories tall may have a flat roof, but must have a vertical offset in the parapet, so that there is no more than 100 feet uniform parapet height. It is desirable that this offset be expressed as a distinct architectural form that would define the building entry or indicate a particularly important internal public function. When a distinct architectural form is created, it may have a hipped roof form. See *Diagram 17* for an illustration of an appropriate parapet.
2. **Offsets:** The plate size of modern governmental buildings tends to have industrial proportions that are not compatible with the visual texture of a historic streetscape. Therefore, public buildings fronting 12th and 13th Street shall have horizontal offsets in the building perimeter. There shall be a minimum of one offset for every 50 feet of building frontage along 12th and 13th Streets. These offsets shall define a minimum horizontal separation of building planes of 5 feet (see *Diagram 18*).
3. **Elements of Style:** The desired architectural style within the Governmental Frontage Zone is one that is compatible with and perpetuates the qualities of the existing County Courthouse. This style is expressed through the elements that follow, and all restoration, reconstruction, and new development must embody these design guidelines.
 - a. **Materials:** 100% of any street-facing façade shall be brick, excluding windows, doors, and storefronts, consistent with all respective guidelines contained herein.
 - b. **Openings:** Unit masonry construction of the historic period, as represented by the built fabric of the Governmental Frontage Zone, generally expresses openings as penetrations in the exterior load-bearing wall (excepting commercial store fronts). These openings are generally taller than they are wide, with height being no less than double the openings width. The ratio of opening to solid wall (expressed as a void-to-solid ratio) in any street-fronting wall shall not be greater than 0.5:1. All openings, including building entries (but excluding storefronts), must align vertically and horizontally. Window mullion patterns may vary, but all glazing areas shall be sub-divided by mullions.

- c. Parapets and Cornices:** All flat roofs shall be concealed behind a standing parapet that is at least 18” above the roof membrane. The street- fronting portions of this parapet shall have offsets in the cap profile that give greater visual articulation of corner, entry, and decorative elements of style. The top of all parapets must be capped by a decorative mould or brick detail which projects out from the exterior wall plane at a minimum of 1 inches. When a pitched roof is provided, the cornice shall include at least 1 inches of decorative relief and meet a closed soffit.
- d. Roofs:** Hipped roof forms are an essential element of continuity between the Governmental Frontage Zone and the Navarro County Courthouse. Therefore hipped roof forms are desired for any structure within this zone. Hipped roof forms shall meet the following design criteria:
- i. Implied Span:** The implied span of any single hipped roof shall not be greater than 70 feet.
 - ii. Relationship to architectural function:** When an entire structure is covered by a hipped roof, or where a hipped roof is used in combination with a flat roof, ridge lines shall not be broken by intersecting ridges that are taller than the ridge they intersect, unless the intersecting ridge creates a gable or other completed roof form at some point beyond the point of intersection. The dominant roof form shall define key architectural function, such as entry. Mitigating roof devices such as sloping ridges, broken hips, and/or pitch changes are prohibited.
 - iii. Pitch:** The minimum roof pitch shall be 8:12.
- e. Horizontal Expression:** It is typical that the distribution of openings and decorative detail maintain a horizontal expression. Therefore decorative window heads and sills must align horizontally. Floor separations must be expressed by horizontal belt courses, and canopies must maintain a constant horizontal reference from one building to another, unless such alignment is prevented by grade changes.
- f. Entries:** Recognition of building entry is an important element of order found in the desired stylistic reference. It is typical for the entry to be placed in the middle of the front façade, or sometimes at the corner when that façade is on a corner lot. Such a location of entry is reinforced by:
- i. A vertical continuity with the second floor openings
 - ii. An architectural form or element
 - iii. A public space

C. DISTRICT SUPPORT ZONE

I. Statement of Purpose

The Commercial Frontage Zone and the Governmental Frontage Zone are separated by large areas of the Downtown Plaza District that support the viability and function of activities along Beaton St., 5th St. (between Business 75 and 13th St.), 12th Street, and 13th Street. These areas, when viewed collectively, comprise the District Support Zone. The support that this zone provides to the other two zones in the Downtown Plaza District includes parking, larger scale retail uses, office uses, warehouse uses, and residential uses. This zone serves as a background to larger scale enterprise, reinforcing the infrastructure that makes specialty infill possible. In addition, support of the Commercial Frontage Zone and the Downtown Governmental Zone means establishing basic elements of visual continuity, making the entire Downtown Plaza District a recognizable area of activity. Due to the wide variety of demands that could be placed upon individual parcels, it is the intention of these guidelines to establish a design direction for the public right of way, public spaces, and private interface with that public space that builds upon those qualities already established for the other two downtown zones. In so doing, an overall sense of continuity can be created for the Downtown Plaza District. Therefore, restoration, reconstruction, and/ or development within the District Support Zone must comply with the following Guidelines.

II. Streetscape Guidelines

- 1. Tree Planting:** The rights-of-way of the Downtown Support Zone shall be planted with a thematic street tree that sets a distinctive visual character, similar to the Commercial Frontage Zone and the Governmental Support Zone. Therefore streets within this zone shall be planted with Cedar Elm trees with a minimum caliper of 4 inches (measured 12 inches above the root ball), planted 60 feet on center along both sides of any street right of way, excluding curb cuts and drive aprons. Trees should not be closer than 50 feet, or further apart than 70 feet.

Within any block, when a uniform spacing of trees is disrupted by a curb cut or drive apron, the tree that would be located at that point can be omitted from the rhythm of street planting. Trees omitted in this fashion shall be replaced upon redevelopment of the property. The pattern of tree planting shall start at the intersection of the tree line (parallel to the right of way, set 3 feet back from the curb line), and the ordinary view as set by existing city codes.

- 2. Tree Lighting:** The night image and sense of pedestrian security is enhanced by an ambient light level greater than the level provided by streetlights alone. Therefore, street trees planted in accordance with this guideline shall be lit with downlights. A minimum of one downlight per every 2 inches of trunk caliper (as

measured 12 inches above the root ball) shall be used, with a maximum of 4 lights per tree. See Appendix B for acceptable tree lights.

3. **Street Lighting:** Street lighting within the downtown Support Zone must provide visual characteristics compatible with the rest of the Downtown Plaza District. Therefore, pole standards and streetlights shall be located at each intersection and shall conform to the types specified in Appendix B.
4. **Sidewalks:** Sidewalks are the major pedestrian accommodation within the Downtown Plaza District, providing needed elements of continuity. Wherever possible, sidewalks shall maintain a minimum width of 10 feet to allow for pedestrian right-of-way and for tree planting. Sidewalks will be finished with standard broom finished concrete. No stamped concrete patterns or individual treatment of sidewalks at any storefront will be permitted, except for handicap access ramps.
5. **Street Furniture:** Pedestrian use of sidewalk space is facilitated by the provision of public furniture and hardware. Therefore, the following pedestrian furniture and hardware must be provided:
 - a. 1 bench per block within the District Support Zone. The benches indicated in Appendix B shall be used.
 - b. 1 trash receptacle per block, adjacent to the above-described seating. See Appendix B for appropriate hardware.

The placement of other street furniture, such as newspaper boxes, mailboxes, and telephones, shall be reviewed by the City of Corsicana to determine appropriateness, so as not to distract from the continuity of the streetscape within this zone.

6. **Signage:** Continuity is one of the ways by which a sense of district is created. Public signage is a key element in establishing and sustaining a sense of continuity. However, public signage is regulated by public safety codes that typically specify placement and content. Therefore, it is the intention of these guidelines to standardize public signage by creating consistent sign standards and means of attachment distinctive to the Downtown Plaza District. There are two types of signs that shall be used: pole signs and mounted signs. These two sign types are illustrated in Diagram 18, and guidelines are as follows:
 - a. **Pole signs:** All public signs not mounted to street hardware or to buildings shall use the sign standard illustrated in the signage diagram. Pole-mounted signs will maintain uniform placement within the block and a uniform height, which will depend on sign type. Where more than one sign is attached to a sign standard, it shall conform to those specifications

illustrated in the signage diagram.

- b. **Attached signs:** Attached signs shall conform to those specifications illustrated in the signage diagram. Throughout the Downtown Plaza District, types of signs will maintain consistent mounting height, according to sign type. These heights are:
 - i. **Directional signs** shall be 12 feet above ground at base of frame.
 - ii. **Operational signs** shall be 10 feet above ground at the base of frame.
 - iii. **Parking signs** shall be 8 feet above ground at the base of frame.

Should these specified mounting heights be in conflict with existing codes and/or TxDOT standards, the code and/or TxDOT standard shall apply.

7. **On-Street Parking:** To attract retail investment, it is necessary to provide parking to meet potential demand. This means that on-street parking availability must be maximized. Mid-block access points, such as curb cuts and aprons, shall be limited to one per site, or two per site when a site engages the span of an entire block. Shared curb cuts are encouraged.

III. Street Interface Guidelines

1. **Parking Screening:** The interface between street space and on-site parking lots is an important area where clarity of the street and enhancement of the pedestrian environment needs to be reinforced. Therefore, where on-site parking fronts streets within the District Support Zone, such parking shall be screened by a continuous line of evergreen screen shrubs, selected from the list of acceptable landscape materials in Appendix B. These shrubs shall be at least 30 inches tall at time of planting, and shall be planted at 36 inches on center. Corner islands for canopy or ornamental trees are also required to enhance the appearance of the screen. This screen shall be in accordance with Diagram 19.
2. **Parking Lot Planting:** Parking lots must be enriched with canopy trees so that the broad expanse of hard surface does not create an image of downtown that speaks of vacancy, emptiness, or a hostile microclimate. Therefore, parking lots where the lot capacity exceeds 15 cars shall contain trees planted so that no parking space is more than 100 feet from a canopy tree. The trees used for parking lot planting shall be selected from Appendix B.

IV. Architectural Guidelines

1. **Store Fronts:** Historically, storefronts of the period characteristic of downtown Corsicana required that the base of the storefront framing sat on a masonry curb

that functioned as a water stop. The width of the glass panels was limited by the technology of manufacturing, production, and installation available at that time. Therefore, to maintain a continuity of style, storefront systems used within the District Support Zone must sit on a masonry curb at least 12 inches and no greater than 18 inches tall. The glass must be modulated so that glass panels between vertical supports are not greater than 4 feet wide. Where possible, the true creation of a historically appropriate storefront system is encouraged. Such a system would employ wood mullions rather than aluminum.

2. **Offsets:** Building plates within the District Support Zone are generally larger than those of the Commercial Frontage Zone and the Governmental Frontage Zone. However, future redevelopment will encourage a more complete use of development potential within any block downtown. It is therefore the goal of this guideline to establish a visual texture that is more compatible with the other zones in the Downtown Plaza District. To achieve visual compatibility, development must create offsets within the building plane that visually reduce the sense of “large-plate” scale. There shall be at least one offset for every 40 feet of building frontage along any street. Such offsets shall have a minimum of 5 feet of horizontal displacement, and extend the full height of the façade.
3. **Elements of Style:** The prevalent architectural style within the District Support Zone should contain elements of Commercial Renaissance, predominantly evidencing Romanesque and/or Victorian detailing. This style is expressed through the elements that follow, and all restoration, reconstruction, and new development must therefore embody these design guidelines.
 - a. **Materials:** 100% of any street-facing façade shall be brick, excluding windows, doors, and storefronts, consistent with all respective guidelines contained herein.
 - b. **Openings:** Unit masonry construction of the historic period, as represented by the built fabric of the District Support Zone, generally expresses openings as penetrations in the exterior load-bearing wall (excepting commercial storefronts). These openings are generally taller than they are wide, with height being no less than double the width of the opening. The ratio of opening to solid wall (expressed as a void-to-solid ratio) in any street-fronting wall shall not be greater than 0.6:1. This ratio does not take storefront or the wall space that it occupies into account. All openings, including building entries (but excluding storefronts), must align vertically and horizontally.
 - c. **Parapets and Cornices:** All flat roofs shall be concealed behind a standing parapet that is at least 18” above the roof membrane. The street-fronting portions of this parapet shall have offsets in the cap profile that give greater visual articulation of corner, entry, and decorative elements of style. The top of all parapets must be capped by a decorative mould or brick detail that

projects out from the exterior wall plane at a minimum of 1 inches. When a pitched roof is provided for one-story structures and/or residential structures over one story, the cornice shall include at least 1 inches of decorative relief and meet a closed soffit.

- d. **Roofs:** All roofs for any structure over one story that is not a residential structure shall be flat. One-story structures and residential structures may have a pitched roof when the roof slope is equal to or greater than 8:10.
- e. **Horizontal Expression:** It is typical that the distribution of openings and decorative detail maintain a horizontal expression. Therefore decorative window heads and sills must align horizontally. Floor separations must be expressed by horizontal belt courses and canopies must maintain a constant horizontal reference from one building to another unless such alignment is prevented by grade changes.
- f. **Edges:** In an historical commercial setting where buildings share a common wall, it is important to define the limits of a premise by articulation of building corners, even if the wall plane from building to building is constant. This has generated a variety of visual devices, which give external recognition of the property line and the common load-bearing wall. Therefore building corners, whether actual or established by a shared lot line, must have visual expression by one of the following means:
 - i. Pilaster columns
 - ii. Columns
 - iii. Quoins
 - iv. Fluting
 - v. Panels/Coffers
 - vi. Common Vertical Reference

When a building is constructed over lot lines, the historic pattern of building width is disrupted. Therefore, any building that is wider than the building width typical to the block in which it is located must have, in addition to the required offsets, designed building corners that modulate the street façade by creating architectural elements that give the appearance of building edges spaced consistent with the typical block modulation. Other edges are also opportunities for decorative expression that is typical of a Commercial Romanesque style. These edges include windows, parapets, frieze, and any architectural projection. Therefore, opportunities for articulation of edges must be incorporated into the building design. In every street-facing façade, the window heads must be decoratively expressed as a minimum compliance with this guideline.

- g. **Entries:** Recognition of building entry is an important element of order

found in most Commercial Romanesque design. It is typical for the entry to be placed in the middle of the front façade, or sometimes at the corner when that façade is on a corner lot. Such a location of entry is reinforced by:

- i. A vertical continuity with the second floor openings
- ii. An architectural form or element
- iii. A canopy

When entries are not in the center of a façade, they must be reinforced by an architectural form or element, unless such entries are located on the corner of a corner lot. Corner entries on corner lots may also be reinforced by a canopy that visually articulates the location of entry apart from other canopies along the block. The doors used for entries must be compatible with the storefront system, be an actual historic commercial door restored for re-use, or be a reconstruction of a door that previously existed on a particular premise.

APPENDIX

APPENDIX A PLANT MATERIAL PALLETE

COMMON NAME	BOTANICAL NAME
Trees¹	
Ashe Juniper, female	Juniperus ashei 
Cedar elm	Ulmus crassifolia 
Live Oak	Quercus virginiana 

COMMON NAME	BOTANICAL NAME
Shrubs²	
Autumn Sage/Cherry Sage	Salvia greggii 
Dwarf Yaupon Holly	Ilex vomitoria 
Indian Hawthorn	Rhapiolepis indica 
Nandina	Nandina domestica 
Rosemary	Rosmarinus officinalis 

COMMON NAME	BOTANICAL NAME
Groundcover ³	
Asian Jasmine	Trachelospermum asiaticum 
Liriope var.	Liriope spp. 
Ophiopogon	Ophiopogon japonicus 
Vinca	Vinca major (minor) 

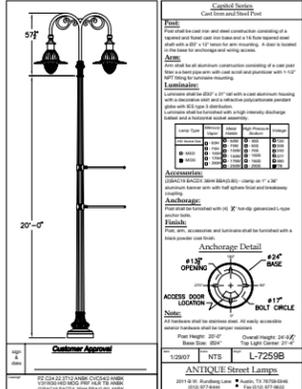
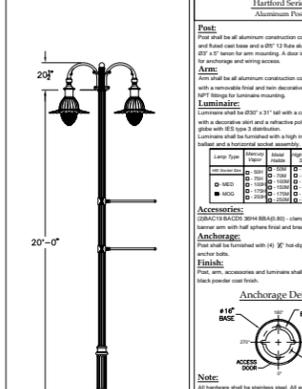
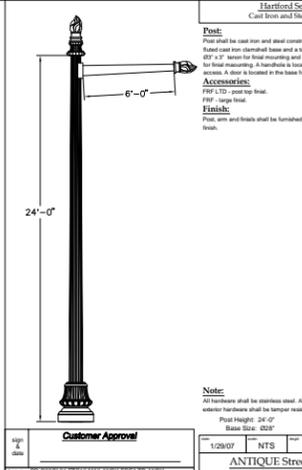
Weeping Love Grass	Eragrostic curvula 
Winter Creeper	Euonymus fortunei 'Coloratus' 

1 Trees shall be 4" caliper, 12" above root ball at planting

2 Shrubs shall be a minimum of 5 gallons at planting

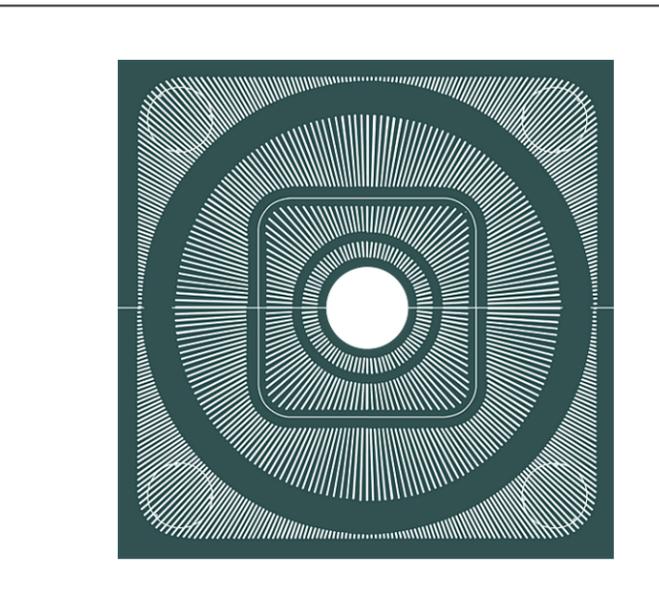
3 Groundcover shall be a minimum of 4" pot installation at planting

APPENDIX B STREET FURNITURE, FIXTURES AND HARDWARE

ELEMENT	DESCRIPTION
Street Lights	
Luminaire	<p>Luminaire fixture shall be product number VG31RWR30, as supplied by Antique Streetlights. Two fixtures shall be used for each streetlight. Fixtures shall be fitted with 150 Watt high pressure sodium bulbs.</p> 
Pole and Mounting bracket	<p>Poles shall have a 5" tapered, fluted shaft, of the Hartford series (model no. PCP48 C16) as provided by Antique Streetlights. Poles shall be a height of 21'-0". All poles shall be of a double luminaire mount design. The pole mounting arms shall be model WB2, with mounting arms arranged at 180 degrees. All poles shall be constructed of aluminum and shall be black in color.</p> 
Banner Arms	<p>Banner arms shall be double banner arms, and shall be model number ____ from Antique Streetlights. All banner arms shall be black in color.</p> 

<p>Landscape Lights</p>	
<p>Tree Lights</p>	<p>Tree lights shall be BAM or BAS series, as provided by Greenlee Lighting. Finish shall be black with High Pressure Sodium Bulbs with minimum wattages. Glare shields must be provided. Tree-mount J-Boxes shall be provided for all tree lighting.</p>
<p>Hardscape Elements</p>	
<p>Brick Paving</p>	<p>Brick paving shall be Mark Series provided by Pavestone, Inc., with color pallettes ranging from light browns to maroon.</p>
<p>Concrete sidewalk</p>	<p>Concrete paving shall receive a light to medium broom finish with mixes composed of aggregates that lend a tan color to the final product.</p>

Amenities	
Benches	<p>Benches shall be Plainwell benches, provided by Landscape Forms, having dimensions of 25" x 32" x 72". The benches shall be constructed of aluminum and the color shall be Stormcloud. The benches shall have no intermediate arms.</p> 
Bike Rack	<p>Bike racks shall be Pi Racks, manufactured by Landscape Forms, and the color shall be Stormcloud.</p> 
Bollards	<p>Bollards shall be of the Hartford series, manufactured by Antique Street Lamps, and the color shall be dark bronze.</p> 
Kiosks	<p>Street kiosks, similar to those produced by CBS Outdoor Corporation, shall be used for advertising and information in the Downtown Plaza District.</p> 

<p>Planters</p>	<p>Planters shall be of the Jardin series, manufactured by Canterbury International, in a color that complements Stormcloud (Landscape Forms).</p>	
<p>Trash Receptacles</p>	<p>Trash receptacles shall be 35-gallon aluminum, of the Plainwell Series, provided by Landscape Forms, and the color shall be Stormcloud.</p>	
<p>Tree Grates</p>	<p>Tree grates shall be Quest (6' x 6' square) with Black Cast Iron finish, as supplied by Canterbury International. Quest series provides opportunity for inscriptions that, if desired, could indicate "City of Corsicana" and the city founding date.</p>	

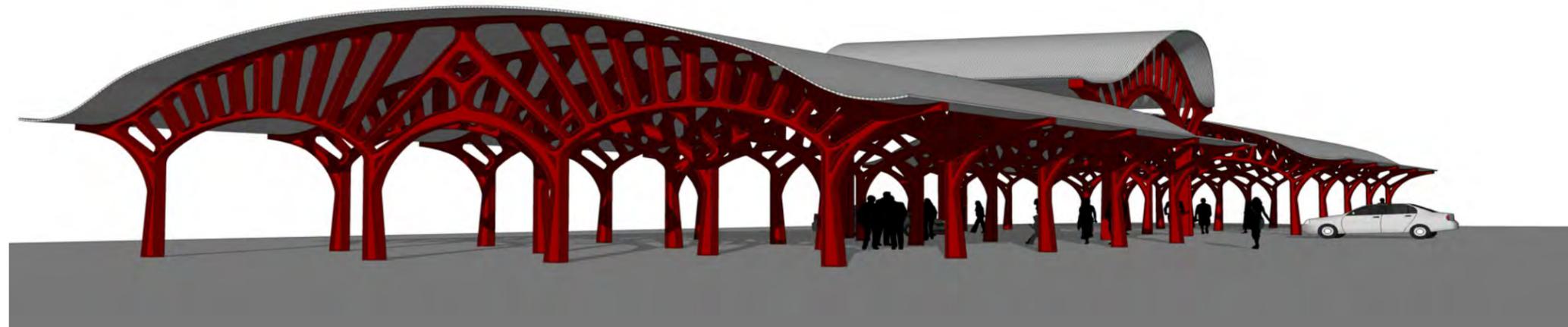
APPENDIX C DESIGN CONCEPT - FARMER'S MARKET STRUCTURE



5TH AVENUE ELEVATION



12TH STREET ELEVATION



PERSPECTIVE

APPENDIX D DOWNTOWN PLAZA DISTRICT OVERLAY SAMPLE ORDINANCE**ORDINANCE NO. _____****AN ORDINANCE TO ESTABLISH THE DOWNTOWN PLAZA OVERLAY DISTRICT BY ADDING CHAPTER _____ TO THE CITY OF CORSICANA MUNICIPAL CODES**

An ordinance adding Chapter _____ to the “City of Corsicana _____ Code”, of the City of Corsicana as amended; establishing an Overlay District No. _____ (hereinafter known as the Downtown Plaza Overlay District) for certain property within the Downtown Plaza District as shown in Exhibit A; providing for inclusion of Streetscape, Site Design, and Architectural Guidelines prepared by MESA; providing a penalty not to exceed \$2,000.00 for each offense (as defined in Section _____ of the City of Corsicana Building Code); providing a saving clause; and providing an effective date.

WHEREAS, The City of Corsicana has completed a Planning Process which establishes Streetscape, Site Design and Architectural Guidelines (Exhibit “B”) for an area known as the Downtown Plaza District; and

WHEREAS, the City of Corsicana has designated an area generally bordered by Highway 31 (on the South), 15th Street (on the west), 2nd Street (on the north), and Business 75 (on the east) as the Downtown Plaza District; and

WHEREAS, The Planning process conducted by the City of Corsicana has included participation by the Citizens of Corsicana, property owners within the Downtown Plaza District, the Planning Commission, and the Corsicana City Council in a Planning Process resulting in Streetscape, Site Design, and Architectural Guidelines; and

WHEREAS, the City of Corsicana has determined that Streetscape, Site Design, and Architectural Guidelines will enhance the economic impact of a City investment in the creation of a Central Downtown Plaza; and

WHEREAS, the creation of a Central Downtown Plaza will advance progress toward implementation of goals and objectives as stated in the Corsicana Comprehensive Plan; and

WHEREAS, the City of Corsicana has determined that Streetscape, Street Interface, and Architectural Guidelines applied to public and private development within the Downtown Plaza District will enhance the quality of life for the people of Corsicana; and

WHEREAS, the City of Corsicana City Council has determined that creation of a Downtown Plaza Overlay District is the best way to implement Streetscape, Street Interface, and Architectural Guidelines and therefore finds it in the public interest to grant a Downtown Plaza District Overlay District Ordinance, subject to certain conditions; Now, Therefore,

BE IT ORDAINED BY THE CITY OF CORSICANA**SECTION ONE: PURPOSE AND PROVISIONS.**

That Chapter _____ of the City of Corsicana _____ Code, as amended, is hereby amended to include a Downtown Plaza Overlay Ordinance that:

1.01 Serves the Public Interest: The citizens of the City of Corsicana have participated in a Master Planning Process that identified the downtown area of Corsicana as a target zone for economic development initiatives that would stimulate the revitalization of this historic City core. Key among these initiatives is creation of a greater cognitive identity, visual continuity, and pedestrian compatibility within governmental and commercial zones connected by a major public space called the Downtown Plaza. The Downtown Plaza Overlay District is intended to advance legitimate Public Interest that includes enhancement of the quality of life, preservation of the historical character of the downtown core, creation of a more active and commercially viable downtown core, and stimulation of private investment in residential and commercial development that compliments the architectural character of the downtown area.

1.02 Establishes a District Boundary: The Downtown Overlay District includes all property within and area bounded by the west right of way line of 13th Street, the south right of way line of 7th Street, the east right of way line of Business 75, and the north right of way line of 2nd street

1.03 Establishes Plaza District Sub-districts: The Downtown Plaza Overlay District is divided into three sub-districts. The Sub-districts and their boundaries are:

A. The Commercial Frontage Zone: This sub-district establishes the primary visual character for downtown Corsicana and included many of its historic commercial building stock. This sub-district includes properties within an area:

- Extending one half block east and one half block west of Beaton Street.
- Extending one half block north and one half block south of 5th Street
- Extending 60 feet north and 60 feet south of the proposed Downtown Plaza
- Including the entire street right of way for 5th street west of the proposed Downtown Plaza up to and through the historic carriage District.

B. The Governmental Frontage Zone: This sub-district encompasses the major governmental, cultural, and institutional buildings within the downtown core. The sub-district includes properties within an area:

- Extending 100 feet east of the east right of way line of 13th Street north and

- south of the 5th street intersection.
- Extending west of the west right of way line of 13th Street to the west right of way line of 14th Street between 2nd Street and 7th Street.

C. The District Support Zone: This sub-district encompasses the properties within an area bounded by the south right of way line of 2nd Street, the west right of way line of 14th Street, the north right of way line of 7th Street and the west right of way line business 75 that are not locate within the sub districts described above and shown in Exhibit “C”.

SECTION TWO: DEFINITIONS

In this chapter, unless the context requires otherwise:

- 2.01 ACCESSORY STRUCTURE means a structure located on the same lot as the main building that is subordinate in floor area, location, and purpose to the main building and used for a permitted accessory use.
- 2.02 ALLEY means a right-of-way which provides secondary access to adjacent property.
- 2.03 TERMINUS BLOCK means the coming together of two angled parking zones at a street corner where the curb that defines the parking angle also defines an expanded area of sidewalk.
- 2.04 BREEZEWAY means an unenclosed passage connecting two buildings or portions of a building.
- 2.05 BUILDING means a structure for the support or shelter of any use or occupancy.
- 2.06 BUILDING LINE means a line marking the minimum distance a building may be erected from a street, alley, or lot line. (Also called the “setback line.”)
- 2.07 BUILDING OFFICIAL means the person designated by the city manager as the building official of the city, or the building official’s authorized representative.
- 2.08 CENTER LINE means a line running midway between the bounding right-of-way lines of a street or alley. Where the bounding right-of-way lines are irregular, the center line shall be determined by the director of public works and transportation.
- 2.09 CITY COUNCIL means the governing body of the city.
- 2.10 COMMERCIAL AREA USES means those uses defined in Section ____ of the City of Corsicana ____ code .
- 2.11 COVERAGE means the percentage of lot area covered by a roof, floor, or other structure, except that roof eaves up to 24 inches and other ordinary building projections up to 12 inches are excluded.
- 2.12 DENSITY means the ratio of dwelling units to lot area.

2.13 EAVES means the lowest border of a roof, including any overhang.

2.14 FENCE means a structure that provides a physical barrier.

2.15 FLOOR AREA means the total square feet of floor space in a building measured to the outside faces of exterior walls or to the omitted wall lines, whichever produces the larger area, excluding the following:

- Area used solely for off-street parking.
- Area between an omitted wall line and the structural wall when the area is used solely for foot or vehicular traffic or landscaping.
- Area of a private balcony that is not accessible to the public and does not provide a means of ingress or egress.
- Area of a breezeway or an unenclosed stairway located within the first three stories, excluding any basement, of a residential use.

2.16 FLOOR AREA RATIO means the ratio of floor area to lot area. (Note: A 1:1 FAR is stated as “1.0,” 2:1 is stated as “2.0,” 2.5:1 is stated as “2.5,” etc.)

2.17 FRONTAGE means the length of property along one side of a street between property or lease boundary lines.

2.18 HEIGHT means the vertical distance measured from grade to:

- for a structure with a gable, hip, or gambrel roof, the midpoint of the vertical dimension between the lowest eaves and the highest ridge of the structure;
- for a structure with a dome roof, the midpoint of the vertical dimension of the dome; and
- for any other structure, the highest point of the structure.

2.19 INTERIOR LOT LINE means a lot line not adjacent to a street or alley.

2.20 KNOWINGLY means a person acts knowingly, or with knowledge, with respect to the nature of their conduct or to circumstances surrounding their conduct when the person is aware of the nature of the conduct or that the circumstances exist. A person acts knowingly, or with knowledge, with respect to a result of their conduct when the person is aware that the conduct is reasonably certain to cause the result.

2.21 LIGHT SOURCE means a flame or a bulb, mantle, or other device that produces light. The term “light source” does not include a device or fixture that serves to cover, direct or control the distribution of light.

2.22 LOT means a building site that fronts on a public or private street, except that in the case of a planned development district, the building site may front on an access easement, and in the case of a shared access development, the building site may front on

a shared access area.

2.23 LOT AREA means the total square feet contained within lot lines.

2.24 LOT DEPTH means the average distance between the front and rear lot lines.

2.25 LOT LINE means a property line bounding a lot, excluding any street or alley dedicated in fee simple.

2.26 LOT WIDTH means the distance between side lot lines measured along the front setback line.

2.27 MAIN BUILDING means a building on a lot intended for occupancy by the main use.

2.28 NONCONFORMING STRUCTURE means a structure which does not conform to the regulations (other than the use regulations) of this chapter, but which was lawfully constructed under the regulations in force at the time of construction.

2.29 NONCONFORMING USE means a use that does not conform to the use regulations of this chapter, but was lawfully established under the regulations in force at the beginning of operation and has been in regular use since that time.

2.30 OCCUPANCY means the purpose for which a building or land is used.

2.31 OMITTED WALL LINE means a line on the ground determined by a vertical plane from:

- a. the overhang or outermost projection of a structure; or
- b. the outer edge of the roof of a structure without walls; or
- c. two feet inside the eave line of a structure with roof eaves.

2.32 OUTER COURT means an open space bounded on all sides except one by the walls of a building, and opening upon a street, alley or a permanent open space.

2.33 OUTSIDE DISPLAY means the placement of a commodity outside for a period of time less than 24 hours.

2.34 PARKING means the standing of a vehicle, whether occupied or not. Parking does not include the temporary standing of a vehicle when commodities or passengers are being loaded or unloaded.

2.35 PARTY WALL means a wall built on an interior lot line used as a common support for buildings on both lots.

2.36 PERSON means any individual, firm, partnership, corporation, association, or political subdivision.

2.37 RIGHT-OF-WAY means an area dedicated to public use for pedestrian and vehicular movement.

2.38 RIGHT-OF-WAY LINE means the dividing line between a right-of-way and an adjacent lot.

2.39 SCREENING means a visual barrier.

2.40 SETBACK LINE means a line marking the minimum distance a building may be erected from a street, alley, or lot line (also called the “building line”).

2.41 STORY means that portion of a building between any two successive floors or between the top floor and the ceiling above it.

2.42 STREET means a right-of-way that provides primary access to adjacent property.

2.43 STRUCTURE means that which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

2.44 STREET LEVEL means, in a multi-level building, the level having the floor closest in elevation to the adjacent street; if the floors of two levels are equally close in elevation to the adjacent street, the level with the higher elevation is the street level

2.45 ARCADE means an outdoor area of the first floor of a building that is protected by projecting the upper floor or roof.

2.46 OPENING means any penetration of a building wall for windows, doors, or storefront.

2.47 CANOPY means a projected cover that extends from the building façade, usually over a portion of the public sidewalk.

SECTION THREE: INTERPRETATIONS

Unless the context clearly indicates otherwise, the following rules apply in interpreting this chapter:

3.01 Words used in the present tense include the future tense.

3.02 Words in the singular include the plural, and words in the plural include the singular.

3.03 The word “building” includes the word “structure”, and the word “structure” includes the word “building.”

3.04 The word “lot” includes the words “building site,” “site,” “plot” or “tract.”

3.05 The word “must” is mandatory and not discretionary.

3.06 The word “shall” allows interpretation.

3.07 If there is a conflict, the text of this chapter controls over the charts or any other graphic display in this chapter.

SECTION FOUR: CONDITIONS AND PROCEDURES

That the Downtown Plaza Overlay District Ordinance is granted upon the following conditions and subject to the following procedures:

1.01 Development Regulations

- A. Development Guidelines: The Downtown Plaza District Guidelines (hereinafter referred to as the DPD Guidelines) shall serve as a guide for public and private development within the Corsicana Downtown Plaza District (except where the word is used to signify mandatory compliance). The DPD Guidelines have been approved by the Zoning Commission and the Corsicana City Council and are attached to and made a part of this ordinance as Exhibit “B”.
- B. Land Uses: All land uses permitted by the zoning categories approved for and applicable to properties within the Downtown Plaza District shall be permitted by this Overlay District Ordinance if the physical development complies with the Downtown Plaza District Guidelines, attached to and made a part of this ordinance as Exhibit “B”.
- C. Guideline Districts: Applicable guidelines within the Downtown Plaza District are allocated by generally defined zones, as shown in Exhibit “C”. The boundaries of such zones are intended for guidance and may be modified by the Corsicana City Council as individual development plans are reviewed for approval.
- D. Parking: Required on-site parking within the Downtown Plaza District shall conform to standards specified within the Central Area (CA) Zoning Classification of the City of Corsicana Zoning Ordinance as amended.

3.02 Parking: The minimum amount of permanent on-site parking provided within the Downtown Plaza District shall meet the following minimum standards:

- A. Collective Use of Space: Nothing in this Ordinance shall prohibit the approval of collective use of parking spaces to meet required off street parking standards, provided that the spaces so used are identified. Upon submittal of a parking study, the Corsicana Town Council may at its discretion approve shared parking as a means of meeting the on site parking standards of this ordinance.
- B. Entrances and Exits: Each entrance and exit to a parking lot shall be constructed and maintained so that a pedestrian within ten (10) feet of the driveway is visible to the driver when the vehicle is stopped at the property line. All tree plantings shall be aligned to a 6 foot clearance, so that safe view of street traffic is not impeded, and a normal view triangle is maintained. All other planting and all other structures must not encroach more than 24 inches of the normal view triangle.

SECTION FIVE: NON-CONFORMING USES AND STRUCTURES

5.01 Compliance regulations for non-conforming conditions. It is the declared purpose of this subsection that nonconforming uses be eliminated and be required to comply with the regulations of the City of Corsicana, having due regard for the property rights of the persons affected, the public welfare, and the character of the surrounding area.

A. Amortization of nonconforming uses.

1. Request to establish compliance date. The city council may request that the board of adjustment consider establishing a compliance date for a nonconforming conditions. In addition, any person who resides or owns real property in the city may request that the board consider establishing a compliance date for a nonconforming conditions. Upon receiving such a request, the board shall hold a public hearing to determine whether continued operation of the nonconforming use will have an adverse effect on nearby properties. If, based on the evidence presented at the public hearing, the board determines that continued operation of the use will have an adverse effect on nearby properties, it shall proceed to establish a compliance date for the nonconforming use; otherwise, it shall not.
2. Factors to be considered. The board shall consider the following factors when determining whether continued operation of the nonconforming conditions will have an adverse effect on nearby properties:
 - a. The character of the surrounding properties.
 - b. The degree of incompatibility of the use with the zoning district in which it is located.
 - c. The manner in which the use is being conducted.
 - d. The hours of operation of the use.
 - e. The extent to which continued operation of the use may threaten public health or safety.
 - f. The environmental impacts of the use’s operation, including but not limited to the impacts of noise, glare, dust, and odor.
 - g. The extent to which public disturbances may be created or perpetuated by continued operation of the use.
 - h. The extent to which traffic or parking problems may be created or perpetuated by continued operation of the use.
 - i. Any other factors relevant to the issue of whether continued operation of the use will adversely affect nearby properties.

3. Finality of decision. A decision by the board to grant a request to establish a

compliance date is not a final decision and cannot be immediately appealed. A decision by the board to deny a request to establish a compliance date is final unless appealed to state court within 10 days in accordance with Chapter 211 of the Local Government Code.

4. Determination of amortization period.

- a. If the board determines that continued operation of the nonconforming conditions will have an adverse effect on nearby properties, it shall, in accordance with the law, provide a compliance date for the nonconforming conditions under a plan whereby the owner's actual investment in the use before the time that the use became nonconforming can be amortized within a definite time period.
- b. The following factors must be considered by the board in determining a reasonable amortization period:
 - i. The owner's capital investment in structures, improvements, and other assets (excluding inventory and other assets that may be feasibly transferred to another site) on the property before the time the use became nonconforming.
 - ii. Any costs that are directly attributable to the establishment of a compliance date, including demolition expenses, relocation expenses, termination of leases, and discharge of mortgages.
 - iii. Any return on investment since inception of the use, including net income and depreciation.
 - iv. The anticipated annual recovery of investment, including net income and depreciation.

1. Compliance requirement. If the board establishes a compliance date for a nonconforming use, the use must cease operations on that date and it may not operate thereafter unless it becomes a conforming use.

2. For purposes of this paragraph, "owner" means the owner of the nonconforming use at the time of the board's determination of a compliance date for the nonconforming use.

B. The right to maintain a nonconforming condition ceases if the nonconforming use is discontinued for six months or more. The board may grant a special exception to this provision only if the owner can show that there was a clear intent not to abandon the use even though the use was discontinued for six months or more.

C. The right to maintain a nonconforming condition ceases when the use becomes a

conforming use. The issuance of an SUP does not confer any nonconforming rights. No use authorized by the issuance of an SUP may operate after the SUP expires.

- D. The right to operate a nonconforming use ceases when the structure housing the use is destroyed by the intentional act of the owner or his agent. If a structure housing a nonconforming use is damaged or destroyed other than by the intentional act of the owner or his agent, a person may restore or reconstruct the structure without board approval. The structure must be restored or reconstructed so as to have the same approximate height, floor area, and location that it had immediately prior to the damage or destruction. A restoration or reconstruction in violation of this paragraph immediately terminates the right to operate the nonconforming use.
- E. The nonconformity of a use as to parking, loading, or an "additional provision" (except for a requirement that a use be located a minimum distance from a structure, use, or zoning district) in Division 51A-4.200 does not render that use subject to the regulations in this subsection.

5.02 Changing nonconforming conditions.

- A. The board may allow a change from one nonconforming condition to another nonconforming condition when:
 1. the change of use does not prolong the life of the nonconforming condition;
 2. the change is to a condition that would have been permitted in the zoning district where the current nonconforming condition was first permitted by right;
 3. the change is to a condition that is similar in nature to the current condition; and
 4. the change is to a condition that will not have a greater adverse effect on the surrounding area than the current condition.
- B. A person may renovate, remodel, or repair a structure housing a nonconforming condition if the work does not increase the height or floor area of that structure.

5.03 Nonconforming structures.

- A. Except as provided in Section 5, a person may renovate, remodel, repair, rebuild, or enlarge a nonconforming structure if the work does not cause the structure to become more nonconforming as to the yard, lot, and space regulations.
- B. The right to rebuild a nonconforming structure ceases if the structure is destroyed by the intentional act of the owner or the owner's agent.

The board may grant a special exception to this provision if the board finds that the conversion would not adversely affect the surrounding properties.

SECTION SIX: APPROVAL

6.01 Prior to issuance of any building permit for exterior restoration, exterior reconstruction, building enlargement, or new development within the Downtown Plaza Overlay District, a site plan and exterior building elevation must be submitted to the City of Corsicana and approved by:

- A. The Town Manager where all requirements of this ordinance are met.**
- B. The Corsicana City Council where an interpretation of these guidelines is requested.**

6.02 Site plans submitted in compliance with this section must include:

- A. Building plate
- B. Property line
- C. Adjacent lots and public right-of-way to the middle of the street and alley
- D. Street parking
- E. Public sidewalk
- F. Public signage
- G. Public landscaping
- H. Street furniture and hardware
- I. Private landscaping
- J. Arcades and/or recessed entries and/or offsets
- K. Building entry
- L. Request use of sidewalk space for retail and/or restaurant uses
- M. Proposed private hardware and fixtures to be located in sidewalk space
- N. Location map showing placement in the Downtown Plaza District
- O. Surface treatments of entry and gathering spaces

6.03 Elevations submitted in compliance with this section must include:

- A. The elements of design as identified in this ordinance
- B. Materials
- C. Signage
- D. Detail treatment of canopies and other building projections
- E. Detail of treatment of windows, doors, and storefront

SECTION SEVEN: JUDICIAL REVIEW

Whenever this city ordinance provides that a person may appeal a decision of a city board or commission to district court, the appeal is limited to a hearing under the substantial evidence rule unless expressly provided otherwise by this code, another city ordinance, the city charter, or state or federal law.

SECTION EIGHT: SEVERABILITY

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

SECTION NINE: PENALTIES

9.01 A person is responsible for a violation of this section if:

- A. The person owns part or all of the property and knowingly allows the violation to exist;
- B. The person is the agent of the property owner or is an individual employed by the agent or property owner; is in control of the property; knowingly allows the violation to exist; and fails to provide the property owner's name, street address, and telephone number to code enforcement officials;
- C. The person is the agent of the property owner or is an individual employed by the agent or property owner, knowingly allows the violation to exist, and the citation relates to the construction or development of the property; or
- D. The person knowingly commits the violation or assists in the commission of the violation.
- E. Prosecution in municipal court for an offense under this section does not prevent the use of other enforcement remedies or procedures provided by other city ordinances or state or federal laws applicable to the person charged with or the conduct involved in the offense.

SECTION TEN: INDEMNIFICATION

All rights and remedies of the City of Corsicana are expressly saved as to any and all violations that have accrued at the time of the effective date of this ordinance of the provisions of the Code of Ordinances of the City of Corsicana, as amended, or any other ordinances affecting zoning and, as to such accrued violations and all pending litigation, both civil and criminal, whether pending in court or not, under such ordinances, same shall not be affected by this ordinance, but may be prosecuted until final disposition by the courts.

SECTION ELEVEN: APPLICABILITY

- 1.01 These regulations govern all redevelopment, restoration, and reconstruction in the Downtown Plaza Overlay District.
- 1.02 The Building Official shall not issue a building permit or certificate of occupancy for a building within the Downtown Plaza Overlay District until there has been compliance with the provisions of this Ordinance and a Final Site Plan with building elevation has been approved by the City Council.
- 1.03 This Ordinance shall be cumulative of all provisions of ordinances adopted by the City of Corsicana, except where the provisions herein directly conflict with those provisions declared in previous ordinances, in which event the conflicting provisions of the Downtown Plaza Overlay District Ordinance are hereby repealed.

SECTION TWELVE: EFFECTIVE DATE

This ordinance shall be in full force and effect from and after its passage and publication as required by law, and it is so ordained.

Passed and adopted on the ___ day of ____, _____ by a vote of ___ to ___.