# Comprehensive Plan
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## Silsbee, Texas

# Foreword

*Texas Target Cities*

The Texas Target Cities program was initiated in 1993 by the Department of Landscape Architecture and Urban Planning at Texas A&M University. The program is designed to provide residents of Texas communities with valuable assistance in planning for their city while serving as a "real-world" learning laboratory for graduate students. The opportunity to plan for a Texas community allows students to apply their educational instruction and course work to existing urban problems and issues. Cities are chosen for participation in the program based on demonstrated need and their commitment to the planning process. The City of Silsbee was selected as the 1996-1997 Target City. The purpose of this document is to present a comprehensive plan for the development of Silsbee.

*Planning process*

This document is the product of a nine-month planning process. In the summer of 1996, a graduate student was employed to begin gathering data on the existing state of the City of Silsbee. In September, students in the Master of Urban Planning (MUP) program began a sequence of course work dedicated to the analysis of data and the preparation of this plan. The Fall semester was used primarily for data acquisition and analysis, while the Spring semester consisted of plan formulation and preparation.

Crucial to the formulation of plan objectives was a citizen survey which was conducted in January of 1997. This survey polled Silsbee residents about their needs and desires for city growth and development. Responses guided planning efforts and are seen as mandates for many of the planning recommendations.

*Structure*

The plan is structured in three parts. First are base studies which provide fundamental information about the City—history, natural environment, population and economy. Second are the major plan components: economic development, land use and transportation. Each of these components explores the implications of existing city practices and proposes guidelines for improvement, maintenance or growth. Finally, an action plan summarizes recommendations and guides their implementation.

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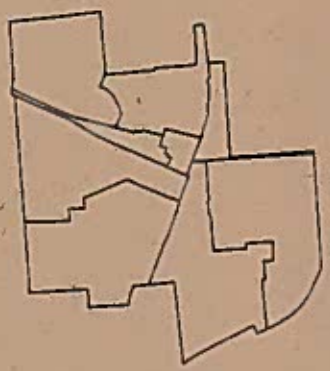


# INTRODUCTION

## Why Prepare a Comprehensive Plan?

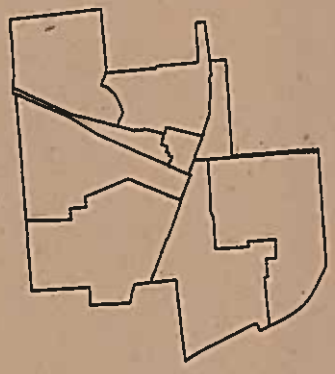
If a city wishes to regulate the use of land within its limits, Texas law requires the City to prepare a comprehensive plan for its future development. It is in the context of this plan that zoning ordinances and other development regulations can be adopted and implemented.

While the City of Silsbee contracted to have a comprehensive plan completed in 1968, this plan was never implemented. Consequently, the City's growth has gone relatively unregulated. Many of the problems and opportunities identified in the earlier plan still exist, while others have been altered by changing conditions. This 1997 Comprehensive Plan for the City of Silsbee builds on the recommendations of the 1968 plan, accounts for changes having occurred since then and provides a guide for the future development of the City.

## How to Use the Plan

The Comprehensive Plan for Silsbee functions as:

- an expression of the development goals, objectives, policies and criteria for Silsbee's physical growth;
- a decision-making tool whereby proposals for land use can be evaluated within the context of the City's development goals;
- a clear development strategy that serves as a framework for implementing projects by both private and public sectors;
- a flexible instrument able to adjust to changing conditions over time;
- a document which is readily comprehensible to the general public, community leaders and potential investors; and
- the framework for zoning plans, ordinances and regulatory instruments that implement the goals of the Comprehensive Plan.



# BASE STUDIES

## Background and History

*How Silsbee was Formed and Founded*

John Kirby

The present day community of Silsbee began in 1893 as a logging camp devoted to the development of forest resources. John Henry Kirby and Boston Lawyer Nathaniel Silsbee started the Texas Pine Association and began constructing a railroad northward from Beaumont. On May 1, 1894, the City of Silsbee was laid out at the point where the Gulf, Beaumont, and Kansas City railroads (later renamed the Gulf, Colorado, and Santa Fe) met the Texas Pine Land Association logging camp. Mr. Kirby named the settlement "Silsbee" after his partner, Nathaniel Silsbee, who had financed the project.

By 1900, the Gulf, Colorado, and Santa Fe was extending its tracks east and west and made Silsbee a Division Terminal. To enhance the railroad's operation they constructed a depot, railyard, roundhouse, machine shop and a car department. With the inflow of new jobs, people began to pour into Silsbee to work at Santa Fe's facilities and at the Kirby Mill. With the Texas Pine Land Association lumber company owning most of the land around Silsbee, John Kirby organized the Santa Fe Townsite Company and contracted with the Gulf, Colorado, and Santa Fe Railroad to build houses for their employees. In June 1906, the first bank, a one-man operation, opened in town and the first mayor was elected, Mr. Belt. This year also marked the date the City of Silsbee was officially recognized by the State.

By 1900 Mr. Kirby sold his railroad and formed both the Kirby Lumber Company for manufacturing lumber and the Houston Oil Company to buy and hold timberland as a supply source for future mills. The Kirby Mill grew quickly and attracted to the area many people in search of employment.

The City has since grown to become a principal commercial center of Hardin County's oil, agriculture, lumbering and manufacturing industries. Today, oil and pine trees remain the mainstay of Silsbee's economy.

### Impact of Major Events

When the Spindletop oil gusher occurred in 1901, thousands flocked to Beaumont. As a result, the Santa Fe Railroad expanded their line from Somerville to Beaumont. The line crossed the Gulf, Colorado and Kansas City Railroad at Silsbee and formed the Silsbee Junction, bringing an important means

of commerce to the town, and displacing the river as the primary traffic artery. This change signified the larger economic shift from a focus on timber to one on oil (The Big Thicket of Southeast Texas: A History 1800-1940).

Rich in natural resources, Southeast Texas was primarily an agrarian economy. So when the Great Depression hit, Texans didn't suffer the early problems of unemployment as did the more industrialized parts of the country. The depression descended gradually in Texas, and combined with President Hoover's campaign to keep confidence high, deluded Texans into thinking positively. This response delayed any preventive actions that may have mitigated the Depression's effects (Whisenhunt 1966). Compounding the problem, a hard freeze hit Southeast Texas in 1929. Once promising, the citrus industry was crushed and never recovered.

Southeast Texas continued to pump oil throughout the '20s and '30s. Yet, when World War II struck, many of the small town families brought to Texas by oil were forced to move to the bigger cities to work in the wartime industries. After the war, when the small town citizens returned to Silsbee and other East Texas towns, they found the nature of the Big Thicket changed. Timber companies had bought up large expanses of land, bringing modern conveniences and larger, more consolidated communities.

### Patterns of Change

Silsbee, like all communities, has experienced change throughout its history. These changes can be attributed to many different factors and occurred in patterns that were shaped by social, economic and environmental shifts in the City. The patterns that have defined Silsbee include:

- The City was founded because of a perceived economic value for the Texas Pine in the area. This was accomplished only when the railroad reached Silsbee. The City first grew around the mill that had been established in the town. (This is now referred to as "Old Town.")
- The next major change occurred in Silsbee when the Santa Fe Land Company needed to build houses near "Silsbee Junction" for their employees. After this move, "Silsbee Junction" had more inhabitants than did Old Town. This spurred a change in the look of the City. Many businesses moved from Old Town, including the post office.

- As the population of Silsbee grew, the City responded. In 1907 the first school was built, followed in 1915 by the addition of both Silsbee's first electric and water plants. By 1909, there were about 3 rows of houses on the north side of the railroad tracks (later 4th, 5th, and 6th streets), and 1 row of houses south of the tracks. There were a few houses on the southwest part of the railroad's right-of-way, and also a few houses in scattered locations on the northwest side near the shops. These early houses were all built alike.
- One final pattern of change occurred with the enforcement of the incorporation of the City in 1937. Although the City had been officially incorporated in 1906, it did not operate as such for many years. Not until popular interest in incorporation arose again in 1937 did city dignitaries realize Silsbee had already been incorporated and enforce it.

The changes that have been discussed here have all taken place for one of two reasons: social change (i.e. population growth) or economic change (i.e. the addition of the "Silsbee Junction"). With this in mind it is easy to understand how and why Silsbee has changed and by what avenues it has changed.

*Special public improvements*

Silsbee has witnessed three major improvements to its area. These include new railroad lines, the creation of a bypass around the east side of town, and creation of a national park.

In 1901, when the Spindletop oil fields were discovered, the owners of the Santa Fe Railroad decided to add a line between their terminal in Somerville and Beaumont. This 175 mile section of railroad was completed in 1902 with the establishment of the Santa Fe Railroad shops at the Silsbee terminal.

Silsbee is at the crossroads of State Highway 327, Farm-to-Market Road 92, and US 96. This brought much of the traffic moving through the area into Silsbee. However, a bypass around the east side of town for US Highway 96 has created a way for traffic moving in and out of Beaumont to avoid the City of Silsbee. This has altered the traffic patterns for this area, as well as the location of many businesses in and around Silsbee.

The last major improvement to date is the creation of the Big Thicket National Preserve. This brought a much higher level of environmental awareness to the region and established this East Texas area as a nature lover's paradise.

### Cultural Background

The earliest known people living in the area were American Indians, the Attacapa (or Atakapa). This group of Native Americans spent the spring and summer months along the coast foraging for shellfish, fish, bird eggs, and wild plants. During the colder winter months, the families gathered in larger semi-permanent villages further inland. In this area, considerable hunting was done along the Neches River and Village Creek. In the mid-eighteenth century, there were two Atakapan villages near the Neches River, north of present day Beaumont. One was on the east side of the Neches River at Grant's Bluff, and another on Village Creek.

Lorenzo de Zavala

Later, Anglo-American immigrants moved in and became the predominant culture of the area. The culture of Hardin County has been described as "old stock Americans from the deep South." At that time, Texas was under Mexican rule. Most of the early inhabitants were Anglo-American immigrants from Alabama and Louisiana, brought to the area under Mexico's Imperial Colonization Law. Under this law, the government granted large tracts of land to impresarios such as Stephen F. Austin. In 1829 Lorenzo de Zavala was granted the land now comprising the Hardin County area. Zavala, who later served as provisional vice president for Texas, joined his grant with David G. Burnet and Joseph Vehlein to form the Galveston Bay and Texas Land Company. Their company brought white settlers to the area in the early 1800s. Later, when Kirby and Silsbee established a logging camp in present-day Silsbee, more Anglo-American workers were drawn to the area. Later still, with the discovery of oil at Spindletop and two oilfields near Silsbee, Anglo-Americans were again drawn to the area searching for work. Other groups of immigrants, such as Afro-Americans and Hispanics have also made up a part of the culture of the Silsbee area; however, these groups have represented only a small percentage of the general population. The early Afro-Americans were brought to the area as slaves, and a small number later settled in the area. Hispanics probably moved in as immigrants over the years, but there was no effort by the Mexican government to bring them in as there was to bring in Anglo-Americans.

# Environment

The natural environment in large part determines how people settle and build. An understanding of the unique features of Silsbee's environment can help explain past planning decisions and guide future ones.

Silsbee is blessed with a rich and varied natural environment. The City is located on two Texas ecoregions , the Piney Woods, and the Gulf Coast Prairie and Marshes ecoregion also referred to as The Big Thicket Area. Since Silsbee's natural environment enhances the quality of life for its residents and visitors, this diversity merits consideration.

## Geology and Topography

Geology and topography are an important factor in the planning process because they help to determine the type of land use most suitable to the site. Sites with gentle slopes (between 0 percent and 5 percent) are most easily developed. Soils that allow easy percolation are desirable, because they drain water away quickly and are not prone to flooding or standing water.

*Geology* The surface geology of Silsbee is represented by alluvial sequences of sediments deposited by streams as deltaic plains during periods of rising sea levels as glaciers waned. Each sequence is typically stratified and grades from basal gravely sand upward into finer sand, silt, and clay. The Pleistocene surface in Silsbee lies on two terraced, coastwise plains which merge inland with contemporaneous fluviatile terraces along the Neches river. These terraces consist of deposits of gravel, sand, silt and clay of Miocene, Pliocene, Pleistocene, and Recent Age. The soil in Silsbee is stratified in grades of coarseness from gravely sand, which drains easily, into finer sand silt and then clay, which is less desirable for percolation.

*Topography* The City of Silsbee is set in the typical "Irregular plains" (Arbingast, et al. 1976), of the East Texas region. This region is further classified by elevation into the 0 - 249 feet above sea level category. Silsbee itself is characterized by gentle sloping terrain reaching a maximum elevation of approximately 90 feet above sea level. The higher elevations are located in the northern section of the City. From these elevations, the main surface drainage flows towards the southwestern end of the City towards Village Creek. However, some secondary drainage flow also

moves in an easterly direction and collects in a number of low lying marshy areas as shown on Map A. These include Duck Marsh, Jule Marsh, Cow Marsh, and Robinson Marsh. These marshy areas and the Village Creek area may be unsuitable for easy development due to their propensity for flooding.

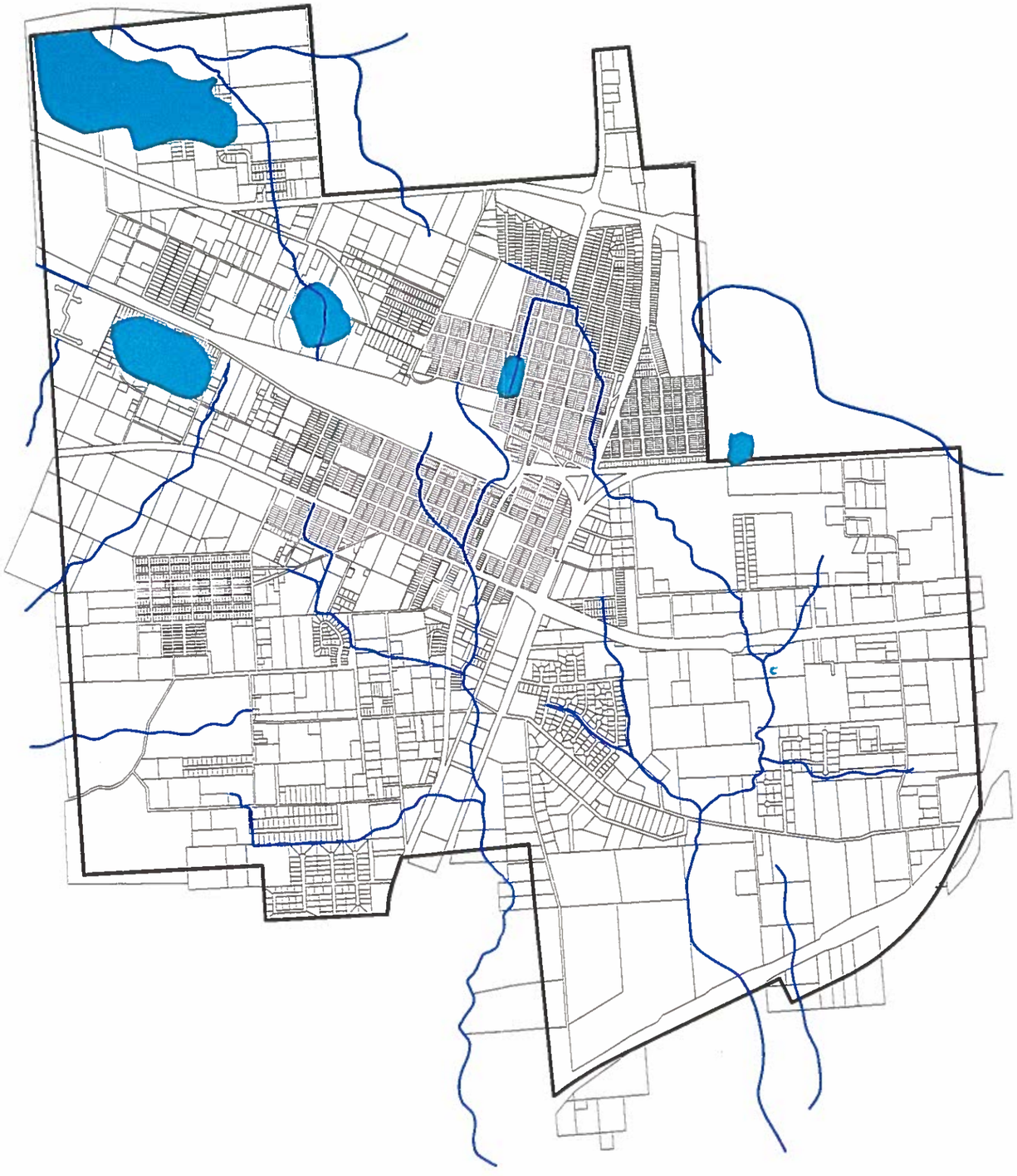
### Environmentally Sensitive Areas

Silsbee is located along the edge of two major regions—the Gulf Coast area and the East Texas Piney Woods. This gives Silsbee a unique natural character, incorporating four ecosystems within its immediate area, the Baygall, Oak-gum Floodplain, and Beech-Magnolia-Loblolly, as well as the Arid Sandylands. The Big Thicket region is one of the last stands of the longleaf pine forests that once stretched from Virginia to Texas. Much of the forest has been lost to agricultural and commercial development. In order to preserve remaining forestation and restore the ecosystem, the Texas and Louisiana Chapters of the Nature Conservancy established the Pineywoods Conservation Initiative in 1990. At the heart of this movement was the establishment of the Roy E. Larsen Sandyland Sanctuary to protect ecologically significant areas within the Big Thicket. Village Creek forms the western border of the preserve, creating a combination of swamp, open-floor forest and southern pinelands. This rare environment provides a sanctuary for diverse animal species, including 18 species of amphibians, 107 bird species, 27 reptilian species and 22 species of mammals.

Particularly sensitive are the flora of the preserve. Four globally endangered species include the Texas trailing phlox, the white fire-wheel and the carnivorous purple bladderwort that floats on some of the preserve's ponds. At least twelve more species found in the preserve are uncommon to southeastern Texas. The diversity of habitats host several distinct botanical communities. The arid sandylands maintain a desert-like habitat on the upper terraces of the Village Creek floodplain, supporting longleaf pines, oaks, hickories, as well as prickly pear cactus, yucca and hundreds of species of wildflowers. The transitional slopes house beech, southern magnolias and loblolly pines. The understory, comprised partly by American holly and sweetleaf, annually features flowering azaleas and dogwoods.

*Wildlife*

Silsbee is also close in proximity to the Roy E. Larsen Sandyland Sanctuary where an ecosystem, somewhat different than the Big Thicket area, exists. The wildlife of the Big Thicket and the saltwater coast overlap in this area.



## LEGEND

- Tributary/Drainage Courses
- Storm Drainage Problem Areas
- City limits
- Lot Lines

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**STORM DRAINAGE AREAS AND FLOOD PLAINS**

Department of Landscape Architecture & Urban Planning
Center for Housing and Urban Development
College of Architecture
TEXAS A&M UNIVERSITY
Texas Target Cities Program - 1996

Fig. No. A

Picture>

Numerous species of animals currently reside in the area. There are 41 species of mammals, 300 species of resident and migrant birds, 60 species of reptiles, and 29 species of amphibians. Alligator, bobcat, coyote, skink, white tailed deer, armadillo, squirrel, and numerous varieties of bats are commonly seen in the area. Red shouldered hawks, egrets, and the endangered Red-Cockaded Woodpecker can also be found in this area. The black bear thought to be lost to the area has recently reappeared. Other animals include mink, opossum, river otter, alligator, and snakes. The snakes are an important part of the ecosystem because they reduce the rodent population.

The areas containing and surrounding these environmentally sensitive flora and fauna should be protected through the use of land use controls. Land uses in and around these areas should be low in intensity and should provide buffering to protect plants and animals from disruption or destruction.

### Air Quality

Hardin County, along with Jefferson and Orange Counties, is designated a nonattainment area for ozone. Nonattainment means that the county does not meet the national quality standards for that particular pollutant.

There are typically two types of ozone: stratospheric ozone is the protective layer that shields the earth from harmful ultraviolet radiation and tropospheric ozone is the prime ingredient in smog. Tropospheric ozone is formed near the ground by a combination of sunlight and warm temperatures. This latter type of ozone can cause respiratory problems in humans and can damage trees, crops, and man-made materials.

Ozone is formed by nitrogen oxide and hydrocarbons combining in the presence of sunlight on warm days. Nitrogen oxides are produced by burning fuels, including gasoline and coal. Hydrocarbons are emitted as byproducts of carbon-based organisms. Burning coal or petroleum products is an example of a process that creates hydrocarbon vapors. In some areas of the United States ozone pollution is a result of driving motor vehicles. Hardin County's ozone is caused primarily from the petrochemical industries in Beaumont and Port Arthur.

Although Hardin County and Silsbee do not contribute significantly to the pollution problem, their proximity to Beaumont and Port Arthur has resulted in a nonattainment designation by the federal government.

Through the Clean Air Act, the federal and state government prescribe controls in the area to mitigate pollutants that cause ozone. As a result, any manufacturing operation that contributes to the ozone problem is subject to a permit and inspection process. Until the three county area of Hardin, Jefferson, and Orange Counties reach attainment (i.e., have cleaner air), new manufacturing permits will be difficult to obtain.

## Population Characteristics

Information about the current and future population provides an important basis for any comprehensive plan. Population characteristics and projections are used to determine land use needs; utility and other infrastructure needs; public service needs, such as police, fire, and schools and other needs for a city. Population figures can also aid in determining the economic viability of a city or larger region. For these reasons, the current population of Silsbee was analyzed, and three sets (a low, middle, and high) of population figures were forecasted.

*Census* The 1990 Census was studied to determine information on population, ethnicity, education levels, employment and income data, housing and other data that can be used to both provide a picture of the current state of Silsbee and as a springboard for forecasting future needs. Similar information was gathered for the State, County, and surrounding towns in order to provide relative comparisons to other areas to get a better picture of Silsbee.

### Population Size

Silsbee has grown from less than 2,500 people in the 1930 census to 6,368 people in the 1990 census. More recent estimates place the 1995 population at 6,838. As can be seen in the table below, the rate of growth has been widely variable and unpredictable.

Table 1. Population change in Silsbee and Hardin County.

| Year | Silsbee | Rate of Change | Hardin County | Rate of Change |
|---|---|---|---|---|
| 1990 | 6,368 | -20.67% | 41,320 | 1.45% |
| 1980 | 7,684 | 4.98% | 40,721 | 26.34% |
| 1970 | 7,301 | 14.03% | 29,996 | 17.89% |
| 1960 | 6,277 | 49.35% | 24,629 | 20.68% |
| 1950 | 3,179 | 20.57% | 19,535 | 18.74% |
| 1940 | 2,525 | | 15,875 | |

Table 2 compares Silsbee's population with that of other cities in Hardin County. Silsbee is one of the largest towns in Hardin County, along with Lumberton. Both cities are far larger than Kountze, the county seat. As such, Silsbee plays an important economic role in Hardin County by providing economic opportunity and a work force for the local job market.

Table 2. Comparison of County populations.

| | Population | Percent of County Population |
|---|---|---|
| Hardin County | 41,320 | - |
| Silsbee | 6,368 | 15 |
| Kountze | 1,979 | 5 |
| Lumberton | 6,639 | 16 |

### Age

The job market is in turn affected by the age and education of the population which make up the work force. In Silsbee, the median age (35.1) is slightly older than that of the State (30.8) or County (33.1); however, it is not unusual to have a larger proportion of the elderly in nonmetropolitan areas when compared to metropolitan areas. The warmer parts of Texas tend to have a higher proportion of the elderly, too, as they seek to live in the warmer climates, either during the winter months only or as a permanent home. The age of the population also affects the community facilities needed, such as schools, retirement homes, etc. The facility needs for Silsbee are discussed in other sections of this plan. Table 3 compares age characteristics of the City County and State.

Table 3. Comparison of age.

| | Texas | Hardin Co. | Silsbee |
|---|---|---|---|
| Median Age | 30.8 | 33.1 | 35.1 |
| % younger than 18 | 28.5 | 29.3 | 28.0 |
| % older than 65 | 10.1 | 11.8 | 17.4 |

### Education

In Silsbee, most preprimary children go to private school and then go to public school for elementary and high school. Enrollment figures were comparable at

the state and county levels, while the number of high school graduates in Silsbee was higher than the State's.

Table 4. Comparison of educational attainment.

| Area | Enrolled in School | High School Graduates | Bachelor Degrees Rec'd | Graduate Degrees Rec'd |
|---|---|---|---|---|
| Texas | 30% | 25% | 13% | 6% |
| Hardin Co. | 28% | 37% | 7% | 2% |
| Silsbee | 27% | 35% | 9% | 4% |

### Employment by Industry

Silsbee's employment by industry is comparable to the State, County, and Lumberton with some variations by category, as can be seen below in Table 5. Although the largest employment industries in the county are related to lumber and oil and gas, the largest employment sector in Silsbee is in the services field, which includes educational and health services. Silsbee has a large independent school district, which contributes over one-third of the service sector jobs.

Table 5. Employment by category.

| Combined Category Percentages: | Texas | Hardin Co. | Silsbee | Lumberton |
|---|---|---|---|---|
| Agriculture & Mining | 4.94 | 4.46 | 2.20 | 1.98 |
| Construction | 6.73 | 10.26 | 7.97 | 8.26 |
| Manufacturing | 14.43 | 19.42 | 18.30 | 17.90 |
| Transportation & Communications | 7.60 | 9.77 | 8.29 | 14.00 |
| Trade | 22.36 | 21.83 | 18.46 | 22.26 |
| Finance, insurance, and real estate | 6.83 | 3.55 | 3.12 | 3.99 |
| Services | 32.58 | 27.82 | 38.89 | 29.01 |
| Public administration | 4.52 | 2.89 | 2.76 | 2.61 |

Most Hardin County residents work in Beaumont. Lumberton has become a "bedroom community," providing homes to people who work primarily in Beaumont. Some people are moving even further north of Beaumont to Silsbee, and this trend could continue into the future depending on the economic health of Beaumont.

### Income

The median income level for Silsbee is lower than the state's (27 percent lower) or the county's (19 percent lower). While Texas' median income is $27,016, Hardin County's stands at $25,289, followed by Silsbee, with a median income of $21,230.

Silsbee has a greater proportion of people (14 percent) earning less than $5,000 than either the State (8 percent) or County (9 percent). Twenty-one percent of Silsbee's population lives below the poverty level, compared to 15 percent in Hardin County and 18 percent in the State. Silsbee has a per capita income of $10,453, which is 23 percent lower than the State's but only 7 percent lower than the County's. At $13,547, Lumberton's per capita income is higher than the state level of $12,904.

The lower income in Silsbee indicates a need for better-paying jobs. Economic development to bring in better and more diverse job opportunities along with educational opportunity to train the work force could help raise Silsbee's income level.

### Households

The size of the average household in Silsbee is comparable to the state and county levels. Silsbee has an average household size of 2.67 persons, just below that of Texas (2.73 persons) and Hardin County (2.79 persons).

The occupancy status for housing in Silsbee matches the State's at 87 percent occupancy. The County is at 89 percent occupancy. Reported vacancy levels are close to state levels, except for the following categories of housing:

| | Texas | Silsbee |
|---|---|---|
| Seasonal/recreational | 16% | 1% |
| Other | 25% | 38% |

Silsbee's vacancy levels are close to county levels, except for the following housing categories:

| | Hardin Co. | Silsbee |
|---|---|---|
| For rent | 22% | 37% |
| Seasonal/recreational | 11% | 1% |
| Other | 42% | 38% |

More of Silsbee's population (70 percent) lives in owner-occupied homes, which is a higher proportion than the state level (61 percent), but less than the county level (81 percent).

Most (81 percent) of Silsbee's housing is single-family detached housing, which is greater than the surrounding area, including the county (69 percent) and state (63 percent). A comparison of other housing types reveals the following:

Table 6. Comparison of housing types.

| Housing Type: | Texas | Hardin Co. | Silsbee |
|---|---|---|---|
| 10-19 units | 6% | 1% | 2% |
| 50+ units | 5% | 0% | 0% |
| Mobile home | 8% | 25% | 4% |

This comparison suggests that there might be a need for multi-family housing (apartments) to provide a more diversified housing mix. Multi-family housing could provide affordable housing alternatives for lower income families or young people who are not yet ready to purchase a house.

### Race/Ethnicity

Race /ethnicity provides a profile of the ethnic diversity of the area, and also because different population growth rates by race are used in calculating population growth. The following table shows the racial composition of Silsbee in comparison to other localities, the County and the State.

Table 7. Comparison of racial composition.

| Area | Anglo | Black | Other |
|---|---|---|---|
| Texas | 75% | 12% | 13% |
| Hardin Co. | 91% | 8% | 1% |
| Silsbee | 50% | 38% | 12% |
| Lumberton | 99% | 0% | 1% |

Silsbee offers a more diverse population than either Lumberton or Hardin County. Because an Anglo population is generally older and grows more slowly

than other races/ethnicities, Silsbee may offer a more rapidly growing population than surrounding areas, whose populations are heavily Anglo-American.

## Population Growth

The future needs of Silsbee will be determined by the population. Population growth will affect the services, community facilities, housing and other needs that will be provided by the City through the land use plan, the zoning ordinance, the purchase of right-of-way for future infrastructure and municipal needs and other resources.

The future population of Silsbee was calculated using a cohort component technique that employs birth, death, and migration rates by age, sex, and race. While the birth and death rates will almost always be comparable to the state's, migration rates vary widely over geographic region and over time. Migration rates that were calculated by the Texas State Data Center for Hardin County for the years 1990-1994 were used for Silsbee. A preliminary forecast for 1995 using those rates was calculated and then compared to 1995 estimates of the Silsbee population from the State Data Center. A constant of 0.6 was multiplied against the migration rates to adjust the forecasted figures to be comparable with the 1995 estimate.

As with most cohort component forecasts, a high, middle, and low forecast were calculated for Silsbee. The high forecast uses 0.75 of the 1990-1994 migration rates. The 0.6 factor was used for the middle, or baseline, calculation. And a factor of 0.45 of the migration rates was used for the low forecast. The results are listed below.

Table 8. Population forecasts.

| Year | Low (0.45) | Middle (0.6) | High (0.75) |
|---|---|---|---|
| 1990 | 6,368 | 6,368 | 6,368 |
| 1995 | 6,774 | 6,838 | 6,902 |
| 2000 | 7,221 | 7,363 | 7,507 |
| 2005 | 7,681 | 7,916 | 8,156 |
| 2010 | 8,089 | 8,430 | 8,784 |
| 2015 | 8,489 | 8,832 | 9,436 |
| 2020 | 8,894 | 9,363 | 10,121 |

High and low forecasts were made to account for dramatic changes that may occur. For example, a large new industry that brought many jobs to the area could greatly impact population growth, while a downturn in the economic stability of the area could lead to many people moving away from Silsbee, resulting in a low population growth or even a decrease in population. The middle scenario was chosen because it most closely matches the 1990-1995 growth pattern. Under this scenario, Silsbee's 2020 population will be 9,363, a 47 percent growth from 1990. Hardin County is projected to grow approximately 49 percent over the same period. In 1990, Silsbee contained approximately 15 percent of the county's population, and that proportion is expected to remain the same in 2020.

The middle scenario reflects an expected steady growth in population for Silsbee. Overall population is growing at rates similar to those of the county, state and nation. Unless dramatic changes occur, such as those associated with the high and low scenarios, Silsbee will most likely maintain its pattern of steady, slow growth.

The City will need to keep up with the population growth by planning for maintenance and improvements to the infrastructure, community facilities and other needs of the citizenry. By consistently studying the growth patterns of the community and tying forecasts to economic development and other goals established by the City and Comprehensive Plan, Silsbee officials can lay the groundwork needed to provide services for their citizens in the future.

## Community Economy

To predict how the Silsbee economy will look in future years, it is vital to analyze what the current economy looks like and how it performs in comparison to a relatively stable economy such as that of the State of Texas. One important item to review is the major industries who provide jobs for Silsbee. If a city wants to be economically stable and secure, the economic makeup of the area needs to be diverse. Other aspects of the economy which should be reviewed include the revenue stream and unemployment rates. These analyses should show how closely related the economies of Silsbee and Hardin County are to the economy of Texas as a whole. If changes that occur in these statistics on the state level also occur at the City level, it gives a good indicator of how predicted economic activities at the state level will also affect Silsbee.

*Major employers*

Table 9. Major employers in Silsbee.

| Employer | Number of Employees |
|---|---|
| Temple-Inland Forest Products | 1,230 |
| Silsbee ISD | 500 |
| Texas Home Health | 427 |
| Kirby Forest Industries/Louisiana Pacific | 350 |
| Silsbee Doctors Hospital | 350 |
| Tri-County Home Health | 175 |
| Apache Wooden Pallets | 145 |
| Wal-Mart | 100 |
| Acme Skid and Plug | 80 |
| Bur-Mont Nursing Center | 75 |
| Pine Arbor Healthcare Center | 75 |
| South Hampton Refinery | 60 |
| Santa Fe Railroad | 60 |
| Home Care Services | 58 |
| Silsbee State Bank | 57 |
| City of Silsbee | 51 |
| Silsbee Convalescent Center | 50 |
| Arco Oil & Gas | 25 |
| TranStar E.M.S. | 25 |

Source: Brochure on Silsbee Texas provided by the City and Chamber of Commerce.

In addition to the usual school, city, and health care providers, the major employers in Silsbee are from the petrochemical, railroad, and timber industries. Table 9 shows some of the larger employers in Silsbee. The largest employers are Temple-Inland Forest Products with 1,230 employees and the Silsbee Independent School District with 500 employees. There is also a significant number of employees in the health care industry.

A detailed review of the number of workers by industry and occupation for Hardin County is shown in Table 10. These statistics represent a work force of 16,863 in Hardin County in 1990. The leading industries and their percentage of the employment work force are construction (10.3 percent), manufacturing (19.4 percent), retail trade (17.1 percent), and professional and related services (21.2 percent). The leading occupation is technical, sales, and administrative support with about 30.5 percent of the work force classified in this area.

Table 10. 1990 Hardin County employment by industry and occupation.

| Employment Category | Number of Employees | % |
|---|---|---|
| Industry | | |
| Agriculture, forestry, fisheries | 258 | 1.5 |
| Mining | 494 | 2.9 |
| Construction | 1,730 | 10.3 |
| Manufacturing (nondurable goods) | 1,878 | 11.1 |
| Manufacturing (durable goods) | 1,397 | 8.3 |
| Transportation | 960 | 5.7 |
| Communications and public utilities | 687 | 4.1 |
| Wholesale trade | 805 | 4.8 |
| Retail Trade | 2,877 | 17.1 |
| Finance, insurance, and real estate | 598 | 3.5 |
| Business and repair services | 732 | 4.3 |
| Personal services | 246 | 1.5 |
| Entertainment and recreation | 129 | 0.8 |
| Professional and related services | 3,584 | 21.2 |
| Public Administration | 488 | 2.9 |
| Occupation | | |
| Managerial and professional specialty | 3,171 | 18.8 |
| Technical, sales, administrative support | 5,142 | 30.5 |
| Service | 1,760 | 10.4 |
| Farming, forestry, fishing | 333 | 2.0 |
| Precision production, craft, repair | 3,390 | 20.1 |
| Operators, fabricators, laborers | 3,067 | 18.2 |

*Unemployment* The change in the unemployment rates in Hardin County and Texas between 1984 and 1994 are shown in Figure 1. It appears that Hardin County follows the same general trends in the unemployment rate as does the State of Texas. Hardin County tends to experience slightly higher unemployment rates than does Texas and it takes them slightly longer to recover from downturns in the economy. The highest change in the unemployment rate in Texas occurred in 1986 with about a 9 percent increase in unemployment. At this same time Hardin County had about a 15 percent increase in unemployment. The second largest increase in unemployment in Texas occurred in 1992 with about a 7 percent increase in unemployment. Hardin County experienced a similar increase in 1992 but showed a continued increase (up to 9 percent) into 1993 while Texas had already begun to recover.

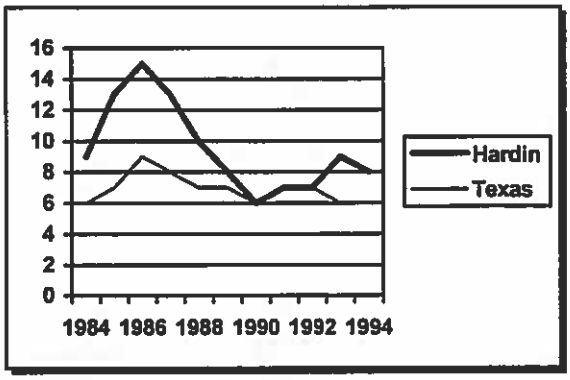



Figure 1. Unemployment rates, 1984 to 1994.

*Revenue* An indicator of the stability of a city's economy is the comparison of its revenue stream to that of the state. Silsbee has experienced changes similar to that of Texas in its sales revenue between 1984 and 1995. This is shown in Figure 2. Both Texas and Silsbee experienced their largest decreases in sales revenue in 1986; the same year that they experienced their largest increase in unemployment. The only other decline in sales revenue for Texas occurred in 1991. Silsbee experienced declines in revenue in 1991 and 1992. Again, these years are similar to changes in unemployment which occurred in 1992 in both Hardin County and Texas.

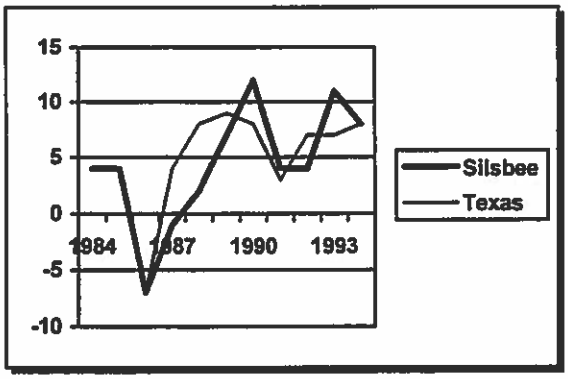



Figure 2. Changes in sales revenue, 1984 to 1994.

Based on the indicators shown in the above comparisons, it appears that the economic activity in both Silsbee and Hardin County share similar characteristics to that of Texas. Both the revenue streams and the unemployment trends closely resembled the trends displayed by the Texas data. Because of this relationship, it should be possible to generate some projections of the future economic activity in Silsbee and Hardin County.

## Municipal Finances

The purpose of the fiscal analysis in the context of the Comprehensive Plan is to determine a municipality's capacity to fund the various projects that are necessary to either sustain or improve the desired quality of life.

This analysis is conducted for the purpose of examining the financial solvency of the City of Silsbee. The basic components of this report consist of a general review of the City's revenues and expenditures, as stated in the City Budget from the past five years. The analysis also includes a breakdown of the individual revenue sources and expenditures by department and an analysis of growth rates and per capita figures for both income and spending.

Table 11. City of Silsbee revenue by source.

| General Fund | 1991-1992 | 1992-1993 | 1993-1994 | 1994-1995 | 1995-1996 |
|---|---|---|---|---|---|
| General tax | $1,211,319 | $1,372,521 | $1,485,771 | $1,573,611 | $1,632,850 |
| Rentals and Permits | $220,756 | $261,884 | $261,714 | $266,481 | $258,993 |
| Intergovernmental transfer | $215,000 | $85,000 | $209,000 | $230,859 | $380,268 |
| Interest, fines, and forfeits | $126,082 | $139,712 | $133,085 | $138,892 | $145,715 |
| Garbage collections | $415,868 | $447,804 | $455,336 | $472,127 | $478,542 |
| Miscellaneous | $313,999 | $264,524 | $257,769 | $445,026 | $381,400 |
| Subtotal | $2,503,024 | $2,571,445 | $2,802,675 | $3,126,996 | $3,277,768 |
| | | | | | |
| Water and Sewer Fund | | | | | |
| Water | $570,067 | $566,388 | $580,321 | $599,471 | $619,544 |
| Sewer | $444,213 | $490,569 | $501,318 | $515,097 | $504,541 |
| Fees | $13,667 | $18,641 | $19,664 | $23,397 | $21,775 |
| Interest | $10,852 | $10,359 | $16,441 | $31,836 | $23,017 |
| Miscellaneous | $6,170 | $8,685 | $15,977 | $10,285 | $6,920 |
| Carry overs | $207,136 | $85,963 | $200,000 | $250,000 | $267,000 |
| Subtotal | $1,252,105 | $1,180,605 | $1,333,721 | $1,430,086 | $1,442,797 |
| Total Revenues | $3,755,129 | $3,752,050 | $4,136,396 | $4,557,082 | $4,720,565 |

From the perspective of total municipal revenues from all sources, the City has experienced moderate growth over the course of the last five years—from

$3,755,129 in Fiscal Year 1991 to a projected $4,720,565 in Fiscal Year 1995. The City's revenues have continued to grow throughout this period with only one exception in Fiscal Year 1992, when revenues dropped by 0.08 percent.

### General Fund Revenues

Revenue sources for the City consist of General Fund Revenues and Utility Revenues. Included in the General Fund category are the general tax revenues, which consists of property tax and sales tax. Property tax is currently assessed at 0.357 per $100 valuation with a total estimated land value of $128, 261,000. Silsbee has one of the lowest property tax rates when compared to the property tax rates of neighboring communities(Beaumont: 0.61, Sour Lake: 0.454, Port Arthur: 0.77, Nederland: 0.7, and Port Neches: 0.68).

Among categories of general revenue are rentals and permits, interest, fines and forfeitures, and garbage collections. Consistent with the growth in total revenues, the rate at which general fund revenues increased between 1991 and 1995 was 23 percent.

### Utility Fund Revenues

The utility fund consists of water, sewer, and sanitation revenues; these are generated by the respective departments for providing basic services to the citizens of Silsbee. This fund is primarily used to offset the costs of said services. Revenue from the utility fund increased 11.2 percent between Fiscal Year 1991 and Fiscal Year 1995.

### Expenditures

Expenditures have increased at a rate of 19.6 percent over the past four years, from $3,406,988 in Fiscal Year 1991 to a projected $4,239,199 in Fiscal Year 1995. This shows that the City's revenues have met the needs created by the expenditures. Also, no real changes have occurred to dramatically affect the expenditures of the City (i.e., downsizing or creation of new positions).

Table 12. City of Silsbee total expenditures 1991-1996.

| General Fund | 1991-1992 | 1992-1993 | 1993-1994 | 1994-1995 | 1995-1996 |
|---|---|---|---|---|---|
| Mayor and Council | $54,324 | $50,950 | $52,318 | $68,223 | $100,800 |
| General Gov't | $161,536 | $148,066 | $157,020 | $215,512 | $248,087 |
| Tax Dep't | $45,114 | $57,802 | $50,928 | $38,755 | $35,875 |
| Inspection Dep't | $350 | $158 | $30 | $1,940 | $1,154 |
| Police Dep't | $759,339 | $766,315 | $805,504 | $903,915 | $882,335 |
| Fire Dep't | $24,727 | $94,877 | $87,579 | $96,842 | $89,892 |
| Sanitation Dep't | $386,686 | $405,304 | $379,975 | $415,114 | $423,228 |
| Street Dep't | $509,250 | $591,543 | $529,849 | $536,816 | $620,524 |
| Library | $91,338 | $88,298 | $99,679 | $112,221 | $113,636 |
| Emergency Mgmt. | $194 | $320 | $831 | $829 | $1,069 |
| Maintenance Dep't | $115,106 | $122,423 | $114,178 | $129,339 | $137,257 |
| Municipal Court | $69,900 | $66,405 | $71,299 | $75,828 | $81,796 |
| Animal Control Dep't | $25,202 | $24,180 | $24,384 | $35,013 | $25,792 |
| Parks and Recreation | $60,224 | $53,723 | $51,897 | $67,217 | $63,983 |
| Contingent Appropriation | - | - | - | - | - |
| Building Maintenance | $33,698 | $37,682 | $36,472 | $52,088 | $41,746 |
| Economic Development | - | - | - | $13,684 | $167,119 |
| Subtotal | $2,336,988 | $2,508,046 | $2,461,943 | $2,763,336 | $3,034,293 |
| Water and Sewer Fund | | | | | |
| Administrative and Engineering | $53,850 | $53,829 | $59,401 | $65,181 | $58,476 |
| Accounting and Collections | $82,610 | $79,779 | $85,249 | $97,737 | $97,552 |
| Water Dep't | $529,195 | $419,526 | $513,055 | $550,797 | $591,709 |
| Waste Water Dep't | $404,345 | $430,372 | $431,912 | $438,375 | $457,169 |
| Subtotal | $1,070,000 | $983,506 | $1,089,617 | $1,152,090 | $1,204,906 |
| Total Expenditures | 3,406,988 | $3,491,552 | $3,551,560 | $3,915,426 | $4,239,199 |

As with revenues, expenditures are also separated into two categories: general fund expenditures and utility fund expenditures. Among general expenditures, all departments have increased expenditures proportional to the amount of

revenue being generated. Furthermore, no department has experienced a great increase in expenditures. This is supported by an overall growth of 23 percent in general fund expenditures between Fiscal Year 1988 and Fiscal Year 1995.

### Utility Fund Expenditures

Utility fund expenditures provide water, sewer and sanitation services, and are financed through service fees and charges to citizens of Silsbee. Expenditures for utilities have followed the same growth trend as the revenues for the utility fund: 11.1 percent between Fiscal Year 1988 and Fiscal Year 1992. As with the general expenditures, this increase has been covered by the increase in revenue generated.

### Conclusion

The City of Silsbee has operated with a surplus of revenues for the last five years. The smallest amount of funds remaining at the end of a fiscal year was $260,498 in Fiscal Year 1992 and the greatest was $641,656 in Fiscal Year 1994. This surplus should continue if both expenditures and revenues continue to grow at their current rate. However, it seems apparent that Silsbee cannot rely on a limited amount of resources permanently.

Table 13. Revenues vs. expenditures.

| General Fund | 1991-1992 | 1992-1993 | 1993-1994 | 1994-1995 | 1995-1996 |
|---|---|---|---|---|---|
| Revenues | $2,503,024 | $2,571,445 | $2,802,675 | $3,126,996 | $3,277,768 |
| Expenditures | $2,336,988 | $2,508,046 | $2,461,943 | $2,763,336 | $3,034,293 |
| Difference | $166,036 | $63,399 | $340,732 | $363,660 | $243,475 |
| Water and Sewer Fund | | | | | |
| Revenues | $1,252,105 | $1,180,605 | $1,333,721 | $1,430,086 | $1,442,797 |
| Expenditures | $1,070,000 | $983,506 | $1,089,617 | $1,152,090 | $1,204,906 |
| Difference | $182,105 | $197,099 | $244,104 | $277,996 | $237,891 |

For Silsbee to maintain its current level of prosperity, the City should make an effort to diversify its economic base in areas that are somewhat independent of current major revenue sources. Examples of this would be the Village Creek Retreat Center or the Continuing Education Center proposed by this report.

## Summary: City Statistics

| | |
|---|---|
| Region | South East Texas |
| County | Hardin |
| Community | Silsbee |
| Population | 6,838 |
| Population Date | 7/11/95 |
| Community Characteristics | Santa Fe Railway; served by US Highways 96 and 69. Close proximity to Ports of Beaumont & Orange; easy access to Interstate 10; adequate labor market. |

**Transportation**

| | |
|---|---|
| Proximity to Interstate Highway | 10 miles |
| Proximity to Major Highways | 0 miles |
| Proximity to Commercial Airport | 35 miles |
| Proximity to Private Airport | 5 miles |
| Proximity to Port | 25 miles |
| Proximity to Mexico Border | 400 miles |

**Utilities**

| | |
|---|---|
| Electric Provider | Entergy |
| Water Source | city/wells |
| Water Maximum Gallons/Day | 1,000,000 |
| Water Peak Load Maximum Gallons/Day | 1,200,000 |
| Sewer Type | oxidation ditch and trickling filter |
| Sewer Maximum Gallons/Day | 1,600,000 |
| Solid Waste Disposal | landfill |
| Natural Gas Providers | Entex |
| Telephone Providers | Southwestern Bell |

**Taxes and Local Incentives**

| | |
|---|---|
| City Tax Rate | $0.347 per $100 |
| School Tax Rate | $1.22 per $100 |
| County Tax Rate | $0.54 per $100 |

## Citizen Survey

In January 1997, a survey was mailed to the citizens of Silsbee. It was sent to each address that received a utility bill from the City of Silsbee. This survey included questions concerning city services and infrastructure, housing, and ordinances that would help focus the Comprehensive Plan on the issues that the citizens of Silsbee deemed important (See Appendix A).

The results of this survey provide city leaders with meaningful public input regarding the growth and improvement of Silsbee. On many items, citizens were asked to indicate their level agreement:

Rank of 1 = Disagree

Rank of 2 = Somewhat disagree

Rank of 3 = No opinion

Rank of 4 = Somewhat agree

Rank of 5 = Agree

Responses to these questions are included in Table 14. Other questions asked citizens to list or write-in items that they found important. Those questions with a different format are listed in Table 15. A short analysis of some of the key points follows these tables.

Table 14. Number of responses to survey questions.

| Question | 1 | 2 | 3 | 4 | 5 | Avg |
|---|---|---|---|---|---|---|
| 1. Housing in good condition | 21 (3.1) | 15 (2.2) | 14 (2.1) | 68 (10.0) | 564 (82.7) | 4.7 |
| 2. Affordable housing is important | 49 (7.3) | 27 (4.0) | 37 (5.5) | 94 (13.9) | 468 (69.3) | 4.3 |
| 4. Developers should pay for infrastructure improvements | 46 (6.8) | 23 (3.4) | 65 (9.6) | 102 (15.1) | 439 (65.0) | 4.3 |
| 5. Expand retail stores | 39 (5.8) | 12 (1.8) | 63 (9.3) | 136 (20.1) | 426 (63.0) | 4.3 |
| 7. Improve parks | 45 (7.1) | 36 (5.6) | 61 (9.6) | 174 (27.3) | 322 (50.5) | 4.1 |
| 8. Create more parks | 124 (19.5) | 60 (9.4) | 124 (19.5) | 193 (30.4) | 134 (21.1) | 3.2 |
| 9. Have bikeways/ pedestrian ways | 56 (8.8) | 38 (6.0) | 84 (13.2) | 147 (23.0) | 313 (49.1) | 4.0 |
| 10. Public recreational programs | 47 (7.4) | 31 (4.9) | 88 (13.8) | 151 (23.6) | 322 (50.4) | 4.0 |
| 11. Improve garbage collection | 86 (13.5) | 56 (8.8) | 128 (20.1) | 139 (21.8) | 229 (35.9) | 3.6 |
| 12. Improve sanitary sewer system | 31 (4.9) | 21 (3.3) | 100 (15.6) | 111 (17.4) | 376 (58.8) | 4.2 |
| 13. Effective storm water system | 17 (2.7) | 8 (1.3) | 20 (3.1) | 91 (14.2) | 503 (78.7) | 4.7 |
| 14. Reduce soil erosion | 33 (5.2) | 19 (3.0) | 142 (22.4) | 129 (20.3) | 312 (49.1) | 4.1 |
| 15. Control animals | 23 (3.6) | 21 (3.3) | 33 (5.1) | 99 (15.4) | 466 (72.6) | 4.5 |
| 16. Control noise | 30 (4.7) | 15 (2.3) | 74 (11.6) | 149 (23.3) | 371 (58.1) | 4.3 |
| 17. Have sidewalks | 35 (5.5) | 26 (4.1) | 85 (13.4) | 149 (23.5) | 340 (53.5) | 4.2 |
| 18. Increase # of street lights | 61 (9.5) | 28 (4.4) | 86 (13.5) | 132 (20.7) | 332 (52.0) | 4.0 |
| 19. Control signs & billboards | 33 (5.2) | 22 (3.4) | 118 (18.5) | 138 (21.6) | 328 (51.3) | 4.1 |
| 20. Improve street access | 21 (3.3) | 22 (3.5) | 56 (8.8) | 122 (19.2) | 415 (65.3) | 4.4 |
| 21. More rail crossing safety devices | 67 (10.5) | 52 (8.1) | 106 (16.6) | 148 (23.2) | 266 (41.6) | 3.8 |
| 22. Improve physical attractiveness | 25 (3.9) | 11 (1.7) | 28 (4.4) | 91 (14.2) | 485 (75.8) | 4.6 |
| 23. Silsbee needs a plan for future | 19 (3.0) | 4 (0.6) | 23 (3.6) | 56 (8.7) | 541 (84.1) | 4.7 |
| 24. Need central gathering place | 36 (5.8) | 18 (2.9) | 109 (17.4) | 123 (19.6) | 340 (54.3) | 4.1 |

Note: The number in parentheses represents the percentage of responses for that question.

Table 15. Additional survey results.

| Question | Response |
|---|---|
| What type of housing should Silsbee have? | (Rank of 1=most important, 6=least important) |
| Single-family | Average rank=1.6 |
| Condominium | Average rank=4.1 |
| Duplex | Average rank=3.7 |
| Apartments | Average rank=2.9 |
| Town-homes | Average rank=3.2 |
| Manufactured housing | Average rank=4.2 |
| What size should Silsbee's population reach in the next 20 years? | (Number of responses and percentage shown) |
| Remain the same | 117 (19.2%) |
| 10,000 | 207 (33.9%) |
| 10,000 to 15,000 | 156 (25.6%) |
| more than 15,000 | 130 (21.3%) |
| What type of retail is most needed? (most frequent responses listed) | Grocery<br>Department<br>Clothing<br>Shoes<br>Restaurants |
| What is the most visually attractive feature? (most frequent responses listed) | Knupple Park<br>Several banks<br>Several churches<br>Trees/Forest<br>Downtown |
| What is the least visually attractive feature? (most frequent responses listed) | Old buildings/Run-down structures<br>Trashy yards<br>Vacant/unkempt lots<br>Railroad tracks<br>Uncontrolled animals in yards and streets |

### Survey Results

The citizens of Silsbee identified the existence of good housing, the need for a comprehensive plan, an effective stormwater management plan, the physical attractiveness of the City, and animal control as important issues. More than 72 percent of the respondents to each of these questions gave these issues a rank of five.

The need for more parks, better garbage collection, and more or better rail crossing safety equipment were listed as some of the least important areas of concern in the City. At least ten percent of respondents ranked these issues as unimportant.

The survey results in Table 15 also showed that the citizens desired single-family houses and apartments in their community. Manufactured housing and condominiums were the least desired type of housing.

Table 15 shows that approximately 60 percent of the citizens responded that they would prefer that Silsbee would grow to between 10,000 and 15,000 persons by 2020. About 20 percent of the citizens wanted the population to be less than 10,000 and 20 percent wanted it to grow above 15,000.

There was a large number of responses to the questions about retail stores needed in Silsbee and the attractive and unattractive features of the City. Only some of the more frequent responses are listed in Table 15. Some of the retail stores needed include grocery, department, clothing, shoe and more restaurants. The most visually attractive features of Silsbee include Knupple Park, banks and churches, downtown, and the surrounding forest. The least visually attractive features are old buildings and run-down structures, trashy yards, vacant and unkempt lots, the railroad tracks, and uncontrolled animals.

### Conclusion

The results of the citizen survey have provided the Comprehensive Plan with several areas on which to focus special attention. These items that the citizens of Silsbee chose as important include housing, the physical attractiveness of the City, the need for a stormwater management plan, and ideas for economic development.

In addition to focusing attention toward areas deemed as important, the survey also helped determine items in the Comprehensive Plan which required less attention, such as adding new parks in the City. These are the reasons why a citizen survey is important for a comprehensive plan—it helps focus much of the emphasis of the plan.

# ECONOMIC DEVELOPMENT

## Economic Development

To maintain its financial solvency, the City of Silsbee needs to pursue and implement an aggressive economic development program. An economic development program may be approached in two ways: it may capitalize on areas in which the City already has available resources (i.e., maximize exports), or it may investigate areas not previously exploited (i.e., minimize imports). The following objectives have been formulated with this in mind:

- Increase the diversity of Silsbee's economic base,
- Provide opportunities for continuing education, and
- Raise Silsbee's local and regional profile.

Several alternatives to help achieve this goal were generated to help facilitate this development. The first three alternatives attempt to take advantage of Silsbee's existing attributes—natural beauty, oil and timber industries and young people. The latter two options focus on areas that are vital to both the quality of life in Silsbee and its continued economic and commercial health. They are:

1. The establishment of a Village Creek Recreation and Retreat Center
2. The establishment of an Industrial Business Park
3. The establishment of a Continuing Education Center
4. The promotion of weekend activities and downtown revitalization
5. The establishment of Silsbee as a regional medical service provider

### Village Creek Recreation and Retreat Center

Silsbee has the unique advantage of being located along Village Creek. This affords excellent opportunities for economic development. One of the most obvious uses of the creek is to increase tourism. However, the creek has more potential than this.

This Plan recommends that the City actively pursue the creation of a recreation and retreat center along Village Creek just to the south of Baby Galvez Road. This facility could serve as an ideal retreat location for numerous groups ranging from high school students to corporate managers. The facility would ideally host either training retreats or visioning sessions and would cater to large groups.

Another purpose of this facility would be to help coordinate the current canoeing businesses that operate along Village Creek. The city could develop storage facilities and operate a shuttle to return persons to their vehicles after a long day on the creek. This function could act in conjunction with a downtown revitalization effort by providing for pre-trip parking in the downtown area of the City thereby facilitating the growth of both canoeing supply shops and restaurants that would cater to those persons canoeing down the creek.

The possibilities for Village Creek are endless and all options should be thoroughly explored. The City should view this resource as an advantage when marketing the City both locally and regionally.

### Industrial Business Park

Silsbee also has an advantage over the rest of the South East Texas Region in that it has an abundance of transportation resources including a major highway and rail transportation. Silsbee is also located less than 50 miles from a major port. With this in mind, Silsbee is an ideal place to locate a business park that would encourage various skilled labor positions. Such a park would help diversify the economic base of the city to help it grow.

The proposed site for the establishment of this park is along Cook's Road just south of the City's southern sewer treatment facility. This location is prime because of its proximity to both rail and highway access. The proposed facility would back up to the current railway and is less than a mile from Highway 96. This site is also prime because it will help control any problems that may arise from locating in a more populous area of the city and its use will be compatible with the current use in the area (sewer treatment).

This facility, however, should be developed according to strict design standards. First, the City should consider acquiring this property and developing the park itself. This would give the City ultimate control of the design of such a facility. Furthermore, the facility should be designed to have a campus-like atmosphere to promote a resident-friendly environment. Also, the City should require a buffer zone to help protect the visual attractiveness. This would include using existing flora to camouflage the facility from major thoroughfares including Highway 96 and Cook's Road.

With the development of this facility, the City can help facilitate the expansion of its economic base. With an active marketing strategy, this facility has the potential to attract a milieu of new industry and keep that industry which already exists. New businesses might include those that either supply the existing timber and oil industries with materials that they need or utilize waste produced by the oil and timber industries to produce new products (like wood products or landscaping materials).

### Continuing Education Center

Silsbee has the distinction of having a high school graduation rate much higher than the state's average. Many of these graduates leave the City soon after gradation to pursue higher education, vocational training, and jobs. To avoid losing this valuable resource, to encourage these graduates to return to the community and to provide a skilled work force for new industries that may locate in Silsbee, the City should seek to establish a continuing education facility. Furthermore, the City should also seek to establish a partnership with Lamar University which could potentially lead to a Silsbee Campus.

To do this, the City must take several actions. First, the city should seek to construct a facility dedicated to continuing education. The proposed site for this facility is east of Silsbee High School on Highway 327. This facility would be maintained by the City and would replace both the Middle School and High School as the meeting place for night courses currently offered by Lamar. Furthermore, vocational courses could be offered at this facility. This would help provide job training that would give local residents an edge when applying for jobs in either the timber or petrochemical industries. Also, this facility could potentially provide courses for retired citizens who were interested in the arts.

The establishment of this facility will require research and development on a large scale. Site development will be paramount if the facility is to be a success. The campus should be visually attractive as well as functional. The facility should also be designed to accommodate the technology available and should support satellite and teleconference classes.

This education center, in conjunction with the business park, could help make the city more attractive to more technical industries. The possibilities that are

created by the formation of this facility are not limited and can be expanded as the needs of the community and industries within the community grow.

### Weekend Activities and Downtown Revitalization

This economic development is perhaps the easiest to realize. The program primarily would focus on weekend rallies and meetings of special interest groups and can be accomplished through an aggressive marketing campaign to different clubs and groups throughout the region and state.

This program will help facilitate the revitalization of the Central Business District. Any functions associated with this economic development activity should be held in the downtown area and will provide the impetus for the development of a central gathering area in the City including the renovation of the Silsbee Public Library, the creation of a plaza between the library and the Ice House Museum, and the relocation of City Hall to the lot across from the library. This would focus the municipal function in the downtown and show City support for the redevelopment of the downtown area.

Weekend programs should be carried out on a weekly basis. The City should seek to schedule 52 events each year to increase tourism and help crate a niche in the convention industry. These activities have the potential to be successful for the City and may generate many opportunities other than the weekend events. Also, since this activity can be initiated by aggressive marketing and requires less capital outlay than the aforementioned proposals, the City should implement a process to begin this as soon as possible.

### Health Care

Silsbee could also diversify its economy by promoting a public/private partnership with local hospitals and educational agencies to increase the level of health services being offered in the community. Silsbee is a prime location for the expansion and development of new health care services.

First, numerous primary care physicians have located in Silsbee. This is the front line in medical care. Next, a private for-profit hospital is currently located in Silsbee. This facility is capable of handling most minor surgeries and emergency care. If the procedure is not too difficult, there is no need to visit a tertiary facility in Beaumont. With this in mind, Silsbee can be marketed as a

regional hub for health services for not only Hardin County, but also those counties that are North and East of Hardin County (i.e., Jasper, Orange, and Tyler).

Silsbee also offers a large number of services for the elderly population of the region. These include nursing home facilities and an abundance of Home Care agencies. These services have helped keep the aging population in Silsbee. The City, however, could encourage the development of more services aimed at this older population. One such avenue of development would be the creation of a garden home retirement community. In this community, the aged could have the autonomy of living in their own home with the reassurance that medical care would be there when they needed it. The homes could be located in a developed area with a central meeting and service area that is constantly manned by health care professionals. This could be accomplished by actively marketing Silsbee as a peaceful and serene community to retire in and by providing incentives to developers who may wish to pursue a project of this nature. The creation of such a facility would help diversify the economy by providing jobs in the health care field and would provide a currently absent form of housing for the aged (between total independence and a nursing facility).

*Health Care Training*

The aged population of Silsbee is not the only population that can benefit from the development of health care resources in Silsbee. Another resource that should be actively pursued is the training of the skilled workers that provide health services. In conjunction with the proposed continuing education center, local colleges, and the local health care providers, Silsbee should encourage the development of educational opportunities that would train young men and women to work in the health care industry. Such programs could provide Licensed Vocational Nurses (LVNs) and Home Health Aides for the growing health care industry. This, in turn, would help keep the younger members of the community home after high school and would have a positive effect on both the economy and growth of the City.

As previously stated, these are just suggestions that can help Silsbee where to pursue economic diversification. There are many options in the health care industry and all should be given consideration. The creation of a regional health care hub with a goal of community-oriented patient care should be a top priority when considering these. This will bring in patients from surrounding communities and will help strengthen the City's economy. Second should be the

investigation of the development of a retirement community that allows residents to remain independent, but still have the security of 24-hour medical service when needed. Finally, as these initiatives are being explored, the City should be seeking a partnership with local agencies to begin a health care job training program that would provide technically skilled labor to the health care industry in Silsbee.

## Economic Development Action Items

*Retreat Center*

**Year 1**

Appoint Retreat Center Committee to identify funding sources and conduct marketing study for Retreat Center.

**Year 2**

Find and purchase site for Retreat Center; begin preliminary design of structures.

**Year 3**

Actively market Retreat Center to church, school and corporate groups identified during market study.

**Year 4**

Open Retreat Center.

**Year 5**

Review first-year marketing strategy for Retreat Center and adjust if needed.

**Year 6**

Evaluate the success of Retreat Center and consider expansion.

*Education Center*

**Year 1**

Appoint Education Center Committee to locate funding sources, pinpoint target population, develop educational programs to be offered.

Locate and purchase site for Center.

**Year 2**

Identify larger institutions interested in locating educational opportunities in Silsbee.

Begin construction of Education Center.

**Year 3**

Open Education Center.

**Year 5**

Expand Education Center to offer more diverse or a larger selection of courses or programs.

*Industrial Park*

**Year 1**

Identify types of industries interested in locating in the Industrial Park.

Establish design and performance standards to be implemented at the Industrial Park.

Acquire land for Industrial Park.

**Year 2**

Market Industrial Park to local and regional industries.

**Year 3**

As infrastructure for Industrial Park develops, assist businesses relocating to Industrial Park.

**LAND USE**

## Existing Housing

Housing is one of the most important elements of our communities. The condition of housing is a matter of physical as well as mental health. In addition, housing conditions have a tremendous effect on the appearance of the community. It is the responsibility of the City to provide safe, sufficient housing opportunities to all citizens regardless of income. A city should seek to create quality housing that meets the diverse needs of residents and has a positive effect on the image of the community.

*Housing Conditions*

The residential housing market in Silsbee seems to be very active with a need for all types of housing due to an influx of people from the Beaumont area. The average lot in Silsbee sells for about $10,000 to $15,000. Similarly, the supply of rental housing units in the City is very tight. There is a need for more rental units in Silsbee.

To analyze housing conditions in the City of Silsbee, the existing housing stock was surveyed. Housing conditions are described by each planning area. This survey was conducted on a block to block basis and focused on certain housing stress indicators. These indicators included the foundation, roof, trim, porch, paint, and yard. Each housing unit was evaluated using these indicators. These indicators were rated using a uniform scale. This scale is as follows:

1 Excellent Condition
2 Good Condition
3 Poor Condition
4 Uninhabitable

The following map identifies areas within the City which contain substandard housing. These areas are prime for redevelopment.

### Planning Area # 1

The housing in this area is located just north of the central business district and consists of low density residential housing. The housing in this area is good or excellent with a few exceptions. Some of the homes in this area have historic value.


## LEGEND

- Existing City Limits
- Areas of Stressed Housing
- Road Network

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**AREAS OF STRESSED HOUSING**

Department of Landscape Architecture & Urban Planning
Center for Housing and Urban Development
College of Architecture
TEXAS A&M UNIVERSITY
Texas Target Cities Program - 1996

Fig. No.
E

### Planning Area #2

Within this area, the quality and type of housing varies greatly. Along Avenue L there is sparse development, but the quality and uniformity of the housing is generally good. However, off Avenue L there are some instances of a significant drop in the quality of housing. More specifically, there is a slight drop off along Tull Street, and there is a further decline in quality westward. This decline is most visible in the housing located in the areas from 1st to 3rd Street. Further west towards Highway 96 there is an improvement in the quality of housing. Although these houses are located on smaller lots, they are well-kept and the buildings are also of a high standard. Earnest Street and 4th Street are typical of this description.

Along Highway 96 the buildings are primarily for commercial and other non-residential uses. As such they are also maintained at a fairly high level. However, as alluded to earlier, this street can be seen as an intermediate boundary between the housing in the areas on either side of it.

The area from 9th Street to 11th Street is characterized by a number of structurally as well as aesthetically average housing. This description is limited to not only the residential development of this area but the commercial as well as recreational facilities. In the area between 12th and 22nd Streets, many homes suffer from structural dilapidation. In addition, there are a number of burned or semi-demolished homes, as well as homes with poorly kept yards. The only exception to this general area is the public housing project located along 19th Street. This street in general has homes and lots that are fairly well-kept. Housing located along Martin Luther King Street can generally be described as fair.

### Planning Areas #3 & #4

These areas are characterized by mostly middle income housing. The Hendricks Place subdivision features more upper-middle income housing while the remaining neighborhoods are interspersed with low-income homes. The middle-income homes exhibit adequate upkeep and seem to be in good repair. If anything, these homes are in need of painting or yard maintenance.

Many of the low-income homes are in need of substantial repair. They exhibit a lack of maintenance and upkeep. It appears that residents are unable to dedicate

resources, financial or physical, to home maintenance or improvement. A handful of residences appear beyond repair—lacking adequate foundations or structural integrity.

### Planning Area #5

The housing stock in planning area #5 is, for the most part, in excellent condition. In the area of Hartman and Gentry, there are a number of fairly new homes. These homes are typically single-family dwellings and are sited on relatively large well-kept lots.

### Planning Area #6

This area consists of low density residential housing. The housing in this area, for the most part, is in very poor condition. Many homes are dilapidated and in disrepair.

### Planning Areas #7 & #8

There are three main areas of housing in this section. The first is the area west of US 96. Most of the housing in this area is low density residential, with some high density residential and manufactured housing. Almost all of the housing in this area is in good or excellent condition with a few problem spots.

### Conclusion

The housing conditions in Silsbee are widely varied. Many homes are in excellent condition. However, there are problem areas which need serious attention. Substandard housing has a negative impact on the community as a whole and should be addressed. In addition to adversely affecting residents who are forced to live in such conditions, substandard housing has a detrimental effect on local economy and community image. Silsbee should concentrate on infill and redevelopment efforts to provide sufficient housing for residents and help improve the image of the community.

## Housing Needs and Policies

Results from the Silsbee citizen survey indicate that residential character is an important aspect of the community. More than 80 percent of the citizens surveyed strongly agreed that it is important that housing in Silsbee be in good condition. Also, nearly 70 percent of those surveyed strongly agreed that it is important to provide affordable housing in the City of Silsbee. Because of the amount of open space within the City limits, two main strategies are recommended to meet the needs of the citizens. These include the implementation of an infill strategy as well as a redevelopment strategy. These strategies work interdependently with the other elements of this plan to achieve the goal of managing growth to maintain the integrity of the community and providing new opportunities at the same time.

### Infill Strategy

The City should encourage development within the central areas of the City and by doing so, help to "fill in" the vacant areas within the City. The implementation of an infill strategy makes sense for the City of Silsbee for many reasons. First, 43 percent of the land in Silsbee is currently undeveloped, providing more than enough land to meet the needs of the City through the year 2020. Second, the City's infrastructure is already in place. Therefore, it would be less expensive for the City to provide service to new development. Third, the City's transportation network is already in place. Again, infill development would reduce the construction and maintenance of the transportation system. Lastly and perhaps the most important reason for an infill strategy is the residual effect on the City center. Infill development will help the central business district to achieve the critical mass necessary to support commercial as well as cultural activity.

### Redevelopment Strategy

The analysis of existing housing conditions in the City of Silsbee led to the conclusion that there are areas within the City which provide a significant opportunity for redevelopment. Within the City, there are several structures which are dilapidated and in disrepair. There are also many abandoned structures. Currently, these structures are a liability to the City. Not only do they have a negative effect on the image of the community, but they do not

provide tax revenue to the City and can even represent a hazard to the health and safety of residents. A redevelopment strategy would work to revive blighted areas and help them become an asset to the community. The areas earlier identified as substandard should be the focus of redevelopment efforts in Silsbee.

### Projected Demand

Based on the population projections, the future demand for housing in the City of Silsbee can be estimated. The following table illustrates the baseline scenario for the projected need for housing in the City through the year 2020.

Table 19. Marginal housing unit increase by the year 2020 - baseline scenario.

| Type | 2000 | 2005 | 2010 | 2015 | 2020 |
|---|---|---|---|---|---|
| SF, Detached | 149 | 322 | 483 | 608 | 774 |
| SF, Attached | 2 | 4 | 7 | 8 | 11 |
| Duplexes | 6 | 14 | 20 | 26 | 33 |
| 3- or 4-plexes | 2 | 5 | 7 | 9 | 11 |
| MF, 5-9 units | 5 | 12 | 17 | 22 | 28 |
| MF, 10-19 units | 4 | 9 | 13 | 16 | 20 |
| MF, 20-49 units | 5 | 10 | 16 | 20 | 25 |
| MF, 50 + units | * | * | * | * | * |
| Mobile Homes | 7 | 15 | 23 | 29 | 37 |
| Other | 3 | 7 | 10 | 13 | 17 |

### Economic Incentives

The City should utilize economic incentives to help facilitate these housing strategies. The City can use tax incentives to encourage infill development in accordance with the proposed future land use map. In regard to redevelopment, there are many possibilities. The City should take an active role, as well as pursue assistance from federal, state and non-profit sources. These incentives would help to achieve the goals of the community.

### The City's Role In Rehabilitation

The City should play an active role in the redevelopment process. This can be achieved by pursuing the acquisition of abandoned and foreclosed housing units within the City. Utilizing local builders, the City can rehabilitate these homes and sell them for the cost of the work and any existing tax lien which exists on the property. This accomplishes many things. First, it removes a potential safety hazard. Second, it improves the visual quality of the community. Third, it provides an alternative for low income families or young couples. Fourth, it provides employment for local businesses, and last, but not least, it converts a tax liability into a revenue producing property.

Another possibility would be the implementation of an "Urban Homesteading" Program. In a program such as this, the City would "raffle off" abandoned or foreclosed housing to the public for $1. The buyer would then have a time period, usually one year, to make the necessary repairs to bring the home up to code. If the buyer does not meet the required obligations, ownership reverts back to the City.

### Program Funding

The United States Department of Housing and Urban Development (HUD) provides various programs to aid communities in redevelopment. The HUD Title I Home Improvement Loan program provides local lenders the security they need to lend to borrowers who have not necessarily had time to build significant equity in their homes. This provides the opportunity for people to purchase older homes and breathe new life into them. The HUD Section 8 Program is a subsidy program to help low income individuals to participate in the local market. For rental properties, HUD Section 236 Payment Program funds may be used. There are also Community Development Grants available to aid in redevelopment efforts.

### Non-Profit Organizations

Non-profit organizations can be invaluable to redevelopment efforts. *Habitat for Humanity* is a non-profit group which specializes in providing low income housing. It should be approached by the City to become involved. In addition, the City should sponsor community programs based around improving the appearance of the community. One possible program is a "Paint Your Heart

Out" campaign in which volunteers paint houses that need attention throughout the City using supplies donated by local merchants. This not only helps the appearance of these structures, but the paint helps to prevent further deterioration by protecting them from the elements. Also, given the large number of church groups, the City could organize an "Adopt a House" project in which church groups could each "adopt" a dilapidated house and rehabilitate it. These types of activities work to rebuild the community in a physical sense while strengthening it socially.

### Local Housing Authority

The City should establish a local Housing Authority. This entity could work to establish and manage the housing efforts mentioned in this plan. In addition, this association could manage the housing projects in the City. This body would have the power to tax and enforce legislation.

### Elderly Housing

The need for elderly housing has been expressed by city residents. The City should use economic incentives to attract the development of such facilities. Another possibility would be for the City to create its own elderly housing through the Housing Authority after it is created. This would allow the City to address the needs of the citizens without depending on the private sector to provide such facilities.

### Creation of a Manufactured Home District

The City should create a manufactured home zoning district. This district would phase out mobile home parks and require manufactured home subdivisions with traditional streets. This would ensure that manufactured homes were supported by the proper infrastructure and met the requirements of single-family residences as well as improve community appearance.

## Housing Action Items

### Year 1

Establish a local housing authority.

Adopt redevelopment and infill polices.

### Year 2

Seek assistance from federal funding sources.

Establish a redevelopment land bank.

### Year 3

Create elderly housing project.

### Year 4

Establish a program to involve local citizens and church groups in redevelopment efforts.

### Year 5

Implement urban homesteading program.

# TRANSPORTATION

## Transportation

The transportation element of the Silsbee Comprehensive Plan is divided into two sections. The first section provides an assessment of the existing transportation system conditions. This assessment was based on the information provided by the City of Silsbee, the Texas Department of Transportation (TxDOT), and other transportation agencies operating in the vicinity of the City. In addition, an inventory of the existing transportation system was conducted to develop an understanding of the physical, operational, traffic safety and travel characteristics of all the major roadways in the City of Silsbee. The second section provides the recommended transportation plan. This section includes forecasted traffic volumes for the year 2020, future transportation system deficiencies, recommended transportation system improvements, roadway design standards, circulation plan, bikeway plan and pedestrian infrastructure, and other transportation facilities.

## Transportation Conditions

The City of Silsbee transportation system primarily serves auto and truck travel (see Map F). Key elements addressed in the analysis of existing conditions include:

- traffic control measures and physical characteristics of arterial and collector streets within the City of Silsbee,
- daily traffic volumes,
- public transportation,
- pedestrian and bicycle facilities,
- rail transportation service,
- air transportation service, and
- water transportation service.

Silsbee is situated in eastern Hardin County approximately 17 miles north of Beaumont, Texas. US Highway 96 provides the primary access to the City and provides a link between the urbanized areas of Lumberton and Beaumont as well as a link between Interstate Highway 10 and US Highway 84.

As shown in Map F, the City is divided into two sections: the area east and west of the US Highway 96 (business route)-FM 92 and north-south Burlington Northern-Santa Fe rail line. In addition, these two sections are subdivided north to south by State Highway 327 and the east-west Santa Fe rail line and switching yard.

### Transportation Facilities

The City of Silsbee maintains several different transportation facilities within the City limits and has access to several of the state-maintained facilities in southeast Texas. These facilities and their operating conditions are described below.

#### Roadway Facilities

US Highway 96, State Highway 327, FM 92, and FM 418 serve as the primary roadways within the City. The Texas Department of Transportation (TxDOT) and the City of Silsbee operate and maintain the existing street system

## LEGEND

**Existing Transportation System (Functional Class)**

- EXISTING ARTERIAL
- EXISTING FREEWAY
- EXISTING MAJOR COLLECTOR
- EXISTING MINOR COLLECTOR
- RAILROAD

- Lot Lines
- Existing City Limits
- Existing Traffic Signal

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**EXISTING TRANSPORTATION SYSTEM**

Department of Landscape Architecture & Urban Planning
Center for Housing and Urban Development
College of Architecture
TEXAS A&M UNIVERSITY
Texas Target Cities Program - 1996

Fig. No. F

within Silsbee. TxDOT operates and maintains US Highway 96 (business route)-FM 92, a five-lane facility with posted speeds ranging from 35 to 55 miles per hour (mph). US Highway 96 (business route)-FM 92 provides the primary (north-south) means of mobility within the City. State Highway 327 and FM 418, operated by TxDOT, provide the primary east-west routes within the City. The remaining roadway facilities within the City are maintained by the City of Silsbee. The majority of these facilities have two-lane cross-sections with the exception of State Highway 327 which maintains a five-lane cross-section east between 14th Street and US Highway 96. A detailed description of all the primary arterial and collector facilities is provided in Appendix C.

### Existing Traffic Control

The Texas Department of Transportation currently maintains and operates ten traffic signals within the City limits. The following intersections are signalized: FM 418/FM 92, Payne Road-Herndon Avenue/FM 92, Roosevelt Drive-Avenue E/FM 92, US Highway 96 (business route)-Avenue G/US. Highway 96 (business route)-FM 92, Avenue H/ US Highway 96 (business route), MLK Drive-Avenue J/ US Highway 96 (business route), State Highway 327/ US Highway 96 (business route), Avenue R/ US Highway 96 (business route), Durdin Drive-Knupple Road/ US Highway 96 (business route), and 3rd Street/State Highway 327 (see Map E). Although these traffic signals are not currently operated as an interconnected system, each individual signal operates under a coordinated fixed-time control system in an attempt to maintain progression along US Highway 96 (business route)-FM 92. Each intersection operates two-phase timing plans with permitted left-turn movements with the exception of State Highway 327/US Highway 96 (business route), which is operated as a four-phase system. This traffic control strategy is not efficient operationally and could be significantly improved through the implementation of fully-actuated traffic control (i.e., traffic signal displays are based on vehicles present at the intersection) and protected left-turn phasing plans. The remainder of the intersections within the City are either all-way or two-way stop-controlled.

### Average Daily Traffic

As part of the Comprehensive Plan development, existing average daily traffic (ADT) volumes on the major roadway facilities within Silsbee were obtained

from TxDOT. Table 20 provides a summary of the 1994 existing average daily traffic volume within Silsbee.

Table 20. Existing average daily traffic (1994).

| Roadway (Location) | 1994 Existing ADT | Roadway (Location) | 1994 Existing ADT |
|---|---|---|---|
| US Highway 96 Business Route (north of US Highway 96) | 12,300 | FM 418 (east of FM 92) | 5,000 |
| US Highway 96 Business Route (south of State Highway 327) | 16,400 | State Highway 327 (west of 19th Street) | 5,500 |
| US Highway 96 Business Route (south of Avenue G) | 21,000 | State Highway 327 (west of US Hwy. 96 Bus. Route) | 8,600 |
| FM 92 (south of Avenue E) | 16,900 | State Highway 327 (east of US Hwy. 96 Bus. Route) | 8,700 |
| FM 92 (north of FM 418) | 13,500 | State Highway 327 (west of US Highway 96) | 3,500 |
| FM 418 (west of FM 92) | 5,600 | | |

### Public Transportation

Demand-responsive para-transit is the only form of public transportation currently available within the City. No formal statistics on ridership were available at the time of this report.

### Pedestrian and Bicycle Facilities

Currently, there are limited pedestrian facilities and no separated bikeways, except for the downtown area. The downtown area maintains a number of paved sidewalks; however, the condition of these facilities is fair to poor. Bicyclists on state and city streets are required to share travel lanes with auto and truck motorists.

### Rail Transportation

The Burlington Northern-Santa Fe Railroad maintains a large switching yard in downtown Silsbee west of US Highway 96 (business route). Currently, Burlington Northern-Santa Fe offers freight service to Silsbee on two major lines. The City of Silsbee is bisected both north-south and east-west by the two Burlington Northern-Santa Fe lines. The north-south line runs parallel to the east of US Highway 96 (business route)-FM 92 and provides connections to Longview

and Beaumont, Texas. The east-west line runs parallel, approximately one-half mile north, to State Highway 327 and provides connections to Lake Charles, Louisiana and Temple, Texas. Both these routes primarily carry freight from the Port of Beaumont and timber/forest products from east Texas. Burlington Northern-Santa Fe operates approximately eight trains per day. Rail passenger service is provided by Amtrak in Beaumont, Texas.

### Air Transportation

Privately-owned commercial flight service is provided at Hawthorne Field located between Silsbee and Kountze near the junction of State Highway 327 and US Highway 69 and 287. Hawthorne Field was built in 1966 with federal and state funds. Currently, the airport maintains a 3,802-foot paved runway which is lighted for nighttime operations; however, this runway is only sufficient to serve smaller jets and propeller-powered aircraft. The airport is part of both the state and national airport system plans.

According to the United States Department of Transportation Airport Master Record (July 1994), approximately 4,206 flight operations were accommodated by the airport between June 1993 and May 1994.

Commercial passenger service is provided at the Jefferson County Airport, and Houston's Intercontinental and William Hobby airports. Jefferson County Airport is located approximately 35 miles south of Silsbee, near Beaumont and Port Arthur. Currently, this airport serves over 100,000 passengers per year.

### Water Transportation

The Port of Beaumont and Port Arthur, located approximately 35 and 50 miles south of the City respectively, serve as major ports on the Gulf of Mexico via the Neches River and Lake Sabine. These ports provide indirect freight service to the Silsbee area via the Burlington Northern-Santa Fe *Silsbee Subdivision* rail line, and primarily handle chemical, petroleum and timber products. In addition to shipping, fishing and recreational boating on the Neches River and Lake Sabine are popular year-round.

## Recommended Transportation Plan

To ensure the safety and integrity of the City's transportation system over the next 23 years, a future analysis of transportation infrastructure needs was conducted based on the future population and employment forecasts. Based on this analysis, the projected traffic demands on the major roadways within the City were forecast to determine the future transportation deficiencies. These deficiencies were addressed through the development of a future circulation plan, roadway functional classifications and standards, and bikeway/pedestrian infrastructure improvements.

### Future Travel Forecasts

Future travel forecasts were developed for year 2020 conditions. These forecasts considered two key elements:

- Locally-generated travel
- Through traffic

Based upon the City of Silsbee's projected buildout of the Comprehensive Plan, locally-generated travel is expected to grow an estimated 25-30 percent by year 2020. Through traffic is estimated to increase 60 percent over today's levels. The methodology used to develop forecasts for each of these major elements is described below.

### Locally-Generated Travel

Based on the projections of development in Silsbee, there will be an estimated 956 new dwellings in Silsbee by 2020. In addition to the projected residential development, 82 acres of office/commercial property are available for development. The development of these vacant lands may result in an additional 15,000 to 20,000 trips to be generated on a daily basis.

### Through Traffic

Through traffic is estimated to constitute 60 percent of the existing traffic on US Highway 96 (business route)-FM 92, and 20 percent on State Highway 327. In order to estimate growth in through traffic over the next twenty-three years, an

analysis was conducted of traffic volumes on both US Highway 96 (business route)-FM 92 and State Highway 327 outside of the Silsbee city limits.

This analysis revealed that traffic on these roadways has typically grown about 2 percent per year. Compounded annually over 23 years, this growth rate equates to an increase of nearly 60 percent. Thus, background traffic was assumed to grow an estimated 60 percent between today and 2020. The table below shows the results of the future travel demand forecast on the major roadways within Silsbee.

Table 21. Forecasted average daily traffic (ADT).

| Roadway (Location) | 1994 ADT | Growth | 2020 ADT | Estimated Roadway Capacity | Level of Service |
|---|---|---|---|---|---|
| US Highway 96 Business Route (north of US Highway 96) | 12,300 | 8,200 | 20,500 | 23,000 | Near Capacity |
| US Highway 96 Business Route (south of State Highway 327) | 16,400 | 11,100 | 27,500 | 23,000 | Over Capacity |
| US Highway 96 Business Route (south of Avenue G) | 21,000 | 14,000 | 35,00 | 23,000 | Over Capacity |
| FM 92 (south of Avenue E) | 16,900 | 11,600 | 28,500 | 23,000 | Over Capacity |
| FM 92 (north of FM 418) | 13,500 | 9,000 | 22,500 | 23,000 | Near Capacity |
| FM 418 (west of FM 92) | 5,600 | 3,900 | 9,500 | 10,000 | Near Capacity |
| FM 418 (east of FM 92) | 5,000 | 3,500 | 8,500 | 10,000 | Near Capacity |
| State Highway 327 (west of 19th Street) | 5,500 | 3,500 | 9,000 | 23,000 | Under Capacity |
| State Highway 327 (west of US Hwy. 96 Business Route) | 8,600 | 5,900 | 14,500 | 23,000 | Under Capacity |
| State Highway 327 (east of US Hwy. 96 Business Route) | 8,700 | 5,800 | 14,500 | 23,000 | Under Capacity |
| State Highway 327 (west of US Highway 96) | 3,500 | 2,500 | 6,000 | 23,000 | Under Capacity |

Assuming no new transportation infrastructure is developed, daily traffic on US Highway 96 (business route) will exceed capacity by the year 2020. Therefore, it is important that the City develop alternative north-south facilities to reduce the demand on US Highway 96 (business route) over the next twenty years. In

addition, parallel and intersecting transportation facilities should be developed to help reduce the reliance on State Highway 327 and FM 418 for local traffic circulation.

### Future Transportation System Improvements

Based on the transportation deficiencies identified, several recommended transportation system improvements were identified, including:

1. Roadway facility improvements
2. Recommended functional classification and circulation plan
3. Roadway design standards
4. Bikeway plan and pedestrian infrastructure
5. Other transportation facilities

### Recommended Roadway Improvements

Future roadway facility improvements will be needed to achieve acceptable traffic operations within the City of Silsbee during the next 23 years. As shown in Map F, there is a well-established grid pattern within the City of Silsbee; however, the existing transportation system is significantly impacted by the small number of east-west and north-south roadways which cross the Santa Fe-Burlington Northern Railroad lines. In addition, the majority of the commercial/industrial areas (i.e., high traffic generators) in Silsbee are oriented towards US Highway 96-FM 92 and State Highway 327. As the area north of the City continues to develop in addition to the area along State Highway 327 east of the US Highway 96 (business bypass), it is important to provide a transportation network that will offer alternative routes for local traffic. Future transportation system improvements needed to maintain acceptable operations and to provide parallel facilities to US Highway 96-FM 92 and State Highway 327 are outlined below.

*North-South Routes:* **Gentry Road Extension** - This improvement calls for the upgrade and extension of Gentry Road between Knupple Road and US Highway 96 (business route). Adequate right-of-way for a collector facility exists along Gentry Road between Knupple Road and Hartman Road. Providing a direct connection between Hartman Road and FM 418 would allow for a continuous north-south facility

between southeast and northeast Silsbee. Bike lanes should be constructed as part of the improvement to provide access to the high school from the residential areas located along Gentry Road. This improvement would introduce an alternative north-south route and reduce the reliance on US Highway 96 (business route).

**Bonner Street Extension** - This north-south route should be developed through the existing Bonner Street alignment between FM 418 and US Highway 96 (business route) and continue south across State Highway 327 to Knupple Road just west of Knupple Park. This route could be extended further south with future residential development and tied into US Highway 96 (business route) at the southern terminal of the proposed West Parkway (a planned TxDOT facility). In addition, bike lanes should be provided to allow access to Knupple Park and Silsbee High School. This route allows residents in southeast Silsbee to access the downtown area without accessing either US Highway 96 (business route) or State Highway 327, thereby reducing the amount of traffic entering the relatively congested downtown area.

**3rd Street/4th Street Realignment** - This project provides an additional north-south facility to the east of US Highway 96 (business route) using the existing 3rd Street and 4th Street corridors. To provide a continuous route between Durdin Road, 3rd and 4th Streets should be vacated between Avenue H and Ernest Avenue and realigned to provide a new single at-grade crossing on the Burlington Northern-Santa Fe Railroad rail line northwest of the existing City Hall. In addition to the realignment project, both streets should be upgraded to minor collector standards (see page 89 for a discussion of these standards). It should be noted that a traffic signal may be warranted in the future at the 4th Street/US Highway 96 (business route) intersection in the future.

**16th Street-Marshall Lane Realignment** - To provide a primary collector facility to the southwest portion of the City, 16th Street should be upgraded south of State Highway 327 and extended to Marshall Lane. This new north-south major collector facility will provide an additional alternative route to US Highway 96. This facility should maintain bike lanes and sidewalks on both sides of the roadway. Right-of-way south of Lindsey Road should be obtained to provide a future connection to the proposed West Parkway.

**19th Street Extension and Modifications** - To provide additional access to State Highway 327 and the residential areas located in southwest Silsbee, 19th Street should be extended from State Highway 327 to Woodrow Street. From this point, the facility should be extended south to Lindsey Road as development occurs to provide a continuous north-south collector street. As part of these improvements, 19th Street should be upgraded to minor collector standards.

**Proposed West Parkway** - To coordinate with TxDOT's planned westerly bypass between US Highway 96 (business route) approximately 0.5 miles south of Durdin Drive and FM 418, the City of Silsbee should work with TxDOT to obtain right-of-way for a future five-lane facility along the western city limits. This proposed West Parkway facility will provide access to the proposed Village Creek complex and an alternative north-south route to US Highway 96 (business bypass).

*East-West Routes:*

**Roosevelt Drive-Avenue E East Extension** - To provide an additional east-west corridor within the City, Roosevelt Drive-Avenue E should be extended east across the Burlington Northern-Santa Fe Railroad tracks to Bonner Street. This connection can reduce congestion in the downtown area and provide a future corridor for development northeast of the current Silsbee city limits. As part of this extension project, Roosevelt Drive and Avenue E should be upgraded to major collector standards and provide dedicated bike lanes in both directions.

**MLK Drive-Avenue J Extension** - To facilitate east-west vehicular, pedestrian and bicycle traffic, MLK Drive-Avenue J should be extended across the existing north-south Burlington Northern-Santa Fe rail line to provide access to the residential area north of State Highway 327. This facility should maintain a three-lane cross section and be designated as a major collector facility.

**Knupple Road-Durdin Road Upgrade and Realignment** - The existing Knupple Road-Durdin Road corridor should be realigned west of US Highway 96 (business route) to provide a continuous collector facility between the proposed West Parkway and US Highway 96. Right-of-way should be acquired by the City to ensure the future development of this major collector facility.

**Lindsey Road Improvements and East Extension** - To provide local access to the residential areas located at the south end of the City, Lindsey Road should be extended across US Highway 96 and intersect with Cook Road. This facility could be continued east to the proposed Bonner Street extension. This facility

should be designed to minor collector standards and be accommodated through right-of-way dedications and purchases by the City.

All of the preceding parallel and intersecting transportation facilities should be developed as part of future city or state capital improvement projects and/or by development within Silsbee.

### Signalization Improvements

Nine of the existing traffic signal controllers are outdated, fixed-time models and in need of upgrade modifications. TxDOT plans to upgrade all of the existing traffic controllers along Highway 96 (business route)-FM 92 during the 1997 fiscal year. This upgrade will convert the existing fixed-time traffic signals to semi-actuated control with the installation of loop detectors on the side-street approaches. This improvement will provide for better progression along Highway 96 (business route)-FM 92; however, these improvements do not address the left-turn movement capacity issues.

In addition to the signal controller improvements, a signal warrant analysis should be performed at the existing Avenue H/US Highway 96 (business route) signalized intersection. This traffic signal does not facilitate a high amount of cross-street traffic and creates signal progression issues associated with the close proximity of the Avenue G-US Highway 96 (business route)/FM 92-US Highway 96 (business route). It is recommended that the option of removing this traffic signal be analyzed by both the City of Silsbee and TxDOT because of the potential operational benefits for the FM 92-US Highway 96 corridor.

Based on the future traffic volume forecasts and the circulation, the following intersection may need to be signalized in the next 23 years: West Parkway/FM 418, Old Kountze Road/FM 418, Bonner Street/FM 418, Gentry Road/FM 418, 4th Street/US Highway 96 (business route), Bonner Street/US Highway 96 (business route), Gentry Road/US Highway 96 (business route), MLK Drive-Avenue J/3rd Street, West Parkway/State Highway 327, 19th Street/State Highway 327, Bonner Street/State Highway 327, Gentry Road/State Highway 327, Durdin Road/West Parkway, Marshall Lane/West Parkway, and West Parkway/US Highway 96 (business route). It should be noted that all of the proposed signal locations will need to meet warrants established by the *Manual of Uniform Traffic Control Devices* (MUTCD) and deemed appropriate by a registered professional engineer.

### Recommended Functional Classification and Circulation Plan

The current street grid system can be enhanced to efficiently and safely serve the developing areas within the City of Silsbee. An overall grid street network supported by higher speed facilities can provide land access needed within the City and alternative routes of travel for local trips. In addition, access to some of the commercial development along US Highway 96 and State Highway 327 can be provided by these local facilities thereby helping preserve the capacity on the state highway facilities for through travel.

The purpose of classifying roads is to provide a balanced transportation system that facilitates mobility for all modes of travel at acceptable levels of service while providing sufficient access to adjacent land uses and ensuring neighborhood livability. Currently, the City of Silsbee and TxDOT have their own functional classifications and standards for roadways within the City.

As part of the development of the transportation element of the City of Silsbee Comprehensive Plan, roadway classifications and standards were identified that will provide consistency throughout the entire city. To classify roadways, each existing and recommended facility was examined to determine the level of land use accessibility and resulting transportation demand it will serve. Figure 3 is an illustration of the relationship between the function of land use, access control, travel movement, and the types of roadways that are most appropriate for serving local access needs and carry local traffic at lower speeds. Each facility must also accommodate various modes of travel, including passenger vehicles, heavy trucks, transit, pedestrians, and bicycles, and provide utility corridors (electricity, gas, telephone, cable, water, etc.) to service the area and adjacent land uses.

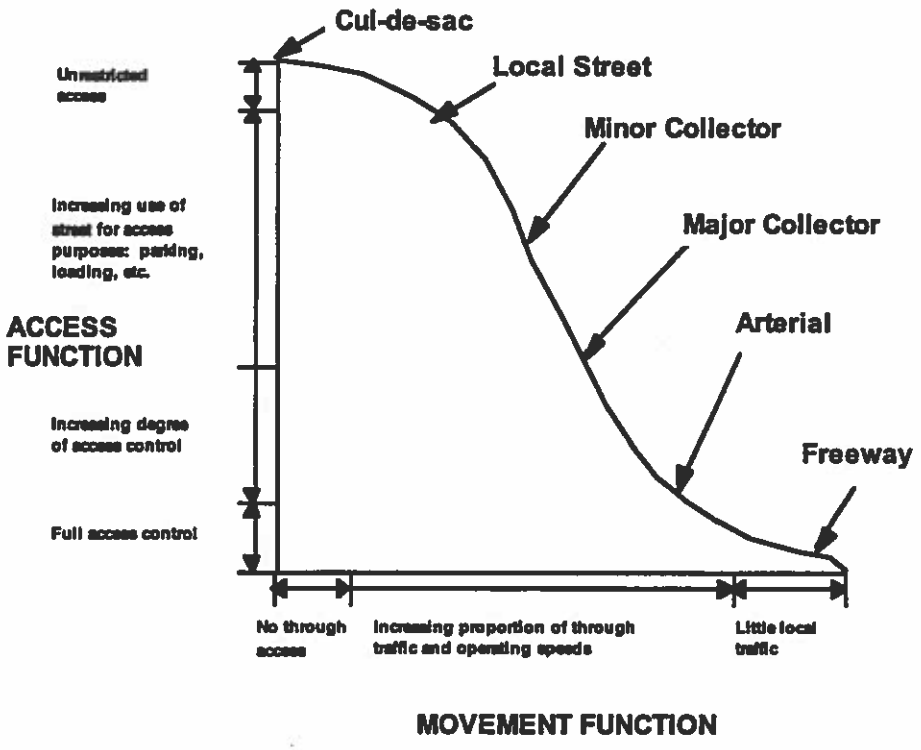



Figure 3. Relationship between roadway access and mobility.

The City of Silsbee street network, existing and future land use characteristics, and the existing right-of-way widths were reviewed to determine the most appropriate functional roadway classifications and circulation within the existing and future transportation system. The recommended roadway functional classifications include freeways, arterials, collectors, and local streets. The functional purpose of each classification is described below.

*Freeways*

Freeway facilities are designed to provide high-speed regional access on fully access-controlled roadways. These facilities have multiple-lane divided travelways and maintain grade-separated intersections (i.e., interchanges). Freeways are typically restricted to only vehicular traffic and carry a significant amount of non-local and heavy truck traffic. Travel speeds are normally between 50 and 70 miles-per-hour.

*Arterials*

The primary function of arterials is to provide through-movement to traffic, distributing it to collector streets and providing limited land access to minimize interruption to the arterial traffic. These streets are typically characterized by a

five-lane roadway section. Pedestrian and bicycle pathways should be provided on all arterial facilities. Signalization should be provided at intersections with other arterials and collector streets, as warranted.

*Collectors*

The primary function of collector streets is to move traffic between arterial facilities and local streets, and to provide access to adjacent uses. The collector street is characterized by a two or three-lane roadway section. Bike lanes should be provided where average daily traffic volumes exceed 5,000 vehicles-per-day, where the collector street directly connects to a land use that generates significant bicycle traffic (e.g., a school or park), or any other street where separately striped bike lanes may be necessary to accommodate safe bike travel along the facility. Sidewalks should be provided on both sides of collector streets. Intersections with other collectors and arterials may be signalized, if warranted.

*Local Streets*

The function of local streets is to provide local access to private dwellings and businesses. The local street is characterized by two travel lanes. Local streets should primarily serve passenger cars, pedestrian, and bicycle modes of travel. Transit and heavy truck traffic should be discouraged from using local streets.

The recommended circulation plan and functional classification of the roadways within the City of Silsbee are outlined below and illustrated in Map G.

*Freeway Facilities*

- US Highway 96

*Arterial Facilities*

- US Highway 96 (Business Route)
- Farm to Market Road 92 (FM 92)
- Farm to Market Road 418 (FM 418)
- State Highway 327
- West Parkway

*Major Collector Facilities*

•Gentry Road

## LEGEND

**Recommended Funtional Classification & Circulation Plan**

- EXISTING_ARTERIAL
- EXISTING_FREEWAY
- EXISTING_MAJOR_COLLECTOR
- EXISTING_MINOR_COLLECTOR
- PROPOSED_ARTERIAL
- PROPOSED_MAJOR_COLLECTOR
- PROPOSED_MINOR_COLLECTOR
- RAILROAD_TRACKS
- Lot Lines
- City Limits
- Existing Traffic Signal
- Proposed Traffic Signal

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**RECOMMENDED FUNCTIONAL CLASSIFICATION AND CIRCULATION PLAN**

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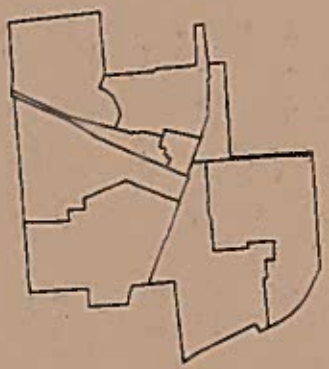
Fig. No. G



# COMMUNITY FACILITIES & INFRASTRUCTURE

## Infrastructure

An analysis of the condition and functionality of the infrastructure components in the City of Silsbee are included in this section of the comprehensive plan to understand the condition and capacity of the current systems utilized in the City. The components to be analyzed consist of the water system, wastewater treatment system, stormwater management system, solid waste system, and electrical and gas utilities. These facilities are important to the citizens of Silsbee and are essential to maintaining Silsbee's quality of life. Some recommendations for future improvements to the infrastructure are included with the discussion of the existing system.

### Water System

The water supply in Silsbee originates from three wells. These wells have a maximum pumping capacity of approximately 1.35 billion gallons per year with average demand for water being about 350 million gallons per year or just under a million gallons per day. The maximum daily demand experienced throughout the year is approximately 1.5 million gallons per day. This water is pumped into treatment facilities and then to storage tanks. The water system in Silsbee, including wells and storage facilities, is shown on Map I. Silsbee currently has five storage tanks in the City. These consist of two elevated tanks and three ground storage tanks. Table 23 shows the location and capacity of each of these tanks. Silsbee has a total water storage capacity of 2.25 million gallons of water. In 1990, there were approximately 2,600 connections to the City water system. An additional 68 housing units were not served by the City water system and received water from private wells.

Table 23. Water storage facilities.

| Location | Type | Capacity (1000 gallons) |
|---|---|---|
| Highway 327 | Ground | 1,000 |
| Durdin Drive | Elevated | 500 |
| Durdin Drive | Ground | 500 |
| Avenue I | Elevated | 125 |
| Avenue I | Ground | 125 |

The water pumped from the three wells in Silsbee is chlorinated to kill contaminants and is treated with polyphosphates to separate out iron and manganese. It is not fluorinated and is considered soft.

The City of Silsbee is responsible for ensuring that its citizens have a safe and potable water system. All residences should be connected to the City water system without sacrificing the present level of service provided to the citizens of Silsbee. Before new residences are added to the system, an evaluation of the system should be made to ensure water pressure and purity. The current water storage capacity seems adequate to handle some additional demand created by growth.

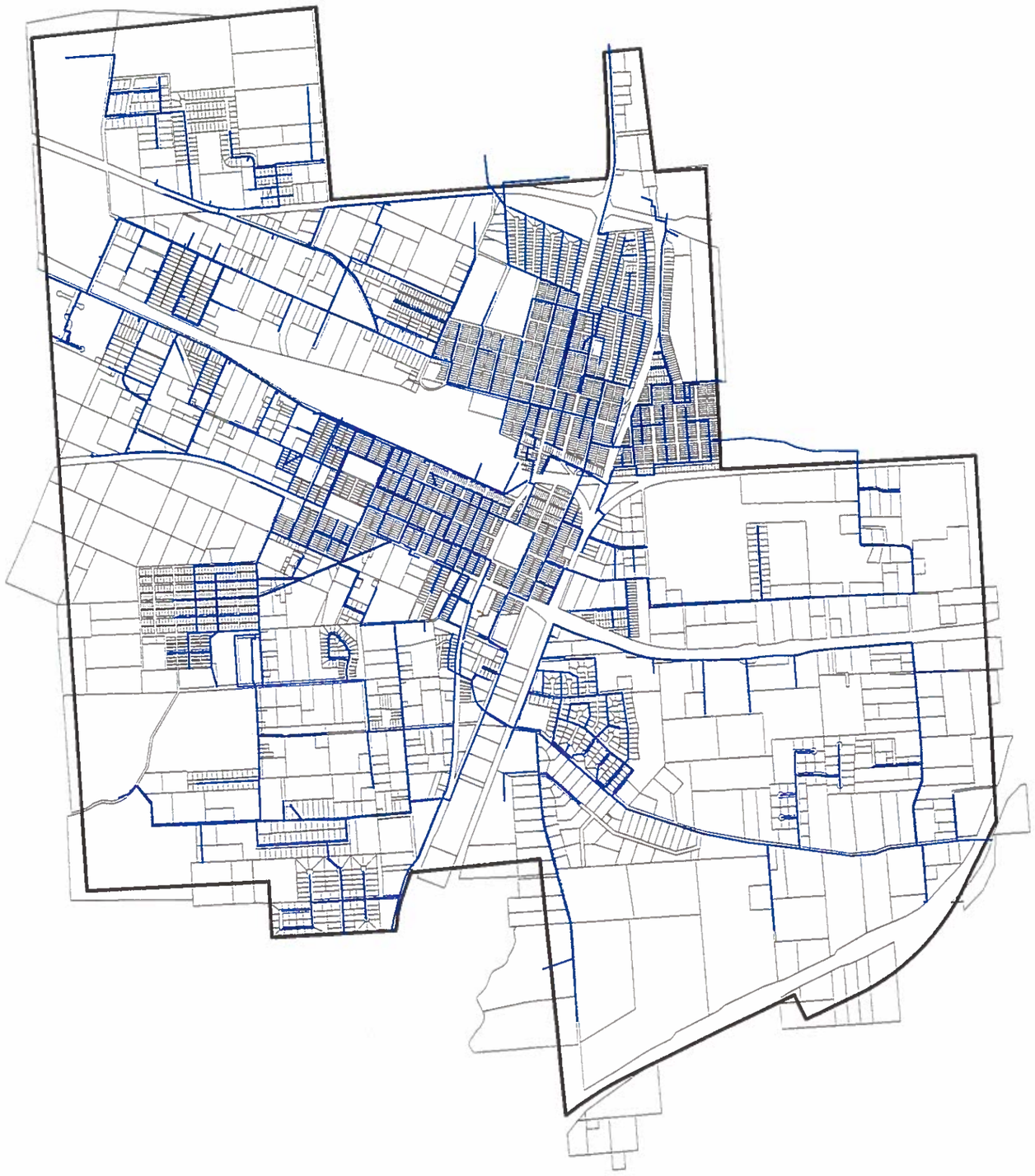
*Water Services Management Plan*

A Water Services Management Plan should be developed to review current and future demand on the water system. This plan should be updated regularly while addressing such issues as existing and new technologies in supplying water, upgrading existing facilities, and a water conservation plan. This conservation plan should include a water use education provision as well as an enforceable water use regulation for the summer months to minimize misuse.

### Wastewater System

The City of Silsbee has two wastewater treatment facilities to store, treat, and return the effluent back to the environment. The location of these facilities is shown on Map J. These two facilities use different treatment processes. The North Plant maintains a capacity of about 250,000 gallons per day. Approximately 135,000 gallons of sewage per day is treated with an orbal activated sludge process. The second facility, the South Plant, has a capacity of about 1,000,000 gallons per day. It utilizes a trickling filter process to treat about 700,000 gallons of sewage per day. The treated water from these plants is discharged into a stream system. These two plants are operating at or near capacity due to inflow and infiltration in the collection system from runoff stormwater. There are plans to either expand or replace the South Plant. The are no upgrades planned for the North Plant at this time.

The City of Silsbee maintains many miles of sewer lines within its limits. These lines carry sewage from its source to one of the two treatment facilities. The sewer line system requires the use of ten lift stations to keep sewage moving through the many miles of line. The purpose of these lift stations is to pump the



## LEGEND

Water Lines

Existing City Limits

Lot Lines

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**WATER SYSTEM**

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Fig. No. 1

untreated waste out of low-lying areas back to the main sewer lines for transmission to a treatment facility.

*Wastewater Management Plan*

As with the water system, the wastewater system should have a management plan. The City should connect all residences and commercial structures in the City to the City wastewater system when possible. It should also establish a means of performing periodic inspections, maintenance, and repair of wastewater facilities. This is especially important since water infiltration into the sewer system is currently causing the system to reach capacity during periods of stormwater runoff. New technologies in wastewater management industry may facilitate this effort. Silsbee has a small amount of additional capacity in its wastewater system to accommodate future growth if the infiltration issue is addressed. Removing the infiltration problem is a high priority. If it is not corrected voluntarily, Silsbee may be forced by the regulatory agencies to correct the situation.

Since Silsbee is currently considering upgrades to existing facilities, a regional wastewater treatment facility that could serve many cities in the area should be investigated. By utilizing a regional wastewater facility, each of the cities involved in the development and operation of the facility could potentially lower construction, operation, and maintenance costs. Privatization of the treatment facility may be an option. This would involve a private entity operating the facility for the cities that use it.

### Stormwater System

The standard method employed by municipalities for moving stormwater is the utilization of a closed underground stormwater sewer system in conjunction with the natural topography of the land. The City of Silsbee currently utilizes an open ditch system to manage the flow of stormwater. It is important, when using an open ditch system, that regular maintenance be performed along these ditches to remove vegetation and sedimentation that may accumulate over time. This vegetation slows the velocity of stormwater runoff, causing water to back up in the ditches. When the water velocity slows in the ditches, it causes additional sedimentation which decreases the depth of the ditch and compounds the possible flooding problems. Small portions of the City are equipped with curb and gutter, however, these segments are few and scattered throughout the City. There are stormwater drains in the Hendricks Place Addition as well as

**LEGEND**

Sewer Lines

Existing City Limits

Lot Lines

N

1000 0 1000 2000 3000 Feet

**CITY OF SILSBEE COMPREHENSIVE PLAN: 2020**
**SEWER SYSTEM**

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Fig. No.
J

some in the central business district and a few small segments strewn throughout the remainder of the City.

*Stormwater Management Plan*

There has been discussion of formulating a Stormwater Management Plan in order to organize efforts dealing with the control of stormwater. In the past few years, Silsbee has made an effort to manage stormwater. The implementation of an effective stormwater plan and more infrastructure is necessary to meet the needs of the City of Silsbee in the future. The wastewater system is being impacted by the current stormwater system causing the sewer lines and treatment facilities to reach near capacity during periods of stormwater runoff.

### Solid Waste System

Solid waste collection and disposal is not handled by the City of Silsbee. BFI of Beaumont collects the garbage, from trash containers which they supply, and transports about 40 cubic yards of solid waste per day from Silsbee to the BFI landfill in Beaumont. There is approximately 20 years of capacity remaining in this landfill.

A recycling program currently exists in Silsbee but is not aggressively promoted by the City.

The City should conduct public awareness campaigns that promote the benefits of recycling programs. This campaign should encourage churches and civic groups to participate in the recycling efforts. One way to do this is by providing incentives to through contests between churches, businesses, civic organizations, and other groups existing in the City.

### Electrical and Gas Utilities

Nearly all electrical service in Silsbee is delivered above ground by Entergy. The natural gas network in the City is maintained by Entex. Both electrical and gas service to the City seem adequate and future demand should be handled fairly easily by both services.

## Infrastructure Action Items

### Year 1

Study and implement solutions to limit stormwater infiltration into the wastewater system.

### Year 2

Promote solid waste recycling program.

Determine feasibility of a regional wastewater treatment system for use by area cities.

### Year 3

Develop and implement Stormwater Management Plan.

### Year 4

Develop and implement Water Management Plan.

# Community Facilities

## City Government

*City Hall*

Silsbee's City Hall has been moved several times since the City incorporated. The first City functions were operated from the offices of the Silsbee Bee. Over the years as the offices and services grew, City Hall was moved to larger and larger quarters, ending up in what had been the Southwestern Bell offices, its fifth home. The current building, located at 105 South 3rd Street, was built in 1975 and is 4,992 square feet in size. It houses six offices with a total of eight employees. The offices housed in City Hall are Tax and Water, Economic Development, City Manager, Mayor, Chief Accountant and City Secretary, and the Mapping Department. The City moved into these offices in 1985.

## Police Services

The Silsbee Police Department is located at 250 Earnest Avenue. The staff consists of 13 full-time officers, four full-time dispatchers, two part-time dispatchers, one animal control officer, one K-9 unit and one administrative secretary. The department uses a four 12-hour shift rotation for its officers.

There are many other agencies available to assist the Silsbee Police Department. These include:

- The Texas Department of Public Safety
- The Southeast Texas Narcotics Intelligence Task Force
- The Texas Alcohol Beverage Commission
- The Hardin County Sheriff's Department
- The Texas Attorney General's Office
- The Federal Bureau of Investigation
- The Immigration and Naturalization Service
- The Texas Rangers

The Silsbee Police Department takes an active role in community education. The Community Oriented Policing (COP) Program speaks to the community on such issues as crime prevention and bicycle safety. Presentations are made to local business groups and to the students at schools.

The police department received about 7,600 calls for assistance between January 1st and October 31st, 1996. This averages to about 175 calls per week. The majority of these calls are for automobile accidents, disturbances, burglar alarms, and suspicious people or activities.

### Fire Services

Fire protection is provided by the Silsbee Volunteer Fire Department (VFD). This department consists of 42 volunteers and 10 junior firemen. These volunteers are notified by a dispatcher when a 911 call is made requiring fire services. The equipment available for fire protection includes nine engines with various capacities and functions. The spray capacity of the pumper trucks ranges from 1,250 gallons per minute down to 500 gallons per minute. The department also has one 2,000 gallon tanker and two 200 gallon water/foam grass fire trucks. The Silsbee VFD has almost 23,000 feet of hose on trucks or in reserve.

The fire department spends a great deal of time training its members and educating the public. Each year the department talks to children in the Silsbee schools to educate them on fire safety. The fire department talked to almost 700 children in grades 3 and under during October of 1996, Fire Prevention month.

There are also plans to build a fire training facility on 30 acres of land near Silsbee. This facility would allow the firefighters to train fighting many different types of fires and also to train representatives from many of the industrial plants near Silsbee on firefighting techniques.

The fire department responds to approximately 300 calls per year. Most of these calls are related to either grass fires or automobile accidents. Outside assistance is available, if necessary, from the other fire departments in Hardin County via a mutual aid agreement. The Fire Marshall is also responsible for fire inspections in over 300 buildings in Silsbee.

### Schools

School administration in Silsbee falls under the aegis of the Silsbee Independent School District (SISD). All the schools in Silsbee are public schools and are governed by this body. Silsbee has four elementary schools, one junior high school, and one high school (See Table 24).

As shown by the table, attendance rates in Silsbee at all the schools are well over 90 percent. This statistic is conducive to a high literacy rate for the City. Attendance is slightly higher among students in the lower grades than it is for students at the high school level. Furthermore, attendance is fairly consistent among all races at all grade levels. With the exception of Hispanics at the 8th grade level whose attendance rate is 84.74 percent, all the other attendance rates hover around 90 percent.

Table 24. Schools in Silsbee.

| School | Grades | No. of students | No. of teachers | Pupil/Teach. Ratio | Attend. Rates |
|---|---|---|---|---|---|
| Laura Reeves Elem. | 5 & 6 | 515 | 40 | 12.9 | 96.34 |
| Robinson Elementary | Pre. K. | 359 | 26 | 13.8 | 92.46 |
| Kirby Elementary | 1 & 2 | 498 | 33 | 15.1 | 95.5 |
| Read Turrentine Elem. | 3 & 4 | 559 | 33 | 16.9 | 96.45 |
| Silsbee Junior High | 7 & 8 | 593 | 48 | 12.4 | 95.12 |
| Silsbee High | 9-12 | 1112 | 82 | 13.6 | 92.89 |

The Silsbee school system offers a number of academic programs. Along with the "main-stream" educational program, there are gifted and talented programs, vocational education programs and special education programs. Special education programs are offered at all grades levels. In fact there are exclusive programs for students ages 0-3 that cater to special education needs. In the past, the school district has offered Graduate Equivalency Diploma (GED) programs, however this was not offered for the current school year. There are plans to re-introduce these programs in the near future.

### Continuing Education

Lamar University currently offers a number of undergraduate courses at its auxiliary campus in Silsbee. These classes are conducted at Silsbee High School. As a result of this arrangement, during the school year courses are only offered during evening hours. However, summer classes are usually offered throughout the day. This program has become extremely popular among the residents of Silsbee and has grown with regard to the number of people enrolled in courses. Even with the growth that the program has experienced, the current facilities at the high school are still more than adequate to accommodate its needs.

### Other Facilities

*Shelters and Group Homes*

Since Silsbee is a small community, the existing shelters and group homes within the City are adequate for the needs of the residents. One example is the Christian Care Center, located on Avenue P. There are four major nursing homes, the Bur-Mont Nursing Center located on Avenue L, the Pine Arbor Health Care Center located on FM 418, the Texas Home Health of America located on 6th Street and the Tri-County Home Health located on Avenue L.

There are three important day care centers, the Lacy Socks and Boots located on Bonner Street, the Leidy's Li'l' Ones located on 12th Street and the Younger Year located on Creekmore Avenue. Funeral homes include the Coleman & Sons Funeral Home located on 10th Street, the Community Funeral Chapel and the Farmer RS Funeral Home, both located on Silsbee Street.

*Churches*

The City of Silsbee is home to more than 40 churches offering a wide variety of denominations for a town of this size. These denominations include Assembly of God, Baptist, Baptist-Southern, Catholic, Charismatic, Church of Christ, Episcopal, Full Gospel, Jehovah's Witness, United Methodist, Pentecostal, United Pentecostal, and Presbyterian as well as some independent churches. These facilities seem to meet the need of the citizens. One observation is that there are apparently no synagogues in Silsbee. The large number of churches in the City should be viewed as a resource. The City should seek to involve the churches in community projects.

*Electric, Gas, Cable, and Telephone Services*

Electricity for Silsbee is serviced by the Gulf States Utilities located on Avenue H. For gas service, there are two major companies, the Entex-A Noram Energy Company located on Highway 327 and the Shelby LP Gas Company located on Avenue N. For telephone service, Silsbee looks to Southwestern Bell Telephone, the AT&T Company, Long Distance Savers and the Metromedia Communications Corporation. Two major cable companies serve Silsbee—Cable TX Inc., and Primestar Cablevision of Texas.

## Parks, Recreation, and Open Space System

Parks enhance the quality of life and the aesthetic quality of the City. The City of Silsbee will continue to grow and so will the recreation needs of its citizens. New and expanded park facilities will be needed, as well as additional recreation programs, open space areas, and diversified recreation opportunities. The demand on the City's park system is apparent in the use of its parks by the residents, especially Knupple Park, the City's best-equipped facility. The purpose of this plan is to provide a framework for the overall development of the City's recreation system, and to establish priorities and direction for the City's acquisition, expansion, and development of its park system.

Knupple Park

### Existing Parks

The City of Silsbee's park and recreation system needs to diversify the types of recreation it offers. The City currently has playground equipment for only two of the City's parks. Currently, the parks are underused, possibly due to the poor condition of many parks and the lack of recreation opportunities. The park system should expand its recreational diversity by adding facilities, such as playground equipment, basketball courts, tennis courts, other sports facilities and picnic facilities, to the current parks. The current use of Knupple Park and its diverse recreational facilities illustrates the potential of the park system. Upgrading the current park locations to accommodate more residents could make parks more accessible to the community. The City of Silsbee's park system can be classified into two categories, consisting of neighborhood parks and community parks.

#### Neighborhood Parks

Neighborhood parks are a significant feature of the overall parks system. These parks are designed to serve a variety of age groups within a "neighborhood" area, usually residents within a 1/4 to 1/2 mile radius. Neighborhood parks are intended for passive and active recreation to include playground equipment, court games, and picnic areas. Each of these parks should have pedestrian and bicycle access from major thoroughfares, thus reducing the need for off-street parking.

The National Recreation and Park Association's (NRPA) *Recreation, Park and Open Space Standards and Guidelines* (1990) recommends standards for neighborhood parks consisting of 1 to 2 acres per 1,000 in population. A minimum of three acres for high density residential areas is strongly recommended. The City of Silsbee currently provides 4 neighborhood parks, totaling 8.57 acres, thus meeting the NRPA's guidelines. The following is a list of the neighborhood parks in the City and the facilities located at these parks.

**Exquisette Park (21st Street)**

Area: approximately 4 acres

Facilities:

1 Playhouse - wooden structure
9 Picnic Tables
1 Swing Set
1 Merry-go-round
2 Monkey Bars
1 Basketball Court

**Kirby Park**

Area: 1.32 acres

Facilities:

2 Benches
1 Slide
3 Swing Sets
1 Barbecue Pit
2 Picnic Tables

**Santa Fe Park**

Area: 2.75 acres

Facilities:

2 Baseball Fields
2 Bleachers

**9th Street Park**

Area: approximatley 0.5 acres

Facilities:

2 Benches

1 Swing Set
1 Half Basketball Court

### Community Parks

Community parks are larger than neighborhood parks and serve several neighborhoods. The purpose of the community parks is to provide areas of diverse environmental qualities as well as a variety of facilities and amenities for a variety of recreational opportunities for all age groups. Facilities for active recreation include, but are not limited to, soccer fields, softball/baseball fields, swimming pools, tennis courts, volleyball courts, basketball courts, and playground equipment. Passive recreational opportunities include facilities for picnicking, walking and bicycling trails, jogging, hiking, and other recreational activities. Community parks should be equally divided among these two types of recreation.

The minimum standard recommended by the NRPA for community parks is 5 to 8 acres per 1,000 in population. Knupple Park, consisting of 12.62 acres, is the only park that currently provides the recreation diversity for a community park. The City does not meet the recommended acreage for its population size, according to the NRPA. The following shows the facilities located at Knupple Park.

**Knupple Park (Community Park)**

Area: 12.62 acres
Facilities:

1 Playhouse - wooden structure
14 Benches
21 Picnic Tables
3 Barbecue Pits
2 Swing Sets
8 Monkey Bars
1 Slide
1 Bike Ramp
1 Basketball Court
4 Tennis Courts
1 Volleyball Court

## Recommended Parks Plan

As the City of Silsbee grows, the need for recreational opportunities within the City will also grow. The redevelopment of existing parks and the building of new parks will be important to satisfy the new demand. The re-development of existing parks should focus on the building of facilities to diversify the recreational opportunities. The building of new parks should not only focus on the active recreational needs, such as ball fields, but should also focus on the pedestrian connection of parks and schools with residential areas, natural environmental protection, as well as flood control measures.

### Redevelopment

The redevelopment of the existing parks within the City should focus on the development of facilities that can be used by those within walking distance. Safe connections through bikeways and sidewalks allow the residents to use the facilities without the dependence on the automobile. The connection will also allow children and older adults to use these parks safely without being dependent others for transportation to and from the parks. Walking trails and playground equipment are two examples of the type of facilities needed in these parks.

### Building of New Parks

The building of new parks within the City should be done through the dedication of park land with new residential developments and the purchase of land, such as for the proposed Village Creek Recreation and Retreat Center. As discussed in the economic section, the recreation center would allow for the development of the City's tourism potential and the recreation needs of its residents, thus enhancing the economy of the City as well achieving the NRPA's guidelines for community parks and the improved quality of life. The purchase of large areas in the flood plain would not only allow for the restriction of development in the flood plain, but also give the City areas that would help to resolve any flood management problems. The protected areas could serve as both passive recreation, through a trail system through the natural environment, and active recreation, through the development of ball fields and courts in these areas. The areas would be subject to flooding, and the recreation development

would be the least destructive to the environment, while allowing the areas to work as a natural stormwater management and sediment control system, and protection of people and private property during floods.

In addition, the City of Silsbee should contact the Silsbee Independent School District (SISD) and develop a partnership in the development of additional parks and athletic complexes, to be jointly used by the City and the SISD. The partnership would save both entities money while allowing both to supply their recreational demands.

### Greenways and Flood Plains

Greenways and flood plains are one way to develop connections and linkages between parks, schools, and residential areas. The greenway is a linear park connecting two areas allowing for recreational use and pedestrian connections. One way to achieve greenways is with the inclusion of flood plains within the greenways. At a minimum, the greenways should include, but not be limited to, the 100 year flood plain, with the 500 year flood plain being preferable. These greenways have the benefit of preserving the natural environment, while providing for stormwater management and sediment control systems, and the protection of people and private property during floods.

The development of greenways can be achieved through subdivision ordinances requiring the dedication of flood plains to the City when development occurs, through the purchase of flood plains in existing developments, or other incentives such as highly restricted development in the flood plain.

#### Recommendations

It is recommended that the City of Silsbee form a Parks and Recreation Commission to develop and facilitate public/private partnership of the parks and recreation system. This group would be responsible for coordinating the upgrade of the parks between the public and private sector. An "Adopt A Park" program, similar to "Adopt a Highway" programs, should be instated to allow organizations, such as churches and social clubs, to help with the upkeep and development of the parks. The Committee should also contact local businesses to sponsor the facilities upgrades. A business or group of businesses could donate playground equipment and other facilities to reduce the cost for the City and to give back to their community. Additional facilities, not paid for by the

sponsors, would be purchased by the City. The commission should facilitate an agreement with the Silsbee Independent School District (SISD) to use existing facilities and co-sponsor future park and facilities development and construction. The commission should also seek a requirement in subdivision ordinance for the dedication of the flood plains and additional land for a greenway park system to be constructed around the flood plains and the stormwater management system. The greenways would allow for passive recreational use in flood plain areas. The purchase of land for the Village Creek Recreation and Retreat Center could also be overseen by the commission. Business sponsors should be contacted again to donate facilities to reduce the cost for the City.

## Parks and Recreation Action Plan

### Year 1

Create a Parks and Recreation Commission to develop and facilitate public/private partnership and donations for the parks and recreation system.

Adopt and implement an agreement with the SISD to use existing facilities and co-sponsor future park and facilities development.

### Year 2

Upgrade and acquire adequate playground equipment for all public parks.

Adopt and implement a subdivision ordinance requiring the dedication of flood plains and additional land for greenways.

### Year 3

Co-sponsor the renovation of existing ball parks and any additional needs of the City and SISD.

### Year 4

Utilize flood plain areas for passive recreation, such as hiking and nature trails, and greenway system.

### Year 5

Acquire the large flood plain area in the northeast for a proposed park and stormwater retention area.

# Community Character

## Historic Resources

Ice House Museum

A city's historic structures provide residents with a resource for discovering their historic and cultural traditions. Among Silsbee's more important historic resources are the Ice House Museum, which presently houses the community's genealogical and historical society, as well as the Pines Theater. These two structures are architecturally and culturally significant. Many of the older homes in planning area #2, just north of downtown, are also significant cultural resources. Attempts should be made to protect and preserve these buildings from physical deterioration and future uses which may compromise their structural or functional integrity.

## Community Image

Community appearance plays a crucial role in the development of a city by creating and enhancing the perceived image of the community. The City's appearance can be defined by the quality of life, ideas and culture as well as values of the community.

The purpose of this section is to provide an inventory of existing features within the City of Silsbee that relate to its image. These features include gateways, signage, central business district (CBD), public buildings, together with neighborhood maintenance. If well-planned, such features can functionally and aesthetically enhance the community's appeal and value for residents and visitors.

While still preserving their character, several small towns have experienced increased local business traffic and tourism as a result of improving their visual appearance. Community appearance performs a crucial role in the development of the City by creating the image perceived by both visitors and local residents. Silsbee, therefore, should not ignore the importance that image has in promoting the City.

*Gateways*

Gateways are established at the entrance of a community to give a visitor a sense of arrival. They encourage travelers to discover unique areas of the town and its history. Gateways can be in the form of a physical structure, which includes

statements and themes. At present, Silsbee has established only one gateway, and it is not located at the major entrance to the City.

Silsbee should consider establishing six new gateways within the City limits. Such gateways should be located at the City northeast entrance on US Highway 96 bypass, west entrance on US Highway 327 and US Highway 418, north entrance on US Highway 92, along with south entrance on US Highway 96 and US Highway 92.

*Signage*

Signs within the City are varied in appearance. Some are too old and dilapidated. Others are too large or too confusing. The signs that designate public and semi-public facilities, such as parks, schools, gateways and municipal buildings are not uniform. Therefore, standard sign design should be established for the community.

Signs, if well-designed, can positively contribute to the town's character. The visual experience is enhanced by the quality of signage. Specific sign regulations and control ordinances should be established for the City. Such sign ordinances should include specifications for the number, size, maintenance, material, and placement of signs.

*Central Business District*

Like most older and smaller Texas communities, Silsbee has a need for an attractive, healthy and well-functioning CBD. Active CBDs serve as a gathering place and focal point for commercial activity, functioning as a city's most identifiable feature. Typically, they are also the center for business and cultural activities. The CBD of Silsbee is divided by US Highway 96 (business route). This highway can be considered the main road of the City. This area is highly visible to visitors. In the CBD, there are no crossing signs for pedestrians to cross the street. There are neither enough trash receptacles to help prevent littering nor enough trees along the streets to offer beauty or shade.

Many small towns believe that tourism is the antidote to the collapse of the town center. Although tourist dollars are important, local trade is important as well. Commercial centers must ultimately survive on local patronage. Communities should, therefore, make shopping in their town square attractive and worthwhile for local residents as well as for tourists. One of the best ways to make the central business district attractive is to implement programs that help restore character.

The development of a visual theme for the central town area is recommended. This theme should be based on the area's history or be a more contemporary expression of the community's identity. The plans for building and rebuilding

the existing landscape and built environment should incorporate the selected theme. Restoration of the historic railroad area within the CBD would also help promote the identity of the City.

To promote tourism in the area, prominent features such as the Ice House Museum, the public library, and other historic buildings should be visibly connected. This can be achieved through the use of landscaping areas, pedestrian walkways, and plaza. Moreover, commercial development can be enhanced through better parking facilities and safer pedestrian areas. When the CBD is an attractive, clean, and inviting area, people will be more likely to frequent the businesses.

Design solutions for improving the appearance and function of the CBD were undertaken by an undergraduate design class in the College of Architecture at Texas A&M in conjunction with the creation of this Comprehensive Plan. These designs focused on the restoration of the Ice House Museum, the connection of the museum with the library and the creation of a city plaza to function as a gathering place for the City. These solutions are included in Appendix B.

*Public Buildings*

Public buildings are used to house services, such as health care, police, fire and government offices. Citizen recognition of these buildings as a place available for their use plays an important role in assuring maximum utilization of the services that the City provides. It is important to make these public buildings easily recognizable.

Public buildings in the City consist of the fire station, police station, municipal building, as well as other government buildings. These buildings remain in good repair and do not require major structural repair. The existing buildings do not follow a particular style and landscaping around most of the buildings is minimal. These buildings can be made more attractive and recognizable with the adoption of uniform signage and landscape design.

*Neighborhood maintenance*

Three major problems appear to affect neighborhood maintenance in the City. There are a high number of varied lot sizes, abandoned and dilapidated structures along with untidy yards. Also, abandoned structures place a burden on the health and safety of the neighborhood. By addressing these problems, the City could greatly improve its outward appearance.

It is important for the City to encourage landowners to have pride in their neighborhoods. This can be achieved by the creation of homeowner associations.

Such associations can aid in the enforcement of deed restrictions, the upkeep of residences and their visual appearances, and the safety of the neighborhoods. Homeowner's associations can establish programs like neighborhood gardens, which give the residents a sense of belonging to the community. These maintenance measures can promote quality of life in all neighborhoods.

Programs involving community participation should be developed. Silsbee should initiate an "Adopt-A-Street" program to assist with the City regularly scheduled clean-ups. Promoting community participation offers citizens the chance to become involved with the appearance and upkeep of their community.

*Streetscapes and Pedestrian Walkways*

One of the main drawbacks regarding pedestrian traffic in Silsbee's downtown area is the lack of crosswalks and crosswalk signals. Well-designed sidewalks and crosswalks that are clearly defined would encourage people to leave their vehicles and walk along the storefronts. The use of such different materials as brick pavers and/or paint will help define the crosswalks. All sidewalks should be upgraded to meet the standards of the Americans with Disabilities Act.

Landscaping is another element needed to improve the appearance of the CBD. This addition will help define the area as a special place, attracting pedestrian traffic. Adding landscaped medians and street trees in the district will provide shade and beauty. Noise pollution will also be reduced with the addition of trees and other landscaping elements. Additionally, lighting and such street furniture as benches and trash receptacles can provide an environment that is inviting and pedestrian friendly.

## Community Character Action Agenda

### Year 1

Adopt and implement a sign ordinance.

Facilitate the formation of neighborhood organizations to improve neighborhood appearance.

### Year 2

Establish uniform signage for public buildings.

Implement gateway design.

Develop and implement neighborhood clean-up plans.

Using existing downtown organizations, establish a program to assist with CBD clean-up and general appearance.

### Year 4

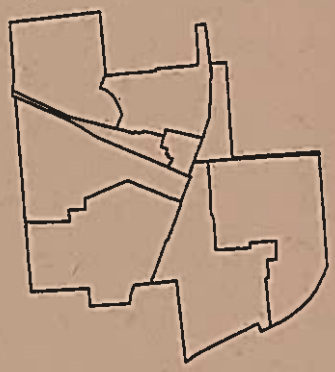
Reconfigure and enhance sidewalk and parking facilities in CBD to better use available space.

### Year 5

Add and enhance landscaping to public buildings.

Implement and add street furniture to CBD.

Add and enhance landscaping in CBD.



# ACTION AGENDA

# Action Agenda

## Year 1

Appoint Retreat Center Committee to identify funding sources and conduct marketing study for Retreat Center.

Appoint Education Center Committee to locate funding sources, pinpoint target population, develop educational programs to be offered.

Locate and purchase site for Education Center.

Identify types of industries interested in locating to the Industrial Park.

Establish design and performance standards to be implemented at the Industrial Park.

Acquire land for Industrial Park.

Establish a local housing authority.

Adopt redevelopment and infill polices.

Revise and update the development guidelines/policy and review process for proposed land use actions (see Appendix D). The City should ensure that the adopted development guidelines/policies protect and enhance the existing and proposed street system.

Adopt the proposed roadway classification and circulation plan.

Revise and update the existing roadway design standards to correspond with the recommended roadway design standards.

Adopt the recommended bikeway plan.

Conduct a signal warrant analysis at the Avenue H/US Highway 96 intersection and evaluate the operational effects of removing the existing traffic signal.

Evaluate funding mechanisms, such as ISTEA (Intermodal Surface Transportation Efficiency Act) and other federal and state programs, for

transportation system improvements. Projects eligible for program funds should be conceptually designed and submitted for funding.

Study and implement solutions to limit stormwater infiltration into the wastewater system.

Adopt and implement a sign ordinance.

Facilitate the formation of neighborhood organizations to improve neighborhood appearance.

Create a Parks and Recreation Committee to develop and facilitate public/private partnership and donations for the parks and recreation system.

Adopt and implement an agreement with the SISD to use existing facilities and co-sponsor future park and facilities development.

### Year 1 and 2

Review and revise current zoning ordinance.

Annex land to just outside loop (96 bypass).

### Year 2

Find and purchase site for Retreat Center; begin preliminary design of structures.

Identify larger institutions interested in locating educational opportunities in Silsbee.

Begin construction of Education Center.

Market Indutrial Park to local and regional industries.

Adopt and implement zoning ordinance.

- Train planning and zoning commissioners.
- Train Board of Adjustment.

- Train Inspection Officer.
- Create budget for planning and zoning commission (for training and education).
- Produce an annual report on planning and zoning activities.

Seek assistance from federal funding sources.

Establish a redevelopment land bank.

Promote solid waste recycling program.

Determine feasibility of a regional wastewater treatment system for use by area cities.

Establish uniform signage for public buildings.

Implement gateway design.

Develop and implement neighborhood clean-up plans.

Using existing downtown organizations, establish a program to assist with CBD clean-up and general appearance.

Upgrade and acquire adequate playground equipment for all public parks.

Adopt and implement a subdivision ordinance requiring the dedication of flood plains and additional land for greenways.

### Year 3

Actively market Retreat Center to church, school and corporate groups identified during market study.

Open Education Center.

As infrastructure for Industrial Park develops, assist businesses relocating to Industrial Park.

Review and revise subdivision ordinances.

Initiate neighborhood maintenance program.

Create elderly housing project.

Provide signing on all proposed bike routes and paths/lanes.

Prepare preliminary design plans and obtain right of way and permits for the proposed 3rd Street/4th Street realignment project.

Prepare preliminary design plans and obtain right of way for the proposed Lindsey Road improvements and east extension project.

Adopt a city-wide access management policy based on the proposed roadway functional classification system.

Review driveways and public street accesses along US Highway 96 (business route) and State Highway 327 to determine if accesses can be consolidated to improve progression and safety along both facilities.

Develop and implement Stormwater Management Plan.

Co-sponsor the renovation of existing ball parks and any additional needs of the City and SISD.

### Year 4

Open Retreat Center.

Adopt and implement subdivision ordinances.

Adopt neighborhood conservation ordinance.

Establish a program to involve local citizens and church groups in redevelopment efforts.

Develop and implement Water Management Plan.

Reconfigure and enhance sidewalk and parking facilities in CBD to better use available space.

Utilize flood plain areas for passive recreation, such as hiking and nature trails, and greenway system.

### Year 5

Review first-year marketing strategy for Retreat Center and adjust if needed.

Expand Education Center to offer more diverse or a larger selection of courses or programs.

Initiate BMIR (Below-Market Interest Rate) program for home improvement.

Implement urban homesteading program.

Provide left-turn phasing at all signalized intersections along US Highway 96 (business route)-FM 92 and interconnect the traffic signals to improve progression along this corridor.

Upgrade all sidewalks and ramps within the downtown area to ADA standards through either city or state capital improvement projects (i.e., potential ISTEA funding) and/or development projects.

Obtain right-of-way for the proposed upgrade improvements and extension to Bonner Street

Prepare preliminary design plans and obtain right of way and permits for the proposed Gentry Road extension project.

Obtain right-of-way for the proposed MLK Drive/Avenue J extension project.

Add and enhance landscaping to public buildings.

Implement and add street furniture to CBD.

Add and enhance landscaping in CBD.

Acquire the large flood plain area in the northeast for a proposed park and stormwater retention area.

### Year 6

Evaluate the success of Retreat Center and consider expansion.

### Year 10

Obtain right-of-way in conjunction with TxDOT for the proposed West Parkway.

Prepare preliminary design plans and obtain right of way and permits for the proposed Roosevelt Drive-Avenue E extension project.

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# RESOURCES

# APPENDIX A: CITIZEN SURVEY




105 SOUTH 3rd STREET
SILSBEE, TEXAS 77656
http://www.ci.silsbee.tx.us

December 10, 1996

Dear Citizens of Silsbee:

Please take a few minutes to complete the following survey. Your responses will help us to create a plan for the city to make it more responsive to your needs and desires.

We feel that citizen input is the most important factor used in making decisions about Silsbee's future. This is an excellent opportunity for your voice to be heard.

Thank you for your cooperation.

Helen Larsh

Helen Larsh
Mayor

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**Answer Key:** 1 = disagree • 2 = somewhat disagree • 3 = no opinion • 4 = somewhat agree • 5 = agree

Please circle the number of your answer for each question.

1 2 3 4 5 1. It is important that the housing in Silsbee be in good condition.

1 2 3 4 5 2. It is important to provide affordable housing.

3. What types of housing should Silsbee have? (Rank in order from (1) as most important, to (5) as least important.)

____ single-family ____ duplex ____ town-homes

____ condominium ____ apartments ____ manufactured - housing

1 2 3 4 5 4. Subdivision developers should pay for utility and community facility improvements required by their projects.

1 2 3 4 5 5. It is important to expand the number of retail stores in Silsbee.

6. What type of retail store is most needed in Silsbee?

_____

**Answer Key:** 1 = disagree • 2 = somewhat disagree • 3 = no opinion • 4 = somewhat agree • 5 = agree

Please circle the number of your answer for each question.

1 2 3 4 5 7. It is important to improve parks in Silsbee.

1 2 3 4 5 8. It is important to create more parks in Silsbee.

1 2 3 4 5 9. It is important to have bikeways and pedestrian ways in Silsbee.

1 2 3 4 5 10. It is important to increase public recreational programs in Silsbee.

1 2 3 4 5 11. It is important to improve garbage collection in Silsbee.

1 2 3 4 5 12. It is important to improve the sanitary sewer system in Silsbee.

1 2 3 4 5 13. It is important to have an effective storm water drainage system in Silsbee.

1 2 3 4 5 14. It is important to reduce soil erosion in Silsbee.

1 2 3 4 5 15. It is important to control animals in Silsbee.

1 2 3 4 5 16. It is important to control noise in Silsbee.

1 2 3 4 5 17. It is important to have sidewalks in Silsbee.

1 2 3 4 5 18. It is important to increase the current number of street lights in Silsbee.

1 2 3 4 5 19. It is important to control commercial signs and billboards in Silsbee.

1 2 3 4 5 20. It is important to improve street access and auto traffic movement on Silsbee's major streets.

1 2 3 4 5 21. Silsbee needs more rail road crossing gates and other safety devices.

1 2 3 4 5 22. It is important to improve the physical attractiveness of Silsbee.

1 2 3 4 5 23. It is important for Silsbee to have a plan for the future.

24. What size would you like to see Silsbee's population reach in the next 20 years?

____ remain the same size ____ 10,000 people

____ 10,000 to 15,000 people ____ more than 15,000 people

1 2 3 4 5 25. Silsbee should have a central gathering place.

26. What is the most visually attractive feature of Silsbee?

_____

27. What is the most visually unattractive feature of Silsbee?

_____

**Thank you for your help.**

# APPENDIX B: DESIGN CONTRIBUTIONS

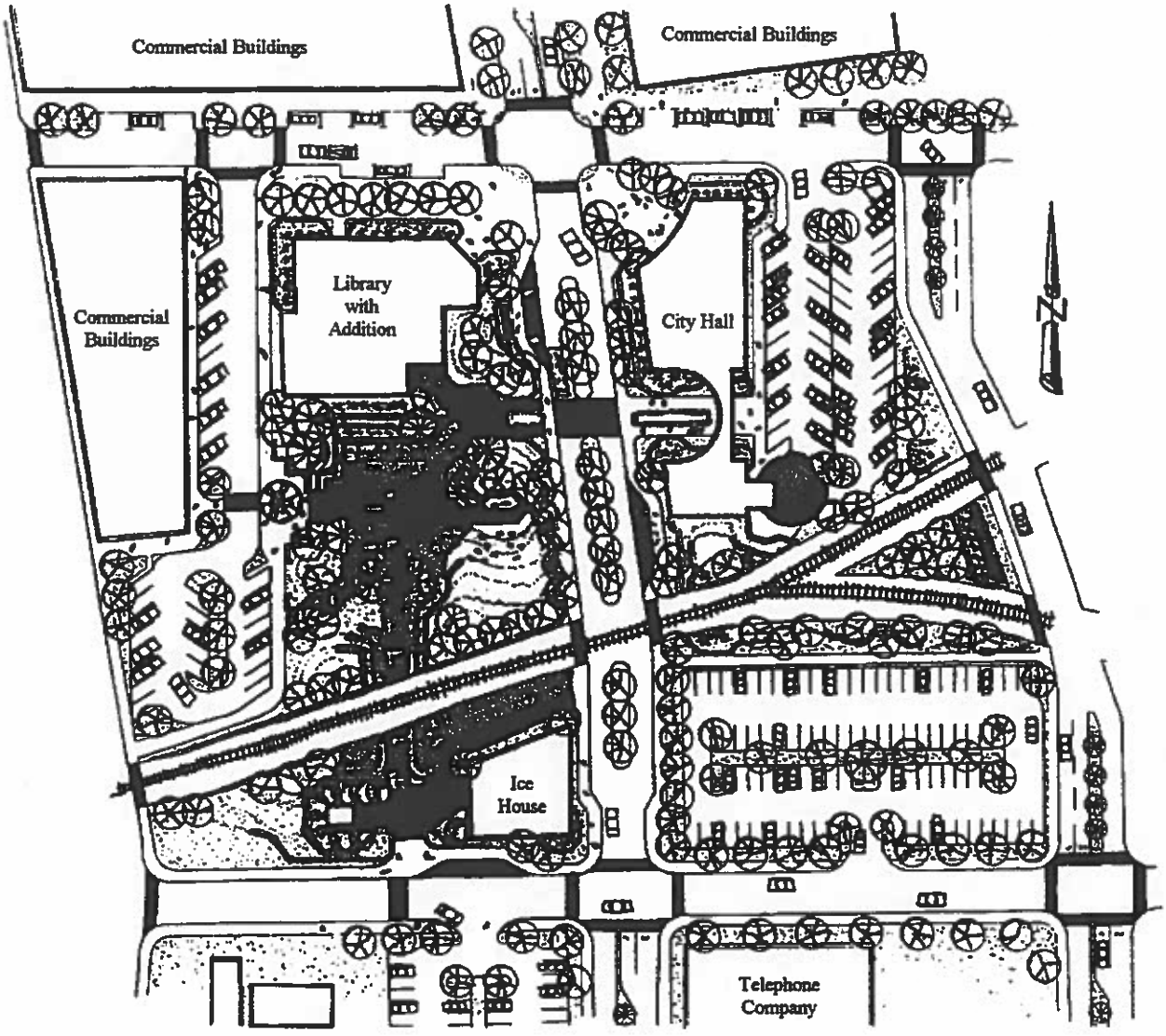
## CONCEPTUAL DESIGNS

The design concepts on the following pages were produced by Texas A&M University students during the 1996/97 school year.

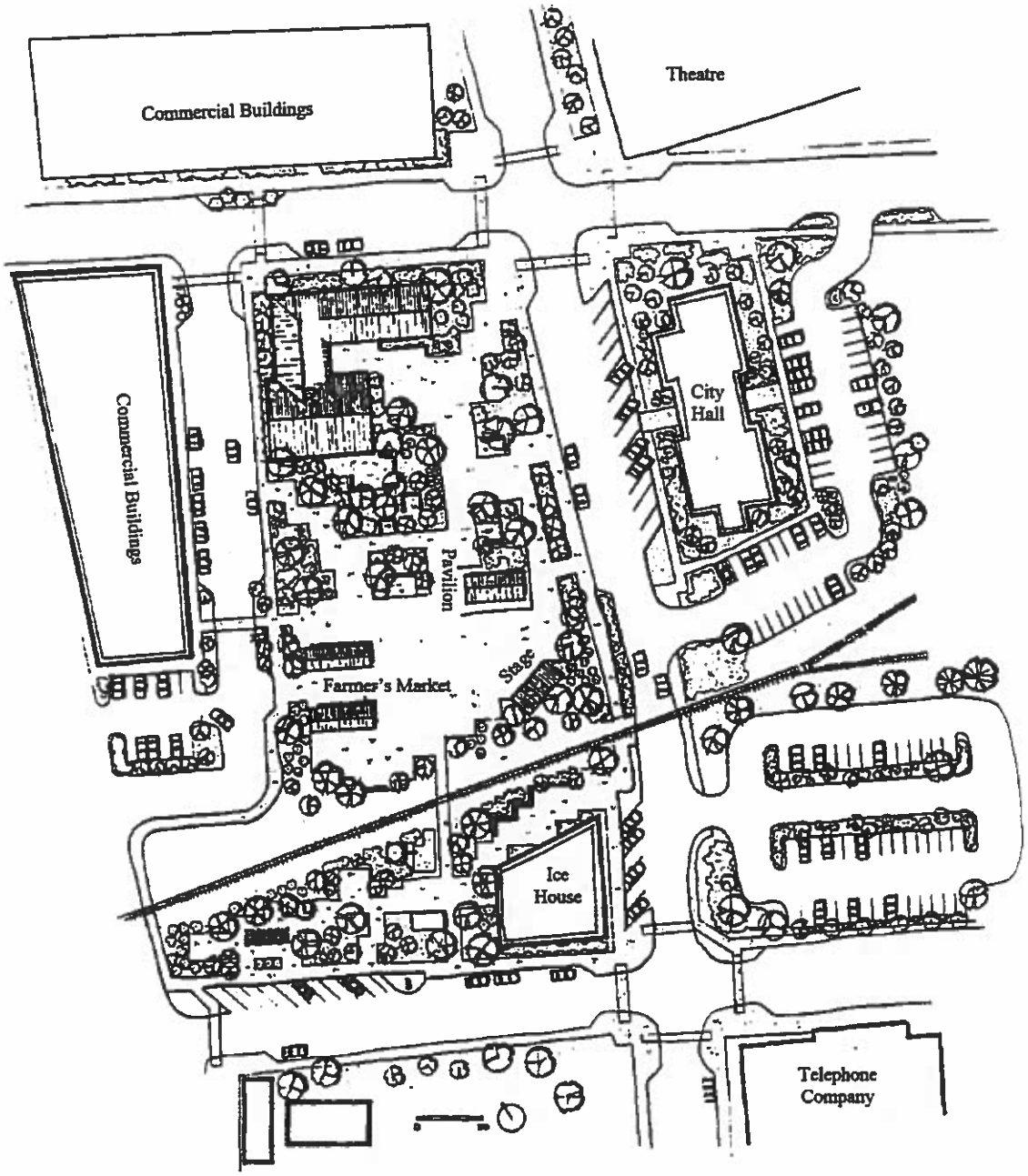
The first group of five site plans for a city center/plaza in Silsbee were produced by Landscape Architecture students in LAND 320: Landscape Design III. These students worked under the direction of Associate Professor Thomas M. Woodfin, ASLA.

The second group of designs were produced by Environmental Design students in two sections of ENDS 306: Architectural Design III. These students worked under the direction of Associate Professor David C. Ekroth, AIA. These designs are divided into four projects. The first group of five drawings is devoted to designs for a new Silsbee city hall. The next two designs are for a new public library. The third group of designs pertain to a proposed business and recreational retreat area along Village Creek. The final set of designs are site plans for the redevelopment and adaptive use of the Silsbee Ice House.

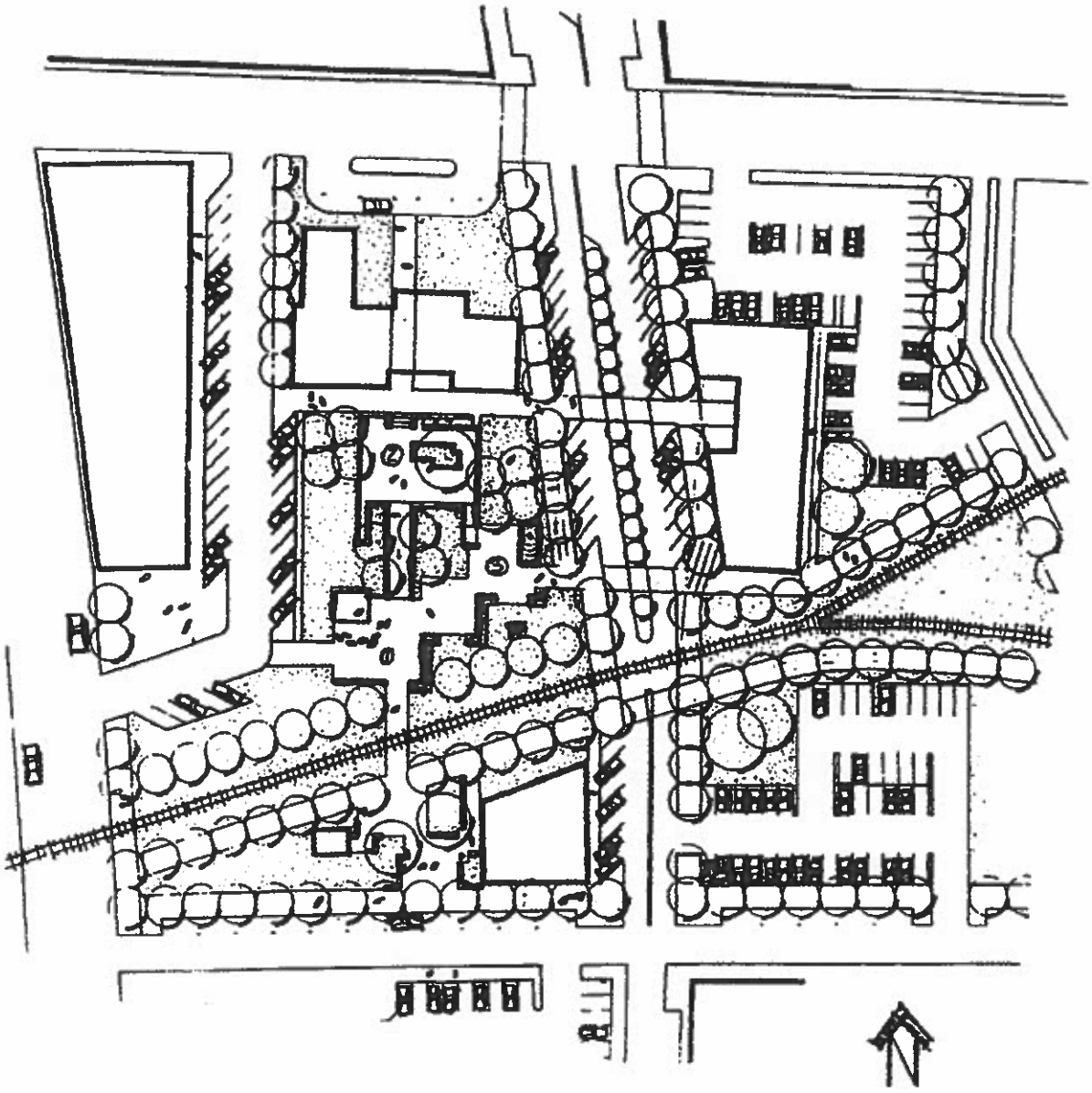
Site Design for a City Center/Plaza ❖ Kenneth L. Priesmeyer



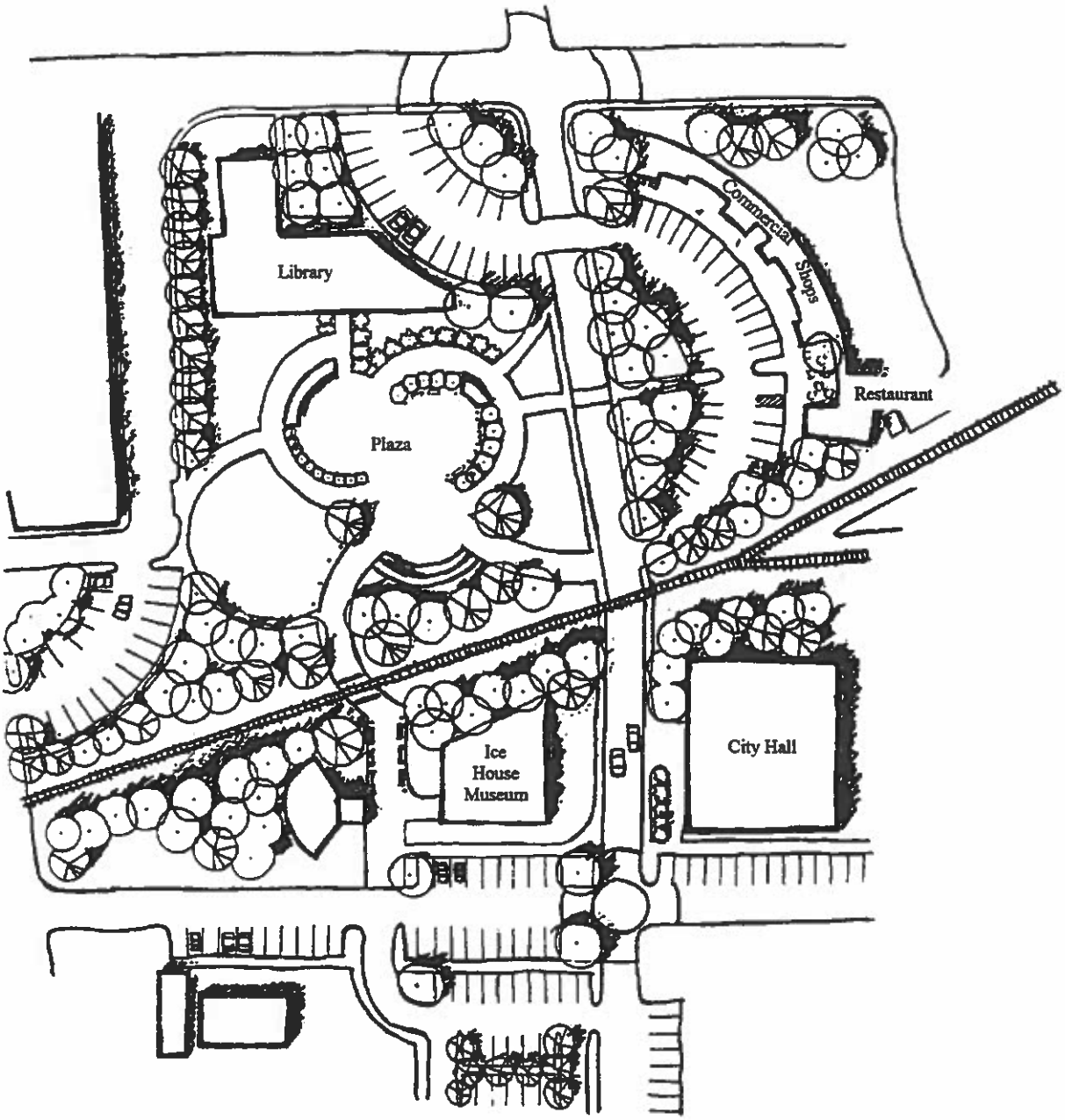
Site Design for a City Center/Plaza ❖ Bobby Eichholz



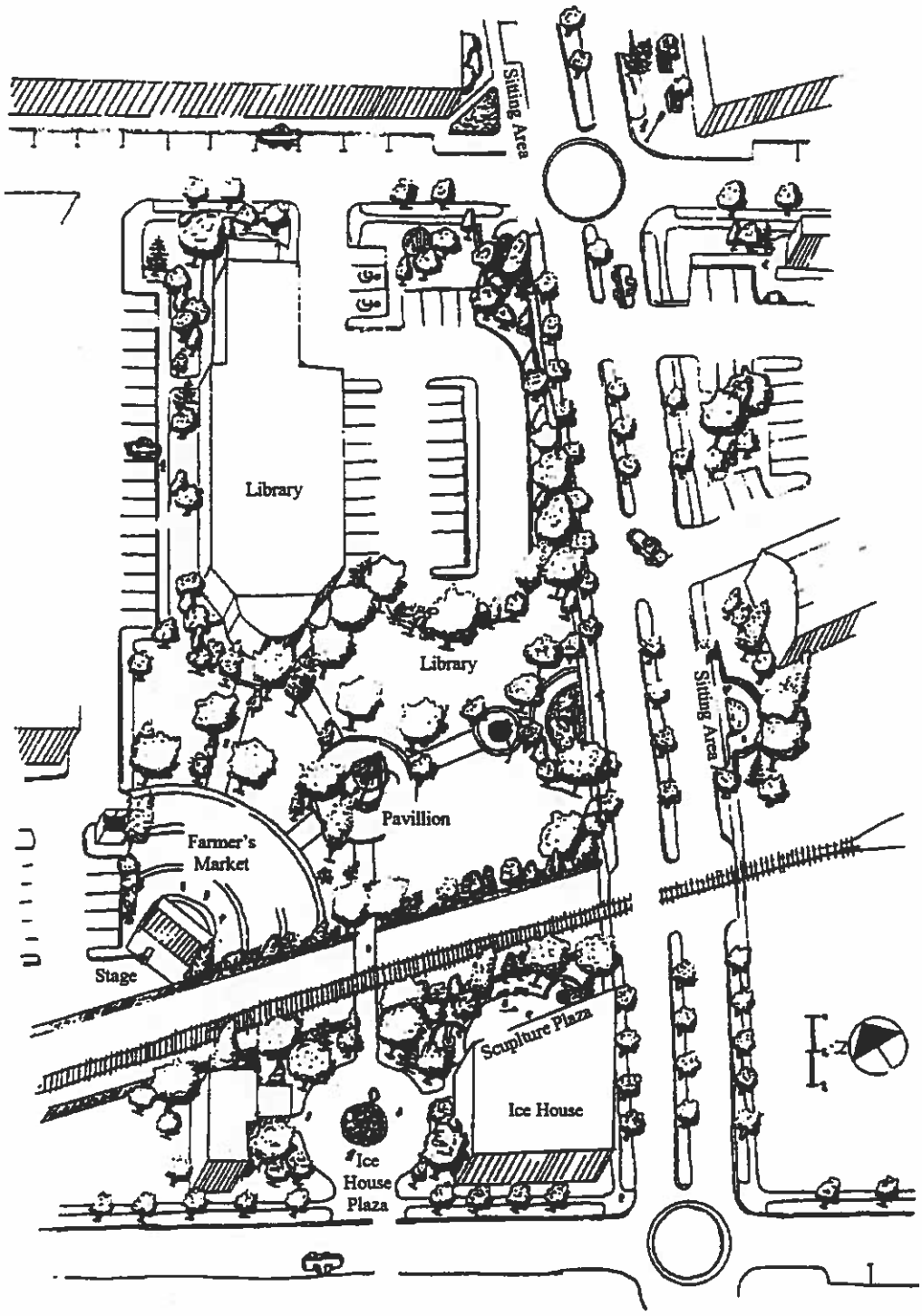
Site Design for a City Center/Plaza ❖ Jonathan McMillian



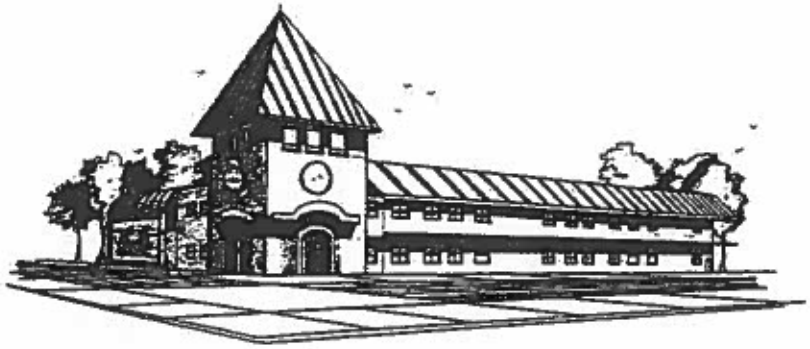
Site Design for a City Center/Plaza ❖ Marcela Garza Morton

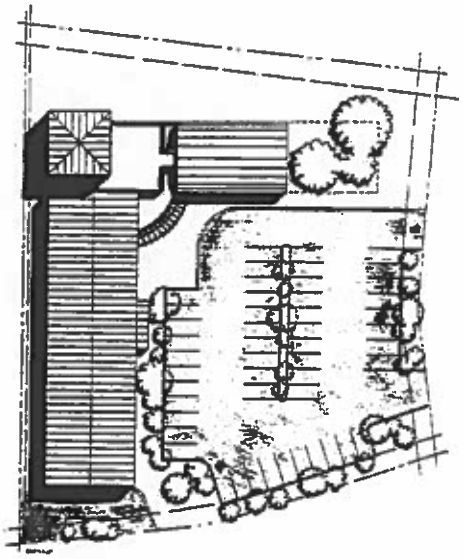


Site Design for a City Center/Plaza ❖ Andria Pierce

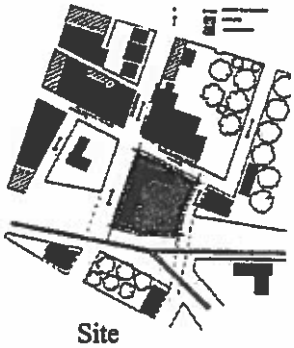


Design for a City Hall ❖ Whitney Willeke

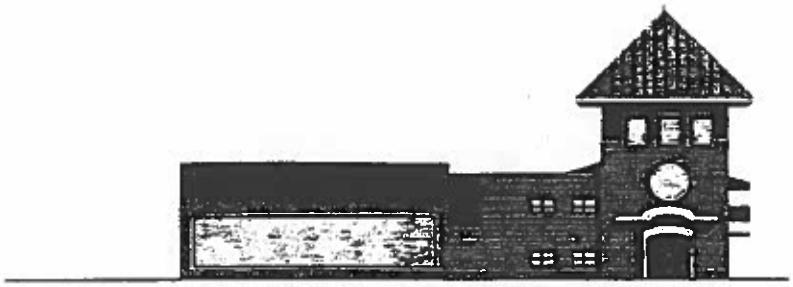




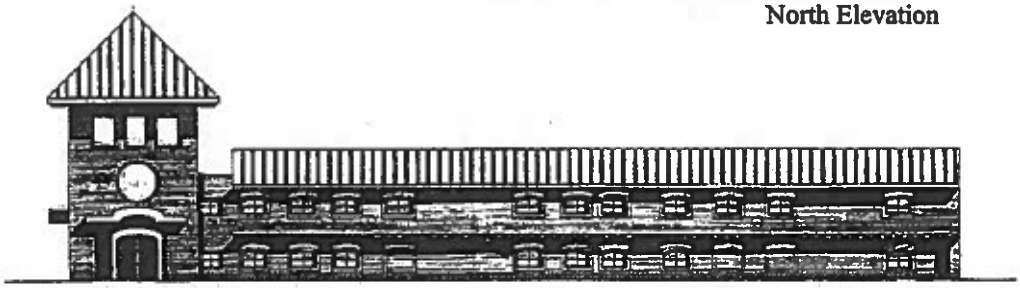
Site Plan



Site

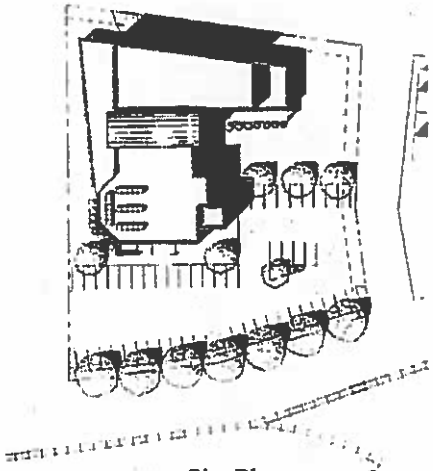


North Elevation

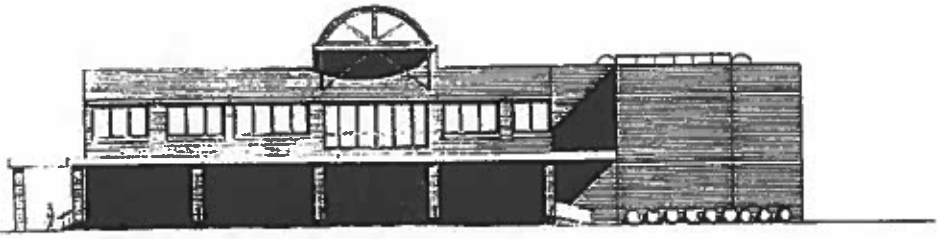


East Elevation

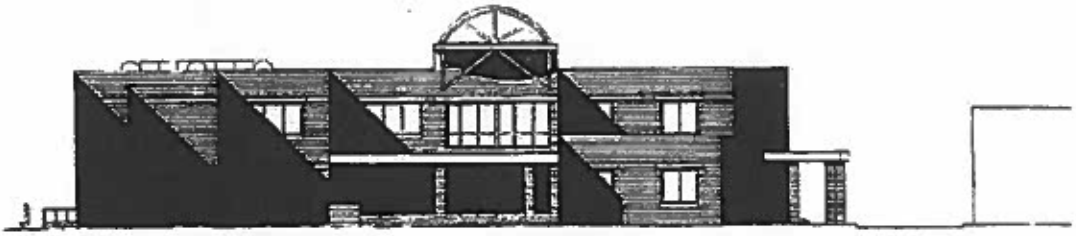
Design for a City Hall ❖ Chong Rim



Site Plan

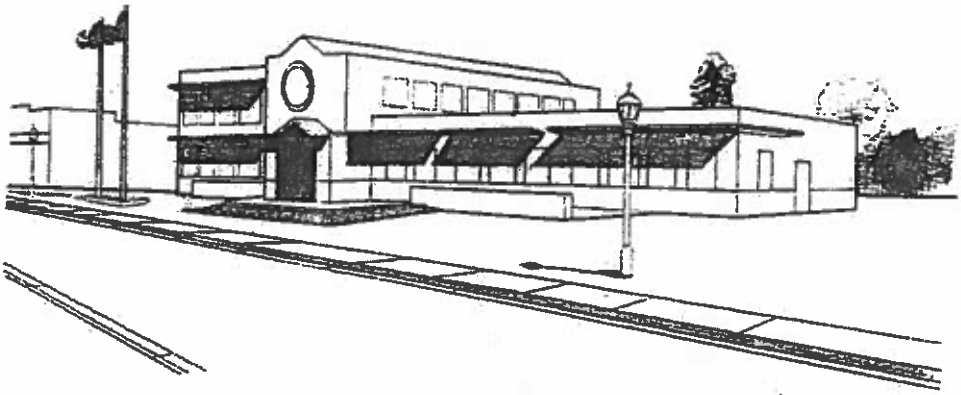


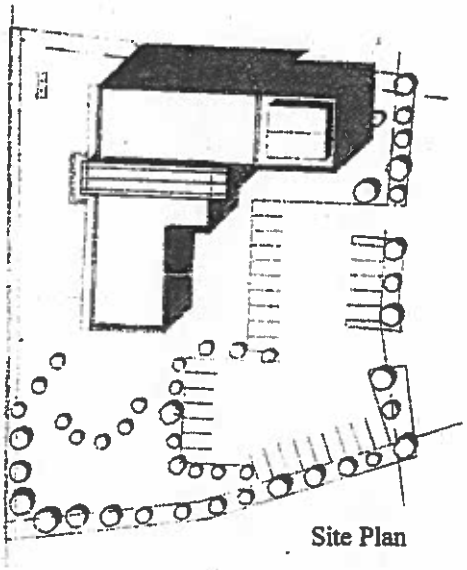
West Elevation



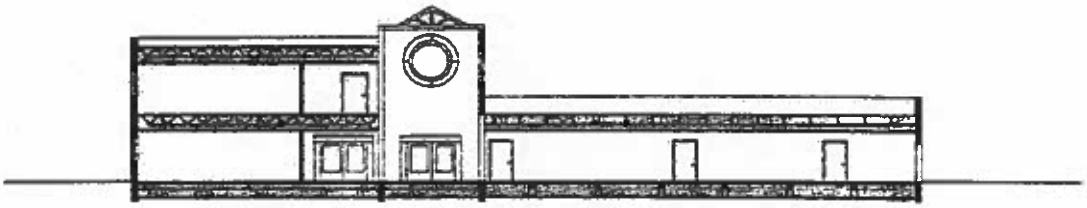
East Elevation

Design for a City Hall ❖ Ronald Smith

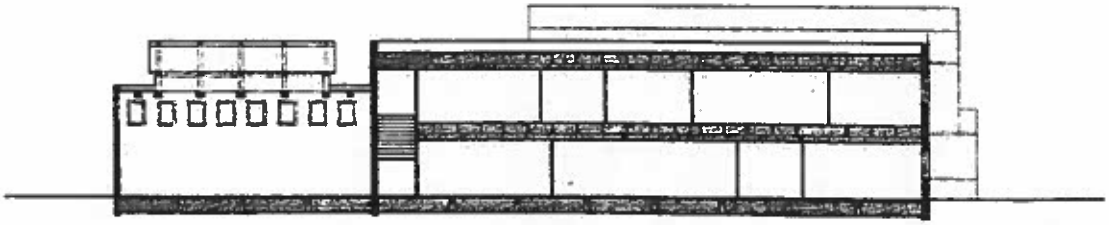




Site Plan

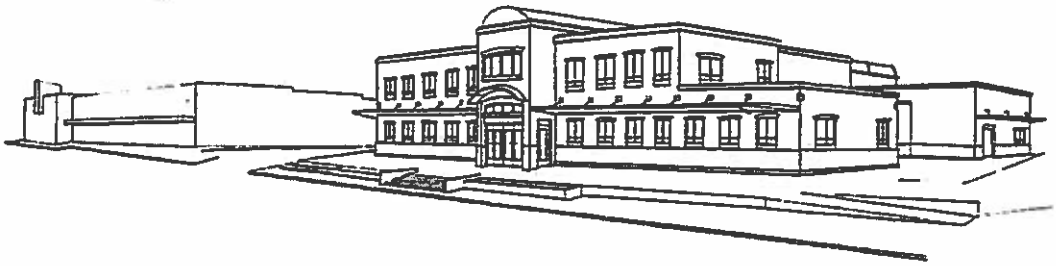


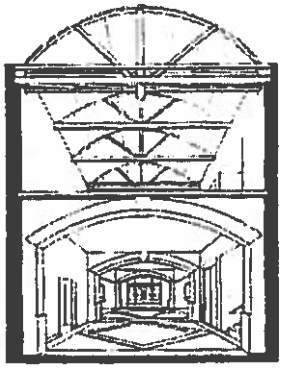
Section A-A



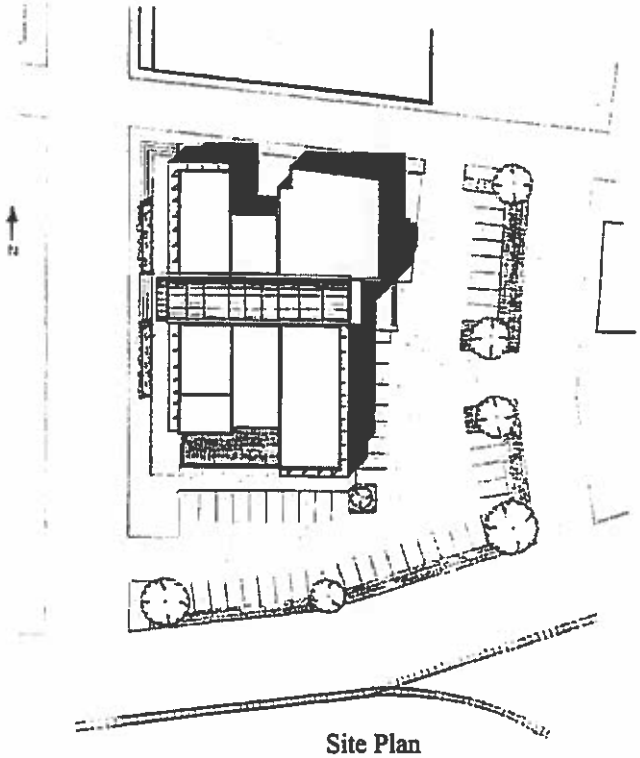
Section B-B

Design for a City Hall ❖ Frank S. Moore





Interior Perspective

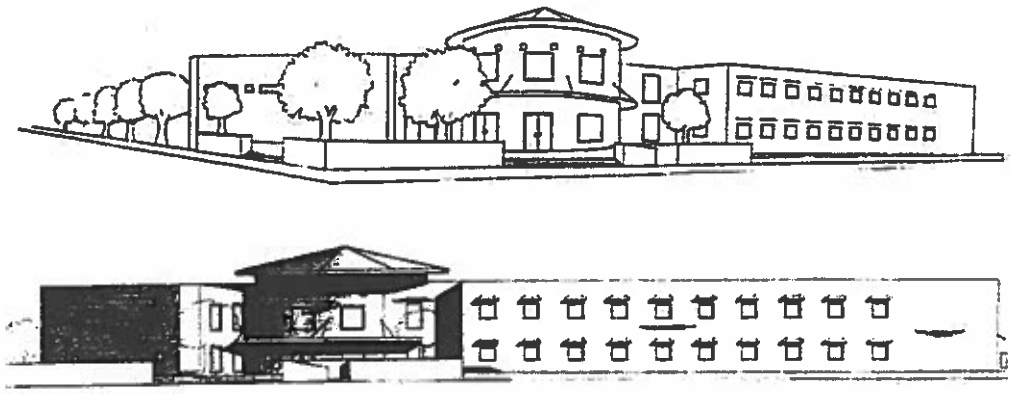


Site Plan

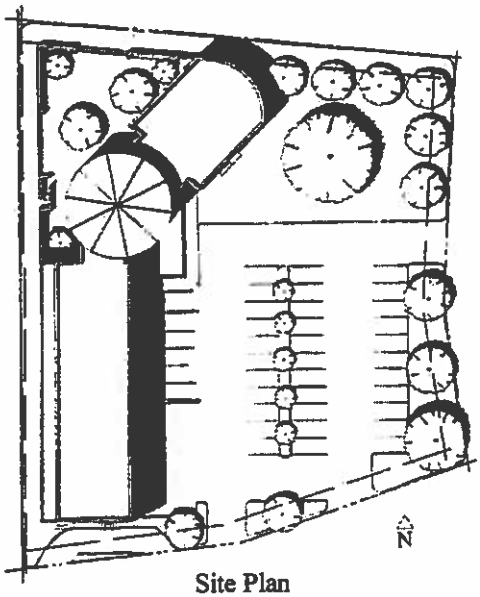
West Elevation

North Elevation

Design for a City Hall ❖ Amy E. Pike

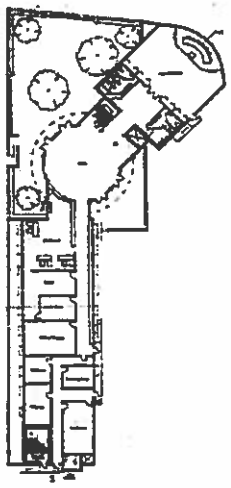


West Elevation

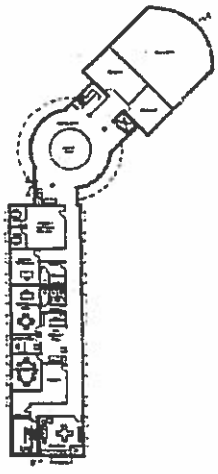



Site Plan

Area Plan

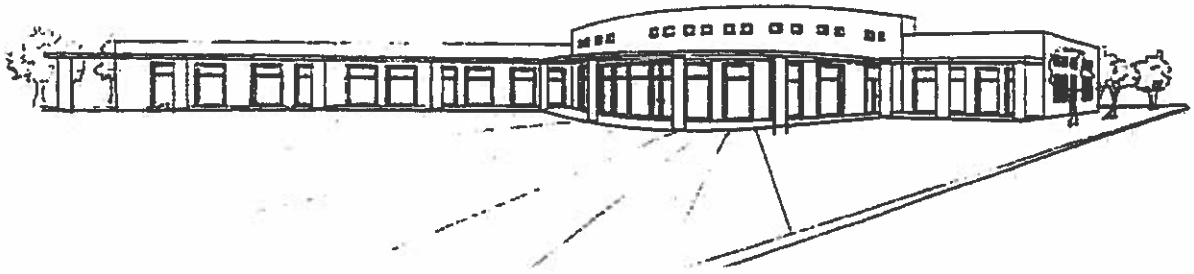


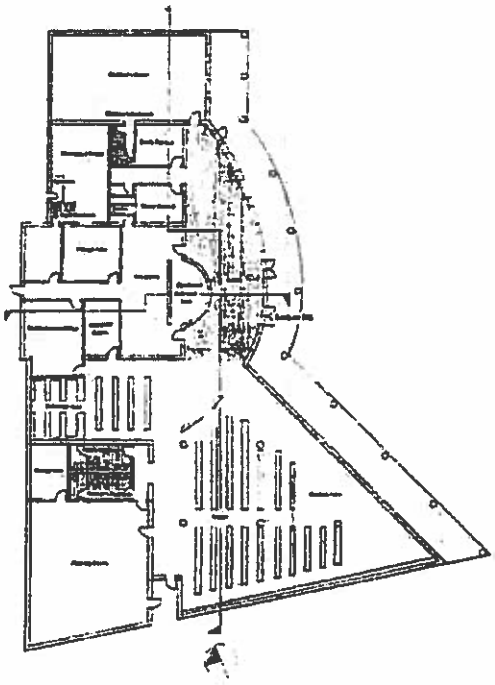
Lower Level Plan



Upper Level Plan

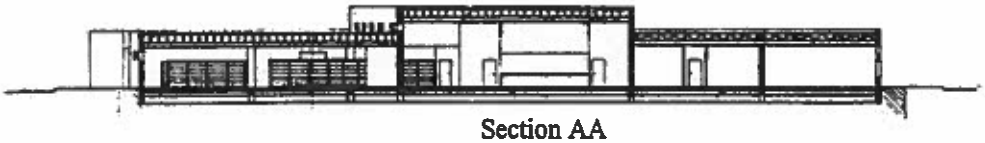
Design for a Public Library ❖ Felix Flores





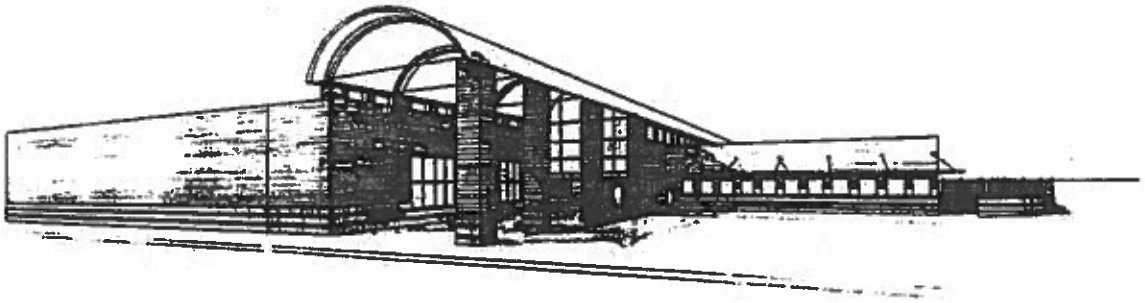
Floor Plan

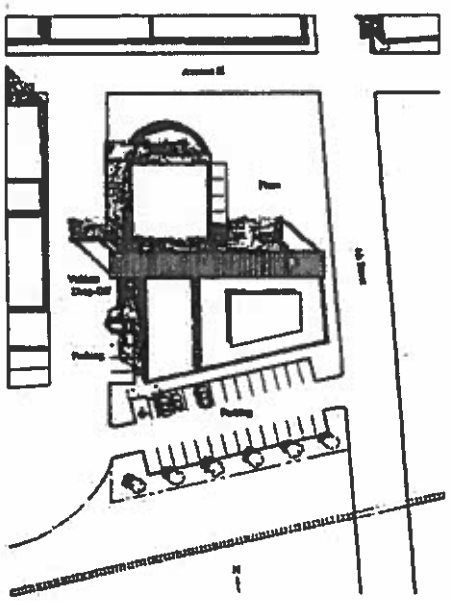
East Elevation



Section AA

Design for a Public Library ❖ Todd McIlhaney





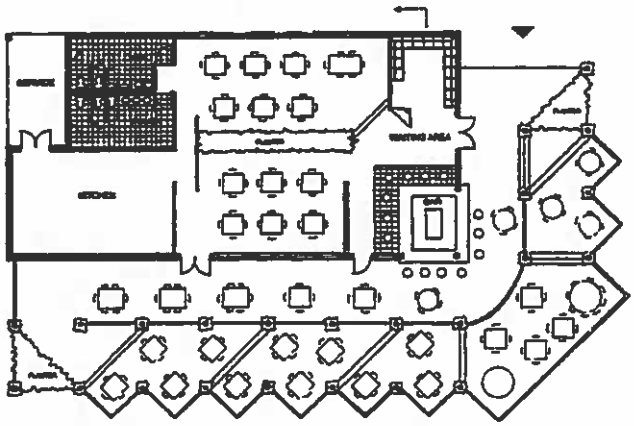
Site Plan

West Elevation

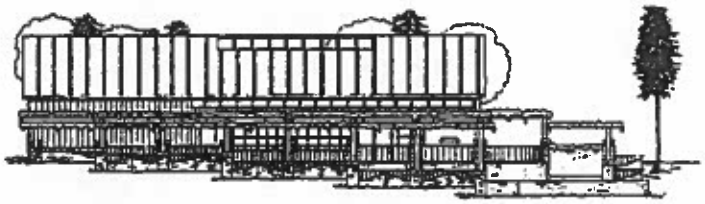
East Elevation

Designs for a Village Creek Retreat Area ❖ Blake Thompson

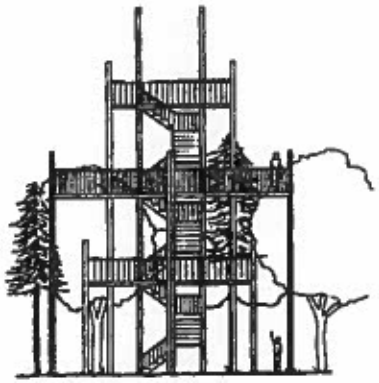
Village Creek Retreat Visitor Center



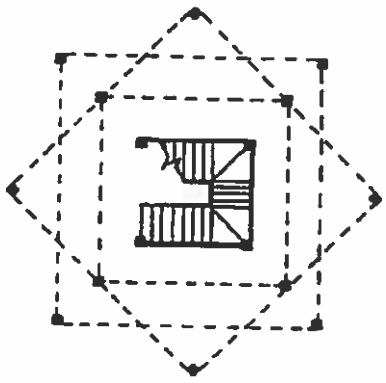
Restaurant Floor Plan



Restaurant West Elevation

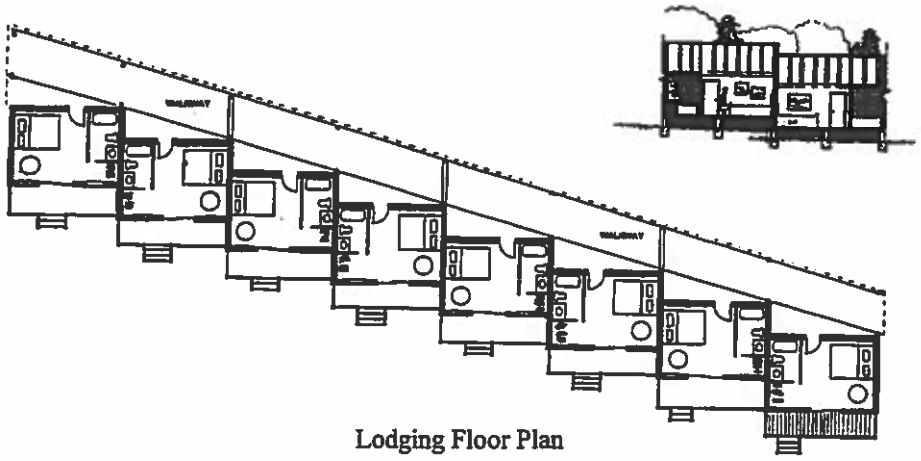


Observation Tower Elevation

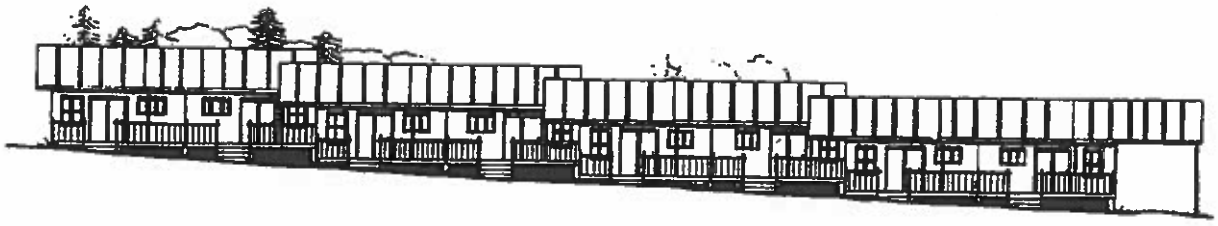


Observation Tower Plan

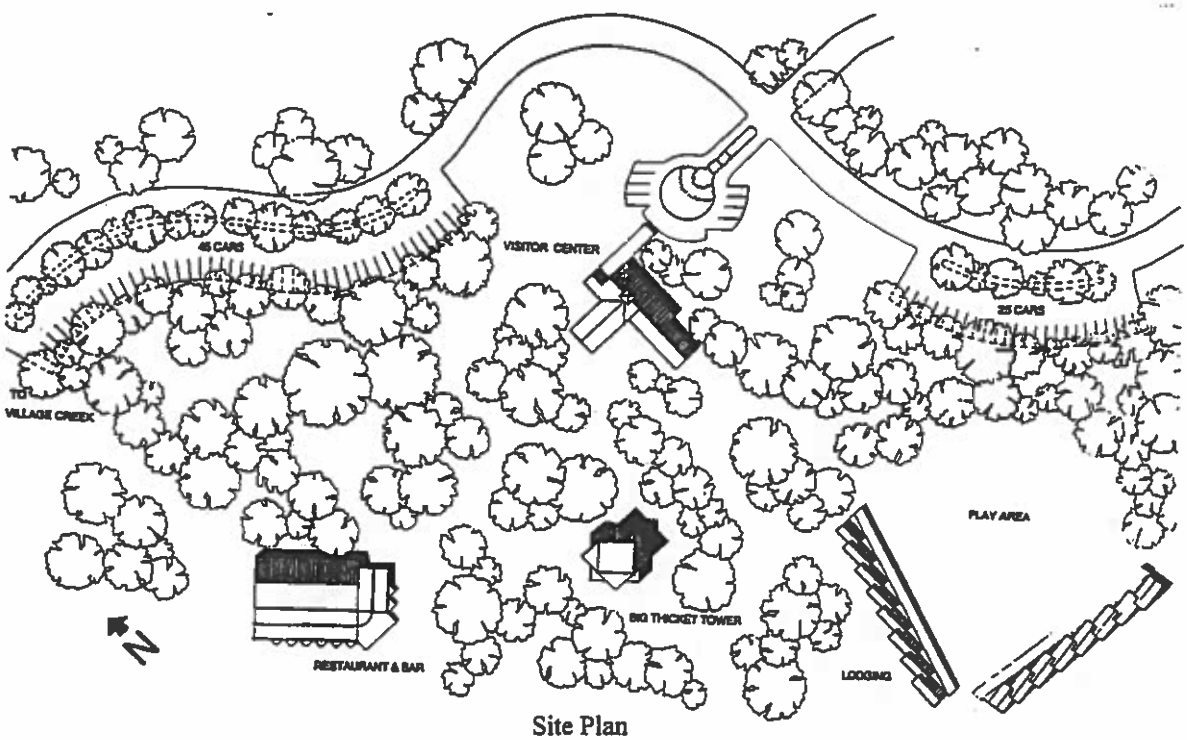
Designs for a Village Creek Retreat Area ❖ Blake Thompson



Lodging Floor Plan



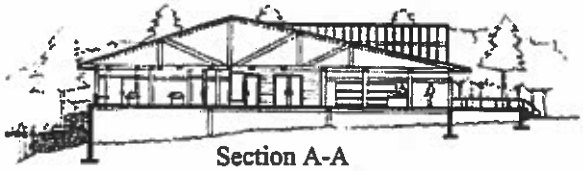
South Elevation



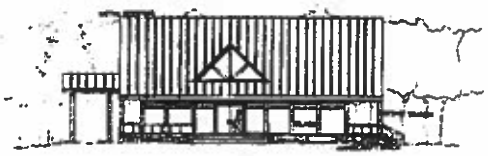

Site Plan

Design for Village Creek Retreat Area ❖ Mitch Paradise

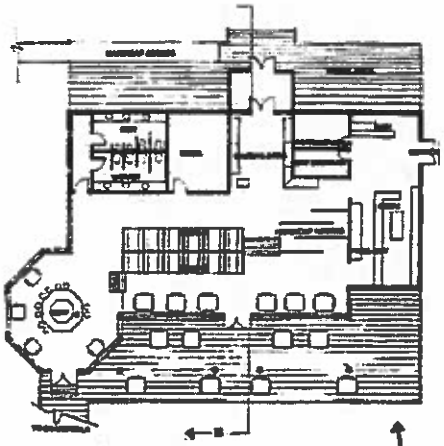
Village Creek Retreat Visitor Center



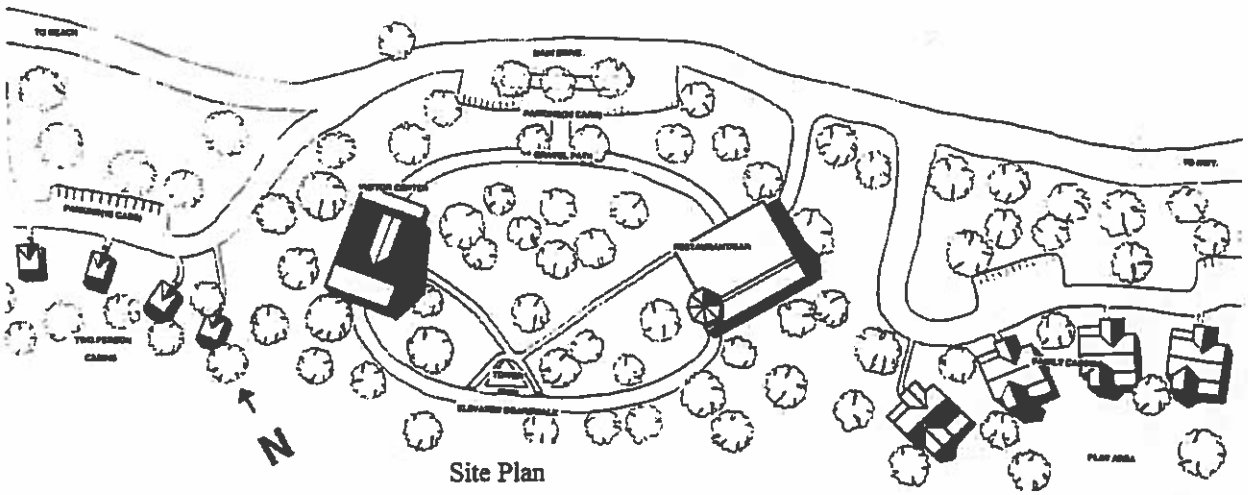
Section A-A



North Elevation

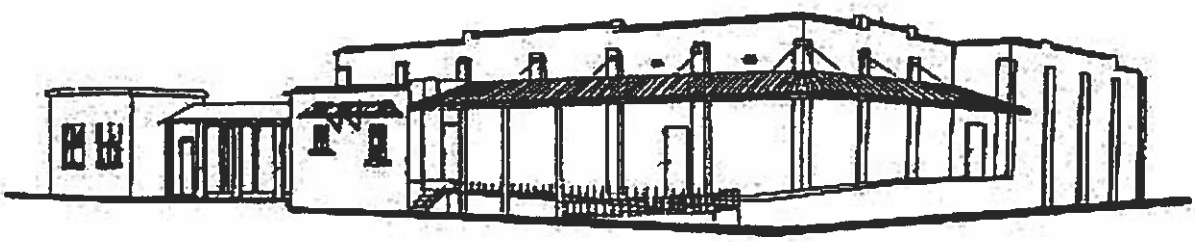


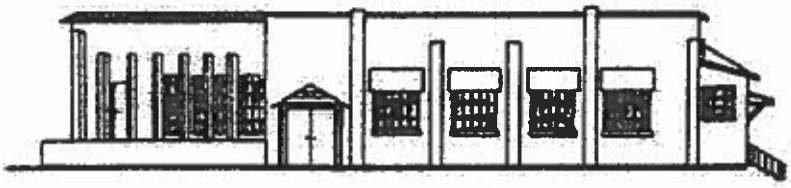
Restaurant Floor Plan



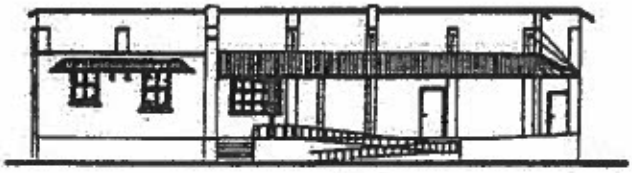
Site Plan

A Design for an Ice House Art Gallery/Cultural Center ❖ Kenneth Pustejovsky

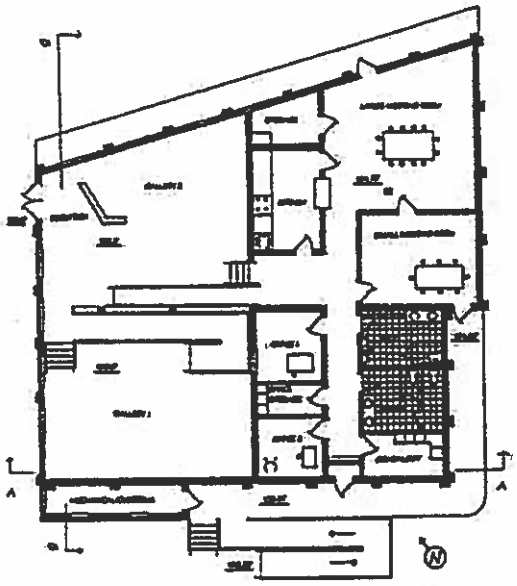




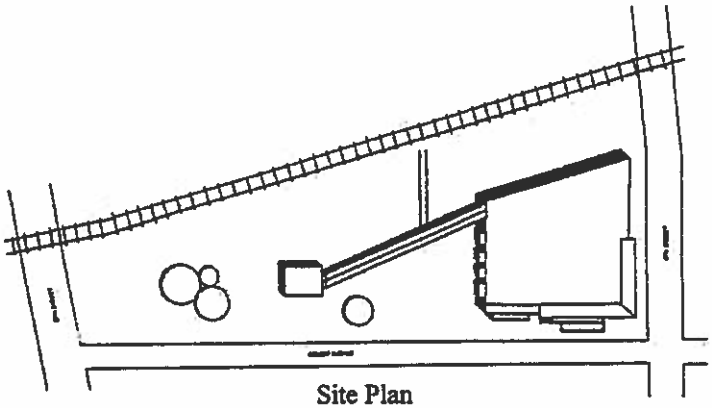
West Elevation



North Elevation

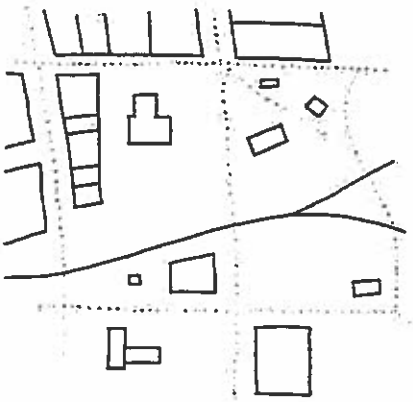


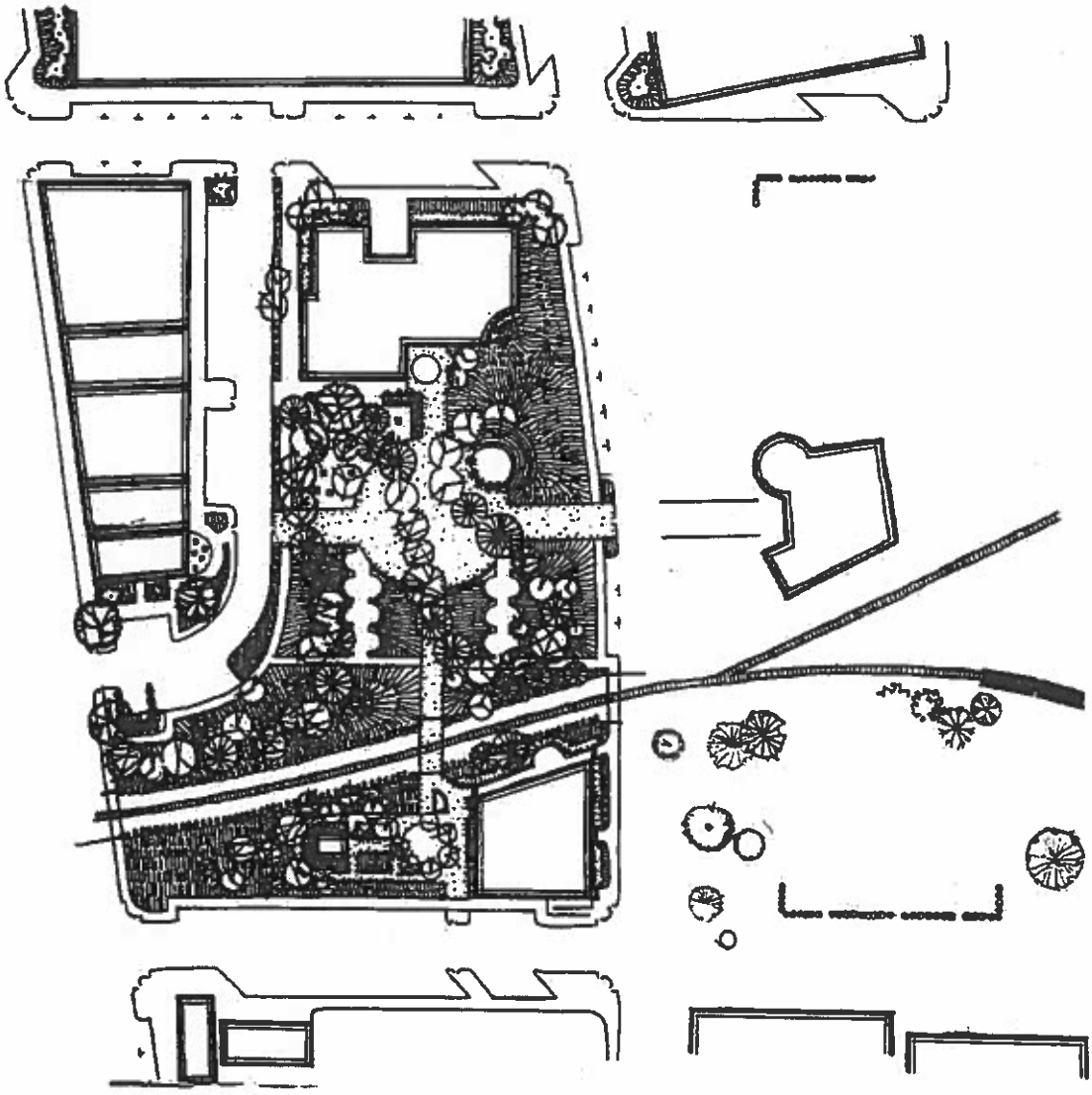
Floor Plan



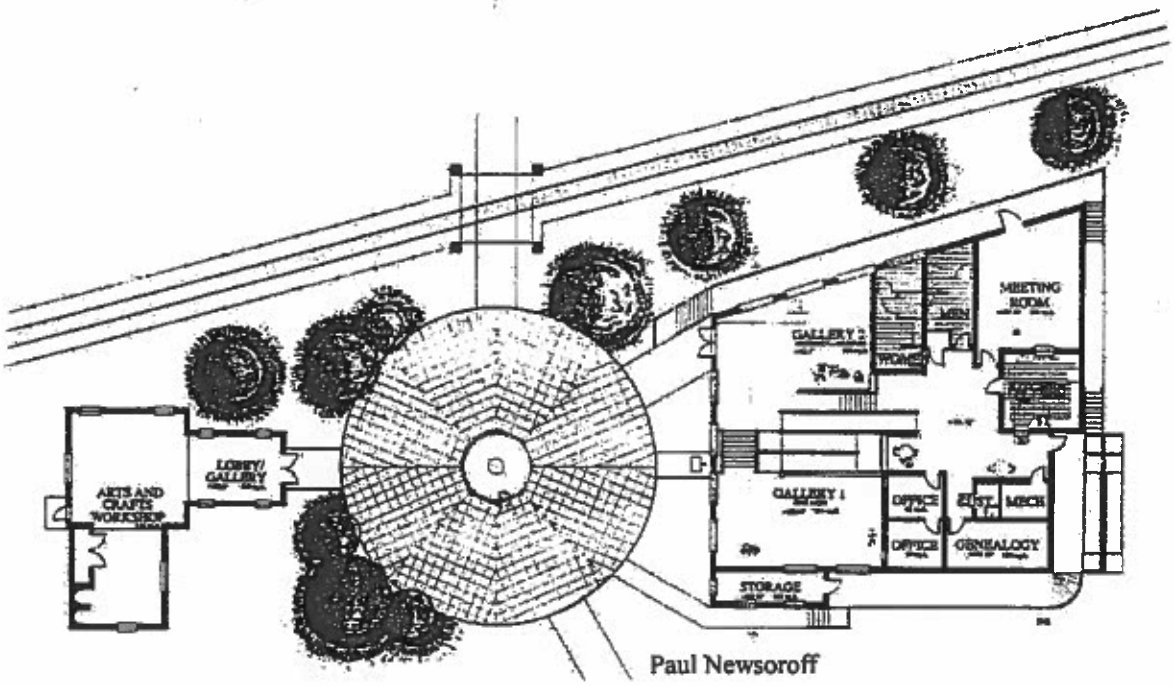
Site Plan

A Site Plan for an Ice House Art Gallery/Cultural Center & Plaza ❖ John Nichols

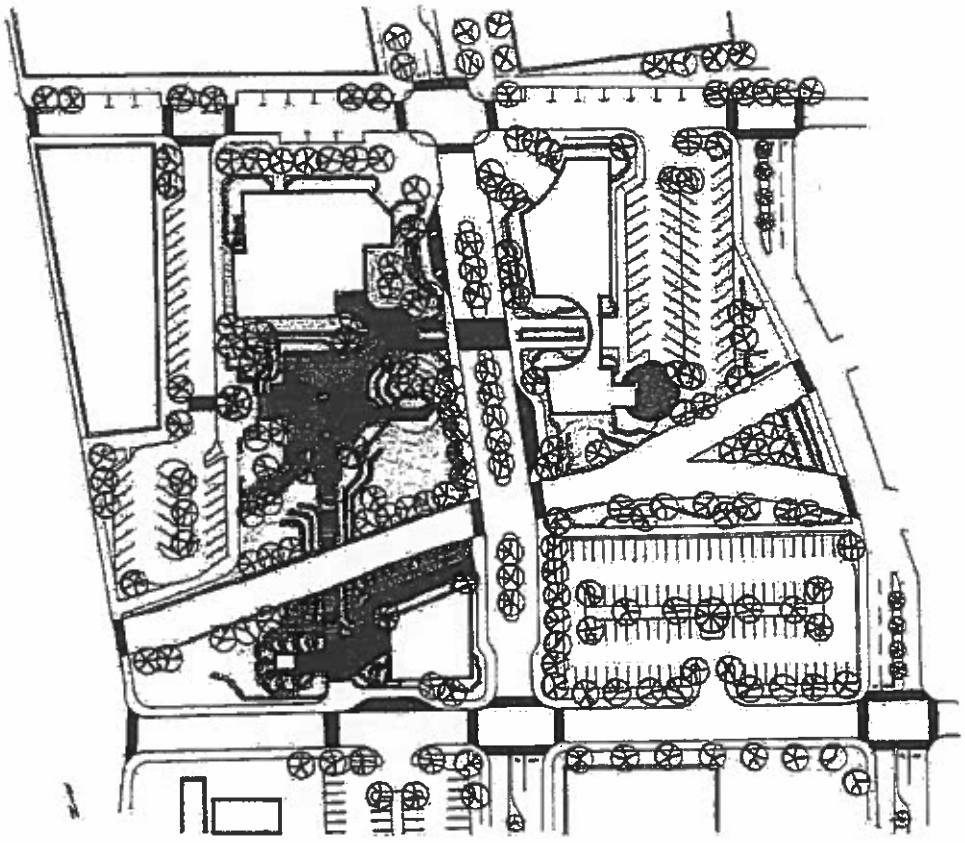




Two Site Plans for an Ice House Art Gallery/Cultural Center & Plaza




Paul Newsoroff



Jennifer New

# APPENDIX C: ROADWAY INVENTORY

## SILSBEE TRANSPORTATION NETWORK SUMMARY
### Existing East - West Roadway Facilities

| Roadway | Section | | | Functional Classification | # of Travel Lanes | On-Street Parking | Curb and Gutter | Sidewalks | Bikeways | Posted Speed | ROW Width |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | From | To | Length | | | | | | | | |
| FM 418 | Silsbee W.C.L | Kirby Street | 0.2 | Arterial | 2 | N | N | N | N | 55 | |
| | Kirby Street | FM 92 | 0.1 | Arterial | 2 | N | N | N | N | 40 | |
| | FM 92 | 11th Street | 0.2 | Arterial | 4 | N | N | N | N | 40 | |
| | 11th Street | Hayes Road | 1.0 | Arterial | 2 | N | N | N | 6 ft. | 45 | |
| | Hayes Road | Silsbee E.C.L | 0.9 | Arterial | 2 | N | N | N | 6 ft. | 55 | |
| Payne Road | 11th Street | FM 92 | 0.4 | Local Street | 2 | N | N | N | N | 30 | |
| Herndoon Avenue | FM 92 | Railroad Street | 0.2 | Local Street | 2 | N | N | N | N | 30 | |
| Roosevelt Drive | 16th Street | FM 92 | 0.6 | Collector | 2 | N | Y | N | N | 30 | |
| Avenue E | FM 92 | 4th Street | 0.1 | Local Street | 2 | N | N | N | N | 30 | |
| | 4th Street | 3rd Street | 0.1 | Local Street | 2 | N | Y | N | N | 30 | |
| Avenue G | 7th Street | FM 92 | 0.1 | Local Street | 2 | N | N | N | N | 30 | |
| US Highway 96 | FM 92 | Bonner Street | 0.1 | Arterial | 4 | N | Y | Y | N | 30 | |
| (business route) | Bonner Street | Avenue G | 0.2 | Arterial | 4 | N | Y | N | N | 40 | |
| | Avenue G | Silsbee E.C.L | 0.2 | Arterial | 2 | N | N | N | N | 40 | |
| | Silsbee E.C.L. | 1.1 miles east | 0.3 | Arterial | 2 | N | N | N | N | 50 | |
| | 1.1 miles east | US Highway 96 | 1.1 | Arterial | 2 | N | N | N | 6 ft. | 55 | |
| MLK Drive | Silsbee W.C.L | US Highway 96 | 1.7 | Collector | 2 | N | N | N | N | 30 | |
| Avenue J | US Highway 96 | Dead End | 0.4 | Local Street | 2 | N | N | N | N | 30 | |
| State Highway 327 | Silsbee W.C.L | 21st Street | 0.3 | Arterial | 2 | N | N | N | 10 ft. | 55 | |
| | 21st Street | 16th Street | 0.4 | Arterial | 4 | N | N | N | N | 55 | |
| | 16th Street | 14th Street | 0.5 | Arterial | 4 | N | N | N | N | 45 | |
| | 14th Street | US Highway 96 | 0.8 | Arterial | 5 | N | Y | N | N | 35 | |
| | US Highway 96 | 3rd Street | 0.2 | Arterial | 4 divided | N | Y | N | N | 35 | |
| | 3rd Street | Landolt Avenue | 0.1 | Arterial | 4 divided | N | Y | N | N | 45 | |
| | Landolt Avenue | Silsbee E.C.L | 1.4 | Arterial | 4 divided | N | N | N | 8 ft. | 55 | |
| Woodrow Street | Silsbee W.C.L | 16th Street | 1.4 | Collector | 2 | N | N | N | N | 30 | |
| Avenue P | 16th Street | 19th Street | 0.1 | Local Street | 2 | N | N | N | N | 30 | |
| Durdin Road | 16th Street | US Highway 96 | 1.1 | Collector | 2 | N | N | N | N | 30 | |
| Knupple Road | US Highway 96 | US Hwy. 96 (frwy) | 1.6 | Collector | 2 | N | N | N | N | 30 | |
| Lindsey Road | Baby Gravel | Maxwell Road | 0.9 | Local Street | 2 | N | N | N | N | 30 | |

## SILSBEE TRANSPORTATION NETWORK SUMMARY
## Existing North - South Roadway Facilities

| Roadway | Section | | | Functional Classification | # of Travel Lanes | On-Street Parking | Curb and Gutter | Sidewalks | Bikeways | Posted Speed | ROW Width |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | From | To | Length | | | | | | | | |
| 19th Street | MLK Drive | Highway 327 | 0.3 | Local Street | 2 | N | N | N | N | 30 | |
| 16th Street | MLK Drive | Highway 327 | 0.2 | Local Street | 2 | N | N | N | N | 30 | |
| | Highway 327 | Woodrow Street | 0.3 | Local Street | 2 | N | N | N | N | 30 | |
| Marshall Lane | Durdin Drive | Lindsey Road | 0.5 | Local Street | 2 | N | N | N | N | 30 | |
| 12th Street | MLK Drive | Highway 327 | 0.2 | Local Street | 2 | N | N | N | N | 30 | |
| Old Kountze Road | FM 418 | Roosevelt Drive | 0.5 | Collector | 2 | N | N | N | N | 30 | |
| 11th Street | FM 418 | Roosevelt Drive | 0.5 | Local Street | 2 | N | N | N | N | 30 | |
| 7th Street | Payne Street | Roosevelt Drive | 0.2 | Local Street | 2 | Y | N | N | N | 30 | |
| | Roosevelt Drive | Avenue H | 0.2 | Local Street | 2 | Y | N | N | N | 30 | |
| FM 92 | Mormon Street | 0.8 mile south | 0.8 | Arterial | 2 | N | N | N | N | 55 | |
| | 0.8 miles south | FM 418 | 0.5 | Arterial | 5 | N | N | N | 6 ft. | 55 | |
| | FM 418 | Herndoon Street | 0.4 | Arterial | 5 | N | Y | N | N | 45 | |
| | Herndoon Street | Avenue G | 0.4 | Arterial | 5 | N | Y | Y | N | 35 | |
| 3rd Street | Ernest Street | Highway 327 | 0.3 | Collector | 2 | N | N | N | N | 30 | |
| | Highway 327 | Durdin Road | 0.4 | Collector | 2 | N | N | N | N | 30 | |
| US Highway 96 | Avenue G | MLK Drive | 0.2 | Arterial | 5 | N | Y | Y | N | 35 | |
| (business route) | MLK Drive | Highway 327 | 0.3 | Arterial | 5 | N | Y | Y | N | 35 | |
| | Highway 327 | Durdin Road | 0.5 | Arterial | 5 | N | Y | N | N | 35 | |
| | Durdin Road | 0.2 miles south | 0.2 | Arterial | 5 | N | N | N | N | 45 | |
| | 0.2 miles south | Silsbee S.C.L. | 0.2 | Arterial | 5 | N | N | N | N | 55 | |
| 4th Street | Kirby Street | Herndoon Street | 0.2 | Collector | 2 | N | N | N | N | 30 | |
| | Herndoon Street | Avenue D | 0.2 | Collector | 2 | N | N | N | N | 30 | |
| | Avenue D | US Highway 96 | 0.2 | Collector | 2 | Y | Y | west side | N | 30 | |
| | US Highway 96 | Avenue H | 0.1 | Collector | 2 | Y | Y | Y | N | 30 | |
| Bonner Street | FM 418 | US Highway 96 | 0.6 | Collector | 2 | N | N | N | N | 30 | |
| Landolt Avenue | Avenue L | Highway 327 | 0.1 | Local Street | 2 | N | N | N | N | 30 | |
| Cooks Road | Knupple Road | 0.4 miles south | 0.4 | Collector | 2 | N | N | N | N | 30 | |
| | 0.4 miles south | US Highway 96 | 1.1 | Collector | 2 | N | N | N | N | 40 | |
| Gentry Road | Avenue L | Highway 327 | 0.1 | Collector | 2 | N | N | N | N | 30 | |
| | Highway 327 | Knupple Road | 0.6 | Collector | 2 | N | N | N | N | 30 | |
| US Highway 96 | US Highway 96 | Gentry Road | 1.6 | Arterial | 4 divided | N | N | N | 6 ft. | 70 | |
| | Gentry Road | Cooks Road | 1.2 | Arterial | 2 | N | N | N | 6 ft. | 70 | |

paved - yes/no (surface material)

add Condition
good, fair, poor, very poor

# APPENDIX D: DEVELOPMENT REVIEW GUIDELINES

## Review Policy and Procedure

To provide an efficient process for implementing the recommended facility management strategies, a detailed review procedure is recommended, as discussed below.

### Development Application Requirements

All land use actions that either propose direct or indirect access arterial and major collector facilities will need to provide the City of Silsbee with the information outlined below. The city will then inform TxDOT of the intended land use action and provide pertinent review material. These guidelines are intended to ensure that developments do not negatively impact the operation and/or safety of US Highway 96 (business route), State Highway 327, FM 92, FM 418, Roosevelt Drive-Avenue E, MLK Drive-Avenue J, Durdin Road-Knupple Road, Gentry Road, Bonner Street, 16th Street-Marshall Lane, and the propose West Parkway.

A) Applicants must submit a preliminary site plan for review to the City of Silsbee, prior to receiving an access or building permit. At a minimum, the site plan shall illustrate:

1) The location of existing access point(s) on both sides of the road within 300 and 150 feet in each direction for arterial and major collector facilities, respectively.

2) Distances to neighboring constructed public access points, median openings, traffic signals, intersections, and other transportation features on both sides of the property (*this should include the section of roadway between the nearest upstream and downstream collector*).

3) Number and direction of site-access driveway lanes to be constructed, as well as an internal signing and striping plan.

4) All planned transportation features on the adjacent arterial or major collector facility (such as auxiliary lanes or traffic signals).

5) Trip generation data or appropriate traffic studies (See "B" for traffic impact study requirement thresholds).

6) Parking and internal circulation plan.

7) Plat map showing property lines, right-of-way, and ownership of abutting properties.

8) A detailed description and justification of any requested access variances

B) Proposed land use actions, new developments, and/or redevelopments accessing arterial or major collector facilities directly or indirectly (via collector or local streets) will need to provide traffic impact studies to the City of Silsbee and TxDOT if the proposed land use meets one or more of the following traffic impact study thresholds. *A traffic impact study will not be required of a development that does not exceed the stated thresholds.*

- *Trip Generation Threshold* - 100 newly generated vehicle trips (inbound and outbound) during the adjacent street peak hour.
- *Mitigation Threshold* - installation of any traffic control device and/or construction of any geometric improvements that will affect the progression or operation of traffic traveling on, entering, or exiting the adjacent arterial or major collector facility.
- *Heavy Vehicle Trip Generation Threshold* - 20 newly generated heavy vehicle trips (inbound and outbound) during the day.

All traffic impact studies will need to be prepared by a registered professional engineer.

### Jurisdiction Review Items

To provide a thorough land use application review, it is recommended that the City of Silsbee use the following criteria in reviewing an application.

A) Subdivision and site plan review shall address the following access considerations:

1) Is the road system designed to meet the projected traffic demand at full build-out and are the functional roadway classification standards consistent with the proposed use?

2) Is access properly placed in relation to sight distance (i.e., does the driveway location meet both intersection and stopping sight

distance requirements), driveway spacing, and other related considerations, including opportunities for joint or crossover access? Are entry roads clearly visible from the adjacent arterial or major collector facility?

3) Is the frontage for dwelling units on interior residential access streets rather than major roadways?

4) Is traffic movement within the site provided without having to use the peripheral road network?

5) Does the road system provide adequate access to buildings for residents, visitors, deliveries, emergency vehicles, and garbage collection?

6) Does the pedestrian path system link buildings with parking areas, entrances to the development, open space, and recreational and other community facilities?

7) Does the site plan provide for potential future crossover or consolidated access, and/or alternative access?

### Standards for Reviewing Access Variances

Access variances for proposed arterial and major collector site-access driveways or roadways that do not meet the City of Silsbee access spacing criteria will be reviewed by the city public works department. Variances will be allowed under the following conditions:

1) The parcel's roadway frontage, topography, or location would otherwise preclude issuance of a conforming access point.

2) Alternative access (cross-over easement, shared, side-street, and/or rear access) is not available to a parcel.

An approved access variance will provide the parcel with a *conditional access permit*. The conditional access permit will remain valid until a neighboring (adjacent or across the roadway facility) piece of property goes through a land use action or alternative access is provided. The city will then have the right to either relocate the conditional access driveway to align with an opposing driveway, eliminate the access and provide cross-over access, or consolidate the access with an adjacent parcel. This action will require a 60-day notification

period and be fully funded by the City of Silsbee. At no time shall the property be left without access.

### Recommended Conditions of Approval and Necessary Improvements to Evaluate

As part of every land use action, the city will be required to evaluate the potential need of conditioning a development with the following items in order to maintain the existing operation and safety of existing facilities and provide the necessary right-of-way and improvements to develop the future planned transportation system.

1) *Crossover easement agreements* will be required on all compatible parcels (topography, access, and land use) to facilitate future access between adjoining parcels.

2) *Conditional access permits* will be issued on new developments which have proposed access points that do not meet the designated access spacing policy and/or have the ability to align with opposing access driveways.

3) *Right-of-way dedications* will be required to facilitate the future planned roadway system in the vicinity of the proposed development.

4) *Half-street improvements* (sidewalks, curb and gutter, bike lanes/paths, and/or travel lanes) should be provided along site frontages that do not have full-buildout improvements in place at the time of development.