



## PLAN RECOMMENDATIONS

The importance of a Comprehensive Plan's Goals and Objectives cannot be overstated. During the initial planning process these statements set the tone and scope for the remainder of the document. After adoption the goals and objectives serve to reinforce the guiding principles that were identified as important by participants during public involvement. The goals and objectives are an opportunity for City leaders to be free to dream about what the community can become over the life of the Plan while also identifying achievable Plan milestones.

***"I went through each one [of the Goals and Objectives] and said, 'is it doable?' To be perfectly honest with you, I really don't see anything on this list [that does not seem feasible]. Some of them are going to be difficult, and some of them might not even be practical, but they are all doable."***  
**- Danny Hogden**

### Goals and Objectives

#### Land Use and Annexation

1. Whitehouse should establish a comprehensive growth policy, phased and coordinated with the community's fiscal and service capacity, which encourages orderly development by:
  - 1.1. annexing land critical for the successful implementation of this Plan as it relates to land use and transportation.
  - 1.2. reviewing and regulating development within the ETJ to the maximum extent possible through the Subdivision Regulations.
  - 1.3. enforcing signage control, thoroughfare planning, and other provisions of the Subdivision Regulations within the ETJ as permissible through State statute.
  - 1.4. striving to encourage "the right development" over "the first development option" through each amendment to the City's development regulations.

2. Whitehouse should expand upon its development regulations to permit a wider variety of residential and nonresidential land uses which harmoniously coexist with established land use patterns by:
  - 2.1. updating the Zoning Classifications to permit more precise implementation of this Comprehensive Plan.
  - 2.2. providing for transitional/buffering regulations in the Zoning Ordinance between residential and nonresidential uses.
3. Whitehouse should adopt a proactive annexation policy where such actions benefit the community and are fiscally sustainable by:
  - 3.1. drafting and continually updating a Three-Year Annexation Plan.
  - 3.2. monitoring and addressing the possibility of Tyler's ETJ surrounding the City.
  - 3.3. working with CCN holders to negotiate agreements permitting urban development within the City's future growth areas as recommended by this Land Use Plan.
4. Whitehouse should continue to retain the beautiful natural setting of the City while providing opportunities for coordinated growth and development through:
  - 4.1. regulating development within floodplains.
  - 4.2. exploring development options for unique residential and commercial development on Lake Tyler with the City of Tyler.
  - 4.3. drafting site plan regulations which allow for the retention of existing heritage trees, detention of runoff control, and appropriate landscaping.
5. Whitehouse should continue to encourage quality nonresidential development that is aesthetically pleasing by:
  - 5.1. drafting and adopting design guidelines for nonresidential development.
  - 5.2. drafting and adopting guidelines for buffering requirements between uses of differing intensities.



## Transportation

6. Whitehouse should develop an effective and coordinated local transportation system which encourages and participates in meeting regional transportation needs by:
  - 6.1. pursuing aggressively the completion of Loop 49 between US 69 and State Highway 110.
  - 6.2. enforcing implementation of the Thoroughfare Plan for all new development within the ETJ.
  - 6.3. familiarizing the Metropolitan Planning Organization and other government agencies with the changes contained within this updated Thoroughfare Plan in order to benefit from State funding of regional and local transportation projects.
7. Whitehouse should develop a transportation system which will effectively, efficiently, and economically meet the existing and anticipated land use needs at a reasonable level of service, while protecting and enhancing the quality of life through:
  - 7.1. adopting implementation tools permitting the acquisition of land and construction participation from private developers for roads included in the Thoroughfare Plan.
  - 7.2. exploring the possibilities of City initiated development of critical elements of the Thoroughfare Plan.
  - 7.3. implementing Capital Improvements Programming (CIP) to coordinate the funding and development of the thoroughfare system with other major budgeted items.
  - 7.4. establishing a review process to plan for future thoroughfare needs as annexation and land development progresses.
8. Whitehouse should continue to promote compatibility between roadway improvements, land use patterns, community character, and the environment.



## Parks and Recreation

9. Whitehouse should provide a system of well located parks and facilities compatible with adjacent land uses and coordinated with public school facilities, including parks of differing character, size, and use to meet the City's total recreational needs by:
  - 9.1. exploring the possibilities of coordinated and joint park maintenance of City and WISD park and recreational facilities.
  - 9.2. adopting provisions/standards for the dedication of land in residential subdivisions for the development and ongoing maintenance of mini parks.
  - 9.3. exploring sites for the development of additional parks meeting recognized standards for neighborhood and community park classifications.
  - 9.4. participating in planning projects with existing neighborhoods for the retrofitting of existing open space and greenbelts.
  - 9.5. working with other agencies such as Tyler, WISD, etc. for coordinated enhancement of recreational facilities within the community.
10. Whitehouse should use the park system to preserve and protect environmentally significant areas for public safety, enjoyment, and education by:
  - 10.1. preserving greenbelt areas within Lake Tyler drainage basins.
11. Whitehouse should be a community that promotes the health of its residents by:
  - 11.1. continuing to require the installation of sidewalks through the platting process.
  - 11.2. exploring the possibilities of retrofitting existing neighborhoods with sidewalks.
  - 11.3. providing park amenities which are responsive to community needs and consistent with the recreational interests of the citizens.
12. Whitehouse should continue to encourage the creation and development of open space areas within the future developments of the City's area.





## **Civic Image**

13. Whitehouse should create an attractive and recognizable physical environment that complements the functional organization of the City through:
  - 13.1. utilizing the inherent and historic branding opportunities of the "white house."
  - 13.2. improving the utilization of potential connections to Lake Tyler.
  - 13.3. considering the possibility of incorporating City themes in the renaming of "Troup Highway" to better represent Whitehouse.
  - 13.4. enhancing and protecting the City's gateways through overlay zoning and other development regulation mechanisms.
14. Whitehouse should integrate urban design concepts into the ongoing public and private development processes.
15. The City should develop a community focal point or Town Center by:
  - 15.1. establishing a unified Plan for the Town Center encompassing architecture, open space, sidewalks, and streetscape planning.

## **Miscellaneous**

16. Whitehouse should ensure economic stability for its residents and governmental programs by:
  - 16.1. funding and conducting an economic development planning program similar to this Comprehensive Planning effort.
  - 16.2. utilizing economic development tools such as tax incentives.
  - 16.3. incorporating economic development practices into existing development policies.
17. Whitehouse and its elected officials should fully implement this planning program by:
  - 17.1. updating and adopting the needed changes to the Zoning Ordinance and Subdivision Regulations.
  - 17.2. committing to adherence to the Plan through plat and rezoning proposal decisions.
  - 17.3. establishing an ongoing update and reevaluation process for this Plan at five-year intervals.

- 17.4. augmenting the existing City Staff levels and software capabilities in areas of Plan implementation, economic development, grant application programs, and park development.
- 17.5. empowering City Staff and citizens with appropriate tools to understand and adapt to changes in the community such as Geographic Information Systems (GIS) and improved online information dissemination.
- 17.6. improving the dialogue between City Staff, citizens, and elected officials on topics relating to land development and ongoing comprehensive planning.
18. Whitehouse should continue to insure the provisions of water supply, wastewater treatment, and the public services that adequately service present and future residents and businesses by:
  - 18.1. continuing to explore alternate water sources such as ground wells or Lake Columbia.
  - 18.2. utilizing Smart Growth techniques in order to economically phase upgrades to City infrastructure and transportation networks with proposed land development.
  - 18.3. implementing Capital Improvements Programming (CIP) to coordinate the efforts of different City departments.
19. Whitehouse should improve local employment opportunities for Whitehouse residents through:
  - 19.1. increasing economic development efforts and programs.
  - 19.2. increasing emphasis on appropriate nonresidential land use in development regulations.



## **SECTION 10: LAND USE RECOMMENDATIONS**

### **Future Land Use Plan Categories**

#### **Mixed-Use Categories**

##### *Master Planned Development (Special Residential)*

This classification is a special category of residential and commercial mixed-use. The category's intent is to provide locations within the City permitting unique and large-scale residential developments with tightly integrated nonresidential uses. It is envisioned that projects, whether completed by individuals or groups of developers, would be the result of a small area Master Plan identifying and benefiting from the included nonresidential uses. Development professionals would be free to propose projects including a variety of mixed-use concepts and residential densities; however, compatibility and harmony with surrounding neighborhoods and thoroughfares must be considered within the development's master planning process.

An example of such a development project might include a country club with a variety of residential and accessory nonresidential structures. Nontraditional/New Urban neighborhoods or cluster residential development would also be appropriate for land with this planning designation. An additional example of appropriate land use would be an inland marina with a canal-based subdivision located adjacent to Lake Tyler. While this classification is a mixed-use category, it is intended to be dominated by residential development while permitting the inclusion of well-planned supporting commercial development.

##### *Town Center*

This special category is designed specifically for land within the historic central core of the City of Whitehouse. A wide variety of land uses including vertical mixed-use (differing uses in the same building) will be permitted on land within





this area. However, an increased level of design regulations will be imposed for both aesthetic concerns and to allow for harmonious interaction between new and existing activities. A pedestrian and historic style will also be encouraged throughout land with this planning

classification. Relaxed regulation allowances might include the elimination or reduction of front and side setback regulations, but the additional requirement of maximum front setbacks and provisions for parking lots located behind buildings. Pedestrian elements such as wide sidewalks, period lighting, and enhanced streetscaping will also be desirable within the area. Projects to retrofit existing streetscaping would be possible through public funds or grants. Increased aesthetic controls such as higher quality façades and signage will also make this area unique within the City.

***"If we put the ordinances in place after we create this District... then if a Taco Bell [is proposed] it won't matter... if it looks good and fits in with our Town Center that's wonderful... but it's got to meet our design criteria."***  
- Mark Sweeney

***"You won't get loft apartments overnight in Whitehouse, Texas... What's going to happen is somebody's going to put in a retail center and over that retail they'll put a doctor's or lawyer's office. Then the next generation of development will say 'If they're going to put an office up there why can't I put residential?' It graduates up to that."***  
- Mark Sweeney

While the Master Planned Development mixed-use category is intended to focus on residential with supporting commercial uses, the Town Center designation is envisioned with the opposite focus. Commercial and government facilities should be the primary land use within the District; however,

vertical mixed-use permitting loft or apartment living above such nonresidential uses will be fully encouraged. Projects which promote the economic vitality of the Town Center through both commercial and residential components will be critical to the success of this land use concept. Establishing commercial and entertainment destinations drawing customers from outside of Whitehouse will also be important.

***"[A Town Center] will have to have businesses that will pull people out of Tyler or the businesses won't last."***  
- Maegan Schneider





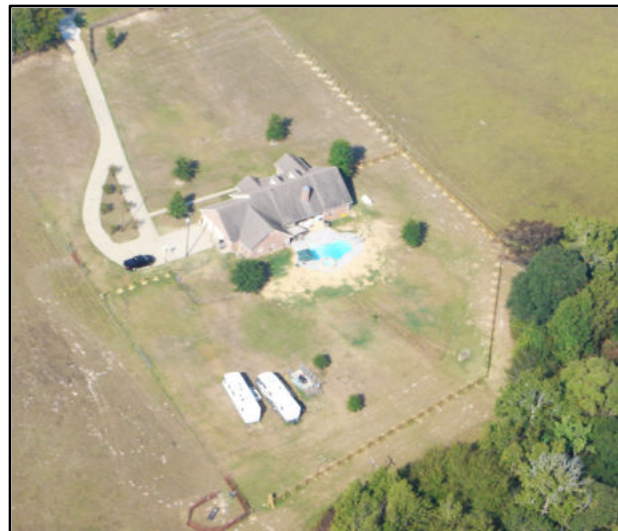
## Residential Categories

*Estate Density Residential (less than or equal to one dwelling unit per acre,  $\leq 1$  DU/acre)*

***"I have four children, and [everything I looked at in the City] was all too small for me, I couldn't find a place in Whitehouse to put my family in... that was not available short of going [outside the City Limits]."***  
– Russell Rischard

Land Planned for Estate Density Residential is intended to provide for the development of large lot single-family homes. This housing might include large homes within commonly styled subdivisions on City sewer/water systems or individual homes constructed in a rural pattern and style.

This classification has been applied to some land within the City Limits and its ETJ in order to preserve established large lot neighborhoods. Land with limited potential for increased transportation, sewer, or water infrastructure capacity is also appropriate for this planning classification as large lot residential will place lower demands upon these services. Finally, some land located in environmentally sensitive areas is appropriate only for large lot residential development. Even with this housing type significant provisions should be made for pervious surfaces, natural drainage conditions, and resident safety.



**Image 10.1:** A typical estate density residential home in Whitehouse

*Low Density Residential (more than one but less than or equal to five dwelling units per acre, 1 to 5 DU/acre)*

The Low Density Residential category has been applied to land within the Whitehouse community to establish a location for contemporary neighborhoods and individually built home sites.



**Image 10.2:** Typical low density housing in Whitehouse

Most single-family detached homes built within the last 20 years in Whitehouse fall within this planning category. These densities would tend to encourage connection to municipal infrastructure for water and sewer services. Careful planning and site configuration will be necessary for the transportation and infrastructure requirements posed by large developments of this type. Provisions for mini parks within subdivision should also be considered in the neighborhood's design.

*Medium Density Residential (more than five but less than or equal to 12 dwelling units per acre, 5 to 12 DU/acre)*

The Medium Density Residential category is intended to provide for the development of a wide variety of housing forms and configurations. Housing types ranging from small lot single-family detached housing to low density multi-family housing could potentially conform to this category. Examples of such housing might also include single-family detached town homes, garden apartments, or duplexes.

***"For the longest time I think one of the drawbacks for our City was that we did not have [affordable housing for] young couples to start in... [a place to live in] until they got their feet on the ground."***

***- Danny Hogden***

Examples of such housing might also include single-family detached town homes, garden apartments, or duplexes.

It is likely that this residential category will support a wide variety of housing costs in addition to building styles. "Starter homes" for young families as well as more expensive homes for "empty nesters" who want traditional homes but no longer wish to invest time and energy in major lawn maintenance are possible examples of this residential type.





***"I think it's great to have young families come in... it revitalizes the City. And that's why you do need the houses that can be affordable for them [as long as they are designed to not hurt the existing population]."***  
**- Russell Rischard**

It is assumed that neighborhoods designed at this density will result in higher traffic generation and infrastructure capacity consumption. As a result, land within close proximity to established transportation corridors is most appropriate for this type of housing. With less land devoted to

private yards and green space, access to public park and recreation facilities is also an important consideration for large-scale high density projects. This type of housing is also frequently employed as a transitional buffer between higher intensity residential/nonresidential uses and lower density single-family housing. While their styles vary dramatically, most existing multi-family developments within the City of Whitehouse currently fall within this category. The Willows and to a lesser extent Brittain Court are two detached single-family neighborhoods that fall within this density classification due to lot size.



**Image 10.3:** A developing multi-family apartment project on State Highway 110 in Whitehouse

*High Density Residential (more than 12 but less than or equal to 20 dwelling units per acre, 12 to 20 DU/acre)*

Land identified for this category represents the highest possible density of residential development within the City. Housing built within this category would be multi-family attached housing in most cases. High density housing requires excellent access to a wide range of public services including transportation, infrastructure, and recreation. Such development is also appropriate in close proximity to school facilities, allowing for shorter commutes to and from classes for a larger group of individuals. High Density Residential is often utilized as a transition between lower intensity housing uses and commercial areas or major thoroughfares.



***"[When] I moved to the Tyler area I left a \$1,000 per month apartment in Plano... you can do an alternative to single-family homes and do well with it. [If so] you get a great deal of purchasing power within a condensed area."***  
- Ed Hansen

This planning category would permit a higher density of homes than is currently observed within the City of Whitehouse. However, limiting development to a maximum of 20 dwelling units per acre remains well below typical intensities commonly permitted in "high density" land use categories throughout the State. Also it should not be assumed that new multi-family housing in Whitehouse would all conform with the established trend for such development in East Texas. Many Texas communities have attracted multi-family housing catering to single occupant or childless families. These types of high-end multi-family homes allow for higher levels of retail buying power with lower per-capita government and educational costs than equivalent detached single-family housing.

***"I know there are a lot of people, professional folks, who moved to the area and wanted to look at Whitehouse schools, but there was no place to rent and they weren't ready to buy. They wound up renting in Tyler and they stayed there because that's where the kids were in school."***  
- Debbie Shafer

***"Low Intensity Office/Retail is a transitional use that buffers your existing residential areas... people will likely say 'it won't be an all day activiy; it's not a late-night operation.' This will appease their concerns."***  
- Mark Sweeney

## Commercial and Nonresidential Categories

### *Low Intensity Office/Retail*

The Low Intensity Office/Retail classification is intended to provide for harmonious inclusion of nonresidential uses in areas formally dominated by single-family housing. The category, often referred to as "Garden Office" in other cities, has frequently been assigned to land along primary arterials which is undergoing residential to commercial conversions with the existing residential structures left intact. This land classification will provide for a transition between persistent residential uses with new nonresidential activities.

***"Low Intensity Office/Retail is a transitional use that buffers your existing residential areas... people will likely say 'it won't be an all day activiy; it's not a late-night operation.' This will appease their concerns."***  
- Mark Sweeney





Commercial uses of this type will generally retain the building bulk, height, setback, and lot style of the areas in which redevelopment is occurring. Appropriate activities could be numerous; however, traffic generation and disruptive characteristics such as noise and hours of operation may cause some uses to be more appropriate for higher intensity commercial areas within the City. Typical businesses within this category would draw customers from the surrounding neighborhoods for general retail uses or perhaps from the entire community for specialty services and niche retail.

*Medium Intensity Office/Retail*



**Image 10.4:** Medium intensity commercial development in Whitehouse

This planning category is intended to allow for the creation of a wide variety of nonresidential uses, which generate moderate levels of traffic and noise (Image 10.4). In some cases, land currently undergoing transition from small-scale retail or residential use has been classified within this category. It is anticipated that some lot consolidation will occur to produce

the land capacity needed for more varied commercial activities.

The Medium Intensity Office/Retail classification has also been recommended for the intersection of several primary arterials and collectors. The anticipated market for retail and services located within this category would be larger sections of the City; however, retail drawing from the entire community may or may not be appropriate, depending on project specifics. An existing retail example within the City of Whitehouse would be the CVS store.



### *High Intensity Office/Retail*



**Image 10.5:** High Intensity Office/Retail in Whitehouse (Brookshire's Grocery store, McDonald's, and other retail establishments)

Regional shopping or significant concentrations of office employment are intended for this land use classification. Appropriate activities might include large shopping centers, business complexes, or "big box" retail. The Brookshire's shopping center is an example of this type of retail development currently found in the City (Image 10.5). Access to major thoroughfares and infrastructure is critical as this type of development is intended to draw customers and employees from throughout the City and Region. Light, noise, and traffic generation also dictate that these activities be sufficiently buffered from lower intensity uses. Participants during public involvement workshops strongly supported the idea of attracting administrative/professional development to the City. This type of office use in either a campus style or as individual buildings would also fit in with the intent of the High Intensity Office/Retail land use planning category.

***"What are we looking for as far as industry to come in and help pay some of these taxes? What I would like to see (including Tyler) is a small Silicon Valley feel. I think we're ideal for that in Smith County."***

***- Joe McGill***

### *Light Industrial/Business Park*

The Light Industrial/Business Park category is intended to provide land within the City for the production, assembly, and storage of industrial products. Passive industrial uses such as self storage warehouses are also appropriate for this designation. It is envisioned that such industrial activities would be carried out in a way which is harmonious with the community's values and character. Industries that produce excessive noise, pollution, traffic, or other externalities may not be appropriate for land of this planning type. Adequate buffering may





also be desirable where industrial structures abut established or planned residential areas. Buffering may also be desirable to visually separate industrial development from commercial sites or the public right-of-way.

Industrial activities rely upon good access to highways and rail for the delivery and pick up of raw materials or completed products. In some cases industrial production may also require a significant level of infrastructure availability such as water and sewer. While both of these requirements necessitate placement of light industrial near primary highway corridors, the protection of the City's principal gateways is also a stated goal of this Comprehensive Plan. Additionally, the location of industrial development should account for environmental concerns, particularly as they relate to Lake Tyler, the community's water supply.

*Public/Semi-Public and Parkland*



Image 10.6: Whitehouse High School Campus

The Public/Semi-Public designation is applied to land for development of uses which service the community such as government agencies, schools, churches, health care facilities, etc. While these types of entities may be considered more harmonious with a residential environment, care should be taken to mitigate the impacts

of traffic on established and planned residential areas.

Whenever possible, careful site planning should be employed to minimize such impacts by providing for direct vehicular access to major thoroughfares rather than through residential streets.

***"Throughout the District, for every four homes that are built we [WISD] get a child."  
- Dennis Miller***

***"Where do the schools need to be? The schools need to be where the families are."  
- Joe McGill***

Due to the unique nature of these land uses, the Future Land Use Plan will identify specific areas of existing public/semi-public use, but will recommend that additional facilities be provided within general locations throughout the City. These abstract recommendations do not represent specific sites, but rather general locations. Access issues, neighborhood preservation, and site constraints should be considered for final site locations. The financing and construction of future parks is another critical component of this Plan. Land

designated for Parkland may either represent specific park sites or abstract recommendations for park facilities to be located within a general quadrant of the



**Image 10.7:** The City Park on Main Street, Council Chambers (old City Hall), City Hall, the Whitehouse Community Library, and Police Department

City. The Parkland classification would be appropriate for a variety of recreational and natural activities. This group might include uses such as high intensity ball fields, recreational parks, trails systems, or passive nature zones.

## The Future Land Use Plan

### Overall Land Use Vision

During public involvement a significant amount of debate focused on what type of place Whitehouse should aspire to become. Many participants focused on the City's natural setting and

***"Most people like the little neighborhood [type of] community, that's why [we are] growing... [if you build too much commercial] it kind of takes away from what Whitehouse is." - Cherie Cotton***





residential feel as one of the community's strongest points. At present 68% of the improved land within the Whitehouse City Limits has been developed for residential uses.

***"My sister lives in Coppell, and that is a great bedroom community, but when you go into it from 635 you pass a large industrial complex on the left-hand side. It is set back, but it's there; it helps support the quality of life that they have... and I think both can survive and be compatible... just put down where it's designated so that no one can say they didn't know it was going to be there."***

**- David Sage**

***"I talked to between 25 and 30 people this week [about the Plan]. I go with my one trick question: 'Should Whitehouse stay sleepy, or should we bring in [major industry]?' It's a dead 50-50 split, I figured it would be 80-20 stay sleepy."***

**- Danny Hogden**

This residential percentage will rise if the Future Land Use Plan is effectively enforced through the Zoning Ordinance. Many participants felt that continued housing construction was vital in order to maintain the City's character. However,

most of these speakers also indicated a hope that Whitehouse could find a way to encourage the establishment of compatible industrial and commercial operations in the City in order to diversify its tax base. Participants recognized the need for employment diversification but stressed the importance of attracting well suited industrial or commercial activities which are well located within the community.

Regarding residential development, participants also expressed a wide variety of opinions about the most appropriate densities. The general consensus was that the community was strengthened by individual homes occupied by the owner because these residents would have more of a stake in the neighborhood and community's success.

***"[Of the] people who live here now, most of them want no neighbors... which might be unrealistic. Neighborhoods can be diverse, but you want people [that are invested in the community]."***

**- Russell Rischar**

***"I live on a one third acre lot, that's fine with me... and I really don't have a problem with quarter acre lots, but I wouldn't like to see many smaller than that."***

**- David Sage**



***"There has to be rental property for people who have just moved into the community [and right now that is lacking here]."***  
- Debbie Shafer

Many speakers lamented the fact that Whitehouse lacks high quality rental housing which might benefit young families or individuals not able or ready to purchase a home.

Debate about the residential to nonresidential balance also included a discussion of the type of commercial activities Whitehouse has traditionally attracted. Many participants noted that they were often unable to help the local

***"I've often wondered when Whitehouse will get a hotel. We also need a restaurant that holds more than two people. I belong to several organizations and I'd like to get them here and bring some money into Whitehouse, but where am I going to put them? I hate to drive from Whitehouse, spend my money in Tyler, then drive back to Whitehouse just to eat a decent meal."***  
- Malachi Dews

economy through sales tax due to a lack of local businesses meeting their needs. Commercial enterprises such as hotels, entertainment, and restaurants were cited as lacking in quantity or absent altogether from the local economy.

***"I lived all over [Austin, which is a good example if you want to] talk about high versus low density... you can pack a bunch of people really close together if you have enough parks, green belts, and jogging trails. With the aesthetic beauty of that City you didn't care if there were a million people right next to you because that town was built [correctly from the beginning] with pedestrian access and trails."***  
- Andy Irvine

***"What I am [hearing from this meeting] is that people don't care if Whitehouse is 5,000 people or 50,000... as long as they could go anywhere in Whitehouse and it would still look like a 5,000 person town."***  
- Danny Hogden

Citizens attending the public workshops also discussed the projected build-out population of Whitehouse. Many were surprised to learn that the community could easily double or triple in size within several decades. Many participants did not find a population of that size

overly appealing and looked for strategies to mitigate such potential growth. Parks, trails, and other land uses designed in an aesthetically pleasing manner were viewed as one approach for accommodating this growth. Based on the





comments received, as long as Whitehouse could retain its character and feel many citizens would be satisfied with such population expansion.

***"You've got to make certain that your tax base keeps up [with the projected growth]... always encouraging development and growth may not be what you want to do."  
- Russell Rischard***

Citizens also raised the point that growth simply for the sake of growth may not be in the City's best interest. The argument presented was that residential development and the physical growth of the City should progress in such a way as to protect the

commercial tax base and School District. Where commercial development was concerned participants stressed the idea that the right development was more

important than the first possible development. Many individuals speaking during public involvement expressed frustration because they felt that City officials were so afraid of turning away business that publicly desired development regulations

***"[Regarding the idea of creating commerce in Whitehouse] I would like for it to be on purpose, it should be [our] idea [not just what someone else proposes]."  
- Andy Irvine***

***"It's inevitable that [our commercial areas will develop, the question is] who is going to do it. It's going to happen, are we going to [stick to what's best for Whitehouse]?"  
- Ed Hansen***

had not been adopted into the Zoning Ordinance.

***"[Right now Whitehouse] is quiet, it's nice... [people] bring their children here because they've heard good things about Whitehouse. It's clean, it's quiet, it's right by the lake... they're tired of [places like Houston]. They want this kind of community."  
- Cherie Cotton***

***"[When I moved here] I looked for a community that was small enough that it had a small-town feel... [a place where] I could let my kids grow up and be nurtured by the community... [we should] build into our community a way for parents to let their children go out and play and not have to worry."  
- Andy Irvine***

Overall participants were eager to preserve many characteristics of life within Whitehouse while simultaneously embracing and benefiting from the potential for population growth and land use diversification.



However, a clear message was expressed that Whitehouse should retain its small-town character and continue to nurture family life even if the population grows substantially from current levels.

## **Plan Flexibility**

### *Land Classification Borders*

The Future Land Use Plan is the principal tool used by the Planning and Zoning Commission and City Council when considering the appropriateness of rezoning requests. However, unlike a Zoning Map, the Future Land Use Plan is not intended to represent rigid land use assignments. Appointed and elected officials must use the map and the associated Plan text in order to make appropriate decisions on zoning classifications. This flexibility primarily applies to parcels near land use classification boundaries. Major projects which do not conform to the Plan should be considered only after a small-area Plan amendment.

Also, unlike the Zoning Map, land use categories on the Land Use Plan are frequently drawn in abstract shapes rather than strictly conforming to parcel lot lines. For example, a preference for commercial nodes was expressed during public participation over traditional "strip" development.

These nodes are generally represented by large circular shapes on the Land Use Plan. Zoning decisions for lots inside or near these nodes should be judged on the Plan's intent and not simply based on whether the parcel falls completely within the commercial

***"The idea is that you anchor your City with 'signature developments' and you concentrate high intensity uses in those areas rather than sprawling them along the major thoroughfares... it's a balancing act."***

***– Mark Sweeney***

category drawn on the map. Similarly, recommendations for new school and park sites are frequently represented by color-coded circles on the Land Use Map. The shapes are scaled in order to represent the desired acreage of park or school development. However, these abstract recommendations leave specific site decisions up to City officials and simply state that the community would





benefit from the recommended acreage of Public/Semi-Public use within a particular quadrant of the City.

### *Zoning Conformance*

By State statute the Land Use Plan does not constitute zoning. As a result it is not uncommon for Texas cities to have multiple zoning districts which may conform to a single Land Use Plan category. Some zoning districts may even conform to more than one classification on the Land Use Plan. As with Land Use Plan boundaries, elected and appointed officials should use their familiarity with the goals of this Plan in order to apply the most appropriate zoning classifications to land within the City.

The City should also consider the use of overlay districts within certain parts of the community such as gateways or signature areas. An overlay district is an additional level of zoning requirements, design criteria, or environmental/character protection which is applied on top of standard zoning districts. For example, a landscaping overlay could be applied to a certain portion of the City which would increase the landscaping requirement for property within the district. All other provisions of the underlying zoning district (or districts) would remain in effect. This is another method used to tailor different zoning districts to conform with the principles of the Future Land Use Plan.

City officials must also determine what strategy will be used in order to implement The Future Land Use Plan. Enabling legislation within the Texas Local Government Code does not mandate conformance between the Future Land Use Plan and Zoning Map.

***"Standards... I love goals; now how are we going to implement them? Is anyone going to just walk around these? [Why haven't we done anything [since 1995 and how do we make sure we have the ordinances in place where that won't happen again]?"  
- Kimberly Rischard***

Despite this allowed inconsistency it is recommended that Whitehouse attempt to conform its Zoning Ordinance with the Plan's recommendations. Codifying the

Plan in this manner is the only way to avoid the same mistakes in implementation that were committed after the 1995 Comprehensive Plan.

### **Funding Limitations**

A Future Land Use Plan typically considers a wide range of factors for the determination of recommended land uses. Because this study represents a limited update to the 1995 Plan, full funding for the evaluation of infrastructure, the natural environment, and demographics was not available. Every effort was made to acquire and incorporate sources of data available through other government agencies and previous studies to augment these Plan components. For example, demographic analysis was possible utilizing information from the United States Census, Texas State Data Center, and land use statistics generated for funded components of this Plan. Despite this, full information for some Plan components was not available. Location and capacity for sewer and water lines, Certificate of Convenience and Necessity (CCN) boundaries, and FEMA floodway/flood zones are several examples of data sets not available for analysis. City staff experience and guidance were utilized to supplement geographic analysis whenever possible. While these limitations in no way invalidate this Plan's recommendations, full disclosure of these informational constraints is provided. Continued diligence on the part of staff will be necessary when projects involve these lesser-known factors.

### **Plan Map**

Map 10.7 (Page 213) displays the complete Future Land Use Plan. Due to its relationship to transportation planning the Thoroughfare Plan map is also included for reference in subdued map colors. More details on the Thoroughfare Plan will be presented in Section 11 of this document.

### **Brief Introduction of the Thoroughfare Plan**

Although land use recommendations are presented earlier in this document than the Thoroughfare Plan, the two are thoroughly interrelated. Many land use

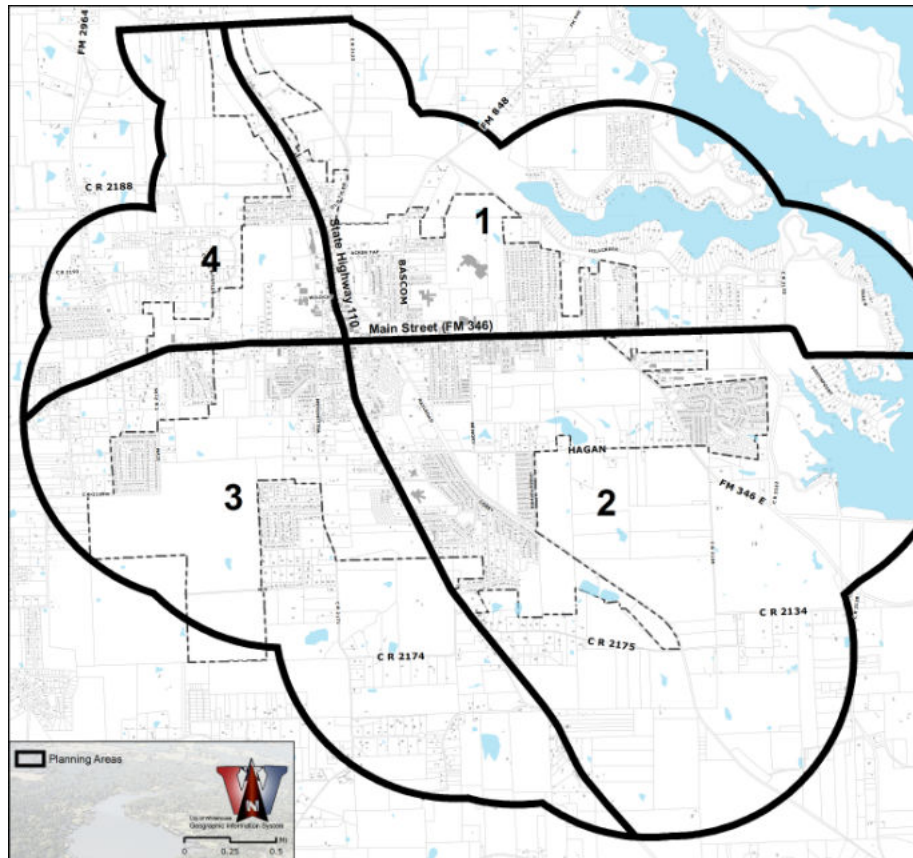


recommendations presume that proposed thoroughfares will be constructed prior to or in conjunction with land development.

Conversely, the recommended thoroughfare classifications are not only based upon communitywide needs, but also land use types and intensities found within the neighboring area. Plans for both land use and transportation are discussed at length in the following sections and by necessity may include some overlap between the two topics.

### Planning Areas

Whitehouse has been broken into four planning areas for the purpose of presenting the Future Land Use Plan map (Map 10.1). These boundaries follow major highways such as State Highway 110 and Main Street (FM 346) whenever possible. Area numbering begins



Map 10.1: Planning areas are numbered clockwise starting with the northeast quadrant

with the northeastern quadrant and proceeds in a clockwise fashion through the remaining three planning areas.





## Planning Area 1 (northeast)

### Area 1 Location and Existing Conditions

Planning Area 1 is bounded by Highway 110 on its western side, Main Street (FM 346)/CR 2133 to the south, and the ETJ to the north (Map 10.2, Page 188). Geographically, the Planning Area encompasses the City's northeast quadrant. The Planning Area contains the majority of City offices, most park facilities, and four WISD campuses. Significant quantities of commercial businesses are also found fronting on State Highway 110.

In terms of land use, 58% (1,141 acres) of the area remains unimproved (Chart 10.1). Residential land use accounts for the second largest proportion within the Planning Area at 29% (577 acres) followed closely by Public/Semi-Public totaling 11% (225 acres). While a large percentage of land in the quadrant is unimproved, significant challenges to development of this land persist including transportation accessibility, flood potential, water supply protection, and infrastructure provision.

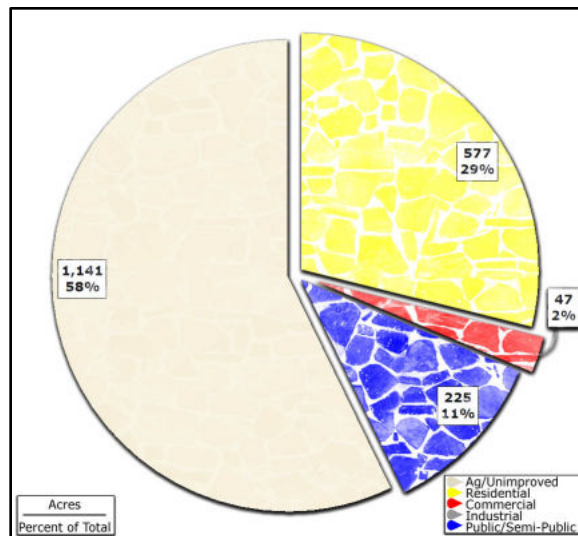


Chart 10.1 Planning Area 1 existing land use including unimproved and agricultural land

At present east/west traversal of the Planning Area is only possible using Main Street (FM 346). Hillcreek Road extends across most of the western portion of the Planning Area and Acker Tap extends through most of the eastern side. However, access to and from Lake Tyler remains difficult.

Given the area's general topography, much of the land which would otherwise hold high development potential is hampered by flooding and water supply quality concerns. One of the principle drainage basins feeding Lake Tyler bisects the Planning Area ranging from State Highway 110 to the western termination of





Hillcreek Road. The type and intensity of development near this basin could have significant impacts on lake water quality. Further complicating development of unimproved land in the quadrant will be the provision of infrastructure north of Hillcreek Road.

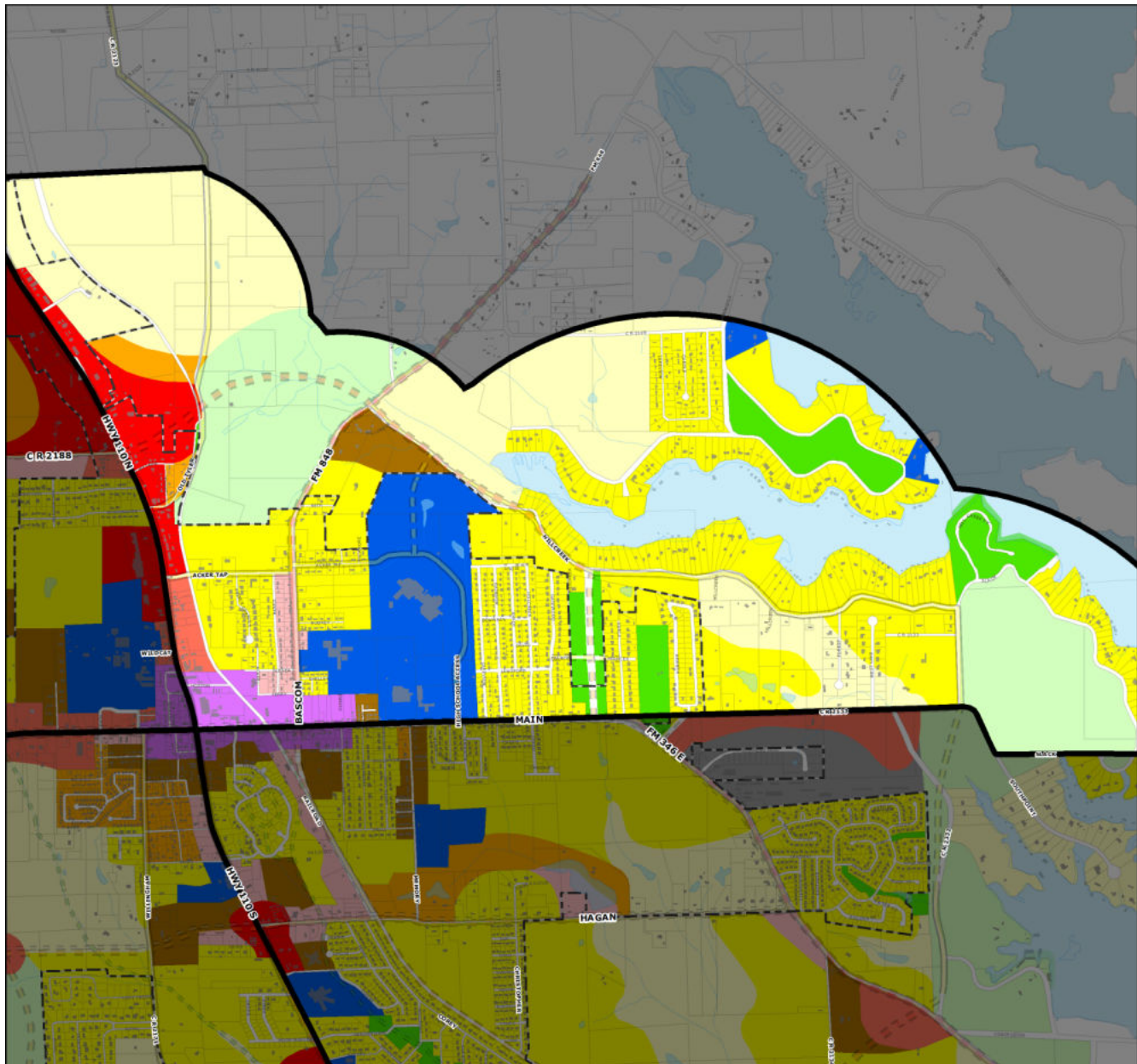
### Area 1 Planned Land Use

High Intensity Retail/Office has been planned for much the land within Area 1 because of its proximity to the City's northern gateway and the potentially high traffic volumes produced by Loop 49 (Map 10.2). The planned eastern extension of

***"The north side of town is blatantly obvious [as a location for commercial] in that you can draw from Tyler."  
- Russell Rischard***

Lilly Road to Hillcreek Road will also result in a corridor of new development including retail, office, and a variety of residential densities. Development of land north of Hillcreek Road and west of Bascom Road (FM 848) will greatly depend upon the availability of infrastructure. If such provisions cannot be made the only viable land use more intense than agriculture would be Estate Density Residential.

The Master Planned Development (Special Residential) category is also used within this Planning Area to identify land appropriate for a golf course community or other unique residential possibilities. This track of land lies between Bascom Road and Old Tyler Highway at the current terminus of Hillcreek Road. Due to flooding concerns and potential high visibility, this property is particularly well-suited for this type of recreational residential mixed-use project. However, the use of pesticides and fertilizers within such a development should be monitored, given that this site drains almost directly into the community's water supply. Another large portion of land planned for Master Planned Development (Special Residential) is located at the extreme eastern end of this quadrant. This area, located at the end of County Road 2133 and circled by Slack Road, provides a unique opportunity for an inland marina and canal based residential subdivision. Redevelopment within the City's mixed-use Town Center will also be critical within all planning areas, but particularly within Planning Area 1.



Map 10.2: Future Land Use for Planning Area 1

2005 Future Land Use

2005 Thoroughfare Plan

- |  |                                |  |  |
|--|--------------------------------|--|--|
|  | Estate Density Residential     |  | Planned Classification/Existing Classification |
|  | Low Density Residential        |  | Existing Major Arterial                        |
|  | Medium Density Residential     |  | Planned Major Arterial/Existing Collector      |
|  | High Density Residential       |  | Planned Major Arterial/Existing Minor Arterial |
|  | Low Intensity Office/Retail    |  | Planned Major Arterial                         |
|  | Medium Intensity Office/Retail |  | Existing Minor Arterial                        |
|  | High Intensity Office/Retail   |  | Planned Minor Arterial/Existing Collector      |
|  | Light Industrial/Business Park |  | Planned Minor Arterial                         |
|  | Public/Semi-Public             |  | Existing Collector                             |
|  | Master Planned Development     |  | Planned Collector                              |
|  | Town Center                    |  | Planned Enhanced Sidewalk                      |
|  | Parkland                       |  | Planned Hike/Bike Trail                        |
|  | Whitehouse City/ETJ Limits     |  |  |
|  | Built Structures               |  |  |



Comprehensive Planning and this Future Land Use Map do not represent zoning. About the background image: The image is an artistic rendering of Whitehouse High School. The first students to graduate from the facility were the Class of 2001.





Another area requiring special attention is the currently unimproved land lying between Main Street (FM 346) and Hillcreek Road (Map 10.2). This land is the only viable alignment for the southern portion of the "northeast loop." Development of the land left over after construction of this thoroughfare must be compatible not only with access management requirements of the thoroughfare itself, but also with existing single-family residential neighborhoods located on both the eastern and western sides of the property.

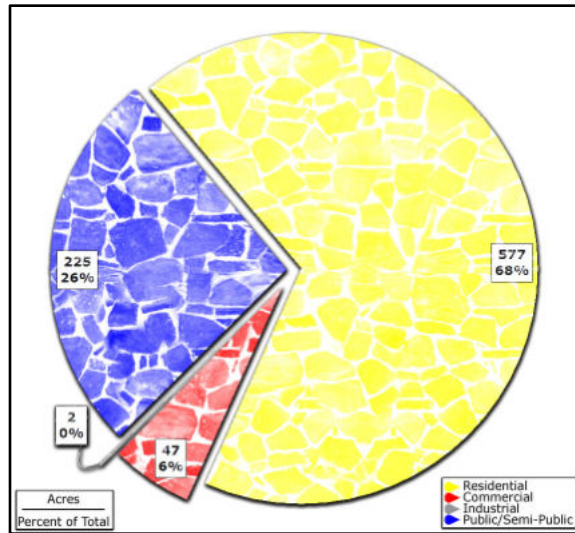


Chart 10.2 Planning Area 1 existing land use excluding unimproved and agricultural land (for comparison with the planned land use

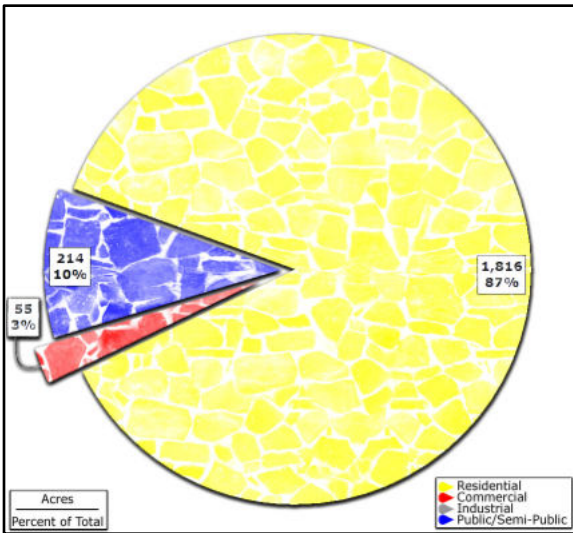


Chart 10.3 Planning Area 1 planned land use

Once fully built-out the Planning Area would be dominated by residential land uses (87%) (Chart 10.3). When today's existing land use ratios are compared, residential only accounts for 68% of developed land within the Planning Area. By contrast, the Plan would call for a reduction in the overall percent usage of commercial and public/semi-public land uses. In this and subsequent planning area

discussions, land use ratios will be displayed which compare existing to planned land uses (as in Charts 10.2 and 10.3). In order to evaluate the planned land use mix in light of existing conditions, the existing land use charts will exclude unimproved and agricultural uses since cities cannot legally "plan" for these land use types.

For example, in this Planning Area, 6% (47 acres) of the developed land is currently commercial where as the Plan will call for only 3% (55 acres) of land to





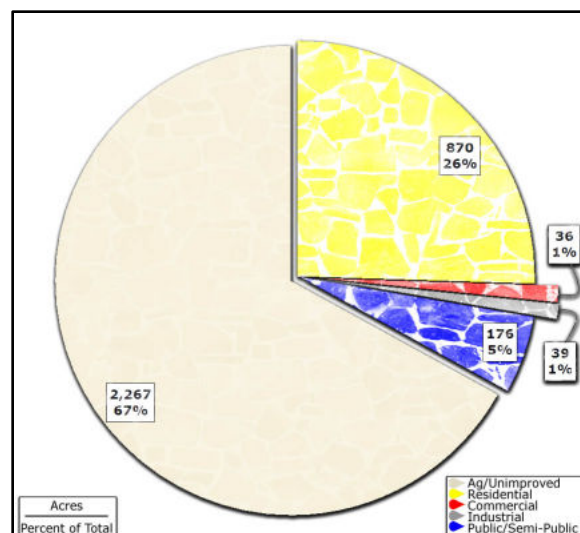
be constructed as general commercial. While both commercial and public/semi-public uses will decline as a percent of the total, it is anticipated that new construction, as well as redevelopment, will result in higher than current intensities of these uses. Within the Town Center, multistory mixed-use commercial would be permitted to replace single-story neighborhood commercial as exists today.

## Planning Area 2 (southeast)

### Area 2 Location and Existing Conditions

Planning Area 2 is located in the southeastern quadrant of the City, bordered by Main Street (FM 346)/County Road 2133 to the north, State Highway 110 to the west, and the ETJ limits to the south (Map 10.3, Page 192). The most significant commercial structure in terms of traffic generation within the Planning Area is the CVS Pharmacy. A concentration of notable nonresidential development is also found on State Highway 110 just south of Hagan Road. Cain Elementary, a retirement community, and several commercial establishments are located here. Some industrial uses, such as Langford Lumber and those businesses built within the Industrial/Business Park, are located on the western side of the Planning Area. Lake activity in and around the marina is also located within the quadrant.

Other than these activity centers the majority of land within the quadrant is either residential or unimproved/agricultural. Over 2,000 acres of land within the Planning Area, accounting for 67% of the total, is unimproved or involved in agricultural production (Chart 10.4). Most of the large tracts of unimproved land are found within either this Planning Area or the neighboring Planning Area 3. Just



**Chart 10.4** Planning Area 2 existing land use including unimproved and agricultural land



over one quarter of the area (26%, 870 acres) is developed for residential uses. Unlike other portions of the City, few urban density residential neighborhoods are located within the ETJ in this Planning area. Most of the homes located outside the City Limits in this quadrant are large rural homesteads or are located near Lake Tyler or State Highway 110. The previously identified nonresidential uses account for only 7% (256 acres) of the total planning area.

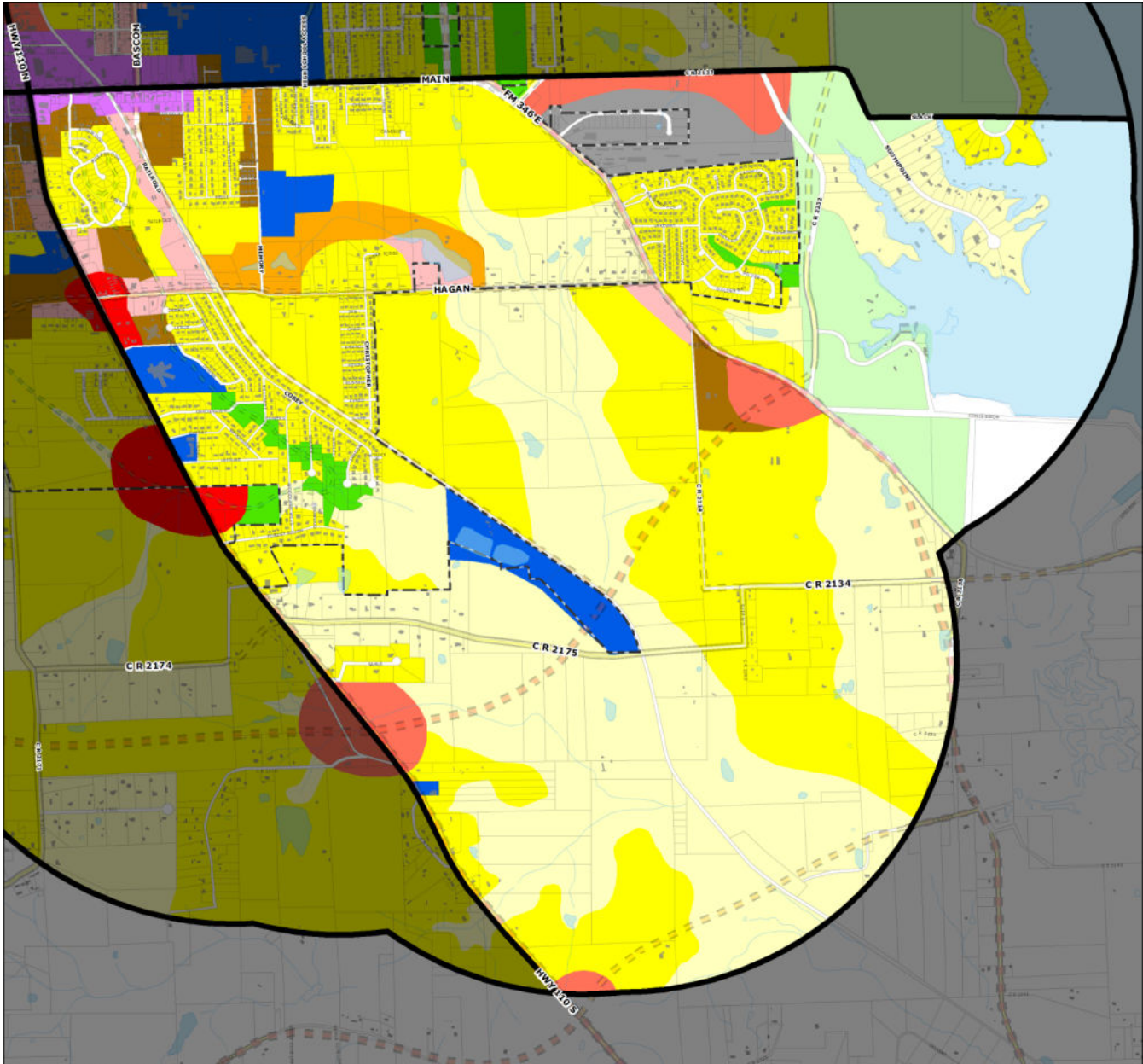
As with Planning Area 1, topography and drainage concerns will have a significant impact on development within this quadrant. Potential concern applies to over half of the undeveloped land south of Hagan Road, and throughout most of the land east of State Highway 110 south of the current City Limits. Very little of the land within the Planning Area drains directly into Lake Tyler; therefore, concern for water quality is lessened. Still, the risk of flooding should be carefully considered for all development in or near flood zones.

While the topography may cause safety concerns, general elevation changes may make the cost of infrastructure installation north of the existing wastewater treatment plant more affordable to implement due to the general slope of the land. However, development south of the plant will require the use of lift stations for sanitary sewer lines and will be dependent upon the Walnut Grove and Southern Utilities Water Districts unless portions of their CCN can be transferred to Whitehouse.

## **Area 2 Planned Land Use**

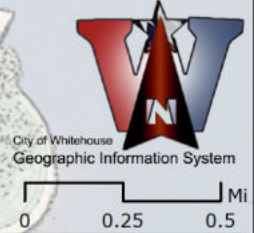
Several commercial nodes have been planned within the quadrant. These include Medium Intensity Retail/Office at the intersections of the planned "southern loop" with both State Highway 110 and FM 346. The western frontage of Railroad Avenue (envisioned as eventually aligning with Bascam Road) is planned for Low Intensity Retail/Office. A commercial node is also planned at the intersection of Hagan Road and State Highway 110 permitting High Intensity Retail/Office.





Map 10.3: Future Land Use for Planning Area 2

- |                                |   |
|--------------------------------|---|
| <b>2005 Future Land Use</b>    | <b>2005 Thoroughfare Plan</b>                         |
| Estate Density Residential     | <b>Planned Classification/Existing Classification</b> |
| Low Density Residential        | Existing Major Arterial                               |
| Medium Density Residential     | Planned Major Arterial/Existing Collector             |
| High Density Residential       | Planned Major Arterial/Existing Minor Arterial        |
| Low Intensity Office/Retail    | Planned Major Arterial                                |
| Medium Intensity Office/Retail | Existing Minor Arterial                               |
| High Intensity Office/Retail   | Planned Minor Arterial/Existing Collector             |
| Light Industrial/Business Park | Planned Minor Arterial                                |
| Public/Semi-Public             | Existing Collector                                    |
| Master Planned Development     | Planned Collector                                     |
| Town Center                    | Planned Enhanced Sidewalk                             |
| Parkland                       | Planned Hike/Bike Trail                               |
| Whitehouse City/ETJ Limits     |   |
| Built Structures               |   |



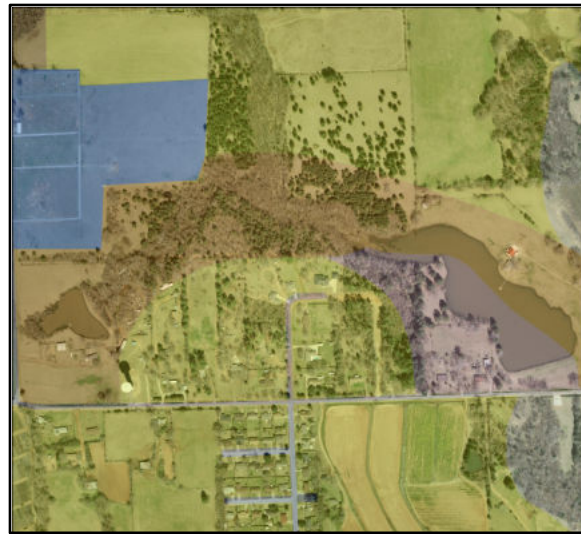
Comprehensive Planning and this Future Land Use Map do not represent zoning. About the background image: The image is an artistic rendering of typical lakefront development within Whitehouse's ETJ. Most of the waterfront property on Lake Tyler and Lake Tyler East is developed for residential or parkland purposes.



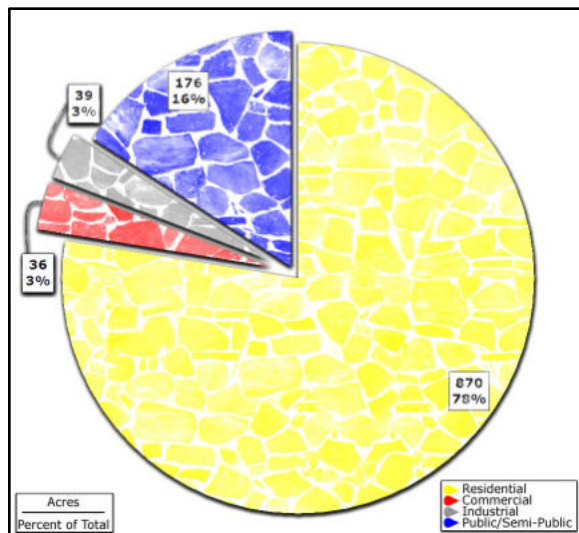


Redevelopment of land to the south of Main Street (FM 346) is designated with the Town Center category. It is intended that such land would tie in with Town Center development along the northern frontage of Main Street. High Density Residential is planned as a transition between existing single-family residential and the Town Center designation. This High Density Residential could include pedestrian scaled town homes and zero lot line detached housing built in coordination with mixed-use development in the Town Center.

Much of the land south of Hagan Road and east of the City's existing southern neighborhoods has been planned for various intensities of residential use. Generally speaking, most areas with an elevation of less than 400 feet above mean sea level have been designated for Estate Density Residential. Low Density Residential is planned for most other areas. Some Medium Density Residential with Low Intensity Retail/Office is planned north of Hagan Road which takes advantage of some water features (Image 10.8).



**Image 10.8:** Scenic land north of Hagan Road planned for Low Intensity Office/Retail (pink shading), Medium Density Residential use (orange shading), Low Density Residential (yellow shading), and Public/Semi-Public (blue shading).



**Chart 10.5** Planning Area 2 existing land use excluding unimproved and agricultural land

Existing industrial development east of FM 346 has been slightly modified to permit expansion of the industrial park to the north and east. The Master Planned Development (Special Residential) classification discussed for Planning Area 1 is extended to the south along Dickson Road to include the existing marina and surrounding recreational areas. If neighborhood



concerns can be addressed, creation of a hike and bike trail and associated parkland along Whitehouse Creek and the southern portion of Blackhawk Creek are also proposed.

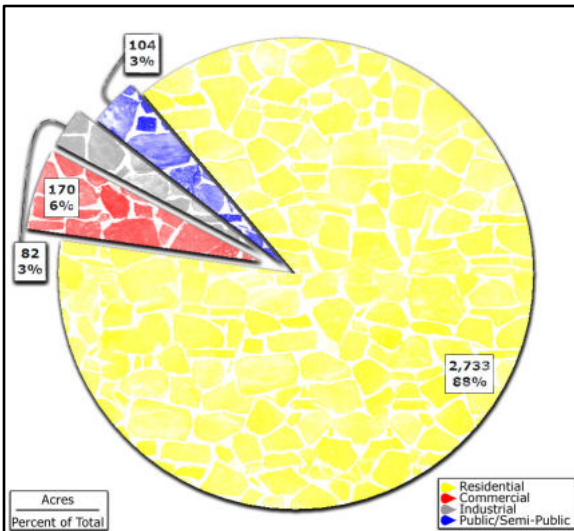


Chart 10.6 Planning Area 2 planned land use

(Chart 10.6) Nearly 90% (88%, 2,733 acres) is planned for some type of residential usage. It is anticipated that industrial land use will remain at 3% but the developed acreage will increase along with other land use types to nearly double in total acreage.

## Planning Area 3 (southwest)

### Area 3 Location and Existing Conditions

Bound by Main Street (FM 346) to the north, State Highway 110 to the east, and the ETJ limits to the south Planning Area 3 is the second-largest quadrant of the City (Map 10.4). Existing nonresidential development within the Planning Area is found nearly exclusively along State Highway 110 or FM 346. This commercial activity does not generate significant levels of traffic volume and is frequently located within neighborhoods transitioning from residential to commercial use. Commercial development accounts for only 1% (27 acres) of the property within the quadrant when unimproved and agricultural land are included.

Although the frontage of many planned and existing major thoroughfares through the Planning Area are not intended for intense office or retail usage, the planned build-out for the quadrant calls for a noticeable increase in commercial land use. The future land use mix would increase the commercial percent share from 3% (36 acres) of existing developed land to 6% (170 acres) of the planned land use.





Over half (58%, 1,382 acres) of the Planning Area is currently unimproved or utilized for agriculture (Chart 10.7). The second-largest existing land use category is residential, accounting for 40% (974 acres) of the total. Four platted neighborhoods have been developed within close proximity to the City Limits but lie outside incorporated Whitehouse (Map 10.4). The densities of neighborhoods such as Summer Place and Richland Hills are somewhat consistent with those found within the City Limits (Image 10.9). In most cases these subdivisions are surrounded on three sides by the City Limits and may become incorporated if annexation progresses within the quadrant. No schools, public parks, or major government facilities are located within the Planning Area.

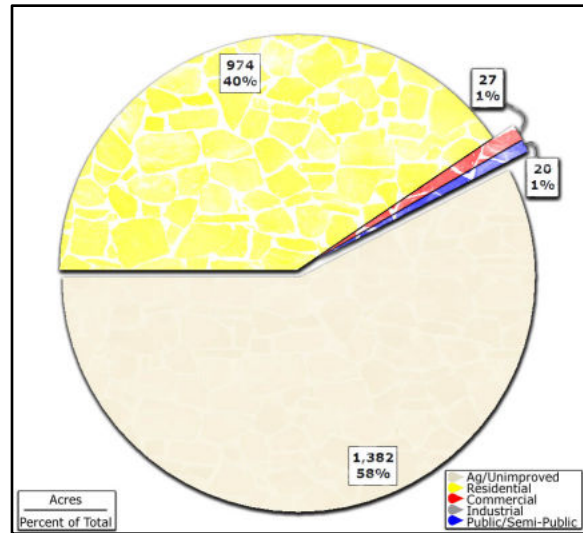


Chart 10.7 Planning Area 3 existing land use including unimproved and agricultural land

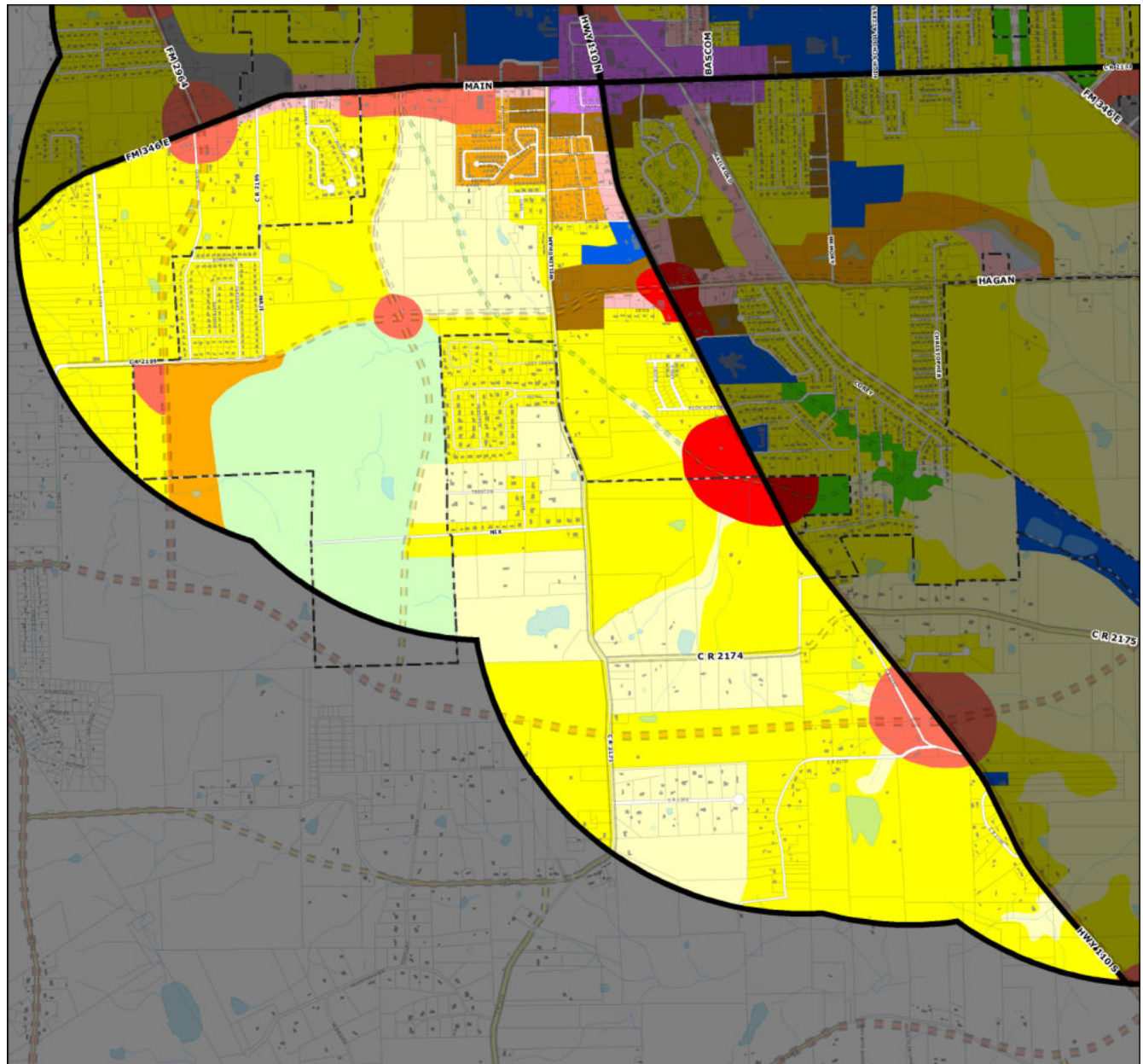
The Planning Area has few major drainage or flooding concerns. Blackhawk



Image 10.9: Richland Hills and other urban density subdivisions built just outside the City Limits

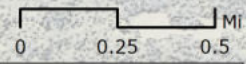
Creek and its tributaries run through the quadrant. However, these water features are minor and may also provide recreational opportunities, which more than balance out their potential for flooding. Much of the land drains to the southeast toward the City's wastewater treatment plant providing for gravity fed sewer extensions.





Map 10.4: Future Land Use for Planning Area 3

- |                                |   |
|--------------------------------|---|
| <b>2005 Future Land Use</b>    | <b>2005 Thoroughfare Plan</b>                         |
| Estate Density Residential     | <b>Planned Classification/Existing Classification</b> |
| Low Density Residential        | Existing Major Arterial                               |
| Medium Density Residential     | Planned Major Arterial/Existing Collector             |
| High Density Residential       | Planned Major Arterial/Existing Minor Arterial        |
| Low Intensity Office/Retail    | Planned Major Arterial                                |
| Medium Intensity Office/Retail | Existing Minor Arterial                               |
| High Intensity Office/Retail   | Planned Minor Arterial/Existing Collector             |
| Light Industrial/Business Park | Planned Minor Arterial                                |
| Public/Semi-Public             | Existing Collector                                    |
| Master Planned Development     | Planned Collector                                     |
| Town Center                    | Planned Enhanced Sidewalk                             |
| Parkland                       | Planned Hike/Bike Trail                               |
| Whitehouse City/ETJ Limits     |   |
| Built Structures               |   |

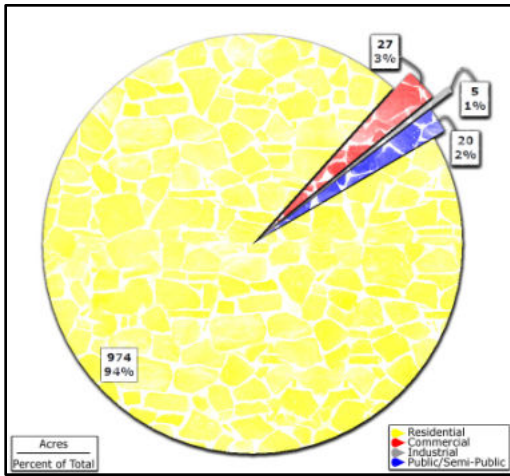


Comprehensive Planning and this Future Land Use Map do not represent zoning. About the background image: The image is an artistic rendering of homes located on Lake Tyler's waterfront within Whitehouse's ETJ. Whitehouse High School is also visible on the far horizon.





### Area 3 Planned Land Use

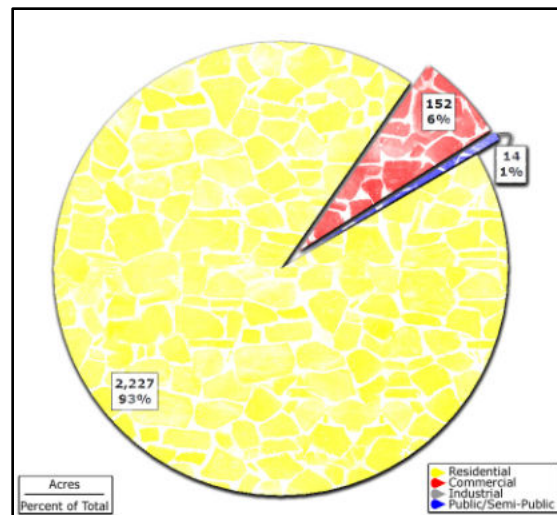


**Chart 10.8** Planning Area 3 existing land use excluding unimproved and agricultural land

As it exists today, Planning Area 3 is dominated by residential uses. Residential land use of various densities accounts for 94% (947 acres) of the total when including only developed land (Chart 10.8). The planned build-out within the quadrant (Chart 10.9) calls for this percent share to remain virtually unchanged at 93% (2,227 acres). While the percent share should remain relatively constant, the planned

would allow for increased residential densities found in nodes near the intersections of planned thoroughfares and in buffer zones between commercial centers and low density residential.

The most dramatic change is within the commercial category. The planned land use calls for significant intensifications of commercial property resulting in an overall share of 6% (152 acres). As with previous planning areas, it is anticipated that some existing commercial sites will gradually redevelop at higher intensities. The Plan also calls for a gradual transition of some older residential neighborhoods in the Town Center area from single use residential neighborhoods to mixed-use pedestrian friendly development.



**Chart 10.9** Planning Area 3 planned land use

Specifically, land near Hearon Street and the northern extent of Willingham Road is expected to develop as a part of the City's Town Center. Higher density town homes or zero lot line detached housing would buffer this mixed-use area from existing neighborhoods.



Commercial development of various intensities is planned for land fronting on FM 346 including a Medium Intensity Retail/Office node at its intersection with Rhones Quarter Road. Other medium intensity commercial nodes are planned at the intersection of the western extension of Hagan Road and the planned north/south arterial located to the east of Willingham Road. Higher intensity commercial nodes are envisioned at the intersection of Hagan Road and State Highway 110 as well as the intersection of State Highway 110 and Blackhawk Creek.

The Planning Area also includes land which may be appropriate for Master Planned Development mixed-use. Such mixed-use could tie in with planned thoroughfares to provide pedestrian access to well-planned commercial operations from low density detached housing. This land may also be appropriate for a golf course community or other Master Planned Development (Special Residential) style neighborhoods.

Several notable natural features, including small lakes and the Blackhawk Creek system, are located within the Planning Area. It is anticipated that these natural resources could be gradually incorporated into the City's overall Park and Recreation system. Care should be taken during the platting process to preserve this possibility. Because no schools or public parks are currently located within the quadrant, interconnected recreational facilities utilizing these natural features would become increasingly vital.

## **Planning Area 4 (northwest)**

### **Area 4 Location and Existing Conditions**

Planning Area 4 is bounded by State Highway 110 on the eastern side, Main Street (FM 346) on the southern side and accounts for the entire northwestern quadrant of the City to the northern ETJ limits (Map 10.5). The area encompasses some of the historic sites critical to the City's early historical development. Developed land far exceeds unimproved/agricultural uses, unlike





the other quadrants of the City. Only 36% (399 acres) remain undeveloped (Chart 10.10).

Much of the existing regional commercial property within the City is found within this Planning Area, including Brookshire's grocery store, the only "big box" retail establishment within the community. Smaller retail establishments are located

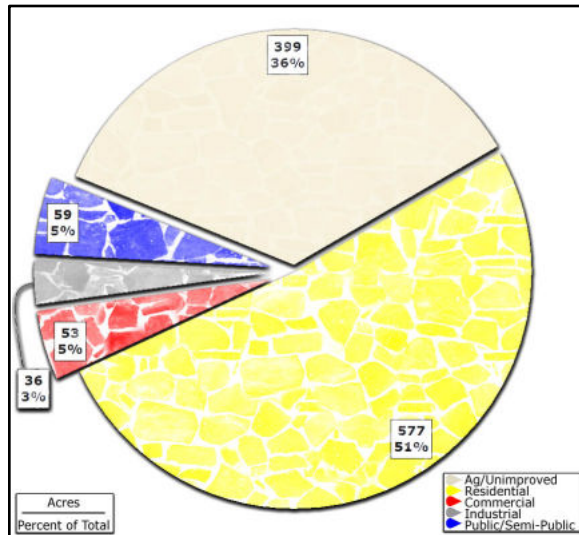


Chart 10.10 Planning Area 4 existing land use including unimproved and agricultural land

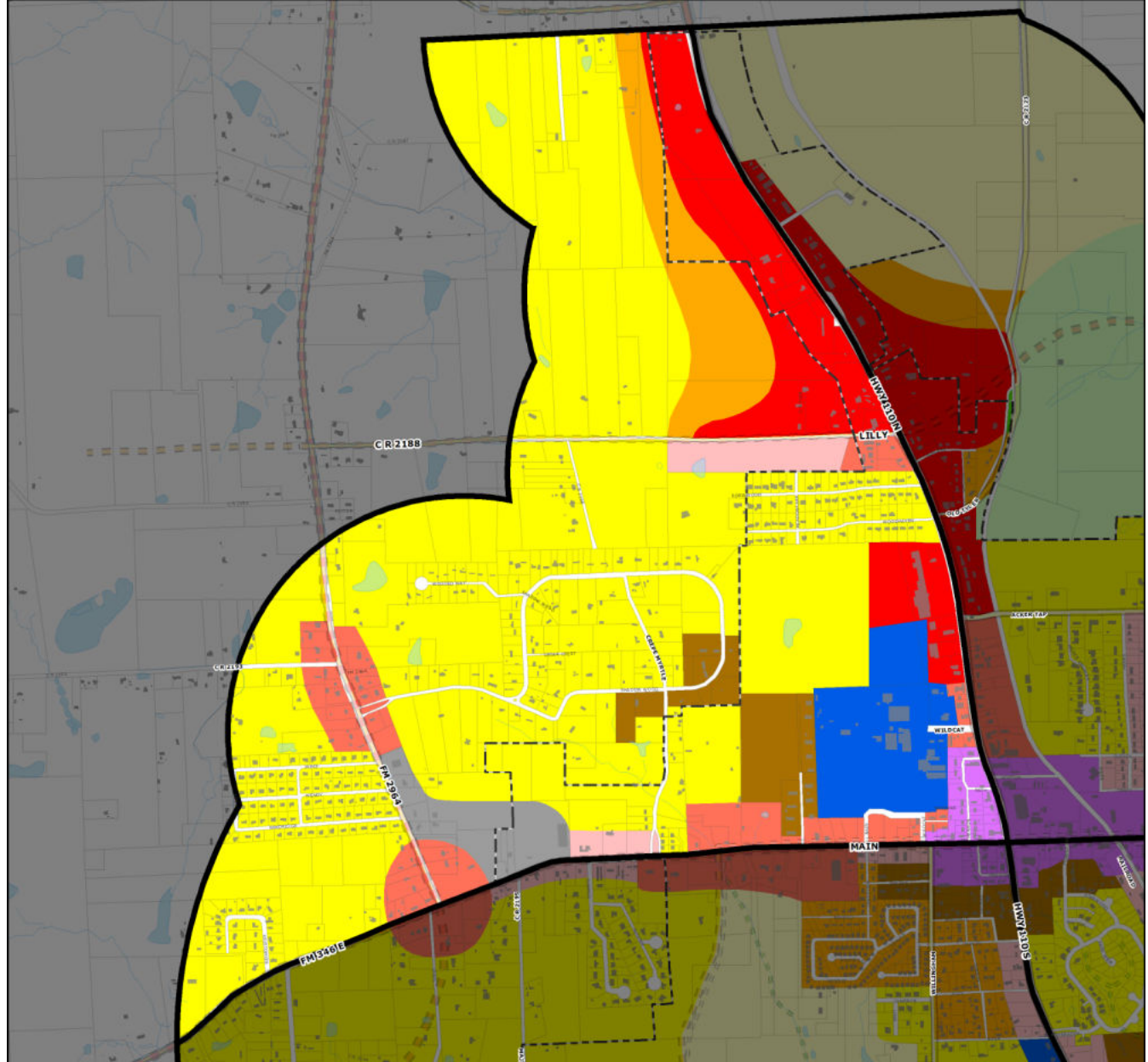
on State Highway 110 frontage throughout most of the Planning Area. Including both developed and undeveloped land, 8% (89 acres) is currently involved in commercial and/or industrial activity. Public/semi-public uses are also prominent within the quadrant accounting for 5% (59 acres) of land including WISD administrative offices, athletic facilities, and the Junior High School. Land

occupied by residences accounts for just over half of the total (51%, 577 acres). A wide variety of densities and styles, exist including large rural homes, platted single-family neighborhoods, and apartment complexes.

The Planning Area is benefited by relatively high elevation and little flooding risk. However, a drainage basin is located in the northern portion of the Planning Area, which does introduce some flooding risk. This basin, along with man-made elevation changes, has resulted in some significant hills and uneven terrain. Land lying to the north of Lilly Road is particularly hilly with some of the most extreme elevation changes found within the entire Comprehensive Plan study area. All these conditions may present challenges and add additional expenses for road and land development. Yet, if handled correctly, the terrain is unique and could provide a location for signature developments.

***"That site is highly visible... you could really do a significant amount of development there that would cascade down to State Highway 110... that type of development could be really attractive gateway."***

***- Mark Sweeney***



Map 10.5: Future Land Use for Planning Area 4

- |                                |   |
|--------------------------------|---|
| <b>2005 Future Land Use</b>    | <b>2005 Thoroughfare Plan</b>                         |
| Estate Density Residential     | <b>Planned Classification/Existing Classification</b> |
| Low Density Residential        | Existing Major Arterial                               |
| Medium Density Residential     | Planned Major Arterial/Existing Collector             |
| High Density Residential       | Planned Major Arterial/Existing Minor Arterial        |
| Low Intensity Office/Retail    | Planned Major Arterial                                |
| Medium Intensity Office/Retail | Existing Minor Arterial                               |
| High Intensity Office/Retail   | Planned Minor Arterial/Existing Collector             |
| Light Industrial/Business Park | Planned Minor Arterial                                |
| Public/Semi-Public             | Existing Collector                                    |
| Master Planned Development     | Planned Collector                                     |
| Town Center                    | Planned Enhanced Sidewalk                             |
| Parkland                       | Planned Hike/Bike Trail                               |
| Whitehouse City/ETJ Limits     |   |
| Built Structures               |   |



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Comprehensive Planning and this Future Land Use Map do not represent zoning. About the background image: The image is an artistic rendering of typical lakefront development within Whitehouse's ETJ. Most of the waterfront property on Lake Tyler and Lake Tyler East is developed for residential or parkland purposes.





Transportation within the Planning Area is problematic in most cases. At present, most residential developments are isolated from one another. Nonresidential establishments such as commercial and School District facilities are not interconnected.

### Area 4 Planned Land Use

While significant concentrations of commercial activities can already be found within the Planning Area along State Highway 110 and Main Street (FM 346), the

***"[Along 110] there's a lot of commercial [development and a lot of it] is right up against the highway with nothing behind it... I see that being redeveloped as commercial... with something bigger coming in behind it."  
- Mark Sweeney***

Plan calls for intensification of this existing development. It is envisioned that this commercial corridor would "deepen" along State Highway 110 and attract customers from a more regional market. Lilly Road (CR 2188) would also be utilized for Retail/Office development of varying

degrees at its eastern extent. High Intensity Retail/Office is planned on the north side of this road to tie into and support commercial development fronting on State Highway 110. Medium and Low Intensity Retail/Office is planned for the southern frontage of this road providing for a buffer to existing residential development on Robinwood Drive.

At present, only 7% (53 acres) of the improved land within the quadrant is utilized for commercial purposes (Chart 10.11). By contrast, the Future Land Use Plan calls for 23% (284 acres) of the total land to be developed as Retail/Office with a further 2% (30 acres) as Light Industrial/Business Park (Chart 10.12). The Land Use Plan also makes assumptions that land recently dedicated to the School District will ultimately develop for public use as either

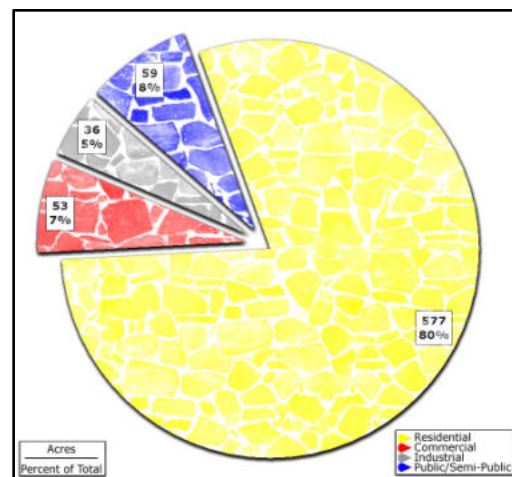


Chart 10.11 Planning Area 4 existing land use excluding unimproved and agricultural land

the location of a new school or



supportive facilities. While the overall percentage share of Public/Semi-Public land uses is anticipated to fall, (from 8% to 5%) the Plan expects a net increase of acreage devoted to these activities.

At full build-out residential land use will still dominate the Planning area at 70% (855 acres) of the total. Two residential subdivisions can be found within the

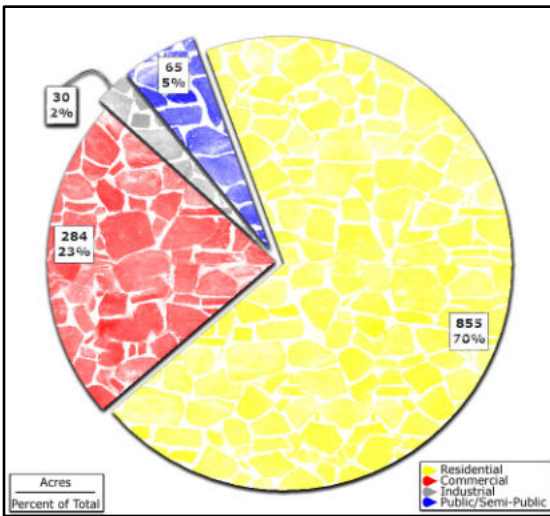


Chart 10.12 Planning Area 4 planned land use

quadrant, which are built at or near City densities with detached single-family housing of consistent styles and bulk. A third residential subdivision, accounting for nearly 10% of land within the quadrant, does not follow this pattern. The neighborhood includes high quality rural estate homes, manufactured housing, multi-story apartment buildings, and some commercial businesses.

Existing High Density Residential within this neighborhood and throughout the Planning Area has been augmented in the Plan to provide for additional development of this type. This Plan includes some multi-family housing which is a part of the proposed Shahan Ranch project.

## Annexation

### *Historical Annexation Policy*

Annexation policy is a pivotal component of any Future Land Use Plan. Despite its home rule status, Whitehouse has historically practiced a policy which limits annexation to cases involving landowner petition. This policy has led to relatively slow expansion of the City Limits in relation to population growth. The policy also runs contrary to the vision expressed by many ETJ residents during public involvement which called for a responsible, yet, proactive approach to annexation.





### *Jurisdictional Constraints to Future Annexation*

The physical expansion of the City of Tyler is also a factor in determining the best course of action for Whitehouse in terms of ongoing land use planning. Tyler has extended its ETJ through both southerly annexation and by virtue of internal population estimates (which allowed the City to extend its ETJ to 5 miles).

The most pressing issue for Whitehouse is not the right to annex land which is already within the City's ETJ; but rather, a limitation of the ability to acquire additional land beyond the current ETJ limits. By State statute, a city's ETJ extends a set distance beyond the current City Limits. Any annexations increase not only the land within the City Limits, but also the ETJ. In the case of Whitehouse, this distance is 1 mile.

The primary limiting factor is the fact that Whitehouse cannot extend its ETJ into land already within Tyler's ETJ. At present, Tyler's ETJ encompasses the City of Whitehouse on the north, west, and southwest sides. With Lake Tyler impeding growth to the east, Whitehouse must determine its growth strategy quickly or permanently lose the ability to annex additional land beyond that which is already within its ETJ.

Tyler's expansion combined with reactive versus proactive annexation policies by the City of Whitehouse have resulted in limited options for future physical growth. Many participants who spoke during public involvement lived outside of the City Limits. Among these community

***"[As a resident of the ETJ] I want to make sure we do things in our Plan now to enable us to continue that Plan in the future..."***  
***- Kimberly Rischard***

members, there were no dissenting statements regarding a more aggressive annexation position by the City of Whitehouse. On the contrary, many residents currently living outside the City's incorporated area supported the notion that Whitehouse should become proactive and annex land for future growth even if development is not proposed at that time. While dissenting options among ETJ

residents toward annexation are likely to exist, none were present at the public workshops.

***"The more land we annex to the south following 110 the greater opportunity we'll have for growth."  
- Darrell Crymes***

Annexation toward the southeast along State Highway 110 is the last viable option for continued growth. Within the life of this document, Tyler's ETJ may completely engulf Whitehouse even eliminating southerly growth potential along this thoroughfare.

Therefore, based on the land use analysis conducted for this study and the opinions expressed by citizens and ETJ residents, it is recommended that the City adopt a more aggressive annexation policy. Whitehouse should not overextend its ability to provide services in order to annex the land; however, the opportunity to extend the City's own ETJ will rapidly diminish over time if no action is taken.

Whitehouse may also wish to approach residents who own land adjacent to the current ETJ limits regarding this issue. The City of Bastrop, Texas has one of the largest ETJ to incorporated area ratios within the State. Its ETJ boundaries extend well beyond the area established in State statute. The City was able to reserve this land for future annexation because the residents requested inclusion in Bastrop's ETJ by petition. Many of these residents viewed eventual annexation by Bastrop as a more attractive situation than the alternative of annexation by the City of Austin.

Landowners south of Whitehouse not currently within the ETJ of any city may view eventual annexation by Whitehouse as more appealing than the alternative of Tyler. If significant numbers of landowners agree to petition for inclusion in Whitehouse's ETJ, the City may be able to preserve additional growth potential without the expense of extending the current City Limits.





### *Infrastructural Constraints to Future Annexation*

***"The City doesn't make any money off of single family homes; lower density residential development generates less revenue and creates higher costs to provide municipal services such as fire and police protection."  
– Mark Sweeney***

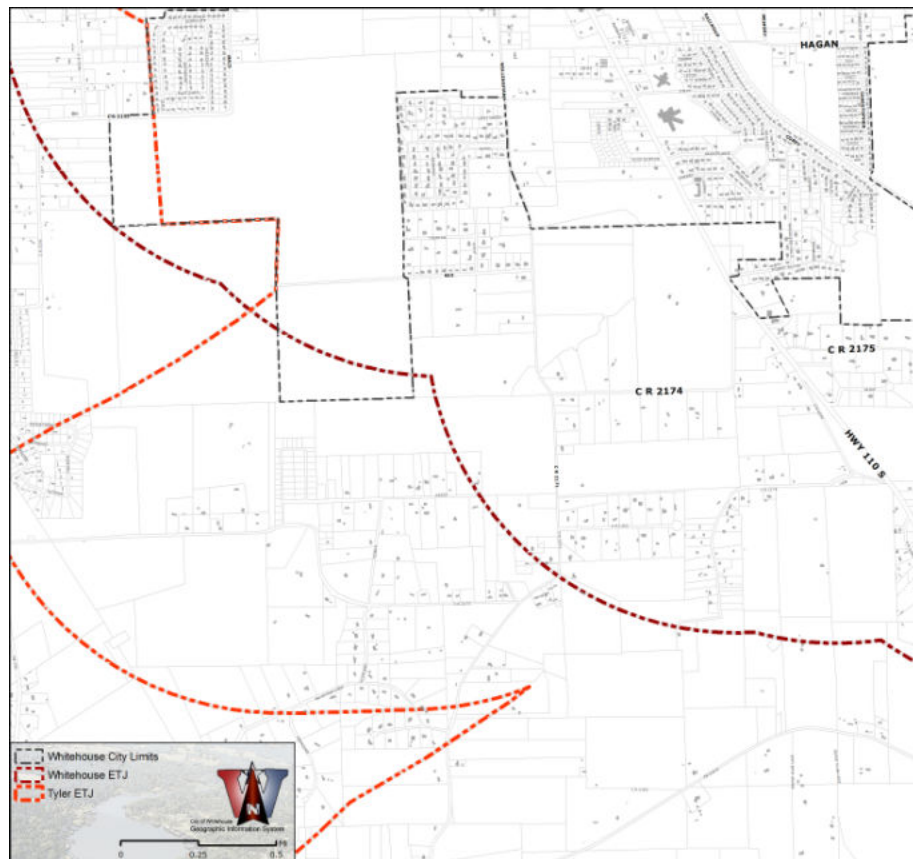
The City must also consider the impact of CCN rights, its inability to sell infrastructure services to residents within much of the southern ETJ, with its annexation policy. In terms of property tax revenue, residential development rarely covers the costs of providing municipal services. Within the City's own CCN the sale of water and sewer services helps to defray this cost. Because non-municipal water districts hold the rights to sell water within much of the land south of the current City Limits, annexation which will result in low density residential housing, may disproportionately strain the City's already tight budget. By contrast, annexations which can result in commercial development or high-density residential housing can frequently offset the City's expenses. Retail and business activities also generate sales tax which can further defray service costs.

As a result, commercial and high-density residential properties may make financial sense from an annexation standpoint even if the City cannot sell water services. Even with the improved financial scenario of commercial development outside of the City's CCN, the need to provide fire protection should be considered as well. It is beyond the scope of this Plan to analyze the fire protection potential of non-municipal water systems; however, sufficient water capacity for this purpose should be assured for all urban development annexed into the City Limits. Whitehouse should also consider the cost of providing infrastructure where it holds the rights to do so. The gravity driven drinking water and sewer systems rely upon topographical characteristics for the economical operation of these utilities. In many cases annexation south of the existing wastewater treatment plant will require the use of lift stations for sewer service. Whitehouse must also consider the capacity and range of existing water towers if proposed annexations involve CCN alterations or exchange between the City and a non-municipal water district.



### *Annexation Recommendations*

The most important annexation areas in terms of preserving land for future growth through ETJ extension are along Willingham Road and State Highway 110. Any annexation in these areas will serve to delay Tyler's jurisdictional expansion on the



**Map 10.6:** ETJ boundaries of Whitehouse and Tyler south of the current Whitehouse City Limits

south side of Whitehouse. If possible, the City may wish to annex land south of the property formally constituting the Marsh estate. Map 10.6 illustrates the approximate location of the current Whitehouse City Limits, Whitehouse ETJ, and Tyler ETJ. These alignments are provided by the Smith County Appraisal District and do include some overlap between jurisdictional boundaries. Official boundaries recognized by both entities should be established through negotiation between Whitehouse and Tyler.

Whitehouse should also look to solidify land use regulations along major thoroughfares near the City's boundaries. The goals of this document establish specific planned land uses for property within the ETJ. Annexation of high-priority areas and gateways should be considered from an implementation standpoint.





Critical areas from the land use perspective which are currently beyond the City's incorporated boundaries include the intersection of FM 346 and Rhones Quarter Road (FM 2964). Another high-priority area exists to the east and west of State Highway 110 north of Lilly Road. The City should also consider annexation south along the major thoroughfares of State Highway 110 and FM 346 south of the current City Limits.

Whitehouse should also consider annexing land at the intersections of planned thoroughfares. Implementation of the Thoroughfare Plan relies heavily upon the Subdivision Regulations which apply not only within the City Limits, but also within the ETJ. However, in order to preserve the planned land uses annexation will be required in order to implement zoning. The annexation policy should also include components meant to implement the recommendations of the Civic Image portion of this Plan. Several special districts, including an inland marina on Lake Tyler, may require annexation in order to implement the goals set forth in this document. A more detailed discussion of annexation needs within the community relating to these topics will be presented in the Civic Image section of this Comprehensive Plan.

### **Land Use, Annexation, and Economic Development Five-Year Action Agenda**

Of all the recommendations contained within this document the most flexible is the five-year action agenda. This list summarizes the Plan's recommendations into action items arranged in chronological order. This listing attempts to establish a timeline of accomplishment for the full implementation of this Plan's land use component. However, predicting the time requirements of such a complicated process is difficult. Therefore, it is important to consider these recommendations as flexible with timing that is contingent upon previous items within the list. If action items recommended in a particular year require less time than anticipated the City should proceed with actions from the next year. Unanticipated circumstances may also necessitate early action on some items.

## Year 1:

1. Adopt the Comprehensive Plan by resolution or ordinance.
2. Update the City's web site to include electronic copies of all development related documentation including the Comprehensive Plan, Zoning Ordinance, and Subdivision Regulations.
3. Allocate consultant budget or City staff time for an analysis and major revision to the Zoning Ordinance to provide for Plan compliance.
4. Complete the recommended revisions to the Zoning Ordinance using City staff or private sector consultant efforts.
5. Allocate consultant budget or City staff time for the development of a proactive Three-Year Annexation Plan.
6. Allocate budget funding for an additional City staff member to focus on planning, economic development, and parks and recreation projects.
7. Familiarize surrounding municipalities, utility districts, and higher government agencies with the adopted Comprehensive Plan.

## Year 2:

1. Hire an additional staff member as recommended in the previous year.
2. Draft and adopt a proactive Three-Year Annexation Plan.
3. Adopt the revised Zoning Ordinance upon completion.
4. Identify land within the City zoned for uses not compliant with this Comprehensive Plan.
5. Allocate budget funding for staff development relating to Geographic Information System (GIS) management and use for ongoing City business.
6. Allocate consultant budget or City staff time for the development of an Economic Development Plan.

## Year 3:

1. Establish a schedule for City initiated rezoning cases for property identified as inconsistently zoned in the previous year.
2. Begin the City initiated rezoning process according to the established schedule.
3. Complete an Economic Development Plan using City staff or private sector consultant efforts as recommended in the previous year.





4. Allocate budget funding for an additional City staff member to supplement existing development related activities and further specialized staff expertise for activities including grant writing, economic development, planning, or GIS.

Year 4:

1. Allocate consultant budget or City staff time for an analysis of changing conditions affecting this Comprehensive Plan.
2. Update City GIS data sets necessary for Comprehensive Plan evaluation such as the Existing Land Use Survey.
3. Hire an additional staff member as recommended in the previous year.

Year 5:

1. Undertake a minor update of this Comprehensive Plan to account for changing conditions and implementation successes or failures.

### **Ongoing Implementation**

Certain actions should be conducted on a regular and ongoing basis as triggered by certain events. These triggers could include occurrences such as annexations, major development proposals, or unanticipated changes within the East Texas region.

#### *Annexation and Zoning*

As the 1995 Comprehensive Plan was increasingly viewed as out of date and flawed, the City staff and Planning and Zoning Commission adopted a policy of applying "holding zones" when land was annexed into the City. This policy applied the lowest residential zoning to all land upon annexation. While this policy had the intended effect of requiring commission review of development proposed at higher intensities, the policy failed to implement the 1995 Plan's recommendations within the ETJ. It is recommended that the City institute a policy of zoning land according to the Future Land Use Plan upon annexation. The use of holding zones should be discontinued.

All new or amending plats for land located within the ETJ should be reviewed in the same manner as for platting projects located within the City Limits. Plat layout and design should be reviewed on the basis of the planned land use according to the Future Land Use Plan.

#### *Annual Report*

It is recommended that the City initiate an annual review of all land development related projects. This report would catalog and analyze trends related to the development of land from the perspective of each City Department. For example, the City should track the costs associated with certain types of land development including, but not limited to, the Police Department, Fire Department, Public Works, and Community Development. The report should also contain statistics regarding the activities of each department such as caseload and staffing levels.

An annual report should be published and made available to the development community, citizens, and any other interested groups. The report is intended to serve as a benchmark for all City business which will allow for policy improvement and cost-effective decision-making.

#### **Plan Re-evaluation and Updates**

While this Plan is intended to guide development within Whitehouse through 2020 the action agenda is limited to five years. This limitation in scope is intended to allow for subsequent minor Plan updates to set new priorities given changing conditions. It is recommended that the City conduct minor updates to this Plan at the five and ten year anniversaries after initial adoption. Major updates may or may not be required prior to the year 2020 if this Plan is fully implemented. Failure to implement the recommendations of this Plan or drastically changing local or regional conditions may necessitate a major update prior to 2020.





### *Lake Columbia*

One example of a regional project capable of changing the land use dynamics within the City of Whitehouse is Lake Columbia. At this time, it is difficult to anticipate the degree with which this project will impact land use and transportation within Whitehouse. If the impact is greater than anticipated, a more significant update to this Plan may be necessary in order to fully accommodate and benefit from the lake project.

### *Parks and Civic Image Projects*

The major projects which will be discussed within the Parks and Civic Image Sections may also require modification to this Plan. For example, plans for surrounding land uses or transportation facilities may need minor amendments if either the Town Center or Lake Tyler Special District is successful. The recommended trail system may also spark additional interest from other neighborhoods allowing for the designation of additional corridors.

### *Tyler ETJ North of Whitehouse*

Much of the land north of the current City Limits along State Highway 110 lies within Tyler's ETJ. As has been discussed within other sections of this Plan, much of this land will remain in limbo until Tyler can annex and provide for infrastructure needs. Under normal circumstances this limitation on urban development outside of the incorporated boundary of a city might be desirable.

However, the circumstances in East Texas may offer a different alternative. Development potential within this area could increase significantly with the likelihood of transportation improvements including Loop 49 and the East Texas Hourglass Conceptual Corridor. It is recommended that Whitehouse establish an open dialogue with the City of Tyler in order to mutually plan for the land uses of this area. Both Cities have an interest in seeing high-quality urban development occur surrounding these transportation facilities since this land will eventually fall



within Tyler's taxing jurisdiction and will lie just beyond Whitehouse's northern gateway.

This goal may be aided through interlocal agreements for the provision of City services which may or may not be cost-effective for Tyler to provide within the near future. Depending on CCN configurations, Whitehouse may be in a position to offer the extension of its sewer and water system as a mechanism to hasten annexation of the area by Tyler. Tyler may also be able to exercise limited purpose annexation within the area. Regardless of the specific mechanisms involved, Whitehouse would benefit from land use controls and a clear understanding of the future land use configurations which will be located just north of the City.