



**GARLAND**  
**NOTICE OF MEETING**  
**CITY OF GARLAND, TEXAS**

**Tax Increment Finance South Board**  
**Work Session Room of City Hall**  
**William E. Dollar Municipal Building**  
**200 N. Fifth Street**  
**Garland, Texas**  
**April 15, 2026**  
**6:30 PM**

A meeting of the Tax Increment Finance South Board of the City of Garland, Texas will be held at the aforementioned location, date, and time to discuss and consider the following agenda items.

**AGENDA:**

**1. APPROVAL OF MINUTES**

- a. **Consider Approval of the Minutes of the January 21, 2026 Tax Increment Finance #2 Meeting**

**2. PUBLIC COMMENTS**

Persons who desire to address the Board on any item on the agenda are allowed three minutes to speak.

**3. ITEMS FOR INDIVIDUAL CONSIDERATION**

- a. **Status Update on Action Items from the Last Meeting**

**Presenter: Allyson Bell Steadman, Chief Financial Officer**

- b. **Presentation on Setting Sail: Garland Lakeside Area Plan**

**Presenter: Andy Hesser, Assistant City Manager, Nabila Nur, Planning & Development Director**

- c. **Presentation on CIP Projects in the TIF #2 Area**

**Presenter: Andy Hesser, Assistant City Manager**

**4. FUTURE AGENDA ITEMS**

## 5. ADJOURN

**NOTE:** A quorum of the City Council may be in attendance and may or may not participate in the discussions of the Board.



# GARLAND

## MINUTES

The Tax Increment Finance South Board of the City of Garland convened in regular session at 6:30 PM on January 21, 2026, in the Work Session Room at the William E. Dollar Municipal Building, 200 North Fifth Street, Garland, Texas, with the following members present:

- Present: Jason Shanks, Chair  
Jason Collard, Vice Chair  
Bill Swisher, Board Member  
Elizabeth Mitchell, Board Member  
Damon Wilson, Board Member  
Jennifer Armon, Board Member  
PC Mathew, Board Member
- Absent: Michael Landers, Board Member  
Jordan Cotton, Board Member
- Staff Present: Matthew Watson, Assistant City Manager  
Allyson Steadman, Chief Financial Officer  
Darci Pickel, Public Information Coordinator

### 1. APPROVAL OF MINUTES

- a. Consider approval of the minutes of the December 17, 2025, Tax Increment Finance #2 meeting.

Board Member Armon made a motion to approve the December 17, 2025, meeting minutes as presented, Board Member Mathew seconded the motion. All voted in favor. The motion carried.

### 2. PUBLIC COMMENTS

Persons who desire to address the Committee on any item on the agenda are allowed three minutes to speak.

There were no speakers on this item.

### 3. ITEMS FOR INDIVIDUAL CONSIDERATION

- a. Election of Vice Chair

*The Tax Increment Finance South Board will vote on a Vice Chair.*

Board Member Collard nominated himself for Vice Chair, and the nomination was seconded by Board Member Mathew. All voted in favor. The motion carried.

- b. TIF #2 Performance Update and Project Spending Breakdown

Staff presented a detailed breakdown of incremental values by property, emphasizing the diversity of properties within the zone and explaining the presence of both positive and negative incremental values. It was noted that negative values reflect changes from base-year valuations rather than tax delinquencies. Board members asked questions regarding specific properties, valuation methodology, and how future development, demolition, and property sales may impact incremental values.

Staff discussed ongoing efforts with the GIS team to develop an interactive map that will allow the Board to view property values, incremental values, new construction, and boundary distinctions between the original zone and the expanded area.

Staff also reviewed next steps related to the amended project plan, including anticipated City Council consideration in February, and provided an overview of the upcoming budget process and potential future opportunities for reinvestment using TIF revenues.

Information was shared on several capital projects within or near the TIF area, including the Harbor Point project and John Paul Jones Park improvements. Staff clarified funding sources, project timelines, and that no TIF funding requests are currently associated with these projects, while noting potential future coordination opportunities.

#### **4. FUTURE AGENDA ITEMS**

The Board discussed future agenda items, including review of the interactive GIS map, potential presentations from project teams, and additional information to support economic development efforts within the TIF #2 area.

#### **5. ADJOURN**

There being no further business to discuss, the meeting was adjourned at 7:11 p.m.

**Submitted By:**

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**Jason Shanks, Chair**

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**Darci Pickel, Public Information Coordinator**

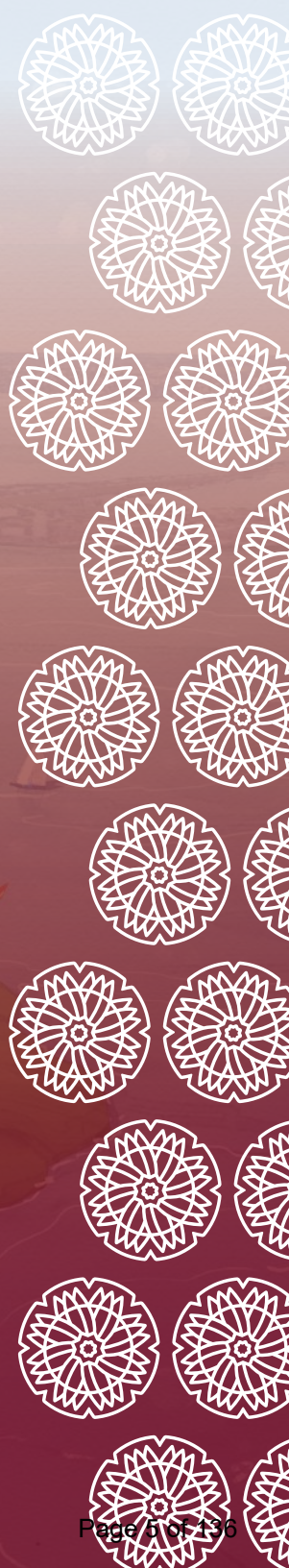


GARLAND

City of Garland, TX

# SETTING SAIL: SOUTH GARLAND LAKESIDE AREA PLAN

APRIL 2024



# ACKNOWLEDGEMENTS

## CITY COUNCIL

Scott LeMay, Mayor  
Jeff Bass, Mayor Pro Tem - District 1  
Deborah Morris, District 2  
Ed Moore, Deputy Mayor Pro Tem - District 3  
B.J. Williams, District 4  
Margaret Lucht, District 5  
Carissa Dutton, District 6  
Dylan Hedrick, District 7  
Chris Ott, District 8

## CITY STAFF

Judson Rex, City Manager  
Andy Hesser, Assistant City Manager  
Crystal Owens, Assistant City Manager  
Will Guerin, AICP, Director of Planning  
Ayako Schuster, Director of Economic Development  
Paul Luedtke, PE, Director of Transportation  
Angela Self, FAICP, Planning Administrator, Project Manager  
Jacob Acton, Research Specialist  
Ziad Kharrat, RLA, MPA, Special Projects Administrator  
Irena Unterstein, Senior GIS Analyst

## CONSULTANT TEAM



**STERLING**  
ILLUSTRATION

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# **EXECUTIVE SUMMARY**

# ABOUT THE PLAN

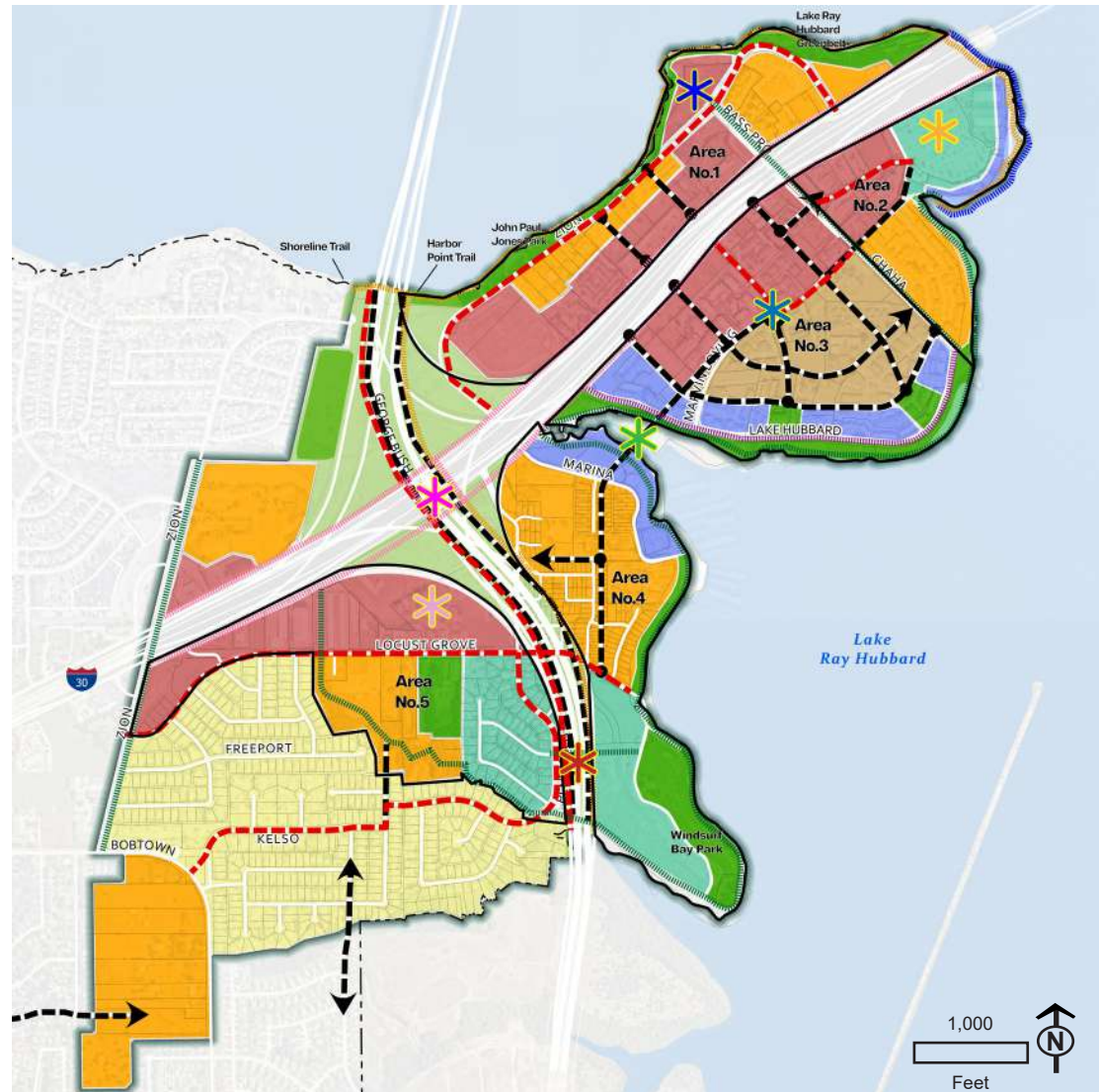
The Setting Sail: South Garland Lakeside Area Plan is intended to provide guidance for the development, redevelopment, and provision of public facilities within the area surrounding the interchange of I-30 and SH 190, also known as President George Bush Turnpike (PGBT), in anticipation of the future extension of PGBT south of I-30 to the Garland city limits and continuing on to Sunnyvale and Mesquite. The area south of I-30 is currently developed with a variety of residential, commercial, and public park spaces, which the alignment of the roadway extension will impact. This Plan offers tailored solutions related to land use, development, transportation, and economic development for the potential impacts this area will face. As part of this study, the greater area surrounding this interchange was analyzed to understand the existing conditions, identify potential impacts of the PGBT extension, and outline a long-term plan for the future redevelopment of the study area. The Plan recognizes that each section of the overall study area has a different character and will be impacted in a different way. The study area is further divided into five focus areas to provide specific development strategies, proposed land use changes, open space and recreation improvements, transportation connections, and branding and wayfinding opportunities each area.

The intent of this Plan is to provide a long-term vision for the study area that considers the future potential of the area and not only the existing land uses on the ground today. The vision described in this Plan serves as a guiding framework for future development, however maintains the flexibility to respond to market changes and development opportunities over time. The planning scenario and recommendations of this Plan were created through the lens of crafting a transformative vision for the study area that will allow the area to evolve over time to become a destination location within Garland that has enhanced connectivity, livability and capitalizes on the lake front location.



# PROPOSED PLANNING SCENARIO

The recommended planning scenario proposes significant urban regeneration with substantial changes, including new and improved transportation connections and open spaces. The recommendations aim to create a user-friendly urban environment with increased connectivity to multiple destinations in the area, attract visitors and businesses, enhance parks and open spaces, and foster economic growth. The proposed land uses for the study area include a mix of commercial and higher-density residential development supported by new roadway connections to improve the overall connectivity of the study area.



- |                                |  |                                             |  |
|--------------------------------|--|---------------------------------------------|--|
| Neighborhood Residential       |  | Boat Wayfinding Monument, Terminating Vista |  |
| Mixed Residential              |  | District Sign / Monument                    |  |
| Mixed-Use                      |  | New ROW, Existing ROW Extension             |  |
| Urban Core / Town Center       |  | Trail (8'-14')                              |  |
| Mixed Commercial               |  | Veloweb                                     |  |
| Lakeside Commercial            |  | Shared Use Path (12'-14')                   |  |
| Open Space / Park              |  | On-Street Network (6'-8')                   |  |
| Under-change Art Installations |  | Pedestrian Plaza                            |  |
| District Sign / Monument       |  | Boardwalk                                   |  |
| Under Bridge Placemaking       |  | Study Area Boundary                         |  |
| Signature Water Crossing       |  | Garland City Limits                         |  |
| Signature District Roundabout  |  |                                             |  |



# KEY TAKEAWAYS

## OPPORTUNITIES FOR DEVELOPMENT, REDEVELOPMENT, AND INFILL

- Availability of vacant parcels and public spaces owned by the City.
- Proximity to Lake Ray Hubbard and lakefront access.
- Well-connected active transportation network (both existing and proposed).

## CONSTRAINTS TO DEVELOPMENT

- Texas Parks and Wildlife requirements for conversion of Windsurf Bay Park to a non-recreation use.
- Developing vacant parcels can pose challenges related to feasibility of proposed development and land acquisition.
- Most of the property is owned by two private organizations.

## CHANGES TO TAXABLE VALUE

Collectively, properties throughout the study area are approximately \$445,144,077 in annual tax value. Extension of the PGBT right-of-way will result in a loss of about \$60,358,220 in annual tax value due to the reduction or elimination of private property. A significant focus of this planning effort is balancing and, eventually, surmounting the loss of tax revenue anticipated by the catalyst tollway expansion. The proposed land uses and densities for each of the focus areas will result in an increase of \$947,435,485 in taxable value.

Focus Area	Current Taxable Value	Potential Taxable Value	Difference
Focus Area 1: Zion Point	\$47,421,130	\$284,229,644	+ \$236,808,514
Focus Area 2: North Point	\$49,032,338	\$163,760,512	+ \$114,728,174
Focus Area 3: South Point	\$130,117,714	\$384,266,786	+ \$254,149,072
Focus Area 4: Windsurf Bay	\$31,651,898	\$338,699,093	+ \$307,047,195
Focus Area 5: Locust Grove	\$31,511,454	\$166,120,026	+ \$134,608,572
<b>Total</b>	<b>\$289,734,534</b>	<b>\$1,337,076,061</b>	<b>+ \$1,047,341,527</b>

\*The table reflects the taxable values for properties in each of the focus areas.





**Future land uses aim to:**

- *Provide more lakefront recreation connected by trails*
- *Provide shopping and eating destinations*
- *Provide diverse housing options*
- *Improve transportation connections*
- *Support commercial and mixed-use development to generate employment opportunities*
- *Increase density*
- *Improve quality of life*

**LAND USE & CHARACTER**



**Transportation improvements aim to:**

- *Provide multi-modal enhancements*
- *Provide trail connections*
- *Provide waterfront paths with street furniture*
- *Provide wayfinding elements to enhance mobility and connectivity*

**TRANSPORTATION & CIRCULATION**



**Recommended enhancements to:**

- *Recreational facilities*
- *Trail connections*
- *Waterfront open spaces*
- *Boardwalks*

**URBAN DESIGN & OPEN SPACE**



**The proposed plan includes:**

- *Destinations for recreation and entertainment*
- *Gateway signage welcoming travelers along I-30*
- *Signature branding and wayfinding elements*
- *Public art installations*

**WAYFINDING & BRANDING**



# FOCUS AREAS

## Focus Area 1 ZION POINT

*Zion Point focuses on furthering Garland’s housing diversity initiatives and continues connections to Lake Ray Hubbard.*

- Land Use Changes
  - » Supporting retail and commercial development planned for high-traffic thoroughfares and critical intersections to increase economic return.
  - » Introduction of diverse housing options.
- Transportation and Circulation Improvements
  - » Introduction of additional roadways between Zion Road and the frontage road to improve connectivity.
- Urban Design and Open Space Elements
  - » A shared-use path and trail system connecting Zion Point to other recreational spaces is proposed.
  - » Leveraging public waterfront access provided by John Paul Jones Park and Chaha Boat Dock.
- Wayfinding and Branding Considerations
  - » A Boat Wayfinding Monument is proposed within Chaha Boat Dock’s parking area.

## Focus Area 2 NORTH POINT

*North Point establishes a gateway to Garland and provides an opportunity for residents and commercial tenants to capitalize on the lakefront.*

- Land Use Changes
  - » Vertical and horizontal mixed-uses to support local establishments are proposed.
  - » Redevelopment of existing commercial developments to capitalize on the lakefront location, such as a hotel/conference center on the City-owned property.
- Transportation and Circulation Improvements
  - » Realigned connections to I-30 and Marvin Loving Road.
- Urban Design and Open Space Elements
  - » The trail network along Chaha Road and I-30 frontage continues through North Point, providing pedestrian connections with other focus areas.
  - » An on-the-water boardwalk feature extends from the terminus of the John Paul Jones Park shared-use path in Focus Area 1 under I-30 and into North Point.
  - » Restoration of the existing dock along Lake Ray Hubbard to include non-motorized water sports.
- Wayfinding and Branding Considerations
  - » Gateway signage to welcome travelers to the City is proposed along I-30.
  - » District branding and monumentation is proposed to create a distinct identity.

### Focus Area 3 SOUTH POINT

*South Point focuses on establishing a premier lakeside experience for residents and visitors alike through urban forms and mixed-use development.*

- Land Use Changes
  - » South Point is envisioned as the activity center of the study area, offering an urban core of vertically mixed land uses and residences.
  - » Local commercial and retail development opportunities along the lakefront.
- Transportation and Circulation Improvements
  - » Significant addition of new or realigned roadways within and between the focus areas.
- Urban Design and Open Space Elements
  - » A multi-use pedestrian plaza is proposed along Lake Ray Hubbard open to pedestrian-bike traffic.
  - » Pocket parks are proposed along the lakeshore to preserve sightlines and serve as displacement for parkland reduction in Windsurf Bay Park.
  - » Pedestrian-friendly infrastructure is proposed throughout the urban core.
- Wayfinding and Branding Considerations
  - » Signature district roundabout or gateway is proposed on the intersections of Marvin Loving Drive and Point Boulevard to create a sense of arrival and place for residents and visitors.

### Focus Area 4 WINDSURF BAY

*Windsurf Bay establishes recreational, educational, and residential opportunities for study area visitors and residents.*

- Land Use Changes
  - » Redevelopment of existing single-family properties is anticipated due to NTTA's acquisition and construction of the PGBT extension.
  - » Mixed-use development including commercial services for neighboring residential homes within the existing Windsurf Bay Park area. Proposed property for substitution of displaced parkland (as per Texas Parks and Wildlife requirements) is identified in other focus areas.
- Transportation and Circulation Improvements
  - » Addition of frontage roads and trail connections proposed along Windsurf Bay Park.
- Urban Design and Open Space Elements
  - » Improved recreational programming to leverage the lakefront location of Windsurf Bay Park is proposed, including educational installations and a potential educational or recreational facility.
  - » The waterfront trail continuing along Windsurf Bay's frontage of Lake Ray Hubbard.
- Wayfinding and Branding Considerations
  - » A signature bridge crossing connecting South Point and Windsurf Bay is proposed.



**Focus Area 5  
LOCUST GROVE**

*Locust Grove focuses on improving circulation and providing housing alternatives to those displaced by the PGBT extension.*

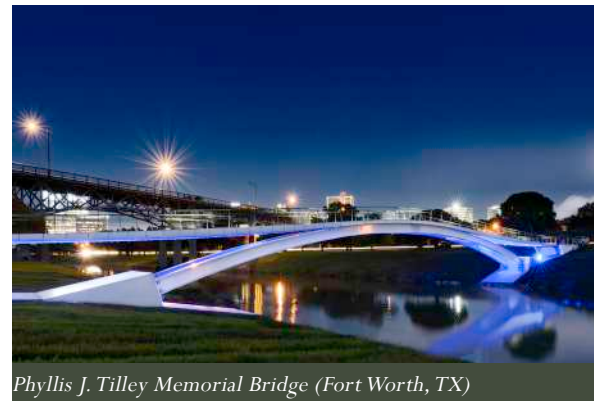
- Land Use Changes
  - » The residential homes directly adjacent to the PGBT roadway alignment will be significantly impacted and provide an opportunity to introduce high-density residential or mixed-use.
- Transportation and Circulation Improvements
  - » Future improvements to Locust Grove Road.
- Urban Design and Open Space Elements
  - » A centralized open space is recommended to serve residents west of the PGBT extension.
  - » Opportunities to incorporate public spaces under elevated roadways.
  - » Additional trail connections are anticipated along the I-30 and PGBT extension frontage roads, providing cross highway pedestrian connectivity to other focus areas, where possible.
- Wayfinding and Branding Considerations
  - » Underpass art and branding installations are recommended to further the identity of the study area.



*The Bell Tower, Cypress Waters (Dallas, TX)*



*El Reno Roundabout Improvements (El Reno, OK)*



*Phyllis J. Tilley Memorial Bridge (Fort Worth, TX)*



*Mixed-Use Development Example (Woodlands, TX)*



*Green Infrastructure Educational Placard (Atlanta, GA)*



*Clearfork Underpass Art Installation (Fort Worth, TX)*

# PRIORITY RECOMMENDATIONS

To make the implementation process more efficient and streamlined, 10 recommended actions, in no particular order, have been identified as priority actions that can provide quick wins or prove to be transformative to the area.

These 10 priority actions are not required to be the first actions to be completed in the short-term; the City should take advantage of opportunities to implement other plan recommendations as partnerships and funding become available. These actions provide a starting point for implementation and guidance for plan administrators. It is likely that accomplishing these 10 actions will create the momentum to carry through implementation of the remaining actions.

**1** Partner with existing commercial landowners to redevelop older properties within the study area.

**2** Update the City's Master Thoroughfare Plan to illustrate the new and improved alignments of streets within the study area, particularly Marvin Loving Drive.

**3** Establish a district identity through branding elements, similar to the City's Firewheel concept; consider holding a competition or public involvement session to select a consistent marketing scheme.

**4** Consider a City-initiated zoning designation for the study area, such as a Planned Development District, tailored to the land use distribution and character described in the planning scenarios for each focus area.

**5** Coordinate with TxDOT to integrate the study area's branding scheme into the newly designed Bass Pro Drive interchange.

**6** Establish partnerships with property owners and/or developers for public/private partnerships that support the community's shared vision for vibrant mixed-use projects.

**7** Secure right-of-way extensions along Marvin Loving Drive, Point Boulevard, and Bay Island Drive through adjacent development dedication or acquisition.

**8** Facilitate the redevelopment of a portion of Windsurf Bay Park using an RFQ/RFP or other method to attract new mixed-use and commercial waterfront development.

**9** Construct the proposed signature Marvin Loving bridge crossing.

**10** Coordinate with homeowners and developers to carry out needed land assembly to promote redevelopment in and around Anchor Point subdivision.





# **BASELINE ANALYSIS 1**

# INTRODUCTION

The Setting Sail: South Garland Lakeside Area Plan is intended to provide guidance for the development, redevelopment, and provision of public facilities within the area surrounding the interchange of I-30 and SH 190, also known as President George Bush Turnpike (PGBT), in anticipation of the future extension of PGBT south to the Garland city limits. The area south of I-30 is currently developed with a variety of residential, commercial, and public park spaces, which the alignment of the roadway extension will impact. This Plan offers tailored solutions related to land use, development, transportation, and economic development for the potential impacts this area will face. As part of this study, the greater area surrounding this interchange is analyzed to understand the existing conditions,

identify potential impacts of the PGBT extension, and outline a long-term plan for the future redevelopment of the study area.

The initial chapter of this study includes a detailed assessment of the existing conditions to identify challenges and opportunities in the area. The second chapter establishes a future development plan with recommended improvements based on an understanding of the existing conditions and realistic opportunities available. The last chapter of this report outlines an action plan to implement the recommendations of the development plan. The ultimate goal of this report is to provide the City with a framework for the complete redevelopment of the study area.



## THIS CHAPTER PROVIDES:

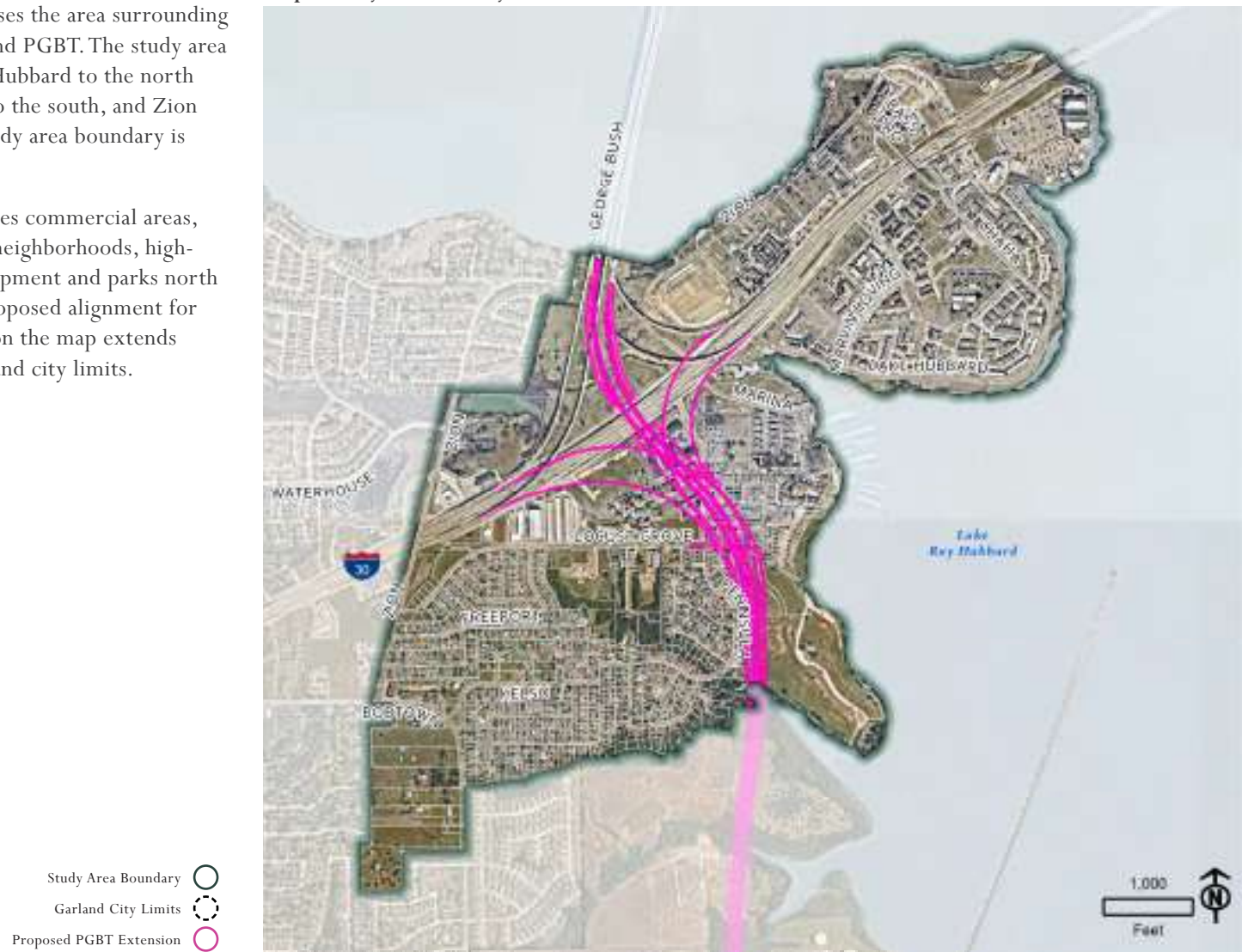
- An overview of existing plans and policies that might impact the land use patterns and development in the area
- An overview of the physical features, existing and proposed utilities, and services
- A brief analysis of the impacts of the proposed transportation improvements in the area
- An assessment of the regulatory and policy framework
- An evaluation of parks and recreational facilities
- An analysis of the existing market conditions and economic development opportunities
- An overview of the issues faced and potential opportunities that can be leveraged to enhance the quality of life and foster economic growth in the area

# STUDY AREA

The study area encompasses the area surrounding the interchange of I-30 and PGBT. The study area is bounded by Lake Ray Hubbard to the north and east, the city limits to the south, and Zion Road to the west. The study area boundary is shown in Map 1.

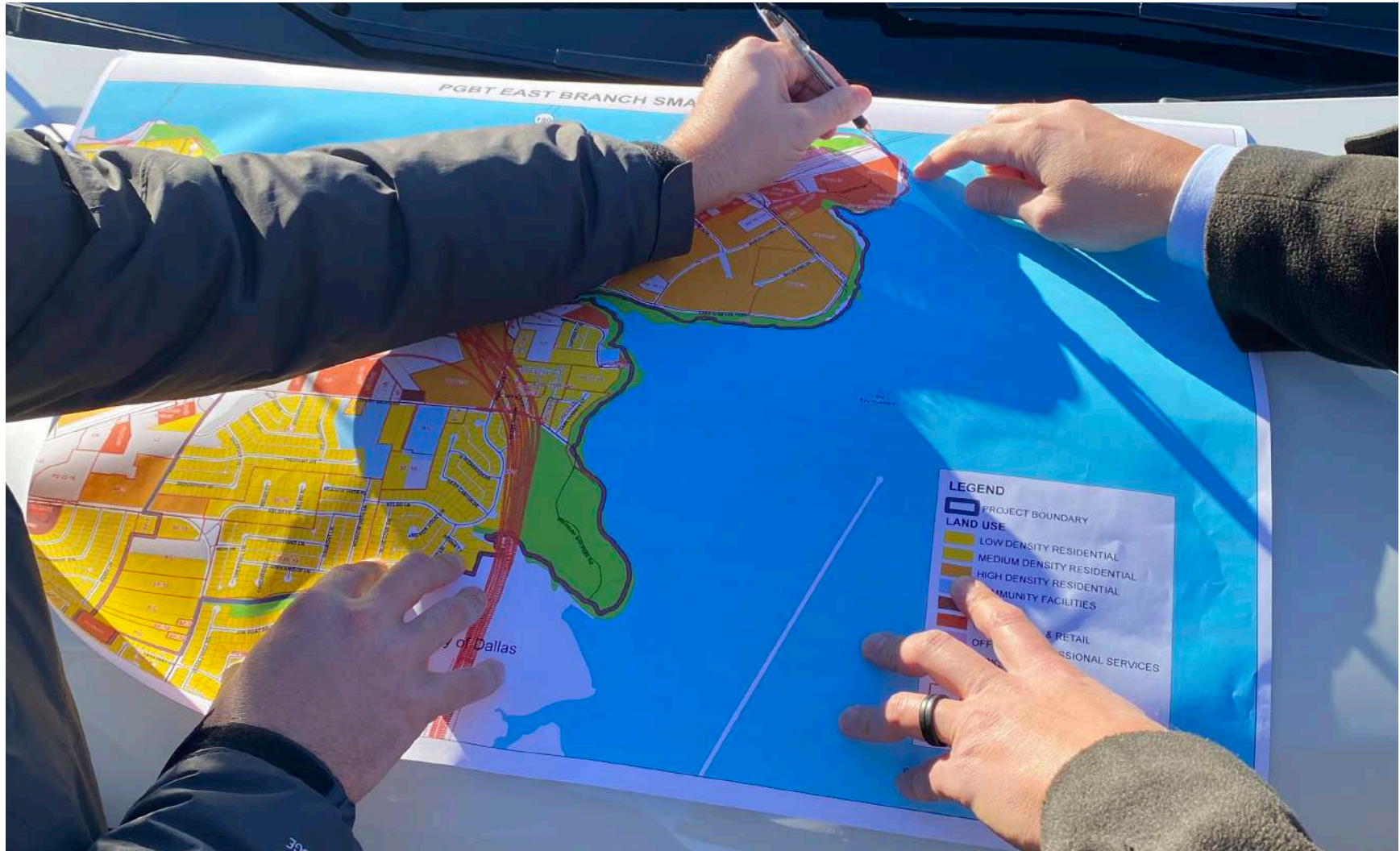
The area currently includes commercial areas, single-family residential neighborhoods, high-density residential development and parks north and south of I-30. The proposed alignment for the future PGBT shown on the map extends south of I-30 to the Garland city limits.

Map 1. Study Area Boundary



# EXISTING PLANS AND STUDIES

As part of the plan development process, existing plans and policies adopted by the City as well as planning efforts in progress were reviewed and action items were excerpted to inform this Area Plan. This section provides an overview of the most recent plans and studies that guide the future development of the study area.



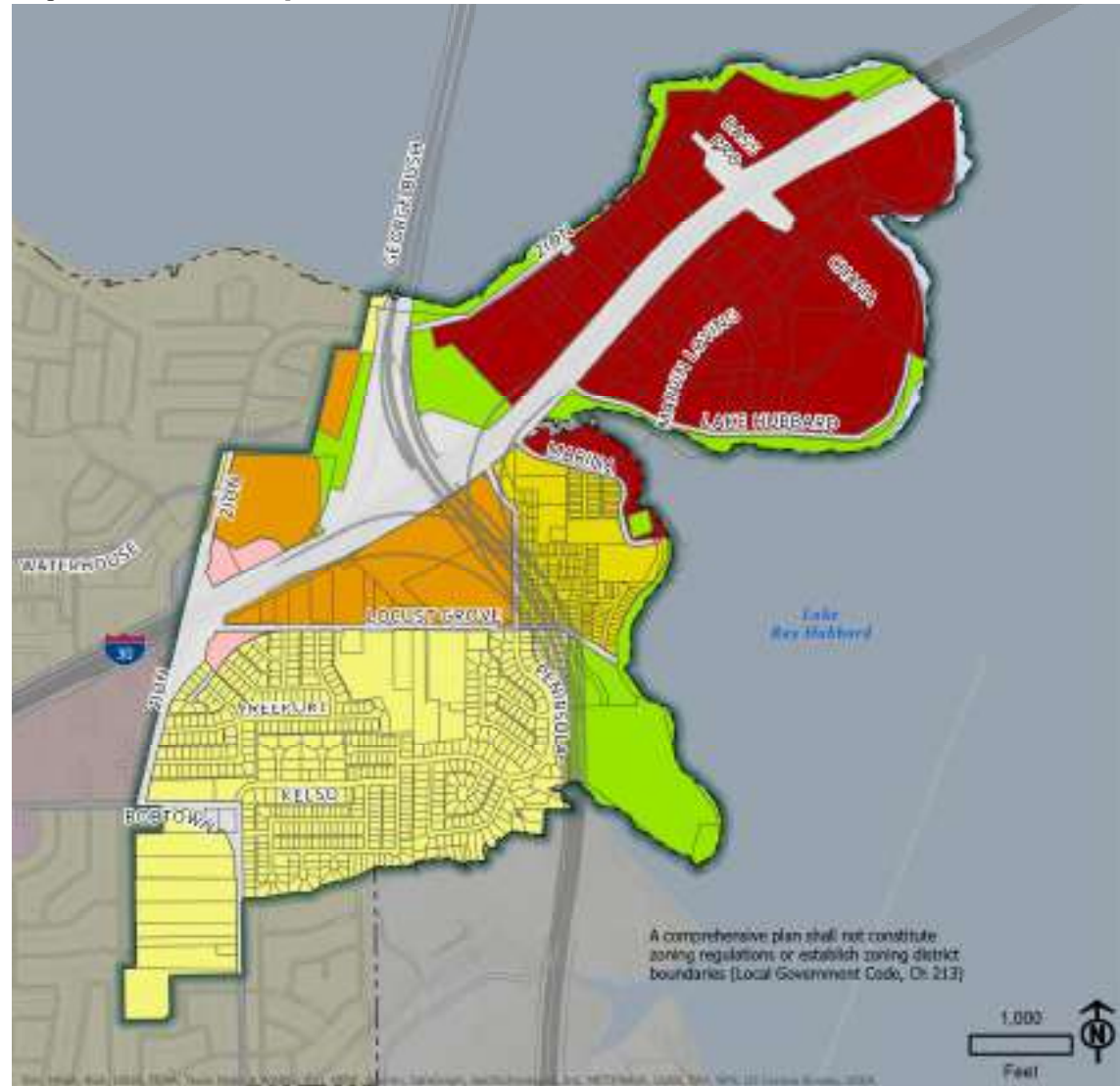
## ENVISION GARLAND COMPREHENSIVE PLAN (2012)

Envision Garland, the City of Garland's Comprehensive Plan, was adopted in March 2012. The Comprehensive Plan is a long-range planning document that sets forth the vision for the City and recommends strategies to achieve the goals for the continued growth and development of the City. The plan provides recommendations related to land use, transportation, utilities, economic development, parks and recreation, and implementation. Map 2 shows the proposed Future Land Use Plan for the study area. Action items from the plan that will be incorporated in developing this Area Plan are listed below.

### PLAN RECOMMENDATIONS

- Enhance walkability and improve connections providing accessibility and continuous routes surrounding City offices, parks, recreation centers, and similar municipal facilities.
- Upgrade and expand existing park facilities.
- Increase public experiences related to public art, performance, and other cultural events.
- Provide for enhanced gateways at primary entries into Garland.
- Improve bus stops to provide weather protection for users and to promote ridership.

Map 2. Future Land Use Map



- |                           |  |                      |  |                     |  |
|---------------------------|--|----------------------|--|---------------------|--|
| Traditional Neighborhoods |  | Neighborhood Centers |  | Study Area Boundary |  |
| Compact Neighborhoods     |  | Regional Centers     |  | Garland City Limits |  |
| Urban Neighborhoods       |  | Parks & Open Space   |  |                     |  |



## I-30 CORRIDOR CATALYST AREA PLAN (2017)

The corridor plan recommends redevelopment and revitalization strategies for the I-30 Catalyst Area. The catalyst area experiences a high traffic volume because of predominantly commercial uses in the area. The plan recommends consolidating land into larger parcels where possible, unifying zoning districts, and encouraging mixed-use development in the area. Three Targeted Investment Areas (TIA) were identified at major intersections within the area; Broadway Site (I-30 and Broadway Boulevard), Rosehill Site (I-30 and Rosehill Road), and Harbor Point. The concept plan for the Harbor Point TIA, located within the study area, is illustrated in Map 3. The concept plan incorporates new commercial development along the I-30 frontage, redevelopment of existing high-density residential to urban residential and townhomes, and long-term revitalization of existing high-density residential north and south of I-30.

### PLAN RECOMMENDATION

The Plan recommends adopting a destination-focused design approach for Harbor Point incorporating new mixed-use retail, residential, and commercial development. It identifies a need for creating more vibrant and walkable outdoor spaces to increase footfall in commercial areas. Improvements to the current housing stock and the existing John Paul Jones Parks were also recommended as part of this Plan.

Map 3. Harbor Point Target Investment Area Concept Plan



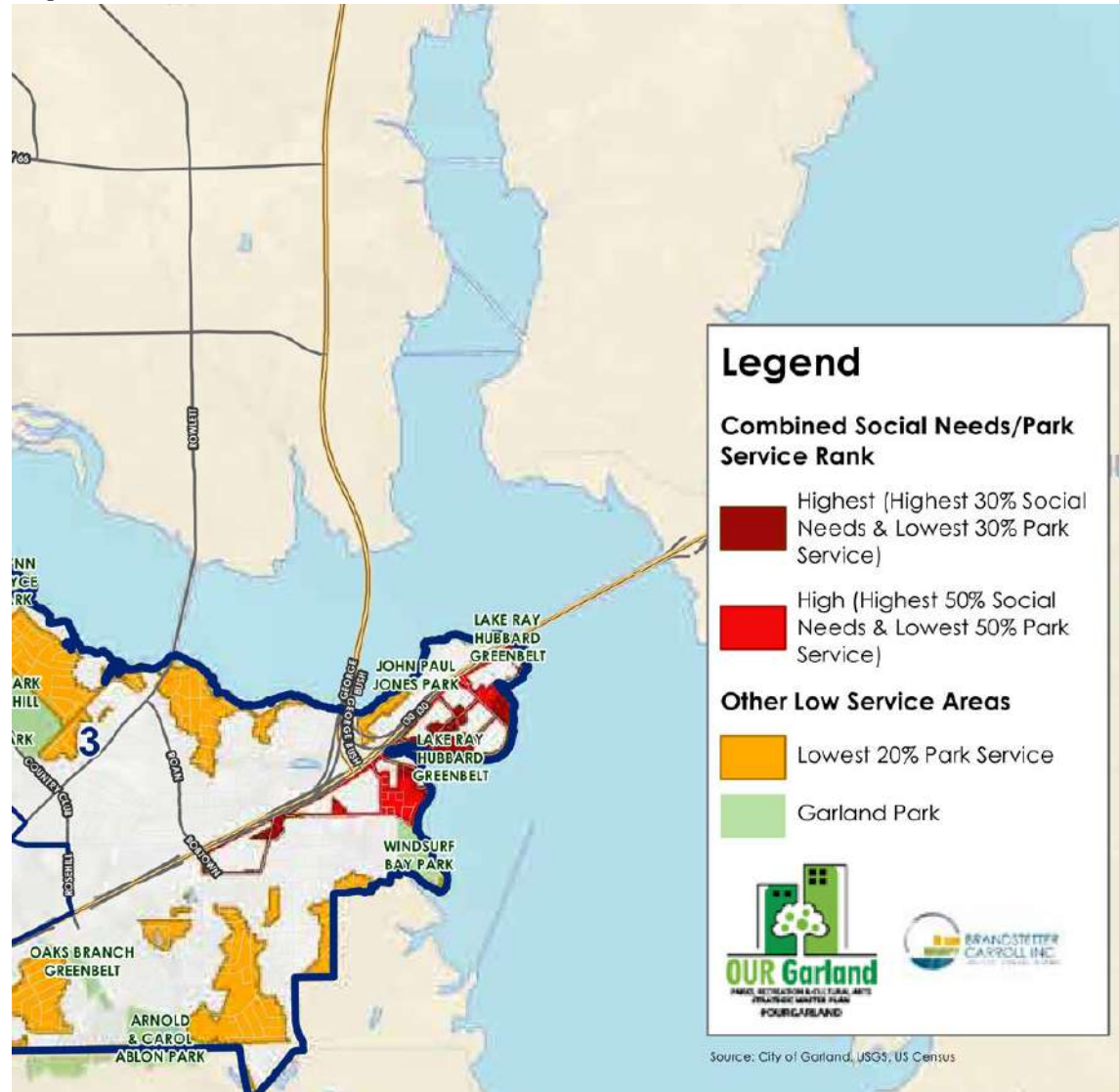
## OUR GARLAND PARKS, RECREATION AND CULTURAL ARTS STRATEGIC MASTER PLAN (2019)

Our Garland envisions creating modern parks and recreational spaces with stimulating playgrounds, expanded recreation, trail connectivity, and more. As per the plan, the study area contains areas identified as having the highest need for improved level of service of social needs and access to parks. Map 4 shows combined social needs and park service rank. The plan also provides a list of improvements for the lakefront parks (Windsurf Bay Park and John Paul Jones Park) which will be incorporated while planning for land use scenarios proposed in this Plan.

### PLAN RECOMMENDATION

John Paul Jones Park and the Lake Ray Hubbard Greenbelt could provide scenic trails and gathering spaces in addition to the Chaha Boat Ramp along the lake which could be a regional attraction.

Map 4. Combined Social Needs/ Park Service Rank





## CULTURAL ARTS PLAN (2021)

The 2021 Garland Cultural Arts Plan provides a blueprint for coordinating the efforts of the City government, community members, and key stakeholders in supporting cultural arts in the City of Garland. The plan provides recommendations and resources regarding funding, programming, partnerships, and processes.

One of the goals outlined in the plan is to provide access to arts and cultural activities in all neighborhoods and downtown. In order to support this goal, several actions items were developed including the strategy to activate Windsurf Bay Park and other areas along Lake Ray Hubbard with cultural and artistic offerings.

### PLAN RECOMMENDATION

Activate Windsurf Bay Park and other areas along Lake Ray Hubbard with cultural and artistic offerings.



CITY OF GARLAND  
**Cultural Arts Plan 2021**

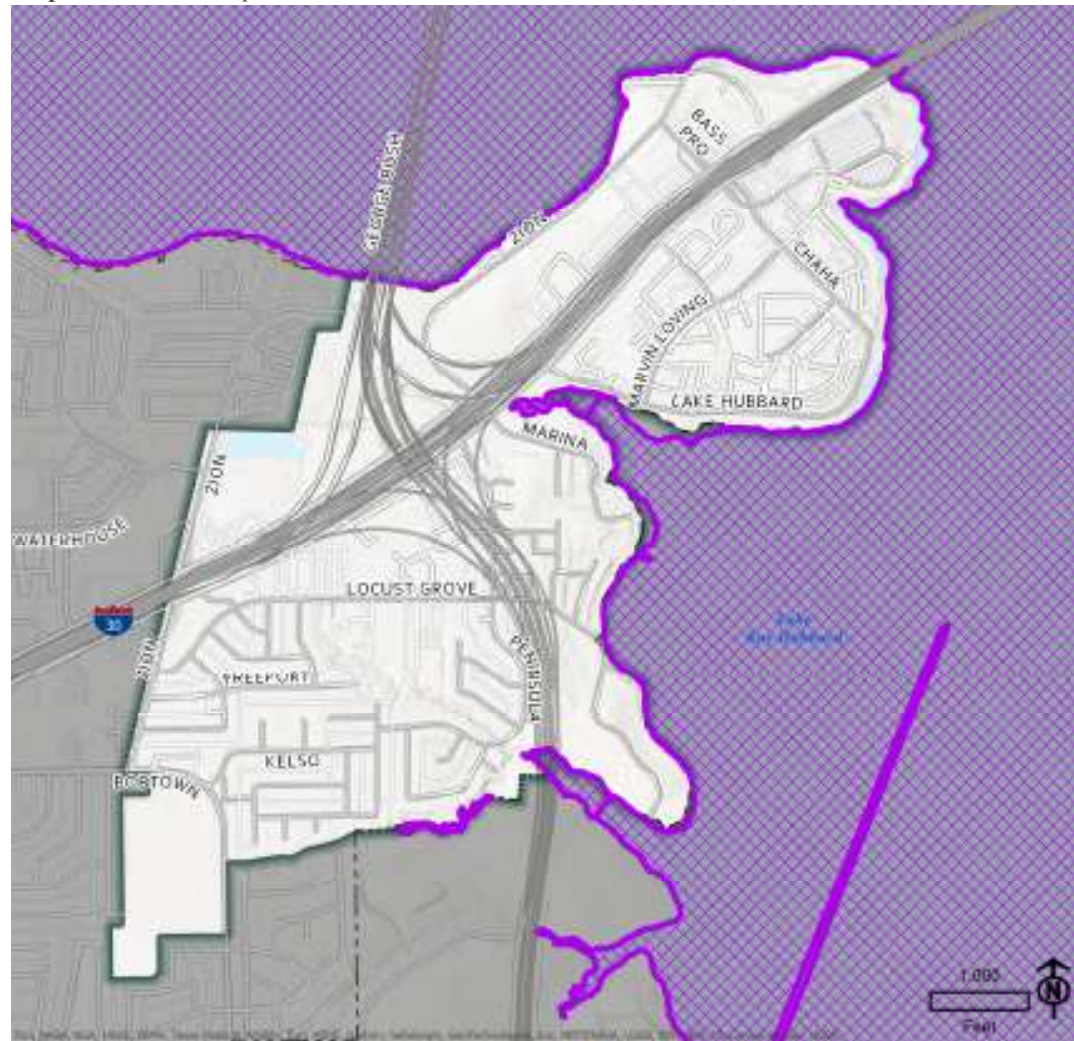


# PHYSICAL AND REGULATORY FRAMEWORK

## PHYSICAL FEATURES

The study area is bordered by Lake Ray Hubbard on the east creating potential for lakefront development. The proximity of the floodplain to the study area poses opportunities and challenges. The study area is located adjacent to the 100-year floodplain which will impact the land use decisions, permitted uses, and setbacks for development in this area. Land adjacent to the floodplain presents an opportunity to create open space and recreation space that capitalize on the lake frontage. This section provides an overview of the physical and regulatory policies in place that impact development of the study area.

Map 6. 100-Year Floodplain



## EXISTING LAND USE

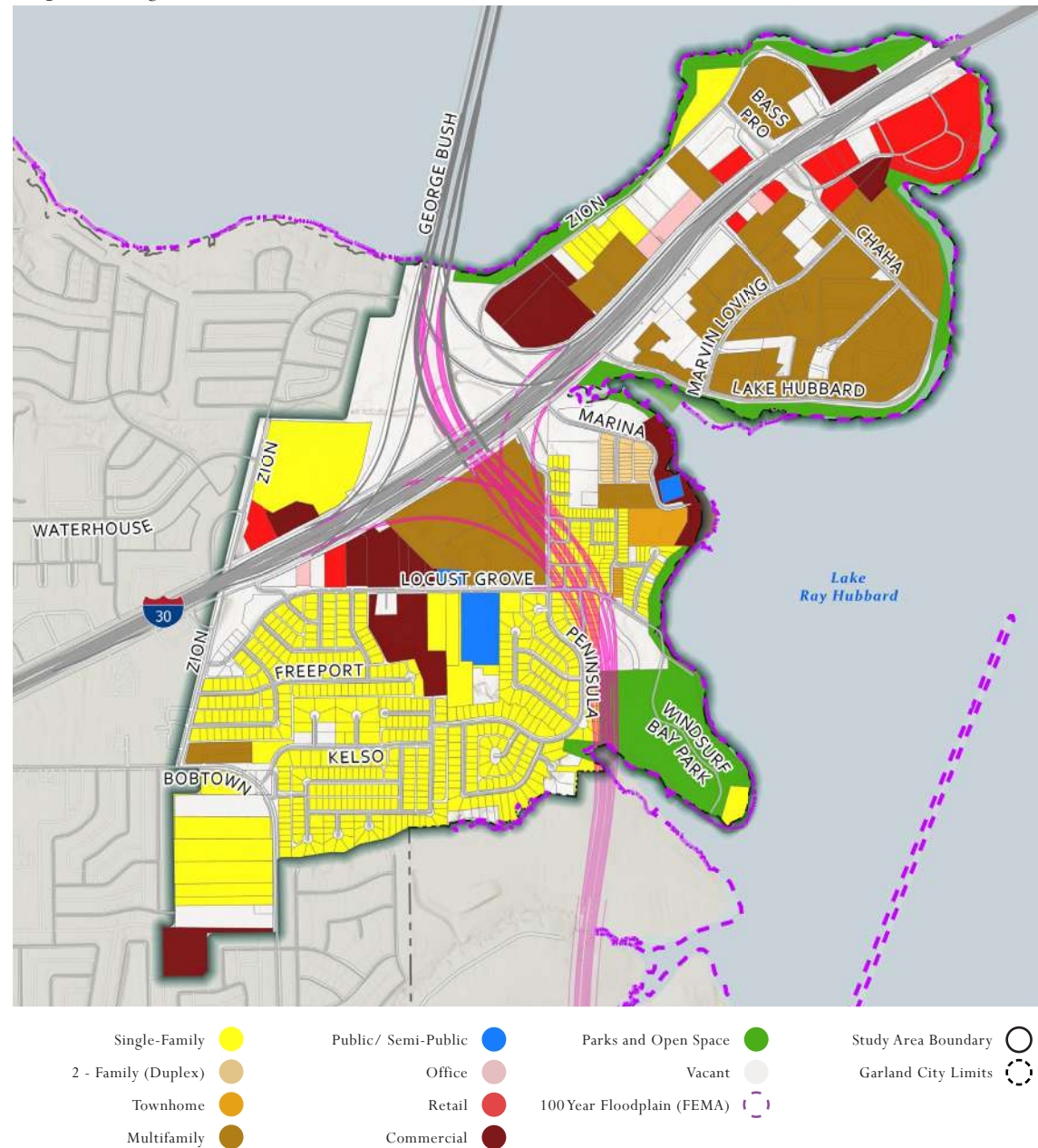
### Land Use Pattern

Examining the existing land use pattern helps identify potential focus areas along with any land use changes that might benefit the community and foster economic growth. The study area consists of predominantly residential land uses with 23 percent single-family housing and 17 percent multifamily housing. As shown in Map 7, the PGBT extension will significantly impact single-family and multifamily housing units located south of I-30. Retail development is concentrated in the northeastern part of the study area and consists of chain restaurants, hotels, and gas stations. The study area also houses some commercial developments (6.5 percent) and offices (0.6 percent) scattered throughout the study area. The area offers unique opportunities for lakefront development in the form of Windsurf Bay Park, Lake Hubbard Parkway, and John Paul Jones Park.

**Table 1.** Existing Land Use Acreages

Land Use Category	Acreage	Percentage
Single-Family	196.1	23.3%
2-Family (Duplex)	4.3	0.5%
Townhome	5.3	0.6%
Multifamily	145.1	17.3%
Public/Semi-Public	8.3	1.0%
Parks and Open Space	88.9	10.6%
Office	4.8	0.6%
Retail	30.4	3.6%
Commercial	54.9	6.5%
Right-of-Way	219.7	26.2%
Vacant	82.4	9.8%
<b>Total</b>	<b>840.2</b>	<b>100%</b>

**Map 7.** Existing Land Use



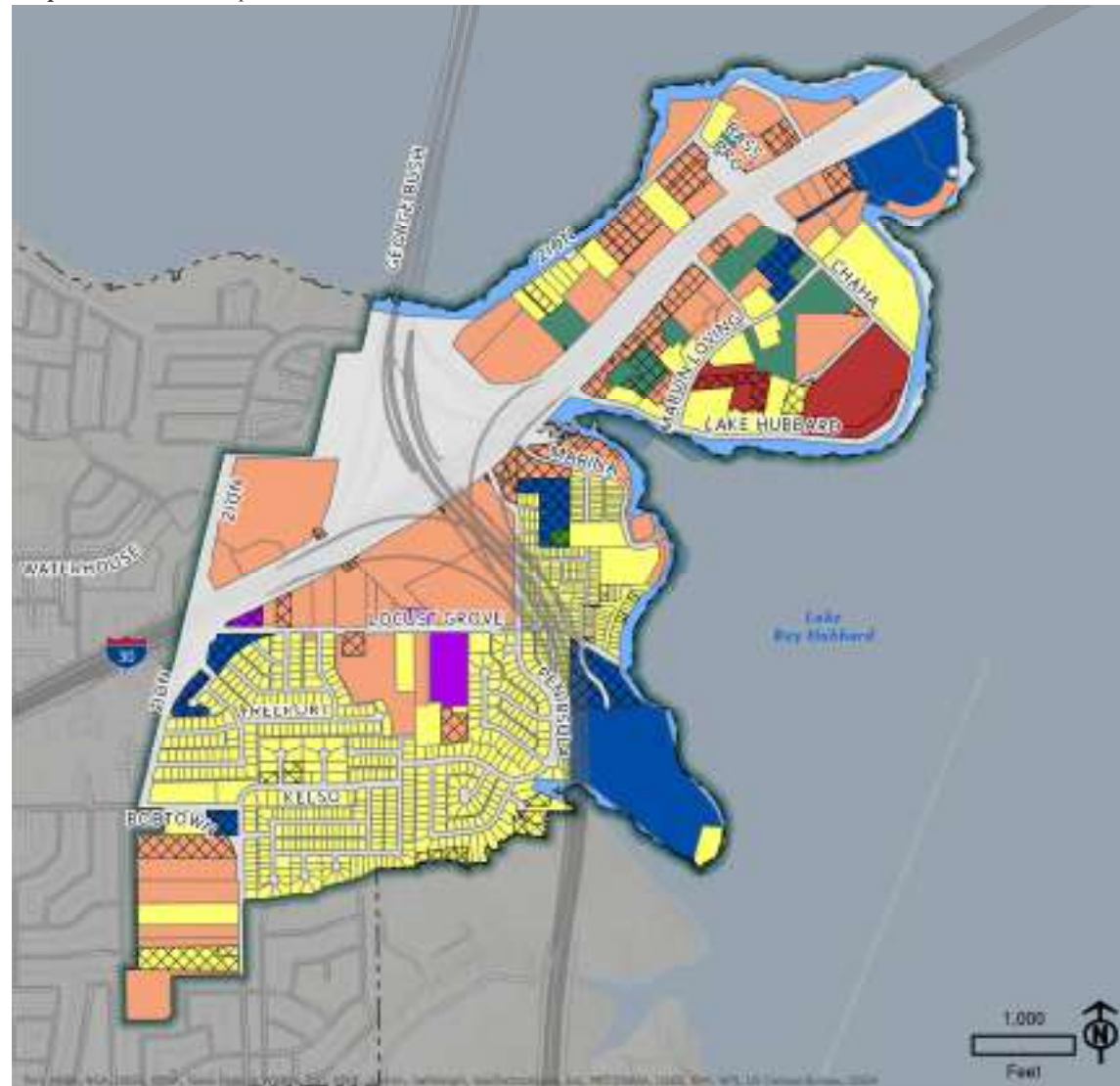
## LAND OWNERSHIP

Most of the study area is comprised of privately-owned commercial and residential properties, as shown in Map 8. The City of Garland owns the Windsurf Bay Park and Bass Pro Shops that are identified as key assets and present the most potential for development/redevelopment.

4605 Chaha LLC Properties and Tides Properties own a majority of the private properties in the area. City of Dallas owns a majority of the parks and opens spaces in the study area including the John Paul Jones Park and Lake Hubbard Parkway.

The taxable values for different land use categories are listed in the Appendices.

Map 8. Land Ownership



## VACANT LAND

Map 9 shows the location of vacant parcels in the study area. The vacant parcels present opportunity for development. Some parcels are partially developed and thus are identified as vacant due to the development opportunities they present for the area. Also, the Land Use Restrictive Agreement (LURA) associated with the Low Income Tax Credit Program participation for Lake Colony Apartments and Meadows Apartments expires in 2024 and 2026, respectively.

Map 9. Vacant Parcels



- Vacant Parcels ●
- Study Area Boundary ○
- Garland City Limits ○

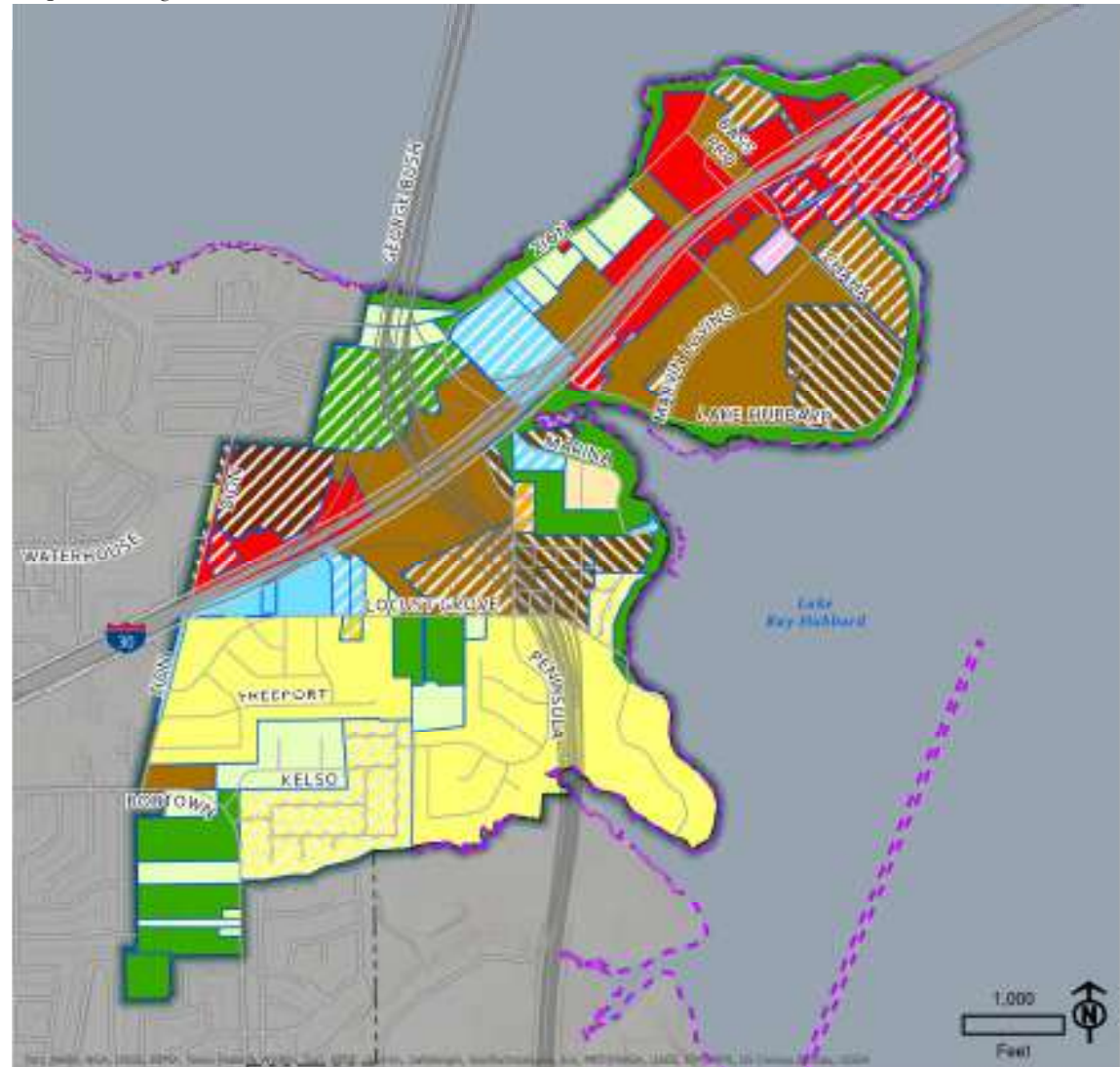


# EXISTING REGULATIONS

## Existing Zoning

Map 10 shows a variety of zoning districts along PGBT including multifamily, single-family, and agricultural. The area also has light commercial and general commercial located along the I-30 corridor. There are several Planned Developments (PD) located on the frontage of PGBT. PDs can promote flexibility and creativity in development typologies. There is a need to maintain consistency and compatibility of zoning in future development plans.

Map 10. Zoning



Agricultural District (AG)	Community Office District (CO)	Planned Development (SF-5)	Planned Development (CR)
Single-Family 10 District (SF-10)	Community Retail District (CR)	Planned Development (SFA)	Planned Development (LC)
Single-Family 7 District (SF-7)	Light Commercial District (LC)	Planned Development (MF-1)	Mixed
Two - Family District (2F)	Planned Development (AG)	Planned Development (MF-2)	Study Area Boundary
Multi-Family District (MF-1)	Planned Development (SF-7)	Planned Development (NO)	Garland City Limits

## Special Districts

The City identifies special districts in the form of Catalyst Areas which include the Target Investment Areas (TIAs), as discussed in the I-30 Corridor Catalyst Area Plan. Lake Ray Hubbard, PGBT extension, public investment at Harbor Point, and relatively large developable land tracts are identified as key assets for the I-30 Catalyst Area. The area would support a mix of residential, retail and office spaces, and vertical mixed-use. The City aspires to selectively redevelop underutilized properties and promote density and quality for this Catalyst Area. New developments along the I-30 Corridor will focus on redevelopment and revitalization.

Map 11. I-30 Corridor Catalyst Area



Interstate 30 Corridor  
Study Area Boundary



Study Area Boundary



Garland City Limits



## Housing

Map 12 shows the existing Homeowners Associations and Neighborhood Associations in the study area. These associations are relevant stakeholders as the study area undergoes changes in the future.

Map 12. Homeowners and Neighborhood Associations



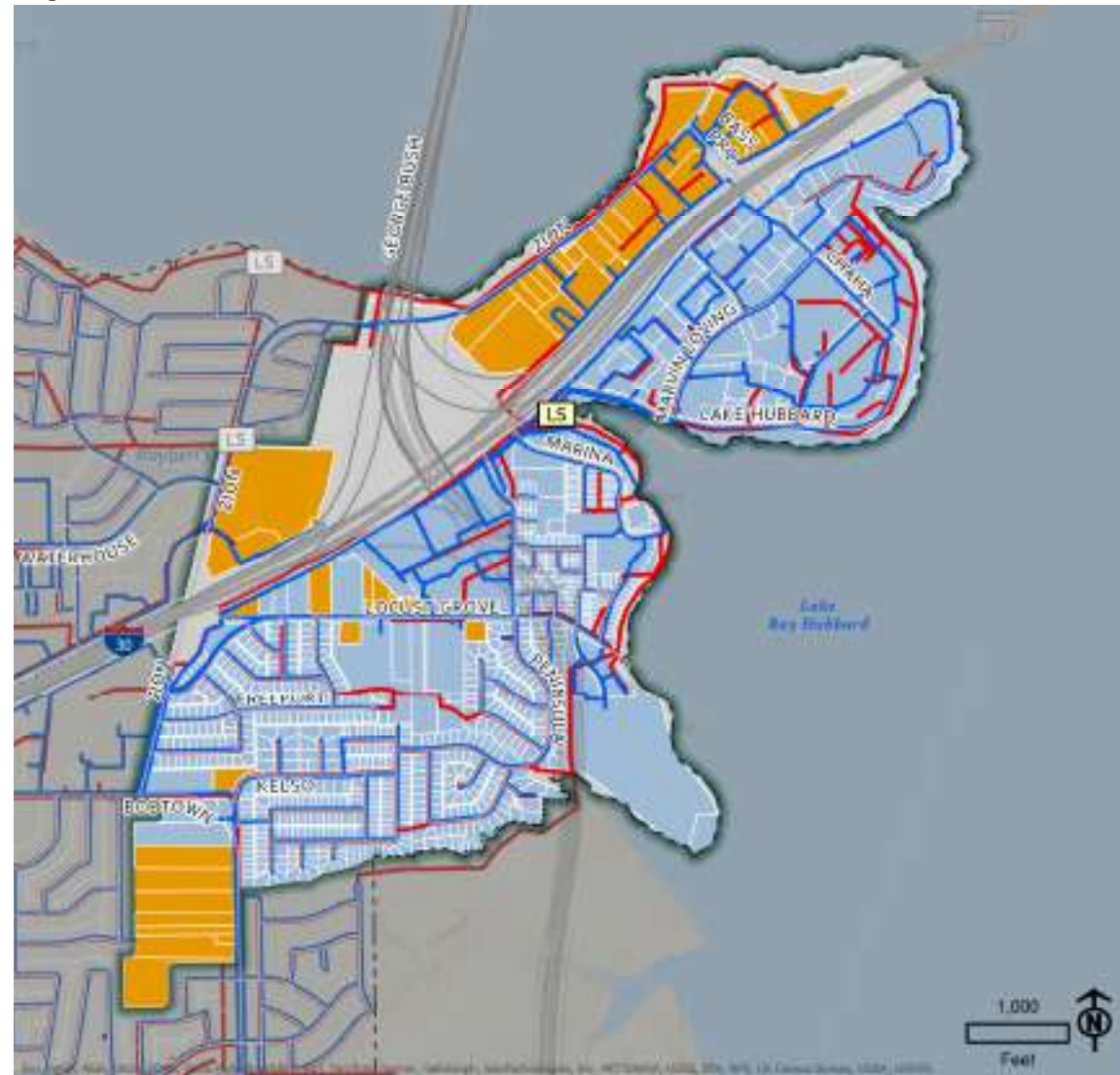
- Home Owner and Neighborhood Associations ●
- Study Area Boundary ○
- Garland City Limits ○

# UTILITIES AND SERVICES

With approximately 10 percent of the study area undeveloped—see the Existing Land Use discussion on page 11—access to existing water and wastewater infrastructure is available throughout the site. As illustrated in Map 13, the network of water and sewer mains predominantly follows established rights-of-way, with service gaps observed at undeveloped properties south of Locust Grove Road and existing Windsurf Bay Park. In addition to the PGBT extension’s impact on specific parcels and land uses, a series of established water and sewer lines will also be impacted. It is recommended that once removed, the City coordinate with NTTA and adjacent property owners to develop new infrastructure alignments and capacity that may better support the density and intensity of development recommended by this Plan.

Map 13. Utilities

- Water Mains ———
- Sewer Mains ———
- Garland Power & Light ●
- Oncor ●
- Study Area Boundary
- Garland City Limits
- Lift Station LS



Three existing lift stations serve the study area; Zion Lift Stations #1 and #2 service the areas north of I-30, while the Chaha Lift Station services all areas south of I-30. The existing and projected lift station capacities per the City’s Wastewater Master Plan (2017) are illustrated in Table 2 in million gallons per day (MGD).

By 2040, areas north and south of I-30 will have remaining capacity to accommodate 7 and 2 MGD of flow, respectively. However, it is important to note that projected assumptions were based on the existing land uses and the Envision Garland Comprehensive Plan (2012) future land use assignments.

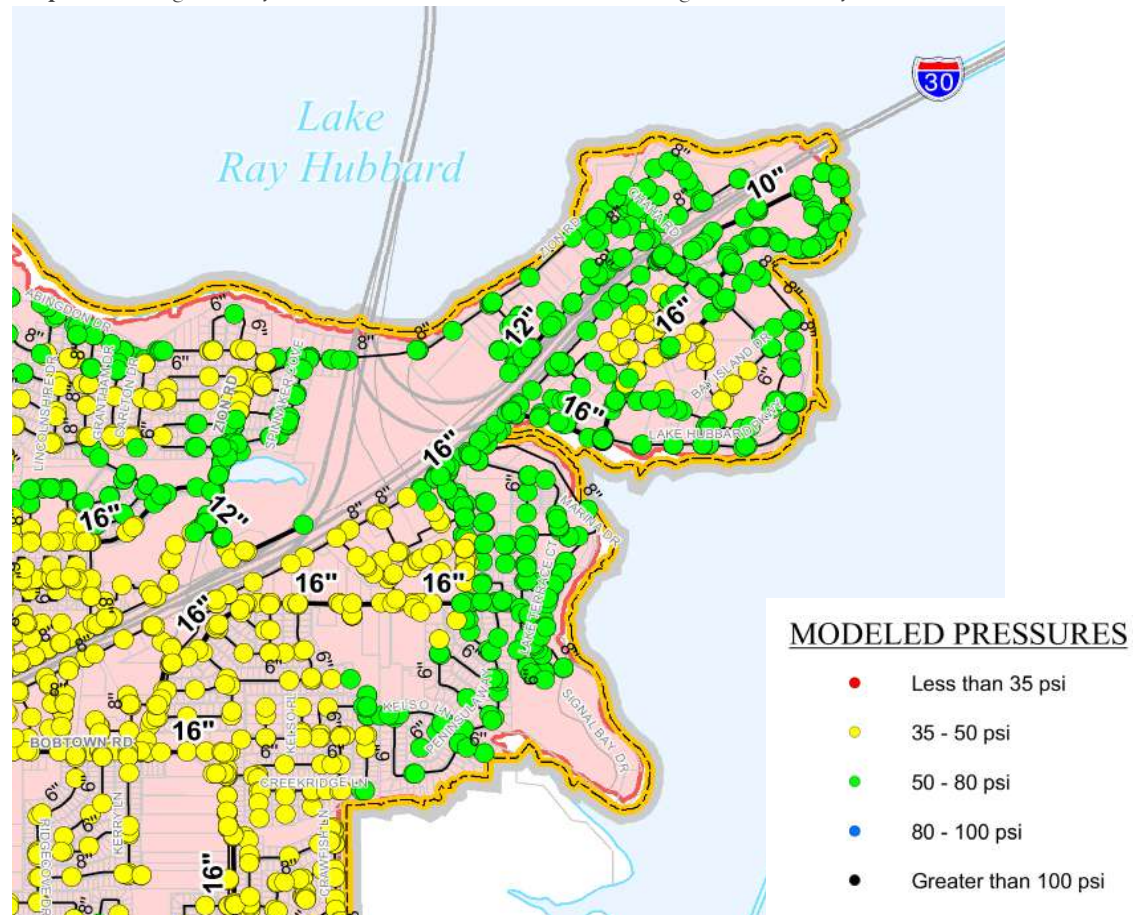
Per the City’s Water Master Plan (2020), the study area currently experiences a maximum daily water demand of 68.48 MGD. The minimum pressures experienced during this peak demand are modeled in Map 14, illustrating that current uses within the study area maintain an acceptable pressure rating of 35 to 80 pounds per square inch (psi).

It is recommended that future water and wastewater planning efforts be adjusted to accommodate the land-use changes illustrated in this Plan, particularly in areas south of I-30, where this Plan recommends significant changes in land use and the built environment.

**Table 2.** Lift Station Projected Capacity

Lift Station	Study Area Location	2021 Projected Peak Flow (MGD)	2040 Projected Peak Flow (MGD)	2021 Estimated Remaining Capacity (MGD)	2040 Estimated Remaining Capacity (MGD)
Zion Road LS #1	North of I-30	2.1	2.2	6.8	6.7
Zion Road LS #2	North of I-30	0.6	0.6	0.3	0.3
Chaha LS	South of I-30	2.6	2.6	2.0	2.0

**Map 14.** Existing Water System, Minimum Modeled Pressures During Maximum Daily Demand



# TRANSPORTATION ASSESSMENT

## EXISTING NETWORK

### Major Thoroughfares

Two major thoroughfares pass through the study area; I-30 connects the area to Dallas on the west and Rockwall on the east and PGBT connects the area to Rowlett and Plano. The proposed PGBT extension shown in Map 15 will connect the study area to Sunnyvale and Mesquite including US 80 and IH 20

### Minor Thoroughfares

Minor thoroughfares carry traffic to and from the major thoroughfares and serve as conduits for residential and commercial traffic throughout the study area. The service roads to I-30 and PGBT are a part of the area's minor thoroughfare network, serving as the interface between the regional freeways and the local area minor thoroughfares. Minor thoroughfares serving the study area include Zion Road, Locust Grove Road, Kelso Lane, and Bass Pro Drive/Chaha Road/Lake Hubbard Parkway. Connectivity between the eastern point of the peninsula (northeast of Marina) and the remainder of the study area is challenging due to the narrowness of the peninsula, a lake inlet, and one-way frontage roads.

- |                     |   |                     |       |
|---------------------|---|---------------------|-------|
| Major Thoroughfares | — | PGBT Proposed Lanes | - - - |
| Minor Thoroughfares | — | Study Area Boundary | ○     |
| Local Roads         | — | Garland City Limits | ○     |

Map 15. Existing Thoroughfare Network



## Active Transportation

The study area is serviced by an interconnected network of pedestrians and bicycle infrastructure. Sidewalks are concentrated south of I-30, while a 6-foot trail is located along the lakeside in John Paul Jones Park north of Zion Road. In addition, spine trails, side paths, shared-use lanes, and bike lanes are proposed throughout the study area as shown in Map 16.

## Public Transit

Dallas Area Rapid Transit (DART) provides on-demand transit service in the area, however, there are currently no public transit stops in the area.

### 2045 REGIONAL VELOWEB

The Regional Veloweb is a 2,165-mile network of off-street shared-use paths (trails) designed for multi-use trip purposes by bicyclists, pedestrians, and other non-motorized forms of transportation adopted as part of Mobility 2045 Update by the Regional Transportation Council in 2022. The Veloweb serves as the regional expressway network for active transportation, and it extends the reach of the region's roadway and passenger rail transit network for non-motorized transportation. The Veloweb has planned connections in 10 counties and 105 cities in North Central Texas.

Map 16. Existing and Proposed Active Transportation Infrastructure



- |                                 |                           |                     |
|---------------------------------|---------------------------|---------------------|
| Existing 6' Trail               | Proposed Sidepaths        | Study Area Boundary |
| Existing Sidewalks              | Proposed Shared Use Lanes | Garland City Limits |
| Proposed Spine Trails           | Proposed Bike Lanes       |                     |
| Spine Trails Under Construction | Veloweb                   |                     |

## PGBT EXTENSION IMPACT

The extension of PGBT southward from I-30 will entail numerous changes to the existing localized transportation access and circulation roadways.

### I-30 Service Road at PGBT Service Road

There will be a new fourth leg added to the interchange on the eastbound I-30 service road. Thus, the leg to the south will need to pass through the existing retaining wall. Parcels purchased (Lake Village West Apartments, Embree Hill Apartments) for the southward extension of PGBT may change the functionality of this southern edge of the I-30 eastbound service road.

### PGBT Service Roads, I-30 Eastbound Service Road to Locust Grove Road

The PGBT extension and its flyover direct-connector ramps will mostly pass above the existing roadway network. However, the service roads to the PGBT extension will cut through the existing local roadway network and create a barrier dividing the areas east and west of the PGBT extension. The PGBT service roads between the I-30 eastbound service road and the intersection at Locust Grove would eliminate Peninsula Way and effectively serve as the replacement minor thoroughfare for this area. As such, at least one crossing local street should

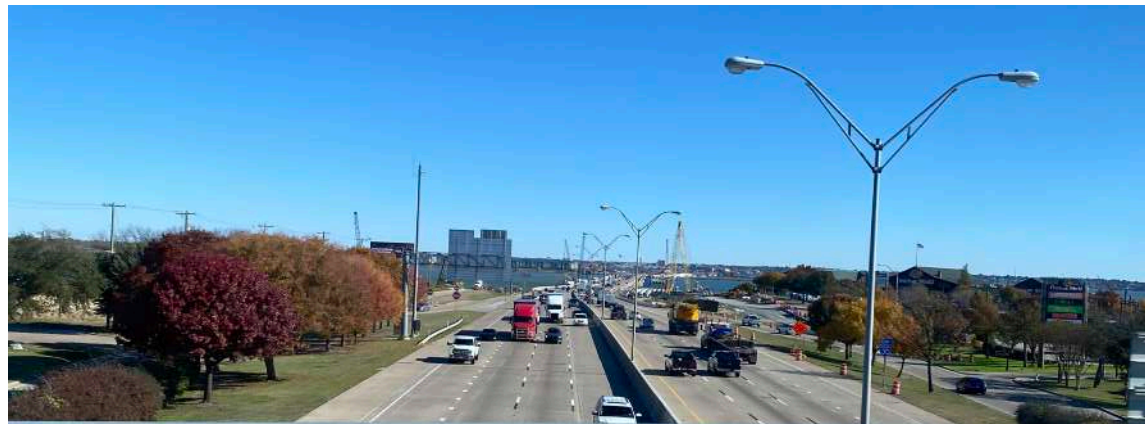
be provided to intersect the northbound and southbound service roads of PGBT between Locust Grove Road and the I-30 eastbound service road, and there should be U-turn lanes provided in advance of both the I-30 eastbound service road and Locust Grove Road.

### PGBT Service Roads, Locust Grove Road to Barnes Bridge Road

Likewise, the PGBT extension will cut through the existing local roadway network south of Locust Grove Road and create a barrier dividing the areas east and west of the PGBT extension. The PGBT main lanes south of Locust Grove Road, south of the on ramp and off ramps to and from the freeway, should provide ample vertical clearance to provide U-turn lanes in advance of the bridge crossing of the inlet from Lake Ray Hubbard. In addition, the PGBT service roads should extend continuously between Locust Grove Road and Barnes Bridge Road, with U-turns provided in advance of both intersections, to provide access and circulation to the adjacent properties.

## Connecting Multimodal Roadway between Lake Hubbard Parkway and Marina Drive

There will be a tie-in of the northbound (NB) PGBT to eastbound (EB) I-30 direct connector (DC) ramps, elevated above I-30 eastbound main lanes, somewhere between Marina Drive and Lake Hubbard Parkway. The schematics show a simple joining of a new NB-to-EB DC one-lane ramp into the existing southbound (SB) SB-to-EB DC one-lane ramp resulting in one ramp from PGBT entering EB I-30 main lanes. These are expected to be two relatively high-demand movements during peak hours and would likely need to be two lanes at the merge of NB-to-EB and SB-to-EB DC ramps. This will likely require the shifting of the I-30 EB service road a bit further away from the main lanes. This needed shift of the service road would be an opportune time to introduce a two-way local minor thoroughfare connection between Lake Hubbard Parkway and Marina Drive that could also carry the continuation of the shared-use path network.

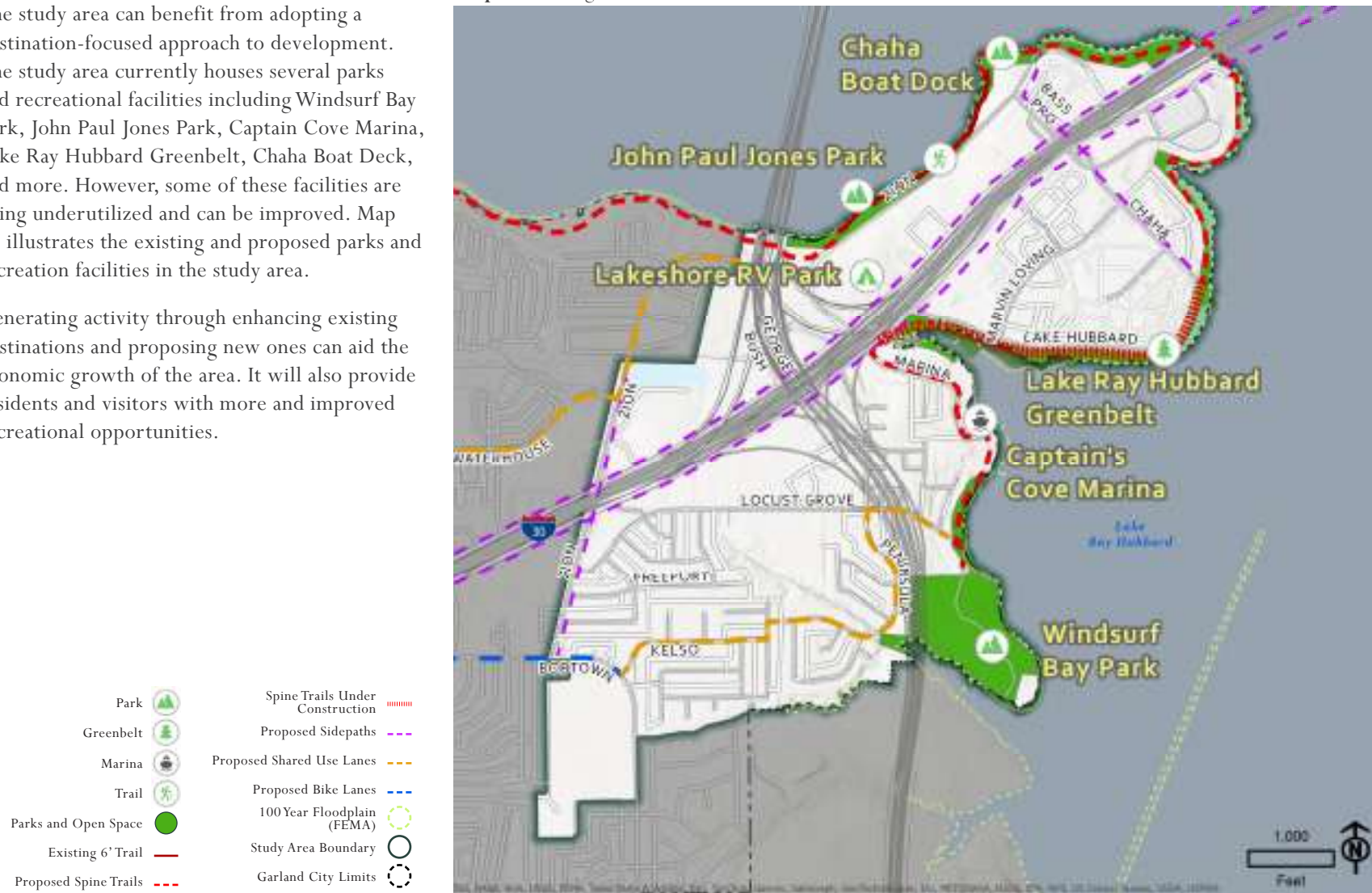


# PARKS AND TRAILS ASSESSMENT

The study area can benefit from adopting a destination-focused approach to development. The study area currently houses several parks and recreational facilities including Windsurf Bay Park, John Paul Jones Park, Captain Cove Marina, Lake Ray Hubbard Greenbelt, Chaha Boat Deck, and more. However, some of these facilities are being underutilized and can be improved. Map 17 illustrates the existing and proposed parks and recreation facilities in the study area.

Generating activity through enhancing existing destinations and proposing new ones can aid the economic growth of the area. It will also provide residents and visitors with more and improved recreational opportunities.

Map 17. Existing Parks and Recreation Facilities



## PARKS, RECREATION, & CULTURAL ARTS

A mail survey was conducted by ETC Institute with 602 responses from residents of Garland. The survey was used to help establish priorities for the future development of parks, trails, and open space in Garland. Survey respondents were asked to indicate which Garland parks they had visited over the past year. Of all the park facilities, Windsurf Bay Park had the lowest percentage of visitation at 5 percent, as did Ablon Park which is 2.5 miles away from Windsurf Bay Park.

The Parks, Recreation, and Cultural Arts Master Plan also details how the average age of the population is increasing, particularly the number of persons in the age group 65 and over. Census data indicates that the percentage of the Garland population age 65 and older was 7 percent in 2000 and is expected to increase to 14 percent by 2023. Furthermore, respondents to the Parks and Recreation Survey indicated adult fitness and wellness as the most important type of program needed with 51 percent of households reporting this need. Both the census data and survey results indicate a need for facilities and programming for the aging population in Garland.

The master plan also indicated other needed programming including environmental education. Garland currently offers few environmental education programs despite the vast amount of natural area in the City. Proposed programs could cover topics like natural processes, resource management, and habitat restoration.

## WINDSURF BAY PARK

Windsurf Bay Park is one of five community parks in the City of Garland and is located in the South Planning Sector, which contains just under 90,000 residents. According to the City's Parks, Recreation, and Cultural Arts Strategic Master Plan, a community park is classified as a site with approximately 16-40 acres of developed parkland, has a 1-2 mile service radius, and is intended to serve several neighborhoods with populations up to 20,000. Typical facilities include athletic fields, game courts, playgrounds, picnic areas, swimming pools, walking trails, and a recreation/community center. Community parks can provide active recreation, passive activities, or a combination of both. A community park should be able to attract users from multiple neighborhoods with facilities that support a range of recreational activities.

Windsurf Bay Park is approximately 42.6 acres. For a park its size, it provides few recreational facilities including a basketball half court, a playground, and one medium shelter. Parks in the South Sector, particularly along the lakefront, suffer from a deficit of indoor facilities, multipurpose fields, and trails. With the routing for the PGBT extension finalized, a major goal for the South Sector is to redevelop Windsurf Bay Park as a destination that generates revenue, enhances quality of life, and provides improved connectivity.



## TRAILS

The public surveys also indicated a strong desire to further develop trails. This reflects a growing trend in many communities, where residents are expressing a desire for trails for both recreation and improved connection between neighborhoods, schools, shopping areas, and other highly frequented uses. Trails received the second highest allocation in the dollar voting exercise and 82 percent of respondents indicated they were somewhat supportive of new recreational trail development.

Garland utilizes benchmarking comparisons to other communities to better understand its performance in key areas including trail information. Garland has 0.55 miles of trails per square mile of the City, higher than other benchmarked communities. However, Garland has fewer trail miles per 10,000 population

(1.3) than the benchmark median (1.7). These indicate that Garland compares better in terms of physical size but worse in terms of population. Furthermore, half of the trails in Garland are located within a single park, the Rowlett Creek Greenbelt.

### Harbor Point Trail

Along the Harbor Point area, there is a strong desire to extend the Shoreline Trail from John Paul Jones Park to Windsurf Bay Park on the southern tip. This proposed Harbor Point Trail would continue along the shoreline, cross under I-30, and end at Windsurf Bay Park. Together, these trail segments would total approximately 7 miles.

There are certain constraints to consider along the proposed trail route. Several conflict points exist, particularly crossing under I-30, that

may necessitate bridge crossings or elevated boardwalks. Alternatives will need to be assessed in more detail as development moves forward.

Portions of the shoreline are owned by the City of Dallas and leased to the City of Garland as parkland, including John Paul Jones Park, Lake Ray Hubbard Greenbelt, and Windsurf Bay Park. Other areas of the corridor are held by TxDOT and private property owners. Therefore, coordination will be needed at certain points to obtain access agreements.

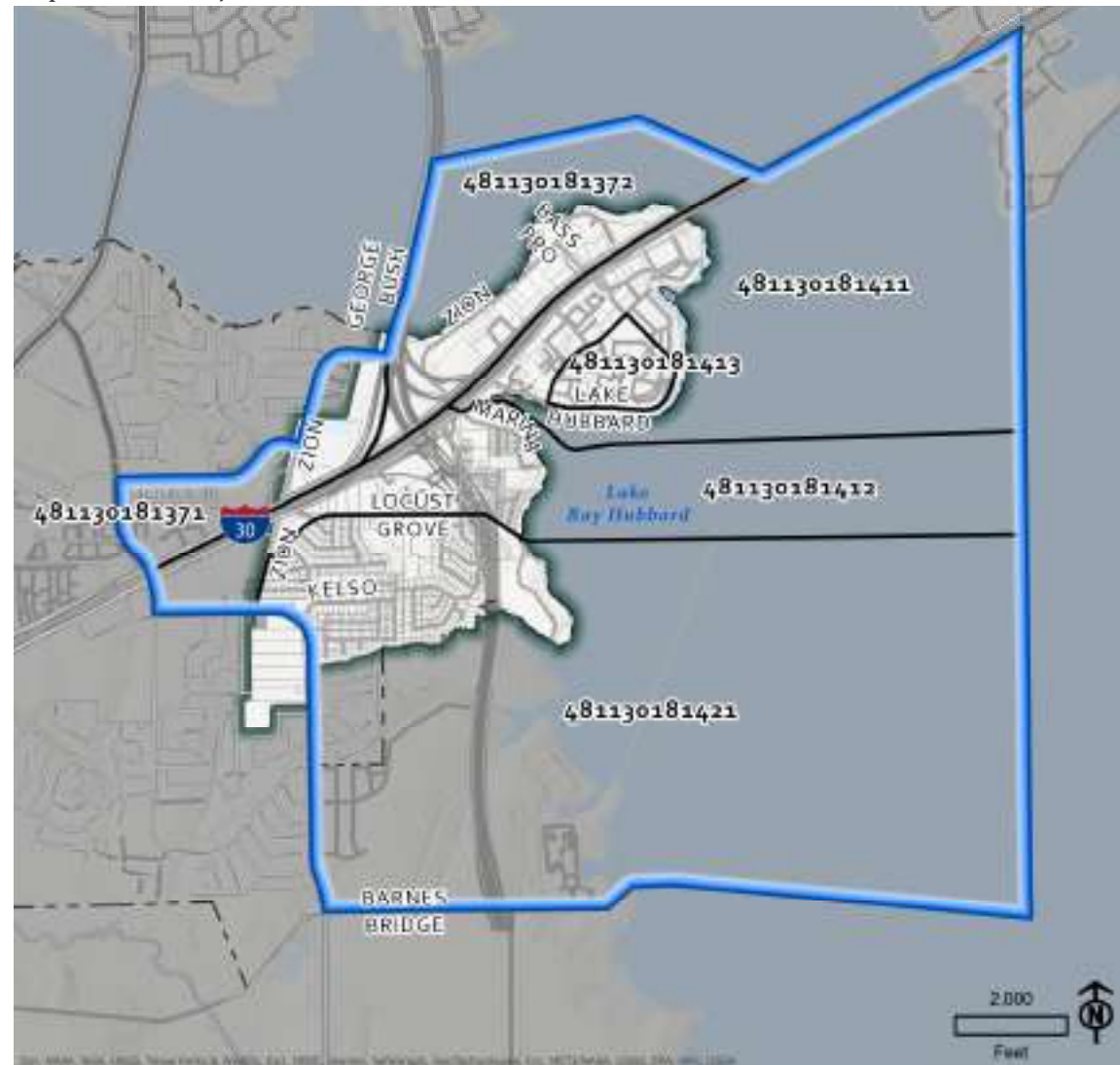
Favorable developments for the Harbor Point Trail include the trail improvements underway along Chaha Road and Lake Hubbard Parkway. These new pedestrian facilities already provide a large portion of necessary trail to connect John Paul Jones Park to Windsurf Bay Park.







# MARKET ANALYSIS

For this market analysis, socioeconomic datasets were gathered for the six census block groups shown in Map 18. While these aggregate block groups used for the market analysis area are larger than the study area, the information highlights relevant trends within the region. Note, the study area boundary is larger than the Harbor Point Targeted Investment Area (TIA) but smaller than the I-30 Corridor Catalyst Area. The City of Garland created IH-30 TIF overlaps a portion of the study area. Detailed tables can be found in the Appendices.

Map 18. Market Analysis Area



- Market Analysis Boundary 
- Census Block Groups 
- Study Area Boundary 
- Garland City Limits 



## Population and Households

The current ESRI population estimate for the market analysis area is 8,800 residents. There are approximately 3,600 households with an average household size of 2.47 people. Between 2010 and 2022, the market analysis area added 1,500 new residents. Over the next 20 years, the North Central Texas Council of Governments (NCTCOG) 2045 Demographic Forecast projects this area of Garland will add about 1,000 new households and 2,500 residents by 2045.

## Income

The 2022 median household income for the market analysis area was \$53,348. Garland's median income of \$67,710 is 26.6 percent higher than the market analysis area. Household income levels in combination with household growth have a direct impact on the types of retail and entertainment options that will be attracted to this area of Garland. Given the success of nearby destination districts such as The Harbor Rockwall as well as lakefront access, the market analysis area could transform into a destination district supported by residents and visitors not living near Harbor Point.

## Recent Real Estate Activity

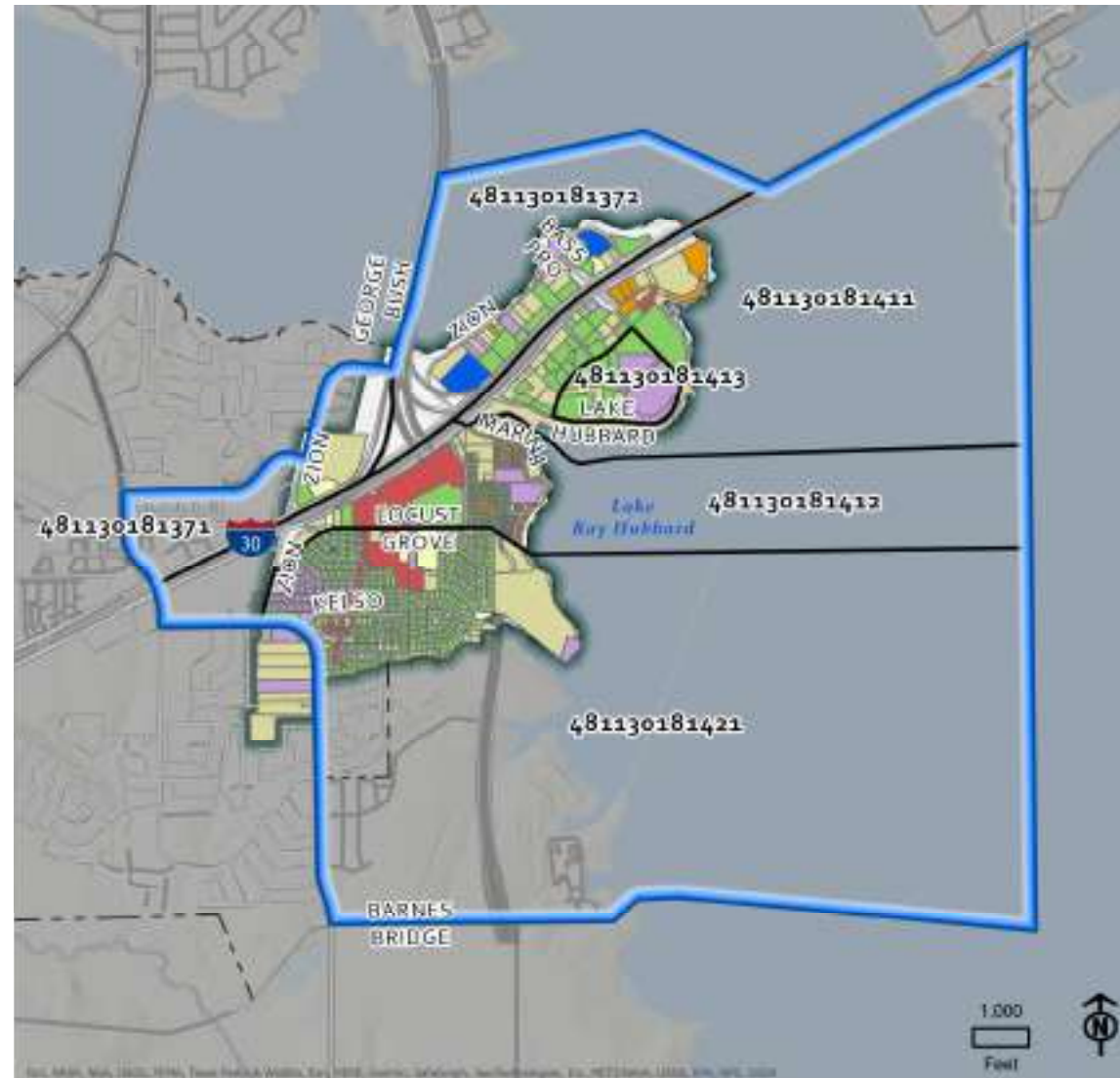
According to parcel data from the Dallas Central Appraisal District, approximately 60 properties have a year-built date after 2010. The majority of these properties are single-family homes. Several large commercial and multifamily projects have also been built in the market analysis area including Embree Hill Apartments, Holiday Inn Express & Suites, Lakeshore RV Resort, and Lakeview Pointe. Based on conversations with stakeholders, developers considering this area are typically interested in constructing multifamily properties similar to what exists in the study area. There is currently limited demand for new office, industrial, or warehouse space in this part of Garland. The Harbor Rockwall and the Sapphire Bay in Rowlett will set the baseline for market demand and rents in this area of lakefront property.



## Housing Units

Relative to the City of Garland, the market analysis area has a much higher percentage of rental housing. In 2022, 61.1 percent of Garland housing units were owner occupied versus 31.9 percent for the analysis area. Multifamily housing units also make up a large portion of housing in the market analysis area. According to the US Census ACS 2017-2021 survey, 59.3 percent of units were in structures with five or more units compared to 21.5 percent for Garland. It is estimated about half of these multifamily units in the study area are in structures classified as condos. There are two low-income housing tax credit (LIHTC) properties in the market analysis area - Lake Colony Apartments (268 units) and the new Lakeview Pointe (90 units). The 18-acre Lake Colony Apartments Land Use Restrictive Agreement (LURA) expires in 2024. Overall, the residential vacancy rate for this area is about 8.7 percent, slightly higher than the City of Garland figure of 4.9 percent.

Map 19. I-30 Corridor Catalyst Area



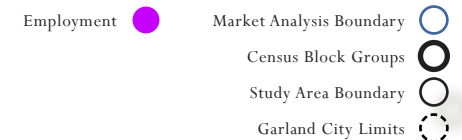
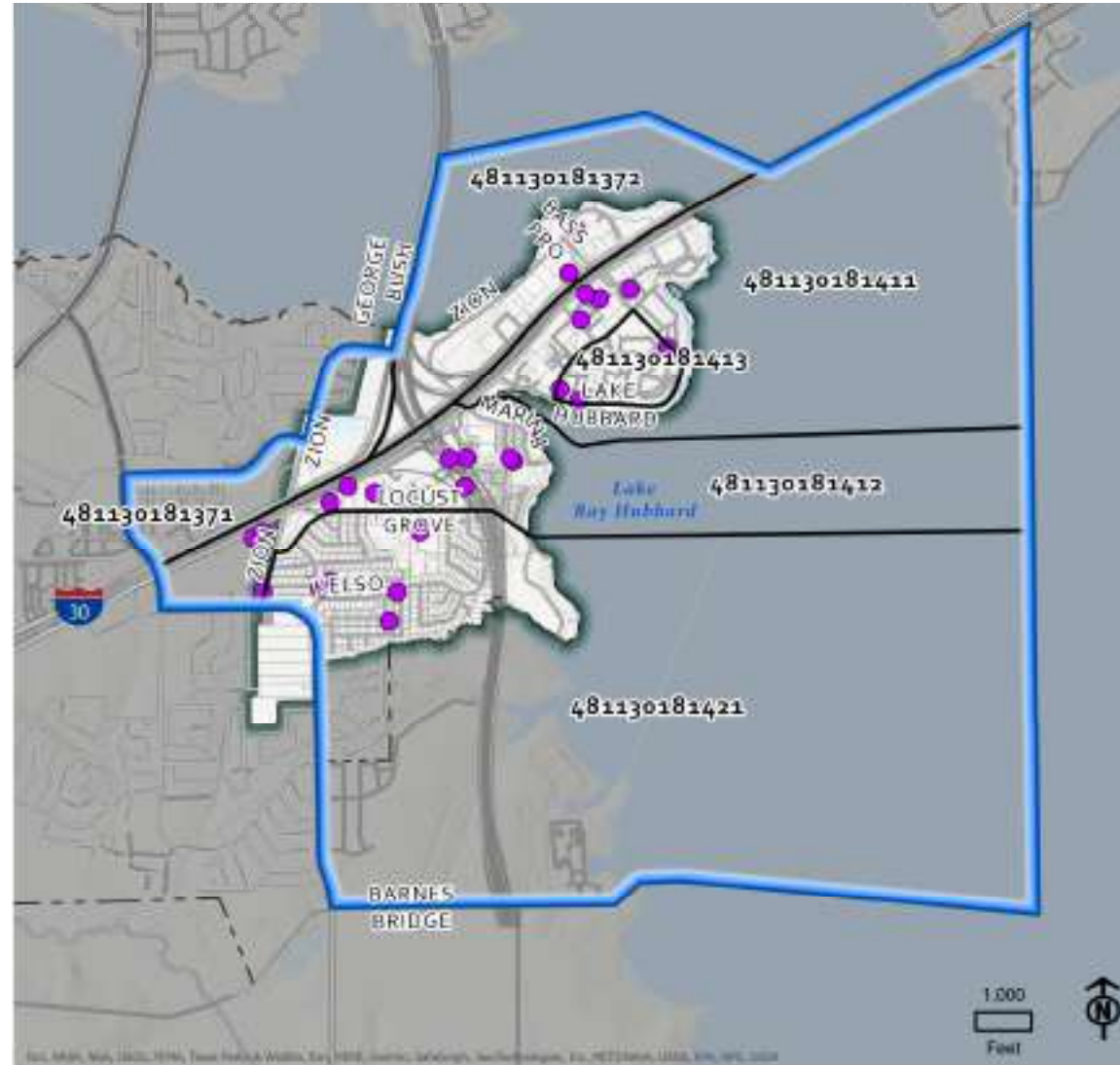
## Employment

Total employment estimates for businesses located in the market analysis area vary by source. The US Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD) program estimates 2020 employment at 728 jobs, down from 945 jobs in 2015. This fluctuation is likely related to the COVID-19 pandemic. Private data provider Data Axle, Inc. estimates 2022 annual employment at 901 jobs. According to the NCTCOG’s large employer dataset, no company in the study area employs more than 100 people. Regardless of source, three sectors drive employment in this area: retail trade, accommodations, and food service.

According to LEHD, 95.2 percent of market analysis area employees live outside of the study area. However, there are 3,700 working residents living in the study area. An economic development opportunity for this area is to attract businesses that could employ existing Harbor Point area residents.

The Garland Economic Development Strategic Plan (2023) highlights the need to “drive more sales taxes by creating and supporting amenities that promote Garland as a destination during daytime and nighttime, weekdays, and weekends.” The plan calls for the redevelopment of underutilized and low value sites. City of Garland owned properties near Harbor Point and Windsurf Bay Park have the potential to transform into this type of development. Enhanced transportation access resulting from the PGBT East Branch extension to future Loop 9 creates new long-term opportunities.

Map 20. Employment Analysis



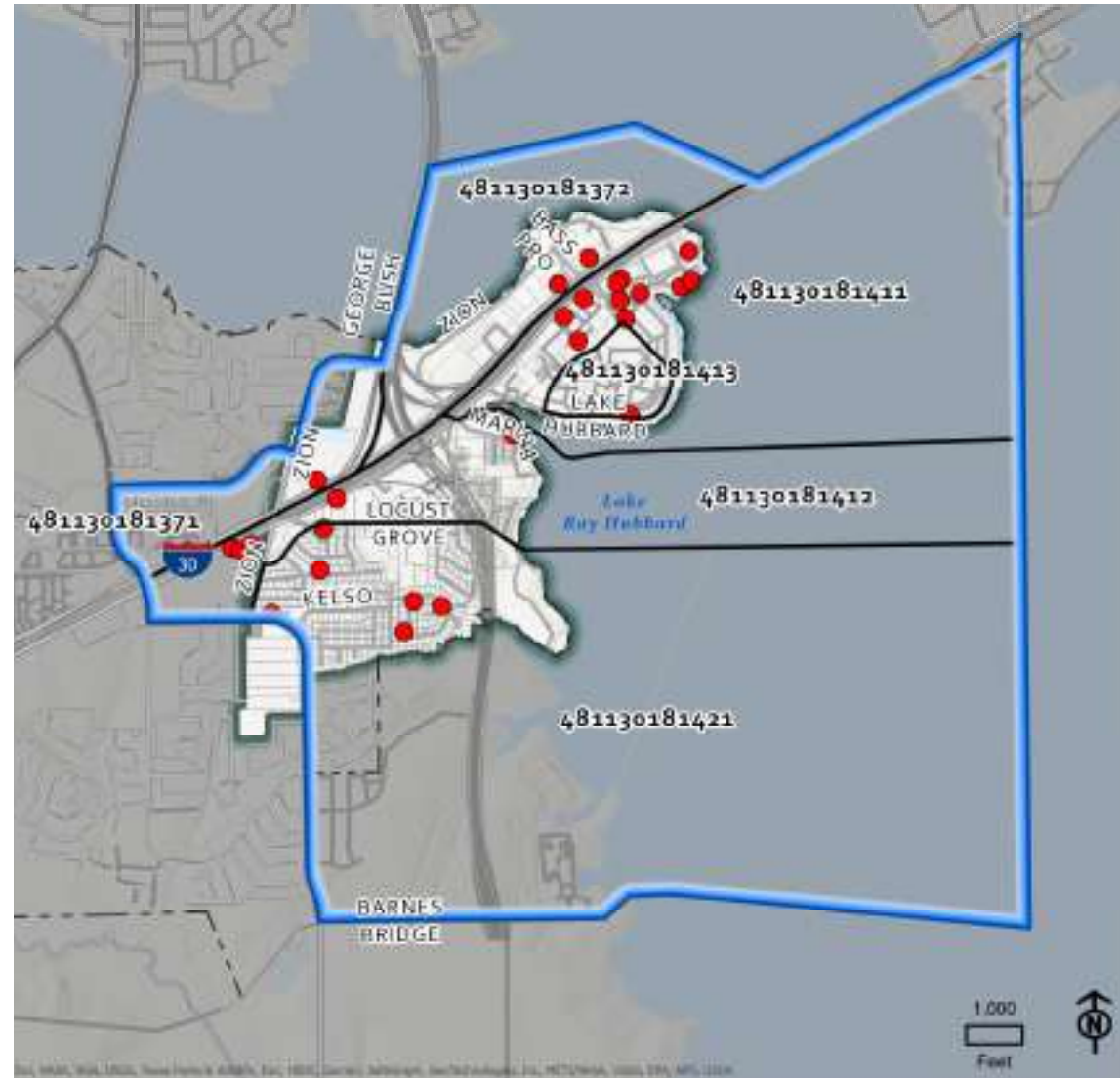
## Retail

Retail along I-30 in Garland is primarily neighborhood and community-serving, concentrated at the I-30 and Broadway Boulevard intersection. Within the market analysis area, there are approximately 20 businesses classified as retail establishments. Bass Pro Shops is the largest retailer in the area. Based on the number of households and income levels in the area, consumers must travel to other parts of the region to purchase their goods and services. For example, ESRI estimates that study area residents consume \$28.7 million in food annually (at home and away from home). These Garland residents also spend \$9.2 million on entertainment and recreation. As redevelopment plans evolve, there appears to be existing market demand from local residents in addition to new households moving to the area.

## Tourism and Hospitality

Hotels in the study area primarily serve local demand generated from businesses and households in the surrounding area, with some additional activity related to the lake. The three largest properties in the area are the Holiday Inn Express & Suites (98 rooms), Quality Inn & Suites (45 rooms), and Lakeshore RV Resort. According to Source Strategies, total hotel rooms available have been constant over the past 10 years. Currently, there are about 1,700 rooms. Given the amount of new lake adjacent developments occurring in Rowlett and Rockwall as well as overall population growth, new hotel capacity could be attracted to the study area.

Map 21. Retail Analysis



- Retail ●
- Market Analysis Boundary ○
- Census Block Groups ○
- Study Area Boundary ○
- Garland City Limits ○



# OPPORTUNITIES AND CONSTRAINTS

This section identifies opportunities and constraints facing the study area. The existing conditions analysis and market analysis presented in this chapter helped identify several opportunities for and constraints to planning development in the study area.

## OPPORTUNITIES

The study area presents opportunities for development, redevelopment, and infill.

### **Availability of Vacant Parcels and Public Spaces Owned by the City**

The study area houses several vacant parcels (shown in Map 8) that have the potential to be redeveloped as vibrant destinations for residents and visitors. City-owned public spaces such as the Bass Pro Shops and Windsurf Bay Park can be utilized to promote waterfront development. In addition, the City of Dallas owns land adjacent to Lake Ray Hubbard. Garland can partner with the City of Dallas to develop these areas and connect them to other waterfront destinations. The City of Garland also owns parcels next to existing residential and commercial development on Marina Drive, Chaha Road, and Zion Road that present development opportunities.

### **Proximity to Lake Ray Hubbard**

The study area is located adjacent to Lake Ray Hubbard with Lake Ray Hubbard Parkway, Windsurf Bay Park, John Paul Jones Park, marinas, and other public spaces offering potential for lakefront development. The area can benefit from a network of well-connected, multi-use public spaces that can in turn enhance the quality of existing destinations and attract more visitors to the area. The City of Garland can leverage existing assets to improve its waterfront and foster a locally grounded identity.

Lake Ray Hubbard Parkway is unique because it runs along the shoreline and provides an opportunity for beautification by incorporating wayfinding, branding, and a boardwalk.

### **Existing and Proposed Active Transportation Infrastructure**

A well-connected active transportation network comprising trails, bike lanes, sidewalks, and shared-use paths will help elevate the quality of recreational spaces in the area as well as attract more visitors to these areas. New trails and trail connections are proposed along the waterfront along with proposed shared-use paths connecting them to other areas within the City of Garland.

## CONSTRAINTS

In addition to development potential, the study area also faces constraints that can hinder growth and development in the area. These constraints are identified below.

### Legal Constraints for Land Use Changes

If it is determined that Windsurf Bay Park should be developed for a use other than recreation, the City of Garland will need to submit a request to Texas Parks and Wildlife (TPWD) for a conversion of the park to a non-recreation use. Several prerequisites must be met, including the identification of a proposed property for substitution that must be of equal fair market value as the property to be converted. Documentation describing the conditions of both the converted and replacement properties must be submitted. TPWD will review and visit both properties. Furthermore, TPWD will forward this information to the Texas Historical Commission. If approved, further documentation will be required to complete the conversion process.

### Building on Vacant Land

Developing vacant parcels can pose challenges related to feasibility of proposed development and land acquisition. In addition, most of the property is owned by two private organizations - Chaha LLC Properties and Tides at Lake Village.

Redevelopment efforts for properties impacted by the PGBT extension will be needed.





# PLANNING SCENARIOS 2

# INTRODUCTION

In conjunction with City staff, the project team developed several scenarios for proposed development in the study area. This section presents the preferred scenario selected based on staff input, the market analysis, available service utilities, and an analysis of existing opportunities and constraints. The study area is further divided into five focus areas:

- Focus Area 1 - Zion Point
- Focus Area 2 - North Point
- Focus Area 3 - South Point
- Focus Area 4 - Windsurf Bay
- Focus Area 5 - Locust Grove

## THIS CHAPTER PROVIDES:

- A description of the selected planning scenario that will guide future development for the study area including future land uses and densities, transportation connections, urban design elements, recreational opportunities, branding, development potential, and gaps.
- An overview of the identified focus areas within the study area.
- A list of recommendations to implement the proposed vision of this Plan.

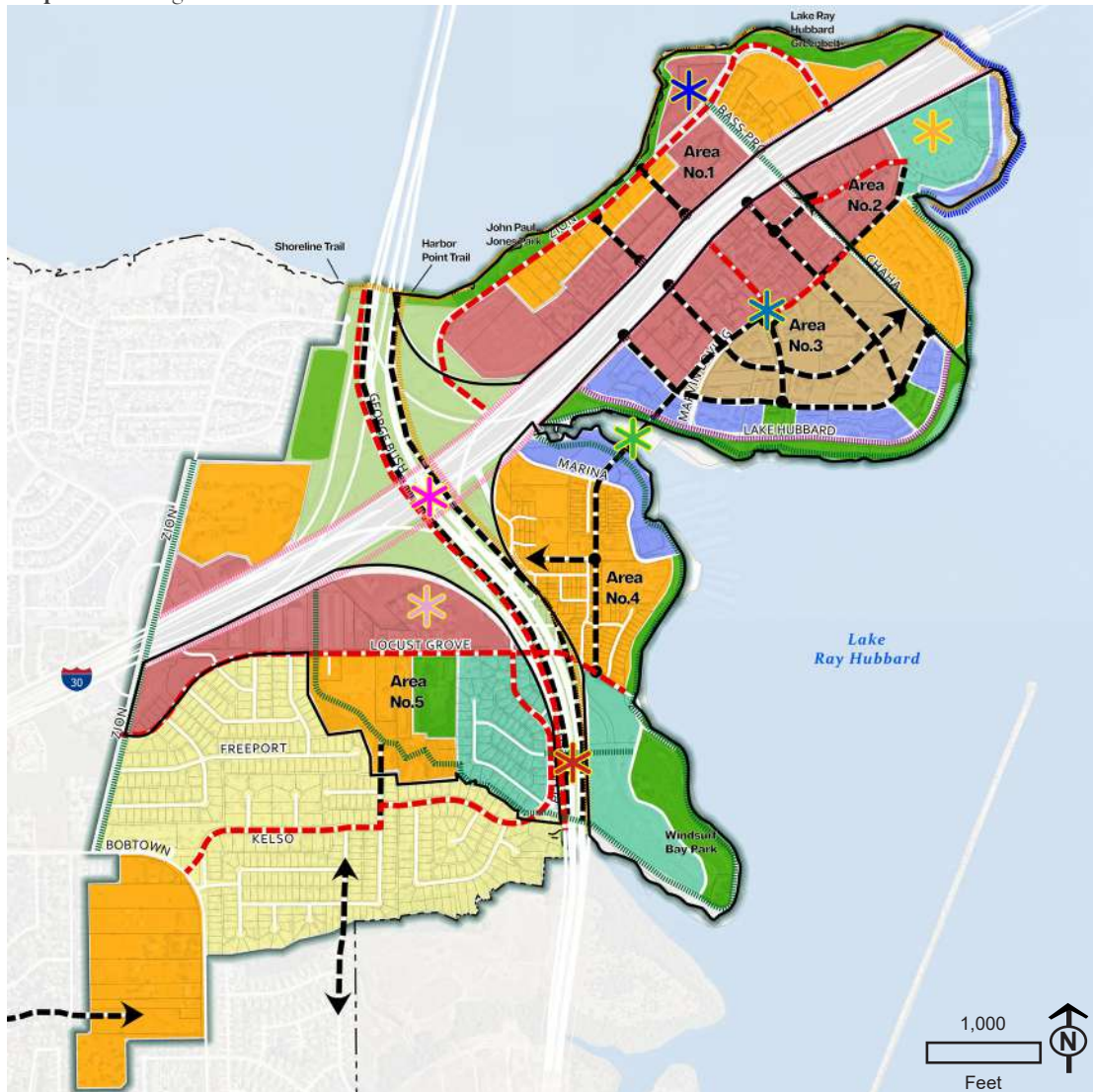




# PLANNING SCENARIO

The planning scenario proposes significant urban regeneration with substantial changes for the identified focus areas, including new and improved transportation connections and open spaces. The recommendations aim to create a user-friendly environment with easy access to multiple destinations in the area, attract visitors and businesses, and foster economic growth in the area. Map 22, shows the proposed land uses, transportation connections, and wayfinding elements. The proposed improvements for the study area as a whole as well as within each of the five focus areas are discussed in detail in the following sections of this chapter.

Map 22. Planning Scenario



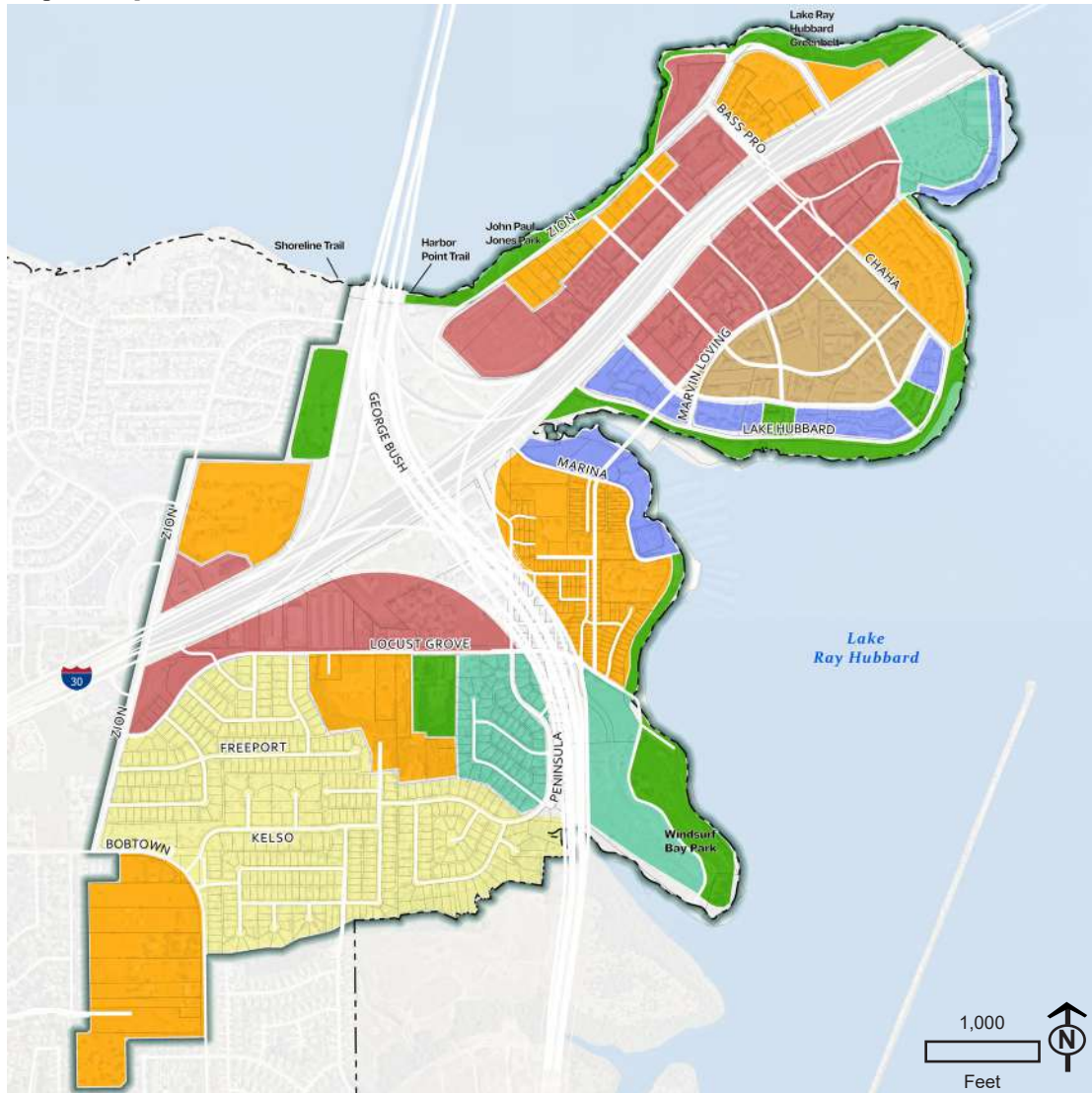
- |                                |  |                                             |  |
|--------------------------------|--|---------------------------------------------|--|
| Neighborhood Residential       |  | Boat Wayfinding Monument, Terminating Vista |  |
| Mixed Residential              |  | District Sign / Monument                    |  |
| Mixed-Use                      |  | New ROW, Existing ROW Extension             |  |
| Urban Core / Town Center       |  | Trail (8'-14')                              |  |
| Mixed Commercial               |  | Veloweb                                     |  |
| Lakeside Commercial            |  | Shared Use Path (12'-14')                   |  |
| Open Space / Park              |  | On-Street Network (6'-8')                   |  |
| Under-change Art Installations |  | Pedestrian Plaza                            |  |
| District Sign / Monument       |  | Boardwalk                                   |  |
| Under Bridge Placemaking       |  | Study Area Boundary                         |  |
| Signature Water Crossing       |  | Garland City Limits                         |  |
| Signature District Roundabout  |  |                                             |  |

## PROPOSED LAND USE AND CHARACTER

The proposed land use categories in the study area provide a framework for future development and ensure resilient, sustainable, and economically vibrant development and redevelopment. The future land use for the area is developed with the aim to provide more and improved recreational opportunities in the form of waterfront open spaces connected by trails, shopping and eating destinations for residents and visitors, diverse housing options, and improve overall transportation connections. The proposed land uses and characters intend to improve the overall quality of life in the area. Higher density urban growth and maximizing land efficiency is emphasized while developing the proposed land use plan and transportation connections for each focus area as well as the overall study area. The City should welcome and consider proposals for high-intensity development that can prove to be transformative for the area.

Table 3 on page 38, provides detailed descriptions of the proposed land use categories. The descriptions are a framework for how each area is expected to develop or redevelop in the future, and are intended to expand on the Envision Garland: 2030 Comprehensive Plan land use designations. Descriptions are accompanied by sample imagery to help visually demonstrate the look and feel of the category.




Map 23. Proposed Land Use







- |                          |                                       |                          |                                      |                     |                                                                                                                       |
|--------------------------|---------------------------------------|--------------------------|--------------------------------------|---------------------|-----------------------------------------------------------------------------------------------------------------------|
| Neighborhood Residential | <span style="color: yellow;">●</span> | Urban Core / Town Center | <span style="color: brown;">●</span> | Study Area Boundary | <span style="border: 1px solid black; border-radius: 50%; width: 10px; height: 10px; display: inline-block;"></span>  |
| Mixed Residential        | <span style="color: orange;">●</span> | Mixed Commercial         | <span style="color: red;">●</span>   | Garland City Limits | <span style="border: 1px dashed black; border-radius: 50%; width: 10px; height: 10px; display: inline-block;"></span> |
| Mixed-Use                | <span style="color: teal;">●</span>   | Lakeside Commercial      | <span style="color: blue;">●</span>  |                     |                                                                                                                       |
|                          |                                       | Open Space / Park        | <span style="color: green;">●</span> |                     |                                                                                                                       |



**Table 3.** Proposed Land Use Categories and Descriptions

	Land Use	Description	Photo Example
	<p>Neighborhood Residential</p>	<p>Neighborhood Residential areas provide low- to moderate-density single-family detached residential housing, ranging from 4 to 7 dwelling units per acre (DUA). In the context of this area plan, Neighborhood Residential areas are intended to provide nearby housing opportunities for higher-intensity uses and workforces.</p> <p>Appropriate developments include detached single-family dwellings, duplexes, accessory dwelling units (ADUs), and neighborhood-scaled retail and services.</p>	
	<p>Mixed Residential</p>	<p>Mixed Residential areas provide "missing middle" housing options of moderate to high densities (10 to 30 DUA). Within the study area, Mixed Residential areas work to integrate various housing types to diversify Garland's housing stock and provide accessible options in a lakefront setting.</p> <p>Appropriate developments include townhomes, multi-unit homes, triplexes, quadplexes, and multifamily buildings. Uses should be integrated in a walkable environment.</p>	
	<p>Mixed-Use</p>	<p>Mixed-Use areas provide horizontal and vertical mixtures of residential and nonresidential development in an urban setting, ranging from 3 to 5 stories in height. Residential components may vary from 20 to 90 DUA but should only be installed above commercial space with structured parking.</p> <p>Nonresidential uses may include retailers, Class A or B office tenants, entertainment venues, and other employers seeking to capitalize on the metroplex's budding workforce and corporate landscape.</p>	

Land Use	Description	Photo Example
Urban Core / Town Center	<p>The Urban Core or Town Center provides residences and commercial tenants a high-intensity, urban environment. Buildings may range from mid- to high-rise or 5 to 10 stories. To capitalize on the lake views and lifestyle, the Urban Core or Town Center should include amenities such as rooftop gathering spaces, structured or podium garages, and ample transparency. This land use category may include hospitality and entertainment type uses.</p>	
Mixed Commercial	<p>Mixed Commercial areas provide retail, office, hospitality, and other commercial opportunities for existing and prospective tenants. Mixed Commercial development may range in height from 2 to 3 stories and should supply residents and visitors with necessary retail, entertainment, and personal services in a local setting.</p>	
Lakeside Commercial	<p>Lakeside Commercial areas provide patrons and residents of the study area with intimate lakeside experiences and connections. Lakeside Commercial areas should capitalize on the take area, water, and views and be designed toward the lake with ample access and outdoor opportunities.</p> <p>Residential components should be mixed vertically above ground floor retail or restaurant uses and may range from 30 to 40 DUA. Nonresidential uses should be "active" in promoting frequent foot traffic and patron movement between the lakefront and other areas. Nonresidential uses may include hospitality and entertainment type uses.</p>	
Open Space / Park	<p>Open Space or Park areas provide public amenities accessible to residents and the broader public. Private spaces will be incorporated in all developments within the study area; Open Space or Park areas are intended to retain public access to the lifestyle opportunities created by the lake. Development within these areas will be driven by necessary programming elements rather than private improvements.</p>	



## TRANSPORTATION AND CIRCULATION

Safe, accessible, and well-connected transportation networks are crucial to the effective functioning of urban areas. Deficiencies in access and circulation were identified in several locations in the study area. The proposed planning scenario identifies new transportation connections as well as extensions to existing roadways to help create a more connected network accessible through different transportation modes. The Plan recommends multi-modal enhancements, trail connections, waterfront paths with street furniture, and wayfinding elements to enhance connectivity and mobility in the area.

### LAND USE - TRANSPORTATION CONNECTION

Integrating land use and transportation policies can ensure planned growth, improved efficiency and mobility, and reduced infrastructure costs. The design and function of the transportation system affects how we access and experience the built environment. The study area is envisioned to be developed as a user-friendly urban community providing accessibility to main destinations using walking and cycling in addition to traditional modes of transportation. With a significant increase in development density, better connectivity and parking solutions will be needed to fulfill mobility needs.

Map 24. Proposed Transportation Connections



The proposed frontage roads emanating from the extension will provide an opportunity for improved connections in the area and connect people to previously neglected destinations such as Windsurf Bay Park. In addition, several transportation improvements are proposed throughout the area in the form of new and improved right-of-way and multi-modal and streetscape enhancements. Transportation improvements specific to each focus area are discussed in detail in the later sections of the report.

However, the PGBT extension configuration will significantly change the existing local and collector roadway network south of I-30. In the midst of this change, the following additions and improvements are important considerations to support the reprogramming of the area south of I-30:

### **Marvin Loving Drive Extension**

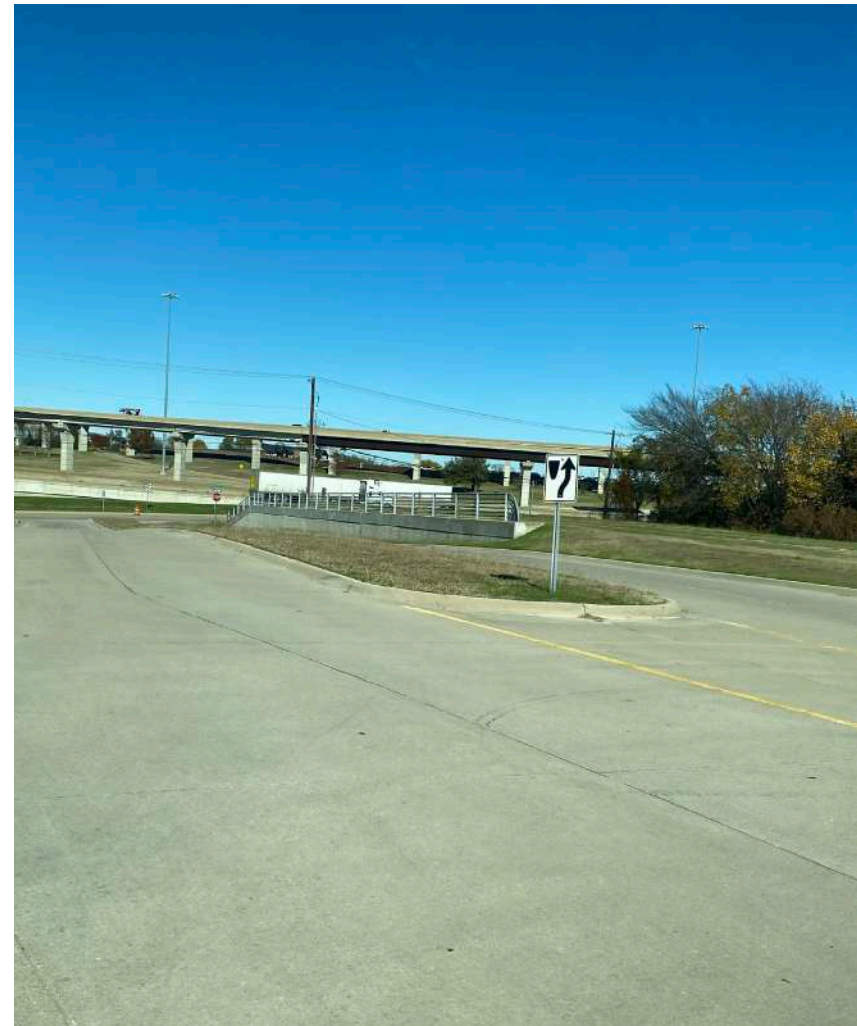
An extension of Marvin Loving Drive from the South Point area to the Windsurf Bay area, via a new bridge would provide an essential connection between these two areas with significant development potential and would provide an additional means of ingress and egress to the study area via northbound PGBT traffic and further pedestrian improvements to Windsurf Bay Park.

### **PGBT Frontage Road**

With the extension of PGBT comes a northbound frontage road along the western limitations of Windsurf Bay. Previously devoid of any circulation, this frontage road allows the abutting Windsurf Bay Park property to, in part, be developed under more intense land uses. This frontage road may also connect to properties south of the study area, extending from the next planned intersection at Barnes Bridge Road to Locus Grove Road. Coordination with NTTA on the construction of the frontage road will be required to ensure connectivity to and throughout the Windsurf Bay Park Area.

### **Locust Grove Enhancements**

The PGBT extension will form an aerial crossing at Locus Grove Road, establishing the first exit south of I-30. The concentration of local access traffic at the intersection will create a need for traffic control. The connectivity of Locus Grove to the Marvin Loving Drive extension will be important for local two-way movement of local traffic parallel to I-30 without having to get onto the I-30 service roads.



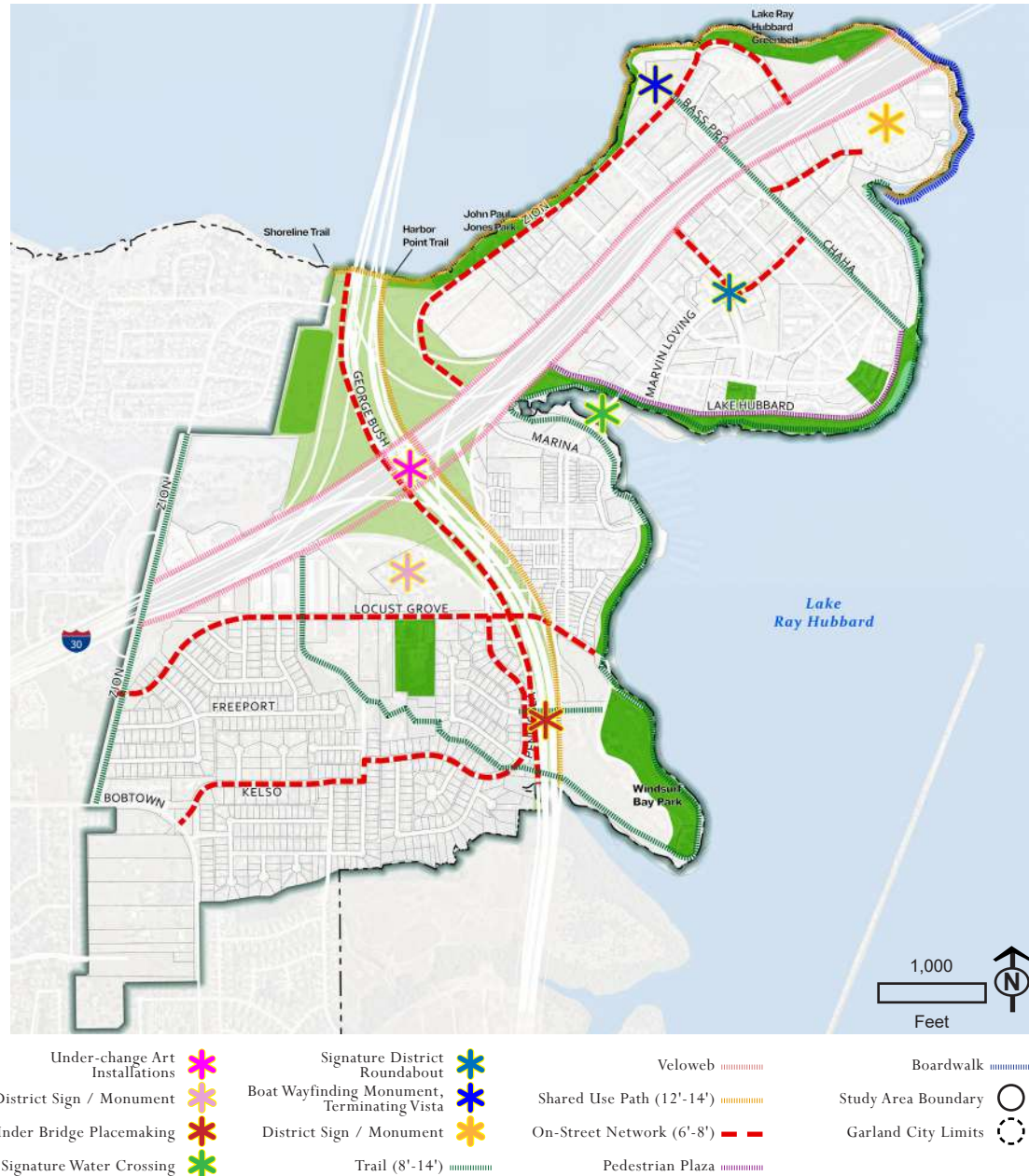
## URBAN DESIGN AND OPEN SPACE

Many studies have established the importance of incorporating urban design and open space elements into urban fabric including health benefits, public safety benefits, biodiversity protection, economic prosperity, etc. Proximity, accessibility, and comfort are key factors that are considered while proposing improved urban design and open space elements within the small area. The study area houses several recreational facilities including existing trails, waterfront open spaces, and boat docks that present a potential for improved recreational programming in the area. The Plan recommends strategies to improve trail connections within the area, identify locations where new trails can be provided, and ensure connections to the City-wide trail system. In addition, the study area's location adjacent to Lake Ray Hubbard presents unique opportunities and advantages for creating waterfront public places.

### RESILIENT WATERFRONT DEVELOPMENT

The study area contains approximately 3.8 miles of waterfront that is currently not being utilized to its maximum potential. As we create more places and activities associated with the waterfront and thus, attract visitors to the waterfront, it will become crucial to ensure that the negative impacts of development on Lake Ray Hubbard are minimized. The Plan aims at creating resilient public spaces that can be used year-round by both residents and visitors while protecting view corridors and lakefront access.

Map 25. Proposed Trail Connections



## WAYFINDING AND BRANDING

As urban areas grow more complex and denser, implementing strategies to help people find their way within the area can have a huge impact on how they experience the area. Effective and functional branding can significantly increase the attraction of investment and tourism in an urban area. Also, signage can serve the dual purpose of helping to brand and reposition redeveloped areas.

The proposed plan for the area includes several destinations for recreation and entertainment and as the gateway to the community from the north, east, and south, this area also serves as an ideal location for gateway signage welcoming travelers along I-30 to the City. The proposed development for each focus area includes signature branding and wayfinding elements strategically placed within the study area to enhance the character and provide a unique identity.

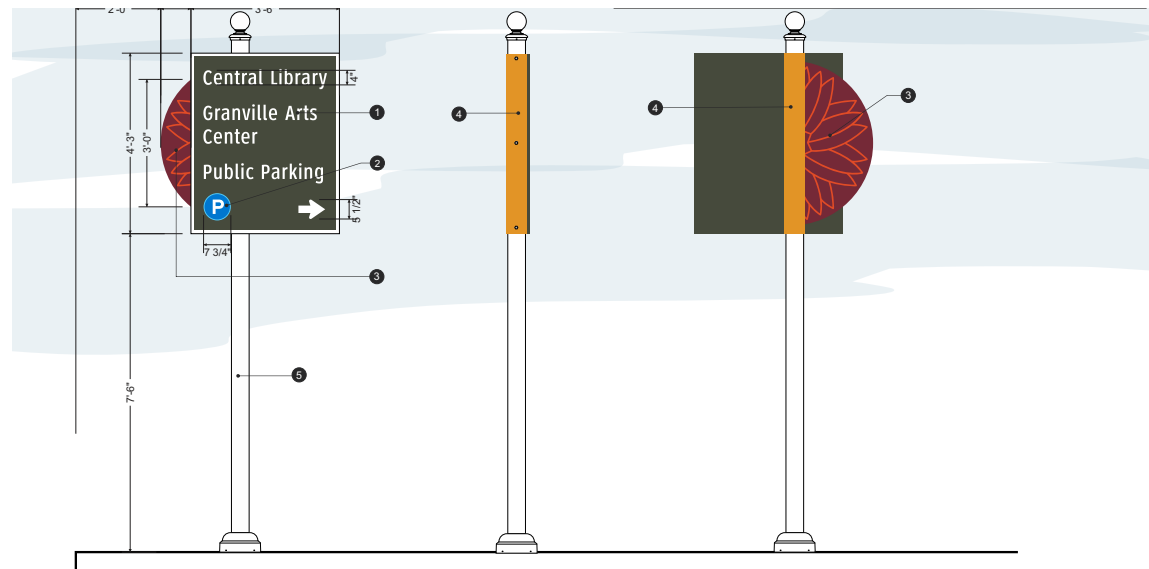
Signature elements can include gateway signage, street signage, wayfinding signage, public art installations, and enhancements in underpasses along the highway and on the trail system. Examples of what these signature elements can look like are provided under the descriptions for each focus area. In addition, developing a Marketing Plan, similar to the Bankhead Cultural Arts District, is recommended to establish a brand for the small area, publicize, and promote the area for attracting people and businesses to the area.



Example of Existing Downtown District Signage



Example of Existing Downtown District Signage



Example of Existing City Parking and Wayfinding Signage



## DEVELOPMENT POTENTIAL

The study area should experience a significant level of redevelopment over the next few decades. Regional projects such as The Harbor Rockwall, Sapphire Bay in Rowlett, and Lakeside along Lake Grapevine in Flower Mound will influence market demand and rents for DFW lakefront adjacent property. The extension of the PGBT East Branch should create new economic development and real estate opportunities in this part of Garland. In fact, several real estate developers have already assembled large landholdings in this area.

The taxable value of properties in the study area is approximately \$450 million. The anticipated PGBT roadway alignment would impact properties with a taxable value of approximately \$60 million. From a fiscal point of view and consistent with the recently completed Garland Economic Development Strategic Plan, Garland will need to maximize its existing property tax base and find opportunities to generate additional revenues. The study area is the type of catalytic area that could become a new center of economic activity and tax revenue.

The predominant land use in the study is residential (e.g., single-family and multifamily). According to parcel data from the Dallas Central Appraisal District, over 95 percent of housing units in the study area were built before 2003. There is also a relatively high percentage of renters in this area. Commercial land uses are primarily located along I-30 and surrounding the Bass Pro Shops. Several large commercial and multifamily projects that have been recently built in the study area include the Embree Hill Apartments, Holiday Inn Express & Suites, Lakeshore RV Resort, and Lakeview Pointe. Based on conversations with stakeholders, developers considering this area are typically interested in constructing multifamily properties similar to what exists in the study area. There is currently limited demand for new office, industrial, or warehouse space in this part of Garland.

Each of the five smaller focus areas has unique redevelopment potential. The Zion Point Focus Area (Focus Area 1) with water views and a boat dock would be appealing to denser residential developments (e.g., owner-occupied townhomes and condominiums). The North Point Focus Area

(Focus Area 2), centered around Bass Pro Shops and City-owned land, would be best served as an entertainment and retail district that generates new sales tax revenue. The South Point Focus Area (Focus Area 3) contains several large older multifamily properties that could be included as part of a longer-term mixed-use redevelopment plan. Limited access to Windsurf Bay Park in Focus Area 4 has made it challenging to attract visitors and be fully utilized. Depending on the final PGBT roadway alignment and frontage roads, improved access to this focus area creates the possibility to reimagine the park including adding residential developments closer to PGBT. Locust Grove Focus Area (Focus Area 5) is largely made of single-family neighborhoods. Based on similar transportation projects in the region, single-family homes along the PGBT in this focus area will transition over time to multifamily developments that are typically less impacted by the proximity to a major roadway.

Given the cost of redevelopment, Garland will have to strategically use financial incentives to stimulate new demand in this area. This also includes the use of publicly owned land (e.g., near Bass Pro Shops and Windsurf Bay Park) as part of larger redevelopment projects. In addition, this is an older part of Garland that has not attracted significant new development over the past decade. There will likely be market resistance to the type of development this area can support. Garland will likely have to provide enhanced incentives for the initial projects in the area and then recalibrate what is offered to maximize the financial return to the City.



## OVERALL TAXABLE VALUE

Collectively, properties throughout the study area total approximately \$445,144,077 in annual tax value. Extension of the PGBT right-of-way will result in a loss of about \$60,358,220 in annual tax value due to the reduction or elimination of private property. A significant focus of this planning effort is balancing and, eventually, surmounting the loss of tax revenue anticipated by the catalyst tollway expansion.

Each of the proposed land use categories identified in Table 3 on page 38 may accommodate a variety of residential development types and densities, ranging from detached single-family products to multi-story mixed-use developments with structure parking. Comparable projects around Lake Ray Hubbard and the DFW metroplex have been assessed to determine a taxable value per acre to illustrate the growth potential. Each focus area discussed will analyze the existing and potential residential values based on the comparable developments in Table 4.

Table 4. Comparable Development Taxable Value

Comparable Development	Applicable Land Use Categories	Taxable Value / Acre
The Parks at Rosehill <b>Garland, TX</b>	Neighborhood Residential	\$2,793,367
Bayside West, Phase 1 <b>Rowlett, TX</b>	Mixed Residential	\$5,197,238
Park at Bayside Apartments <b>Rowlett, TX</b>	Mixed Residential	\$8,840,864
Reveal at Bayside Apartments <b>Rowlett, TX</b>	Urban Core / Town Center	\$7,393,519
The Harbor <b>Rockwall, TX</b>	Mixed-Use	\$4,197,803
	Lakeside Commercial	
Firewheel Market Center <b>Garland, TX</b>	Mixed Commercial	\$2,438,926



# FOCUS AREAS

## INTRODUCTION

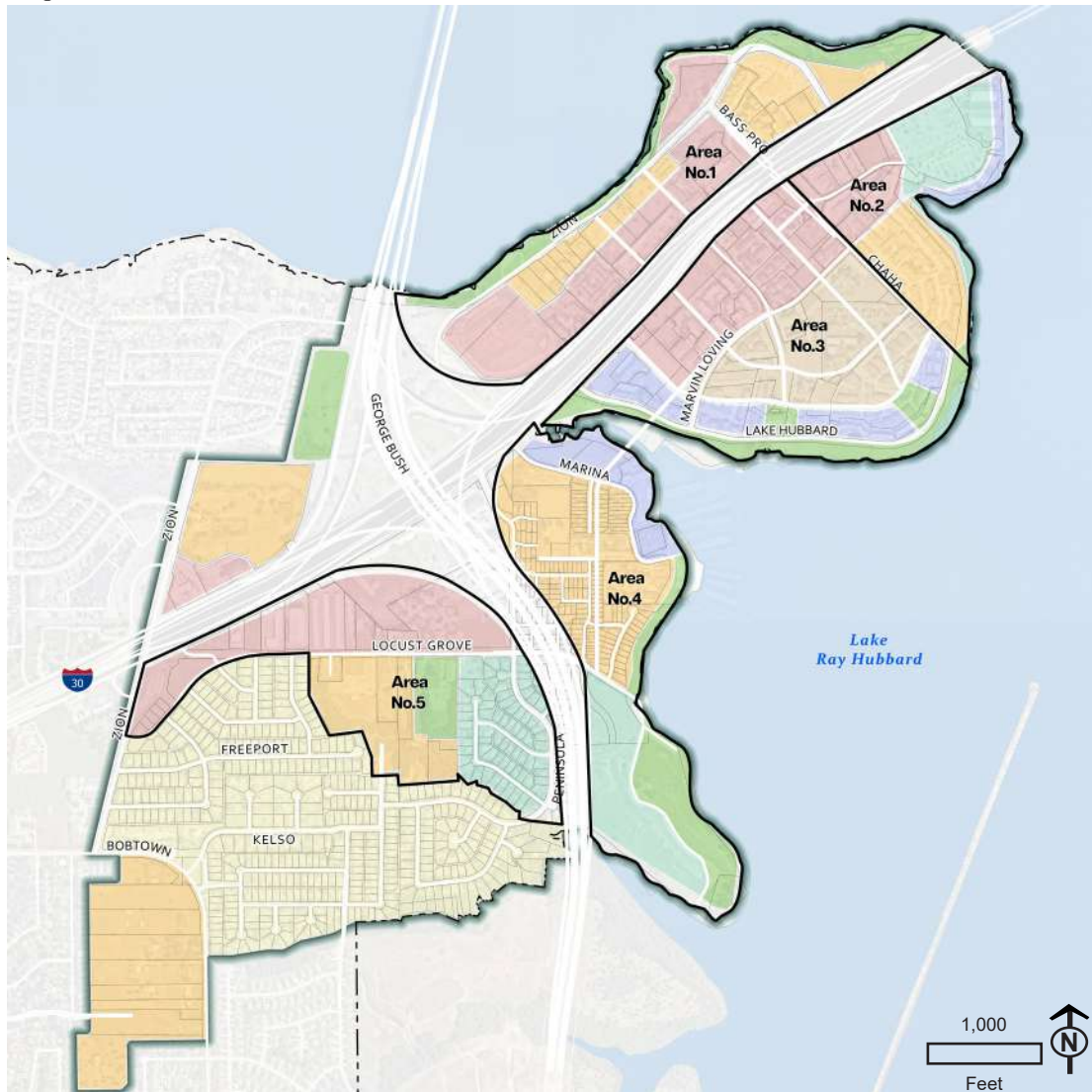
Five smaller focus areas have been identified to address the nuanced issues and opportunities observed throughout the study area based on their distinct character, feel, and potential.

- Focus Area 1 - Zion Point
- Focus Area 2 - North Point
- Focus Area 3 - South Point
- Focus Area 4 - Windsurf Bay
- Focus Area 5 - Locust Grove

Focus areas are not planned within a vacuum; connections are anticipated through proposed transportation improvements, such as roads, trails, multi-modal paths, and complementary land use patterns. Emphasis is placed on creating destinations within each area to enhance the existing character and experience of the overall study area.

In developing the scenarios for each focus area, consideration was given to each area's lakefront opportunity, contribution to local housing stock, and added economic vitality to the study area generated by the future extension of PGBT. The preferred scenarios are intended to create a diverse housing mix, provide improved recreational and shopping destinations, ensure provision of adequate services, and contribute to an authentic waterfront experience for residents and visitors.

Map 26. Focus Areas



# FOCUS AREA 1: ZION POINT

## Location, Key Features, and Objective

Zion Point is located to the northeast of the study area, bounded by Lake Ray Hubbard to the north and east, I-30 to the south, and the existing portion of PGBT to the west. This area has several recreational assets on the waterfront: John Paul Jones Park, Lake Ray Hubbard Greenbelt, and the Chaha Boat Ramp. The area is accessible via the east and westbound Bass Pro Drive exit along I-30 and Zion Road connections to the westbound service lanes.

### VISION

*Zion Point focuses on furthering Garland's housing diversity initiatives and continued connections to Lake Ray Hubbard.*

Map 27. Focus Area 1: Zion Point



Neighborhood Residential	●	Mixed Commercial	●	District Sign / Monument	✳	Boat Wayfinding Monument, Terminating Vista	✳	Veloweb	———
Mixed Residential	●	Lakeside Commercial	●	Under Bridge Placemaking	✳	District Sign / Monument	✳	Shared Use Path (12'-14')	———
Mixed-Use	●	Open Space / Park	●	Signature Water Crossing	✳	New ROW, Existing ROW Extension	———	On-Street Network (6'-8')	———
Urban Core / Town Center	●	Under-change Art Installations	✳	Signature District Roundabout	✳	Trail (8'-14')	———	Pedestrian Plaza	———
								Boardwalk	———



## Land Use

Zion Point's existing land use is predominantly residential, consisting of single-family and multifamily products. Supporting uses include office, retail, and commercial development, with several privately owned vacant parcels.

Zion Point is envisioned as an opportunity to diversify the study area's residential housing stock to support options and attainability. Existing multifamily developments are anticipated to remain, while established single-family homes and vacant parcels may support redevelopment and new ownership opportunities. Supporting retail and commercial establishments are planned for high-traffic thoroughfares and critical intersections, including the future interchange redesign of Bass Pro Drive and I-30.



*Medium Density Townhome Example*



*Existing Medium Density Single-Family Housing Example  
(Windsurf Bay Focus Area)*



*Mixed Commercial Example*



*Mixed Commercial Example*

## Taxable Value

Properties within Zion Point currently total approximately \$47,421,130 in annual taxable value. The distribution of proposed land uses within this focus area is illustrated in Table 5. Using the taxable value per acre established in Table 4 on page 45, projections are provided to illustrate potential growth based on the development scenario.

**Table 5.** Zion Point Taxable Value

Proposed Land Use	Approximate Acreage	Current Taxable Value	Taxable Value / Acre	Potential Taxable Value	Difference
Neighborhood Residential					
Mixed Residential	39.70 AC	\$33,455,650	\$5,197,238 / 1 AC	\$206,330,348	+ \$172,874,698
Mixed-Use					
Urban Core / Town Center					
Mixed Commercial	31.94 AC	\$13,965,480	\$2,438,926 / 1 AC	\$77,899,296	+ \$63,933,816
Lakeside Commercial					
Open Space / Park					
<b>Total Potential Taxable Revenue</b>					\$284,229,644
<b>Total Current Taxable Revenue</b>					\$47,421,130
<b>Potential Change in Taxable Revenue</b>					+ \$236,808,514

\*The table reflects the land uses proposed for the focus area. Not all land uses are proposed for every focus area.



## Urban Design and Open Space

The Zion Point area offers potential for improving and introducing new trail connections, particularly along the Lake Ray Hubbard shoreline to the north. A shared-use path is reflected in the Parks, Recreation and Cultural Arts Strategic Master Plan, offering multi-modal connections to the focus areas south of I-30. Development within this area should emphasize internal connectivity via driveways, fire lanes, and rights-of-way due to limited site access. Residential uses within Zion Point should be centered on localized green spaces and pedestrian connections, emphasizing walkability rather than automobile dependency. High-density single-family uses, such as townhomes, triplexes, quadplexes, and accessory dwelling units (ADUs), should optimize the land available for development without overwhelming the public infrastructure. Redevelopment of existing single-family homes with additional units or structures should be encouraged. Map 27 on page 47 shows the proposed shared-use path and trail system connecting Zion Point to other recreational spaces in the study area. The following urban design and recreational elements are proposed:

### Trail Network

A trail network connects the Chaha Boat Dock to the remainder of the study area along Chaha Road and I-30 frontage, utilizing the future interchange of Bass Pro Drive and I-30. The path is proposed to bridge the physical divide of I-30 by offering continuous pedestrian and bicycle access to the lakefront open spaces and trails. Trail connections across Lake Ray Hubbard are currently being installed as part of the ongoing I-30 improvements; once completed, a trail connection along the northern side of I-30 will connect Zion Point to Rowlett's Bayside district.

### Waterfront Shared-Use Path

A shared-use path follows Zion Road through John Paul Jones Park. Part of a larger lakefront trail network, the shared-use path originates beyond the study area to the northwest, traveling under the northern PGBT bridge from Rowlett and ultimately terminating into Focus Area 2 (North Point) via a boardwalk feature. The trail is intended to provide multi-modal access along the lakefront, promoting outdoor recreation and non-motorized access to local park spaces, scenic views, and residencies.

### John Paul Jones Park

John Paul Jones Park spans approximately 8.5 acres and provides a linear connection along the northern side of Zion Road. Per the Parks, Recreation and Cultural Arts Strategic Master Plan, small play structures (or "pods") are proposed within the park, creating plazas and gathering spaces for organized programs and events. John Paul Jones Park provides public waterfront access to Garland residents and visitors alike; comparable public access to Lake Ray Hubbard's shoreline, which is predominantly privatized, is limited to a handful of other spaces in surrounding communities:

- Peninsula Point Park (City of Rowlett)
- Lakeside Park, South (City of Rowlett)
- Harbor District (City of Rockwall)
- Terry Park (City of Heath)

### Chaha Boat Dock

Chaha Boat Dock is accessed from Zion Road and offers a public ramp with approximately 50 vehicle spaces to Lake Ray Hubbard for boats and other water recreation equipment. The dock's location provides centralized access to the lake for residents and visitors, with the Rowlett and Long Branch Creek basins directly to the west, the Muddy Creek basin directly north, and the deeper, more recreational portion of the lake to the east. Ramp access into Lake Ray Hubbard is uncommon, making the Chaha Boat Dock a significant amenity to local commercial establishments, Garland residents, and visitors seeking recreational attractions, including boating and fishing. Additional public ramp access to Lake Ray Hubbard is limited to:

- Sapphire Bay Marina, via East Launch Circle (City of Rowlett)
- State Highway 66 Public Boat Launch, via Willow Bend (City of Rockwall)
- Heath Boat Ramp, via Terry Lane (City of Heath)

## Wayfinding and Branding

There are ample wayfinding and branding opportunities within Zion Point, given its location along PGBT, I-30, and Lake Ray Hubbard. South and westbound vehicular traffic, traveling on PGBT and I-30, respectively, will be entering the study area using bridge connections between competing lakeside districts in surrounding communities; districts include:

- Signature Gateway, north along PGBT (City of Rowlett)
- Sapphire Bay, east along I-30 (City of Rowlett)
- Bayside, east along I-30 (City of Rowlett)
- The Harbor, east along I-30 (City of Rockwall)

Capitalizing on the position of Zion Point in relation to other lakeside developments creates unique potential for district wayfinding and branding efforts. The following wayfinding and branding elements are proposed for this area:

### Boat Wayfinding Monument

Taking advantage of the centralized location of the Chaha Boat Dock, a wayfinding monument is proposed within the dock's parking area in line with Bass Pro Drive. This monument serves as a branding opportunity for the study area and a means of orientation for boaters on Lake Ray Hubbard. This wayfinding monument is envisioned as a towering structure visible across the lake, doubling as a point of visual interest up and down the Bass Pro Drive/Chaha Road corridor. Pedestrians and vehicular traffic will see the monument at the terminus of the thoroughfare to the north, helping connect the study area thematically across I-30.

The monument may be passive or more active in programming for nearby John Paul Jones Park. For example, an observation deck or lighthouse structure may attract visitors and orient boaters, serving a dual function for the study area.



*Chaha Boat Dock*



*The Bell Tower, Cypress Waters (Dallas, TX)*



## Connections, Mobility, and Traffic Implications

Zion Point experiences unique challenges compared to other focus areas regarding external and internal connections. Access largely depends on I-30, which only offers westbound movement along the frontage road. Zion Road functions as the primary thoroughfare within the focus area with two-way traffic circulation; however, the current asphalt condition and two-lane section will not support the projected land-use changes within Zion Point.

Existing pedestrian routes are limited to a path within John Paul Jones Park and piecemeal sidewalk connections along Zion Road. Adapting existing rights-of-way to accommodate further connections will be paramount to the success of multi-modal mobility. The following connections and mobility improvements are proposed for this focus area:

### Additional Rights-of-Way

Two new right-of-way connections are proposed between the I-30 frontage road and Zion Road to provide additional vehicular ingress and egress to the focus area. These connections should accommodate two-way traffic circulation, with on-street parking and sidewalk conditions throughout. These rights-of-way are planned to utilize existing driveway connections along the frontage road to traverse existing lot lines to limit undue impacts on affected property owners.

### Zion Road Improvements

Zion Road is intended to remain the primary means of ingress and egress to the focus area; however, significant improvements are necessary to accommodate growth and visitation to the area. The Zion Road right-of-way is envisioned as a low-speed promenade for vehicular and pedestrian traffic and will be reformed with improved drainage infrastructure, concrete materials, sidewalk connections, and angled on-street parking.

Access management from local properties should be concentrated on shared connections to prevent frequent curb cuts. Protected crosswalks between residential developments south of Zion Road should be established to offer safe connections to John Paul Jones Park and the shoreline.



Zion Road

## Focus Area 1 Goals and Strategies

1

### Goal 1.1: Remove barriers to residential diversity.

- Evaluate and rezone the existing residential properties along Zion Road to allow for increased density or housing types.
- Assess the Garland Development Code for barriers related to the redevelopment of existing single-family homes to allow for additional units or structures.
- Implement residential development standards that require homes to front along Zion Road and Lake Ray Hubbard, rather than backing onto them.

2

### Goal 1.2: Improve vehicular and pedestrian mobility.

- Partner with the City of Dallas to activate existing waterfront recreational assets such as John Paul Jones Park and Lake Ray Hubbard.
- Construct the proposed shared-use path and trail system connecting Zion Point to other focus areas.
- Place Zion Road on the City's Master Thoroughfare Plan, and ensure the section optimizes pedestrian mobility and on-street parking.

3

### Goal 1.3: Enhance branding and wayfinding.

- Identify a wayfinding monument, such as an art installation, sculpture, or vertical building, that incorporates the district's overall branding scheme.
- Identify a suitable location for a wayfinding monument within John Paul Jones Park, the Chaha Road Boat Dock property, or other City-owned land.



## FOCUS AREA 2: NORTH POINT

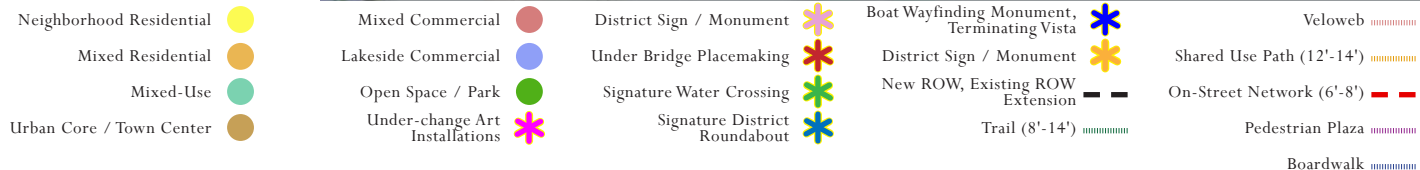
### Location, Key Features, and Objective

Focus Area 2 (North Point) is located to the northeast of the study area, bounded by Lake Ray Hubbard to the east, I-30 to the north, and Chaha Road to the west. This area is primarily developed with commercial establishments and supporting improvements, including the Bass Pro Shops at the northeastern tip of the focus area. The area is accessible via the east and westbound Bass Pro Drive exit along I-30.

#### VISION

*North Point establishes a gateway to Garland and provides an opportunity for residents and commercial tenants to capitalize on the lakefront.*

Map 28. Focus Area 2: North Point



## Land Use

North Point's existing land use is predominantly nonresidential, with retail, commercial establishments and associated parking occupying nearly half of the focus area (41percent). A condominium complex fronts Chaha Road to the south; access between land uses is significantly limited to street connections rather than cross-access driveways.

North Point is envisioned as a lakeside commercial and retail district, emphasizing vertically and horizontally mixed-uses to support local establishments. The City of Garland owns and maintains a large amount of parking in the focus area, offering an opportunity to market the area to prospective developers. Existing lakeside establishments will continue to be supported by new mixed-use development along I-30, where the service road offers additional vehicular and multi-modal connections. The most substantial retail building, currently occupied by Bass Pro Shops, may see a reduction in building footprint or change in tenancy. In such case, the City-owned property should be occupied by development that fronts Lake Ray Hubbard, providing services to nearby residents and businesses such as structure parking. The site's unique lakefront location and City-owned status may lend itself to a public amenity, such as conference venue or center in order to compete with surrounding lakefront districts.



*North Point Artistic Rendering*



*Waterfront Restaurants (Wilmington, NC)*



*Existing North Point Commercial*



## Taxable Value

Properties within North Point currently total approximately \$49,032,338 in annual taxable value. The distribution of proposed land uses within this focus area is illustrated in Table 6. Using the taxable value per acre established in Table 4 on page 45, projections are provided to illustrate potential growth based on the development scenario.

**Table 6.** North Point Taxable Value

Proposed Land Use	Approximate Acreage	Current Taxable Value	Taxable Value / Acre	Potential Taxable Value	Difference
Neighborhood Residential					
Mixed Residential	11.04 AC	\$25,745,958	\$8,840,864 / 1 AC	\$97,603,138	+ \$71,857,180
Mixed-Use	11.45 AC	\$786,380	\$4,197,803 / 1 AC	\$48,064,844	+ \$47,278,464
Urban Core / Town Center					
Mixed Commercial					
Lakeside Commercial	4.31 AC	\$22,500,000	\$4,197,803 / 1 AC	\$18,092,530	-\$4,407,470
Open Space / Park					
Total Potential Taxable Revenue					\$163,760,512
Total Current Taxable Revenue					\$49,032,338
Potential Change in Taxable Revenue					+ \$114,728,174

\*The table reflects the land uses proposed for the focus area. Not all land uses are proposed for every focus area.

## Urban Design and Open Spaces

North Point presents unique commercial and retail waterfront development potential, setting the tone for the study area. The lack of an established block structure combined with the substantial amount of City-owned property offers an opportunity to proactively require architectural style and design that complements the study area's vision. Commercial establishments should emphasize indoor-outdoor dining and shopping experiences centered on lakeside views. Aside from the unimproved lakeshore, North Point has no public parks or open spaces. Private development should establish accessible green areas, plazas, and courtyards for patrons, residents, and visitors. The following urban design and recreational elements are proposed:

### Trail Network

The trail network along Chaha Road and I-30 frontage continues through North Point, providing pedestrian connections with other focus areas. Pedestrian connections, such as sidewalks and footpaths, should tie into the trail network to serve existing and future developments that connect it to the proposed signature path along Chaha Road. The trail will provide pedestrian access to lakefront development, including existing and future restaurants and residential developments. Like Focus Area 1 (Zion Point), trail connections spanning across Lake Ray Hubbard are currently being installed as part of the ongoing I-30 improvements; once completed, a trail connection along the southern side of I-30 will connect North Point to Rowlett's Sapphire Bay district.

### North Point Boardwalk and Shared Use Path

An on-the-water boardwalk feature extends from the terminus of the John Paul Jones Park shared-use path in Focus Area 1 (Zion Point), under I-30, and into North Point. Unlike any other pedestrian improvement along Lake Ray Hubbard, the North Point boardwalk offers residents and patrons of local commercial development mobility opportunities between establishments and destinations along the lakefront. Periodic sidewalk connections will allow for boardwalk users to access on-land parking and commercial uses.

### North Point Dock

An existing dock with approximately 20 boat slips juts into Lake Ray Hubbard, just south of the existing Bass Pro Shops building. Restoring the improvement as part of the boardwalk creates a unique dock-to-table connection between visitors, local retailers, and restaurants. Lake-centered operations, such as boat tours, recreational rentals, and fishing, may also utilize the dock as a means of revenue generation. The City and property owners need to develop a long-term plan to repair and maintain the dock.

Consideration should be given to multi-modal watercraft accessibility in addition to conventional boat slips. Kayak, paddle board, and other non-motorized water sports are typically underserved and must compete with limited boat ramps throughout Lake Ray Hubbard. Exclusive ramps for smaller watercraft offer opportunities to engage more lake users.



*Pedestrian Boardwalk Rendering (City of Garland Concept)*



## Wayfinding and Branding

I-30 serves as the primary corridor connecting Rockwall, Rowlett, and Garland across Lake Ray Hubbard. North Point serves as Garland’s “first impression” to those traveling westbound along I-30, a condition made more significant due to the competing lakeside districts to the east (Sapphire Bay and The Harbor). Establishing consistent district branding will be essential to promoting the study area to prospective developers and residents. North Point’s strategic location allows for advertisement to I-30 travelers and lake-goers, creating the sense of a unique lakeside destination. Additionally, this will enable the study area to leverage its locational advantage being easier and more convenient to access for neighboring communities in the Dallas-Forth Worth area as compared to Rockwall and Rowlett. The following wayfinding and branding elements are proposed:

### Gateway Signage

As the entry to the City, this location serves as an ideal opportunity to welcome travelers to the City by utilizing the existing City-owned property. A redesign of the current Bass Pro property and parking lot can allow for a significant gateway monument to serve as a gateway sign for the City and district monumentation. Potential signage should conform to the current branding design for gateway and wayfinding signage in the City.



*Martin Luther King Boulevard Monumentation (Dallas, TX)*

### District Monuments

A district monument along the I-30 frontage is proposed to create a distinct identity and sense of arrival to the study area. The monument may be placed within the I-30 right-of-way, barring approval from TxDOT, or inland within the City-owned parcels adjacent to Bass Pro Shops. Additional locations include the Bass Pro Shop interchange itself – partnership with TxDOT may yield hardscape and other right-of-way improvements that promote the district title and branding imagery. The architectural style and materials should emulate the desired perception of the study area and may be reproduced in smaller applications at key thoroughfare intersections throughout.



## Connections, Mobility, and Traffic Implications

North Point’s vehicular circulation is conventionally funneled to the southwest, toward the intersection of Bass Pro Drive and Chaha Road. Access to the I-30 frontage road is largely limited to commercial driveways north of the Bass Pro Drive interchange, a condition that allows direct access to the Dalrock Road connector over Lake Ray Hubbard. To support the existing and planned residential and commercial establishments within North Point, additional vehicular and multi-modal connections are necessary to aid in ingress and egress to the focus area.

### Marvin Loving Drive Extension

Marvin Loving Drive serves as the primary vehicular connection between North Point, Focus Area 4 (Windsurf Bay), and Focus Area 3 (South Point). Officially terminating into Chaha Road, a private drive serves as a functional extension of the Marvin Loving Drive right-of-way to serve the multifamily and condominium units along the southwestern edge of North Point. Formal continuation of the right-of-way through the existing private drive will result in a continuous loop with dead-end Bass Pro Drive, offering additional ingress and egress to the focus area.

Consideration should be given to the alignment of the Marvin Loving Drive extension, as substantial tree canopy coverage and flood area is observed within the anticipated path.

### Bass Pro Drive Interchange Reconfiguration

Included within the ongoing improvements to I-30 across the lake, the Bass Pro Drive overpass will be reconfigured to better accommodate east and westbound traffic. The current configuration requires vehicles to pass under the overpass and double back, creating a “jug handle” on- and off-ramp condition. Improvements will transition the intersection to a more conventional “diamond” configuration, as seen at the Bobtown Road exit farther west down I-30.

### Water Recreation Connections

The Cities of Rowlett and Rockwall have experienced success with leveraging Lake Ray Hubbard as a recreational attraction. Rowlett’s Parks and Recreation Master Plan establishes the Rowlett Paddle Trail, an on-water trail system for non-motorized recreation. Rockwall’s Harbor district and amphitheater attract both boat and pedestrian traffic for events and concerts.

North Point’s dock, boardwalk, and central location on the lake may serve as an additional connection to these established water trail systems.



## Focus Area 2 Goals and Strategies

1

### Goal 2.1: Leverage City-owned properties.

- Initiate a parking study to determine demand and update the parking requirements for the area accordingly.
- Create specific North Point incentive policy that focuses on sales tax and hotel occupancy tax rebates.
- Facilitate redevelopment of City-owned property, and strategic acquisition of additional properties, to form cohesive land assemblages and attract new mixed-use and commercial waterfront development.
- Leverage the existing City-owned property to locate a gateway monument along I-30.
- Market North Point as a regional lakefront retail and entertainment destination (restaurants, local stores, boutiques, art galleries, etc.)
- Market North Point to attract desired businesses and land developers based on the focus area vision and land use designations.

2

### Goal 2.2: Emphasize lake-oriented development.

- Ensure development standards require equal design elements and treatment to facades facing inland and Lake Ray Hubbard.
- Provide for the integration of the North Point boardwalk and shared-use path into lakefront commercial development.
- Partner with local businesses in the area to rebuild the boat dock and provide a maintenance fund.

3

### Goal 2.3: Create a sense of arrival.

- Partner with surrounding lakeside communities to establish designated water recreation connections, potentially through an established Lake Ray Hubbard mobility effort.
- Coordinate with TxDOT to integrate the study area's branding scheme into the newly designed Bass Pro Drive interchange.

## FOCUS AREA 3: SOUTH POINT

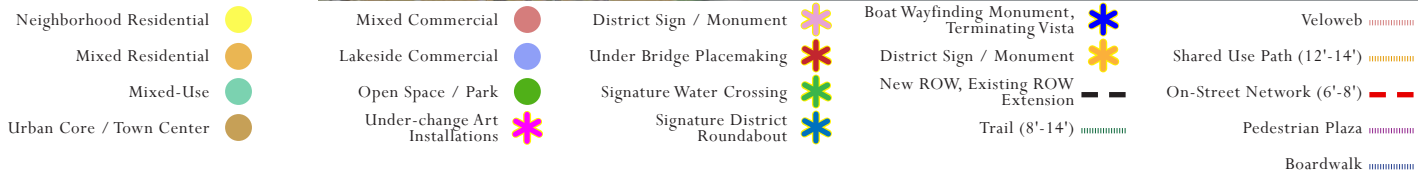
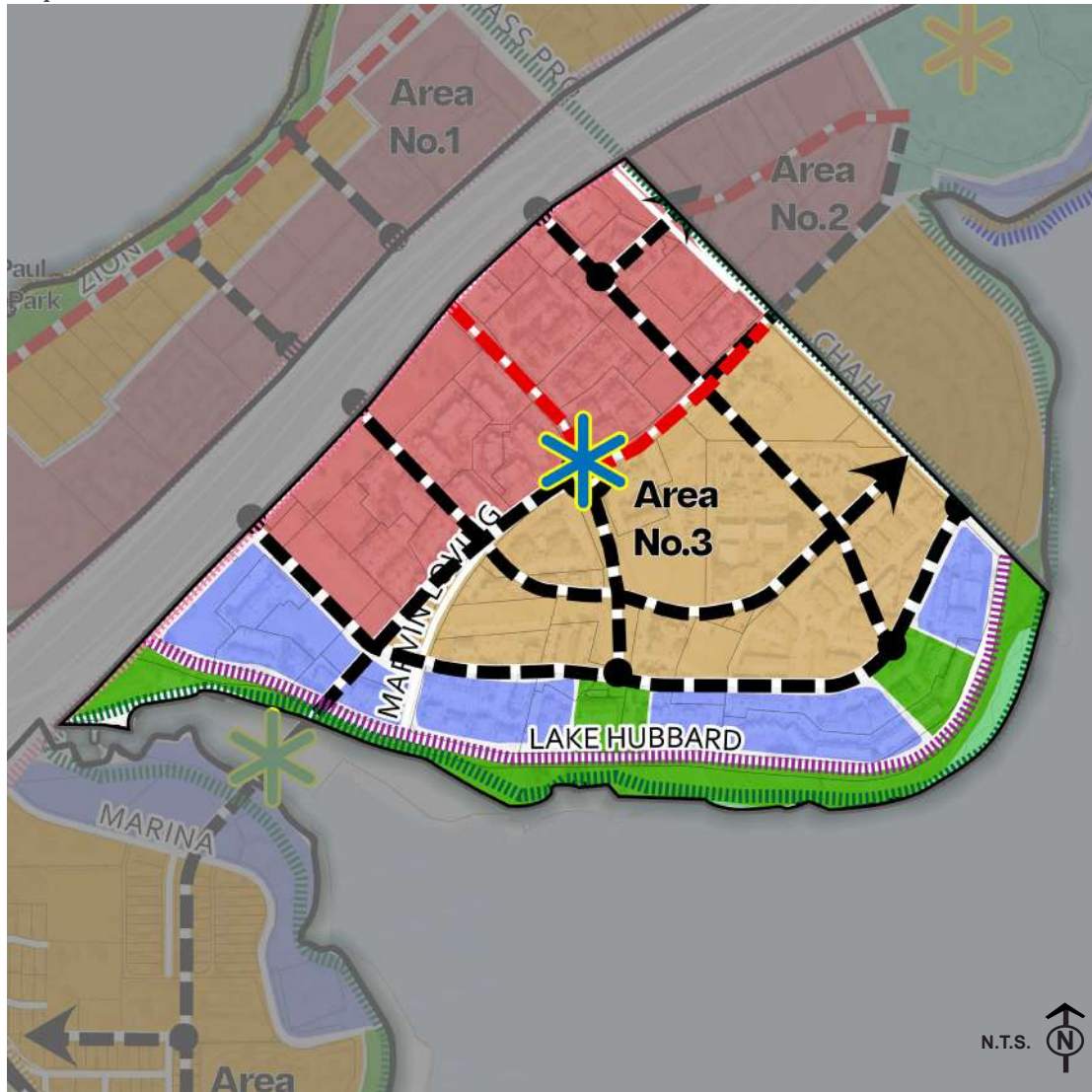
### Location, Key Features, and Objective

Focus Area 3 (South Point) is located to the northeast of the study area, bounded by Lake Ray Hubbard to the south, I-30 to the northwest, and Chaha Road to the northeast. When combined with Focus Area 2 (North Point), the two comprise current day Harbor Point. This area is subdivided into several irregular parcels occupied predominantly by garden style multifamily development. Lake Hubbard Parkway separates the South Point area from the shoreline of the lake, offering picturesque boulevard views and public access throughout.

#### VISION

*South Point focuses on establishing a premier lakeside experience for residents and visitors alike through urban forms and mixed-use development.*

Map 29. Focus Area 3: South Point



## Land Use

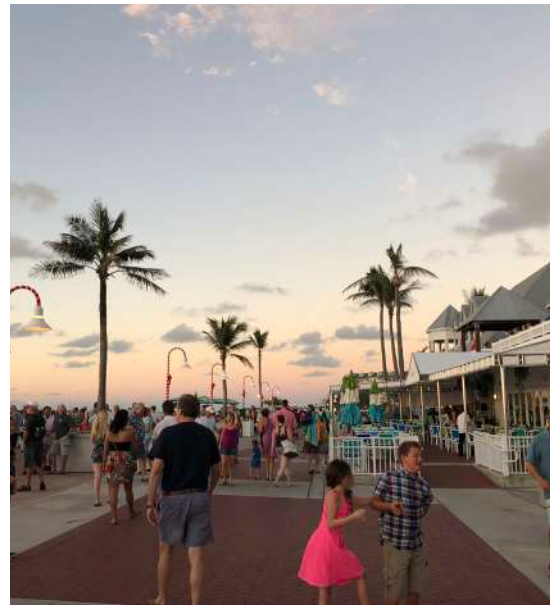
South Point's existing land use is predominantly multifamily residential (59percent), with limited retail and commercial establishments located along the I-30 frontage road. Multifamily buildings are largely garden style, in that they are externally accessed, standalone buildings surrounded by parking lots and open spaces. While historically common, garden style multifamily developments result in inefficient land use patterns that are spread out, devoid of neighborhood services, and unwalkable. South Point is envisioned as the residential and commercial core of the study area, offering an urban core of vertically mixed land uses and residences. The focus area's frontage along Lake Ray Hubbard offers a unique landscape for local commercial and retail opportunities.



*South Point Artistic Rendering*



*Park/Plaza Space Example (The Pearl - San Antonio, TX)*



*Waterfront Pedestrian Plaza (Key West, FL)*



*Urban Core Development Example (The Domain - Austin, TX)*

## Taxable Value

Properties within South Point currently total approximately \$130,117,714 in annual taxable value. The distribution of proposed land uses within this focus area is illustrated in Table 7. Using the taxable value per acre established in Table 4 on page 45, projections are provided to illustrate potential growth based on the development scenario.

Table 7. South Point Taxable Value

Proposed Land Use	Approximate Acreage	Current Taxable Value	Taxable Value / Acre	Potential Taxable Value	Difference
Neighborhood Residential					
Mixed Residential					
Mixed-Use					
Urban Core / Town Center	32.87 AC	\$46,296,534	\$7,393,519 / 1 AC	\$243,024,969	+ \$196,728,435
Mixed Commercial	42.18 AC	\$57,138,455	\$2,438,926 / 1 AC	\$102,873,898	+ \$45,735,443
Lakeside Commercial	9.14 AC	\$22,173,885	\$4,197,803 / 1 AC	\$38,367,919	+ \$16,194,034
Open Space / Park	3.04 AC	\$4,508,840	\$0 / 1 AC	\$0	- \$4,508,840
Total Potential Taxable Revenue					\$384,266,786
Total Current Taxable Revenue					\$130,117,714
Potential Change in Taxable Revenue					+ \$254,149,072

\*The table reflects the land uses proposed for the focus area. Not all land uses are proposed for every focus area.



## Urban Design and Open Spaces

South Point has a strategic location along Lake Ray Hubbard and presents unique residential and commercial waterfront potential; the area's depth and scale lend to a cohesive development opportunity that may directly compete with surrounding lakefront districts. Lake Ray Hubbard Boulevard presents an opportunity to publicize the shoreline, a public amenity that is largely privatized by single-family homes within surrounding communities. Leveraging public access will establish the South Point and study area as a premier location for residents and visitors to spend their time and enjoy Lake Ray Hubbard. The following urban design and recreational elements are proposed:

### Lakefront Pedestrian Plaza and Trail

Lake Ray Hubbard Parkway serves as one of the longest continuous stretches of dedicated right-of-way along the shoreline of Lake Ray Hubbard. As an established right-of-way, the City of Garland is well positioned to reinvent this streetscape as a multi-use pedestrian plaza along the lakeshore. Capped on the north end to the Chaha Road trail, the boardwalk feature offers a scenic lakeside connection between the northern and southern focus areas. Consideration should be given to closing the plaza to non-emergency vehicular traffic, reserving the lakefront experience to bikers, runners, and other pedestrians.



*Hickory River-Walk Rendering (Hickory, NC)*

### Lakeside Commercial Mall

Implementation of the pedestrian plaza creates a unique opportunity for lakefront commercial and residential establishments in an intimate, mixed-use environment. Fronting on the plaza and shoreline trail, these retail and commercial buildings should be heavily focused on indoor-outdoor connectivity through covered patios and arcades, and should be centered around pedestrian-scaled architecture, lighting, and signage.

### Pocket Park Vistas

Serving as open space reprieves within the lakeside commercial establishments, a series of pocket parks are illustrated at the terminus of new thoroughfare connections interior to South Point. These spaces may serve as displacement for parkland reduced in Focus Area 4 (Windsurf Bay) and preserve sightlines to Lake Ray Hubbard for residents and visitors to spaces interior to South Point.

### Urban Core/Town Center

At the center of South Point's land mass is a high-intensity urban core intended to provide the residential and regional commercial anchor for the study area. Reliant on a network of thoroughfare connections – see discussion on South Point's proposed thoroughfares – the core exhibits landmark buildings ranging from 7 to 10 floors in height. Residential uses are anticipated to dominate this area, with supporting office, commercial, and retail opportunities mixed vertically. The form of the urban core should encourage walkability with improved streetscapes, pedestrian-scaled and active storefronts, and hardscape improvements.

## Wayfinding and Branding

Geographically, South Point extends farther from I-30 and the PGBT extension than other portions of the study area; the depth and land area offer opportunities to establish a fresh branding and district standard. For individuals moving between focus areas, or entering South Point from the I-30 frontage road, a consistent sense of place should be established through signage, architectural style, and landscaping elements. The following wayfinding and branding elements are proposed:

### Signature District Roundabout or Gateway

Centrally located within South Point, the intersection of existing Marvin Loving Drive and Point Boulevard will become the primary intersection within the focus area. As such, intersection improvements within a centralized roundabout serve as a unique opportunity to create a sense of arrival and place for residents and visitors. Improvements may include a centralized water feature, sculpture, gateway, or wayfinding monument.



*El Reno Roundabout Improvements (El Reno, OK)*



## Connections, Mobility, and Traffic Implications

South Point benefits from a network, albeit limited, of existing thoroughfares throughout the almost 120-acre area. Lake Ray Hubbard Boulevard, Marvin Loving Drive, and Point Boulevard serve as the primary, two-way connections funneling vehicular traffic between the I-30 frontage and Chaha Road. Multifamily uses are served by frequent driveway connections to these existing thoroughfares; driveway spacing is largely irregular, with little regard for alignment or shared access between abutting developments. To support the increase in land use intensity, a series of new connections and right-of-way extensions are proposed to build out the area's block pattern:

### Marvin Loving Drive Realignment

Marvin Loving Drive serves as the primary right-of-way connection across South Point, terminating at the southwest and northeast ends into Lake Ray Hubbard Boulevard and Chaha Road, respectively. Realignment of the southern end of Marvin Loving Drive is proposed to promote further vehicular and multi-modal connectivity across the study area. This realignment will support a new two-way connection across the inlet separating Focus Area 4 (Windsurf Bay) and South Point via a signature district bridge.

### Point Boulevard Extension

Point Boulevard's current extent is limited to a terminus into Marvin Loving Drive, where a signature district roundabout or gateway is proposed. To better serve north and southbound traffic in South Point, Point Boulevard will extend south to a new terminus at a pocket park vista along the Ray Hubbard boardwalk. This extension rounds out a necessary block in order to support the proposed high-intensity urban core.

### Bay Island Drive Loop

Bay Island Drive is a dead-end thoroughfare extending from Chaha Road for approximately 1,000 feet. To support the transition between the urban core and vertical mixed land uses, the Bay Island Drive right-of-way will continue its trajectory, intersecting with the Point Boulevard extension, Marvin Loving Drive realignment, and ultimately terminating into the I-30 frontage road.



*Signature Bridge (Fort Worth, TX)*



*Captain's Cove Marina*

## Focus Area 3 Goals and Strategies

1

### Goal 3.1: Foster a cooperative development environment.

- Explore options to partner with housing developers to produce appropriate infill housing options.
- Collaborate with developers for future mixed-use developments to incorporate needed public amenities, such as public restrooms, water fountains, and shaded seating areas, near target destinations within proposed developments.
- Establish partnerships with property owners and developers for public/private partnerships that support the community's shared vision for vibrant mixed-use projects.
- Assess the feasibility of a South Point TIRZ to incentivize developers and to fund infrastructure required for large redevelopment projects (ex. 10+ acres)

2

### Goal 3.2: Protect the lake as a public asset.

- Convert Lake Ray Hubbard Parkway into a multi-use pedestrian plaza along the lakeshore; conduct a traffic assessment to determine the extent of appropriate conversion from dedicated vehicular travel lanes.
- Partner with property owners to build pocket park vistas that serve to preserve sightlines as well as displacement for reduced parkland in Windsurf Bay.

3

### Goal 3.3: Secure public realm improvements.

- Secure right-of-way extensions along Marvin Loving Drive, Point Boulevard, and Bay Island Drive through adjacent development dedication or acquisition.
- Procure funding for constructing the signature district roundabout or gateway element.



## FOCUS AREA 4: WINDSURF BAY

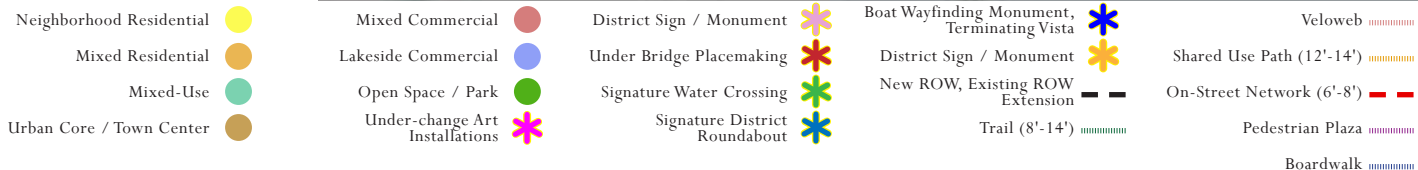
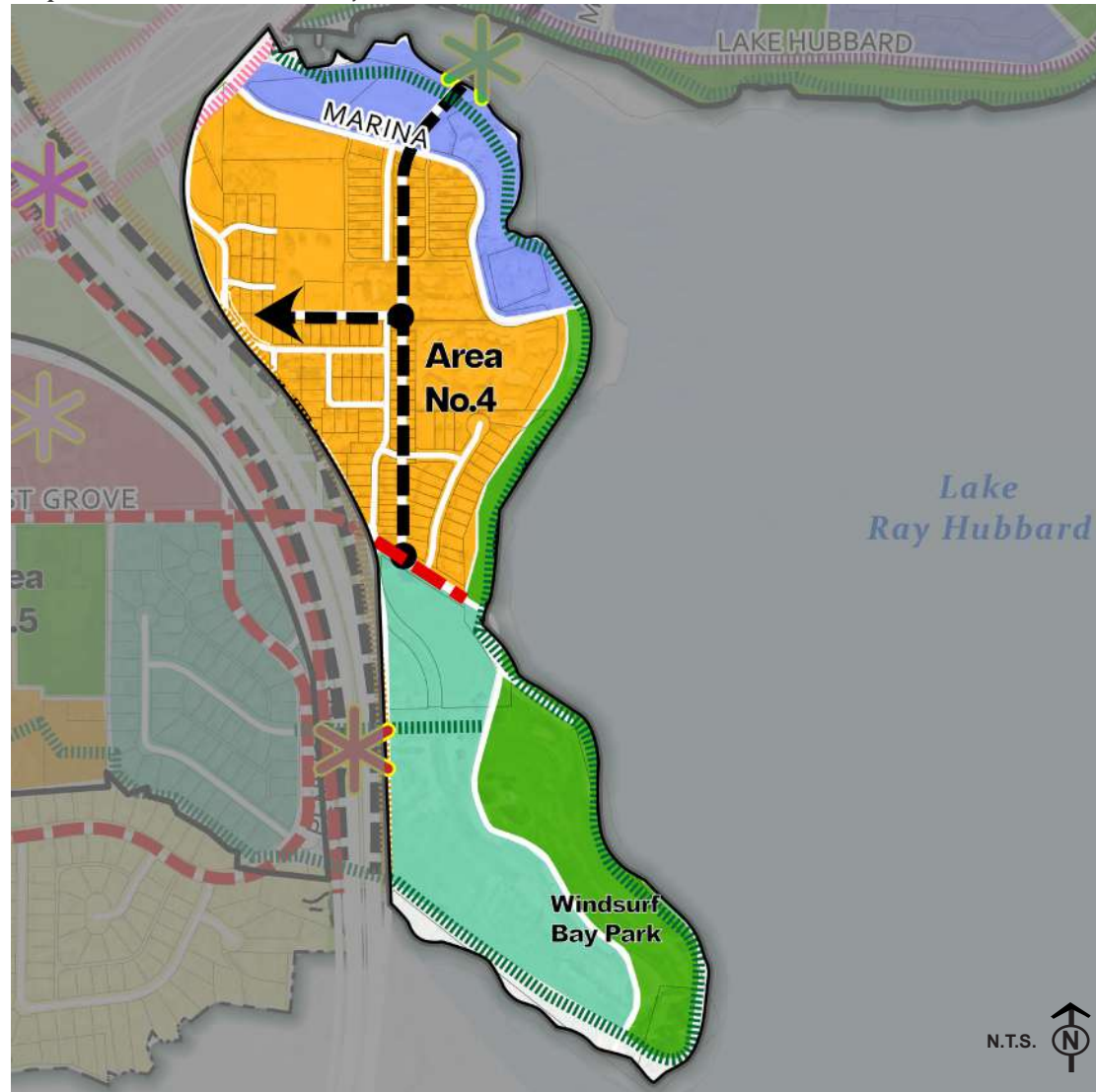
### Location, Key Features, and Objective

Focus Area 4 (Windsurf Bay) is located between the eastern side of the PGBT extension and Lake Ray Hubbard. Linear in nature, Windsurf Bay extends from I-30 to the north to the existing Windsurf Bay Park along the southern tip. The shoreline along this focus area is largely unimproved; however, lake-goers and boaters enjoy reprieve from significant wakes due to an offshore breakwater south of the study area. Vehicular access to Windsurf Bay is limited to Locus Grove Road, Marina Drive, and Peninsula Way, the latter of which will be significantly altered due to the PGBT extension. Aside from Windsurf Bay Park, notable improvements include a marina nestled in the inlet separating Windsurf Bay and South Point.

#### VISION

*Windsurf Bay establishes recreational, educational, and residential opportunities for study area visitors and residents.*

Map 30. Focus Area 4: Windsurf Bay



## Land Use

Due to Windsurf Bay Park, the predominant land use in this focus area is parks and open space (35 percent). The park offers a significant opportunity for the City to provide a premier, public destination along Lake Ray Hubbard, while leveraging a City-owned asset to spark appropriate development. The existing residential fabric north of Windsurf Bay Park will experience changes in access and lot configuration following NTTA's acquisition and construction of the PGBT expansion; redevelopment of existing single-family properties is anticipated due to this catalyst.

The land use map for this focus area introduces mixed-use development within the existing Windsurf Bay Park area. Commercial development within the mixed-use designation will capitalize on the waterfront and recreation amenities provided by the park. Although smaller in scale than the South Point Focus Area (Focus Area 3), this area can provide commercial services for the neighboring residential homes, and take advantage of the location along the PGBT roadway extension adjacent to the existing park.



*Existing Windsurf Bay Residential*



*Existing Windsurf Bay Residential*



*Mixed-Use Commercial and Patio Seating (Dallas, TX)*



*Mixed-Use Development Example (Woodlands, TX)*



## Taxable Value

Properties within Windsurf Bay currently total approximately \$31,651,898 in annual taxable value. The distribution of proposed land uses within this focus area is illustrated in Table 8. Using the taxable value per acre established in Table 4 on page 45, projections are provided to illustrate potential growth based on the development scenario.

**Table 8.** Windsurf Bay Taxable Value

Proposed Land Use	Approximate Acreage	Current Taxable Value	Taxable Value / Acre	Potential Taxable Value	Difference
Neighborhood Residential					
Mixed Residential	34.74 AC	\$29,928,308	\$8,840,864 / 1 AC	\$307,131,615	+ \$277,203,307
Mixed-Use					
Urban Core / Town Center					
Mixed Commercial					
Lakeside Commercial	7.52 AC	\$1,112,890	\$4,197,803 / 1 AC	\$31,567,478	+ \$30,454,588
Open Space / Park	16.44 AC	\$610,700	\$0 / 1 AC	\$0	- \$610,700
<b>Total Potential Taxable Revenue</b>					<b>\$338,699,093</b>
<b>Total Current Taxable Revenue</b>					<b>\$31,651,898</b>
<b>Potential Change in Taxable Revenue</b>					<b>+ \$307,047,195</b>

\*The table reflects the land uses proposed for the focus area. Not all land uses are proposed for every focus area.

## Urban Design and Open Spaces

The extension of PGBT will significantly alter the existing circulation and land use pattern within Windsurf Bay, creating an opportunity for the City to capitalize on new regional arterial frontage. Programming Windsurf Bay Park based on gaps observed in the Parks, Recreation & Cultural Arts Strategic Master Plan will increase value and usership of properties in the surrounding area. The following urban design and recreational elements are proposed for this focus area:



*Windsurf Bay Park Artistic Rendering*



## Windsurf Bay Park

Windsurf Bay Park is currently spread across an area of 42.6 acres; however, it has been identified as the least visited park in a survey conducted as part of the Parks, Recreation & Cultural Arts Strategic Master Plan. Potential causes include limited access along Locus Grove Road, and lack of adequate recreational programming and facilities. By reducing the park's area, the City may leverage development of a catalyst development, such as a vertically mixed-use project, to aid in park programming, access, and visibility. In short, reduce the footprint of the park but program and improve it far more extensively.



Green Infrastructure Educational Placard (Atlanta, GA)

## Lakeside Education Component

Educational programming within Windsurf Bay Park is recommended, such as a Lake Ray Hubbard ecology exhibit or similar informational installation. Water is becoming an increasingly valuable resource for surrounding communities – Garland included – as the DFW metroplex continues to develop at a rapid pace. Although primarily serving users in Dallas, Lake Ray Hubbard offers a tangible reference for local residents and visitors of the importance of resource planning and water conservation. The educational component may range from a staffed exhibition to a passive installation within Windsurf Bay Park.



Mayborn Science Theater (Killeen, TX)

### Continuing Waterfront Trail

The waterfront trail that connects all focus areas within the study area continues along Windsurf Bay’s frontage of Lake Ray Hubbard. At the shoreline’s terminus, the trail will continue along the floodplain limitations under the PGBT extension into Focus Area 5 (Locust Grove).

### Mixed-Use Component and Parkland Displacement

As discussed above, Windsurf Bay Park offers a unique opportunity to leverage City-owned property for catalyst development. The City of Garland may partition a portion of the park property – illustrated along the frontage of the PGBT extension – and market toward mixed-use development. Improved access is planned due to the turnpike extension, allowing for greater circulation to serve more intense land uses. This also supports more intensive programming and improvements to the remaining portion of the park.

Reducing available parkland comes with a trade-off; equal parkland must be dedicated per the parkland discussion in the previous chapter. A series of smaller park areas are recommended throughout the study area in order to accommodate parkland displacement should the City pursue this option.

### Continually Provide New and Enhanced Trail Connections

This focus area holds potential to be developed as a prime recreational destination offering access to the waterfront through an active open space as well as complementary mixed-use developments containing restaurants, local shops, and boutiques, etc. Accessible and convenient pedestrian infrastructure will be crucial in enhancing the experience of the area for the users as well as attract more visitors to the area. To improve walkability in the area, it will be necessary to continually identify potential locations for new and improved trail connections.



Clearfork Main Street Bridge (Fort Worth, TX)



## Wayfinding and Branding

Windsurf Bay's namesake is generated by the recreational opportunities created by the offshore breakwater south of the study area. Waterfront recreation should be promoted from Windsurf Bay Park, where new improvements work to increase foot traffic and notoriety amongst Garland's parks system. Additionally, the following wayfinding and branding elements are proposed:

### Signature Bridge Crossing

The extension of Marvin Loving Drive from Focus Area 3 (South Point) – see discussion in Focus Area 2 – creates a unique capital investment opportunity for vehicular and pedestrian movement into Windsurf Bay. Similar to Garland's Gateway Towers over Rowlett Creek, crossing the inlet of Lake Ray Hubbard will create essential two-way traffic circulation between the north and south portions of the study area. Through this bridge crossing, branding and sculptural elements may be incorporated to promote the recreational and aesthetic qualities of Lake Ray Hubbard. For example, a bridge could be designed as a cable-stayed bridge using a back-stayed single forward arc spar, similar to the Samuel Beckett Bridge in Dublin, Ireland, to reference the profile of a windsurfer.



*Phyllis J. Tilley Memorial Bridge (Fort Worth, TX)*

## Connections, Mobility, and Traffic Implications

As discussed above, the configuration of Windsurf Bay’s existing thoroughfares will significantly change due to the catalyst development of the PGBT extension. Those that will remain in their current alignment include Locus Grove Road and Marina Drive; others will either change in alignment or be abandoned altogether due to overhead onramps between PGBT and I-30. In the midst of this change, the following additions and improvements are proposed to support the reprogramming of Windsurf Bay Park and adjacent residential properties:

### Marvin Loving Drive Extension

The extension of Marvin Loving Drive from Focus Area 3 (South Point) via the signature bridge creates a new north-south thoroughfare within Windsurf Bay. This connection is essential in providing additional means of ingress and egress to the study area via northbound PGBT traffic and further pedestrian improvements to Windsurf Bay Park.

### PGBT Frontage Road

With the extension of PGBT comes a northbound frontage road along the western limitations of Windsurf Bay. Previously devoid of any circulation, this frontage road allows the abutting Windsurf Bay Park property to, in part, be developed under more intense land uses. This frontage road may also connect to properties south of the study area, extending from the next planned intersection at Barnes Bridge Road to Locus Grove Road. Coordination with NTTA on the construction of the frontage road will be required to ensure connectivity to and throughout the Windsurf Bay Park Area.

### Locus Grove Enhancements

Locus Grove is currently a two-lane asphalt road that struggles to serve residents and the minimum programming of Windsurf Bay Park. The PGBT extension will form an aerial crossing at Locus Grove Road, establishing the first exit south of I-30. As such, increased traffic and multi-modal circulation is anticipated. Enhancements include construction materials, infrastructure placement, and pedestrian improvements to better connect Focus Area 5 (Locust Grove) to the trail network and Windsurf Bay Park.



*Locus Grove Road*



## Focus Area 4 Goals and Strategies

1

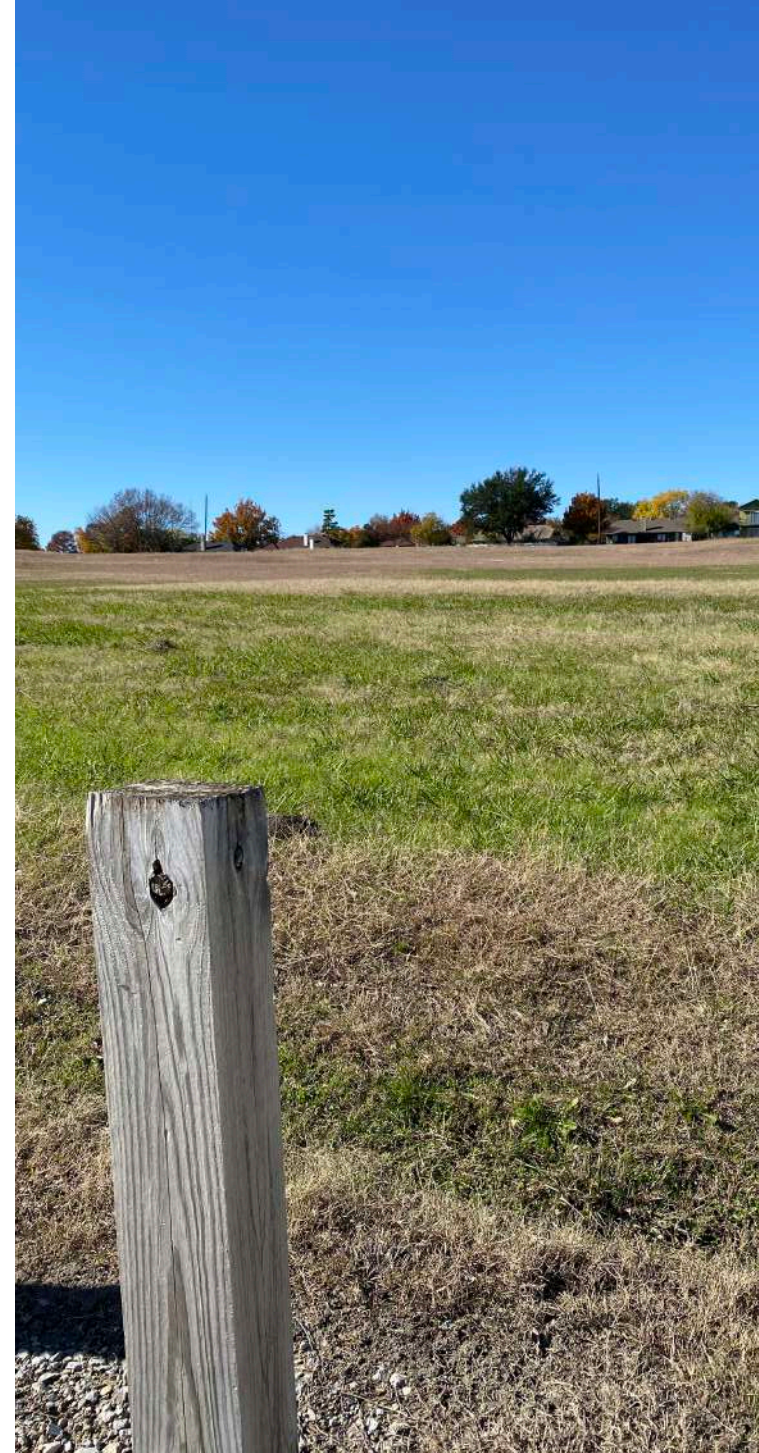
### Goal 4.1: Responsibly develop Windsurf Bay Park.

- Create a plan for Windsurf Bay Park parkland reduction to create space for a vertical mixed-use project; the plan should identify specifically the amount of parkland that will be reduced and need to be allotted in other focus areas.
- Facilitate the redevelopment of a portion of Windsurf Bay Park using an RFQ/RFP or other method to attract new mixed-use and commercial waterfront development.
- Leverage the proposed public amenity in Windsurf Bay Focus Area to conduct educational seminars and art exhibits.
- Coordinate with NTTA on potential changes to access to the Windsurf Bay Park following the land acquisition for PGBT expansion.

2

### Goal 4.2: Improve pedestrian and vehicular connectivity.

- Construct the proposed signature Marvin Loving bridge crossing.
- Create and implement a plan for identifying branding elements on the proposed bridge crossing.
- Implement proposed trail connections along the waterfront.
- Construct improvements to Locus Grove Road in conjunction with the PGBT overpass.



*Windsurf Bay Park*

# FOCUS AREA 5: LOCUST GROVE

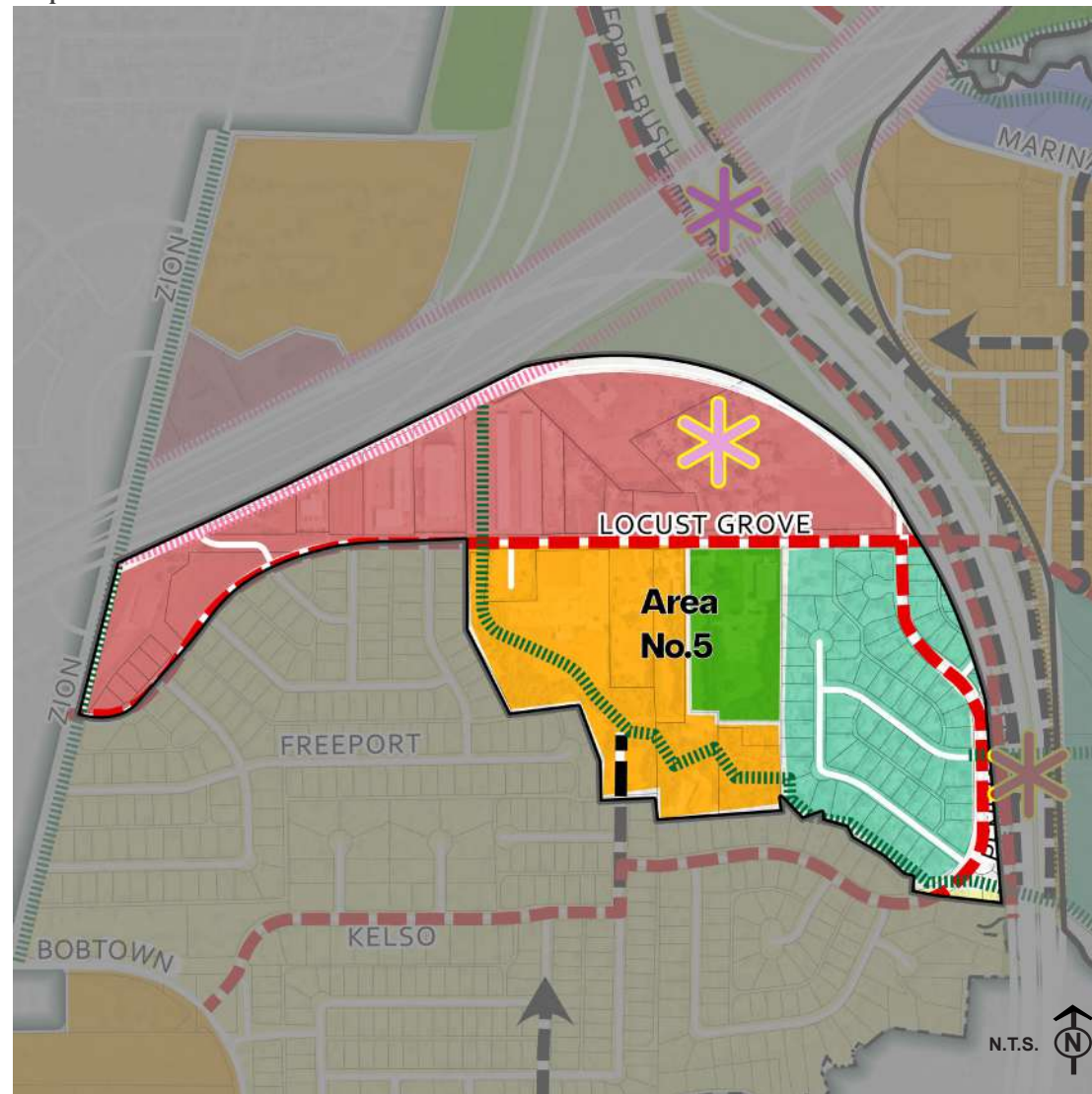
## Location, Key Features, and Objective

Focus Area 5 (Locust Grove) is located west of the proposed PGBT extension bounded to the north by I-30, west by Zion Road, and to the south by Locust Grove Road and an unnamed creek that feeds into Lake Ray Hubbard. Existing land uses include retail and commercial establishments along the frontage of I-30, and several residential properties (multifamily and single-family) that will be directly impacted by the extension of PGBT. Locust Grove Road and Peninsula Way provide the focus area's primary methods of ingress and egress to surrounding neighborhoods and Zion Road.

### VISION

*Locust Grove focuses on improving circulation and providing housing alternatives to those displaced by the PGBT extension.*

Map 31. Focus Area 5: Locust Grove



Neighborhood Residential		Mixed Commercial		District Sign / Monument		Boat Wayfinding Monument, Terminating Vista		Veloweb	
Mixed Residential		Lakeside Commercial		Under Bridge Placemaking		District Sign / Monument		Shared Use Path (12'-14')	
Mixed-Use		Open Space / Park		Signature Water Crossing		New ROW, Existing ROW Extension		On-Street Network (6'-8')	
Urban Core / Town Center		Under-change Art Installations		Signature District Roundabout		Trail (8'-14')		Pedestrian Plaza	
								Boardwalk	



## Land Use

This focus area is split geographically by Locust Grove Road, which connects Zion Road to the west to Focus Area 4 (Windsurf Bay) to the east via an underpass. Properties north of Locust Grove Road are predominantly built out with retail and commercial uses utilizing the frontage along I-30. A grouping of multifamily complexes will be relocated or removed to accommodate the southward trajectory of the PGBT extension. The City of Garland currently owns a group of properties at the intersection of Zion Road and I-30. This location may be marketed to a local or regional grocer if combined with excess right-of-way along the frontage, filling a need for accessible fresh food and services in the study area.

Properties south of Locust Grove Road are predominantly residential, with the Anchor Point subdivision abutting the PGBT extension to the east. Standalone estate lots and vacant pad sites occupy the central properties south of Locust Grove Road; these properties offer potential for cohesive development to support the study area's overall housing goals and objectives. The residential homes directly adjacent to the PGBT roadway alignment will be significantly impacted and which provides an opportunity to introduce high density residential or mixed-use along the new roadway alignment.



*Grocery Store Example (Dallas, TX)*



*Mixed-Use Development Example (Plano, TX)*



*Existing Single-Family Residential*



*Mixed-Use Office and Greenspace Example*

## Taxable Value

Properties within Locust Grove currently total approximately \$31,511,454 in annual taxable value. The distribution of proposed land uses within this focus area is illustrated in Table 9. Using the taxable value per acre established in Table 4 on page 45, projections are provided to illustrate potential growth based on the development scenario.

**Table 9.** Locust Grove Taxable Value

Proposed Land Use	Approximate Acreage	Current Taxable Value	Taxable Value / Acre	Potential Taxable Value	Difference
Neighborhood Residential					
Mixed Residential					
Mixed-Use	21.87 AC	\$14,163,868	\$4,197,803 / 1 AC	\$91,805,951	+ \$77,642,083
Urban Core / Town Center					
Mixed Commercial	30.47 AC	\$16,707,870	\$2,438,926 / 1 AC	\$74,314,075	+ \$57,606,205
Lakeside Commercial					
Open Space / Park	23.86 AC	\$639,716	\$0 / 1 AC	\$0	- \$639,716
Total Potential Taxable Revenue					\$166,120,026
Total Current Taxable Revenue					\$31,511,454
Potential Change in Taxable Revenue					+ \$134,608,572

\*The table reflects the land uses proposed for the focus area. Not all land uses are proposed for every focus area.



## Urban Design and Open Spaces

Locust Grove’s positioning along I-30 and the increased visibility anticipated with the PGBT overpass create unique placemaking and design concepts for the study area. A centralized grouping of properties is envisioned for new residential development, while the existing Anchor Point subdivision provides an opportunity for mixed-use redevelopment along the PGBT extension. Overall, Locust Grove is envisioned as a natural transition from conventional residential stock to the southwest, to higher intensity uses to the northeast of the study area. The following urban design and recreational elements are proposed for this focus area:

### Centralized Open Space

A grouping of larger, less-developed parcels lay at the center of the focus area, bordered by Locust Grove Road to the north, and an unnamed creek to the south. In an effort to mitigate potential parkland relocation – see discussion regarding Windsurf Bay Park in Focus Area 4 – a centralized open space is recommended to serve residents west of the PGBT extension. Envisioned as a highly programmed space, this improvement should provide a place for the public to access the study area via a trail system rather than a vehicle.

### Open Space Opportunities Under Right-of-Way

Along the PGBT extension there are opportunities to capitalize on spaces within the right-of-way that are typically underutilized. Where trail connections or open spaces are located under the elevated roadway, seek opportunities to incorporate public spaces. These spaces can take the form of seating, dog parks, food truck parks, or parking for those utilizing the trail system. Coordinate with NTTA to explore opportunities to introduce these spaces.

### Anchor Point Redevelopment

The existing Anchor Point subdivision lies along the western edge of the PGBT extension, the alignment of which creates several unknowns regarding the neighborhood’s circulation and access to Locust Grove Road. The newly created frontage lends the area to a shift in land use from lower density residential to a more intense, mixed-use environment. Due to the variety of properties and ownership, land assembly and redevelopment may be iterative; however, the catalyst of the turnpike extension creates an opportunity for existing homeowners and prospective developers to reach purchase agreements on a change of hands.

### Trail Network Extension

The shoreline trail network that circumscribes the study area travels into Locust Grove via a PGBT underpass in Focus Area 4 (Windsurf Bay). The trail continues up the unnamed creek and floodplain, south of Deep Canton Drive, before terminating into Locust Grove Road.

Additional trail connections are anticipated along the I-30 and PGBT extension frontage roads, providing cross highway pedestrian connectivity to other focus areas.



*Arts Plaza Rendering (Manor, TX)*

## Wayfinding and Branding

The PGBT extension significantly increases the visibility of Locust Grove, particularly amongst eastbound I-30 and southbound PGBT travel lanes. By capitalizing on this visibility through monumentation, flagship developments along the frontages, and cross-highway pedestrian connections, the City creates a cohesive environment throughout the study area. The following wayfinding and branding elements are proposed:

### District Monuments

Similar to Focus Area 2 (North Point), Locust Grove's geographic location lends itself to branding and monumentation improvements. The overhead exit from eastbound I-30 toward the southbound lanes of PGBT will displace existing multifamily development – this displacement creates opportunities for signature district monuments visible from both the turnpike and interstate.

### I-30/PGBT Interchange Improvements

The newly created interchange between PGBT and I-30 marks a significant intersection between regional thoroughfares. To capitalize on this intersection, underpass art and branding installations are recommended to further the identity of the study area. Ranging from masonry improvements to murals, these installations should reflect the lakeside lifestyle and culture expected within the study area.



*Existing I-30/PGBT Interchange*



*Clearfork Underpass Art Installation (Fort Worth, TX)*



## Connections, Mobility, and Traffic Implications

Locust Grove’s location west of the PGBT offers increased levels of existing connectivity; means of established access include the Zion Road east and westbound exit along I-30, the ensuing frontage road, and Bobtown Road to the southwest. Improving existing and additional connections will increase access to higher intensity land uses along I-30 and the PGBT extension. The following connections and mobility improvements are proposed for this focus area:

### PGBT Frontage Road

Similar to the northbound frontage along existing Windsurf Bay Park, the extension of PGBT comes with a southbound frontage road through Locust Grove. This frontage road will extend to the Barnes Bridge intersection south of the study area, allowing for additional means of vehicular egress to the south.

### Locust Grove Road On-Street Improvements

Locust Grove Road is currently a two-lane, asphalt roadway with bar ditch drainage improvements. Envisioned as the primary east-west thoroughfare connecting Locust Grove to Windsurf Bay, on-street improvements for pedestrians and additional vehicular traffic are recommended.

### Peninsula Way Alignment and On-Street Improvements

Peninsula Way is a local thoroughfare that connects the I-30 frontage road to Kelso Lane, south of the unnamed creek in the focus area. The PGBT extension is anticipated to eliminate the Peninsula Way connection to I-30, resulting in its termination into Locust Grove Road. The current alignment through the Anchor Point subdivision is also in question, as the southbound frontage road is likely to encroach on the existing right-of-way. Regardless of the alignment, on-street pedestrian and multi-modal improvements are recommended along Peninsula Way and eventually Kelso Drive south of the focus area.

### Meadow Vista Lane Extension

Meadow Vista Lane serves the existing neighborhoods south of Locust Grove and the unnamed creek; the right-of-way currently stubs north toward the focus area. Extension of Meadow Vista Lane northward will provide an additional means of access to Locust Grove Road and the mixed residential areas abutting the proposed centralized park space.



*Locust Grove Road*

## Focus Area 5 Goals and Strategies

1

### Goal 5.1: Leverage new and existing highway frontages.

- Market City-owned properties along the intersections of Zion Road and I-30 to attract local or regional grocers to the area.
- Participate in utility upsizing where appropriate to help mitigate impacts on water and wastewater capacity.
- Coordinate with homeowners and developers to carry out needed land assembly to promote redevelopment in and around Anchor Point subdivision.

2

### Goal 5.3: Improve public spaces and rights-of-way.

- Acquire and construct a centralized open space west of the PGBT extension accessible through trails to mitigate the loss on parkland in Windsurf Bay.
- Plan for additional trail connections along I-30 and PGBT extension frontage roads.
- Acquire right-of-way and construct additional connections across the southern creek to increase mobility options to and from the focus area.
- Coordinate with NTTA to incorporate public art and gathering spaces under NTTA facilities where space allows.

3

### Goal 5.3: Create regional identity.

- Identify and locate appropriate monuments and/or flagship development along the frontage roads.
- Partner with local artists to create underpass art and branding installations on the intersection of PGBT and I-30.





# IMPLEMENTATION 3

# INTRODUCTION

This section of the Plan describes the implementation plan necessary to realize the recommended actions identified as part of the Area Plan. The strategies and actions outlined in this Plan will guide the physical and policy development for the study area. The City should plan to engage the community and key stakeholders for ensuring successful implementation of the recommendations. The Plan recommendations are organized by focus area and provide guidance for when different recommendations should be initiated. In addition, consideration has been made for funding opportunities for the different recommendations.

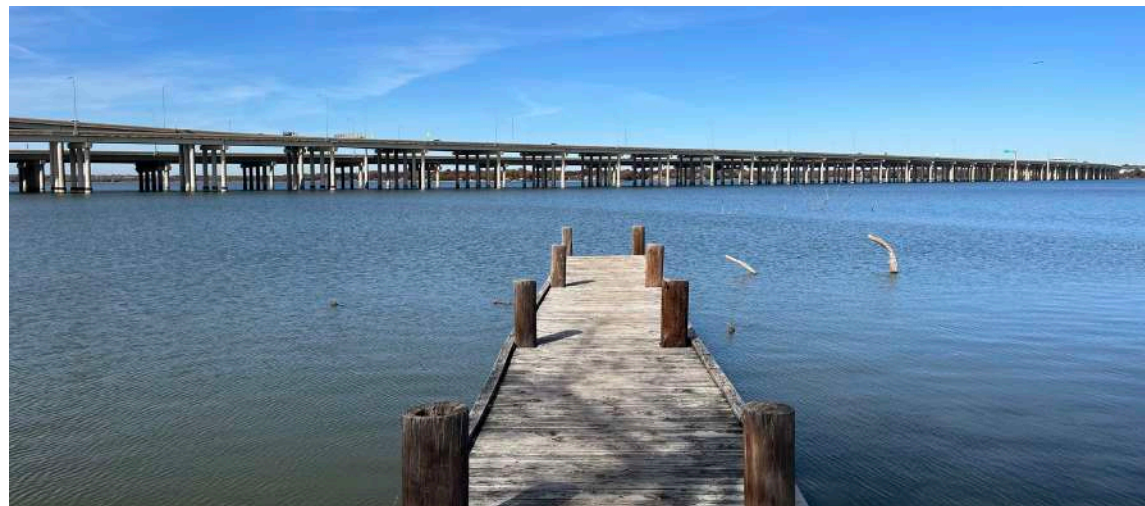
As a long range plan, transformation will not occur overnight. It will take time and commitment to realize the envisioned future for the area. This implementation plan is intended to identify the individual steps that will need to take place over the next 10 - 20 years. While this Plan includes a number of recommendations, many are closely connected to, and interrelated with, each other. It is anticipated that progress on some of the recommendations will reduce barriers to success in others. Some of the recommendations are “keystones”, which can help to make the most significant concepts possible. For example, the concept of creating a mixed-use environment in the South Point Focus Area will require significant changes to the land use pattern, land

assembly, new transportation connections, and financial incentives. Initiating zoning changes, coordinating with landowners, and setting up funding sources will set the stage for the desired future development.

Accomplishing all of the recommended tasks in the course of only a few years is unlikely. In some cases, the funding, partnerships, or political will to carry out certain tasks may prove insufficient for the time being. In other cases, unanticipated opportunities may arise, which should be leveraged. This Implementation Plan aims to serve as a tool to guide implementation of the recommended actions over time to avoid potential disruptions and achieve the ultimate vision.

## THIS CHAPTER PROVIDES:

- A comprehensive list of recommendations made throughout this Plan.
- Economic Development Strategies including funding tools that can be utilized by responsible entities to achieve the goals of this Plan.
- Top 10 priority actions



# ECONOMIC DEVELOPMENT STRATEGIES

There are a variety of public policy tools that the City can use to fund the implementation of the Plan. State law might dictate the parameters under which each incentive can be utilized. To successfully execute the Implementation Plan, the City and other stakeholders will need to explore the funding options available, combine resources for larger projects, and formalize a predictable long-term funding stream that allows for multi-year projects.

As discussed in the City's economic development plan, Garland needs to maximize its existing property tax base and find options to generate additional sales tax revenues. Therefore, each of the following funding tools should be used strategically with long-term tax revenue generation as a key factor when deciding whether to offer incentives. Developers will approach the City for financial support for redeveloping key portions of the study area, but the City should be willing to decline offering incentives if the project does not align with the long-term vision.

The City's Economic Development Department is well-versed in incentive negotiations. The City has utilized many different incentives tools throughout the City. The following section provides a brief description of incentives options appropriate to the study areas as well as how each might be used.



## FUNDING TOOLS

### Chapter 380 Economic Development Agreements

Chapter 380 of the Local Government Code authorizes municipalities to offer incentives designed to promote economic development such as commercial and retail projects. Specifically, it provides for offering loans and grants of city funds or services at little or no cost to promote state and local economic development and to stimulate business and commercial activity. Negotiations on these incentives between the local jurisdiction and the developer occur on a case-by-case basis.

Chapter 380 agreements would likely be used in all five study areas. For example, the City could rebate a portion of property taxes or reimburse a developer for infrastructure costs. These agreements can vary significantly by project, but the City can structure them to be performance-based.

### City-Owned Land (Existing and Future Acquisition)

In certain instances, existing City-owned land can help incentivize new development (e.g., allowing the City to issue an RFP for master developer with special terms). The most likely method of acquiring properties for the purposes of implementing the Plan will be through purchase of a property in exchange for cash (i.e., fee simple acquisition). A downside of the public sector acquiring land or buildings is the loss of property tax revenue. Because the City is focused on driving new tax revenue, if the City acquires new properties, there should be a corresponding plan or strategy for how and when to dispose of the property.

The City currently owns significant land in Focus Area 2 near Bass Pro Shops and Focus Area 4 at Windsurf Bay Park. While the development opportunities are different in the two focus areas, the City could issue RFPs to solicit how private developers might transform these areas.

### Property Tax Abatement

Under Chapter 312 of the Texas Local Government Code, cities, counties, and special districts can exempt all or part of the value of property from taxation for up to 10 years in support of the benefits a development brings in the form of value, sales tax, or job creation. A local government can abate residential or commercial/industrial real property that is subject to ad valorem taxation if the owner or leaseholder agrees to make improvements to the property. The City is required to adopt guidelines and criteria that any tax abatement proposal must meet to be eligible for tax abatement. Some taxing entities adopt very general guidelines to have maximum flexibility while other public sector jurisdictions create very specific criteria to limit the number of requests for tax abatement. Abatements are not typically used in combination with a TIRZ since a TIRZ relies on increasing values to generate revenue while the abatement prevents taxation on the increased value.

Garland should adopt tax abatement guidelines that support new developments in the focus areas. For example, a high direct primary jobs requirement would preclude tax abatement for mixed-use residential projects. If done well, the City's tax abatement policy could provide direction for developers on what level of financial incentives might be available under what conditions (e.g., density requirements in a specific study area).

## **Tax Increment Reinvestment Zone (TIRZ)**

In Texas, Tax Increment Reinvestment Zones are implemented under Chapter 311 of Texas Local Government Code. These districts capture certain property tax revenue generated in the district and then reinvest it back into the district through development of infrastructure and improvements. TIRZs operate with the idea that the cyclical connection between property tax revenue generated by private investment within the district, when applied to public investment within the district, creates a snowball effect in which redevelopment is encouraged and accelerated.

Garland has already established a TIRZ that overlaps a portion of the study area. TIRZ #2 along I-30 expires in 2025 unless the City extends it. TIRZ #2 has captured tax increment that could be used to fund a portion of the Plan. For this to occur, the City should modify the boundaries of TIRZ #2 and extend the termination date beyond 2025. Focus Area 3 around Chaha Road has several older multifamily projects owned by a few developers. A new TIRZ that covers these residential properties might be an appropriate tool to incentivize the redevelopment of this area.

## **Local Hotel Occupancy Tax (HOT)**

Cities have the ability to adopt local hotel occupancy tax assessments, typically up to seven percent of the cost for use of a hotel room. It can be an important source of funding for tourism programs and can support economic growth for the City and unique districts within the City. Hotel occupancy taxes are required to fundamentally support putting “heads in beds,” meaning they should have a goal to increase hotel occupancy through community investments supportive of tourism. Eligible uses include convention center enhancements, administrative expenses to support convention registration, tourism related promotions, programs to support the arts, historic restoration and preservation, sporting events, and improvements to sports facilities.

Cities throughout Texas will sometimes rebate hotel occupancy taxes to attract new hotels and expand available room nights. There is typically a requirement that hotels spend these funds on eligible marketing and advertising expenses. The City should develop guidelines for how a new hotel in any focus area might qualify for a HOT rebate.

## **City-Wide Bond Funding**

The Study Area, due to its prime location adjacent to Lake Ray Hubbard and future PGBT East Branch, will have significant community-wide benefits when improved, enhanced, and redeveloped. For this to occur, Garland will have to invest significant resources in the area. Unlike many peer communities, Garland is unable to allocate a portion of the local sales tax to fund economic development efforts. While developer incentives (often in the form of performance-based rebates) are important, there are costs the City will need to fund in advance (e.g., infrastructure) that might not be linked to a single project. Garland should consider including Study Area projects in future City bond elections to provide a long-term funding source to implement this Plan.



## GRANT OPPORTUNITIES

In addition to the funding tools discussed in the previous section, below are grants opportunities that the City can take advantage of to achieve the action items listed in this Plan as opportunities arise.

### **Texas Parks and Wildlife Department Community Outdoor Outreach Program (CO-OP) Grants**

The Community Outdoor Outreach Program (CO-OP) grant provides funding to tax-exempt organizations for programming that engages under-served populations in TPWD mission-oriented outdoor recreation, conservation and environmental education activities.

### **Texas Parks and Wildlife Department Recreational Trail Grants**

This grant is administered in Texas under the approval of the Federal Highway Administration (FHWA). The reimbursable grants can be up to 80percent of project cost with a maximum of \$300,000 for non-motorized trail grants and a maximum award of \$500,000 for motorized (off-highway vehicle) trail grants. Funds can be spent on both motorized and non-motorized recreational trail projects such as the construction of new recreational trails, to improve existing trails, to develop trailheads or trailside facilities, and to acquire trail corridors.

### **Texas Parks and Wildlife Department Outdoor Recreation Grants**

This grant provides percentage matching grant funds to municipalities, counties, MUDs and other local units of government with populations less than 500,000 to acquire and develop parkland or to renovate existing public recreation areas. Eligible sponsors include cities, counties, MUDs, river authorities and other special districts. Projects must be completed within a set time frame after approval.

### **Texas Parks and Wildlife Department Indoor Recreation Grants**

This grant provides percentage matching grant funds to municipalities, counties, MUDs and other local units of government with populations less than 500,000 to construct recreation centers, nature centers and other indoor recreation-related buildings.

### **Texas Parks and Wildlife Department Boating Access Grants**

The Boating Access Grant Program provides 75percent matching fund grant assistance to construct new, or renovate existing, public boat ramps that provide public access to public waters for recreational boating. Local government sponsors must make an application, provide the land, provide access to the proposed boat ramp, supply 25percent of the development costs, and accept operation and maintenance responsibilities for a minimum 25-year period. The maximum amount which may be requested for assistance is \$500,000 in matching grant funds.

### **Transportation Improvement Program (NCTCOG)**

The North Central Texas Council of Governments provides several transportation funding programs included in the Transportation Improvement Program to help fund intersection and signal system improvements, bicycle and pedestrian facilities, roadway widening, construction of new arterials, and installation of bridges among others.

### **TxDOT Transportation Alternatives Set-aside (TA) Program**

TxDOT administers TA funds for locally sponsored bicycle and pedestrian infrastructure projects in communities across the state. In large urbanized areas with populations over 200,000, TA funds are also distributed directly to Metropolitan Planning Organizations (MPO) to administer according to their needs. MPOs and TxDOT are responsible for selecting projects independently of one another.

# PRIORITY RECOMMENDATIONS

To make the implementation process more efficient and streamlined, 10 recommended actions, in no particular order, have been identified as priority actions that can provide quick wins or prove to be transformative to the area.

These 10 priority actions are not required to be the first actions to be completed in the short-term; the City should take advantage of opportunities to implement other Plan recommendations as partnerships and funding become available. These actions provide a starting point for implementation and guidance for Plan administrators. It is likely that accomplishing these 10 actions will create the momentum to carry through implementation of the remaining actions.

<b>1</b>	Partner with existing commercial landowners to redevelop older properties within the study area. (1.d)
<b>2</b>	Update the City's Master Thoroughfare Plan to illustrate the new and improved alignments of streets within the study area, particularly Marvin Loving Drive. (2.d)
<b>3</b>	Establish a district identity through branding elements, similar to the City's Firewheel concept; consider holding a competition or public involvement session to select a consistent marketing scheme. (3.b)
<b>4</b>	Consider a City-initiated zoning designation for the Study Area, such as a Planned Development District, tailored to the land use distribution and character described in the planning scenarios for each focus area. (1.b)
<b>5</b>	Coordinate with TxDOT to integrate the study area's branding scheme into the newly designed Bass Pro Drive interchange. (2.3.b)
<b>6</b>	Establish partnerships with property owners and developers for public/private partnerships that support the community's shared vision for vibrant mixed-use projects. (3.1.c)
<b>7</b>	Secure right-of-way extensions along Marvin Loving Drive, Point Boulevard, and Bay Island Drive through adjacent development dedication or acquisition. (3.3.a)
<b>8</b>	Facilitate the redevelopment of a portion of Windsurf Bay Park using an RFQ/RFP or other method to attract new mixed-use and commercial waterfront development. (4.1.b)
<b>9</b>	Construct the proposed signature Marvin Loving bridge crossing. (4.2.a)
<b>10</b>	Coordinate with homeowners and developers to carry out needed land assembly to promote redevelopment in and around Anchor Point subdivision. (5.1.c)



# IMPLEMENTATION PLAN

The implementation plan table is categorized based on recommended actions for the overall study area as well as each of the five focus areas. The table lists goals and strategies to achieve the vision for of this Plan. Each action item includes an implementation time frame, key entities and partner agencies responsible for carrying out the action, tentative cost estimates, and potential funding sources. Explanation of each element is describes in the following sections.

## GOALS, ACTIONS, AND CATEGORIES

Each action item is grouped by its respective goal and assign by the applicable category. The action items reflect the recommendation made throughout the Plan.

## IMPLEMENTATION TIME FRAME

### Short-Term (1-10 years)

These actions should be easier to achieve, as they are not anticipated to require outsourcing or large allocations of funding.

### Mid-Term (11-20 years)

These actions may require additional preparation, funding sources, or coordination for completion. Initial progress may be made in the short-term.

### Long-Term (20+ years)

These actions will likely require significant preparation or coordination to complete and may include voter-approved sources of funding or input.

### Ongoing

Actions that do not have a specific termination may be continuously implemented or may be revisited regularly throughout the life of this Plan.

## KEY ENTITIES AND PARTNER AGENCIES

This portion of the table sets the responsible department or group within the City and potential partnerships with external entities that may assist with completing the action.

## EXAMPLE IMPLEMENTATION PLAN

Overall Study Area Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					

## PROJECT TYPE

The table identifies the project type for each action. This distinction assists the City in identifying the individuals or groups responsible for carrying out the action and plan for proper resources and staffing.

### Project/Action

A project or capital improvement to be completed.

### Program/Partnership

Development of new program, enhancement of an existing program or partnership with external organizations or agencies to coordinate on an initiative or complete an action.

### Plan/Study

A plan or study to be completed.

### Policy/Regulatory

Development of a new policy or an update to an existing regulation or City policy.

### Capital Improvement

The design and construction of public infrastructure.

## POTENTIAL COST RANGE

An estimated cost range for every action has been provided to assist with financial planning and forecasting. Further assessment of costs should be conducted at the time of implementation. Cost estimates include:

### Low Cost (\$)

These actions may require reallocation of existing resources, personnel, staff time, or partner coordination.

### Medium Cost (\$\$)

These actions may require preliminary design, studies, outsourcing, or other minor investment in the project.

### High Cost (\$\$\$)

These actions are anticipated to require significant studies, design, and construction of infrastructure, or other investment of public funds.

## POTENTIAL FUNDING SOURCE

The implementation table lists some potential funding sources that can help provide funding in full or in part for each action item. Funding tools include those described in the funding tools section, grants, or other funding sources. These funding sources should be updated as additional funds/grants become available in the future.



## OVERALL STUDY AREA RECOMMENDATIONS

Overall Study Area Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 1: Increase Neighborhood-Centered Commerce.											
1.a	Create a Marketing Plan to actively promote and market the study area to developers.	Economic Development	●				Economic Development	–	Plan/Study	\$\$	General Fund
1.b	Consider a City-initiated zoning designation for the Study Area, such as a Planned Development District, tailored to the land use distribution and character described in the planning scenarios for each focus area.	Land Use & Infrastructure	●				Planning & Development	–	Policy/Regulatory	\$\$	
1.c	Consider establishing an expedited review procedure for development within the study area.	Land Use & Infrastructure				●	Planning & Development	–	Policy/Regulatory	\$	
1.d	Partner with existing commercial landowners to redevelop older properties within the study area.	Economic Development				●	Economic Development	Property Owners/Developers	Program/Partnership	\$	General Fund, TIRZ, 380 Agreements, Future City Bonds
1.e	Conduct an assessment of existing Planned Development districts in the area to confirm alignment with the study area's vision; where differences are observed, coordinate with property owners regarding voluntary or City-initiated zoning updates.	Land Use & Infrastructure	●				Planning & Development	Property Owners/Developers	Policy/Regulatory	\$	
1.f	Consider issuing a bond to partially or wholly fund the recommended actions outlined in this Plan.	Economic Development				●	Economic Development	–	Project/Action	\$\$	Future City Bonds
Goal 2: Plan for Livable Neighborhoods.											
2.a	Conduct a study to identify housing alternatives in potential locations for people displaced as a result of the PG&T extension.	Land Use & Infrastructure	●				Planning & Development	–	Plan/Study	\$\$	
2.b	Leverage infrastructure funding sources and private development to complete sidewalk and trail gaps designated throughout the study area.	Urban Design & Open Space		●			Parks & Recreation	Property Owners/Developers	Project/Action	\$	
2.c	Implement the recommendations of the Cultural Arts Plan for activating Windsurf Bay Park and areas along Lake Ray Hubbard.	Urban Design & Open Space		●			Parks & Recreation	–	Project/Action	\$	
2.d	Update the City's Master Thoroughfare Plan to illustrate the new and improved alignments of streets within the study area, particularly Marvin Loving Drive.	Transportation, Connectivity & Mobility	●				Planning & Development	–	Plan/Study	\$\$	

Overall Study Area Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
2.e	Acquire open space and trail avenues in areas where development threatens to break or delay trail connections.	Transportation, Connectivity & Mobility				●	Parks & Recreation	Property Owners/ Developers	Project/ Action	\$\$	
2.f	Assess the City's standard right-of-way details for pedestrian safety and urban forms, including sidewalk width and increased landscaping parkways with plantings.	Transportation, Connectivity & Mobility	●				Engineering Planning & Development	–	Plan/Study	\$	
2.g	Continue to coordinate with NTTA to identify locations for proposed frontage roads to inform proposed recreational programming.	Transportation, Connectivity & Mobility				●	Engineering	NTTA	Program/ Partnership	\$	
2.h	Coordinate with TxDOT on any ongoing improvements for the I-30 corridor.	Transportation, Connectivity & Mobility				●	Engineering Planning & Development	TxDOT	Program/ Partnership	\$	
2.i	Coordinate with Dallas Area Rapid Transit (DART) to provide public transit stops in the area to improve transit access to major destinations.	Transportation, Connectivity & Mobility			●		Engineering Planning & Development Transportation	DART	Program/ Partnership	\$	
2.j	Conduct an update or addendum to the City's Water and Wastewater Master Plans with the new land use intensities recommended by this Plan.	Land Use & Infrastructure	●				Engineering Planning & Development	–	Plan/Study	\$\$	Water and Wastewater Department
2.k	Coordinate with TxDOT and adjacent property owners to relocate, and potentially expand, water and sewer mains displaced by the PGBT extension; consider the recommended densities in this Plan to ensure future residents and commercial partners are adequately served.	Land Use & Infrastructure				●	Engineering Planning & Development	TxDOT	Program/ Partnership	\$	
Goal 3: Foster a Sense of Place.											
3.a	Coordinate with Arts Department to identify locations and local artists for showcasing local art.	Wayfinding & Branding				●	Housing	Local Artists	Program/ Partnership	\$	
3.b	Establish a district identity through branding elements, similar to the City's Firewheel concept; consider holding a competition or public involvement session to select a consistent marketing scheme.	Wayfinding & Branding	●				Parks & Recreation	Local Artists	Program/ Partnership	\$\$	
3.c	Incorporate signage, placemaking, and design elements as applicable throughout the study area.	Wayfinding & Branding				●	Planning & Development Transportation	–	Project/ Action	\$\$	



Overall Study Area Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
3.d	Offer development incentives for private developments that partner with the City to provide increased access to art installations.	Wayfinding & Branding	●				Planning & Development Economic Development	Property Owners/ Developers	Program/ Partnership	Varies	
3.e	Advertise unique lakeside destinations for I-30 and PG&T travelers.	Wayfinding & Branding				●	Planning & Development Economic Development Public & Media Relations	–	Project/Action	\$	
Goal 4: Ensure environmentally conscious lakefront development.											
4.a	Adopt policies and provide incentives to ensure that new development and intensification of land uses do not negatively impact the waterfront.	Land Use & Infrastructure		●			Planning & Development	–	Policy/ Regulatory	\$	
4.b	Implement low-impact development and green stormwater infrastructure that contribute to the area's aesthetics and address potentially detrimental water quality impacts brought about by more intense development.	Land Use & Infrastructure		●			Planning & Development	Property Owners/ Developers	Policy/ Regulatory	\$	
4.c	Ensure development appropriately considers the 100-year floodplain through design and mitigation.	Land Use & Infrastructure				●	Planning & Development	–	Policy/ Regulatory	\$	
4.d	Coordinate with Dallas Water Utility on any ongoing improvements within the Lake Ray Hubbard Take Area.	Urban Design & Open Space				●	Engineering	DWU	Program/ Partnership	\$	
4.e	Establish guidelines for appropriate improvements within environmentally sensitive areas, which should include low-impact development elements such as natural trails and pervious materials and structures.	Urban Design & Open Space	●				Planning & Development	–	Policy/ Regulatory	\$	

## FOCUS AREA 1: ZION POINT RECOMMENDATIONS

Focus Area 1: Zion Point Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 1.1: Remove barriers to residential diversity.											
1.1.a	Evaluate and rezone the existing residential properties along Zion Road to allow for increased density or housing types.	Land Use & Infrastructure	●				Planning & Development	–	Policy/Regulatory	\$	
1.1.b	Assess the Garland Development Code for barriers related to the redevelopment of existing single-family homes to allow for additional units or structures.	Land Use & Infrastructure	●				Planning & Development	–	Policy/Regulatory	\$	
1.1.c	Implement residential development standards that require homes to front along Zion Road and Lake Ray Hubbard, rather than backing onto them.	Urban Design & Open Space		●			Planning & Development	–	Policy/Regulatory	\$	
Goal 1.2: Improve vehicular and pedestrian mobility.											
1.2.a	Partner with the City of Dallas to activate existing waterfront recreational assets such as John Paul Jones Park and Lake Ray Hubbard.	Urban Design & Open Space				●	Parks & Recreation	DWU	Program/Partnership	\$	
1.2.b	Construct the proposed shared-use path and trail system connecting Zion Point to other focus areas.	Urban Design & Open Space		●			Parks & Recreation	–	Capital Improvement	\$\$\$	
1.2.c	Place Zion Road on the City's Master Thoroughfare Plan, and ensure the section optimizes pedestrian mobility and on-street parking.	Transportation, Connectivity & Mobility	●				Transportation	–	Plan/Study	\$\$	
Goal 1.3: Enhance branding and wayfinding.											
1.3.a	Identify a wayfinding monument, such as an art installation, sculpture, or vertical building, that incorporates the district's overall branding scheme.	Urban Design & Open Space	●				Parks & Recreation	Local Artists	Project/Action	\$	
1.3.b	Identify a suitable location for a wayfinding monument within John Paul Jones Park, the Chaha Road Boat Dock property, or other City-owned land.	Urban Design & Open Space	●				Parks & Recreation	–	Project/Action	\$	



## FOCUS AREA 2: NORTH POINT RECOMMENDATIONS

Focus Area 2: North Point Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 2.1: Leverage City-owned properties.											
2.1.a	Initiate a parking study to determine demand and update the parking requirements for the area accordingly.	Land Use & Infrastructure	●				Planning & Development	–	Plan/Study	\$\$	
2.1.b	Create specific North Point incentive toolkit that focuses on sales tax and hotel occupancy tax rebates.	Economic Development	●				Economic Development	–	Policy/Regulatory	\$	
2.1.c	Facilitate redevelopment of City-owned property, and strategic acquisition of additional properties, to form cohesive land assemblages and attract new mixed-use and commercial waterfront development.	Economic Development			●		Economic Development	Property Owners/Developers	Project/Action	\$	
2.1.d	Leverage the existing City-owned property to locate a gateway monument along I-30.	Wayfinding & Branding		●			Planning & Development	–	Project/Action	\$\$	
2.1.e	Market North Point as a regional lakefront retail and entertainment destination (restaurants, local stores, boutiques, art galleries, etc.).	Economic Development				●	Convention & Visitors Bureau	–	Project/Action	\$	General Fund, TIRZ, 380 Agreements, Future City Bonds
2.1.f	Market North Point to attract desired businesses and land developers based on the focus area vision and land use designations.	Economic Development				●	Economic Development	Property Owners/Developers	Project/Action	\$	General Fund, TIRZ, 380 Agreements, Future City Bonds
Goal 2.2: Emphasize lake-oriented development.											
2.2.a	Ensure development standards require equal design elements and treatment to facades facing inland and Lake Ray Hubbard.	Urban Design & Open Space	●				Planning & Development	–	Policy/Regulatory	\$	
2.2.b	Provide for the integration of the North Point boardwalk and shared-use path into lakefront commercial development.	Transportation, Connectivity & Mobility		●			Parks & Recreation	–	Project/Action	\$	
2.2.c	Partner with local businesses in the area to rebuild the boat dock and provide a maintenance fund.	Economic Development		●			Economic Development	Property Owners/Developers	Program/Partnership	\$	General Fund, TIRZ, 380 Agreements, Future City Bonds

Focus Area 2: North Point Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 2.3: Create a sense of arrival.											
2.3.a	Partner with surrounding lakeside communities to establish designated water recreation connections, potentially through an established Lake Ray Hubbard mobility effort.	Transportation, Connectivity & Mobility			●		Economic Development	City of Rowlett City of Rockwall City of Heath DWU	Program/ Partnership	\$	
2.3.b	Coordinate with TxDOT to integrate the study area's branding scheme into the newly designed Bass Pro Drive interchange.	Wayfinding & Branding	●				Transportation	TxDOT	Program/ Partnership	\$\$	



## FOCUS AREA 3: SOUTH POINT RECOMMENDATIONS

Focus Area 3: South Point Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 3.1: Foster a cooperative development environment.											
3.1.a	Explore options to partner with housing developers to produce appropriate infill housing options.	Land Use & Infrastructure		●			Planning & Development	Property Owners/Developers	Program/Partnership	\$	
3.1.b	Collaborate with developers for future mixed-use developments to incorporate needed public amenities, such as public restrooms, water fountains, and shaded seating areas, near target destinations within proposed developments.	Urban Design & Open Space			●		Economic Development	Property Owners/Developers	Program/Partnership	\$	
3.1.c	Establish partnerships with property owners and developers for public/private partnerships that support the community's shared vision for vibrant mixed-use projects.	Land Use & Infrastructure				●	Economic Development	Property Owners/Developers	Program/Partnership	\$	
3.1.d	Assess the feasibility of a South Point TIRZ to incentivize developers and to fund infrastructure required for large redevelopment projects (e.g., 10+ acres)	Economic Development	●				Economic Development	–	Plan/Study	\$	General Fund and TIRZ
Goal 3.2: Protect the lake as a public asset.											
3.2.a	Convert Lake Ray Hubbard Parkway into a multi-use pedestrian plaza along the lakeshore; conduct a traffic assessment to determine the extent of appropriate conversion from dedicated vehicular travel lanes.	Urban Design & Open Space			●		Planning & Development	–	Capital Improvement	\$\$\$	
3.2.b	Partner with property owners to build pocket park vistas that serve to preserve sightlines as well as displacement for reduced parkland in Windsurf Bay.	Urban Design & Open Space				●	Parks & Recreation	Property Owners/Developers	Program/Partnership	\$\$\$	
Goal 3.3: Secure public realm improvements.											
3.3.a	Secure right-of-way extensions along Marvin Loving Drive, Point Boulevard, and Bay Island Drive through adjacent development dedication or acquisition.	Transportation, Connectivity & Mobility		●			Engineering	Property Owners/Developers	Project/Action	\$\$\$	
3.3.b	Procure funding for constructing the signature district roundabout or gateway element.	Urban Design & Open Space		●			Engineering	–	Project/Action	\$\$	

## FOCUS AREA 4: WINDSURF BAY RECOMMENDATIONS

Focus Area 4: Windsurf Bay Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 4.1: Responsibly develop Windsurf Bay Park.											
4.1.a	Create a plan for Windsurf Bay Park parkland reduction to create space for a vertical mixed-use project; the plan should identify specifically the amount of parkland that will be reduced and need to be allotted in other focus areas.	Urban Design & Open Space	●				Planning & Development	–	Plan/Study	\$\$	
4.1.b	Facilitate the redevelopment of a portion of Windsurf Bay Park using an RFQ/RFP or other method to attract new mixed-use and commercial waterfront development.	Economic Development		●			Economic Development	Property Owners/Developers	Project/Action	\$	Minimal Cost
4.1.c	Leverage the proposed public amenity in Windsurf Bay Focus Area to conduct educational seminars and art exhibits.	Urban Design & Open Space			●		Parks & Recreation	–	Project/Action	\$	
4.1.d	Coordinate with NTTA on potential changes to access to the Windsurf Bay Park following the land acquisition for PGBT expansion.	Transportation, Connectivity & Mobility	●				Engineering	NTTA	Program/Partnership	\$	
Goal 4.2: Improve pedestrian and vehicular connectivity.											
4.2.a	Construct the proposed signature Marvin Loving bridge crossing.	Transportation, Connectivity & Mobility			●		Engineering	DWU	Capital Improvement	\$\$\$	
4.2.b	Create and implement a plan for identifying branding elements on the proposed bridge crossing.	Wayfinding & Branding		●			Engineering	–	Plan/Study	\$\$	
4.2.c	Implement proposed trail connections along the waterfront.	Transportation, Connectivity & Mobility		●			Parks & Recreation	DWU	Project/Action	\$\$\$	
4.2.d	Construct improvements to Locus Grove Road in conjunction with the PGBT overpass.	Transportation, Connectivity & Mobility	●				Engineering	NTTA	Capital Improvement	\$\$\$	



## FOCUS AREA 5: LOCUST GROVE RECOMMENDATIONS

Focus Area 5: Locust Grove Recommendations											
#	Action	Category	Implementation Time Frame				Key Implementing Entity	Potential Partners or Agencies	Project Type	Potential Cost Range	Potential Funding Sources
			Short-Term	Mid-Term	Long-Term	On-Going					
Goal 5.1: Leverage new and existing highway frontages.											
5.1.a	Market properties along I-30 to attract local or regional grocers to the area. The City-owned property at the intersection of Zion Road and I-30 provides an opportunity to serve this need.	Economic Development			●		Economic Development	Property Owners/Developers	Project/Action	\$	General Fund
5.1.b	Participate in utility upsizing where appropriate to help mitigate impacts on water and wastewater capacity.	Land Use & Infrastructure				●	Engineering	Property Owners/Developers	Program/Partnership	\$\$\$	Water and Wastewater Department
5.1.c	Coordinate with homeowners and developers to carry out needed land assembly to promote redevelopment in and around Anchor Point subdivision.	Land Use & Infrastructure				●	Economic Development	Property Owners/Developers	Program/Partnership	\$\$	
Goal 5.2: Improve public spaces and rights-of-way.											
5.2.a	Acquire and construct a centralized open space west of the PGBT extension accessible through trails to mitigate the loss of parkland in Windsurf Bay.	Urban Design & Open Space		●			Parks & Recreation	Property Owners/Developers	Project/Action	\$\$\$	
5.2.b	Plan for additional trail connections along I-30 and PGBT extension frontage roads.	Urban Design & Open Space		●			Parks & Recreation	TxDOT NTTA	Plan/Study	\$\$	
5.2.c	Acquire right-of-way and construct additional connections across the southern creek to increase mobility options to and from the focus area.	Transportation, Connectivity & Mobility			●		Engineering	Property Owners/Developers	Project/Action	\$\$\$	
5.2.d	Coordinate with NTTA to incorporate public art and gathering spaces under NTTA facilities where space allows.	Urban Design & Open Space	●				Parks & Recreation	Local Artists NTTA	Program/Partnership	\$	
Goal 5.3: Create regional identity.											
5.3.a	Identify and locate appropriate monuments and/or flagship development along the frontage roads.	Wayfinding & Branding		●			Planning & Development	Local Artists	Project/Action	\$	
5.3.b	Partner with local artists to create underpass art and branding installations on the intersection of PGBT and I-30.	Wayfinding & Branding			●		Parks & Recreation	Local Artists TxDOT NTTA	Program/Partnership	\$	





# APPENDIX

# DEMOGRAPHICS

## POPULATION AND HOUSEHOLDS

Population and Households by Year

	2020	2010	2022	2027*
Population	8,212	7,256	8,834	8,777
Households	3456	3246	3570	3,535
Average Household Size	2.37	2.23	2.47	2.47
Families	Not Available	1748	1920	1,915
Average Family Size	Not Available	2.96	3.33	3.31

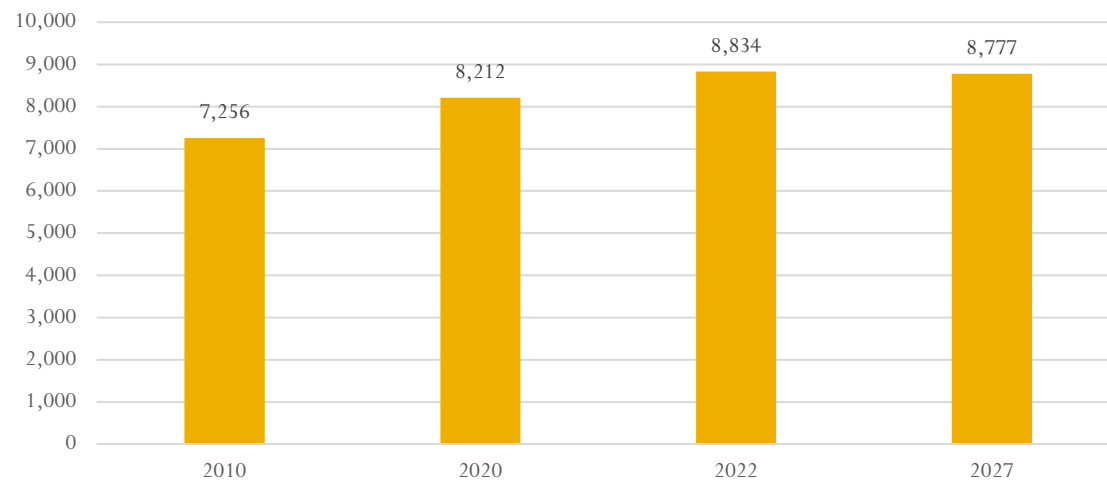
\*Estimated future projection

Daytime Population (2022)

Category	Population
Workers	5,358
Residents	1,662
Total	3,696

Source: Esri forecasts for 2022 and 2027. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

Population and Households by Year



# RACE AND ETHNICITY

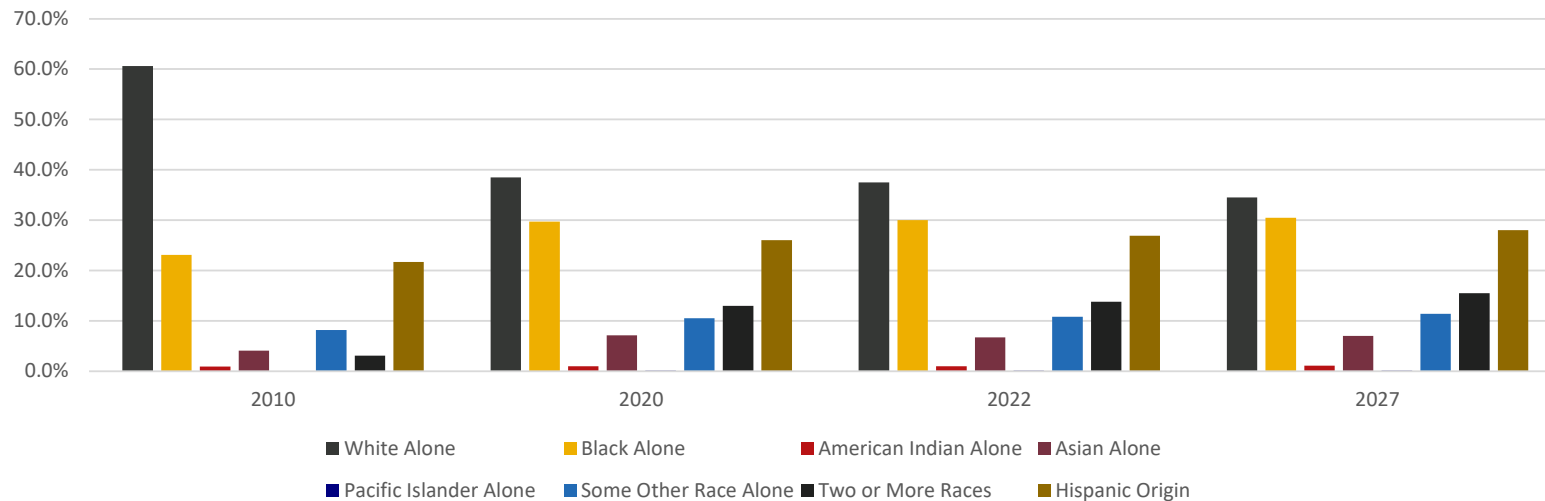
Population by Race and Ethnicity

Population by Race/ Ethnicity	2010	2020	2022	2027*
White Alone	60.6%	38.5%	37.5%	34.5%
Black Alone	23.1%	29.7%	30.0%	30.5%
American Indian Alone	0.9%	1.0%	1.0%	1.1%
Asian Alone	4.1%	7.1%	6.7%	7.0%
Pacific Islander Alone	0.0%	0.1%	0.1%	0.1%
Some Other Race Alone	8.2%	10.5%	10.8%	11.4%
Two or More Races	3.1%	13.0%	13.8%	15.5%
Hispanic Origin	21.7%	26.0%	26.9%	28.0%
Total Population	7,256	8,212	8,834	8,777

Source: Esri forecasts for 2022 and 2027. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

\* Estimated future projection

Population Race and Ethnicity by Year



# AGE

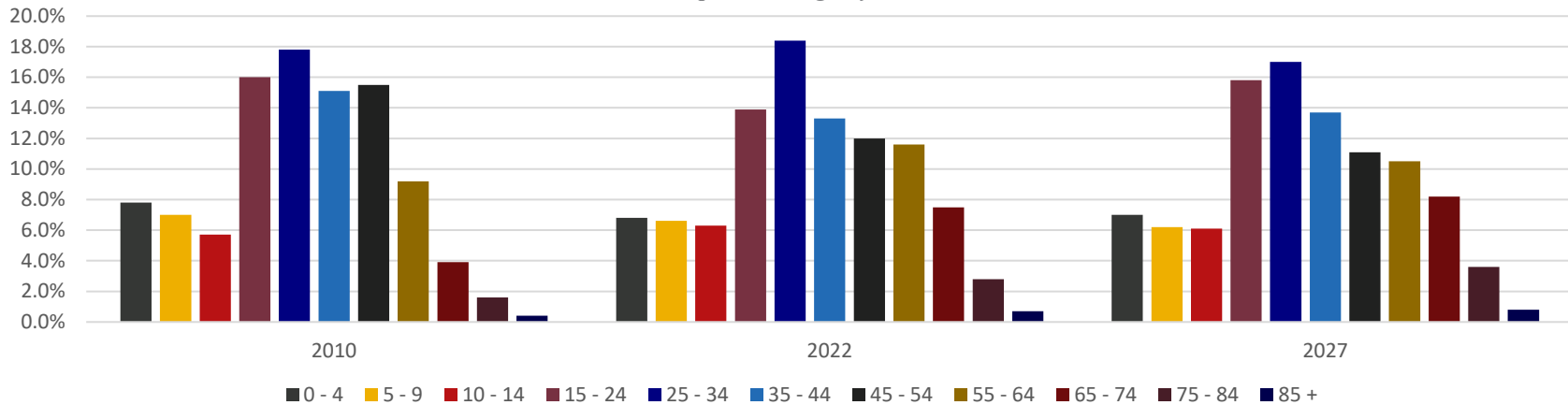
## Population by Age

Age	2010	2022	2027*
0 - 4	7.8%	6.8%	7.0%
5 - 9	7.0%	6.6%	6.2%
10 - 14	5.7%	6.3%	6.1%
15 - 24	16.0%	13.9%	15.8%
25 - 34	17.8%	18.4%	17.0%
35 - 44	15.1%	13.3%	13.7%
45 - 54	15.5%	12.0%	11.1%
55 - 64	9.2%	11.6%	10.5%
65 - 74	3.9%	7.5%	8.2%
75 - 84	1.6%	2.8%	3.6%
85 +	0.4%	0.7%	0.8%
18 +	76.0%	77.0%	77.3%
Median Age	32.1%	33.8%	33.7%
Total Population	7,256	8,834	8,777

Source: Esri forecasts for 2022 and 2027. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.

\*Estimated future projection

Population Age by Year

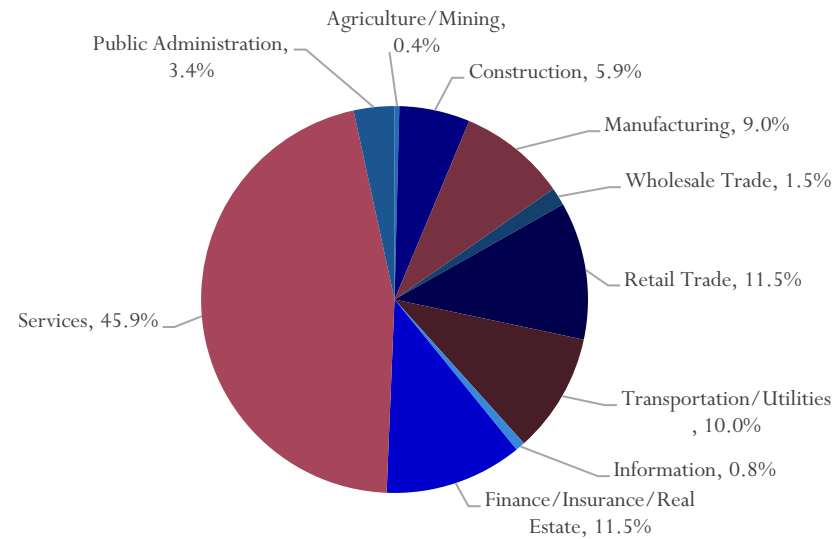


## EMPLOYMENT

2022 Employed Population 16+ by Industry

Industry	Percentage
Agriculture/Mining	0.4%
Construction	5.9%
Manufacturing	9.0%
Wholesale Trade	1.5%
Retail Trade	11.5%
Transportation/Utilities	10.0%
Information	0.8%
Finance/Insurance/Real Estate	11.5%
Services	45.9%
Public Administration	3.4%
<b>Total Employed Population 16+</b>	<b>5,216</b>

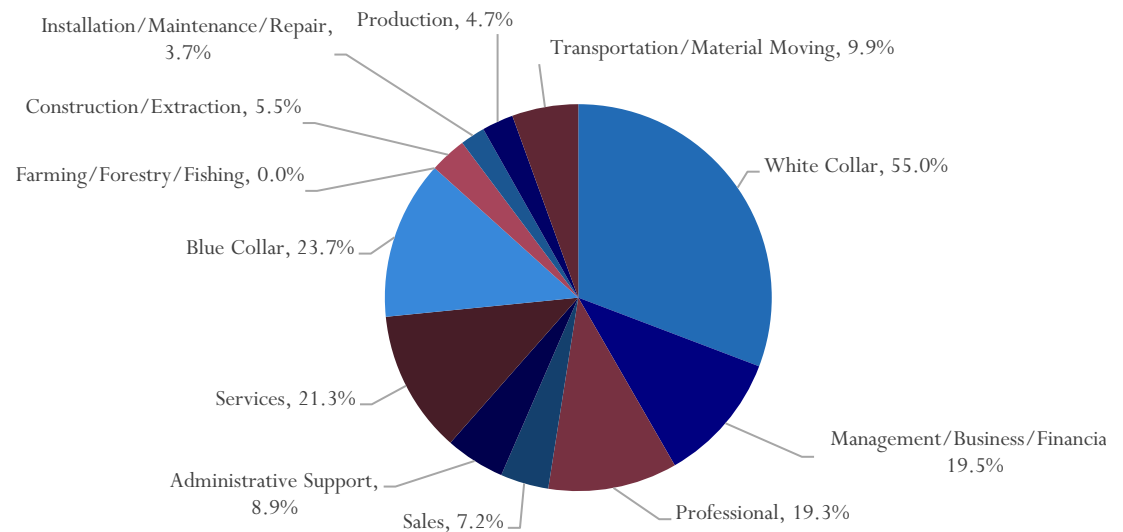
Population Employed by Industry



2022 Employed Population 16+ by Occupation

Occupation	Percentage
White Collar	55.0%
Management/Business/Financial	19.5%
Professional	19.3%
Sales	7.2%
Administrative Support	8.9%
Services	21.3%
Blue Collar	23.7%
Farming/Forestry/Fishing	0.0%
Construction/Extraction	5.5%
Installation/Maintenance/Repair	3.7%
Production	4.7%
Transportation/Material Moving	9.9%
<b>Total Employed Population 16+</b>	<b>5,216</b>

Population Employed by Occupation



Source: Esri forecasts for 2022

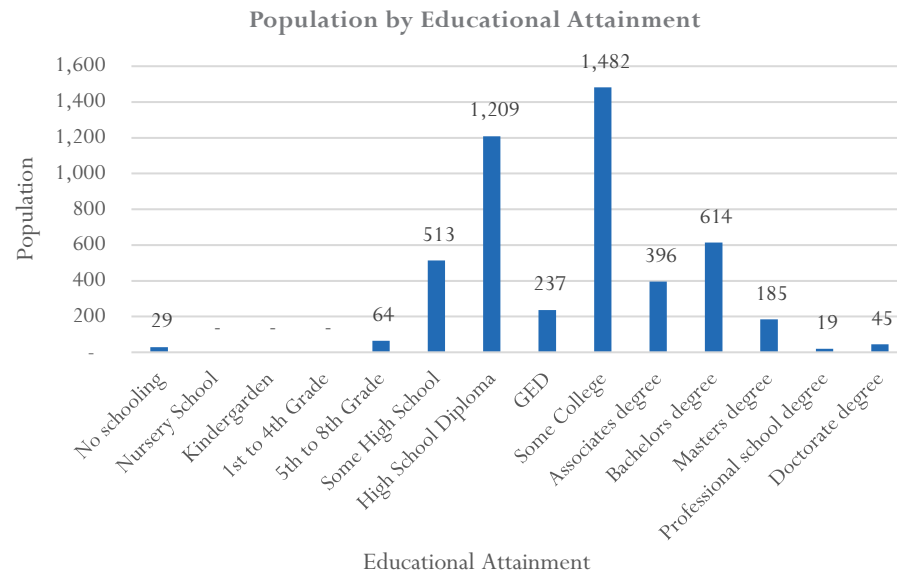


# EDUCATIONAL ATTAINMENT

Population 25+ By Educational Attainment

Educational Attainment	Population
No schooling	29
Nursery School	-
Kindergarten	-
1st to 4th Grade	-
5th to 8th Grade	64
Some High School	513
High School Diploma	1,209
GED	237
Some College	1,482
Associates degree	396
Bachelors degree	614
Masters degree	185
Professional school degree	19
Doctorate degree	45
<b>Total Population 25+</b>	<b>4,793</b>

Source: 2017-2021 ACS Estimate



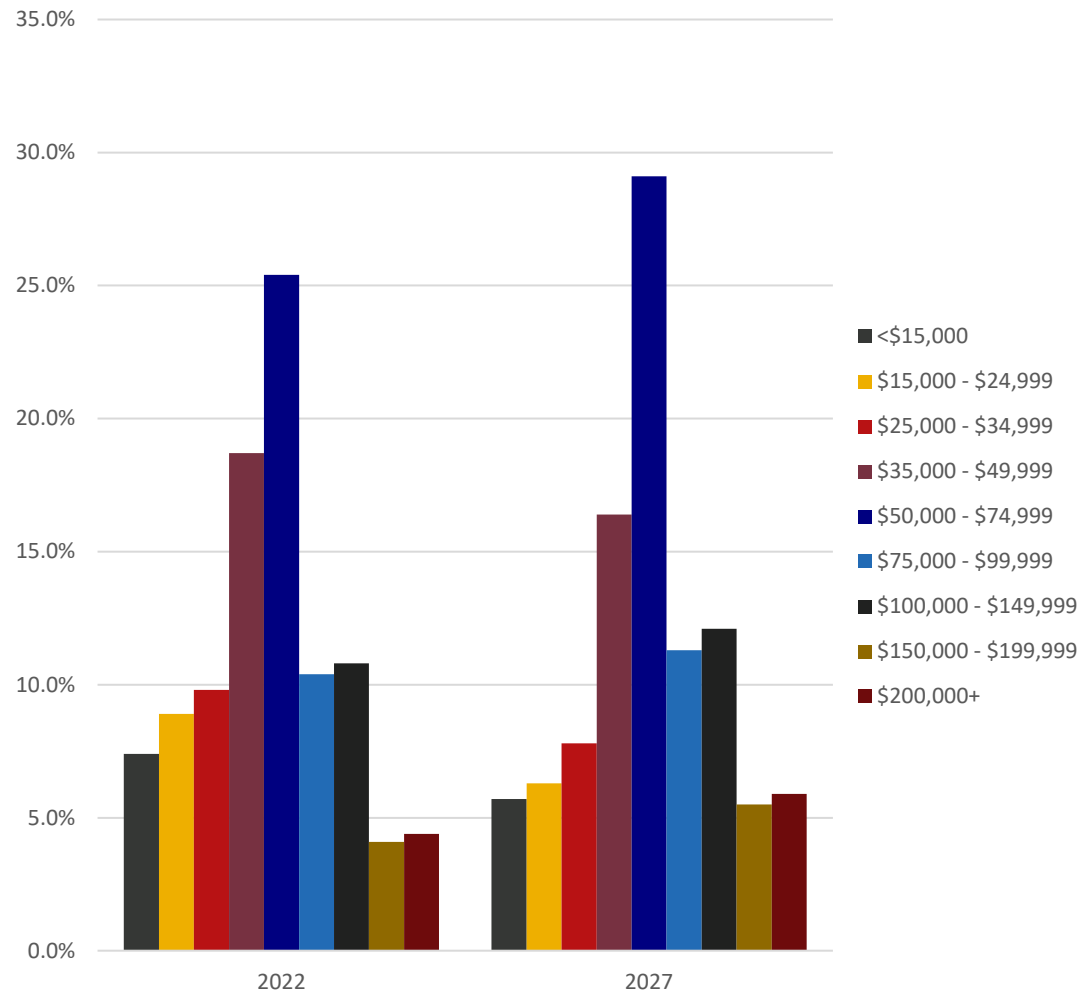
# HOUSEHOLD INCOME

Households by Income

	2022	2027*
Household Income Base	3,570	3,535
< \$15,000	7.4%	5.7%
\$15,000 - \$24,999	8.9%	6.3%
\$25,000 - \$34,999	9.8%	7.8%
\$35,000 - \$49,999	18.7%	16.4%
\$50,000 - \$74,999	25.4%	29.1%
\$75,000 - \$99,999	10.4%	11.3%
\$100,000 - \$149,999	10.8%	12.1%
\$150,000 - \$199,999	4.1%	5.5%
\$200,000+	4.4%	5.9%
<b>Average Household Income</b>		
Average Household Income	\$75,469	\$88,670
<b>Median Household Income</b>		
Median Household Income	\$53,348	\$58,869
<b>Per Capita Income</b>		
Per Capita Income	\$30,504	\$35,718

Source: Esri forecasts for 2022 and 2027. U.S. Census Bureau 2000 and 2010 decennial Census data converted by Esri into 2020 geography.  
 \*Estimated future projection

Household Income by Year



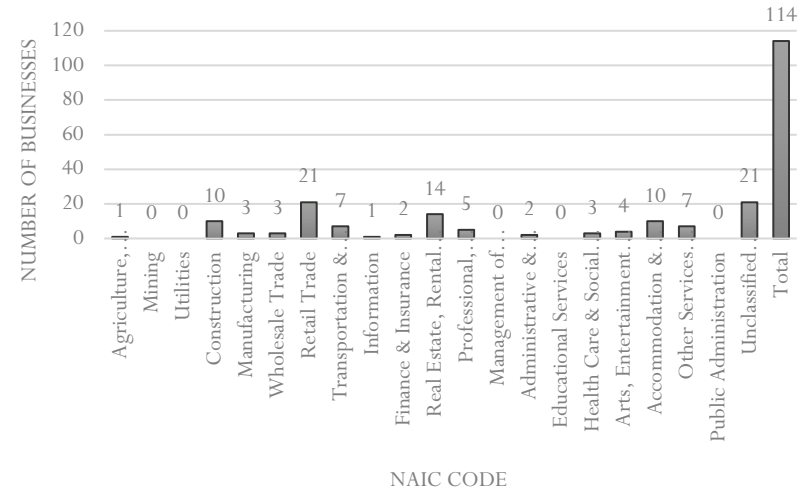
# BUSINESS SUMMARY

Businesses and Employees by NAICS Code (2022)

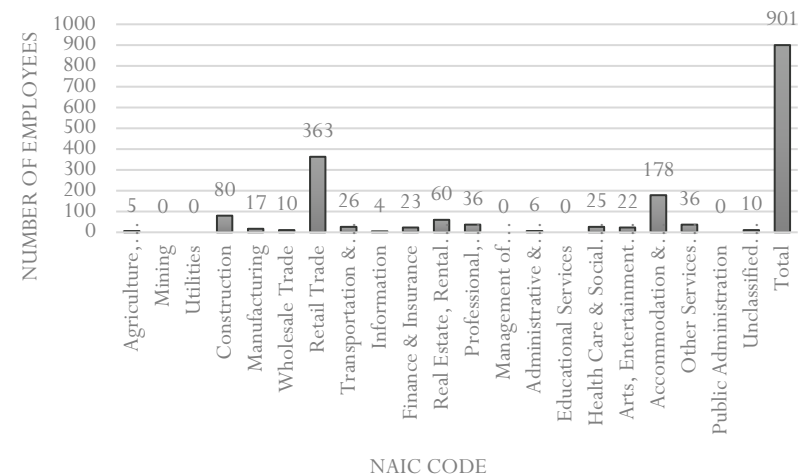
NAICS Codes	Businesses	Employees
Agriculture, Forestry, Fishing & Hunting	1	5
Mining	0	0
Utilities	0	0
Construction	10	80
Manufacturing	3	17
Wholesale Trade	3	10
Retail Trade	21	363
Transportation & Warehousing	7	26
Information	1	4
Finance & Insurance	2	23
Real Estate, Rental & Leasing	14	60
Professional, Scientific & Tech Services	5	36
Management of Companies & Enterprises	0	0
Administrative & Support & Waste Management & Remediation Services	2	6
Educational Services	0	0
Health Care & Social Assistance	3	25
Arts, Entertainment & Recreation	4	22
Accommodation & Food Services	10	178
Other Services (except Public Administration)	7	36
Public Administration	0	0
Unclassified Establishments	21	10
<b>Total</b>	<b>114</b>	<b>901</b>

Source: 2022 Data Axle, Inc.

Businesses by NAICS Code



Employees by NAICS Code



## RETAIL DEMAND OUTLOOK

Data Note: The Consumer Spending data is household-based and represents the amount spent for a product or service by all households in an area.

Detail may not sum to totals due to rounding. This report is not a comprehensive list of all consumer spending variables therefore the variables in each section may not sum to totals.

Source: Esri forecasts for 2022 and 2027; Consumer Spending data are derived from the 2018 and 2019 Consumer Expenditure Surveys, Bureau of Labor Statistics.

	2022 Consumer Spending	2027 Forecasted Demand	Projected Spending Growth
Apparel and Services	\$6,668,828	\$7,758,859	\$1,090,031
Men's	\$1,309,043	\$1,522,938	\$213,895
Women's	\$2,224,882	\$2,588,467	\$363,585
Children's	\$1,052,871	\$1,225,066	\$172,195
Footwear	\$1,627,442	\$1,893,642	\$266,200
Watches & Jewelry	\$364,441	\$423,805	\$59,364
Apparel Products and Services (1)	\$144,640	\$168,324	\$23,684
<b>Computer</b>			
Computers and Hardware for Home Use	\$528,156	\$614,529	\$86,373
Portable Memory	\$12,792	\$14,886	\$2,094
Computer Software	\$32,034	\$37,273	\$5,239
Computer Accessories	\$58,800	\$68,389	\$9,589
<b>Entertainment &amp; Recreation</b>	\$9,216,517	\$10,721,543	\$1,505,026
Fees and Admissions	\$2,037,582	\$2,370,632	\$333,050
Membership Fees for Clubs (2)	\$689,517	\$802,163	\$112,646
Fees for Participant Sports, excl. Trips	\$321,273	\$373,816	\$52,543
Tickets to Theatre/Operas/ Concerts	\$213,650	\$248,530	\$34,880
Tickets to Movies	\$191,458	\$222,761	\$31,303
Tickets to Parks or Museums	\$102,045	\$118,768	\$16,723
Admission to Sporting Events, excl. Trips	\$161,417	\$187,719	\$26,302
Fees for Recreational Lessons	\$354,568	\$412,619	\$58,051

	2022 Consumer Spending	2027 Forecasted Demand	Projected Spending Growth
Dating Services	\$3,654	\$4,254	\$600
TV/Video/Audio	\$3,551,520	\$4,131,672	\$580,152
Cable and Satellite Television Services	\$2,283,560	\$2,656,855	\$373,295
Televisions	\$387,735	\$451,026	\$63,291
Satellite Dishes	\$5,905	\$6,860	\$955
VCRs, Video Cameras, and DVD Players	\$15,687	\$18,248	\$2,561
Miscellaneous Video Equipment	\$43,094	\$50,134	\$7,040
Video Cassettes and DVDs	\$27,777	\$32,307	\$4,530
Video Game Hardware/ Accessories	\$109,652	\$127,541	\$17,889
Video Game Software	\$63,619	\$73,989	\$10,370
Rental/Streaming/Downloaded Video	\$260,086	\$302,521	\$42,435
Installation of Televisions	\$1,991	\$2,315	\$324
Audio (3)	\$343,034	\$398,964	\$55,930
Rental and Repair of TV/Radio/ Sound Equipment	\$9,381	\$10,911	\$1,530
Pets	\$1,965,337	\$2,285,868	\$320,531
Toys/Games/Crafts/Hobbies (4)	\$376,680	\$438,173	\$61,493
Recreational Vehicles and Fees (5)	\$238,649	\$277,512	\$38,863
Sports/Recreation/Exercise Equipment (6)	\$530,231	\$616,779	\$86,548
Photo Equipment and Supplies (7)	\$148,164	\$172,320	\$24,156



	2022 Consumer Spending	2027 Forecasted Demand	Projected Spending Growth
Reading (8)	\$289,384	\$336,648	\$47,264
Catered Affairs (9)	\$79,990	\$93,127	\$13,137
Food	\$28,729,623	\$33,429,205	\$4,699,582
Food at Home	\$16,713,625	\$19,448,400	\$2,734,775
Bakery and Cereal Products	\$2,106,612	\$2,451,325	\$344,713
Meats, Poultry, Fish, and Eggs	\$3,597,017	\$4,185,733	\$588,716
Dairy Products	\$1,632,020	\$1,899,162	\$267,142
Fruits and Vegetables	\$3,220,789	\$3,748,168	\$527,379
Snacks and Other Food at Home (10)	\$6,157,188	\$7,164,013	\$1,006,825
Food Away from Home	\$12,015,997	\$13,980,805	\$1,964,808
Alcoholic Beverages	\$1,824,987	\$2,123,049	\$298,062
<b>Financial</b>			
Value of Stocks/Bonds/Mutual Funds	\$66,434,722	\$77,229,641	\$10,794,919
Value of Retirement Plans	\$225,961,386	\$262,751,316	\$36,789,930
Value of Other Financial Assets	\$18,322,745	\$21,308,439	\$2,985,694
Vehicle Loan Amount excluding Interest	\$9,939,293	\$11,562,007	\$1,622,714
Value of Credit Card Debt	\$8,127,146	\$9,454,983	\$1,327,837
<b>Health</b>			
Nonprescription Drugs	\$448,616	\$521,896	\$73,280
Prescription Drugs	\$907,224	\$1,055,088	\$147,864
Eyeglasses and Contact Lenses	\$264,275	\$307,389	\$43,114
<b>Home</b>			
Mortgage Payment and Basics (11)	\$24,101,827	\$28,032,148	\$3,930,321
Maintenance and Remodeling Services	\$6,356,426	\$7,392,830	\$1,036,404

	2022 Consumer Spending	2027 Forecasted Demand	Projected Spending Growth
Maintenance and Remodeling Materials (12)	\$1,410,117	\$1,640,001	\$229,884
Utilities, Fuel, and Public Services	\$15,192,213	\$17,675,033	\$2,482,820
<b>Household Furnishings and Equipment</b>			
Household Textiles (13)	\$313,623	\$364,866	\$51,243
Furniture	\$1,966,238	\$2,287,262	\$321,024
Rugs	\$81,517	\$94,805	\$13,288
Major Appliances (14)	\$1,023,582	\$1,190,581	\$166,999
Housewares (15)	\$274,810	\$319,634	\$44,824
Small Appliances	\$169,765	\$197,517	\$27,752
Luggage	\$54,891	\$63,873	\$8,982
Telephones and Accessories	\$285,721	\$332,539	\$46,818
Child Care	\$1,613,889	\$1,877,440	\$263,551
Lawn and Garden (16)	\$1,181,739	\$1,374,194	\$192,455
Moving/Storage/Freight Express	\$263,482	\$306,557	\$43,075
Housekeeping Supplies (17)	\$2,345,963	\$2,729,516	\$383,553
<b>Insurance</b>			
Owners and Renters Insurance	\$1,557,952	\$1,811,561	\$253,609
Vehicle Insurance	\$6,189,739	\$7,201,482	\$1,011,743
Life/Other Insurance	\$1,491,276	\$1,734,300	\$243,024
Health Insurance	\$11,572,105	\$13,460,951	\$1,888,846
Personal Care Products (18)	\$1,570,220	\$1,826,874	\$256,654
School Books and Supplies (19)	\$447,360	\$520,453	\$73,093
Smoking Products	\$1,273,401	\$1,481,343	\$207,942
<b>Transportation</b>			
Payments on Vehicles excluding Leases	\$8,341,022	\$9,701,560	\$1,360,538
Gasoline and Motor Oil	\$7,734,967	\$9,000,028	\$1,265,061
Vehicle Maintenance and Repairs	\$3,441,939	\$4,004,079	\$562,140
<b>Travel</b>			

	2022 Consumer Spending	2027 Forecasted Demand	Projected Spending Growth
Airline Fares	\$1,765,946	\$2,054,728	\$288,782
Lodging on Trips	\$1,871,597	\$2,177,032	\$305,435
Auto/Truck Rental on Trips	\$163,111	\$189,779	\$26,668
Food and Drink on Trips	\$1,690,343	\$1,966,453	\$276,110

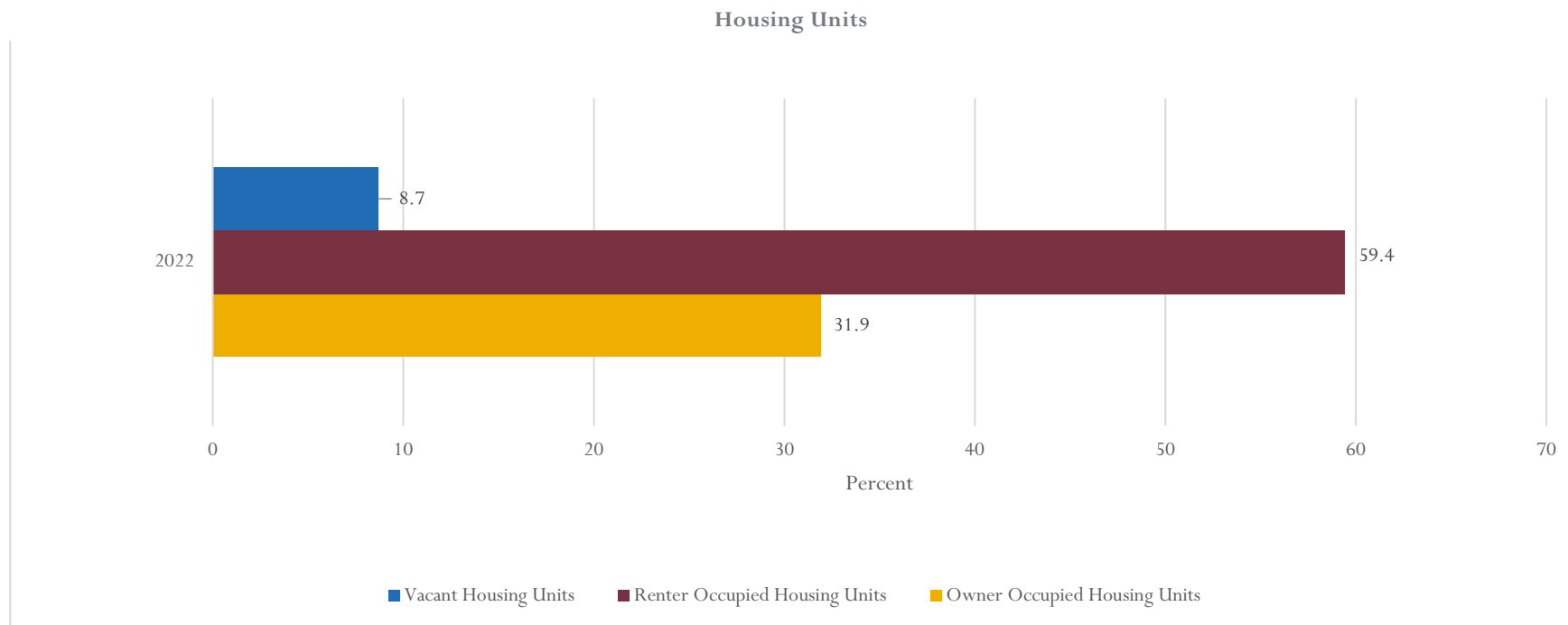


## OWNER AND RENTER OCCUPIED HOUSING UNITS

Housing Units	Total Housing Units	Percent of Housing Units		
		Owner Occupied	Renter Occupied	Vacant
2000	3870	27.8%	66%	6.2%
2010	3,660	27.2%	61.5%	11.3%
2020	3823	Not Available	Not Available	9.6%
2022	3,910	31.9%	59.4%	8.7%
2027*	3,920	32.3%	57.8%	9.8%

Source: Esri Estimates

\* Estimate future projection



# LAND OWNERSHIP

## TAXABLE VALUE

Taxable Value of Properties for Garland TIF Zone 2 I-30

Appraisal Year	Accounts	Market Value	County Taxable	City Taxable
2006	415	\$101,940,360	\$89,920,975	\$90,149,214
2007	416	\$112,243,990	\$99,831,333	\$100,052,293
2008	414	\$132,897,000	\$118,379,014	\$118,581,085
2009	418	\$146,717,220	\$117,783,480	\$117,968,797
2010	420	\$139,390,030	\$109,862,170	\$110,041,765
2011	419	\$141,651,620	\$109,468,165	\$109,651,346
2012	419	\$141,767,620	\$110,066,361	\$110,213,252
2013	419	\$146,605,870	\$113,083,354	\$113,219,161
2014	421	\$151,037,260	\$116,528,604	\$116,664,411
2015	422	\$155,459,810	\$120,369,418	\$120,454,105
2016	423	\$161,812,390	\$124,308,999	\$124,401,885
2017	427	\$163,837,580	\$125,542,576	\$125,647,462
2018	429	\$170,703,700	\$130,453,317	\$130,599,609
2019	419	\$175,053,130	\$135,628,720	\$135,814,936
2020	393	\$191,623,450	\$144,315,599	\$144,495,757
2021	532	\$207,258,670	\$162,338,004	\$162,562,329
2022	527	\$274,090,520	\$224,998,598	\$227,478,264
2023	624	\$362,728,210	\$309,012,880	\$312,349,574

\* Even though the TIF was created in 2005, no accounts were setup until 2006.  
Source: Texas Tax Code



