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1 Community Goals & Objectives

Comprehensive Planning

A comprehensive plan is a document that expresses a community's visions for its future and establishes goals and objectives to help achieve that vision. It provides guidance to local government, decision-makers, and leaders, as well as property owners, businesses, and developers.

A comprehensive plan:

- Provides detailed information about what a city looks like and how it functions
- Articulates a future vision for the city based on the community's needs and desires
- Identifies specific goals and objectives to help achieve the vision
- Provides a framework for policy decisions and physical development
- Covers a long-term time frame of 10-to-20 years
- Is integrated with other planning documents, studies, and initiatives carried out by local and regional government

Texas cities are not legally required to adopt a comprehensive plan but communities all around Texas increasingly see comprehensive planning as an important resource.

By defining a city's goals and objectives, comprehensive plans provide a guide from which to make decisions about the policies that shape local development and community character, as well as the legal and political support for those regulations. Defined goals and objectives also support strategic, financial decision-making by providing key information for budgeting and capital improvements programs.

Once complete, a comprehensive plan represents not only a sophisticated set of data about a city but also a set of priorities and specific projects established by the community that local leadership can use to move the city into the future.

1.1 Developing a Vision

Community goals and objectives guide the recommendations throughout this comprehensive plan.

Todd Mission's goals and objectives were developed through input from a community survey and a public planning workshop, as well as interviews and correspondence with municipal staff. The community survey was posted online using Survey Monkey for approximately two months between November 2022 and January 2023. The City of Todd Mission hosted the planning workshop at City Hall on February 8, 2022.

Input from the community survey and planning workshop can be expressed as a community vision statement that describes residents' hopes for what Todd Mission might be like in 2033:

CITY OF TODD MISSION COMMUNITY VISION STATEMENT

In 2033, Todd Mission will be an affordable and attractive community that provides excellent services. The city will be characterized by:

- *A family-oriented, rural feel,*
- *Diverse housing opportunities affordable to and serving the needs of residents of varying economic means and life stages,*
- *A local economy that allows residents to meet many of their needs in Todd Mission,*
- *A community that celebrates its history and continues to support the Texas Renaissance Festival,*
- *A well developed and efficient water system that provides good service at a low cost to taxpayers,*
- *Improved street conditions supported by a well-maintained storm drainage system, and*
- *Parks and recreation facilities for residents of all ages.*

1.2 Planning Workshop

The planning workshop gathered information from attendees using an effective, established process known as the Goals Grid Method,[1] which structures conversation around four general questions:

- What are you trying to achieve?
- What are you trying to preserve?
- What are you trying to avoid?
- What are you trying to eliminate?

The following points summarize key areas of conversation during the workshop.

Preserve / Achieve

- Community
  - Increase resident involvement
  - Attract and prepare for new residents
  - Create positive attitude towards growth
  - Preserve the rural/woodland feel of the city
  - Develop a common vision
- Infrastructure
  - Pursue City-owned water and wastewater services
  - Maintain and improve road conditions
  - Improve emergency services reliability
  - Develop more streetlights
- Housing
  - Preserve affordability (a draw for new residents)
  - Develop more housing
  - Enforce code and housing standards
  - Create a resident volunteer force for neighborhood cleanup
  - Support repair and maintenance
- Economy
  - Continue to support the Texas Renaissance Festival

[1] Nichols, Fred (2000) The Goals Grid: A Tool for Clarifying Goals and Objectives

Preserve / Achieve

- Capitalize on location to attract residents and industry:
  - SH 249
  - Proximity to large city (Houston)
- Incentivize growth in the extraterritorial jurisdiction
- Increase sales tax revenue
  - Develop additional commercial/retail services to meet resident needs in Todd Mission (basic amenities, doctors office, health clinic, laundry mat, restaurants/food)

➢ Recreation

- Develop greenspaces
- Preserve Stargate Arboretum
- Develop desired facilities:
  - More play equipment/activities for children
  - Dog park
  - Nature trails
  - Meditation spaces
  - Community center
  - Bike lanes

Eliminate / Avoid

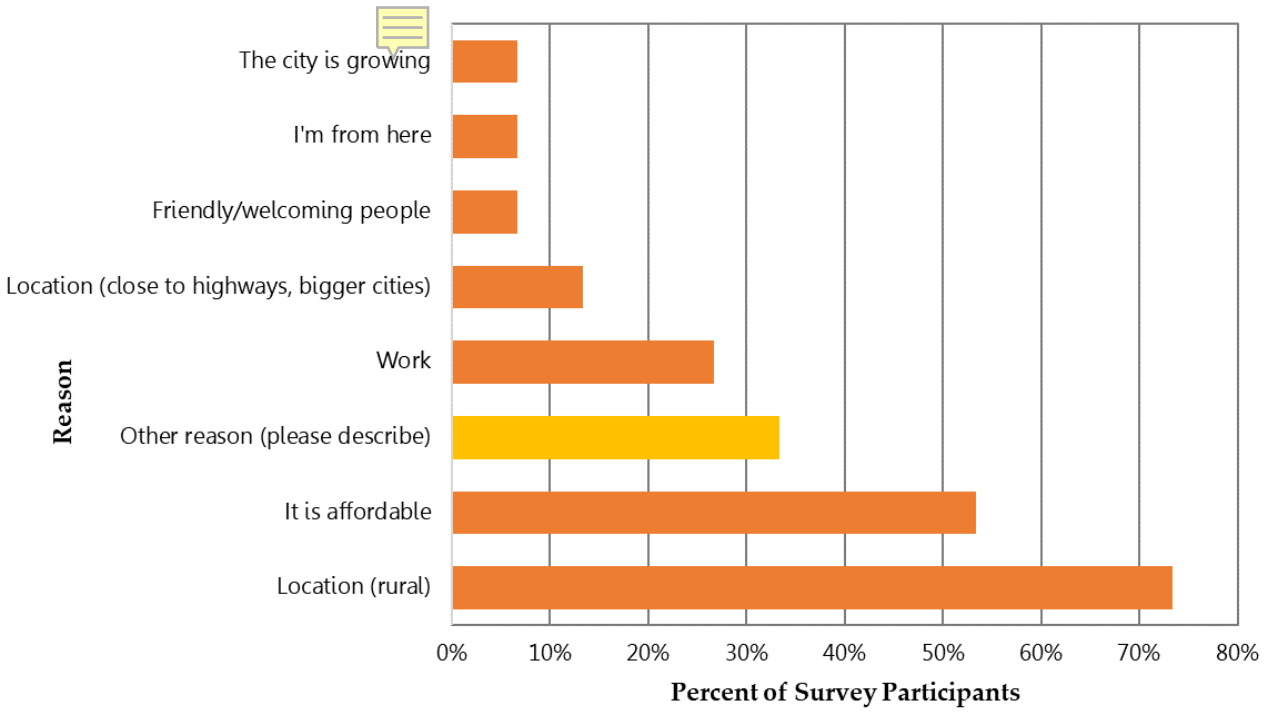
- Drainage problems – flooding – poor street conditions
  - Pursue current project to regrade ditches city-wide
  - Replace culverts
  - Fix streets
- Substandard structure and lot conditions
  - Dangerous, collapsed housing
  - Remove debris from yards
- Overpopulation
  - Increase in traffic
  - Loss of Todd Mission's character
  - "Big City" crime
- Locally Unwanted Land Uses (lulus)
  - Adult entertainment (strip clubs)
  - Gun ranges
  - Large apartment complexes

1.3 Survey Summary

Sixteen (16) participants filled out Todd Mission's 18-question community planning survey.

The following charts summarize survey responses. To the extent possible, alternative responses and open-ended comments were consolidated into goals grid category responses.

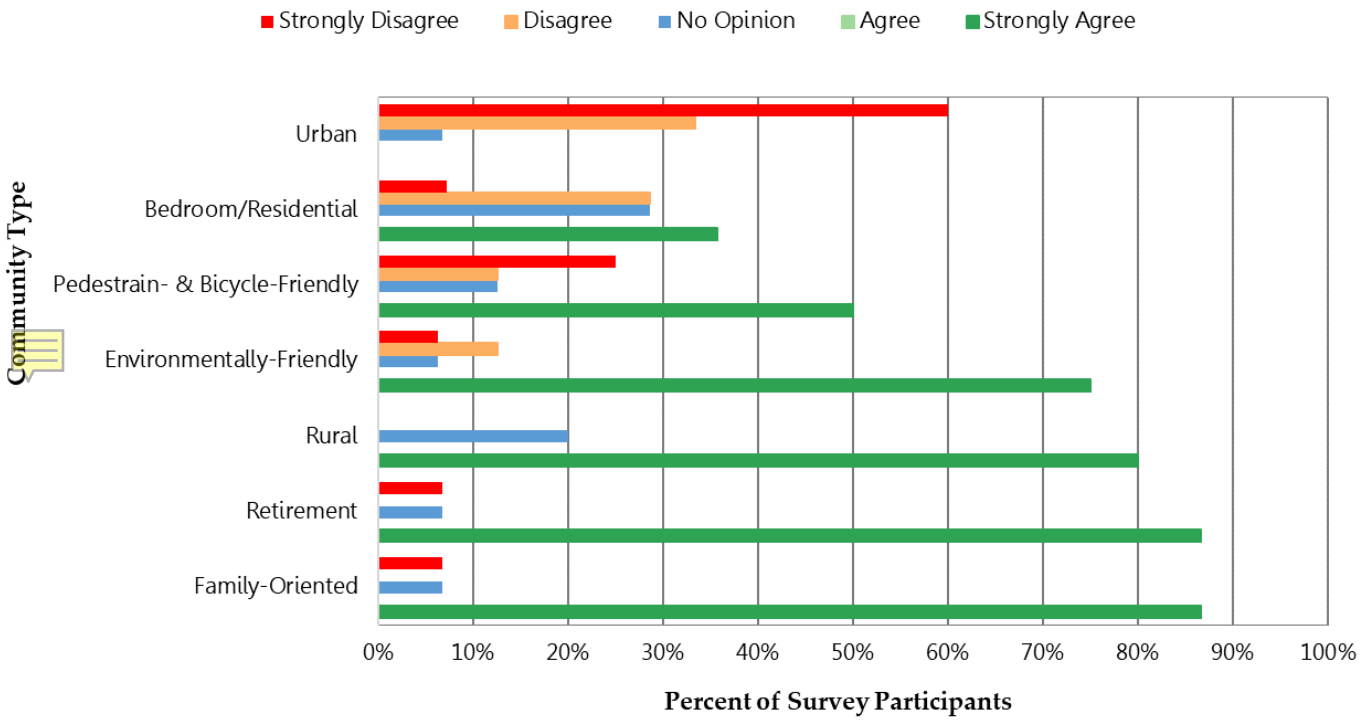
1. Why is Todd Mission your home?

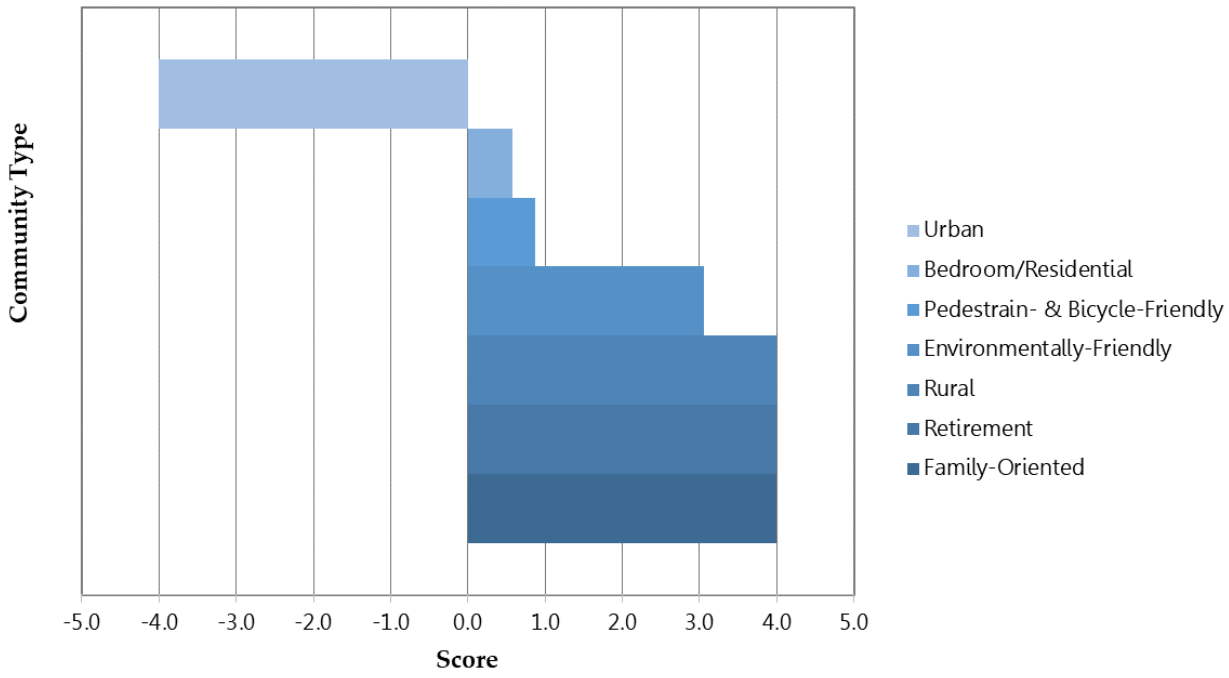


Other responses:

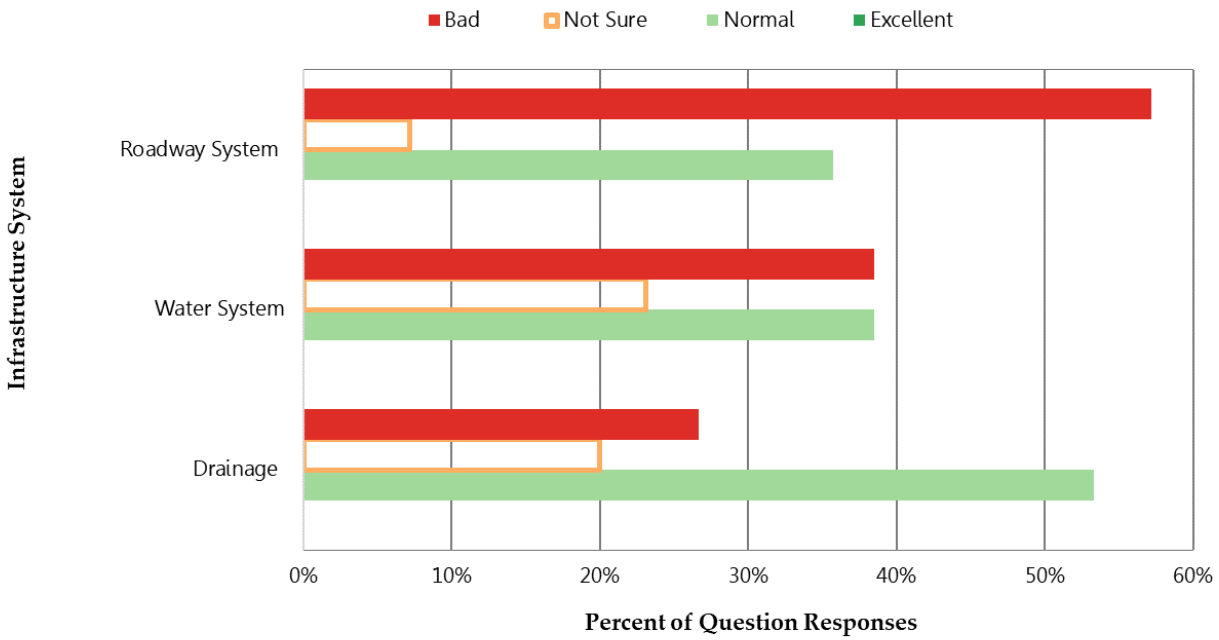
- Proximity to the Texas Renaissance Festival
- Zoned to rural schools
- Rural privacy

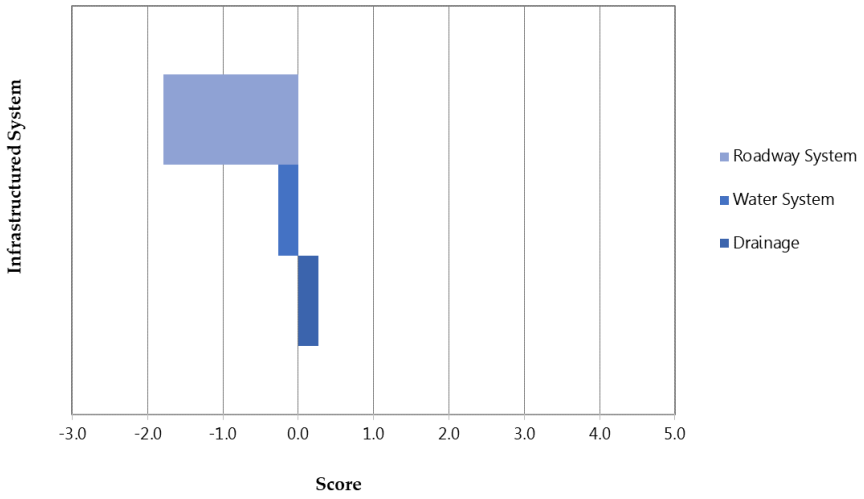
2. How much do you agree or disagree with the following statements about the kind of community Todd Mission should be?





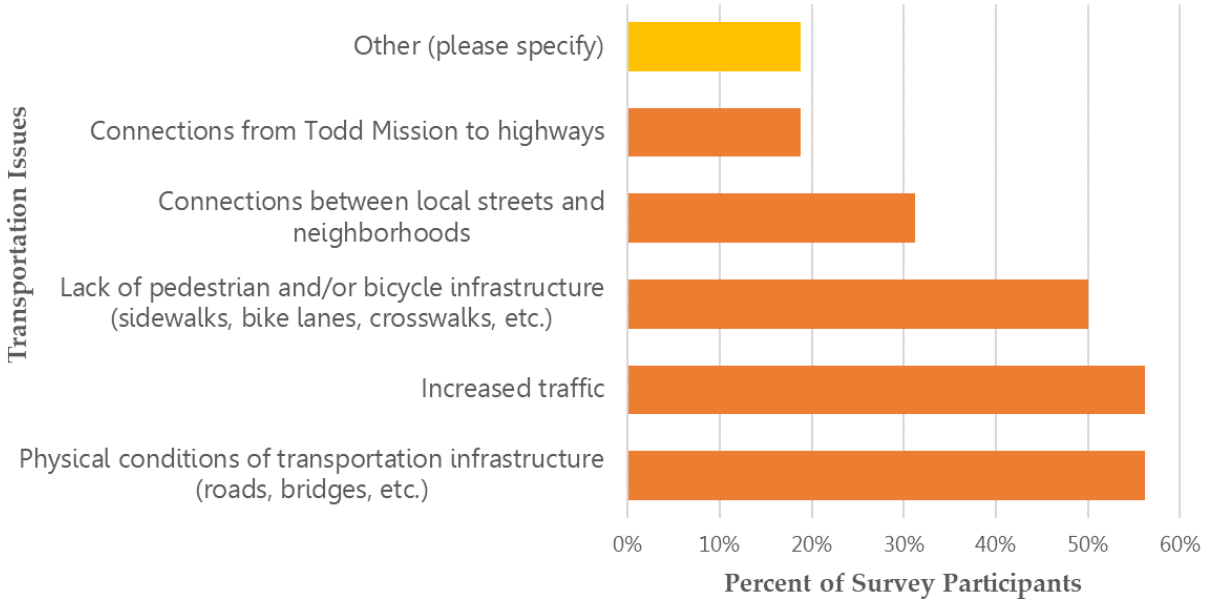
3. Please rate the quality and reliability of these services/systems in Todd Mission.



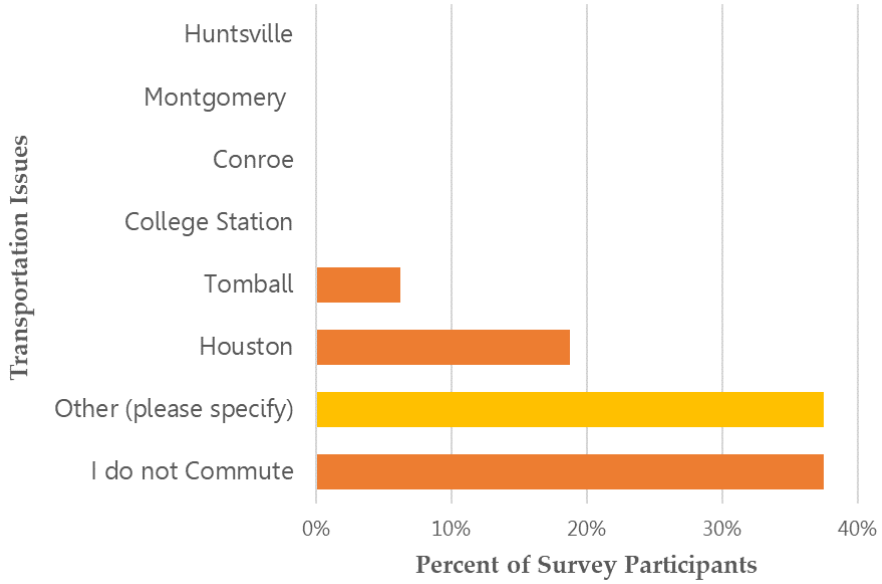


System	"Bad" Ranking Comments
Water	No water system
Storm Drainage	Culvers are in deteriorating conditions
Streets	Many roads are unusable, poor maintenance, unpaved roads

4. **In your opinion, what are the most important transportation issues in Todd Mission? (select up to three)**



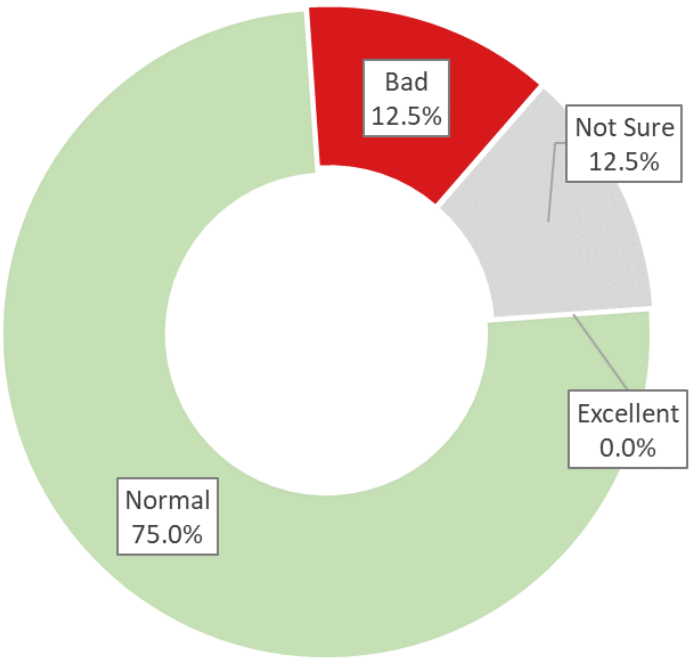
5. **If you commute for work, to which metro area do you commute?**



Other responses:

- All of the above
- Magnolia
- Woodlands
- Anderson

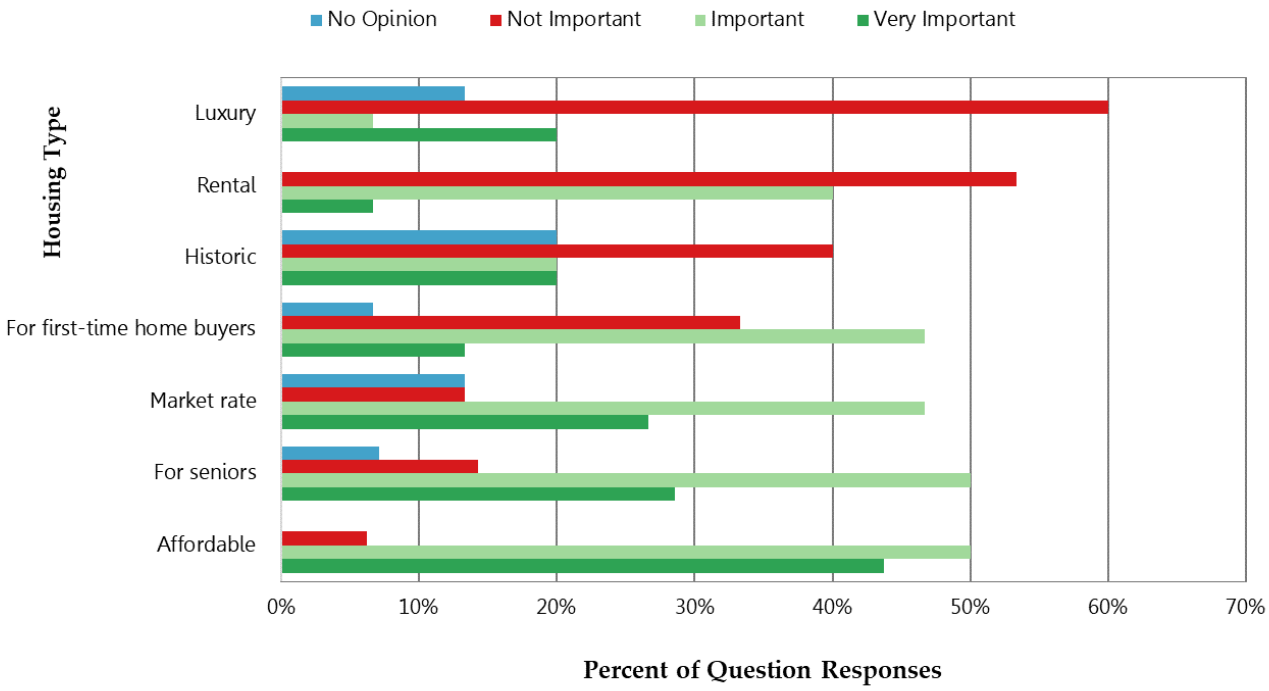
6. **What is the general condition of houses in Todd Mission?**

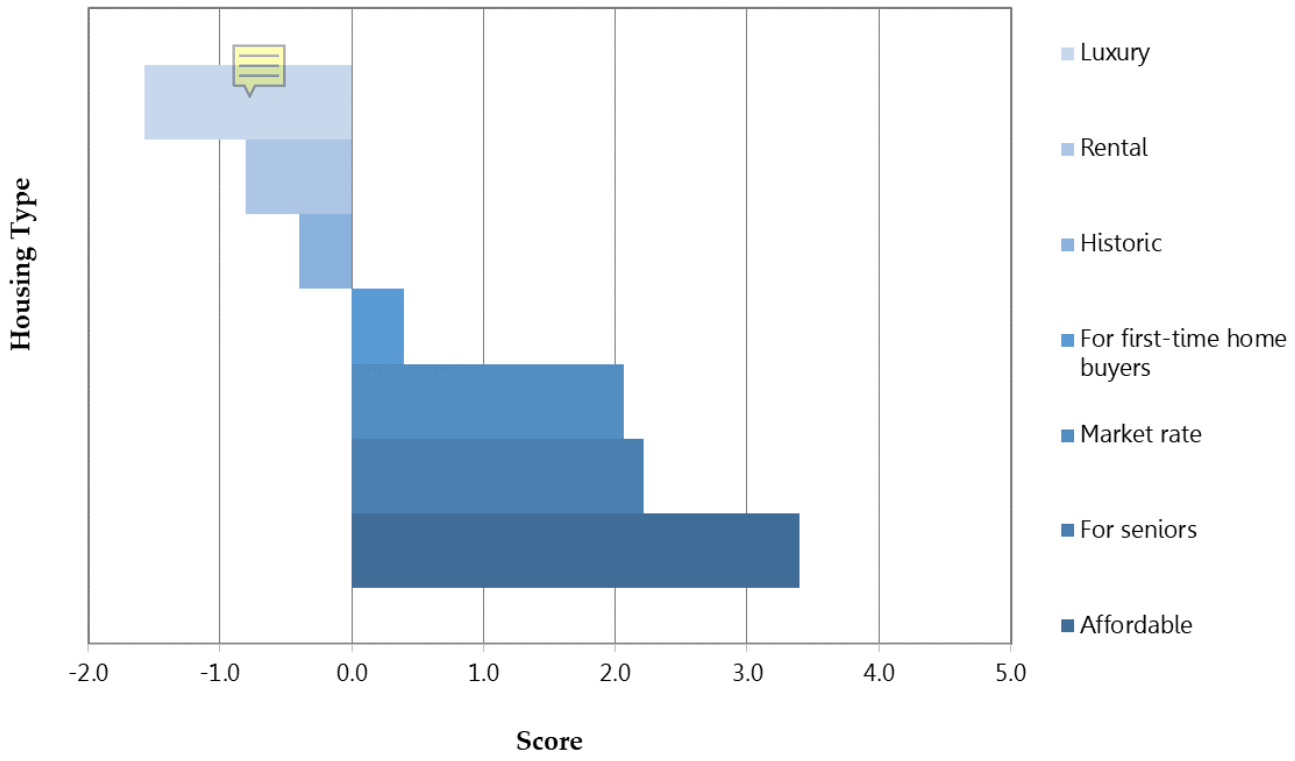


Key concerns include:

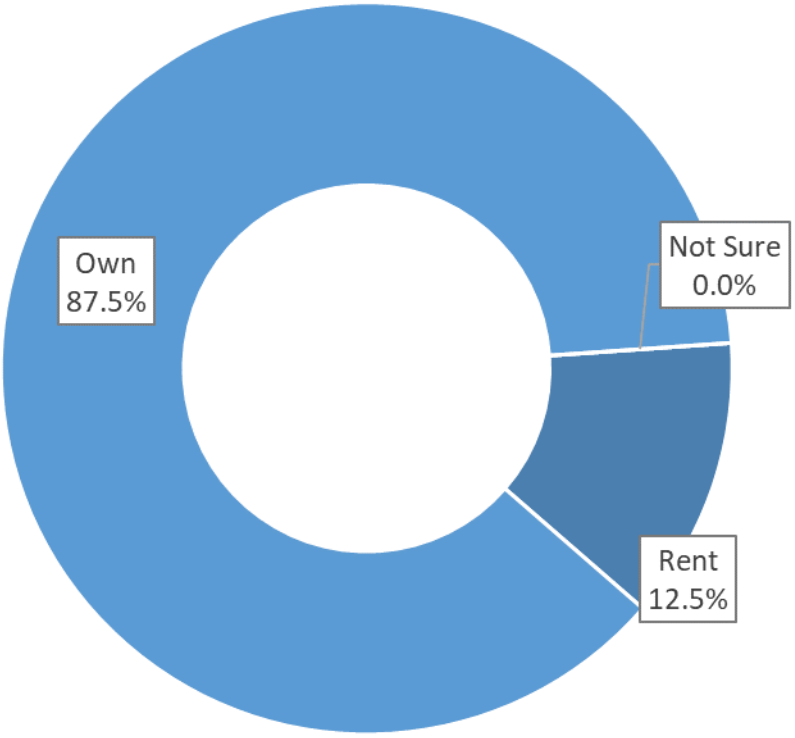
- Yard conditions and maintenance (debris)
- Appearance ("eye sore")

7. How important are these types of housing?

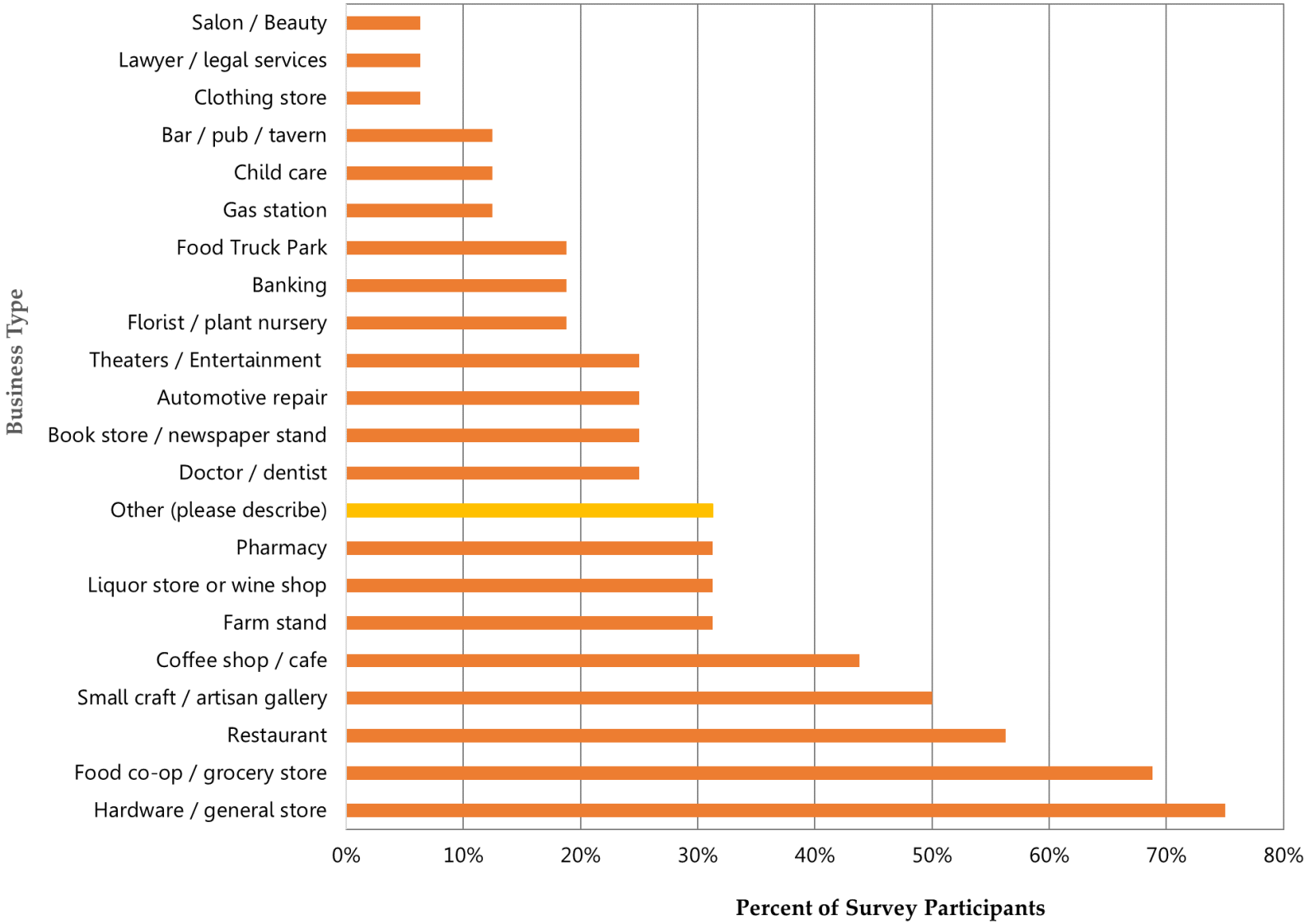




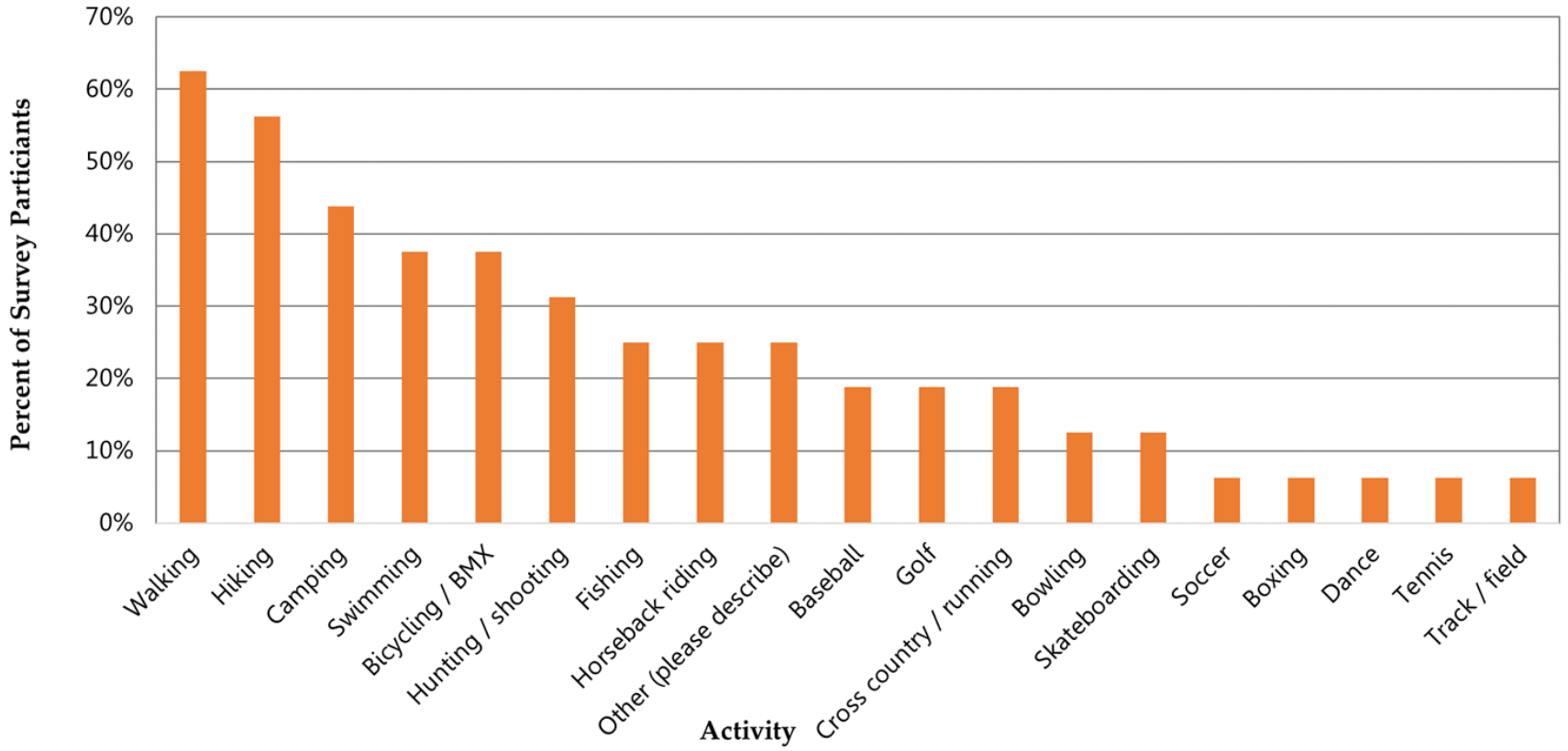
8. Do you rent or own your home?



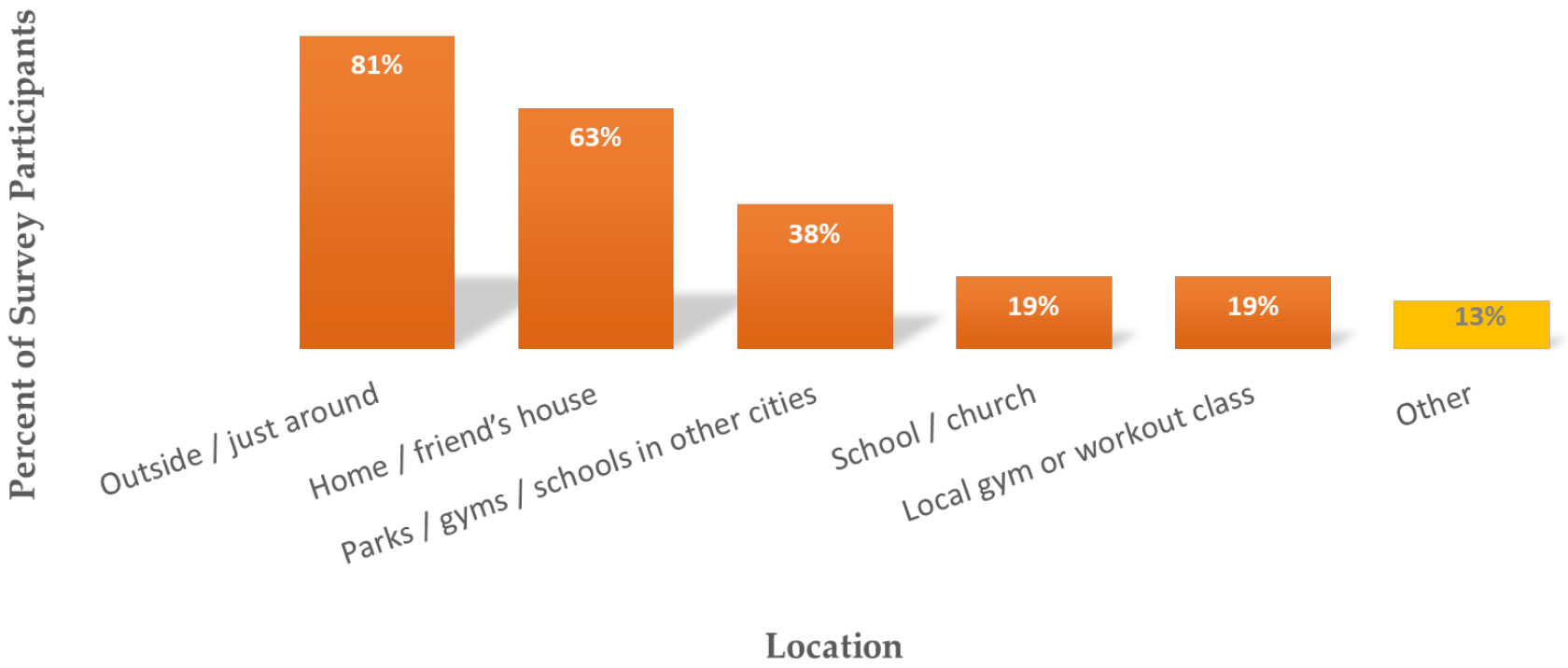
9. Which of the following businesses would you like to have, or have more of, in Todd Mission?



10. What type of activities do you and your family like to do?



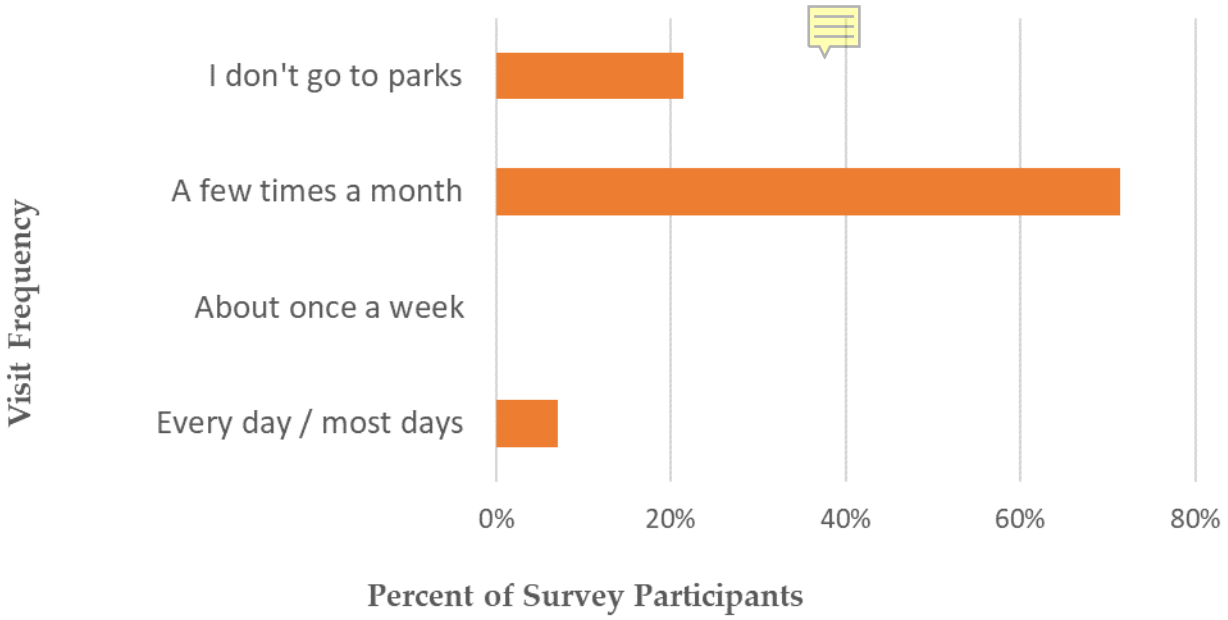
11. Where do you and your family go to play?



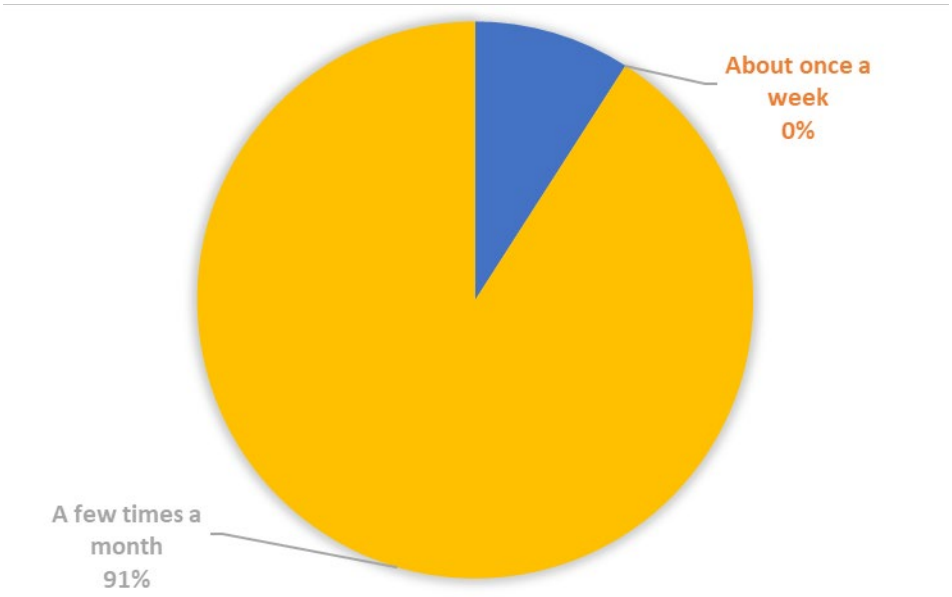
"Other" locations include:

- Hiking trails

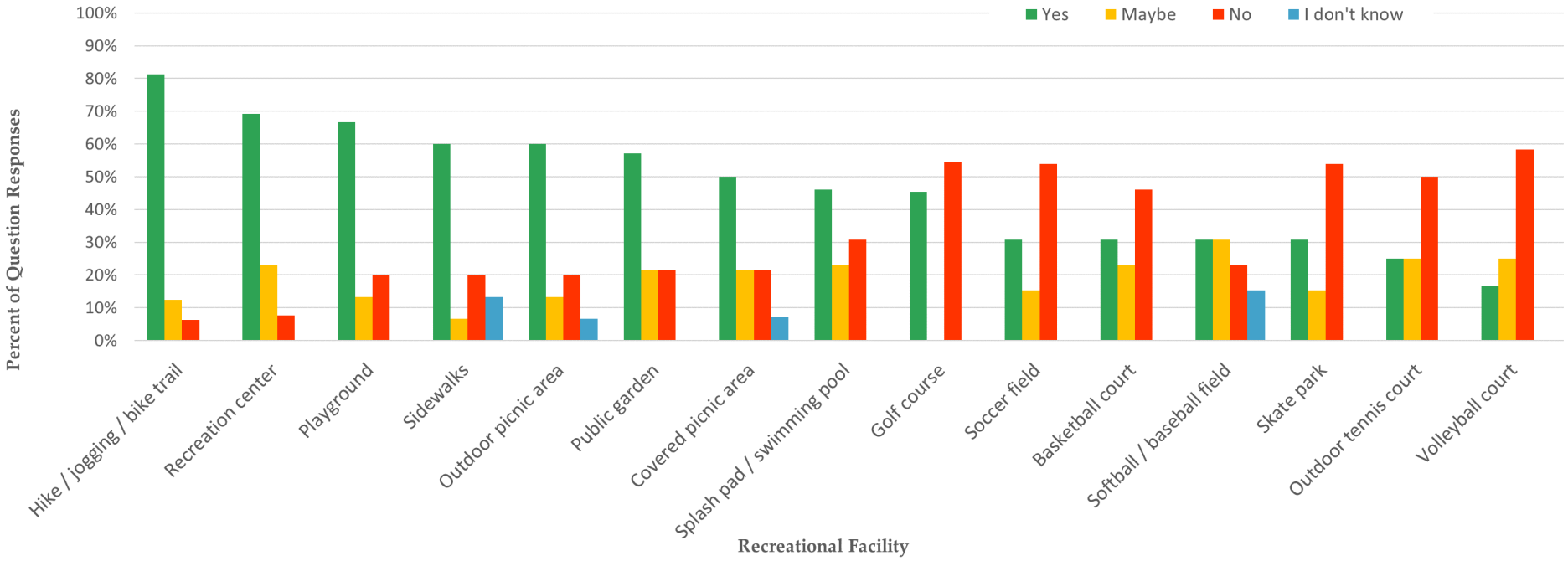
12. How often do you go to a park?



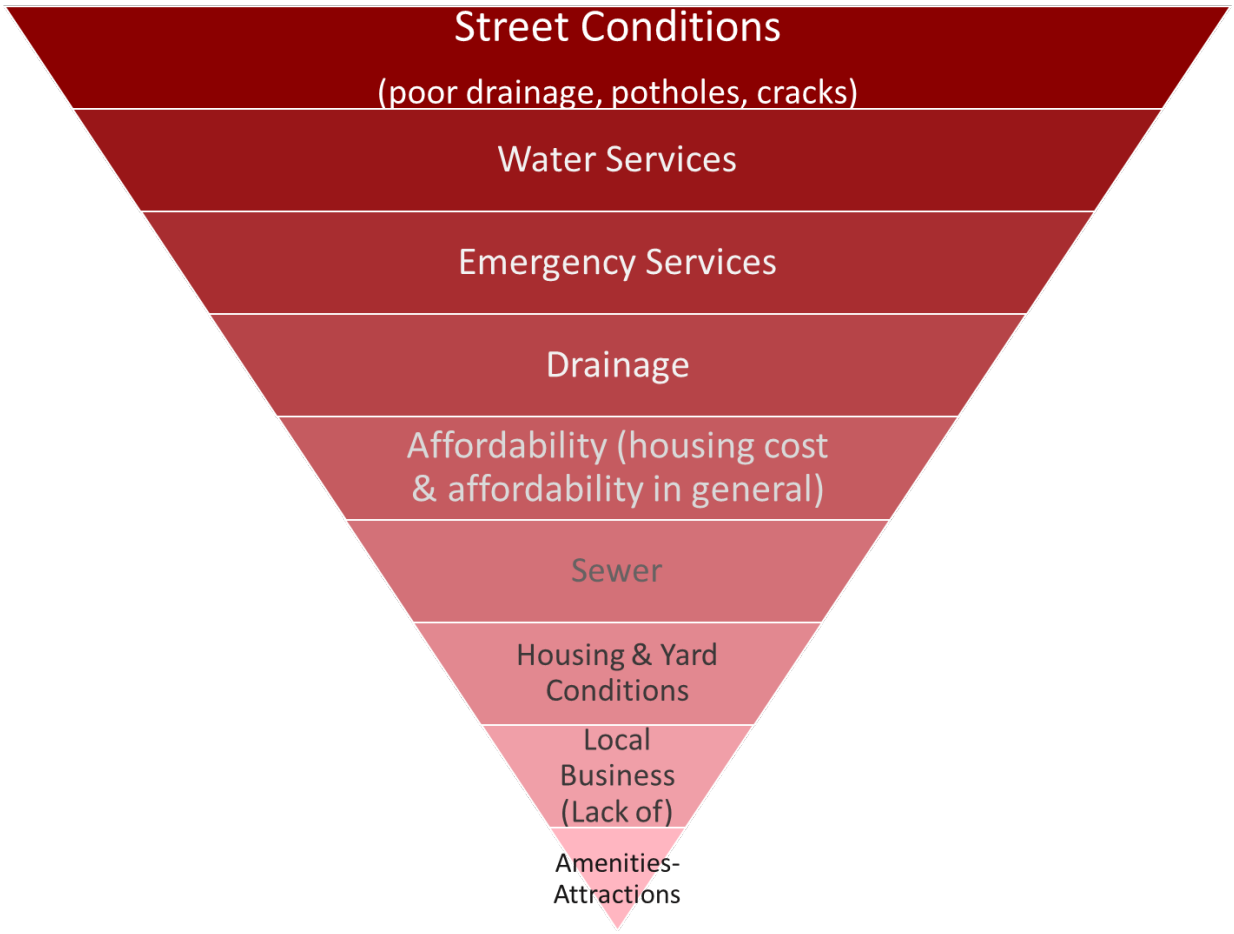
Park Visitors Only



13. Which of the following facilities would you like to have in Todd Mission?

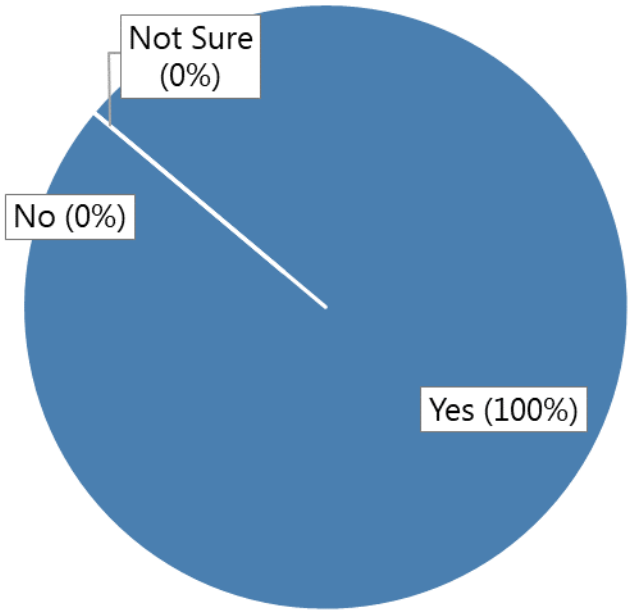


14. What are Todd Mission's top challenges?

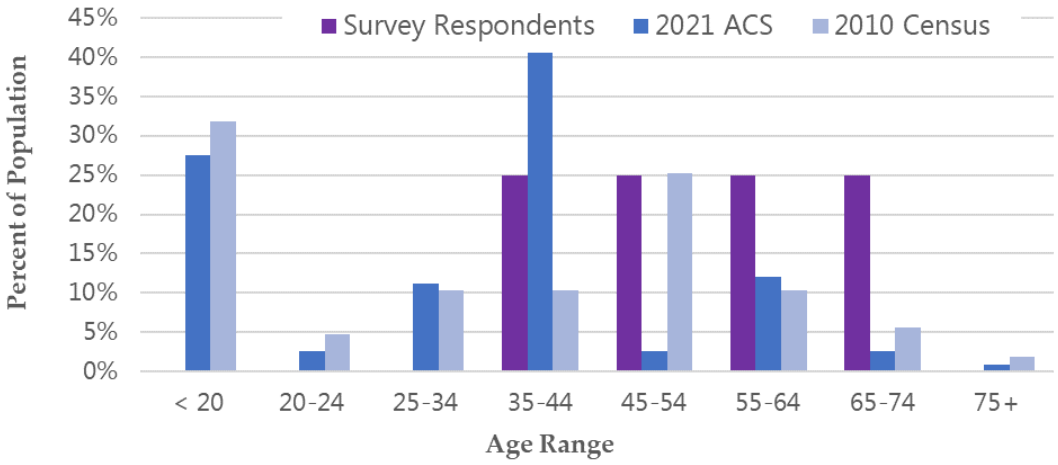


15. Pick one word to describe the Todd Mission you would like to see in 10 years.

16. Do you live in Todd Mission?



17. How old are you?



18. What changes do you believe are most needed to improve Todd Mission?

- Open-ended comments were consolidated into goals grid category responses.

1.4 Implementation: Goals & Objectives Framework

Planning workshop and community survey input were used in conjunction with fieldwork findings and background research to define specific implementation plans for each area of this comprehensive plan. Each implementation plan contains long-term goals and specifically defined objectives, timelines, involved parties, and estimated costs.

1.5 Commitment to Fair Housing

In recognition of fair housing as important to all aspects of community planning, the studies in this plan include analyses of protected classes in Todd Mission and of how Todd Mission policies, procedures, and investments impact protected classes in the city.

2 Population Analysis

Comprehensive plans include estimates of the current and future population because the size and rate of a community's growth impacts planning for facilities and services. Information for this population analysis comes from the United States Census Bureau, the Texas Demographic Center, and a survey of the community's occupied houses.

2.1 Highlights

The city of Todd Mission is within Grimes County, approximately 50 miles northeast of downtown Houston just south of the intersection of FM 1174 and SH 249. Incorporated in 1982, Todd Mission is a General Law Type A City with a mayor-alderman form of government and is part of the Brazos Valley Council of Governments (BVCOG). In 2023, Todd Mission is primarily a rural-residential community that turns into a tourist city once a year to host The Texas Renaissance Festival.

The Texas Renaissance Festival first opened in 1976 and has grown into the largest Renaissance Festival in the United States with over 500,000 visitors annually. The city's population has fluctuated over the last several decades and is under development pressure as cities along SH 249 begin to experience population growth due to their proximity to Houston.

Proximity to a larger population center like Houston can create both opportunities and challenges for population growth. Without infrastructure and amenity investments to position Todd Mission as an attractive community for current residents and potential commuters, Houston and smaller cities along SH 249 (Magnolia, Pinehurst (Census Designated Place), and Tomball) may in fact draw population away.

Dedicated public representatives and City staff are already pursuing projects to capitalize on Todd Mission's strengths and work through local challenges. With the support of engaged residents, Todd Mission can leverage its proximity to Houston and prepare for population growth.

This study forecasts that Todd Mission's population will increase over the next 10 years, reaching approximately 160 residents by 2033.

2.2 Historical, Regional, & Recent Changes

The city of Todd Mission is within Grimes County, approximately 50 miles northeast of downtown Houston. Incorporated in 1982, Todd Mission is a General Law City with a council-manager form of government and is in the Brazos Valley Council of Governments (BVCOG). Todd Mission is home to the Texas Renaissance Festival, the nation's largest renaissance festival.

Historical & Regional Growth

The earliest documented inhabitants of Grimes County were the Bidai people, who first appeared in Spanish records in 1691, but by the 1800s their numbers had drastically dwindled. The first Anglo settlers arrived in the early 1820s and lived amicably with the Kickapoos and Coushattas. The 1860 census found only six remaining Native Americans in the county.[2] The first railroad reached the county in 1859.

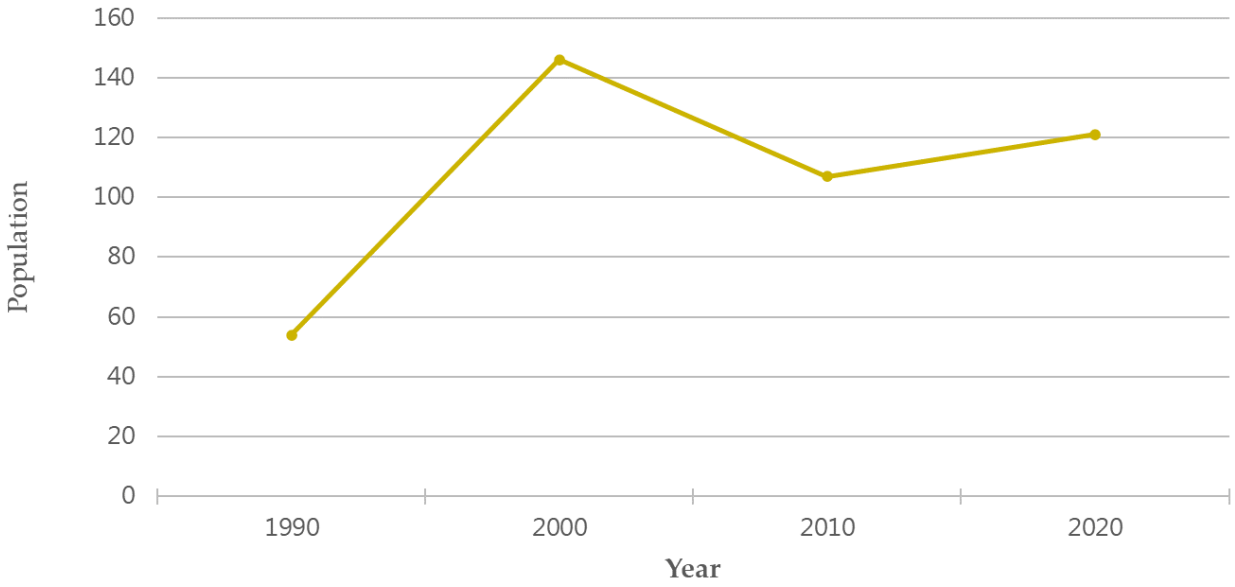
Todd Mission was founded as a station on the International-Great Northern Railroad in 1900. The town was named after Mr. Todd, an official of the railway who constructed a lumber mill in nearby Mill Creek. The first homes constructed were for millworkers' families. In 1919, a schoolhouse was erected, and a congregation of Jesus Christ of Latter-Day Saints held services in the building, later known as the Todd Mission building. After the arrival of this religious group, the town became known as Todd Mission.[3]

The Texas Renaissance Festival first opened in 1976 in Todd Mission and has grown into the largest Renaissance Festival in the United States. The City was incorporated in 1982, and Mayor George C. Coulam has since presided. In 1990, the city had a population of 54 and saw a 170.4% increase in population by 2000, peaking at 146. The population has since fluctuated.

In late 2022, the Texas State Highway 249 (SH 249) Extension (Aggie Expressway) opened for public use. The highway's development brings the commute from Todd Mission to downtown Houston under an hour and added development pressure to the city. Due to this pressure, Todd Mission has entered a development agreement with the MGW Development Company to incorporate land abutting the Expressway into the Extraterritorial Jurisdiction and to create a Special District to help develop more than 4,000 households in the span of 45 years.

[2] https://www.tshaonline.org/handbook/entries/grimes-county
[3] https://www.tshaonline.org/handbook/entries/todd-mission-tx

Chart 2A: Population (1990-2020) [Todd Mission]



Source: US Census of Population and Housing, 1990-2020

Due to the City's recent incorporation, historical population data was not available beyond 1990 for this study. Todd Mission's population change has fluctuated more so than the county and state. Due to the City's small size, fluctuations can feel more pronounced (see *Chart 2B and Table 2A*).

Table 2A: Historical Population (1960-2020) [City, County, State]

Year	Todd Mission	Grimes County	State of Texas
1960	N/A	12,709	9,579,677
1970	N/A	11,855	11,196,730
1980	N/A	13,580	14,229,191
1990	54	18,828	16,986,540
2000	146	23,552	20,851,820
2010	107	26,604	25,145,561
2020	121	29,268	29,145,505

Source: US Census of Population and Housing, 1960-2020

Chart 2B: Historical Population Changes (1960-2020) [City, County, Texas]

Source: US Census of Population and Housing, 1960-2020

Todd Mission is within an hour of Houston, one of the largest population centers in the U.S. Population centers on route to Houston from Todd Mission have all seen constant growth:

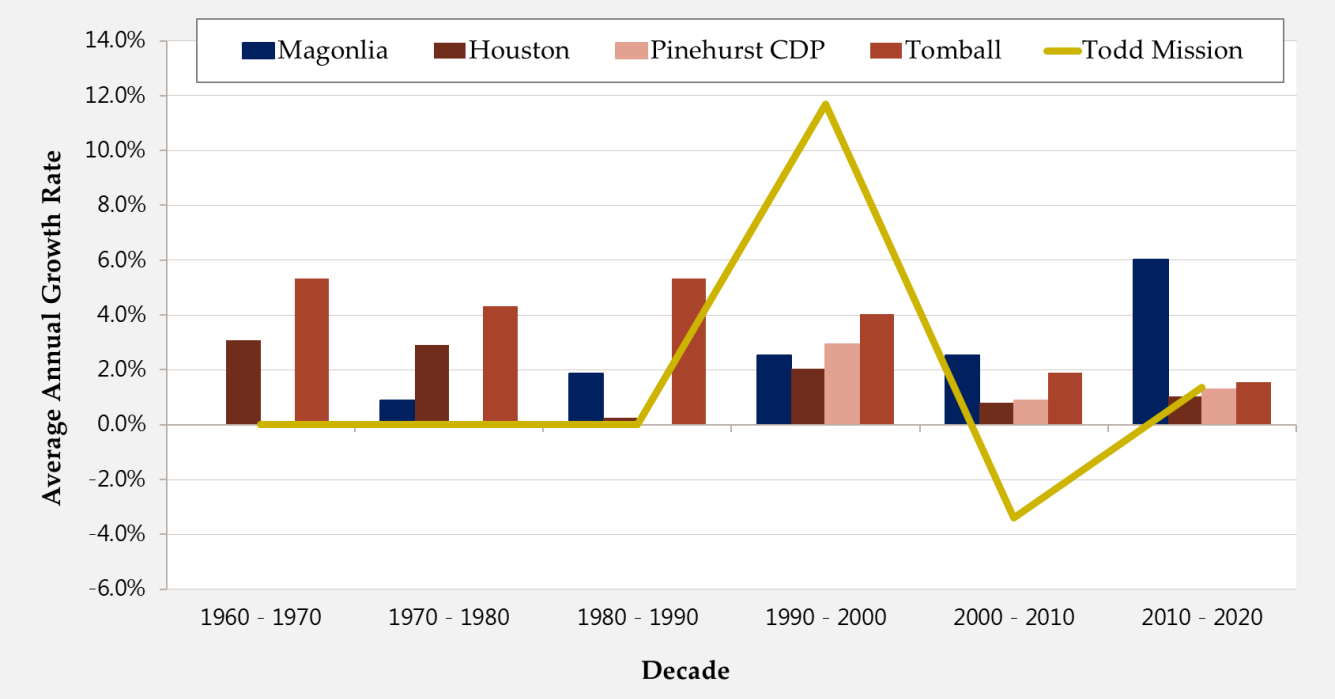
Understanding Growth Rates

Approximate population doubling can be calculated by dividing 70 by the population growth rate. A continuing growth rate of 1% will result in population doubling within 70 years.

- Houston (10% growth rate 2010-2020)
- Tomball (15% growth rate 2010-2020)
- Pinehurst CDP (12% growth rate 2010-2020)
- Magnolia (69% growth rate 2010-2020)

Average annual growth rates indicate continuing expansion of development from Houston along SH 249 (see *Chart 2C below, and Figure 2A next page*). The recent completion of Texas State Highway 249 Extension Project, approximately 26 miles of new roadway from Farm-to-Market 1774 in Pinehurst, Montgomery County to SH 105 near Navasota, Grimes County, will aid the growth pattern north of Houston towards Todd Mission.

Chart 2C: Historical Population Changes (1960 – 2020) [City, Nearby Cities]



Source: US Census of Population and Housing 1960-2020

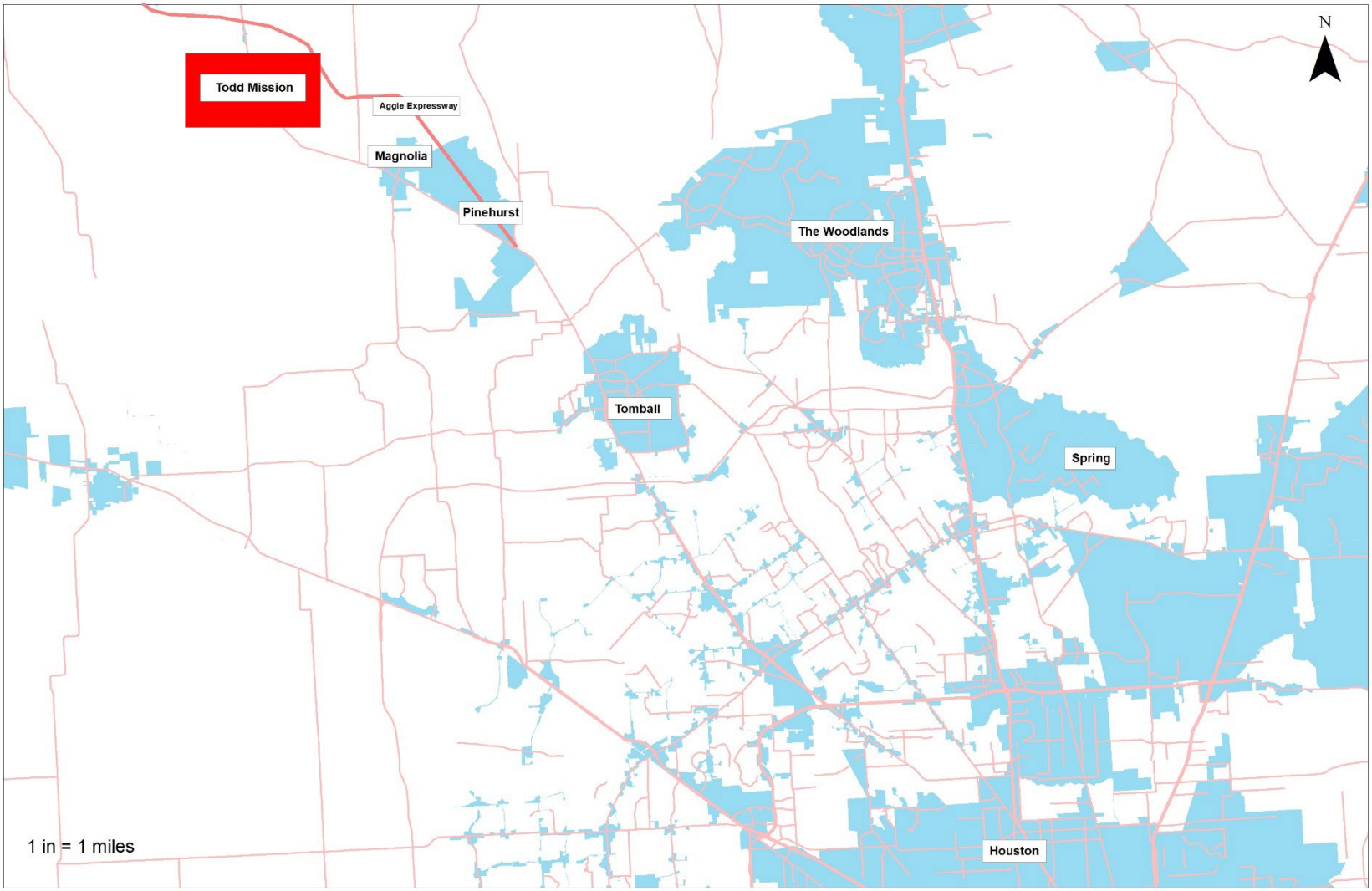


Figure 2A: Proximate Population Centers

Recent Population Changes

Todd Mission's population increased by 13.1% (or 14 residents) between 2010 and 2020 and fell by 26.7% (39 residents) in the previous decade.

Population changes are the result of both **migration** (residents moving to or leaving a city) and **natural changes** (new births or current residents passing away). The following sections examine recent population changes in Todd Mission, and potential implications for future growth. Complete 2020 Census data was not available at the time of plan production but, where possible, released data is used for analysis.

Age Distribution

Chart 2D compares Todd Mission's expected 2010 population with the actual population figures from the 2010 Census.

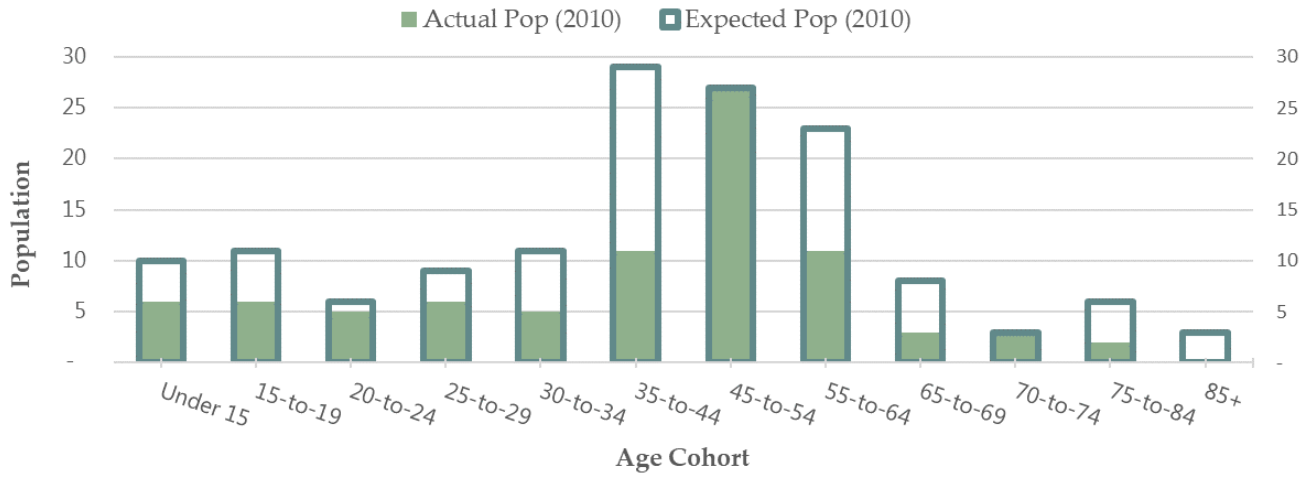
The expected population in each group is based on the aging of individuals living in Todd Mission in 2000. For example, the expected population of 20-to-24-year-olds in 2010 is the population that was 10-to-14 years-old in 2000.

Expected Population

Comparing expected and actual populations by age group can indicate how migration and natural increases/decreases may have impacted overall population change. While a higher-than-expected population suggests that new residents in the age group moved to the community, a lower-than-expected population is often the result of residents moving or passing away.

Comparison of Todd Mission's actual and expected populations suggests that **people of most age cohorts moved away between 2000 and 2010, while residents in the age range of 45-54 and 70-74 stayed constant.** In the case of residents over 75, mortality was more likely a factor.

Chart 2D: Expected & Actual 2010 Population, by Age Group



Source: US Census of Population and Housing, P012 (2000), P12 (2010)

Chart 2E illustrates age cohort distributions for Todd Mission (2000 and 2010), Grimes County (2010), and the state of Texas (2010).

It should be kept in mind that, due to the relatively small size of Todd Mission's population, the age distribution can fluctuate from minor changes.

However, Todd Mission's flatter age distribution shape, peaked between the ages of 45-64 years old, and the increasing skew towards older age cohorts suggests that **natural population increases will be limited during the planning period.**

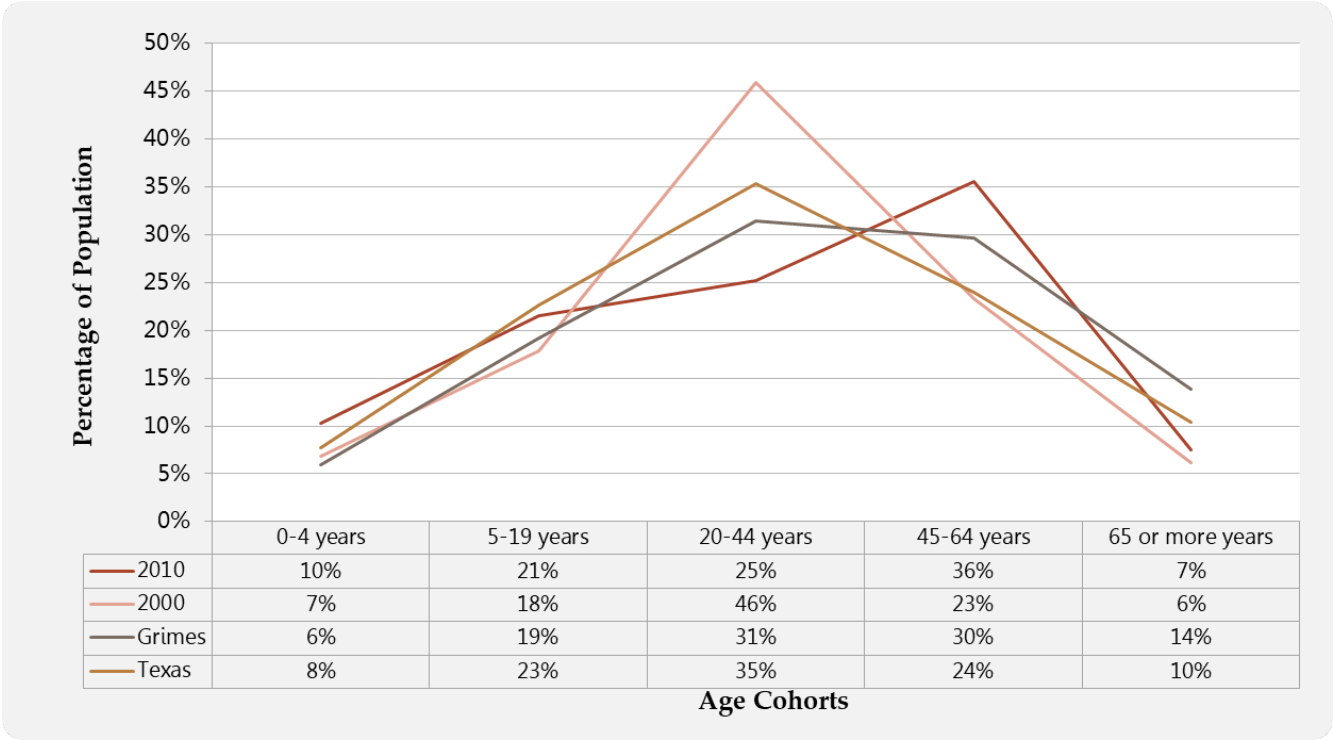
Age Cohort Distributions & Natural Population Growth

Age cohort distributions can indicate whether a community's population dynamics generally support expansion, stability, or decline.

A distribution peaked in the middle (adults 20-to-44) suggests stable-to-expanding or "healthy" natural population growth (births to current residents) because adults between 20 and 44 are considered the cohort most likely to have new children.

The 2010 Texas distribution is an example of a "healthy" distribution. In contrast, a flatter and/or right-skewed distribution can indicate relatively stationary or declining natural population change.

Chart 2E: Age Distribution Comparison (2000, 2010) [City, County, State]

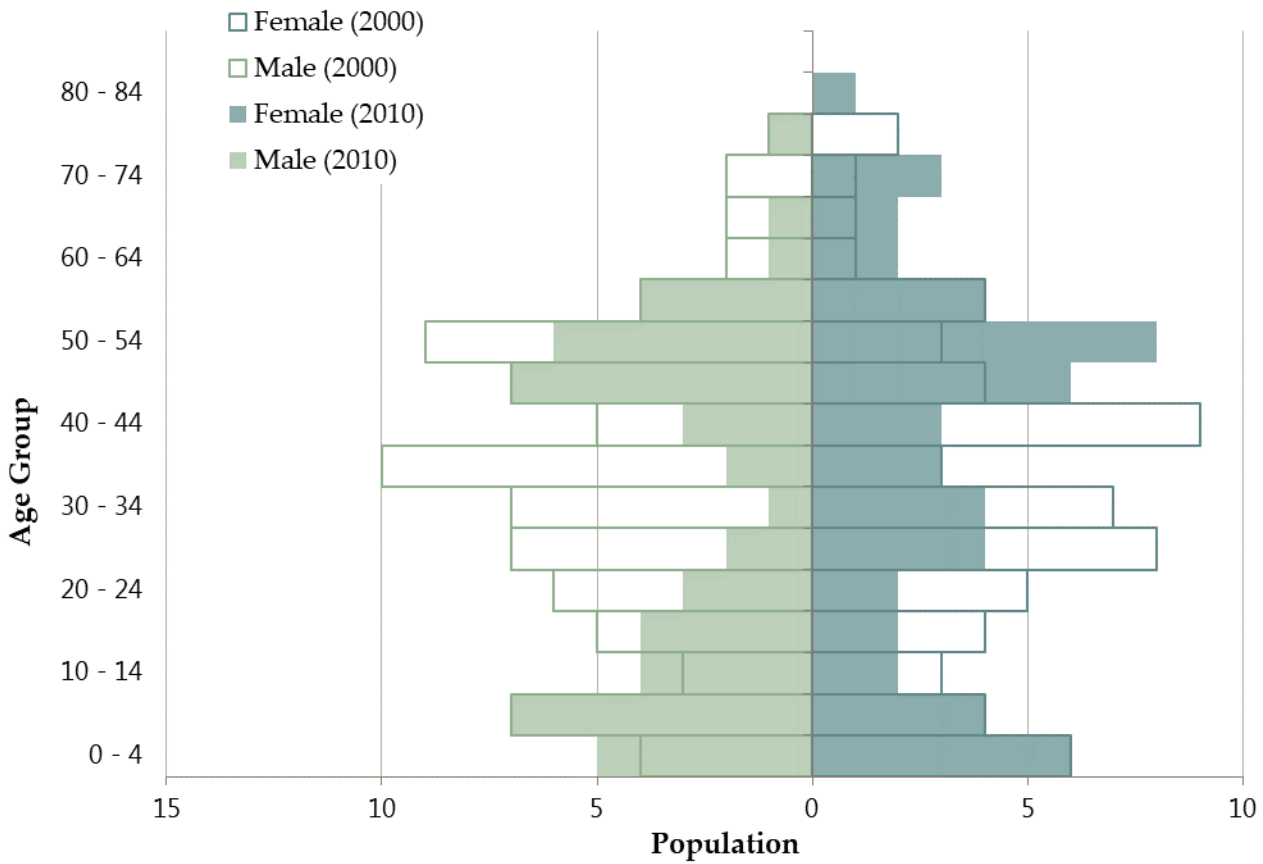


	0-4 years	5-19 years	20-44 years	45-64 years	65 or more years
2010	10%	21%	25%	36%	7%
2000	7%	18%	46%	23%	6%
Grimes	6%	19%	31%	30%	14%
Texas	8%	23%	35%	24%	10%

Source: US Census of Population and Housing, P012 (2000), P12 (2010)

Chart 2F shows Todd Mission's 2000 and 2010 age distribution in additional detail, further illustrating the decreases in cohorts most likely to birth children (adults 20-to-44) and increases in older cohorts. It also illustrates the relatively small number of residents in each age group.

Chart 2F: Population Pyramid Comparison (2000, 2010) [City]



Source: US Census of Population and Housing, P012 (2000), P12 (2010)

Race & Ethnicity

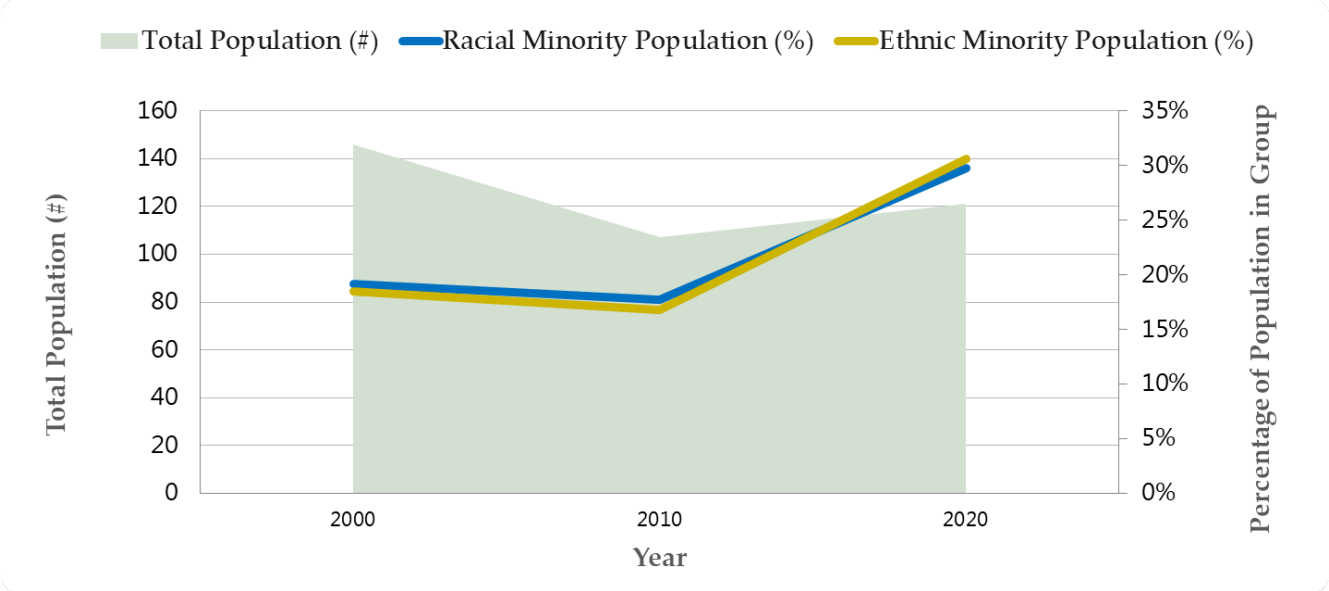
Chart 2G illustrates Todd Mission's total population from 2000 to 2020 (green), as well as the percentage of residents that identify as a racial- or ethnic-minority (gold and blue lines).

Census Definitions

The U.S. Census distinguishes between two minority population groups: "racial minorities" - all non- "White" residents - and "ethnic minorities" - all "Hispanic or Latino" residents.

As the chart shows, **the percentage of Todd Mission residents that identify as an ethnic minority and those that identify as a racial minority increased overall, despite a small decrease in 2010.**

Chart 2G: Total & Minority Population Change Comparison (2000-2020) [City]



Source: US Census of Population and Housing, P8 & P5 (2010), P1 & P2 (2020)

Table 2B (next page) further illustrates these changes. As the table shows, just under 1/3 of Todd Mission's 2020 population identified as a racial minority, and just over 1/3 identified as an ethnic minority. *Table 2B* also shows that **Todd Mission's population is less racially diverse than the Grimes County and Texas populations but more ethnically diverse than the county population.**

As shown on *Map 2A: Population Distribution* and discussed further in *Chapter 3: Housing Study,* **the city of Todd Mission has no areas of high minority concentration**. The State of Texas defines an "Area of High Minority Concentration" as "a census block group that consists of 65% or more of minorities".[4] Minorities include all racial and ethnic population groups other than 'White, non-Hispanic (Anglo)'". Census data is not available to map the locations of other protected classes for towns or cities with fewer than 20,000 residents.

[4] The "65 percent threshold" is based on the definition of "an area of minority concentration" used by the Texas General Land Office in its 10/1/2012 publication**, "**Homeowner Opportunity Program Guidelines - CDBG Disaster Recovery Program - Hurricanes Ike & Dolly, Round 2."

Table 2B: Population Change by Race & Ethnicity (2010, 2020) [City, County, State]

Characteristic	Todd Mission				Grimes County		Texas	
	2010		2020		2020		2020	
	%	#	%	#	%	#	%	#
Total Population	***100%***	**107**	***100%***	**121**	***100%***	**29,268**	***100%***	**29,145,505**
Race								
White	*82.2%*	88	*70.2%*	85	*63.5%*	18,591	*50.1%*	14,609,365
Black or African American	*2.8%*	3	*0.0%*	0	*13.4%*	3,915	*12.2%*	3,552,997
American Indian, Alaskan Native	*0.0%*	0	*0.8%*	1	*0.8%*	242	*1.0%*	278,948
Asian	*0.0%*	0	*0.0%*	0	*0.4%*	104	*5.4%*	1,585,480
Native Hawaiian / Hawaiian / Another Pacific Islander	*0.0%*	0	*0.0%*	0	*0.1%*	15	*0.1%*	33,611
Other	*3.7%*	4	*12.4%*	15	*11.0%*	3,223	*13.6%*	3,951,366
Two or More Races	*11.2%*	12	*16.5%*	20	*10.9%*	3,178	*17.6%*	5,133,738
Ethnicity								
Hispanic or Latino	*16.8%*	18	*30.6%*	37	*25.2%*	7,361	*39.3%*	11,441,717
Not Hispanic or Latino	*83.2%*	89	*69.4%*	84	*74.8%*	21,907	*60.7%*	17,703,788

Source: US Census of Population and Housing, P8 & P5 (2010), P1 & P2 (2020)

Note: Figures may be rounded to next whole number

2.3 Current Population Estimate, Projections, & Forecast

In 2023, Todd Mission is primarily a rural-residential community developed around the Texas Renaissance Festival grounds. Todd Mission's location off FM 1774 and its proximity to SH 249 makes travel to-and-from larger cities such as Magnolia, Tomball, and Houston relatively easy.

Population Estimate

The city of Todd Mission's estimated 2023 population is 134.[5]

Population Projections

Population projections inform Federal, State, and local funding decisions about facilities such as highways, sewage treatment plants, and schools. Population projections are typically based on historical trends ranging from the population changes in the most recent decade to changes over the past century or more.

Planners considered several population projections, based on differing methods, to help guide the planning recommendations for the City of Todd Mission in this comprehensive plan.

- Extrapolation of Texas Demographic Center (TDC) cohort population projection for Grimes County (adjusted by the city of Todd Mission's City's relative population)
- Geometric extrapolation of recent Census data (2010, 2020) and 2023 population estimate
- Linear regression analysis of Census data (1980-2020)

Appendix 2B provides a more detailed discussion of the population projection methods.

[5]The population estimate is based on the number of total beneficiaries reported in the Low Middle-Income Survey conducted by GrantWorks in 2021 for submittal to the Texas Community Block Grant Program grant application for a Planning and Capacity Building Fund grant. Planners considered two additional population estimates based on figures multiplied by the 2010 average household size: (1) a rounded population figure from the 2020 US Census (121) and (2) a population estimate based on the number of occupied housing units identified in the field survey (180). Field housing counts are based on windshield observations. Windshield observations are necessarily limited to observation of external and readily apparent housing characteristics, and this may miss some units. In addition, windshield observations may undercount vacant structures in better condition because it is easier to identify vacant housing in substandard condition than vacant housing in standard condition.

Population Forecast

Todd Mission is located along a corridor, on route to Houston, that has seen immense growth over the last several decades. This growth spurred by Houston's emergence as an economic force and housing affordability. Todd Mission has not shared the same population growth as cities along this route (Magnolia, Pinehurst, and Tomball) however, with the construction of The Aggie Expressway (SH 249 extension) the City now has greater potential for population growth.

> ***Projections vs. Forecasts***
>
> While a population **projection** hypothesizes values for the population by assuming historical trends will continue, the assumptions in a population **forecast** may also include informed expectations of future events, like non-traditional growth resulting from relocation of a major employer.

Due to this extension, the commute from rural Todd Mission to downtown Houston is now just short of an hour. The development pressure has already reached the City as a major multi-use development project is set to break ground. The development takes place in Todd Mission's ETJ and therefore the added population will not be counted as part of the City. With the potential success of the MGW development, Todd Mission will be further in contention for growth and in position to gain a larger percentage of Grimes County's total population.

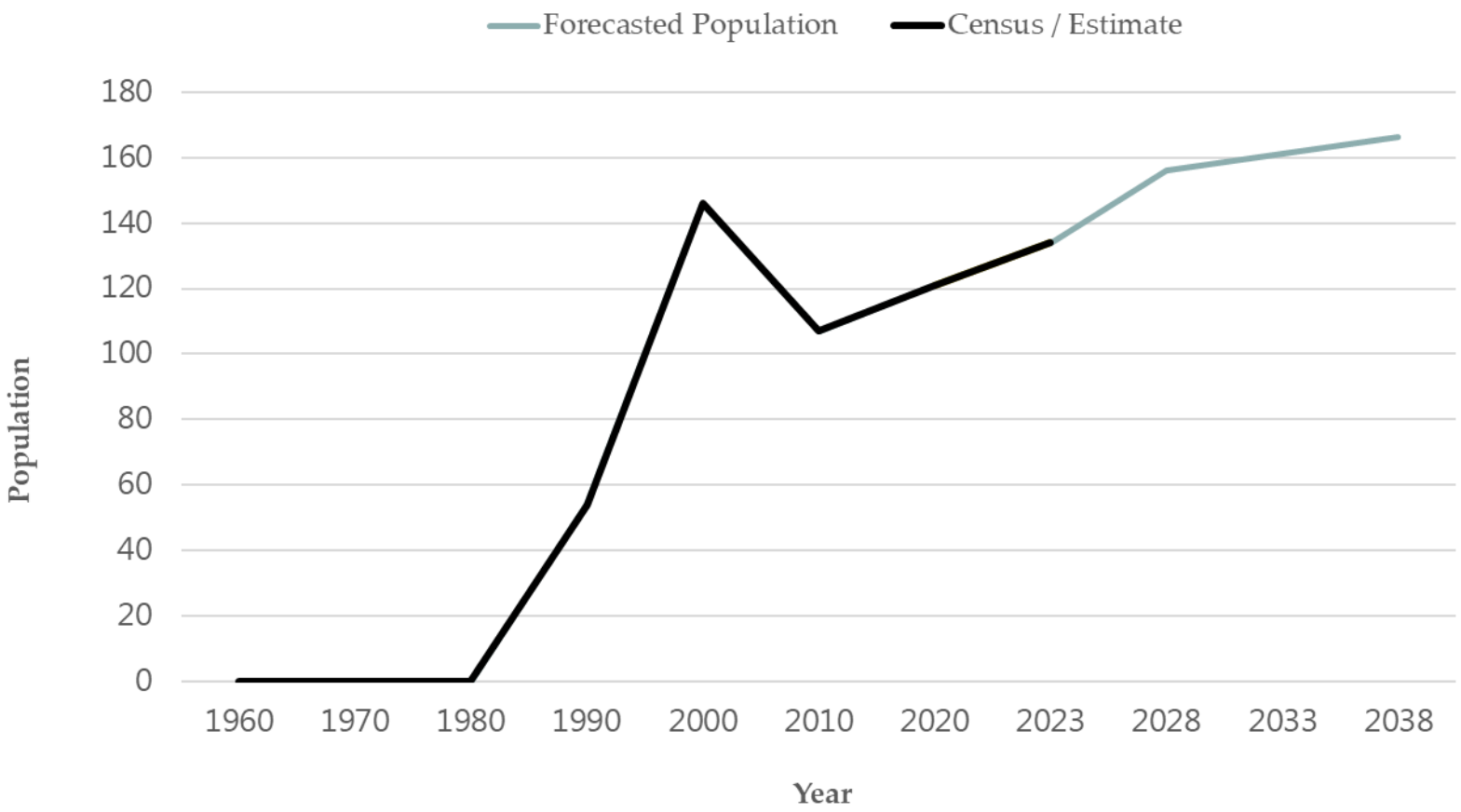
Dedicated public representatives and City staff are already pursuing projects to capitalize on Todd Mission's strengths and work through local challenges. With the support of engaged residents, Todd Mission can leverage its proximity to Houston and prepare for population growth.

The population forecast utilizes the cohort extrapolation method, based on the County's future growth projections published by the Texas Demographic Center (TDC), Todd Mission's estimated population for the year of 2023, and the potential for growth due to the construction of The Aggie Expressway.

This study forecasts that Todd Mission's population will increase over the next 10 years, reaching approximately 160 residents by 2033 *(see Chart 2H, next page).*

Map 2A shows the expected locations of Todd Mission's population in 2033.

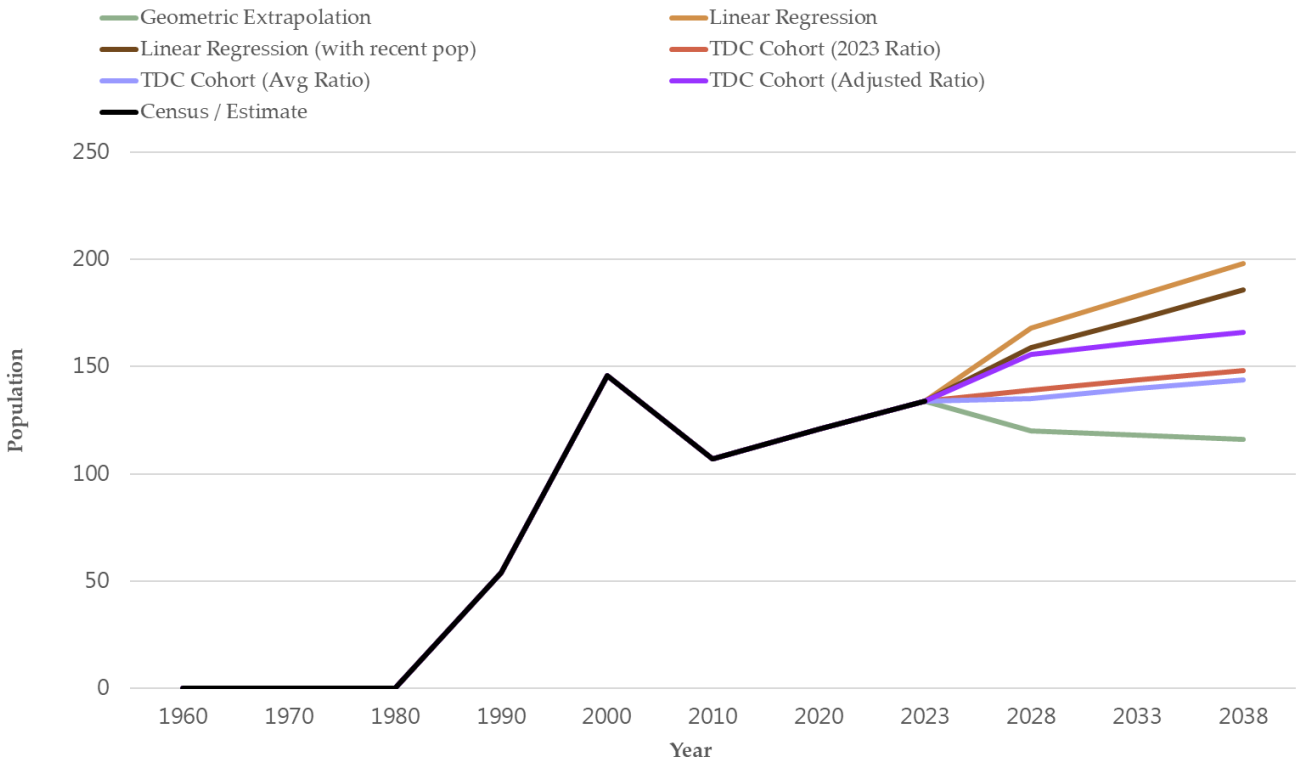
Chart 2H: Population Forecast



2.4 Appendix 2A: Population Projection Methods

Chart 2A.1 illustrates each projection considered for this plan. The following sections describe projection methods.

Chart 2A.1 Population Projections Comparison



Cohort Extrapolation

Population estimates identify changes to the city's population and provide a benchmark to guide population projections and forecasts. The Texas Demographic Center (TDC) periodically issues population estimates for all incorporated places in the state; the TDC's system provides a baseline for the cohort extrapolation estimate produced as part of this study. The TDC uses the **Cohort-Component Method** to calculate estimates and projections. The basic characteristics of this technique are the use of separate cohorts – persons with one more characteristic – and the separate projection of each of the major components of population change –fertility, mortality, and migration for each of the cohorts. The latest projections employ a migration scenario that assumes a continuation of 2010-2015 rates of age-, sex-, and race/ethnicity-specific rates of migration.

Geometric Extrapolation

The geometric extrapolation model operates on the assumption that the population will change by the same percentage in each future year as the average annual change over the base period (2010-2020).

Linear Regression

Linear regressions attempt to model the relationships between two variables by fitting a linear equation to the observed data. One variable is considered an explanatory variable (time) and the other is considered a dependent variable (population change). Linear regressions help to adjust for short term fluctuations over time to identify longer-term trends.

3 HOUSING STUDY

The Housing Study analyzes the location and condition of Todd Mission's housing stock. It identifies the various types of housing, including multifamily (apartments, duplexes, etc. and government-funded units), single-family (the typical house), and mobile/manufactured houses, as well as fair housing-related characteristics of the city's housing stock. The study lists particular issues that need to be addressed, actions municipal authorities should take, and resources available for improving local housing.

3.1 Highlights

The city of Todd Mission's housing stock is characterized by single-family, stick-frame housing (81% of all units). Approximately 91% of housing units are in standard condition, and residential vacancy rates are moderate (estimated 7%).[6] The City has a limited amount of multifamily units (2), one duplex.

Approximately 9% of Todd Mission's housing (6 units) is in substandard condition (i.e., deteriorated, or dilapidated condition)) In addition, there are two vacant, dilapidated/deteriorating units located within the city limits. The condition of houses is a key community concern as vacant and dilapidated houses increase risks to public health and welfare and should be removed.

Map 3A: Housing Conditions shows the location of housing by type and condition.

Improving the existing housing stock will require financial and technical support for repair and maintenance, as well as financial and technical support for housing removal and replacement. The City should focus on assisting residents with home repair (e.g., through grant applications and dissemination of information on organizations able to help individuals) and with dilapidated structure removal. The City should also update and enforce relevant ordinances to ensure that housing and lots meet high standards.

The city of Todd Mission will require new housing to accommodate anticipated population growth. Based on a projected 2033 population of 160, Todd Mission will need approximately eight new housing units over the next 10 years.[7] City representatives and residents expressed a desire to maintain affordability and for the development of new housing in Todd Mission. The City should continue to work with area foundations, large landowners, and regional developers to identify areas and to finance and build new housing.

[6] Estimated vacancy rate derived from the average of the 2010 US Census vacancy rate and the 2023 vacancy rated based on windshield observations (further discussed in *Section 3.3.2).*

[7] This figure includes the currently vacant, dilapidated units that need to be removed and replaced.

3.2 Context: History & Community Input

Community Input

Housing goals expressed by residents in *Chapter 1: Community Goals & Objectives* are:

Achieve/Preserve	Avoid/Eliminate
▪ Preserve affordability (a draw for new residents) ▪ Develop more housing ▪ Enforce code and housing standards ▪ Create a volunteer force for neighborhood cleanup ▪ Support repair and maintenance	▪ Dangerous, collapsed housing ▪ Remove debris from yards

3.3 Inventory & Forecast

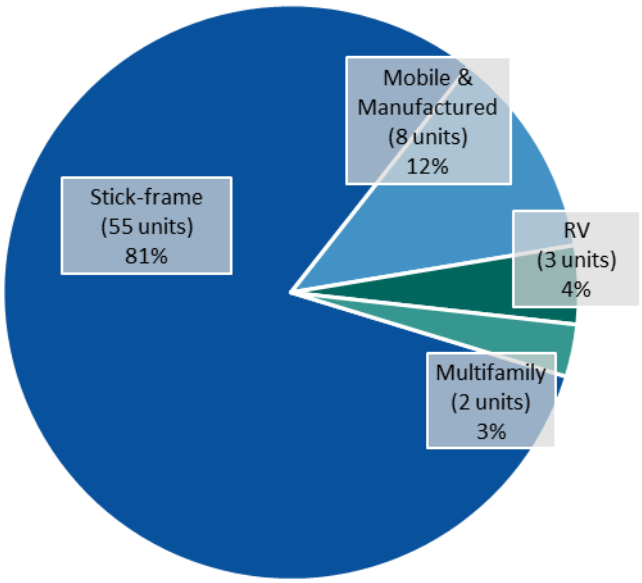
Housing Types & Condition

The city of Todd Mission's housing stock includes stick-frame, mobile manufactured, and multifamily units, as well as a few recreational vehicles (RV) that appear to be primary residences. However, the housing stock in Todd Mission is characterized by single-family, stick-frame units – 81% of all housing in the city (see *Chart 3A*).

The majority of the City's housing stock is in standard condition (see *Chart 3B*). While relative stock conditions vary across housing types, most units in each type are in standard condition (between 67% and 95%).

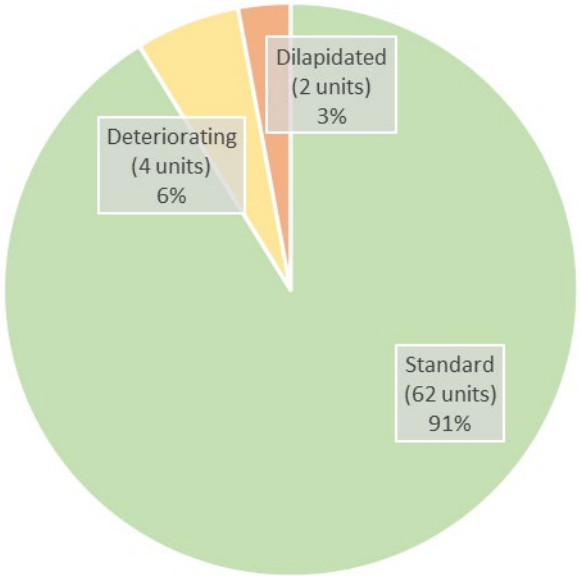
There are only 6 substandard housing units in Todd Mission. 4 of the 6 substandard units are occupied (see *Table 3D, page 3-5*). One-third (33%) of substandard housing units have significant problems indicating dilapidation, such as holes in the exterior walls, missing windowpanes, cracked foundation. These findings support one of the key housing goals identified by Todd Mission residents: the need for home repair and maintenance support. *Appendix 3A.* provides a detailed tabulation of all housing units by type, condition, occupancy, and location (city and ETJ).

Chart 3A: Houses, by Type



Source: GrantWorks, Inc. Fieldwork 2023

Chart 3B: Houses by Condition, All Types



Source: GrantWorks, Inc. Fieldwork 2023

Table 3B: Housing Conditions, by Type

Unit Type & Condition	All Units #	%	
Stick-frame	**55**		
Standard	52	95%	**80.9%**
Deteriorated	1	2%	
Dilapidated	2	4%	
Mobile & Manufactured	**8**		
Standard	6	75%	**11.8%**
Deteriorated	2	25%	
Dilapidated	0	0%	
RV	**3**		
Standard	2	67%	**4.4%**
Deteriorated	1	33%	
Dilapidated	0	0%	
Multifamily	**2**		
Standard	2	100%	**2.9%**
Deteriorated	0	0%	
Dilapidated	0	0%	
Total Substandard Units	6	9%	
Total Dilapidated Units	2	3%	
Total Units	**68**	-	

Source: GrantWorks, Inc., Fieldwork 2023

Table 3C: Occupied Housing Conditions, by Type

Unit Type & Condition	Occupied Units #	%	
Stick-frame	**53**		
Standard	52	98%	**80.3%**
Deteriorated	1	2%	
Dilapidated	0	0%	
Mobile & Manufactured	**8**		
Standard	6	75%	**12.1%**
Deteriorated	2	25%	
Dilapidated	0	0%	
RV	**3**		
Standard	2	67%	**4.5%**
Deteriorated	1	33%	
Dilapidated	0	0%	
Multifamily	**2**		
Standard	2	100%	**3.0%**
Deteriorated	0	0%	
Dilapidated	0	0%	
Total Substandard Units	4	6%	
Total Dilapidated Units	0	0%	
Total Units	**66**	-	

Source: GrantWorks, Inc., Fieldwork 2023

Table 3D: Substandard Housing Conditions & Occupancy, by Type

Unit Type & Condition	All Units #	All Units %		Occupied Units #	Occupied Units %		Occupancy Rate %	
Stick-frame	**3**			**1**				
Deteriorated	1	33%	**50%**	1	100%	**25%**	100%	**33%**
Dilapidated	2	67%		0	0%		-	
Mobile & Manufactured	**2**			**2**				
Deteriorated	2	100%	**33%**	2	100%	**50%**	100%	**100%**
Dilapidated	0	-		0	-		-	
RV	**1**			**1**				
Deteriorated	1	100%	**17%**	1	100%	**25%**	100%	**100%**
Dilapidated	0	-		0	-		-	
Multifamily	**0**			**0**				
Deteriorated	0	-	**-**	0	-	**-**	-	**100%**
Dilapidated	0	-		0	-		-	
Total Dilapidated Units	**2**	**33%**		**0**	**0%**		**-**	
Total Units	**6**	**-**		**4**	**-**		**66.7%**	

Source: GrantWorks, Inc., Fieldwork 2023

Vacancy Rate

Todd Mission's estimated residential vacancy rate is 5%, or approximately 1-in-20 houses.[8]

Vacant Structures

Fieldwork windshield observation identified 2 vacant units in Todd Mission. All vacant units requite repair beyond routine maintenance (coded as deteriorated) (*see Table 3E*).

Table 3E: Vacant Housing, by Condition

Unit Condition & Type	Vacant Units #	Vacant Units %	
Standard	**0**		
Stick-frame	0	0%	**0%**
Mobile/Manufactured	0	0%	
RV	0	0%	
Multifamily (Excluding Institutional)	0	0%	
Deteriorated	**0**		
Stick-Frame	0	0%	**0%**
Mobile/Manufactured	0	0%	
RV	0	0%	
Multifamily (Excluding Institutional)	0	0%	
Dilapidated	**0**		
Stick-Frame	2	100%	**100%**
Mobile/Manufactured	0	0%	
RV	0	0%	
Multifamily (Excluding Institutional)	0	0%	
Total Substandard Units	2	100%	
Total Units	**2**	**100%**	

Source: GrantWorks, Inc. Fieldwork 2023

[8] The estimated vacancy rate for this study is the average of the 2010 U.S. Census vacancy rate and the 2023 vacancy rate based on windshield observations. According to U.S. Census Data, 7% of houses in Todd Mission were vacant in 2010. Fieldwork windshield observations from 2023 indicate a 2.9% vacancy level. Windshield observations are necessarily limited to observation of external and readily apparent housing characteristics and therefore may miss some units. In addition, windshield observations may undercount vacant structures in better condition because it is easier to identify vacant housing that is deteriorated/dilapidated than vacant housing that is in standard condition. For example, some houses in Todd Mission had "For Sale" signs posted. Unless otherwise apparent, it was assumed that these structures were occupied. However, the possibility exists that these structures, and other structures in an externally standard condition, were in fact vacant. As a result, the vacancy rate based on windshield observations may be somewhat understated.

Vacant, dilapidated housing increases the risks to public health and welfare and should be removed. These findings support one of the key housing goals identified by Todd Mission residents: to eliminate substandard and dangerous houses from the community.

Multifamily Housing

Todd Mission has very limited multifamily housing options. The City only has one duplex within the corporate city limits (see Map 4A: Existing Land Use). Opportunities outside of the City are also limited with the ETJ only having two multifamily options.

Detailed information about the number of bedrooms/bathrooms, ADA accessibility, and income limitations for these units was not available at the time of plan production.

Table 3F: Multifamily Housing Condition, Occupancy, & Income-Limitations

Name	Condition	# of Units	# Occupied	# Vacant	# Income-limited
Woodway E. Duplex	Standard	2	2	0	N/A
Total Standard		2	2	0	N/A
Total Deteriorated		0	2	0	N/A
Total Dilapidated		0	0	0	N/A
Total Multifamily Units		**2**	**2**	**0**	

Source: GrantWorks, Inc. Fieldwork 2023

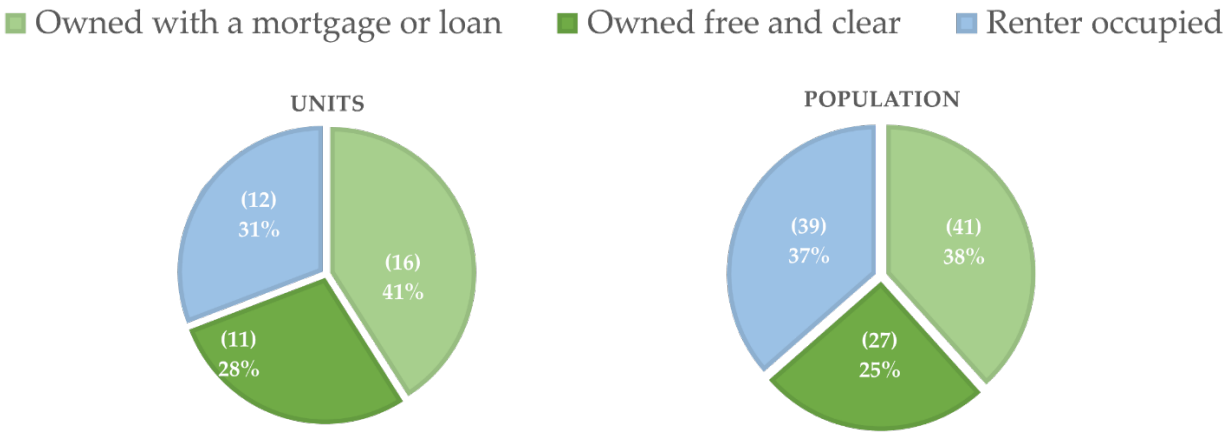
Residents would like to see an increase in housing development that will be attractive and affordable for current and future residents. Additional multifamily housing development could support this goal (see *Section 3.4.2 – Key Considerations).*

Homeownership & Renting

Tenure refers to the conditions under which land or buildings are held or occupied, for example, through ownership or through renting. Examining tenure types and comparing the characteristics of residents with different types of tenure can provide helpful information about shared or differing needs between these groups.

Chart 3C compares the percentage of units, and of Todd Mission's total population, held through the following tenure types: outright ownership, ownership through a mortgage, and renting. As the chart shows, most of Todd Mission residents own or are in the process of purchasing their house, with over 1/3rd of residents renting.

Chart 3C: Housing Unit & Population, by Tenure Type



Source: Census 2010, SF1, Tenure (H4) and Population in Occupied Units By Tenure (H11)

Renter-households and owner-households[9] in Todd Mission differ in terms of age. As in many US cities, renting is more common among younger residents, and homeownership is more common among older residents. *Chart 3D (next page)* demonstrates this difference by illustrating the percentage of households in each age group that rent or own their house. As the chart shows, most households in Todd Mission between the ages of 25 and 44 are renter-occupied, while households in the 45-to-54-year-old age group and older are mostly owner-occupied.

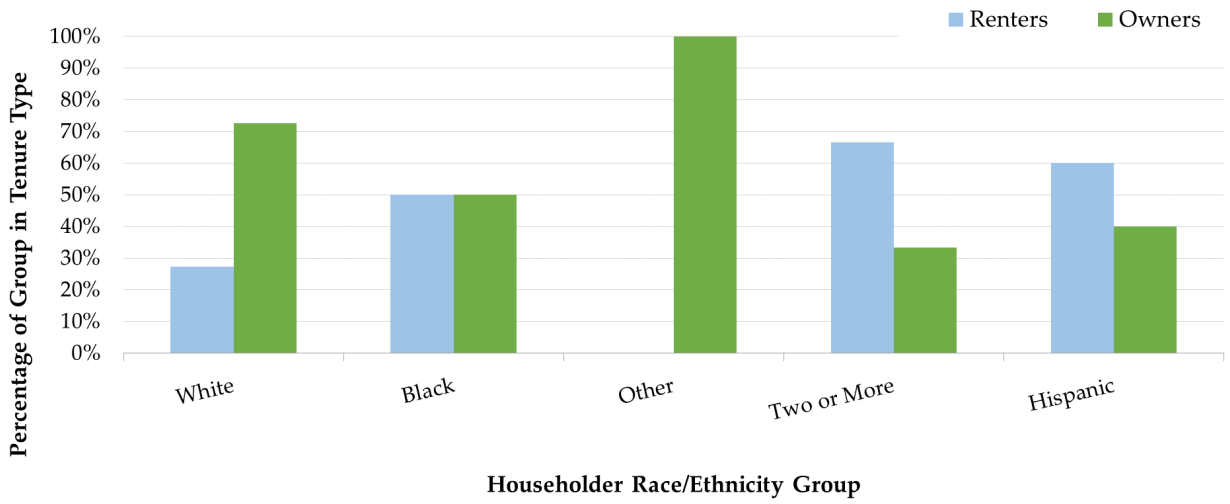
Renter- and owner-householders in Todd Mission also differ in terms of race and ethnicity. *Chart 3E (next page)* compares the percentage of Todd Mission householders that rent or own their house across several racial/ethnic groups. As the chart shows, most minority households are renter-occupied, but the prevalence of homeownership varies between groups.

[9] Refers to the person who is the head of the household.

Chart 3D: Householders, by Age, Tenure

Source: Census 2010, SF1, Tenure by Age of Householder (H17)

Chart 3E: Householders, by Race/Ethnicity[10]

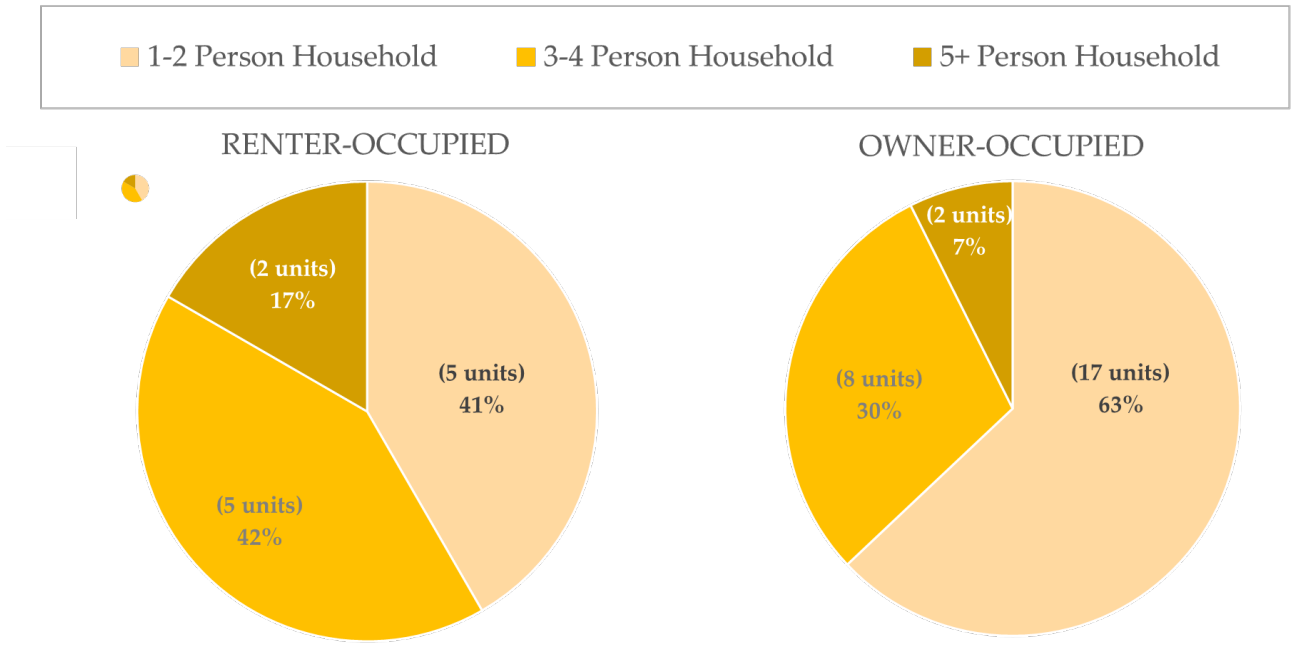


Source: Census 2010, SF1, Tenure by Hispanic or Latino Origin of Householder By race of Householder (HCT1)

[10] For ease of reference this chart only shows population groups with a universe greater than 10.

Renter- and owner-occupied households in Todd Mission differ in terms of age, race, ethnicity, and household sizes. *Chart 3F* compares household sizes in Todd Mission by tenure type. As the chart shows, household sizes differ in both tenure categories. Notably, 59% of renter-occupied households include three or more people, suggesting that rental housing may be an important housing option for families in Todd Mission.

Chart 3F: Household Size Comparison, by Tenure



Source: Census 2010, SF1, Tenure by Household Size (H16)

Rental housing has often been characterized as a necessary option for only certain groups, such as low-income households or individuals and young couples in transition to homeownership. As a result, rental housing may be treated as an option of secondary importance (to homeownership). However, studies in cities throughout the U.S. have found that renting is increasingly prevalent and that renter households represent a more diverse array of individuals and life situations than previously thought. These findings have led many researchers and policy-makers to reconsider the contribution that renting can make to a healthy housing market (further discussed in *Section 3.4.2 – Key Housing Considerations).*

While Census data reflects the need for rental housing, residents in Todd Mission did not recognize the prevalence of renting in their community nor the need for additional rental housing development. However, residents in Todd Mission expressed their desire for housing that is affordable for residents from all segments of the population, especially for elderly residents in the City (see *Chart 3G and 3H*). Additional rental housing could support this goal (see in *Section 3.4.2 – Key Housing Considerations*).

Chart 3G: Housing Importance Type

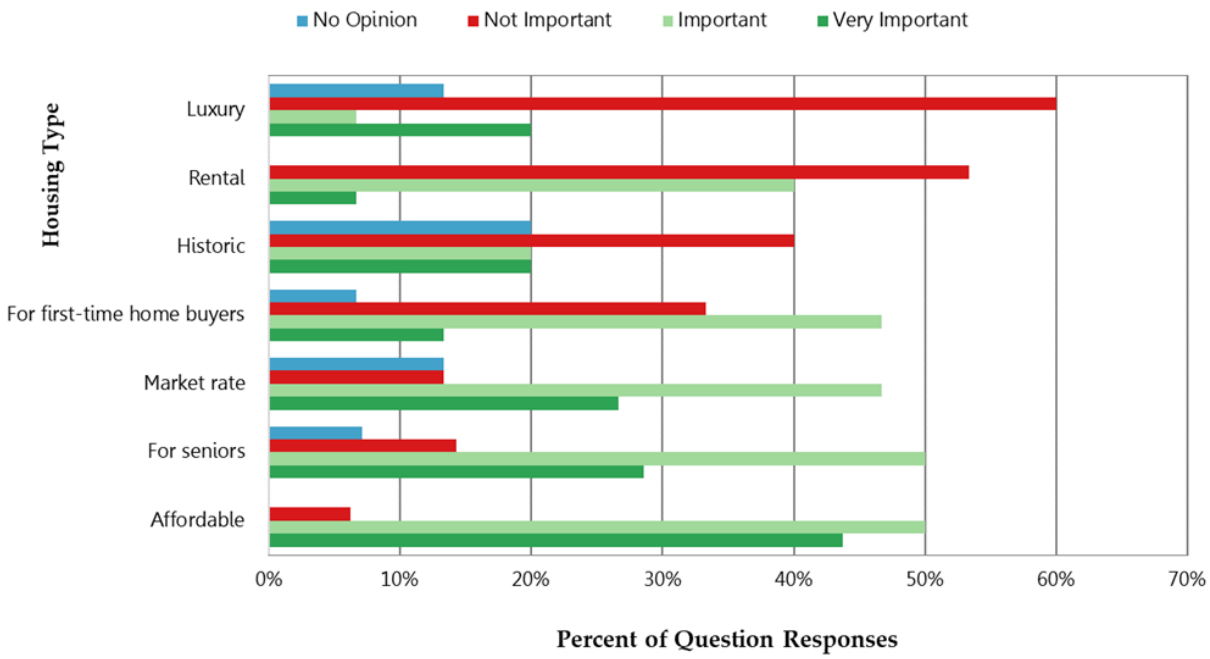
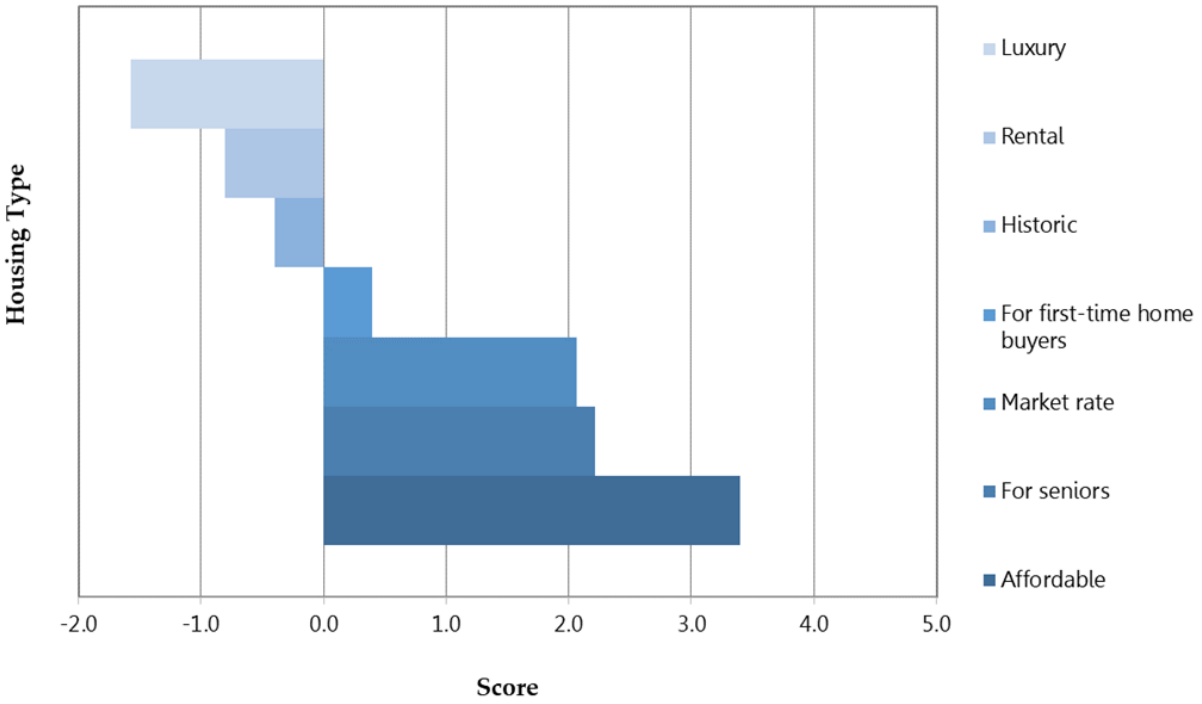


Chart 3H: Housing Importance Score



Housing Affordability

According to American Community Survey (ACS) data, houses in Todd Mission are, on average, less affordable than those in Grimes County or the state of Texas. The median home value in Todd Mission – estimated at $221,300 – is higher than the county-area and state-wide estimates. The city's median home value is approximately 121% of the median home value for Grimes County ($182,500) and approximately 109% of the median home value for Texas ($202,600).

However, the median household income in Todd Mission – estimated at $125,917 annually – is higher than county-area and state-wide estimates; the median annual household income in Todd Mission is approximately $66,831 more than the county-area estimates and $58,596 more than the state-wide estimates, or a difference in monthly income of roughly $4,883-to-$5,569. A more appropriate measure of housing affordability in Todd Mission would be the percentage of the median income consumed by housing costs.

Housing expenses are conventionally considered to be affordable when they consume less than 30% of a household's monthly income. The level of affordability for owner-occupied units differs depending on whether the owner has a mortgage or owns the home outright. Owner-occupied housing costs for Todd Mission residents *without a mortgage* consume an estimated 4% of the average income. However, owner-occupied housing costs for Todd Mission residents *with a mortgage* consume an estimated 13% of the average income (see *Appendix 3B*). Owner-occupied housing costs for residents with a mortgage in Grimes County consume an estimated 34% of the average income in the county.

Housing affordability in Todd Mission also varies by tenure.[11] However, monthly housing costs for renters was not available for Todd Mission at the time of this study. Median monthly rent consumes approximately 16% of the average income in Grimes County (see *Appendix 3B*).

In 2021, GrantWorks conducted a city-wide income survey of Todd Mission that more closely reflects the economic status of residents in the city. The survey found that 62.69% of the City's population is considered low-to-moderate income.

Appendix 3B includes detailed tables and methodology regarding housing affordability calculations.

[11] "Tenure" refers to the conditions under which land or buildings are held or occupied, for example through ownership or through renting

Fair Housing

In conjunction with the acceptance of grant funds from the Texas Community Development Block Grant Program (TxCDBG) program of the U.S. Department of Housing and Urban Development (HUD), the City of Todd Mission stated that it would affirmatively further fair housing (AFFH) and uphold the 1968 Fair Housing Act. The Fair Housing Act prohibits discrimination based on disability, familial status, race, color, religion, sex, or national origin. *Table 3G, page 3-14)* provides basic data on the availability of housing types to those protected classes. The following paragraphs discuss each protected group.

- Disability: According to the 2017-2021 American Community Survey (ACS), approximately 7.8% of residents in Todd Mission (estimated 9 residents) have a disability;[12] this figure is lower than the state-wide average – 11.4% of all Texans. An estimated 67% of Todd Mission residents with a disability are between the ages of 35-64. It is not known how many single-family homes in Todd Mission fully meet ADA accessibility standards. *Appendix 3C* includes information about organizations providing grants and loan assistance to disabled individuals.

- Familial Status: As measured by the number of bedrooms available, sufficient rental properties and homes for ownership available to accommodate families, as well as single occupants, is inconclusive due to unreliable ACS data.

- Race & Ethnicity: As shown in *Figure 3A (page 3-15),* there are no "minority concentration" areas within the corporate limits of Todd Mission. A "minority concentration" area is defined by the state of Texas as one or more Census block groups in which 65%[13] or more of total persons are classified as minority. Houses in both good and poor conditions are located throughout the community.

[12] In the 2017-2021 American Community Survey, individuals were classified as having a disability if they had hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and/or independent living difficulty.
[13] The "65% threshold" is based on the definition of "an area of minority concentration" used by the Texas General Land Office in its 10/1/2012 publication**, "**Homeowner Opportunity Program Guidelines - CDBG Disaster Recovery Program - Hurricanes Ike & Dolly, Round 2."

Table 3G: Fair Housing Data

Housing by Type/Location (Field Survey 2023)

	Units	% of all Units in City [1]	ADA Accessible	2+ Bedroom	Location
Multifamily Units (Occupied and Vacant)					
Woodway E. Duplex	2	0%	N/A	N/A	City
Total MF Units	**2**	**3%**	**N/A**	**N/A**	
Houses (Occupied and Vacant)					
Single-family Rentals [2]	10	16%	N/A	N/A	Throughout
Single-family Owned	52	83%	N/A	N/A	Throughout
Single-family Vacant	1	2%	N/A	4	Throughout
Total Units	**63**				

Housing by Race/Ethnicity (Census 2010) [3]

Characteristic	Owned		Rented	
	#	%	#	%
Race				
White	24	73%	*9*	27%
Black	1	50%	1	50%
American Indian or Alaska Native	0	0%	0	0%
Asian	0	0%	0	0%
Other	1	100%	0	0%
Two or More Races	1	33%	2	67%
Native Hawaiian & Other Pacific Islander	0	0%	0	50%
Ethnicity				
Hispanic or Latino	2	40%	3	60%

Source: Census 2010, Sf-1 Data, Quick Table Hi (QTH1)

Notes: [1] Percentage derived from total housing units in City from 2023 Plan field survey (occupied and vacant); [2] 2+ bedroom is estimated from 2017-2021 ACS Census data using minimum percentage with 90% margin of error; [3] Number estimated based on total number of rentals counted in the Census minis number of apartments counted in field survey

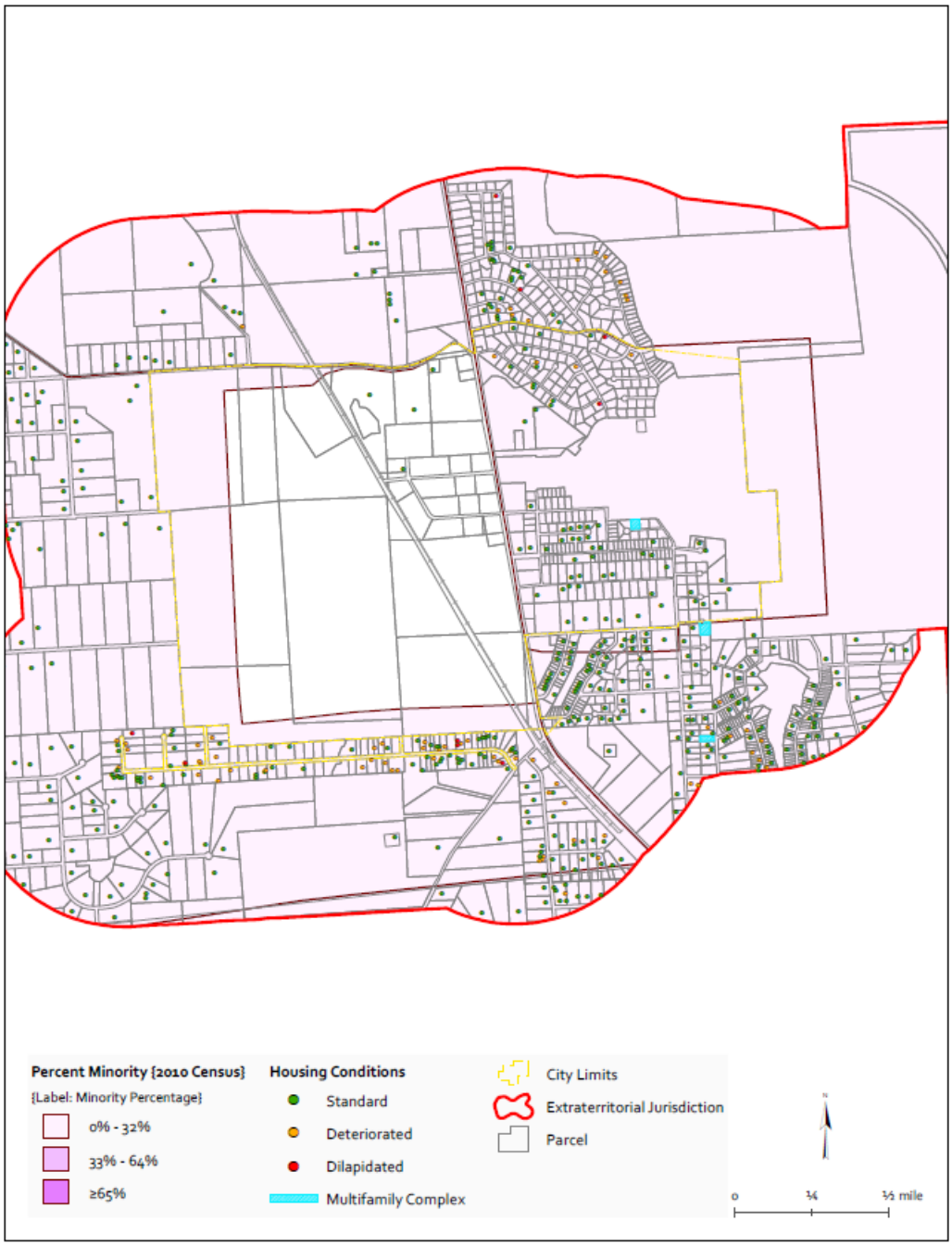


Figure 3A: Distribution of Minority Residents

Future Housing Needs

To improve the condition of the existing housing stock and ensure that current residents have access to safe and suitable housing, Todd Mission will need to remove and replace the following occupied, substandard units:

- 2 occupied deteriorated/dilapidated manufacturing units,
- And 3 RV-units used as primary housing.

The City will also need to take action to support, repair, and help prevent deterioration of current occupied housing stock (see *Table 3H*). As housing becomes deteriorated, the City may consider looking for new construction to replace occupied, substandard units instead of deteriorated unit rehabilitation. However, rehabilitation is often cheaper.

In addition, based on a projected 2033 population of 160 residents, Todd Mission will need an additional eight units to accommodate the anticipated population growth. To increase housing diversity in Todd Mission, at least two of the new units should be multifamily units.

Table 3H: Future Housing Needs

	Single-family	Multifamily	Total
Housing 2023, 2033			
Occupied Housing in 2023	61	2	63
Total Housing in 2023	63	2	65
Total needed in 2033	*69*	*4*	*73*
Future Housing Strategy 2023-2033			
Need to repair *(Deteriorated SF)*	1	0	1
Need to remove/replace *(Occupied: dilapidated MH & SF, deteriorated MH)*	5	0	5
New construction needed	8	2	10
Need to remove *(Vacant: dilapidated MH & SF, deteriorated MH)*	2	0	2

Note: SF – Strick Frame; MH – Manufactured House

3.4 Key Housing Considerations

Based on the community input and local housing data described above, the City of Todd Mission and its residents should focus on the following key areas related to housing: structural condition, stock diversity and affordability, and Fair Housing Act compliance.

3.4.1 Improving Structural Conditions

Todd Mission residents expressed a desire for improved housing conditions. The City should pursue the following strategies to support improved residential structural conditions.

Reduce Dilapidated Housing

Within the city limits, Todd Mission has 4 deteriorating and 2 dilapidated houses. Substandard houses comprise approximately 9% of Todd Mission's housing stock.

Common causes of house deterioration include:

- A change in financial circumstances that makes an owner unable to pay for home repairs;
- Elderly residents no longer attentive to or able to maintain their homes;
- Lack of motivation by rental property owners to maintain their properties (because of low renter expectations, desire to maximize profit, living out-of-town, lack of enforcement, etc.); and
- Lack of pride in the property.

Figure 3B: Overgrown Yard/Dilapidated Housing Example

The effects of deteriorated and dilapidated houses impact the entire community, and it is worth community investment to address the problem. Effects include:

- Health risks to residents of deteriorated and dilapidated structures;
- Downward pressure on property values; and
- Reluctance of future homeowners to move to an area with large numbers of deteriorated or dilapidated houses.

Todd Mission should pursue the following strategies to support the renovation or removal of substandard houses in the community, and to prevent future deterioration.

To improve the condition of Todd Mission's housing stock, the City should:

a) Track the number and location of vacant, dilapidated structures in the community;

b) Adopt a Substandard Buildings and Structures Ordinance;

c) Support voluntary and alternative dilapidated building removal; and

d) Apply for, and educate homeowners about, available grants

The following sections describe these recommendations in further detail. Many of these strategies require clear property titles to be successful. Complicated titles are a key concern raised by residents and public representatives (see *Chapter 4: Land Use* for more information about legal clinics to assist residents).

Track Vacant, Dilapidated Structures

Tracking vacant, dilapidated housing enables the City to have a clear understanding of both the extent of the challenge and of progress in addressing that challenge. Depending on municipal resources and needs, the tracking system could be as sophisticated as a mapped database or something as simple as a single word document or excel spreadsheet noting structure addresses and the date each vacancy was identified. Tracking implies regular or semi-regular updates to the database or document/spreadsheet. Updates can similarly vary based on the resources and needs of the municipality. Municipalities with less available resources for this activity could select a time each year to drive the community, identify newly vacant, dilapidated structures, and update the document/spreadsheet as needed.

An up-to-date record of vacant, dilapidated housing can enable a city to make strategic decisions about its actions, such as focusing efforts on a few proximate structures or integrating demolition activities with other neighborhood improvements. Vacant, dilapidated housing records may also support grant applications. The City could also share general figures with community members as part of an educational campaign about housing conditions or to encourage support for a voluntary clean up event.

The City of Todd Mission does not have an established system for tracking vacant, dilapidated housing. As part of this comprehensive plan, the city will receive fieldwork data collected to support each study, including housing. The City should use this data to start a tracking system according to its resources and needs.

Adopt Substandard Buildings & Structures Ordinance

Local Government Code, Title 7, Subtitle A, Chapter 214 establishes a municipality's authority to regulate substandard buildings. The statutes enable a municipality to, by ordinance, require the vacation, relocation of occupants, securing, repair, removal, or demolition of certain buildings. Such ordinance must

- ✓ Establish minimum standards for the continued use and occupancy of all building regardless of the date of their construction
- ✓ Provide for giving proper notice
- ✓ Provide for a public hearing to determine whether a building complies with the ordinance standards

In addition, in 2011 and 2012, the Texas Supreme Court released opinions on the City of Dallas v. Stewart that impact dangerous structures ordinance enforcement. Most importantly, cities must allow 30 days after an administrative nuisance declaration for an owner to appeal the declaration before enforcing the ordinance. The Texas Municipal League (TML) has prepared a detailed report on the case and its implications for municipal enforcement of substandard structures ordinances. That report is included in the *Digital Appendix* to this study and is available on the TML website (www.tml.org).

The City should adopt an ordinance to regulate substandard buildings and structures in Todd Mission. The *Digital Appendix* to this study includes a sample ordinance for reference.

The effectiveness of an ordinance depends on enforcement, and Todd Mission does not have an active code enforcement program. The City should train an existing staff member or hire a new staff member to complete basic code enforcement training provided by the Texas Department of Licensing and Regulation. However, given Todd Mission's limited financial resources and municipal staff, this may not be feasible. Other Texas cities facing similar challenges have signed interlocal agreements with neighboring cities to share code enforcement resources (such as enforcement officers), usually for a fee.

Support Voluntary & Alternative Building Removal Strategies

The City can also support the effectiveness of a Substandard Structures Ordinance by supporting voluntary and alternative building removal strategies. One way that some cities have encouraged landowners to abide by dangerous structures codes without entering litigation is to include a provision in the regulating ordinance that provides City assistance with demolition to landowners who voluntarily come forward and ask for an inspection. Instead of the $5,000-to-$10,000 it can cost to demolish the structure, the property owner pays landfill costs and $500 to the City for labor and hauling.

Some cities also provide no-cost demolition to homeowners who show financial inability to pay. Some small cities negotiate with their solid waste providers to include provisions such as removal of one or more dilapidated structures per year in their solid waste contract.

Home demolition is expensive, and costs may prove prohibitive for municipalities and residents. The City can also facilitate ordinance compliance by allowing for demolition alternatives. Two increasingly popular alternatives to house demolition are deconstruction and house moving. Rather than bringing in heavy equipment to raze an abandoned structure before sending it to the landfill, home deconstruction specialists and salvagers take apart abandoned houses piece by piece. Their focus is on collecting materials for reuse, so they limit the amount of waste that heads to the landfill. Unlike demolition, pricing for deconstruction is not always straightforward.

In some cases, salvagers will pay to remove certain materials, but they might not take everything. In other cases, deconstruction specialists will demolish the house for the right to collect the materials they want. In still other cases, deconstruction can cost significantly more than demolition. However, deconstructing a home allows the homeowner to take a significant tax deduction, often higher than the cost of deconstruction itself. The *Digital Appendix* includes an explanation of the appraisal process for donated building materials.

Some structural moving companies maintain an inventory of the commercial and residential structures they remove from properties to resell and relocate. Often, structural moving companies sell their inventory at relatively affordable prices. By reselling the homes, house movers keep them out of the landfill and they give new buyers an opportunity to rehabilitate the structures. If structural movers keep the structure, they may or may not charge for house removal. Depending on the house, they might buy it from the property owner before moving the structure. As long as the home is structurally sound enough to be moved, structural moving companies will collect homes and other buildings in all conditions.

Improve Manufactured Housing Regulations

Manufactured houses comprise 12% of Todd Mission's housing stock. Although less durable than well-constructed, stick-frame houses, when in compliance with HUD and building codes, manufactured units can provide affordable, safe housing. One of the most common complaints about manufactured houses is that their appearance negatively impacts surrounding property values. Manufactured houses are increasingly similar to stick-frame houses in design and, when located on single-family lots with landscaping, masonry skirts, and regular maintenance, can be near-indistinguishable from stick-frame houses.

Figure 3C: New Manufactured Home Example

Manufactured home values may be more likely to depreciate than stick-frame homes values due to factors like location, maintenance, and purchase price. Depreciation negatively impacts local property tax revenues. A 2003 study conducted by the Consumers Union in Texas assesses which aspects of manufactured houses are most likely to lead to depreciation or appreciation in value.[14] The Consumers Union concludes that variability in manufactured house appreciation/depreciation is much higher than in stick-frame construction. However, the study finds that homeowners and regulators can pursue several actions to increase the likelihood of appreciation:

- ✓ Own Land. If land ownership is not an option, rent and tenancy should be as stable as possible. Homes should be sold in place
- ✓ Select durable houses
- ✓ Pay fair price – and it may be that shopping for a deal in used homes is worthwhile
- ✓ Improve demand for used homes by creating lending products to finance this market
- ✓ Place housing in good locations and neighborhoods [increase appreciation]
- ✓ Give the home-site built visual appeal and congruence with neighborhood styles
- ✓ Budget money for repairs
- ✓ Consider all the aspects that lead to equity building, not just appreciation

The impact of manufactured houses on municipal tax revenues also depends on state tax law and county appraisal district methods for depreciating manufactured housing.

[14] Study available from www.consumersunion.org and is included in the *Digital Appendix* for this plan.

Continue Enforcing Manufactured Housing Ordinance

Manufactured housing standards are not likely to reduce the number of manufactured units in the city, but standards are likely to improve the condition of Todd Mission's manufactured housing stock over time.

The Texas Manufactured Housing Standards Act, passed in June 2003, established manufactured housing regulations at the state level (Texas Occupations Code, Subtitle C, Chapter 1201). The standards create an important distinction between "Mobile Homes" and "HUD-Code Manufactured Homes". This distinction is important because the structure types receive different protections under the law. For example, it is lawful for a city to prohibit the new installation of a Mobile Home within the city limits (with a few caveats). However, a city may NOT prohibit the new installation of HUD-Code Manufactured Home in the city limits. The act defines the term "Manufactured Home" or "Manufactured Housing" as a "HUD-code Manufactured Home or a Mobile Home".

The City enforces a Mobile Home and Manufactured Home Parks Ordinance (Ordinance NO. 2019-004). The ordinance distinguishes between Mobile Homes and HUD Code Manufactured Homes. The ordinance prevents additional placement of Mobile Homes and limits the placement of Manufactured Homes to existing Manufactured Home Parks or in replacing an existing Manufactured Home or Mobile Home within City Limits.

Sample manufactured housing ordinances from other municipalities, as well as a legal Q&A report regarding manufactured housing regulation from the Texas Municipal League, are included in the *Digital Appendix* to this study.

Apply for Grants / Educate Homeowners about Available Grants

Within the city limits, Todd Mission has 1 occupied, stick-frame, single family structures in deteriorated conditions that need renovation and 2 occupied, substandard single-family units that need to be replaced. The City can further support improved housing conditions by applying for grants and working to share information about available grant programs with homeowners.

HOME Grants. The City should apply for grants under the HOME program. The HOME grant is the most common grant program for rehabilitation or replacement of single-family homes. The program is managed by the Texas Department of Housing and Community Affairs (TDHCA) and funded by the U.S. Department of Housing and Urban Development (HUD). Program details change year to year, but, in general, the recipient resident must meet income limits and have a clear title to the property and land. The City may also have to provide a cash or labor/materials match, depending on population size.

Maintenance Grants. Municipal authorities should also work to share information about available maintenance grant programs with homeowners. Housing maintenance and repairs can be costly. Providing homeowners with information about home maintenance and repair grant and loan programs is a key component not only to preventing structural deterioration but also for maintaining affordability. Several programs are available to homeowners that assist with a variety of home maintenance needs such as weatherization improvements, general home repairs, and low-interest loans.

Appendix 3C: Community Housing Organizations & Grant Programs lists grant programs and resources that public officials should be aware of and should share with residents.

Consider Developing a Disaster Recovery Program

On August 25, 2017, Hurricane Harvey made landfall near the Texas Gulf Coast. The Category 4 hurricane's slow movement over the next several days caused catastrophic damage in small and large communities throughout the region. The city of Todd Mission was primarily impacted by Harvey's' force winds, and by flooding in the northeast past of the city.

The City should consider developing a disaster recovery program. The Rapid Disaster Recovery Housing Report, developed out of the Rapid Housing Recovery Pilot Program (RAPIDO) in the Lower Rio Grande Valley, is an excellent resource.

The report was created to "…give an overarching view of the lessons learned from the RAPIDO

Demonstration Project[15] as well as findings from a comparison of other reports completed after similar disasters across the Gulf and Atlantic Coasts" (CDC Brownsville, 2015).

The report approaches disaster management as an "ongoing cycle of action that takes place both during and between disasters. In other words, recovery from one disaster is mitigation for the next" (CDC Brownsville, 2015). The disaster management cycle consists of four phases – mitigation, preparedness, response, recovery – each requiring ongoing planning to reduce the impact of disasters. The program emphasizes several "Key Concepts and Innovations", including: pre-disaster preparedness, pre-procurement, local focus, supportive case navigation, community empowerment, and temporary-to-permanent housing strategy.

The Rapid Disaster Recovery Housing Report consists of three documents: policy recommendations, a step-by-step technical guide for local jurisdictions, and a program comparison report. The report is available online at http://www.rapidorecovery.org/.

> *"Disasters both magnify and accelerate processes already occurring in communities, such as housing turnover, gentrification, or conversions of land use from residential to commercial…. Such acceleration might not permit the extent of community input or interventions that might occur normally.*
>
> *Consequently, in the days, weeks, and months that follow a disaster, decisions must be made rapidly to deal with pressing immediate issues like emergency sheltering and temporary housing, rebuilding, and the restoration of community infrastructure.*
>
> *The pace of decision-making defies typical rational planning methods that require the collection of data and consideration of many alternatives, forcing communities to make hasty decisions that may later turn out to be ill-advised, but yet now are long-lasting if not permanent."*
>
> (CDC Brownsville (2015)., pg. 05)

3.4.2 Developing More Diverse & Affordable Housing Options

Todd Mission residents expressed a desire for additional housing development to meet the high demand for affordable housing. Residents currently living in dilapidated/deteriorating housing that needs to be replaced could also benefit from additional housing development efforts. The City should pursue the following strategies that promote a variety of housing options, affordable for diverse incomes and stages of life:

(a) Promote residential infill

(b) Collect and share housing and community information

(c) Network with affordable housing organizations and developers

[15]http://www.cdcbrownsville.org/rapido.html

Promote Residential Infill

The City should promote infill development. One key component in affordability is the costs associated with utility bills and taxes. These costs tend to rise when a city issues municipal bond debt. Bond debt is a common tool used to finance large-scale infrastructure improvements that result from growth and development. One way to limit the need for increased infrastructure costs that result from growth is to encourage residential infill development on vacant, subdivided land within the corporate limits.

Since existing infrastructure systems already serve these lots, new development would not require significant infrastructure expansion and would allow the City to focus on existing system maintenance and improvements. Development should be encouraged in areas identified as semi-developed and located outside of the 100-year Floodplain. Strategies to promote infill development and a map showing the location of developable properties ideal for infill development are found in *Chapter 4: Land Use Study.*

The City should also promote multifamily housing development. An Urban Land Institute (ULI) study finds that multifamily housing:

- ✓ Is needed and preferred by many people at a variety of life stages (individuals, new families, empty-nesters, seniors, etc.);
- ✓ Is important to the economic vitality of the broader community;
- ✓ Can help minimize traffic congestion;
- ✓ Enables a community to provide housing that is affordable to a broader range of incomes; and
- ✓ If well designed, can be an attractive and compatible addition to the community.

The ULI study is included in the *Digital Appendix* to this plan.

Multifamily housing does not have to be exclusive to renters. Multifamily housing development could also provide an important alternative housing option for Todd Mission's potential homeowners as multifamily housing units, such as duplexes, are often (but not always) more affordable than single-family housing.

Collect & Share Housing & Community Information

The City of Todd Mission can also support the development of more diverse and affordable housing options by collecting and sharing housing and community information through record-keeping, surveys, and workshops.

The City should keep records of housing market information such as:

- ✓ Requests made to City Hall for rental housing information;
- ✓ Records of occupancy and vacancy rates in rental housing (including RV parks and single-family houses);
- ✓ Information on land available for lease or purchase; and
- ✓ Information on utility rates and capacities.

Keeping records of inquiries about available single-family and multifamily housing opportunities would make Todd Mission more appealing to potential residents and housing developers. This type of basic legwork by municipal staff and residents makes a city more appealing. The potential resident/developer does not have to spend as much time on research, and such work builds trust that residents and staff members are able and willing to work with new residents or development groups.

The City should also consider regularly collecting information from residents about housing conditions. For example, a survey conducted every three-to-five-years could help the City maintain a better understanding of housing conditions. In addition to potentially supporting grant applications and studies, record keeping and housing survey results could help the City identify key community challenges and opportunities and to work with residents on these issues. For example, the housing survey could be followed up with a workshop to educate residents about fair housing laws and available grant and loan programs that pertain to housing needs expressed through the survey.

Community and housing information could be shared on the City website.

Network with Affordable Housing Organizations & Developers

The City should network with affordable housing organizations. Several regional and State organizations promote affordable housing. Coordinating and communicating with these organizations will keep Todd Mission updated about affordable housing programs and opportunities. State organizations working on affordable housing initiatives include the Texas Department of Housing and Community Affairs, Texas Affiliation of Affordable Housing Providers, Texas State Affordable Housing Corporation. *Appendix 3C* includes more information about those and other housing organizations.

The City should also network with affordable 3-27ouseng developers. Currently, Todd Mission may be most appealing to niche developers in the lower-income, worker, and senior housing markets. Recruiting those developers would require networking, consulting with potential developers about their needs, and providing information about the city to as many people as possible. *Appendix 3C* describes several organizations that provide general information, grants, and loans for housing development and access to networks of housing developers, including:

- ✓ Texas Affiliation of Affordable Housing Providers (TAAHP)
- ✓ Texas State Affordable Housing Corporation (TSAHC)
- ✓ Texas Department of Housing and Community Affairs (TDHCA)
- ✓ U.S. Department of Agriculture Rural Development (USDA-RD)

In terms of bringing affordable, multifamily, rental housing development to Todd Mission, the City should focus on working with developers who are eligible to apply for the Housing Tax Credit (HTC) program. The HTC program is a dollar-for-dollar reduction of federal income tax liability through the Texas Department of Housing and Community Affairs (TDHCA). The program reduces the cost to developers, allowing them to provide more affordable units at lower rates to tenants. This would increase the number of quality, affordable units in Todd Mission. The program is competitive, so municipal participation is encouraged in the form of development support and funding contributions. Visit the TDHCA website for more information (http://www.tdhca.state.tx.us/multifamily).

3.4.3 Continuing to Support Fair Housing

The City of Todd Mission has adopted or agreed to adopt several policies and to undertake actions to increase local awareness of fair housing issues and increase the availability of housing choices to protected classes. The City must consider whether its policy and budget decisions intentionally or unintentionally sanction segregation or limit free housing choice, if it has sufficiently educated the public about the Fair Housing Act, and if it has taken proper steps to uphold the Act.

The fair housing analysis In this plan is guided by the State of Texas Analysis of Impediments and the Fair Housing Activities Statement of Texas (FHAST), both of which provide standards for analyzing fair housing in a community. The FHAST often combines references to protected classes with references to low-income because there is a high correlation between the two groups; therefore, the following analysis also references income-related assistance.

The City has at least three tools by which it can affect fair housing:

Grant Applications. With the exception of HOME (described above), many grant applications that would help residents with home repair and rehabilitation must be initiated by individuals or non-municipal organizations. Todd Mission's public officials and municipal staff can publicize and provide contact information for such grants. *Appendix 3C* provides a list of grant programs and area organizations that work on housing assistance.

Ordinance Adoption & Enforcement. The City's ordinances do not appear to contain fair housing impediments. The following review assesses how fair housing is affected by the City's standards for flood damage prevention and minimum standards for continued use and occupancy of a building.

- *Flood Damage Prevention Ordinance*: Todd Mission's Flood Damage Prevention Ordinance permits the construction of structures in flood-prone areas provided that the construction meets damage-prevention and safety standards. The ordinance applies equally to all residential structures in the 100-year Floodplain; there are currently three single-family structures located in the 100-year Floodplain.
- *Minimum Standards for Building Use/Occupancy.* Houses of varying conditions are located throughout the City, and the standards apply equally to all such housing. The standards would be improved if combined with assistance to owners who are unable to repair or replace their homes (primarily through HOME grants and other grant resources listed in *Appendix 3C*).

Policy Adoption & Community Education. The City has regularly published the following ad in its newspaper of record in conjunction with TxCDBG grants.

To promote fair housing practices, the City of Todd Mission encourages potential homeowners and renters to be aware of their rights under the National Fair Housing Law. Title VIII of the Civil Rights Act of 1968, as amended, prohibits discrimination against any person on the basis of race, color, religion, sex, handicap, familial status, or national origin in the sale or rental of units in the housing market. For more information on fair housing or to report possible fair housing discrimination, call the U.S. Department of Housing and Urban Development's toll-free hotline at 1-800-669-9777.

The City posts provisions of the National Fair Housing Laws and the process for filing a complaint regarding housing discrimination at City Hall.

The City should take the following actions to further support fair housing in Todd Mission.

a) Provide at City Hall:

- Local, State, and Federal contacts for reporting a fair housing complaint.
- A copy of the City's Fair Housing policy and complaint procedures.
- A copy of the Federal Fair Housing Act.[16]
- A copy of the Texas Accessibility Standards[17] and Construction Requirements for Single-Family Affordable Housing (Texas Government Code, Section 2306.514).[18]

b) Adopt and annually update fair housing ordinances, resolutions, and policies, including:

- A Fair Housing Ordinance based on HUD model ordinances.
- A policy explicitly requiring that all non-federally funded projects in the city follow State and Federal laws regarding special-needs construction standards.
- A policy preventing the concentration of undesirable infrastructure (e.g., sewer plant, solid waste dump, etc.) in locations that would unfairly impact protected classes.
- A resolution designating April as Fair Housing Month.

c) Provide annual fair housing training to all senior municipal staff.[19]

d) Establish a procedure for municipal staff to keep logs and records of fair housing complaints and referrals.

e) Coordinate housing grant applications with other grant applications so that housing quality in an area is improved at the same time as water, sewer, streets, and drainage.

f) Develop an anti-NIMBYism[20] action plan to disseminate timely and accurate information to residents and other concerned parties during the planning and execution of fair housing projects and developments.

[16] Availa*ble at the Department of Justice Civil Rights Division website: www.justice.gov/crt/about/hce/title8.php*
[17] *Available at www.tdlr.state.tx.us/ab/abtas.htm*
[18] *Available at www.statutes.legis.state.tx.us/Docs/GV/htm/GV.2306.htm#2306.514*
[19] The Texas Workforce Commission offers a variety of training programs. Visit http://www.twc.state.tx.us/partners/fair-housing-presentations-training for further information.
[20] "NIMBY" is an acronym for "Not In My Backyard". An AntiNIMBYism action plan is intended to prevent/address misinformation that may lead to NIMBY-type sentiments about proposed new developments and fair housing opportunities.

3.5 Implementation Plan

The Implementation Plan organizes the recommended action items recommended to address each issue identified in the above sections into a timeline for completion. The actions are prioritized and organized by date.

Table 3I: Implementation Plan: 2023-2033

Goals & Objectives	Activity Year(s) 2023-2026	2027-2029	2030-2033	Lead Organization	Cost Estimate	Funding Sources
Goal 3.1 *Renovate or replace occupied, substandard housing and support housing stock resiliency*						
Reconstruct or replace at least one (1) house per year with HOME grants	X	X	X	City	Match is variable[21]	GEN; TDHCA;
Keep up-to-date information on housing assistance organizations at City Hall, on a City website, and at local institutions (service organizations, churches, etc.) (*see Appendix 3C for a list of organizations*)	X	X	X	City	Staff	GEN
Keep up-to-date information on grant programs at City Hall, on a City website, and at local institutions (service organizations, churches, etc.) (*see Appendix 3C for a list of programs*)	X	X	X	City	Staff	GEN
Continue to enforce Manufactured Housing Ordinance	X	X	X	City	Staff	GEN
Consider developing a Disaster Recovery Housing Program		X	X	City	Staff; Variable	GEN
Goal 3.2 *Remove vacant, dilapidated structures*						
Create and maintain a log of vacant, dilapidated structures	X	X	X	City	Staff/Varies	GEN; Local

[21] HOME program details, including match requirements, change year-to-year.

Pursue one or more strategies to support voluntary and alternative dilapidated building removal	X	X	X	City	Staff	GEN; Local
Designate and train a staff member in code enforcement or develop an interlocal agreement with a neighboring municipality for code enforcement assistance	X			City	$1,000 (legal)	GEN; TDLR
Adopt a Dangerous Structures Ordinance	X			City	$1,000 (legal)	GEN
Goal 3.3 *Pursue diverse and affordable housing development*						
Network with affordable housing organizations and developers	X	X	X	City	Variable	GEN; Local
Collect information on Todd Mission's population and housing needs (e.g., rental housing requests, occupancy rates, demographics)		X	X	City	Varies by form	GEN; Local
Update website to make information about Todd Mission easily accessible to residents and developers		X	X	City	Variable by form; (estimated $100 - $1,500/year) + Staff	GEN; Local
Goal 3.4 *Continue to support Fair Housing initiatives*						
Adopt and conduct annual reviews of ordinances, resolutions, and policies that support fair housing	X	X	X	City	Staff	GEN
Keep up-to-date information on Fair Housing laws, policies, complaint procedures, and ADA construction standards at City Hall and on a City website	X	X	X	City	Staff	GEN
Provide annual fair housing training to all senior staff	X	X	X	TWC, Staff	Staff	GEN

Establish a procedure for City staff to keep logs and records of fair housing complaints and referrals	X			Staff	Staff	GEN
Develop an anti-NIMBYism action plan to disseminate timely and accurate information to residents during the planning of fair housing developments			X	City	Staff	GEN
Goal 3.5 *Attract economically stable residential development that complements existing development*						
Develop annexation protocol and conduct cost-benefit analyses of new residential developments (see *Chapter 4: Land Use Study*)	X	X	X	City	Staff	N/A
Prioritize and market lots suitable for residential infill	X	X	X	City	Staff	GEN
Adopt an updated Zoning Ordinance to ensure zoning regulations support community housing goals	X			City	$1,000 (legal)	GEN
Adopt a Future Land Use Map	X			City	Staff	N/A
Establish a schedule for regular review of Future Land Use Map, Zoning Ordinance, and Subdivision Ordinance		X		City	N/A	GEN

Sources: **GEN** = Municipal funds; **Staff** = Staff time (City); **Local** = donations of time/money/goods from private citizens, charitable organizations, and local businesses; **TDHCA** = Texas Department of Housing and Community Affairs; **TDLR** = Texas Department of Licensing and Regulation; **TWC** = Texas Workforce Commission

3.6 Appendix 3A: Detailed Housing Data

In January 2023, GrantWorks, Inc. conducted an exterior/windshield survey of all residential buildings in Todd Mission to determine the physical condition of each housing unit in the city and extraterritorial jurisdiction (ETJ). A housing unit can be a single-family detached house, a mobile/manufactured house, or a multifamily unit such as an apartment, condominium, or townhome). The survey rated the condition of each housing unit on a scale from "standard" to "dilapidated," as defined in *Table 3A.1.*

Table 3A.1: Housing Condition Survey Classifications & Criteria

	Criteria
Standard	Few or no minor visible exterior defects such as: • cracked, peeling, or missing paint • cracked, sagging, rotting, or missing siding, steps, porch planks, or other wooden surfaces • cracked or broken window panes • cracked masonry, brick, or mortar surfaces • missing or damaged roof shingles • small rust spots on mobile homes Generally meets local building codes No detriment to health and safety present
Deteriorating	Few visible exterior defects requiring repair beyond routine maintenance such as: • missing or damaged wooden surfaces that could cause injury if walked upon or leaned against • missing windowpanes • badly deteriorated window frames • major holes in exterior walls, up to one (1) foot across and/or penetrate through the interior walls • roof missing many shingles or has holes up to six (6) inches across • chimney bricks missing • extensive rusting, joint separation on mobile home exterior Rehabilitation is economically feasible
Dilapidated	Fails to provide safe shelter Several of the major defects listed under Deteriorating Any major structural damage such as: • sagging foundation • sagging roof • slanted or tilted exterior walls • missing doors • collapsed chimney or porch • fire or severe water damage Rehabilitation is not economically feasible All non-HUD Code (pre-June 15, 1976) mobile homes are considered dilapidated

Housing occupancy was determined by visual inspection of each house. Each house was checked for: wired electric meter, yard maintenance, intact blinds and/or visible furniture, undamaged or secured windows, and the condition of yard furniture. *Table 3A.2* tabulates the complete survey results.

Table 3A.2: Housing Data from Windshield Survey

	Type / Condition	Occupancy	City	ETJ	Total Region
Stick Frame	**Standard**	Occupied	52	238	290
		Vacant	0	10	10
	Deteriorated	Occupied	1	22	23
		Vacant	0	2	2
	Dilapidated	Occupied	0	0	0
		Vacant	2	1	3
	Total (Occupied)		53	260	313
	Total (Vacant)		2	13	15
	Subtotal – Stick Frame Homes		*55*	*273*	*328*

	Type / Condition	Occupancy	City	ETJ	Total Region
Mobile & Manufactured	**Standard**	Occupied	6	54	60
		Vacant	0	1	1
	Deteriorated	Occupied	2	27	29
		Vacant	0	5	5
	Dilapidated	Occupied	0	1	1
		Vacant	0	1	1
	Total (Occupied)		8	82	90
	Total (Vacant)		0	7	7
	Subtotal – Manufactured Homes		*8*	*89*	*97*
	Subtotal- Single-Family Homes		*63*	*362*	*425*

	Type / Condition	Occupancy	City	ETJ	Total Region
RV	**Standard**	Occupied	2	50	52
		Vacant	0	0	0
	Deteriorated	Occupied	1	10	13
		Vacant	0	0	0
	Dilapidated	Occupied	0	0	0
		Vacant	0	4	4
	Total (Occupied)		3	60	63
	Total (Vacant)		0	4	4
	Subtotal – RV Homes		*3*	*64*	*67*

	Type / Condition	Occupancy	City	ETJ	Total Region
Multifamily	**Standard**	Occupied	2	5	7
		Vacant	0	0	0
	Deteriorated	Occupied	0	0	0
		Vacant	0	0	0
	Dilapidated	Occupied	0	0	0
		Vacant	0	0	0
	Total (Occupied)		2	5	7
	Total (Vacant)		0	0	0
	Subtotal – Multifamily Homes		*2*	*5*	*7*

	Type / Condition	Occupancy	City	ETJ	Total Region
Total Housing Conditions	**Standard**	Occupied	62	347	409
		Vacant	0	11	11
		Total Standard	62	358	420
	Deteriorated	Occupied	4	59	63
		Vacant	0	7	7
		Total Deteriorated	4	66	70
	Dilapidated	Occupied	0	1	1
		Vacant	2	6	8
		Total Dilapidated	2	7	9
	Total (Occupied)		66	407	473
	Total (Vacant)		2	24	26
	Total Housing Units		68	431	499

Source: GrantWorks, Inc., 2023 Fieldwork Study

3.7 Appendix 3B: Housing Affordability Calculations

Housing units are conventionally considered to be affordable when monthly costs are less than 30% of monthly income. *Table 3B.1: Housing Tenure Data* tabulates the median monthly income, the total number of owner- and renter-occupied housing units, and housing costs as a percentage of income for both renters and homeowners. Average housing costs for owner-occupied units with a mortgage consume 13% of the median monthly income in Todd Mission.

Table 3B.1: Housing Tenure Data (2017-2021)

		TODD MISSION	GRIMES COUNTY
Owner-occupied Units	*Total Occupied Housing Units*	*31*	*9,469*
	# of Units	*31*	*7,202*
	% of Total	*100%*	*76%*
	Monthly $ w/Mortgage (median)	*$1,350*	*$1,667*
	% of monthly income	***13%***	***34%***
	Monthly $ w/o Mortgage (median)	*$470*	*$472*
	% of Income	***4%***	***10%***
Rental Units	Number of Units	0	*2,267*
	% of total units	0%	*24%*
	Median monthly rent	N/A	*$779*
	% of monthly income	**N/A**	***16%***

** The City housing unit count is from the ACS and does not include additional houses counted in the field survey.*
Source: U.S. Census Bureau; American Community Survey 2017-2021, Tables S2502, B25077, B19013, B25088, B25064; <data.census.gov>

Another affordability measure for housing and a key component of mortgage lending decisions is the price-to-income ratio. The price-to-income ratio is the disparity between median income and median housing value. It provides a measure to answer the question "Is a median-priced home affordable for a median income earner?" Houses are generally considered to be affordable for the purchaser when the cost of the house equals roughly 2.6 times the purchaser's annual income.[22] *Table 3B.2* shows that Todd Mission's price-to-income ratio is less than the ratios for the state and Grimes County.

Table 3B.2: Median Household Income & Housing Values

	Todd Mission	Grimes County	State
Median Household Income	$125,917	$59,086	$67,321
Median Household Monthly Income	$10,493	$4,924	$5,610
Median Home Value	$221,300	$182,500	$202,600
Median Home Value / Median Household Income	**1.8**	**3.1**	**3.0**

Source: U.S. Census Bureau; American Community Survey 2017-2021, Tables B19013 and B25077; <data.census.gov>

[22] "Where the House-Price-to-Income Ratio is Most out of Wack" retrieved from: https://www.citylab.com/equity/2018/05/where-the-house-price-to-income-ratio-is-most-out-of-whack/561404/; "High Home Price-to-Income Ratios Hiding Behind Low Mortgage Rates" retrieved from: http://www.forbes.com/sites/zillow/2013/04/16/high-home-price-to-income-ratios-hiding-behind-low-mortgage-rates/

3.8 Appendix 3C: Community Housing Organizations & Grant Programs

Detailed information regarding programs that serve housing needs in Grimes County and Todd Mission are listed below. Additional information on state and federal programs that may be useful to Todd Mission's residents may be found by contacting local offices and reviewing individual organizations' websites.

3.8.1 Services Currently Available/Active in Todd Mission

Brazos Valley Council of Governments (BVCOG)

Council of Governments (COGs), also known as regional planning commissions, are voluntary associations of local governments formed under Texas law. These associations address problems and planning needs that require regional attention or that cross the boundaries of individual local governments. COGs coordinate planning and provide a regional approach to problem-solving through cooperative action and may provide direct services at the local level. The Brazos Valley COG conducts planning activities, applies for grants for local communities, administrates programs such as the Area Agency on Aging program and the Housing Choice and Voucher program, and is an Economic Development District (established in 1966).

Organization / Office:	Brazos Valley Council of Governments
Address:	3991 East 29th Bryan, Texas 77805
Phone / Email:	(979) 595-2800
Website:	*http://www.bvcog.org*
Counties Served:	*Brazos, Burleson, Grimes, Leon, Madison, Robertson, Washington*

Area Agency on Aging

Local area agencies on aging (AAAs) are affiliated with the Texas Department on Aging and receive State and federal funds to help coordinate local elderly care for those over age 60. Services the agency provides include: Nursing Home Ombudsman, Benefits Counseling (legal information), Care Coordination (in-home assistance with meals, minor repair, health care, etc.), Caregiver Support Program (counseling/assistance to caregivers) and some additional services (health and wellness). BVCOG administers the program in Grimes County. The Department of Health and Human Services provides an online eldercare locator that includes the option for an online chat at *http://www.eldercare.gov/eldercare.NET/Public/index.aspx.*

Organization / Office:	Brazos Valley Area Agency on Aging
Address:	3991 East 29th Bryan, Texas 77805
Phone / Fax:	(979) 595-2806 or 1-800-994-4000
Website:	https://bvcog.org/programs/area-agency-on-aging
Counties Served:	*Brazos, Burleson, Grimes, Leon, Madison, Robertson, Washington*

3.8.2 Grants/Loans & Organizational Resources Available to the City

Texas Department of Housing and Community Affairs (TDHCA)

TDHCA is the state agency responsible for promoting and preserving homeownership, and financing the development of affordable rental housing. The agency has programs to build and to rehabilitate single-family and multifamily housing. The City can apply for funding to:

- Assist with multifamily unit rehabilitation projects; (Rental Housing Development Program);
- Assist renters, including veterans and persons with disabilities, with utility and security deposits (Tenant-Based Rental Assistance Program, Tenant-Based Rental Assistance Program for Persons with Disabilities, and the Veterans Housing Support Program);
- Provide down payment assistance to individuals who have not owned a home in three years or who are first-time home buyers (Texas HOMEbuyer Assistance Programs);
- Repair or replace substandard homes for low-to-moderate-income residents (HOME Rehabilitation Program and Homeownership Assistance Program); and
- Construct home accessibility projects for disabled residents (Amy Young Barrier Removal Program)

Organization / Office:	Texas Department of Housing & Community Affairs
Address:	221 East 11th Street Austin, Texas 78701
Phone / Email:	(512) 475-3800 or (800) 525-0657 / *info@tdhca.state.tx.usa*
Website:	*www.tdhca.state.tx.us*

U.S. Department of Agriculture Rural Development (USDA-RD)

The mission of USDA-RD is to improve the economy and quality of life in rural America. USDA programs include homeownership opportunities, owner-occupied housing assistance, rental assistance, rental housing development, community development activities, business development, and technical assistance in rural areas of the State (generally considered areas with a population of fewer than 20,000 people). Programs include:

- Loan Program: USDA-RD Guaranteed Rural Housing Loans for Single-family Dwellings offers help for people who want to own a home but cannot pay a down payment. Low and moderate-income applicants can have closing costs associated with purchasing a house financed into the loan up to the appraised value of the property. Loans can be for new or existing homes.

  The Guaranteed Rural Housing Program charges a 1.5% guarantee fee that is due at closing. Generally, the program targets communities with populations of 10,000 or less in locations not closely associated with urban areas.

- Direct Loan Program: Individuals can apply for direct loans through the area offices.

- Rural Repair and Rehabilitation Loans: Used to modernize existing homes by adding bathrooms, central heating, modern kitchens, and other improvements such as driveways and foundation plantings. Individuals who meet the requirements should contact USDA directly for these loans. The USDA Rural Development Alice office accepts applicants from Todd Mission. Some seniors may be eligible for grants of up to $7,500 for home repairs.

Programs are explained at www.rd.usda.gov/programs-services or the following offices can be contacted.

Organization / Office:	US Department of Agriculture Rural Development / Bryan Service Center
Address:	3833 South Texas Avenue; Ste 117 Bryan, Texas 77802
Phone / Email:	(979) 846-0548, Ext. 4

Organization / Office:	US Department of Agriculture Rural Development / State Office
Contact:	Housing Program Staff
Address:	101 South Main Street, Suite 102 Temple, Texas 76501
Phone / Email:	(254) 742-9770, TTD (254) 742-9712
Website:	*http://www.rd.usda.gov/tx* or *http://www.rd.usda.gov/contact-us/state-offices/tx*

Texas Affiliation of Affordable Housing Providers (TAAHP)

TAAHP is a non-profit association of affordable housing developers, financers, and designers throughout Texas. The goal of TAAHP is to "increase the supply and quality of affordable housing for Texans with limited incomes and special needs," and the organization's primary focus is on education and lobbying. The group is a good starting place for communities interested in affordable housing projects. It provides communities with networking opportunities (through conferences and newsletters) to market available land, seek financing information, and/or discuss changes to state laws that could bring more affordable housing to their cites.

Organization / Office:	Texas Affiliation of Affordable Housing Providers
Address:	221 East 9th Street, Suite 408 Austin, Texas 78701
Phone / Email:	(512) 476-9901
Website:	*http://www.taahp.org/*

Rural Rental Housing Association of Texas (RRHA)

RRHA is a non-profit association of professionals involved in the development and management of rental housing in rural Texas. Like TAAHP, the organization provides communities with networking opportunities and lobbying for the industry as well as technical assistance and training for housing providers.

Organization / Office:	Rural Rental Housing Association of Texas
Address:	2 North 9th Street, Suite B Temple, Texas 76501
Phone / Email:	(254) 778-6111 / office@rrhatx.com
Website:	*http://www.rrhatx.com/index.php*

3.8.3 Grants/Loans & Organizational Resources Available to Residents

Combined Community Action, Inc.

Combined Community Action, Inc. is a non-profit organization that provides assistance through programs focusing on tenant-based rental assistance, weatherization, and comprehensive energy assistance, among others. CCA's mission is to assist people to become independent and self-sufficient by transitioning people out of poverty and providing comprehensive programs that support families and individuals.

Organization / Office:	Combined Community Action, Inc.
Address:	165 West Austin Giddings, Texas 78942
Phone / Email:	(979) 540-2980/ info@bvcaa.org
Website:	*http://www.ccaction.com/about/about-cca*
Counties Served:	*Not specified*

Texas State Affordable Housing Corporation (TSAHC)

TSAHC is a self-supporting, not-for-profit organization created by state statute in 1994 to provide safe, decent and affordable housing for low-income Texans and other underserved populations. TSAHC provides a variety of affordable housing programs that range from First-time Homebuyer Programs for individuals and families. Programs provide low-interest financing to individuals, particularly first-time homebuyers, teachers, paid firefighters, EMS personnel, peace officers, correction of juvenile corrections officers, county jailers, and public security officers. It also provides various financing options for developers of both single-family and multifamily housing, portions of which would serve low-to-moderate income tenants. Programs are listed on the agency website at www.tsahc.org. The agency can be reached at 512-477-3555 or 888-638-3555.

Aging in Place

Aging in Place is a joint program of Partners for Livable Communities and the National Association of Area Agencies on Aging. It provides regional workshops and Jumpstart grants to facilitate conversations and form action plans that address issues of aging in place within a community. Past JumpStart grants have been used to create programs that assist seniors with home maintenance and lawn care, provide paratransit services to help senior residents remain an active part of their community, and create "return visit" programs where nurses/social workers visit regularly to identify possible issues that may impair the individual's ability to remain in their home. For information, contact Penny Cuff, Vice President of Programs for Partners for Livable Communities by emailing pcuff@livable.org or calling (202) 887-5990. Website: www.aginginplaceinitiative.org

Additional resources on aging in place can be found through national networks:

National Aging in Place Council (www.ageinplace.org)
Senior Resource (www.seniorresource.com/ageinpl.htm)

Texas Ramp Project

Texas Ramp Project is a non-profit agency that relies on volunteers, foundations, civic organizations, and corporate partners to build ramps for low-income elderly and disabled residents. Since it was established in 2006, the organization has built over 23,000 ramps throughout the state. The organization accepts client referrals from social service agencies through its 44 service areas. Social service agencies can refer clients by submitting an online form to their respective service area. The Texas Ramp Project currently serves Grimes County.

Organization / Office:	Texas Ramp Project / Central Administration Office
Address:	PO Box 832065 Richardson, Texas 75083
Phone / Email:	(214) 675-1230 / *info@texasramps.org*
Website:	*http://www.texasramps.org/*

Texas Association of Structural Movers (TASM)

TASM is a statewide trade organization for structural movers. Their website provides an easy-to-use Member Directory that is organized by region. It also provides an Online Quote Engine to send a request for services to all TASM members. The organization is a good source for helpful information about the house moving process and permitting requirements.

Organization / Office:	Texas Association of Structural Movers
Address:	2202 South 51st Street Temple, TX 76504
Phone / Email:	(254) 613-9099 / *sawmhq@gmail.com*
Website:	*www.texashousemovers.com*

The ReUse People of America

The ReUse People of America provide deconstruction services across the country. With over 20 years of experience in the deconstruction industry, they are experts in making sure that homeowners get as much salvageable material as possible. Their expertise is important because the value of the salvageable material will determine the tax deduction that a homeowner can take on the donated deconstructed materials. In addition to deconstruction services, The ReUse People of America conduct job training seminars. In the past, they have worked with cities to provide job training for unemployed and underemployed residents.

Organization / Office:	The ReUse People of America
Contact Name:	Mike Thrutchley, Deconstruction Manager, Texas Regional Office
Phone / Email:	(214) 251-2306 / mikethrutchley@thereusepeople.org
Website:	*http://www.deconstructiontexas.com/*
Corporate Office	9235 San Leandro Street Oakland, California 94603 (510) 383-1983 / *info@thereusepeople.org*

Pure Salvage Living

Pure Salvage Living is Tiny Texas Houses' salvage operation. They salvage materials from dilapidated and decaying structures before completing demolition. They can deconstruct a structure and leave the salvaged materials for the property owner, or they can keep the salvaged materials. The Pure Salvage Living website is a good source for homeowners trying to locate deconstruction professionals in their area. The website is also the best way for homeowners to have their projects evaluated. It includes an online form where homeowners can input information about the size, condition, and location of the structure that needs to come down, along with the desired project timeframe. Pure Salvage Living reviews deconstruction projects on a case-by-case basis. All fees for deconstruction must be worked out directly with Pure Salvage Living or their representatives.

Organization / Office:	Pure Salvage Living
Address	20501 East I-10 Luling, Texas 78648
Phone / Email:	(830) 875-2500 / brad@puresalvageliving.com
Website:	*www.salvagetx.com*

Legal Aid Services

Local legal aid organizations provide civil legal representation and advice at little or no cost to low-income individuals who cannot afford a lawyer. Legal aid focuses on legal issues relating to basic needs, self-sufficiency, children and families, elderly and disability, and housing and homelessness prevention.

Texas Rio Grande Legal Aid (www.trla.org/) serves communities around Texas with legal aid in housing, family, health, public benefits, education, employment, individual rights, fair housing, and many other areas.

Organization / Office:	Texas Rio Grande Legal Aid / Austin TAJ
Address	4920 North I-35 (Austin Office) Austin, Texas 78751
Phone / Email:	(888) 988-9996 Austin Office: (512) 347-2700
Website:	*http://www.trla.org/office*
Counties Served:	*Aransas, Atascosa, Bandera, Bastrop, Bee, Bexar, Blanco, Brewster, Brooks, Burnet, Caldwell, Calhoun, Cameron, Comal, Crockett, Culberson, DeWitt, Dimmit, Duval, Edwards, El Paso, Frio, Gillespie, Goliad, Gonzales, Guadalupe, Hays, Hidalgo, Hudspeth, Jackson, Jeff Davis, Jim Hogg, Jim Wells, Karnes, Kendall, Kenedy, Kerr, Kimble, Kinney, Kleberg, La Salle, Lavaca, Live Oak, Llano, Mason, Maverick, McMullen, Medina, Nueces, Pecos, Presidio, Real, Reeves, Refugio, San Patricio, Starr, Sutton, Terrell, Travis, Uvalde, Val Verde, Victoria, Webb, Willacy, Williamson, Wilson, Zapata, and Zavala*

Leader Dog for the Blind

Leader Dog works to improve the mobility and independence of blind or visually impaired individuals by partnering them with a guide dog. Applicants complete a 26-day residential training program and must be 16 years or older and in good mental and physical health. The training program is located in Rochester Hills, Michigan and is offered at no cost. Room and board and transportation costs to and from the training program for clients traveling within the United States are also provided free of charge. The organization also offers orientation and mobility and GPS programs to professionals and clients. Applicants can apply online at or can download an application to print and mail.

Organization / Office:	Leader Dogs for the Blind
Address	1039 South Rochester Rd. Rochester Hills, Michigan 48307
Phone / Email:	(248) 651-9011, Toll Free (888) 777-5332, TTY (248) 651-3713 / *leaderdog@leaderdog.org*
Website:	*http://www.leaderdog.org*

4 LAND USE STUDY

Land use location and extent impact community property values, City service expenditures, traffic flow, aesthetics, and economic development potential. The Existing Land Use Map (*Map 4A*) shows land development patterns within the city limits and extraterritorial jurisdiction (ETJ).[23] The Future Land Use Map (*Map 4B*) and Land Use Study help the community plan for infrastructure to guide the desired direction of future growth.

4.1 Highlights

Approximately 42% of land in the Todd Mission city limits is devoted to the Texas Renaissance Festival fairgrounds (580 acres). An additional 191 acres of arboretum land is partially developed. 28% of land is semi-developed, undeveloped, or used for agriculture.

Approximately 5.5% of land is used for public right-of-way (76 acres), due in part to FM 1774 and a few miles of railroad that bisect the city. Most of the remaining land is used for residential housing (106 acres), including one acre of multifamily housing.

Other, more common, land uses in Todd Mission include commercial/retail (15 acres), extraction/land mining (10 acres), and industrial (5 acres).

The primary natural barriers to construction are floodplain, wetlands, depth-to-saturation, and shrink-swell from changing water content in the soil.

Residents are interested in these primary areas of land use improvements: housing conditions and stock, street conditions, community appearance, and local, commercial development.

Residents would like to see an improvement in the conditions of existing houses in Todd Mission, including dilapidated building removal and improved yard maintenance to enhance community appearance. Residents would also like to see more housing development affordable to and serving the needs of people of varying economic means and life stages (such as affordable, senior, market-rate, first-time homebuyer, and rental housing needs). In addition, residents would like to see more opportunities for business development to support an active local economy.

[23] The ETJ is the area within a certain distance beyond the city or town limits in which the local government can control land development patterns through its subdivision ordinance.

Map 4B: Future Land Use illustrates a preference to:

a) Limit development in and around the floodplain to support improved street and housing conditions

b) Additional and diverse housing development to serve varying resident needs

c) Develop commercial and retail services allowing residents to meet their needs in Todd Mission

d) The development of the eastern portion of the ETJ that will help attract residents and industry along SH 249

4.2 Context: History & Community Input

Previous Land Use

This is the first land use study conducted for the city of Todd Mission.

Community Input

A detailed discussion of community input collection is located in *Chapter 1: Community Goals & Objectives.* The particular concerns expressed by residents that relate to land use are:

Achieve/Preserve	Avoid/Eliminate
▪ Preserve the rural/woodland feel of the City ▪ Create positive attitudes towards growth ▪ Capitalize on location to attract residents and industry ▪ Develop more housing ▪ Preserve affordability ▪ Enforce code and housing standards ▪ Create resident volunteer force for neighborhood cleanup ▪ Continue to support the Texas Renaissance Festival ▪ Attract and prepare for new residents ▪ Develop additional commercial/retail services ▪ Develop green spaces; play equipment, dog park, nature trails, meditation spaces, bike lanes ▪ Preserve Stargate Arboretum	▪ Dangerous, collapsed housing ▪ Remove debris from yards ▪ Drainage Problems ▪ Poor street conditions ▪ Overpopulation; increase in traffic and crime ▪ Adult entertainment (strip clubs) ▪ Gun ranges ▪ Large apartment complexes

4.3 Inventory & Forecast

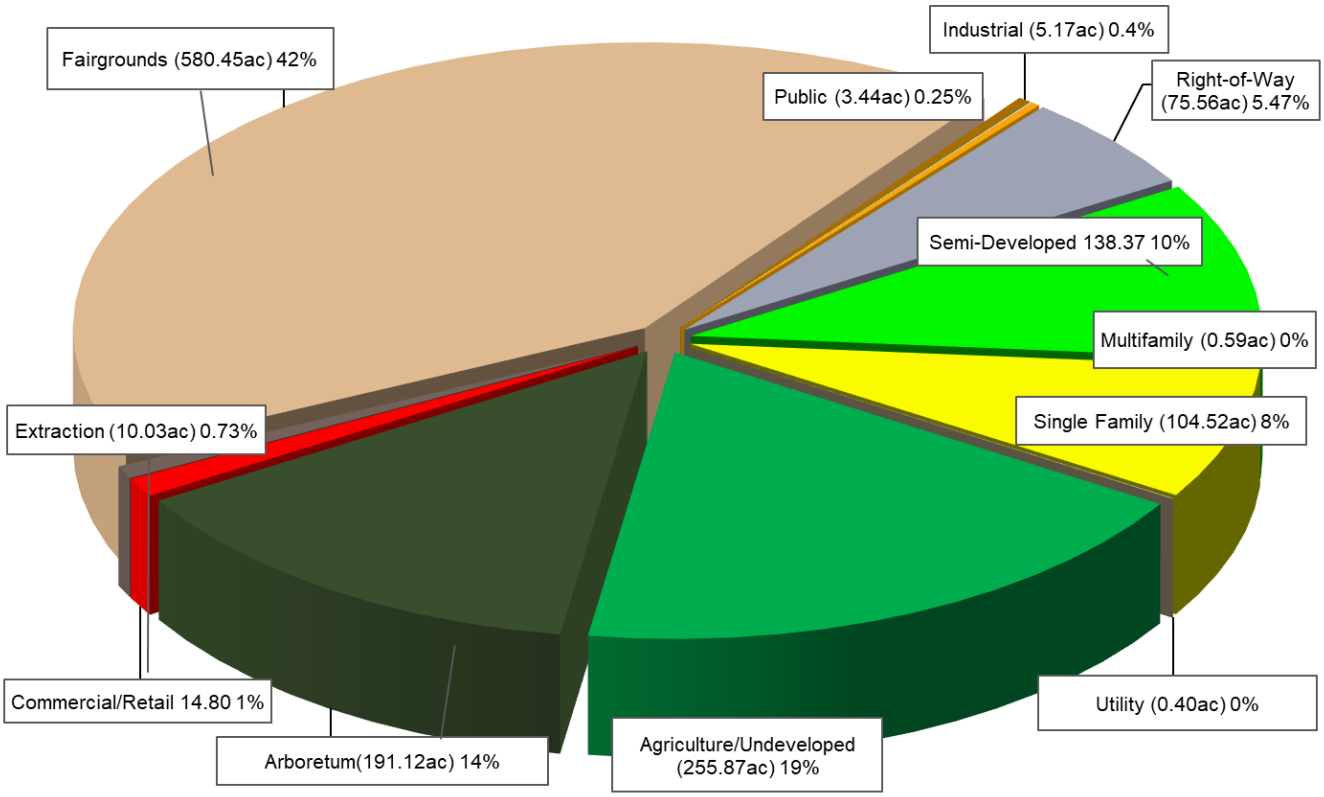
4.3.1 Existing Land Use

Todd Mission's land use in 2023 is characterized by:

- Approximately 1,380 acres in the city limits; approximately 394 semi-developed[24], undeveloped, or used for agriculture.
- Approximately 104.5 acres of single-family residential land (a median 1.5 acres per house).
- Approximately 75.5 acres of right-of-way, due in part to FM 1774 and railroad right-of-way.
- General separation of commercial, residential, and industrial land uses (see *Map 4A*).

Appendix 4A provides definitions, detailed tables, and an explanation of the methodology used to calculate land use.

Chart 4A: Land Use, Total Acres/Percent



[24] Subdivided and provided with city services, but no building on the property.

4.3.2 Land Development Factors

Environmental Factors

Environmental factors impacting construction include lakes and streams, floodplain, soil type, and slope. These factors do not prevent construction, but they can make initial costs and/or long-term maintenance more expensive.

Wetlands

Approximately 174 acres of freshwater forested/shrub and freshwater emergent wetlands can be found in Todd Mission and the city's ETJ. The majority of the approximate 63 acres of wetlands located within Todd Mission's city limit are in the northeast part of the city (see *Figure 4B, next page).*

Lakes, Rivers, & Streams

Several streams and numerous small lakes or ponds of varying size are located throughout Todd Mission and it's ETJ (see *Figure 4B, next page*).

Floodplain

Floodplain consists of the main channel of a river or stream – or a *floodway* – and the generally flat area of land next to the floodway that experiences flooding during periods of high discharge or the – *flood fringe*. Structures and other development in the floodplain are at risk for flood damage. Development in the floodplain can also cause a "rise" of floodwaters outside of the floodway fringe. Floodplain development should ideally be discouraged but, with additional building requirements such as elevated lowest floors, may be safely constructed and used (see *Section 4.4.1 Protect Floodplain & Prevent Flood Damage*). Construction in the floodway should be discouraged.

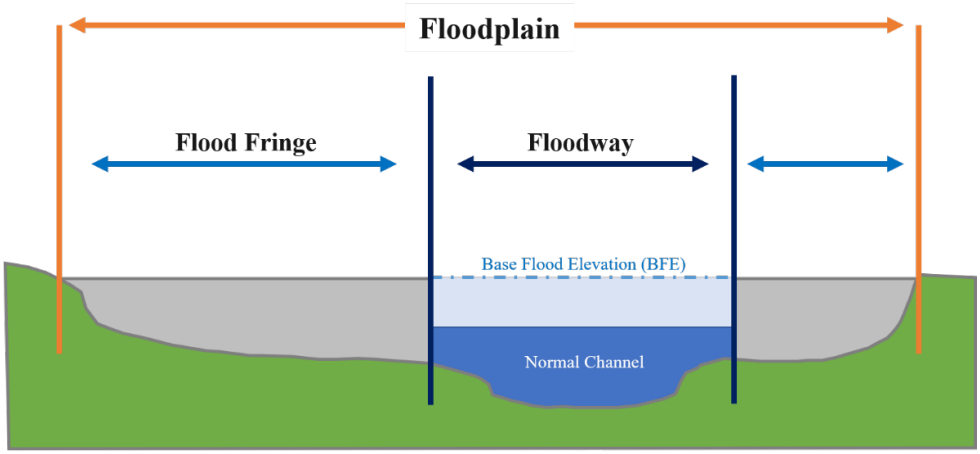


Figure 4A: Floodplain Crossection

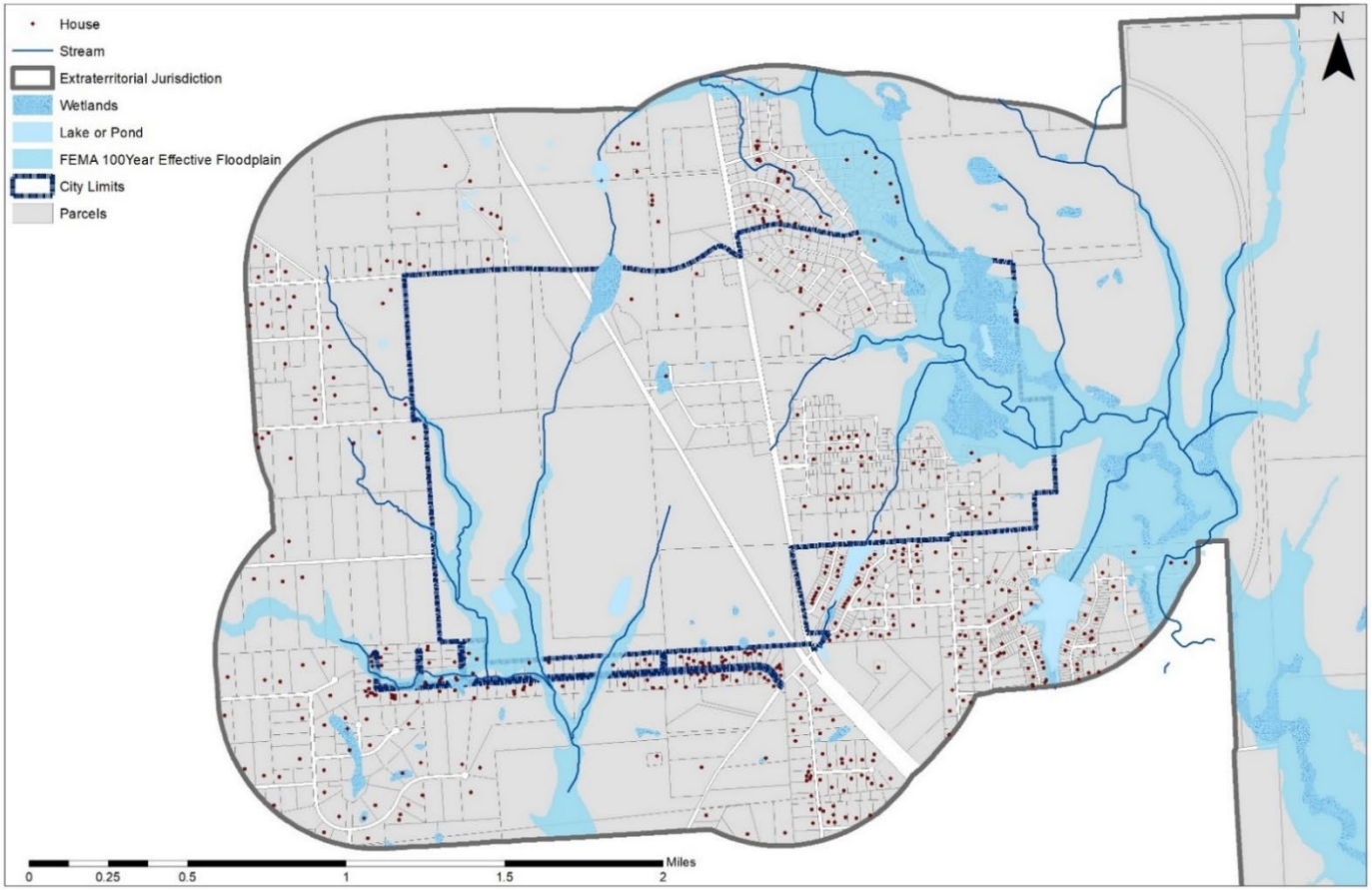


Figure 4B: Floodplain Map

Approximately 217 acres of land within Todd Mission's city limits, and an additional 1,021 acres within the ETJ, are FEMA-identified 100-year floodplain.

More than half of the floodplain in the city limit is found in the premises of the Stargate Manor Arboretum (58%).

An additional 60 acres of floodplain is currently Texas Renaissance Fairgrounds, and approximately 20.5 acres of floodplain is semi-developed, undeveloped/agriculture and used for extraction purposes (dirt mining).

2.6 acres of floodplain is primarily developed for single-family housing; including three houses located in the floodplain (see *Figure 4B*). According to the field survey for this plan, two of these houses are occupied.

Soil

According to the Texas Almanac, the soils in Todd Mission and Grimes County are classified as Texas Blackland soils. Western Coastal Plains soils can be found in the eastern portion of the City's ETJ (Montgomery County). These loamy and sandy soils formed under forest vegetation and drain southeasterly towards the San Jacinto River. The majority (65.9%) of soils found within Todd Mission's city limits are Conroe (41.2%) and Depcor (24.7%) soils. These soils are gently to moderate sloping and are moderately well-drained.

The primary limiting soil factors in Todd Mission are flooding, shrink-swell, and depth to saturated zone.

Shrink-swell refers to the contracting and swelling of soils as moisture content changes. Soil with a high capacity to shrink or swell (expansive soil) can cause infrastructure damage such as foundation, road, or pipeline cracks, as well as root damage to crops. Expansive soil presents the greatest challenges in regions with very defined wet and dry periods (as opposed to areas with a consistent moisture level year-round).

Depth to saturated zone refers to distance from the surface to the area below ground in which water fills all openings (pores) in the soil or rock. The probability of soil instability increases in areas with shallower depth to saturation because saturated soil has a higher tendency to shift under weight and pressure, especially in areas with steeper slopes. Areas with shallower depth to saturation zones are also subject to increased risk of groundwater contamination.

Figure 4C (page 4-9) illustrates soil types within and around Todd Mission. Detailed soil data is available through the U.S. Department of Agriculture – Natural Resources Conservation Service.[25]

[25] http://datagateway.nrcs.usda.gov/GDGOrder.aspx

Construction Limitations

Figure 4C also illustrates construction limitations for soil in Todd Mission and its ETJ, including land in Grimes, Montgomery, and Waller County. Soil areas are organized in two groups: soil types that create more construction restrictions (darker red indicating more restrictions) and soil types that create fewer construction restrictions (green indicating fewer restrictions).

Most houses in Todd Mission have been constructed in areas with some soil limitations on construction of streets, small commercial buildings, or one-to-three-story, single-family homes (shades of yellow and light green in *Figure 4C*). The presence of limiting factors does not prevent construction, but it can make initial development and long-term maintenance more expensive. Detailed soil data is available through the U.S. Department of Agriculture – Natural Resources Conservation Service.[26]

Slope

Slope impacts site drainage, and steep slopes may be more susceptible to erosion and landslides. Generally, land with slopes between 0.5% and 1.0% are ideal for development. Land with a slope under 0.5% lacks drainage and is likely unsuitable for development, while slopes over 1.0% may create slight-to-major problems for commercial or large-scale development Slopes over 5.0% may only be suitable for special development.

See slope ranges for each soil type in *Figure 4C (next page)*.

[26] http://datagateway.nrcs.usda.gov/GDGOrder.aspx

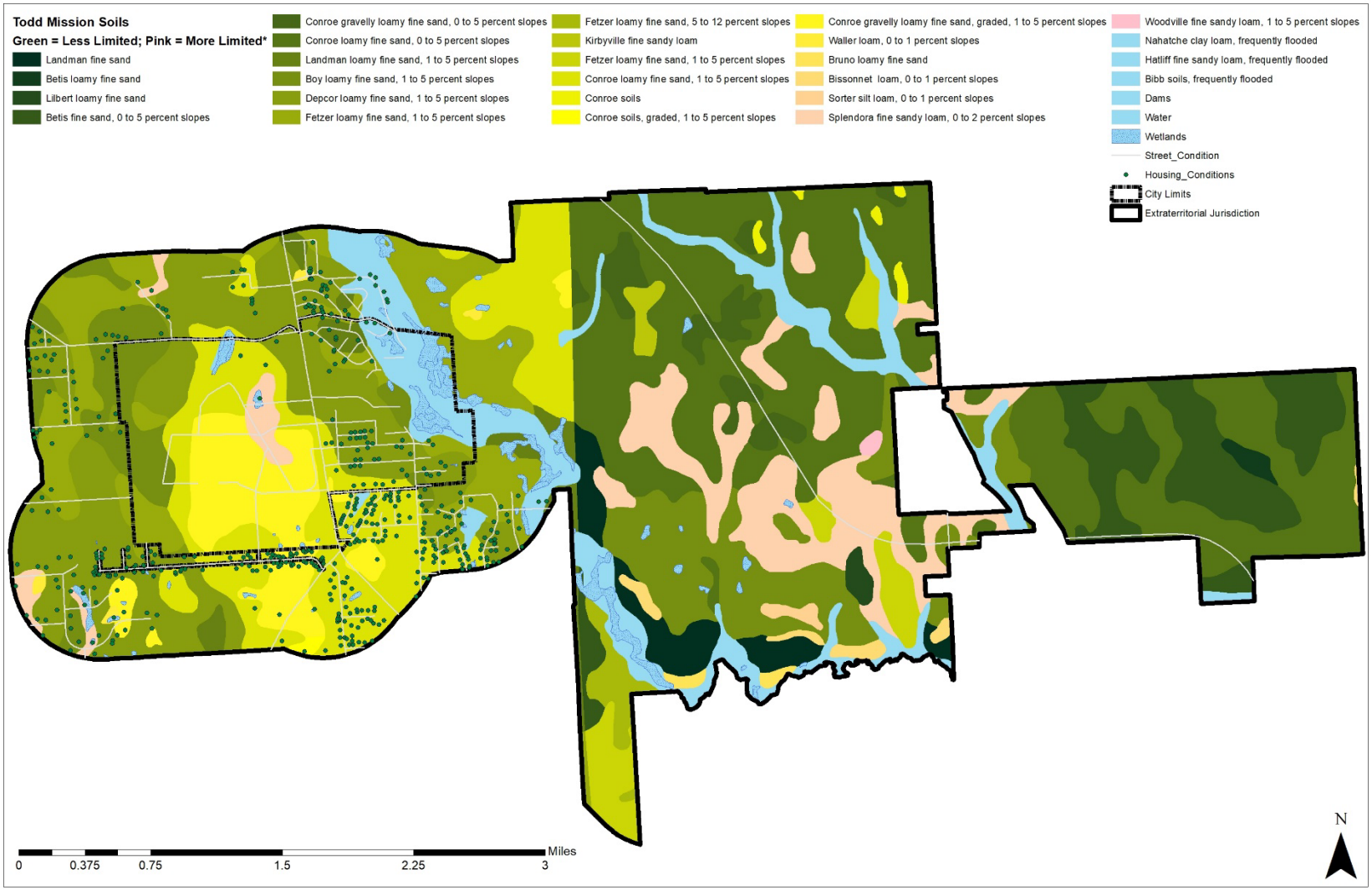


Figure 4C: Soil Type, Slope, & Construction Limitations

Access to Existing Infrastructure

Additional land development considerations in Todd Mission include access to existing infrastructure like the existing road network.

Lots that are already served by or located close to existing infrastructure like water mains, sewer mains, and roads avoid the need for significant infrastructure extensions, and the associated debt required to fund those extensions. In this sense, these lots are easily developed.

There are approximately 402 acres within the city limits that are easily developed, meaning that the land is:

- ✓ Currently identified as either semi-developed, undeveloped, or used for agricultural purposes,
- ✓ Located adjacent to public right-of-way and paved or dirt streets, and
- ✓ Located outside of the 100-year floodplain (FEMA special hazard area).

Approximately 53% (216 acres) of this easily developed land has frontage on a major arterial (FM 1774 and CR 302) (see *Table 4A*).

Table 4A: Ease of Development

Ease of Development	Acres Outside Floodplain
Easily Developed (All)	402
With Arterial Access	*216*
Lacks Built ROW Access	7

Figure 4D (next page) shows Todd Mission's undeveloped, agricultural, and semi-developed land as defined by the above criteria, including 37 acres of land within or proximate to floodplain where limited and/or special development is recommended.

A large-scale version of the map in PDF format is included with the *Digital Appendix* to this study. The map should be posted in a visible location at City Hall (and ideally on a City website) to demonstrate the type and variety of undeveloped land within the city limits.

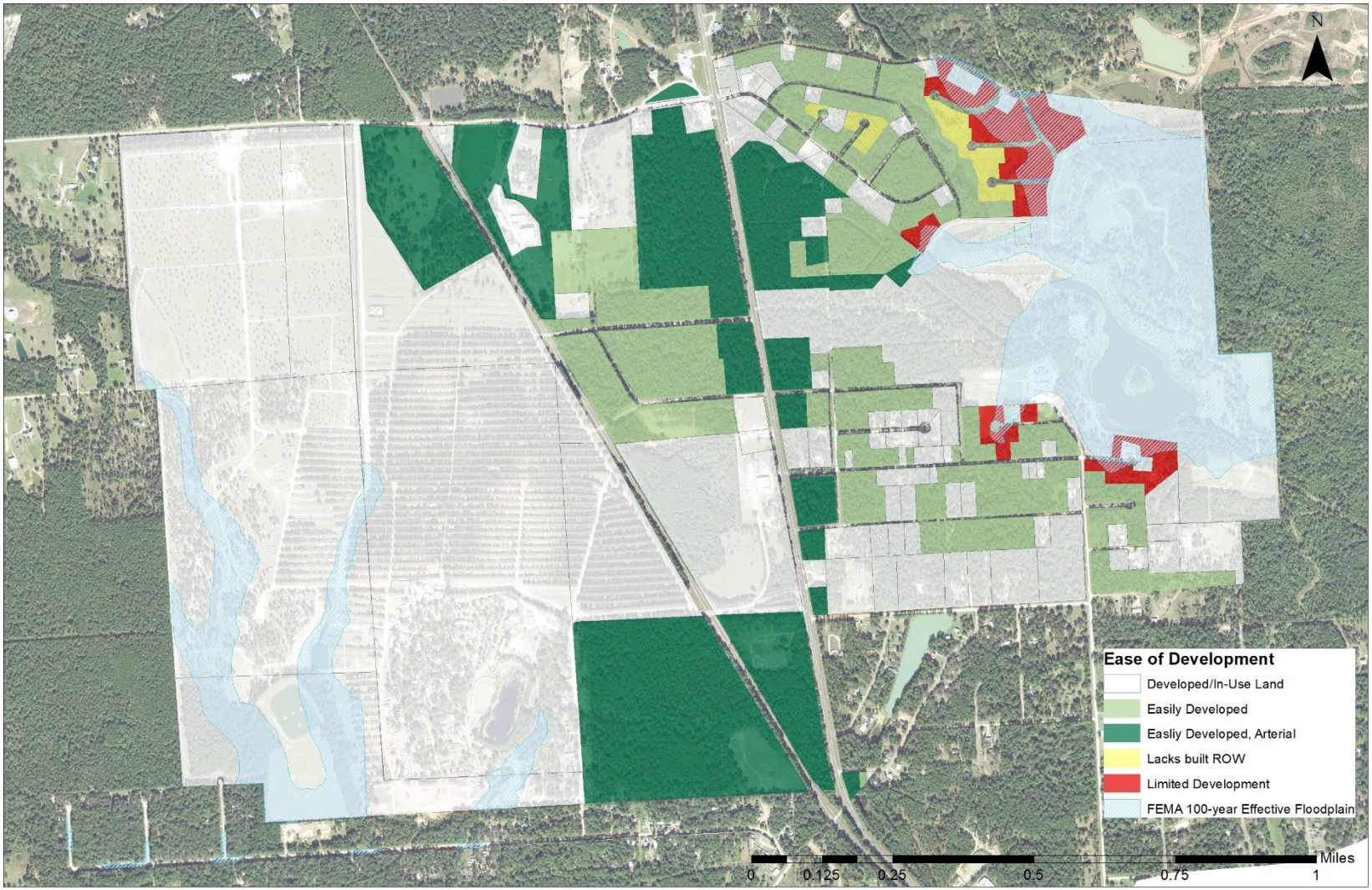


Figure 4D: Ease of Development Map

4.4 Key Land Use Considerations

Based on the community input and local land use data described in this chapter, the City of Todd Mission should focus on the following key areas related to land use:

- Floodplain protection and flood damage prevention
- Community physical appearance
- Future growth

4.4.1 Protect Floodplain & Prevent Flood Damage

Approximately 217 acres of land within Todd Mission's city limits and an additional 1021 acres within the ETJ are FEMA-identified 100-year floodplain. Most floodplain within city limits is found in Stargate arboretum grounds (58%). There are only three single-family houses in the floodplain (see *Figure 4B, page 4-6*).

The best way to prevent flood damage to structures in the floodplain is to prevent new construction and to remove existing structures. If a structure must remain or be built in the floodplain, it is important ensure that it meets heightened construction standards. The City of Todd Mission can work to prevent future damage due to flooding by pursuing the following strategies:

- Update development regulations to limit new construction in and around the floodplain
- Adopt a future land use map that illustrates floodplain protection goals
- Pursue grants to elevate or remove existing structures in the floodplain
- Enforce flood damage prevention regulations
- Promote NFIP participation
- Consider participation in the Community Rating System (CRS)

Update Development Regulations to Limit New Floodplain Construction

The City should update its development regulations to limit new construction in the floodplain and consider extending those limitations to a portion of nearby land. Extending the regulations to create a floodplain buffer would further preserve floodplain function and better prevent flood damage as the shape and nature of a floodplain can change over time.

Zoning Ordinance

Zoning ordinances establish regulations and standards for how property in a specific location – or a certain zoning district – within the city limits can be used and developed. For example, a zoning ordinance may regulate the location and use of buildings, structures, and land, or the height, number of stories, and size of buildings and other structures. Some municipalities create zoning districts to preserve, conserve, and protect environmentally sensitive areas, like floodplains.

The proposed zoning ordinance in this plan (*Chapter 10*) includes a Floodplain Overlay District. An overlay district applies an additional layer of standards to areas within a defined boundary, regardless of the underlying base district zoning. As proposed, the overlay district reinforces the City's current flood damage prevention standards, but the City should consider expanding the overlay district standards to ensure open space preservation or strict use limitations for further floodplain protection. The zoning ordinance also proposes an Arboretum Special district that further limits development in most of the floodplains found in the City and protects the Stargate Arboretum from further development.

Subdivision Ordinance

Subdivision standards, which apply to new developments in both the city limits and the extraterritorial jurisdiction (ETJ), can also be used to limit floodplain development.[27] Subdivision ordinances authorize and regulate division of land into lots and blocks, most often for residential development. The regulations are intended to ensure reasonable and acceptable design standards for new developments, as well as appropriate infrastructure and improvements that will be compatible with the city's utility and street systems.

Subdivision standards can limit development in the floodplain by regulating building sites. For example, Todd Mission could require that each lot in a subdivision provide a building site that is on natural, high ground, out of the 100-year floodplain. *Figure 4E (page 4-15)* illustrates a few alternatives to the traditional approach to developing a property that is partially in the floodplain (*further discussed in 4.4.3 Guide Future Development*). Subdivision standards can also support limited, appropriate development in the floodplain by allowing that land to be used to meet a portion of open space/recreation area requirements in new subdivisions.

[27] The Texas Statutes enable a city to extend subdivision ordinance standards to regulate the following aspects of development in the ETJ: (1) the use of any building or property for business, industrial, residential or other purposes; (2) the bulk, height, or number of buildings constructed on a particular tract of land; (3) the size of a building that can be constructed on a particular tract of land, including without limitation any restriction on the ratio of building floor space to the land square footage; or (4) the number of residential units that can be built per acre of land.

In 2022, Todd Mission adopted an amended version of Grimes County's Subdivision Rules and Regulations Ordinance. The Subdivision Ordinance requires adequate drainage for all development and requires a complete and detailed drainage plan be delivered with the preliminary plat for all developments which shall include construction of any new roads/streets or alleys. The ordinance does not reference any specific requirements regarding floodplain development. The City of Todd Mission should consider reviewing its subdivision ordinance to ensure that standards support community goals.

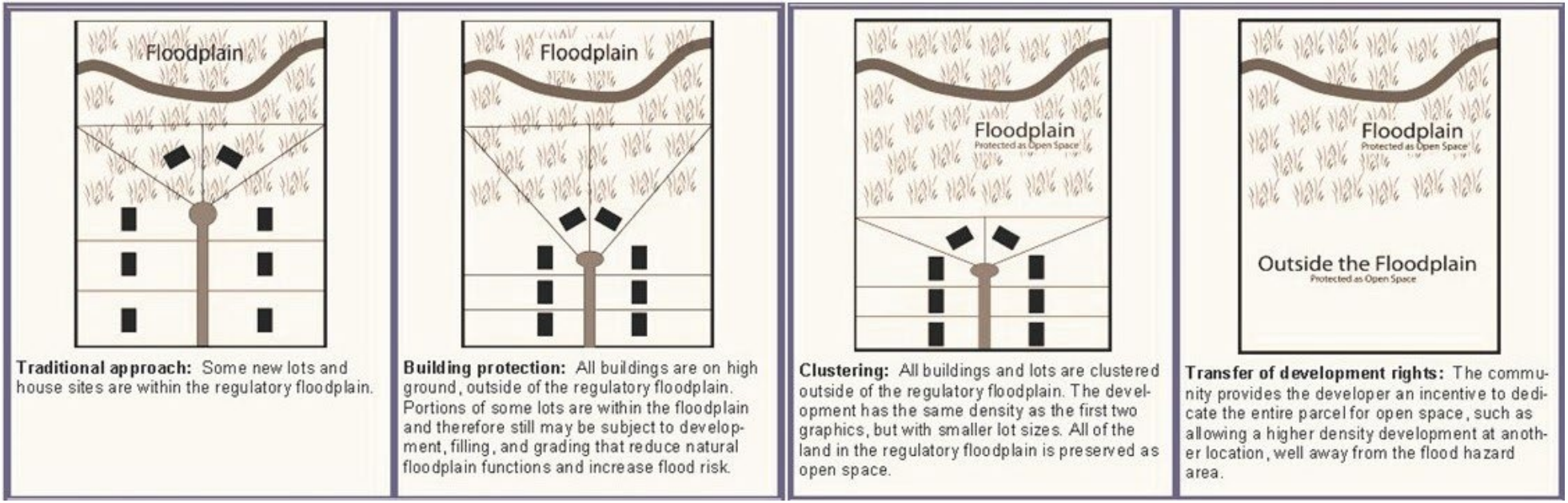


Figure 4E: Alternative Development Approaches to Limit Development in the Floodplain[28]

[28] *Source: NFIP Community Rating System's Coordinator's Manual FIA 15/2013 (2013)*

Adopt a Future Land Use Map that Illustrates Floodplain Protection Goals

The City of Todd Mission can make clear that the community prefers not to see new development in the floodplain by adopting a future land use plan that reflects this preference and posting the map at City Hall and on a City website. The Future Land Use Map created for this plan illustrates a preference for no new construction in the floodplain by classifying semi-developed floodplain in the city as preserved open space.

Pursue Grants to Elevate or Remove Existing Development from the Floodplain

The City should pursue grant support for elevating or removing existing development located in the floodplain (see *Figure 4B, page 4-6*).

For example, the FEMA Hazard Mitigation Grant Program (HMGP) provides grants to states and local governments to implement long-term hazard mitigation measures after a major disaster declaration. HMGP funds may be used to fund projects that will reduce or eliminate the losses from future disasters.

Projects must provide a long-term solution to a problem, for example, elevation of a house to reduce the risk of flood damages as opposed to buying sandbags and pumps to fight the flood. In addition, a project's potential savings must be more than the cost of implementing the project. Funds may be used to protect either public or private property or to purchase property that has been subjected to, or is in danger of, repetitive damage.

Examples of projects include, but are not limited to:

- Acquisition of real property for willing sellers and demolition or relocation of buildings to convert the property to open space use.
- Retrofitting structures and facilities to minimize damages from high winds, earthquake, flood, wildfire, or other natural hazards.
- Elevation of flood-prone structures.
- Development and initial implementation of vegetative management programs.
- Minor flood control projects that do not duplicate the flood prevention activities of other federal agencies.

More information about FEMA hazard mitigation grants is available at https://www.fema.gov/hazard-mitigation-assistance.

Assist Residents with Clarifying Clouded Property Titles

"Clouded title" refers to issues in a property's past that make legal ownership of that property unclear. Several situations may result in a clouded title such as unreleased liens or improperly described foreclosures. Very often, however, clouded titles may result from lack of clear inheritance, sometimes over multiple generations, and/or disagreement between multiple heirs. Lack of clear title presents a major impediment to connecting residents with State and federal housing funding.

Enforce Flood Damage Prevention Regulations

Flood damage prevention ordinances or standards establish requirements and limitations for construction in flood hazard areas. Flood hazard areas and designations are usually established in a Federal Insurance Rate Map (FIRM) and created as part of a FEMA Flood Insurance Study (FIS). A firm will generally specify:

- Risk areas (high risk or *Special Flood Hazard Areas (SHFA)*, moderate-risk, or low-risk)
- Regulatory floodway[29] (if applicable)
- Base Flood Elevations[30] (BFEs)
- Flood insurance risk designations and definitions (assists in determining the flood insurance premium rates for properties)

Flood damage prevention ordinances can apply to all areas of special flood hazard within a city's jurisdiction, which can include the ETJ.

According to FEMA's Community Status Book, the City of Todd Mission has not participated in the NFIP. However, the City enforces a Flood Damage Prevention Ordinance (Ordinance NO. 2022-07) that establishes requirements and limitations for construction in flood hazard areas as established by FEMA's "flood insurance rate map (FIRM), Community Number 480634#, dated 4/03/12, and any revisions thereto".

[29] The regulatory floodway is the channel of a stream plus adjacent floodplain areas that must be kept free of encroachment so that the one percent annual chance flood can be carried without substantial increases in flood heights.
[30] Base Flood Elevation (BFE) is the computer elevation to which the flood is anticipated to rise during the base flood (the flood having a one percent chance of being elevated or exceeded in any given year).

The ordinance does not prohibit development in the floodplain, but it establishes construction requirements such as the requirement that the lowest floor of all residential construction or substantial improvement of a residential structure is elevated to or above the Base Flood Elevation (BFE).[31] Nonresidential construction or substantial improvements should also be constructed at least to or above the BFE, but may be constructed below the BFE provided that below the base flood level the structure meets certain design requirements (watertight, substantially impermeable, resistant to the effects of buoyancy, etc.). The ordinance also establishes permit procedures, variance process/requirements, and penalties for non-compliance.

Promote NFIP Participation

Created by the US Congress in 1968, the NFIP aims to reduce the impact of flooding on private and public structures by providing affordable, federal flood insurance to property owners, renters, and businesses. Residents gain access to this federal flood insurance when their local government volunteers to participate in the NFIP and implements required floodplain management regulations, such as a Flood Damage Prevention Ordinance (discussed in next section).

As of 12/14/2022, there are no active (in force) NFIP policies in Todd Mission.[32]

The City of Todd Mission should encourage residents to participate in the NFIP. Many residents may not be aware that flood insurance is available, may not see the need to insure their property, or may not be aware that insurance must be purchased at least 30 days before any claim to be covered. As noted in the NFIP manual:

> "Flood insurance is a wise investment. Floods are the number-one natural disaster in the United States… Just a few inches of water can cause tens of thousands of dollars in damage. Flood damage is not covered by most standard homeowners or business insurance policies. Disaster assistance, if it is available, is typically a loan that must be repaid with interest".[33]

Residents with buildings close to floodplain boundaries may also want to consider purchasing flood insurance. You are not required to live in the floodplain to purchase a flood policy. Areas outside of 100-year flood zones may flood for several reasons. For example, this may happen when the FIRM used to establish flood boundaries is older. Older maps and boundaries may not account for factors like recent urbanization and increases in impervious cover.

The most recent FIRM for the city of Todd Mission was completed in April 2012.

[31] Fema.gov defines the BFE as "the computed elevation to which floodwater is anticipated to rise during the base flood" or the flood having a one percent chance of being equaled or exceeded in any given year, i.e., the 100-year floodplain.
[32] https://nfipservices.floodsmart.gov/reports-flood-insurance-data
[33] Federal Emergency Management Agency. (2017). "National Flood Insurance Program Community Rating System Coordinator's Manual FIA-15/2017". https://www.fema.gov/media-library/assets/documents/8768

To promote and support NFIP participation, the City should conduct public outreach to educate residents about the need for flood insurance and information about the NFIP. Public outreach activities could include a workshop, targeted letters to owners of property within or near floodplain, or even a few sentences included in each water bill indicating where residents can obtain more information about the NFIP. Public outreach activities could also result in credit – and therefore reduced insurance premiums for residents – through the NFIP's Community Rating System (further discussed below).

In addition, the City should:

- Post the FEMA Flood Insurance Rate Map (FIRM) in a visible location at City Hall.
- Maintain records of the number of flood insurance policies in the community and identify areas that require further coverage.
- Post information about flood damage and flood insurance on the City website.

Consider Participation in the Community Rating System (CRS)

The City of Todd Mission should consider participation in the National Flood Insurance Program's (NFIP) Community Rating System (CRS).

The purpose of CRS is to encourage and recognize community and state activities that exceed the minimum NFIP requirements. Based on credited activities, residents in participating communities can obtain discounts of up to 45% off flood insurance premiums.

There are 19 creditable activities organized under four categories: public information activities; mapping and regulations; flood damage reduction activities; and warning and response. For example, under mapping and regulation activities, the CRS defines several "higher regulatory standards" that a community may adopt to receive credit, such as a freeboard requirement. A freeboard requirement establishes that the lowest floor of new buildings (or a substantial improvement) is a certain number of feet above the base flood elevation (BFE), rather than "at or above" base flood elevation level.

The CRS also provides credit for revised standards of "substantial improvement" to property in the floodplain. Under Todd Mission's current flood hazard prevention standards, "substantial improvement" refers to "any reconstruction, rehabilitation, addition, or other improvement of a structure, the cost of which exceeds 50% of the market value before start of construction of the improvement." Todd Mission could obtain points by (a) reducing the cost amount that triggers a "substantial improvement" from 50% to a lower figure like 30% or 25% and/or (b) adopting rules that would cumulatively count all improvements over a given period (such as 5 or 10 years).

The City should work with its Floodplain Administrator to increase familiarity with opportunities to obtain CRS credit. Specifically, the City may want to consider the following creditable activities:

- Adopting one or more of the recommended higher regulatory standards.
- Public information activities, such as outreach about the risks of floodplain development and/or resources that may mitigate damage or speed recovery (such as better building practices and NFIP insurance policies).
- Staff training and certification in floodplain management.

The 2017 Community Rating System Coordinator's Manual and 2021 Addendum details the activities and requirements for obtaining CRS credit. The manual is available online at https://www.fema.gov/floodplain-management/community-rating-systemand included in the *Digital Appendix* for this plan.

4.4.2 Enhance Todd Mission's Physical Appearance

Residents identified housing and yard conditions as one of Todd Mission's top challenges. Todd Mission can support an enhanced physical appearance by pursuing the following strategies:

- Enforce & Adopt nuisance standards
- Develop a code enforcement framework and strategy
- Consider voluntary measures to promote building and yard clean up
- Promote visually appealing development in commercial centers and along thoroughfares
- Activate vacant lots through temporary use

Enforce & Adopt Nuisance Standards

The City of Todd Mission should continue to enforce its nuisance standards and look to adopt nuisance standards that address yard conditions and substandard buildings.

Many cities use nuisance standards or ordinances to address structure and yard conditions such as vacant/dangerous structures and junked vehicles. Generally, nuisance refers to the use of land/property in a way that injures the rights of others or that may negatively impact the health, morals, safety, welfare, comfort, or convenience of the public. For example, allowing weeds and trash to accumulate may negatively impact the health and safety of the public by resulting in an unsanitary environment which may attract vermin and disease-carrying pests.

Todd Missions Ordinance No 2019-002 regulates junked vehicles as a public nuisance. Junked vehicles as a public nuisance is defined in section 2 as:

> "A junked vehicle, including a part of a junked vehicle, that is visible at any time of the year from a public place or public right-of-way:
> (1) Is detrimental to the health, safety and welfare of the public;
> (2) Tends to reduce the value of private property;
> (3) Invites vandalism;
> (4) Creates a fire hazard;
> (5) Is an attractive nuisance creating a hazard to the health and safety of minors;
> (6) Produces urban blight adverse to the maintenance and continuing development of the City; and
> (7) Is a public nuisance."

The regulation establishes procedures and requirements for notice of violation, collection of costs and other methods of abatement, and penalty for violations.

Many cities also declare dangerous or substandard buildings to be a nuisance and adopt substandard building ordinances to establish procedures for removing, repairing, rehabilitation, or demolishing such structures. *Chapter 3: Housing Study* provides additional suggestions for improving housing conditions in Todd Mission.

Develop a Code Enforcement Framework & Strategy

The City of Todd Mission should also consider developing and maintaining a code enforcement framework and strategy.

Ordinance effectiveness depends on enforcement, but the time and expenses needed to ensure code compliance are often major challenges for small towns and cities. The report *Code Enforcement: Recommendations for Small Towns* developed by the State of Utah's Rural Planning Group provides a valuable resource for cities facing this challenge. The report outlines the following general steps and provides strategies, samples, and checklists to assist community leaders with each step:

- Develop a clear and consistent plan that outlines long-term goals for the community.
- Update the current code/regulations to ensure consistency with the general plan, as needed
- Develop and adopt an enforcement framework and strategy, ensuring not to commit to more enforcement than is reasonable for finances or employee capacity.

The Rural Planning Group's report is included in the *Digital Appendix* and can be found on their website http://ruralplanning.org/.

Consider Voluntary Measures to Promote Building/Yard Cleanup

Adopting voluntary measures is another key method for addressing structure and yard conditions. Motivating property owners to voluntarily clean up their buildings and yards is usually the most politically popular and effective mechanism for eliminating junked yards and dilapidated buildings and improving property maintenance.

Todd Mission should support additional voluntary activities related to housing and yard conditions that have been successful in other similarly sized communities such as:

Competitions for "yard of the month," "best garden," and/or "best maintained property." For example, each month from June through October members of a local landscape committee in Mesquite, Texas select up to five residents living in the city to receive a "Yard of the Month" award signed by the mayor. Award winners demonstrate property that has no visible code violations and is considered one of the most visually pleasing in the area. For more information, visit https://www.cityofmesquite.com/385/Yard-of-the-Month.

Self-assessments. It is easy for anyone to get used to how the things and places around them look. One effective way to help property owners refocus on their property is to ask them to conduct a self-assessment of their property's appearance. A "Self-Assessment Questionnaire" used in another small city is included in the *Digital Appendix* to this study. The questionnaire was sent by a volunteer group working on image improvement to owners of properties on that city's main thoroughfares. The volunteers included a letter explaining the project and requesting that owners evaluate their properties. The letter resulted in approximately 50% of property owners conducting repair and maintenance work.

Mowing Clubs. Mowing clubs can help support regular private yard maintenance. Often mowing clubs are designed to assist low-income seniors in the community who may be unable to maintain their properties. Clubs can be started as Eagle-Scout projects or by other neighborhood and community groups. The Aging in Place Initiative is one organization that has successfully implemented such a program. (See www.aginginplaceinitiative.org and information in *Appendix 3C* in *Chapter 3: Housing Study.*

In addition to promoting voluntary activities like the ones listed above, the City can help connect residents with support opportunities from governmental and non-profit organizations. For example, the Texas Department of Transportation and Keep Texas Beautiful sponsor a scholarship competition for high-school students involved in a trash-off organization. Information is available on their websites (http://www.ktb.org/programs/litter-prevention/I-mess-with-texas-trash-off.aspx and http://dontmesswithtexas.org/).

Promote Visually Appealing Development in Key Areas

Commercial centers and major thoroughfares can provide a community's visual introduction. Seemingly minor changes in the type and form of permitted development can have a notable on the impact on the appeal of that introduction.

A comparison of streets in Dallas (*Figure 4F, next page)* and Lubbock (*Figure 4G, next page*) provides an illustrative example. The Dallas and Lubbock street sections have several similarities: the buildings in both locations have masonry/hardwood/cement facades, plenty of windows, and neither street boasts amenities such as benches, decorative lighting, or underground telephone wires. Nevertheless, basic differences in layout and maintenance give the Dallas street a much more appealing aesthetic than the Lubbock street.

The following differences contribute to the differing appeal of each area:

	Oak Lawn (Dallas)	34th St (Lubbock)
Traffic Lanes	4	5
Parking Lot Entrances	Few, minimally sized	Frequent, wide
Sidewalks	Wide, well-maintained	Narrow, poorly maintained
Awning/Walkway in Strip-mall	Deep	Shallow
Street & Building Maintenance	Well maintained	Poorly maintained
Building Placement	Generally consistent and close to the sidewalk/street	Irregular, set farther back from sidewalk/street

Figure 4F: Oak Lawn, Dallas

Auto-oriented, pedestrian accessible development[34]

Figure 4G: 34th St, Lubbock

Auto-oriented development with limited pedestrian features (narrow sidewalk on right, wide driveways, no trees in right-of-way)[35]

[34] Images downloaded from Google Streetview.
[35] Images downloaded from Google Streetview.

Activate Vacant Lots Through Temporary Use

Todd Mission's appearance can also be enhanced by activating some of the 394 acres of semi-developed, undeveloped, or agricultural land within the city limits, particularly vacant lots in existing residential and commercial areas.

Vacant lots can have 'spillover' effects that negatively impact neighboring properties. Research has found that vacant and abandoned properties can be linked to reduced property values, increased crime, and increased risk to public health and welfare. In commercial areas, vacant lots can also reduce the feeling of business activity. Until such time as more-permanent development occurs, the City of Todd Mission should consider activating vacant lots in the community through temporary uses.

The Office of Policy Development and Research for the United States Department of Housing and Urban Development (HUD) notes in its Winter 2014 issue of Evidence Matters that:

> "Temporary use, when successful, can rapidly and efficiently bring underutilized land into productive use, thereby reducing or removing many undesirable externalities. As low-cost and low-risk strategies, temporary projects can also respond quickly to changing conditions and demands — a particular advantage in many cities, where political and economic conditions are uncertain, and cause a reluctance to enter potential long-term commitments, responsibilities, and liabilities… For city administrators facing tight budgets, temporary use projects can be a cost-effective strategy for dealing with vacant land that yields rapid results."

A copy of this issue is included in the *Digital Appendix.*[36]

Vacant lots can be activated by introducing general activity spaces, as well as through more specific community events. The below lists provide just a few examples of temporary uses:

Activity Spaces	Events
• Public park • Free library, outdoor reading space • Public art • Community garden/children's learning or school garden	• Farmer's market / bake sale • Community chess, board, or card game tournaments • Outdoor concert or dance • Local vendor and artisan stalls

[36] The *Evidence Matters (Winter 2014)* issue also available at and can be found at https://www.huduser.gov/portal/periodicals/em/winter14/index.html.

Communities throughout the United States have been turning to temporary use to address some of the negative community impacts created by vacant lots in developed areas. As a result, there numerous resources available to help both residents and local governments pursue these options. In addition, state and national government departments provide resources for several activities that could be used to activate vacant land. For example, the Texas Department of Agriculture (TDA) provides resources supporting initiatives like garden-based learning[37] and setting up and maintaining a local farmer's market.[38] Similarly, the National Parks and Recreation Association (NPRA) offers a general guide for creating mini-parks.[39] The TDA and NPRA reports are included in the *Digital Appendix* for this plan.

Figure 4H: Little Free Library[40]

Figure 4I: Community Garden[41]

Several nonprofits also provide useful guides and resources. For example, Keep Texas Beautiful offers grants and funding for a number of projects that could be used to activate vacant spaces, such as butterfly gardening[42], and the American Community Gardening Association provides informational and resource support for community gardening initiatives.[43] In addition, Todd Mission can draw from the experiences of a number of local governments and communities throughout the United States that have already undertaken initiatives to activate vacant land in their cities. For example, the City of St. Louis, Missouri provides residents with several resources for "fostering the creative reuse of the City owned land" on its website.[44] The City of Milwaukee, Wisconsin has similarly put together a "Vacant Land Handbook" to support resident projects on publicly owned land.[45]

[37] For more information about garden-based learning visit http://www.squaremeals.org/FandNResources/TexasFarmFresh/GardenBasedLearning.aspx
[38] The TDA report on starting a farmer's market is also available at Reports are also available online at http://www.gotexan.org/Portals/1/PDF/FarmersMarketGuide-online_version_lo-res.pdf/
[38] The NPRA report on mini-parks is also available online at https://www.nrpa.org/uploadedFiles/nrpaorg/Grants_and_Partners/Recreation_and_Health/Resources/Issue_Briefs/Pocket-Parks.pdf.
[39] Ibid.
[40] Source: https://littlefreelibrary.org/pressresources/
[41] Source: http://inhabitat.com/top-10-cities-in-the-us-for-urban-farming/portland-community-garden/
[42] More information about butterfly gardening is available at https://www.ktb.org/butterfly-gardening
[43] More information about the American Community Garden Association is available at https://www.communitygarden.org/
[44] More information available at https://www.stlouis-mo.gov/government/departments/planning/sustainability/toolkit/develop-creative-use-for-vacant-land.cfm
[45] Handbook available at http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/planning/pdfs/VacantLotHandbook.pdf

4.4.3 Guide Future Development

Based on future housing recommendations (*Chapter 3*) and existing lot sizes, there is enough land within the current Todd Mission city limits and outside of the floodplain to accommodate the anticipated 20% population increase over the planning period, as well as potential space for desired non-residential development, such as additional commercial establishments. There are approximately 402 acres of land in the city limits that is semi-developed or used for agriculture/open space and located outside of the floodplain.

However, Todd Mission's ability to accommodate population growth efficiently and affordably during the current planning period, and beyond, will depend in part on the location of new development. Todd Mission can support these goals by pursuing the following strategies for guiding future growth:

- Prioritize infill development
- Permit alternative development types
- Ensure orderly and timely expansion through targeted annexation

Prioritize Infill Development

Population growth is often accommodated through "greenfield development", or development of land not previously used, usually in the form of large lots outside of existing developed areas. Greenfield development offers a blank slate but can create significant, and costly, challenges for cities and towns. This type of development often requires lengthy extensions of municipal water/wastewater systems, as well as street and drainage systems.

In contrast, "infill" refers to the process of developing vacant lots (or portions of a lot) in areas with existing development, like neighborhoods and commercial areas. Lots in areas with existing development often already have road network access and are already served by water, wastewater, and drainage systems (or, if not, are more likely to require minimal expansions).

By avoiding the need for significant infrastructure extensions, municipalities can also avoid the debts often required to finance such improvements. While municipal debt may still be required, infill development can allow the municipality to focus on existing systems maintenance and improvements that will serve a larger population.

There are approximately 402 acres within the city limits that are easily developed. Approximately 53% of this easily developed land (216 acres) has frontage on a major arterial (FM 1774, CR 302) (see *Figure 4D, page 4-11*).

To facilitate infill development, Todd Mission should:

- Limit proposed city utility services to the city limits
- Adopt a future land use map that illustrates preferences for where infill development will occur and what type of infill development is prioritized by the community
- Adopt an updated zoning ordinance and map to support future land use goals

Permit Alternative Development Types

When considering greenfield development or large-scale redevelopment projects, the City of Todd Mission should permit alternative development types such as Cluster Developments.

Cluster Development: Cluster developments, also known as conservation subdivisions, are residential subdivisions that have been designed to maximize contiguous open space to:

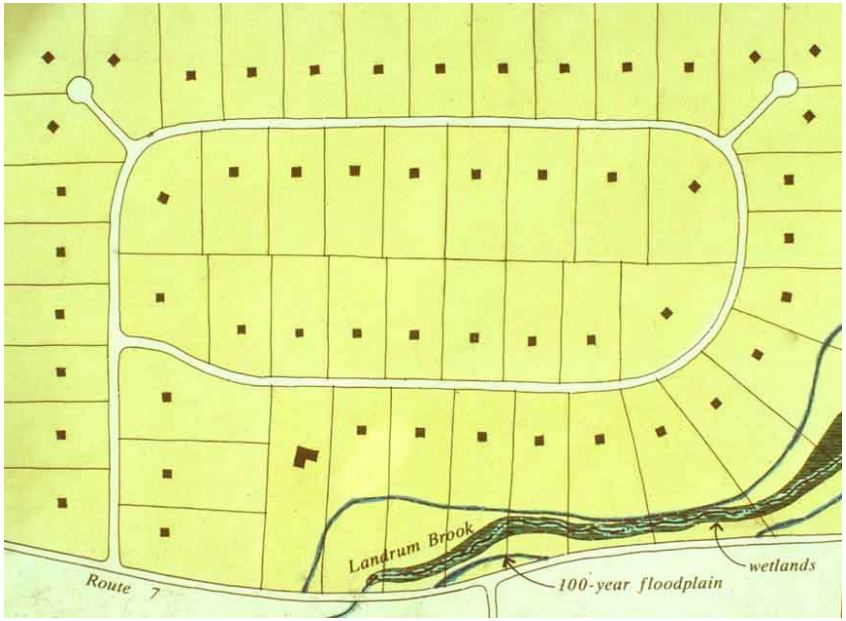
- Provide habitat for wildlife
- Provide shared open space for recreation
- Enhance community spirit
- Reduce infrastructure maintenance costs (fewer miles of pavement and utility lines)
- Reduce flooding and road deterioration (less water enters the drainage system)
- Preserve a city's rural character (by preserving open space

Figures 4J and *4K (page 4-30)* illustrate how a piece of land subdivided as a cluster development allows for the same number of houses as a traditional development. While each individual lot is smaller in the cluster development, the remaining land becomes common open space that can be used for recreation, utilities such as storm water detention ponds, and for public gardens or agriculture.

The City of Pearland has adopted a provision for cluster developments and could be contacted for guidance on adopting an appropriate ordinance amendment and encouraging their construction. See City of Pearland website at www.cityofpearland.com and *Digital Appendix* for this study. The *Digital Appendix* also includes a fact sheet on cluster developments created by Ohio State University.[46]

[46] The fact sheet is also available at http://ohioline.osu.edu/cd-fact/1270.html

Several non-profit groups are working with cities, developers, and individuals throughout the country to promote energetic, livable cities through design and would be a good source for technical information on various design features, community education, and funding as it relates to both alternative subdivision design (PUDs and cluster developments) and thoroughfare design elements. These include the USDA Office of Sustainable Development (www.usda.gov), the Congress for New Urbanism (http://www.cnu.org/), the Urban Land Institute (www.uli.org), and Smart Growth Online (http://www.smartgrowth.org/). .



130-acre site with 55, 2-acre home sites

Figure 4J: Standard Subdivision[47]

Same 130-acre site with 55, ¾ acre home sites; 81 acres preserved as common open space.

Figure 4K: Cluster Subdivision

[47] Images retrieved from www.landchoices.org. Extensive information available on that site and from the University of Minnesota Extension office www.extension.umn.edu/

Ensure Orderly & Timely Expansion through Targeted Annexation

Targeted or directed annexation is another way to shape and manage growth. The purpose of annexing land is to bring urbanizing areas into a system where development can be regulated to ensure public health, safety, and welfare.

Only parcels in certain locations and under certain conditions can be annexed. A city may only annex land that is contiguous with its city limits. The land must also be located within that city's extraterritorial jurisdiction. Cities are further limited in terms of how annexation may occur. The Texas Local Government Code establishes two general forms of annexation for municipalities: voluntary and unilateral (or involuntary).

In the 2017 and 2019 legislative sessions, a series of laws were passed that greatly limit cities' ability to unilaterally annex neighboring communities. Under the new laws, almost all annexation must be done by consent, with only a few narrow exceptions. *Appendix 4B* further describes the main elements of several of these key bills. In addition, in July 2019 the Texas Municipal League updated its existing, detailed explanation[48] of annexation procedures and requirements in Texas (included in the *Digital Appendix).*

Annexation can be financially beneficial for cities when it brings the developed land on to the city's tax rolls. At the same time, annexation can introduce an additional financial burden because a city that annexes land must provide full municipal services, including water and sewer, within a designated period. Thus, at minimum, cities considering annexation should conduct a financial analysis to determine whether the provision and maintenance of water, sewer, street, drainage, and police and fire services would be adequately paid for by fees and taxes on those served over the long-term (i.e., including replacement of lines and pavement at 30-year intervals).

Due to the large amount of easily developed land already within the city limits (approximately 402 acres, see *Figure 4D, page 4-11*), annexation is not generally recommended for Todd Mission. Nonetheless, the City can begin work now to ensure that Todd Mission is prepared to make informed decisions about annexation when and where the opportunity arises in the future.

[48] https://www.tml.org/DocumentCenter/View/1233/Annexation-Paper-TML-July-2019PDF

Determining the relative costs and benefits of annexation is often complex and may involve factors that are not easily measurable in financial terms. As a result, many larger cities in Texas have developed policies or criteria to help guide decisions. For example, the City of Tyler, Texas uses the following prioritized criteria to guide annexation decisions:

- Amount of existing development and potential tax benefits
- Potential for imminent new development
- Potential connection to unique transportation locations like interstate highway interchanges and the airport
- Adverse consequences of not annexing the area
- Cost of extending infrastructure
- Potential for significant shaping of the development character

4.5 Future Land Use

Unlike an existing land use map, which identifies distinct land uses for each parcel, a future land use map depicts the desired general character of areas in the community. The future land use map illustrates community goals and those illustrated changes often extend beyond the current planning period to visually establish preferred growth boundaries.

Todd Mission is expected to experience some changes in land use over the next 10 years based on a forecasted population increase from 134 to 161 residents (+20%).

Soil conditions and drainage challenges may limit some new construction, but the feasibility of additional development will depend primarily on Todd Mission establishing a city operated water system.

Todd Mission's future land use map illustrates a preference to:

(a) Limit development in and around the floodplain to support improved street and housing conditions.

(b) Additional and diverse housing development to serve varying resident needs.

(c) Develop commercial and retail services allowing residents to meet their needs in Todd Mission.

(d) The development of the eastern portion of the ETJ that will help attract residents and industry along SH 249.

See *Figure 4L next page* and *Map 4B*.

It is important to note that **a future land use map is a visual statement of where and how a community wants to grow, not a prediction of future growth**. However, adopting a future land use map can encourage additional growth because it communicates a city's long-range development goals not only to residents and future local government, but also to potential developers with an interest in creating thriving projects.

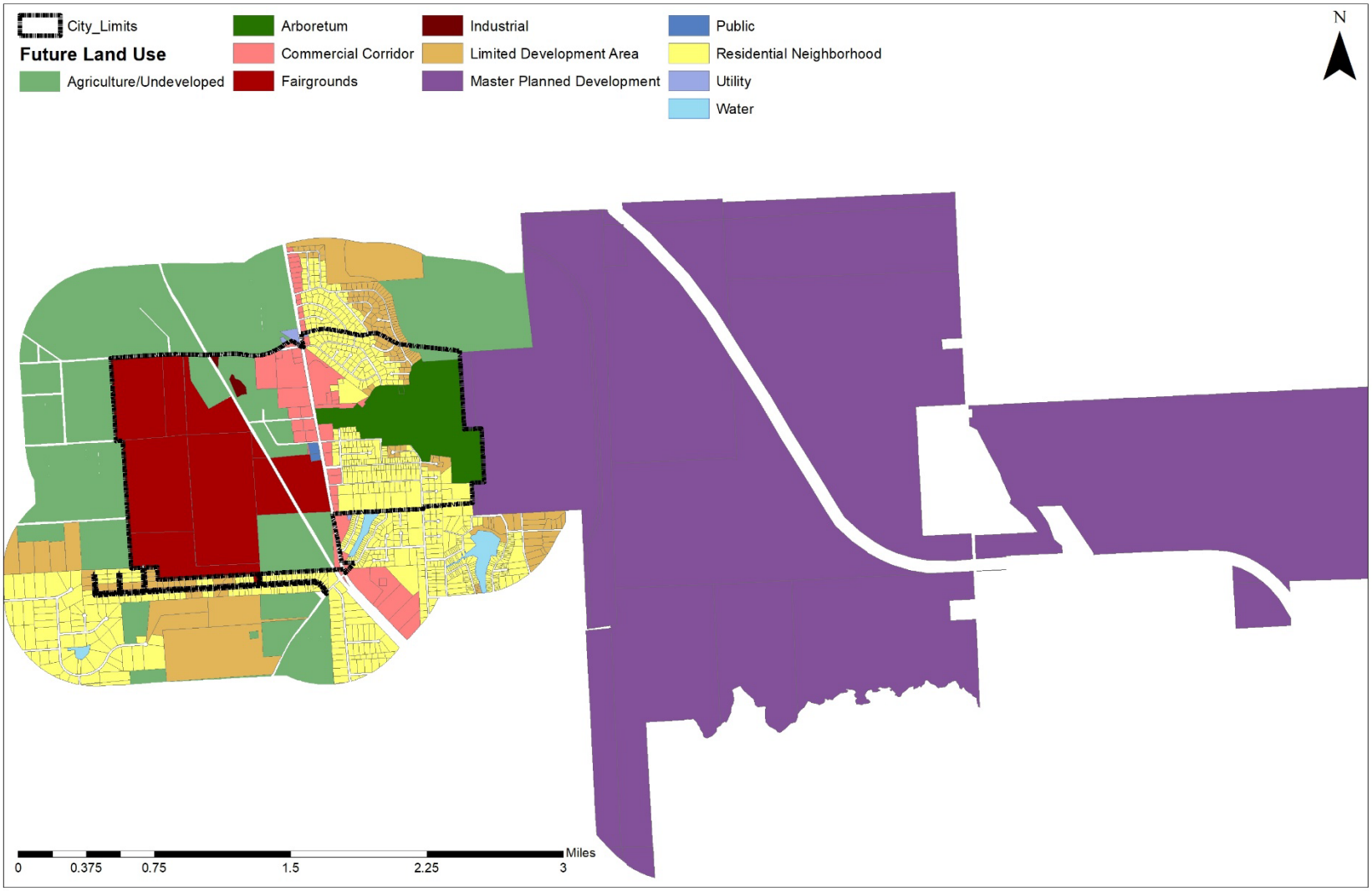


Figure 4L: Future Land Use Map

4.6 Implementation Plan

The Implementation Plan organizes the action items recommended to address each issue identified in the above sections into a timeline for completion. The actions are prioritized and organized by date.

Table 4B: Implementation Plan: 2023-2033

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Goal 4.1 *Support flood damage prevention*						
Enforce flood damage prevention standards	x	x	x	City	Variable	GEN
Pursue grants to remove or elevate structures in floodplain	x	x	x	City	Up to 25% match	GEN; FEMA
Adopt updated *Zoning Ordinance* that supports floodplain protection goals	x			City	<$2,000 (Legal)	GEN
Adopt a *Future Land Use Map* that illustrates community floodplain protection goals	x			City	N/A	N/A
Post *FEMA FIRM* and *Future Land Use Map* in a visible location at City Hall and on City website; update as needed.	x			City	N/A	N/A
Conduct one or more activities to support NFIP Participation.		x	x	City	Variable	GEN
Review *Subdivision Ordinance* to ensure standards that limit floodplain development			x	City	<$2,000 (Legal)	GEN
Consider participation in NFIP's Community Rating System			x	City	Staff	GEN

Goals & Objectives	Activity Year(s) 2023-2026	2027-2029	2030-2033	Lead Organization	Cost Estimate	Funding Sources
Goal 4.2 *Enhance Todd Mission's physical appearance and recognize community beautification efforts*						
Enforce nuisance ordinances	x	x	x	City	Variable	GEN
Adopt nuisance standards that address yard conditions and substandard buildings.	x			City	Variable	GEN
Host annual trash collection day(s); keep records of tons of trash collected	x	x	x	City	Variable	GEN, Local
Encourage local organizations and groups to form mowing clubs to help low-income seniors maintain their yards	x	x	x	City	Staff	GEN, Local
Adopt updated *Zoning Ordinance* that supports high quality development in Todd Mission	x			City	<$2,000 (Legal)	GEN
Develop a code enforcement framework and strategy	x			City	Staff / Variable	GEN
Start a community beautification recognition program; record wining properties with pictures; post at City Hall and on City website		x		City	<$1,000	GEN
Remove at least one dilapidated, non-residential structure per three years	x	x	x	City	$1,000 (legal) + cost per structure (variable; US avg. = $18,000/structure)	GEN
Reconstruct or replace at least one substandard house per three years		x	x	City	See *Chapter 3: Housing Study*	

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Develop reference library at City Hall (and/or website) to support residents interested in temporary uses			x	City	Staff	GEN
Goal 4.3 *Infill development occurs instead of greenfield development, and as a result, the City spends less on infrastructure costs, the rural character of the area is preserved, housing remains affordable, and the downtown investment increases.*						
Limit extension of City utility services beyond city limits	x	x	x	City	N/A	N/A
Keep the Future Land Use map and information on desired development types on display at City Hall and on City website	x	x	x	City	N/A	N/A
Adopt a *Future Land Use Map* that illustrates a preference for infill development	x			City	N/A	N/A
Goal 4.4 *Attract economically stable development that complements existing development*						
Limit extension of City utility services beyond city limits	x	x	x	City	N/A	N/A
Conduct a cost/benefit analysis of new developments	x	x	x	City	Variable	GEN
Adopt updated *Zoning Ordinance* that supports future land use goals	x			City	<$2,000 (Legal)	GEN
Establish a schedule for regular review of Future Land Use Map, Zoning Ordinance, and Subdivision Ordinance	x			City	N/A	N/A
Adopt a *Future Land Use Map* that illustrates community preferences to guide future development	x			City	N/A	N/A

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Develop annexation assessment protocol and criteria			x	City	Staff	GEN
Review *Subdivision Ordinance* to ensure standards support community goals			x	City	<$2,000 (Legal)	GEN

Sources: **GEN** = Municipal funds; **FEMA** = Federal Environmental Management Agency hazard mitigation/disaster recovery grants**; Local** = donations of time/money/goods from private citizens, charitable organizations, and local businesses; **Staff** = Staff time

4.7 Appendix 4A: Land Use Methodology

GrantWorks Inc. conducted a land use survey in Todd Mission in January 2023. Land use data was collected by driving by every property in the city and extraterritorial jurisdiction (ETJ), using aerial imagery available from the Texas Natural Resources Information System (www.tnris.org), and consulting with City staff.

Table 4A.1: Land Use Classifications defines the land uses selected to describe property in Todd Mission.

Table 4A.1: Land Use Classifications

Classification	Examples
Agricultural / Undeveloped	Fields, farms, woodlands, open flood plain
Arboretum	Botanical garden, art installations, cultivation of trees, shrubs, and herbaceous plants for scientific and educational purposes
Single-Family Residential	Single-family houses, mobile homes
Multifamily Residential	Duplexes, triplexes, apartments, condominiums
Extraction	Resource extraction, land mining
Commercial	Stores, daycares, RV parks, mini-storage businesses, offices, including medical offices, and commercial parking lots/facilities
Industrial	Factories, salvage yards, mines, large warehouses, industrial yards, and refineries
Fairgrounds	Outdoor area where fairs, circuses, festivals, and other exhibits take place
Recreational	Developed recreational or open space (public or private), not associated with other uses
Public	Government offices and facilities, water and wastewater facilities, public utilities
ROW	Highway and street right-of-way, railroad right of way
Utility	Private utility, including cell phone towers, electrical stations, transformer stations, etc.
Water	Ponds, lakes, creeks, and water detention
Semi-Developed	Vacant subdivided lots of less than 10 acres in areas with or very near water, sewer, and street infrastructure

Table 4A.2: Detailed Land Use Tabulation

City Land Use Classification	Acres	% DEV	% TOTAL	Acres/100
Arboretum	191	17.0%	13.8%	14.9
Commercial / Retail	15	1.3%	1.1%	1.2
Extraction	10	0.9%	0.7%	0.8
Fairgrounds	580	51.6%	42.1%	45.3
Industrial	5	0.5%	0.4%	0.4
Multifamily	1	0.1%	0.04%	0.05
Public	3	0.3%	0.2%	0.3
Right-of-Way	76	6.7%	5.5%	5.9
Semi-Developed	138	12.3%	10.0%	8.2
Single Family	105	9.3%	7.6%	8.2
Utility	0.4	0.04%	0.03%	0.03
Total for Developed Areas	**1,124**	***100%***	***81.5%***	***87.8***
Agriculture / Undeveloped	256	-	18.5%	20.0
Water	0	-	0.0%	0.0
Citywide Total	**1,380**		**100%**	107.8

ETJ Land Use Classification	Acres	% DEV	% TOTAL	Acres/100
Arboretum	0	0.0%	0.0%	0.0
Commercial / Retail	48	3.4%	0.6%	17.3
Extraction	176	12.5%	2.2%	62.9
Fairgrounds	2	0.1%	0.02%	0.6
Industrial	0	0.0%	0.0%	0.0
Multifamily	1	0.1%	0.02%	0.5
Public	0	0.0%	0.0%	0.0
Right-of-Way	321	22.8%	4.0%	114.5
Semi-Developed	262	18.6%	3.2%	93.5
Single Family	593	42.1%	7.3%	211.9
Utility	4	0.3%	0.1%	1.5
Total for Developed Areas	1,408	***100%***	***17.4%***	**502.7**
Agriculture / Undeveloped	*6,638*	-	82.2%	2370.6
Water	*29*	-	0.4%	10.5
ETJ Total	**8,075**	**-**	**100%**	**2883.8**

Regional Land Use Classification	Acres	% DEV	% TOTAL	Acres/100
Arboretum	191	7.5%	2.0%	12.3
Commercial / Retail	63	2.5%	0.7%	4.1
Extraction	186	7.4%	2.0%	11.9
Fairgrounds	582	23.0%	6.2%	37.3
Industrial	5	0.2%	0.1%	0.3
Multifamily	2	0.1%	0.2%	0.1
Public	3	0.1%	0.1%	0.2
Right-of-Way	396	15.6%	4.2%	25.4
Semi-Developed	400	15.8%	4.2%	25.7
Single Family	698	27.6%	7.4%	44.7
Utility	5	0.2%	0.05%	0.3
Total for Developed Areas	*2,532*	*100%*	*26.8%*	*162.3*
Agriculture / Undeveloped	*6,894*	-	72.9%	441.9
Water	29	-	0.3%	1.9
Regional Total	**9,455**	**-**	**100%**	**606.1**

Source: GrantWorks, Inc. Field Survey, 2023

Note: Values may be rounded to next whole number.

4.8 Appendix 4B: Summary of Recent Annexation Bills

HB 347

1. Eliminates the distinction between Tier 1 and Tier 2 cities and counties created by S.B. 6.
2. Eliminates existing annexation authority that applied to Tier 1 cities and makes most annexations subject to the three consent annexation procedures that allow for annexation:
    a. On request of 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.
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.

HB 4257

Applies only to Subchapter C-4 (election-approved annexations).

1. The disapproval of the proposed annexation of an area does not affect any existing legal obligation of the city proposing the annexation to continue to provide governmental services in the area, including water or wastewater services, regardless of whether the municipality holds a certificate of convenience and necessity to serve the area; and
2. A city that makes a wholesale sale of water to a special district may not charge rates for the water that are higher than rates charged in other similarly situated areas solely because the district is wholly or partly located in an area that disapproved of a proposed annexation.

SB 1024

Applies only to "consent exempt" annexations.

1. A city with a population of 350,000 or less shall provide access to services provided to an annexed area under a service plan that is identical or substantially similar to access to those services in the city.
2. A person residing in an annexed area subject to a service plan may apply for a writ of mandamus against a city that fails to provide access to services in accordance with (1).
3. In the action for the writ:

a. The court may order the parties to participate in mediation,

b. The city has the burden of proving that it complied with (1),

c. The person may provide evidence that the costs for the person to access the services are disproportionate to the costs incurred by a municipal resident to access those services,

d. If the person prevails, the city shall disannex the property that is the subject of the suit within a reasonable period specified by the court or comply with (1); and (e) the 12 court shall award the person's attorney's fees and costs incurred in bringing the action for the writ; and

4. A city's governmental immunity to suit and from liability is waived and abolished to the extent of liability created under the bill.

SB 1303

1. Every city must maintain a copy of the map of city's boundaries and extraterritorial jurisdiction in a location that is easily accessible to the public, including:

    a. The city secretary's office and the city engineer's office if the city has an engineer; and

    b. If the city maintains a website, on the city's website.

2. A city shall make a copy of the map under (1), above, available without charge.

3. Not later than January 1, 2021, a home rule city shall:

    a. Create, or contract for the creation of, and make publicly available a digital map that must be made available without charge and in a format widely used by common geographic information system software,

    b. If it maintains a website, make the digital map available on that website, and

    c. If it does not have common geographic information system software, make the digital map available in any other widely used electronic format.

4. If a city plans to annex under the "consent exempt" provisions that remain in the Municipal Annexation Act after the passage of H.B. 347 (discussed below), a home rule city must:

    a. Provide notice to any area that would be newly included in the city's ETJ by the expansion of the city's ETJ resulting from the proposed annexation; and

    b. Include in the notice for each hearing a statement that the completed annexation of the area will expand the ETJ, a description of the area that would be newly

included in the ETJ, a statement of the purpose of ETJ designation as provided by state law, and a brief description of each municipal ordinance that would be applicable, as authorized by state law relating to subdivision ordinances, in the area that would be newly included in the ETJ; and

c. Before the city may institute annexation proceedings, create, or contract for the creation of, and make publicly available, without charge and in a widely used electronic format, a digital map that identifies the area proposed for annexation and any area that would be newly included in the ETJ as a result of the proposed annexation. (Note: Many of the remaining provisions of the bill modified sections in Chapter 43 of the Local Government Code, relating to municipal annexation, which were eliminated by H.B. 347.)

5 WATER SUPPLY & DISTRIBUTION STUDY

The Water Study inventories major components of the local water system and identifies areas of operation requiring improvement to ensure safe, efficient, and economical treatment and distribution. The study concludes by providing a prioritized summary of needed improvements and estimated costs.

5.1 Highlights

The city of Todd Mission currently does not have a city-owned centralized water system. However, there are portions of the city served by two private water supply corporations in the area.

Map 5A: Existing Water System illustrates the collected system information.

This plan includes recommended projects to construct the initial phase of a centralized water system.

Public Water Supply (PWS) systems operating within the state of Texas must adhere to TCEQ, AWWA, and EPA regulations and standards. Todd Mission's water system would be required to be constructed and operate in accordance with all TCEQ-adopted minimum capacity standards.

Because Todd Mission does not currently provide centralized water service, they are not explicitly included in the Region G 2021 Regional Water Plan. We recommend that any proposed water improvement projects undertaken be added to the 2026 Draft Water Plan.

5.2 Water System Inventory

Original System

The City of Todd Mission does not currently have a centralized water system.

Previous Studies & Improvements

Currently Bleyl Engineering is assessing Todd Missions' centralized water system development needs. The City currently has a $1.27 Million grant from the Texas General Land Office (GLO) that they are planning to allocate to the construction of a water treatment plant. However, the City does not currently have funding to construct the necessary water distribution system improvements for the initial phase.

Key Components

Portions of Todd Mission receive water service from two different Water Supply Corporations. Mill Creek Water Supply Corporation (WSC) serves the eastern portion of the city, and the Dobbin-Plantersville WSC serves the north end of the city through an agreement with G&W WSC. Todd Mission does not currently have a method to produce or distribute water; therefore, the water system components includes the combined totals for storage tanks, an elevated tank, and the distribution system elements used to serve the portions of Todd Mission served by Mill Creek WSC and Dobbin Plantersville WSC, collectively.

Tables 5A and 5B show the inventory and locations of the various components associated with the water treatment, storage, and distribution system.

Table 5A: Major Water System Components

Component	Location	Capacity or Size
Ground Storage Tanks	Dobbin Plantersville WSC)	273,960 gallons
Ground Storage Tank	Mill Creek WSC	42,000 gallons
Standpipe	Stoneham Plant (Dobbin-Plantersville WSC)	64,151 gallons (elevated)
Service Pumps (3)	Plant 1 (Mill Creek WSC)	480 GPM Total
Service Pumps (2)	Plantersville Plant (Dobbin-Plantersville WSC)	800 GPM Total
Service Pumps (2)	Stoneham Plant (Dobbin-Plantersville WSC)	300 GPM Total
Service Pumps (2)	CR 311 Plant (Dobbin-Plantersville WSC)	200 GPM Total

Table 5B: Water Distribution System Components

Component	Linear Feet (LF)	Component	# Of Units
Line Size	N/A	Elevated Storage Tank	1
Pressure Tank	4	Ground Storage Tank	5
Bladder Tank	2	Fire Hydrants	0
Service Connections: 904 (TCEQ)			

Table 5C Information regarding the location and capacity of generators used to support the water systems serving areas of Todd Mission was unavailable.

Table 5C: Generator Locations & Capacity

Generator	Location	Capacity or Size
N/A	N/A	N/A

System Operations

TCEQ conducted a Comprehensive Compliance Investigation (CCI) of Dobbin-Plantersville WSC in May 2021 and Mill Creek WSC in April 2022.

TCEQ records indicate that any minor violations have been resolved.

5.3 Water System Analysis

The water system analysis evaluates the system components described in the previous section with respect to the applicable standards and criteria.

This analysis will consider the following elements:

- Standards & criteria
- Supply
- Storage
- Distribution
- System pressure
- Fire protection considerations
- System revenues
- Water losses
- System interconnections
- Future development considerations
- Regional & drought planning

Standards & Criteria

The Texas Commission of Environmental Quality (TCEQ), the American Water Works Association (AWWA), and the US Environmental Protection Agency (EPA) have established regulations and standards for the safe treatment, storage, and distribution of potable water to the public.

All Public Water Supply (PWS) systems operating within the state of Texas must adhere to these regulations and standards.

Table 5D (next page) compares TCEQ-adopted engineering standards for PWS minimum production and supply capacities with the Todd Mission Water Supply System's current capacities (according to copies of recent TCEQ routine compliance reports).

As *Table 5D* shows, the systems serving the City of Todd Mission are operating in accordance with the established standards in all categories.

Table 5D: Minimum Water System Standards

Facility or Measure	TCEQ / Engineering Standard	Mill Creek & Dobbin-Plantersville WSC Combined
Well Production, Surface Water Production, or Purchase Capacity (GPM/connection)	0.6	0.62 **[3]**
Total Storage – TCEQ (gal/connection)	200	303 **[3]**
Elevated Storage (gal/connection)	100	70 **[4]**
Service Pump (GPM/connection) **[4]**	2.0	1.96
Normal Operating Pressure (psi)	35	Not available
"C" Certified Operators **[1]**	1	1
Minimum Main Size **[2]**	2"	2"

Sources: TCEQ and plan fieldwork

[1] Depends on system type and size, according to TCEQ 30 TAC 290, Subchapter D: Rules and Regulations for Public Water Systems, Section 290.46

[2] According to TCEQ 30 TAC 290, Subchapter D: Rules and Regulations for Public Water Systems, no new waterline under two inches in diameter will be allowed to be installed in a public water system distribution system. These minimum line sizes do not apply to individual customer service lines.

[3] Calculated using TCEQ Water Utility Database information for a total of 904 connections to the system and the well production as reported in the CCI Reports # 1722639 – 5/14/2021 and # 1809720 4/12/2022

[4] If Elevated Storage Capacity is > 200 Gallons/Connection, Service Pump Capacity is 0.6 GPM/Connection. If Elevated Storage Capacity is < 200 Gallons/Connection, Service Pump Capacity is 2.0 GPM/Connection, unless service pump capacity is 1,000 gpm or greater. The minimum Elevated Storage Capacity requirement is always 100 Gallons/Connection. However, because Mill Creek WSC also uses hydropneumatics tanks, the combined systems meet TCEQ Chapter 290.45(b)(1)(C)(iv) requirements.

Water Supply

The systems serving portions of Todd Mission utilize wells as their water supply source. Mill Creek WSC wells are capable of producing at a rate of 169 Gallons Per Minute (GPM), or 0.24 Million Gallons Per Day (MGD), while Dobbin-Plantersville WSC No. 2 wells are capable of producing at a rate of 393 Gallons Per Minute (GPM), or 0.57 Million Gallons Per Day (MGD). The City is in the process of purchasing Mill Creek WSC and plans to augment the existing Mill Creek WSC wells with a proposed new city-owned well.

The Mill Creek Estates Public Water Supply is made up of three wells that serve two separate distribution systems in the subdivision off Mill Creek Drive. Plant 1 and Plant 2 serve 124 connections while Plant 3 serves 16 connections. Well #3 serves a small section on the west side of FM 1774 where the subdivision is located. Hyperchlorination is injected before water from Well #3 flows to the 3,000-gallon pressure tank and delivers to the distribution system. The east side of FM 1774, where the main part of the subdivision is located, is served by Plant 1 and Plant 2. Plant 1 has Well #1 that is located on the north side of the subdivision. Water is injected with hypochlorination before it pumps into a 42,000-gallon ground storage tank and stored in a 5,000-gallon pressure tank. Three 160 GPM service pumps then take suction from the pressure tank to distribute to the system. Plant 2 with Well #2 is on the south side of the subdivision where water is injected with hypochlorite solution and discharges to the system by two floating 75-gallon (each) bladder tanks.

The Dobbin-Plantersville Water Supply Corporation (WSC) 2 serves another portion of Todd Mission. Dobbin-Plantersville WSC 2 consists of three plants, Plantersville, Stoneham, and CR 311, and one remote well. The WSC has an emergency interconnection with Dobbin-Plantersville WSC 1. The Plantersville Plant has one on-site and one remote well where water is injected with polyphosphate and chlorine before it is pumped to two ground storage tanks, one at 20,000 gallons and the other 75,000 gallons. There are two service pumps that distribute water to the system with an 8,000 gallon pressure tank floating on the system. At the Stoneham Plant one well gets injected with polyphosphate and chlorine before water pumps to a 30,000-gallon ground storage tank. Water is distributed to the system with a 116,752-gallon standpipe floating on the system for pressure maintenance, 64,151 gallons are elevated, by two service pumps. At the CR 311 Plant, water from the distribution is treated with sodium hypochlorite prior to storage in a 32,208-gallon ground storage tank that pumps water to the distribution through two service pumps and has a 3,000-gallon pressure tank.

The TCEQ water supply ratings for the systems serving portions of the City were unavailable. Operating staff describe the water quality as fair.

Water Storage

Texas Administrative Code, Title 30, Chapter 290, Subchapter D specifies water treatment plant design, operation, and maintenance requirements for public water systems.

The code requires water systems with more than 250 connections to have storage capacity for the total number of connections served equal to or greater than:

(a) 200 gallons of total storage per connection;

(b) 100 gallons of elevated storage per connection, or a pressure tank capacity of 20 gallons per connection.

According to the TCEQ Water Utility Database, Mill Creek WSC and Dobbin-Plantersville WSC serve 904 total connections within the city of Todd Mission.

The systems serving the city of Todd Mission's system meet the established minimum standards for water storage capacity with 303 gallons per connection of total storage and sufficient elevated and pressure tank capacity per connection (see *Table 5D, page 5-5)*.

Water Distribution System

The approximate Linear Feet (LF) of distribution lines within the city of Todd Mission's water system is not available at the time of this study.

The ranges in pipe diameter are also unknown.

Because the city of Todd Mission does not currently own or operate their own centralized water system, little is known about the sizes, condition, or material, of the water lines within the city limits.

However, in general, undersized water lines limit both volume and pressure within the distribution system.

Texas Administrative Code (TAC), Title 30, Subchapter D, Section 290.44(c) prohibits the installation of new water lines smaller than 2".

In addition, the standards only permit more than 10 connections on existing water mains when a licensed professional engineer deems it necessary.

It is unknown how many two-inch (2") and smaller diameter lines comprise Todd Mission's water distribution system (see *Table 5B, page 5-3*).

Bleyl Engineering is currently working on a study for a city owned and operated water system for Todd Mission. As mentioned above, the locations of the City's undersized lines are unavailable at this time. The City is in the process of applying to use their $1.277 Million CDBG-MIT allocation for a water treatment plant, which is included as a project in Section 5.4, below. City staff have indicated that connections are needed down on Wildwood Drive, Largent Drive, and Creekbend Drive and to also run a main water line down FM 1774, which is also included as a project in Section 5.4, below (see *Map 5A: Existing Water System*).

System Water Pressure

No pressure data was available for Dobbin Plantersville WSC or Mill Creek WSC. However, the systems serving portions of Todd Mission assumed to operate at normal working and have sufficient pressure to operate the system effectively.

Fire Protection Considerations

The primary consideration for fire protection issues is whether the system can deliver sufficient flow volume at sufficient pressure to effectively respond to emergencies.

Standards for adequate fire protection are established in the International Fire Code (IFC). The code recommends minimum flow volume, flow pressure, hydrant spacing, and construction standards. For example, IFC standards recommend that:

1. Every building in a community should be located no more than 500' from a fire hydrant
2. All fire hydrants should be installed on water mains no smaller than 6" in diameter
3. Each hydrant should provide a minimum flow volume of 1,500 GPM
4. The minimum flow volume should be delivered at a minimum residual pressure of 20 psi

Fire departments perform individual hydrant flow tests to determine if adequate pressure and flow rates are available at specified hydrant locations. Testing every hydrant is not usually feasible for small communities but field-testing at selected hydrants can provide preliminary information on water system firefighting capabilities.

For proposed developments, water system models can assist the City and its representatives in evaluating current system capacity to provide adequate flow volume at sufficient pressure for effective emergency response. When any major new subdivision construction is proposed, a computer-aided water system model of existing conditions and the effects of the proposed development should be prepared by the consulting engineer.

There appeared to be no houses within the city of Todd Mission within 500' of a a fire hydrant.

A 4" line will provide adequate flow volume and pressure for firefighting purposes under ideal conditions, but the configuration is usually not effective.

Lines smaller than 4" cannot provide adequate flow and pressure for firefighting purposes under any conditions.

This plan includes recommended projects to construct initial distribution system improvements. All proposed water lines are sized to ensure adequate flow and pressure for firefighting. Proposed projects also include fire hydrants at the appropriate locations as needed.

Water System Revenues

Table 5E indicates Dobbin Plantersville WSC's current rate schedule for water service. The Mill Creek WSC water rate data was not available.

Table 5E: Minimum Monthly Water Fee

User	Per 5,000 Gallons
Residential ¾" Meter	$64.50
Commercial Water 1" Meter	$120.00
Commercial Water 2" Meter	$323.50
Commercial Water 3" Meter	$656.50

The following information was unavailable at the time of the study.

Table 5F: Water/Sewer Revenues & Expenses

Water & Operating Revenues	Not Provided
Water & Operating Expenses	Not Provided
Estimated Water Pumped	Not Provided

Water Losses

Unmetered water usage and/or unaccounted-for usage affects the cost to provide water services.

There was no available data to determine annual water loss.

Major sources of water loss include:

- Line leakage
- Line breaks
- Aging or faulty meters
- Inaccurate or incomplete record-keeping
- Water theft and unauthorized use

Water Interconnections

The Dobbin-Plantersville WSC No. 2 system serving portions of the city of Todd Mission has an emergency interconnection with the Dobbin-Plantersville WSC No. 1 system.

Future Development Considerations

Table 5G compares the current capacity of the proposed city owned water system consisting of the existing Mill Creek WSC facilities with TCEQ requirements and indicates the number of new connections permitted by current capacity. The connections currently served by Dobbin-Plantersville WSC No. 2 were assumed to maintain their current service and are not included in the analysis. Detailed connection data for the portions served by Mill Creek WSC within Todd Mission was not provided. For planning purposes for the proposed city-owned centralized water system, the estimated total number of existing connections was set to 140, which is the existing number of connections in the Mill Creek Estates.

As *Table 5G* shows, the proposed city-owned water system currently has sufficient capacity for all system elements and can accommodate only a modest amount of growth in the number of connections.

The city of Todd Mission is projected to experience approximately 20% population growth during the planning period (2023-2033). The proposed city-owned system will need to serve approximately 208 total water connections by the end of the planning period (140 existing, plus 28 new connections to accommodate population growth, plus approximately 40 additional connections served by the recommended projects in the Proposed System Improvements Section, below).

Table 5G: Capacity for New Connections

Measure	Required per connection	Existing Conditions [1]	New Connections Capacity
Production Capacity (GPM)	0.6	1.2	99
Total Storage (gal)	200	300	39
Pressure Tank Storage (gal)	20	58[2]	206
Service Pump Capacity (GPM)	2.0	3.4	64

[1] Based on current connection count of 140 active connections.
[2] Hydropneumatic tanks are utilized to meet TCEQ Chapter 290.45(b)(1)(C)(iv) requirements

The systems serving the city of Todd Mission also need to ensure that their systems do not exceed 85% of TCEQ Minimum requirements for production, total storage, elevated/pressure tank storage, and service pump capacity.

If a water utility[49] reaches 85% of its capacity in any category, it must submit a planning report to the TCEQ Director who addresses how it plans to expand system capacity to meet future demands (see Texas Administrative Code (TAC) Title 30, Chapter 291.93).

To stay below the 85% threshold, city of Todd Mission's water system would need the capacity to provide the future connection count of 208 connections with enough total storage and service pump capacity that the TCEQ minimum required capacities are less than 85% of the total system capacities. Todd Mission's system will need to provide 200 gallons of tank storage plus an additional 35 gallons per connection, or 48,950 gallons of total storage, and 2.0 Gallons Per Minute (GPM) per connection plus an additional .35 GPM, or 489 GPM of service pump capacity to stay below the 85% threshold.

Todd Mission will need to acquire additional total storage and service pump capacity during the planning period. By 2033, the existing total storage capacity (42,000 gal.) and service pump capacity (480 gpm) are projected to be below the 85% threshold requiring systems to plan for expanding capacity. Accordingly, the recommended Phase 1A project, below, includes expansion of ground storage and service pump capacities.

Regional & Drought Planning

All entities providing public water supplies must develop drought contingency plans and implement said plans during periods of severe water shortages and drought (Texas Administrative Code (TAC), Title 30, Chapter 288, Subchapter B).

A drought contingency plan often combines strategies designed to achieve long-term advancements in water use efficiency. The plans require development of specific response measures aimed at avoiding, minimizing, or mitigating the risks and impacts of drought-related water shortages and other emergencies. Adopted plans should ensure the water provider's capability of providing adequate water supply under drought conditions.

The city of Todd Mission does not currently have a Drought Contingency Plan or Emergency Water Demand Management Plan.

[49] Specifically, this requirement applies to any utility that possesses and certificate of public convenience and necessity (CCN).

As Todd Mission grows, the City should consider developing water conservation methods as part of its development standards.

These standards could include the following:

1. Require recirculation equipment for all new swimming pool installations and insulation of hot water piping for all new construction.
2. Require builders to utilize low demand fixtures and appliances.
3. Implement a conservation water rate structure in which the rates increase as the water consumption increases.
4. Implement testing of all meters.
5. Require sub-dividers and builders to include low water demand landscaping items in their development plans.
6. Reduce unaccounted water by 5% per year for the first two years and 2% per year for the remainder of this planning period (2023-2033).

Texas water law requires that revised and updated Regional and State Water Plans be prepared every five years. The 2021 Plans are now approved and may be found at the TWDB website.

The Region G 2021 Regional Water Plan projects that water supplies for the city of Todd Mission will remain steady during the planning period (2023-2033).

5.4 Water Supply & Distribution System Improvement Projects

This Comprehensive Plan places a high priority on a continuing program of replacing old, deteriorated, and undersized lines, as well as aging and broken valves, to help ensure that the city of Todd Mission continues to meet local water supply demands.

Prioritized Problems

In summary, the water system analysis and input from City staff indicate the following needs for Todd Mission's current water system:

1. A need to create a city-owned and operated water system by constructing a new water well and treatment plant, pressure tank, and initial water main.
2. A need to make the water system more resilient against natural disasters and install generators.

Goals & Objectives for the Water System

Goal 1: A local publicly owned water system that operates efficiently and cost-effectively.

Objective 1.0: By 2024, purchase Mill Creek WSC water system.

Objective 1.1: By 2026, reduce operating costs.

Policy 1.1.1: Promote and exercise preventative maintenance by inspecting all facilities once per year.

Policy 1.1.2: Maintain a monitoring plan and report on a timely basis.

Objective 1.2: Assess and reduce system water loss by 40% by 2033.

Policy 1.2.1: Implement methods to classify meters and replace meters that are damaged or leaking.

Policy 1.2.2: Replace deteriorated lines throughout system, with priority given to those made of obsolete materials.

Policy 1.2.3: By 2025, enact procedures to document water used but not billed.

Objective 1.3: The City is financially able to maintain and improve the system to improve quality of life for residents and enable growth.

Policy 1.3.1: By 2026, evaluate rate structure and usage characteristics to determine if a rate increase would be feasible and enable the City to complete more line extension and replacement projects.

Policy 1.3.2: Beginning in 2023 and continuing throughout the planning period, regularly apply for available grants through agencies such as the Texas Department of Agriculture, Texas Water Development Board and USDA RUS program to fund new line construction and replacement of undersized, aging, and deteriorated water lines.

Goal 2: City and area residents have clean, safe, potable water.

Objective 2.1: Over the planning period, deteriorated lines and equipment are replaced and/or improved.

Policy 2.1.1: maintain and inspect the existing system facilities according to a regular schedule and providing repairs as the need arises.

Policy 2.1.2: In phases throughout the planning period, replace deteriorated and undersized lines with PVC lines 6", or larger in diameter.

Policy 2.1.3: In phases throughout the planning period, replace defective meters.

Goal 3: Customers have access to a sustainable water supply that provides sufficient pressure and fire protection, particularly in times of drought.

Objective 3.1: By 2033, upgrade the system to ensure adequate pressure and coverage for fire safety.

Policy 3.1.1: Provide additional well production, storage, and pumping capacity.

Policy 3.1.2: Install fire hydrants and upgrade lines in all areas, as feasible.

Goal 4: The City's water system maintains acceptable levels of functionality during and after disruptive events, and efficiently recovers full functionality after a hazard event.

Objective 4.1: Minimize disruption of water system during adverse weather events.

Policy 4.1.1: Install backup generators for all critical water system components, including treatment plants, pump stations, etc.

Policy 4.1.1: Harden storage tanks against flood-damage and high winds, etc.; elevate storage tanks out of the floodplain.

Policy 4.1.2: Institute protocol to harden critical water system components prior to adverse weather.

Policy 4.1.3: Incorporate targeted projects to improve system resilience, such as planned retrofits and replacements, in capital improvement priorities.

Objective 4.2: Proactively support recovery of full functionality after a hazard event.

Policy 4.2.1: Incorporate water system resilience into community goals and plans.

Policy 4.2.2: Coordinate with government emergency managers and local utility providers to develop service restoration priorities and procedure(s).

Policy 4.2.3: Develop and evaluate water system's ability to meet performance goals during a hazard event; identify and plan to address performance gaps.

Proposed System Improvements – Planning Period (2023-2033)

Proposed improvements to Todd Mission's existing water system are presented as phased projects suggested for implementation over the 10-year planning period encompassed by this comprehensive plan.

The phase project sequence is a logical step-by-step process intended to increase the safety, efficiency, and economy of water system operations. However, this is just one of several possible avenues, all of which should enable the city of Todd Mission to achieve its long-term water system operation and maintenance goals. The sequence is intended only as a suggested program of phased improvements; alternative sequencing is recommended if funding availability requires significant changes to the proposed infrastructure improvements program.

Table 5H (Section 5.6) indicates the proposed phase schedule.

Phase costs are based on current costs of record for similar projects in the same geographical area of the state. Every effort has been made to include appropriate cost factors such as inflation, variations in the market, and advances in water technology. Cost estimates are predicated on several assumptions related to the scope of each phase. These assumptions are as follows:

- The choice of specific lines to be replaced within each area – The cost estimates assume that all lines less than 6" in diameter will be replaced with 6"-to-8" C-900 DR 18 PVC pipe and fire hydrants at the appropriate spacing. The priority is placed on replacing the smaller lines, but each individual project evaluation may identify segments of larger lines that need replacement. In this event, the funding should be applied to replacing the lines with the greatest need for repair, regardless of size.

- Fire hydrants – Fire hydrants are included in the estimates. However, when replacing lines of 6" and larger, the estimates assume that approximately 50% of the existing fire hydrants can be re-used.

- Service re-connects, valves, and appurtenances – Service re-connects, valves, and appurtenances are estimated at 12%-to-15% of the line costs, depending on the housing density and complexity of the proposed improvements.

- Street and pavement repair – Streets, driveways, and pavement repair is estimated at 5%-to-10% of the line costs, depending on the housing density and the presence of curb & gutter.
- Engineering and surveying – Engineering and surveying services are estimated at 15% of the estimated construction costs.

The suggested phases for system improvements are as follows:

- **Phase 1A (2023-2027)**: Obtain funding to construct a water well, and treatment facilities, ground storage tank and pressure tank. Project will include administration, and Engineering & Survey services.
- **Phase 1B (2023-2027)**: Obtain funding to construct an 8-inch water main along FM 1774 from CR 302 to Oak Forest Dr. Project will include road and driveway repair, easement acquisition, administration, and Engineering & Survey services.
- **Phase 2 (2023-2027)**: Obtain funding to construct a 7,000 LF 6-inch water loop from FM 1774 along Wildwood, Largent, and Creekbend. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.
- **Phase 3 (2023-2027)**: Obtain funding to construct approximately 1500 LF of 8-inch water main along FM 1774 from CR 302 to Loretta and a 5,500 LF 6-inch water loop from FM 1774 along Loretta, Oakwood, and Denise. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.

5.5 Implementation Plan

The City of Todd Mission strives to provide a safe, efficient, and uninterrupted water supply while meeting all applicable water system standards. These goals can be accomplished by implementing the actions and improvement projects outlined in *Table 5H* below.

Table 5H: Water System Improvement Plan Projects: 2022-2032

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate*	Funding Sources
	2023-2026	2027-2029	2030-2033			
Goal 5.1 *Replace and/or improve deteriorated lines and equipment so city and area residents have access to clean, safe, and potable water*						
Phase 1A: Obtain funding to construct a water well, treatment facilities, service pump station, ground storage tank and pressure tank. Project will include administration, and Engineering & Survey services.	X	X		City	$1,277,000	GLO CDBG-MIT
Phase 1B: Obtain funding to construct approximately 6,000 LF of 8-inch water main along FM 1774 from CR 302 to Oak Forest Dr. Project will include road and driveway repair, easement acquisition, administration, and Engineering & Survey services.	X	X		City	$620,000	TxCDBG; GEN USDA; TWDB loan
Phase 2: Obtain funding to construct a 7,000 LF 6-inch water loop from FM 1774 along Wildwood, Largent, and Creekbend. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, Engineering & Survey services.	X	X		City	$575,000	TxCDBG; GEN; USDA; TWDB loan

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate*	Funding Sources
	2023-2026	2027-2029	2030-2033			
Phase 3: Obtain funding to construct approximately 1500 LF of 8-inch water main along FM 1774 from CR 302 to Loretta and a 5,500 LF 6-inch water loop from FM 1774 along Loretta, Oakwood, and Denise. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.	X	X		City	$600,000	TxCDBG; GEN USDA; TWDB loan
Goal 5.2 *Ensure local water system operates efficiently, cost-effectively, and in compliance with TCEQ requirements*						
Exercise preventative maintenance by inspecting all facilities once per year	X	X	X	City	Variable	GEN; Utility
Seek funding to address TCEQ issues	X	X	X	City	N/A	N/A
Evaluate rate structure and usage characteristics to determine if rate increase would be feasible and enable the system operator to complete more line replacement projects	X	X	X	City	N/A	N/A
Regularly apply for TxCDBG grants to fund replacement of aging, deteriorated water lines	X	X	X	City	N/A	N/A
Goal 5.3 *Ensure customers have access to a sustainable water supply that provides sufficient pressure and fire protection, particularly in times of drought and disaster*						
Continue City's participation and mention in the Region G Regional Water Plan	X	X	X	City	$1,000 annually	GEN; Utility
Install fire hydrants in areas with inadequate fire protection coverage			X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility
Replace lines 2" or less in diameter, giving priority to those with more than 10 connections		X	X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility
Develop and institute pre-adverse event procedures to harden and prepare the system for disaster	X			City	Variable	TxCDBG, GEN; USDA; TWDB; Utility
Replace lines 4" in diameter that connect to at least 1 fire hydrant			X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate*	Funding Sources
	2023-2026	2027-2029	2030-2033			
Install generators and fuel tanks with adequate capacity to power all water plant and well sites		X	X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility
Harden storage tanks in areas prone to flooding and windstorm damage		X	X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility
Increase system and source reliability through additional system interconnections with adjacent systems and/or new water sources to ensure adequate firm water supply.			X	City	Variable	TxCDBG, GEN; USDA; TWDB; Utility

Sources: **GEN =** Municipal funds; **TxCDBG** = Texas Community Development Block Grant Program, administered through the Texas Department of Agriculture (TDA); **TWDB** = Texas Water Development Board grants and loans; **USDA =** US Department of Agriculture Rural Development Water and Wastewater Infrastructure loans and grants

Notes on Cost Estimates: GrantWorks Engineering Staff provided cost estimate

6 Storm Drainage System Study

Storm drainage facilities prevent or minimize damage resulting from overland flows or pooling of water during and after periods of rainfall. They collect and channel the runoff from heavy rainfalls and other surface water into a natural stream course or other body of water. A community's storm drainage system might include creeks, rivers, canals, reservoirs, lakes, marshes or wetlands, channels, culverts, enclosed pipe storm sewers, and ditches.

6.1 Highlights

There is no known previous comprehensive study and there are no known maps of the City's network of roadside ditches. The fieldwork associated with this plan will produce a map of the roadside ditches, culverts, and channels for the City of Todd Mission.

Map 6A: Existing Drainage System illustrates the information collected.

This plan recommends that Todd Mission attempt to obtain funding for problem drainage mitigation projects, establish a routine program to clean out culverts, grade ditches, regularly maintain drainage facilities, replace selected damaged culverts, replace undersized culverts, re-grade associated ditches where necessary, and adopt a streets and drainage construction manual/ordinance.

6.2 Storm Drainage System Inventory

Previous Studies & Plan Fieldwork

The most recent study of Todd Mission's stormwater drainage system was completed by GrantWorks, Inc. this year as part of this larger comprehensive planning effort.

GrantWorks, Inc. will provide an updated map of Todd Mission's stormwater drainage system based on the fieldwork conducted for this comprehensive plan. In January 2023, a planner and GIS analyst surveyed drainage infrastructure in the city limits and extraterritorial jurisdiction (ETJ). The survey identified the location, type, size, condition, and level of blockage or damage (where applicable) for all drainage features including curb and gutter, channels and roadside ditches, bridges, and culvert.

Key Components

Drainage systems typically consist of curb and gutter, pipes, ditches, and bridges that use the natural topography or grade of the land to facilitate the movement of stormwater out of a community's developed areas. Drainage in Todd Mission relies on a system of culvert pipes, roadside ditches, channels, and creeks to control excess stormwater and convey it to Birch Creek-Mill Creek and its tributaries.

Table 6A inventories the number and general location of key elements in the Todd Mission area's drainage system. Culvert pipes found throughout Todd Mission and the ETJ include Corrugated Metal Pipe (CMP), Reinforced Concrete Pipe (RCP), Reinforced Concrete Box Culvert (RCBC), and High-Density Polyethylene (HDPE). Drainage channel/ditch types include roadside ditches and natural-lined channels.

Table 6A: Key Drainage System Components

	City Limits	ETJ	Total
Drainage Ditch/Channel (LF)	46,103.97 LF	117,412.7 LF	163,516.7 LF
Culverts (#)	20	25	45
Curb & Gutter (LF)	N/A	N/A	N/A
Area Inlets (#)	0	2	2
Curb Inlets (#)	N/A	N/A	N/A

Source: 2023 Fieldwork

In the absence of curb inlets in Todd Mission, the locations of underground storm drains are unavailable at the time of this study. The inlets are assumed to drain into adjacent channels or roadside ditches.

Jurisdiction

The City of Todd Mission does not control many of the decisions relating to the type, location, or timing of drainage system improvements. Three separate entities control the drainage system elements that serve Todd Mission:

- Texas Department of Transportation (TxDOT)
- Grimes County
- City of Todd Mission

Based on road jurisdiction, TxDOT maintains the drainage system along US and State Highways as well as Farm-to-Market Roads (FM 1774 in the Todd Mission region). Grimes County is principally responsible for drainage along county roads in the extraterritorial jurisdiction (ETJ), and the City is responsible for roadside drainage maintenance and major structures within the city limits and on city-maintained properties.

6.3 Storm Drainage System Analysis

The drainage system analysis evaluates the system components described in the previous sections with respects to location, condition, and overall drainage performance.

This analysis will consider the following elements:

- Geographic context & current system performance
- Roadside ditches / drainage channels
- Culverts
- Curb & gutter
- Underground storm drainage system
- Drainage problem areas
- Flood damage prevention
- National Flood Insurance Program / Community Rating System

Geographic Context & Current System Performance

Todd Mission is located in the Spring River and San Jacinto River Basins. Natural drainage occurs in a east-southeast direction. The highest elevation in Todd Mission is 290' above sea level and the lowest is 240' above sea level. This equates to a drop of 50' or less over the entire city.

Water drains into two main areas. Todd Mission's western section drains into a poorly defined channel through Renfaire Road leading to Birch Creek. The east-southeast section drains into ditches that run along Mill Creek Road, Oakwood Drive, Inwood Road, and Oak Forest Drive leading to Mill Creek and its tributaries.

Todd Mission's drainage system was developed over the course of the city's growth. Existing roadside ditches and culverts serve as the primary roadway drainage infrastructure in the city.

The system does not function well in some areas in its present configuration. In some cases, ditches lack adequate capacity to convey runoff during average rainfall events, and many do not drain well after the event.

Inadequate ditches also do not provide positive drainage for the pavement resulting in pavement subgrade and surface deterioration. Moreover, localized flooding occurs due to the lack of ditches, culverts, and curb and gutters along local streets. The below sections examine the state of each drainage facility type in more detail.

Roadside Ditches/Drainage Channels

Table 6B lists the types and extents of drainage channel/ditches in Todd Mission.

Roadside drainage ditches line state roads and city streets within Todd Mission. The roadside ditches within the city and its ETJ are maintained by TxDOT, Grimes County, and the City.

Table 6B: Drainage Channel Type & Length, City Limits & ETJ

Drainage Channel Type	Linear Feet (LF)
Roadside Ditch	158,958
Natural Lined Channel	328
Concrete Lined Channel	N/A

Source: 2023 Fieldwork

Figure 6A: Roadside Ditch & Concrete Culvert Example

Figure 6B: Roadside Ditch Example

Culverts

The most significant problems with culvert facilities in Todd Mission are inadequate sizing in some locations, no curb and gutter system, and lack of maintenance. The most common problem encountered with culvert pipes is blockage from the accumulation of silt, vegetation, and other debris, or from damaged ends from vehicle traffic. The reduction in stormwater movement caused by the blocked culverts may lead to standing water and mosquito problems for residents.

Culvert damage can result from several factors including but not limited to:

- insufficient turning radii of pavement sections at intersections
- insufficient pavement width at intersections
- high velocities of the runoff in the ditches, channels, and streams
- absence of protective headwalls or end treatments for the culvert pipes

Those factors cause vehicular traffic, particularly truck traffic, to pass over and crush the unprotected ends of the pipes in the process of turning. High water velocities within the ditches, channels, and streams can cause erosion and undermining of the culvert pipes, which can damage or significantly reduce their bearing capacity.

Most culverts in the Todd Mission area are the responsibility of the City of Todd Mission or Grimes County.

Of the 45 City-maintained culverts, 24 are damaged.

Figure 6D: Damaged Culvert Example

Figure 6E: Undamaged Culvert Example

Curb & Gutter / Underground Storm Drainage

In addition to culverts and drainage channels, stormwater is removed from Todd Mission by approximately 163,517 Linear Feet (LF) of curb and gutter and 2 identified area inlets.

The City does not currently have a curb-and-gutter system at this time.

No maps of the underground systems were available at the time of the study.

Underground storm drains may be in some areas of the city where curb inlets were mapped. According to the information available, underground storm drains, if any, are likely located along the TxDOT-maintained FM 1774 within Todd Mission. In other locations, the inlets are assumed to drain into adjacent channels or roadside ditches.

Map 6A: Existing Drainage System illustrates the location of curb and gutter in the city, as well as any damaged sections. Curb inlet markings indicate where underground storm drainage may be handling stormwater.

Figure 6F: Example Inlet

Drainage Problem Areas

According to City staff, nuisance ponding occurs primarily from the general age of the drainage infrastructure, lack of culvert maintenance, and in areas in the northeast corner of Todd Mission.

There are occasional cases of nuisance ponding throughout the city during average rainfall events that could result in standing water and is detrimental to road surfaces. The areas are:

- Mill Creek Road (Northeast Corner)
- Doreen & Largent Drive
- Creekbend Drive
- Oakwood Road and Misty Valley

The City of Todd Mission does not have established priorities and/or procedures for responding to routine flooding.

Flood Damage Prevention

Flood Prevention Ordinance

Todd Mission does not participate in the National Flood Insurance Program (NFIP). However, the City enforces a Flood Damage Prevention Ordinance (Ordinance NO. 2022-07) that establishes requirements and limitations for construction in flood hazard areas, as established by FEMA's "flood insurance rate map (FIRM), Community Number 480634#, dated 4/03/12, and any revisions thereto".

Major Flood Preparedness

Disaster preparedness refers to measures taken to anticipate and attempt to reduce the damage caused by disaster events, such as a major or extreme flood event.

Communities can take the following key steps to support disaster preparedness:

- Identify and understand potential vulnerabilities in the event of a disaster
- Designate someone responsible for emergency management prior, during, and after a disaster
- Coordinate with other government emergency mangers/local utility providers to prepare for a potential disaster
- Ensure that residents know emergency procedures in the event of disaster

The City of Todd Mission has designated a local emergency management coordinator and does not have a Disaster Preparedness and Response Plan for a major flood event.

National Flood Insurance Program & Community Rating System

The National Flood Insurance Program (NFIP) is a FEMA program that provides federally backed flood insurance to members of communities that carry out measures to reduce the risk of flood damage. While NFIP participation is voluntary, federally backed flood insurance is not available for structures in non-participating communities, and disaster assistance as well as federal grants and loans are not available for structures in FEMA designated special flood hazard areas (SFHAs) of non-participating communities.

Various requirements and caveats apply to the obligations of lenders and property owners with respect to flood insurance and specific questions should be addressed to FEMA or the Texas Water Development Board NFIP division.

The City of Todd Mission does not currently participate in the National Flood Insurance Program (NFIP).

Among many other services, the U.S. National Flood Insurance Program provides flood insurance rate maps that depict the 100-year and 500-year special flood hazard areas (SFHA's) for many communities. The special flood hazard areas of the city are shown on *Map 6A: Existing Story Drainage System.*

Appendix 6A contains more detailed information concerning the NFIP and the benefits that a community can receive through active participation. More detailed information regarding all aspects of the program can also be found through the TWDB (www.twdb.state.tx.us/wrpi/flood/nfip.htm) and FEMA (www.fema.gov/nfip/) websites.

Appendix 6B contains information on how to score points through the Community Rating System (CRS), which is a set of actions participating communities can take to reduce flood insurance rates for property owners.

Community Rating System recommended actions related to the Todd Mission Comprehensive Plan include:

- Adopting the Comprehensive Plan.
- Adopting a subdivision ordinance that includes erosion and sedimentation control requirements during construction in addition to establishing standards for drainage facilities for new construction.
- Educating residents whose properties are located within floodplains about floodplain building regulations.
- Purchasing property in the floodplain, zoning for open space, or otherwise restricting the use of parcels in the floodplain. These actions increase the credits homeowners receive on flood insurance premiums. The amount of premium reduction is based on the percentage of special flood hazard area preserved as open space.

6.4 Storm Drainage System Improvement Projects

This document is an evaluation, analysis, and planning report rather than a design study. Detailed design data for individual construction projects were not developed. **This report is intended solely to provide Todd Mission guidance for planning future storm drainage improvements. Storm drainage improvements should not be constructed without detailed engineering design analysis, plans, and specifications.**

GrantWorks, Inc. worked with city representatives and staff to identify and analyze major obstacles to drainage solutions in Todd Mission. The below sections discuss proposed projects and their scopes. Together, the projects form an area-wide solution to Todd Mission's drainage issues.

Prioritized Problems

City staff and consulting engineers identified the following areas of concern regarding Todd Mission's storm-water system.

1. Not enough curb and gutter in street system to effectively remove runoff. Need to install curb and gutter throughout the city, especially where streets are flat.
2. Need to maintain and install properly sized culverts to effectively remove runoff.
3. Provide drainage route to alleviate flooding at Doreen and Largent Drive.
4. Alleviate pooling and flooding along the areas near Creekbend Drive, and the intersection Oakwood Road and Misty Valley.
5. Need to alleviate flooding in Todd Mission's northeastern section.
6. Need to maintain ditches and control erosion and sedimentation build-up that impedes drainage infrastructure function.
7. Need to make Todd Mission more resilient against flooding.

Like many rural cities, Todd Mission faces a difficult predicament with respect to drainage problems. There is little grant money available to make improvements to the drainage systems of rural towns. Routine maintenance is the only viable route available to many cities to address various drainage problems. The following plan framework outlines a specific set of actions to meet Todd Mission's drainage system needs with local resources.

Goals & Objectives for Storm Drainage System

Goal 1: The city-wide drainage system prevents flooding of private property.

Objective 1.1: Mitigate all nuisance ponding areas over the planning period.

Policy 1.1.1: Between 2023 and 2033 annually budget to fund the installation of curb and gutter throughout the city and engaging engineers to properly design curb and gutter improvements.

Policy 1.1.2: Between 2023 and 2033 determine if nuisance ponding areas can be addressed as water and sewer improvements are made.

Policy 1.1.3: Continue to communicate regularly with TxDOT and Grimes County to provide for on-going, semi-annual routine maintenance of all culvert pipes, drainage channels, and roadside ditches by removing silt, debris, and vegetation that impede the flow of water.

Objective 1.2: By 2026, commission and adopt a basic street and drainage construction manual/ordinance specifying required width and depth of drainage channels and diameter of culverts for use by current and future City staff and contractors hired to construct improvements.

Goal 2: The City maintains a functional city-wide drainage system that limits sedimentation loading to nearby creeks.

Objective 2.1: Improve drainage system between 2023 and 2033 to alleviate nuisance ponding areas.

Objective 2.2: Decrease opportunities for introducing sediment into the city's drainage system.

Policy 2.2.1: Educate City public works staff on and increase annual funding to the public works department to construct properly sized drainage channels and culverts.

Goal 3: Todd Mission responds quickly and efficiently to flood events and pursues strategies to reduce the impact of flooding on the community.

Objective 3.1: Establish a clear organizational framework to respond to flood events.

Policy 3.1.1: Coordinate with other government emergency managers and local utility providers about priorities/procedures before, during, and after an extreme flood event.

Policy 3.1.2: Disseminate and inform residents of emergency procedures in the event of a major flood.

Objective 3.2: Reduce impact of flood events on Todd Mission.

Policy 3.2.1: Identify potential local and nearby vulnerabilities in the event of a flood (upstream dams, frequently flooded areas, critical infrastructure likely to be impacted by a flood, etc.)

Policy 3.2.2: Incorporate targeted projects to eliminate/mitigate flooding vulnerabilities in capital improvements projects.

Policy 3.2.3: Adopt land-use policies that prevent/reduce flooding vulnerabilities.

Proposed System Improvements – Planning Period 2023-2033

Proposed improvements to Todd Mission's existing drainage system are presented as phased projects suggested for implementation over the 10-year planning period encompassed by this comprehensive plan.

The phased project sequence is a logical step-by-step process intended to increase drainage infrastructure safety and efficiency. However, this sequence is just one of several possible avenues, all of which should enable Todd Mission to achieve its long-term drainage infrastructure maintenance goals. The sequence is intended only as a suggested program of phased improvements; alternative sequencing is recommended if funding availability requires significant changes to this proposed infrastructure improvements program.

Table 6B (Section 6.4) indicates the proposed phase schedule.

Phase costs are based on current costs of record for similar projects in the same geographical area of the state. Every effort has been made to include appropriate cost factors such as inflation, variations in the market, and advances in stormwater technology. Cost estimates are predicated on several assumptions related to the scope of each phase. These assumptions are as follows:

- Culvert pipe replacements costs are based on using Reinforced Concrete Pipe (RCP).
- Culvert replacements are estimated for a pipe size increase of one standard size over the existing size. Standard sizes are defined as those sizes that are readily available from a local supplier.
- The culverts that are identified as damaged are assumed to require 100% replacement.
- For City-maintained culverts, the addition of a standard TxDOT-type Safety End Treatment (SET) at each end of the pipe is assumed for culverts scheduled for replacement.
- The cost estimates include grading to "daylight" at each end to ensure positive drainage.
- Culvert replacement includes driveway and pavement repair assuming a pavement cut of 4' in width, ROW width minus 20' in length, and a 2" depth of HMAC pavement placement.
- New and existing roadside ditches assumes a full-depth excavation with a triangular cross-section of a 3.0' top width and a 1.0' depth at center.
- Existing drainage channel maintenance assumes a one-half depth excavation with a trapezoidal cross-section of a 7.0' top width, 1.0 bottom width, 3.0' depth at center, and 1:1 side slope.
- Engineering and surveying – Engineering and surveying services are estimated at 20%-35% of the estimated construction costs of an element as described above.

The proposed phases of future drainage system improvements are as follows:

- **Phase 1 (2023-2025)**: Obtain funding to maintain roadside ditches and install approximately 80 LF of 36" in RCP culvert under Oak Forest and Inwood Road. Project includes culvert pipe, headwall, road repair, administration, and Engineering & Survey services.
- **Phase 2 (2026-2028)**: Obtain funding to replace existing damaged and blocked 4x36" CMP culvert with 4x36" RCP under Renfaire Road. Project includes pavement repair, headwalls, administration, and Engineering & Survey services.
- **Phase 3 (2029-2032)**: Obtain funding to replace the existing 3x24" culvert and construct approximately 2000 LF of 36" RCP storm sewer along Oakwood and 1,000 linear feet of 36" RCP storm sewer from the end of Largent St. to drain to the creek. Project includes driveway and pavement repair, headwalls, administration, and Engineering & Survey services.

6.5 Implementation Plan

Like many rural cities, the city of Todd Mission faces a difficult predicament with respect to drainage problems. There is little grant money available to make improvements to the drainage systems of rural towns. Routine maintenance is the only viable route available to many cities to address various drainage problems. The following plan framework outlines a specific set of actions to meet the city's drainage system needs. The estimated costs for the actions and improvement projects are as follows:

Table 6C: Drainage System Improvement Plan Projects: 2023 - 2033

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2025	2026-2028	2030-2033			
Goal 6.1 *Develop a city-wide drainage system that prevents flooding of private property*						
Phase 1: Obtain funding to maintain roadside ditches and install approximately 80 LF of 36" in RCP culvert under Oak Forest and Inwood Road. Project includes culvert pipe, headwall, road repair, administration, and Engineering & Survey services.	X			City	$152,000	ARP
Phase 2: Obtain funding to replace existing damaged and blocked 4x36" CMP culvert with 4x36" RCP under Renfaire Road. Project includes pavement repair, headwalls, administration, and Engineering & Survey services.		X		City	$167,000	ARP
Phase 3: Obtain funding to replace the existing 3x24" culvert and construct approximately 2000 LF of 36" RCP storm sewer along Oakwood and 1,000 LF of 36" RCP storm sewer from the end of Largent St. to drain to the creek. Project includes driveway and pavement repair, headwalls, administration, and Engineering & Survey services.			X		$720,000	TxCDBG; GEN USDA; TWDB loan;

Goals & Objectives	Activity Year(s) 2023-2025	2026-2028	2030-2033	Lead Organization	Cost Estimate	Funding Sources
Adopt a basic street and drainage construction manual/ordinance specifying required width and depth of drainage channels and diameter of culverts for use by current and future city staff and contractors hired to construct improvements		X		City	$2,000 (Legal, Engineers)	TxCDBG; USDA
Goal 6.2 *Respond quickly and efficiently to flood events and pursue strategies to reduce the impact of flooding on the community*						
Disseminate and inform residents of emergency procedures in the event of a major/extreme flood	X	X	X	City	Variable	GEN
Coordinate with regional partners to develop a Disaster Preparedness Response Plan for major/extreme flood events	X	X	X	City; County; COG	Variable	GEN
Adopt and enforce land-use policies that support flood damage and disaster prevention (*See Chapter 4: Land Use Study)*	X	X	X	City	See chapter	See chapter

Source: **ARP** = American Rescue Plan funds; **GEN** = Municipal fund; **TWDB**=Texas Water Development Board Flood Protection Planning; **TxCDBG**=Texas Community Development Block Grant program if area is involved in project where street/curb and gutter repair is required; **USDA**=USDA Rural Development

*Notes on Estimates: * Negotiate a cost-sharing agreement that provides equipment, labor, and materials for drainage maintenance. ** Refer to NFIP information concerning available funding through the program.*

6.6 Appendix 7A: National Flood Insurance Program

The following describes regulations set by FEMA with which NFIP members must comply. The text derives primarily from NFIP Legislation and Regulation Guidance Documents (sections 59-61, available at http://www.fema.gov/guidance-documents-other-published-resources)

Federal "100-year" Standard: The NFIP has used a comprehensive study by a group of experts to advise the agency as to the best standard to be used as the basis for risk assessment, insurance rating, and floodplain management for the Program. After extensive study and coordination with Federal and State agencies, this group recommended the one-percent-annual-chance flood (also referred to as the 100-year or "Base Flood") be used as the standard for the NFIP. The -percent-annual-chance flood was chosen on the basis that it provides a higher level of protection while not imposing overly stringent requirements or the burden of excessive costs on property owners. The one-percent-annual-chance flood (or 100-year flood) represents a magnitude and frequency that has a statistical probability of being equaled or exceeded in any given year, or, stated alternatively, the 100-year flood has a 26 percent (or one-in-four) chance of occurring over the life of a 30-year mortgage. The regulatory flood plains cover areas that would most likely be inundated by the largest storm events that typically occur in the area. While these storm events are referred to as 100-year or 500-year events, the designation actually refers to the probability of a storm of that particular magnitude occurring in any given year. As mentioned before, the "100-year" storm has a 1% chance of occurring in any given year, and the "500-year" storm has a 0.2 percent chance of occurring in any given year.

Identifying and Mapping Flood-Prone Areas: Under the NFIP, Flood Hazard Boundary Maps (FHBMs), which delineated the boundaries of the community's Special Flood Hazard Areas (SFHAs), have been prepared using approximate methods prior to completion of a community's Flood Insurance Study (FIS), These methods identify on an approximate basis a one-percent-annual-chance floodplain, but do not include the determination of Base Flood Elevations (BFEs) (100-year flood elevations), flood depths, or floodways. The Flood Hazard Boundary Map is intended to assist communities that do not have current FIRMs in managing floodplain development, and to assist insurance agents and property owners in identifying those areas where the purchase of flood insurance was advisable.

FISs that use detailed hydrologic and hydraulic analyses to develop BFEs and designate floodways and risk zones for developed areas of the floodplain have been subsequently produced for most NFIP communities. Once more detailed risk data was provided to communities, the community could then enter the Regular Program whereby the community is required to adopt more comprehensive floodplain management requirements and owners of structures could purchase higher amounts of insurance.

An FIS usually generates the following flood hazard information:

- BFEs are presented as either water-surface elevations or average depths of flow above the ground surface. These elevations and depths are usually referenced to either the National Geodetic Vertical Datum of 1929 (NGVD29) or the North American Vertical Datum of 1988 (NAVD88).
- Water-surface elevations for the 10-year (10-percent-annual-chance), 50-year (2-percent-annual-chance), 100-year (1-percent-annual-chance), and 500-year (0.2-percent-annual-chance) floods.
- Boundaries of the regulatory 100-year floodway. The regulatory floodway is defined as the channel of a stream plus any adjacent floodplain areas that must be kept free of encroachment so that the entire Base Flood (100-year flood) discharge can be conveyed with no greater than a 1.0-foot increase in the BFE.
- The boundaries of the 100- and 500-year floodplains. The 100-year floodplain is referred to as the Special Flood Hazard Area (SFHA).

Floodplain Management: The Congressional Acts that created the NFIP prohibit the Federal Emergency Management Agency (FEMA) from providing flood insurance to property owners unless the community adopts and enforces floodplain management criteria established under the authority of Section 1361(c) of the Act. These criteria are established in the NFIP regulations at 44 CFR §60.3. The community must adopt a floodplain management ordinance that meets or exceeds the minimum NFIP criteria. Under the NFIP, "community" is defined as:

"any State, or area or political subdivision thereof, or any Indian tribe or authorized tribal organization, or Alaska Native village or authorized native organization, which has authority to adopt and enforce floodplain management regulations for the areas within its jurisdiction."

The power to regulate development in the floodplain, including requiring and approving permits, inspecting property, and citing violations, is granted to communities under a State's police powers. FEMA has no direct involvement in the administration of local floodplain management ordinances.

Minimum NFIP Floodplain Management Requirements: Under the NFIP, the minimum floodplain management requirements that a community must adopt depend on the type of flood risk data (detailed FIS and FIRMs with BFEs or approximate A Zones and V Zones without BFEs) that the community has been provided by FEMA. Under the NFIP regulations, participating NFIP communities are required to regulate all development in SFHAs. "Development" is defined as:

"Any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations or storage of equipment or materials."

Before a property owner can undertake any development in the SFHA, a permit must be obtained from the community. The community is responsible for reviewing the proposed development to ensure that it complies with the community's floodplain management ordinance. Communities are also required to review proposed development in SFHAs to ensure that all necessary permits have been received from those governmental agencies from which approval is required by Federal or State law, such as 404 wetland permits from the Army Corps of Engineers or permits under the Endangered Species Act.

Under the NFIP, communities must review subdivision proposals and other proposed new development, including manufactured home parks or subdivisions to ensure that these development proposals are reasonably safe from flooding and that utilities and facilities servicing these subdivisions or other development are constructed to minimize or eliminate flood damage.

In general, the NFIP minimum floodplain management regulations require that new construction or substantially improved or substantially damaged existing buildings in A Zones must have their lowest floor (including basement) elevated to or above the Base Flood Elevation (BFE). Non-residential structures in A Zones can be either elevated or dry-floodproofed. In V Zones, the building must be elevated on piles and columns and the bottom of the lowest horizontal structural member of the lowest floor of all new construction or substantially improved existing buildings must be elevated to or above the BFE. The minimum floodplain management requirements are further described below:

- For all new and substantially improved buildings in A Zones:
- All new construction and substantial improvements of residential buildings must have the lowest floor (including basement) elevated to or above the BFE.
- All new construction and substantial improvements of non-residential buildings must either have the lowest floor (including basement) elevated to or above the BFE or dry-floodproofed to the BFE. Dry floodproofing means that the building must be designed and constructed to be watertight, substantially impermeable to floodwaters.
- Buildings can be elevated to or above the BFE using fill, or they can be elevated on extended foundation walls or other enclosure walls, on piles, or on columns.
- Because extended foundation or other enclosure walls will be exposed to flood forces, they must be designed and constructed to withstand hydrostatic pressure otherwise the walls can fail and the building can be damaged. The NFIP regulations require that foundation and enclosure walls that are subject to the 100-year flood be constructed with flood-resistant materials and contain openings that will permit the automatic entry and exit of floodwaters. These openings allow floodwaters to reach equal levels on both sides of the walls and thereby lessen the potential for damage. Any enclosed area below the BFE can only be used for the parking of vehicles, building access, or storage.

In addition, to the above requirements, communities are required to select and adopt a regulatory floodway in riverine A Zones. The area chosen for the regulatory floodway must be designed to carry the waters of the one-percent-annual-chance flood without increasing the water surface elevation of that flood more than one foot at any point. Once the floodway is designated, the community must prohibit development within that floodway which would cause any increase in flood heights. The floodway generally includes the river channel and adjacent floodplain areas that often contain forests and wetlands. This requirement has the effect of limiting development in the most hazardous and environmentally sensitive part of the floodplain.

Ordinance Adoption: Once FEMA provides a community with the flood hazard information upon which floodplain management regulations are based, the community is required to adopt a floodplain management ordinance that meets or exceeds the minimum NFIP requirements. FEMA can suspend communities from the Program for failure to adopt once the community is notified of being flood-prone or for failure to maintain a floodplain management ordinance that meets or exceeds the minimum requirements of the NFIP. The procedures for suspending a community from the Program for failure to adopt or maintain a floodplain management ordinance that meets or exceeds the minimum requirements of the NFIP are established in the NFIP regulations at 44 CFR §59.24(a) and (d).

Prior to filing an application for NFIP participation, the community would have to adopt a resolution stating it wishes to become an NFIP participant and designating a Floodplain Administrator. The 77th Legislature of the State of Texas amended Subchapter I, Chapter 16, Water Code, by adding Section 16.3145 to read as follows:

"The governing body of each city and county shall adopt ordinances or orders, as appropriate, necessary for the city or county to be eligible to participate in the National Flood Insurance Program....., not later than January 1, 2001".

Model ordinances and sample permit forms are available online at www.twdb.state.tx.us/wrpi/flood/nfip.htm. Flood prevention ordinances often require or encourage appropriate development in flood prone areas and/or set zoning standards for areas to restrict the use or density of floodplain development. They also vest a designated Flood Administrator with the responsibility of delineating areas of special flood hazard; providing information about inhabited floodplain areas; maintaining FEMA flood maps; and cooperating with federal, state and local officials and private firms in undertaking to study, survey, map and identify floodplain. The Administrator is also to assist with the development and implementation of floodplain management measures.

Community Rating System: The NFIP's Community Rating System (CRS) provides discounts on flood insurance premiums in those communities that establish floodplain management programs that go beyond NFIP minimum requirements. Under the CRS, communities receive credit for more restrictive regulations, acquisition, relocation, or floodproofing of flood-prone buildings, preservation of open space, and other measures that reduce flood damages or protect the natural resources and functions of floodplains.

Under the CRS, flood insurance premium rates are adjusted to reflect the reduced flood risk resulting from community activities that meet the three goals of the CRS:

1. Reduce flood losses, i.e.
    a. Protect public health and safety,
    b. Reduce damage to property,
    c. Prevent increases in flood damage from new construction,
    d. Reduce the risk of erosion damage, and
    e. Protect natural and beneficial floodplain functions;
2. Facilitate accurate insurance rating; and
3. Promote the awareness of flood insurance.

There are 10 CRS classes: Class 1 requires the most credit points and gives the largest premium reduction; Class 10 receives no premium reduction. CRS premium discounts on flood insurance range from five percent for Class 9 communities up to 45 percent for Class 1 communities. The CRS recognizes 18 creditable activities, organized under four categories: Public Information, Mapping and Regulations, Flood Damage Reduction, and Flood Preparedness.

For example, credits are provided for use of future conditions hydrology and more restrictive floodway standards, prohibiting fill in the floodway, and adopting compensatory storage regulations, innovative land development criteria, storm water management regulations, other higher regulatory standards, and local floodplain management plans. Credits are also provided in the CRS for preserving open space in their natural state and for low-density zoning and for acquiring and clearing buildings from the floodplain and returning the area to open space. The 2002 *CRS Coordinator's Manual* includes a new section, "Land Development Criteria," which specifically credits community land development regulations that limit development in the floodplain or provide incentives to limit floodplain development. Communities receive credits for adopting smart growth land development criteria and for creating open space through their land development process.

6.7 Appendix 7B: NFIP Community Rating System

The National Flood Insurance Program Community Rating System

Information from: http://training.fema.gov/EMIWeb/CRS/

The Community Rating System (CRS) is a part of the NFIP. The CRS reduces flood insurance premiums to reflect what a community does above and beyond the NFIP's minimum standards for floodplain regulation. The objective of the CRS is to reward communities for what they are doing, as well as to provide an incentive for new flood protection activities. The reduction in flood insurance premium rates is provided according to a community's CRS classification, as shown in the chart.

Community participation in the CRS is VOLUNTARY.

To apply for CRS participation, a community submits documentation that shows what it is doing and that its activities deserve at least 500 points. The documentation is attached to the appropriate worksheet pages in this CRS Application. The application is submitted to the ISO/CRS Specialist. The ISO/CRS Specialist is an employee of the Insurance Services Office, Inc. (ISO). ISO works on behalf of the Federal Emergency Management Agency (FEMA) and the insurance companies to review CRS applications, verify the communities' credit points, and perform program improvement tasks.

The 2017 CRS manual is included in the *Digital Appendix* and available at https://www.fema.gov/media-library/assets/documents/8768.

A Quick Check of a Community's Potential CRS Credit

a. Purpose

A minimum of 500 points is needed to receive a CRS classification of Class 9, which will reduce premium rates. This quick check provides some basic information for local officials to determine if their communities will have enough points to attain Class 9.

If a community does not qualify for at least 500 points, it may want to initiate some new activities in order to attain Class 9. For example, some of the public information activities can be implemented for a very low start-up cost. The quick check can identify where points can be earned for new activities.

b. Quick Check Instructions

The section numbering system is used throughout all CRS publications. Sections 300 through 600 describe the 18 creditable activities. Activity 310 (Elevation Certificates) is required of all CRS communities and Activity 510 (Floodplain Management Planning) is required of designated repetitive loss communities. The rest of the activities are optional. Only the elements most frequently applied for are listed.

If the activity is applicable, the average community score (which is in parentheses) should be entered in the blank to the left to provide a rough estimate of the community's initial credit points.

c. Minimum Requirements

Section 211 (Prerequisites): The community must be in the Regular Phase of the NFIP and be in full compliance with the minimum requirements of the NFIP. The application must include a letter from the Federal Emergency Management Agency (FEMA) Regional Office confirming that the community is meeting all of the latest NFIP requirements.

Activity 310 (Elevation Certificates): All CRS communities must maintain FEMA's elevation certificates for all new and substantially improved construction in the floodplain after the date of application for CRS classification.

Sections 501–503 (Repetitive Loss Areas): A community with properties that have received repeated flood insurance claim payments must map the areas affected. Communities with 10 or more such properties must prepare, adopt, and implement a plan to reduce damage in repetitive loss areas. The FEMA Regional Office can tell whether this applies to any given community.

d. Other Activities

If the activity is applicable, the average community score (which is in parentheses) should be entered in the blank at left to provide a rough estimate of the community's initial credit points.[50]

Public Information Activities (Series 300)

____ (38) 310 (Elevation Certificates) Maintain FEMA elevation certificates for all new construction. Maintaining them after the date of CRS application is a minimum requirement for any CRS credit.

____ (73) 320 (Map Information) Respond to inquiries to identify a property's FIRM zone and publicize this service.

____ (87) 330 (Outreach Projects) Send information about the flood hazard, flood insurance, and flood protection measures to flood-prone residents or all residents of the community.

____ (14) 340 (Hazard Disclosure) Real estate agents advise potential purchasers of flood-prone property about the flood hazard; or regulations require a notice of the flood hazard.

____ (38) 350 (Flood Protection Information) The public library maintains references on flood insurance and flood protection.

____ (55) 360 (Flood Protection Assistance) Give inquiring property owners technical advice on protecting their buildings from flooding, and publicize this service.

____ (39) 370 (Flood Insurance Promotion) Assess current flood insurance coverage; develop and implement a plan to improve coverage; and provide technical advice to property owners about flood insurance.

Mapping and Regulatory Activities (Series 400)

[50] Figures are based on communities that have received verified credit under the 2013 CRS Coordinator's manual, as of October 2016. The Maximum points available are based on the 2013 *Coordinator's Manual.* Growth adjustments are not included.

____ (509) 420 (Open Space Preservation) Guarantee that a portion of currently vacant floodplain will be kept free from development.

____ (270) 430 (Higher Regulatory Standards) Require freeboard; require soil tests or engineered foundations; require compensatory storage; zone the floodplain for minimum lot sizes of 1 acre or larger; regulate to protect sand dunes; or have regulations tailored to protect critical facilities or areas subject to special flood hazards (e.g., alluvial fans, ice jams, or subsidence).

____ (115) 440 (Flood Data Maintenance) Keep flood and property data on computer records; use better base maps; or maintain elevation reference marks.

____ (132) 450 (Storm water Management) Regulate new development throughout the watershed to ensure that post-development runoff is no worse than pre-development runoff

Flood Damage Reduction Activities (Series 500)

____ (175) 510 (Floodplain Management Planning) Prepare, adopt, implement, and update a comprehensive plan using a standard planning process.

____ (195) 520 (Acquisition and Relocation) Acquire and/or relocate flood-prone buildings so that they are out of the floodplain.

____ (73) 530 (Flood Protection) Document floodproofed or elevated pre-FIRM buildings.

____ (218) 540 (Drainage System Maintenance) Conduct periodic inspections of all channels and retention basins and perform maintenance as needed.

Warning and Response (Series 600)

____ (254) 610 (Flood Warning and Response) Provide early flood warnings to the public and have a detailed flood response plan keyed to flood crest predictions.

____ (157) 620 (Levee Safety) Maintain levees that are not credited with providing base flood protection.

____ (35) 630 (Dam Safety) All communities in a State with an approved dam safety program receive credit.

____ **TOTAL ESTIMATED POINTS FOR THE COMMUNITY**

7 STREET SYSTEM STUDY

Streets are in some ways the most difficult capital improvement to budget for because they are expensive, not usually related to imminent health and safety concerns, and not often fundable through grants. This study assesses existing street conditions and makes recommendations for the timing and funding of needed improvements.

As in many small towns and cities in Texas, street conditions present a major challenge for Todd Mission.

The City of Todd Mission is responsible for maintaining approximately ¼ (23%) of the road network within the city limits and extraterritorial jurisdiction. Most of the City-maintained roadway is paved (79%) and just under 40% of the City-maintained road network is in poor condition. This is the first road network study conducted for the City.

The City of Todd Mission does not have an established street maintenance schedule. Maintenance and repair projects occur as needed and as funds allow through an interlocal agreement with Grimes County. Under the agreement, Todd Mission is responsible for the cost of project materials and supplies and Grimes County provides the necessary labor and equipment.

A regular and strategic street maintenance schedule is key to avoiding extensive street deterioration and costly repairs. Delayed maintenance decreases the surface life of paved roads. Routine maintenance extends the life of streets, delays higher cost improvements, and can save a city money in the long run.

Regular drainage infrastructure maintenance like debris clearing and erosion control are also essential to keeping Todd Missions' streets in good condition by preventing water pooling and damage to both paved and unpaved streets (see *Chapter 6: Storm Drainage*).

7.1 Street System Inventory

In January 2023, the existing street system was surveyed, and the following information collected:

- Dimensions, both width and right-of-way
- Surface material (e.g., asphalt, caliche, or gravel/dirt)
- Surface condition rating, according to the following classifications:

CHARACTERISTICS	CONDITION		
	Good	Fair	Poor
Surface Cracks *(width)*	Few	Less than ½-inch	Greater than ½-inch
Potholes *(diameter or depth)*	Few	Less than 2 inches	2 inches or more
Edge Deterioration	Limited	Less than 1 inch	1 inch or more

- Location of existing curbs and gutters or similar drainage (all drainage structures identified in *Chapter 6: Storm Drainage System Study)*

The survey included streets within both the Todd Mission city limits and the extraterritorial jurisdiction (ETJ).

Figure 7A: Good Condition

Figure 7B: Fair Condition

Figure 7C: Poor Condition

Table 7A and Table 7B (next page) inventory survey findings. Both tables describe the street system according to street type (paved, unpaved), material (asphalt, gravel, etc.), and condition (good, fair, poor).

Table 7A inventories all public streets in the Todd Mission city limits and ETJ.

Table 7A: Street Inventory (All)

Type, Material, & Condition	LF	Miles	%	
Paved	*126,473*	*24.1*	*84%*	
Asphalt	*86,027*	*16.3*		
Good	57,917	11.0	67%	*67%*
Fair	18,313	3.5	21%	
Poor	9,797	1.9	11%	
Concrete	*41,446*	*7.8*		
Good	41,446	7.8	100%	
Fair	0	0.0	0%	*33%*
Poor	0	0.0	0%	
Unpaved	*24,866*	*4.7*	*17%*	
Gravel	*18,094*	*3.4*		
Good	415	0.1	2%	*73%*
Fair	16,782	3.2	93%	
Poor	898	3.1	5%	
Dirt	*6,771*	*1.3*		
Good	0	0.0	0%	*27%*
Fair	0	0.0	0%	
Poor	6,771	1.3	100%	
All Streets	**152,339**	**28.9**	**100%**	
Good	**99,779**	**18.9**	**65.50%**	
Fair	**35,095**	**6.6**	**23.04%**	
Poor	**17,466**	**3.3**	**11.46%**	

Source: GrantWorks 2023 Fieldwork

Table 7B inventories all City-maintained streets. The City of Todd Mission maintains approximately ¼ of the road network (23% or approximately 6.9 miles). Most of the City-maintained road network is paved (79% or approximately 5.5 miles). Unpaved roads are primarily dirt.

Table 7B: Street Inventory (City-Maintained Streets)

Type, Material, & Condition	LF	Miles	%	
Paved	*28,935*	*5.5*	*79%*	
Asphalt	*28,935*	*5.5*		*100%*
Good	8,642	1.6	30%	
Fair	13,428	2.5	46%	
Poor	6,865	1.3	24%	
Unpaved	**7,583**	*1.4*	*21%*	
Gravel	*1,852*	*0.4*		*24%*
Good	0	0.0	0%	
Fair	954	0.2	52%	
Poor	897.82	0.2	48%	
Dirt	*5,732*	*1.1*		*76%*
Good	0	0.0	0%	
Fair	0	0.0	0%	
Poor	5,732	1.1	100%	
All Streets	**36,518**	**6.9**	**100%**	
Good	**8,642**	**1.6**	**24%**	
Fair	**14,382**	**2.7**	**39%**	
Poor	**13,494**	**2.6**	**37%**	

Source: GrantWorks 2023 Fieldwork

Map 7A: Existing Street Conditions illustrates the survey findings for spatial analysis and includes street location, condition, right-of-way, and width.

Map 7A also shows unbuilt right-of-way.

7.2 Street System Analysis

Based on the survey findings outlined in *Section 7.1*, the street system analysis determines system adequacy to meet existing and forecasted needs, and recommends improvements concerning traffic flow and street conditions as needed.

7.2.1 Street Condition

As in many small towns and cities in Texas, road conditions and maintenance present a major challenge in Todd Mission.

Most City-maintained streets are in substandard condition (76% or 5.3 miles). Nearly ½ of substandard streets, or approximately 2.6 miles, are in poor condition (see *Table 7C).* Most substandard streets are paved (73% or 3.8 miles). Without proper maintenance, these streets will further deteriorate over the planning period.

Table 7C: Street Condition (City-Maintained Streets)

Condition & Material	LF	Miles	%	
GOOD	*8,642*	*1.6*		
Paved (Asphalt/Concrete)	8,642	1.6	100%	**24%**
Unpaved (Gravel/Dirt)	0	0.0	0%	
FAIR	*14,382*	*2.7*		
Paved (Asphalt/Concrete)	13,428	2.5	93%	**39%**
Unpaved (Gravel/Dirt)	954	0.2	7%	
POOR	*13,494*	*2.6*		
Paved (Asphalt/Concrete)	6,865	1.3	51%	**37%**
Unpaved (Gravel/Dirt)	6,629	1.3	49%	
All Streets	**36,518**	**6.9**		**100%**

Source: GrantWorks 2023 Fieldwork

7.2.2 Street Repair

Four standard street repair options are available to improve and maintain asphalt street conditions in Todd Mission:

Point Repairs *(Annual, Ongoing)*

Point repairs - like treating potholes and roadway hazards - are completed by excavating failed pavements sections to the back course and back filling with cold mix asphalt, which is then compacted to the existing grade. Surface sealant is optional.

Seal Coat / Chip Seal *(Ideally every 3-to-5 years)*

Seal coating maintains streets and prevents costlier repairs. Seal coats are completed by applying asphalt cement which is then covered with pre-coated aggregate at about 1 yd^3 of aggregate per 90 yd^2. Chip seal coating costs approximately **$4.36 per yd^2,** based on recent engineering estimates. There are several different types of materials used for seal coating. One of the most popular materials, coal-tar sealcoat, is a widely recognized source of polycyclic aromatic hydrocarbons (PAHs). The USGS provides facts and research about *PAHs and Coal-Tar-Based Pavement Sealcoat* on their website, at: http://tx.usgs.gov/sealcoat.html.

Overlay *(Every 10-to-20 years)*

Overlay completely replaces the surface material of a street to address pavement deterioration and extend street life; overlay frequency depends on traffic load and environmental conditions. Depending on the severity of wear, approximately 1" of surface is milled off the existing street to level depressions in the pavement. The remaining surface material is overlaid with a minimum of 1.5"-to-2" of hot mix asphaltic concrete (HMAC) or hot mix/cold laid asphaltic concrete, followed by a surface treatment (two-course). Two-course overlay increases pavement life and requires additional milling. Overlay projects cost approximately **$12.68 per yd^2,** based on recent engineering estimates, and depending on selected processes.

Reclaim/Reconstruct *(As needed in cases of extensive deterioration)*

Street reconstruction involves removing the existing base to a minimum depth of 6"; creating a roadway base of emulsified asphalt mixed with recycled asphalt; and creating a bearing surface by applying two-course of asphalt cement. Base is proof-rolled at each course. Surface sealant is optional. Streets receiving the reclamation treatment will last 12-to-20 years, depending on the traffic load and environmental conditions. Reconstruction projects cost approximately **$55.29 per yd^2,** based on recent engineering estimates. The cost of this method also approximates costs for paving a gravel road.

Before seal coat, overlay, or reconstruct activities, an engineer should assess road condition and needed kind of construction. Road base condition cannot always be accurately determined by driving condition and **choosing the wrong construction type will increase costs over time.**

While paved roads provide a higher quality surface, the costs of constructing and maintaining an entirely paved local road network may not be economically feasible. The Federal Highway Administration's Gravel Roads Construction and Maintenance Guide provides an excellent resource for gravel road maintenance and rehabilitation.[51]

Street repairs should also always occur in conjunction with or shortly following water, sewer, and other underground utility line projects to avoid duplicating efforts. When street repairs are not consciously phased with line projects, it is not uncommon for a street to be paved, torn up for line replacement, and then repaved within the space of five years.

7.2.3 Street Maintenance Costs

In addition to maintenance policies, street network and construction design decisions impact maintenance costs over time. Communities often overlook the long-term cost implications of design decisions because initial construction costs are usually paid by the developer and new residents. However, these early design decisions can have significant consequences for maintenance and reconstruction costs which, unlike the initial construction costs, are typically paid for by the whole community through taxes. When considering policies that set standards for street design and maintenance, the City should consider the costs and benefits of each criterion.

Street Network Design

Street network layout and connectivity impact maintenance costs. For example, a high number of dead-end streets – as shown in the cul-de-sac networks in *Figure 7D* will increase congestion and speed road deterioration. Grid-based networks facilitate ease of access and movement, but also require a greater dedication of land for streets and, as a result, higher maintenance costs. Curvilinear loop networks offer an option for maintaining connectivity while reducing the land area required for streets (*see Figure 7D*).

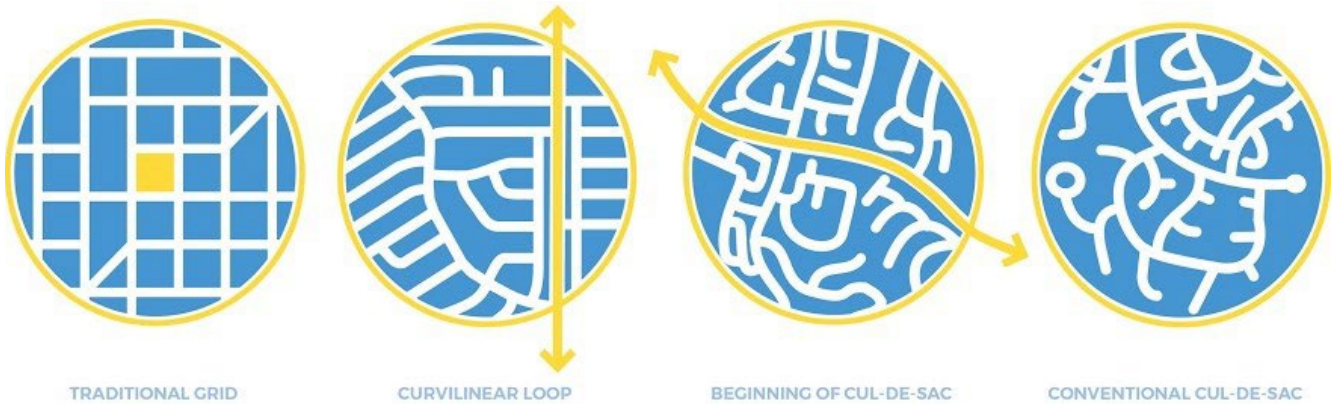


Figure 7D : Street Network Examples[52]

[51] https://www.fhwa.dot.gov/construction/pubs/ots15002.pdf
[52] *Source: https://www.cnu.org/our-projects/street-networks/street-networks-101*

Figure 7E shows the street footprint in central Todd Mission. The city's street system layout has been determined primarily by the location of Tx-DOT-maintained and County-maintained roads like FM 1774 (shown in red) and CR 302 (shown in yellow).

FM 1774 runs north-south dividing the city in half, with the Texas Renaissance Festival Grounds on the west side and most residential houses and public streets on the east side. On the east side local streets extend from FM 1774 to form general curvilinear loops. However, limited interconnections between local streets (particularly north-south) require residents to travel on a thoroughfare (FM 1774) to access other areas of the city.

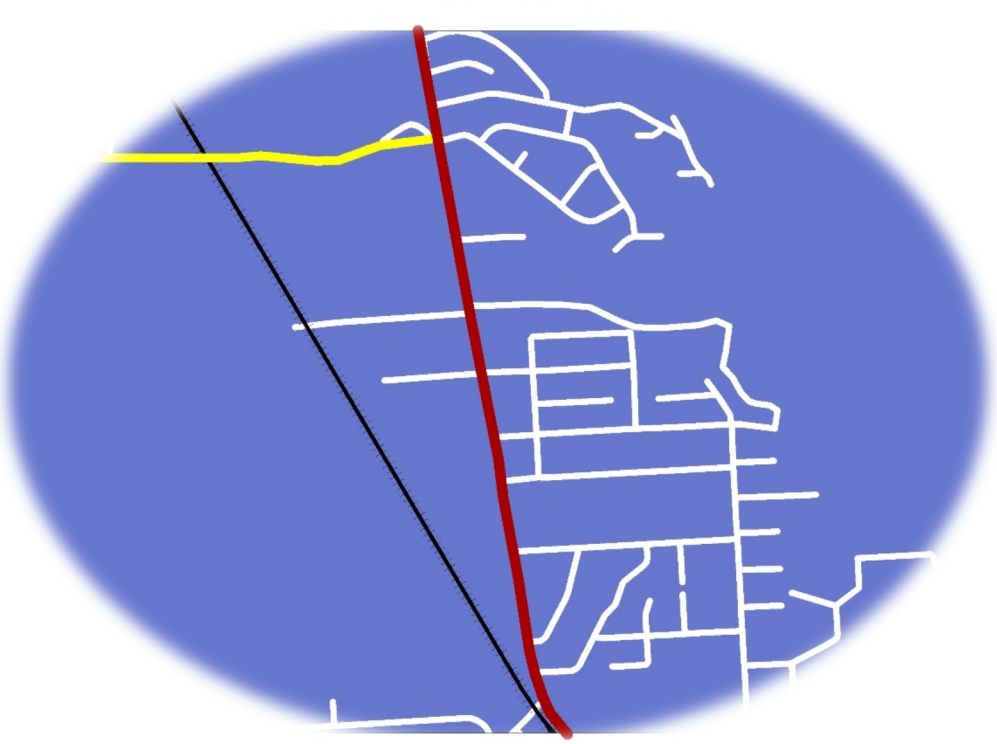


Figure 7E: Todd Mission Street Footprint

Require Connectivity

The City of Todd Mission should take actions to ensure connectivity between existing streets and future developments.

Cul-de-sacs may be appropriate where topography limits through-streets. However, if new development does not incorporate connections with existing local streets, the high number of dead ends will create otherwise-avoidable additional financial and administrative burdens.

Street layout and connectivity requirements are usually established in a subdivision ordinance, although they can also be controlled through zoning or through a construction manual. *Chapter 10 Zoning and Chapter 11 Subdivision provide updated/recommended ordinances with standards intended to improve*

street network connectivity.

Make Strategic Decisions About Unbuilt Right-of-Way

Strategic decisions about unbuilt right-of-way can also support connected and efficient future street development. Often, cities have sections of right-of-way that were dedicated when the land was platted but streets were never constructed. This commonly occurs because (a) the developments were never completely built out or (b) topographic barriers made construction of the streets impractical.

Making strategic decisions about whether to maintain or abandon unbuilt right-of-way can support future connectivity and avoid unnecessary general maintenance expenditure (such as mowing). For example, it may not be worthwhile to keep sections of unbuilt right-of-way that have already been occupied by residential yards or structures, or that are considered a poor location for development because of existing streams or swampy soil. **In general law cities, an abutting street may not be closed or vacated without consent of the adjoining property owners.**

Figure 7F (next page) illustrates recommendations for which sections of unbuilt right-of-way in and around Todd Mission should be maintained to enable connections with future development (orange) and which sections should be abandoned (red).

Share the Road

The City of Todd Mission can further improve connectivity by investing in non-motorized connections, like sidewalks, paths, trails, bike lanes, etc. Biking and walking are not just for dense, urban areas. Active transportation has many benefits for rural Americans, and data shows that rural Americans are not just interested in walking and biking, they are already doing it at higher rates than previously believed. [53] In fact, walking is the most popular activity identified by survey respondents, and sidewalks are in the top five desired new recreational facilities. See *Chapter 8 Recreation & Open Space* for a detailed summary of survey findings.

Investing in active transportation infrastructure like bike facilities, sidewalks, and trails can mitigate traffic congestion and improve community safety, health, and happiness. Safe and comfortable pedestrian and bike facilities encourage those who might otherwise feel unsafe or intimidated to explore the city outside of their vehicle. Active transportation projects are also much less expensive to construct and offer less expensive transportation options for users. Transportation is the second-largest expenditure for American families (after housing) (National Complete Streets Coalition, 2018).

[53] U.S. DOT 2009 Omnibus Household Survey

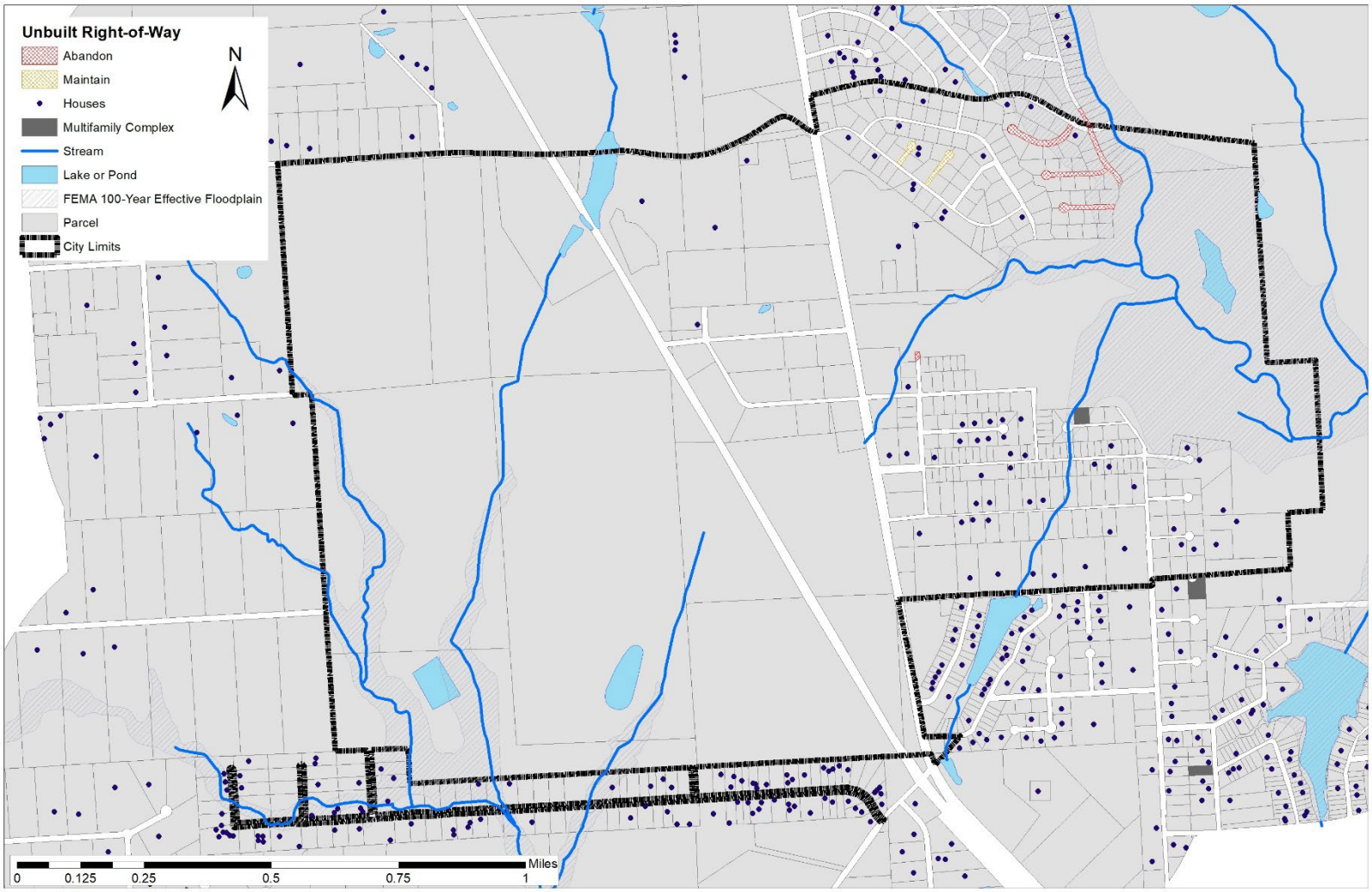


Figure 7F: Unbuilt Right-of-Way

Coordinate Transportation &Land Use Goals

Coordination between transportation goals and land-use goals is essential. **Land-use patterns have a significant impact not only on connectivity, but also ease of movement (*mobility*) and quality of travel (*accessibility)***. As *Figure 7H* illustrates, the typical suburban housing development design has limited connectivity. This 'lollipop' street network layout is less efficient in terms of both mobility and accessibility, especially for residents on foot. A one-minute walk becomes a 10-minute walk or, without the infrastructure to support non-motorized travel such as sidewalks or bike lines, travelers may only feel safe driving. Similarly, a neighborhood with high connectivity but no attractions to meet residents' needs, such as schools, parks, or nearby businesses, will result in more vehicle trips, more traffic, and reduced accessibility and mobility.

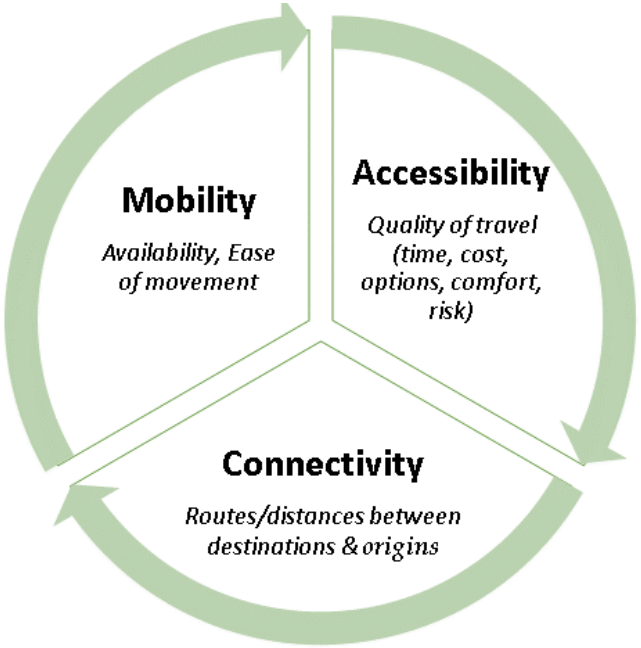


Figure 7G: Key Transportation Considerations

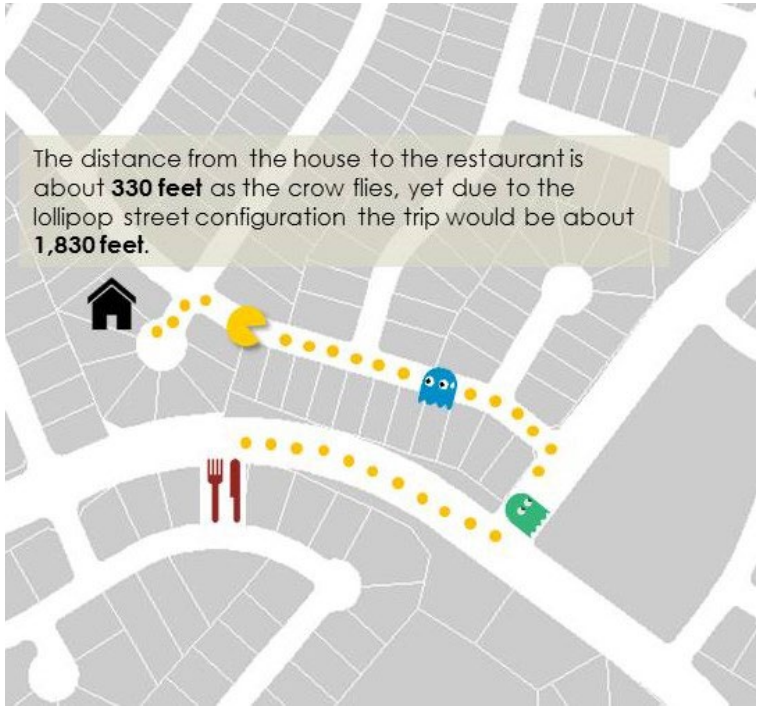


Figure 7H: Land Use Impacts Transportation

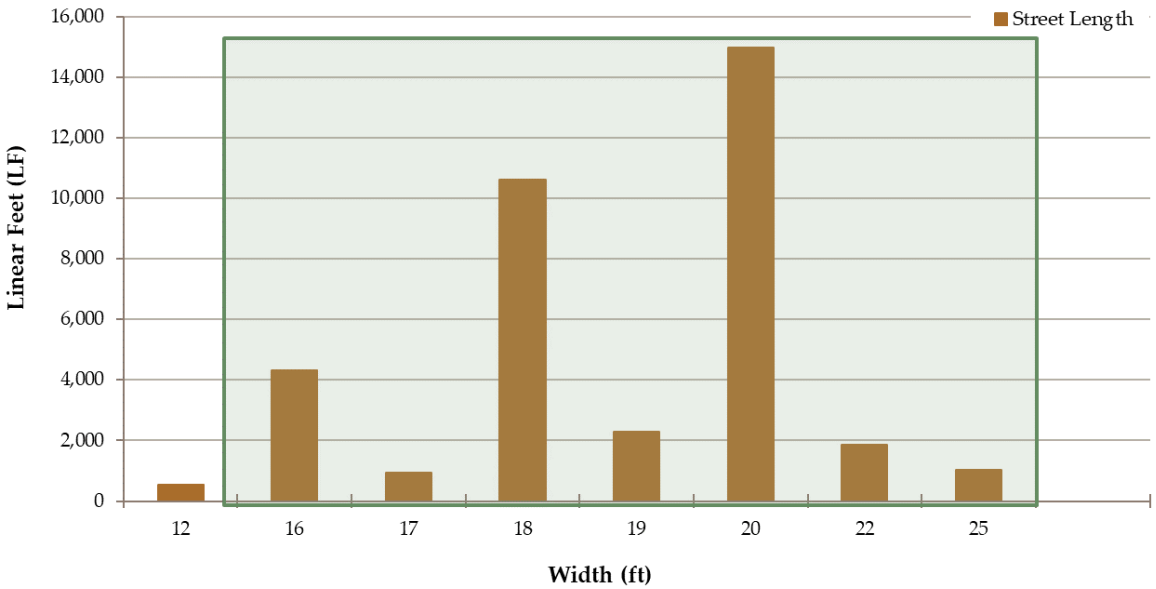
Street & Lane Width

Street width can have important implications not only for maintenance costs but also for public safety. "The wider the better" is often an accepted standard for street width, and subdivision ordinances frequently reflect that sentiment. However**, in general, streets should be built to a minimum of 14 feet and a maximum of 25 feet.** Widths below 14 feet can limit automobiles' ability to easily pass each other. As roads exceed 25 feet in width, problems related to speeding, on-street parking (which can be a hazard to children in residential areas), heat-island effects, and maintenance of street and drainage systems increase. Wider roads should be used in high-traffic areas, including dense residential neighborhoods.

Lane widths present a similar issue. The American Association of State Highway and Transportation Officials (AASHTO) manual states that lane widths for rural and urban arterials may vary from 10-to-12-feet. Common practice builds to 12 feet and assumes that narrower lane widths are less safe. However, there is ample research that proposes the exact opposite – that **narrower lane widths are not correlated with higher crash rates and may even be associated with lower crash rates by helping to reduce speeding.** Cities around the country are finding that when an existing road is redesigned for 10- or 11-foot lanes there is enough left-over space to include on-street bike facilities.

Chart 7A shows the number of linear feet of roadway at each road width measured in the field survey. As the chart demonstrates, approximately 84% of the City-maintained road network is within the recommended road width range of 14-to-25 feet (shown as green square). Todd Mission does not maintain any streets greater than the recommended range (see Map *7A: Existing Street Conditions*).

Chart 7A: Street Width Distribution, City-maintained Streets



Maintenance Policies

A regular and strategic street maintenance schedule is key to avoiding extensive street deterioration and costly repairs.

Delayed maintenance decreases the surface life of paved roads. A delayed maintenance schedule only addresses roads that have fallen into fair-to-poor condition. Because of surface and road base deterioration, cheaper maintenance options will only have a temporary effect on roads in fair-to-poor condition.

In contrast, routine maintenance extends the life of streets, delays higher cost improvements, and can save a city money in the long run. An ideal maintenance schedule addresses road deterioration as it occurs so that roads never fall below "fair" condition. Roads receive annual pothole and crack sealing, a seal coat every 8-to-10-years, some overlay every 20 years, and reconstruction every 30 years. Seal coat and overlay repairs extend the life of the road and forestall more expensive maintenance. *Figure 7I* illustrates how the use of preventative maintenance treatments can defer the need for rehabilitation.

The City of Todd Mission does not have an established street maintenance schedule. The City has an interlocal agreement with Grimes County for the maintenance of roads. The City is responsible for the cost of materials, and supplies used in the improvement, maintenance, or repair of streets within the corporate limits of the city while the County is responsible for the labor and equipment used on performing maintenance activities.

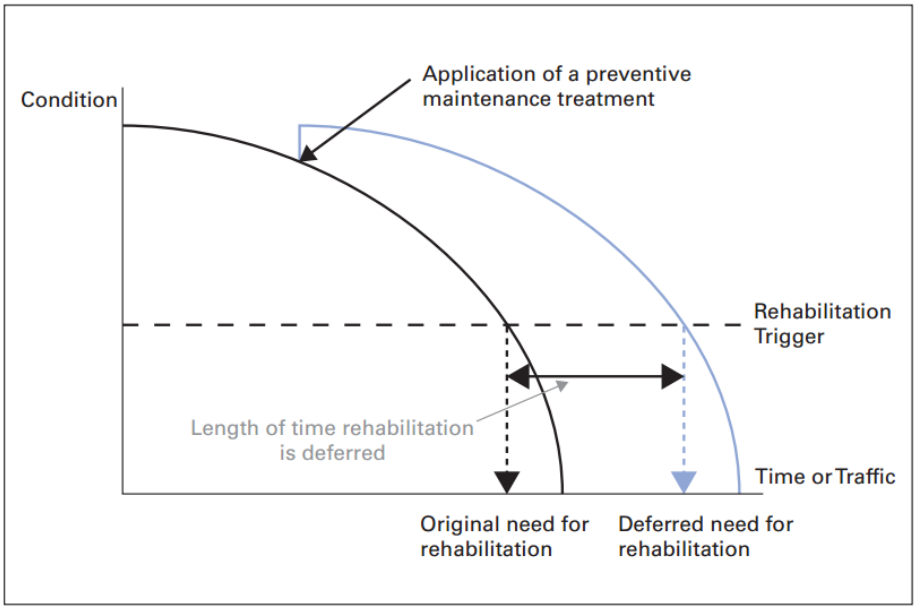


Figure 7I: Preventative Maintenance Treatments Slow the Rate of Pavement Deterioration[54]

[54] *Source: Federal Highway Administration Pavement Preservation Compendium II http://www.fhwa.dot.gov/pavement/preservation/ppc06.pdf*

Table 7D indicates costs for ideal road maintenance program in Todd Mission based on the percentage of asphalt streets currently maintained by the City of Todd Mission and street repairs pricing from the Texas Department of Transportation (TxDOT) for the area. As the table demonstrates, an ideal road maintenance program for currently paved roads would cost approximately $77,881 per year. The table also shows that widening City-maintained streets by only one foot raises the cost of an ideal maintenance program by approximately $3,445 per year. Currently, the City of Todd Mission budgets approximately $50,000 annually for street construction and maintenance.

Table 7D: City-wide Street Maintenance Costs

Repair Type	Repair Frequency	$ per square yard	Ideal Maintenance Schedule (**annual** price at existing average street width of 19 feet)	**Annual** price per each additional foot of road width*
Seal Coat (asphalt)	10 years (10% per year)	$4.36	$26,144	$1,404
Overlay (asphalt)	20 years (5% per year)	$12.68	$38,017	$2,041
Preventative Maintenance (e.g., potholes)	Annual, city-wide, as needed	N/A	$13,720	-
	Total		**$77,881**	**$3,445**

*Estimate in 2022 dollars using 2022 costs; does not include inflation, cost fluctuation, or other variables, and $/yard estimate is included to facilitate re-calculation using adjusted numbers.

Regular drainage infrastructure maintenance is also essential to keeping Todd Mission's streets in good condition by preventing water pooling and damage to both paved and unpaved streets. Without regular drainage maintenance, flooding can damage both unpaved and paved streets (such as stripping asphalt overlays) (see also *Chapter 6: Storm Drainage Study*). The City of Todd Mission does not have an established drainage maintenance schedule. Work like ditch or culvert cleanouts are completed as resources allow.

Future maintenance costs can be reduced by ensuring that new streets and roadside drainage facilities, which are generally maintained by the municipality after installation, are of standard quality. Substandard materials decrease the surface life of paved roads. Developers will sometimes attempt to cut construction costs by installing inferior quality materials and sub-standard design in towns and cities that do not have minimum design standards and/or that do not require regular inspection during construction by a licensed engineer. Adopting a public works construction manual and ensuring subdivision regulations include key standards like specific warranty and testing requirements for new street construction can prevent this situation. *Chapter 11 Subdivision provides an updated/recommended ordinance with recommended street and drainage requirements.*

7.2.4 Emergency Preparedness

Well-planned transportation systems should also consider movement of people in non-routine and less predictable circumstances, such as events that may require evacuation and emergency transportation.

The Texas Department of Transportation (TxDOT) designates specific routes for safe and timely evacuation of coastal areas in the event of a hurricane. TxDOT may use *contraflow* (reversal of inbound lanes to outbound lanes) or *evaculanes* (use of the road's shoulder) to facilitate evacuation along these regional routes. TxDOT's regional evacuation routes cover most of southern and eastern Texas planning for evacuation to the north and west as needed.

Todd Mission is located between two official evacuation routes, the closest being US 6. US 6 runs north to Waco while Interstate Highway 45 runs north to Dallas. Regional arterial, SH 105 provides a direct connection to both evacuation routes (see *Figure 8J, next page).*

The City of Todd Mission should consider developing local evacuation routes/procedures. The City should identify roads that (a) have numerous connections with local roads (providing key connections through and between neighborhoods, and/or (b) provide connections to major arterials and regional evacuation routes. Roads that meet these specifications, especially roads meeting both specifications, should be established as local evacuation routes and receive priority for traffic (re)direction, debris clearing, etc. in the event of an emergency.

Developing a local evacuation plan will also help the City identify potentially vulnerable areas, such as areas of the community that have only single street access. Residents in these areas may not be able to safely access an evacuation route if a tree or large debris blocks the road. The City of Todd Mission should invest in projects to improve connectivity to and within these areas. A well-connected street system can greatly facilitate the safe and rapid movement of people away from a threat, as well as the swift delivery of post-disaster assistance and supplies. *Section 7.2.3 – Street Network Layout (above)* discusses different approaches to street network connectivity and recommendations for existing unbuilt rights-of-way in Todd Mission.

The City of Todd Mission should also invest in preventative measures to reduce/avoid the impact of potential flooding on the city and the city's road network in the future. Over the planning period, the City should complete the storm drainage improvements identified in *Chapter 6: Storm Drainage Study* and pursue the flood damage prevention and alternative development land use policies and practices described in *Chapter 4: Land Use*).tea

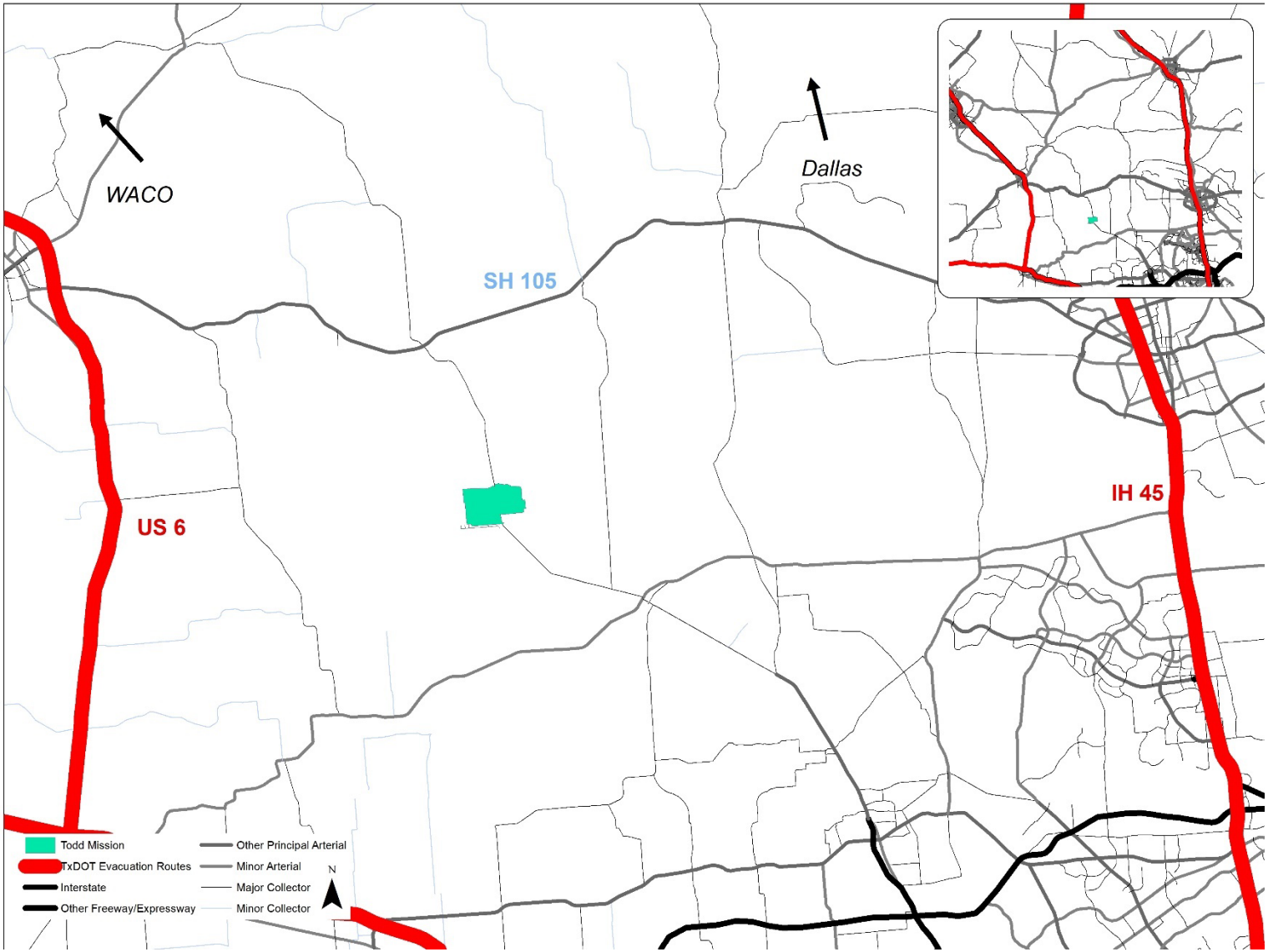


Figure 7J: Key Arterials for Regional Evacuation

7.2.5 Funding

One alternative to using a General Fund for street maintenance costs is a 4B Sales Tax. The 4B Sales Tax is a locally implemented program that allows municipalities to create economic development corporations that manage projects funded by local sales tax. The tax can fund a broad range of community improvement projects related to economic development and community improvement, and many Texas cities choose to dedicate revenues to street improvements. The 4B program is established by vote at the local level and requires the establishment of a development corporation to manage the funds. The tax is adopted as an additional increment of 0.125% on top of a city's existing sales tax.

A second alternative to using the General Fund for street maintenance costs is a Street Maintenance Tax. Like the 4B Sales Tax, the Street Maintenance Tax is established by vote. Unlike the 4B Sales Tax, the Street Maintenance Tax is capped at 0.25%, all revenues are dedicated to street maintenance, the tax must be re-established every four years, and no development corporation is required.

However, local sales taxes cannot exceed 2.0% (or 8.25% total sales tax).

The City of Todd Mission collects a 0.5% property tax relief tax in addition to the 1.0% local sales tax (for a total local sales tax of 1.5%). Therefore, Todd Mission has the option increase 4B funding or adopt a street maintenance tax to further fund street improvements.

7.3 Prioritized Problems

Problems with the City's street system are ranked and listed as follows:

1. Local streets in fair-to-poor condition need repaving or reconstruction
2. Todd Mission needs to pursue an ongoing maintenance program to limit long-term costs
3. Drainage challenges and aging/deteriorated/insufficient infrastructure contributes to substandard street conditions
4. Unbuilt right-of-way not intended for future construction should be vacated

7.4 Street System Improvement Projects

The section describes a series of proposed improvements to the existing street system. The improvement projects are presented as phased improvements that are suggested for implementation over the 10-year planning period encompassed by this comprehensive plan.

Table 7E: Implementation Plan (Section 7.5) elaborates the implementation plan for street improvements in Todd Mission over the next 10 years. The plan includes three construction phases:

- **Phase 1 (2023-2026):** Repair 4,686 LF of streets primarily in northern Todd Mission, an area that was severely affected by Hurricane Harvey. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Costs estimates assume paving of unpaved roads.
- **Phase 2 (2027-2030):** Repair 10,693 LF of streets primarily in central Todd Mission, and streets providing entrance to the Texas Renaissance Festival. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates assume paving of unpaved roads.
- **Phase 3 (2031-2033):** Repair remaining 20,234 LF of local streets. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.

Map 7B: Proposed Street Improvements illustrates the proposed construction phases.

The construction phasing reflects an effort to address streets in fair-to-poor condition by 2033 and to execute an ongoing system of street maintenance for local roads. **Street repairs should occur in conjunction with or shortly following line projects to avoid duplicate street construction/paving caused by damages from line projects**. Changes to water and wastewater project phasing (commonly due to funding availability and changes in project priorities) would result in changes to street project phasing.

For those streets that route traffic directly to highly traveled destinations, including schools, parks, central business districts, repair operations should include an overlay process for the sections of paved streets that can be salvaged and new pavements sections for those areas that currently do not have pavement.

For less highly traveled roads, seal coating may be sufficient.

Table 7E (Section 7.5) also includes estimated costs for each construction phase. Estimates are based on current costs of record for similar projects in the same geographical area of the state. Estimates are also based on the goals of paving gravel streets and repaving all roads in fair-to-poor condition, as well as the assumption that street widths will not change.

Table 7F (page 8-23) includes the costs of each type of construction and the linear feet and cubic yards for each street to facilitate cost estimate adjustments.

The proposed construction phases average approximately $104,844 per year. As with all planning documents, the costs are estimates only provided to inform staff and council members on approximate amounts required for city-wide street improvements. Exact prices cannot be known until specific proposals have been created and construction bids entered. Construction phases are also expected to be altered based on fund availability.

Although generally more cost-effective in the long term, the costs of increasing and maintaining a paved road network are not financially feasible for many smaller communities. **The City should develop paving priorities based on the frequency of use and connections between key destinations** such as schools, business centers, etc. In addition, the Federal Highway Administration's "Gravel Roads Constructions and Maintenance Guide" provides both information to help guide paving decisions and technical guidance for extending the longevity of unpaved roads (guide included in the *Digital Appendix)*.

7.5 Implementation Plan

The following table outlines a specific set of actions and improvement projects to achieve a functional street system that improves the quality of life in Todd Mission. The estimated costs for the actions and improvement projects are as follows:

Table 7E: Street Improvement Plan Projects: 2023 - 2033

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2030	2031-2033			
Goal 7.1 *Todd Mission has a safe, well-maintained, and functional community street system.*						
By 2023, establish a system for maintaining the street system on an overlapping, rotating basis by following a program of chip seal coating, overlay, and reclamation projects to keep paved surfaces in good condition.	X			City	N/A	N/A
Review and update subdivision ordinance to ensure appropriate minimum street design requirements and require developers to provided interconnectivity between new development and the existing street system	X			City	< $2,000 (legal)	GEN
Phase 1: Repair 4,686 LF of streets primarily in northern Todd Mission, an area that was severely affected by Hurricane Harvey. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Costs estimates do assume paving of unpaved roads.	X			City	$399,428 ($99,857/yr)	GEN
Phase 2: Repair 10,693 LF of streets primarily in central Todd Mission, and streets providing entrance to the Texas Renaissance Festival. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.		X		City	$325,686 ($108,562/yr)	GEN
Phase 3: Repair remaining 20,234 LF of local streets. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.			X	City	$318,340 ($106,113/yr)	GEN

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2030	2031-2033			
Annual seal coat ten (10) percent of paved City streets; annual overlay five (5) percent of paved City streets; and budget for preventative maintenance of paved City streets (based on 19-foot average width incorporated into the above construction phases).	X	X	X	City	$77,881/ year	GEN
Implement drainage projects in *Chapter 6: Storm Drainage System Study* to prevent ponding of water on roadways.	X	X	X	City	$1,039,000	ARP; TxCDBG; GEN; USDA; TWDB loan
Goal 7.2 *Todd Mission's street system supports safe and rapid movement of people in the event of an emergency.*						
Develop a local evacuation plan that establishes priority routes based on key connector streets	X			City	Staff	GEN
Disseminate and inform residents of regional emergency routes/procedures	X	X	X	City	Variable / Staff	GEN
Incorporate targeted projects to improve street network connectivity in capital improvement projects so residents have more options to access emergency routes	X	X	X	City	Variable	GEN

Source of Funds:* **GEN =** City of Todd Mission General Fund (GEN), including funds from any new tax; **ARP** = American Rescue Plan funds; **TWDB**=Texas Water Development Board Flood Protection Planning; **TxCDBG**=Texas Community Development Block Grant program if area is involved in project where street/curb and gutter repair is required; **USDA**=USDA Rural Development

Table 7F: Street Improvements by Construction Phase (Current Widths)

Street	From	To	Condition	Material	Linear Feet	Width (ft)	Square Yards	Cost ($)
PHASE 1: 2024 - 2027								
Creekbend Dr	All	All	Poor	Dirt	682	22	1668	$92,212.20
Denise Dr	All	All	Poor	Dirt	355	17	670	$37,052.92
Largent Dr	Doreen	Northeast past Denise	Poor	Dirt	1861	18	3722	$205,786.72
Largent Dr	Wildwood	West before Denise	Poor	Asphalt	743	18	1486	$18,847.50
Sunset Ct	All	All	Poor	Dirt	219	20	487	$26,931.24
Wildwood Dr	Creekbend	Largent	Poor	Asphalt	826	16	1468	$18,615.66
Phase 1 Subtotal					*4,686*		*9,501*	*$399,428.23*
PHASE 2: 2028 - 2030								
Chestnut Ct	All	All	Fair	Gravel	954	20	2120	$117,213.59
David Ct	All	All	Fair	Asphalt	480	16	854	$6,241.22
Deerwood Dr	FM 1774	East to Tex Ren Fairgrounds	Good	Asphalt	2073	20	4607	$20,086.98
Greenbriar Dr	FM 1774	East to Tex Ren Fairgrounds	Fair	Asphalt	1152	20	2559	$18,705.80
Greenway Dr	11187 Greenway	11340 Greenway	Poor	Asphalt	1101	20	2446	$31,020.56
Greenway Dr	11340 Greenway	Mill Creek Dr	Poor	Dirt	591	16	1051	$58,137.05
Greenway Dr	Sutton	West 1100ft	Poor	Asphalt	571	16	1016	$12,876.58
Greenway Dr	FM 1774	West to Sutton	Poor	Asphalt	464	20	1030	$13,065.42
Inwood Dr	All	All	Fair	Asphalt	3306	18	6613	$48,338.80
Phase 2 Subtotal					*10,693*		*22,296*	*$325,686.00*
PHASE 3: 2031 - 2033								
Brentwood Dr	All	All	Poor	Asphalt	1172	22	2865	$36,331.51
Briarwood Dr	Inwood	North 75ft	Good	Asphalt	75	18	151	$658.29
Briarwood Dr	75ft north of Inwood	Dead end	Good	Asphalt	1061	16	1886	$8,224.85
Festival Dr	All	All	Good	Asphalt	284	25	789	$3,441.53
Greenbriar Dr	FM 1774	Sutton	Good	Asphalt	555	18	1110	$4,837.87
Greenbriar Dr	Gravel/dirt portion of road	End of gravel/dirt portion of road	Poor	Dirt	377	16	670	$37,028.66

Street	From	To	Condition	Material	Linear Feet	Width (ft)	Square Yards	Cost ($)
Greenbriar Dr	Sutton	west to the beginning of gravel/dirt portion of road	Poor	Asphalt	429	18	858	$10,877.32
Greenbriar Dr	West of gravel/dirt portion of road	Mill Creek Dr	Poor	Asphalt	418	16	744	$9,430.31
Mill Creek Dr	Oak Forest	Greenway	Fair	Asphalt	900	18	1799	$13,150.69
Mill Creek Dr	Inwood	Dead End	Good	Asphalt	553	12	737	$3,215.28
Mill Creek Dr	Greenway	Inwood	Good	Asphalt	530	20	1179	$5,138.89
Nutall Ln	All	All	Fair	Asphalt	768	19	1622	$7,070.09
Renfaire Rd	All	All	Fair	Asphalt	6981	20	15514	$113,406.76
Shumard Ln	All	All	Fair	Asphalt	609	19	1286	$9,398.51
Sutton Pl	Brentwood	Inwood	Good	Asphalt	1174	18	2348	$10,235.97
Sutton Pl	Greenway	Inwood	Poor	Asphalt	450	18	901	$11,423.84
Wally Ln	All	All	Good	Asphalt	578	17	1092	$4,762.88
Wildwood Dr	All	All	Good	Asphalt	1730	20	3844	$16,761.30
Woodside Dr	All	All	Good	Asphalt	898	19	1895	$8,263.89
Woodway E	All	All	Good	Asphalt	690	14	1074	$4,681.45
					20,234		*42,364*	*$318,339.87*
TOTAL 2024-2033					**35,612**		**74,161**	**$1,043,454.10**

8 Recreation & Open Space Study

For many Texans, population growth and increased concentration in larger cities over the last 20 years has been accompanied by declining connection with nature and increased obesity-related health challenges. Many Texas communities are also confronted with increased vulnerability to and damage from natural disasters, particularly because of flooding.

The State of Texas recognizes the importance of continued support for popular outdoor sports; pedestrian connections, safety features and other amenities critical to local park use; and strategic construction of park land and open space features that will also reduce drainage infrastructure costs, support local economic development, and promote better health for Texas residents.[55]

Recreation areas play a key role in both individual and community health. Parks and recreation areas provide pleasant places for family reunions, friendly competition, exercise, and socializing. To encourage healthy living, every city and town is responsible for providing adequate parks and open space. Funding for these public uses is often limited, so park or public open space development and expansion require careful planning.

To adequately plan for the future, it is important to understand a community's historical background and characteristics of current residents. Demographic and cultural factors contribute to increased demand for parks and recreational facilities in many Texas towns and cities, including Todd Mission. Common factors include:

- increased life expectancy coupled with earlier retirement,
- the spread of competitive sporting programs across age groups (including the youngest and oldest), and
- increased understanding that a healthy diet and regular exercise are good for mental and physical well-being.

This Parks Master Plan includes analysis that is based on survey responses as well as on the cultural and economic characteristics of Todd Mission's residents. The Parks Master Plan also analyzes the lack of facilities currently available in Todd Mission.

[55] T*exas Outdoor Recreation Plan (2012)*

Todd Mission does not have public parks and fails to meet the recommended minimum Level of Service (LOS). As a result, ***residents do not have access to recreational opportunities that allow for quality leisure time pursuits or activities which lead to a healthy lifestyle.***

Texas Parks and Wildlife grants are only available to local units of government with the purpose of acquiring, developing, and/or renovating parkland. The city of Todd Mission would need to be the project applicant, manager, and long-term steward of the land to apply for any grants. The City could acquire land as part of the grant scope or have private land donated. The value of this land could be used as part of the required matching component.

Residents would benefit from expanded recreational opportunities for all age groups, particularly passive greenspaces with benches, picnic tables, light activity areas and walking paths.

For these reasons, the study suggests two possible areas for the development of parks that would satisfy the parks and recreational needs of residents.

The City can also increase park access and LOS by reaching an agreement with Stargate Manor Arboretum, allowing partial areas of the private greenspace to be accessible to the public. Permitting/supporting temporary recreational use(s) on centrally located vacant land would also support increased access.

8.1 Introduction

Todd Mission was founded as a station on the International-Great Northern Railroad in 1900. The town was named after Mr. Todd, an official of the railway who constructed a lumber mill in near Mill Creek. The first homes constructed were for families of workers of the mill. In 1919, a schoolhouse was erected, and a congregation of Jesus Christ of Latter-Day Saints began holding services in the building, later known as the Todd Mission building. After the arrival of this religious group, the town became known as Todd Mission.[56]

The Texas Renaissance Festival first opened in 1976 in Todd Mission and has grown into the largest Renaissance Festival in the United States. The City was incorporated in 1982, and Mayor George C. Coulam has since presided. In 1990, the City had a population of 54 and saw a 170.4% increase in population by 2000, peaking at 146. The population has since fluctuated over the last two decades.

In late 2022, the Texas (TX) State Highway (SH) 249 Extension (Aggie Expressway) opened for public use. The highway's development brings the commute from Todd Mission to downtown Houston under an hour and added development pressure to the City. Due to this pressure Todd Mission has entered a development agreement with the MGW Development Company to incorporate land abutting the Expressway into the Extraterritorial Jurisdiction and to create a Special District in order to help develop more than 4,000 households in the span of 45 years.

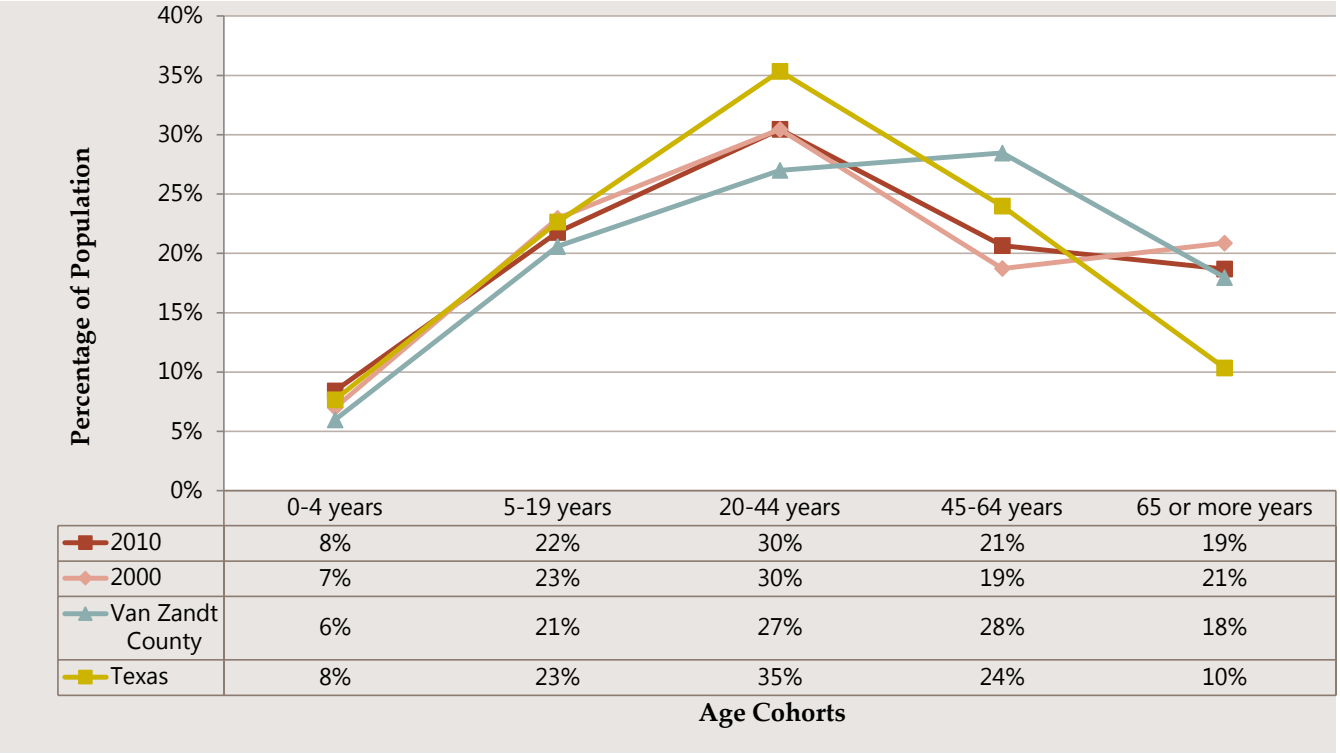
Population Changes (2000-2010)

Chart 8A (next page) illustrates age cohort distributions for Todd Mission (2000 and 2010), Grimes County (2010), and the state of Texas (2010). As the chart demonstrates, Todd Mission's 2010 age distribution is flatter and more uneven than the Texas distribution because Todd Mission has a smaller relative population of adults 20-to-44-years old and a larger relative population of adults 45-64 years old. However, Grimes County's population is older compared to Todd Mission where approximately 1/3 of the population is under the age of 19 years old.

It should be kept in mind that, due to the small size of Todd Mission's population, the age distribution can fluctuate from minor changes. **Todd Mission's flatter age distribution shape, peaked between the ages of 45-64 years old. The increasing skew towards an older age cohort suggests that natural population increases will be limited during the planning period.**

[56] https://www.tshaonline.org/handbook/entries/todd-mission-tx

Chart 8A: Population by Age Group (2000, 2010)



	0-4 years	5-19 years	20-44 years	45-64 years	65 or more years
2010	8%	22%	30%	21%	19%
2000	7%	23%	30%	19%	21%
Van Zandt County	6%	21%	27%	28%	18%
Texas	8%	23%	35%	24%	10%

Source: 2000 and 2010 Census of Population and Housing, Summary Population and Housing

The U.S. Census distinguishes between two minority population groups: "racial minorities" - all non-"White" residents - and "ethnic minorities" - all "Hispanic or Latino" residents. *Table 8A (next page)* provides a population profile of residents in Todd Mission, Grimes County, and Texas in terms of race and ethnicity.

As *Table 8A* demonstrates, approximately 30% of Todd Mission's 2020 population identified as a racial minority (non-White), and 30% identified as an ethnic minority (Hispanic or Latino). Racial and ethnic minorities comprised a greater percentage of Todd Mission residents in 2020 than in 2010.

Table 8A also shows that **Todd Mission's population is less racially diverse than the Grimes County and Texas populations but more ethnically diverse than the county population.**

Residents of all races and ethnicities in Todd Mission were invited to participate in the survey about park needs.

Table 8A: Population by Race & Ethnicity (2010, 2020)

Characteristic	Todd Mission				Grimes County		Texas	
	2010		2020		2020		2020	
	%	#	%	#	%	#	%	#
Total Population	***100%***	**107**	***100%***	**121**	***100%***	**29,268**	***100%***	**29,145,505**
Race								
White	*82.2%*	88	*70.2%*	85	*63.5%*	18,591	*50.1%*	14,609,365
Black or African American	*2.8%*	3	*0.0%*	0	*13.4%*	3,915	*12.2%*	3,552,997
American Indian, Alaskan Native	*0.0%*	0	*0.8%*	1	*0.8%*	242	*1.0%*	278,948
Asian	*0.0%*	0	*0.0%*	0	*0.4%*	104	*5.4%*	1,585,480
Native Hawaiian / Hawaiian / Another Pacific Islander	*0.0%*	0	*0.0%*	0	*0.1%*	15	*0.1%*	33,611
Other	*3.7%*	4	*12.4%*	15	*11.0%*	3,223	*13.6%*	3,951,366
Two or More Races	*11.2%*	12	*16.5%*	20	*10.9%*	3,178	*17.6%*	5,133,738
Ethnicity								
Hispanic or Latino	*16.8%*	18	*30.6%*	37	*25.2%*	7,361	*39.3%*	11,441,717
Not Hispanic or Latino	*83.2%*	89	*69.4%*	84	*74.8%*	21,907	*60.1%*	17,703,788

Source: U.S. Census of Population and Housing, P8 & P5 (2010), P1 & P2 (2020)

Note: Figures may be rounded to next whole number

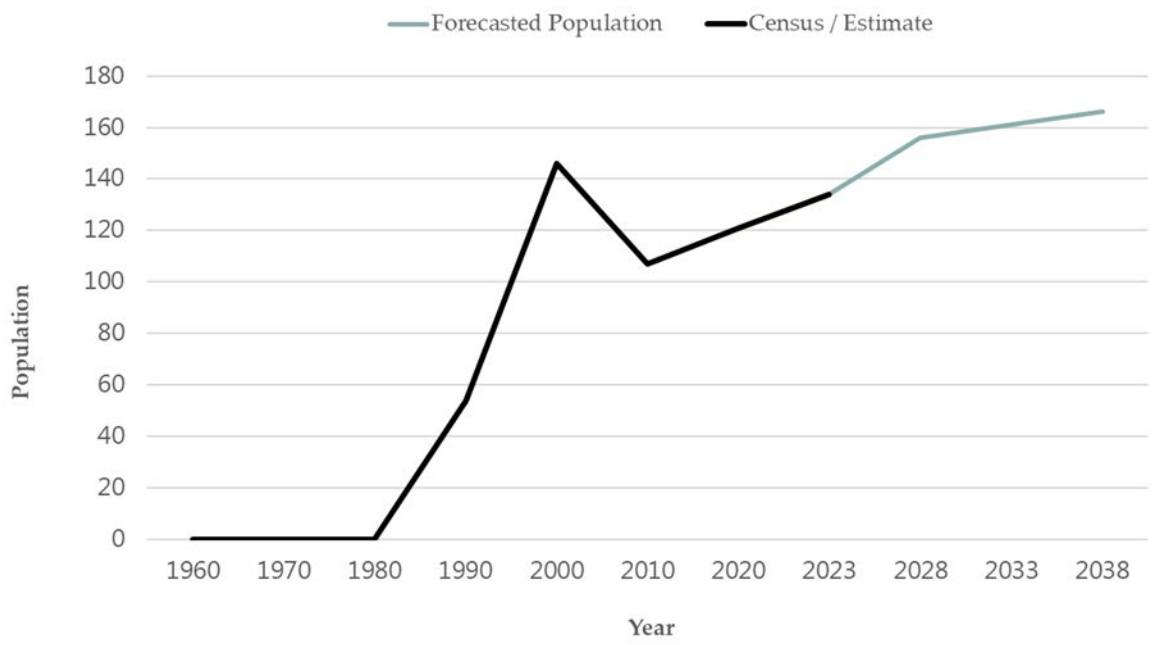
2023 Population Estimate & 2033 Forecast

Todd Mission's estimated 2023 population is 134 residents.

Todd Mission is located along a corridor, on route to Houston, which has seen immense growth over the last several decades. This growth has spurred by Houston's emergence as an economic force and housing affordability. Todd Mission has not shared the same population growth as cities along this route (Magnolia, Pinehurst, and Tomball) however, with the construction of the Aggie Expressway (SH 249 extension) the City now has greater potential for population growth.

The population forecast utilizes the cohort extrapolation method, based on the County's future growth projections published by the Texas Demographic Center (TDC), Todd Mission's estimated population for the year of 2023, and the potential for growth due to the construction of the Aggie Expressway. Todd Mission's population will increase over the next 10 years, reaching approximately 160 residents by 2033 *(see Chart 8B).*

Chart 8B: Population (1960 – 2038)



Recreation & Open Space Survey

A demand-based assessment of local recreation facilities was made using results from an online survey of Todd Mission's residents made available for approximately two months between November 2022 and January 2023. Sixteen (16) surveys were completed. All survey respondents live in the city of Todd Mission (see *Chart 8C, next page*). Respondents range in age from 38 to 74. The average age of survey respondents is 56 years old (see *Chart 8D, next page*).

Data gathered from the surveys identified common recreational activities of residents, favorite outdoor recreational locations, and desired additional recreational facilities.

The City of Todd Mission desires to provide recreational activities for all residents regardless of age.

Chart 8C: Do you live in Todd Mission?

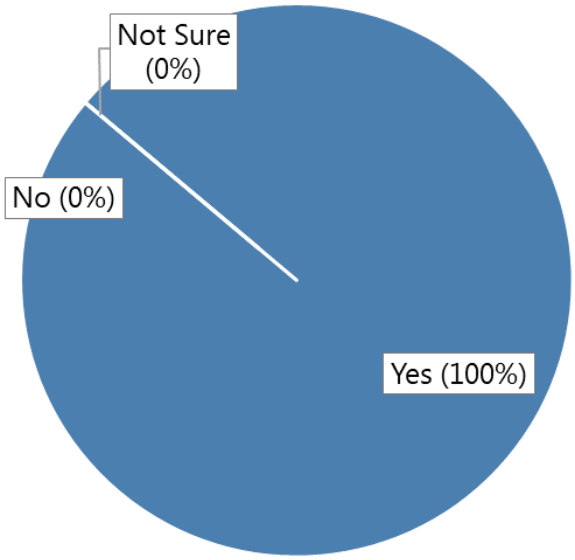
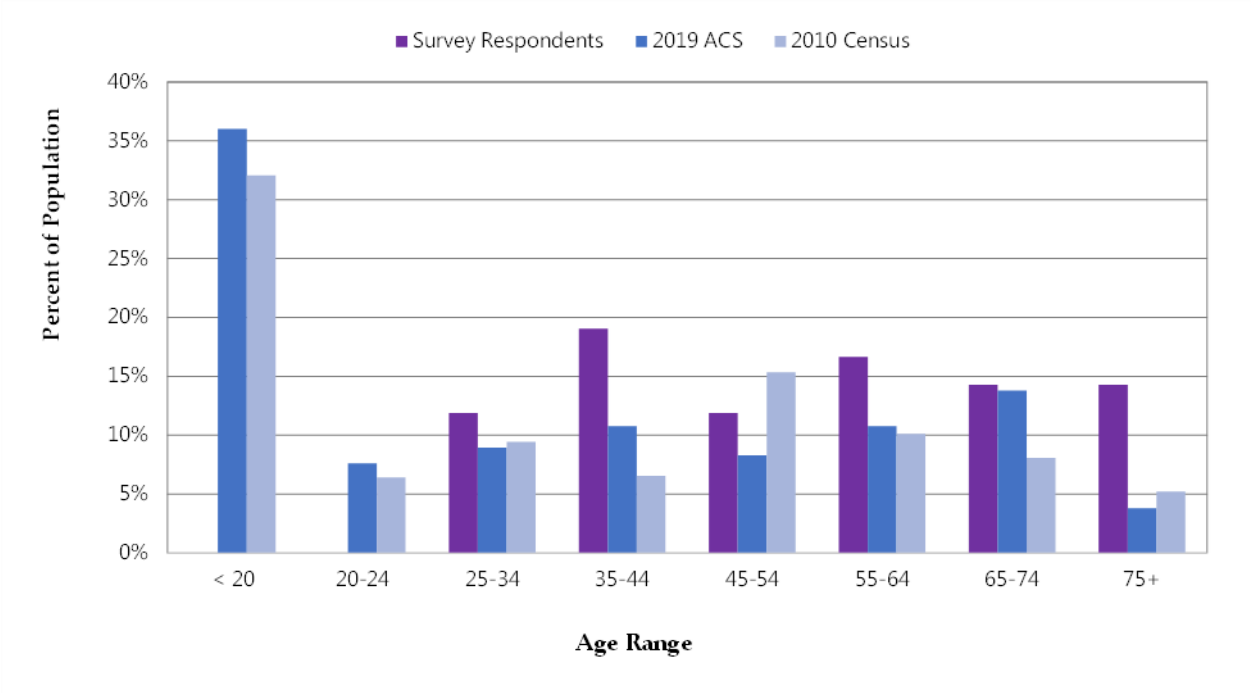


Chart 8D: Survey Respondents by Age Group



Anticipated Financial Resources for Parks & Recreation Facilities

An estimated 2.6% of Todd Mission residents live below the poverty level.[57]

The unemployment rate in Grimes County is 4.7%, which is slightly higher than the rate in the Brazos Valley Workforce Development Area[58] (3.8%) and for the state of Texas overall (4.2%).[59]

Average weekly wages in Grimes County are $1,159, which is slightly higher than average wages in the Brazos Valley WDA ($1,009) and lower than the state of Texas overall ($1,333). However, depending on the employment industry area, average weekly wages range from $237 to $4,524.[60]

In 2021, GrantWorks conducted a city-wide income survey of Todd Mission that more closely reflects the economic status of residents in the city. The survey found that 62.69% of the City's population is considered low-to-moderate income. Based on the above-referenced measures, the City of Todd Mission has limited ability to fund recreation facilities. Residents do not have access to local parks and must travel outside of Todd Mission to meet their park needs.

[57] From the American Community Survey 5-year estimates 2014-2019, Table DP03, Poverty level of "All people", accessible from data.census.gov

[58] The Brazos Valley Workforce Development Area includes the following counties: Brazos, Burleson, Grimes, Leon, Madison, Robertson, and Washington.

[59] Texas Workforce Commission (TWC) Labor Market & Career Information Department (LMCI) TRACER January 2023.

[60] Texas Workforce Commission (TWC) Labor Market & Career Information Department (LMCI) TRACER 2022 Q3 Data

8.2 Goals & Objectives

Todd Mission's Parks Master Plan provides a foundation for development of future parks and recreation facilities in the city. To realize this vision for the future, actions suggested in this plan relate to specific goals that the residents of Todd Mission hope to accomplish.

The goals and objectives presented here were determined through formal surveys of residents and interviews with City staff.

Table 8B: Recreation & Open Space Goals & Objectives 2023-2033

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Goal 8.1 *Educate and empower residents to promote city beautification projects to demonstrate local pride, and attract visitors, investors, and new residents.*						
Develop a public to educate the public regarding the benefits of private land donation for development of parks, greenbelts, and open space.	X			City	$10,000	GEN
Hold annual "community workday" to support local recreation and open space initiatives. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	X	X	X	City	<$1,000	GEN, Local
Establish a voluntary park donation fund for future park developments and maintenance.	X			City	Staff	GEN
Form a Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	X			City	Staff	GEN
Support both temporary and permanent recreational uses on vacant land such as pocket park or community gardens. For example, maintain a library of reference materials for public use; encourage use through public outreach; (co)sponsor a temporary-use project, etc.	X	X	X	City	Variable	GEN, Local
Develop a guiding vision for local park design.	X			City	Staff	GEN
Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	X	X	X	City	$200	GEN, Local

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Develop an exhibit at city hall to foster nature appreciation and educate visitors about local flora, fauna, and geology. This can include a community garden and/or xeriscape garden.	X			City	<$500	GEN, Local
Schedule biennial review of the Parks Master Plan and update priority list as needed. Solicit new public input every five (5) years.	X	X	X	City	< $1,000	GEN
Goal 8.2 *Construct new facilities that fulfill residents' expressed needs and bring the city's LOS up to standards.*						
Dedicate public land adjacent to city hall for future park development.	X			City	Variable	GEN
Develop an exhibit at city hall to foster nature appreciation and educate visitors about local flora, fauna, and geology. This can include a community garden and/or xeriscape garden.	X			City	<$500	GEN, Local
Apply to TPWD Small Community Recreation Grant program to develop the dedicated public land into a minipark.	X			City	Variable	GEN
Develop a guiding vision for local park design.	X			City	Staff	GEN
Form a Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	X			City	Staff	GEN
Use grant funds to develop the dedicated public land into a minipark.	X			City	Up to $150,000 (or 50% match of TPWD grants)	GEN, Local, TPWD
Develop policy to educate the public regarding the benefits of private donation of land to be used for parks, greenbelts, and open space.	X			City	Staff	GEN
Establish a voluntary park donation fund for future park developments and maintenance.	X			City	Staff	GEN
Create a budget to fund the development and maintenance of future recreational	X			City	$15,700±	GEN, Local

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
facilities.						
Apply to TPWD Small Community Recreation Grant Program to acquire available floodplain land for future park developments.		X		City	Variable	GEN, Local
Use grant funds to acquire available floodplain land for future park developments.		X		City	Up to $150,000 (or 50% match of TPWD grants)	GEN, Local, TPWD
Apply to TPWD Local Parks Non-Urban Outdoor Recreation program to develop acquired floodplain land into a neighborhood park.			X	City	Variable	GEN, Local
Encourage development of other indoor activities typically operated by private businesses such as a movie theater, bowling alley, roller-skating rink, gymnastics/twirling center, and indoor rodeo facilities.	X	X	X	City	Variable	GEN
Encourage development of other outdoor activities typically operated by private businesses such as a skate park, equestrian facilities, miniature golf, bicycle motor-cross, and a mountain bike trail.	X	X	X	City	Variable	GEN
Use grant funds to develop acquired floodplain land into a neighborhood park.			X	City	Up to $750,000 (or 50% match of TPWD grants)	GEN, Local, TPWD
Hold annual "community workday" to support local recreation and open space initiatives. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	X	X	X	City	<$1,000	GEN, Local

Goals & Objectives	Activity Year(s)			Lead Organization	Cost Estimate	Funding Sources
	2023-2026	2027-2029	2030-2033			
Support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	X	X	X	City	Variable	GEN, Local
Budget funds for on-going facility development and maintenance.	X	X	X	City	$15,700±	GEN, Local
Schedule biennial review of the Parks Master Plan and update priority list as needed. Solicit new public input every five (5) years.	X	X	X	City	< $1,000	GEN
Schedule creation of a new Parks & Recreation Master Plan.			X	City	$10,000	GEN, CDBG

GEN = City of Todd Mission Municipal Funds; **CDBG** = Community Development Block Grant Program; **Local** = Donations from private citizens, organization, and local businesses; **TPWD** = Texas Parks & Wildlife Department

8.3 Plan Development Process

Previous Studies

This is the first parks and recreation study conducted for Todd Mission.

2023-2033 Plan

Development of this plan began in June 2021 when the City of Todd Mission hired a professional planning firm, GrantWorks Inc. of Austin, to create a Parks Master Plan as part of a comprehensive planning process.

To begin judging the level of interest in park needs, planners consulted with City staff and included parks-related questions in an online community survey available to residents for approximately two months from November 2022 to January 2023. Ten (16) surveys were completed. All survey respondents live within the city limits (see *Chart 8C, page 8-7*). Survey results are further discussed in *Section 8.6: Needs Assessment & Identification*.

Appendix 8A provides a copy of the survey form.

In addition to community input, this plan evaluates Todd Mission's recreation resources in relation to its existing and projected population and an inventory of existing facilities, a method called Standards-based Assessment. The analysis is used to develop a logical and cost-efficient strategy to address the identified needs over a 10-year planning period.

Following adoption of this plan by the City Council, the City's ongoing responsibility will be:

- to identify potential areas for park development,
- to identify funding resources, and
- to educate and engage in cooperative projects with local volunteer groups.

Texas Parks and Wildlife recommends that parks and recreation plans be updated every five years to reflect changing realities in recreation trends, participation, area population, and funding. An update would include revised goals and objectives that raise items of lower priority to higher priority as higher priority items are accomplished; a new facility inventory; and a new survey. **A new plan will be required in 2033.**

8.4 Area & Facility Concepts & Standards

Several basic principles guide successful development of parks and recreational opportunities in communities of all sizes and types. These standards and guidelines provide direction to community leaders who know generally what their community's needs are but require more specific information to guide the planning process.

The City's standards for needed recreation and open space include facility type, size, service area, and needed equipment. The criteria are based on nationwide standards developed by the National Recreation and Park Association (NRPA)[61] and small-community standards developed by the State of Colorado.[62] The standards were tailored to Todd Mission based on knowledge about financial capacity, popular sports, community activities, and which facilities would provide participation opportunities to the broadest segments of residents.

The City of Todd Mission's standards are as follows:

General Standards for all Facility Development

- Residents should have access to a minimum of five (5) acres and an ideal 15 acres of developed park land per 1,000 residents.
- When possible, active recreation areas should be separated according to the users' ages, primarily to protect younger children from injury. Some areas should be designated for use by all ages so entire families can enjoy being together.
- Residents of all age groups should have access to recreational facilities.
- Recreational areas should be accessible to the age group they are designed to serve. For example, neighborhood playgrounds usually serve an area with a radius of ½-mile, which is a reasonable distance for a child to walk. Safe pedestrian routes should provide access to those facilities.
- All City park facilities will be made accessible to physically challenged and special needs populations when required by applicable laws. The items mentioned as needed for other categories apply equally to special needs populations. Additional special needs facilities may be developed as warranted by local demand.

[61] *NRPA-suggested classification system (Berke, Kaiser, Godschalk and Rodriguez, Urban Land Use Planning, University of Illinois Press, Fifth Edition.)*

[62] *State of Colorado Small Community Park & Recreation Planning Standards* (2003). RPI Consulting, Inc. and Colorado Heritage Planning Grant program, Office of Smart Growth, Colorado Department of Local Affairs. (Page 16). Accessed at www.dola.state.co.us/osg/docs/Park%20Standards%20Report.pdf

- All facility construction is required to meet the minimums found in the International Building Code.
- Combined municipal and school recreational facilities are recommended. Lack of coordination often leads to the construction of redundant facilities. When possible, school recreational areas, including parking areas, drinking fountains, and restrooms, should remain open on weekends and during the summer months.
- Greenbelts, hike and bike trails, parkways, or paths should be provided to connect large recreational areas to improve access to facilities, scenic views, and recreational opportunities.
- Vehicular routes should be encouraged only when recreational areas are separated by more than one mile.
- Ideally, each recreation area should include public access to restrooms and water fountains and should be equipped with lighting and trash cans.

Standards for Service Area & Park Types

Table 8C describes the size and service area standards for types of park and recreation areas already located in Todd Mission or considered possible as future public recreation areas.

Table 8C: Types of Parks: Size & Service Area Standards

Park Type	Use	Service Area	Desirable Size	Desirable Site Characteristics
Minipark	Specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens	< 1/4-mile radius	≤ 1 acre	Within neighborhoods and close to apartment complexes, townhouses, housing for the elderly or Central Business District.
Neighborhood Park/ playground	Area for intense recreational activities such as field games, court games, crafts, skating, and picnicking; also for wading pool and playground apparatus area	¼-to-½-mile radius to serve a population up to 5,000.	1-to-15+ acres	Suited for intense development; easily accessible to neighborhoods; geographically centered with safe walking and bike access; may be developed as a school-park facility.
Community Park	Includes areas suited for intense recreational facilities, such as athletic complexes, large swimming pools; may be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking.	Several neighborhoods 1-to-2-mile radius	15-to-25+ acres	May include natural features, such as water bodies, and areas suited for intense development; easily accessible to neighborhoods.
Linear Park	Area developed for one or more modes of recreational travel, such as hiking, biking, canoeing, horseback riding. May include active play areas.	N/A	Sufficient width to protect the resources and provide maximum use	Built on corridors, such as utility right-of-way, bluff lines, vegetation patterns, or roads that link other components of the recreation system or community facilities such as schools and libraries.
Special Use	Areas for single-purpose recreational activities such as golf courses, nature centers, zoos, conservatories, gardens, outdoor theaters. Also, plazas or squares in or near commercial centers, boulevards, and parkways	N/A	Variable	Within city limits.
Conservancy	Protection and management of the natural or cultural environment with recreational use as a secondary objective	N/A	Sufficient to protect the resource	Variable, depending on the resource being protected.

Facility Standards

Table 8D presents recommended standards for Todd Mission's park equipment and sports fields or courts. The activities and facilities listed are based feedback from the community survey. In the future, as standards are changed or upgraded, part of the Parks Master Plan review process should address any discrepancies. The City's standards should conform to the most recent standards from nationally recognized organizations.

Table 8D: Facility Standards

Activity/ Facility	Service Radius	Space Requirements *SF = Square feet* *Min. = Minimum*	Suggested #/ Population	Characteristics
Team Sport Courts & Fields				
General Use / Soccer Field	1-to-2-miles	1.7-to-2.0 acres	1 per 5,000	Usually in school, recreation complex, or neighborhood/community park.
Little League (dedicated)	¼-to-½-mile	1.2 acres	1 per 2,500	Part of neighborhood park. Lighted field part of community park.
Baseball (dedicated)	¼-to-½-mile	3.0-to-3.85 acres	1 per 2,500	Part of neighborhood park. Lighted field part of community park.
Basketball Court	¼-to-½-mile	7,000 SF/ 0.16 acres	1 per 5,000	Usually in school, recreation complex, or church. Safe walking or bike access. Outdoor courts in neighborhoods and community parks.
Tennis Court	¼-to-½-mile	Min. 7,200 SF per court (0.17 acres)	1 per 2,000	Best in batteries of 2-4. Located in community or neighborhood park or near schools.
Volleyball Court	¼-to-½-mile	Min. 3,000 SF	1 per 5,000	Usually in school, recreation, or church facility. Safe walking or bike access. Outdoor courts in neighborhoods and community parks.
Individual & Specialty Use				
¼-mile Running Track	¼-hour travel time	4.3 acres	1 per 20,000	Usually part of a high school or in community park complex.
Multiuse Trail (per mile)	N/A	N/A	Per mile: Unpaved: 430; Paved: 960	Capacity: rural trail – 40 hikers per day per mile; urban trail – 90 hikers per day per mile.
Small Skatepark	1-to-2-miles	8,000	1 per 6,250	Stand alone or part of a community park complex.
Golf (9-hole)	½-1 hour travel time	50 acres min	1 per 25,000	Accommodates 350 people/day.

Activity/ Facility	Service Radius	Space Requirements *SF = Square feet* *Min. = Minimum*	Suggested #/ Population	Characteristics
Golf (18-hole)	½-1 hour travel time	90 acres min.	1 per 50,000	Accommodates 500-550 people/day.
Swimming Pool	¼-to-½-hour travel time	Varies with size of pool and amenities. Usually 1/3-to-2-acres	1 per 10,000	Pools for general community use should be planned for teaching, competitive, and recreational purposes with enough depth (3.4m) to accommodate 1m and 3m diving boards. Located in community parks or school sites.
Group & Passive Recreation				
Playground (per 3,200 SF fully developed area)	¼-to-½-mile	6,000 SF	1 per 1,000	Part of neighborhood park.
Family Picnic Area/ Picnic Table	¼-to-½-mile	435 SF	1 per 160	1 garbage can within 150 ft. of every 4 picnic tables; 40 ft. between uncovered picnic tables; Picnic tables within 400 ft. of parking.
Group Picnic Area (Covered)	¼-to-½-mile	1-to-2 acres	1 per 2,700	
Park Bench	N/A	N/A	1 per 130	Variable.
Light Activity Area	¼-to-½-mile	Estimated 500 SF	1 per 1,000	Could include facilities for horseshoe pit, shuffleboard, chess, meditation, gardening, or similar activity.

8.5 Inventory & Assessment of Existing Resources

This section provides information about recreation facility availability and existing organizations involved in recreation and open space activities and development. Existing resources are assessed as they relate to opportunities for improvements to each recreation area, Todd Mission's demographics, and organizations available to pursue recreation and open space improvements in Todd Mission.

8.5.1 Local Outdoor Recreation Areas

The city of Todd Mission currently has no public recreational facilities.

Activate Vacant Lots Through Temporary Use

Todd Mission can help meet the needs of residents for local outdoor recreation areas by activating some of the 394 acres of semi-developed, undeveloped, or agricultural land within the city limits, particularly vacant lots in existing residential and commercial areas.

Vacant lots can have 'spillover' effects that negatively impact neighboring properties. Research has found that vacant and abandoned properties can be linked to reduced property values, increased crime, and increased risk to public health and welfare. In commercial areas, vacant lots can also reduce the feeling of business activity. Until such time as more-permanent development occurs, the City of Todd Mission should consider activating vacant lots in the community through temporary uses.

The Office of Policy Development and Research for the United States Department of Housing and Urban Development (HUD) notes in its Winter 2014 issue of Evidence Matters that:

> "Temporary use, when successful, can rapidly and efficiently bring underutilized land into productive use, thereby reducing or removing many undesirable externalities. As low-cost and low-risk strategies, temporary projects can also respond quickly to changing conditions and demands — a particular advantage in many cities, where political and economic conditions are uncertain, and cause a reluctance to enter potential long-term commitments, responsibilities, and liabilities… For city administrators facing tight budgets, temporary use projects can be a cost-effective strategy for dealing with vacant land that yields rapid results."

A copy of this issue is included in the *Digital Appendix.*[63]

[63] The *Evidence Matters (Winter 2014)* issue also available at and can be found at https://www.huduser.gov/portal/periodicals/em/winter14/index.html.

Vacant lots can be activated by introducing general activity spaces, as well as through more specific community events. The below lists provide just a few examples of temporary uses:

Activity Spaces	Events
• Public park • Free library, outdoor reading space • Public art • Community garden/children's learning or school garden	• Farmer's market / bake sale • Community chess, board, or card game tournaments • Outdoor concert or dance • Local vendor and artisan stalls

Communities throughout the United States have been turning to temporary use to address some of the negative community impacts created by vacant lots in developed areas. As a result, there numerous resources available to help both residents and local governments pursue these options. In addition, state and national government departments provide resources for several activities that could be used to activate vacant land. For example, the Texas Department of Agriculture (TDA) provides resources supporting initiatives like garden-based learning[64] and setting up and maintaining a local farmer's market.[65] Similarly, the National Parks and Recreation Association (NPRA) offers a general guide for creating mini-parks.[66] The TDA and NPRA reports are included in the *Digital Appendix* for this plan.

Figure 8A: Little Free Library[67]

Figure 8B: Community Garden[68]

[64] For more information about garden-based learning visit http://www.squaremeals.org/FandNResources/TexasFarmFresh/GardenBasedLearning.aspx
[65] The TDA report on starting a farmer's market is also available at Reports are also available online at http://www.gotexan.org/Portals/1/PDF/FarmersMarketGuide-online_version_lo-res.pdf/
[65] The NPRA report on mini-parks is also available online at https://www.nrpa.org/uploadedFiles/nrpaorg/Grants_and_Partners/Recreation_and_Health/Resources/Issue_Briefs/Pocket-Parks.pdf.
[66] Ibid.
[67] Source: https://littlefreelibrary.org/pressresources/
[68] Source: http://inhabitat.com/top-10-cities-in-the-us-for-urban-farming/portland-community-garden/

Several nonprofits also provide useful guides and resources. For example, Keep Texas Beautiful offers grants and funding for a number of projects that could be used to activate vacant spaces, such as butterfly gardening[69], and the American Community Gardening Association provides informational and resource support for community gardening initiatives.[70] In addition, Todd Mission can draw from the experiences of a number of local governments and communities throughout the United States that have already undertaken initiatives to activate vacant land in their cities. For example, the City of St. Louis, Missouri provides residents with several resources for "fostering the creative reuse of the City owned land" on its website.[71] The City of Milwaukee, Wisconsin has similarly put together a "Vacant Land Handbook" to support resident projects on publicly owned land.[72]

8.5.2 Additional Local Areas Used for Outdoor Activities

Open Space

A city's park system often includes dedicated open spaces to provide opportunities for passive recreation, to provide habitat for local flora and fauna, to preserve landmarks or vistas, and/or to ensure no development occurs in areas where potential hazards exist, such as flooding. The City has no dedicated public open spaces however, Stargate Manor Arboretum offers this space in a private setting.

8.5.3 Regional Recreation Areas

Sam Houston National Forest

Sam Houston National Forest is approximately 40 minutes northeast of Todd Mission. The forest contains 163,037 acres, access to Double Lake and Lake Conroe, and over 160 miles of trails. Popular activities include fishing, swimming, boating, hiking, mountain biking, hunting, and camping. Information on reservations and activities is available from US Forest Service (https://www.fs.usda.gov/detail/texas/about-forest/districts/?cid=fswdev3_008443).

Lake Conroe

Lake Conroe is approximately 30 minutes northeast of Todd Mission off FM 1097 W. The 22,000-acre lake includes 157 miles of shoreline and is a popular destination for fishing. Other popular activities include boating, swimming, camping, hiking, and other water sports. For more information visit https://lake-conroe.org.

[69] More information about butterfly gardening is available at https://www.ktb.org/butterfly-gardening
[70] More information about the American Community Garden Association is available at https://www.communitygarden.org/
[71] More information available at https://www.stlouis-mo.gov/government/departments/planning/sustainability/toolkit/develop-creative-use-for-vacant-land.cfm
[72] Handbook available at http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/planning/pdfs/VacantLotHandbook.pdf

Privately Owned Recreational Facilities

Stargate Manor Arboretum. Stargate Manor Arboretums is a 193-acre private residence and arboretum in Todd Mission. George Column, the mayor of Todd Mission, designed the manor in the Gothic style and will serve as the arboretums' museum once Stargate is open to the public.

Bluejack National Club & Community. Bluejack National Club & Community is approximately 10 minutes northeast of Todd Mission off FM 1486. Club facilities include an 18-hole golf course, a 10-hole golf course, resort style swimming pools, tennis courts, a bowling alley, a football field, a miniature baseball field, pickleball and several restaurants. For more information, visit https://www.bluejacknational.com/golf.

High Meadow Ranch Golf Club. High Meadow Ranch Golf Club is approximately 20 minutes south of Todd Mission off FM 1774. Club facilities include an 18-hole golf course, a restaurant, and a 3,000 SF enclosed pavilion. For more information visit https://www.highmeadowranchgolf.com.

Lake Windcrest Golf Club. Lake Windcrest Golf Club is approximately 20 minutes east of Todd Mission off TX-249. Club facilities include an 18-hole golf course and a restaurant. For more information visit https://www.invitedclubs.com/clubs/lake-windcrest-golf-club.

Legendary Oaks Golf Course. Legendary Oaks Golf Course is approximately 30 minutes southwest of Todd Mission off FM 2979 E. Club facilities include an 18-hole golf course, a driving range, tennis court and swimming pool. For more information visit https://www.legendaryoaksgc.com/.

Pecan Lakes Golf Club. Pecan Lakes Golf Club is approximately 25 minutes northwest of Todd Mission off TX-249. Club facilities include an 18-hole golf course, a club house, exercise room and swimming pool. For more information visit https://www.pecanlakesgolfclub.net/

8.6 Needs Assessment & Identification

This section outlines local recreational needs using a standards-based assessment and a demand-based assessment.

8.6.1 Standards-Based Assessment

The standards-based assessment uses three criteria to analyze Todd Mission's recreational needs:

- current and future population
- acreage devoted to parks and open space
- number of households within/outside of a recreational facility service area

The standards-based assessment does not consider residents' desires or a community's capacity to maintain facilities.

The city of Todd Mission currently has no public parks. Residents would benefit from access to park benches and picnic tables, and a space for light activity areas in a natural greenspace setting. Residents would also benefit from expanded opportunities for all age groups particularly inclusive play facilities and play facilities for toddlers and younger children, as well as opportunities for senior residents, such as walking paths.

Detailed Standard-Based Assessment Data

Facility Needs by Population Size

Table 8E identifies Todd Mission's existing and future needs based upon the population projection and standards for facilities described earlier in the chapter.

Table 8E: Facilities Standards & Existing Facilities Comparison

Facility	2023		Additional Facilities Needed	
	Existing within service area	*Suggested (#/population)*	*Currently needed*	*Total needed by 2033*
Facilities needed locally (within 2.0 miles)				
General-Use/Soccer Field	-	1 per 5,000	-	-
Little League (dedicated)	-	1 per 2,500	-	-
Baseball (dedicated)	-	1 per 2,500	-	-
Basketball Court	-	1 per 5,000	-	-
Tennis Court	-	1 per 2,000	-	-
Volleyball Court	-	1 per 5,000	-	-
Playground (playscapes)	-	1 per 1,000	-	-
Small Skatepark (7,000 SF)	-	1 per 6,250	-	-
Picnic Tables	-	1 per 160	1	-
Group Picnic Area (Covered)	-	1 per 2,700	-	-
Benches	-	1 per 130	1	-
Light Activity Area	-	1 per 1,000	-	-
Multiuse Paths/Trails	**Actual Mileage**	**Pop Per Mile**		
Multiuse Trails (Dirt/Gravel)	-	430	-	-
Multiuse Trails (Paved)	-	960	-	-
Facilities needed within region (< 30 min. drive time; golf and hike/bike trail< 1hr.)				
Swimming Pool	-	1 per 10,000	-	-
Golf (9-hole)	1	1 per 25,000	-	-
Golf (18-hole)	5	1 per 50,000	-	-

Source GrantWorks Fieldwork 2023

Acreage Needs by Population Size

Level of Service (LOS) is the term used to describe the park system's role in the community. The LOS for parks and open space is based on useable space per 1,000 residents; therefore, undeveloped parkland is not included.

As expressed in the City's facility standards, Todd Mission's residents should have access to a minimum of five (5) acres and an ideal 15 acres of developed park land per 1,000 residents. Acreage of private recreational facilities and areas of school campuses closed to the public or open only on a limited basis are not included.

The city of Todd Mission's current Level of Service (LOS) does not meet the minimum park acreage. Public parks provide a LOS of 0 acres of developed parkland per 1,000 residents.

Acreage Needs by Park Location

The standards-based assessment also determines recreation needs based on park service areas. The service area refers to the area formed by a predetermined radius extending out from the park that would typically serve the surrounding population. However, as previously mentioned there are no public parks in Todd Mission and therefor no parks service areas.

Reaching a Minimum LOS

The city of Todd Mission needs .67 acres of park land to meet the recommended minimum LOS of 5 acres per 1,000 residents and 2.01 acres to meet the recommended ideal LOS of 15 acres per 1,000 residents. The fastest step to increase developed park acreage is working out an agreement with Stargate Manor Arboretum to open part of the private property for public use. The arboretum hosts walking trails, benches, and manicured gardens that would help meet the needs of Todd Mission and the region (*see figure 8C*). This park type would be a community/special use park and would service an area of 2-miles (servicing 70 out of the 70 household in the city limit).

The City could also seek to develop its first public park in a central location. All potential land along FM 1774, approximately 66 semi-developed or open space acres, is privately owned. The City would need to acquire potential land along FM 1774, or alternatively utilize the city-owned parcel that is adjacent to city hall (*see figure 8C*). This park type would be a neighborhood park and would service an area of 0.5-miles (servicing 41 out of the 70 household in the city limit). Developing a neighborhood park on a city-owned parcel and connecting residents to the park via pedestrian and bicycle infrastructure would be the most efficient approach to addressing Todd Mission's park acreage and service area needs.

To reduce cost associated with purchasing land along FM 1174, the City could target floodplain land and land along creeks. Land in the floodplain should ideally remain as natural open space to ensure its proper function. Promoting low intensity uses such as recreational areas, playgrounds, gardens, trails, etc. may be a positive way to ensure limited impact on the floodplain and its functions. (*see figure 8C*). This park type would be a neighborhood park and would service an area of 0.5-miles (servicing 48 out of the 70 household in the city limit).

Figure 8C illustrates potential community park location and associated service areas.

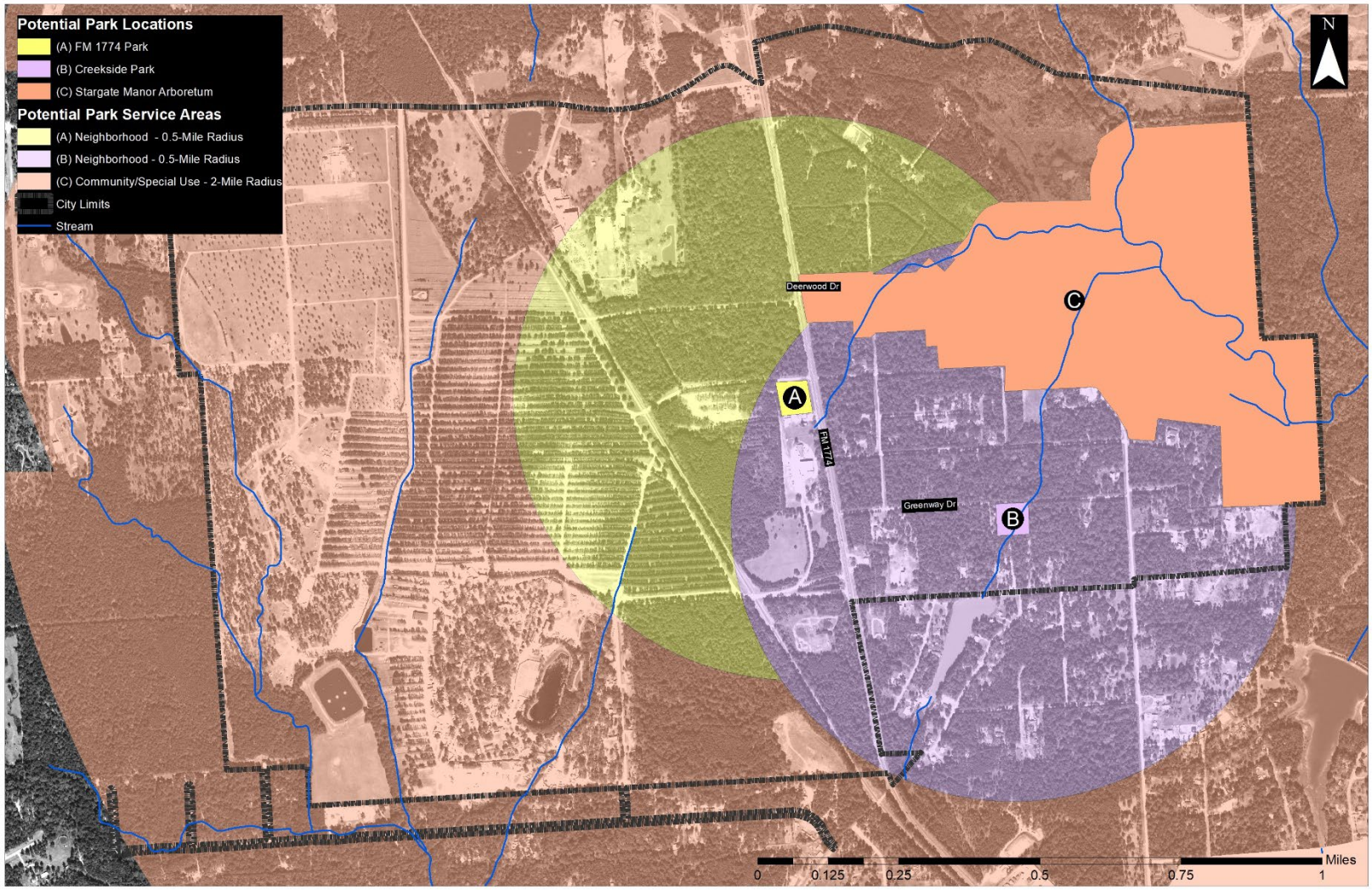


Figure 8C Potential Park Locations & Service Area

Maintaining a Sufficient Level of Service

As the city grows, desire for access to quality parks and recreation facilities will too. Survey responses demonstrate that many residents already visit parks in the surrounding area to fulfill their parks and recreation needs (see *Demand-based Assessment*). Existing and future residents may eventually be drawn to live in nearby cities, if they feel like their recreation needs cannot be met in Todd Mission.

In recognition of the importance of park land for resident health, safety, and welfare and of the additional demand placed on existing park facilities by population growth, many cities in Texas have adopted park land dedication requirements for new development. The requirements mandate that a developer of a new subdivision provide land for a park (usually public) and/or pay a fee-in-lieu to be used for public park acquisition/development. Dedication requirements are often included as part of a subdivision ordinance or developed in an individual ordinance.

To be constitutional, park land dedication requirements must be proportionate to the need created by the new development. Cities are required to prove the proportionality, usually through a specified formula. Importantly, dedication requirements must not be used to address existing demand/deficiency. For this reason, the requirements for new development/residents should not exceed the current standards for existing residents. In the case of fees, a time limit for using said fees should be established.

Todd Mission's modified Grimes County subdivision ordinance does not require developers of new subdivisions to dedicate land for parks nor pay a fee-in-lieu to be used for public park acquisition. The proposed Subdivision ordinance (chapter 11) does require park dedication or fee-in-lieu for subdivision developments over ten units. *Table 8F* summarizes the formula for calculating park land dedication for new subdivisions.

Table 8F: Formula for Calculating Required Park Land Dedication Area

Type of Development	**Land Requirements**
Single-family	One (1) acre / fifty (50) dwelling units
Multifamily	One (1) acre / seventy (70) dwelling units
Fewer than ten (10) units	None

8.6.2 Demand-Based Assessment

The demand-based assessment of local recreation facilities is based on the results from a survey made available to Todd Mission residents for over approximately two months between November 2022 and January 2023. Sixteen (16) respondents completed the survey.

Data gathered from the surveys identified common recreational activities, favorite types of parks/recreation spaces and desired new recreational facilities.

Table 8G summarizes key assessment results:

Table 8G: Top Five: Recreation Activities, Locations & New Facilities

Top 5:	Activities	Locations	New Facilities
1.	Walking	Outside / just around	Hike / jogging / bike trail
2.	Hiking	Home / friend's house	Recreation Center
3.	Camping	Other cities	Playground
4.	Swimming	School / church	Sidewalks
5.	Bicycling/BMX	Local gym or workout class	Outdoor Picnic Area

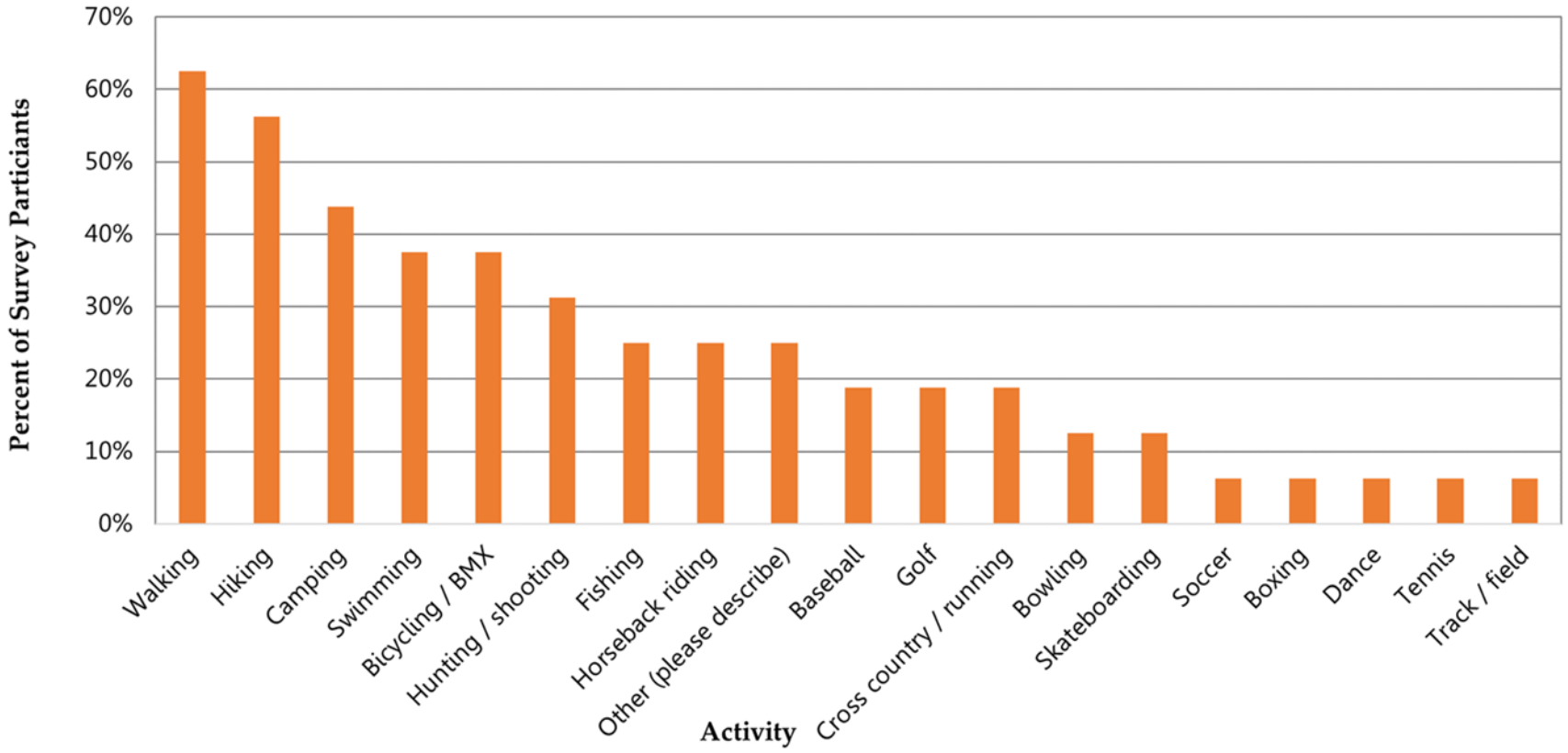
Detailed Demand-Based Assessment Data

Resident Activities & Activity Locations

The survey asked respondents to share their household recreational activities and where those activities take place.

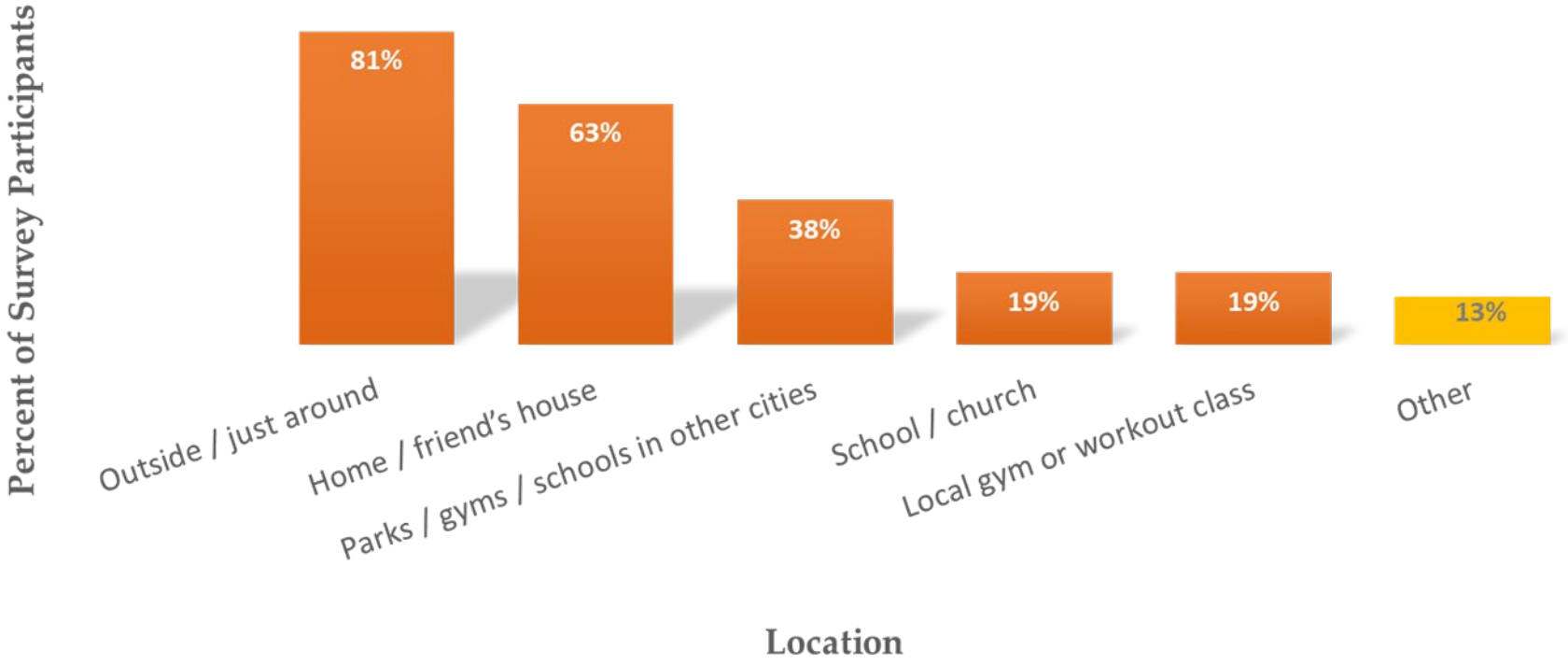
Walking, hiking, camping, swimming, and bicycling were the five most popular reported activities. The most popular team sports were baseball, soccer, and tennis (see *Chart 8E, next page).*

Chart 8E: Top Activities



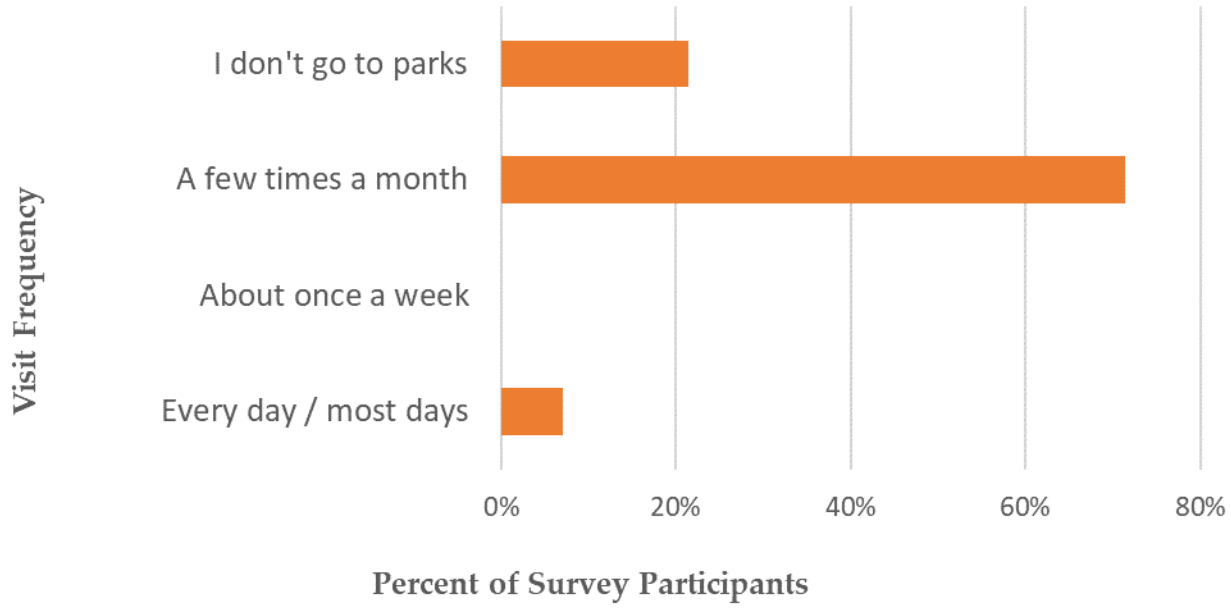
Most survey respondents report participating in recreational activities generally around/outside. 38% of respondents traveled to parks in other cities. The "other" location included hiking trails.

Chart 8F: Activity Locations



Most respondents report visiting parks a few times per month (71%).

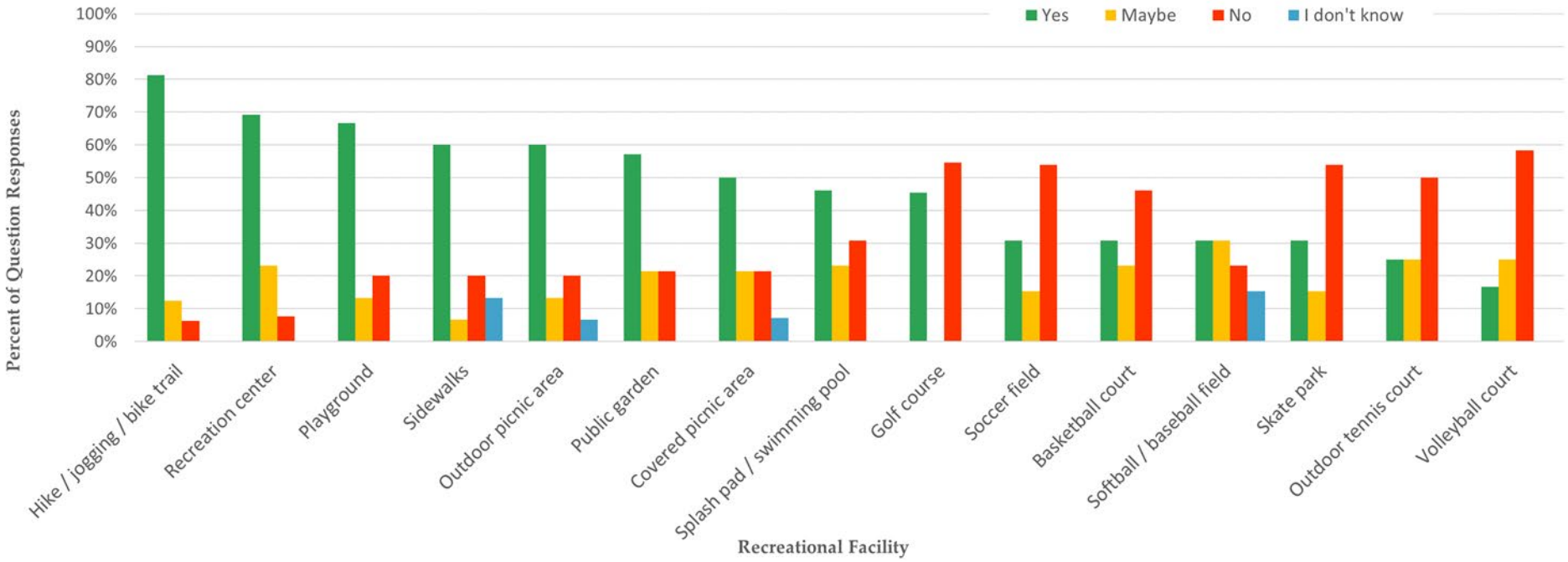
Chart 8G: How often do you visit a park?



New Facilities

Question 13 asked respondents to review a list of potential new facilities and indicate whether they want the facility ("Yes"), may want the facility "Maybe"), do not want the facility ("No)", or are unsure ("I don't know"). *Chart 8H* shows the resulting scores. Top desired facilities are trails, outdoor recreation centers, playgrounds, sidewalks, and outdoor picnic areas.

Chart 8H: Desired New Facilities



8.7 Prioritization of Needs

A review of public comments, survey results, and established standards indicates the need to remove and replace existing facilities in deteriorated and dilapidated condition and make targeted investments in new facilities to expand recreational opportunities in Todd Mission. Park planners realize that establishing priorities based solely on the public's numerical ranking of activities may not consider the most logical and efficient use of limited available cash and may not provide the widest range of activities to the broadest possible target audience. When establishing priorities to direct future investment it is important to strike a balance between community preferences, standards-based assessments, and the ability of the City to fund construction and maintenance of proposed facilities.

Park Priorities by Type

The City of Todd Mission has established the following development priorities.

Outdoor Construction-related Priorities (OC):

Priority 1:	Dedicate public land adjacent to city hall for future park development.
Priority 2:	Develop an exhibit at city hall to foster nature appreciation and educate visitors about local flora, fauna, and geology. This can include a community garden and/or xeriscape garden.
Priority 3:	Develop the dedicated public land into a minipark.
Priority 4:	Acquire available floodplain land for future park developments.
Priority 5:	Develop acquired floodplain land into a neighborhood park.
Priority 6:	Encourage development of other outdoor activities typically operated by private businesses such as a skate park, equestrian facilities, miniature golf, bicycle motor-cross, or a mountain-biking trail.
Priority 7:	Conduct a Tree Planting Campaign (two trees per year). Prioritize public space and throughfares.

Indoor Construction-Related Priorities (IC):

Priority 1:	Encourage development of other indoor activities typically operated by private businesses such as a movie theater, bowling alley, roller-skating rink, gymnastics/twirling center, and indoor rodeo facilities.

Ongoing Non-Construction Priorities (NC):

Action Item 1:	Form a Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.
Action Item 2:	Develop a policy to educate the public regarding the benefits of private land donation for development of parks, greenbelts, and open space.
Action Item 3:	Establish a voluntary park donation fund for future park developments and maintenance.
Action Item 4:	Develop a guiding vision for local park design.
Action Item 5:	Create a budget to fund the development and maintenance of future recreational facilities.
Action Item 6:	Budget funds for on-going facility development and maintenance.
Action Item 7:	Adopt subdivision regulations that require new developments of over 10 units to contribute land or a fee-in-lieu for park improvements and allow for open-space.
Action Item 8:	Support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens. For example, maintain a library of reference materials for public use; encourage use through public outreach; (co)sponsor a temporary-use project, etc.
Action Item 9:	Establish a "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.
Action Item 10:	Schedule biennial review of the Parks & Recreation Master Plan to update inventory and priority needs lists. Solicit new public input every five years.
Action Item 11:	Schedule creation of a new Parks & Recreation Master Plan.

8.8 Recreation & Open Space Plan

This plan is designed to be implemented during a 10-year period starting with fiscal year 2023-2033 and ending with fiscal year 2032-2033. The plan addresses the full spectrum of the City's new construction, maintenance, and operation needs to ensure that the highest quality park, recreation, and open space opportunities are available.

The following implementation plan sets forth the most reasonable development timeline assuming funding resources are available. The items are identified as Construction (C) priorities or as non-construction (NC) action items. Outdoor activities are identified as OC. Indoor activities are identified as IC.

Potential methods of funding for these projects are identified. These potential sources include:

- Local general funds
- General obligation bonds
- Certificates of obligation (CO's)
- Sales tax revenue
- Local in-kind labor
- Donations of land, cash, materials, and labor from private individuals
- Grants from the Texas Parks & Wildlife Department (TPWD) through the outdoor, indoor, trails, and small community programs, and the TPWD Community Outdoor Outreach Program (COOP)

The following plan outlines projects the City should strive to achieve on a short-term basis within the first five years of the planning period and on a long-term basis. The plan derives from the above analyses: the inventory of existing conditions, including physical and social resources; the standards-based assessment; and the needs-based assessment.

Table 8H: Implementation Plan: 2023-2033

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
FY 2024 (1/1/2024 to 12/31/2024)			
Annual: Form a Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN
Annual: Support temporary and permanent recreational uses on vacant land such as pocket park or community gardens. For example, maintain a library of reference materials for public use; encourage use through public outreach; (co)sponsor a temporary-use projects, etc.	NC 8	Variable	GEN, Local
Encourage development of other outdoor activities typically operated by private businesses such as a skate park, equestrian facilities, miniature golf, bicycle motor-cross, or a mountain-biking trail	OC 5	Variable	GEN
Encourage development of other indoor activities typically operated by private businesses such as a movie theater, bowling alley, roller-skating rink, gymnastics/twirling center, and indoor rodeo facilities.	IC 1	Variable	GEN
Develop a policy to educate the public regarding the benefits of private land donation for development of parks, greenbelts, and open space.	NC 2	Staff	GEN
Establish a voluntary park donation fund for future park developments.	NC 3	Staff	GEN
Develop a guiding vision for local park design.	NC 4	Staff	GEN
Adopt subdivision regulations that require new developments of over 10 units contribute land or fee-in-lieu for park improvements and allow for open-space dedication and floodplain preservation.	NC 7	<$1,000 (legal)	GEN
Biennial review of the Parks & Recreation Master Plan.	NC 10	Staff	GEN
FY 2025 (1/1/2025 to 12/31/2025)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Establish a "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Create a budget to fund the development and maintenance of future recreational facilities.	NC 5	$15,700+/-	GEN, Local
Dedicate public land adjacent to city hall for future park development.	OC 1	Variable	GEN
Develop an exhibit at city hall to foster nature appreciation and educate visitors about local flora, fauna, and geology. This can include a community garden and/or xeriscape garden.	OC 2	<$500	GEN, Local
Apply to TPWD Small Community Recreation Grant Program to develop dedicated public land into a neighborhood park.	OC 3	Variable	GEN, Local
FY 2026 (1/1/2026 to 12/31/2026)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Create a budget to fund the development and maintenance of future recreational facilities.	NC 5	$15,700+/-	GEN, Local
Use grant funds to develop dedicated public land into a minipark.	OC 3	Up to $150,000 (or 50% match of TPWD grants)	GEN, Local, TPWD

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
Biennial review of the Parks & Recreation Master Plan.	NC 10	Staff	GEN
FY 2027 (1/1/2027 to 12/31/2027)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
FY 2028 (1/1/2028 to 12/31/2028)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
Biennial review of the Parks & Recreation Master Plan. Solicit new public input.	NC 10	<$1,000	GEN, Local
Apply to TPWD Small Community Recreation Grant Program to acquire available floodplain land for future park developments.	OC 4	Variable	GEN, Local

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
FY 2029 (1/1/2029 to 12/31/2029)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
Use grant funds to acquire available floodplain land for future park developments.	OC 4	Up to $150,000 (or 50% match of TPWD grants)	GEN, Local, TPWD
FY 2030 (1/1/2030 to 12/31/2030)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
FY 2031 (1/1/2031 to 12/31/2031)			

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
Apply to TPWD Local Parks Non-Urban Outdoor Recreation program to develop acquire floodplain land into a neighborhood park.	OC 5	Variable	GEN
FY 2032 (1/1/2032 to 12/31/2032)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
Use grant funds to develop acquire floodplain land into a neighborhood park.	OC 5	Up to $750,000 (or 50% match of TPWD grants)	GEN, Local, TPWD

IMPLEMENTATION ITEM	ACTION ITEM	ESTIMATED COST	FUNDING SOURCE(S)
FY 2033-2033 (1/1/2033 to 12/31/2033)			
Annual: Continue Parks & Paths Advisory Committee to support parks and pathways planning, outreach, and activities.	NC 1	Staff	GEN,
Annual: Continue to support both temporary and permanent recreational uses on vacant land such as pocket parks or community gardens	NC 8	Variable	GEN, Local
Annual: Continue "community workday" to support local recreation and open space improvements. Seek volunteers from residents, City staff, community service workers, schools, local institutions, religious and civic groups, etc.	NC 9	<$1,000	GEN, Local
Annual: Conduct a Tree Planting Campaign (two trees per year). Prioritize public spaces and thoroughfares.	OC 7	$200	GEN, Local
Annual: Continue Budget funds for on-going facility development and maintenance.	NC 6	$15,700+/-	GEN, Local
Schedule creation of new Parks & Recreation Master Plan	NC 11	$10,000	GEN, CDBG

GEN = City of Todd Mission Municipal Funds; **CDBG** = Community Development Block Grant Program; **Local** = Donations from private citizens, organization, and local businesses; **TPWD** = Texas Parks & Wildlife Department

8.9 Appendix 8A: Survey

City of Todd Mission - Planning Survey (2023-2033)

City of Todd Mission

The city of Todd Mission wants to collect information from its residents that will be taken into account when making a Comprehensive Plan for the next 10 years. The Plan will review existing conditions and provide recommendations on housing, land use, parks and recreation, zoning and subdivision ordinances, and infrastructure opportunities (water, drainage, streets).

For more information, please contact:
Edgar Sada at GrantWorks, Inc.
281-986-0341
edgar.sada@grantworks.net

1. Why is Todd Mission is your home? (check all that apply)

- ☐ The city is growing
- ☐ Friendly/welcoming people
- ☐ It is affordable
- ☐ Location (rural)
- ☐ Location (close to highways, bigger cities)
- ☐ Work
- ☐ Close to family
- ☐ I'm from here
- ☐ Other reason (please describe)

2. How much do you agree or disagree with each statement about the kind of community Todd Mission should be?

	Ranking
A bedroom or residential community – a home base for people who work outside of Todd Mission	
A ***family-oriented community*** - a place where people can safely raise families	
A rural community – a place where people can "get away from it all"	
A pedestrian- and bicycle-friendly community – a place where people can safely walk and bike	
An ***environmentally friendly community*** – a place where people care for and preserve the natural environment.	
A retirement community – a place where residents can live out their retirement.	
An ***urban community*** – a place with lots of housing and commercial development.	

3. Please rate the quality and reliability of these systems in Todd Mission.

	Drainage System	Water System	Roadway System
Rating			

If you rated a system "Bad", please share your comment(s).

4. In your opinion, what are the most important transportation issues in Todd Mission? (select up to three)

- [ ] Connections between local streets and neighborhoods
- [ ] Connections from Todd Mission to highways
- [ ] Increased traffic
- [ ] Physical conditions of transportation infrastructure (roads, bridges, etc.)
- [ ] Lack of pedestrian and/or bicycle infrastructure (sidewalks, bike lanes, crosswalks, etc.)
- [ ] Other (please specify)

5. If you commute for work, to which metro area do you commute?

- ◯ Houston
- ◯ College Station
- ◯ Conroe
- ◯ Tomball
- ◯ Montgomery
- ◯ Huntsville
- ◯ I do not commute
- ◯ Other (please describe)

6. What is the general condition of houses in Todd Mission?

- ◯ Excellent
- ◯ Normal
- ◯ Not sure
- ◯ Bad (Please share your concerns in the box below)

7. How important are these types of housing?

	Importance
Affordable	
Luxury	
Market rate	
For rent	
For first-time homebuyers	
For seniors	
Historic	

8. Do you rent or own your home?

- ◯ Rent
- ◯ Own
- ◯ Not Sure

9. Which of the following businesses would you like to have, or have more of, in Todd Mission?

- ☐ Gas station
- ☐ Tailor / dry cleaners
- ☐ Pharmacy
- ☐ Farm stand
- ☐ Small craft / artisan gallery
- ☐ Liquor store or wine shop
- ☐ Doctor / dentist
- ☐ Restaurant
- ☐ Lawyer / legal services
- ☐ Salon / Beauty
- ☐ Clothing store
- ☐ Hardware / general store
- ☐ Other (please describe)
- ☐ Food mart / grocery store
- ☐ Book store / newspaper stand
- ☐ Automotive repair
- ☐ Banking
- ☐ Florist / plant nursery
- ☐ Child care
- ☐ Coffee shop / cafe
- ☐ Bar / pub / tavern
- ☐ Hotel / Motel
- ☐ Theaters / Entertainment (bowling alleys, arcades, etc.)
- ☐ Food Truck Park

10. What types of activities do you and your family like to do?

- [ ] Boxing
- [ ] Martial arts
- [ ] Tennies
- [ ] Cheerleading
- [ ] Fishing
- [ ] Bicycling / BMX
- [ ] Walking
- [ ] Golf
- [ ] Camping
- [ ] Horseback riding
- [ ] Hunting / shooting
- [ ] Gymnastics
- [ ] Dance
- [ ] Hiking
- [ ] Soccer
- [ ] Volleyball
- [ ] Bowling
- [ ] Football
- [ ] Cross country / running
- [ ] Swimming
- [ ] Softball
- [ ] Skateboarding
- [ ] Track / field
- [ ] Basketball
- [ ] Baseball
- [ ] Other (please describe)

11. Where do you and your family go to play? (check all that apply)

- [ ] Home / friend's house
- [ ] School / church
- [ ] Local gym or workout class
- [ ] Other (please describe)
- [ ] Outside / just around
- [ ] Parks / gyms / schools in other cities

12. How often do you visit a park?

- ( ) Every day / most days
- ( ) About once a week
- ( ) A few times a month
- ( ) I don't go to parks

13. Which of the following facilities would you like to have in Todd Mission?

	Answer
Volleyball court	
Outdoor tennis court	
Soccer field	
Covered picnic area	
Golf course	
Public garden	
Hike / jogging / bike trail	
Basketball court	
Softball / baseball field	
Sidewalks	
Playground	
Outdoor picnic area	
Skate park	
Recreation center	
Splash pad / swimming pool	

14. What are Todd Mission's top challenges? Please rank the below challenges from 1-to-9, with 1 being the most important.

Housing and yard conditions (structures need repair; debris in the yard)		☐ N/A
Water service		☐ N/A
Sewer service		☐ N/A
Drainage		☐ N/A
Street conditions (pot holes, cracks, poor drainage)		☐ N/A
Affordability (housing costs and affordability in general)		☐ N/A
Local business (need more local businesses, more support for local businesses)		☐ N/A
Amenities / attractions		☐ N/A
Emergency Services (ambulance, police, fire)		☐ N/A

15. Pick one word to describe the Todd Mission you would like to see in 10 years.

16. Do you live in Todd Mission?

- ◯ Yes
- ◯ No
- ◯ Not sure

17. What is your age?

18. What changes do you believe are most needed to improve Todd Mission?

9 Capital Improvements Program

The condition of infrastructure is a major concern of all communities. Infrastructure deteriorates with time and use, and as cities expand, stress is placed upon the capacity of local governments to accommodate additional people. When properly developed and used, a capital improvements program (CIP) is a tool for local government to identify ongoing and long-term capital needs and assess financial capabilities to meet those needs.

9.1 Highlights

Although Todd Mission is a small, lower-income community, the City has the financial capacity to carry out some of the necessary capital improvements over the next 10 years. Sales tax increased over the last five years and the City currently holds no debt. The City's financial ratios (per capita bond indebtedness, debt service coverage ratio, etc.) are within standard benchmarks and indicate that Todd Mission could issue $8,000 to $193,000 in annual debt while maintaining a conservative fiscal policy ($80,000 to $1.93 million over the planning period).

Projects recommended in the Five-Year Capital Improvements Program Schedule at the end of this chapter (and on *Map 9A: Capital Improvements Program)* total an estimated $4.116million. The order of those projects and the exact locations of some improvements would depend on funding availability, engineering studies, and the changing needs of the community. Local financing options are discussed below.

9.2 City Financial Condition

This section describes the City's financial condition with regards to public debt, income and expenditures, tax revenue trends, and residents' income levels.

9.2.1 Public Debt

The audit for the City of Todd Mission's 2021 fiscal year, identified no sources of debt. The last known source of debt, according to the City's audit for the fiscal year of 2020, was a note payable of $7,670 for a vehicle finance note.

9.2.2 Income & Expenditures

The City of Todd Mission organizes revenues and expenses in compliance with standard governmental accounting practice. The City has one fund type, a Governmental Fund type. The Governmental Fund type in the most recent financial audit is represented in the form of a General Fund. The General Fund is the general operating fund of the City. Income for the General Revenue Fund is generated primarily through taxes and festival traffic coordination. General Fund expenditures include general governments costs, animal control, and municipal court.

Governmental Fund revenues increased by approximately 41% between the 2020 and 2021 fiscal years. This change resulted primarily from an increase in Sales Taxes ($154,495).

Governmental Fund expenditures increased by approximately 37% over the same period. This change resulted primarily from an increase in general government expenditures.

Table 9A: General Fund Revenues & Expenditures (2020, 2021)

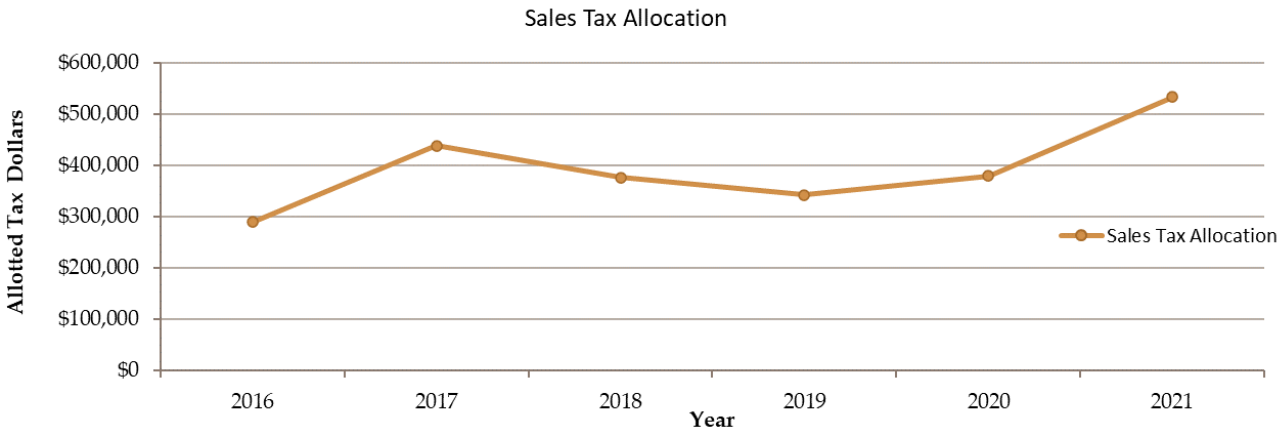
	2020	2021
Revenues		
Sales Tax	$380,929	$535,424
Franchise Tax	$29,908	$32,686
Permits & Licenses	$15,335	$57,358
Fine & Forfeitures	$7,715	$5,680
Festival Traffic Coordination	$270,000	$270,000
Grant Revenues	$30,487	$25,381
Other	$5,209	$40,182
Total Revenues	**$739,583**	**$966,738**
Expenditures		
General Government	$286,105	$393,107
Animal Control	$363,372	$372,012
Municipal Court	$9,720	$9,150
Total Expenses	**$659,197**	**$774,269**
Net Change in Fund	*$80,386*	*$192,469*
Beginning Fund Balance	*$1,264,607*	*$169,153*
Ending Fund Balance	*$835,848*	*$361,622*

Source: Annual Financial Report, year ending 12/31/2020, pg. 13 & Annual Financial Report, year ending 12/31/2021, pg. 13

9.2.3 Local Taxes

Local taxes are a key source of Governmental Fund revenues. *Chart 9A* depicts the historical sales tax allocation from the Texas Comptroller of Public Accounts for the city of Todd Mission. Sales tax allocations have generally increased over the past five years.

Chart 9A: Tax Allocation History[73] (2016-2021)



9.2.4 Community Income Levels

Resident income levels can affect which grant programs are available for capital improvements. The following statistics are those most often used by State agencies for grant qualification. As program requirements change frequently, individual agencies and organizations should be contacted for details prior to submitting an application.

- According to the 2017-2021 American Community Survey,[74] Todd Mission's estimated annual per capita income is $41,916. Some programs require per capita income to be 80% or less of the national or below the State-wide average.
- According to the 2017-2021 American Community Survey (ACS),[75] Todd Mission's estimated poverty rate is 2.6%, lower than the estimated poverty rate for Grimes County – 16.7% - as well as the estimated rate for the state of Texas – 14.0%. Some grant programs provide additional points for areas with higher poverty rates.

[73] Comptroller https://mycpa.cpa.state.tx.us/allocation/AllocHist
[74] U.S. Census Bureau at data.census.gov Table B19301
[75] The numbers used for Community Development Block Grant and Texas Capital Fund grants come from the American Community Survey 5-year estimates, Table DP03, Poverty level of "All people", accessible from data.census.gov

- According to the Texas Workforce Commission,[76] the unemployment rate for Grimes County in October 2022 was 4.7%, higher than both the Texas unemployment rate (3.8%) and the national rate (3.4%). Some grant programs are more available to localities where unemployment rates exceed the national rate by at least one percentage point.

- The US Department of Housing and Urban Development (HUD) sets income limits to determine who can qualify for programs such as Housing Choice Vouchers (Section 8) and HOME. HUD reports Median Family Income in 2022 for Grimes County at $66,000. HUD has set the income limits for 2022 at those listed by family sized in *Table 9C (next page).*[77]

- TxCDBG programs require that at least 51% of residents for community-wide projects be moderate-to-low income. In *Tables 9B* that would correspond to HUD definitions of "low" to "extremely low."

Table 9B: HUD Income Limits (2022)

Grimes County, Texas								
FY 2022 Income Limit Category	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Very Low (50%) Income Limits*	$24,100	$27,550	$31,000	**$34,400**	$37,200	$39,950	$42,700	$45,450
Extremely Low Income	$14,500	$18,310	$23,030	**$27,750**	$32,470	$37,190	$41,910	$45,450*
Low (80%) Income Limits	$38,550	$44,050	$49,550	**$55,050**	$59,500	$63,900	$68,300	$72,700

**The FY 2014 Consolidated Appropriations Act changed the definition of extremely low-income to be the greater of 30/50ths (60 percent) of the Section 8 very low-income limit or the poverty guideline as established by the Department of Health and Human Services (HHS), provided that this amount is not greater than the Section 8 50 percent very low-income limit. Consequently, the extremely low-income limits may equal the very low (50 percent) income limits.*

[76] https://texaslmi.com/LMIbyCategory/LAUS
[77] HUD data available from www.huduser.org/portal/datasets/il.html

9.3 Key Capital Improvements Considerations

Based on the capital needs identified in other chapters of this comprehensive plan and the financial data described above, the City of Todd Mission should focus on the following key issues related to capital improvements: public improvements debt financing options, City debt capacity, and impact of project on protected classes.

9.3.1 Public Improvements Debt Financing Options

The type of financing used to pay for infrastructure expenditures depends on several factors, most critically the annual tax revenues generated, the unmet demand for different infrastructure projects, and the jurisdiction's indebtedness. Because costs often run into the millions of dollars, multiple sources are often used to finance infrastructure expansion or replacement: general obligation bonds and certificates of general obligation, revenue bonds, operating revenues/general fund, impact fees, and State or federal funds. The following list does not include external funding options, which have been described in other chapters of this plan and include: grants, volunteer activities, inter-community partnerships, and public-private partnerships.

GO BONDS	General obligation (G.O.) bonds are paid out of annual general revenues. These bonds usually raise large sums of money with the debt retired over several decades. G.O. bonds are backed by the "full faith, credit and taxing powers" of the issuing jurisdiction. When G.O. bonds are sold, the jurisdiction guarantees that it will raise sufficient revenues to retire the debt on schedule, usually using property taxes. Because G.O. bonds are repaid by all taxpayers in a community, they are usually used to finance projects that benefit the whole community, like public buildings, parks, recreation centers, and major street improvements. G.O. bonds require voter approval.
COs	Certificates of Obligation are similar to G.O. bonds. However, they are usually used to pay a contractual obligation incurred in: (1) a construction contract; (2) the purchase of materials, supplies, equipment, machinery, buildings, land, and rights-of-way for authorized needs and purposes; or (3) the payment of professional services, including services provided by appraisers, engineers, architects, attorneys, auditors, financial advisors, and fiscal agents. Debt service is paid from tax revenue and/or system revenues. C.O. bonds, unlike G.O. bonds do not require voter approval.

REVENUE BONDS	Revenue bonds are sold to develop projects that produce revenues, like municipal sewer and water systems. The guarantee of repayment comes from the revenues generated by the financed project, which usually includes taxes or fees collected from the project's beneficiaries. Most projects financed using revenue bonds benefit a wide class of users, like water customers, airport users, or toll road users. Unlike G.O. bonds, revenue bonds do not require the backing of the jurisdiction's "full faith, credit and taxing powers." Consequently, the local government is not obligated to raise taxes to avoid default, but revenue bonds usually carry higher interest rates than general obligation bonds. Voter approval is not usually necessary to float revenue bonds.
PRIVATE ACTIVITY BONDS	Private Activity Bonds are a special type of bond administered by the Texas Bond Review Board. From the Bond Review Board website: *Private activity bonds are those bonds that meet any of the following tests: 1) Private Business Use Test - more than 10 percent of the proceeds are to be used for any private business use; 2) Private Security or Payment Test - payment on principal or interest of more than 10 percent of the proceeds is to be directly or indirectly secured by, or payments are to be derived from, a private business use; and 3) Private Loan Financing Test - proceeds are to be used to make or finance loans to persons other than governmental units.*[78]
SALES TAX BONDS	Sales Tax Bonds (Texas Leverage Fund program) are available to cities that have passed the local Sales and Use Tax for Economic Development. Loans leverage future local sales and use taxes that will be due the 4A or 4B Economic Development Corporation in future years. The program is designed to give cities quick capital for business development activities approved in the legislation voters approved in forming the 4A (manufacturing or industrial activities) or 4B (business development and infrastructure activities including those that improve quality of life for the City). Loans cannot exceed $5 million.

[78] TX Bond Review Board: www.brb.state.tx.us/pab/pab.aspx

OPERATING REVENUES

General Fund Operating Revenues are funds that are derived from the income-generating functions of a local government. Financing infrastructure with operating revenues or the general fund saves the interest and fees associated with issuing bonds. However, because the operating revenue cannot usually provide the large cash flows of a bond issuance, General Fund Operating Revenues are usually used to finance smaller, lower-cost capital improvement projects that can be paid for in one year. Some cities with limited budgets have allocated a portion of their budgets annually into a fund for specific projects, like street or drainage improvement, and allowed the fund to accumulate and gain interest until it was large enough to fund a project.

EXACTIONS

A city may require that a developer fund or construct public facilities in proportion to the impact the development will have on city services. Exactions can include dedication of land for specific purposes or construction of public facilities as authorized by constitutional, statutory or charter authority, such as that enabled by a subdivision ordinance. Projects often include drainage easements and facilities, street and alley right-of-way, water and wastewater easements and facilities, street lighting, fire hydrants, sidewalks, street signs, and traffic control devices. Less common are park dedication (or fees in lieu); school site dedications; major public works facility dedication (e.g., water treatment plant); and public service facility dedication (e.g., fire or police stations, library branches). Cities must show that the dedication, construction, or payment in lieu is "reasonably related" to the public needs created by the new development.

FEES

Fees include user fees, impact fees, and special assessments and are usually collected from the beneficiaries of a project. User fees include public swimming pool or golf course user fees, trash collection fees, or water meter tap fees. Impact fees, a type of exaction, include charges to property developers to defray the costs of providing off-site water, sewer, and transportation infrastructure impacted by a new development. Developers typically pass the cost of infrastructure construction to the primary beneficiaries: the residents of the new development.

Special assessments are used to fund improvements like water, wastewater, drainage, sidewalk, parking, library, recreation, and landscaping. While impact fees reflect the cost of the development, special assessments reflect the projected increase in a development's value created by the improvements. They are assessed against properties affected by the improvement and must be approved by property owners representing more than 50% of the area of property to be taxed.

Additional Considerations

Cost of Financing: Each option available to pay for infrastructure carries a certain financial obligation. One objective of local governments is to incur minimal interest and finance charges, which may depend on the bond rating of the jurisdiction. If enterprise funds, revenues from general taxes, or outside assistance from state or federal sources are sufficient to pay for infrastructure development, no financing costs will be incurred. Nevertheless, most cities find that they must issue debt to provide needed services. A 2023 Texas Municipal League survey of cities indicated that, for cities with populations between 0 and 500 residents, 15% had general obligation or revenue bonds. General obligation bond debt ranged from $98,000 to $2.4 million. Revenue bond debt ranged from $195,000 to $1.13 million. Most of the debt paid for municipal buildings, sewer and water infrastructure, and parks.[79]

Equity: Local governments must determine the relationship between those who receive the benefits and those who pay the costs. In some cases, it is possible to identify groups of individuals who benefit more directly from a particular project; in others, the benefit may be more widely distributed. Some forms of financing may be more burdensome to one group of citizens than another, leaving local governments to decide how the costs and benefits of infrastructure projects will be distributed. Some financing mechanisms, such as impact fees and special assessments, require the government to prove a relationship between the residents served and the fee paid.

Political Acceptability: While most communities have a range of infrastructure financing options, local political realities often play a major role in determining which option is chosen. In some communities, it may not be politically feasible to increase property taxes, while it may be acceptable to issue bonded indebtedness for a specifically earmarked purpose. In other cases, it may be more acceptable to charge fees directly to those who benefit from a project or incur debt that will be repaid by fees charged for use of the project.

9.3.2 City Debt Capacity

Debt capacity analysis is used to determine how much additional debt the City could afford. The analysis below uses standard benchmarks to evaluate the current debt burden of a municipality. Major debt issuance decisions would require more detailed study of market interest rates, available funding packages, loans and bonds issued by other area political entities, and other factors at the time of financing.

Based on the above summary of the City's finances and the following analysis, the City of Todd Mission could consider issuing additional debt for capital improvements and remain within most accepted debt affordability benchmarks. The City could conservatively issue approximately $1.33 million (or $133,000 annually) in new debt.

[79] https://www.tml.org/228/Taxation-Debt-Survey

Per Capita Bonded Indebtedness

The amount of direct debt outstanding for each citizen of a jurisdiction should generally be kept below $1,200 (principal only). More fiscally conservative communities set the upper limit at $600. Direct debt includes all long-term obligations supported by general revenues and taxes, including combination bonds that are backed by taxes and general revenues.

Based on the 2023 population estimate of 134, the City could support between $80,000 and $160,000 in tax supported debt. The City currently holds no debt. According to this indicator, Todd Mission can conservatively incur additional direct debt and remain under $1,200 per capita, if desired.

Annual Debt Service as a Percentage of Receipts

The City's annual debt service (principal and interest) should not exceed 20% of the City's annual receipts.

Todd Mission's anticipated annual debt service expenditures (≈$0.00) are 0% of annual receipts, well below the recommended 20% limit.

According to this indicator, Todd Mission could conservatively incur additional annual direct debt up to $193,347, or approximately $1.93 million over the planning period.

Revenue Debt (debt service coverage ratio)

The debt service coverage ratio (DSCR) refers to the amount of cash available to meet annual payments on debt, and a DSCR greater than 1.0 is required to make annual debt payments. The DSCR is calculated using the following equation:

$$\frac{\text{(Net Operating Income + depreciation and amortization + non-operating revenues)}}{\text{Annual Debt Service (principal and interest)}}$$

The DSCR is used to determine a city's ability to pay current long-term debt obligation based on current revenues. The DSCR calculation is based on the Governmental Fund, the DSCR is 192,469.0. According to this metric the City could support approximately $192,468 in additional annual debt service and maintain a DSCR above 1.0.

9.3.3 Impact of Projects on Protected Classes

In prioritizing projects, the City considered the locations of past infrastructure projects and the locations of projects recommended in the various studies in the plan to determine if those projects had or would inadvertently result in disparate treatment of members of protected classes. Specifically, it noted whether infrastructure projects had the impact of:

- Positively promoting affordable housing in areas outside of geographic concentration and giving members of protected classes the opportunity to move out of areas of concentration;
- Positively promoting equal treatment and access for disabled persons, particularly in public facilities;
- Negatively promoting racial concentration or disparate treatment of members of protected classes; or
- Negatively placing undesirable infrastructure in areas where protected classes reside.

As discussed in *Chapter 3: Housing Study* and shown on *Map 3A: Existing Housing Conditions,* Todd Mission does not areas of racial concentration at the block group level, the level of analysis used by the State to define concentrations of protected classes. The geographic distribution of other protected classes (color, national origin, religion, sex, familial status or handicap) is unknown as the Census does not report this data geographically for cities the size of Todd Mission.

As shown in the infrastructure and housing studies accompanying this plan, the condition of existing infrastructure is similar throughout the City. There is no indication of historical neglect in any areas. Capital improvement projects are prioritized in the tables that follow and include all areas of the city.

Capital improvement projects are prioritized in the tables that follow, and include all areas of the city.

The following specific projects would have a positive impact on all citizens of Todd Mission including the protected classes:

- **Water Phase 1A (2023-2027):** Obtain funding to construct a water well, and treatment facilities, ground storage tank and pressure tank. Project will include administration, and Engineering & Survey services.
- **Water Phase 1B (2023-2027):** Obtain funding to construct an 8-inch water main along FM 1774 from CR 302 to Oak Forest Dr. Project will include road and driveway repair, easement acquisition, administration, and Engineering & Survey services.

- **Water Phase 2 (2023-2027):** Obtain funding to construct a 7,000 LF 6-inch water loop from FM 1774 along Wildwood, Largent, and Creekbend. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.
- **Water Phase 3 (2023-2027):** Obtain funding to construct approximately 1500 LF of 8-inch water main along FM 1774 from CR 302 to Loretta and a 5,500 LF 6-inch water loop from FM 1774 along Loretta, Oakwood, and Denise. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.
- **Drainage Phase 1 (2023-2025):** Obtain funding to maintain roadside ditches and install approximately 80 LF of 36" in RCP culvert under Oak Forest and Inwood Road. Project includes culvert pipe, headwall, road repair, administration, and Engineering & Survey services.
- **Drainage Phase 2 (2026-2028):** Obtain funding to replace existing damaged and blocked 4x36" CMP culvert with 4x36" RCP under Renfaire Road. Project includes pavement repair, headwalls, administration, and Engineering & Survey services.
- **Drainage Phase 3 (2029-2032):** Obtain funding to replace the existing 3x24" culvert and construct approximately 2000 LF of 36" RCP storm sewer along Oakwood and 1,000 linear feet of 36" RCP storm sewer from the end of Largent St. to drain to the creek. Project includes driveway and pavement repair, headwalls, administration, and Engineering & Survey services.
- **Streets Phase 1 (2023-2026):** Repair 4,686 LF of streets primarily in northern Todd Mission, an area that was severely affected by Hurricane Harvey. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Costs estimates assume paving of unpaved roads.
- **Streets Phase 2 (2027-2029):** Repair 10,693 LF of streets primarily in central Todd Mission, and streets providing entrance to the Texas Renaissance Festival. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.
- **Streets Phase 3 (2030-2032):** Repair remaining 20,234 LF of local streets. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.

9.4 10-Year Capital Needs Prioritization

This section prioritizes the capital needs identified throughout the Comprehensive Plan and provides a consolidated overview of recommended improvements for the next 10 years. Due to competition for limited funds, improvements that may be considered "mandatory" because they promote health and safety may be built after other improvements considered "desirable" or "acceptable" such as certain street construction or park improvements. A community must consider both the urgency and the feasibility of a particular capital project. If funds are likely to become available for a lower priority project before a higher priority project, the City should indicate that on its capital improvements schedule. Capital needs have been classified using the following system:

1. Mandatory (M): those which address an imminent threat to life or health;
2. Necessary (N): those which provide important public services by improving existing systems and/or replacing obsolete facilities;
3. Desirable (D): those which improve the aesthetic aspects of a community or address quality of life issues;
4. Acceptable (A): those which may fall under the "necessary" or "desirable" categories above, but are undertaken primarily to reduce operating costs to the City.

Table 9C: Capital Needs Prioritization

Water Projects	Year	Need
Obtain funding to construct a water well, and treatment facilities, ground storage tank and pressure tank. Project will include administration, and Engineering & Survey services.	2023-2027	Mandatory
Obtain funding to construct an 8-inch water main along FM 1774 from CR 302 to Oak Forest Dr. Project will include road and driveway repair, easement acquisition, administration, and Engineering & Survey services.	2023-2027	Mandatory
Obtain funding to construct a 7,000 LF 6-inch water loop from FM 1774 along Wildwood, Largent, and Creekbend. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, Engineering & Survey services.	2023-2027	Mandatory
Obtain funding to construct approximately 1500 LF of 8-inch water main along FM 1774 from CR 302 to Loretta and a 5,500 LF 6-inch water loop from FM 1774 along Loretta, Oakwood, and Denise. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.	2023-2027	Mandatory
Drainage Projects	**Year**	**Need**
Obtain funding to maintain roadside ditches and install approximately 80 LF of 36" in RCP culvert under Oak Forest and Inwood Road. Project includes culvert pipe, headwall, road repair, administration, and Engineering & Survey services.	2023-2025	Mandatory
Obtain funding to replace existing damaged and blocked 4x36" CMP culvert with 4x36" RCP under Renfaire Road. Project includes pavement repair, headwalls, administration, and Engineering & Survey services.	2026-2028	Mandatory
Obtain funding to replace the existing 3x24" culvert and construct approximately 2000 LF of 36" RCP storm sewer along Oakwood and 1,000 linear feet of 36" RCP storm sewer from the end of Largent St. to drain to the creek. Project includes driveway and pavement repair, headwalls, administration, and Engineering & Survey services.	2029-2032	Mandatory

Streets Projects	Year	Need
Repair 4,686 LF of streets primarily in northern Todd Mission, an area that was severely affected by Hurricane Harvey. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Costs estimates assume paving of unpaved roads.	2023-2026	Necessary
Repair 10,693 LF of streets primarily in central Todd Mission, and streets providing entrance to the Texas Renaissance Festival. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.	2027-2029	Necessary
Repair remaining 20,234 LF of local streets. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.	2030-2032	Necessary

9.5 Five-Year Capital Improvements Program Schedule

The following table delineates the proposed capital improvements for the 2023-2027 planning period, the estimated costs, sources of funds, and timing of the projects. The projects are listed in order of priority. Projects that fall after 2027 are listed in detail in the appropriate chapters.

Costs for projects are estimates based on recent representative bids for similar items. Unit costs may vary within a given time period for a variety of reasons including but not limited to:

1. Economies of scale – A project with large quantities of a particular item will have a lower unit cost than a project with small quantities;
2. Relative location of the project with respect to the bidding contractor's location – Contractors having to mobilize labor, equipment, & materials from a long distance will bid a higher unit cost than contractors in the local area;
3. The general state of the economy – Contractors & Suppliers bid lower when work is scarce than when work is plentiful;
4. Energy prices – PVC, steel, iron, and fuel costs rise and fall with the global price of oil.

Table 9D: Capital Improvements Program Schedule: Fiscal Year 2023-2027

Type	Scheduled Capital Improvement Projects	Year	2023	2024	2025	2026	2027	Priority	Cost	Source of Funds
W	Obtain funding to construct a water well, and treatment facilities, ground storage tank and pressure tank. Project will include administration, and Engineering & Survey services.	2023-2027						M	$1,277,000.	GLO CDBG-MIT
W	Obtain funding to construct an 8-inch water main along FM 1774 from CR 302 to Oak Forest Dr. Project will include road and driveway repair, easement acquisition, administration, and Engineering & Survey services.	2023-2027						M	$620,000	TxCDBG; GEN; USDA; TWDB loan
W	Obtain funding to construct a 7,000 LF 6-inch water loop from FM 1774 along Wildwood, Largent, and Creekbend. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, Engineering & Survey services							M	$575,000	TxCDBG; GEN; USDA; TWDB loan
W	Obtain funding to construct approximately 1500 LF of 8-inch water main along FM 1774 from CR 302 to Loretta and a 5,500 LF 6-inch water loop from FM 1774 along Loretta, Oakwood, and Denise. Project will include fire hydrants, road and driveway repair, easement acquisition, administration, and Engineering & Survey services.							M	$600,000	TxCDBG; GEN; USDA; TWDB loan

D	Obtain funding to maintain roadside ditches and install approximately 80 LF of 36" in RCP culvert under Oak Forest and Inwood Road. Project includes culvert pipe, headwall, road repair, administration, and Engineering & Survey services.	2023-2025						M	$152,000	ARP
S	Repair 4,686 LF of streets primarily in northern Todd Mission, an area that was severely affected by Hurricane Harvey. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Costs estimates assume paving of unpaved roads.	2023-2026						N	$399,428	GEN
D	Obtain funding to replace existing damaged and blocked 4x36" CMP culvert with 4x36" RCP under Renfaire Road. Project includes pavement repair, headwalls, administration, and Engineering & Survey services	2026-2028						M	$167,000	ARP
S	Repair 10,693 LF of streets primarily in central Todd Mission, and streets providing entrance to the Texas Renaissance Festival. The repair operations should include an overlay process for the sections of paved streets that can be salvaged. Cost estimates do assume paving of unpaved roads.	2027-2029						N	$325,686	GEN

Source: **GEN =** Municipal funds; **TxCDBG** = Texas Community Development Block Grant Program, administered through the Texas Department of Agriculture (TDA); **TWDB** = Texas Water Development Board grants and loans; **USDA =** US Department of Agriculture Rural Development Water and Wastewater Infrastructure loans and grants; **ARP** = American Rescue Plan funds; **GLO CDBG MIT** = General Land Office Community Development Block Grant Mitigation funds

10 Zoning Ordinance

10.1 Introduction

This plan provides a recommended ordinance for consideration as Todd Mission's first zoning ordinance.

As with any zoning ordinance, all uses in existence at the time of adoption are "grandfathered in" and may be restricted after change of ownership, use, passage of time, or other condition imposed by the ordinance. Adoption of an original ordinance should be supervised by an attorney familiar with land use law and requires public hearings, public notices, and public meetings.

The City (City Council) should review the following before adopting the proposed ordinance:

- Dimensions required by the ordinance, including lot setbacks, build-to lines (minimum setbacks), screening features, building heights, number of stories etc. (Proposed dimensions were decided based on the scale of construction observed during fieldwork and established best practices).
- To simplify management, the ordinance provides for the City Council to act as the Planning and Zoning Commission and the Board of Adjustments; however, it also requires the designation of a Zoning Administrator to monitor new construction and enforce provisions of the code. Many smaller cities contract with third parties to serve those functions.
- City staff and the City Council should review the background information (below) regarding zoning ordinances in Texas which explains zoning code administration and gives basic legal information on different aspects of zoning.

The regulations for officially adopting a zoning ordinance and map are controlled by Texas Local Government Code Chapter 211, Section 211.006-.007. The adoption of a zoning ordinance is an eight-step process and requires the appointment of a zoning commission; public hearings before the zoning commission and the City Council; reports by the zoning commission to the City Council; and publication of a notice of the City Council public hearing at least 15 calendar days before the hearing. In general-law cities, the City Council may act as the Zoning Commission.

10.2 Review of Elements in the Proposed Ordinance

The following review summarizes major components found in the proposed ordinance.

a) Establishes four zoning districts in Todd Mission: (A) Agricultural District, (R) Residential District, (C) Commercial District, and (M) Manufacturing District- as well one special purpose district – (TXRF) Texas Renaissance Fairground Special District – and two overlay districts – (FLOOD-O) Floodplain Overlay District, and (ARB-O) Arboretum Overlay District.

b) Information on zoning map amendments, zoning newly annexed land, uncertainty of zoning district boundaries, and other general provisions.

c) Description of permitted uses by district, procedural information on determining the appropriate district for unlisted uses, and temporary use permits. The ordinance also addresses non-conforming uses and structures.

d) Provides design standards for each of the zoning districts including building design guidelines, setbacks, parking placement, and diagrams illustrating various building and site layout measurements.

e) Includes provisions for site development standards such as parking requirements, site access, and fencing and screening.

f) Administrative steps for Site Plan approval that is required for a zoning map amendment; a building permit application for new construction; or a temporary use application.

g) Procedural and administrative information for ordinance enforcement; role of the City Council which shall act as the Planning and Zoning Commission and Board of Adjustment until such time as one or both of these bodies are active; violations, notification, enforcement, and penalties; and severability and validity.

10.3 Legal Discussion of Zoning

Zoning is the most common means of regulating local land use in the United States. It gained popularity in the 1920s when many states, including Texas in 1927, passed planning and zoning enabling legislation allowing cities and some counties to enact land use plans and zoning regulations.

Zoning seeks a balance between the right of the property owner to use land and the right of the general public to a healthy, safe, and orderly living environment.

Conventional purposes of zoning have focused on:

1. Separating conflicting land uses;
2. Ensuring that new development is located according to a general community plan; and
3. Promoting quality development that will not harm the health, safety, or welfare of the public.

In Texas, a city's zoning power extends only over land within its corporate limits. A city has no zoning power within its extraterritorial jurisdiction (ETJ) or within other territory outside of the city limits. State law and legal history have further defined the purposes of zoning regulations:

Lessen street congestion by limiting the level and density of development in the various zoning districts to allow for appropriate match between types of development and the level of infrastructure that can be reasonably provided by the city.

Promote safety from fire and other dangers by imposing minimum yard setback and access-related requirements to hinder the spread of fire and to ensure access by emergency personnel and equipment.

Promote health and general welfare by separating land uses that involve potentially dangerous activities, excessive noise, pollution, odors, or heavy traffic to non-residential or non-commercial areas of the city.

Promote adequate light and air by requiring setbacks, open space, and building location, arrangement, size, or height requirements.

Prevent undue concentration of population or overcrowding through minimum or maximum square footage, lot sizes, or parking space requirements.

Facilitate adequate transportation, water, sewer, schools, parks, and other public service requirements through matching the infrastructure requirements of a particular land use with the city's ability to provide for these needs.

Zoning must have a consistent, close connection to real community goals and objectives, not vaguely perceived needs. The right of the public to restrict the use of private property must be based on a well-reasoned, desired, future community, as expressed in a locally-adopted community plan (specified in Section 211.004 of the Local Government Code). Such locally-adopted plans often take the form of a Future Land Use Plan, Comprehensive Plan, or Master Plan.

Local Government Code Section 211.003 provides that a city may enact zoning regulations to address any of the five following aspects of development:

- height and size of buildings
- percentage of a lot that is occupied

- size of yards, courts, or other open spaces
- population density of the site
- location and use of the buildings and land for residential, business, industrial, or other purposes

For historical, architecturally significant, or cultural sites or areas, cities may regulate the construction, alteration, or razing of structures. In addition, zoning ordinances usually contain standards that the city has established with regard to minimum lot sizes, setbacks, yards, impervious cover, parking, screening, and other criteria that must be met when developing property. A typical ordinance also sets out the permitted uses of land within designated zoning districts and indicates how to obtain special use permits, variances, and amendments of the zoning ordinance.

Zoning regulations must be uniform for each kind of building in a district, but may vary from district to district based upon the character of each district and its suitability for particular uses, with due consideration given to conserving the value of buildings and encouraging the most appropriate use of land in the city.

For the large part, zoning has not been greatly successful in reshaping land uses and growth that occurred in the past. Often, cities adopt zoning ordinances in reaction to some undesired development or series of events, such as mobile homes moving to vacant lots in a neighborhood of single-family homes or a new business generating noxious pollution or lots of traffic. These types of situations are usually regulated through nuisance ordinances such as those regulating noise, pollution, dangerous structures, junk cars, etc.

Though zoning is not generally aimed at controlling land uses that legally existed prior to the adoption of land regulations, it can be used in this way, depending on what the ordinance requires. Some zoning ordinances require nonconforming land uses to cease after a certain amount of time has passed, generally enough time to "amortize" the property owner's investment (enough time to recoup or at least minimize financial loss). The ordinance can also be used to prevent nonconforming uses or structures from being rebuilt if they are destroyed or from being converted to another nonconforming use. To illustrate this point: an auto body repair shop in a residential zone that was considered a nonconforming use burns down. If the owner proposed to rebuild it on the same site, the city government, under the zoning ordinance, could legally prevent the owner from rebuilding the shop at that location.

A zoning ordinance consists of two parts—the text and a map. The text explains the different land use zones and districts, including permitted and conditional uses, minimum lot requirements, general development standards, and how the zoning process is to be administered. The zoning map shows the location of the zones and districts for different types of land uses, reflecting also the future land use priorities according to the city's plan. Ordinances or resolutions adopting zoning refer to both the text and the map.

10.4 Zoning Ordinance Types

A city enacting zoning regulations or revisions has a few choices on types of zoning codes. The technical expertise needed to implement a code varies according to the type of zoning.

Use-based (conventional) Codes are the regulations for land use developed throughout most of the 20th century. Also known as Euclidean zoning, they define what use can be situated on each property, often emphasizing a separation of uses. The original intent of conventional codes was to separate non-compatible uses so that, for example, factories that generated pollution and large-truck traffic were not located next to housing or small commercial shops. The focus is on preventing development that could damage a neighbor's property or safety. These codes often separate retail, single-family, multifamily, office, and industrial uses from one another and apply strict standards to what types of uses and density can be placed on each property. Euclidean codes are based on a City Future Land Use Plan often found in a Comprehensive Plan that articulates a vision of how property should be used during a planning period. The future land use vision usually includes decisions about where city government would provide its services in the future.

Conventional zoning involves separating a city into land use zones and districts. Typical zones include R-Residential, M-Industrial/Manufacturing, and C-Commercial Districts which can be further specified such as R-1 Single-family Residential or R-2 Multifamily Residential. In each district, certain land uses are permitted outright or may be permitted as conditional uses; other uses are prohibited or not listed. For example, in a residential zone, a single-family house is permitted outright, a daycare in a single-family home may be permitted conditionally if it does not change the character of the area, but the construction of a fast-food restaurant (an intensive commercial use) is likely to be prohibited.

Finally, conventional zoning sets building intensity limits on lots through uniform application within a zone of setback, height, density, and other requirements.

Unified Development Codes are single documents containing zoning and subdivision regulations and any other development-related regulations in a city's Code of Ordinances. These codes seek to avoid conflicting or inconsistent language that can develop if separate ordinances are used. They are also intended to make decision-makers more aware of the entire land development process from "platting to certificate of occupancy."

Form-based Codes[80] focus on building form, de-emphasizing density and use regulation. In place of long lists of allowed uses in a district, the codes focus on what buildings should look like, their role in shaping the public space, their role in creating "a place" or city character, and their relationship to the street or other transportation infrastructure, like sidewalks, open space between buildings, and parking access. Form-based codes focus on the idea that uses of a building may change over time but its façade, relationship to other buildings, and its role in creating public spaces, will remain.

In form-based codes, "zones" can be defined by devising a system of districts, neighborhoods and corridors; or defined by street types in the city (local streets, state highways, county roads), or by the types of land uses in the city (agricultural, central business district, open spaces, residential neighborhoods, etc.). A building's relationship to its environment is defined in each designation, including allowable building types, dimensions, parking locations, façade features, and the appearance of the streetscape (width of sidewalks, landscaping, bike lane, street widths, lighting, and street furniture). In addition to building form, these codes usually emphasize mixed uses, defining allowable housing and commercial types so that they are compatible and can be placed near each other within one zone. Instead of a use-based zoning map, the code is based on a Regulating Plan that assigns broad zones accompanied by graphic-based tables that show required elements for building shapes, placement, street types and neighborhood character in each zone. The zones are often broader and more flexible than in a conventional ordinance.

The form-based code is designed to be short, full of graphics, and easy to administer. They incorporate a 1) regulating plan (a schematic representation of the master plan illustrating the location of streets, blocks and public spaces, 2) building form standards based on definitions of allowed building types appropriate to the region or neighborhood and that allow buildings to complement neighboring buildings and the street; 3) street standards (plan and section) that balance the needs of motorists, pedestrians, bicyclists, and transit riders, and 4) use regulations, as needed.

The creation of a form-based code requires public participation that allows residents, officials, and city staff to develop a vision for the city. The beginning aspects of the creation of a form-based code begin with a city's Comprehensive Plan. The plan goals and objectives are generated during public workshops, hearings, and interviews of officials, residents, and others with regional interests. This input helps define a vision for the city to work toward during the plan duration.

[80] *Source: Form-based Codes Institute, Sample Request for Qualifications (RFQ) For Consultants to Prepare a Form-Based Code, 2007; at formbasedcodes.org; and Form-Based Codes Fact Sheet, 2005; Local Government Commission access on the Web in March 2013 (http://www.lgc.org/resources/community-design)*

Urban design consultants are usually employed to draft form-based codes to include drawings rendered based on the city's character and vision that accurately and clearly represent the required building formats. Although that process requires up front expenses, the idea is that the form-based code will eventually save the city expenses of drawn-out development processes and lengthy code language interpretations. With the vision already created and outlined in the building designs drawn into the code, decisions on development applications can be handled by city staff through a process similar to that for building permits. Up-front training of staff is also required to reassure the public and developers that application approvals are meeting the code's requirements.

In cities where zoning codes already exist, the form-based code should be integrated into the existing regulatory framework to insure procedural consistency, adherence to state and local legal requirements, and maximize code effectiveness. Sometimes an integrated code is called a hybrid code.

Hybrid codes combine elements of form-based zoning and conventional zoning. They are most often used when conventional zoning is already in place. They can introduce desired building forms without undertaking a complete re-write of a code. For example, form-based zones can be applied to specific areas of a city, such as a developed historic downtown where residents want new buildings to complement existing structures. Other parts of the city would retain traditional zoning categories that are primarily concerned with safety and separation of uses. Hybrid codes can incorporate the form sections of the form-based code and keep the provisions, processes, and standards of the conventional code to allow for seamless administration of the code. A hybrid code attempts to resolve differences between current development standards and future urban form goals.

Transfer of Development Rights programs, often implemented in localities wanting to preserve land for a specific use like agriculture or open space (or for other community goods like affordable housing or recreation), allow property owners to sever their development rights (or maintain a base minimum of development rights) on land (*sending areas*) and sell them to developers to allow them to increase density or other features on other property (*receiving areas*) zoned for higher development-type uses. Local governments may also buy development rights in order to control price, design details, restrict growth, or create a TDR bank that developers can use to achieve their development goals on already-zoned property.

TDR programs can be more difficult to administer than zoning, because agreements require the seller to place deed restrictions or conservation easements on his or her property. Cities often require assistance from legal staff or not-for-profit land trust advisors to ensure proper preparation of easement documents. Land uses conserved through TDR programs can be more permanent than those uses preserved through zoning, because unlike zoning, deed restrictions cannot be changed by city councils. TDR programs serve some of the same functions as zoning variances; therefore, having a TDR program can reduce the need for administration of variance requests. Developers can purchase TDRs to meet density or other needs on their properties, rather than requesting zoning changes.

The downside to TDR programs is that they lock in property uses, limiting future options as societal values and community characteristics change over the years. In addition, some legal "takings" issues have arisen if a sending area is zoned for zero growth. Thorough comprehensive planning that gauges the need for development in a community is essential so that the community designates appropriate amounts of sending and receiving areas.

TDR programs are most effective in communities facing strong development pressure where officials believe it would be difficult to successfully implement traditional zoning restrictions to achieve preservation goals or where financial resources are not available for municipalities to buy land or development rights on their own. It allows officials to use the market to pay for the preservation of public goods like open space while preserving flexibility for developers.

Planned Unit Development (PUD). A PUD is a designed grouping of varied and compatible land uses, such as housing, recreation, commercial centers, and industrial parks, within one development or subdivision. It is used as part of conventional zoning or form-based code to allow for flexibility in land use planning. It can be an overlay district or a zoning category designation. It is usually implemented to carry out master planning of a tract of land and is intended to carry out specific goals of the comprehensive plan; foster city or public/private partnered special projects; allow for the development of mixed use, transit-oriented, or traditional neighborhoods with a variety of uses and housing types; and/or preserve natural features, open space, and other topographical features of the land. Standards within a PUD usually are negotiated on a case-by-case basis, and require approval procedures similar to those found in subdivision ordinances, including plan review and public hearings.

10.5 Elements that Create Challenges to Zoning

There are four major areas of legal concern for communities with zoning. The first centers on the constitutional right to free speech found in the First Amendment. Provisions adopted to control aesthetics, especially sign regulations, are especially vulnerable.

The second area of concern is called the taking issue. The Fifth Amendment prevents governments from taking private property unless it is for a public purpose and just compensation is paid. Normally, when private land is taken for use as a road or park, the landowner will be fairly compensated. However, a taking may arise from land use regulations that deprive a property owner of virtually all economic value of the property.

The third area of concern arises from the Fourteenth Amendment and is called due process. Due process requires that governments treat all people fairly and reasonably. The restrictions imposed by zoning regulations must be reasonable, based on actual needs, and not on arbitrary or unrealistic standards. In administering the zoning regulations, local government must treat all people fairly, give proper notice of hearings, and follow all procedures set forth in the Texas enabling statutes to avoid violations of due process.

The final legal concern regards the *equal protection clause* of the Fourteenth Amendment. This clause requires governments to treat all people in the same manner unless there is a valid purpose for dissimilar treatment. The equal protection clause is especially stringent when it involves prohibition of discrimination based upon race, creed, color, disability, national origin, or gender.

Deed Restrictions

State law does not allow cities that have adopted zoning to also enforce private deed restrictions. Enforcement of deed restrictions remains a private matter between the involved property owners to be settled through private civil litigation.

Generally, courts have held that when both zoning regulations and deed restrictions exist, the strictest provision must be met. For example, if the owner of a property located in a commercial zoning district wishes to build a paint store, the city would not protest if the land has a deed restriction limiting use to residential. However, the private citizens affected by the proposed land use change could file, and would likely win, a civil suit aimed at enforcing the deed restriction.

Historic Overlay

Local government Code section 211.003(b) allows cities to regulate the construction, alteration, or razing of structures that are historically, culturally, or architecturally significant. This is often done by creating an overlay mechanism in the zoning ordinance that may be applied to certain individual buildings or to a larger district. This overlay is an additional zoning designation and must be shown on the official zoning map.

The historic overlay can regulate certain aesthetic or design issues for historic structures but not the use of the property. For example, the city would have approval authority over changes to the façade of a historic movie theater, but could not address whether the building be used for a theater or a bookstore.

Historic preservation should be addressed in a separate ordinance that establishes the procedures for the operation of a local historic preservation commission, the means by which a property owner may seek to make changes to a historic structure, criteria and design standards, the legal effect of commission review, and an appeals procedure.

Pre-existing Uses

Property uses in place before a zoning ordinance takes effect that do not adhere to the zoning ordinance are called *nonconforming uses*. A person who claims the right to continue a nonconforming use bears the burden of establishing that the use pre-existed the zoning regulation. Courts usually only protect "innocent" nonconforming uses. Nonconforming uses are not considered innocent if they are begun with the knowledge that the regulations will soon apply or that the regulations are in the process of being proposed.

Most zoning ordinances prohibit a nonconforming use from being re-started if it is temporarily discontinued for a specified period of time. Both the time period and the definition of "discontinued use" must be clearly stated in the zoning ordinance. Six or twelve months are typical time periods used, but courts have generally held that in order for there to be a finding of discontinuance of use, there must be an intent to abandon and some overt act of abandonment, such as failure to pay property taxes or utility charges or severe deterioration of the structure. The mere passage of time during which a nonconforming use is discontinued does not indicate abandonment by itself, even if the time period is lengthy.

Cities may prohibit the expansion of a nonconforming use beyond the level that was present at the time the city zoning regulations took effect. Many cities allow modest expansion, a practice upheld by the Texas courts. In these cases, the zoning ordinance requires Board of Adjustment approval of the increase.

Since 1972, Texas courts have allowed cities to include provisions in their zoning regulations that require the discontinuance of nonconforming uses if the owners are provided a reasonable amount of time to recover their investment from the particular use, a practice commonly known as *amortization*.

Amortization involves the determination of the owner's capital investment in the property and of his expected income stream from the property. The city can use this information to allow the nonconforming use sufficient time to remain in existence to reasonably reimburse the property owner for his investment in the property.

A city may be legally required to provide compensation to a property owner if the time period for phasing out the nonconforming use was not sufficient for the property owner to recoup reasonable monetary expectations from the property. There does not appear to be clear court precedent that establishes a uniform time period during which all investments in a property are realized. Accordingly, cities must consider resolution of such issues on a case-by-case basis after consultation with legal counsel.

Zoning in Annexed Areas

A city may require an annexed area comply with the city's existing zoning ordinance. If the city wants the regulations to apply immediately upon annexation, it must pass an ordinance specifying the zoning classifications and district boundaries that will apply to the new area when it is annexed. This ordinance must have a public hearing that is advertised in the local newspaper at least 15 days beforehand.

In no case will zoning become effective for a property until the area is actually annexed. However, a city may pursue an injunction to halt proposed development or construction in an area outside the city limits if the construction would violate the proposed zoning regulations. To secure an injunction, the city would have to show that an ordinance annexing and zoning the area had already passed its first reading.

There are special provisions relating to annexed areas that have been used for agricultural operations for the last fifteen years. Zoning laws and other municipal regulations generally may not be applied to agricultural operations that were located outside the city boundaries on August 31, 1981. There are exceptions to this protection; if the city confronts this issue, it should consult with its legal counsel regarding Agricultural Code Chapter 25.

Sexually Oriented Businesses

According to the U.S. Supreme Court, cities may not completely prohibit the operation of sexually oriented businesses within a city. However, the regulation of the location of these businesses is allowed. Sexually oriented businesses, as defined by State law, include "a sex parlor, nude studio, modeling studio, love parlor, adult bookstore, adult movie theater, adult video arcade, adult video store, adult motel, or other commercial enterprise, the primary business of which is the offering of a service or selling, renting, or exhibiting of devices or any other items intended to provide sexual stimulation or sexual gratification to the customer."

Many cities prohibit such businesses within 1,000 feet of a school, regular place of religious worship, or residential neighborhood. Attorneys recommend following the "five percent rule" in regulating the location of sexually oriented businesses. Under this standard, a city should ensure its ordinance allows at least 5% of the acres of the city territory available for the location of sexually oriented businesses. However, these areas must be located where such businesses could practically and legally locate.

Wireless Telecommunications Facilities

The 1996 Telecommunications Act sets forth certain limitations on a city's authority to regulate the location of wireless telecommunications facilities (47 U.S.C.A. 332 (c)(7)). In essence, the law requires that zoning or other regulations cannot have the effect of banning the construction, modification, or placement of wireless telecommunications facilities in the city and that zoning decisions cannot systematically give one telecommunications service provider an advantage over its competitors. Zoning regulations can be written to limit these facilities to non-residential areas, but can only recommend more restrictive placement such as on public lands or on sites where telecommunications facilities already exist.

Mobile Homes and HUD-code Manufactured Housing

The Texas Manufactured Housing Standards Act (Article 5221f) sets the limits on city regulation of mobile homes and HUD-code Manufactured Housing. "Mobile homes" are defined as certain structures constructed before June 15, 1976, and "HUD-code manufactured homes" are defined as certain structures constructed on or after June 15, 1976 and meet minimum standards set by the U.S. Department of Housing and Urban Development (HUD). A city's ability to regulate a structure through zoning and other regulations under this Act depends on whether the structure is a mobile home or a HUD-code manufactured home.

Section 4A of Article 5221f allows incorporated cities to completely prohibit installation of mobile homes as a residential dwelling inside the city limits unless the mobile home in question was occupied within the city limits before the prohibition.

A city has less power in regard to regulating HUD-code manufactured homes as residential dwellings. State law only allows cities to require that these structures locate in areas deemed appropriate by the city. The city may not completely "zone-out" HUD-code manufactured homes within the city limits.

The zoning ordinance should indicate those areas within the city that are available for HUD-code manufactured homes. The requirement that HUD-code manufactured homes be allowed in some part of the city does not affect the validity of deed restrictions that are otherwise applicable to various properties. Often, deed restrictions prohibit placement of manufactured homes on involved properties.

Group and Community Homes for the Disabled

The Community Homes for Disabled Persons Location Act (Texas Human Resources Code, Section 123.001) regarding community homes for groups of disabled people preempt municipal zoning regulations whenever there is any conflict with the Act. A "community home" must meet all of the following criteria:

- The home must provide food, shelter, personal guidance, care, habilitation services, and supervision to persons with disabilities who reside there. The phrase "person with a disability" is defined by statute to include any person whose ability to care for himself, perform manual tasks, learn, work, walk, see, hear, speak, or breathe is substantially limited because the person has one or thirteen conditions specifically listed in the statute (see Section 123.002 of the Texas Human Resources Code for the complete list).
- The home must not be located within one-half mile of another community home.
- The home must not have more than six persons with disabilities and no more than two supervisors residing in the home at the same time.
- The home must meet all applicable state or federal licensing requirements.
- The home must be operated by an authorized state agency or entity such as a nonprofit corporation or be a personal care facility listed under Chapter 247 of the Texas Health and Safety Code.

By statute, the exterior of the home must retain compatibility with surrounding residential structures. If the group home meets the above conditions, the city must allow the home to locate in any district that is zoned residential. Further, any deed restriction that would prohibit the use of the property as a group home is invalid if the restriction was imposed or amended after September 1, 1985. Municipal ordinances may require that residents of the community home not park more motor vehicles at the facility than there are bedrooms in the facility.

Even when a group home does not qualify under the state Act, it may qualify under federal law. The Fair Housing Amendments Act of 1988 forbids local laws that would constitute discrimination against the handicapped in housing. In essence, this federal law prevents cities from imposing blanket prohibitions on the location of group homes for the disabled in residential neighborhoods. Cities must provide some reasonable procedure for allowing group homes for the disabled to locate in an area zoned for residential use.

The protections provided to group homes for the disabled are not necessarily extended to group homes for other classes such as troubled youth who may or may not be disabled. If a city is faced with a request to allow a group home of this nature, it should determine whether the members of the group meet any of the State or federal requirements for disability. If not, and if the facility is run by a nongovernmental entity, the home is likely to be subject to the traditional zoning regulations.

Federal, State, County or School District Properties

City ordinances do not generally apply to federal or state entities or their property. In many cases, federal and state agencies make an effort to find appropriate locations for their facilities, but they are not obligated to comply with local zoning regulations.

Courts have determined that State statute allows independent school districts to choose any reasonable location of school buildings within the district and allows counties to locate a solid waste dump anywhere appropriate as long as the dump complies with State law. In these two instances, the state has given counties and school districts the power to choose locations without regard for city zoning regulations.

City building codes may be imposed on school district facilities and auxiliary county courthouses, but not on main county courthouses, state, or federal facilities.

Religious Structures and Facilities

Recent rulings, particularly the U.S. Supreme Court case of *City of Boerne v. Flores*, have held that that the Religious Freedoms Restoration Act was unconstitutional in the way it limited the ability of local governments to regulate properties owned by religious groups in the same way as those owned by other groups. Generally, religious entities are subject to the same laws as any other entity as long as those laws are neutral in their construction. Despite these recent rulings, cities should consult with legal counsel before applying zoning regulations to churches or to other structures used for religious practice.

Sign Regulations

Cities may regulate the size, location, height, and lighting of signs, but the regulation of the content of the sign's message are almost always beyond a city's power. Most cities prefer to address the regulation of signs by a separate city ordinance independent of the zoning ordinance due to concerns that a First Amendment challenge regarding the sign regulations would invalidate the entire zoning ordinance.

Pawnshops

Consumer Credit Commissioner licensed pawnshops, as defined in Section 2 of the Texas Pawnshop Act (Article 5069-51.02, Vernon's Texas Civil Statues), must be permitted in at least one general zoning classification (such as commercial). No additional special use permits other than those imposed by the State may be required by the city.

10.6 Administering the Zoning Ordinance

The city must designate both the staff and the entities needed to assist in the zoning process. Such entities usually include a zoning commission, a board of adjustment, and designated city staff to handle day-to-day zoning issues.

Zoning Commission

General law cities (Type A, B or C) can choose to appoint a zoning commission or have their city councils perform that function. The zoning commission is responsible for recommending zoning regulations and district boundaries.

The members are appointed by a majority vote of the city council. For general law cities, the requirements are included in the zoning ordinance. The term of office is limited to two (2) years by the Texas Constitution.

Though not specifically required, many cities require that zoning commission members be residents of the city and that terms of office be staggered. Removal, filling of vacancies, and successive terms are not addressed by State statute and are determined by each locality in its ordinance.

Planning Commission

Municipalities may create separate entities called "planning commissions" for approval of plats and producing and recommending a master or comprehensive plan for the city. Appointing a planning commission is at the discretion of the city council. Ordinances or charters of many cities combine the functions of the planning commission with those of the zoning commission in an entity called the "planning and zoning commission."

Although rarely done, general law city councils may themselves serve as a combined planning and zoning commission, though it is much more common for a separate council-appointed entity to serve in this capacity.

Combined Planning & Zoning Commission

A planning and zoning commission recommends zoning district boundaries and zoning regulations for each district. Public hearings are held to produce a draft zoning ordinance and zoning map for consideration and approval by the city council. Once the ordinance has been approved, the commission considers and makes recommendations to the city council on amendments to the zoning ordinance and in certain cases, special use permits. The commission is also responsible for reviewing and approving plats.

If allowed for by city ordinance, a planning and zoning commission can provide review and make recommendations to the city council on matters such as right-of-way abandonment, amendments to the platting ordinance, and the acceptance of donated rights-of-way and easements.

Board of Adjustments

The board of adjustments is created by ordinance for the purposes of: hearing appeals to decisions made by an administrative official or the planning and zoning commission; deciding special exceptions and variances from the zoning ordinance; and hearing and deciding other matters authorized by the zoning ordinance. Although the Standard Zoning Enabling Act does not require a board of adjustment (in which case the legislative body issues variances and hears appeals), having the board of adjustments review administrative decisions and hear appeals avoids the problem of a city council both issuing regulations and reviewing appeals as well as the potential legal difficulties caused by the council acting in both a legislative and an administrative capacity. Legislation in Texas (Local Government Code, Title 7, Subtitle 8, Sec. 211.008) specifically allows Type A general law municipalities to designate the governing body (or legislative body) to act as the board, but states that court review should apply the same standard of review that it would apply to a board not containing members of the governing body. Therefore, if a governing body acts as a board of adjustment, it must closely follow rules for granting variances as if it was an administrative, and not a legislative, body. The board consists of at least five members, each appointed for two years.

Amendments to the Zoning Ordinance:

All zoning regulations and amendments to those regulations must be adopted by ordinance rather than by resolution. For amendments to the zoning ordinance, State law generally requires review and recommendations by the planning and zoning commission and final passage by the city council with public notice and hearings at both steps.

There are two types of amendments to the zoning ordinance: a zoning change affecting a specific property (commonly referred to as "rezoning") and a comprehensive system-wide change to the text of the zoning ordinance that affects all similarly situated properties throughout the jurisdiction.

To change the zoning classification for specific tracts, the act requires notice by mail of the zoning commission's hearing to all property owners within the city limits and within 200 feet of the affected tract (or partial tract if only a portion is being rezoned). If the owners of 20% of the land within the area to be reclassified *or* the owners of 20% of the land within 200 feet of that area protest the proposed change by written petition, the change must be approved by three-fourths of the entire city council to pass. The mayor's vote is only counted if he is able to vote on such matters under local provisions.

The right of protest of a zoning change exists anytime there is a proposed change to the zoning ordinance and requires a three-quarters majority of the city council to approve the change. The duty to provide special notice to the landowners within 200 feet of the proposed change is only required if the change involves a zoning reclassification to a particular property. For example, if an amendment would uniformly change the uses allowed under a particular zoning classification but not actually change the classification of any specific areas in town, no special notice would be required to any particular landowners. If administrative changes to the ordinance are proposed, such as increasing the number of days during which any zoning decision can be appealed, no special notice would be required to specific landowners.

There are four requirements that must be met under Chapter 211 of the Local Government Code before zoning regulations are adopted or a change in zoning regulations or district boundaries is approved:

Planning and zoning commission issues a preliminary report that describes all proposals for zoning regulations or district boundaries. This report may be in written or verbal format. The information included in the report is not specified in state law. Many communities include land use maps that show how the proposed change would impact residential, commercial, and industrial areas of the city and a recommendation of the planning or zoning commission. The local zoning ordinance should indicate the format and type of information to be addressed in the preliminary report.

Planning and zoning commission gives notice and holds public hearings for proposed changes affecting a particular tract or group of properties. The notice must be sent to all property owners within 200 feet of the affected property(s) by U.S. mail at least eleven (11) days before the hearing date. The hearing notice must state the time and location of the public meeting and the address and proposed change to the zoning classification for the property(s) in question. The identity and addresses of affected property owners is determined by reference to the most recently approved city tax roll. If the city has recently annexed property that is not reflected in the most recent tax roll and that property is within 200 feet of the proposed change, an additional newspaper notice is required (Section 211.007(c) of the Local Government Code).

Planning and zoning commission issues final report with recommendations, as required by state law. The local zoning ordinance should indicate whether the report be presented in verbal or written format and what information should be included in the report, other than the required recommendation of the planning and zoning commission.

After providing proper notice, the city council holds a public hearing and considers the final report to give interested parties and citizens the chance to comment on recommendations. Notice of the time and place of the hearing must be published in an official newspaper of general circulation at least 16 days before the date of the hearing. The city council may receive the recommendations of the planning and zoning commission, hold the public hearing, and take action on the proposed ordinance at the same meeting.

If a proposed zoning change is considered by the city council of a general law city that also serves as the zoning commission, the council must provide the 16-day newspaper notice and must send written notice of the proposed change by U.S. mail to each property owner whose property is within 200 feet of the proposed change. There is an additional 30 day waiting period for adopting the proposed change beginning on the date that the required newspaper and individual notices are provided to the property owners.

Changing the area affected by a rezoning amendment. Areas subject to rezoning cannot be increased once the issue comes before the city unless additional notice is provided to affected property owners. In order for the change to be valid, all land subject to the proposed changes must have been described in the notice as required by state statute and city ordinance.

The area subject to a proposed zoning change can be reduced after the issue has been brought before the city without the provision of additional notice to affected property owners because not making the zoning change will not present an additional injury to the neighboring property owners. The city only needs to ensure that it has provided notice of the maximum area of land potentially subject to the change.

The planning and zoning commission has the power to recommend and the city the power to approve a reduction of the proposed area affected by a rezoning with or without the permission of the applicant. Most zoning experts agree that the planning and zoning commission should recommend the change before council consideration.

Changing the zoning use of an area affected by a rezoning amendment: An area subject to a proposed rezoning cannot be subjected to a change that is less restrictive (more intense) than what was originally requested unless additional notice is provided to the affected property owners. However, the same area may be subjected to a more restrictive (less intense) zoning designation than was in the original notices because neighboring land owners are usually not harmed by a change that incorporates a use that is less intense than was originally proposed.

The planning and zoning commission has the power to recommend and the city council the power to approve a reduction of the intensity of use proposed by a rezoning with or without the permission of the applicant. Most zoning experts agree that the planning and zoning commission should recommend the change before council consideration.

Conditional Zoning:

Zoning changes that include additional requirements such as a fence, hedge, or other physical feature are called "conditional zoning." Any conditions placed upon the rezoning must be reasonable and directly related to the zoning change in question. They should also protect the general public welfare and not just the interests of a few neighboring property owners. If such conditions are necessary and the circumstances are appropriate, the city may want to propose the use of a planned development district.

Spot Zoning:

Spot zoning is an instance in which a city council, often under political pressure or as a favor to an individual or business, rezones a single lot or small group of lots within a zoning district to a different zoning classification. As defined in *Texas Municipal Zoning Law*, spot zoning is:

"A zoning amendment that reclassifies a specific tract [...] regardless of whether the re-zoning is lawful or unlawful. [The term] is also used to characterize zoning amendments that unlawfully depart from comprehensive plans to favor or discriminate against a particular tract without justification. Unlawful spot zoning departs from the [Standard Zoning Enabling Act's] requirement that the zoning be in accord with a comprehensive plan. It can also be an arbitrary, hence unconstitutional, exercise of the [municipal government's] police power. Texas courts sometimes require evidence of "changed conditions," (changes in a neighborhood that justify rezoning a particular tract) to justify specific tract reclassification."[81]

[81] Texas Municipal Zoning Law 3rd Edition, Appendix B, Glossary of Terms and Concepts, Spot Zoning and Change of Conditions definitions, pages B-2 and B-4, 1999, Lexis Law Publishing.

11 SUBDIVISION ORDINANCE

11.1 Introduction & Intent

The subdivision of land is a major factor in the process of achieving sound community development which ultimately becomes a public responsibility, since streets and utilities must be maintained and public services customary to urban areas must be provided. Without a subdivision ordinance, a city has little recourse to prevent installation of substandard infrastructure beyond denial of water and sewer connections or rejection of roads for city maintenance. When a city refuses to allow infrastructure connections or to accept dedication of street rights-of-way, it can wind up in expensive legal battles with developers.

More importantly, the built environment can enhance or diminish the overall quality of life in the community. Land subdivision is a critical first step in defining the built environment. Therefore, it is to the interest of the public, the developer, and the future owners that subdivisions be conceived, designed and developed in accordance with appropriate design standards and development specifications.

Discussion of how land subdivision standards affect various aspects of community development are located in multiple chapters of the Comprehensive Plan:

- *Chapter 4: Land Use* – design principals, standards for streets, water, sewer, and drainage components for new development
- *Chapter 6: Drainage Study* – floodplain development
- *Chapter 7: Street Study* – street standards and layout for new developments

The City of Todd Mission has enacted subdivision controls within its incorporated limits and within its approximately half-mile extraterritorial jurisdiction (ETJ). This plan provides an updated subdivision ordinance that is suitable for consideration and adoption by the Todd Mission City Council. This ordinance should be considered and adopted if and when the City Council determines that updating its existing subdivision controls is necessary to the City's continued orderly development.

11.2 Purpose

It is the intent of these regulations to aid in guiding the growth of the city of Todd Mission, Texas and its environs in an orderly manner; and to provide attractive, well planned subdivisions with adequate streets, utilities, and building sites in a manner that will be uniformly applied. The goals and objectives guiding the City in the preparation and adoption of its standards for subdivision of land are:

- Assist orderly, efficient and coordinated development of land within the City's jurisdiction
- Provide neighborhood conservation and prevent the development of slums and blight.
- Harmoniously relate the development of the various tracts of land to the existing community and facilitate the future development of adjoining tracts.
- Provide that the cost of improvements to minimum standards which primarily benefit the tract of land being developed be borne by the owners or developers of the tract, and that the cost of improvements to minimum standards which primarily benefit the whole community be borne by the whole community.
- Provide the most appropriate design for each tract being subdivided.
- Provide an attractive relationship between the land as developed and the circulation of traffic throughout the municipality, having particular regard to the avoidance of congestion in the streets and highways, and the pedestrian traffic movements appropriate to the proposed development, and to provide for the proper location and width of streets and building lines.
- Prevent pollution of the air, streams and ponds; to assure the adequacy of drainage facilities; to safeguard both surface and groundwater supplies; and to encourage the wise use and management of natural resources throughout the municipality in order to preserve the integrity, stability, and beauty of the community and the value of the land.
- As appropriate, reconcile any differences of interest among the developer, other property owners and the City.
- Establish adequate and accurate records of land subdivision.
- Ensure that public or private facilities are available and will have a sufficient capacity to serve proposed subdivisions and developments within the City's jurisdiction.
- Standardize the procedure and requirements for developing property and submitting plans for review and approval.

- Protect and provide for the public health, safety, morals, and general welfare of the community.
- Provide a healthy environment for the present and future citizens; and environment designed to reasonably secure safety from fire, flood and other damages; and to provide that land will be subdivided in a manner to attain such goals and benefits for the community.
- Protect the character and the social and economic stability of all parts of the community and encourage the orderly and beneficial development of all parts of the community.
- Protect and conserve the value of land throughout the community and the value of the buildings and improvements upon the land.
- Guide public and private policy and action in providing adequate and efficient transportation systems, water and wastewater systems, public utilities, and other public amenities and facilities.
- Encourage the development of stable, prospering economic environment.

11.3 Adoption

During consideration and prior to adoption of the revised ordinance, the City Council should seek counsel and advice from the City's attorney regarding the legal aspects and implications of subdivision controls. The City's regulation of subdivision is directed by the Texas Local Government Code, Title 7, Chapter 212. At least one public hearing is required prior to initial adoption of a subdivision ordinance.

During consideration and prior to adoption, the City Council should consider the following:

- Attorney advice regarding implications of subdivision controls.
- Fees needed to recover costs related to plat review and public improvement construction and acceptance by the City.
- The City should consider adoption of a Public Works Construction Manual, either written especially for the City or adopted from a neighboring municipality or County, to govern construction of public improvements.