



Cooke County's Comprehensive Plan for
LAKE RAY ROBERTS

April 2018

Acknowledgements

The following people contributed to the development of this Comprehensive Plan.

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Introduction

Background of Lake Ray Roberts

Lake Ray Roberts, formally Ray Roberts Lake, is in the southeast portion of Cooke County. Part of the lake is outside of Cooke County. The lake was named after Ray Roberts, a local congressman who supported the creation of the lake. The creation of the lake was a part of the U.S. Congress Rivers & Harbors Act of 1945, which authorized construction of many lakes in North Texas such as Benbrook Lake, Grapevine Lake, and Lavon Lake. Lake Ray Roberts was impounded in 1987 and is 29,350 acres of area. The Ray Roberts Dam is a 141-foot-tall earthen structure. The dam is under the control of the U.S. Army Corps of Engineers.

The lake is situated along the Trinity River Basin, which is the primary water source for Dallas-Fort Worth and Houston. The lake is one of the 22 reservoirs on the Trinity River. There is approximately 136 miles of shoreline in the County. The lake is a reservoir used for drinking water. The City of Dallas has 75 percent of the water rights and the City of Denton has 25 percent. In addition to supplying water, the lake helps contain floods, stores water, and provides a habitat for fish and wildlife.

The lake has many nature areas, including parks and trails. Ray Roberts State Park is located on the southeast side of the lake. This area was used by early hunter-gathers and archeologists have found the earliest known type of American projectile arrow points. Years later, the Spanish and French explorers passed through this area and in the 1840s, settlers arrived. Settlers lived in this area from the late 1800s to the 1940s and the remains of an early homestead can be visited at Isle de Bois.



Planning Purpose

The purpose of this Comprehensive Plan is to establish a vision for how the land around Lake Ray Roberts, within Cooke County, should develop and redevelop. The recommendations in this plan are geared toward protecting the health, safety, and general welfare of the residents within the area. The overall content of this Plan will serve as a guide for County officials, as well as residents, for development-related decisions. The Plan will also guide the development of the Lake Ray Roberts Zoning Regulation, which is how much of the plan's vision will be implemented.

Planning Context

Legal Authority

Chapter 231 outlines the legal requirements for zoning regulations to be enacted around certain lakes and reservoirs in Texas. It enables Cooke County to regulate zoning within the area that is 5,000' from the Lake Ray Roberts shoreline.

Study Area

Lake Ray Roberts is located in the southeast portion of Cooke County. The study area, depicted in Map 1 (Page 9), is the 5,000' buffer around the portion of Lake Ray Roberts in Cooke County.

Cities in the Study Area

The cities of Valley View and Road Runner are located within the lake planning area. The City of Road Runner was incorporated during the creation of this plan in 2017. The City of Pilot Point, which is located in Denton County, has its ETJ within the planning area.

County Quick Facts

- **Founded in 1848**
- **County Seat: Gainesville, TX**
- **Approximately 900 Square Miles**
- **University: North Central Texas College**
- **Municipalities: Gainesville, Callisburg, Lindsay, Valley View, Muenster, Oak Ridge, and Road Runner**
- **Four Independent School Districts**



Previous Planning Studies

Lake Ray Roberts Growth Management Plan

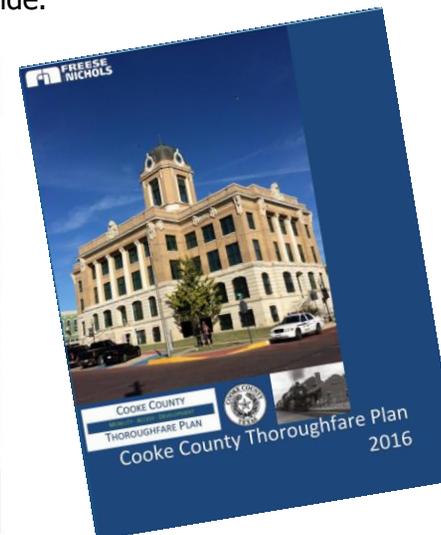
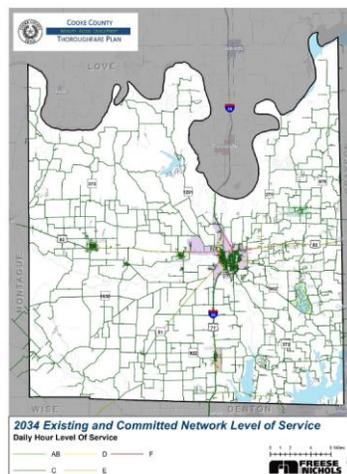
The Lake Ray Roberts Growth Management Plan was prepared for the City of Dallas and the City of Denton in 2002. These two entities have the water rights to the lake. The purpose of the plan was to determine the potential impacts of development immediately surrounding the lake on water quality and quantity. The plan recommended a land use pattern around the lake. **Similar to the Growth Management Plan, this Comprehensive Plan recommends a development pattern that promotes low-density residential and rural atmosphere.**

Cooke County Thoroughfare Plan

The Cooke County Thoroughfare Plan was completed in early 2017. The purpose of the plan was to project transportation and right-of-way needs for the development of long-range transportation improvements. The Thoroughfare Plan was coordinated with local municipalities' planning documents, as well as the planning documents of surrounding counties. The plan provided long-term recommendations for transportation infrastructure needs and maintenance.

Cooke County Zoning and Subdivision Diagnostic Report

The Zoning and Subdivision Diagnostic Report was completed in July 2016. This report examined the current zoning and subdivision regulations to determine where updates are needed. Upon completion of this Comprehensive Plan, the zoning and subdivision regulations will be updated using the diagnostic report, and this Plan, as a guide.



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Chapter 1

Baseline Analysis

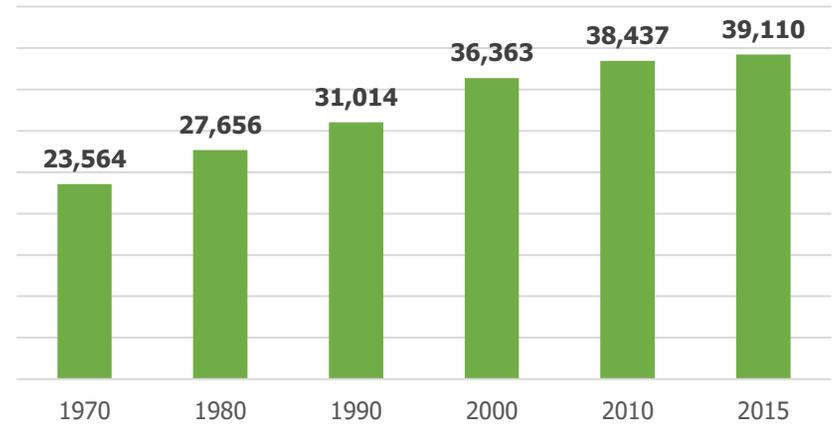
Demographic Profile

Population

According to the U.S. Census Bureau, as of July 1, 2015, the population of Cooke County is 39,110. The County steadily grew in the decades of 1970s, 1980s, and 1990s. Since 2000, the growth of the County has slowed significantly.

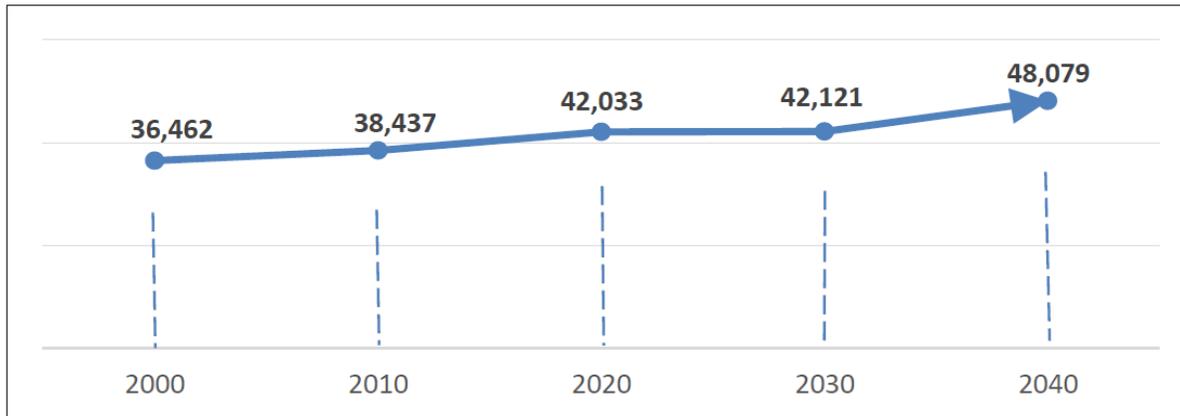
Cooke County is relatively rural in nature. The population increased just over seven percent between 2000 and 2015, bringing the total to 39,110. According to the Cooke County Thoroughfare Plan, by 2040, the County is expected to have roughly 48,000 people - an addition of over 9,500 residents. Most of the growth projected will occur between 2030 and 2040, adding nearly 5,958 people. Though there is relatively slow population growth projected over the next 25 years, it is important for the County to plan for the projected growth and recognize opportunities to capture and facilitate future growth.

Figure 1: Historical Population Trend



Source: US Census Bureau and American Community Survey

Figure 2: Future Population Scenarios



Source: Cooke County Thoroughfare Plan

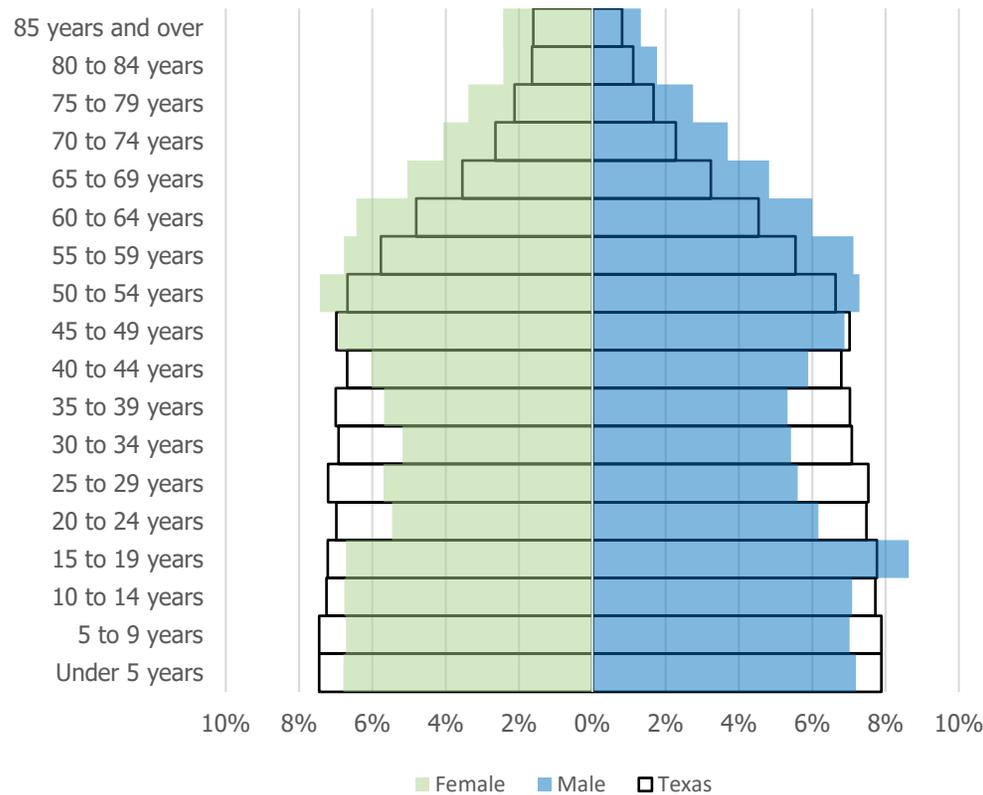
Cooke County Municipalities

- Callisburg 363
- Gainesville 16,292
- Lindsay 1,078
- Muenster 1,608
- Oak Ridge 173
- Valley View 768
- Road Runner 668

Age and Gender

Analyzing the age composition within an area can provide insight to the services and facilities that may be needed in the future. Awareness of these age distribution changes will ensure that the area surrounding Lake Ray Roberts can meet the needs of the local age groups. The median age in Cooke County is 39.4 years. As shown in Figure 3, Cooke County has a large population of middle-aged adults and senior citizens when compared to the State of Texas. The County is lacking in residents ages 20 to 44 years, which are often residents in their family formation years. Since this young adult age group is lacking, there are also fewer children compared to the state of Texas.

Figure 3: Population Pyramid



Source: American Community Survey 2011-2015



Race and Ethnicity

Information regarding race and ethnicity is important to local governments to ensure that all citizens are represented in the decision-making process. The primary race of Cooke County is white, composing 92 percent of the population.

Less than three percent are Black or African American, one percent identified as American Indian and Alaska Native, and less than one percent are Asian. The racial makeup is nearly homogenous, largely composed of white population; however, the population has a little more variety in ethnic makeup.

Figure 4: Distribution of Race and Ethnicity



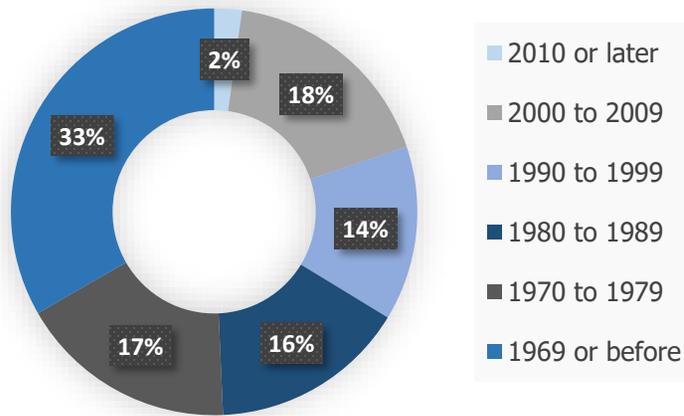
Race	
White	92.20%
Black or African American	2.40%
American Indian or Alaska Native	1.20%
Asian	0.70%
Native Hawaiian and Other Pacific Islander	0.10%
Some other race	0.90%
Two or more races	2.50%
Ethnicity	
Total Population	100%
Hispanic or Latino (of any race)	16.9%
Not Hispanic or Latino	83.1%

Source: American Community Survey 2011-2015

Housing

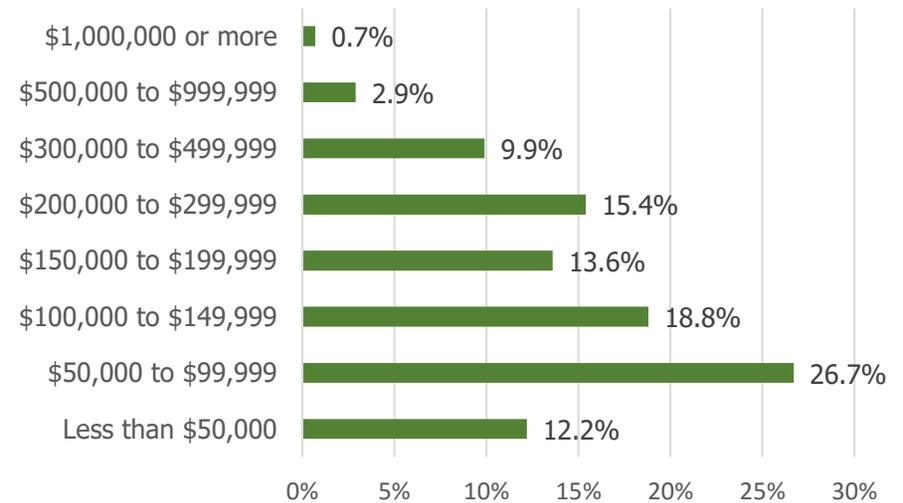
There are approximately 16,661 housing units in Cooke County. Of all the housing units, approximately 87 percent are occupied, and 12 percent are vacant. One-third of the housing units are single-family houses and were built in 1969 or before. The median home value is \$122,700.

Figure 5: Year of Establishment



Source: American Community Survey 2011-2015

Figure 6: Home Value



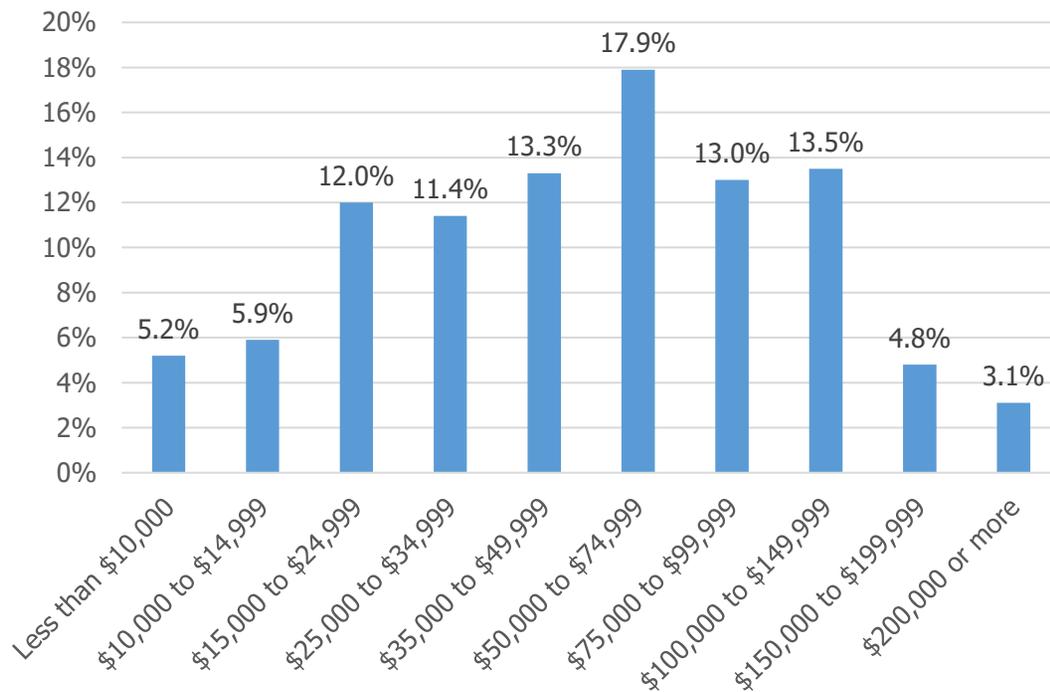
Source: American Community Survey 2011-2015



Income

Household income is important to consider in comprehensive planning because it reveals information about the local economy and potential for economic growth. The median household income in Cooke County was \$52,406, less than 1.5 percent lower than the state’s median household income (\$53,207). Interestingly, Cooke County’s median household income has increased 35 percent since 2000 (\$38,704). This, coupled with a population increase of only seven percent since 2000, is an indicator that existing County households are becoming more affluent.

Figure 7: Median Household Income



Source: American Community Survey 2011-2015

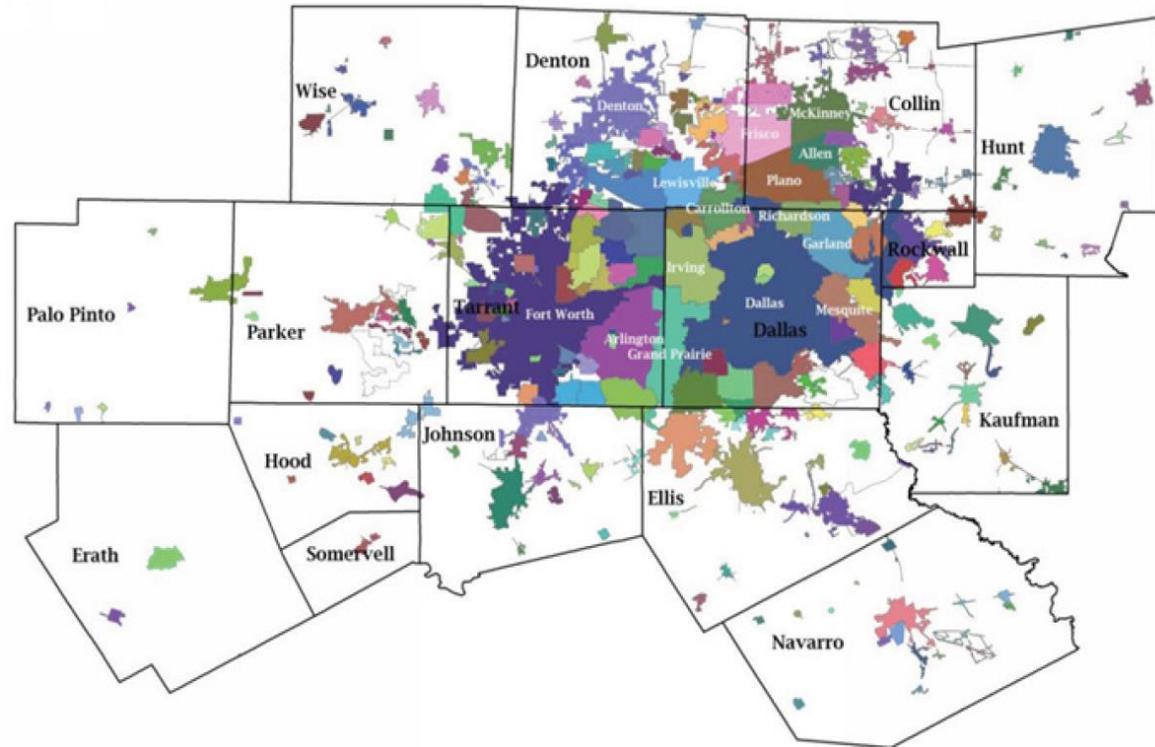


Regional Population Growth

The anticipated growth in the Dallas-Fort Worth (DFW) area is a major factor in the future growth of Cooke County. The County is adjacent to the DFW area, which is the 4th largest Metropolitan Statistical Area in the country. According to Vision North Texas 2050, DFW is expected to grow by 4.1 million people between 2000 and 2030. By 2050, the DFW area is anticipated to have approximately 11.7 million people. The growth is not expected to stay in the current geographic boundaries of the DFW area, but will eventually move to the periphery, which includes Cooke County.

<u>Cooke County Population Projections</u>	
2020:	41,643
2025:	43,246
2030:	44,695
2035:	45,939
2040:	47,038
2045:	48,131
2050:	49,368

Source: Texas State Data Center



Source: North Central Texas Council of Governments

School Districts

The Lake Ray Roberts study area includes four independent school districts: Valley View ISD, Callisburg ISD, Gainesville ISD, and Pilot Point ISD. These school districts will benefit from additional growth and development around the lake in the form of property tax revenues. Generally, this gain in school district revenue will not be accompanied by a proportionate increase in student population, because the majority of valuations are expected to come from weekend and vacation residences. The following provides a description of each of the four school districts.

Valley View ISD

Majority of the study area (the north and west side) is in Valley View ISD. The district is 89 square miles and includes one elementary school, one middle school, and one high school. The student-teacher ratio is 13 to 1 with a total enrollment of approximately 744 students.

Callisburg ISD

A portion of the northeast side of the study area is in Callisburg ISD. The district is 131 square miles and includes one elementary school, one middle school, and one high school. The student-teacher ratio is 13 to 1 with a total enrollment of approximately 1,146 students.

Gainesville ISD

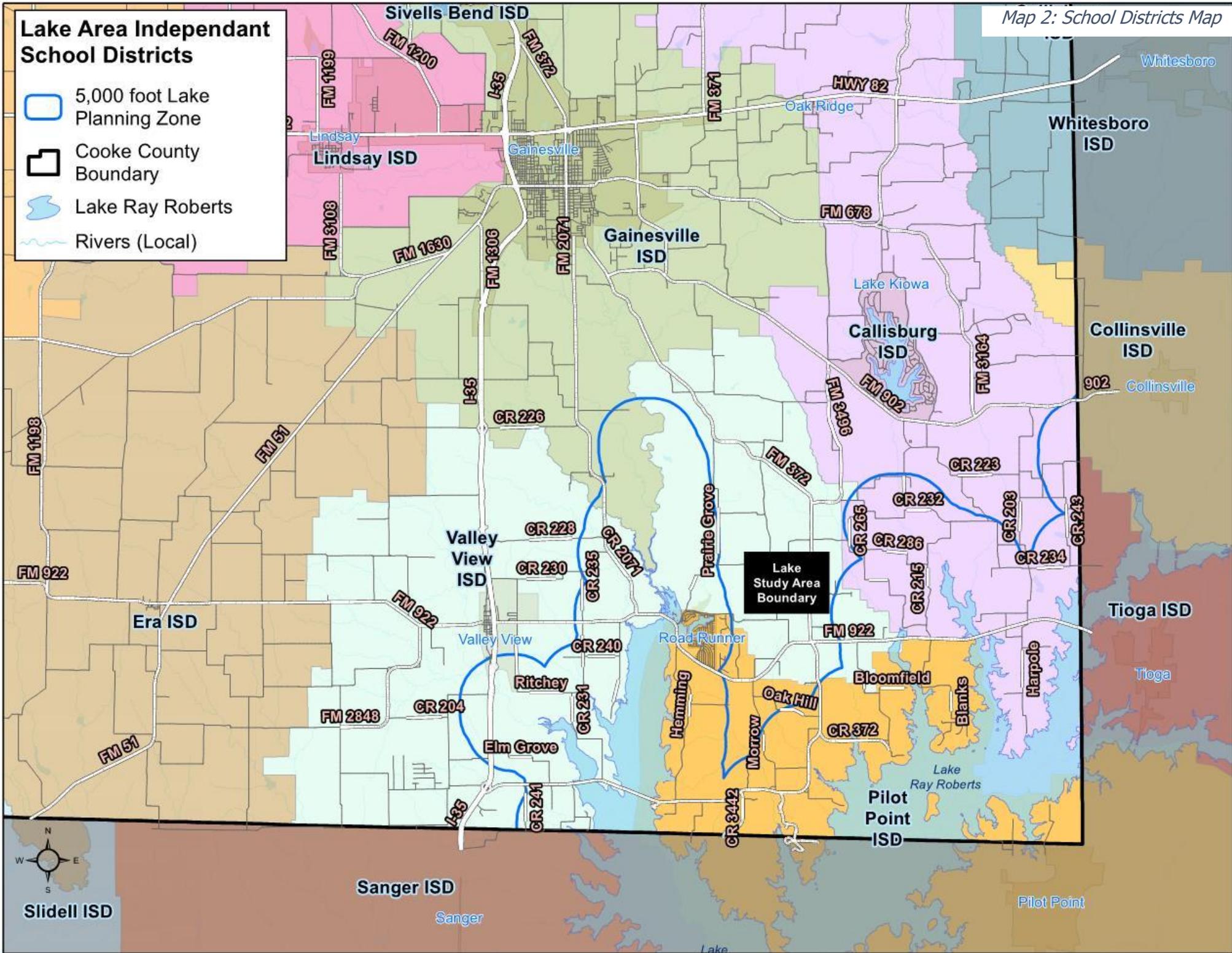
A small portion of Gainesville ISD is in the study area. The district is 79 square miles and includes two elementary schools, one intermediate school, one junior high school, and one high school. The student-teacher ratio is 15 to 1 with a total enrollment of approximately 2,858 students.

Pilot Point ISD

A small portion of Pilot Point ISD is in the study area. The district is 125 square miles and includes one elementary school, one intermediate school, one middle school, and one high school. The student-teacher ratio is 13 to 1 with a total enrollment of approximately 1,391 students.

Lake Area Independant School Districts

-  5,000 foot Lake Planning Zone
-  Cooke County Boundary
-  Lake Ray Roberts
-  Rivers (Local)



Physical Features

The area's constructed and natural patterns have influenced the shape and growth around Lake Ray Roberts. Understanding how these features influence and regulate the current development patterns can provide insight into the most appropriate way to develop the area in the future. These patterns are divided into two primary categories: natural constraints that include the geographical aspects of the planning area and constructed constraints that include the features that have been constructed or added to the area. Map 4 (Page 23) shows the physical features that include development around Lake Ray Roberts.

Natural Constraints

Elm Fork Trinity River

The Elm Fork Trinity River runs through the County and feeds into Lake Ray Roberts. The river then runs from Lake Ray Roberts to Lake Lewisville to the south.

Take Line

The take line marks the boundary between private property and the lake. The take line is at an elevation of 645 feet above mean sea level.

100-Year Floodplain

Land that lies within a floodplain is usually difficult and costly to develop. However, floodplains provide opportunities for recreational uses, such as parks and trails. It is important to note that "100-Year" does not mean that the land in the floodplain will flood every 100 years, but means that there is a 1% chance of a flood occurring each year in a 100-year period.

Drainage Basins

A drainage basin is an area of land in which precipitation flows downhill and into a body of water such as a lake, river, or wetland. It includes both the streams and rivers that convey water, as well as the surface water and water table from which water drains into the channels. There is an imaginary line, commonly known as the watershed, that separates neighboring drainage basins and establishes the basin into which precipitation will flow. Map 3 (Page 21) depicts the drainage basin that Lake Ray Roberts is in and the neighboring basins.

Constructed Constraints

Roadways

IH-35 runs north-south through the center of the County. It crosses US-82 in Gainesville. This corridor is the gateway to Texas from Oklahoma and provides access to the DFW Metroplex. US-82 runs east-west through the center of the County. It crosses IH-35 in Gainesville. This corridor provides access to Sherman to the east and Wichita Falls to the west.

BNSF Railroad

The BNSF railroad line runs north-south through the center of the County and parallel to IH-35. This is the only active railroad corridor in Cooke County.

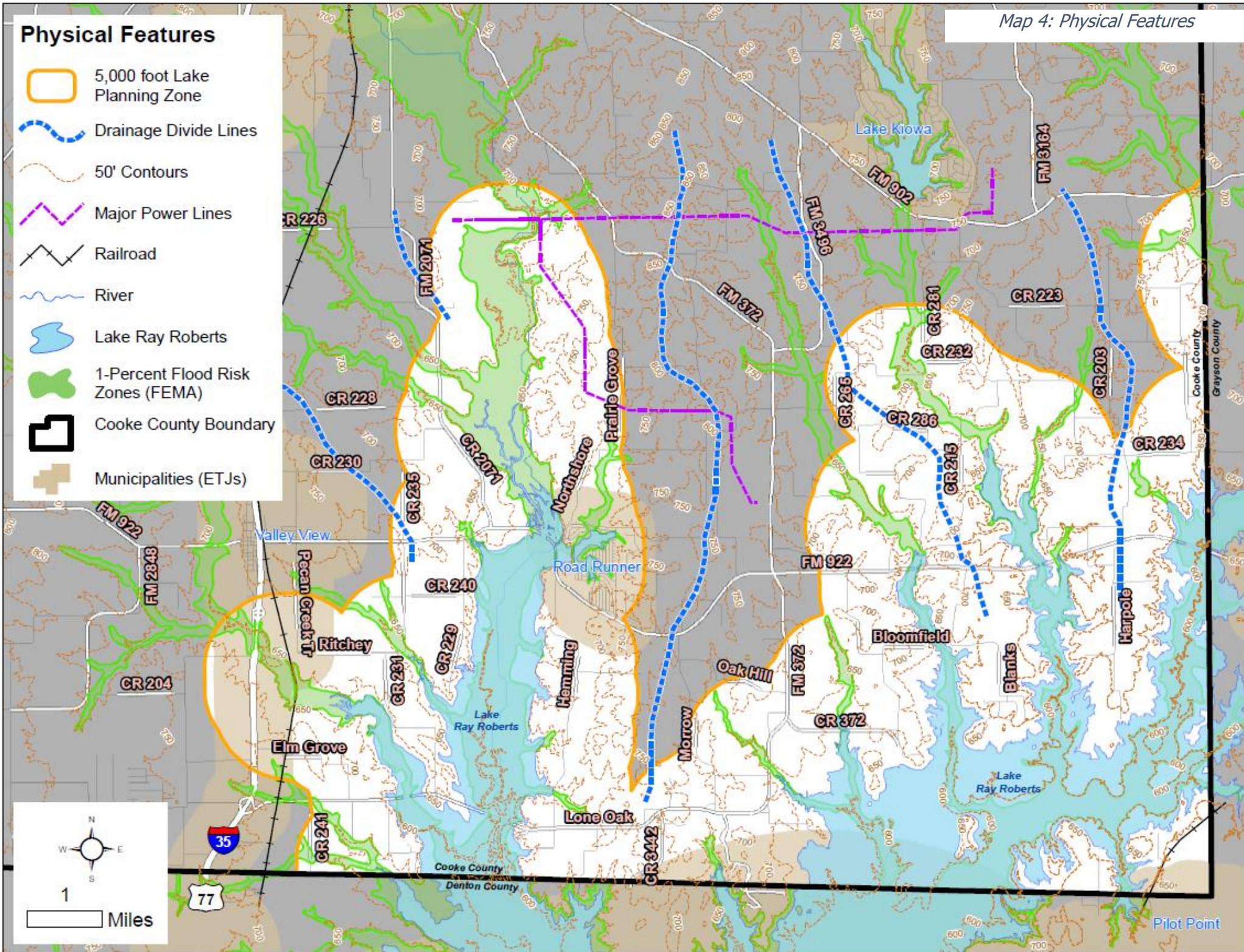
Power Lines

Major transmission lines are located in the northern portion of the study area as shown in Map 4 (Page 23).



Physical Features

- 5,000 foot Lake Planning Zone
- Drainage Divide Lines
- 50' Contours
- Major Power Lines
- Railroad
- River
- Lake Ray Roberts
- 1-Percent Flood Risk Zones (FEMA)
- Cooke County Boundary
- Municipalities (ETJs)



Pilot Point

Existing Land Use

Summary of Existing Land Use Pattern

- Primarily vacant/agricultural land
- Primarily single-family residential within the developed land
- Room for growth and development
- Opportunity to preserve natural areas

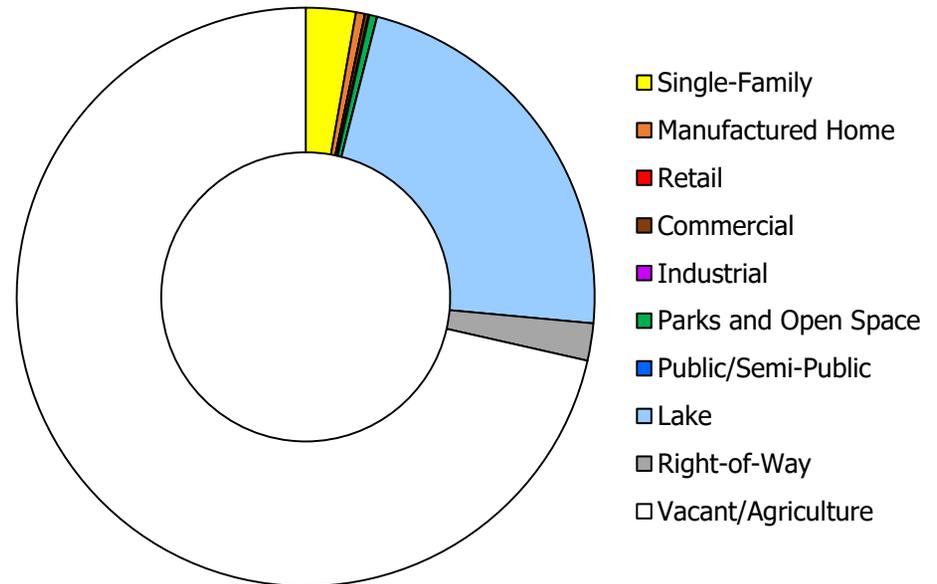
Providing for the orderly and efficient use of land is a major planning consideration of Lake Ray Roberts. The relationships of existing and future land uses will shape the character and quality of life of the community for many years to come. In order to accurately assess the area’s future land use needs, an analysis of present land use patterns is important. These existing land use patterns are depicted in Figure 8.

There are approximately 951 single-family housing units and 459 manufactured home units in the study area. Most of the land in the study area is vacant or used for agriculture. This allows room for growth and development, as well as the preservation of natural areas.

Table 1: Existing Land Use Distribution for the Study Area

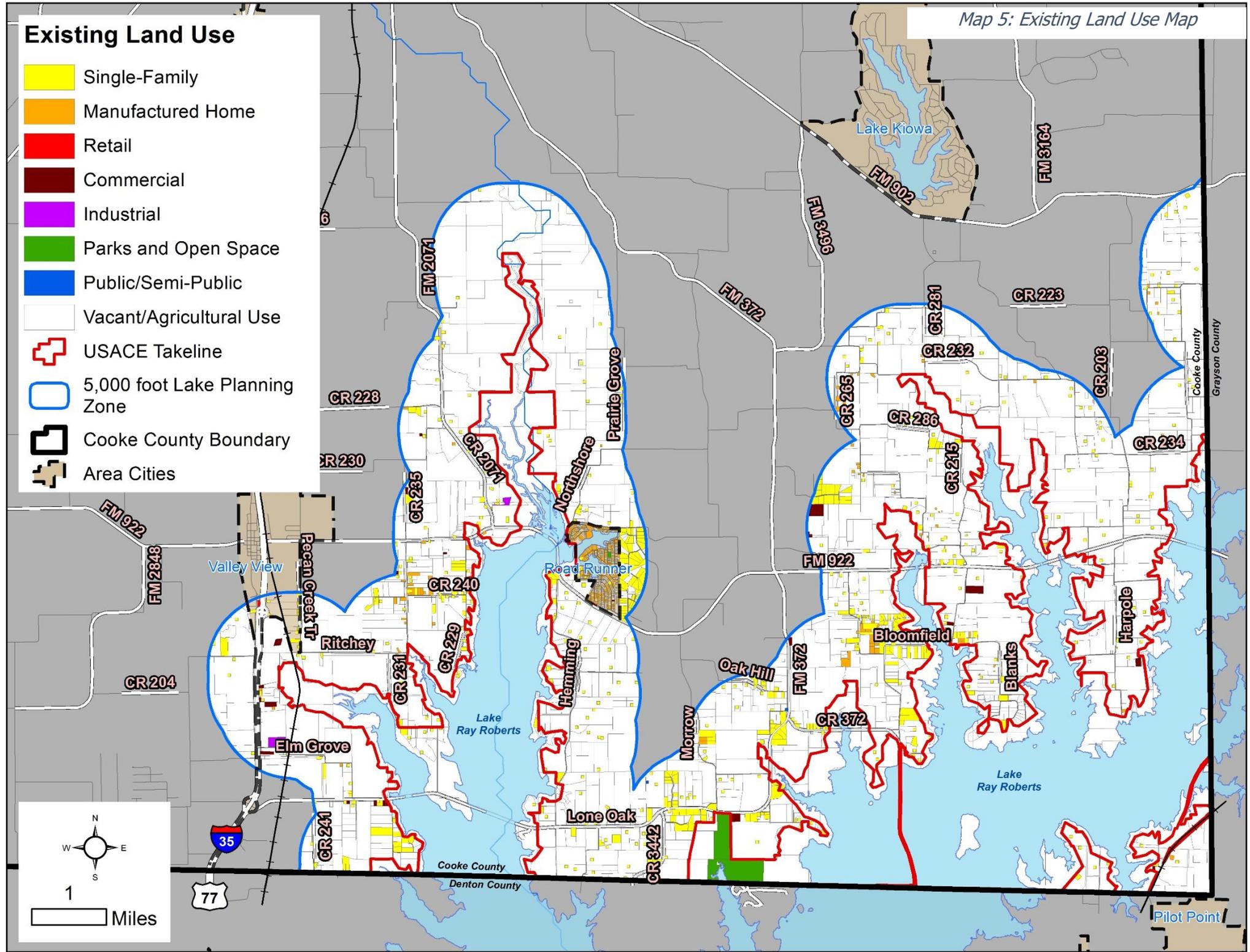
	Acres	% of Total Acres
Single-Family	1,426	2.8%
Manufactured Home	257	0.5%
Retail	2	0.0%
Commercial	100	0.2%
Industrial	27	0.1%
Parks and Open Space	219	0.4%
Public/Semi-Public	3	0.0%
Lake	11,489	22.5%
Right-of-Way	1,063	2.1%
Vacant/Agricultural Use	36,515	71.5%
Total	51,101	100.0%

Figure 8: Existing Land Use Distribution for the Study Area



Existing Land Use

- Single-Family
- Manufactured Home
- Retail
- Commercial
- Industrial
- Parks and Open Space
- Public/Semi-Public
- Vacant/Agricultural Use
- USACE Takeline
- 5,000 foot Lake Planning Zone
- Cooke County Boundary
- Area Cities



Pilot Point

Existing Zoning

Summary of Existing Zoning

- Predominantly Agricultural District
- Residential Acreage District is the primary residential district
- Limited and scattered light and heavy industrial uses

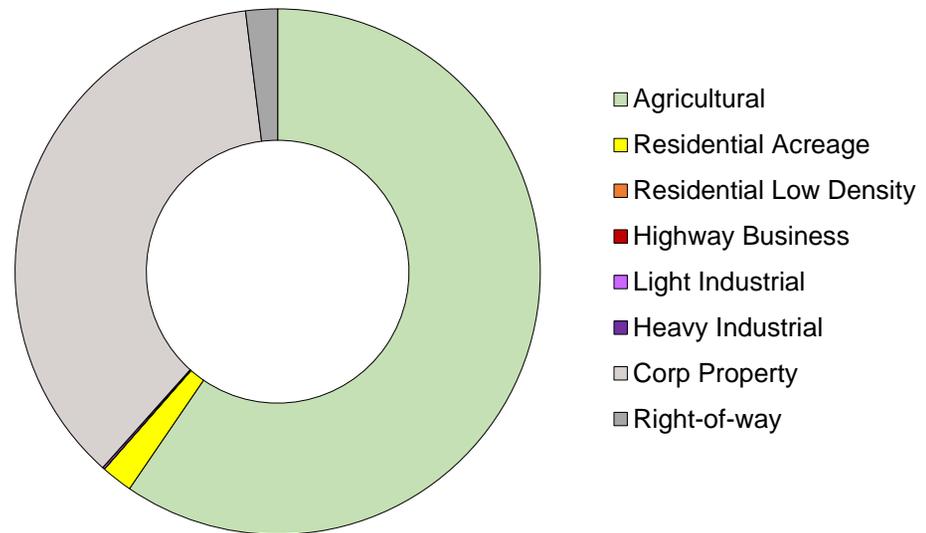
In order to formulate the Future Land Use Map, which eventually guides the zoning of the area, it is important to analyze the existing zoning of the planning area. The analysis provides useful direction on where the area’s current zoning stands and how a smooth transition can take place through the formulation of the Future Land Use Map and future possible zoning classifications. The existing zoning is shown in Map 6 (Page 27).

Similar to what is reflected in the existing land use analysis, the current zoning of the planning area is predominantly agricultural. Among the residential districts, the Residential Acreage District that has a minimum lot size of 2.5 acres is the most common residential zoning district.

Table 2: Existing Zoning Distribution for the Study Area

	Acres	% of Total Acres
Agricultural	30,426	59.5%
Residential Acreage	988	1.9%
Residential Low Density	0	0.0%
Highway Business	5	0.0%
Light Industrial	62	0.1%
Heavy Industrial	2	0.0%
USACE Property	18,618	36.4%
Right-of-way	999	2.0%
Total	51,101	100.0%

Figure 9: Existing Zoning Distribution for the Study Area

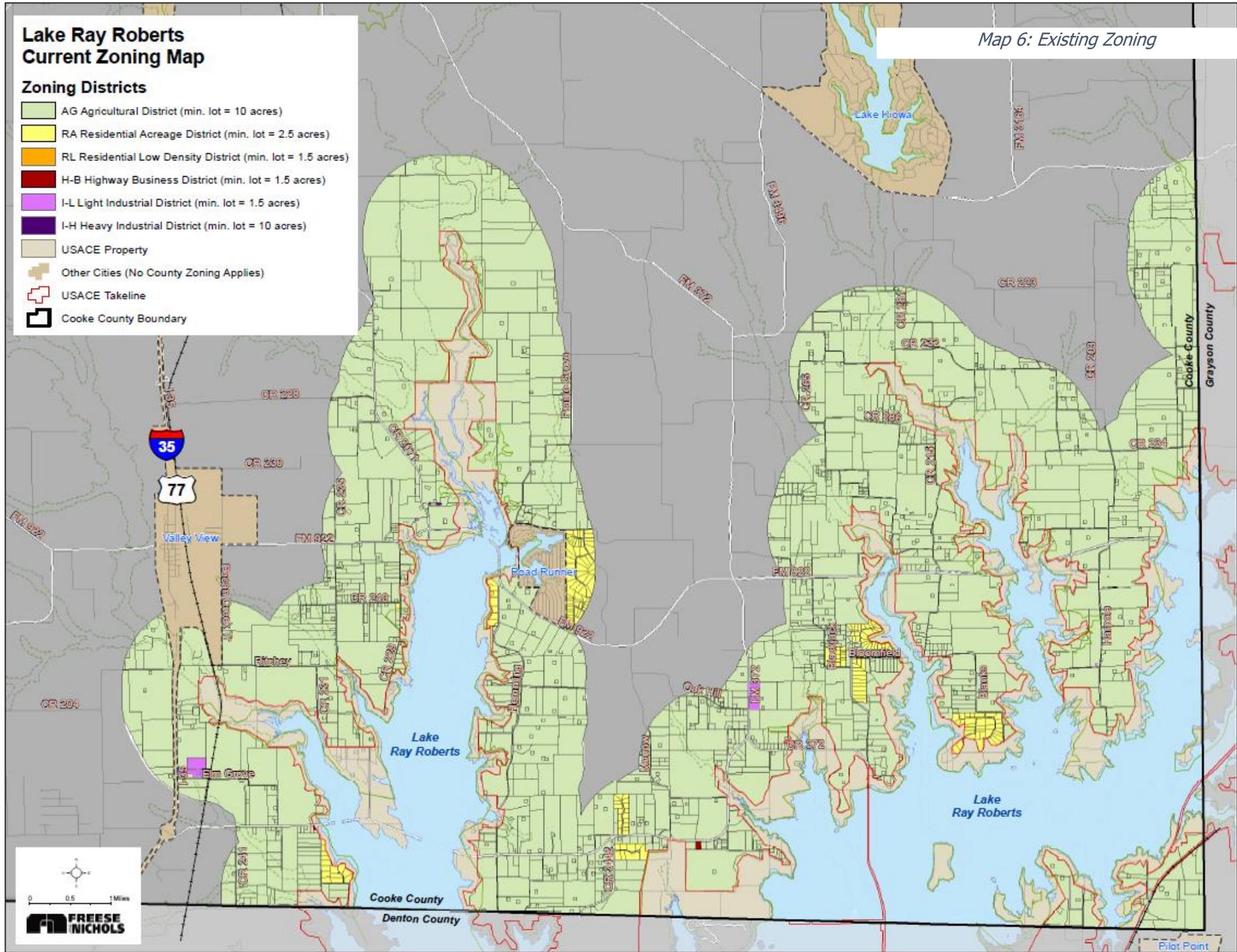


Lake Ray Roberts Current Zoning Map

Map 6: Existing Zoning

Zoning Districts

- AG Agricultural District (min. lot = 10 acres)
- RA Residential Acreage District (min. lot = 2.5 acres)
- RL Residential Low Density District (min. lot = 1.5 acres)
- H-B Highway Business District (min. lot = 1.5 acres)
- I-L Light Industrial District (min. lot = 1.5 acres)
- I-H Heavy Industrial District (min. lot = 10 acres)
- USACE Property
- Other Cities (No County Zoning Applies)
- USACE Takeline
- Cooke County Boundary



0 0.5 1 Miles

FREESE NICHOLS

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Chapter 2
Visioning

Background

It is important to think about how the area around Lake Ray Roberts will develop in the future. Setting a long-term vision helps to guide the development of a comprehensive plan. At the beginning of the planning process, a vision was set by identifying issues and needs. This vision was developed through a process involving the residents, the Planning and Zoning Commission and Commissioners Court.

Formation and Purpose of the Lake Planning and Zoning Commission

The Lake Planning and Zoning Commission is formulated based on the Texas Local Government Code Section 231, Subchapter F:

- A Lake Planning and Zoning Commission is established for the lake area in the County and is composed of:
 - Three (3) residents of the affected precincts who own land in the County, appointed by the County Judge of the County;
 - One (1) resident of each Commissioners precinct that is affected, appointed by the County Commissioner for that precinct, and if only one precinct is affected, the Commissioner shall appoint two (2); and
 - The Mayor of each municipality the territory or extraterritorial jurisdiction of which includes any part of the lake area in the County.
- Except for the initial appointed members, the appointed members of the Commission are appointed for terms of two (2) years expiring on February 1 of each odd-numbered year. The initial appointed members are appointed for terms expiring on the first February 1 of an odd-numbered year occurring after the date of their appointment.
- The Commission annually shall elect a chairman and vice-chairman from its members. The Commissioners Court shall employ staff for the use of the Commission in performing its functions.
- A Mayor serving on the Commission may designate another person to serve in place of the Mayor at one or more Commission meetings.

Lake Planning and Zoning Commission Meeting #1

Date of Meeting: Monday, March 6, 2017

Location: Mountain Springs Community Center

Time: 6:30 pm to 8:30 pm

Purpose: To kick-off the project, explain the planning process, and obtain general input about the overall vision for the lake.

Summary of Input

- Consistent and compatible land uses are desired
- Land uses should be primarily residential
- Need to limit small lot developments
- There existing small tracts of land near the lake are undesirable
- Maintain and build upon rural feel
- Need compatible densities
- Regulating land use and lot size is critical
- Need for more recreational areas should be investigated; should be coordinated with USACE
- Need provisions for bed and breakfast inns, wineries, and event venues
- Limit the areas allowed for commercial uses
- Need to maintain tax base
- Consider investigating in oil drilling standards
- Consider developing standards for short-term rentals
- Need for public education about the lake zoning
- Need compatible infrastructure
- Regulation of building materials is not a priority
- Quality development is desired
- Allow smaller tracts closer to existing infrastructure
- Home-based businesses turning into larger operations with accessory buildings could be an issue
- Some interest in Pilot Point area for developing new residential subdivisions



Stakeholder Interviews

Date of Meeting: Friday, April 7, 2017

Location: Mountain Springs Community Center

Time: 9:00 am to 5:00 pm

Purpose: To obtain vision for the lake, development opportunities, discuss good and bad examples and gain input.

Summary of Input

- Limited outdoor amusement such as motortrucks is desired
- Outdoor storages should be regulated
- Interested in commercial uses that generate sales tax
- Need regulations for older areas
- Need regulations for smaller and incompatible lots
- Light industrial uses that do not impact water quality can be permitted
- Light industrial should be located in the northern side of the area along I-35
- Access to shoreline is not desirable
- Need regulation for small lake-oriented retail shops
- Denton County regulations and land use plans can be investigated
- Tracts should be kept larger; lot sizes should be regulated
- Interest in home-based businesses around the lake
- Existing houses have lake view but no lake access

List of Stakeholder Groups

- County Judge and Commissioners
- EMS Director
- Emergency Management/Fire Marshal
- Sheriff
- Environmental Health Representative
- Land Surveyor Representative
- Tax Appraisal District Representative
- Planning and Zoning Commission
- Real Estate Representative

Discussion Questions

1. **Vision for the Lake:** The lake is a valuable resource to the County and attracts visitors from all over the region. What is best asset of the lake area? How should land around the shoreline be developed? What is your vision for the lake area?
2. **Your Organization:** How might your organization be influenced by additional development around the lake?
3. **Development Opportunities:** What uses should be promoted and what should be avoided around the lake? What should the lake offer residents and visitors?
4. **Example Lakes:** What lakes would be good examples or bad examples to follow?
5. **Additional Comments or Ideas:** Do you have any additional comments or ideas regarding the lake? What do you think needs to be considered during the comprehensive planning process?

Lake Planning and Zoning Commission Meeting #2

Date of Meeting: Monday, July 17, 2017

Location: Mountain Springs Community Center

Time: 5:30 pm to 7:30 pm

Purpose: To present the first draft comprehensive plan and receive input.

Summary of Input

- 10 acre lots are desired
- Keeping the rural feel within the study area is the top priority
- Retail land uses should be limited to specific areas
- Branding signage to advertise the area as a nature zone is desired



Lake Planning and Zoning Commission Meeting #3

Date of Meeting: Tuesday, September 5, 2017

Location: Mountain Springs Community Center

Time: 5:30 pm to 7:30 pm

Purpose: To present the second draft comprehensive plan and receive further input

Summary of Input

- Keeping the rural feel within the study area is the top priority
- Proposed future land use categories should be reconsidered to provide lower density
- Protection of the lake should require larger lots to reduce storm-water runoff
- Home/Parcel values within the study area should be evaluated
- Drainage study requirements should be included



Lake Planning and Zoning Commission Meeting #4

Date of Meeting: Wednesday, October 25, 2017

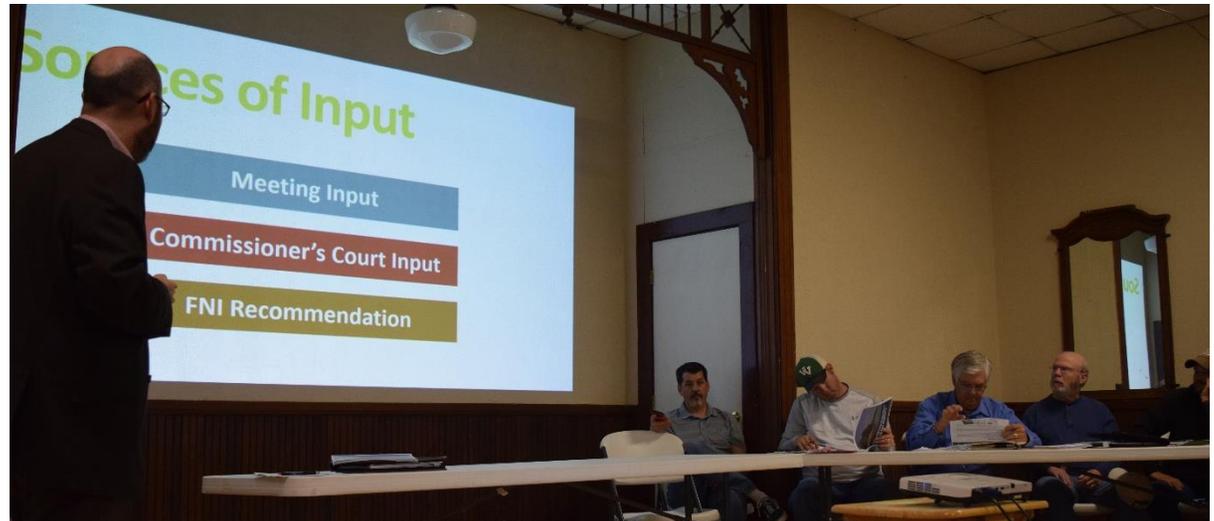
Location: Mountain Springs Community Center

Time: 5:30 pm to 7:30 pm

Purpose: To present the third draft comprehensive plan and gain consensus on specific topics

Summary of Input

- The market analysis section was discussed
- Appropriate lot sizes for the future land use categories were discussed
- The prospect of adding a soft buffer was discussed
- Residential lot size compatibility and transition policy was discussed
- Lake recreation and trails components were discussed



Commissioners Court and Lake Planning and Zoning Commission Joint Meeting

Date of Meeting: Monday, December 18, 2017

Location: 101 S Dixon St, Gainesville, TX 76240

Time: 10:00 am to 12:00 pm

Purpose: To present the third draft comprehensive plan and gain consensus on specific topics between the Commissioners Court and the Lake Planning and Zoning Commission

Summary of Input

- The Future Land Use chapter and its components were discussed in detail
- Appropriate lot sizes for Future Land Use categories were discussed; the key discussion topic was the minimum lot size requirement for the Lake Residential land use category; where the Planning and Zoning Commission was in favor of a 5-acre minimum and the Commissioners Court was in favor of a 2.5-acre minimum
- Overall intent and purpose of the comprehensive plan was discussed



Lake Planning and Zoning Commission Meeting #5

Date of Meeting: Tuesday, January 23, 2018

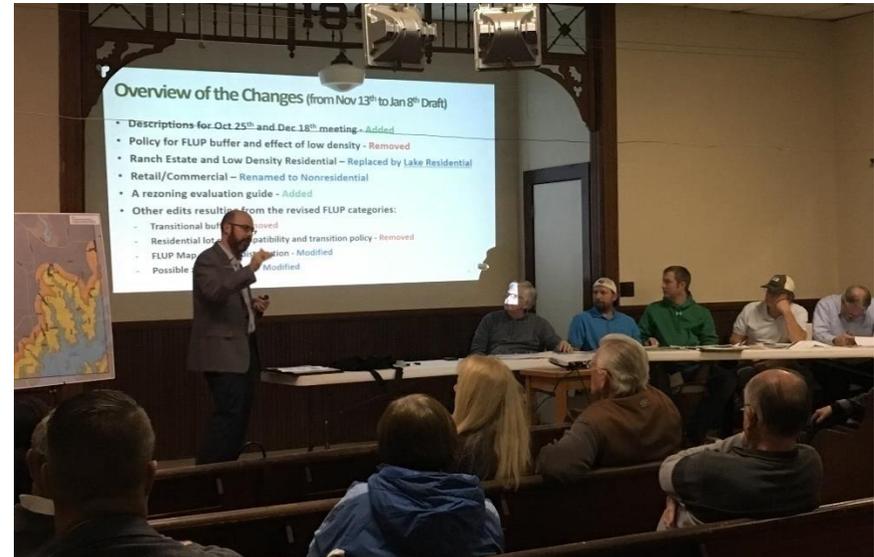
Location: Mountain Springs Community Center

Time: 7:00 pm to 9:00 pm

Purpose: To present the final draft comprehensive plan for Planning and Zoning Commission consideration

Summary of Input

- The input received during the joint meeting of the Commissioners Court and the Planning and Zoning Commission was presented
- Detailed discussion reconciled the differences between the draft formulated with the October 25th meeting input and the draft formulated with the December 18th meeting input
- The Planning and Zoning Commission recommended a 5-acre minimum lot size for the Lake Residential land use category
- The Planning and Zoning Commission recommended the plan for adoption with revisions



Commissioners Court Meeting

Date of Meeting: Monday, March 12, 2018

Location: 101 S Dixon St, Gainesville, TX 76240

Time: 10:00 am to 12:00 pm

Purpose: To present the plan recommended by Planning and Zoning Commission to Commissioners Court to consider adoption

Summary of Input

- Three citizens expressed support for the plan recommended by the Planning and Zoning Commission
- The chair of Planning and Zoning Commission spoke and discussed the reasonings behind the recommendations
- The plan formulated with P&Z recommendations was presented to Commissioners Court
- The Commissioners Court considered the Planning and Zoning Commission's recommendation for a 5-acre minimum lot size and ultimately decided that a 2.5-acre minimum lot size is appropriate for the Lake Residential land use category.
- The Commissioners Court reviewed and discussed different elements of the plan and agreed on updates to the plan's lot size recommendations.



Commissioners Court Meeting

Date of Meeting: Wednesday, April 18, 2018

Location: 101 S Dixon St, Gainesville, TX 76240

Time: 10:00 am to 12:00 pm

Purpose: To consider the Comprehensive Plan for adoption

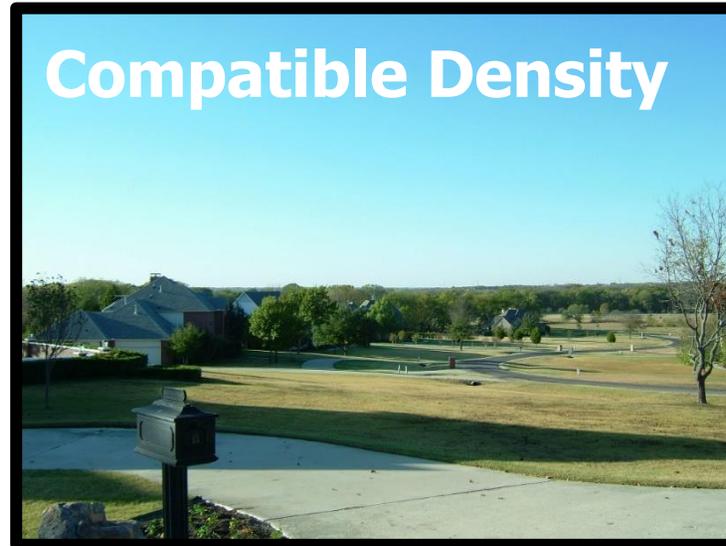
Summary of Input

- The Commissioners Court considered the plan for adoption
- The Commissioners Court discussed additional revisions to the plan
- The Commissioners Court decided to consider the plan for adoption on a later date



Vision

The vision for Lake Ray Roberts revolves around providing for the following:



Chapter 3

Future Land Use

Background

An important part of this Comprehensive Plan is establishing the ideal Future Land Use Plan for the area. The Future Land Use Plan and Map portray the overall framework of desired land uses surrounding the Lake Ray Roberts. Specifically, the Future Land Use Plan designates various areas within the planning area for particular land uses, based principally on the specific land use policies outlined herein.

The Future Land Use Map, shown in Map 8 (Page 50), is graphically depicted for use during zoning and development plan review process. It is important to note that the Future Land Use Map is not a zoning map, which legally regulates specific development requirements on individual parcels. Rather, the zoning map, which will be updated once the Comprehensive Plan is completed, should be guided by the graphic depiction of the preferred long-range development pattern as shown on the Future Land Use Map.

One of the recurring themes that emerged during the public input process was the desire to keep the area rural with low density land use categories. To obtain an understanding of the existing lot sizes, an analysis of the size of existing parcels has been conducted.

Table 3: Parcel Size Analysis

Parcel Sizes	Percentages based on Acreages
Parcels larger than 30 acres	65%
Parcels between 30 acres and larger than 10 acres	21%
Parcels between 10 acres and larger than 5 acres	7%
Parcels between 5 acres and larger than 2.5 acres	4%
Parcels 2.5 acres or less	3%
Total developable acreage within study area = 32,385	

The parcel size analysis based on acreages demonstrates the amount of land these categories contain within the study area. This analysis shows that the majority of the area is comprised of parcels that are larger than 30 acres.

Parcel Sizes	Percentages based on Parcel Counts
Parcels larger than 30 acres	9%
Parcels between 30 acres and larger than 10 acres	11%
Parcels between 10 acres and larger than 5 acres	9%
Parcels between 5 acres and larger than 2.5 acres	9%
Parcels 2.5 acres or less	62%
Total number of parcels within the study area = 3,551	

The parcel size analysis based on parcel counts demonstrates the ratio of the number of parcels for these categories. This analysis shows that the majority of the parcels in the study area are 2.5 acres or less.

Future Land Use Categories

Future Land Use and Zoning

The Future Land Use Plan informs the zoning regulation by providing a framework for where land uses are suitable around the lake. There are two ways the County can rezone the land -- reactive and proactive.

The reactive way is when new uses are being planned by residents and developers, they will submit a rezoning request to the Planning and Zoning Commission.

The proactive way is to rezone pieces of land before development occurs or before a property owner requests a zoning change.

This section of the Future Land Use Plan provides an in-depth description of each recommended land use type as shown in Map 8 (Page 50). This section also provides recommendations as to the development of each land use type to provide some guidance for the creation of the Zoning Regulation.

The Future Land Use categories are:

- Lake Residential
- Medium Density Residential
- Nonresidential
- Floodplain Areas



Lake Residential

Vision

This land use represents single-family homes located on lots that are a minimum of 2.5 acres. The entire lake planning area is primarily designated as Lake Residential. The purpose of this category is to maintain the rural characteristics of the area with single-family homes and agricultural uses as the predominant land uses.

Recommendations

All new developments in the lake area should have a minimum lot size of 2.5 acres. Lots should have 150' of frontage to prevent homes from being densely packed along the roadway, resulting in a less rural atmosphere. Limits on impervious coverage should be set at 50%. Homes should have a front yard setback of at least 50' from the property line. This will prevent homes from encroaching on the road. Homes should have a 25' side yard setback to ensure ample amount of spacing between homes. It is anticipated that most houses within this land use category will have on-site septic systems provided they meet the requirements of Subchapter D, Chapter 285 of the Title 30 Texas Administrative Code; however, connections to a community wastewater collection system is encouraged when feasible. Water will be obtained either from a well or from a provider.

Examples of Appropriate Development



Medium Density Residential

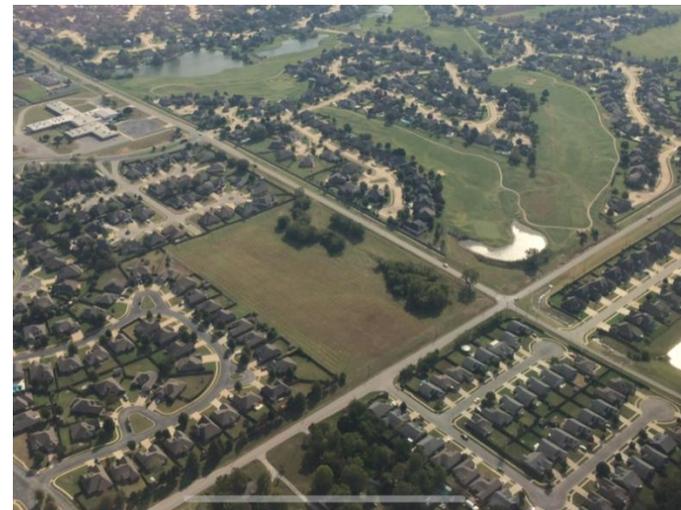
Vision

Medium Density Residential land use is representative of traditional, single-family dwelling units with lot sizes of less than 2.5 acres. Quality construction should be utilized in all medium density residential neighborhoods to ensure long-term structural durability as well as to preserve the long term visual integrity of the Lake Ray Roberts area. Quality building materials and landscaping should be encouraged. It is envisioned that HOAs would develop to create and maintain community amenities. This land use is envisioned to be limited to Valley View ETJ and Road Runner only.

Recommendations

The average lot size in these developments should not be less than 20,000 sq. ft. This will allow for smaller lots and promote the look and feel of the rural setting. Lots should be encouraged to have a 100' frontage to ensure that lots are all of a similar shape and avoid the creation of flag lots. Limits on impervious coverage should be set at 40%. Homes should have adequate front and rear yard setback to ensure that homes are not being constructed too close to the roadway or too close to neighboring homes. Lots less than 1.5 acres should be connected to a utility provider for wastewater system.

Examples of Appropriate Development



Nonresidential

Vision

Nonresidential uses will be primarily located along major thoroughfares and will be limited throughout the planning area. Nonresidential uses should be constructed to a high quality to ensure that they are visually appealing as well as to prolong the life of the structure. Generally, nonresidential uses should include restaurants, hotels, shops, and industrial uses that do not pose a hazard to water quality or residential and agricultural uses. This land use is envisioned to be limited to the IH-35 Corridor only.

Recommendation

Nonresidential uses should have a minimum lot size of 20,000 square feet along highways and major roads. All other lots should be a minimum of 2.5 acres to ensure compatibility with surrounding developments. The front yard setback requirement should be 80'. Nonresidential uses should ensure an appropriate amount of parking.

Examples of Appropriate Development



Floodplain Areas

Vision

Floodplain areas show the location of the 100-year floodplain, which will most likely remain undeveloped over time and can be prone to flooding. These areas serve to accommodate runoff and enhance water quality by providing natural filtration for stormwater runoff.

Recommendations

Floodplain areas are encouraged to remain undeveloped and to continue to contribute in managing stormwater runoff. Special considerations such as engineering studies should be conducted for developments within these areas.

Examples of Appropriate Development



Future Land Use Distribution

Category	Acres	% of Developed Land	% Total Land
Lake Residential	28,617	88.4%	56.0%
Medium Density Residential	658	2.0%	1.3%
Nonresidential	837	2.6%	1.6%
Floodplain Areas	2,273	7.0%	4.4%
Developable Land	32,385	100.0%	63.4%
Lake	11,489	-	22.5%
Open Space (USACE Properties)	7,227	-	14.2%
Total Land	51,101	-	100.0%

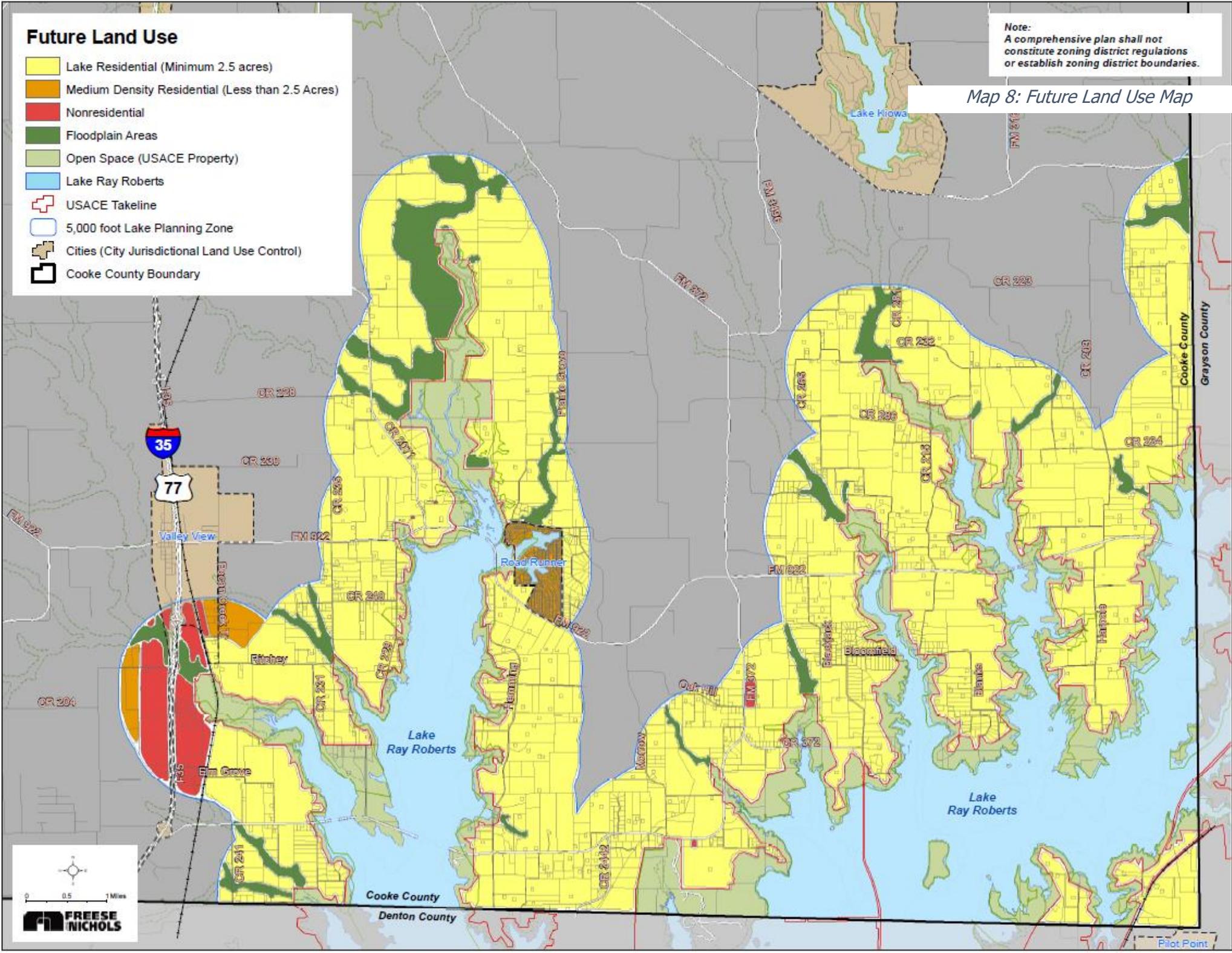


Future Land Use

- Lake Residential (Minimum 2.5 acres)
- Medium Density Residential (Less than 2.5 Acres)
- Nonresidential
- Floodplain Areas
- Open Space (USACE Property)
- Lake Ray Roberts
- USACE Takeline
- 5,000 foot Lake Planning Zone
- Cities (City Jurisdictional Land Use Control)
- Cooke County Boundary

Note:
A comprehensive plan shall not constitute zoning district regulations or establish zoning district boundaries.

Map 8: Future Land Use Map



FREESE NICHOLS

Zoning Implication of the Future Land Use Categories

The land use categories outlined in the Comprehensive Plan serve as the basis for the zoning classifications; each one of the future land use categories can translate into one or more zoning classifications. The equivalency table shows how FLUP categories might be implemented with zoning districts. It is important to note that these classifications are outlined here to clarify the possible zoning implication scenarios of the Future Land Use category and not to establish the actual zoning districts.

FLUP Category	Possible Zoning District
Lake Residential (Minimum 2.5 acres)	Agricultural District (10 acres minimum lot size)
	Lake Residential District (2.5 acres minimum lot size)
Medium Density Residential (Less than 2.5 acres)	Single Family Residential District (1.5 acres minimum lot size)
	Suburban Residential District (20,000 sf minimum lot size)*
Nonresidential	Commercial District*
	Highway Business District
Floodplain Areas	Any Zoning District
Any FLUP Category	Planned Development

* Indicates a possible new district that is not currently addressed in the zoning regulations

Note: Areas that have overlapping municipality boundaries will be regulated by the zoning of the respective municipality.

Considerations for Zoning Decisions

The Rezoning Evaluation Guide is intended to be used as a tool for decision-makers to use when making rezoning decisions. The guide includes criteria that considers the potential impacts and compatibility of new developments. Although this guide provides a list of criteria, this list is non-exhaustive. There may be additional unique variables that should be considered with a particular rezoning request. Additionally, the level of importance of each criterion may be weighted differently for various rezoning requests. Ultimately, this guide should be viewed as an initial tool to establish consistency in zoning decisions.

Rezoning Evaluation Guide

Topic	Criteria	Does it comply?
		Yes/No/NA
Compatible Land Use	Does the proposed land use align with the Future Land Use category designated for the property?	
Compatible Density	Does the lot size for the proposed development align with the Future Land Use category designated for the property?	
Proximity to the Lake	Does the proposed development’s proximity to the Lake meet the vision expressed in Chapter 2?	
Design Standards	Do the dimensional and design standards (such as minimum setbacks, building heights, lot coverage, etc.) for the proposed development meet the minimum standards established for the zoning district?	

Alternate Solutions for Preserving Low Density

The Future Land Use categories are formulated with an intention of retaining the rural characteristics of the area. However, there are other means to help sustain the low-density pattern within the area. For example, private, contractual covenants such as deed restrictions or non-profit organizations such as land trusts can be used by the residents in order to protect the area from unwanted growth.

Deed Restrictions

Definition

Deed restrictions are private restrictions that a property owner places on his or her property to control the development regardless of if he or she remains the owner of the property, as the restrictions apply to all subsequent owners. The intentions of the deed restrictions include limiting land uses and enhancing value of the property.

Implications

The residents of the study area can include deed restrictions with their properties to restrict unwanted land use and density, and thus retaining the rural character of the area.

Land Trusts

Definition

Land trusts are non-profit organizations that own lands for conservation purposes. Land trusts work with private property owners to develop voluntary agreements to preserve undeveloped land. They provide permanent protection of the land for the benefit of the community and the environment.

Implications

With formulation of conservation land trusts or community land trusts, the residents can preserve and protect the land within the study area from undesired development.



Growth Analysis

Ultimate Capacity

The ultimate capacity, or build out, of the Future Land Use Map refers to the number of people that could potentially live within the planning area if the area were to develop exactly as it is portrayed. The reality is that many changes will likely occur to the Future Land Use Map over time and the planning area encompasses a large amount of vacant land that will take generations to develop. The ultimate capacity, therefore, is primarily used for planning purposes and helps to put some numbers behind the colors in terms of how many people could live within the area.

The ultimate capacity of the study area provided in Table 4 is calculated by taking the vacant residential acreages and multiplying by the recommended dwelling units per acre, current persons per household and current occupancy rates to calculate how many new residents the Future Land Use Plan can accommodate, and adding the number of new residents to the existing population derived from the existing lots.

Table 4: Ultimate Capacity for the Study Area

FLUP Residential Category	Vacant Acres	ROW Reduction	DUA	Occupancy Rate	PPH	Housing Units	Households	Population
Lake Residential	23,248	0.1	0.4	0.92	2.61	8,369	7,700	20,096
Medium Density Residential	441	0.15	0.5	0.92	2.61	187	172	450
Future Population	-	-	-	-	-	8,557	7,872	20,546
Existing Population	1,099 (Lots)	N/A	N/A	0.92	2.61	1,099	1,011	2,639
Ultimate Capacity								23,185

Growth Projection

To determine the appropriate density for the area, considerations have been made to ensure that the proposed plan will be able to successfully contain the projected growth in the coming years.

The U.S. Census Bureau documents the County’s 2015 population to be 39,110 and the Cooke County Thoroughfare Plan projects the County’s 2040 population to be 48,079, as outlined in **Chapter 1: Baseline Analysis**. This projection utilizes a Compound Annual Growth Rate (CAGR) of 0.83% for the 25-year period. If the same growth rate is applied in the study area using the Step-Down Ratio Method, the population for 2040 in the study area is projected to be 3,220, which is less than half of the lake area’s ultimate capacity with the density recommended in the Future Land Use Map.

Step-Down Ratio Method

The Step-Down Ratio Method proportionally derives an area’s population projection based on a larger area or region where the subject area belongs.

This projection demonstrates that the residential density recommended in the Future Land Use Plan Map is more than capable of accommodating the projected growth within the study area. However, the future is unpredictable, and the study area can experience more growth than the County; so, three different scenarios have been outlined with three CAGRs in order to analyze the feasibility of the density shown on the Future Land Use Map. The following growth rates are not dependent on any specific future land use pattern.

Table 5: Growth Projection Scenarios

Scenario 1		Scenario 2		Scenario 3	
0.83% CAGR		1.5% CAGR		2.5% CAGR	
Existing Total	2,639	Existing Total	2,639	Existing Total	2,639
2040 Total	3,220	2040 Total	3,829	2040 Total	4,892
Increase	581	Increase	1,190	Increase	2,256

**Ultimate Capacity of
the Planning Area**

23,185 People

Although it is unlikely that the study area will grow twice as fast as the entire County, a CAGR of 1.5% and a CAGR of 2.5% has been considered to project the 2040 population for the study area. The projected population with these aggressive growth rates are also significantly less than the ultimate capacity of the area, calculated based on the Future Land Use Map. This growth analysis determines that the low-density development proposed in the Future Land Use Map is fully capable of accommodating the study area’s projected growth by 2040.

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Chapter 4

Transportation

Background

The thoroughfare system forms one of the most visible and permanent elements in a community. It establishes the framework for community growth and development and, along with the Future Land Use Plan, forms a long-range statement of public policy. As the alignment and right-of-way of major transportation facilities are established and adjacent property is developed, it is difficult to facilitate system changes without significant financial impacts. However, by incorporating programmed land uses and planning for future roadway needs, strategies that maximize the land use and transportation relationship can be developed.

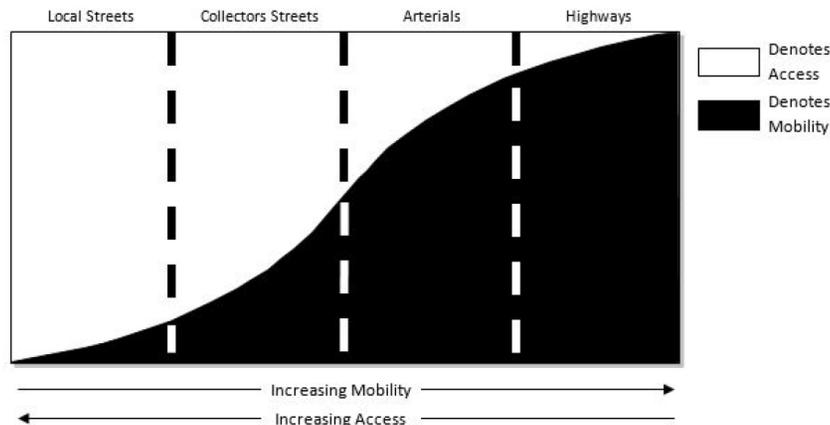
More specifically, the transportation system should:

- Provide mobility and accessibility at appropriate levels,
- Expand as needed to meet the demands of the area’s anticipated development,
- Be economically feasible for the citizenry and the County, and
- Be correlated with regional considerations.

Existing Transportation Conditions

Current Transportation System

IH-35 is located in the far western section of the study area. One principal arterial road that runs across the study area is FM 922. It runs in the east-west direction and carries a large volume of traffic. Another road that carries a high volume of traffic is East Lone Oak Grove Road, which travels in an east-west direction and turns into FM 372 in the north-south direction. Map 9 (Page 59) graphically depicts the existing volumes in the roadways within the study area.



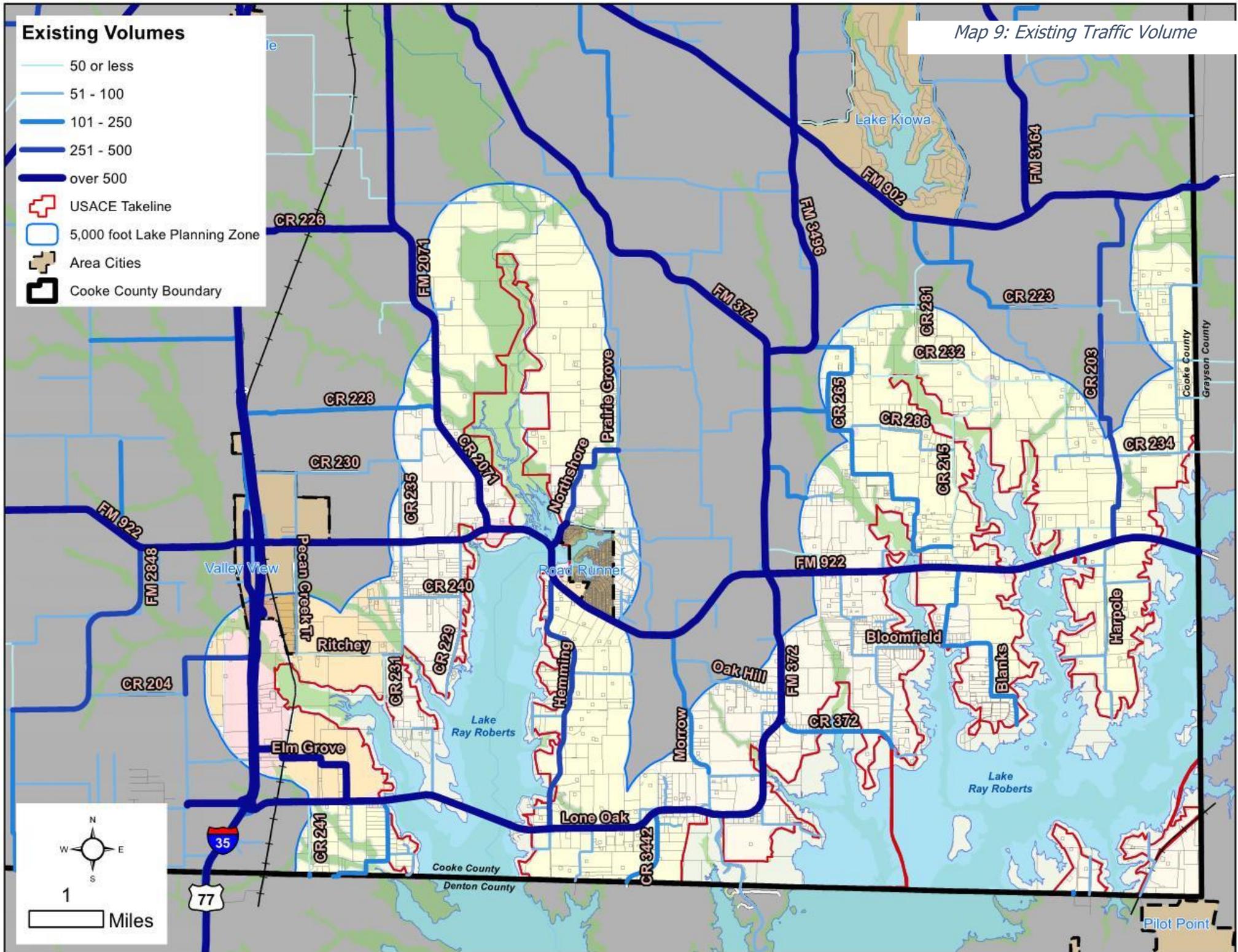
Traditional Functional Classification of a Thoroughfare System

- Highways
- Arterials
- Collector Streets
- Local Streets

Map 9: Existing Traffic Volume

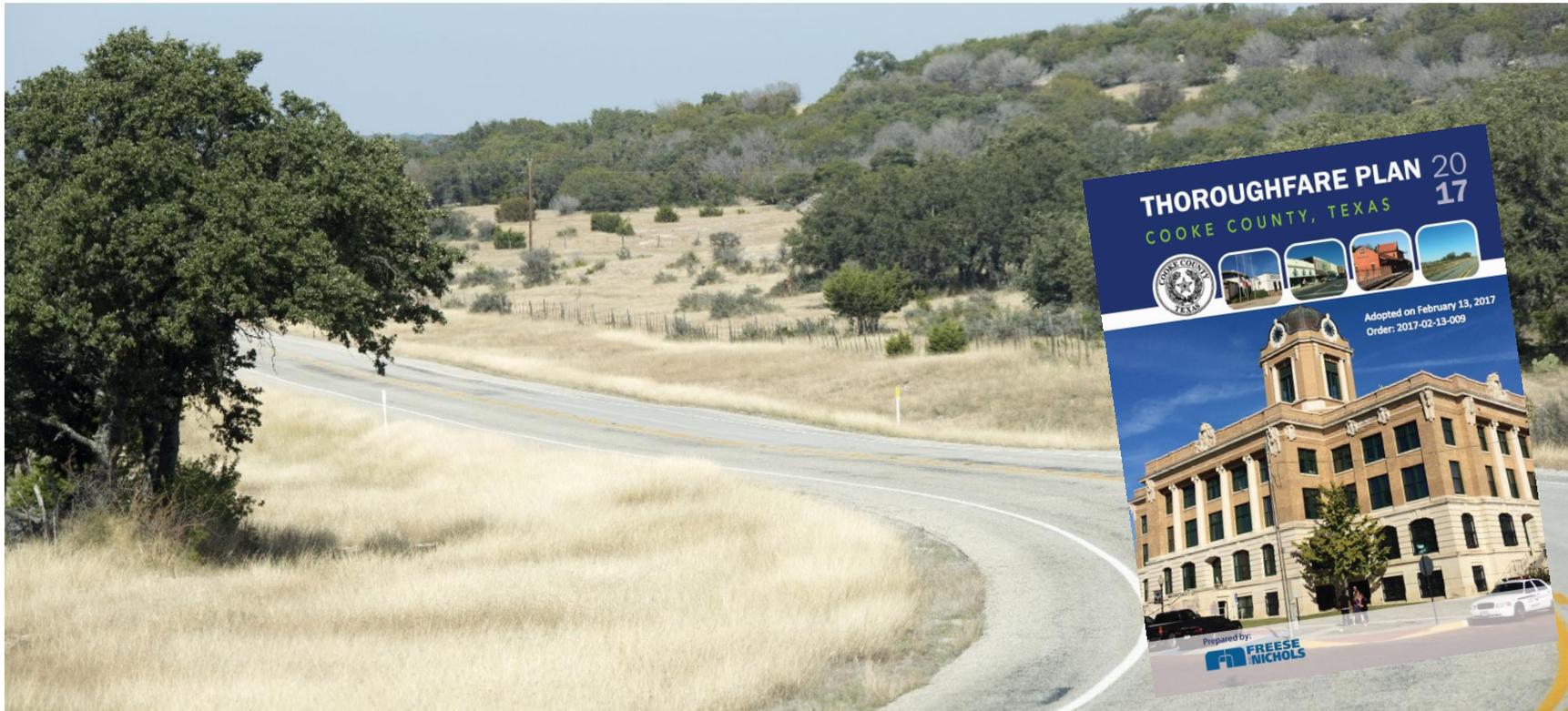
Existing Volumes

- 50 or less
- 51 - 100
- 101 - 250
- 251 - 500
- over 500
- USACE Takeline
- 5,000 foot Lake Planning Zone
- Area Cities
- Cooke County Boundary



Local Thoroughfare System

The Transportation Plan for Lake Ray Roberts is primarily developed based upon the Cooke County Thoroughfare Plan 2017; however, a new classification system has been introduced in order to provide a transportation plan specific to this study area. Thoroughfare types, as discussed in the following sections, will be classified as Principal Arterials, Minor Arterials, Collectors, and Local. The following section contains roadway cross-sections for the applicable types of thoroughfares shown on Map 10 (Page 65). The cross-sections are intended to help the County provide for adequate mobility along the expected future high-traffic roadways, while also providing for access to local land uses. The Transportation Plan shows the future recommended roadways according to the hierarchical system defined herein.



Principal Arterials

Right-of-Way Width: 120'

Purpose: Accommodate high levels of traffic volumes; mobility is the key element; access to properties is limited

Description

Principal arterials are ideal for long distance trips and handling large volumes of traffic at a high level of mobility. The only principal arterial in the study area is FM 922, which provides a southern east-west route across the county, and the eastern segment of the Cooke Loop, which will provide a connection around Gainesville. Principal arterials are recommended to include two (2) to four (4) lanes within 120 feet of right-of-way.

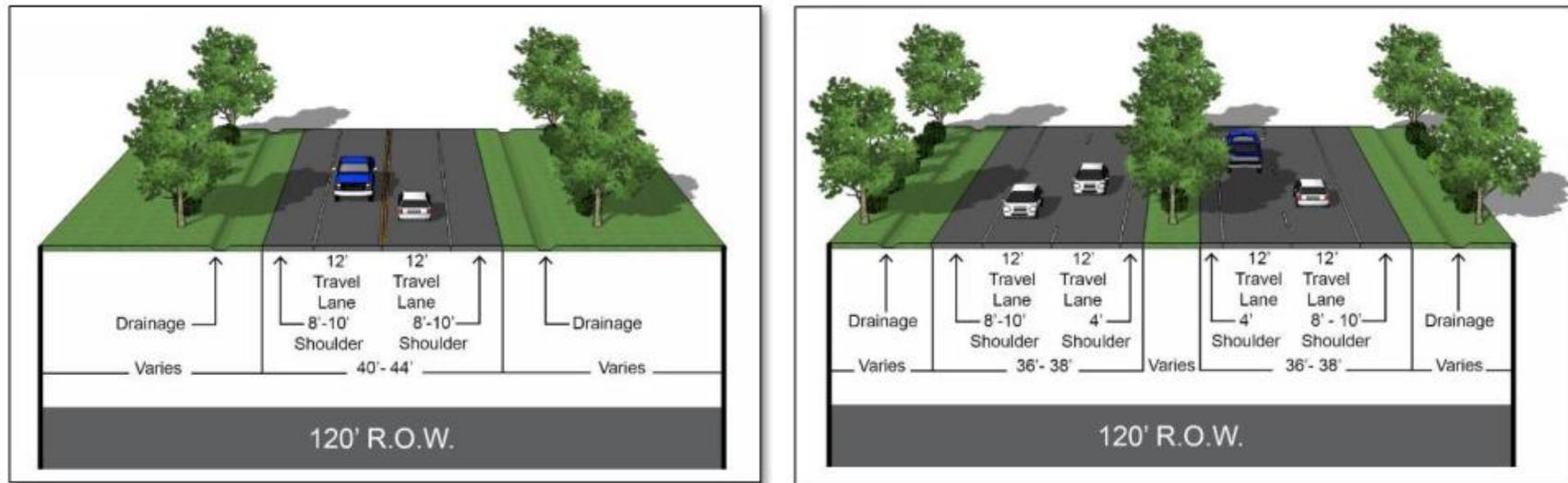


Figure 10: Cross-section of Principal Arterials

Minor Arterials

Right-of-Way Width: 100' – 120'

Purpose: Provide mobility and access with equal importance.

Description

Minor arterials accommodate moderate traffic volumes at relatively low speeds and provide a link between principal arterials and collectors. Minor arterials should provide access to adjacent land uses as well as key areas found around the study area. Minor arterials are recommended to include two (2) to four (4) 12-foot lanes within 100 feet to 120 feet of right-of-way.

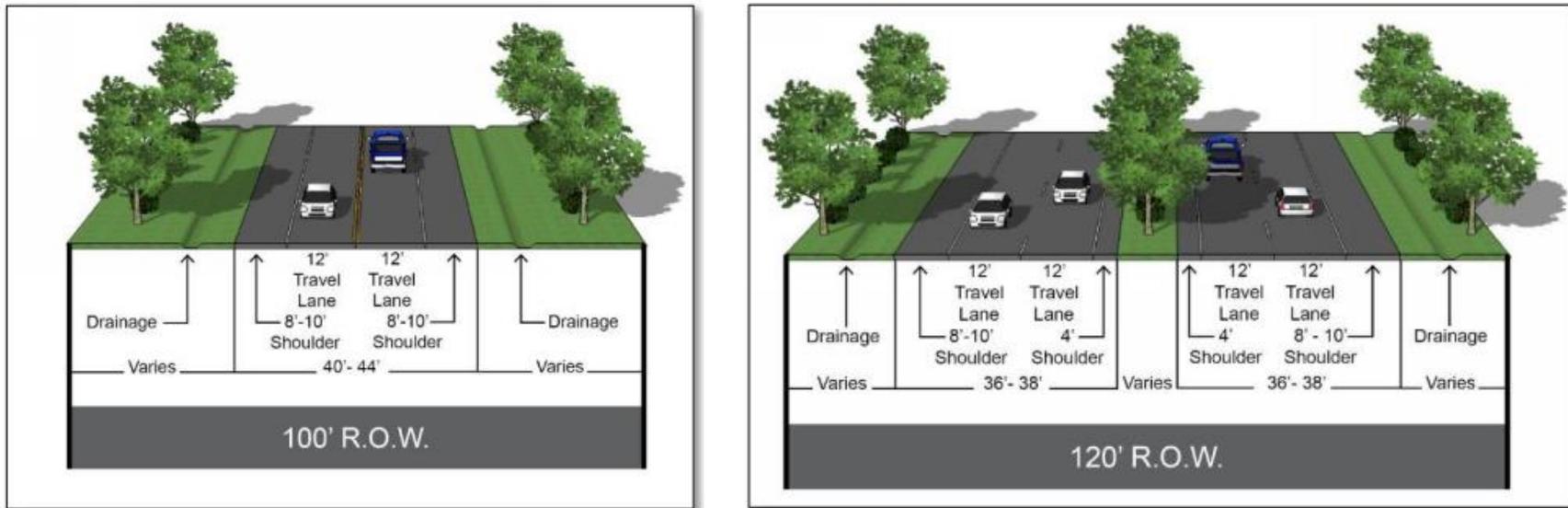


Figure 11: Cross-Section of Minor Arterials

Local Roads

Right-of-Way Width: 60'

Purpose: Provide access predominantly within residential neighborhoods.

Description

Local Roads are designed for short trips and low speeds within residential neighborhoods, and primarily connecting trips to Collectors. Local Roads are recommended to include two (2) 12-foot lanes within 60 feet of right-of-way.

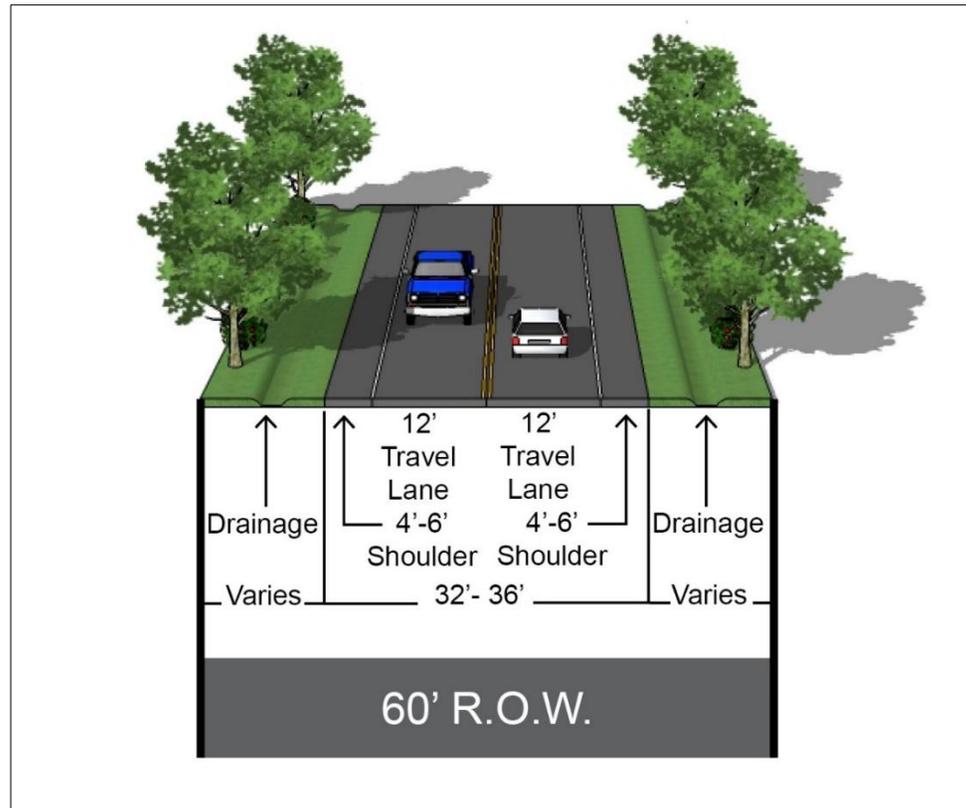
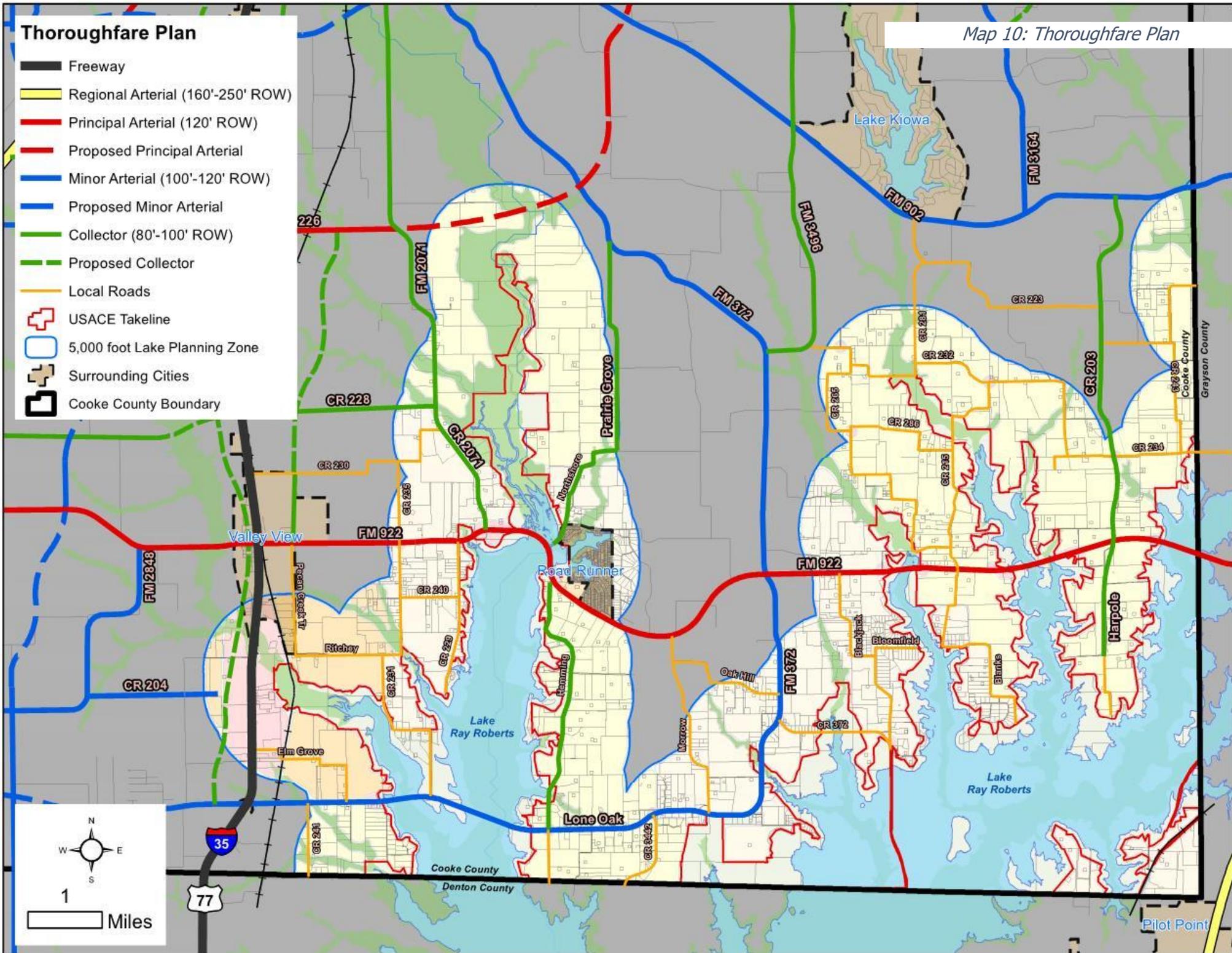


Figure 13: Cross-section of Local Roads

Thoroughfare Plan

- Freeway
- Regional Arterial (160'-250' ROW)
- Principal Arterial (120' ROW)
- Proposed Principal Arterial
- Minor Arterial (100'-120' ROW)
- Proposed Minor Arterial
- Collector (80'-100' ROW)
- Proposed Collector
- Local Roads
- USACE Takeline
- 5,000 foot Lake Planning Zone
- Surrounding Cities
- Cooke County Boundary



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Chapter 5

Implementation

Summary of the Plan

Based on the input received from the steering committee, three big ideas were created to help guide the plan. These big ideas help to inform policies, recommendations, and actions for future land use and transportation. The big ideas create a focus for the plan and help to achieve the vision of what Cooke County residents want the Lake Ray Roberts area to become.

Density

One of the key focuses of the plan is to provide guidelines for appropriate density desired by the residents within the study area. Large lot residential development with large frontages and setbacks will be the predominant use within the study area.



Compatibility

Protection of the desired density must be accompanied by the determination of ensuring compatible land uses. Nonresidential uses should be carefully considered in order to protect the overall look and feel of the area.



Quality of Life

It was determined by the residents that the rural lifestyle should be retained in the study area. Both density and compatibility will work as key factors in maintaining the desired quality of life in the area.



Summary of the Plan Recommendations

Major Recommendations	Page
Recommended Future Land Use Map and Categories: <ul style="list-style-type: none"> • Lake Residential • Medium Density Residential • Nonresidential • Floodplain Areas 	Page 44
Considerations for zoning decisions have been outlined.	Page 52
The standards and guidelines provided in the Cooke County Thoroughfare Plan are recommended to be implemented in the area.	Page 60-64

Background of Implementation

Successful plans establish a clear vision for the future and identify the steps necessary to achieve that vision. This section completes the Comprehensive Plan by providing implementation techniques and priorities that address the vision, recommendations, and related policies established herein. This Implementation Plan is structured into a coordinated action program so that County leaders, staff, and other decision-makers can easily identify the steps that are necessary to achieve the vision for the study area. It is also important to note that counties or cities cannot afford to complete all of the desired tasks at once; therefore, it is important to identify the top priorities that are most critical for achieving the vision. Many of these recommendations will take several years to complete, but this plan will help the County to identify action items.

The Role of the Comprehensive Plan

A Guide for Daily Decision-Making

Many diverse individuals and groups will be involved in the development of land surrounding the lake. In the future, each new development that takes place represents an addition to the County and the lake area's physical form. The composite of all such efforts creates the County as it is seen and experienced by its citizens and visitors. If planning is to be effective, it must guide each and every individual development decision. **The concepts of the Comprehensive Plan should be considered when the County makes development decisions within the planning area.** A private builder or investor, likewise, should recognize the broad concepts and policies of the Plan so that their efforts become integrated into planning efforts of the Lake Ray Roberts area and the County.

Zoning and Subdivision

The processes for reviewing and processing zoning amendments, development plans, and subdivision plats provide significant opportunities for implementing the Comprehensive Plan. Each zoning and development decision should be evaluated and weighed against applicable recommendations and policies contained within this Comprehensive Plan. The Plan allows the County to review proposals and requests in light of an officially prepared document adopted through a sound, thorough planning process. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly in order to ensure consistency and fairness in future decision-making. The zoning regulation represents a significant measure that the County can take to implement Comprehensive Plan recommendations.

A rezoning evaluation guide has been provided within this plan (see Page 52) to serve as a tool in the rezoning decision-making process.

A Flexible and Alterable Guide

A periodic review of the Plan with respect to current conditions and trends should be performed. Such ongoing, scheduled evaluations will provide a basis for adjusting capital expenditures and priorities, and will reveal changes and additions that should be made to the Plan in order to keep it current and applicable long-term. It would be appropriate to devote one annual meeting of the Planning and Zoning Commission to reviewing the status and continued applicability of the Plan in light of current conditions. By such periodic evaluations, the Plan will remain functional, and will continue to give civic leaders effective guidance in decision-making. During reviews, consideration should be given to the following:

- The County's progress in implementing the Plan;
- Changes in conditions that formed the basis of the Plan;
- Community support for the Plan's goals and recommendations;
- Changes in County officials' policies and priorities; and
- Changes in State laws.

Complete Review with Public Participation

The Comprehensive Plan should undergo a complete, more thorough review and update every five to ten years. The review and updating process should begin with the Planning and Zoning Commission and should be a complete review. The County will need to reevaluate the Comprehensive Plan to ensure that it adequately addresses development and growth. Specific input on major changes should be sought from various groups, including property owners, civic leaders and major stakeholders, developers, merchants, and other citizens who express an interest in the long-term growth and development of the Lake Ray Roberts.



Implementation Strategies

Three implementation strategies have been discussed in this chapter that will help the County implement the Comprehensive Plan. A timeframe of ongoing or 2 years has been specified for each of the implementation items; the 2-year timeframe indicates the time by when that item should be initiated, not completed.

1. Adopt Zoning Regulations

The County should adopt zoning regulations in accordance with the Future Land Use Plan and Map within 5,000' of the shoreline in accordance with Texas Local Government Code Section 231.132.

Timeframe: 2 years

Applicable Chapter(s): Future Land Use Plan

2. Amend the Subdivision Regulation

Amend the County's Subdivision Regulation to support the vision of the Comprehensive Plan outlined in the Future Land Use Plan and the Transportation Plan chapters. Right-of-way dedication should occur through platting and meet the dimensions shown on the County-wide Thoroughfare Plan or in the County Subdivision Regulation.

Timeframe: 2 years

Applicable Chapter(s): Future Land Use Plan and Transportation Plan

3. Coordinate with the County-wide Thoroughfare Plan

Coordinate with Cooke County on the County-wide Thoroughfare Plan to ensure that the study area is regionally and locally connected and to determine what roadways need improvements.

Timeframe: Ongoing

Applicable Chapter(s): Transportation Plan





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