



Business Highway 190

Master Plan



914 South Main Street
Copperas Cove, TX
76522

April 1, 2015



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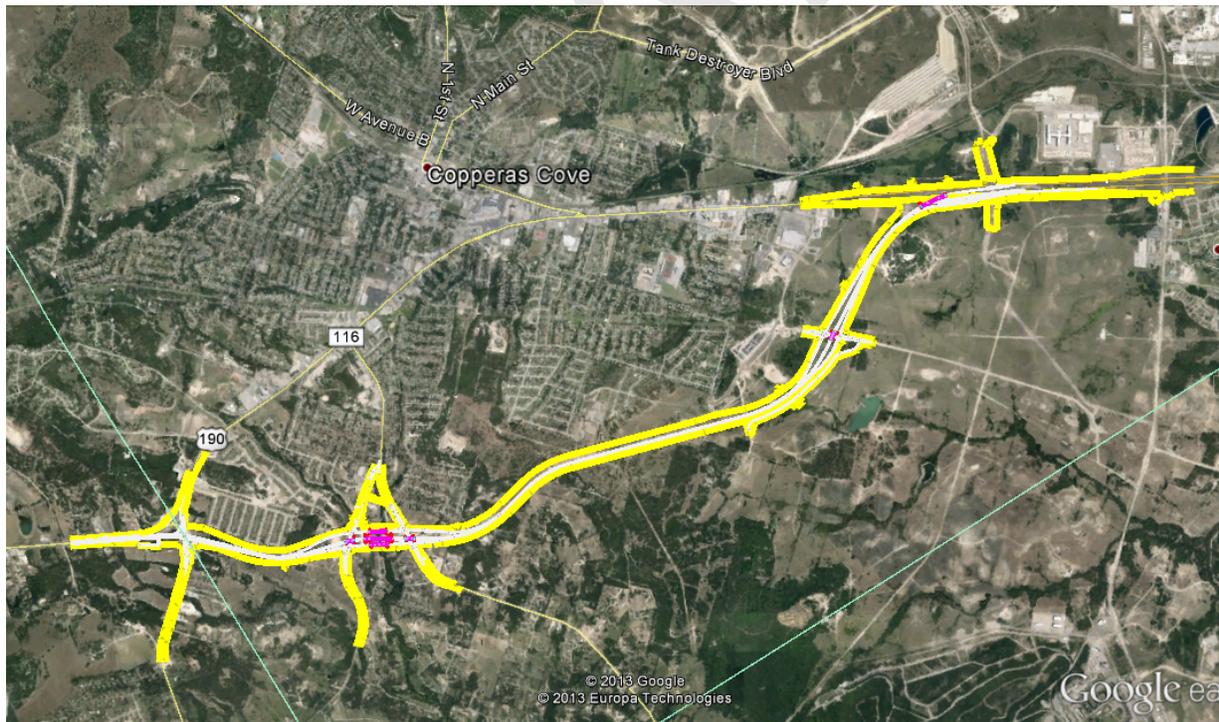
I. Background

Roadway corridors are shaped by a number of forces and the stakeholders who interact with them: natural, historical, social, political, and economic and understanding these roots as a background is important to being able to establish the “desired direction” the corridor will develop to. The following describes some of the forces, stakeholders, and efforts-to-date which have shaped and may continue to shape the direction of Business Highway 190.



A. US 190 Bypass

The US 190 Corridor has been central to the economic development of the City of Copperas Cove since its development. The Central Texas Expressway connects the I-35 and west Texas to Copperas Cove. Beginning in the 1950s, the corridor sprouted commercial retail, service, and recreational opportunities for Copperas Cove and the population of Fort Hood, and have continued to be important employment and economic generators for the city. In anticipation of US 190 being at its capacity, city, regional and state officials began the feasibility process for a bypass more than twenty years ago. The southeast bypass was opened on January 13, 2015, allowing thru travelers the ability to travel from the Lampasas County line to the Central Texas Expressway without stopping.



Although this was a welcome project in many ways, a number of residents and business owners are concerned that the bypass will reduce local business traffic altogether. To this end, the City of Copperas Cove has begun a coordinated planning effort to ensure that “Business 190”, as it reaches through the original commercial heart of Copperas Cove, remains viable.

B. Stakeholders

The corridor has a number of stakeholders – persons or entities with a stake, interest or investment - whether real estate interest, facilities interest, business interest, or larger community interest – bound to the success of Business 190.

In initiating this planning process, the City of Copperas Cove identified a set of primary stakeholders and extended invitation to participate in the master planning process:

- Private Landowners/Business Owners
- City of Copperas Cove
- TxDOT
- Oncor
- Centurylink
- Keep Copperas Cove Beautiful (KCCB)
- The HOP
- Citizens of Copperas Cove

The City Manager’s Workgroup was appointed by City Council and met six times to reach a consensus about the Master Plan.

C. Downtown Master Plan

In 2008, the City commissioned the development of a Downtown Master Plan by Schrickel, Rollins and Associates, Inc.. The old downtown lies to the north of US 190, along the railroad, and could be thought of as a separate area. However, the success of Downtown depends on the success of US 190 and there are close, proximate linkages between the two areas which should be considered in the development and redevelopment of each. This Downtown Master Plan is referenced in multiple sections herein.

D. Future Land Use Plan

The City has an adopted Comprehensive Plan (originally adopted in 2007) to guide its growth and development. The Plan consists of several major elements, of which the most widely used is the Future Land Use Plan. This document serves as a guide for zoning decisions, and is integrated with the Future Thoroughfare Plan.

The Future Thoroughfare Plan incorporates both the south and northeast bypass projects. In order to avoid overprovision of commercial and retail land uses, and avoid creating an economic blight along Business Highway 190, the Future Land Use Plan does not reflect future commercial and retail uses along the bypass corridors. Rather, the Plan reflects residential and some industrial uses along the south bypass and the majority of retail and commercial opportunities along Business 190 and the old downtown.

E. Zoning Ordinance

The City of Copperas Cove enforces zoning regulations. These regulations regulate the permitted uses, lot size, dimensions, setbacks, parking, and fencing and apply to all property within the city limits. The commercial and retail zoning districts apply significantly to property along Business 190.

The requirement for the preparation of a site plan for non-residential uses is also found within the zoning ordinance.

F. Subdivision Regulations

The city's subdivision regulations govern the division of land, but also provide the main mechanisms for requiring public improvements (such as water, sewer, street and drainage), rights-of-way, easement and other land dedication, and control access to roadways.

Properties along Business 190 are subject to the subdivision regulations, and coordination between the city and private development should occur when new capital improvements are being placed and redevelopment of property is considered.

G. Other Applicable Regulations

The City's sign regulations are codified in Chapter 16.5 of the Code of Ordinances. These regulations have considerable effect on the businesses of the Business 190 corridor. The regulations, most recently updated in 2010, attempt to limit off-premise signage and encourage monument signage along commercial corridors.

Other codes/sections which are often relevant to development or redevelopment include: Chapter 2.5 (Adult Oriented Businesses), Chapter 4 (Building Construction/Flood Damage Prevention), Chapter 7 (Fire Prevention and Protection), and Chapter 18 (Traffic/Texas Transportation Code).

II. Purpose of the Master Plan

The essential purpose of this Master Plan is to identify physical improvements and policy recommendations which can be coordinated between public and private entities in order to serve the long-term interest of the 190 corridor.

To accomplish this, the Plan begins with a baseline analysis to understand what is known, needed, and not known at the time of the planning effort. From this, a guiding vision is established, and a plan for implementation.

III. Baseline Analysis

The baseline analysis is an assessment of current conditions surrounding and affecting the project. These conditions are functions of external forces (acting upon the project area) and internal forces (within the project area). Understanding and quantifying these forces is important to develop design programmatic requirements, as well as to successfully prepare for project phasing and cost allocations. For the purposes of this plan, the baseline analysis has been broken into Functional and Form aspects of discussion.

A. Functional Aspects

Functional aspects are those characteristics of the project which describe the operational and spatial needs of the project landscape serving various purposes.

1. Thoroughfare Requirements

Business 190 is classified as a primary arterial in the city's Thoroughfare Plan. This means that Changes to the physical dimensions of this highway must be able to address the change in traffic volumes and access to adjoining property. A balance has to be sought between the needs for through-movements (mobility) and turning movements (access). The adopted Future Thoroughfare Plan recommends a six-lane section with raised median.

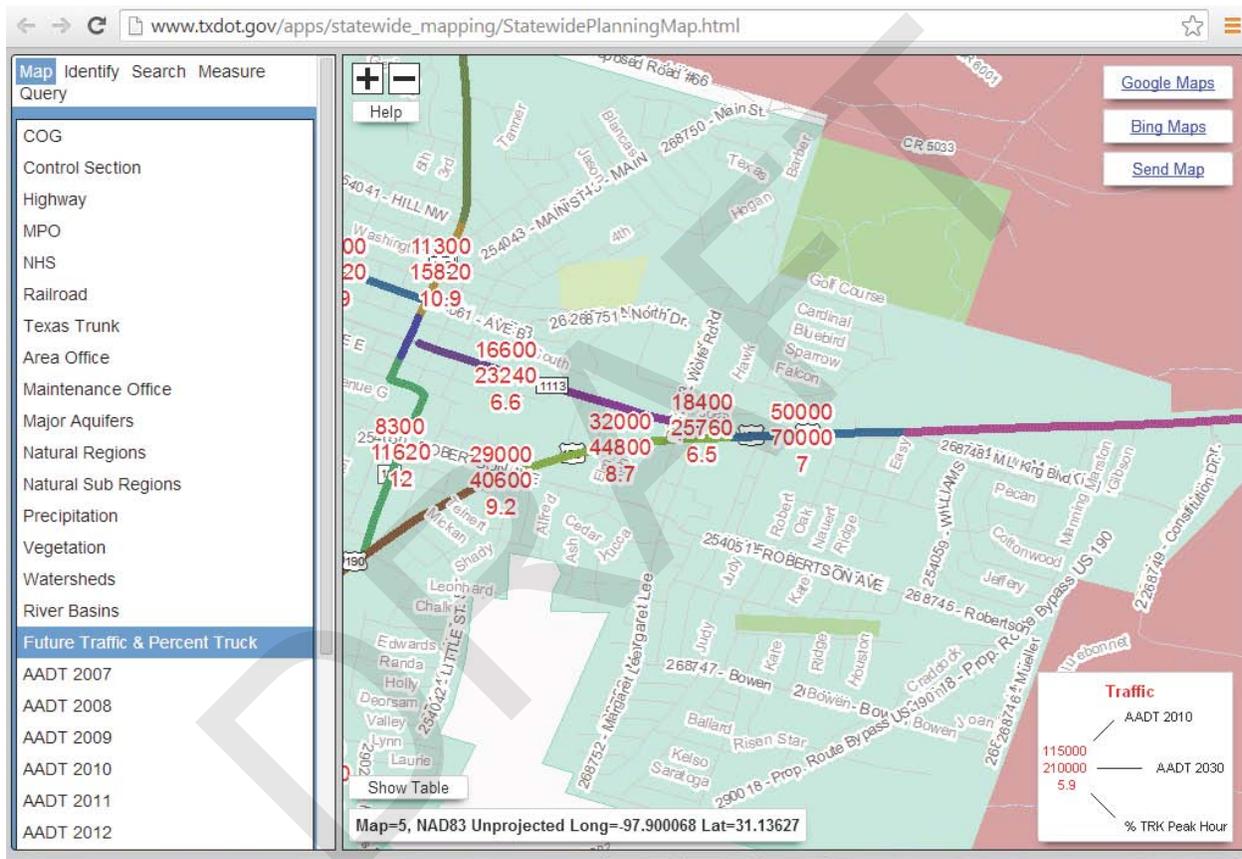
a) Traffic volumes

(1) Current

Traffic counts are taken annually by the Texas Department of Transportation in order to assess the level of service of the roadway system. The most recent traffic counts along US 190 are shown on the map figure below. It should be noted that this data has been recorded prior to the bypass being opened.

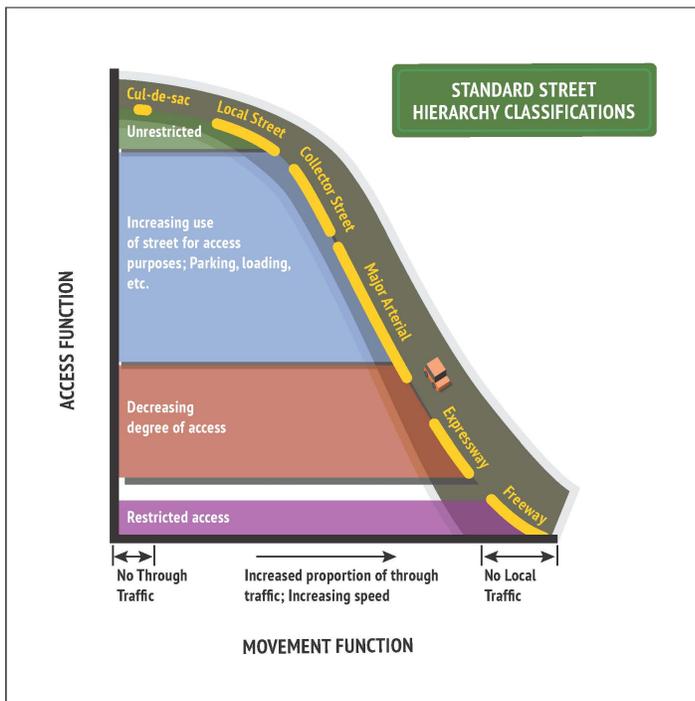
(2) Projected

Traffic counts are projected as part of the regional transportation planning process. At the time of this Plan draft, only projections through 2030 were available.



b) Mobility vs. Access

Mobility, the capacity of a roadway to get its travelers from A to B, competes with Access, the ability of the roadway to safely allow turning movements to adjacent properties. The current configuration of the roadway with a center turn lane provides the maximum through movement and access, although the center turn lane at times can be dangerous because it is receiving traffic from both directions. The following figure shows the general relationship between street classifications and the access and movement functions.



c) Access Management

The other part of the mobility/access balance is the location and spacing of driveways. Wide, continuous driveways along a roadway frontage are effective during light usage times, but can be confusing to drivers during high volume (peak) times. As US 190 developed over time for a period without limitation on driveway location, width, and spacing, there are a number of properties which have unlimited access. TxDOT has adopted much stricter standards for driveway access, which it currently enforces during the development process.

2. Public Transit Needs

Copperas Cove is served by the regional transportation provider, The HOP. The HOP has seen tremendous increase in ridership over the last 10 years. As the Central Texas Expressway corridor communities grow and their economies become more and more interwoven, it will be essential to have the public transit strategy integrated into the physical planning. There are currently no HOP service stops directly on US 190, although it is a major corridor for shopping and services.

3. Pedestrian and Bicycle Needs

The final component of addressing the functional needs of a roadway corridor is the need for pedestrian and bicycle traffic to move safely. The City of Copperas Cove does require sidewalks to be installed with new development; however, much of the corridor was originally built out before this requirement went into effect. This places the City in a difficult position with respect to sidewalk integration, as it must wait for redevelopment of property or allocate the funding to make it happen.

B. Form Aspects

It is widely understood that the visual appearance of a city has an impact on the perception of value. In short, a city that looks clean and orderly will be more prosperous and healthy. Addressing the aesthetic form of the corridor includes three main components: landscaping and open space, electrical and overhead utilities, and signage.

1. Landscaping and Open Space Needs

There is a notable absence of landscaping, open space and trees along the corridor. Landscaping provides a softer edge to many of the hard surfaces, as well as some visual screening, texture and shade. Open space can be thought of simply as the absence of built space, or as natural space. Placed periodically along the corridor, open space can provide visual relief, a break in the pattern, and also serve other purposes such as active recreation and assembly.

A well-known Greek proverb states that “A society grows great when old men plant trees whose shade they will never sit in”. Trees obviously provide shade and softening of the landscape, and when planned, can provide powerful rhythm and a defined space in the urban landscape.

Taken all together, the absence of these components results in a harsh and unwelcoming aesthetic: quite the opposite of the variety and quality of businesses which operate within.

2. Electrical and Overhead Utilities Needs

All of the businesses along US 190 (as well as the traffic signals!) need electric service, and Oncor, the electric utility provider also owns and maintains a substation on the west side of the highway. Service is, in most cases, supplied via overhead lines. Additionally, telecom service often “piggybacks” on the poles that provide electric service along the top. These poles and cables can be considered unsightly, and therefore underground service options are often evaluated as an alternative to overhead.

3. Signage

One of the most important aspects of operating a business on a major roadway is the ability to have unique and adequate signage to draw business to the location. It is well known that without advertising and signage, retail cannot thrive.

The unintended effect of this happens much like a crowded social event. The voices must get louder and louder to communicate the messages, and eventually, the space cannot allow for clear communication at all.



The City of Copperas Cove has adopted sign regulations to promote orderly signage use. The intent was that over time, businesses would come into compliance with the new sign regulations. Especially along the Business 190 corridor, controlled and cohesive signage (in terms of height, area, for example) will improve the landscape.

C. Roadway cross-section

The current right-of-way ranges from 100' to 130' in width, and includes 2-3 lanes of travel in each direction plus a continuous center turn lane for most of the length. There are no bike lanes and sidewalks are not provided uniformly.

For reference, this roadway section can accommodate up to 35,500 vehicles per day, based on City of Austin design standards.

The limitations of this roadway section have been noted as follows by the Business 190 Master Plan Workgroup:

- There is no uniform, predictable accommodation for pedestrians.
- There is no accommodation for bicyclists.
- There is no accommodation for regional, public transportation.
- The continuous center turn lane creates unsafe situations at times.
- The extent of asphalt does not contribute to the aesthetics of the corridor.

D. Other uses of the right-of-way

The right-of-way in some instances also contains water, sewer, drainage, electric, telecommunications, and gas utility mains and corresponding service laterals. The placement of these varies, as determined

by the respective utilities, and generally the electric and telecom utilities are found overhead, strung between upright poles. In some areas, utility easements along private property are also adjacent to the right-of-way. The right to use the US 190 right-of-way for utility services is permitted by the Texas Department of Transportation.

IV. Data needs: What isn’t known

There is a good bit of information which was not known to the Committee which will need to be identified during the next phase of this process, a preliminary engineering study.

- The dimensions of the right-of-way and the precise location of existing improvements, overhead and underground utilities.
- The precise location of driveways.
- Signal timing and the capabilities of the signalization infrastructure.
- A preliminary cost estimate for improvements.

V. Phasing

The portion of Business 190 which extends through the city limits is approximately 3.75 miles along. It is clearly understood that this project must be implemented in phases. The first phase and second phase on each end of town ensures that the community “gateways” are improved.

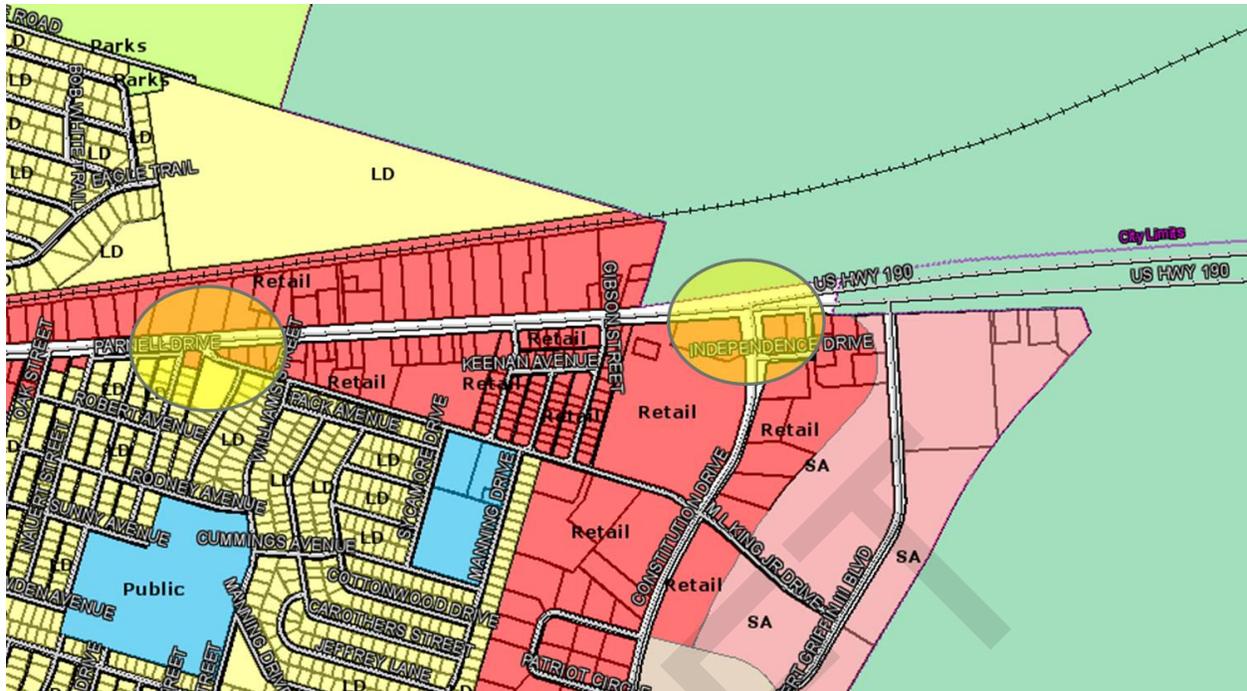
The funding for the redevelopment must also be phased, and must rely upon a public-private partnership to be successful.

“The secret of getting ahead is getting started. The secret of getting started is breaking your complex overwhelming tasks into small manageable tasks, and starting on the first one.”

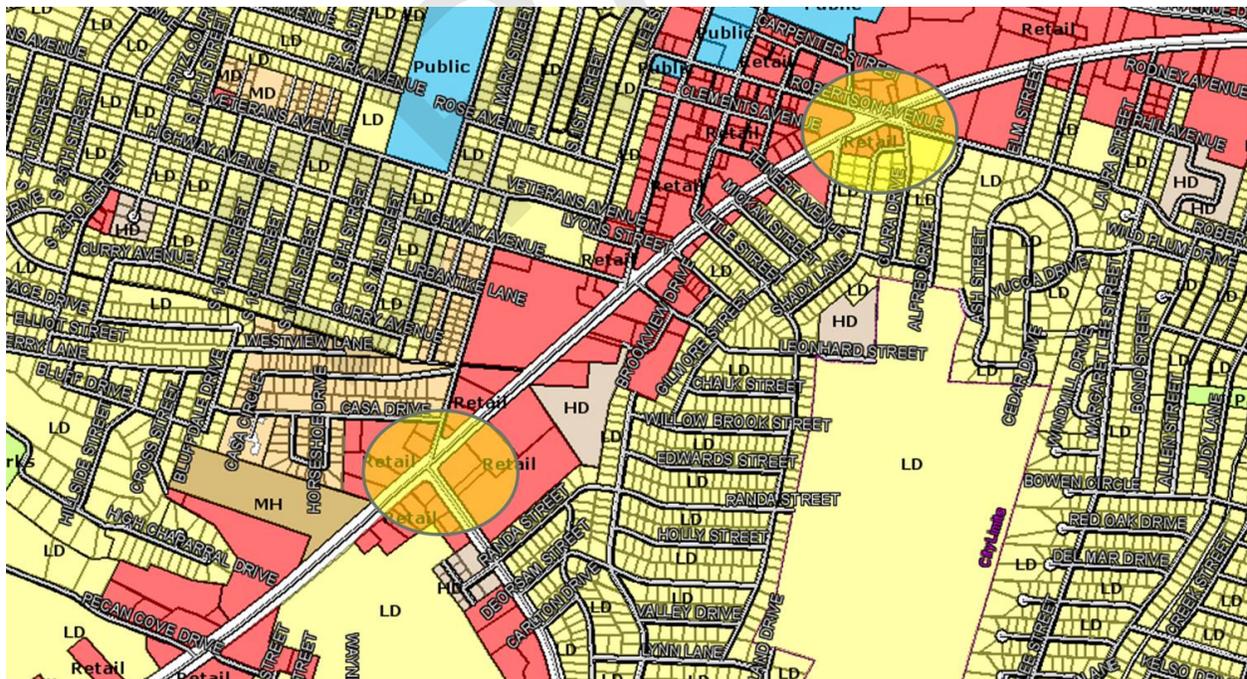
— Mark Twain

The following figures show the conceptual phasing as noted between intersections. These figures also show the current Future Land Use Plan designations.

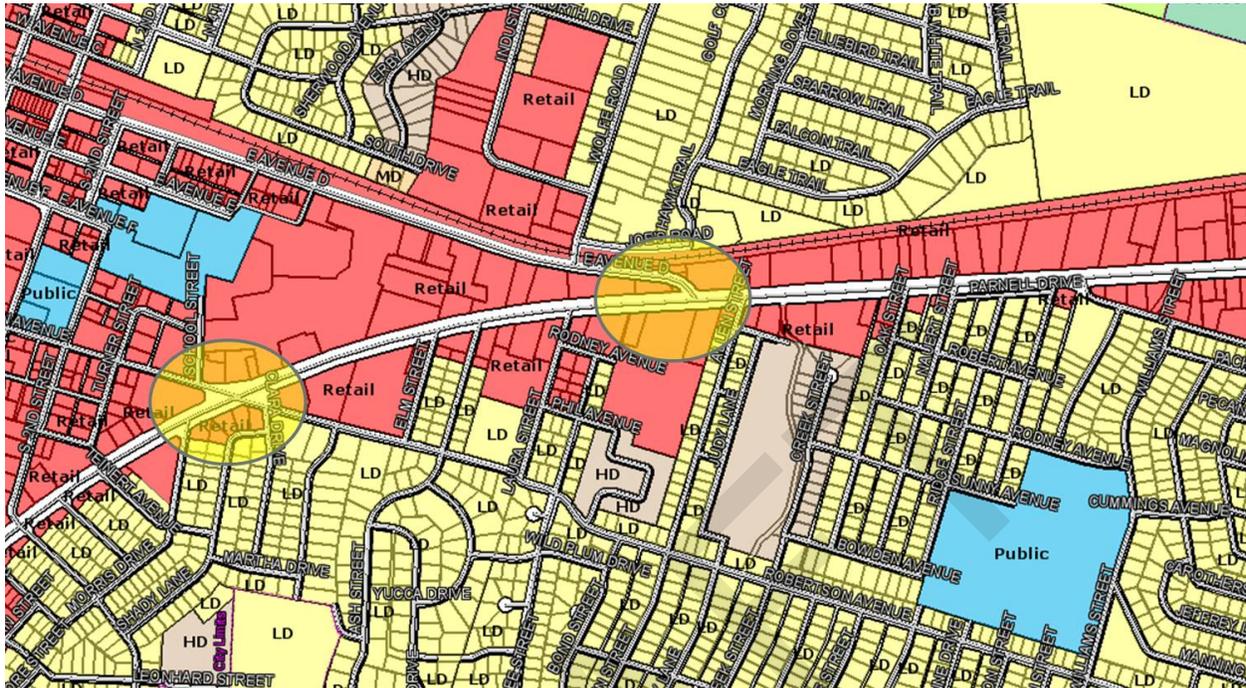
Phase One is intended to be the portion from Business 190 and Constitution Drive to Avenue D/FM 1113. (approximately 6,800 lf)



Phase Two will be the portion from the 190 Bypass/FM 2657 intersection to Georgetown Rd./FM 116 South. (approximately 6,100 lf)



Phase Three will be the middle portion from Georgetown Rd./FM 116 South to Avenue D. (approximately 7,000 lf)



VI. Vision: Guiding concept for development

The City of Copperas Cove envisions a true boulevard corridor for Business Highway 190, defined by a series of “positive places” for shopping, dining, or recreating. The businesses which thrive along Business Highway 190 rely upon well-managed ingress and egress, ample visibility, and clean and well-maintained public and private facilities. They thrive on safe and accessible visits by motorists, pedestrians, and cyclists.

VII. Phase One Plan

The proposed plan is shown as **Plate 1** to this document. It describes the major design objectives across the study area. These are then discussed in detail in the sections below.

PLATE 1. BUSINESS HIGHWAY 190 MASTER CONCEPT PLAN

DRAFT

BUSINESS 190 MASTER PLAN

A Vision for Copperas Cove's Central Corridor



WHAT MAKES POSITIVE PLACES?

- | | | |
|---------------------|------------------------|---------------------------------------|
| Trees | Shops | Gathering places |
| Benches | Restaurants | Businesses that support family living |
| Trash receptacles | History | "Not what we see now" |
| Pedestrian-friendly | "Softening" | "Cause to slow down", give purpose |
| Sidewalks | Traffic | Median, landscaping |
| Small park | Oklahoma City | Theme(s) -> definition |
| Inviting | Visual clutter managed | Greenbelt/Hike & Bike |
| Savannah, GA | Utilities underground | Linkages to other places |
| Walkable | Unified signage | Festivals |
| History | Water features | |
| Shade | | |
| Entertainment | | |

OPPORTUNITIES

- Function of 190 is changing
- Through-movement changing
- Public art/monuments
- Relationship to downtown

REQUIREMENTS

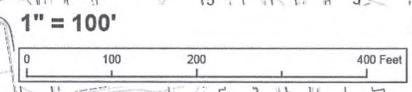
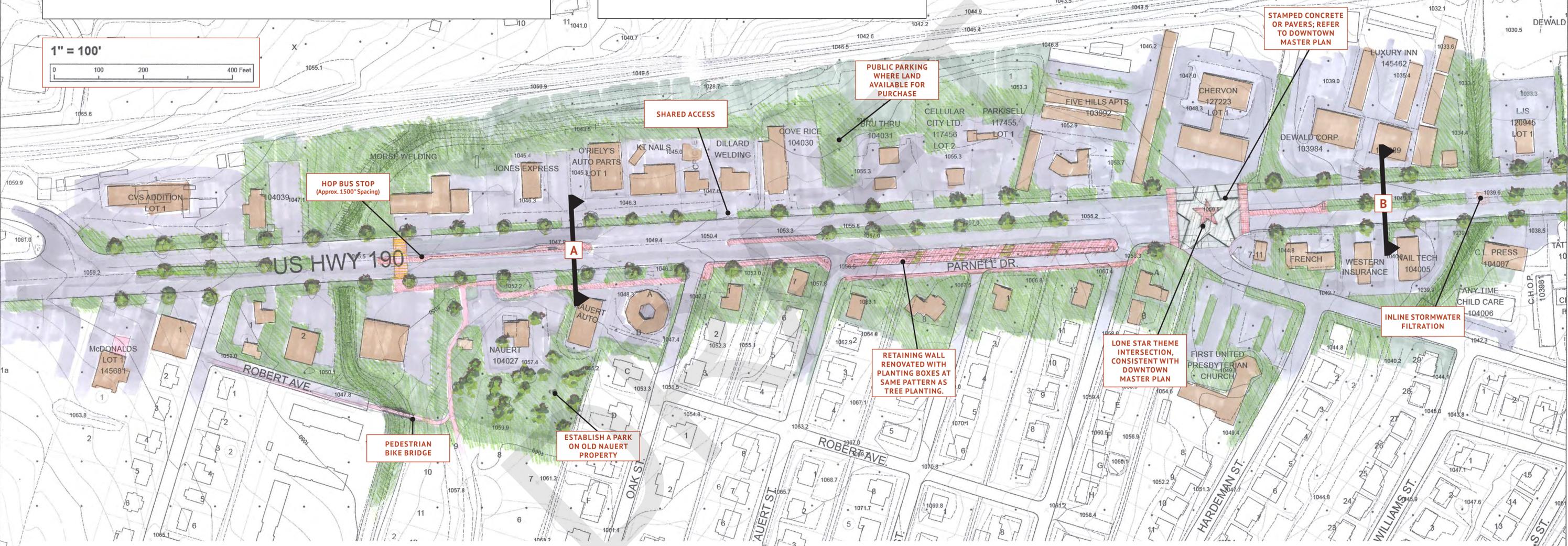
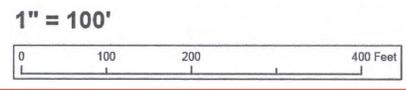
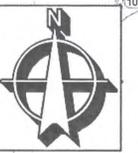
- Stakeholder participation and commitment
- Public-Private Partnership
- Financing Mechanism
- Regulation changes
- A Vision

STAKEHOLDERS

- Private Landowners/ Business Owners
- City of Copperas Cove
- TxDOT
- Oncor
- Centurylink
- KCCB
- The HOP
- Citizens of Copperas Cove

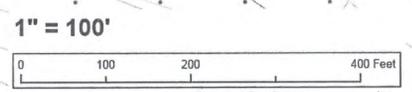
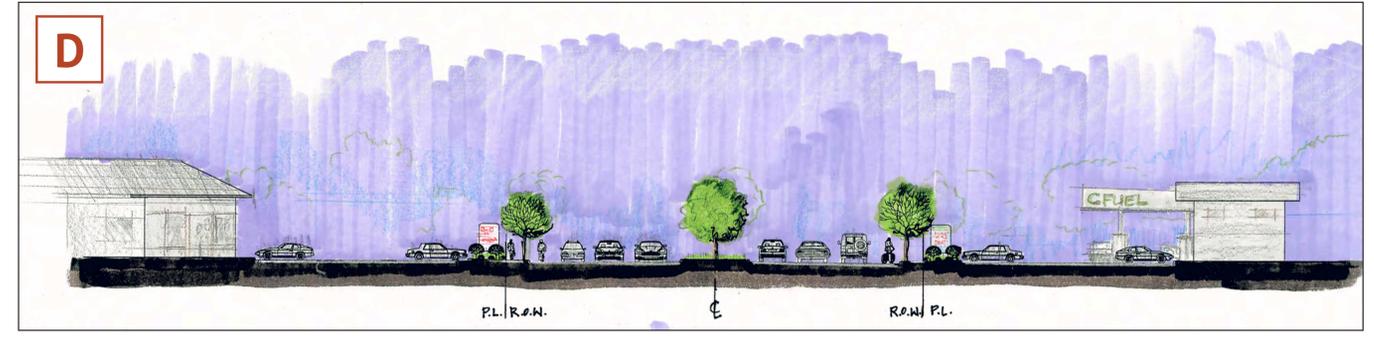
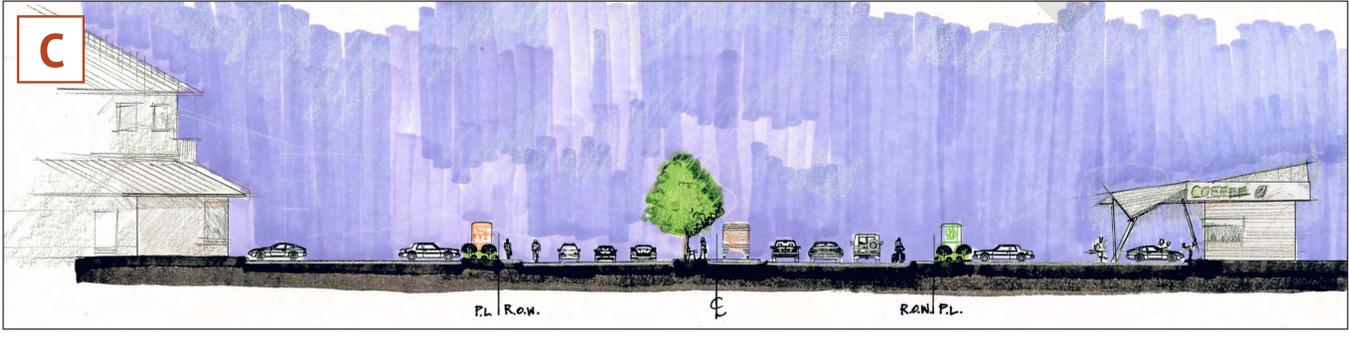
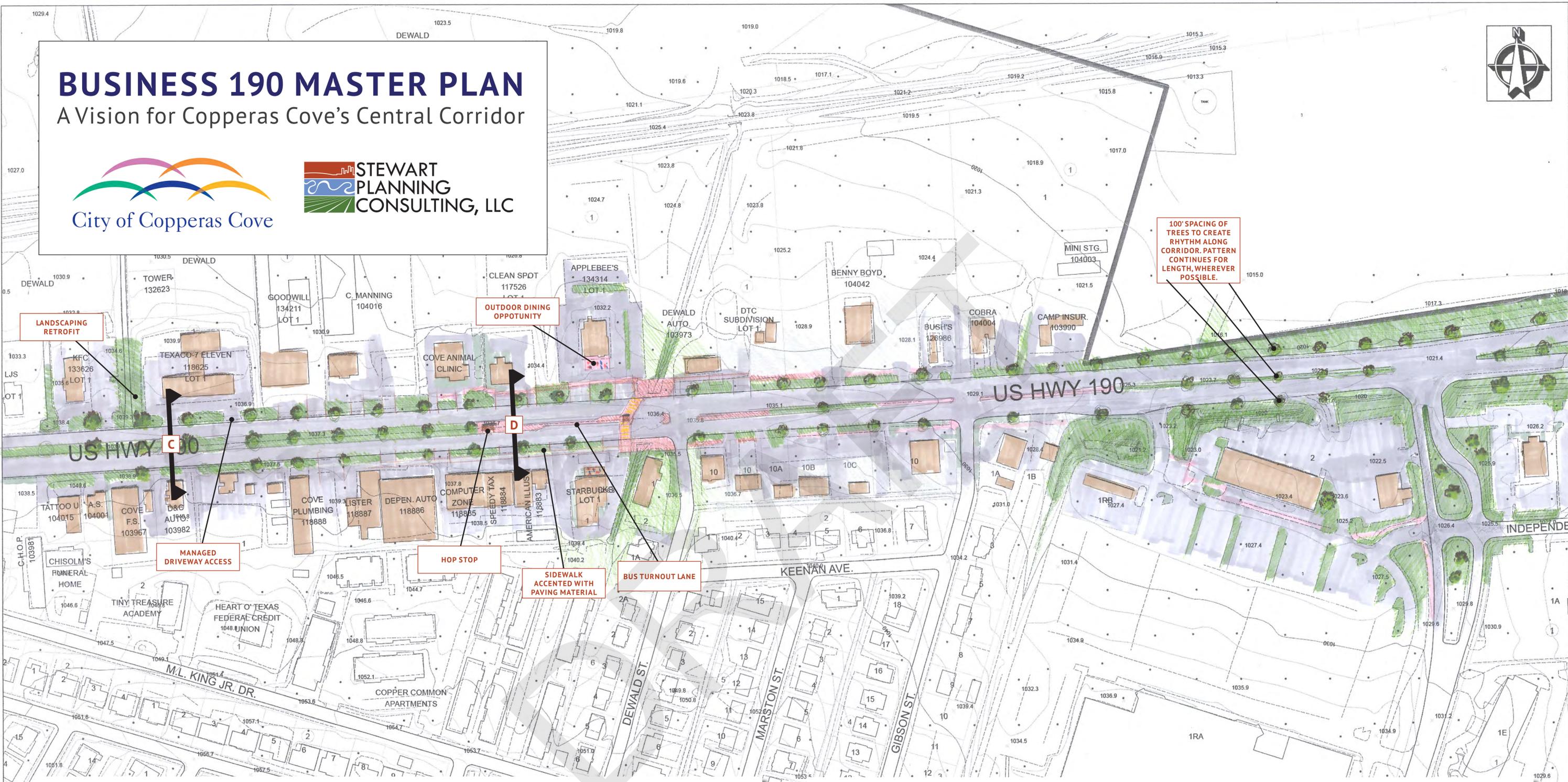
NEXT STEPS

- Continue to gather community and stakeholder input
- Commission a preliminary engineering report
- Review financing options



BUSINESS 190 MASTER PLAN

A Vision for Copperas Cove's Central Corridor



A. Proposed roadway section

To accommodate the functional needs and the aesthetic objectives of the Vision, the following roadway sections are recommended in the general locations indicated in Plate 1. It is understood that this section will have deviations and taperings and expansions, depending on the information collected and the analysis of the Preliminary Engineering Report. Therefore, they are provided here in the spirit of this planning document, as a guide for implementation. A 120' right-of-way is assumed.

Section A

Divided Arterial, 4 Lanes plus 5' integrated bike lane (30.5' BOC-BOC each direction, 12.5' travel lanes), 23' Median/Transit stop, 5' sidewalk

Section B

Divided Arterial, 4 Lanes plus 5' integrated bike lane (30.5' BOC-BOC each direction, 12.5' travel lanes), 24' Median/stormwater filtration bed, 6' sidewalk, 6' treewell/landscaping.

Section C

Divided Arterial 6 lanes plus 5' integrated bike lane (42.5' BOC-BOC each direction, 12.5' travel lanes), 23' Median/Transit stop, 5' sidewalk

Section D

Divided Arterial, 6 Lanes plus 5' integrated bike lane (42.5' BOC-BOC each direction, 12.5' travel lanes), 24' Median/stormwater filtration bed, 6' sidewalk, 6' treewell/landscaping.

B. Driveways

The most effective means of improving the safety of Business 190 is to provide a divided roadway, which presents predictable left-turn and turnaround locations. This strategy works hand-in-hand with the employment of access management criteria. Driveways should be spaced with separation to other driveways in mind, in order to avoid confusion about turning movements. The use of shared driveways for mutual access is encouraged.



C. Landscaping and Open Space

“

The introduction of a row of trees on either side of the highway, at a regular interval

A society grows great when old men plant trees whose shade they know they will never sit in.”

-Greek proverb

enhances the visual appearance of the highway corridor. The spacing proposed is



every 100 feet, and should align on opposite sides and within the median, where appropriate based on turning lanes and other

traffic safety considerations. The observance of the pattern should be fairly strict and laid out by a surveyor, in order to achieve the desired visual impact. The picture example here is Michigan Avenue in Chicago.

In addition to the tree plantings, private business owners should be encouraged to install and maintain landscape areas adjacent to the tree plantings, and within parking areas to break up the expanse of paving.

There is a significant open space opportunity at the western end of Phase 1. Known as the “Nauert property”, an old house still remains, though is vacant. The feasibility of having this property as a park should be investigated, as it will contribute tremendously to the overall aesthetic of the corridor. The property sits at the potential junction of multiple bike routes and walking routes. It could be enjoyed actively (picnics, walking, sitting, and as a way of marking the history of a long-time Copperas Cove family), and passively (as a pocket of greenspace along a major commercial route).



In some areas, the median landscaping can take the form of a bio-retention area, or a “rain garden”, which filters non-point source stormwater runoff before it is released into the storm conveyance system. This strategy is gaining wider acceptance across the country as a low cost means of addressing water quality concerns.

D. Pedestrian and Bicycle Needs

Sidewalks are currently very spotty and there is not a well-defined network or places of predictable location. Similarly, there is no designated route for bicycles.

Ultimately, sidewalks should be constructed along both sides of US 190. It is understood that this will take some time, and will require a public-private partnership.

Sidewalks and fully ADA compliant intersection crossings are the first priority for funds. New development or redevelopment should include sidewalk installation, if not already present. Sidewalks should be at least 5 foot in width and ideally have some separation from the back of curb.

The proposed cross-sections accommodate a 5 foot pavement-marked bicycle lane in each direction. Given the speed difference between cyclists in the lane and the adjacent motor vehicle lane, this is not preferable and opportunities to locate a bike lane on a parallel path should be heavily considered (for example along Parnell Street). In places where the lane is placed directly on Business 190, significant pavement marking should be installed to alert drivers to the presence of the lane.

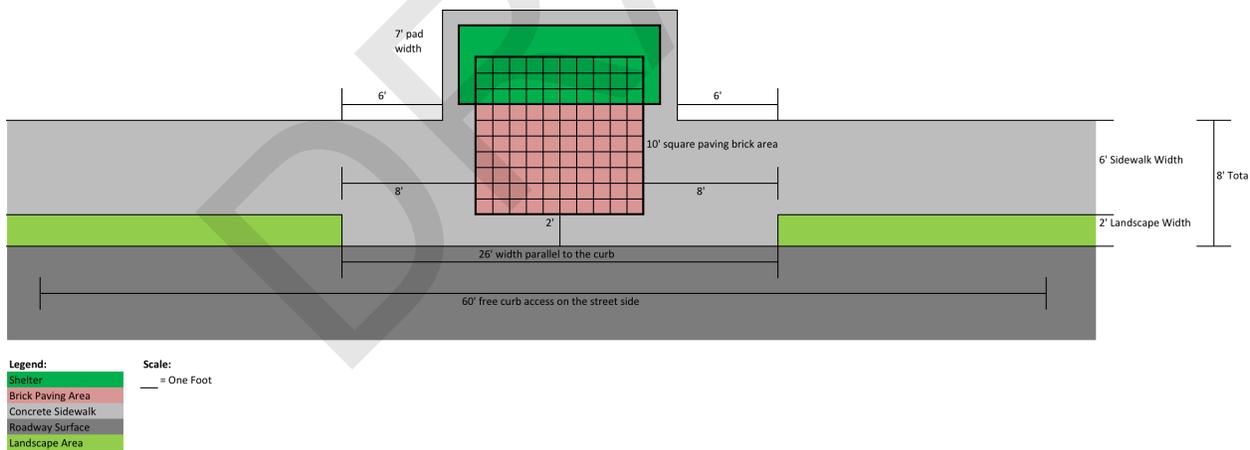


E. Public Transit Integration

Copperas Cove is served regionally by “The Hop”, a public transit agency which continues to see increased ridership and need for its services. As part of an interregional corridor, Business 190 should continue to be connected to the Central Texas region, and public transit is part of this strategy.

The proposed concept includes median-centered bus stops for the HOP. The stops are spaced approximately 1,500 linear feet apart and are situated to provide easy access to retail areas and adjacent neighborhoods.

The shelters require a footprint of approximately 26 feet in length (parallel to the roadway) and 15 feet in width.



F. Underground utilities

Existing water, sanitary sewer, gas and drainage facilities are within the Highway 190 right-of-way and within easements immediately adjacent to the right-of-way. These underground utilities are critical for existing services. During the reconstruction of Business 190 improvements, these utilities may require relocation, adjustment or even expansion (if part of an identified CIP project).

The precise location of these utilities must be identified during preliminary design and engineering.

G. Electrical Service Planning

Electrical service to the Business 190 corridor is provided by Oncor. Their facilities include overhead three-phase power, numerous transformers, and a substation (within the area of Phase II of the Master Plan improvements).

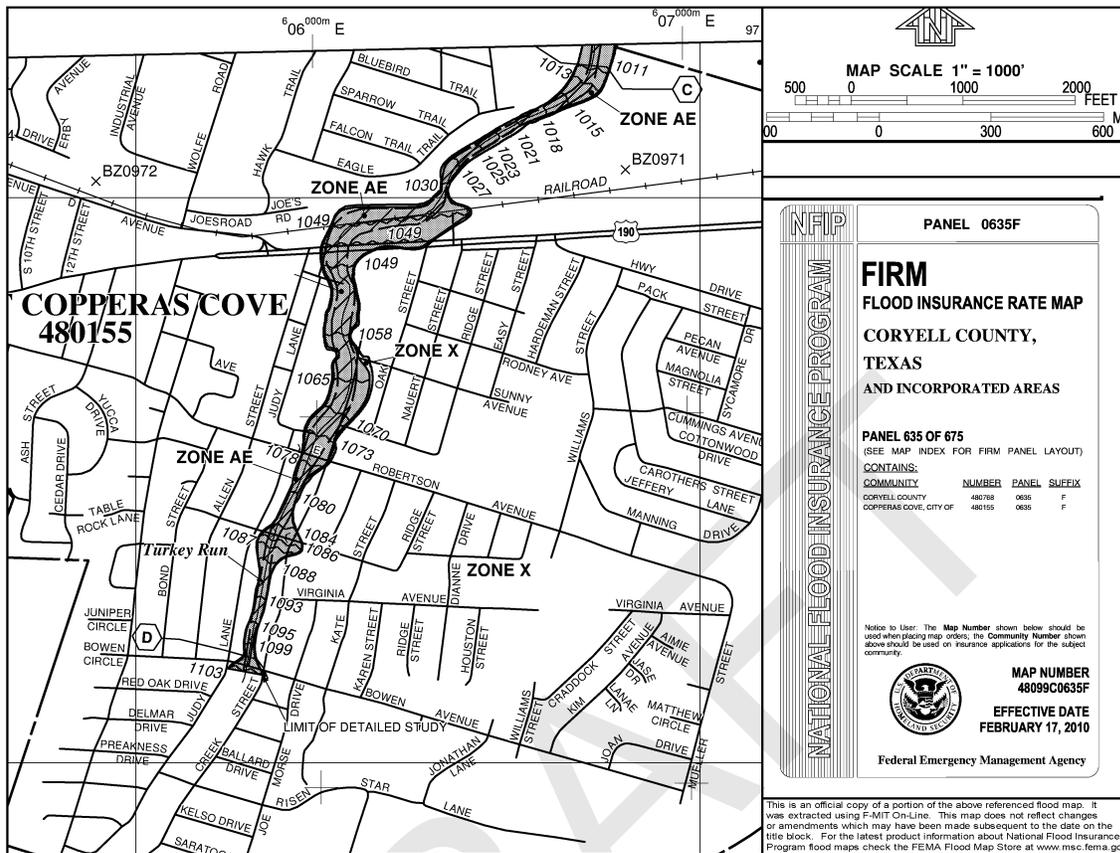
Moving the overhead utilities underground offers several distinct advantages. First, the improvements are protected from outdoor risk elements, such as ice, wind, and errant vehicles. Secondly, moving aerial cables and the respective poles improves the aesthetics of the corridor dramatically.

The major drawback of this strategy is in the cost. Estimating these costs is a task for the preliminary engineering design stage. Some communities have funded these costs by accepting a utility bill surcharge. Other communities have worked out arrangements to place sleeves during the right time of construction and allowed the utilities to actually be moved (“pulled”) at a later date, as funds become available.



H. Drainage considerations

Within the first phase, there is one crossing of a studied stream segment under the NFIP. As there is some backwater impact from the railroad onto 190, drainage should be evaluated during the preliminary engineering phase in order to determine if some improvement to this segment can be made.



There are additionally two other smaller (unstudied) creek crossings which should be evaluated to determine their adequacy. These are at Dewald Street and between Hardeman and Williams Streets.

I. Other Urban Design Considerations

1. Surface treatments

A unifying visual theme can be created by using specific materials and colors, which tie the project to a larger concept. A set of light, natural colors is identified in the 2008 Downtown Master Plan (Section 4.1) and opportunities for contrast within the palette is also identified. Working from this palette on the Business 190 Master Plan can also unify the 190 project with the downtown redevelopment, and relates the entire project back to the natural beauty of the Texas Hill Country.

The Martin Luther King, Jr. Blvd. intersection is one example of an opportunity to utilize pavers to create a sense of place, a sense of importance, and a sense of unity with the urban design.

VIII. Funding

The scope of this initial planning effort did not include a cost estimate, as it is focused on trying to depict a concept for development which meets a number of community objectives ranging from mobility, access, aesthetics, and traffic safety, to name a few. Because of the surveying and engineering detail necessary to develop an estimate of probable cost, this information should be provided with the preliminary engineering report.

However, some discussion about funding options was part of the Business 190 Master Plan Committee sessions. It was emphasized that a coordinated strategy would be necessary in order to leverage public resources (local, State, Federal) with private resources. The following potential funding options have been identified:

- Bonds
- TXDOT Funding
- Grants
- Reinvestment Zones
- Tax Increment Financing
- Tax Abatements
- Strategic Highway Safety Plan
- Improvement Districts
- Neighborhood Empowerment Zone
- Infrastructure Development Program

A. Bonds

Bonds are authorized under Texas Local Government Code (LGC) Section 271. They may take the form of: Limited Tax Notes, Certificates of Obligation, or General Obligation Bonds.

They are a powerful form of finance, usually with favorable interest rates offered, because they are secured by property taxes.

Depending on the type of bond issued, they can be paid back with property taxes, water & sewer revenues, solid waste revenues, drainage revenues, or other sources as appropriate for the nature of improvement. The repayment period can be as long as 30 years or more.

B. TxDoT Funding

These mechanisms are administered under the Texas Administrative Code, Section 16.153. Most highway funding for projects involving Federal highways is channeled through to the State from the FHWA. Funds are offered in twelve categories – though three categories are most often used for projects such as this:

- Category 7 – Metropolitan Mobility and Rehabilitation
- Category 8 – Safety Programs (Railway-Highway Crossing)
- Category 9 – Transportation Enhancement Program.

Among other programs, Public Transportation also receives Federal funding via TxDOT. The HOP is one beneficiary of these funds.

With some projects, TxDOT is responsible for selection. Under the regional planning model for transportation improvements, the Killeen-Temple Metropolitan Planning Organization (KTMO) is responsible for selecting projects.

C. Grants

Various organizations and entities offer grants, depending on the focus. These opportunities are very competitive and usually have a short application period. They have become more limited in recent years. City Council authorizes staff to apply for grants. Council will also identify line items in the annual budget process which can be used for matching components. A community which makes a significant local share contribution to the project will usually score higher in most competitive grant application processes.

D. Reinvestment Zones/Tax Increment Financing (TIRZ)

This funding mechanism is provided for within the Tax Code, Chapter 311. Structural and infrastructure improvements to support business investments are eligible activities.

The property taxes are paid on the increased value resulting from private investments, assuming the growth in the value of existing properties and other improvements made in the zone. Sales taxes are paid on increased taxable sales in the zone.

E. Tax Abatements

Tax abatements are a further mechanism that can be applied to a specific property or set of properties. This is covered within Chapter 312 of the Tax Code. The zone boundary and criteria for obtaining the exemption is set by the City Council.

F. Strategic Highway Safety Plan

23 USC Section 402 provides funding for highway safety, including pedestrians and bicycling improvements. These are Federal funds which come from the US Department of Transportation. The funds are awarded by the State and incorporated in the KTMO recommendation and bicycle and pedestrian plan, and the Texas Strategic Highway Safety Plan.

G. Improvement Districts

Public Improvement Districts are authorized under LGC, Chapter 372. Most infrastructure projects can be funded under a PID. These are created by the City Council after receiving a petition from property owners in the applicable area. The cost of improvements is then recouped by levy of special assessments apportioned among participating properties.

H. Neighborhood Empowerment Zones

These zones, created by City Council, are authorized under LGC, Chapter 378.

The funds are intended to assist in the creation and rehabilitation of affordable housing, increase economic development, social services, education or public safety. Like some of the previous mechanisms, Council creates the zones, and may then waive or adopt special adopt fees related to building construction, as well as abate property taxes/refund sales taxes on purchases in the zone.

I. Infrastructure Development Program

Finally, the City may apply to the Texas Department of Agriculture identifying specific businesses, job creation/retention, and infrastructure improvements. This program is authorized under Texas Administrative Code, Section 255.7. As its main thrust is job creation, the infrastructure necessary must be tied directly to jobs. Matching funds must come from the City and benefitting business(es), and state funds are then released according to performance.

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