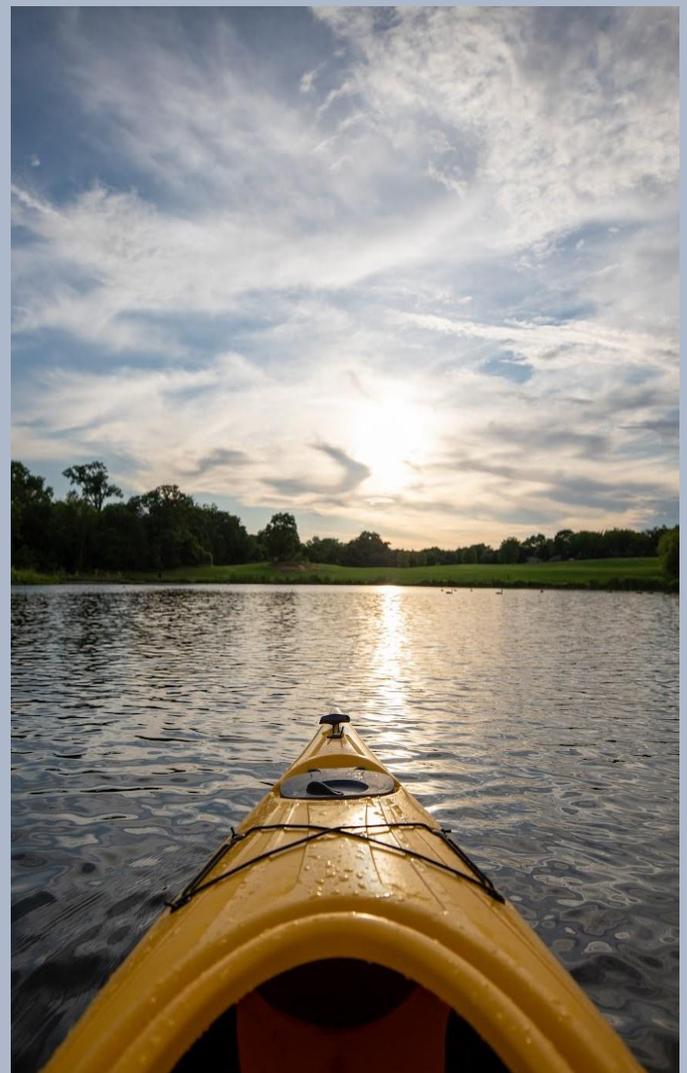


# CITY OF DENISON, TEXAS COMPREHENSIVE PLAN





## ***Adoption & Acknowledgements***

---

### ***2018 Comprehensive Plan***

Adopted by Ordinance No. 4976  
December 10, 2018

#### **City Council**

Mayor Janet Gott  
Councilmember Teresa Adams  
Councilmember Michael Baecht  
Councilmember J.C. Doty  
Councilmember Obie Greenleaf  
Council Rayce Guess  
Councilmember Kristofor Spiegel

#### **Planning and Zoning Commission**

Chair Charles Shearer  
Vice Chair Brett Evans  
Mary Karam  
Matthew Looney  
Jan Simpson

#### **City Staff**

Judson Rex, City Manager  
Steven Doss, Planning Manager

#### **Consulting Team**

Huitt-Zollars, Inc.  
Marsh Darcy Partners, Inc  
Phyllis Jarrell, AICP, City Centric Planning, LLC

---

### ***2023 Updated Comprehensive Plan***

Updates Focused on Demographics, Population Estimates, and Housing Strategies & Policies  
Adopted by Ordinance No. 5287  
April 3, 2023

#### **City Council**

Mayor Janet Gott  
Mayor Pro Tem Robert Crawley  
Councilmember Michael Courtright  
Councilmember James Thorne  
Councilmember J.C. Doty  
Councilmember Kristofor Spiegel  
Councilmember Brian Hander

#### **Planning and Zoning Commission**

Chair Charles Shearer  
Vice Chair Mary Karam  
Commissioner Linda Anderson  
Commissioner Susan Arthur  
Commissioner Brett Evans  
Alternate Commissioner Mike Davis  
Alternate Commissioner Mike Zapata

#### **City Staff**

Bobby Atteberry, Interim City Manager  
Mary Tate, Director of Development Services  
Dianne York, Planner

#### **Consulting Team**

Phyllis Jarrell, AICP, City Centric Planning, LLC  
John Webb, AICP



# CONTENTS

<b>1</b>	<b>ABOUT THE PLAN</b>	7
	Introduction	8
	Process	8
	Project Timeline	8
<b>2</b>	<b>HISTORY &amp; EXISTING CONDITIONS</b>	11
	History	12
	Existing Conditions	14
	Demographics	16
	Employment	21
	Land Uses	23
	Redevelopment Opportunities	23
	Transportation	27
	Infrastructure & Utilities	29
<b>3</b>	<b>VISION, GOALS &amp; ACTIONS</b>	32
	Public Engagement	33
	Kick-Off Meeting Responses	34
	Vision	36
	Goals	36
	Community	37
	History	38
	Housing	39
	Transportation	41
	Infrastructure	42
	Downtown	43
	Development & Redevelopment	44
	Economy	45
	Tourism & Recreation	46
	Landscape & Open Space	47
	Education	48
	Big Moves	50
	Big Ideas	51
<b>4</b>	<b>PLANNING</b>	53
	Master Thoroughfare Plan	55
	Future Land Use Plan	66
	Development Guidelines	69
	Annexation	73
	Implementation	75
<b>5</b>	<b>APPENDIX</b>	82



1902

dearborn  
Ohio  
Arts & Cultural  
District

AGES  
A Gallery of  
Fine Art

CERT  
COMMUNITY  
EMERGENCY  
RESPONSE  
TEAM

AMERICAN  
FLAG



# 1

## ABOUT THE PLAN

Introduction	8
Process	8
Project Timeline	8

## INTRODUCTION

A Comprehensive Plan guides everything a city does, including building infrastructure, providing services, regulating development and adopting ordinances. It supports the long term financial health of a city, helping the city prioritize expenditures, provide public services at a reasonable cost, and maximize the city tax base. Above all, a Comprehensive Plan guides the development of a city so that it is a great place to live, work, visit, and do business. This plan, developed based on public input, is a statement of the vision that the residents of Denison have for their city. Chapter 213 of the Texas Local Government Code contains more information on the statutory requirements of a Comprehensive Plan.

Denison anticipates growth in population and commercial activity in and around the City. It will continue to be a desirable place for employees from the region to live in. As such, the Comprehensive Plan aims to guide new development in the City. However, current challenges facing Denison include aging infrastructure and housing stock. This Plan is also intended to guide redevelopment and infill development in an intentional and meaningful way based on community input.

## PROCESS

The City of Denison began the process of creating this Comprehensive Plan in March 2017. Denison's City Council appointed several residents to form the Comprehensive Plan Steering Committee in order to represent the larger community, as well as inform the Plan with their values and goals. After initial field research and an existing conditions analysis the project team held a meeting with the Steering Committee and City Staff. This meeting revealed strengths and weaknesses of the City.

The responses from the Committee and Staff became the basis of the vision statement and the goals. These vision and goal statements were presented to the Steering Committee, City Staff, and to the larger public for feedback at a public meeting in August 2017. With the goals identified and public comment incorporated, the project team created specific action items that would help accomplish each goal.

This process led to informed planning decisions for the Future Land Use Plan (FLUP) and Master Thoroughfare Plan (MTP). These maps anticipate growth and identify needs for greater roadway capacity in several areas throughout the City and the Extra-Territorial Jurisdiction (ETJ). They also strategically locate future housing and commercial development to revitalize aging areas of the City and provide strategies and policies aimed at maintaining a high quality of life and increasing economic development in the City.

Chapter One: Introduction explains the context and process for this Comprehensive Plan.

Chapter Two: Background covers the history and current existing conditions in the City of Denison.

Chapter Three: Vision, Goals and Actions outlines the guiding principles for the City moving forward, based on community input and priorities.

Chapter Four: Planning lays out the Future Land use Plan (FLUP) and the Master Thoroughfare Plan (MTP) along with guidance for future development.

## PROJECT TIMELINE

This Plan was developed in a 14-month period and consisted of three phases, Project Kick-off and Data Collection, Preliminary Concepts and Vision and Development of Final Plan. Refer to the figure on the next page for a detailed timeline.

<b>PHASE 1</b> Project kick-off and Data Collection	<b>2017</b>	<ul style="list-style-type: none"> <li>Start of project</li> <li>Field Research</li> </ul>
	<b>APRIL</b>	<ul style="list-style-type: none"> <li>Interviews, Staff Meeting</li> <li>Steering Committee and P&amp;Z Meeting</li> </ul>
	<b>MAY</b>	
<b>PHASE 2</b> Preliminary Concepts and Vision	<b>JUNE</b>	<ul style="list-style-type: none"> <li>Phase 1 Plan Deliverable</li> </ul>
	<b>JULY</b>	
	<b>AUGUST</b>	<ul style="list-style-type: none"> <li>Brainstorming Workshop Plan Vision and Goals</li> <li>Public Meeting #1</li> </ul>
	<b>SEPTEMBER</b>	
	<b>OCTOBER</b>	
	<b>NOVEMBER</b>	<ul style="list-style-type: none"> <li>Phase 2 Plan Deliverable</li> </ul>
	<b>DECEMBER</b>	<ul style="list-style-type: none"> <li>Staff Meeting Vision, Goals and Actions</li> </ul>
<b>PHASE 3</b> Development of Final Plan	<b>2018</b>	
	<b>JANUARY</b>	<ul style="list-style-type: none"> <li>Progress Meeting Utility and Annexation</li> </ul>
	<b>FEBRUARY</b>	<ul style="list-style-type: none"> <li>Land Use and Thoroughfare Plan Workshop</li> <li>Public Meeting #2</li> </ul>
	<b>MARCH</b>	
	<b>APRIL</b>	<ul style="list-style-type: none"> <li>Phase 3 Plan Deliverable</li> <li>Implementation Framework Staff Workshop</li> <li>Presentation of Land Use and Thoroughfare Plan Steering Committee and P&amp;Z</li> </ul>
	<b>MAY - AUGUST</b>	<ul style="list-style-type: none"> <li>Work Effort</li> </ul>
	<b>OCTOBER</b>	<ul style="list-style-type: none"> <li>P&amp;Z Plan Approval</li> </ul>
<b>NOVEMBER</b>	<ul style="list-style-type: none"> <li>City Council Adoption</li> </ul>	





## HISTORY & EXISTING CONDITIONS

History	12
Existing Conditions	14
Demographics	16
Employment	21
Land Uses	23
Redevelopment Opportunities	23
Transportation	27
Infrastructure & Utilities	29

	<b>1872</b> Denison established as joint venture between private investors and MKT Railroad.
<b>1873</b> First public school opens.	
	<b>1884</b> 1,200-seat opera house opens.
<b>1885</b> Established Southern-Crystal Ice Company. Developed strong industrial and manufacturing base during 1872-1920.	
	<b>1886</b> First post office opens.
<b>1900</b> Denison became a stop on St. Louis-San Francisco-Texas and Kansas-Oklahoma-Gulf Railroads.	
	<b>1909</b> MKT Railroad Passenger Station, still standing, was built.
<b>1920</b> First major economic downturn during nationwide railroad strike (1922-23).	
	<b>1930</b> Population fell from 17,000 to 13,800 since '20s.
<b>1941</b> Perrin Air Force Base founded as training site for WWII pilots.	
	<b>1950-1960</b> Remained important distribution center with rising population, up to 26,000 in 1960.
<b>1960-1990</b> Decline in railroad operations and national highway system caused population to fall to 19,500.	
	<b>1990-2000</b> Moderate population growth up to 22,800, primarily due to economic diversity of larger region.
<b>2000-2010</b> No significant change in population in Denison relative to surrounding areas.	

## HISTORY

The City of Denison offers a high quality of life, beautiful landscapes, a nationally recognized medical campus, excellent public schools, and a rich history with 145 years of economic growth and development.

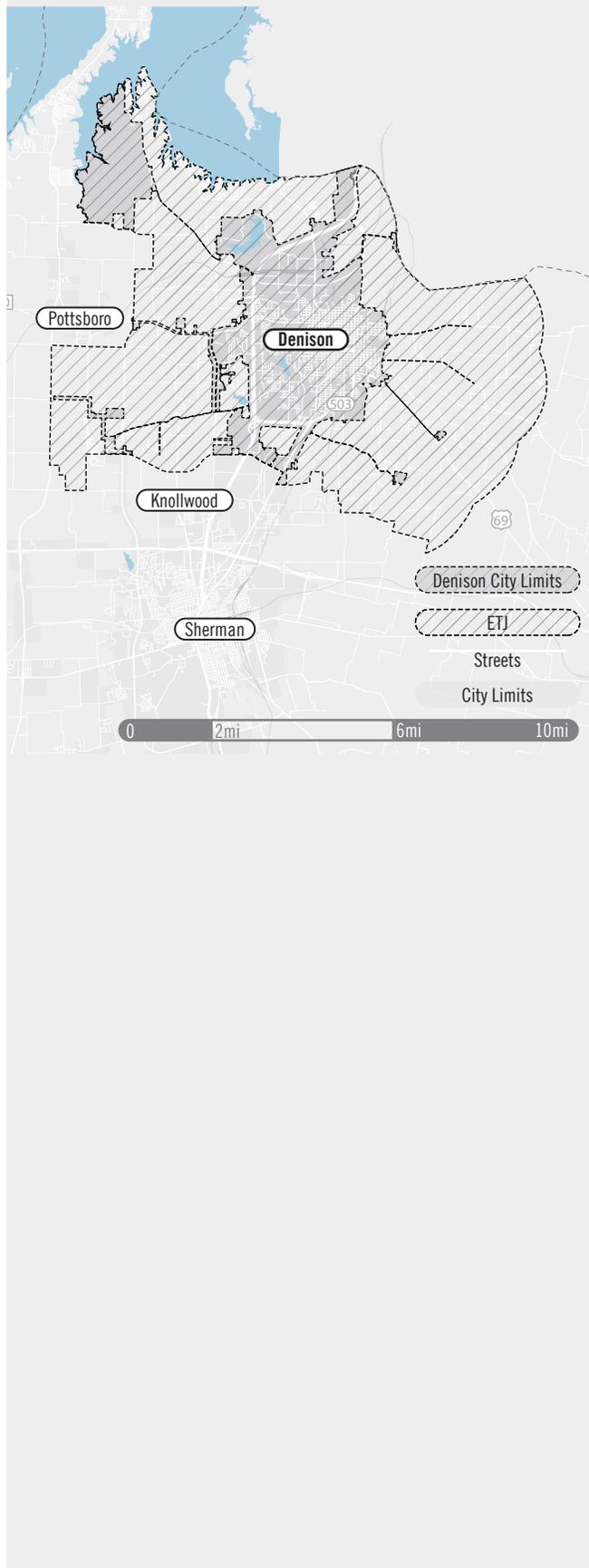
Denison was established in 1872 by the Missouri-Kansas-Texas Railroad (MKT or Katy Railroad) in collaboration with private investors. Denison rapidly became a hub for retail and shipping activity in North Texas. The first free public school in Texas was established in Denison in 1873, an opera house in 1884, and its first post office in 1886. Several important institutions and businesses moved to Denison by 1900. Also by 1900, Denison became a stop on the Saint Louis, San Francisco and Texas, and on the Kansas, Oklahoma and Gulf Railroads. In 1909 the MKT Railroad Passenger Station was built and still stands at the east end of Downtown. At its peak, the station accommodated 52 arriving and departing trains daily. Due to the nationwide railroad strike from 1922 to 1923, Denison suffered a major economic downturn. The MKT relocated to Waco during this time, leaving the City of Denison with an 8 percent decline in population and taking many jobs out of the City.

In the 20th century, aided first by railroad connections and then by U.S. Highway 75, Denison developed as a manufacturing and distribution center. Several types of industries and manufacturers established a base in the City of Denison between the 1930s-60s, including electronics components, clothes, furniture, and plastic products. Its population grew from 13,800 in 1930 to 26,000 in 1960. However, as the demand for rail transportation began to decline in the 1950s, Denison's economy suffered and the population dropped to 19,500 by the end of the 1960s. Manufacturing remains a major employer today, but several plants are now vacant.

Today, the northward growth of the Dallas-Fort Worth Metroplex (DFW) is beginning to influence Denison. Overall growth of economic activity and diversity in the areas south of Denison led to a marginal increase in population between 1990 and 2010. As economic growth expands north, beyond McKinney and Frisco, it is likely that Denison will see an increase in demand for housing. Recreational destinations, especially Lake Texoma, also draw Metroplex residents for weekend trips and retirement. Unlike Plano or McKinney, Denison is not a suburb; together with Sherman, the two cities form the core of an independent Metropolitan Statistical Area (MSA). There are large undeveloped areas to the south that separate the Denison / Sherman area from the current growth areas of the Metroplex, and the majority of residents work in Grayson County. The proximity to the amenities of the Metroplex offers opportunities, but Denison remains a distinct small city surrounded by rural landscapes.



## City Limits and ETJ



## EXISTING CONDITIONS

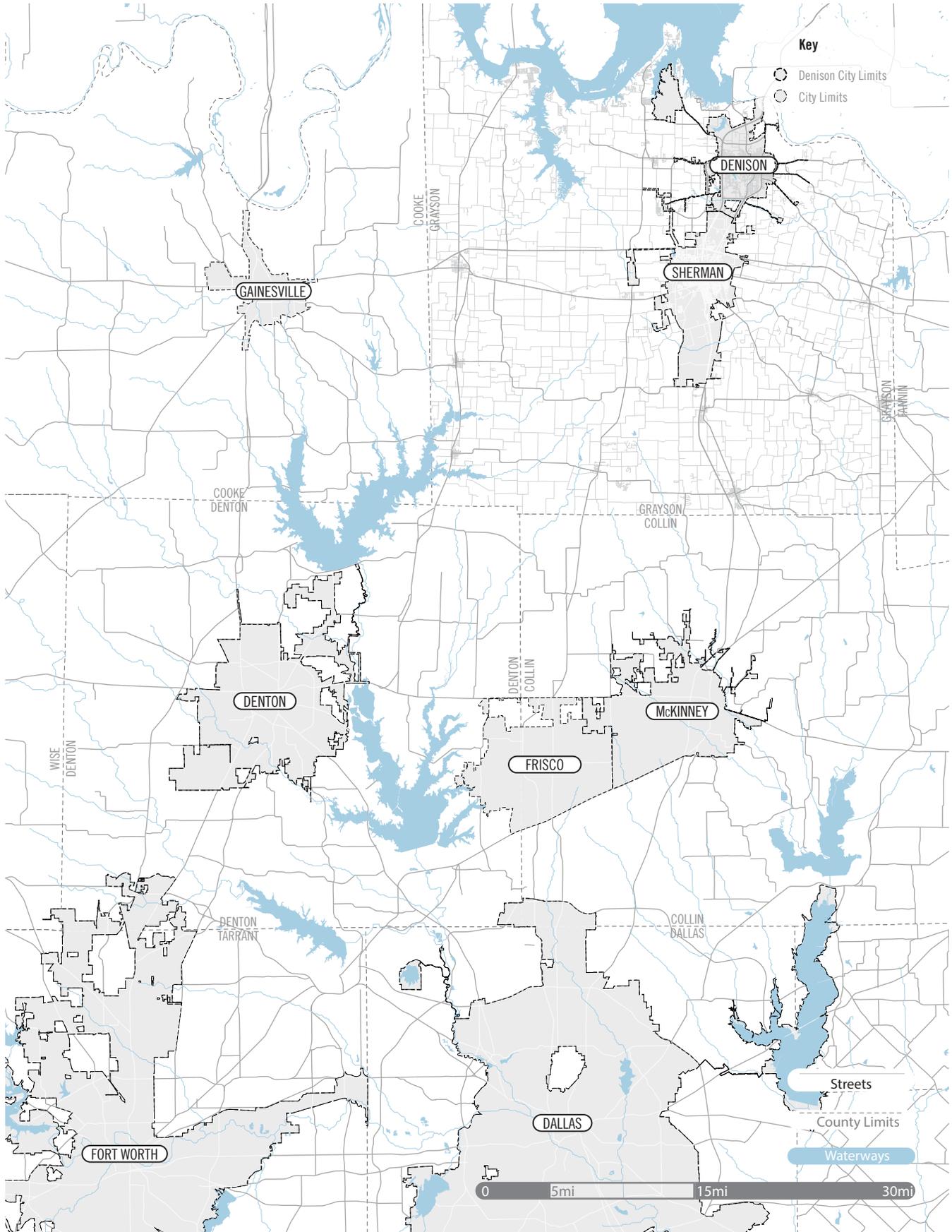
Denison is a part of a larger metropolitan context. Denison's 75-mile distance from the Dallas-Fort Worth Metroplex (DFW) allows it the opportunity to maintain its own identity and character, while providing residents access to DFW's conveniences, resources and jobs. Denison offers rich historical and otherwise significant attractions:

- Dwight Eisenhower's birth home is a State Historic Site. The house was restored and the museum established after Eisenhower was elected president.
- Horticulturist T.V. Munson played a key role in creating phylloxera-resistant grape vines and saving vineyards around the world. Grayson College's T.V. Munson Vineyard and Enology Center continues this legacy.
- Historic Downtown Denison attracts visitors from around the region. It showcases art, culture and history through mediums such as pottery, metalwork, paintings, and antiques. It offers wine tasting, the Red River Railroad Museum, a historical theater, and several music festivals and community events. In 1989, Denison adopted the preservation-focused Texas Main Street Program to improve livability, increase retail and rejuvenate commercial activity in Downtown.
- In the 1940s, the Denison Dam was built by the U.S. Army Corps of Engineers for flood control and generation of hydroelectric power. This created Lake Texoma (the 12th largest lake in the US), which provides flood control, hydroelectric power, and water supply for the region. The lake and its marinas, campgrounds, and various other facilities host a variety of recreational activities and attract over 6 million visitors each year.
- Eisenhower State Park was opened to the public in 1958 and is managed by the Texas Parks and Wildlife Department. Its close proximity to Denison makes it a popular recreational destination for regional visitors.

### Physical Characteristics

The physical features that influence development in Denison include flood-prone areas, farmable soil and significant topography. Topography and tree cover are major factors impacting development. The Red River flows from west to east along the north edge of Denison and four major creeks flow into the city: Shawnee Creek, Duck Creek, Paw Paw Creek, and Iron Ore Creek. These are the primary means for storm runoff drainage and, as such, should be protected. Along each creek is highly vegetated and fertile land that provides natural habitats for birds and wildlife.

# Denison & Surrounding Major Cities



## Demographics (Updated 2023)

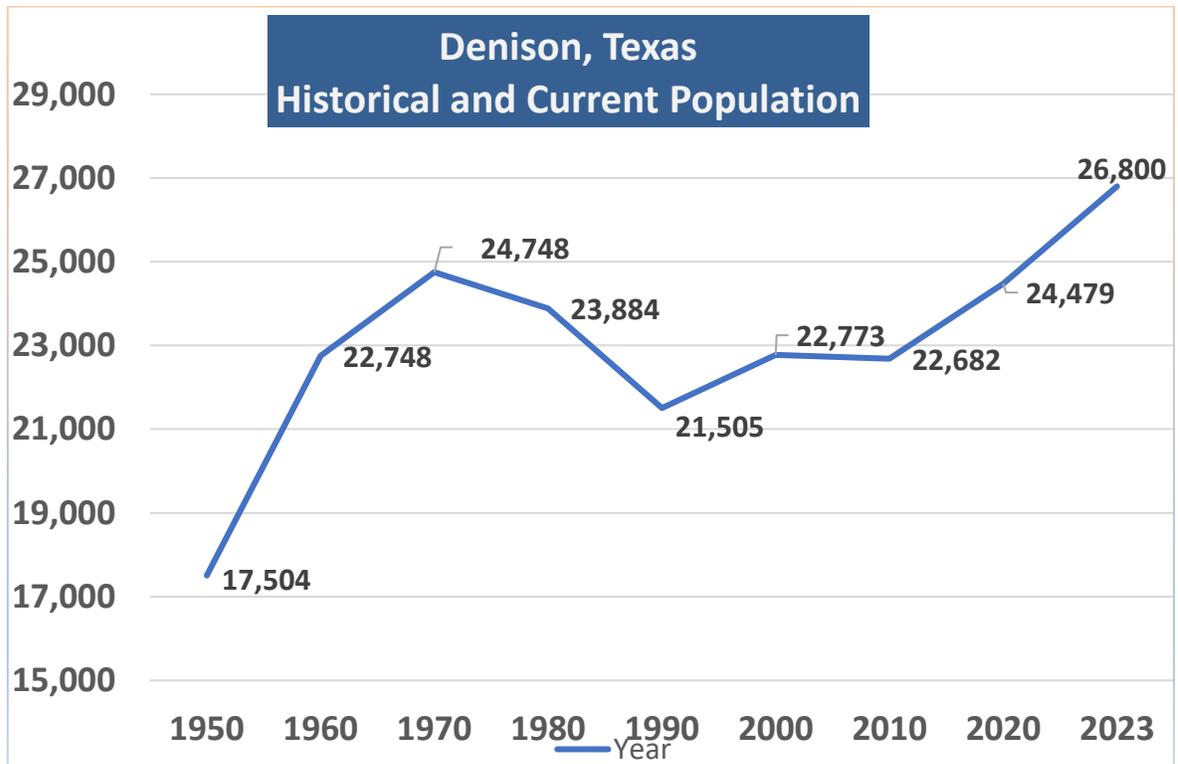


### Population

As noted within the “Historical” context, the population of the City has grown but also fluctuated since its founding in 1872. The 2020 Census established the April 1, 2020 population at 24,479. This is approximately an eighty percent (8%) increase from the 2010 Census count of 22,682. During the same time period, Grayson County’s population experienced a twelve percent (12%) increase from 120,877 to 135,543.

With the higher number of new housing units completed since April 2020, including single family, duplex, and multi-family units, it is estimated the January 1, 2023 population of the city is 26,800, a 9.5% increase since 2020. The growth rate during this three-year period is greater than the growth rate between 2010-2020.

**Figure 1**



Source: U.S. Census & City Estimates



# 2,321

*new residents between 2020 and 2023*

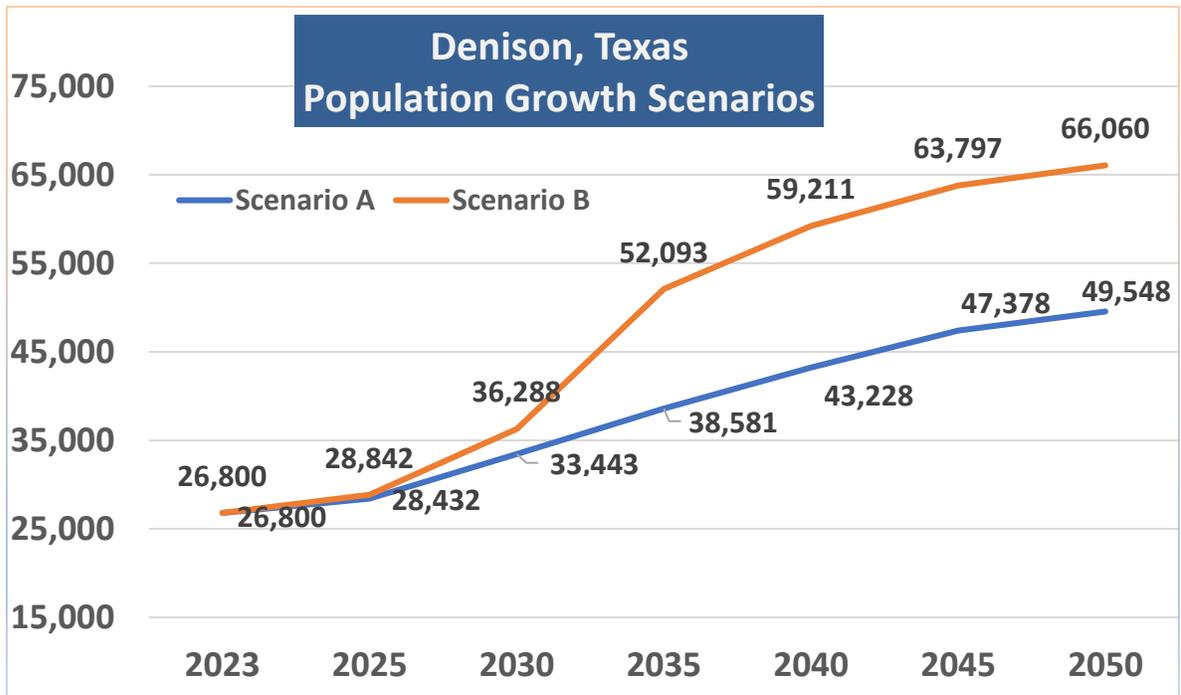
Projected Growth

While the past several decades saw the population of the City fluctuate, many factors indicate that Denison will experience sustained, and possibly high rates of growth over the next 20-30 years. These factors include a substantial growth in the employment sector in the region and the resulting need for housing, continued northward expansion of the DFW housing market along the US 75 corridor, and the availability of desirable land with natural features west of US 75. In 2022 alone, approximately 2,250 new single-family permits were issued along the US 75 corridor between Melissa and Sherman. Long term projections by the Texas Water Development Board predict that Grayson County will be one of the fastest growing counties in the state with a 150% increase in population over the next 50 years.

Population projections are not an exact science and can be impacted by a number of factors. The timing and rate of growth in Denison will depend on many forces within and outside of the city’s control, such as the overall health of the housing market, fluctuating interest rates, land assemblage, zoning entitlements, and most importantly, the ability to provide water and sanitary sewer service.

In Figure 2, Scenario A reflects a steady increase in growth with a slower rate occurring after 2035. Scenario B envisions a much higher rate of growth reflective of future, larger residential developments west of US 75.

**Figure 2**



Source: City Estimates

**Growth Rates Notes**

<p>Scenario A</p> <p>2.5% - 3.5% growth rate between 2023-2035</p> <p>Stepdown from 2.5% to 0.5% between 2035-2050</p>	<p>Scenario B</p> <p>3% between 2023-2025</p> <p>5% between 2025-2030</p> <p>7.5% between 2030-2035</p> <p>Stepdown from 3.5% to 2% between 2035-2040</p> <p>Stepdown from 1.5% to 0.5% between 2040-2050</p>
--	---

Demographic Changes - Comparison of 2010 & 2020 Census Key Indicators – City of Denison

With moderate growth between 2010 and 2020, there were no significant changes. The City is becoming more diverse but not at the rate of the state or the nation. It is interesting to note that the number of persons per household in the City increased by approximately seven percent (7%) during this period.

**Figure 3**

Demographic Characteristic	2010 Census	2020 Census
Average Number of Persons per Household	2.40	2.59
Percentage of Persons over 65 years of age	17.2%	18.1%
Percentage Black or African American	9.1%	8.9%
Percentage Hispanic or Latino	8.8%	10.2
Percentage White	77.0%%	74.1%
Percentage Other Races	5.1%	6.8%
Percentage of Owner-occupied Housing Units	56.4%	58.6%
Percentage of Vacant Housing Units	12.3%	11.6%

Source: 2010 & 2020 Census

Comparison of Various Demographic Characteristics – Denison, Grayson County & Texas – 2020 Census

Key statistics from the data below are 1) the percentage of persons over 65 years of age and 2) the relatively high percentage of persons under 65 with a disability. The increasing age of the residents is driven by the aging of the Baby Boomers born after 1946. While the 18.2% of persons over the age of 65 in Denison is significantly higher than the State’s percentage, it is not drastically higher than the percentage of the nation as a whole, which is 16.5%. Due to migration from other states and countries, the state has the 4<sup>th</sup> lowest percentage of residents over the age of 65. As noted in the *Housing* section of the Plan, many of the approximately 4,900 “over 65” residents in Denison will require housing options other than single family homes.

The relatively high percentage of residents under the age of 65 with a disability should be noted. The disability can range from mild to severe and reflects various difficulties as reflected in Figure 5 below. The 2020 Census also estimated that approximately 23% of the city’s residents do not have health insurance. This too should be considered when evaluating new housing options and the possible difficulty of these individuals in maintaining their current residence.

**Figure 4**

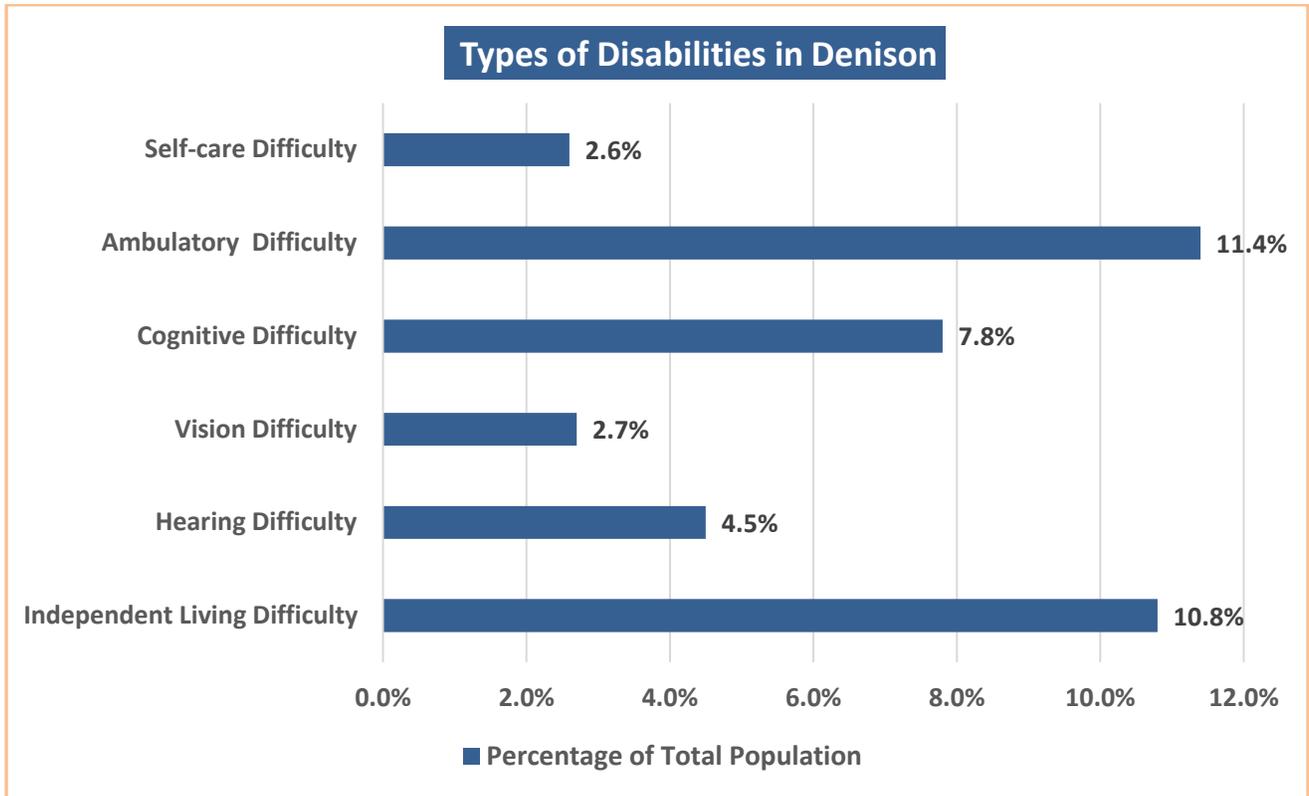
<b>2020 Demographic Characteristic</b>	<b>City of Denison</b>	<b>Grayson County</b>	<b>State of Texas</b>
Average Number of Persons per Household	2.52	2.59	2.76
Percentage of Persons over 65 years of age	18.2%	18.1%	13.1%
Percentage of Persons under 65 with a Disability	14.0%	9.7%	8.0%
Percentage Black or African American	8.9%	6.2%	13.2%
Percentage Hispanic or Latino	10.2%	15.0%	40.2%
Percentage White	74.1%	73.8%	40.3%
Percentage Other Races	6.8%	5.0%	6.3%
Median Household Income	\$52,7842	\$62,078	\$67,321
Per Capita Income	\$25,639	\$31,081	\$34,255
Percentage of Owner-occupied Housing Units	58.6%	67.3%	62.4%

Source: 2020 Census

Community Health

According to the 2021 American Community Survey, approximately 20% of all residents in Denison have some degree of a physical disability. This compares to 12.9% in Grayson County and 12.1% in the State of Texas. As previously noted, the difficulties can range from moderate to severe, but the relatively high percentage should be recognized on its impact on required social services and a resident’s ability to maintain and safely live in a home without care or assistance. 10.8% of the population in Denison (2,894 residents) have difficulty with independent living as compared to 3.3% of the population in Grayson County and 5.2% of the population in Texas.

**Figure 5**



*2021 American Community Survey*

Looking Forward

Denison’s demographics reflect a community that has experienced decades of slow or no growth and as a result, the population aged and relatively few young families moved to the City. But many factors indicate this will dramatically change with a large increase in the number of professional jobs in the region and the constant northward advancement of large housing developments along the US 75 corridor. In the previous three (3) years, the city’s population increased by 9.5% with people choosing to live in traditional, new suburban neighborhoods, older neighborhoods, and in the historic downtown.

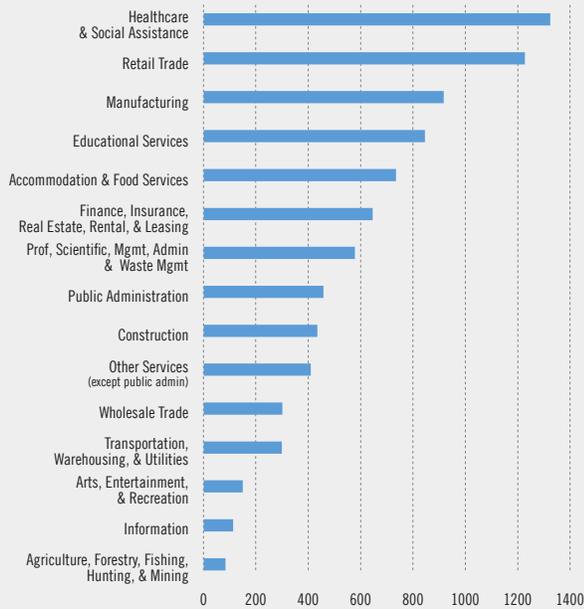
Depending on the number of new jobs, the housing and financial markets, and the availability of utilities on the west side of US 75; the city’s population is projected to increase anywhere from 85% to 147% over the next 25 years. The city’s new residents will be younger, highly educated with greater disposable incomes and will positively impact economic development in the city. But more people mean 1) more calls for public safety service, 2) the need for additional schools, and 3) an increased impact demand on the city’s utility services and roadways. The following chapters in this Plan provide guidance to the decision-makers on how this growth can be managed to the benefit of the city’s existing and new residents, businesses and visitors.

## Quick Facts

### Inflow/Outflow of Jobs



### Employment by Industry (2014 Est.)



<sup>3</sup> Employment statistics: onthemap.ces.census.gov

## Employment

There are a total of approximately 7,964 jobs within the Denison city limits, of which 2,094 are held by current residents of the city.<sup>3</sup> Over 5,000 people commute into Denison for work from as far as Gainesville and Greenville. A total of 9,844 Denison residents are employed, of which 26% work within city limits and 74% commute out of town for work. 16% commute to Sherman, 2% to Dallas, and the remaining 56% to various other commercial areas including Pottsboro, McKinney, Fort Worth, and Frisco.

The largest employment industry in Denison is health care and social assistance, primarily in its large medical center along U.S. 75. The medical industry accounts for nearly 16% of jobs held by Denison citizens. Retail trade follows closely, employing 14% of the workforce. Other major industries include manufacturing, educational services and accommodation and food services.

### Texoma Medical Center

Texoma Medical Center (TMC) has been providing healthcare services in the area since 1965. Its current facility, completed in 2009, is located on the south side of Denison, on U.S. 75. Today, it employs over 250 physicians and continues to expand its facilities.

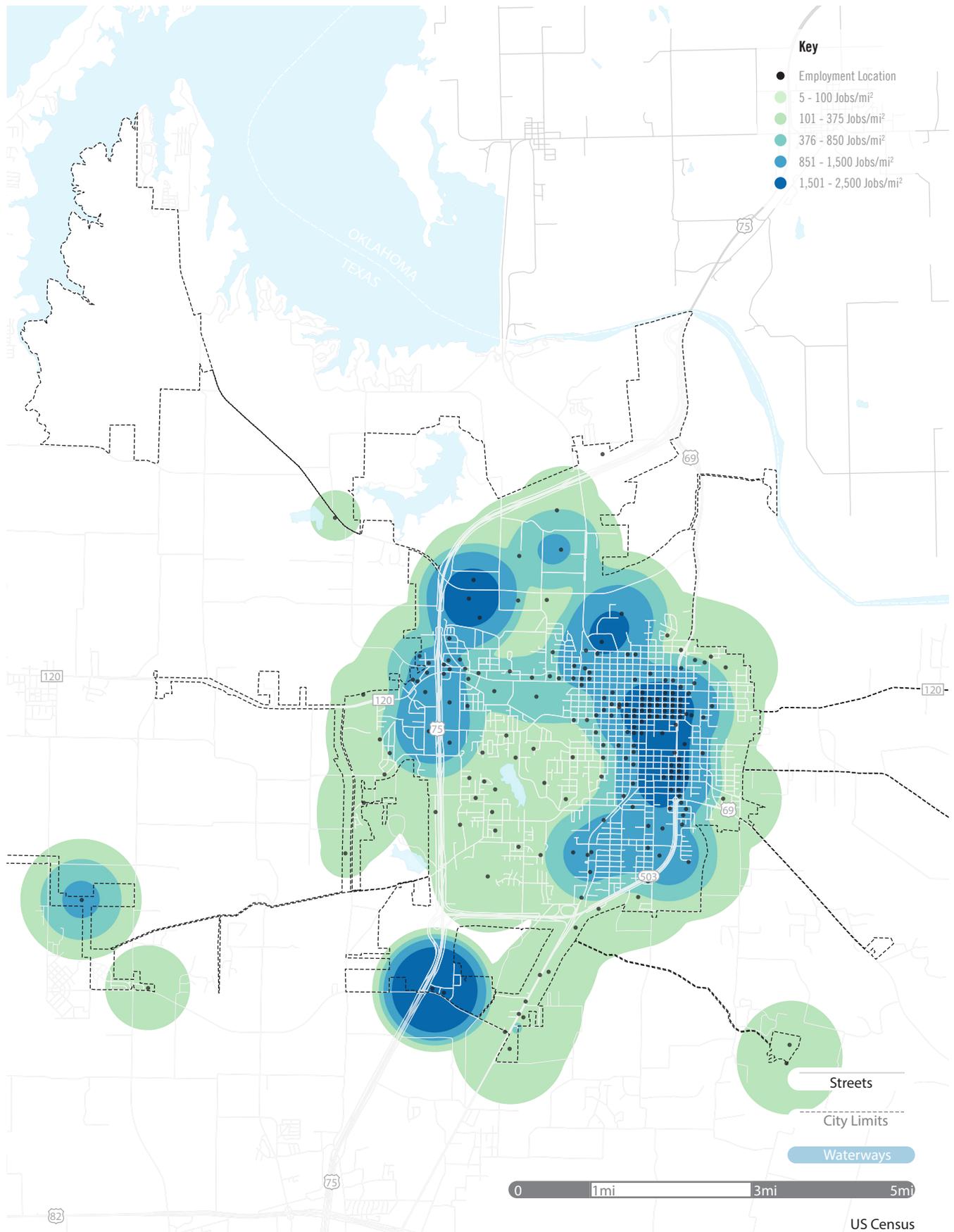
### Airport

North Texas Regional Airport is a major job center in Denison, built on the former site of Perrin Air Force Base. It opened as a military training site for World War II pilots in 1941 and closed in 1971. Today, the 1,400 acre site is occupied by several tenants such as the Grayson County Juvenile Detention Center, the Greater Texoma Utility Authority, Perrin Air Force Base Museum, and several Grayson College buildings. This area contains over 800 jobs.

### Grayson College

Grayson College is a community college that was established in 1965. The main campus is situated southwest of Denison, on F.M. 691 east of F.M. 1417. West Campus occupies buildings on the former Perrin Air Force Base. South Campus is farther south, along U.S. 75, in Van Alstyne. Grayson College offers associate degrees in over 25 areas of study to over 5,000 students. It also partners with Texas A&M University for select online bachelor degree programs. Grayson College's main campus in Denison employs over 600 people.

# Job Density



## Land Use

### Housing

The majority of land in Denison is used for relatively low density single-family housing. There are 10,488 housing units in Denison, consisting of single-family, two-family, multi-family, and mobile home units. As of 2015, 9,215 of the total units were occupied and 1,273 were vacant resulting in an overall occupancy rate of 87.9% (vacancy rate of 12.1%). The majority of vacant units are centered around southern downtown.

Single-family detached units are the most common residential structure comprising 8,303 (79.2%) of the total housing units. The age of housing units is relatively high with 9,632 (92%) of the 10,488 total housing units built prior to the year 2000.

Of the total 9,215 occupied units, 5,933 (64.4%) are owner-occupied and 3,282 (35.6%) are renter-occupied. The median value of owner-occupied units is \$81,500. The median monthly rent for rental units is \$727 per month.

Denison currently operates a successful infill housing program by offering incentives to those who commit to constructing qualifying owner-occupied homes and selling them for an affordable price. Incentives for the builder include fee waivers, tax abatements, and sales tax rebates. The city also recently created a housing reinvestment program that provides a property tax rebate to owners who commit to a significant investment to rehabilitate and improve homes. These programs are intended to kick-start efforts to increase and improve the stock and variety of high-quality housing in Denison.

The City is pursuing the Katy Trail project, a paved trail for bicycles and pedestrians connecting Texoma Medical Center to the north side of Waterloo Lake. It will follow a 3-mile portion in the abandoned MKT railroad right-of-way.

### Commercial

Commercial activity has developed along major access corridors such as U.S. 75, Spur 503, and TX 91. These developments are typically low density, linear, and suburban in character. Much of the recent commercial development in Denison has been along U.S. 75. This has clustered around the exits at Grayson Drive (Texoma Medical Center and Gateway Village) and Morton Street (with a variety of retail, restaurants and hotels) with only isolated developments elsewhere. Much of the U.S. 75 corridor remains undeveloped. Spur 503 (which becomes Austin Avenue) and TX 91 (which becomes Armstrong Avenue) are older roadways and the development is older as well. The uses along both of these corridors are varied, including restaurants, a wide variety of retail, and light industrial. Lots are generally small and bounded by single-family residential on the back side. **As traffic has shifted towards 35**, so has retail demand, so there has been little new construction in these areas and some vacancy and deterioration of older buildings. While the development is very car-oriented and the current street designs have minimal provisions for pedestrians, blocks are small, with side streets connecting to the surrounding residential areas. The southern section of Eisenhower Parkway, which is built out as a freeway spur, is largely undeveloped, as is Highway 69 north of downtown, which is a parkway. In addition to these north-south corridors, Morton Street is lined with commercial on either side of U.S. 75. Downtown Denison is another area of high commercial activity, but the character of this area is much more dense and pedestrian friendly.

### Parks and Open Space

Denison offers a variety of parks from regional parks, such as Eisenhower State Park and Waterloo Lake Park, to local parks, such as Mini Park and those attached to schools. The Parks and Recreation Department actively promotes usage and rental of facilities in the parks. They also encourage and organize sports events and activities. The City has also partnered with Texoma Health Foundation (THF) and local developers to build the THF Park at the intersection of U.S. 75 and Spur 503. The park will include recreational activities focused on health and wellness such as running and biking trails, tennis courts, softball/baseball fields, soccer fields, volleyball courts, and playgrounds.

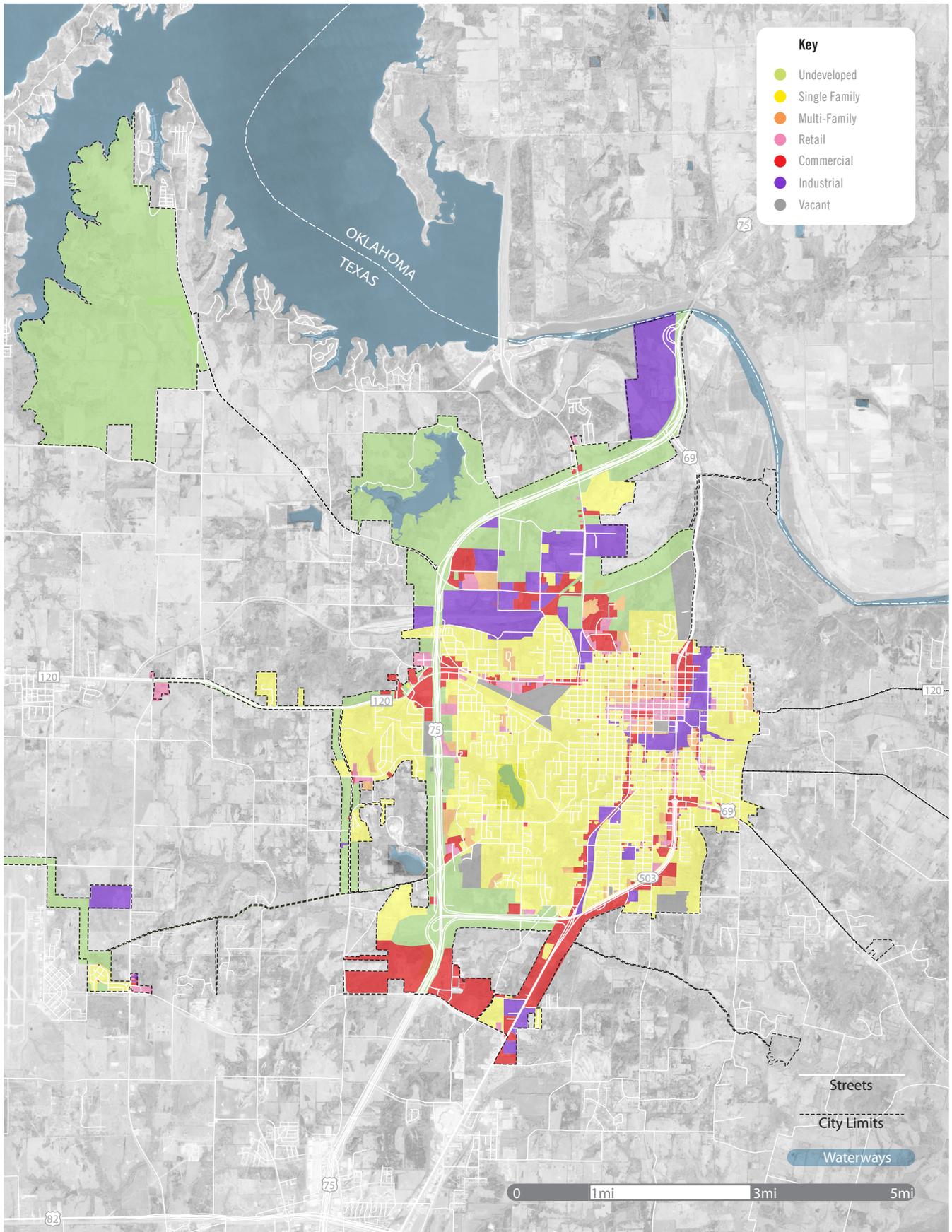
The City is pursuing the Katy Trail project, a paved trail for bicycles and pedestrians connecting Texoma Medical Center to the north side of Waterloo Lake. It will follow a 3-mile portion in the abandoned MKT railroad right-of-way.

### Redevelopment Opportunities

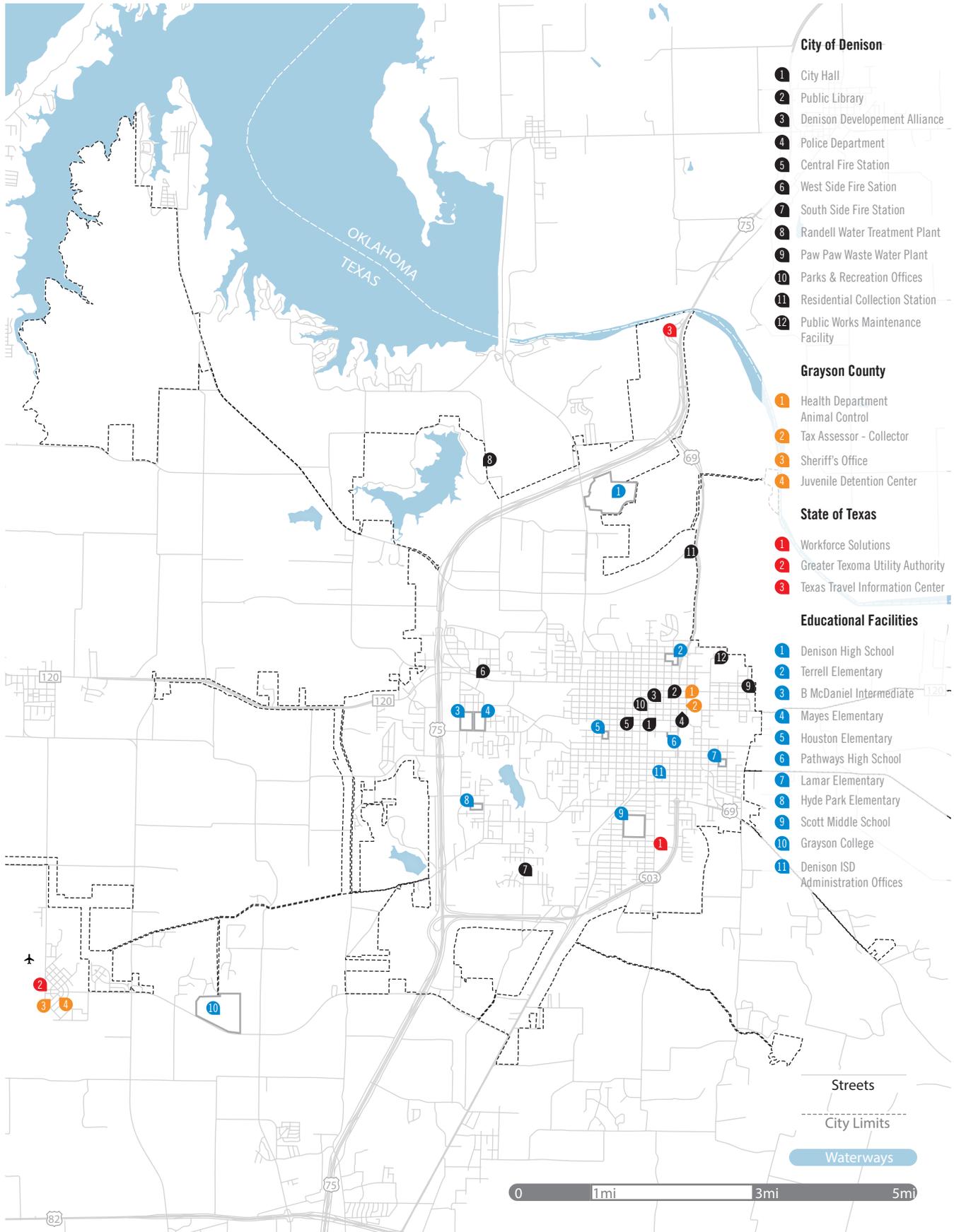
The former Texoma Medical Center Campus, mostly vacant since 2009 (when the medical center relocated to its current location) presents both challenges and opportunities for the City. The 36-acre campus in north central Denison contains a 241,000 square foot hospital, which is slated for demolition soon, and a 105,000 square foot medical office building. The old Texoma Medical Campus presents a great economic development opportunity by either redeveloping the nearly 350,000 square feet of office space or demolishing and rebuilding on that site. However, the specialized nature of hospital and medical office space makes re-purposing to alternate uses challenging. The successful utilization of this property would create a large employment center and could serve as a catalyst for further development and invigoration of the surrounding area.

Several buildings along major retail corridors, such as TX 91, Eisenhower Parkway, and U.S. 75, are vacant today. Industrial sites, such as the former JM Eagle Manufacturing Plant and over 300 acres of Perrin Air Force Base also sit vacant. These buildings and sites can be blights on the surrounding neighborhoods, but also present opportunities for redevelopment.

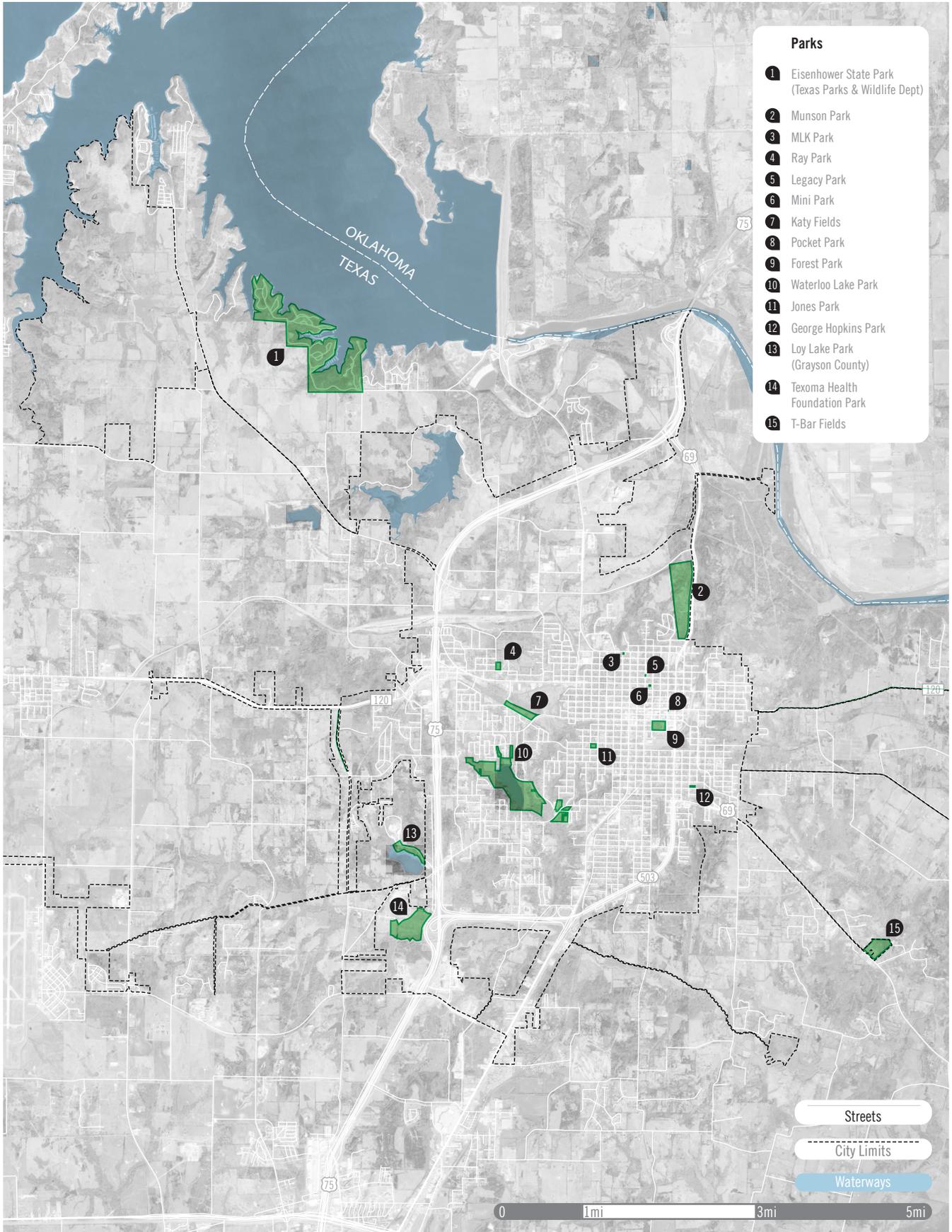
# Current Uses



# Public Facilities



# Parks & Green Spaces



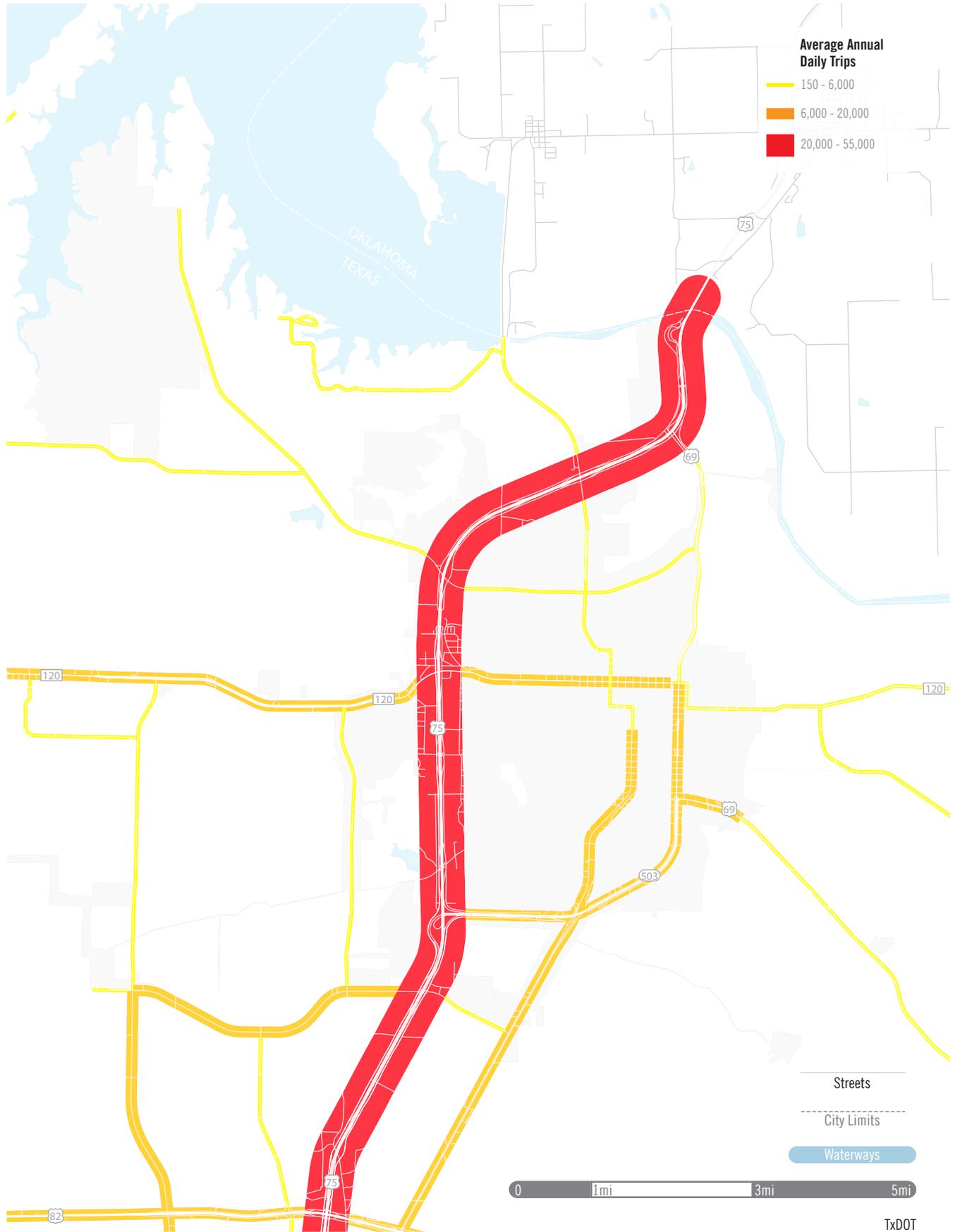
## Transportation

U.S. 75 runs north-south along the west side of current development in Denison. Spur 503 / Eisenhower Parkway spurs off U.S. 75 and connects to U.S. 69, which runs north-south along the east edge of the currently developed areas of the City. TX 91 / Texoma Parkway is another major access corridor that connects Denison and Sherman. These are major access routes for commuters into and out of Denison as they create direct connections to McKinney, Plano, Dallas, and other commercial and employment centers. These routes also serve as major retail corridors and employment areas as seen on the Existing Land Use Map. Additionally, the Grayson County Thoroughfare Plan outlines an extension of the Dallas North Tollway that will connect Dallas to Denison through Frisco and Pottsboro.

Trains have always played an important role in Denison's history. Today, Denison is located on key north-south Union Pacific and BNSF rail lines connecting Texas to the Midwest and Northeast. The Union Pacific enters the city from the southwest and the BNSF from the south, and both routes join on the north side of the city to cross the Red River on a shared bridge alongside U.S. 75. Texas Northeastern Railroad, part of a short line network serving the DFW Metroplex and Northeast Texas, also has trackage rights into Denison from Sherman. These three railroads are a key asset, offering industrial shippers in Denison competitive transportation options. They can also be obstacles, dividing neighborhoods from each other and creating barriers for cars, bicyclists, and pedestrians.

Texoma Area Paratransit System (TAPS) offers on-demand bus service connecting the DFW Metroplex with six counties: Clay, Montague, Wise, Cooke, Grayson, and Fannin.

# Traffic



## Infrastructure & Utilities

The general condition of roads in Denison was given a score of 62 out of 100 in a 2016 pavement study. This reflects the age of the city; streets in many neighborhoods were built to standards that pre-date modern drainage and pavement practices, or were rural roads that were incorporated as the city grew. Over the past several years, the city has focused on upgrading existing streets.

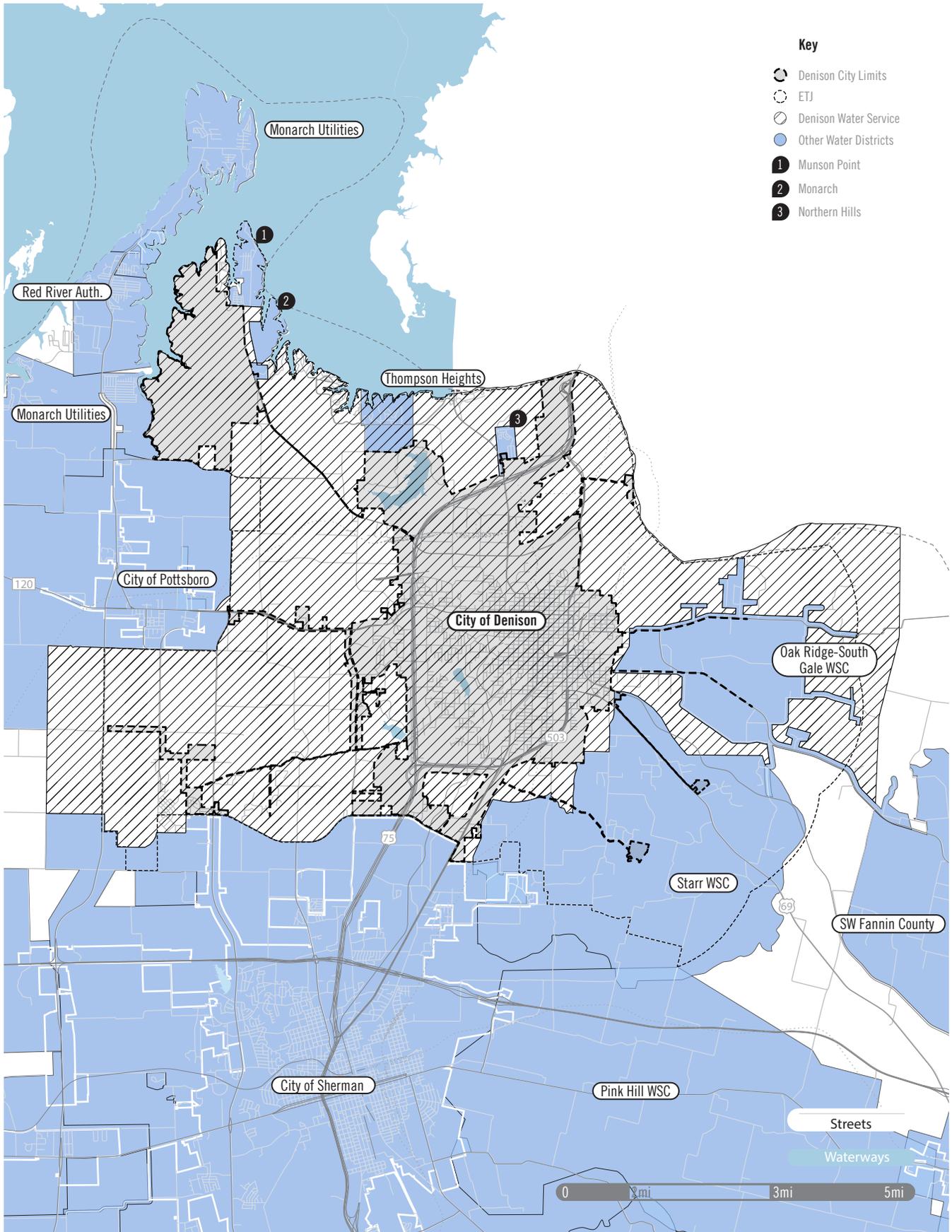
Flooding continues to be a problem throughout Denison and Grayson County in spite of Lake Texoma, Waterloo Lake, and other flood control measures. Severe flooding has caused damage on the south side of Eisenhower Parkway and TX 91 in recent years. Areas immediately surrounding Iron Ore Creek and toward Waterloo Lake are within the 100-year floodplain. Current development around the lake falls outside the floodplain.

City-owned Lake Randell, supplemented by Lake Texoma, is a reliable source of water for the City. Water is treated at the plant located at Lake Randell. The City of Denison provides water to portions of the Extra-Territorial Jurisdiction (ETJ), but the ETJ is also served by several other water suppliers, including Starr Water Supply Corporation and Oak Ridge South Gale Water Supply Corporation. The districts may serve as a limitation on the growth of the city; under Subchapter D of Chapter 43 of the Texas Local Government Code, municipalities are not permitted to annex areas within water districts that are outside of their jurisdictional boundaries. This is especially the case for the land in Denison's eastern ETJ and annexing undeveloped land within these districts would require the City to take on existing residents in these districts as customers, and take on any debt that those districts currently have.

The City owns and operates all of the infrastructure necessary to treat its wastewater. Paw Paw Wastewater Treatment Plant (WWTP) serves the majority of the City and ETJ, and treats an average of 2.4 million gallons per day (MGD) of wastewater. The North Texas Regional Airport WWTP services customers in and around the airport, and has the capacity to treat 400,000 gallons per day, but on average this plant treats between 80,000 and 100,000 gallons per day. Paw Paw WWTP was recently renovated to increase treatment capacity and reduce operating costs. The City's wastewater pipeline network is aging and will need to be replaced in coming years.

A 2005 study by the Greater Texoma Utility Authority analyzed future wastewater treatment needs for the greater Lake Texoma area, including areas west of Denison and north of Pottsboro. It was determined that a 'regional' wastewater treatment plant to service the area would likely belong to the City of Denison, with other municipalities and districts being contract customers. So far, growth has not required a major new plant, and some cities, including Pottsboro, have moved forward with expanding their existing plants.

# Water Districts





4



## VISION, GOALS & ACTIONS

Public Engagement	33
Kick-Off Meeting Responses	34
Vision	36
Goals	36
Community	37
History	38
Housing	39
Transportation	41
Infrastructure	42
Downtown	43
Development & Redevelopment	44
Economy	45
Tourism and Recreation	46
Landscape and Open Space	47
Education	48
Big Moves	50
Big Ideas	51



## PUBLIC ENGAGEMENT

During the kick-off meeting with the Comprehensive Plan Steering Committee, the group responded on notepads what they thought were the strengths of the City and what needed improvement. Several common themes emerged. The summary graphic shows those themes and the level of agreement or disagreement with each. The key take-aways from this exercise were that a large majority of the committee felt like the "small-town feel" of Denison was one of its greatest strengths and the current lack of good quality retail, restaurants, and entertainment was one of its greatest weaknesses. Other strengths include the historic identity of the City, the Downtown beautification plans, the transparency of the government, and community events. Some of the other areas identified for improvement include aging buildings, attractiveness of neighborhoods, infrastructure maintenance, and alternative transportation. These take-aways and the analysis shown informed the vision and goals of this Comprehensive Plan.

A second round of feedback was requested from the public on draft statements of each goal statement. A summary of responses from the online survey can be found in Appendix A-12.

# Kick-Off Meeting Responses

## ECONOMY

4 Like 32 Needs Work

### LIKE

- Affordability
- Developer friendly
- Local business - retail

### NEEDS WORK

- Higher median income
- Technology driven city and business
- Expansion, grow jobs and population
- Retail, restaurants, entertainment

## CHARACTER

48 Like 12 Needs Work

### LIKE

- Small-town feel
- Historic identity / preservation
- Art and music
- Family oriented
- Laid back attitude
- Low crime

### NEEDS WORK

- Safer community
- Historic district imp. / pres.
- Appearance / beautification

## TOURISM

21 Like 11 Needs Work

### LIKE

- Downtown pres. / beautification
- Community events
- Toole Design Plan
- Keep stadium

### NEEDS WORK

- More tourist destinations
- Entry zones
- Downtown beautification and marketing
- Capitalize natural resources / Lake Tex.
- Downtown growth

## REDEVELOPMENT

0 Like 17 Needs Work

### NEEDS WORK

- Run down buildings, comm. corridors
- Standards / code enforcement
- Outdated housing

## GOVERNMENT

18 Like 11 Needs Work

### LIKE

- Transparency / communication
- Progressive / visionary
- Overall strong leadership
- Flexibility / open to new ideas
- Ability to provide water

### NEEDS WORK

- Modernize park equipment
- More progressive mindset
- Communication / citizen engagement
- Stronger partnerships
- Improve / maintain city facilities
- Smoother Processes

## TRANSPORTATION

4 Like 11 Needs Work

### LIKE

- Ease of travel / low traffic
- Bus friendly environment

### NEEDS WORK

- Access to downtown / other areas
- Parking
- Alternate transportation options

## INFRASTRUCTURE

0 Like 12 Needs Work

### NEEDS WORK

- Street improvements
- Utilities

## HOUSING

2 Like 6 Needs Work

### LIKE

- Current initiatives / affordability

### NEEDS WORK

- Quality and standards
- Diversity in stock

## NATURE

11 Like 9 Needs Work

### LIKE

- Current parks and green spaces
- Landscape, topography, lakes

### NEEDS WORK

- Recreation for youth
- Update park facilities
- Dog parks
- Lakeside development
- Linear parks / trails

## OTHER

4 Like 4 Needs Work

### LIKE

- Schools / quality of education

### NEEDS WORK

- Less bars, more family venues
- More grocery options
- Modernize library services
- Not always playing catch up



# VISION

Based on public input, the Comprehensive Plan team developed a vision for the future of Denison. This vision was then presented to the public and stakeholders and is adopted by City Council as part of this plan. This vision states what kind of city Denison wants to guide municipal government actions. The one-sentence vision statement is supported up

by a series of goals. Under each goal, specific actions define the next steps the City can take in achieving that goal. These actions may change over time based on new opportunities and challenges, but the goals and the vision will remain.

“Denison will retain its home-town feel and historic character, improving its neighborhoods and downtown, while attracting new businesses, residents and visitors through a great quality of life.”

# GOALS



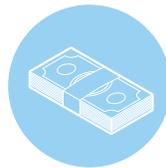
**Community**



**Development & Redevelopment**



**History**



**Economy**



**Housing**



**Tourism & Recreation**



**Transportation**



**Landscape & Open Space**



**Infrastructure**



**Education**



**Downtown**



## Community

Denison will continue to have a welcoming, inclusive home-town feel and a strong sense of community through public events, civic organizations, citizen involvement, and responsive government.

### Actions

- Continue to promote and support inclusive neighborhoods.
- Host family-friendly public events.
- Provide ample opportunity for public engagement and feedback on City initiatives and projects.



## History

Denison will recognize and celebrate its history, such as Eisenhower's birth-place, viticulture, the railroads, Denison Dam, Perrin Air Force Base, and Downtown Denison, by preserving its buildings and educating its citizens and visitors.

### Actions

- Recognize and celebrate the significance of these contributions to Denison's history:
  - Eisenhower Birthplace
  - Significance of Railroads
  - Perrin Air Force Base
  - Downtown Denison
  - Munson Vineyard and T.V. Munson home "Vinita"
  - Donald Mayes architecture
- Add informational plaques around the City.
- Tie historic landmarks across the City together using wayfinding signage and maps to spur heritage tourism.
- Evaluate the boundaries and development standards of the City's historic district in order to protect and preserve Denison's valuable historic resources.



## Housing (Updated 2023)

Denison will support a variety of housing types attainable for citizens of all income levels in traditional neighborhoods and offer attractive new developments. Within this document, the term attainability will be used to better define one's ability to purchase and own or rent a home or apartment. Affordability is subjective and does not accurately portray the City's desire to be a catalyst in elevating quality of life enhancements for all residents and in all neighborhoods.

### Actions

- Use incentives and special district policies to catalyze a wide range of housing products. Tools to support and incentivize housing may include:
  - Tax increment reinvestment zones
  - Planned development overlay zoning
  - City infrastructure assistance
  - Development fee waivers
  - Partnerships with non-profit builders
  - Neighborhood empowerment zones
- Tailor housing policies to promote these specifically desired sectors:
  - Downtown lofts and similar higher density products
  - New suburban developments that provide housing in a variety of price ranges, and specifically attainable to families in the current Denison average family income range
  - Redevelopment and infill
- Regularly evaluate and amend residential zoning districts to reflect current market trends and allow desired housing types
  - Develop standards for accessory dwelling units and expand the number of zoning districts where they are allowed.
  - Evaluate and amend zoning districts in response to frequently requested variance requests.
  - Evaluate larger-lot residential zoning districts that may be applicable in area appropriate in areas designated as Rural Residential on the Future Land Use Map.
- Evaluate current zoning patterns to create a more balanced mix of commercial and residentially zoned land.

- Conduct a study to determine the local market and support for retail and commercial services. Determine the area best suited for retail and commercial development, such as in the US 75 corridor, and reserve these for non-residential uses.
- Undertake a study of older commercial corridors, where demand for commercial uses has declined over the years, to determine how residential uses might be introduced in a compatible manner.
- Institute a residential registration and inspection program for rental properties. Include single-family residential rental properties in the registration and inspection program as well as duplexes and multi-family dwellings.
- Support tax credit applications for residential developers constructing mixed-income need-based and senior housing.
- Develop programs supported by a range of funding sources to assist homeowners with repairs and rehabilitation. These programs could include:
  - Dedication of available federal funds to emergency repairs and housing rehabilitation.
  - Partnerships with local volunteer groups and non-profits such as Plano Helpers and Rebuilding Together North Texas for minor repairs.
  - Rebates and tax incentives to assist with major renovation and rehabilitation projects. The City of Plano's Great Update Rebate and the City of Richardson's Home Improvement Incentive Program are local examples of these types of programs.
- Enhance the overall appearance and attractiveness of Denison by expanding policies, programs, and activities that will reverse the decline experienced in residential neighborhoods. These activities could include:
  - Block-by-block infrastructure upgrades by the city.
  - Building neighborhood capacity and cohesion through education programs on city services and assistance in forming homeowner associations, similar to the City of Garland's Neighborhood Vitality programs.
  - Partnering with neighborhoods to develop neighborhood plans that address local concerns and opportunities for improvement that can be achieved through capital improvement programs.
- Strengthen enforcement programs such as minimum property standards, unsafe building demolition, and rental inspections, while also offering incentives to assist property owners with compliance.
  - Designate a portion of federal funding for housing rehabilitation and emergency repairs for code enforcement compliance.



## Transportation

- Denison will upgrade and maintain its roadway network, improve connections within developed areas of the city, expand connectivity to newer areas, and integrate infrastructure for bicycles and pedestrians.

### Actions

- Connect streets across railroads, per the Master Thoroughfare Plan.
- Create a master plan of multi-use trails that connect key nodes within the City, including parks, downtown, historic sites, commercial and employment centers, and residential areas. Plan and prioritize the following items:
  - Direct connection for vehicles from Downtown to Eisenhower State Park for tourists.
  - Seamless vehicle connection from U.S. 75 to Downtown.
  - Hike and bike trail system connecting major job centers and recreational facilities.
  - Bike path connections from neighborhoods to Downtown.
- Incentivize “Complete Street” designs for new and renovated streets whenever possible.
- Develop a plan for access and driveway management along existing and new commercial corridors, including cross access requirements.



## Infrastructure

Denison will proactively add and update infrastructure to support economic growth and long-term goals for the City.

### Actions

- Systematically and equitably replace water and sewer infrastructure throughout the City and maintain City's aging street network, in accordance with the Capital Improvement Plan.
- Where possible, upgrade franchise utilities by updating City's franchise agreements with the utilities. Provide incentives to the utilities to upgrade their facilities within the City.
- Design and implement an equitable emergency response, recovery, and communication system for natural disasters and other catastrophic events. Use a variety of media, including TV, radio, and social media to access all residents.
- Maintain existing and assess needs for new fire stations as population grows.
- Maintain existing and assess needs for new libraries as population grows.
- For any water or sanitary service extension, the cost of the extension should be shared proportionately by the applicant and the City based on the size of line needed. Refer to the Annexation subsection in Chapter 4 for discussion on this action.
- Create a utility master plan to guide growth and adopt policies that clearly define developer and City responsibilities.
- Create a stormwater master plan that will assess existing stormwater issues and provide tangible solutions and time-frames for alleviating drainage problems while providing guidance for new development.
- Develop an asset management plan that identifies the current condition of all city infrastructure and determines the investments needed to keep that infrastructure in a good state of repair.
- Update the plan for road maintenance and infrastructure upgrades.
- Develop a utility extension policy that promotes the type and location of development outlined in this Comprehensive Plan.
- Prioritize city funding for utility extensions and rehabilitation for the highest priority areas of this Comprehensive Plan.



## Downtown

Downtown Denison will be an active, walkable, mixed-use core of the city that offers housing, restaurants, entertainment, music, and arts.

### Actions

- Review zoning regulations to ensure appropriate development types and uses in and near Downtown.
- Establish a Downtown Master plan to guide the growth and redevelopment of Downtown Denison.
- Limit on-street parking to 3 hours.
- Implement gateways, street design, and street sections based on the Designing Downtown Denison Master Plan by Toole Design Group.
- Support historic and income-based tax credit applications for residential developers constructing medium- and high-density housing within walking distance of Downtown.
- Attract new restaurant and retail development to downtown by continuing to offer incentives to commercial developers and new tenants in existing buildings.
- Evaluate an incentive program to install fire sprinklers as existing Downtown buildings undergo renovation.

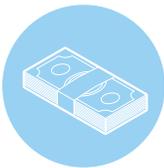


## Development & Redevelopment

Denison will encourage high quality redevelopment and infill and enforce codes and standards such that neighborhoods and commercial corridors in the older parts of the city thrive alongside new developments along U.S. 75. Denison will grow responsibly, protecting its character and ensuring that growth is a long term benefit to the city and its residents.

### Actions

- Develop annexation policies and plans in order to maintain orderly growth and development.
- Update building and development standards to ensure they promote the goals of this Comprehensive Plan.
- Evaluate fees that are charged for new utilities and street infrastructure to ensure that new development carries the cost of providing service.
- Continue to enforce the minimum property standards code.
- Expand code enforcement activities, emphasizing:
  - Neighborhoods on the verge of decline that can more easily be turned in a positive direction.
  - Older commercial corridors that need to be reinvigorated, especially Austin Avenue (U.S. 69), Eisenhower Parkway (Spur 503), Woodlawn Boulevard, Texoma Parkway (TX 91), and Morton Street.
- Partner with major land owners in the U.S. 75 corridor to conduct a market-based analysis of the mix of land uses most likely to respond to the demand for more retail and entertainment.
- Grow the city's tax base and economic strength through programs promoting redevelopment and revitalization of older commercial corridors and neighborhoods, using market-based analysis and strategic incentive programs to leverage new investment.



## Economy

Denison will grow its economy and expand its tax base by attracting businesses. Denison will have an educated workforce, well-paying employers, a larger health care base, and expanded retail options.

### Actions

- Identify market sectors in which DenisonDenison can be a competitive location for companies. Strive to attract higher paying jobs, but remain realistic about what Denison has to offer compared to other cities.
- Identify skills that potential new employers are looking for and ensure programs to build those skills are offered at Grayson College.
- Coordinate with the Denison Development Alliance and the Denison Development Foundation to review economic development incentive guidelines and policies in conformance with Comprehensive Plan goals.
- Partner with the medical center to identify corollary and complementary industry gaps; develop incentive packages specifically targeted to those gap sectors.
- Partner with the medical center to either redevelop its former campus through adaptive reuse or by demolishing and rebuilding.
- Partner with Lake Texoma lakefront property owners to conduct a market-based analysis of the lake-oriented development and tourist facilities that are likely to succeed.
- Partner with major downtown landowners, merchants, and tenants to facilitate two-way communication regarding goals and opportunities for the downtown area.
- Host an annual “commercial broker day” to educate and inform Dallas-based brokers about the attributes of Denison including a city tour, golf tournament, and related activities to reinforce Denison's positive aspects in the minds of the broker community.
- Host tours and events for targeted land developers, home builders, and investors.
- Review economic development incentive strategies, policies, and guidelines to align with Comprehensive Plan goals and objectives, with a focus on retail, restaurants, and entertainment.
- Grow the city's tax base and economic strength through programs promoting redevelopment and revitalization of older commercial corridors and neighborhoods, using market-based analysis and strategic incentive programs to leverage new investment.



## Tourism & Recreation

Denison will leverage its popular destinations, such as Lake Texoma and Historic Downtown, to attract visitors and new residents from around the region. Denison will utilize existing natural resources for extending hike and bike trails and provide more parks and open spaces throughout the City.

### Actions

- Evaluate recreational development opportunities along Lake Texoma, the Red River, and Waterloo Lake.
- Create a hike and bike trail network that connects Waterloo Lake Park, Downtown Denison, Eisenhower State Park, Texoma Health Foundation Park, Loy Lake Park, and Hagerman Wildlife Refuge.
- Develop a wayfinding scheme to tie various attractions around the City together.
- Collaborate with Grayson County and neighboring communities in both Texas and Oklahoma to plan a regional trail network around Lake Texoma and along the Red River.
- Continue to support major visitor attractions, such as the Texoma Events Center and Texoma Health Foundation Park.
- Evaluate additional recreational programs to meet an increased need for activities for all ages.



## Landscape & Open Space

Denison will protect its rolling hills, trees, and attractive agricultural landscape.

### Actions

- Preserve natural landscapes through thoughtful development planning that integrates native open space with development and designed landscaping plans.
- Develop and adopt a tree preservation ordinance.



## Education

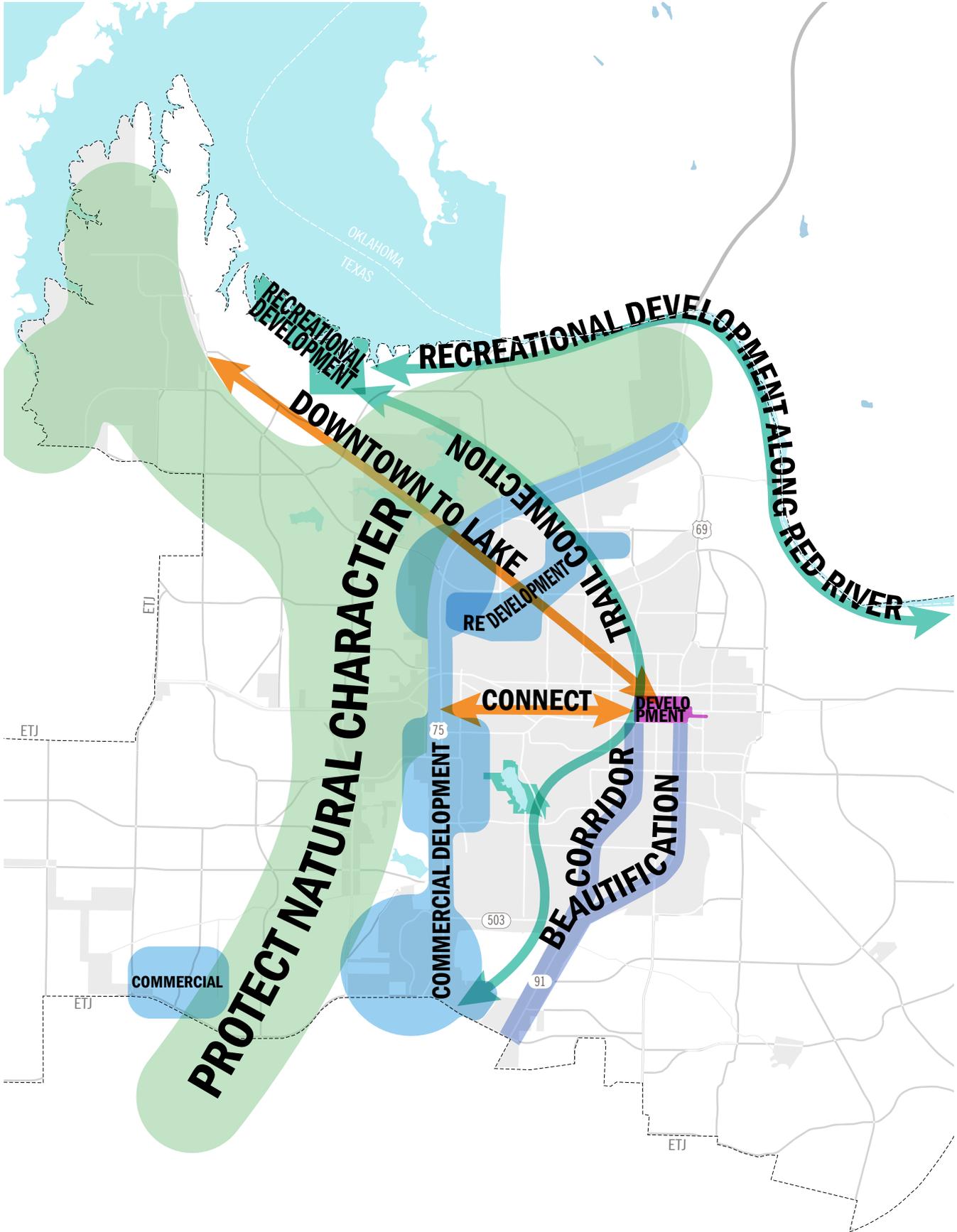
Denison will continue to focus on supporting high quality education from K-12 and further education through Grayson College.

### Actions

- Encourage collaboration among colleges, schools, and local businesses by encouraging internship opportunities.
- Identify schools with significant numbers of students who walk to school as candidates for Safe Routes to School (SRTS) funds.
- Support Grayson College's effort to develop a well-educated workforce.
- Coordinate with the Denison Independent School District (DISD) to identify needs where the City can partner with the district.
- Encourage DISD to grow the arts and music programs in schools.
- Coordinate with the local school districts on school location and shared facilities.



# Big Moves



## BIG IDEAS

This map identifies several major changes that this plan recommends. These key moves correspond to the goals outlined earlier in this chapter.

### Protect Natural Character

The area to the west of U.S. 75 is largely undeveloped. The rolling landscape of woods and fields is an essential part of Denison's rural character and it should be respected even as new development occurs. This can be done through setbacks from roadways, strategically located greenbelts, clustering of development, and the preservation of some agricultural uses. The City and other public agencies can enact development regulations, set aside wide thoroughfare rights-of-way with space for landscaping, work with developers through the planned development process, acquire land for parks and open space, and acquire development easements on agricultural land.

### Development & Redevelopment

New development along U.S. 75 should be focused on key nodes, avoiding the undifferentiated line of development typical in other cities and retaining some of the feel of the rural landscape. In addition to new development here, the City should focus on redeveloping existing sites like the former Texoma Medical Center. Future development to the west of U.S. 75 should be supported with retail clusters at key intersections.

### Connect

Current topography and street patterns restrict direct vehicular connections from U.S. 75 to Downtown, and the connections that do exist do not give visitors a good first impression. The orange arrow between the two recommends an enhanced and direct vehicular connection from U.S. 75 to Downtown. In the long term, a new connection directly to Main Street would make Downtown easier to access and enable new development. In the near term, signage, street redesign, and beautification can make existing connections more attractive and easier to follow.

### Trail Connection

A network of trails, including the Katy Trail, trails in parks, and trails paralleling streets, can link the Texoma Medical Center, Downtown, recreational facilities, such as Waterloo Lake Park, and neighborhoods. Additional trails should be included in new developments and in the Downtown-to-lake corridor.

### Downtown to Lake

A direct, easy to understand, and scenic connection between Downtown Denison and Lake Texoma would be a signature feature for the City. It would draw people to both the recreational amenities around the lake and the shopping, dining, and historical attractions of Downtown, and encourage visitors to combine both for a day trip or weekend visit. This corridor can be a combination of existing streets, rebuilt streets, improved intersections, landscaping, wayfinding, and gateway elements, supported by development regulations, that combine to create a seamless, attractive, and easy to follow connection. Where this corridor crosses U.S. 75, the Denison Development Alliance owned track between the highway and Randell Lake is ideal for visitor-oriented retail and for office space that takes advantage of these natural amenities.

### Recreational Development

Lake Texoma and the Red River are major regional attractions and amenities for local residents. The land around the lake is suited for single and multi-family development, which may appeal to retirees and Dallas-Fort Worth residents looking for weekend homes, hotels and resorts, and for dining and entertainment. Development should be situated to take advantage of view of the lake and the river. The City should also ensure that public access to the lakefront and river is maintained and enhanced, and that public parks with lake views are included in new development.

### Corridor Beautification

The aging retail corridors along TX 91 and Eisenhower Parkway have been bypassed by U.S. 75, reducing traffic columns and retail demand. They can be redeveloped as mixed-use corridors with new residential and pedestrian- and bike-friendly streets.

Alice Queen Waterman  
artist



My Friend's House  
Consignment

Denison  
**ART** and  
ENTERTAINMENT  
District  
celebrates  
downtown

- Adams St
- Moon A
- to Z...
- y Karam Gallery
- ce xplosion
- Sea Sportcards
- arking →

Shelly Tate Garner  
artist



denisonlive.com



**RIALTO**

RED RIVER OPRY  
COUNTRY GOLD

RUGS  
& STUFF

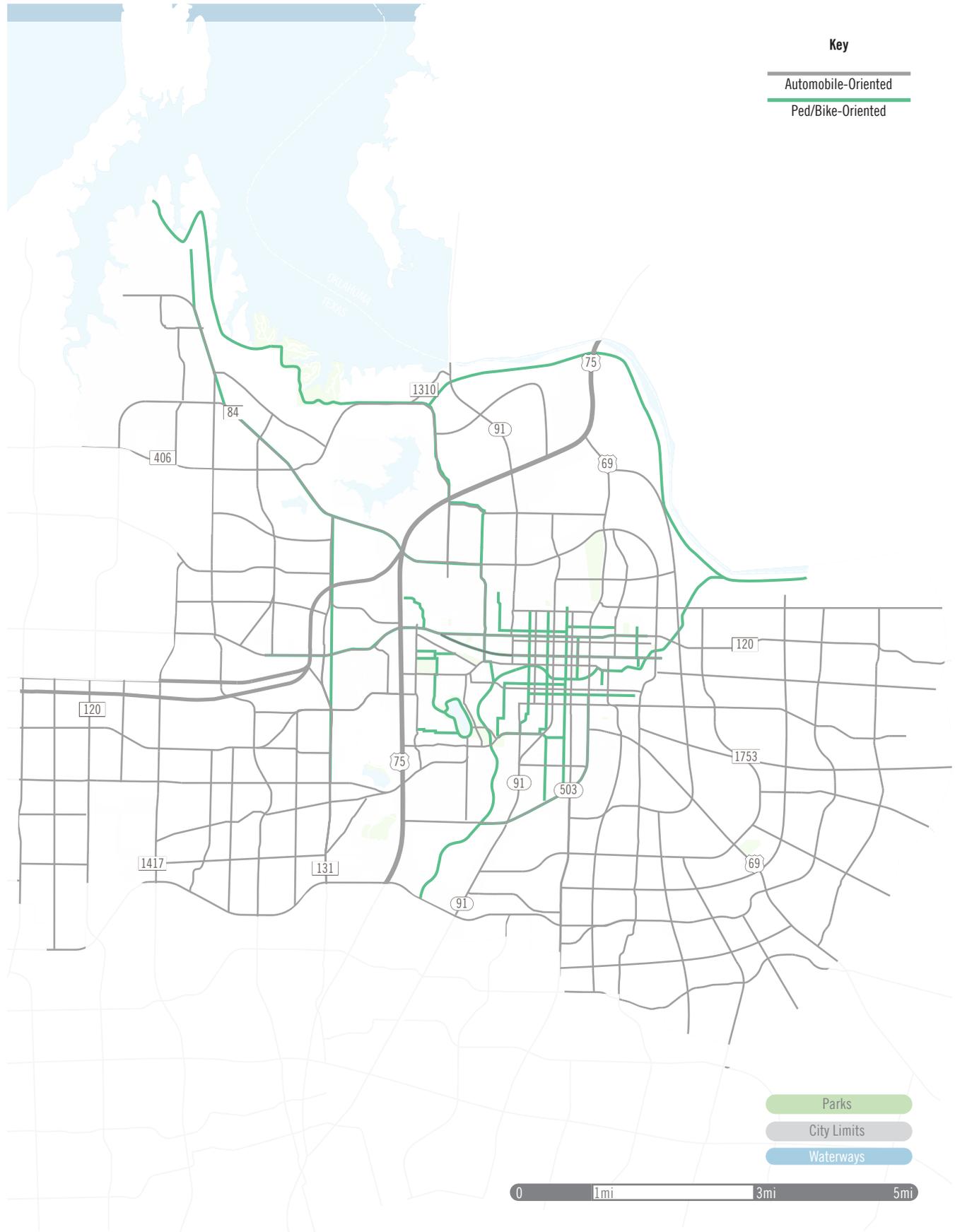




## PLANNING

Master Thoroughfare Plan	55
Future Land Use Plan	66
Development Guidelines	69
Annexation	73
Implementation	75

# Transportation Network



## MASTER THOROUGHFARE PLAN

Roadways are critical to the future of Denison. As Denison grows, new areas will require new connections, and traffic on some existing roadways will increase. New connections can also catalyze new development. In the long term, much of the undeveloped area around Denison, both in the ETJ and in surrounding cities, will require a much larger network of roadways. Even if the need for these connections is decades away, it is critical to plan for them today.

The residents of Denison expressed a desire for more transportation options. This requires a network of hike and bike trails around the City, connected bicycle and pedestrian facilities in neighborhoods and commercial districts, and safe crossings of major streets.

The public also sees the value of a livable city. The ability to travel is important, as is the preservation and development of places worth traveling to. Indiscriminate widening of roadways, excessive traffic speeds, and lack of consideration for aesthetics can actually destroy what makes Denison a great place to live. Character is also critical to drawing visitors and new residents. The experience of driving to Downtown or to the lake makes a first impression; an appropriately scaled, well-designed, and attractive roadway will make that impression a good one.

Thus, the challenge Denison faces today is to increase the future capacity for automobile traffic while also creating a network of safe and comfortable pedestrian- and bike-friendly streets and protecting the character of the City's downtown and neighborhoods.

The functional classification system classifies streets with a trade-off from movement to access. A high-speed roadway has limited access to adjacent properties while a roadway that allows greater access creates slower moving traffic. This Thoroughfare Plan includes the following hierarchy of street classifications:

- **Freeways:** these are designed and built by the Texas Department of Transportation (TxDOT) and are primarily used for high speed and minimum access traffic.
- **Arterials:** these allow high volumes of traffic, smoother and faster movement, and somewhat limited access to adjacent development.
- **Collectors:** these generally connect arterials to local streets, providing moderately high speeds and moderate access.
- **Local Streets:** these are generally very low speed streets with low traffic counts and the greatest access to adjacent properties.

This hierarchy is typical of post-World War II development patterns, where the street network is explicitly designed through its connectivity and street widths to concentrate traffic on specific streets and keep through traffic off of local streets. In this street pattern, there is a limited number of paths for through traffic.

Older development generally used a street grid, where nearly all streets are the same in width and functionality. A grid has no clear hierarchy of arterials, collectors, and local streets. The older parts of Denison follow this pattern. Here, some streets function as arterials because they connect to arterials at the edge of the grid, but all other streets are essentially the same. There is no benefit to designating collectors and local streets in these areas.

This plan shows the existing arterials and freeways that define the newer portions of Denison and the extension of those into older, gridded

parts of the city. It also extends a network of arterials into undeveloped areas, setting up a ½ to 1 mile spacing. These future roadways should be constructed as these areas develop; since it is unlikely that the city will be fully built out in the foreseeable future all of these streets are long term projects. It is important, though, to take them into account in any new development to make sure that future connectivity is not compromised. All of these areas will also require collector streets. The exact alignment of these streets should be determined when development occurs.

The plan also identifies key pedestrian connections. These require accessible and comfortable sidewalks, as well as safe pedestrian crossings at intersections. This plan introduces three types of bike facilities:

- **Bike Trails:** off-street trails intended for use by pedestrians and bikes.
- **Bike Paths:** off-street bike lanes that run along thoroughfares but are separated by a physical barrier or landscaping.
- **Bike Lanes:** on-street lanes that run between the curbs of a right-of-way, usually separated by a two-foot marked buffer.

Bikes can generally share a local street with other vehicles due to low traffic volumes and automobile speeds. The intent of the bike network is to provide an alternative means of travel and recreation throughout the City.

Denison currently has no fixed route bus service, but if service is reestablished in the future it will likely use arterial and collector streets. Good pedestrian infrastructure, both on those streets and on the connecting local streets, is critical to allow transit riders to access stops.



## Thoroughfare Planning Issues

Below are the broad planning needs identified for the City of Denison's roadway network:

- 1 *Maintaining existing connectivity and improving connectivity within the city.* The current roadway network generally serves the residents and businesses of Denison well. Future projects and development should maintain this network. In many cases, the street capacity exceeds demand, so there may be opportunities to redesign streets with fewer (or narrower) traffic lanes, more parking, new bike lanes, or better landscaping. However, the connectivity of the network should not be compromised. There are also opportunities to improve connectivity where railroads, topography, and large parcels break up the street network.
- 2 *Planning for future growth.* As new areas develop and existing areas redevelop, the roadway network should have the capacity and connectivity to support this growth. This means adding new roadways as new areas develop and having sufficient capacity – or adding capacity – on current roadways that connect to growth areas.
- 3 *Integrating land use and transportation.* A street is not simply a way to access a neighborhood, employment area or mixed-use district; it is part of the character of that place. The street width, speed of traffic, location of driveway access, spacing of intersections, design of crosswalks and sidewalks, and character of landscaping should match the needs of the surrounding land uses and work together to create a livable city.
- 4 *Regional access.* Denison adjoins other cities and undeveloped areas in all directions, and roadways within Denison and its ETJ form a vital part of a regional transportation network. Because U.S. 75 runs north-south, connecting Oklahoma to the DFW Metroplex, providing connections from the east and west is critical. Crawford Street, F.M. 120/Morton Street, F.M. 84/Texoma Drive, and Loy Lake Road/Coffin Street form some of these essential connections.
- 5 *Long term financial viability.* The decision to build or widen a roadway has a major financial impact on the City and its taxpayers. Well-maintained roadways are essential to the City's economy, and a new or rebuilt road can encourage private investment in the form of new businesses, new residents, upgrades to existing structures, and new development. These increase the tax base and put the City on a stronger financial footing. But roadways come with costs as well, both up-front construction costs and long-term maintenance costs. Every square foot of roadway in Denison is a piece of infrastructure the City must maintain, with a corresponding cost to the taxpayers. Thus, an inadequate roadway system comes with a cost to the City's economy, but so does an oversized system. Preserving right-of-way for future expansion is a better strategy for long-term growth than oversizing the actual pavement, and new roadways that serve undeveloped areas can be a drain on the City's resources. However, in certain situations, the City may consider the proactive construction of new roadways in critical growth areas in order to encourage economic development. As part of a proactive strategy, new infrastructure can be a way to steer new development to areas where that development will most benefit the City as a whole.
- 6 *Alternative transportation options across Denison.* Denison has been historically developed as a car-oriented city but there is demand today for pedestrian and bicycle oriented infrastructure, both for recreational use as well as traveling to destinations. Creating a safe and comfortable network of pedestrian and bicycle infrastructure will be a new challenge for the City going forward.
- 7 *Connections to major visitor destinations.* Downtown Denison and Lake Texoma are major recreational assets that have the potential to draw visitors from the Metroplex and beyond. To encourage this, connections from U.S. 75 to these destinations should be as legible and attractive as possible. In addition, it should be easy for visitors to travel from downtown to the lake or vice-versa so that they spend as much time in Denison as possible.
- 8 TX 91 and Spur 503 were once the major access routes into Denison and the City's primary commercial corridors. U.S. 75 has replaced

them in this role. Thus the level of traffic on these roadways is lower than they were designed and built for, and the demand for commercial property is lower here as well. If the corridors are to redevelop and revitalize, a mix of uses including residential will be required, and the streets must be transformed to be more attractive and friendly to pedestrians

## Thoroughfare System Recommendations

The Master Thoroughfare Plan includes several new corridors to address these planning needs:

- 1 Redevelop Main Street and Burnett Street to be high-activity, pedestrian-friendly streets with several commercial, retail, and entertainment destinations along them in accordance with the Designing Downtown Denison Master Plan.
- 2 Realign and extend Loy Lake Road / Coffin Street to provide sufficient traffic circulation in the southwest quadrant of the City. These roadways should be extended to provide continuous access to F.M. 1417.
- 3 Connect Coffin Street between Park Avenue and Woodlawn Boulevard / S. Armstrong Avenue / TX 91.
- 4 Upgrade F.M. 84 and Texoma Drive to adequately serve the large-scale residential and non-residential uses specified by the Future Land Use Plan. F.M. 84 should be built as a scenic corridor based on the design guidelines outlined in the Special Conditions under the Master Thoroughfare Plan of this document.
- 5 Preserve the right-of-way and secure construction for the extension of Highway 289.
- 6 Preserve the right-of-way and secure construction for the extension and expansion of F.M. 1417 from F.M. 691 to F.M. 84.
- 7 Preserve the right-of-way and secure construction for the upgrade of Texoma Parkway / TX 91 south of Spur 503.
- 8 The existing major waterways should be preserved and utilized as primary linkages for a community-wide trail system.
- 9 The highest capacity and mobility east-west corridors through Denison will be Texoma Drive (F.M. 84), Morton Street (F.M. 120), Crawford Street, and Loy Lake Road / Coffin Street. The highest capacity and mobility north-south corridors will be U.S. 75, TX 91, and U.S. 69.
- 10 Provide a more direct connection from Main Street west towards U.S. 75. This may be accomplished by extending Main Street northwest to Morton Street (F.M. 120).

## Transportation Planning Policies

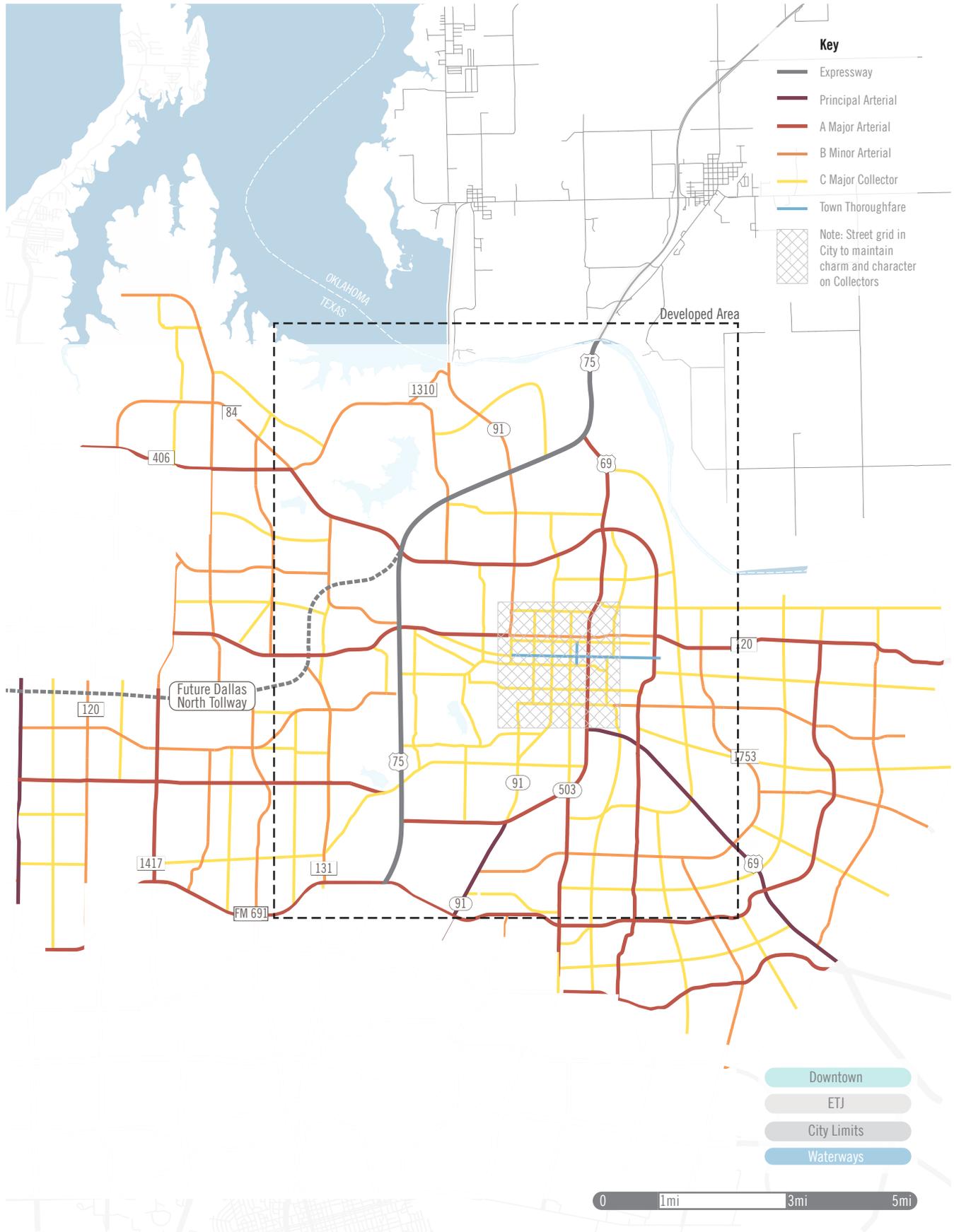
The following statements describe the recommended policies to guide Denison's transportation planning efforts.:

- 1 The Master Thoroughfare Plan shows a long term build-out of the roadway network. No new portion of this systems should be built until it is required, and the complete build-out would take decades and depending on future population growth, or may never occur. However, now and in the future, all measures should be taken to ensure that nothing is built that would prevent this future build-out. In addition to the thoroughfare plan, a variety of city ordinances, including building and development regulations, affect the operation of the roadway system.

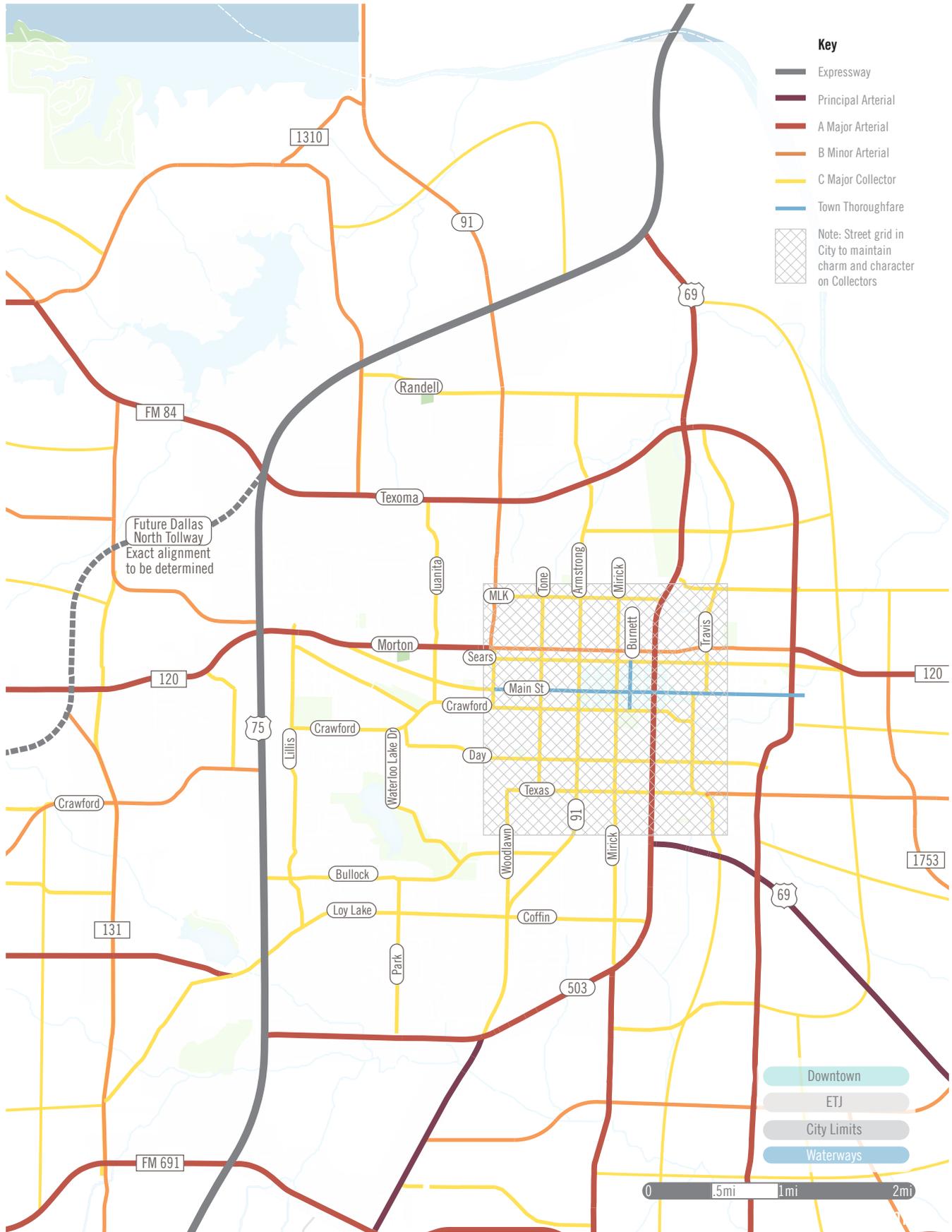
Any new development should be planned to include all roadways shown on the Master Thoroughfare Plan to run through or serve that area. In addition, new development should include collector streets as required to support that development. The alignment and capacity of these streets should be determined as part of the planning process and coordinated by city staff during the development review process. Right-of-way should be dedicated as required by the MTP for roadways as part of the platting process, and no plat or site plan should be approved unless it is in conformance with the MTP or an acceptable alternative has been incorporated that achieves its goals. Where the Thoroughfare Plan shows that an existing roadway should be widened in the future, the city should require that all new structures are set back from the future right-of-way. Through its subdivision and zoning ordinances, Denison may also require off-site improvements as part of a new development. The general planning guidelines in this plan should be used in conjunction with the detailed specifications of the Subdivision Ordinance to design roadways. The cross sections shown here are typical and should be adjusted based on local context.

- 2 Denison should seek to maintain a minimum level of service (LOS) standard of "C" on their respective roadways outside of the historic core of the city. This standard should be used in reviewing the transportation needs of future development proposals. Within the core of the City, which is characterized by a dense and connected street grid, LOS of D or E is acceptable, street widening should be avoided unless it is essential, and new development should not be limited based on traffic considerations if it increases the livability and vitality of the city. This core already has higher use of walking and biking than newer parts of the City, and new development will actually increase the use of these modes. Across the City, transportation system improvements should be prioritized, phased, and scheduled in accordance with the Comprehensive Plan and the ability to fund the improvements.
- 3 Within the existing areas of the City, widening and adding travel lanes should be avoided unless absolutely necessary.
- 4 Every project that involves reconstruction an existing street should be used as an opportunity to rethink that street's design. A different lane configuration, added bicycle and pedestrian facilities, intersection improvements, and access management may improve the street at no or little additional cost.
- 5 Denison should coordinate with TxDOT, Grayson County, the Sherman-Denison Metropolitan Planning Organization (SD-MPO), the Texoma Council of Governments (TCOG) and other local jurisdictions on state highways, within the ETJ, and where roadways connect to surrounding cities. Some of these roadways will be funded with state and county funds, but city funds may be required as well.
- 6 Access management policies should be put in place to minimize the number of driveways on new and existing roadways.
- 7 Excessive numbers of driveways increase the risk of collisions with cars, pedestrians, and bicyclists and increase congestion. Non-residential driveways should be minimized by limiting the number of driveways in new developments and requiring the provision of cross-access between lots. Street reconstruction projects should be used as an opportunity to eliminate unused driveways and consolidate active driveways.

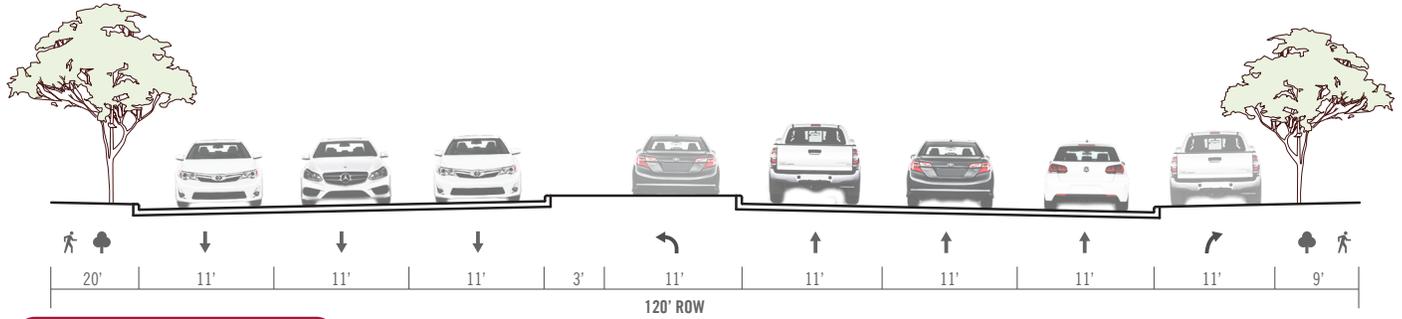
# Master Thoroughfare Plan for ETJ



# Master Thoroughfare Plan for Developed Area

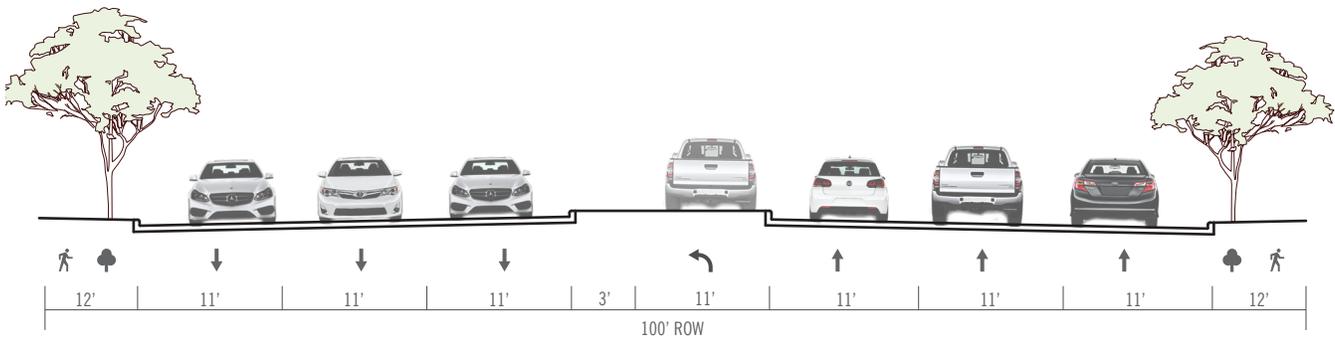


## Typical Street Cross Sections



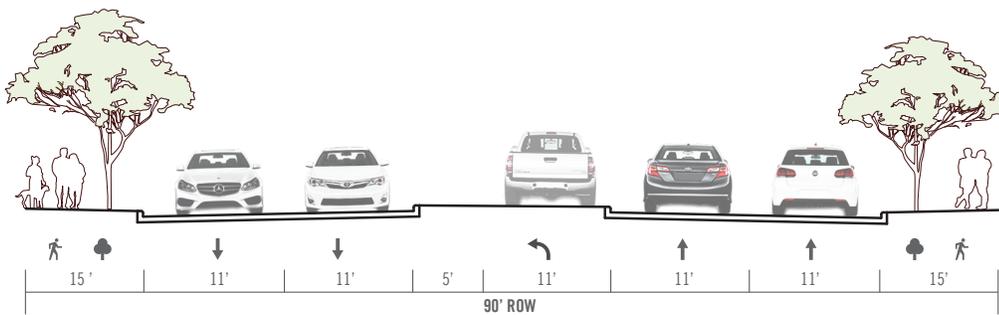
### Principal Arterial 120' ROW

Arterials are high-speed, large capacity roads intended to move people through as quickly as possible, with minimal access to adjacent properties. The Principal Arterial provides three eleven-foot lanes in both directions with a fourteen-foot median that narrows to three-feet at intersections to accommodate an eleven-foot left-turn lane. Also at intersections, an eleven-foot right-turn lane reduces the landscaping from twelve-feet to one-foot. Otherwise outside the curbs there is a continuous twelve-foot landscaping zone and a minimum five-foot sidewalk.



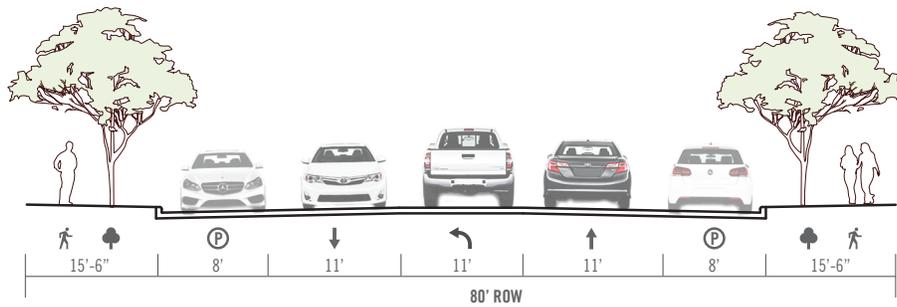
### Major Arterial 100' ROW

The Major Arterial provides three eleven-foot lanes in both directions and a fourteen-foot median with an eleven-foot turn lane. The median may be a painted or raised curb. Outside the curbs there should be continuous landscaping or a buffer between the curb and a minimum five-foot sidewalk.



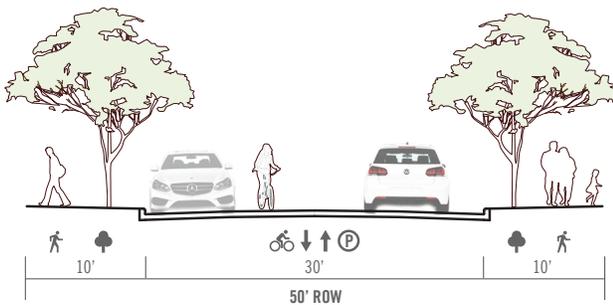
### Minor Arterial 90' ROW

The Minor Arterial provides two eleven-foot lanes in both directions and a sixteen-foot painted or raised median with an eleven-foot turn lane. Outside of the curbs there should be landscaping and a minimum five-foot sidewalk adding up to fourteen-feet.



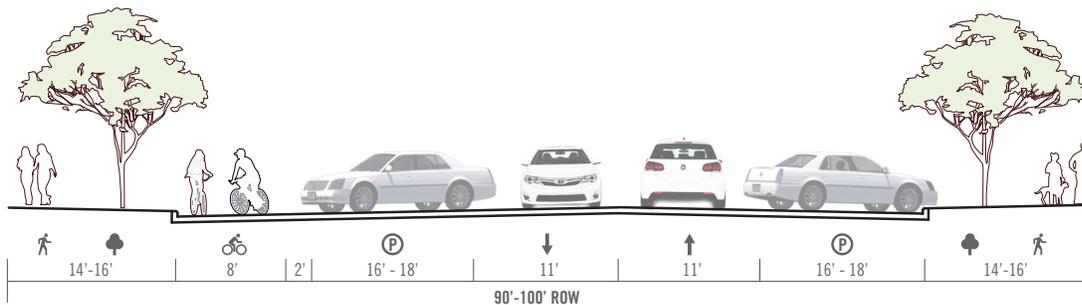
### Major Collector 80' ROW

Collectors connect local streets to arterial streets. They are intended to provide access to adjacent land uses while also allowing moderate traffic volumes to move through. Major Collectors provide three eleven-foot lanes with one in each direction and a continuous middle turn lane. Additionally, there are eight-foot parallel parking lanes on either side. Outside the curbs, there are fifteen-and-a-half-foot zones with a minimum five-foot sidewalks.



### Local Street 50' ROW

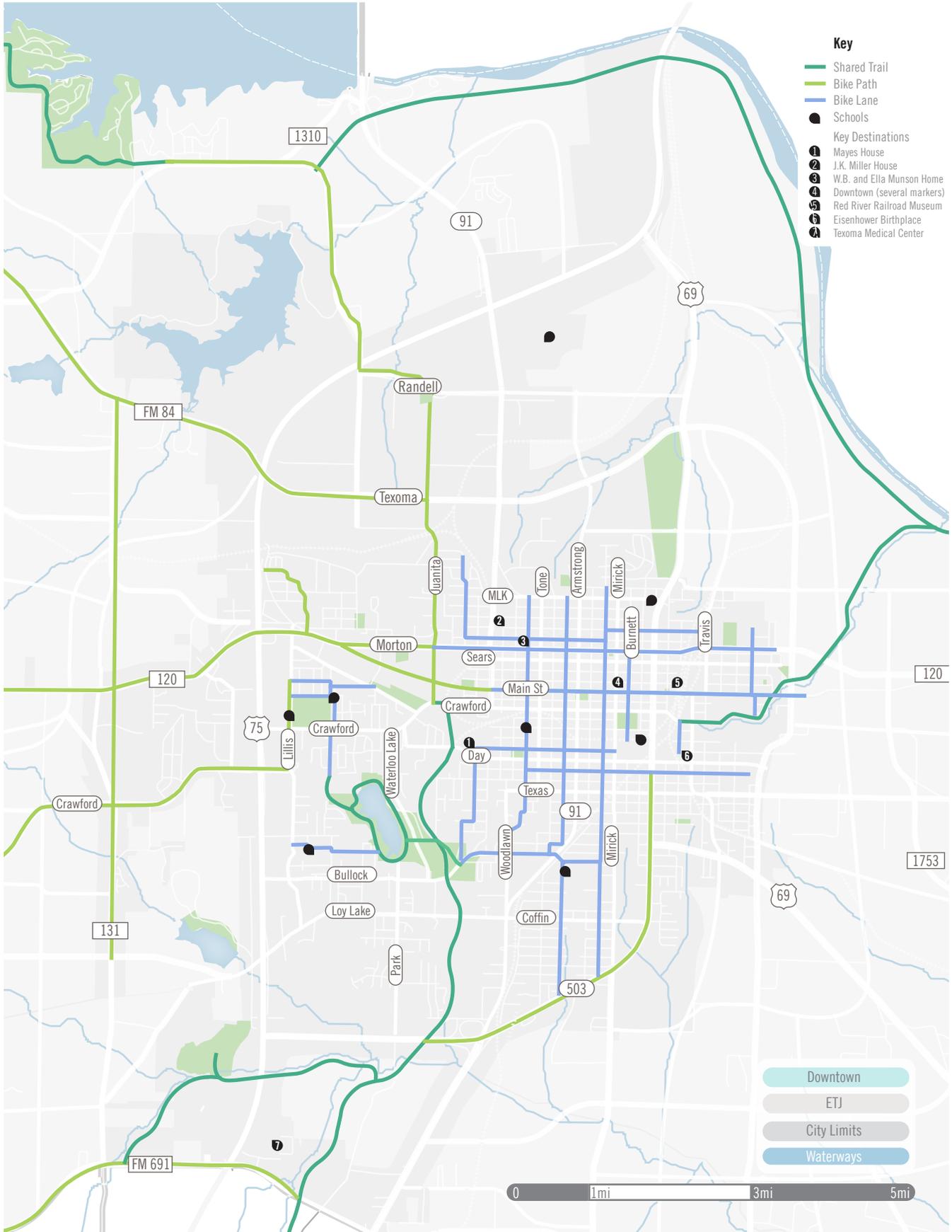
Local streets generally serve residential or otherwise low traffic areas. These provide thirty-feet between curbs that are intended for fluid use of travel, parking, and bicycles. Outside the curbs are ten-foot pedestrian zones with landscaping and a minimum five-foot sidewalk.



### Town Thoroughfare 90'-100' ROW

The Town Thoroughfare is a special designation for two streets running through downtown. These roads are intended to serve heavy commercial activity, slow traffic, and to be pedestrian and bike-friendly. This street type has eleven-foot travel lanes, one in each direction, two angled parking lanes on either side, and a two-way bike lane on one side of the road. Additionally, outside the curbs should provide fifteen-foot of pedestrian zone with a minimum five-foot sidewalk, landscaping, and street furniture.

# Pedestrian and Bicycle Plan



**Key**

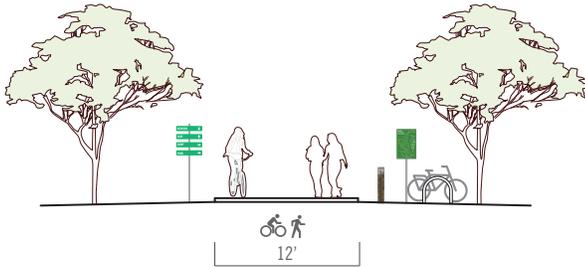
- Shared Trail
- Bike Path
- Bike Lane
- Schools
- Key Destinations
  - ① Mayes House
  - ② J.K. Miller House
  - ③ W.B. and Ella Munson Home
  - ④ Downtown (several markers)
  - ⑤ Red River Railroad Museum
  - ⑥ Eisenhower Birthplace
  - ⑦ Texoma Medical Center

- Downtown
- ETJ
- City Limits
- Waterways

0 1mi 3mi 5mi

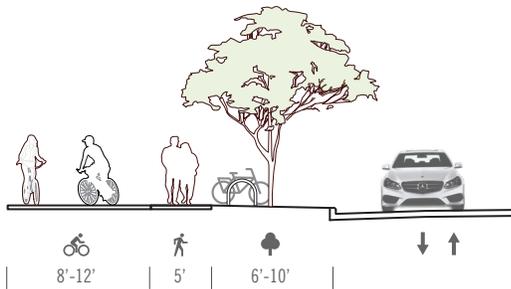
## Typical Bikeway Cross Sections

The pedestrian and bicycle network is organized to allow alternative transportation methods in a continuous network throughout the City. The network is spaced closer together near the Downtown core and branches off into recreational trails stemming from the core out to recreational destinations such as Lake Texoma. All new development should include connectivity to hike and bike trails.



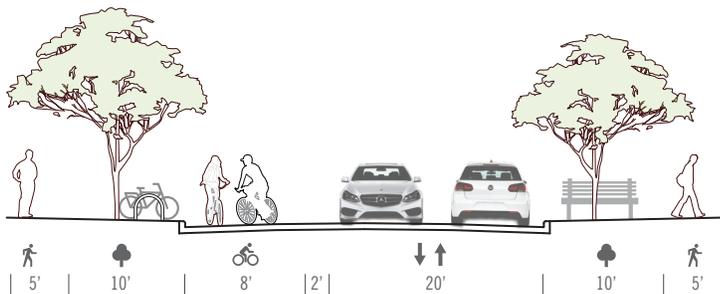
### Shared Trail

Three miles along an abandoned rail have already been identified as part of the Katy Trail Project. This plan proposes extend the trail along the full length of the abandoned railway from south of the 503 Spur to Waterloo Lake, through the south side of Downtown, and east to merge with the trail running along the south coast of Lake Texoma and the Red River. Bike Trails are two-way twelve-foot pedestrian and bicycle trails.



### Bike Path

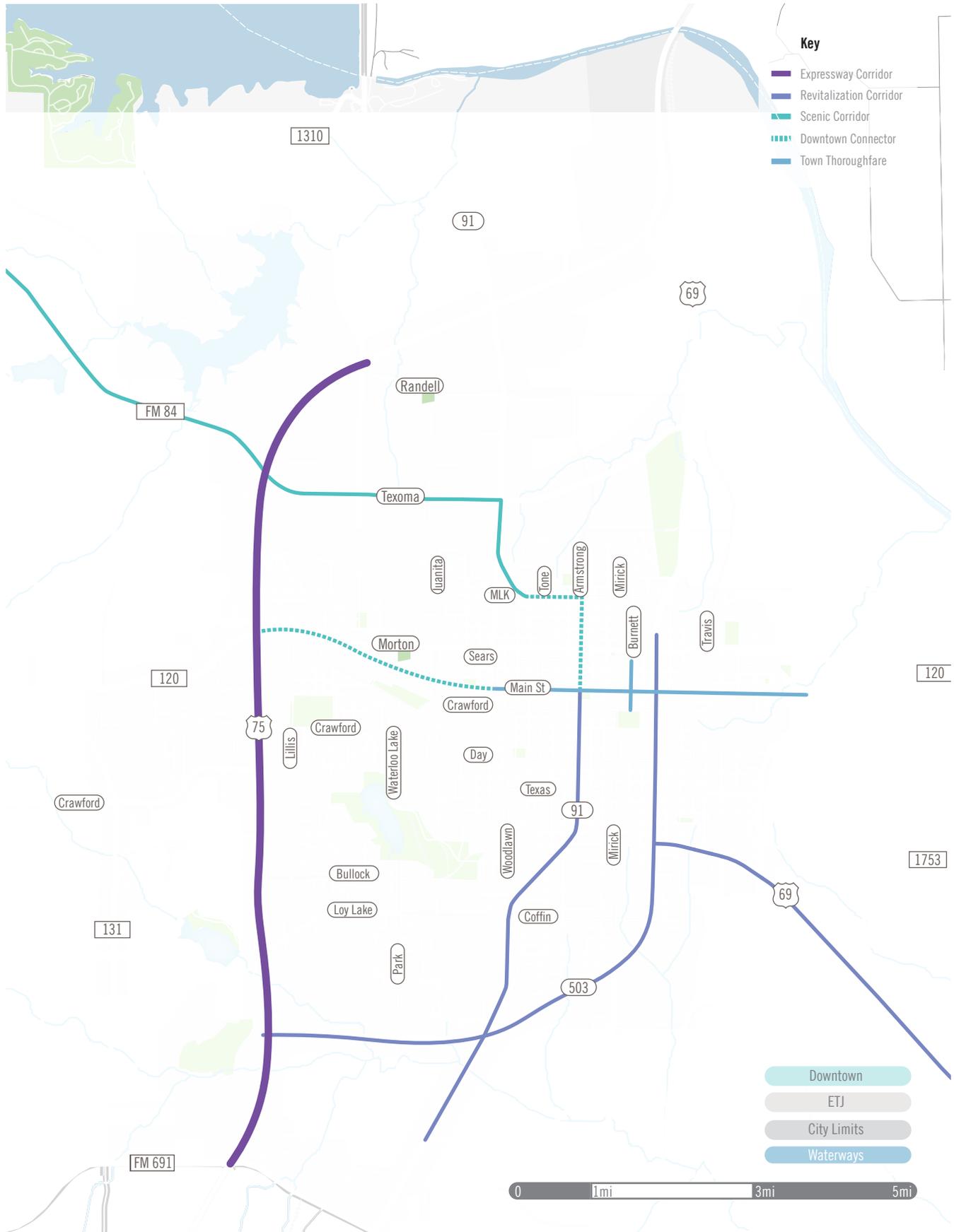
Bike Paths are eight- to twelve-foot two-way bicycle lanes running adjacent to a thoroughfare, but physically separated by grade and landscaping.



### Bike Lane

Bike Lanes are eight- to ten-foot two-way bike lanes running on one side of a street.

# Special Conditions



## Special Condition Cross Sections



### Expressway Corridor

As the largest major thoroughfare to and through Denison, U.S. 75 will likely have car-oriented commercial development along it, such as regional retail, small offices, big-box stores or super markets. However, the City should proactively ensure that the rolling hills and natural landscapes are preserved as much as possible. This corridor should be attractive to drive through, with commercial development maintained to current codes and standards. The corridor should be lined with the attractive landscaping and minimal parking, billboards, and signage.



### Revitalization Corridor

The highlighted sections of TX 91 and Spur 503 are aging commercial corridors that no longer respond to market demands and have become unattractive to drive along. As major arterials, these roadways have a wide right-of-way and move traffic efficiently. However, they should also feel welcoming and invite activity. Future redevelopment here will have fewer commercial land uses and more multifamily, denser single-family, and even traditional single-family. Ultimately, these will become more mixed-use areas with a walkable, neighborhood scale instead of a highway scale. New development should blend seamlessly with surrounding neighborhoods.



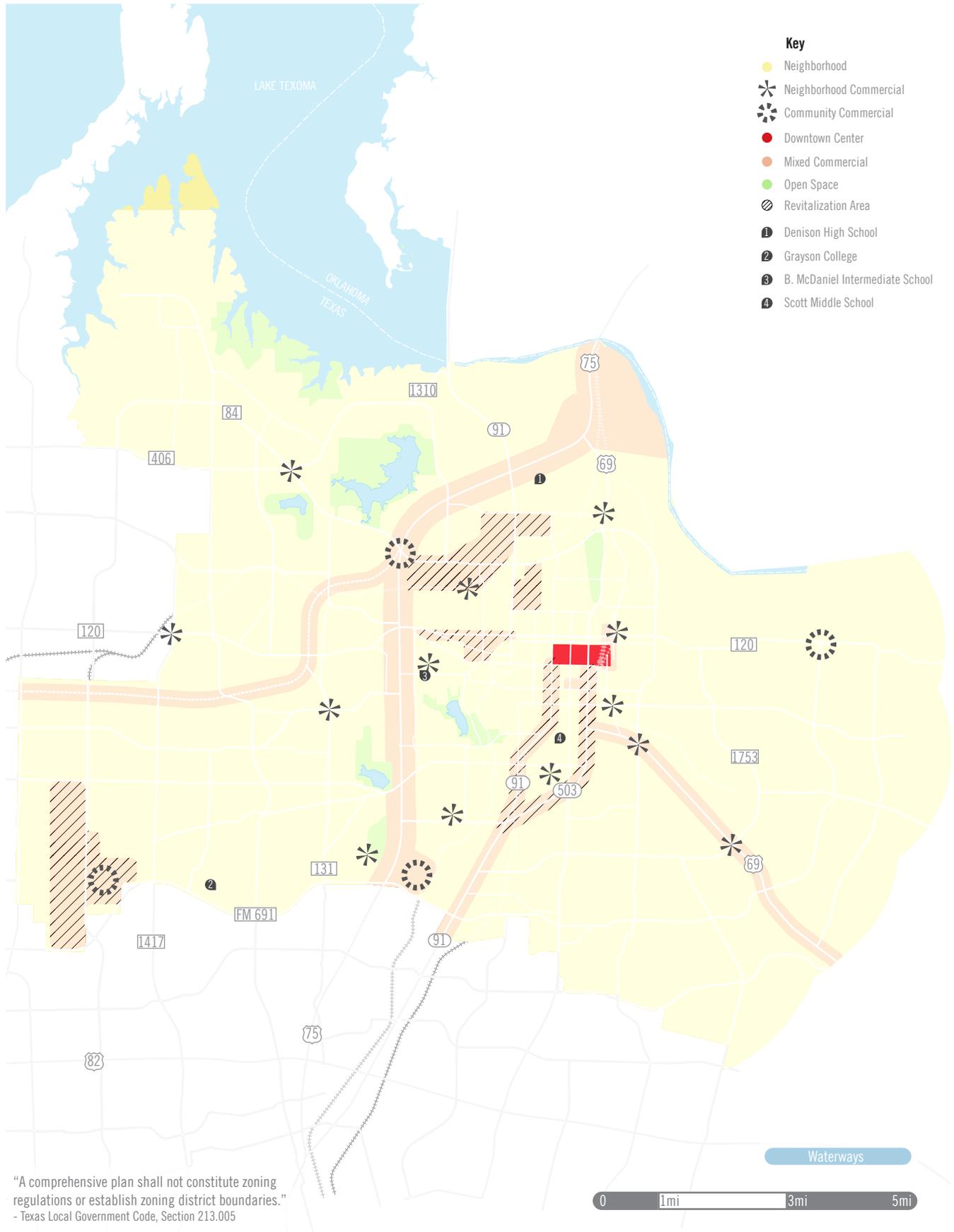
### Scenic Corridor / Downtown Connector

The Scenic Corridor preserves the natural landscapes and rolling hills along roadways that link U.S. 75, Lake Texoma, and Downtown Denison. This creates an attractive gateway to these destinations for visitors and residents. Regulations should be put in place to ensure development is compatible with surroundings and protects views. Street lighting should be as low as required for safety, and billboards and signage should be limited. This corridor enhances land values and promotes tourism as people drive into the City. It enhances community identity and pride and encourages citizen commitment to preserve natural landscapes.

### Town Thoroughfare

Refer to Typical Cross Sections in this document.

# Future Land Use Plan



- Key**
- Neighborhood
  - ✱ Neighborhood Commercial
  - ✱ Community Commercial
  - Downtown Center
  - Mixed Commercial
  - Open Space
  - ▨ Revitalization Area
  - 1 Denison High School
  - 2 Grayson College
  - 3 B. McDaniel Intermediate School
  - 4 Scott Middle School

"A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries."  
 - Texas Local Government Code, Section 213.005



# FUTURE LAND USE PLAN

The Future Land Use Plan (FLUP) is a guide to appropriate land uses across the City and within its ETJ. It is not a zoning map. In currently undeveloped areas around the edges of the City, the land use patterns are schematic; the actual shape of districts should be based on the form of the landscape, property boundaries, the roadway network, and demand. The plan is intended to identify sufficient locations for future growth, but population growth and the development market will determine the pace of development. In reviewing all development, the City should consider more than just the land use or density. The City should take into account the character of the development, its design, its connection to surrounding land uses, and how much new infrastructure and city services are required to support it.

## Land Use Categories

### Residential (Updated in 2023)

#### Rural Residential

Many residential neighborhoods within the city limits as well as in the ETJ have developed with large lots in areas where sanitary sewer service has not been available. The lot sizes necessitated by the lack of sewers give these areas a more rural character. While it is anticipated that developers of most new subdivisions will provide the full complement of public services including water and sanitary sewer infrastructure, there may be some places where it will be difficult and impractical to extend sewer lines. Larger lots will be appropriate in areas designated as Rural Residential on the Future Land Use Map.

#### Neighborhood

To expand and attract more residents to Denison as growth in the region continues, the City will need to offer high quality residential areas. Some areas will be neighborhoods of primarily detached single-family homes. Others will include apartments such as townhouses, small-lots homes, and accessory dwelling units. Neighborhood areas may include schools, religious institutions, and recreational amenities. At appropriate locations within areas designated as Neighborhoods and with thoughtful integration, Neighborhood Commercial uses are compatible with this category. Higher density housing should be located in or close to Neighborhood Commercial, Community Commercial, and Downtown Denison to form walkable areas. A variety of housing types should be permitted under zoning. Residential neighborhoods should be protected from incompatible uses like industry. All neighborhoods should be connected to trails and be within walking distance of a park.

### Non-Residential

#### 🏡 Neighborhood Commercial

Well-designed neighborhoods, with daily needs served by local commercial development, can create a sense of community and identity for their residents. This category should include local commercial and services for adjacent neighborhoods, such as dental offices, local grocery stores, cafes, and restaurants. Some multi-family residential may also be appropriate here. This area should be designed so buildings have their front doors facing pedestrian-friendly streets. These areas should also include small public spaces or parks to encourage social interaction among residents. No more than one or two corners should be zoned for commercial development.

### Non-Residential

#### 🏡 Neighborhood Commercial

Well-designed neighborhoods, with daily needs served by local commercial development, can create a sense of community and identity for their residents. This category should include local commercial and services for adjacent neighborhoods, such as dental offices, local grocery stores, cafes, and restaurants. Some multi-family residential may also be appropriate here. This area should be designed so buildings have their front doors facing pedestrian-friendly streets. These areas should also include small public spaces or parks to encourage social interaction among residents. No more than one or two corners should be zoned for commercial development.

#### 🏡 Community Commercial

This category should include primarily offices, but also supporting commercial services and housing that complement high-density employment areas. These services include restaurants, retail, entertainment, and higher density residential. Community Commercial areas should feel like activity centers and increase the tax base and revenue for the City. Sufficient commercial development is critical to the City's economy and tax base.

#### ● Downtown Center

Denison's Downtown Center should be a mixed-use activity center with retail, restaurants, entertainment, offices, and medium-density residential uses. Main Street should have only active retail, restaurants, entertainment, and office uses on the ground floor; side streets may have residential as well. All buildings should be built up to the sidewalk and create an interesting pedestrian environment. The district should focus on historic preservation and develop a coherent wayfinding and signage system. Streets should be designed for pedestrians and bicycles first. It should also include a well-designed public space for gathering.

#### ● Mixed Commercial

These areas can be developed as business parks, offices, manufacturing, distribution centers, industrial, or mixed-uses. This may include the reuse of existing buildings as well as new development. Office Mix may also include supporting retail, restaurants, services and open spaces for the use of the people working there. These areas should be designed to handle the traffic they will generate, including deliveries and trucks, but also need to accommodate bicycles and pedestrians. Connectivity to surrounding areas is important. Where industrial areas are adjacent to residential land uses, adequate sound and visual buffers should be provided.

#### ● Open Space

This category includes regional parks and open spaces intended for recreational use. Additional smaller neighborhood parks are included in their surrounding land use designation. There should be a network of open spaces connected by linear green corridors for hike and bike trails.

#### 🔄 Revitalization Area

These areas have significant vacancies and aging structures that need to be redeveloped in the near future. These areas should redevelop into walkable, neighborhood scale mixed-use areas.



## Future Land Use Policies

The Future Land Use Plan is not zoning and should not be used to determine the exact land use of a specific parcel. Rather, it represents the city's vision for its future development patterns.

The city should update zoning and development regulations to support the Future Land Use Plan and the Comprehensive Plan in general. Zoning and development regulations should be reevaluated on a regular basis.

The process for reviewing and approving development should support the comprehensive plan, making it easy to build development that supports the goals of the plan while preventing undesirable development. The process should be consistent and predictable for all parties involved, and the public should be given opportunity for input. The city should review its process regularly to make sure it achieves these goals in practice.

New development should not put a financial burden on the current residents of Denison, and should support the additional infrastructure it requires through actual construction, payment of fees, and through property tax after the project is complete. The city should periodically evaluate the development approval process to ensure that the impacts of new development are considered.

When a development requires a variance from any development regulations, or any other special approvals, the City should evaluate how the development supports the goals of the Comprehensive Plan and may consider what measures the project is taking to support the plan goals in acting on that approval request.

## DEVELOPMENT GUIDELINES

This section provides guidance for redeveloping aging areas, infill development in vacant areas, new development within the City, and housing.

### Redevelopment

Redevelopment is essential to the future of Denison. In older parts of the city, some commercial and industrial buildings are vacant and deteriorating, and others are declining, with tenants turning over rapidly and little reinvestment by property owners. This threatens the desirability of the surrounding residential neighborhoods and entire commercial, leaving visitors and potential investors with a negative first impression. These areas should be seen as opportunities for new development. New buildings will bring new activity, add value to the surroundings, and elevate the appearance and image of the city. Equally significantly, new development on existing sites takes advantage of existing infrastructure. The water, stormwater, and sewer infrastructure for these sites is already in place, police and fire services already cover the area, and no new streets are required to access these sites. Thus, redevelopment has lower initial costs for the taxpayer than new development does, and once completed it spreads the cost of maintaining the same existing infrastructure across a larger tax base.

Redevelopment will often mean a change in land use. In some cases, redevelopment may continue the same land uses that exist today. A retail property may be rehabilitated or rebuilt for new retail, and an industrial site may find a new industrial tenant. In many cases, though, the fact that property is vacant or declining indicates that the current use is no longer supported by the market in that location. This is particularly true for retail properties, which were concentrated along the old north-south highways before US 75 was realigned. These properties were left behind when the traffic and customer demand shifted westwards. This is also true for specialty facilities like the old Texoma Medical Center. Often, redevelopment will not occur if zoning requires the same use that is on the site today. Furthermore, limiting density on redevelopment sites often limits the ability to redevelop. An increase in square footage and a wider range of allowed uses are often required to make a project “pencil out” financially for a developer.

The City should be guided by the following criteria for redevelopment activity:

- Redevelopment is generally preferred over green-field development in terms of the long term benefits to the city. Financial incentives for redevelopment may be appropriate if the development is a long term positive for taxpayers.
- Redevelopment should be sensitive to the surrounding areas, with appropriate screening and transitions in height, but can be denser than what is on the site today. Multi-story buildings should generally be permitted on development sites that front onto major roadways and on large sites.
- In areas where the market no longer supports the original commercial use, residential development in the form of single family homes, townhouses, apartments, lofts, or condominiums will often be an alternative that is supported by the market, beneficial to the city, and compatible with surrounding areas. Careful consideration must be given to transitions to remaining commercial uses, and new residential development should have access to schools, parks, and other amenities

- High minimum parking requirements can increase the cost of redevelopment and limit its feasibility. The city should not require more parking than is necessary, and allow multiple users to share parking and utilize on-street parking where available.
- In addition to minimum parking requirements, other potential regulatory barriers, such as maximum lot coverage requirements, minimum setbacks, maximum densities, and minimum lot sizes should be reviewed and amended to encourage redevelopment activity.
- All redevelopment should be designed to be walkable, with buildings that face sidewalks, quality outdoor spaces, and pedestrian connections to surrounding areas.
- In some cases, large parcels have been barriers within the city, causing gaps in the street grid. If these are redeveloped, new street connections should be created to integrate new developments with existing neighborhoods.

The Future Land Use Plan identifies TX 91, Spur 503, Morton Street between US 75 and TX 91, and US 69 south of Downtown as high priority redevelopment corridors. Other high priority areas for redevelopment include the Former Texoma Medical Center campus, W.J. Smith Wood Preserving facility, the former J.M. Eagle manufacturing facility, and aging properties in Downtown.

### Infill Development

Infill development provides many of the same benefits as redevelopment by developing vacant or underutilized properties that may be a blight on the surrounding areas with a new use that adds economic activity and increases the tax base, all without requiring significant new infrastructure installation or upgrades. In several areas of central Denison, residential lots lack water and sewer services despite having been platted many years ago. The City should consider partnering with builders and developers to complete the utility and roadway infrastructure in these areas to provide additional housing near schools, parks, and other amenities. The City should encourage infill development by:

- Establishing incentives and other programs to share infrastructure costs.
- Purchasing vacant properties in strategic locations as a “land bank” to target and incentivize infill activity.
- Creating design requirements and guidelines that allow new infill residential development to blend with and complement the architecture of existing housing.

Areas that should be targeted for infill development include:

- All vacant properties around Downtown.
- The land bounded by Morton Street to the north, N York Avenue to the west, railroads to the east, and Crawford Street, Flora Lane, and Imperial Drive to the south.
- Along TX 91 between Spur 503 and Brock Street.
- Along both sides of Spur 503.
- The land around the intersection of U.S. 75 and Spur 503.
- Both sides of U.S. 75 between the railroad tracks on the north and Crawford Street on the south.

Infill development is particularly desirable in and around Downtown. The appeal of Downtown is driven by its walkability and activity. A vacant lot creates a gap in that activity, and a single “dead” block can cause a shopper to turn around, missing whatever is on the other

side. More offices and residential units in Downtown will also support additional retail and make downtown feel livelier. Downtown and the surrounding areas are excellent locations for multifamily, townhouses, and senior living complexes. Main Street should have continuous ground floor retail, with multiple uses above. Other streets may not have retail – it is unlikely that there is enough demand to fill every block face in Downtown with stores and restaurants – but the ground floors should be build up the sidewalk, scaled for pedestrians, and designed with windows and doorways that make the street feel active and welcoming. To encourage infill development in Downtown Denison, the City should:

- Prepare and adopt a master plan for downtown, designating areas and blocks appropriate for infill development and identifying regulatory guidance and incentives to spur activity. The master plan should incorporate streetscape and other design recommendations of the 2017 Designing Downtown Denison plan prepared by Toole Design Group.
- Review parking needs for downtown businesses and activities and identify public parking lots that may be considered for future infill development projects.
- Require all infill development to match the compact, urban design and form of the historic downtown.

## New Development (Updated 2023)

New green-field development will certainly be a part of the City's growth strategy. All new development should be considered in light of its impact on both the City's tax base and the cost of providing services. Generally, the most desirable areas for green-field development are those that already have infrastructure and those immediately adjacent to existing development. Care should be taken that new development connects to existing areas as well as to future adjacent development; connected street networks and hike and bike trails should be part of all new developments. New development should incorporate greenbelts that preserve the character of the landscape and act as an amenity for residents. The City should coordinate annexation and development policies with infrastructure plans and the Capital Improvements Program to ensure that greenfield development occurs in a rational and ordered manner, with access to all City services.

## Housing

Denison currently offers a range of housing options, from stately historic homes and new infill housing along the walkable grid streets near downtown to new subdivisions on the outskirts of the city. The city is poised to capture a significant portion of the increased demand for housing in the Texoma region as growth extends northward from the D-FW metropolitan area and employment opportunities increase. These factors provide an opportunity for the city to provide new housing choices that respond to the desire for open space and trails, amenities and a sense of community.

Recommended strategies are focused on responding to the needs of a wide range of age, income, renter/owner and other socio-economic factors that impact the local housing market and population. New homes of all types – single-family, apartments, townhouses – and at a variety of price points will be needed as the city continues to grow. The city should consider preservation

and enhancement of existing neighborhoods as a parallel effort to provide these housing options.

## Preserve and Support Existing Neighborhoods

In the last few years, Denison has developed programs and increased resources devoted to code compliance and demolition of substandard housing. These efforts should be sustained and supplemented by:

Home Repair and Rehabilitation Programs – Many homeowners lack the resources to make even basic structural and sanitary repairs to their homes. The city has recently created a repair program using federal block grant funding, but resources are not sufficient to assist many property owners. The city should seek additional funding sources through grants and foundations and also consider partnering with local non-profits or volunteer groups to perform small repair and replacement jobs.

Replace and Upgrade Infrastructure – Much of the public infrastructure in the central part of the city was installed decades ago and is due for replacement. The replacement and maintenance of streets, sidewalks, alleys and utility lines illustrates the city's commitment to older neighborhoods and can spur private property owners to make similar investments to improve their properties. Sidewalk and trail connections in and between older neighborhoods should be completed, with a priority on sidewalks that promote safe walks to schools.

Develop Neighborhood Capacity – Many newer subdivisions have mandatory homeowner associations that bolster neighborhood cohesion and advocacy, but older neighborhoods lack this support. The city can assist with a variety of neighborhood programs that help to educate on the formation of voluntary homeowner associations, accessing assistance programs and city services, and creating a greater sense of community. Neighborhood planning efforts, block parties, neighborhood clean-up days and partnerships with the school district, and local religious and non-profit organizations can be leveraged in this effort.

## Infill Housing

In 2015 the city created a successful infill housing program targeting the central part of the city near downtown, using fee waivers and regulatory incentives to encourage the construction of new homes on vacant lots. The program ended in late 2021 as the number of available lots dwindled, and land prices increased. Infill housing still has a large role to play in promoting new development in areas of the city that already have infrastructure and amenities, and in revitalizing neighborhoods and increasing the customer base for downtown businesses.

New Incentives for Infill Housing – Many infill lots are located in areas with dedicated public street right-of-way and platted lots but no infrastructure. The city could partner with builders to open up these areas for development with a targeted infrastructure incentive program. Paving existing alleys is another opportunity for the city to

incentivize infill units as well as improve the streetscape by requiring rear entry driveways for new homes.

Design Standards – Enhanced design standards to improve the quality, appearance and market responsiveness of infill housing units should be a component of an incentive program. Compatibility with existing development should also be a consideration.

Higher Density Housing in Downtown Denison – Vacant lots, parking lots and buildings on the side streets intersecting with Main Street should be considered for higher density apartments, lofts, townhouses and small lot single family homes to address the increased demand for a more urban, walkable lifestyle.

## Attainable Housing

The increase in land and housing prices in Texas in general has also impacted the affordability of housing in Denison, especially for new homes. The city should explore programs and partnerships to ensure housing that is attainable to middle and low-income workers and families.

Provide Opportunities for “Missing Middle” Housing – One way to address housing affordability is to allow different housing types to be located within primarily single-family neighborhoods. This is a historic pattern of residential development that can be seen in areas such as the M Streets in Dallas, where garage apartments, duplexes and small four-unit apartment buildings are seamlessly integrated into the neighborhood. The city can devise zoning regulations to allow accessory dwelling units in back yards, duplexes and fourplexes on larger corner lots and use other techniques that also address parking needs and compatibility with adjoining homes.

Prepare for the Development of Single-Family Rental Communities – A new investment vehicle for homebuilders is the development of single-family neighborhoods in which all units are rented and not sold to individual homeowners. This is a response to an increase in the number of “renters-by-choice” and others who desire a single-family house instead of another type of rental unit. There are some benefits to this model, including a single ownership and management entity instead of individual landlords to maintain the units, yards, open space and other amenities. The city should develop guidelines for the appropriate locations for and regulation of these developments.

Support Federal and State Housing Programs for Attainable Housing – The city should explore the use of grant funding, tax-credit programs and partnerships with non-profit builders such as Habitat for Humanity to expand-attainable housing options.

## Senior Housing

The 2020 Census indicated that 18.5% of Denison’s population was 65 years of age or older; a higher percentage than Texas overall (13.1%) or the United States (16.8%). Many seniors desire to age in place but may lack the resources for continued maintenance of their homes or to afford a move to facilities that provide additional services as they age. A variety of senior housing options are required to address the needs of the city’s senior population.

Target Qualified Seniors for Home Repair Programs – Home repair and rehabilitation programs, as recommended above, should reserve funding to assist seniors.

Encourage Senior Housing Development – Independent living, assisted living, long-term care and continuing care facilities are all needed to meet the demand for senior housing and care. The city should support both market rate and tax-credit projects to provide options for all income levels.

## The Neighborhood Concept

With a substantial amount of undeveloped land, Denison has a unique opportunity to create neighborhoods rather than self-contained individual subdivisions. Strategies to implement the neighborhood concept are:

A Mix of Housing Types – Single-family detached houses, patio homes, townhouses and apartments provide options for people at all stages of life, and neighborhoods ideally will contain a variety of housing types. The city should strive to provide “full life-cycle” housing opportunities, making it easier for people to age in place and maintain family and social connections within a neighborhood.

For most neighborhoods, single-family detached housing will comprise the majority of units. Smaller-single-family lots, patio homes and townhouses should be considered for a lesser percentage of housing units. Higher density apartments require the enhanced access of collector and larger streets along the periphery of neighborhoods.

Connections – individual subdivisions, regardless of housing type, lot size or builder, should be connected by streets and trails.

Schools – Residential development should be planned to accommodate schools when possible to allow students to safely walk to the school campus. Schools should be located on collector streets to provide sufficient access and stacking space for drop off/pick up activities.

Parks, Trails and Amenities – The location of public parks and trails should be coordinated with the Parks and Trail master plans. Public and/or private open space should be centrally located and connected to maximize access and walkability for residents. Higher density housing types can benefit from private open space owned and maintained by a homeowners’ association.

## Zoning Considerations

As developers request to rezone new greenfield and infill locations for development, the Planning and Zoning Commission and City Council should rely on the following policies as aids in decision-making. The city should also regularly review and amend the Zoning Ordinance and other regulations to align with housing goals and to respond to housing trends and consumer preferences.

Planned Development Zoning – The city’s base zoning districts should be regularly reviewed and revised if needed to ensure they are responsive to and result in a variety of housing types. Planned development zoning should be used to encourage unique or innovative housing developments that cannot be accommodated by the base zoning districts. Where planned development zoning is used for larger master-planned residential developments, the city should require developers to adopt and enforce design requirements

to promote high quality and varied house designs, materials and roof pitch.

Multi-Family Development – Apartments should be located throughout the city in residential settings; isolated apartments in non-residential or industrial settings are not appropriate. Concentrations of units should not exceed 450 units unless separated by a major arterial or larger roadway. Multi-family uses are generally not appropriate in the corridors along freeways and tollways unless fully integrated and connected within a mixed-use concept.

Townhomes, Duplexes and Small Lot Single-Family Units – Townhomes, duplexes and small lot single-family units should be located throughout the city in areas where they primarily act as transition zones between different densities and intensities of development and integrated into larger master-planned communities. These uses are also appropriate for smaller infill locations. Depending on the density, usable open space and other amenities may be required. The city should create development criteria and guidelines to address these medium-density housing products.

## Annexation

Annexations should be used strategically to implement the comprehensive plan and support the overall goals of the city. Despite popular perception, annexation is not a financial windfall for the city because of the increased cost of services to annexed land that a city is obligated to provide.

The revenues that will be generated and the cost of providing municipal services needs to be thoroughly evaluated before determining if an annexation makes sense. An annexation that produces net positive revenues is an easier choice. An annexation that produces net negative revenues may still be justified if the annexation furthers the long-term goals of the city.

### Costs of Annexation

When evaluating land for annexation, provision of water and sanitary sewer services is one of the first considerations. This infrastructure is one of the most contentious and expensive aspect of annexation. Many times, it is also the most desired element of annexation for residents and land owners. Local Government Code (LGC) 43.056(g) states that “a service plan must provide the annexed area with a level of services, infrastructure, and infrastructure maintenance that is comparable to [that] available in other parts of the municipality.” This does not mean that all annexed areas must be provided with water and sanitary sewers, it also does not release the city from providing services. It simply means that if there are existing areas of the city that are similar in character to the annexed area that do not have direct access to water and sewer services, then the city has to treat the new area comparably.

### Utility Extension and Oversizing Policies

It should be the responsibility of the water or sewer applicant (resident, land owner, developer, etc.) to extend service from its current point of termination to the desired point of service. With this policy, the applicant is responsible for the cost of extending the service at the size required to fulfill his/her needs. If the city wishes to oversize this facility for future development, the city should only be responsible for the differential cost between the size needed by the applicant and that desired by the City. This way, the cost of the extension is shared proportionately by the applicant and the City. For example, if an applicant needs a 6” water line extension for his/her needs and the city’s plan calls for a 16” main at that location, the applicant is responsible for the cost of the 6” and the City for the differential between the 6” and 16” project.

### Priorities for Annexation

Land that is adjacent to new development in city limits should be a high priority for annexation so the city can regulate appropriate adjacencies.

Key development areas with growth and development potential should be another priority for annexation since this could improve the quality of life of citizens and benefit the City as a whole.

### Other areas for Annexation

#### 1 Corridors along major thoroughfares and freeways

As zoning and land use controls are key goals expressed by the stakeholders, annexation of any remaining major existing or future thoroughfare or freeway corridors should be the highest priority. The appropriate width of the corridors will vary by location; always exceeding

the minimum 1,000-foot width minimum, but should always follow property lines or other identifiable features.

#### 2 Vacant land in expected growth areas

Similar to #1, implementing zoning and land use controls to encourage the highest and best use of land is a key priority for vacant land in expected growth corridors. To comply with the simpler requirements of LGC 43.052(h)(1), avoid areas with “less than 100 separate tracts of land on which one or more residential dwellings are located on each tract”. Annexation of vacant land to get in front of the growth curve is the key; annexing pre-developed areas is a lower priority (see #4).

#### 3 Small or irregular areas to “square off” boundaries or to create clear service boundaries (creeks, roads, railroads, other governmental boundaries)

Easily identifiable boundaries promote good and efficient police, fire, and EMS service. Clear boundaries are also a good communication tool for residents to understand if they do or do not fall under city jurisdiction.

#### 4 Previously developed land that does not fall under the exemption of LGC 43.052(h)(1)

Land that has been previously developed for residential use is the most problematic for annexation. The prime motive for annexation - to apply the city’s zoning and land use codes - is not applicable to areas that are previously developed. The procedures for annexation are more cumbersome, the resident expectations for levels of service are likely higher, and the net cost of service may be negative if the area is highly residential. Areas such as this should be among the lowest priorities for annexation.

#### 5 Remaining land in the ETJ (long term)

Annexation to the full extent of the ETJ or to a clear physical boundary should be the long-term goal.

### Variations to the Annexation Process

LGC 43.0563 provides that the City and a land owner within a proposed annexation area may negotiate a contract for provision of services in lieu of annexation. For land proposed for annexation that is appraised as agricultural, wildlife management, or timber land, LGC 43.016 provides that the City must offer a development agreement option to the land owner. These options can be useful for the types of tracts described in #2 above. An agreement under one of these sections can take several forms, such as:

- ✦ An agreement that the land will abide by the city’s zoning and land use codes even if not annexed.
- ✦ An agreement that the land owner will contract with the city for the specific services needed during an annexation deferral period.
- ✦ An agreement that the land will not be developed during an annexation deferral period, but if the land is subdivided, the annexation will automatically be completed.

These are just a few of the more typical examples. Many sample agreements are available, but each agreement should be tailored to the specific issues involved with each individual property desiring such an agreement.

### Maximum Amount of Annexation Each Year

LGC 43.055 limits the amount of annexation each year to an area no greater than 10% of the incorporated area on January 1 of that year. However, if the city desires to be more aggressive, there is an additional provision that allows unused allocations to be carried forward to future

years, but in no case may annexations in any year exceed 30% of the incorporated area for a particular year.

If the city desires to pursue this strategy, they may go back in time to document the 10% limit for each year compared to the

actual amount annexed each year to create a running “bank account” of available area that can be annexed. This strategy works well if there are large priority areas that exceed the 10% limit that the city deems important to annex quickly.



## IMPLEMENTATION

Implementation is the most important, yet often most difficult, aspect of the planning process. Without viable, realistic strategies for implementation, the recommendations contained within comprehensive plans are difficult to realize.

Few cities have the ability to implement every recommendation or policy within their comprehensive plan immediately following adoption. Therefore, one of the goals of this planning process was to provide the city staff with an organizational tool to assist staff in taking ownership of the recommended action steps and devising project-specific implementation plans.

The format of the organizational tool prompts users to identify a “champion” who will take on the goal, define funding sources, identify supporting goals and partners, and establish three to five specific “jump start action steps”. It is important to achieve early implementation momentum before the enthusiasm associated with adoption of the plan wains. Finding a champion who believes in the goal and identifying tangible jump start actions are critical aspects of creating momentum.

Four sample implementation sheets were developed in a work session with city staff. Now equipped with this training, it is intended that city staff (and other stakeholders) will be able to use this tool to develop detailed implementation plans for all of the recommended actions laid out in the plan. Additionally, the worksheets can be utilized to document, report, and assess progress toward achievement of the goal. If a recommendation is evaluated in the future and found to have little or no progress made toward accomplishment, it will indicate a need to reevaluate the continued relevancy of the recommendation or to identify issues preventing its successful implementation.

**Action** Create a master plan for parks and trail networks that connect key locations.

**Big Idea** Create a network of multi-use trails that connect key nodes within the City, including parks, downtown, historic sites, commercial and employment centers, and residential areas.

**Goals**



Pre-Project Checklist	Status
<p><b>1 Designate champion or implementation entity</b>            Agency: Parks and Recreation            Person: Parks and Recreation Director            Community and Development Services Director</p>	
<p><b>2 Identify most likely funding sources</b>            General Fund Budget            Capital Improvement Program            Development Corporation            Hotel Occupancy Tax            Transportation Funding            Special District Financing / Public Private Partnerships            Economic Development Incentives            Grants            Corporate, Philanthropic Sponsors</p>	
<p><b>3 Determine regulations and standards support</b>            Subdivision Ordinance            Landscape Ordinance            Sign Ordinance            Thoroughfare Plan            Parks and Recreation Plan            Building Code            Parking Ordinance</p>	<p>Other: Parks Ordinance</p>
<p><b>4 Identify policies, programs, or initiatives to support project</b>            Main Street Program            Economic Development Policy</p>	<p>Other: Various Parks Plans            Downtown Streetscape Plan            Eisenhower Birthplace Plan</p>
<p><b>5 Identify partnerships and coordination issues</b>            Private Sector Partners / Developers / Investors            Projects That Contribute Economy of Scale            Determine Coordination Needed: TX-DOT            Grayson County            Other:</p>	<p>Other: Texoma Trail Alliance            Texoma Bicycle Partnership</p>
Jump Start Steps	Timeline
<p>A Create scope and Request for Proposal            B Request funding from City Council            C Advertise            D Sign Contract</p>	

**Action** Develop and implement strategic annexation policies and plans to ensure desirable development.

**Big Idea** Denison will encourage high quality redevelopment and infill and enforce codes and standards such that neighborhoods and commercial corridors in the older parts of the city thrive alongside new developments along U.S. 75. Denison will grow responsibly, protecting its character and ensuring that growth is a long term benefit to the city and its residents.

**Goals**



Pre-Project Checklist	Status
<p><b>1 Designate champion or implementation entity</b>            Agency: City Administration            Person: City Manager</p>	
<p><b>2 Identify most likely funding sources</b>            General Fund Budget            Capital Improvement Program            Development Corporation            Hotel Occupancy Tax            Transportation Funding            Special District Financing / Public Private Partnerships            Economic Development Incentives            Grants            Corporate, Philanthropic Sponsors</p>	
<p><b>3 Determine regulations and standards support</b>            Subdivision Ordinance            Landscape Ordinance            Sign Ordinance            Thoroughfare Plan            Parks and Recreation Plan            Building Code            Parking Ordinance</p>	<p>Other: Charter            Code of Ordinances            Zoning Code</p>
<p><b>4 Identify policies, programs, or initiatives to support project</b>            Main Street Program            Economic Development Policy</p>	<p>Other: Water / Wastewater Master Plans            Comprehensive Plan            Future Land Use Plan            Thoroughfare Plan</p>
<p><b>5 Identify partnerships and coordination issues</b>            Private Sector Partners / Developers / Investors            Projects That Contribute Economy of Scale            Determine Coordination Needed: TX-DOT            Grayson County            Other:</p>	<p>Other: Private Investor-Owned Utility            Water Districts            Denison ISD            Pottsboro ISD            Adjoining Cities</p>
Jump Start Steps	Timeline
<p>A Verify priority areas from Comprehensive Plan            B Identify all property owners within priority areas            C Develop methodology for calculating cost of service within annexed areas            D Legal research of annexation requirements and alternatives            E Council workshop and public education            F Draft policy for Council action</p>	

**Action** Coordinate economic development incentive strategies, policies, and guidelines to align with Comprehensive Plan goals and objectives, with a focus on retail, restaurants, and entertainment.

**Big Idea** Update economic development incentive strategies, policies, and guidelines to align with Comprehensive Plan goals and objectives, with a focus on retail, restaurants, and entertainment.

**Goals**



Pre-Project Checklist	Status
<p><b>1 Designate champion or implementation entity</b>            Agency: Denison Development Foundation / Denison Development Alliance            Person: President</p>	
<p><b>2 Identify most likely funding sources</b>            General Fund Budget            Capital Improvement Program            Development Corporation            Hotel Occupancy Tax            Transportation Funding            Special District Financing / Public Private Partnerships            Economic Development Incentives            Grants            Corporate, Philanthropic Sponsors</p> <p style="text-align: right;">Other: Economic Development Sales Tax            Foundation Revenues</p>	
<p><b>3 Determine regulations and standards support</b>            Subdivision Ordinance            Landscape Ordinance            Sign Ordinance            Thoroughfare Plan            Parks and Recreation Plan            Building Code            Parking Ordinance</p> <p style="text-align: right;">Other: Historic Preservation</p>	
<p><b>4 Identify policies, programs, or initiatives to support project</b>            Main Street Program            Economic Development Policy</p>	
<p><b>5 Identify partnerships and coordination issues</b>            Private Sector Partners / Developers / Investors            Projects That Contribute Economy of Scale            Determine Coordination Needed: TX-DOT            Grayson County            Other:</p>	
Jump Start Steps	Timeline
<p>A Participate in the Downtown Plan</p>	

**Action** Encourage compatible residential and commercial infill development in Downtown Denison that promotes revitalization efforts, utilizing regulatory and incentive tools.

**Big Idea** Devise a strategy for preserving Downtown’s historic charm while encouraging compatible urban residential and commercial infill development that promotes and supports revitalization efforts, utilizing regulatory and incentive tools.

**Goals**



Pre-Project Checklist	Status
<p><b>1 Designate champion or implementation entity</b>            Agency: Denison Development Foundation / Denison Development Alliance            Person: President</p>	
<p><b>2 Identify most likely funding sources</b>            General Fund Budget            Capital Improvement Program            Development Corporation            Hotel Occupancy Tax            Transportation Funding            Special District Financing / Public Private Partnerships            Economic Development Incentives            Grants            Corporate, Philanthropic Sponsors</p> <p style="text-align: right;">Other: Downtown TIRZ            Denison Development Foundation            Historic Tax Credits</p>	
<p><b>3 Determine regulations and standards support</b>            Subdivision Ordinance            Landscape Ordinance            Sign Ordinance            Thoroughfare Plan            Parks and Recreation Plan            Building Code            Parking Ordinance</p> <p style="text-align: right;">Other: Zoning Ordinance            Permitting Process            Quasi Form-Based Code            Historic Preservation Ordinance</p>	
<p><b>4 Identify policies, programs, or initiatives to support project</b>            Main Street Program            Economic Development Policy</p>	
<p><b>5 Identify partnerships and coordination issues</b>            Private Sector Partners / Developers / Investors            Projects That Contribute Economy of Scale            Determine Coordination Needed: TX-DOT            Grayson County            Other:</p> <p style="text-align: right;">Other: Downtown Denison Inc.            Denison Development Foundation</p>	
Jump Start Steps	Timeline
<p>A Define the Downtown boundary            B Do a small area plan for Downtown            C Review existing policies, regulations, and incentives for obvious conflicts</p>	

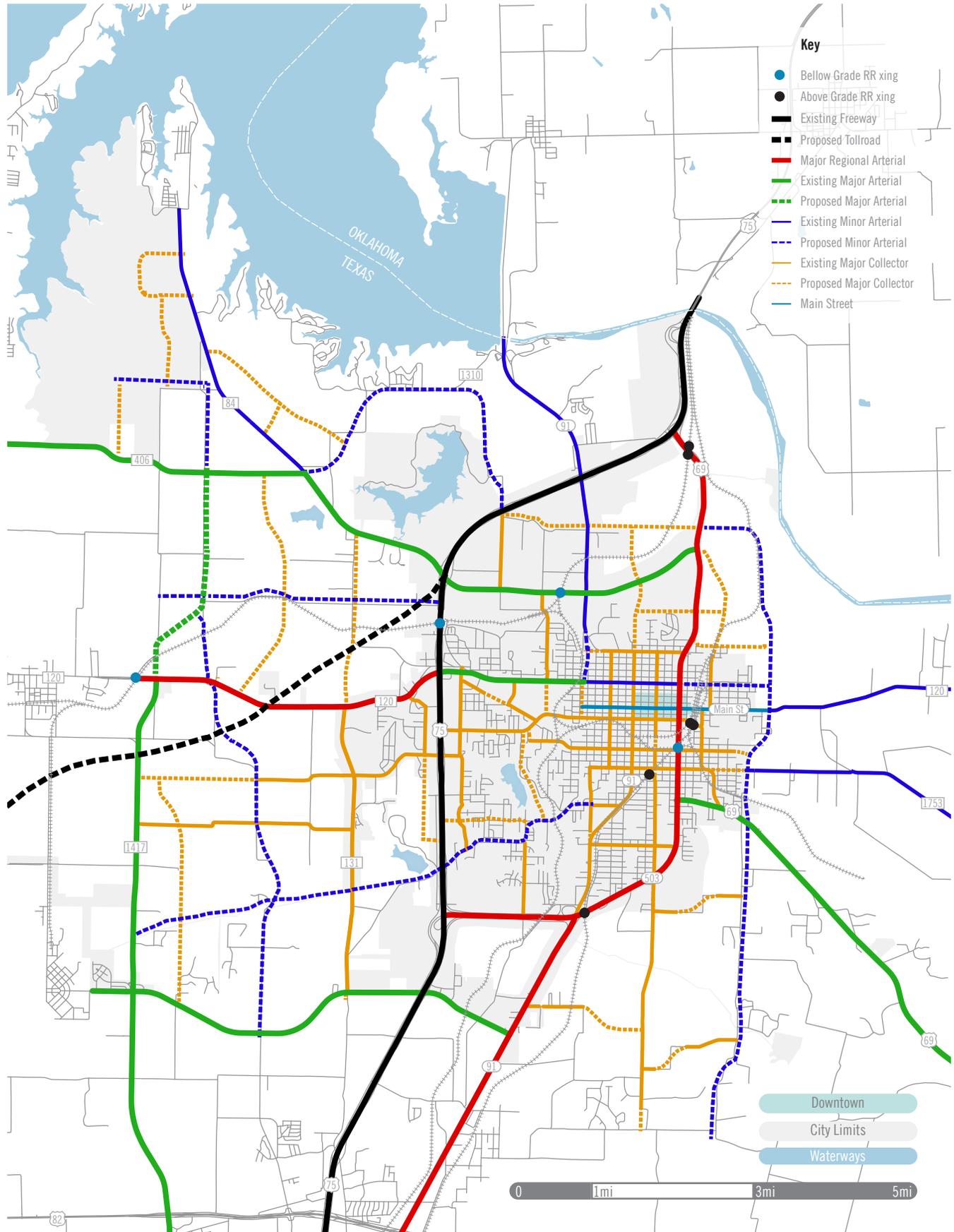




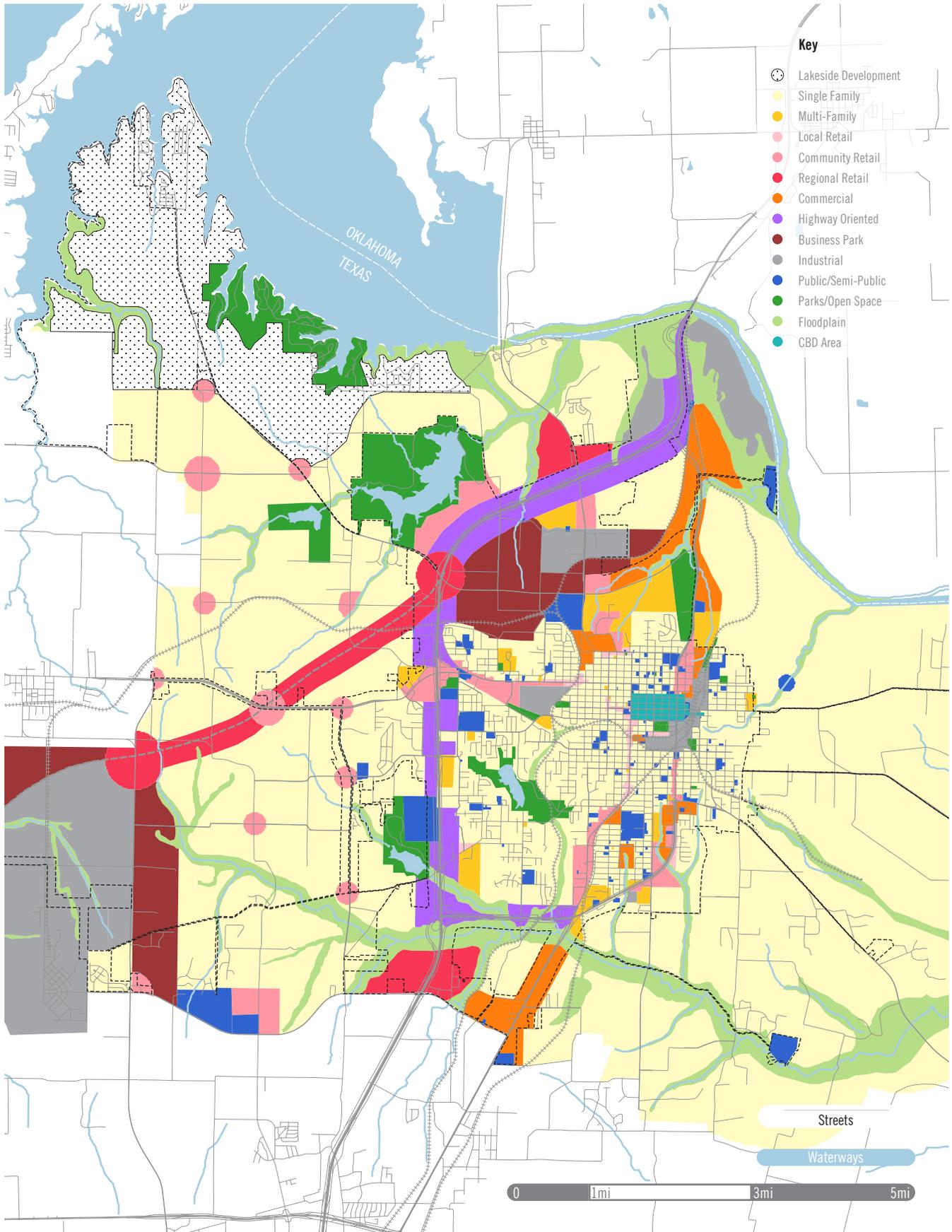


## APPENDIX

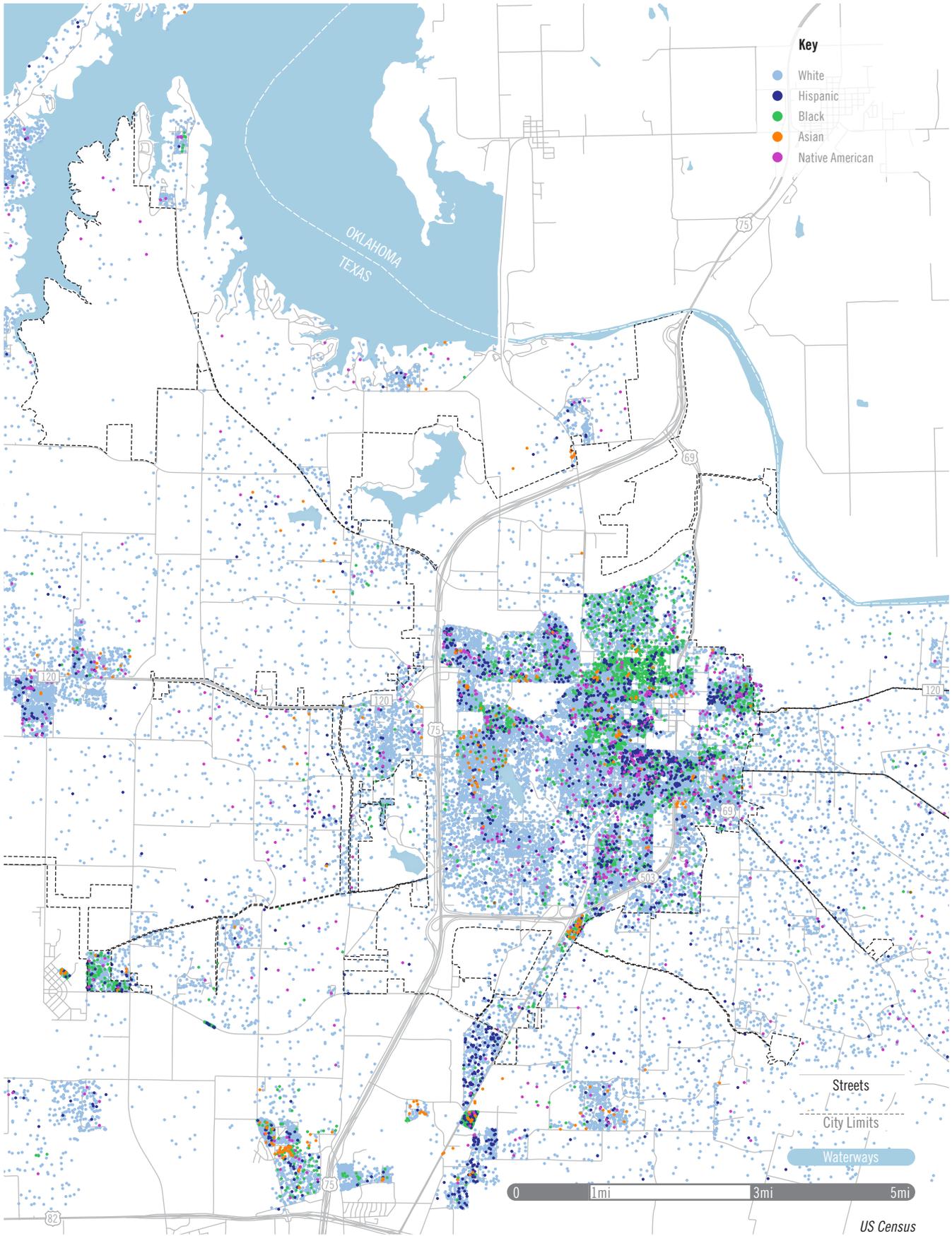
# A-1 Thoroughfare Plan Created in 2002



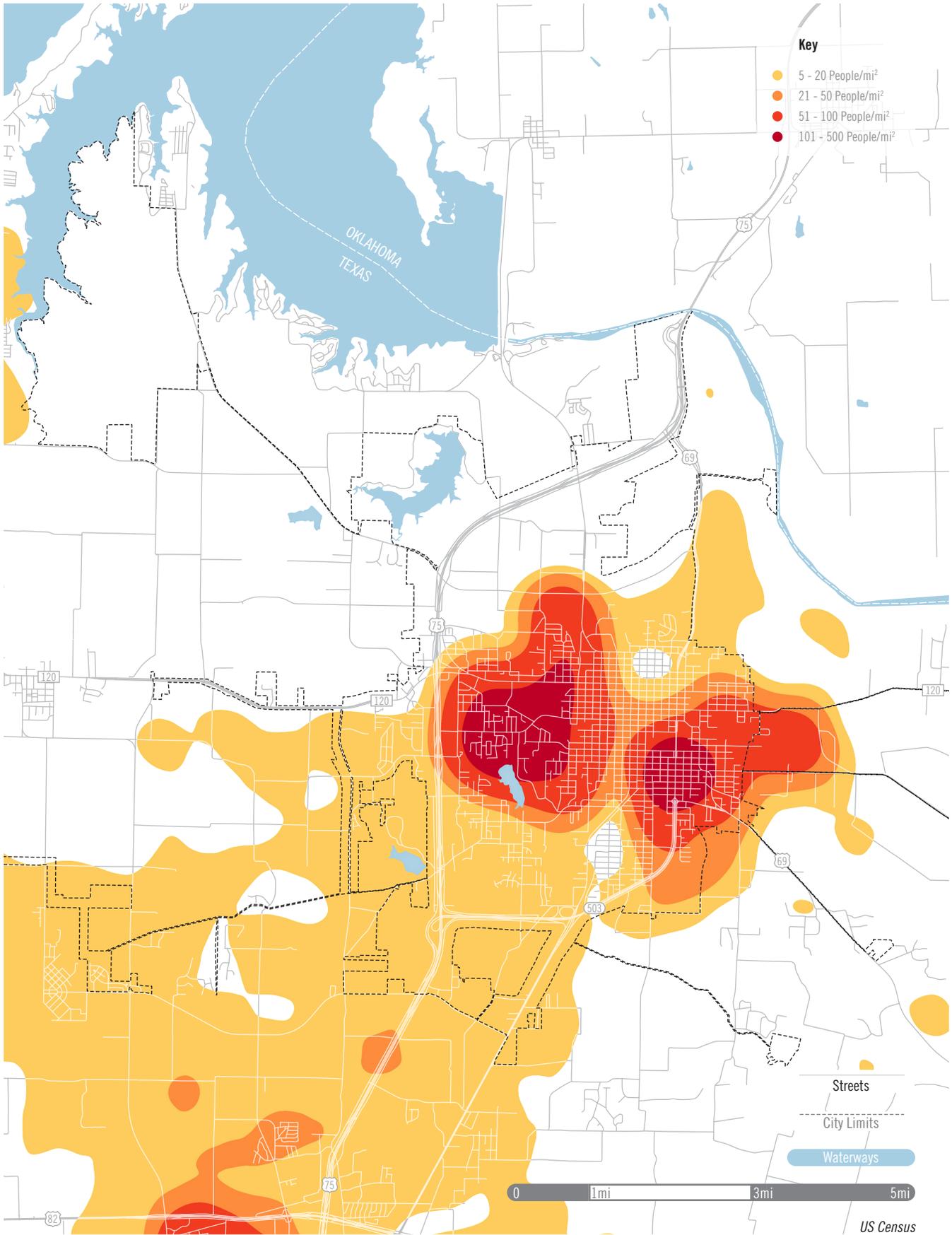
## A-2 Future Land Use Plan Created in 2002



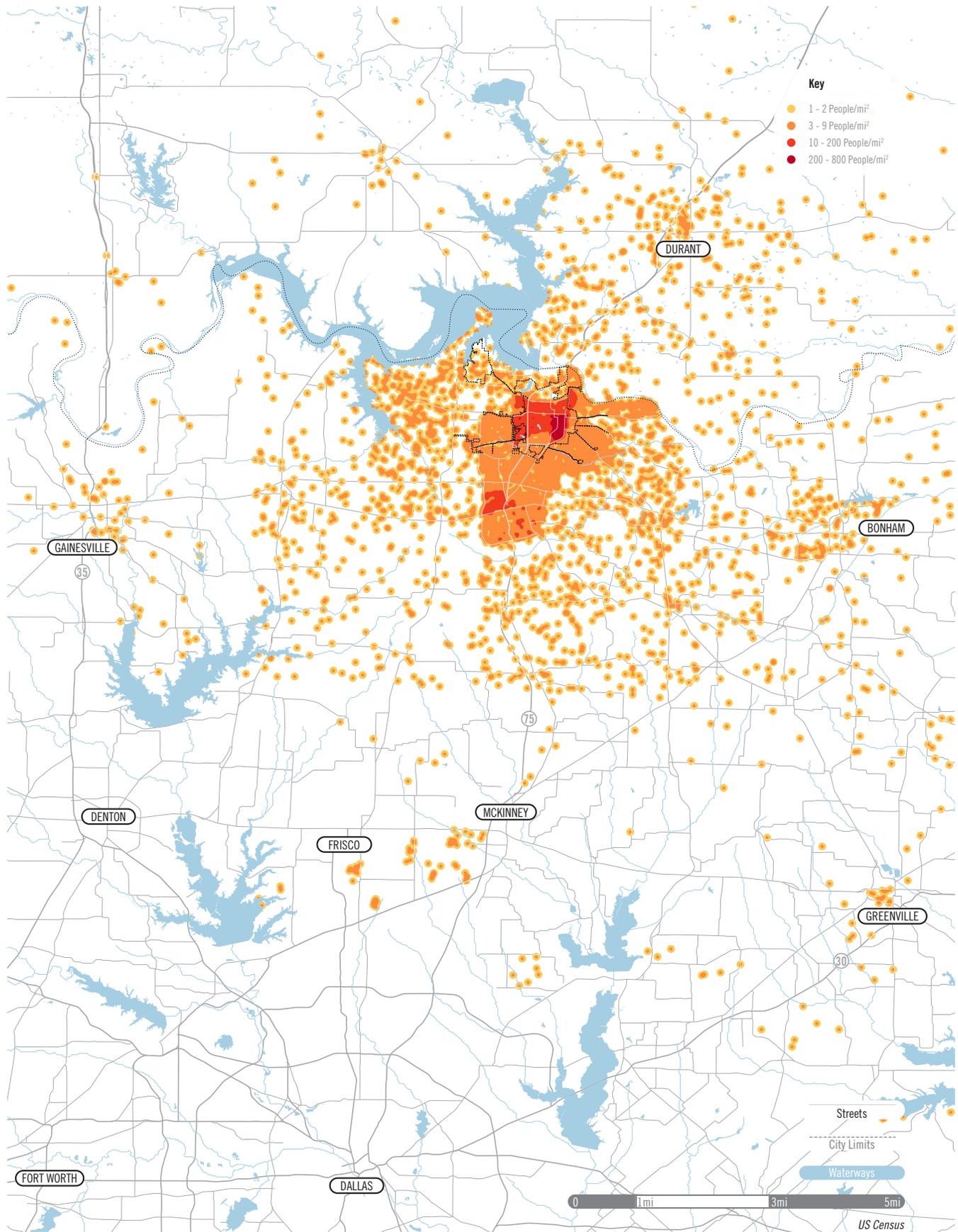
### A-3 Racial / Ethnic Density



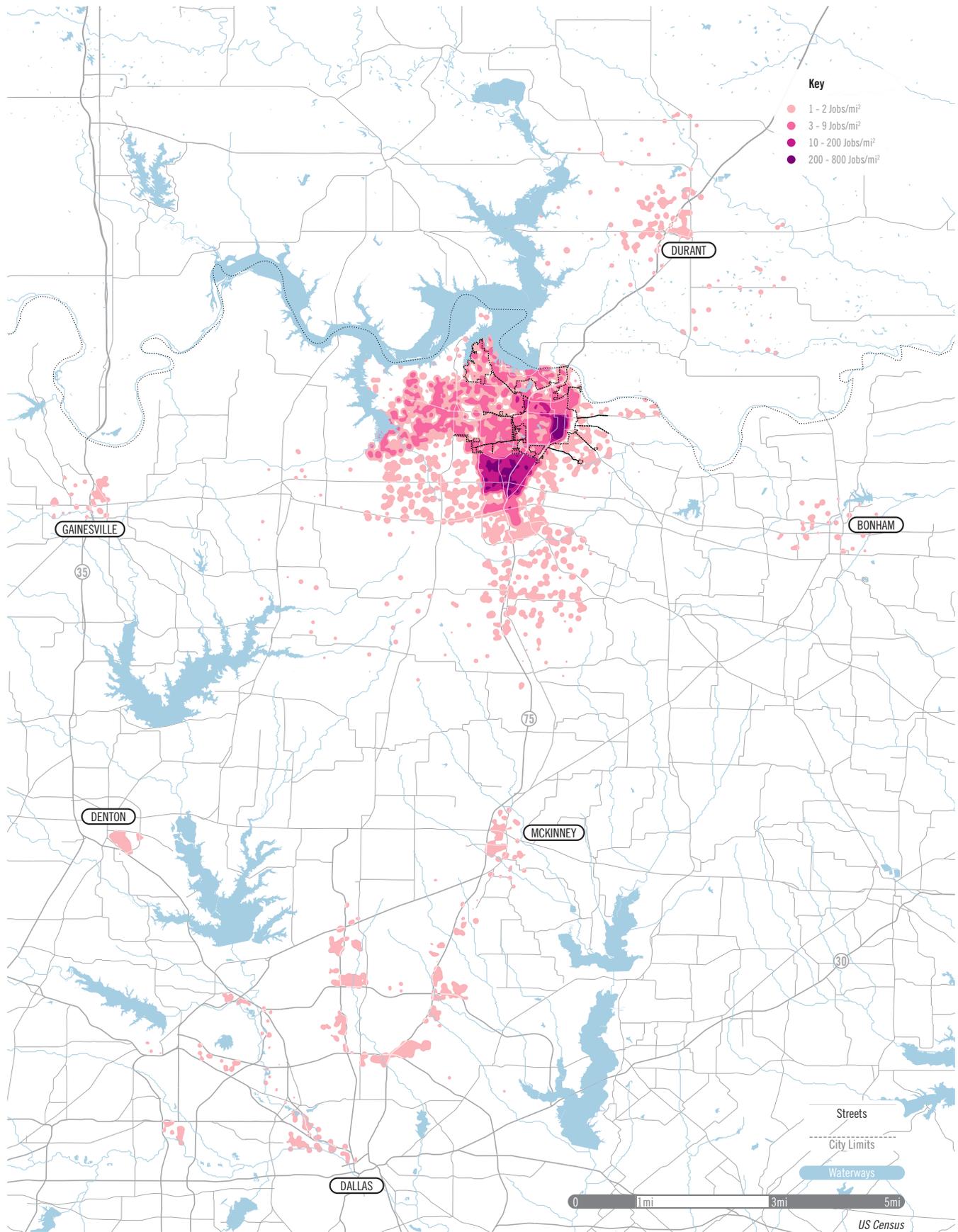
# A-4 Poverty



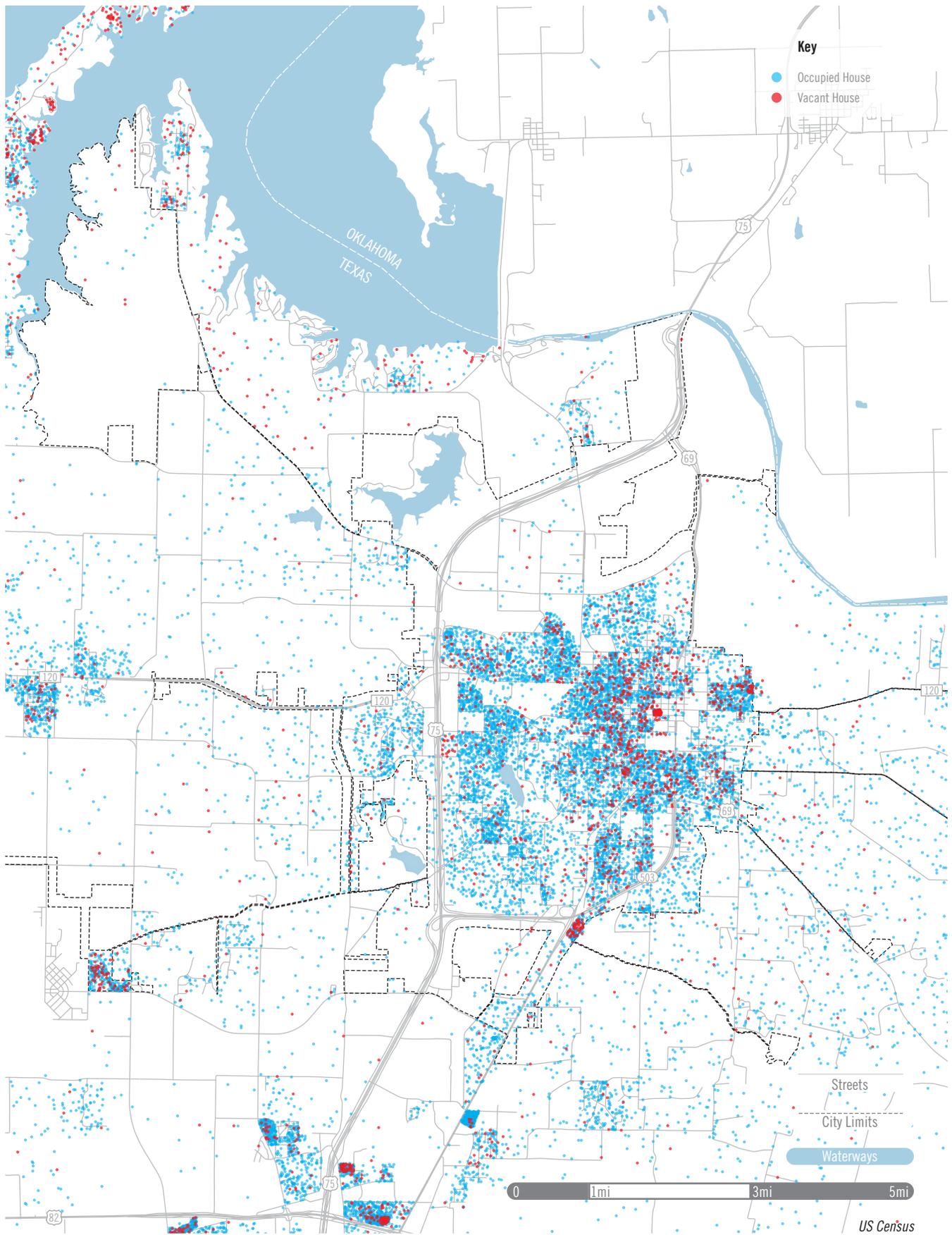
# A-5 Place of Residence for those who work in Denison



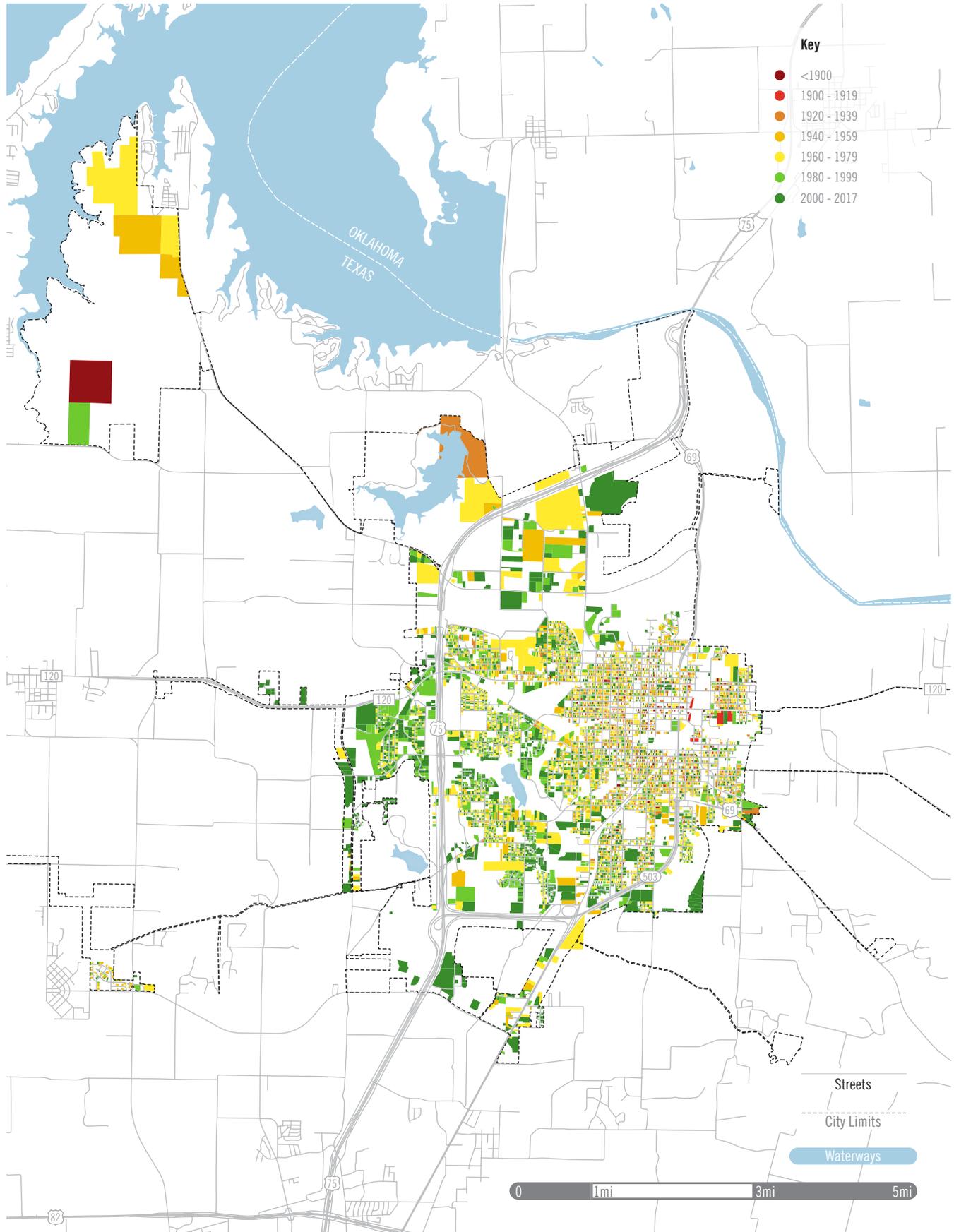
## A-6 Place of Employment for those who Live in Denison



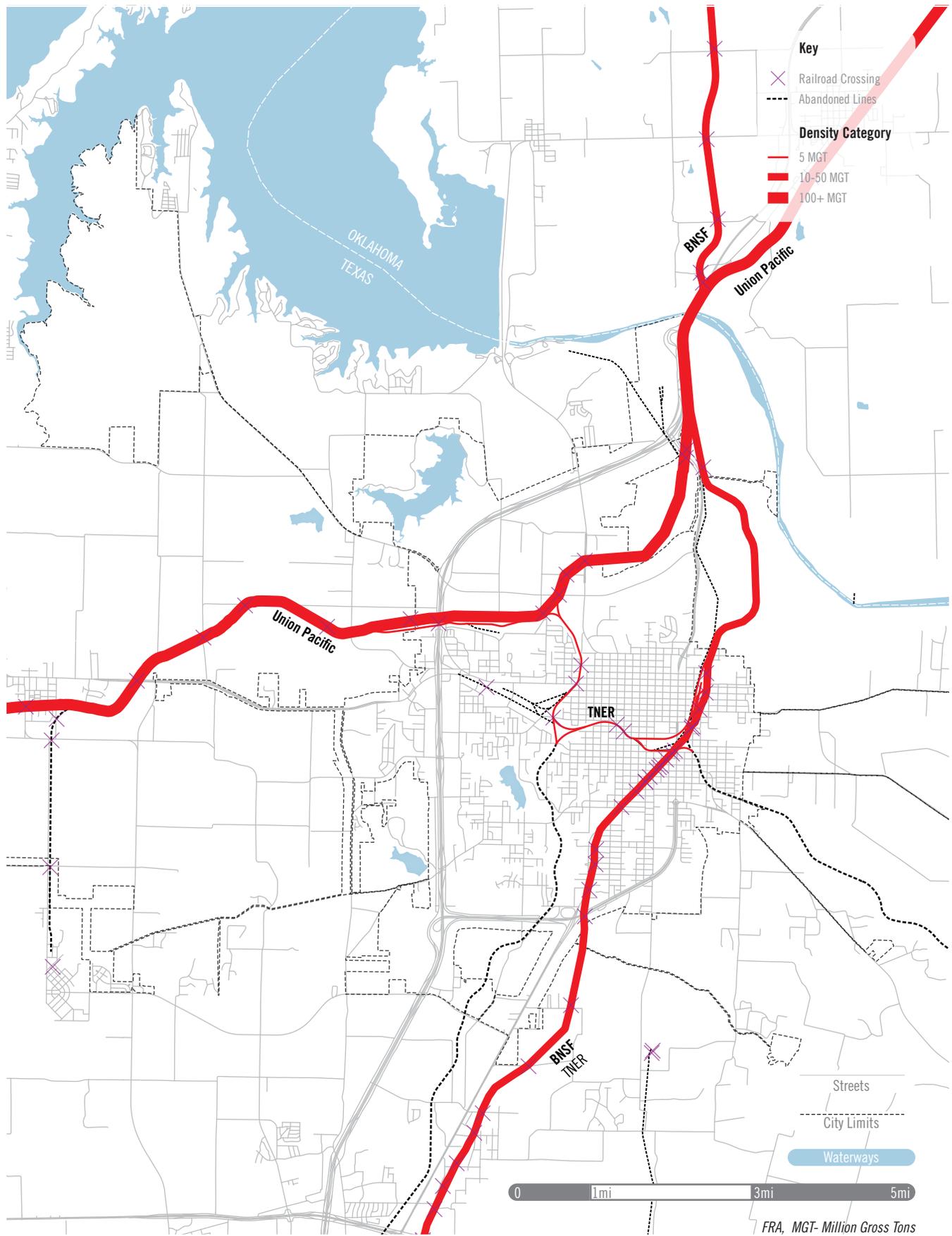
# A-7 Vacant Unit Density



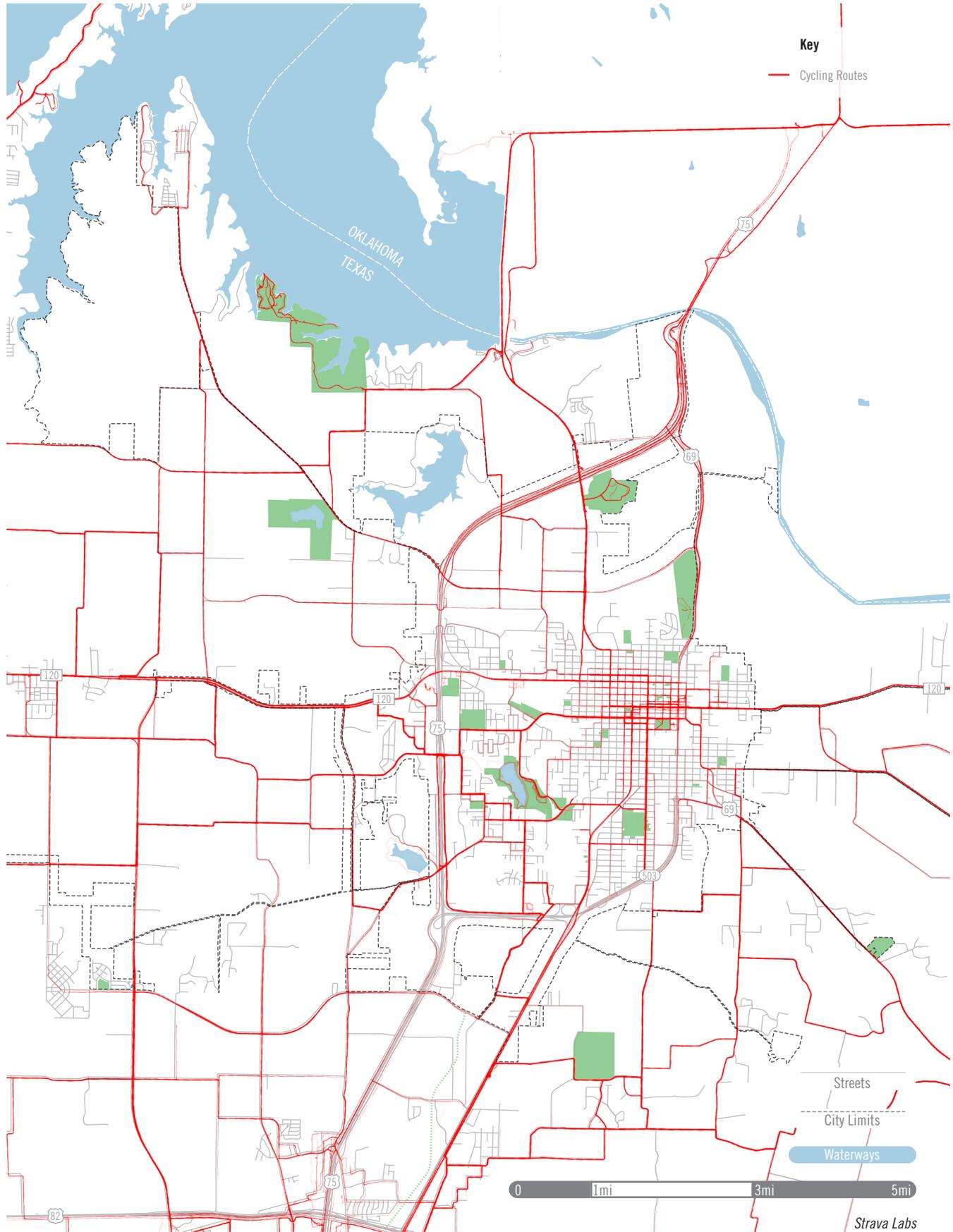
# A-8 Building Age



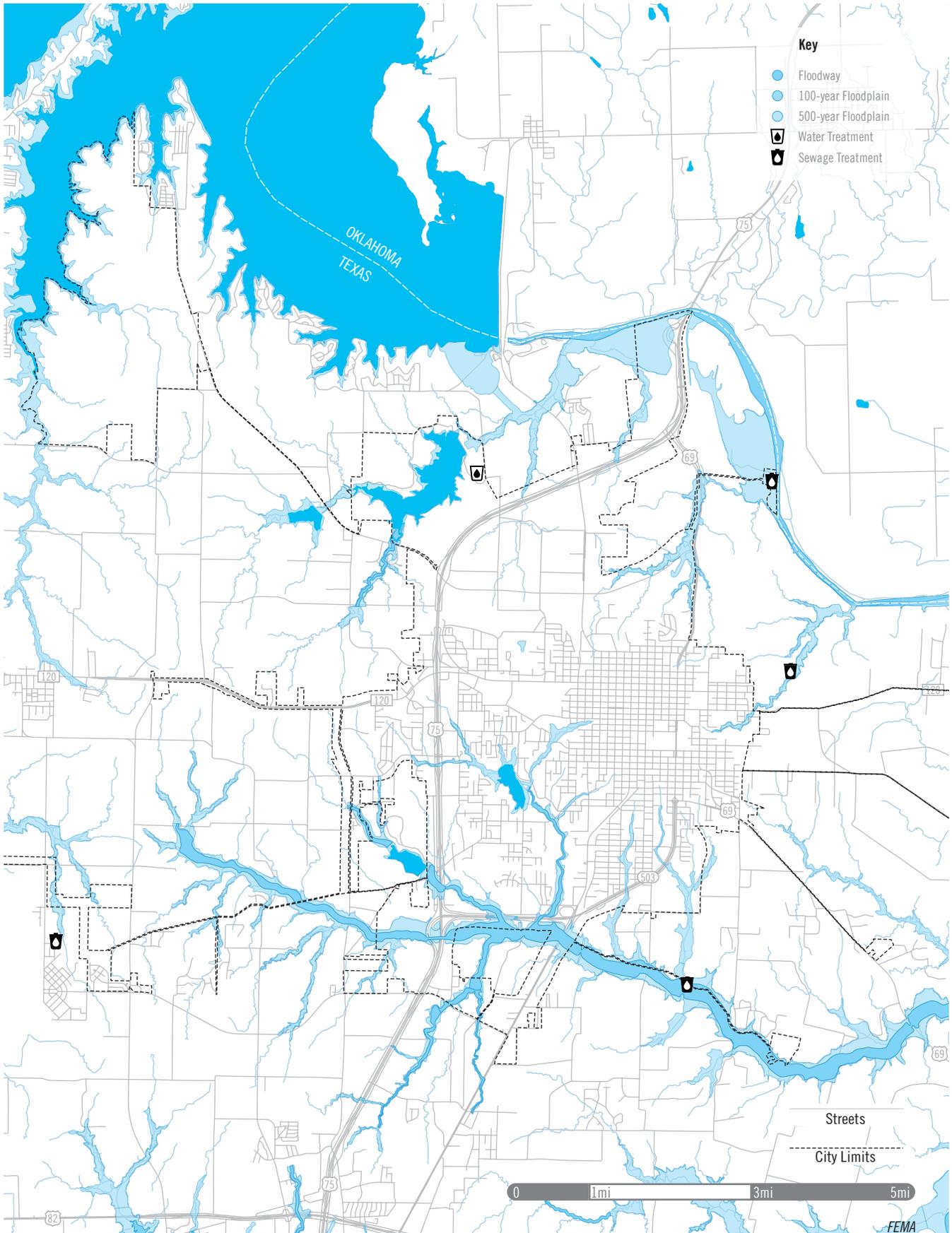
# A-9 Railways



# A-10 Cycling Map



# A-11 Floodplains



# A-12 Community Feedback

## VISION & GOALS

### VISION

Denison will retain its home town feel and historic character, improving its neighborhoods and downtown while attracting new businesses, residents and visitors through a great quality of life.

### COMMUNITY

Denison will continue to have a welcoming, inclusive small town feel and a strong sense of community through public events, civic organizations, citizen involvement, and transparency of government.

### HISTORY

Denison will recognize and celebrate its history, such as Eisenhower's birth place, viticulture, the railroads, Denison Dam, Perrin Air Force Base, and Downtown Denison, by preserving its buildings and educating its citizens and visitors.

### HOUSING

Denison will increase its housing types with a wide range of affordability in traditional neighborhoods and offer attractive developments.

### TRANSPORTATION

Denison will upgrade and maintain its roadway network, improve connections within developed areas of the city, expand connectivity to newer areas and integrate infrastructure for bicycles and pedestrians.

### ECONOMY

Denison will grow economically and expand its tax base by attracting well-paying employers, building its health care base, and expanding retail.

### DEVELOPMENT & REDEVELOPMENT

Denison will encourage high quality redevelopment and infill and enforce codes and standards such that neighborhoods and commercial corridors in the older parts of the city thrive alongside new developments along US 75.

### TOURISM & RECREATION

Denison will leverage its popular destinations, such as, Lake Texoma and Historic Downtown, to attract visitors and new residents from around the region. Denison will utilize existing natural resources for extending hike and bike trails and provide more parks and open spaces throughout the City.

### LANDSCAPE & OPEN SPACE

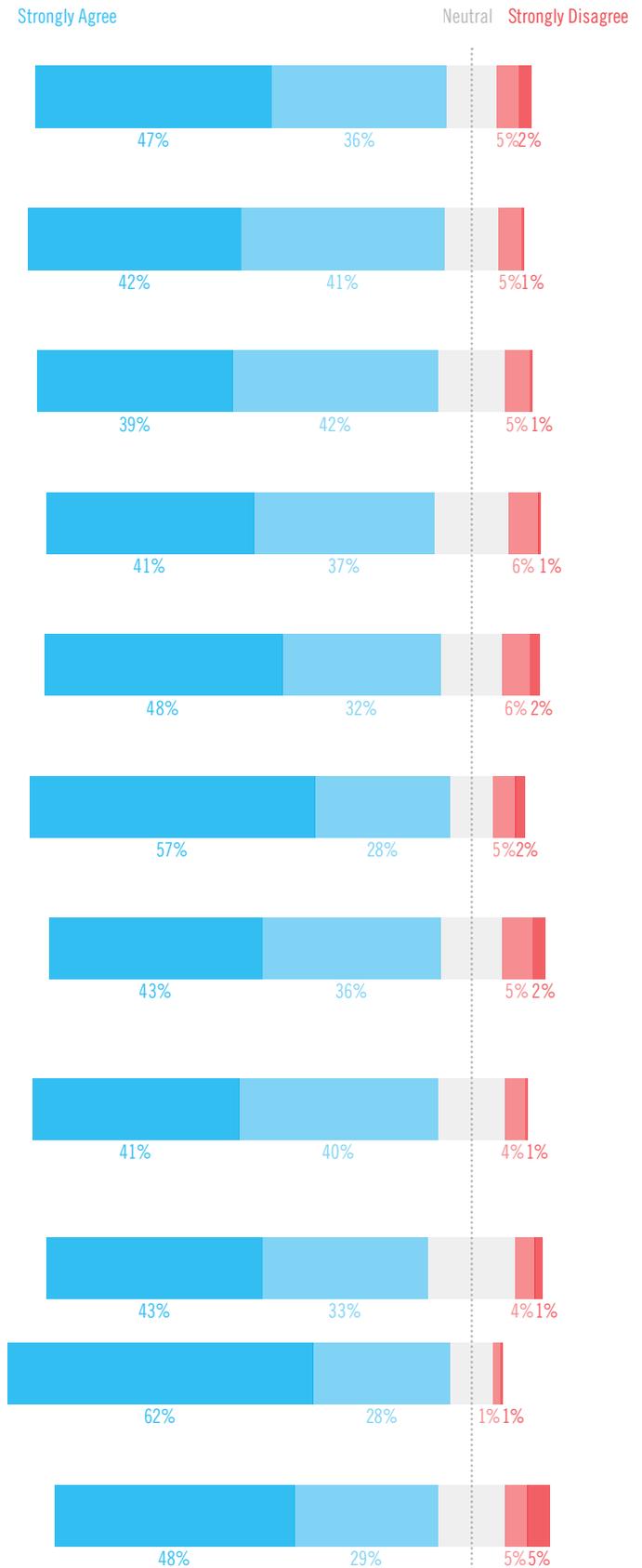
Denison will protect its rolling hills, trees, and attractive agricultural landscape.

### EDUCATION

Denison will continue to focus on supporting high quality education from K-12 and further education through Grayson College.

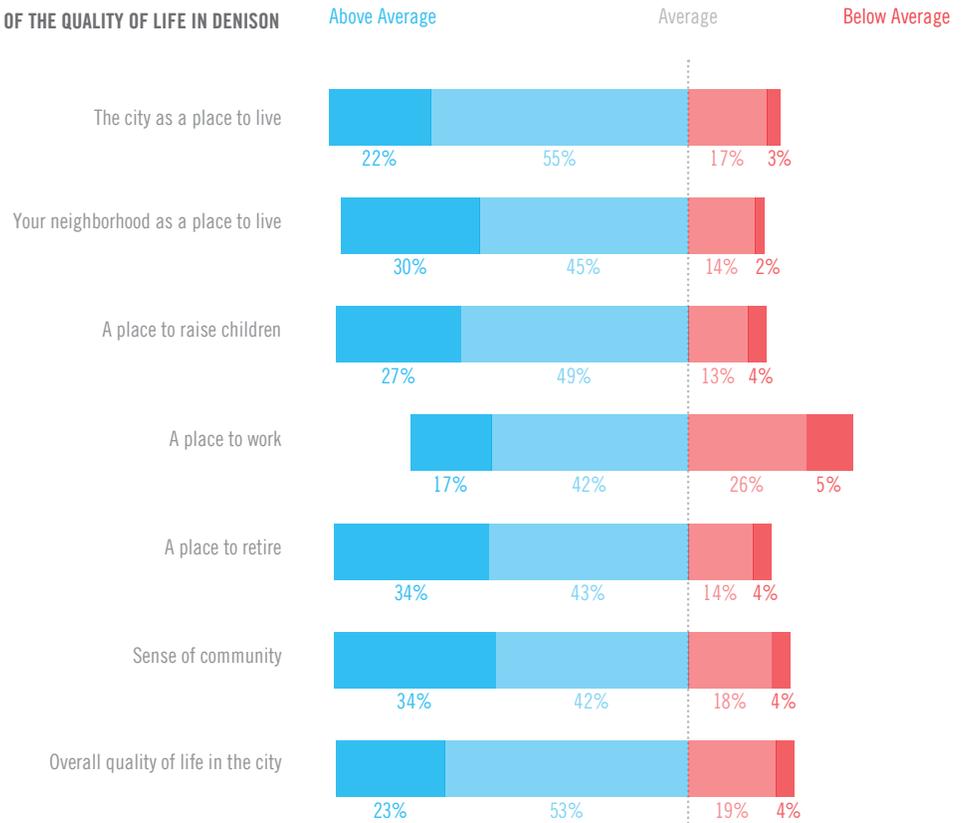
### DOWNTOWN

Downtown Denison will be an active, walkable, mixed-use core of the city that offers housing, restaurants, entertainment, music, and arts.



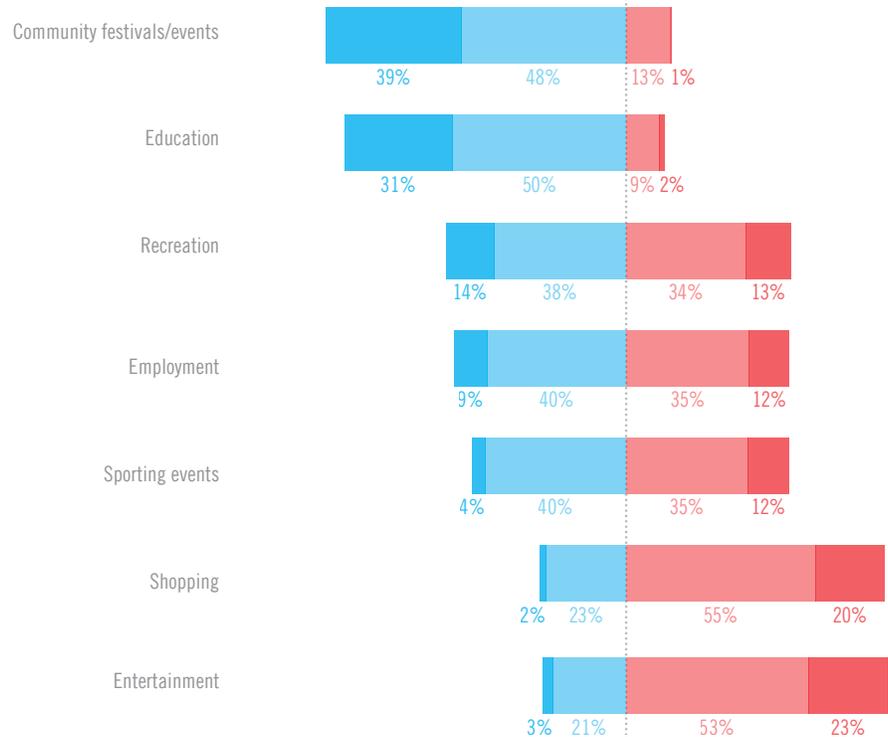
## QUALITY OF LIFE

PLEASE RATE EACH OF THE FOLLOWING ASPECTS OF THE QUALITY OF LIFE IN DENISON TODAY. (287 ANSWERS)



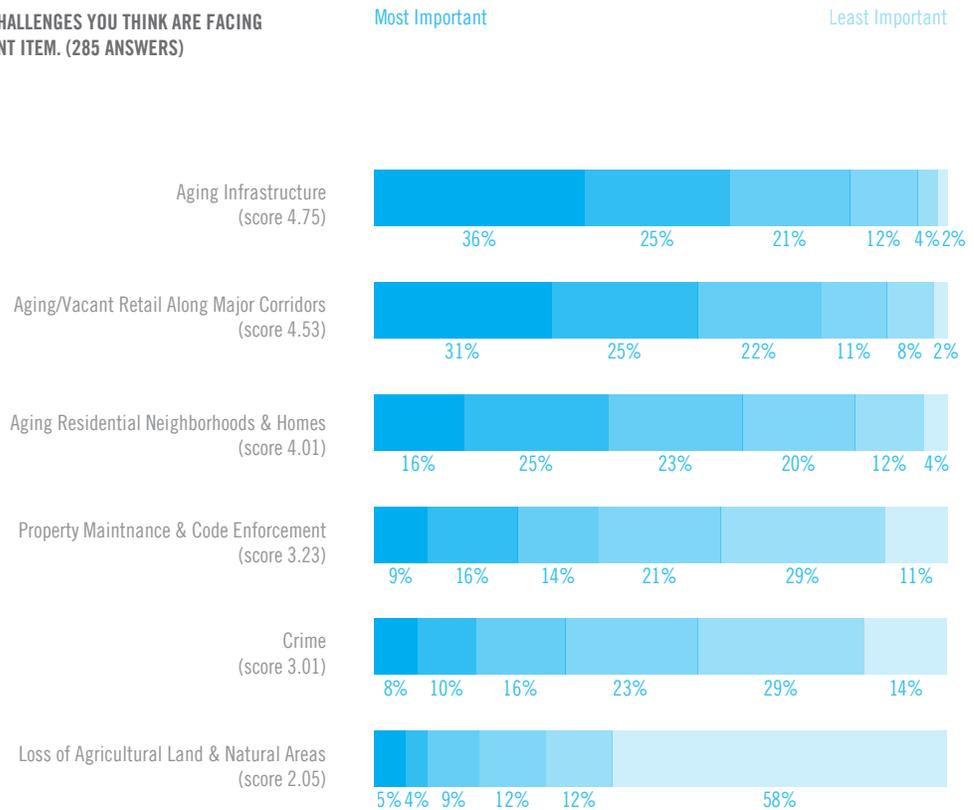
## OPPORTUNITIES AVAILABLE

HOW WOULD YOU RATE THE FOLLOWING OPPORTUNITIES AVAILABLE IN DENISON? (287 ANSWERS)



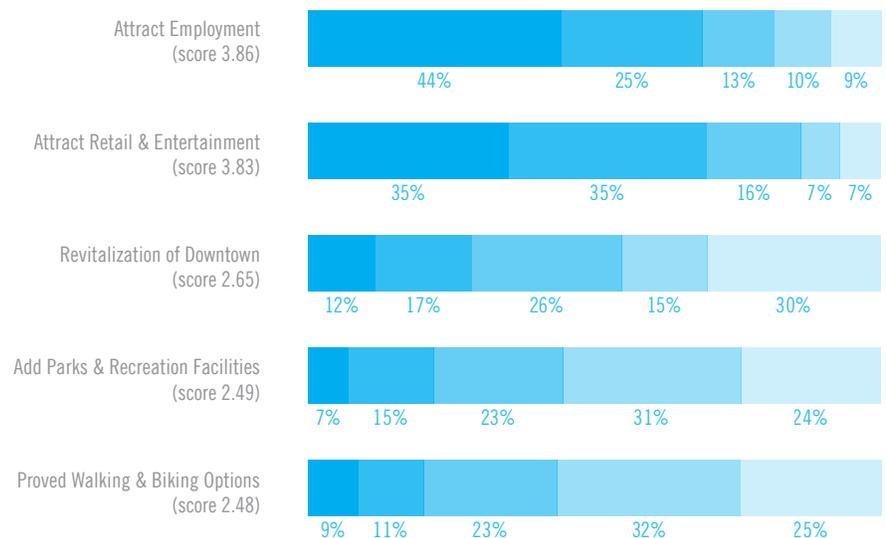
## CHALLENGES FACING DENISON

NUMBER IN ORDER OF IMPORTANCE THE CHALLENGES YOU THINK ARE FACING DENISON, WITH "1" AS THE MOST IMPORTANT ITEM. (285 ANSWERS)



## METHOD TO IMPROVE LIVING & WORKING ENVIRONMENT

NUMBER IN ORDER OF IMPORTANCE YOUR PREFERENCES TO IMPROVE THE LIVING AND WORKING ENVIRONMENT IN DENISON, WITH "1" AS THE MOST IMPORTANT ITEM. (284 ANSWERS)



## Appendix A-13: Action Prioritization

	Public	Steering	City Staff	Total
<b>Community</b>				
Denison will continue to have a welcoming, inclusive small town feel and a strong sense of community through public events, civic organizations, citizen involvement, and transparency of government.				
• Host family-friendly public events.	4	1	3	8
• Incentivize privately maintained public spaces in new developments using tax breaks.				
• Provide ample opportunity for public engagement and feedback on City initiatives and projects.	2			2
<b>History</b>				
Denison will recognize and celebrate its history, such as Eisenhower’s birth place, viticulture, the railroads, Denison Dam, Perin Air Force Base, and Downtown Denison, by preserving its buildings, and educating its citizens and visitors.				
• Create and enforce historic preservation standards for the following: • Eisenhower birth place, significance of railroads, Perin Air Force Base, Downtown Denison, Munson Vineyard	3	1	1	5
• Add information plaques around the City.				
• Tie historic landmarks across the City together using wayfinding signage and maps to spur heritage tourism.			1	1
<b>Transportation</b>				
Denison will upgrade and maintain its roadway network, improve connections within developed areas of the city, expand connectivity to newer areas, and integrate infrastructure for bicycles and pedestrians.				
• Connect streets across railroads, per the Thoroughfare Plan in this document.	4	2	1	7
• Create an easy connection for vehicles from Downtown to Eisenhower State Park for tourists.				
• Create a seamless vehicle connection from U.S. 75 to Downtown.	2	3		5
• Create a hike and bike trail connecting major job centers and recreational facilities.	3	4	3	10
• Create bike path connections from neighborhoods to Downtown.	4	1	1	6
• Incentivize “Complete Street” designs for new and renovated streets whenever possible.			5	5
• Develop a plan for access and driveway management along existing and new commercial corridors.			1	1
• Develop (update?) a plan for road maintenance and infrastructure upgrade.	8	1	5	14
<b>Housing</b>				
Denison will increase housing types with a wide range of affordability in traditional neighborhoods and offer attractive new developments				
• Establish incentives and special district policy to catalyze a wide range of housing products. Policies should be tailored to promote the specifically desired sectors.		1	2	3
• Update the zoning map to create a more market-aware balance of commercial and residential acreage.			2	2
• Institute a residential registration and inspection program for rental properties.	3	1	1	5
• Support tax credit applications for residential developers constructing need-based and senior housing.	2		1	3
• Annually re-evaluate homestead, senior, and disability exemptions to safeguard homes in those categories from becoming unaffordable for current owners.	2			2
• Continue the housing incentive program, the new residential reinvestment rebate program, and the substandard structure demolition program.	6	3	2	11

	Public	Steering	City Staff	Total
<b>Infrastructure</b>				
Denison will proactively implement and update infrastructure to support economic growth and long-term goals for the City.				
• Systematically and equitably replace water and sewer infrastructure throughout the City.	1	3	5	9
• Work toward upgrading Franchise Utilities where possible.	1			1
• Design and implement an equitable emergency response, recovery, and communication system for natural disasters and all catastrophic events. Use variety of media, including TV, radio, and social media to access all residents.	3			3
• Maintain existing and assess needs for new fire stations as population grows.				
• Maintain existing and assess needs for new libraries as population grows.			1	1
• For any water or sanitary service extension, the cost of the extension should be shared proportionately by the applicant and the City based on the size needed.	4	3	3	10
<b>Downtown</b>				
Downtown Denison will be an active, walkable, mixed-use core of the city that offers housing, restaurants, entertainment, music, and arts.				
• Establish a gateway at the entrances into Downtown through a local design competition.				
• Update parking ordinances to include shared parking.				
• Limit on-street parking to 3 hours.				
• Enforce right-of-way design in compliance with the Downtown Master Plan (2016?).				
• Support tax credit applications for residential developers constructing medium- and high-density housing within walking distance of downtown	1	1		2
• Offer incentives to attract commercial developers building restaurants and retail.	2		4	6
• Incentivize targeted infill development at the periphery of downtown.	2	1	1	4
• Develop an incentive program to install fire sprinklers as existing Downtown buildings undergo renovation.			5	5
<b>Development and Redevelopment</b>				
Denison will encourage high quality redevelopment and infill and enforce codes and standards such that neighborhoods and commercial corridors in the older parts of the city thrive alongside new developments along U.S. 75. Denison will grow responsibly, protecting its character and ensuring that growth is a long term benefit to the city and its residents.				
• Develop strategic annexation policies and plans in response to the passage of SB 6 by the 2017 Texas Legislature and to promote desirable development.	1	4	1	6
• Update building development standards to ensure they promote the goals of this Comprehensive Plan and have a consistent basis.	3	1	1	5
• Develop a utility extension and reimbursement policy that promotes the type and location of development outlined in this Comprehensive Plan.			2	2
• Prioritize city funding for utility extensions and rehabilitation for the highest priority areas of this Comprehensive Plan.		1	2	3
• Establish incentives and special district policy to catalyze development in the highest priority areas.		1		1
• Implement impact fees for water, sanitary sewer, and/or roadway capital improvement needs.			5	5
• Maintain the minimum property standards code.	8	4	1	13
• Expand code enforcement activities, emphasizing: neighborhoods on the verge of decline that can more easily be turned in a positive direction; older commercial corridors that need to be reinvigorated	5		1	6
• Partner with major land owners in the U.S. 75 corridor to conduct a market-based analysis of the most likely to succeed mix of land uses.	1	2		3

	Public	Steering	City Staff	Total
<b>Landscape and Open Space</b>				
Denison will protect its rolling hills, trees, and attractive agricultural landscape.				
• Encourage preservation of natural landscape by developing requiring clustering of lots in the rural development zoning district.	2			2
• Develop and adopt a tree preservation ordinance.	2		1	3
<b>Economy</b>				
Denison will grow economically and expand its tax base by attracting well-paying employers, building its health care base, and expanding retail.				
• Coordinate with the Denison Development Alliance and the Denison Development Foundation to update economic development incentive guidelines and policies in light of the new comprehensive plan goals.	2	4	3	9
• Partner with the medical center to identify corollary and complementary industry gaps; develop incentive packages specifically targeted to those gap sectors				
• Partner with the medical center owner to create a redevelopment incentive package for the former medical center campus to include tax abatements, fee waivers, and performance-based reimbursements	3			3
• Partner with Lake Texoma lake-front property owners to conduct a market-based analysis of the most likely to succeed lake-oriented and tourist facilities			4	4
• Partner with major downtown landowners to facilitate two-way communication regarding goals and opportunities for the downtown area	1		1	2
• Host an annual “commercial broker day” for Dallas-based brokers including a city tour, golf tournament, and related activities to reinforce Denison to the broker community				
• Host tours and events for targeted land developers, home builders, and investors		1	1	2
• Create incentives and reduce barriers to encourage small businesses within the City.	3		1	4
<b>Tourism and Recreation</b>				
Denison will leverage its popular destinations, such as, Lake Texoma and Historic Downtown, to attract visitors and new residents from around the region. Denison will utilize existing natural resources for extending hike and bike trails and provide more parks and open spaces throughout the City.				
• Encourage and incentivize recreational development along Lake Texoma, Red River and Waterloo Lake.			3	3
• Create hike/bike trail connecting Waterloo Lake, Downtown and Eisenhower State Park.	9	4	2	15
• Develop a wayfinding scheme to tie various attractions around the City together.		5	2	7
• Introduce a variety of amenities in parks, such as, public pools, splash pads, basketball courts, soccer fields, and baseball fields.	2			2
• Develop and adopt a tree preservation ordinance.	2	3		5
<b>Education</b>				
Denison will continue to focus on supporting high quality education from K-12 and further education through Grayson College.				
• Encourage collaboration among college, schools, and local businesses by encouraging internship opportunities.	1	2	1	4
• Identify schools with significant numbers of students who walk to school as candidates for Safe Routes to School (SRTS) funds.				
• Encourage use of school facilities for community events.	1	1		2
• Encourage education opportunities for adults.				
• Coordinate with the Denison Independent School District to identify needs where the City can help.	1			1
• Encourage Denison ISD to grow the arts and music programs in schools.				

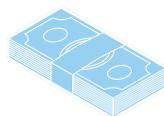
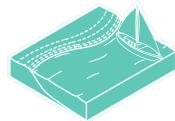
## Appendix A-14: Level of Service

Capacity is the measure of a street's ability to accommodate the traffic volume along the street. Level of Service (LOS) is a phrase representative of several factors, including speed, travel time, traffic interruptions, and operating cost of a traffic facility (roadway), used to measure the quality of the facility. In most streets (as opposed to grade separated highways) capacity, and thus the level of service, is determined by intersections.

Level of service should not be the only consideration for street design. Some level of congestion is a normal part of cities and towns and is in fact a sign of success. Sometimes, widening streets to address congestion, or planning for wide roadways in the future, is useful; at other times it is actually counter-productive. Street widening can displace the businesses and residences that actually make an area worth coming to in the first place, eliminate the parking that is essential to support those uses, destroy the trees and landscaping that makes a city beautiful, and make an area dangerous for bicyclists and pedestrians. LOS is useful for determining the required size of new roadways, but should not be broadly used as a way to determine what development is appropriate where or as a sole criteria for widening existing roadways. Levels of service are defined in the following table.

LOS	Description	Example
A & B	Light, free-flowing traffic volumes. Virtually no delays with smooth progression of traffic, and speed is generally unaffected by other vehicles. Slight decline in the freedom to maneuver from A to B.	Residential or Rural Streets
C	Basically satisfactory to good progression of traffic, but at that point where individual drivers become affected by interactions with other vehicles. Light congestion, and speed is affected by the presence of other vehicles.	Thoroughfares at Off-Peak Hours
D	High density, but stable traffic flow. Speed and freedom to maneuver are restricted. Small increases in traffic flow will cause significant operational problems. This LOS is generally used to justify thoroughfare improvements.	Thoroughfares at Peak Hours, Downtown streets
E	Operating conditions at near capacity level. All speeds are reduced to low, but remain relatively uniform, meaning generally not stop-and-go. Operations at this level are usually unstable, because small increases will cause severe speed reductions.	Downtown streets
F	Forced flow. Heavy congestion. Total breakdown with stop-and-go operation. Queues at intersections on these lengths may exceed 100 vehicles.	Special events and large urban areas

Level of service "C" is generally the recommended LOS in most cities, and is also the recommended level for roadway design purposes. With the exception of some roadway links that are congested during peak time periods, most thoroughfares operate within levels "C" and "D".



**City of Denison**  
**300 W Main Street**  
**P.O. Box 347**  
**Denison, TX 75021**  
**T 903.465.2720**