



ADOPTED JUNE 4, 2020 CITY COUNCIL

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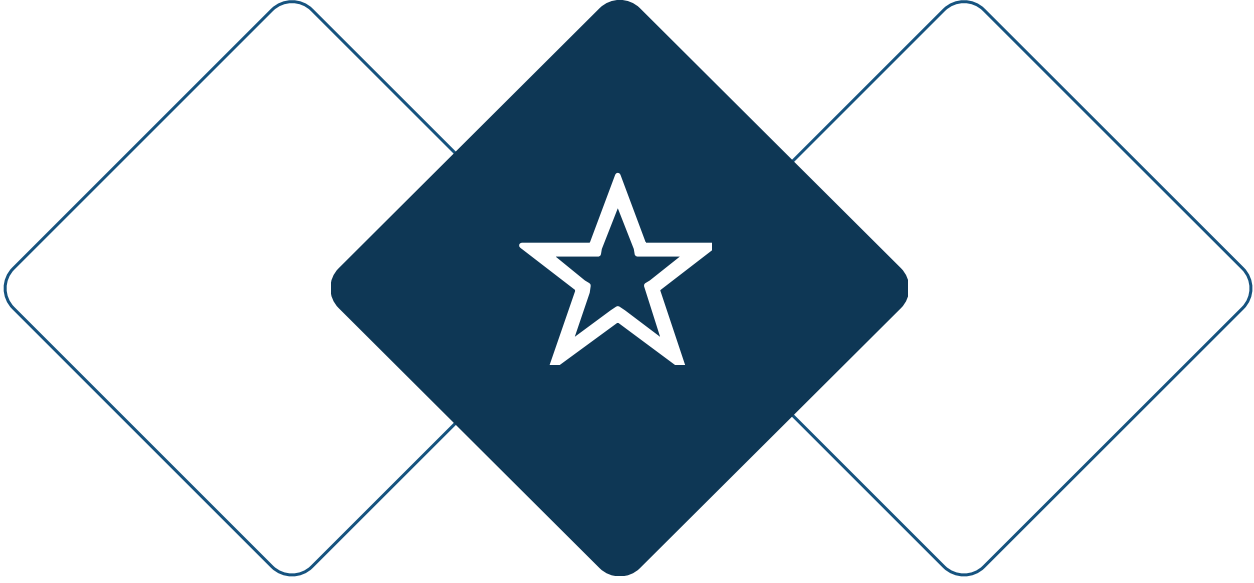
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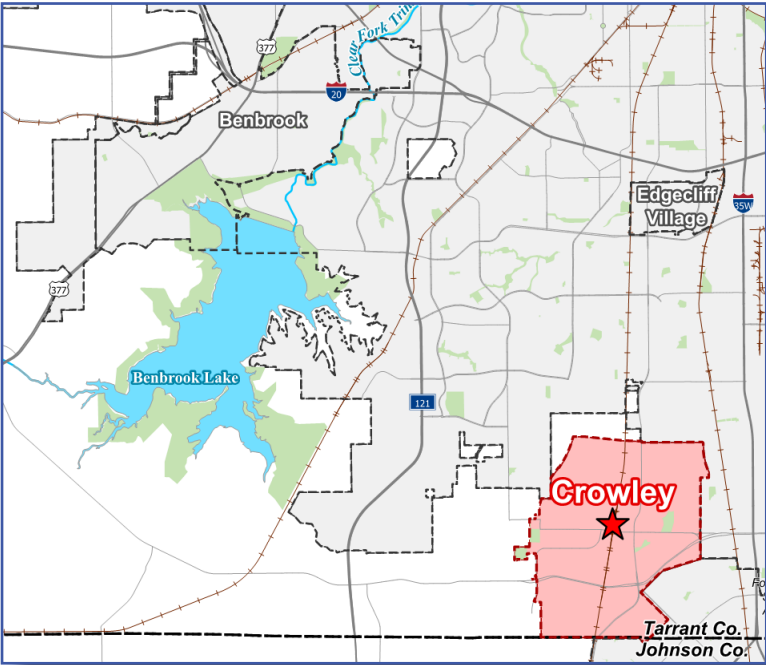


Introduction



Introduction

Located primarily in the southern portion of Tarrant County, Texas, (Figure 1) the City of Crowley is an intricate social, physical, and economic organization held together by laws and common community values as well as local, environmental, social, and economic conditions and trends. A small portion of the city lies within Johnson County, approximately 5.3 acres. The City's private and public sectors also function within a broader metropolitan, regional, and state framework, all of which are affected by federal legislation. The parts of this complex structure are interrelated, and forces changing one element may alter other elements. Some of the forces and trends can be influenced by the City, while some are immune to local actions. The Comprehensive Plan is a tool to direct some of the forces shaping the future physical, social, and economic structure of the City in a coordinated manner toward a common goal.



COMPREHENSIVE PLANNING

A comprehensive plan is a roadmap for building a city's future. As an official public policy adopted by the City, it represents the shared vision of the community and is intended to guide decisions about the physical development and programs of the community. The Comprehensive Plan is not a law, but a policy guide that indicates how the City intends to shape the many decisions that affect changes in its physical and social character to achieve a desired future. The plan is adopted and amended by ordinance of the City Council, upon the recommendation of the Planning and Zoning Commission. Both representative bodies consider public comment prior to making any recommendation or adoption regarding the Comprehensive Plan.

Successful plans balance visioning with careful consideration of the plans' impact on the built environment, natural resources, and municipal budget. The document provides the blueprint to guide development policy, master planning, operational decisions, and capital investments. It considers both tangible and intangible elements such as land use, mobility, housing and neighborhoods, natural resources, economic development, and quality of life.

The responsibility for implementing the Comprehensive Plan involves city leadership and every department, but support and participation from citizens and local businesses is just as important. Often, policies and recommended actions cross organizational boundaries and require compromise between departments and other community agencies. It is critically important to involve representatives from all of these groups in the development and prioritization of goals and implementation strategies. The Comprehensive Plan

Figure 1-1: Regional Context
City of Crowley 2045 Comprehensive Plan

must be a dynamic, adaptable resource—especially for a city like Crowley, which is rapidly approaching full build.

The information, goals, and plans presented in this comprehensive plan are intended to:

- ★ Guide day-to-day planning, engineering, and financial decisions by the City,
- ★ Foster communication among the City Council, staff, and citizens by placing the government's future intentions on public display,
- ★ Provide a coordinating mechanism between City Departments, other governmental and quasi-public agencies, and private developers,
- ★ Establish a basis for land use regulation and public investment, which govern the growth of the City, and
- ★ Provide guidance to the City in solving problems and shaping forces of change to create a better community in which to live and work.

The Comprehensive Plan is a document; but just as important, it is part of a process to influence the many public and private decisions about new development and redevelopment within the City. The application of the plan to daily administration and operations in the City will determine its effectiveness. The plan is not an end product, but a tool in the day-to-day planning and decision-making process. To accomplish this, normal staff decision-making processes will be reviewed so that Comprehensive Plan policies are followed by use of checklists and permit review forms.

Equally important, the plan was created with input from the people who work and live in Crowley. Based on consensus, the adopted plan is intended to reflect what the City wants to become in the future. For the process to be successful over time, the plan must receive continuing review and support by public bodies and private citizens. As time passes and unanticipated events occur in the city, or as the City realizes that it must narrow or expand its goals, the Comprehensive Plan must be updated

to retain its relevance to conditions in the city and to retain allegiance from public and private interests. Past predictions and projections must be re-evaluated for their accuracy and adjusted to fit the current development and economic climate. To accomplish this continuing review, the [City Charter](#)¹ assigns authority to the Planning and Zoning Commission, which reviews the Comprehensive Plan no less frequently than once every three years for the purpose of

"{ } improvement, planned growth, health, safety and well-being of the City."

Municipal development regulations (aka the zoning and subdivision ordinances) also require regular review for potential updates to create and maintain a built environment that conforms to the current Comprehensive Plan elements and goals. To inform the variety of land use and policy decisions required by City administration, the Comprehensive Plan should furnish clear guidance and yet provide sufficient flexibility to enable it to adapt to unforeseen events and trends. The plan, therefore, must strike a balance between broad statements that give general guidance and specific suggestions for precise activities and events.

The Comprehensive Plan holds a wealth of information and elements. For clarity, the basic structure of the document is as follows:

- ★ **CHAPTER 2 FOUNDATIONS** - documents the founding of the city, the local context, and the city's role in the region;
- ★ **CHAPTER 3 ELEMENTS** - itemizes current city facilities; compiles and assesses the two major components of the plan – land use and transportation; describes existing conditions, constraints, and trends that may affect future development; and
- ★ **CHAPTER 4 IMPLEMENTATION** - provides specific tasks and timeframe to monitor goals stated within the plan.

NEED FOR AN UPDATED PLAN

Crowley is at a critical point in its evolution as a city. Due to regional growth patterns in North Central Texas coupled with recent development proposals within the city limits, Crowley will most likely be built out by 2045. Large tracts of land along the northern edge are already under consideration for residential development. Of course, ultimate build out is dependent on local, regional and national economies. At the time of the first Comprehensive Plan in 1999, the city was very rural in nature and only home to an estimated 7,650 residents.

The 2000 census count documents a population of 7,467, closely matching the 1999 population estimate. During the following decade, the city nearly doubled in population. The 2010 census states the city had a population of 12,838, a 72 percent increase from the 2000 census population count. Given the explosive growth, the city adopted an updated plan with a new vision for Crowley in 2012. Since 2012, the Chisholm Trail Parkway has spurred a lot of new development in south Tarrant County, Crowley included. This growth puts pressure on city staff to keep up with residential and commercial site plan approvals,

building permits, construction inspections, and infrastructure maintenance. Our elected officials are being challenged to provide infrastructure and amenities commensurate with other communities in the area while working with a much smaller budget. Previous plans are outdated and no longer relevant or useful, but the development decisions made in the coming months and years will have repercussions far into the future for Crowley residents and businesses. It is time for a new plan that provides context and guidance for the decisions ahead. It is all about how development *aligns* with the community character.

OUTCOMES MATTER TO THE COMMUNITY

The plan establishes a vision for Crowley that lay the framework to translate the policy into real projects, providing local capital with opportunities to invest in the community and promote a sense of place for its residents. The plan captures both the excitement of the Crowley community, as well as how this city is uniquely positioned to capitalize on growth in the region. The Crowley 2045 plan is based on fiscal analysis, focused on revitalization of the downtown, and considers infill development in order to

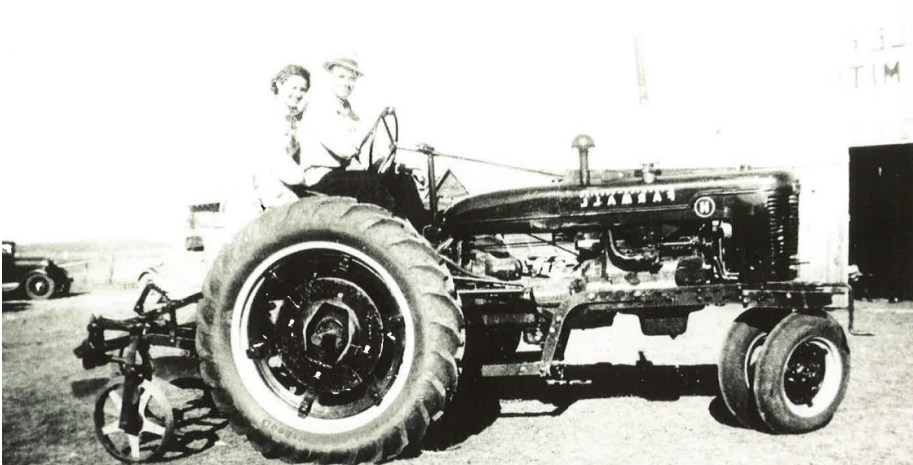


Figure 1-2: Crowley circa 1950



Figure 1-3: Crowley circa 2018

take advantage of the expanding North Texas region. Crowley can either ignore that growth or harness it. This does not mean that the plan abandons the community common desire for high-quality development and the need for clearly articulated regulatory expectations. In response to the goals and desires expressed by the community during the plans' robust program of public engagement, the plan intends to capture and benefit from regional growth. Municipalities across North Texas continue to face increasing demands on staff. In the absence of current, coordinated plans, decision-making and day-to-day activities are often reactive instead of proactive. This limits efficient, effective outcomes and, unfortunately, minimizes return on municipal capital investment. It also makes it difficult to manage and communicate expectations. Updating the plan puts Crowley in a position to focus staff and community efforts, program capital expenditures, and be proactive decision-makers across all aspects of the city's development and operations.

The plan will align anticipated growth with the core values expressed by the community and reinforced by the Comprehensive Plan Advisory Committee (CPAC) is a group of local stakeholders specifically established for the update process):

1. Organic and Incremental Development
2. Local Capital and Assets
3. Community Character
4. Sustainability and Resiliency

Organic and Incremental Development

Crowley is fortunate that it has opportunities for both new and infill development. The plan promotes development that provides a range of products and is scaled appropriately for the location within the city. Large vacant tracts of land adjacent to

State Highway 1187 (SH 1187) and small parcels along Main Street are examples of where to apply differing standards for land use. The concept of organic is related to incremental, place-specific growth intended to reinforce the desired municipal character.

Local Capital and Assets

The update process has proven one paramount element about the community – people are willing to be engaged in order to see actual change. This plan documents the level of public input while encouraging the city to use the local “**time, treasure, and talent**”³. Implementation recommendations include ways to create programs and opportunities for further community involvement. Trust is an important component of the city regulatory environment and lends itself to authentic creation of place.



“ Everyone has time, talent or treasure they would like to contribute to their community, but we often don't know how, when or where to help out. Engage and connect the people, organizations and resources in your community together to { } progress towards shared goals.”³

Figure 1-4: Cultivate Community Capital

Community Character

Growth does not automatically equate to creation of prosperity or place. In fact, certain types of growth will lead to the opposite – a community that functions poorly and looks like every other city in the region. This process of updating the Comprehensive Plan is about deciding what Crowley wants its community to look and feel like. It is intended to lay out a framework to manage growth and redevelopment in a manner that is both intentional and authentic in support of the input provided by Crowley citizens throughout this process.

Managing citizen expectations during growth can be extremely challenging, time consuming, and frustrating. Establishing a cohesive vision, based on solid planning principles and policies with prioritized implementation actions will clarify roles and expectations. It will empower everyone in the community to contribute. In addition, regular review of the plan will mark progress toward the vision for Crowley. Action items and decisions will be measured and tied back to this plan, providing transparency and accountability.

Sustainability and Resilience

Typically, a concept related to the natural environment, there is also an important fiscal component to the concept of sustainability. At the time of this plan, approximately 45 percent of land

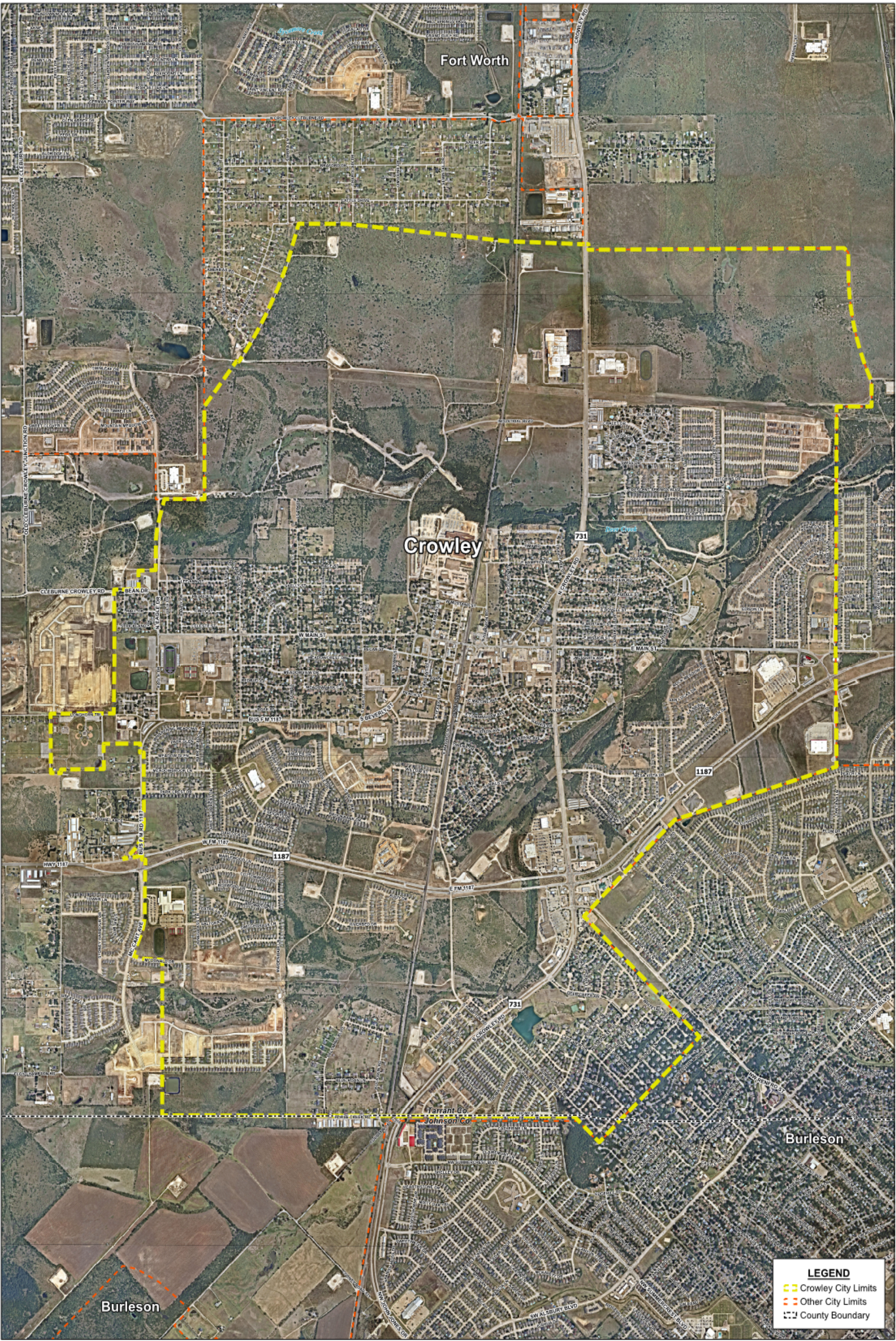
area in Crowley is undeveloped or in the entitlement process, meaning the property is going through the approval process for permission to be developed. Land in this category is in review by city staff but is not currently physically built out. Therefore, it is important to prioritize preservation and promotion of this resource. Coupled with the new Parks and Open Space Master Plan, the community can integrate this concept into its identity and plan for maintenance and improvements.

Another component of this concept is the real cost of maintenance and replacement of public infrastructure. Development decisions today have financial consequences in the future. The fiscal analysis performed with this update shows that the city is already financially stressed from past decisions. Care is needed when considering how the city can and should invest its limited funds. The plan should maximize the return on investment (ROI), using city resources in a way that increases property values, improves quality of life, and reduces long-term infrastructure liabilities.

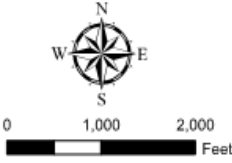
Finally, integral to this concept is the idea of resiliency. Whether coping with a natural disaster or unscheduled infrastructure replacement, this plan and other city policies are linked to support establishment and maintenance of municipal reserves which, in turn, create confidence and security for the community.



Figure 1-5: Typical Crowley Neighborhood



City Limits



Created by
DUNAWAY
April 24, 2020

Figure 1-6: Aerial View of Crowley 2019
City of Crowley 2045 Comprehensive Plan



Figure 1-8: Crowley Public School before Fire in 1942 (approximate location of Bess Race Elementary (donated by Betsy Horn)

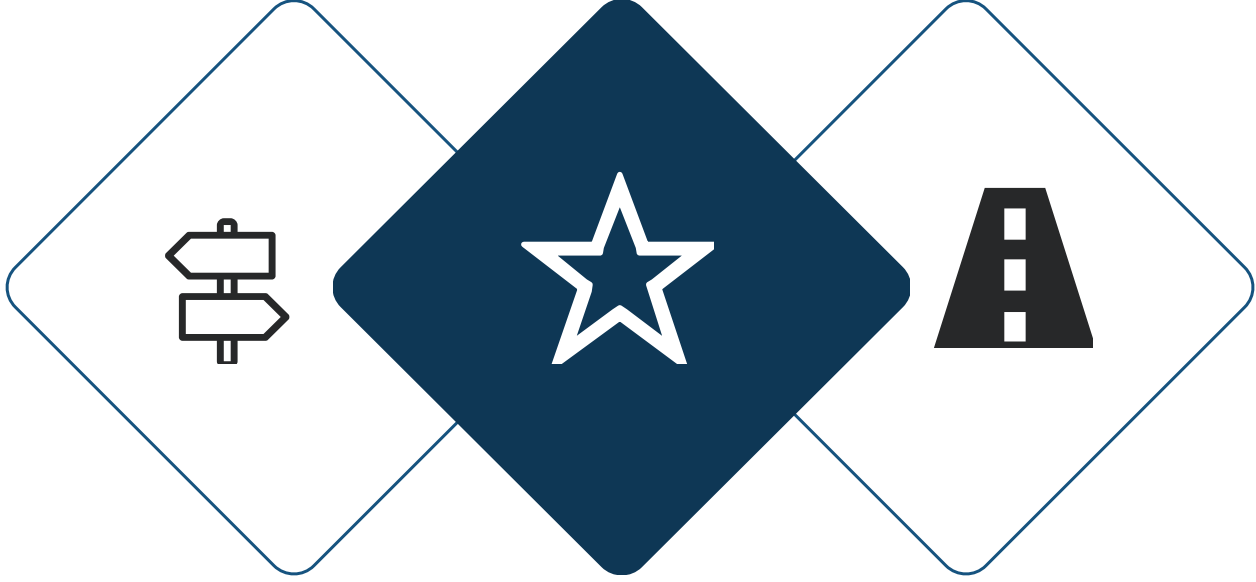


Figure 1-9: Feed Mill 1944, Between Magnolia and the Railroad, north of Main Street

Foundations

2





Foundations

CROWLEY CROSSROADS

“I have great respect for the past.
If you don’t know where you’ve come from, you don’t know where you’re going.”
Maya Angelou

Before planning for future development and upcoming generations can begin, it is essential to identify what Crowley is today, how it came to be this way, and what opportunities and challenges will affect future growth. Therefore, this chapter is the foundation for the 2045 Crowley Comprehensive Plan. The following pages briefly document and describe interesting and key components of the city, such as existing population characteristics, economy, infrastructure, public services, and available utilities.



Figure 2-2: Crowley Cemetery
City of Crowley 2045 Comprehensive Plan

2.1 History + Today

History ties people to place.

The Crowley Centennial Historical Committee (1981) asserts the early years of Crowley history were based as a location along a stagecoach route from San Angelo to Dallas. The line is in the general area of Roundtree Lane proximate to Deer Creek. Stagecoach lines were historically tied to government mail contracts and also served as transport for goods and people.

Crowley is also in proximity to the Chisholm Trail.

The city is located near the historic cattle drive trail of yesterday and the toll road of today. The well documented trail was used as a major route for taking livestock from south Texas to Fort Worth in the late 1800s. The bridge across the Brazos River in Waco served to focus the cattle drives from that point north, placing Crowley in its path. The current Chisholm Trail Parkway connects the souther region and provides direct access into downtown Fort Worth.

Both the Crowley Centennial Historical Committee and the Texas State Historical Society document that the founding of the community is also tied to another form of transportation: the railroad. Perhaps the location along the overland stagecoach route and the cattle drive caught the attention of a pioneer. Regardless of the reason for settling in this area, pioneering farmers arrived in 1848. By the 1870s the railroad selected a spot in the community for livestock pens, eventually laid tracks, and ran the first train through Crowley in 1881. Soon after, a post office was established (1882) and the first station depot was built in 1885.

Figure 2-1: Cover: BNSF Railroad

Current Crossroads

Fast forward to today. Crowley is located at the crossroads of regional connectors:

- Farm to Market 731 (FM 731)
- State Highway 1187 (SH 1187)

The community is also advantageously located between major transportation routes:

- Interstate 35 West (I-35 W)
- Chisholm Trail Parkway (CTP)

One could say that Crowley has always been at a crossroad. The purpose of this plan is to chart the course for the next few decades, creating a place that is not a pass-through location but, rather, a place to call home and a destination.



Figure 2-4: Cook Shack 1908

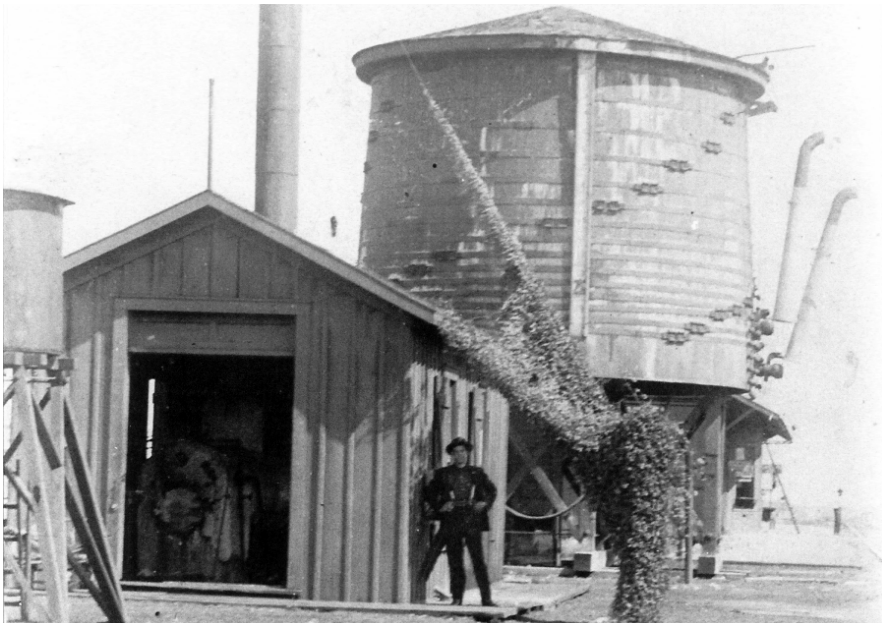


Figure 2-3: Water Works of Railroad Station



Figure 2-5: Chapman's General Store 1945

CROWLEY COMPREHENSIVE PLANNING EFFORTS

1976: Comprehensive Plan Report No. 1

In June 1976, City Council adopted Ordinance 122 establishing the original land use plan for Crowley. "Comprehensive Plan Report No. 1" was tied to the zoning ordinance and was partially funded through a planning grant from the Department of Housing and Urban Development, No. CPA-TX-06-16-114.

1999: Crowley Comprehensive Land Use Plan

The original plan documents the compact development pattern concentrated along Main Street/FM 1187. Future land uses were based on the promise of economic development afforded by the planned State Highway 1187 bypass. Noteworthy aspects of the plan include an expanded park and trail system along Deer Creek, commercial nodes proximate to large residential developments, and acknowledgement for increased commercial and residential activities centered near Main Street. The City adopted its first stand-alone Comprehensive Plan document in 1999 and completed an update to that plan in 2012. Major shifts in demographics and types of development have occurred in the last decade as a result of the Great Recession. In addition, Texas has presented itself as a business-friendly environment. The North Central Texas region has benefited from this environment. Crowley is situated within the region to see a lot of growth over the next several years. This growth is already happening.

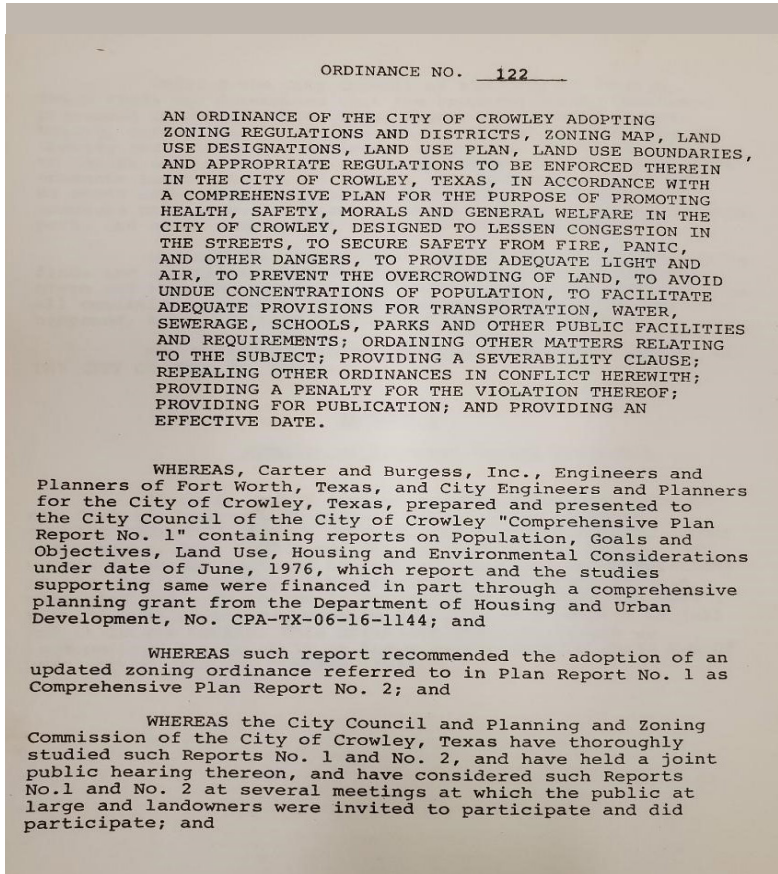


Figure 2-6: Ordinance No. 122

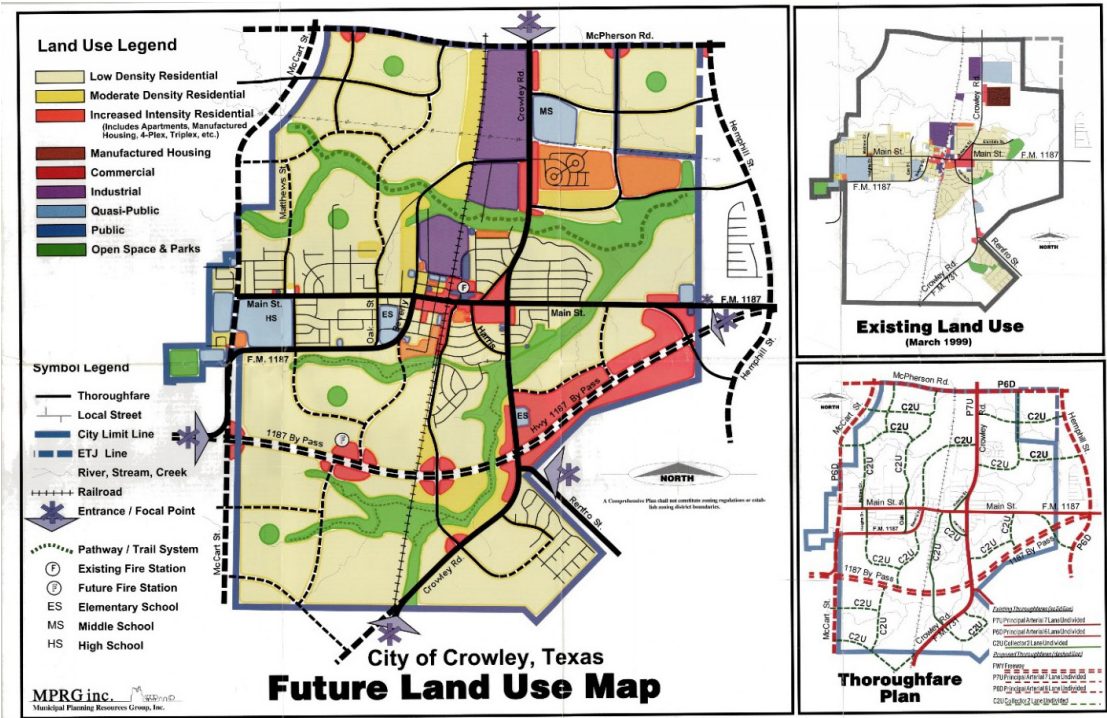


Figure 2-7: 1999 Future Land Use Map

2012: Update to Crowley Comprehensive Land Use Plan

The 2012 update to the [Comprehensive Plan](#)¹ confirms the expanded commercial development brought by completion of SH 1187. In addition, several new neighborhoods were built in the years between 1999 and 2012. Because of growth, city facilities and Crowley Independent School District facilities were expanded. Noteworthy aspects of the plan include documentation of natural gas well activities and expanded industrial development. The plan also calls for a future commuter rail stop supported by increased density for commercial and residential activities in the downtown area along Main Street.

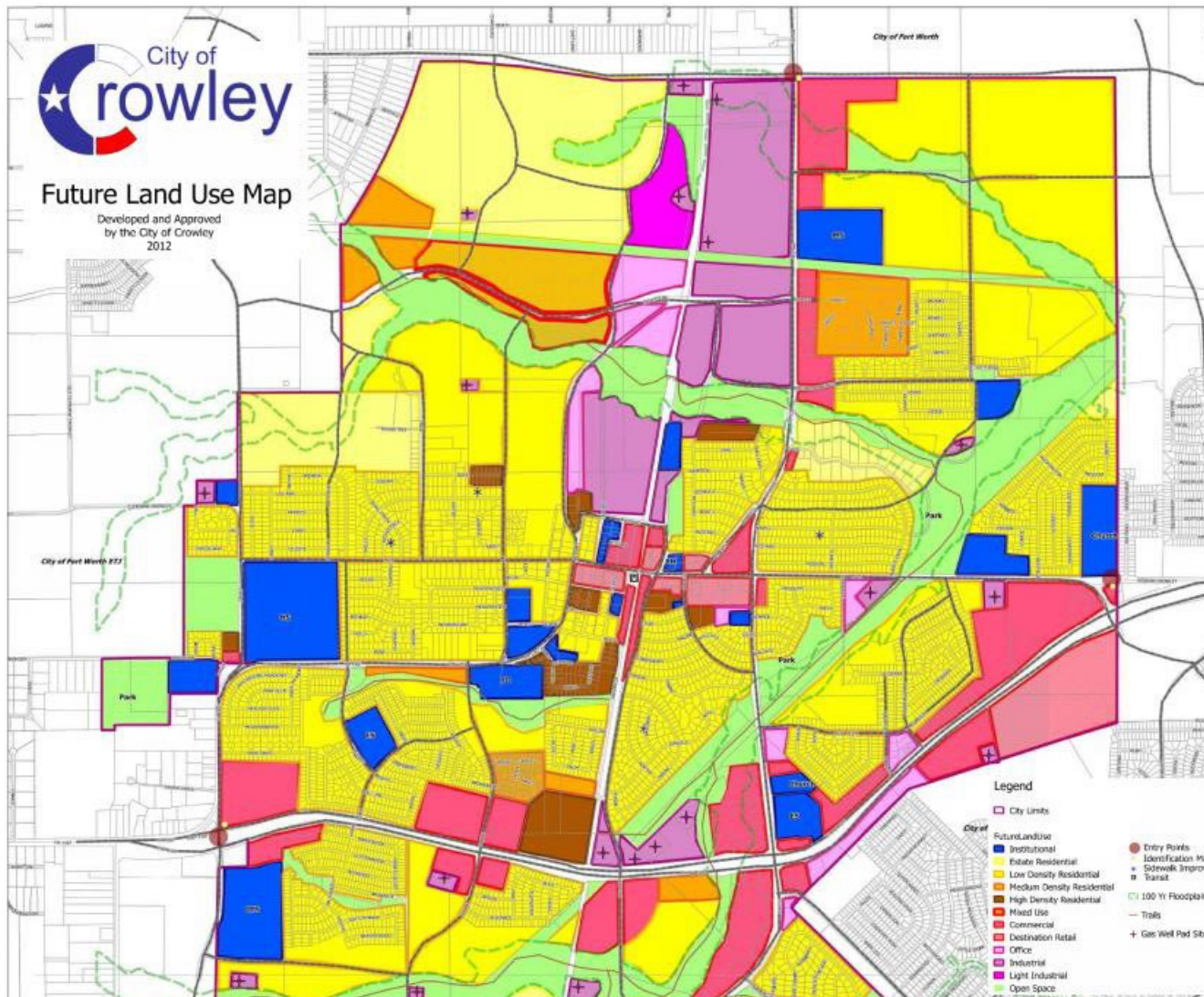


Figure 2-8: 2012 Future Land Use Map

Crowley 2045

2014: Master Thoroughfare Plan (MTP)

While the [Master Thoroughfare Plan²](#) is included with the on-line brochure for the [2012 Comprehensive Plan¹](#), it appears that an update to this map was completed in 2014. Since the last update, the city has collaborated with the City of Fort Worth and the developers of future major planned residential additions that require consideration.

- ★ McPherson Boulevard
 - Forms the northern boundary of the city
 - Maintenance is responsibility of Fort Worth
 - Shown on the [Fort Worth MTP³](#) as a Neighborhood Connector
- ★ Karis Master Plan – While Currently in its conceptual phase, an update to the MTP will be necessary once the planned development community is platted. Typically, roads and the associated right-of-way are dedicated in the platting process. The Planned Development zoning is based on SF 7.2 Single Family Residential and 2F, Two Family Residential districts and was approved on June 7, 2018 (Ordinance No. 06-2018-332)



- ★ Hunter's Ridge – The large residential addition will consist of several phases in both Fort Worth and Crowley. The current approved preliminary plat within the Crowley city limits shows a road network that does not follow the 2014 MTP. An update to the MTP will be required as the final plats for each phase are recorded.

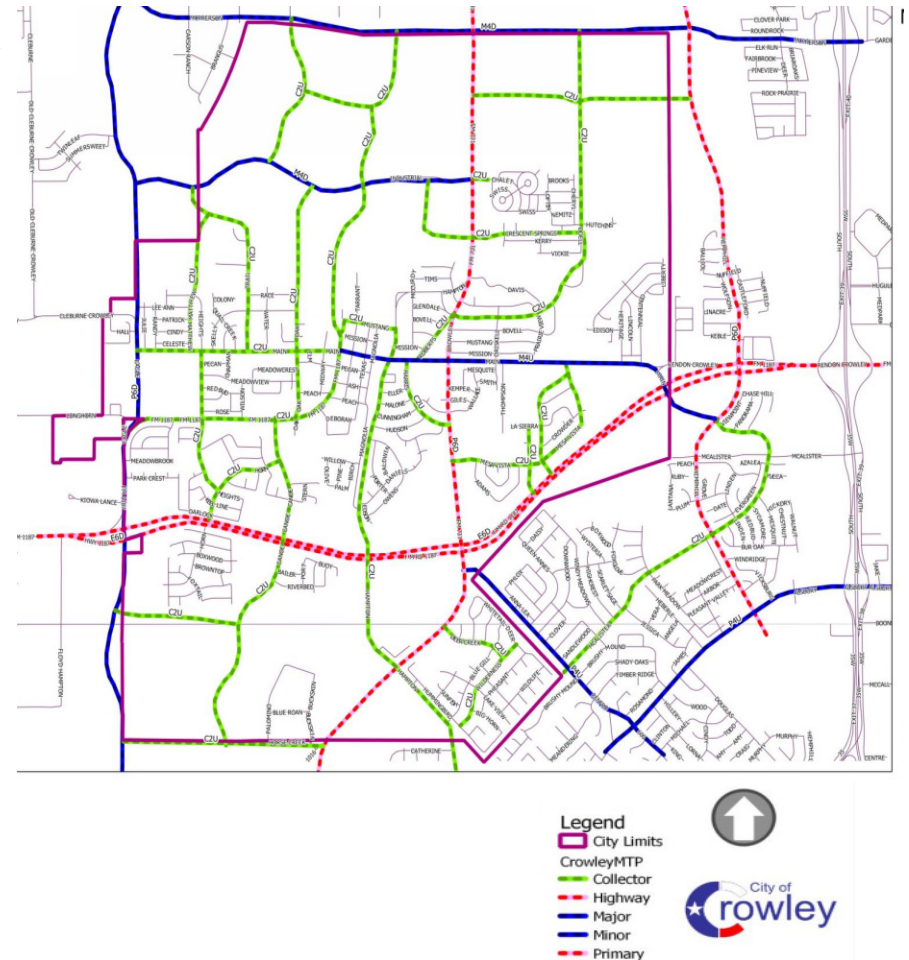


Figure 2-9: Karis conceptual plan

Figure 2-10: 2014 Master Thoroughfare Plan

2009: Main Street Revitalization Report

Shortly after the completion of SH 1187, the city planned how to best revitalize its central business corridor along Main Street. The plan focused on and presented strategies for the creation of downtown Crowley, a unique and identifiable place within southern Tarrant County and the Fort Worth region. Main Street was broken into three (3) context zones, each with its own character of the built environment. Strategies included a town green, commuter rail, and infrastructure and aesthetic improvements to the corridor. Both the town green and Main Street improvements are in the process of planning and construction. Source: www.gatewayplanning.com

A VISION FOR MAIN STREET

The vision for Main Street Crowley is a vibrant, pedestrian-friendly corridor that supports new development and redevelopment of downtown as the true heart of the community with a range of retail, office, civic, and residential uses.



Figure 2-11: Main Street Character Zone Map



2.2 Local Metrics

2.2.1 DEMOGRAPHICS (PEOPLE AND PLACES)

Where People Live in Crowley

First Wave of Subdivisions

From the 1800s, fast forward to the 1970s. This does not mean that the 100 years between Crowley as a community centered around ranches and a train depot and the boom of the 1970s are not important. However, this decade is a point of reference for Crowley because the population doubled between 1970 and 1980, from 2,662 to 5,852. This equates to a 120 percent increase in population. Clearly, many identified this bucolic setting as the ideal place to raise a family while remaining close to employment opportunities in the City of Fort Worth. The majority of the residential development occurred on the land immediately north and south of Main, as well as off FM 731. The original State Highway 1187, also known as Main Street, provided the street frontage for local stores and businesses, as well as connected the town to I-35 W. Two other milestones are noteworthy in this decade. First, City Hall opened in 1971 and, next, the first signalized intersection in the city at Beverly and Main Streets was installed in 1976.

- ★ Two of the first residential additions are known as Crowley Original Town and Crowley Park Additions. While Crowley Original Town Addition was platted in 1882, many of the lots were developed during the 1970s.
- ★ Chalet City, a 256-unit mobile home development off of FM 731, was a big part of the increase in the 1970s. Located off FM 731 on the north side of the City, its residents have easy access to south Fort Worth. Chalet City continues to provide an affordable housing option for Crowley residents.

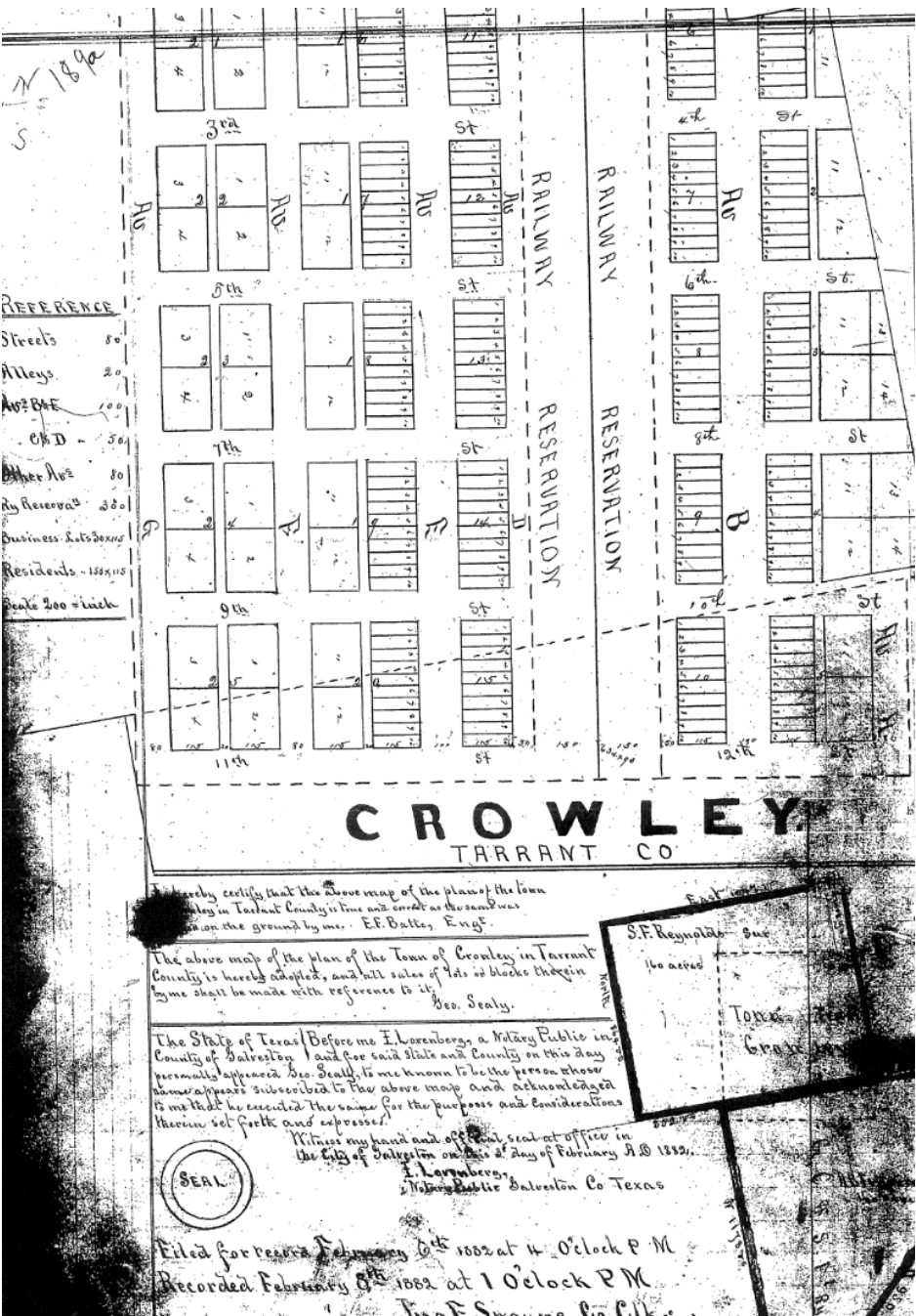
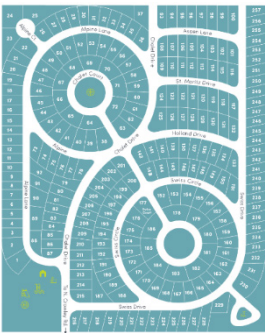


Figure 2-12: YES! Communities / Chalet City

Figure 2-13: Original Crowley plat 1882

Second Wave of Subdivisions

Again, between 2000 and 2009, Crowley experienced a significant expansion of residential development. After initial population growth in the 1970s, it is important to note that growth was fairly consistent during the 20-year period between 1980 to 2000. The steady increase in population from 5,852 to 7,467, amounts to a 27.6 percent increase over the two decades between 1980 and 2000. However, at the start of the new millennium, the population spiked, growing from 7,467 in 2000 to 12,838 in 2010, representing a 71% increase.

Next Wave of Development

The 2014 completion of Chisholm Trail Parkway from downtown Fort Worth to the city limits of Cleburne has opened vast areas of prairie and ranch lands to development. Development along the southern edge of Tarrant County and the City of Fort Worth has been explosive because of this major toll road. Crowley is positioned for the next wave of development, including redevelopment. Several projects are already being planned or under construction, including several large residential developments along the northern city limits and reconstruction of Main Street between Beverly and Roberts Roads. The following pages document all the zoned and platted subdivisions that exist today in Crowley, as well as graphically portray the amount of residential development currently in the entitlement process.

Growth and Development Pattern

Crowley is not large in area, nor particularly spread out in terms of the area within its city limits. The developable area is not constrained by major environmental challenges like steep slopes or significant amount of floodplain. The

area within the city limits is approximately 7.6 square miles (4,216 acres). Generally, development has occurred over time based on available transportation networks – the railroad, State Highway 1187 (SH 1187) and Farm to Market 731 (FM 731). Time and trends have had the greatest impact on the pattern of development. It has always been proximate to transportation -- including major north-south transportation routes in Texas -- and commerce. It began as a stagecoach stop, then a stop along the railroad. In 1926, Unites States Highway 81 (US 81) followed the route of State Highway 2, which ultimately was designated as Interstate 35 West (I-35W) in 1959. Farm to Market 731 (FM 731), from Fort Worth to Crowley, was officially designated by TXDOT in 1947. Crowley has always been a place along a route traversing the Cross Timbers region of the North Texas plains. From its origins as a rural town to becoming a bedroom community to Fort Worth to an unintended consequence as “drive-through” city, Crowley is ready to reestablish its identity and revitalize its downtown.

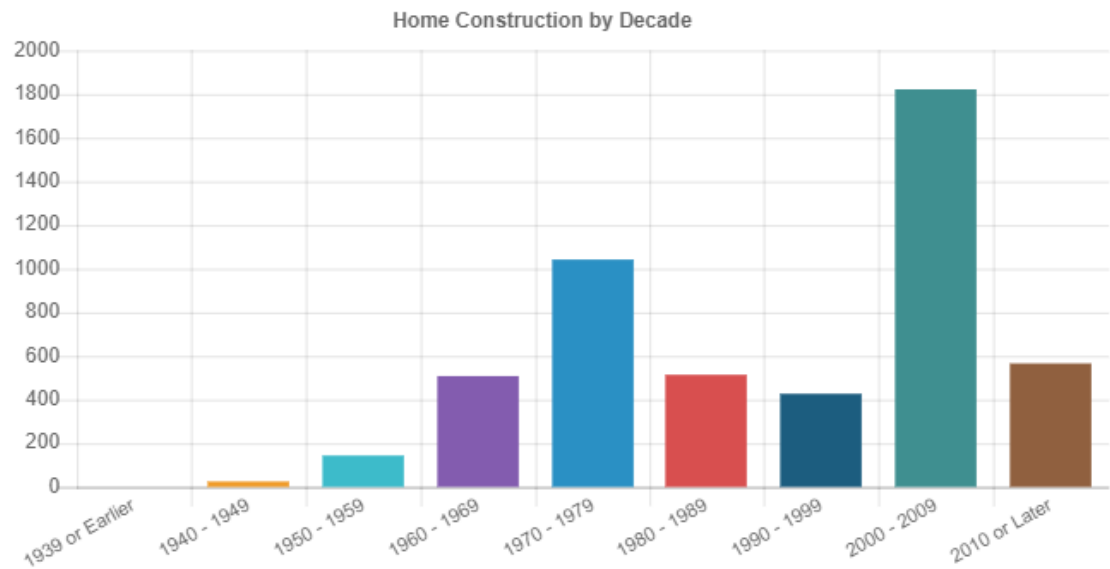


Figure 2-14: Home Construction by Decade

For most of its history, housing for Crowley residents was concentrated within a loosely gridded network located just to the north and south of Main Street (aka SH 1187), where the first businesses were established. Every residential addition was connected to Main Street or FM 731/Crowley Road. Recent (since 2004) local and regional transportation projects spurred growth by providing increased access and frontage to large areas of land within Crowley, resulting in an increase of both residential and commercial centers, and effectively creating another center of Crowley. In 2004, the newly constructed SH 1187 had three major impacts for the community which includes the following outcomes:

1. Increased regional connectivity improved mobility for Crowley residents.
2. The new thoroughfare effectively bypassed Main Street Crowley.
3. The intersections of FM 731 and SH 1187 provided an opportunity for large commercial centers.

Agreements with the City of Fort Worth over the past several years removed any areas of Crowley extra-territorial jurisdiction and added some acreage to the city, including a small area located at the northeast corner of the city. This area is a benefit to the city because it will provide additional access to two future collector roads – McPherson Boulevard and Hemphill Street. While these streets are not within the city limits, they are immediately adjacent and, therefore, will provide improved connectivity and mobility for Crowley residents.

The city and school district have been challenged with providing high-quality, competitive education, public safety, and infrastructure services. The best way for the city to maintain and improve levels of service is to promote infill development around existing roads and utilities.

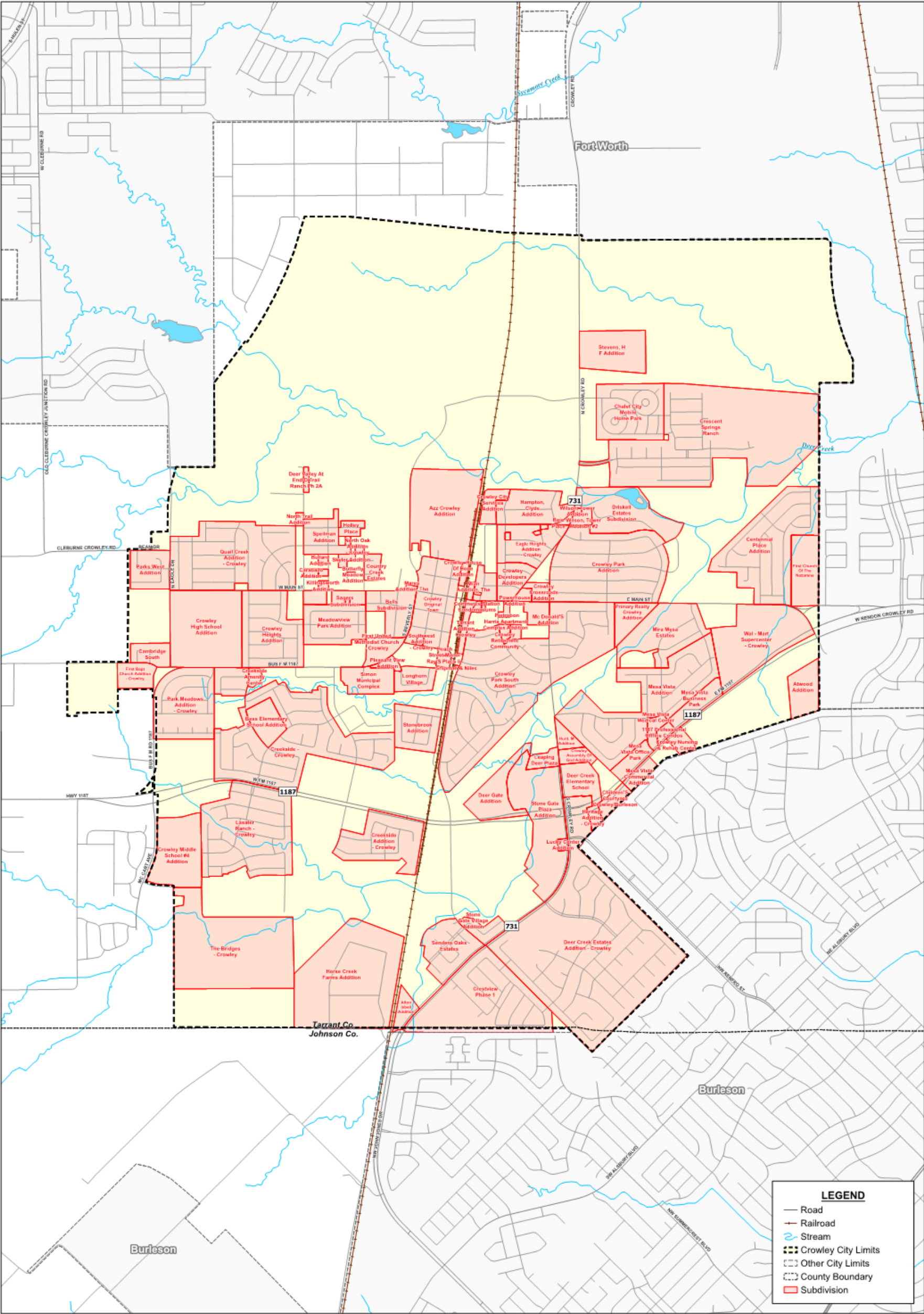
BUILD OUT:

The term “*build out*” is commonly used in reference to development according to existing or future land uses. It can be defined as...

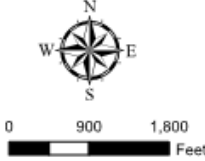
Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

The majority of the vacant land along the northern edge of the city limits are already in the process of zoning and subdivision approval. While the developer will be responsible for the installation and two years of maintenance of the public infrastructure, soon the city will accept the newly installed infrastructure into its capital improvement system, and maintenance and repair will need to be programmed into the city Capital Improvement Plan.

The two maps on the following pages show existing neighborhoods and future neighborhoods (those in the zoning and subdivision process with the city). The map showing existing subdivisions clearly shows the large amount of land, currently vacant, in the northeast corner of Crowley. Likewise, the map of future subdivisions includes the proposed layout of several new residential neighborhoods. These maps solely depict residential land use. Even still, it is easy to see that Crowley is approaching build-out. The challenge for the city is to continue to provide both existing and new residents with well-planned neighborhoods, while also preparing for redevelopment and the provision of community-focused programs.



Existing Subdivisions

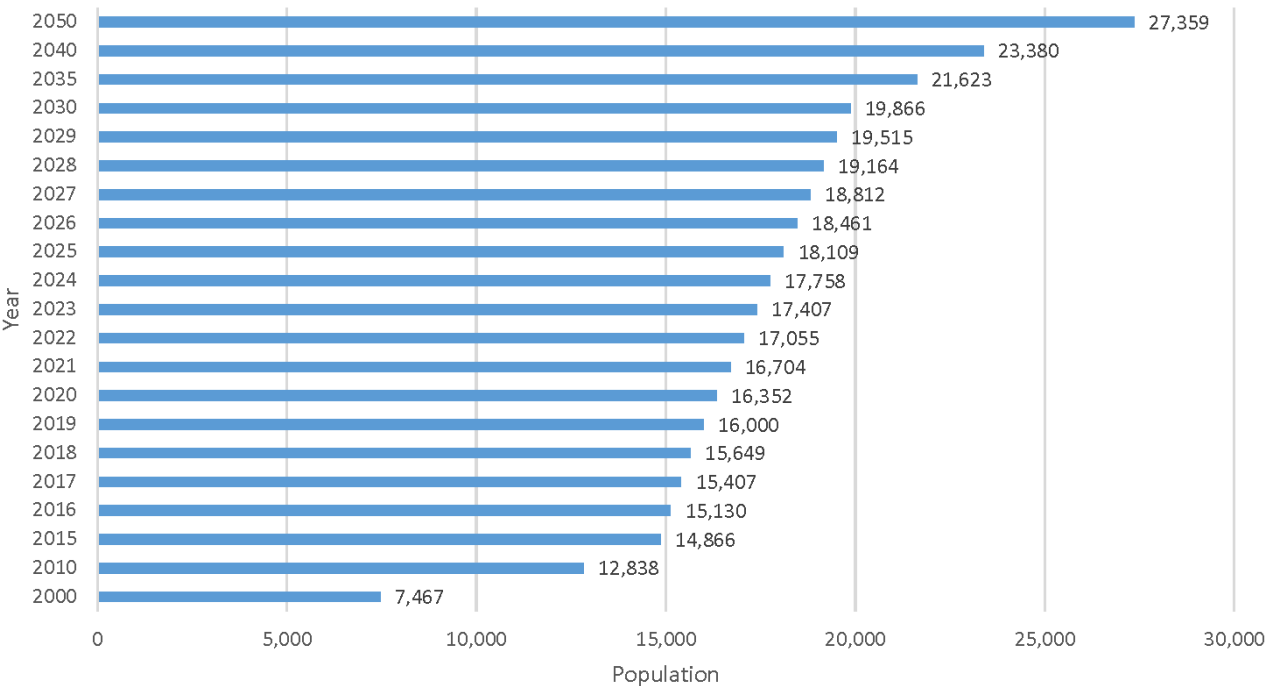


Crowley 2045

With regard to estimating the Crowley population at build-out, several sources were reviewed. In addition, several methodologies were used to calculate the population of Crowley at the point when its available land is fully developed. Build out is anticipated in the near future and is dependent upon both local and national economic trends.

The chart below and on the chart on the following page both depict both historical and estimated population.

The chart below shows future population based on anticipated growth rate.



27,359

2045 Population projections

16,362

2020 TWDB estimate

12,838

2010 US Census

Conservative estimates result in an approximate 40 percent increase in the city population in the next 25-30 years.

40%

Figure 2-17: Population Projection 2050

Crowley 2045

Three population estimates stand out and are noteworthy. Because these are estimates, no single estimate is highlighted in this plan. Columns 4 and 7 are interesting because the calculations produced similar estimates and hold special interest because water is such an important natural resource. Column 8 is the estimate based on the acreage of each land use category as shown on the Future Land Use Plan map (Chapter 3.3). Further discussion is provided in the side bar.

The estimated population at build-out for the City of Crowley falls within a range between approximately 27,400 and 39,250 and an average of 31,976 persons projected to reside in Crowley in the year 2045. Whether a total population of approximately 31,000 is achieved by 2030 or 2045, plans are necessary now to build, repair, and create necessary infrastructure to serve the residents.

CROWLEY POPULATION COUNTS AND ESTIMATES

	1	2	3	4	5	6	7	8
YEAR	US CENSUS	ACS	NCTCOG	TWDB	TSZ	ESRI / OTHER	POP PROJECTION	EST. AT BUILD OUT
2000	7,467							
2010	12,838	12,838						
2011		13,315						
2012		13,609						
2013		14,148						
2014		14,611						
2015		14,915						
2016		15,130				14,885		
2017	14,866	15,407	14,660			15,825		
2018		15,649	15,540					
2019	15,149							
2020				16,362			16,352	
2021						16,868	16,704	
2022						18,004	17,055	
2025							18,109	
2030				19,142		30,000	19,866	
2035							21,623	
2040				22,883			23,380	
2045				27,525	39,252		27,359	33,767
	Historical counts and samples	American Community Survey	North Central Council of Gov'ts	Texas Water Development Board	Traffic Survey Zone	ESRI data and Crowley CIP	Mathematical geometric population projection	2045 Future Land Use Plan +avg dwelling units for residential uses

Column 1: US Census

Decennial counts (<https://data.census.gov/>)

Column 2: American Community Survey

(Formerly www.factfinder.census.gov) Annual estimates based on sampling methodology.

Column 3: North Central Council of Governments NCTCOG research center creates annual reports which include population estimates.

Column 4: TWDB

Texas Water Development Board

(TWDB) Because water is such a valuable resource which requires conservation and demand modeling, the TWDB performs population estimates to determine the adequacy of existing infrastructure and estimate needed infrastructure in order to meet future demand. (<https://www.twdb.texas.gov>)

Column 5: Traffic Survey Zones (TSZ):

NCTCOG calculates the 2045 population estimate for Crowley based on the number of households and employment estimates. The estimates in this calculation are based on published numbers for each zone and modified to align with city boundaries. (<http://data-nctcogis.opendata.arcgis.com>)

Column 6: ESRI

Environmental Systems Research Institute (ESRI): Another source of populations projections is provided by ESRI. Projections are only available for the horizon year of 2030. Note the difference between the ESRI and other estimates, highlighting the importance at using a variety of methods (<https://www.esri.com>)

Column 7: Population Projection

Population Projection created using standardized growth rate for the city based on historical local and regional data. The data is depicted graphically in the bar chart on the next page.

Column 8: Future Land Use

Future Land Use: This estimate is based on acreage by residential land use categories, the average units per acre for residential uses, and an average number of persons per household.

Figure 2-17: Population Projection - Comparison by Agency
City of Crowley 2045 Comprehensive Plan

Who Lives in Crowley
(Refer to the charts and tables on the following pages)

Demographics

The US Census estimated the 2019 population to be 15,649, and North Central Texas Council of Governments (NCTCOG) research center estimated the population at 15,540. While the difference between the two estimates is not significant, it is noteworthy that each number is only an estimate. The current 2012 plan and this plan are built upon sampling and estimation methods to produce demographic data. It will be both interesting and advisable to take a fresh look at the 2045 plan when the 2020 census data become available in approximately the second quarter of 2021 – 18 months from now. For more information visit www.census.gov.

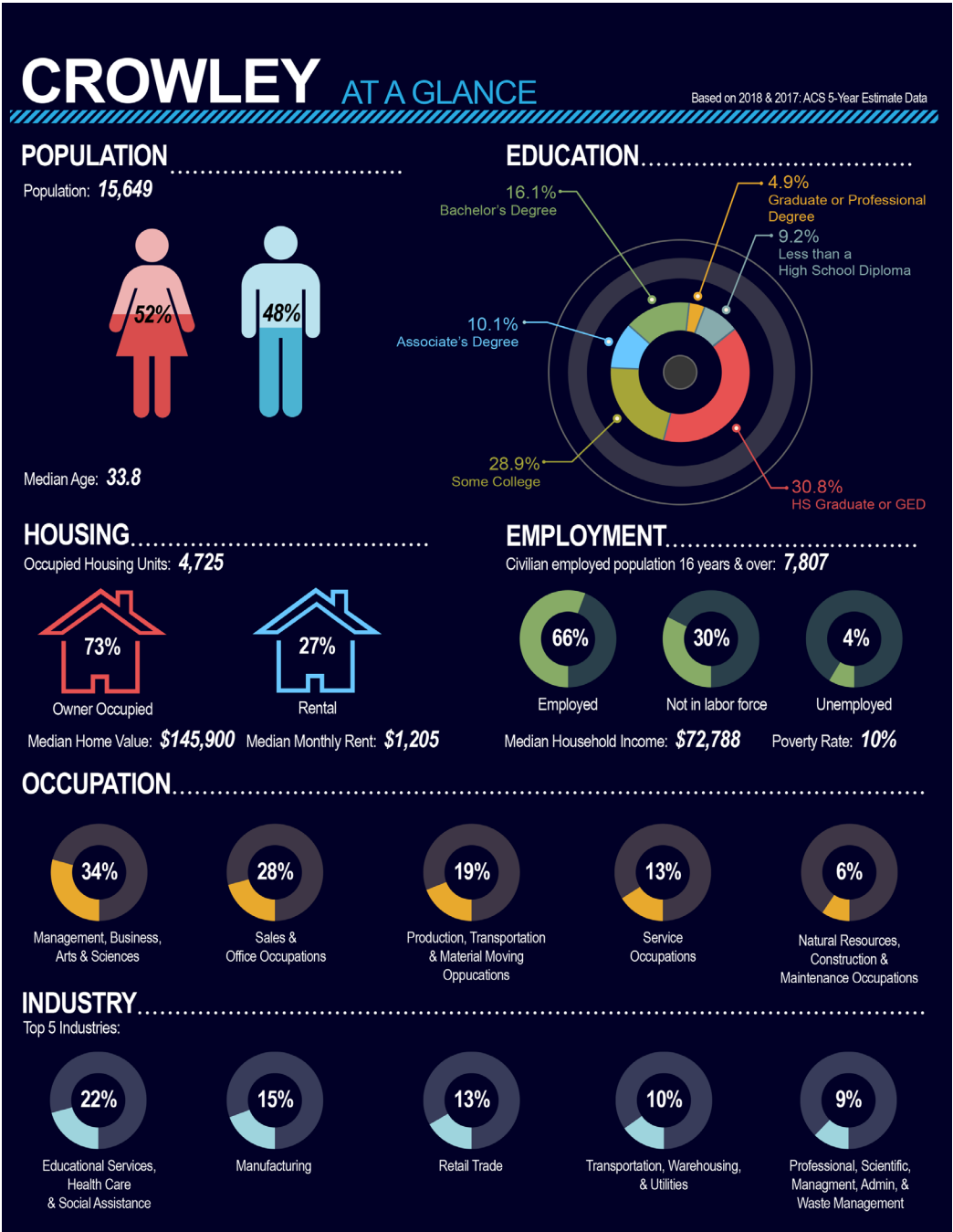
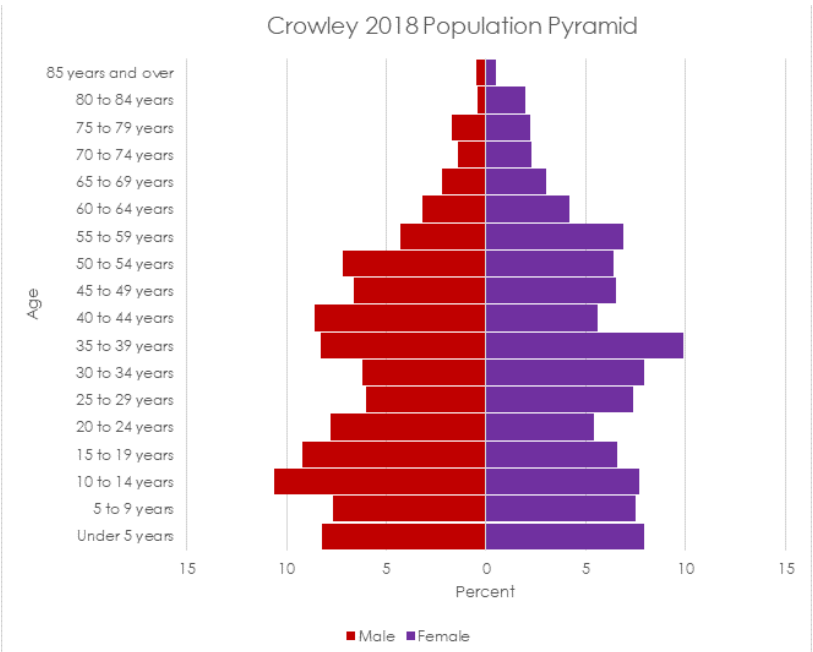


Figure 2-18: 2018 Population Pyramid and Crowley at a Glance: Miscellaneous Demographics

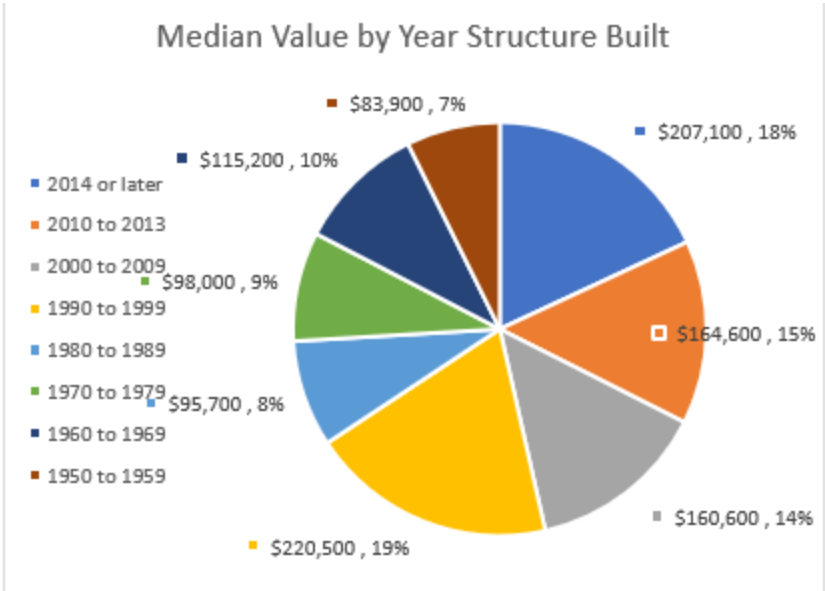
Median Age and Households

Based on data comparisons of household size and the median age, it appears that Crowley is a city composed of young adults. Median age does not tell the whole story. The population pyramid to the left shows that Crowley also has a large portion of its population 19 years and younger. Correlation of these numbers with average household size provides additional support for this understanding. In 2018, the average household size was approximately 3.21 persons per owner-occupied unit and 2.93 persons per renter-occupied unit. Comparisons with adjacent cities shows Crowley has a slightly larger average household size, while family size is similar regionally. The median age of 33.8 years is significantly lower than the national average of 37.8 years old but is similar to that of the general North Texas region, which reports a median age of 34.7 years. Further analysis may show the cause for the lower median age regionally is a result of large numbers of people and families moving to the North Texas region from other states and moving to Crowley for affordable housing.

Housing

As outlined in the previous pages, most of the housing stock in Crowley was built during two distinct decades. The first large influx of residential construction occurred in the 1970s, and the most recent began in 2000. Given the amount of land currently in the entitlement process (zoning and subdivision) for residential development, the next decade is expected to be another building boom for Crowley. (Refer to the subdivision maps on the previous pages.)

Single family houses in traditional suburban layout are the predominant housing type in Crowley. The 2018 estimate by the American Community Survey estimates 5,048 housing units. Analysis of existing land uses depicts approximately 1,350 acres of single-family development, which comprises approximately 32 percent of the built environment Another aspect of housing in Crowley is that the majority is not new:



20.6 percent of homes are 50 years or older
(1970s - 1,041 units)
36.1 percent of existing homes are 10-20 years old
(2000s - 1,822 units)

Owner-occupancy and median home value data also provide more information about the typical housing unit in Crowley. In 2018, approximately 74 percent of existing homes were owner-occupied with a median value of \$145,900. This represents a significant increase in value and ownership during the 2010 decade. However, it is also important to look at the years after the Great Recession of 2007 - 2009. Crowley population grew by 71 percent between 2000 and 2010, aligning with the increase in housing units and increased value. However, between 2011 and 2013 the occupancy rate of all housing units in Crowley declined to a low of 67 percent signifying the lagging effects of the recession. There is a direct correlation with a very significant increase in vacant housing between 2000 and 2012-- almost three times more vacant homes, a lasting effect of this recession.

Figures 2-19: Housing Data for Crowley and Surrounding Cities



General Housing Characteristics --Crowley				
	2000	2010	2012	2018
Total Housing Units	2,748	4,714	4,641	5,125
Occupied Housing Units	2,650	4039	4191	4,725
Owner-occupied units	76.7 percent	71.7 percent	68.5 percent	73.1 percent
Renter-occupied	23.4 percent	28.3 percent	31.5 percent	26.9 percent
Vacant Housing Units	98	306	450	265
Percent vacant	3.6 percent	6.5 percent	9.7 percent	5.2 percent
Median Value	\$70,500	\$114,00	\$112,300	\$145,900
Median Monthly Housing Costs		\$1,211	\$1,228	\$1,268
Median Household Income		\$62,692	\$65,419	\$72,788
30% of Median HH Income (monthly)		\$1,567	\$1,635	\$1,820
Source: American Community Survey (DP04)				

COMPARISON OF General Housing Characteristics --2018				
	Tarrant	Fort Worth	Burleson	Crowley
Total Housing Units	778,975	312,120	15,905	5,125
Occupied Housing Units	689,921	284,687	14,964	4,725
Owner-occupied units	60.5 percent	57.2 percent	72.7 percent	73.1 percent
Renter-occupied	39.5 percent	42.8 percent	27.3 percent	26.9 percent
Median Value	\$170,300	\$154,300	\$167,100	\$145,900
Median Household Income	\$64,874	\$59,255	\$77,342	\$72,788
30% of Median HH Income (monthly)	\$1,622	\$1,481	\$1,934	\$1,820
Source: American Community Survey (DP04)				

Median Age				LOCATION	Average Household / Family Size					
2000	2010	2017	2018		2000		2010		2017	
					Household	Family	Household	Family	Household	Family
33.6	31.9	33.8	33.2	Crowley	2.81	3.16	2.91	3.29	3.06	3.44
34.1	31.9	34.0	35.0	Burleson	2.74	3.11	2.84	3.22	2.63	3.23
30.9	31.9	32.2	33.2	Fort Worth	2.67	3.33	2.73	3.39	2.88	3.53
32.3	33.4	33.4	34.6	Tarrant County	2.67	3.22	2.72	3.29	2.84	3.42
32.3	33.6	34.9	35.3	Texas	2.74	3.28	3.30	3.29	2.84	3.44

Figures 2-19: Demographic and Housing Data for Crowley and Surrounding Cities



How do People Get Around Crowley - Mobility

Because of the city's historical position within the greater economy of the region, its location, and the availability of local jobs, Crowley residents drive to employment centers outside of the city limits. Without access to public transportation, driving alone in single occupancy vehicles is the predominant method of transportation.

❖ Commute (95% drive to work)

95%

- Drive alone 85.1%
- Carpool 9.9%
- Walk or Cycle 1.1%
- Motorcycle 0.4%
- Work from home 3.4%

❖ Commute time

- Average 32.4 minutes
- 13.6% commute 60 minutes or more
- 2.93 % are super commuter, driving in excess of 90 minutes

❖ Morning commute – prime hours 6:00 am to 7:30 am

❖ Place of work relative to Crowley

91%

- 91.2% work outside of Crowley
- 8.8% work within city limits

❖ Place of work relative to county and state

79%

- 79.4% work in Tarrant County
- 20.0% work outside Tarrant County
- 0.7% work outside state

Traffic congestion in Crowley is focused on the major thoroughfares of SH 1187 and FM 731, as well as Main Street. State Highway 1187 is the major east-west regional highway connecting I-35 to Chisholm Trail Parkway. The major north-south regional connector is FM 731 which runs from Burleson to Fort Worth, bisecting Crowley but also providing a direct link to Main Street.

Most local Crowley roads connect to Business 1187/Main Street, SH1187, or FM 731. There are also country roads which connect to new large boulevards in the City of Fort Worth; however, these roads are typically older facilities in poor condition and not designed for current volumes of traffic. Over time and as development progresses south from Fort Worth toward Crowley, these roads will likely be improved, offering greater connectivity for Crowley residents.

Another consideration are the major centers that require automobile transportation during the week. Crowley High School has approximately 1,250 staff and students who travel to campus during the work week. Two Crowley ISD schools are located off of FM 731/ Crowley Road. Other major employers provide jobs for over 1,100 people. While the employment locations are spread out throughout the city, SH1187 and FM 731 are, again, the major ways into the city.

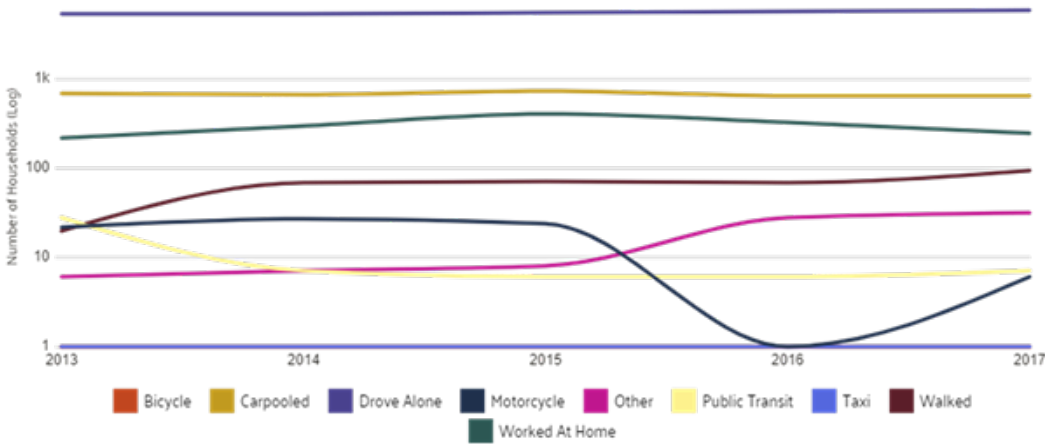


Figure 2-20: Mode of Transportation

Several at-grade railroad crossings are a source of congestion and unpredictable backups at S. Magnolia, Main, and W. Mustang Streets. Two bridges provide relief from the unpredictable railroad operations within downtown Crowley – one for vehicles at Industrial Boulevard and the other for trains over SH 1187.

Public transportation is virtually non-existent; however, there are opportunities for improvement under consideration. Crowley is a prime location for a commuter rail stop, which will provide access to Fort Worth and Tarrant County employment centers. City staff continue to discuss and plan this option with the railroad and other regional transportation agencies. In the meantime, the city is also coordinating with Fort Worth Trinity Metro and Via to provide its residents with access via shuttle to the closest bus stop north of the city limits. This arrangement will then allow residents to utilize the complete Metro public transportation system and reduce reliance on automobiles. The Fort Worth Trinity Metro, in cooperation with Tarrant County, also provides paratransit for Crowley elderly residents who need access to medical facilities within Fort Worth.

Bicycle and pedestrian facilities are limited throughout the city and mostly internal to residential development. This mode of transportation can be very uncomfortable and dangerous along and/or across major routes and roadways because of the lack of crosswalks, continuous sidewalks, and off-street trails. Citizens have expressed strong desires to be able to walk to local restaurants and businesses but feel hindered by the inconsistency of continuous sidewalks and bike lanes. In addition, the width and speed of traffic along SH 1187 and FM 731 are major barriers for pedestrians and cyclists.

For the city to serve the needs of residents who do not want to or are not able to drive, Crowley should explore ways to make neighborhoods and future development more walkable and accessible via some level of public transportation. These types of facilities are explored in Chapter 3.

Civic and Recreational Services

Parks and Amenities

2020

The year that the first-ever Parks and Trails Master Plan is adopted for the community, programming future improvements for Crowley residents.



Quality parks and ample recreation opportunities help to define a community as much or more than its business, traffic, and everyday work routines. Additionally, leisure activities can vastly improve residents' quality of life, serving both to entertain and to support good health. For these reasons, Crowley takes pride in its existing parks and facilities, and is actively working to make preservation and cultivation of parklands a task of chief importance. *For park maps, rules, reservations, and program information, visit www.ci.crowley.tx.us. In addition, the city provides a very informative [newcomers packet](#)⁴ available from the city website. Both this plan and the new Parks and Trails Master Plan identify areas for expanded active and passive recreation.*

Figure 2-21: Entrance to Bicentennial Park

- ❖ Bicentennial Park – Located between Main Street and Crescent Springs Drive, this is the largest park in the city. While 900 E. Glendale is documented as its address, the main entrance is off E. Bovell Street and includes an entrance feature. The park includes walking trails and large grassy areas prime for picnics and disc golf along Deer Creek.
- ❖ [Bicentennial Park Splash Pad⁵](#) is open seasonally from May to September and provides water-related recreation for families.
- ❖ Dionne Bagsby All Sports Complex off of Longhorn Trail is home to the Crowley Youth Association and includes several ballfields (some with lights), tennis courts, walking trails, a small playground, and bathroom facilities.
- ❖ Teeter Park, located at 409 S. Crowley Road and also situated along Deer Creek, provides residents with a pavilion and bathroom facility as well as softball fields.
- ❖ Crowley Community Center has historically been located in Bicentennial Park, and at this time a new facility is currently under construction. The Crouch Event Center is anticipated to be open to the public on May 1, 2020.
- ❖ Veterans Memorial Plaza is located in the city civic complex, which includes the [Library⁶](#), the [Recreation Center⁷](#), Fire Department No. 2, and the Police Department.

Department of Parks

Under management of the Department of Public Works, the Parks Department staff maintains all structured and natural park facilities. These facilities are a community asset and one of the qualities of Crowley that draw people to the community.

Facilities and Public Safety

The city provides many services for its residents. Internal departments include Fire and Police Departments which provide public safety. The city contracts with the City of Fort Worth for hazardous material collection, Progressive Waste Solutions for recycling collection, and with Waste Connections for household trash collection.

The city also regulates a variety of community activities through the permit process. Residents and neighborhoods are assured of a consistent quality of life because permits are required for garage sales, door-to-door solicitors, street vendors, mobile food vendors, and special events.

City Facilities

Crowley civic facilities provide its current population with excellent resources and services; however, with the additional population estimated with upcoming residential development, additional facilities and personnel will need to be programmed.

City Hall and Fire Station No. 1

The City Hall administration building and the existing Fire Station No. 1 are centrally located together at 201 East Main Street. These two essential government businesses form a central government core in the downtown and are a key component to the redevelopment and revitalization along Main Street. In fact, the administration activities will be expanded into the existing fire station facility in the upcoming months. Construction for a new fire station facility is out for bid. The new fire station will be located off Municipal Drive behind the Atwood's retail store.

Also, the City is currently reconstructing Main Street between FM 731 and Beverly Street to include on-street parking, bike lanes, sidewalks, enhanced intersections, and roundabouts. In addition, the city plans to develop the land immediately to the east of City Hall as a civic plaza, which will be programmed as the central

location for many community festivals and events. The design and the plan below are provided by Pacheco Koch.



Crowley Civic Complex

Several city services operate off of Oak Street southwest of City Hall - Fire Station No. 2, the Police Department, the Library, the Recreation Center, which currently houses Senior Center activities and programs, a skate park with walking trails, and Veterans Memorial Plaza. Both the Police and Fire Departments operate several community outreach services including E-commerce Exchange Zone, National Night Out, and a free Smoke Detector Program.



Public Safety Standings

According to the 2018 Community Profile, there are 31 police officers in Crowley, which equates to 2 per 1,000 population. The national standard is approximately 2.2 officers per 1,000 residents. The Fire Department received an upgraded ISO rating from a 4 to a 2 in 2014 and employs 28 firefighters, which equates to 1.8 per 1,000 residents.

To address the needs of residential and commercial public safety, a new fire station and training center is planned for property behind Atwood's on the south side of SH 1187/Crowley Plover Road. And the city acknowledges that another fire station could be added as development occurs in the northern part of the city.

Department of Public Works

The Department of Public Works oversees the administration of several service areas that benefit the community. As a centralized department to provide a consistent, high level of service, they are responsible for the maintenance of parks and associated facilities, animal control patrol and facility, and all public infrastructure, such as streets, sidewalks, storm drain systems, and water and wastewater systems.



Figure 2-22: Photos of Crowley Municipal Buildings

2.2.2 Natural Environment

★ Cross Timbers Ecoregion

Crowley is squarely located in the Cross Timbers ecoregion of Texas, which was named by early travelers who considered timbered areas a barrier to their travels across the open prairie lands. The Texas Department of Parks⁸ and Wildlife generally characterizes this as an area comprised of irregular plains and prairies with primarily sandy to loamy soils and a variety of grasses, including savannah and woodland. The most important aspect of this ecoregion is its vulnerability to wildfire. Texas A&M AgriLife Extension⁹ provides an online portal which allows each community to assess the local risk given several factors, including drought and the limits and types of structures in the built environment. With the recent wildfires in Texas and other states, such as California, there has been a new focus on the wildland urban interface. Mitigation programs and specialists are available to help residents and the community prepare in advance of wildfire.

★ Soils

The US Department of Agriculture Soil Conservation Service provides a map showing that soils in the Crowley community are generally Sanger-Purves-Slidell and Ponder-Sanger Slidell. This means that the soils are good for farming, but clay content needs to be analyzed prior to construction. Soil conditions can have a profound effect on urban development because different soils can create an assortment of problems for various structures and uses. As shown in the figure below, Sanger soils are the predominant soils which typically form on upland terraces on clayey sediments. Refer to the Parks and Trails Master Plan for more detailed information about soils in Crowley.

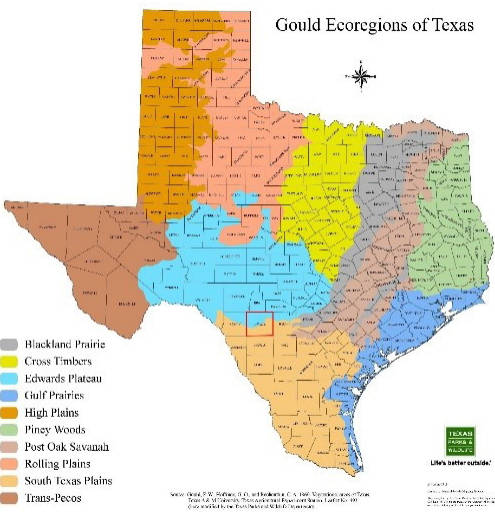


Figure 2-24: Texas Ecological Regions

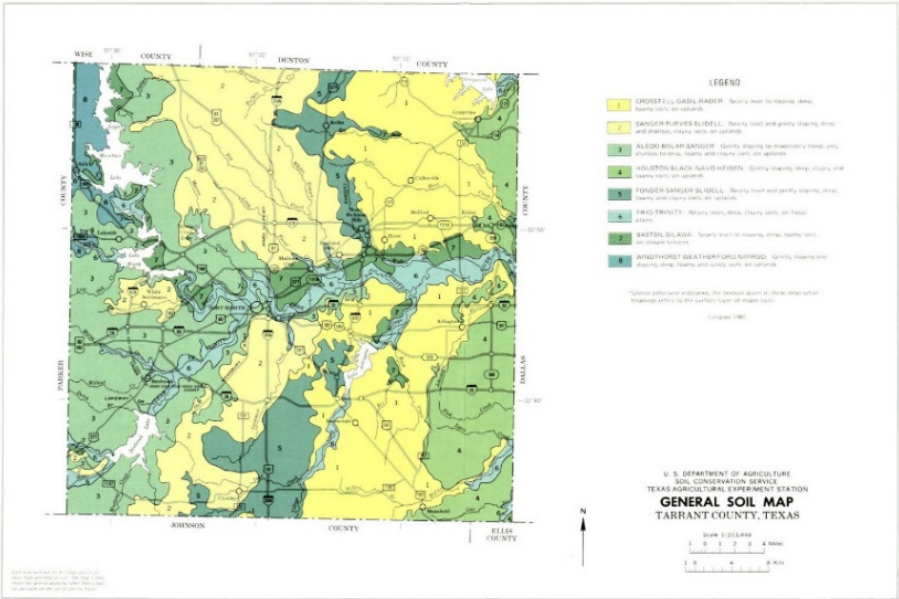


Figure 2-23: Soils Map

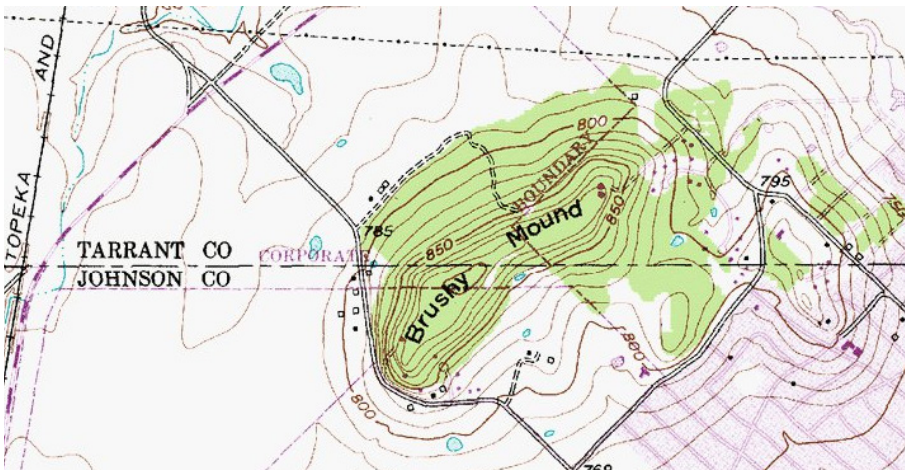


★ Tornado Climatology

The National Weather Service website provides historical data about tornados within Tarrant County. Officially considered part of the colloquial understanding of "tornado alley", Crowley has been affected by tornadoes several times over the past 70 years. Programs through the Texas Department of Emergency Management and North Central Texas Council of Governments assist residents with the installation of shelters through the Safe Room Rebate Program (<https://saferoom.nctcog.org/>).

Additional information and resources are available at <https://www.weather.gov/fwd/fwdtornadoes>

★ Topography¹¹



The elevation of Crowley ranges from 675 feet above mean sea level (msl) in the eastern section of the city along Deer Creek to 895 feet msl in the far southeast corner of Deer Creek Estates on the northwest side of Brushy Mound. Generally, Crowley is fairly flat with only gentle rises in topography. However, along Deer Creek and the adjacent floodplain there are areas with slopes of 10 percent or greater. Because development within the

floodplain is highly regulated, future development in this area will be limited. The other consideration for new and existing development is ponding. Areas with less than 1 percent slope do not drain well and may affect infrastructure.

★ Floodplain and Creeks

Deer Creek runs through the city, flowing from a high point along its southern boundary with the City of Burleson to a low point along the northeast line of the city boundary. The creek begins in Johnson County, flowing through the eastern side of the city and crossing under FM 731 near Teeter Park. The natural feature is an asset for both Teeter and Bicentennial Parks. The creek then flows from the eastern edge of the city limits until it merges with Village Creek east of I 35 W in eastern Tarrant County. The system of creeks and plains is part of the [Lake Arlington Watershed¹¹](#) and is noted in the NCTCOG 2018 Update to North Central Texas Water Quality Management Plan. Several small watershed areas flow from west to east into Deer Creek and are generally described as:

- South Fork of Deer Creek (south of SH 1187);
- Unnamed floodplain (south of FM/BR 1187/S. Beverly Street);
- North Branch (south of existing and future Industrial Blvd), which includes its South Fork; and
- Northwest Branch (along the northern city limits)

There are approximately 626.7 acres of Special Flood Hazard Area (SFHA, commonly called the 100-year floodplain) in Crowley and roughly 100 homes and other buildings constructed within this zone. Based on an average household size of 3, it is estimated that about 300 residents of Crowley are at risk of flooding. Since 1999, the creation of new residential lots in the SFHA floodplain has been prohibited through the adoption of Flood Damage Prevention regulations (Article II of Chapter 94 of the Crowley

Figure 2-25: USGS Topographical Map

Code of Ordinances). Unfortunately, a few structures west of FM 731 exist in the regulatory floodway, and a few exist in the floodplain fringe throughout the city. Approximately 100 homes and buildings are currently at risk, as defined by NFIP, but almost all of the structures are within the FEMA recognized SFHA known as “0.2 percent annual chance of flood hazard,” formerly known as the 500-year floodplain.

To mitigate risk of flooding in Crowley, the City has adopted several basic design standards with regard to drainage, including the [Flood Damage Prevention Ordinance](#)¹² that establishes policies and procedures for development within flood hazard areas, as codified in Chapter 94 of the Crowley Code of Ordinances. No new development is allowed within the FEMA designated floodplain. Further, the subdivision regulations in Chapter 98 limit runoff produced by new development. Floodplain management practices are supplemented by coordination with three (3) outside agencies – the North Central Texas Council of Governments (NCTCOG), the Federal Emergency Management Agency (FEMA)¹³, and the U.S. Army Corps of Engineers (Corps).

While FEMA does not directly regulate floodplains, it does indirectly require municipalities to regulate floodplains in order to be eligible for its National Flood Insurance Program (NFIP). The NFIP requires that cities restrict development in floodways and floodway fringes, establish a permitting process, and require floodproofing in flood-prone areas in order to be eligible for participation. Chapter 94, Floods, itemizes the requirements for development within the FEMA determined floodplain. In return for instituting these safeguards, the federal government underwrites flood insurance policies in participating cities with differential premiums based on the risk of flooding. Crowley is part of the NFIP, but is not part of its Community Rating System¹⁴. More information is available at <https://www.floodsmart.gov/>.

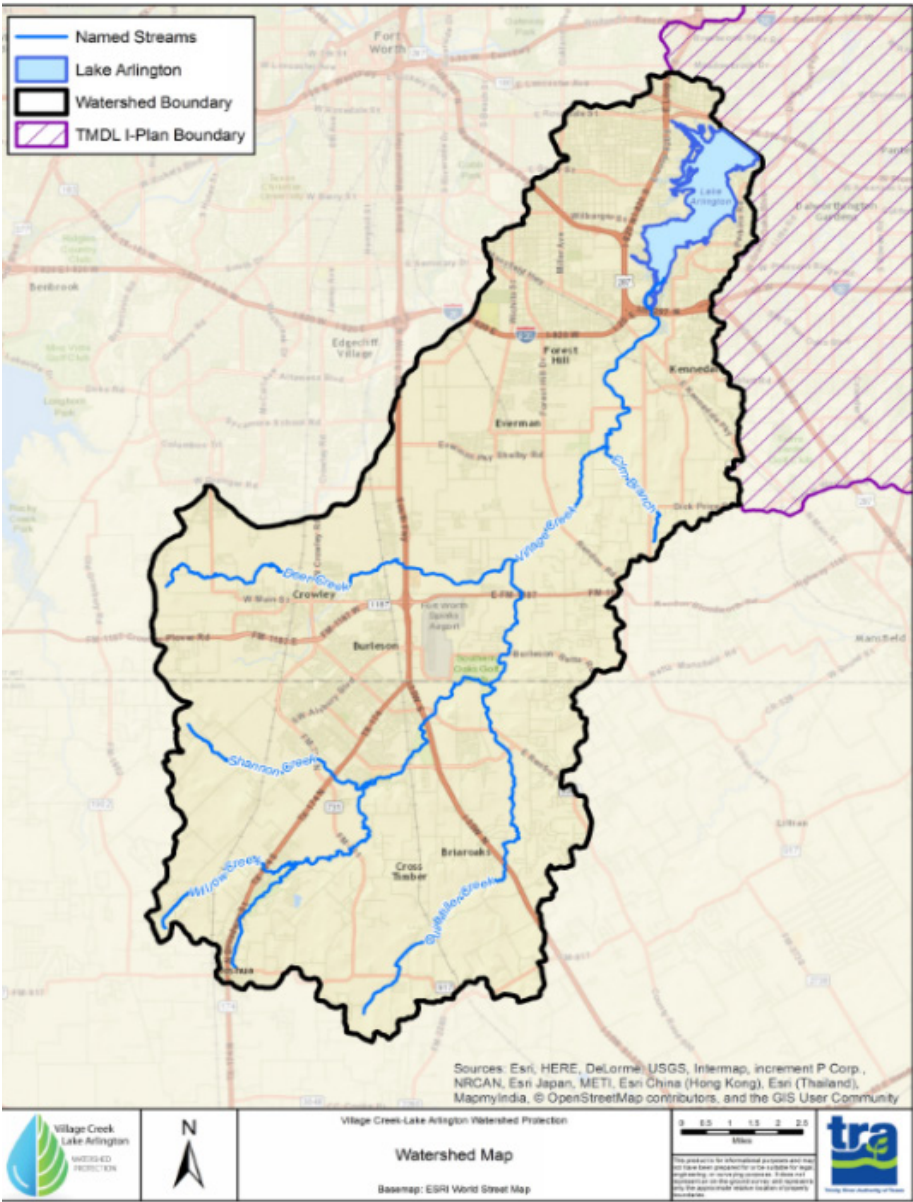
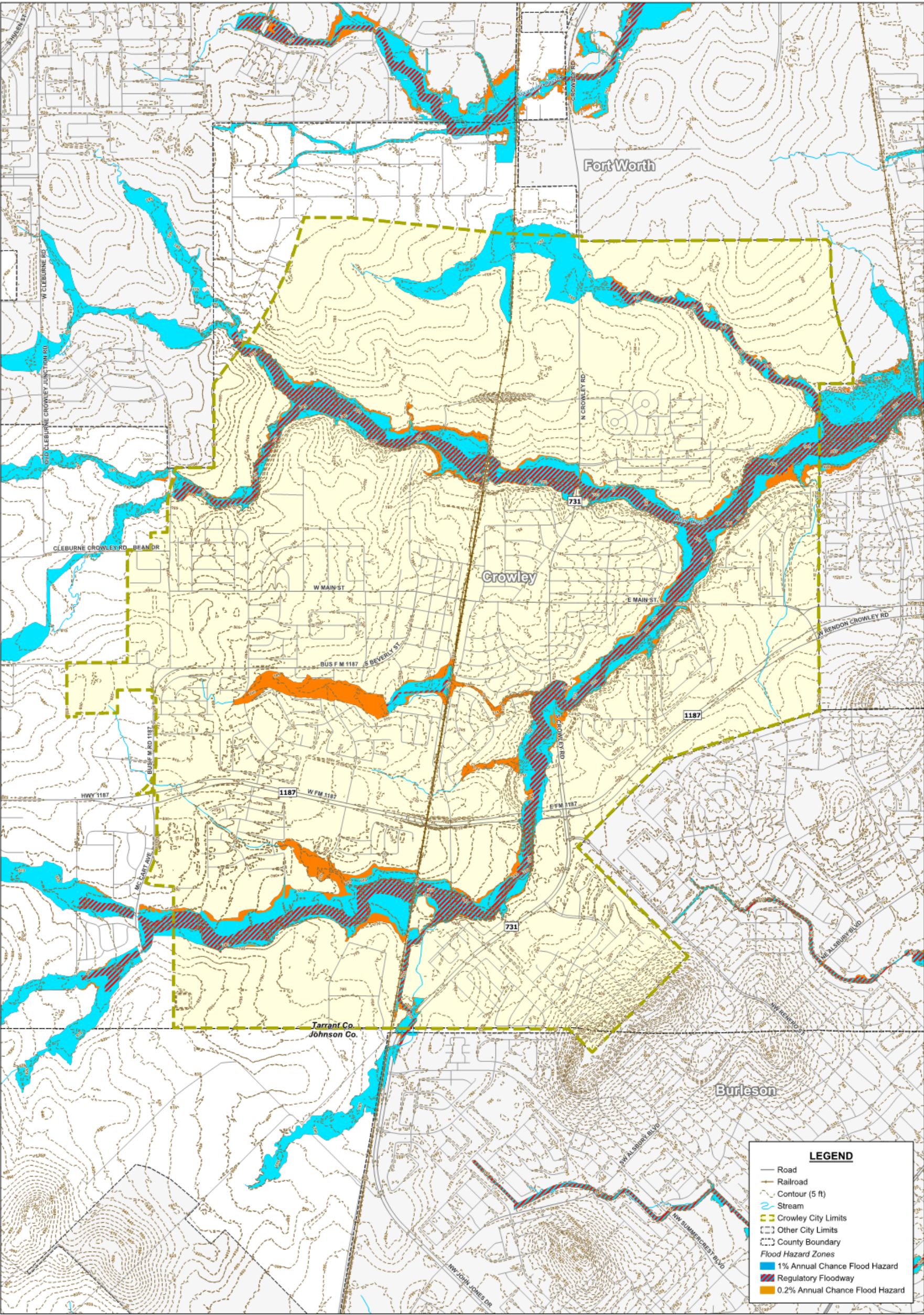
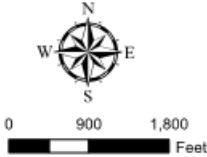


Figure 2-26: Lake Arlington Watershed Map



Topography



Created by
DUNAWAY
April 24, 2020

Figure 2-27: Topography

2.2.3 LOCAL GOVERNANCE AND RELATED AGENCIES

The principal role of local government is to protect the health, safety, and welfare of its residents. The city does more than simply provide basic services. Local government also provides a forum for managing and brokering scarce local resources, negotiating and mediating disputes among competing interests, nurturing and guiding actions to preserve and improve quality of life in the community, and making decisions about the use of public money for the public good. The city recognizes that to achieve an effective and efficient level of services and governance, coordination with other local and regional agencies, such as Texas Department of Transportation (TXDOT), is often necessary. Additionally, the city must adapt to larger economic cycles, meaning city staff must remain creative and committed with fewer resources. After the Great Recession, Crowley, like most communities, is concerned with how to best utilize its current resources while preparing for known required capital improvements. Therefore, Crowley staff places significant value in inter-local collaborations. Partnering with neighboring cities and governmental agencies – like the Tarrant County Mayors Council and the North Central Texas Council of Governments (NCTCOG), for example – in cost-effective situations positively impacts citizens across city borders while simultaneously enabling the city to deliver optimal services to its residents and amplify the Crowley community within the region.

- ★ **Crowley Economic Development Corporation (CEDC)**
Crowley benefits from an active and vested Economic Development Corporation (EDC). However, the EDC faces immediate major challenges, including continued growth and education of Crowley's employment base, provision of employment opportunities to residents, and market capture. Given the city's proximity near and along major thoroughfares and freeways, the efforts of the EDC, the improvement plan for Crowley ISD, and

proximity to the new Tarleton State campus off Chisholm Trail Parkway (CTP), Crowley is positioned to attract large commercial, warehousing/freight, and industrial uses. Refer to the Crowley Economic Development Board website for additional information (<http://crowleyedc.com/>).

- ★ **City Regulatory Standards for Development**
[Chapter 98 - General Development](#)¹⁵

Current subdivision regulations include provisions for development of vacant land and infill lots. In accordance with state enabling legislation, the regulations promote and protect the safety and welfare of Crowley residents. Prior to construction of any type of development, the developer must provide plans and enter into an agreement with the city, providing a guarantee that the structures and public infrastructure will be constructed according to approved plans.

[Chapter 106 - Zoning](#)¹⁶

Current residential zoning district categories, which mainly consists of single-family detached housing setback from the street, are set up to further low-density development within the city limits. The current zoning regulations appear to have been in place since 2000, with minor amendments over the past 20 years. Much of the development over the past 15 years, since the completion of SH 1187, was developed under these regulations with an average density of 3-4 dwelling units per acre. Quick analysis of the residential district development standards supports the assertion that the rural town transformed to a suburban community affording a range of lot sizes, all with front yard setbacks ranging from 25 to 40 feet and a standard lot coverage of 45 percent. The Downtown Overlay District, established in 2017, permits mixed-use structures set closer to the street, with no minimum front setback, in order to create a strong street frontage.

★ Adjacent Jurisdictions and Partner Organizations

Because Crowley is located between two cities - Burleson in Johnson County and Fort Worth in Tarrant County - Crowley residents have access to a range of activities and venues. In addition, Chisholm Trail Parkway and Interstate 35 W provide Crowley residents with easy accessible regional mobility, which opens countless employment, educational, and transportation opportunities. While Crowley is a distinct community with its own history and character, it is paramount to coordinate public facilities, such as roads, which are not affected by jurisdictional boundaries. In addition, Crowley does and will provide regional citizens with a different retail and residential experience. In combination, these three (3) cities provide a high quality of life in the southern part of north central Texas.

★ Local Partner Organizations

• Crowley Area Chamber of Commerce¹⁷

Founded in 1972, and with a mission statement of “*Partners in Progress*”, the [Crowley Chamber of Commerce](#) is a very active association of local businesses which support the local community. Several members volunteer their time for city programs and hold positions on appointed boards and regional committees. Residents and business owners benefit from the partnership between the city and this organization.

• CISD - Crowley Independent School District

Approximately 5 acres in the southeast corner of the Deer Creek Estates Addition are located within the city limits of Crowley but are also located in Johnson County and within the boundary of Burleson Independent School District (BISD). However, the remainder of city residents are served by the [Crowley Independent School District](#)¹⁸. Several of the CISD facilities are within the city limits:

- Crowley High School
- Crowley High 9th Grade Campus
- Crowley Alternative School

- B R Johnson CTE Center – Career and Technology Education Center
- Bess Race Elementary School
- Deer Creek Elementary School
- HF Stevens Middle School

The CISD operates its main administration facility, located at 512 Peach Street, close to downtown Crowley at the northeast corner of the intersection of Peach and Oak Streets. Once an elementary school facility, it now serves as the administrative headquarters for the district. With approximately 75 staff at this location, CISD both plays an important role in the education of Crowley residents as well as contributes to the local economy.

The CISD School Board approved a District Improvement Plan on December 18, 2019. The District boundaries are much larger than the area within the Crowley city limits. It includes a high growth area just north of Crowley in south Fort Worth. A 2018 study shows the 2018/19 student population was 15,742 and an estimated 2025 student population in a range (low to high) from 16,000 to 17,250. To address the growing population in the area, CISD opened a new elementary school in the Chisholm Trail Ranch area and will open a new Career and Technology Education building in fall 2020 just west of Eagle Drive near Crowley High School. The existing CTE Center is planned to become a middle school.

★ Regional Partner Organizations

• Higher Education Institutions

[Tarrant County College](#)¹⁹ Since 2013, Tarrant County College (TCC) has partnered with CISD to provide college accredited classes at the CISD Career and Technology Center, also known as SCC, [South Crowley Center](#),¹² as part of the TCC South Campus. The center serves approximately 1,000 dual credit students and

traditional academic transfer, workforce development, developmental education, and continuing education students.

Tarleton State University (TSU)/ Fort Worth campus The new campus is located east of Crowley off of Chisholm Parkway, the Fort Worth campus of TSU opened in Fall 2019. TSU provides an opportunity for Crowley student to attend college locally.

- **TXDOT Texas Department of Transportation**

The South Crowley Center is accessible to students throughout the region via SH 1187, construction completed by TXDOT in 2004. This new state highway provides improved regional access along its east-west course. Because the FM 1187/ Main Street was no longer the major east-west connector, the City of Crowley assumed ownership and maintenance of the street section of Main Street between SH 1187 (east intersection near Wal-Mart), through downtown and along its southeast course of S Beverly Street until its connection again to SH 1187. It is now known as Main Street, Business Route 1187 (BR 1187). The city and TXDOT continue to coordinate and improve this major corridor. Reconstruction began in November 2019. TXDOT also controls and maintains FM 731/Crowley Road within the city limits. The right-of-way is approximately 6 lanes wide and is an important north-south regional connector serving several communities in south Tarrant County. The coordination between the Fort Worth District office²⁰ of TXDOT and the city is a vital partnership for addressing the mobility needs of the community.

- **Tarrant County**

Tarrant County²¹ is another important regional partner g programs pertinent to public health and transit. It is responsible for the maintenance of the county road system. Roads which are not within the City of Fort Worth or the City of

Crowley are maintained by the county and are immediately adjacent to the city limits. The county website includes an online public map viewer which displays the location of county-maintained roads. As opment occurs, the roads are improved by the developer as per the applicable jurisdictional regulations. In addition, there are interlocal agreements which allow the local cities within the county to review subdivision plats within their extraterritorial jurisdiction. As Crowley does not have any ETJ, it is reliant on the county and the City of Fort Worth to coordinate for the benefit of the region. One important aspect of county oversight is the regulation of development within its jurisdiction. While given substantially less authority to regulate than cities by the state enabling legislation, a county's regulations do provide assurances to their neighboring jurisdictions of safe and orderly development. Tarrant County also provides Crowley residents with many services, including, but not limited to:

- Appraisal District/Property records
- Vehicle Registration
- Family Health Services
- Restaurant Inspections

- **NCTCOG North Central Council of Governments²²**

The duties and regional planning activities of NCTCOG cover sixteen (16) counties. (<https://www.nctcog.org/nctcog-region-map>) This highly-regarded regional organization is comprised of the voluntary association of local governments to assist with regional coordination of the regional assets and infrastructure. Established 52 years ago, it includes the Metropolitan Planning Organization (MPO), which is a federally mandated and state-regulated regional transportation planning agency. But NCTCOG also coordinates and assembles policies and programs, such as a police academy, demographic research, and emergency preparedness, for the benefit of regional residents.

SUMMARY

The preceding pages provide the first holistic view of existing conditions, albeit brief, compiled and documented for the City of Crowley. The facts and figures not only describe Crowley's past and present, they form the foundations for the next phase – the Elements - of the plan for Crowley's future. Now that “we know where we have been,” let's look to the future.



Figure 2-28: Crowley Railroad Depot Station (donated by Mrs. McCarter)



Figure 2-29: Crowley Public School before Fire of 1942 (donated by Betty Horn)
City of Crowley 2045 Comprehensive Plan

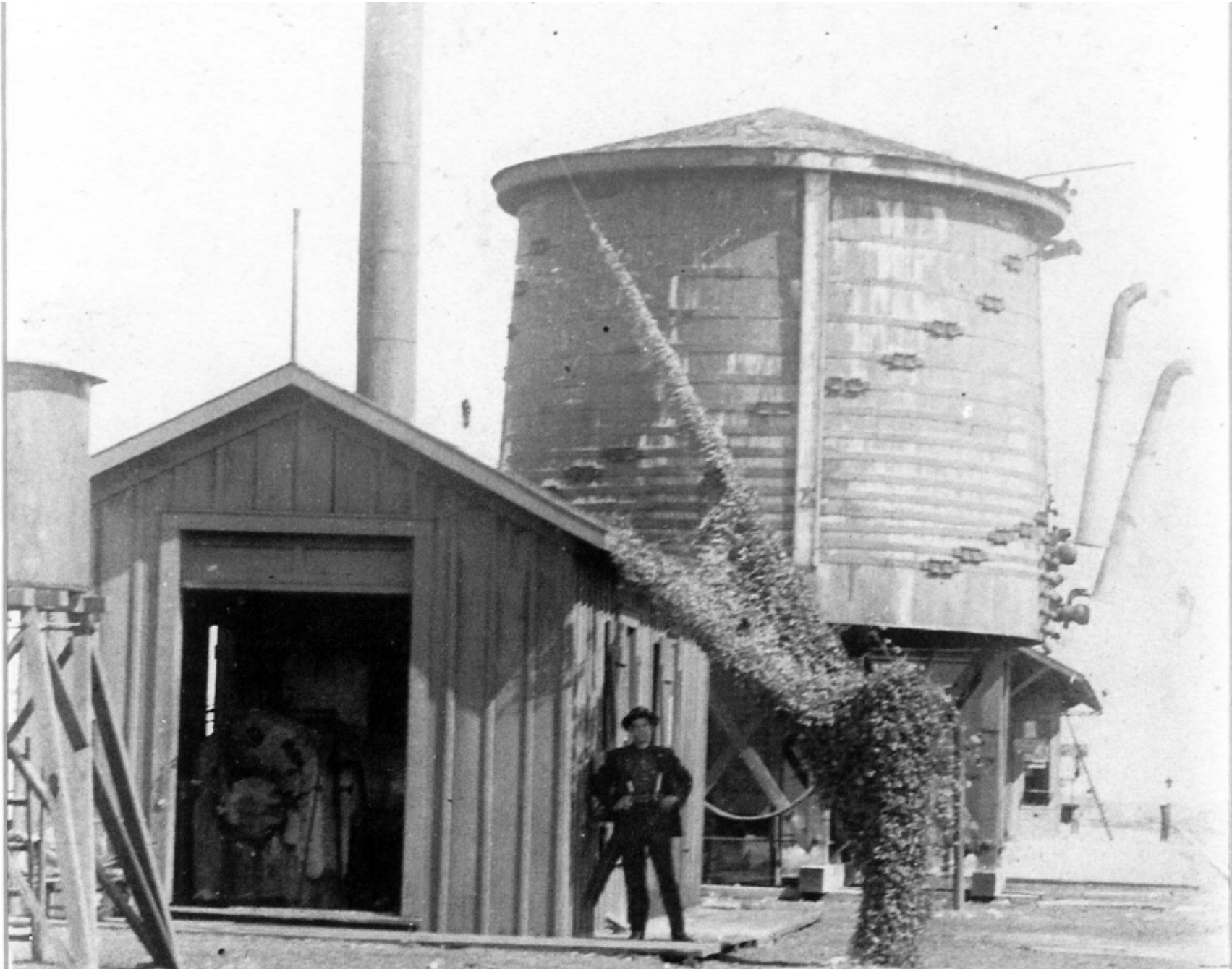


Figure 2-30: Water Works of Railroad Depot (donated by Ruby Bovell)





3.1 Public Engagement

A robust program to gather community input was implemented over several months and deployed several methods to gather this important information. Because the plan belongs to Crowley, a high level of attention and time was spent talking to local stakeholders. The goal was to gather as much information and ideas as possible from a broad cross-section of the people who live, work, and shop in Crowley. The process was a success when measured by the number of responses and the participation levels at each forum. The results are documented in the following pages.



COMPREHENSIVE PLAN ADVISORY COMMITTEE	
Committee Member	Affiliation/Organization
Johnny Shotwell	City Council Member
Jesse Johnson	City Council Member
Anthony Kirchner	Crowley ISD
Darlene Hornback	Chair of Parks and Recreation Board; Zoning Board of Adjustment member; Local realtor
David Duman	Planning and Zoning Commissioner; Architect
Doug Martin	Zoning Board of Adjustment Member; Lions Club; Local business owner
Jeff Burns	Planning and Zoning Commissioner; Civil designer
Matt Foster	Local business owner
Mike Winterbank	Zoning Board of Adjustment member; Local business owner
Pastor Rick Mang	Local Church/First United Methodist Church
Terri Horn	Director/CEO Chamber of Commerce

A committee comprised of local business owners from various professions and industries, city officials, and residents were appointed by City Council on February 21, 2019 as the advisory group to assist with the update process. The



Public Engagement

Figure 3-1-1: Cover

purpose of the CPAC was multi-dimensional:

- ❖ **Advocate for the update process**
- ❖ **Provide personal and professional input**
- ❖ **Represent the community and its best interests for its future.**

A group of individuals, the committee represented more than 150 years of combined affiliation with the community both personally and professionally. Several of the members have served the Crowley community on a city board, commission, or council for many years, and decades for some. The average time of public service is 15 years. On a similar note, several of the committee members are also local business owners with an average of 10 years invested in Crowley.

Between April 17 and May 17, 2019, each committee member was interviewed individually by phone. As the representative stakeholder group, the interviews assisted with the gathering of local knowledge and insight into community character and began the process of creating the vision for the future of Crowley.

The information provided is summarized below.

Local development history

- *Crowley was once a community comprised of a few dairy farms. As the farms sold, it became a bucolic rural town. How best can we use the past to focus community character?*
- *Community pushed back on redevelopment of Main Street in early 2000's.*
- *The Karis Planned Development neighborhood is a positive change to the typical development pattern.*
- *Crowley is an affordable community and should remain so because it is a big part of its character; however, there is a lot of the same type and price of house. Different types of housing is needed.*
- *The plan will need to clearly explain the "intangibles," such as redevelopment of the form and aesthetics of Main Street, in order to gain consent and/or support from community.*
- *More retail is needed along Main Street to make it a destination again as well as keep dollars in Crowley.*

Transportation/connectivity

- *The 1187 bypass is both a benefit and a challenge. While it eased traffic, delays caused by the train, it also removed focus on downtown/Main Street.*
- *The train is a challenge but could provide real opportunity for families to live in Crowley and commute via commuter rail. Solutions to address the challenges associated with the train will require creativity and patience.*
- *Crowley needs sidewalks in many places; especially along Main Street all the way to the high school.*
- *Crowley benefits from proximity to Interstate 35 and Chisholm Trail Parkway.*
- *Looking forward to extension of Industrial Blvd on the north side of town. Would like to see plans, if available.*

Education

- *The Crowley Independent School District (ISD) prefers to keep its administration building/ functions in the City limits.*
- *The ISD and its educational programs (existing and planned) are a benefit for the City.*
- *The City needs to attract students from Crowley ISD and from Tarleton State to stay in Crowley.*

Business

- *Crowley needs a grocery store on the west side of town; near 1187. It would serve residents in both the City and County beyond Chisholm Trail Parkway and would potentially capture commuters who need to shop on their way home.*
- *How does Crowley capture customers from south Fort Worth and Burleson?*
- *Consider how to direct traffic to existing businesses along the Main Street corridor while under reconstruction/ improvement.*
- *Many are looking forward to Boo-Rays. The success of this new business could be a catalyst for more redevelopment along Main Street. Careful attention is needed to build upon the existing and/or desired community character as redevelopment occurs.*
- *ISD employees are an existing market to consider when thinking about future commercial development.*
- *Crowley needs more commercial development but must carefully consider what type of commercial it wants to attract.*

The advisory committee met four (4) times during the process. All meetings were held at City Hall Council Chambers and were open to the public.

CPAC 1 - April 9, 2019

During the introductory meeting, the consultant team provided an overview of the process and the role of the committee. Dunaway presented the schedule and the components for the updated plan. Verdunity presented how they conduct fiscal analysis of the community land uses and how the analysis relates to the city budget and development

decisions. National Service Research provided a list of sample questions for the initial online community survey intended to raise awareness of the plan update and get the community engaged and to gather initial comments to be used to guide the later visioning session.

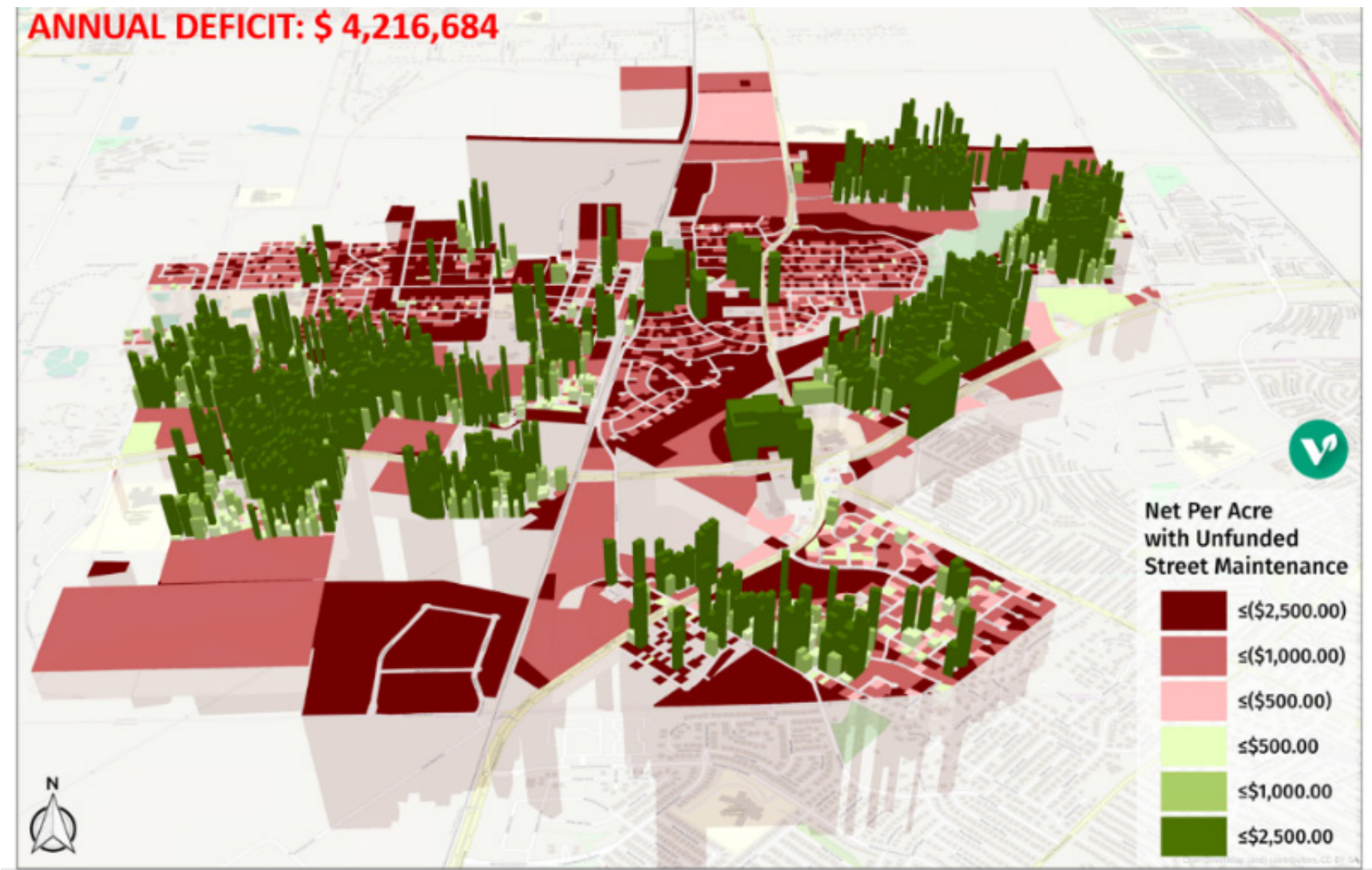


Figure 3-1-2: Estimated Annual Deficit

At the second meeting, Dunaway announced that the initial online survey would also include questions pertinent to Crowley parks and recreation facilities. The City had just contracted with another consultant firm to create Crowley's Parks and Open Space Master Plan. The survey summary (Survey Monkey dashboard) was emailed to the committee members and promoted on the Crowley Facebook page, website, and newsletter. The dashboard is also included in the Appendix.

The map illustrates the Crowley neighborhood, a residential area in Dallas, Texas. The neighborhood's boundary is defined by a dashed line. Key streets include E Hampton Rd to the north, W Mission St and W Mustang St running east-west, and N Mickey St, N Texas St, N Maple St, and S Maple St running north-south. The area is characterized by a grid of smaller streets and is surrounded by other urban areas. The name 'Crowley' is centered on the map.

City of Crowley 2045 Comprehensive Plan

The meeting agenda included presentation from the consultants. First, Dunaway and National Service Research reported the success of the community survey. (Refer to the section on the online survey for additional information.)

Baseline analysis was also presented highlighting the following real tangible impacts to the community if new development patterns are not considered:

- Before the visioning session began, the committee reviewed the following facts about the current Downtown Overlay District area and regulations:

- The current Downtown Overlay District covers approximately 70 acres north and south of Main Street.

- > West of the railroad tracks = 21 acres
- > East of the railroad tracks = 49 acres

- Fact 2: The district provided approximately \$210,000 in property taxes for the city in 2018 (estimated valuation of approximately \$3,000/acre).
- Fact 3: [Section 106 Downtown Overlay District](#)
Development standards specified in this zoning district focus on building form which, when applied, helps create a sense of place, and include provisions for:
 - > No or minimal front yard setback
 - > Building frontage requirements
 - > Increased lot coverage
 - > Increased building heights

Projected Tax Revenue for Development Scenarios

Next, Verdunity assembled contextual property tax data and community comparisons to help illustrate the additional tax revenue that could potentially be captured under different development scenarios for the Main Street Downtown District. Existing development within the Downtown Overlay District currently generates approximately \$3000/acre in property tax.

Context numbers for actual development in downtown Denton, Plano, and McKinney were calibrated to reflect how much revenue the same pattern and type of development would generate in downtown Crowley, with Crowley's tax rate. Aerial images, photos, and tables illustrating the areas and revenue calculations for the three cities are shown below as provided by Verdunity:

Example A - Denton
Downtown Denton

	Denton	Crowley
Tax Rate	0.638	0.719
Revenue	\$ 329,322	\$ 371,217
Revenue Per Acre	\$ 13,391	\$ 15,095



Example B - Plano
Downtown Plano

	Plano	Crowley
Tax Rate	0.469	0.719
Revenue	\$ 416,705	\$ 639,375
Revenue Per Acre	\$ 24,025	\$ 36,864



Example C - McKinney
Downtown McKinney

	McKinney	Crowley
Tax Rate	0.540	0.719
Revenue	\$ 426,913	\$ 568,218
Revenue Per Acre	\$ 31,797	\$ 42,321



The following table shows the projected amount of property tax/acre for each of the five scenarios along with the net increase each scenario would provide over the current amount of \$3000/acre.

Five (5) revenue generation options (summarized in the table below) were used to project property tax revenues for different development patterns*.

PROJECTED PROPERTY TAX / ACRE

Context	Description	Per Acre	Increase
1	Residential (based on statewide context data)	\$5,000 / acre	+\$2,000 / acre
2	Commercial (based on statewide context data)	\$10,000 / acre	+\$7,000 / acre
3	Mixed-Use A (based on Denton)	\$15,000 / acre	+\$12,000 / acre
4	Mixed-Use B (based on Plano)	\$30,000 / acre	+\$27,000 / acre
5	Mixed-Use C (based on McKinney)	\$40,000 / acre	+\$37,000 / acre

KEY takeaway: This analysis, which looked at the fiscal ramifications of existing and proposed development patterns, showed that the more residents and businesses the city directs into the Downtown District, the higher the additional revenue per acre surplus. These additional revenues can then be used for other city programs and capital improvements, such as street maintenance and quality of life amenities.

Downtown Scenario Visioning Session

Finally, the session focused on committee members analyzing three scenarios specifically focused on downtown revitalization along the Main Street corridor (further details provided on following pages). For each scenario Dunaway provided the proposed Downtown District graphic (aerial and land use) and Verdunity provided the fiscal analysis.

1

Infill development which continues existing land use and building heights of 1-2 stories.

The results of this exercise showed that with modest commercial development in downtown (Scenario 1), the city can anticipate approximately \$612,500 in additional revenue (\$490,000 from property taxes and \$122,500 from sales tax). This is revenue in addition to the current revenue in downtown. Development characteristics include:

- Commercial and residential infill
 - Separate residential and commercial land uses
 - Similar site layout and building placement (setbacks)
- Typical building: 1-2 stories tall
- Continuation of existing development pattern
- Discontinuous building form creating broken street frontage

2

Mixed use with 2-story commercial buildings.

Scenario 2 assumed 2-story mixed use similar to Denton in both the east and west areas, which resulted in a revenue bump of \$1.26 million. Development characteristics include:

- Proactive administration of Downtown Overlay District
- Typical building: 2 stories
- Coordinated effort between Planning and Economic Development for redevelopment efforts
- Creation of new Main Street streetscape

3

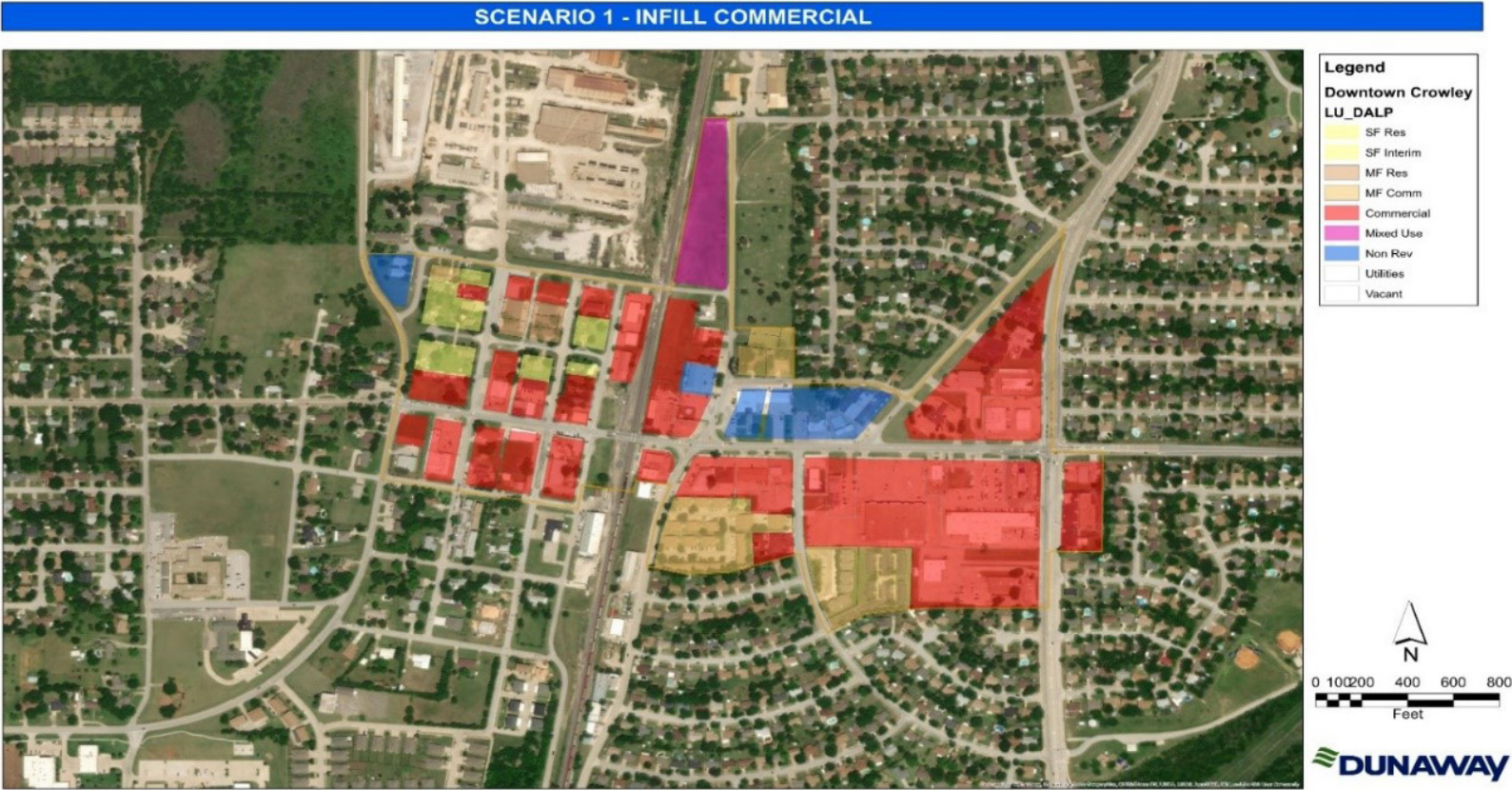
Mixed use character zones with different standards for east and west of the railroad tracks.

Scenario 3 assumed 2-story mixed use like Denton on the west side, and higher intensity, 3-5 story mixed use similar to Plano on the east side. This resulted in a significantly higher revenue increase of approximately \$3 million, split equally between property tax and sales tax. Characteristics include:

- Different scales of building form based on context and using railroad tracks as a boundary
- Provides more options for redevelopment
- Responsive to community input about needed and desired retail and businesses in the downtown district.

Scenario 1: Infill Development could yield an additional \$ 691,250

	Property Tax Revenue	Estimated Sales Tax (25% of Property Tax)	Total Property + Sales Tax
West / Commercial	\$ 210,000	\$ 52,500	
East / Commercial	\$ 343,000	\$ 85,750	
Total \$ Increase	\$ 553,000	\$ 138,250	+ \$691,250



1

Infill Development / Scenario



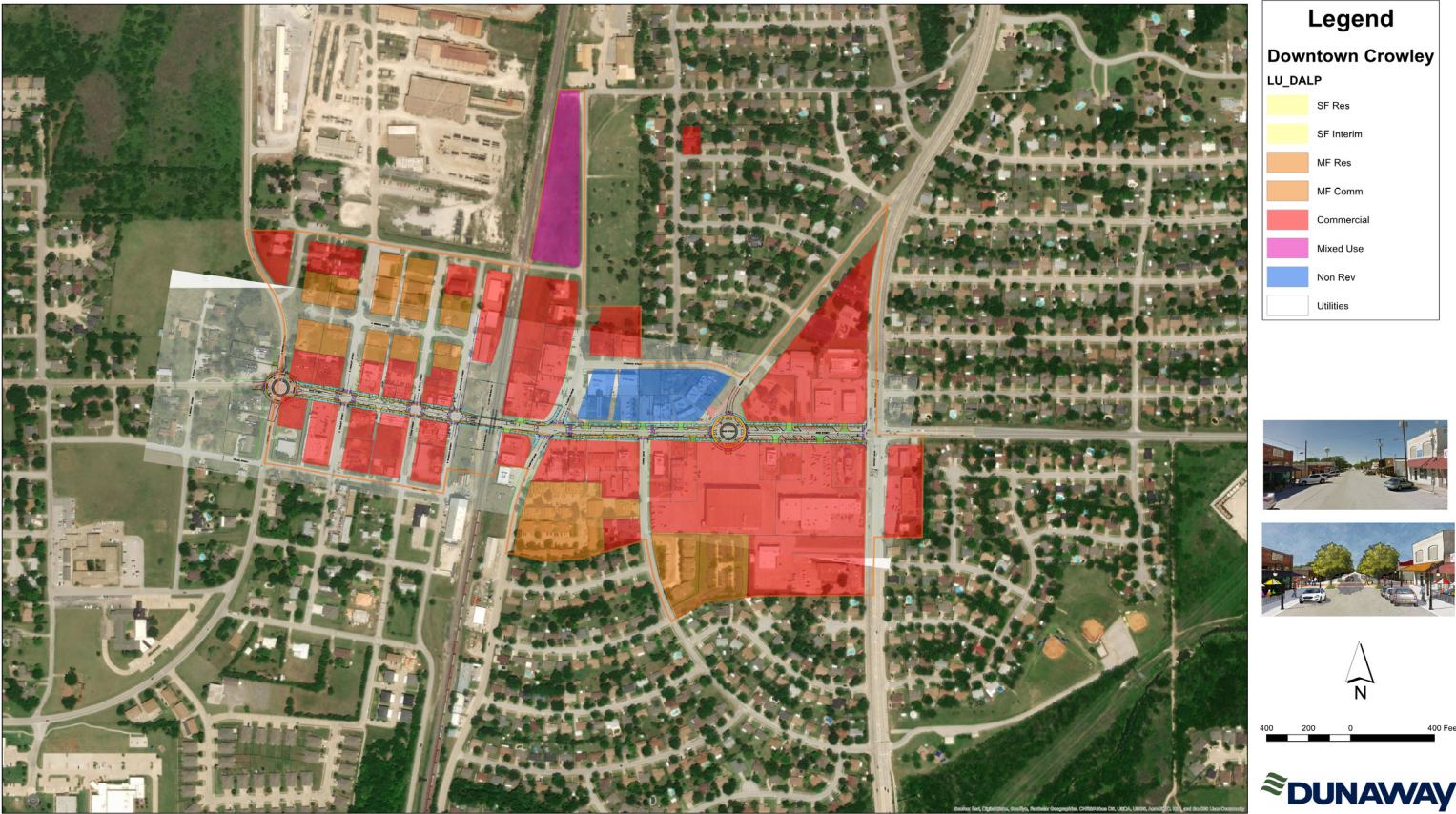
Scenario 2: 2-story Mixed-Use along Main Street \$ 1,345,500

	Property Tax Revenue	Estimated Sales Tax (50% of Property Tax)	Total Property + Sales Tax
West / Denton	\$ 315,000	\$157,500	
East / Denton	\$ 588,000	\$294,000	
Total \$ Increase	\$ 903,000	\$451,500	\$ 1,354,500

2

2-Story Mixed Use / Main Street

SCENARIO 2 - TRADITIONAL MAIN STREET



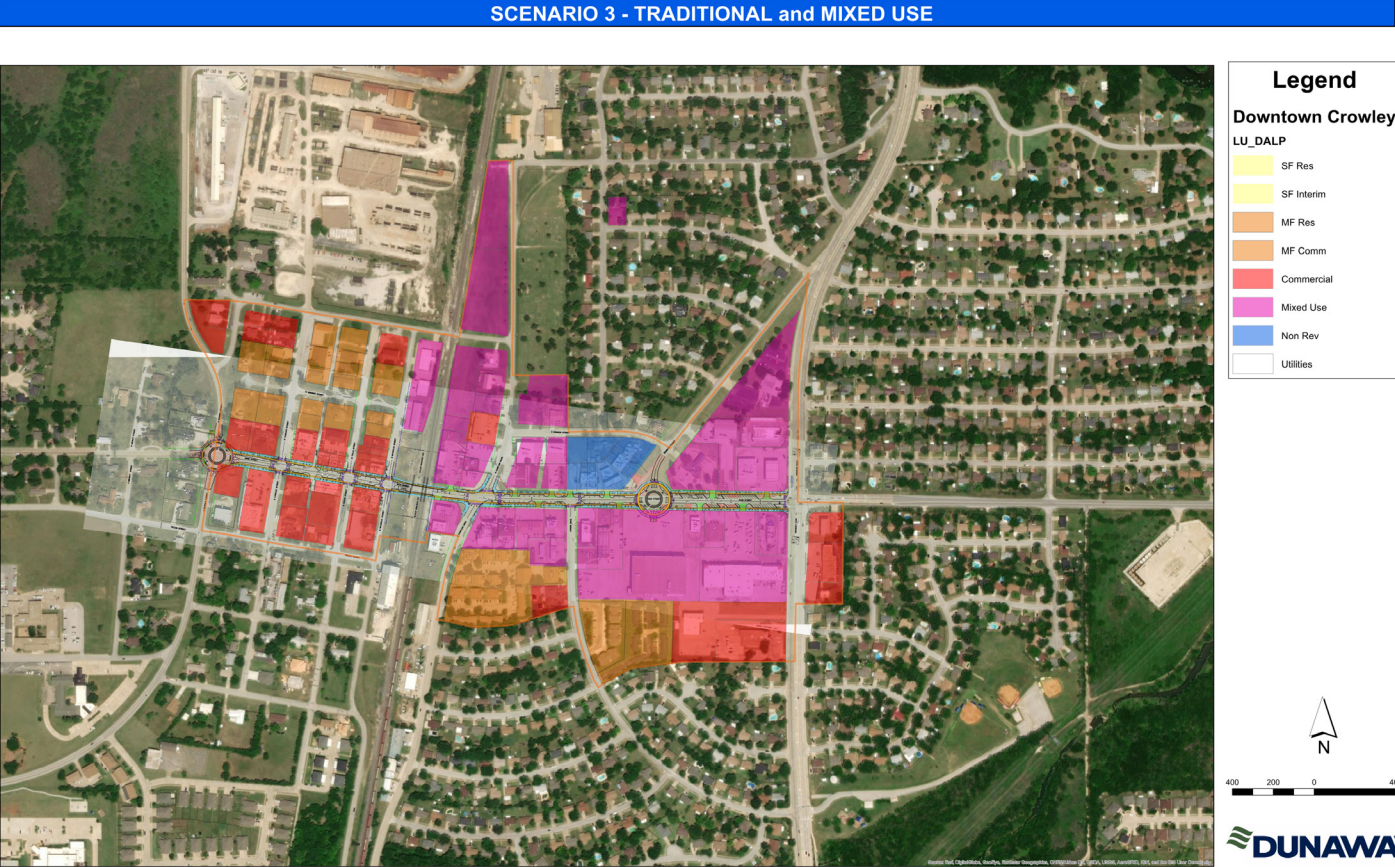
Scenario 3: West/East Mixed-Use Character Zones \$3,118,500

	Property Tax Revenue	Estimated Sales Tax (x% of Property Tax)	Total Property + Sales Tax
West / Denton	\$ 315,000	50% \$ 157,500	
East / Plano	\$ 1,323,000	100% \$1,323,000	
Total \$ Increase	\$ 1,638,000	\$ 138,250	\$ 3,118,500

CPAC preferred Scenario with Expanded Downtown District

3

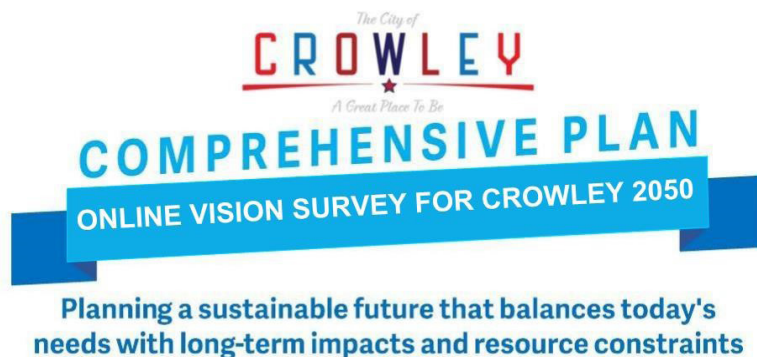
West / East Mixed Use Zones



CPAC 4 - October 22, 2019

At the fourth and final meeting, Dunaway presented information to the committee about all the community engagement and visioning events that occurred during the previous 30 days associated with the update process:

- ❖ September 26, 2019 – presentation at the Chamber of Commerce luncheon
- ❖ October 1 – National Night Out
- ❖ October 3 – City Council declares that October is National Community Planning Month
- ❖ October 4 - Deer Creek Elementary Annual Walk to School Day
- ❖ October 4 - Crowley 2045 online visioning
 - Posted on City website
 - Posted on Crowley Facebook page every Friday for several weeks
 - Emailed to CPAC members
 - First comment received October 4



CROWLEY DECLARATION OF OCTOBER AS NATIONAL COMMUNITY PLANNING MONTH



Figure 3-1-4: Flyer for Online Vision Survey

Government	Percentage
Current government	85%
Previous government	15%

The most important part of the meeting centered around prioritization of community goals. Dunaway presented a synopsis of all comments received from all engagement activities. Several themes received a lot of input from event participants, and, presented in no particular order, they were:

- ❖ Strengthen Community Identity
- ❖ Revitalize Downtown/Main Street
- ❖ Improve Mobility – sidewalks, bike lanes
- ❖ Provide More Retail
- ❖ Provide High-quality Housing

Based on the input received from the community survey, CPAC members were given a worksheet to provide priority rankings. Collectively, the CPAC ranked the goals to guide the plan and future development in Crowley.

1. Revitalize Downtown
2. Housing Diversity
3. Community Identity
4. Commercial Cores
5. Infrastructure Improvements

Several important concepts became the focus of the meeting, and the following guiding principles were established by the group.



Online Citizen Survey (June -July 2019)

Over 732 residents from throughout the city participated in the survey, and 430 completed all 30 of the questions.

National Service Research provided analysis of the results, stating that the results were statistically valid and included geographic and demographic representation.

Bottom Line: respondents want the city to:

KEEP DOING	STOP DOING	START DOING
Nice houses	Too many apartments	Maintain city services
Maintain parks	Low end housing	Connect sidewalks
Attract businesses	Small residential lots	Update downtown
Plan for safety	Cookie cutter houses	More businesses
Keep taxes low		Allow bungalows and townhomes for young adults and retirees
		Connect greenbelts

Dunaway provided a link to the Survey Monkey dashboard synopsis. The graphic below represents how respondents feel about their community. The larger the word, the more times that word or phrase was used by the respondents.

Q7 What are 3 words or phrases you use (or would use) to describe Crowley to others?

businesses Easy amenities Rural low crime town attitude town feel cheap Quite comfortable
people Ft Worth Quaint hometown areas Hometown feel Clean Close big city diverse
Calm old Needs updating city Fort Worth Great Crowded good location home
peaceful affordable Laid back safe Safe Comfortable
Small town feel Close Burleson Small town restaurants
friendly Horney Small family oriented quiet Ghetto
Growing suburb convenient Bedroom community country
charming community used family Boring close enough needs s
nice wonderful schools entertainment feel close everything Run much fun traffic park
much traffic small town atmosphere Beautiful little South Fort Worth good school living Still
place lots Nice quiet

Neighborhood Walkshops (June 2019)



People experience their community in many ways, and likewise, there are varying opinions and expectations for how a city should develop, invest, and support its residents. Far too often, the opinions of the majority in a community are not properly reflected, resulting in apathy, frustration, and other emotions that play out long after a plan is completed. There will always be a vocal minority who have or make the time to actively engage in surveys and public meetings, and who are front and center in council meetings letting their opinions be known. But there are many others who may not have time to attend meetings or whose personalities keep them from speaking up in public settings, and some people aren't always aware of or able to complete online surveys.

The goal of the engagement effort during this process was to balance, localize, and personalize the engagement process as much as possible. Quality of life begins at the neighborhood level, and nobody knows the challenges and needs in a neighborhood better than the people who live there. One of the goals of the process was to capture the little things residents felt would improve quality of life in their neighborhoods (as well as ideas

Figure 3-1-5: Walkshop / Driskell Estates

they had for the broader community). Public meeting discussions and online engagement made an intentional effort to solicit input on citywide topics as well as issues that were specific to certain neighborhoods or demographic segments of the population. The planning team looked for opportunities to engage people in their neighborhoods and requested input specifically on their neighborhoods and quality of life. The team conducted a series of walking tours were conducted throughout the city to

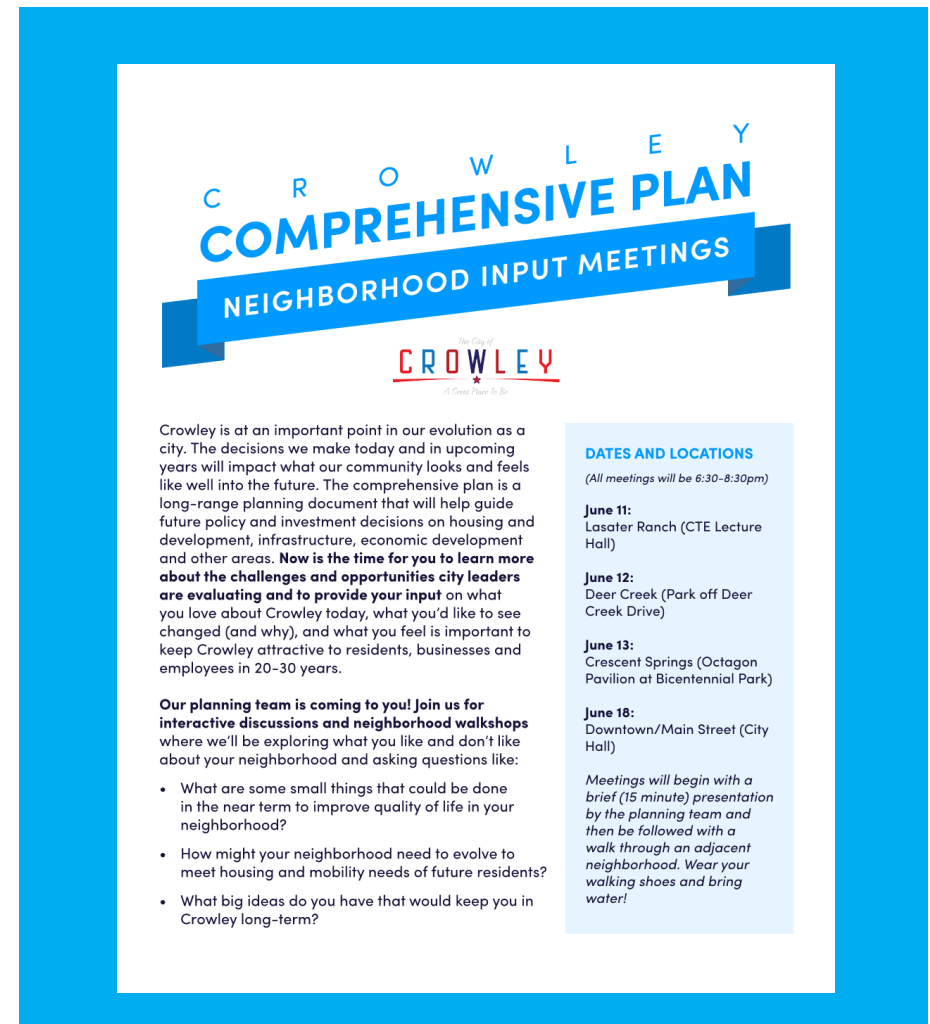


Figure 3-1-6: Flyer for Neighborhood Walk Shops

get a more contextualized understanding of the different types of residential neighborhoods in the community and engage with residents “on their turf”. (Note: The Crescent Springs Walk Shop also included Mira Mesa, Driskell Estates, and Crowley Park Neighborhoods)

While residents and the planning team walked neighborhoods together, questions were asked such as “what is one small thing the city could do right now to improve your daily quality of life?” In addition to gathering input, the workshops and meetings were used to inform and educate the residents and business owners about design concepts, including how street width impacts travel speeds and how the location of buildings and parking impacts the feel of a neighborhood.

Stakeholders were challenged to not just point out problems or contribute big ideas, but to also think about the role they would be willing and able to play in implementation. Building a strong, healthy community takes a collaborative effort from elected officials, staff, residents, developers, businesses, and many others. Most people and businesses have time, talent, and/or treasure (money) to contribute to their community, so part of a successful implementation program will be aligning what people are willing and able to contribute toward accomplishing the vision and goals they say they want. Asking people to play a role in implementation is a powerful way to cultivate a culture of authentic engagement and shared accountability in the community.

Each workshop started with a brief overview of the planning process and how development patterns impact the city's property tax base and service liabilities. After the presentation, Verdunity's Kevin Shepherd led a walking tour of the area to point out observations and gather feedback from residents on their concerns and ideas. Some of the common themes from the workshops in the residential neighborhoods included discussions on:

- Straight, wide streets that allow for distracted driving and

speeding - and narrower street widths and curb bump outs at intersections that can force slower speeds and enhance pedestrian safety.

- Gaps and obstacles in sidewalks that make it difficult for people on foot, bikes, or wheelchairs to get around within the neighborhood.
- Parks and public spaces in need of improved maintenance, lighting, and/or wayfinding so they are more accessible and safe for residents, especially children.

On the downtown walking tour, the group discussed the reconstruction of Main Street and the City's vision for the area, and then walked around the area to look at existing businesses, vacant lots, street design, and other elements that positively or negatively impact the pedestrian experience. The same items mentioned above for residential neighborhoods were pointed out on this tour as well. In addition to the street and infrastructure discussion, participants also talked about incremental development concepts to add people, residences, and businesses downtown at a scale and timing that don't require significant parking improvements or create big changes to the current character of the area.

In addition to the discussion, participants were also asked to complete a short handout with their responses to the following questions:

- 1) What are some things that could be done in the near term to improve quality of life in your neighborhood?
- 2) How might your neighborhood need to evolve to meet housing and mobility needs for future residents?
- 3) What big ideas do you have that would keep you in Crowley long-term?
- 4) Are there any other issues or ideas you'd like the City and planning team to know about?

Responses to these surveys are included in the Appendix.



KEY Walkshop takeaways:

(provided/presented by Verdunity for 7.30.19 CPAC)

Residents are generally supportive of more density in the right locations to offset increasing property taxes

- Focus on upzoning and higher density in Downtown
- Accessory dwelling units, duplex/fourplex in residential neighborhoods?

Need to slow cars down and improve walkability in neighborhoods

- Use tactical improvements to test and demonstrate concepts
- Use lane striping and bumpouts at intersections to slow cars

Improve bike/walk connections from neighborhoods to nearby destinations like parks, schools, and downtown

Downtown

- Historic Main Street feel on west side of RR tracks, urban mixed use on east side

Strong interest and potential to connect community resources to help with implementation (especially immediate/low-cost/tactical efforts)



Figure 3-1-7: Walk Shops



Figure 3-1-8: Walk Shops



Figure 3-1-9: Walk Shops

COMMUNITY VISIONING AND AWARENESS

The team held three separate events intentionally targeting different demographics in order to gather as much input from as many different perspectives as possible. The maps and graphics prepared for the events were based on initial survey results and CPAC input. The purpose of these visioning events was to create consensus and fine-tune the plan for Crowley’s future.

Two live events were held:

- ❖ September 26, 2019: Chamber of Commerce Luncheon to target the local business community.
- ❖ October 1, 2019: National Night Out focused on local families, community-led organizations, and volunteers.

The visioning process continued through December via an on-line tool (October – December) through Social Pinpoint. [Crowley 2045](#) allowed people to provide their ideas of what they want Crowley to look like in the future. The online visioning center matched the maps and surveys that were presented at the National Night Out event. Additional tools included citizen prioritization of how to spend city infrastructure dollars and forums for discussion about different housing types. The Crowley 2045 website also documented the update process and timeline as well as provided a library of pertinent documents.



Figure 3-1-10: Cultivate Community Capital

DOWNTOWN/LOCAL BUSINESS/SMALL DEVELOPER WORKSHOP VISIONING - Local Businesses and Entrepreneurs

sponsored by Crowley Area Chamber of Commerce and Boo-Rays

One of the key strategies to activating downtown and cultivating a vibrant Main Street business district and local economy is to partner with entrepreneurs, small business owners, and local developers. The planning team conducted a workshop with interested property owners and potential partners to introduce:

- The concepts of incremental development,
- Discuss potential funding strategies and partnerships, and
- Gather ideas from participants on possible business concepts and buildings or parcels that could be potential candidates for investment.

A copy of the slides presented at this workshop is included in Appendix. A number of the participants expressed significant interest in learning more and wanted to be part of helping to revitalize Main Street. The possibility of having Kevin Shepherd with Verdunity and Monte Anderson of the Incremental Development Alliance host one of their small developer workshops was



Figure 3-1-11: Local Business Workshop flyer

discussed as a next step. Building on this workshop to identify, connect, and support a core team of property owners, business owners, developers, and community investors will be critical to achieving the vision the community has for downtown.



Figure 3-1-12: Local Business Workshop flyer

At this nationally-recognized event coordinated through the local Police Department, a booth was set up with maps and graphics and candy to foster interaction with event attendees. Five people (3 team consultants and 2 city staff) manned the booth and recorded comments. Input was gathered from a diverse section of the community - school age children, working parents, retirees, public safety officers, and volunteers with the local community associations. Participation was both engaging and informative.

Figure 3-1-13: Vision Booth at National Night Out

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Figure 3-1-14: Photos from Visioning Booth at NNO

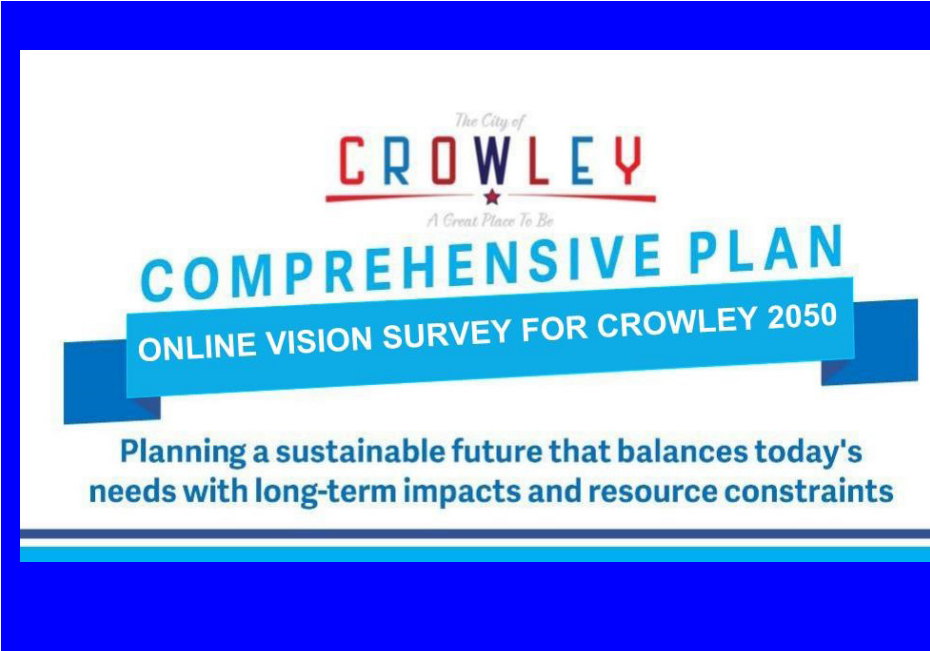


Figure 3-1-15: Flyer for Online Visioning and Mapping

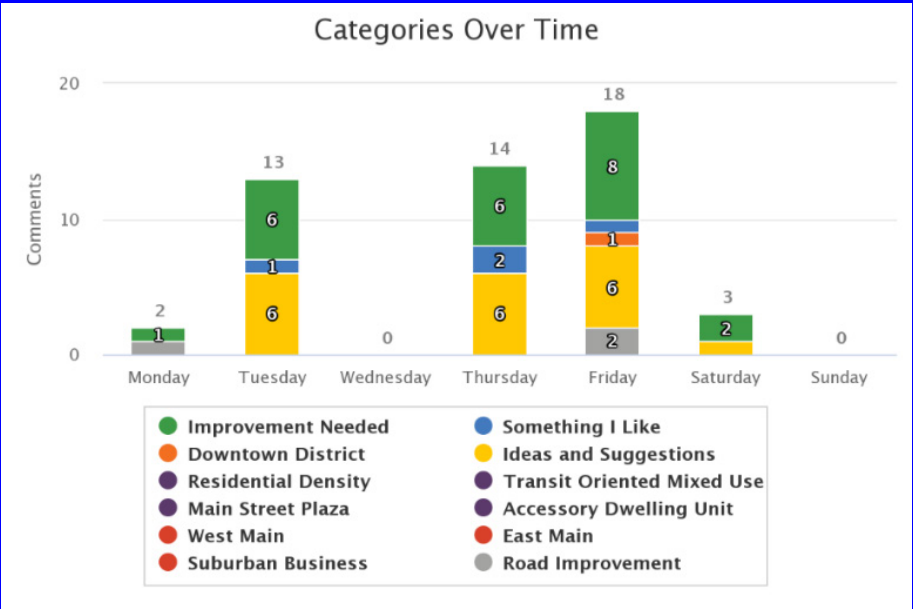


Figure 3-1-16: Chart of Online Vision Responses

Available from October 4 through December 31, online visioning through the Social Pinpoint software application made it possible for anyone to provide input at their convenience and as their schedule permit.

Community announcements and weekly reminders were posted on the City Facebook page on Fridays. Analytics internal to the program record that Fridays were the most frequented day of the week, thus demonstrating a direct correlation between social media and community engagement.

In addition, the online tool records the location of the comments placed on the map widget. By far, most participants had comments and suggestions about the Main Street corridor, providing further evidence that most consider this area to be downtown Crowley, the heart of the community. This is shown on the maps on the following pages.

VISIONING - Online (October – December)

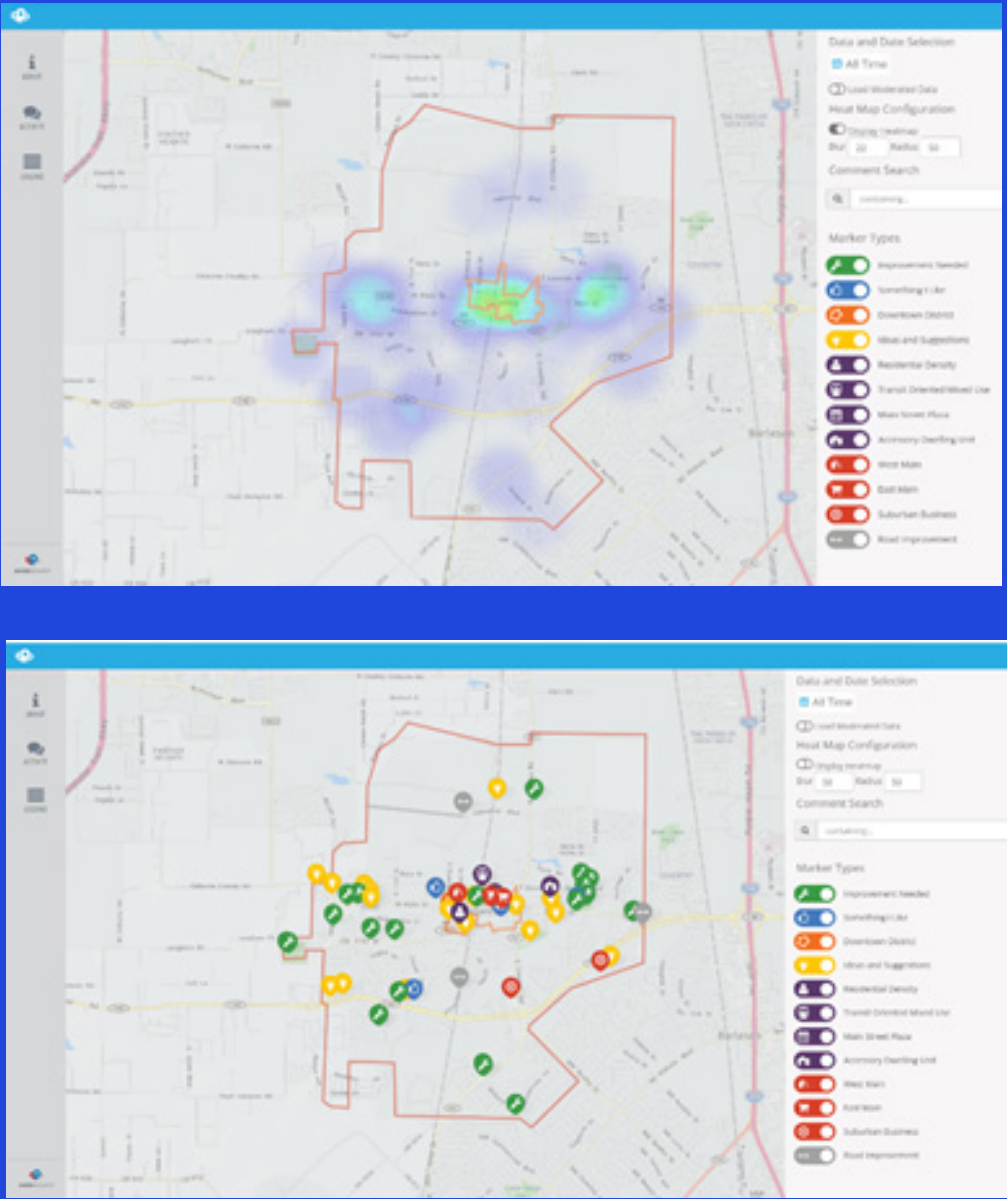
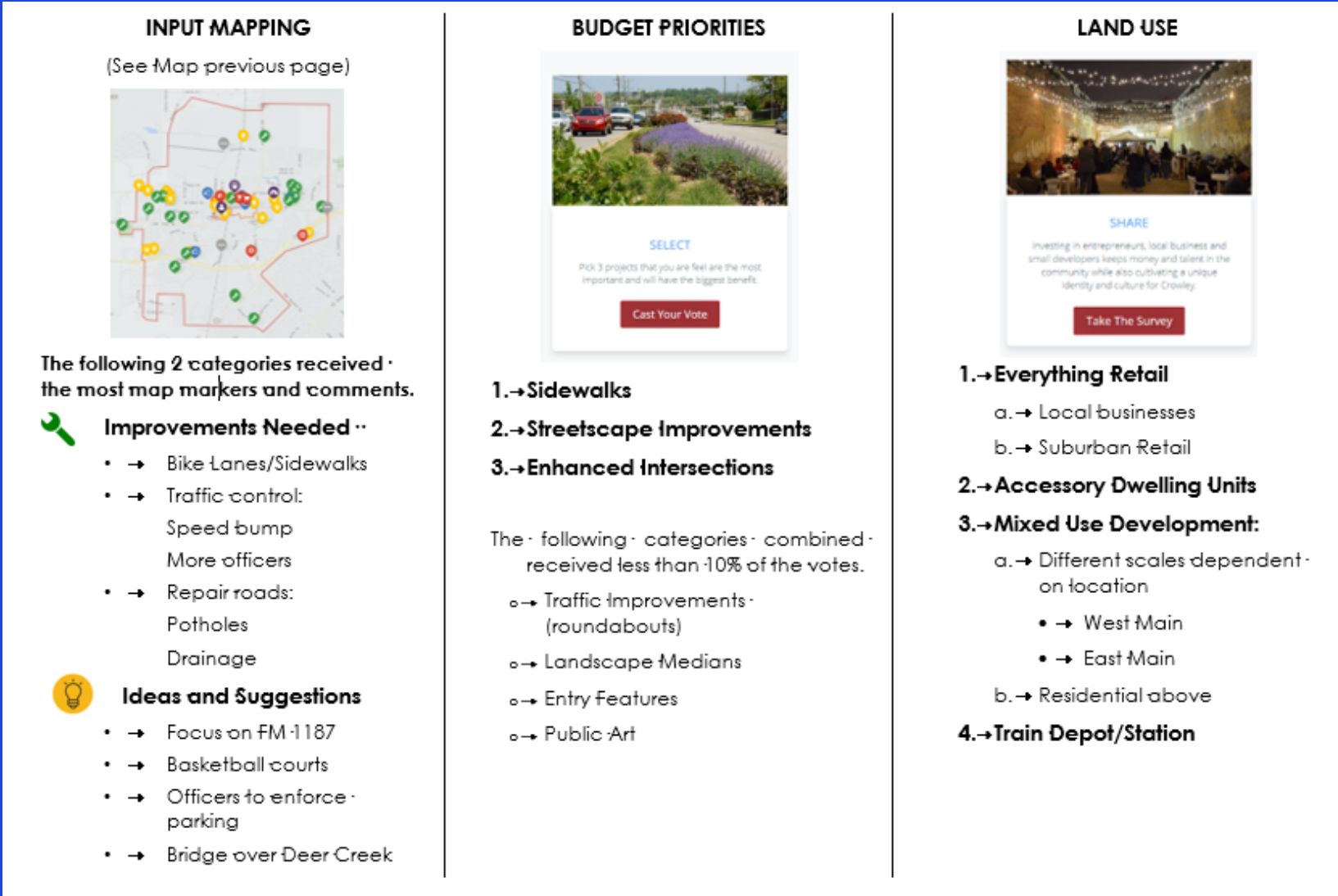


Figure 3-1-17: Summary Maps of Online Visioning: Locations of Responses and Map of Ideas and Input



Town Hall Meeting - Preliminary Plans

On December 10, 2019, the consultant teams for both the update to the Comprehensive Plan and the Parks and Open Space Master Plan presented preliminary plans. Both the preliminary Future Land Use Plan and the preliminary Master Thoroughfare Plan were presented, which included cross-sections for the proposed right-of-way classifications. Most of the individual comments heard that night focused on the proposed roundabouts. Community sentiment about this type of facility continues to be polarizing. While the two roundabouts to be constructed in the upcoming year as part of the Main Street improvements will improve traffic, it is not a given that community sentiment will be changed.

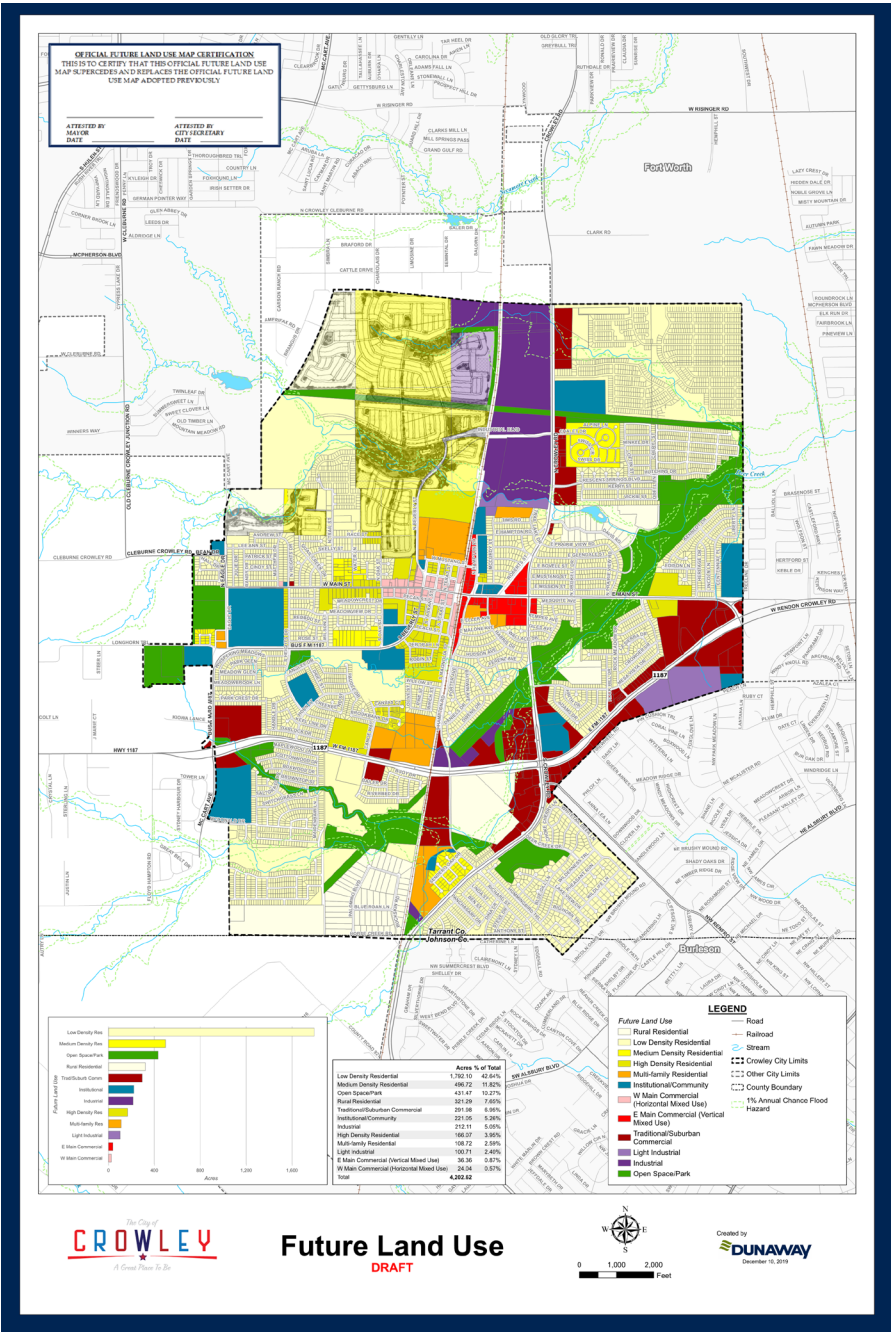


Figure 3-1-19: Photos from Town Hall Meeting
City of Crowley 2045 Comprehensive Plan

Figure 3-1-20: DRAFT Future Land Use Plan

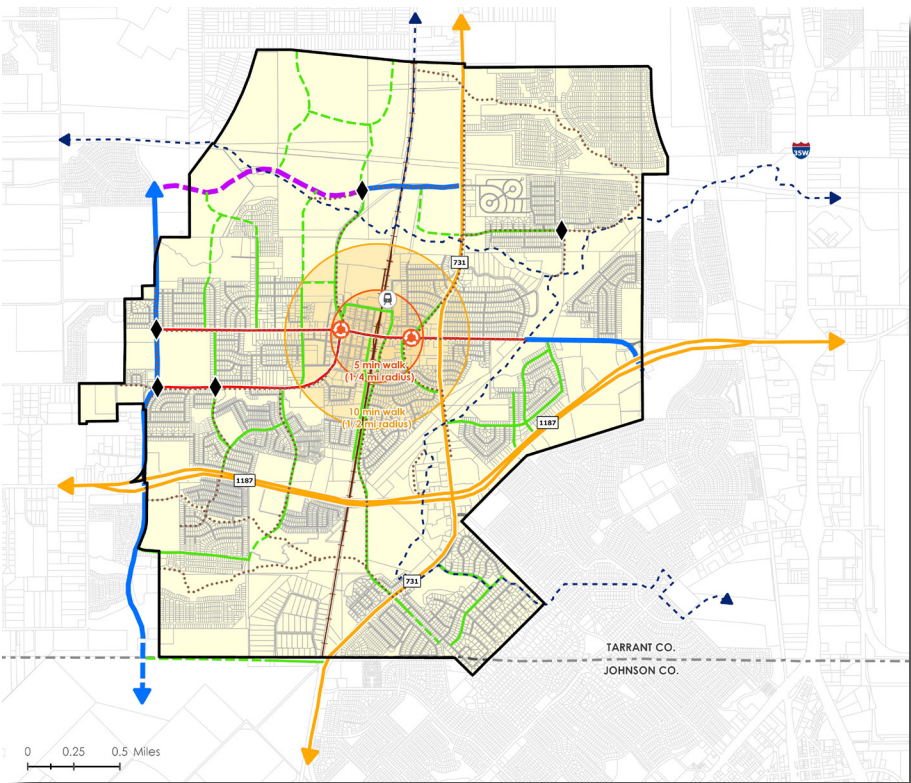




3.2 Master Thoroughfare Plan (MTP)

Because roads do not stop at the city limits, coordination with neighboring cities is important. Preparation of the updated Crowley Master Thoroughfare Plan (MTP) included analysis of the existing MTP, local and regional plans, traffic volumes, lane capacity, accident data, and proposed development. Crowley is currently an auto-centric community. However, personal and public mobility is not limited to automobiles. Crowley residents spoke out about the need and desire for sidewalks, bike lanes, transit, and trails. People want downtown Crowley to be a walkable area allowing them to walk to and around Main Street, leaving their cars in their garage. An integrated plan addressing mobility for all citizens should include pedestrian and bicycle facilities and public transportation options, such as carpools, shuttles, buses, and commuter rail. This plan is an updated and enhanced Master Thoroughfare Plan. When adopted and in combination with the new adopted Parks and Trails Master Plan, current and future Crowley residents will enjoy a lot more connectivity in their community.

This plan discusses and contextualizes Crowley mobility infrastructure in the following ways:



- ★ **Beyond the City Limits:**
Highlights importance of coordinating with overarching regional transportation agencies
- ★ **Local Links:**
Shows where Crowley roads link to Fort Worth and Burleson
- ★ **Getting Out of the Car:**
Plans for a more active community with facilities to connect to and for recreation
- ★ **The Street as a Drainage Facility:**
Intentional design of the street as part of the stormwater system
- ★ **Master Thoroughfare Plan (MTP):**
The long-range plan and typical cross-sections to guide the roads associated with development and redevelopment



Master Thoroughfare Plan

Figure 3-2-1: MTP Graphic
City of Crowley 2045 Comprehensive Plan update

Beyond the City Limits

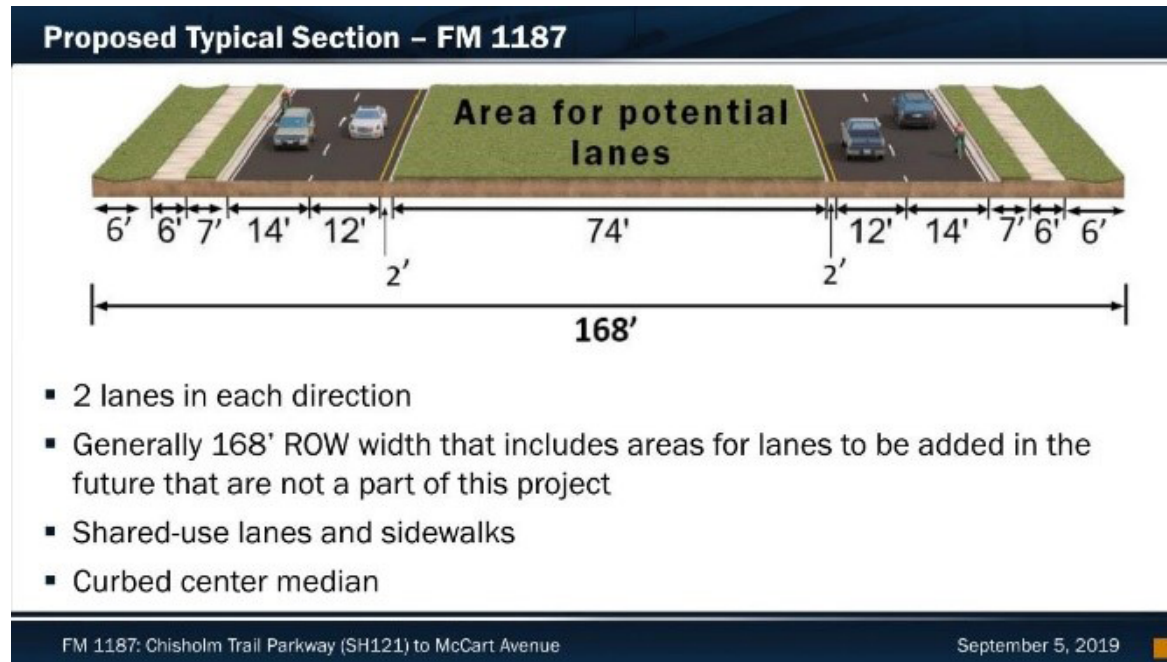
Existing Facilities and Plans

The network of roads in Crowley consists of city and state-maintained roads. Texas Department of Transportation (TXDOT) maintains SH 1187 and FM 731 (Crowley Road). Traffic safety is one of the major [goals](#)¹ of TXDOT's mission. [Maintenance](#)² includes upkeep of the roadway surface and supports the goal of optimized system performance. The [Traffic Safety division](#)³ is responsible for

pavement markings, signs, and signals. Crowley Road / Farm to Market Road 731 is the major north-south route through the city, connecting Crowley to its neighboring communities - Fort Worth and Burleson. Crowley-Plover Road/ SH 1187 is the major east-west regional connector, providing regional connection from Mansfield to Aledo.

Federal and Regional Transportation Planning

Statewide transportation planning is administered by the [Texas Transportation Commission](#)⁴ (TTC) in accordance with federal legislation administered by the [Federal Highway Administration](#)⁵ (FHWA). Currently, TXDOT is preparing its transportation plan, known as [Texas Transportation Plan 2050](#)⁶, and its [2020 Unified Transportation Plan \(UTP\)](#)⁷ was adopted in August 2019.



Regional transportation planning efforts are coordinated through the Metropolitan Planning Organization (MPO). The North Central Texas Council of Governments (NCTCOG) acts as the Dallas/Fort Worth regional MPO. This agency prepares and updates the regional transportation plan, known the [Transportation Improvement Plan](#)⁸ (TIP). With a three-year horizon, the TIP is updated annually,

and includes infrastructure improvements and funding programs for roads that Crowley residents use every day. Separate from its work as an MPO, NCTCOG also prepares its own transportation plan, known as [Mobility 2045](#)⁹. The plan is updated on a regular basis, and its primary mission is to plan the transportation network within the region holistically, including all forms of mobility from active to passive. It is important to note that SH 1187 is considered in the Mobility 2045 plan. Recently, TXDOT held a public hearing about improvements to SH 1187 from the western boundary of Crowley toward Hwy 377. It is important for Crowley residents to know that two of its major roadways are not controlled by the city government, and they therefore should remain aware of the state and regional plans.

Note: The TXDOT website has a [project tracker portal](#)¹⁰, which assists and enables citizens to track projects.

Figure 3-2-2: TXDOT: Proposed Improvements to SH 1187

! Side Bar

Recent noteworthy TXDOT and NCTCOG plans which will affect Crowley are:

1. TXDOT plans to reconstruct and widen SH 1187 from Chisholm Trail Parkway to BR 1181/McCart Boulevard. Currently, the Fort Worth TXDOT District plans to continue its design efforts, with construction estimated in 5-10 years.
2. TXDOT: The original 2004 construction documents for SH 1187 included the wide median which exists today. While this currently allows for green space and some landscaping, the original plans depict future “freeway” lanes in the median. It is imperative that city staff and residents stay aware of TXDOT plans for this roadway.
3. NCTCOG: Mobility 2045 designates both FM 731 and SH 1187 as regionally significant arterials because these roadways provide connectivity within the region. These roadways provide options to local vehicular movement which, in turn, lessen traffic volumes on I-35 W and I-20, respectively. The NCTCOG plan also acknowledges that the existing arterial network in south Tarrant County is deficient given all the recent development. Again, Crowley residents and city staff will need to routinely check for updates or new plans for SH 1187.



KEY takeaway: It is important to note that these transportation projects are in the planning stages and, with input from Crowley, may not be entirely negative. These plans highlight how important it is for Crowley to plan for its future so that it can create the community it wants and not be shaped by external dynamics.

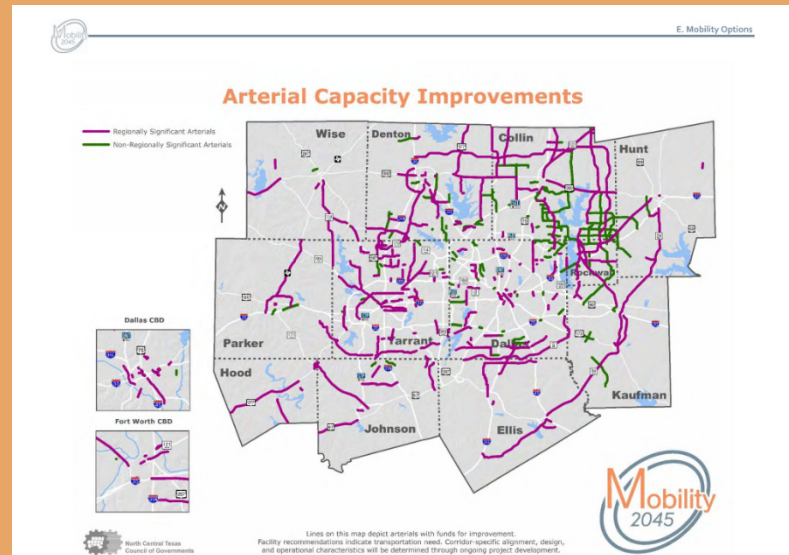


Figure 3-2-3: NCTCOG Mobility 2045: Arterial Capacity Improvements

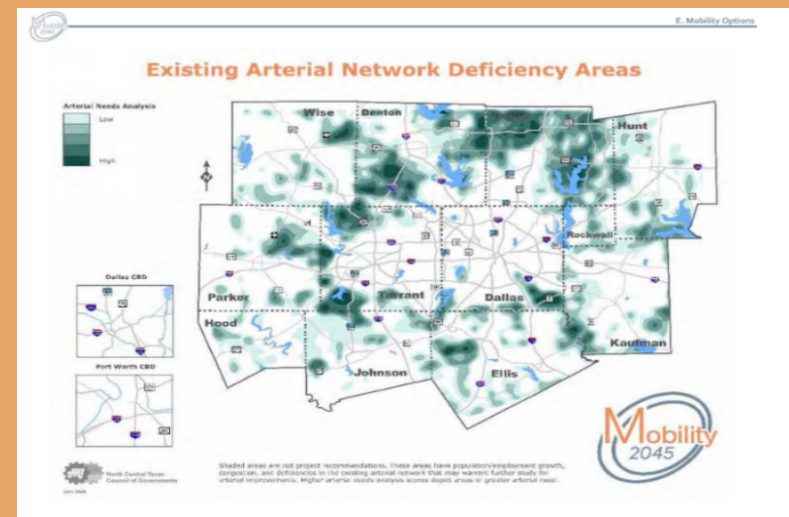


Figure 3-2-4: NCTCOG Mobility 2045: Existing Arterial Network Deficiency Areas

Local Links

The existing MTP is coordinated with Table 7 in Chapter 98 of the Crowley code of Ordinances ([Chapter 98, General Development](#)¹¹) and is used for review of proposed development plans and engineering documents. While this section of the code specifically regulates the roadways within the city limits, roads do not care about jurisdictional boundaries. Therefore, it is very important to examine how roads will connect between the cities.

Both [Burleson](#)¹² and [Fort Worth](#)¹³ have Master Thoroughfare Plans that are available to read online. Classifications of Burleson streets that connect to Crowley are outlined below. (Note that FM 731 and SH 1187 are maintained by TXDOT. This section addresses rights-of-way maintained by the local cities.)

1. Existing Burleson – Crowley connection
 - Renfro Road:
 - Existing right-of-way: 70 feet
 - Crowley: Principle Arterial (100 ft)
 - Burleson: Major Arterial (90 ft)
2. Existing Fort Worth – Crowley connection
 - McCart / Eagle Drive:
 - Existing right-of-way in Crowley: varies between 80-95 feet
 - Crowley: Principle Arterial (120 ft)
 - Fort Worth: Major Arterial (110 ft)
 - Industrial Boulevard: (100 ft)

Summary Evaluation of the internal and external local street networks and their different classifications based on function clearly reveals the need for a coordinated thoroughfare plan. As Crowley approaches build-out, potentially in the next 20 years, coupled with the forecast for significant population growth in the region, coordinated maintenance and connectivity will be paramount.

Getting Out of the Car

Citizen input highlighted the need for options of getting around the community other than in a privately-owned vehicle (POV). People want to get out of their cars for a variety of reasons – to walk for their health, to feel a connection to their community, to enjoy the natural environment, and to avoid traffic. The good news is that the Crowley street network as it exists today and as planned provides capacity for vehicles for the next 25 years. In other words, most roads in Crowley can already accommodate future volumes of traffic. The bad news is that the current street network has a couple of “choke” points that need to be addressed on the future plan.

Traffic and Congestion Analysis

Two of the three common components of traffic congestion are based on the physical construction of the roadway (number of lanes and demand, known as volume and capacity). The function of a roadway is impacted by the number of cars travelling at any given time and the number of available lanes. The third aspect has to do with the potential hazards at key intersections and access points to private property, also known as driveways. Analysis of the existing and future road network revealed that the majority of Crowley roads have both the capacity and the volume needed for estimated future demand. And, most roadways generally received a good score for Level of Service (LOS) both now and in the future. This term, LOS, is commonly used by transportation planners to study and make recommendations for the road network. Multi-Modal Level-of-Service Indicators are rating systems used to evaluate various transportation modes and impacts. Level of Service (also called Quality of Service or Service Quality) refers to the speed, convenience, comfort, and security of transportation facilities and services as experienced by users. Level-Of-Service (LOS) ratings, typically from A (best) to F (worst), are widely used to evaluate problems and potential solutions.

Level of Service (LOS)¹⁴

The following travel flow characteristics (V/C Ratio) are used to determine needs and deficiencies during the planning process:

- A** Virtually free flow; completely unimpeded:
Volume/Capacity ratio less than or equal to .60.
- B** Stable flow with slight delays; reasonably unimpeded:
Volume/capacity ratio .61 to .70.
- C** Stable flow with delays, less freedom to maneuver:
Volume/Capacity ratio .71 to .80.
- D** High Density but stable flow:
Volume/Capacity ratio .81 to .90.
- E** Operating conditions at or near capacity; unstable flow
Volume/Capacity ratio .91 to 1.00.
- F** Forced flow, breakdown conditions
Volume/Capacity ratio greater than 1.00.

Such ratings systems can be used to identify problems, evaluate potential solutions, compare locations, and track trends. Current planning tends to evaluate transportation system performance based primarily on motor vehicle traffic speed and delay (aka traffic). Note the focus on motor vehicle mobility, contributing to continued automobile dependency. This plan, however, utilizes the traditional LOS methodology for roadways in Crowley, but also considers other forms of mobility as result of community input and addressed in both this plan and the Parks and Trails Master Plan (to be adopted in 2020).

Four locations are highlighted for future improvements based on anticipated capacity and traffic volume.

- Eagle Drive / McCart Boulevard north of Main Street:**
This is a capacity issue for the rural cross-section and general roadway segment which continues north into the City of Fort Worth. There is an additional issue at the intersection at Main Street and Eagle Drive. There is a high volume of traffic using this intersection to avoid the train, get to the high school, or shop in the nearby Fort Worth stores.
- Main Street east of FM 731 to Walmart/SH 1187:**
The 2-lane bridge over Deer Creek is the limiting factor for this road segment. It is recommended that the bridge be replaced with a design that includes additional lanes as well as a shared bike lane (refer to Park and Open Space Master Plan) and sidewalks.
- Intersection of FM 731 and SH 1187:**
While the map appears to show that west bound SH 1187 is not functioning well, the real issue is the intersection of FM 731 and Renfro Road, its design, and the lack of spacing. In reality, the TXDOT plans show that the right-of-way width of SH 1187 is more than adequate to handle volume with additional lanes. An access management strategy which limits the number of driveways and promotes shared access driveways onto SH 1187 would be beneficial. Another option, which aligns with the NCTCOG 2045 Mobility plan, is the installation of a controlled access facility, such as an express lane. This option would apply to the segments of SH 1187 from Main Street (east) to Eagle Drive (west).
- FM 731 North (between Main Street and city limits):**
Existing infrastructure of this roadway is adequate to meet future demand. It is currently built as a 6-lane roadway (3 lanes in each direction) with a continuous turn lane. However, the outer lanes are currently striped, limiting use of the outer lane as a shoulder. These areas are not currently used as travel lanes, except for the turn lane onto Crescent Springs Road. The NCTCOG 2045 Mobility Plan

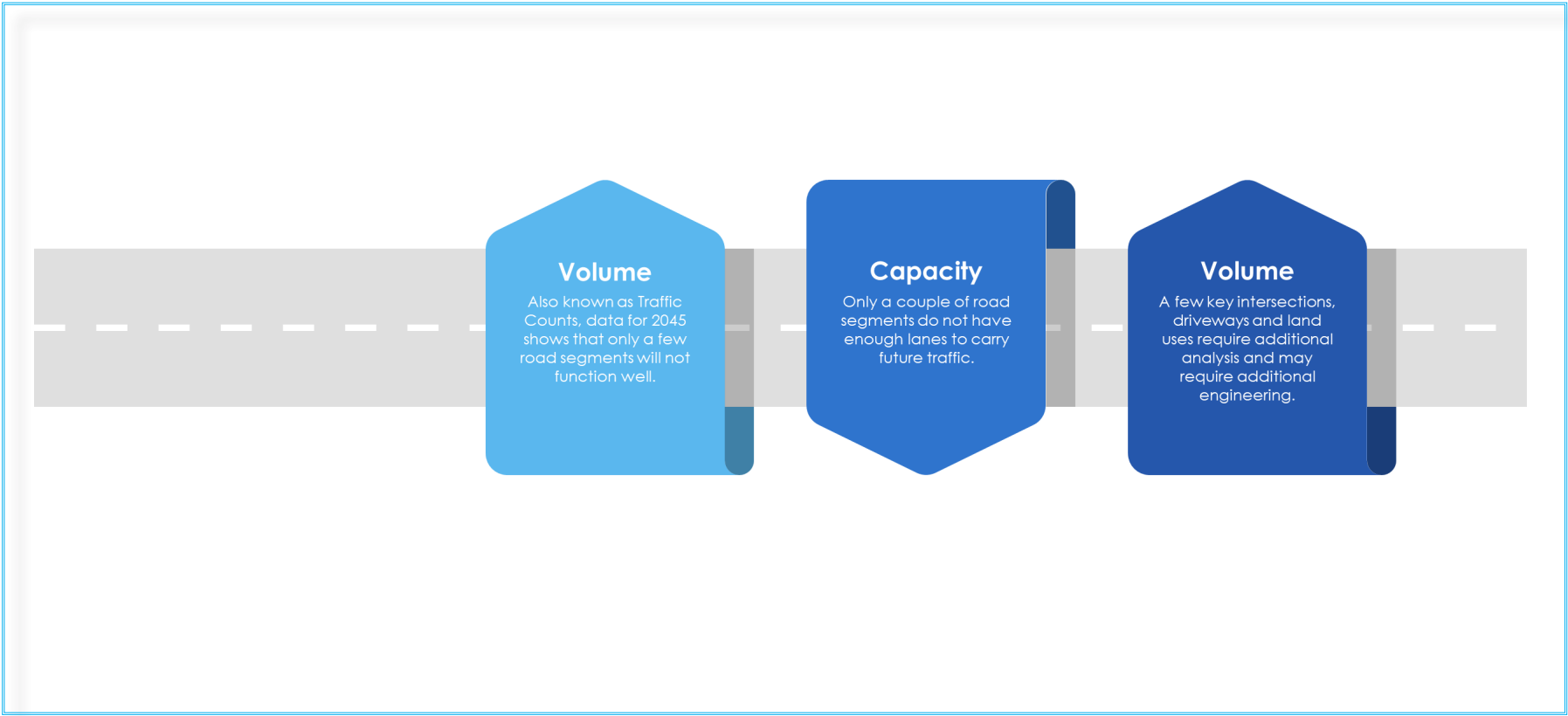
recommends that the striping be removed in 2037 to allow for full use of the facility. The year 2037 is only an estimate based on the current rate of development in the region. Therefore, this plan recommends that city monitor the two signalized intersections at Main Street and Industrial Boulevard. Extended traffic delays at these two intersections will indicate that it is time to coordinate with TXDOT to open the outer lanes to travel.

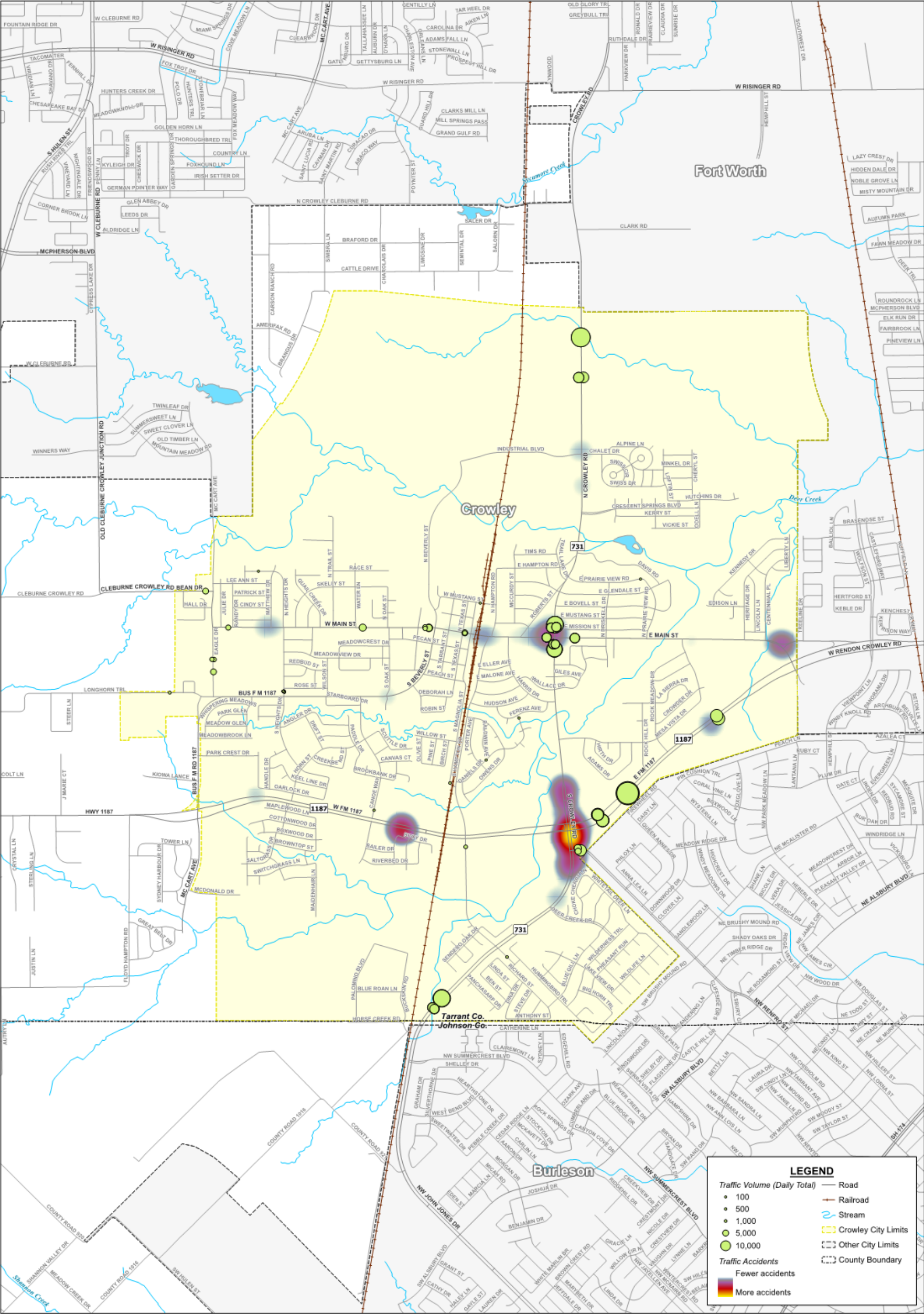
Crowley Railroad Crossings:

The at-grade railroad crossings on Main, Mustang, and Magnolia Streets are also a significant source of congestion. The train schedule is unpredictable, but frequent enough that people plan the route to their destination to avoid the railroad crossings. The train trestle over SH 1187 and the bridge over the tracks on Industrial Boulevard provide optional relief routes. The city plans to continue its efforts with NCTCOG and BNSF to improve the crossings and reduce delays.

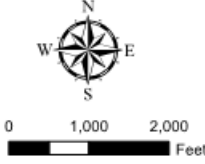
COMPONENTS OF TRAFFIC ANALYSIS

(graphic prepared by Dunaway)



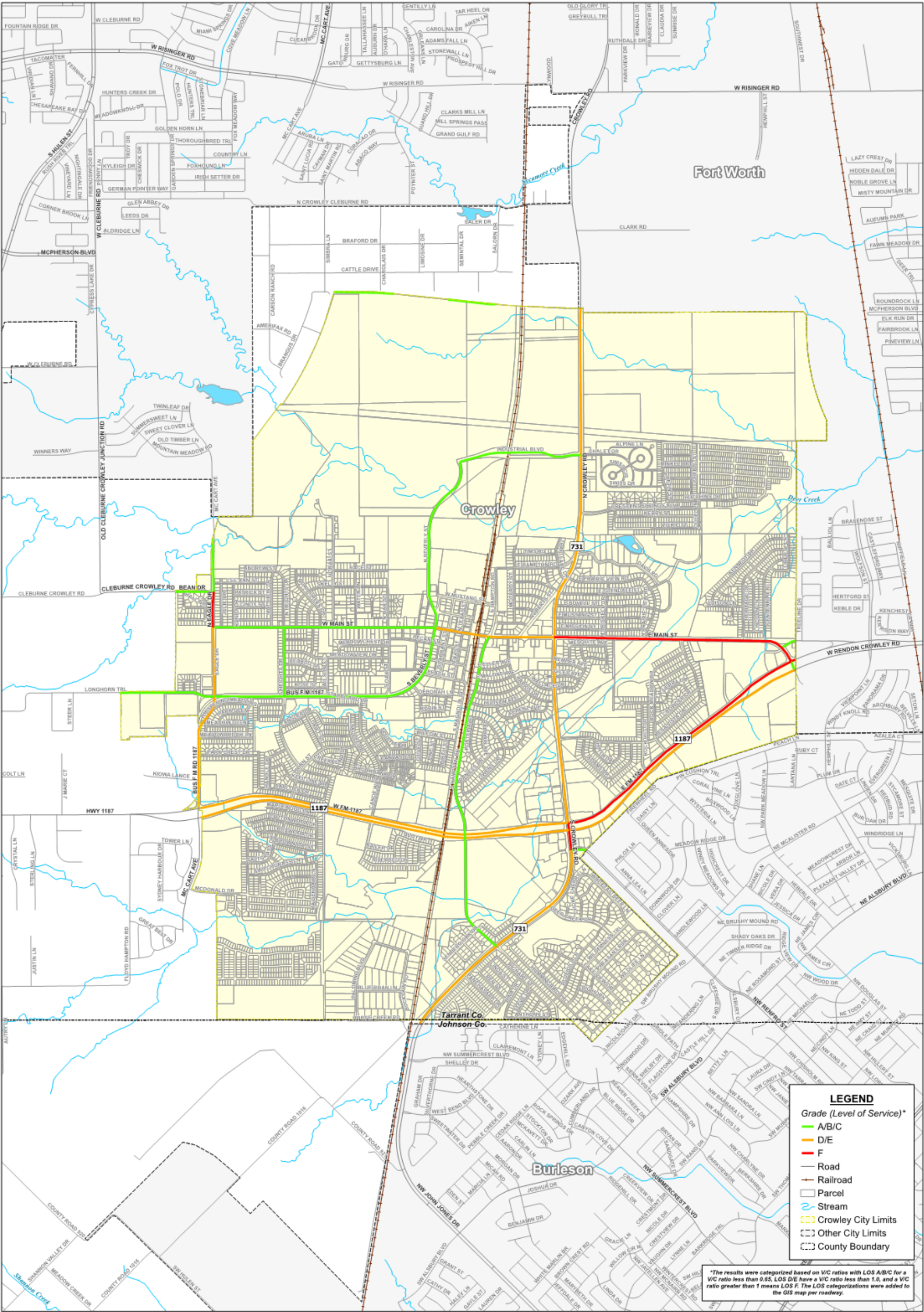


Traffic Accidents and Volume, 2014-2017

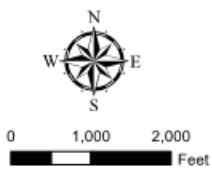


Created by
DUNAWAY
April 24, 2020

Figure 3-2-5: Heat Map of Traffic Accidents and Volume (2014-2017)



Future Road Level of Service



Created by
DUNAWAY
April 24, 2020

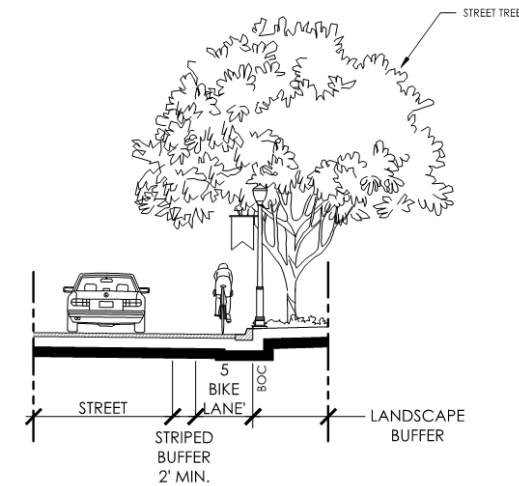
Figure 3-2-6: Future Road Level of Service (2045)
City of Crowley 2045 Comprehensive Plan

Alternative Modes of Transportation

Active transportation, unlike driving and public transit, involves getting around in ways that are human-powered—walking, bicycling, using a wheelchair, skateboarding, and so on. Traditional communities built prior to the 1970s were structured to provide alternative modes with a grid network of streets. Dependent on the location and regulatory environment, inclusion of sidewalks as an element of the mobility network has varied over time. Fluctuating gas prices, increased traffic and associated delays, environmental concerns, a more widespread focus on personal health and fitness, and the shifting lifestyle preferences of younger generations all point to a greater demand for walkable, bikeable communities. It is recommended that Crowley incorporate active transportation as a key component of its design and branding and how it markets itself to future residents and employers. Design criteria for all components of transportation facilities are typically included with the municipal standards and policies for public infrastructure. [Refer to the Parks and Trails Master Plan for further details on planned active transportation and mobility facilities.](#) Information is available in on the [City of Crowley website](#).

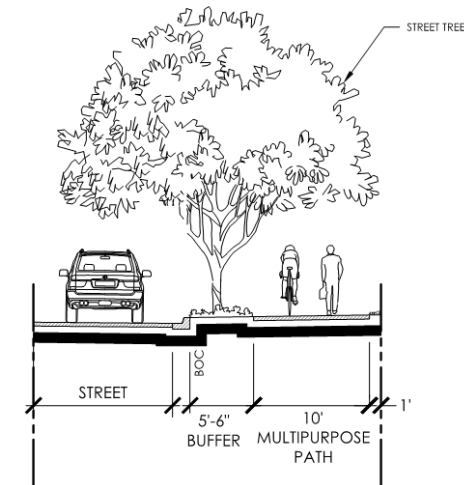
Active modes of transportation include walking and bicycling. Other options include carpooling, motorcycles, and rideshare. Public survey responses were very favorable when residents were asked if they would like to get to a local store without getting in their car. There were also a number of comments recommending that Crowley focus on recreational facilities, such as trails, to promote community health. It is recommended that the city prioritize walkable, complete neighborhoods with integrated and accessible uses in a compact form. This form of the built environment will result in fewer driving trips and less infrastructure to maintain. Crowley can become more active transportation-friendly by: committing to a more compact, multi-use pattern of development; investing in pedestrian facilities like sidewalks and multi-use paths; and designing streets as low-speed, people-first places. When walking or biking is more convenient for residents, they are far more likely to make these healthy activities a part of their daily lives.

Examples of Typical Bicycle Facilities



ON STREET SHARED BIKE LANE

NOT TO SCALE



OFF STREET 10' PEDESTRIAN BIKE WALK

NOT TO SCALE

Figure 3-2-7: Typical Bicycle Facilities

Public Transportation

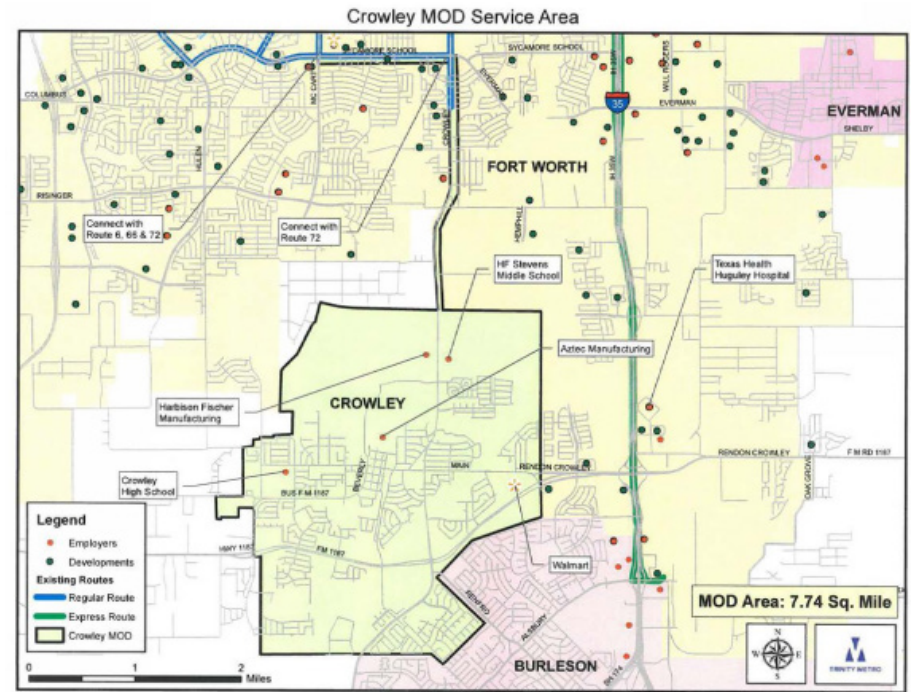
While Crowley does not have a public transit system at this time, new technology and transportation innovation can be acknowledged with city policy that will effectively adapt new transportation alternatives into its fabric over the next several years. There are several opportunities for the city to capitalize on the future of public transportation. First, the city should evaluate existing programs that are available to it now or in the near future, such as paratransit and shuttle service connection to the nearest public transit system (the Trinity Metro). In fact, recent agreements with Trinity Metro and Via will substantially improve transit options for residents. Check with City Hall for more information about these two programs. Then the city should proactively adapt the plan to include public transportation facilities, such as bus stops and ride-sharing lots. Any improvements to the major corridors – McCart Avenue, FM 731 and SH 1187 – should be programmed to include [pull-out bus stops](#)¹⁵ to get buses out of travel lanes for on-boarding and alighting and intelligent shelters which use technology to inform passengers of arrival times or delays. While past efforts for a regionally coordinated public transportation program were unsuccessful several years ago, the public is much more aware of the benefits of mass transit now. Therefore, it is recommended that the city renew its efforts, re-engage likely partners, and create a public transportation strategic plan. Adoption of the strategy enables the city to identify funding opportunities with partner agencies, such as NCTCOG, Tarrant County, and Trinity Metro.

The future commuter rail station should be a focused effort now. Again, collaboration with regional planning agencies will provide primacy to the efforts and help navigate the difficult negotiation process with the railroad. Because there is an Amtrak station in Cleburne, and Burleson is also located along the rail line, Crowley must make its intentions known in order to secure the rail stop.



Side Bar

On [November 7, 2019](#)¹⁶, City Council approved an interlocal agreements with Trinity Metro for Mobility-On-Demand Service (FWTA Interlocal Agreement No. 0782) which will substantially



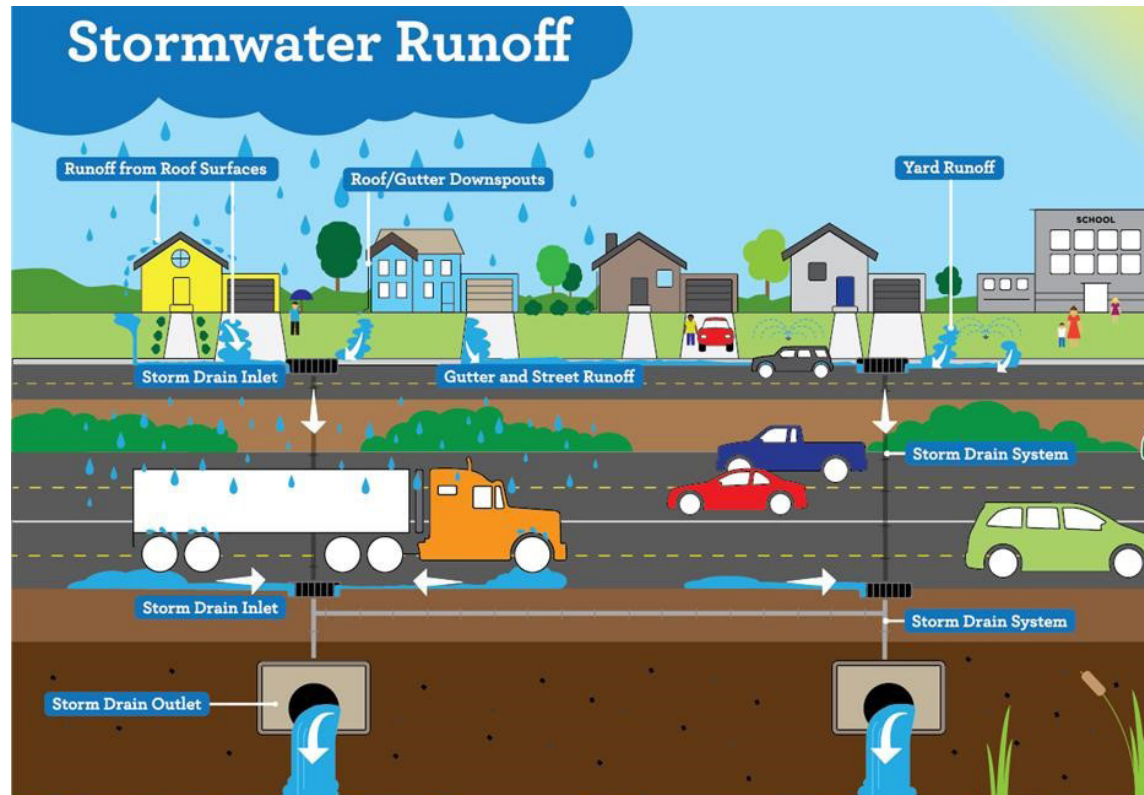
improve transit options for residents. Check with City Hall for more information about the programs.

Figure 3-2-8: Map of Trinity Metro On-Demand Ride Share Zone

[Crowley Trinity Metro Zip Zone](#)¹⁷

The Street as a Drainage Facility

Most people are aware that streets fill with water during a heavy rain, but many don't know that this is an intentional engineered design as part of the [municipal stormwater system](#)¹⁸.



Chapter 74 of the [City Code of Ordinances](#)¹⁹, in combination with Chapter 98, General Development, provide the regulations for the installation and maintenance of this important part of the municipal provision of public safety. Streets are designed to cause water to flow to inlets and capture the surface water into the underground pipes. The system is also a very important part of surface water and groundwater quality. The [NCTCOG Integrated Stormwater Management program](#)²⁰, commonly referred to by its acronym, iSWM, is a collection of regional best management practices, composed of a series of guidelines for construction site stormwater management in the North Central Texas region. The iSWM Design Manual for Construction contains a stepwise methodology for creating an effective Storm Water Pollution Prevention Plan (SWPPP) for construction sites and detailed information for the design, installation, and maintenance of best practices to reduce the release of sediment and other pollutants that result from construction activities. While Crowley is currently not an active participant in the iSWM program, the city could incorporate this regulatory program into its development regulations in the near future.

Figure 3-2-9: Stormwater Runoff

Master Thoroughfare Plan (MTP)

Often the MTP is referred to as a Mobility Plan because it acknowledges that there is more to transportation than automobiles. The plan includes all kinds of passive transportation, which is travel assisted by a vehicle, including airports, freight routes, railroad lines, buses, and ride sharing. There is also an active transportation component, which focuses on self-propelled, human-powered modes, such as walking or bicycling.

The MTP map on the following page represents the next generation transportation planning for Crowley because the community finds itself in the path of development as well as citizens' demands based on current health standards. Previous plans did not include bicycle and pedestrian facilities. However, current technological trends and lifestyle choices demand these types of amenities and facilities. Recall that a traffic engineering analysis stated that the road network for vehicles is sound "as-is" when developed as shown on the plan. However, it is recommended that the city create a "[complete streets²¹](#)" policy for both new development and redevelopment along key connecting corridors. "Complete streets" is the general term used to describe transportation infrastructure that provide safe travel for all users. How this is implemented within Crowley depends on the unique physical and environmental context. In addition, neighborhood nodes should be strategically zoned to implement complete neighborhoods, meaning residents can choose their method of transportation when they need to pick up basic goods and services because there are roads, sidewalks, and bike lanes to both regional and local commercial areas.

Note the following new facilities and roadways shown on the MTP map and identified in the Implementation Strategies:

- ★ Regional Veloweb
- ★ Proposed trails
- ★ Proposed roundabouts
- ★ Extension of S. Magnolia to align with median break on SH 1187
- ★ Extension of Race Street to connect to North Beverly
- ★ Improved railroad crossing on Mustang Drive
- ★ Commuter rail station (shown on the Future Land Use Plan)
- ★ Improved intersections across major roadways to facilitate safe pedestrian and bicycle mobility/connectivity

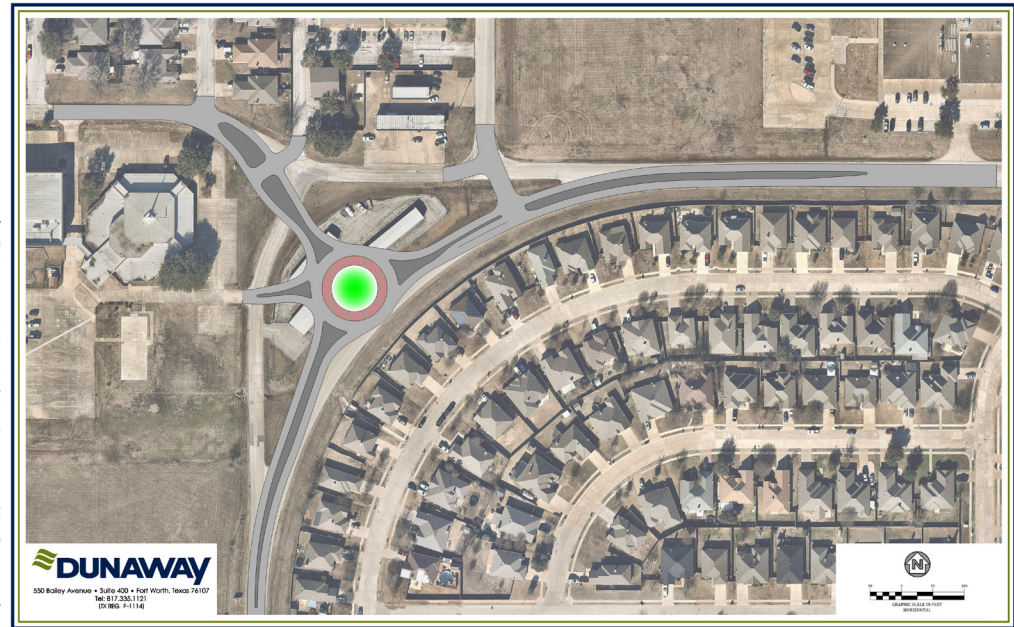


Figure 3-2-10: Conceptual Roundabout schematic

Recommendations and Coordination:

The Thoroughfare Plan is a long-range plan that identifies the location and type of roadway facilities that are needed to meet projected long-term growth within the area. The Thoroughfare Plan is not a list of construction projects but rather serves as a tool to enable the City to coordinate new development within the city as well as with the adjacent jurisdictions. As a holistic view of the transportation systems within the city, it also serves to preserve future corridors for transportation needs as development occurs.

Legal Authority

Under the provisions of [Article XI, Section 5](#)²² of the Texas Constitution and [Title 7, Chapter 212](#)²³ of the Texas Local Government Code, the City of Crowley can require that development plans and subdivision plats conform to "... the general plan of the municipality and its current and future streets ..." and "... the general plan for extension of the municipality and its roads, streets, and public highways within the municipality and its extra-territorial jurisdiction."

Requirements for right-of-way dedication and construction of street improvements apply to all subdivision of land within the jurisdictional boundaries of the city.

Plan Considerations

A Thoroughfare Plan displays the proposed general alignments for the extensions of existing collector and arterial roadways and planned new roadways. It is important to note that the actual alignments of these roadways will likely vary somewhat from this plan and will be determined through the subdivision development process and the preliminary engineering phase of design. Slight modifications to facility locations, such as a shift of an alignment several hundred feet one way or another or changes in roadway curvature are warranted and accepted as long as the intent of the Thoroughfare Plan to provide system connectivity

and appropriate types of facilities is not compromised. As development occurs alignment studies will probably be needed to determine the exact location of some roadways, keeping in mind the overall purpose and intent of the MTP and the alignments shown on it.

In addition, the MTP includes typical cross-sections which may be used to guide the design of roads proposed with new development and for roadways programmed for maintenance or repair with the Capital Improvement Plan. The cross-sections included in this plan are considered "typical," which means that facilities shown in the roadway and parkway are general. These cross-sections and improved intersections give developers and design engineers an idea of what is needed as they plan new development or redevelopment. They may also be used to guide the design criteria and construction standards when the current Subdivision regulations are updated.

The plan does not show future local streets because they function principally to provide access to private property - individual sites and parcels- so their ultimate alignments will, therefore, vary depending upon individual land development plans. Local street alignment should be determined by the city in conjunction with landowners as part of the subdivision development process. Likewise, collectors are required with new development but are not shown in all places on since their alignments will depend on the surrounding street system and the layout and density of development. They are, nevertheless, vital to an efficient and viable transportation network and must, therefore, not be overlooked during the subdivision development and review process. Collectors should be situated to connect arterial streets with other collectors and local streets.

Functional Classification

An effective transportation system is comprised of a network of roadways, each with its own designation, function and capacity within the overall system. Each street segment contributes to

the interconnectivity of the network. Therefore, for a network to operate efficiently, it is essential for there to be a complete network of roadways designed in a hierarchy from highways to arterial and collector streets, to the local street network. Each link is intended to function according to its design capacity, in effect distributing traffic from the highest functional classification – highway or expressway – to the lowest design classification. Connectivity is key to providing an efficient, safe, and convenient roadway network for vehicular traffic.

A functional roadway system facilitates a progressive transition in roadway purpose from the provision of access to the provision of movement. Freeway and arterial facilities are at one end of the spectrum, primarily providing the function of moving vehicles. Collector and local streets are at the opposite end of the spectrum, providing access to property as well as to address needs for additional modes of local transportation, such as pedestrian and bicycle modes. To enable streets and highways to accomplish their intended function, the planning and design of each facility should consider those elements that support its intended function.

Requirements and Standards

This section outlines criteria for certain characteristics of street and land development. These criteria supplement or expand upon the design standards of the Subdivision Ordinance, providing further policy support for such provisions. To facilitate administration of these policies, existing ordinances may need to be amended or updated.

- Location and alignment of arterials

The general location and alignment of thoroughfares should conform to the MTP. Subdivision plats should provide for dedication of needed rights-of-way for thoroughfares within or bordering the subdivision. Any major changes in thoroughfare alignment that are inconsistent with the plan should require the approval through a public hearing process. A major

change would include any proposal that involves the addition or deletion of established thoroughfare designations or changes in the planned general alignment as shown on the MTP.

- Location and alignment of collectors

Generally, collectors should be placed between arterial streets. Collectors must be shown on all proposed subdivisions of land. In cases where a proposed collector alignment is not shown on the MTP but is warranted due to development density and projected traffic volumes, it is also required and must be shown.

- Roadway continuity

To maximize mobility, it is essential that collector streets traverse adjacent neighborhoods to provide access and circulation not only within, but also between neighborhoods.

- Right-of-way and pavement width

The pavement and right-of-way width for thoroughfares must conform to minimum standards unless a waiver is granted using formalized criteria as adopted in the city subdivision regulations. Properties proposed for subdivision that include an existing thoroughfare with insufficient right-of-way width must be required to dedicate land to compensate for any right-of-way deficiency. When a new thoroughfare extension is proposed to connect with an existing thoroughfare that has a narrower right-of-way, a transitional area must be provided. Typically, travel lane width should be continued, and the parkway width may vary.

- Continuation and projection of streets

Existing streets in adjacent areas should be continued, and, when an adjacent area is undeveloped, the street layout must provide for the future continuation of streets into the undeveloped area. Where adjacent land is undeveloped, stub

streets must include a temporary turnaround to accommodate fire apparatus and other large vehicles.

- Location of street intersections

New intersections of subdivision streets with existing thoroughfares within or bordering the subdivision should be planned to align with existing intersections to avoid creation of offset or “jogged” intersections and to provide for continuity of existing streets, especially collector and arterial streets. Roundabouts are considered a type of controlled intersection, and many are proposed on the plan. The city should consider creating a policy which acknowledges a roundabout as a preferred or accepted form of controlled intersection, in addition to, signalized or sign controlled intersections (stop or yield signs). Refer to next page for information about the safety benefits of a roundabout. More information is available from the Institute of Transportation Engineers (ITE)²⁴.

- Angle of intersection

The angle of intersection for street intersections should be as nearly at a right angle as possible. Corner cutbacks or radii should be required at the acute corner of the right-of-way line to provide adequate sight distance at intersections.

- Offset intersections

The standard for offset or “jogged” street intersections should be 200 feet between the centerlines of the intersecting streets.

- Angle of intersection.

The angle of intersection for street intersections should be as nearly at a right angle as possible. Corner cutbacks or radii should be required at the acute corner of the right-of-way line to provide adequate sight distance at intersections.

- Offset intersections

The standard for offset or “jogged” street intersections should be 200 feet between the centerlines of the intersecting streets.

- Cul-de-sacs

Through streets and tee-intersections are preferable to cul-de-sacs, which limit through access, restrict pedestrian circulation, increase emergency response times, and confuse motorists.

- Residential lots fronting on arterials.

Subdivision layout must avoid the creation of residential lots fronting on arterials with direct driveway access to the arterial street. Lots should be accessed from local streets which are internal to the subdivision, from local streets which border the subdivision, or from an auxiliary street, such as a slip lane, designed to accommodate driveway traffic.

- Residential lots fronting on collectors

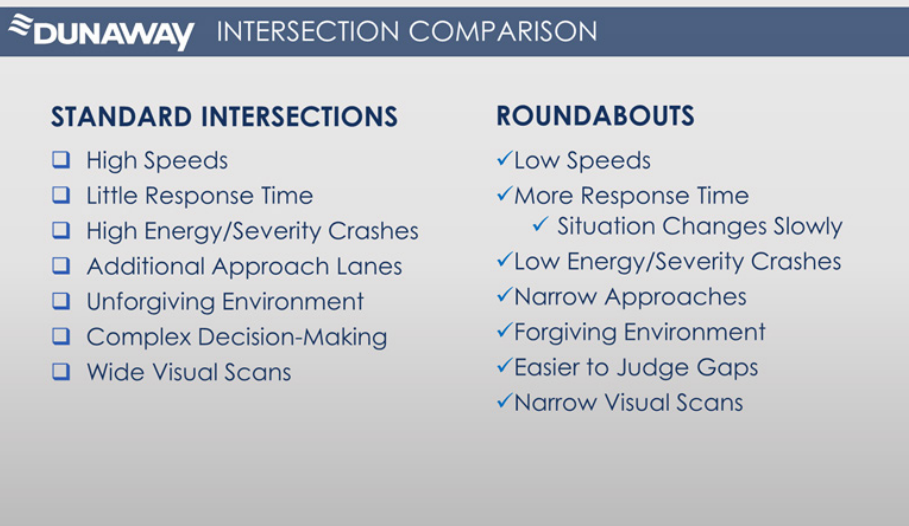
Subdivision layout must avoid the arrangement of lots to access major collector streets and, to the maximum practicable extent, minimize direct access to minor collector streets, particularly within 180 feet of an intersection.

- Non-residential lot access guidelines

Other requirements and guidelines for the number of curb cuts allowed for commercial, industrial and multi-family sites should be provided in the subdivision regulations and associated design standards/criteria. Very wide curb cuts and lay-down curbs do not adequately control access or increase traffic safety and, therefore, should not be permitted.

- Geometric design standards and guidelines

Other requirements and guidelines for the geometric design of thoroughfares and public streets should be provided in the adopted and updated subdivision regulations which include design criteria and standard construction specifications. This includes special provisions to preserve sight distances at adjacent intersections.



Additional considerations based on Community Input

Because a variety of transportation modes are wanted by the residents (survey results in Appendix), this plan should also coordinate with the new Parks and Trails Master Plan which establishes policy for implementation of facilities for active transportation, such as pedestrian (sidewalks) and bicycle facilities (trails and bike lanes). Generally, active bicycle transportation should be incorporated into the design or improvement of the following types of facilities:

- ★ Local roads:
Specified as a 50-foot wide right-of way in the subdivision regulations, neighborhood streets are typically used for both cars and bicycles.
- ★ Collectors:
Depicted in the typical cross-sections on the following pages, these roads vary between 60 – 80 feet wide, sidewalks and on-street bike lanes should be designed accordingly. For some road segments, a 10-foot wide (minimum) multi-purpose path is appropriate.
- ★ Arterials:
Depicted in the typical cross-sections on the following pages, these roads vary between 100-120 feet wide, sidewalks and off-street bike facilities are appropriate should be designed accordingly. For some road segments, a 10-foot wide (minimum) multi-purpose path is appropriate.
- ★ Improved Intersections:
To facilitate mobility and pedestrian and bicycle connectivity, improved intersections and crosswalks are needed for the safe crossing of arterials and highways within the city, such as FM 731. These improvements should be coordinated with the Parks and Trails Master Plan for continuity of mobility.

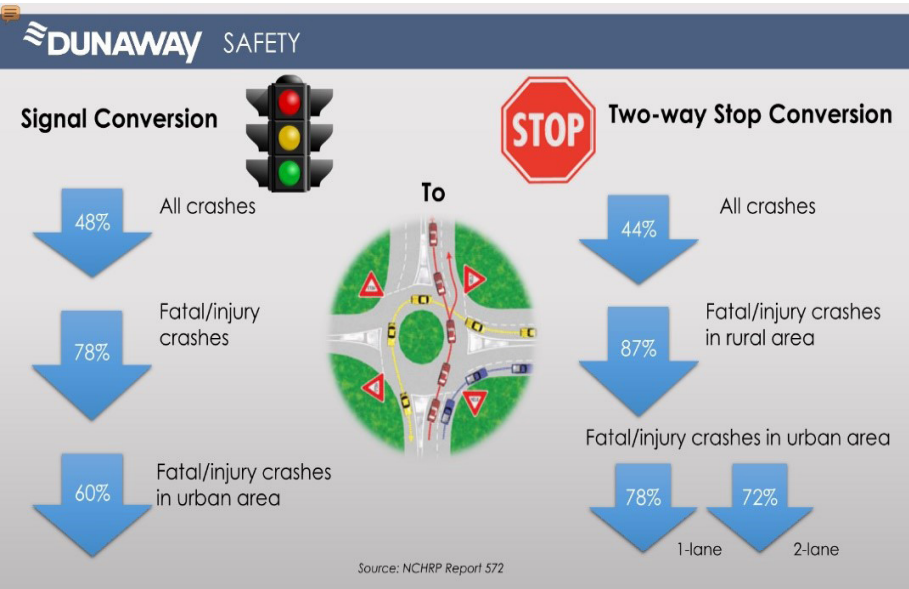


Figure 3-2-11: Safety Benefits of a Roundabout (both graphics)

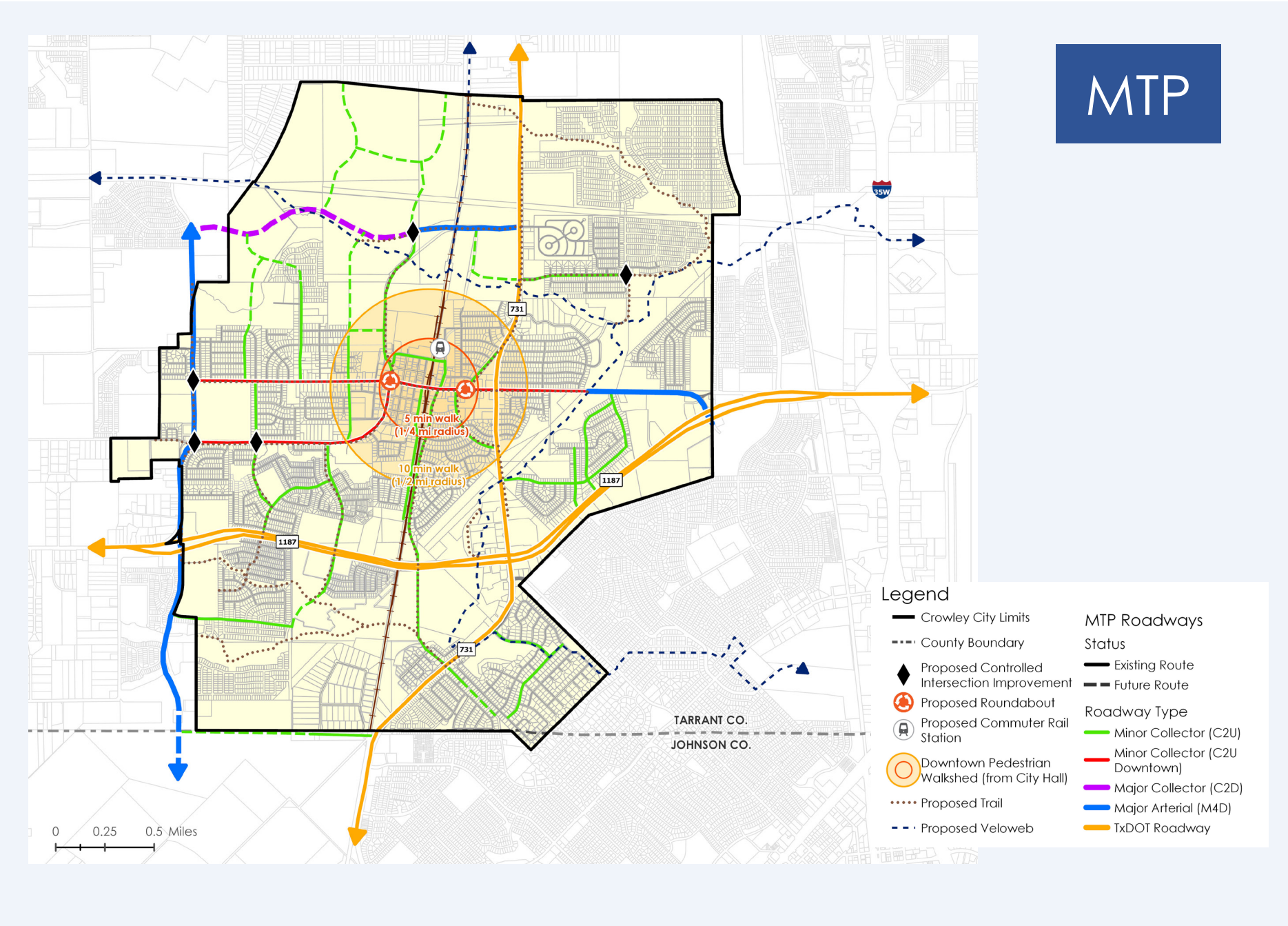


Figure 3-2-12: Master Thoroughfare Plan
City of Crowley 2045 Comprehensive Plan

Typical Cross-Sections

Major Arterial 4-lane Divided (M4D) Cross-Sections



Location:

- McCart / Eagle Blvd
- East Main Street (between bridge at Centennial Park to SH 1187)
- Industrial Blvd (between N. Beverly to FM 731)

Typical Facility Standards:

- 100-foot right-of-way
- Roadway options include:
 - 8-foot on-street parking
 - 11-foot travel lanes minimum
 - Variable width landscape median
- Parkway options include:
 - 6-foot sidewalk
 - Landscapes buffer area
 - 10-foot multi-purpose path (pedestrian and cyclist)

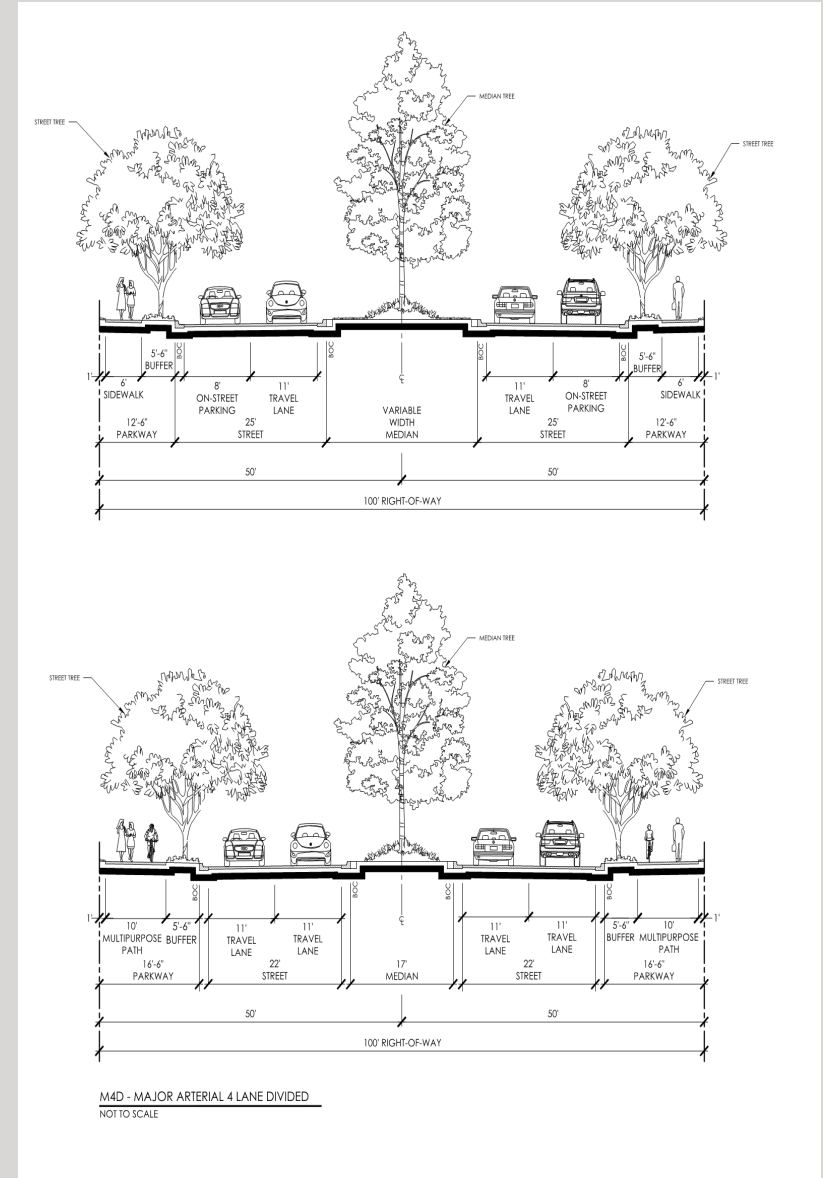


Figure 3-2-13: M4D Typical Cross-sections Major Arterial 4-lane Divided Cross-Sections

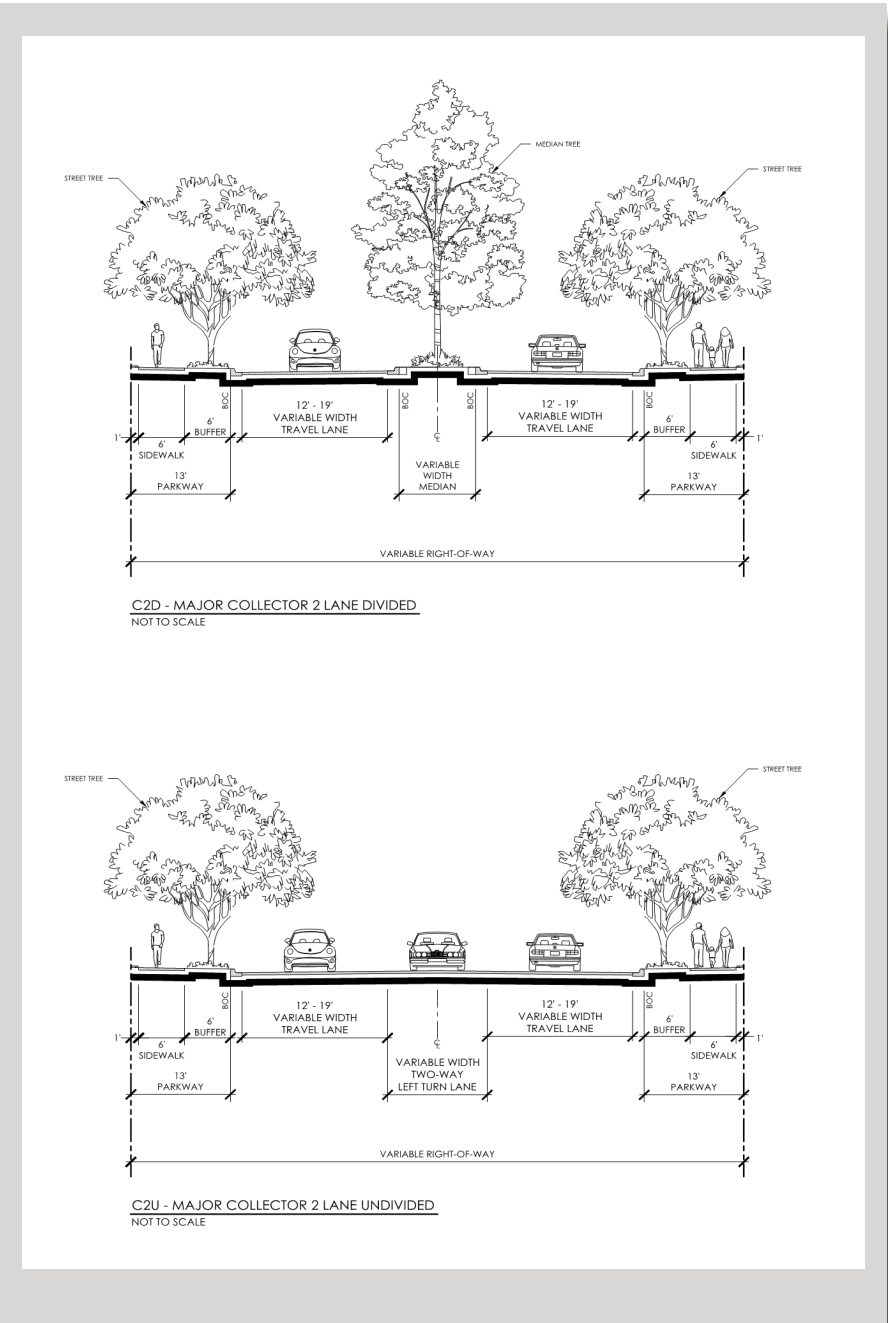
Major Collector 2-lane Divided (C2D) Cross-Section

Location:

- Future Karis Blvd

Typical Facility Standards:

- Variable width right-of-way to accommodate unique layout of Karis development
- Maximum 80-foot right-of-way
- Roadway options include:
 - 12-18-foot travel lanes minimum
 - Variable width landscape median
- Parkway options include:
 - 6-foot sidewalk
 - Landscapes buffer area
 - 10-foot multi-purpose path (pedestrian and cyclist)



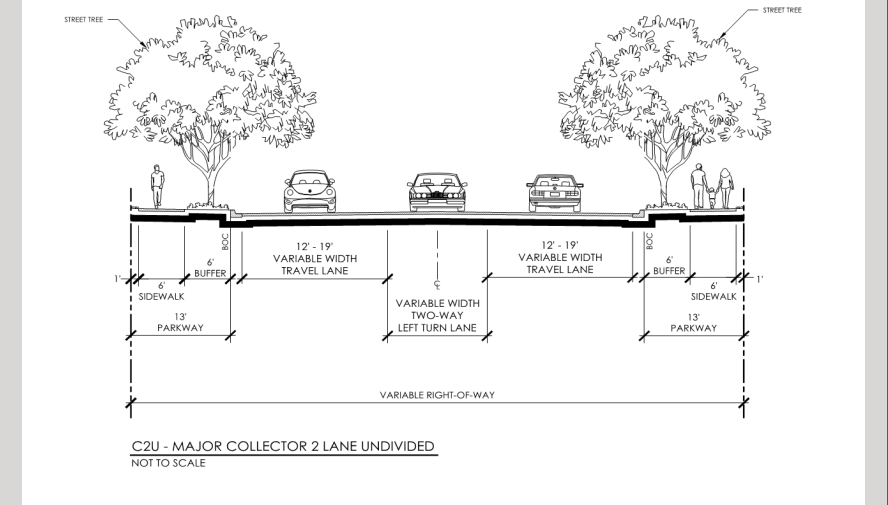
Major Collector 2-lane Undivided (C4U) Cross-Section

Location:

- Future Karis Blvd

Typical Facility Standards:

- Variable width right-of-way to accommodate unique layout of Karis development
- Maximum 80-foot right-of-way
- Roadway options include:
 - 12-18-foot travel lanes minimum
 - Variable width center travel
- Parkway options include:
 - 6-foot sidewalk
 - Landscapes buffer area
 - 10-foot multi-purpose path (pedestrian and cyclist)



Figures 3-2-14: C2D and C2U Typical Cross-sections Major Arterial 2-lane Divided Cross-Sections

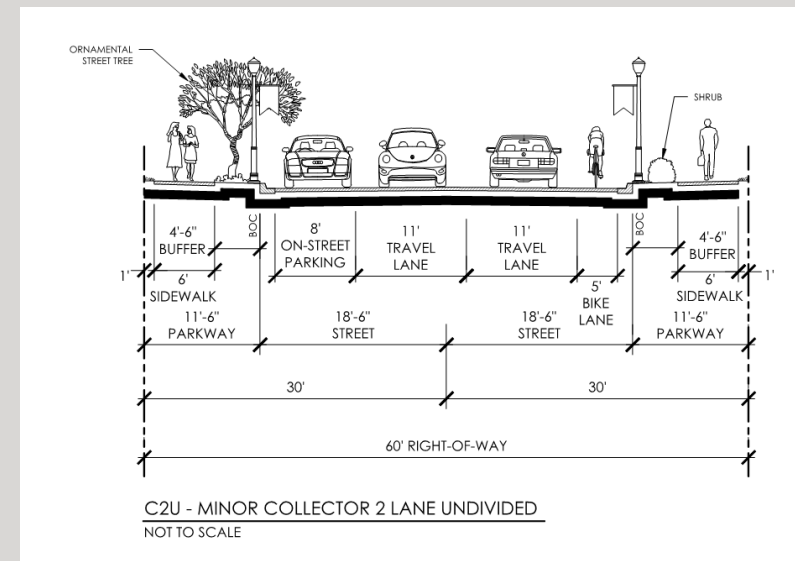
Minor Collector 2-lane Undivided: Typical C2U Cross-Section

Location:

- Throughout City (Refer to MTP)

Typical Facility Standards:

- 60-foot right-of-way
- Roadway options include:
 - 11-foot travel lanes minimum
 - Variable width landscape median
- Parkway options include:
 - 6-foot sidewalk
 - Landscapes buffer area
 - 10-foot multi-purpose path (pedestrian and cyclist)



Minor Collector 2-lane Undivided: C2U Downtown Cross-Section

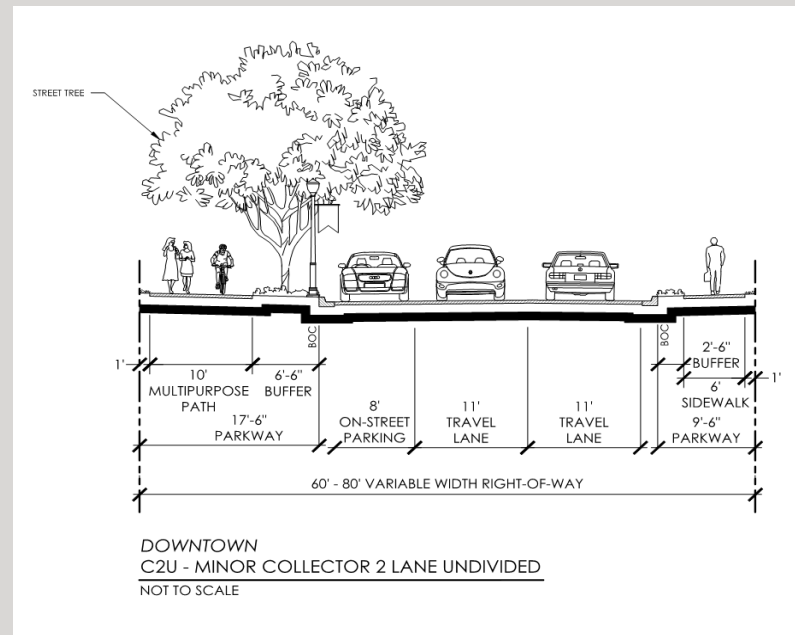
Location:

- Main Street
(west of Beverly Street)
- Main Street (east of FM 731 to bridge)
- S. Beverly
(from Main Street to Longhorn Trail)

Note: Main Street between Beverly Street and FM 731 improvements approved by City and TXDOT and under construction at adoption of this plan

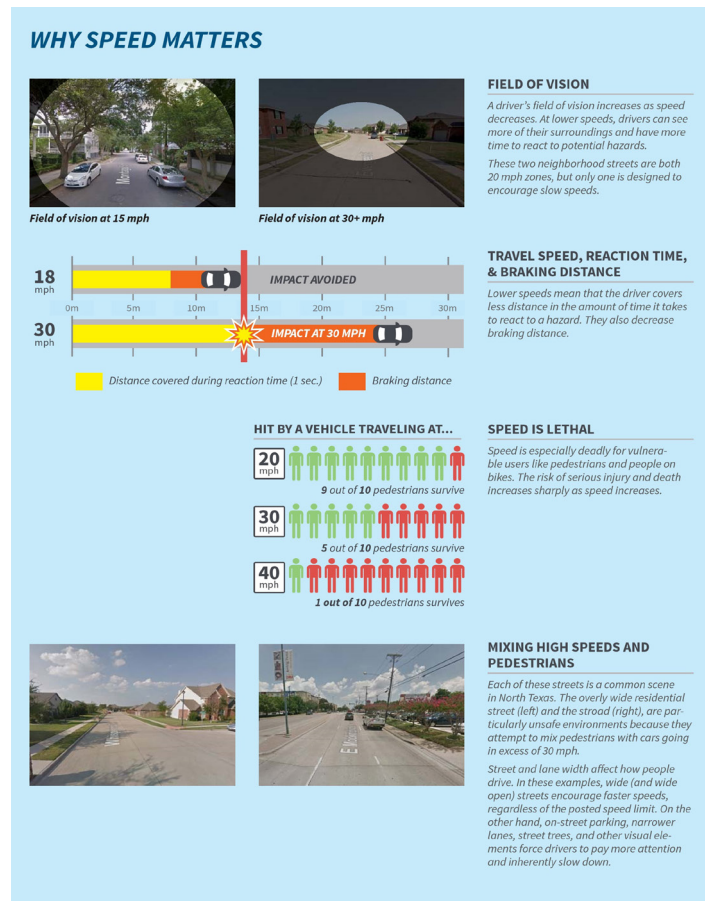
Typical Facility Standards:

- Variable width right-of-way
- Roadway consists of:
 - 11-foot travel lanes
 - On-street parking (varies by location and segment)
- Parkway options include:
 - 6-8-foot sidewalk
 - Landscaped buffer area
 - 10-foot multi-purpose path (pedestrian and cyclist)



THE STREET LAND USE NEXUS

Streets do more than provide active and passive transportation; they are also intrinsically connected to individual properties and the types of activities on those sites. Whether a property is used for a single-family residence, a commercial retail center, or a city park, roads, sidewalks, trails, and lanes provide the access. In consideration of this nexus, let's now evaluate the transportation network from a slightly different perspective. Instead of thinking about roads as a facility made of concrete, curb and gutter, lanes, and sidewalks, let's look at their function and how they connect the residents of Crowley to people and places.



STREETS, ROADS, ... AND 'STROADS'²⁵

- **Streets: economic generation, social networking, community identity** The *street* is a low-speed (under 25 mph) area that allows for a high amount of human activity. This may be the buzzing Main Street with a mix of businesses and outdoor seating, or the quiet residential street with children playing in front yards. Streets can be part of a larger place or can be destinations themselves; they're where people spend time and money and historically were used as public gathering places. They accommodate vehicle traffic—alongside foot traffic—but do not prioritize it. They're a safe place for pedestrians and drivers alike. Streets are platforms for economic growth and social interaction and are a key component of a community's brand and neighborhood character. Both the downtown corridor (Main Street) and the majority of the connectors through residential neighborhoods (i.e. Canoe Way) should be designed as streets.
- **Roads: fast and efficient connections** While streets should be designed to prioritize people, the primary function of a road is to move people and goods quickly between places. Highways and farm-to-market roads are great examples. On a road, the automobile is prioritized, and higher speeds are appropriate. In order to minimize congestion and pedestrian fatalities, sidewalks, crosswalks, driveways, and intersections should be minimized, or in some cases, eliminated altogether. The highway and the city's larger thoroughfares should be designed to prioritize the movement and safety of automobiles and those in them.
- **Stroads: a dysfunctional and dangerous hybrid** When we combine the functions of a street and a road, we end up with a hybrid that President of Strong Towns²⁵, Chuck Marohn, has termed a *stroad*. (Strong Towns is an international movement that's dedicated to making communities across the United States and Canada financially strong and

Figure 3-2-18: Why Speed Matters

resilient.) Stroads are failed attempts to get the economic productivity of a street and the efficiency of a road all in one corridor. They are designed for high volumes of cars and faster speeds (over 35 mph) but often have sidewalks next to the curb and crosswalks, which make them particularly dangerous for pedestrians and cyclists. At the same time, these corridors also have multiple signalized intersections, median cuts, and driveways to accommodate auto-oriented businesses—all of which slow cars down and increase opportunities for crashes. They are not efficient at moving cars quickly, do not safely accommodate people on foot, and cost much more to build and maintain than the revenue from adjacent development can pay for. Put simply, they are inefficient, unsafe, and expensive. Stroads are what we get when we fail to understand that streets and roads have mutually exclusive functions. The majority of the city's thoroughfares fit into this category.

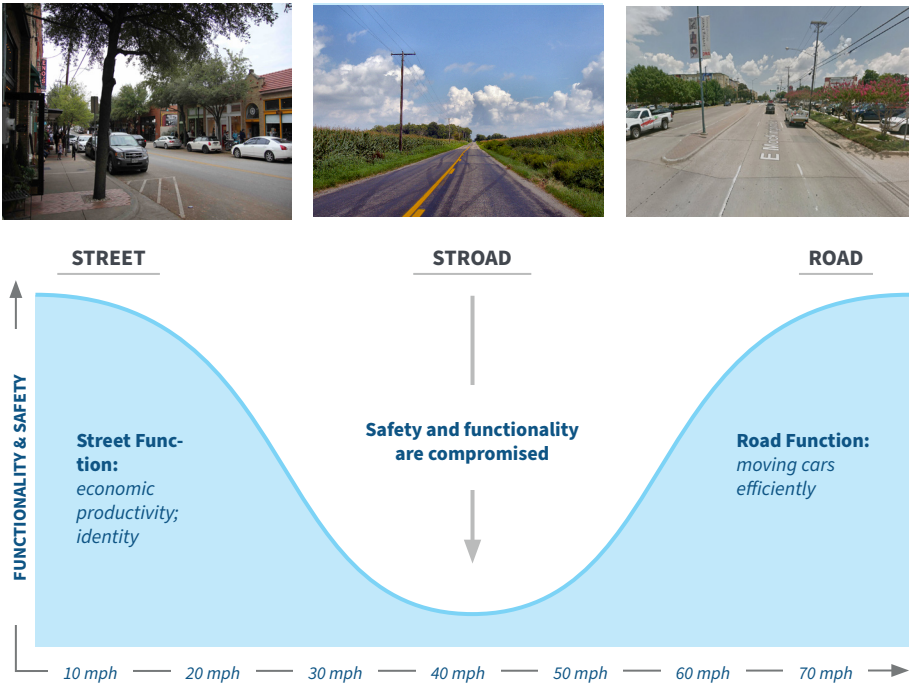


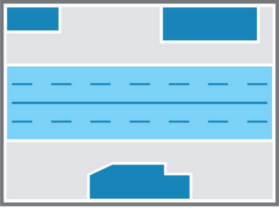

Figure 3-2-19: Speed vs Functionality and Safety

PRIORITIZING PEOPLE AND PLACE IN DOWNTOWN

Another way of understanding our transportation system is to see the built environment as split between links and places.

LINK

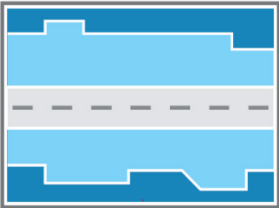

Street as a movement conduit Design objective: **Save time**



- *Links* are designed to save us time—to get us from Point A to Point B as quickly and efficiently as possible.
- FM 731 and SH 1187 are both examples of *Links*.
- Links are made up of roads that prioritize vehicle movement in the right-of-way. In either case, an explicit decision is made regarding which users to prioritize within the public right-of-way.

PLACE

Street as a destination Design objective: **Spend time**



- Main Street in Downtown Crowley is a *place*.
- A place is a destination and meant for spending time.
- Places are enabled by streets that prioritize pedestrian use within the right-of-way and treat driving as a secondary use.

Legend:
■ Prioritized Users ■ Secondary Users ■ Private Development

(Adapted from Scott Doyon, Placemakers)

Figure 3-2-20: Links and Place

The graphics on the preceding page show the area within public right-of-way can be dedicated to pedestrians (streets/places), or to automobiles (links). Many of the streets in downtown include wide rights-of-way with:

- Wide pavement with wide or oversized travel lanes;
- Bar ditches;
- Underground and overhead utilities; and
- Missing or narrow sidewalks.

These components of the right-of-way make driving convenient but make people feel uncomfortable and unsafe.

In order to transform the Downtown District, the Main Street corridor, and the surrounding area into a vibrant destination where people of all ages want to spend time and to invest in (ie, a place), the city should work to transform the majority of the streets. The streets should be reconfigured or reconstructed to prioritize the movement and safety of people over cars.

Initially, this effort should focus on transforming key blocks and frontages along Main Street. Next, the work can be done on streets which connect to Main Street. Low-cost, tactical improvements, such as painted bulb-outs at intersections seen in the graphic to the right, can be deployed quickly. These types of improvements also allow the idea to be tested and, if necessary improved prior to installation of permanent infrastructure and facilities.

Over time, as interest and activities expand in the area, the city and development partners, such as local businesses or a transportation authority can work together to invest additional resources into installing permanent traffic calming measures and improvements to additional blocks and corridors, throughout the Downtown District and, ultimately, throughout the city.

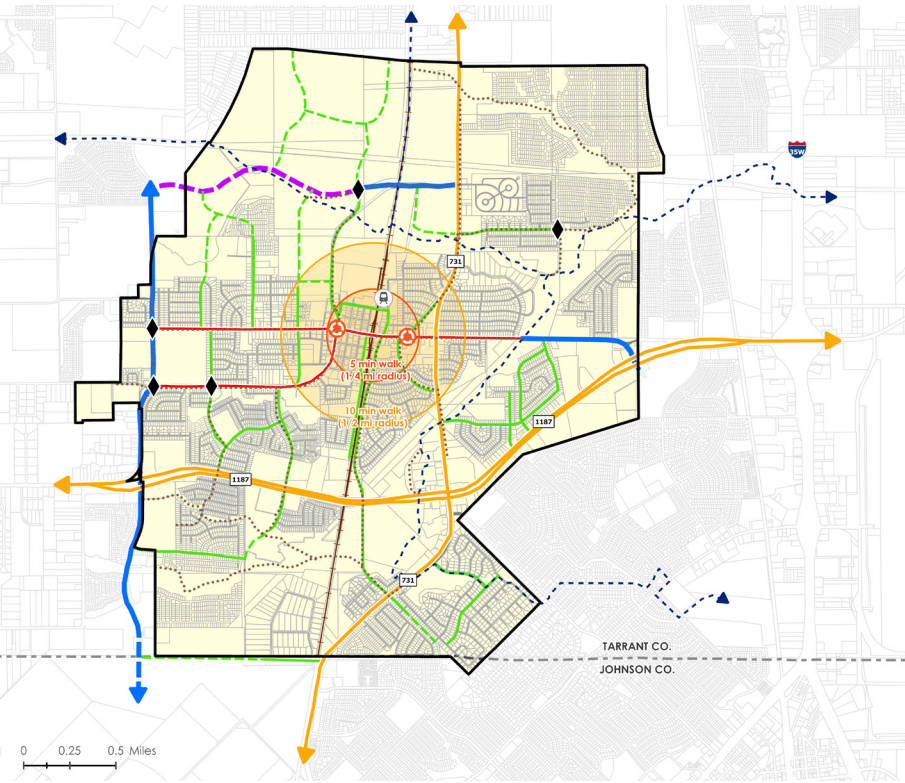


Figure 3-2-21: FHWA: Traffic Calming for Small Towns

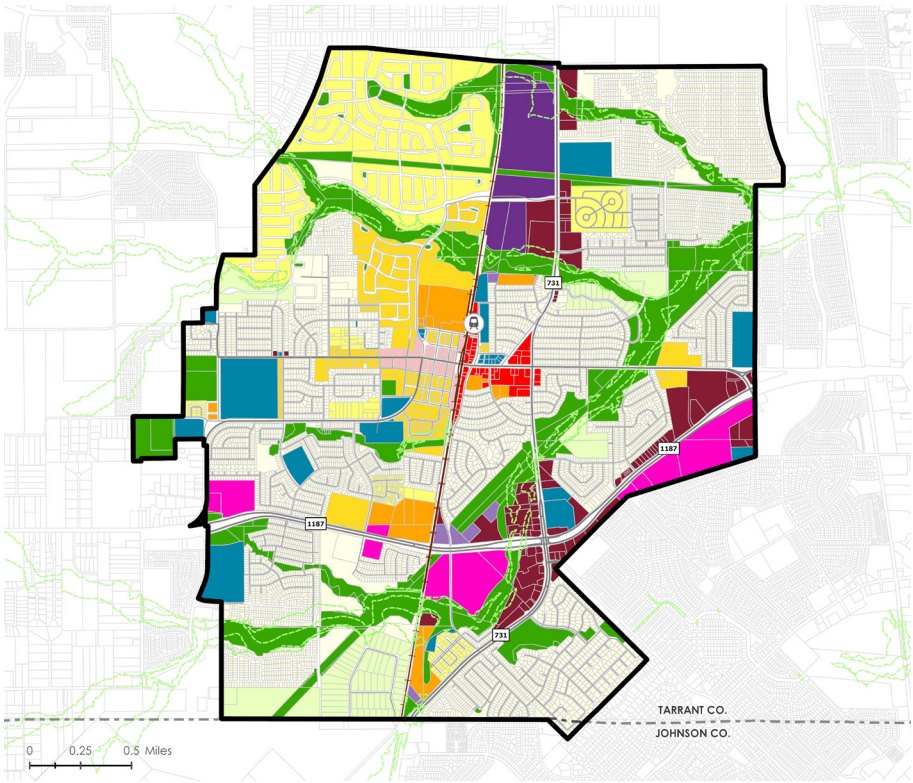
THE INTEGRATED RELATIONSHIP BETWEEN MOBILITY AND LAND USE

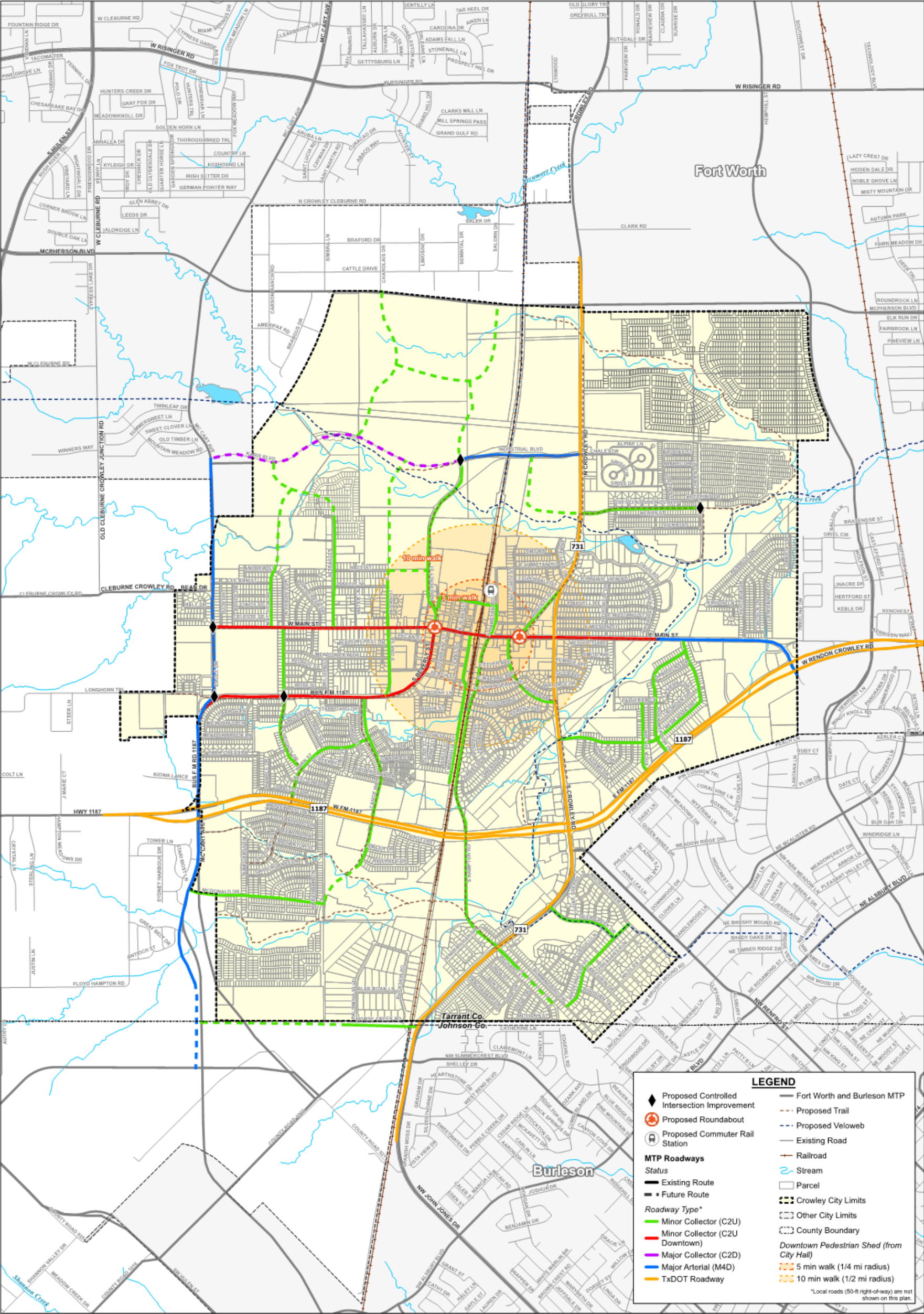
Transportation and land use go hand-in-hand in determining the look and feel of a community. If a city plans and builds neighborhoods around auto-oriented development, it will take on a more spread-out form with separated residential, shopping, and employment uses, which requires more infrastructure and generates more traffic. If a city prioritizes walkable, complete neighborhoods, then more uses are integrated together in a compact form, resulting in fewer driving trips and less infrastructure to maintain. Main Street presents an opportunity to provide a pedestrian-first environment where people can live, work, shop, and socialize all within a short walking distance – something that is becoming increasingly important to recruiting and retaining residents of both older and younger generations.

MASTER THOROUGHFARE PLAN

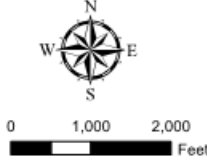


FUTURE LAND USE PLAN



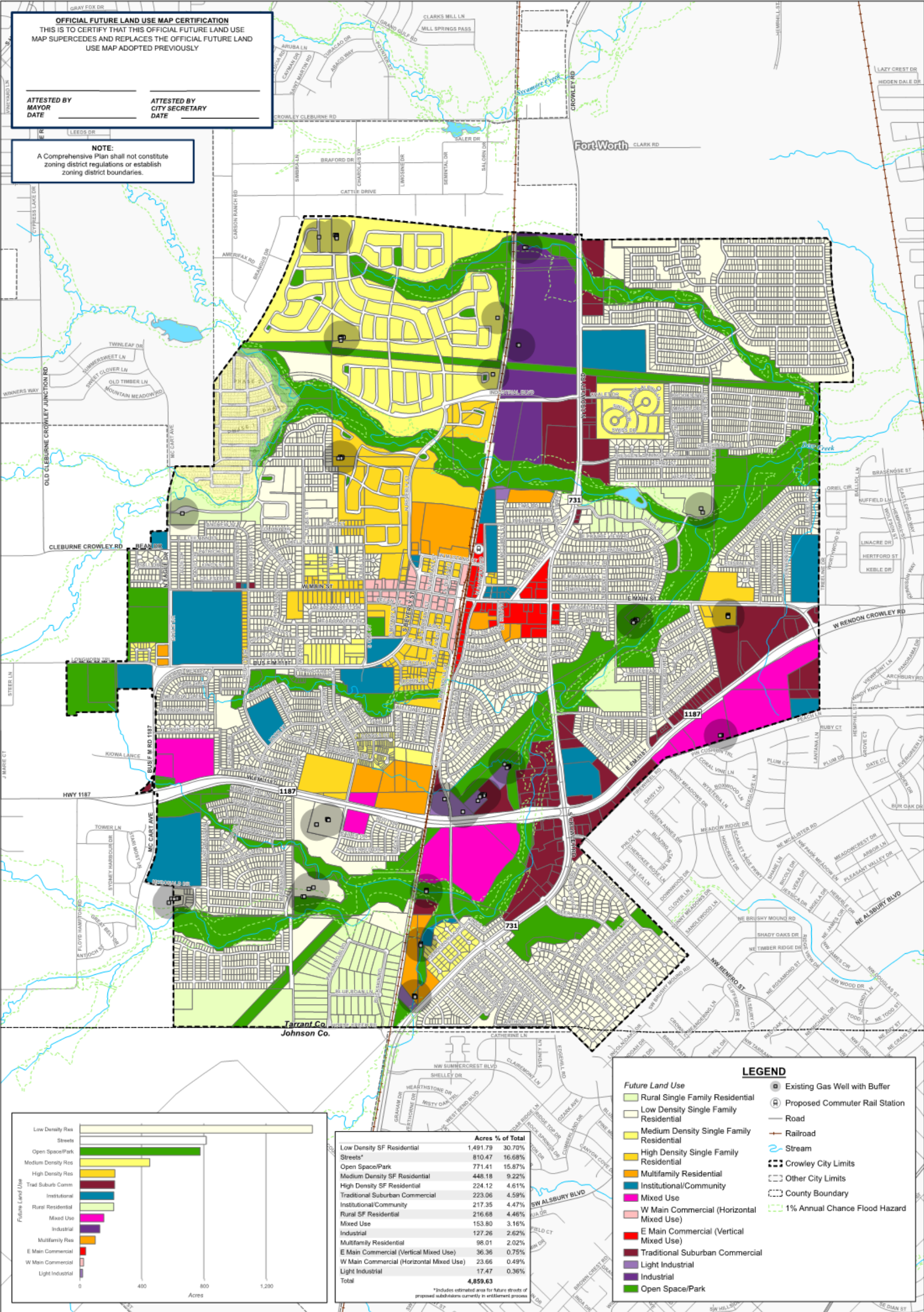


Master Thoroughfare Plan



Created by
DUNAWAY
June 8, 2020

Figure 3-2-17: Master Thoroughfare Plan



3.3 Future Land Use Plan (FLUP)



Future Land Use Plan

Land use, development pattern, and built environment are all terms that refer to the relationship between people and the land. More specifically, these terms refer to how the physical world is adapted, modified, or put to use for human purposes. This includes even the “non-use” of lands reserved for open space or parks and protected from human impacts or used for recreation.

Land is the most valuable municipal resource. Once a building is constructed and roads installed, this resource shapes the city and its identity. While the near-term benefits of new development are attractive, there are long-term impacts to how the land is developed, affecting the social environment, fiscal health, and environmental resiliency of the city. The type, mix, and pattern of what is put on the land can boost quality of life and economic activity, but the buildings, infrastructure, and associated public services can also become liabilities over time if the city is not able to maintain them to citizen expectations. Therefore, decisions about when, where, and how to allow development are paramount for the community today and in the future.

As a major component of this plan, the land use chapter presents the existing development pattern and lays out the future for Crowley, guided by community input. The chapter consists of the following sections.

- ★ Typical Past
Illustrative depiction of existing land uses developed over the past 50 years which clearly identifies the predominance of suburban single family development.
- ★ Fiscal Nexus
Detailed analysis showing the correlation between the built environment / type of development and the sustainability of the municipal budget and, ultimately, the community. Also, provides evidence for the need for a range of residential housing types and lot sizes.
- ★ Organic Crowley
Pictorial presentation and description of future land uses intended to promote and inspire Crowley to build from within and cultivate its strong sense of community using local resources to make it happen.

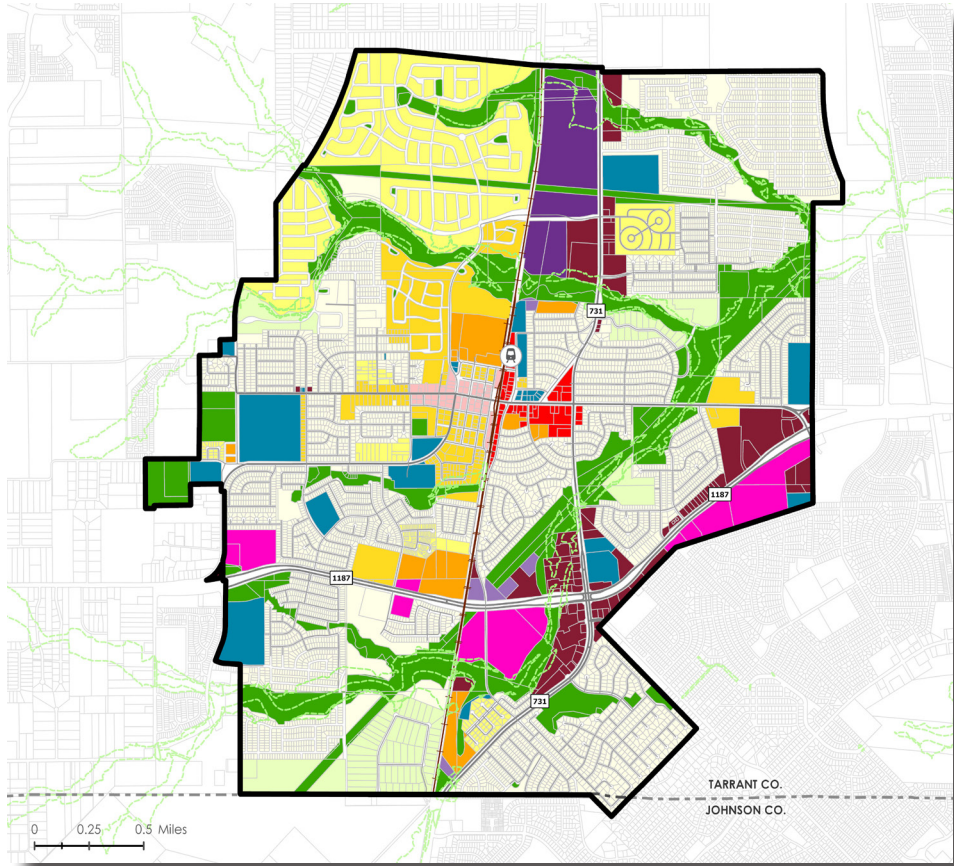


Figure 3-3-1: Future Land Use Plan (FLUP)
City of Crowley 2045 Comprehensive Plan

3.3.1 Typical Past

Existing Land Uses

Crowley appears to be in the midst of its next wave of residential and commercial development.* Two new major residential neighborhoods are in the planning stages, Main Street is being reconstructed with buffered bike lanes and on-street parking, and several new businesses have opened in the are of the Crowley Main Stret Downtown District. At over 37 percent, vacant land is still the largest land use category. The map on the following page shows the existing land uses as of early 2020; however, it is important to note that much of the northern part of the city is currently in the entitlement and review process for the proposed new neighborhoods Karis and Hunter's Ridge. (Recent residential land proposals are depicted on the Future Subdivisions map provided in Chapter 2.) While vacant land is still the largest land use category, single-family residential uses currently make up the second largest use category at approximately 28 percent of the total land area in the city.

EXISTING LAND USE (2019)

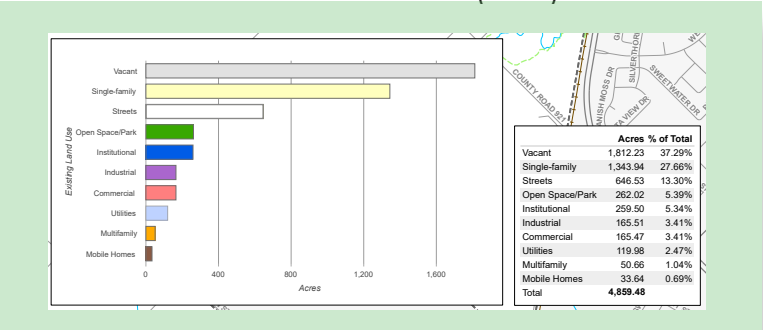
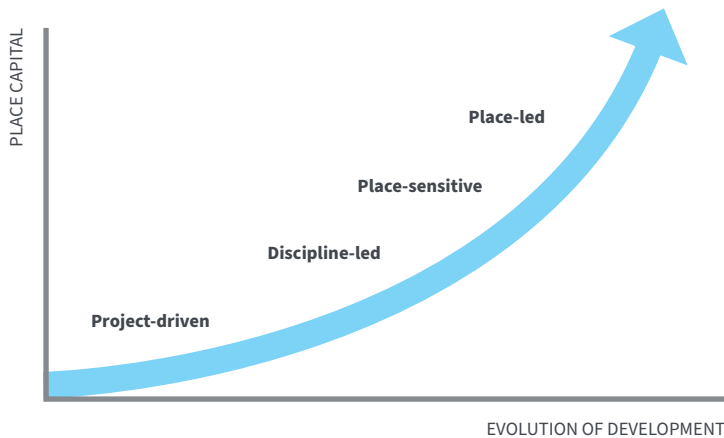


Figure 3-3-2: Chart Land Use by Category and Area

* Update May 2020: It is undetermined at this time how the pandemic will affect the residential market. With so many lots in the process of gaining entitlement approval combined with low interest rates, it is possible that the trend will slow but may not be completely interrupted.

Focus on the Opportunity

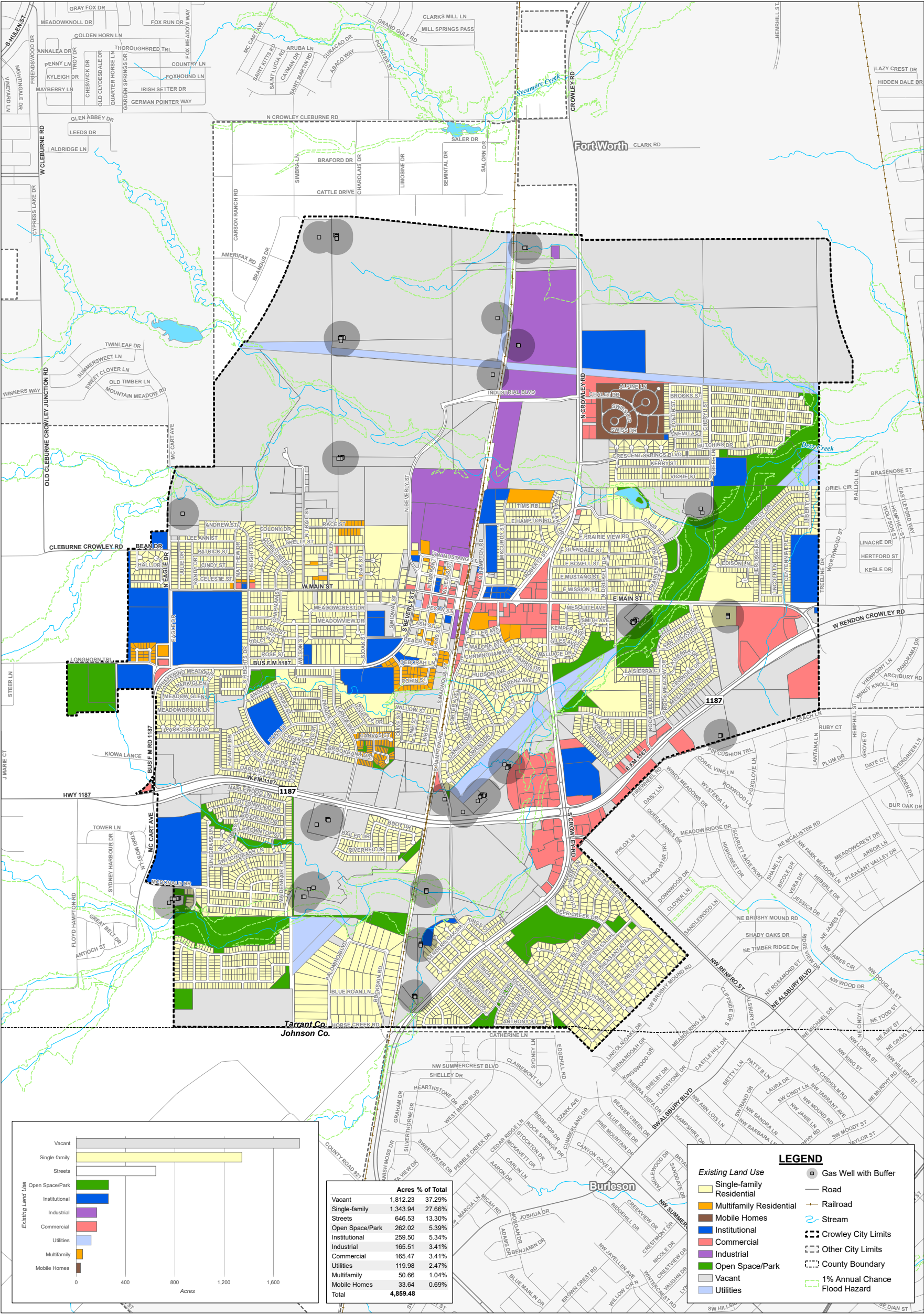
EVOLVING DEVELOPMENT



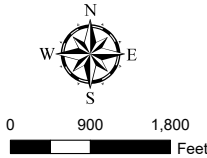
As the city prepares for its next several decades of development and growth, it is important to focus on the largest category of land use. Current metrics reveal that 37 percent of the city is vacant and, therefore, available for development (refer to Existing Land Use map on following page). While the area along the northern limits of the city has pending development proposals, only one has gone as far as to complete the preliminary plat phase. Hunter's Ridge is currently in the preliminary plat phase, and a final plat is anticipated to be approved by city officials in the next few months. There remains an opportunity for the city, through this plan, once adopted, to potentially change the development pattern of the proposals should they withdraw or expire. But these areas are not the only opportune sites within the city. There are also large vacant parcels behind Kroger, along either side of SH 1187 and on the west side of FM 731 north. The next sections will discuss how the existing built environment impacts the municipal budget and proposes strategies to use the vacant land to increase the city return on investment, for the city's budget and for the quality of life of Crowley's residents.

Figure 3-3-3: Evolution of Development





Existing Land Use



Created by
DUNAWAY
April 23, 2020

Figure 3-3-4: Existing Land Use Map

3.3.2 Fiscal Analysis - Land Use / Budget Nexus: Understanding Long-Term Impacts of the Rate and Pattern of Growth

The rate and pattern of city growth has a direct impact on a city's long-term fiscal health. While new development can generate increased tax revenues, it also increases a city's service costs and infrastructure liabilities. Since the 1950's many communities have prioritized auto-centric development patterns and fast growth in the near-term without fully considering the long-term impacts.

The chart to the right illustrates the relationship between growth rate and infrastructure liabilities over time. Most cities start with a small service area where the town was founded – a town square or a Main Street – and stay small for some time. Then when a city enters its growth phase, you typically see a large amount of new development and geographic expansion over a short time period, typically 10-20 years. As a city expands, the average age of its infrastructure decreases because the amount of new infrastructure exceeds the original infrastructure, oftentimes by a large amount. This creates an illusion of fiscal health, because in this phase, much of a community looks and feels new and requires minimal maintenance, while at the same time, the increased revenue from the new homes and businesses provides a surplus in city budgets. However, as cities continue to mature and the amount of land available for new development declines, revenues begin to plateau while maintenance costs begin to rise rapidly due to the aging infrastructure. In many cases, the costs quickly begin to outpace the revenue available to cover them, creating a resource gap. This resource gap often manifests as deferred maintenance, frequent bond elections, and tax increases to fund maintenance projects, or in some cases service area constriction, which means a city permanently removes infrastructure and services.

Crowley is nearing the end of its growth phase and is fortunate to still have an opportunity to avoid the path described above. While the majority of the city's area has been developed, mostly with single family subdivisions, there are still a few greenfield sites left for new development, and the downtown is ripe for infill and revitalization. The costs to maintain and replace infrastructure from neighborhoods built in the 1970s, 80s, and 90s are begin-

ning to come due, so it's critical for future land use, development, and infrastructure decisions to be made with this in mind. The land use fiscal analysis element of this Plan quantifies the City's resource gap and includes information to inform future development scenarios so the City can strategically manage its resource gap in the years ahead.

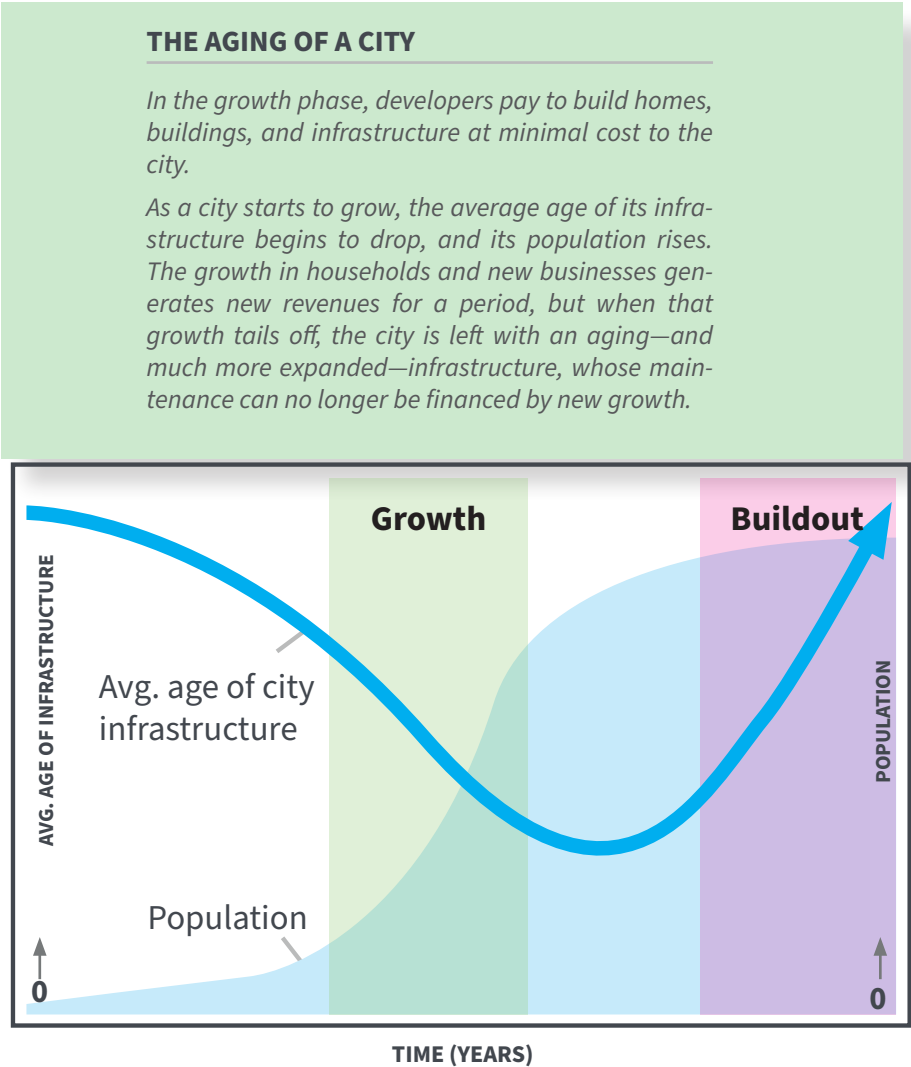


Figure 3-3-5: How a City Ages

Methodology

The land use fiscal analysis process employed as part of this planning effort focuses on the direct relationship between the development pattern on the ground, the property taxes generated, and the services paid for (or that should be paid for) by property tax. There is a strong correlation between the physical and spatial characteristics of development patterns and their fiscal value to the city. Characteristics such as building layout, block structure, street design, and architectural standards all impact property tax as well as retail sales tax revenues. They also impact the cost burden of the same properties on the city. When looking at property tax revenue generated versus costs required to serve a parcel, some development patterns operate at a net gain, while others result in a net loss. It's important to note that a city doesn't need every parcel to operate at a net gain. A city just needs enough net gainers to compensate for those that operate at a net loss. The critical takeaway is that a city can help close its funding gap through adjusting its development pattern, potentially without raising tax rates. The methodology can be summarized in the following steps:

1. Map the appraised value for all parcels in the city. This map reflects the appraised value of parcels but does not fully take into account the size of the lot or the costs to serve it.
2. Map the levy per acre for all parcels in the city. This reflects the actual ad valorem (property tax) revenue a city collects from a property. It eliminates non-revenue generating parcels and factors in exemptions, and then converts the value into a ratio of revenue per acre. This provides a metric through which to evaluate and compare the fiscal productivity on a parcel basis.
3. The first phase of cost analysis represents existing budget conditions. It matches up the generated revenue with general fund costs so that the sum zeroes out. At the city level, this is reflected in the balanced budget where revenues equal

expenses, but when you drill down to the parcel level, you can see which parcels bring in more than they cost to serve, and which ones cost more to serve than they generate in revenue. This is referred to as "Scenario A" in the following maps and charts.

4. The next step adds costs for street replacement liabilities that are anticipated in future years but currently not funded. This reflects a more accurate representation of the true costs associated with development. This is referred to as "Scenario B" in the following maps and charts.
5. The results can then be analyzed to evaluate how different land use categories, zoning districts, and geographic areas (such as downtown or neighborhoods) perform. This information was used to inform the future land use plan and implementation recommendations.

Analysis: Property Tax Revenue Per Acre vs. Appraised Value

The fiscal analysis can be broken down into three main stages: Revenue, Costs, and Return on Investment (ROI). When talking about revenue, many cities have focused on appraised or assessed values of properties, compared to the overall cost of infrastructure. It's a common pair of metrics used in the development world to discuss private sector projects with cities, which cities then use for their own analysis. While this "appraised value vs up front infrastructure cost" metric works well for analyzing how a developer's cost burdens and revenue streams relate, a city requires a different set of metrics. Development projects carry most of the cost burden on the front end as finite capital investment, mostly in the form of design and installation of infrastructure such as streets and utilities. A developer typically recoups their costs by selling lots, generating revenue on a per unit basis. In this regard it makes sense for them to look at potential revenue per lot or unit. Moreover, a developer's projected return on investment has a very strong relationship to the number of units they plan to sell. The more units they sell, the more infrastructure they'll need

to install. The return on investment analysis can look more like a multi-phase transaction. Conversely, a city's cost burden comes from the ongoing maintenance of that infrastructure in addition to the costs of whatever public services the city provides. These expenses continue in perpetuity.

A city's return on investment model needs to look more like a membership structure than a single transaction. The city's cost burden comes from an adopted standard of ongoing service rather than a sale of product. A fire station has a set cost of operation based on what services they provide and their response time standards. The cost stays the same even if they don't get a single call for service. Citizens pay for the availability of that service whenever they need it, like a membership to a gym. The same applies to police protection, street maintenance, libraries, parks, and city administration. These costs have a strong geographic weight because they mostly serve a defined area. That makes a per acre (or per square foot) metric more appropriate for analyzing costs and revenues for a city than a volume or unit-based metric.

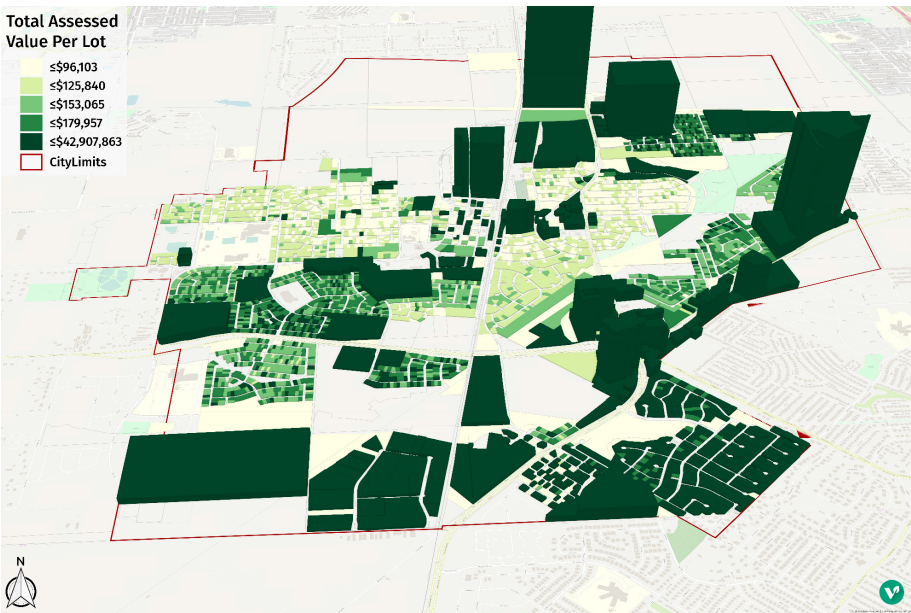
The analysis for this comprehensive plan used data from the 2018 certified tax rolls and budget.

The first two maps illustrate the enormous difference between the Appraised Value Per Lot metric and the Property Tax Revenue Per Acre metric. (Larger maps are provided on the following pages.)

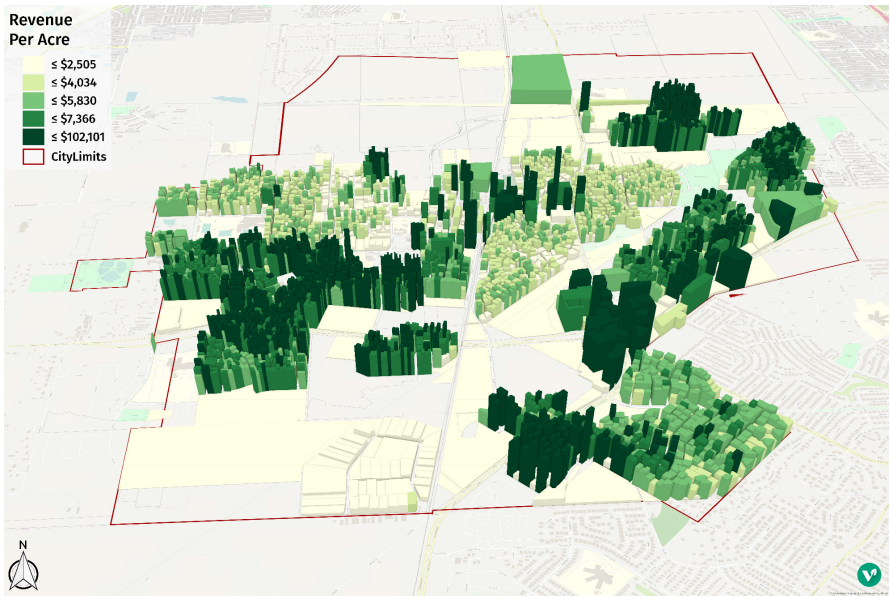
Map 1.0 illustrates the total assessed value for tax-generating properties in Crowley for 2018.

Map 1.1 illustrates the revenue per acre for the same properties in the same year.

Map 1.0



Map 1.1



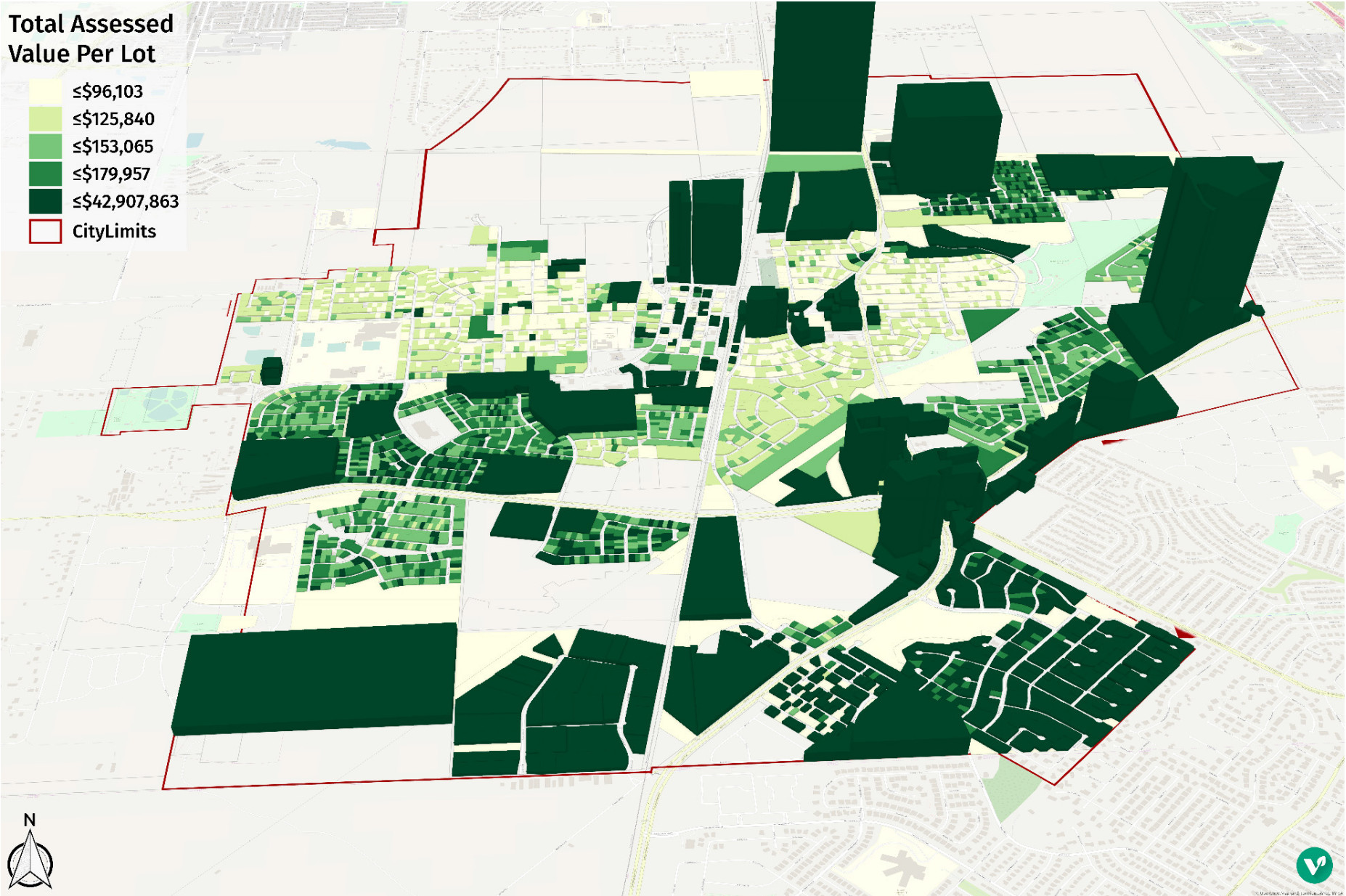


Figure 3-3-6: Map 1.0 - Total Assessed Value per Lot

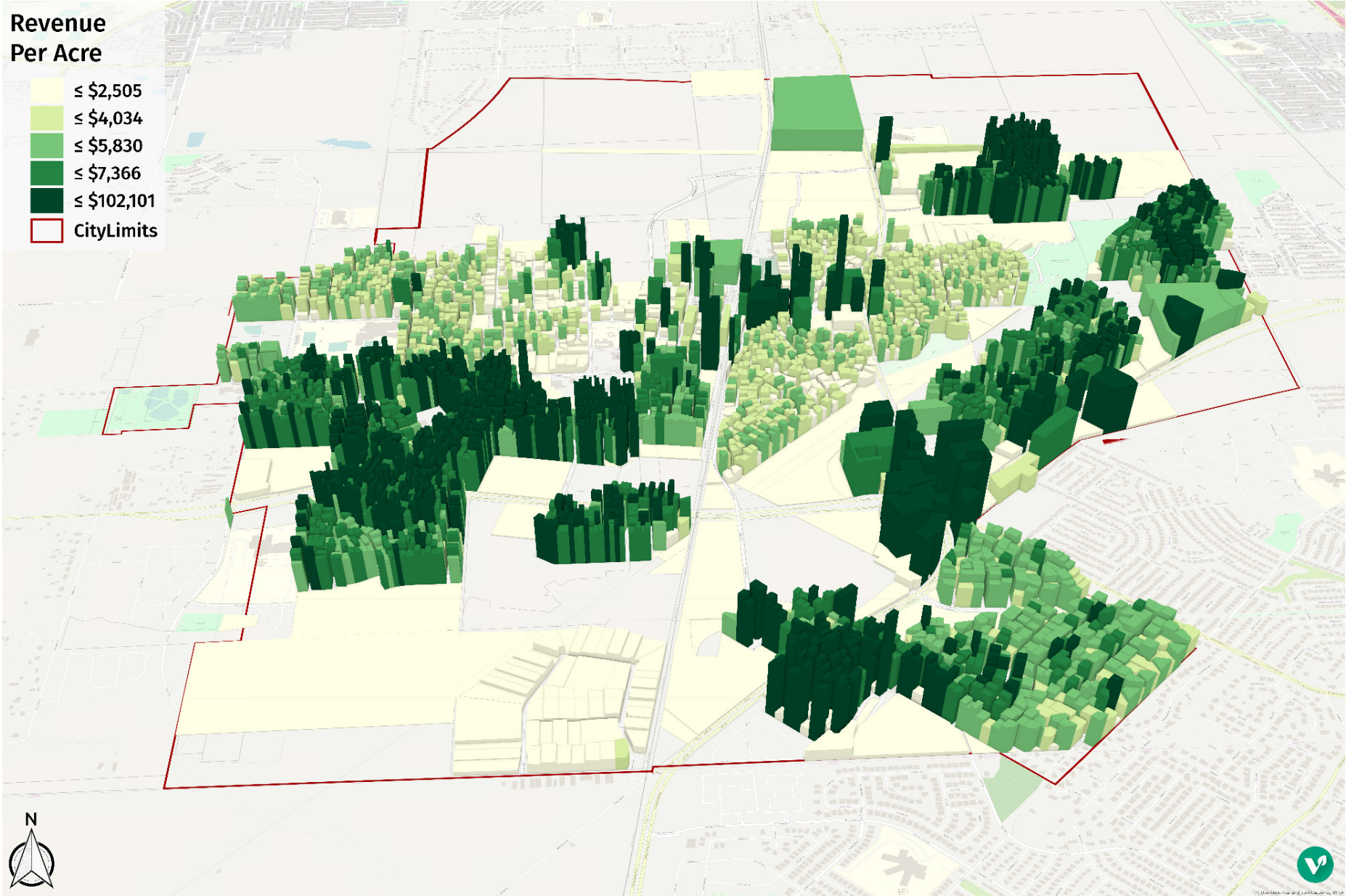


Figure 3-3-7: Map 1.1 - Revenue per Acre

Net Revenue Per Acre

This consideration of revenue and costs on a per-acre basis also provides a clearer view of the net revenue (or loss) and return on investment (ROI) for properties in the city. ROI establishes how much revenue the city received through property taxes for every dollar spent in services. Map 1.2 (Scenario A) illustrates the ROI for every parcel in Crowley in 2018 using budgeted costs. The budget is balanced at the citywide level, but as this map shows, there are certain development patterns and parcels within the city that generate surplus revenue, and others that cost more to serve than they generate in property tax. This map alone provides a great foundation for analyzing the ROI based on different development patterns across the City.

An important thing to know about a city's existing budget is that it typically does not include all the liabilities the city must find revenue to cover. Street replacement typically comprises the largest unfunded maintenance item, and that is true in Crowley as well. Streets have a shelf life and need replacement once their condition falls below a certain grade. Streets generally cost around \$1 million per 11-foot lane mile to replace. For example: one mile of a street 30 total feet in width would have a replacement cost around \$2.7 million (30 ft / 11 ft x \$1M). Even if that same street is only striped for two lanes, the amount of pavement used to construct it is what drives the cost. While a solid maintenance program can extend the life of city streets, it cannot do so forever.

To further exacerbate the problem, most cities have not dedicated nearly enough money to street maintenance to extend the life of all its streets. When the street replacement costs for existing infrastructure on a 30-year schedule are added to the calculated costs, the ROI shifts dramatically, as illustrated in Map 1.3 (Scenario B). The overall replacement cost for the entire existing street network totals to more than \$126M dollars, representing the current financial gap between the current budget and the unfunded infrastructure and service needs. Paying to close that gap over 30 years would require an allocation of \$4.2M per year. While it may be unrealistic for a city to fund that amount of money annually, it is crucial for the fiscal health of the city to understand this cost burden. These maps reveal some clues about how development patterns and regulations can impact those numbers moving forward.

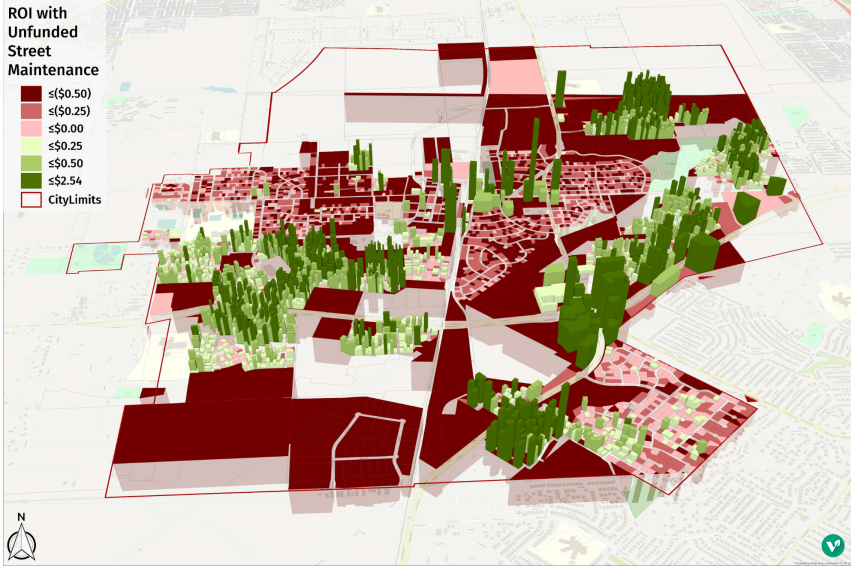
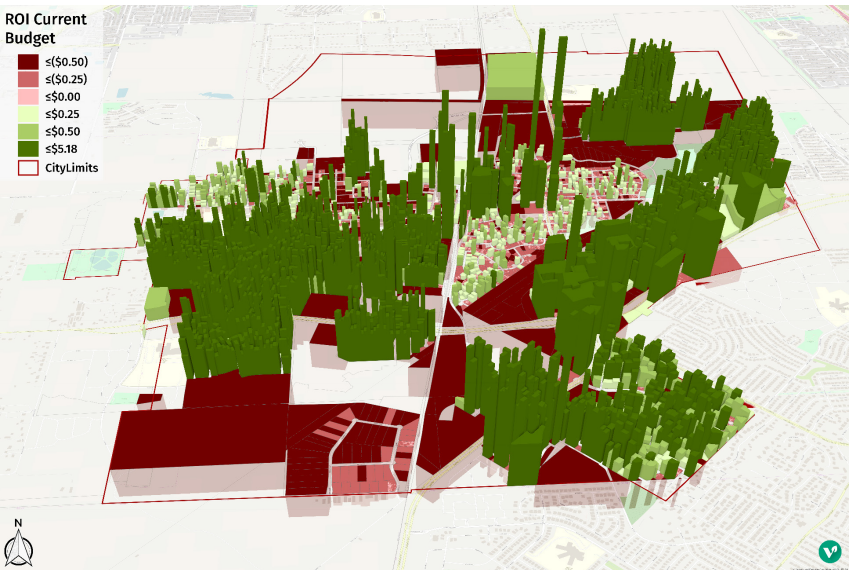


Figure 3-3-8: Map 1.2 - Scenario A

Figure 3-3-9: Map 1.3 Scenario B



Figure 3-3-8: Map 1.2 Scenario A - ROI Current Budget

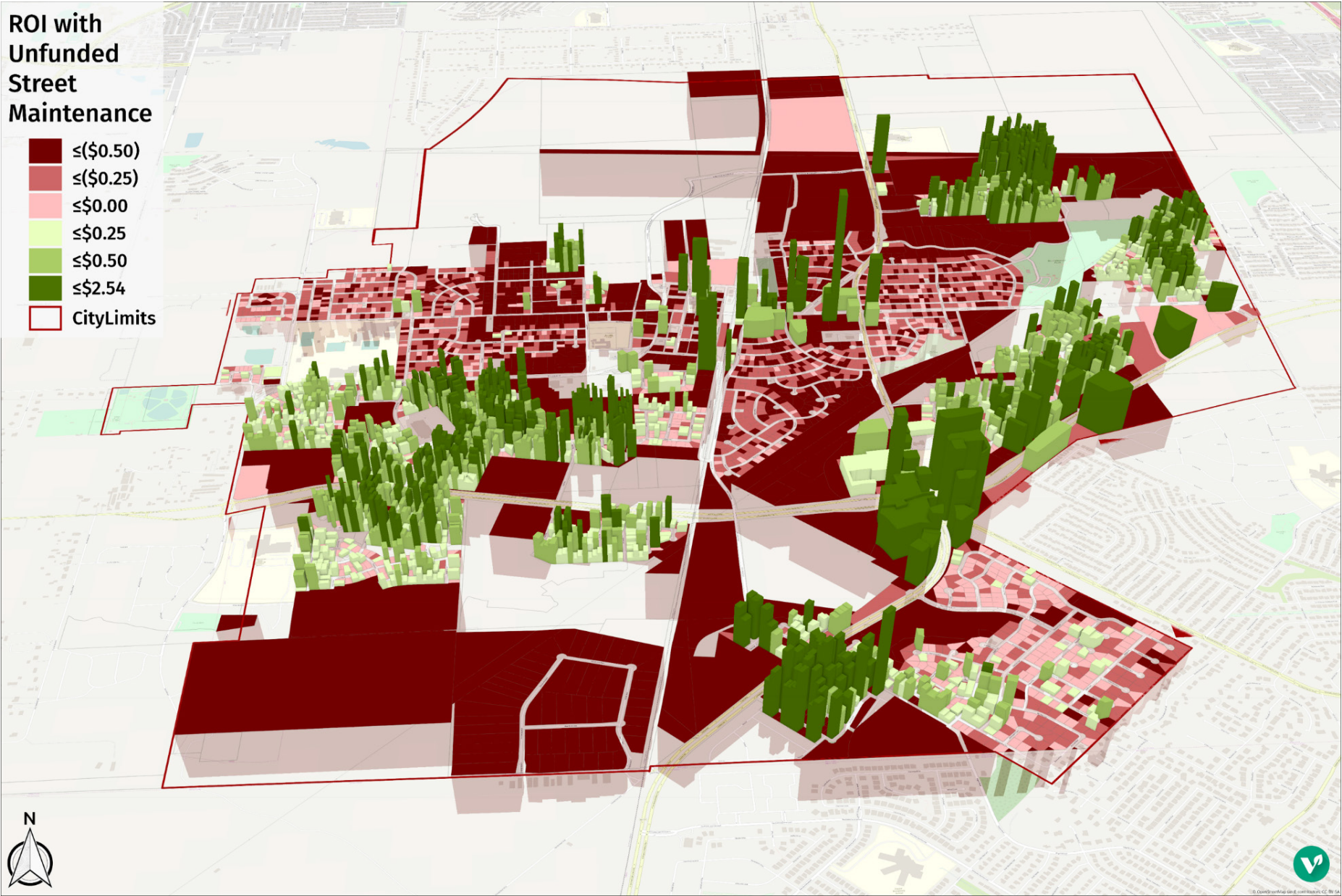


Figure 3-3-9: Map 1.3 Scenario B - ROI with Unfunded Street Maintenance
City of Crowley 2045 Comprehensive Plan

Exploring the Fiscal Performance of Land Use, Zoning, and Development Patterns

Categorically, the state land use codes¹ (used by appraisal districts around Texas) can illustrate how different development types perform. Chart 1.0 (below) illustrates how residential properties perform, based on lot size. The values on the left vertical axis and the green line illustrate the revenue per acre; the values on the right axis and the bars represent the average improvement value per parcel. This chart suggests that average improvement values generally increase with larger lot sizing. However, the revenue per acre drops dramatically as the average improvement value and lot size increases. The revenue per acre metric provides a far better metric for cities to use for analysis.

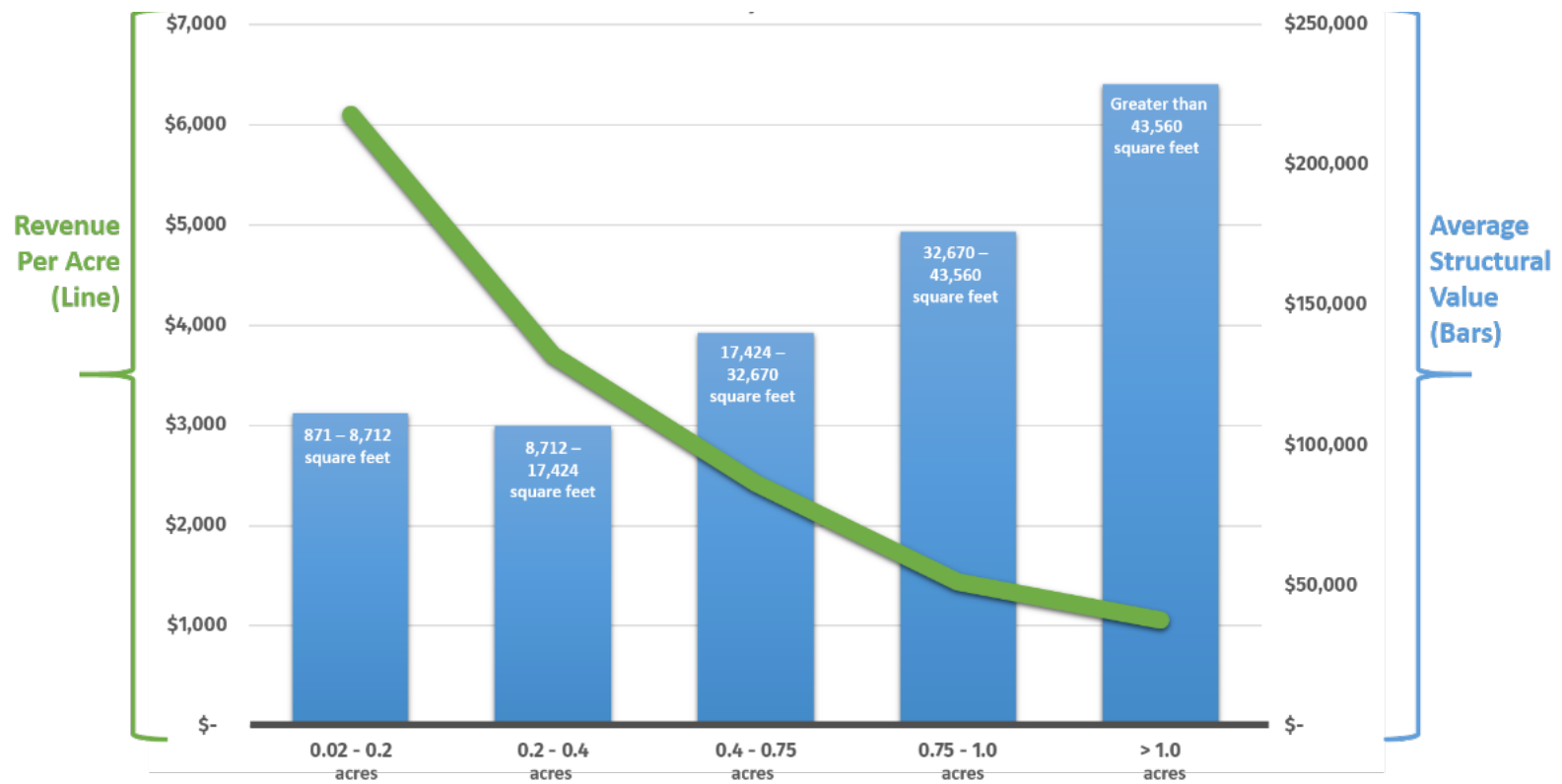


Figure 3-3-10: Chart 1.0: Average Home Price vs Revenue per Acre by Lot Size

Bottom Line: The City of Crowley looks and performs like most small suburban towns in Texas



The City of Crowley looks and performs like most small suburban towns in Texas located on the edge of a much larger city.

Table 1.0 below describes the analysis results for different land uses within the City, broken down into specific lot size segments. The land use classifications come from the state land use code used by the appraisal district for taxing purposes. There are inherent issues with this data because the data only includes what has been built and entered into the system according to the appraisal district. Typically, the appraisal district information lags behind actual development, and aggregate data is only updated annually.

Table 1.0 - ROI: State Land Use Category by Lot Size

Land Use Description	Lot Size Range	Revenue	Rev / Acre	Average Imp Value	Net/Acre (Current Budget)
Single Family <i>Acreage Sizes</i>	All	\$ 4,502,052	\$ 4,224	\$ 113,122	\$ 914.90
	0.02 - 0.2	\$ 2,645,976	\$ 6,104	\$ 111,572	\$ 2,795.48
	0.2 - 0.4	\$ 1,508,419	\$ 3,702	\$ 107,033	\$ 392.70
	0.4 - 0.75	\$ 178,419	\$ 2,428	\$ 140,260	\$ (880.57)
	0.75 - 1.0	\$ 32,129	\$ 1,437	\$ 176,415	\$ (1,872.35)
	> 1.0	\$ 137,109	\$ 1,062	\$ 228,716	\$ (2,246.77)
Multifamily <i>Acreage Sizes</i>	All	\$ 290,590	\$ 5,882	\$ 175,349	\$ 2,572.90
	<= 1.0	\$ 221,048	\$ 6,842	\$ 137,812	\$ 3,532.55
	> 1.0	\$ 69,542	\$ 4,068	\$ 1,204,958	\$ 759.08
Commercial <i>Acreage Sizes</i>	All	\$ 911,966	\$ 5,201	\$ 604,882	\$ 1,892.22
	<= 1.0	\$ 100,716	\$ 7,436	\$ 180,613	\$ 4,127.28
	> 1.0	\$ 811,250	\$ 5,014	\$ 896,171	\$ 1,705.12
Industrial		\$ 324,038	\$ 4,799	\$ 2,296,256	\$ 1,490.23
Undeveloped		\$ 156,770	\$ 203	\$ 324	\$ (1,084.24)

Table 1.1, on the next page, depicts analysis of how each of the city's current zoning districts perform when developed. Descriptions of the column headings in the tables are provided here which demonstrate the following metrics for each land use code and lot size combination:

- Land Use Description - Aggregated categories from state land use code
- Lot Size Range – The area of the lot in acres
- Revenue – Total property tax revenue for this land use/lot size combination
- Rev / Acre – Average property tax revenue per acre
- Average Imp Value – Average structural improvement value
- Net/Acre (Current Budget) – Net revenue per acre for current budget conditions
- ROI (Current Budget) – Return on Investment for current budget conditions (Map 1.2)
- Net/Acre (Budget + Unfunded Streets) – Net revenue per acre for current budget + unfunded street costs
- ROI (Budget + Unfunded Streets) – Return on Investment for current budget + unfunded street costs (Map 1.3)

Table 1.1 - ROI: Zoning District Category by Lot Size

ZONING District	Acreage	Undeveloped Acreage	Net/Acre (Current Budget)	ROI (Current Budget)	Net/Acre (Budget + Unfunded Streets)	ROI (Budget + Unfunded Streets)
Single Family 6.0	290.27	11.64	\$ 977	\$ 0.30	\$ (1,000)	\$ (0.19)
Single Family 7.2	214.30	129.90	\$ (25)	\$ (0.01)	\$ (2,132)	\$ (0.39)
Single Family 8.4	217.45	22.29	\$ 1,104	\$ 0.33	\$ (1,496)	\$ (0.25)
Single Family 9.6	25.51	0.33	\$ (1,527)	\$ (0.46)	\$ (3,660)	\$ (0.67)
Single Family 20	136.30	37.79	\$ (2,092)	\$ (0.63)	\$ (4,327)	\$ (0.78)
Two Family	18.41	27.61	\$ 385	\$ 0.12	\$ (2,009)	\$ (0.35)
Multi Family	44.03	40.22	\$ 2,297	\$ 0.69	\$ (73)	\$ (0.01)
Mobile Homes	40.33	-	\$ (1,881)	\$ (0.57)	\$ (3,834)	\$ (0.73)
Restricted Commercial	4.48	10.77	\$ 4,558	\$ 1.38	\$ 2,044	\$ 0.35
General Commercial	119.65	123.86	\$ 3,220	\$ 0.97	\$ 1,184	\$ 0.22
Planned Development	155.79	260.92	\$ 3,915	\$ 1.18	\$ 1,614	\$ 0.29
Industrial	68.40	100.55	\$ 1,463	\$ 0.44	\$ (688)	\$ (0.13)

Recall from discussion on previous pages that Scenario A represents analysis of revenue per acre based solely on the appraised value of property. Scenario B includes the cost to maintain all city streets, which is currently not included in the annual budget. Then consider Table 1.1 on the previous page, as it shows the revenue generated for different types of residential development by general lot sizes. The residential types are provided in accordance to the current zoning district categories in the Crowley

MULTIFAMILY (MF) Residential: (Also depicted with orange color on Future Land Use Plan and tables within this section of Chapter 3.)

Multifamily properties had the best overall performance, but lot size seems to heavily influence the fiscal productivity.

- Overall, multifamily properties generated approximately \$5,800 dollars per acre in revenue and produced a positive ROI for both scenarios A & B, \$0.78 and \$0.04 respectively.
- < 1 acre (Row 1): Multi-family lots smaller than one acre generated approximately \$6,800 dollars per acre with ROIs for Scenarios A and B at \$1.07 and \$0.21 respectively.
- > 1 acre (Row 3): On lots larger than one-acre, multi-family properties generated approximately \$4,000 dollars per acre in revenue, with ROIs for Scenarios A and B registering at \$0.23 and (\$0.27) respectively.

COMMERCIAL: (Also depicted with red color on Future Land Use Plan and tables within this section of Chapter 3.)

Commercial properties in Crowley exhibit a fiscal pattern similar to the single-family homes. Overall, commercial properties generate an average revenue per acre of approximately \$5,200, and a Scenario A ROI of \$0.57 and Scenario B of (\$0.03). However, the commercial lots smaller than one acre (43,560 sq/ft) generate an average of approximately \$7,400 per acre. That creates a Scenario A ROI of \$1.25 and Scenario B ROI of \$0.35. The average revenue per acre for lots larger than one acre drops to \$5,000 per acre and creates Scenario A and B ROI's of \$0.52 and (\$0.06) respectively.

SINGLE FAMILY (SF) RESIDENTIAL: (Also depicted with yellow color on Future Land Use Plan and tables within this section of Chapter 3.)

The residential inventory in Crowley is predominantly detached single-family homes on medium sized lots. Half of the single family neighborhoods perform poorly from a purely financial perspective. These neighborhoods tend to have long curvilinear streets with few intersections, a higher number of cul-de-sacs, larger lots, and older housing stock. The other half of the neighborhoods perform decently from a financial perspective. These neighborhoods typically have a more traditional street pattern with fewer cul-de-sacs, smaller average lots sizes, and newer construction.

- \$6,000 per acre represents a general break-even line for most cities in Texas. Crowley appears to fit that trend. The average of all SF categories is approximately \$4,200 of revenue per acre with a positive Scenario A ROI at \$0.28, but a negative Scenario B ROI of (\$0.07).
- 0.02 to 0.2 acre lots (Row 2) The only SF category where revenue per acre value that generated a positive ROI in *both* scenarios - \$6,104 dollars in revenue per acre.
- On average, Crowley's smaller single-family lots under 8,500 sq/ft generate approximately \$6,100 per acre with Scenario A's ROI at \$0.84 and a Scenario B ROI of \$0.12. The revenue per acre quickly drops below that threshold as the lot sizes increase, with none of the other lot size categories generating a positive Scenario B ROI.

Consider Table 1.2 below, as it shows the revenue generated for different types of residential development by general lot sizes. The residential types are provided in accordance to the state land use code and sorted from highest ROI to lowest ROI. The outcomes of the residential analysis are sorted from highest ROI (Row 1) to lowest (Row 7).

Table 1.2: ROI for Different Types of Residential Land Use

Land Use	Lot Size Range	Rev / Acre	Average Imp Value	Scenario A: Net / Acre	Scenario A: ROI	Scenario B: Net / Acre	Scenario B: ROI	Count	Acreage
Multi Family	<= 1.0	\$ 6,842	\$ 137,812	\$ 3,533	\$ 1.07	\$ 1,178	\$ 0.21	192	32.31
Single Family	0.02 - 0.2	\$ 6,104	\$ 111,572	\$ 759	\$ 0.84	\$ 632	\$ 0.12	2,651	433.45
Multi Family	> 1.0	\$ 4,068	\$ 1,204,958	\$ 1,892	\$ 0.23	\$ (1,531)	\$ (0.27)	7	17.09
Single Family	0.2 - 0.4	\$ 3,702	\$ 107,033	\$ 4,127	\$ 0.12	\$ (1,885)	\$ (0.34)	1,629	407.49
Single Family	0.4 - 0.75	\$ 2,428	\$ 140,260	\$ 1,705	\$ (0.27)	\$ (3,262)	\$ (0.57)	150	73.47
Single Family	0.75 - 1.0	\$ 1,437	\$ 176,415	\$ 1,490	\$ (0.57)	\$ (4,141)	\$ (0.74)	24	22.36
Single Family	> 1.0	\$ 1,062	\$ 228,716	\$ (1,084)	\$ (0.68)	\$ (4,480)	\$ (0.81)	73	129.07



KEY takeaway:

There is a significant correlation between lot size and return on investment.

Larger single family residential lots cost the city more in terms of fiscal performance. Larger lots mean longer lengths of public infrastructure, such as road, water and sewer, serve fewer residences. Smaller lots or narrow lots are a more efficient use of public infrastructure.

Crowley's poorest fiscal performer, in terms of return on investment (ROI), is from the vacant and undeveloped properties. Even with a proportionally much smaller cost burden allocation, vacant and undeveloped properties present fiscal problems for cities. Such properties create large burdens when they reside adjacent to or are surrounded by developed properties. In that scenario the city effectively provides its full suite of public services to a property that's not generating much revenue, if any at all. In Crowley, undeveloped properties generated approximately \$200 in revenue per acre. That produces an ROI for scenarios A and B of (\$0.84) and (\$0.91) respectively. That's a significant negative ROI with the largest possible negative ROI at (\$1.00), representing a total loss of the dollar spent by the city serving the property.

Potential Revenue of Undeveloped Land		
Net Annual Revenue		
	Acres	Revenue
Gain	411.79	\$ 558,638
Loss	354.93	\$ (567,781)

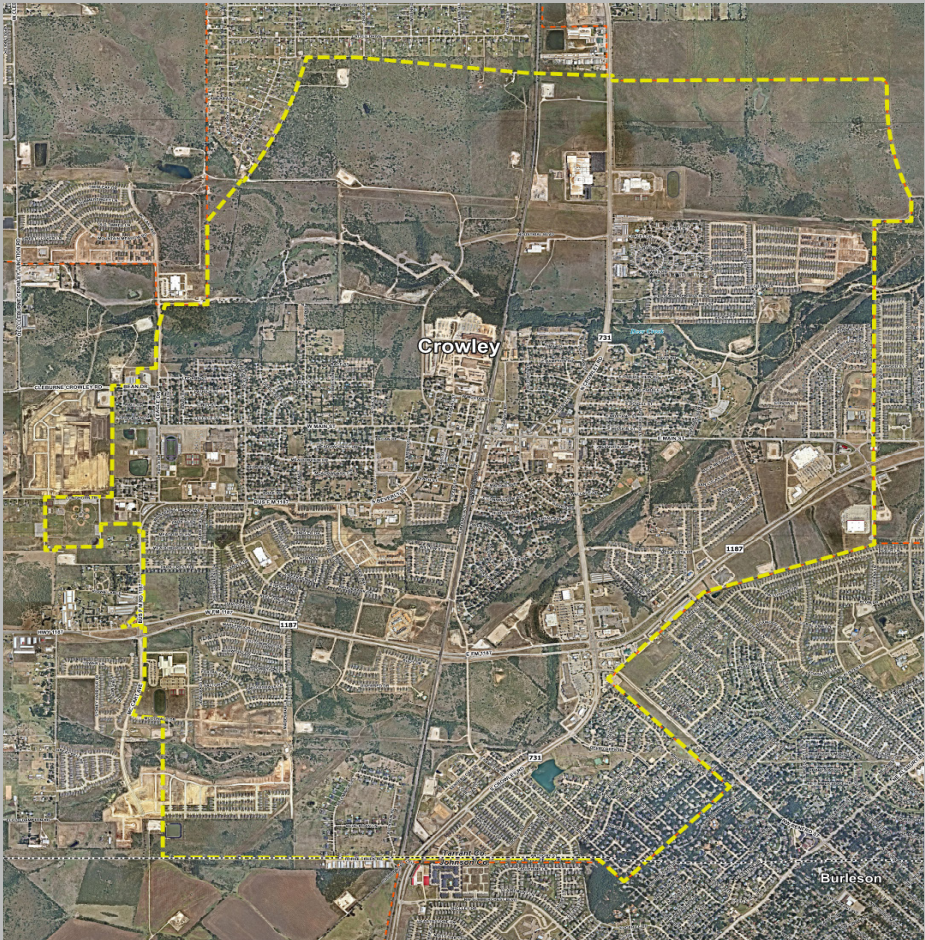


Figure 3-3-11: Chart, Map 1.3 - Scenario B and Aerial Map of Crowley

Common Characteristics of High Performing Development Patterns

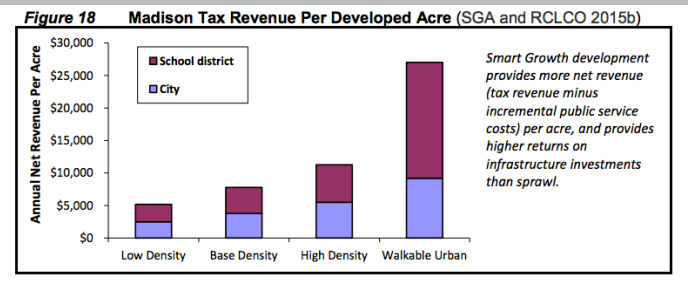
The analysis of Crowley and other communities across Texas has shown that high ROI parcels and development tend to have the following characteristics:

- High ratio of building footprint to lot size
- Multi-story structures
- Narrow lot frontage
- Smaller lots (higher density)

These characteristics are commonly found in the historic downtown areas and older neighborhoods in cities. If a city wants to improve fiscal productivity of development and maximize return on taxpayer’s dollars, focusing on enhancing these areas and building more like them should be a priority.

WALKABILITY PAYS

Communities across the country find that dense, walkable development provides more net revenue (tax minus incremental public service costs) per acre, and provides higher returns on infrastructure investments than does low-density sprawl. The image above comes from a case study of neighborhoods with differing densities in Madison, WI. (Image: Smart Growth America)



Madison (WI) Tax Revenue Per Developed Acre, 2015

Outcome of Fiscal Analysis of Crowley Development Patterns:

The land use fiscal analysis shows that Crowley has a resource gap when future infrastructure and service costs are considered. Additionally, many parcels in the city are not generating enough property tax revenue to cover future costs for basic services and street replacement under current conditions. The information in this report can be used to help city leaders frame discussions and inform decisions on fiscal policy, land use and zoning, infrastructure, and economic development around the shared goal of fiscal transparency and resilience. It is common to have a portion of residents who oppose ideas like increased density, less parking, and/or narrower streets. However, when the conversation is centered around the ability to provide services in the future at a realistic cost, and how development patterns directly contribute to city finances and tax rates, a good portion of residents will reconsider their position. Additionally, when a city has a more productive development pattern in terms of property tax revenue per acre, it frees up sales tax revenue to be used to preserve and enhance quality of life and economic growth.

Potential Remedies:

In looking at ways to close the city's resource gap, there are three main options to consider:

1. Higher Taxes
2. Cut City Services
3. Different Land Use Pattern

Option 1: Higher Taxes

Keep development patterns and service levels where they are but charge more (via higher taxes and fees) to cover future costs.

This is not ideal or typical in young communities, but when you look at older communities, you'll find a combination of both higher tax rates and additional fees that have been put in place. For some

Figure 3-3-12: Walkability Pays prepared by Verdunity



communities or neighborhoods within a city, there are citizens who are willing and able to pay more to preserve the neighborhood and lifestyle they currently have, but for many others, this is not an option.

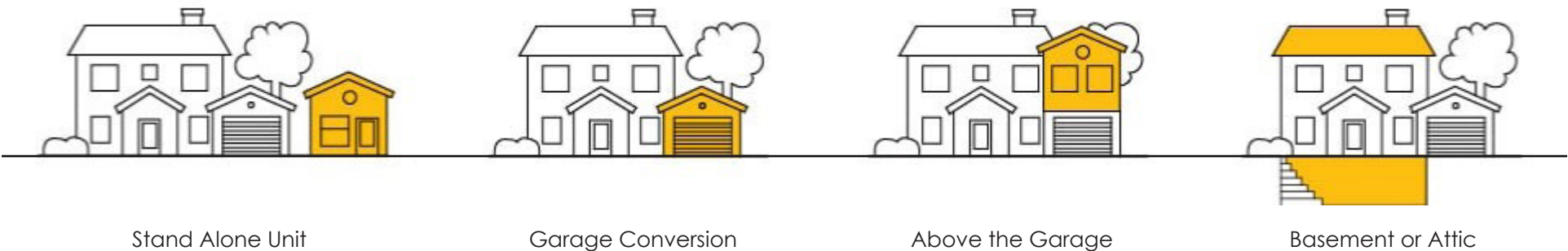
Option 2: Cut City Services

Keep the tax rate where it is but cut services to align with revenues. Most residents don't like this option either. However, this is essentially what most cities are doing today when they defer maintenance and only fund a portion of service and infrastructure needs due to revenue constraints. In extreme examples such as Memphis, TN, city leaders eventually adopted policies to shrink the size of their city to align with what they had the capacity to serve effectively. Memphis's new comprehensive plan, Memphis 3.0, is an excellent reference point for the types of policy decisions cities could be

If Crowley wants to close its fiscal gap, it makes sense to steer development toward the types with a higher ROI to offset types which operate at a loss.

Specific recommendations that were used to guide the development of the Future Land Use Plan and implementation priorities include:

- 1. Encourage infill and additional density along Main Street and the adjacent neighborhoods (i.e., Crowley's Downtown District). Additional modeling was done to evaluate the fiscal impact of different development scenarios in the Downtown. This modeling is outlined further in the next section.
- 2. Increase property values and revenue per acre, and increase return on infrastructure investment in select existing neighborhoods through the addition of Accessory



faced with if they wait too long to address their resource gaps.

Option 3: Different Land Use Pattern

Adjust the approach to development and infrastructure design to enable an affordable balance of services and taxes.

Most people won't or can't pay more in taxes, and few people want to accept a reduction in services and amenities, so Option 3 is where Crowley can and should focus. The ultimate goal is to align the city's development and fiscal approach with what residents are willing and able to pay for now and in the future.

Dwelling Units (ADUs) and modified street design standards to reduce pavement width and increase pedestrian safety and walkability within the neighborhoods. These recommendations are reflected in the Future Land Use Plan and other recommendations in the Plan.

- 3. Encourage remaining greenfield development to be done in a form that is fiscally productive and generates at least enough tax revenue to cover future service and maintenance costs. This is also reflected in the Future Land Use Plan and implementation recommendations.

Figure 3-3-13: Types of Accessory Dwelling Units



Future Development Considerations

Focus on Policy:

Policy statements and documents, such as this plan, are the primary tool for guiding growth and development. Specifically, the tax strategies and development policies largely determine the ability of how a city can adjust its fiscal health in response to national trends or crises. Crowley's comprehensive plan, zoning ordinance, and subdivision ordinance all need to work together to encourage more fiscally productive and sustainable development.

Focus on the Built Form: Some of the policies which affect the built form and which may need to be evaluated might include:

- Structural footprint: Many cities require a maximum structural footprint, but Crowley should also consider a minimum structural footprint.
- Parking: Consider an approach to parking that focuses on a maximum footprint rather than a minimum number of spaces.
- Structural Height: While most cities regulate a maximum height, they do not consider the benefits of a minimum height. Requiring a multi-story structure (even for only a percentage of the structure) requires a denser development pattern. The additional space could consist of more commercial, office, or even residential space. Such a scenario would also dramatically increase the concentration of the property by either providing the same value on a smaller footprint or doubling the value on the same footprint.
- Lot shape and Size: Lot shape and size have a big impact on cost footprint. A five thousand square foot (5,000 sq ft) lot will have a larger and larger cost burden the wider it gets simply due to the increased amount of pavement dedicated to serving a single lot. Wider lots also spread development out further along the road network, which increases a service vehicle (solid waste, police, fire, EMS) response time, increasing the need for more service facilities and operators.

Keep in mind that the traits found in development patterns that reflect the best fiscal performance also have a strong correlation with design characteristics that contribute to a higher quality of life such as:

- Walkability
- The ability to age in place
- Freedom for children to roam
- Less time stuck in vehicular traffic
- Housing options for different stages of life
- Local economic opportunity.

People are willing to pay more for high quality of life. It's the driving factor for most housing decisions. We want to live where we get the most bang for our buck. Most of our greatest cities share the ability to attract people to live there first and then find a job to support them staying there second. These places also attract commercial and industrial development without any economic incentives at all. Employers and business owners want to locate there to provide a better living environment for their employees and customers. These places have greater financial resiliency due to local citizens' desire to stay there and their willingness to pay more to maintain it.

Projecting Downtown Development

Creating a larger downtown district in central Crowley along Main Street represents a significant component of the comprehensive plan update. This portion of the study illustrates the potential fiscal impact a downtown district could have on the city by modeling a variety of development patterns across the proposed downtown district.

The model considers four different land use designations (examples are provided on the next page):

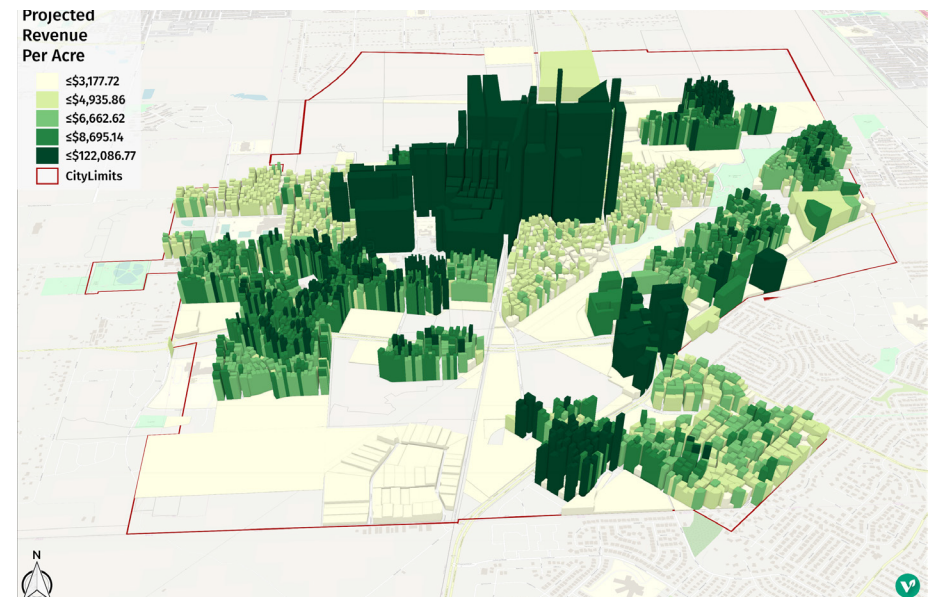
1. East Main Street: (Higher density, "vertical" mixed use with emphasis on mid to large-scale office, commercial, and civic anchor tenants and townhome style residential (example: Village in Colleyville)
2. West Main Street: Lower density, "horizontal" mixed use focused on local/small businesses and live/work buildings that provide a transition from surrounding residential to the more intense East Main Street area (example: Magnolia Avenue in Fort Worth)
3. High Density Single Family: Residential lots with accessory dwelling units and some duplex/fourplex buildings integrated with existing single-family homes (example: Highland Park South in Pflugerville, Texas)
4. Multi-Family: Urban living units designed to serve seniors, young professionals, and other segments of Crowley's demographics seeking affordable housing options in a walkable, mixed use environment (example: Century Stone Hill apartments in Pflugerville, Texas)

The two maps to the right illustrate the revenue per acre and return on investment (ROI) impact of a fully redeveloped downtown district as described in the plan. (Further discussion and larger maps are provided on the following pages.)

Maps 1.5 - Downtown District: Projected Revenue per Acre

Maps 1.6 - Downtown District: ROI with Unfunded Street Maintenance

Maps 1.5 - Projected Revenue per Acre



Maps 1.6 - ROI with Unfunded Street Maintenance and Downtown Development

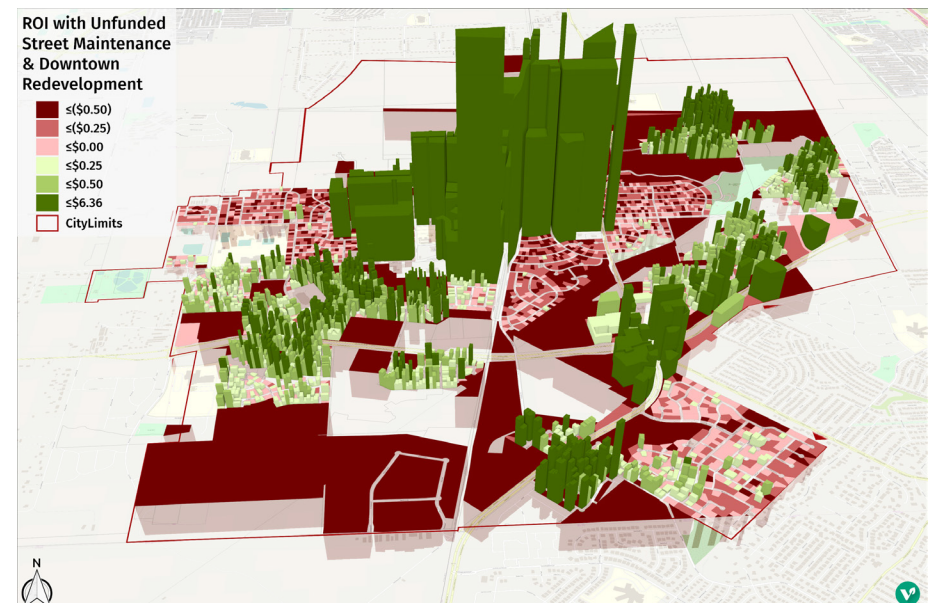
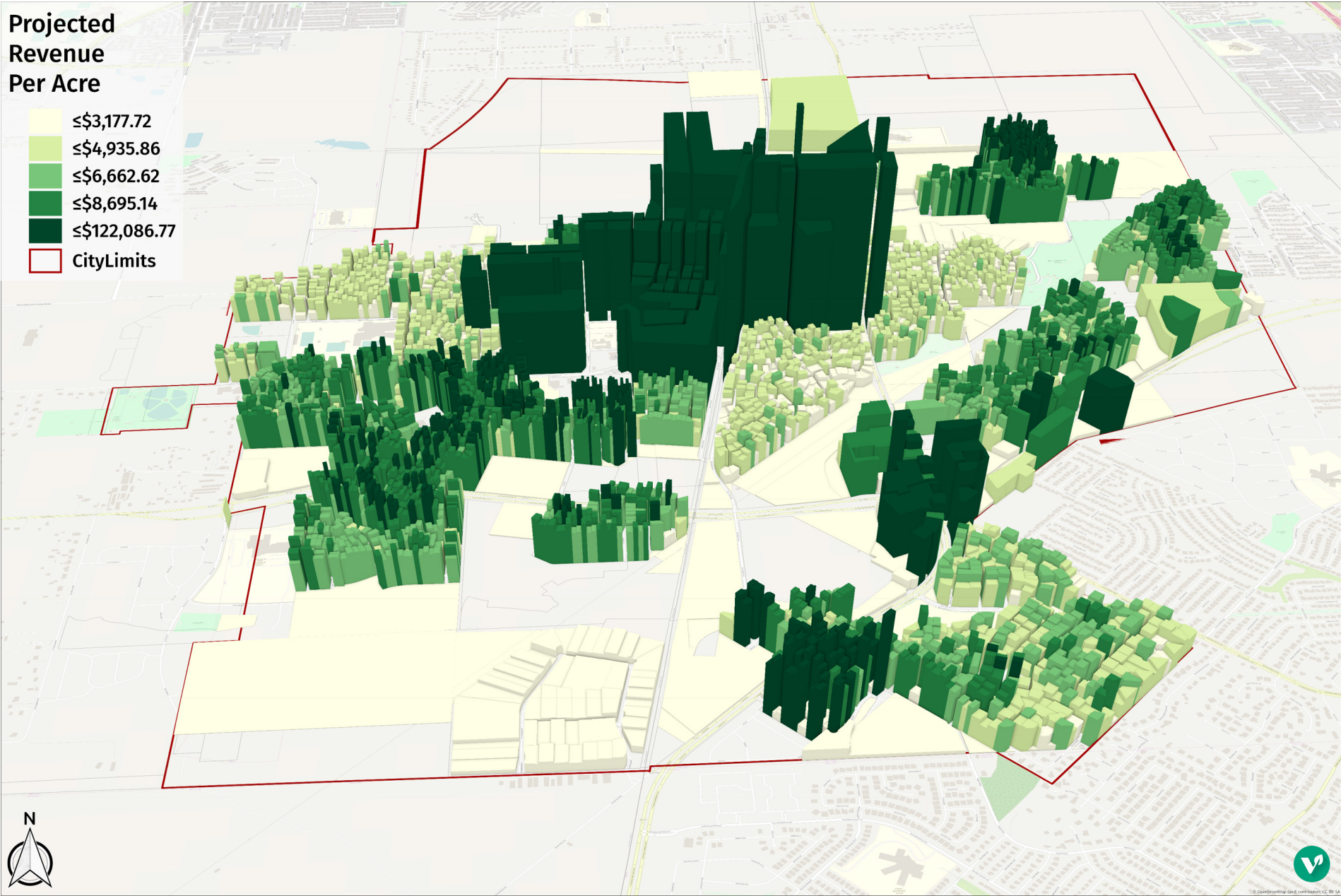
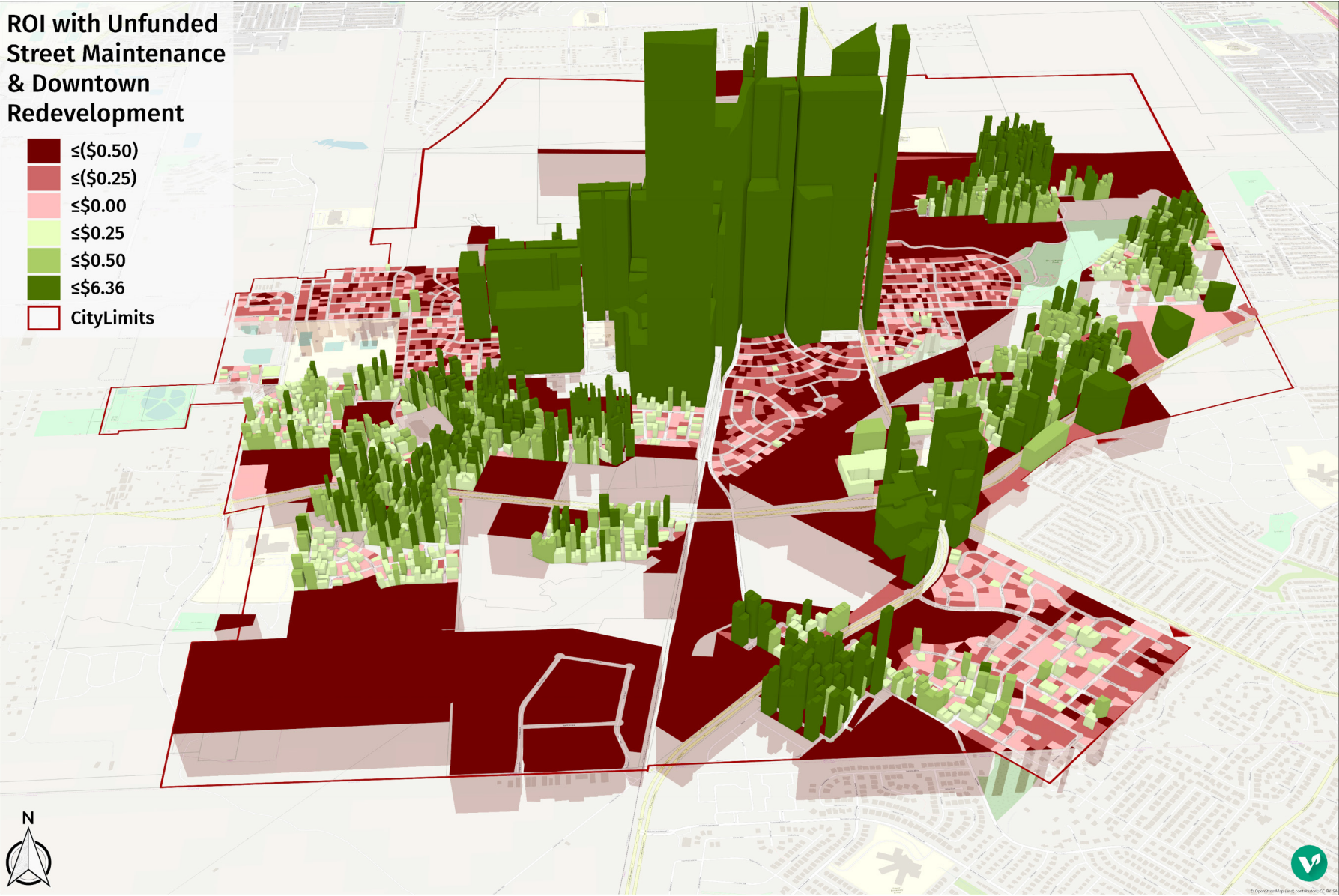


Figure 3-3-14: Map 1.5 and Figure 3-3-15: Map 1.6



ROI with Unfunded
Street Maintenance
& Downtown
Redevelopment

- ≤(\$0.50)
- ≤(\$0.25)
- ≤\$0.00
- ≤\$0.25
- ≤\$0.50
- ≤\$6.36
- CityLimits



Many people will recognize the impact of sense of place from experiences in all kinds of locations from Main Street Fredericksburg to Sundance Square in Downtown Fort Worth. It's what makes kids who grow up in a place want to return to that place when they're older. If you can name a location where people move to first because they want to live there, then find a job and a home once they get there, you've identified a location with a strong sense of place. A strong sense of place can keep housing units occupied and establish a steady demand for commercial services, both strong advantages for any city.

(Map of future land uses in the Downtown District and expanded district boundary provided on next page.)

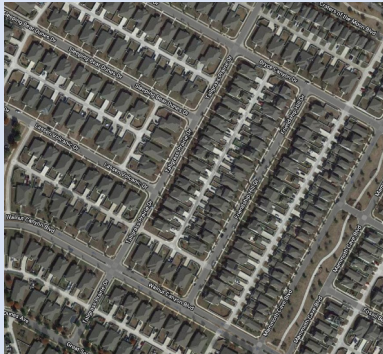
East Main Mixed Use



West Main Mixed Use



High Density SF



Multifamily



Figure 3-3-16: Photos to show Type and Density of Proposed Development

Imagine a Vibrant Downtown District

The potential of Downtown Crowley is shown through:

- Map 1.6 on the previous page, which shows the ROI of a fully developed downtown, developed as per
- The future land uses, shown on the plan on the following page.

To model each land use shown on the plan, this study identified existing locations in Texas with similar development patterns that matched the land use category descriptions on the Downtown District Future Land Use Plan. Then, the revenue performance was calibrated to reflect conditions in Crowley.

These patterns reflect an urban development pattern appropriate in scale for the size and character of Crowley. The two Main Street subdistricts would likely have maximum height limits of:

- West Main: 1-3 stories ,and
- East Main: 4-5 stories.

The surrounding residential areas (shown as Central Crowley Residential on the Downtown Figure Ground map on a following page) are proposed to remain as 1- or 2-story single family houses. However, the Figure Ground map (current development on the proposed expanded district boundary) shows that there is land and space available for new and infill development. It is estimated that approximately 1/3 of the single family lots could accommodate an accessory dwelling unit. In addition, new residential development within the district is focused on providing different housing options to provide more variety. Townhomes and urban apartments are considered appropriate because their location increases the walkability of downtown. It is not hard to imagine how the increased density and, therefore, the increased rooftops will support Main Street businesses and the future commuter rail station.

The potential fiscal impact is significant. The designated Downtown District currently generates close to \$1.2 million in annual property tax revenue. With total redevelopment that revenue

could potentially increase to as much as \$9 million annually. Crowley's maintenance and operations costs for the area should not increase much because the area is served by existing public infrastructure. That amount of revenue could likely cover the costs of any needed public investments to facilitate the development, any increase in service costs if they occur, and still have enough remaining to cover a portion or all of the remaining annual deficit revealed in the Scenario B analysis. The Downtown District also offers a host of other advantages inherent with a denser urban form.

- Redeveloping an existing area with a denser development pattern will increase demand for commercial services in the immediate vicinity.
- Businesses need people to support their services. If this district can successfully redevelop with a higher residential density along with an appropriate amount of small-scale commercial spaces, then Crowley will benefit from a significant economic impact.

The residential component is key to cultivating a vibrant downtown and resilient local economy. The rooftops not only provide the customers, but also local employees and residents who care about the upkeep and safety of the area. Without the residential density these types of areas sometimes end up operating more like a traditional central business district which typically are occupied during business hours but are vacant after hours. A traditional central business district typically does provide some economic boost to city revenues, but without nearly as much stability. Local businesses depend on lunch crowds and services people need on their way to work or back home. The type of setting limits variety of viable business types and also lacks the care that local residents provide. The contrast between downtown Fort Worth and the Magnolia Street area just south of downtown provides a great example of the differences.

The Crowley Downtown District can also create a strong sense of place. Sense of place creates the attraction local residents, businesses, and visitors often feel for a particular area.

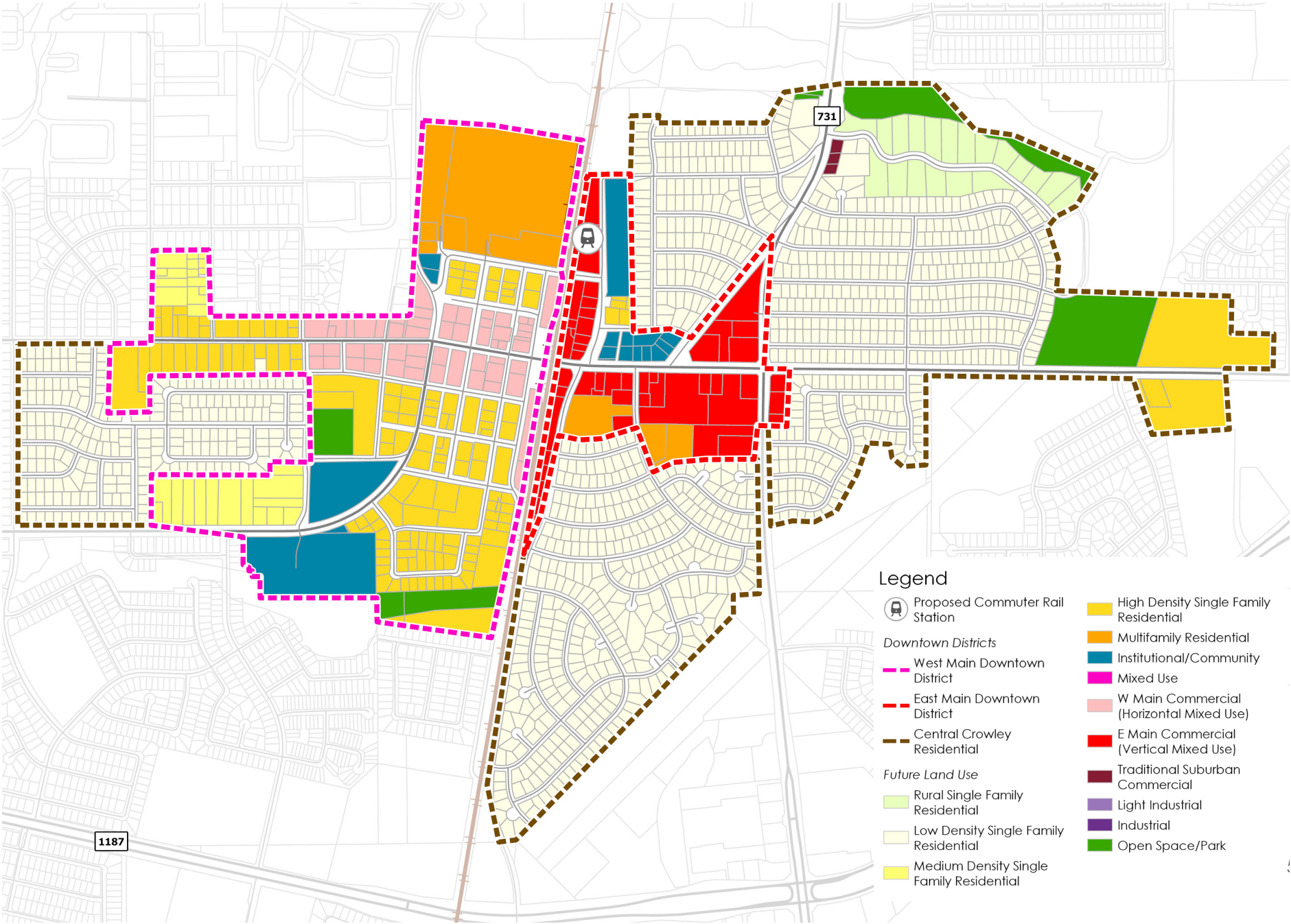
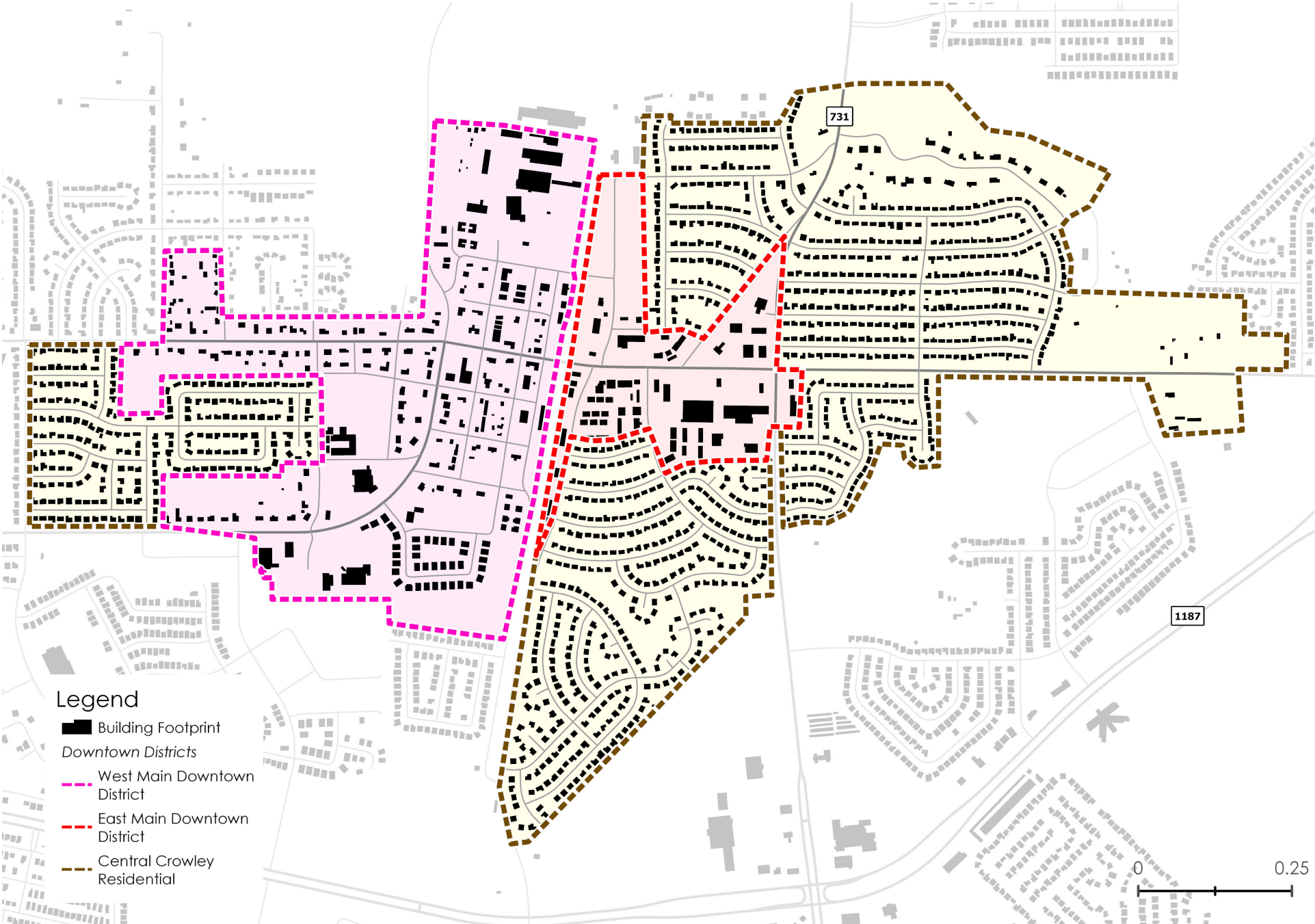
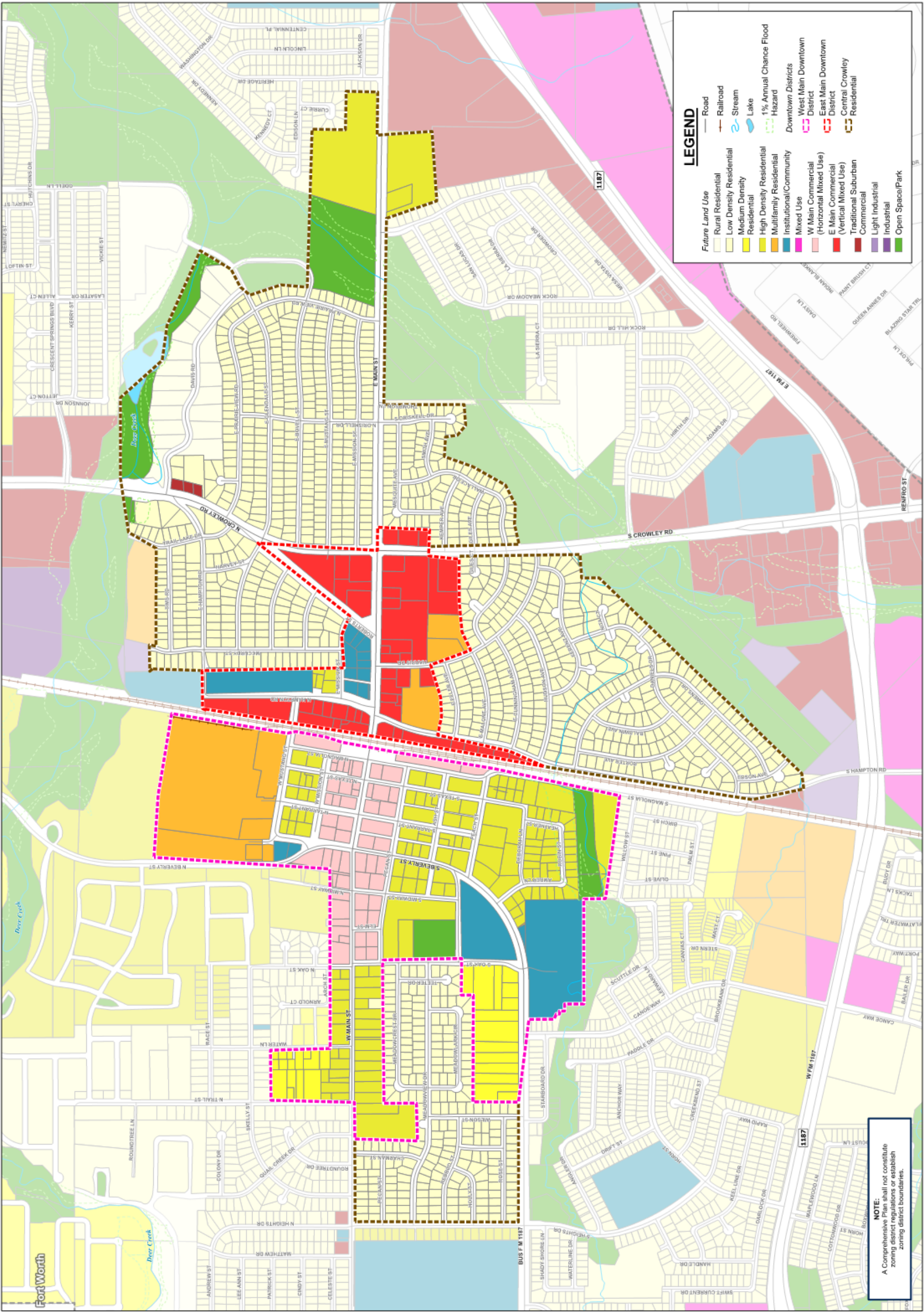


Figure 3-3-17: Downtown District Future Land Use Plan



- Legend
- Building Footprint
 - Downtown Districts*
 - West Main Downtown District
 - East Main Downtown District
 - Central Crowley Residential

Figure 3-3-18: Downtown District Figure-Ground Map
City of Crowley 2045 Comprehensive Plan



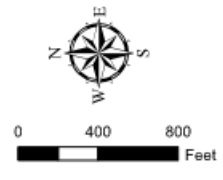
LEGEND

- Future Land Use
 - Rural Residential
 - Low Density Residential
 - Medium Density Residential
 - High Density Residential
 - Multifamily Residential
 - Institutional/Community Mixed Use
 - W Main Commercial (Horizontal Mixed Use)
 - E Main Commercial (Vertical Mixed Use)
 - Traditional Suburban Commercial
 - Light Industrial
 - Industrial
 - Open Space/Park
- 1% Annual Chance Flood Hazard
- Downtown Districts
 - West Main Downtown District
 - East Main Downtown District
 - Central Crowley Residential
- Road
- Railroad
- Stream
- Lake

NOTE:
A Comprehensive Plan shall not constitute zoning district regulations or establish zoning district boundaries.

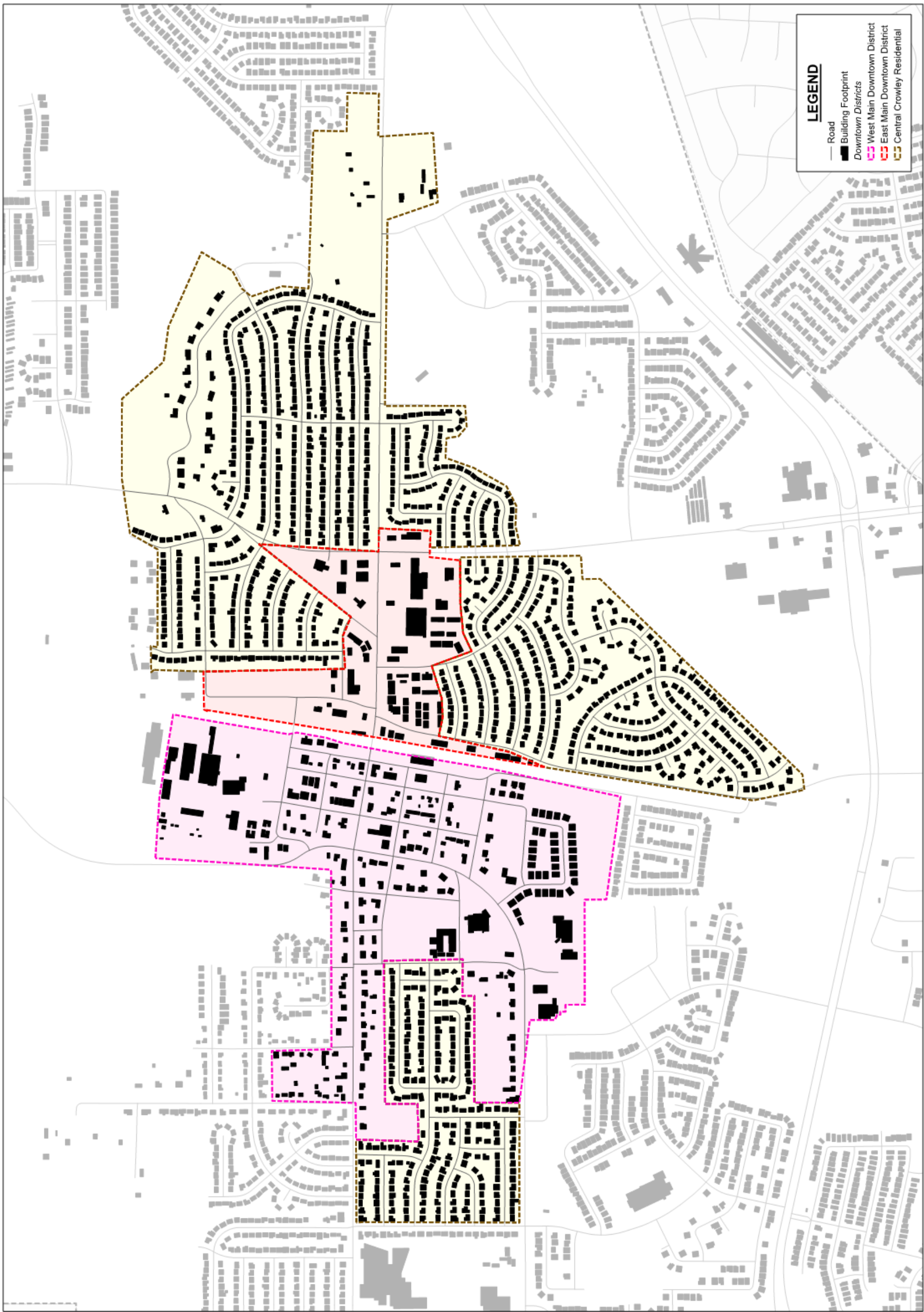


Downtown Future Land Use

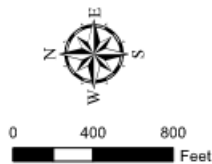


Created by
DUNAWAY
April 23, 2020

Figure 3-3-17: Downtown District Future Land Use Plan



Downtown Figure Ground



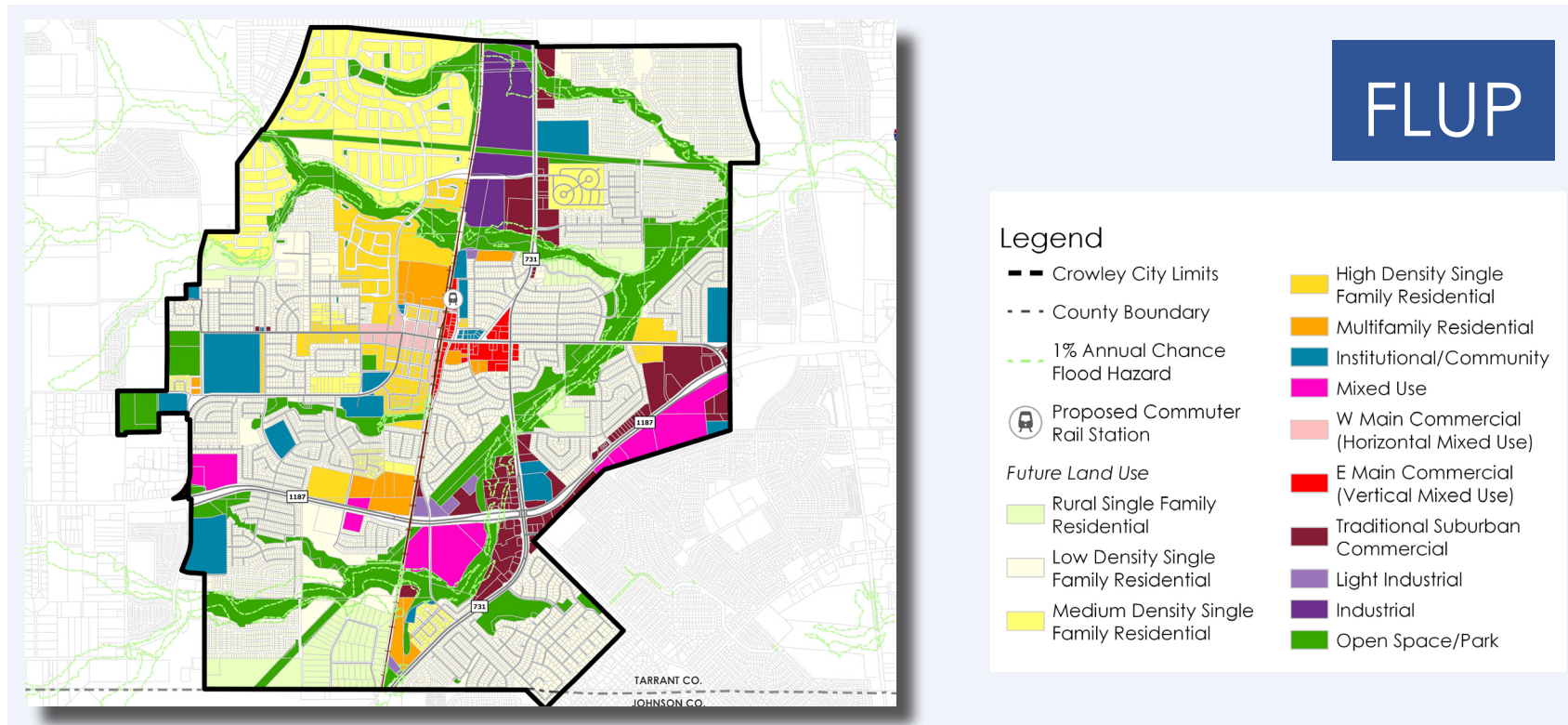
Created by
DUNAWAY
April 24, 2020

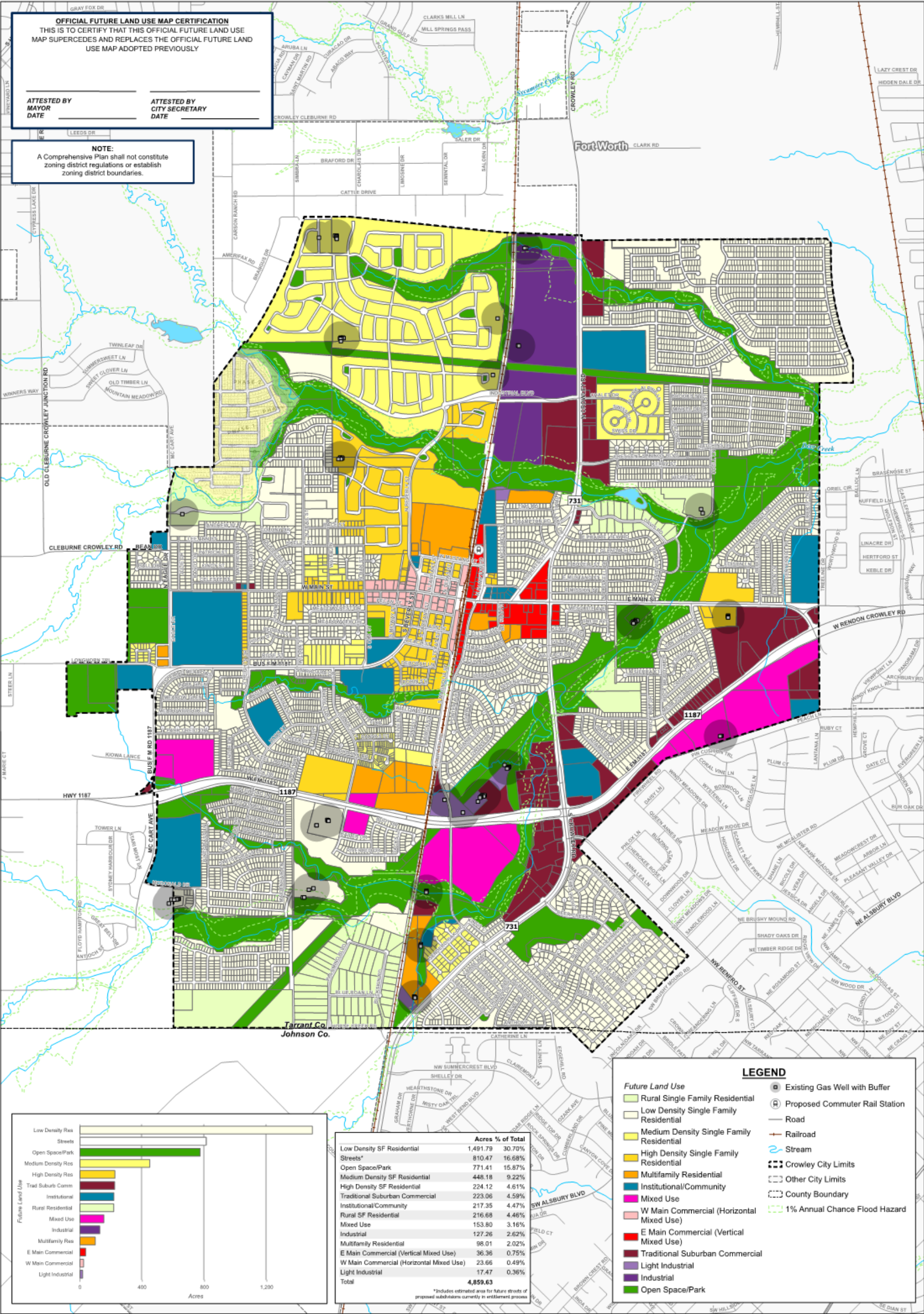
Figure 3-3-18: Downtown District Figure-Ground Map

3.3.3 Organic Crowley

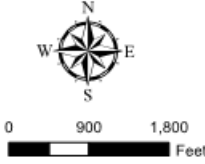
This plan is intended to help create a Crowley that is true to itself, growing and adapting in an organic way. Residents repeatedly expressed through all the engagement methods their desire to maintain the small-town feel of Crowley. Many stated that Crowley felt “country” to them. Others prioritized that they want to build on this character in a natural, not contrived, way but organically. What the future Crowley will look like is focused on organic growth, meaning from within. The term “organic” has several meanings and applications for Crowley:

- Hometown: revitalize Main Street with a mixture of uses and local businesses
- Home-grown: promote new and existing local businesses (aka cultivate local community capital and resources)
- Natural: provide more recreational venues and facilities; preserve Crowley's natural resources
- Incremental: growth that makes sense for the community
- Resilient: create different types and scales of development that diversify the local economy
- Sustainable: approve development based on fiscal sustainability of the project for the city
- Attainable: provide different housing options to attract young adults and families, keep existing families, and allow older residents to continue to reside in the community they love





Future Land Use



Created by
DUNAWAY
April 24, 2020

Figure 3-3-19: Future Land Use Plan
City of Crowley 2045 Comprehensive Plan

LAND USE TABLES

The next section of Chapter 3.3 provides information about each of the new land use categories.

GUIDE TO USING LAND USE TABLES:

Each page provides the following information:

1. Title of Land Use category
 - Context, if applicable
 - Rural
 - Suburban
 - Urban
2. Abbreviation for Land Use category
3. Color for Land Use category
4. Description with density, if applicable
5. Purpose of the Land Use category
6. Application: Where and how the category can be used within the city
7. Future Land Use Map
 - Example location(s) of Land Use category on map
 - Focus area for the future application of the land use for new or redevelopment
8. Photo of typical development within the Land Use category

Title of Land Use Category - Context

Description:

1-2 Dwelling Units/Acre

General description of land use category within the city.

Purpose:

Bucolic / Historic

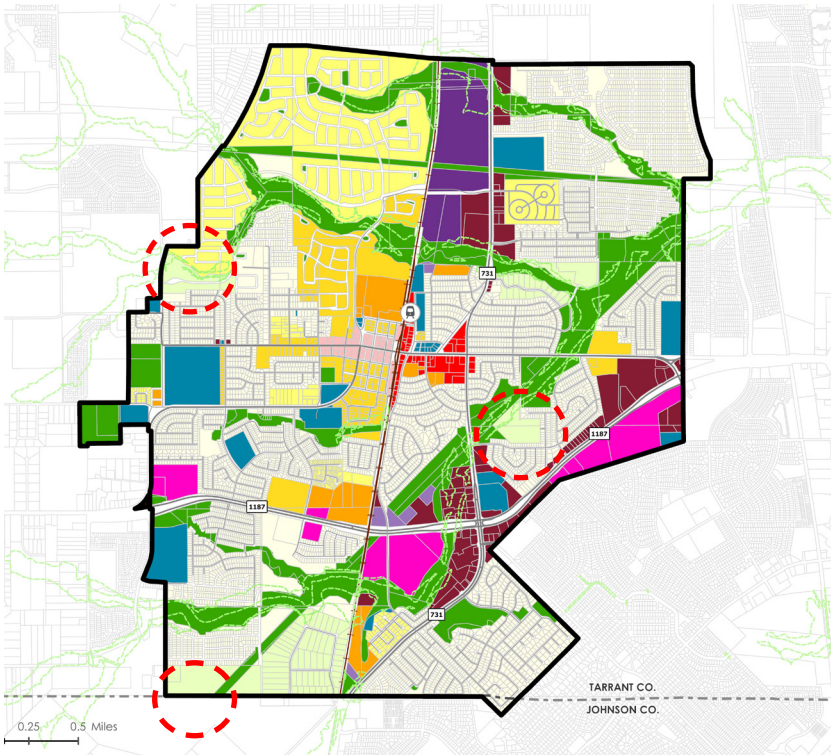
What role the land use category will serve for new and redevelopment of land within the city.

Application:

Adjacent to city limits, creek

How and where to expect development for the land use category.

Abbreviation
and Color



Future Application:
Existing Example: s

Photo example of typical development

Land Use Cagetry



Single Family Residential - Rural

Description:

1-2 Dwelling Units/Acre

Approximately 217 acres of this type of residential use is planned with a maximum of 2 dwelling units per acre. This type of land use serves to both preserve and expand the rural character of the community. Very low density residential areas are typically not suitable or desirable for urban development, therefore this development pattern also serves to protect the natural environment. These areas are often without typical urban services, such as public water and wastewater, sidewalks, curbs, and gutters. The typical cross-section includes bar ditches.

Purpose:

Bucolic / Historic

Preserve bucolic historical character of Crowley;

Allow limited residential development while protecting environmental quality; and

Encourage the clustering of homes for new residential developments to prevent sprawling, large lot subdivisions.

Application:

Adjacent to city limits, creek

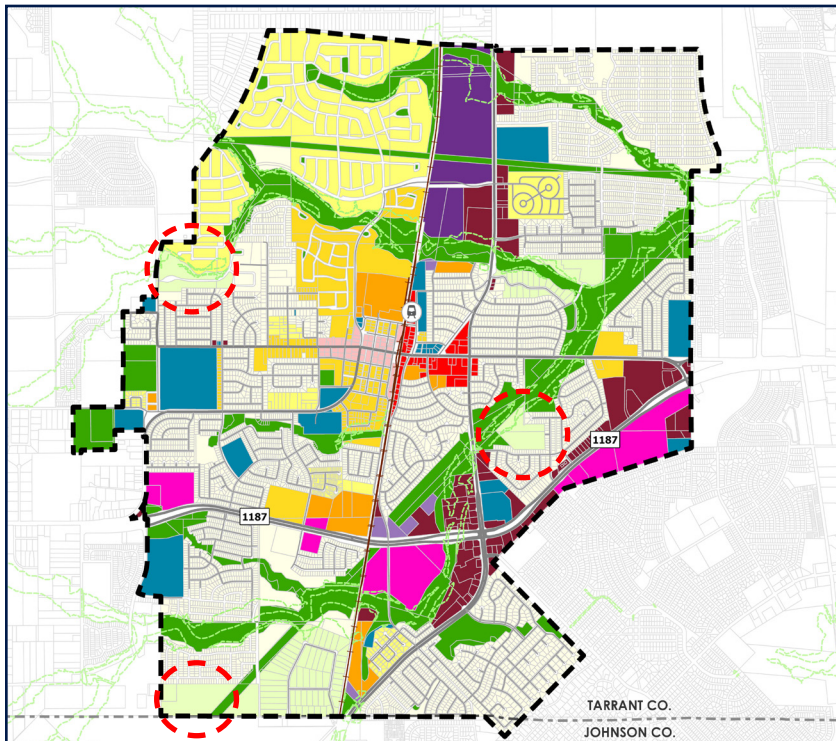
Use when zoning is least intense to accommodate another residential option which promotes traditional community identity;

Apply to environmentally sensitive watersheds and rural areas; and

Clustering should be limited to an average of 1 du/acre and total impervious area of 25 percent or less.

RR

Rural Residential



Future Application: adjacent to Deer Creek; behind Mesa Vista
Existing Example: Horse Creek Farms



Single Family Residential - Low Density

Description:

3-5 Dwelling Units/Acre

At approximately 1,492 acres, this type of residential land use pattern has been and will continue to be the predominant housing option in Crowley. This type of neighborhood is served by typical municipal services, such as public water and wastewater, sidewalks, curbs, and gutters.

Purpose:

Traditional Suburban Homes

Preserve the land use pattern and future viability of existing neighborhoods;

Encourage new infill development that continues existing neighborhood patterns of development; and

Protect residential neighborhoods from incompatible business or industry.

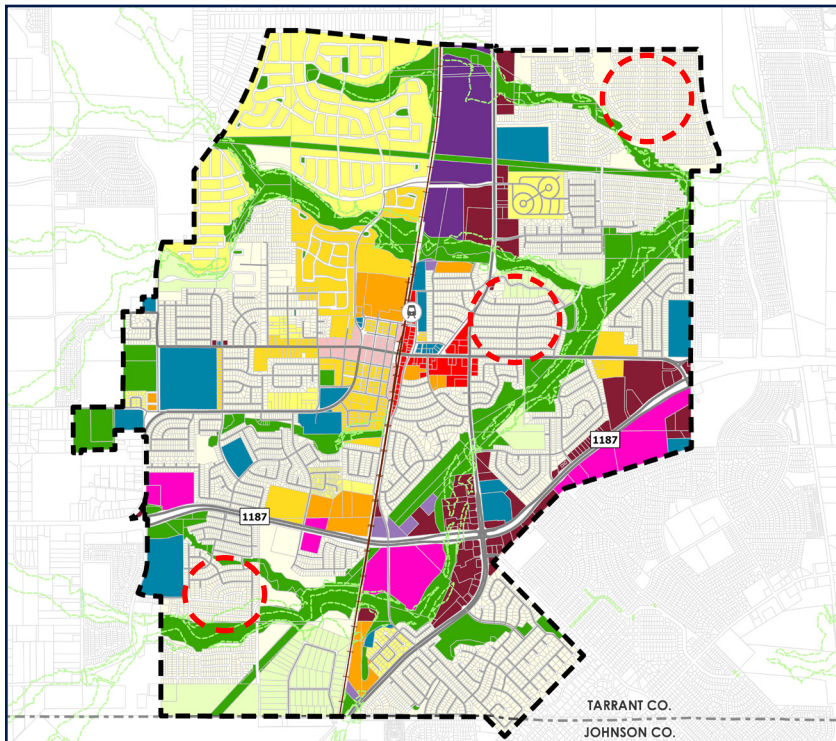
Application:

Throughout city

Limit further application for new development since this is currently the predominant single family use in Crowley.

LD

Low Density Residential



Future Application: Off of SH 1187 - future sections of Creekside

Existing Example: Throughout Crowley



Single Family Residential - Medium Density

Description:

6-10 Dwelling Units/Acre

Approximately 448 acres is anticipated at build-out of this type of residential land use pattern. This type of neighborhood is served by typical municipal services, such as public water and wastewater, sidewalks, curbs, and gutters. Both attached or detached single-family homes are appropriate in this category which provides an affordable housing option suitable to specific cohorts – retirees and/or two-income households with no children. With small yards the number of dwelling units per acre can vary widely depending on layout and open space requirements.

Purpose:

Increased Housing Options

Provides housing options for existing and future residents; and

Allows small lot single family development to make efficient use of land in close proximity to commercial corridors while providing new home ownership opportunities.

Application:

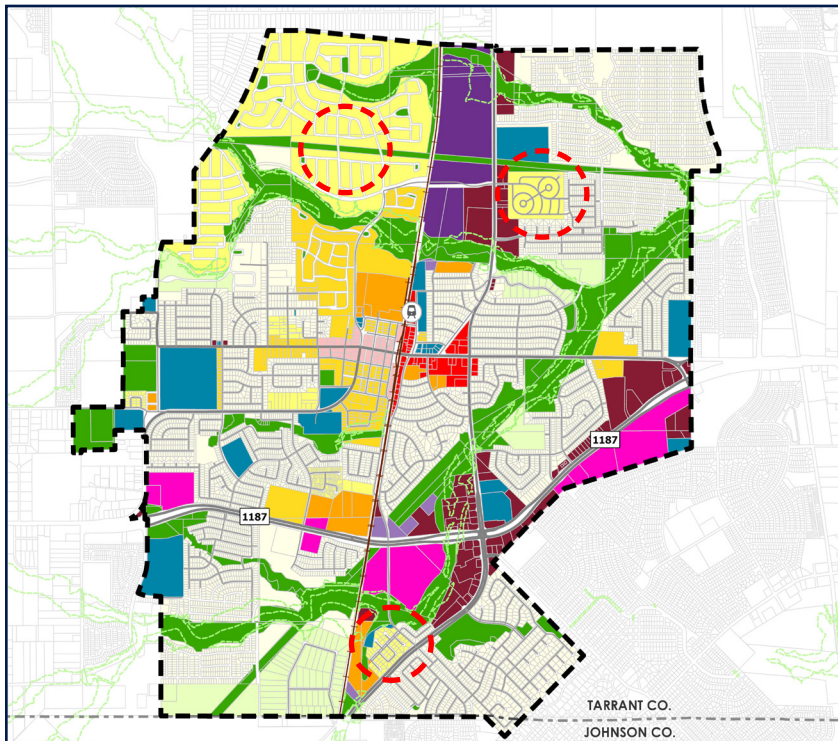
Throughout city

Small lot single family is generally most appropriate for infill sites in areas with easy access to transportation; and

Can be used as a buffer between high- and low-density residential neighborhoods.

MD

Medium Density Residential



Future Application: Sections of new Karis Development
Existing Example: Stone Gate Village



Single Family Residential - High Density

Description:

10-20 Dwelling Units/Acre

Approximately 225 acres is anticipated of this type of residential land use pattern, which is appropriate in the future walkable downtown district and proximate to commuter rail. This type of neighborhood is served by typical municipal services, such as public water and wastewater, sidewalks, curbs, and gutters. Because of the density, it is an efficient development pattern with regard to municipal services and proximity to a variety of commercial uses. Attached single-family homes are appropriate in this category which provides another housing option. With a more urban feel, this housing option is a lifestyle choice with reduced maintenance and increased walkability.

Purpose:

Promote downtown Crowley

Provide options for the development of higher-density, owner-occupied housing in areas as specified by city regulations; and

Encourage higher density residential uses along residential corridors.

Application:

In Downtown District

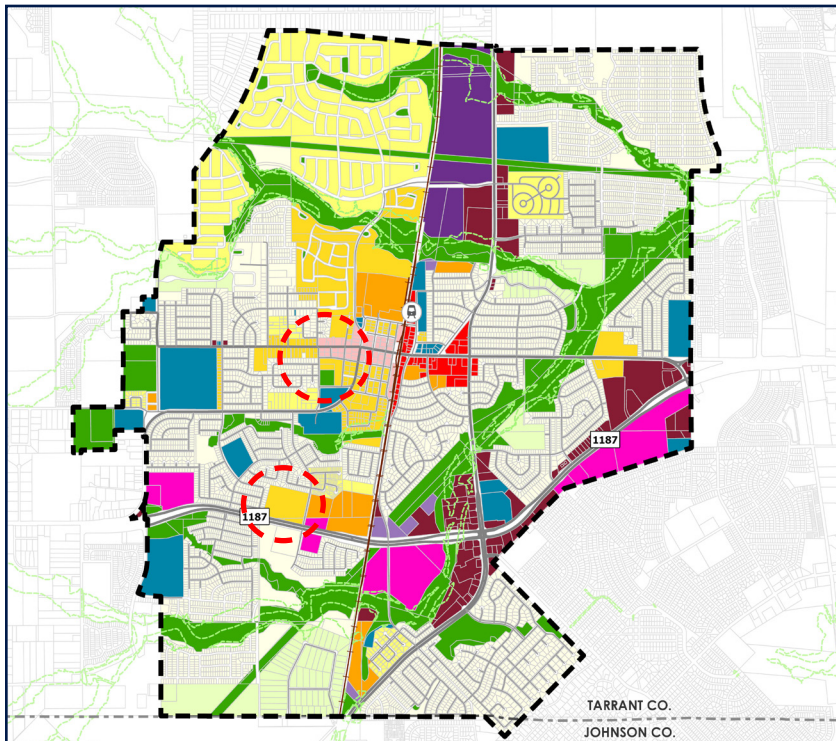
Appropriate to manage development along major corridors that are primarily residential in nature, and

Can be used to buffer between commercial and low-density residential areas.

May be applied to re-development of existing mobile home parks.

HD

High Density Residential



Future Application: Downtown Crowley and parts of Karis
Existing Example: Not Applicable



Single Family Residential - Downtown ADUs

Description:

+1-4 dwelling units/acre

Accessory dwelling units are a tool to provide options for residential uses. Appropriate for new and existing neighborhoods, new city regulations are required to permit this type of land use. While it is a residential option on existing single family detached residential lots, it is also an economic development tool to provide the necessary "rooftops" for new commercial development. It also is a means to house several generations on one lot allowing for the care of elderly relatives and assisting a young adult just beginning a career.

Purpose:

Promote downtown Crowley

Provides an affordable option for recent college graduates or multi-generational families;
Can be a source of additional income to assist property owners with mortgage or household costs; and
Supports transportation alternatives, such as a commuter rail station, in the downtown core.

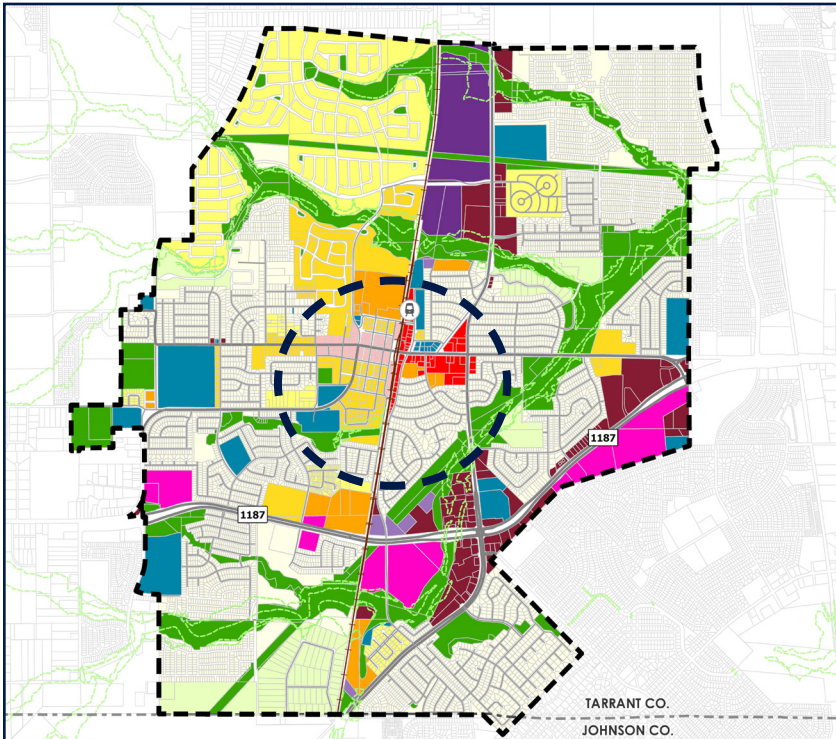
Application:

In Downtown District

Suitable in areas as determined by city officials and codified in amended city regulations.

ADU

Accessory Dwelling Units



Future Application: Downtown Overlay District
Existing Example: Not Applicable



Multifamily Residential

Description:

10-20 dwelling units/acre

Housing which provides both affordable housing options and another opportunity for the aging population to remain in their community (aka age in place) with the provision of age-restricted and/or senior living housing. Dwelling units per acre can vary widely depending on layout and open space associated with the development. Similar to high density single family housing, 10-20 dwelling units per acre would be suitable. Less than 100 acres is recommended for this type of residential use in Crowley.

Purpose:

Affordable housing option

Preserve existing multifamily and affordable housing;

Maintain and create affordable, safe, and well-managed rental housing;

Capture economic benefit and provide housing needs for nearby Tarrant State campus.

Application:

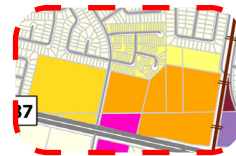
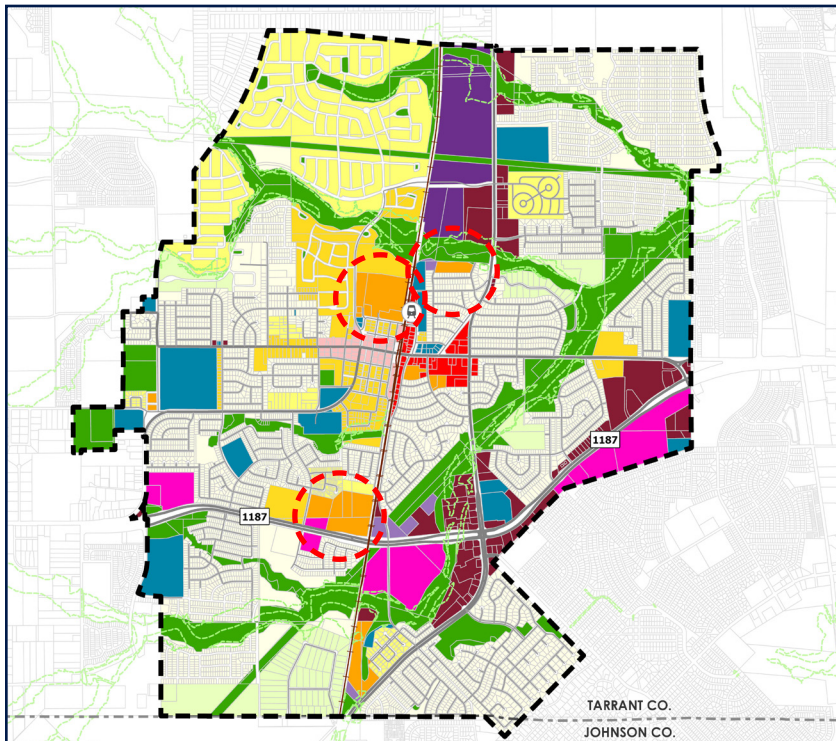
Along major corridors

Appropriate to designate areas of this type of housing along major corridors and near downtown Crowley, and

Can be used to buffer between industrial (depending on type of industrial use) and single family residential areas.

MF

Multifamily Residential



Future Application: Downtown Overlay District
Existing Example: Palladium



Mixed Use - Downtown District

Description:

10-20 dwelling units/acre, where applicable

Areas along and adjacent to Main Street appropriate for both residential and nonresidential development. Expansion of the Downtown Overlay District is recommended to permit ADUs, as previously discussed, as well as multi-storied buildings with commercial and residential uses. Allow a mixture of complementary land use types, which may include housing, retail, office, commercial services, and civic uses to encourage linking of trips and reduce vehicle trips; Two character zones on proposed and are discussed in greater detail on the following pages. The railroad tracks are the existing and obvious physical divider between the two zones.

Purpose:

Bolster Crowley identity

Allow live-work and flex space on existing commercially zoned property in the district; and

Create development opportunities for underused or vacant sites along Main Street;

Provide flexible land use standards to anticipate and encourage economic development.

Application:

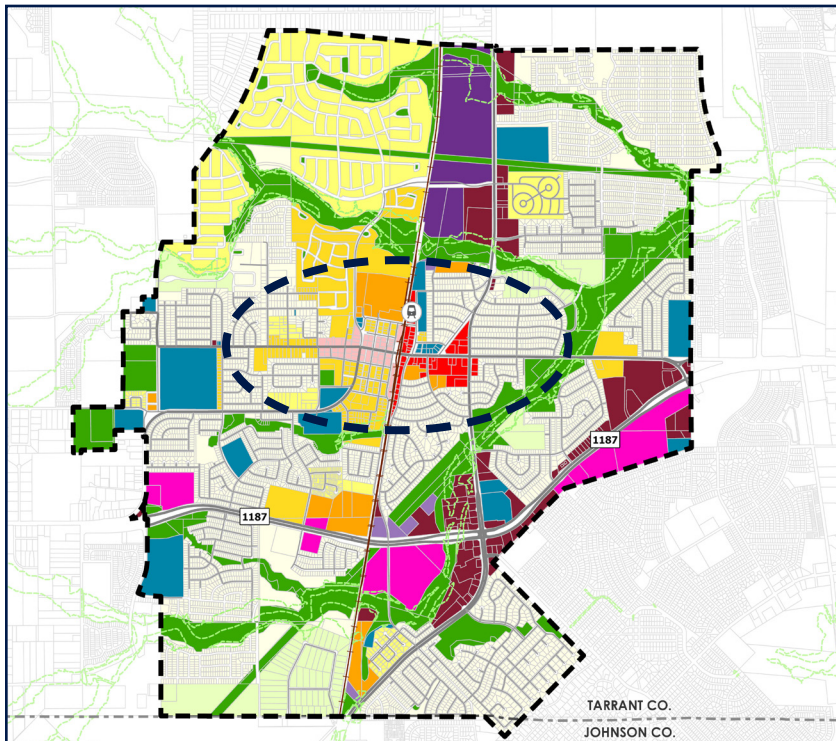
Main Street corridor

Horizontal (1-2 stories) mixed use along West Main Street where smaller existing lots;

Vertical (multi-story) mixed use along East Main Street and close to to FM 731 and civic uses.

MU
DT

Mixed Use - Downtown



 Future Application: Downtown Overlay District

Existing Example: Not Applicable



West Main

East Main



Mixed Use - Suburban / Greenfield

Description:

10-20 dwelling units/acre, where applicable

Larger vacant tracts of land (aka greenfield development) proximate to residential uses with access off of major transportation corridors. Suitable for residential apartments or business offices on the 2nd floor of the buildings (vertical mixed use). Large lots may be laid out with horizontal mixed use with commercial along the frontage of the major corridor and residential or office uses located to the rear.

Purpose:

Commercial variety

Encourage a combination of commercial and residential development; Provide commercial and business locations close to existing and planned residential neighborhoods;

Provide flexibility in land use standards and regulations to anticipate and encourage economic development.

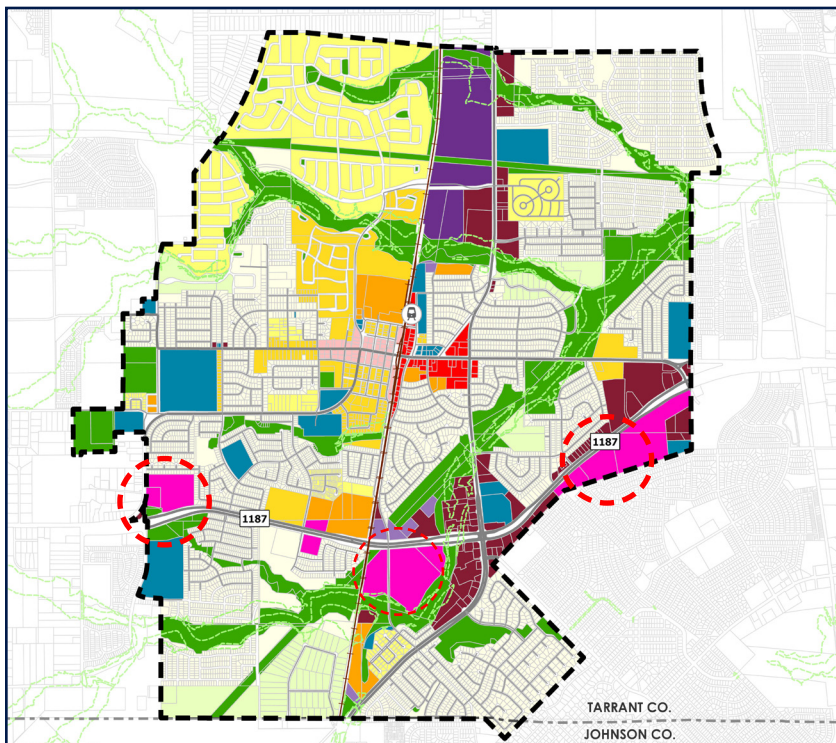
Application:

Along SH 1187

Allow mixed use development with larger commercial and business buildings along SH 1187;

Establish compatible land uses along the neighborhood edge.

Attract regional market stores in response to development in southern Tarrant County.



 Future Application: SH 1187

Existing Example: Not Applicable



MU
S

Mixed Use - Suburban

Commercial - Crowley Crossroad

Description:

Typical suburban strip commercial centers positioned along the FM 731 and SH 1187 corridors to address both local and regional demand for goods and services. Larger lots and/or developments suitable for a variety of retail and office, commerce uses. Recommend additional development standards to address screening of parking lots and shared driveways.

Purpose:

Provide shopping uses

Encourage employment centers, office and service uses, commercial activities, and other non-residential development along major thoroughfares; and

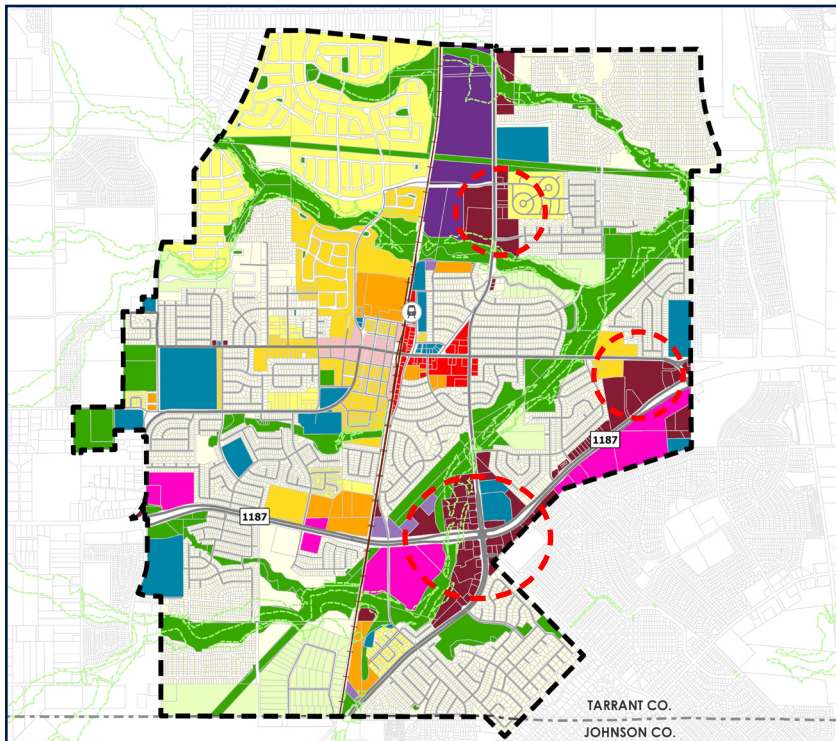
Reserve and limit areas appropriate for auto-oriented commercial uses that are not generally compatible with residential or mixed use.

Application:

SH 1187 and FM 731

Focus the highest intensity commercial and industrial activities along major highways and thoroughfares; and

Should be used in areas with good transportation access such as frontage roads and arterial roadways, which are generally not suitable for residential development.



Future Application: Frontage of SH 1187 and FM 731

Existing Example: SH 1187 / FM 731



CC

Commercial - Suburban

Light Industrial / Industrial

Description:

Light Industrial - Light Industrial is less intensive than the Industrial land use, as it includes operations that generate less truck traffic, has loading docks oriented away from public view, and conforms to more restrictive performance standards regarding noise and fumes.

Industrial - Situated on larger lots along major thoroughfares, manufacturing, warehousing, and regional distribution are typical uses in an industrial district. Often operations also include loading docks and parking for trucks and equipment.

Purpose:

To confine potentially hazardous or nuisance-creating activities to defined districts separated from the city core and neighborhoods;

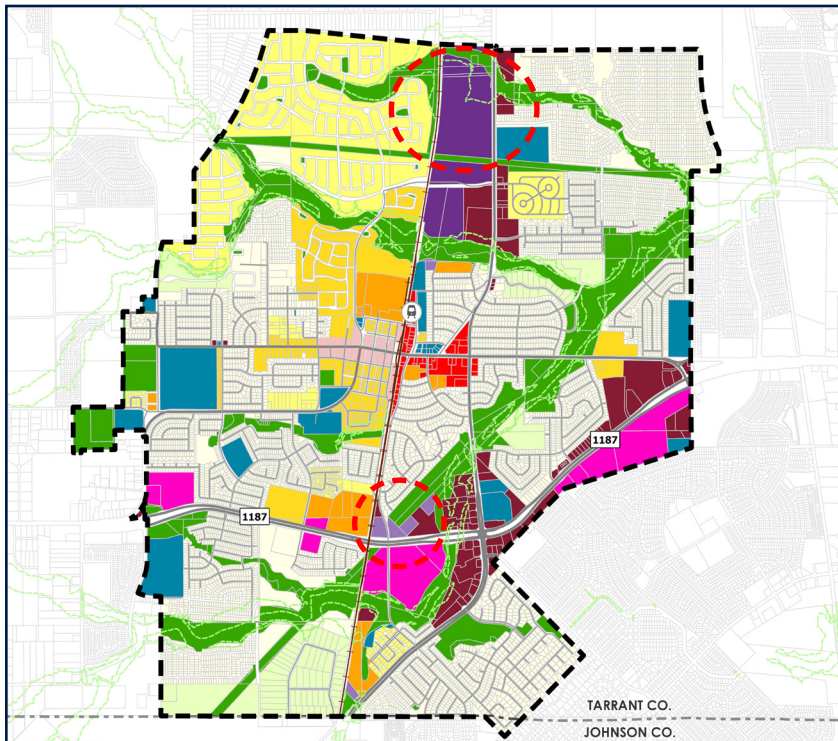
To preserve industrial areas and uses within the city to increase employment opportunities and increased tax base; and

To promote manufacturing and distribution activities in areas with access to major transportation systems.

Application:

Major corridors

New and expanded industrial development along the major corridors (FM 731 and SH 1187).



Future Application: FM 731 and Industrial Blvd; gas well sites

Existing Example: FM 731



LI / I

Industrial

Institutional / Community Services

Description:

City-owned or school district-owned properties that include parks, public spaces, schools, police and fire stations, libraries, etc. This category may also include churches and non-profit organizations with no associated business use. This land use type allows for flexibility in development for major, multi-functional uses that serve the community.

Purpose:

Maintain and improve existing parks and open space and associated facilities;

Preserve the availability of sites for civic uses to ensure facilities are adequate for future populations; and

Manage the location of civic uses for the purpose of neighborhood preservation and economic development.

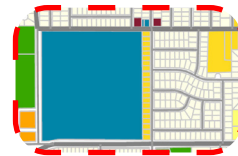
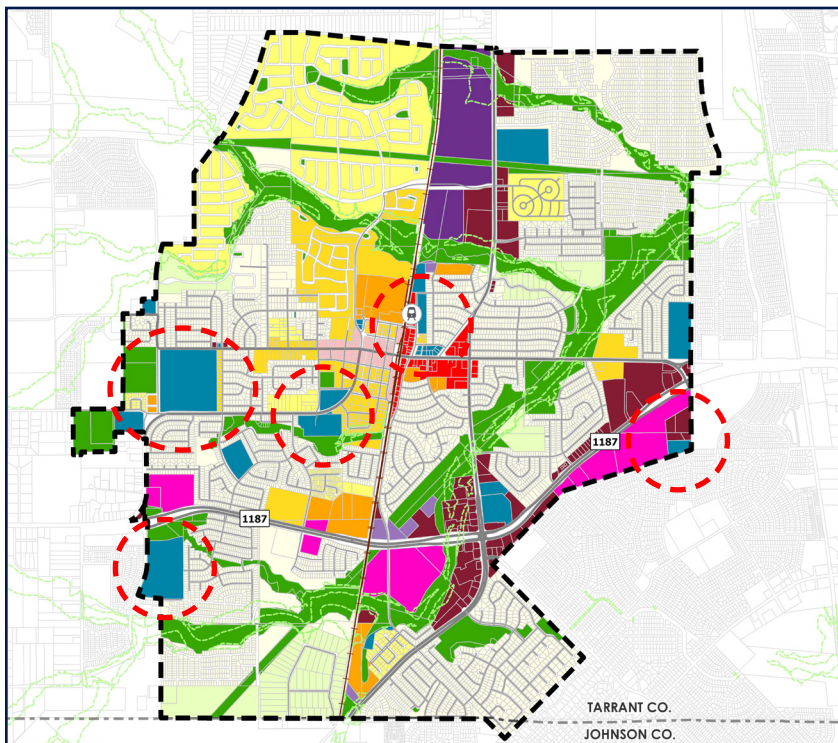
Application:

Major corridors

Any city-owned and operated facility;

Any school, whether public or private; and

Any use or facility that provides services to the public, such as a church or non-profit social service or public health organization.



Future Application: New Fire Station and Main Street plaza

Existing Example: Churches, Crowley ISD, City parks and buildings



I / CS

Institutional / Community



Implementation



Implementation

IMPLEMENTATION

FROM INTANGIBLE TO TANGIBLE / FROM CONCEPT TO BUILT FORM

Based on the opportunities identified through the public input process and the fiscal analysis of land use types and development patterns, this comprehensive plan intends to provide realistic and tangible implementation tools and tasks to ensure the plan becomes a reality. The success of the Crowley 2045 plan requires alignment of development opportunities with infrastructure needs within the context of predictable and calibrated policies and regulations. This chapter presents information which lists implementation task and initiatives, specifies actions to

align city operations with the community vision and sets benchmarks to measure progress, all focused on three key focus areas:

- ★ DOWNTOWN CROWLEY
- ★ CROWLEY CROSSROADS
- ★ NEIGHBORHOODS AND HOUSING

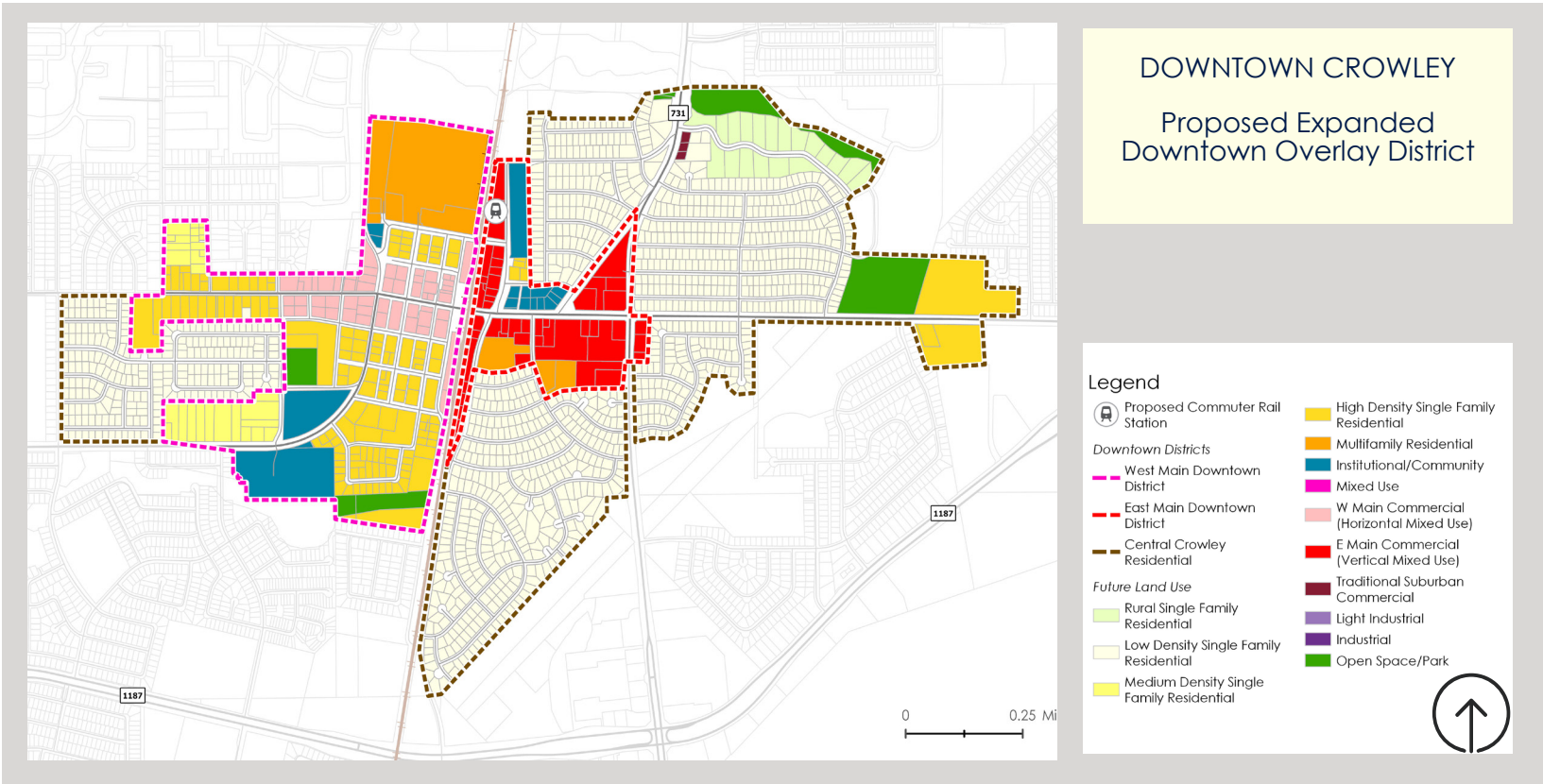


Figure 4-2: Downtown Overlay District
City of Crowley 2045 Comprehensive Plan



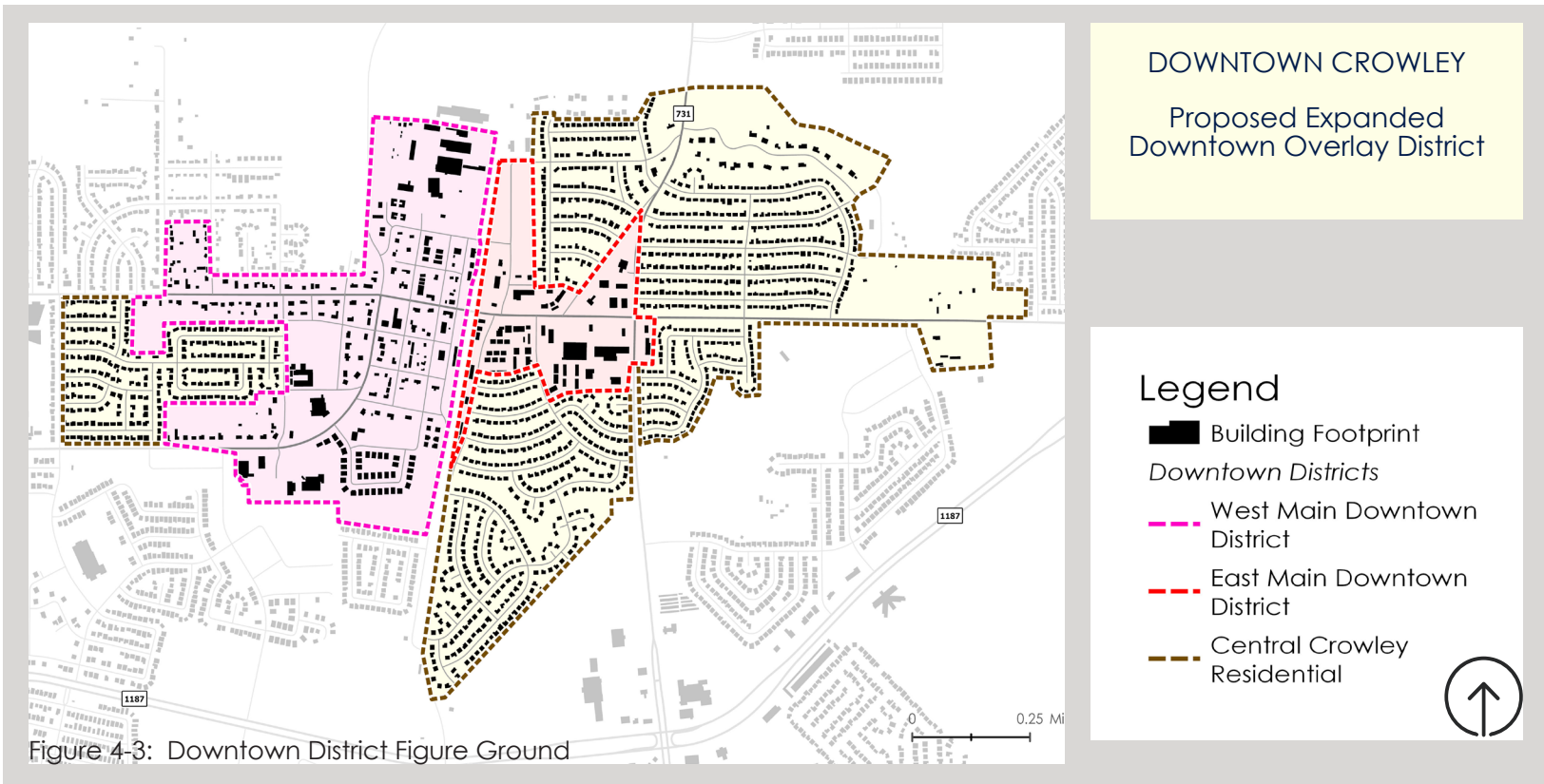
Implementation



DOWNTOWN CROWLEY (Main Street)

Historically, the downtown core of Crowley has been located along the Main Street corridor with the majority of business activities centered around the railroad tracks. For several reasons, Main Street Crowley has suffered over the past several decades - new alignment of SH 1187, national and regional development trends, and economic downturns. Given the significant number of underutilized properties and older commercial and business sites that do not meet current city regulations, focus on the Crowley core is warranted. Incentive programs, such as reduction in permit fees, will encourage properties to comply with and/or surpass current development standards and become a part of creating the community identity. In this context, the following are overarching priorities and recommendations relevant to Downtown Crowley along Main Street. Additional tasks and actions are outlined in the implementation matrix.

- ❖ Update the Downtown Overlay District to include a much larger core area and with a focus on form-based codes to create a strong streetscape along the Main Street corridor. Form-based regulations will:
 - Codify the importance of a variety of land uses;
 - Create a hometown environment that is pedestrian friendly;
 - Locate parking to the rear of each site and promote shared parking;
 - Encourage increased development density;
 - Provide incentives for and encourage infill construction and redevelopment; and
 - Result in a built environment that directly correlates to and clearly communicates the desired small town character.



- ❖ Create a combined facade and site improvement program to support and promote existing businesses. Such a program should:
 - Encourage the redevelopment of underutilized or aging commercial structures;
 - Install and/or repair landscaping and sidewalks in the right-of-way.
 - Promote on-street parking;
 - Provide shared access drives; and
 - Promote coordinated monument and building signage.
- ❖ Increase connectivity between adjacent residential neighborhoods and Main Street businesses:
 - Prioritize sidewalks (repair and construction) along all roads that directly connect to Main Street; and
 - Codify (form-based codes) establishments with patios, outdoor seating, and gathering places for locals to use as meeting spaces and alternative “living rooms”.
- ❖ Encourage residential density development within the Downtown District:
 - Expand the boundaries of the district to include neighborhoods within easy walking distance to Main Street.
- Create new regulations for residential uses in the Central Crowley / Downtown District which incorporate form-based codes and include:
 - Permit accessory dwelling units (ADUs);
 - Prioritize other types of residential development, such as town homes and courtyard apartments.
- ❖ Provide incentives for the relocation of existing industrial uses outside of the Downtown District:
 - If suitable land is available, the economic development corporation can work with AZZ to relocate to another location within the city, which will then provide a large tract of land for redevelopment within the Downtown District that capitalizes on proximity to the future commuter parking lot/rail station and provides an opportunity for residential diversity and density.
 - The economic development corporation can work with other more intense commercial and/or industrial sites adjacent to the railroad tracks to:
 - Strategically relocate the business to a location that provides greater visibility or access;
 - Provide opportunity for improvements and enhancements along the rail corridor.



Figure 4-4: Types of ADUs

CROWLEY CROSSROADS - SH 1187 / FM 731 (Crowley Road)

Some say that the core of Crowley exists at the intersection of SH 1187 and FM 731. Based on land use patterns, scale and orientation of the built environment, and the citizen survey, this intersection is not locally understood as downtown Crowley. However, these two TXDOT thoroughfares provide auto-centric mobility within and through the city and account for a large portion of the perception of Crowley; especially, that held by people that don't live in Crowley. The community identity has suffered since substantial commuter traffic along these roadways moves regional traffic through the city during the work week. The previous section focused on Downtown Crowley and how to increase its local and regional presence. This section is focused on how measures to cause commuters to stop on their way home or to return to Crowley during weekend activities and errands.

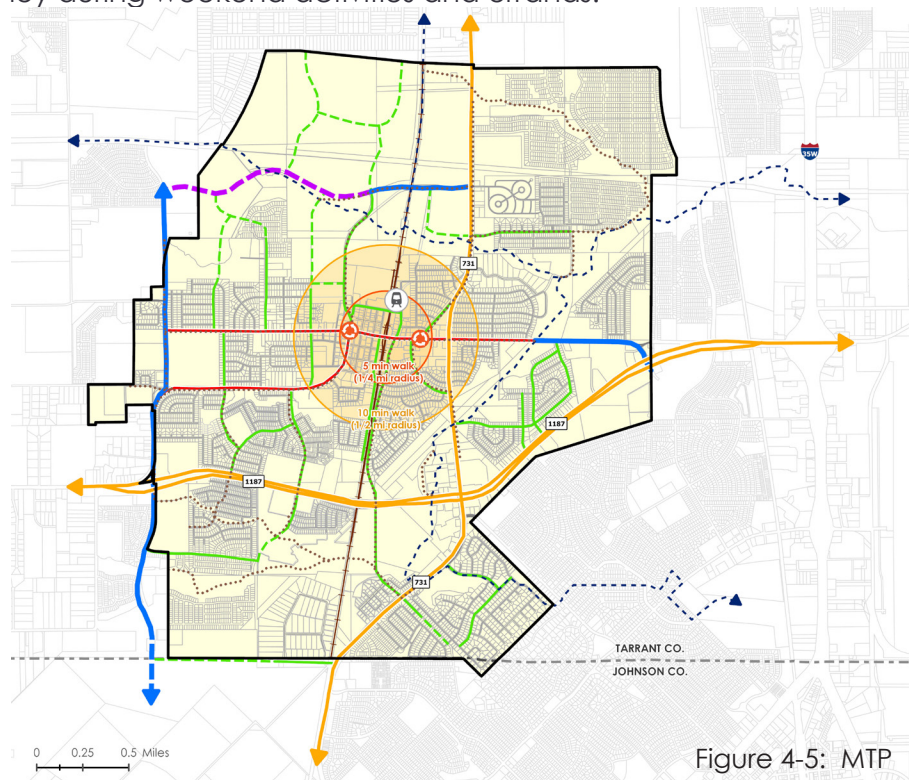


Figure 4-5: MTP

A portion of the SH 1187, the major west-east corridor connecting Aledo to Mansfield, was reconstructed south of Main Street, and effectively re-routed traffic away from the downtown Crowley. Construction of the new route was completed in 2004 and includes cross-sections set up with enough right-of-way to become a future freeway. Currently, this cross-section affords Crowley with a wide median which, in coordination with TXDOT, could be further improved with additional landscaping and signage. Farm to Market 731 (FM 731) functions as the major north/south corridor that is known as Crowley Road for almost its entire length. This major thoroughfare goes through several communities and includes typical highway travel at a higher speeds controlled with several signalized intersections. It provides regional connectivity from the north at Interstate 20 through Crowley to Burleson to the south. Given the auto-centric layout and regional function of these transportation facilities, specific and calculated improvements need to be made in order to bolster the Crowley community identity.

- ❖ Because the facilities are managed by TXDOT, the city should continue to pursue partnership with TXDOT, and implement the following to improve corridor aesthetics:
 - Additional landscaped medians with Green Ribbon funds
 - Additional monument signs with City logo in median at city limits
 - Parkway improvements with wide sidewalks and street trees
 - Upgraded street light standards within the city limits
 - Special treatment of key intersections, such as dyed and stamped concrete sidewalks
 - Install pedestrian crossings across the roadway at key locations, such as:
 - Future intersections according to Crowley MTP
 - Links to existing and planned parks and trails according to the Parks and Trails Master Plan

- ❖ Coordinate with existing developed properties that front onto these corridors to improve aesthetics:
 - Landscaping along corridor frontage to screen existing surface parking lots;
 - Unified and/or shared monument signs at main entrance to strip commercial development;
 - Upgrade surface parking lots including:
 - Tree wells and landscaping between rows of parking
 - Internal pedestrian sidewalks in landscaped areas between rows of parking, which provide safety for customer access to entrance of business
 - Upgraded parking lot lighting
 - Improved stacking lanes at businesses with drive-through facilities
 - Dedicated and separate drive-through lanes
 - Landscaping along drive-through lane
 - Improved and shared driveway locations to commercial development to minimize turning movements from the corridor and provide better internal connections between the developments
- ❖ Encourage multi-tenant new and existing commercial uses to develop a unique set of sign standards in conjunction with updated city development regulations.

NEIGHBORHOODS AND HOUSING

Crowley has long been a residential community built up around a country highway and railroad stop. Residents enjoy the quiet, small-town character of its neighborhoods with their internal network of streets. Since much of the city consists of existing residential neighborhoods, the long-term future of Crowley is inextricably tied to its housing quality and variety. The challenge is to both improve and maintain existing housing stock and ensure future residential development strengthens the community status in the region. Mature existing neighborhoods require maintenance and upkeep of homes, yards, perimeter fences, and entry features. New neighborhoods should provide a range of housing options, tree preservation, and well-designed layout. New parks and trails can tie the community together and provide walkable access to local commercial, civic, and recreational facilities. Specifically, the city should consider the following recommendations to implement its goal of high-quality neighborhoods and housing:

- ❖ Assess nuisance issues such as high grass, trash, weeds, and outside storage, which discourage pedestrian activity and decrease community identity.
- ❖ Update substandard structures regulations to address enforcement and abatement options for buildings and sites that present a hazard to public health and safety
- ❖ Establish a program for existing, older neighborhoods without an organized homeowner's association that encourages neighborhood preservation by:
 - Provision of city matching funds for maintenance of neighborhood facilities and amenities, such as perimeter walls, entry features, and landscaping.
 - Establishing new city regulations and enforcement mechanisms for delinquent, substandard, or poorly maintained properties.
- ❖ Consider a rental registration program that includes inspection of rental properties in order to protect property values, prevent neighborhood decline, and ensure continued compliance with city codes.

ADDITIONAL COMMUNITY FOCUS AREAS

The following topics recommend additional actions which also work to create a unique identity for Crowley and are important to the implementation of the Crowley vision.

- ★ Gateways
- ★ Utility Lines in the Right-of-Way
- ★ Roundabouts

GATEWAYS

To announce entry into the community and separate Crowley from the adjacent cities, priority should be placed on improvements along every road that enters into Crowley.

- ❖ Install monument signs in the parkway at the location that each road enters Crowley.
- ❖ Encourage existing development at gateway locations to maintain the property, including weed abatement and landscaping.

UTILITY LINES IN THE RIGHT-OF-WAY

Based on existing development and the ultimate vision for redevelopment along the city's major corridors, certain sections of the corridors could be prioritized and programmed for burying the overhead utility lines underground. The cost of burying overhead utility lines can be expensive, but the aesthetic benefits offset the cost. Redevelopment and infill development attracted to the corridor because of its location and commitment to community identity could ultimately increase property values, which, in turn, benefits local businesses and the city in the long-term.

- ❖ If undergrounding utility lines is not seen as feasible during the immediate planning horizon (10 years), then they should be located in a manner so as to minimize their visual impact on the corridors by setting them back from the curb line or along rear property lines.
 - Organize a public-private partnership which is focused on

the identification of key locations and funding opportunities for burying of utility lines at key priority locations.

- ❖ Canopy or ornamental trees should be planted in the parkway (between the utility lines and the travel lanes) to shield the visibility of the overhead lines. It is recommended that trees be planted 10 feet from the overhead lines.
- ❖ City participation to offset the difference in costs between overhead and underground utilities could include a range of options, including zoning entitlements such as mixed and intensity of uses, developer's agreements, Chapter 380 agreements, EDC incentives, and other incentives.

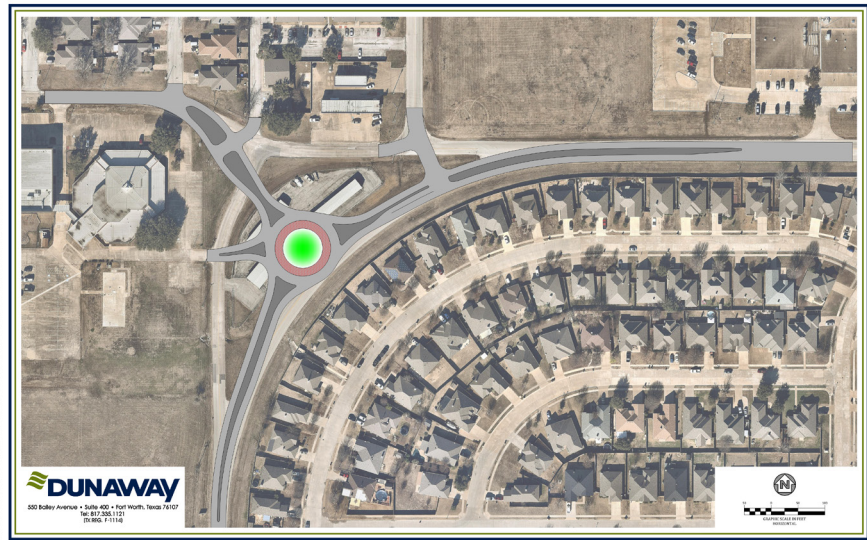
ROUNDAABOUTS

There are no traffic signals or stop signs in a modern roundabout. Traffic is controlled by yield signs at each entry point. Roundabouts function as both a traffic control as well as a traffic calming device. Features of a typical modern roundabout include geometry specifically engineered to reduce speed.

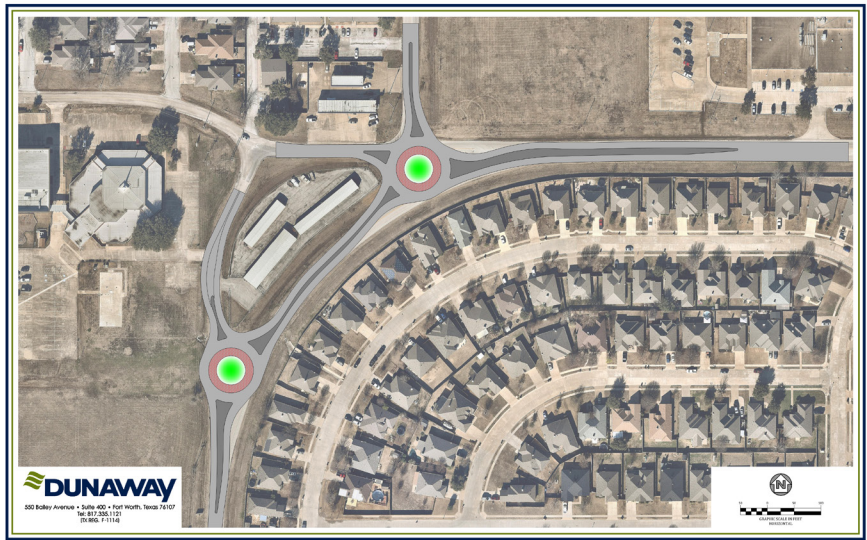
The following recommendations are linked to the MTP as well as focused on a city-wide policy:

- ❖ Create a City Council-adopted policy on roundabouts as the preferred type of controlled intersection.
- ❖ City install four roundabouts for the purposes of safety and improved intersection function at the following locations:
 - Intersection of S. Beverly Street and S. Heights Drive
 - Terminus of Crescent Springs Drive as a northern entry into the future improved Bicentennial Park.
 - Two locations on Eagle Drive:
 - Intersection of Main Street and Eagle Drive.
 - Intersection of S. Beverly Street, Eagle Drive, and Longhorn Trail

Note: The two diagrams on the next page show how the intersection at the south end of Eagle Drive could be improved with a roundabout(s).



Conceptual Roundabout Layout: Option A



Conceptual Roundabout Layout: Option B

Figures 4-6: Options A and B

There are numerous benefits to installing roundabouts including:

- o Safety - One of the most significant benefits of roundabouts as the control measure at an intersection is the overall improvement of safety. Because of the slower speeds and the reduced points of conflict, the injury rates related to vehicular crashes are reduced. The NCHRP reports (NCHRP 572, included in 672) that the number of fatality and injury crashes are reduced by greater than 60 percent when a modern roundabout replaces a traditional intersection in an urban area. Roundabouts have fewer vehicular and pedestrian conflict points and eliminate the potential for high-severity conflicts, such as right angle and left-turn head-on crashes. The ability of roundabouts to reduce conflicts because of its geometric features has been demonstrated to be more effective than the reliance on driver obedience to traffic control devices.

The design of the roundabout also improves safety for bicyclists and pedestrians. Lower vehicle speeds result in lower fatality rates. Often the design includes shortened crossing distances and greater visibility which also improves safety.

- o Operational Efficiency - Capacity is improved with the addition of roundabouts. Traffic signals can cause delay by operating on a set schedule requiring drivers to stop and minimizing the number of movements which are allowed to navigate the intersection. Vehicles approaching roundabouts are slowed and required to yield only when conflicting traffic is present, therefore enabling traffic to flow continuously through the intersection. The “wide nodes, narrow roads” phrase is used to describe a concept attributed to using a roundabout as the intersection control, meaning vehicle capacity is placed within the intersection in lieu of transferring these capacity needs into additional upstream/downstream lanes necessary for

turning maneuver storage. The use of roundabouts along a section of road allows for less vehicle lanes to be built. This allows a reduced impact on the right-of-way between intersections that can increase available space for parking/wider sidewalks or other facilities as needed.

- o Environmental Benefits - Reduced vehicular speeds and the significant decrease in stops reduce air pollution and improve air quality. With the elimination of stops, fuel needed to re-accelerate is reduced. Significant reduction in emissions was reported in a Kansas State University study with reductions in CO by 33 percent, CO₂ by 46 percent, NO_x by 35 percent and HC or VOCs by 53 percent.
- o Cost Benefits - Fewer stops and accelerations also result in fuel savings. The Washington State Department of Transportation (WSDOT) reports that an average of 24,000 gallons per year can be saved by the installation of one roundabout as compared to a signalized intersection. Roundabouts also do not require mechanical equipment like signalized intersections. Signalized equipment requires maintenance including periodic equipment upgrades, maintenance, and regular signal timing updates.
- o Aesthetics and Community Identity - The central and splitter islands in a roundabout design offer the opportunity to install aesthetic features, which may include a combination of landscaping, public art, decorative hardscape, water features, etc.

IMPLEMENTATION: PLAN OBJECTIVES



IMPLEMENT FISCALLY SUSTAINABLE BUSINESS MODEL

Align city revenues with the current and future development patterns based on anticipated infrastructure and civic services and a funding structure and capital improvement program that residents support.



PRESERVE, ENHANCE, AND DIVERSIFY NEIGHBORHOODS

Maintain and enhance existing neighborhoods, and build new development that expands housing types and price points, thereby, providing more housing options for existing and future residents



CULTIVATE A SELF-SUSTAINING LOCAL ECONOMY AND WORKFORCE

Identify, connect, develop, and support a network of local businesses; promote a business environment focused on growing local capital and jobs

IMPLEMENTATION

INITIATIVES, PROJECTS AND BENCHMARKS

The objectives above are the guides for any task, whether specifically identified in this plan or devised from a grass-roots local effort. The objectives are the culmination of input and are meant to directly affect how the future Crowley looks, feels and functions.

The pages above describe goals for specific context areas with Crowley. Implementation of the tasks and policies discussed above and itemized below often result in tangible, physical infrastructure and improvements. While much discussion was focused on specific areas, many of the recommendations may apply or be adjusted to apply to the entire community. Therefore, there is a section in the charts on the following pages that apply holistically to Crowley. It is up to the community officials, stakeholders and residents to identify and prioritize sub-areas of the city in which to apply these initiatives on an incremental, small-area basis. There are also recommendations itemized for the specific focus areas of Downtown Crowley and Crowley Crossroads. Special attention is paid to these areas because of their potential to create a fresh and unique identity for Crowley. Also, improvements in these two areas have the potential to inspire change for other areas of the city. Finally, because much of the input received from the community centered on housing and residential uses, Neighborhoods and Housing has been identified as one of the major Plan Objectives.

There is an applicability factor, which is used to guide certain tasks and projects to specific plan objectives.

APPLICABILITY LEGEND:

- Low or No applicability
- ◐ Some applicability
- Direct applicability



PLAN GOALS:



FISCAL SUSTAINABILITY



NEIGHBORHOODS - HOUSING OPTIONS



CULTIVATE LOCALLY



ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
CITY							
Coordinate committee to update local history	<div></div>	<div></div>	<div></div>	City	Program	Planning	Later
Review and update zoning and subdivision regulations to align with city vision	<div></div>	<div></div>	<div></div>	City	Program	Planning	Now
Adopt incentives which promote a variety of residential products - size and price point	<div></div>	<div></div>	<div></div>	City	Regulatory	Planning	Now
Evaluate and revise parking requirements to align with land use, context, and updated development regulations	<div></div>	<div></div>	<div></div>	City	Regulatory	Planning	Next
Install wayfinding signs to Downtown Crowley at intersection of FM 731 and S. Hampton Road	<div></div>	<div></div>	<div></div>	City	Project-Capital Improvement	Economic Development	Next
Install wayfinding signs to city parks and trails	<div></div>	<div></div>	<div></div>	City	Project-Capital Improvement	Parks	Later
Create entryways along all roads into Crowley at the city limits to mark departure from Fort Worth and Burleson and announce arrival into the Crowley community	<div></div>	<div></div>	<div></div>	City	Project-Capital Improvement	Public Works	Next
Perform land use/fiscal analysis of new and redeveloped properties	<div></div>	<div></div>	<div></div>	City	Policy	City Management	Now





ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
CITY							
Perform land use/fiscal analysis of new and redeveloped properties	●	●	●	City	Policy	City Management	Now
Continued coordination with the Trinity Metro (formerly known as Fort Worth Transit Authority) to connect residents to the southern bus routes	◐	◐	◐	City	Program	City Management	Now
Use local resources like CISD, HOAs, etc to conduct a sidewalk inventory and prepare a plan for improvements based on the inventory	◐	●	○	City	Program	Planning and Public Works	Next
Update the Hazard Mitigation Plan to identify hazards and goals for prevention; Promote participation with programs and funds available from NCTCOG, FEMA, NFIP, etc.	◐	◐	○	City	Policy	City Management	Next
Alternative Transportation policy and associated programs	●	●	●	City	Policy	City Management	Next
Create Complete Streets Policy and Mobility Plan	○	○	○	City	Policy	City Management	Later
Adopt iSWM regulations	●	●	●	City	Regulatory	Public Works	Now

**ACTION / TASK****APPLICABILITY of GOAL****CONTEXT
AREA****CATEGORY****CHAMPION
DEPARTMENT****TIME
HORIZON****DOWNTOWN CROWLEY**

Conduct 2-day incremental development workshop with local business owners and residents incorporate local "talent, treasure, and time" into downtown	●	◐	●	Downtown	Project-Tactical	Economic Development	Now
Identify properties along Main Street prime for redevelopment and develop strategies for each unique property location and setting	●	◐	●	Downtown	Project-Tactical	Economic Development	Now
Implement a site and facade improvements grant program for businesses along Main Street	◐	◐	◐	Downtown	Program	Economic Development	Now
Conduct a walkability audit of the downtown area	◐	◐	●	Downtown	Project-Tactical	Public Works	Next
Conduct parking study for proposed expanded district to quantify short- and long-term parking needs to support existing businesses and attract new businesses	◐	◐	●	Downtown	Program	Planning	Now
Revise Downtown Overlay District boundaries and regulations to include form-based codes for commercial development at different scales along West and East Main Streets	◐	◐	◐	Downtown	Regulatory	Planning	Now



ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
DOWNTOWN CROWLEY							
Extend Main Street improvements for entire length from intersection with Eagle Drive to intersection with Hwy 1187	<div></div>	<div></div>	<div></div>	Downtown	Project-Capital Improvement	City Management	Next
Improve S. Hampton Road and Magnolia Street with curb and gutter (where applicable), on-street parking and wide sidewalks to encourage pedestrian activity within and to the downtown district	<div></div>	<div></div>	<div></div>	Downtown	Project-Capital Improvement	Public Works	Next
Incorporate public art into fabric of Downtown District	<div></div>	<div></div>	<div></div>	Downtown	Program	Economic Development	Later
Evaluate and create incentives to relocate overhead utilities to rear of lot or underground for new development and redevelopment projects along Main Street corridor	<div></div>	<div></div>	<div></div>	Downtown	Project-Capital Improvement	City Management	Next
In conjunction with new regulations for downtown district, allow for architectural features to act as “gateway” elements, such as architectural elements at the corner of buildings located at the intersection of FM 731/Crowley Road and Main Street.	<div></div>	<div></div>	<div></div>	Downtown	Policy	Planning	Next
Codify and emphasize traditional neighborhood development	<div></div>	<div></div>	<div></div>	Downtown	Regulatory	Planning	Now



ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
DOWNTOWN CROWLEY							
Incorporate local music and art into Downtown businesses and events	<div></div>	<div></div>	<div></div>	Downtown	Program	City Management	Next
Identify and coordinate with property owner to use vacant lot(s) in downtown for pop-up events to promote local businesses and entrepreneurs	<div></div>	<div></div>	<div></div>	Downtown	Project-Tactical	Economic Development	Now
Continue to strengthen community identity through interactive public art at community events, such as Celebration of Freedom aka wall where people fill in “Crowley - A Great Place to Be...”	<div></div>	<div></div>	<div></div>	Downtown	Program	Planning	Now
Partner with Chamber to create videos which highlight existing business owners and their business	<div></div>	<div></div>	<div></div>	Downtown	Resource	Economic Development	Now
Use existing city-owned property as “temporary” park-n-ride facility to support alternative modes and establish location for future commuter and transit options available to residents	<div></div>	<div></div>	<div></div>	Downtown	Project-Tactical	City Management	Now
Acquire encroachment agreement with railroad to permit improved pedestrian facilities along railroad tracks	<div></div>	<div></div>	<div></div>	Downtown	Project-Capital Improvement	City Management	Next



ACTION / TASK

APPLICABILITY of GOAL

CONTEXT
AREA

CATEGORY

CHAMPION
DEPARTMENTTIME
HORIZON**DOWNTOWN CROWLEY**

Improve at-grade crossing at W. Mustang Street and Main Street to include enhanced pedestrian access and "Quiet Zone" facilities in downtown area	●	●	●	Downtown	Project-Capital Improvement	Public Works	Next
Improve N. Hampton Street between Main Street and Animal Shelter/E. Hampton with on-street parking, curb and gutter, wide sidewalks, streetscape and bike lanes	●	●	○	Downtown	Project-Capital Improvement	Public Works	Next
Improve S Beverly Street between Main Street and civic complex (Recreation Center, Library, Police Department and Fire Station with curb and gutter, wide sidewalks, streetscape and bike lanes	●	●	○	Downtown	Project-Capital Improvement	Public Works	Next
Extend S. Beverly Street improvements from civic complex to Eagle Drive	●	●	○	Downtown	Project-Capital Improvement	Public Works	Later
Increase connectivity to promote Downtown District – install sidewalks and on street bike lanes from SH 731/S. Hampton Road to Eagle Drive	●	●	●	Downtown	Project-Capital Improvement	Public Works	Next
Create a commuter rail station on City owned property along North Hampton Street	●	●	●	Downtown	Project-Capital Improvement	City Management	Later





ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
DOWNTOWN CROWLEY							
Install traffic calming measures and pedestrian-friendly facilities on Main Street corridor	<div></div>	<div></div>	<div></div>	Downtown	Project - Tactical	City Management	Next
Prioritize commuter rail stop	<div></div>	<div></div>	<div></div>	Downtown	Project-Capital Improvement	City Management	Now
Create a brand for Downtown District	<div></div>	<div></div>	<div></div>	Downtown	Program	Economic Development	Next
CROWLEY CROSSROADS							
Install crossings across FM 731 and SH 1187 to facilitate pedestrian and recreational activities associated with parks and trails	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Public Works	Next
Establish development guidelines for new large-scale commercial development	<div></div>	<div></div>	<div></div>	Crossroads	Regulatory	Planning	Next
Improve streetscape of existing traditional commercial development, including screening of existing surface parking lots	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Economic Development	Next
Provide incentives which promote unified sign program for existing and new commercial centers	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Economic Development	Next



ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
CROWLEY CROSSROADS							
Upgrade existing surface parking lots, to include landscape screening along street frontage	<div></div>	<div></div>	<div></div>	Crossroads	Project-Tactical	Economic Development	Next
Apply for TXDOT Green Ribbon funds for landscape improvements in the medians and parkway along FM 731 and Hwy 1187	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Finance	Now
Improved intersection at SH 1187 and Business Rt 1187 /McCart Ave	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Public Works	Later
Coordinate with TXDOT to provide sidewalks on existing SH 1187 with improvements scheduled for the segment between McCart and Chisholm Trail Parkway	<div></div>	<div></div>	<div></div>	Crossroads	Policy	City Management	Now
Coordinate with TXDOT for installation of enhanced intersections (stamped concrete sidewalks) and streetscape / light standards along FM 731 and SH 1187	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	Public Works	Next
Coordinate with TXDOT for installation of signalized intersection at S Hampton Road and FM 731 (near Deer Creek Estates)	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	City Management	Next
Signalized intersection on SH 1187 at S. Magnolia Street extension	<div></div>	<div></div>	<div></div>	Crossroads	Project-Capital Improvement	City Management	Next

**ACTION / TASK****APPLICABILITY of GOAL****CONTEXT
AREA****CATEGORY****CHAMPION
DEPARTMENT****TIME
HORIZON****LOCAL NEIGHBORHOODS**

Based on success of walkshops, meet with each neighborhood to identify immediate, low-cost infrastructure improvements, such as completed sidewalks to a city park and traffic calming bump outs at key intersections	●	●	○	Neighborhoods	Project - Tactical	Planning and Public Works	Now
Assess typical nuisance issues for single family and multifamily uses	◐	●	○	Neighborhoods	Policy	City Management	Now
Update regulations regarding dumpster standards on multifamily property	◐	●	○	Neighborhoods	Regulatory	Planning	Now
Neighborhood commercial nodes strategically located to provide convenient local goods and services; prioritize intersection of McCart and SH 1187	◐	●	◐	Neighborhoods	Policy	City Management	Next
Consider rental registration program - create a task force to evaluate and coordinate rental property maintenance	●	●	○	Neighborhoods	Policy	City Management	Next
Traffic calming / road diet on internal roads, as specified by neighborhoods	○	●	◐	Neighborhoods	Project - Tactical	Public Works	Next
Perform land use/fiscal analysis of large planned developments (i.e. Karis)	○	○	◐	Neighborhoods	Program	Planning	Now



ACTION / TASK	APPLICABILITY of GOAL			CONTEXT AREA	CATEGORY	CHAMPION DEPARTMENT	TIME HORIZON
OTHER							
Install roundabouts at several key intersections as identified in MTP	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Other	Project-Capital Improvement	Public Works	Later
New north entrance to Bicentennial Park at Crescent Springs Drive	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Other	Project-Capital Improvement	Parks	Later
Improve Main Street from Eagle Drive to Beverly (extension of current Main Street improvements)	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Downtown	Project-Capital Improvement	Public Works	Next
Improve Main Street from FM 731 to bridge on E Main Street, including bridge improvements (extension of current Main Street improvements)	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Downtown	Project-Capital Improvement	Public Works	Later
Create Access Management regulations in subdivision regulations	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	City	Regulatory	Planning and Public Works	Next
Create a Roundabout Policy prioritizing roundabouts as the preferred type of controlled intersection	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	City	Policy	City Management	Later

Notes

