

# CITY OF EAST MOUNTAIN, TEXAS COMPREHENSIVE PLAN, 2040



COLLEGE OF  
ARCHITECTURE, PLANNING  
AND PUBLIC AFFAIRS



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# CONTENTS

## CHAPTER 1: INTRODUCTION

- |   |                                   |
|---|-----------------------------------|
| 1 | 1.1 What Is A Comprehensive Plan? |
| 1 | 1.2 Why Plan?                     |
| 2 | 1.3 The Basis For Planning        |
| 3 | 1.4 The Planning Process          |

## CHAPTER 2: COMMUNITY ANALYSIS

- |    |                                  |
|----|----------------------------------|
| 5  | 2.1 The History of East Mountain |
| 6  | 2.2 Demographics & population    |
| 10 | 2.3 Economics                    |

## CHAPTER 3: VISIONING PROCESS

- |    |  |
|----|--|
| 13 | 3.1 The process                          |
| 14 | 3.2 SWOT Analysis                        |
| 15 | 3.3 Community Survey                     |
| 18 | 3.4 Vision Statement and Vision Elements |
| 20 | 3.5 Main Goals                           |

## CHAPTER 4: HOUSING

- |    |                             |
|----|-----------------------------|
| 23 | 4.1 Introduction            |
| 23 | 4.2 Key Facts and Trends    |
| 26 | 4.3 Projected Housing Needs |
| 27 | 4.4 Recommendation          |
| 28 | 4.5 Future Housing Options  |

## CHAPTER 5: LAND USE

- |    |                               |
|----|-------------------------------|
| 31 | 5.1 Introduction              |
| 31 | 5.2 Current Land Use Analysis |
| 34 | 5.3 Land Use Elements         |
| 41 | 5.4 Future Land Use Scenarios |
| 43 | 5.5 Recommendation            |

## CHAPTER 6: TRANSPORTATION

- |    |  |
|----|--|
| 51 | 6.1 Introduction                                 |
| 51 | 6.2 Current Transportation System                |
| 55 | 6.3 Identified Issues & Needs                    |
| 56 | 6.4 Review of Regional Transportation Plans      |
| 57 | 6.5 Recommendation                               |
| 58 | 6.6 Design Guidelines for Transportation Network |

## **CHAPTER 7: PARKS & OPEN SPACES**

61	7.1 Introduction
61	7.2 Needs Assessment
66	7.3 Current Situation
67	7.4 Best practices
70	7.5 Recommendation

## **CHAPTER 8: UTILITIES & FACILITIES**

73	8.1 Introduction
73	8.2 Utilities
66	8.3 Community facilities
82	8.4 Recommendation

## **CHAPTER 9: GROWTH MANAGEMENT**

85	9.1 Introduction
85	9.2 Texas law
85	9.3 Current Situation
87	9.4 Annexation Guidance
90	9.5 Recommendation

## **CHAPTER 10: ECONOMIC DEVELOPMENT**

93	10.1 Introduction
93	10.2 Current Situation
93	10.3 Economic analysis
97	10.4 Recommendation

## **CHAPTER 11: IMPLEMENTATION**

99	11.1 Introduction
99	11.2 A Guide for decision-making
107	11.3 Resources and funding strategies

## **CHAPTER 12: CATALYST PROJECTS**

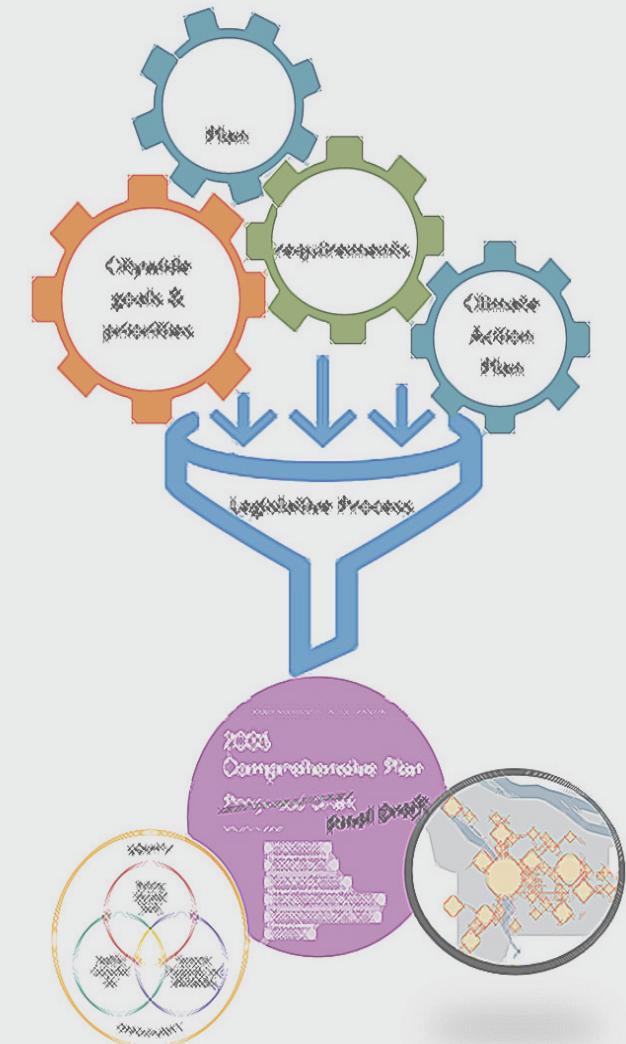
113	12.1 Introduction
114	12.2 Downtown development plan
118	12.3 Parks & trails
120	12.4 Development code

# INTRODUCTION

## CHAPTER

# 1

- 1.1 What Is A Comprehensive Plan
- 1.2 Why Plan?
- 1.3 The Basis For Planning
- 1.4 The Planning Process



# 1.1

## WHAT IS A COMPREHENSIVE PLAN?

Comprehensive plans typically encompass large geographical areas, a broad range of topics, and cover a 20-30 year time horizon. A Comprehensive Plan provides a guide to public policy in areas such as future land use, neighborhoods and housing, parks and recreation, and economic development by directing attention to existing needs of a community, creating goals to address such needs.

A comprehensive plan is not a zoning ordinance, but rather it is a high-level tool utilized by the City to make development decisions. As new development applications, zoning requests and other development decisions are made, the Comprehensive Plan helps to safeguard coordinated growth. Comprehensive plans are never an isolated process because the plans belong to the community and have the responsibility to deliver the goals as desired by the community. Thus, comprehensive planning entails meeting with stakeholders from within the community through steering committees, public meetings and surveys with local citizens. This type of collaboration relies on active participation of those involved to elicit a wide range of voices, opinions and understandings in order to provide the most appropriate recommendations for the city's

future. The recommendations thus provided are also based on the rigorous research and analyses of data gathered by the planning team with assistance from the City officials of East Mountain.

# 1.2

## WHY PLAN?

East Mountain is a small town with the population of 1258 in 2017. Living in East Mountain offers residents a rural feel and most residents own their homes. Many retirees live in East Mountain and enjoy its quiet rural beauty. East Mountain doesn't have well-defined and long-range planning tool to guide the community development in the future. The East Mountain Comprehensive Plan tends to tell the story of who East Mountain is and what it wishes to become as it grows and redevelops. The primary intentions of Comprehensive Plan include the following:

- Assesses what it has
- Expresses what it wants
- Decides how to achieve what it wants
- Implements what it decides

A comprehensive plan offers the opportunity for

East Mountain to define its character, and provide for the needs of its residents. The direction the city decides to take is rooted in decisions made in the present. As such, the plan must achieve the following:



### BRAND THE CITY...

To distinguish itself to potential residents and private enterprises and communicate its spatial, economic, and historic uniqueness within the broader region.



### CAPTURE AND ATTRACT...

To draw on the growth potential of the region and to maximize the benefits from this imminent growth.



### PREPARE AND POSITION...

To identify needs across housing, commercial, and other infrastructure sectors and equip them for potential growth with a concerted vision that is reflective of our core values.

# 1.3

## THE BASIS FOR PLANNING

While municipalities in Texas aren't mandated to prepare and maintain a local comprehensive plan, Chapter 213 of the Texas Local Government Code does grant communities the power to develop such plans

*"For the purpose of promoting sound development of Municipalities and promoting public health, safety, and welfare."*

Chapter 213 gives communities such as East Mountain flexibility in the design of their plan, which may:



Include provisions on land use, transportation and public facilities



Consist of single or multiple plans, and



Be used to coordinate and guide the establishment of development regulations

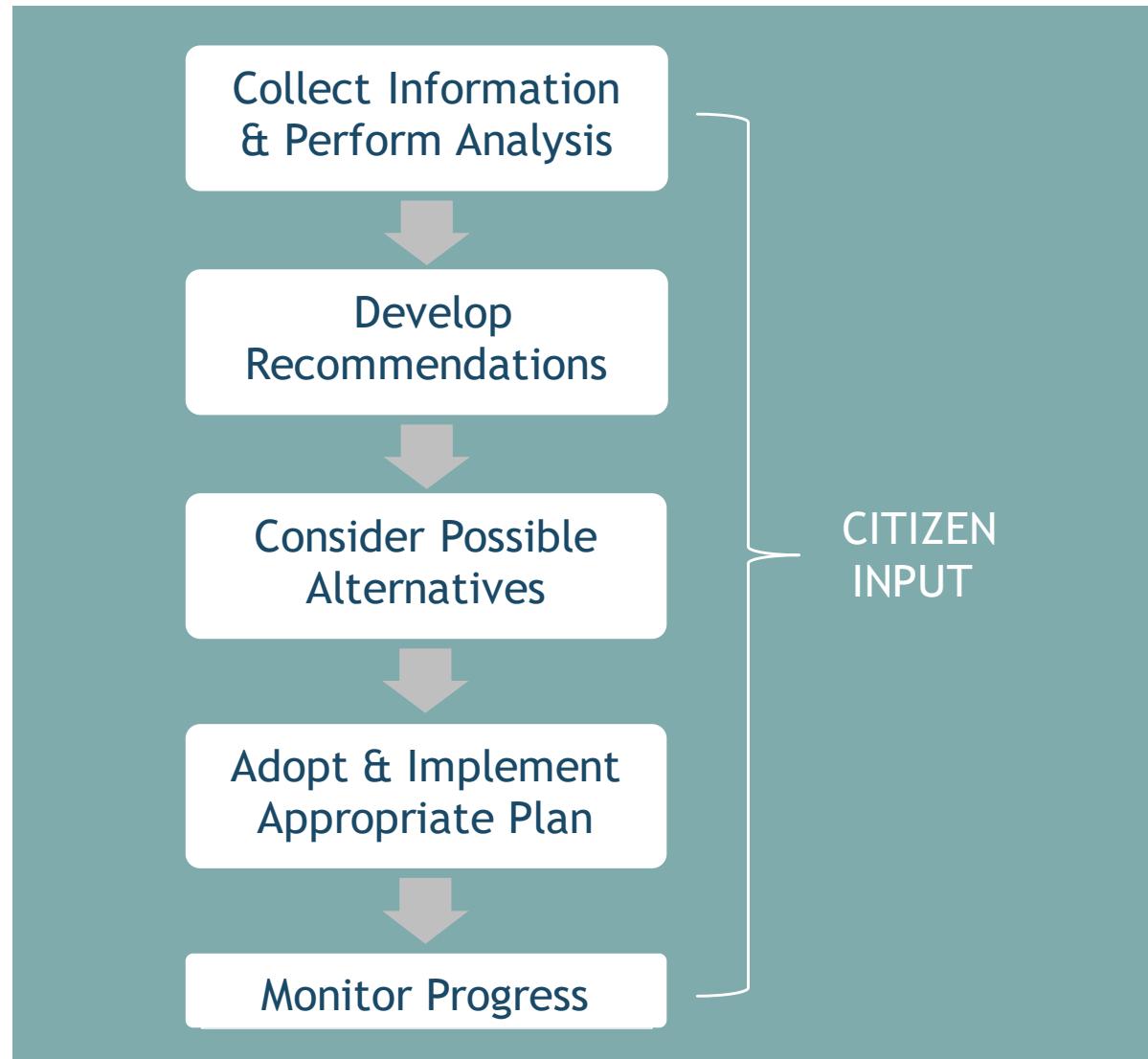
In addition, a municipality may adopt or amend the plan into its charter or by ordinance following "a hearing at which the public is given the opportunity to give testimony and commission or department, if one exists." This gives East Mountain numerous options for continued implementation, additions, or deletions to their plan.

## 1.4 THE PLANNING PROCESS

Like most communities, East Mountain has seen change over time. In response to these changes, and in fulfillment of the statutory requirements to enact zoning in the State of Texas, the City of East Mountain seeks to create a comprehensive plan to present a short term and long term vision for future development.

The planning process began with an analysis of East Mountain's current conditions. This included data and trends about population, employment, housing, transportation, education, and businesses. A key part of this initial analysis was meeting with the steering committee to identify community issues, assets, and challenges. Additional public input, has been collected through community survey. This information was used to create the draft plan.

This plan is intended to be a guide for shaping policies and initiatives over the next 20 years. It's a realistic appraisal of what the East Mountain community is now, an outline for what the East Mountain wants to be, and a specific set of policies for achieving the community's vision and goals.

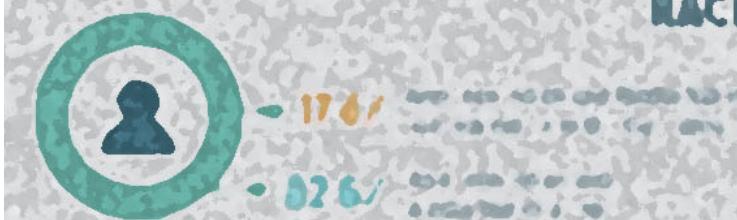


# COMMUNITY ANALYSIS

CHAPTER

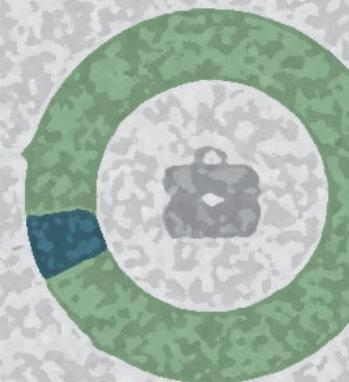
2

- 2.1 The History of East Mountain
- 2.2 Demographics & population
- 2.3 Economics



EMPLOYMENT

Business	58.6%
Healthcare	14.4%
Other	27.1%



27.3%

LIVE BELOW THE NATIONAL POVERTY LINE



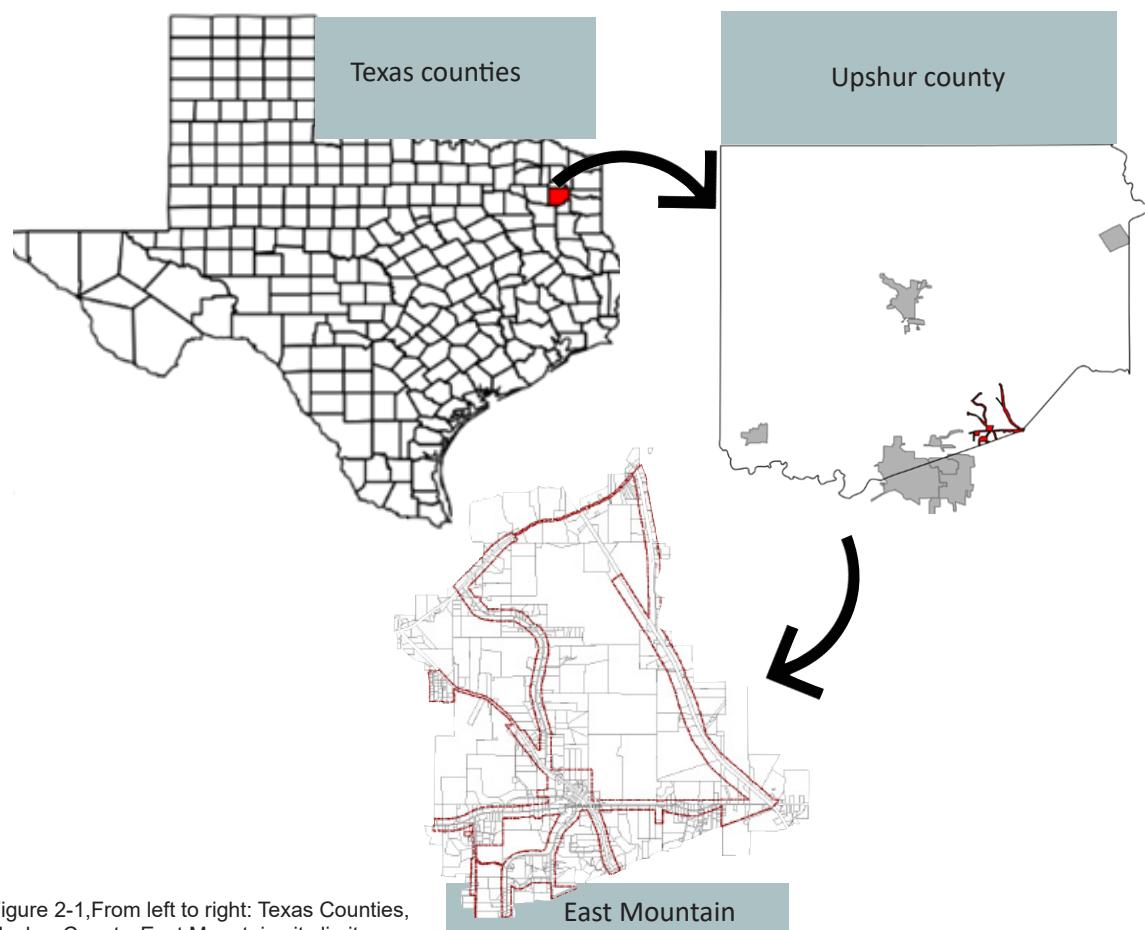
## 2.1 THE HISTORY OF EAST MOUNTAIN

East Mountain is on Farm Road 1845 eleven miles southeast of Gilmer in southeastern Upshur County. It was established in the 1870s near a small rise named East Mountain. A local school began operating in the mid-1870s, and a Primitive Baptist church was organized around the same time. Sam Salter settled in the area in the late 1870s and built a horse-powered cotton gin; a short time later Thomas Wells built a steam cotton gin and sawmill. A post office under the name Savannah was opened in 1902 with H. B. Jones as postmaster. It was closed in 1905, and the name of the town was changed to East Mountain a short time later.

Oil was discovered in the 1930s, and a number of local families quickly became wealthy. At the height of the oil boom the school and all of the town's churches had producing wells. By the mid-1930s East Mountain had a three-teacher school, three churches, a store, and a number of houses.

In 1940 the estimated population was seventy-five. In the mid-1960s East Mountain had five churches, a large district school, and two cemeteries. In the 1980s the town served as a commercial center for area farmers and ranchers and as a bedroom community for

nearby Longview. The population was 762 in 1990 and 580 in 2000.



## 2.2 DEMOGRAPHICS & POPULATION

### Population .....

From 2000-2010, East Mountain's population grew from 580 to 797. The estimated 2017 population is 1,258 (according to the 2017 ACS).

Despite the smaller rate of growth post 2010, the City of East Mountain has continued to grow in population size for the last two decades. In 2010, men outnumbered women but in 2017, men made up 49.7% and women made up 50.2% of the population in East Mountain.

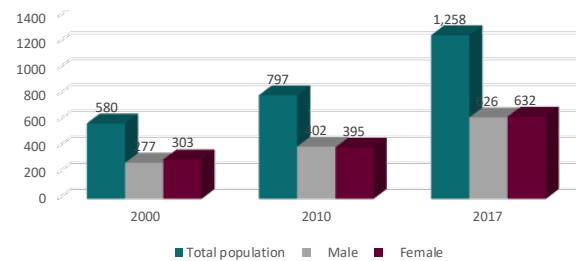


Figure 2-2,East Mountain Population (2000-2017)

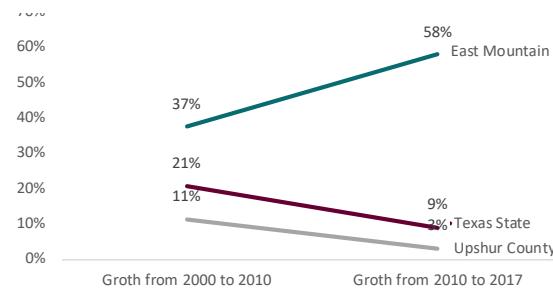


Figure 2-3,Population Growth, East Mountain vs. Upshur vs. Texas

### Age Cohort by Sex .....

Age distribution is a vital element that should be thoroughly considered when conducting comprehensive planning. Examining the age composition of the community can help to prioritize which community facilities would be the most beneficial. The front age pyramid shows the age-sex distribution of 2010 and 2017 East Mountain population. From 2010 to 2017, the youth population under 14 years old has increased, and the millennial population has decreased. This change reflects the migration from the city of the young labor force group . In addition, the increase in 80 years and older population shows the rise in dependency ratio. In general, East Mountain population structure is characteristic of a typical bedroom community with bulges around the childhood and middle-age groups.

In Texas, as the whole the larger percentage of the poulation is in the younger age cohorts but in East Mountain the population are more middle age and elderly. The East Mountain pyramid displays somewhat equal percentages from under 5 years old cohort to 50-54 years cohort which is the indicator of gentle growth.

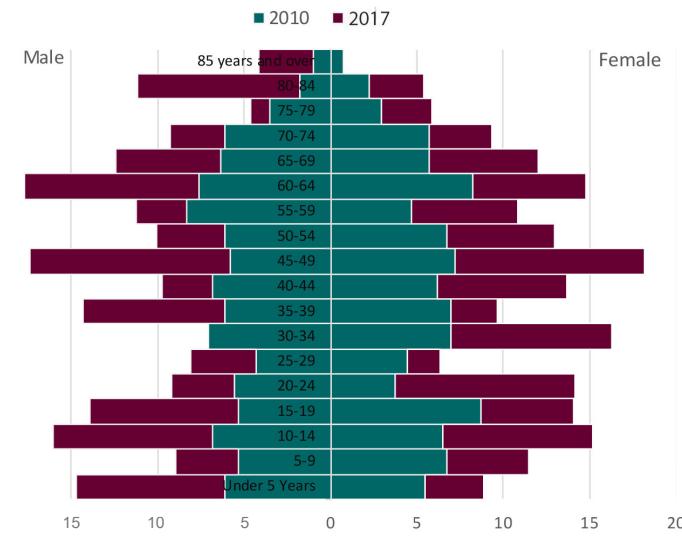


Figure 2-4, Age Cohort by Sex, East Mountain 2010 & 2017

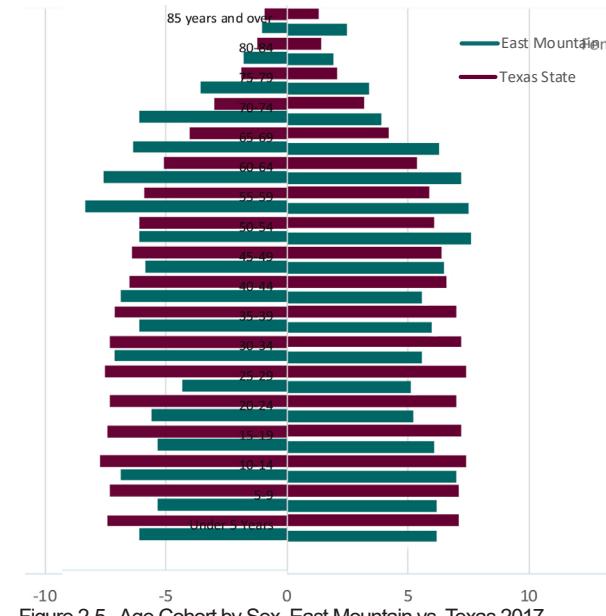


Figure 2-5, Age Cohort by Sex, East Mountain vs. Texas 2017

## Race & Ethnicity

In the 2017 Census, those who identified themselves as Caucasian/White made up the largest portion of the total population at 95.9 percent in East Mountain. This is significantly higher than the State of Texas at 76.8 percent. In the meantime, those who identified themselves as American Indian and Alaska Native make up the second largest group with 5.5 percent. East Mountain has somewhat maintained its own racial composition over the time. The ethnic composition of East Mountain as of the 2017 community survey was 11.30% Hispanic or Latino and 88.70% non-Hispanic or Latino.

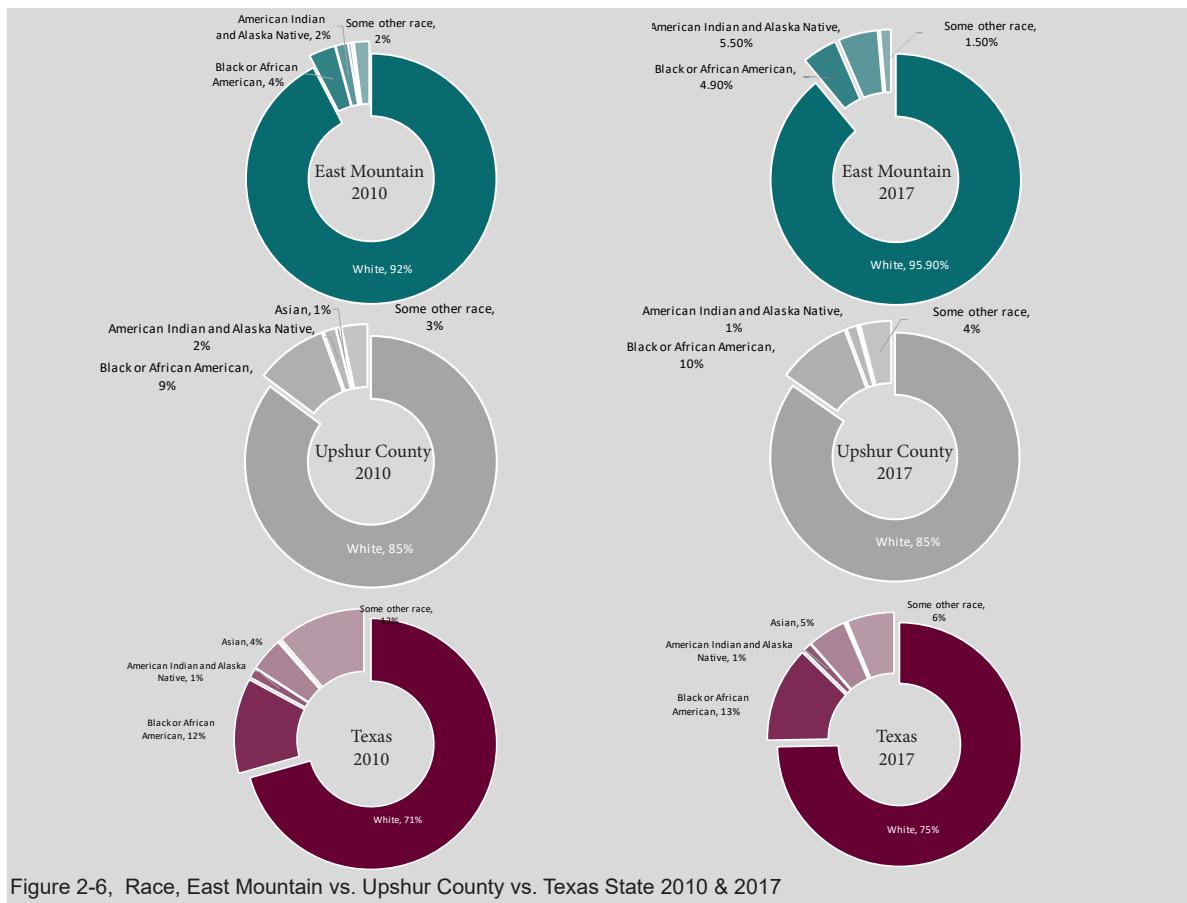


Figure 2-6, Race, East Mountain vs. Upshur County vs. Texas State 2010 & 2017

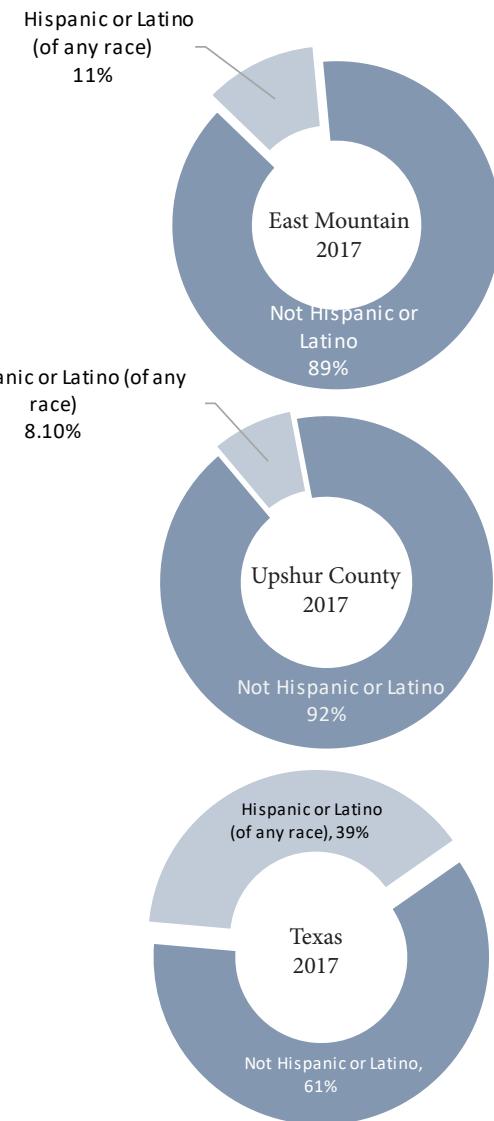


Figure 2-7, Ethnicity, East Mountain vs. Upshur County vs. Texas State 2017

## Population Projection.....

The city of East Mountain has a current population of nearly 1258 (2017) persons. The population has experienced fluctuation over time, but analyzing recent year's population change reveals that its population growth has most recently remained fairly consistent. If the growth rate remains consistent over time, East Mountain is projected to reach 3,102 persons by 2040.

The city's forecasted population in ten-year increments through the year 2040 is based on two methods, both of which use historical population trends. Averaged over 10 years (2007-2017), the city has added about 76 persons to its population every year. If this trend were continue, the city population would grow to 3,102 persons by 2040. The second method uses the annualized growth rate of the city over the past 30 years. If this growth rate (3.22%) were to continue, the population would grow to 2,068 by 2040. Actual future population will depend on market conditions, attitude toward growth, the development regulations etc. It is important to note that when calculating future needs, both values are used to create two scenarios.

Additionally, the Texas Water Development Board predictions were taken into account, but TWDB Projections for the future are significantly lower than the real current population size.

Population Projection			
Year	TWDB Projection	Forecast (Geometric Growth)	Forecast(Arithmetic Growth)
2020	866	1095	1565
2030	936	1505	2334
2040	996	2068	3102

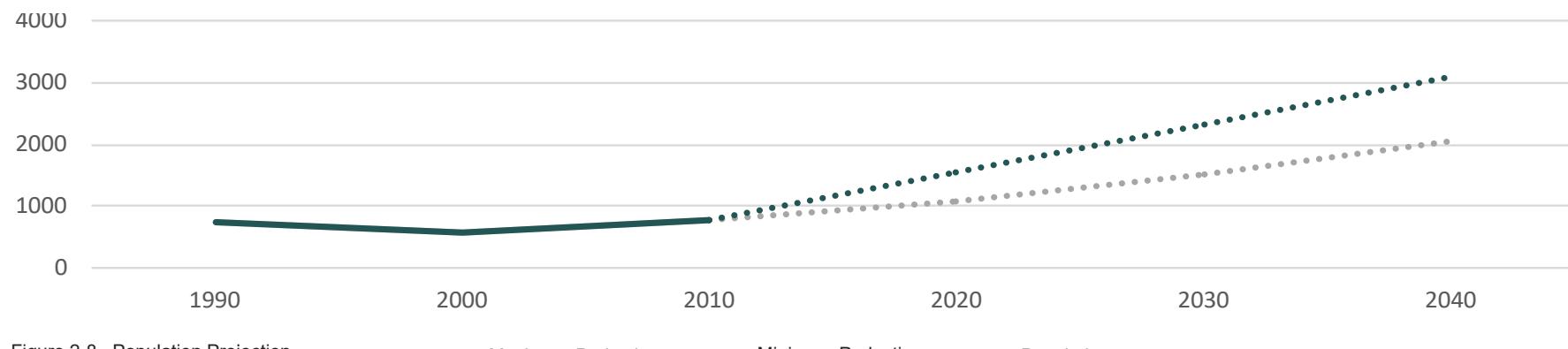


Figure 2-8, Population Projection

Maximum Projection • • • Minimum Projection ● ● ● Population —

## Education.....

Educational levels generally indicate the community's skills and abilities, which can assist the City in determining appropriate job types to be provided. It also plays a large role in determining the type of businesses a city attracts. As shown in charts, East Mountain has a slightly higher percentage of high school graduates and Associate's Degree holders when compared to Texas. However, the percentage of Bachelor's and Graduate Degree holders is below state average.

Based on Texas Education Agency data in 2017, East Mountain is part of Gilmer ISD which is the biggest ISD in Upshur County.

Schools including Gilmer Elementary School, Gilmer Middle School, Gilmer High School, and Bruce JH. In Gilmer ISD, students at risk are between 41.8 to 57.7 percent across all campuses. The economically disadvantaged student indicator is between 58.5 to 74.6 percent in 2017.

Campus Name	All Students Count	At Risk		Economically Disadvantaged	
		Count	%	Count	%
GILMER HS	699	292	41.8	409	58.5
GILMER EL	986	456	46.2	736	74.6
GILMER INT	371	214	57.7	269	72.5
BRUCE JH	357	184	51.5	228	63.9

Table 2-1, Student situation in Gilmer ISD – 2017

Source: Texas Education Agency-2017

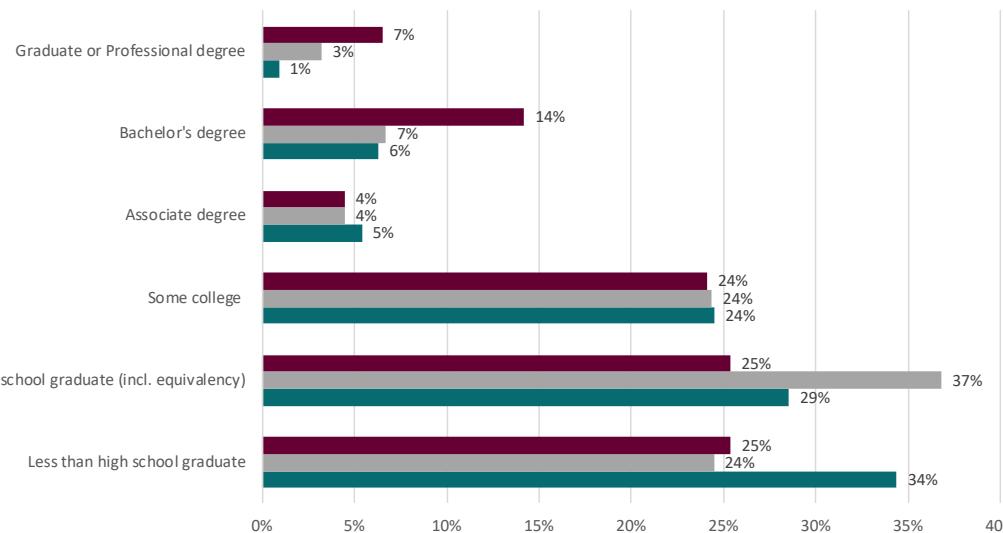


Figure 2-9. Educational Attainment in 2000, East Mountain vs. Upshur vs. Texas

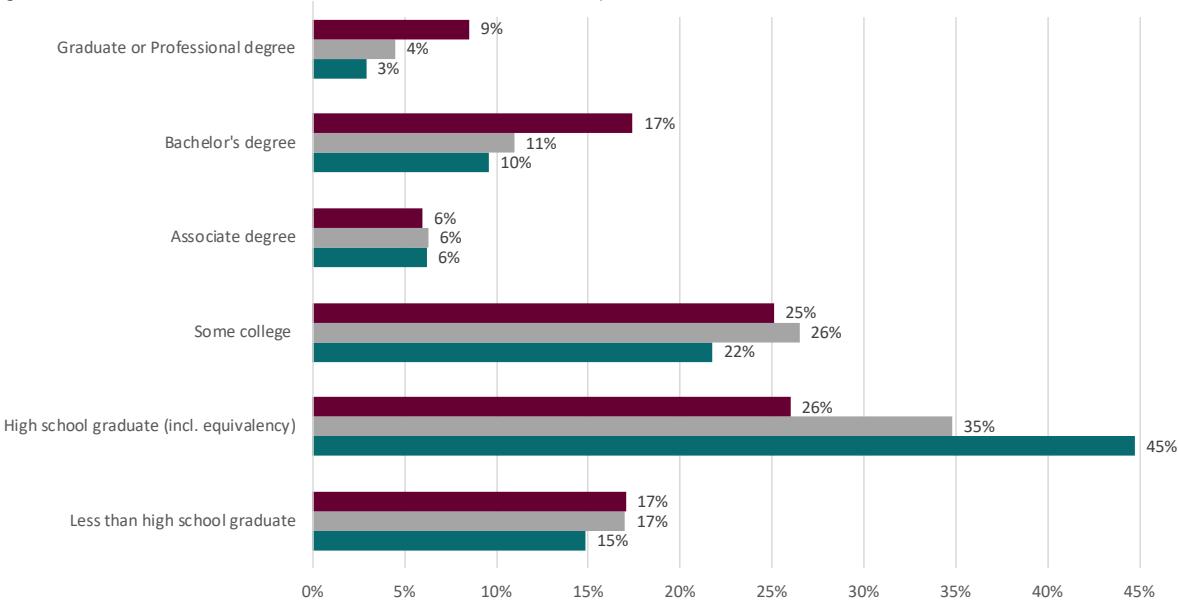


Figure 2-10 Educational Attainment in 2017, East Mountain vs. Upshur vs. Texas

## 2.3

### ECONOMICS

#### Household type .....

A household includes all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied as separate living quarters. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

East Mountain has maintained similar household composition from 2000 to 2017. According to the 2000 and 2017 Census data, number of families in the City of East Mountain increased from 174 to 288 (76% to 80%). The percentage of family households in East Mountain is higher than Texas state.

Household type	East Mountain 2000		East Mountain 2017		Texas 2000		Texas 2017	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Total households</b>	229	100	359	100	7,393,354	100	9,430,419	100
<b>Family households (families)</b>	174	76	288	80%	5,247,794	71	6,560,303	69.60%
<b>Married-couple family</b>	151	65.9	247	86%	3,989,741	54.5	4,753,571	50.40%
<b>Other families</b>	23	10.1	41	14%	1,258,053	55.5	1806732	50.60%
<b>Nonfamily households</b>	55	24	71	20%	2,145,560	29	2,870,116	30.40%
<b>Average household size</b>	2.53				2.74			
<b>Average family size</b>	2.91				3.28			

Table 2-2, Household type in East Mountain 2000 & 2017

#### Employment .....

The City of East Mountain experienced a fluctuating unemployment rate over the past 7 years, with the highest rates occurring in 2015. After that, this rate is going down. As of the 2017 American Community Survey, East Mountain's unemployment rate is 5.6%, which is still higher than both Upshur County and Texas as a whole. Most East Mountain residents work outside the city, with Longview being the largest commuting destination.

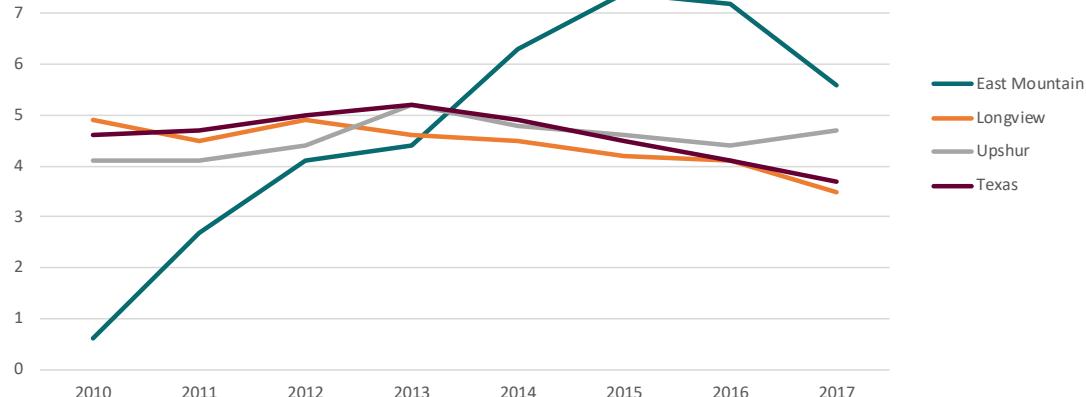


Figure 2-11, Unemployment Rate in 2017, East Mountain vs. Longview vs. Upshur vs. Texas

## Household income.....

In 2010 the City of East Mountain's median household income was \$39,643. This was lower than the median income for Upshur county (\$44,403). In the last 7 years, East Mountain's median household income has increased by nearly \$20,000, an increase of 48%. East Mountain also has the highest median household income compared to the Longview, Upshur County, and the state of Texas.

## Community snapshot summary (2010-2017)

- Increase in population density from 0.59 to 0.82
- Increase in population of under 14 years (youth) from 18.44 to 26.56
- Decrease in working age population (-1.75%)
- Increase in elderly population (1.18%) or increase in dependency ratio
- Decrease in number of men
- Increase in African American population
- Increase in Mexican Ethnicity population
- Increase in household size from 2.53 to 3.03
- Increase in median income

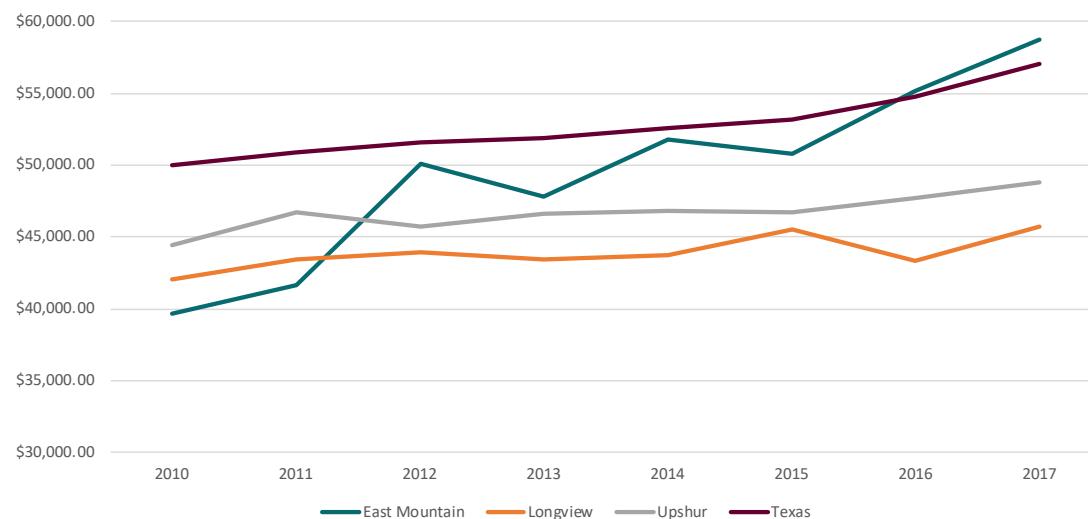
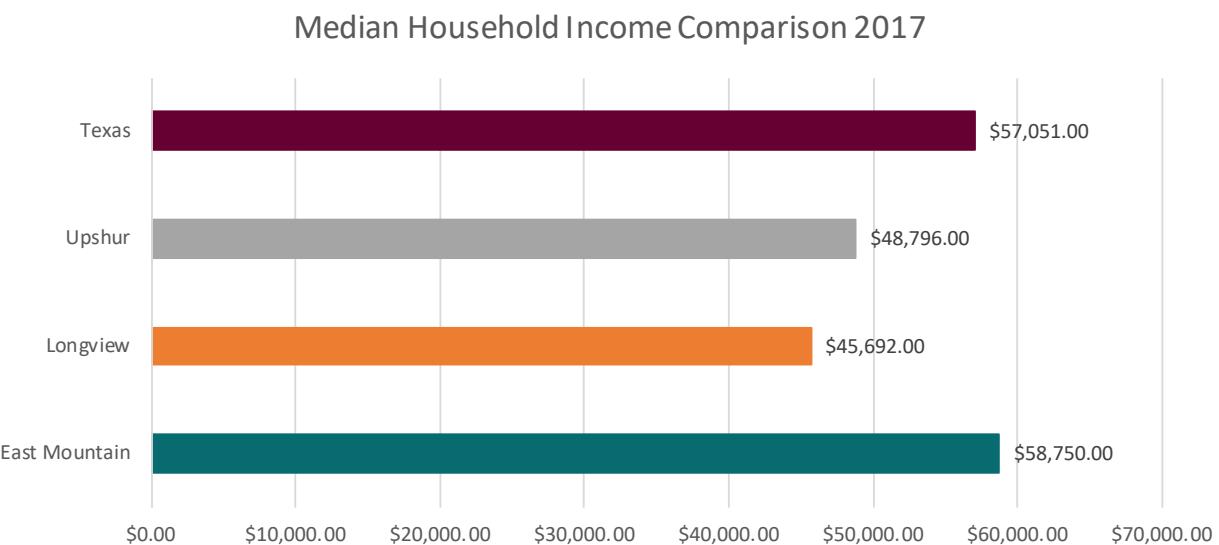


Figure 2-12, Median Household income, East Mountain vs. Longview vs. Upshur vs. Texas from 2010 to 2017



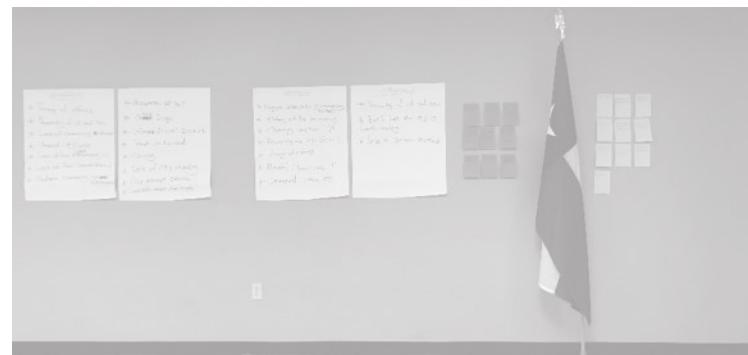
# VISIONING PROCESS



CHAPTER

3

- 3.1 The process
- 3.2 SWOT Analysis
- 3.3 Community Survey
- 3.4 Vision Statement and Vision Elements
- 3.5 Main Goals



# 3.1

## VISIONING PROCESS

Engaging the public is an integral part of developing a comprehensive plan. Public input is instrumental to developing a plan which is reflective of the preferences of residents and is critical in reflecting the city's history in East Mountain's evolving future.



### Steering Committee.....

Objective: To assure broad representation and provide a rich perspective of viewpoints.

East Mountain formed a steering committee in order to engage community stakeholders effectively. The Steering Committee consisted of representatives from a wide range of sectors (e.g. elected officials, business owners, neighborhood representatives etc.) as well as the City Manager and Mayor.

#### The First Steering Committee Meeting

Objective: SWOT Analysis

Date: January 26th, 2019

Location: East Mountain City Hall

Current baseline analysis presentation by the IUS team, discussion of the committee's present concerns about East



Mountain based on the baseline analysis, and determining the outcomes they would/would not like to see from the planning process.

- Nicer homes/ Preservation of historical buildings
- Develop park
- Some retail/food in acceptable areas
- All of Texas 300 Opened to a limited/ restrictive retail/ business zoned district
- Elimination conflicts and inconsistent decisions over land use
- Attractive "welcome to East Mountain" sign
- Park
- Police department
- A comprehensive zoning plan/ process that stimulates commercial/ residential growth
- Preserve a pleasant family oriented community atmosphere in the area
- East mountain retain its wholesome Christian environment

The outcomes they would most like to see from the planning process

#### The Second Steering Committee Meeting

Objective: Finalize Vision and Goals

Date: March 4th ,2019

Location: Teleconference

Output review based on previous meeting and presentation and discussion of community facts and snapshot led by IUS team. Discussion of identified issues, vision and goals, which was prepared by IUS team, and revisions based on committee ideas and feedback.

- Citizens do not know where the city limits are located
- Gambling / adult oriented businesses
- Losing the sense of community
- That nothing is done to improve the most basic needs while we focus on a long term comprehensive plan
- Mobile home parks
- Any vagueness in ordinances in relationship to zoning that create the opportunity for misunderstanding, hostilities or lawsuits.
- Restrict questionable businesses
- Big businesses
- Allow free development of industrial / commercial sites in proximity to residence

The outcomes they wouldn't like to see from the planning process

## 3.2 SWOT ANALYSIS

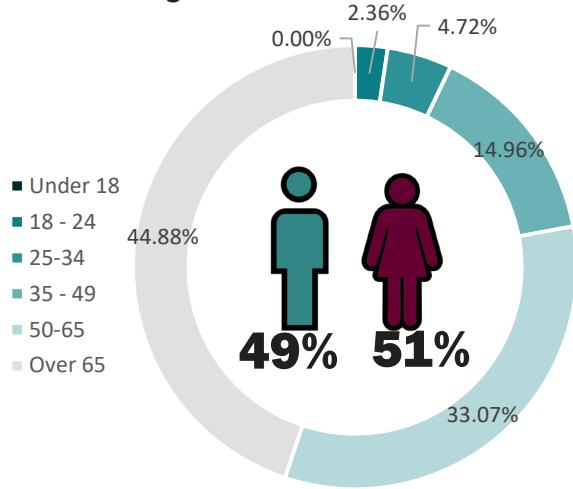
During the vision process, stakeholders identified factors considered key strengths, weaknesses, opportunities or potential threats (SWOT) to the City of East Mountain.



## 3.3 COMMUNITY SURVEY

The following highlights describe the findings of 137 community survey and provide insight into critical issues facing East Mountain, as well as the community's desire for future development.

### Gender-Age

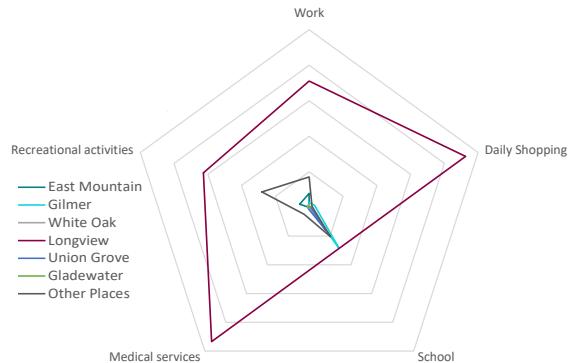


Nearly **HALF** of the residents perceive East Mountain as a:

**'Hometown community with charming rural atmosphere'**

While 30% identify it as a 'Bedroom community for workers with jobs in larger cities in the region'

### Resident dependency on other cities for different services:



### The most important reasons for choosing to live in East Mountain:

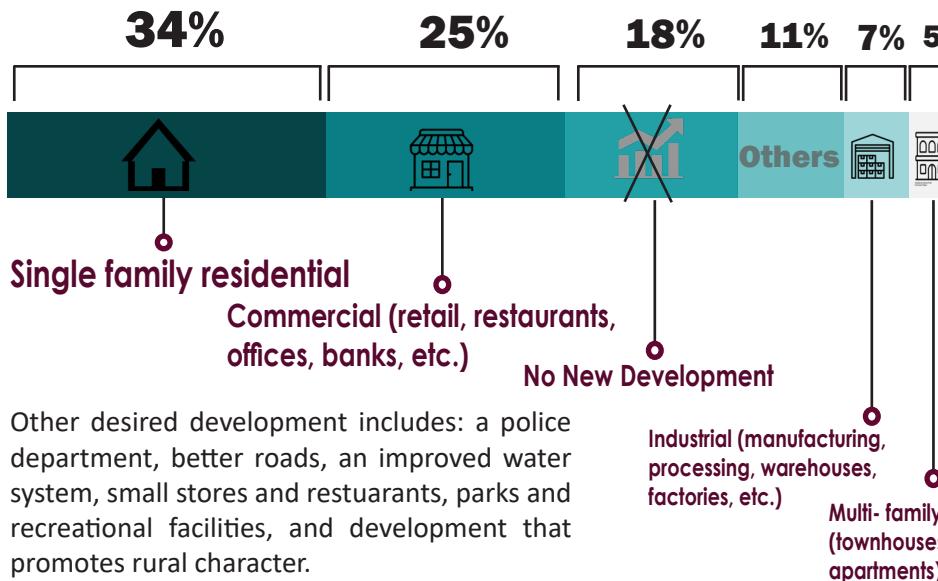


### Rating the level of services:

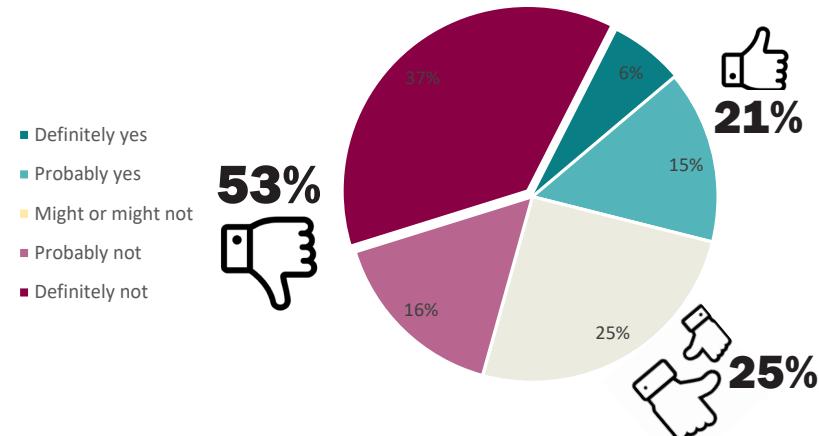
■ POOR ■ BELOW AVERAGE ■ ADEQUATE ■ GOOD ■ EXCELLENT

Police protection	47%	21%	21%	8%	4%
Fire protection	9%	12%	40%	27%	13%
Infrastructure(Water, Sewer)	20%	23%	31%	19%	7%
Public school system	29%	9%	33%	22%	6%
Medical service	39%	19%	23%	15%	4%
Enforcement of ordinances	31%	17%	35%	14%	2%
Housing Options	15%	20%	45%	18%	2%
Job Opportunities	48%	25%	19%	5%	2%
Road and street conditions	38%	24%	30%	6%	2%
Visual appearance	14%	22%	43%	16%	6%
Availability of retail	55%	24%	14%	42%	6%
Parks and recreation	60%	28%	9%	12%	1%
Zoning and building inspections	37%	15%	37%	8%	2%
Solid waste (Trash) and recycling	12%	37%	34%	16%	2%
Local leadership	18%	12%	35%	27%	8%
Personal safety	15%	15%	37%	23%	11%

### Type of desired future development:

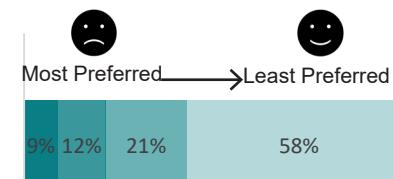


### Community's response to increasing taxes for new development:

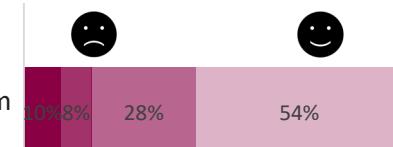


### Means of supporting future development (residents' preferences):

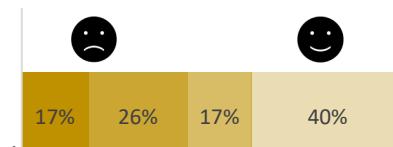
- 1) Increase user fees and taxes and dedicate the additional revenue toward making improvements over time



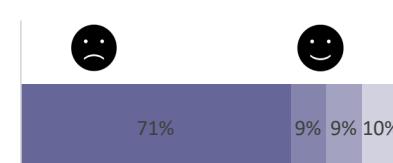
- 2) Issue bonds to make necessary improvements more quickly and pay them off with increased revenues from taxes and user fees over the coming year



- 3) Pursue growth opportunities that will expand the number of rate paying customers and increase the property and sales tax base



- 4) Pursue opportunities for state and federal grants to improve city infrastructure, while maintaining existing utility and tax rates



## Survey Inferences .....

The East Mountain Community Survey was conducted in April 2019. 137 responses were received. The responses in the survey give insight into what residents enjoy about their community, what attracted them in the first place, and areas that can and should be improved. Based on the survey results, a majority of East Mountain residents choose to live in East Mountain because of the value. This is supported by the fact that 83% of respondents chose “housing affordability”, “having land”, “being close to Longview”, “being close to work”, and “overall cost of living” as the most important reasons for living in East Mountain. Additionally, an overwhelming majority of respondents indicated that they depend on Longview for services such as work, daily shopping, medical services, and recreation activities.

Further, participants were given the opportunity to share more thoughts about the City of East Mountain, especially as they pertained to quality of life. The most recurring answers (in order of frequency) reflected desires to improve the quality of roads within East Mountain, to maintain the rural quality of the country lifestyle, and to have a police department. The remaining answers all related to seeking more value for their tax dollars (improved water quality, high speed

internet services, clearer law ordinances, the redevelopment and reuse of abandoned buildings, and a desire for more small commercial options).

Based on the survey responses collected, it can be surmised that residents of East Mountain appreciate the convenience of being near a larger urban area (Longview) while maintaining a lower cost of living in a more rural setting. An overwhelming majority of respondents indicated a strong aversion to raising taxes, but there seems to be universal support for an improvement in terms of city services.



## 3.4 VISION STATEMENT



**East Mountain 2040**



**TOGETHER**  
Building Tomorrow Today

**"East Mountain,  
Peaceful Country Living"**

"East Mountain is a vibrant and healthy community, surrounded by natural beauty. It offers a variety of quality housing options in neighborhoods that are accessible, interconnected, and that provide for residents' needs. In East Mountain, active, healthy lifestyles are supported through networks of parks, open spaces, and a vital civic core that encourages pride and strong sense of community. Enjoy all of life's moments in East Mountain."

## Vision Elements .....

To fully implement the vision of the community as determined by the vision statement, deliberate steps will be taken over the life of the Plan to develop standards, processes and incentives to encourage this growth ideal.

- Preserve rural beauty, character, and natural resources
- Improve existing housing conditions
- Provide space and opportunities for family-oriented and community-based activities
- Provide adequate housing options
- Increase and diversify tax base
- Provide opportunity for appropriate businesses and commercial services
- Annex as appropriate to better control desired growth
- Redraft zoning and development ordinances
- Increase quality of city services
- Increase employment opportunities



# 3.5 MAIN GOALS



## Housing

**Goal 1:** Promote a high-quality living environment through the preservation of stable residential neighborhoods and the responsible development of new neighborhoods. This includes ensuring adequate maintenance of existing housing stock

**Goal 2:** Provide a variety of housing types, densities, and designs, including affordable housing options, to allow all people housing choice

**Goal 3:** Promote development of housing that maintains or enhances economic opportunity and community well-being while minimizing the need for extensive new infrastructure, protecting the natural environment, and maintaining East Mountain's peaceful, rural atmosphere.

**Goal 1:** Encourage an overall efficient and compatible land use pattern

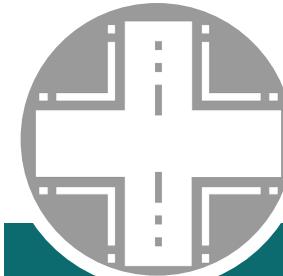
**Goal 2:** Strengthen East Mountain's image, identity and character to foster the belief that East Mountain is a distinctive and appealing place to live

**Goal 3:** Develop a land-use pattern that attracts investment and opportunities to diversify the tax base

**Goal 4:** Create places where people want to be.



## Land Use



## Transportation

**Goal 1:** Improve condition of roads

**Goal 2:** Develop an efficient, safe roadway system that provides access to all parts of East Mountain and adjacent cities

**Goal 3:** Provide walking and biking opportunities

**Goal 4:** Monitor development of potential northern loop and work with federal and state transportation agencies to integrate into East Mountain's transportation network



## Parks, Recreation & Open spaces

**Goal 1:** Develop a system of parks, trails, and open spaces that meets the needs of all of East Mountain's age groups

**Goal 2:** Consider park, trail, and open space opportunities for floodplain and surrounding areas in south central East Mountain as a principal park and city amenity

**Goal 3:** Develop a community core in central East Mountain with attractive streetscape landscaping, pocket parks, and plazas

**Goal 4:** Connect East Mountain's park and trails network with those of surrounding communities, especially Longview

**Goal 1:** Assess current water management and ensure that East Mountain has sufficient water and wastewater services to provide for future growth.

**Goal 2:** Promote the planning, architecture, and implementation of telecommunication systems

**Goal 3:** Ensure adequate facilities and services to maintain safety of residents and visitors

**Goal 4:** Support the efficient delivery of community facilities and services (Public library, post office, health care facility, childcare service etc.) corresponding with the expectations of city residents and a rural atmosphere.

## Utilities& Facilities Growth Management

**Goal 1:** Provide adequate local infrastructure to serve existing and future development.

**Goal 2:** Encourage growth, quality development, and redevelopment within the existing City limits of East Mountain in order to utilize existing infrastructure.

**Goal 3:** Ensure orderly and timely City expansion through targeted annexation, efficient utility provision, and consistent development policies.



## Economic Development

**Goal 1:** Build from East Mountain's economic strengths to cultivate a unique role in the local and regional economy

**Goal 2:** Capture more local spending.

**Goal 3:** Facilitate business development with growth and development processes, standards and decisions that are clear, predictable, fair, consistent, timely and cost-effective.

**Goal 4:** Support the enhancement of local food production systems, especially those with add-on potential for agritainment.

# HOUSING

## CHAPTER

### 4

- 4.1 Introduction
- 4.2 Key Facts and Trends
- 4.3 Projected Housing Needs
- 4.4 Recommendation
- 4.5 Future Housing Options



## 4.1 INTRODUCTION

Shelter is a primary need of every community. Providing adequate shelter involves the maintenance of existing dwellings as well as the construction of new housing. Increasingly, the availability of affordable housing is an important issue for bedroom communities, such as East Mountain, whose main mission is providing appropriate and affordable places for living. Nearly every community has specialized housing needs that are not necessarily met by traditional single-family detached homes. Meeting the housing needs of residents in different stages of life and circumstances can help with resident retention and maintaining the character of the community. Many of these needs can be met by encouraging a mix of housing types and sizes through planning and zoning. This section identifies key facts and trends to inform the development of policies that will address current and future housing needs.

This comprehensive plan assesses the current state of East Mountain's housing stock with regards to tenure, vacancy, housing diversity, and housing value. As a result and in accordance with the city vision, the city should formulate housing policies to direct and inform future investment to ensure resiliency, livability, and sustainability challenges.

## 4.2 KEY FACTS AND TRENDS

### Housing Units

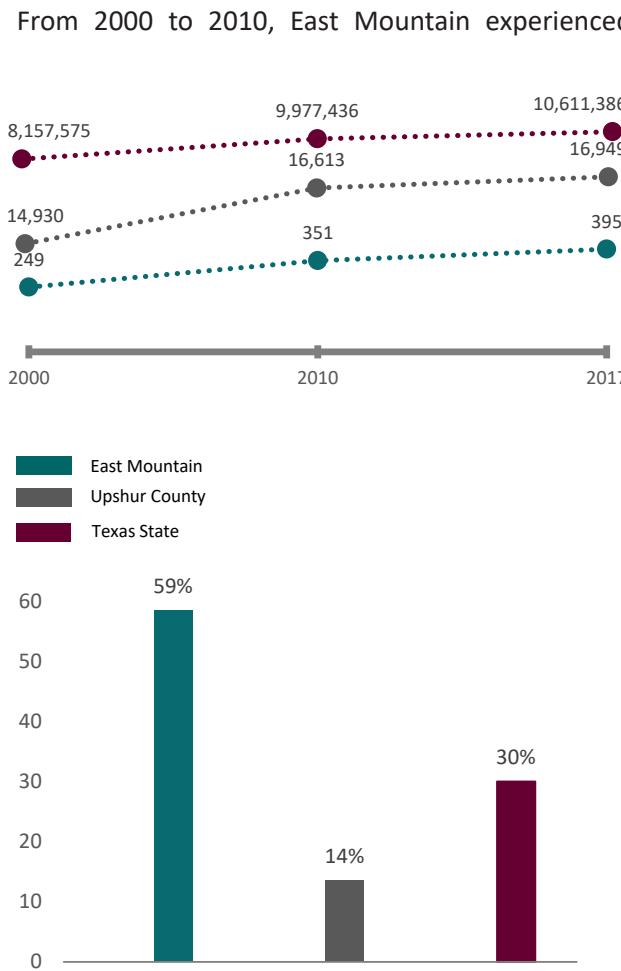


Figure 4-1, Housing Unites in East Mountain, Upshur county, and Texas and their Growth Comparison  
Source: U.S. Census & American Fact Finder

From 2000 to 2010, East Mountain experienced significant growth of 41% with the total of housing units reaching 351. From 2010 to 2017, East Mountain saw a slight increase of 13% and the total housing units reached 395. In sum, from 2000 to 2017, the number of total housing units in East Mountain increased by almost 59% which is aligned with the 14% overall increase in Upshur County, and 30% for the state of Texas.(Figure 4-1)

As of 2017, single-family detached housing is the dominant structure, accounting for close to 73% of the total housing stock. Manufactured housing represents the next largest housing type with 27%. From 2010 to 2017 single-family housing declined by 3.4% while mobile-homes increased by 3.4%.

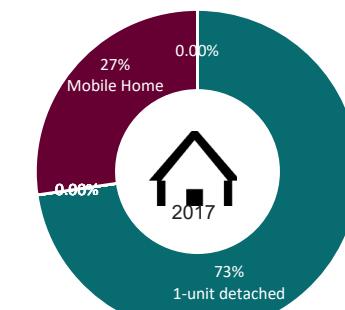


Figure 4-2, Housing Unites in structure,East Mountain  
Source: U.S. Census & American Fact Finder

## Housing Tenure.....

In 2017, occupied housing units in East Mountain were distributed between owners (88%) and renters (12%). The rate of ownership in East Mountain is higher than both county (77%) and state averages (62%). (Figure 4-3)

In 2017, 9% of housing units in East Mountain were vacant and 91% were occupied. From 2010 to 2017, the rate of vacancy in East Mountain decreased by 1%. However, Upshur county registered a 7% increase and Texas saw a slight increase of 1%. (Figure 4-4)

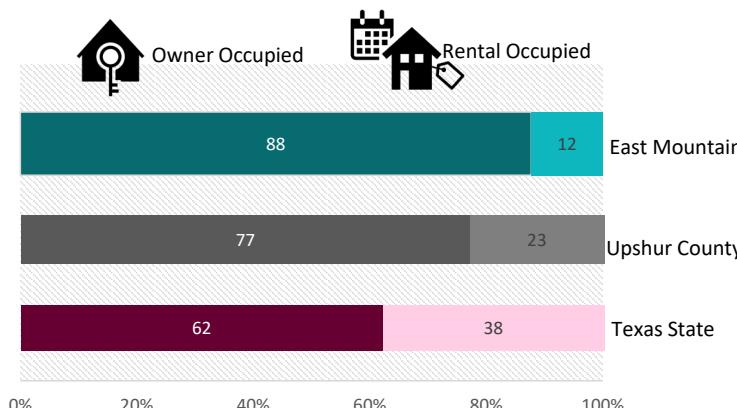


Figure 4-3, Owner and renter distribution in East Mountain, Upshur county, and Texas (2017)

Source: U.S. Census & American Fact Finder



Figure 4-4, Occupancy and vacancy rate in East Mountain (2017)

Source: U.S. nAmerican Fact Finder

## Housing Value .....

East Mountain registered a 169% increase in housing values between 2010 and 2017. In 2010, the Median housing value was \$56,300, but reached \$151,600 in 2017. In 2010, there were no properties valued over \$500,000. By 2017 however, 16% of properties in the city were valued at over \$500,000. (Figure 4-6) As a whole, this represents a housing value increase of 169%, while the county and the state only saw a 30% and 23% increase, respectively, within the same period. (Figure 4-5) These figures indicate a significant trend toward building high quality housing in East Mountain.

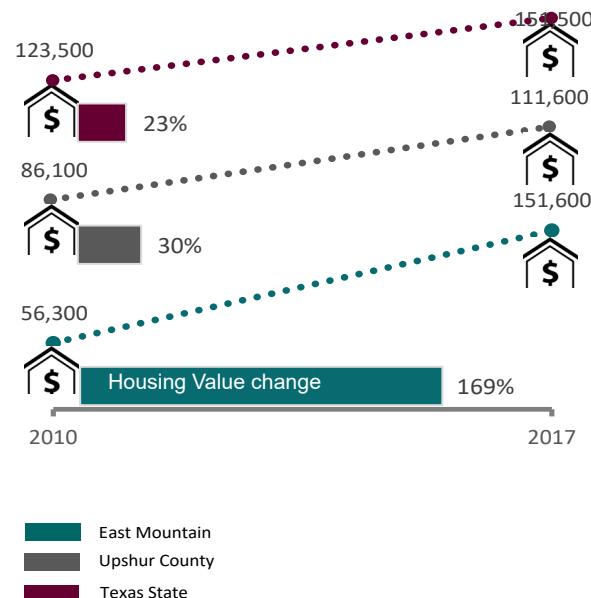


Figure 4-5, East Mountain, Upshur county, and Texas's housing value and housing value change,

Source: U.S. Census & American Fact Finder

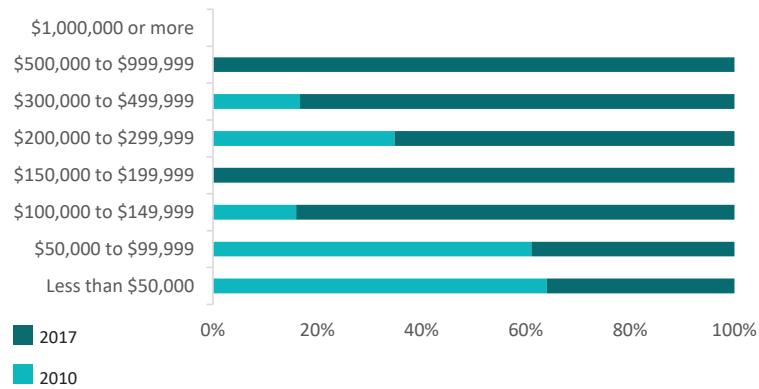


Figure 4-6, East Mountain's housing value distribution (2017),  
Source: American Fact Finder

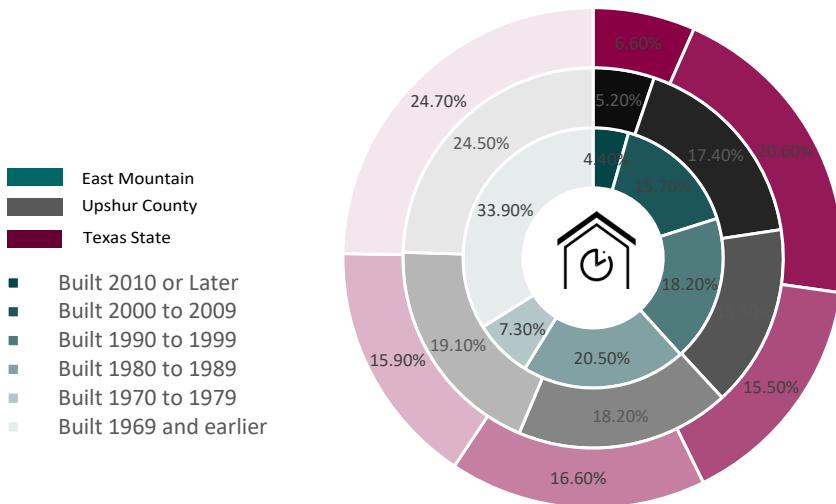


Figure 4-7, Housing unit portion by built year ,  
Source: American Fact Finder

## Aging Infrastructure .....

Maintaining safe, good quality housing infrastructure is an important task for any community. As of 2017, a relatively high percentage of East Mountain's housing stock was built prior to 1969 (close to 33.9%). In terms of newer construction, East Mountain has a lower percentage of housing built after the year 2000 than both Upshur county and the state. (Figure 4-7)

Figure 4-8 indicates no distinguishable trend in terms of where newer or older housing stock is located. Developing programs to aid residents in maintaining their housing will be an important part of East Mountain reaching its long term vision.

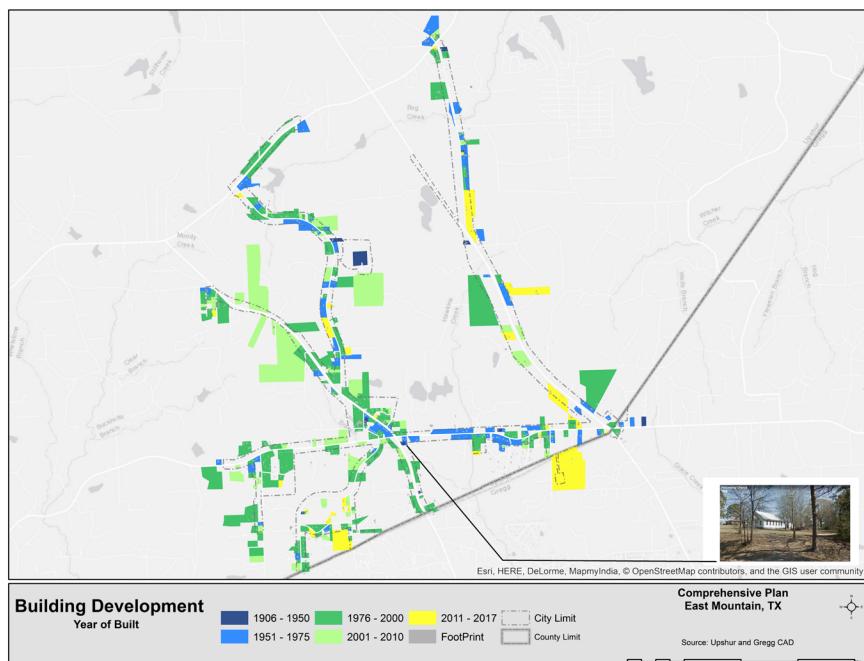


Figure 4-8, East Mountain aging infrastructure

## Affordability .....

Affordable housing is essential to a good quality of life and a healthy community, especially for communities like East Mountain which fulfill a bedroom community role. Affordable housing describes housing for which a household pays no more than 30% of their annual income. The 30 percent includes mortgage or rent and other associated costs. In 2017, 20% of East Mountain's households spent more than 30% of their annual income on housing costs. In 2010, this share was 14.30%, a 5.7% increase. Still, the portion of affordable housing in East Mountain remains higher than that of Upshur county (1.6%) and Texas (9.6%).

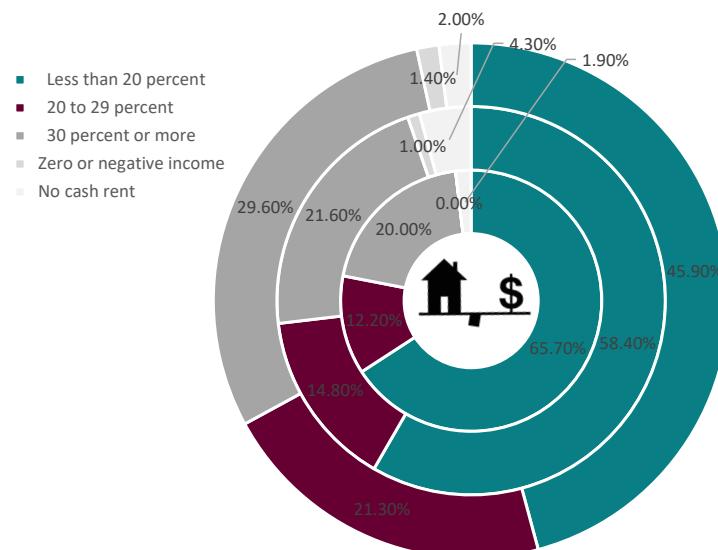


Figure 4-9, monthly housing costs as a percentage of household income in East Mountain, Upshur County and Texas State in 2017

Source: American fact finder

## 4.3 PROJECTED HOUSING NEEDS

Relying on the demographics analysis depicted in Chapter 2, as well as the highlighted trends in the previous sections, the following illustrates East Mountain's projected housing needs.

With a rapid growth rate and population of 3,102 by 2040, East Mountain will require 886 housing units, representing an additional 491 units to accommodate future population. With a slower growth and population of 2068 by 2040, East Mountain will need 591 housing units that represent an additional 196 units.



	2017	2040(Min growth rate)	2040(Max growth rate)
Total population	1258	2068	3102
Total households	359	591	886
Household size	3.5	3.5	3.5
Total Housing units	395	591	886
Current Residential Acreage	505.39	NA	NA
Needed Housing Units		196	491
Needed Residential Acreage		325.40	740.80

Table 4-1, East Mountain Projected Housing Needs In 2040

## 4.4 RECOMMENDATIONS



**Goal 1:** Promote a high-quality living environment through the preservation of stable residential neighborhoods and the responsible development of new neighborhoods, including ensuring adequate maintenance of existing housing stock

- Establish a city-led platform to inform and enable homeowners to maintain and enhance their property and neighborhoods.
- Establish appropriate housing standards to encourage high-quality construction
- Conduct a city-wide assessment of housing conditions to identify areas of priority.
- Consider a mobile-home subdivision and mobile-home park with its own regulation to avoid any incompatibility
- Inspection and identification of substandard or dilapidated houses
- Develop neighborhood association programs to leverage city efforts and engage citizens in enhancing their own neighborhood



**Goal 2:** Provide a variety of housing types, densities, and designs, including affordable housing options, to allow all people housing choice

- Work with area, state and federal housing agencies to implement financial assistance program for purchase and lease programs for low-income housing
- Permitting a wider variety of dwelling types and lot sizes in local zoning to meet the needs of persons of all income levels, age groups, and special needs, where appropriate in rural areas.
- Annex to provide sufficient land for housing needs to accommodate future growth
- Encourage neighborhood designs and locations that protect

residential areas from infringement by incompatible land uses, promote connectivity of roadway and environmental systems, and preserve rural character

- Offer some expectation in regulation to incentivize building affordable housing



**Goal 3:** Promote housing development that maintains or enhances economic opportunity and community well-being while minimizing the need for extensive new infrastructure, protecting the natural environment, and maintaining East Mountain's peaceful, rural atmosphere.

- Consider adding accessory dwelling unit to a single-family housing unit where it is possible- usually behind the main dwelling- for elderly relatives or younger family members
- Encourage mixed-use development which combines residences with commercial or retail activities.
- Repurpose abandoned or underused buildings for affordable housing
- Provide incentives for owner-occupied homes in existing neighborhoods in order for residents to remain in their homes
- Permit increased density through middle housing development
- Create fiscal incentives to promote infill development
- Establish programs and procedures intended to make new residential development "pays its own way" for the facility and service demands it generates, to the extent possible

## 4.5 FUTURE HOUSING OPTIONS

Providing well-maintained, available, affordable and safe housing for residents with different income levels and different life style is a key ingredient in a community's quality of life, appearance, and ability to accommodate growth. While East Mountain residents have indicated that they prefer the low density and large individual land parcels, the community needs to provide variety in terms of housing types. In order to reduce this contradictory issue, we tried to recommend different housing options which **will maintain the rural character of East Mountain**. These housing types include: Single-family dwellings (both attached and detached), Large lot Residential/Residential-Estate, Agricultural/Rural Residential, Middle Housing, and a Tiny House village for manufactured housing.

The main consideration for these types of housing is including **plenty of green spaces**, whether private or communal, and keeping the density low to maintain the rural character of the community. For instance, Single-family dwelling will address minimum required open space.

- The “rural residential” designation is a low density residential use, consistent with rural character, but not necessarily retaining agriculture
- The Agricultural/Rural Residential designation is intended to retain the viability of agricultural areas and uses involving grazing of livestock or crop production, while accommodating minimal levels of population growth consistent with agricultural operations.
- Large lot residential or Residential Estate, as its namesake, will allow for the development of large lot residential uses in environmentally sensitive areas such as floodplain fringe, forested areas, places with steep slopes, etc. and shall be geared toward reserving large areas for open space/communal uses.
- Middle housing is a range of multi-unit or clustered housing types compatible in scale with single-family homes which will provide more housing choices in low-rise, walkable neighborhoods, and tends to be more affordable without the cost and maintenance burden of a detached single-family home. One type of middle housing, which is recommended in East Mountain, is the bungalow court that consists of a series of small, detached structures, providing multiple units arranged to define a shared court and open space that act as a rear yard and is an important element to maintain and enhance existing natural beauty. Side-by-Side Duplex is another option which is a small- to medium-sized structure that consists of two dwelling units, one next to the other, both of which face and are entered from the street.
- Finally, a Tiny House village will provide an affordable option for living large in a small space. The village would act as a green village for organizing manufactured and mobile homes, while maintaining the rural quality of the community.



Figure 4-10, Different housing options  
Source: missingmiddlehousing.com



Figure 4-11, Side-by-Side Duplex  
Source: missingmiddlehousing.com

Figure 4-12, Bungalow Court  
Source: missingmiddlehousing.com



Figure 4-13 Examples of Tiny houses Village  
Source: Google Image

# LAND USE

CHAPTER

## 5

- 5.1 Introduction
- 5.2 Current Land Use Analysis
- 5.3 Land Use Elements
- 5.4 Future Land Use Scenarios
- 5.5 Recommendation



## 5.1 INTRODUCTION

The growth and development pattern for any city is a key determinant to the future direction of the community. Land use is directly linked to transportation patterns, open space and environmental concerns, and the needs for infrastructure, public service. Land-use regulation and management plays a critical role in ensuring the well-being of residents. In order to effectively manage land uses, the city of East Mountain is proactively planning for its current and future needs. Determining future land uses can serve various objectives ranging from land preservation, to ensuring adequate infrastructure supply and the efficient provision of city services. The IUS study team and the city of East Mountain have undertaken a series of analyses to determine future land uses.

Outstanding conditions in East Mountain should be addressed as soon as possible to ensure that the city will grow within a proper framework. The city's zoning regulation needs to be redrafted to act as a law enforcement to support future development. Unusual city limits should be expanded to provide a definable framework for future growth and sufficient land to address community needs. In East Mountain, like most of the cities of the United States, most property is privately owned. As a result, there are three aspects

of land use that must be considered and balanced. First owners should be able to build structures and make improvements that enable them to use their property. Second, adjacent property owners should be assured that their properties and lives will not be negatively impacted by the actions of the property owner. Third, all property owners in a community have a shared interest in ensuring that the property held in common (such as public land) and the cumulative results of all individual land use decisions create a community that is a stable and desirable place to live and work. The IUS study team has considered these three factors as well.

The Future Land Use Element goals explain the community's objectives about development, use and redevelopment of land. The Future Land Use Map provides a geographic application of these objectives to the areas within the new City Limit and its ETJ. the Future Land Use Plan should serve as East Mountain's guide to its unique vision for the future.

## 5.2 CURRENT LAND USE ANALYSIS

The analysis reveals that there are two main land use categories in East Mountain: Open Space Land Uses and Developed Land Uses. These categories are further subdivided into:

### **Open Space Land Uses:**

**Agriculture:** land used primarily for farming, farmsteads and support activities, and limited single-family residential development

**Woodlands:** privately-owned forest land, in certain cases including single-family residential development

**Surface Water:** lakes, rivers and perennial streams

## Developed Land Uses:

**Residential:** This category includes all residential uses. Single-family detached housing with low density is the only current residential use in East Mountain.

**Commercial:** Includes all retail, wholesale, and business offices. In East Mountain there few small retail parcels (2 or 3 local restaurants, fireworks store, Dollar Tree and a pumpkin patch). There are some home business which are not listed as commercial use properties.

**Institutional/Public or Semi-Public:** Includes all public schools, municipal buildings, and other public property. Privately owned institutions such as private schools, hospitals, churches, and cemeteries are also included, as are utilities. There are three churches, one abandoned school, a city hall and fire station in East Mountain.

**Well Site:** The physical location on which an oil or gas well is drilled

**Other:** There are some other land uses (i.e. easement, storage and facility).

**Vacant Lands:** Includes all undeveloped lands. Table 5-1 provides a summary of the current land use for the city of East Mountain.

The analysis reveals that Residential (Single-family) is the dominant land use type representing an estimated 46% of the total acreage of the land area. East Mountain is a bedroom community so it is to be expected that most land is residential. The second greatest land use type is Agricultural and Woodlands which total a combined 44.6% of total acreage of land area. A low prevalence of other required land uses such as commercial, institutional, industrial and recreational is a critical issue in East Mountain which future efforts should seek to address.



Land Use Category	Current Acres/Area	Counts	Percentage of total
<b>Open Space Land uses</b>			
Agriculture	315.6	84	28.6
Woods	176.5	50	16.0
Surface water	3.94	6	0.4
<b>Developed Land Uses</b>			
Residential	505.39	313	46
Commercial	40.21	23	3.6
Intstitutional	8.58	8	0.8
Wellsite	9.34	4	0.8
<b>Other</b>			
Easement	2.95	4	0.3
Facility	1.6	3	0.1
Storage	2.5	3	0.2
<b>Vacant</b>	<b>35.6</b>	<b>22</b>	<b>3.2</b>
<b>Total</b>	<b>1102.21</b>	<b>520</b>	<b>100</b>

Table 5-1, East Mountain Current Land Use Analysis

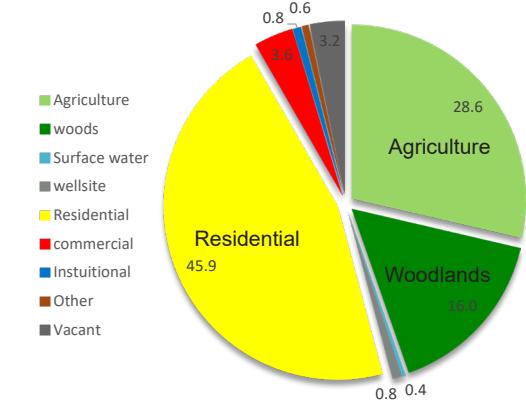


Figure 5-1, East Mountain Current Land Use Percentage

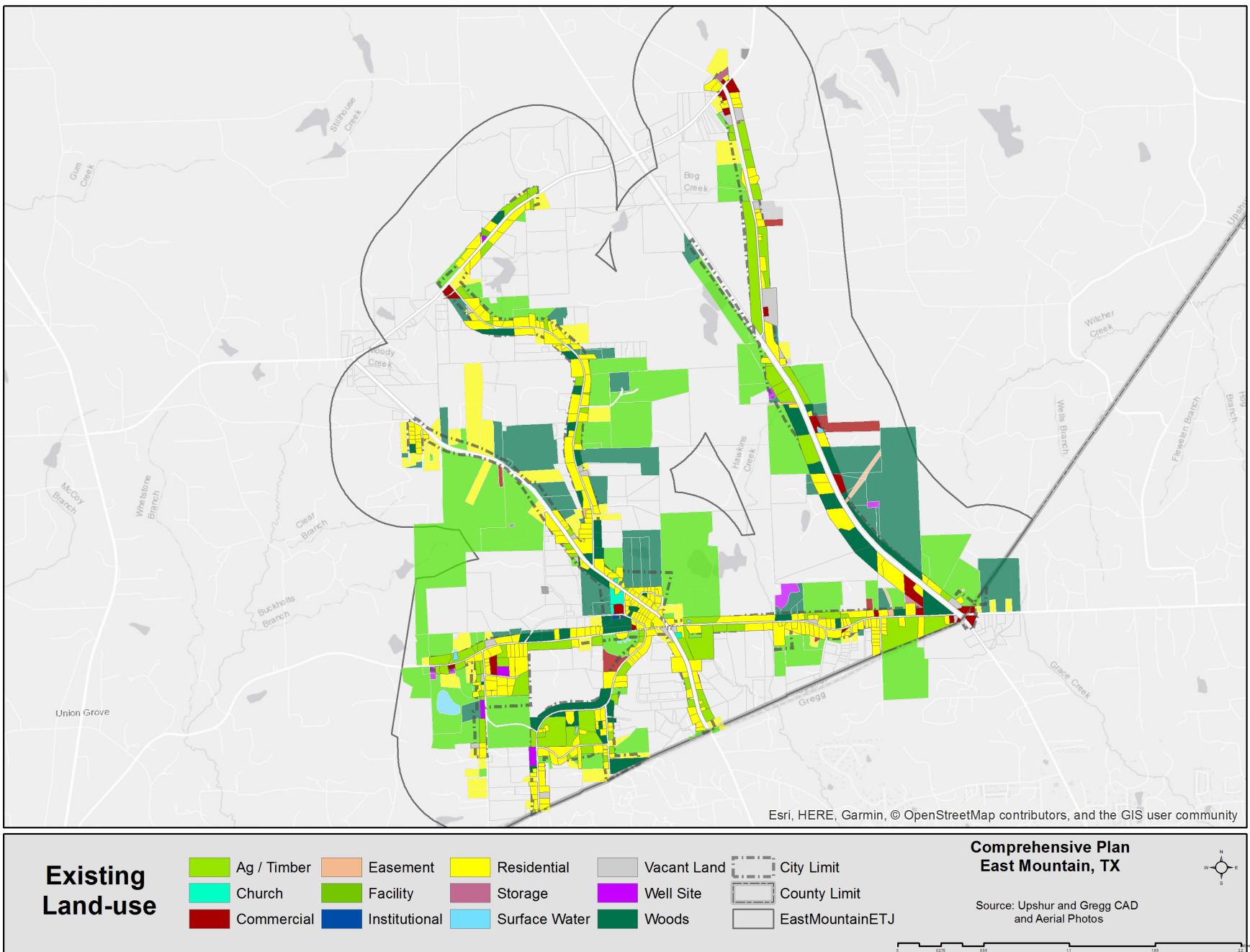


Figure 5-2, East Mountain Current Land Use map

## 5.3 LAND USE ELEMENTS

Land Use elements refer to Information needed to draft the future Land use map . This chapter seeks to begin an outline for new and ongoing elements to be included as part of this Plan. Each of these elements has a profound impact on determining the location of different land uses in the future. The IUS study team tried to consider all these factors to provide a reliable development pattern for East mountain.



**Demographic Factors:** as mentioned in the community analysis section, the median age in East Mountain is 40.1 years, which is slightly older than the median age of 37.8 years for the U.S. Only 3.8 percent of the city are children under the age of 5 years, while nearly 17% of residents are adults 65 years of age or older. This demographic raises additional facility and service demands that must be considered in the planning process

For example, determining how to provide transportation option and walking facilities or senior housing for those who are aged will become increasingly important as the population continues to grow and age.

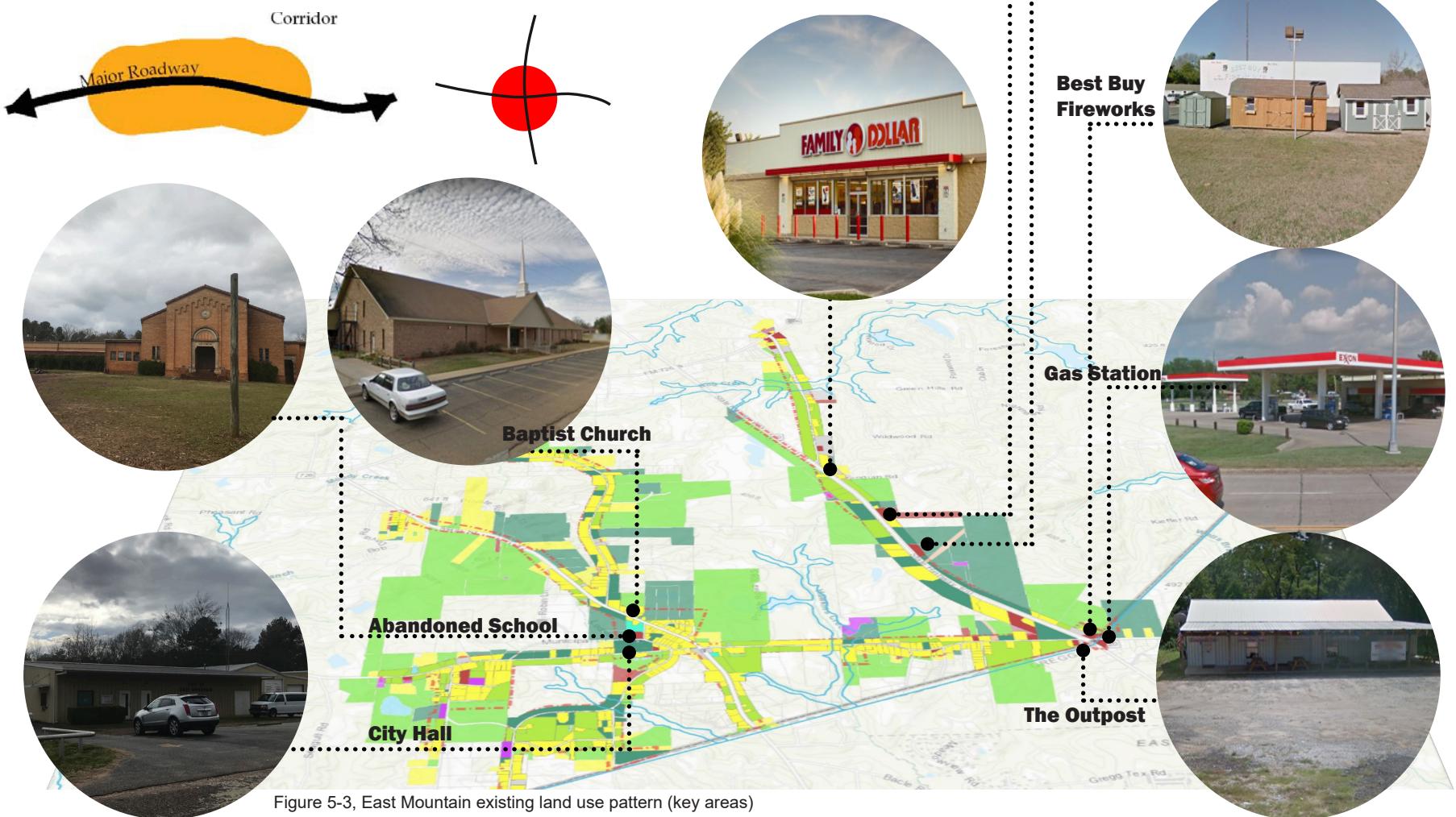
The 2017 median income for a household in East Mountain was \$58,750 which is more than median household income \$57,652 for the U.S. On the other hand, in 2017, 20% of East Mountain's households spending more than 30% of their annual income on housing costs and it showed that East Mountain should work on preparing affordable housing as well as market rate housing.

**Existing Zoning:** There is just one zoning category in East Mountain and it is Residential Single-Family. Because of the lack of zoning, the city grew without a clear center and any definable pattern. So existing zoning is not a proper indicator for determining future land uses and the first step toward guiding the future development is redrafting zoning and its regulation.

**Existing Land Use Pattern:** Existing land use, as mentioned before, is mostly residential and agricultural. The majority of Residential development is single- family units which are mostly located along FM 1844 or East Mountain Road, FM1845 Rd or Main Street,

and Medlin Road. There are also some residential lands scattered along State Highway 300. Most of the commercial development in East Mountain is located along major roadway corridors or is concentrated around roadway intersections.

Spatially, the land use pattern shows a framework of corridors, districts and nodes which can be followed for future land use.



## Existing Transportation System .....

As figure 5-4 shows , the two major north-south and east-west roads through East Mountain and the region are SH 300 and FM 1844. TX 300 connects East Mountain to Gilmer, Longview and Union Grove. The intersection of these two roads is the important node in the area. Inside the city is the primary north-south road, FM 1845 (Main Rd), intersect with FM 1844 and defines the spatial center of the city, which could be a strategic location for future land use. There are other local roads and intersections that could be defined as activity areas in a smaller scale.

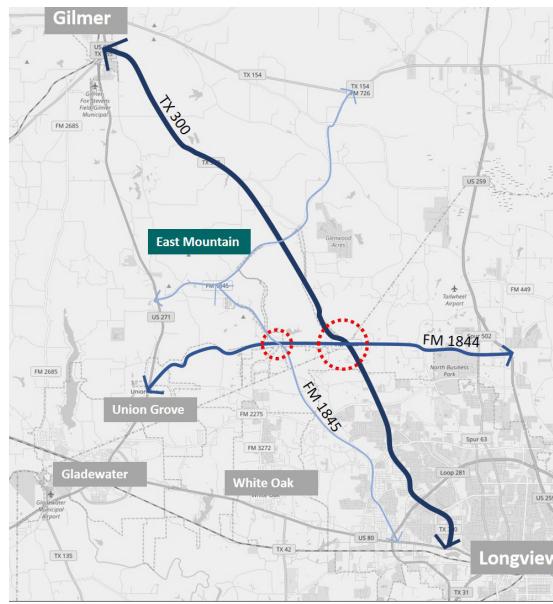


Figure 5-4, East Mountain major roads and major nodes

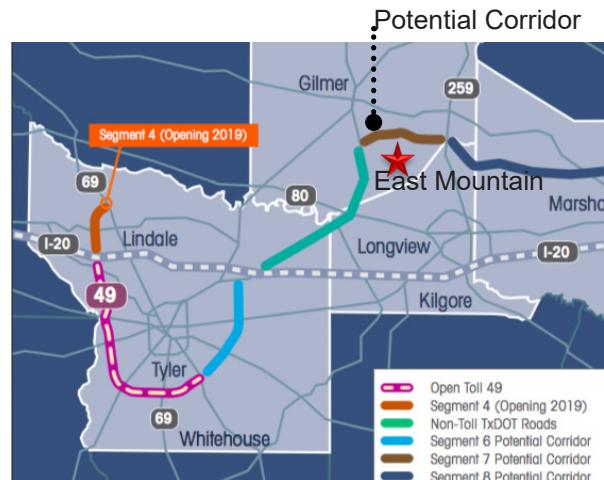


Figure 5-5, Extensions of Toll 49 throughout East Texas  
Source: tylerpaper.com

According to the North East Texas Regional Mobility Authority (NET RMA ), there is also a conceptual idea about extending Toll 49 called East Texas Hourglass. The Tollway will extend east from SH 110 to I-20. The final alignment is not accurately established yet but the possible location will pass through the north of East Mountain; and, if it happens, it would have an incredible impact on the East Mountain growth pattern.

## Natural Features .....

These are several natural factors that will influence East Mountain's pattern of growth. Some of them function as catalysts for growth or change and others serve as limitations, although none of them really represent true impediments or barriers to development. Floodplain, soil type and topography

are some natural factors which could affect future growth and future land use patterns. The 100-year floodplain should be considered a significant natural constraint for future development. Today, floodplain areas within the city are mostly used for agriculture and open space. The City should support policies that add floodplains and other sensitive natural features to its park system.

Some parts of the north-east side of the city have a steep slope of more than 16% which must be considered. This area can serve as a groundwater recharge area and can provide a critical source of high-quality water.

Soil types will yield a wide range of information for the land-use plan. Some soil types may drastically limit the construction. In general, according to the United States Department of Agriculture, East Mountain is in the "Western Coastal Plain and Flatwoods" category which is highly weathered and acidic and supports pine-hardwood vegetation. In case of suitability for construction, there are different ratings which indicate the suitability for using the natural surface of the soil for different development purposes like roads, water systems, recreational development etc. The soils are described as "well suited," "moderately suited," or "poorly suited" to each use. According to the soil type map and USDA soil report, most parts of the city have moderately suited soil, but most parts of ETJ

has poorly suited soil due to floodplain area.

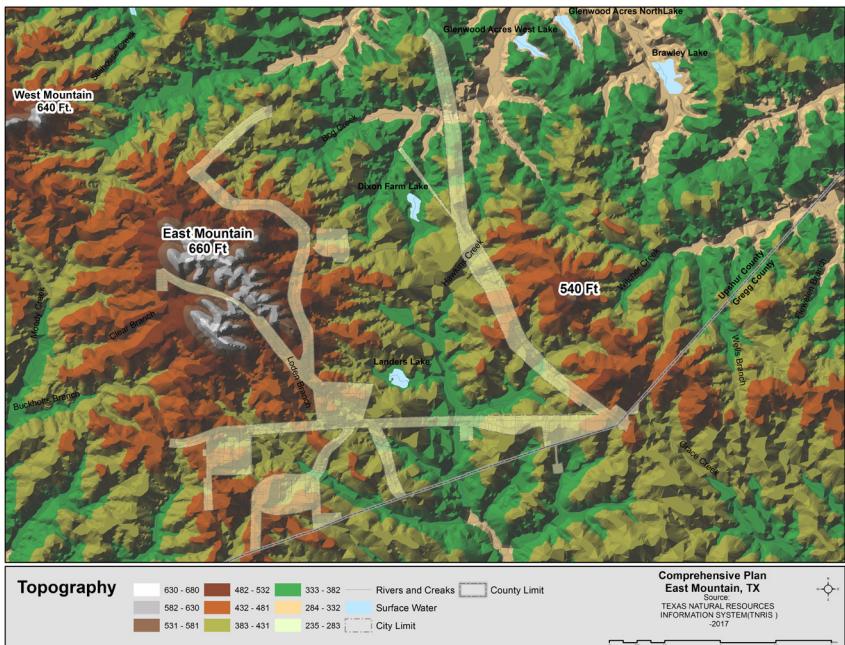


Figure 5-6, Topography

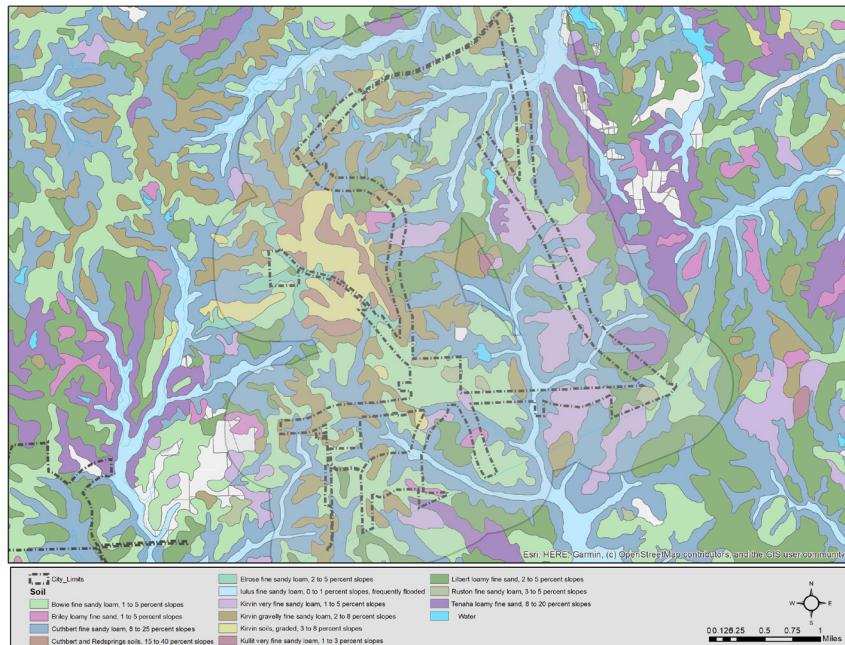


Figure 5-7, Soil type

## Existing Infrastructure

Population growth is a challenge for the provision of infrastructure services. In East Mountain, there is one water well which is concentrated in the north of the city and around road 726. If the city plans to grow toward east or south areas, it will require additional infrastructure to service those areas. The disposal of domestic and commercial wastewater in the city is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. So, for locating new land uses, it is necessary to consider the capability of the place to have septic fields or to consider ..... of sewer and wastewater treatment.

## Annexation

Unusual current city limits need to expand within the ETJ to accommodate future growth and meet community needs. Because the ETJ is set, annexation should be prioritized to incorporate higher value areas and areas likely to generate an increase in tax dollars for the city first.

## Land Value .....

As a rule of thumb, the position and location of land can have a direct influence on its value. Having access to amenities, utilities, transportation or other resources could make the property useful. According to Upshur County appraisal district's data, the most valuable lands within East Mountain are located along main roads especially on FM1844 and FM1845. Because the land value is determined by the economic principle of highest and best use of land in future development, it is recommended to locate new local businesses and services along these major roads.

## Developable Land .....

The developable land is land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas. The amount of developable land in any given area or place is constrained by a variety of factors, some cultural, some legal and many more physical. The most important constraint Within East Mountain's ETJ is floodplains, there is no other significant physical or geographical limits. It is recommended to take advantage of some abandoned properties that are already built up, like school or teachers' house.

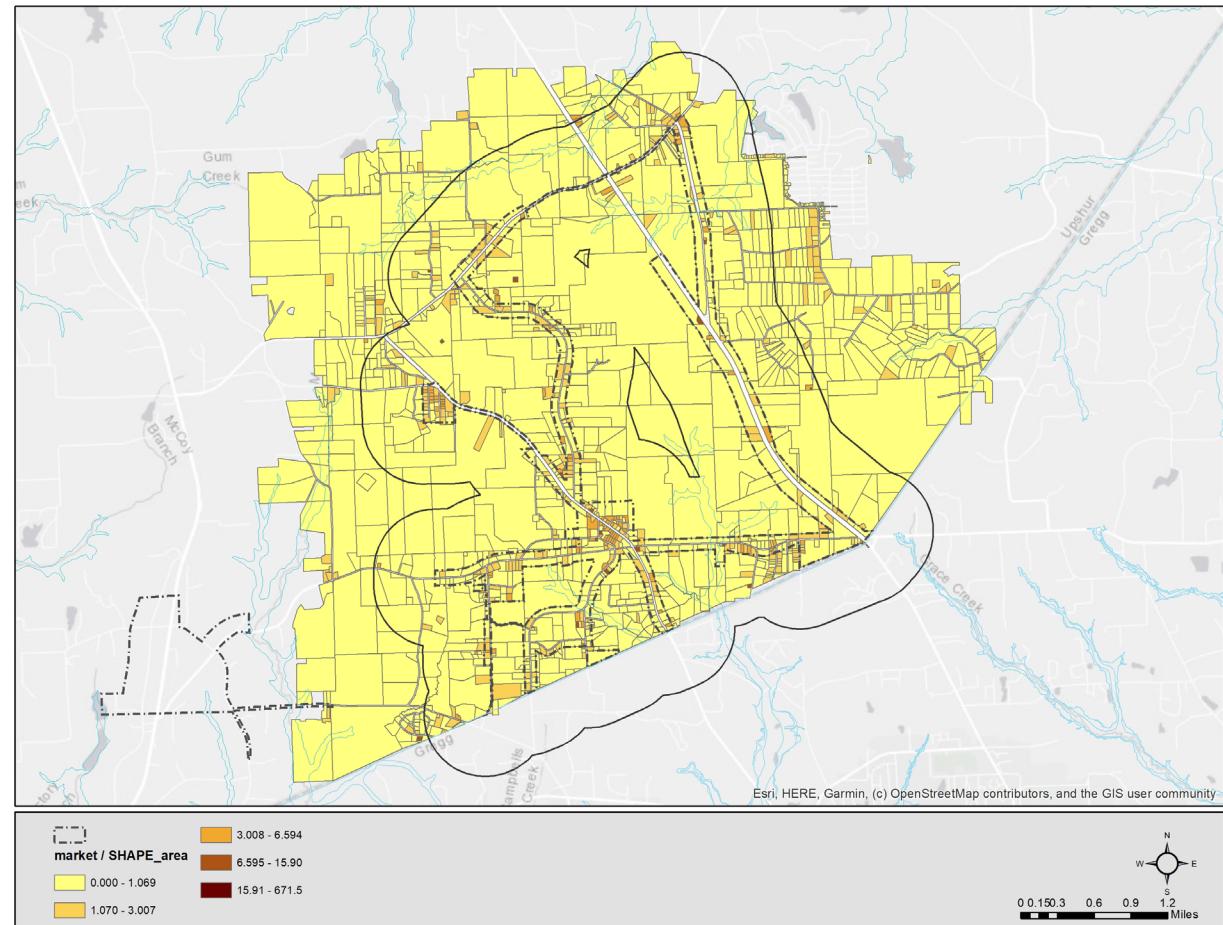


Figure 5-8, Land Value

## The Future Demand for Land .....

The future demand for housing and public facilities is based on past trends, population projections, and economic growth. Past trends show us that there was a slight increase in population over the time, so the increase in population can reasonably be expected over the next 20 years. As East Mountain is a small community, it exhibits a slow change and low demand for new commercial space. For estimating future demand for different land uses, the IUS study team used a common-sense method of estimating the current amount of space in acre used by different uses and then finding the ratio of the current acreage of each space to the current acreage of residential space. Finally, the analysis assumes that the need for new space per person will increase at the same ratio in the future. For estimating those groups of land uses like parks and open spaces that do not exist now, the team used similar bedroom communities' best practices and related guidelines and standards as a reference.

	2017	2040 (Minimum projection)	2040 (Maximum projection)
<b>Total population</b>	1258	2068	3102
<b>Total households</b>	359	591	886
<b>Household size</b>	3.5	3.5	3.5

Table5-2, Population Projection

Land Use category	Current Acres/Area	Percentage of total	Area Per Capita -2017	Proportional relation to residential	Total Acres of Land needed by Year 2040 (Min Pop)	Additional Acres of Land(Min Pop)	Total Acres of Land needed by Year 2040 (Max Pop)	Additional Acres of Land(Max Pop)
Residential	505.39	46.0	0.40	1.0	830.8(0.4*2068)	325.4	1246.2(0.4*3102)	740.8
Commercial	40.21	3.7	0.03	0.08	66.1	25.9	99.1	58.9
Industrial	0.00	0.0	0.00	0.00				
Institutional	8.58	0.8	0.01	0.02	14.10	5.5	21.2	12.6
Parks and Open Spaces	0.00	0.0	0.00	0.00				
Agriculture	492.23	44.8	0.39	0.97	NA	NA	NA	NA
Others	16.39	1.5	0.01	0.03	NA	NA	NA	NA
Vacant	35.60	3.2	0.03		NA	NA	NA	NA
<b>Total</b>	<b>1098.49</b>	<b>100.0</b>	<b>0.87</b>					

Table5-3, Estimate of future land use needs

Cities	Long View		Joshua		Benbrook	
Land use Category	Area/Acre	Percentage of total	Area/Acre	Percentage of total	Area/Acre	Percentage of total
Residential	9,499.00	30.65	1,993.95	30.08	2,615.06	14.21
Commercial	2,772.00	8.94	340.08	5.13	364.65	1.98
Industrial	2,161.00	6.97	14.54	0.22	61.94	0.34
Institutional/semi public	1,141.00	3.68	79.93	1.21	103.19	0.56
Education	922.00	2.98	152.25	2.30	89.37	0.49
Parks/recreation	1,229.00	3.97	21.41	0.32	3,184.29	17.31
Agriculture	0	0	2,962.98	44.71	6,960.64	37.83
others	93.00	0.30	38.91	0.59	4,205.06	22.85
Vacant	13,173.00	42.51	1,023.68	15.45	816.76	4.44
<b>Total</b>	<b>30,990.00</b>	<b>100.00</b>	<b>6,627.73</b>	<b>100.00</b>	<b>18,400.96</b>	<b>100.00</b>

Table5-4, Land use analysis for surrounding and similar cities

Park Type	Existing Park Acres	NRPA Recommended Acres per 1000 persons	Current level of service per 1000 persons	East Mountain's Recommended Acres per 1000 persons	Park Acres Needed for 2017 Population	Park Acres needed for 2040(Min Pop Growth)	Park Acres needed for 2040(Max Pop Growth)
Mini-Park	0	0.25 to 0.5	0	0.5	0.63	1.0	1.6
Neighborhood Park	0	1.0 to 2.0	0	2.0	2.52	4.1	6.2
Community Park	0	5.00 to 8.00	0	8.00	10.06	16.5	24.8
Greenways	0	Varies	0	Varies			
<b>Total</b>	<b>0</b>	<b>6.25 to 10.5</b>	<b>0</b>	<b>10.5</b>	<b>13.21</b>	<b>21.7</b>	<b>32.6</b>

Table5-5, Park Standards, based on National Recreation and Park Association (NRPA) guidelines

Land Use category	Current Acres/Area	Percentage of total	Area Per Capita - 2017	Proportional relation to residential	Total Acres of Land needed by Year 2040 (Min Pop)	Additional Acres of Land	Total Acres of Land needed by Year 2040 (Max Pop)	Additional Acres of Land
Residential	505.39	46.0	0.40	1.0	830.8(0.4*2068)	325.4	1246.2(0.4*3102)	740.8
Commercial	40.21	3.7	0.03	0.08	66.1	25.9	99.1	58.9
Industrial	0.00	0.0	0.00	0.02	16.6	16.6	24.92	24.92
Institutional	8.58	0.8	0.01	0.017	14.10	5.5	21.2	12.6
Parks and Open Spaces	0.00	0.0	0.00		21.7	21.7	32.6	32.6
Agriculture	492.23	44.8	0.39	0.97	NA	NA	NA	NA
Others	16.39	1.5	0.01	0.03	NA	NA	NA	NA
Vacant	35.60	3.2	0.03		NA	NA	NA	NA
<b>Total</b>	<b>1098.49</b>	<b>100.0</b>	<b>0.87</b>			<b>403.7</b>		<b>869.82</b>

Table5-6, East Mountain future Land Use

East Mountain will need an additional 869.82 acres of land to be able to meet projected future needs

## 5.4 FUTURE LAND USE SCENARIO

The next step in preparing the land use map is to understand what is appropriate, feasible and possible through an exploration of different land use alternatives or scenarios. The scenarios that are developed serve the purpose of referring the community back to its vision, goals and objectives. So, the East Mountain's future land use plan seeks to address and accomplish these main goals:

- Maintaining and improving the charming rural environment
- Looking for unique character which could be built based on its existing assets
- Attracting investment and increasing tax base opportunities
- Encouraging an overall efficient and compatible land use pattern

As a result, and based on public input, the survey, and steering committee input, the following future land-use map has been developed for the City of East Mountain. The map is not a regulatory document and it can be used as a guiding tool to direct and inform future land-use decisions.

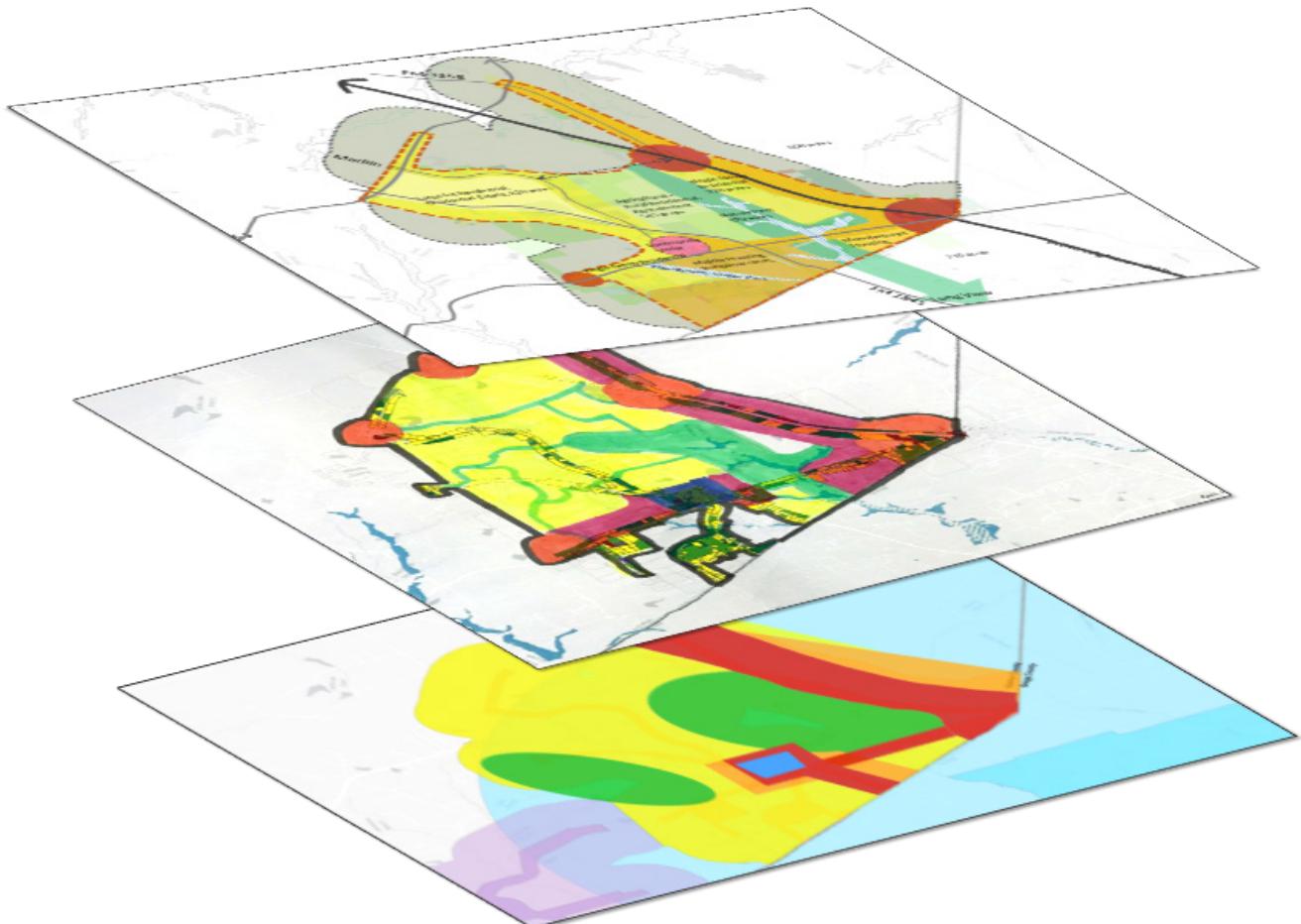
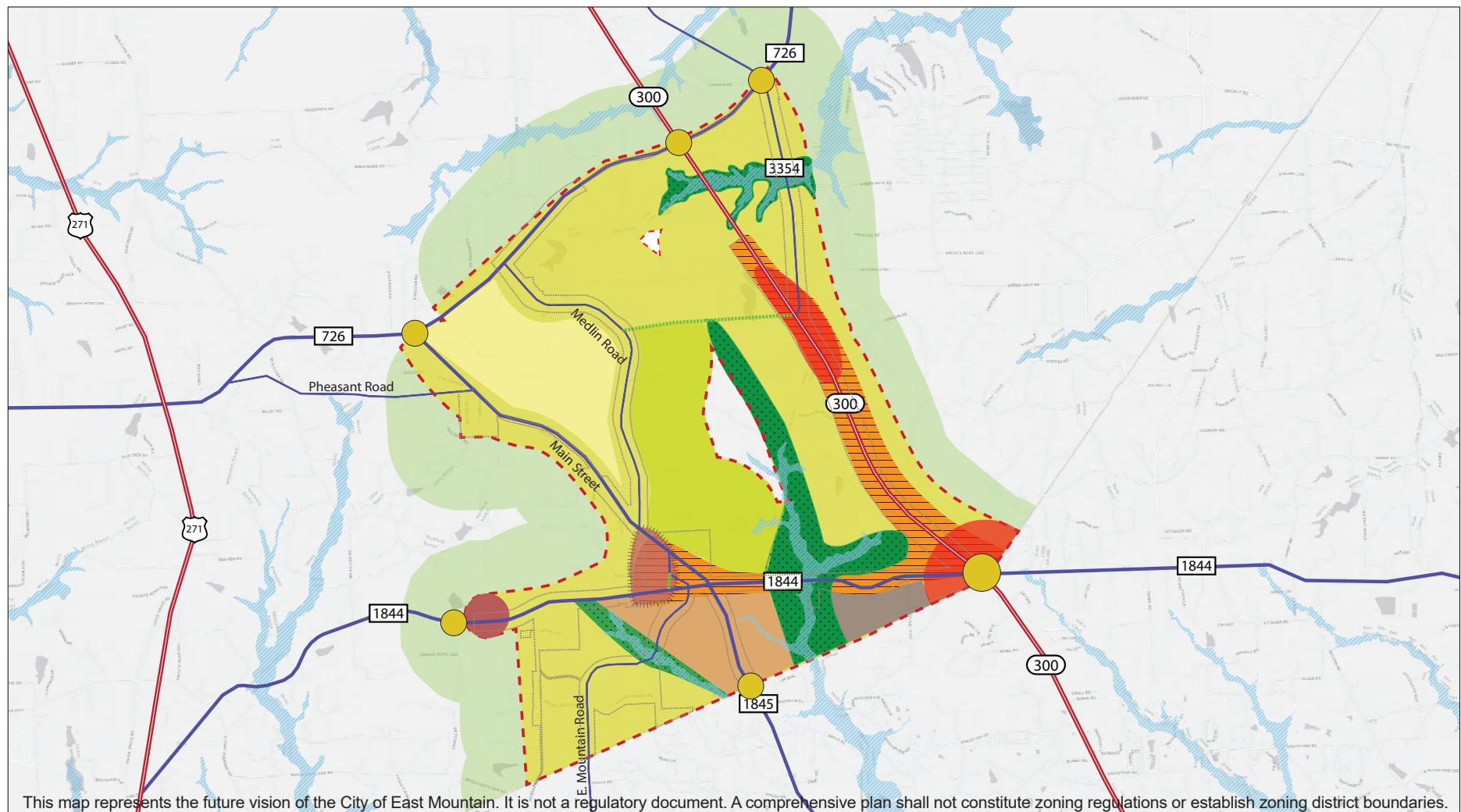


Figure 5-9, Exploring different scenarios

**FUTURE LAND USE PLAN**

Commercial- Neighborhood	Park/Trails
Commercial- Regional	Agricultural
Downtown Area	Residential (Medium-Density)

Residential (Manufactured)	Residential (Large-Lot)
Residential (Low-Density)	Residential (Medium-Density)
Agritainment	Proposed City Limits

ETJ Boundary	Highway
Floodplain	Major Arterial
Local Road	Minor Arterial

Proposed road
Main Entry
Miles

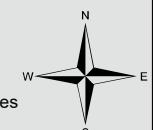
**Comprehensive Plan  
East Mountain, TX**

Figure 5-10, Future Land use map

## 5.5 FUTURE LAND USE CATEGORIES

The plan establishes a typology for land use areas, including descriptions and broad policies for each area. These land use policy areas are the results of an analysis of development suitability constraints, the existing built environment and provision of development infrastructure, determination of minimum land area required to accommodate projected growth, and input from civic and community leadership. These descriptions are meant to provide an overall character of the area, with the specific applicable development regulations left to the discretion of future decision makers.



Figure 5-11 and 5-12. Existing low-density Residential examples in East Mountain

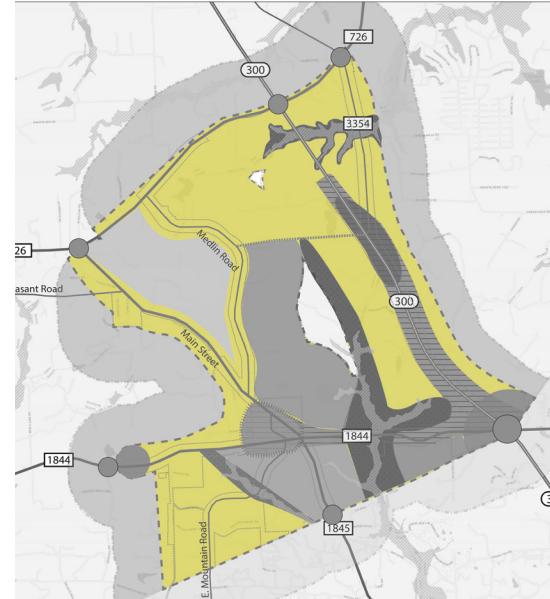


Figure 5-13 Map showing Residential (low-density) Future Land Use suggestion

### Residential (Low-Density).....

This use is representative of traditional, single family detached dwelling units. Of the residential categories, it is recommended that low density residential continue to account for the largest percentage.

Although all single family areas have been labeled low density, the City should strive for a range of lot sizes to develop, and should reinforce this by providing a choice of several single family zoning districts with various lot sizes in the East Mountain Zoning Ordinance.

### Large lot Residential/Residential-Estate (Low-Density).....

Residential-Estate allows for the development of large lot residential uses in environmentally sensitive areas such as floodplain fringe, forested areas, places with steep slopes, etc. Lot arrangement shall be geared toward reserving large areas for open space/communal uses.

This category is proposed in the areas with steep slopes with more greenery in the west side of East Mountain.



Figure 5-14. An example of large lot residential

## Residential (Middle Housing/Medium Density) .....

Middle housing is a range of multi-unit or clustered housing types compatible in scale with single-family homes which will provide areas for empty nesters who may not want the maintenance of a large-lot single family home, and for young families who may find a townhome or duplex more affordable than a single family home. They provide a buffer between single family land uses and higher intensity land uses. These two Middle housing categories is recommended for the city of East Mountain:

**Bungalow court** housing consists of a series of small, detached structures, providing multiple units arranged to define a shared court and open space that acts as a rear yard and is an important element to maintain and enhance existing natural beauty.

**Side-by-Side Duplex** is another option which is a small- to medium-sized structure that consists of two dwelling units, one next to the other, both of which face and are entered from the street.

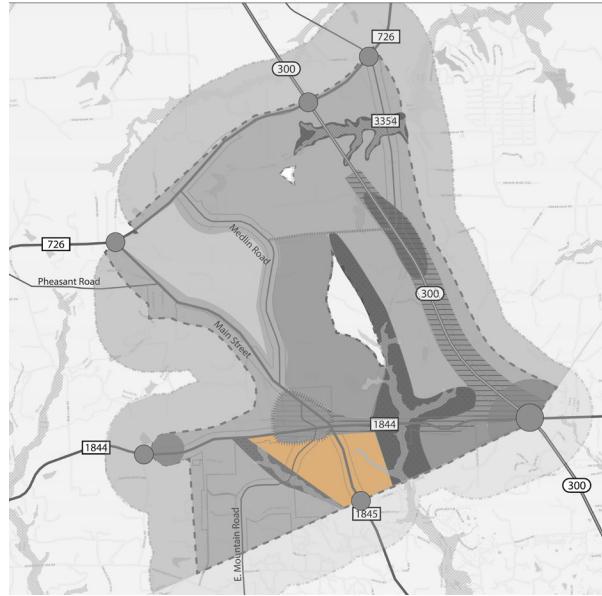


Figure 5-15 Map showing Residential (Medium-density) Future Land Use suggestion



Figure 5-16.  
An example of Side  
by Side Duplex



Figure 5-17.  
An example of  
Bungalow Court

### Bungalow Court



### Side by Side Duplex



## Residential (Manufactured Housing/ Tiny House Village)

This designation is intended to accommodate manufactured homes, mobile homes, and trailers.

The flexibility of this category allows for mobile home parks or more residential-style neighborhoods with manufactured housing that meets certain design guidelines.

This type of designation would allow for some of the most affordable housing options within East Mountain.



Figure 5-18 Existing manufactured housing in East Mountain



Figure 5-19 An example of tiny house village

## Rural Residential/Agricultural (“Agritainment”) .....

Combining Agriculture and Entertainment, this category offers flexibility and potential as both rural open space and commercial, i.e. “fun on the farm.”

Taking advantage of unique, nostalgic, rural, local, family and outdoor appeal by developing destination attractions as additional sources of new income. Options range from such strategies as u-pick or pick-your-own farms/orchards, petting zoos, hay rides, children’s play areas, children’s discovery farms, corn mazes, pumpkin patches, seasonal and fall festivals, Halloween attractions, haunted attractions, school field trips, farm markets farm restaurants and milk and cheese creameries. It can provide a buffer between parks/trails and residential areas.

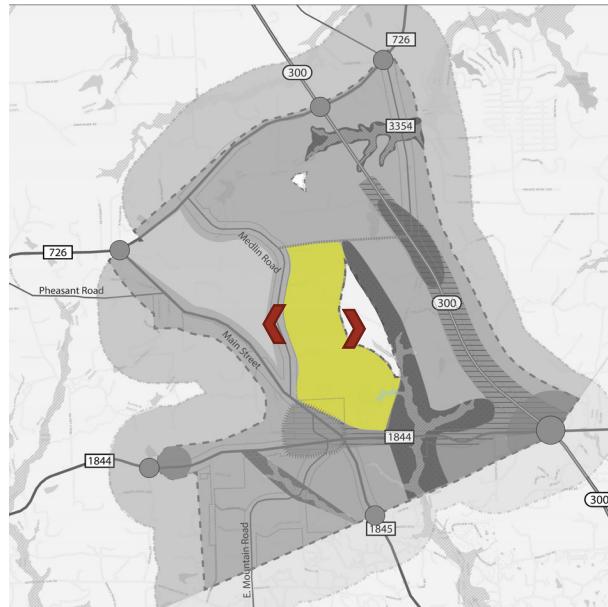


Figure 5-20 Map showing Rural Residential (Agritainment) Future Land Use suggestion



Figure 5-21 Examples of Agritainment activities

## Mixed Use .....

This category is intended to provide maximum flexibility to ensure a quality mix of moderate density residential, community serving open space, retail, restaurant, and commercial along main corridors of East Mountain. Mixed-use areas can create vibrant pedestrian-oriented urban environments by bringing complementary activities and public amenities together in one location at various scales, where the variety of uses enables people to live, work, play, and shop in one place.

This category should be pedestrian oriented, to encourage longer visits and provide opportunities for social interaction and civic celebration.

This category also defines the eastern corridor of East Mountain along State Highway 300. Again, the flexibility afforded by this designation ensures a mix of middle housing residential, retail, restaurant and commercial along a heavily-transited roadway connecting two major cities within the region (Longview and Gilmer). It should be noted that this corridor will be more automobile-oriented rather than pedestrian-centered.

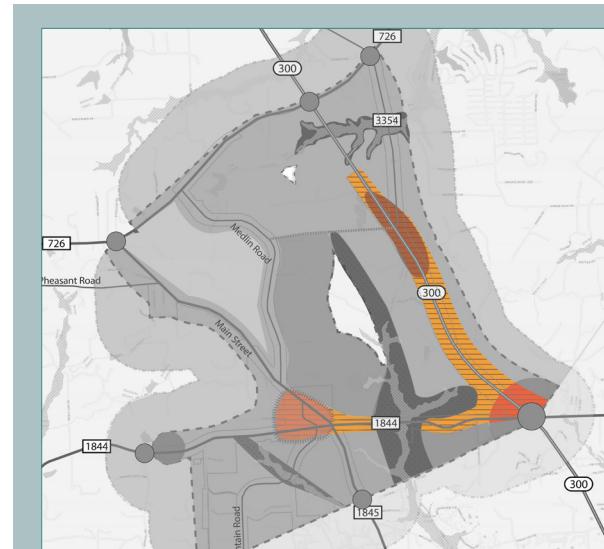


Figure 5-22 Map showing Mixed use Future Land Use suggestion

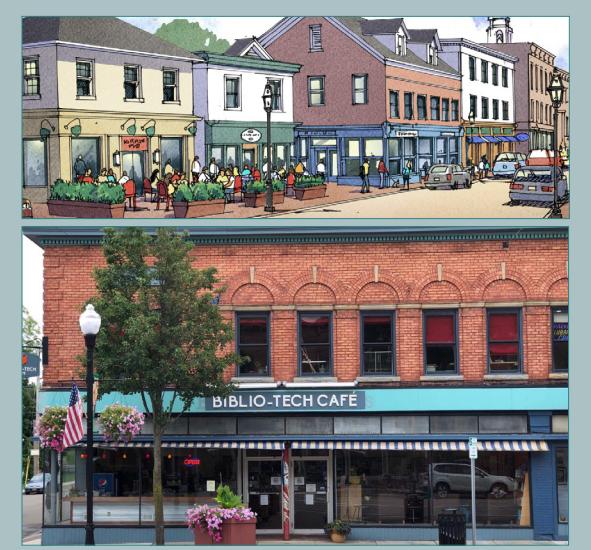


Figure 5-23 Examples of streetscape view of mixed-use buildings

## Commercial (Regional) .....

This land use classification defines areas that provide service-oriented commercial, professional offices, and other businesses that serve more than one residential neighborhood.

These areas are located at the intersections of highways and/or major arterials and tend to focus on more auto-oriented commercial uses that require convenient roadway access.

Appropriate types of businesses include medium-density and big-box stores, and other, more intense commercial activities.

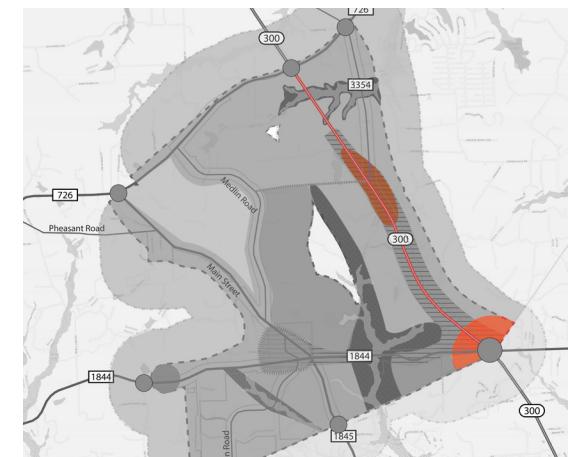


Figure 5-24 Map showing Regional commercial Future Land Use suggestion

## Commercial(Neighborhood)..... Downtown area (Civic Center) .....

These areas, which may be termed neighborhood retail nodes, are intended to support limited or light retail activity primarily serving nearby residential areas within a one-mile radius. Retail uses within these nodes should be designed in a manner compatible with residential land uses. Examples of uses that would be located within retail nodes include:

- Convenience stores
- Beauty salons
- Dry cleaners
- Coffee shops
- Day care centers
- Small grocery/pharmacy stores
- Small restaurants, fast food, etc.



Figure 5-25 An example of neighborhood retail

Downtowns are the heart of a city and having a healthy heart is essential to having a strong city. A city's downtown area has an important and unique role in economic and social development. Downtowns create a critical mass of activities where commercial, cultural, and civic activities are concentrated. This concentration facilitates business, learning, and cultural exchange. The city of East Mountain doesn't have civic core and downtown area. The City hall area, the 10-acres City-owned property and the existing abandoned school and teachers' house could provide an appropriate place for defining downtown area and community center. Community centers will be based on the concepts of mixed-use, community design and inclusion of open spaces to create active spaces for community.

It can include local business like "mom and pop" shops, flea markets, bed and breakfast, coffee shops, restaurants, personal services, small professional offices. They may also include non-commercial uses such as public library, church, city hall, police department and public spaces.

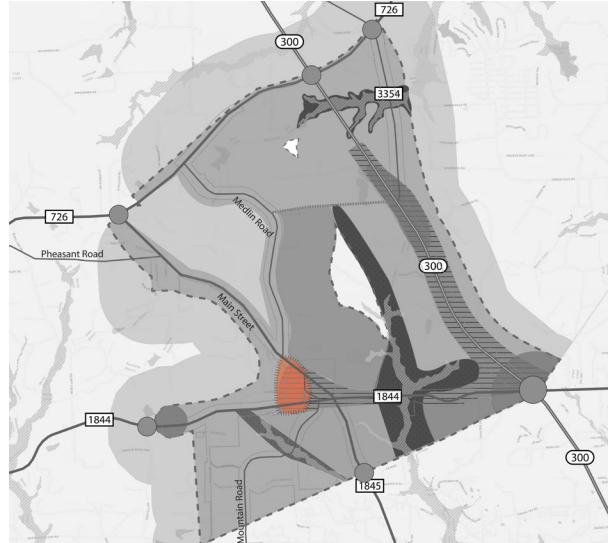


Figure 5-26 Map showing proposed Downtown area



Figure 5-27 An aerial view of existing condition

## Parks/Trails .....

Examples of possible downtown styles



One of the defining features of this plan is the Park/Recreational space in the center of the city. Floodplains predominantly comprise this central green space. This area could be developed into a system of trails and parks. As such, development other than Park/Recreation/Open space would be costly. As minimal utilities and/or structures would have to be installed, the creation of a park would be a low-cost investment. The area is not suitable for much else and it maintains the rural and natural “feel” that residents like about living in East Mountain.

This public green space is an additional attraction that will serve both as a health and fitness opportunity (which are currently rare or nonexistent given the lack of sidewalks and general businesses within East Mountain) and as a reason for visitors (i.e. residents from Longview or Gilmer) to come to East Mountain and visit the natural landscape especially if trails can be extended south toward Longview and north toward Gilmer. Such trail infrastructure would promote East Mountain as a destination for hikers and outdoor enthusiasts.

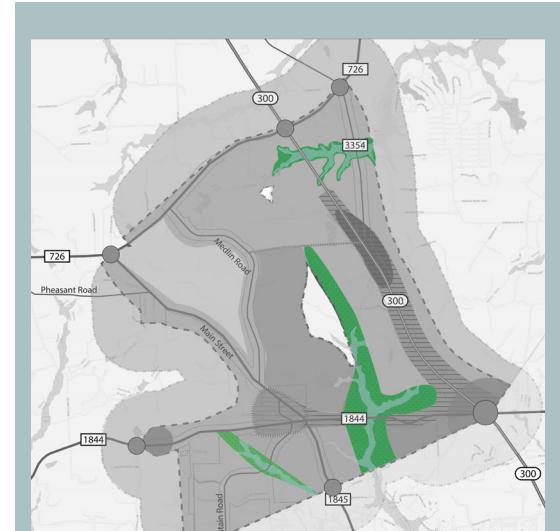


Figure 5-28 Map showing proposed Parks and Trails



Figure 5-29 Examples of floodplain trails

## 5.6 RECOMMENDATIONS



### Goal 1: Encourage an overall efficient and compatible land use pattern

- Promoting development that is compatible in character with the surrounding context.
- Minimize impacts and encroachments of incompatible land uses
- Considering proper transitions and buffering between established neighborhoods and adjacent commercial areas.
- Establish zoning and appropriate development standards pertaining to lot sizes, open space, buffers, road connectivity, etc.



### Goal 2: Strengthen East Mountain's image, identity and character to foster a distinctive and appealing place to live

- encouraging innovation among forms of development that maintain and enhance community character and that conserve land and natural resources, consistent with market demand.
- Develop community gathering places for enhancing sense of belonging and using community power
- use the potential of existing natural resources and rural beauty to define parks and recreational spaces



### Goal 3: Develop a land-use pattern that attracts investment and opportunities to diversify the tax base

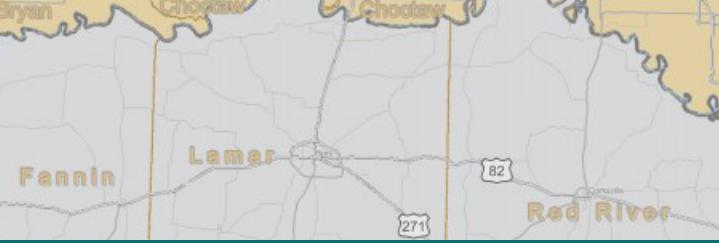
- Encourage neighborhood retail nodes to develop at key intersections
- Redefining the city limit to include more space for future development and investment
- Encourage local businesses to expand in order to support local economic growth
- Identify new locations for investment and provide appropriate infrastructure and development regulation for attraction new projects.
- Encourage commercial activities to locate along major roads
- Incentivize urban area infill and redevelopment, where appropriate
- Allow medium density uses to be permitted in proper areas.



### Goal 4: Create places where people want to be.

- Having a connectivity to the surrounding context
- Create a strong identity to evoke an emotional response and foster a sense of belonging
- Paying attention to provide places which contribute towards residents' health and well being

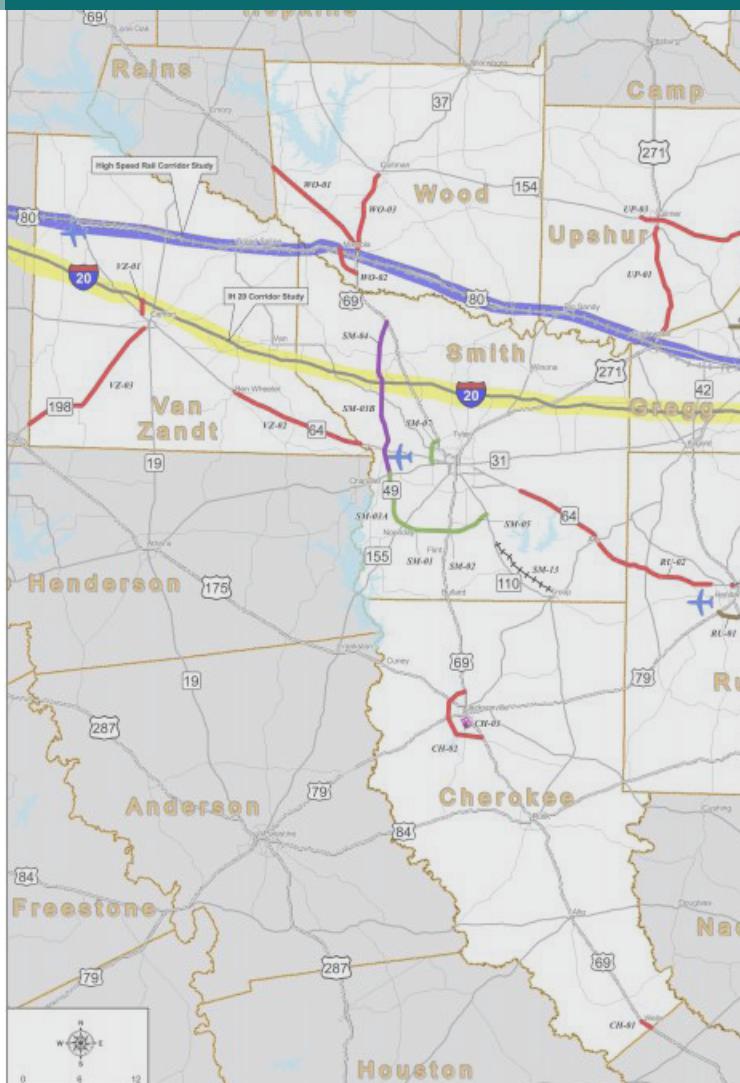
# TRANSPORTATION



## CHAPTER

# 6

- 6.1 Introduction
- 6.2 Current Transportation System
- 6.3 Identified Issues & Needs
- 6.4 Review of Regional Transportation Plans
- 6.5 Recommendation
- 6.6 Design Guidelines for Transportation Network



## 6.1 INTRODUCTION

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

## 6.2 CURRENT TRANSPORTATION SYSTEM

### Roadways.....

The functional classification of streets provides the circulation of traffic in a hierarchy of movement from one classification to the next. Functional classes can be subdivided further into major and minor designations. Based on TxDOT Functional Classification, East Mountain has four general roadway classifications based upon a hierarchical function which include:

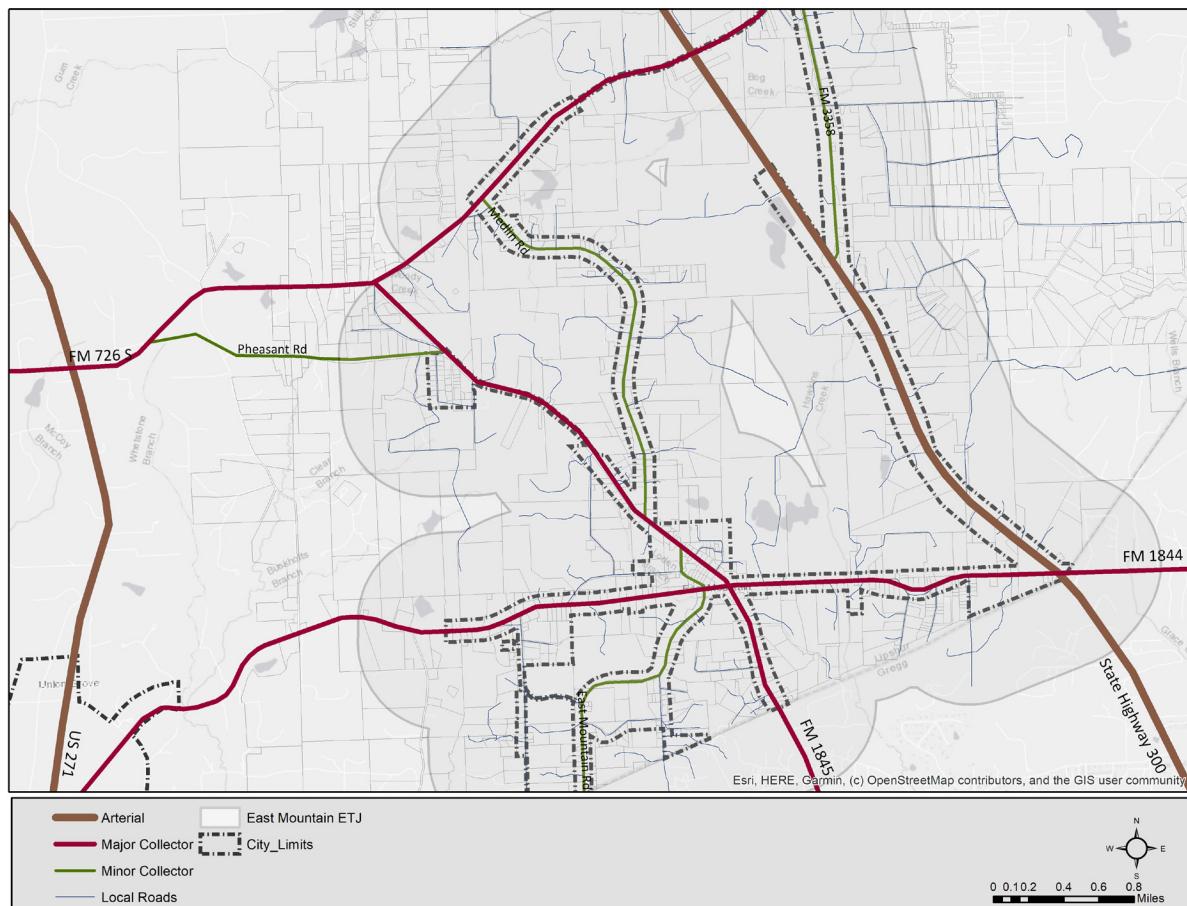


Figure 6-1, East Mountain Road Network Map

## Principal Arterial

Four-to six-lane divided roadway within 120' ROW. These streets are designed to provide a high degree of mobility, service relatively high traffic volumes, have high operational speeds, and service a significant portion of through travel.

State Highway 300 or SH 300 is a Texas state highway that runs from Longview northwest to Gilmer. It is also known as Gilmer Road in Gregg County. SH 300 begins at an intersection with U.S. Route 80 on the west side of Longview and travels northwest through residential sections of the city. The route continues to the northwest, defining the east corner of East Mountain before reaching its terminus at U.S. Route 271 and State Highway 155 on the far southern edge of Gilmer. The route travels nearly 19 miles. It is the only Highway which is running through East Mountain, so we can consider it as the most important arterial route that connects the City to the neighboring cities (Longview, Gilmer). (image Texas map 300)

U.S. Route 271 (US 271, US-271) is a north-south United States highway. It went from bi-state route (Arkansas and Oklahoma) to a tri-state route (Arkansas, Oklahoma and Texas). It doesn't touch East Mountain, but it transfers the main traffic from Central and North Texas to the area through its intersections with IH-20.

The other roadways connect or stem from these regional highways which help distribute traffic to the local collectors and streets



Figure 6-2, State Highway 300, Principal arterial

## Major Collector

Major Collectors are three and two-lane undivided streets serving as connections between arterials and local roadways. These streets range between 48-38' of pavement within an 80' ROW. In the rural environment, Collectors generally serve primarily intra-county travel (rather than statewide) and constitute those routes on which (independent of traffic volume) predominant travel distances are shorter than on Arterial routes. Consequently, more moderate speeds may be posted. Farm to Market Roads are categorized in this classification. FM 1845 and FM 1844 serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system.

Farm to Market Road 1845 (FM 1845) is a north-south Farm to Market Road running from U.S. Highway 80 (US 80) in Longview northwest to FM 726 north of East Mountain. It is known as Pine Tree Road in Long View and Main street in East Mountain.

Farm to Market Road 1844 (FM 1844) is an east-west Farm to Market Road, running from U.S. Highway 271 (US 271) in Union Grove east to US 259 near Judson and passing through the spatial center of East Mountain. The intersection of FM1844 and FM1845 creates an important node which could act as a city center in the future.

Farm to Market Road 726 (FM 726) is an east-west Farm to Market Road. It runs from French Creek US 271 to FM 729. This road defines the northern border of East Mountain.



Figure 6-3, FM 1844, Major collector

## Minor collector

Similar to the major collector, this road type serves to provide for collection and distribution of traffic. This road connects major collectors to each other. Generally, Major Collector routes are longer in length; have lower connecting driveway densities; have higher speed limits; are spaced at greater intervals; have higher annual average traffic volumes; and may have more travel lanes than their Minor Collector counterparts.

FM 3358, Medlin, East Mountain and Pheasant roads are acting as Minor collectors.



Figure 6-4,Medlin Rd, Minor collector

## Local Roads

This type of road serves primarily to provide access to adjacent land and provide service to travel over short distances as compared to higher classification

## Airports

There is no Airport located in the city of East Mountain. Larger air carrier and passenger facilities is doing with the East Texas Regional Airport which was constructed in 1945. The airport is located 19 miles south east of East Mountain. Currently, this general aviation airport serves a variety of needs. The airport is used for military training operations as well. Commercial travel is provided through American Airlines with service to and from the Dallas-Fort Worth International (DFW) Airport twice a day

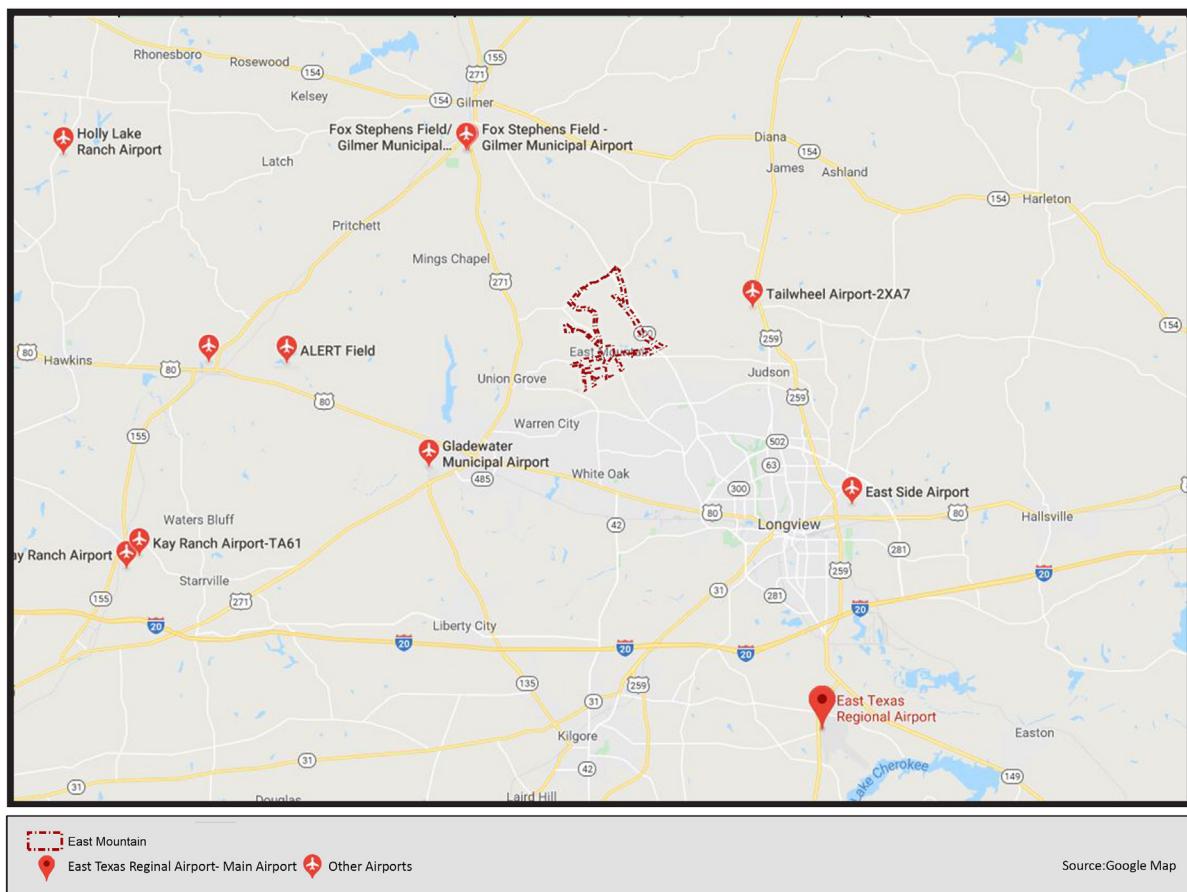


Figure 6-5,Airports

## Rail .....

Union Pacific Railroad (UP), a freight-hauling railroad is passing 6 miles from the southwest of East Mountain paralleling US Hwy 80 and 155. Amtrak's Texas Eagle line is crossing through the same route and provide services for passengers from Longview to Chicago, Dallas, and San Antonio with connections to Los Angeles. Some studies have been done by NETRMA to discuss potential linking of East Texas and Louisiana to the DFW metropolitan area. This new east-west corridor will link the east Texas communities with the DART transit system and the Shreveport-Bossier Area.

There are currently two studies underway to examine the feasibility of such a connection. The first is the Amtrak Corridor Study, conducted by East Texas Corridor Council (ETCC), TxDOT, TLRC, and East Texas Council of Governments. This study is examining capital and operating requirements for the addition of two round trips within the corridor. The second study, the TxDOT Statewide Ridership Analysis, is evaluating transit connectivity and level of service operations.

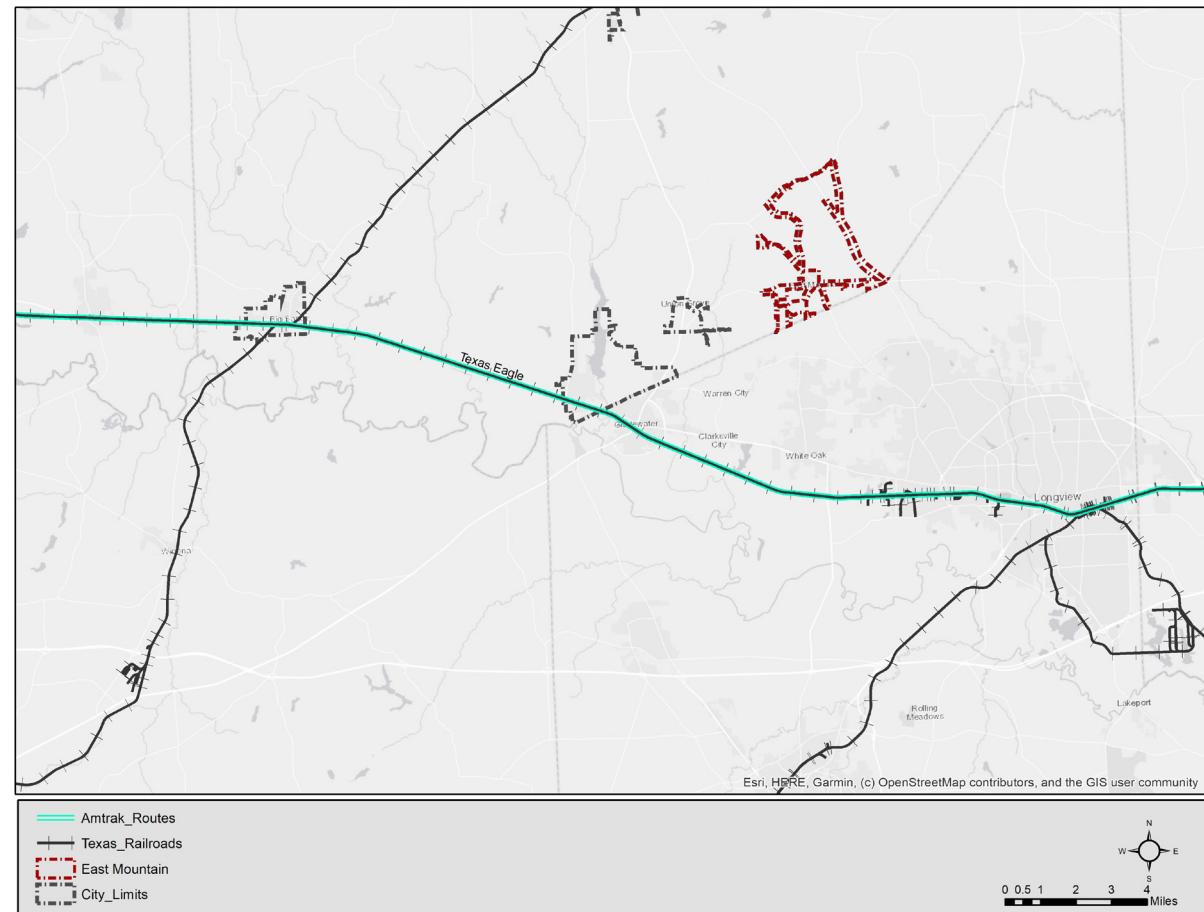


Figure 6-5, Railroads

## 6.3 IDENTIFIED ISSUES & NEEDS

The town does not have a paved sidewalk on its roads. There is just natural shoulder of a road which is not appropriate for walking or cycling. Since the city has a charming natural environment, it could provide a pleasant opportunity for recreational walking include trails and greenways.

Through analysis and several site visits as well as interviews and public input, the planning team was able to identify several transportation issues that the city should address:

- Absence of crosswalks and sidewalks that promote pedestrian safety
- Aging roadway infrastructure that requires maintenance, especially as the community continues to grow and additional housing is being developed
- Lack of legible signage
- Absence of any public transit service to get access to nearby activity centers



Figure 6-6, No sidewalk on main roads



Figure 6-7, No sidewalk and crosswalks



Figure 6-8, Small illegible road sign



Figure 6-9, Poor road condition



## 6.4 REVIEW OF REGIONAL TRANSPORTATION PLANS

According to The North East Texas Regional Mobility Authority (NET RMA) website, Toll 49 is the proposed corridor in North East Texas connecting Tyler, Longview and Marshall and is the NET RMA's top priority project. This project is comprised of three previously unrelated projects; Toll 49, a TxDOT project, the proposed outer loop around Tyler, Texas which has been in the planning stages for over 30 years; the Longview Outer Loop, a proposed project that has conceptually been known as the East Texas Hourglass (ETHG), with connection to Marshall and the US 59/I-69 corridor; and the Lindale Relief Route, an extension of Toll 49 from I-20 west of Tyler to US 69 north of Lindale. Toll 49 has been broken into segments for further project development.

Segment 7 which is not accurately established yet but the possible location will pass through the north of East Mountain and if it happens, it would have an incredible impact on East Mountain growth pattern.

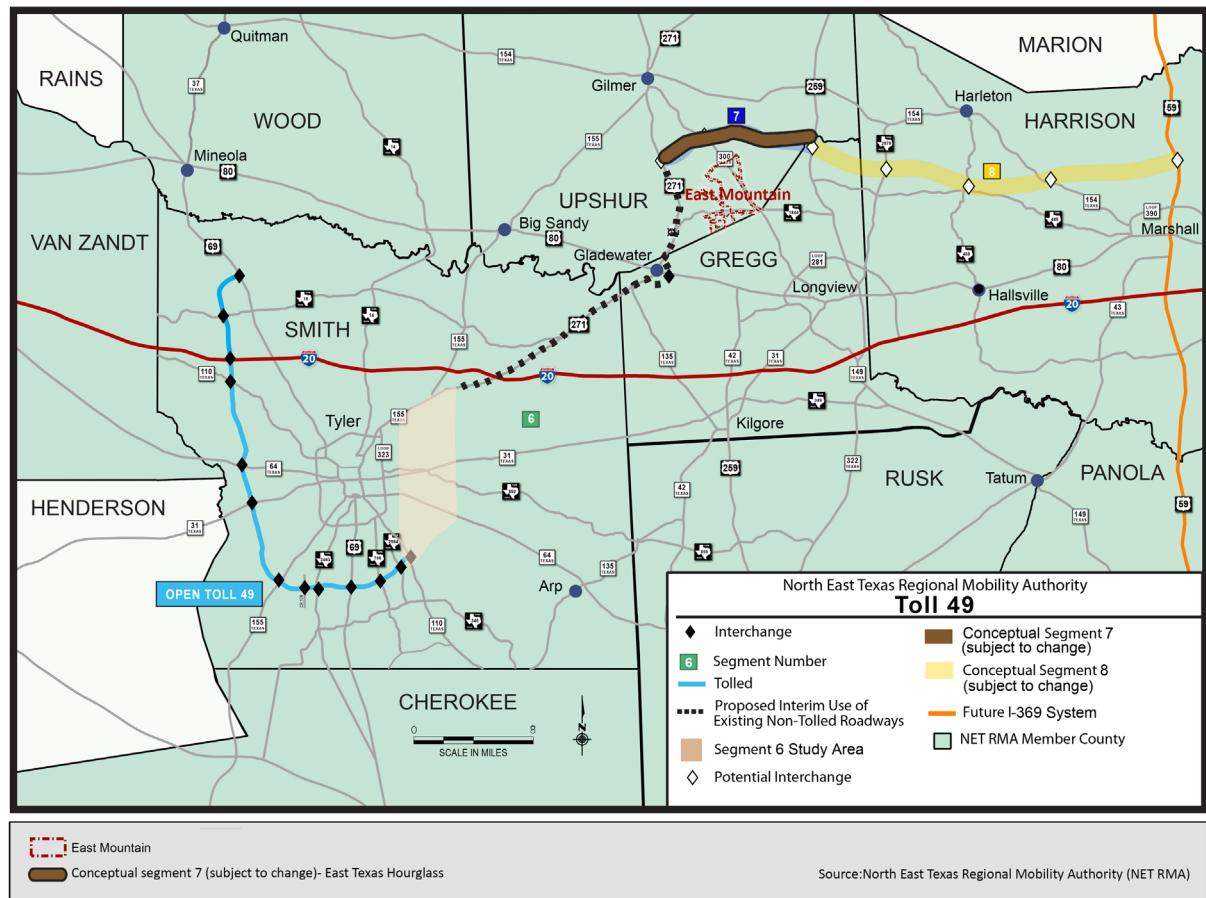


Figure 6-10, East Texas Hourglass

# 6.5 RECOMMENDATIONS



## Goal 1: Improve condition of roads

- Use street funding strategically to rebuild all streets that have the lowest condition rating.
- Upgrade existing roads to current standards according to functional street system classification to the extent practical when repaving or reconstructing those roads
- Identify and define minimum design and construction standards
- Require road impact fees or special assessments for any new development projects that place a burden on or require the upgrading of town roads.
- Maintain implementation priorities for all street improvements through a capital improvement planning process.



## Goal 2: Develop an efficient, safe roadway and transportation system that provides access to all parts of East Mountain and adjacent cities

- Coordinate with the county and/or adjacent cities, counties or agencies to ensure appropriate transportation system connections and as necessary, coordinated response to system needs.
- Discourage use of local roads for through traffic by using techniques such as signage, speed zones, and weight limits.
- Support improved wayfinding signs at intersections to better direct visitors and residents

- Develop gateway and main corridor standards and themes that generate a positive first impression.
- Coordinate with local Independent School Districts to provide an effective transportation system
- Provide and support additional transportation options for all town residents especially for seniors and those unable to drive
- Explore ridesharing transportation provider services



## Goal 3: Provide safe walking and biking opportunities

- Plan future transportation improvements and land use development at the same time and support a diversity of land uses within walking and biking distance of residential areas
- Utilize existing major flood zones and/or other open space connections for installing the trail system.
- Identify ideal locations and implement sidewalks along key local streets, collectors and arterial streets leading from neighborhoods to all recommended parks and services within walking distance.
- Enhance the safety pedestrian crossing of major thoroughfares and other high traffic volume streets by providing accessible pedestrian signals
- Accommodate bicycle traffic on less traveled town roadways
- Encourage friendly, walkable environment within community center area by offering incentives to developers



## Goal 4: Monitor development of potential northern loop and work with federal and state transportation agencies to integrate into East Mountain's transportation network

# 6.6

## DESIGN GUIDELINES FOR TRANSPORTATION NETWORK

Design and construction standards can vary, especially as traffic volumes increase, but the overall goal should be to provide a safe, economical, and low-maintenance road system that is designed and constructed to meet the needs of the users. The use of a particular cross-section, either rural or urban, should be decided with consideration for the desires of the developer and the location of the road with respect to the designated growth area of the nearest urban area.

Although roadways that are within city limits should follow the standards of urban roadways, most of East Mountain roads are in conformance with the rural roadway characteristics. There are limited curb and gutter design which are installed on the main intersections (300- FM 1844 & FM1845-FM 1844)

According to the proposed future land use policy, the city of East Mountain needs to plan to upgrade some roads as well as add more roads to potential development areas to improve connectivity through the city. From the review, a designated growth area is established. It is recommended that developments within the designated growth area (downtown and civic

core) of a city use the roadway standards that include an urban cross-section with storm sewers and sidewalks. Once the roadways are properly-constructed to the appropriate local or collector standards, they should be dedicated as public right-of-way, and the county should accept them for maintenance. The map shows proposed Thoroughfare Plan and designated growth areas which need upgrade. Cross- sections illustrate desirable design guidelines for designated areas.

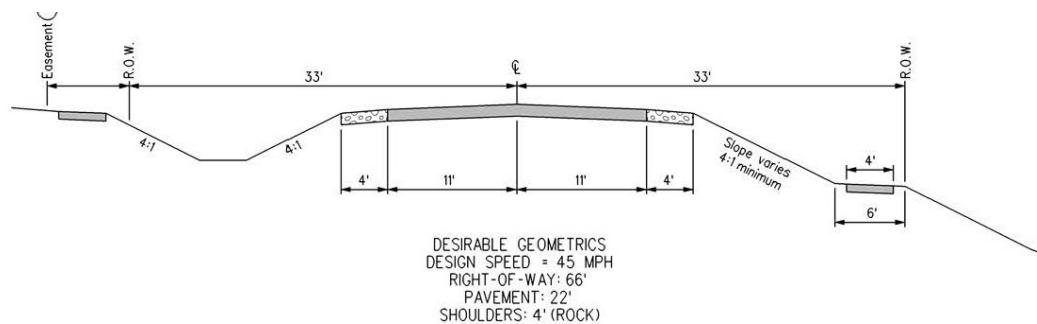


Figure 6-11, Desirable Rural local street section

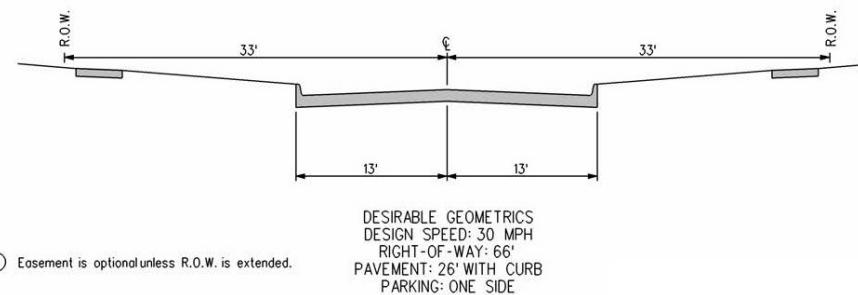
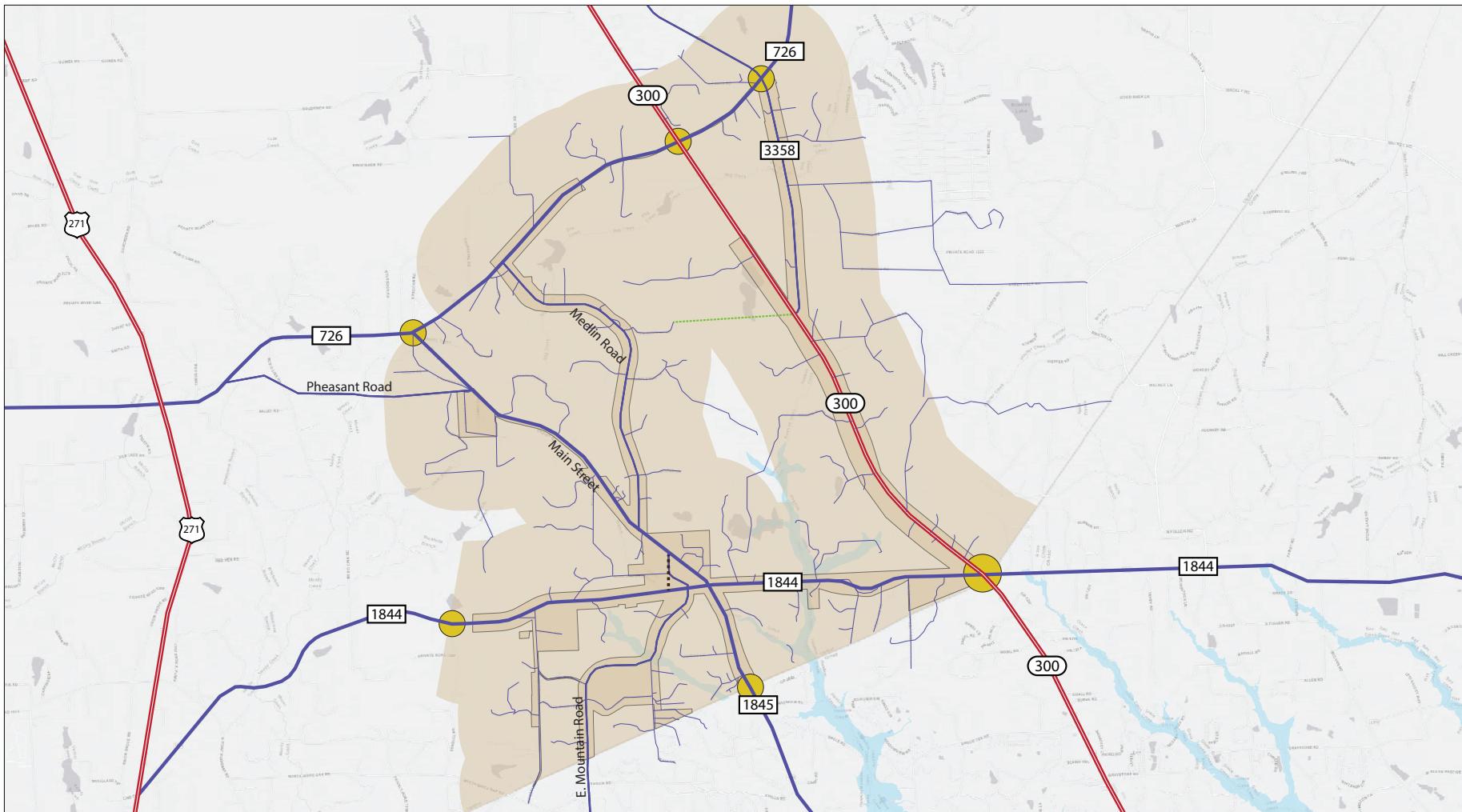


Figure 6-12, Desirable Urban local street section



### THOROUGHFARE PLAN

- |                |                             |              |            |
|----------------|-----------------------------|--------------|------------|
| Highway        | Local Road                  | Entry Point  | Floodplain |
| Major Arterial | Proposed Road               | City Limits  |            |
| Minor Arterial | Proposed Pedestrian Pathway | ETJ Boundary |            |

### Comprehensive Plan East Mountain, TX

0 0.2 0.4 0.8 1.2 1.6 Miles



# PARKS & OPEN SPACES

CHAPTER

7

- 7.1 Introduction
- 7.2 Needs Assessment
- 7.3 Current Situation
- 7.4 Best practices
- 7.5 Recommendation



## 7.1 INTRODUCTION

Parks and open spaces provide physical, social, psychological, and economic benefits, along with aesthetic and environmental advantages to communities of all sizes. With increased attention focused on park planning at the turn of the 20th century, city planners asserted that parks should no longer be viewed as amenities, but rather necessities. (The Trust for Public Land, 2006) Research has shown that the quality of a city's environment - such as climate, park space and natural resources - plays a significant factor in attracting new residents. According to the American Planning Association (APA), there are four main benefits of parks:

1. Parks provide people with contact with nature, known to confer certain health benefits and enhance well-being.
2. Physical activity opportunities in parks help to increase fitness and reduce obesity.
3. Parks resources can mitigate climate, air, and water pollution impacts on public health.
4. Cities need to provide all types of parks, to provide their various citizen groups with a range of health benefits.

Although Parks and open space are necessary to the health and wellness of communities, smaller towns with limited resources must often deal with more pressing issues before grappling with parks. East Mountain is a small town without any parks or open spaces. So, it needs to take advantage of its natural features to respond to the needs of current and future residents. In order to effectively plan for parks, recreation, and open spaces, first, it is necessary for East Mountain to assess its current and future needs for parks, recreation and open spaces.

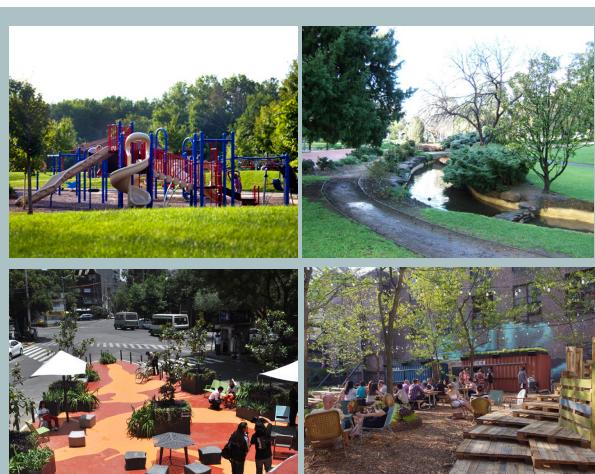


Figure 7-1, Examples of Parks and Open Spaces

## 7.2 NEEDS ASSESSMENT

A needs assessment is an objective planning tool to determine whether parks and trails are being effectively supplied to meet the needs of the community. The information being assessed is based upon existing conditions, community input, community resources and area trends. Results are then matched with available lands and future amenities to determine current and future needs. The desires and deficiencies identified form the basis for park and trail recommendations. There are three approaches that follow Texas Parks and Wildlife Department's Master Plan Guidelines' approach for needs assessment. The three methods are demand-based, standard-based and resource-based.

### Demand-Based Assessment.....

The demand-based approach is the reflection of a community's needs. It essentially relies on public input as determined through various community engagement channels. In this case, community engagement included steering committee meetings and online surveys. According to the community survey results, residents strongly indicated that they would like to maintain East Mountain's natural

and rural environment. On the other hand, the survey also identified a general desire for parks and recreation facilities.

## Standard-Based Assessment.....

The standard-based assessment uses established guidelines set by the National Recreation and Park Association (NRPA). A Level of Service (LOS) is described for park types and how they serve the community. LOS figure represents a specific acreage of parkland, facility or number of parks needed per given population or area. The Table below contains service area standards for location and size criteria of different classifications of parks as recommended by the NRPA National Recreation and Park Association. We just select type of open spaces which are better align with the community's goals, local challenges and trends.

CLASSIFICATION	GENERAL DESCRIPTION	LOCATION CRITERIA	SIZE CRITERIA	ACRES / 1,000 POP
Mini-Park	Used to address limited, isolated or unique recreational needs.	Less than $\frac{1}{4}$ mile distance in residential setting.	Between 2500 sq. ft. and one acre in size.	0.25 to 0.5 A
Neighborhood Park	Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation.	$\frac{1}{4}$ - to $\frac{1}{2}$ -mile distance and uninterrupted by non-residential roads and other physical barriers.	5 acres is considered minimum size. 5 to 10 acres is optimal.	1.0 to 2.0 A
Community Park	Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.	Determined by the quality and suitability of the site. Usually serves two or more neighborhoods and $\frac{1}{2}$ to 3-mile distance.	As needed to accommodate desired uses. Usually between 30 and 50 acres.	5.0 to 8.0 A
Natural Resource Areas	Lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering.	Resource availability and opportunity.	Variable.	Variable.
Greenways	Effectively tie park system components together to form a continuous park environment.	Resource availability and opportunity.	Variable.	Variable.
Sports Complex	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community.	Strategically located community-wide facilities.	Determined by projected demand. Usually a minimum of 25 acres, with 40 to 80 acres being optimal.	Variable.
Park Trail	Multipurpose trails located within greenways, parks and natural resource areas. Focus is on recreational value and harmony with natural environment.	<ul style="list-style-type: none"> <li>· Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists / in-line skaters.</li> <li>· Type II: Multipurpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters.</li> <li>· Type III: Nature trails for pedestrians. May be hard or soft-surfaced.</li> </ul>	Variable.	Park Trail

Table 7-1, Recommended classification system for local and regional recreation open space and trails by NRPA

The following table shows parks' categories which could be appropriate for city of East Mountain. Note that the NRPA standards provide wide flexibility for communities, recognizing the unique circumstances presented by each individual community location.

Park Type	Existing Park Acres	NRPA Recommended Acres per 1000 persons	Current level of service per 1000 persons	East Mountain's Recommended Acres per 1000 persons	Park Acres Needed for 2017 Population	Park Acres needed for 2040(Min Pop Growth)	Park Acres needed for 2040(Max Pop Growth)
Mini-Park	0	0.25 to 0.5	0	0.5	0.63	1.0	1.6
Neighborhood Park	0	1.0 to 2.0	0	2.0	2.52	4.1	6.2
Community Park	0	5.00 to 8.00	0	8.00	10.06	16.5	24.8
Greenways	0	Varies	0	Varies			
Total	0	6.25 to 10.5	0	10.5	13.21	21.7	32.6

Table 7-1, Recommended classification system for local and regional recreation open space and trails by NPRA

## Mini Park

A mini park is a small public park that serves up to a 1/4-mile radius and is normally located within a residential area. Mini parks generally range in size from 2,500 square feet to one acre and usually contain a playground and picnic area. Many of these are built by developers and can be operated and maintained by a homeowner's association. Requiring park land or facility dedication as a part of East Mountain's subdivision ordinances can assist over time with the creation of these types of parks as new subdivision are built.

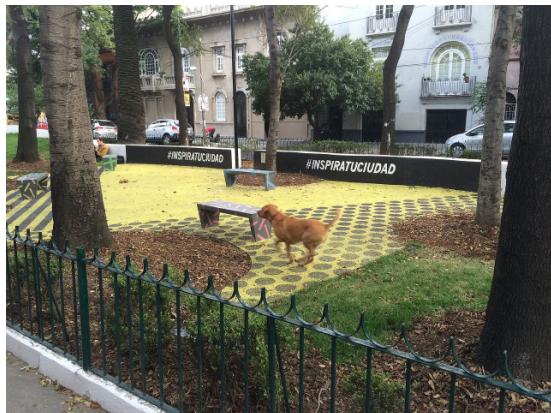


Figure 7-2, pocket park in Mexico City



Figure 7-3, Grand Forks Herald

## Neighborhood Parks

These medium-sized parks are generally centrally located within a neighborhood. Neighborhood parks address an isolated development, limited population or small group of residents. Thus, these types of parks generally only serve a single neighborhood unit. They can serve as a neighborhood's center to define character or as a place-making element. In addition, neighborhood parks can be used as a neighborhood stabilization technique to increase branding, property values and the livability for specific neighborhoods. These parks should be very accessible.

Neighborhood parks generally have more targeted programming than community parks and provide close-to-home park services. They can offer a range of passive and active recreational amenities from playgrounds to sports courts, to trail access and areas for family functions. Neighborhood parks are not usually designed for heavy use by organized team sports, but are used as play spaces for children and gathering places for families and friends to socialize.

Again, park dedication requirements and careful review of planned developments can assure that new and infill developments have adequate neighborhood park facilities.



Figure 7-4, Commodore Park, CA

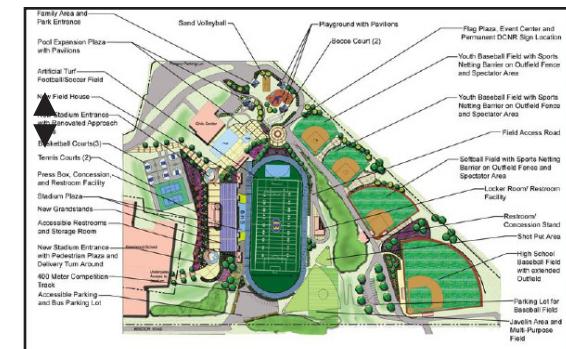


Figure 7-5, Conceptual community park

## Community Parks

Community Parks are larger in size than neighborhood parks. Their focus is on serving a broad population to meet the recreational needs for several neighborhoods or a large geographic section of the community. Community parks include a wide range of active and passive recreation opportunities. They can help to provide those recreational needs not featured at neighborhood parks. These parks may also serve to preserve natural resources including creeks, streams, slopes, greenbelts or floodplain areas. Community parks consist of amenities for all user groups and should include facilities for organized team sports. Community parks can also include an array of special recreational amenities like sports complexes, a trail network, fitness-focused equipment and educational facilities.

Generally, community parks must be bond funded for land acquisition and facility development.



## Linear or Greenway Parks

Linear or greenway parks are lands set aside for preserving natural features, man-made resources, unique landscapes, open space or visual aesthetics. These areas can serve as trail corridors and passive recreational amenities. In addition, these systems are used to protect wildlife and natural processes or provide for floodways or drainage.

Linear or greenway parks can help create site amenities for adjacent uses and should be thought of as a community asset. Maintenance is generally not a major factor as much of the space is non-programmable. However, occasional maintenance and safety checks will be needed. These types of recreation areas have many important functions including connecting parks and points of interest within the City. Also, they emphasize natural environments while allowing for uninterrupted pedestrian movements throughout the City. Finally, they provide a unique sense of place and can enhance property values. Resource availability and natural corridors are the primary determinants for locations. Coordination with future trail locations and neighborhood access will also be major factors.

## Resource-Based Assessment .....

The resource-based assessment is the third analysis for the needs assessment. This exercise recognizes key physical, man-made or natural resources within the community. For each element, opportunities with the resource and how the feature can play a future role in the park system.

### Floodplains

The East Mountain ETJ contain large amounts of floodplain and greenbelt areas. Many of the areas have significant natural features including tree coverage, creeks, ponds and natural drainage ways. Land designated as floodplain is typically difficult to develop with increased development costs and environmental concerns regarding preservation and protection of wetlands. As illustrated on Figure 7-6, floodplains make up approximately 330 acres of the city ETJ. The floodplains are home for natural processes such as flood protection, wildlife habitat and water quality filtration. Future efforts should respect the floodplains and recognize their unique opportunities for recreation. East Mountain should take advantage of existing floodplains on many levels.

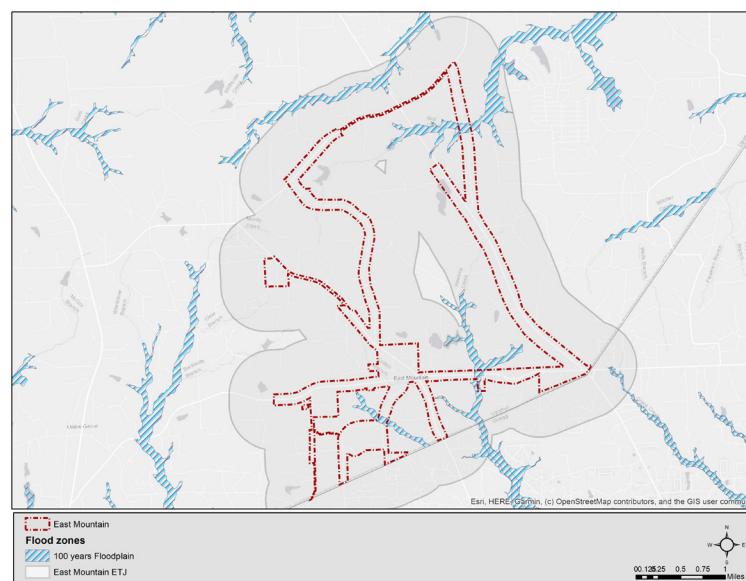


Figure 7-6, East Mountain Floodplain

# 7.3

## CURRENT SITUATION

As mentioned above, East Mountain doesn't have any kinds of Parks or open spaces. The City of East Mountain recently has acquired 10 acres south of the city hall for a park project. This acreage could act as a neighborhood park because, according to the NRPA recommended classification table, 10-acres of land could be matched with neighborhood park criteria. The following are some principles and consideration for Neighborhood parks:

### **Size, Service Area and Service Levels**

Neighborhood parks should be between two and ten acres in size; however, they can be greater in size than ten acres depending on function, surrounding development and land attributes. Their service area includes 0.5 mile radius. The recommended service level is 2.0 acres of neighborhood parks per 1,000 residents.

### **Locations and Site Selection**

Neighborhood parks are best located near the geographic center of a residential areas or central to several neighborhoods. While population densities play a role in their position in the community, their location selection is often justified upon spatial need based on a 0.5 mile service area.

Generally, neighborhood parks should not be located along heavily traveled streets.

Accessibility by way of trails and sidewalks or low-volume residential streets increases use and viability. The park should have adequate soils for sustaining plantings. Generally, their sites should be a gentle slope to increase usability and should properly drain to allow safe use. Street access should be required on at least one side of the park. Placement near greenbelts and trail corridors will help to provide trail access and connectivity to parks throughout the community's system.

When possible, new parks and park expansions should consider park visibility from adjacent roadways. In some cases, existing parks could be expanded towards major roadways as a place making technique and revitalization effort.

### **Development Considerations**

- Additional resident input may be considered during design phases
- Some vehicular surface parking, in addition to on-street parking, may be needed and should be based on the individual park design, users and programming
- Safe pedestrian access should be provided to the park and include safe internal circulation
- Trail access should be provided when adjacent to trail corridors
- Protection from the sun should be considered through shade structures or trees
- Facilities should have aesthetic landscape plantings

**Common neighborhood park features include:**

- Meandering walking paths/ trails
- Natural settings
- Playscapes (appropriate for various ages)
- Linkages to other neighborhood
- Infrastructure and trails
- Benches
- Signage
- Lighting
- General open spaces
- Views of Nature
- Picnic tables
- Dog bag stations, if appropriate
- Pavilion(s)
- Courts
- Open access ball/ sports fields
- Trash receptacles
- Limited parking spaces

Based on the total area of park and open spaces which is required for the future needs , 32.6 acres, the city of East Mountain needs to anticipate more parkland in the future development. Also, as the map shows, since the city is scattered and the service area for neighborhood park is 0.5 mile, this proposed park covers only a small part of the city.

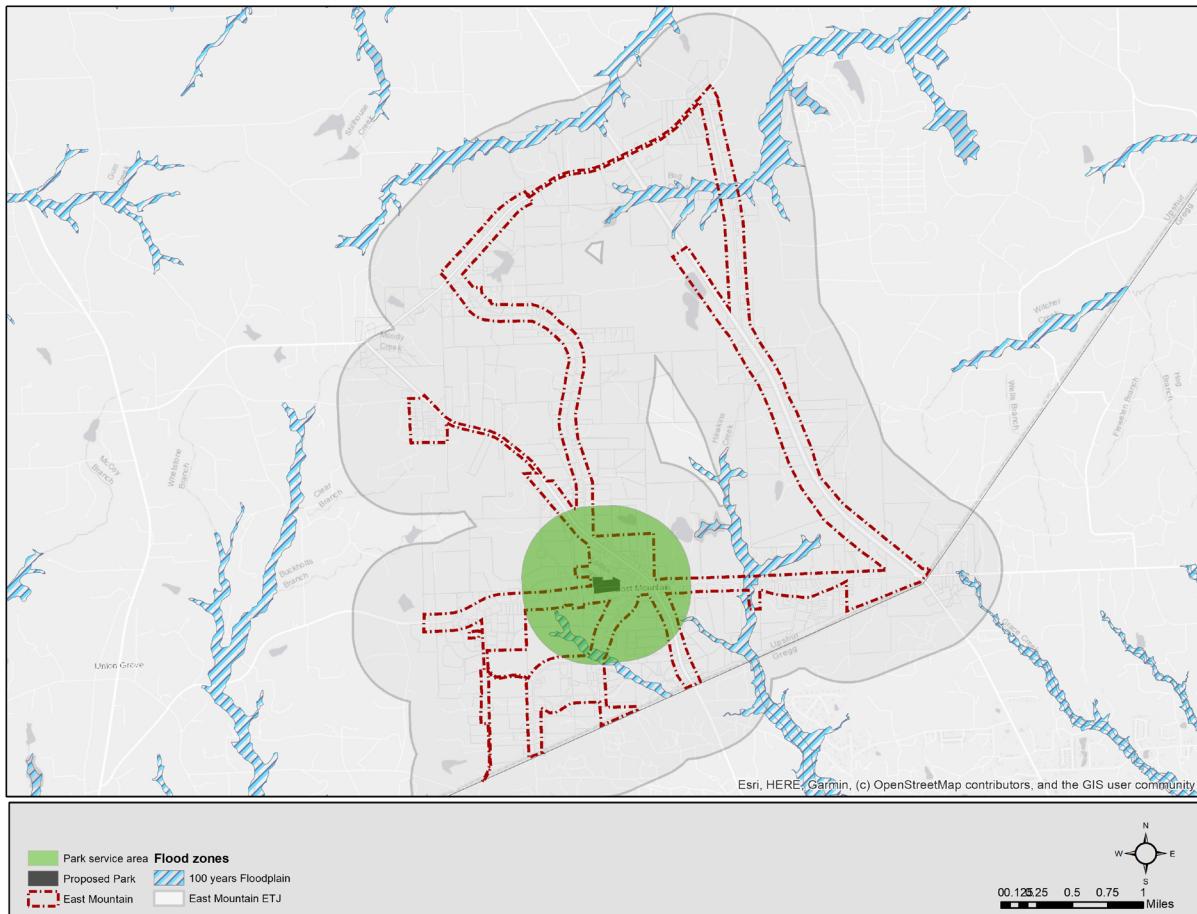


Figure 7-7, Future Park Service area

## 7.4 BEST PRACTICES

The following are some good examples of small parks (10-15 acres) which provide a central civic plaza in the small and mid-sized cities.

### **Community park, Louisville, Colorado .....**

The Community Park in Louisville, Colorado, is a good example of arranging multiple uses radiating from a central hub. The 11-acre downtown park features a central civic plaza, picnic pavilion, and playground area that link other elements such as a dog park, basketball courts, a performance amphitheater, and a multipurpose field. Louisville residents wanted a community space for walking while keeping tabs on one child at the playground and another at the BMX dirt-bike hill. They wanted to play bocce or horseshoes, or merely watch these games from the covered pavilion. Visitors find more activity areas clustered nearer the center, and fewer activities at the edges of the park. This layout allows park visitors to choose either active or pastoral space, or somewhere in between.

## TRAVIS PARK, SAN ANTONIO, TX.....



Figure 7-8,Community park, Louisville, Colorado



Since 1870, the 2.6-acre park has held concerts, hosted community gatherings, and served as a green oasis in the middle of a bustling downtown San Antonio. Today, the park is an urban destination that embraces its past and yet feels contemporary and dynamic at the same time. It is a multi-use space, to be enjoyed by people of all ages. It includes food trucks, umbrellas, movable tables and chairs, and ongoing public programming, such as fitness classes, historic tours, live music, free movies and game tournaments.

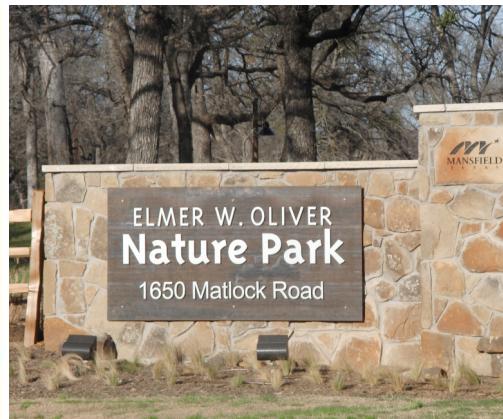


Figure 7-9, Travis park, San Antoni, TX

## Elmer W. Oliver Nature Park, Mansfield, TX.....

The Oliver Nature Park is one of examples of best practices used to create a network of green recreational spaces in wetlands.

The park is located at the intersection of two ecoregions: the eastern Cross Timbers and the northern Blackland Prairies. The 80 acres of the park contain several different ecosystems such forests, prairies, and riparian areas. Each section is unique in plant and animal life. The park is home to pond, forest, prairie, and Creekside habitats. It provide different experiences such as Flood Plain Boardwalk, Natural Amphitheater, Pond Life, Rocky Ford, Treehouse Overlook , Windmill and Wildflower area. The Flood Plain Boardwalk represents the floodplain levels of a 100-year flood. In the case of a flood like this, the water from Walnut Creek would submerge almost half of the park, up to this boardwalk. The boardwalk also allows you to walk out onto the prairie without damaging any of the dominant grasses and other plants that are adapted to living in this grassy area.



# 7.5

## RECOMMENDATIONS



### **G**oal 1: Develop a system of parks, trails, and open spaces that meets the needs of all East Mountain's age groups

- Provide a blend of passive and active parks and open spaces that fulfil the recreational needs of the City's residents in all age groups and abilities.
- Diversify the funding sources that support the City Parks and Recreation
- Support the development of athletic facilities that meet quality playing standards and requirements for all age groups and recreational interests



### **G**oal 2: Consider park, trail, and open space opportunities for floodplain and surrounding areas in south central East Mountain as a principal park and city amenity

- Develop, adopt, and implement a comprehensive and integrated trails, pathways, and community connections system plan for recreation and transportation uses
- Preserve natural open space, including areas with significant natural resource values,



### **G**oal 3: Develop a community core in central East Mountain with attractive streetscape landscaping, pocket parks, and plazas

- Develop community spaces that provide arts and crafts, music, video, classroom instruction, meeting facilities and other spaces for all age groups on a year-
- Provide programs, special events and facilities that promote a sense of community and stimulate socialization for the individuals and family.



### **G**oal 4: Connect East Mountain's park and trails network with those of surrounding communities, especially Longview

- Initiate joint planning and operating programs with other cities in the area to develop a network of trails and green spaces in the region
- Apply for grants and other funding opportunities that help cities to develop trails while also promoting conservation.
- Coordinate with other departments, local organizations, land preservation organizations and state agencies about assistance in parkland acquisitions.

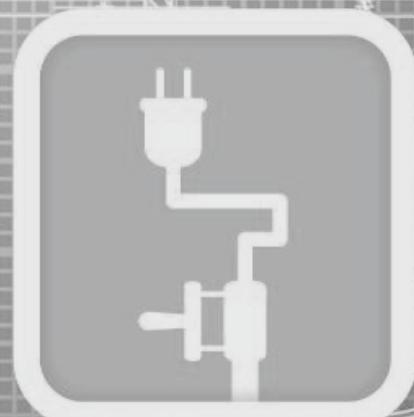
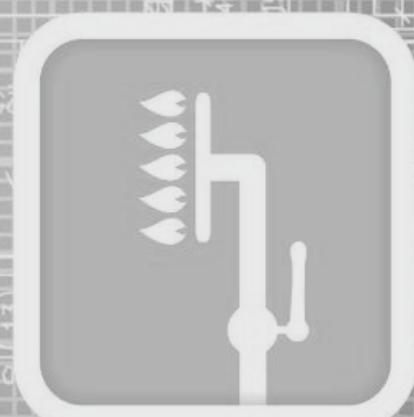


# UTILITIES & FACILITIES

CHAPTER

8

- 8.1 Introduction
  - 8.2 Utilities
  - 8.3 Community facilities
  - 8.4 Recommendation



## 8.1 INTRODUCTION

The community facilities, utilities and public services chapter of a comprehensive plan is a useful tool for community leaders to use for planning future needs of its population. These services are important for community members and affect quality of life. The community services that a town provides are often limited by its population. Because of the rural nature of the City of East Mountain, the services offered to residents are limited and often provided by neighboring communities. The Community Facilities and Utilities chapter will identify the provider of facilities and utilities to residents and identify future needs.

## 8.2 UTILITIES

### Water Supply.....

Currently, 16 regional water planning areas have been established by the Texas Water Development Board (TWDB) with its own defined boundaries. Each region must assess available supplies of water and projected demand and then find the means to meet the demand while maintaining current resources (Texas Water Development, 2016). The North East Texas Regional Water Planning Area (Region D) is 31,600 square miles in area. The City of East Mountain is in this region. Based on the Texas Water Development Board, Water supplies for Upshur County are met by surface water from Lake O' the Pines, Gilmer, and Gladewater Lakes and groundwater from the Carrizo-Wilcox aquifer. The Carrizo-Wilcox Aquifer is the most heavily utilized aquifer in the Region, producing approximately 66 percent of the total groundwater.

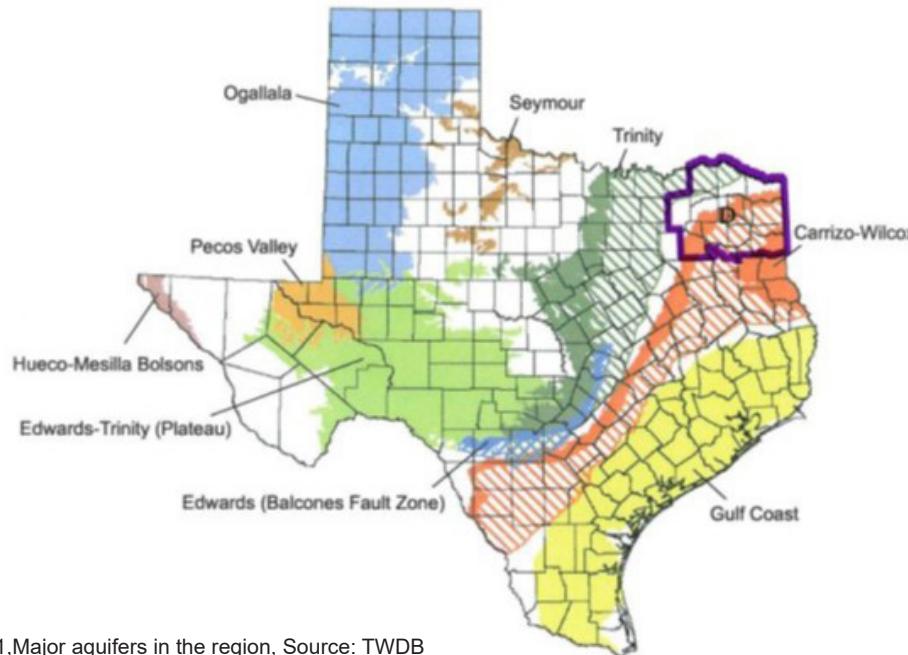


Figure 8-1, Major aquifers in the region, Source: TWDB

Water service Map shows the current water system for the City of East Mountain. There is just one water well within East Mountain that is concentrated in the north of the city and around road 726. If the city plans to grow toward the east or south, it will require additional infrastructure to service those areas. Water CCN Service Areas shows the City is providing water for an area out of East Mountain's ETJ and within Long view's ETJ, while is not covering the eastern part of East Mountain. Therefore, water service needs to be assessed to assure providing sufficient service to the all parts of the city. The table below shows the list of East Mountain wells

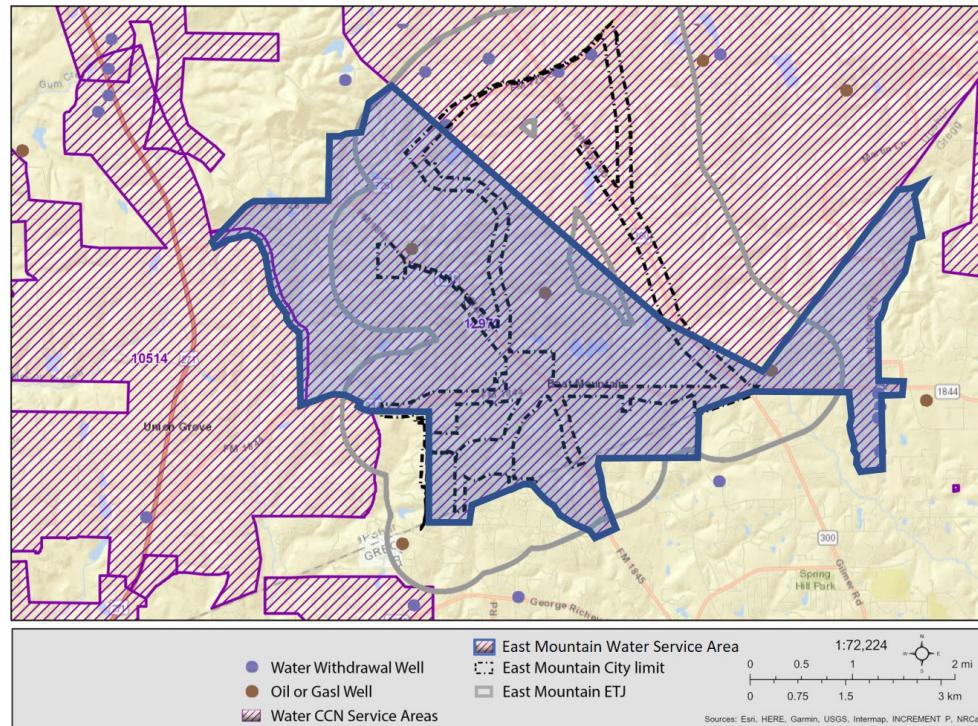


Figure 8-2, Water Service

Well Number	Location	Well type	Owner Name	Primary use	Elevation(ft)	Depth(ft)
3525301	City of East Mountain	Oil or Gas	Tullos Well A-1	NA	594	4160
3526101	City of East Mountain	Oil or Gas	Abney Well 1	NA	408	3726
3518703	East Mountain ETJ	Oil or Gas	B. M. Alfred Well 1	NA	351	3805
3518701	East Mountain ETJ	Withdrawal of Water	Glenwood Community Center	Unused	365	47
3518704	East Mountain ETJ	Withdrawal of Water	Glenwood WSC well #2	Public Supply	400	495
3518705	East Mountain ETJ	Withdrawal of Water	Glenwood W.S.C. well #1	Public Supply	392	529
3518702	City of East Mountain	Withdrawal of Water	City of East Mountain	Public Supply	430	610
3525601	East Mountain ETJ	Oil or Gas	Hampton Well 33	NA	425	3775
3526205	East Mountain ETJ	Oil or Gas	Clements Well 11	NA	462	3800

Table 8-1, East Mountain Wells list

## **Sanitary Waste Disposal Facilities.....**

The Town does not provide sanitary sewer service, nor does it intend to provide such services over the 20-year planning period. The disposal of domestic and commercial wastewater in the city is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. Many of the Town's existing systems were installed prior to 1970, when standards for on-site systems began to be strengthened and upgraded.

If East Mountain would continue using the septic system in the future, it would need to have a guideline to determine soil suitability in different areas within the city's ETJ. The septic system map(figure 8-3) shows soil suitability for on-site wastewater disposal systems in the East Mountain and its ETJ. The suitability classifications (from Very limited to Not limited) are derived from the Natural Resources Conservation Service (USDA). The septic system is a tool for assessing soil limitations for surface septic systems designed to treat household effluent. Suburban dwellings and farm and ranch homesteads, outbuildings, and recreational facilities require a means to safely dispose of effluent. The ratings are not intended to substitute for or replace the need for an onsite soil investigation to determine a site's soil restrictions and suitability. Soil

properties and site features considered are those that affect the absorption of the effluent, those that affect the construction and maintenance of the system, and those that may affect public health. Some soils are underlain by loose sand and gravel or fractured bedrock at a depth less than 2 feet below the distribution lines. In these soils, the absorption field may not adequately filter the effluent, particularly when the system is new; consequently, ground water supplies may be contaminated. Rating class terms indicate the extent to which the soils are limited. The "not limited" class indicates that the soil has no limiting features for the specified use. The "somewhat limited" class indicates that the soil has limiting features for the specified use that can be overcome with proper planning, design, installation, and management. The "very limited" class indicates that the soil has one or more very limiting features that can only be overcome with special planning, major soil modification, special design, or significant management practices.

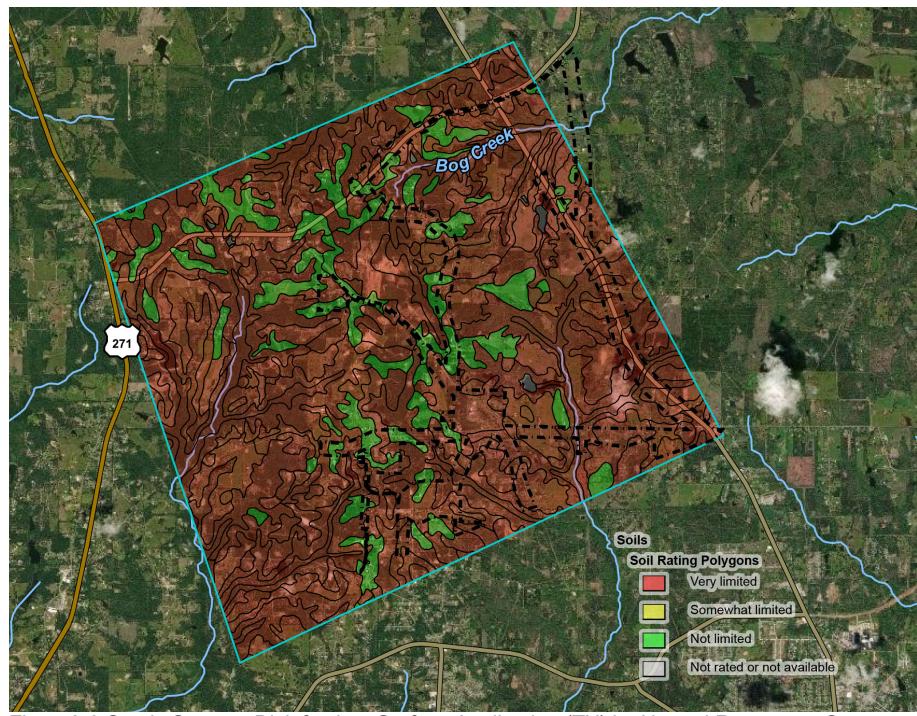


Figure 8-3, Septic System; Disinfection, Surface Application (TX) by Natural Resources Conservation Service

## Solid Waste Disposal .....

The City of East Mountain has a contract with Sanitary Solutions of Paris, Texas to collect trash from all residences in the city on a weekly basis. Twice a year they place roll off dumpsters at city hall for residents to bring bulk items for disposal. The solid waste disposal site is located out of East Mountain. As Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution, it is vital to consider their location. The following map (8-4) which is derived from the Texas Commission on Environmental Quality represents all permitted or registered landfills and associated Municipal Solid Waste (MSW) facilities in the area. As map shows there is just a transfer station facility within East Mountain city limit.

Residents indicate that they are not really satisfied with the current trash service, so the City needs to improve solid waste service. Over the 20-year planning period if future growth requires the city to have a specific site for solid waste disposal, the Sanitary Landfill Map(8-5) can act as a guidance for choosing a proper site. This map is based on soil properties that affect trafficability and the risk of pollution. These properties include flooding, saturated hydraulic conductivity (Ksat), depth to a water table, ponding, slope, and depth to bedrock or a cemented pan. Flooding is a serious problem because it can result in pollution in areas

downstream from the landfill. If Ksat is too rapid or if fractured bedrock, a fractured cemented pan, or the water table is close to the surface, the leachate can contaminate the water supply. Slope is a consideration because of the extra grading required to maintain roads in the steeper areas of the landfill. Also, leachate may flow along the surface of the soils in the steeper areas and cause difficult seepage problems. Rating class terms indicate the extent to which the soils are limited by all of the soil features that affect the specified use. "Not limited" indicates that the soil has features that are very favorable for the specified use. Good performance and very low maintenance can be expected. "Somewhat limited" indicates that the soil has features that are moderately favorable for the specified use. The limitations can be overcome or minimized by special planning, design, or installation. Fair performance and moderate maintenance can be expected. "Very limited" indicates that the soil has one or more features that are unfavorable for the specified use.

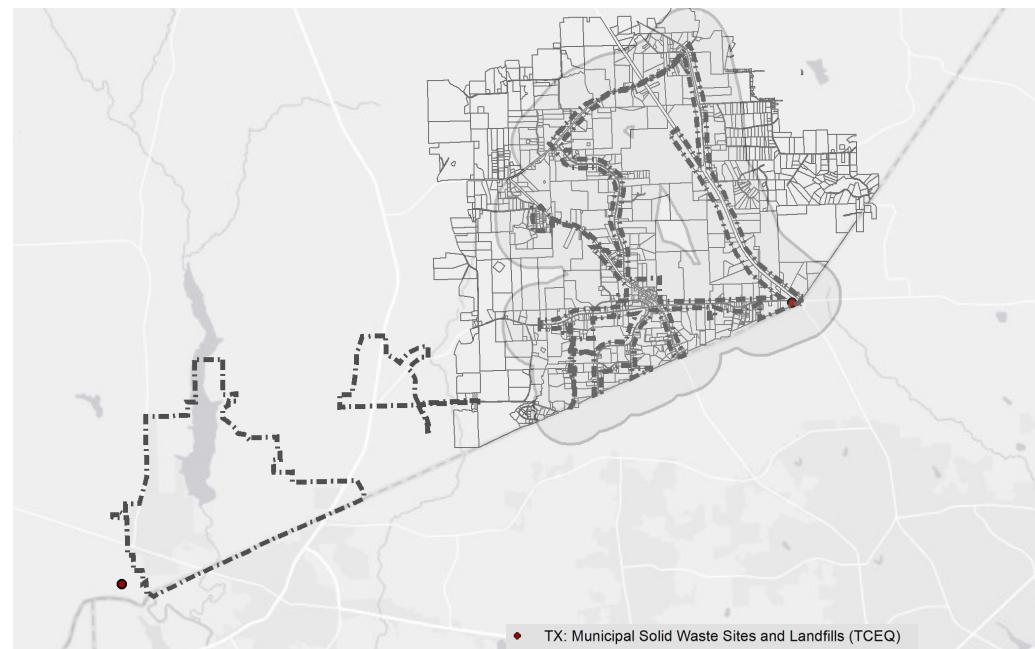


Figure8-4,Landfills map, source: Texas Commission on Environmental Quality

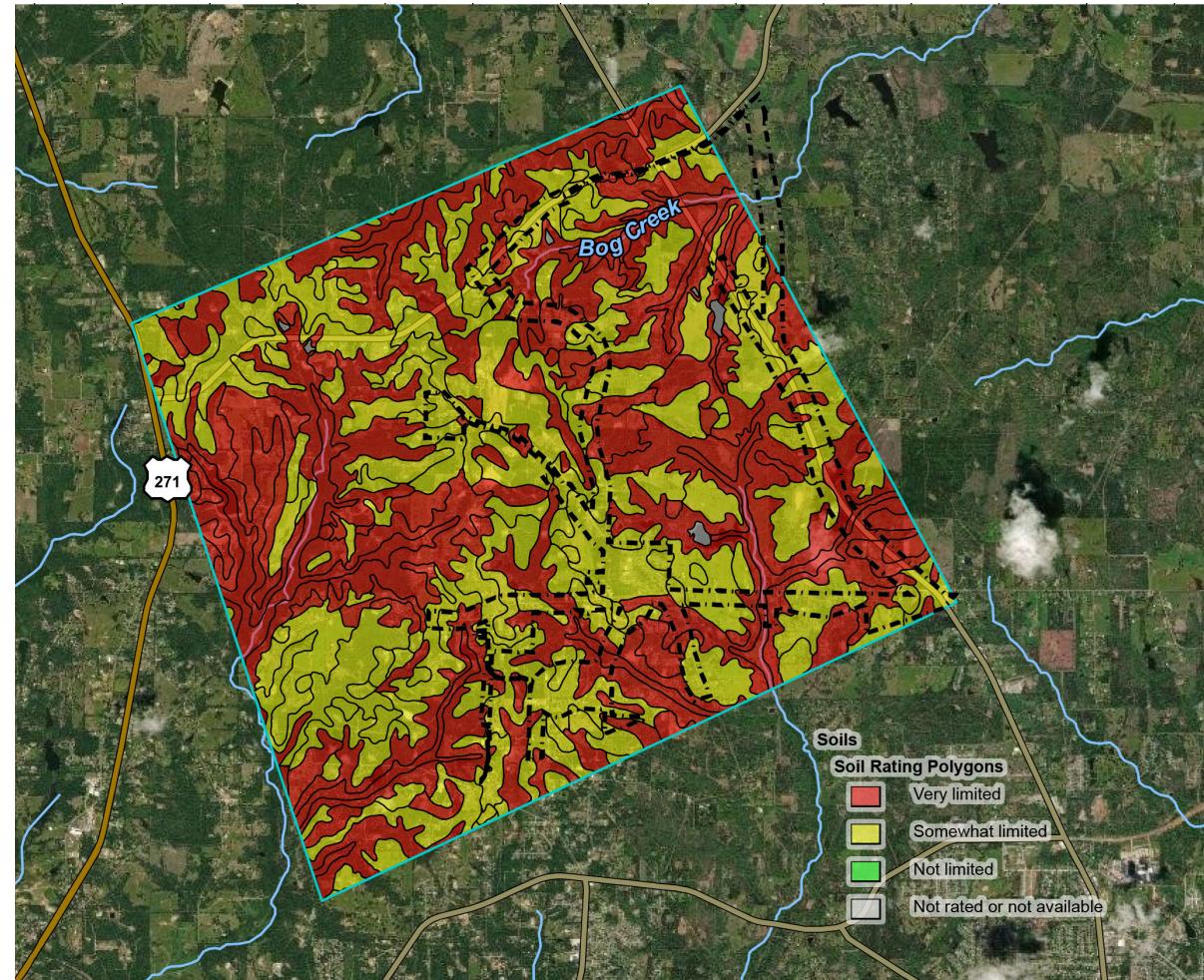


Figure 8-5, Sanitary Landfill Map by Natural Resources Conservation Service

## Storm water Management....

The main roads through East Mountain are Texas State Farm to Market roads or State Highways. Storm water management is under the supervision of the Texas Department of Transportation along these main roads. TxDOT utilizes various best management practices like Roadside swales, Structural controls, Prohibitions, Operating procedures, control facility site runoff to ensure that each minimum control measure is met. In the case of county roads, storm water management is under the supervision of Upshur County which city officials are working with the county to make improvements in county and city roads and storm water drainage. Storm water drainage on private property is at the discretion of the property owner.

It is recommended to establish countywide ordinance for the quantity and quality of the runs off water to:

- Promote regional stormwater management by watershed
- Minimize sedimentation, pollutants, heavy metals, chemical and petroleum products flooding and thermal impacts on water sources
- Promote infiltration and groundwater recharge
- Protect natural water courses and wetlands

- Provide a single, consistent set of performance standards that apply to all developments in Upshur County

## Telecommunication.....

Availability of high-quality communication services is critical to economic development, education, health care and public welfare and safety. Telecommunication is communication at a distance using electrical signals or electromagnetic waves. East Mountain telecommunication services includes telephone, Asymmetric digital subscriber line (ADSL), broadband, cable services and satellite internet access. However, the industry is growing in a very fast pace which requires the city to keep with the pace. On the other hand, most of East Mountain's residents indicate that they need to connect to high-speed internet via fiber optic networks, so city needs to work on improving broadband services.

Public Utility Commission of Texas lists AT&T Texas and Etex Telephone Cooperative Inc. agencies as communication companies serving East Mountain.

Federal Communications Commission is a website which analyze broadband providers. Based on that, East Mountain has a total of 7 internet providers. It has 3 Fixed Wireless providers: AT&T Inc., Etex Telephone Cooperative Inc. and SkyNet Country, 3

Satellite providers: ViaSat Inc., dishNet Holding, and VSAT System and 1 ADSL provider: Etex Telephone Cooperative Inc. The 8-6 Figure shows number of fixed residential broadband providers in East Mountain. As the figure represents, the southern areas of the city are lacking enough internet service which the city needs to communicate with Etex Telephone Cooperative Inc. to expand Fiber optic service to these areas. Etex Telephone Cooperative Inc. is providing Fiber Internet service for Gilmer.

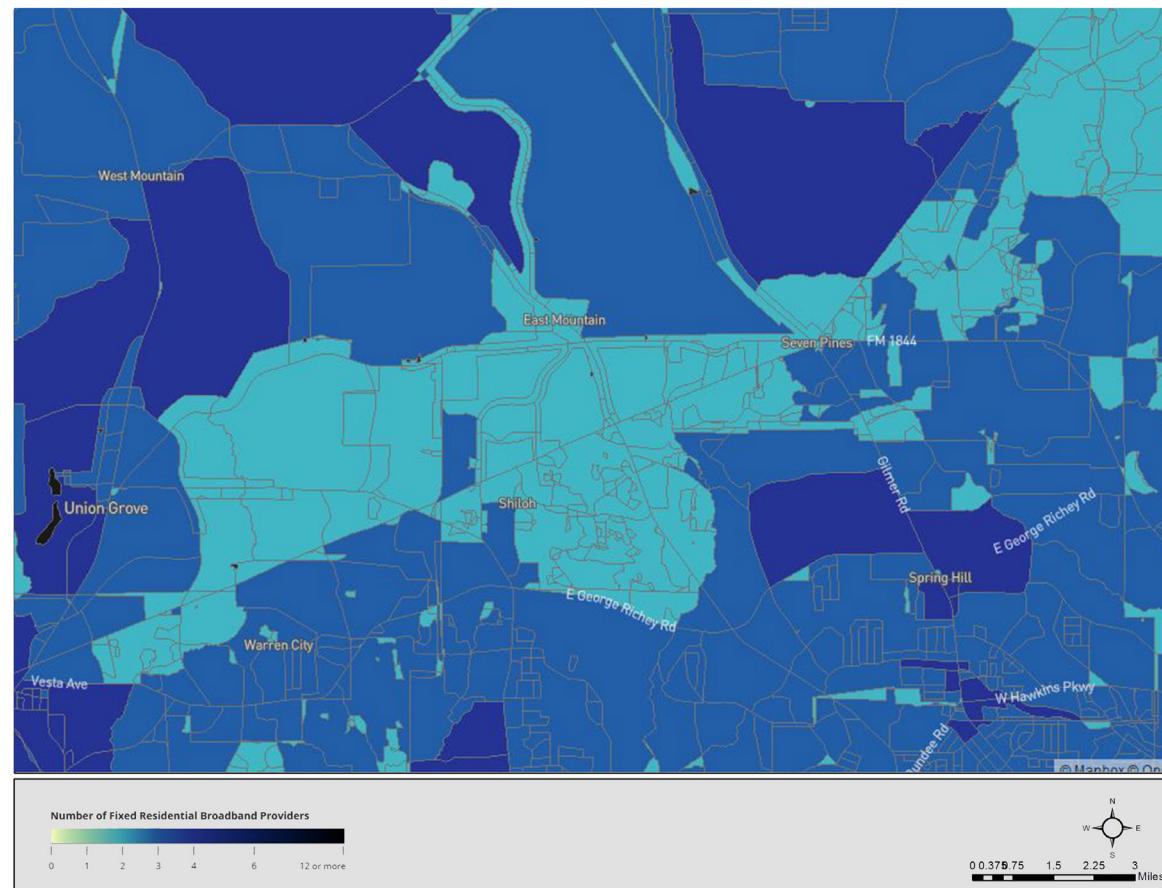


Figure 8-6, Number of fixed residential broadband providers

## 8.3 COMMUNITY FACILITIES

For many small and rural communities, access to essential services such as hospitals, medical clinics, schools, courthouses, childcare centers, and post offices can be limited. These services play a critical role in the daily function, health, prosperity, and viability of communities of all types, and in smaller communities this role can be even more important. For a small city like East Mountain, a new facility can be transformative.

### Law Enforcement Protection.....

At this time this function is handled by the Upshur County Sheriff's department and their deputies which is located 15 miles from the East Mountain and serve the entire county for the prevention of criminal actions. Based on the survey responses, the majority of East Mountain residents indicated a strong desire to have police department within the city. They said it takes the Upshur Sheriff 30 minutes to reach the East Mountain and there isn't any other official law enforcement, so they don't feel safe enough and they hope to reinstitute formal police department.

Police response times differ from city to city based on factors like city population, police funding, and available resources in a given region. Most cities aim for an average response

time of about five to six minutes, but the map shows East Mountain is even out of 10 minutes' drive zone, so the city needs to have its own police station which could respond in five to ten minutes. the difference between a five to ten-minute and 30-minute response time can make all the difference.

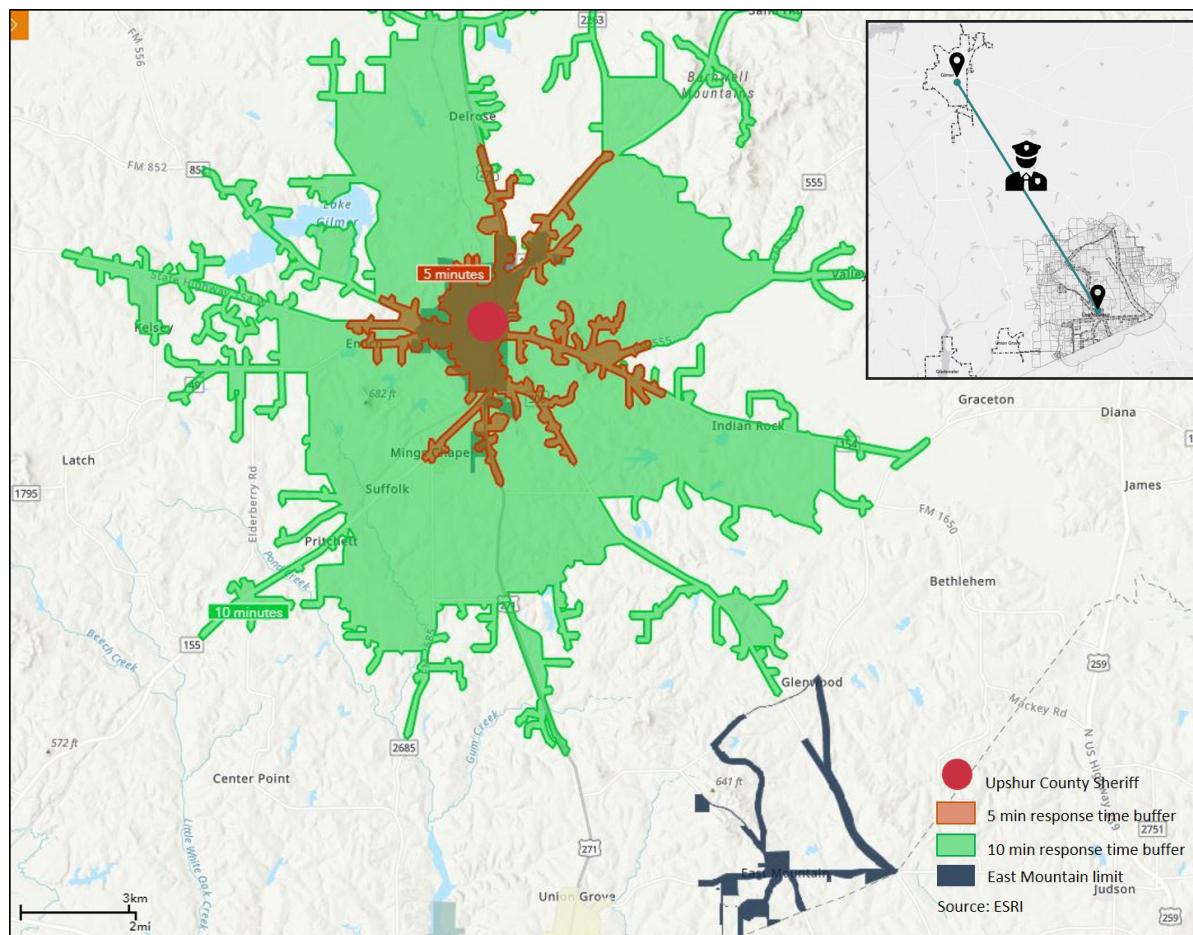


Figure 8-7, Upshur Sheriff station and its service area

## Fire Protection .....

The City of East Mountain and surrounding areas are protected by the East Mountain Volunteer Fire Department. They are a separate organization from the City, but their fire station is located next to city hall. They meet all necessary standard for a volunteer fire department. Although the centered location of fire and police facilities covers most of the areas in the city, some areas in the north and east are outside the 5 minutes response time.

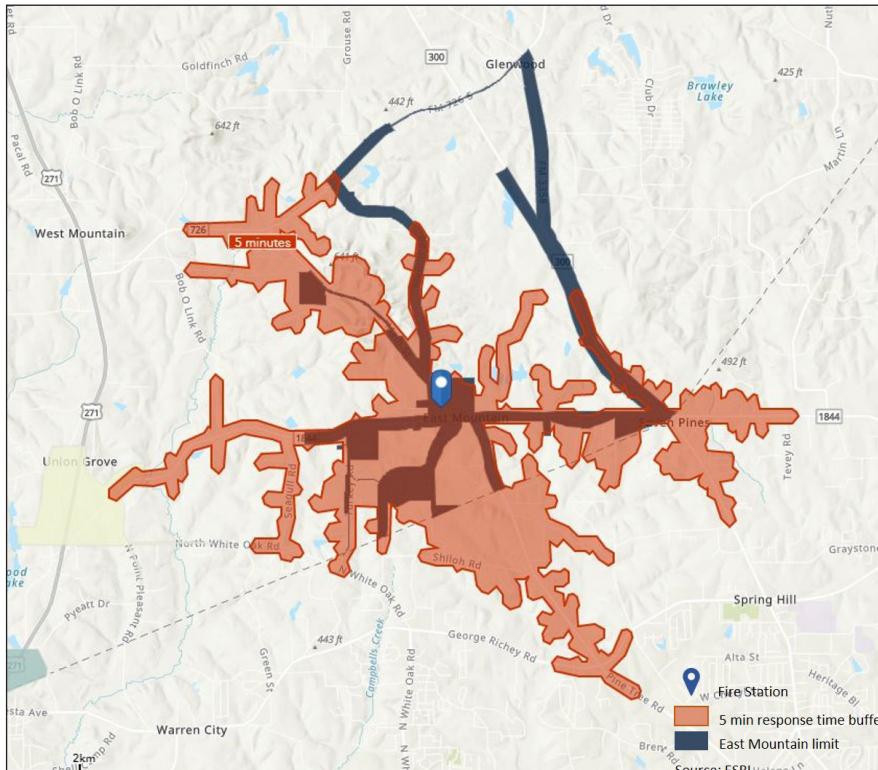


Figure8-8, Fire station service area

## Public Library .....

East Mountain does not have a library. Closest libraries are in Gilmer and Longview. The American Library Association (ALA) standard for library space in relation to population is 0.75 square feet per library patron. Based on that, the current city population (2017) requires nearly 944 square feet of library space and the future population will need at least 1551 square feet for public library. It is recommended to consider a public library in the proposed community center area or in the abandoned school building.

	Current area (2017)	Current need	Projected Population	
			2040(Minimum projection)	2040(Maximum projection)
Population	1258	943.5	2068	3102
Square Footage needed based on ALA standards	943.5		1551	2326.5

Table 8-2, Public library need

## Education Facilities .....

Most school children in the East Mountain attend schools in Gilmer ISD and a few of them enroll in a private school outside of East Mountain. As chart shows 92% of students going to the public school, and as East Mountain located in Gilmer Independent School District, they don't have any options except Gilmer ISD. According to the community survey, a majority of East Mountain residents indicated that most of them are working in Longview in the southeast of East Mountain, and Gilmer schools are in the opposite direction, northwest of East Mountain, so they are unhappy with the long commute. They prefer using Spring Hill ISD which is close to Longview and has better performance. Community survey results returned inconclusive results in regards to where residents are sending their children to school (only 29% are stated that they utilized Gilmer ISD for school services despite East Mountain being almost entirely within Gilmer ISD boundaries) and whether they are utilizing public or private schooling (the discrepancy of school districts would indicate a higher level of private schooling than the 8% reported in the community survey). Based on the results gathered from the community survey, it is recommended that East Mountain conduct further analyses to determine:

- Accurate levels of public v. private schooling usage
- Level of satisfaction with Gilmer ISD
  - o in terms of overall performance
  - o and in terms of distance/transportation

School Name	Low Grade*	High Grade*	District	County Name*	City	Locale Code*	Locale*	Students*	Teachers*	Student Teacher Ratio*
BRUCE J H	06	08	GILMER ISD	Upshur County	GILMER	31	Town: Fringe	357	26.11	13.7
GILMER EL	PK	04	GILMER ISD	Upshur County	GILMER	41	Rural: Fringe	989	69.09	14.3
GILMER H S	09	12	GILMER ISD	Upshur County	GILMER	31	Town: Fringe	700	54.39	12.9
GILMER INT	04	06	GILMER ISD	Upshur County	GILMER	41	Rural: Fringe	372	28.72	13

Table 8-3, Upshur County Schools characteristics, Source: nces.ed.gov (National Center for Education Statistics)

## 8.4 RECOMMENDATIONS



### **G**oal 1: Assess current water management and ensure that East Mountain has sufficient water and wastewater services to provide for future growth

- Ease the pressure on groundwater, which is the most exploited source of water
- Plan a viable alternative solution to meet the water demand and needs of the people
- Bridge the water supply/demand gap by undertaking a scientific analysis of the water budget and designing a suitable water augmentation system
- Work with the County Sanitarian to ensure the proper approval process and placement of on-site wastewater systems, and appropriate maintenance and replacement of older systems to protect ground water quality



### **G**oal 2: Promote the planning, architecture, and implementation of telecommunication systems

- Determine areas with lack of network coverage
- Expand networks to areas with low network accessibility
- Provide flexible communications services to support developing areas
- Evaluate existing and available network service for constraints to develop necessary actions to address the constraints
- Reduce fee complexity



### **G**oal 3: Ensure adequate facilities and services to maintain safety of residents and visitors

- Reinstitute police department
- Building social cohesion
- working in partnership with community members to reduce crime



### **G**oal 4: Support the efficient delivery of community facilities and services (Public library, post office, health care facility, childcare service etc.) corresponding with the expectations of city residents and rural atmosphere.

- Consider a community facility as a transformative feature and locate it thoughtfully where it will have:
  - Proximity to major transportation routes and essential infrastructure
  - Land use compatibility with surrounding area
  - Effects on creating a thriving community center and downtown
- Promote innovative and flexible approaches to facility design
- Use current opportunities like abandoned school for locating community facilities
- Work with state transportation agencies to provide an easy access (fixed-route and flexible-route services) to facilities which are in adjacent cities
- Explore opportunities to share services with the surrounding communities
- Explore grants such as Community Development Block Grants or DOT Transportation Economic Assistance, DNR Stewardship or create a TIF District to help offset utility improvements and emergency service needs

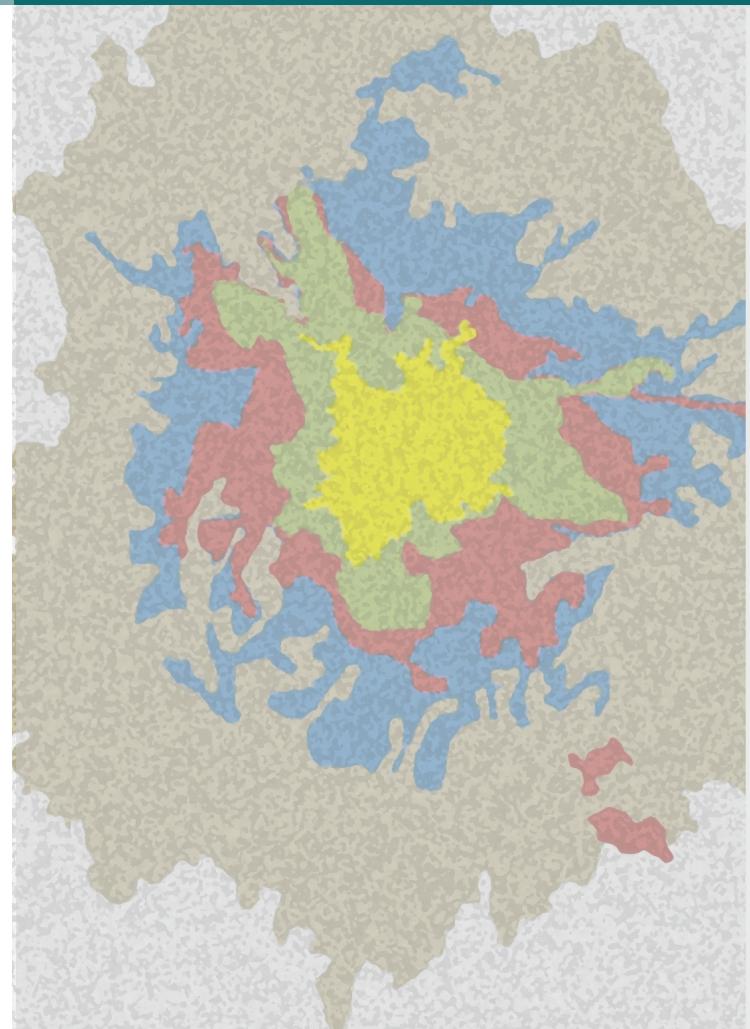


# GROWTH MANAGEMENT

CHAPTER

9

- 9.1 Introduction
- 9.2 Texas law
- 9.3 Current Situation
- 9.4 Annexation Guidance
- 9.5 Recommendation



## 9.1 INTRODUCTION

Careful management of the physical growth of the city limits will play a key part in East Mountain's future development, and its continuing ability to provide critical services such as water, fire protection, roadways, and police. East Mountain must ensure orderly, sustainable, and safe development into currently unincorporated areas. To do this, this plan advocates a set of strategies for growth management and annexation.

## 9.2 TEXAS LAW

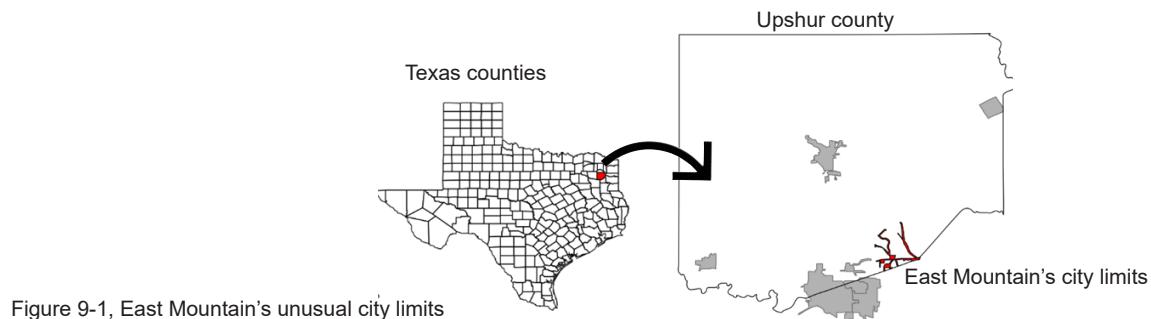
Annexation rules in Texas distinguish between general law (under 5,000 in population) and home rule (over 5,000) cities. Governing Texas law is in Chapter 43 of the Local Government Code. Of critical note are the changes made by House Bill 347 in 2019 to restrict or eliminate forced annexation in Texas. H.B. 347 requires voter or landowner approval of most annexations in Texas. Current law "makes most annexations subject to the three consent annexation procedures that allow for annexation: (a) on request of the each owner of the land; (b) of an area with a population of less than 200 by petition of voters and, if required, owners in the area; and (c) of an

area with a population of at least 200 by election of voters and, if required, petition of landowners; and (3) authorizes certain narrowly-defined types of annexation (e.g., city-owned airports, navigable streams, strategic partnership areas, industrial district areas, etc.) to continue using a service plan, notice, and hearing annexation procedure." (Texas Municipal League)*The law in this area is currently unsettled. As such, East Mountain should work closely with local counsel prior to undertaking any efforts at annexation.*

## 9.3 CURRENT SITUATION

### Difficult City Boundaries .....

East Mountain's unusual city limits form a singular obstacle to growth and improving the city's tax base. The city limits and any previous annexations were created in an era of "strip annexations" along highways and major roads. Any annexations of such narrow areas were banned in 1987, as part of H.B. 962, now LGC sections 43.054 and 43.056, which prohibited annexations of less than 1000 feet. Current city limits create several practical difficulties. While the physical area of East Mountain is small, the spidery city limits spread that area over a much larger footprint than would be expected. This has the effect of slowing emergency response times. Since the city limits are so narrow, spreading out down major roadways, the limits often do not include even single full land parcels along these roadways. This makes tax assessment and collection difficult and has the additional effect of making land assembly for development wholly inside the city very daunting.



## Likely Development Pressure .....

Future development pressure for East Mountain will likely be created by growth from Longview to the southeast and the construction of the East Texas Hourglass to the north and west of current city limits. Given that the East Texas Hourglass is still in the planning stages, the IUS team focused its growth pressure projections on Longview.

The Toll 49 East Texas Hourglass (ETHG) is a proposed extension of Toll 49. The Tollway will extend east from SH 110 near Whitehouse to I-20 north of Marshall. The ETHG is still in the conceptual planning stage and routes are subject to change. Final corridor alignments must await corridor and environmental studies. Section 7 of the proposed highway is of critical interest to East Mountain. The conceptual corridor passes east from US 271 across SH 300 on the northern edge of East Mountain. Should this Highway be constructed, and the final Section 7 corridor substantially corresponds to the current alignment, it would have the potential to greatly impact growth for East Mountain. Development would likely occur along highway interchanges. Therefore, development pressure could increase the importance to bringing a broader land area around the ETHG and SH. 300 interchange into East Mountain's corporate limits.

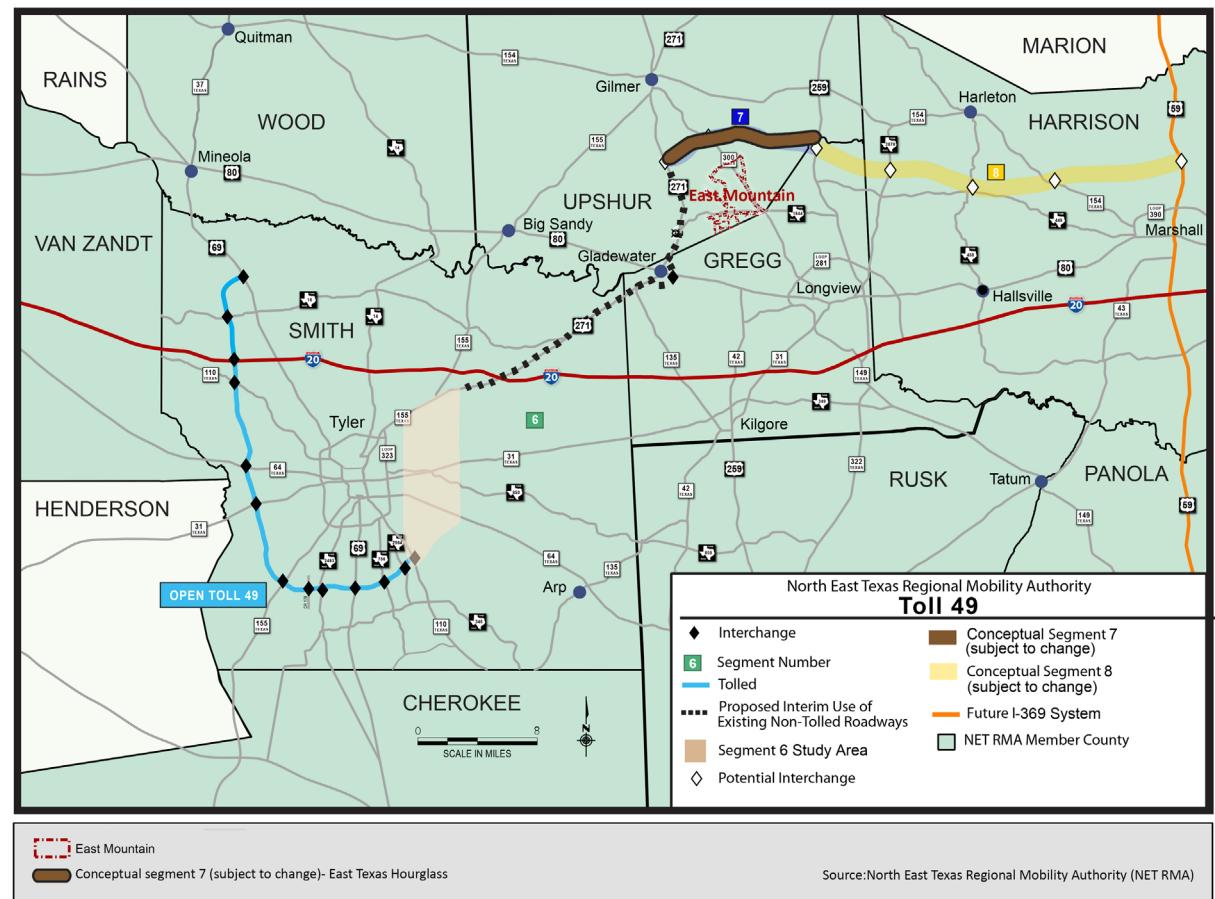


Figure 9-2, East Texas Hourglass

## 9.4 ANNEXATION GUIDANCE

### Smart Growth Framework.....

It would make sense for East Mountain's future to pursue a well-planned and rational program of seeking out and promoting voluntary annexations in order to promote appropriate city growth. This annexation program should be conducted under the methodology of "Smart Growth", in keeping with the overall land use policies contained within this document.

Smart Growth is a policy framework that promotes an urban development pattern of varying appropriate densities, walkable and bikeable neighborhoods, preserved green space, mixed use development where possible, and rational and limited road development. For East Mountain, this means that annexation should take place in a manner that best allows likely future growth, bringing the most likely potential growth areas in to the city so that they are subject to the overall development regulation structure in keeping with East Mountain's desired kinds of growth and city form.

Therefore, annexation should be pursued only when it serves to further the interests contained within the Smart Growth concept (see figure 9-3).



Figure 9-3,Smart Growth Framework

## East Mountain Future Development.....

East Mountain should pursue growth management with the overarching goal of ensuring the health, well-being, and quality of life of its citizens. The city should seek to proactively and cooperatively annex land within its ETJ in accordance with likely urbanization and development and for whom East Mountain provides water and/or other municipal services.

The overall vision of this comprehensive plan is the maintenance and improvement of the peaceful and rural-like quality of life that attracts people to East Mountain. By carefully managing infill growth within current city limits, and proper management of development in urbanizing areas within the ETJ through annexation and application of development regulations, East Mountain can steadily move towards achievement of the recommended future land use plan. The use of the Smart Growth methodology, along with measured discussion of the benefits of being part of East Mountain, should govern the planned physical growth of the city.

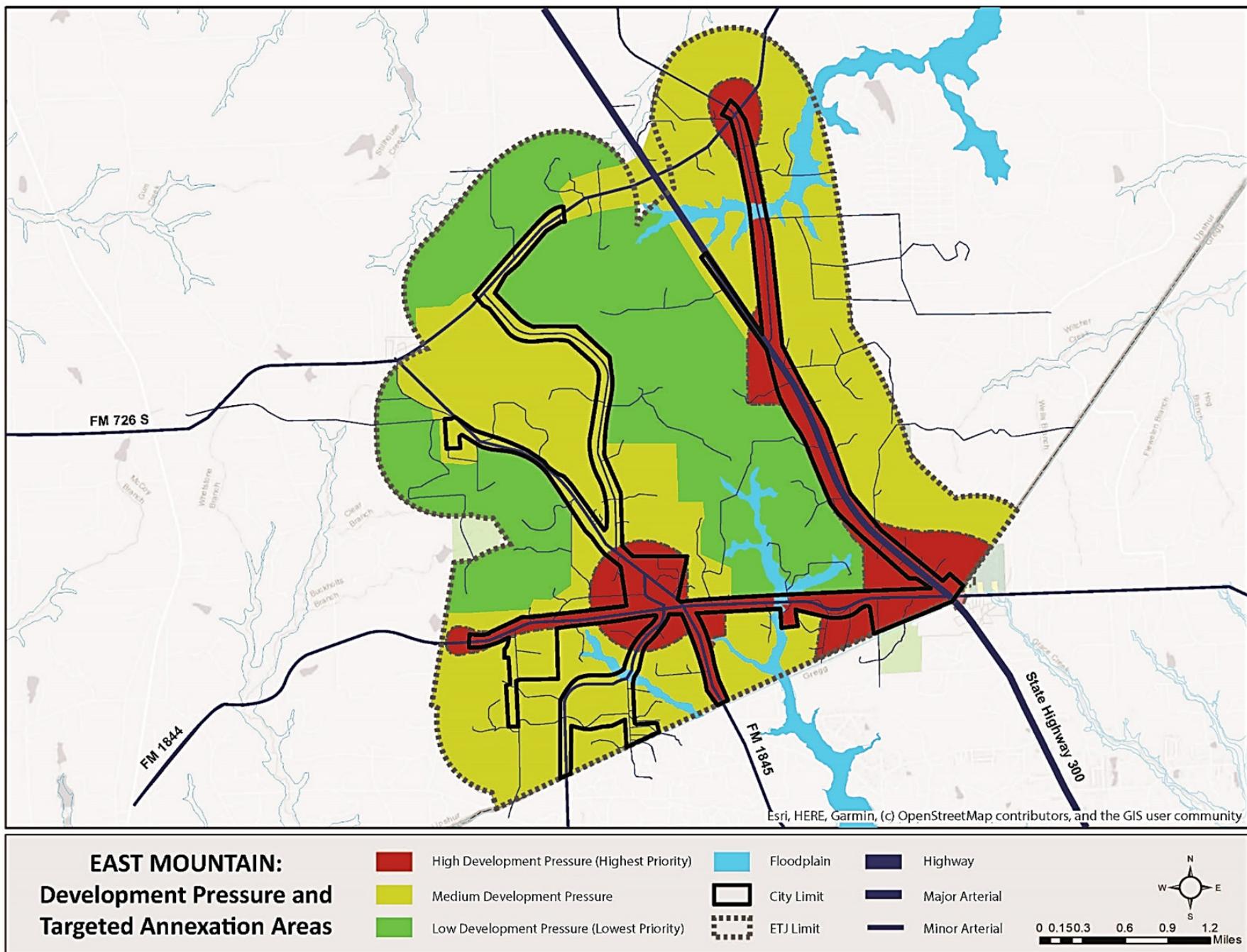
The IUS team developed a map of likely future development pressure for East Mountain. This map is based on the assumptions that current development patterns are likely to continue for the near future. Specifically, commercial and retail development in and around East Mountain follows the typical post World War II pattern of following major roadways away from larger developed city centers, such as Longview. Over time, this roadway driven development tends to spread out and fill in as residential subdivisions, churches, schools, parks, and local retail grow away from highways and major arterials.

Since the largest developed core in the immediate area of East Mountain is the City of Longview, development pressure is likely to push from southeast to northwest along SH 300 and FM 1844. Development would then likely gradually fill in along other large arterials such as FM 1845 and FM 726. The last place to face development pressure would probably be the more rural

spaces in between the main arterials, especially areas of topography or flood plains.

East Mountain's highest priority areas for exploring annexation would, therefore, include land adjacent to and extending from SH 300 and FM 1844, especially the area around the intersection of the two in southeast East Mountain. Another priority area for annexation would be adjacent to the intersection of FM 1844 and FM 1845 in the center of East Mountain. This space would help form the civic center for the community.

Secondary priority areas would be to widen the city limits along SH 300 and FM 1844, so that complete parcels, at least, are within East Mountain's corporate limits. In addition, the area between 1844 and the Upshur/Gregg county line will likely face some development pressure and it would be valuable to East Mountain's citizens if the city could better regulate that development per the future land use map. Much of this property is nearly surrounded by East Mountain, receives its water from East Mountain, and could benefit from additional East Mountain public services.



# 9.5 RECOMMENDATIONS



## Goal 1: Provide adequate local infrastructure to serve existing and future development.

- Recognize the need for localized water and ensure that the City of East Mountain has adequate water and rights to water to provide for future growth.
- Ensure that there is adequate water and wastewater available to serve existing areas and new development by monitoring usage and capacity.
- Ensure that there is adequate water and wastewater available to serve existing areas and new development by proactively maintaining infrastructure systems.
- Ensure that there is adequate water and wastewater available to serve future growth areas by studying the capacity of existing systems and the feasibility of expanding those systems.
- Encourage new development to occur within areas that are already served by necessary public utility and infrastructure systems (e.g., water supply, storm drainage, etc.), or where systems can be realistically expanded.



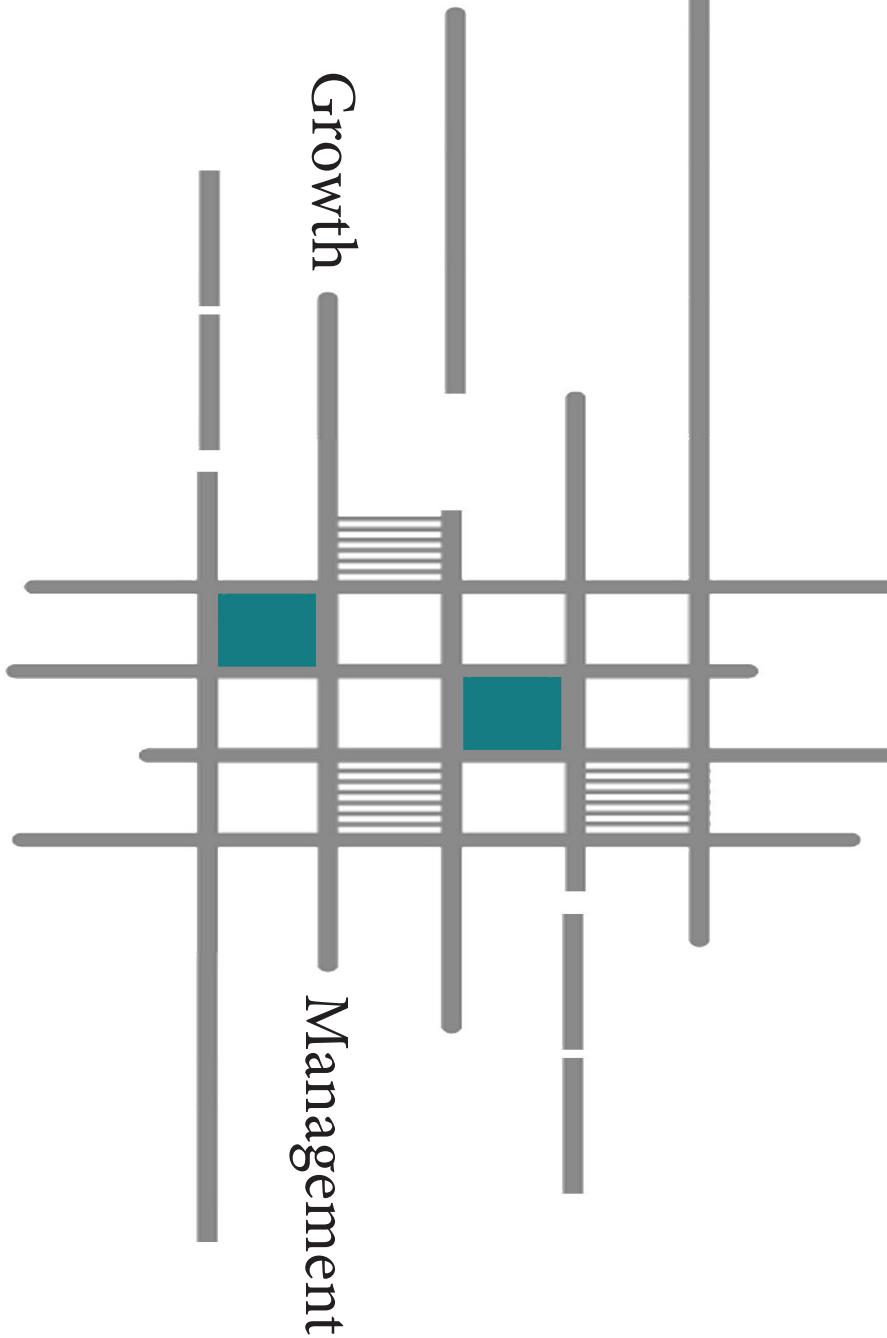
## Goal 2: Encourage growth, quality development, and redevelopment within the existing City limits of East Mountain in order to utilize existing infrastructure.

- Employ various growth management strategies and implementation measures for different areas of the city, such as Downtown, existing neighborhoods, infill development areas, and developing commercial and retail areas.
- Coordinate the City's housing strategy with growth management objectives.
- Target infill development in key areas and establish development criteria for each area.
- Encourage the use of Planned Development Zoning to facilitate innovative projects. Utilize development concepts (i.e. "middle housing", "mixed use zoning" and "traditional neighborhood design (TND)") where appropriate.
- Prioritize development of areas where there are vacant lots serviceable by existing storm sewer and water utilities.
- Identify vacant tracts suitable for commercial and retail businesses to enhance East Mountain's economic development and tax base.



### Goal 3: Ensure orderly and timely City expansion through targeted annexation, efficient utility provision, and consistent development policies.

- Revise zoning and subdivision ordinances to more closely reflect the vision and goals of this plan
- Develop a strategy for providing utility services within the City's extraterritorial jurisdiction (ETJ) either simultaneously with annexation or with a phasing plan.
- Establish a policy of encouraging new development to locate within the City (since there is adequate vacant land within the City limits currently).
- Enforce subdivision regulations in areas within the City's extraterritorial jurisdiction (ETJ).
- Restrict the granting of variances or waivers to the City's Subdivision Ordinance to ensure quality development in the ETJ.
- Tailor the Capital Improvements Program (CIP) to implement growth management strategies.
- Utilize Development Agreements to control growth within the ETJ and manage annexation.



# ECONOMIC DEVELOPMENT

CHAPTER

10

- 10.1 Introduction
- 10.2 Current Situation
- 10.3 Economic analysis
- 10.4 Recommendation



## 10.1 INTRODUCTION

A major goal of urban and economic development planning is producing policies and programs to promote economic growth. Because a booming economy has a positive effect on the tax base and therefore the resources afforded by a community, economic development plays a critical role in supporting the other sections of this comprehensive plan. Recognizing synergies that exist between existing economic assets and potential opportunities that could diversify the local economy can build a future East Mountain that embraces its strengths and welcomes new prospects.

## 10.2 CURRENT SITUATION

East Mountain currently has some businesses along Highway 300 that serve locals and travelers driving through the area. There are also some commercial businesses in downtown East Mountain along FM 1844. Economic Development issues identified through this analysis and through public input include:

- Not many local businesses.
- Need for job growth locally.
- Expanding retail and commercial
- Need for more places to go to in town



Figure 10-1,Family dollar as the only variety store along HW 300



Figure 10-2,Some commercial businesses along FM 1844



## 10.3 ECONOMIC ANALYSIS

In order to evaluate the potential for improved economic conditions in East Mountain, the IUS team conducted an analysis using ESRI's Business Analyst. Specific analyses included retail market potentials, defined as the propensity for residents to spend on specific goods and services in proportion to the national average expenditure, and retail sales leakage, defined as the sales surplus or deficit within the study area based on potential expenditures vs. actual local sales of goods and services. Retail sales leakage can be viewed as a situation in which local income exits the local economy due to residents traveling outside the immediate area to make purchases of needed goods and services.

Ideally, a community should provide at least sufficient goods and services to meet consumer spending potentials, plus sell additional goods and services to persons travelling through the area. Business attraction and development services should focus efforts on industry groups with high local sales potentials, in that there will be ample local demand to support those kinds of businesses, especially if coupled with an apparent retail sale leakage for that industry group.

The analysis area consists of 5, 10, and 15-minute drive time rings around the center of East Mountain. Note that the 5-minute drive time ring is mostly in and immediately around the East Mountain city limits, whereas the 15-minute drive time ring reaches all the way from Gilmer to well inside Longview.

Enormous retail sales leakages appear at the 5 and 10-minute drive time rings. Total value of lost trade for retail sales and food and drink is \$15 million at the 5 mile drive time and \$178 million at the 10 minute drive time. The only industry sectors that show a significant surplus at the 10-mile drive time are gasoline sales, other motor vehicle dealers, and Specialty Food Stores. The total food and drink leakage is \$1.8 million at the 5-mile drive time, and \$22.1 million at the 10-mile drive time.

- Food and Beverage Stores Leakage: \$20,451,045
- Restaurants/Other Eating Places Leakage: \$20,949,811
- Grocery Stores Leakage: \$26,003,324
- Health and Personal Care Stores Leakage: \$13,053,903

Key retail industry groups with the highest lost sales along with highest consumer spending potential therefore include:

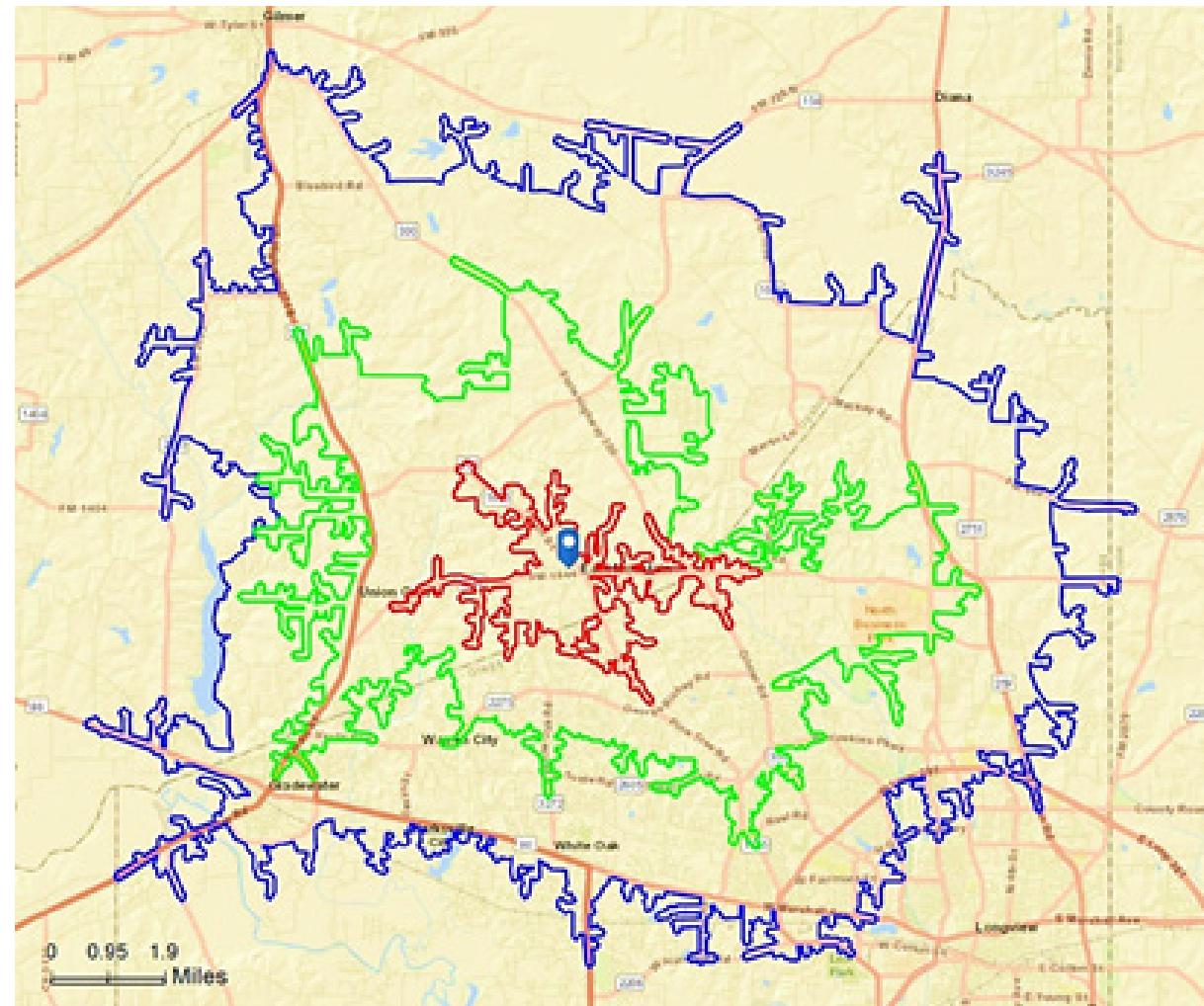


Figure 10-3, East Mountain 5, 10, and 15 minutes drive time rings

- Grocery and Convenience Stores
  - Convenience store
    - Coffee shop
    - Butchers
    - Bakeries
    - Fresh fruit and vegetables
  - Restaurants and Bars
    - Take outs and drive throughs
    - Family restaurants and steak houses

Depending on the size of the business, many of these retail industries would be able to locate in downtown East Mountain. The downtown area should focus on specialty retail, rather than general: i.e. bakeries or coffee shops rather than full-service groceries, or funky clothing and accessory stores rather than chain retail.

Note, however, that almost all these categories turn from leakage to surplus once the analysis reaches the 15-minute drive time. At that distance, a large portion of Longview falls within the drive time boundary. Thus, a larger retail agglomeration is accessible within the largest analysis boundary. This point becomes especially important when evaluating different types of retail and commercial services by their areas of attraction.

For example, even though there is a large sales leakage for grocery stores within the 10-minute drive time boundary, full-service

grocery stores are almost always auto dependent businesses that require a large market area in order to thrive. Convenience stores, on the other hand, rely on more local as well as drop in customers who are seeking rapid and easy access to a more limited number of grocery goods than is offered by a full-service grocery store. Similarly, specialty food purveyors such as butcher shops and produce stands offer convenience for specific items and may offer enough specialty items to differentiate them from full-service groceries and thus create an even larger area of attraction for customers. Customers will be willing to travel a longer distance to purchase unique and high-quality meats, produce, and baked goods than they would be to travel to a standard grocery.

In short, East Mountain has the potential to support more local, specialty businesses. Recruitment and retention efforts should be placed on development of smaller, specialty “mom and pop” stores in downtown, and chain or more general retail along Highway 300. Unique dining and shopping opportunities offer the potential to serve residents while attracting outside dollars as well.

Finally, some advertising or promotion of East Mountain and what it has to offer in terms of customers and potential employees would be immensely helpful in growing the City’s commercial, retail, and employment base. Building on the existing economic base preserves workforce integrity, capitalizes on existing infrastructure, and

leverages current educational resources. Recognizing synergies that exist between existing economic assets and potential opportunities that could diversify the local economy and can build a future East Mountain that embraces its strengths and welcomes new prospects.

An additional economic development component that finds expression in the future land use map is the promotion of East Mountain as a location for “agritainment”. Over the past decade, agritainment and agrotourism have grown into multibillion dollar national markets.

- FARM-BASED ENTERTAINMENT INCLUDING ACTIVITIES SUCH AS FALL CORN MAZES & PUMPKIN PATCH, FARM MARKETS, U-PICK, CHILDREN'S DISCOVERY FARMS, ETC. FISHING AND HUNTING
- FARM BED-AND-BREAKFAST
- HORSEBACK RIDING
- FARM-TO-TABLE DINNERS AND TASTINGS
- FARM FESTIVALS
- FARM TOURS
- FARM CONCERTS
- U-CUT CHRISTMAS TREES
- HALLOWEEN HAUNTS
- WINERIES
- CIDER MILLS

East Mountain has high consumer potentials for outdoor activities like horseback riding, barbecue, boats, trailers and camping. Further, citizens value the local outdoor environment.



Figure 10-4, Examples of Agritainment activities

## 10.4 RECOMMENDATIONS



### Goal 1: Build from East Mountain's economic strengths to cultivate a unique role in the local and regional economy

- Develop downtown East Mountain parks and open space as a destination for arts, festivals, and performance events.
- Maintain and enhance the recreational and scenic amenities unique to East Mountain through a system of parks and trails.
- Continue to cultivate a business climate that fosters a successful and growing commercial and professional services sector
- Promote restaurants, drive throughs, and coffee shops as economic drivers and tax revenue generators
- Facilitate the coordination of business and economic development groups.
- Support and participate in the economic development efforts of local, regional and state government agencies and enhance existing businesses and promote new business in town.



### Goal 2: Capture more local spending.

- Establish land use districts that encourage convenient community-serving retail sales establishments that will improve the overall commercial base and augment town sales tax revenues.
- Encourage retail uses where the local market is underserved.



### Goal 3: Facilitate business development with growth and development processes, standards and decisions that are clear, predictable, fair, consistent, timely and cost-effective.

- Update the land use code to more accurately reflect the values of the community and the demand for new development
- Establish a clear process and reasonable set of requirements for starting a business in East Mountain.



### Goal 4: Support the enhancement of local food production systems, especially those with add-on potential for agritainment.

- Promote agricultural and open space conservation in the northern periphery.
- Encourage small-scale urban farming in town including community gardens, orchards, greenhouses, and livestock/fowl in acceptable numbers for residential neighborhoods.
- Accept community garden space as legitimate public open space set-aside required by town
- Secure a downtown location for a farmer's market that could also be used for other community events that bring the community together downtown.
- Support and participate in the efforts of local food and agriculture organizations to strengthen the local food system.

# IMPLEMENTATION

CHAPTER

11

- 11.1 Introduction
- 11.2 A Guide for decision-making
- 11.3 Resources and funding strategies



## 11.1 INTRODUCTION

Truly successful communities have a vision for their future. They set forth clear goals and objectives, as well as a policy direction aimed at creating that vision. Then they have a practical and specific set of techniques and priorities for carrying out that direction. This chapter completes East Mountain's Comprehensive Plan by providing implementation techniques and priorities that cohesively address the goals, objectives, and policies established herein.

Planning is necessary to set the stage for quality growth and development in any community. Implementation is essential to carrying out the vision for planning. Techniques for implementation prescribe methods that should be taken to achieve the goals, objectives, and policies expressed in the plan

This chapter provides an overall listing of prioritized implementation actions, for the short- and long-term. These priorities are correlated to the Comprehensive Plan chapter in which they are discussed.

## 11.2 A GUIDE FOR DECISION-MAKING

### Plan Amendments .....

The full benefits of the plan can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the plan should be revised. By such action, the plan will remain current and effective in meeting the City's decision-making needs. Plan amendments should be made after thorough analysis of immediate needs, as well as consideration for the long-term effects of proposed amendments. The City Council and other City officials should consider each proposed amendment carefully to determine whether or not it is consistent with the plan's intent and whether it will be beneficial for the long-term health and vitality of the City. In addition, public input should be sought for any proposed revision.

### Annual Reviews .....

Annual reviews of the Comprehensive Plan should be undertaken with respect to current conditions and trends. The Steering Committee has been invaluable to this comprehensive planning process. Periodic reviews of the plan should include consideration of the following:

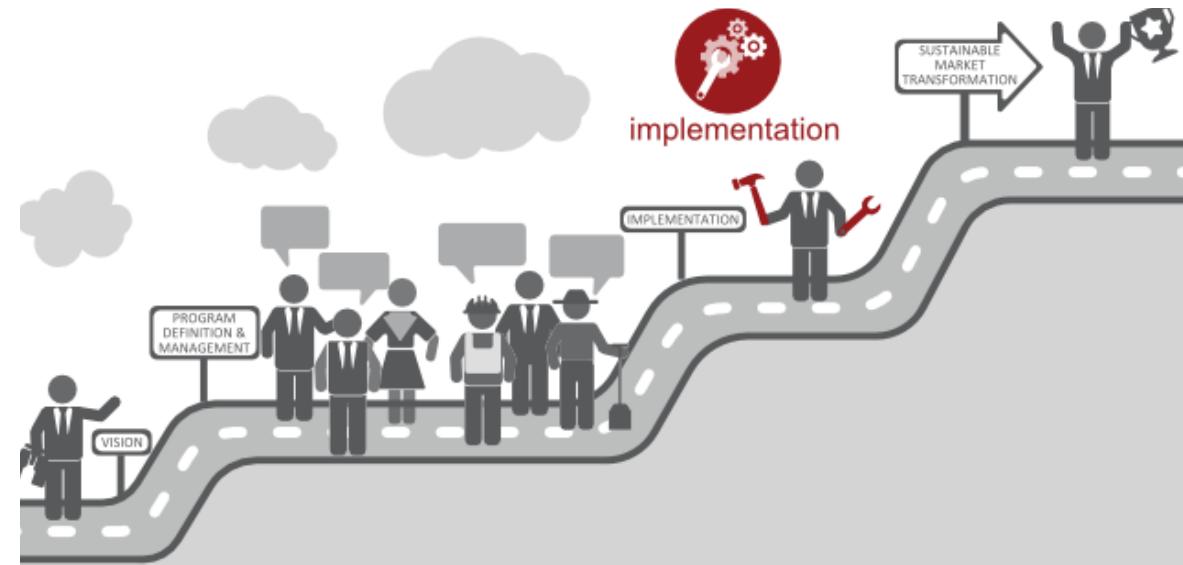
- The City's progress in implementing the plan;
- Changes in conditions that form the basis of the plan;
- Adjustments related to capital expenditures;
- Changes to the City's regulations or programs;
- Adjustments of Comprehensive Plan priorities; and
- Changes in State laws

This Annual review can be a simple, year-end check in on problems

## Five-Year Review & Update..... Specific Implementation Guide .....

In addition to periodic annual review, the Comprehensive Plan should undergo a thorough review and update every five years. Specific input on major changes should be sought from various groups, including property owners, neighborhood groups, civic leaders, developers, business owners, and other citizens and individuals who express an interest in the long-term growth and development of the City

The tables on the following pages provide a coordinated listing of Comprehensive Plan implementation priorities. Few cities have the ability to implement every recommendation or policy within their comprehensive planning document immediately following adoption—East Mountain is no exception. Plan implementation, therefore, must be prioritized to guide top priorities, short-term priorities, and on-going priorities. These priorities must be balanced with timing, funding, and City staff resources. While all the recommendations share some level of importance because they warranted discussion within the plan, they cannot all be targeted for implementation within a short time period. Some must be carried out over a longer period of time. Other than the delineation of these priorities into immediate, long-term, and on-going, they are in no order of priority. “On going” outlines priorities that will not be able to be achieved with a one-time action; these will need to be on-going actions that the City implements continually.



HOUSING GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
Goal H-1: Promote a high-quality living environment through the preservation of stable residential neighborhoods and the responsible development of new neighborhoods, including ensuring adequate maintenance of existing housing stock				
H-1.1: Establish and maintain a city-led platform to inform and enable homeowners to maintain and enhance their property and neighborhoods.	✓		✓	City Staff, Outside Consultant
H-1.2: Establish appropriate housing standards to encourage high-quality construction		✓		City Staff, Outside Consultant
H-1.3: Conduct a city-wide assessment of housing conditions to identify areas of priority.		✓		City Staff
H-1.4: Consider a manufactured housing subdivision and mobile-home park zoning classification in city ordinance update		✓		City Staff, City Attorney
H-1.5: Inspect and identify substandard or dilapidated houses	✓			City Staff
H-1.6: Develop neighborhood association programs to leverage city efforts and engage citizens in enhancing their own neighborhood	✓			City Staff, Community Groups
Goal H-2: Provide a variety of housing types, densities, and designs, including affordable housing options, to allow all people housing choice				
H-2.1: Work with area, state and federal housing agencies to implement financial assistance program for purchase and lease programs for low-income housing		✓		City Staff, Local & Regional Agencies
H-2.2: Permitting a wider variety of dwelling types and lot sizes in local zoning to meet the needs of persons of all income levels, age groups, and special needs, where appropriate in rural areas.	✓		✓	City Staff, City Attorney
H-2.3: Annex as appropriate to provide sufficient land for housing needs to accommodate future growth			✓	City Staff, Local & Regional Agencies, Community
H-2.4: Encourage neighborhood designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of roadway and environmental systems, and preserve rural character	✓		✓	City Staff, Developers
H-2.5: Offer some expectation in regulation to incentivize building affordable housing		✓	✓	City Staff, City Attorney
Goal H-3: Promote housing development that maintains or enhances economic opportunity and community well-being while minimizing the need for extensive new infrastructure, protecting the natural environment, and maintaining East Mountain's peaceful, rural atmosphere.				
H-3.1: Consider adding accessory dwelling unit to a single-family housing unit where it is possible- usually behind the main dwelling- for elderly relatives or younger family members		✓	✓	City Staff, City Attorney
H-3.2: Encourage mixed-use development which combines residences with commercial or retail activities.			✓	City Staff, Outside Consultant
H-3.3: Repurpose abandoned or underused buildings for affordable housing			✓	City Staff, Outside Consultant
H-3.4: Provide incentives for maintaining/repairing owner-occupied homes in existing neighborhoods in order for residents to remain in their homes		✓		City Staff
H-3.5: Permit increased density through "missing middle" housing development		✓		City Staff, Outside Consultant
H-3.6: Create fiscal incentives to promote infill development			✓	City Staff, Outside Consultant
H-3.7: Establish programs and procedures intended to make new residential development "pays its own way" for the facility and service demands it generates, to the extent possible			✓	City Staff, Developers

LAND USE GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
<b>Goal LU-1: Encourage an overall efficient and compatible land use pattern</b>				
LU-1.1: Promote development that is compatible in character with the surrounding context			✓	City Staff, Developers
LU-1.2: Minimize impacts and encroachments of incompatible land uses			✓	City Staff, Outside Consultant Developers
LU-1.3: Consider proper transitions and buffering between established neighborhoods and adjacent commercial areas.			✓	City Staff, Outside Consultant
LU-1.4: Establish zoning and appropriate development standards pertaining to lot sizes, open space, buffers, road connectivity, etc.	✓		✓	City Staff, Outside Consultant
<b>Goal LU-2: Strengthen East Mountain's image, identity and character to foster a distinctive and appealing place to live</b>				
LU-2.1: Encourage innovation among forms of development that maintain and enhance community character and that conserve land and natural resources, consistent with market demand.			✓	City Staff, Developers
LU-2.2: Develop community gathering places for enhancing sense of belonging and using community power		✓		City Staff, Outside Consultant, Community Groups
LU-2.3: Use the potential of existing natural resources and rural beauty to define parks and recreational spaces		✓	✓	City Staff, Local & Regional Agencies
<b>Goal LU-3: Develop a land-use pattern that attracts investment and opportunities to diversify the tax base</b>				
LU-3.1: Encourage neighborhood retail nodes to develop at key intersections		✓		City Staff, Outside Consultant
LU-3.2: Redefine the city limit to include more space for future development and investment	✓		✓	City Staff, Local & Regional Agencies
LU-3.3: Encourage local businesses to expand in order to support local economic growth		✓		City Staff
LU-3.4: Identify new locations for investment and provide appropriate infrastructure and development regulation for attraction new projects.	✓			City Staff, Outside Consultant
LU-3.5: Encourage commercial activities to locate along major roads			✓	City Staff, Outside Consultant
LU-3.6: Incentivize urban area infill and redevelopment, where appropriate			✓	City Staff, Outside Consultant
LU-3.7: Allow medium density uses to be permitted in proper areas.			✓	City Staff
<b>Goal LU-4: Create places where people want to be</b>				
LU-4.1: Have/Develop connectivity to the surrounding context and area			✓	City Staff, Outside Consultant
LU-4.2: Create a strong identity to evoke an emotional response and foster a sense of belonging			✓	City Staff, Outside Consultant, Community Groups
LU-4.3: Pay attention to provide places which contribute towards residents' health and well being			✓	City Staff, Outside Consultant

TRANSPORTATION GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
<b>Goal T-1: Improve condition of roads</b>				
T-1.1: Use street funding strategically to rebuild all streets that have the lowest condition rating.		✓	✓	City Staff, Local, Regional & Federal Agencies
T-1.2: Upgrade existing roads to current standards according to functional street system classification to the extent practical when repaving or reconstructing those roads		✓		City Staff, TX-DOT
T-1.3: Identify and define minimum design and construction standards	✓		✓	City Staff, Outside Consultant
T-1.4: Require road impact fees or special assessments for any new development projects that place a burden on or require the upgrading of town roads.			✓	City Staff, TX-DOT
T-1.5: Maintain implementation priorities for all street improvements through a capital improvement planning process.		✓	✓	City Staff, TX-DOT
<b>Goal T-2: Develop an efficient, safe roadway and transportation system that provides access to all parts of East Mountain and adjacent cities</b>				
T-2.1: Coordinate with the county and/or adjacent cities, counties or agencies to ensure appropriate transportation system connections and as necessary, coordinated response to system needs.			✓	City Staff, Local, Regional & Federal Agencies
T-2.2: Discourage use of local roads for through traffic by using techniques such as signage, speed zones, and weight limits.			✓	City Staff, Outside Consultant
T-2.3: Support improved wayfinding signs at intersections to better direct visitors and residents	✓			City Staff, TX-DOT
T-2.4: Develop gateway and main corridor standards and themes that generate a positive first impression.		✓		City Staff, Outside Consultant
T-2.5: Coordinate with local Independent School Districts to provide an effective transportation system		✓		City Staff, Local & Regional Agencies, TX-DOT, School Districts
T-2.6: Explore ridesharing transportation provider services		✓		City Staff, Outside Consultant,Local & Regional Agencies
T-2.7: Provide and support additional transportation options for all town residents especially for seniors and those unable to drive			✓	City Staff, Outside Consultant,Local & Regional Agencies
<b>Goal T-3: Provide safe walking and biking opportunities</b>				
T-3.1: Plan future transportation improvements and land use development at the same time and support a diversity of land uses within walking and biking distance of residential areas		✓		City Staff, Outside Consultant
T-3.2: Utilize existing major flood zones and/or other open space connections for installing the trail system.		✓		City Staff, Outside Consultant
T-3.3: Identify ideal locations and implement sidewalks along key local streets, collectors and arterial streets leading from neighborhoods to all recommended parks and services within walking distance.		✓		City Staff, TX-DOT,Outside Consultant
T-3.4: Enhance the safety pedestrian crossing of major thoroughfares and other high traffic volume streets by providing accessible pedestrian signals		✓		City Staff, TX-DOT
T-3.5: Accommodate bicycle traffic on less traveled town roadways		✓		City Staff, TX-DOT
T-3.6: Encourage friendly, walkable environment within community center area by offering incentives to developers			✓	City Staff, Outside Consultant
<b>Goal T-4: Monitor development of potential northern loop and work with federal and state transportation agencies to integrate into East Mountain's transportation network</b>				

PARKS & OPEN SPACES GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
<b>Goal P-1: Develop a system of parks, trails, and open spaces that meets the needs of all East Mountain's age groups</b>				
P-1.1: Provide a blend of passive and active parks and open spaces that fulfil the recreational needs of the City's residents in all age groups and abilities.			✓	City Staff, Outside Consultant
P-1.2: Diversify the funding sources that support the City Parks and Recreation		✓		City Staff, Local, Regional & Federal Agencies
P-1.3: Support the development of athletic facilities that meet quality playing standards and requirements for all age groups and recreational interests, perhaps in combination with GISD and/or non-profits		✓		City Staff, Outside Consultant
<b>Goal P-2: Consider park, trail, and open space opportunities for floodplain and surrounding areas in south central East Mountain as a principal park and city amenity</b>				
P-2.1: Develop, adopt, and implement a comprehensive and integrated trails, pathways, and community connections system plan for recreation and transportation uses			✓	City Staff, TX-DOT, Outside Consultant
P-2.2: Preserve natural open space, including areas with significant natural resource values,			✓	City Staff
<b>Goal P-3: Develop a community core in central East Mountain with attractive streetscape landscaping, pocket parks, and plazas</b>				
P-3.1: Develop community spaces and a downtown park/green that provide locations for arts and crafts, music, video, classroom instruction, meeting facilities and other spaces for all age groups	✓			City Staff, Outside Consultant, Community Groups
P-3.2: Provide programs, special events and facilities that promote a sense of community and stimulate socialization for the individuals and family.	✓			City Staff, Outside Consultant, Community Groups
<b>Goal P-4: Connect East Mountain's park and trails network with those of surrounding communities, especially Longview</b>				
P-4.1: Initiate joint planning and operating programs with other cities in the area to develop a network of trails and green spaces in the region		✓		City Staff, Local, Regional & Federal Agencies
P-4.2: Apply for grants and other funding opportunities that help cities to develop trails while also promoting conservation.		✓		City Staff, Local, Regional & Federal Agencies
P-4.3: Coordinate with other departments, local organizations, land preservation organizations and state agencies about assistance in parkland acquisitions.		✓		City Staff, Local, Regional & Federal Agencies

GROWTH MANAGEMENT GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
<b>Goal G-1: Provide adequate local infrastructure to serve existing and future development.</b>				
G-1.1: Recognize the need for localized water and ensure that the City of East Mountain has adequate water and rights to water to provide for future growth.	✓			City Staff, Outside Consultant
G-1.2: Ensure that there is adequate water and wastewater available to serve existing areas and new development by monitoring usage and capacity.			✓	City Staff
G-1.3: Ensure that there is adequate water and wastewater available to serve existing areas and new development by proactively maintaining infrastructure systems.			✓	City Staff
G-1.4: Ensure that there is adequate water and wastewater available to serve future growth areas by studying the capacity of existing systems and the feasibility of expanding those systems.		✓		City Staff, Outside Consultant
G-1.5: Encourage new development to occur within areas that are already served by necessary public utility and infrastructure systems (e.g., water supply, storm drainage, etc.), or where systems can be realistically expanded.			✓	City Staff, Outside Consultant
<b>Goal G-2: Encourage growth, quality development, and redevelopment within the existing City limits of East Mountain in order to utilize existing infrastructure.</b>				
G-2.1: Employ various growth management strategies and implementation measures for different areas of the city, such as Downtown, existing neighborhoods, infill development areas, and developing commercial and retail areas.			✓	City Staff
G-2.2: Coordinate the City's housing strategy with growth management objectives.			✓	City Staff
G-2.3: Target infill development in key areas and establish development criteria for each area.			✓	City Staff, Outside Consultant, Developers
G-2.4: Encourage the use of Planned Development Zoning to facilitate innovative projects. Utilize development concepts (i.e. "middle housing", "mixed use zoning" and "traditional neighborhood design (TND)") where appropriate.			✓	City Staff
G-2.5: Prioritize development of areas where there are vacant lots serviceable by existing storm sewer and water utilities.			✓	City Staff, Outside Consultant, Developers
G-2.6: Identify vacant tracts suitable for commercial and retail businesses to enhance East Mountain's economic development and tax base.	✓			City Staff
<b>Goal G-3: Ensure orderly and timely City expansion through targeted annexation, efficient utility provision, and consistent development policies.</b>				
G-3.2: Revise zoning and subdivision ordinances to more closely reflect the vision and goals of this plan	✓			City Staff
G-3.3: Develop a strategy for providing utility services within the City's extraterritorial jurisdiction (ETJ) either simultaneously with annexation or with a phasing plan.		✓		City Staff, Local & Regional Agencies
G-3.4: Establish a policy of encouraging new development to locate within the City (since there is adequate vacant land within the City limits currently).		✓		City Staff
G-3.5: Enforce subdivision regulations in areas within the City's extraterritorial jurisdiction (ETJ).		✓		City Staff
G-3.6: Tailor the Capital Improvements Program (CIP) to implement growth management strategies.	✓			City Staff
G-3.7: Utilize Development Agreements to control growth within the ETJ and manage annexation.		✓		City Staff

ECONOMIC DEVELOPMENT GOALS/STRATEGIES	Top Priorities 1-2 Years	Short Term Priorities 2-5 Years	On-Going Priorities	Involved Parties
<b>Goal E-1: Build from East Mountain's economic strengths to cultivate a unique role in the local and regional economy</b>				
E-1.1: Develop downtown East Mountain parks and open space as a destination for arts, festivals, and performance events.		✓		City Staff, Outside Consultant, Community Groups
E-1.2: Maintain and enhance the recreational and scenic amenities unique to East Mountain through a system of parks and trails.			✓	City Staff, Outside Consultant
E-1.3: Continue to cultivate a business climate that fosters a successful and growing commercial and professional services sector			✓	City Staff, Outside Consultant, Local Businesses
E-1.4: Promote restaurants, drive throughs, and coffee shops as economic drivers and tax revenue generators		✓		City Staff, Outside Consultant, Local Businesses, Residents
E-1.5: Facilitate the coordination of business and economic development groups.			✓	City Staff
E-1.6: Support and participate in the economic development efforts of local, regional and state government agencies and enhance existing businesses and promote new business in town.		✓		City Staff, Local, Regional & Federal Agencies
<b>Goal E-2: Capture more local spending.</b>				
E-2.1: Establish land use districts that encourage convenient community-serving retail sales establishments that will improve the overall commercial base and augment town sales tax revenues.		✓		City Staff, Outside Consultant
E-2.2: Encourage retail uses where the local market is underserved.		✓		City Staff, Outside Consultant
<b>Goal E-3: Facilitate business development with growth and development processes, standards and decisions that are clear, predictable, fair, consistent, timely and cost-effective.</b>				
E-3.1: Update the land use code to more accurately reflect the values of the community and the demand for new development	✓			City Staff, Outside Consultant
E-3.2: Establish a clear process and reasonable set of requirements for starting a business in East Mountain.	✓			City Staff
<b>Goal E-4: Support the enhancement of local food production systems, especially those with add-on potential for agri-tainment.</b>				
E-4.1: Promote agricultural and open space conservation in the northern periphery.			✓	City Staff, Local & Regional Agencies
E-4.2: Encourage small-scale urban farming in town including community gardens, orchards, greenhouses, and livestock/fowl in acceptable numbers for residential neighborhoods.		✓		City Staff, Outside Consultant, Community Groups

# 11.1

## RESOURCES & FUNDING STRATEGIES

The following is a list of potential funding sources. Some sources apply to more than one category of city improvement.

### Land Use .....

#### **Texas Small Towns Environment Program (STEP)**

Sponsored by the Texas Department of Agriculture, this program proves different grant opportunities for funding water and sewer infrastructure systems for small towns.

<https://www.ruralhealthinfo.org/funding/1138>

#### **Texas Municipal League**

Provides a variety of funding opportunities for grants in different categories for land use.

<https://www.tml.org/201/Grants>

#### **US Department of Interior**

Provides opportunities for grants for cities looking to improve general existing infrastructure and looking for ways to improve water conservation.

<https://www.usbr.gov/watersmart/index.html>

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#### **Texas.gov**

Electronic website tool that can be utilized for finding grants in Texas. There are always opportunities that aren't always highly publicized for cities to use for projects.

<https://txapps.texas.gov/tolapp/egrants/search.htm>

### Utilities and Facilities .....

#### **TCEQ Storm Water Management Program**

Program for assisting with funding and creating storm water management programs in cities in Texas. This will help with controlling flooding and possible health hazards from storm water flooding.

<https://www.tceq.texas.gov/assistance/water/stormwater/sw-ms4.htm>

#### **Malaria Mosquito Control Program**

Helping cities to create mosquito studies to protect again possible malaria outbreak and other water-Bourne illnesses in areas with storm water flooding.

<https://www.mosquito.org/>

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### Parks & Open Spaces .....

#### **Local Parks Funds**

Texas Parks and Wildlife Department has a variety of grants for parks and recreation opportunities in cities.

<https://tpwd.texas.gov/business/grants/recreation-grants/about-local-parks-grants>

#### **Land and Water Conservation Funds**

Opportunities for grants from the Environmental Protection Agency that can be used towards conserving land and water resources in cities.

[https://www.epa.gov/sites/production/files/2017-05/documents/federal-and-california-sw-funding-programs\\_0.pdf](https://www.epa.gov/sites/production/files/2017-05/documents/federal-and-california-sw-funding-programs_0.pdf)

#### **Rivers, Trails, and Conservation Assistance Program**

Funding opportunities from the National Parks Service that cities can use to conserve local rivers and receive funding for creating natural trails throughout the city.

<https://www.nps.gov/orgs/rtca/index.htm>

#### **Rural Development and Environmental**

**Programs (wep)**

Grants available for rural cities looking to develop a variety of environmental programs and water infrastructure.

<https://www.rd.usda.gov/recovery/water.html>

**Land trusts**

Give East Mountain the opportunity to develop trusts to help secure and fund the cost of acquiring land that needs to be preserved and protected for greenway purposes. This will allow East Mountain to have an available source for obtaining future land spaces.

**National Recreation and Park association**

A variety of grant opportunities for East Mountain to receive funding for recreation facilities and parks spaces.

<https://www.nrpa.org/our-work/Grant-Fundraising-Resources/>

**Transportation .....****TX-DOT Context Sensitive Solutions**

Options for working with the Texas Department of Transportation for funding and finding solutions for better and safer transportation quality in Rhome.

<https://ftp.dot.state.tx.us/pub/txdot-info/abl/projects/us83-us84/css-fact-sheet.pdf>

**Zero vision Network**

Program focused on finding solutions for cities to implement methods that are not only cost efficient but increase safety for pedestrians and drivers.

<https://visionzeronetwork.org/>

**Highway safety improvement program**

Federal Highway Department of Transportation program that provides funding opportunities for improving areas of traffic on highways that have been designated as unsafe territories.

<https://safety.fhwa.dot.gov/hsip/>

**Bicycle and pedestrian funding**

Grant opportunities provided by the TX-DOT for funding bicycle lanes and forming safe designated pedestrian areas in cities.

<https://www.txdot.gov/inside-txdot/division/public-transportation/bicycle-pedestrian.html>

**Local and Rural Road Safety Program**

Grants provided by the FHWDT to improve traffic safety in rural areas that want to improve safety on their roads.

[https://safety.fhwa.dot.gov/local\\_rural/training/fhwasa14087/local\\_funding.pdf](https://safety.fhwa.dot.gov/local_rural/training/fhwasa14087/local_funding.pdf)

**Traffic Safety Funding**

Grants provided by TX-DOT to improve traffic safety areas that have been designated as high traffic areas.

<https://www.txdot.gov/government/funding/grants.html>

**Tiger grant program**

Provided through FHWDT, this grant helps rural areas and local cities that are critical to national or metropolitan projects.

[https://www.transportation.gov/sites/dot.gov/files/docs/TIGER\\_DISCRETIONARY\\_GRANT\\_PROGRAM.pdf](https://www.transportation.gov/sites/dot.gov/files/docs/TIGER_DISCRETIONARY_GRANT_PROGRAM.pdf)

## Housing .....

**Property Grading System**

Neighborhood program for deciding which neighborhoods need to be conserved versus which properties may need assistance to be restored to a stable state. Conservation Vs. Stabilization

**Housing Demolition program**

Program provided through the EPA for demoing houses in cities that aren't up to code to help cities redevelop housing subdivisions.

<https://www.epa.gov/large-scale-residential-demolition/examples-state-and-local-demolition-programs>

**Volunteerism**

Creating groups of volunteers that use their time towards assisting the city with community projects.

**Home programs**

Funding through grants to help make housing affordable for renters and buyers. Also, provides options for rehabilitating areas as well that may be having issues with upkeep.

<https://www.hudexchange.info/programs/home/home-overview/>

**Texas department of housing & community affairs**

Options for East Mountain for funding housing that's desired by the community that also allows for rehabilitation, how buyer assistance, and other options for community residents.

<https://www.tdhca.state.tx.us/overview.htm>

**Neighborhood Associations**

A group of residents, business representatives, and/or other interested citizens that use their time towards improving and enhancing the well defined, geographic area that they live in.

**Community code enforcement partnerships**

Neighborhood residents and organizations that are

passionate about making their communities the best they can be and work to promote safer and cleaner streets.

<https://www.communityprogress.net/tool-3--community-code-enforcement-partnerships-pages-269.php>

## Economic Development .....

**Main street program**

Texas Historical Commission provides funding opportunities for developing local main streets that East Mountain could utilize when developing downtown Rhome.

<https://www.thc.texas.gov/public/upload/Funding-a-Local-Main-Street-Program-2013-version.pdf>

**ARts in the City**

Funding for different art initiatives in cities provided by the Texas Commission on the Arts.

<http://www.arts.texas.gov/initiatives/rural-initiatives/>

**Revenue Bonds**

Bonds can be used for capital projects that can generate revenue for debt services where

fees can be set aside for repayment of the bond.

#### **Recreation economy for rural communities program**

Program through the EPA that provides funding to revitalize main streets in downtown through promoting outdoor recreation opportunities.

<https://www.epa.gov/smartgrowth/recreation-economy-rural-communities>

#### **Local foods, local places program**

Program through the EPA that helps support local health while also promoting local businesses and giving back to local communities by utilizing smart growth strategies.

<https://www.epa.gov/smartgrowth/local-foods-local-places>

#### **US Economic Development Administration**

A variety of programs and grants available for cities looking for developing economic expenditures in their communities.

<https://www.eda.gov/programs/eda-programs/>

#### **Naming rights**

The city of East Mountain can gain revenue by

giving naming rights to new building or funding for renovation of existing infrastructure in the city to businesses or investors.

#### **Other resources .....**

##### **Mayor's Community Table**

Community event where random citizens are chosen from the city to sit with the mayor of Rhome for a community dinner. This allows for members of the community to have a chance to not only voice local opinions but also bring the community closer together.

<https://www.gptx.org/residents/citizen-involvement/mayor-s-community-table#ad-image-0>

##### **Love your block program**

Helps connect city leaders with local citizens to solve local issues throughout the city.

<https://citiesofservice.org/resource/love-your-block/>

##### **Block party trailer neighborhood program**

The city can utilize a block party trailer full of party games for kids and adults that can be rented out for parties and city events. Can be used as revenue source for other community projects in East Mountain.

<http://www.coppelltx.gov/blockparty>

##### **Mentor program**

City officials can have interns or people from local middle school and high school levels be mentored by city employees to learn about government and how they can work towards improving the community.



# CATALYST PROJECTS

CHAPTER

## 12

- 12.1 Introduction
- 12.2 Downtown development plan
- 12.3 Parks & trails
- 12.4 Development code



## 12.1 INTRODUCTION

Catalyst Projects are well-defined short-term objectives that represent the Comprehensive Plan's five-year priorities, and are anticipated to have a substantial ongoing impact in East Mountain by enhancing the city's image and strengthening its identity. They are intended to build on the city's positive aspects by creating a more accessible, functional, attractive, and enjoyable community.

The City of East Mountain can begin implementing the comprehensive plan's priorities by undertaking any one of the Key Projects: they aren't prioritized. The Key Projects coordinate with four Comprehensive Plan components: Land Use, Economic Development, Parks and Open Spaces, and Growth Management.

Identified projects are:

- Downtown Development Plan
- Parks and Trails System
- Development Codes

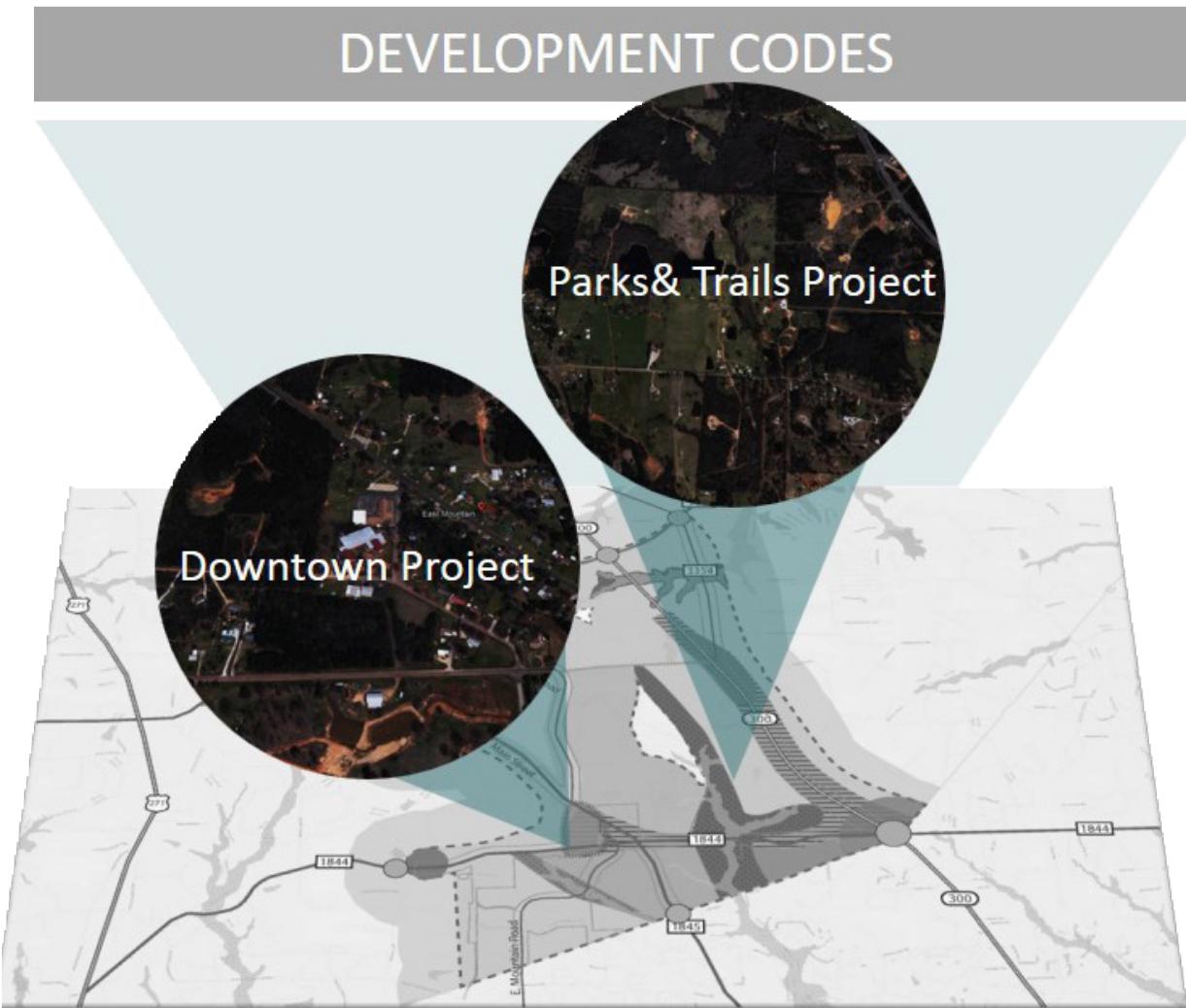


Figure 12-1, East Mountain Catalyst Projects

## 12.2 DOWNTOWN DEVELOPMENT PROJECT 'EAST MOUNTAIN'S PEDESTRIAN VILLAGE'

### Project Description

The purpose of this project is to develop the downtown core as a unique civic hub which enhance the pedestrian experience and create a destination with a diverse mix of uses. Development of the Downtown core can be a catalyst to encourage new growth and additional development within the city. This proposed pedestrian pathway could connect Main St to FM 1844 Rd through East Mountain Rd. It should be the center of special services and activities and establish a framework to guide investment in the area. Downtown also should strengthen its role as the center of government, with concentration of City Hall and other city service offices. It could act as a cultural center with locating a public library, outdoor markets and civic plazas. The eastern portion of the pedestrian pathway could include a mix of retail and residential building.

### Key Features

This area includes

- East Mountain Baptist Church which draw more residents to the area,
- The historic school building which is abandoned now, but it has attractive architectural style,
- City Hall that is the most important existing public building in the City which draws residents for public meetings and gathering,
- East Mountain Volunteer Fire station,
- East Mountain Veterans Memorial Plaza which is a small memorial obelisk that is hidden from view,
- Some Single-Family Residential properties, and
- 10-acres of City-owned property, planned to be developed as a park



Abandoned School



Baptist Church



City Hall & Memorial plaza

## Development Recommendations

- Facilitate reuse of school and teachers' house buildings for public uses like: Community Center, Library, Gallery,...
- Promote new activities such as Farmer's Markets
- Define and design small scale plazas along the pathway (Redesign Memorial Plaza)
- Stage small outdoor arts venues
- Consider bed and breakfast or boutique hotel in mixed-use zone
- Promote neighborhood-based services, "mom and pop" shops in mixed-use zone
- Promote outdoor activities including the Trick or Treat, Christmas Stroll, Market Days, First Fridays, Music on the Square and ...
- Create pedestrian-friendly environment along the corridor



Figure 12-2, Downtown Development Plan

## Sequence I - Downtown Entrance



1-After



1-Before

## Sequence II - Healing Plaza

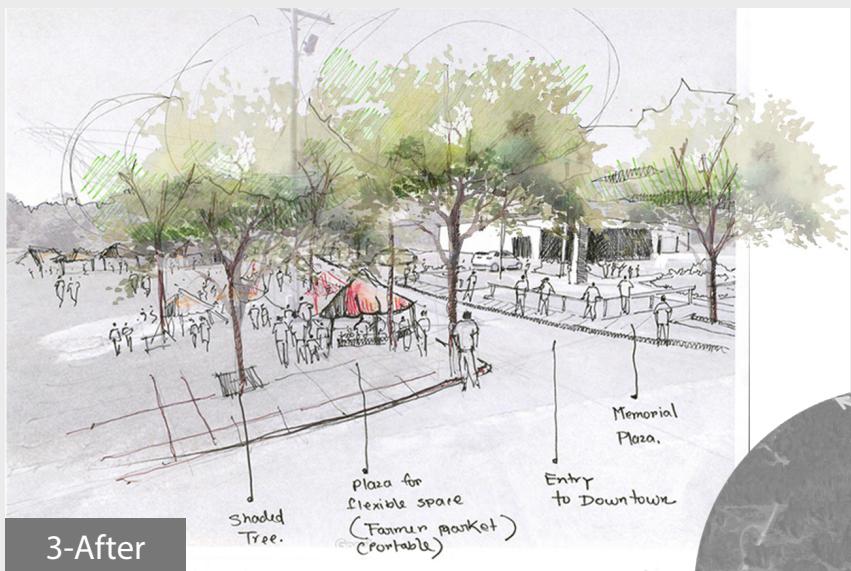


2-After



2-Before

### Sequence III - Downtown Heart



3-After



3-Before

### Sequence IV - East Mountain Park



4-After



4-Before

# 12.3

## PARKS & TRAILS - 'REGIONAL GREEN NETWORK'

### Project Description

The purpose of this project is to create an interconnected network of natural resources, open/recreational spaces, cultural assets & constructed nature-based systems. Linking “green spaces” throughout the region boosts their ecological, recreational scenic and economic value and protect large expanses of unprotected woodlands, stream corridors, wetlands, meadows, vacant lands.

The trails and greenway network can be used for both recreation and transportation, and is a key factor in city wide accessibility. The network can improve connection, accessibility, and public health for residents and visitors and offer an improved quality of life.

This green network can be extended south toward Longview and north toward Gilmer and provide a connected green network in the region.

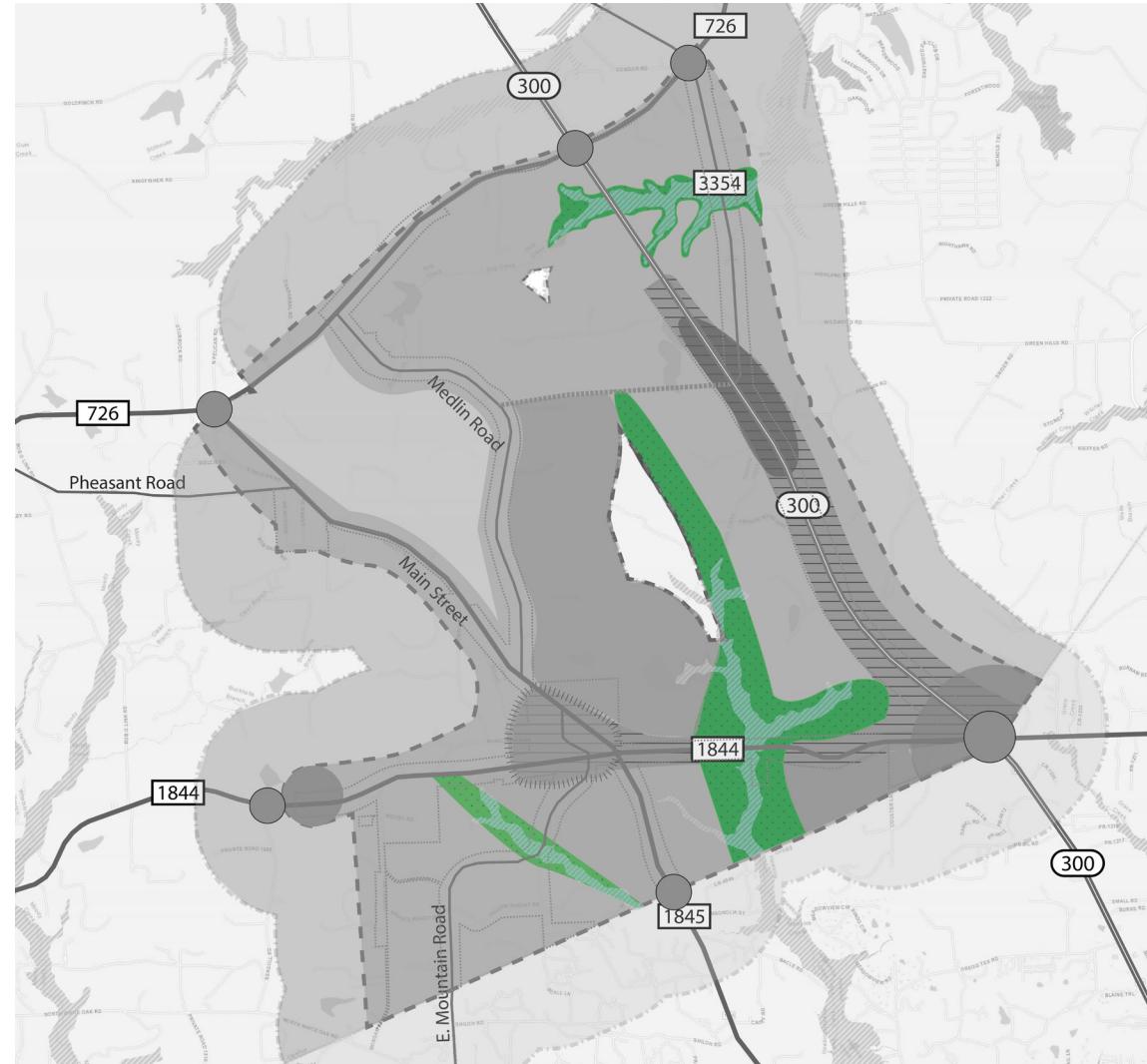


Figure 12-3, Proposed Parks and Trails

## Key Features

In its existing condition this area includes:

- Floodplains
- Lakes
- Creeks
- Private properties

Which are located in the East Mountain ETJ

In the future development, it is proposed to expand city limits to cover this area.



Figure 12-4, Visualization of proposed picnic area

## Development Recommendations

The proposal for this area in the future is to have an active, sustainable, eco-friendly zone where people can enjoy picnics, bike riding, fishing, boating and exploring the wild life like migratory birds etc. This wild park may have native prairie garden, pollinator garden, storm water management system and plants having a wild vibe. So, the people of East mountain might have two different area for them as a gathering space, one of them is more formal look maintain the vernacular theme of area and other can be a wild zone and more natural. This park could be a regional attraction and bringing people to East Mountain

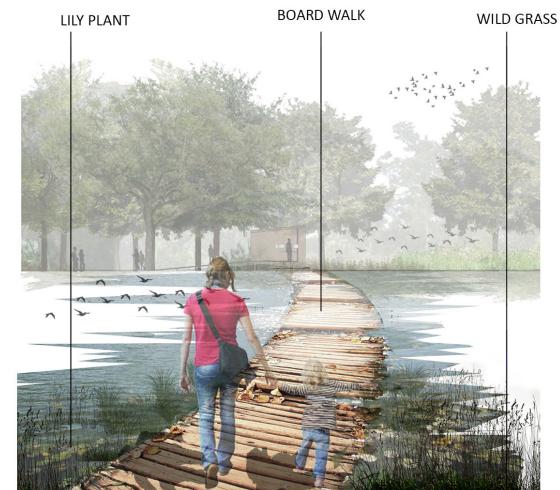


Figure 12-5, Visualization of proposed board walk

# 12.4

## DEVELOPMENT CODE

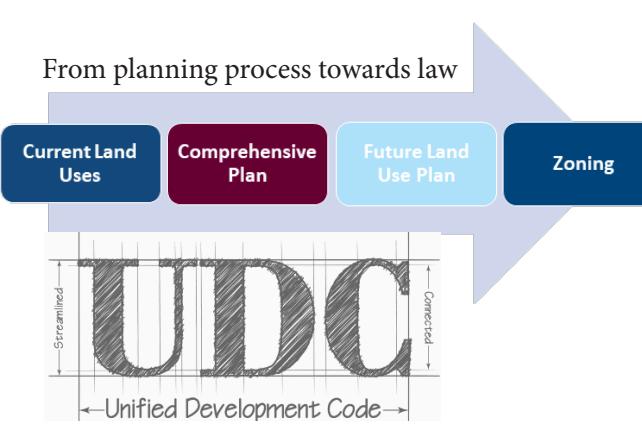
### Project Description

Planning is the policy guide for development process, but zoning is the part of development with the most discretion. It is a law allowing a city to regulate the use of properties. The Comp Plan Map and the Zoning Map are like a leader and a follower. The plan map is the leading map and the zone map is the following map. The zone map can “catch up” to the plan map, but it can’t go past it and it is essential for each city to have both.

The IUS study team recommends that the City of East Mountain drafts The Unified Development Code which is driven from the adopted Comprehensive plan. The American Planning Association (APA) describes a Unified Development Ordinance (UDO) as a local policy instrument that combines traditional zoning and subdivision regulations, along with other desired city regulations, such as design guidelines, sign regulations, and floodplain and stormwater management, into one document. The purpose of this project is providing the backbone of a successful planning program and encouraging of development and redevelopment, particularly within

targeted areas that are consistent with the community’s planning and development goals and Comprehensive Plan.

Where a community, after a careful and deliberate review of “the present and reasonably foreseeable needs of the community”, adopts a general developmental policy for the community as a whole and amends its zoning law in accordance with that plan, courts can have some confidence that the public interest is being served.



### Project Key Features

The UDO document should include **Zoning ordinance** and **Subdivision Ordinance**.

**Zoning:** The purpose of zoning is to protect health safety, and general welfare. It accomplishes this by regulating how land is used and setting standards for building types, sizes, and heights. Zoning divides a municipality into districts (zones or zoning districts) and establishes regulations for each district. A zoning ordinance consists of a written document and a map. The ordinance specifies the types of activities (uses) that can occur in each district either as a matter of right (in all circumstances) or under certain conditions (conditional uses and/or special exceptions). It also regulates building height, lot sizes, setbacks from streets and adjacent lots, yards and green space, number and sizes of signs, space for off-street parking. Many modern ordinances include regulations governing development in the vicinity of floodplains, wetlands, wellheads, and aquifers.

The zoning map depicts the boundaries of each zoning district within the jurisdiction. As state law mandates, zoning districts must be consistent with land use designations. The front graphic illustrates the link between the land use designations in a comprehensive plan and the zoning districts enacted following plan adoption. It would be inconsistent to place a property, whose land use is designated residential, in either a commercial or an industrial zoning district. It would be consistent to place a residentially designated property in any of the four residential zoning districts.

**Subdivision** refers to the process of splitting up or assembling land for development. The regulations governing this process designate utility locations, street rights-of-way, open space, and common areas. They also outline the services, such as water, sewer, gas, and electricity, and amenities that a developer must install prior to sale of subdivided (or assembled) land. It is necessary for East Mountain to have Subdivision ordinance to developing new properties and protect the public from inferior and undesirable development practices.

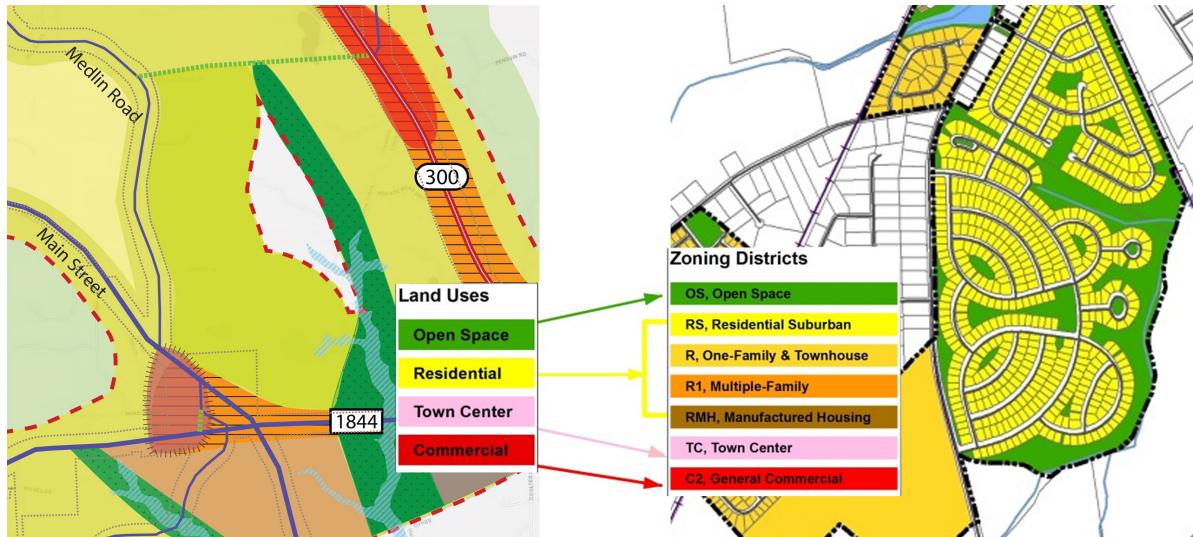


Figure 12-6, The differences between Land Use map and Zoning map

The City Subdivision Ordinance will apply to the subdivision of land within the city limits and the extraterritorial jurisdiction (ETJ).

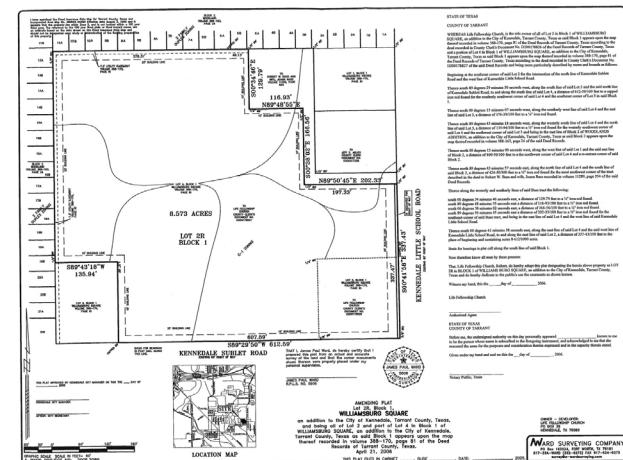


Figure 12-7, An example of Subdivision document

## Recommendations

The Municipal Planning Act grants cities the authority to hire staff, including professional planners and attorneys, to assist in the drafting of a zoning ordinance. Local city officials and staff often have in-depth knowledge regarding the community and its needs, but lack expertise in the many technical and legal aspects of zoning.

Professional planners and the city attorney can contribute this expertise to the zoning ordinance adoption process and, while not required, are highly recommended. Because numerous and diverse state and federal laws and court cases apply to zoning, the assistance of the city attorney, at a minimum, helps a city evaluate whether its ordinance complies with all applicable laws. The City of East Mountain should cooperate with an outside consultant and a city attorney to draft the UDC as soon as possible.

The following standards should be considered in the zoning regulations:

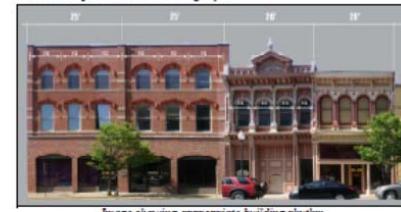
- Permitted Uses
- Dimensional Standards
- Sign Standards
- Landscape Standards
- Tree Protection Standards
- Screening Standards
- Fence Standards
- Parking Standards
- Lighting Standards
- Development Design Standards

**21.92 Specific to Historic Core (new construction and additions only), Downtown Core, Riverfront Core, Riverfront Paseo, and Frederica Boulevard Overlay Character Districts**

**a. Roof Form**  
Buildings shall be simple, rectilinear forms with flat or low pitched roofs with parapets. Mansard roofs shall be prohibited.



**b. Façade Composition**  
Buildings shall maintain the traditionally prevalent façade rhythm of 20'-30'. This rhythm may be expressed by changing materials, or color, or by using design elements such as fenestration, columns and pilasters, or by varying the setback of portions of the building façade.



**Building facades shall be designed with a distinct base, middle, and top. For retail storefront buildings, a transom, display window area, and bulkhead at the base shall be utilized.**



**Infill buildings shall generally maintain the alignment of horizontal elements along the block.**



**Corners emphasizing architectural features, pedimented gabled parapets, cornices, awnings, blade signs, arcades, colonnades and balconies should be used along commercial storefronts to add pedestrian interest.**



**c. Windows and Doors**  
Windows and doors on street (except alleys) fronting facades shall be vertically proportioned that are similar in size and shape to those use historically Residentially sized (e.g., 3' X 5') and proportioned windows shall not be perturbed.



**All ground floor front facades for commercial and mixed use buildings along streets shall have transparent storefront windows covering no less than 65% of the facade area. Each upper floor of the same building facades facing a street or plaza shall contain transparent windows covering at least 35% of the facade area. All other street facing side facades (except alleys), shall have transparent windows covering at least 30% of the facade area for all floors.**



Figure 12-8, An example of downtown zoning ordinance

## Recommendations

- Lake Edge Standards

It is recommended to apply Form-based zoning in the downtown area. Form-Based Codes foster predictable built results and a high-quality public realm by using physical form as the organizing principle, with a lesser focus on land use. The front images show some good example of Form-Based Codes.

The following standards should be covered in the subdivision regulations:

- Platting Requirements
- Adequate Public Facility Standards
- Street Standards
- Private Street and Gated Subdivision Standards
- Alley Standards
- Sidewalk Standards
- Lot Standards
- Easement Standards
- Water Utility Standards
- Wastewater Utility Standards
- Drainage and Storm Water Standards
- Homeowners' or Property Owners' Association Requirements
- Underground Utility Standards
- Park Land Fee and Dedication Requirements

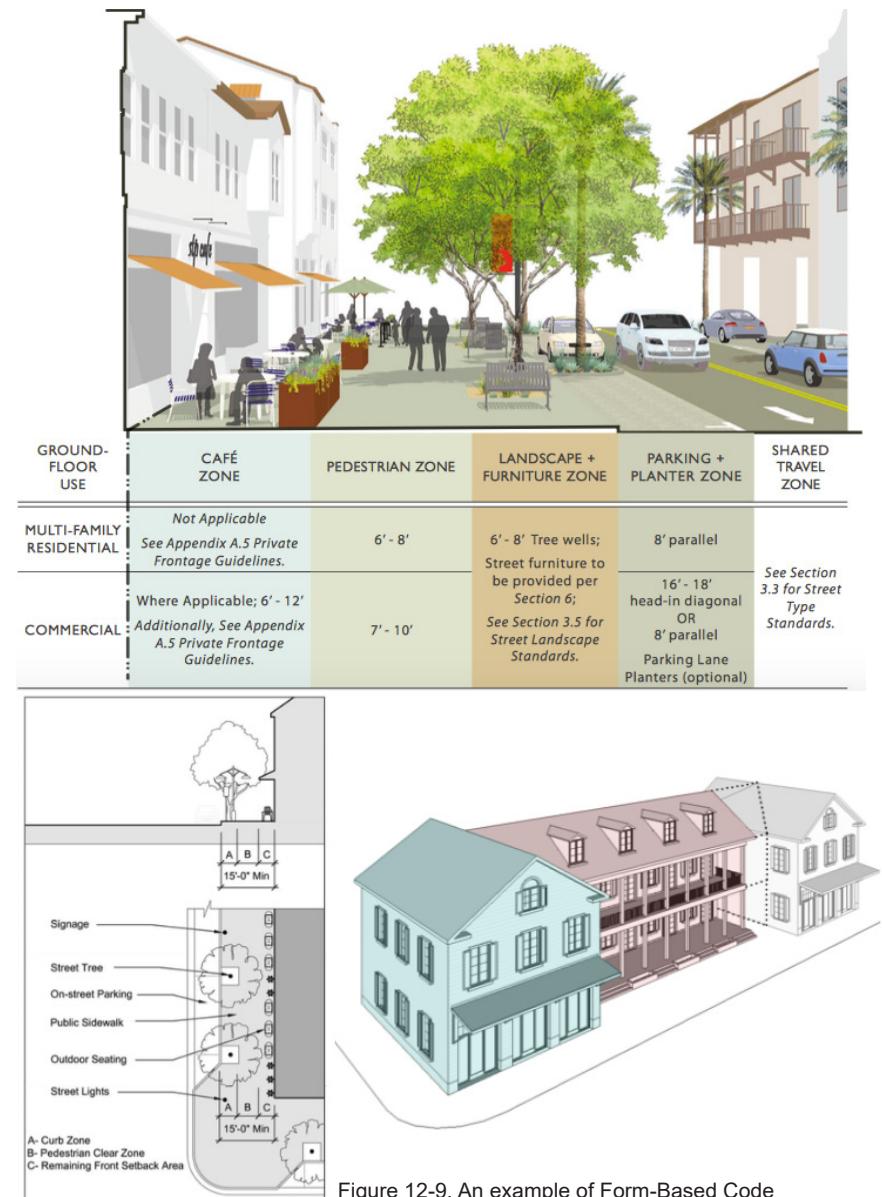


Figure 12-9, An example of Form-Based Code

East Mountain  
CITY LIMIT  
POP 797