



Angela Germany Photography



City of Waxahachie

.....

2023 COMPREHENSIVE PLAN



Angela Germany Photography



ORDINANCE NO. 3361

AN ORDINANCE OF THE CITY OF WAXAHACHIE, TEXAS, ADOPTING THE 2023 COMPREHENSIVE PLAN TO BECOME EFFECTIVE UPON ITS PASSAGE AND APPROVAL; PROVIDING FOR SEVERABILITY; PROVIDING FOR CONFLICTS; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City Council of the City of Waxahachie retained a professional planning consultant to assist in the preparation of the 2023 Comprehensive Plan for the City; and

WHEREAS, the City Council, Planning and Zoning Commission, and members of the community served as the Comprehensive Plan Advisory Committee (CPAC) to guide in the preparation of the 2023 Comprehensive Plan for the City of Waxahachie; and

WHEREAS, the Comprehensive Plan Advisory Committee (CPAC) reviewed and studied recommendations made by the planning consultant for the 2023 Comprehensive Plan; and

WHEREAS, the Comprehensive Plan Advisory Committee (CPAC) recommended the 2023 Comprehensive Plan to the Planning and Zoning Commission; and

WHEREAS, the Planning and Zoning Commission recommended the 2023 Comprehensive Plan to the City Council on February 28, 2023; and

WHEREAS, the City Council conducted a public hearing held on March 6, 2023, in which notice of the meeting was posted, where major issues about the 2023 Comprehensive Plan were presented, and all persons were given the opportunity to present verbal and written testimony; and

WHEREAS, the City Council considered this testimony, and on March 6, 2023, the City Council approved the Comprehensive Plan.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF WAXAHACHIE, TEXAS:

SECTION 1: That the 2023 Comprehensive Plan replaces the 2016 Comprehensive Plan, including the Future Land Use Plan and Thoroughfare Plan, and all the maps, which are attached hereto and incorporated herein for all purposes is hereby adopted by the City Council as a guide and public policy.

SECTION 2: That the 2023 Comprehensive Plan is intended to constitute the Comprehensive or Master Plan of the City of Waxahachie, Texas, for all matters relating to long-range guidance relative to zoning decisions, land subdivision, thoroughfare construction, park and recreation planning, and growth management.

SECTION 3: That it is hereby officially found and determined that the meeting at which this Ordinance is passed was properly noticed and open to the public as required by law.

SECTION 4: That this Ordinance shall become effective on and after its passage and approval.

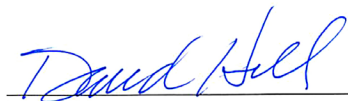
SECTION 5: Provisions Cumulative; Conflicts. This ordinance shall be and is hereby declared to be cumulative of all other ordinances of the City of Waxahachie, and this ordinance shall not operate to repeal or affect any of such other ordinances except in so far as the provisions thereof might be inconsistent or in conflict with the provisions of this ordinance, in which event such conflicting provisions, if any in such other ordinance or ordinances are hereby superseded.

SECTION 6: Severability. If any section, subsection, sentence, clause or phrase of this ordinance is for any reason held to be unconstitutional, such holding shall not affect the validity of any other section, sentence, clause or phrase of the remaining portions of this ordinance.

SECTION 7: Effective Date. This ordinance shall become effective immediately.

DULY PASSED AND APPROVED BY THE CITY COUNCIL OF THE CITY OF WAXAHACHIE, TEXAS, ON THIS THE 6TH DAY OF MARCH, 2023.





MAYOR

ATTEST:



City Secretary

City of Waxahachie **2023 COMPREHENSIVE PLAN**



Adopted:

March 6, 2023

Created by:

The City of Waxahachie Planning Department

With assistance from:

Verdunity

TBG

Mobility+ Group

ACKNOWLEDGMENTS

This Comprehensive Plan would not be possible without the effort and time given by members of the community in dedication to making our city ever greater and more welcoming. This plan was created with the input of countless people and organizations, many are listed below.

RESIDENTS OF WAXAHACHIE

This document was prepared for the City of Waxahachie with the input and guidance of Waxahachie residents.

COMPREHENSIVE PLAN ADVISORY COMMITTEE (CPAC)

David Hill	Mayor Council Member Place 1 CPAC Chair
Kathleen Bowen	Council Appointee CPAC Vice Chair
Chris Wright	Mayor Pro Tem Council Member Place 3
Patrick Souter	Council Member Place 2
Billie Wallace	Council Member Place 4
Travis Smith	Council Member Place 5
Rick Keeler	Planning & Zoning Commission Chair
Melissa Ballard	Planning & Zoning Commission Vice Chair
Betty Square Coleman	Planning & Zoning Commission Member
Bonney Ramsey	Planning & Zoning Commission Member
David Hudgins	Planning & Zoning Commission Member
Erik Test	Planning & Zoning Commission Member
Ron Ansell	Planning & Zoning Commission Member
Tina Langford Ensinia	Council Appointee
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Stacey Bailey	Council Appointee
Bruce Zimmerman	Council Appointee
Shane Henry	Council Appointee
Doug Barnes	Former Mayor & Council Member Place 2
Melissa Olson	Former Council Member Place 3
Jim Phillips	Former Planning & Zoning Commission Member

CITY STAFF

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CITY DEPARTMENTS

Public Works and Engineering Department
 Economic Development
 Building and Community Services
 Communications and Marketing
 Downtown Development
 Parks and Recreation

CONSULTANT TEAM

Verdunity
 TBG
 Mobility+ Group

COLOPHON

This document principally employs the typeface Ernestine Pro, designed by Nina Stössinger of FontFont. Headlines and text accompanying many graphics are set in Cubano, designed by Chandler Van De Water.

The document was laid out and typeset by Marshall Hines in Adobe InDesign on Macintosh Computers.

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EXECUTIVE SUMMARY

This is a pivotal time for Waxahachie, as the City continues to experience unprecedented growth. The Comprehensive Plan reinvigorates the City's vision for the future and path forward with the Community's values as its foundation.

This Plan is organized into five chapters; Introduction, Land Use & Growth Management, Mobility & Connectivity, Neighborhoods & Downtown, and Implementation. This document was created with input from the community, including residents, stakeholder groups, City staff, and the Comprehensive Plan Advisory Committee (CPAC). The consultant team identified the City's assets, obstacles, and opportunities through a series of public surveys and meetings with the CPAC during the public engagement process at the beginning of the project. The CPAC drafted the following identity statement during the initial stages of the comprehensive planning process.

IDENTITY STATEMENT

"We value family, responsibility to our community, and inclusivity. We respect our history, nature, and culture – and we are working together to cultivate a vibrant place that is enjoyable and affordable for residents and a true destination that welcomes new people and businesses to our community"

The guiding principles are an extension of the identity statement. They help align the City's growth and development with the community's desires for the future. By making these the forefront of all decisions, the City can drive growth and development in alignment with the City's values and priorities.

GUIDING PRINCIPLES

1

Resource stewardship and fiscally responsible growth ensures a more prosperous community for the long haul.

2

Our historic core is valuable and worthy of investment and incremental improvement.

3

When what we need is closer to home, we need fewer roads and quality of life improves.

4

When housing types are diverse and plentiful, more people can afford to live comfortably.

5

Everyone deserves access to a safe, affordable, and efficient mobility system.

6

Our culture, places, and people form the foundation for a diverse, resilient, and locally-focused economy.

The Plan provides recommendations for the three main components of the Plan; Land Use & Growth Management, Mobility & Connectivity, and Neighborhoods & Downtown. The recommendations are broad yet have a clear direction towards the goal. More specific action items are in the

implementation table in the last chapter of the Plan called “Implementation.” The CPAC, Staff, and consultant team developed each recommendation to carry forward the overall mission of the identity statement.

RECOMMENDATIONS

LAND USE & GROWTH MANAGEMENT

1. Build complete neighborhoods, not just residential subdivisions.
2. Implement new policies to manage and direct growth.
3. Expand the city’s park, open space, and trail system.
4. Calibrate development standards to allow the type of development envisioned within each Place Type.

MOBILITY & CONNECTIVITY

1. Coordinate land use and mobility strategies to create commercial nodes in each quadrant of the City and within neighborhoods.
2. Redesign the 77 corridor to improve traffic circulation, streetscaping, and connectivity.
3. Improve network connectivity.
4. Design neighborhood streets to prioritize people, place, and productivity.
5. Prioritize safe and efficient movement of vehicles on arterials.
6. Maximize return on investment for mobility infrastructure.
7. Provide mobility options for everyone.

NEIGHBORHOODS & DOWNTOWN

1. Maintain the character of Waxahachie.
2. Diversify housing mix to encourage diverse housing types at various price points.
3. Prioritize infill and revitalization to maximize existing infrastructure and public services.
4. Update design standards to preserve historic places and encourage higher quality design standards in historically significant areas of the City
5. Improve and enhance the central core of Waxahachie.

EXECUTIVE SUMMARY, CONTINUED

Research has proven that goals are achieved when they are written down and a strategy to achieve them is established. The implementation table organizes the recommendations by chapter, and there is either one or more actions to achieve each recommendation. Additionally, the implementation table identifies the entity responsible for carrying

out the action and the timeframe in which each should be accomplished. Staff should monitor the implementation table on an annual basis to track the progress of the recommendations and their associated actions. The progress should be presented to City Council for informational purposes periodically.

MOBILITY RECOMMENDATIONS

Recommendation	Action	Type	Timeframe					Department/Entity	
			Always	6 Months	1 Year	3 Year	5 Years	Lead	Support
M-1 Coordinate land use and mobility strategies to create commercial nodes in each quadrant of the City and within neighborhoods.	1 Consider developing design guidelines for 35 and 287 to preserve and enhance the visual aesthetic of these major gateways into the City. Design guidelines should address building and parking placement, signage, and streetscaping.	Guidelines				X		Planning Dept.	N/A
M-2 Redesign the 77 corridor to improve traffic circulation, streetscaping, and connectivity.	1 Consider coordinating with TxDOT to improve the 77 corridor. The City should identify what corridor changes or improvements can improve traffic flow, pedestrian connectivity, landscaping for beautification purposes, and simply better fit into the context of the area it serves. If the City Council considers any future improvements to 77, there should be public meetings to discuss such changes with the public to garner support. It should be noted that this action may require more city funding to hire a consultant to design improvements.	Partnerships					X	Planning Dept. & Public Works and Engineering Dept.	P&Z Commission and City Council
	1 Encourage street stub outs and/or cross access to adjacent undeveloped land with new development to increase connectivity.	Regulations	X					Planning Dept. & Public Works and Engineering Dept.	N/A
	2 Encourage short block lengths and a gridded street pattern with new development.	Guidelines	X					Planning Dept. & Public Works and Engineering Dept.	N/A

The Comprehensive Plan focuses on refining the City’s priorities and desires for the future, while improving its fiscal health. The Plan discusses development patterns and the financial correlation for each. The consultant team conducted a fiscal assessment of various sites in Waxahachie to assist the community make informed decisions on the type of development that generates more value for the City. Not all kinds of development yield the same returns on investment. The City’s most financially productive places, in terms of the property tax revenues per acre, were clustered around historic downtown Waxahachie. Repeated studies across the country have shown that street-fronting businesses on small lots in compact, walkable areas—such as those in downtown—tend to be vastly more productive per acre than the more suburbanized auto-oriented sites with larger lots and dedicated parking areas. The fiscal performance assessments in the Comprehensive Plan highlighted the places that generate sufficient revenue to cover the infrastructure cost to serve them, and which places cost more to serve than they generate in revenue.

The goal of the Comprehensive Plan is to encourage a development pattern that helps the City balance its tax revenues with the cost of public services and its long-term infrastructure maintenance obligations. Oftentimes, the initial cost of roads and utilities are paid by developers. However, the City is then responsible for the ongoing maintenance cost of the streets and utilities after they are constructed, which are funded through tax revenues and other public funds. Communities across the country have welcomed growth with little thought about the long-term financial implications of maintaining the associated infrastructure that comes with growth over time. However, Waxahachie has long thought about the costs to future generations and has sought to approach community development in a more fiscally responsible manner instead of solely relying on tax increases or resorting to cutting public services. With the extensive amount of undeveloped land and infill opportunities, Waxahachie is an optimal time to grow the City’s wealth and prosperity through fiscally responsible development, which optimizes tax revenues, but is in keeping with the character of the community.

Waxahachie is home to several vibrant neighborhoods and is recognized for its rich

collection of historic resources. New development, whether infill or greenfield, should be context-sensitive and fit into the scale and character of existing neighborhoods. Future neighborhoods should exemplify the complete neighborhood concepts in the comprehensive plan, and the quality and design should embrace and carry over Waxahachie’s character and unique charm. As the City continues to grow, Waxahachie must balance revenues, cost of public services, and placemaking efforts that enhance the community character of Waxahachie. In addition, the City will need to monitor its fiscal health by ensuring short and long-term infrastructure maintenance costs stay within the City’s ability to pay for them. Through fiscally responsible development, Waxahachie can be a fiscally resilient, affordable, and vibrant community. By making the identity statement and the guiding principles at the forefront of all decisions, elected and appointed officials can align their efforts for fiscally responsible growth with the City’s values and priorities.



AN INTRODUCTION TO COMPREHENSIVE PLANS

Waxahachie is entering a critical period in its growth and development as a community. The city is experiencing rapid growth, with hundreds of new homes being entitled and built each year. Since the city's last comprehensive plan was adopted in 2016, the population has grown from 34,000 people to over 41,000 (over 20%), and the city limits now span roughly 51 square miles. While this growth has brought more people, businesses, and amenities to the community, it has also increased the amount of services and infrastructure the city is tasked with providing and maintaining long term.

Issues that were mentioned in the 2016 plan such as traffic congestion and the need to diversify housing continue to be present, and by some metrics, have worsened as a result of continuing to build mostly single family detached homes and auto-centric commercial. These tensions and constraints will only get worse without intentional efforts to bridge the gaps.

Where, when, and how the city develops in the next 10-20 years will have a direct impact on the city's long-term fiscal health, affordability, and vibrancy.

This plan has been crafted with a primary focus on leveraging growth and public investments in a manner that incrementally enhances quality of life for residents while also closing the city's resource gaps over time.

Through an extensive process of engagement, the community expressed both their concerns and aspirational vision for the future. This plan was drafted by taking into consideration the needs of a diverse group of stakeholders. Insight from residents, business owners, employees, and organizations throughout Waxahachie are all a part of this document.

Lasting prosperity does not come from endless new growth and expansion. It's cultivated over time by the people living and working in the community.



WHY DO WE NEED A NEW PLAN?



To make growth work for, not against us.

Growth does not always lead to sustainable, inclusive prosperity. In fact, certain types of growth can actually lead to the opposite. Waxahachie's development to date has been a healthy balance of neighborhoods that serve a diverse population in a pattern that is financially affordable, but recent growth pressure has the potential to skew the city's development pattern to one that is more expensive to serve and live in and less inclusive. This process is about deciding what residents want for their community, laying out a framework to manage growth to achieve these outcomes, and most importantly, understanding and getting comfortable with necessary compromises.

To introduce consistency, communication, and accountability that residents desire.

Managing expectations of residents during growth can be extremely challenging, time consuming and frustrating. Establishing a cohesive vision, core values, planning principles, policies and prioritized implementation actions will clarify roles and expectations for City Council, staff, local businesses, and residents and empower everyone in the community to contribute. Action items and decisions will be measured and tied back to this Plan, providing transparency and accountability.

To make the city more proactive, and less reactive.

The absence of current, coordinated plans and development codes has resulted in many decisions and day-to-day activities being reactive. Handling most development projects as planned developments (commonly referred to as PDs) is time consuming for staff, makes it difficult to manage and clearly communicate expectations, and sometimes limits the City's ability to maximize return on investments. Updating the Comprehensive Plan and Development Code to allow incremental and infill development to increase intensity gradually city-wide puts city leaders in a position to streamline permitting efforts and be proactive decision-makers across all aspects of the City's development and operations.

To get more bang for our collective buck.

Infrastructure and development decisions today have financial consequences in the future. Choosing to build in less naturally high returning patterns forces the city to try and find revenue elsewhere. The City has to be especially careful about how limited funds are invested. City leaders need a plan for maximizing the return on investment of the City's resources in a way that increases property values, improves quality of life, and reduces long-term infrastructure liabilities. Otherwise, the City will soon be faced with deteriorating neighborhoods and service liabilities that far exceed the community's capacity to pay for them.

THE MAKEUP OF A PLAN

Leading a city is a daunting task. There are always more demands than resources. As the name suggests, this plan outlines a comprehensive overview of city needs and desires. Then, it outlines the path forward. City officials change over time, so the Plan serves as the constant guide. It expresses the goals and direction of the community, and lays out the “game plan” for making these outcomes a reality. Clear expectations and responsibilities are outlined so meaningful progress can be made.

In Waxahachie’s case, the plan serves both as an educational document which provides a basic understanding of many of the concepts required to understand and interpret the needs of the community as well as an organized series of recommendations and supporting documentation that serve to help make Waxahachie more reflective of its residents and guiding principles. Items like a Future Land Use Map and a Thoroughfare Plan provide specific suggestions on how to improve land use and transportation planning. An

implementation strategy is provided at the end of the plan to establish an action plan to achieve the recommendations and goals for this plan and to move the community closer to its shared vision and identity. The Plan provides the framework necessary to move forward. However, success is wholly reliant on City officials and residents.

The Texas Local Government Code (Section 213.002) allows cities to adopt a comprehensive plan to guide the City’s long-term growth and serve as the foundation for the City’s development code. It serves as a 10-20 year plan that establishes the City’s overall land use pattern, transportation network and water/wastewater infrastructure. The comprehensive plan identifies the lack or availability of resources to manage the anticipated growth in the future. The City can amend and update the comprehensive plan to recalibrate the plan to reflect changes in the City’s growth and development pattern over time.

Who Was Involved?

INPUT & EXPERTISE



Public

The public provided input on the community’s strengths, weaknesses, areas for improvement, and desired future. They also participated in public input meetings and gave feedback on various drafts of the comprehensive plan.



Stakeholder Groups

Interviews with representatives of WISD, and Waxahachie Partnership Incorporated as well as business owners and organization leaders were conducted to get well rounded feedback.



Comprehensive Plan Advisory Committee

The comprehensive plan advisory committee (CPAC) was composed of the Planning and Zoning Commission (P&Z), City Council, and a group of residents appointed by council members serving during the process. The CPAC met to oversee the planning process, and to inform the identity statement, guiding principles, and plan goals. They served as ambassadors of the Plan to ensure the City’s values were reflected and captured in the Comprehensive Plan.

PLAN DEVELOPMENT



Consulting Partner

The City of Waxahachie hired Verdunity to update the City’s Comprehensive Plan. They conducted an analysis of existing conditions, facilitated all project meetings, educated Staff, and CPAC on best practices; and drafted the comprehensive plan.

REFINEMENT & ADOPTION



City Staff

City staff provided ongoing input and review of the planning process and deliverables to ensure the content in the plan is accurate and actionable.



P&Z and City Council

In addition to their role on the CPAC, commissioners and council members were given the opportunity at the end of the process to approve or reject the plan for adoption, with City Council having the final authority to formally adopt the plan.

WHAT IS OUR GOAL, AND WHY DOES IT MATTER?

WE AIM TO ACCOMPLISH...

Understanding our current and forecasting future needs

To remain fiscally solvent, a city must develop in a manner that generates sufficient revenue to cover liabilities, not just today, but in the future.

Telling the story of Waxahachie

Having a clear identity and set of values helps Waxahachie avoid becoming “Anywhere, USA” and distinguishes it from the surrounding communities.

Getting the big stuff right

Creating priorities for land, infrastructure, and economic development decisions is essential. Doing so maximizes return on investment. It also builds a high quality of life today and for years to come.

Establishing clear expectations and consistent, predictable decisions

In this process, elected officials, staff, and other partners will be unified, efficient, and proactive.

Creating an informed and engaged public

Engaged residents support city leadership and bring ideas forward. They actively participate in decisions. They represent their neighborhoods and wishes. Most importantly, they contribute to positive change.

WE DO THIS BY ASKING...

What can the city, and its residents afford?



What defines Waxahachie today, and in the future?



How, and why do we want to grow?



What does a successful implementation program look like?



How do we empower our residents to contribute to this process?



SO WHY DOES THIS MATTER?

It's simple. The future of a city affects everyone within it, from its newest arrivals to lifelong residents. Everyone has a vested interest in making their community the best place it can be to live, work and play.

HOW TO USE THIS DOCUMENT

Basic Organization

This Comprehensive Plan has been organized so as to be useful to the city staff and elected officials who will use the document to underpin and support their day to day work – but special consideration has been made to ensure that the plan is understandable and approachable to the community it aims to serve. The document is organized into three main parts.

INTRODUCTION

The introduction (which you are reading now) is designed to do a few things. First, to give you an understanding of the plan itself; how it was written, who participated in its creation and what it aims to accomplish. It also provides an educational foundation for a number of the concepts that the plan relies heavily on. Namely the concept of fiscal stewardship, and how land use in any community substantially affects the economics of that community.

Finally, the introduction concludes with an assessment of Waxahachie today, how the city has developed over time, how past decisions have affected the City's revenue, services, and affordability, and what generally must be done to put the City on a more financially sustainable path.

MAJOR COMPONENTS

The major components of the plan are Land Use & Growth Management, Neighborhoods & Downtown, and Mobility & Connectivity . A chapter has been dedicated for each of these topics in the Comprehensive Plan.

The **Land Use & Growth Management** chapter establishes the City's overall land use pattern for the next 10-20 years, and identifies the type of development and housing we want to see in the future. It is imperative that we choose options that will make Waxahachie fiscally resilient and this chapter explores a fiscal impact analysis of the chosen long-term growth pattern.

Neighborhoods & Downtown provides guidance on the makeup of different neighborhoods and the elements inside those neighborhoods that will make them successful. How blocks are arranged and pedestrians are accommodated for are considered along with a specific assessment of one of Waxahachie's premiere neighborhoods, Downtown.

The chapter on **Mobility & Connectivity** looks at how the residents of Waxahachie get around and provides a thoroughfare and trail plan that provides for multimodal connectivity across the city. How successfully a community is able to convey people between their homes and the services and activities they use regularly directly affects both the economic productivity of the city as well as the health and happiness of its residents.

WHERE NEXT?

IMPLEMENTATION

The implementation chapter is an action plan to accomplish the recommendations from each plan component. Action items are organized by plan component and identify a department or entity responsible for carrying out each action item.

RESIDENTS

If you are a resident of Waxahachie and reading this document for the first time, it's best to acquaint yourself with the Introduction Chapter, specifically the subsections on The Economics of Land Use, Waxahachie's Identity Statement, and Guiding Principles. These three parts provide the contextual knowledge to help you understand how the plan components (Chapters 2-4) were drafted. Then you can skip around to the specific chapter that you are most interested in to see the direction and plans the city has regarding that specific component.

STAFF

Since much of the day-to-day interaction that staff will have with this plan will be referencing the recommendations, those have been put right at the beginning of each Chapter. The actions that accompany the recommendations are accessed most easily in Chapter 5. Understanding and internalizing the Guiding Principles is also important for staff since new recommendations from staff should always be aligned with making progress toward the community's priority outcomes.

ELECTED & APPOINTED OFFICIALS

As an elected official, you are constantly endeavoring to understand and apply the will of the community to the decisions you are making. The Identity Statement and Guiding Principles form a checklist to evaluate proposed projects against and help inform decisions so that the benefits that may come today are balanced with the values, character, and desired future of the community. Most importantly, understanding how development decisions impact fiscal sustainability and affordability as explained in the Economics of Land Use section is critically important.

DEVELOPERS

The Economics of Land Use section in Chapter 1 and the Chapters Land Use & Growth Management (2), and Mobility & Connectivity (4) will contain a great deal of relevant information to provide an understanding of how Waxahachie wants to grow. Understanding the Identity Statement and Guiding Principles can help to align your projects with the broad directional statements that are at the heart of Waxahachie's focus for the future.

UPDATING THE PLAN

This plan, and all of its components should be systematically reviewed and updated to reflect the changing nature of the City of Waxahachie and its goals. However, no component of the Comprehensive Plan should be altered or updated without first considering its correlation to the vision statement and guiding principles. These foundational elements of the plan are a representation of what's important to the residents of Waxahachie.

Recommendations and their accompanying actions are the items which will need the most frequent review. As existing recommendations are achieved, new ones should be introduced that move Waxahachie toward the future imagined in the Guiding Principles. Staff will be the most common source of these updates as their on-the-ground work provides an exceptional vantage point

to see where new work needs to be done to improve the community. City Council should also review recommendations yearly to see how progress is being made and if necessary, suggest additions. Though these two groups are the most likely ones to suggest changes to recommendations, public input should be gathered on a regular schedule to help inform staff and Council's work. A low-overhead way of doing this would be to solicit feedback on a specific organizational component during high-turnout public events. Regardless of the source, it's imperative to ask two questions when weighing new recommendations. First; Does this recommendation align with the identity and guiding principles that the community has identified? Second, does this recommendation align with the fiscal goals of the City in the short, and long-term?



Writing Meaningful Recommendations

Recommendations are broad, but they are clearly directional. They suggest a large goal that will help to move the community toward the Identity Statement in a manner that adheres with the Guiding Principles. They are aligned with a specific Chapter. They do not include individual tasks. For example, a good Land Use & Growth Management aligned recommendation might be: “Implement a logical growth boundary to focus future development within existing service areas.” Whereas a recommendation that is too prescriptive would be: “Do not allow high intensity uses east of US 287.”



BROAD DIRECTIONAL RECOMMENDATION 1



BROAD DIRECTIONAL RECOMMENDATION 2



BROAD DIRECTIONAL RECOMMENDATION 3



BROAD DIRECTIONAL RECOMMENDATION 4



BROAD DIRECTIONAL RECOMMENDATION 5



BROAD DIRECTIONAL RECOMMENDATION 6

Writing Useful Actions

Actions are specific tasks that serve to accomplish recommendations. It is easy to think of these as a checklist that, when finished, allows the community to call a recommendation complete. For example, using the growth boundary recommendation previously mentioned could have the following actions:

1. Identify geographic features that create logical and natural boundaries city-wide
2. Identify all areas of the city that can be currently served by city W/WW within 100'
3. Draw a boundary that takes into consideration these two factors that produces the smallest land area.

Each of these actions are tasks that staff can follow specifically to produce the outcome recommended.



ACTION 1

Specific Achievable Task



ACTION 2

Specific Achievable Task



ACTION 3

Specific Achievable Task



ACTION 4

Specific Achievable Task



Successfully completing all actions should mean that the recommendation has been fulfilled.

THE PLANNING PROCESS

Phasing

This Comprehensive Plan was broken up into five major phases. Major milestones in each phase are listed on the right side of this page. After adoption of the plan, successful implementation and meaningful and measured refinement should take place over time.

Community Engagement

A variety of methods were used to collect input and feedback. The engagement program was intentionally organized to balance information sharing (education and awareness), information gathering (listening), and two-way discussions to explore topics in more detail and capture context. Options were also balanced to provide opportunities for the community to engage online, in person in group settings, and through private one-on-one discussions. Most importantly, multiple presentations and discussions were held early in the process to explain connections between past development and current infrastructure and resource challenges. These discussions and the accompanying land use fiscal analysis have been used at multiple points in the process to bring people and perspectives together and build consent around the strategies Waxahachie will need to embrace to become a more financially resilient and prosperous community.



HOW ENGAGEMENT INFORMED THIS PLAN

**VIBRANT
COMMUNITY
ASSESSMENT**



**BASELINE
ESTABLISHED**

**SURVEYS &
COMMUNITY
MEETINGS**



ASSETS

IDENTIFIED


OBSTACLES

**CPAC, PLANNING
& ZONING, AND
CITY COUNCIL**



REFINED INTO

“  **”**

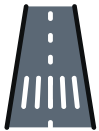
& 

**IDENTITY
STATEMENT** **GUIDING
PRINCIPLES**

INITIAL BASELINE

Resident Survey

A community wide survey was completed by ETC Institute in April 2021. Results were presented to city leaders just as the planning process was beginning and a copy of these results are in the appendix of this document. This survey represented a deep-dive into a broad range of topics and was used as the starting point for development of this plan. Over 80% of residents said they were satisfied or very satisfied with Waxahachie as a place to live and raise children, and the City ranked well above state and national averages for the quality of city services and customer service from city employees. Top community priorities in this survey included:



**CITY STREETS
AND SIDEWALKS**



**OVERALL EFFECTIVENESS
OF CITY COMMUNICATION
WITH THE PUBLIC**



**OVERALL
ENFORCEMENT
OF CITY
CODES AND
ORDINANCES**



**OVERALL
QUALITY OF
CITY WATER
& SEWER
FACILITIES**



**OVERALL
QUALITY OF
POLICE, FIRE,
& EMERGENCY
MEDICAL
SERVICES**

Vibrant Community Assessment

This assessment provided a starting place to understand the community's positions on a number of issues. In June of 2021, residents across the city provided answers to 11 questions on a 10-point scale. These questions are listed below with the average score they received. The first number is how the question scored with council and staff, and the second number is how the community responded.

	STAFF	RESIDENTS
1. How engaged are your community's citizens?	4.2	3.9
2. How likely is it that young people will live and work in the community after graduating from high school or college?	4.3	4.1
3. How attractive is your town to new businesses and/or talent?	6.1	5.3
4. How strong is your education system?	7.1	6.6
5. How vibrant is your downtown?	8.0	6.6
6. How successful are you at getting wealth off the sidelines and encouraging people to invest in the community?	5.9	4.9
7. How easy is it to create and run a small business in your community?	6.9	5.3
8. How likely are small business owners to receive the training and development they need to thrive long-term?	5.6	4.7
9. How proficient is your community at measuring, tracking, and reporting outcomes and results and making objective decisions based on them?	6.1	4.6
10. To what extent are local government entities aligned and successful at working together to create a better quality of life for your community?	6.8	5.2
11. How committed are you to making your community the best it can be?	9.4	8.1

DIRECT COMMUNITY FEEDBACK

Survey Quotes

The consultant team conducted the Community Assessment Survey between July and August 2021. The survey consisted of a total of 18 questions. A copy of the survey results is in the Appendix. Collectively, the survey results informed the consultant team of the City's opportunities and challenges. Based on the responses for question 11 (Please describe what you feel is the City's biggest opportunity to

improve?) and question 12 (Please describe what you feel is the City's biggest challenge?), survey respondents were most concerned with: the pace of growth, infrastructure, traffic and congestion on 77, lack of commercial services, lack of communication, and the need to manage property taxes. Below are quotes from these survey questions.

THE PACE AND PLACES OF GROWTH

"Quite a bit of growth is planned, including thousands of new homes and citizens. Is there a plan to create water to supply these new homes, businesses and citizens?"

TRAFFIC & CONGESTION ON HWY 77

"Provide infrastructure to improve traffic patterns"

LACK OF COMMUNICATION WITH THE CITY

"Improve communication between citizens and local government"

INFRASTRUCTURE

"Make sure infrastructure is keeping up with growth."

LACK OF COMMERCIAL SERVICES

"No shopping diversity and not enough grocery stores to accommodate us"

NEED TO MANAGE PROPERTY TAXES

"Property taxes are taxing long-standing citizens out of their homes"

IDENTIFIED ASSETS

Assets

In the same survey, respondents identified these elements which were most unique and valuable to Waxahachie. These elements can be viewed as building blocks upon which we can build Waxahachie's future. The list is ordered by the number of mentions of each asset.

1. History and Culture

When you visit Waxahachie, you immediately get a sense of the community's past. There are many neighborhoods filled with well preserved historic homes. Continuing to preserve and enhance the city's historic buildings and places is important to current residents, but also serves to attract new residents and tourists to the community.

2. Downtown

Waxahachie has one of the more successful and thriving historic downtowns for communities of similar scale. Continuing to cultivate the development and evolution of this area without compromising its unique character is important.

3. Small Town Feel

Waxahachie has been, and continues to be a tight-knit community. The relationships, diversity, and shared values of those who have lived here are important, but as the city grows, it's becoming more difficult to maintain this culture. Those living here want to protect this culture while still embracing growth.



4. Natural Amenities

The mature tree canopies and undisturbed creeks and floodplain corridors present a distinct contrast from much of the DFW Metroplex. These natural resources must be protected and integrated into the design and buildout of the community.

5. Location

Waxahachie is in the center of one of the fastest-growing regions in Texas. It is an attractive destination for future residents, businesses, and tourists since Waxahachie is the county seat for Ellis County and is less than 30 miles from Dallas.

OPPORTUNITIES

Places we can Improve

Opportunities for improvement were compiled from discussions with residents and stakeholders at community meetings and during stakeholder one-on-one meetings throughout the planning process. As is noted in this section, the residents made it clear - Waxahachie has some challenges. However, these challenges present even more opportunities.



More, Diverse Businesses

Residents expressed the desire for more local businesses and entertainment options, as well as more diverse industries and employment options that would enable them to work closer to home. Waxahachie's location and culture will continue to make it attractive to larger businesses, and land is available for businesses with different needs. At the same time, residents also stated they would love to have more of their daily needs located closer to home. Continuing to recruit and cultivate a mix of businesses and distribute them throughout the different geographic areas of the city will help support a transition to complete neighborhoods and reduce traffic in the 77 corridor.



Expand Downtown

Residents stated that while the downtown is a destination on weekends and evenings, additional businesses and programming would help make it more vibrant seven days a week and throughout the day. As a result of COVID and the place-based economic development movement, many businesses are looking to locate in vibrant, walkable downtowns and local businesses can start small there with a lower barrier to entry.



Diversify Housing and Neighborhoods

One of the strengths of Waxahachie has been its housing diversity. The older parts of the city have a wide range of housing types at a range of price points, which has provided more affordable housing for some, and high-end, high value historic homes for others. This mix of housing and neighborhoods has kept Waxahachie affordable, inclusive, and unique up to this point, and serves as a blueprint for future development if the city wants to maintain its identity and values into the future.



Embrace Nature and Active Living

While Waxahachie has some nice natural areas and public parks, residents are hungry for more. Surveys and interviews indicated an interest in having access to more parks and public spaces within neighborhoods, as well as preserving natural areas for trails and other passive recreation activities. Residents would like a well-planned network of trails for commuting and recreational purposes.

THE ECONOMICS OF LAND USE

Where, when, and how a city develops has a direct impact on a city’s fiscal health. The form and process by which property develops in a community is what is called a development pattern. Different development patterns come about because of varied wants, needs, and desires amongst community leaders, residents, and developers. Below are three of the common development patterns seen in Texas and across the United States: rural, urban, and suburban. Each of these patterns accommodates a certain amount of people, requires different amounts of infrastructure and public services, and consumes varying amounts of land.

Understanding the economic constraints these patterns present is key to helping build a resilient and fiscally sustainable place. The economics of land use, at a high level, pertains to how these different development patterns generate revenue back to the city in the form of property tax, sales tax, and other revenues and similarly generate costs and liabilities in the form of services and infrastructure that require maintenance over time. To be financially sustainable, a City’s development pattern must generate sufficient revenue to pay for public services (such as public safety, recreation facilities, and administration) and infrastructure (streets, drainage, utilities), not just today but over time.

RURAL



VALUE PER ACRE	LOW
INFRASTRUCTURE COSTS*	LOW
SERVICE LEVELS	LOW
POPULATION PER ACRE	LOW
COST PER HOUSEHOLD	LOW

SUBURBAN



VALUE PER ACRE	MID
INFRASTRUCTURE COSTS	HIGH
SERVICE LEVELS	HIGH
POPULATION PER ACRE	MID
COST PER HOUSEHOLD	HIGH

URBAN



VALUE PER ACRE	HIGH
INFRASTRUCTURE COSTS	MID-HIGH
SERVICE LEVELS	HIGH
POPULATION PER ACRE	HIGH
COST PER HOUSEHOLD	LOW-MID

* Low when city services are not extended.

THE SUBURBAN GROWTH EXPERIMENT

Densely packed buildings and narrow/gridded streets were constructed in the past because it was the most cost-effective way of growing and commuting. Before the automobile, people walked and biked to their destination, making this compact and dense development pattern more desirable. Additionally, it was more cost-efficient to build upon the existing infrastructure instead of expanding it, especially since growth happened when the demand and money were available. Consequently, development focused on creating an environment on a human scale conducive to pedestrians.

When the automobile was invented, it led to what engineer and Strong Towns founder Charles Marohn coined the “suburban experiment.” The creation of the highway system, increasing car ownership, and mass-scale housing programs rolled out after

WW2 combined to create a new environment where developers were able to purchase and develop land out on the edge for fairly low costs, and the suburbs were born. Streets and buildings became more spread out than ever before, and residential, commercial, and other uses were separated. Fewer buildings were designed with unique character and built to last. Instead, they were mass-produced to be more cost-effective and resulted in today’s “cookie-cutter” homes. An example is when we see multiple homes with the same design, and there is no variation in architectural design within a subdivision. And unlike the previous growth pattern before the automobile, cities began to see massive amounts of housing, streets, and infrastructure being built over a much larger service area over a short amount of time - typically just one or two decades.

WAXAHACHIE AS IT LOOKED IN 1953



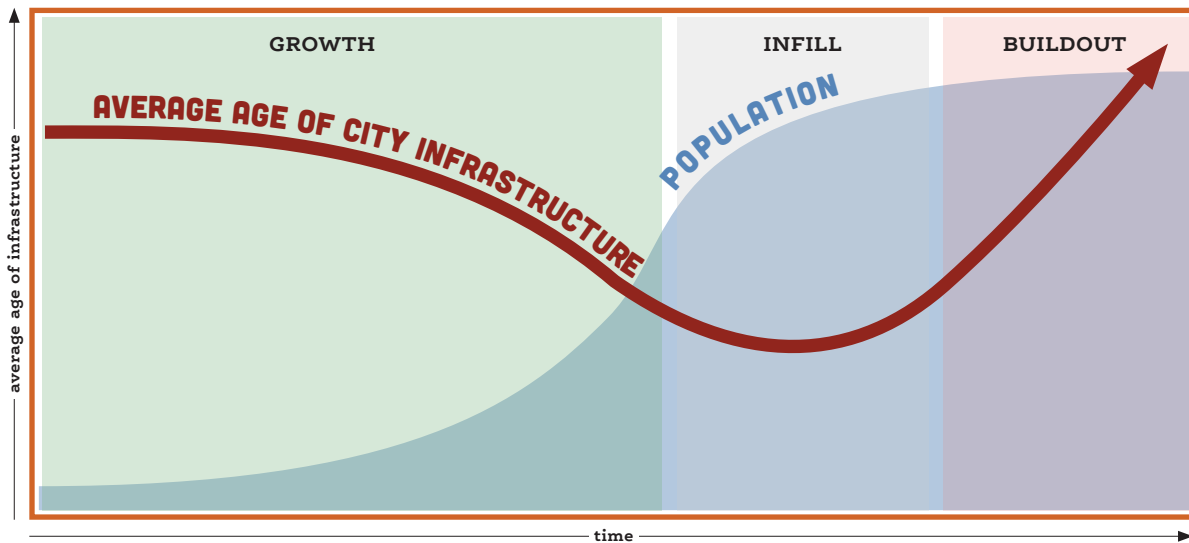
SOURCE: USGS

THE EFFECTS OF RATE AND PATTERN OF GROWTH

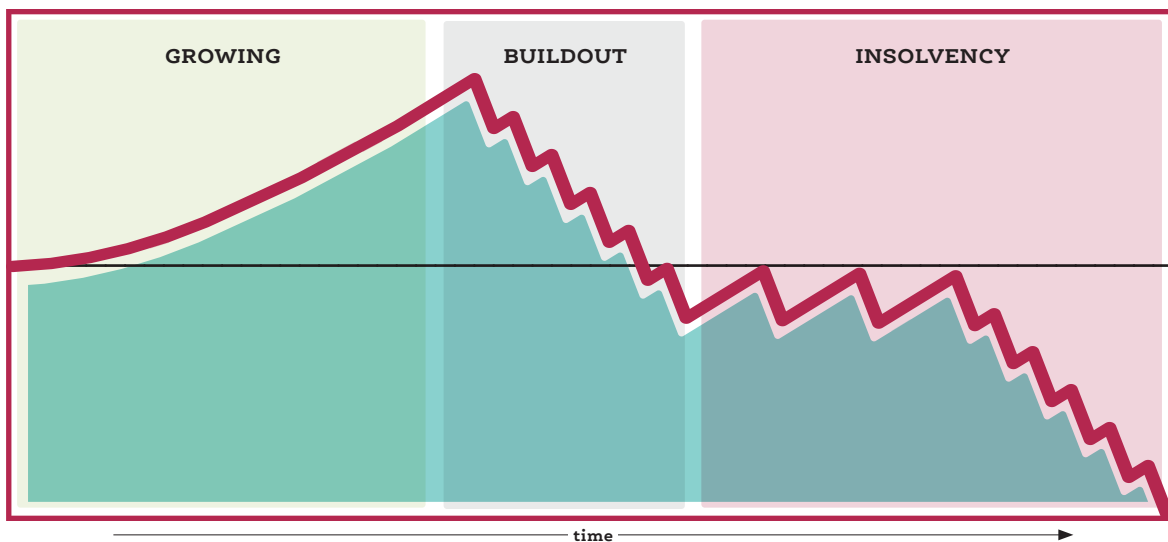
As the suburban growth model caught on, cities across the country began to embrace and incentivize rapid growth without fully considering long-term impacts. Private developers built subdivision after subdivision, putting in miles of new infrastructure “at no cost to the city!” and selling cities on the additional rooftops and tax revenues. This creates what Marohn refers to as an “illusion of wealth”, where the overall look and feel of the community is new and affluent. During this time, there is also typically pressure to keep property taxes down and sales tax revenue will fluctuate up and down based on market conditions and demand.

and expand, development and the revenue boost from the additional homes and businesses slows down, but the neighborhoods, facilities and infrastructure built decades prior by developers have reached the end of their life cycle and are in need of replacement. Community leaders are left struggling to keep up with basic service, employment and lifestyle expectations with limited resources. This starts a cycle where cities fix what they can, and defer what’s left, and eventually ends in neighborhoods deteriorating to the point where those with the ability to do so move out, while those less fortunate are forced to remain in an environment of decline and neglect.

Today, the significant costs of this approach are revealing themselves. As cities continue to age



As a city reaches full build-out, it is essential for infrastructure maintenance costs to stay within the population’s ability to fund those costs. If not monitored, infrastructure costs can quickly outpace the City’s ability to maintain them.



While a city grows, new revenue comes in while no major maintenance is required. But when a city stops growing and major infrastructure repairs are needed, initial gains are quickly lost. And even if growth returns, if the development pattern remains, it is impossible to recover from mounting losses.













RESOURCE CONSTRAINTS

How healthy are we right now?

In today's environment, most residents are not willing and/or able to pay more in property taxes or fees, but cities don't have the revenue needed to cover basic services and infrastructure maintenance. Each year, maintenance liabilities and resource gaps grow, and residents' concerns over property taxes and being priced out of their homes do as well. Recent state legislation to cap

property taxes and limit annexation and local control of building regulations has only increased this tension.

There are generally three scenarios that cities find themselves in when it comes to their position on the growth curve and how they are managing the resource gap:

	 Services	 Infrastructure	 Revenue	
Scenario A IN GOOD SHAPE				The city has quantified service costs, knows what its infrastructure liabilities are, and has a good clear plan to generate enough revenue to pay for those things - all while staying within the limits of what the residents there are willing and able to pay for.
Scenario B DOING OK FOR NOW				These communities tend to be in the middle of their growth phase. Older parts of the city require maintenance, but revenue from new growth is covering these costs. The wave of infrastructure reconstruction costs has not hit these communities yet, but is looming out in the future.
Scenario C ALREADY RUNNING BEHIND				These are older cities where there is limited growth, and oftentimes decline. Large areas of the city are past their initial life cycle and in need of repair. There are neighborhoods beginning to decline and there is no clear plan for how the city is going to address those needs.

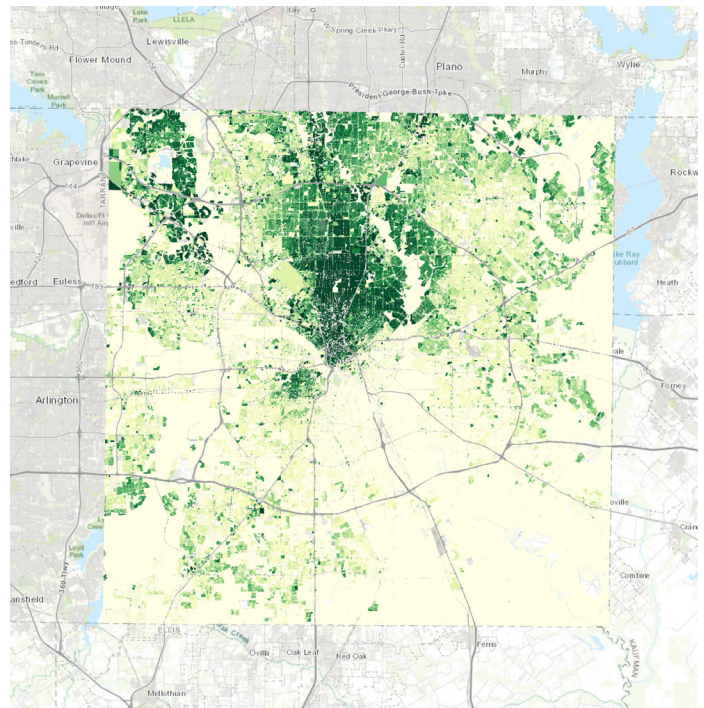
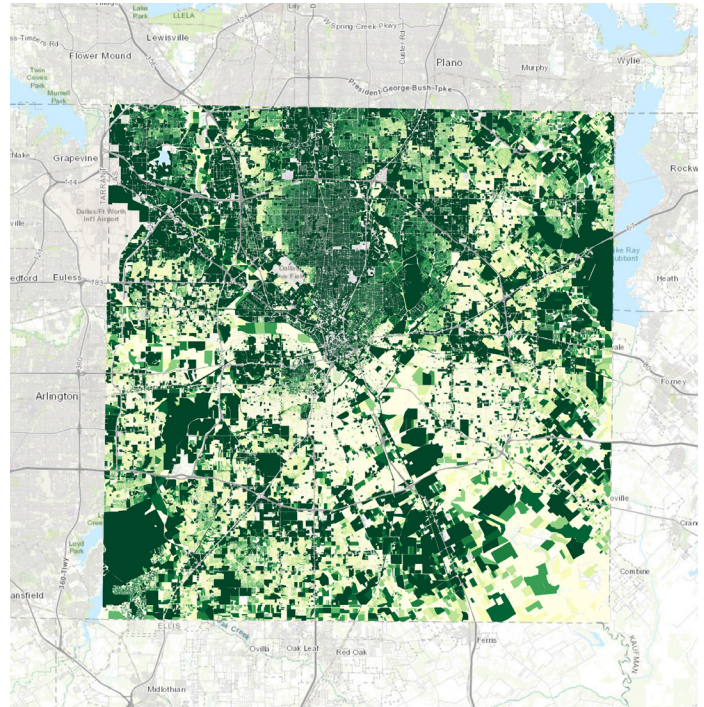
LAND USE FISCAL ANALYSIS

Why It's Important

In order to align development, services, and revenues, cities need a common language to discuss common problems and find common solutions. Land use fiscal analysis is a powerful tool that can help frame discussions and inform decisions about land use, development, infrastructure, and budgeting. Land Use Fiscal Analysis is a parcel-level analysis of the property taxes (levy or revenue) and general fund service costs for real property throughout the city. The analysis uses property tax revenue per acre and net revenue per acre on a parcel-level to map the net fiscal productivity (parcel revenue to the city minus service costs) of every property in the city. By quantifying and mapping revenues and costs on a parcel and per acre basis, we are able to see how various land uses and development patterns perform in relation to one another. The analysis also illuminates which parcels generate sufficient property tax revenue to cover the costs to serve them, and which parcels cost more to serve than they generate in revenue, thereby requiring subsidies from other parts of the city and revenue streams.

Measuring the Value of Development Patterns

Not all kinds of development yield the same returns on investment. Our most financially productive places, in terms of the property tax revenues they bring in per acre, tend to be clustered around our older downtown developments and walkable neighborhoods. Repeated studies across the country show that street-fronting businesses on small lots in compact, walkable areas—such as those along Main Street—tend to be vastly more productive per acre than the more suburbanized auto-oriented sites with larger lots and dedicated parking areas. Very little infrastructure cost is associated with this Main Street-style development, and units can easily adapt to different uses. Contrast this with the big-box-and-strip-mall approach, which eats up valuable land for diminishing returns, requires significantly more infrastructure, and is particularly inflexible to reuse.



At the top of the page, a parcel level analysis of Dallas County assessed values. This map shows “Value” spread fairly evenly across the county. But in the second map where we see the parcels represented with a value per acre of land it becomes clear that the urban core of Dallas county is where substantial value is.

CREATING A FISCALLY INFORMED PLAN

This document is intended to be a plan for the future of Waxahachie that is directly informed by, and adapted to, the fiscal realities of the community. Intentionally guiding development and redevelopment into certain areas of the city and in certain patterns can increase revenues, reduce service costs, and close the city’s resource gaps over time. In order to create this type of plan and recommend strategies to ensure a resilient future for Waxahachie, there are a few questions to consider:

1

What policies support a fiscally productive and resilient pattern?

This is critical. In many places across the country, the patterns that are most fiscally productive for a city can no longer be built under the current code and design standards. Refining and re-framing these policies to make it possible to build in this more productive way is one of the things we will explore in this Comprehensive Plan.

2

How are the current development patterns in the city performing?

Providing a financial report on a more frequent basis to show how different land uses and development patterns are performing will inform the City on each development type’s financial gain or loss and how it is contributing to the City’s overall fiscal health.

3

What people and organizations can partner with the city to build quality infill and small projects?

Historically, development was completed by local developers. Over the past 60 to 80 years much of the explosive development seen in the United States, and very specifically in north Texas, has been undertaken by ever larger multi-regional and national development firms. For Waxahachie to thrive and sustain itself, it is important to foster and bolster local development talent by providing them with the means to be successful in the community. This means that the City needs to explicitly seek out the locals that are willing to build one building, one parcel, or one block at a time and connect them to the resources they need to be successful.

4

How can the current development pattern change to provide more value per acre?

The fiscal analysis identifies the properties with the highest and lowest values per acre. A high value property generates sufficient property tax revenues to cover the costs to serve them. A low value property costs more to serve than it generates in revenue. Understanding the financial impact of each development type will help the City to capitalize on infill, redevelopment or greenfield opportunities to maximize the City’s return on public investments and offset the service costs of under performing development.

HOW COMMERCIAL PATTERNS AFFECT PROPERTY TAX LEVIES

SUBURBAN RETAIL



TRADITIONAL MIXED-USE



**61.2
ACRES**
**\$67.1M
ASSESSED
VALUE (2021)**
**Waxahachie
Towne
Center**

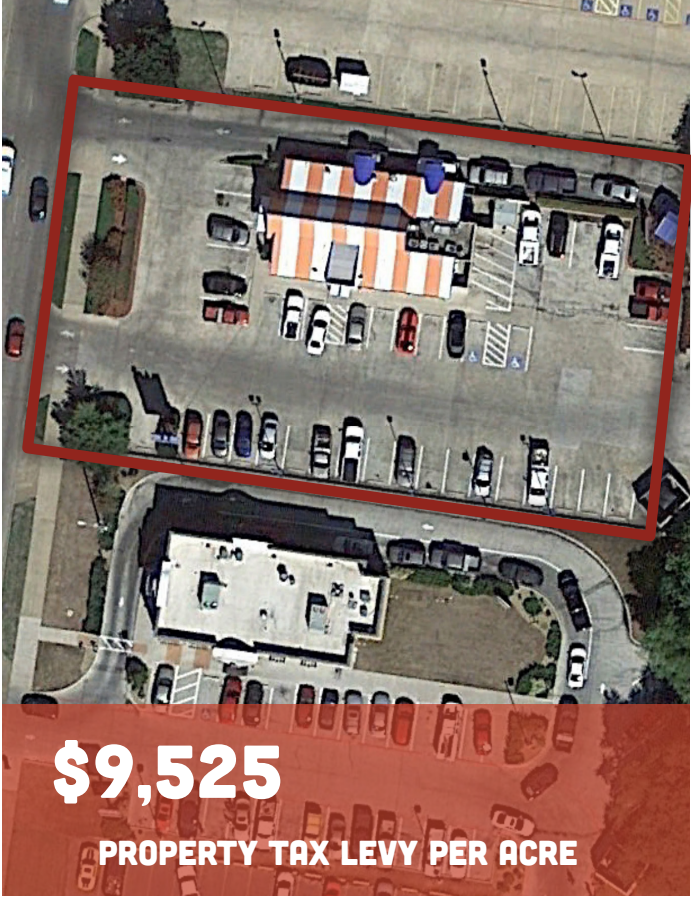


**47.5
ACRES**
**\$109.5M
ASSESSED
VALUE (2021)**
**Downtown
Waxahachie**

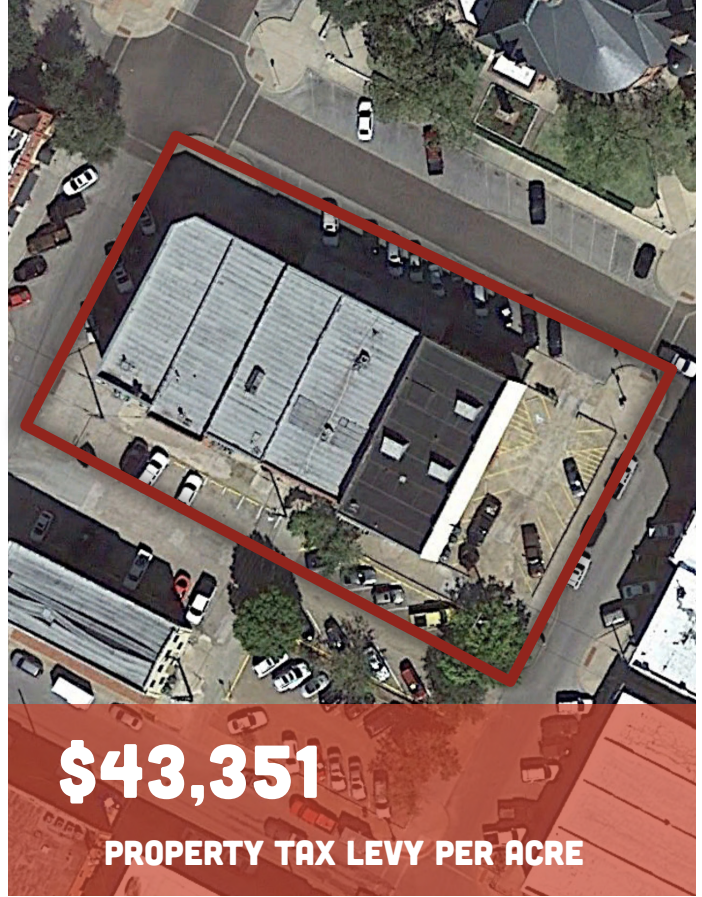
NOTE

Older neighborhoods are, or can be, some of the most fiscally productive for the city in terms of tax revenue per acre while also continuing to be affordable due to the smaller lots and buildings. In decades past, tearing down aging structures and starting fresh was the desired approach, but the rise of small developers across the country has proven that these places can be improved incrementally and inexpensively and provide a much better return for the community with very modest investment.

SMALL PAD RETAIL

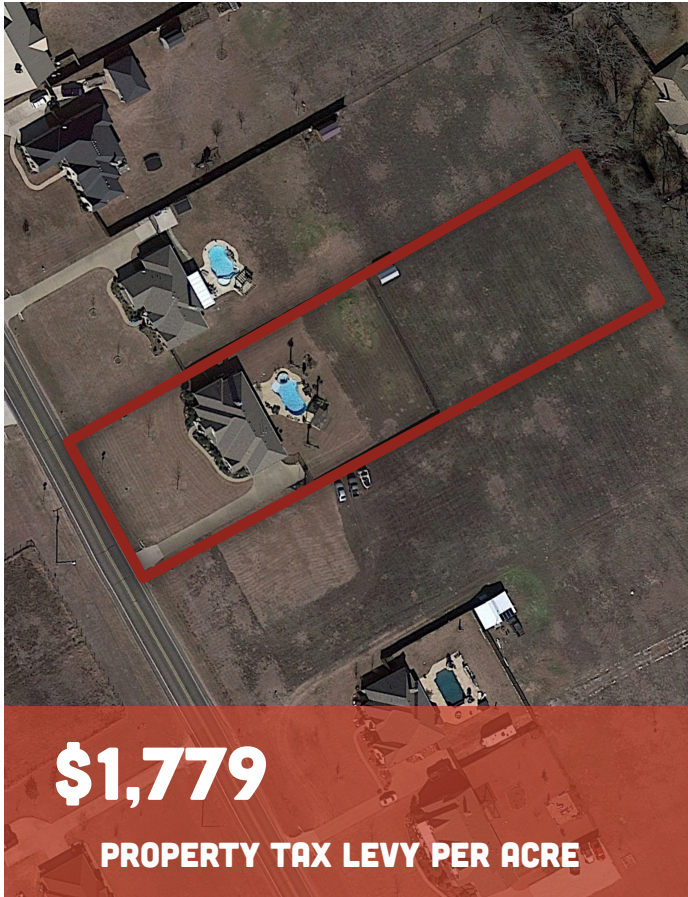


DOWNTOWN HALF-BLOCK

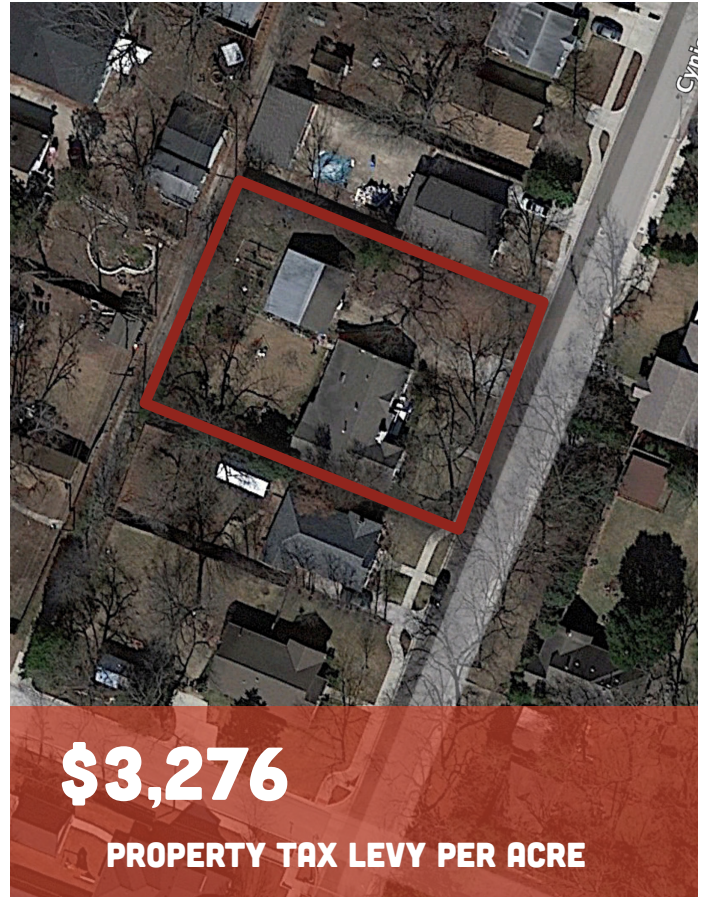


HOW RESIDENTIAL PATTERNS AFFECT PROPERTY TAX LEVIES

RURAL WITH INFRASTRUCTURE



SUBURBAN



**1.5
ACRES**

**\$410,020
ASSESSED
VALUE (2021)**

**Howard
Road**



**.43
ACRES**

**\$213,450
ASSESSED
VALUE (2021)**

**Cynisca
Street**

NOTE

As development patterns become more compact, levy per acre increases. It is important to understand though, that the highest value places, the ones whose levy per acre is 'off the charts' include much more than just compactness as their identifying feature. They are in walkable, mixed use neighborhoods where things like parking, public places, and green space are designed and integrated in a manner that enhances quality of life for everyone in the area. This enhanced quality of life drives values up, while the compact development pattern keeps property affordable without overburdening the tax payers. Additionally, levy per acre here was calculated by using the adopted tax rate in 2021 of \$0.66/100 of valuation. This is meant to show a representative value, but does not account for homestead or other text exemptions on these specific properties.

COMPACT SUBURBAN



URBAN TOWNHOMES



**.14
ACRES**

**\$236,630
ASSESSED
VALUE (2021)**

**Overland
Drive**

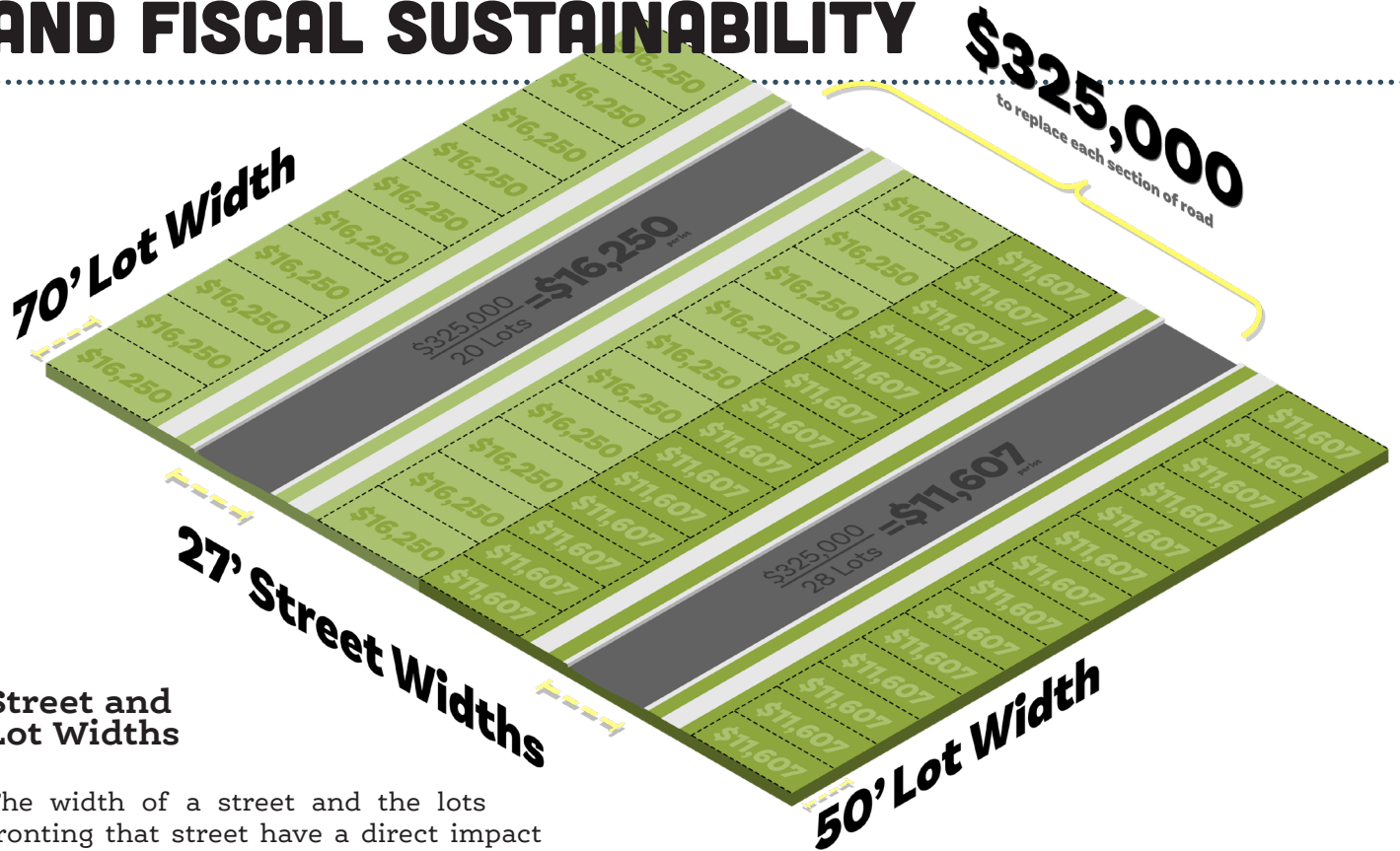


**.23
ACRES**

**\$1,592,520
ASSESSED
VALUE (2021)**

**Downtown
Waxahachie**

FACTORS AFFECTING AFFORDABILITY AND FISCAL SUSTAINABILITY



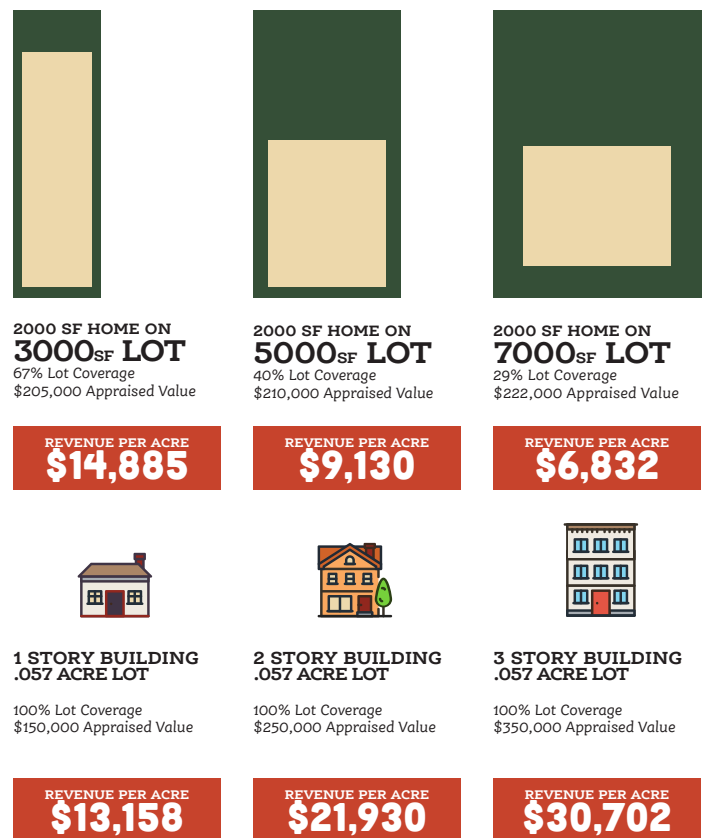
Street and Lot Widths

The width of a street and the lots fronting that street have a direct impact on the cost burden per lot or household to maintain the street. The wider the street, the more expensive it is to maintain and rebuild - at minimum, asphalt roads cost \$500,000 per 11'-lane mile. But concrete streets and other factors like sidewalks, street trees, and drainage can bring costs up to \$1.5M per lane mile.

A lot's share of the replacement cost is impacted by the number of properties fronting the street. Higher lot widths (70' in this example) reduce the number of lots fronting the street and result in a higher share of the street cost per lot, whereas lower lot widths (50' in this example) create more lots on the street and reduce the cost share per lot.

Building Coverage and Height

Taxable value can also be increased based on the building configuration on the lot. Put simply, the more building we put on a lot in both footprint and floor area (via multiple stories), the more taxable value is generated. Requirements for parking and open space can limit the buildable area for a site, so it's important to explore strategies for shared parking, stormwater management (regional detention), and parks and open space to find an optimal balance between land usage, revenues, and costs.





THESE HALF-BLOCKS HAVE IDENTICAL

- SIDEWALKS
- CURBS
- WATER
- SEWER
- STORMWATER
- TREES
- UTILITIES
- STREETS
- TRAFFIC LIGHTS
- STREET LIGHTS
- TRASH
- POLICE
- FIRE SERVICE
- SCHOOLS
- BLOCK SIZE
- CHARACTER

**COST BURDEN
SHARED BY 9
HOUSEHOLDS**
11.1% of total per
household

39%
LESS EXPENSIVE
PER HOUSEHOLD

**COST BURDEN
SHARED BY 2
HOUSEHOLDS**
50% of total per
household

Intensity of Development

The intensity of a development pattern has a major influence on its ability to remain solvent. In the graphic above, Kronberg Urbanists + Architects illustrate how two similar blocks will have the same infrastructure costs associated with them. Both will need access to power, water, and wastewater infrastructure, and services like fire and police at equal rates. But one block spreads the cost of that infrastructure over two properties, and the other across many more. This translates to a wildly different tax burden for the residents of the lower block versus those on the upper block.

Housing typologies like Accessory Dwelling Units (ADUs) and duplexes have the added benefit to owner occupants of creating a revenue stream that can make it easier for them to age in place.

It's common for residents to believe that infill development like we see above results in a crowded and unpleasant neighborhood. But what is clear from this scale illustration is that a higher intensity of development can feel just like the streets that many of us grew up on, as long as the building form is scaled to the humans that inhabit it and the features of a great neighborhood are a part of the design. Great neighborhoods prioritize pedestrians by providing interconnected sidewalks, street trees for shading, and safe crosswalks.

WAXAHACHIE'S IDENTITY

Elements of Our Identity

The elements below represent the distillation of the concepts, ideas, and discussion that came out of the public engagement process for this Comprehensive Plan. It is made up of three parts; Values, Assets, and Aspirations. When these items

are put together it gives a clear and meaningful picture of how the residents of Waxahachie see themselves and their community now, and how they wish to be in the future.

VALUES A shared collection of things that matter to us.

1. Family and faith
2. Fiscal responsibility
3. Diversity and inclusion

ASSETS The elements we want to protect and improve.

4. Historic core
5. Natural amenities (trees, creeks)
6. Diversity of housing
7. Heritage and culture

ASPIRATIONS What we want to be tomorrow.

8. Culture of trust and collaboration
9. Vibrant downtown core that is the economic, cultural, and social heart of the community
10. Balance of quality of life and affordability
11. Growth that benefits the people and businesses here
12. Regional hub and destination

Our Identity Statement

This statement was built by taking elements seen on the previous page and crafting them into a single sentence which is simple and memorable. This statement strives to encompass the nature of Waxahachie as its residents see it.

Throughout this plan you will see recommendations for improving Waxahachie. Each of those recommendations has been vetted by asking “Does this align with the identity of the community?”

“We value ¹family, ²responsibility to our ³community, and ⁴inclusivity. We respect our ⁵history, ⁶nature, and ⁷culture – and we are ⁸working together to cultivate a ⁹vibrant place that is ¹⁰enjoyable and ¹¹affordable for residents and a true ¹²destination that welcomes new people and businesses to our community.”

GUIDING PRINCIPLES



Resource stewardship and fiscally responsible growth ensures a more prosperous community for the long haul.

Stewardship at its core is a dedication to taking care of something. In this case, Waxahachie and its residents have identified that stewarding their resources in the short and long-term is a fundamental part of how they want to operate.

The community wants to grow in a way that benefits current residents and businesses, and strengthens the community's vibrancy and relevance over time. To do that, it will be imperative to manage development and capital investments in a manner that guarantees the city has the resources it needs to maintain and eventually replace the infrastructure that underpins the built environment in and around the city. In simple terms, this means the city will seek to improve development to provide a better return on its investment and to align the services that they provide with what the community is willing to pay for.

Resources are not only financial. Waxahachie is committed to protecting and preserving its natural resources as well. Ensuring that the community has access to the scenic and natural qualities in and around Waxahachie is paramount to success.



Our historic core is valuable and worthy of investment and incremental improvement.

Waxahachie's Downtown, historic homes, and original neighborhoods are the foundation of the community's culture, identity, and fiscal health. Continuing to invest in the city's historic core is critical to strengthening the community's culture, expanding local businesses and events, and diversifying housing options and price points. Downtowns and the neighborhoods surrounding them are becoming increasingly popular for retirees, young professionals, and couples interested in living and participating in an environment where most of what we need is within walking distance and maintenance of large yards or multiple automobiles is not required. However, because of this pent up demand for these places, it is also important to manage the rate and scale of development in these areas, as too much too fast would almost certainly jeopardize the character and affordability for those living and working here.

Small development principles that prioritize infill, organic growth, and incremental improvements to add people, buildings, and affordable space at a scale and pace that doesn't conflict or disrupt the existing character of surrounding properties is key to avoiding skyrocketing property values and gentrification. Additionally, these areas are ideal for strategic programming and pop-up activities that can be used to activate vacant spaces and test out ideas before investing more significant resources.



When what we need is closer to home, we need fewer roads and quality of life improves.

Quality of life is measured at the neighborhood level. Personal safety, exercise, personal education and experience, and access to basic needs are all impacted directly by where we live, who lives around us, and how long it takes to get to things. The auto-centric development pattern prioritized for the past 70 years directly impacts many of these basic human needs, mostly in a negative way, as most of these needs have been designed to be within a 15-20 minute drive.

Intentionally shifting development to prioritize complete neighborhoods where the majority of daily needs are available within a 15 minute walk or bike ride puts quality of life back at the forefront. A well designed mix of residential, commercial, and recreational uses together in close proximity improves quality of life for those in the neighborhood, but it also helps to address larger citywide issues like traffic congestion, infrastructure costs, and keeping housing and city services affordable.



When housing types are diverse and plentiful, more people can afford to live comfortably.

The combination of market pressures and rising municipal service costs is going to continue driving the price of single family homes upward. Additionally, it's important to understand that not everyone can afford or wants to live in a detached single family home in an exclusively residential neighborhood. As demographics shift to a more balanced mix of ages, interests, and incomes, more people are looking for options that are more affordable and/or in a different context, such as a duplex or small cottage that's more affordable due to the smaller size, or upscale urban living and townhomes that are more expensive but in a walkable, mixed-use context as discussed previously.

A critical piece of the puzzle required to keep housing affordable for everyone in a community is to build and maintain a mix of options both in typology and context. Having different options allows people to choose where and how they want to live at a cost they can afford, and spreads the market demand out over different types versus artificially driving up demand for any one type. It also provides people at different ages and stages of life the ability to move around as their needs evolve and still remain in Waxahachie.

GUIDING PRINCIPLES, CONTINUED



Everyone deserves access to a safe, affordable, and efficient mobility system.

To the vast majority of people, the single most important element in a transportation network is how safe it is. Yet, fatalities of pedestrians are rising. Put simply, we can't say our top priority is safety if our decisions about how we design, build, and operate our mobility system prioritizes moving vehicles quickly. By attempting to prioritize both movement of vehicles and development of places people need and want to visit for their daily needs or entertainment, we're building roads that don't function well at either.

A safe, equitable, and functional mobility system is one that serves all members of Waxahachie well, consistently and affordably. Shifting our approach to prioritize complete neighborhoods where uses are mixed and connected in a manner that is safe and convenient will reduce demand on existing roadways over time, eventually reducing the amount of money that is needed for maintenance. For more near-term success, utilizing low-cost tactical improvements to connect pedestrian facilities can provide better access to many users, while thoughtful striping and street furniture can turn a high-speed overly-wide roads into a slow-speed street with on-street parking, bike lanes, and wide sidewalks that create places where people want to spend their time and money.



Our culture, places, and people form the foundation for a diverse, resilient, and locally-focused economy

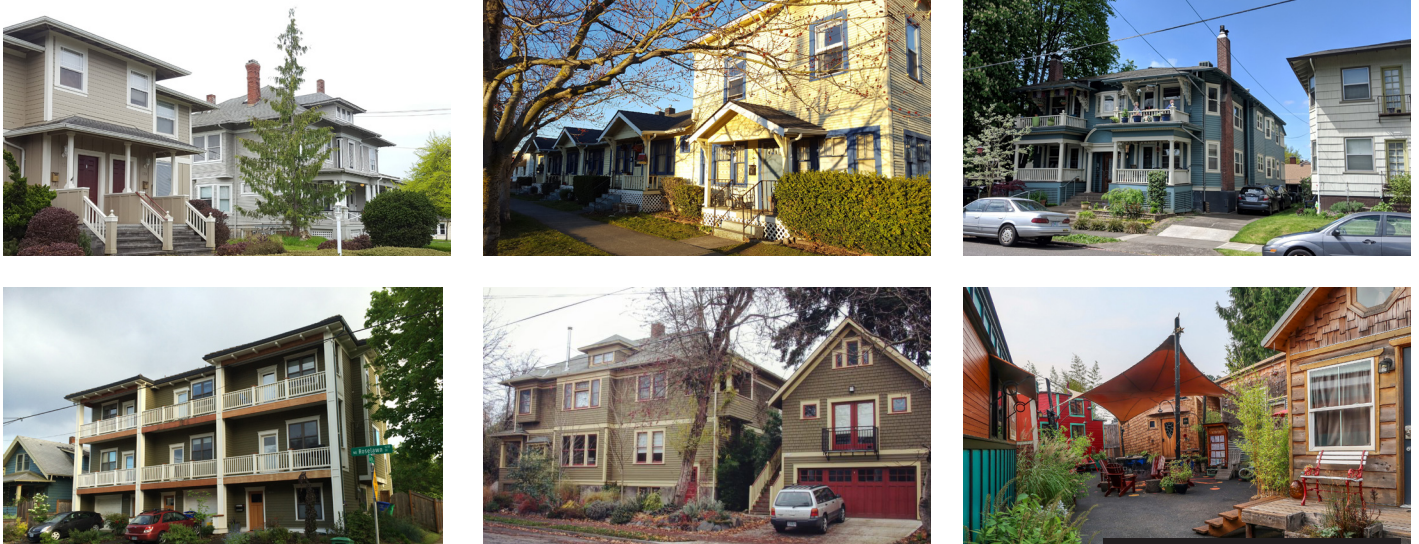
Waxahachie already has a healthy mix of both local and regional businesses across a variety of industries, and a strong education system focused on developing the current and future workforce. Growing demand for mixed-use, "live-work-play" developments, commitment from employers and younger generations to sustainability and resource stewardship, and the rise of remote work have all contributed to a shift toward place-based economic development. This approach prioritizes the creation of places where residents, employees, and potential partners and clients want to be and then using these places to attract companies and businesses. This approach is ideal for recruiting, developing, and growing a strong network of local entrepreneurs and businesses that are critical to a resilient local economy.

While there are still some industries and companies where having large tracts of land serviced and ready to build on is important, that should be a complementary strategy that supports a place-based approach. In Waxahachie, the unique culture, people, and talent development pipelines provide the framework to succeed in cultivating a strong and resilient local economy through a focus on placemaking.

COMMUNITY CONTEXT

Regional & National Trends

As technology and other factors continue to evolve, Waxahachie has both the challenge and opportunity to keep and attract people and businesses to the city. While focusing on local context and resources are the starting point, it's also important to be aware of regional, national, and global trends that are impacting where people choose to live, work, shop, worship, and play.



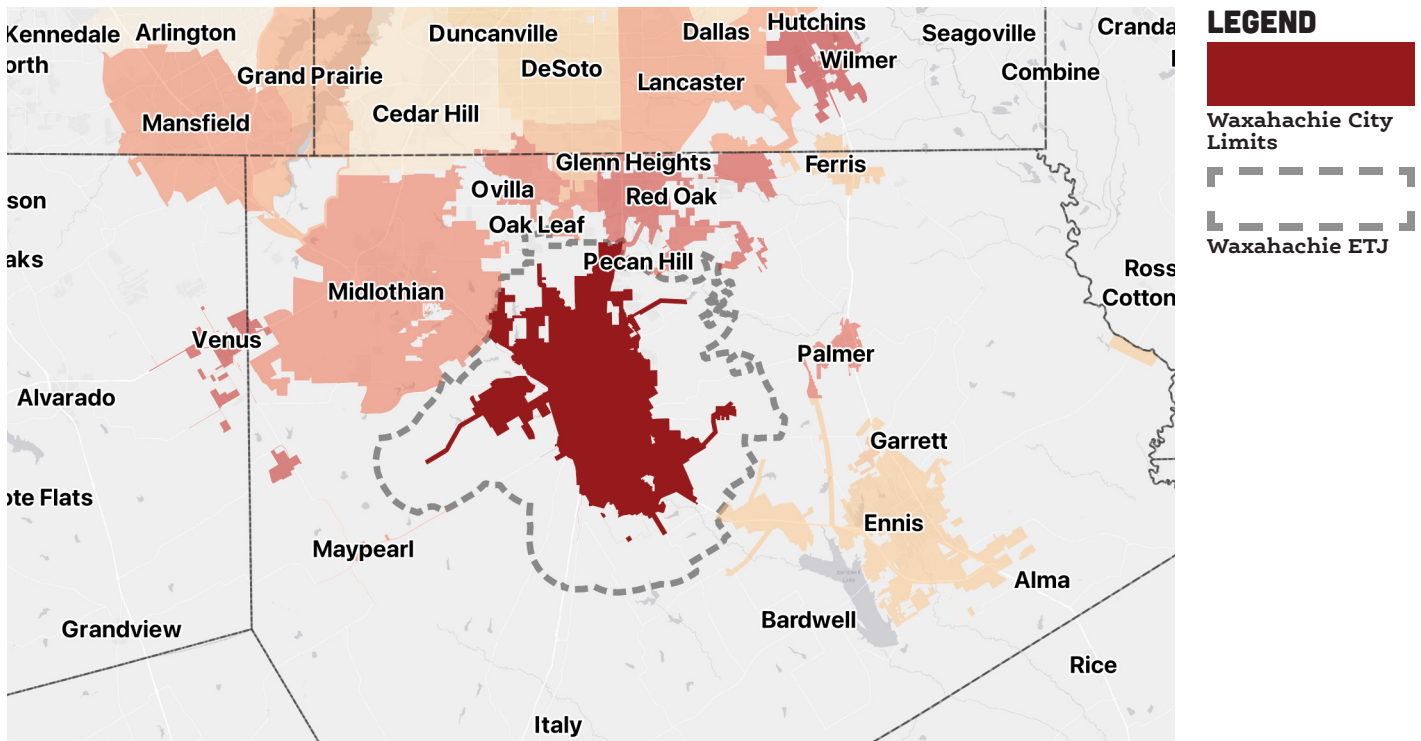
Missing Middle Housing and Choice Shifts

Many cities are finding that a key to retaining talent is the ability to find housing types that suit a broad range of people. In most places, housing variety has not met the needs of changing demographics. Household sizes have been decreasing, and many people want to age in a home that is the right size for them. Diversity of housing type is directly tied to affordability. Diverse housing in neighborhoods allows mixing of socioeconomic groups, which is appealing to Gen Xers and Millennials.

Missing middle housing comprises the range of housing styles that fall between the extremes of the detached single-family homes and the mid-rise apartment complex. These buildings generally share a similar footprint to single-family homes and as a result blend seamlessly into otherwise

monolithic neighborhoods. Since these typologies often contain 4 to 8 units they provide a more robust tax base for the city without significantly increasing service cost or infrastructure liabilities. These housing styles, which include townhouses, duplexes, courtyard apartments, and live/work units, were an essential building block of pre-1940s neighborhoods, and their appeal is being rediscovered today in towns across the country. The missing middle typologies are an opportunity to increase “high-value properties,” which are development types that generate sufficient tax revenues to cover the costs to serve them and sometimes produce a surplus to offset the service costs for under performing development types.

COMMUNITY CONTEXT, CONTINUED



Regional Growth

The Dallas-Fort Worth metro region continues to grow at a rapid pace, and communities in Ellis County are experiencing their share. According to the November 2021 Dallas Morning News report on the Dallas area housing market, the median sales price of homes in the Metroplex area rose 18 percent compared to the year prior. With large employer relocations to the region, housing stock is being stressed, pushing housing prices skyward. At the time of the report, there were roughly 8,000 homes on the market in the Metroplex compared to the roughly 1.9-million single-family housing units on the ground. Those who cannot afford a home in the core Metroplex area have begun to settle in the surrounding communities.

While Ellis County’s median price is \$237,533 according to the most recent census calculations, Waxahachie has a median price that is comparable in the region at \$220,498. Red Oak’s median price is \$223,200 and Midlothian is the highest at \$242,300. The communities with higher end suburban residential and commercial development are rapidly expanding, though with Waxahachie

and these peer communities there is still a majority of the housing stock that was built prior to the turn of the century.

The City of Waxahachie is located at the crossroads of I-35E, US Highway 287 and US Highway 77. As part of the robust Dallas-Fort Worth Metroplex (DFW), and just 30 miles south of the City of Dallas, the City is in a prime location to capitalize on the regional growth in North Texas. Waxahachie’s proximity to a regional roadway system makes it appealing to various industries, an opportunity for the City to diversify its local economy and provide its residents with ample employment opportunities. To capture the workforce it needs, the City must diversify housing to attract the talent.

Waxahachie is close to the Dallas Love Field Airport, DFW International Airport, and the Mid-Way Regional Airport, which serves as a general field airport popular among the corporate executives and private pilots visiting the area. These are assets in the area that can help leverage the City as a destination and tourist attraction in the region.

E-Commerce

E-Commerce and Social Selling eCommerce tools have taken local retailers to a new level. These tools help customers make online payments. They provide online storefronts. They can search inventory. They greatly expand the reach of small businesses. Email marketing and promotional tools are other eCommerce tools. Social selling is simply the selling of products and services online. These options allow small businesses to operate from anywhere, especially areas with lower costs of living.



Remote Work

The COVID-19 pandemic appears to create a lasting demand for remote work. Whether it is working from a home in the same city, or working from across the country, working remotely is here to stay. According to a survey by Upwork, about 26.7% of Americans will be working from home during 2021. According to CNBC, a quarter of the nearly four million remote workers in the U.S. make over \$100,000 a year. This creates opportunities for people to land jobs in companies that are not physically located in the Waxahachie area.



Place-Based Economic Development

Place is of great importance to Millennials, Gen Xers, and younger age groups. In particular, the “third place”, a term coined by Ray Oldenburg. The third places are places for gathering. Coffee shops, bars, bookstores, pubs, cafes, and other places where people can interact are third places. Connectedness is a priority for these groups. Walkable neighborhoods are greatly valued by these groups. They seek the celebration of differences in people, cultures, and neighborhoods. Authenticity is a high priority. Many cities do not offer this.



WHO MAKES UP WAXAHACHIE?

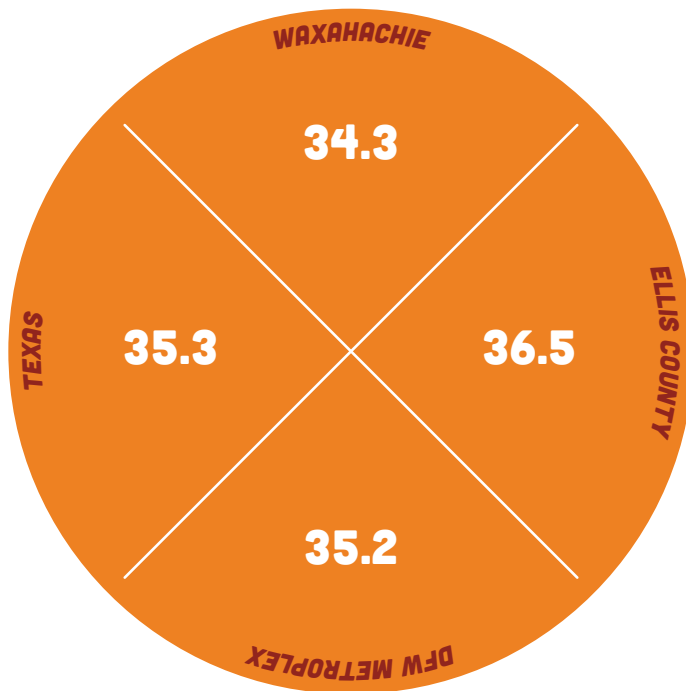
Waxahachie's history has deep ties to the Shawnee Trail that went right through where the Historic Downtown District sits today. Waxahachie translates to "buffalo creek" alluding to the Waxahachie Creek that the community was built around as well as their early dependence on the trade of livestock. True expansion came to town at the beginning of the twentieth century, and challenged the area and existing population, but the city has evolved to be a diverse and inclusive community.

Waxahachie is still growing and building out as a major contributor in Ellis County population growth. Between 2000-2020, Waxahachie's population grew from just under 21,500 to over 41,100. This rapid growth is projected to continue, projecting an average growth rate of 4.5 percent annually over the two decades. Waxahachie's population is growing younger, with an average age of around

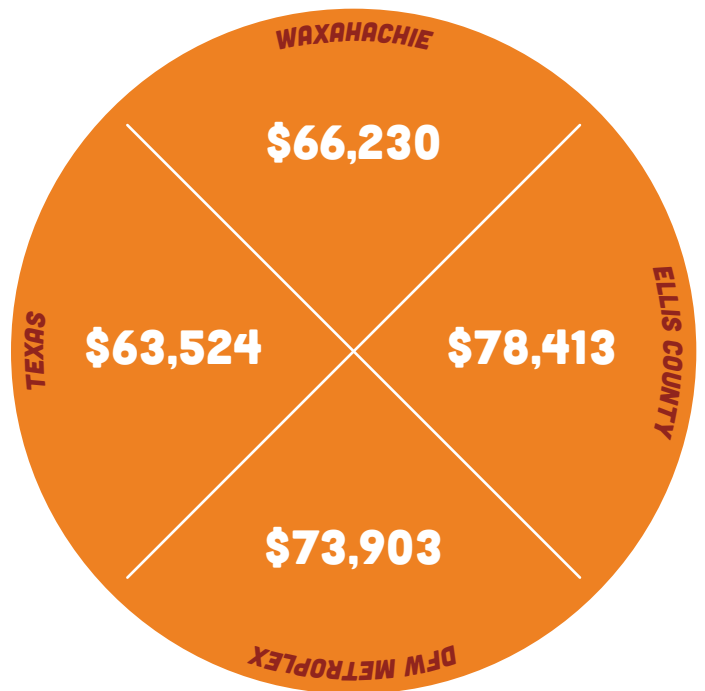
33-years old. Looking at the adults recorded in the 2019 Census survey, only 11 percent were senior residents, while 46 percent were between 18 and 45. Overall, Waxahachie households earn 6 percent more than the state in median income but are right in the middle of the pack when compared to communities in the area. For the most part, people in Waxahachie are working around town or in the greater metroplex, with the largest industry being focused in industrial or commercial employment followed closely by education and health care.

Waxahachie's most common residents in the future will be young families that are more educated than in the past. Providing quality schools, a multitude of youth and family-friendly activities as well as more local employment opportunities will enable the city to continue to attract the younger demographic and serve residents' needs in the decades to come.

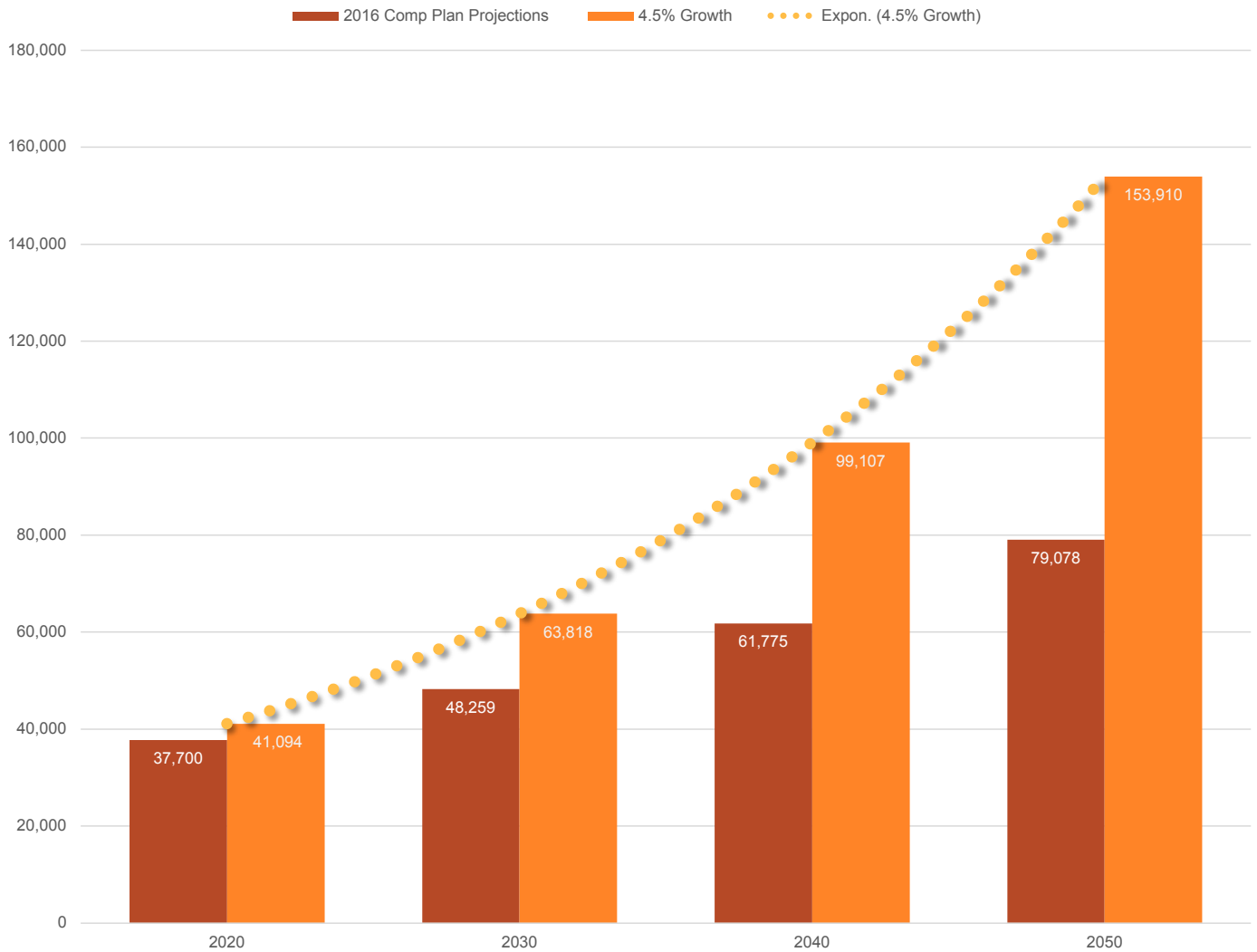
2021 Median Age



2021 Median Household Income



POPULATION PROJECTIONS



Current population estimates were compared to the population projections prepared as part of the last comprehensive planning effort which projected a 2.5 percent growth rate. The City has exceeded the growth rate projected in 2016 plan.

In an internal study of the population trends in recent years, the city has developed its own projection that leans into the last three years of population growth averaging 4.7 percent. This analysis and current housing demand has led

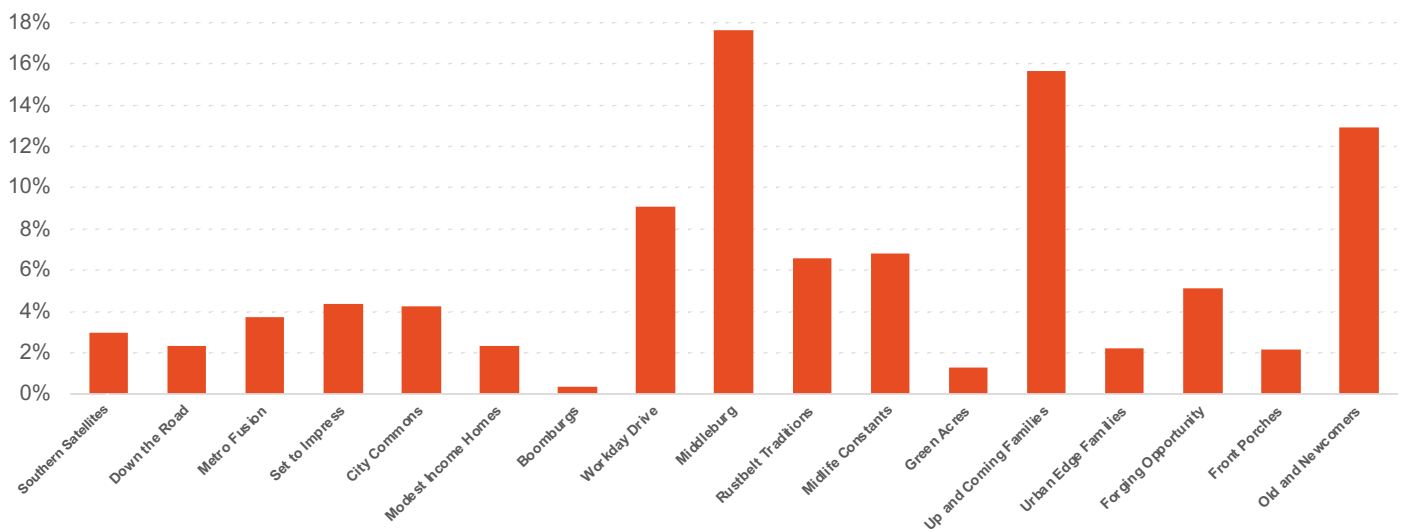
the city to utilize a 4.5 percent population growth number for this planning effort and the period of the next 20 years. The rate in 2019 was 4.7%, the growth rate in 2020 was 5%, and the growth rate in 2021 was 4.4%. Anticipating a 4.5% growth rate for the future is conservative and realistic since the average growth rate for the past three years was 4.7%.

DEMOGRAPHICS

ESRI Tapestry Segmentation classifies US neighborhoods into 14 unique Life Mode groups. These groups are then further classified as 67 different consumer segments with commonly shared traits. The chart below shows the segments present in Waxahachie, with the most dominant being Middleburg. The information in the tapestry

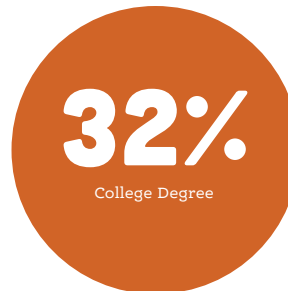
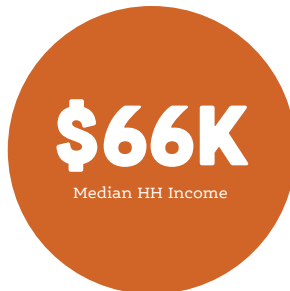
segments provides a comprehensive profile of the City's consumer market. Demographics are most helpful to identify where we are not meeting the needs of our segments. More information on all of the tapestry segments identified in Waxahachie can be found in the appendix.

Tapestry Segmentation



Waxahachie's Dominant Segment

MIDDLEBURG



1. Traditional values are the norm here - faith, country, and family. Sports include hunting, fishing, bowling, and baseball.
2. Entertainment is primarily family-oriented, TV and movie rentals or theme parks and family restaurants.
3. Prefer to buy American and for a good price. Media preferences include country and Christian channels.
4. Comfortable with the latest in technology, for convenience (online banking or saving money on landlines) and entertainment.
5. Spending priorities also focus on family (toys and apparel for children) or home DIY projects. Residents are partial to domestic vehicles.

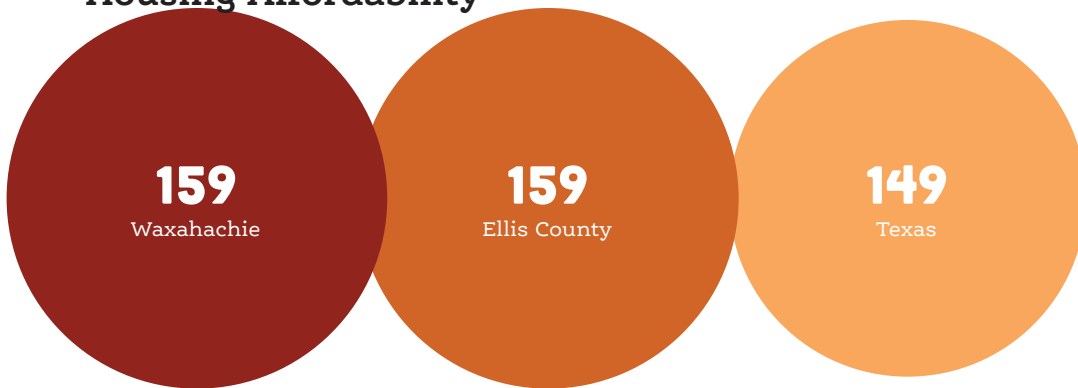
KEY INDICES

ESRI establishes measures (indices) to better understand certain characteristics in a community including housing, crime, wealth and diversity. When compared to the region, Waxahachie has a housing affordability index that outpaces the state as a whole. However, similar to other cities in the metroplex, housing affordability continues

to decrease in Waxahachie. Waxahachie's crime index is dramatically lower than regional and state averages, and diversity trails slightly.

On all of these indices, 100 is considered average. Above 100 is higher than the national average and below 100 represents a scoring below the average.

Housing Affordability



Wealth



Crime



Diversity



WHERE DO OUR RESIDENTS LIVE?

Waxahachie provides a more diverse mix of housing choices than many communities in North Texas. Waxahachie has a higher percentage of renter-occupied housing units than most and vacancy rates in 2021 were on par with the region, however, more recent information indicates a much lower vacancy rate and limited housing stock availability.

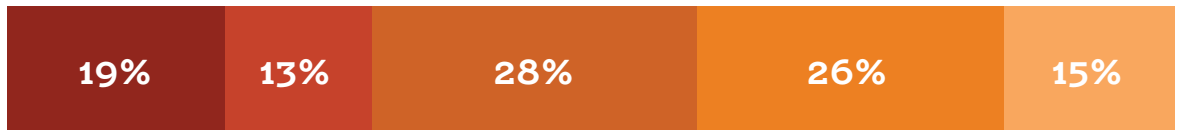
The median home value is \$220,498, which is almost 8 percent lower than the regional average. Most of the housing stock in Waxahachie consists of single-family homes, with newer homes and subdivisions being built in the north, west, and southern parts of the City. Almost 40% of the housing stock has been constructed since 2000.

Legend



AGE OF LOCAL HOUSING STOCK

Waxahachie



Ellis County



Texas



SOURCE: ACS SURVEY



WHERE DO OUR RESIDENTS WORK?

Workforce

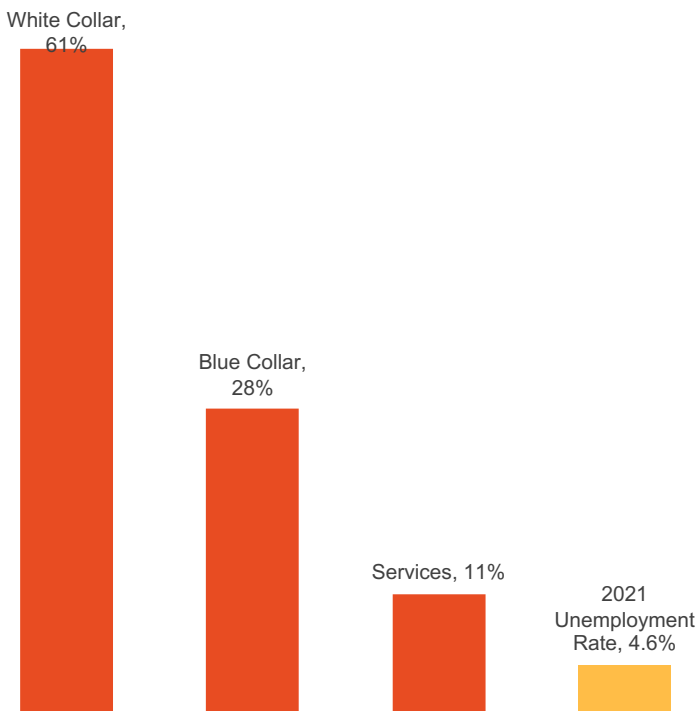
Waxahachie's civilian workforce consists of approximately 18,600 people. The unemployment rate, 4.6%, is lower than regional averages.

Most employees work in the Industrial and Retail, Manufacturing, and Education, Health Care and Social Services. With regards to occupation 61% are employed in white collar occupations, while 28.1% are employed in blue collar occupations.

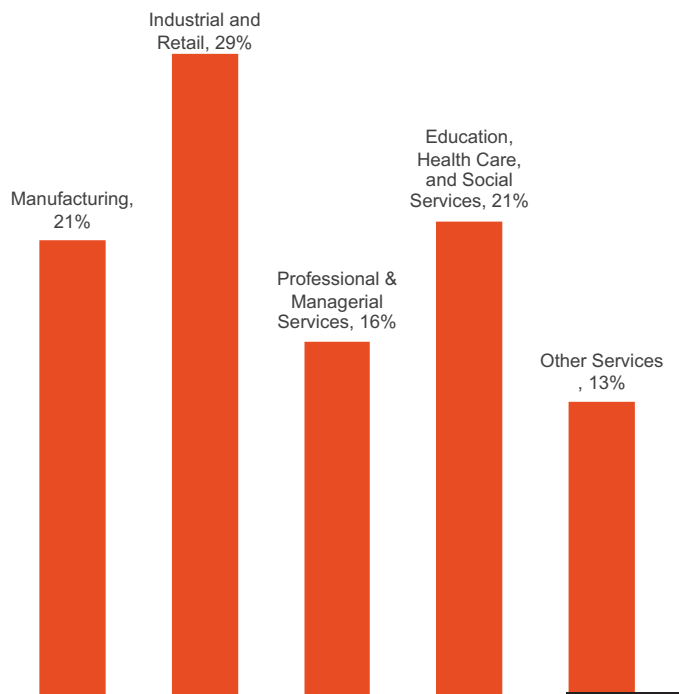
Business & Industry

There are over 1,500 businesses in Waxahachie with approximately 20,000 employees. Dominant industries in terms of number of businesses are Retail Trade, Other Services, and Health Care & Social Assistance Services. Industries employing the largest number of employees include Retail Trade, Education, Food Services, and Health Care. Major employers in the Greater Waxahachie area include Waxahachie ISD, Baylor Medical Center, and Dart Container Company.

EMPLOYMENT BY OCCUPATION



EMPLOYMENT BY INDUSTRY



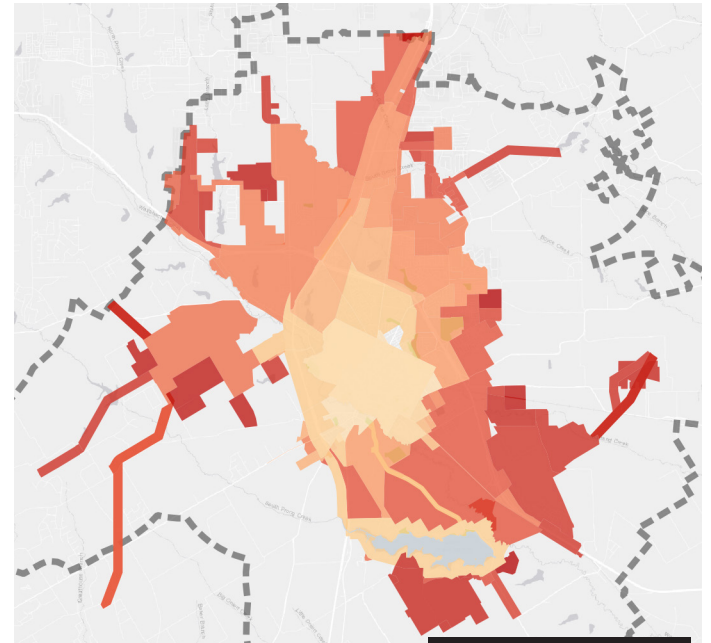
SOURCE: ESRI

WAXAHACHIE'S DEVELOPMENT PATTERN

Waxahachie's original development occurred in what is now the core part of the city in the downtown and surrounding neighborhoods. The city has expanded in all directions over time, initially in the traditional grid style and then more recently in the auto-centric, suburban style. From 1950 to 2020, Waxahachie's city limits expanded from approximately 4,600 acres to 32,500. During this same period, the city's population density decreased from 2.44 people per acre to 1.07.

The majority of residential development built in recent years has occurred in greenfield development in the southern and northeastern parts of the city. While residential development has expanded outwards, the majority of the city's commercial business is located in downtown and along the 77 corridor. There has been some infill and redevelopment activity in the core of the city. This type of development should be supported through active improvements to pedestrian connectivity and streetscapes.

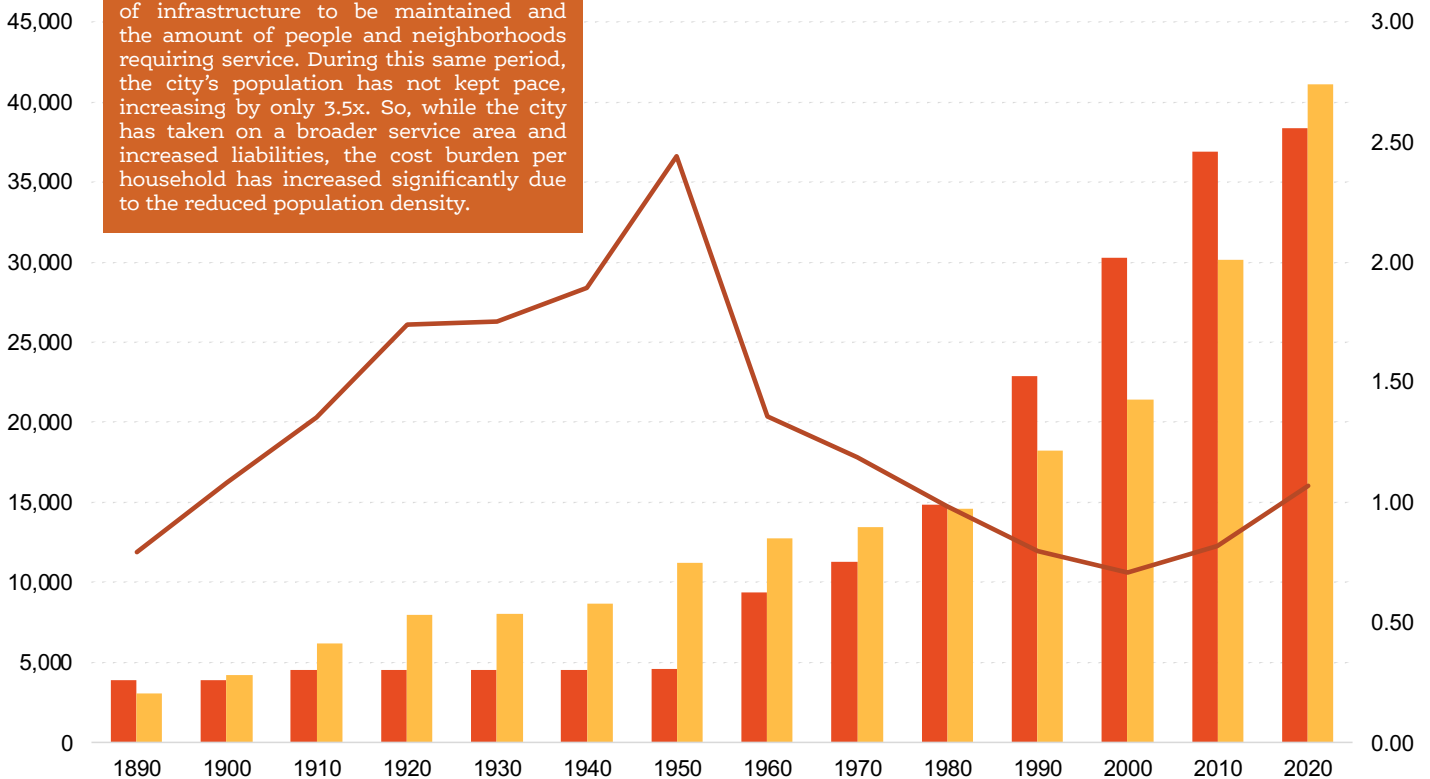
ANNEXATION HISTORY



SOURCE: CITY OF WAXAHACHIE

NOTE

From 1950 to 2020, the city's footprint expanded by 7x, increasing the amount of infrastructure to be maintained and the amount of people and neighborhoods requiring service. During this same period, the city's population has not kept pace, increasing by only 3.5x. So, while the city has taken on a broader service area and increased liabilities, the cost burden per household has increased significantly due to the reduced population density.

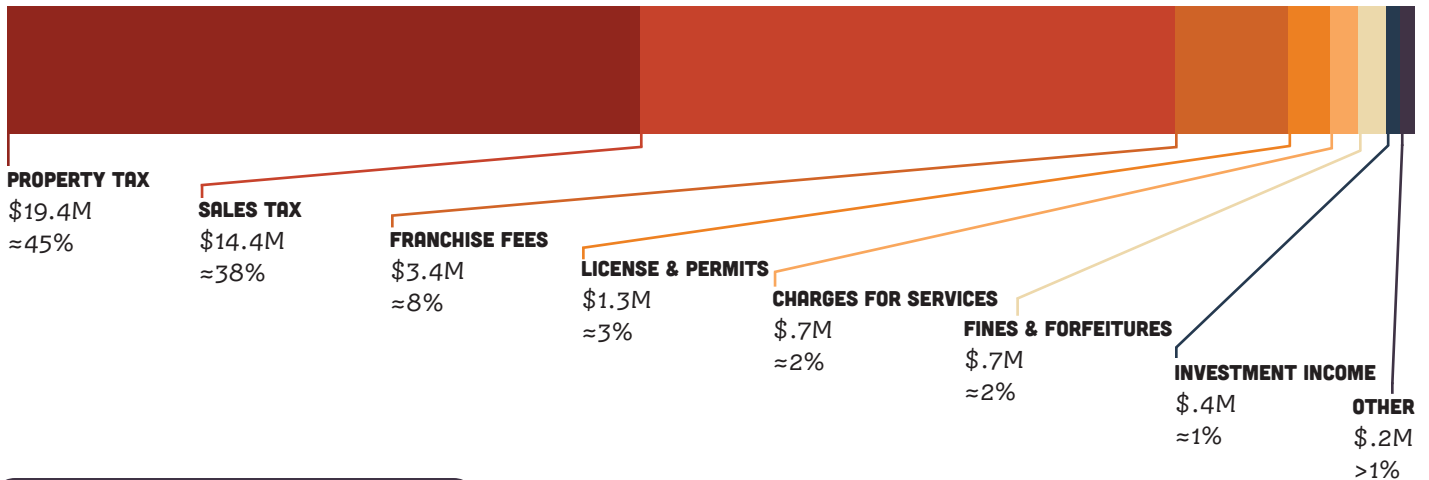


SOURCE: CITY OF WAXAHACHIE

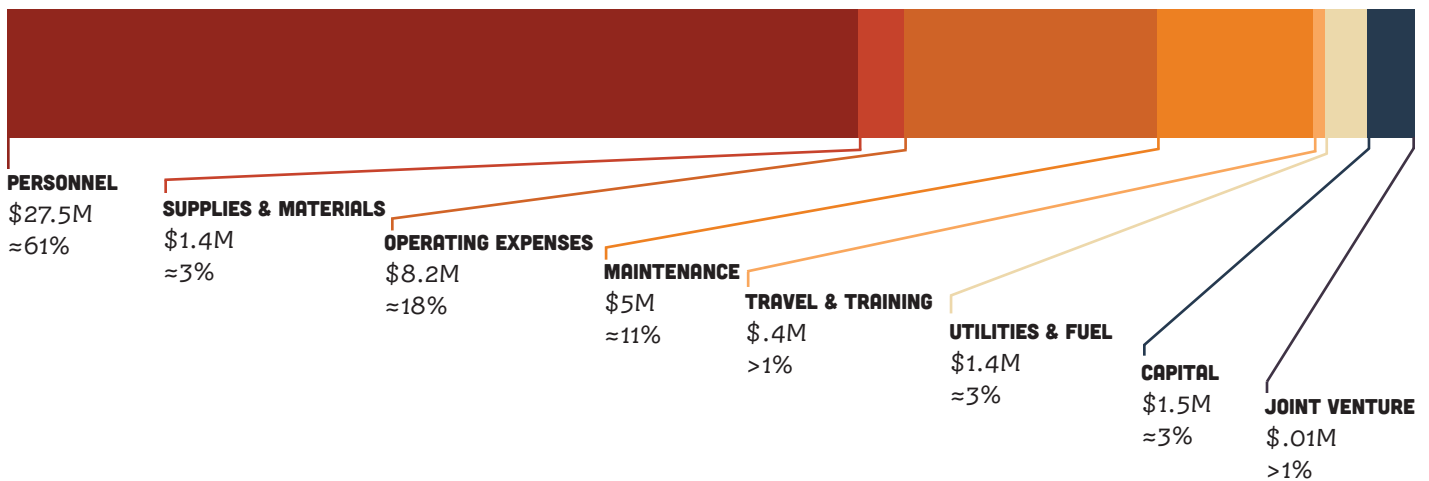
CURRENT BUDGET

In the City's fiscal year 2021 budget, general fund expenditures are budgeted to total \$45.4M, approximately a 7 percent increase from the Fiscal year 2020 revised budget. Property taxes are the largest source of revenue for the City (45 percent). The fiscal year 2021 budget includes an 8 percent increase in property tax revenue, which is primarily due to new construction and increased value. Sales tax revenue increased a little over \$2M(15 percent) over fiscal year 2020 revenue, primarily due to a full year of collections from retail that opened in fiscal year 2020, more local commerce and activity due to the decline of the COVID-19 pandemic, and conservative estimates for new retail opening in the next year.

GENERAL FUND REVENUE



GENERAL FUND EXPENDITURES



UNFUNDED LIABILITIES & RESOURCE GAPS

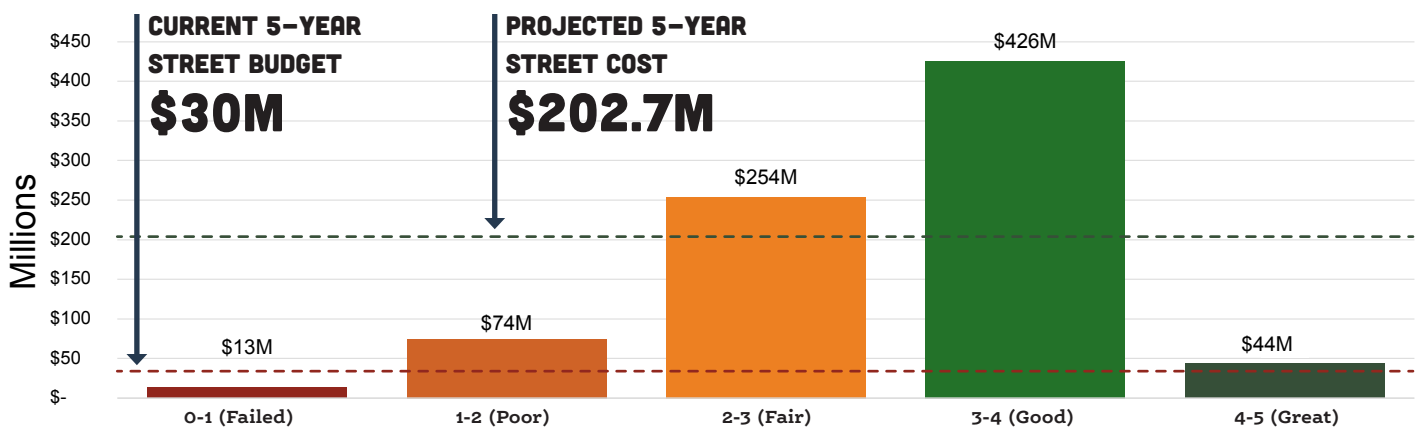
Are Expenses & Revenues Balanced?

The costs to provide basic public services to residents increases over time as a city expands its service area and adds people. The city's past decisions to extend its service area and infrastructure outward in all directions without the population density to support it have created a situation where there are fewer people to pay for the services. This has produced tension over how to balance the demand to improve public services while also keeping taxes and service costs affordable.

In order to be fiscally sustainable long-term and maintain or improve service levels, the city will need to generate additional revenue to cover existing and future maintenance costs. This can be done through raising the property tax rate and adding fees such as a street fee, but it can also be done by adjusting the city's growth and development approach to prioritize infill and incorporate higher value producing development patterns.



CURRENT ROAD CONDITIONS AND RECONSTRUCTION COSTS



AS NOTED ON PAGE 51, ROAD CONSTRUCTION COSTS ARE BASED ON A \$1.5M/LANE MILE CONSTRUCTION COST. IT IS IMPORTANT TO NOTE THAT A NUMBER OF FACTORS CAN AFFECT THIS PRICE.

DEFERRED MAINTENANCE AND STREET REPLACEMENT COSTS

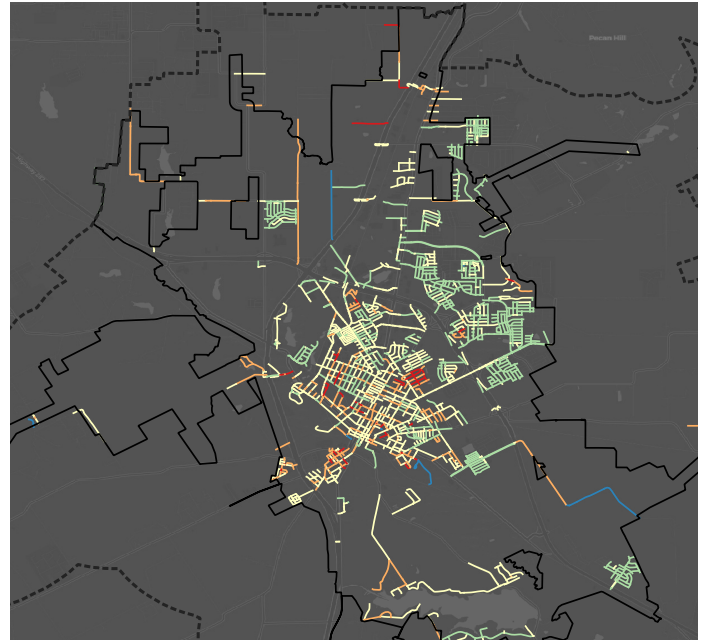
Unfunded (Street) Infrastructure Liabilities

As of June 2021, the city had roughly 541 lane-miles to maintain. Using a replacement cost of \$1.5M per 11' lane-mile, it would require approximately \$811M to replace the existing streets when they reach the end of their life cycle. Averaged over a maximum replacement life of 50 years as might be typical for concrete pavement, the annual cost would be \$16.2M. However, many of the city's older roads are asphalt and already nearing replacement, so it's more likely that the city will need to replace the majority of its existing roads within the next 20 years. Averaged over this more realistic timeline this would require the city to be saving or spending an average of \$40.5M per year on street reconstruction, \$34.5M per year more than what the city currently allocates to street maintenance. Materials and labor costs have also risen dramatically since the COVID-19 pandemic – this means that replacement costs could increase above this estimate in the future, widening not reducing, the liability gap. If you incorporate Capital Improvement Program (CIP) dollars into this, it partially reduces this gap, but not nearly enough to get the city to a break-even point. As additional development is built, the number of streets to maintain and replace in the future will continue to increase.

This large sum is not only a result of the sheer number of streets and infrastructure on the ground, but also the way that infrastructure has been designed. Thoroughfares with wider than necessary right of way only adds to the infrastructure costs. For example, consider a street in Waxahachie today is 36-foot wide with 12-foot lanes that could be reduced to 33-foot wide with 11-foot lanes. Reducing the street width by 3 feet saves nearly \$410,000 per mile of street.

When a development does not produce enough in property tax revenue to pay for infrastructure, these costs must be subsidized by sales tax, fees, and other funding sources. Typically though, these other funds are appropriated for other purposes, and not anywhere near what is needed to close the gap. The result is infrastructure liabilities being deferred and streets and neighborhoods that slowly deteriorate over time.

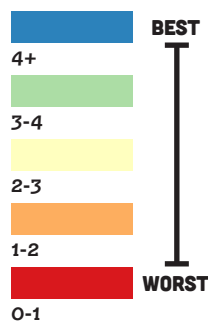
Road Conditions



LEGEND



City Limits



LAND USE FISCAL ANALYSIS – OVERVIEW & LEVEL 1 ANALYSIS

Overview

An in-depth analysis of the fiscal productivity of Waxahachie's development pattern and service model was performed as part of the comprehensive planning process. A parcel-level analysis of the property taxes and general fund service costs for the various land uses and development patterns in Waxahachie provides a glimpse into which perform better than others in terms of their ability to generate sufficient property tax revenue to cover their share of service costs, including long-term roadway maintenance. The analysis used the metrics of property tax revenue per acre and net revenue per acre to map the net fiscal productivity (revenue minus each parcel's proportionate share of service costs) of all parcels in Waxahachie.

Three levels of analysis were completed to understand the fiscal performance of development today and when costs for future infrastructure replacement are considered. Each of those levels are explained on this and the following five pages.

Certain development patterns will hold their value and remain positive, even with the additional cost burden, while others will decrease significantly. The following pages provide the maps and additional detail on each level of the analysis for Waxahachie, followed by a summary of key takeaways from the analysis. Results of this baseline modeling and context from other cities was then used to project how different future development scenarios would perform financially and inform the final growth scenario, recommendations, and action plan.

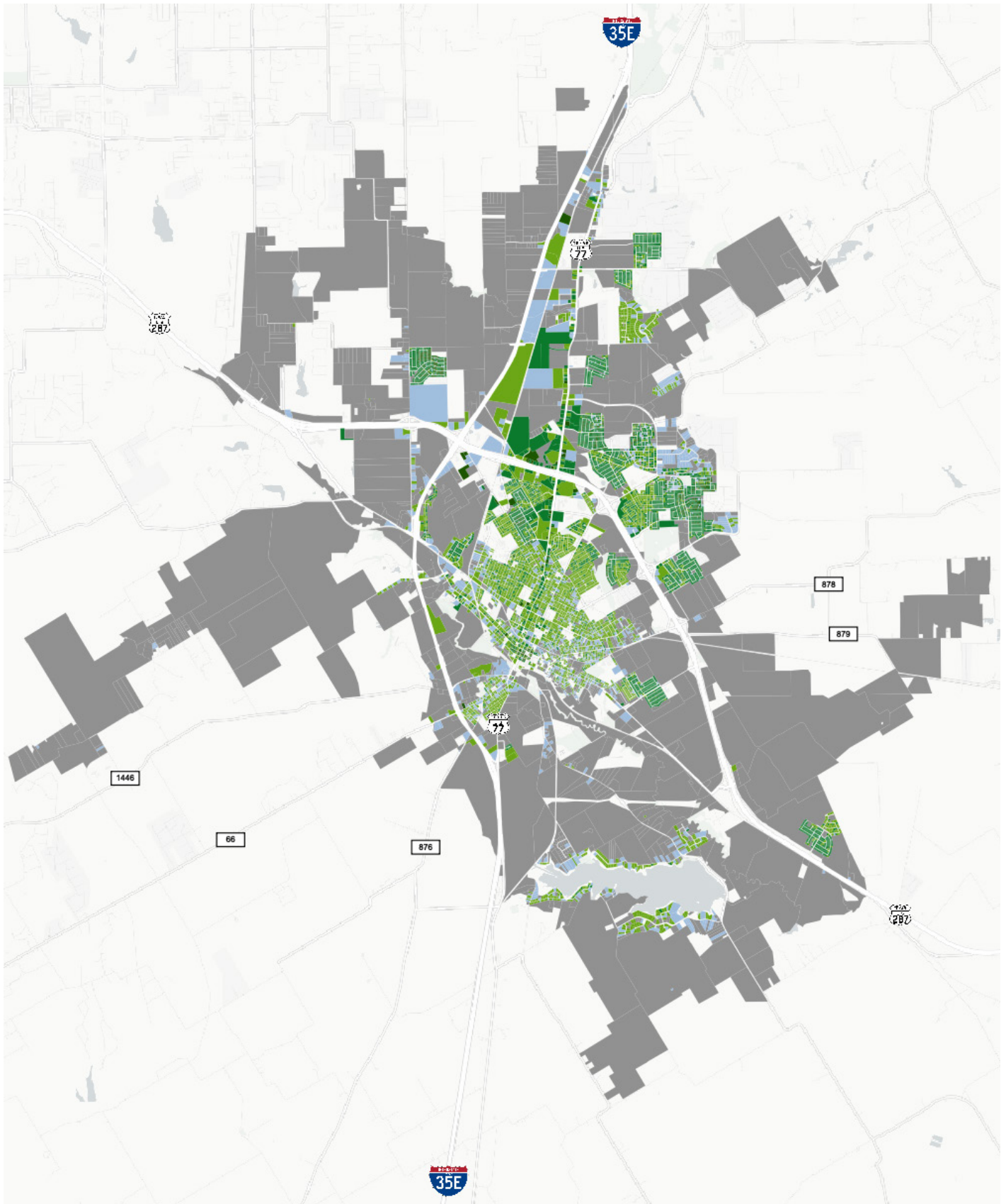
Level 1 Analysis

Property Tax Revenue Per Acre

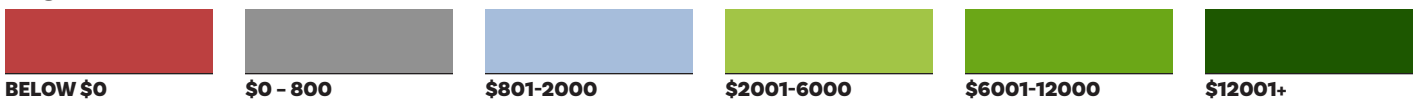
The first level of the analysis process involves mapping the revenue side of the fiscal equation. Property data and property tax levy amounts were pulled directly from the Ellis Appraisal District database files for the 2020 certified tax rolls. Levy amounts were verified with the city budget and then the appraised value, assessed value, and actual levy paid after exemptions were mapped to the parcel level. Exempt parcels such as city owned properties, churches, and other tax exempt areas such as street rights-of-way were removed from the analysis.

The map on the adjacent page illustrates the property tax levy per acre for parcels in Waxahachie, ranging from \$0 per acre up to a maximum of \$80,659 per acre. Three reference points are important when reviewing this map. First, the current general fund per acre from property tax in the city is \$831 per acre. In order to cover roughly half of the city's current (budgeted) general fund costs and replacement of existing streets with property tax revenue, the city needs to have an average levy per acre value of approximately \$2,000 per acre, or roughly \$1,640 per acre more than it's currently getting. 20% of the city's parcels and 88% of the city's land area are under this value. Finally, should the city continue to build out in a pattern similar to what's been built so far, the average levy per acre value would need to be over \$6,000 per acre to cover half of the projected general fund service costs and street replacement costs. 45% of the city's parcels and 5% of the city's land area currently exceed this value.

Level 1 Analysis Map



LEGEND



LAND USE FISCAL ANALYSIS - LEVEL 2

Level 2 Analysis Net Value per Acre with Current Budget Expenditures

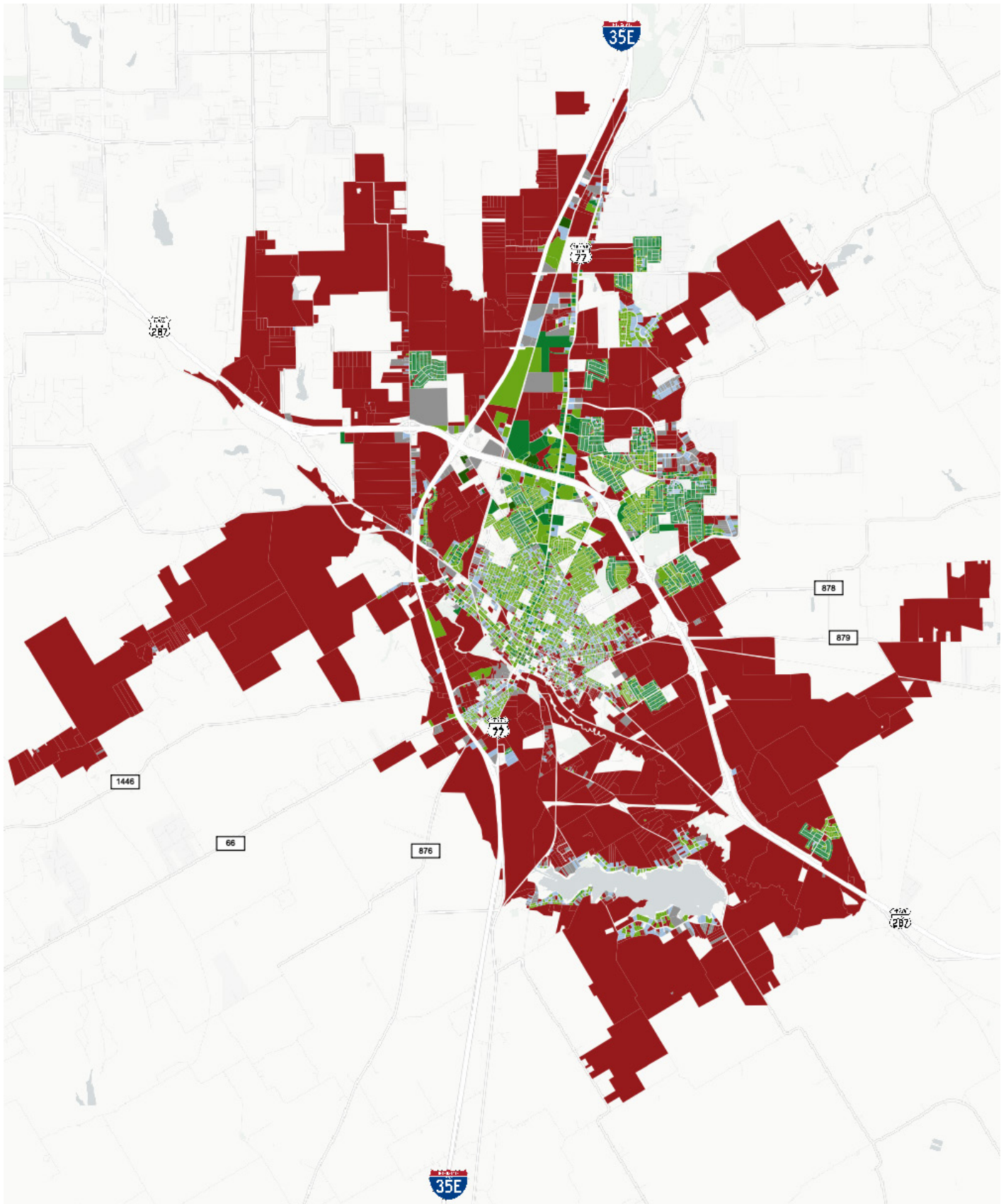
The revenue per acre mapping alone does not tell the full story. In order to understand the fiscal impacts of different development patterns, costs for services and infrastructure must also be taken into account. The first level of cost analysis focuses on allocating general fund service costs from the current year's budget to the parcels. First, the amount of general fund costs being covered by property tax was determined using the city's budget (40% or \$21,120,330). Developed properties were assumed to carry 85% of these costs, while undeveloped properties carried 15%. These amounts were then allocated to individual parcels based on proportionate area.

Only costs covered from the general fund and property taxes were considered in this analysis. Costs for water and wastewater infrastructure were not factored in, as those are typically funded through a separate enterprise fund tied to utility rates. It's important to note that utilities tend to follow the same trend as streets in that cities do not have sufficient revenue to maintain and replace utility infrastructure at current funding levels.

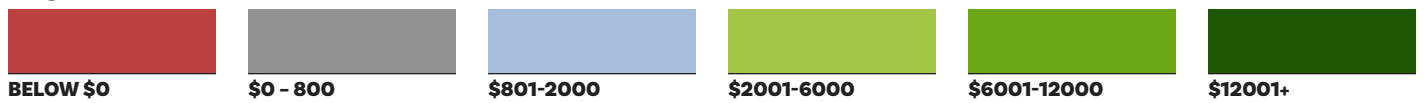
This generates a map that illuminates which parcels generate surplus revenue based on current budget costs, and which ones cost more to serve than they generate in tax revenue.

The map on the adjacent page shows the net value per acre for each parcel when we take the revenue it generates and subtract the costs as described. Any parcels showing in green on this map are generating a surplus amount to cover current conditions, while those in the red cost more to serve than they generate in property tax. This map and the supporting data and analysis behind it demonstrate that under the current budget and tax rate structure, while there are some development patterns and properties in the city that do generate a surplus, the majority of the city is not generating enough revenue overall to pay for the future replacement of streets and other infrastructure. This is the resource gap that future development strategies must work to close if the city hopes to avoid significant tax increases or substandard infrastructure in the future.

Level 2 Analysis Map



LEGEND



LAND USE FISCAL ANALYSIS - LEVEL 3

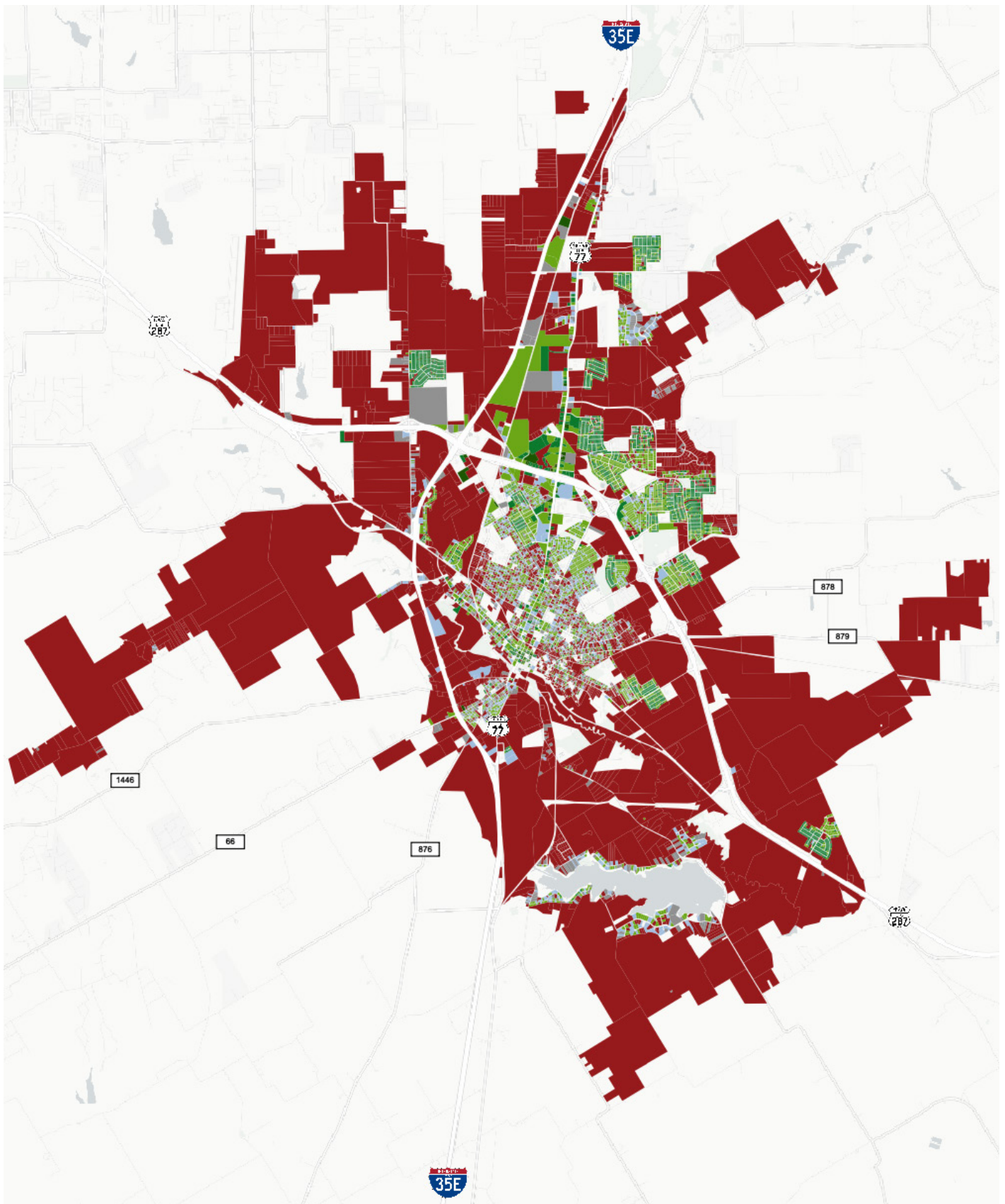
Level 3 Analysis Net Value Per Acre with Projected Maintenance Needs

The third and final step in the baseline analysis projects what additional revenue the city would need to replace existing streets when they reach the end of their life cycle. Typically, cities budget an annual amount for preventative maintenance and fund a few CIP projects through bond programs every 3-5 years. This approach does not cover the full amount needed, and while these costs are often out in the future, having a plan to reserve and build up funds annually will ensure the funding is there when it's needed.

The additional amount it would take for the city to replace existing street infrastructure was estimated as roughly \$811M. A straight average over 50 year life cycle for pavement was calculated, and then these additional costs were allocated to each parcel based on a similar proportionality process. The yearly cost for both asphalt and concrete roads is identical, the difference being concrete roads amortize the total cost of rebuild over a timeline generally twice that of asphalt. This second version of the map shows how different parcels and development patterns perform fiscally when considering the infrastructure burden and assuming these costs are covered from property tax revenue.

It's important to note that this step only accounts for replacement of existing streets, and assumes that the city does not build or take on (from new development) any additional pavement, either through widening of existing roads or adding new ones.

Level 3 Analysis Map



LEGEND



BRIDGING THE GAP

What solution works for us?

For cities to be financially resilient and affordable for years to come, city leaders must work to close the gap between their resources and their obligations to residents. More specifically, they must find ways to generate additional revenue to rebuild aging streets and infrastructure. Generally speaking, there are three ways in which a city can close this gap.

1



**INCREASE
TAXES OR FEES**

Keep development patterns and service levels as-is but charge more (via higher taxes and fees) to cover the true costs. This is a difficult option because an increasing number of people do not have the means to pay much more than they are currently paying.

2



**REDUCE
SERVICES**

Maintain current taxes and fees where they are but cut services to align with revenues. This is what most cities are currently doing, where services and maintenance needs are budgeted to fit available revenue and those that are unfunded get deferred. This can work for a short period, but eventually the neighborhoods and infrastructure must be maintained, or property values will start to decline causing people and businesses to leave the city.

3



**DEVELOP
RESPONSIBLY**

Adjust development and infrastructure to enable an affordable balance of services and taxes. By prioritizing infill, redevelopment, and more financially productive development patterns, the city can generate additional tax base from its service area and improve the return on investment of taxpayer dollars without necessarily having to raise the tax rate or charge more fees. This is the most feasible and effective option.