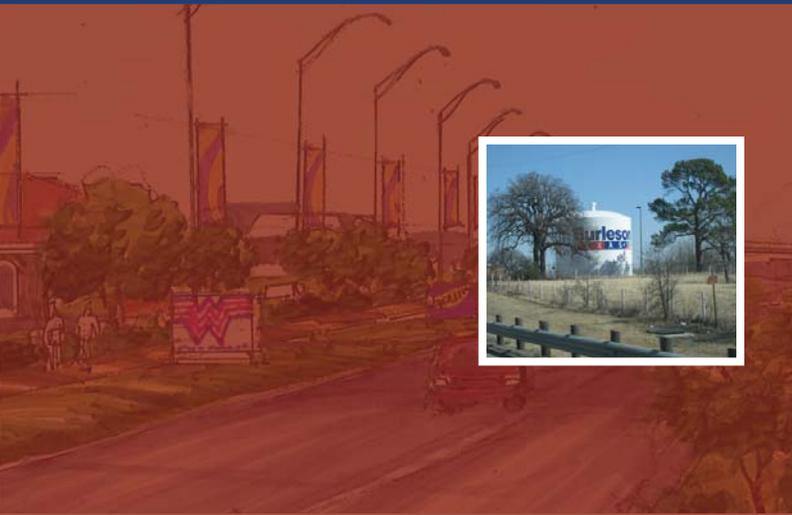




Burleson
TEXAS



planning report



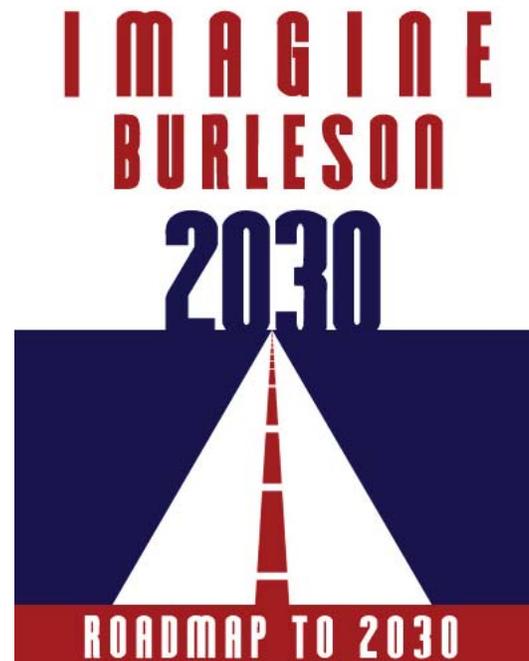
174 Corridor Plan

April 2010



CITY OF BURLESON
174 Corridor Plan

April 2010



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INTRODUCTION

Acknowledgements

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INTRODUCTION

Purpose

Corridors are not just a means to connect people from point A to point B, they reflect a sense of place and help to establish an identity to an area, district or town. State Highway 174, also known as Wilshire Boulevard, functions not only as a roadway to carry a high volume of traffic, but also as one of the major commercial arterials in the City of Burleson. It connects numerous neighborhoods, schools, churches, and businesses together.

The purpose of this plan is to look holistically at the study area and create a long-term vision for the development of this important corridor. This plan is intended to be a living document and to provide guidance to the City for future decision-making. This corridor plan reflects the vision and goals provided by the community during the planning process.

Background

In the Fall of 2008, a year-long effort known as “**Imagine Burleson - A Road Map to 2030**” began. This on-going effort will provide the City of Burleson a comprehensive plan, to serve as a framework over the next 20 years. As a component of this effort, city officials identified the State Highway 174 Corridor as a high priority item for study and planning. This corridor plan is intended to supplement the **Imagine Burleson Comprehensive Plan**.

PUBLIC INVOLVEMENT



Summary of Public Involvement

Public participation is a key element in long-range planning. The public provides input regarding the importance of specific planning elements that define the character of the study area. In order to obtain feedback from those who use State Highway 174, a series of public meetings were held at to engage citizens, business owners, residents, and stakeholders.

At each of these meetings, the community members were given a specific group exercise associated with the appropriate meeting topic. At the end of each exercise, the groups were asked to present their ideas. Each meeting was well attended and a tremendous amount of consensus was generated. A summary of each of the meetings is provided on the following pages.



Town Hall #1 Jan. 31, 2009 67 - Attendees
Visual Character Survey



Town Hall #2 Feb. 10, 2009 75 - Attendees
174 Corridor



174 Corridor Feb. 24, 2009 25 - Attendees
Stakeholders Meeting



Town Hall #3 Mar. 12, 2009 70 - Attendees
Connectivity & Mobility

Town Hall 1 - Visual Character Survey

The first Hall Meeting was held at 10:00 am on Jan. 31, 2009 at Burleson High School. Approximately 67 people attended this meeting. The purpose of the first public meeting was to both introduce people to the planning process and explain why it is important, and gain an understanding as to the public preference regarding preferred future conditions for the City of Burleson.

Community members completed a survey to depict their desired conditions for the City of Burleson. The Public viewed various images containing different situations of roadway sections, streetscapes, open space amenities, housing options, building type, and landscaping. The results that are shown below focus on images relating to commercial development, and roadway / streetscape design. During the Visual Character Survey (VCS), participants ranked the images based on how much they liked or disliked the image using the scale below.

A = Love it (Highly desired in Burleson)
B = Like it (Want it in Burleson)
C = Can live with it

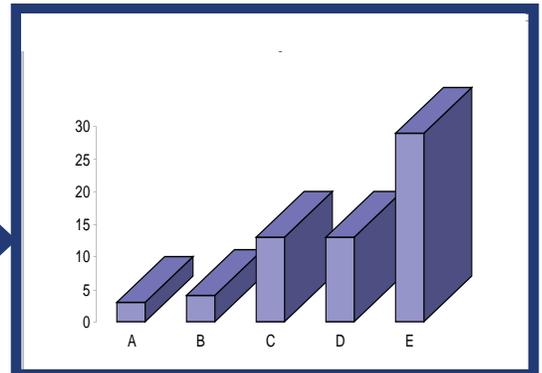
D = Neutral (Have no strong opinion)
E = Unacceptable (Not in Burleson)

Generally, images that ranked more toward the “A” category are more sustainable developments, mixed use, and context sensitive streets. These were preferred among the participants. The images that ranked more toward the “E” category were not preferred. Category “E” depicts the types of conditions that exist but are no longer desired. The results are shown in the graphs below.

Visual Character Survey - Streets:



Image showing a multiple lane highway with concrete barrier wall.



Observation:

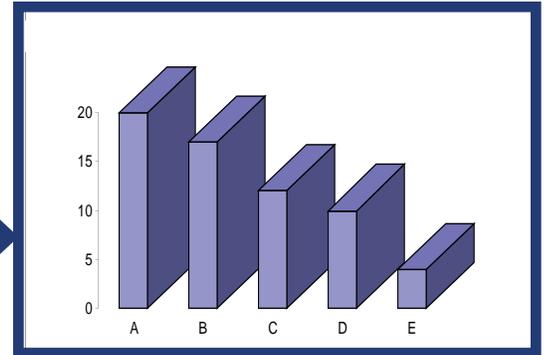
Wide roadways, no landscaping, and lack of pedestrian movement is not desired for this Corridor.

PUBLIC INVOLVEMENT

Visual Character Survey - Streets:



Image showing a landscaped pedestrian overpass.

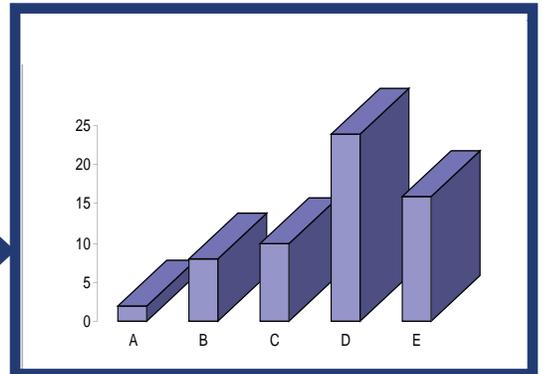


Observation:

Context-sensitive, landscaped roadways are highly preferred.



Image showing a multiple lane road with no median and street trees.

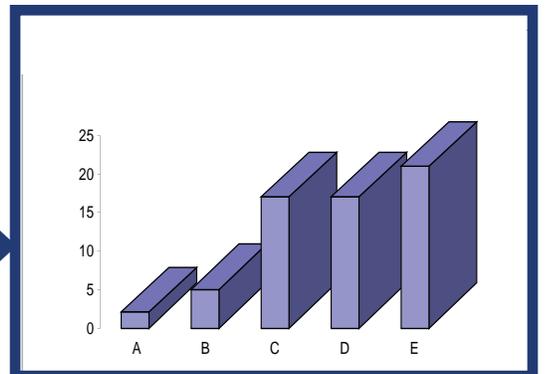


Observation:

Participants were neutral to this type of situation.



Image showing a multiple lane road with concrete median.



Observation:

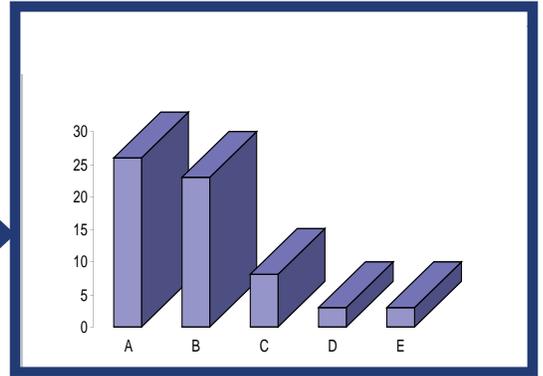
Tired of the same situations that exist.

PUBLIC INVOLVEMENT

Visual Character Survey - Streets:



Image showing an established pedestrian zone between street and store front.

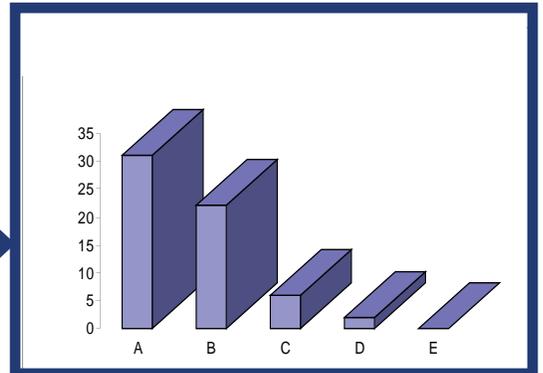


Observation:

Strongly prefer walkable, pedestrian-friendly environments.



Image showing a landscaped median separating parking and traffic.

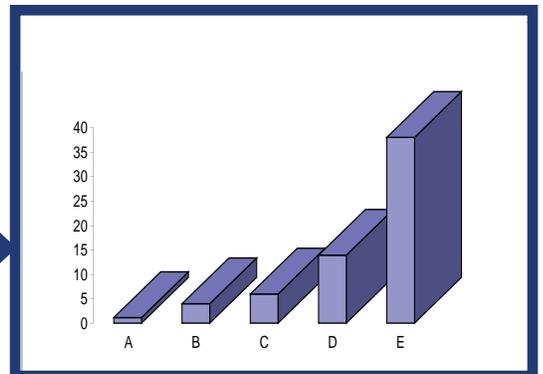


Observation:

Prefer landscaped roadways and medians



Image showing existing roadside conditions of State Highway 174.



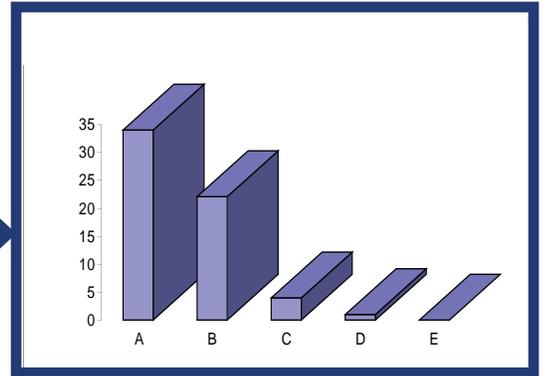
Observation:

Strong desire to change existing look of the 174 Corridor.

Visual Character Survey - Streets:



Image showing well landscaped road with median and bike lane.



Observation:

Desire bike routes, defined pedestrian crossings, and no sign clutter.

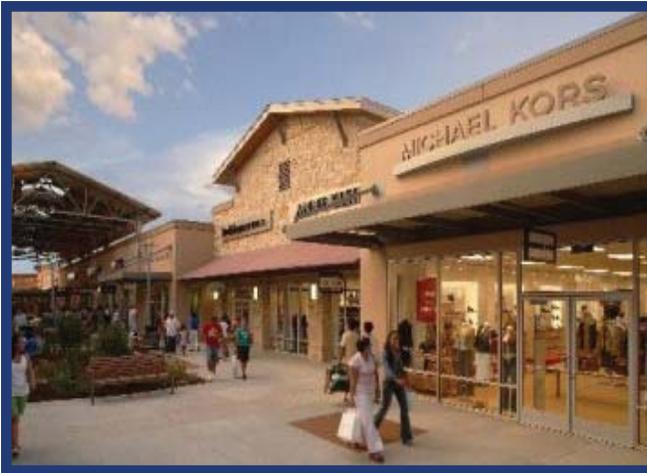
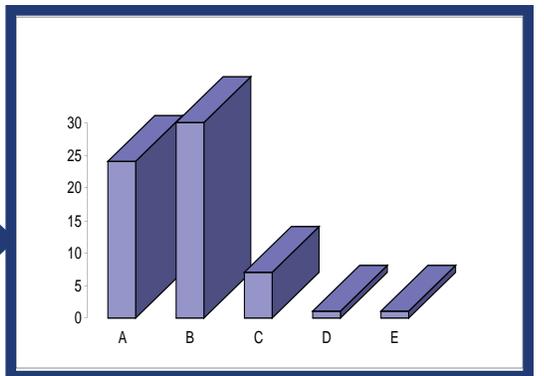


Image showing well designed retail center with pedestrian amenities.



Observation:

Well-articulated buildings with high-quality materials and inviting storefronts are preferred.

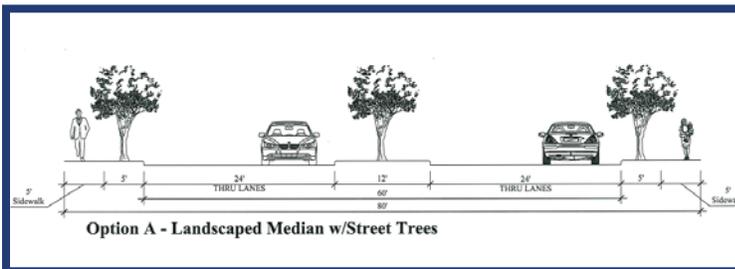
General Observations of Town Hall #1

The public provided insight as to what type of development and design characteristics were preferred along their roadways. The participants strongly favored conditions where abundant landscaping and pedestrian connections existed. The participants also favored well designed commercial retail development.

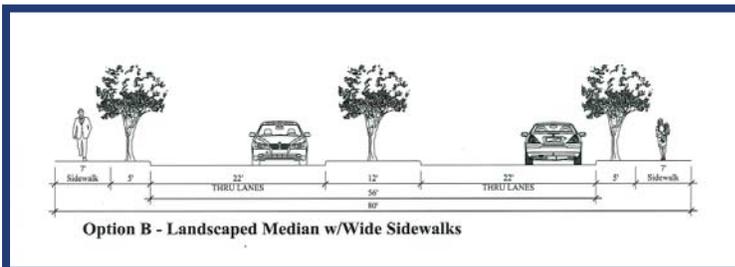
Town Hall 2 - 174 Corridor

On Feb. 10, 2009 at 6:30 pm, the City hosted its second Town Hall Meeting. The meeting was held at Burleson High School and approximately 75 people participated. This meeting focused on obtaining public input on roadway design elements and desired land uses along State Highway 174.

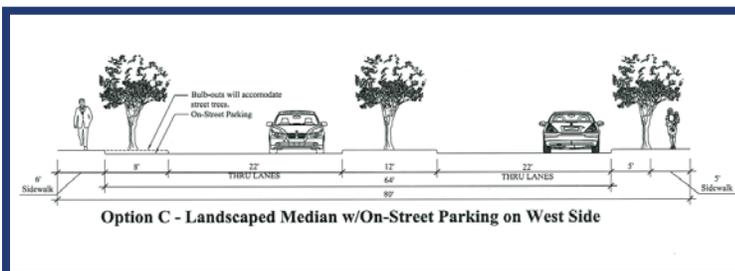
Community members divided into groups of 10. Each group took part in two exercises. In the first exercise, community members were given a handout with a series of four different typical roadway cross-sections in order to identify which one they thought most desirable for State Highway 174. These include:



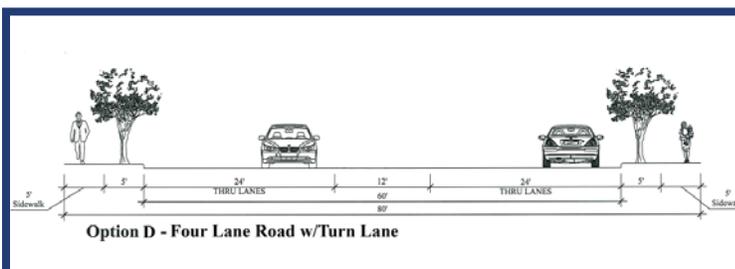
Typical cross-section of a 6 lane road with landscaped median and 5 foot wide sidewalks.



Typical cross-section of a 6 lane road with landscaped median, narrower car lanes and 7 foot wide sidewalks.



Typical cross-section of a 6 lane road with landscaped median, narrower car lanes, on-street parking and 5 foot wide sidewalks.



Typical cross-section of a 6 lane road with middle turn lane and 5 foot wide sidewalks.

Observations from Town Hall #2 (Exercise One)

The general consensus, was that Option A was the most preferred. Comments left on hand outs indicated that this was based on the landscaped median and five foot sidewalks.

Town Hall 2 - 174 Corridor

In the second exercise, each group had a map of the entire segment of State Highway 174 that ran through Burleson City limits. The groups attached land use tiles and street cross sections to their maps where they thought appropriate. The groups were allowed to provide comments they had on the corridor maps. Some of the areas of general consensus are shown on the inside page and include:

Area between I-35W and Burleson High School

- People want a pedestrian friendly State Highway 174
- There is a desire for more landscaping in parking lots
- Intersection improvements are needed
- People would like to see a link between State Highway 174 and Old Town
- There is a strong need for a landscaped median for safety and better access management
- People want more community and pocket parks
- People would like to see more variety of land uses along State Highway 174

Area around Burleson High School and Shannon Creek

- The main concern here for the community is safe crossing for students
- People feel there is a need for large open park space
- There is a desire for small service retail
- People would like for educational institute such as a library, near Burleson High School

Area between Shannon Creek and Wicker Hill Rd.

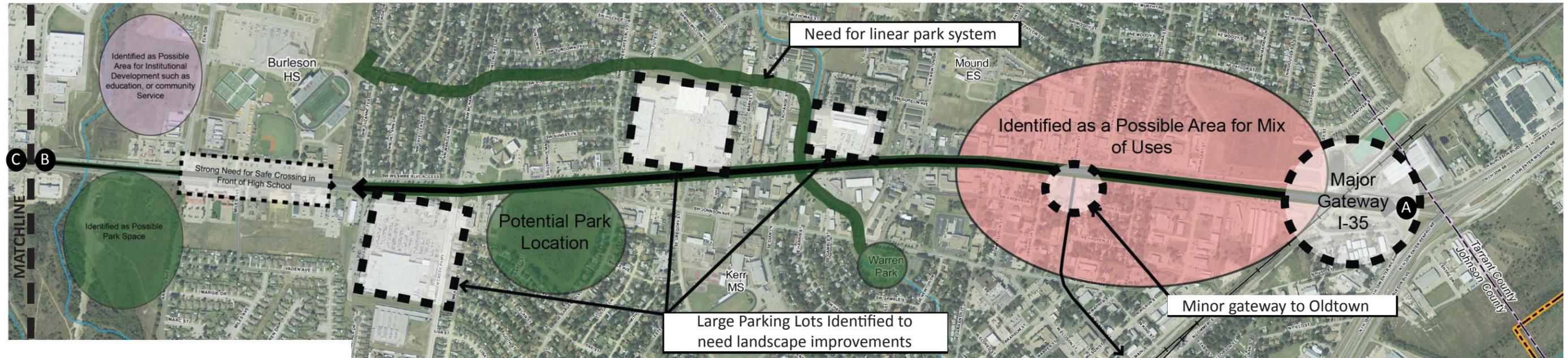
- Big potential for new development exists here
- People want to keep large retail north of Highway 731
- There is a need for a mixed use development in this area
- People would like some type of community center or farmer's market
- This is a possible location for higher education

Area between Wicker Hill Rd. and Southern City Limits

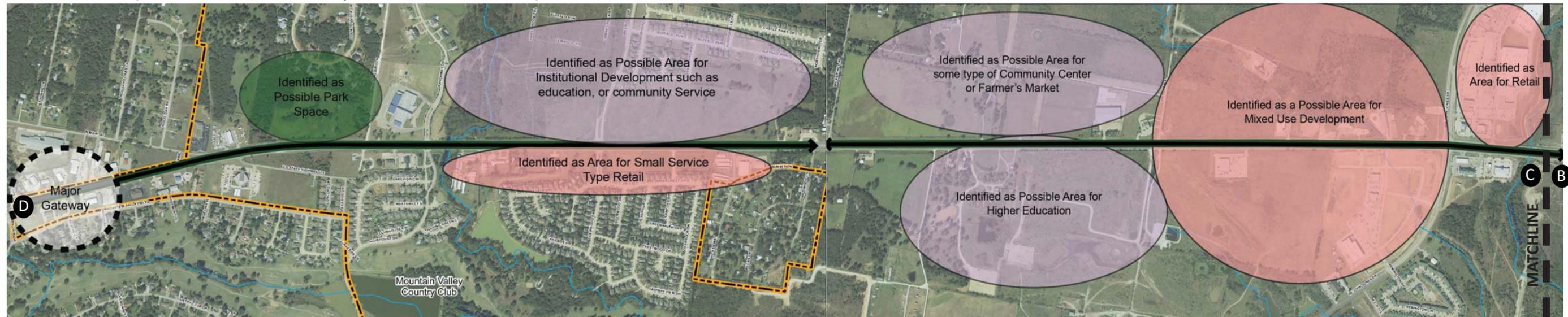
- Community members would like less density in this area
- People would like to see a gateway at city limits
- State Highway 174 should take on a parkway feel in this area
- Community park elements should be included near neighborhoods
- There is a desire for small neighborhood service retail
- This would be a good area for small hospital or clinic

Maps summarizing results of Town Hall #2 group mapping exercise

Northern Section (I-35W to Shannon Creek - Point A to Point B)



Southern Section (Shannon Creek to Joshua City Limits - Point C to Point D)



Observations from Town Hall #2 (exercise two)

Summarizing the results of the exercise, the participants generally wanted to see more variety in landuse, landscape improvements in both parking and roadway conditions, and opportunities for community oriented development, such as parks and recreational facilities.



Town Hall 3 - Connectivity and Mobility

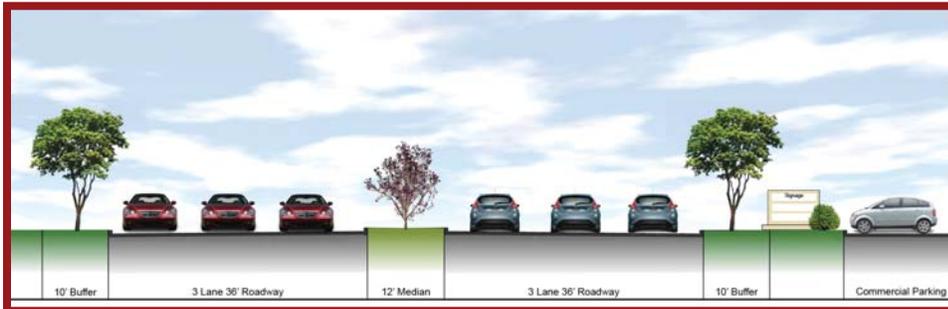
The third Town Hall meeting was held at Burleson High School on Mar. 12, 2009 at 6:30 pm. This meeting focused on obtaining input regarding the public's preference for the street character in Burleson. Street character in this case makes reference to the classification of surrounding land use and/or density, but is more concerned with the streetscape elements associated with each (such as setbacks, landscape buffers, medians, parkways, and signage.)

Community members were divided into groups, and were asked to mark roadways on 174 Corridor maps based on desired street character. Each corridor character had a color and cross-section associated with it. (The 2006 Master Thoroughfare Plan was used as a basis of this exercise.)

Four major characteristic corridors:

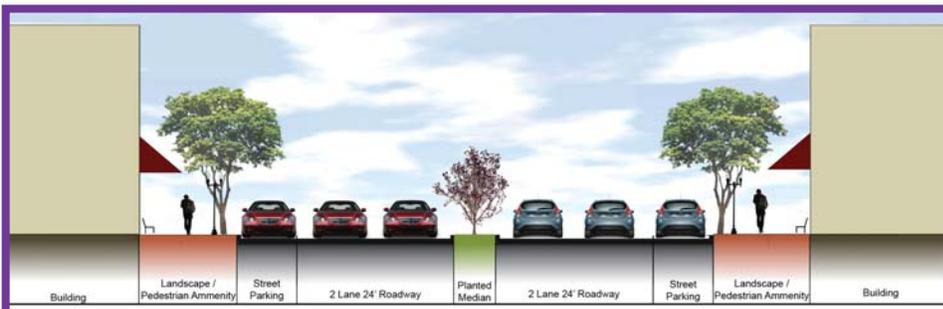
Commercial

A commercial corridor can be characterized as having a multi-lane, divided thoroughfare with a buffer zone between roadway and off-street parking lots. Commercial corridors typically have higher speed limits and heavier traffic volumes. Major vertical elements of commercial corridors are trees, lighting, signage and buildings. Views to business signage are usually prevalent.



Urban

An urban corridor carries less traffic than a commercial corridor. These are high-intensity center city corridors, serving both central business district businesses and visitors of historic old town, as well as future mixed use development areas such as the TOD Area. Typically containing 2 to 4 lanes of traffic, urban thoroughfares are also heavily landscaped and include other design elements that favor walkability and pedestrian access.

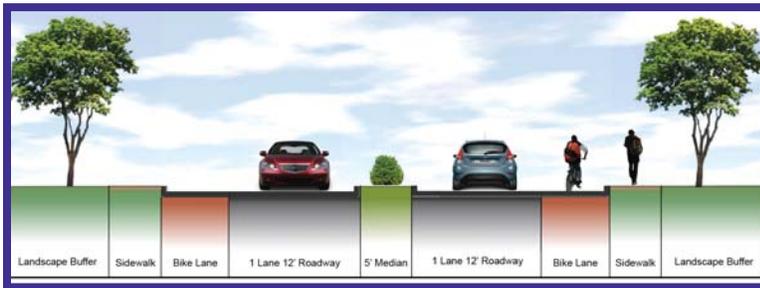


Town Hall 3 - Connectivity and Mobility

Four major characteristic corridors:

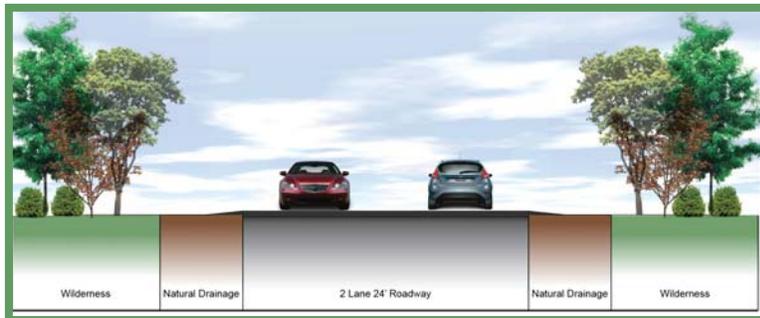
Suburban

A suburban corridor can be characterized as having 2 to 4 lanes of traffic, and are mainly collector streets. Suburban corridors usually run through neighborhoods, and consist of pedestrian sidewalks, and a landscape buffer between street and residential parcels. Some of these corridors consist of bike lanes.



Rural

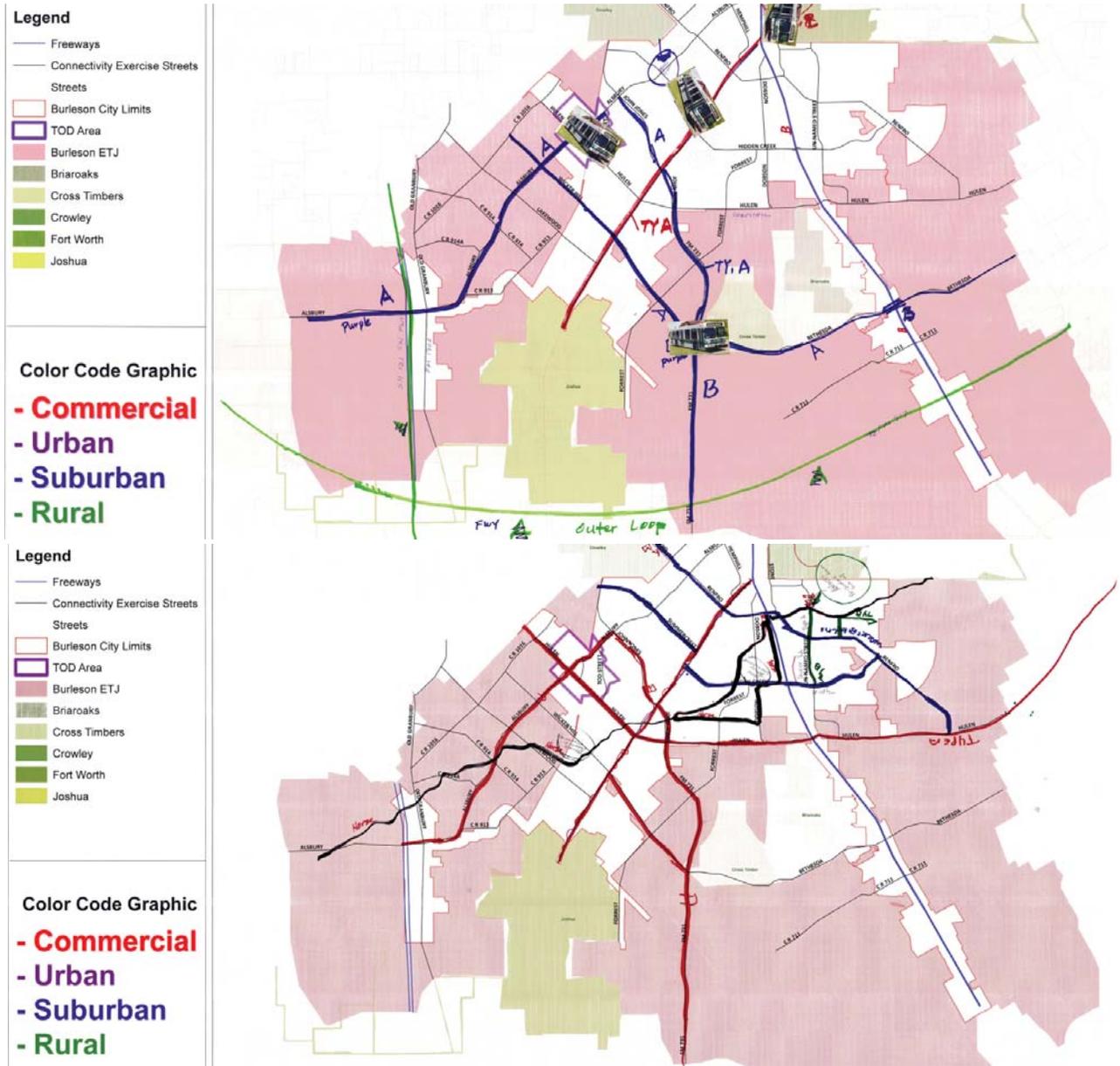
The most defining characteristics of rural corridors are naturalistic surroundings and less development. Rural corridors can have anywhere from 2 to 6 lanes of traffic and usually utilize natural surface drainage. The natural landscape is dominant over the human created.



Town Hall 3 - Connectivity and Mobility

Character results:

Below are a few of the maps marked by groups during the exercise



Observations from Town Hall #3

Summarizing the results of the exercise, the participants generally want to see State Highway 174 remain a commercial corridor, while providing additional safe pedestrian walkways and bike lanes. The community would like sidewalks and bike lanes to extend to the collector streets. Additional landscaping, reduction in signage clutter and design guidelines would improve aesthetics of the Corridor. Safety is a top priority for the public. The community would like to see medians added.

Business Owners/ Stakeholders Meeting

Local business owners, stakeholders, and nearby residents attended this meeting to discuss specific elements of a potential overlay zone and how the proposed zone might impact their property. A presentation was then given summarizing results of the previous public meetings. The primary elements of the proposed overlay zone discussed included:

- Land Use
- Medians
- Signage
- Buffer Zones
- Streetscapes / Street Furnishings
- Parking
- Lighting
- Setbacks
- Architectural Guidelines
- Landscaping / Open Space
- Access Management



Observations from Business Owner/Stakeholders meeting

The stakeholders provided input verbally during the group discussion portion of the meeting. Attendees were also invited to submit written comments. The opinions varied, depending on the topic. However, the group tended to agree on the following points:

- Capital improvements projects need to jump start corridor improvements
- The City needs to lower speed limit for State Highway 174
- Landscape improvements and parking improvements are needed
- While improvements are often financial challenges for business owners, there was consensus that upgrades, as a whole, add higher value to the Corridor.

Conclusion of Public Involvement

In conclusion, all of the public meetings involved large number of people interested in planning the development of the State Highway 174 that runs through Burleson. Citizens desired change in the way the Corridor looks today. Everyone agreed that huge opportunities exist for future development, particularly in the southern half of the Corridor. Simple measures, such as landscaping, sidewalks, and higher building standards, will serve the existing corridor well. Pedestrian linkages and greenspace are desired. A median and more efficient access management will improve safety along the Corridor. This feedback plays a vital role in both current and future planning efforts.

EXISTING CONDITIONS

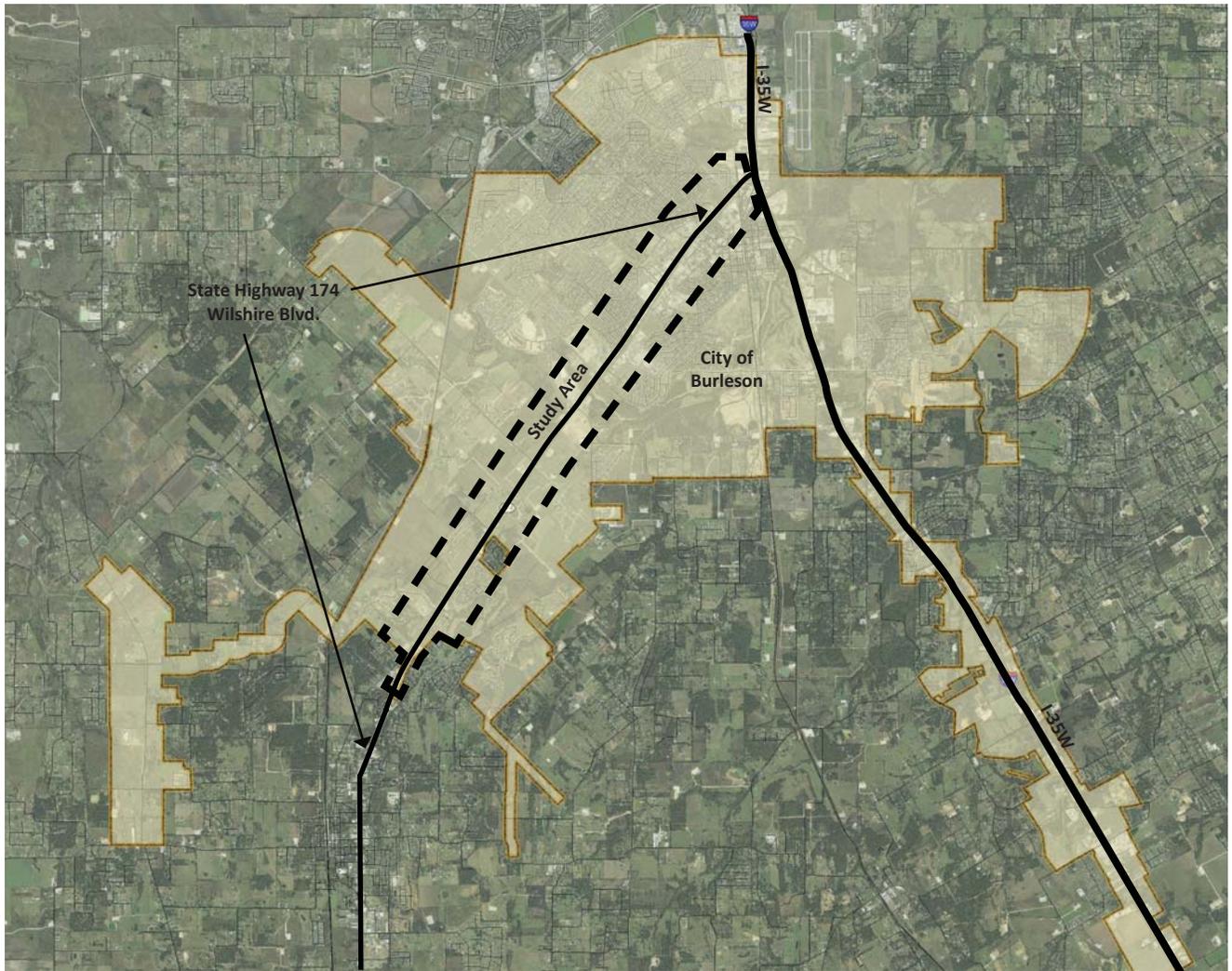


Introduction

Before developing a plan for the future, it is important to understand the current conditions. This section examines the existing conditions along the six mile State Highway 174 Corridor within the Burleson City limits. This is a basic assessment with a focus on land-use, zoning, parcel configuration and site photos.

Roadway conditions

The 174 Corridor Plan includes the portion of State Highway 174 starting at I-35W extending south approximately 6 miles to the city limits. The section of State Highway 174 between I-35W and Burleson High School, is currently a 6 lane highway with a central turning lane. The section between Burleson High School and Joshua City Limits changes to a 4 lane divided highway with a grass swale median. The portion of the Corridor, within the city limits, contain 23 intersections, 10 of which have traffic signals. Currently the roadway utilizes a surface drainage system with open ditch swales.



Map Showing Entire Portion of the 174 Corridor Through Burleson

Land Use

Land uses along the Corridor vary greatly from light industrial to retail to single family neighborhoods. There are also numerous public/semi-public uses including such prominent features as the High School-Administration Complex, North Joshua Elementary, the Chamber of Commerce, and various churches. While a mix of uses is beneficial to a healthy corridor, the current set of uses do not appear to be integrated with regards to the Corridor.

Land Use Observations

Residential Uses

- Single family residential is limited to three areas:
 - The two neighborhoods along the north side of NW Renfro Street are currently single family, but are under pressure of conversion due to nearby office and retail uses.
 - The neighborhood located at the west corner of State Highway 174 and McNairn Road (Hidden Creek Parkway) is buffered from nearby retail uses by a parallel residential road and landscaped area.
 - A few remaining residential parcels located between Shaffstall Road and Wicker Hill Road that will likely be redeveloped as the area changes.
- Multiple family residential development occurs as a “second tier” use behind the parcels that front along the Corridor between NW Hillery Street and SE John Jones Drive. These areas can help to serve and buffer any adjacent retail uses.

Retail/Office/Commercial Uses

- Commercial uses, such as warehouses and service centers, are scattered along the Corridor with a cluster located beside the railroad near Interstate Highway 35W. While most of these properties are fairly well maintained they inherently have open storage and service areas that may need to be screened or otherwise mitigated.
- Office uses are scattered throughout the Corridor as well. The area near the intersection of NW Renfro Street has a high number of office use parcels. There is a balance of purpose-built office structures and converted retail and residential spaces.
- Retail uses make up the bulk of the Corridor frontage from John Jones Drive to NW Hillery Street.
 - The newer “big box” developments are located at the intersection of John Jones Drive and State Highway 174. The developments are fairly typically auto-oriented projects.
 - The remaining retail centers were developed at earlier times and may need to be upgraded with regards to access, appearance and adjacency standards.
- In general the Corridor as a whole does not have a common appearance or feel. This is due to the development and redevelopment that has occurred without a common element to guide design standards.

Industrial Uses

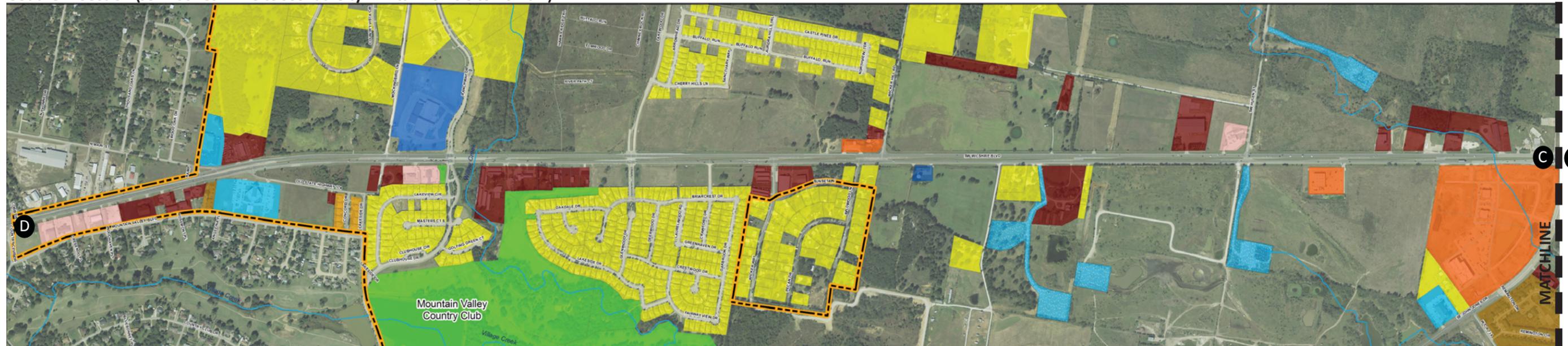
- Industrial uses are generally absent from the Corridor, although there are some parcels near the entrance to Interstate Highway 35W. The remaining parcels that occur south of John Jones Drive maybe classified as commercial in the future.

Existing Land Use

Northern Section (I-35W to John Jones Drive - Point A to Point B)



Southern Section (John Jones Drive to Joshua City Limits - Point C to Point D)



Legend

Burleson City Limits	Office	Public Sime-Public
Single Family	Retail	Fire Station
Two-Family (Duplex)	Commercial	Cemetery
Single Family Attached	Open Storage	Gas Well
Multi-Family	Light Industrial	Schools
Manufactured Home	Vacant Building	Church
Assisted Living	Parks & Open Space	Vacant



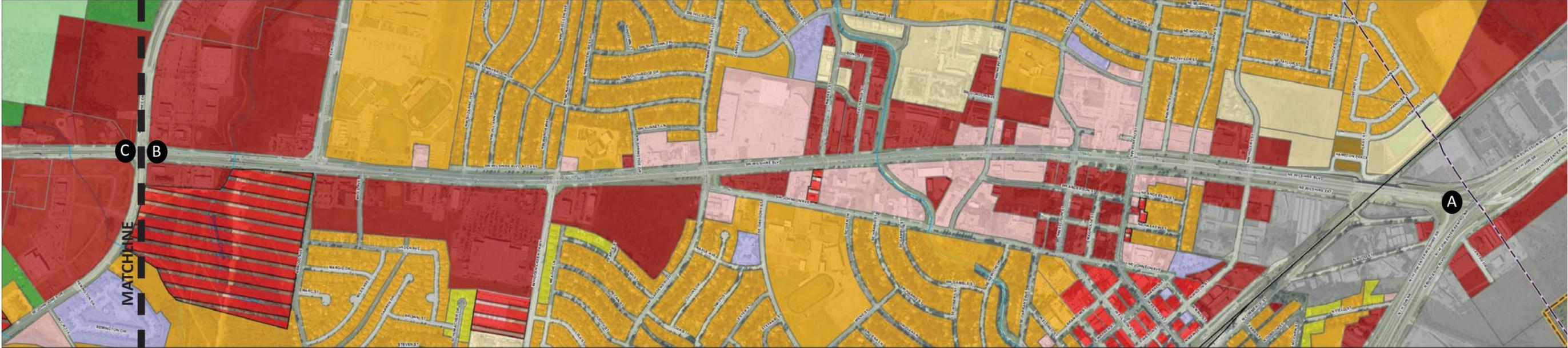
Zoning

The existing zoning in place has scattered areas of general retail and commercial along the State Highway 174 Corridor, with the greater density of commercial development located at the northern end. Single family residential is primarily zoned behind commercial development, but does reach to Corridor frontage in a few locations around Hidden Creek Parkway and Lakewood Drive. The area around the John Jones Drive and State Highway 174 intersection is located within a planned development, consisting of commercial and multi-family. Currently, no zoning classification has been established for mixed-use. Most of the land at the southern end of the Corridor is zoned for agricultural use.

There do not appear to be any strong existing zoning/land use conflicts along the Corridor. However, there are several instances of residential neighborhoods adjacent to the Corridor frontage. While the access roads serve as buffers from the roadway, to the neighborhoods, there tends to be a lot of undesired traffic generated through neighborhoods. Residential zoning along the roadway for single family is not the highest and best use of the commercial frontage. Recommendations found later in the plan suggest changes that need to be addressed.

Existing Zoning

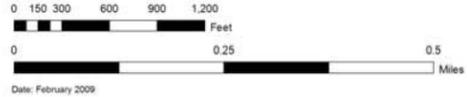
Northern Section (I-35W to John Jones Drive - Point A to Point B)



Southern Section (John Jones Drive to Joshua City Limits - Point C to Point D)



- Legend**
- A - Agricultural
 - GR - General Retail
 - C - Commercial
 - CC - Central Commercial
 - I - Industrial
 - PD - Planned Development
 - NS - Neighborhood Service
 - MHP - Manufactured Housing Park
 - MH - Manufactured Housing Dwelling
 - 2F - Two-Family Dwelling
 - MF1 - Multiple Family, DUA<12
 - MF2 - Multiple Family, DUA<20
 - SF7 - Single Family, Lots>7,000 Sq Ft, DUA<4.25
 - SF7D - Single Family, Lots>6,000 Sq Ft, DUA<4.25
 - SF10 - Single Family, Lots>10,000 Sq Ft, DUA<2.8
 - SF16 - Single Family, Lots>16,000 Sq Ft, DUA<2.3
 - SFA - Single Family Attached
 - SFE - Single Family Estate
 - SFR - Single Family Rural
 - SP - Site Plan
 - Burleson City Limits



Date: February 2009



Parcels

Parcels along the northern end of State Highway 174 are mostly small, single-developed commercial properties, with a few larger, corporately owned retail properties. These parcels show some fragmentation and may need to be combined if larger projects are contemplated. This area will require the greatest assistance from the city when platting issues are presented. At the southern end, parcels are considerably larger and currently being used for agricultural purposes. These nonresidential parcels from John Jones Drive south to the city limits are still mostly large, “greenfield” sites that can easily be developed to current standards. There are also four parcels owned by energy corporations for gas wells through out the entire 174 Corridor.

Below is a table listing a landuse parcel breakdown with approximate total acres by landuse, along the entire portion of the Corridor. These figures only include parcels directly adjacent to State Highway 174 in Burleson.

Current Land Use	Number of Parcels	Total Acreage
SF - Single Family Residential	15 Parcels	9.2 Acres
MF - Multi-Family Residential	1 Parcel	0.4 Acres
O - Office	22 Parcels	21.3 Acres
R - Retail	73 Parcels	129.5 Acres
C - Commercial	44 Parcels	57.0 Acres
POS - Parks + Open Space	1 Parcel	0.3 Acres
PSP - Public Sime-Public	2 Parcels	1.8 Acres
GW - Gas Wells	4 Parcels	47.6 Acres
SCHOOL - Schools	2 Parcels	89.7 Acres
CH - Church	6 Parcels	20.4 Acres
V - Vacant	56 Parcels	440.8 Acres
Totals	226 Parcels	818.0 Acres

List of Existing Parcels Along State Highway 174 by Land Use

Parcels

Northern Section (I-35W to John Jones Drive - Point A to Point B)



Southern Section (John Jones Drive to Joshua City Limits - Point C to Point D)

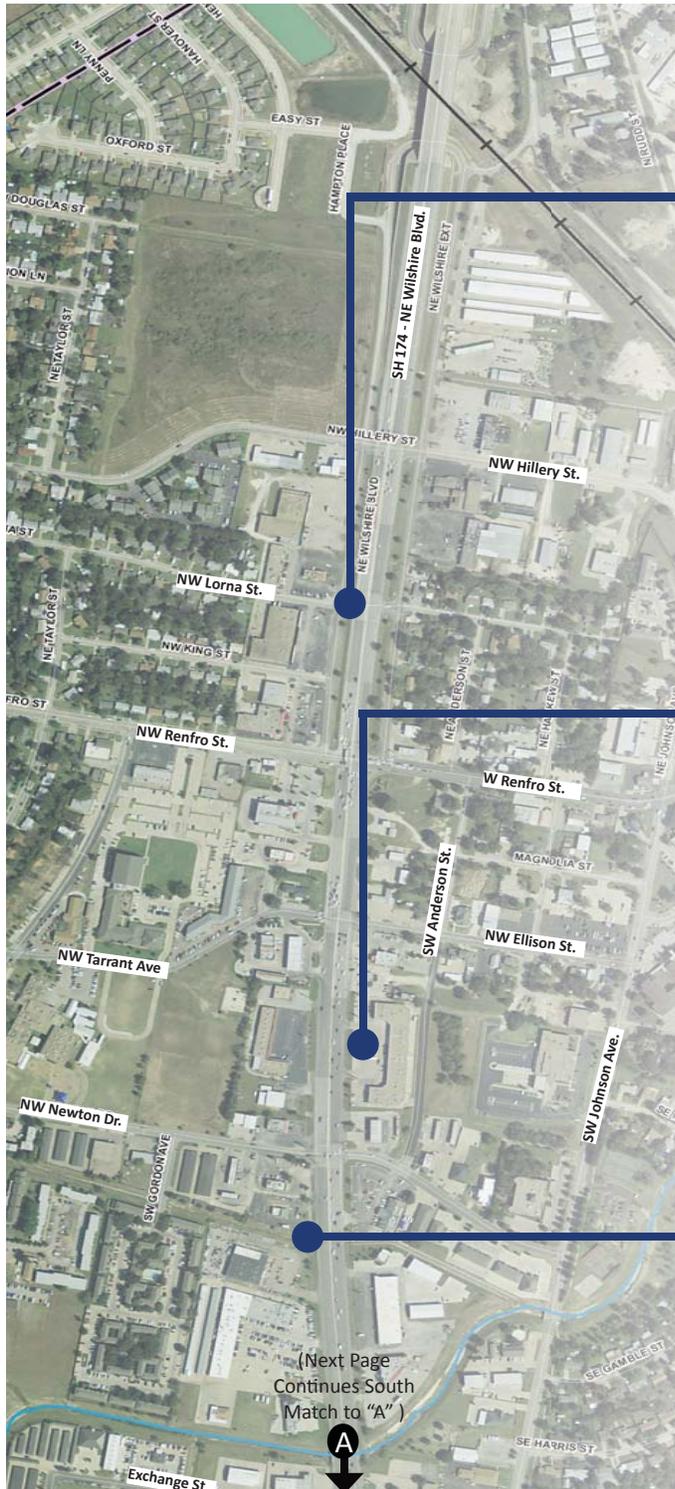


Date: February 2009

EXISTING CONDITIONS

Site Photos

State Highway 174 - Railroad south to Exchange Street



Intersection at State Highway 174 and NW Lorna St. - showing existing service road running parallel to the highway



Wilshire Plaza off State Highway 174 - is an example of a typical strip commercial development along the highway



State Highway 174 across NW Newton Dr. - shows how current road side drainage can interfere with drive-thru traffic

Site Photos

State Highway 174 - Exchange Street south to Burlson High School



Burlson Plaza - is an example of a large parking lot along State Highway 174, in need of landscaping improvements



State Highway 174 near Hidden Creek Pkwy. - shows typical small retail and service shops that exist along the highway



State Highway 174 near Hidden Creek Pkwy. - shows a large open area between street and parking which could be used for landscaping or pedestrian circulation

Site Photos

State Highway 174 - Burleson High School south to Burleson Commons



Site Photos

State Highway 174 - Goodwill south to Wicker Hill Road



State Highway 174 near Shaffstall Rd. - shows that much of the land towards the south is currently being used for agriculture



Rural State Highway 174 - display randomly placed advertising media



Burleson Water Tower - is a great example of a gateway for people traveling north from Joshua

Site Photos

State Highway 174 - Wicker Hill Road south to Mokingbird Lane



State Highway 174 near Lakewood Dr. - Large vacant land between residential and highway is suitable for service retail



Mountain Valley Subdivision - is an example of typical single family residential development occurring along State Highway 174



State Highway 174 near Mockingbird Ln. - a good example of an appropriate business located between residential and highway

Site Photos

State Highway 174 - Mockingbird Lane south to Joshua City Limits



RECOMMENDATIONS



RECOMMENDATIONS

Vision

The vision of the State Highway 174 Corridor is to be a high quality, safe, aesthetically pleasing corridor that creates a sense of place and urban vitality within the City of Burleson. State Highway 174 will always serve as a major transportation route and will continue to be a primary retail and commercial corridor. However, as with most commercial corridors, it must reinvent itself to maintain viability and sustain changes over time. Newer sections of the roadway and undeveloped land should attract commercial development in an entirely different way. Pedestrian access and a mix of uses are envisioned creating spaces to live, work, and play. The older, more developed portion of roadway should maintain its economic viability and commercial uses while eliminating non-conforming uses, visual clutter, and congestion. Access management controls such as shared access and elimination of multiple drives are recommended. Landscaping and streetscape elements both in the parkways and new median are envisioned to soften the stark corridor. High quality architecture and building design should reflect an urban, pedestrian-scale environment.

The following section contains recommendations for the City to move forward in developing and redeveloping the Corridor. These recommendations are derived from a series of analysis, feedback, and public input. Because the two sections of roadway differ in character, two distinct “zones” are suggested.

RECOMMENDATIONS

Wilshire Commercial District



Existing Photograph along State Highway 174

The northern zone, or the Wilshire Commercial District, is the area between I-35W and Elk Dr. next to Burleson High School. Because of the fact that this section of the Corridor is already developed, much of the recommendations will involve a **re-development strategy**. The overall vision for this zone includes an aesthetically-pleasing commercial corridor that provides safe travel for both residents and shoppers.

Design Goals:

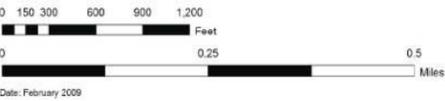
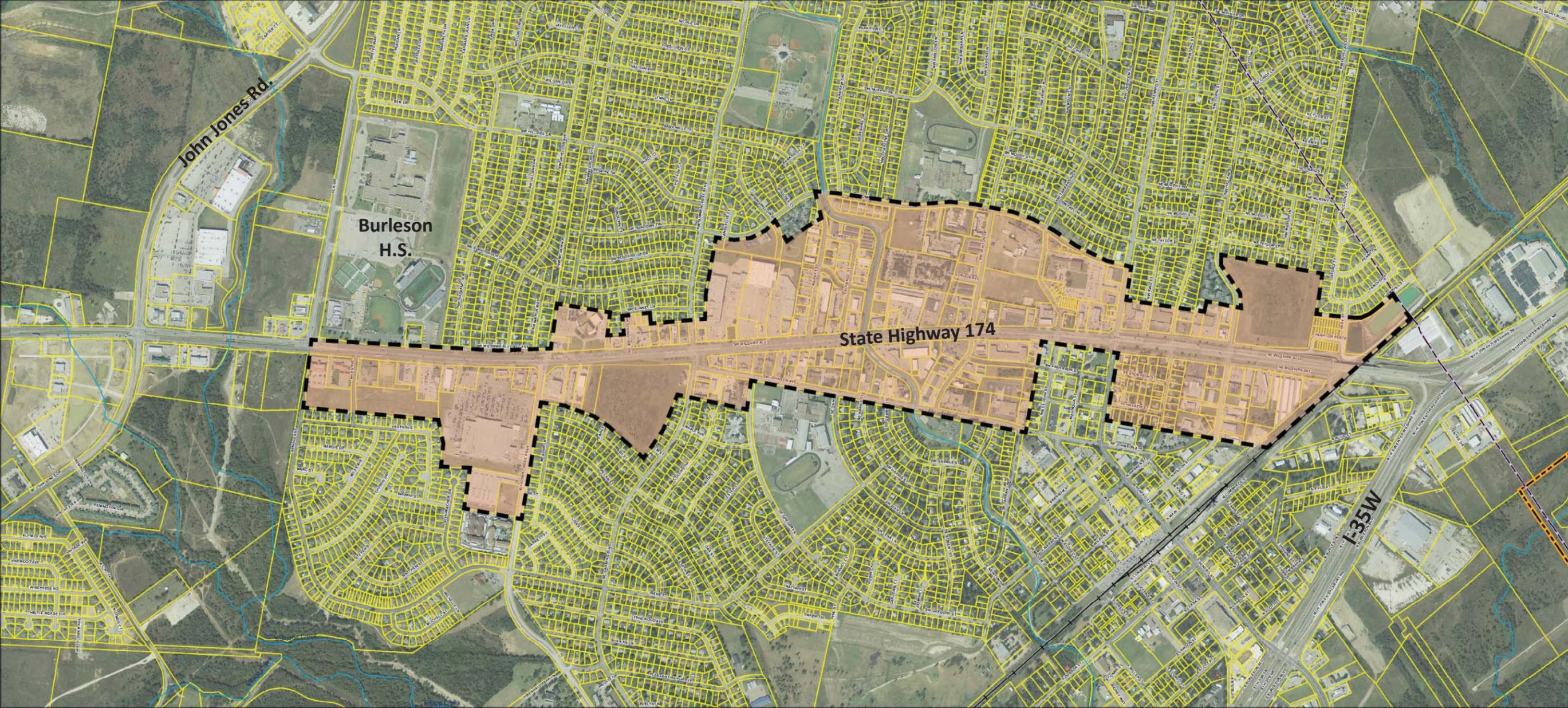
- Increase Safety
- Enhance Overall Visual Character
- Establish a District
- Increase Revenue

The design goals for this zone will take longer to accomplish. Many of the issues involving visual clutter, access management and poor aesthetic quality will require compromise with current land owners. Improvements will be a balance between City and landowner responsibility.



Character Sketch of Proposed Streetscape at Same Location

Wilshire Commercial District



Date: February 2009

RECOMMENDATIONS

Wilshire South District



Potential Site for mixed Use Development in Wilshire South District

The southern zone, or the Wilshire South District, is the zone addressing **new development**. The area that makes up this zone begins at Elk Drive next to Burlison High School and runs south to the city limits. Since the majority of this zone is greenfields, the recommendations will focus on development standards to reach its design goals. The overall vision of this part of the Corridor is to serve a less congested area for urban living and community service for the City of Burlison.

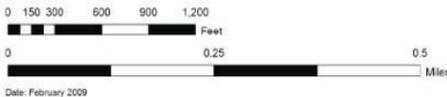
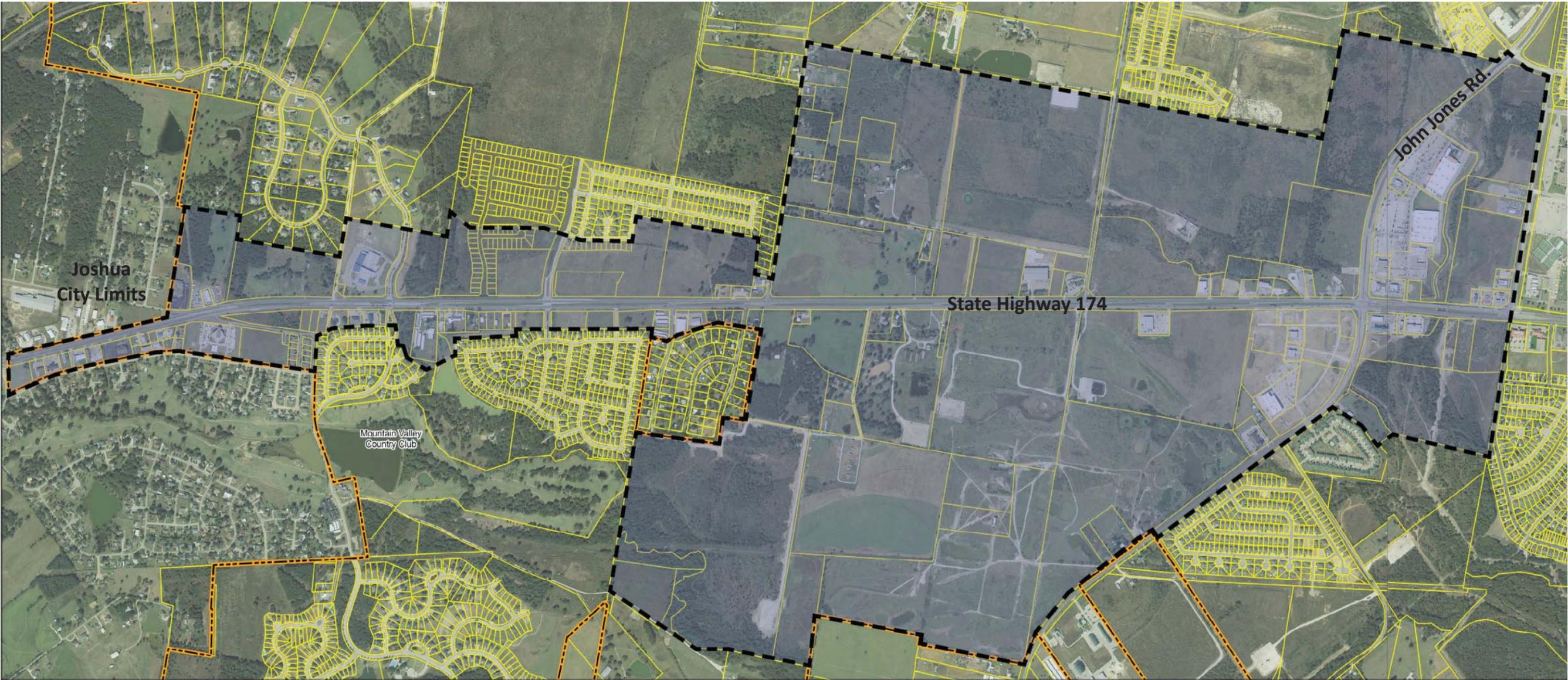
Design Goals:

- Regulate Development
- Enhance Accessibility
- Provide Mixed Use Development Opportunity
- Increase Revenue
- Provide Community Elements



Character Sketch of Mixed Use Development

Wilshire South District



Land Use / Zoning

To develop the remaining areas of the State Highway 174 Corridor and to redevelop the northern part in a high quality, sustainable fashion, this plan recommends additional restrictions and requirements be put in place. In order to achieve this, we recommend that the City of adopt a “**174 Corridor Overlay Zone.**” An “overlay” zoning district is an additional device in the zoning regulatory model with two key components. The first is an identifiable boundary that may share common boundaries with any underlying base districts or it may cut across district boundaries. Secondly, the overlay district will provide regulations, procedures or incentives to protect or enhance resources within the area.

Examples of uses of overlay districts may include the protection of historical or culturally significant areas by discouraging incompatible land uses or structures. Another application of an overlay may be to protect certain environments such as floodplains, habitats, special soil or slope areas by altering standard development regulations. Incentives may be used along corridors or areas of economic significance to encourage transit options, higher densities, housing choice or certain urban forms or designs.

In this case, we are recommending the use of an overlay zoning district to enhance the future development of the State Highway 174 Corridor. The City already has experience with an overlay district in the zoning ordinance with the Old Town Overlay District. The recommended overlay would provide additional form based code requirements, access management, parking, landscaping and building design guidelines to be implemented without losing what many consider to be the base uses and property rights of the current zoning. While there may be some heavier uses that need to be restricted. However, the remaining uses may not have the same negative impact if the use is conducted entirely within a building that meets the additional overlay design guidelines.

Implementation of an overlay zoning district is the same as for any other base district within the existing zoning regulations. It will require an amendment to the zoning text regulations and the zoning district map. The ordinance should specifically address strip commercial and “big box” issues to make sure the commercial corridor functions optimally now and in the future.

An education program covering the purpose and use of the new district is the key to its success. The City has already started an excellent outreach program with the “Imagine Burleson” campaign and web site. It is recommended that the education and public involvement started with the Comprehensive Plan effort continue.

While some parcels probably need to consider rezoning to reflect the appropriate land uses, the overlay zone will help attract higher quality development than what the current ordinance requires.

RECOMMENDATIONS

- Lower redevelopment / (non-conforming) threshold from 50% to 25% or further develop a system, where certain overlay requirements become mandatory at different percentages of redevelopment.
- Direct City staff to draft ordinance amendment for incorporation of the overlay zone
- Consider rezoning for some properties to be in conformance with Comprehensive Plan
- Create form-based guidelines to require higher standards on commercial development (i.e. big box, strip centers)
- Create mixed use (MU) zoning district to incorporate sections of the undeveloped parcels primarily in the Wilshire South District

Architectural Character

Buildings along State Highway 174 should provide a high quality, homogenous look coordinated with the overall image of the City of Burleson. Hence, the building and the building site play a vital role in creating distinctive neighborhoods that create local identity.

It is also desired to create a smooth transition from the conservative architecture in The Wilshire Commercial District to a more contemporary approach of The Wilshire South District, through modern practices, techniques and elements that create a visual experience. Pedestrian activity that is continuous, engaging and interactive is desired in all streetscape and landscape improvements.



Example of Well Designed Commercial Building

Objectives:

- Architecture to establish neighborhood character and district identity
- Create a family of acceptable materials to enhance visual experience
- Develop standards for preferred building form

1. Building Material Standards

Using a variety of materials should be encouraged on all facades visible from public view. The front street facing building side should consist of 100% primary materials (listed below), and the remaining sides should consist of 75% primary materials.

Primary Building Materials

- Brick
- Stone, or stone veneer
- Concrete
- Stucco
- Glass (storefront, curtain wall)

Secondary Building Materials

- Metal, Metal Panels
- Tile (porcelain, ceramic)
- Precast Masonry
- EIFS
- Wood



Building is Designed with a Mixture of Materials

RECOMMENDATIONS

To provide well-crafted, architectural detail appropriate for the State Highway 174 Corridor, the following design elements should be used as a basis of design in new construction and/or renovation:

2. Building Articulation

- Develop requirements requiring vertical articulation for at least 30% of the distance of the roof line.
- Develop requirements requiring horizontal articulation for wall lengths greater than 50 feet.



Example Showing Proper Vertical and Horizontal Articulation

Streetscape

Landscaping

There is a strong desire for more landscaping along the Corridor. Street trees enhance visual quality by providing a break in visual clutter caused by large quantity of rigid, human-made objects. Street trees provide shade, and in many ways can be considered a traffic calming device. Creating a balance between landscape and hard-scape elements, is an effective way to improve the aesthetic quality of a corridor.

Objectives:

- Provide visual continuity in landscaping along the linear corridor
- Establish required landscaped zones
- Reduce heat island effect caused by massive areas of paving
- Provide shaded areas for parking and pedestrian resting places
- Establish a buffer between parking and street

Street tree plantings should be located within an established landscape zone located between roadside and parking. In areas where open swale drainage ditches occur, plantings should be located on parking side of ditch. A landscape buffer consisting of ornamental tree and shrub plantings should be established along parking lot edge to properly screen parking. Median should be planted with turf grass or ground cover and ornamental trees and shrubs in groupings, with no trees overhanging the road.

It is recommended that the City revise the ordinance for interior parking lot landscape plantings. The ordinance should require landscaping in parking areas 10,000 square feet or greater, rather than using lot size. Ornamental trees and shrubs should be planted in areas between building and parking.

All trees located within the right of way shall be from an approved list. Native and Adaptive species are encouraged. All landscape trees and shrubs planted along the 174 Corridor should be inconspicuously irrigated with drip or bubbler heads. Incentives could be provided for landscaping compliance in The Wilshire Commercial District, where as in The Wilshire South District, compliance would be required for permit.



Good Example of Landscaped Parking Buffer



Character Sketch of Proposed State Highway 174

RECOMMENDATIONS

Lighting

Existing street lights along the 174 Corridor are standard galvanized cobra head type fixtures. In The Wilshire Commercial District, they are narrowly spaced as seen in photo below. While the existing lights are functional, they do not necessarily assist in the aesthetic quality of the area. Often, in order to create a “district” feel, street and pedestrian lighting are one of the most important components. Currently, there is no pedestrian lighting and the lighting within parking lots and individual properties differ dramatically. In The Wilshire South District, street lights are either non-existent or attached to utility poles. A lighting strategy should be established to meet the following objectives:

Objectives:

- Enhance visual character of 174 Corridor by establishing a consistent family of light standards
- Help establish a district character by color and design
- Reduce visual clutter
- Adequately illuminate the roadway, parking areas, and proposed pedestrian connections

Pole mounted street lights in The Wilshire Commercial District should be painted black or a dark color and removed where double lighting instances exist. Parking lots should be well lit for safety and visibility. The height of light poles for parking lots should not exceed 35 feet tall. Light poles should be the same color of painted street lights for visual continuity.

All lighting along The Wilshire South District of the Corridor should include a family of street lights, pedestrian lights, and parking lot lights and should be of the same design and visual character.

All lighting located within the State Highway 174 right of way should conform to TxDOT standards. In order to eliminate excessive glare and reduce the impact of lighting on the night sky, use downward facing or semi-cutoff luminaries (max of 2% output emitted above 90°) and indirect lighting fixtures.



Semi-cutoff fixtures with banner arms



Painted downward facing street lights along commercial Corridor

RECOMMENDATIONS

Signage

All free standing signage should be designed in a manner to enhance visual character and provide clear identification of businesses and buildings from both vehicular and pedestrian perspective. Establishing a consistent signage zones will result in a more legible and visible advertising opportunity for businesses.

Objectives:

- Provide appropriate medium for advertising business
- Reduce visual clutter
- Aid in wayfinding
- Enhance visual character of State Highway 174 Corridor
- Help establish a district character

For The Wilshire Commercial District, making the switch from pole signs to monument signs is necessary to accomplish these goals. Negotiations with business owners will be required, and the time line for this happening will be longer than in The Wilshire South District. It would be necessary to offer incentives business owners to switch to monument signs or paint current sign poles black or dark brown as a temporary solution.

Building materials and design of newly constructed monument signs should compliment the architectural character of accompanying structure and should be expressive of the local region. The text of the sign should be well lit, to ensure night time visibility. Free standing signs should be restricted to monument signs of appropriate heights. The number of free standing signs would be restricted to one per business, with one sign structure per development parcel. Landscaping of small shrubs should be encouraged around free standing monument signs. Allow for and manage tenants requirements for use of temporary signage, ie. Seasonal, sales.



Examples of a Well Designed Monument Sign



Ornamental Landscaping Around Monument Sign

RECOMMENDATIONS

Gateway

A gateway is a visual indicator of entry into a distinct area. Gateways can be marked in a variety of ways including banners, landmarks, lighting, signage, etc. Establishing gateways at strategic locations are an effective way to mark entry into a specific district or area of interest.

Objectives:

- Enhance visual character of State Highway 174 Corridor
- Mark entry into a district

A visible gateway signaling entry into Burleson's 174 Corridor should be present at both the north location upon exiting I-35W and the southern location upon entry into Burleson from Joshua. These gateways should be different to help establish the appropriate district character. A visible gateway should also be placed near the intersection of State Highway 174 and W Renfro St. to establish entry into Old Town.



Potential Northern Gateway Location



Potential Southern Gateway Location



Potential Old Town Gateway Location



Pole Banners Can Signify Entry Into a District



Community Gathering Areas Can Be Marked With a Gateway



Example of Gateway Monument Sign

RECOMMENDATIONS

Street Furniture

Providing street furniture along the Corridor is a great opportunity to both visually enhance the streetscape and provide pedestrians with an area to stop and rest. Benches and trash receptacles are the two most common types of street furniture, however other types include containerized plantings, tables and water fountains. When selecting street furniture, consider the following objectives.

Objectives:

- Provide pedestrians opportunity for resting
- Enhance visual character of State Highway 174 Corridor
- Help establish district character

All street furniture should be within the same family of design. This includes color and general design style. Furnishing style should be different within The Wilshire Commercial District and The Wilshire South District to assist in district definition. Street furnishings should be placed in a manner to best serve pedestrian users and located along areas of pedestrian linkages.



Street Furnishings Can Help Define District



Street Furnishings Paired with Plantings



Collection of Street Furnishings in the Same Family of Design

RECOMMENDATIONS

Intersections

Intersection improvements are an effective way to enhance a corridor. It is important for intersections to be clearly marked by more than just traffic lights. Banded paving patterns at selected intersection ends and enhanced way finding signage are a few intersection enhancements that call attention to vehicles and pedestrians.

Objectives:

- Provide Pedestrians safe street crossing
- Enhance visual character of State Highway 174 Corridor
- Aid in wayfinding.
- Traffic calming

Pedestrian crossings should be marked at selected intersections with a colored banded paving pattern to effectively communicate safe crossing zones. These can be brick, stone, or stamped concrete, with differences in color and pattern between the two zones. Electronic pedestrian crossing signals with push button activation should be provided at these intersections. Street signs should be located on top of traffic signal poles. Way-finding signage may be provided on base traffic pole to highlight nearby attractions or features.



Example of Color Banded Paving Pattern



Well Designed Pedestrian Crossing at Intersection



Example of Electronic Pedestrian Crossing Signal

RECOMMENDATIONS

Pedestrian Connections

Establishing a well connected pedestrian circulations system is an effective way to encourage people to travel short distances on foot or bike. This will in effect reduce the number of cars on the highway. Sidewalks and crossings are the most common approaches to creating the network. Separation of vehicular and pedestrian traffic has shown to be the most effective method for increasing pedestrian safety.

Objectives:

- Provide opportunity for pedestrian circulation
- Provide pedestrians safe street crossings

Sidewalks should be installed along State Highway 174 and located within the zone between street trees and parking lots. Connections should be provided to these sidewalks from businesses. In The Wilshire Commercial District this means connecting existing sidewalk segments. Bike lanes and trails should be provided on secondary or collector streets to encourage pedestrian travel from neighborhoods to business, but should not be located along State Highway 174 itself.



Bike Lanes Could Exist on Residential or Collector Streets



Sidewalk Along Commercial Corridor



Sidewalk with Pedestrian Light

Access Management

Access management refers to the practice of controlling the character of access allowed to a roadway by considering specific design criteria for the location, spacing, design and operation of driveways, median openings and intersections. The primary goal of access management is to balance the access intensity with the desired mobility function of the roadway. Generally, as the mobility and capacity of a roadway are increased, the access to a specific facility is decreased in order to maintain the roadway efficiency and enhance the traffic safety along the Corridor.

On January 1, 2004, the Texas Department of Transportation (TxDOT) implemented an access management policy to document the criteria for granting access to state facilities and to document the many benefits of access management. Access management provides a significant benefit to the mobility and function of the roadway, and more importantly, reduces the potential for accidents by minimizing speed differentials between through vehicles and turning movements. Research has shown that accident rates increase consistently with an increase in access density, while accident rates decrease with the construction of raised medians and controlled signalized cross access.

The State Highway 174 Corridor is divided into two very different access management situations. The Wilshire Commercial District of the Corridor was developed prior to TxDOT's adoption of the access management policy and therefore does not meet the current access management standards. In an effort to reduce congestion, a traffic study should be conducted to investigate the possibilities of reducing both intersection spacing, and access drives to businesses. The Wilshire South District of the Corridor is mostly undeveloped and includes an existing rural median. Although it will likely be upgraded to an urban section as Corridor develops, all new development will be required to meet TxDOT's current access management policy.

Raised Medians

The construction of raised medians can be particularly problematic in roadway segments where full access is currently provided with existing center turn lanes as is the case for the northern section of State Highway 174. However, raised medians provide for improved safety and aesthetics for the entire Corridor.

Objectives:

- Improved safety with reduced accident rates
- Provide opportunities for aesthetic improvements (landscaping/streetscaping)
- Improved access management

Prior to the design and construction of raised medians, a traffic study will need to be prepared for The Wilshire Commercial District of the Corridor to evaluate the redistribution of traffic. The traffic study should analyze the existing traffic patterns and provide recommendations to mitigate increased traffic at median opening locations. In some situations, it may be beneficial to provide modified (hooded) median openings to provide left turns into major retail centers but prevent left turns or crossing maneuvers at that location. Another effective mitigation measure to promote access management is to work with stakeholders to look for opportunities for shared access driveways. Shared access driveways allow multiple businesses to share a single access location between property boundaries while reducing adjacent driveways that are currently spaced too closely together and are not in compliance with current standards.



Character Sketch of Proposed Landscaped Median

RECOMMENDATIONS

Intersection Spacing

Intersecting cross streets at major arterials such as State Highway 174 typically warrant traffic signals due to the large volume of intersecting traffic. Currently there are nine traffic signals located along The Wilshire Commercial District of the Corridor. Typically, traffic signals are spaced at a minimum of 1/4 mile (1,320 feet) which is not consistent with the existing traffic signal spacing.

Objectives:

- Provide for fully developed left turn lanes
- Promote better traffic flow and decreased delays
- Provide sufficient distance for advance signal detectors
- Provide a median width for landscaping/streetscaping

Based on a preliminary review of the existing signal spacing and adjacent development, it is recommended that a traffic study be conducted to consider removal of the existing signals at Lorna Street and Ellison Street. Both of these intersecting streets are minor collectors that are spaced less than 700 feet apart, and they both have connectivity to parallel arterials and collectors. With the addition of medians, these locations could be good candidates for a modified (hooded) median opening, or they could be designated as right-in / right out access locations. A traffic study would clarify the type of access at State Highway 174 and determine if any mitigation measures would be necessary for the redistribution of left turns to adjacent intersections.

Signal Location	Signal Spacing (ft)
Hillery Street	670
Lorna Street	640
Renfro Street	660
Ellison Street	960
Newton Drive	1,810
Market Street	1,320
Summercrest Boulevard	1,650
Hidden Creek Parkway	2,650
Elk Drive	

Existing Intersection Spacings



Funding Mechanisms

There are a number of incentive mechanisms that can be used to enhance the 174 Corridor and obtain the quality of development that is desired by the City of Burleson. Some mechanisms such as Chapter 380 Grants and Sales Tax rebates are direct financial contributions to the developer. Following are different incentives that can be used by the City of Burleson to make public improvements. They act as incentives by either reducing the cost of public improvements to the developer or by creating a higher quality of improvements that act as an attraction to the right type of development. These public improvement incentives can be divided into two categories.

Tax Increment Reinvestment Zone

The first category of incentive could be termed “new” development incentives. These seek to capture the additional tax revenues created by new development and reinvest it within a district. The most common form is the Tax Increment Reinvestment Zone (TIRZ) also known as a Tax Increment Finance (TIF) District. Council essentially votes to create a TIF district and appoints a board to manage it. Once the district is created, any additional tax values created by new development after the date of creation is called the “increment.” The additional taxes (tax increment) created by the additional tax values can be used to pay for improvements within the district.

The major benefit of such a district is other taxing jurisdictions can partner with the City and add some or all of their “increment” to the pool of funds to leverage the public improvements within the district. While school districts cannot realistically participate in a TIRZ, county, college and hospital districts and other taxing jurisdictions can potentially double the size of a project, depending on tax rates and participation. Other benefits include the fact that the developer pays their taxes just as they would without a district but receive the public improvement benefits. Also, personal property and inventory taxes are not part of the district, and those additional tax revenues still go to the taxing jurisdictions. Finally, while the City may actually have to issue the debt, because TIRZ revenues are used to pay the debt, Revenue Bonds can be used rather than General Obligation Bonds.

The disadvantages are that only public improvements as defined in the statute can be paid for by the TIRZ. Also, once the TIF District debt is paid off the district is dissolved leaving the improvements to be maintained by the general fund of the City. The biggest disadvantage, however, is that TIRZ’s rely on large increases in taxable property values to create the revenues needed. They therefore are utilized mainly for either “raw land” developments or large scale redevelopment projects with demolition of “blighted” properties and subsequent large increases in property values.

The areas probably most suitable for creation of a TIRZ are the vacant areas on both sides of Wilshire Boulevard on both sides west of John Jones Drive. In particular, the intersection of Wilshire Boulevard and Hulen may have a lot of potential for a TIRZ.

Public Improvement Districts / Business Improvement District

A second category of development incentives are known as Public Improvement Districts (PID’s) or Business Improvement Districts (BID’s) which do not rely on increases in tax revenues but do rely on “assessments” of property owners to pay for public improvements within the district. The City Council, upon petition by the property owners, creates an “assessment district” and existing properties are “assessed” based on existing property values and benefit to the property. It is not a tax because the property owner’s petition to be

IMPLEMENTATION

charged (assessed) an annual assessment fee to provide the revenues needed to pay for the public improvements within the district. An “assessment” lien is placed on individual properties and is superior to all but other tax liens. The majority of owners based on number and value of property owned have to agree to the improvement plan and the assessment scheme.

One benefit is that, unlike a TIF District, increases in values are not needed to fund the district so it is an excellent mechanism for redevelopment projects. A second advantage is that a PID or BID can be created to construct and maintain improvements with no time limit, thereby alleviating the City of the burden. Again, because the debt is paid for by revenues from assessments backed by property liens, revenue bonds can be used to finance improvements. Finally, based on a feasibility analysis, benefits can be assessed at different rates to different classes of properties depending on use and distance or amount of benefit received. For example, retail uses could pay for a major portion of the improvements to the corridor, but adjacent neighborhoods and homes in the area could also pay a minor portion of the district improvements if they receive benefit.

A disadvantage of a PID/BID or other assessment district is that, unlike TIRZ districts, the property owners pay additional “assessments” on top of their existing property taxes. A second disadvantage is that the majority of property owners must be convinced of the benefits and agree to the assessments and any property liens resulting from the assessments. Also, there are no other jurisdictions to partner with on a Public or Business Improvement District, although other jurisdictions, including school districts, could agree to be “assessed” to help pay for the improvements. Finally, only “public improvements or services” can be paid for by the district, depending on the statute authorizing the type of district to be created.

There may be certain areas in the corridor such as a Transit Oriented Development, where a combination of a TIF District and an overlaying PID/BID district could be used. The TIRZ could be used to finance and construct the improvements and the PID or BID could be used to maintain them over time. This would keep the long term assessments to a reasonable amount but would enable other jurisdictions to partner on constructing the improvements. The area around Hulen and Wilshire Boulevard may be appropriate for such a dual mechanism. The TIRZ could have a large increment to create tax revenues and it is simpler to create a PID when raw land is involved because there are fewer owners. Any owners buying land in the district are subject to any assessment districts that are created.

The uses of Business or Public Improvement Districts or Tax Increment Reinvestment Zones are under the control of the City and care needs to be taken in using the right incentive tool for the particular situation.

Capital / City-initiated Improvements

A portion of the recommended improvements will require costs that will be the responsibility of the City. City funded projects along State Highway 174 would be an effective catalyst in gaining stakeholder support and cooperation. The recommended improvements that would fall under the capital improvements plan would be:

Ordinance Development

The city should develop necessary ordinances to allow proper implementation of the State Highway 174 Corridor plan.

Traffic Study

A traffic study should be conducted by the City to further investigate proper intersection spacing and any other recommendations to increase roadway efficiency and enhance traffic safety.

Street Lights / Traffic Signals

Installation of preferred street lights could be a combined effort between the prospective developer and City, especially in The Wilshire South District. Installation of traffic signals and stop signs, however, would be financed by the City.

Median

The landscaped median cost would ultimately be the City's responsibility. However, TxDOT has a landscaping cost sharing program. The program matches 50% of landscaping cost and is a first come first serve program with an annual 1 million dollar budget that gets replenished each September. The city must make a cost sharing request.

Pedestrian Connections

In the Wilshire Commercial District, the City would be required to install any sidewalk systems placed along the Corridor. In the Wilshire South District, sidewalks can be required for development.

Vertical Pole Enhancements

TxDOT will allow for painting of poles located in their right of way, however proper procedure would need to be filed and cost / maintenance would be responsibility of the City. Painting of business sign poles should be required of the land owner, but incentives should be offered to do so.

Intersection Improvements

The cost of any paving systems installed and signals added, modified, or removed would be the responsibility of the City.

Gateways

The cost of construction and maintenance of any gateway or district sign installed would be the responsibility of the city. TxDOT does allow monument signage in the right of way, but proper procedure would need to be filed.

Implementation Matrix

In prioritizing the recommended capital projects, ordinance development and traffic study are necessary to jump start the State Highway 174 improvements. Vertical pole enhancements could be a quick way to begin visual enhancements. Once a traffic study has been conducted, intersection improvements, traffic signal improvements, and median construction can begin. Street lights, pedestrian connections, and gateway signage can all follow at the desired schedule.

Capitol Project	Possible Time Range			Entity
	Immediate	High	As Funding is Available	
Ordinance Development	■			City
Traffic Study	■			City
Traffic Signals		■		City
Median		■		City, TxDOT
Pedestrian Connections		■		City, Developer
Vertical Pole Enhancements			■	City, Land Owner
Intersection Improvements			■	City, TxDOT
Street Lights			■	City
Gateway			■	City



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