

Village of
Salado
Texas

COMPREHENSIVE PLAN

INCLUDES:

Part 1:
The Foundation

Part 2:
The Guiding Principles

Part 3:
The Future Land Use Plan

Part 4:
The Transportation Plan

Part 5:
The Parks & Recreation Plan

Part 6:
The Public Facilities Plan

Part 7:
Historic Preservation Strategies

Part 8:
Corridor Design Studies

Part 9:
Community Livability Guidelines

Part 10:
The Economic Development Plan

PREPARED BY:

Dunkin, Sefko & Associates, Inc.
Urban Planning Consultants

IN CONJUNCTION WITH
The Village of Salado
Comprehensive Plan Steering Committee



April 2004



PART ONE: THE FOUNDATION

The Comprehensive Plan Document

Purpose

The state of Texas has established laws with regard to the way in which incorporated communities can ensure the health, safety and welfare of their citizens. State law gives communities the power to regulate the use of land, but only if such regulations are based on a plan. Specifically, the law states:

The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality. A municipality may define the relationship between a comprehensive plan and development regulations and may provide standards for determining the consistency required between a plan and development regulations. Chapter 219.002 of the Texas Local Government Code

There are two interrelated purposes of a Comprehensive Plan; one, it allows the citizens of a community to create a shared vision of what they want the community to become, and two, it establishes ways in which a community can effectively realize this vision. The Village of Salado is fortunate in that this comprehensive plan process has been initiated early in the community's development. Although Salado has a rich history and has been well-populated for many years, the formal incorporation of the Village occurred just over one year ago. Therefore, while many communities must concentrate their efforts on correcting past mistakes, Salado can concentrate its efforts on ensuring future successes.

A Policy Guide

It is important to recognize the difference between a Comprehensive Plan and the actual regulations that implement the Comprehensive Plan. The Village staff and Board of Aldermen should use the Plan as a *policy guide*; that is, the recommendations contained within the Plan should be followed when making decisions about the Village's growth and development. The Comprehensive Plan is not the *legal guide*, however. There are two primary legal guides that serve to implement the Comprehensive Plan (the *policy guide*) - the Zoning Ordinance and the Subdivision Ordinance. These implementation tools will be based on the policies set forth in the Comprehensive Plan, just as Texas state law mandates.

The Comprehensive Plan, once adopted, becomes the official policy of the City. However, the end product should not be considered to be the end of the comprehensive planning process. The reason for this is that the facts on which policies contained within the Plan are based will change over time; the population will grow, roadways will be constructed, development will occur. Planning, therefore, cannot be viewed as a single event - it is a continuous and ever-changing process. The key to successful, on-going planning is to continually utilize the Comprehensive Plan, and to continually change the Plan to reflect changes occurring in the City. Finally, the Comprehensive Plan is not intended to be a static document with rigid policies; it is intended to be an adaptable guide to help citizens and officials shape the Village's future on a continual, proactive basis.

Existing Land Use Characteristics

As the Village continues to grow and develop more fully, areas that are currently vacant, agricultural, or are undeveloped will be converted into more intensified land uses, as the market dictates. The conversion process and how it occurs will be very important to Salado's future urban form, and in turn, its attractiveness and desirability. The relationships of existing and future land uses will not only have an impact upon how the Village develops economically, but will also shape its character and livability.

Providing for the orderly and efficient use of land while ensuring that community character is preserved and maintained are key to a successful comprehensive planning process. Knowledge of the way in which land uses have developed in the past can provide a framework for how past market trends have affected development, and for the way in which various land uses may desire to develop in the future. Simply put, the patterns of land uses that exist today within the Village of Salado have evolved to satisfy the requirements of the community as it

Table 1-1
EXISTING LAND USE - 2001
Village of Salado, Texas

Land Use Category	Acres	Percent of Developed Land	Percent of Total Land	Number of Acres Per 100 People ⁽¹⁾
Single-Family	431.3	54.66%	33.42%	18.33
Duplex/Townhome	28.2	3.57%	2.18%	1.20
Manufactured Home	11.2	1.42%	0.87%	0.48
Residential Sub-Total	470.7	59.66%	36.47%	20.00
Parks/Open Space	16.5	2.09%	1.28%	0.70
Golf Course	141.2	17.90%	10.94%	6.00
Public/Semi-Public	42.0	5.32%	3.25%	1.78
Historic	10.2	1.29%	0.79%	0.43
Public Sub-Total	209.9	26.60%	16.26%	8.92
Office	7.0	0.89%	0.54%	0.30
Retail	53.8	6.82%	4.17%	2.29
Commercial	6.4	0.81%	0.50%	0.27
R&Bs and Inns	41.2	5.22%	3.19%	1.75
Non-Residential Sub-Total	108.4	13.74%	8.40%	4.61
TOTAL DEVELOPED	789.0	100.00%	61.13%	33.53
Right-of-Way	171.5	—	13.29%	7.29
Vacant/Undeveloped ⁽¹⁾	330.2	—	25.58%	14.03
TOTAL WITHIN THE VILLAGE LIMITS	1,290.7	—	100.00%	54.85

⁽¹⁾ Based on a population of 2,494 people, based on 994 dwelling units counted during the land use survey, the 2000 U.S. Census for the Salado CDP (specifically, 2.51 persons per household and an occupancy rate of 94.3%).

Source: Dunkin, Sefko & Associates, Inc., Land Use Survey conducted in November of 2001.

has grown, both in geographic size and in population. Although the Village has been a formal municipality for a short period of time, the concentration of people in the area has created a need for residential, retail, commercial, recreational, and office areas. In order to gain the knowledge of how and where these various land uses have developed, a parcel-by-parcel land use survey of the Village of Salado and its extraterritorial jurisdiction (ETJ) was conducted. Table 1-1 shows the results of this survey, reflecting the existing land use composition within Salado, and Plate 1-1 shows a graphic representation of the existing land use pattern. The following sections describe each category.

Residential Land Uses

471 acres • 59.7 percent of the developed acreage

Residential land use is representative of areas used for residential dwelling units and related accessory buildings. Residential land use is the predominate use within the City currently, and this is expected to continue. This type of land use is delineated into the following residential categories:

SINGLE-FAMILY RESIDENTIAL LAND USES

431 acres • 54.7 percent of the developed acreage

This use is representative of traditional, single-family detached dwelling units. Of the residential categories, the low density category accounts for a majority of the residential acres in Salado at the present time.

TOWNHOME/DUPLEX (MEDIUM DENSITY RESIDENTIAL)

28.2 acres • 3.6 percent of the developed acreage

This use is representative of two-family, attached dwelling units, such as duplex units and townhomes. The majority of the areas of the City that are characterized by this type of residential use consist of townhomes.

MANUFACTURED HOUSING

11.2 acres • 1.4 percent of the developed acreage

This use is representative of areas used for manufactured homes. There are no concentrated areas for manufactured homes within Salado; this land use type is interspersed with traditional single-family houses throughout the Village, generally in older areas.



Illustration 1-1
Traditional, Single-Family House in Salado



Illustration 1-2
Example of a Two-Family Townhome



Illustration 1-3
Example of a Manufactured House

Public/Semi-Public Land Uses

210 acres • 26.6 percent of the developed acreage

This land use designation is representative of uses that are educational, religious, governmental or institutional nature. Schools, churches, clubs, cemeteries, governmental buildings, fire stations and water towers would be considered Public/Semi-Public.

PARK/OPEN SPACE AREAS

16.5 acres • 3.1 percent of the developed acreage

This land use designation is provided to identify all public parks, private parks, golf courses, and open spaces that currently exist in the Village of Salado. Pace Park, located in the heart of the Village, is a good example of the way in which Salado Creek can be used to enhance the local park system. It is significant to note that there are 0.7 acres of parks/open spaces for every 100 people in the Village. This is a good ratio, especially when considering the fact that the Village incorporated only a short time ago. However, it still should be considered that it is below the National Recreation and Park Association (NRPA) standard of 2 acres per 100 persons.

HISTORIC AREAS

10 acres • 1.3 percent of the developed acreage

This land use designation is intended to recognize areas in Salado that may have historical significance. One area that falls within this category is the Salado College (refer to Plate 1-1). Other local historical areas, such as historic homes, will be documented later in the comprehensive planning process.

Non-Residential Land Uses

108 acres • 13.7 percent of the developed acreage

Non-residential land uses basically consist of all types of land uses that cannot be considered either residential or public/semi-public. As Table 1-1 shows, less than 12 percent of the developed land in Salado is considered to be nonresidential. Office, retail, commercial, and bed-and-breakfasts and hotels, which are all types of land uses that are considered non-residential, are discussed in the following sections.



Illustration 1-4
A Public Use in Salado



Illustration 1-5
Example of a Park/Open Space Area



Illustration 1-6
A Historic House in Salado

OFFICE LAND USES

7 acres . 0.9 percent of the developed acreage

Office land use designates areas within Salado that are used for professional office needs; Illustration 1-7 is an example of a local office use. There is a relatively small amount of land used for office purposes in Salado today.

RETAIL LAND USES

54 acres . 6.8 percent of the developed acreage

These areas are representative of a variety of uses that are engaged in providing retail trade, personal services, and business services. The Village of Salado is known throughout Texas for its quaint antique and specialty shops. The amount of retail land use reflects this, at 6.8 percent of the developed acreage. Also significant is the number of acres per 100 persons that is used for retail purposes; as Table 1-1 shows there are over two acres of retail for every 100 persons in Salado. This is a high amount, considering that most cities range from range from 0.3 to 0.4 acres on the low end to 0.6 to 0.7 acres on the high end, with 0.5 acres per 100 persons generally accepted as average. Over two acres per 100 persons is representative of the fact that Salado is serving a retail market that is larger than the local community.

COMMERCIAL LAND USES

6.4 acres . 0.8 percent of the developed acreage

This type of land use is representative of service-related establishments that are higher intensity than are retail establishments, and that have a need for open storage areas. Examples of commercial uses include automobile-related services, home improvement centers, feed stores, welding shops, and pawn shops. There are few areas in Salado that are currently used for commercial purposes.

BED-&-BREAKFASTS AND INNS

41.2 acres . 5.2 percent of the developed acreage

This land use designation was created for Salado due to the fact that the community has numerous bed-and-breakfasts and hotels. Such uses are difficult to classify in any typical land use



Illustration 1-7
An Office Use in Salado



Illustration 1-8
A Retail Use in Salado



Illustration 1-9
Example of a Commercial Land Use

category because their characteristics are different than other non-residential land uses. Bed-and-Breakfasts are often difficult to distinguish from a traditional single-family house, and they are currently interspersed with single-family homes in Salado. The local hotels, like the Salado Inn and the Stagecoach Inn, are local trademarks that are, by their nature, distinguished from other nonresidential uses.

Rights-of-Way

172 acres • 13.3 percent of Salado's total acreage

All existing roadways within Salado have been classified as rights-of-way, which account for over 13 percent of the total land in Salado. The network of thoroughfares that has been created in direct response to development and growth – that is, to allow people to move from one land use to another. Current key roadways in (and through) Salado include Interstate Highway 35, Stagecoach Road, Main Street, F.M. 2268, Royal Street, Baines Drive, and Chisholm Trail.

Vacant Land

330 acres • 25.6 percent of Salado's total acreage

Vacant land within Salado includes all land that is not developed; if it is used for agricultural purposes, or if it is owned and is not used for an apparent purpose, it has been designated as vacant. The calculation of vacant land lies in the fact that it is this land that will allow the Village to grow in the coming years. It is also the area wherein decisions will have to be made regarding service provision and roadway construction, because although it is not currently developed, it is likely to be developed at some time in the future. The percentage of vacant acres, 26 percent, is not a large amount, considering that most communities do not develop such that 100 percent of the land is utilized; generally, approximately 10 percent remains vacant. Recommendations about the way in which currently vacant acreage should be developed – that is, what type of land use is most appropriate to plan for based on current condition – are contained within the *Future Land Use Plan*.



Illustration 1-10
A Local Hotel in Salado



Illustration 1-11
A Local Roadway in Salado



PART TWO: GUIDING PRINCIPLES & ACTIONS

Principles for the Comprehensive Planning Process

It is important to establish principles that will guide the comprehensive planning process. These principles are intended to be statements that clarify what citizens and leaders want the Village of Salado to be in the future. The Comprehensive Plan will ultimately contain implementation-oriented policies that are responsive to the Village's guiding principles, and that directly address how the desired vision of the community can be achieved. In order to better relate to the Comprehensive Plan itself, the guiding principles and related actions have been divided into subjects related to the Comprehensive Plan sections. It should be noted that these principles and actions can be expanded later during the comprehensive planning process.

Future Land Use

PRINCIPLE I:

Provide opportunities for coordinated, well-planned growth and development within the Village of Salado and the extraterritorial jurisdiction (ETJ) while maintaining and enhancing the Village's heritage and character.

- Action 1.1: Develop a *Future Land Use Plan* that will provide for types of land uses correlated with appropriate locational criteria and amount of acreage.
- Action 1.2: Identify areas within the Village that are appropriate for a variety of residential densities and types, including areas for single-family homes, zero-lot-line homes, townhomes, manufactured homes, and multi-family.
- Action 1.3: Plan for future development that is compatible with the Village's natural features and existing land uses (i.e., agricultural uses, residential uses, etc.).
- Action 1.4: Encourage the use of vacant lots located within areas that are currently available within the Village
- Action 1.5: Identify land uses that may not be desirable and/or may not be compatible with the uniqueness of Salado, such as industrial or heavy commercial development.

Action 1.6: Identify special areas within the Village that may warrant special land use designation, such as the area along Interstate Highway 35, within the downtown area, in historic areas, and along Salado Creek.

Action 1.7: Develop a growth management strategy that identifies and prioritizes areas within the Village's ETJ for future expansion of the Village's limits based upon established criteria.

Action 1.8: Utilize the *Comprehensive Plan* and the *Future Land Use Plan* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Transportation

PRINCIPLE 2:

Provide a balanced transportation system that is coordinated with existing needs and with plans for future growth; this system should be economical and responsive to environmental concerns.

Action 2.1: Develop a *Transportation Plan* that will allow the Village to identify rights-of-way locations (for dedication purposes) and criteria (i.e., for a hierarchical system of roadways) such that future growth can be accommodated.

Action 2.2: Identify any existing transportation deficiencies, and establish ways in which to improve such deficiencies, if possible.

Action 2.3: Ensure that the following concerns are addressed when making decisions regarding transportation within the Village:

- ◆ regional transportation,
- ◆ roadway integrity (i.e., ensuring mobility),
- ◆ adequate access (to and from Salado, and to and from land uses within Salado),
- ◆ impact of high-intensity land uses (i.e., trip generation, parking needs).

Action 2.4: Explore alternatives to the automobile (e.g., hike-and-bike trails), and identify ways in which such alternatives can be accommodated within the existing and future transportation system; this is especially needed in and around Downtown Salado, where the concentrated retail area is located.

Action 2.5: Utilize the *Comprehensive Plan* and the *Transportation Plan* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Parks & Recreation

PRINCIPLE 3:

Ensure that adequate parks and open spaces are provided as the Village continues to grow.

- Action 3.1:** Provide an assessment of existing parks and open spaces that exist within Salado today, and identify future park and open space needs in relation to the Village's future projected population and in relation to anticipated future land use locations.
- Action 3.2:** Explore options for ensuring adequate park and open space provision; such options include adopting a park dedication ordinance (within the Subdivision Ordinance), using of City-owned property, purchasing property, and using floodplain areas (e.g., the area along Salado Creek).
- Action 3.3:** Establish a trail system that is capable of providing an alternative to the automobile throughout the Village, but especially in and around Downtown Salado; this should be correlated with the *Transportation Plan*.

Public Facilities

PRINCIPLE 4:

Ensure that the needs of existing and future residents and businesses within Salado are adequately served.

- Action 4.1:** Develop a *Public Facilities Plan* that addresses the Village's current service needs and the possible expansion of service provision that will likely be required with future growth.
- Action 4.2:** Use the *Future Land Use Plan* and related population projections to aid in establishing locational criteria and a general time-frame for service provision; specifically, establish locations for public safety-related services (fire and police stations), and relate the number of personnel required to the existing and future (projected) population.
- Action 4.3:** Ensure that local infrastructure systems (e.g., wastewater system, water supply, storm drainage, etc.) will adequately serve the health, safety and general welfare of residents and businesses within the Village and ETJ.
- Action 4.4:** Review standards for the installation, use, and maintenance of septic systems, and where appropriate make necessary changes to those standards.

Action 4.5: Utilize the *Comprehensive Plan* and the *Public Facilities Plan* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Action 4.6: Work with the Brazos River Authority (BRA) to incorporate standards for future centralized wastewater systems within the Subdivision Ordinance.

Historic Preservation

PRINCIPLE 5:

Ensure that the Village of Salado's past is preserved, maintained, and honored when making decisions regarding the Village's future.

Action 5.1: Provide an assessment of historic areas and structures.

Action 5.2: Explore options for ensuring the preservation of historic areas and structures; such options include establishing an "historic preservation district" (within the Zoning Ordinance), or establishing an "historic overlay district" (within the Zoning Ordinance).

Action 5.3: Establish ways in which the Village can honor its history and use it to bolster civic pride.

Action 5.4: Utilize the *Comprehensive Plan* and the *Historic Preservation Strategies Plan* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Corridor Design

PRINCIPLE 6:

Ensure that a positive image of the Village of Salado is projected within its major corridors.

Action 6.1: Establish the corridors within which the Village should concentrate its efforts; such corridors will likely include Interstate Highway 35 and Main Street.

Action 6.2: Establish the image that the Village wants to project within these corridors, and effective ways in which this can be pursued.

Action 6.3: Explore options for projecting the Village's desired image; such options include establishing corridor overlay districts (within the Zoning Ordinance).

Action 6.4: Establish criteria, design guidelines, and/or standards by which the Village can evaluate private projects and their contributions to Salado's desired image within these corridors.

Action 6.5: Utilize the *Comprehensive Plan* and the *Corridor Design Guidelines* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Community Livability

PRINCIPLE 7:

Ensure that as the Village of Salado experiences growth and development, its existing character and charm is maintained and enhanced.

Action 7.1: Establish design-related guidelines for nonresidential development that will help the Village retain its unique environment as growth occurs; guidelines would be related to elements such as:

- ◆ signage,
- ◆ setbacks,
- ◆ building height,
- ◆ building materials,
- ◆ building size,
- ◆ building mass (e.g., façade articulation requirement),
- ◆ parking (e.g., locational requirements to protect the view from the road),
- ◆ screening,
- ◆ landscaping.

Action 7.2: Promote positive land use relationships (between different land uses and between land uses and the roadway) through adjacency standards.

Action 7.3: Establish the image that the Village wants to project, and effective ways in which this can be pursued.

Action 7.4: Establish criteria by which the Village can evaluate private projects and their contributions to Salado's desired image.

Action 7.5: Protect the environment through the recognition of environmentally sensitive areas (e.g., Salado Creek) and the establishment of regulations that would protect such areas.

Economic Development

PRINCIPLE 8:

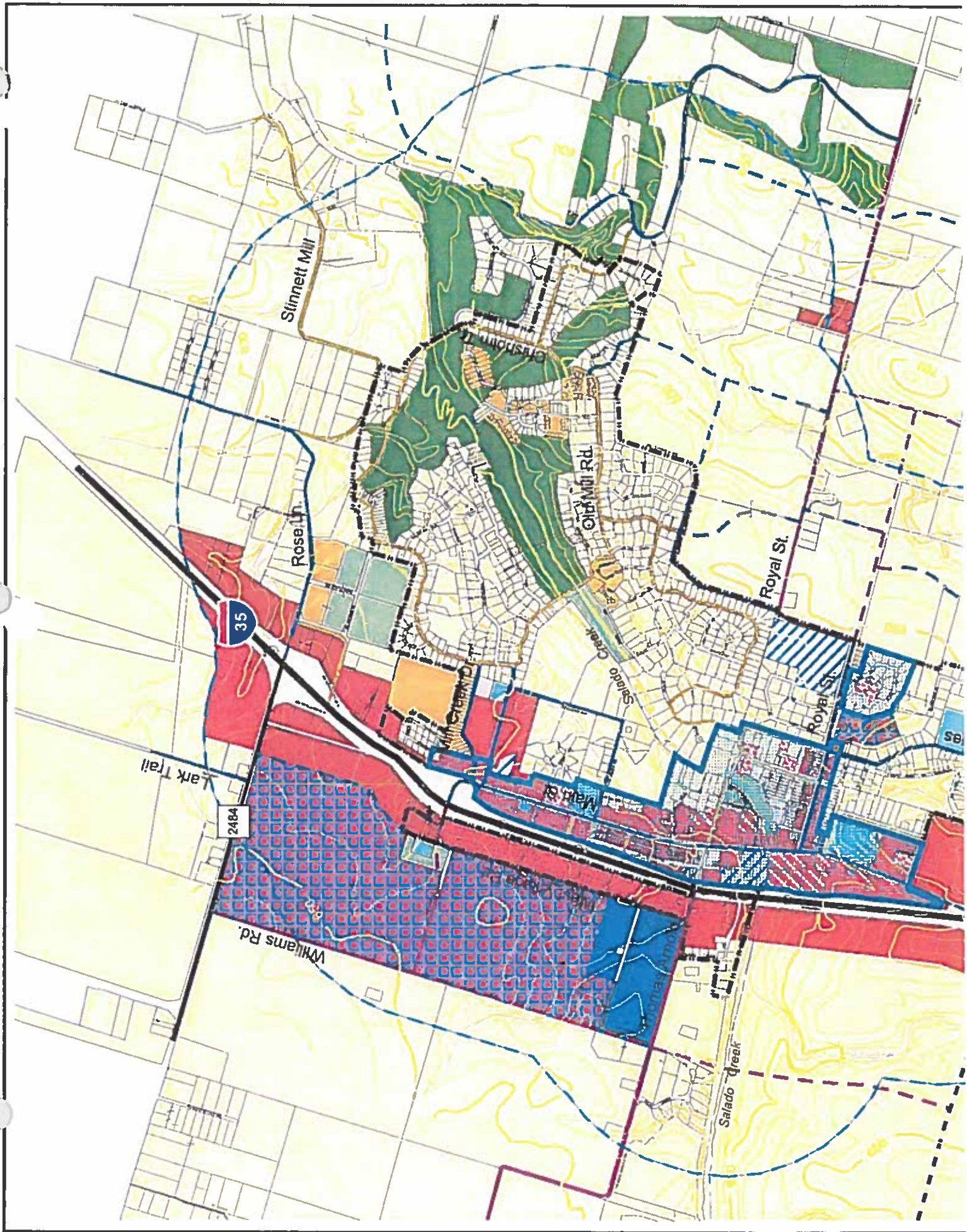
Ensure that economic development opportunities are pursued in order to provide the Village with a solid fiscal outlook as future growth and development occurs.

Action 8.1: Use the positive image that Salado has throughout Texas to increase economic development opportunities, especially those that are tourism-related.

Action 8.2: Establish target uses that are considered to be desirable within the Village.

Action 8.3: Establish ways in which to attract target uses to locate in Salado.

Action 8.4: Establish methods and procedures for finding and applying for grants that may be available from private foundations and government agencies to assist the Village in accomplishing the objective stated herein.





PART THREE: THE FUTURE LAND USE PLAN

Based on Principle 1:

Provide opportunities for coordinated, well-planned growth and development within the Village of Salado and the extraterritorial jurisdiction (ETJ) while maintaining and enhancing the Village's heritage and character.

The Purpose

The right of a municipality to regulate land is rooted in its need to protect the health, safety and welfare of local citizens. The first step in establishing the guidelines for such regulation is the *Future Land Use Plan*, which establishes an overall framework for the preferred pattern of development within the Village of Salado. Specifically, the *Future Land Use Plan* designates various areas within cities for particular land uses, based principally on population growth, locational criteria, compatibility criteria, and a balance of land use types. Graphically depicted for use during the development plan review process, the *Future Land Use Plan* should ultimately be reflected through the Village's policy and development decisions. The *Future Land Use Plan* is not a zoning map, which deals with specific development requirements on individual parcels; the zoning map should, however, be based on the *Future Land Use Plan*. In general, the *Future Land Use Plan* is intended to be a comprehensive blueprint of the Salado's vision for its future land use pattern.

The Recommended Pattern of Land Uses

Tables 3-1 and 3-2 list the categories of land use by acreage for the Village of Salado and its ETJ, based upon Plates 3-1 and 3-2 (both contain the same information at different scales). Land uses have been recommended not only for the existing Village limits, but also within the Village's ETJ. Municipalities in Texas do not have much land use control in the ETJ, and therefore, land uses are shown for two principal purposes. One, if and when Salado annexes an area, the recommended use of the land is known and it can be zoned accordingly. Also, it is important to know the intended land use when engineering studies are conducted. Knowing whether an area is likely to develop as residential or nonresidential affects infrastructure such as roads and water and sewer lines. The following sections outline the various types of land uses that will help to provide a positive land use pattern in Salado with future growth and development. *The Foundation* section can be referred to for an expanded explanation regarding the various land use definitions.

Residential Land Uses

51.0 percent of the acreage within the Village
66.0 percent of the acreage within the Village's ETJ

Residential land use is the predominate use within the Village currently, and it is recommended within the *Future Land Use Plan* that this continue. It should be noted that single-family residential land uses can be buffered from nonresidential uses through the development of medium residential land uses. High density residential land uses can also be used for this purpose, although this type of land use has not been recommended within Salado. Illustration 3-1 shows the compatibility levels of residential uses with various types of nonresidential uses. The types of residential land uses are described in the following paragraphs.

LOW-DENSITY RESIDENTIAL (SINGLE-FAMILY)

43.6 percent of the acreage within the Village
65.1 percent of the acreage within the Village's ETJ

This use is representative of traditional, single-family detached dwelling units. Of the residential categories, it is recommended that low density residential continue to account for the largest percentage. Also, much of the land area within the ETJ has been recommended for low density residential. Although all single-family areas have been considered low density, the Village should strive for a range of lot sizes in order to adequately provide for market choice. It should be noted that existing manufactured homes have been included within this category within the *Future Land Use Plan*; site-built homes should replace these manufactured homes whenever possible in the future.

MEDIUM-DENSITY RESIDENTIAL

(TOWNHOME/DUPLEX)
7.5 percent of the acreage within the Village
0.99 percent of the acreage within the Village's ETJ

This use is representative of two-family, attached dwelling units, such as duplex units and townhomes. As discussed within *The Foundation* section, there are currently medium density areas within Salado. It is anticipated that new areas for

Table 3-1
FUTURE LAND USE
Village of Salado, Texas

Land Use Category	Acres ⁽¹⁾	Percent of Land
Low Density	564.0	43.58%
Medium Density	96.5	7.46%
Residential Sub-Total	660.5	51.03%
Parks/Open Space ⁽²⁾	16.6	1.28%
Golf Course	152.9	11.81%
Public/Semi-Public	79.8	6.17%
Public Sub-Total	249.3	19.26%
Office	16.0	1.24%
Retail	154.4	11.93%
Regional Retail	3.6	0.28%
Mixed Use	8.4	0.65%
Commercial	2.4	0.19%
B&Bs and Inns	30.2	2.33%
Non-Residential Sub-Total	215.0	16.61%
Rights-of-Way	169.5	13.10%
TOTAL WITHIN THE VILLAGE LIMITS	1,294.30	100.00%

⁽¹⁾ Rights-of-way are included in each land use category

⁽²⁾ The amount of acreage used for parks and open spaces will likely be increased later in the comprehensive planning process.

Source: Dunkin, Sefko & Associates, Inc.

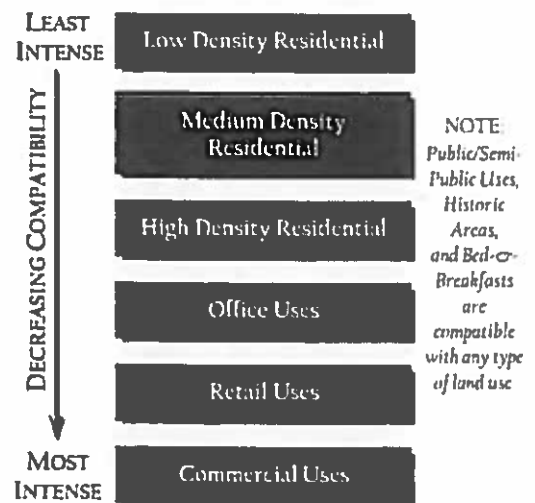


Illustration 3-1
Compatibility Comparison of Various Types of Land Use

medium density land use will be developed in the future. One recommended area is located in proximity to Mill Creek Drive and Interstate Highway 35 (just north of Salado's northern boundary). Medium density land uses provide areas for "empty nesters", who may not want the maintenance of a large-lot single-family home, and for young families, who may find a townhome or duplex more affordable. It should be noted that although the percentages of acreage that have been allocated for medium density land use within the Village and ETJ may seem low, the fact that these areas are dense allows them to develop on a relatively small amount of acreage.

HIGH DENSITY RESIDENTIAL (APARTMENT HOMES)

No acreage recommended within the Village

No acreage recommended within the Village's ETJ

High density residential land use is characterized by traditional apartment-type units in attached living complexes. There are currently no high density residential areas within Salado, but with the increased need for housing diversity that that the Village will experience with population growth, it is anticipated that there may be a market for such uses in the future. In response to this, it is intended that some of the land allocated to *Mixed Use* will be used to develop high density residential use; the fact that no land has been designated solely for high density residential use is not intended to exclude such uses from developing in the Village or ETJ. Due to the fact that high density developments impact concentrated areas, the following guidelines should be considered for any future multi-family development:

- ◆ The proposed multi-family tract should be adjacent to a collector or major thoroughfare (i.e., not directly adjacent to local residential streets).
- ◆ All structures within the multi-family development should be 80 percent masonry.
- ◆ The tract should not be less than approximately five acres in size.
- ◆ If the tract is adjacent to single-family residential dwellings, transition areas (greenspace, buffer areas, medium density development, etc.) should be incorporated into the project.
- ◆ Based upon the density of the complex, an appropriate amount of usable open space should be required.

Table 3-2
FUTURE LAND USE
Village of Salado's ETJ

Land Use Category	Acres ⁽¹⁾	Percent of Land
Low Density	1,982.00	65.11%
Medium Density	30.1	0.99%
Residential Sub-Total	2,012.10	66.09%
Parks/Open Space ⁽²⁾	34.9	1.15%
<i>Golf Course</i>	120.8	3.97%
Public/Semi-Public	46.2	1.52%
Public Sub-Total	201.9	6.63%
Office	40.2	1.32%
Retail	172.4	5.66%
Regional Retail	70.8	2.33%
Mixed Use	256.6	8.43%
Business Park	52.8	1.73%
Commercial	47.6	1.56%
Non-Residential Sub-Total	640.4	21.04%
Rights-of-Way	189.9	6.24%
TOTAL WITHIN THE ETJ	3,044.30	100.00%
TOTAL WITHIN THE VILLAGE LIMITS	1,294.3	—
TOTAL JURISDICTIONAL AREA	4,338.6	—

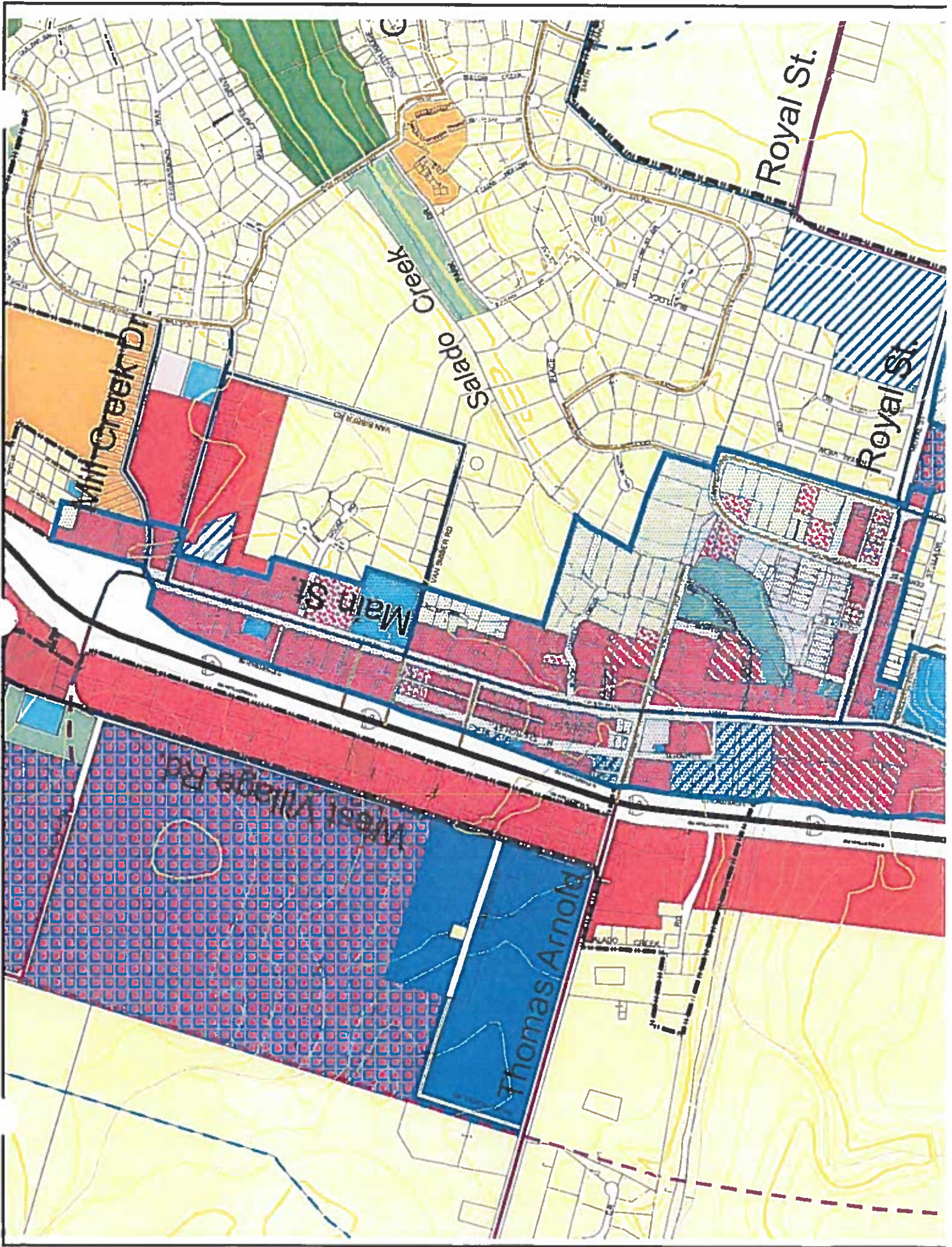
⁽¹⁾ Rights-of-way are included in each land use category.

⁽²⁾ The amount of acreage used for parks and open spaces will likely be increased later in the comprehensive planning process.

Source: Dunkin, Selko & Associates, Inc



Illustration 3-2
An Existing Single-Family Home in Salado (A Low Density Residential Use)



Public/Semi-Public Land Uses

19.3 percent of the acreage within the Village
6.6 percent of the acreage within the Village's ETJ

This land use designation is representative of uses that are educational, religious, governmental or institutional nature. Public/semi-public uses are generally permitted within any area; therefore, the areas shown on the *Future Land Use Plan* map include the related uses that are currently in existence. One exception to this is the church that is under construction on Royal Street, in the Royal Oaks area of Salado. Historic areas, park and open space areas, and clubs have also been designated as public/semi-public. The Village, upon recommendation from the Salado Historical Society, has delineated an area within which specific regulations pertaining to historic landmarks should be applied. This concept is endorsed within this *Future Land Use Plan*, and this area shown on Plate 3-3. An expanded discussion of public and semi-public land uses is contained within *Part I* of this Interim Comprehensive Plan, *The Foundation* section.

Non-Residential Land Uses

16.6 percent of the acreage within the Village
21.0 percent of the acreage within the Village's ETJ

Residents of the Village of Salado have the advantage of being able to live, work and recreate all within the Village itself; the existence of nonresidential uses allows this. Table 3-1 shows that almost 29 percent of the land within Salado's limits has been designated as nonresidential. The majority of this acreage is allocated for retail uses. It is important to note that there has not been any recommended increase in the amount of acreage used for bed-&-breakfasts and inns; this is due to the fact that bed-&-breakfasts and inns should be permitted in any area, with the proper parking, buffering, and access considerations taken into account. Although bed-&-breakfasts and inns are not specifically addressed within the text, Table 3-1 shows that they comprise approximately 2.3 percent of the land within the Village. The following sections discuss specific aspects of *Office, Retail, Regional Retail, Mixed Use, Business Park, and Commercial* land use designations.



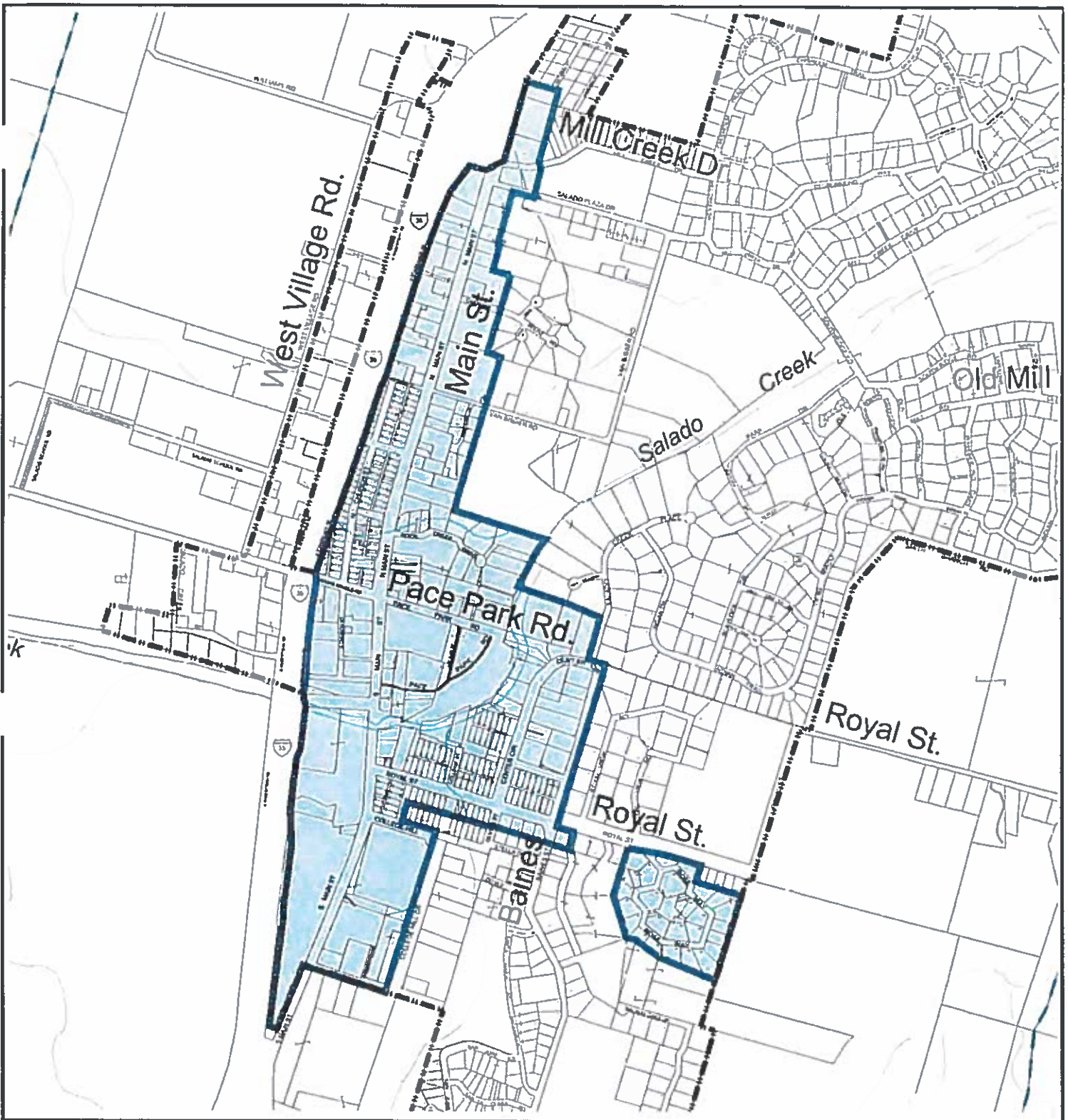
Illustration 3-3
An Example of Trail (A Public Use)



Illustration 3-4
An Existing Courtyard Area in Salado (A Public Use)



Illustration 3-5
An Example of a Fire Station (A Public Use)



Legend

- Proposed Historic District
- Village Limits

Proposed Historic District
VILLAGE OF SALADO

Plate 3-3



Dunkin, Sefton & Associates, Inc.
February 2004



OFFICE LAND USES

1.2 percent of the acreage within the Village

1.3 percent of the acreage within the Village's ETJ

As mentioned within *The Foundation* section, there is a relatively small amount of land used for office purposes in Salado today. However, office uses are in keeping with the small-town character of the community, and it is recommended that the amount of land used for office purposes be increased, as shown on the *Future Land Use Plan* map, Plates 3-1 and 3-2. There is an area that is recommended for concentrated office land use at to the east of Main Street and north of Royal Street. It is not generally recommended that new office uses be located directly along major thoroughfares, such as Main Street; most of the uses along the major thoroughfares in Salado should be retail because of the visibility that these thoroughfares provide.

In other areas of Salado, office uses can be developed between residential and higher intensity land uses to provide for a positive transition between them. When adjacent to residential uses, offices should be designed in a manner that is compatible with adjacent residential land uses. In addition, due to the high compatibility between office and residential land uses, within areas that are designated as *Office* on the *Future Land Use Plan* map, residential uses could generally be permitted. Office uses are also encouraged within any area designated for *Retail, Regional Retail, or Commercial*, or in areas designated for *Mixed Use* on the *Future Land Use Plan* map. It should be noted that commercial land uses should not be permitted within areas designated for *Office* uses.

RETAIL LAND USES

11.9 percent of the acreage within the Village

5.7 percent of the acreage within the Village's ETJ

The Village's antique and specialty shops account for much of the existing retail acreage. Office and residential uses are interspersed throughout these retail areas, and this is intended to continue within areas designated for retail use on the *Future Land Use Plan* map (Plate 3-1 and 3-2). Salado is known



Illustration 3-6
An Existing Office in Salado (An Office Use)

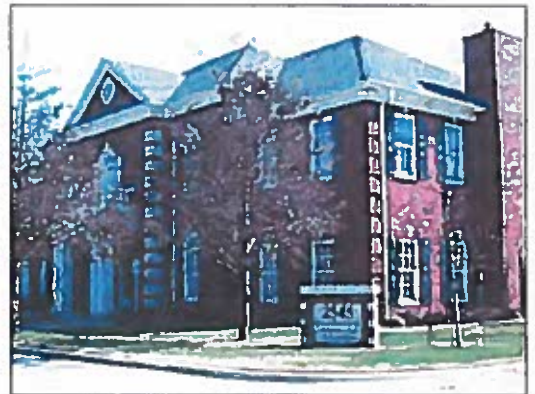


Illustration 3-7
An Example of an Office Use

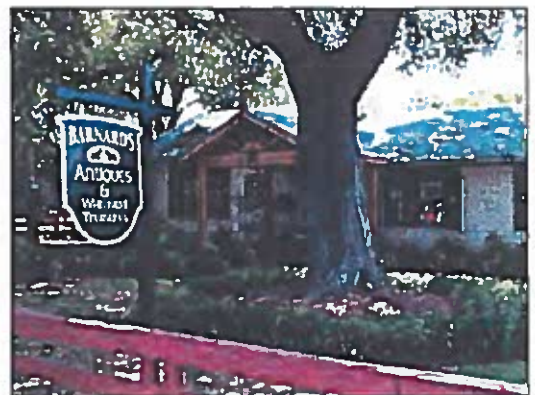


Illustration 3-8
An Existing Antique Shop in Salado (A Retail Use)

statewide for its unique retail opportunities, which allow people to shop, stay overnight (at the Stagecoach Inn or a bed-&-breakfast), conduct personal and government-related business, eat at a local café or coffee shop, enjoy arts/cultural facilities (such as the local museum), and gather for community events and festivals all in the heart of an old Texas town.

The recommendations for retail uses within the *Future Land Use Plan* are intended to support this uniqueness; the type of retail uses the Village has now should be used as an example of the retail uses that should locate within the areas designated for retail use on the *Future Land Use Plan* map, Plate 3-1. A large amount of acreage has been recommended for retail land use, specifically almost 12 percent of the acreage within Salado. In order to ensure that new retail development will be compatible with the unique character of existing retail development, the Village should consider design guidelines¹¹ for uses that locate along Main Street, such as:

- ♦ limiting the maximum building size of uses
- ♦ identifying desired building materials,
- ♦ integrating more pedestrian elements (e.g., street furniture, sidewalks, trails), and
- ♦ integrating public spaces (e.g., gazebos and squares)

It should be noted that within areas that are designated as *Retail* on the *Future Land Use Plan* map, low and medium density residential should be permitted within *Retail* areas along Main Street and office uses should generally be permitted within any *Retail* areas. This is consistent with the way in which the Village has developed in the past and is consistent with the Guiding Principles of this document. However, commercial land uses should not be permitted within *Retail* areas.

REGIONAL RETAIL LAND USES

*Less than 1 percent of the acreage within the Village limits
2.3 percent of the acreage within the Village's ETJ*

As the Village grows in population, there will be an increasing need for larger retail stores, such as grocery stores. These retail opportunities are different in nature and size than what has developed previously and what is envisioned to develop in the

¹¹ Design guidelines will be discussed in detail in the *Community Livability Guidelines* section, to be added later within the comprehensive planning process



Illustration 3-9
Existing Shops in Salado - Designed To Be Compatible
With Previous Retail Development (A Retail Use)



Illustration 3-10
Example of a Regional Retail Use

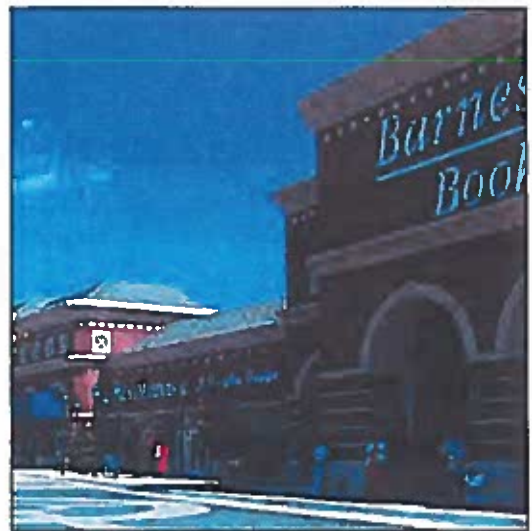


Illustration 3-11
Example of a Regional Retail Use

future in the core area of Salado. Two areas in proximity of the Interstate Highway 35, specifically at its intersection with F.M. 1670 to the north and its intersection with F.M. 2268 to the south, are conducive to regional retail uses. The Village, therefore, should consider a maximum building size for these areas that is higher than what is established for Downtown Salado, such as 85,000 square feet. This is still in keeping with the community character that the Village desires to maintain, but would allow residents to shop for groceries locally or shop at a large bookstore, activities which they would not be able to pursue in the downtown center of Salado. Office and retail land uses should also be permitted within areas designated for Regional Retail; commercial land uses should not be permitted.

MIXED USE

*Less than 1 percent of the acreage within the Village limits
8.4 percent of the acreage within the Village's ETJ*

The *Mixed Use* land use designation is intended to provide flexibility in terms of the type of development that occurs. It is envisioned that within this area, the primary process of development would be a planned unit development, wherein the developer and the Village would work together to ensure that the development proposed would enhance Salado. Communities across Texas are experiencing an increased market demand for concentrated areas where people can shop, eat, work and live – this land use designation is intended to support this type of a development concept in a high quality manner by providing an opportunity for a creative mixture of land uses. Uses that should be permitted within *Mixed Use* areas are: low, medium, and high density residential, office, retail, and regional retail; commercial land uses should not be permitted.



Illustration 3-12
Example of Regional Retail Uses

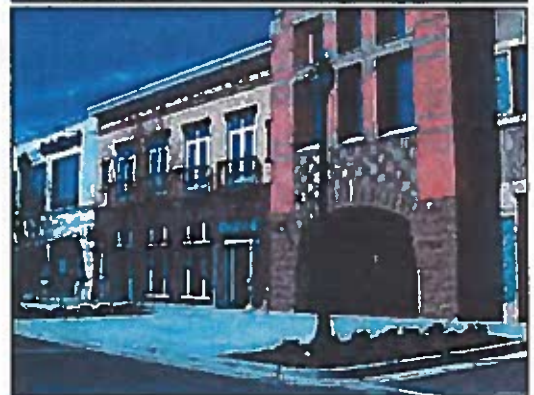


Illustration 3-13
Example of a Mixed Use Development (With Multi-Family, Public, Office, and Retail Uses)

BUSINESS PARK LAND USES

*No acreage within the Village limits
1.7 percent within the Village's ETJ*

A business park has been recommended within the ETJ area south of the Village. This location has regional access via Interstate Highway 35, and the intent of this use is to provide Salado with a location for an office complex (campus). Such uses have many positive aspects, such as providing local employment and increasing tax revenue, and they are relatively low impact, with the possible exception of parking. Uses envisioned for the area designated as *Business Park* could be multi-story, of different materials, etc., differentiating them from those that would locate in within the Village, which are intended to be designed similarly to residential uses. All other types of nonresidential land uses should also be permitted within areas designated for *Business Park*, with the exception of commercial uses.

COMMERCIAL LAND USES

*Less than 1 percent of the acreage within the Village limits
1.6 percent within the Village's ETJ*

Traditional commercial uses generally are not compatible with the character the Village desires to maintain and enhance. As mentioned within *The Foundation* section, examples of commercial uses include automobile-related services, feed stores, welding shops, and pawn shops. There are few areas in Salado that are currently used for commercial purposes, and it is not recommended that the Village have a large allocation of commercially designated areas. For areas in which commercial uses are permitted, the Village should consider establishing design-related guidelines³¹ to ensure their compatibility with other uses of less intensity. Within these guidelines, the Village should consider requiring open storage areas to be buffered and/or screened from any adjacent residential uses and from public view. It is strongly recommended that the Village limit future commercial uses to areas that are designated as such on the *Future Land Use Plan* map; due to compatibility issues with other types of land use, commercial uses should not be permitted within any other areas of the Village.



Illustration 3-14
Example of a Business Park Land Use



Illustration 3-15
Example of an Entryway Into a Business Park Land Use



Illustration 3-16
Example of a Car Wash (A Commercial Use)

Future Land Use Planning Issues

Adoption of a Zoning Ordinance

Chapter 211 of the Texas Local Government Code states that "zoning regulations must be adopted in accordance with a comprehensive plan."

It is recommended that the Village adopt a zoning ordinance (and subdivision ordinance) that is based on the Comprehensive Plan as soon as possible. Until such implementation ordinances are enacted, the land use recommendations made herein cannot be achieved.

When the Village does adopt a zoning ordinance, the related zoning map should reflect the *Future Land Use Plan* to the fullest extent possible. Proposals will be submitted, however, that will result in inconsistencies between the Village's zoning regulations and the *Future Land Use Plan* if approved. The Village should approve the proposal if it is beneficial to the community, but a policy should be established for the process of amending the *Future Land Use Plan*, which should be amended first, and the zoning regulations, which should be amended only after the *Future Land Use Plan*. It should be noted that in order to expedite the process of amending the *Future Land Use Plan* to ensure zoning regulations correspond, the related amendment recommendation(s) may be forwarded simultaneously with the rezoning request(s).

If a rezoning request is *consistent* with the Plan, a routine review process would follow. Recommendation of the project should include a notation that the proposed rezoning request is *consistent* with the Plan. Other review criteria (i.e., traffic impact, compatibility with surrounding uses, etc.) should also be applied. It is recommended that the Village of Salado engage in regular review of the *Future Land Use Plan* to further ensure that adopted zoning regulations are consistent and that all amendments made subsequent to the Plan's initial adoption are reflected within the *Future Land Use Plan* document and on the related *Future Land Use Plan* map.

Development Proposals & the Future Land Use Plan

At times, the Village may encounter development proposals that do not directly reflect the purpose and use pattern shown on the *Future Land Use Plan*. Review of such development proposals should include the following considerations:

- Will the proposed change enhance the site and the surrounding area?
- Is the proposed change a better use than that recommended by the *Future Land Use Plan*?

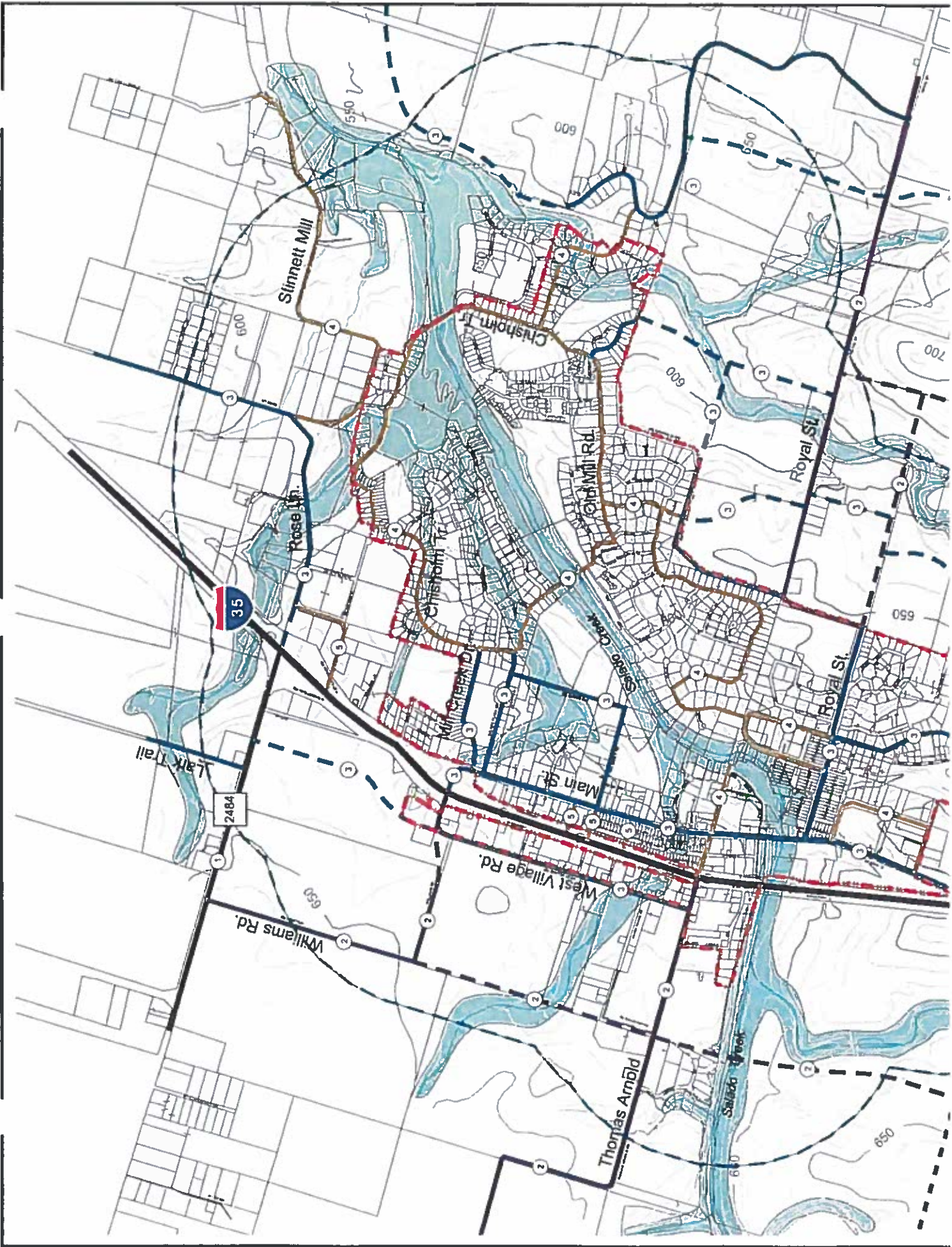
- ◆ Will the proposed use impact adjacent residential areas in a negative manner? Or, will the proposed use be compatible with, and/or enhance, adjacent residential areas?
- ◆ Are uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- ◆ Does the proposed use present a significant benefit to the public health, safety and welfare of the community? Would it contribute to the Village's long-term economic well-being?

Development proposals that are inconsistent with the *Future Land Use Plan* (or that do not meet its general intent) should be reviewed based upon the above questions and should be evaluated on its own merit. It should be incumbent upon the applicant to provide evidence that the proposal meets the aforementioned considerations and supports community goals and objectives, as set forth within this Interim Comprehensive Plan.

It is important to recognize that proposals contrary to the Plan could be an improvement over the uses shown on the Plan for a particular area. This may be due to changing market, development and/or economic trends that occur at some point in the future after the Plan is adopted. If such changes occur, and especially if there is a significant benefit to the Village of Salado, then these proposals should be approved, and the *Future Land Use Plan* should be amended accordingly.

In Summary

The recommendations contained herein should guide Salado's future land use planning and related policies. The *Future Land Use Plan* is not a zoning map. Rather, it is a guide to decision making in the context of the Village's future land use patterns, and it should be the basis for the Village's zoning regulations when they are enacted. The official copy of the *Future Land Use Plan* map should be on file at all times at Salado's Municipal Hall. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category for areas that are not clearly delineated on the smaller-scale *Future Land Use Plan* map contained within this Interim Comprehensive Plan document.





PART FOUR: THE TRANSPORTATION PLAN

Based on Principle 2:

Provide a balanced transportation system that is coordinated with existing needs and with plans for future growth; this system should be economical and responsive to environmental concerns.

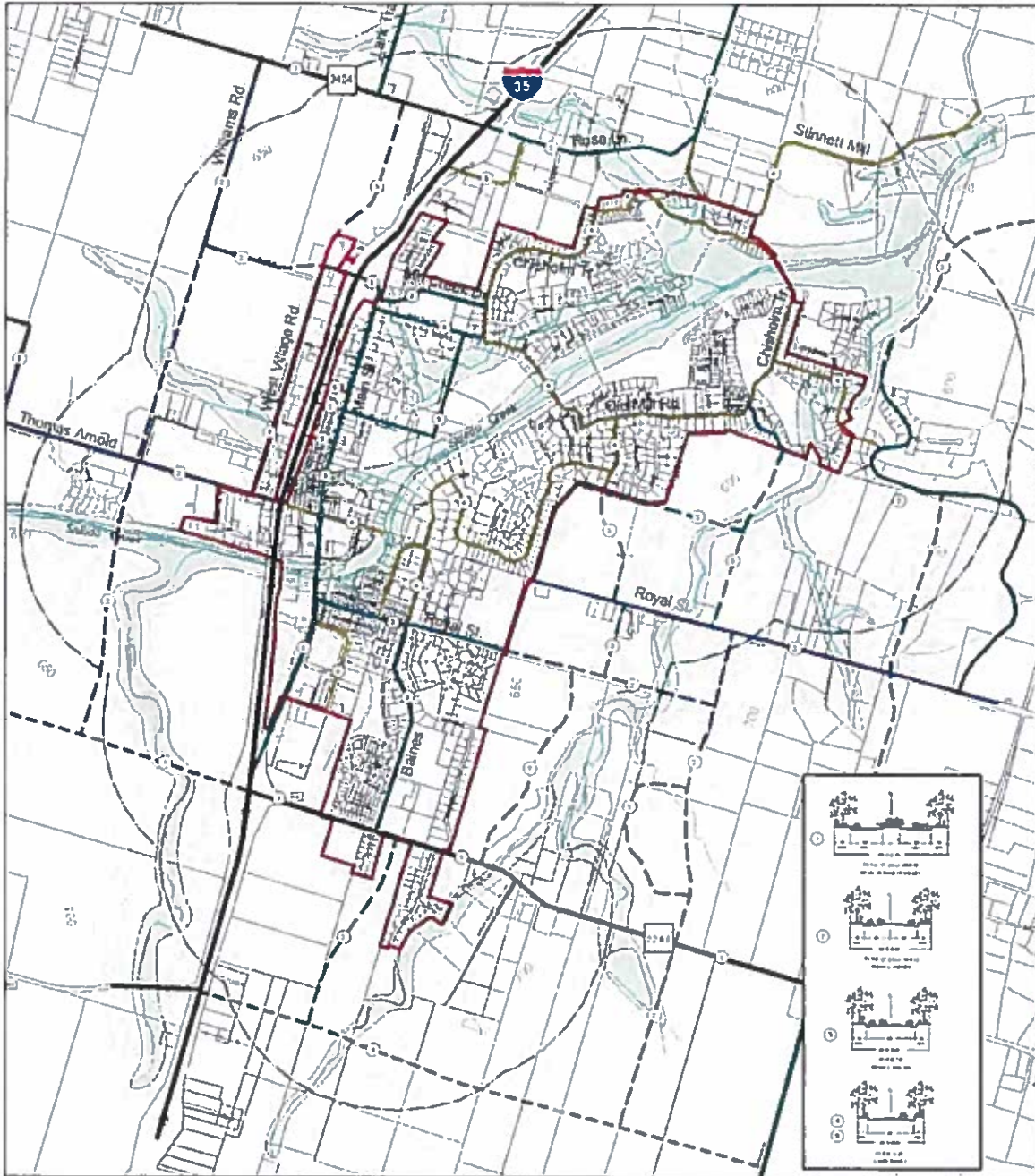
The Purpose

A community's transportation system is vital to its ability to grow in a positive manner. Transportation is inherently linked to land use. The type of roadway dictates the use of adjacent land, and conversely, the type of land use dictates the size, capacity and flow of the roadway. Many of the decisions regarding land uses and roadways within Salado have already been made; rights-of-way in the core area of the Village and in some residential areas were established, and the roadways were constructed years ago. A major challenge for the Village of Salado now lies in the accommodation of population growth within the existing transportation system and in the accommodation of new land development through the expansion of that system.

More specifically, the transportation system should:

- ◆ Protect the ambience, character, and quality of existing neighborhoods by directing traffic generated by growth away from existing neighborhoods.
- ◆ Provide gateways to the business district from major freeways and arterials to ensure easy access to Downtown Salado.
- ◆ Provide ready access and eliminate congestion to future retail land uses.
- ◆ Ensure the safety and well-being of Village citizens by defining emergency access corridors and eliminating future low-water crossings.
- ◆ Require environmental and/or other appropriate impact studies for all new roadways to ensure appropriate surface water drainage.

However, the references made herein regarding the transportation system should not be viewed as references solely to roadways. Communities across Texas and the nation are becoming increasingly aware of the problems inherent in constructing a system for the automobile alone; pedestrian and bicycle accommodation is important to creating a community that will be sustainable for decades to come. Downtown Salado is generally a pedestrian friendly environment, as are many of the residential areas. Another challenge for the Village lies in the integration of pedestrian and bicycle facilities such that these facilities actually create alternative modes of transportation.



Legend

- Interstate
- Type 1 - Major Arterial (undivided)
- Type 1 - Proposed
- Type 2 - Major Collector (undivided)
- Type 2 - Proposed
- Type 3 - Minor Collector
- Type 3 - Proposed
- Type 4 & 5 - Local Street
- Type 4 & 5 - Proposed
- Plan/Map
- Village Limits
- ETJ

Transportation Plan

VILLAGE OF SALADO

Dunkin, Selko & Associates, Inc
February 2006

Plate 4-1



The Functional Classification System & Related Thoroughfare Standards

The *Transportation Plan* (shown on Plate 4-1) for Salado is based upon a road classification system that depicts the function of every roadway in the thoroughfare system. Roadway types, as discussed in the following sections, include freeways, arterials, collectors, and local streets. Their functions can be differentiated by comparing their ability to provide *mobility* with their ability to provide *access* to various locations. Wherever existing rights-of-way that have been identified as a different type of roadway than the type it is as it exists currently (e.g., an existing minor collector is shown as a major collector), this is a recommendation that the roadway be widened when and if development occurs. Existing residents and businesses should be disturbed to the least extent possible.

Freeways

Freeways can be described as high-capacity thoroughfares along which direct access to property is generally minimal or eliminated altogether. Ingress and egress are controlled by access ramps, interchanges and frontage roads; a regional example of this is Interstate Highway 35. Construction and maintenance of freeways is not usually the responsibility of municipalities. The Texas Department of Transportation (TxDOT) and federal monies fund this type of roadway. The Village of Salado should, however, remain aware of and should be involved in any decisions regarding the widening of Interstate Highway 35 and controlling access onto and off of Interstate Highway 35. This is a major regional transportation route to and from Salado, and it is in the Village's interest to see that it continues to function as it does currently.

Arterial Roadways

Roadways identified as arterials are designed to convey relatively heavy volumes of traffic. Arterials provide mobility, but because of the speed and volume of traffic, access to properties should be minimal, and therefore, a limited number of intersections and curb cuts (driveway openings) should be permitted along arterial roadways in order to protect the integrity of the high-speed traffic flow. Due to the necessity to maintain traffic flow and emergency access, future low water crossings should not be allowed on arterials. Furthermore, all new or reconstructed arterials should be designed such that they are above the accepted floodplain high-water elevation. Because of the way in which the following roadways function, not necessarily because of their current right-of-way width, they have been classified as arterials within this *Transportation Plan*:

- ◆ Thomas Arnold,
- ◆ F.M. 2484

- ◆ F.M. 2268
- ◆ Royal (out of town).

Within the arterial (or major thoroughfare) classification, the Plan provides for one type of arterial roadway, a minor arterial.

TYPE "1" MINOR ARTERIAL ROADWAYS

The Type "1" arterial is capable of carrying up to 25,000 vehicles per day. It consists of four lanes, and the necessary right-of-way is 100 feet, with a 14-foot-wide raised median. As with principal arterials, a painted median can also be used, but the incorporation of a raised median is recommended.

Collector Roadways

Collector streets are generally designed to distribute traffic from local access streets and funnel it to arterial roadways (i.e., from residential developments to major arterials). Collectors should provide more access to adjacent land uses than do arterials, but access should still be controlled through the use of shared driveways (refer to Illustration 4-1) and other techniques that minimize disturbance of the free-flow of traffic. This type of roadway should provide an equal amount of mobility and access to land uses. Due to the necessity to maintain traffic flow and emergency access, future low water crossings should not be allowed on collectors. Furthermore, all new or reconstructed collectors should be designed such that they are above the accepted floodplain high-water elevation. Because of the way in which the following roadways function, not necessarily because of their current right-of-way width, they have been classified as collectors within this *Transportation Plan*:

- ◆ Van Bibber Lane,
- ◆ Old Mill Road,
- ◆ Baines Street,
- ◆ Main Street.

Neighborhoods should be developed between arterials and collector streets in the future so that traffic may be diverted from residential areas. In addition, good subdivision design should orient residences to local streets, not collector streets.

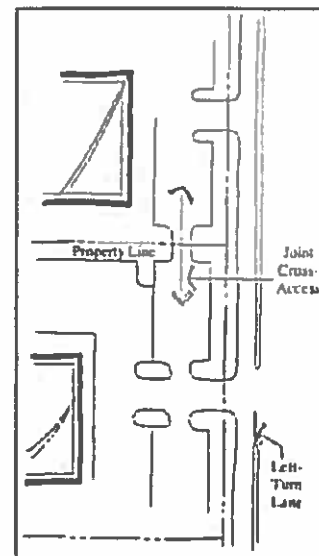


Illustration 4-1
Shared Driveway Access
Recommended for Collector Streets

TYPE "2" MAJOR COLLECTOR

Type '2' major collector streets are low to moderate volume facilities whose primary purpose is to collect traffic from smaller streets within an area and to convey it to the nearest arterial. The average daily traffic volume for this type of street is approximately 10,000 to 15,000 trips per day. The Type '2' major collector street is a four-lane roadway, and is adequate for industrial and commercial areas. This type of roadway requires 66 feet of right-of-way with 48 feet for traffic lanes.

TYPE "3" MINOR COLLECTOR

The Type "3" minor collector street is a three-lane roadway, with one lane in either direction and a middle turn lane. This type of roadway is adequate for industrial and commercial areas. Type '3' collector streets require 60 feet of right-of-way, with lanes ranging from 37 to 40 feet and middle lanes approximately 12 feet wide. It should be noted that this type of minor collector (with the same amount of right-of-way) could also have two travel lanes with on-street parking; this would be appropriate for use in residential areas.

TYPE "4" NEIGHBORHOOD COLLECTOR

The Type "4" neighborhood collector street is a two-lane roadway which should convey a moderate volume of traffic (approximately 500 to 1,000 vehicles per day). The Type '4' street is 31 feet wide, with a right-of-way of 50 feet. While it is physically indistinguishable from the Type "5" roadway (discussed below), the Type "4" street has usage specifications, such as on-street parking restrictions and overhead clearance requirements, which are intended to help ensure ready access by emergency vehicles.

Local Streets

Local streets provide the greatest access to adjacent properties, but they function poorly in terms of mobility. Due to the fact that local streets are generally constructed within residential areas, safety is an important consideration. To ensure that these roadways are not used a great deal for mobility purposes and to maintain their primary function as local streets, it is recommended that, for the ability to provide access safely, local streets should be configured to discourage high-speed traffic movement by using offset intersections or curvilinear, discontinuous, or looped street designs. While low-water crossings may be considered for local streets, alternate routes must be available for use during flood stages.

TYPE "5" LOCAL STREET

Structured to convey lighter traffic volume (approximately 500 to 1,000 vehicles per day), the Type "5" local street consists of two lanes, 31 feet wide, with a total right-of-way of 50 feet. It is important to note

that due to the way in which Salado has developed, many local streets are now functioning as collector roadways. The integration of the concepts containing within this *Transportation Plan* will alleviate this as Salado continues to grow and develop.

Collectors & Arterials With Bicycle Lanes & Walkways

As previously mentioned, in recent years the incorporation of pedestrian walkways and bicycle lanes has become increasingly important. Roadways can be initially designed to include pedestrian and bicycle facilities, which requires the acquisition of additional right-of-way, or roadways can be retrofitted with bicycle lanes, although this option is more costly. Most of the roadways in Salado have not been constructed with pedestrian or bicycle facilities. The Village should identify the existing roadways along which residents and visitors would benefit the most from the incorporation of these facilities, and should prioritize them accordingly.

Separate Bicycle Lanes & Walkways

While planning for the incorporation of pedestrian walkways and bicycle lanes with existing and planned streets, the Village should also identify areas that can benefit from dedicated walk/bike trails that are provided independently from existing or planned streets. Consideration should be given to connecting neighborhoods with walk/bike trails when streets are not practical. Additionally, parks and other recreational areas are candidates for walk-bike trails.

Air Traffic

The Village should work with the Federal Aviation Association (FAA) to define a noise abatement and safety plan for local airports.

Transportation Planning Issues

The *Transportation Plan* for Salado is intended to achieve several things. First, it is intended to be compatible with the Village's *Future Land Use Plan*. Second, it is intended to be respectful of the Village's existing residential and nonresidential areas. The Plan is intended to provide for the efficient movement of traffic, and to facilitate access to land uses. However, the implementation of this Plan is essential to the positive future development of Salado.

Adoption of a Subdivision Ordinance

The subdivision of land into building sites represents the first step in the development of land uses, and therefore, the creation of potential traffic. Developers should be responsible for providing appropriate Type 3, 4 and 5 roadways during the subdivision platting stage of development in order to accommodate the anticipated additional traffic and changes in traffic flow. Rights-of-way must be preserved, including Type 1 and 2 as shown on the Transportation Plan, at the time of subdivision platting to guarantee the provision of adequate thoroughfares and the value, stability, and character of the development area. Specifically, as individual plats are approved, right-of-way must be dedicated in conjunction with the recommendations as generally set forth in the *Transportation Plan*, within both the Village itself and within the Village's ETJ. The dedication of right-of-way, however, cannot be legally required or regulated by the Village in the future without an adopted Transportation Plan and Subdivision Ordinance.

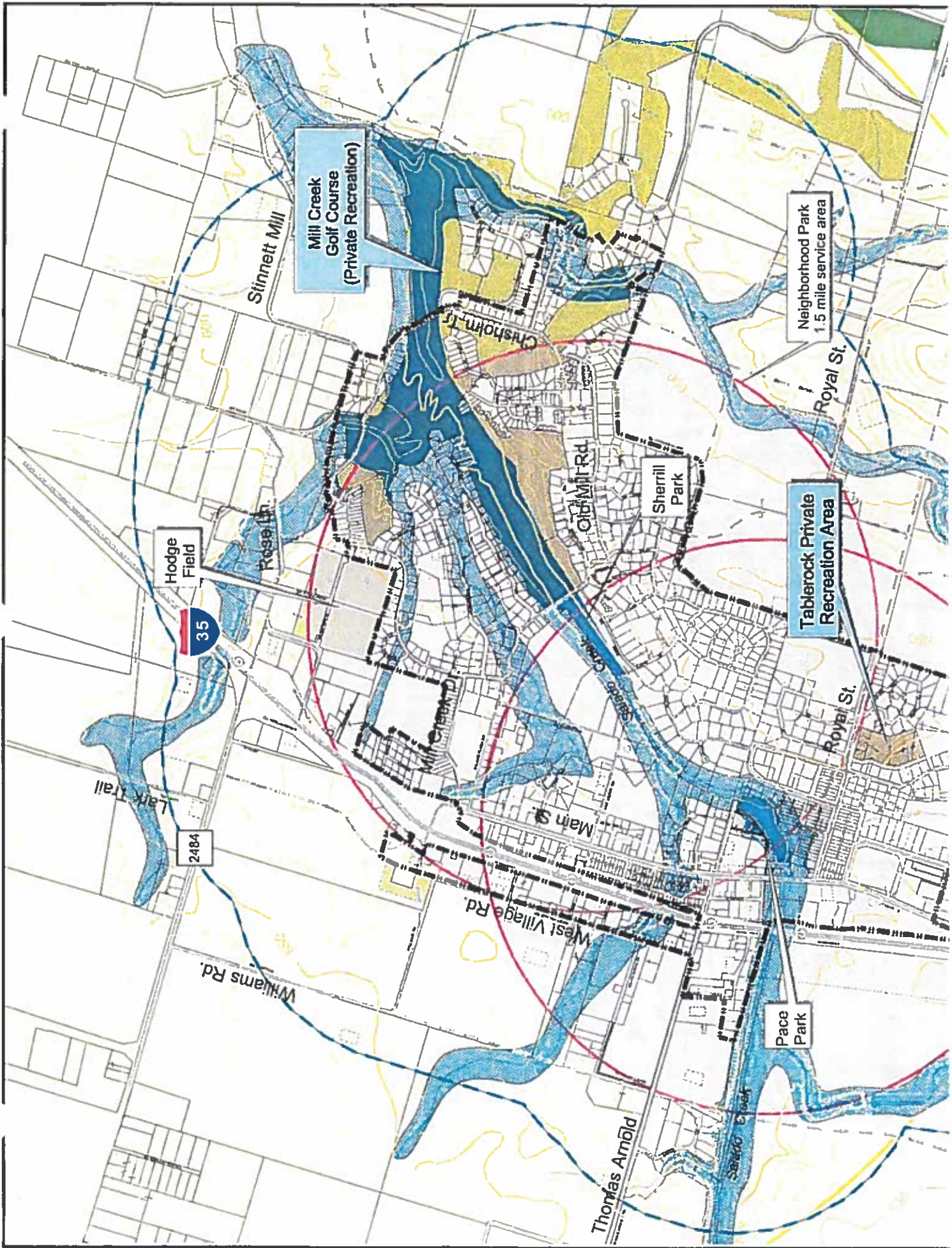
It is recommended that the Village adopt a subdivision ordinance that is based on the Comprehensive Plan (and the Transportation Plan) as soon as possible. Until such implementation ordinances are enacted, the transportation-related recommendations made herein cannot be achieved.

The Transportation Plan as a Conceptual Guide

The transportation recommendations shown graphically on Plate 4-1 are intended to show where and possibly how connections can be made from one point to another within the Village and its ETJ. The primary importance of these recommendations should be placed upon the concept and the related connectivity that would be provided, rather than upon a literal location. Many factors will have to be considered when the Village or a developer constructs any of the recommended roadways or roadway extensions. Such factors will likely include various engineering and environmental studies, pedestrian and bicycle facilities, traffic impact analyses, adjacent residents and businesses, area landowners, and future anticipated development (i.e., land use density, whether residential or nonresidential). Therefore, after the Village adopts a subdivision ordinance and begins to implement the *Transportation Plan*, it will be important for the Village to approve development proposals with consideration given to the transportation connections that have been recommended. Furthermore, while it is not incumbent upon the Village or property owners to immediately upgrade an existing roadway to the type specified in this Transportation Plan, provisions may be made in the future to do so as transportation demand increases.

In Summary

The recommendations contained herein should guide Salado's future transportation planning and related policies. As was recommended for the *Future Land Use Plan*, the *Transportation Plan* should be used consistently and updated as needed as development occurs. Continuous use of the *Transportation Plan* will ensure that access and mobility will be provided within Salado, and will help ensure the coordination of transportation-related considerations and future land use development.



Mill Creek
Golf Course
(Private Recreation)

Neighborhood Park
1.5 mile service area

Tablerock Private
Recreation Area

Hodge
Field

2484

35

Lark Trail

Stinnett Mill

Rose Ln.

Chisholm Tr.

Old Mill Rd.

Sherill Park

Royal St.

Royal St.

Main St.

West Village Rd.

Williams Rd.

Thomas Arnold

Pace Park

Saratoga Creek



PART FIVE: THE PARKS & RECREATION PLAN

Introduction

A vital component within a community is the space devoted to satisfying active and passive recreational needs. The quantity, availability, and distribution of this space are characteristics that are generally considered to be elements that enhance and contribute to the quality of life found in the community. Fredrick Law Olmstead, the man considered to be the father of landscape architecture in this country and the man that designed Central Park in New York City, advocated the concept that parks, recreation areas, and public open spaces should be "planned as integrated systems so that the components could function in conjunction with one another."⁵¹ This part of the Village Comprehensive Plan is intended to establish ways in which the Village can have a recreation system that is uniquely designed to fit the needs of the residents and visitors of Salado.

A Unique Vision

The uniqueness of Salado mandates that its *Park & Recreation Plan* be unique as well. Unlike many cities in Texas and across the nation, large ballfields for organized sports and expansive parks are not necessarily what local citizens need. During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to parks and recreation, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 4:

Ensure that adequate parks and open spaces are provided as the Village continues to grow.

Action 4.1: Provide an assessment of existing parks and open spaces that exist within Salado today, and identify future park and open space needs in relation to the Village's future projected population and in relation to anticipated future land use locations.

Action 4.2: Explore options for ensuring adequate park and open space provision; such options include adopting a park dedication ordinance (within the Subdivision Ordinance), using of Village-owned property, purchasing property, and using floodplain areas (e.g., the area along Salado Creek).

⁵¹ Alexander Garvin, December 2000. "Parks, Recreation, and Open Space: A Twenty-First Century Agenda," *American Planning Association, Planning Advisory Service Report Number 497/493*, p.13

Action 4.3: Establish a trail system that is capable of providing an alternative to the automobile throughout the Village, but especially in and around Downtown Salado; this should be correlated with the *Transportation Plan*.

One action item that has already been addressed is the park dedication ordinance; this was included in the recently adopted Village Subdivision Ordinance. The other action items will be addressed herein.

Current Facilities Within the Village & ETJ

Incorporated within the past three years, the park areas that are located within the Village or its ETJ have been developed by private landowners and developers, or by citizens that have dedicated land for public use. There is also a large golf course, Mill Creek Golf Course, that contributes to the overall feeling of open space within Salado, although the course is considered private recreation. It is important to note that there are not many formalized park areas locally. There are only two within the Village limits, Pace Park and Sherrill Park, and there is only one outside the Village limits in the ETJ, Hodge Park.

All of the existing recreation areas within the Village and ETJ are included in *Table 5-1*. Also included is the ratio of park area to population for the known population within the Village limits. It should be noted that through the land use and housing information collected during the comprehensive planning process, Salado's population has been estimated to be 2,411 people for the purpose of this Comprehensive Plan.

Table 5-1
EXISTING PARK AREAS RELATED TO EXISTING POPULATION OF 2,411
PEOPLE WITHIN THE VILLAGE LIMITS
Village of Salado, Texas

Existing Recreation Areas	Acreage	Ratio: Acres Per 100 People	
Sherrill Park	8.5	0.67	6.98
Pace Park	7.6		
PUBLIC PARK AREAS WITHIN THE VILLAGE	16.1		
Private Park With Tennis Courts	0.4	6.31	
Tablerock	8.4		
Mill Creek Golf Course	143.4		
PRIVATE PARK AREAS WITHIN THE VILLAGE	152.2	6.23	
Mill Creek Golf Course	119.5		
Hodge Field	30.6		
PARK AREAS OUTSIDE THE VILLAGE (IN THE ETJ)	150.1		

Notes: There are an additional 73.4 acres of Mill Creek Golf Course outside the ETJ.
School facilities have not been included.
Source: Dunkin, Selko & Associates, Inc. & Village of Salado Staff

NATIONAL RECREATION & PARK ASSOCIATION STANDARDS

The National Recreation and Park Association (NRPA) is a government agency that has developed standards for parks, recreation and open space development based on population and on a hierarchical system of park types. These standards are intended as a general guide for communities to follow to help ensure an adequate amount of park and recreation areas are available to the public. The general standard established by the NRPA for park acreage per 1,000 people is approximately 15 acres, or 1.5 acres for every 100 people. Table 5-1 on the previous page shows that in terms of public parks within the Village of Salado, the park acreage equals approximately 0.67 acres for every 100 people, which is below the NRPA standard. However, if private park areas are taken into account, the park acreage per 100 persons is far above the NRPA standard at approximately 7.1 acres for every 100 people. This number is even greater when Hodge Park and the part of Mill Creek Golf Course that is outside of Salado's limits in the ETJ are added into the calculation.

National Recreation & Park Association Park Types

The NRPA park types are generally based on the types of activities furnished, and their type, size, and service area. The various types are briefly described in the following sections.

NEIGHBORHOOD PARKS

A neighborhood park should be located near the center of the neighborhood, and should have a service area of approximately one-half to three-quarters of a mile. An appropriate standard in relation to size and population for this type of park is 0.25 acres per 100 people. Safe and convenient pedestrian access (sidewalks or trails) is important to a neighborhood park location. Generally, the location should not be adjacent to a heavily traveled major thoroughfare. These parks normally serve a population base of 1,000 to 2,500 persons. Pace Park and Sherrill Park are both considered neighborhood parks, and their related service areas are shown on *Plate 5-1*. In fact, some playground equipment has recently been established at Pace Park. Facilities provided generally consist of the following:

- Playground equipment for small children;
- A multiple-purpose, surfaced play area;
- An athletic area (non-lighted) for games such as baseball, football and soccer, and a surfaced area for such sports as volleyball, basketball and similar activities;
- Pavilions with tables and grills for picnics;
- Restrooms;
- Drinking fountains;
- Tennis courts; and
- A passive area for picnicking, with landscaping, trees and natural elements.

COMMUNITY PARKS

A community park is larger than a neighborhood park, and is oriented toward providing active recreational facilities for all ages. The service area of a community park is one-half to two miles, and an appropriate standard in relation to size and population is 0.5 acres per 100 people. Community parks serve several neighborhood areas, and therefore, they should be conveniently accessible by automobile with off-street parking. These parks normally serve a population base of 2,500 to 5,000 people. Hodge Park is considered a community park, and its service area is shown on *Plate 5-1*. Facilities provided generally consist of the following:

- Game and practice fields for baseball, football, soccer and softball;
- A community building/recreation center;
- Tennis courts;
- A surfaced multiple-purpose play area;
- Playground equipment for small children; and,
- A passive area for picnicking, with landscaping, trees and natural elements.

LARGE/REGIONAL PARKS

Areas that are 100 or more acres in size and that provide both passive and active recreational facilities, are considered to be large/regional parks. These parks can serve all age groups, and often have athletic fields. It is desirable that a balance of active and passive recreational facilities be provided in a large park. Such facilities may include picnicking, fishing, water areas, and hiking and natural areas. Dependent upon location, need, and possibly topography, some community park features may be placed in the large park. These parks are often lighted and have multi-purpose functions. A standard of 7.5 acres per 1,000 people is commonly recommended for large or regional parks, and they normally serve a population base of 5,000 to 7,500 people. There are no large/regional parks in Salado, but there are facilities of this type in neighboring communities.

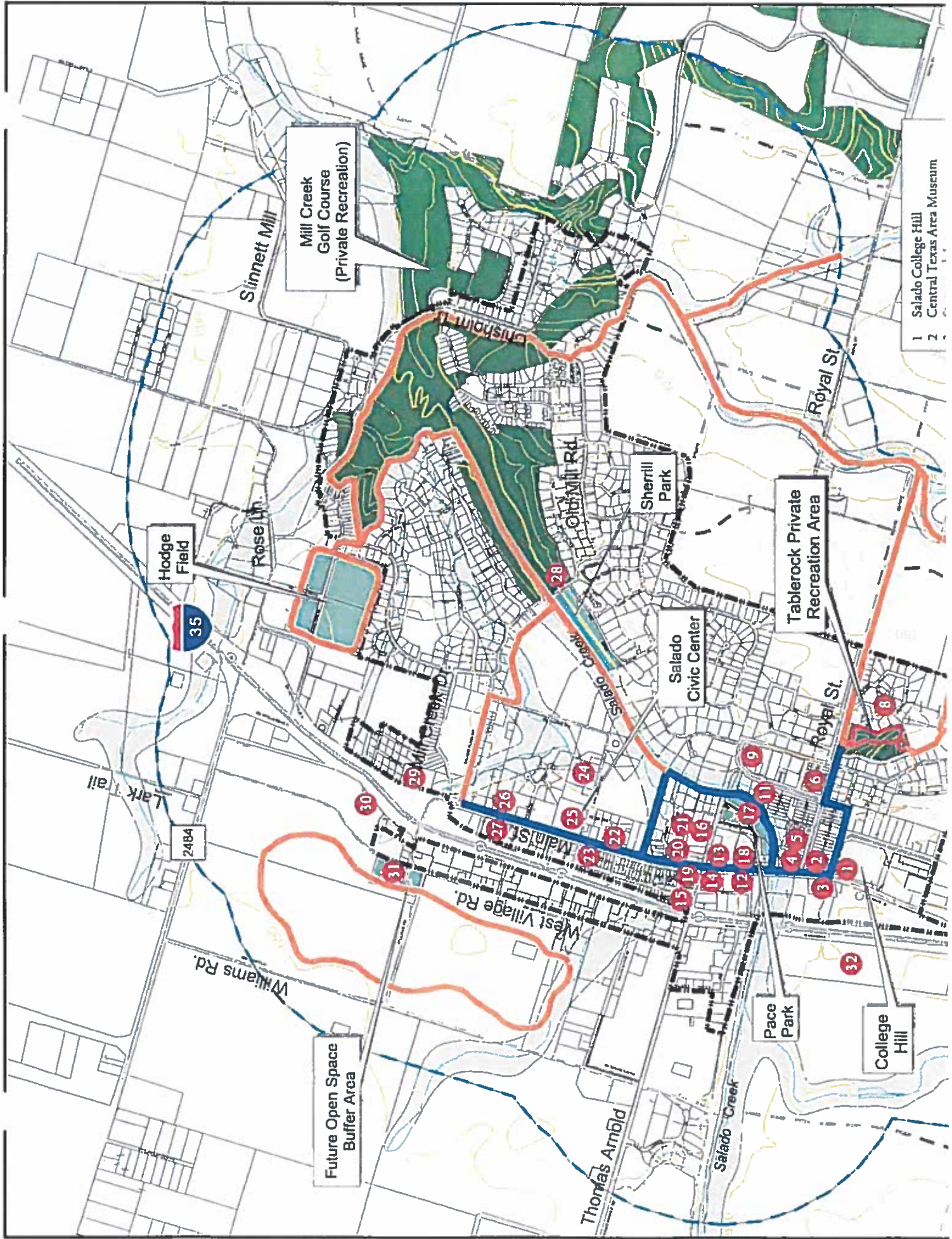
SPECIAL RECREATION AREAS

Golf courses, such as the local Mill Creek course, linear parks/greenbelts, trails, country clubs, botanical gardens and special athletic and community centers, including youth centers (e.g., YMCA) and senior centers, are considered to be special types of recreational facilities. Standards for this type of facility are variable and the acreage may or

Table 5-2
NRPA PARK-TYPE STANDARDS RELATED TO POPULATION
Village of Salado, Texas

Park Type	Recommended Standard of Acres Per 100 People	Existing Park Acreage	Recommended Acreage for		
			2,411 People (Existing)	2,630 People Projected in 2010	3,200 People Projected in 2025
Neighborhood	0.25	16.1	6.0	6.6	8.0
Community Park	0.5	30.6	12.1	13.2	16.0
Large/Regional	0.7	0.0	16.9	18.4	22.4
Special Park (not included in Total Acreage)	Variable	262.9	262.9	262.9	262.9
Total Acreage Per 100 People	1.5	46.7	35.0	38.1	46.4

Source NRPA



Mill Creek
Golf Course
(Private Recreation)

Hodge
Field

35

2484

Future Open Space
Buffer Area

Thomas Amold

Salado Creek

Pace
Park

College
Hill

Salado
Civic Center

Sherrill
Park

Tablerock Private
Recreation Area

Royal St

- 1 Salado College Hill
- 2 Central Texas Area Museum

may not be included in the total park acreage provided by a community – both of these factors are dependent upon the type and extent of services provided by the special area.

NRPA-recommended park acreage standards for each type of park listed above are summarized in *Table 5-2* and are compared to existing public park facilities in the Village and its ETJ. Mill Creek Golf Course, although it is a private recreation facility, has also been included as a special park. The table shows that the local park acreage when based on park type is above NRPA standards for neighborhood and community parks; the only park type lacking is the large/regional park type. Calculations for future park needs based on the projected population of 2,630 in 2010 and 3,200 people in 2025 are also included.

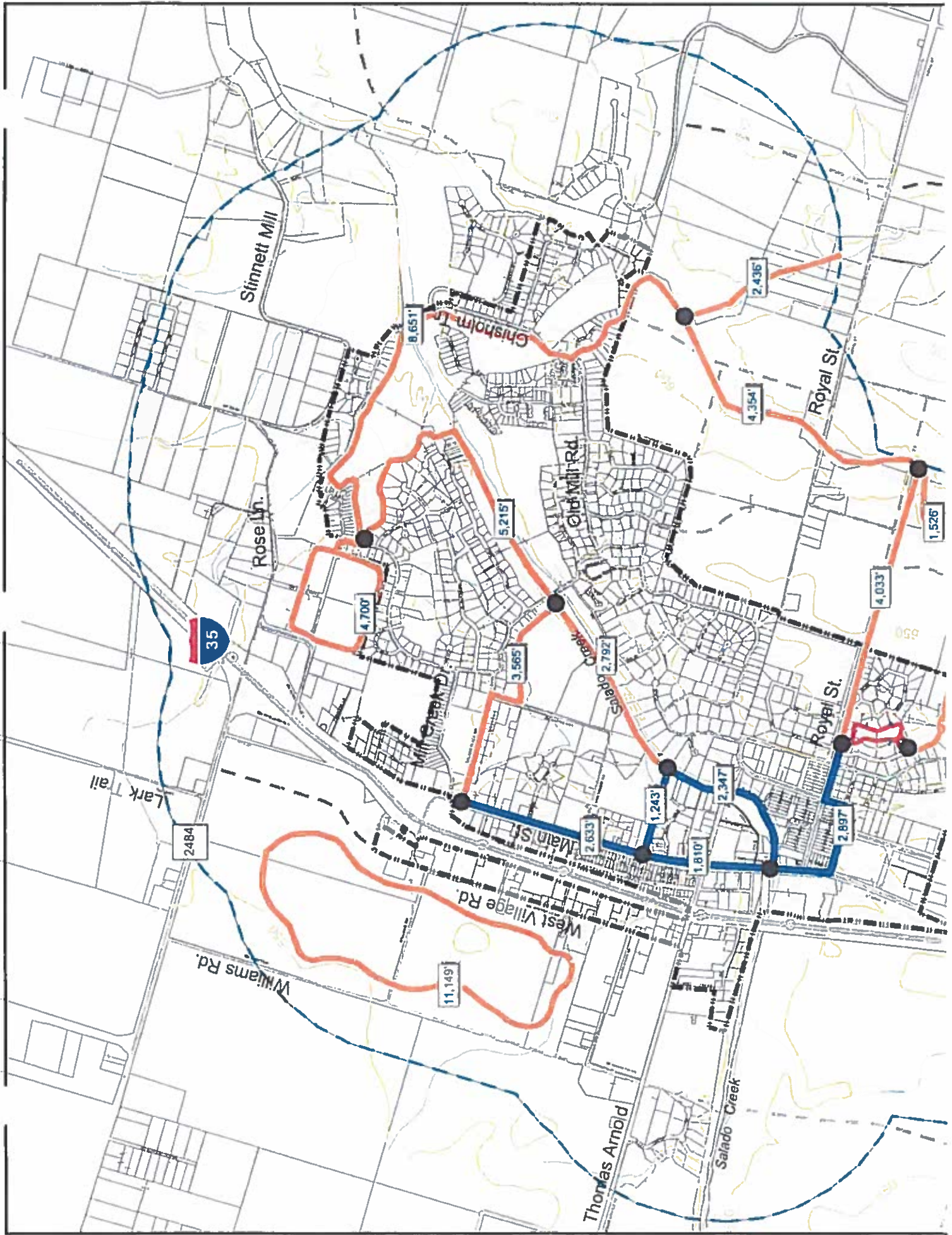
However, as noted earlier, the Village of Salado is a unique community, and NRPA standards are not as applicable to the Village as they generally are to other communities in Texas and throughout the nation. Salado is not a suburb of a central, larger city, nor is it a central city. Salado is a community of history, tourism, leisure, and retirement. It is also a newly incorporated community with a small population. Local needs are therefore very different from the norm. The population bases served by two of the park types listed, the community park (up to 5,000) and the large/regional park (up to 7,500), are actually larger than the entire existing population of Salado, and are also larger than the projected population of Salado in the year 2025. Also, based on the general service area standards for neighborhood and community parks, Pace Park, Sherrill Park, and Hodge Park are meeting service area requirements of the Village.

The NRPA standards are included herein as an analysis based on an accepted ratio only. They should not be considered an actual recommendation of how many park acres and what type of parks should be constructed in Salado. More important to Salado will likely be the concept of a cohesive trail system that is discussed in the following sections.

An Integrated Trail System

Instead of concentrating on providing specific park areas for specific age groups, the Village's citizens and visitors would likely be better served by the establishment of an integrated, continuous "necklace" of trails and pathways throughout Salado. This would enable the Village to expand upon several of its major assets, including Main Street, Salado Creek, and local historical sites, while providing recreation opportunities for residents and visitors. *Plate 5-2* shows the trail system that has been recommended for Salado.

There are numerous reasons that such a system would be a positive element for Salado. First, an integrated, cohesive trail system would set the Village apart from other communities in the area; no other community in the vicinity has such a system. Second, trails are a recreation amenity that can be used and enjoyed by all age groups, which is not true of a playground or ballpark; all citizens, young and old, benefit from the availability of trails. And third, it has been proven in recent studies that property values are positively affected by being in proximity to a trail. A recent study that surveyed people about the



connection between trails and housing values⁵² supports this; the study found that trails are generally regarded as an amenity that helps to attract buyers and to sell property, and people are generally willing to pay an increased amount for such a residence. For residents of single-family homes adjacent to a trail:

- Twenty-nine percent believed that the existence of the trail would increase the selling price of their home (and 43 percent said it would have no effect);
- Fifty-seven percent of the residents felt that the trail would make the home easier to sell (with 36 percent saying no effect);
- Fifty-seven percent of these residents had lived in their homes prior to construction of the trail;
- Twenty-nine percent of those surveyed were positively influenced by the trail in their decision to buy the home.
- Results were similarly positive for residents who lived near but not adjacent to the trail.

TRAIL LOCATION CONCEPTS

The primary concept for this trail was to provide for a continuous pedestrian connection throughout the Village while incorporating as many positive local features as possible, including:

- Main Street,
- College Hill and other local historic sites,
- Salado Creek,
- The Civic Center,
- Pace Park,
- Sherrill Park,
- Mill Creek Golf Course,
- Hodge Park, and
- Tablerock.



The ideal location for trails in Salado would be running alongside Salado Creek. It is also important for visitors shopping along Main Street to be aware of the trail system and ways to access it. The trails would add yet another reason for people to visit Salado, thereby adding another facet to the Village's image as a successful tourism community. Recommended trail lengths are shown on *Plate 5-3* on the following page, and the related amount of trail lengths are calculated in *Table 5-3*. Also, in order to accommodate multiple users at one time, trails should be no less than eight feet wide, and should be ten feet wide wherever possible.

Historic Sites Along the Proposed Trail

The Village of Salado has many historical areas. Some historic sites and/or structures are privately owned and are being used for private purposes, while others are owned by public entities and are used for public purposes, such as the Civic Center. Several historic sites that are in proximity to the proposed trail lengths are shown on *Plate 5-2*. Increased accessibility to places that are significant to Salado's past will only broaden the Village's attraction as a tourist destination. The Village should work with private and other public entities, as applicable, to ensure that these historic sites and/or buildings are an integral part of people's experience as they utilize the trail system.

⁵² Suzanne Welch, "Trail Effects on Neighborhoods: Home Value, Safety, Quality of Life", *Boulder Area Trails Coalition, Resources and Library Directory*, ADDRESS <http://americantrails.org/resources/adjacent/sumadjacent.html>

Table 5-3
AMOUNT OF TRAIL LENGTHS RECOMMENDED
Village of Salado, Texas

FACILITY-TYPE	LENGTH
 Priority Lengths	10,930 feet → 2 miles
 Other Trail Lengths	58,125 feet → 11 miles
TOTAL AMOUNT OF TRAIL LENGTHS RECOMMENDED	69,055 feet → 13 miles

Note: Based on Plate 5-3 (previous page)
Source: Dunkin, Sefko & Associates, Inc

TRAILS IN RELATION TO EXISTING & FUTURE DEVELOPMENT

However, there are several densely developed areas within Salado that are privately owned that may not be available for the incorporation of a trail system. The Village should attempt to overcome this challenge by using “public domain” areas for the trail system, such as dedicated areas and street rights-of-way, and by working closely with landowners and business owners in order to eventually create a continuous trail throughout Salado to the furthest extent possible. In addition, the numerous bed-and-breakfasts should be encouraged to participate by providing access to the trail system on their property. The Village will have to decide the best way in which to establish these trails along existing roadways. *Illustration 5-1* shows three ways this can be effectively done. It should be noted, however, that while participation in the trail system can be encouraged, it cannot be mandatory in areas already developed. In undeveloped areas, such as in the ETJ east of Salado’s Village limits as well as on the west side of Interstate Highway 35, there will be opportunities in the future as development occurs to integrate the trail system in other ways, perhaps along a creek or through a mini-park. As these areas are developed, integration of the trail system can be solicited as part of the platting process through park dedication requirements.

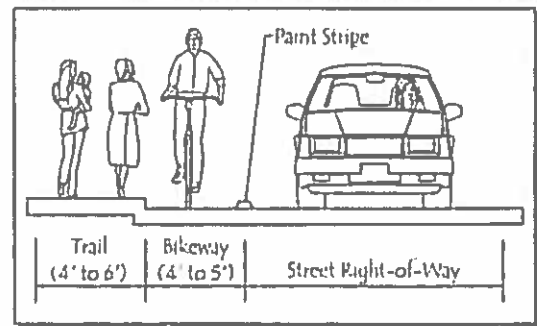
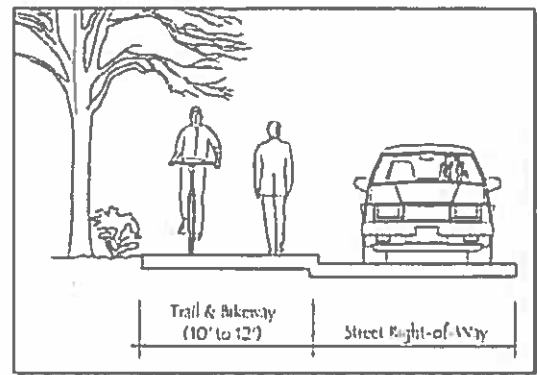
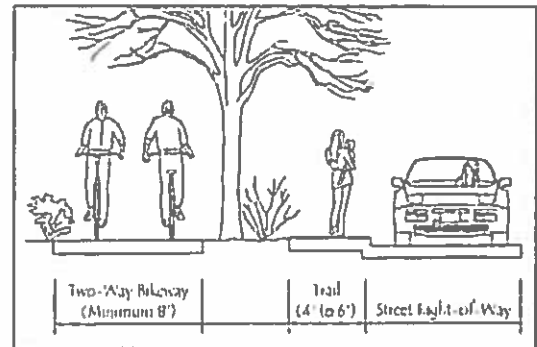


Illustration 5-1
WAYS TO INTEGRATE A TRAIL ALONG EXISTING ROADWAYS

TRAIL CONSTRUCTION MATERIALS

The materials used for trail construction vary widely, however some are better than others in terms of maintenance and impact on the pedestrian; construction materials also must meet the requirements of the Americans With Disabilities Act (ADA), which is another important consideration. Concrete material should be used for construction of trails in Salado. Although there are concerns about the adverse impacts that long-term walking and running on concrete can have on users, other materials sometimes used for trail construction have maintenance and cost issues. For instance, trails constructed with asphalt or with crushed granite are less expensive than concrete, but such trails have proven to be high in maintenance costs, and the hard surface of both types of trails similar to concrete in terms of their impact on users. Another material that could be used is rubberized material (usually red or black in color), which is low-impact on users and requires only slightly more maintenance than concrete, but is cost-prohibitive for most cities. In addition, although rubberized material is ADA-compliant, it is also generally not conducive to supporting bicycles, in-line skates, etc. For Salado, considering the multi-modal access that these trails are intended to support, it is recommended that the Village use concrete material for its trail system.

TRAIL COST

The cost of establishing lengths of trail can vary, depending on the construction materials, local labor costs, the cost of purchasing and clearing land, and other related items. The width of the trail is also a primary consideration when assessing the cost of establishing a trail. The recommendation herein has been for the Village to construct trails of at least

Table 5-4
ESTIMATED TRAIL CONSTRUCTION COSTS – ONE-MILE LENGTHS
Village of Salado, Texas

FACILITY-TYPE	ESTIMATED COST	POSSIBLE FUNDING SOURCES
8-Foot Wide, Concrete	\$170,000	Texas Parks & Wildlife Department Grants, Lower Colorado River Authority (LCRA) Grants Intermodal Surface Transportation Equity Act (ISTEA) Grants, Donations, Park Dedication Ordinance Fees, Bonds, Tax Revenue
10-Foot Wide, Concrete	\$210,000	

Note: Based on \$4 per square foot of trail; estimated cost does not include land acquisition.
Source: Dunkin, Sims, Stoffels, Inc.

eight feet, with ten feet being to the preferred width. Table 5-4 contains information on estimated costs for both an eight-foot wide trail and a ten-foot wide trail, one-mile in length and constructed with concrete. It should be noted that these cost estimates do not include land acquisition costs and are based on a cost of four dollars per square foot. However, possible funding sources have been identified. If such funding can be expected, it is less expensive to construct an eight-foot wide trail, but a ten-foot wide trail would allow for a greater number of users, and would likely be more beneficial to the Village in the long-term.

Parks & Recreation Plan Implementation

The trail system should be the main focus of the Village's recreation planning efforts. As described previously herein, there are many reasons Salado does not need a typical park and recreation system made up of neighborhood and community parks. The trail system would provide recreation for all different age groups, and would be a recreation element that could serve both the citizens of Salado and the visitors to Salado that are a vital part of the Village's economic well-being. Formalized park areas are so common that visitors are not likely to utilize them during their time in Salado; an integrated trail system, however, can become another amenity that attracts visitors to Salado. To effectively implement the trail system, the Village should pursue the following actions:

- Concentrate on establishing the trail system along the recommended trail lengths, as shown on *Plate 5-3*.
- Develop a strategy for securing consistent, incremental funding for the trail system from the annual budget.
- Apply for any applicable grants, such as those available from the Texas Parks & Wildlife Department or ISTEPA
- Establish a Capital Improvement Program (CIP) that incorporates links of the recommended trail – the CIP basically states an intent to accomplish improvements (i.e., projects) in an orderly manner as funds are foreseen to be available
- Amend the Park Dedication portion of the Subdivision Ordinance so that it directly addresses the trail system – for example, add a requirement that new neighborhoods provide at least two points of access for every 75 lots to a designated trail segment.

In Summary

Establishing an integrated trail system will not occur overnight - rather it will likely take a long period of time and will require the cooperation of private developers. However, regardless of the time or the challenges involved, a trail system would be a unique element that could significantly add to the local quality-of-life and to the attraction of tourism, and therefore, it is a goal that should be pursued in the Village of Salado. It is also recommended that this part, the *Parks & Recreation Plan*, of the Comprehensive Plan be periodically reviewed to ensure that its recommendations remain applicable for the community and residents' recreational and open space needs.



PART SIX: THE PUBLIC FACILITIES PLAN

Introduction

This *Public Facilities Plan* is part of the Comprehensive Plan and addresses the existing public facilities and services that are currently provided by the Village of Salado, and makes recommendations regarding possible future related needs. In general, public buildings that house the various governmental and service functions of a municipality are generally of two types:

- Those requiring a nearly central or common location and which serve the entire municipal area; and
- Those serving segments of the community on a service-area basis.

The Village Municipal Building is an example of a governmental building that serves the entire community, while a fire station represents a public building that has a service area relationship to the community. Both of these types are discussed herein. As may be expected, the demands for public building space at all levels of government generally increase as the population served grows and as service levels are expanded. This Plan addresses these anticipated public facility and service needs for the Village of Salado, based principally on both the unique characteristics of the community and on the anticipated growth that is likely to occur locally in the coming years. In addition, this Plan outlines current water and wastewater systems, and makes general recommendations on ways in which these systems can be improved in the long-term.

The public improvements required by a given community depend on many factors such as location, climate, economic base, industrial growth, population trends, local practices and attitudes, and many other conditions which have a bearing on current and future demands.

Identified Principles & Actions

During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to facilities and services, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 3:

Ensure that the needs of existing and future residents and businesses within Salado are adequately served.

- Action 3.1: Develop a *Public Facilities Plan* that addresses the Village's current service needs and the possible expansion of service provision that will likely be required with future growth.
- Action 3.2: Use the *Future Land Use Plan* and related population projections to aid in establishing locational criteria and a general time-frame for service provision; specifically, establish locations for public safety-related services (fire and police stations), and relate the number of personnel required to the existing and future (projected) population.
- Action 3.3: Ensure that local infrastructure systems (e.g., wastewater system, water supply, storm drainage, etc.) will adequately serve the health, safety and general welfare of residents and businesses within the Village and ETJ.
- Action 3.4: Review standards for the installation, use, and maintenance of septic systems, and where appropriate make necessary changes to those standards.
- Action 3.5: Utilize the *Comprehensive Plan* and the *Public Facilities Plan* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.
- Action 3.6: Work with the Brazos River Authority (BRA) to incorporate standards for future centralized wastewater systems within the Subdivision Ordinance.

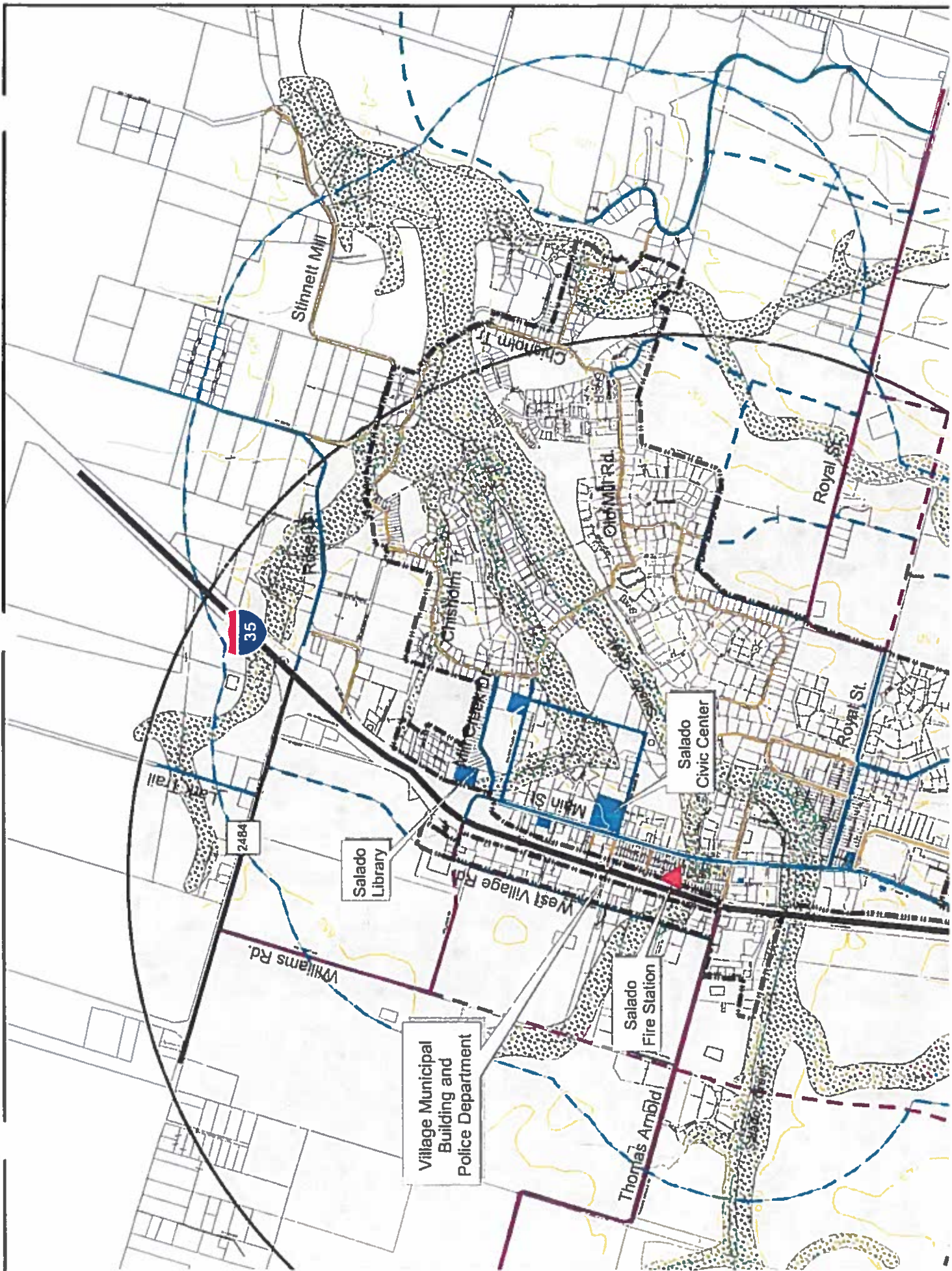
Using Principle 3 as a guide, the action items listed will be addressed herein to the furthest extent possible.

Current & Future Needs Related to Facilities & Services

It is appropriate to use the existing structures that the Village has allocated for the provision of serving citizens, as well as the services provided by the Village as a basis for determining future facilities and services that are likely to be required. All of the existing facilities discussed herein are shown on *Plate 6-1*. The ratios of population to staff levels use the estimated population of Salado of approximately 2,411 people. The future population projected is approximately 2,630 people in the year 2010, and 3,200 people in the year 2025. These existing and future population numbers will be used throughout the *Public Facilities Plan* as a basis for some of the recommendations.

THE VILLAGE MUNICIPAL BUILDING

The present building wherein the Village of Salado's daily municipal business is addressed is located along the access road of Interstate Highway 35 on the east side. The building is accessible to the public, and is within walking distance of Main Street. The Municipal Building generally serves as the central



Sinnott Mill

Chatham Tr

Old Mill Rd

Royal St

Chris Holt

Mill Creek Rd

Salado Civic Center

Royal St

2484

Salado Library

West Village Rd

Salado Fire Station

Village Municipal Building and Police Department

Thomas Amold

Williams Rd

Park Trail

35

Main St

daily facility for local government functions in Salado, and it provides work space for the City Secretary, the Police Department, and local Emergency Medical Technicians (EMTs). Not including the EMT personnel, who do not work directly for the Village, the Municipal Building houses five of the six of Salado's full-time employees, the City Secretary and four police officers. The other full-time employee is the Tourism Director, who works out of the Civic Center.

The facility also hosts the majority of the Board of Aldermen meetings; however such meetings are held at the Salado Civic Center when it is anticipated that an agenda item will receive increased public interest. In such situations, given that the Municipal Building is approximately 1,400 square feet, the Civic Center offers more space for meetings attended by a large number of citizens. 3100

There will continue to be a need for a centralized facility for daily government business. Ideally, the facility would have the following characteristics:

- Large enough to host all daily necessary functions as well as public meetings;
- Large enough to allow for increases in personnel;
- Be easily accessible to the general public, including via the trail system;
- Be representative of the character of Salado, perhaps by being a historic structure; and
- Be located in proximity to other government facilities, such as the existing Civic Center.

The current Municipal Building is likely adequate spatially for the near future. The availability of offices may become a concern, however, if additional personnel are hired. There is no room for expansion of the current facility except if adjacent property can be purchased, which is unlikely. It is therefore recommended that when the Municipal Building reaches its functional capacity, the Village pursue the purchase of a lot that can be built upon or an existing structure so that the characteristics listed above are part of any new facility. In fact, the Salado Civic Center is located on a large site upon which such a facility could be located – this concept is further discussed beginning on page six.

In terms of personnel, the City Secretary, the Mayor, the Mayor Pro-Tem, and a dedicated group of Aldermen currently manage the daily administrative functions that keep the Village operating efficiently. As the Village grows in both population and area, however, there will need to be additional employees hired to meet these functional demands – issuing building permits, reviewing platting and zoning cases, and managing finances, to name a few. A Village Administrator that could provide assistance in all of these areas would be ideal. The Village should consider hiring an administrator when adequate funds become available.

POLICE PROTECTION SERVICES

The Village of Salado currently employs several police officers, specifically one Police Chief and three full-time officers. ~~Also, there is one non-paid reserve officer.~~ For the purposes of this *Public Facilities Plan*, four full-time officers will be used to calculate the Village's current number of police officers.

The ratio of police officers to population is an important consideration in terms of the overall safety of the local population. Although public safety needs vary from community to community, a generally accepted ratio of police officers to population is approximately 1.8 officers per 1,000 people. Table 6-1 outlines the results of using this ratio to determine the number of officers needed currently and in the future according to population. The Village has an adequate number of officers to serve its current population. Salado also likely has enough to provide for the safety of its projected population of 2,630 people in 2010. For a population of 3,200, projected in the year 2025, two additional officers will be needed according to the ratio used.

It should be noted that the number of officers needed to serve a community, however, should not necessarily be based on a ratio; it should be based on community need. Salado may need an

increased number of officers to ensure public safety along Interstate Highway 35 or to help patrol the unincorporated areas surrounding the Village. The Village should use the accepted ratio of 1.8 officers per 1,000 people as a guide, but should monitor its unique public safety needs.

In addition to personnel needs, spatial needs of a police department should also be considered. As was mentioned previously, the Salado Police Department operates out of the Municipal Building. This situation is likely adequate for the short-term. As will be discussed in more detail later herein, a central location within Salado that would house both municipal administrative and police functions would be ideal. Any new location for police services should also have space available for holding cells; currently, the Police Department does not have any such space. The Village should continue to contract with Bell County for jail space.

THE SALADO VOLUNTEER FIRE DEPARTMENT

The Village of Salado has one fire station. It is located just south of the Village Municipal Building on the east side of Interstate Highway 35 (refer to Plate 6-1). The land upon which the station is located is actually owned by a local church; the Salado Volunteer Fire Department owns the building itself and has a long-term lease agreement with the church for use of the land. The Fire Department provides fire protection for the residents of Salado through a contract with the Village. The Village makes a monetary contribution on an annual basis that contributes to maintenance and equipment needs. Currently, there is a Fire Chief and at least four volunteer firemen available to respond to any fire (and emergency) situation in the Village of Salado or the surrounding area.

Table 6-1
RATIO ANALYSIS OF EXISTING & FUTURE POLICE SERVICE NEEDS
Village of Salado, Texas

Accepted Ratio of Police Officers to Population: 1.8 per 1,000 people

Current # of Officers	Current # of Officers Needed Based on Existing Population of 2,411	Future # of Officers Needed Based on Projected Population of 2,630 in 2010	Future # of Officers Needed Based on Projected Population of 3,200 in 2025
4	4.3 → 4	4.7 → 5	5.7 → 6

Source: Dunkin, Selko & Associates, Inc.

As with police protection, with continued growth within the Village, additional fire protection may become necessary. However, fire protection service is generally measured by service area instead of a ratio of personnel to citizenry. The area able to be served by one fire station is generally accepted to be a radius of approximately one-and-one-half miles from the fire station itself. Referring to *Plate 6-1*, areas within the Village near the northeastern limits and the nearby ETJ area would benefit from another fire station. The area within the Village not covered by the one-and-one-half mile service radius of the Fire Station is toward the back of the Mill Creek Subdivision. Access into and out of Mill Creek is not ideal, and therefore, a planned roadway has been shown on the *Transportation Plan* map (refer to *Plate 4-1*) connecting with an existing roadway in the subdivision. Locating a new fire station along this planned roadway would provide an increased level of fire protection service to the back of Mill Creek, as well as to the related ETJ area. Village officials should consider locating a fire station in this area as roadways are constructed and such a facility is financially feasible.

THE SALADO PUBLIC LIBRARY DISTRICT & THE SALADO LIBRARY

The Village of Salado is part of the Salado Public Library District (SPLD), one of nine such districts in the state of Texas. In 1997, the State Legislature passed a law allowing for the creation of library districts by voters in areas not already served by public libraries. In May of 1998, voters within the boundaries of what is now the SPLD approved the establishment of the District by a nearly two-to-one margin. The Salado Public Library District area, shown on *Plate 6-2*, is that same as that of the Salado Independent School District. At the same time, voters also approved a one-half percent sales tax to finance library services within the District. This sales tax is collected from businesses within the SPLD (including businesses within the Village of Salado).

The District has a much larger geographic area than the Village of Salado, and also has much larger population, serving an estimated area population of approximately 5,469 people. The SPLD is governed by a Board of Trustees with five members who are elected by District voters. The District receives no financial support directly from the Village of Salado municipal government; its income is mainly from the sales tax revenue and, to a lesser extent, from donations and sales of used books. In addition, the District has applied for and has received several grants to help with operational costs:

- Approximately \$140,000 from the Telecommunications Infrastructure Fund (TIF) in 2001 and 2002;
- Approximately \$27,700 from the Tocker Fund in 2003; and,
- Approximately \$3,000 annually from the Central Texas Library System and the Lone Star Libraries program;

Salado area residents are provided library service through the newly expanded Salado Library. The library is located just north of Mill Creek Drive on Main Street within the Village, as shown on *Plate 6-1*, and it has 4,000 square feet of building space. The American Library Association (ALA) standard for library space in relation to population is 0.75 square feet per library patron, which is the standard used by

most cities in Texas to make decisions regarding library service. Based upon the standard of 0.75 square feet per person, the current estimated population of the SPLD requires approximately 4,100 square feet of library space. Therefore, the current Salado Library adequately meets the spatial needs of area residents, as Table 6-2 shows. As population growth occurs, the SPLD may need to consider a satellite library and/or expanded outreach programs, as discussed below.

Outreach Programs

There are several outreach-based programs offered through the SPLD. The librarian in charge of children’s services is involved in story-telling at local day-care centers and at the Salado elementary school. Different types of special-interest classes are also offered, such as classes about computers and genealogy. In addition, there has been a summer reading program for children that has been successful. Programs on bird-watching, astronomy, and gardening are in the process of being established.

In the past, the SPLD’s bookmobile program, which involved a vehicle that carried books to low-income neighborhoods, was not successful. Another type of outreach program that may be successful in the Salado area, however, is providing reading materials to senior citizens that may have difficulty visiting the Salado Library. That is, a bookmobile program could be established that delivers books to seniors in their homes. Purchasing a vehicle to provide this service is likely beyond the budget of the SPLD, however, volunteers (or maybe staff) could provide this service in their individual vehicles, at least to initiate the program. The Salado Library’s book catalog is already available via the internet, and seniors could simply request the delivery of particular books.

The remaining question, however, is whether there is much of a need for such a service. The Salado area does have a large population of retirees, but whether there are many people with mobility challenges is unclear. The Salado Public Library should consider sending out a survey to assess the desire and need for a bookmobile program for seniors prior to establishing such a program.

Table 6-2
RATIO ANALYSIS OF EXISTING & FUTURE LIBRARY SERVICE NEEDS
Village of Salado, Texas

*Accepted ALA Ratio of Square Footage to Population: 0.75 per Person *
SPLD Population: 5,469 People*

The Salado Library – Current # of Square Feet	Current # of Square Feet Needed Based on Existing Population of 5,469
4,000	4,100

Source: Luthier Brewer, Dunkin, Sefko & Associates, Inc

THE SALADO CIVIC CENTER & RELATED SITE

The Civic Center, like many buildings and sites in Salado, has a rich history. The site was once the location of the home of a long-time local family⁶¹. Donated by a family member to the Salado public school system in the early 1900’s, the home had to be demolished to make room on the site “for the new school building which was constructed in 1924...In 1993, after years of disuse, the red brick building was renovated to become a community center.”

⁶¹ Institute for Humanities at Salado Website, History of Old Salado link, ADDRESS: www.salado-institute.org/aboutsalado.html

The site is approximately 4.3 acres in size and is still owned by the Salado Independent School District (SISD), which leases both the Civic Center and site to the Salado Civic Center Foundation (SCCF). The Center is used by numerous public entities, including the local Village government, for meetings and conferences. As mentioned previously, Village Board of Aldermen meetings are held there when an agenda item is anticipated to receive increased public interest. In addition, One of the Village's employees, the Tourism Director, offices out of the Civic Center. There is also an auditorium within the building that is used for larger seminars, presentations, and local theater productions.

The Salado Civic Center site has all of the characteristics that were previously discussed in relation to an ideal location for a new municipal building for Salado. Given that the site is over four acres and that only the Civic Center and related parking exist on it, a municipal building could be constructed that would be



Illustration 6-1
THE SALADO CIVIC CENTER

large enough to support all the necessary day-to-day functions of the Village government, even with increases in personnel. It could also be built to a size large enough to support large public meetings of the Board of Aldermen or other Village-related groups. The site is accessible to the trail system (refer to Plate 5-2), and would reflect the historic character of Salado. The final characteristic listed was that a new municipal building should be in proximity to the Civic Center; obviously a building constructed on the same site would be. In addition, it is likely that the site would be large enough for a separate small police station, or for a municipal building that would also have space for the Police Department as the Municipal Building now provides. The current Civic Center site could therefore become a concentrated location, or complex, for most of the municipal-related functions in Salado. There are many cities across Texas that have their public facilities located in a concentrated area such as the one recommended.

As the Village grows in population and geographic size and a new municipal building becomes necessary, the Civic Center site would be ideal for the location of such a facility. As mentioned, the site is owned by the Salado Independent School District currently. The District has entered into a long-term lease with the Salado Civic Center Foundation (SCCF), and it may be possible for the Village government to build a facility and similarly lease the land from the District on a long-term basis. Such lease agreements have been successful in other cities across Texas. The Village should work with the SCCF and the SISD to determine whether the Civic Center is a viable option for a future centralized municipal facility.

SENIOR CITIZEN CENTER

Many people have chosen Salado as a place to retire, and subsequently, there is a large population of senior citizens. The Salado area was categorized as a Census Designated Place (CDP) for the purposes of gathering data for the 2000 U.S. Census. According to the 2000 U.S. Census, approximately 21 percent of the population of the Salado CDP was over the age of 62, and of that percentage, almost 18 percent was over the age of 65.

A public facility that could be utilized for meetings and social events for senior citizen groups would help the Village further serve this unique segment of its population. Currently, the Salado Civic Center is used by some of these types of groups. However, as additional municipal services are expanded, an additional facility for senior citizens should be considered. It was previously recommended that the Salado Civic Center site be pursued to create a concentrated complex for Village public facilities; this

recommended Senior Citizen Center should also be integrated within this complex.

Source: Salado Public Library Website

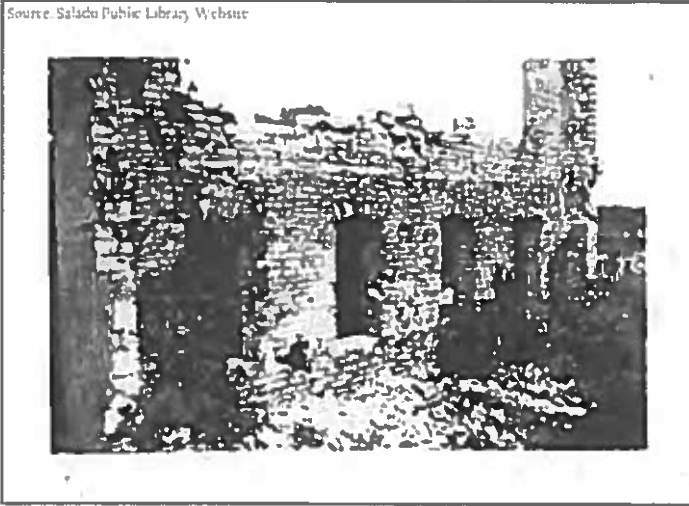


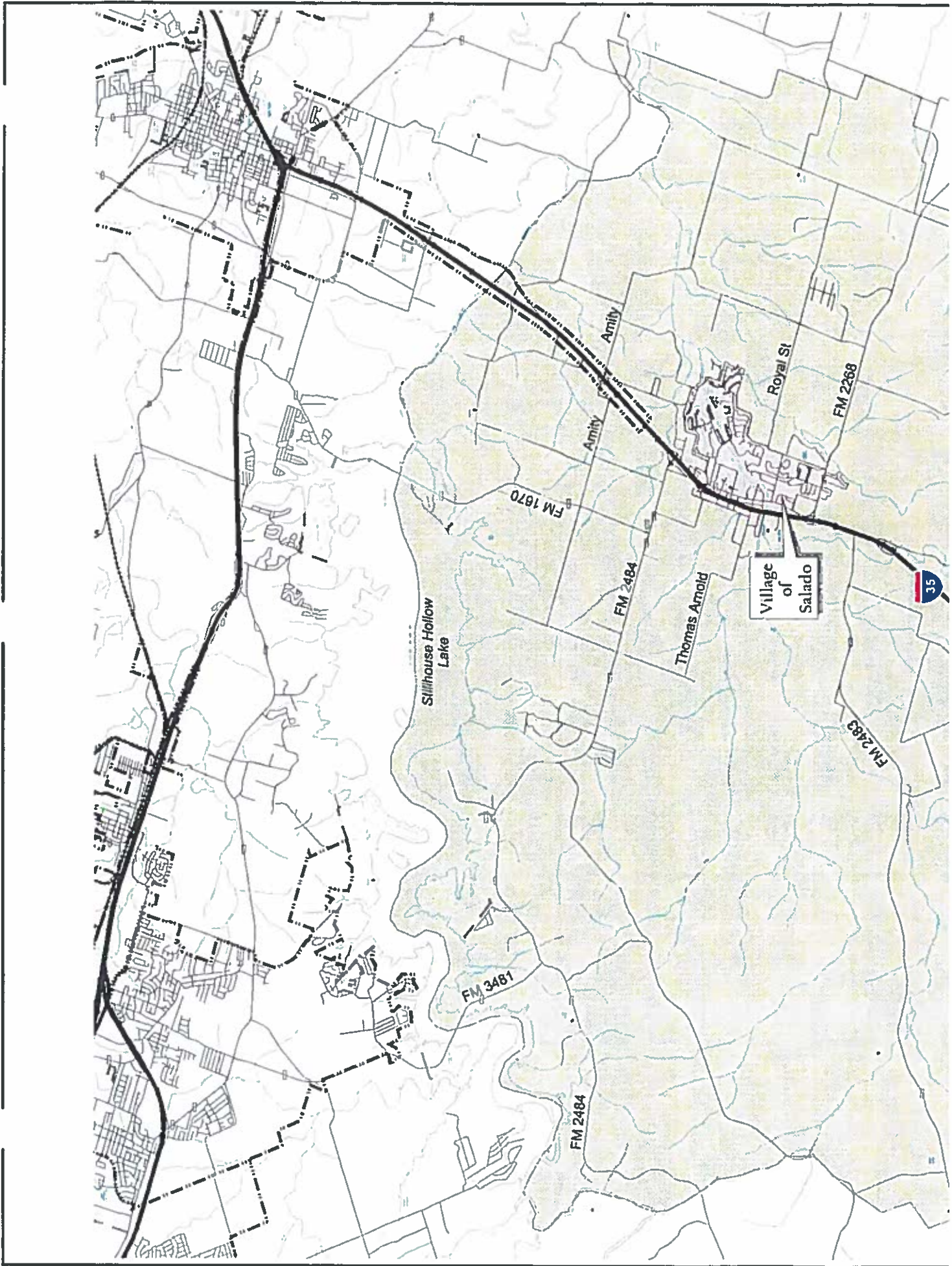
Illustration 6-3
COLLEGE HILL

Stagecoach Inn. Other sites and buildings are owned by public entities and are used for public purposes, such as the Civic Center. Other historical areas are important to the heritage of the Village, but are underutilized in their present state. College Hill, which is the site containing the remains of Thomas Arnold College, is an example of an underutilized historic property.

Several historic sites are acknowledged within the *Parks & Recreation Plan* as places that should be integrated with the recommended trail system. Also, a Historic District was recently adopted as part of the Village Zoning Ordinance; this District has many regulatory tools that will help the Village to legally ensure that historic buildings and the historic character of Salado is maintained by the private sector. As sites become available and it is economically feasible, the Village should consider purchasing significant historical sites; this will likely be the best way to ensure that they are maintained in perpetuity for the enjoyment of future generations. A historic building would be ideal for use as some type of public facility.

HISTORICAL SITES

The Village of Salado has many historical areas. It is important for these sites to be documented and acknowledged in order to ensure their protection from any adverse affects from development in the future. Some of the sites and related buildings are privately owned and are being used for private purposes - many of the retail shops and residences along Main Street are historical, as is the



Current & Future Needs Related to Water & Wastewater

Planning for and providing water and wastewater services is an important public health, safety, and welfare consideration. Citizens should be secure in the knowledge that they can rely on service and availability. The following is intended to provide a general overview of the current water and wastewater services within the Village of Salado and its ETJ. More detailed analysis may need to be initiated in the future as funds become available.

WATER SERVICE

The Salado Water Supply Corporation (WSC), which is an independent, self-funded entity, provides water service in the Salado area. *Illustration 6-4* shows the service area of the WSC, which currently provides approximately 1,825 water service connections. In the last year, approximately two million dollars in funds have been expended for necessary water system improvements. More are planned in the coming years; an independent engineering firm, the Wallace Group, has done an assessment on the

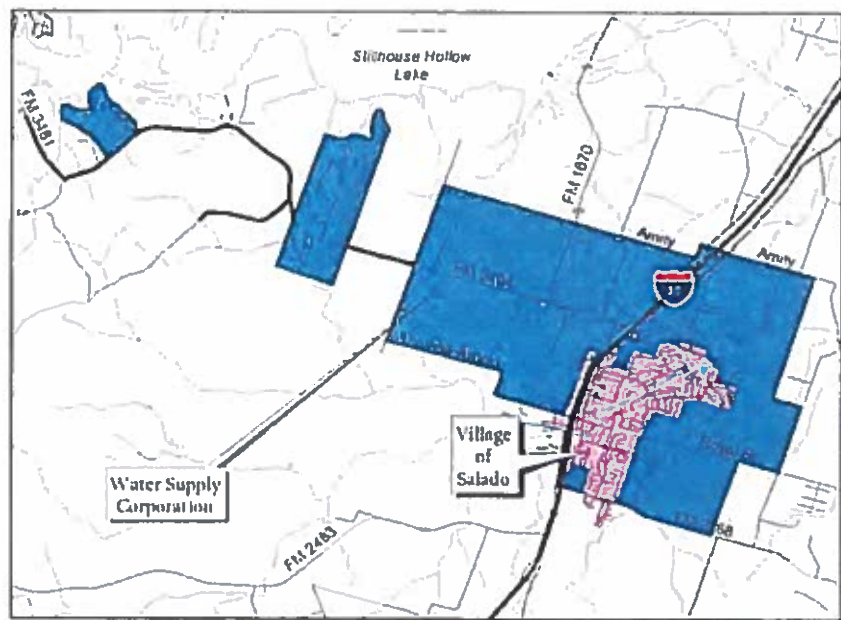


Illustration 6-4
AREAS SERVED BY THE SALADO WATER SUPPLY CORPORATION (WSC)

system and has recommended to the Salado WSC improvements that are still needed. A 1.8 million dollar loan has been applied for to provide funding for the recommended improvements. According to the engineering study, the Salado WSC has adequate water supply to accommodate 3,600 connections, which is almost twice the number currently served.

WASTEWATER SERVICE

Wastewater in the Salado area is not centralized; individual septic systems (also referred to as on-site septic facilities, OSSFs) are used. The Village worked with the Brazos River Authority (BRA), which is an agency that provides many surrounding communities with wastewater service, to explore options for a local centralized wastewater system. The conclusion, however, was that such a system was cost

prohibitive for the near future. County health codes and the newly adopted Village Subdivision Ordinance mandate that development in the Village and ETJ must occur on lots of at least one-half acre in size if water is from a centralized system, such as from the Salado WSC, with an on-site septic system. Development must occur on lots of at least one acre in size if both water and wastewater are provided for on-site.

The concern with regard to wastewater is residential and nonresidential development alike. While minimum lot sizes required for on-site septic systems are generally consistent with the residential land use development pattern desired by the Village, residences are often located near Salado Creek where there is great concern over potential pollution from such on-site systems. There is also concern with regard to nonresidential development, especially along Main Street. The growth of retail along Main Street is limited because of the on-site septic facilities that have to be constructed; this is especially true for restaurants.

As funds become available, the Village should evaluate the feasibility of a centralized sewer system. Not only would a centralized system alleviate concerns about development near Salado Creek, but it would also help with the long-term economic well-being of Salado by contributing to the vitality and success of Main Street. The funding of a centralized system could be a joint effort between the Village and other interested parties, such as the Brazos River Authority or a private developer.

In Summary

The recommendations within this Public Facilities Plan are intended to provide general guidance for anticipated future public facility and service needs, as well as for possible water and wastewater service needs. However, detailed architectural evaluations should be undertaken and citizen input should be considered prior to initiating the design of any new facility or modifying any existing public facility. It is recommended that in approximately five years, the Village initiate a detailed public facilities study to determine if the expansion of existing services or provision of additional services has become necessary.

In terms of water and wastewater service provision, the Salado Water Supply Corporation is currently serving the Village and surrounding area with water adequately, and improvements to the system are being made on an as-needed, on-going basis. Wastewater is individualized with on-site septic systems. Establishing a centralized system should be an on-going consideration for the Village. Considerations should include the possibility of working with the Brazos River Authority or with private developers to establish such a system(s).



PART SEVEN: HISTORIC PRESERVATION STRATEGIES

Introduction

The importance of Salado's historic areas cannot be overstated. The reverence that both Village citizens and leaders have for such areas is apparent in the fact that almost every chapter of this Comprehensive Plan – including the *Guiding Principles*, the *Future Land Use Plan*, the *Parks & Recreation Plan*, the *Public Facilities Plan* – discusses some aspect of how historic structures/sites are respected through the planning process. This part of the Comprehensive Plan, the *Historic Preservation Strategies*, is intended to provide a basis for the *Historic District* within the Salado Zoning Ordinance and to provide guidance for the continued preservation of historic sites and structures.

We want to live in communities that are identifiable and distinct and that have a strong sense of the past and realistic expectations of the future. Buildings were the dreams of our ancestors in brick and mortar. Preserving our ancestors' dreams is not only economically sound, but helps create a sense of community and identity for generations to come.

Identified Principles & Actions

During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to the Village's historic resources, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 5:

Ensure that the Village of Salado's past is preserved, maintained, and honored when making decisions regarding the Village's future.

- Action 5.1:** Provide an assessment of historic areas and structures.
- Action 5.2:** Explore options for ensuring the preservation of historic areas and structures; such options include establishing an "historic preservation district" (within the Zoning Ordinance), or establishing an "historic overlay district" (within the Zoning Ordinance).
- Action 5.3:** Establish ways in which the Village can honor its history and use it to bolster civic pride.
- Action 5.4:** Utilize the *Comprehensive Plan* and the *Historic Preservation Strategies Plan* in the plan review process and in daily decision-making regarding zoning, land use and development proposals.

Using Principle 5 as a guide, the action items listed will be addressed herein to the furthest extent possible.

The Salado Historical Society

The Village of Salado has long been recognized for its rich history. Long before it was incorporated the citizens of the community organized the Salado Historical Society (SHS) with the desire to identify and protect its historical landmarks. Then, with no local governing body and no authority to protect those landmarks, SHS sought legislation from the State of Texas that would give legitimacy and support for its effort. In 1989 the Texas State Legislature passed a resolution that recognized an area of Salado as a historic district. One of the intents of the resolution was to formally encourage builders to voluntarily respect the special historic character of Salado. The Salado Historical Society then appointed a Historic District Committee which established Historic District Guidelines as standards to guide development within the District. Using these non-enforceable guidelines the SHS attempted to preserve and protect the Village's heritage and to ensure that important local historic resources are protected as new development occurs. This was challenging for a number of years due to the fact that the Village was not incorporated until 2000; no incorporated area existed through which zoning regulations could be imposed. As one member of the Historic District Committee wrote in a memo to the Board of Aldermen in 2001⁷¹, results of the SHS's efforts were mixed, and:

While most people making improvements within the Village have considered the suggestions and recommendations of the Committee, development is frequently underway before the Committee has the chance to meet with the developer to review Historic District Guidelines. Although the Committee has been able to encourage and to frequently persuade people to comply with the Guidelines, there has been no way to assure compliance or to know, in advance, that development is contemplated.

The Society attempted to maintain and preserve historic structures and property primarily through securing recognized historic status for them. The Salado Historical Society was successful in achieving this for numerous historic resources. Designations were obtained for over 30 historic structures or properties from the Texas Centennial Commission, Texas Historical Commission, and the National Register of Historic Places. The Salado Historical Society remains an active and involved organization, as evidenced by the following:

- SHS owns and maintains two 19th Century log cabins and opens them regularly to the public;
- The Society rents a room within the Civic Center where items related to Salado's history are on display;
- The Society has recently assumed responsibility for maintaining the West Salado Cemetery in which early African-Americans, particularly slaves, are buried;
- SHS continues to research and secure state and national markers for historic places, sites, and gravesites;

⁷¹ Memo from the Historic District Committee of the Salado Historical Society to the Village Board of Aldermen dated 04/20/01 with subject heading "Request for adoption of an ordinance that will establish a historic district, historic landmarks, a Board of Architectural Review, standards and procedures to preserve and protect the historic qualities of Salado".

- > Representatives of the SHS attend municipal meetings and frequently discuss with Aldermen issues of concern to the Society;
- > SHS received a grant from the Salado Tourism Board to prepare tapes for the Society's self-guided visitors' driving tour of historic places in the Village.

The Salado Historic Society voluntarily provides the Village with an important service - helping to preserve Salado's history for future generations. The Village should continue to work closely with the SHS in this endeavor. This Comprehensive Plan, as well as the ordinances passed by the Village of Salado in recent years, have been initiated and adopted partly in an attempt to preserve the unique historic character of the Village. This *Historic Preservation Strategies* section is specifically written to that end.

The Historic District Within the Salado Zoning Ordinance

One of the most important features of the Village's newly adopted Zoning Ordinance is the Historic District. Based on input from the Salado Historical Society⁷², the Historic District provides a regulatory mechanism for the protection of historic buildings within a specified area of Salado. The boundaries of the District are shown in *Illustration 7-1*. The following sections list the structures itemized within the Historic District, discuss specific aspects of the regulations themselves, and outline the process of development within the District.

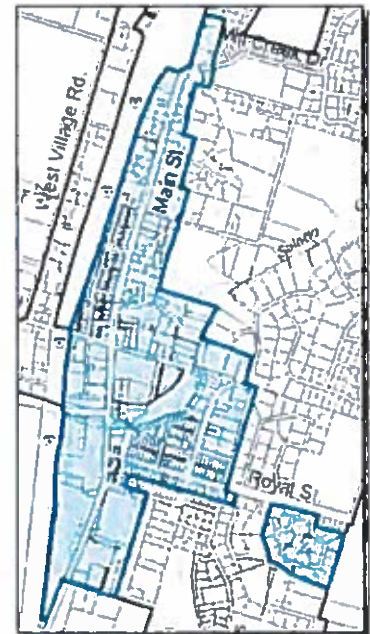


Illustration 7-1
THE HISTORIC DISTRICT BOUNDARIES

STRUCTURES LISTED WITHIN THE HISTORIC DISTRICT

There are numerous structures and sites that are listed within the District that are specifically designated as *Historic Landmarks*. External alterations to any structures listed must be specifically approved by the Village, as will be discussed in detail later within this *Historic Preservation Strategies* document. The structures and sites listed in the Zoning Ordinance are as follows.

Landmarks Designated by the Texas Centennial Commission, Texas Historical Commission, by the National Register of Historic Places, and/or by the Planning & Zoning Commission and Board of Aldermen:

- | | |
|---|-----------------------------|
| Site of Alexander's Medical Distillery (Subject Marker) | Center Circle |
| Anderson House and Store | Main Street |
| Armstrong-Adams House | Main Street & Thomas Arnold |

⁷² Ibid

George W. Baines House	Royal Street
Moses H. Denman Log Cabin	Van Bibber Lane
First Baptist Church (Subject Marker)	Main Street
Captain Robert B. Halley House	Main Street
Hendrickson-Caskey House	Center Circle
Lenticular Bridge (Subject Marker)	Main Street
McKie House - Twelve Oaks	Center Circle
Norton-Orgain House	Main Street
Major A.J. Rose House	Wm. Rose Way
Major Archibald J. Rose (Subject Marker)	Wm. Rose Way
Salado Bridge (Subject Marker)	Main Street at Salado Creek
Salado Creek Natural Landmark (First in Texas)	Main Street
Salado Church of Christ (Subject Marker)	IH 35
Salado College Ruins Archeological Site	Main Street
Welborn Barton, M.D. House	Main Street
J.M.G. Davis House	Pace Park Road
Site of Davis Mill (Subject Marker)	Main Street & Pace Park Road
Salado United Methodist Church	Thomas Arnold Road
Stagecoach Inn	Main Street
Levi Tenney House	Pace Park Road
Orville T. Tyler House	Main Street
Vickery-Berry House	Main Street
Granville N. Vickery House	Main Street
Barbee-Berry Mercantile Building	Main Street
Thomas Arnold High School (Subject Marker)	Main Street
Salado Cemetery (Subject Marker)	Baines Street
Old Salado Graveyard (Historic Texas Cemetery)	Salado Cemetery
Rev. James & Fanny Ferguson (Subject Marker)	Salado Cemetery
Captain Robert B. Halley (Subject Marker)	Salado Cemetery
Dr. Samuel & Charlotte H. Jones (Subject Marker)	Salado Cemetery

Landmarks Designated by the Village of Salado (the Salado Historical Society, Planning & Zoning Commission, and Board of Aldermen):

Boles - Aiken Log Cabin	Van Bibber Lane
Old Salado Church of Christ	Main Street
Hamblen-Aiken Cemetery	Van Bibber Lane
First State Bank Building (Grace Jones)	Royal Street
Thomas Arnold High School Site	Mill Creek Golf Course
Stagecoach Inn Log Cabin	Main Street
Salado Public School (Old Red School-Civic Center)	Main Street
Vickrey-Berry Carriage House	Main Street
Hutchens House	Main Street
Rose Dipping Vat	Table Rock Walking Trail - Royal Street

SPECIFIC ASPECTS OF THE SALADO HISTORIC DISTRICT

One of the primary considerations at the initiation of this comprehensive planning process was the historic character of the Village of Salado. One of the primary ways in which the Village has chosen to ensure that this character is maintained is through the adoption of a Historic District (HD) within the Zoning Ordinance. Similar to other zoning districts, the HD has various height regulations, lot regulations, area regulations, etc. However, there are many aspects of the regulations within the HD that are unlike many other zoning districts. The following sections describe the most significant characteristics of the Historic District.

Design-Related Regulations

One of the best ways in which to ensure that Salado's past would be respected in the future, as Principle 5 states it should be, is to ensure to the furthest extent that new development is designed to be compatible with existing buildings within the HD. The following design criteria were determined to be the best way in which to ensure that this occurred:

- Façade offsets should be required to eliminate long expanses of visually unappealing flat walls;
- The architecture should achieve a majority of the following:
 - ▣ Architectural compatibility;
 - ▣ Human scale design;
 - ▣ Integration of uses;
 - ▣ Encouragement of pedestrian activity;
 - ▣ Buildings that relate to, and are oriented toward, areas and surrounding buildings;
 - ▣ Residential-scale buildings;
 - ▣ Buildings that are designed with facade variation;
 - ▣ Buildings that contain special architectural features to signify entrances; and,
 - ▣ Buildings that focus activity around a central green space.
- The following factors to determine the appropriateness of the development should include:
 - ▣ The effect of the proposed development on the general historic, cultural, and architectural nature of the Historic District or landmark.
 - ▣ The appropriateness of exterior architectural features that can be seen from a public street, alley, or walkway.
 - ▣ The general design, arrangement, texture, color, and material of the building, or structure, and the relation of such factors to similar features of buildings, or structures, in the district, and the conformity of the development to the general character of the Historic District.
- Open storage, defined as the storing outside a building of any goods, materials, merchandise or equipment for more than 24 hours, should be prohibited;

- Outside (temporary) display of merchandise, which can be attractive and is important to the retail shops in the HD, should be permitted, but should also be somewhat limited in terms of its location and duration.
- Signage should be attractive and compatible with the historic character of the District.

Parking Regulations

Parking was identified early in the process as an issue. While on-street parking makes pedestrian access sometimes challenging, the retail stores, art galleries, and other businesses that are the life of the HD need to have parking areas in close proximity. Also of concern was not requiring the typical amount of parking spaces in relation to square footage – the HD is a special area that cannot be equated with the parking regulations generally applied to downtown or retail areas. The following regulations were the result of these considerations:

- On-street parking would remain in place;
- One space per three hundred square feet of floor space should be required for retail and office uses;
- Parking areas with 16 spaces or less should be able to be constructed with an all-weather surface such as gravel; and,
- Shared parking between uses should be allowed; the reduction should be up to 50 percent.

Special Oversight Within the Historic District

Due to its unique character, there are special oversight regulations needed. There are three primary ways in which this occurs: First, there is additional oversight of historic landmarks and properties. Second, there is additional oversight in the form of a permitting procedure for elements related to the built environment. And third, a separate process for the approval of new development projects is also different within the Historic District than it generally is within other zoning districts. The following

¶

determined that several landmarks had already been identified by various entities as historically significant, and therefore should be included in the Ordinance. These were previously listed herein. There is also a mechanism to designate new landmarks according to specific criteria.

PERMITTING PROCEDURE

Within the HD, additional oversight for certain action was determined to be warranted. Permits indicating that the proposed action is in conformance with the Zoning Ordinance are needed prior to the action being taken. The Planning & Zoning Commission may approve such a permit,

but if the Commission denies the permit, the denial can be appealed to the Board of Aldermen. Actions that must be specifically permitted include:

- ❑ External alteration of a Historic Landmark or structure;
- ❑ Placement of a sign on the exterior of any building, object or site, including vacant lots (includes painting of a sign);
- ❑ Demolition of a Historic Landmark, including secondary buildings and landscape features;
- ❑ Ordinary repair and maintenance if it involves a portion of a property that is currently in non-compliance with Village regulations; and,
- ❑ New development or redevelopment (more on this in the following section).

NEW DEVELOPMENT

In addition to the required permit, there is increased oversight for new development in the HD in terms of the development approval process. In most cases, concept plan and site plan applications can be approved by the Village Mayor (or administrator, when applicable). In the HD, concept plans and site plans have to be approved by the Planning & Zoning Commission. If the Planning & Zoning Commission denies either one, the denial can be appealed to the Board of Aldermen. The following illustration graphically depicts the development review process within the Historic District⁷⁻¹.

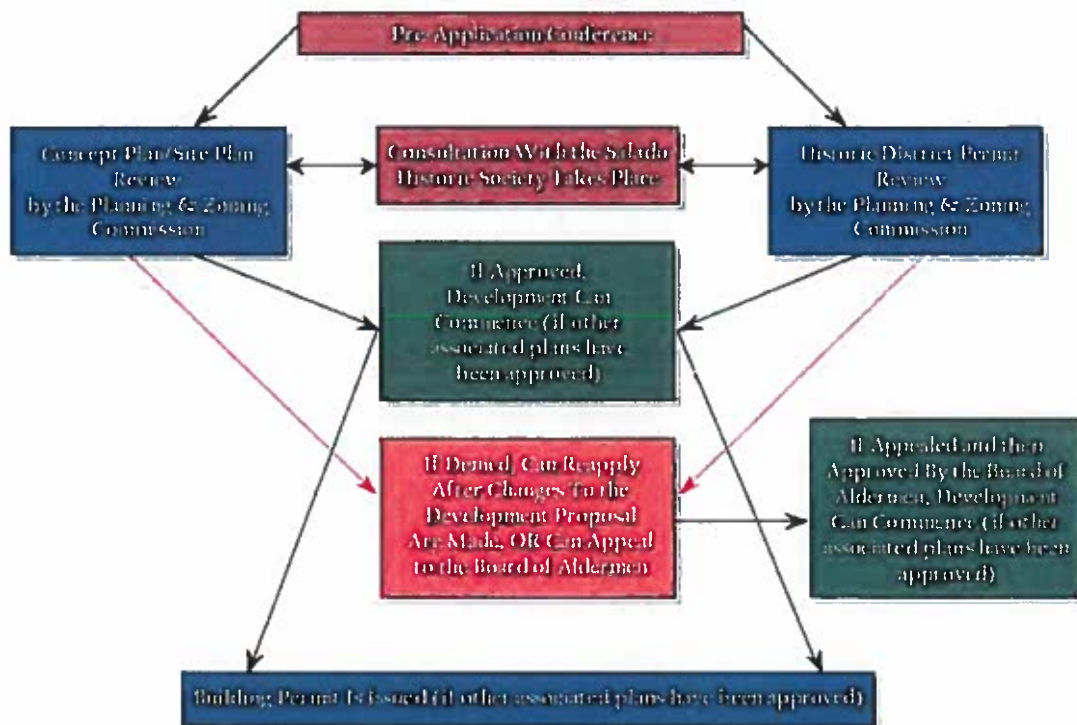


Illustration 7-2
THE REVIEW PROCESS FOR NEW DEVELOPMENT WITHIN THE HISTORIC DISTRICT

⁷⁻¹ Does not illustrate the Subdivision Ordinance review process directly, but the associated plans referenced include those that are required within the Subdivision Ordinance.

Programs Available for Historic Preservation Initiatives

While historic preservation efforts are important to maintaining the Village's character and uniqueness, such efforts will likely require funding in the future that the Village of Salado itself cannot directly provide. Also recognizing the importance of preserving history, both federal and state government entities have established various programs that provide related funding aid. Other programs available do not necessarily provide monetary help, but provide for 1) increased regulatory protection for recognized areas and 2) assistance with policy-related initiatives. The following sections provide an overview of selected historic preservation programs that may be particularly suitable for the Village of Salado.

STATE PROGRAMS

It should be noted that while these grants and programs are listed as state programs, many were initiated at the federal level. In many cases, the state of Texas receives federal funding that is then dispersed to local governments and entities at the state level.

Certified Local Government (CLG) Grants

Information for this section from the *Texas Historical Commission* website, from the *Grants & Incentives* link and the *Certified Local Government* link.

This type of grant provides funding to enable certified cities and counties to develop quality programs and fully participate in the state's preservation process through specific actions (as described in the bulleted list below). CLG grants, which generally range from \$250 to \$10,000, require matching funds. Actions eligible for this type of grant include:

- Training for local preservation commissions;
- Completing or updating surveys of historic resources;
- Producing historical walking or driving tour brochures, videos or other educational materials;
- Preparing preservation plans; and
- Preparing National Register of Historic Places nominations.

CLG grants are funded with federal money through the National Park Service Historic Preservation Fund (HPF). By federal law, the Texas Historical Commission (THC) must set aside at least ten percent of its HPF funds for CLG grants on an annual basis.

BECOMING A CERTIFIED LOCAL GOVERNMENT (CLG)

Cities and counties are both eligible for CLG status. In general, to qualify as a CLG, a local government must:

- Enforce state or local legislation that protects historic properties;

- ❑ Establish a qualified review commission composed of professional and lay members;
- ❑ Maintain a system for surveying and inventorying historic properties;
- ❑ Provide for public participation in the historic preservation process, including recommending properties to the National Register of Historic Places.

Specifically, to qualify as a CLG, a local government should follow these steps:

- ❑ Contact the CLG Coordinator at the Texas Historical Commission (THC) prior to preparing an application; this will likely reduce delays for official designation.
- ❑ Submit a *Request for Certified Local Government Status* form, which may be obtained from the THC. This form must be signed by the chief elected official of the interested local government and submitted to the THC's executive director.
- ❑ Enclose a copy of the local preservation ordinance (municipalities) or copy of the county historical commission's adopted by-laws (counties).
- ❑ Enclose a list of locally designated properties, Recorded Texas Historic Landmarks, State Archeological Landmarks and National Register properties. Include maps and statements of significance.
- ❑ Enclose a resume or brief biography for each member of the review commission, board or committee.
- ❑ Enclose a copy of an adopted preservation plan or a list of goals and objectives for the local preservation program.

After being designated, the CLG must then provide an annual report to the THC describing preservation-related actions such as initiatives that were taken during the previous year, additions of historical listings, and public participation processes. Numerous local governments in Texas have recognized the benefits of becoming a *Certified Local Government*. There are over 50 designated cities and counties throughout the state, including several in the vicinity of Salado, such as Comal and Hays counties, and the cities of Round Rock, Georgetown, New Braunfels, San Marcos, and Waxahachie.

Importance of the
CLG Program to
Salado

Being designated a Certified Local Government would make Salado eligible for grant funding for which it would not otherwise be eligible.

The particular actions for which CLG grants could be used are applicable to Salado. For instance, funding could be used to producing a brochure or video of the numerous historical features of the Village, which would not only be educational for citizens but would also likely be a good marketing tool!

Texas Preservation Trust Fund (TPTF) Grants

Information for this section from the *Texas Historical Commission* website, from the [Grants & Incentives](#) link and the [Texas Preservation Funds](#) link.

Sponsored by the Texas Historical Commission, this type of grant is given to both public and private entities to help fund projects for acquisition, development, planning and/or education related to cultural resources. The Texas Preservation Trust Fund (TPTF) was created in 1989 by the legislature, and funding is accrued from interest on other public and private (i.e., gifted) monies. Project types eligible for a TPTF grant include:

- Archeological sites;
- Commercial buildings;
- Public buildings such as schools, city halls, libraries and museums;
- Unique historic structures such as bridges, water towers, lighthouses and ships;
- Monies for training individuals and organizations about historic resources and preservation techniques.

For fiscal year 2003, more than 50 requests for grants ranging from \$2,500 to \$30,000 were received, and 20 grants totaling over \$400,000 were awarded. Grants for fiscal year 2004 have already been awarded – funding totaled \$415,000, with grants ranging from \$5,000 to almost \$40,000. These grants require matching funds.

Heritage Tourism Program

Information for this section from the *Texas Historical Commission* website, from the [Frequently Asked Questions](#) link and the [Heritage Tourism](#) link.

Sponsored by the Texas Historical Commission, this program provides grant funding for trails to historic and cultural sites, but also provides general preservation assistance for public groups such as historical commissions, convention and visitors' bureaus, and chambers of commerce. Specialists with the program "review proposals for assistance, and then determine the agency's involvement based on the current availability of staff and resources and on an assessment of the proposed project's viability".

Importance of the Heritage Tourism Program to Salado:

The economy in Salado is tourism based. Assistance offered by the Heritage Tourism Program could help the Village fine-tune local tourism-related efforts. In addition, funding for the trail system recommended in the *Parks & Recreation Plan* could be secured through this program.

A detailed discussion of the related Texas Heritage Trails Program is included in the *Parks & Recreation Plan*, Part Five of this Comprehensive Plan.

Importance of the TPTF Program to Salado:

Unlike the CLG Program, there is not special designation that Salado would have to have to apply for a Texas Preservation Trust Fund grant. Actions for which TPTF grants could be used are also applicable to Salado. For instance, funding could be used when/if the Village decides to pursue the purchase of a historic structure for a new municipal building, as was recommended in the *Public Facilities Plan*.

The Texas Downtown Association – The Anice Read Fund

Information for this section from the *Texas Downtown Association* website, from the Homepage and the *Anice Read Fund* link.

The Texas Downtown Association was created in 1985 as an organization that would help communities with active downtowns communicate with and learn from one another. As stated on the Texas Downtown Association's website, the organization is dedicated to supporting and assisting organizations and individuals committed to revitalizing centers of large and small communities throughout Texas by:

- Promoting the historic preservation, economic development and community vitality of downtown and neighborhood commercial districts;
- Educating members and providing a forum to share ideas, successes and challenges;
- Advocating member interests statewide; and
- Providing technical expertise and resources.

Although it is not directly affiliated with the Texas Main Street Program, the Texas Downtown Association does work closely with the program. The association has almost 400 members and has been involved in various downtown projects totaling over \$1 billion.

The Anice Read Fund is a grant program that was established as a cooperative effort between the Texas Downtown Association and a charitable organization called the Communities Foundation of Texas⁷⁴. The Fund has provided grants to several communities that are members of the Texas Downtown Organization since it was established in 1999. Grants are typically distributed in amounts of between \$1,000 and \$5,000, and downtown-related projects funded include those related to physical improvements, professional development, and program development. Examples of projects funded include assistance with historic railroad depot restorations, visitor center restorations, and scholarships for training for downtown managers.

Importance of the Texas Downtown Association to Salado

Not only would membership in the Texas Downtown Association provide Village officials with the opportunity for communication and advocacy of historic preservation initiatives, it would also make Salado eligible for grant funding (from the Anice Read Fund) for which it would not otherwise be eligible.

FEDERAL PROGRAMS

Federal Tax Credits

Information for this section from the *Heritage Preservation Services* website, which is sponsored by the National Park Service, from the *Federal Historic Preservation Tax Credit* link.

FEDERAL HISTORIC PRESERVATION TAX INCENTIVES PROGRAM

The National Park Service administers this program in partnership with the Internal Revenue Service and with State historic preservation personnel. The federal government claims that the

⁷⁴ Communities Foundation of Texas, Inc. is a permanent endowment built by gifts, endowments, and bequests from individuals and organizations. It is a non-profit, public charity that acts on donors' charitable wishes both during their lifetime and in perpetuity. More information can be found at www.texasdowntown.org/maintda.pdf.

tax incentives have spurred rehabilitation of numerous historic structures of every period, size, style and type. Other residual positive effects stated include the attraction new private investment to historic core areas, generation of jobs, enhancement of property values, and creation of additional revenue for State and local governments through increased property, business and income taxes. The tax incentives for preservation⁷⁵ specifically include:

- ▣ Twenty percent tax credit for the *certified rehabilitation of certified historic structures* - The twenty percent rehabilitation tax credit equals twenty percent of the amount spent in a *certified rehabilitation of a certified historic structure*;
- ▣ Ten percent tax credit for the rehabilitation of *non-historic, non-residential buildings* built before 1936 - The ten percent rehabilitation tax credit equals 10% of the amount spent to rehabilitate a *non-historic building* built before 1936;

For both credits, the rehabilitation must be a *substantial* one and must involve a *depreciable* building. Definitions for all terms in italics apply, and are listed within the applicable tax law.

TAX DEDUCTIONS FOR PARTIAL INTERESTS IN HISTORIC PROPERTY

This allows for income and estate tax deductions for charitable contributions of partial interests in historic property, principally easements (discussed below). Generally, a donation of a qualified real property interest to preserve a *historically important land area* or a *certified historic structure* meets the test of a charitable contribution for conservation purposes. For purposes of the charitable contribution provisions only, a *certified historic structure* need not be depreciable to qualify, may be a structure other than a building and may also be a portion of a building such as a facade, if that is all that remains, and may include the land area on which it is located.

Historic Preservation Easements

Information for this section from the *Heritage Preservation Services* website, which is sponsored by the National Park Service, from the *Historic Preservation Easements* link.

A preservation easement is a voluntary legal agreement that protects historic or cultural property, thereby ensuring that the property's intrinsic values will be preserved through subsequent ownership. An entire historic structure or just the facade or interior may qualify. Under the terms of an easement, a property owner grants a portion of, or interest in, his/her property rights to an organization whose mission includes historic preservation. Once recorded, an easement becomes part of the property's chain of title and usually "runs with the land" in perpetuity, thus binding not only the owner who grants the easement but all

Importance of the Federal Tax Credits to Salado:

Although federal tax credits are not directly applicable to the Village municipal government, knowledge of the fact that they exist and of their benefits may someday be helpful to the Village. For instance, Salado may be able to convince a property owner of the tax benefits of rehabilitation as opposed to demolition. The Village may also be able to secure facade easements through explanation of related benefits, and thereby ensure the continued visual appeal of Main Street.

⁷⁵ Established by the Tax Reform Act of 1986 (PL 99-514, Internal Revenue Code Section 47 [formerly Section 48(g)])

future owners as well. Therefore, there are two primary benefits of donating an easement. One is the fact that the tax incentives, discussed in the previous section, often apply. And two, the individual actually retains private ownership of the property.

Save America's Treasures

Information for this section from the *President's Committee on the Arts and the Humanities* website, from the *Programs* link, and then the *Save America's Treasures* link.

Save America's Treasures (SAT) grants are sponsored by the National Park Service in partnership with several groups: the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services, and the President's Committee on the Arts and the Humanities. These competitive grants require matching funds, which can be cash or donated services (but cannot be from other federal monies); both the grant and the matching funds

Importance of the Save America's Treasures Program to Salado

There are numerous historic resources in Salado, many of which have national significance as evidenced by their designation by the National Register of Historic Places (see page 7-2). One such resource is Salado College and the related ruins. Funding for projects related to these resources could be secured through this program.

must be used during the grant period, which is generally 2 to 3 years, to execute the funded project. Grant amounts vary based on the project - the minimum for collections projects is \$50,000, the minimum for historic property projects is \$250,000. In 2003, the average federal grant award to collections was \$172,000 and the average award to historic properties was \$268,000.

Projects awarded typically involve preservation work on nationally significant intellectual, cultural artifacts, and/or nationally significant historic structures and sites. Intellectual and cultural artifacts include artifacts,

collections, documents, sculpture and works of art. Historic structures and sites include historic districts, sites, buildings, structures and objects. Other criteria include:

- The collections or historic properties must be nationally significant;
- The collections or historic properties must be threatened, endangered or otherwise demonstrate an urgent preservation and/or conservation need;
- Projects must address the threat and must have a clear public benefit (for example, historic places open for visitation); and
- Projects must be feasible, meaning that they must be able to be accomplished within the proposed activities, schedule and budget described in the application.

One application from Texas was chosen to receive a grant in 2003. The SAT grant was for the Elisabet Ney Studio Formosa in Austin and was in the amount of \$250,000. The building was constructed in 1892 and was designed by Elisabet Ney, who was a German sculptor who immigrated to America. The studio now houses a collection of her work, and the grant monies will be used to address water penetration into the building.

The National Trust for Historic Preservation (NTHP)

Information for this section from *The National Trust for Historic Preservation* website, from the *State & Local Partnerships* link and *The National Trust in Texas* link

The National Trust supports preservation in Texas through its Southwest Regional Office. There are several programs that the Trust offers, including grant funding, workshops, and scholarships. The two primary grant programs are detailed in the following sections.

THE PRESERVATION SERVICES FUND (PSF)

This program provides funding primarily for planning efforts related to historic preservation projects. The program is not specific to Texas, but Texas was at the forefront of funding in 2002, receiving 17 out of 24 grants issued and receiving a total of over \$65,000. Examples of planning efforts funded include the following:

- ❑ Investigating the interior walls of a landmark structure to reveal historic murals that may be hidden under layers of paint (Fair Park, Dallas);
- ❑ Assessing and future planning for the restoration of a historic public school (Austin Middle School, Galveston);
- ❑ Hiring a preservation architect to establish a restoration plan for a house turned museum (Swenson House, Abilene); and,
- ❑ Assembling historical information, mapping data, and cultural landscape information about a national landmark into one cohesive document (Fort Brown National Historic Landmark, Brownsville).

Importance of the NTHP to Salado:

As the examples from Texas show, the National Trust for Historic Preservation is an active federal program within the state. The Preservation Services Fund could be helpful to the Village to fund planning projects. For example, grant funds could be used in a cooperative effort between the Village and the Salado ISD to determine future plans for the Salado Civic Center. The availability of potential grants from the Intervention Fund is good knowledge for the Village to have in case an emergency situation related to a historic structure or historic land arises.

THE INTERVENTION FUND

The Intervention Fund is different than the other grant funds listed in that it is for emergencies related to the demolition of historic structures. The monies from the Intervention Fund often are applied to costs associated with expert testimony, emergency evaluations, emergency stabilizations, etc. The following are examples of the way in which such grants have been applied:

- ❑ Examining a structural wall issue for the Texas Historical Commission (Courthouse, Leon County);
- ❑ Repairing and modifying a drainage system (El Paso Women's Club, El Paso);
- ❑ Evaluating the feasibility of rehabilitating a historic public school, including expert testimony on the issue (Crozier Tech High School, Dallas); and,

- Evaluating the feasibility of rehabilitating/re-using versus demolishing a historic jail building; the result was that re-use was feasible, and a PSF grant for a master plan for the jail was applied for and funded (Ellis County Jail, Waxahachie).

ADVOCACY GROUPS

Texas Main Street Program

Information for this section from the *Texas Historical Commission* website, from the *Main Street* link.

The Texas Historical Commission's Main Street Program has become a popular and useful historic preservation and revitalization tool for numerous communities across Texas since it began in 1981. Specifically, the program strives to revitalize *historic downtowns and neighborhood commercial districts by utilizing preservation and economic development strategies*. A maximum of five communities are selected on an annual basis, and all applicant communities must have historic commercial buildings in the downtown areas. Benefits of the Main Street Program, as listed on the Texas Historical Commission website are:

- Ongoing comprehensive training for Main Street managers and board members;
- Training for communities in successful economic development approaches;
- A three-day, on-site evaluation and full report with recommendations;
- Design assistance;
- Consultation with downtown merchants about visual merchandising and window display;
- Advice on heritage tourism programs and marketing;
- Participation in the First Lady's Tour of Main Street cities (This is a tour the First Lady of Texas takes of each newly designated Main Street cities on an annual basis to celebrate the initiation of the program.)

In order to qualify for designation, communities must agree to hire a full-time Main Street manager for three years; after the three-year period, the community must then have a manager that allocates at least 51 percent of their time to Main Street initiatives. There are over 80 communities that are currently participating in the Texas Main Street Program, including several near Salado, such as Waxahachie, Hillsboro, Georgetown, New Braunfels, and San Marcos. The program does not provide grants or funding directly; private investment/reinvestment and local public monies typically fund the program, although some communities do establish related local incentive grants.

Importance of the Texas Main Street Program to Salado

Salado likely has one of the most unique main streets in Texas, as evidenced by the numerous visitors that come to experience it on a continual basis. The Texas Main Street Program does not offer direct funding. However, if Salado was able to attain Texas Main Street status, it would increase the Village's profile throughout the state. It would also offer a way for Village officials to interact and communicate with other Texas cities about successes and challenges related to main street areas. The full-time Main Street Manager may make the application for Texas Main Street status infeasible in the short-term, but it still should be considered in the long-term.

Preservation Texas

Information for this section from the *Preservation Texas* website.

Preservation Texas is an advocacy group that is committed to preserving historical elements of the built environment as well as the physical environment throughout the state. Founded in 1985, the organization has developed partnerships and created a strong presence that has affected legislation related to preservation. For example, in 1998 Preservation Texas nominated 225 historic Texas courthouses for inclusion on the list of America's 11 Most Endangered Places selected by the National Trust for Historic Preservation and was successful in this endeavor. In 1999 the organization joined with other groups to lobby for state funded grants that would help incur the cost of preserving the courthouses; this was also successful, resulting in the legislature pledging \$50 million in grants toward the effort. The goals of Preservation Texas, as stated on the official website, include the preservation of historic resources of Texas by:

- Educating through conferences and seminars;
- Advocating for local, state and national policies that promote preservation;
- Collaborating through peer groups and associations with other organizations; and,
- Communicating through a quarterly newsletter, Web site, Advocacy Alerts and other publications.

Members of this organization include individuals, government agencies, local nonprofit organizations and other groups concerned with preserving Texas' built environment and historic sites and resources. Benefits of membership include:

- Opportunities for educational and special events and workshops;
- News of preservation successes and needs in Texas;
- Legislative and Congressional updates related to historic preservation; and,
- Notification of state and national preservation events.

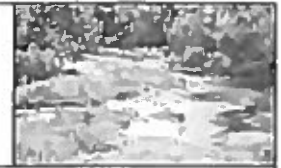
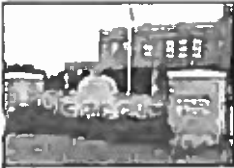
In Summary

The Historic District of Salado, which is anchored by Main Street, is a unique place, full of historic landmarks, thriving retail shops, bed-and-breakfasts, and people, both citizens and visitors. In order to maintain the Village's historic character, this *Historic Preservation Strategies* part of the Comprehensive Plan has outlined what has been done in the past, for instance the Salado Historic Society's actions, and what

Importance of the Preservation Texas Program to Salado:

Although no funding is directly available through the Preservation Texas program, involvement in it may provide Salado an avenue to communicate with other cities that have similar historic resources. Also, the Preservation Texas organization maintains close relationships with other national and state programs through which funding for future projects in Salado may be available.

is being done in the present, specifically with recent ordinances as well as this planning effort. As a result, for the future three specific recommendations are needed. First, the Village should work closely and actively with the Salado Historical Society – this group has been at the forefront of protecting local historic resources for years, and their expertise and knowledge will be valuable as the Village continues in its goal of preserving historic resources. Second, the Village should work closely with other local groups that have similar ideals in terms of historic preservation; in working with these groups and with the Salado Historic Society, the Village may be able to apply for and receive grant funds for historic preservation efforts in addition to those that the Village may be able to secure on its own. This leads to the third recommendation, which is that Salado should compile a list of preservation-related projects that could be pursued and then should review the discussion of available grants herein, especially those which do not require matching funds; the Village should then apply for grants either on its own or as a joint effort with other civic groups. Application for some grants listed may also require that Salado become a member of a specific organization, and this should be part of the review process of the grants. Following these recommendations, the Village of Salado will be able to proactively preserve its historic resources, not only for the cultural and economic health of the Village but also for future generations.



PART EIGHT: CORRIDOR DESIGN STUDIES

Introduction

The Village of Salado has a unique opportunity to make a substantial regional impression because of its proximity to Interstate Highway 35. This location means that millions of people travel through the Village each year. Another corridor within Salado, Main Street, is also significant – it is a densely developed historic area that serves as the primary location of the Village’s tourism activities. Interstate 35 and Main Street are extremely different corridors, but are also extremely important to how the Village of Salado is visually perceived. These two corridors will be the primary focus of the discussion herein, which will address ways in which Salado can ensure that its visual appeal reflects the community image that is desired.

Identified Principles & Actions

During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to the visual appeal of the Village’s corridors, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 6:

Ensure that a positive image of the Village of Salado is projected within its major corridors.

- Action 6.1: Establish the corridors within which the Village should concentrate its efforts; such corridors will likely include Interstate Highway 35 and Main Street.
- Action 6.2: Establish the image that the Village wants to project within these corridors, and effective ways in which this can be pursued.
- Action 6.3: Explore options for projecting the Village’s desired image, such options include establishing corridor overlay districts (within the Zoning Ordinance).
- Action 6.4: Establish criteria, design guidelines, and/or standards by which the Village can evaluate private projects and their contributions to Salado’s desired image within these corridors.

Action 6.5: Utilize the *Comprehensive Plan* and the *Corridor Design Guidelines* in the plan review process, and in daily decision-making regarding zoning, land use and development proposals.

Using Principle 6 as a guide, the action items listed will be addressed herein to the furthest extent possible.

Design Considerations Along the Interstate Highway 35 Corridor

Interstate Highway 35 is a major thoroughfare that has the potential to make a major impact in the way in which Salado is viewed, and in turn, on whether travelers want to stop and visit the Village. Design guidelines should be oriented toward the ideal of ensuring that new development contributes to the ideal of being inviting. Some of the development along the Interstate within the Village limits meets this ideal, while some does not. The historical Methodist Church with the Exxon/Burger King that are across the street from one another along the same side of the highway are a prime example of these two extremes – while the church invites people to stop and experience the rich history of Salado, the Exxon/Burger King combination store implies that Salado is not unique to many other areas located along the Interstate. The following sections are intended to provide ways in which to ensure that the Village of Salado will be perceived positively along Interstate Highway 35 and that it will be recognized as the unique community that it really is as new development occurs in the future.

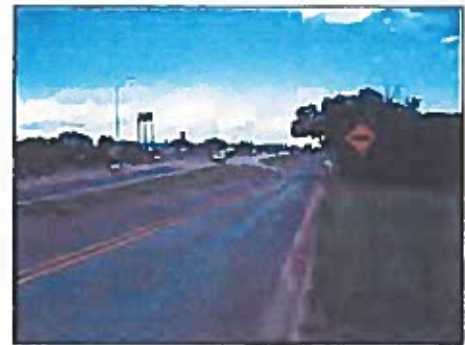


Illustration 8-1
The Interstate Highway 35 Corridor As it Exists Today

NON-RESIDENTIAL BUILDING SIZE STANDARDS



Illustration 8-2
An Example of a Retail Use That Could Locate Along Interstate Highway 35

The *Future Land Use Plan* discusses the fact that as the Village increases in population size, there will be an increasing need for larger retail stores. These retail opportunities are different in nature and size than what has developed previously and what is envisioned to develop in the future in the core area of Salado (page 3.9 of the *Future Land Use Plan*). The core area of Salado that is referred to describes the area along Main Street, which will be discussed in following sections of this *Corridor Design Studies* document. The *Future Land Use Plan* also recommends areas along Interstate Highway 35 for such retail uses, termed *regional retail*.

The visual appeal of the Interstate Highway 35 corridor will not be compromised as long as the regional retail uses that develop are attractively designed, to ensure this, building material and façade articulation standards are recommended herein (page 8.6 and 8.7). Important for the purposes of this discussion is the concept that larger buildings should be permitted to locate along the Interstate. Specifically, structures that are the size of a Barnes & Noble, H-E-B Central Market, or a Hobby Lobby (an arts and-crafts store) should be encouraged. At the same time, however, this would still not permit large “big-box” stores like Wal-Mart or Lowe’s. Larger structures within the Interstate Highway 35 corridor would provide residents and visitors Salado more diverse retail opportunities while maintaining the smaller, more individualized retail core that exists along Main Street.

PARKING AREA STANDARDS

Parking lots for development along the Interstate should be fully paved. Unlike some of the parking areas along Main Street in the Village’s Historic District wherein gravel may be acceptable, parking lots in developments located along Interstate Highway 35 should be constructed with concrete. In addition, the number of parking spaces required for businesses along the Interstate should conform to generally accepted ratio standards of square footage to space.

The location of parking lot areas should be another site development element that is considered by the Village. Generally, development along the Interstate would be more attractive if parking lots were located either behind the building or to the side of the building, behind the front building line.



Illustration 8-3
Example of Parking Areas Oriented Away From the Street (To the Interior, Side of the Site)

This should not be required, however, due to the fact that site constraints often eliminate the ability to located parking areas in this manner. The City should consider providing incentives for parking areas to be placed to the side or the rear of the primary on-site structure. An example of an incentive would be to require a reduced number of parking spaces, reduced amount of landscaping, or a reduced front and/or side yard.

OPEN STORAGE AREAS

Open storage areas are generally defined as areas where goods and materials are displayed or stored outside a building for more than 24 hours. Such areas should be permitted as part of developments along Interstate Highway 35. However, given the fact that such areas detract from the positive community image that the Village desires to portray, open storage areas should be screened from public view with a masonry screening wall that is at least six feet in height. The term “from public view” in this case means

that such areas should not be visible from any public street or from adjacent property. In addition, requiring screening walls for open storage would be ineffective if the materials were stacked above the height of the screening wall. Therefore, open storage materials should not be permitted to be stacked above the height of the screening wall.



Illustration 8-4
Example of a Large Setback Between Non-Residential & Residential Uses

SITE LAYOUT STANDARDS

To ensure minimal adverse impacts on single-family homes in proximity to the Interstate Highway 35 corridor, there should be an increased setback for retail developments that are over one story in height and that are adjacent to single-family uses. Also, although parking areas should be permitted within required front and side yard setbacks, parking to the side and rear should be encouraged as stated previously. Landscaping should be located within setbacks, and there should be a landscape buffer of at least five feet directly adjacent to the Interstate frontage road. These recommendations not only

contribute to better aesthetics, but also to minimizing adjacency conflicts between land use types and to safety by creating less visual congestion for drivers on the frontage roads.

Design Considerations Along the Main Street Corridor

NON-RESIDENTIAL BUILDING SIZE STANDARDS

The *Future Land Use Plan* discusses the fact that in the core area of the Village, a maximum building size should be established. The basis of this is that structures within the Main Street corridor should be smaller in scale to ensure consistency with the pedestrian-oriented environment and with existing structures/development. It is therefore recommended that structures be designed to be a maximum of 25,000 square feet (total, not just footprint). This size would allow for a few larger buildings on sites that are able to accommodate slightly larger buildings, but would ensure compatibility with buildings along Main Street today.



Illustration 8-5
Example of a Small Shop in Salado

PEDESTRIAN ORIENTATION

Unlike the high-traffic, high-speed automobile-oriented Interstate Highway 35 corridor, Main Street is intended to remain the high-traffic, low-speed pedestrian-oriented corridor that it is today. Therefore, design considerations for future development along Main Street should include how pedestrians are accommodated by the new development or by changes to a site with an existing structure. Such



Illustration 8-6
A Shop in Salado With Benches for Pedestrians

considerations should include pedestrian access from parking areas to the main building(s), pedestrian access within the site (from building to building, from a building to an open space area, etc.), and pedestrian access to adjacent sites. In addition, pedestrian-oriented site amenities such as street furniture and public spaces (gazebos, fountain areas, etc.) should be encouraged.

LAND USES

As stated in the *Future Land Use Plan*, Salado is known statewide for its unique retail opportunities, which are generally concentrated

along Main Street. People can shop there, stay overnight at the Stagecoach Inn or a bed-&-breakfast, eat at a local café or restaurant, and gather for community events and festivals all in the heart of the Village of Salado. In order to enable people to experience this diversity of activity in one place, a mixture of land use types have developed over the years. Therefore, unlike the generally singular land uses that have been and will develop along the Interstate corridor, the Main Street corridor should continue to develop with a mixed land use pattern.

PARKING AREA STANDARDS

As discussed in the Historic Preservation Strategies part of this Comprehensive Plan, parking along Main Street is a continuing challenge. Regardless of the fact that Main Street is and should continue to be pedestrian-oriented, the retail and office land uses that are located along it need to have parking areas in close proximity. However, a typical ratio of parking spaces to square footage is not applicable to the uses along Main Street as it is along the Interstate. In addition, the use of large concrete parking areas would be inconsistent with previous development. Therefore, recommendations for parking along the Main Street corridor are that on-street parking should be permitted, a reduced ratio of parking spaces to square footage should be



Illustration 8-7
Gravel Parking Should Be Permitted

that on-street parking should be permitted, a reduced ratio of parking spaces to square footage should be

used, gravel should be permitted for small parking areas, and there should be a shared parking provision to reduce the amount of parking required and to maximize the amount of development that can occur.

OPEN STORAGE AREAS

Unlike development along the Interstate Highway 35 corridor, open storage areas (as defined previously) should not be permitted in the future along Main Street. Stacks and groupings of large, unsightly materials will detract from the unique ambiance experienced in historic Salado. Existing businesses with open storage areas should be permitted to continue to have them, although the storage areas should not be enlarged.



Illustration 8-8
A Shop in Salado That Has a Small Setback

SETBACK STANDARDS

Setback requirements along Main Street should be as small as possible while still ensuring safety. Many of the sites that were previously developed, including some that are designated as historical, have little to no setback from Main Street. Therefore, a setback of five feet from Main Street would likely be adequate. In addition, to ensure fire safety there should be a minimum separation between buildings of at least 10 feet. Unlike recommendations for development along the Interstate Highway 35 corridor, there is no need for any additional setbacks between retail and single-family land uses - this is due to the desire for a dense, mixed land use pattern along the Main Street corridor.

Design Guidelines Along Both IH 35 & Main Street

BUILDING FAÇADE MATERIALS

One of the ways in which the Village can set itself apart along Interstate Highway 35 is to require that certain materials be used for the exterior walls of buildings. Often, communities find that their highway frontage areas are consumed by non-residential structures with unattractive, prefabricated metal walls or flat, untextured concrete walls. Communities across the state that have enacted strong standards to prevent this stand out from the rest - the Woodlands near Houston is a good example of such a situation.



Illustration 8-9
Example of A Retail Development That Has Attractive Building Materials & Could Locate Along Interstate 35

Main Street is another area in which building façade materials are important to Salado's visual quality. The time span of development within this corridor has led to a diversity of materials that is unique and cannot easily be replicated in terms of standards. However, it is important for new development to be compatible and to add to the visual appeal of Main Street, and therefore, façade materials standards are needed.

In the Village of Salado, masonry wall finishes should be required for all nonresidential structures along Interstate Highway 35 and along Main Street consistent with the following:

- Limestone,
- Rustic wood (rough sawn),
- Stucco,
- Brick,
- Stone,
- Painted wood,
- Glass (30 percent or less of the exterior wall), and
- Cementitious fiberboard (commonly known as Hardiplank).

The following materials should be allowed, but only after further review by Village officials in terms of the way in which it will be used:

- Concrete
- Glass, when over thirty percent (30%) of the exterior wall
- Synthetic materials
- Adobe (brick)
- Metal



Illustration 8-10
A Shop in Salado That Has Attractive Building Materials



FAÇADE ARTICULATION

The masonry requirements should be applied to any new development along the Interstate and along Main Street, as should the standards related to similar architectural design, color, and materials. However, a specified requirement for building articulation should also be incorporated. Architectural variation of the exterior walls of any structure visible from:

- Interstate Highway 35 should be provided for all nonresidential structures 50,000 square feet in size or greater. The variation should be at least three feet in depth for every 25 feet in vertical or horizontal length. Nonresidential structures less than 50,000 square feet should incorporate architectural variation of at least one foot in depth for every 10 feet in vertical or horizontal length.
- Main Street should be provided for all structures. The variation should be at least three feet in depth for every 30 feet in vertical or horizontal length.



Illustration 8-11
Example of Façade Articulation

OUTSIDE DISPLAY

Outside display is differentiated from open storage due primarily to the more temporary nature of outside display. Outside display areas are defined as areas for the temporary display of retail commodities and goods for the purpose of sale outside of an enclosed building; commodities and goods generally do not remain outside overnight, although some seasonal display items (e.g., Christmas trees) may occasionally. Many types of retailers have outside display areas, including both the larger retail that is anticipated along the Interstate corridor as well as the small-scale retail that exists and is encouraged in the future along Main Street. Outside display areas are often located in parking areas or immediately in front of



Illustration 8-12
Example of Outside Display

retail shops. It is therefore recommended that in connection with any permitted use, outside display should be allowed as an accessory use within both the Interstate Highway 35 corridor and the Main Street corridor. Related requirements should consider elements such as unobstructed pedestrian access, limitations on the distance such areas can be from the main use, and maintenance of materials (i.e., display is neat and orderly, etc.).

SPACING OF NON-RESIDENTIAL DRIVEWAYS

Minimum spacing distances between driveways along Main Street, the frontage roads of Interstate Highway 35, and any other applicable Village roads should be required. Provisions within the Village Subdivision Ordinance regarding the spacing of driveways from intersections do not fully address the adverse affects on mobility that can occur with too many driveways along highly trafficked roadways. Therefore it is recommended that the Village require the following minimum driveway spacing standards:

- Along Interstate Highway 35, a minimum distance of 250 feet, measured from the edge of pavement to edge of pavement.
- Along Main Street, a minimum distance of 100 feet for new platted lots, measured from the edge of pavement to edge of pavement.
- For existing lots along State roads, the Village should continue to secure Texas Department of Transportation approval for driveway spacing, but should encourage shared driveways.



Illustration 8-13
Inadequate Spacing of Driveways

SHARED NON-RESIDENTIAL DRIVEWAYS

Shared driveways along both Main Street and the frontage roads of Interstate Highway 35 should also be required. Adjacent developments should make provisions to share driveway access points by constructing the driveway(s) in such a way that it can be shared by an adjacent development - this would mean locating the driveway(s) at the side property line(s). Areas that are already densely developed will not likely be able to do this, but new developments may be able to utilize driveways of adjacent existing development (by widening, etc.). Uses that require two driveways by current regulations should construct both at either property line so that they are or can be shared at both access locations. Uses that require more than two driveways by current regulations should construct at least two driveways such that they are or can be shared.



Illustration 8-14
Example of a Shared Driveway Between Two Retail Uses

CROSS-ACCESS BETWEEN DEVELOPMENTS

Another way in which to provide for increased mobility of the specified roadways is to require cross access between developments along both Interstate Highway 35 frontage roads and along Main Street. This would help alleviate the need for drivers to enter onto one of these roadways in order to drive to an immediately adjacent development. Mutual access agreements between adjoining properties should be required.

GENERAL SIGN GUIDELINES

Signage is one of the most visible elements of urban development. While the proliferation of signs along a roadway can contribute to visual clutter, moderate use of attractive, well-designed signs can contribute to a visually cohesive streetscape. The regulation of signs within Salado is important to its image within high traffic corridors such as Interstate Highway 35. Without regulation of signage, the IH 35 corridor could become visually unattractive, which could in turn negatively impact Salado's ability to entice tourists to exit the highway and take a closer look at Salado. In addition, signage along Main Street should add to the historic ambiance of the area; therefore, regulation of certain sign characteristics such as size and material is important to maintain the Village's character along Main Street. The following list outlines Salado's current sign regulations. It should be noted that there are other requirements within the Sign Ordinance.

- **On-Premise Signs:** On-premise signs, defined as those that advertise and promote the business or use conducted directly on the property where the sign is located, are allowed anywhere within the Village.
 - ✘ **Illumination** - Signs may be illuminated internally or externally, but no lighted sign can be erected within 150 feet of a residential area unless the lighting is shielded from the view of the residential area; such signs may only be illuminated during the related establishment's hours of operation and for no more than one hour afterward .
 - ✘ **Materials** - The materials that can be used for constructing signs have to be consistent with the Village's historic and rural environment; examples include wood, copper, bronze, brick, and stone.
 - ✘ **Number** - One free-standing sign per lot, or tract, or parent shopping center plot, or separate building, and one attached sign per building are allowed. An additional attached sign is allowed if the building has frontage on two public streets, therefore, three is the maximum number of allowed on-premise signs.
- **Free-Standing Signs:** Free-standing signs, defined as those that are supported by uprights or braces placed into or upon the ground and not attached to any building, are allowed within the Village with certain requirements, some of which are described below. Free-standing signs can be either on- or off-premise.
 - ✘ **Off-Premise Signs** - Off-premise signs (billboards) are only allowed on property fronting Interstate Highway 35 under the following conditions:

- ❖ **Area** - A maximum of 10.5 feet by 36 feet, for a total surface display area per face of 386 square feet.
 - ❖ **Height** - A maximum of 30 feet above the level of the street upon which the sign faces or above the adjoining ground level.
 - ❖ **Location** - No off-premise sign along Interstate 35 may be erected 1) within 1,500 feet of another off-premise sign or 2) if property zoned residential is located between the proposed sign location and the roadway toward which the sign would be oriented. Such signs must also be set back at least 20 feet from any road or street right-of-way line.
 - ❑ **Area & Height** - Free-standing signs can be a maximum of 32 square feet in area and 12 feet in height.
 - ❑ **Location** - No freestanding sign shall be nearer than 10 feet to any other sign, building or structure.
 - ❑ **Multiple Businesses** - Buildings with multiple businesses are encouraged to have group signage. A 30 percent increase in sign area is allowed for a group sign, which may also be increased to 35 percent above the amount of sign area allowed when a group sign is combined with landscaping.
- **Attached Signs:** Attached signs, which include wall signs, roof signs, projecting signs, awnings, and canopies, are allowed within the Village with certain requirements, some of which are described below.
- ❑ **Height & Area Limitations** - Attached signs may not exceed one square foot of surface area for each linear foot of building frontage on a public street, up to 100 square feet.
 - ❑ **Wall Signs** - No wall sign can extend more than six inches beyond the building line, and cannot be attached to a wall at a height of less than 10 feet above the sidewalk or ground.
 - ❑ **Roof Signs** - No roof sign can have its highest point extend above the roof level.
 - ❑ **Projecting Signs** - Every projecting sign must be placed at least nine feet above the public sidewalk over which it is erected, and can be no more than two feet from the face of the wall to which it is attached. Projecting signs must be placed at least 15 feet above any public driveway, alley or thoroughfare over which it is erected.
 - ❑ **Awnings & Canopies** - No portion of an awning or canopy can be less than nine feet above the level of the sidewalk or public thoroughfare over which it is erected.

The above-listed sign regulations will help the Village maintain its historic charm, while still allowing businesses to advertise their goods and services to the public in an effective way. The regulations will also help ensure that signs erected along Interstate Highway 35 positively contributes to the Village's image. The Village should continue to implement its sign ordinance, and should update it as needed to ensure that it both reflects the image Salado wants to portray and allows for market choice in terms of signage.

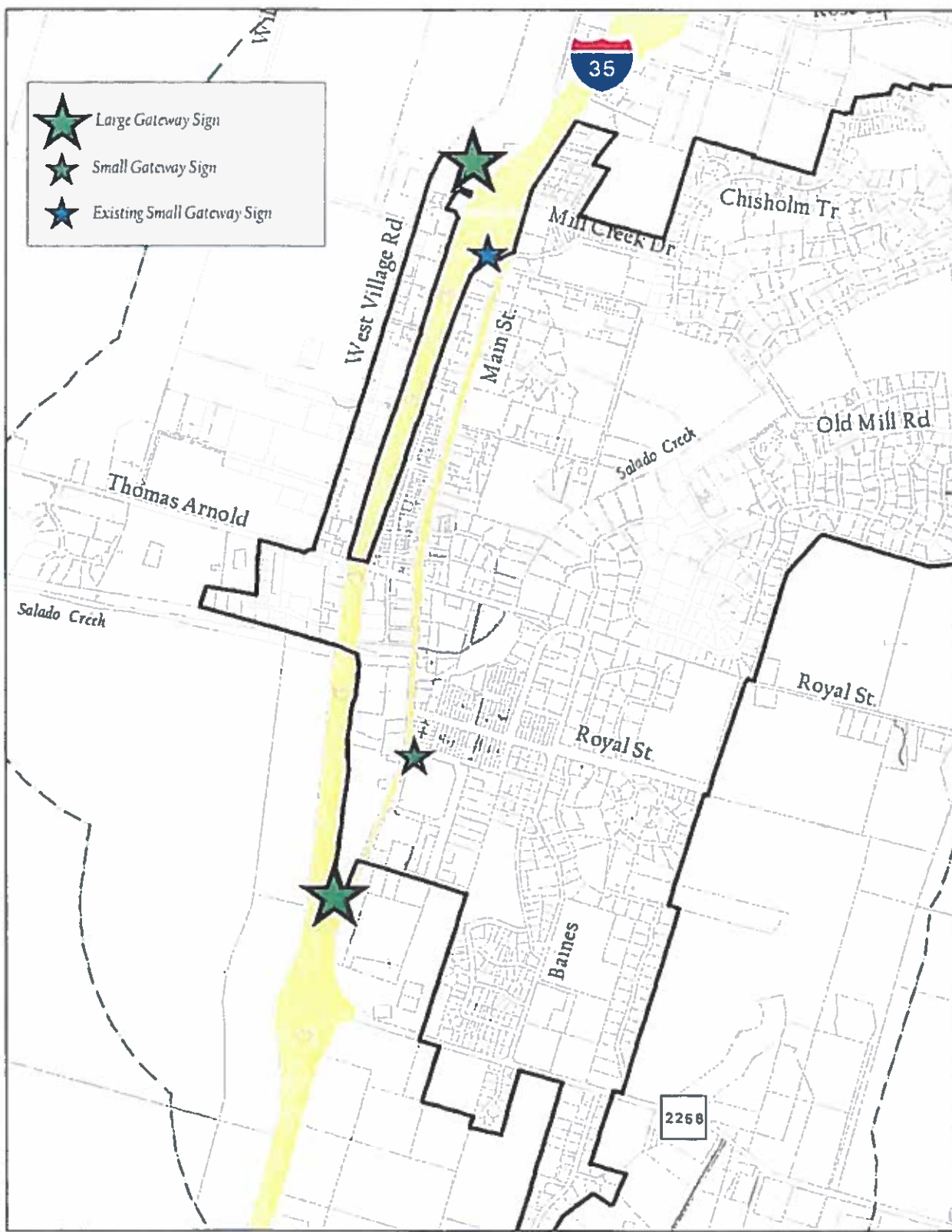


Illustration 8-16
Existing & Potential Gateway Locations

GATEWAY SIGNS

Well-designed, visible gateway treatments placed at the strategic locations would provide citizens of and visitors to Salado with a visual image of the geographic location of the City, thereby effectively and clearly defining the Village's identity. Establishing gateways would help people to further differentiate Salado from other communities located along the Interstate. The Village has already recognized the benefits of gateway signs – one already exists located at the intersection of Mill Creek Drive and the Interstate Highway 35 frontage road.

Potential locations for future gateway treatments are shown in *Illustration 8-16* (previous page). Two are located along Interstate Highway 35, and should be larger than the gateway that exists currently due to the high-speed traffic that travels along the Interstate. The fact that the Texas Department of Transportation is reviewing options for widening the Interstate provide Salado with an opportunity to construct these gateways in conjunction with widening efforts. Another smaller gateway is recommended in proximity to College Hill; this would announce the Main Street area to visitors to Salado arriving from the south.



Illustration 8-15
Existing Gateway in Salado

These gateway treatments should have a consistent design so that a particular image becomes associated with the Village. The current gateway treatment is simple, yet attractive. It is therefore recommended that future gateway signs be based on the existing one, but that their size be varied based on the speed of the traffic intended to view it.

In Summary

The Village of Salado has two distinct areas where its community image is and will continue to be most visible – along Interstate Highway 35 and along Main Street. These areas are extremely different but are also extremely important in terms of how the Village of Salado is visually perceived. The recommendations made herein are intended to help Salado ensure that its visual appeal reflects the community image that is desired as future development and redevelopment occurs.



PART NINE: COMMUNITY LIVABILITY GUIDELINES

Introduction

The words *community* and *livability* are difficult to define, perhaps primarily because they mean different things to different people. While a dictionary can define these words or variations thereof (as shown at right), it is the connotation of such words and the feelings they convey that cannot easily be expressed. A *community* can be described by its geographical configuration - the sense of belonging that people often associate with their community area is not easily expressed. *Livability* can be described in relation to quantifiable quality of life factors - the true livability of a community that is enjoyed by residents is difficult to measure. This element of the

Comprehensive Plan is intended to identify aspects of neighborhoods that have historically been related to the continued quality of neighborhood areas, aspects which can enhance the community livability of Salado in the years to come as new residential development occurs.

Definition of COMMUNITY:

1. A group of people living in the same locality and under the same government. 2. The district or locality in which such a group lives.

© 1997 The McGraw-Hill Companies

Definition of LIVABLE:

1. Fit to live in 2. Worth living.

Definition of LIVE:

1. To conduct ones' existence in a particular manner 2. To pursue a positive, satisfying experience.

© 1997 The McGraw-Hill Companies

Identified Principles & Actions

During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to the livability of Salado, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 7:

Ensure that as the Village of Salado experiences growth and development, its existing character and charm is maintained and enhanced.

Action 7.1: Establish design-related guidelines for nonresidential development that will help the Village retain its unique environment as growth occurs; guidelines would be related to elements such as:

- ◆ Signage,
- ◆ Setbacks,
- ◆ Building height,
- ◆ Building materials,
- ◆ Building size,
- ◆ Building mass (e.g., façade articulation requirement),
- ◆ Parking (e.g., locational requirements to protect the view from the road),
- ◆ Screening, and
- ◆ Landscaping.

Action 7.2: Promote positive land use relationships (between different land uses and between land uses and the roadway) through adjacency standards.

Action 7.3: Establish the image that the Village wants to project, and effective ways in which this can be pursued.

Action 7.4: Establish criteria by which the Village can evaluate private projects and their contributions to Salado's desired image.

Action 7.5: Protect the environment through the recognition of environmentally sensitive areas (e.g., Salado Creek) and the establishment of regulations that would protect such areas.

Action items 7.1 and 7.2 have been addressed within the Corridor Design Guidelines of this Comprehensive Plan. Other actions items will be addressed herein.

Design Considerations for New Residential Development

The design and character of residential neighborhoods is an important component of the community's overall urban design. As more property is developed into residential subdivisions, such design factors as the provision of open space, adjacency issues, screening, and landscaping, as well as the design layout of

the subdivision itself, will be critical to the perception of the Village's residential neighborhoods. While the community clearly must provide developers with options appropriate to the marketing of their subdivisions, the community must also strive to maintain some continuity between different residential subdivisions.

The vast majority of the existing homes and residential areas in the Village of Salado are characterized by high-quality development. New

Description of LIVABLE COMMUNITY

Livable communities are places where the young and old can walk, bike, and play together, where historic neighborhoods are preserved, where farms, forests, and other green spaces are protected, where older neighborhoods can thrive once again.

A livable community has safe streets, good schools, and public and private spaces that help foster a spirit of community.

Livingston County, Texas

residential subdivisions need to contribute to the high quality of Salado's neighborhood areas. Future residential development should include positive design elements that will add value, both aesthetic and monetary, to the homes constructed within them. These concepts related to Salado's future neighborhood areas are addressed within this part of the Comprehensive Plan.

GENERAL CHARACTERISTICS OF RESIDENTIAL NEIGHBORHOODS

Typical Neighborhood Layout

Illustration 9-1 shows a typical neighborhood layout. This layout generally represents the way in which residential areas are protected or buffered from thoroughfares and nonresidential uses. Major thoroughfares serve as the boundary of the neighborhood. Collector streets provide primary access through the neighborhoods and are generally not continuous, but instead are offset within the interior of the neighborhood, which discourages cut-through traffic.

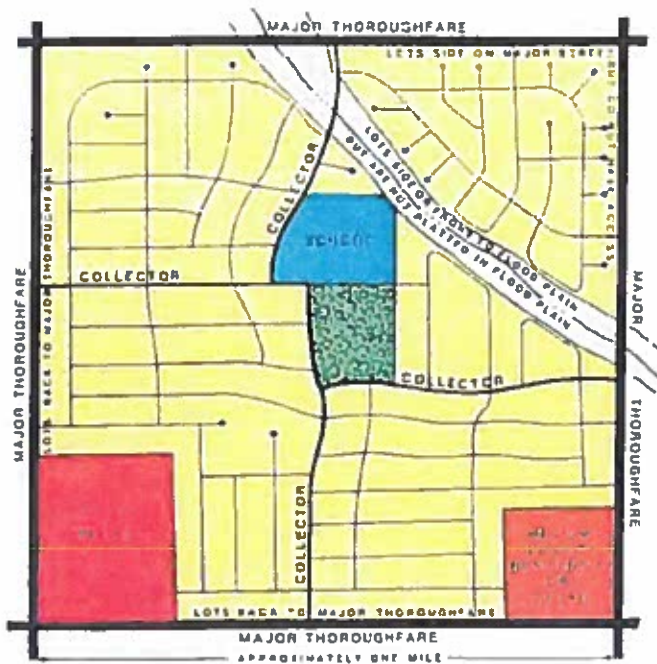


Illustration 9-1
A Typical Neighborhood Layout

Natural features such as creeks or floodplains are made part of the residential area, and park or open space features provide recreational amenities within walking distance. Residential lots do not front directly onto major or collector roadways, rather they back to them. Cul-de-sacs are used to provide access to residences from interior streets, not directly from the major roadways. Convenient retail areas and various other facilities, such as churches, are also appropriate as part of a typical neighborhood.

The word *typical*, however, does not generally apply to the Village of Salado. Its uniqueness has been a major aspect of

its ability to attract new residents and thousands of visitors each year. This discussion regarding the typical neighborhood layout is not presented here to encourage Salado to become a cookie-cutter community. Rather, it is presented so that Village leaders can be informed about the general characteristics that a neighborhood should have. This will in turn help them make decisions about new residential development proposals and their contribution to Salado in the long-term. In general, new residential areas within the Village should have some of the following features:

- Major thoroughfares in proximity to but on the outside of the neighborhood area;

- ◆ Parks and/or open space areas;
- ◆ Accessibility for vehicles as well as for pedestrians/bicyclists;
- ◆ Strategic placement of retail uses and other appropriate nonresidential uses within or on the periphery of the neighborhood area.



Illustration 9-2

Attractive Homes In a Salado Neighborhood

General Guidelines Related to Quality

There are additional characteristics related to the quality of residential neighborhoods that should be considered by the Village. Some of these characteristics are addressed in the Village's ordinances. Others should be considered for inclusion.

- ◆ **SIDEWALKS:** Pedestrian concrete walkways that are at least four feet in width should be provided in all new residential developments on both sides of all interior streets.
- ◆ **CURVILINEAR STREETS:** At least 50 percent of the all interior streets within a new residential neighborhood should be curvilinear in design. This will help ensure that traffic travels at a low rate of speed through neighborhoods in Salado.
- ◆ **TREES:** Trees have been proven to add value to residential property⁹⁻¹. Street trees placed at consistent intervals along internal streets would ultimately result in an aesthetically pleasing view throughout the neighborhood. In addition, the Village should limit where and when large trees may be removed by requiring oversight of such removal.
- ◆ **ADEQUATE ROOF PITCH:** There are many different ways to ensure that individual housing units are constructed to a high quality. One such way is to require a minimum roof pitch. A minimum standard of 6-to-12 (rise-to-run) should be established for roof pitches on new single-family units.
- ◆ **HOMEOWNERS ASSOCIATIONS:** When a neighborhood provides amenities that are not intended to be dedicated to the Village of Salado for public use, such as private streets, a private recreation facility, and/or landscaped entry features, a property owners or homeowners association should be established. Such an association would be responsible for the perpetual maintenance of the amenities. This will help to ensure that the Village will not incur the cost of maintaining amenities that serve only a single neighborhood area.

These items have been addressed within current Village ordinances.

⁹⁻¹ Benefits of the Urban Forest Center for Urban Forest Research, Pacific Southwest Research Station, USDA Forest Service, Davis, California ADDRESS <http://www.ci.atherton.ca.us/pdl/tcweb/May01.pdf>

These items have not yet been addressed within Village ordinances.

- ◆ **TWO-CAR GARAGES:** All new single-family residences should have a garage that provides space for at least two cars; driveways should also be long/wide enough to provide off-street parking provisions.
- ◆ **SIDE- OR REAR-FACING GARAGES:** Many residential developments have houses constructed with all garages facing the street, which can result in the garage becoming the predominant architectural feature of the neighborhood. This is especially true for small-lot development, in which lots tend to have smaller front yards, and therefore shorter driveways. To provide market choice while avoiding garages becoming predominant, a certain percentage of the overall number of lots should have residences situated such that garages face to the side or rear of the house.
- ◆ **CONNECTIONS TO THE VILLAGE TRAIL SYSTEM:** The recommended trail system is discussed at length within the *Parks & Recreation Plan* (Part 5) of this Comprehensive Plan. New neighborhoods should both contribute to and provide access to this trail system. For example, the Village should consider requiring at least two access points to a designated trail segment for every 75 lots developed.
- ◆ **NEIGHBORHOOD ENTRANCE SIGNS:** Entranceways into neighborhoods can help provide individual neighborhood identity, image, and character. Either a freestanding sign or a wall plaque attached to a masonry screening wall at the main entranceway into the neighborhood should be allowed and encouraged. Standards for the perpetual maintenance of the entranceways, which should be the responsibility of a neighborhood association, should also be outlined.

RESIDENTIAL DEVELOPMENT IN RELATION TO ADJACENT THOROUGHFARES

One of the most important aspects of *Illustration 9-1* (page 9.3) is that major thoroughfares bound the residential neighborhood area and residential lots do not front onto such thoroughfares. Major thoroughfares typically attract large volumes of traffic, and fronting residences on major thoroughfares (*Illustration 9-3*) will reduce efficiency of the thoroughfares due to the number of driveways, curb cuts and cross-streets, as well as the possibility of on-street parking in front of the houses. Fronting lots onto major roadways also tends to present aesthetic and noise problems for area residents due to large amounts of traffic passing in front of homes. Of equal importance is the safety factor when area residents must back their vehicles onto a major thoroughfare to leave their homes. Additionally, no space is typically provided along major thoroughfare for parking in front of residences, which is generally needed to serve the needs of visitors to the home, deliveries to the home, and the like.

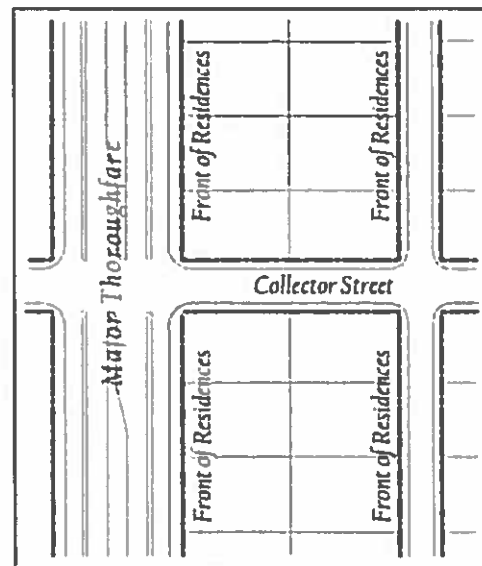


Illustration 9-3

Lots Fronting on a Major Thoroughfare – Not Recommended

Also, when a subdivision's layout produces lots fronting onto a major thoroughfare, there is ultimately pressure later on to convert these residences into retail or commercial land uses. While this has worked in Salado's favor in the past as evidenced by the success of Main Street, the conversion process that has occurred there is the exception rather than the norm; such conversion does not usually work so effectively.

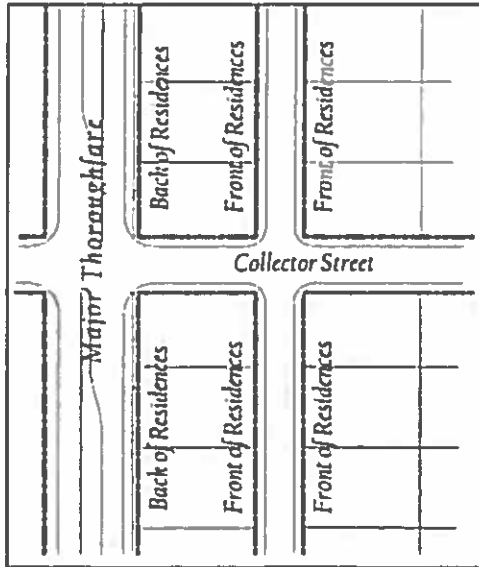


Illustration 9-4

Lots Backing on a Major Thoroughfare - Recommended

A preferred approach is to configure residential lots so that residences either back or side onto major streets. This tactic enhances neighborhood security and minimizes negative traffic impacts upon the surrounding major thoroughfares. The careful treatment of subdivision design adjacent to future major thoroughfares will contribute to the safety and capacity of the thoroughfares. It will help to protect adjacent residential properties from the negative influences of these roadways, and from pressures to convert residences into nonresidential land uses in the future.

Illustration 9-4 shows residential lot arranged such that they back onto a major thoroughfare. This is accomplished by fronting residential lots on a parallel residential street. By restricting access and by providing screening and suitable landscaping with an adequate setback between the residential development and the major thoroughfare, it is possible to avoid problems that would be created if all abutting lots had direct access onto the major thoroughfare. Intersections of collector streets or other subordinate roadways should be spaced at adequate distances such that the mobility of the major thoroughfare is not adversely affected. Such street spacing should result in an interior subdivision design permitting access into the neighborhood, but discouraging the movement of through traffic within the residential development.

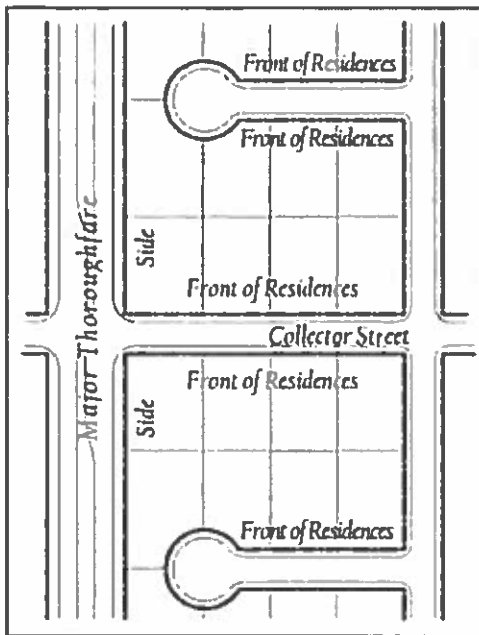


Illustration 9-5

Lots Siding on a Major Thoroughfare - Recommended

Illustration 9-5 shows how short cul-de-sac streets may be used to create lots that do not have direct access onto a major thoroughfare, resulting in lots that side onto the thoroughfare. This technique offers a practical and economical way to protect the capacity of the major thoroughfare, and it also helps to preserve the integrity of the residential neighborhood. The use of cul-de-sac streets alternated with through collector streets that intersect with a major thoroughfare tends to yield an efficient lot layout design. Further, the use of cul-de-sac streets is generally desirable for residents due to minimal traffic flows.

Given the fact that residential developments can be configured such that lots do not face onto major thoroughfares, it is recommended that the Village review proposals accordingly. This would provide better residential opportunities for new buyers. It would also ensure that the mobility provided by the Village's major thoroughfares will not be unduly affected by residential development.

METHODS OF MITIGATING THE IMPACT OF DEVELOPMENT NEAR SALADO CREEK & ASSOCIATED DRAINAGE AREAS

Salado Creek is an integral part of the Village. It offers great recreational and scenic opportunities which people have been attracted to for centuries. Much of the remaining vacant land adjacent to the creek will likely be developed as residential. In order to protect the integrity of the drainage system and to reduce the potential for flooding, it is recommended that the Village adopt a policy for designing residential developments adjacent to Salado Creek and related floodplain areas. It should be noted that some of the recommendations related to drainageways and floodplain areas are addressed within the Village's Subdivision Ordinance.

Salado should restrict the platting of residential and nonresidential lots within local floodways, which have the potential for carrying significant volumes of storm water runoff. *Illustration 9-6* shows graphically how residential lots can be placed in relation to Salado Creek and its drainage areas. In the top illustration, lots are shown platted next to Salado Creek, which essentially eliminates public accessibility. In the bottom illustration, a public accessway, which could be a street or walkway, is shown adjacent to Salado Creek with lots platted on the opposite side. Platting streets or public walkways along these areas would allow for increased public access and visibility of Salado Creek; this is important to the Village given that Salado Creek is recognized as an important contributor to local tourism.

Salado Creek and its related drainageways and floodplain areas can be further preserved by:

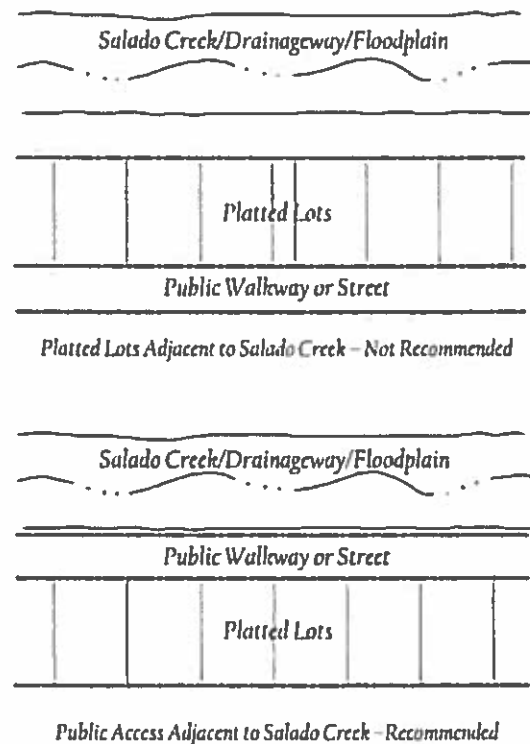


Illustration 9-6
Platting Adjacent to Salado Creek/Drainageway/Floodplain

- DESIGNATING THEM AS OPEN SPACE AREAS – As designated open space areas (public or private), they would be incorporated into the park system. This is discussed in detail within the *Parks & Recreation Plan (Part 5)* of this Comprehensive Plan.
- DESIGNATING THEM AS FLOODWAY MANAGEMENT AREAS – In cases where floodway management areas (FMAs) are dedicated to the Village, the drainage areas would be maintained in a natural condition. That is, little maintenance would be provided except for trash or debris removal that is necessary to ensure that the ability of the area to serve as a drainageway is preserved. Salado would still benefit from the conservation of open space that such management areas, by their nature, provide.

It is recommended that Salado restrict the platting of residential lots within local floodways of any significant drainage areas, and that the Village prevent any new development from occurring within flood fringe areas (100-year floodplain)^{9,2}. As the vacant areas within the Village continue to develop, the potential for flooding will increase due to higher stormwater runoff volumes from impermeable surfaces. Protection of the floodplain areas and preservation of critical drainageways – Salado Creek – can help to reduce capital expenditures that may be needed in the future to correct problems caused by flooding.

In Summary

The term *community livability* means something different to different people. However, there are often common elements that people can agree on that contribute to community livability. Such elements can include quality neighborhood areas, parks and open spaces, attractive housing, and natural features such as trees. Also a consideration in determining community livability is the way in which residential areas are configured. That is, residences should generally be located on secondary streets as opposed to major thoroughfares. In addition, a major element of community livability in Salado is Salado Creek – public access to the creek and to its related drainageways should be considered with new residential development. All of these elements are discussed herein, and recommendations are made accordingly. Implementation of these recommendations will further improve community livability in the Village of Salado.

^{9,2} The floodway is the channel of a stream plus any adjacent flood plain areas that must be kept free of encroachment in order that the 100-year flood may be carried without substantial increases in flood heights as defined by FEMA. The area between the floodway and boundary of the 100-year flood is termed the floodway fringe.



PART TEN: ECONOMIC DEVELOPMENT PLAN

Introduction

The Village of Salado's uniqueness has been discussed in relation to numerous topics throughout this Comprehensive Plan. The Village's *Economic Development Plan* is no exception – the Plan and its related recommendations must reflect Salado's unique economic development opportunities as well. Usually, an economic development plan assesses 1) new business activity within a community, as measured by increases in employment and expansion/growth of the tax base, and 2) retention and increased viability of existing businesses. In Salado, however, economic development is inherently tied to tourism. With its distinctive environment of bed-and-breakfasts, retailing, and art, with its proximity to Interstate Highway 35, and with Salado Creek, the Village is becoming increasingly well-known as a tourist destination. Current groups and efforts related to facilitating and pursuing local tourism efforts will be discussed within this part of the Comprehensive Plan, as will recommendations for maintaining and improving such efforts.

Identified Principles & Actions

During the establishment of the Interim Comprehensive Plan, several guiding principles and related actions were identified to help guide the planning process. Those applicable to the economic development opportunities in Salado, from *Part Two: Guiding Principles & Actions*, are as follows:

PRINCIPLE 8:

Ensure that economic development opportunities are pursued in order to provide the Village with a solid fiscal outlook as future growth and development occurs.

Action 8.1: Use the positive image that Salado has throughout Texas to increase economic development opportunities, especially those that are tourism-related.

Action 8.2: Establish target uses that are considered to be desirable within the Village.

Action 8.3: Establish ways in which to attract target uses to locate in Salado.