

City of Orange Comprehensive Master Plan

CITY OF ORANGE COMPREHENSIVE MASTER PLAN

**Under the direction of the
Orange Master Plan Steering Committee**

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Special Thanks to

The Orange Leader

the residents who served on the
Orange Master Plan Focus Group

and

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in association with:

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A. OVERVIEW

The purpose of the Orange Comprehensive Master Plan ("Plan") is twofold. It will ensure that the City complies with all requirements of the Texas Local Government Code with respect to Comprehensive Planning and Zoning. Further, the Plan will serve as a guide to the physical development of Orange by identifying goals, recommending priorities and implementation strategies for the City's future growth.

The objective of the Plan is to ensure the betterment of the City for all citizens. The Plan is to be used as a tool for elected and appointed officials and city staff to guide decision making for growth and development issues. The Plan lays the foundation for specific City Council actions, budgets, capital improvements, and programs. The Council may wish to conduct yearly self-evaluations on its achievements in relation to the Goals of the Master Plan. Using this technique, the Master Plan can be used as a schedule of "to do" items, or a "checklist" for each coming year. The Master Plan should guide the City by being the following:

1. *The basis for the development of the City Budget*
2. *The basis for the passage of any ordinances, including the Zoning Ordinance*
3. *The basis for the implementation of City policies and programs*
4. *The basis for the operations of City government*
5. *The basis for other agency decisions such as the County and the State*

The City Council appointed a Master Plan Steering Committee ("Steering Committee") composed of Orange residents, whose purpose was to oversee the Master Plan process, provide insight and guidance, and ensure that the Planning Team understood the residents' needs. Most importantly, the Committee identified realistic and supportable implementation actions. Each Member of the Steering Committee chose two peers to act as a "sounding board" for the Master Plan ideas. This group was called the Focus Group.

The Steering Committee chose the following specific Master Plan Elements:

- Land Use and Transportation
- Historic Preservation
- Old Town Center and Waterfront Development
- Community Facilities
- Economic Development

Additional elements can be added to the Master Plan in the future.

It is critical to the City's long term economic health and vitality that it direct its future, its destiny. Otherwise, the City will be at the mercy of external forces. When this happens, the City loses its opportunity to be pro-active and becomes reactive to these various external forces and situations. External forces can be activities that are undertaken by the County, other cities or by private industry.

Orange has many assets and resources that have not been directed, utilized, or protected. The Master Plan will assist Orange in realizing its vision for the future.

B. THE PUBLIC PROCESS FOR THE ORANGE MASTER PLAN

The success of a Master Plan depends on adequate public participation. Public participation increases awareness of the City, increases the Planning Team's knowledge of the issues, and increases the effectiveness of the Plan by assuring that the Master Plan is in touch with the needs and desires of the citizens of Orange. The Planning Team and the City of Orange held several meetings with the public and the Steering Committee throughout the duration of the Plan process.

The public process started with a very aggressive public meeting schedule. The Planning Team spent several days touring the City and meeting with members of the City Council, Steering Committee, Planning Commission and Staff. Data and maps were gathered, and a slide library was created to illustrate the potential for new programs, amendment to existing programs, and to show where changes might be warranted in current development regulations.

These ideas were discussed in five public meetings held on February 20 and February 21, 1995. The Planning Team met with residents from communities throughout Orange: The Cove, Old East Orange, North of Interstate 10, Roselawn, and West of 16th Street. The purpose of the meetings was to "interview" community members and document their wishes for making Orange a better place to live and work.

Each group was asked to identify what they wanted Orange to look like -- to create a Vision Statement. These meetings resulted in a summary of what the citizens of Orange want their community to be. They want Orange to be **viable as a city, safe, clean, beautiful and fun**. They want it recognized for **jobs** and as being the **"Gateway to Texas"**. It is abundantly clear that the citizens of Orange have realistic expectations and an attainable vision for the potential of their hometown.

Public meetings were also held with the Steering Committee at the Orange Public Library and the Thomen Center to discuss the draft Plan Elements, Goals, to document the status of the Master Plan process and to assure that the Plan would be completed on-time and on-budget. Notices for all meetings were posted in public places and published in the Orange Leader.

As a result of the meetings, the Planning Team wrote "Issue Papers" to document findings, describe "issues" surrounding each plan element, and invite public opinion. In each article published, a "Comment Form" was provided to give readers a way in which to send in comments. The Orange Leader published the "Issue Papers" in five Sunday special editions. The Sunday edition of the Orange Leader has a circulation of approximately 12,000 people.

Finally, public meetings were again held on October 2 and October 5, 1995, with residents in various Orange communities and with members of the Focus Group to discuss the Master Plan prior to it being considered for adoption by the City Council. The City Council adopted the Master Plan at their public meeting held on January 9, 1996.

C. HOW TO USE YOUR MASTER PLAN

The Master Plan contains the following six chapters:

1. Introduction
2. Land Use and Transportation
3. Historic Preservation
4. Old Town Center/Waterfront
5. Community Facilities
6. Economic Development

Each Master Plan Element contains the following sections:

- **A Quick Reference Index**
- **A Toolbox** matrix which generally outlines the stated Implementation Strategies
- **An Overview** of the Element
- **A Summary** of the suggested programs to meet the stated Goal
- **Stated Goal** to be achieved through specific Implementation Strategies
- **Objectives** to reach the Goal
- **Implementation Strategies** that are suggested to meet the Objectives

Each Implementation Strategy is linked to the stated Objectives. In some cases, there is more than one Implementation Strategy to meet the Objective. For example, an Objective for the Old Town Center/Waterfront Element is:

- A. "To improve the appearance of access streets to Old Town Center/Waterfront from Interstate 10."

The Implementation Strategies to meet the Objective are:

- A.1. "Obtain attractively designed new signage from the Texas Department of Transportation (TXDOT) alerting motorists of exit 'gateways' to the Old Town Center."
- A.2. "Improve the condition of roads which provide access downtown. Provide landscaping for Simmons Drive, Green Avenue, 16th Street and MacArthur Drive."
- A.3. "Adopt a sign ordinance to better regulate sign size, location and design with effective enforcement procedures."

Some goals, objectives and implementation strategies overlap two or more elements of the Plan. Every effort has been made to identify and cross-reference these overlaps.

D. POPULATION AND INCOME DATA

The Comprehensive Master Plan should be used to assist the City in planning the facilities that serve its population in all aspects of living, working and playing. Therefore, the Plan must address population and income trends to help the City determine the type of facilities, regulations and services its citizens are likely to need. For example, by evaluating the population data, the City can more accurately provide for the various types of recreational facilities it needs. It is important to know what percentage of the population is now under 25 and what percentage is likely to be under 25 ten years from now. The city can study its residential zoning categories to be sure that they are compatible with providing attractive housing for the home buying population which is usually between the ages of 25 and 54. Knowledge of the population trends allows the City to plan for the inevitable changes resulting from the needs of an aging population while continuing to provide for its younger citizens. The Plan is meant to serve as a resource guide as the City makes these decisions and changes.

1. Current Population Data

Orange is located on the banks of the Sabine River, and is the first city west of Louisiana border. Orange is the largest city geographically in Orange County. It is one of seven cities located within Orange County. It makes up the third city of the "Golden Triangle" which also includes Port Arthur and Beaumont, Texas. From Orange, Port Arthur is approximately 15 miles to the southwest, and Beaumont is approximately 25 miles to the west. The cities of West Orange and Pinehurst are immediately adjacent to Orange. The city limits of Orange encompass approximately 21 square miles of land area. It has a population density of 905.7 persons per square mile.

Orange is a relatively young community. One of the largest single segments of the community is between 25-44. There are 5,405 residents or 28% in that population group. In view of this, the City should be tailoring programs and facilities to meet the needs of this young population. Typically the majority of the home buying population of a city is between 25 and 44. Housing needs should be taken into consideration because insuring that adequate housing opportunities are available for each segment of the population is a fundamental role of the City. The City fulfills its responsibility by making sure the rules and regulations of the City do not hinder or negatively impact the development and redevelopment community. The City must ensure that housing options are available to meet this segment of the community's needs, or a significant portion of the population (28%) may opt to live in nearby communities or areas outside the city limits.

Orange must investigate ways of providing activities, facilities and programs to serve the one-third of its population which is under 25. One of the comments the Planning Team heard time and again was that there are not enough entertainment related facilities or programs for young people. The Planning Team heard that young people leave Orange for more opportunities. The City will need to work with area schools to avoid duplicating programs or efforts. Resources are very limited, methods of leveraging the City's tax dollar with area schools, colleges and the County should be pursued. Capitalizing on the existing recreational programs and facilities makes economic sense.

Orange is a multi-cultural community with 65% of the population Anglo-American, 33% African-American and 2% Hispanic. It is imperative for a city to plan for facilities that meet the needs of a multi-ethnic community. Programs and facilities should take into consideration the diversity, while insuring that all Orange neighborhoods are afforded a standard level of City services, programs and facilities. Additionally, Orange like all cities in the U.S. will be forced to address the needs of a more elderly population in each ethnic group, in the coming years:

Orange County Population Breakdown by Ethnicity

Orange County	Total Population	Anglo-American	% of Total Population	African-American	% of Total Population	Hispanic	% of Total Population	Other	% of Total Population
1995	83,072	73,072	88.0%	7,183	8.6%	2,120	2.5%	697	0.8%
1994	82,895	72,992	88.0%	7,126	8.6%	2,087	2.5%	690	0.8%
1993	82,501	72,733	88.1%	7,040	8.5%	2,045	2.4%	683	0.8%
1992	82,057	72,424	88.2%	6,948	8.4%	2,008	2.4%	677	0.8%
1991	81,410	71,933	88.3%	6,839	8.4%	1,969	2.4%	669	0.8%
1990	80,509	71,178	88.4%	6,740	8.3%	1,931	2.4%	660	0.8%

City of Orange Population Breakdown by Ethnicity

1990 Total Population	Anglo-American	African-American	Hispanic/Other
19,381	12,563	64.8%	6,450 33.2% 368 2%

Population Data by Decade

City of Orange			Orange County		
Decade	Population	% Change	Population	% Change	
1900	3,835		5,905		
1910	5,527	+44%	9,528	+39%	
1920	9,212	+67%	15,379	+39%	
1930	7,913	-14%	15,149	-1%	
1940	7,472	-6%	17,382	+15%	
1950	21,174	+183%	40,567	+133%	
1960	26,605	+26%	60,357	+49%	
1970	26,342	-1%	71,170	+18%	
1980	23,628	-10%	83,838	+18%	
1990	19,381	-18%	80,509	-3%	
1991	(Not available)		81,410	+1%	
1992	(Not available)		82,057	+0.8%	
1993	(Not available)		82,501	+0.5%	
1994	(Not available)		82,895	+0.4%	
1995	(estimated)20,081	+3.6%	83,072	0.2%	

City of Orange Population Breakdown by Gender

1990 Population	Male Population	%	Female Population	%
19,381	9,185	47.4%	10,196	52.6%

City of Orange Population Breakdown by Age

Age Group	1990 Population	% of Population
00-05 years	1,516	7.8%
06-17 years	3,995	20.6%
18-24 years	1,736	8.9%
25-44 years	5,405	27.9%
45-54 years	2,009	10.4%
55-64 years	1,875	9.7%
65+ years	2,845	14.7%

2. Historic Population Trends

Orange was incorporated in 1914. Orange is a young city by Texas standards. Its population increased tremendously during the First and Second World Wars. The World War II years saw the City's population increased to over 60,000 people, but this increase does not appear in the above population statistics since the population rose and subsequently fell in the decade between the census. These increases can be attributed to the petroleum, chemical, manufacturing, and shipbuilding industries which still dominate Orange's economy.

As the figures indicate, the City of Orange has lost 27% of its population since 1960, and has been decreasing in population since then, at an average of 10% per decade. Conversely, Orange County has increased its population every decade since 1900 except between 1980 and 1990, and 1920 and 1930. Orange has averaged approximately 32% of the Orange County population over the last forty years.

3. Demographic Data for Orange County

The City of Orange serves as the County Seat for Orange County and currently represents roughly one-fourth of the population of the County and comprises approximately 12% of the taxable value of the County. Activities and trends in the County must be studied to identify potential interactive impact on the City.

By the year 2000, population projections for the County forecast continued growth to approximately 85,700 people, a net increase of only 1,750 people. The population is projected to grow to approximately 88,300 people in the year 2010, and over 91,000 people in the year 2020. Modest growth will occur in the 20-64 age group; however, population projections for ages 15-44 show a modest decline. Population in the 0-19 age group is also projected to decline.

Population data from the five year period between 1985 and 1990 indicates that 86% of the residents of Orange County remained residents of Orange County. This compares with the average 77% of county residents in Texas. In 1990, 6,885 of Orange County residents commuted to work outside of the County, while 6,782 residents of Jefferson and Hardin County commuted to Orange County on a daily basis.

4. Income Data

Compared with the State, a greater percentage of the work force in Orange County earned their high school degree but did not go on to college. There are fewer workers with college degrees as a percentage of the total work force compared with the State.

While total personal income in Orange County has been increasing steadily in current dollars, total personal income adjusted for inflation has increased only slightly from 1980 to 1990. Annual increases have trailed the State and the Nation since 1982. Based on an index expressed as a percentage of 1980, total personal income in Orange County was approximately 60% higher in 1990, while total personal income in the State and the Nation increased more than 100%.

Average per capita income in Orange County has increased at about the same rate as the State; however, it remains well under the State level. Increases in national per capita income have been greater than the State and Orange County, and average national per capita income remains over \$3,000 higher. Per capita income in Orange County is projected to increase 26% by the year 2000. Increases are expected to trail the national average, and projections indicate that Orange County will continue to lose ground in the wealth index, a statistic which compares local and national per capita income projections.

The industrial and manufacturing industries in Orange County make up almost one-third of personal income in the County, versus the State average of only 19%. The other major difference between the State and Orange County is that a very low percentage of personal income, 13%, is generated by service industries in the County. This is less than half the percentage earned in service industries for the State. The same is true of wholesale and retail trade.

The Planning Team used the foregoing population and income data as the basis of analysis for the plan elements. It is clear from the data that Orange has been on the wrong side of the growth curve for over two decades. One of the purposes of this Comprehensive Master Plan is to help the City address this issue. First the City must decide if it wants to attract growth and development. Second, if it does, it must squarely face dealing with the issues of making itself a more attractive place to live, work and play.

E. OVERLAPPING GOVERNMENT SERVICES FOR THE AREA

The Planning Team was not charged with the responsibility of addressing the overlapping of government services among the various municipalities and the County. It became apparent, however, after the comprehensive review of the population data, income data, tax data and community comments, that the Comprehensive Master Plan must address overlapping government services. The following is presented as a means of opening the discussion of shared municipal services and even consolidation.

A part of the citizen vision for Orange is that it remain viable as a city. This vision cannot be addressed outside of the relationship Orange has to its sister communities of Pinehurst and West Orange (West Orange was incorporated in 1954 and Pinehurst was incorporated in 1955), as well as the County. Orange County has seven municipalities within its boundaries. Orange, Pinehurst and West Orange are contiguous with a combined population of approximately 26,250.

While giving due recognition to the strength of civic loyalty and pride, the Planning Team feels that as a part of the process of evaluating its current position, Orange must at least address the issue of consolidation. If the City determines that consolidation is not palatable, then it must review other options such as the creation of county-wide agencies to reduce the burden of providing area-wide services and/or remove the inefficiencies of providing overlapping services.

A classic example of shared services is the Village Police and Fire Services for Hedwig, Piney Point, Hunters Creek and Hillshire Village located in the Houston metropolitan area. These communities share emergency services such as fire and police services. They distribute the cost of these services on a pro-rata basis across four (4) jurisdictions, based on an average of per capita services. Cities must become smarter about providing municipal services. Taxpayers are demanding more services for less cost. Service options not previously available are now allowed under State Law.

The communities of the greater Orange area have a unique opportunity to take advantage of the synergy surrounding the area. These communities also have a stake in holding their economic positions in the County and the Gulf Coast region. If joint service provisions can be accommodated politically, the neighboring communities should discuss joint services and service delivery options. Any expansion of community facilities or services, whether public or private, should be done only after addressing how a proposed facility or services will contribute to the achievement of the goals of the Plan.

The Planning Team recommends that the City look to the Local Government Code to determine the allowable methods by which it can move programs and operations to other agencies or authorities while still reaping the benefits of the programs or services for its citizens. For example, Chapter 331 provides the general authority to operate and maintain parks, museums and historic sites. Chapter 332 provides authority to establish, acquire, and operate recreational programs and facilities. Chapter 351 provides for the creation of a Jail District, with Chapter 351.031 providing for inter-county cooperation for jail facilities between two or more counties. Chapter 351.061 provides the authority for joint contracts for law enforcement. The Local Government Code is referenced in other sections of this plan in an effort to provide Orange with all the tools at its disposal for taking advantage of city-county-regional authorities.

Not all of these programs or efforts are recommended, but it was apparent that Orange residents provide 60% of the tax base of Orange County and that services such as the libraries, parks and recreation, police and fire protection are provided to areas and residents outside of the City.

A further examination of economic data revealed that Orange has the higher assessed valuation of \$ 372,013,550, but a lower assessed valuation per acre, due in part to the estimated 35% or 2,853 acres of Orange that remain undeveloped or underdeveloped. Also, the other communities have more

commercial land uses with less residential land uses in the corporate limits. Commercially developed land uses are appraised higher per acre than residential land uses.

There are many negatives or perceived negatives when cities consolidate. Loss of identity, loss of grass roots government and loss of the individuality as a city. However, there are many more positive effects. The enjoining of the cities increases the area's funding eligibility. The increased funding capability of combined cities allows for better service to a population of more than 26,000 people: improved operating efficiencies of the many city services such as police, fire and water and sewer operations and lower administrative overhead to operate the combined city governments. Each of the objective and subjective factors should be outlined and discussed. The issue should be considered in the long term planning for Orange.

As Orange continues to age, its infrastructure and resources will also age. When Orange plans its new facilities, it must also consider how it will pay for those facilities and the people who will use them. If Orange is going to establish a pro-active role in economic development, the cost of government must play an integral part of that process. The strength of combining resources cannot be ignored. However, as stated previously, the discussion of merging or consolidating communities is an emotional decision as well as a political decision. The facts provided in this Plan are given to stimulate discussion and respond to the many comments raised at the community meetings.

The charts and tables listed below are included to help the City of Orange assess its position toward this issue:

COMPARISON OF ECONOMIC DATA FY 1995

	ORANGE	WEST ORANGE	PINEHURST
ACRES	13,432	2,094	1,154
POPULATION (1993)	20,102	4,625	2,759
PROPERTY TAX RATE	\$ 0.8096	\$ 0.4430	\$ 0.2481
ASSESSED VALUATION	\$ 372,013,550	\$ 75,733,634	\$ 59,972,610
ASSESSED VALUATION/ACRE	\$ 22,704	\$ 36,167	\$ 51,972
SALES TAX RATE	1.00%	1.00%	1.50%

COMPARISON OF GENERAL FUND BUDGETED REVENUE SOURCES FY 1995

REVENUE ITEM	ORANGE	% TOTAL	WEST ORANGE	% TOTAL	PINEHURST	% TOTAL
PROPERTY TAX	\$ 2,686,812	27%	\$ 335,500	24%	\$ 145,340	17%
SALES TAX	1,330,000	13%	435,000	32%	546,500	62%
INDUSTRIAL ASMT.	3,754,225	38%	249,900	18%	-	0%
OTHER	2,196,775	22%	355,100	26%	185,942	21%
TOTAL BUDGET	\$ 9,967,812	100%	\$ 1,375,500	100%	\$ 877,782	100%

**COMPARISON OF GENERAL FUND EXPENDITURE ITEMS
FY 1995**

EXPENDITURE ITEM	ORANGE	% TOTAL	WEST ORANGE	% TOTAL	PINEHURST	% TOTAL
POLICE	\$ 2,603,929	27%	\$ 270,010	20%	\$ 376,456	44%
FIRE	1,901,554	20%	31,720	2%	49,473	6%
ST. & DRAINAGE	802,648	8%	299,720	22%	93,489	11%
OTHER	4,236,610	44%	774,050	56%	328,773	39%
TOTAL BUDGET	\$ 9,544,741	100%	\$ 1,375,500	100%	\$ 848,191	100%

**COMPARISON OF
REVENUE/EXPENSE RATIOS
FY 1995**

	ORANGE	WEST ORANGE	PINEHURST
PROPERTY TAX/ACRE	\$ 164	\$ 160	\$ 126
SALES TAX/ACRE	\$ 81	\$ 208	\$ 474
IND. ASMT./ACRE	\$ 229	\$ 119	\$ -
OTHER REV/ACRE	\$ 134	\$ 170	\$ 161
TOTAL REVENUE/ACRE	\$ 608	\$ 657	\$ 761

POLICE EXP./ACRE	\$ 159	\$ 129	\$ 326
FIRE EXP./ACRE	\$ 116	\$ 15	\$ 43
STREET & DRNG/ACRE	\$ 49	\$ 143	\$ 81
OTHER EXP./ACRE	\$ 259	\$ 370	\$ 285
EXPENSE/ACRE	\$ 583	\$ 657	\$ 735

PROPERTY TAX/CAPITA	\$ 134	\$ 73	\$ 53
SALES TAX/CAPITA	\$ 66	\$ 94	\$ 198
IND. ASMT/CAPITA	\$ 187	\$ 54	\$ -
OTHER REV/CAPITA	\$ 109	\$ 77	\$ 67
REVENUE/CAPITA	\$ 496	\$ 297	\$ 318

POLICE EXP/CAPITA	\$ 130	\$ 58	\$ 136
FIRE EXP./CAPITA	\$ 95	\$ 7	\$ 18
STREET & DRNG/CAPITA	\$ 40	\$ 65	\$ 34
OTHER EXP/CAPITA	\$ 211	\$ 167	\$ 119
EXPENSE/CAPITA	\$ 475	\$ 297	\$ 307

F. SCHOOL DISTRICTS IN ORANGE

Schools are very important to the quality of life that residents experience. School districts are often the determining factor of where people choose to live.

Residents in Orange are served by four school districts - Bridge City, Little Cypress-Mauriceville, Orangefield, and West Orange-Cove. Grade levels within these districts are as follows:

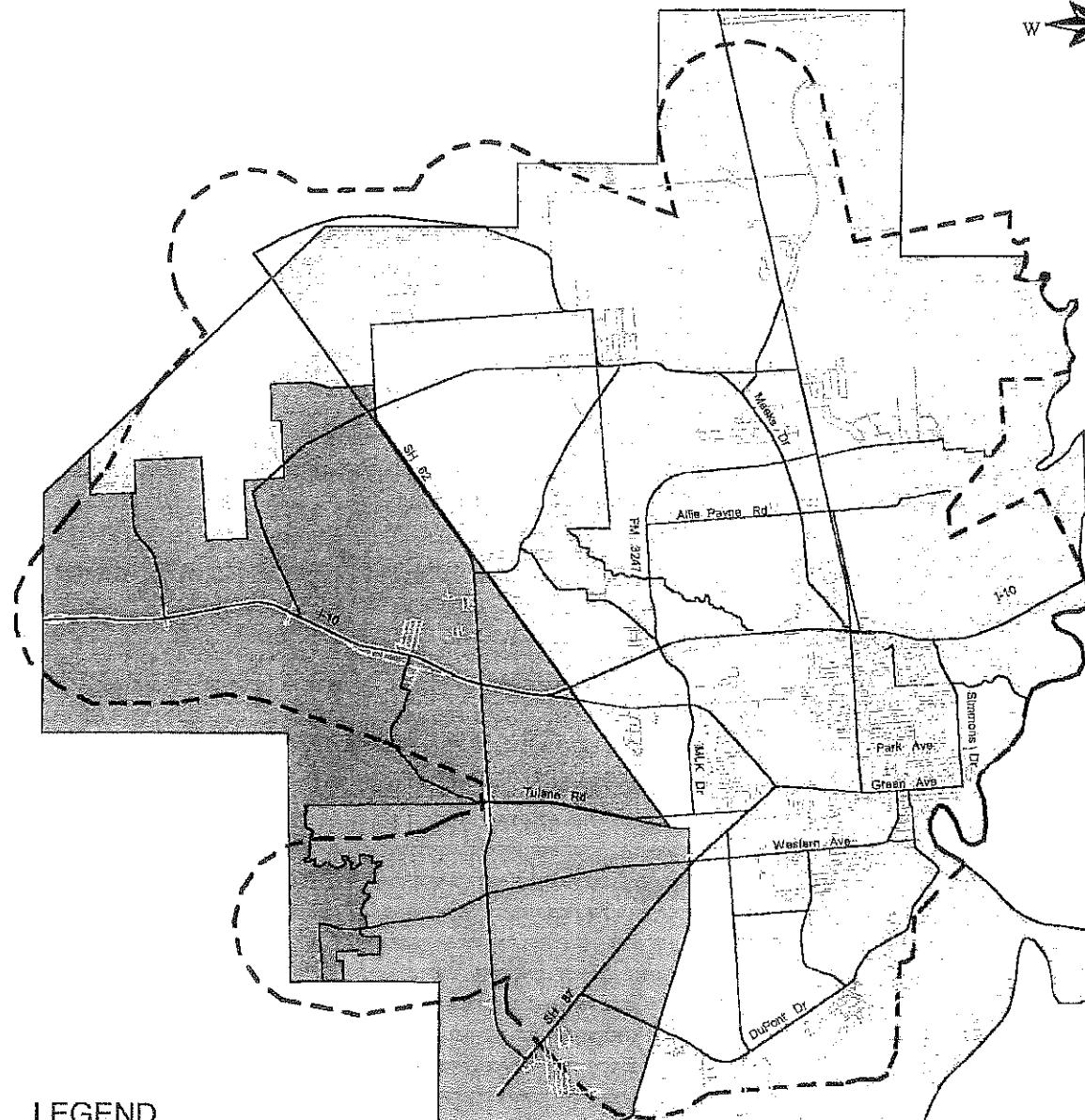
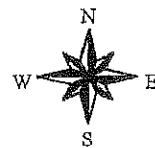
- Bridge City Independent School District - Elementary, Junior High, High School
- Little Cypress-Mauriceville Consolidated Independent School District-Elementary, Intermediate, Middle, Junior High, High School
- Orangefield Independent School District- Elementary, Junior High, High School
- West Orange-Cove Consolidated Independent School District-Elementary, Intermediate, Middle, High School

School districts are a separate taxing and governing entity from the city and county, not subject to city and county ordinances and regulations. However, they may participate as a partner in economic development programs, such as Tax Increment Reinvestment Zones (TIRZ), to improve a specific area. These partnerships should be encouraged and fostered. (TIRZ is further discussed in the Economic Development section of this Master Plan.)

The cost of administration of four separate school districts in a relatively small geographic area is an issue that deserves additional study.

See Map of School Districts - Next Page

School Districts



LEGEND

- BRIDGE CITY
- LITTLE CYPRESS - MAURICEVILLE
- ORANGEFIELD
- WEST ORANGE - COVE
- ORANGE ETJ

1 0 1 2 Miles



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G. GOALS OF THE MASTER PLAN

The Public Process generated goal statements for each Master Plan element. The Master Plan Goals establish the ultimate achievements envisioned for the City by its citizens. To accomplish these goals, specific objectives and strategies were developed. The Master Plan serves as the guiding document, directing the City toward the attainment of its dreams and desires. The Goals for each element of the Master Plan are as follows:

LAND USE AND TRANSPORTATION GOAL

To create a City that protects and recognizes its historical resources, protects existing residential neighborhoods, provides for the development of new neighborhoods, provides for incentives to support new and existing commercial and manufacturing facilities, and that establishes a new urban design standard that will revitalize and reinforce the qualities of Orange.

HISTORIC PRESERVATION GOAL

To preserve, protect and enhance the historic buildings, neighborhoods and commercial areas of Orange.

OLD TOWN CENTER/WATERFRONT GOAL

Create activities and new investment in Old Town Center. Develop the waterfront as a major visual amenity and activity generator, emphasizing educational, cultural and institutional uses.

COMMUNITY FACILITIES GOAL

Create facilities and programs which meet the service and recreational needs of Orange.

ECONOMIC DEVELOPMENT GOAL

Create a stable, economically viable and attractive community, providing jobs and creating a strong tax base.

II. LAND USE AND TRANSPORTATION ELEMENT QUICK REFERENCE INDEX

- A. TOOLBOX SUMMARY OF IMPLEMENTATION STRATEGIES**
- B. OVERVIEW OF LAND USE, ZONING, TRANSPORTATION AND ANNEXATION IN ORANGE**
 - 1. Overview of Land Use in Orange
 - 2. Zoning in Orange
 - 3. Transportation Overview and Street Hierarchy
 - 4. Annexation (City Limits, Extra-Territorial Jurisdiction)
- C. LAND USE AND TRANSPORTATION ELEMENT GOAL**

To create a City that protects and recognizes its historical resources, protects existing residential neighborhoods, provides for the development of new neighborhoods, provides for incentives to support new and existing commercial and manufacturing facilities, and that establishes a new urban design standard that will revitalize and reinforce the qualities of Orange
- D. OBJECTIVES FOR RESIDENTIAL DISTRICTS WITH BACKGROUND SUMMARY**
 - 1. Allow compatible, non-residential uses in certain residential zones
 - 2. Protect residential neighborhoods from blight
 - 3. Establish residential standards to meet market conditions of the Nineties
- E. IMPLEMENTATION STRATEGIES FOR ACHIEVING OBJECTIVES IN RESIDENTIAL DISTRICTS**
 - 1. Amend the Zoning Ordinance to allow compatible neighborhood uses such as bed/breakfast (B&Bs) and neighborhood-scale retail and service oriented land uses in certain residential zones, the historically designated areas and neighborhoods close to old downtown with specific performance standards to maintain residential character. Specifically, B&Bs should be allowed in residential neighborhoods
 - 2. Establish urban design guidelines to improve the streetscape of residential neighborhoods
 - 3. Encourage the use of Planned Unit Developments (PUDs) to respond to the market forces of the 90's
 - 4. Provide home-ownership opportunities to all residents through City-initiated incentives
 - 5. Target Community Development Block Grants and other funding sources to improve neighborhoods on a project-by-project basis
 - 6. Provide special neighborhood remedial efforts, such as heavy trash pick-up
 - 7. Stop the net loss of housing in the old downtown and the surrounding neighborhoods
 - 8. Preserve landmark areas and historically significant homes
 - 9. Provide effective code enforcement methods, such as encouraging the formation of homeowners associations, to assist the City in complying with City requirements. Use the City's GIS Arc Info to track building permit data, zoning information, code enforcement and improve public service
- F. OBJECTIVES IN COMMERCIAL DISTRICTS**
 - 1. Make Orange more viable for commercial activity
 - 2. Visually improve and beautify Orange by taking advantage of its natural amenities
 - 3. Make Orange attractive to tourists
- G. IMPLEMENTATION STRATEGIES IN COMMERCIAL DISTRICTS**
 - 1. Review existing codes for opportunities to make Orange commercial-friendly in appropriate locations
 - 2. Adopt a landscaping ordinance which stipulates reasonable landscaping standards for existing and new commercial land uses
 - 3. Adopt an ordinance which requires the preservation of certain trees over 10" in diameter
 - 4. Amend the sign ordinance to better regulate sign size, location, design, with effective enforcement procedures
 - 5. Designate selected streets, such as Simmons Drive, 16th Street, Green/MacArthur Avenue, and DuPont Drive, as "scenic corridors", with specific standards for building location, design, landscaping and signage
 - 6. Provide incentives to encourage new and expanding businesses in commercial districts
- H. OBJECTIVES IN INDUSTRIAL DISTRICTS**
 - 1. Encourage the growth of new and expanding industries
 - 2. Encourage the growth and expansion of the Port of Orange
- I. IMPLEMENTATION STRATEGIES IN INDUSTRIAL DISTRICTS**
 - 1. Continue to market the City's Industrial Districts to attract industries to the Orange area
 - 2. Encourage the growth of industry by training the work force for specific industry needs
- J. OBJECTIVES FOR DEVELOPMENT IN FLOOD PLAIN AREAS**
 - 1. Review existing standards for development in the Flood Plain
 - 2. Allow recreational land uses on land which is within a flood plain and certain portions of the floodway
- K. IMPLEMENTATION STRATEGIES FOR DEVELOPMENT IN FLOOD PLAIN AREAS**
 - 1. Review existing Zoning Ordinance to strengthen Flood Plain standards
 - 2. Allow recreational land uses on land which is within a flood plain or which is marginally developable
- L. OBJECTIVES FOR ANNEXATION**
 - 1. Require that new development in the ETJ complies with the City of Orange development standards
 - 2. Annex property located in the ETJ, under certain conditions
- M. IMPLEMENTATION STRATEGIES FOR ANNEXATION**
 - 1. Establish and enforce reasonable development regulations for the subdivision of property, street design, water, drainage, and sewer service in the City's ETJ
 - 2. Adopt methods of funding improvements to existing streets, drainage systems, and water and sewer systems for newly annexed areas of the ETJ

A. TOOLBOX FOR LAND USE AND TRANSPORTATION

Tools	Description of Tool	Authority	Type of Tool	Potential Projects
RESIDENTIAL				
Amendments to Zoning Ordinance	Allow non-residential uses in residential zones	City Council	Regulatory	B&Bs, historic areas, Old Town Center
Design Guidelines	Design guidelines for visually improving neighborhoods	City Council/ Planning Commission	Regulatory	Residential neighborhoods
Planned Unit Development	Unique mixed-use development tool	City Council/ Planning Commission	Regulatory	Eastern part of Orange
Home Ownership	Increase percentage of homeowners in Orange	City Council	Community Pride	Areas where home ownership is minimal
CDBG Funds	Federal funds for improving low/moderate neighborhoods	City Council	Budget/City policy	Area Improvements
Special Neighborhood Projects	Remedial civic efforts	City Council/ Civic Associations	Budget/City policy	Neighborhood clean-ups
New Housing Development	Make Orange attractive to residential development	City Council/ School District	Housing retention	Areas zoned for residential
Preservation Ordinance	Preserve and protect historic areas and buildings	City Council	Regulatory	Navy Park, Old Orange, DuPont Homes, Old Town Center
Building Code	Code compliance and enforcement	City Council	Regulatory	Property tracking system/ improved service
COMMERCIAL				
Landscaping Ordinance	Beautify areas	City Council	Regulatory	New commercial projects
Tree Preservation Ordinance	Preserve magnificent trees	City Council	Regulatory	All areas
Sign Ordinance	Visually improve commercial areas	City Council	Regulatory	All areas
Scenic District Ordinance	Visually improve commercial areas	City Council	Regulatory	All areas
INDUSTRIAL				
Industrial Districts	Attract and retain industry for economic development	City Council	Regulatory	New industry in Industrial District area
Job Training Partnership Act	Training industrial workers using local resources	City Council	Economic development policy/programs	Existing and proposed industry
Enterprise Zone	Attract and retain industry and businesses	City Council	Regulatory	New industry and businesses
TRANSPORTATION				
Major Thoroughfare Plan	Transportation plan for city streets	City Council	Regulatory	Designated major thoroughfares
Neighborhood Traffic Management Ordinance	Traffic management projects for neighborhoods	City Council	Regulatory	Neighborhood streets
FLOOD PLAIN/ ANNEXATION				
Flood Plain Development Ordinance	Regulate development on marginally developable land	City Council	Regulatory	Land in Sabine River and Adams Bayou floodplain
Development Regulations	Develop construction standards for City's ETJ including MUDs	City Council	Regulatory	Developing land in ETJ

B. OVERVIEW OF LAND USE, ZONING, TRANSPORTATION AND ANNEXATION IN ORANGE

1. Overview of Land Use in Orange

The principle element of this Comprehensive Master Plan is the Land Use Element. The Comprehensive Master Plan is a tool enabling the City to:

- provide for the orderly development and redevelopment of the City
- encourage new downtown development
- support the creation of historic districts to preserve, protect the historic qualities of the City

Existing land uses in Orange reveal a relocation of retail and service uses to 16th Street and the I-10 corridor. Further, former residential land uses along DuPont Drive have transitioned to commercial uses and DuPont Drive now serves as a major thoroughfare from the Industrial Districts to the Port and to I-10. Other areas of Orange, such as Riverside, are vacant. Once a thriving residential neighborhood, only the streets and infrastructure remain in place, although they are not usable.

Orange encompasses approximately 13,432 acres of which approximately 10,586 acres or 78 percent of the area is developed.

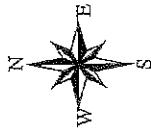
The Extraterritorial Jurisdiction (ETJ) area of the City includes some residential subdivisions, strip commercial and industrial uses. Orange must weigh the need to provide opportunities and incentives for development and re-development within the City limits against the annexation of urbanized areas in the ETJ. The state law mandates certain city services within reasonable time frames of annexation. Budget priorities must be evaluated in relation to the overall goals of the city and a determination made as to which city actions will yield the best results.

2. Zoning in Orange

Zoning is defined as the delineation of geographic areas within a city for which specific standards are applied which govern land use, site size, structure size and placement, parking requirements and other standards. Some cities also regulate standards such as landscaping and building design in their zoning ordinance. Orange has followed a traditional Euclidean zoning approach which attempts to buffer unlike land uses from each other.

The City of Orange has ten (10) zoning classifications. The primary classifications include Residential, Commercial, and Manufacturing. Although numerous revisions have been made to the Zoning Ordinance, a comprehensive review has not taken place since its adoption. Over the years, the City has created specific zones as interim measures to satisfy changing market trends in the community. One example is the Interstate 10 Development Corridor (I-10) Zone created to promote development along the I-10 corridor. Another example is the Commercial-Special District (C-S) located on both sides of 16th Street.

City of Orange Zoning Districts



LEGEND

Zoning District:

R-1

R-2

R23

B-4

C-1

C-2

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PATRICIA D. KNUDSON
AND ASSOCIATES

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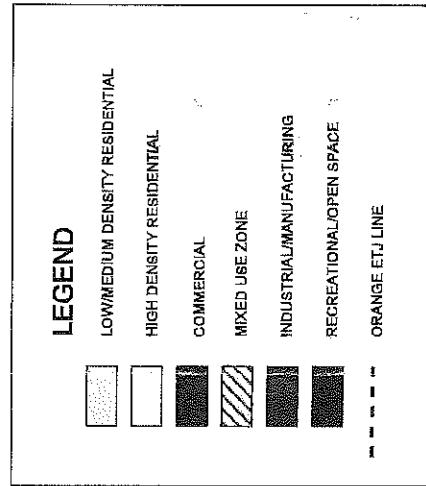
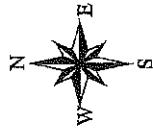
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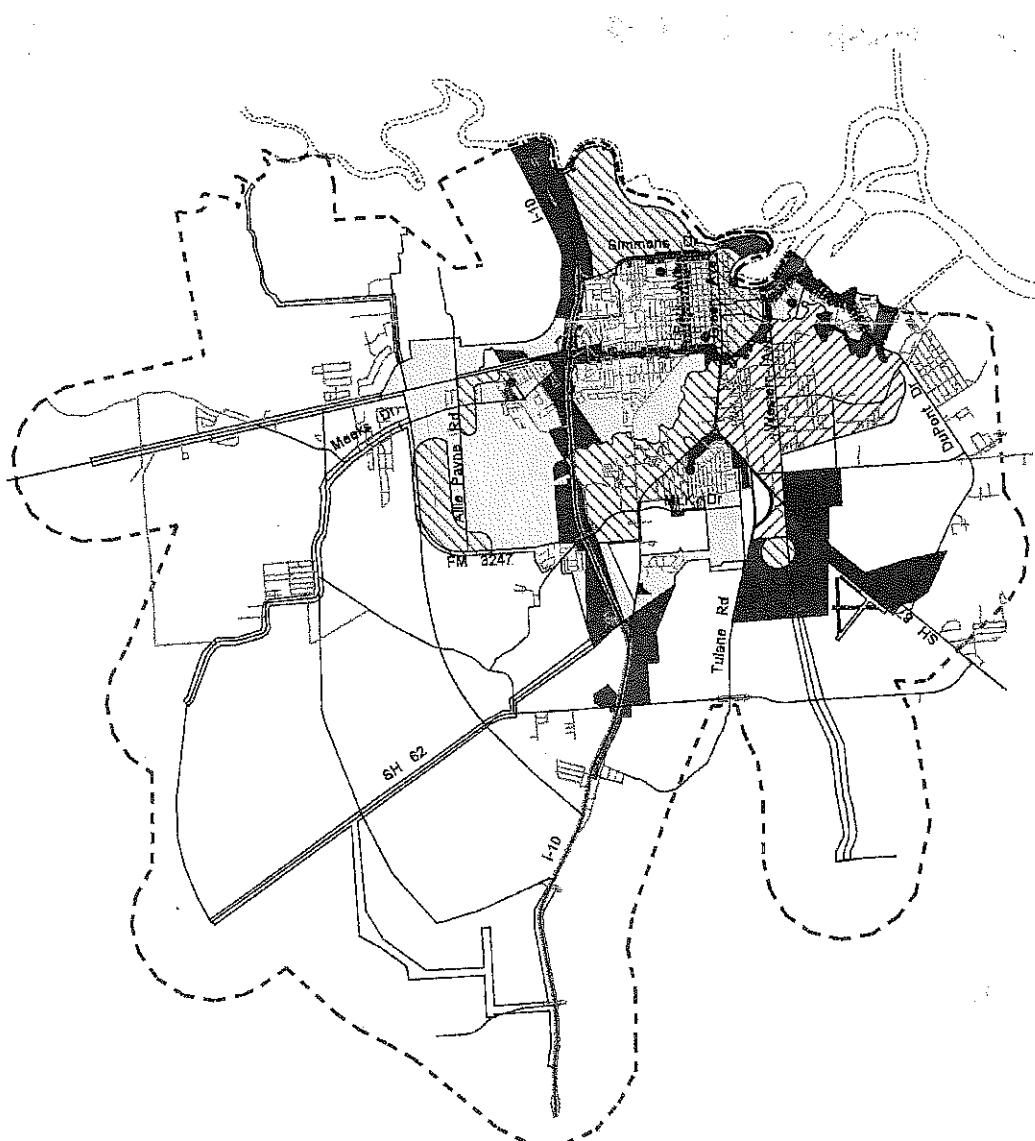
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City of Orange Future Land Use Plan



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Scale 1"=8,000'
0 16000 Feet

Residential zones are scattered throughout the City. Commercial and office zones are generally located in Old Downtown Orange and along major thoroughfares. Manufacturing Zones are located near the Sabine River and along DuPont Drive.

Fifty (50%) percent of Orange is zoned residential. Thirty (30%) percent of the residentially zoned area is zoned R-1. The next largest classification is R-3. R-3 is a cumulative district which allows all of the uses found in R-1 and also allows duplexes, apartments, hospitals, offices and medical clinics. There are no landscaping or urban design standards in any of the residential classified zones at this time.

Commercial land uses have been approved through re-zonings which have influenced adjacent residential areas causing a transition that appears unwelcome. Often unintentional, but a reality none the less, is the fact that commercial activities allowed adjacent to or within neighborhoods will impact the surrounding residential character unless mitigation is provided or required. In fact, there are commercial uses that could have a positive impact on an area if built in a manner which maintains the scale and design of the existing residential character. The proper balance between residential and commercial land uses must be sought. Part of the direction of this Plan is to maintain strong neighborhoods while creating an economically healthy City.

In reviewing the Zoning Map it appears that large vacant areas are zoned for commercial land uses to provide the utmost flexibility for the ultimate development of the land. Orange is zoned approximately fifty percent (50%) for residential land uses and forty-five percent (45%) for commercial land uses, if the currently zoned vacant areas develop as zoned. The traffic impact to the surrounding residential areas could be detrimental. Land uses allowed in these commercial zones include a variety of high traffic generators. The land use mix of approximately 50/50 may not be in the best interest of accomplishing the Goals of the Master Plan.

Property owners, businesses and residents sent a clear message. Orange citizens want a community that preserves and protects its residential neighborhoods while aggressively pursuing business opportunities. As stated previously, this requires the community to balance these sometimes competing goals. Luckily, Texas cities have additional tools available to them to successfully accomplish these goals. However, communities must be creative about their "toolbox." This Master Plan includes a proposed toolbox which includes a Future Land Use Plan and a proposed Major Thoroughfare Plan. These two map documents are important to the implementation of the Master Plan.

The Future Land Use Plan is a critical part of the Master Plan. The Future Land Use Plan establishes a visual reference for the reader on how the City of Orange should look in the next ten to twenty years, if the current Master Plan is followed. This document is illustrative of what the land use patterns of the City should look like.

The proposed Major Thoroughfare Plan is a map document that should be used in conjunction with the Zoning Ordinance and the Subdivision Ordinance. The Major Thoroughfare Plan will identify proposed thoroughfare extensions and proposed ROW widenings. Thoroughfare planning is important to insure that adequate traffic capacity is provided for the appropriate land uses.

Commercial land uses should be located along proposed or existing thoroughfares which are designed to handle high traffic volumes generated from those high intensity land uses.

The Major Thoroughfare Plan and Land Use Plan work hand in hand. Thoroughfares that serve primarily commercial areas should be designed to accommodate high traffic generators. Thoroughfares that serve primarily residential areas should be designed for the lower speeds and be "friendly" to the surrounding neighborhoods. Thoroughfare planning is discussed later in the Master Plan.

The Future Land Use Plan attempts to recognize land uses while the Major Thoroughfare Plan attempts to provide for thoroughfare development to accommodate those land uses. Further, the Future Land Use Plan recognizes that Orange has developed strong existing commercial areas, including existing strip commercial corridors that should be supported and continued.

It is not recommended, however, that the City encourage new additional strip commercial areas, particularly where the commercial land uses could negatively impact adjacent residential areas. Strip commercial development, prevalent in the eighties, can be detrimental to surrounding neighborhoods. There are many negatives associated with the "strip retail" mentality. Strip commercial has a tendency to play havoc with surrounding adjacent residential uses that adjoin the back or side of the strip commercial corridors. While multiple driveways and curb cuts interfere with the operations of adjacent thoroughfares.

Strip commercial also has a visual impact on a city depending on the land uses, signage and landscaping associated with the development. The more visually appealing concept of "town centers" or "commercial plazas" located at intersecting thoroughfares has proven to be better land use planning and has been received by the private sector as preferable to strips.

It is estimated that there are over 2,000 acres of vacant commercially zoned property in Orange with approximately 750 acres located in one area. If all 750 acres are developed as currently designated, the land area would equal the size of the central business district of downtown Houston, Texas. Depending on the land uses, such a concentration of commercial use could be contrary to the Goals of the Plan.

Orange also has several under-developed areas with commercial land use designations that also may not be appropriate in the long term. These areas have experienced blight, including business and residential abandonment. However, these areas are significant to the revitalization of Orange and it is important that these areas have the opportunity of being treated differently. Traditional land use categories may not be distinctive enough to offer that opportunity.

To truly plan for the growth and development of Orange in a manner that can achieve the Goals of the Master Plan, it is recommended that the City develop a new land use category called Mixed Use Zone (MUZ). The MUZ is a mixed land use category that could include certain commercial as well as residential land uses. This proposed land use category is applicable to these large vacant tracts or to the under-developed areas identified for revitalization.

The MUZ district should be incorporated into the proposed Zoning Ordinance amendment should identify how the development process can be achieved. In keeping with the articulated Goals, the development process must be customer friendly, yet protect the residential areas of the City.

The Future Land Use Plan also contemplates that the land uses around the airport be designated as non-residential protecting the City's ability to expand the airport in the future. Residential land uses immediately adjacent to clear zones or within the noise impacted areas could become a major deterrent to potential expansion. The proposed Future Land Use Plan anticipates that Orange will want to protect the ability to expand the airport at a reasonable cost and avoid costly buyouts.

The Future Land Use Plan as a part of the Master Plan will be implemented by the City's Zoning Ordinance, the recommended Major Thoroughfare Plan, the recommended Historic Preservation Ordinance, the recommended Landscape Ordinance, and the recommended Tax Reinvestment Zone for the Old East Town area and the Old Town Center area. It will also be implemented by the City's annual budgeting process, the recommended Capital Improvement Plan, and the various programs and City policies enacted to assist in achieving the Master Plan Goals.

Functionally, the Future Land Use Plan, will be used in conjunction with the Zoning Ordinance and Zoning Map. Initially, the Zoning Map may allow zones that are different from those shown on the ultimate Land Use Plan, because current circumstances do not provide the opportunity for transition to the ultimate land uses. For example, the land uses around the airport may continue to be residential today, but as plans for the airport expansion develop, the Zoning Map may need to be amended to change those residential classifications to allow land uses to transition.

The Future Land Use Map will also control the coordination of requests to re-zone land received by the Planning Commission. When the Planning Commission receives a request to re-zone a tract of land contrary to the Future Land Use Plan, the Land Use Plan must be amended according to the Master Plan amendment process.

There are three important questions the Planning Commission must ask. First, Is the proposed zoning amendment in keeping with the goals and objectives of the Master Plan? Second, Is the proposed location in conflict with the Master Plan or the Future Land Use Plan? Third, Would the proposed re-zoning be detrimental to the health, safety or welfare of the city?

It is possible that the answer to the first two questions is yes. But, that, in itself is not fatal to the Master Plan or the process. It simply means the Master Plan amendment process must be used to alter the Future Land Use Map accordingly.

The Master Plan and the Land Use Plan are not cast in concrete. If market conditions present unforeseen opportunities, the City should be able to respond. It is important that the process of reviewing the Master Plan and Land Use Plan occur on a biennial basis. It is recommended that the review process correspond with the City's annual budget process. It is also recommended that the City implement a Capital Improvement Plan (CIP) that establishes the recommended priorities for funding municipal improvements over a five year period. (The use of the CIP process will be discussed in later chapters of the Master Plan). By using the Master Plan on a regular basis the City

will be able to respond to potential opportunities. The amendments being proposed in the Charter will establish an amendment process. It is important that the general public understand the purpose for the amendments and the result of the amendments, if approved.

The zoning map provided as a part of this plan reflects the zones as they exist in 1995.

See **Zoning Districts Map - next page**

Recommendation. Following adoption of a new Master Plan, the next logical step is to evaluate the current Zoning Ordinance to ensure that it is compatible with the goals of the new Master Plan. In addition, other ordinances, such as the Subdivision and Building Code Ordinances should be reviewed to make sure the ordinances support the new Master Plan goals.

See **Land Use Plan - next page**

Existing Zoning Summary			
Zoning Category	Category Descriptions	Approximate Number of Acres	Percent of Total City Area
<u>Residential</u>			
R-1	Single Family; 7,500 Sq. Ft. min. lot area	3,942	30%
R-2	Single Family; 6,000 Sq. Ft. min. lot area	726	5%
R-3	Multi-Family Residential	1,604	12%
R-4	Mobile Home District	351	3%
Subtotal		6,623	50%
<u>Commercial</u>			
C-1	Retail Business District	730	4%
C-2	General Business District	3,401	25%
C-S	Commercial-Special District, 16th Street	123	1%
IDC	Commercial; I-10 Development Corridor	1,883	14%
O-1	Office District	5	1%
Subtotal		6,142	45%
<u>Manufacturing</u>			
M	Manufacturing	667	5%
Subtotal		667	5%
Approximate Total Area in City Limits		13,432	100%

3. Transportation Overview And Street Hierarchy

A Major Thoroughfare Plan identifies proposed thoroughfares and freeways as well as determining the ultimate width of rights-of-way for these thoroughfares upon their completion. The Scope of Services of this Master Plan Contract does not provide for the performance of a comprehensive traffic count/carrying capacity analysis. To form a basis from which to make recommendations, the Planning Team has studied previous planning documents and compared them to existing conditions.

The Team recommends, as a means of implementing the Master Plan, that a Major Thoroughfare Plan be established for Major Thoroughfares, Highways and Freeways, and that the City ultimately develop a multi-tiered plan that also identifies arterials and collector streets. In conjunction with implementing a multi-tiered plan, the City should review the Subdivision Ordinance to insure that the definitions section of the ordinance includes the various street categories necessary to implement the plan in undeveloped areas. In this way the City can guarantee it will develop with adequate street capacity serving the different types of land uses.

Streets can generally be described by their place in a hierarchy - smallest to largest, slowest speeds to highest speeds. For example, people often travel to work or to shop from a local street to a collector street to a major thoroughfare. The general hierarchy of streets from smallest to largest is:

1. Local Streets
2. Collector Streets
3. Major Thoroughfares
4. Highways

These street types are commonly defined as follows:

Local Street - A street that provides vehicular access to adjacent property, such as a residential neighborhood street. Through traffic is generally discouraged to limit the impacts of noise, safety, and decreased privacy that traffic may have on the surrounding properties. Local streets have a fifty (50) to sixty (60) foot right-of-way, with a 28-foot paving section including curbs and are designed to accommodate a speed limit of 15-25 miles per hour. Local streets generally have a carrying capacity of less than 4,000 cars per day. An example of a local street in Orange is Hart Avenue or 4th Street.

Collector Street - A street that collects traffic from local streets and connects to a major thoroughfare. Collector streets should generally have a sixty (60) foot right-of-way, with a 40-foot paving section designed to accommodate a speed limit of 25-35 miles per hour. Collector streets generally carry 4,500 to 10,000 cars per day. An example of a collector street in Orange is Park Avenue.

Thoroughfare - A street that has one or more of the following characteristics: controlled access, restricted on-street parking, signals at important intersections, stop signs on side streets, higher speeds, which normally provide access to adjacent commercial uses, and provides access to collector streets and few local streets. A thoroughfare should have a minimum of an eighty (80) foot right-of-way, with a speed limit of 35-45 miles per hour. A thoroughfare should be designed to carry 12,000 to 45,000 cars per day. Examples of thoroughfares in Orange are 16th Street and Simmons Drive.

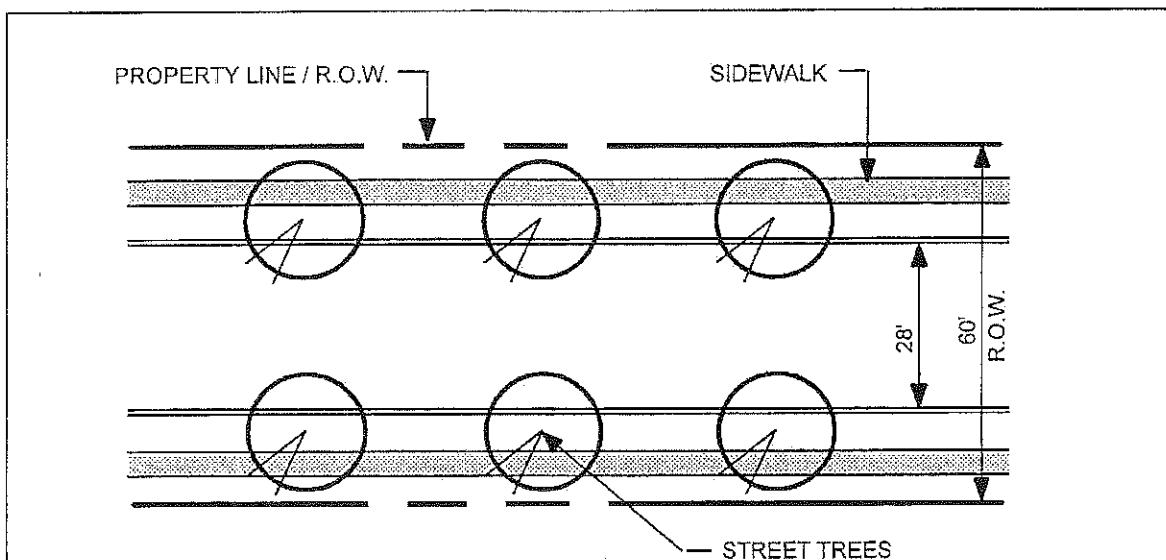
Highways - Streets that have limited access and minimal crossings and light signals which cause interruption of traffic flow. A highway should have a right-of-way of one-hundred (100) feet or more, with a speed limit of forty-five (45) miles per hour and greater. All State and Federal highways should be designated as thoroughfares on the Major Thoroughfare Plan. The most obvious highway in Orange is Interstate 10.

These definitions should be included in the City's Subdivision and Zoning Ordinances.

See Thoroughfare Plan - next page

Right-of-way (ROW) is the area that encompasses a street and extends from property line to property line across the street. The street, curb, gutter, utility lines, sidewalk, landscaping and trees, are generally located within the ROW. Street trees or the appropriate landscaping should be incorporated into the major thoroughfare design, particularly on 16th Street and Simmons Drive. These two streets must be given special attention because of the importance of providing access to the waterfront areas in Old Town Center. Below is a diagram of a street system which shows the relationship of property lines to right-of-way lines to street paving.

Right-of-Way and Street Diagram



Land uses are influenced by the adjacent street and how that street functions. Many zoning designations are assigned without respect to the functionality of the street or the impact of the zoning on the street and on the adjacent areas. There is a direct correlation between zoning designations and traffic. The higher the density or intensity of development, the higher the traffic volumes. Streets which serve commercially zoned areas should be designated and designed to accommodate the projected traffic.

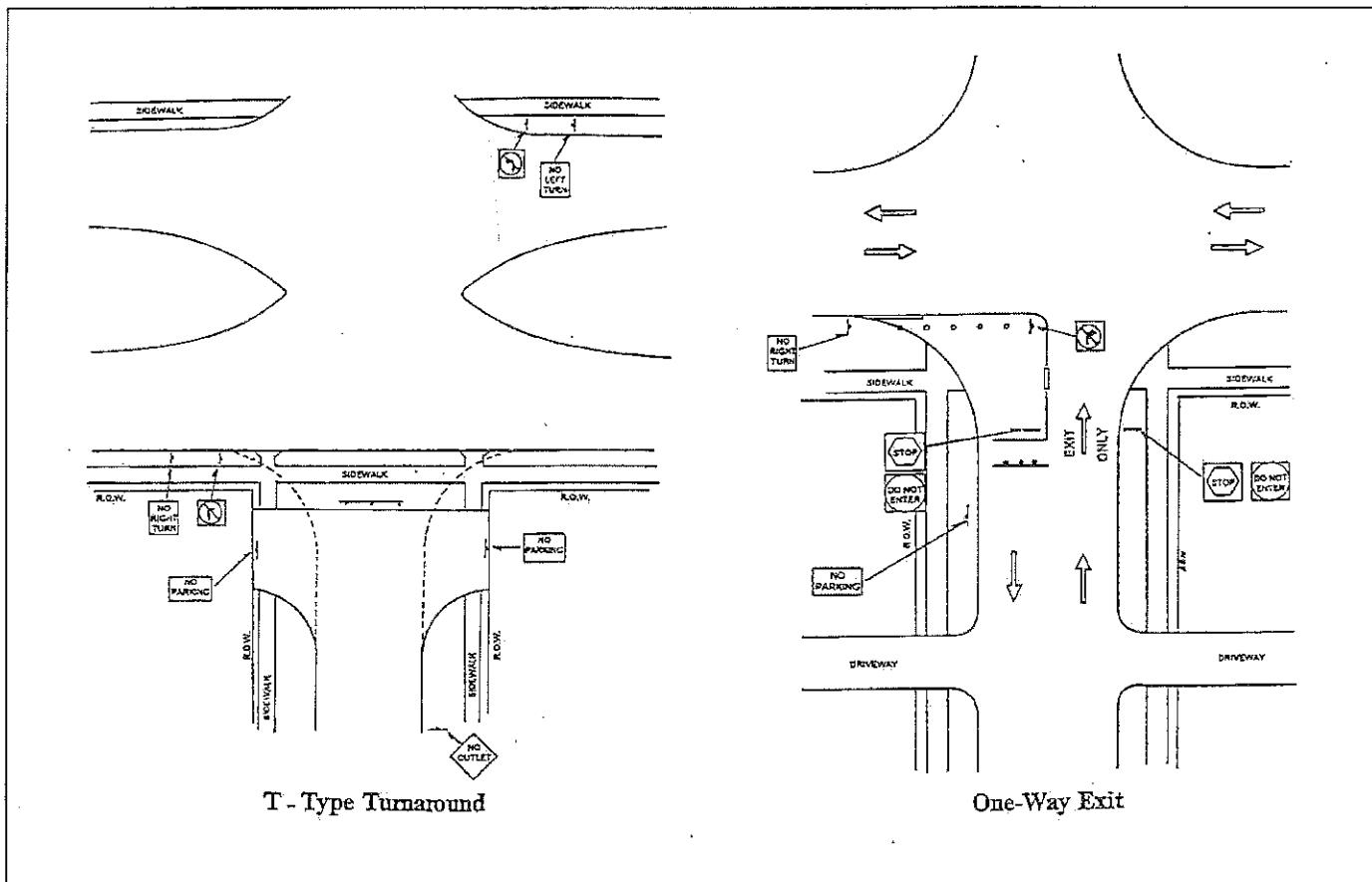
The streets in Orange follow a basic grid system. As re-zonings have occurred the carrying capacity of the streets has been affected and streets have been widened to accommodate the increased traffic. Other conditions such as increased industrial activity have impacted streets such as DuPont Drive which provides the most direct route from the existing Industrial Districts to I-10. In addition, areas of the Cove, a nearby residential neighborhood, has been rezoned to C-1 which has resulted in transitioning land uses and also altered the traffic capacity of DuPont Drive.

Existing streets serving residential neighborhoods have also been shaped by zoning changes over the years. As a result, some neighborhoods may experience "cut-through" traffic from adjacent commercial areas. Cut-through traffic can have a negative impact on a neighborhood, particularly if

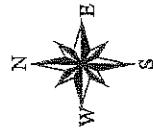
there is excessive speeding or if the traffic volumes are high. Eventually, a land use transition may occur and requests for re-zonings will be submitted. However, changing the zoning to a more commercial designation may not be in the best interest of the community. Eroding a stable neighborhood will eventually lead to additional decline unless the traffic circulation and the zone designations fit together.

One way to mitigate the effect of encroaching commercial land uses is to modify the existing paving geometry to better manage the traffic. By managing traffic, commercial and residential land uses can co-exist without a detrimental result on either land use. These types of paving modifications can also be applied to new development and can be incorporated into the Subdivision Ordinance.

These devices are basically divided into two categories: 1) devices that manage traffic velocity or serve to slow traffic, or 2) devices that divert unwanted traffic, but still maintain adequate access. Combinations of devices may also be appropriate depending on the nature of the identified problems. It is recommended the City implement a Neighborhood Traffic Projects (NTP) program as a part of implementing the Comprehensive Master Plan. The program should be implemented in the form of an ordinance with guidelines that can be used to assist neighborhoods in defining their problems and designing their solutions. Neighborhood Traffic Projects are an example of programs the City can implement to accomplish the goals of the Master Plan. Examples of neighborhood traffic devices are found below. It is recommended that these devices be incorporated in the Subdivision Ordinance.



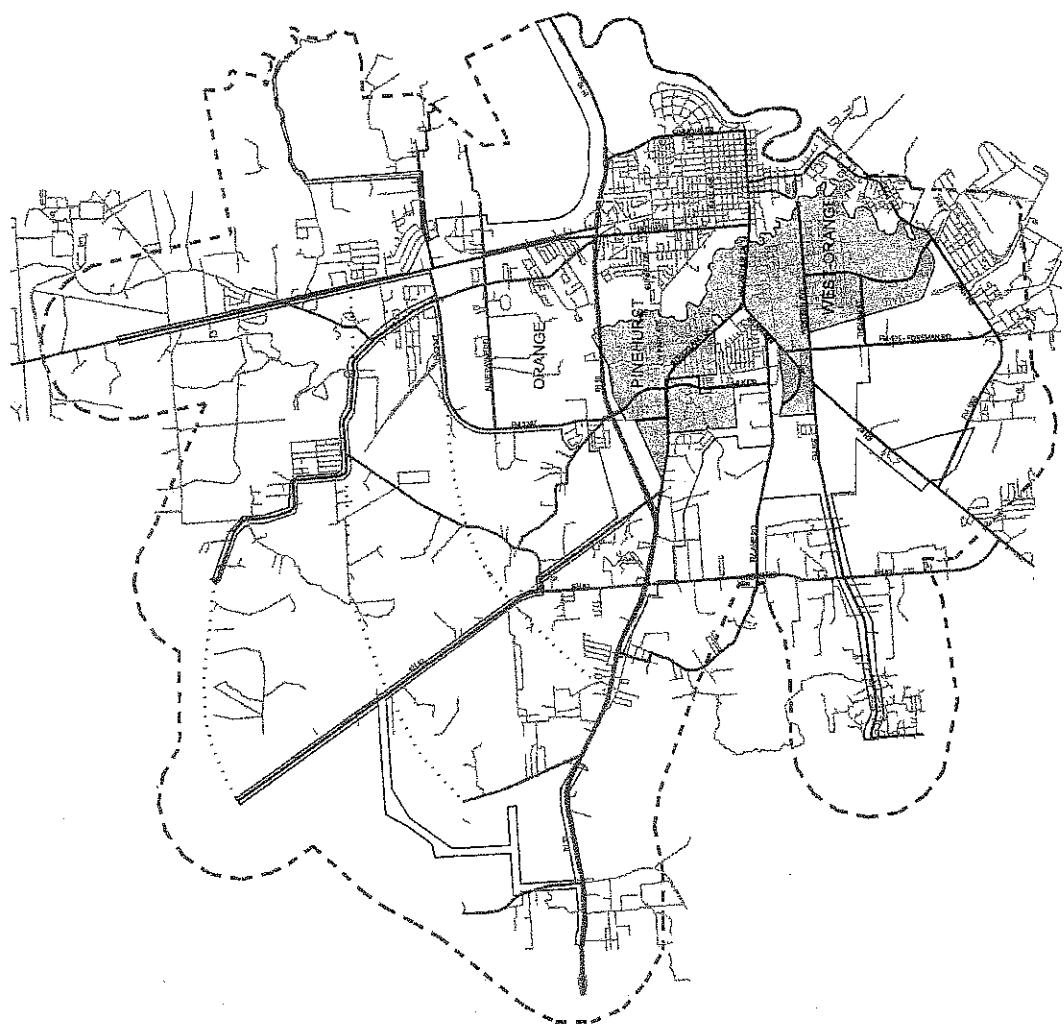
City of Orange Thoroughfare Plan



LEGEND

MAJOR THOROUGHFARES:

- SUFFICIENT WIDTH
- TO BE WIDENED
- TO BE ACQUIRED
- ORANGE ETJ LINE



Scale 1"=5,000'

16000 Feet
0



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4. Annexation (City Limits, Extra-Territorial Jurisdiction)

The City of Orange has governing authority over area within its city limits. It also has limited authority over land within its Extra Territorial Jurisdiction (ETJ). The corporate city limits of Orange encompass approximately twenty-one (21) square miles. The ETJ of the City covers an additional sixty-three (63) square miles outside of the city limits. The total area within Orange's city limits and its ETJ is eight-four (84) square miles. The ETJ of Orange extends one mile past the city limits.

Texas cities have the authority to annex area within their ETJ to accommodate growth, increase their tax base, and impose limited land use controls. Texas cities may impose land development standards in the ETJ to insure that utilities such as sanitary sewer, drainage systems, storm sewers, water, water pressure for fire protection, subdivision design and street patterns are designed and built in accordance with the city's standards. In addition, Texas cities have control over the utilization of private utility systems and utility district creation. The City has the authority, as part of its review and consent, to establish standards for proposed municipal utility districts (MUDs) within the City's ETJ. MUDs are political subdivisions of the state and carry the powers of a general law city. Under state law a city must annex all of a MUD and absorb its debt. Therefore, MUD creation and operation can affect the City's ability to annex. This authority ensures that as areas develop and become "candidates" for annexation, they meet the same development standards as the rest of the city, sparing the city the expense of bringing an annexed area up to city standards.

Texas law supports annexation. Counties were established to govern rural areas and were not given the authority to provide urban services. Unlike cities, counties can only provide certain services if granted specific powers by special legislation. Therefore, the natural destiny of land within the ETJ of a city is to be annexed into the corporate limits of the governing city. Annexation for Home-Rule cities in Texas is governed by Chapter 43 of the Texas Local Government Code.

State law imposes specific service provision requirements for newly annexed areas. Prior to annexation, the city must prepare a Service Plan that provides for certain municipal services within sixty (60) days of the effective date of the annexation. These required municipal services include police and fire protection, solid waste collection, operation and maintenance of public water and wastewater facilities, maintenance of roads, street lighting, maintenance of public parks, playgrounds, and swimming pools, and maintenance of any other publicly owned facility, building, or service. Full municipal services, comparable to those provided throughout the rest of the city, must be provided within four and one-half (4 1/2) years of the effective date of annexation. Annexation is also discussed as an economic development tool in the Economic Development Element section of this Plan.

According to State law, a Texas city can annex area equivalent to a maximum of 10% of its current city limits in any given year. For Orange that is 2.09 square miles per year (in 1995). If the city chooses not to annex, this amount can accrue up to a total of 30% for one year. Should the City annex the full amount of area which qualifies to be annexed, the following year the equivalent reverts back to 10% of the then current city limits area. The ETJ area for cities with populations of 25,000 or less is defined as an area within a ring extending one (1) mile out from the city limits. The

ETJ would correspondingly expand out for one (1) mile past the new city limits. In no case can a city encroach into another incorporated city.

To date, private utility companies have provided water and sewer services to support development within the ETJ of Orange. The Texas Water Code allows for the creation of private utility companies. The Texas Natural Resources Conservation Commission (TNRCC) governs their operation. Upon annexation, private utility companies may remain in place. There is no obligation for the city to dissolve or acquire a private utility company. Upon annexation, a private utility company may continue to operate and serve its customer base. Utility services provided to annexed areas must be equal to the service being provided in the rest of the city. Police, fire, and emergency medical services must be equal as well.

The following are private utility companies that provide service in Orange's ETJ:

Community Water Systems	Longford Place Water & Sewer, Inc.
Country Squire Water & Sewer, Inc.	Mauriceville Special Utility District
Cypress Bayou Estates Water /Sewer	Orangefield Water Works
Granger Water Systems	PCS Development Company
Han-Man Investments, Inc.	So. Newton Water Supply Corp.
Johnny Sheppard, Jr. Water System	Twenty-One-Twenty Development Corp.
Kelly Brewer - Water	West Lawn Water

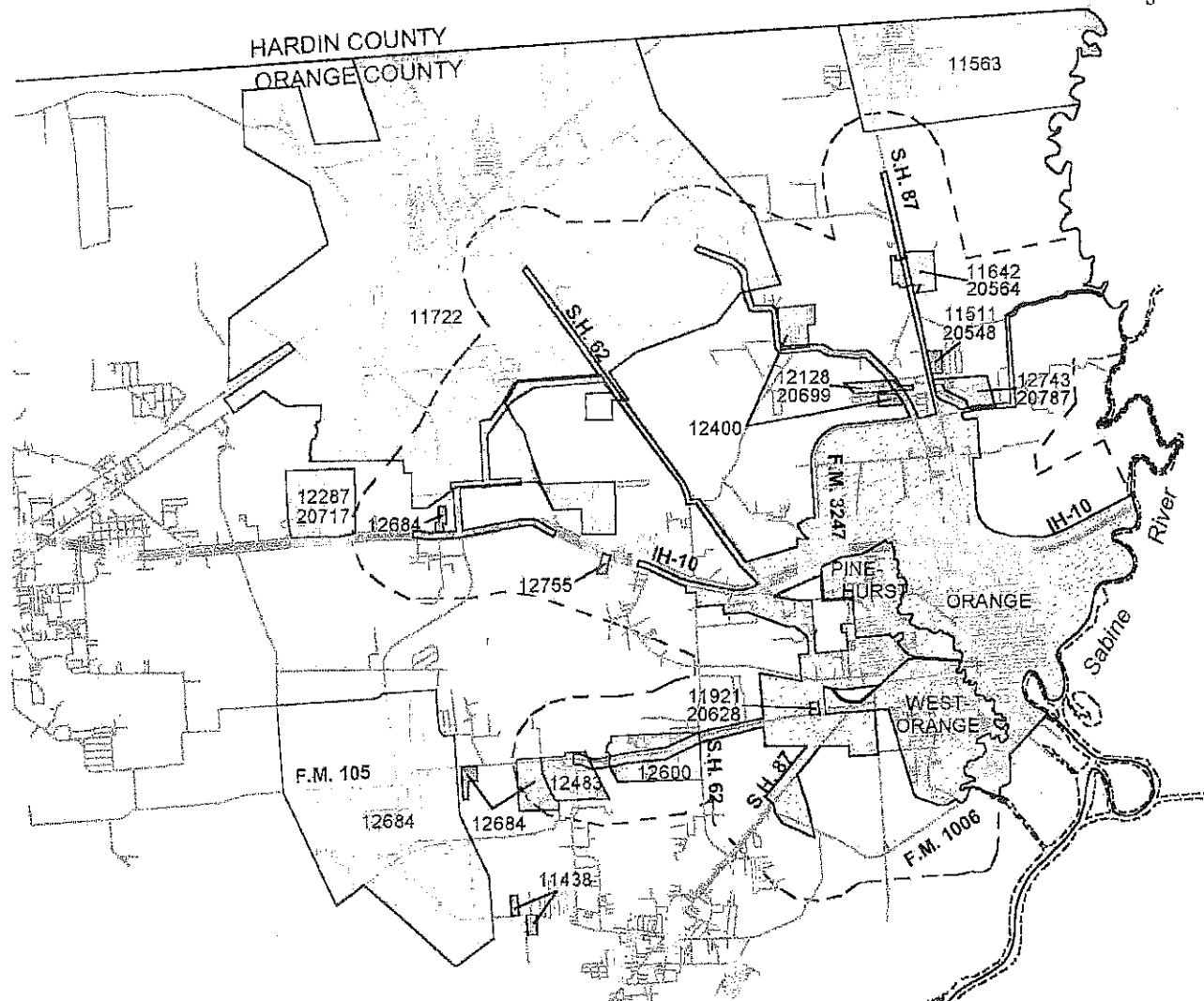
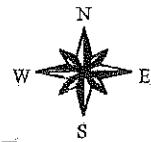
See Existing Water and Sewer Service Providers Map - next page

Recommendation. Property annexed into the City should be zoned as a Pre-Zoning District. Within sixty (60) days of annexation, the Planning and Zoning Commission and City Council should initiate proceedings to re-zone the property to the appropriate zoning district. The City should establish standards for Special District creations to insure utility design conformity with City standards. The City should establish a financial analysis method to examine areas or candidates for annexation.

C. LAND USE AND TRANSPORTATION ELEMENT GOAL

To create a City that protects and recognizes its historical resources, protects existing residential neighborhoods, provides for the development of new neighborhoods, provides for incentives to support new and existing commercial and manufacturing facilities, and that establishes a new urban design standard that will revitalize and reinforce the qualities of Orange.

Existing Water and Sewer Service Providers in the Orange Area



0 1 2 3 4 5 Miles

State of Texas Certificate of
Convenience & Necessity Codes

LEGEND

— ORANGE ETJ LINE

SERVICE
PROVIDERS

Utility: Water/Sewer - BW
Last Revised: 10/11/95

Code	Description
11438	COMMUNITY WATER SYSTEMS
11642 / 20564	COUNTRY SQUIRE WATER & SEWER CORP.
12743 / 20787	CYPRESS BAYOU ESTATES
12684	GRANGER WATER SYSTEMS
12128 / 20699	HAN-HAN INVESTMENTS, INC.
12609	JOHNNY SHEPPARD, JR. WATER SYSTEM
12400	KELLY BREWER WATER
11511 / 20548	LONGFORD PLACE WATER & SEWER, INC.
11722	MAURICEVILLE SPECIAL UTILITY DISTRICT
12483	ORANGEFIELD WATER WORKS
12287 / 20717	PCS DEVELOPMENT COMPANY
11563	SOUTH NEWTON WATER SUPPLY CORP.
11921	TWENTY-ONE TWENTY DEVELOPMENT CORP.
12755	WEST LAWN WATER



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D. OBJECTIVES FOR RESIDENTIAL DISTRICTS WITH BACKGROUND SUMMARY

1. Allow compatible, non-residential uses in certain residential zones
2. Protect residential neighborhoods from blight
3. Establish residential standards to meet market conditions of the Nineties

Existing Housing Units - According to the 1994 Comprehensive Housing Affordability Strategy (CHAS), there are a total of 8,532 homes in Orange, of which only 3,327 are owner-occupied. Seventy-one percent (71%) are single family units and 21% multifamily units. There is an estimated overall vacancy rate of 13%. There are approximately 250 mobile homes. The mobile homes are located in R-4 zones and designated mobile home parks.

Single-family residential growth in the ETJ of Orange and Orange County has grown faster than the single-family growth within the City Limits. As the figures below indicate, residential permit activity in the County since 1992, is roughly 10 times the amount of residential permit activity in the City. This is not an unusual phenomenon, because the cost of development is generally less in the ETJ than within city limits. Typically, land costs are lower and certain development requirements such as building codes do not apply in the ETJ.

Building Permits for New Residences

Year	City of Orange	Orange County
1995*	11	101
1994	23	219
1993	35	389
1992	24	223
1991	10	200
1990	20	133

**Permits as of August, 1995*

Residential neighborhoods east of 16th remain viable. However, these neighborhoods face potential threats from traffic, nearby commercial uses and blighted vacant lands. The historic residential areas north of Green Avenue and DuPont Homes, are also potentially threatened by cut-through traffic and nearby incompatible uses currently allowed in existing commercial zones.

Other residential areas north of Green Avenue provide opportunities for redevelopment. The Navy Park neighborhood offers a unique street pattern reminiscent of the "City Beautiful" movement of the early 1900's. Tree lined streets, boulevard sections, and landscaped esplanades create an attractive atmosphere for redevelopment. There are several redevelopment tools available for this area, as it falls within the Community Development Block Grant (CDBG) eligibility criteria.

Preserving and establishing new housing adjacent to the Old Town Center is requisite to the revitalization of Old Downtown Orange. The surrounding neighborhoods must be stabilized in order for redevelopment to occur. Conversely, Old Downtown Orange must begin to redevelop so that it does not become a blight on nearby stabilized residential development.

Recommendation. It is recommended the City protect and improve the quality of the central housing stock and should resist the tendency to allow commercial encroachment. In addition, certain commercial classifications should be zoned more restrictive to ensure that only neighborhood scale uses supporting the residential neighborhoods are allowed. The City should establish incentives to promote new and in-fill development, along with leveraging all funding sources to provide home ownership opportunities.

The current zoning map shows commercial zones at intersections of local collectors or major thoroughfares adjacent to neighborhoods. In addition, residential uses along 16th Street have transitioned to neighborhood scale commercial uses.

Strong, viable neighborhoods are essential in maintaining a strong, viable community. The Zoning Ordinance is one tool to insure that land uses are compatible.

E. IMPLEMENTATION STRATEGIES FOR ACHIEVING OBJECTIVES IN RESIDENTIAL DISTRICTS

1. **Amend the Zoning Ordinance to allow compatible neighborhood uses such as bed/breakfast (B&B's) and neighborhood-scale retail and service oriented land uses in certain residential zones, the historically designated areas and neighborhoods close to Old Town Center with specific performance standards to maintain residential character. Specifically, B&B's should be allowed in residential neighborhoods.**

The R-1 and R-2 residential zones allow single family residences, accessory buildings, farming, public parks, private pools, model home sales office, utilities, tract office and construction buildings, certain home occupations, garage sales. The R-3 zone is a cumulative zone and allows the same uses as the R-1 and R-2 zones with the addition of duplexes, apartments, hospital, office and medical clinic, and a rooming, boarding house, or tourist home. R-2 zones adjacent to Old Downtown Orange do not allow "tourist houses" or B&B's. Visitors are attracted to old homes, and especially attracted to the opportunity to stay overnight in an old home. However, the R-3 zones are not located in areas that would attract tourists, such as an historic area.

The zoning ordinance should be revised to encourage uses such as a bed/breakfast, and other appropriate neighborhood-scale uses in the R-1 and R-2 zones. Offices and medical clinics may be compatible uses but the city must administer performance standards to limit the size and scale of these types of uses to prevent their density of use from overshadowing the overall residential character. If such uses are allowed in the R-1 and R-2 zones, specific performance standards must

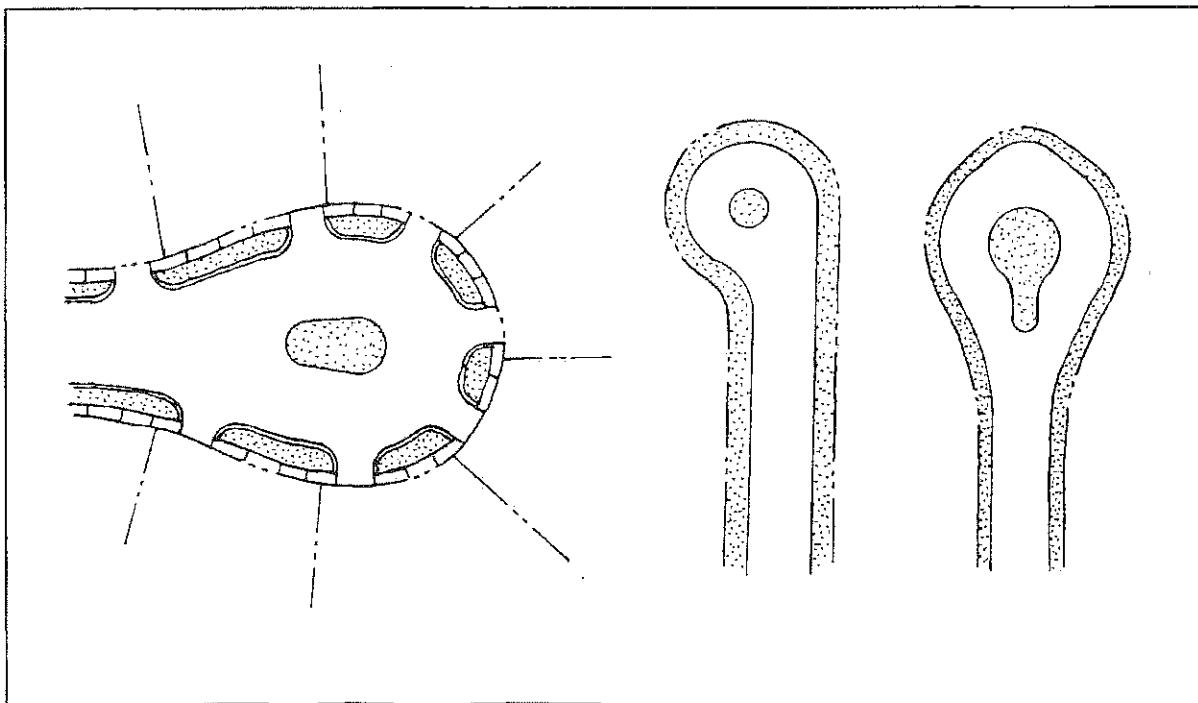
also be adopted, such as low lighting, tastefully designed and low-key signage, landscaping, off-street parking, minimal paving, and maximum amount of rentable bedrooms. Such uses encourage the restoration, maintenance and viability of historic homes.

2. Establish urban design guidelines to improve the streetscape of residential neighborhoods.

Urban design guidelines for improving the streetscape of a neighborhood should be required. The standards should be simple to enforce, easy to administer and should not be a burden to the owner/developer. Examples of urban design standards:

- Require street trees to be planted along and parallel to the street. A street tree adds approximately \$125 to the development costs but will return many fold by creating an enticing residential street.
- Require street light installation when the subdivision is constructed. Street lights, using traditional fixtures where appropriate, make the street more pleasing and will reduce nuisance crimes.
- Require sidewalks to be constructed adjacent to the street right-of-way. Allow mountable curb where appropriate, integrated construction, paving geometry for the street that creates appealing esplanades, tear-drop cul-de-sac bulbs and parking courts.

Tear-Drop Cul-de-Sac



Urban design guidelines should be incorporated in the Subdivision Ordinance to include ETJ development, following the goals and objectives of the Comprehensive Master Plan. This will insure that the City does not inherit non-conforming subdivisions upon annexation.

3. Encourage the use of Planned Unit Developments (PUDs) to respond to the market forces of the 90's.

There are new land use requirements for certain residential market conditions. Many cities do not recognize that market forces do more to dictate the look of a home or a development than any other factor. Among the key assets to support residential growth of Orange are its climate, natural resources and amenities as well as its friendly hometown atmosphere. Orange has the ingredients to become the "Sun City" of the Gulf Coast. To make itself attractive for "Winter Texans", the standards for residential development must be conducive to the market demands of that type of development.

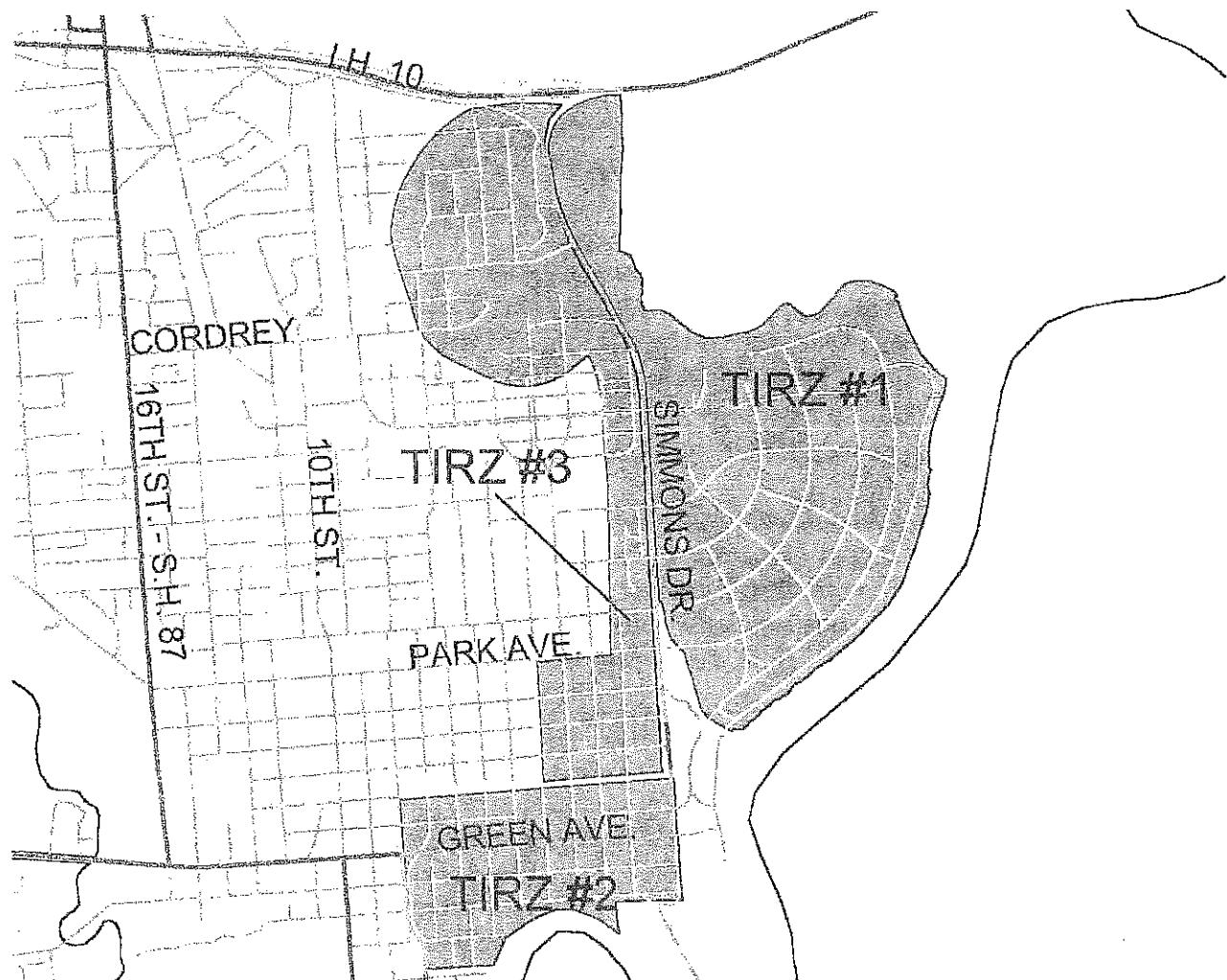
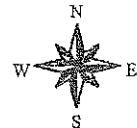
Retirement community standards generally contain smaller lots allowing patio home development. These types of development typically use organized community centers and pools, plus they often have neighborhood conveniences on site. Therefore, some mixed land uses must be incorporated. Setbacks are not as critical because these communities also need to provide trails and pedestrian corridors for exercise and connectivity to shopping and recreation. The light and air provided by setbacks is mitigated by the trail system.

Street right-of-ways can be narrower to reduce development costs, but should not be too narrow to endanger the public purpose of the street. These types of development are generally a higher density project, but the overall project size is smaller. Security is essential. Gating developments may be a consideration using private streets constructed to public street standards for adequate fire protection. Private streets should be allowed if the concept of a "gated" community would satisfy the desire of retirees to "winter" in Orange. The Zoning Ordinance should be amended to provide for the opportunity of the creation of a "Winter Texan" retirement community.

Offering financial incentives for retirement communities should be considered. A Tax Increment Reinvestment Zone (TIRZ) could be used to create a zone in the east part of Orange, such as Old East Orange, that would stimulate redevelopment. The zone could provide for commercial development along Simmons, and housing development within Old East Orange. One large Tax Increment Reinvestment Zone (TIRZ), with a General Project Plan, could be created that would encourage synergy and create a significant tax base for the redevelopment of Orange. The individual project plans, under the umbrella of the General Project Plan, would not be required to be complete in order to create the Zone. The suggested boundaries would include the frontage along I-10, east to the Navy Reserve Base and the Sabine River, south to the Green Avenue and west to 10th Street. Increased residential development usually translates into increased sales tax, jobs and new service industry businesses.

See Proposed Tax Increment Reinvestment Zone Map - next page

City of Orange Proposed TIRZ Areas



LEGEND



0 2000 4000 Feet



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The proposed TIRZ is an excellent redevelopment financing tool. In addition, it dovetails with the boundaries of the CDBG target areas allowing additional funding sources to be applied. It also qualifies for the Community Reinvestment Act (CRA) program enabling private and public sector partnerships to be formed. (Use of Planned Unit Developments and TIRZ are discussed in the Economic Development Element section of this plan.)

4. Provide home-ownership opportunities to all residents through City-initiated incentives.

Home ownership is the most effective way to instill pride in the community. According to the CHAS, less than 50% of the single family homes in Orange are owner occupied. Property *owners* have a personal and financial stake in making the community a clean, safe, and desirable place to live. Various funding opportunities are administered by the City to encourage home ownership and residential property improvements. The City has recently established two programs. The first is called the Innovative Housing Program. Its objective is to provide funds for eligible residents with lower incomes to purchase homes. The second program established by the City is called HOME and its objective is to encourage landlords to rehabilitate their properties in certain neighborhoods where low and moderate income families principally reside. The neighborhoods that are eligible for HOME are Navy Park, Old East Orange, Central Orange, Brownwood, the Cove, Old Orange and Northeast Orange.

In addition to the above referenced programs the City should work with local lenders to establish a community reinvestment-home ownership program using the federally mandated Community Reinvestment Act (CRA). CRA requires lenders to invest in areas of the City which may be blighted or less desirable. These areas may have deteriorated due to inadequately conceived land plans, incompatible land uses, poor access to the area, poorly structured drainage or the age and condition of the infrastructure. Lenders, in some instances, have used these CRA mandates to waive closing costs and fees, or provide slightly lower interest rates to qualified homeowners. The CRA program should be leveraged with the City's Community Development Block Grant (CDBG) Program to provide lower interest rates or soft second mortgages to assist homeowners with down payments. The programs should target the proposed TIRZ zones.

5. Target Community Development Block Grants and other funding sources to improve neighborhoods on a project-by-project basis

Community Development Block Grants (CDBG), which are funded by the federal government, are intended to assist local governments in making improvements in low to moderate income areas and to provide assistance to the elderly and handicapped. The City should channel the grant money it receives toward making improvements to individual neighborhoods on a specific project basis. In this way, the City can be sure the grant money is spent in a focused, consistent manner, to achieve the best results for the money spent. The City should leverage its funds with other funding sources.

6. Provide special neighborhood remedial efforts, such as heavy trash pick-up

As the City government maintains its obligation to provide a safe, healthy and viable city, it must consider each regulation, ordinance or policy as it is directly related to the stated goals and objectives of the City's Comprehensive Master Plan. The City should be setting the standard. It has been documented time and again that when communities establish aggressive cleanup and maintenance programs, residents follow suit with improved home and property maintenance, creating a stronger, more viable community.

The City should institute neighborhood clean-ups and graffiti removal to restore neighborhood pride, stability and strength. The existing heavy trash collection program should be coordinated with the area residents in advance of collection. However, heavy trash pick-ups may need to be increased. The City should begin with the areas experiencing the most severe problems with illegal dumping.

Some service organizations may sponsor a clean up. The City may want to arrange a city-wide clean up day through the various service and neighborhood organizations. Orange is small enough to make lasting visible improvements to neighborhoods which will improve people's lives, foster relationships between residents, and beautify Orange as a whole.

7. Stop the net loss of housing

Housing should take a priority equal to that of job creation and retention. Over thirty percent of Orangeites currently commute to work outside of Orange County. Orange is already, like it or not, a bedroom satellite community. In addition, there appears to be a growth trend for residential development to Nederland, Groves, Rose City and Vidor. Orange must establish itself as a better housing choice. The City should establish a policy to garner support for the rehabilitation and maintenance of existing housing stock. All programs initiated by the City should focus on this objective in order to stabilize existing neighborhoods and provide incentives for reinvestment in these residential areas. Implementing financing incentives adjacent to Old Orange, utilizing City financing, grants and programs in the target area, will create the positive environment to promote new housing in Orange.

Many factors influence a new homeowner's choice in buying a home. School districts certainly impact that decision for a young family. This Comprehensive Master Plan does not address school districts and their impact on cities growth, but it is a well documented fact, that without a strong educational system, cities will not thrive. Therefore, every effort should be made to insure that all of the Orange school districts, West Orange-Cove, Little Cypress-Mauriceville, Orangefield and Bridge City are doing everything they can to be competitive with surrounding areas.

8. Preserve landmark areas and historically significant homes

Demolition was identified as an issue during the several meetings with residents around Orange. Where possible the City should take steps to ensure that historically significant homes are not demolished. Loan programs, both privately and publicly supported, should be established to promote re-use of structures. In some cases, even commercial re-use would be more acceptable than demolition.

The City should establish an interim demolition ordinance that would allow the City to work with the property owner to develop funding options for the redevelopment of the structure prior to demolition. A six month grace period should be mandated. If no alternatives are affordable or available, the property owner should be allowed to proceed with demolition. An interim ordinance should not preclude demolition of non-historic buildings that threaten people's health, safety, or welfare.

The City should work with the local lenders to establish a Community Reinvestment Act program aimed at preserving and promoting the redevelopment of historic structures. Programs could be tailored to the historic areas, downtown or to the CDBG areas. CRA allows lenders credit toward their federal mandates, and leverages the efforts of the Comprehensive Master Plan. Please refer to the Historic Preservation Element section for more discussion of this issue.

9. **Provide effective code enforcement methods, such as encouraging the formation of homeowners associations, to assist the City in complying with City requirements. Use the City's Geographic Information System (GIS) Arc Info to track building permit data, zoning information, code enforcement and improve public service.**

Homeowners associations may be the most effective and visible neighborhood enforcement and maintenance system that a City can have. Neighborhood residents know much more about their neighborhood than the governing body. Encouraging neighborhoods to form associations of residents would be a positive step in promoting pride in the community. Associations are useful in such activities as implementing neighborhood crime watch programs and providing a more focused voice with City government.

The City now has GIS capability. Parcel based maps will allow the City to create a system to track building permits, manage information and improve customer service. GIS software is user friendly and is an effective tool for implementing a Comprehensive Master Plan.

F. OBJECTIVES IN COMMERCIAL DISTRICTS

- 1. Make Orange more viable for commercial activity**
- 2. Visually improve and beautify Orange by taking advantage of its natural amenities**
- 3. Make Orange attractive to tourists**

G. IMPLEMENTATION STRATEGIES IN COMMERCIAL DISTRICTS

- 1. Review existing codes for opportunities to make Orange commercial-friendly in appropriate locations.**

Orange is in competition with other cities to attract commercial activity. The City's regulations, unique location and cultural amenities should be used as attributes to maintain and attract business to the commercial districts of Orange. The City codes should seek to recognize the marketplace and change with the market forces, while not encouraging development which detracts from the quality of life in Orange. Procedures for opening new businesses and maintaining existing businesses should be user-friendly.

- 2. Adopt a landscaping ordinance which stipulates reasonable landscaping standards for new commercial land uses.**

The Orange Code contains minimum landscaping requirements for new commercial land uses in certain zones. Parts of the commercial districts are void of any landscaping that would screen and buffer buildings and parking lots, provide shade, decrease energy bills, and make Orange a more visually appealing city. The City should adopt an ordinance requiring new commercial uses to install a reasonable amount of landscaping at a ratio that would not significantly hamper business owners ability to operate or present an unrealistic cost burden.

- 3. Adopt an ordinance which requires the preservation of certain trees over 10" in diameter.**

Orange and its surroundings are blessed with an abundance of trees and the climate to support their growth. However, many areas have been denuded of trees for the sake of large, asphalt parking lots or other unsightly development. Tree retention is an important factor in keeping Orange beautiful and attractive to residents and visitors. An ordinance should be adopted that regulates tree removal for certain commercial and residential developments. The emphasis should be placed on protecting trees which are native to the area, such as oaks, which are long living and make a great visual statement. The ordinance should also allow for replacement trees if the trees cannot be saved.

4. Amend the current sign regulations to better regulate sign size, location, design, with effective enforcement procedures.

As discussed in the Old Town Center/Waterfront Element of the Master Plan, poorly designed signs can visually detract from the commercial district of the city. Signs should be designed in a manner which minimizes their visual impact on property. Appropriate sign design should be employed, especially in historic areas, consistent with the aesthetic quality of the area. Sign size, placement, materials and colors should be regulated to avoid sign competition between businesses. The regulations, including sign design guidelines, should strive to visually improve the commercial districts of the city. For example, the sign regulations of the Zoning Ordinance allows signs for a business to be fifty (50) square feet in area and twenty-five (25) feet in height, with no regulations on color, materials, or placement. Additionally, illustrative sign design guidelines help business owners and sign companies create signs which are aesthetically pleasing while remaining effective methods of advertising.

5. Designate selected streets, such as Simmons Drive, 16th Street, Green/MacArthur Avenue, and DuPont Drive, as “scenic corridors”, with specific standards for building location, design, landscaping and signage.

Simmons Drive, 16th Street, Green/MacArthur Avenue, and DuPont Drive are streets which give the public its first impression of Orange. The City Council should take a pro-active approach by meeting with property owners to discuss the improvements that should be made to beautify these streets.

The Council should create a Scenic District and designate these streets as “scenic corridors”. A Scenic District can facilitate the establishment of greater sign and landscaping standards. By designating these streets as “scenic corridors” the City makes a commitment to the public that all building development, signage and landscaping, will be done in a manner to beautify these streets. Building designs must be made attractive using quality materials and tasteful colors. Landscaping designs should compliment the building architecture and screen hard surfaces, provide shade and comfort. Signs should be non-glaring and not dominate the scenery.

In the Scenic District, land uses would still be regulated by the Zoning Ordinance. However, all land uses on these streets would also be subject to the same Scenic District standards. Over time, these corridors will make beautiful entrances into Orange. This type of approach has worked well in cities with major entrance thoroughfares, particularly smaller cities where a concentrated effort can be made to achieve the objective of beautifying the city.

H. OBJECTIVES FOR INDUSTRIAL DISTRICTS

- 1. Encourage the growth of new and expanding industries.**
- 2. Encourage the growth and expansion of the Port of Orange.**

With its central location, access to the Gulf of Mexico, proximity to I-10 and the railroad lines, Orange has always been a valuable link between the eastern and western United States. Beginning in the late 1800's, Orange's economy was driven by the trade of cotton and timber. In 1914, the Army Corps of Engineers dredged the harbor of Orange in the Sabine River to facilitate shipbuilding for United States' involvement in World War I. This greatly increased prosperity and population in the area. During World War II, a U.S. Navy base was built. Shipbuilding, petroleum and chemical refining eventually became the dominant industries. Today, "Chemical Row" employers - DuPont, Bayer, Chevron - are the largest employers in the Orange area and the driving force of the economy.

I. IMPLEMENTATION STRATEGIES IN INDUSTRIAL DISTRICTS

- 1. Continue to market the City's Industrial Districts to attract industries to the Orange area**

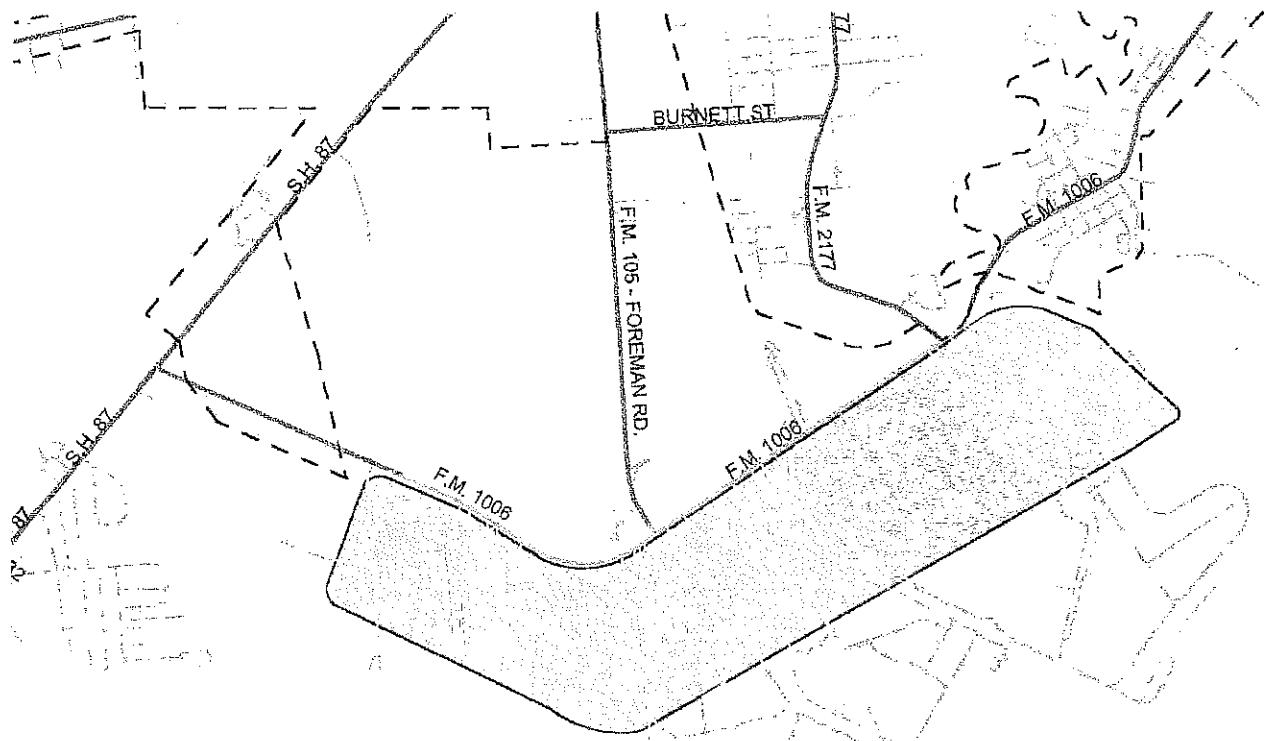
State law gives cities the authority to create Industrial Districts. Industrial Districts are a form of economic development that can be used to encourage new and expanding industries to locate in Orange. Orange currently uses the Industrial District designation for the economic development and promotion of its major employers.

There are fifteen Industrial Districts in the area. Several are located south of Orange on DuPont Drive (Highway 1006) in the area known as "Chemical Row". This area is located outside the city limits but within the ETJ of Orange. The Industrial Districts are not zoned. Industries within the districts pay a fee in lieu of taxes to the city for the "benefits" the industries derive from being located near the City. In return, the City agrees not to annex the property into the corporate limits. A provision in Orange's Charter prohibits it from annexing businesses with 25 or more employees. A vote which would repeal this annexation provision will be held in January, 1996. The City currently receives approximately \$3.7 million in annual assessments from Industrial Districts. The use of Industrial Districts should be continued.

See "Chemical Row" Map - next page

The City should develop a package of all available financial incentives that can be used to attract new industries and encourage the expansion of existing industries. The City should also make sure that all existing tools and resources are incorporated into that document. The tools should include all programs such as the Enterprise Zone program. Programs can be equally as important as financial incentives. By compiling this information, tailored to industrial and manufacturing industries, the City can better focus its efforts on attracting those industries. At the same time, this information can be disseminated to existing industries to inform them of the resources available for expansion.

"Chemical Row"



LEGEND



CHEMICAL ROW

— — — ORANGE CITY LIMITS



Industry: Chemical Row - BW
Last Revised: 12/16/95

0 3000 6000 Feet



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The City should take the lead in conjunction with the County on all economic development activities. The Port of Orange and other agencies should also be part of the economic development effort.

2. Encourage the growth of industry by training the work force for specific industry needs

Industries have been attracted to other communities in the United States because of the community's pledge to train its work force to meet the needs of the prospective industry. In some cases, communities have agreed to allow industries to design the necessary work training programs. The City and the Chamber of Commerce should continue to actively market the skilled work force and pledge to install the training programs needed to effectively operate prospective industries.

Training programs should be carried out using existing educational resources at Lamar University. In addition, the Orange area has an abundance of active or retired industry personnel. Because of their special skills and knowledge, these people could act as ambassadors to attract industry or serve as trainers for new training programs.

J. OBJECTIVES FOR DEVELOPMENT IN FLOOD PLAIN AREAS

- 1. Review existing standards for development in the Flood Plain**
- 2. Encourage recreational land uses for marginally developable land**

According to the Carter and Burgess, Inc., Flood Protection Study conducted in April, 1994, the Sabine River and Adams Bayou pose a threat of flooding to adjacent properties. Streets in parts of the City flood with regular frequency. The Sabine River represents the greatest threat of flooding in Orange. Flooding could occur from a rise in the river due to heavy rainfall and flooding upstream (north), or tidal surges from a hurricane in the Gulf of Mexico. In order to minimize this threat, the U.S. Navy constructed a levee of minimal size and length that runs parallel to the Sabine River from the intersection of Simmons Drive and Green Avenue to the intersection of Simmons Drive and Dewey Avenue. The Carter and Burgess Study recommends that “the only reasonable way to protect the entire City of Orange from wide-scale flooding from the Sabine River is by constructing a levee.” The levee recommended would be ten (10) feet in height with an additional four (4) feet of freeboard. Three different levee options were studied, at costs ranging from \$42 Million to \$95 Million. Portions of the study are being used. In creating the Capital Improvement Plan priorities, the recommendations of the study should be evaluated for appropriateness.

See Flood Plain Map Of Orange County - next page

K. IMPLEMENTATION STRATEGIES FOR AREAS IN THE FLOOD PLAIN

- 1. Review existing Zoning Ordinance to strengthen Flood Plain standards**
- 2. Allow recreational land uses on land which is within a flood plain and certain portions of the floodway**

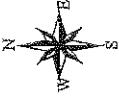
Section 21 of the existing Zoning Ordinance identifies specific standards for development in areas prone to flooding. Construction of habitable structures, which is allowed by the Zoning Ordinance, may pose a life-safety risk for inhabitants. However, in order to make positive use of land that might otherwise be considered undevelopable or marginally developable, recreational uses should be allowed.

The City should amend the Zoning Map to change the zones along the east side of Simmons Drive. This area should be zoned to allow development of low impact uses that can sustain flooding, or that can be constructed to mitigate the low base flood plain elevations. If the base flood elevation is raised or new construction is mitigated to account for the flood plain, additional land uses should be allowed accordingly. Examples of additional land uses should include:

1. Marina (Private/Public Slips)	4. Fuel Depot	7. Recreational Vehicle
2. Boat Dealership	5. Public Utilities	(RV) Parks
3. Restaurants	6. Recreational Areas	

These uses are compatible and can be developed as a private/public partnership. The first TIRZ (see Economic Development) can provide the incentives to make the necessary private and public sector improvements.

City of Orange Zoning Districts with Flood Plain Overlay



LEGEND

Elwood Plain

Zoning District:

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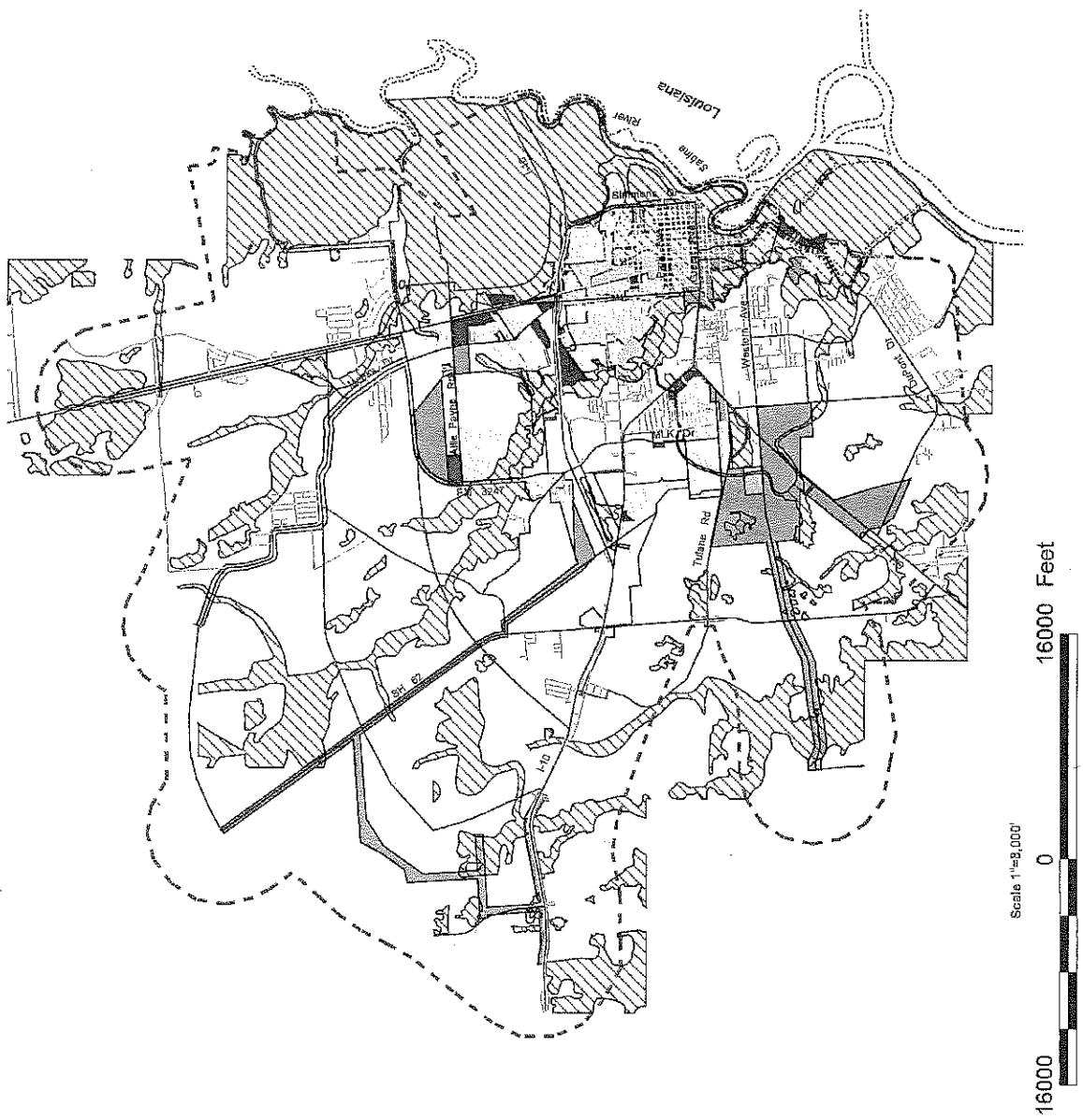
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— = — = — = : Orange ETJ Line



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L. OBJECTIVES FOR ANNEXATION

- 1. Annex property located in the Extra-Territorial Jurisdiction (ETJ) into the City limits under certain conditions**
- 2. Require that new development in the ETJ complies with the City of Orange development standards**

Like other Texas cities, much of the recent development in Orange, particularly residential subdivision development, has occurred in its ETJ (particularly north of Orange). The primary reason that development has occurred in the ETJ appears to be related to a combination of development costs and the desire for residents to be within a different school district. Until recently, Orange had not imposed the city's construction and infrastructure standards in its ETJ. Therefore, areas in the ETJ have been developed to lesser standards and have experienced physical utility service problems, such as inadequate water pressure and poor drainage resulting in flooding. The City must adopt and enforce development standards for the ETJ comparable to those in the City. Further the City must evaluate the impact of annexation and identify financing strategies to upgrade sub-standard utility construction.

Orange operates a separate fund for providing water and sewer services, as do most Texas cities. This fund is known as the Enterprise Fund. Revenues derived from water and sewer bills are used to pay for the water and sewer service. If a private utility company is annexed, it may continue to operate. The utility company will receive the water and sewer revenues. These revenues will support the operation and maintenance of the private utility company. The City would not absorb the cost of operating the private utility company. (See the Overview Section of this Land Use Element for information on specific private utility companies in Orange.) However, if the City annexes a municipal utility district, the City must dissolve the district and absorb its assets and liabilities.

There is only one utility district in the ETJ. The Mauriceville Private Utility Company converted to a utility district in the Spring of 1995.

Prior to annexing any areas into the city limits of Orange, the City should evaluate the potential financial and physical burdens related to providing services to the newly annexed area, versus the potential additional tax revenues that the City would receive.

M. IMPLEMENTATION STRATEGIES FOR ANNEXATION

- 1. Conduct an annexation analysis to develop a short and long-term annexation plan**
- 2. Establish and enforce reasonable development regulations for the subdivision of property, street design, water, drainage, and sewer service in the City's ETJ**

(Please refer to the Economic Development Element section of this Plan for more discussion on annexation.)

III. HISTORIC PRESERVATION ELEMENT QUICK REFERENCE INDEX

A. TOOLBOX SUMMARY OF IMPLEMENTATION STRATEGIES

B. HISTORIC BACKGROUND OF ORANGE

C. GOAL OF HISTORIC PRESERVATION

To preserve, protect and enhance the historic buildings, neighborhoods and commercial areas of Orange

D. OBJECTIVES

1. Preserve the historic character of Orange by promoting the preservation of historic neighborhoods and buildings
2. Develop public/private partnerships with financial institutions to assist in lending funds for the purpose of preserving historic buildings

E. IMPLEMENTATION STRATEGIES FOR HISTORIC PRESERVATION

1. Adopt an historic preservation ordinance
2. Designate specific areas as Historical Districts
3. Establish a City of Orange Historic Preservation Commission (3-7 Members)
4. Amend local building code to allow for the restoration or renovation of designated historic structures, while protecting life safety issues
5. Control demolition of historic buildings
6. Amend the Zoning Ordinance to allow bed/breakfast uses in historic commercial and residential areas
7. Market historic resources of Orange on I-10 and in other cities and states
8. Create and offer financial incentives to encourage historic preservation
9. Mandate compatible in-fill development in designated historic districts through design review incorporated into the Zoning Ordinance

A. TOOLBOX FOR HISTORIC PRESERVATION

Tools	Description of Tool	Authority	Type of Tool	Potential Projects
Adopt Historic Preservation Ordinance	Regulations for preserving historic resources	City Council	Regulatory	Designation of landmarks, regulations on demolition of historic buildings, establishment of preservation committee
Designate Historic Districts	Identify areas of Orange that are historically significant	City Council	Regulatory	Old East Orange, DuPont Homes, Old Town Center
Create Historic Preservation Commission	Committee to advise the Council on historic preservation matters	City Council	Regulatory	Advise Council on designation of landmarks, assist public on historic preservation matters
Amend Building Code	Facilitate historic preservation	City Council	Regulatory	Historic buildings
Control Demolition of Historic Buildings	Historic preservation	City Council	Regulatory	Historic buildings
Allow B&B Uses in Historic Areas	Historic preservation incentive	City Council	Regulatory/ Economic incentive	Historic buildings and historic districts
Market Historic Resources	Marketing to attract visitors	City Council/ Chamber of Commerce	Economic Development Tool	Existing historic buildings and districts
Create Funding Mechanisms to Promote Financing of Historic Preservation Projects	Revolving loan fund to promote "gap financing"	City Council/ Private Lenders	Financial Incentives	Acquisition or improvement of historically designated properties
Use Community Development Block Grant Program	Funding mechanism for construction and mortgage financing	City Council/ Private Lenders	Financial Incentives	Restoration of historically designated buildings
Market to Attract Business Relocation to Historic District and Buildings	Low interest rate loan pool for assistance in start-up and relocation businesses	Local Banks/ Chamber of Commerce	Financial Incentive/ Economic Development	New and existing local businesses, existing historic buildings and historic districts
Promote Use of Federal Investment Tax Credits	Tax credits for improvements to historic buildings	Federal Government/ Historic Preservation Commission	Financial Incentive	Restoration of historically designated buildings
Offer Property Tax Abatements	Tax relief of 50% for 10 years, or 100% for 5 years	Taxing Authorities	Financial Incentive	Improvements to existing historic buildings
Create a Public Improvement District	Special district financing for redevelopment	City Council	Regulatory/ Financial Incentive	Creation of Historic Districts
Adopt Design Guidelines for Historic Districts	Illustrative document to assist the public	Historic Preservation Committee	Regulatory	New construction in historic districts

B. HISTORIC BACKGROUND OF ORANGE

The Orange area was originally inhabited by the Attacapas Indians. Lumber, cattle, agriculture, fur trade, and shipping were eventually responsible for the development of Orange. The Sabine River and bayous served as the transportation route for people and goods since land transportation was hindered by unnavigable marsh land. Logs were floated down the Sabine River from the East Texas forests where they were put on ships bound for ports around the world. One of Orange's most recognized citizens was Henry J. Lutcher who along with G. Bedell Moore founded the Lutcher and Moore Lumber Company in 1877.

Orange was originally called Green's Bluff after a Sabine River boatman named Reason Green. The town was later named Jefferson, then Madison, after President James Madison. The City incorporated in 1858 and was named Orange after a nearby orange grove.

The waterfront area was the original center of government and commercial activity. The beautiful homes north of Green Avenue which give Orange its special character, were built beginning in the late 1800's to the 1930's. World Wars I and II brought a tremendous population growth to serve the shipbuilding and industrial sectors of Orange's economy. A U.S. naval station moved thousands of servicemen and their families to Orange.

Unfortunately, much of the City's rich historic character has been lost. Several historically significant structures have been demolished without public or private intervention. There are examples throughout the world which prove that historic preservation and promotion can encourage redevelopment and create jobs. By taking an active role, Orange can protect, restore, re-use, and market its historic sites and buildings creating a tremendous boost to the local economy.

According to a survey of visitors to Orange, the most popular attractions in Orange are the Stark Museum, W.H. Stark House and the First Presbyterian Church. Many visitors go to the Farmer's Mercantile, participate in shopping tours for antiques and take walking tours of Orange. The Texas and New Orleans train station on Green Avenue represents a wonderful opportunity for restoring an historic building which could be used as an area tourist information center, an exhibit on train history, or a depot for a trolley ride through town.

Orange has forty-six (46) buildings and sites with official State of Texas Historical Markers. A listing of these can be found on the last page of the Historic Preservation Element section of this Plan. Additionally, Orange has four (4) buildings listed on the National Register of Historic Places:

Buildings listed on the National Register of Historic Places in the City of Orange

NAME	ADDRESS	SITE OR BUILDING
Heritage House Museum	905 Division Street	Building
Stark House	611 Green Avenue	Building
First Presbyterian Church	902 West Green	Building
Woodmen of the World Lodge Building	110 Border Street	Building

Citizens of Orange have indicated that preserving historic buildings and capitalizing on Orange's rich history are priorities. By protecting and marketing the historic heritage of Orange, the community can take pride in its historic character and identity. The City's historic resources may also be used as an economic development tool to attract visitors and commerce. There are several tools available to promote historic revitalization.

C. GOAL OF HISTORIC PRESERVATION

To preserve, protect and enhance the historic sites, buildings, neighborhoods and commercial areas of Orange.

D. OBJECTIVES FOR HISTORIC PRESERVATION

1. Preserve the historic character of Orange by promoting the preservation of historic neighborhoods and buildings.
2. Develop public/private partnerships with financial institutions to assist in lending funds for the purpose of preserving historic buildings.

E. IMPLEMENTATION STRATEGIES FOR HISTORIC PRESERVATION

1. Adopt an historic preservation ordinance.

The City Council should adopt an historic preservation ordinance. An historic preservation ordinance should:

- establish an historic preservation commission,
- identify procedures and criteria for designating certain sites and buildings as historic landmarks
- establish historic district(s) within the City,
- formulate a review procedure for changes to historic landmarks or new development within historic districts.

2. Designate Specific Areas as Historical Districts

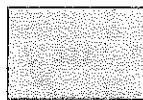
Areas which warrant consideration as historic districts are the DuPont Homes and Old East Orange residential areas, and the Old East Orange commercial area along Green Avenue, Main Avenue and Front Street. Furthermore, the Navy Park residential neighborhood should be recognized for its historical significance, as an area developed with tree-lined boulevards and esplanades reminiscent of the City-Beautiful Movement of the early 1900's.

See Proposed Historic Districts Map- next page

Proposed Historic Districts



LEGEND



Proposed Historic Districts

0 2000 4000 Feet



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prophets; Proposed Historic Districts
Last Revised: 10/11/95

3. Establish a City of Orange Historic Preservation Commission

The Orange County Historical Commission and the Orange Historical Society serve as resources for historical preservation and education. Members of the Orange Historical Commission are appointed by the County Judge. The Orange Historical Society is a volunteer organization which has no official city or county status. These organizations could play an active role in helping the City carry out the historic goal and objectives of the Historic Preservation Element of the Master Plan.

A City of Orange Historic Preservation Commission should be created under the historic preservation ordinance. Three to seven Commissioners should be appointed by the Mayor and City Council. The Commission should have regularly scheduled public meetings and should act in an advisory capacity to the Council and private sector on matters which affect historic resources in the City. The responsibilities of the Commission should include:

- making recommendations to the City Council on the designation of historic landmarks;
- reviewing new land uses and designs for buildings in historic districts;
- seeking funding opportunities to encourage development and re-use of existing historic buildings;
- conducting research of existing and potential historic resources as necessary to assess their value to Orange;
- providing technical assistance to the general public for restoring historic buildings

An historic landmark commission should serve in an advisory capacity to persons or entities planning to refurbish an historic building. The purpose is to create a partnership between the public and private sector for development assistance and to increase awareness of the importance of Orange's historic character in the early stages of development proposals.

4. Amend local building codes to allow for the restoration or renovation of designated historic structures, while protecting life safety issues.

The building code should be amended to provide the City with the ability to relax building standards for historic landmarks to encourage and facilitate the restoration or re-use of an existing building. If variances or waivers are granted, they should be conditioned on restoring the structure in a manner consistent with the guidelines for restoration of historic structures. However, the building code standards which have a direct effect on life or safety should not be compromised.

5. Control demolition of historic buildings.

An historic landmark ordinance should be developed to protect historic landmarks and protect buildings within a designated historic district from demolition, until such time as an historic landmark commission can review other options for preserving the building. Options should include acquisition of the property and/or considering potential land use and design options that preserve and enhance the existing historic character of the building and the district. To protect buildings from demolition prior to the adoption of the historic landmark ordinance, the City should consider a

temporary ordinance which places a moratorium on demolition of potentially historic buildings. Significant buildings may be those that:

- were built before 1950
- have historic design character
- are associated with an historic event
- are located in an area that contains other historic buildings.

This issue is also discussed in the Land Use and Transportation Element section of this Plan.

6. Amend the Zoning Ordinance to allow bed/breakfast uses in historic commercial and residential areas.

Alternative uses for historic buildings open up economic opportunities for buildings that may otherwise remain vacant, abandoned, and a burden to the city. A bed and breakfast use is a neighborhood-scale use which is compatible with residential uses and may be appropriate for certain residential zones if regulated by specific standards, such as number of beds, parking, lighting, signage, and other standards. Bed and breakfast uses are also discussed in the Land Use and Transportation Element section of this Plan.

7. Market historic resources of Orange on I-10 and in other cities and states.

Actively marketing Orange's historic resources is an important step towards capitalizing on opportunities for tourism and land uses which may strengthen the City's economy. Development of historic resources for tourism would also make Orange a unique place to live. After providing formal recognition and preservation of the historic building stock, the City should create a marketing plan for use in attracting development and redevelopment. Any marketing plan should include review of opportunities for publicizing Orange on Interstate 10 (I-10), such as securing cooperation from the Texas Department of Transportation to include the historic background of Orange within the renovation project for the I-10 Tourist Information Center. The City should study ways to project its presence on I-10 such as gates or arches announcing itself as the "Gateway to Texas".

8. Create and offer financial incentives to encourage historic preservation

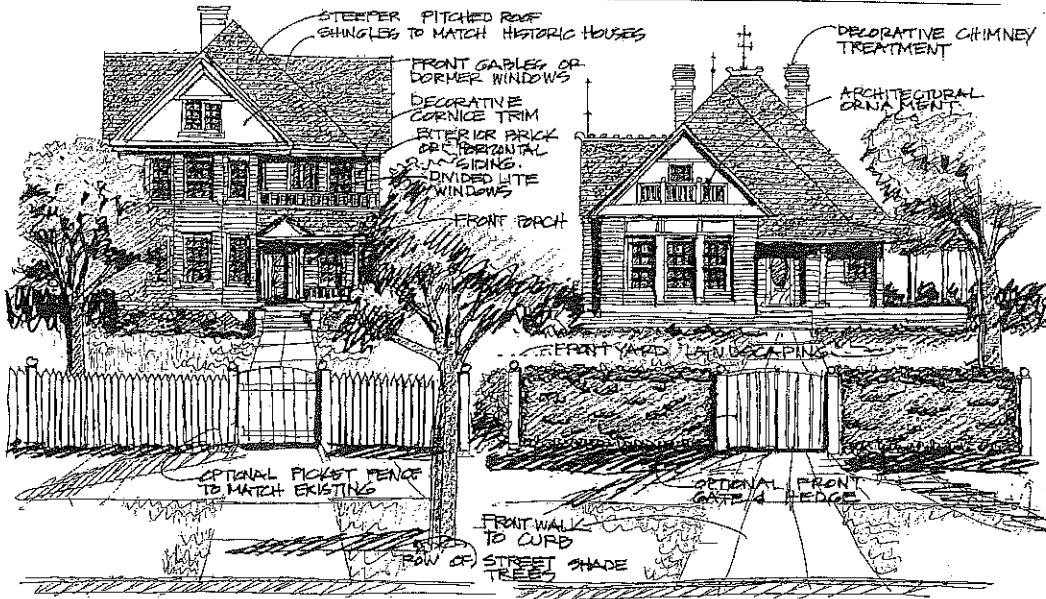
Historic preservation is valuable: it bolsters the economy; creates community pride, identity, character and beauty; improves the tax base and increases spending. Development in designated historic areas or restoration of historic buildings can be encouraged by offering financial incentives. Financial incentive programs should be considered to encourage the purchase, restoration, and active use of historic buildings and sites by making them economically and commercially attractive. Examples of financial incentive programs can be found in the Toolbox at the beginning of the Historic Preservation Element section of this Plan.

9. **Mandate compatible in-fill development in designated historic districts through design review incorporated into the Zoning Ordinance.**

Preservation of the historic character in an historic district necessitates that new development be architecturally compatible with existing buildings. Design review should measure compatibility with existing architectural styles, building materials and colors, building and roof forms, building siting on a lot, and appropriate landscaping and site work. Historic district design guidelines should give illustrative design advice for new commercial and residential development. Design guidelines would be appropriate for the DuPont Homes area, Old East Orange, Navy Park and the Old Town Center/Waterfront area along Green Avenue, Main Avenue, and Front Street.

See Historic Preservation Illustrations - next three pages

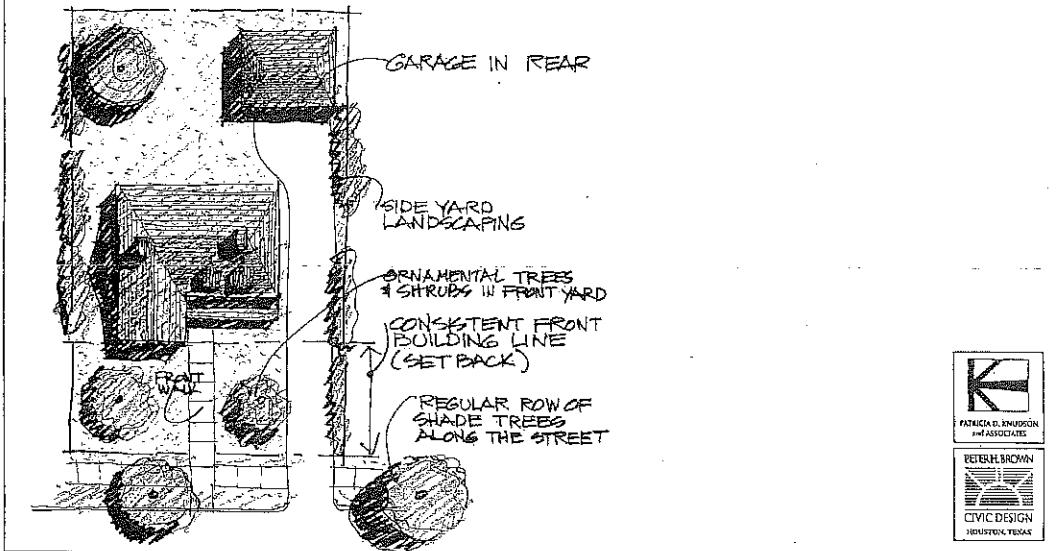
ARCHITECTURAL GUIDELINES NEW CONSTRUCTION IN HISTORIC AREAS



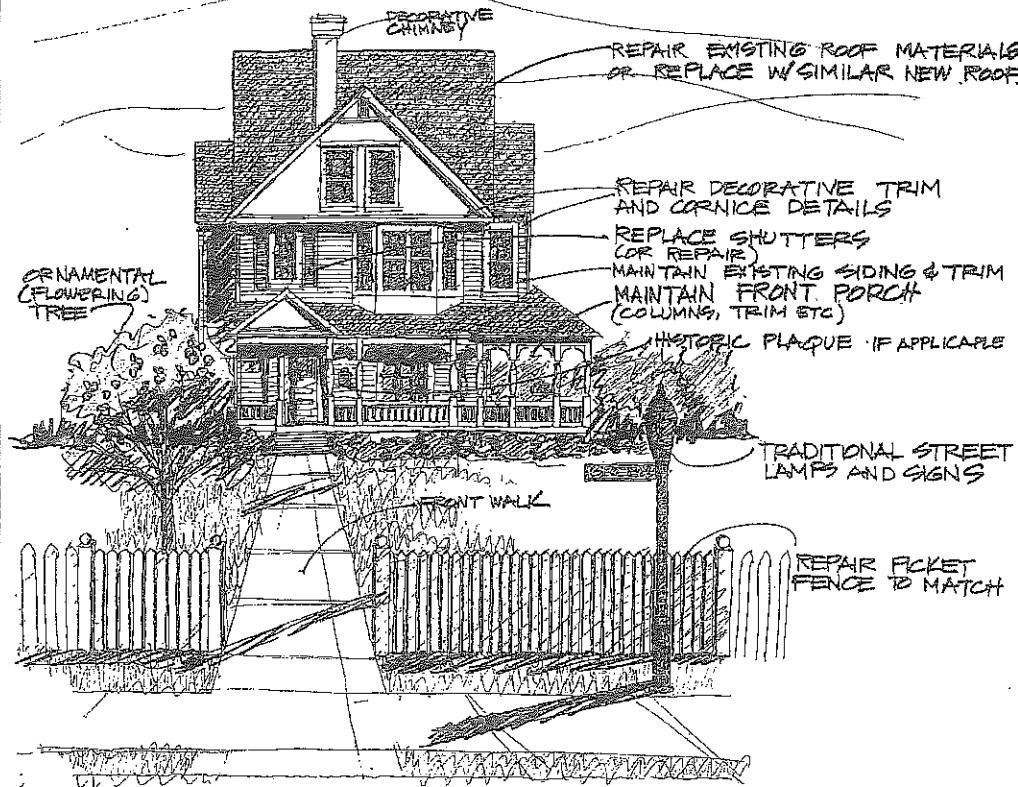
ARCHITECTURAL GUIDELINES INCLUDE:

- ROOF SLOPES AND MATERIALS
- EXTERIOR SIDING AND MATERIALS
- BUILDING MASSING i.e. GABLES ETC
- ARCHITECTURAL ORNAMENT CORNICES, TRIM
- WINDOW & DOOR DETAILS
- ARCHITECTURAL ELEMENTS - COLUMNS, RAILINGS ETC
- SITE DESIGN AND LOT LAYOUT / LANDSCAPING

TYPICAL LOT LAYOUT



HISTORIC PRESERVATION ELEMENTS TO PRESERVE HISTORIC CHARACTER

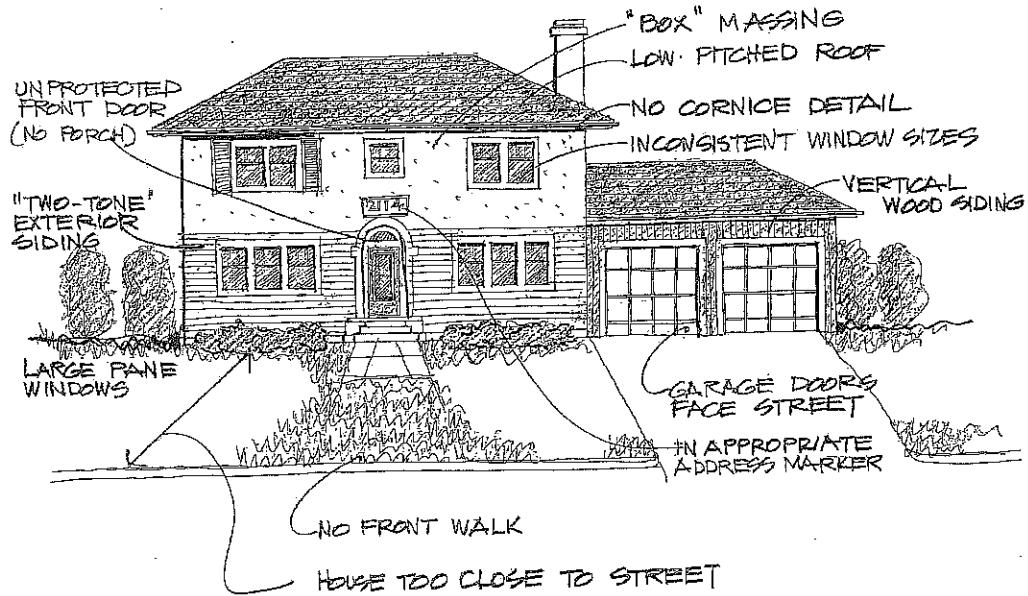


HISTORIC PRESERVATION STANDARDS:

- ARCHITECTURAL STANDARDS & GUIDELINES
- SITE DESIGN & LANDSCAPING STANDARDS
- HISTORICAL COMMISSION REVIEW
(RENOVATION, NEW CONSTRUCTION WITHIN THE HISTORIC DISTRICT)
- SPECIFIC REQUIREMENT FOR DEMOLITION PERMIT.



DON'TS IN HISTORIC AREAS



"DON'TS" IN HISTORIC AREAS INCLUDE:

- CLUMSY BUILDING MASSING
- INCONSISTENT ROOF LINES
- INAPPROPRIATE MIXING OF ARCHITECTURAL STYLES
- LACK OF DETAILS AND ARCHITECTURAL ORNAMENT IN WINDOWS & DOORS
- INCONSISTENT EXTERIOR MATERIALS
- INAPPROPRIATE GRAPHICS
- INAPPROPRIATE SITE PLAN
 - HOUSE TOO CLOSE TO STREET
 - GARAGE DOORS FACING STREET



Buildings and Sites with Texas Historic Commission Markers in the City of Orange

NAME	ADDRESS	SITE OR BUILDING
Atapakan Indians of Orange County	Riverwalk Park	Site
Bazzano-Bland House	601 12th Street	Building
Leonard Beckenstein	Stark Park	Site
Black Education in Orange County	Solomon Johnson Park	Site
Dr. Edgar William Brown	803 West Green Avenue	Building
Dr. Samuel Brown	Evergreen Cemetery, Border at Jackson Street	Site
Emmett Buchler House	701 West Cypress Avenue	Building
Orange Chamber of Commerce	Green Avenue at 10th Street	Building
Miss Laura Chandler School	7th Street and Pine Avenue	Building
John Cole Homestead	FM 2801	Site
Putnam B. Curry	Evergreen Cemetery, Border at Jackson Street	Site
End of the Line Station	Third at Front Street	Building
First Baptist Church	602 West Green Avenue	Building
First National Bank of Orange	Green Avenue and 16th Street	Building
First United Methodist Church	Sixth Street and Elm Avenue	Building
Alexander Gilmer	Evergreen Cemetery, Border at Jackson Street	Site
John Harmon	Sabine River and 4th Street	Site
Howell-Linscomb Home	1212 West Pine Avenue	Building
Jackson-Hustmyer Home	611 North 7th Street	Building
Absolam Jett	Jett Family Cemetery, US 90	Site
Emma George Latchem	Evergreen Cemetery, Border at Jackson Street	Site
Capt. George M. Livingston	Evergreen Cemetery, Border at Jackson Street	Site
Samuel Livingston	Livingston Park	Site
Henry Jacob Lutcher	Civic Plaza	Site
First Presbyterian Church	902 West Green Avenue	Building
Madison Lodge 126 AF & AM	2835 South Street	Building
Neyland-Gilmer House	312 West Pine	Building
Niblett's Bluff C.S.A.	3rd and Front Streets	Site
B.H. Norsworthy	Evergreen Cemetery, Border at Jackson Street	Site
Hugh Ochiltree	4th and Front Streets, Ochiltree Park	Site
Orange City Hall	803 West Green	Building
Orange County	US 90	Building
The Orange Leader	200 West Front Street	Building
George Alexander Patillo	Four Oaks Road	Site
Robert B. Russell	Evergreen Cemetery, Border at Jackson Street	Site
St. Paul's Episcopal Church	1401 West Park Avenue	Building
St. Mary's Catholic Church	905 West Cherry	Building
Charles Holmes Saxon	Evergreen Cemetery, Border at Jackson Street	Site
Samuel Wallace Scholars, MD	Evergreen Cemetery, Border at Jackson Street	Site
Jimmy Ochiltree-Sims Home	905 Division	Building
John Thomas Stark	Evergreen Cemetery, Border at Jackson Street	Site
W.H. Stark	Civic Plaza	Site
W.H. Stark House	611 West Green Avenue	Building
Jerome Swinford	Evergreen Cemetery, Border at Jackson Street	Site
Claiborne West	Claiborne West Park	Site
David Robert Wingate	Evergreen Cemetery, Border at Jackson Street	Site
Mt. Zion Missionary Baptist Church	512 West John	Building

IV. OLD TOWN CENTER/WATERFRONT ELEMENT QUICK REFERENCE INDEX

- A. **TOOLBOX FOR IMPLEMENTATION STRATEGIES**
- B. **EXISTING CONDITIONS IN THE OLD TOWN CENTER/WATERFRONT AREA**
- C. **GOAL FOR OLD TOWN CENTER/WATERFRONT**
Create activities and new investment downtown. Develop the waterfront as a major visual amenity and activity generator, emphasizing educational, cultural and institutional uses.
- D. **OBJECTIVES FOR OLD TOWN CENTER/WATERFRONT**
 - 1. Improve the appearance of access streets and appearance to the Old Town Center/Waterfront from Interstate 10.
 - 2. Facilitate and promote expansion of Lamar University as the key element of downtown activity.
 - 3. Centralize the City of Orange and Orange County government facilities and staff to Old Downtown Orange.
 - 4. Establish private and public financial and regulatory incentives to promote and attract economic development, waterfront activities and tourism.
 - 5. Provide waterfront activities for citizens of Orange.
- E. **IMPLEMENTATION STRATEGIES FOR THE OLD TOWN CENTER/ WATERFRONT AREA**
 - 1. Obtain attractively designed new signage from the Texas Department of Transportation (TXDOT) alerting motorists of exit "gateways" to the Old Town Center.
 - 2. Improve the condition of roads which provide access downtown. Provide landscaping for Simmons Drive, Green Avenue, 16th Street, and MacArthur Drive.
 - 3. Adopt the sign ordinance to better regulate signage size, location, and design, with effective enforcement procedures.
 - 4. Close selected city streets to facilitate expansion of Lamar University and government facilities, to create a pedestrian-friendly, campus environment linked to the waterfront. Continue to make publicly-owned land available for the expansion of Lamar University.
 - 5. Plan to relocate Planning, Building and other city offices to downtown to centralize city services, with provisions for future expansion
 - 6. City and County should work together to create a cohesive, beautified, pedestrian designed development mall that links the City/County offices, Lamar University, museums, parks, and theaters.
 - 7. The City should create a Tax Increment Reinvestment Zone (TIRZ) which covers property in and around the central business district that will create a fund to finance physical improvements downtown for streetscape amenities, such as street and sidewalk repairs, decorative paving, streetlights, and landscaping, all public and private improvements should be done in conformance with a downtown historic theme; a TIRZ will also encourage reinvestment and redevelopment for specific uses such as a marina, outlet malls/shopping areas, RV park, motels, bed/breakfasts, grocery stores, antique stores, restaurants and entertainment.
 - 8. City and County should establish an historic tax abatement program. There are two options: one program could offer a 50 % tax abatement for ten years or a 100% tax abatement for 5-years, for any improvement in the Old Town Center/Waterfront area that extends the life or use of an existing structure, or for new construction which is consistent with the architectural character of Orange.
 - 9. Make publicly-owned land in the Old Town Center available at a reduced cost to promote economic development.
 - 10. Amend the Zoning Ordinances for the Old Town Center and Waterfront area which allow for mixed-use development and/or tourist related development, such as bed/breakfast, office development, institutional, government, retail, marine activities, shopping and land uses which facilitate nighttime uses of the Old Town Center.
 - 11. Adopt city ordinances, policies, or resolutions that include design standards for new development in Old Town Center/ Waterfront and actively encourage the improvement of all vacant land in the area.
 - 12. Increase waterfront uses and activities, parkland, and pedestrian areas in the Old Town Center/Waterfront area
 - 13. Adopt an ordinance which regulates demolition of designated historic buildings in the Old Town Center/Waterfront area.
 - 14. Design Guidelines for Old Town Center/Waterfront Development.

A. TOOLBOX FOR OLD TOWN CENTER/ WATERFRONT AREA

Tools	Description of Tool	Authority	Type of Tool	Potential Projects
Signage to Promote Orange	New signage to attract visitors to Orange	City Council/ TXDOT	Promotional	Signage along I-10 and other highways
Sign Ordinance	Improved signage regulations	Planning & Zoning Commission/ City Council	City beautification program	All signs
Promote Expansion of Lamar University	Close selected streets to create campus environment	City Council	Policy	Lamar University
CIP	Locate all city offices near the existing City Hall, improve roads to Old Town Center	City Council	Economic development	Relocate existing City offices
Tax Increment Finance Zones	Capital improvement through tax reinvestment	City Council	Reinvestment/ redevelopment	Physical improvements in Old Town Center/ Waterfront area
Tax Abatement Ordinance	Property tax abatement for building improvements	City Council/ County Commissioners	Economic development	Existing or new buildings in Old Town Center
Public Improvement Districts	Create districts to promote development	City Council	Regulatory	Land in Old Town Center area/ neighborhoods
Zoning Ordinance	Allow mixed-use, tourist related, nighttime uses	City Council	Regulatory	New land uses in Old Town Center area
Urban Design Standards	Design standards for new development in Old Town Center	Planning Commission/ City Council	Regulatory	New development in Old Town Center area
Historic Preservation Ordinance	Regulate demolition of designated historic buildings in Old Town Center	City Council	Regulatory	Existing historic buildings in Old Town Center area
Waterfront Activities	Development of waterfront for a variety of uses	Planning Commission/ City Council/ County Commissioners	Economic development	Uses which compliment the waterfront

B. EXISTING CONDITIONS IN THE OLD TOWN CENTER/ WATERFRONT AREA

The Old Town Center and adjacent Waterfront area are the heart of Orange. This area is generally bounded by the north side of Green Avenue on the north, the south side of Division Avenue on the south, the Sabine River on the east, and 10th Street on the west. The City's commerce originally developed there, principally from activities and trade on the Sabine River adjacent to the Old Town Center. Today this area remains the center of city and county governmental activities, cultural activities, and higher education at Lamar University. Like many cities in the U.S., parts of the Old Town Center have experienced decay. As freeways and thoroughfares were constructed, businesses moved from the Old Town Center to the interstates. Businesses in Orange have relocated to the I-10 corridor, Highway 90 and 16th Street. There were no replacement businesses to move into the historic structures; consequently, many historic buildings in old downtown Orange have been demolished.

The Old Town Center is rich in history, and thankfully there are unique historic buildings and land uses which remain. The City Hall and Orange County government buildings, Orange Library, Lutcher Theater, the Orange Community Players Theater, Stark Museum, Farmer's Mercantile, Lamar University, the Orange Leader headquarters, the Orange House and Heritage House Senior Citizen residences and associated business, such as law offices, are sustaining the activity in the Old Town Center. Few small cities can boast of a theater in the same class as the Lutcher Theater which has attracted world-famous entertainment. Orange is also proud of its world-class Stark Museum. The future of Old Town Center and the Waterfront is a major issue in the minds of the citizens of Orange, especially the long-time residents who have fond memories of the 1940's and 1950's. The Old Town Center/Waterfront area represents an opportunity for the restoration of existing buildings and development of vacant land.

Old Town Center Area Characteristics

Land Area in Old Town Center	60	Blocks	262.3	Acres
Non-Taxable Land				
Civic / Public Facilities (<i>Library, City Hall, Theater, County Courthouse</i>)			29.0	Acres
Churches			5.4	Acres
Parks and Open Space			3.6	Acres
Lamar University			8.2	Acres
Taxable Land				
Commercial Space			17.3	Acres
Parking	700	Spaces		
Residential	95	Units		
Vacant Land / Buildings			14.6	Acres

The Old Town Center/Waterfront area includes approximately 60 square blocks or 262 acres. Downtown holds seven important assets for Orange:

1. The seat of county and municipal government
2. The location of an expanding Lamar University
3. The cultural center of the region (library, theater, museum, etc.)
4. The setting where the urban areas interface with the natural environment of the Sabine River
5. Sabine River Waterfront
6. Historic structures
7. Available vacant land

See Downtown Map - Next Page

Old Town Center is characterized by the unique qualities of an East Texas waterfront community. The unique urban character of this central area, once served a population of some 60,000 people. The peak years of Orange were created by the shipbuilding industry during and after the two World Wars, combined with a major expansion of the petro-chemical industry.

Old Town Center lies approximately 1.5 miles from the I-10 exits of Simmons Drive and 16th Street. The street pattern is a grid plan, with approximate block sizes of 300' x 300', that easily accommodate traffic and commercial buildings.

Former downtown merchants have relocated to the auto-dependent, commercial areas along I-10, Brown/MacArthur/Strickland Drives, and strip commercial areas along 16th Street. More importantly many have been lost to the more favorable commercial districts in West Orange and Pinehurst. Old Town Center also suffers from being a "dead end" at the Sabine River. In general, new development since the 1980's has not occurred in Old Town Center of Orange.

Approximately 20% of the Old Town Center land area is vacant. Sidewalks and street surfaces are in a state of neglect. Vacant and abandoned buildings are in various states of disrepair. Smaller blocks are devoted to surface parking lots, some poorly maintained. The potentially attractive waterfront area along the Sabine River has been largely abandoned. Land uses, such as the new jail, have been located on the waterfront without respect to the negative urban design impact. Waterfront redevelopment opportunities should be protected and treated as one of the City's treasures.

Access to Old Town Center, is a major issue. It is not clearly marked or accessible from I-10. There is no clear "gateway" from I-10. The principal access streets to Old Town Center are 16th Street, U.S. 90 via MacArthur Drive, and Simmons Drive. The signage on I-10 does not make it clear how to get to the Old Town Center, nor which facilities are located there.

There are many latent assets in Old Town Center. Land is relatively inexpensive and there is land available along the Sabine River waterfront. Some historic buildings may be repairable. The basic infrastructure is in place (parking, streets, sanitary sewer, water lines, storm drainage)

to serve development. Old Downtown Orange may not return to a commercial retail center, but it has the ingredients to spark an office, cultural, entertainment, and residential development revival. However, it will take a focused pro-active development plan to encourage redevelopment. If the City remains in a re-active posture, decline and commercial business erosion will continue.

Many small towns in the United States and particularly in Texas, developed around a central block, such as the County Courthouse block. However, in recent years many downtowns and "Main Streets" have deteriorated when commercial development moved outside of the original downtown business districts. The Old Town Center of Orange has suffered this fate. Businesses have departed the central core, leaving no reason for people to shop, eat, or go downtown for their service needs. Many of the retail needs are met by stores located on 90A in Pinehurst and West Orange, in particular, the Wal-Mart store.

Revitalization of Old Town Center area and the Waterfront was extensively discussed at the community meetings. Old Town Center is the symbolic center of Orange. There were many sound ideas expressed about a new "theme" for downtown to restore business and activities in the heart of the community. In addition, residents supported the ideas of new streetscape amenities such as sidewalks, benches, lighting and landscaping, especially in the commercial and riverfront areas. They expressed concern about blight. Specifically, that the problem of blight contributed to the lack of tourism, boating facilities and waterfront development. Lastly, they supported the need to protect the remaining historic buildings.

Some cities have been successful in keeping their downtowns active and vibrant by developing around a central attraction or theme. Orange has this same opportunity by integrating the cultural uses (Lutcher Theater, Stark Museum, historic landmarks) with the civic uses (City, County offices) with the educational facilities (Lamar University, Orange library). Ultimately, the City needs a unified development plan and urban design theme that would complement these existing facilities. Linked together by a unified plan and design theme that is pedestrian friendly and supportive of the current uses, the Old Town Center and Waterfront could be invigorated through a mix of recreational activities and service related land uses. Such uses will attract people during the day and evening, building upon the vitality of each.

A big question looms - what are the sources of funds to regenerate and revitalize this once proud area? The impetus to fund an Old Town Center redevelopment plan starts with a commitment to become pro-active in the revitalization. A city can wear many hats in facilitating a revitalization development plan. The Development Plan should begin by supporting and coordinating the expansion of Lamar University. Specifically, the Plan should:

- Create pedestrian corridors to connect the institutional uses to the park land on the waterfront.
- Establish a Tax Increment Reinvestment Zone (TIRZ) for the greater Old Town Center area including providing for a mixed land use plan that incorporates residential, retail and commercial uses.

- Identify all publicly and privately held land along the waterfront and establish a plan to beautify it, opening the waterfront to the Old Town Center.
- Support and encourage the expansion of Lamar University by closing unnecessary street ROW's and creating shared parking areas.
- The City should lead by example by designing new City facilities to architecturally fit the historic theme of the Old Town Center.
- Establish a tax abatement for revitalization of historic areas to support tourism and create jobs or housing in the Old Town Center.
- Create an entertainment district with support restaurants; they can form the anchors for a revitalized downtown.
- Attract centralized government offices and services for the region; centralized government offices will support law offices, restaurants, day care and retail.
- Institutional uses should be linked with pedestrian corridors that are landscaped with street lights and benches.
- Encourage marina development providing both public and private facilities, anchored with a boat dealership.
- Support resident student housing, if it becomes necessary.
- Identify historic revitalization theme which supports rehabilitation of existing structures and requires new construction to follow that same theme.
- Establish a new ordinance restricting the locations of sexually oriented businesses.

Additional opportunities exist with regard to redevelopment and re-use of Levingston Island. The Island encompasses approximately seventy-seven (77) acres and is located less than one-quarter mile across from Orange's Old Town Center/Waterfront, in the Sabine River in the State of Louisiana. It represents a unique location and setting for development of numerous uses. New development on the island would be a tremendous boon to Orange, especially Old Town Center. It has the nearest dry land that would support a boat dock or marina for access to and from the island. Land along the western borders of Louisiana is virtually undevelopable, which narrows the competition.

The Goals, Objectives, and Implementation Strategies for the Old Town Center and Waterfront area of Orange are written for the purpose of maximizing the development potential of the area by providing a mixture of day and nighttime land uses, including recreational activities creating a fun and inviting downtown; and further capitalizing on the existing educational and cultural facilities at Lamar University, the Orange library, the Stark Museum, Lutcher Theater, and nearby historic buildings and historic districts.

C. GOAL FOR OLD TOWN CENTER/WATERFRONT

1. **Create activities and new investment downtown. Develop the waterfront as a major visual amenity and activity generator, emphasizing educational, cultural and institutional uses.**

D. OBJECTIVES FOR OLD TOWN CENTER/WATERFRONT

- 1. Improve the appearance of access streets and appearance of the Old Town Center/Waterfront from Interstate 10.**
- 2. Facilitate and promote expansion of Lamar University as the key element of downtown activity.**
- 3. Centralize the City of Orange and Orange County government facilities and staff in Old Town Center.**
- 4. Establish private and public financial and regulatory incentives to promote and attract economic development, waterfront activities and tourism.**
- 5. Provide waterfront activities for citizens of Orange.**

E. IMPLEMENTATION STRATEGIES FOR THE OLD TOWN CENTER/WATERFRONT AREA

- 1. Obtain attractively designed new signage from the Texas Department of Transportation (TXDOT) alerting motorists of exit “gateways” to the Old Town Center**

Signage inside and outside of the interstate right-of-way is governed by the Texas Department of Transportation (TXDOT). Signs that can be seen from the traveled lanes of a highway in Texas are regulated by the Texas Manual on Uniform Traffic Control Devices and the Texas Highway Beautification Program. Adequate signage is not provided on Interstate 10 to identify Orange's location, its central business district, or its attractions that appeal to motorists. The City should seek approval for additional signage from the TXDOT District Engineer's office in Beaumont.

TXDOT's new policy allows for logo signage that TXDOT will install at its expense. Logos which are unique to Orange could be placed on new signs to better advertise the services and attractions in Orange. TXDOT also exempts signage for non-profit organizations who wish to advertise, subject to specific placement and size restrictions.

The City should ensure that the new State of Texas Visitor Center on I-10 includes a centerpiece for the “Gateway to Texas”, and attracts visitors to Orange.

- 2. Improve the condition of roads which provide access downtown. Provide landscaping for Simmons Drive, Green Avenue, 16th Street, and MacArthur Drive.**

City officials should approach TXDOT to request that improvements be made to State maintained thoroughfares leading to downtown, such as Simmons Drive (Highway 90), Green Avenue (Highway 90), 16th Street (Highway 87) and MacArthur Drive (Highway 90). These

roads provide the main access into Orange and give motorists a first impression of the City. Improvements should be made which visually and functionally improve these streets. Decreasing the number of curb cuts onto 16th Street will increase safety and decrease the amount of starts/stops that drivers encounter.

The City should also install landscaping, and make street improvements including striping, lighting, and thematic signage to direct drivers to various destinations. The City should consider esplanades on Simmons Drive and 16th Street. These projects could be budgeted and implemented by the City's Capital Improvement Plan (CIP). Landscaped esplanades and landscaping on the roadsides would make these streets more attractive, decrease traffic speed, provide shade for parking lots and pedestrians, and to buffer building facades. Maintenance should be a consideration with all projects that propose landscaping.

3. Adopt a sign ordinance to better regulate signage size, location, and design, with effective enforcement procedures.

The location, size, and myriad of design styles of existing signage detracts from Orange's appearance. The existing sign regulations appear too liberal and should be revised to prevent signage from dominating a streetscape or building design.

Sign ordinances should be applied as performance standards to ensure that small buildings do not enjoy the same allowable sign size, height and placement as large structures. Except for freeway frontage, sign height should be limited by the height of the building it adjoins or to which it is affixed. Excluding berm signs, placement should be coordinated with the setbacks from the street edge so that signs do not impede views or interrupt landscaping along the street. Temporary signs should be limited by special permit to use for only a certain number of days.

Regulations for special districts should include provisions governing color, lighting and materials. A cohesive design theme, equitably applied and enforced, in special districts would improve the appearance of Orange's commercial areas while not limiting the business owners' ability to advertise.

If new sign regulations are adopted, an amortization schedule should also be adopted which allows for existing nonconforming signs to be removed in a specified period of time. Amortization periods may range in duration from 5 to 15 years depending on the sign value. New signs would be required to conform to regulations immediately.

4. Close selected city streets to facilitate expansion of Lamar University and government facilities, to create a pedestrian-friendly, campus environment linked to the waterfront. Continue to make publicly-owned land available for the expansion of Lamar University.

Lamar University is four-year university. The main campus is located in Beaumont. The Orange campus of Lamar University is a two-year school serving 1,500 students and is considered a commuter's school. Most of the students live within the local area. There are limited student

activities and no student housing. The University has expressed interest in expanding its campus. The ability to close local streets with minimal regulatory intrusion, is necessary to facilitate the expansion and growth of Lamar University. A development plan should incorporate closed streets to create a visually appealing, pedestrian-friendly campus environment. Chapter 272 of the Local Government Code grants Texas cities certain powers regarding rights-of-ways without consideration, if the project is for a public purpose.

Lamar University is a catalyst for future downtown development. Its expansion into existing vacant and unused land will improve the viability of Old Downtown Orange and increase the opportunity for other land uses because of its attraction to students and others to the downtown area. However, it is important to ensure that pedestrian and vehicular corridors are preserved and protected as a part of that expansion. The City should work closely with the University to assist in implementing its expansion plans by encouraging any rehabilitation or expansion that would complement the historic theme of the Old Town Center.

5. Plan to relocate Planning, Building and other City offices to downtown to centralize City services, with provisions for future expansion..

City and County services should be centrally located to increase their identity and effectiveness to the public. The synergy of co-locating government services in the Old Town Center will also increase the downtown population. This increase in population will necessitate other retail and service oriented businesses such as day care, restaurants, or dry cleaners.

The City should develop a Capital Improvement Plan (CIP) that budgets for the relocation of the City's offices in the next five years.

6. City and County should work together to create a cohesive, beautified, pedestrian designed development mall that links the City/County offices, Lamar University, museums, parks, and theaters.

In 1995, the State Legislature adopted legislation that places the Lamar University System into the Texas State University System (TSUS). TSUS has indicated a commitment to beautify the Lamar University campus, while maintaining its status as a commuter campus. Lamar University Administration has indicated a desire to maximize its resources by developing a campus master plan which compliments the City of Orange's Master Plan for its Old Town Center/Waterfront area. This would best be accomplished by including Lamar University Administration in any discussions dealing with improvements to the Old Downtown Orange area. Additionally, the City should take a pro-active approach to physical planning and development methods that encourage development of the Lamar University campus, such as closing streets and making land available to the University, as discussed in section G4 of this chapter. An old town center development plan should include a pedestrian mall that links existing civic and cultural land uses - Lamar University, Lutcher Theater, Stark Museum, City Hall, and Orange County. The plan should be inviting to pedestrian users. It should incorporate shaded areas for congregating, parking, and incorporate an identified theme for streetscape design items such as landscaping and lighting.

7. The City should create a Tax Increment Reinvestment Zone (TIRZ) which covers property in and around the Old Town Center that will create a fund to finance physical improvements downtown for streetscape amenities, such as street and sidewalk repairs, decorative paving, streetlights, and landscaping; all public and private improvements should be done in conformance with a downtown historic theme; a TIRZ will encourage reinvestment and redevelopment for specific uses such as a marina, outlet malls/shopping areas, RV park, motels, bed/breakfasts, grocery stores, antique stores, restaurants and entertainment.

A tax increment district provides a great incentive to private sector investment. The increment is created by the difference between the base property value and the increased property value which will occur following physical improvements and new investment into property in a specific zone. The City continues to enjoy the current property taxes collected on the property. The tax increment is then allocated to the Zone to fund specific improvements according to a Development Plan for the Zone. The improvements could include the extension of streets, infrastructure, parking, landscaping, fencing or other related development costs. These types of financial incentives encourage new development and increased property value, which would not have occurred, "but for" the City's pro-active role. A full description of the creation and operation of a TIRZ is provided in the Economic Development Section of this Master Plan.

8. City and County should establish a tax abatement program for historic sites and buildings. There are two options: one program could offer a 50% tax abatement for ten years, the other a 100% tax abatement for five years, for any improvement in the Old Town Center/Waterfront area that extends the life or use of an existing structure, or for new construction which is consistent with the architectural character of Orange.

Without improvements, the Old Town Center will continue to deteriorate. Improvements to existing buildings and construction of new buildings will enhance the viability and vitality of downtown. Like other small cities, new commercial development has taken place away from the Old Town Center. Property tax abatement is one way to encourage new development and business in the Old Town Center. Large retailers and small business operators can be encouraged to locate downtown rather than on the outskirts, with incentives such as tax abatements, assemblage of land made available at a reasonable cost, street closures, and other financial and physical incentives. The temporary loss of property tax, which depends on the agreed terms, would be offset by increased sales tax collection and with the rise in property value following new development. However, tax abatements cannot be granted within a TIRZ as they are not compatible with achieving the financing goal of a TIRZ. Tax abatements are discussed in detail in the Economic Development Element section of this Master Plan.

9. Make publicly-owned land in the Old Town Center available at a reduced cost to promote economic development.

A deterrent to developing in-fill property in commercial areas is the acquisition of land of a size and shape which will accommodate the construction of new buildings. Land in Old Downtown Orange which is owned by the city, county or other government entity which is determined to have no direct public function, should be made available at a price which would be attractive to developers. Although the City or County may not receive market value today, the development will result in increased property taxes. The City should extend this incentive when the proposed development furthers the goals and objectives of the Comprehensive Plan.

10. Amend the Zoning Ordinances for the Old Town Center and Waterfront area which allow for mixed-use development and/or tourist related development, such as bed/breakfast, office development, institutional, government, retail, marine activities, shopping and land uses which facilitate nighttime uses of the Old Town Center

In order to make Old Downtown Orange attractive for new development, regulations should be amended that allow a variety of complementary mixed land uses. Following adoption of the Master Plan, the City should undertake a study of the existing zoning ordinance to make sure that the zoning ordinance is complimentary to the goals of the Master Plan.

11. Adopt city ordinances, policies, or resolutions that include design standards for new development in Old Town Center/ Waterfront and actively encourage the improvement of all vacant land in the area.

New development should be designed in a manner which conforms to the existing historic character of downtown, consistent with a common theme. All new development should be visually pleasing, serving as a magnet to attract both business and tourism by incorporating such elements as shaded seating areas and lighting for nighttime use. The City should consider all options to encourage the visual improvement and maintenance of vacant land, even if it is not developed. All vacant land should remain free of trash, and to the extent possible, asphalt on lots which are not used for parking should be removed and replaced with grass. Rather than vacant parking lots and abandoned buildings, more green space and areas attractive to pedestrian strollers, especially along the waterfront, should be provided. Vacant buildings should be maintained at some minimal standard to avoid becoming nuisance attractors. In accordance with the performance based standards recommended in this plan, setbacks in the Old Town Center should be relaxed to allow for streetscapes, encouraging the historic flavor of development.

A design theme should be chosen for the Development Plan for the Old Town Center/Waterfront area which takes into account Orange's historic character and development history. The theme should be incorporated in all aspects of new development design including signage, seating, lighting, and paving. Building architecture and streetscape features should relate to the designs used in the early 1900's when many of the City's early buildings were completed. The rich naval

heritage of the City, acquired as a ship building center during the two World Wars, might provide other appropriate themes for use in the Development Plan.

12. Increase waterfront uses and activities, parkland, and pedestrian areas in the Old Town Center/Waterfront area

The Sabine River waterfront adjacent to Orange is a tremendous untapped resource. The waterfront abounds with opportunities for the development of water-oriented activities and facilities, such as a public marina. A public marina would allow for the berthing and launching of private and commercial boats with easy access to Sabine Lake, the Gulf of Mexico and/or the Sabine River and its tributary bayous. Many cities have used their waterfronts to attract uses, such as condominiums, restaurants, and shopping, which compliment their waterfront and marinas. In order to attract this type of development, appropriate financial incentives must be provided. Financial incentives are discussed more thoroughly in the Economic Development Element of this plan.

In order to make downtown user-friendly and attractive to pedestrians and shoppers, pedestrian corridors and trails leading to publicly owned land must be protected. A beautification plan should be incorporated in the Downtown Development Plan. Where segments of the trail or pedestrian corridor may be blocked by private property, the City should work with the private property owners to obtain scenic easements to insure that physical connections are made.

Orange is also a port city. Activities within the Port should be supported. To the extent possible industrial uses of the Port should be reserved for areas on the east side of town, the industrial district areas and the southwest side of the Old Town Center. However, certain industrial uses such as shipping can serve as tremendous tourist attractions and can co-exist as land uses in the Old Town Center. It is important to the City and the Port to work together toward common goals.

13. Adopt an ordinance which regulates demolition of designated historic buildings in the Old Town Center/Waterfront area.

Existing historic buildings lend character and charm to the downtown area. Once these buildings are destroyed, this historic ambiance is difficult to duplicate or replace. With each demolition of an historic structure, a piece of Orange's history is lost. Buildings designated as historic landmarks should be protected by a six-month grace period before demolition is permitted. This issue is discussed in greater detail in the Historic Preservation Element of this plan.

14. Design Guidelines for Old Town Center/Waterfront Development.

Design guidelines should be adopted to provide property owners, architects, and developers with illustrative criteria for new and restoration construction in Downtown, insuring that all projects comply with high-quality architectural standards. The guidelines should be crafted around a design theme tied to Orange's historic character. They should include the powers of enforcement and be adopted by City Council.

The purpose of guidelines is to maintain the existing historic character of Orange while improving its visual appearance. The following categories depict some of the design aspects and design character elements which the guidelines should address:

- Height and Bulk Regulations, Setbacks
- Historic Renovations
- Alteration of Building Facades
- Signs and Graphics (size, location, style, type)
- Sidewalks, Paving
- Landscaping
- Canopies and Arcades
- Street Furniture (benches, planters, lighting, banners, trash receptacles)
- View Corridors
- Special Regulations for Lots Fronting Water or Public Parks

V. COMMUNITY FACILITIES QUICK REFERENCE INDEX

- A. TOOLBOX SUMMARY OF IMPLEMENTATION STRATEGIES**
- B. OVERVIEW**
- C. GOAL FOR EXISTING COMMUNITY FACILITIES**
Create facilities and programs which meet the service and recreational needs of Orange
- D. OBJECTIVES FOR EXISTING COMMUNITY FACILITIES**
 1. Acquire additional parkland in appropriate locations to provide adequate and useable open space linking existing and future parkland, schools and neighborhoods.
 2. Increase use and appeal of existing community/recreational facilities owned by the City, County, Lamar University, school districts, and private industry.
 3. Consolidate the City of Orange and Orange County Government facilities and staff to the Old Town Center area.
- E. IMPLEMENTATION STRATEGIES FOR COMMUNITY FACILITIES**
 1. Identify programs in a city Capital Improvement Plan for physical improvements to existing City community facilities including the acquisition and development of parkland, and linked pedestrian and bike trails.
 2. Seek opportunities to make the facilities of Lamar University and school districts more accessible to the community at-large.
 3. Seek development opportunities for a convention/civic center in the Old Town Center area that would accommodate approximately 500 people.
 4. Consolidate the City of Orange and Orange County Government facilities and staff to the Old Town Center area.

A. TOOLBOX FOR COMMUNITY FACILITIES

Tools	Description of Tool	Authority	Type of Tool	Potential Projects
Capital Improvement Plan	Master Plan for all public improvements	City Council	Regulatory and Budgeting	Improvements to community facilities, development of parkland and trails
Make facilities at schools accessible to community	Increase use of public land for education and recreation uses for general public	City Council	Policy agreement	Lamar University, all public schools
Seek opportunity to develop 500 person civic center	Attraction for large groups	City Council	Economic development	Vacant land downtown
Consolidate City and County facilities to the Old Town Center Area	Improve public service and facilities management	City Council/County Commissioners	Capital Improvement Plan	Vacant land or existing buildings

B. OVERVIEW

Community Facilities are those public and quasi-public services, programs and buildings which provide citizens with a safe, healthy, interesting and active community life. Community facilities in Orange, such as parks and libraries, are not limited to use solely by its residents. These facilities are utilized by residents of the surrounding communities at large. Under a Mutual Aid Agreement, the Orange Fire Department responds to incidents in both Pinehurst and West Orange, usually at no cost to those jurisdictions. Please refer to the Introduction, in the Overlapping Government Services section of this Plan, for more discussion of this issue. Orange community facilities include the following services, buildings and equipment:

1. Police	7. Libraries
2. Fire	8. Hospitals and public health facilities
3. Emergency Medical Service (EMS)	9. Parks and recreation areas
4. Government functions	10. Public schools, private schools
5. Cultural facilities, museums	11. Wastewater treatment plant
6. Airports	

Quality community facilities are essential to maintaining the vitality of a city. Serving as a cornerstone for economic development, they attract and serve residents and businesses. Community facilities, together with the public street network, form the "capital web" on which future growth and development depend. Periodic evaluation of the Community Facilities should be made to determine whether service standards are meeting the needs and expectations of the residents.

During public meetings, residents spoke strongly about the need for new indoor recreations facilities to serve both the youth and elderly of the community. Residents cited the need for more sidewalks, bikeways and pedestrian paths linked to parks and schools. Many residents want to see the Natatorium improved to provide year-round swimming and aquatic programs. Improvements to Ridgemont Park and the expansion of Levingston Park were mentioned as projects the public wants implemented. Numerous citizens spoke about reopening the YMCA, perhaps in another location. The public would like to see more efficient use made of existing facilities through cross-utilization of sports, parks and school facilities. The public meetings yielded an endorsement for a riverfront marina and sports park.

A Capital Improvement Plan (CIP) is a master plan and budget schedule for all public capital improvements. A CIP gives the City Council and City Departments the ability to plan ahead for budgeting, personnel, and construction of public improvements, such as street repairs, drainage improvements, traffic signals, street lighting, park improvements, etc. The CIP should be a five-year document. Proposed improvements found in a CIP are by definition capital intensive. Project design should be budgeted for the first year with construction in the second year and thereafter. This gives the City the ability to design and build improvement over time. The CIP can be supported by several revenue streams including General Fund Bonds. The size and scale of the CIP are dependent on the public projects to be undertaken.

A CIP is a tool for implementing the Comprehensive Master Plan. Orange will adopt and maintain a five-year CIP which, in addition to the usual public improvements mentioned above, would include programs for acquiring land to be used as parks, specific improvements to community facilities, and linking bike and pedestrian trails to existing parks, schools, and other facilities. As items in the five-year CIP are funded and completed, the City should update the CIP and the Master Plan for the following year.

The City could achieve greater leverage in qualifying for available grants by creating and implementing a Master Parks and Recreation Plan. Additionally, a Master Parks and Recreation Plan would give the city an opportunity to plan and budget improvements to the City's park and recreation system in conjunction with the CIP and Comprehensive Master Plan.

Orange does not use capital improvement programming as a part of its budget process. Therefore, no long-term budgeting exists for the future acquisition or repair of City facilities. Lack of CIP planning creates funding problems, especially when large scale improvements must be undertaken. CIP planning enables the city to prioritize improvements and plan for budget expenditures. It also diminishes the potential for increases in property tax rates.

School Districts - Orange is served by four school districts. The cost of administration of four separate school districts in a relatively small geographic area is an issue that deserves additional study. See discussion of school districts in the Introduction Section of the Plan.

Fire Stations - The City is served by three (3) fire stations geographically spaced throughout Orange. The City's boundaries are impacted by existing railroad tracts and highways that delay, at certain times, the dispatching of fire services. There is a need to locate one of the stations further west to serve the area between FM 62 and I-10. This type of project should be coordinated with the development of a Capital Improvement Program, the budget process and with other neighboring jurisdictions where possible.

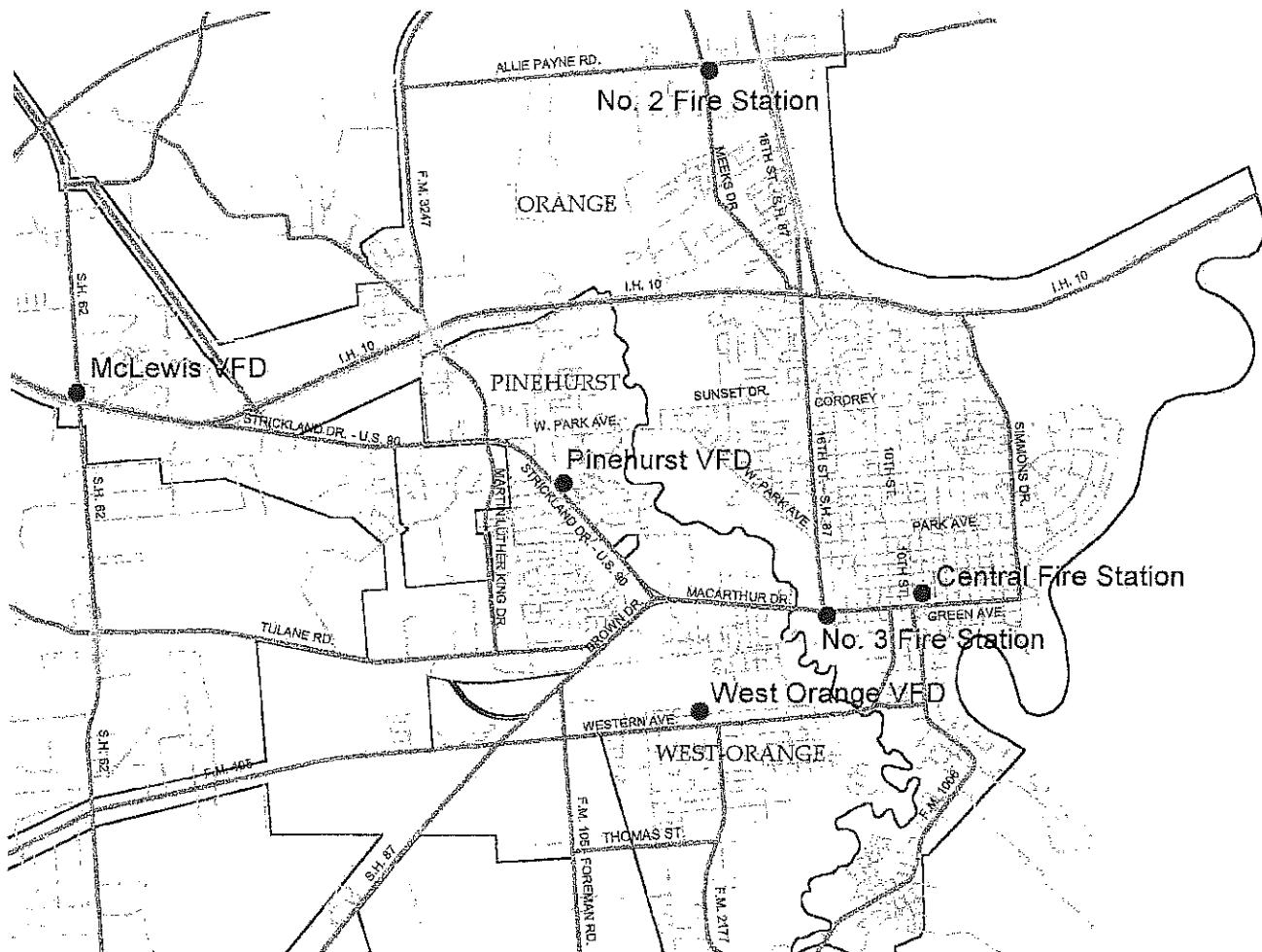
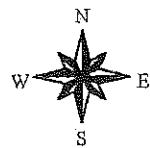
See Area Fire Stations Map - next page

Police Services - Emergency services such as Police Protection are critical to a community. Multi-jurisdictional contract police services should be a consideration for the greater Orange area. There are significant savings in avoiding duplication of dispatch as well as administrative services.

C. GOAL FOR COMMUNITY FACILITIES

Create facilities and programs which meet the service and recreational needs of Orange.

Area Fire Stations



0 1 2 Miles



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fire; Area Fire Stations
Last Revised: 10/11/95

D. OBJECTIVES FOR COMMUNITY FACILITIES

- 1. Acquire additional parkland in appropriate locations to provide adequate and useable open space linking existing and future parkland, schools and neighborhoods.**
- 2. Increase use and appeal of existing community/recreational facilities owned by the City, County, Lamar University, school districts, and private industry.**
- 3. Consolidate the City of Orange and Orange County Government facilities and staff to the Old Town Center area.**

E. IMPLEMENTATION STRATEGIES FOR COMMUNITY FACILITIES

- 1. Identify programs in a city Capital Improvement Plan (CIP) by making physical improvements to existing City community facilities, as well as acquiring and developing of parkland, and linked pedestrian and bike trails.**

It is not practical to budget expenditures for major capital improvements year to year. It is critical to accomplish the goals of the Master Plan by establishing capital planning over a period of several years. Examples of capital improvement planning can include fire station relocation, utility improvements, annexation services and other similar municipal services. Strong capital improvement planning can reduce variances in municipal financing. Priorities can be established and the needs of the community can be met in an logical and financially reasonable fashion. Certain public facilities such as parks and bike trails may be developed at the expense of private developers as part of land development proposals. Or, public facilities can be developed under a Capital Improvement Plan in relation to existing or planned development in locations that best serve the public.

- 2. Seek opportunities to make the facilities of Lamar University and school districts more accessible to the community at-large.**

The City should approach Lamar University and the four local school districts to make the facilities at these schools more accessible to the public, perhaps on a fee basis. This would open-up to the public much needed recreational and other types of facilities. In so doing, taxpayers dollars would be put to better use, and the schools would receive revenue from buildings that would otherwise go unused.

- 3. Seek development opportunities for a convention/civic center in the Old Town Center area that would accommodate approximately 500 people.**

The nearest convention/civic centers are located in Beaumont and Port Arthur. Most large group meetings in the Orange area are held in hotel conference rooms due to the lack of facilities. A convention center could serve the entire southeast Texas area by providing meeting and

convention space for large groups, bringing visitors to Orange. This type of community facility should be part of the City's CIP. Hotels and other services would likely follow. The issue of funding such improvements will arise with this proposition and should be addressed by joint cooperation with all benefiting jurisdictions. Financing could include public and private sector sources. The City should leverage public financing availability with private resources.

4. Consolidate the City of Orange and Orange County Government facilities and staff to the Old Town Center area.

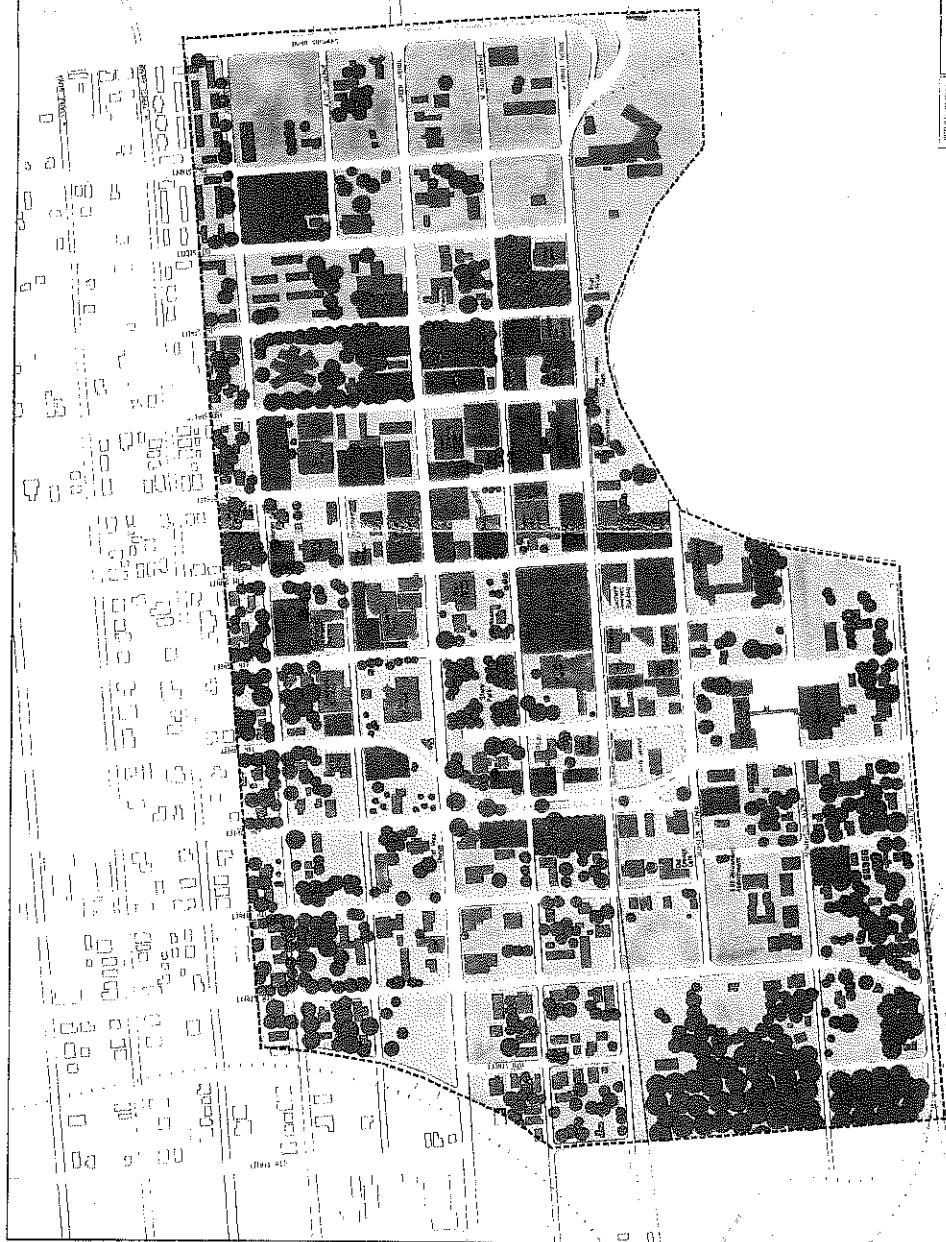
City and County services should be centrally located to increase their visibility and effectiveness to the public. Locating government services in the Old Town Center will also increase the use of the area. This may result in greater demand for service oriented businesses such as day care, restaurants and dry cleaners. This relocation should be included in the Capital Improvement Plan to be accomplished in the next three years.

City of Orange

Downtown

May 1995

Scale: 1" = 200'



City Operated and Other Facilities

Facility Location	Site Size	Building Size	Uses/ Equipment
City Hall	1.5 acres	6,915 square feet	Administrative, finance, personnel, data processing, 2-story historic building
Link Street Service Center	3.1 acres	2,394 square feet	Water plant; 30 employees
Jackson Street Wastewater Treatment Plant	6.6 acres	N/A	Sewage treatment plant; 5 employees
Polk Street Service Center	3.5 acres	17,150 square feet	Primary service garage for all city vehicles and equipment; 50 employees
Orange Natatorium	2.0 acres	17,242 square feet	Public indoor swimming pool, sundeck, picnic area
Central Fire Station #1	0.6 acres	10,514 square feet	Built in the 1940's; 6 bay station, 4 engines, staff cars; 40 firefighters and trained EMT's
City Fire Station #2	0.9 acres	3,083 square feet	2 bay station with 1 engine
City Fire Station #3	0.3 acres	2,890 square feet	2 bay station with 1 engine
Central Police Station	1.1 acres	5,960 square feet	Force: 42 officers, 12 civilians; patrol group: 4 groups, 20 vehicles building: police training, briefings, holding cell, 911 communications center; occupied building in 1975
Thomen Center	4.5 acres	38,886 square feet	Planning, Public Works, Parks and Recreation; 1-story building built in the 1940's
Orange Public Library	2.1 acres	23,350 square feet	76,000 books; annual circulation 192,000
Orange Port Authority			Handles primarily dry goods cargo, Sabine River 30 feet deep, 400 feet wide; employs 10 people, served by rail, motorfreight, barge carriers
-Office property	3.0 acres	6,600 square feet	N/A
-Other property	200+ acres		
Animal Shelter	3.3 acres	1,344 square feet	Shelter for stray animals, pet adoption
Baptist Hospital - Orange	11 acres	202 Beds	Largest hospital in area; not-for-profit
Citizen Service Center	N/A	±1,000 square feet	National model; located in housing project (100 units); activities for children

In addition, major Orange County offices are located in Old Town Center - County Courthouse and Administration Building, Orange County Jail, Probation Department and the Public Works Building.

Recreational Facilities - Private

Facility Location	Site Size	Uses/Equipment
DuPont Employee Recreation Area	65.8 acres	Private recreation for employees
J. Ray McDermott Company Employee Rec. Area	121.3 acres	Private recreation for employees
Shangri-La Garden	235 acres	Private botanical garden
Sunset Grove Country Club	106.8 acres	Clubhouse, pool and 18-hole golf course, tennis courts
Chevron Employee Recreation Area	100 acres	Private retreat; meeting area
Bayer Employee Recreation Area	5 acres	Private retreat; meeting area

Existing Cultural Facilities

Facility Location	Building Size	Uses/Equipment
Lutcher Theater	54,450 square feet	Seats 1,446; 30,000 annually; major entertainers
Stark Museum	54,800 square feet	Important collection of art of the American West
Orange Heritage Museum	±2,500 square feet	History museum and historic buildings
Orange Community Players Theater	±3,000 square feet	Local playhouse
First Presbyterian Church	±4,000 square feet	Historic church
W.H. Stark House	±3,000 square feet	Historic home
Farmers Mercantile	±2,000 square feet	Historic retail store

VI. ECONOMIC DEVELOPMENT ELEMENT QUICK REFERENCE INDEX

- A. TOOLBOX SUMMARY OF IMPLEMENTATION STRATEGIES**
- B. ECONOMIC OVERVIEW OF ORANGE**
 - 1. Employment
 - 2. Retail Sales
 - 3. Orange County Navigation and Port District - "Port of Orange"
 - 4. Summary of Programs Recommended for Economic Development in Orange
- C. GOAL FOR ECONOMIC DEVELOPMENT**

Create a stable, economically viable and attractive community, providing jobs and creating a strong tax base.
- D. OBJECTIVES OF ECONOMIC DEVELOPMENT**
 - 1. Establish public financial and regulatory incentives for all aspects of economic development by Oct. 1, 1996.
 - 2. Target tourism programs for families, retirees, and "winter-Texans".
 - 3. Annex property located in the ETJ into the City limits, under certain conditions.
- E. IMPLEMENTATION STRATEGIES FOR ECONOMIC DEVELOPMENT**
 - 1. Provide city-initiated financial incentives and initiatives to attract new businesses and entrepreneurs to Orange.
 - a) Public Improvement Districts (PID)
 - b) Tax Increment Reinvestment Zones (TIRZ)
 - c) Tax Abatement
 - d) Sales Tax Available For Economic Development (State Programs 4a & 4b)
 - 2. Create a city/county/school district partnership for financial incentives to attract new businesses to Orange.
 - 3. Amend development regulations to attract specific commerce and industry, such as outlet shopping, marina, and recreational vehicle (RV) park(s).
 - 4. Inventory publicly owned or foreclosed property, and sell at below market prices if a development project plan complies with the City's Master Plan goals and objectives.
 - 5. Promote tourism by marketing Orange's naval heritage, recreational activities and historic character in other cities, counties and states.
 - 6. Adopt an annexation plan that allows the City to annex property in the City's ETJ that can be adequately served by City services while not creating a tax burden to the City.

A. TOOLBOX for ECONOMIC DEVELOPMENT

Tools	Description of Tool	Authority	Type of Project	Potential Projects
Public Improvement Districts	Property owner assessment to pay for specific improvements	City Council	Commercial, residential improvements in a specific district	Old East Orange, Riverside Terrace, Historic Districts, CBD, DuPont Homes
Tax Increment Reinvestment Zones	Tax increment on increased property value pays for specific improvements	City Council	Commercial, residential improvements in a specific zone	Old East Orange, Riverside Terrace, Historic Districts, CBD, DuPont Homes
Tax Abatement	Abatement of all or portion of property taxes for a specific period	City Council	New business promotion	Unlimited
Sales Tax - 4A, 4B	Increase in sales tax to pay for specific projects	City Council/ Voter Approval	Specific job creating projects or general quality of life improvements	New business and industry, capital improvements to neighborhoods, old downtown, commercial areas
Community Development Block Grants (CDBG)	Federally funded program that grants cities funds for all types of projects that benefit the disabled, the elderly and low to moderate income people	City Council	Infrastructure improvements, social programs, housing and economic development	Old Town Center economic development, Capital improvements in Old East Orange and the Cove
Annexation Plan	Provides for the City's ability to annex area intended to be part of the City	City Council	Economic development, public service	All areas in the City's ETJ

B. ECONOMIC OVERVIEW OF ORANGE

Attracting new businesses and additional business investment into the City of Orange present significant challenges to local officials. Competition exists not only between local cities, but nationwide, and in some respects worldwide. There are a variety of tools, including financial incentives, zoning designations and special district uses to attract businesses and industry. Prospective companies in today's competitive market are being courted with a wide variety of financial incentives. The City must develop a package of financial incentives and initiatives to compete with other cities. For example, the Interstate 10 Development Corridor (I-10C) zone was adopted by the City Council to encourage commercial development of the I-10 corridor. Economic development and diversification are crucial to continued vitality and growth in the City of Orange.

The City's goal in initiating economic development programs is to create a stable, economically viable and attractive community, which provides jobs and creates a strong tax base. By providing a more conducive atmosphere for business, the City is more likely to keep existing businesses, and attract new businesses. The resulting private investment in the community will strengthen the tax base and reinforce the City's ability to provide a better quality of life.

1. Employment

The largest employers in the City of Orange include DuPont, Bayer, Chevron and West Orange-Cove Consolidated Independent School District. Basic industries, as defined by an economic base study of Orange County, include manufacturing (specifically paper, chemicals and allied products, rubber and plastic products, primary metal industries, transportation equipment), general construction and special trade contractors, and retail trade.

Modest employment growth is projected in the primary industries of Orange County. Total employment for Orange County is projected to grow from an estimated 32,100 in 1995 to 36,310 by the year 2020, or an increase of only 4,210 jobs. Retail trade has the highest projected growth rate of all the major employment categories.

Orange's employment base is susceptible to the manufacturing and the oil and gas industries. Like many communities, Orange must begin to diversify in order to expand its economic base to strengthen its competitive edge. Diversification includes exploring how to expand beyond the petro-chemical industry to a broader base in the manufacturing of other finished goods. Diversification does not mean a "shot gun" approach, rather the City should carefully target economic sectors that enhance existing businesses and industries.

2. Retail Sales

Annual retail sales in Orange County were approximately 20% higher in 1990 than in 1980. However, when adjusted for inflation, retail sales have actually decreased by about 20% over this period. In contrast, annual retail sales in the entire state of Texas rose almost 60% from 1980 to

1990. Contrasting the trend in the state as a whole, retail sales per income dollar in Orange have fallen over this period and remain about 10 to 15 cents less than the state average.

Total sales in the City of Orange rose 25% from 1985 to 1990. Total sales in 1990 were \$207,019,276 and \$243,685,478 in 1993. The majority of this total, about 65%, came from retail trade. Manufacturing represented the majority of the remaining sales. Retail sales opportunities include regional shopping, tourism and service industries.

3. Orange County Navigation and Port District - "Port of Orange"

The Port of Orange offers maritime and industrial commerce opportunities. The Orange County Navigation District was created in 1953. It is a deep, fresh water channel located just south of the city limits on the Sabine River, which leads to the Gulf of Mexico approximately thirty-eight (38) miles to the south. Ships depend on its "safe harbor" from hurricanes and its fresh water to clean ship systems.

The Port handled about 45,000 tons of cargo in 1993-94. In 1994-95, this amount increased 300% to approximately 180,000 tons. The primary cargo handled by the Port is bagged commodities, such as beans and flour. Only during the late 1960's was more cargo handled than in 1994-95. More increases are expected with the widening and dredging of the Alabama Street slip, which is where the majority of cargo is handled. This dredging and widening will allow larger ships to use the port with improved maneuverability. Since the Port of Orange currently ranks third, it must continue to position itself strategically in the competition for port business among the other Golden Triangle cities of Beaumont and Port Arthur.

The District levies a tax of 1.7% or \$0.017 for every \$100 of property value. A typical \$60,000 house currently pays \$10.26 annually towards the operations of the Port. The Port's Commission is comprised of five (5) members. The Board is elected by the county residents. They operate an annual budget of \$2.9 Million which includes \$1.3 Million for capital outlay and expenditures.

In September, 1995, the Port of Orange initiated a Strategic Planning process. A Mission Statement was published with a survey to obtain public comment in local newspapers. The draft Mission Statement is:

"The Orange County Navigation and Port District exists to maintain, enhance, and expand the infrastructure within Orange County to competitively provide Port services and facilities to accommodate and promote the maritime industry. The Port District is obligated to optimize the increase in positive economic impacts of the Port activities on the community through revenue production, job creation, economic development, and minimization of the tax burden".

4. Programs Recommended for Economic Development in Orange

The City should target certain economic development programs in areas such as Old East Orange, Riverside Terrace, the Old Orange historic area, and the Old Town Center. Programs are available to Orange under existing state law. However, local ordinances and criteria must be developed to implement any of these districts or programs.

Old East Orange appears to be the area that is in the most distress in Orange. The area is associated with crime, prostitution, drugs, blighted properties, trash and ill-maintained yards and homes. These factors result in a heavy fiscal burden to the City. According to residents, the stigma attached to Old East Orange detracts from the rest of Orange. Providing economic development incentives for this area may have the most positive impact on Orange as a whole. A focused effort should be taken, rather than a shotgun approach.

C. GOAL FOR ECONOMIC DEVELOPMENT

Create a stable, economically viable and attractive community, providing jobs and creating a strong tax base.

D. OBJECTIVES OF ECONOMIC DEVELOPMENT

As a result of the meetings and community input three economic development objectives are recommended to be targeted:

1. Establish public financial and regulatory incentives for all aspects of economic development by Oct. 1, 1996.
2. Target tourism programs for families, retirees, and "winter-Texans".
3. Annex property located in the ETJ into the City limits, under certain conditions.

E. IMPLEMENTATION STRATEGIES FOR ECONOMIC DEVELOPMENT

To initiate a pro-active posture the City of Orange should embrace economic development programs with specific implementation strategies that have proven successful. Programs must be designed in conjunction with the priorities of the City of Orange. Not every implementation strategy will yield results over night. Some strategies will yield positive results over the long-term only if the City pursues specific targeted courses of action.

1. **Provide city-initiated financial incentives and initiatives to attract new businesses and entrepreneurs to Orange.**

- a. **Public Improvement Districts (PID)**

General Provisions. This tool allows a city or petitioning property owners to create a special district for the expressed purpose of making physical improvements, such as infrastructure or beautification improvements, and/or even to actively market an area.

A Public Improvement District (“PID”) is a financing tool created under the Public Improvement District Assessment Act, Chapter 372 of the Texas Local Government Code. Under the statute, a city can issue PID bonds to pay for *authorized improvements* in a specific area. PIDs can be used for a variety of improvements. It is an overlapping assessment and should be used to improve an area. It is a very good tool for not only large areas, but small areas as well. PIDs are easy to administer and only require local approval.

Property owners who benefit from the improvements are assessed to pay the debt service on these bonds. The city can levy the assessment in a variety of ways. It can be a paid in a lump sum, paid annually or a variation of these options. The form of assessment is determined at the time the PID is created by the governing body based on the particular circumstances of each PID. A PID is created by the city council and needs no state agency approval. All work in a PID must be done in accordance with a specific PID plan.

Authorized PID Improvements. Authorized improvements include a wide variety of enhancements such as:

- landscaping
- fountains
- lighting
- signs
- sidewalks
- streets
- street furniture
- pedestrian malls
- artwork
- libraries
- off-street parking
- mass transit facilities
- water
- wastewater and drainage facilities
- parks

PID funds may be used to purchase real property in connection with authorized improvements and for marketing of the district. PID funds also pay for the operation and administration of the district. It can be managed by the city with the city being reimbursed operation and administrative costs by the PID.

A PID can be used to assess newly annexed areas for all or part of the cost of upgrading water, sewer and drainage systems. The PID tool allows a city to assess only those property owners who receive a benefit. A PID enables a neighborhood or commercial area to make improvements benefiting the area and spread the cost equally among all properties.

Creation. A city may initiate a PID creation or it may be petitioned by property owners to create a PID. A petition must be signed by owners of more than 50% of the appraised value of taxable real property that will be assessed. The petition must be filed with the City Secretary and must detail the general nature of the physical improvement(s), the estimated cost, the boundaries of the proposed district, the proposed assessment methodology, the proposed apportionment of costs between the district and the city as a whole, and who will manage the PID.

The city council may make findings on whether the PID petition should be further studied and may authorize preparation of a report to determine whether the proposed improvements should be made and the projected cost of the improvements. The city council may appoint an advisory body to develop and recommend a PID improvement plan. This advisory body must include property owner representatives. With proper notice, the city is required to conduct a public hearing and make findings by resolution as to the advisability, nature and estimated cost of the improvements, the boundaries of the district, the method of assessment, and the apportionment of costs.

Assessment. The advisory body must develop an on-going Service and Assessment Plan covering five years which details how the assessment is calculated. The assessment can be levied over the life of the bonds which allows the property owners to pay for the assessment over a long period of time, perhaps 15 to 20 years. The assessments are apportioned to property owners based on the property owners' benefit. They may be assessed per linear foot, per square foot of property, according to property value, or in any other manner which results in equal shares on property similarly benefited. The city's council then establishes the assessment methodology and calculations by Ordinance. The amount of the assessment on property owners may be adjusted annually. Each year, the city council conducts a public hearing with appropriate notice and levies the assessment following the hearing.

Recommendations.

1. The City of Orange should consider creation of Public Improvement Districts in an annexation proceeding for any required upgrades to water/sewer/drainage utilities where the facilities have not been installed to appropriate standards.
2. The City should consider the creation of Public Improvement Districts in the Old Town Center area and the recommended Historical District to enhance the area with amenities such as additional landscaping, lighting, benches and other streetscape amenities to encourage new investment in the area.
3. The City should consider creating Public Improvement Districts in conjunction with any Tax Increment Reinvestment Zone (TIRZ-discussed below) creation to facilitate financing of additional improvements required in City redevelopment projects but which the TIRZ is not able to financially support.
4. The City should consider using a Public Improvement District to promote in-city development of vacant land to finance infrastructure improvements.

b. Tax Increment Reinvestment Zones (TIRZ)

General Provisions. Tax Increment Reinvestment Zones (TIRZ") are a very powerful redevelopment tool. A TIRZ gives Orange a method to finance improvements in a specifically designated zone using tax increment funds that result from higher property taxes because of the physical improvements made. In accordance with State Statute Chapter 311, the Tax Increment Financing Act, cities may designate an area as a Reinvestment Zone to promote development or redevelopment of the area if such development would not occur solely through private investment in the reasonably foreseeable future. Therefore, the basis for establishing a TIRZ is to facilitate the redevelopment of an area that would not occur without the city's intervention.

A TIRZ district is created over a specific geographic area which the city targets for redevelopment. Powers vested in the district include property condemnation and zoning. These tools are effective in implementing the project plan. Condemnation powers should be used judiciously and only when all other means of working with property owners to implement the plan have been exhausted.

Tax-exempt bonds may be sold to finance public improvements within the Zone. These bonds enjoy a city's lower interest rate making redevelopment more affordable. A TIRZ/PID combination is also possible to increase redevelopment potential and financing opportunities. Additionally, if the project plan incorporates new retail, the city will benefit from increased sales tax as well as franchise fees.

As with any incentive program, a TIRZ should only be offered or applied if the proposed development is going to further the City's goals and objectives. For instance, in creating a TIRZ, the City must consider the impact on residential property owners and take steps to ensure that a sound relocation plan is put into place, if displacement is a possibility. Creation of a TIRZ should target the specific objectives such as those identified in the Comprehensive Master Plan.

At the time the TIRZ is created, the base taxable value is established. Existing taxing jurisdictions do not lose any current property tax collection. Two-thirds of the taxes generated on the increased property value, which is the increment, above the base value are dedicated to paying debt service on the TIRZ bonds, which funded the zone improvements. If no bonds are issued, these tax increment funds may directly finance the zone improvements. Unlike a PID, no assessments are made over and above the normal property taxes. The remaining one-third of the taxes on incremental property value increases are dedicated to providing low/moderate income housing throughout the city. All taxing jurisdictions, city, county, school and others may participate in whole or in part, in the TIRZ, but are not required to do so.

For example, assume the value of the project area is \$1 million. The proposed project includes the redevelopment of 100 residential lots and a commercial district. The project property value increases to \$25 million over 5 years. The resulting incremental property tax revenue is \$159,600 of which 2/3 (\$106,400) would be used to pay debt service on the project plan improvements. The 1/3 incremental tax revenue for housing would be an estimated \$53,200. This could be leveraged with other housing funds to assist the city in implementing its current

Comprehensive Housing Affordability Strategy (CHAS). Once the bonds are retired for the project plan, the taxing jurisdiction would begin to collect 100% of its property taxes at the enhanced appraised value.

See **Tax Increment Reinvestment Graph - next page**

Authorized Improvements. Redevelopment activities for the zone must follow a redevelopment and land use plan. This plan must be approved by the city's Planning Commission and be consistent with the city's Master Plan. Public improvements within the zone must be aimed at increasing the aggregate taxable value of property within the district by at least 20% during the life of the zone. Adequate infrastructure improvements to serve the zone must be provided and constructed according to city standards. If applicable, relocation assistance must be provided for persons who are displaced by the implementation of zone improvements.

Creation. The city may initiate or may receive a petition to create a TIRZ. In an area with more than 10% residential property, the petition must be signed by owners of property constituting at least 50% of the appraised value of taxable property in the zone. In an area that is 10% or less residential, the city's Council may designate a Reinvestment Zone without a petition if the area is substantially blighted. An area qualifies for creation if the area has:

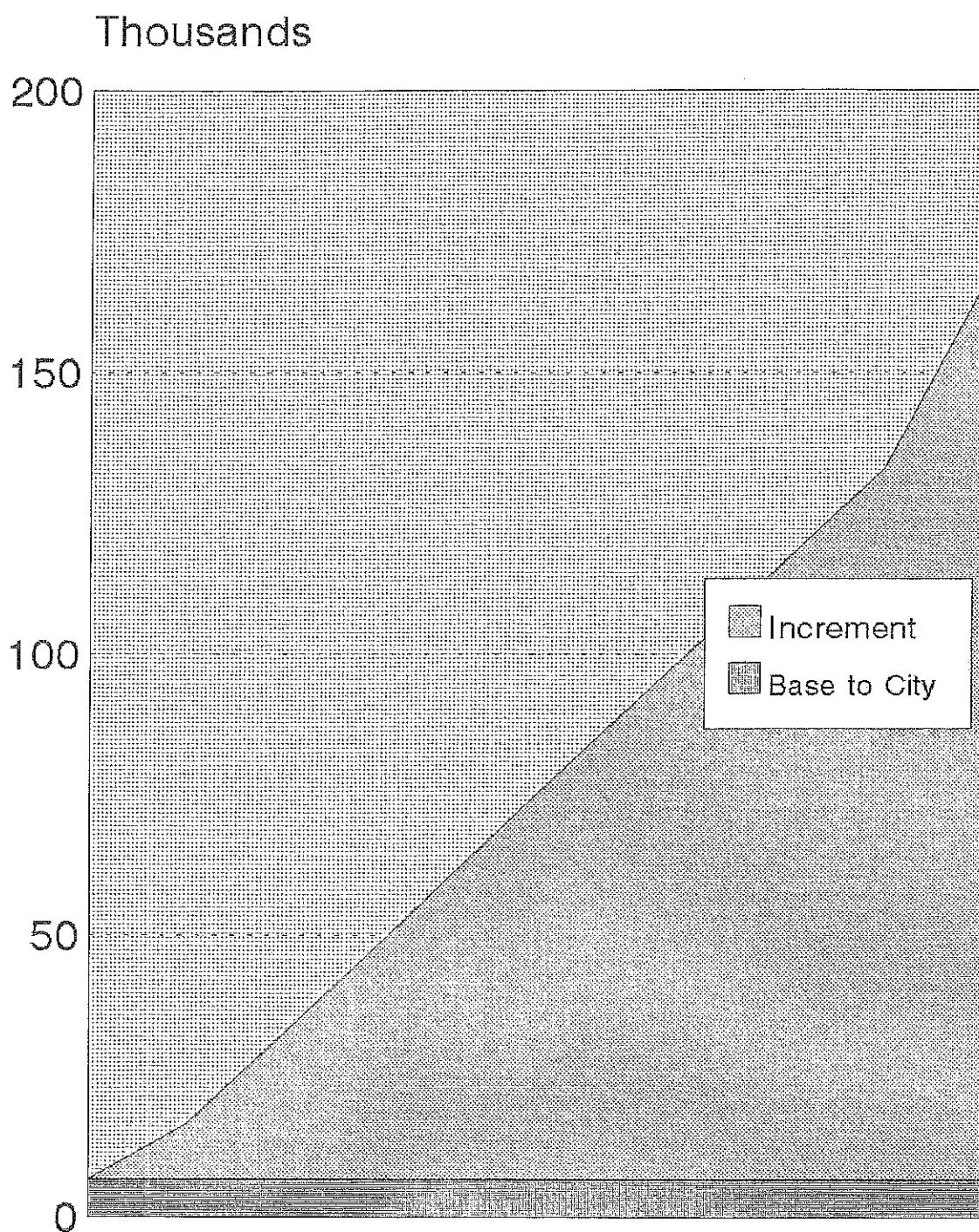
- a substantial number of substandard, slum, deteriorated or deteriorating structures;
- a predominance of defective or inadequate sidewalk or street layout;
- faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- unsanitary or unsafe conditions;
- deterioration of site or other improvements;
- tax or special assessment delinquencies which exceed fair market value for the land;
- evidence of chronic abandonment or demolition of commercial or residential structures;
- defective or unusual conditions of title;
- conditions that endanger life or property by fire or other cause; or
- the area of the proposed zone is predominantly open and because of obsolete platting, deterioration of structures or site improvements or other factors substantially impair or arrest the sound growth of the city.

The petition must be filed with the City Secretary and must be accompanied by a preliminary project and financing plan. This must describe the proposed boundaries and include tentative improvement plans with schedules for development/redevelopment, a preliminary cost estimate, an estimate of the general impact of the improvements on property values and resulting tax revenues, and other related information. After approving the preliminary financing plan, the city council must conduct a public hearing. Prior to the hearing, the city must notify other taxing jurisdictions and hold a meeting with representatives from participating jurisdictions. Once completed, the city may adopt an ordinance establishing the TIRZ.

Administration. The TIRZ is administered by a Board of Directors including a representative from each participating taxing jurisdiction and other members (property owners) appointed by

TAX INCREMENT REINVESTMENT ZONE

Example of Property Tax Revenue Streams



Assumptions: \$1M Base Value increasing to \$25M

the city council with a minimum of 5 and a maximum of 15 members for commercial zones. For residential zones, the Board must also include the state senator and state representative, or their representative, from the district in which the zone is located. Other members in addition to one representative from each participating taxing jurisdiction are appointed by the city council for a total of nine members.

Recommendations.

1. The City of Orange should consider creating a TIRZ within a selected area of the Old Town Center that excludes public and non-profit owned properties. The TIRZ increment should be used to provide infrastructure and capacity to attract commercial investment for outlet shopping, restaurants and marina development.
2. The City should consider the creation of a TIRZ in the area known as Riverside to provide infrastructure for a marina, recreation and a Recreational Vehicle (RV) complex.
3. The City should consider creating a TIRZ in Old East Orange and selected contiguous property for a project plan that supports residential redevelopment including retirement communities, compatible recreation facilities and retail development. Old East Orange property is privately held in multiple ownerships. Therefore, the City may wish to consider hiring a fee developer for the management and coordination of the project plan. The City would approve a TIRZ only if the land plan and proposed development were compatible with the area. By using this tool in an area such as Old East Orange, the City is making a pro-active commitment to redevelopment.

c. Tax Abatement

Many companies looking to relocate or expand in today's competitive market expect some type of compensation for bringing business investment and job creation to a community. Tax abatements are a means of encouraging private sector investment in projects which create jobs and economic benefits in the city. The City must balance the expenses incurred and the revenues foregone with the potential for private investment, job creation and resulting financial dividends such as increased sales tax and home sales. The impact of offering financial incentives to new and relocating companies must also be balanced against the fairness due existing businesses that started and have remained in Orange.

The City of Orange and Orange County have adopted a Property Tax Abatement Policy that allows taxing entities to abate property taxes anywhere from 100% of their taxable value during the first year to 25% in their fifth year of existence, subject to negotiation. On the fifth year, the property is put on the tax rolls at 100% of its current taxable value, which may have increased or decreased since the first year. Taxing authorities in Orange County which may take advantage of this tax abatement tool to attract businesses are: the cities of Orange, Pinehurst, West Orange, Vidor, Bridge City, Rose City and Pine Forest, seven school districts, Orange County Drainage District, Orange County Navigation and Port District, one Water District (Vidor), two Emergency Districts (Bridge City and Vidor), two Fire Districts (Little Cypress and

Mauriceville). The taxing entities can only abate property taxes for businesses within their taxing authority boundaries.

Generally, there are three types of Tax Abatement programs which can be used to encourage economic development and the creation of new jobs and new residents in the City of Orange:

Redevelopment Tax Abatements. Tax abatements can be directed to specific areas in an attempt to revitalize distressed neighborhoods. Businesses that invest in property improvements or business expansion in these areas can be eligible for 100% abatement of property taxes on the value of improvements to the property over a five year period.

Economic Development Tax Abatements. Tax abatements can be made available to businesses making significant investments in facilities and/or expansions anywhere within the city limits. A minimum increase in property value and number of jobs created should be established to qualify for abatements. These can be provided for a specific period of time or they can be graduated over time.

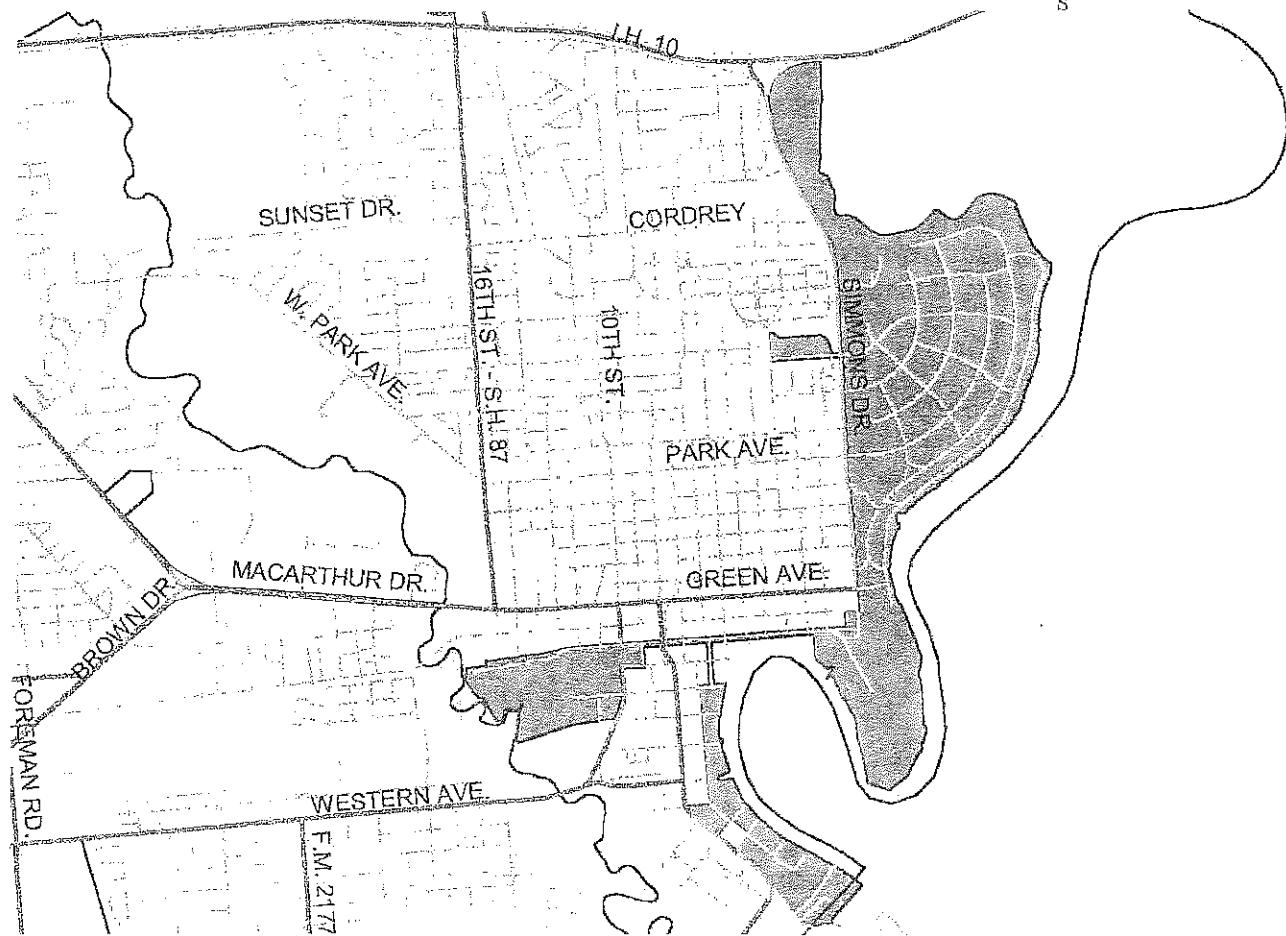
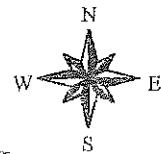
Enterprise Zone Tax Abatements. Orange currently has an extensive Enterprise Zone. A well-defined economic development program should be established to promote business expansions in designated areas based on unemployment rates and income guideline criteria established by the Texas Enterprise Zone Act. Tax abatements in these areas are similar to Economic Development Tax Abatements except that the requirements for qualification are reduced. These tax abatements are designed to spur growth and economic development in specific areas of a city. In addition to property tax abatements, qualified businesses within the zone can be eligible for a rebate of a portion of the city's sales tax paid on taxable purchases as part of business expansion. In addition to local tax abatements, participating companies are all eligible to receive a refund of the State portion of the sales taxes paid on equipment, machinery and building materials used in the Zone. Other incentives include small business loans from local banks for expanding qualified businesses within the Enterprise Zone.

Abatements can vary in degree, depending on the project. A city may offer a 100% abatement for large scale projects based on the creation of new jobs. A lesser abatement might be used for small to medium projects. A graduated scale over time can also be used. The City of Orange and the Orange Chamber of Commerce should work together to evaluate the financial impact of projected investment versus the tax revenues abated. Varying levels of tax abatement should be developed which correspond to various levels of investment and job creation. Potential impact on the City's relationship with existing employers and the resulting potential for additional abatements should also be considered in the drafting of policy.

See Existing Enterprise Zone Map - next page

Recommendation. A clear, concise financial-incentive package should be developed that spells out all the programs available from the City. The package should be disseminated by the City, the County and the Chamber of Commerce. The City should examine the current boundaries of the Enterprise Zone in conjunction with any TIRZ creation. The two zones may be incompatible.

Existing Enterprise Zone



LEGEND



ENTERPRISE ZONE

0 2000 4000 6000 Feet



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The Enterprise Zone strategy is to offer tax abatements. The TIRZ strategy is to use the increment from increased appraised valuation to finance improvements. An abatement would negate the increment. Therefore, any project in the Zone must be evaluated for the proper tool to facilitate development.

d. Sales Tax Available for Economic Development (State of Texas Programs 4A & 4B)

A portion of the sales tax charged in a jurisdiction is available from the State of Texas to promote economic development and quality of life improvements in Texas cities. This program, titled 4A and 4B, is administered by the State Comptroller's office. It allows cities to raise the local sales tax percentage within their jurisdiction and assign the revenues generated from that increase for specific economic development purposes.

Program "4A" is the most restrictive. It requires that cities assign funds toward initiatives that create industrial and manufacturing jobs. Cities may use these funds as financial incentives for corporate relocation to the area or to aid with existing business expansions that create additional jobs.

Program "4B" is broader in scope. The funds may be used for initiatives that improve "quality of life" in Orange. This might include improvements to parks, libraries, promotion of new and expanded business enterprises, street lighting, and similar types of ventures.

Orange has a combined state, county and municipal sales tax of 7 3/4% of every dollar spent and currently receives annually \$ 1.3 Million from sales tax collection. The state maximum sales tax is 8-1/4%. Therefore, an additional half of a penny could be levied. This 1/2 cent could be divided between the two programs (1/4 cent to 4A and 1/4 cent to 4B) or fully directed to one or the other program. Increasing the sales tax would require a referendum. There is no prescribed ballot wording, but it is very important to work with representatives in the Comptroller's Office to ensure that ballot wording satisfies all legal requirements.

If Orange implemented both of the new sales tax programs, anticipated revenues based on current sales would be approximately \$1,995,000. The funds could be targeted to economic development efforts in various forms.

Recommendation. The City should consider using the 4A/4B program as a part of its economic development activities.

2. Create a city/county/school district partnership for financial incentives to attract new businesses to Orange.

All taxing jurisdictions benefit from new business investment and job creation. It is in the best interest of all jurisdictions to work together to promote economic development within the area. Competition to attract new businesses is strong, and combining the resources of governmental jurisdictions results in a stronger, more attractive package to offer prospects. Even if a company

locates outside the City but within the County, there is an increased likelihood that spin-off industries, expansions and/or supply industries will consider locating in Orange.

The County can offer the partnership many resources. Counties may participate in Tax Increment Reinvestment Zones. A unified approach by the City, County and other jurisdictions will be more effective and will likely result in overall growth and increased prosperity for the entire area.

Recommendation. Create a joint city/county/school district initiative to develop joint criteria and guidelines for PID, TIRZ and Tax Abatement programs for the City of Orange. These guidelines should become part of the financial incentive package.

3. Amend development regulations to attract specific commerce and industry, such as outlet shopping, marina, winter-Texans and recreational vehicle (RV) park(s).

Land use controls and specific development regulations ensure a level of quality in the built environment and protect residents and businesses from the problems associated with incompatible land uses. Regulating development is one of the tools for achieving economic development goals. When formulating development standards, City officials must focus on encouraging and directing growth. Identifying areas of opportunity for specific commerce and industry and directing land use restrictions and development standards to promote these opportunities plays a fundamental role in attracting new businesses and business expansion. In addition, City officials must make sure that development regulations and the resulting administrative processes for approvals and permits are not onerous. This could impede business development and expansion. A careful balance must be reached between protecting the built environment and cooperating with prospective commerce and industry.

4. Inventory publicly owned or foreclosed property, and sell at below market prices if a development project plan complies with the City's Master Plan goals and objectives.

As a policy, the City should routinely inventory surplus and tax-foreclosed land. This land can be used to encourage businesses to locate or expand their operations in Orange as well as attract developers to develop otherwise unavailable or underused property. The City should inventory City, County and School District land. This may assist developers in putting together large tracts of land suitable for development. The City should also take advantage of Chapter 272 of the Local Government Code which allows Texas cities to offer surplus property at below-market prices. The below-market prices should only be offered for projects which are consistent with the City's Master Plan.

5. **Promote tourism by marketing Orange's naval heritage, recreational activities and historic character in other cities, counties and states.**

Orange is strategically located to capture visitors. Orange is the first city traveling west into the State of Texas. It is roughly mid-way between California and Florida on one of the most heavily traveled highways in the United States. Orange is located roughly mid-way between San Antonio and New Orleans, two of the most tourist-oriented cities in the U.S. Orange is about a one-day drive from South Padre Island/Brownsville, Texas area, which attracts thousands of Winter-Texans.

As the "Gateway to Texas" the City has built-in exposure and attraction. Development of an outlet shopping center would be an excellent "Gateway to Texas" attraction, since there are no outlet shopping opportunities between Houston and Lake Charles, Louisiana.

On July 27, 1995, the Texas Transportation Commission approved the purchase of 3,343 acres of wetlands contiguous to the westbound lanes of Interstate 10 near the Sabine River, adjacent to the existing Texas Travel Information Center. The land will be used for a new 7,800 square foot Information Center with associated development, and the widening of Interstate 10 from four to six lanes. The plans include car and truck parking area, picnic area, a nature walkway, and will feature views into the swampland from a large glass wall and deck. The existing 3,525 square foot Information Center will be demolished after the new building opens. The existing Orange Information Center is the busiest state border station in the nation, serving more than 570,000 travelers each year, or 1,561 people each day. The building's design is modeled after an oil derrick in the shape of the San Jacinto Monument. Orange can expect more visitors as a result of this project.

Orange should capitalize on its unique history and existing attractions, especially the promotion of its naval heritage by developing a naval museum. Development of a small public marina located downtown and a larger marina in Riverside on the Sabine River would be a great attraction to local residents and tourists. It would also serve a needed public function by providing access to the river. The City should take advantage of its water-related opportunities by promoting fishing and bayou tours. The City should also promote its historic districts and buildings by offering tours, placing more emphasis on the promotion of the Lutcher Theater for the Performing Arts and the Stark Museum.

The physical characteristics and amenities Orange has to offer are factors that can encourage development of the tourism industry. Orange must capitalize on its existing features and resources to gain a competitive advantage, while taking steps to develop and improve its image. The City should continue to work with the Chamber of Commerce and other agencies to create a marketing strategy highlighting the City's attributes and to develop a network for distribution of materials. This could include travel agents and corporate relocation specialists. In addition, the City should work with the primary employers in Orange to distribute materials to suppliers and vendors.

6. Adopt an annexation plan that allows the City to annex property in the City's ETJ that can be adequately served by City services while not creating a tax burden to the City.

Annexing territory increases the tax base of the city and generates added property tax revenue. It enables the City to offer additional locations for business growth within its corporate limits. However, State law is very specific on the requirements and the timing of city service provision following annexation. The physical and financial ability to provide the required services to annexation candidates must be analyzed.

The financial analysis package should include projected revenues resulting from annexation such as property tax, sales tax, franchise fees, water/sewer impact and usage fees, and any other revenues generated in the area proposed to be annexed. In addition, all expenses associated with annexation must be included such as police, fire, solid waste, street maintenance and street lights, operations and maintenance of water/wastewater systems, debt service on assumed bonds or any other expenses incurred to provide required city services in the area proposed to be annexed. State law requires that within 60 days of annexation, cities must provide certain services such as police; fire; solid waste; maintenance of water and wastewater facilities (in the annexed area that are not within the service area of another water or wastewater utility); maintenance of streets including street lighting; maintenance of parks, playgrounds and swimming pools; and maintenance of any other publicly owned facility, building or service. Full municipal services must be provided no later than 4.5 years after the annexation. The City should use the most economical and efficient method to provide the service, which may include contracting-out certain City services with private companies.

Capital improvement needs to serve an area should also be evaluated. If any improvements are needed to serve the newly annexed area, the capital improvements must be initiated in two and one-half years and be substantially complete in four years.

Recommendations.

1. The City should conduct an annexation analysis to develop both a short and long-range annexation plan. This study would enable the City to protect its ability to expand its tax base and prepare for future service delivery requirements. It is recommended that the City establish a criteria based guideline and exercise its authority to annex in 1996.
2. The City should improve its standards for all new development in the ETJ pertaining to the design and construction of new water and sewer infrastructure. Tools such as PIDs should be used to finance new infrastructure or to upgrade the substandard infrastructure in existing subdivisions within the city limits. A PID can assess benefiting property owners for the improvement and spread the cost over the life of the bonds, maintaining a reasonable assessment.

Refer to Land Use and Transportation Element section for more discussion of annexation objectives and implementation strategies.

VII. COMMUNITY PRIORITIES QUICK REFERENCE INDEX

A. CITY OF ORANGE PREFERENCE STUDY

Short-Term Priorities

Long-Term Priorities

B. CITY OF ORANGE PRIORITY RATING

Short-Term Priorities

Long-Term Priorities

C. PRIORITY GROUPINGS

Short-Term Priorities

Long-Term Priorities

The following matrix is a Preference Study that includes short-term and long-term priorities and the recommended Implementation Strategy tools that can be used to accomplish the priority. The priorities listed are based on comments made by attendees at Orange neighborhood meetings for West of 16th Street, the Cove, North of I-10, Old East Orange and Roselawn held on February 20 and 21, 1995, at the beginning of the Comprehensive Master Plan Process. Short-Term Priorities were defined as programs, ordinances or capital improvements to be instituted in one to five years. Long-term priorities are greater than five years.

City of Orange, Texas

Public Opinion - Short-Term Priorities (1-5 years)

Short Term Priorities	Implementation Strategies						Trans. Plan	Other
	Which Meeting	Comp. Planning	Zoning	Capital Improve.	Specific Ord.			
Retirement facilities	W16	X	X					
Consolidation	W16	X		X	X			X
Beautification(litter control)	OEO	X			X			X
Economic development	W16	X	X	X	X			X
Youth programs and facilities	W16	X	X	X				X
Downtown redevelopment	W16	X	X	X				X
Neighborhood preservation	W16	X	X	X	X			X
Paint water tower	W16			X	X			
Develop Riverside	N10	X	X	X	X			X
Beauty/Improve Simmons Drive-(trees, lighting)	N10	X		X	X			X
Amusement park/arena	N10	X	X	X				X
Stop stereotyping areas	N10	X						X
Keep residential in Orange(annexation)	N10	X		X	X			X
Clark Lane improvements	N10			X				X
Gateway signage	N10	X		X	X			X
Landscape ordinance for 16th street	N10	X		X				
Lighting	OEO	X		X				X
I-10 corridor/62	N10	X	X	X				X
Growth	RL	X	X	X	X			X
Jobs	RL	X		X	X			X

C = Cove; FG = Focus Group
 OEO = Old East Orange; N10 = North of I-10;
 RL = Roselawn; W16 = West of 16th St.

City of Orange, Texas
Public Opinion - Short-Term Priorities (1-5 years)

Short Term Priorities	Implementation Strategies						
	Which Meeting	Comp. Planning	Zoning	Capital Improve.	Specific Ords.	Trans. Plan	Other
Location for warehouse space	RL	X	X				
Revamp ordinances/city friendly	RL	X	X		X		X
Tax abatement for industrial jobs	RL	X			X		X
Ship building (promote)	RL	X	X		X		X
Masonic Drive and Highway 87 - 18 wheelers(turning problems/street repairs)	RL	X			X		X
Transportation plan	RL	X				X	
Sanitary sewer system	RL	X			X		
Drainage improvements	RL	X			X		X
Outlet mall	RL	X	X				X
Perception	OEO	X					X
Public relations	OEO						X
Landscaping	OEO	X			X		X
Sub-standard housing	OEO	X	X		X		
Junk cars	OEO	X				X	
Streets	C	X	X			X	
Improve city services	C	X	X			X	
Tree maintenance	C		X		X		X
Clean up properties	C	X			X		X
Enforce leash laws	C				X		X
Stronger residential enforcement	C	X	X		X		X
Improve gateway areas	C	X			X		X
Marina/recreation facilities at Riverside	FG	X	X				
Beautification/landscaping of Downtown & East Town	FG	X			X		X
Re/italize Downtown (attract restaurants, etc.)	FG	X	X		X		X
Marina development Downtown, past City Docks	FG	X	X		X		X
Allie Payne - 700 acres should be developed (residential & commercial)	FG	X	X			X	

C = Cove; FG = Focus Group
 OEO = Old East Orange; N10 = North of I-10;
 RL = Roselawn; W16 = West of 16th St.

City of Orange, Texas
Public Opinion - Long-Term Priorities (6-10 years)

Long Term Priorities		Implementation Strategies					
		Which Meeting	Comp. Planning	Zoning	Capital Improve.	Specific Ord.	Trans. Plan
Port development (deep water)-improvements	W16	X		X			X
Growth of Lamar University	W16	X	X			X	X
Airport growth/improvements	W16	X		X			X
Annexation	N10	X		X		X	X
Government/communities consolidation	N10	X		X		X	X
Port/ship building industry	N10	X	X			X	X
More public access waterways to port	N10	X		X		X	X
Cruise ship	N10	X		X		X	X
Recruit/retain industries	OEO	X		X		X	X
Get rid of non-conforming uses	C		X				
Residential only	C	X	X				
Downtown landscaping, pedestrian areas, and seating	C	X	X	X			
Special districts (TIRZ, block grants)	C	X	X		X		X
Masonic drive improvements-because of tractor trailers	RL	X		X		X	
Transportation/CIP program: identify meet citizen demands	RL	X		X		X	
Inter-governmental cooperation	RL	X		X		X	
Annexation into north area/growth	RL	X		X		X	
Downtown redevelopment/with access and marina based activity	RL	X	X			X	
Jobs	RL	X		X		X	X
Infrastructure development	RL	X		X		X	
Social programs (youth & elderly)	FG	X				X	
Change the image of Orange	FG					X	
Attract industrial development	FG	X	X	X		X	X
Improve transportation elements	FG	X		X		X	

C = Cove; FG = Focus Group
 OEO = Old East Orange; N10 = North of I-10;
 RL = Roselawn; W16 = West of 16th St.

Public Meetings were held with the residents of West of 16th Street, the Cove, North of I-10, Old East Orange and Roselawn neighborhoods on October 2 and October 5, 1995. The following scores generally represent the most important short-term and long term priorities based on the ranking by residents with the highest score (10) being the most important and the lowest score (1) the least important. Dramatic differences in neighborhood totals are partly a result of attendance at the meetings.

**City of Orange, Texas
Neighborhood Short-Term Priorities (1-5 years)**

Short Term Priorities	Neighborhood Scores				Rose-lawn
	Total Score	West of 16th	The Cove	North of I-10	
Retirement facilities	136	60	36	18	9
Consolidation	92	37	17	11	8
Beautification(litter control)	146	37	43	2	44
Economic development	188	52	61	13	24
Youth programs and facilities	180	68	39	9	26
Downtown redevelopment	120	39	34	11	16
Neighborhood preservation	156	34	40	11	55
Paint water tower	43	27	16	0	0
Develop Riverside	88	27	29	0	13
Beautify/improve Simmons Drive (trees, lighting)	122	39	26	2	29
Amusement park/arena	86	28	29	0	9
Stop stereotyping areas	77	30	21	0	26
Keep residential in Orange(annexation)	110	58	22	0	20
Clark Lane improvements	26	13	13	0	0
Gateway signage	84	48	22	0	5
Landscape ordinance for 16th street	68	36	23	0	9
Lighting	107	46	30	0	18
I-10 corridor/62	100	52	23	0	18
Growth	112	36	40	0	34
Jobs	177	66	47	6	49
Location for warehouse space	67	27	30	0	10

City of Orange, Texas
Neighborhood Short-Term Priorities (1-5 years)

Short Term Priorities	Neighborhood Scores					
	Total Score	West of 16th	The Cove	North of I-10	Old E. Orange	Rose-lawn
Revamp ordinances/city friendly	87	35	10	6	20	16
Tax abatement for industrial jobs	97	34	7	9	28	119
Ship building (promote)	127	58	52	3	8	7
Masonic Drive and Highway 87 - 18 wheelers(turning problems/street repairs)	65	29	24	0	4	8
Transportation plan	74	35	32	0	7	0
Sanitary sewer system	124	38	43	0	16	27
Drainage improvements	117	36	47	8	9	17
Outlet mall	124	50	23	0	38	13
Perception	92	36	4	17	17	18
Public relations	93	46	18	0	23	6
Landscaping	73	36	9	2	16	10
Sub-standard housing	96	47	32	0	1	16
Junk cars	112	53	33	0	19	7
Streets	113	41	54	0	13	5
Improve city services	105	53	11	4	28	9
Tree maintenance	72	36	16	8	5	7
Clean up properties	141	49	44	0	27	21
Enforce leash laws	103	45	52	0	0	6
Stronger residential enforcement	111	40	45	0	18	8
Improve gateway areas	106	48	12	4	30	13
Marina/recreation facilities at Riverside	119	33	35	0	20	31
Beautification/landscaping of Downtown & Old East Orange	100	32	22	5	24	17
Revitalize Downtown (attract restaurants, etc.)	150	52	27	6	48	17
Marina development Downtown, past City Docks	130	42	32	7	29	20
Allie Payne - 700 acres should be developed (residential & commercial)	81	30	40	0	5	6

City of Orange, Texas
Neighborhood Long-Term Priorities (6-10 years)

Long Term Priorities	Neighborhood Scores				Rose-lawn
	Total Score	West of 16th	The Cove	North of I-10	
Port development (deep water)-improvements	171	38	49	10	47
Growth of Lamar University	226	46	58	20	60
Airport growth/improvements	95	35	35	5	6
Annexation	111	45	27	6	13
Government/communities consolidation	156	48	21	7	65
Port/ship building industry	161	49	55	7	37
More public access waterways to port	104	31	24	7	30
Cruise ship	58	24	30	0	4
Recruit/retain industries	196	49	43	15	48
Get rid of non-conforming uses	132	41	14	7	58
Residential only	28	40	8	0	0
Downtown landscaping, pedestrian areas, and seating	127	43	28	7	56
Special districts (TIRZ, block grants)	93	31	3	0	38
Masonic drive improvements-because of tractor trailers	66	23	33	0	10
Transportation/CIP program:identify meet citizen demands	94	40	25	0	19
Inter-governmental cooperation	127	38	15	19	38
Annexation into north area/growth	122	45	7	0	58
Downtown redevelopment/with access and marina based activity	122	40	19	7	42
Jobs	206	75	66	5	33
Infrastructure development	81	37	10	1	20
Social programs (youth & elderly)	174	53	38	10	52
Change the image of Orange	183	47	48	5	57
Attract industrial development	196	62	50	2	58
Improve transportation elements	135	51	45	8	24
					7

**C. PRIORITIES GROUPINGS FROM NEIGHBORHOOD MEETINGS
HELD OCTOBER 2 AND 5, 1995**

The categories in the Priority Groupings were formed based on the preceding Priority Rating matrix. The Groupings should form the basis for programs, ordinances and the Orange Capital Improvement Program (CIP).

Short-Term Priorities

Neighborhood Priority	Score	Implementation Tool
More Than 150 Points		
Economic development	188	Programs, Ordinances, CIP
Youth programs and facilities	180	Programs, CIP
Job growth	177	Programs, Ordinances
Preserve neighborhood	156	Programs, Ordinances
Revitalize Old Town Center	150	Programs, Ordinances, CIP
More Than 125 Points (but less than 150 points)		
Beautification (litter control)	146	Programs, Ordinances
Clean up properties	141	Programs, Ordinances
Develop retirement facilities	136	Ordinances
Develop marina	130	Programs, Ordinances, CIP
Promote ship building	127	Programs
More Than 100 Points (but less than 125 points)		
Improve sanitary sewer system	124	CIP
Develop outlet mall	124	Programs, Ordinances
Beautify/Improve Simmons Dr. (trees, lighting)	122	Programs, Ordinances, CIP
Redevelop downtown	120	Program
Marina/recreational facilities @ Riverside	119	Programs, Ordinances, CIP
Make drainage improvements	117	CIP
Improve streets	113	CIP
Remove junk cars	112	Programs, Ordinances
Encourage growth	112	Programs
Stronger enforcement of residential regulations	111	Programs, Ordinances
Annex residential into Orange (annexation)	110	Programs, Ordinances
Install lighting	107	Programs, CIP
Improve gateway areas	106	Programs, Ordinances, CIP
Improve city services	105	Programs, CIP
Enforce leash laws	103	Programs
Beautify/landscape Old Town Center. & E. Or.	100	Programs, Ordinances, CIP
Improve/beautify I-10 Corridor/Hwy 62	100	Programs, Ordinances, CIP

Short-Term Priorities

Neighborhood Priority	Score	Implementation Tool
More Than 75 Points (but less than 100 points)		
Provide tax abatement for industrial jobs	97	Programs, Ordinances
Improve sub-standard housing	96	Programs, CIP
Improve public relations	93	Programs
Consolidate between Pinehurst, W. Orange and Orange governments	92	Programs, Ordinances
Improve perception of Orange	92	Programs
Develop Riverside	88	Ordinances, CIP
Revamp ordinances user friendly	87	Ordinances
Develop amusement park/Arena	86	Programs, Ordinances, CIP
Provide gateway signage	84	Programs, CIP
Develop 700 acres in Allie Payne area	81	Programs, Ordinances, CIP
Stop stereotyping areas of Orange	77	Programs
Receiving Less Than 75 Points		
Adopt a transportation plan	74	Programs, Ordinances
Installation of landscaping	73	Programs, Ordinances, CIP
Maintain trees	72	Programs, Ordinances
Landscaping ordinance for 16th St.	68	Ordinance
Provide warehouse space	67	Programs, Ordinances
Masonic Dr./Hwy. 87 street repairs	65	CIP
Paint water tower	43	Programs, CIP
Make improvements to Clark Lane	26	CIP

Long-Term Priorities

Neighborhood Priority	Score	Implementation Tool
More Than 200 Points		
Encourage growth of Lamar University	226	Programs, Ordinances, CIP
Job growth	204	Programs, Ordinances
More Than 150 Points (but less than 200 points)		
Recruit/retain industries	196	Programs
Attract industrial development	196	Programs, CIP
Change the image of Orange	183	Programs
Provide social programs (youth & elderly)	174	Programs
Port development (deep water improvements)	171	Programs, CIP
Encourage port/ship-building industry	161	Programs, CIP
Government/Communities consolidation	156	Programs
More Than 100 Points (but less than 150)		
Old Town Ctr. Landscape/Pedestrian improvements.	147	Programs, Ordinances, CIP
Improve transportation elements	135	Programs, CIP
Rid non-conforming uses	132	Programs, Ordinances
Increase inter-governmental cooperation	127	Programs
Annex north area/ growth	122	Programs, Ordinances
Old Town Ctr. redevelopment/marina activity	122	Programs, Ordinances, CIP
Annex areas into Orange	111	Programs, Ordinances
Provide public access to waterways	104	Programs, CIP
Less Than 100 Points		
Airport growth/ improvements	95	Programs
adopt transportation/CIP program	94	Programs, CIP
Special districts (TIRZ, CDBG)	93	Programs, Ordinances
Develop infrastructure	81	CIP
Masonic Dr. improvements	66	CIP
Cruise ship landing	58	Programs, CIP
Residential growth	48	Programs, Ordinances

GLOSSARY OF ABBREVIATIONS

B&B'S	Bed and Breakfast
CDBG	Community Development Block Grant
CHAS	Comprehensive Housing Affordability Strategy
CIP	Capital Improvement Plan
CRA	Community Reinvestment Act
ETJ	Extra-Territorial Jurisdiction
MUD	Municipal Utility District
MUZ	Mixed Use Zone
NTP	Neighborhood Traffic Projects
PID	Public Improvement District
PUD	Planned Unit Development
ROW	Right of Way
TIF	Tax Increment Financing (Act)
TIRZ	Tax Increment Reinvestment Zone
TNRCC	Texas Natural Resource Conservation Commission
TXDOT	Texas Department of Transportation

MAPS/GRAPHS APPENDIX

	Section
1 - School Districts	I.F.
2 - Zoning Districts	II.B.2.
3 - Future Land Use Plan	II.B.2.
4 - Thoroughfare Plan	II.B.3.
5 - Existing Water and Sewer Service Providers	II.B.4.
6 - Proposed Tax Increment Reinvestment Zone Areas	II.E.3.
7 - "Chemical Row"	II.I.1.
8 - Zoning Districts with Flood Plain Overlay	II.J.2.
9 - Proposed Historic Districts	III.E.2.
10 - Historic Preservation Illustrations	III.E.9.
- Preserve Historic Character	
- Don'ts in Historic Areas	
- New Construction in Historic Areas	
11 - Downtown Orange	IV.B.
12 - Area Fire Stations	V.B.
13 - Tax Increment Reinvestment Zone Graph	VI.E.1.b.
14 - Existing Enterprise Zone	VI.E.1.c.

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EPILOGUE

This Comprehensive Master Plan has been produced over the months from January to November, 1995. The task of formulating this plan was awarded to a team of professionals led by the urban planning and design firm Patricia D. Knudson and Associates (PDK) from Houston, Texas. Under the leadership of Patricia Knudson Joiner of PDK, the team included Parke Patterson and David Hawes, Jim Pizzitola and Karen Rogers of PDK, Peter H. Brown of Peter H. Brown Civic Design, Charles Williams of the law firm Mayor, Day, Caldwell and Keeton, Lennie Brown of Texana Development and Design, Char Rothrock and Patrice Wooten of PC Partnership.

On behalf of the team, PDK would like to express its gratitude to the many citizens of Orange who took their time to participate in the public process. Special recognition and thanks belong to the Steering Committee which was chaired by Mr. Bob Walker, the members of the Focus Group, and the Staff of the City of Orange, led by Mr. Chuck Pinto, City Manager. The time and dedication they brought to this project were limitless.

Additionally, PDK wants to express the appreciation of the team to the Orange Leader, its staff and editors. The publication of the various Issue Papers, which were an integral part of the public process, constituted a tremendous public service to the community from its newspaper.

Finally, PDK and the team have acquired a firm belief that the citizens of Orange can make a true difference in their future. We have tried to create a plan that is workable, user-friendly and flexible. We have enjoyed the challenging task of producing this document. We hope that the City Council, City Staff and Citizens of Orange will use it at every opportunity as a tool for shaping the destiny of Orange.

On behalf of the Planning Team, please accept our thanks and best wishes for your future.

PATRICIA D. KNUDSON & ASSOCIATES



Patricia Knudson Joiner, AICP

2000 Comprehensive Master Plan Goal Sheet

Goals to be targeted for accomplishment in 2000:

Short Term

- 1.
- 2.
- 3.

Long Term

- 1.
- 2.

ACTION STEPS NECESSARY

Short Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 3

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Long Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

1996 Comprehensive Master Plan Goal Sheet

Goals to be targeted for accomplishment in 1996:

Short Term

- 1.
- 2.
- 3.

Long Term

- 1.
- 2.

ACTION STEPS NECESSARY

Short Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 3

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Long Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

1997 Comprehensive Master Plan Goal Sheet

Goals to be targeted for accomplishment in 1997:

Short Term

- 1.
- 2.
- 3.

Long Term

- 1.
- 2.

ACTION STEPS NECESSARY

Short Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 3

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Long Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

1998 Comprehensive Master Plan Goal Sheet

Goals to be targeted for accomplishment in 1998:

Short Term

- 1.
- 2.
- 3.

Long Term

- 1.
- 2.

ACTION STEPS NECESSARY

Short Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 3

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Long Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

1999 Comprehensive Master Plan Goal Sheet

Goals to be targeted for accomplishment in 1999:

Short Term

- 1.
- 2.
- 3.

Long Term

- 1.
- 2.

ACTION STEPS NECESSARY

Short Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 3

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Long Term

Goal No. 1

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____

Goal No. 2

By City Council	By City Staff	By Citizens
1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____