

6 | Growth Strategies

The growth strategies section outlines a number of goals and priorities for the future development of the City. This section, along with other companion sections of this plan, has been created given the best information known of its authors at a given point in time. As such, while there are maps and strategies depicting certain improvements to be constructed, these requirements should be considered not in a vacuum or as absolutes, but as a plan for serving the future growth of the community. The conditions that exist in the future will further influence the appropriateness of the required infrastructure and necessary requirements placed on developments. Considerations may include type of development, timing, location, previous improvements, financial and economic conditions and the like.

Annexation Overview

Annexation is the process of expanding the City's boundaries. In doing so, the City is also required to extend municipal services, regulations, voting privileges, and taxing authority for the purpose of protecting the public's health, safety, and general welfare.

Chapter 43 of the Texas Local Government Code prescribes the process of annexation and defines the two types of local governments that exist in Texas:

- Home-rule: Cities with populations greater than 5,000 people may elect to be a "home-rule" city, which means the city has authority to take any action that is not prohibited by state and federal laws.
- General law: Cities with populations 5,000 or less (or larger cities that have not elected to become a home-rule city), which means the city only has the authority specifically granted by the state. Also referred to as "Dillon's rule" cities.

Waxahachie is a home-rule city; therefore, the City may annex land either voluntarily by petition of the landowner or involuntarily. Benefits of annexation to residents include additional City services and protections, as well as protecting property values in the area by ensuring quality development. Benefits to the City include tax revenue from residents who already use many of the City's services (e.g., parks, roads), among others.

The extraterritorial jurisdiction (ETJ) serves two purposes:

- It prevents a city from annexing land that is within the ETJ of another city. Generally, cities can only annex land that lies within their ETJ, which is determined by population and boundary conflicts. Based on Waxahachie's population, the ETJ would extend two miles beyond the city limits. However, conflicts with the ETJs of surrounding cities may limit Waxahachie's ETJ to a smaller area.
- It allows a city to enforce its subdivision regulations within the ETJ. This gives cities some control over the subdivision and development (especially the construction of public improvements) of land that is currently not incorporated, but that will likely become part of the City in the future.

To summarize Chapter 43 of the Texas Local Government Code:

- The annexation must be contiguous to the city limits. Strip annexations of less than 1,000 feet are prohibited unless initiated by the owner of the land (i.e., voluntary annexations).
- The total amount of land annexed during any calendar year cannot exceed 10 percent of the City's total area as of January 1 of that year. If a city does not annex the full 10 percent during any given year, then the remaining acreage may carry over for use in subsequent years. Including acreage that is carried over from previous years, the area

annexed during a given calendar year cannot exceed 30 percent of the City's total area as of January 1 of the next year. Note that government property and voluntary annexations are not included in the total.

- Public hearings, mailings, and notices in the local newspaper are required to solicit community input prior to the annexation proceedings.
- A three-year municipal annexation plan is required that specifically outlines that these annexations that may occur beginning on the third anniversary of the date of adoption; however, the following rules are provided for certain sparsely populated areas:
 - No annexation plan is required for annexations of fewer than 100 tracts occupied by residential dwellings; however, the municipality must use “generally accepted municipal planning principles and practices” when defining the boundaries of such areas (Section 43.052(i)).
 - All procedural hearings and notifications must be followed and a service plan must be provided.
 - Properties that have an agricultural exemption for tax purposes must be offered a development agreement for a period not to exceed 45 years (Section 212.172(d) and Section 43.035).
- The local government must prepare an annexation service plan for the area to be annexed and make it available as part of the public hearing process. The service plan must provide for the provision of “soft services” (fire/police protection, solid waste collection, park access, etc.) in the annex area and extension and maintenance of “hard services” (infrastructure/capital improvement projects) to the annexation area.
 - “Soft services” must be provided immediately upon annexation.
 - “Hard services” must be provided to the annexed area in a manner consistent with the remainder of the city. Improvements must be substantially completed within two and one-half years (or four and one-half years if reasonably necessary). The city must provide at least the same level of services and maintenance of infrastructure as the remainder of the city when considering topography, land use, and population density similar to those in the annexed area. These requirements do not apply to voluntary annexations.

Surrounding City Limit and ETJ Boundaries

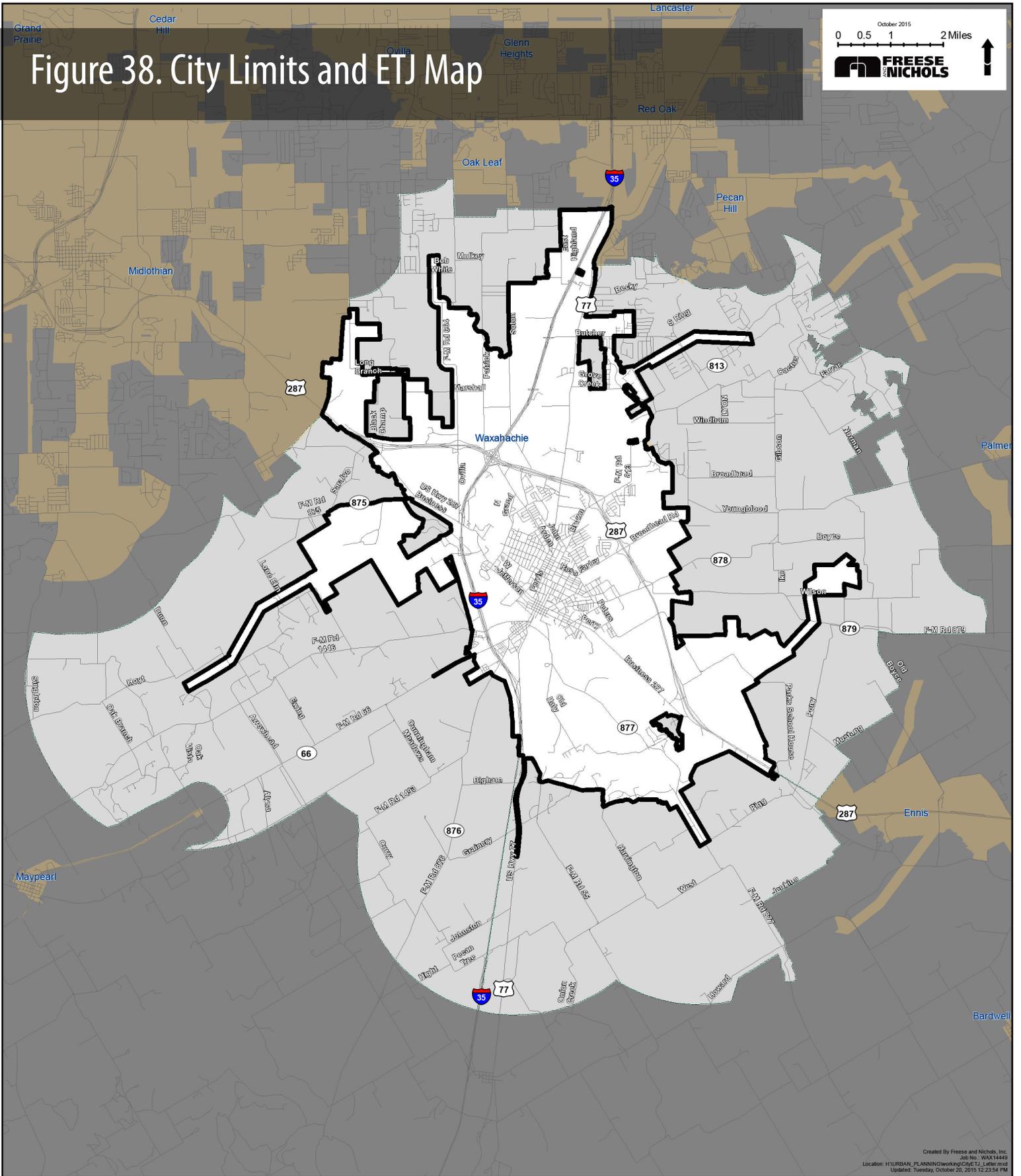
A major physical constraint to growth and annexation are the surrounding city limits and ETJ boundaries, water and wastewater rights of other entities, and the infrastructure necessary for fire protection. As shown in **Figure 38**, Waxahachie will experience these constraints in some areas. Waxahachie's city limits/ETJ to the north abuts the city limits/ETJ of Midlothian, Oak Leaf, Red Oak, and Pecan Hill.

The City has the opportunity to grow within the existing ETJ to the north, but expanding the ETJ in the north is prohibited by boundaries of neighboring municipalities. Growth to the east is similar to the North, where expansion in the existing ETJ is possible. Growth in the south and southwest (south of Midlothian) is generally uninhibited. **Figure 40** shows the growth opportunity areas for Waxahachie. The rest of this chapter discusses the advantages and disadvantages of potential annexation in each area.

Figure 38. City Limits and ETJ Map

October 2015

0 0.5 1 2 Miles



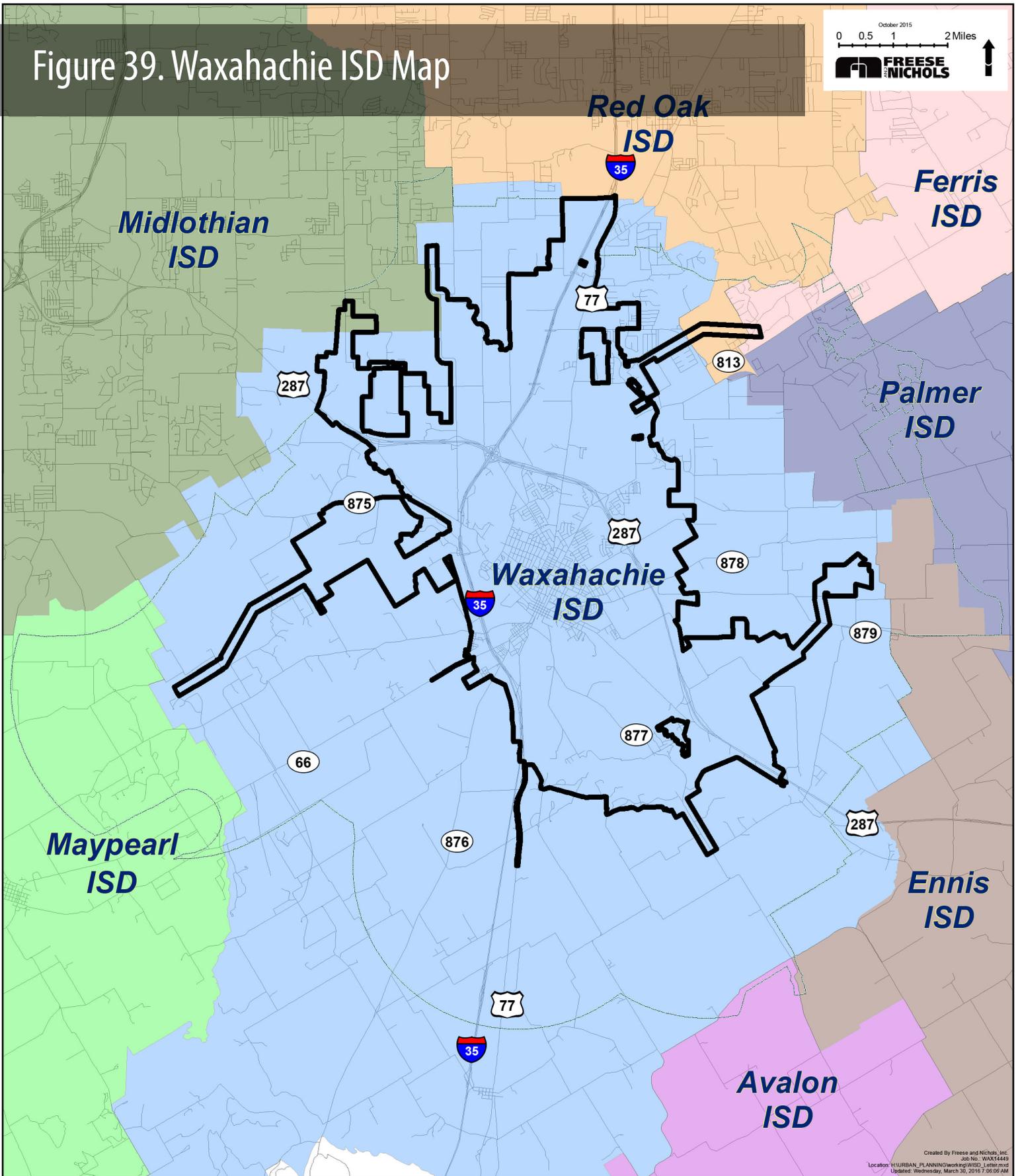
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City of Waxahachie
 2016 Comprehensive Plan
 City Limits and ETJ

-  WaxahachieCityLimits
-  WaxahachieETJ

Figure 39. Waxahachie ISD Map



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City of Waxahachie
 2016 Comprehensive Plan
Waxahachie ISD Map

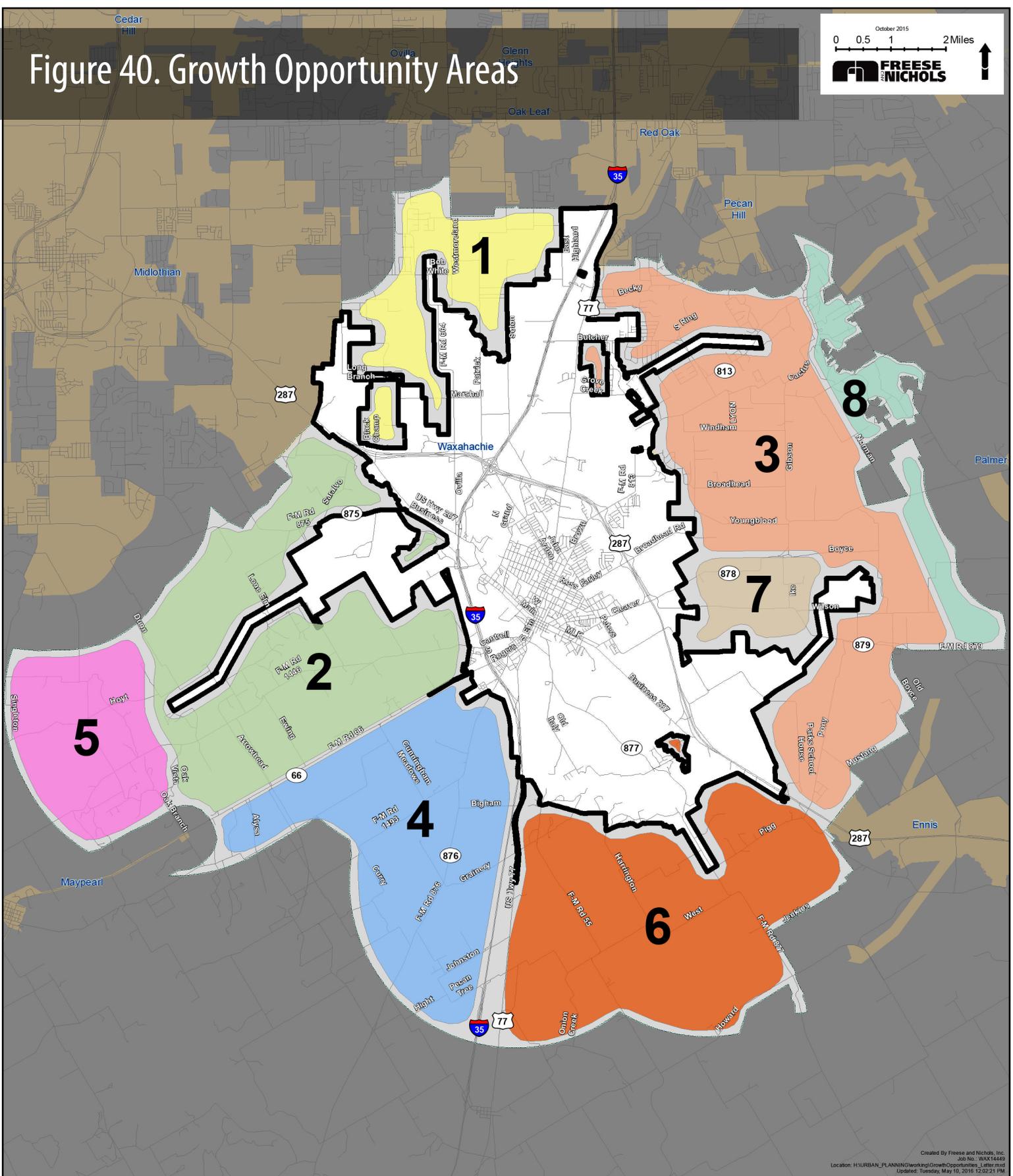
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|--------------|----------------|------------------------|
| Avalon ISD | Midlothian ISD | Waxahachie City Limits |
| Ennis ISD | Palmer ISD | Waxahachie ETJ |
| Ferris ISD | Red Oak ISD | |
| Maypearl ISD | Waxahachie ISD | |

Figure 40. Growth Opportunity Areas

October 2015

0 0.5 1 2 Miles

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City of Waxahachie
 2016 Comprehensive Plan
Growth Opportunity Areas

- | | | | | | |
|--|--------|---|--------|---|--------|
|  | Area 1 |  | Area 4 |  | Area 7 |
|  | Area 2 |  | Area 5 |  | Area 8 |
|  | Area 3 |  | Area 6 | | |

Growth Opportunities

Figure 40 identifies and prioritizes areas within the ETJ as possible future growth opportunities (Area 1 being the highest priority and Area 8 being the lowest priority). Each potential annexation area is unique in terms of development, size, constraints, and other features. The following is a brief outline of each area explaining the benefits of growth, constraints to growth, and the ultimate population of each area based on the future land use.

Target Areas

Area 1

Area 1 includes approximately 5,700 acres in the northern portion of Waxahachie's ETJ and is experiencing growth. Area 1 has access to City wastewater, but the water CCN rights are with Sardis Lone Elm WSC. Since the west side of IH-35E is a high priority, and this area has a planned roadway connection to the airport, this area is important to annex for growth management purposes. If land isn't annexed, then the northern east-west airport connection and future land uses may not occur. It is likely that water CCN rights will need to be purchased or negotiated to secure the maximum benefit of annexing this area.

Area 2

Area 2 includes approximately 13,500 acres in the western portion of Waxahachie's ETJ. This area is north of Area 4 and has limited access to City utilities. The current Waxahachie city limits extends far into Area 2 and would allow the City to maximize their existing infrastructure; however, much of the area's water and wastewater is under the jurisdiction of both the Buena Vista - Bethel SUD and the Sardis Lone Elm WSC. For the City to maximize their benefit of annexing this area, CCN rights would have to be purchased or negotiated. The most important element to this area is enacting land use controls and code enforcement along IH-35E, similar to Area 6.

Area 3

Area 3 includes approximately 17,000 acres in the eastern portion of Waxahachie's ETJ. Area 3 has some constraints to future growth because of ETJ boundaries of surrounding cities; however, there are some areas within Area 3 that are possibly appropriate for annexation. Rocket Special Utility District (SUD) also holds the CCN rights in this area, which adds another challenge to annexation.

Area 4

Area 4 includes approximately 11,500 acres in the southwest portion of Waxahachie's ETJ. The land is very rural with little development. This area is significant because it has large amounts of vacant land adjacent to IH-35E, which can have a major impact on the development of the City. This area also has the physical constraint of the creek and floodplain areas that extend from nearby Lake Waxahachie. The small amount of development in this area is primarily along FM 66 and around the area of the Scarborough Renaissance Festival. The City's Wastewater Collection Master Plan shows future service to Area 4; however, due to the lack of CCN rights (Buena Vista - Bethel SUD holds the CCN) this area will be very costly to annex and service. It would be difficult for development to obtain the level of City standards because of the lack of services.

Area 5

Area 5 includes approximately 5,700 acres in the far western portion of Waxahachie's ETJ. This area is to the west of Area 2 and has some existing single-family development, meaning that there is existing limited access to utilities. As shown in the City's Wastewater Collection Master Plan, future wastewater service is proposed to Area F but the Water Distribution Plan shows no signs of future water service in the area.

Area 6

Area 6 includes approximately 14,500 acres in the southern portion of Waxahachie's ETJ. The land is rural with very little development. According to the City's Water Distribution Map there is a proposed 1.5 MG elevated storage tank south of Lake Waxahachie. The City's Wastewater Collection Master Plan shows potential services to Area 6, but would require an additional wastewater treatment plant. This potential infrastructure would allow this area to develop at a faster rate. The proximity to Lake Waxahachie also adds value to the area and makes it more attractive to potential developers and homeowners. Annexation of this area would also allow the City to enact code enforcement along the IH-35E corridor. Note, the construction of a regional wastewater treatment west of Ennis is being evaluated and could open the area to more development opportunities.

Area 7

Area 7 is located between Area 3 and the eastern city limits and is approximately 2,800 acres. This is the smallest potential growth area. Half of the area is served by the City of Waxahachie and the other half by Rockett SUD. This area may be difficult to obtain the CCN rights in; therefore, it is low in priority on the potential annexation list.

Area 8

Area 8 is in the far eastern portion of Waxahachie's ETJ to the east of Area 3 and includes approximately 3,500 acres. This growth area is ranked as last in priority because it would be difficult to supply water to. Most of Area 8 is served by Rockett SUD. Additionally, the area is small in acreage compared to the rest of the opportunity area; therefore, it would not be beneficial for the City to annex in this area.

Water and Wastewater Utilities

It is important to note that much of the unincorporated land surrounding Waxahachie is under the jurisdiction of various water and sewer entities that hold the CCN rights. According to the Public Utility Commission of Texas, “a Certificate of Convenience and Necessity (CCN) gives a CCN holder the exclusive right to provide retail water and/or sewer utility service to an identified geographic area. Chapter 13 of the Texas Water Code requires a CCN holder to provide continuous and adequate service to the area within its CCN boundary. Municipalities and districts normally are not required to have a CCN; however, some municipalities and districts do have a CCN. A district or municipality may not provide services within an area for which another utility holds a CCN unless the district or municipality has a CCN itself for that area.” The following water suppliers have CCN rights in areas surrounding Waxahachie and cooperative relationships will need to be formed with them. **Figure 41** shows the CCN boundaries in the Waxahachie area.

Buena Vista-Bethel (Special Utility District) SUD

- Established in 1964 as a Water Supply Corporation (WSC)
- Became a SUD in 1992
- Four deep wells and pump stations in the Trinity Sands Aquifer
- Additional pump station for emergency tie-in with the City of Waxahachie
- Serves approximately 1,500 in the service area

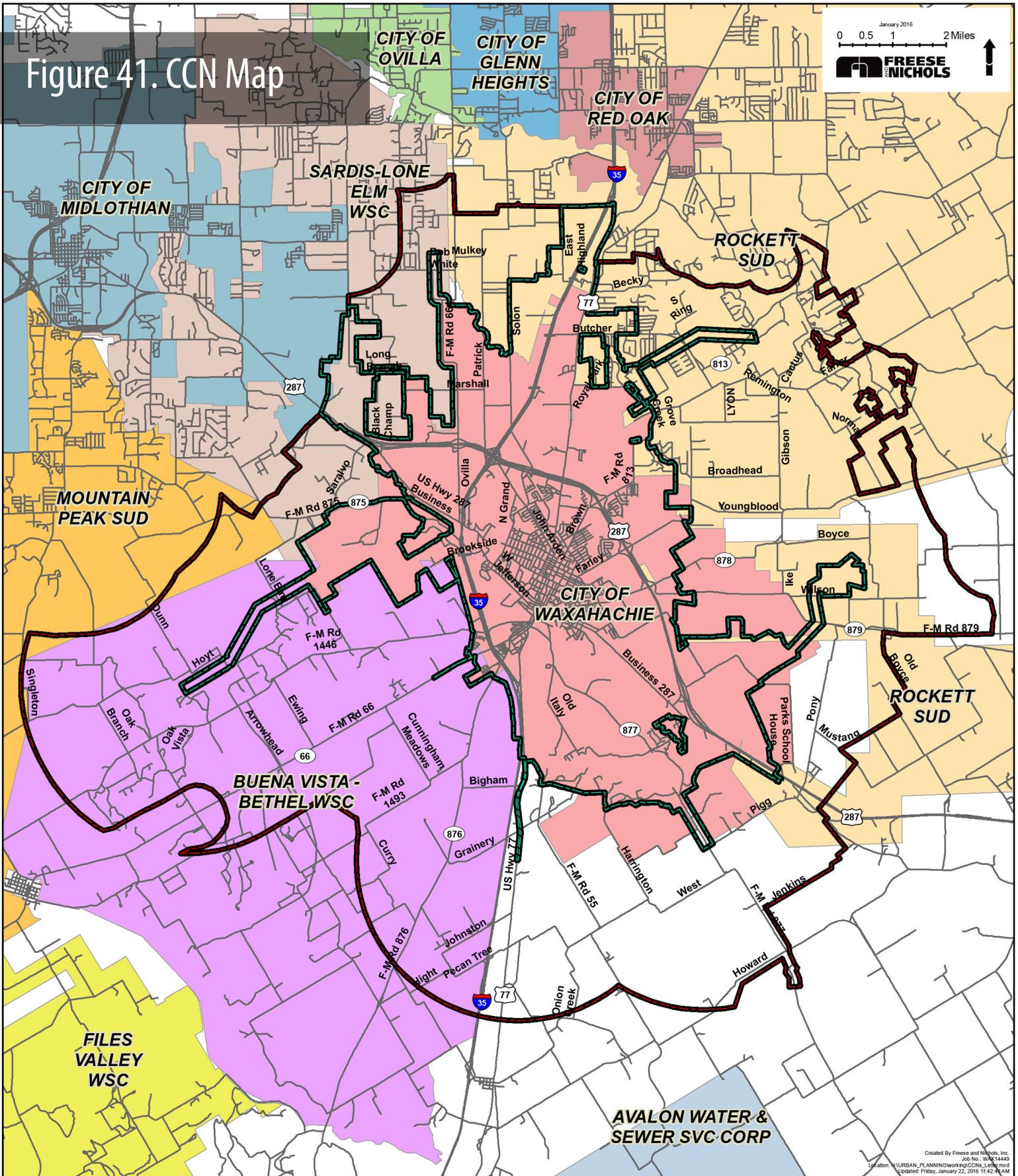
Sardis Lone Elm WSC

- Created in 1964
- Over 4,800 active members
- Over 200 miles of water mains and more than 800 fire hydrants
- Ground storage capacity of 2.5 million gallons
- Elevated storage capacity of 1.6 million gallons
- Production capacity is 7 million gallons /day with a high service pump capacity of 9,000 gallons/minute

Rockett SUD

- Established in 1965s
- Became a SUD in 1989
- 2.8 million feet (570 miles) of distribution piping in the service area
- 11.6 million gallons of existing ground storage and elevated storage
- Approximately 12,000 customers in the service area

Figure 41. CCN Map



January 2016
 0 0.5 1 2 Miles
FREESSE NICHOLS



City of Waxahachie
 2016 Comprehensive Plan
CCN Map

Legend

-  Waxahachie City Limits
-  Waxahachie ETJ

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Future Population

Increased demand for all types of land uses must be taken into account when establishing the City's Future Land Use Plan. This increased demand is inevitable with population growth and subsequent increases in economic demand. The ultimate population capacity and population projections contained herein will also assist in planning the City's future facilities and infrastructure needs.

Past Growth Rates

A City's past growth rates are often the best indicator of future growth rates. **Table 17** shows Waxahachie's population, numerical change, and compound annual growth rate by decade. Waxahachie experienced a large population growth from 2000 and 2010, and has grown at a consistent rate since 1990.

Table 17. Compound Annual Growth Rate (CAGR)

Year	Population	Change	CAGR
1980	14,642	---	---
1990	18,168	3,526	2.18%
2000	21,426	3,258	1.66%
2010	29,621	8,195	3.29%

Source: U.S. Census

Ultimate Capacity— 494,036

The ultimate capacity, or build out, of the **Future Land Use Plan Map** refers to the number of people that could potentially live within the planning area if the City were to develop exactly as it is portrayed. The reality is that many changes will likely occur to the Future Land Use Map over time and the planning area encompasses a huge amount of vacant land that will take generations to develop. The ultimate capacity, therefore, is primarily used for infrastructure estimates and helps to put some numbers behind the colors in terms of how many people could fit within the planning area.

The ultimate capacity is calculated by taking all of the vacant residential areas of the City. The vacant areas are multiplied by approximated dwelling units per acre, persons per household and occupancy rates to calculate how many new residents the Future Land Use Plan can accommodate. New residents are added to the existing population to reach the ultimate capacity. In order to guide the City in planning for how many people may ultimately need to be supported, an assessment of Waxahachie's ultimate population capacity is provided within **Table 18**.

Table 18. Ultimate Capacity

Vacant Residential Land Use	City Limits	ETJ	Planning Area	ROW Reduction	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	Future Projected		
								Housing Units	Households	Population
Estate Residential	1,972	18,822	20,794	10%	1.0	92.0%	2.78	18,715	17,217	47,864
Low Density Residential	9,950	40,942	50,892	30%	3.5	92.0%	2.78	124,685	114,711	318,895
Medium Density Residential	69	0	69	30%	8.0	92.0%	2.80	386	355	995
High Density Residential	211	63	274	15%	18.0	92.0%	2.81	4,192	3,857	10,838
Mixed Use Residential*	624	0	624	15%	10.4	92.0%	2.81	5,516	5,075	14,260
Mixed Use Non-Residential*	1,669	369	2,038	15%	2.6	92.0%	2.81	4,504	4,144	11,644
Added Future Population								157,999	145,359	404,497
Current Population (2015)										33,321
Ultimate Population Capacity for Planning Area										437,818

Source: U.S. Census, 2008-2012 ACS 5-Year estimates, FNI Data

(1) Dwelling Unit Per Acre (Net Acreage)

(2) Occupancy Rate- 2008-2012 American Community Survey 5-Year Estimates (DP04)

(3) Person Per Household- 2008-2012 American Community Survey 5-Year Estimates (DP04)

*Note that the Mixed Use Residential and Mixed Use Nonresidential categories are a blend of nonresidential and higher density residential uses. This estimate assumes that 80% of the acreage of Mixed Use Residential and 20% of the acreage of Mixed Use Nonresidential type will be used for residential purposes at a density of 13 dwelling units per acre, resulting in 10.4 and 2.6 dwelling units per acre overall, respectively.

Fifty Year Population Plan

In order to establish population projections, past growth rates and anticipated future development must be observed. **Table 19** shows four different growth rate scenarios projected through 2065, in five year increments. The 1.5% growth rate is a very conservative estimate, and is more similar to the City’s recent growth history. The 3.5% and 4.0% projections are slightly more aggressive, but not too far off from the City’s previous growth trends.

As noted in **Table 18**, the ultimate capacity Waxahachie is able to sustain is approximately 494,000 residents. As shown in **Table 18**, the ultimately capacity will not be reached by any of the four growth projections within the next 25 years.

In this case, the best scenario of population projections would be the 2.5 growth rate because of its practicality. This is due to its close resemblance to the current growth trends of the City and County, which can be seen in **Table 1**.

It is important to keep in mind that the population projections can be impacted by a number of factors; therefore, it is important for the City of Waxahachie to closely monitor the growth rate.

Table 19. Growth Rate Scenarios

Year	Growth Rate Scenarios			
	1.5%	2.5%	3.5%	4.0%
2015*	33,321	33,321	33,321	33,321
2020	35,896	37,700	39,575	40,540
2025	38,670	42,654	47,003	49,323
2030	41,659	48,259	55,824	60,009
2035	44,879	54,600	66,302	73,010
2040	48,347	61,775	78,746	88,828
2045	52,083	69,893	93,525	108,073
2050	56,109	79,078	111,079	131,488
2055	60,445	89,468	131,926	159,975
2060	65,116	101,226	156,687	194,634
2065	70,149	114,528	186,095	236,802

*Recommended
Growth Rate:*
2.5%

Projections by Growth Area

Table 20. Ultimate Population - Area 1

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	Households	Population
LDR	4,125	3.5	97.8%	2.81	30%	10,106	9,884	27,774
Ultimate Capacity within Area 1						10,106	9,884	27,774
Current (2016) Population in Area 1						746	730	2,050
Ultimate Population Capacity in Area 1						10,852	10,614	29,824

Source: U.S. Census & FNI Data

(1) Dwelling Unit Per Acre (Net Acreage)

(2) Occupancy Rate - 2009-2013 American Community Survey 5-Year Estimates (DP04)

(3) Person Per Household - 2009-2013 American Community Survey 5-Year Estimates (DP04)

(4) Percentage of "Vacant Acres" subtracted for roadways

Table 21. Ultimate Population - Area 2

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	Households	Population
LDR	2,441	3.5	97.8%	2.81	30%	5,980	5,849	16,435
Ultimate Capacity within Area 2						5,980	5,849	16,435
Current (2016) Population in Area 2						460	450	1,264
Ultimate Population Capacity in Area 2						6,440	6,299	17,700

Table 22. Ultimate Population - Area 3

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	Households	Population
ER	16	1.0	97.8%	2.81	10%	14	14	40
LDR	13,715	3.5	97.8%	2.81	30%	33,602	32,863	92,344
Ultimate Capacity within Area 3						33,602	32,863	92,383
Current (2016) Population in Area 3						2,293	2,243	6,302
Ultimate Population Capacity in Area 3						35,895	35,105	98,685

Table 23. Ultimate Population - Area 4

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	House-holds	Population
LDR	5,720	3.5	97.8%	2.81	30%	14,014	13,706	38,513
Ultimate Capacity within Area 4						14,014	13,706	38,513
Current (2016) Population in Area 4						334	327	918
Ultimate Population Capacity in Area 4						14,348	14,032	39,431

Table 24. Ultimate Population - Area 5

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	House-holds	Population
LDR	2,490	3.5	97.8%	2.81	30%	6,101	5,966	16,765
HDR	63	24.0	92.9%	2.75	15%	1,285	1,194	3,283
Ultimate Capacity within Area 5						7,386	7,160	20,049
Current (2016) Population in Area 5						55	54	151
Ultimate Population Capacity in Area 5						7,441	7,214	20,200

Table 25. Ultimate Population - Area 6

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	House-holds	Population
ER	1,924	1	97.8%	2.81	10%	1,732	1,694	4,759
LDR	9,165	3.5	97.8%	2.81	30%	22,454	21,960	61,708
MUN	213	2.6	92.0%	2.81	15%	471	433	1,217
Ultimate Capacity within Area 6						24,657	24,087	67,684
Current (2016) Population in Area 6						725	709	1,992
Ultimate Population Capacity in Area 6						25,382	24,796	69,676

Table 26. Ultimate Population - Area 7

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	House-holds	Population
ER	684	1	97.80%	2.81	10%	616	602	1,692
LDR	7,956	3.5	97.8%	2.81	30%	19,492	19,063	53,568
MUN	12	2.6	92.0%	2.81	15%	27	24	69
Ultimate Capacity within Area 7						19,998	19,556	55,328
Current (2016) Population in Area 7						334	327	918
Ultimate Population Capacity in Area 7						20,332	19,883	56,246

Table 27. Ultimate Population - Area 8

Vacant Residential Land Use	Vacant Acres	DUA ⁽¹⁾	Occ. Rate ⁽²⁾	PPH ⁽³⁾	ROW ⁽⁴⁾	Future Projected		
						Housing Units	Households	Population
ER	12,710	1.0	97.8%	2.81	10%	11,439	11,187	31,436
MUN	113	2.6	92.0%	2.81	15%	250	230	646
Ultimate Capacity within Area 8						11,689	11,417	32,082
Current (2016) Population in Area 8						380	372	1,044
Ultimate Population Capacity in Area 8						12,069	11,789	33,126

Table 28. Summary of Ultimate Population by Growth Area

Area	Ultimate Capacity
1	29,824
2	17,700
3	98,685
4	39,431
5	20,200
6	69,676
7	56,246
8	33,126
TOTAL	364,888

Growth Rationale

Analyzing the persons per square mile is one way to measure the validity of future growth comparisons. It is also helpful to compare the persons per square mile to nearby cities. Waxahachie currently has a persons per square mile of approximately 2,800 persons for its developed land (land within the city limits). Using the City’s ultimate capacity, Waxahachie would have a persons per square mile of approximately 3,000 when it grows to fill out its city limits and ETJ area (i.e., the planning area). Compared to others cities, this ultimate population would put Waxahachie around or below the persons per square mile for nearby and peer communities. Even though the ultimate capacity will most likely not be reached, this estimate is still practical based on the comparisons to other cities. The following table provides information regarding persons per square mile for Waxahachie and several communities. The first section details the various ways to view Waxahachie’s persons per square mile. The second section lists current population, square miles within the city limits, and persons per square mile. The third section shows ultimate capacity projections (future projections), projected land areas (city limits and ETJ), and the resulting persons per square mile.

Table 29. Persons per Square Mile Comparisons

City	Square Miles	Population	Persons per Square Mile
Analysis of Waxahachie			
Waxahachie – Current	11.9 (Total of developed land within the city limits)	33,300 (Current Population)	2,800
Waxahachie – Current	48.6 (Total of all land within the city limits)	33,300 (Current Population)	700
Waxahachie – Future (2065 Projection)	166.5 (Total of all land within the city limits and ETJ)	114,500 (2065 Projection)	700
Waxahachie – Future (Ultimate Capacity)	166.5 (Total of all land within the city limits and ETJ)	494,000 (Ultimate Population)	3,000
Current Comparisons (All Land within the City Limits)			
Midlothian	53.9	21,600	400
Waxahachie	48.6	33,300	700
Ennis	18.4	18,500	1,000
Cedar Hill	35.8	46,400	1,300
McKinney	62.9	131,000	2,000
Grand Prairie	81.1	183,000	2,300
DeSoto	21.6	51,100	2,400
Ultimate Capacity Comparisons			
Waxahachie	166.5	494,000	3,000
DeSoto	21.6	78,000	3,600
McKinney	94.3	358,000	3,800
Highland Park	2.2	8,900	4,000
University Park	3.75	24,000	6,400

Expansion Considerations

As the City continues to manage its growth, it is essential to evaluate the community's priorities along with situational characteristics to ensure that future expansions are logical, desirable, and fiscally responsible. One important concept to keep in mind is that "development" is not always synonymous with "progress". The goal of annexation is to protect the health, safety, and welfare of the community, not necessarily to increase population or density.

Annexation can also be a useful tool for preserving low density or rural areas, which could be a major asset for Waxahachie due to its proximity to the DFW Metroplex and the rapidly occurring growth. Infill can be encouraged for growth to take place without annexation. There is a strong interest in preserving Waxahachie's character, promoting quality development, and ensuring fiscal responsibility – all of which are supported by encouraging growth to occur near the existing core of the City rather than on the periphery. The City's zoning regulations and code enforcement regulations will apply to any land that is annexed into the city limits, allowing the City to require quality building materials and design, limit outside storage and display, and other strategies to promote a positive identity for Waxahachie. The remaining areas of the ETJ should be evaluated by the fiscal, aesthetic, and social impacts of annexation.

Development vs. Progress

"Development tends to mean more building and business. Progress, on the other hand, means improvement... development never results in progress... sometimes towns have no choice but to accept development... sometimes, however, towns have a choice."

-Glenn Alan Cheney, 2005

Infrastructure Financing

Another way to encourage development and create infrastructure is through a Public Improvement District (PID). A PID is an area where a special assessment is created at the request of the property owners. The owners pay additional taxes to be used for services and infrastructure beyond existing city services. Waxahachie currently has a successful example of a PID through the creation of North Grove master planned community. These areas are typically created through Planned Development zoning; therefore, additional design standards can be created. This type of infrastructure financing is encouraged in Waxahachie because it allows the developer to create amenities and services specific to a development without placing an undue burden on the City to maintain these specific amenities and services.

Outdoor Warning System

The City of Waxahachie maintains an Emergency Management Plan and program that has been approved by the Texas Division of Emergency Management (TDEM) and meets Federal Emergency Management Agency (FEMA) standards. The City works continuously with Ellis County and neighboring jurisdictions to address public safety issues related to disaster planning, response, recovery, and mitigation. One such mitigation effort is the development of a Mitigation Action Plan.

In late 2015, the Ellis County Hazard Mitigation Action Plan was completed. The City of Waxahachie was a leading participant in this plan and passed a resolution adopting it in November 2015. The Mitigation Action Plan is a necessary component of emergency management that identifies and assesses hazards which threaten human life and public and private property as well as providing a recommendation for reducing or eliminating those threats.

The Federal Emergency Management Agency (FEMA) required each participating community to adopt Action Items to keep the Mitigation Action Plan active and useful. One such Action Item addressed the City's Outdoor Warning System (OWS). The City currently operates 16 sirens that are located at or near outdoor gathering areas such as public parks or schoolyards (see attached map). These are non-rotating mechanical sirens and have an effective warning radius of 3500 to 6000 feet, depending on model, terrain, and other factors. Each site occupies approximately 10'x10' of land and requires three phase 460 volts.

While conducting the Hazard Assessment for Waxahachie, it was revealed that the size and placement of the OWS had remained static in spite of growth throughout the city. The Mitigation Planning Team recommended an immediate expansion of the system to cover the new areas of development as well as the implementation of an expansion plan to keep pace with future growth (Ellis County Hazard Mitigation Planning Team, 2015, pp. 5-73).

Meeting the objectives of this OWS Expansion Action Item requires careful thought and consideration to ensure growth areas are located within an effective warning radius. In order to efficiently operate the OWS into the future, the system expansion should be considered when new land is proposed for development.

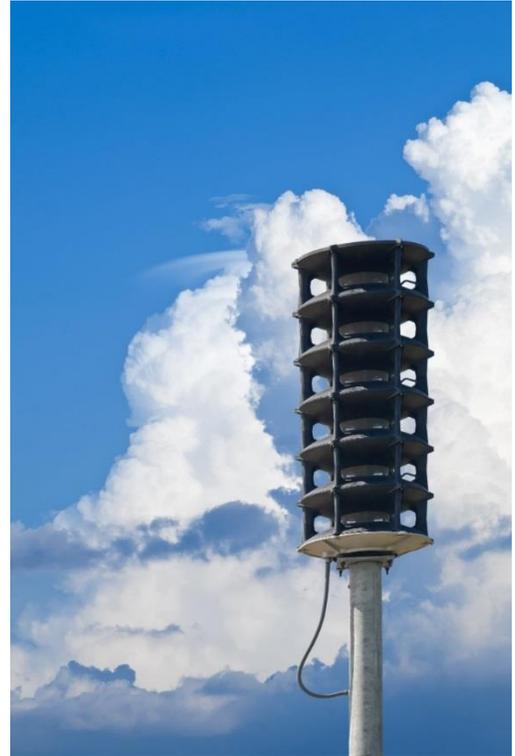
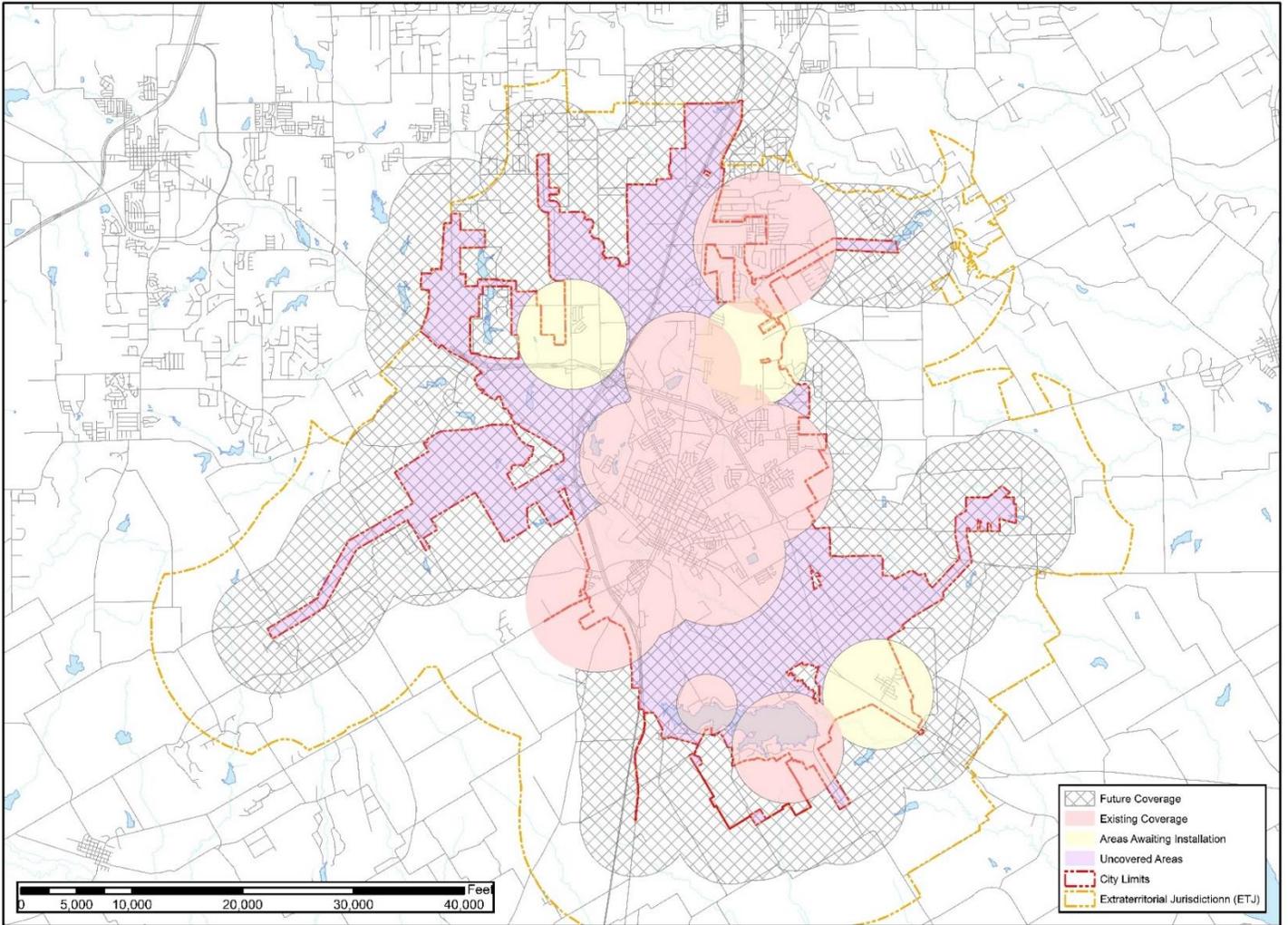


Figure 42. Siren Distribution Map



Growth Policies

1. Establish ETJ boundary agreements with surrounding cities.

West Side of IH-35E IH-35E Rebuild Mid-Way Airport **Growth Strategies** Trail Connections Medical Center District Roadways

To facilitate orderly development, ensure responsible growth, and plan for infrastructure service areas and needs, the City should develop ETJ boundary agreements with nearby cities – specifically the City of Midlothian and the City of Maypearl appear to be the priority with current growth patterns. Establishing the boundaries will make planning for future infrastructure and capacity easier to predict.



The City should approach the surrounding communities and work collaboratively to identify areas where each community can or should grow. Factors to consider when the communities are evaluating agreed upon ETJ boundary lines include the following:

- Whether independent school district (ISD) boundary line make appropriate ETJ boundary lines,
- Who has the CCN rights for the area, and
- What city can provide the needed infrastructure given the topography of the area, pressure plains, and development pattern, etc.

2. Develop annexation strategies to ensure responsible growth.

West Side of IH-35E IH-35E Rebuild Mid-Way Airport **Growth Strategies** Trail Connections Medical Center District **Roadways**

The City should pursue a gradual but sustained program of annexing some land each year. While it is often desirable to annex more land into the City to ensure quality development, it is important that the City is able to adequately serve these areas without negatively impacting the existing community.

- Consider a growth management study that would provide a more detailed analysis of the impacts of annexation by specific area
- Follow a strategic annexation program so the City will be better able to assess which areas to serve with public facilities and municipal services
- Conduct an annual assessment to determine how much land is being absorbed by development, its proximity to existing services, and its impact upon the City's budget



3. Identify which roadways needs to be built or upgraded through a Capital Improvement Program.

West Side of IH-35E **IH-35E Rebuild** Mid-Way Airport **Growth Strategies** Trail Connections **Medical Center District** **Roadways**

In order to promote development in the targeted area, the City can build new roadways or upgrade existing roadways to promote and encourage development.

- Develop a roadway Capital Improvement Program (CIP) to prioritize the roadway needs within the city limits and ETJ
- Plan new roadways and improvements in a fiscally responsible manner and time-frame



4. Maintain coordination between the Future Land Use Plan and infrastructure planning.

West Side of IH-35E IH-35E Rebuild Mid-Way Airport **Growth Strategies** Trail Connections Medical Center District Roadways

One plan does not have to predicate the other. Instead, the plans should be coordinated so that quality development happens in Waxahachie. The City should not plan infrastructure in hopes that development will occur or in areas where development is undesirable.

- Use the Future Land Use Map (and Growth Opportunities Map) to identify target areas for development
- Incentivize development in the target areas
- Require developers to pay for infrastructure in other areas



5. Only allow on-site sewage facilities (OSSF) where City infrastructure does not exist.

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If the City has provided wastewater service in an area then an OSSF should generally not be allowed. This is to ensure that developments are connected to City utilities and are receiving the highest quality service.

- Existing OSSFs should be required to connect within a certain distance of the utility line, or if the lot size is inadequate for supporting an OSSF.
- As discussed in policy 3, new developments should be incentivized in the target areas and required to provide the necessary infrastructure to connect to City utilities.
- In areas that the City does not plan to develop, OSSFs should be allowed since the City will extend infrastructure. The OSSF should conform to Ellis County standards.



6. Continue to monitor the progress of a proposed wastewater treatment plant (located west of Ennis) and explore the possibility of Waxahachie utilizing this facility and the possible impacts it can have on development in the southern growth area.

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A regional wastewater treatment plant located west of Ennis could expand the capacity of Waxahachie's wastewater system. This plant is a potential opportunity for changes to the land uses in the southern planning area. The southern planning area has been planned for low density residential uses (large lot development with septic tanks) because the infrastructure needed to provide wastewater services is cost prohibitive. The area's lower topography would require numerous lift stations for the City to build and maintain.

However, if the new plant is built and Waxahachie has access to its services, then the southern area can be reevaluated to determine if the residential density should be increased and wastewater services should be provided. This would allow increased development near the lake. The City should closely monitor the progress of the regional wastewater treatment plant and coordinate wastewater master planning efforts. Regardless of whether any land use changes occur, Waxahachie's wastewater master planning efforts should be coordinated with any regional efforts.



7. Proactively evaluate CCN agreements and purchases as annexations occur

West Side of IH-35E IH-35E Rebuild Mid-Way Airport **Growth Strategies** Trail Connections Medical Center District Roadways

To ensure that efficient water/wastewater can be provided, the City should proactively evaluate CCN agreements and purchases as annexation occur. Before an area of land is annexed, City staff should evaluate the feasibility of acquiring the CCN rights or establishing an agreement with the existing water/wastewater provider. It is critical to maintain on-going relationships with the water/wastewater entities surrounding Waxahachie. Acquiring CCN rights as annexation occurs will allow the City to adequately serve the needs of the new residents and will help to keep the City's infrastructure capabilities in line with the demand.



8. Continue to focus on the development of the IH-35E south corridor

West Side of IH-35E IH-35E Rebuild Mid-Way Airport **Growth Strategies** Trail Connections Medical Center District Roadways

The IH-35E south corridor is a key entryway into the City from the south and is the first impression of the City to visitors. This area should remain a high priority for annexation along IH-35E in an effort to help create an inviting and attractive corridor.

