# DOWNTOWN PLAN

# BLUE PRINT FOR A DOWNTOWN VILLAGE



TOWNSCAPE, Inc.

Newman Jackson Bieberstein Kelly and Associates

November 2004

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### **Downtown Rockwall**

AN URBAN VILLAGE

#### BACKGROUND

#### **HISTORY**







TOP AND MIDDLE: ORIGINAL COURTHOUSE CONSTRUCTED IN 1878. BOTTOM: ORIGINAL RETAIL ON EAST SIDE OF COURTHOUSE SQUARE.

In the 1850's, while digging a well, early settlers discovered an underground stone wall which appeared to be constructed by prehistoric man (a conclusion that has been debated over time), hence the name "Rockwall" became the identity for the settlement. On April 17, 1854, Elijah Elgin filed the original plat granting the public square and existing streets high on a hill overlooking the East Fork of the Trinity River. These forty acres of land was part of the 572 acre homestead of B.F. Boydstun who had obtained his title in 1848. Boydstun sold 132 1/2 acres to W.B. Bowles on June 24, 1852. Thus, the founders of the town to be known as Rockwall, Texas were Elgin, Bowles and Boydstun. Shortly thereafter, the US Post Office moved from Heath to Rockwall and the Masonic Hall was built on the Town Square. The first school was housed in the lower floor of the Masonic Hall, the first drugstore was established and John Heath left his farm in Heath and opened a general store in Rockwall. At the time, the new town was in Kaufman County. Rockwall County was established in April 1873 and the town of Rockwall was incorporated in 1874.

The County's first Courthouse was located in a building situated on the southeast corner of the present county square. On March 16, 1875, fire destroyed the Courthouse building and all records were lost. A new wooden Courthouse building was constructed in 1878 and the commissioner's court wisely provided for the construction of a separate stone building to house the county clerk and county records. That office and the county's records were saved in 1891 when a fire destroyed the county's second Courthouse building. In 1892, construction began on a new Courthouse constructed of native sandstone and built on the site of the present day Courthouse. The sandstone remained strong and firm but the crumbling mortar caused the second story court room and offices to be condemned several years prior to the destruction of the building. Many inspections and much study concerning repairs were delivered before the building was razed in 1940



and construction began on the present day Courthouse. The present day Courthouse was constructed in 1940 with help from the WPA program instituted by President Roosevelt in the 1930s.

The need for additional space for county offices fostered by the county's growth led in 1982 to the purchase of a building at the corner of Rusk and Fannin Streets and the relocation of certain county officials to that building, which was designated the "Rockwall County Court House Annex."

Rockwall is a blend of historic structures and 19th Century storefronts on the town square that surround

the historic courthouse. The courtesies and small town atmosphere of the first merchants are still alive and well in present day downtown Rockwall.

#### **CURRENT PLANNING**

#### COMPREHENSIVE PLAN

The City of Rockwall, Texas has evolved through a colorful history, from frontier outpost on the East Fork of the Trinity to prosperous farming and railroad town at the turn of the century. It saw stagnation through the Great Depression and World War II, and then renewed prosperity as it became a part of the economy of a vast metropolitan region with the advent of commuting, and the construction of Interstate Highway 30 and Lake Ray Hubbard. Each period left an indelible stamp on the growth patterns and physical form of the city.

Recently, Rockwall has found itself in a period of unprecedented growth, with its population having quadrupled to over 20,000 residents since 1980. Yet much of Rockwall retains a small town character and charm highly valued by residents and businesses that have chosen to make it home. Rockwall's immediate and long-term challenge is to maintain the positive qualities of the town cherished by its citizens while accommodating inevitable growth and change.

In 2001, the City adopted a new Comprehensive Plan called "Hometown 2000." The plan focused on the extraordinary growth pressures that the City of Rockwall was under. This Plan updated the City's previous planning efforts with a special emphasis on those areas of concern most directly concerned with the physical form of the city: land use, urban design, open space and parks, and transportation.



View of Downtown Church Steeple from SH 66

The principles and policies embodied in the Plan collectively describe a future for Rockwall that build on its heritage, its unique setting, and its prized small town character. This future is described by the HomeTown 2000 Plan's Citizen's Advisory Committee in their overall vision statement for the community—

We envision a Rockwall...

that retains and builds upon its charming Texas small town ambience, as expressed in its historic architecture, its Old Town Square, its tree-lined streets and its traditional neighborhoods;

that welcomes and accommodates growth and change in a manner that builds upon our distinctive sense of place, the wise use of our community resources, our community spirit and our quality of life;

that is a true lakefront community taking maximum advantage of our dramatic site, our shore lands, and our views to and from the water;

that takes maximum advantage of our rolling topography, our wooded areas and our creek valleys to help shape a distinctive town character;

that is an attractive, memorable place--one of Texas' most desirable, admired and emulated communities;

that is a great HomeTown!

#### **ZONING ORDINANCE**

In May of 2004, the City adopted a new Zoning Ordinance which implemented many of the policies established in the Comprehensive Plan. In particular, it --

- Implemented development standards that reinforces the "Home Town" character
- Streamlined Procedures
- Consolidated and organized the ordinance to make it more user-friendly
- Provided for more administrative and Planning Commission reviews and approvals in order to expedite quality development
- Will result in more "Sustainable" Development

The CBD (Downtown) District was not significantly affected. It will be modified based on approval of this *Downtown Plan*.

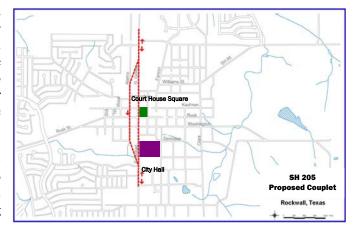
#### SH 66 AND SH 205

Goliad.

Plans for the SH 66 and SH 205 couplets have a great impact on the Downtown. They affect the "comfort" and safety of streets, and the ability of pedestrians to circulate to take advantage of shopping and dining. They also affect the ability to close downtown streets for special events like the highly successful Cruise and Blues Festival.

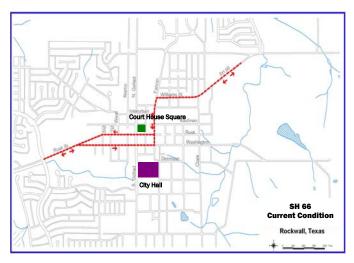
The current plan for SH 205 calls for a 1-way couplet between N. Goliad and N. Alamo in the area of the Downtown. This arrangement will improve the existing conditions by making N. Goliad 1-way and

therefore easier for pedestrians to cross. There would continue to be no curb-side parking along N.



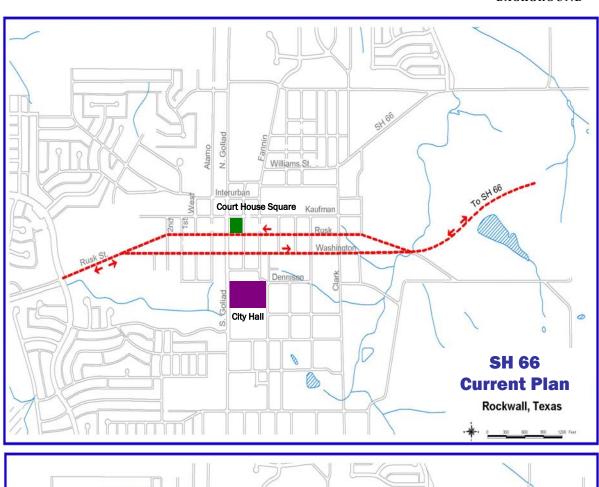
The current plan for SH 66 calls for a 1-way couplet between Rusk and Washington. (See Figure 1 SH 66 Alternative Concepts) In fact the roadway has already been improved between the lake and N. Goliad. However, it continues to place 1-way automobile and truck traffic adjacent to the Square. This, along with SH 205 (N. Goliad) traffic, will limit the ability of the City to close downtown streets and hold large community events like the popular "Cruise and Blues" festival. An alternative to

that configuration is to create a couplet between Washington and an extension of Dennison which would pass by the north side of City Hall and join a widened Washington in the area of the old City Hall.



This alternative alignment has several advantages. It avoids pedestrian/vehicle conflicts in the downtown, takes traffic past fewer residences, and gives City Hall a front door at the intersection of two major roadways. Thru-truck traffic would also be removed from the Courthouse Square and central retailing area. It also has some disadvantages. TxDOT has already rebuilt Rusk and Washington from the "split" to N. Goliad; additional buildings may be taken; and the east-bound roadway would go through the City Hall site separating the Seniors Center and City Hall.

The Downtown Plan is developed so that either SH 66 roadway concept could be accommodated.



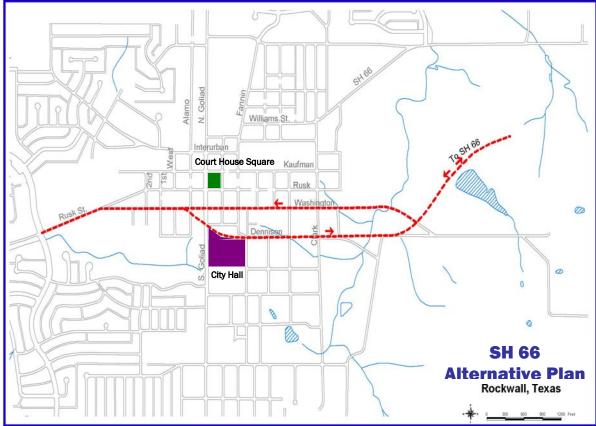


FIGURE 1 SH 66 ALTERNATIVE CONCEPTS

#### PLAN AREA

Figure 2 Downtown Plan Area represents the boundaries of the Downtown Plan.

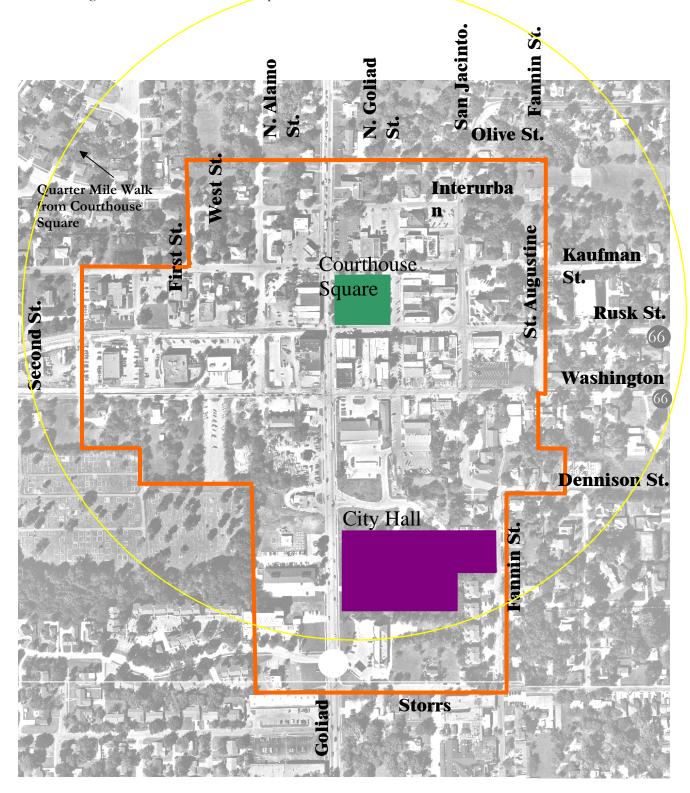


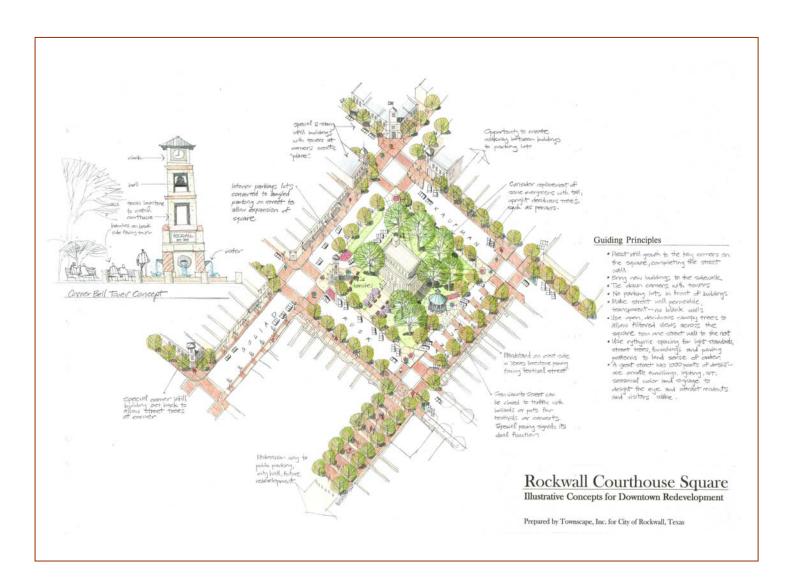
Figure 2 Downtown Plan Area

#### THE PLAN

#### THE VISION

The Downtown should reflect the very "soul" of Rockwall. It should be a pedestrian-oriented place with active street life, healthy retail and a common "green" for community gatherings. It should be the friendly, family-oriented cultural center of the community; a place where people of all ages gather for social, recreational and shopping reasons. It should be a place where restaurants and shops abound; and a place where young professionals, seniors and "empty nesters" can find high quality urban-style housing

Key to realizing the vision is to clarify the role of the Courthouse Square and to establish land use, development and streetscape standards.



#### **COURTHOUSE SQUARE**



The Square. If Downtown is the cultural center of the City, the Courthouse Square is "ground zero." The vision for the Courthouse Square is to create a larger "green" that can provide increased visual relief to the roadways, sidewalks and buildings surrounding it, and provide increased opportunity for community-oriented festivals and events. In addition, it is intended to include enhancements that will increase its role as a focus for civic life and identity, such as a band stand and a landmark bell/clock tower.

Complementing the Square, it is intended that blocks that face the Square are developed with 2-3 story buildings which contribute to the historic character of the area and provide a "street wall" which immediately distinguishes the Square from adjacent neighborhoods and creates a comfortable sense of enclosure.

More Park Space. In order to achieve the increased amount of green space on the Square, parking is moved off of the Courthouse grounds and placed on the public street, with the exception of the parking area adjacent to North Goliad (SH 205). Parking may, however, also be restricted on Rusk if the current plan for SH 66 is implemented. The increased amount of public green will immediately make the area more open and attractive, and will and provide a venue for community-based outdoor functions and festivals.

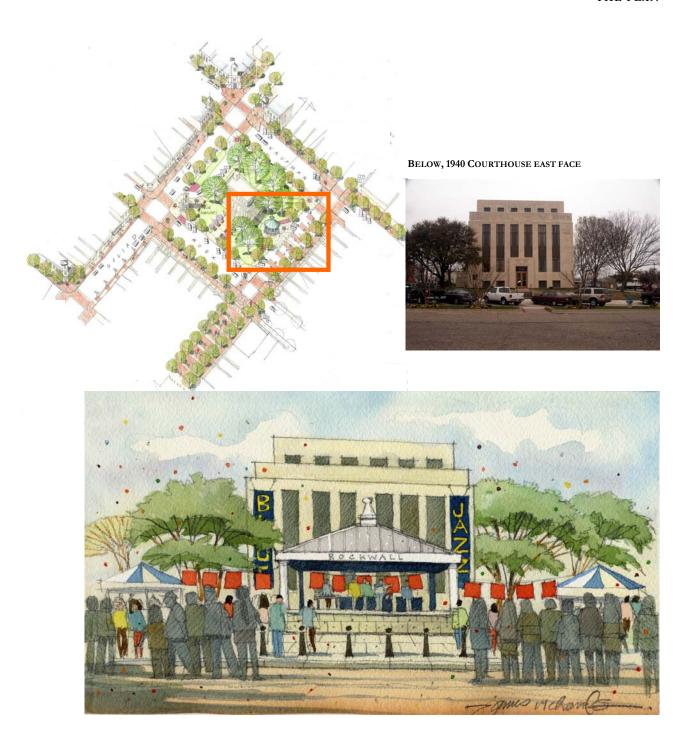


BELOW, THE 1892 COURTHOUSE WITH AN ADJACENT BELL TOWER





A Landmark Corner. A clock and bell tower at Downtown's most visible corner will provide a sense of arrival, a vertical point and a meeting place for the citizens and visitors. Much like other great places – "Meet you under the eagle at Wanamaker's" (in Philadelphia), or "Meet you by the fountain in Fountain Place" (in Dallas), "Meet you at the bell tower in Rockwall." The conceptual tower is reminiscent of an historic bell which adorned the Square at the turn of the century. The modest fountain at the base provides visual and aural interest, inviting passers-by to park, linger and enjoy exploring Downtown.



**Bandstand on San Jacinto.** A bandstand would provide the focus for regular concerts and civic activities, as well as for major community events such as the Cruise and Blues Festival. For such events, San Jacinto, Rusk and Kaufman could be closed to create accommodate festival-goers and event booths.





**Infill Development Character.** An important element in creating a great place is providing a sense of enclosure and continuity of interest at the sidewalk level. This would be accomplished by ensuring that new construction is a minimum of 2 stories in height and built close to the sidewalk with ground floor windows and eye-catching retail displays. This image illustrates new infill development on three corners of Kaufman at Goliad.





San Jacinto Court. The block of San Jacinto between Rusk and Washington provides an unusual opportunity for a protected outdoor dining area and pedestrian connection between the shops around the Square, the City Hall Complex and possible future consolidated parking area south of Washington Street. This area would be in shade most of the day and could provide an intimate pedestrian-scale area for shopping and dining, just off the Square. It is currently being used as a oneway travel lane with angled parking.

#### LAND USE

The Land Use Plans below (Figure 3 Land Use A and Figure 4 Land Use B) represent several important land use features. Retail is shown along block faces surrounding Courthouse Square and adjacent streets in order to ensure a cohesive retail district and attractive pedestrian area. Retail should be required to be constructed on the ground floor of any block face shown as "Retail at Grade" on Figures 3 and 4. Appropriate new infill projects should be directed to vacant or under-utilized corners of the Square.

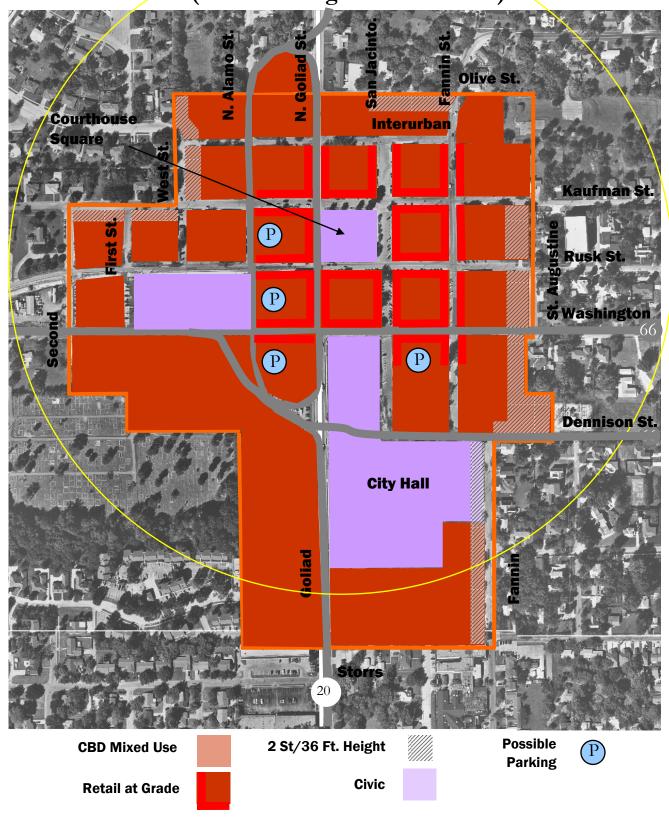
Building height, which may be up to 4 or 5 stories in the Downtown, will be required to be no greater than 2 stories when adjacent to single family zoned property outside the District. This will help minimize the impact on adjacent neighborhoods.

Civic uses such as the County Courthouse and City Hall are very important features in creating the cultural center of the City.

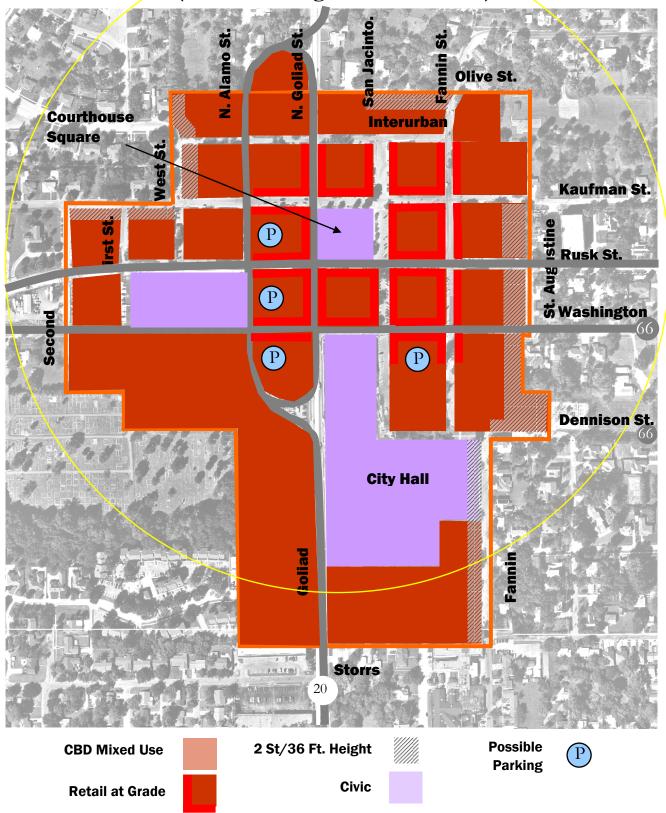
The balance of land in the Downtown District may be developed for office, retail or residential provided that they adhere to the form-based development standards that ensure they will contribute to the pedestrian-oriented character of the Downtown.

# Figure 3 Land Use A Land Use A

(Southern Alignment of SH 66)



# Figure 4 Land Use B Land Use B (Northern Alignment of SH 66)



#### RETAIL

The core retail area should be located largely where it is today, surrounding the Courthouse Square. In addition, it should extend to street fronts as indicated in the Land Use maps. This will serve to create a large pedestrian-friendly area. Retail use may also be located throughout the district and in mixed use buildings. Corners of blocks make particularly good retail and restaurant sites.

The types of retail should include restaurants, coffee shops, retail stores and personal services uses. The standards for retail downtown should include the following:

- 1. Most of the street face of the retail building should be composed of windows and doors at grade to provide views into and out of the businesses.
- 2. Public entries (front doors) should be inset at least 6 feet to avoid doors hitting pedestrians and to provide a "crush" space for patrons who are exiting a shop before proceeding along the sidewalk.
- 3. Sidewalk seating for restaurants, cafés and ice cream shops should be allowed. Sidewalk retailing and display may be allowed during certain special events.
- 4. Pedestrian-oriented signs such as hanging, projecting, building, awning, sandwich signs and window signs should be allowed with guidelines.



ENTRIES SHOULD BE INSET, AND SIDEWALK SEATING SHOULD BE ALLOWED.





#### Housing

In the Downtown District, there should be a variety of housing including townhomes, lofts (with or without retail at grade) and "big home"-style properties (buildings and site plans which look like large homes, but may contain 2-6 or so living units. The design and finish of these properties should be targeted to young professionals, "empty nesters" and retirees.

The standards for residential downtown should include the following:

5. Buildings should be within 15-25 feet of the curb. This allows for a 10-15-foot sidewalk (with street trees), 5 feet or so of landscaping adjacent to the building (if an entirely residential structure) and where necessary, steps leading up to a stoop or entry. Balconies, chimneys and stoops may intrude on this setback. "Big Home" buildings may be set further back with additional landscaping.



A TURN-OF-THE CENTURY RESIDENTIAL HOTEL LOCATED AT THE NORTHWEST CORNER OF WASHINGTON AND N. GOLIAD

- 6. Entries to residential units located at grade should be elevated 24-30 inches above the sidewalk. This provides for a sense of privacy and separation from the public realm of the sidewalk.
- 7. Windows must face the street in order to ensure "eyes on the street". Balconies are also encouraged on the street side.
- 8. Parking for all residential units should be internal to the block.
- 9. Housing is encouraged above ground-level businesses. There should be access to these types of units from the sidewalk via a recessed entry or courtyard.

POSSIBLE HOUSING TYPES, CLOCKWISE FROM RIGHT: ""BIG" HOUSE, TOWNHOUSE, LOFTS ABOVE RETAIL, LOFTS ABOVE RETAIL









#### **PARKING**



PLANO STATION WRAPS A PARKING STRUCTURE WITH RETAIL AT GRADE AND RESIDENTIAL ABOVE

Fundamental to creating a "walkable district" is to ensure that parking is allowed on streets, and that "on-site" parking is located in the center of blocks and "lined" with retail, office or residential uses. Higher density projects and consolidated parking areas should utilize parking structures in order to minimize the amount of land and street frontage allocated to parking.



DOWNTOWN MOUNTAINVIEW CONSOLIDATES PARKING IN STRUCTURES AND LOTS BEHIND RETAIL, AND INCLUDES MIDBLOCK CUT-THROUGHS



MOST DOWNTOWNS, INCLUDING PLANO HERE, ALLOW ON-STREET PARKING ON STREETS TO INCREASE EASE OF ACCESS AND PROVIDE A "COMFORT ZONE" FOR PEDESTRIANS FROM PASSING TRAFFIC



CONSOLIDATED PARKING GARAGES SHOULD BE "LINED" WITH USES SUCH AS RETAIL, HOUSING OR OFFICE, SIMILAR TO THIS PROJECT AT MOCKINGBIRD STATION

#### DOWNTOWN DEVELOPMENT STANDARDS

Downtown development should be governed by a form-based code which sets out standards that ensure that any new development that occurs will contribute to the creation and sustainability of a vigorous pedestrian-oriented district.

The following are some key standards which should be included:

- Construct new buildings close to the sidewalk and ensure continuous frontage except for mid-block access to parking.
- Provide sidewalks with street trees and awnings to provide shade for pedestrians, and pedestrian-level lighting for safety.
- 3. All new buildings should be 2-4 stories in height, with a transition to adjacent single family areas outside of the District.



- 4. Utilize historic architectural elements such as pediments, recessed entries, canopies and tripartite architecture (base, middle and top) in designing new buildings.
- 5. Construct ground floor for retail use along block faces which are identified for retail in the Downtown Land Use Plan.
- 6. Provide windows at grade along all block faces with retail, and windows and balconies overlooking the street on all block faces with residential.
- 7. Encourage infill at key corners around the Square, and encourage the use of vertical architectural accents at corners.
- 8. Utilize brick, stone, concrete and stucco construction.
- 9. Allow no new parking lots in front of buildings within the district.
- 10. Avoid blank walls.
- 11. Encourage new on-site parking to be structured.
- 12. Encourage enrichments such as public art and seasonal color.
- 13. Require that signage be appropriate for a pedestrian district through standards for placement, size, materials, lighting and recommended color schemes.

#### STREETSCAPE PLAN

The Streetscape Plan extends beyond the Downtown and includes older residential areas to the north, east and south, including the Historic District. Specific standards will be adopted as part of the Engineering Standards for the Square, the Core, the Perimeter and the State Highways which go through the area. (See Figure 5 Streetscape Zones below.) The following is a discussion of key characteristics of the streetscape for Downtown.

All streets in the Downtown area should be "pedestrian-friendly. They should provide a broad sidewalk, shade trees between the sidewalk and the street edge and sidewalk lighting is no greater than 12-14 feet. Curbs should "bump out" at intersections to make pedestrian crossing safer and quicker, and to provide additional queuing space at crossings. Parking should be allowed on all streets except, possibly, for State Highway segments. The buffering of pedestrians from traffic through placing parking, trees and other landscaping helps to create a feeling of safety and security.

It is intended that the **Square** (that is, the streets immediately surrounding the Square) is the most intensely streetscaped zone. The streets will have trees planted on both sides with regular 25-35 foot spacing, with pedestrian lighting on architectural poles interspersed. The poles will support double-headed pedestrian-oriented street lights and will provide a high level of lighting for retail and restaurant activity and special evening events. All lighting sources will be metal halide and shielded to focus downward to increase efficiency, and to prevent glare and light "pollution". All light poles will be capable of accepting flags and banners.

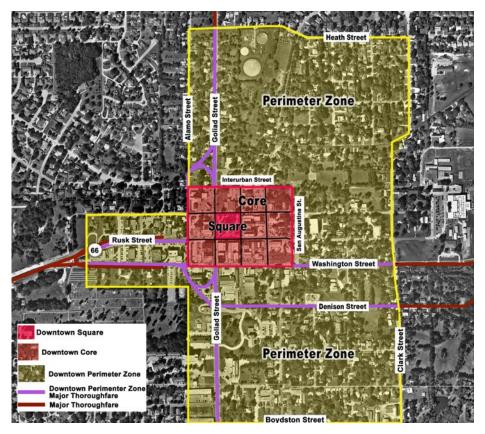


Figure 5 Streetscape Zones



Traffic signal poles will be modified to bring the traffic signal up close to the arm, and will add street names in a consistent manner. The poles will be painted to match the light fixtures and bollards in the district. Traffic Signal Poles will be standard TxDOT issue, with specific mounting standards for signals, street signs, intersection lighting. All poles will be painted chocolate brown to match other street furniture. (See Figure 6 Traffic Signal Poles in Downtown below.)



Figure 7 Pedestrian Lighting around the Square



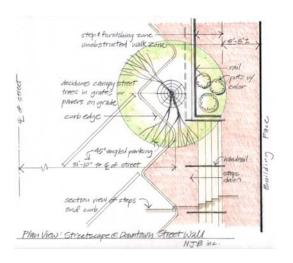
Figure 6 Traffic Signal Poles in Downtown

The **Core Zone** will be the second most intensely streetscaped area. It will include street trees and lighting similar to the Square, but will include single-headed lighting fixtures.

Sidewalks are a particular issue in the Core area because of the topography and elevational changes between the street and the building floor. A walking strip should be provided in front of parked cars, with trees being planted in the triangle which results from the angled parking configuration. Controlled and safe steps should be provided at two locations on each block with this condition. This increases pedestrian safety and allows opportunities for outside seating and dining.



## CONCEPT FOR STREET TREE PLANTING AND ACCOMMODATION OF GRADE CHANGES





The **Perimeter Zone**, which includes the Historic District, will include single light on a pedestrian-level pole identical to the historic-type fixture being used in the Downtown Core. This will occur where lighting is requested or required.

It is intended that **State Highways** will utilize the historic character fixtures as they proceed through the Downtown area. Lighting of intersections could utilize the larger pole-mounted fixtures being used on traffic signals in the Core. Otherwise, it is intended that high levels of lighting would not be utilized as these roadways proceed through Downtown single-family residential areas.

#### **IMPLEMENTATION**

There are great impediments to developing in older areas of cities.

- Land parcels are often split into small individual sites which are difficult to consolidate for a workable project.
- Development often means demolition of existing structures which adds to the overall cost of the project.
- Rehabilitating and upgrading existing buildings often exceeds the cost of new construction and involves exceptions to zoning ordinances and the Building Code in addition to other unexpected difficulties.
- Risk in an unproven and specialized market.
- Older areas often have substandard infrastructure (streets, sidewalks, utilities).

Implementation strategies must be geared to overcoming cost and risk penalties in developing downtown, and to ensuring the highest possible quality of development. Below are several proven mechanisms to realize these goals.

#### COMMUNITY DEVELOPMENT CORPORATION

A Community Development Corporation (CDC) can play a vital role in facilitating development Downtown. It can —

- Acquire and assemble land on an "opportunity" basis.
- Acquire public land from governmental agencies without going out to bid.
- Package and market assembled development parcels to developers who will design and build in accordance with established plans and goals.
- Coordinate and provide financial incentives to qualifying development.
- Receive funds from both public and private sources to assist in its mission.
- Take an equity position in development deals.
- Create a rotating fund to facilitate future development.

A specialized CDC with a focus on creating mixed use pedestrian-oriented development and administering a Parking District would greatly advance the evolution of Downtown toward the vision expressed in this Downtown Plan.

#### PUBLIC IMPROVEMENT DISTRICT

A Public Improvement District (PID) may be formed by a municipality to provide enhanced maintenance, security, amenities or other improvements or operations, above the level that the city normally provides. The creation of a PID could aid in the creation of consolidated parking structures and the management of parking Downtown. The district would be funded by an assessment on property owners.

#### PUBLIC PROPERTY

Surplus public property held by the City, County or TxDOT provides an important opportunity to provide consolidated parking Downtown and to attract high quality projects. When a City or Community Development Corporation controls key parcels of land, it provides leverage with developers to build in the city and obtain developments that are uniquely sensitive to the City's goals.

Cities like Plano have used land they have acquired, or have determined to be surplus, to great advantage. Plano was able to attract redevelopment in their Downtown by negotiating directly with developers for mixed use projects with additional parking for public use. In addition, the City provided a long term lease on the land with an escalating lease clause that will provide it with income over the long term

#### TIF DISTRICT

Creating a Tax Increment Financing (TIF) District could provide funds for improvements for the area which would be paid for by the increase of tax revenues resulting from the new construction which would be attracted as a result of the improvements. This would result in no additional cost to property owners besides the normal payment of ad valorem taxes.

When a TIF District is created, the base taxable value is established at the current level. The increase of this taxable value (or a portion of it) is then available to pay off bonds which were issued for the initial improvements, and to pay for further improvements as established in the documents creating the district.

#### **ZONING**

Revisions to the existing CBD should occur to allow for a mixture of land uses, establish appropriate parking standards for the Downtown (as opposed to suburban or rural standards), and establish "form-based" development standards. The key to obtaining quality development which will contribute to the special village atmosphere and be sustainable, is rigorous architectural and site layout standards. They will ensure that all new projects will directly contribute to the overall success of the District.

#### PARKING AUTHORITY

A parking Authority could be created to build and manage parking downtown. It could provide shared parking that would serve several uses, thereby reducing the overall number of parking spaces in the Downtown. They could also contract with new developments to add public parking to their development, as was done in Downtown Plano's new mixed use developments. The responsibilities of a Parking Authority could also me assumed by a Community Development Corporation.