



MAD MILBOK

COMPREHENSIVE PLAN FOR THE FUTURE

PLAN LUBB B C K 2040

DRAFT 09/26/2018

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INTRODUCTION

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The introduction to Plan Lubbock: A Comprehensive Plan for the Future provides a letter from the Mayor and executive summary of the entire Plan.

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This chapter provides an implementation matrix structured into a coordinated action plan so the City leaders, staff, and other decision-makers can easily identify steps that are necessary to achieve the vision described within the Plan.

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INTRODUCTION

LETTER FROM THE MAYOR



To the Citizens of Lubbock:

It is my pleasure, on behalf of the City Council and the Comprehensive Plan Advisory Committee (CPAC), to present to you the Comprehensive Plan for the City of Lubbock.

This document is the City's first comprehensive planning effort in more than 30 years. Over the past 18 months, CPAC members, various stakeholder groups, and the public provided valuable input on a wide variety of planning and land use topics. Information and input regarding Lubbock's character and livability, housing, transportation, utilities, parks, trails and open space, economic development, Downtown redevelopment, our Canyon Lakes System, and future land uses was collected, studied, and discussed. The result is this Comprehensive Plan which establishes the future vision and goals for our City government, and serves as a guide for this, and for future City Councils and City staffs. It will be our City's essential documents as Lubbock continues to grow and develop.

On behalf of the City Council, I wish to express our appreciation to the CPAC members, the stakeholder groups, the public, and Freese and Nichols, Inc., for their hard work and efforts to prepare this plan. I often say the American Dream is alive and well in Lubbock, and this Comprehensive Plan ensures that we can continue to provide that dream for this and future generations of Hub City residents.

It's always a great day in Lubbock, Texas.

Respectfully yours,

A handwritten signature in black ink, appearing to read "Dan Pope". The signature is fluid and cursive, with a large initial "D" and "P".

Dan Pope
Mayor

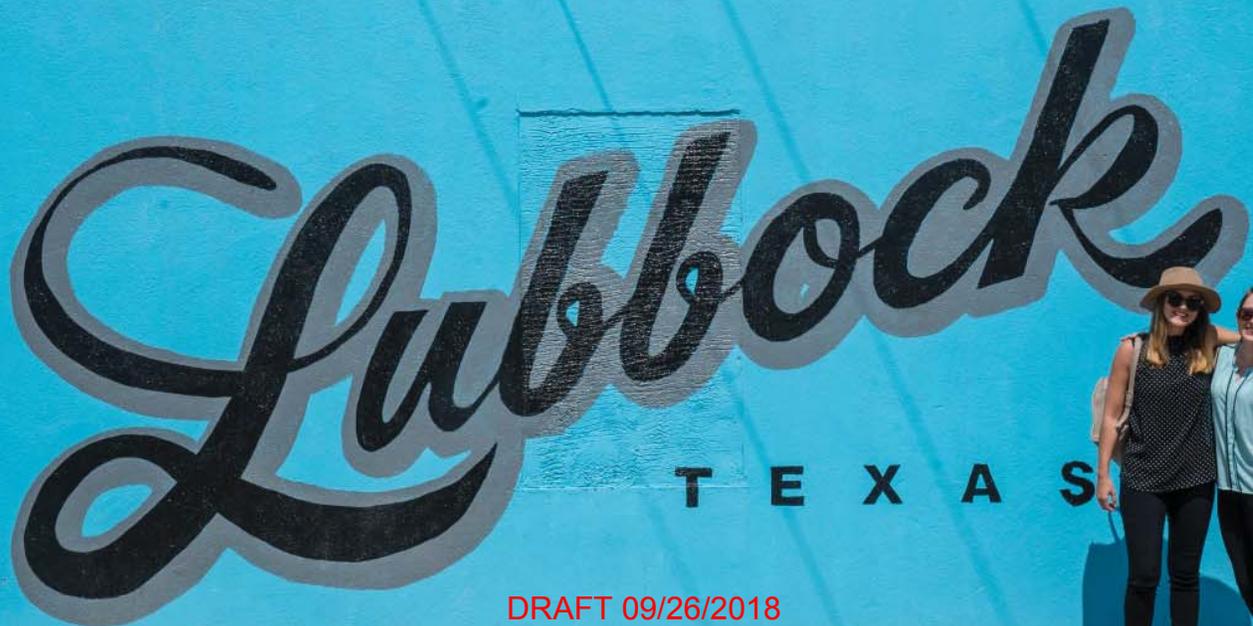
EXECUTIVE SUMMARY

The importance of a city's comprehensive plan cannot be overstated, as a long-range planning tool for municipal staff, decision-makers, and citizens to direct the growth and physical development of a community for 10 years, 20 years, or more.

This is especially true in Lubbock, where this **Plan signifies the first comprehensive planning effort in more than 30 years.** Lubbock's leaders initiated the creation of this Plan to establish a vision for the City based on input directly from the community. This vision has guided the Plan's recommendations and will continue to shape the future of Lubbock through the review of future development proposals, attracting future businesses, allocating capital improvements funding, planning for public services and facilities, and many other applications.

This Comprehensive Plan consists of 10 parts:

- Executive Summary
- Community Snapshot
- Vision and Goals
- Future Land Use
- Transportation
- Infrastructure
- Economic Development
- Community Livability
- Parks, Trails, & Open Space
- Implementation



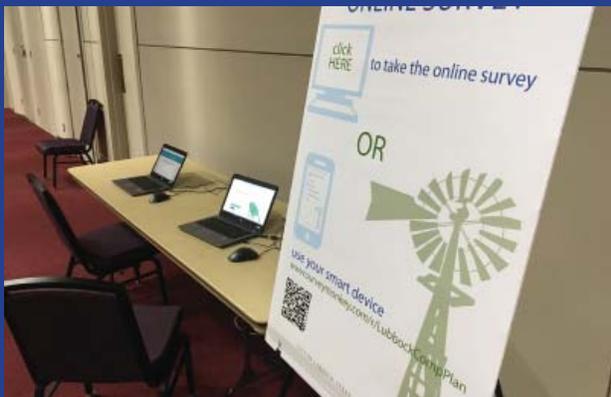
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PUBLIC INPUT

An Online survey was used to capture high-level input from citizens about the future development of Lubbock. More than 3,000 people responded to the survey, and their input was used by the CPAC and Consultants to draft goals and guide Plan recommendations.

CPAC members identified Core Ideas they felt were important to reflect the community's vision:

- Growth management
- Major corridors
- Downtown
- Special districts
- Connectivity with local universities
- Parks and recreation greenprint
- Canyon Lakes
- Gateways and identity
- East Lubbock initiatives



BACKGROUND

The City of Lubbock is a thriving city of over 250,000 people located in the heart of west Texas between Amarillo and Midland. The largest city in the High Plains, Lubbock is home to Texas Tech University (TTU), Lubbock Christian University, South Plains College, and Wayland Baptist University and is the birthplace of rock and roll legend Buddy Holly. The Community Snapshot located in Chapter 1 provides an overview of the demographic, land use, and policy characteristics of Lubbock.

DEMOGRAPHICS

Lubbock has experienced significant growth since it incorporated in 1909, when the population was less than 2,000 people. Lubbock has grown by more than 100,000 people in the last 50 years and is preparing to surpass 300,000 residents. Due in part to Texas Tech, Lubbock's median age is five years younger than that of the State of Texas and more than a third of the City's residents are under the age of 24.

Lubbock supports a high quality of life with world-class amenities coupled with strong affordability. Thirty percent of the City's housing was constructed in the last 20 years and the City's median rent and mortgage prices are under \$900 and \$1,300 respectively.

Recent trends indicate that Lubbock's growth will continue. The City's median income is over \$60,000, over a third of working residents are employed in management, business, science, and arts occupations, and the City's largest industries are educational, healthcare, and social services.

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LAND USE

Lubbock enjoys a combination of a newer and older established land use patterns. The current City limits span 87,018 acres, equivalent to 136 square miles. Approximately 65 percent of land within the City is developed. Of this developed land, 33 percent is composed of residential, specifically low density. Nonresidential uses compose 17 percent of developed land. Public uses account for 21 percent of Lubbock's developed land.

Lubbock's original development was located within the loop; the oldest area of the City built on a grid pattern. Large amounts of public/semipublic uses exist because of TTU, and City and County government facilities – which are centrally located. Downtown has the highest density development and is bordered by TTU to the west; many university-oriented uses (both residential and nonresidential) surround TTU.

The Canyon Lakes run from Northwest to Southeast Lubbock. The Lakes serve as the largest single source of open space and green space, though undeveloped playas also mean greenspace is located throughout the City. Most of the newest development is located to the south and west – predominantly low density residential and supporting uses.

VISIONING

The visioning process started with the creation of a Comprehensive Plan Advisory Committee (CPAC). The CPAC consisted of 34 members who represented various parts of the community. The Comprehensive Plan Advisory Committee (CPAC) was established by the Lubbock City Council to champion the planning process and guide the planning Consultants. The main purpose of the CPAC was to assist with the formulation of policies and recommend the final draft Plan to the Planning & Zoning Commission and City Council. The CPAC met over a dozen times to fulfill its purpose and dedicated a significant amount of time to the development of this Comprehensive Plan.



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RECOMMENDATIONS

The future of Lubbock will be shaped using the policies and recommendations developed in this Plan and decisions will be made that will influence many aspects of the City's built and social environments. The future quality of life in Lubbock will be substantially influenced by the manner in which Comprehensive Plan recommendations are administered and maintained.

Planning for the City's future should be a continuous process, with this Plan being modified and updated periodically to remain relevant. The Plan policies and recommendations may be implemented through adopted development regulations, such as zoning and subdivision ordinances and capital improvement programs. Many recommendations within the Plan can be implemented through simple refinement of existing regulations or processes, while others may require the establishment of new regulations, programs, or processes. There are also recommendations that will involve additional community input and the continued support of local organizations and private partnerships.

Recommendations were derived from the Core Ideas and are organized into a matrix at the end of the Plan identifying each recommendation, how the recommendation should be carried out, which entities may be involved in the implementation, the impact of the recommendation, and the general cost to implement the recommendation.

Please refer to page 43 for explanation of the priorities and recommendations.

WHAT PEOPLE LOVE ABOUT LUBBOCK, TX

- The people
- Livability
- Great place to start a family
- Retaining college graduates
- Ease of getting around town
- Arts
- Music
- Theatre
- Diversity of people and economy
- Leadership collaboration
- Weather
- City staff and vision
- Solar/wind energy
- Education
- Medical facilities
- Opportunity
- Heritage
- Integration of the universities and the community
- Momentum
- Stability
- Economic generators
- Everything a big city has
- Cost of living

Input from CPAC meeting in May 2017

As one of their final assignments, the CPAC identified their priority recommendations in this Plan:

- Development of a well-thought-out impact fee program for the funding of roadway projects. Consideration should be given to including water and wastewater impact fees in the program.
- Revise the zoning and subdivision ordinances into a Unified Development Code (UDC) to match the planning and engineering goals outlined in this Plan.
- Begin a formalized neighborhood planning program. The neighborhoods in Eastern and Northern Lubbock should be the first included in such a detailed study.
- The Texas Tech University, Broadway, Downtown, and Canyon Lakes areas are some of the most important corridors within Lubbock. The City should formally adopt the Cultural Arts District Corridor concept and extend it to the Canyon Lakes area. The proposed district should be enlarged to include other key destinations and Texas Tech University buildings. Downtown needs a clear approach to public and private improvements. It will be important to revisit these existing requirements to remove inconsistencies, prepare a new Capital Improvements Plan, and encourage reinvestment in Downtown.
- The concept of linking Playa Lake recreational opportunities with new drainage criteria now being developed is important not only to the quality of life enjoyed in Lubbock but will also allow the development of new areas to continue. Using Playa Lake for dual programs, recreation and drainage, is a cost-effective option. The City should also consider a Park Land Dedication ordinance to fully ensure new parks are available in developing portions of Lubbock.



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ACKNOWLEDGMENTS

Development of this Comprehensive Plan was made possible by dozens of dedicated Lubbock residents, business leaders, institutions, and public servants.

Comprehensive Plan Advisory Committee

John Zwiacher, Chair	Darryl James
Beth Bridges, Vice Chair	Brent King
Charles Adams	Leann Lamb-Vines
Gary Andrews	Mont McClendon
Byrnie Bass, Jr.	Michelle McCord
Chris Berry	Joe McKay
Keith Bryant	Jeff Mercer
Renee Cage	Victoria Messer-Whitehead
Shawn Cannon	John Opperman
Jaime Delacruz	Troy Pickering
Brice Foster	Al Roberts
Greg Garland	Berhl Robertson
Sonny Garza	Chris Scott
Jared Hall	Chris St. Clair
Ryan Henry	Dan Wilson
Heather Hocker	
Travis Isom	

Planning and Zoning Commission

Dan Wilson, Chair	David Rogers, Jr.
Mike Jackson, Vice Chair	Joe Rose
Scott Gloyna	Zach Sawyer
Eddie Harris	Robert Wood
Jessie Mendoza	

City Council

Dan Pope, Mayor	Steve Massengale, District 4
Juan A. Chadis, District 1	Randy Christian, District 5
Shelia Patterson Harris, District 2	Latrelle Joy, District 6
Jeff Griffith, District 3	Karen Gibson, Former Councilmember

Lubbock Economic Development Alliance

John Osborne, CEO & President

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Mark Yearwood, Assistant City Manager
Blu Kostelich, Chief Financial Officer
Steve O’Neal, CBO, Director of Development Services
Wood Franklin, Director of Public Works
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John Turpin, Assistant City Engineer/Engineering CIP and Design Services Manager
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Abby Stainfeld, Park Planner
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Katya Copeland, Senior Planner
Iván Gonzalez, Planner
Eric Myers, Planner
Nathan Webb, Planner
Gloria Diaz, Management Assistant

Professional Associations, Civic Groups, and Government Institutions

East Lubbock Community Alliance
Frenship ISD
Lubbock Arts Alliance
Lubbock Chamber of Commerce
Lubbock Christian University
Lubbock-Cooper ISD
Lubbock County
Lubbock ISD
Lubbock Metropolitan Planning Organization
Lubbock Roots Historical Arts Council
North & East Lubbock Community Development Corporation
Texas Department of Transportation
Texas Tech University
West Texas Home Builders Association

Photography

City of Lubbock
Freese and Nichols, Inc.
Lubbock Economic Development Alliance
Visit Lubbock



**BUDDY HOLLY
CENTER**

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CHAPTER 1

Community Snapshot

HISTORICAL OVERVIEW

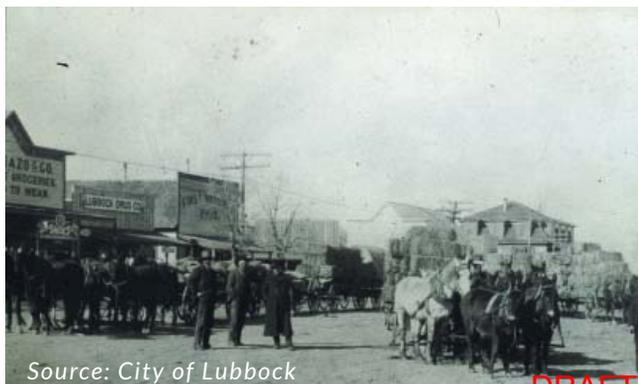
The purpose of this Community Snapshot is to consider the historic and existing conditions that impact Lubbock, including demographics, economics, geography, and public policy. This chapter and the next, Vision and Goals, establish the basis of understanding for the assessments and recommendations that are provided in later chapters.



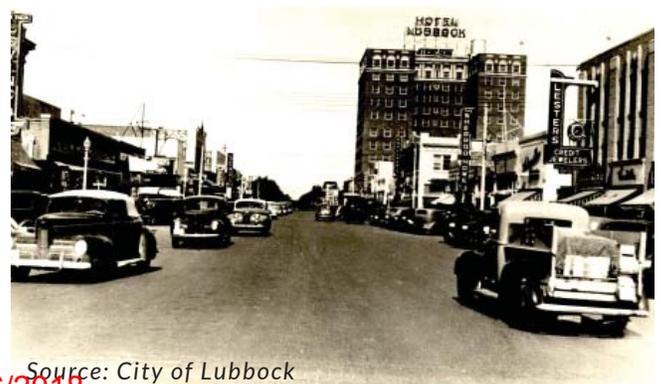
Source: City of Lubbock

Modern-day Lubbock is thought to have been inhabited by people for more than 12,000 years. In 1936, archaeological artifacts dating back 11,000 years were discovered at an archaeological site in north Lubbock. In 1988, the area was designated the Lubbock Lake Landmark State Historical Site and subsequently the Lubbock Lake National Historic and State Archaeological Landmark (Source: Texas Almanac Online).

Lubbock was founded as part of the movement westward into the High Plains of Texas by ranchers and farmers. The City and County are named for Thomas S. Lubbock, former Texas Ranger and brother of Francis R. Lubbock, governor of Texas during the Civil War. As early as 1884, a post office existed at a store in Yellow House Canyon, in the northern part of the present-day City. Lubbock incorporated in 1909; today it is the County seat and largest city in the U.S. Southern High Plains.

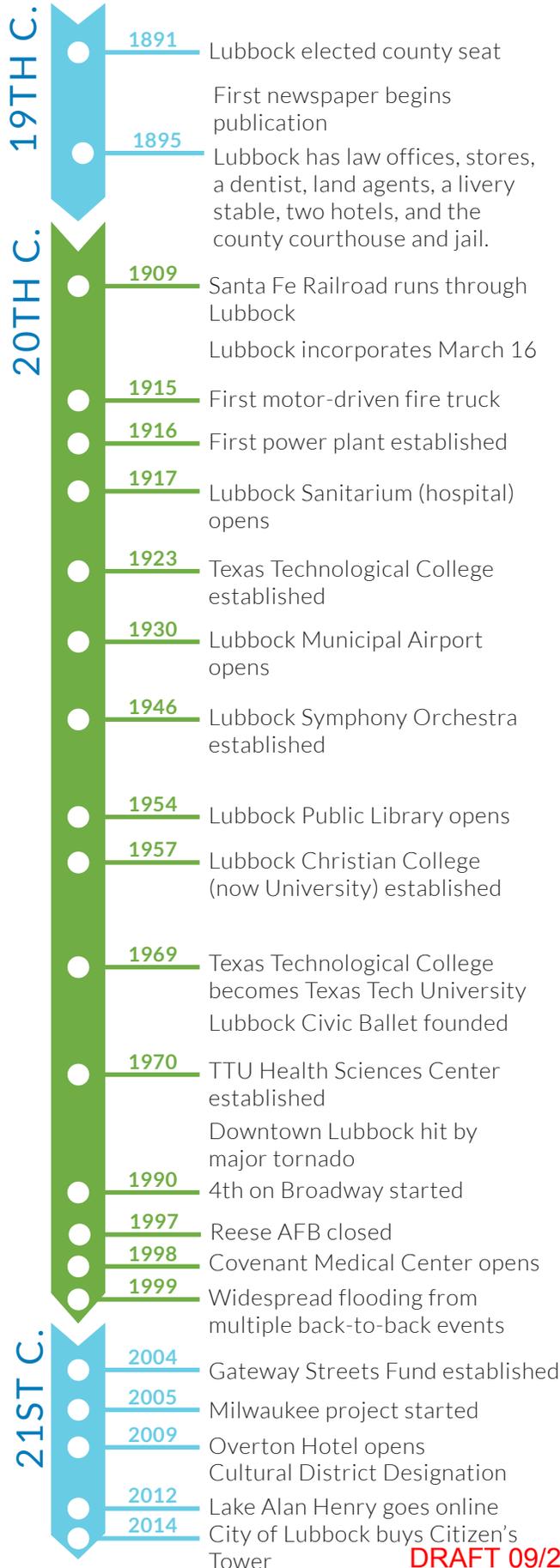


Source: City of Lubbock



Source: City of Lubbock

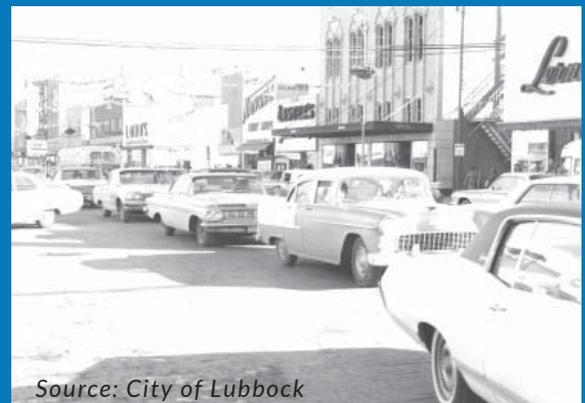
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Source: City of Lubbock

1930S

Lubbock's historical growth relied heavily on agricultural production, specifically cotton and sorghum. Over time, this led to spin-off industries. By 1930, Lubbock was home to more than 60 wholesale outlets and manufacturing plants.



Source: City of Lubbock

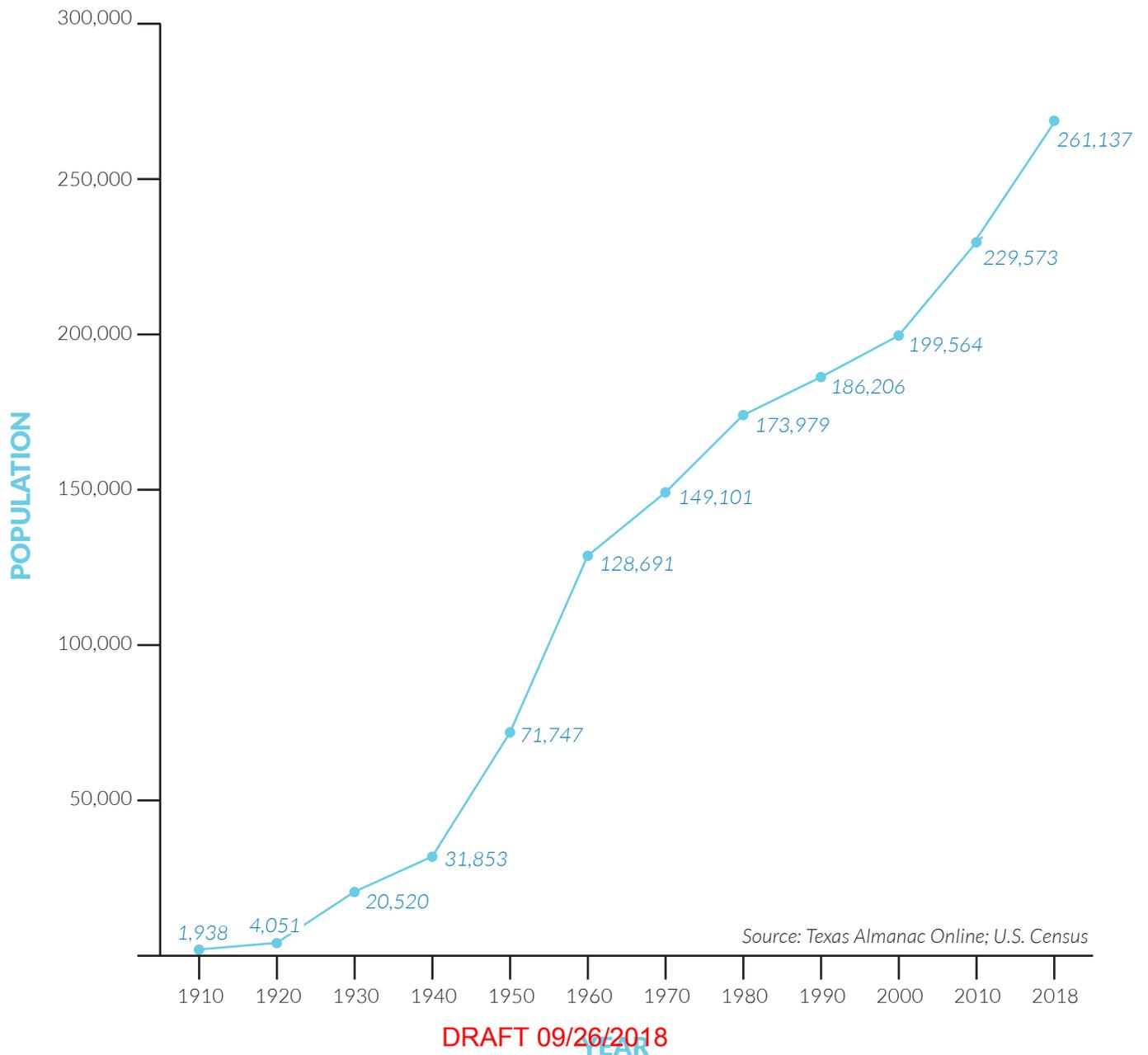
1980S

Lubbock had 292 industrial establishments. Lubbock was a wholesale trade and retail center for 51 counties in West Texas and eastern New Mexico. The City was also the world's leader in the cottonseed industry. By the 1980s, Lubbock's 13 banks had deposits approaching \$1.5 billion.

Source: Texas Almanac Online

LUBBOCK IN 2018

Today, Lubbock is a thriving community of more than 260,000 people. It is home to multiple universities and boasts a wealth of world-class cultural amenities, including a State-certified Cultural District, the National Ranching Heritage Center, and more than 80 parks. The City also hosts numerous events, such as the 4th on Broadway Festival, Lubbock Arts Festival, Fiestas Del Llano, Fiestas Patrias, and Juneteenth.



PLANNING CONTEXT

This Comprehensive Plan is one of many documents that helps Lubbock grow in accordance with the vision and values of the community. This section considers the other documents and initiatives, both past and present, that will impact and interact with the implementation of this Plan.

PLANS

Plans come in all shapes and sizes - from grassroots neighborhood plans to Citywide or regional master plans. Most plans are largely visionary in nature, as opposed to regulatory - laying the groundwork for regulatory policies, additional studies, and capital spending projects. It is important to note though that not all plans are recognized by the City as public policy. Nonetheless, any and all plans that have been commissioned by a local entity help explain the planning context that influences and informs this Comprehensive Plan. The table below provides an overview of the plans with which this Comprehensive Plan must align.

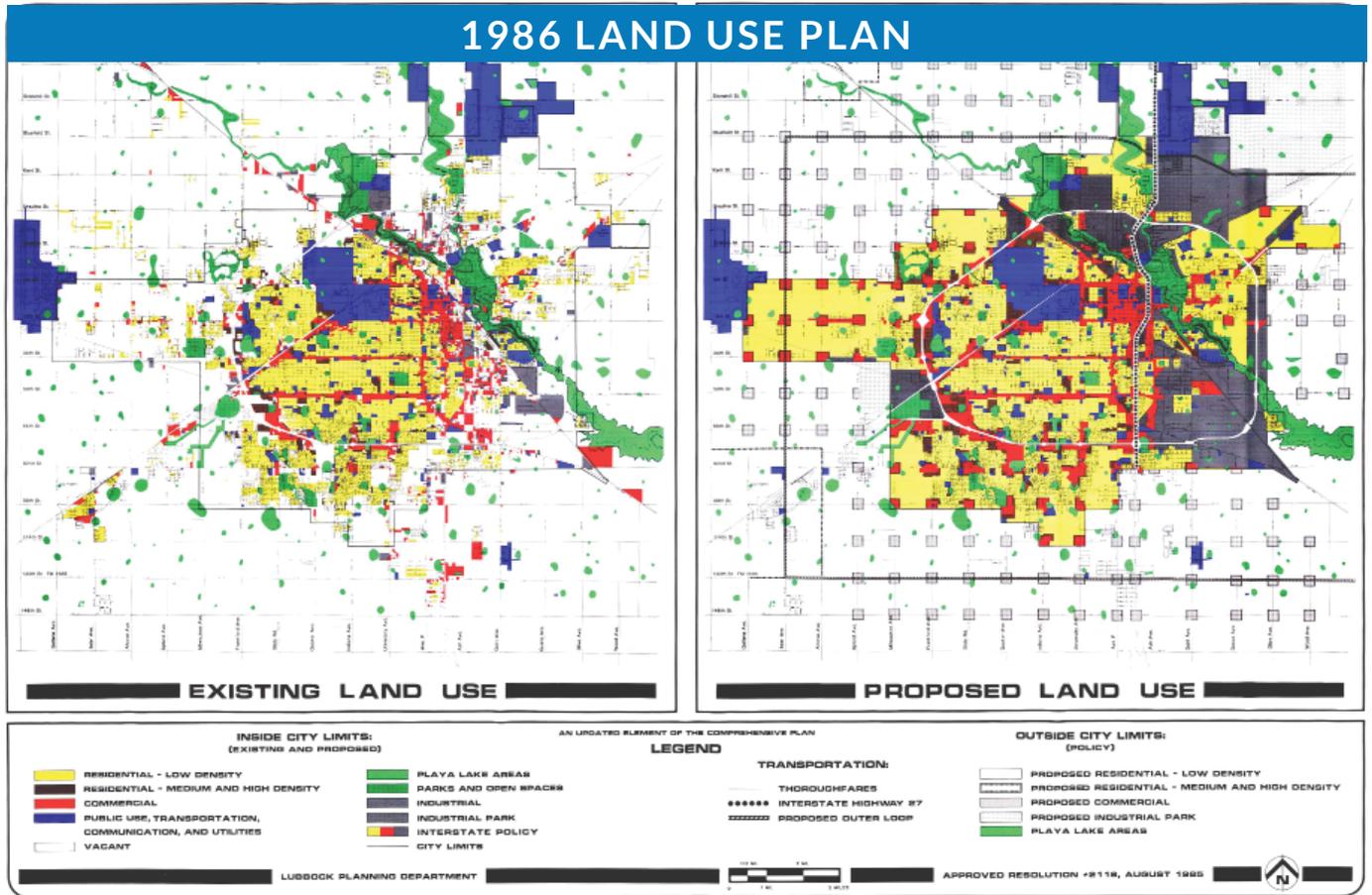


Plan Title (Aligning Chapter); Year Completed	Commissioning Entity
Comprehensive Land Use Plan (4); 1986*	City of Lubbock
Overton Revitalization Plan (7); 1986	City of Lubbock
North and East Lubbock Master Development Plan (7); 2004	City of Lubbock
Thoroughfare Plan (5); 2007*	City of Lubbock
Downtown Revitalization Action Plan (7); 2008	City of Lubbock
Downtown Public Improvements Design Standards (7); 2011	City of Lubbock
Campus Master Plan (7); 2014	Texas Tech University
Parks, Recreation, and Open Space Master Plan (8); 2016***	City of Lubbock
Water Master Plan (6); 2017	City of Lubbock
North and East Lubbock Neighborhood Plans (7); 2017***	North & East Lubbock Community Development Corporation
Stormwater Master Plan (6); 2018**	City of Lubbock
Bicyclist and Pedestrian Plan (5); 2018**	Lubbock MPO
Wastewater Master Plan (6); 2019**	City of Lubbock
Transit Master Plan (5); 2019**	City of Lubbock

*Updated 2018 upon adoption of this Comprehensive Plan

**Update is ongoing or not yet initiated

***Plan or update not formally adopted by City



COMPREHENSIVE LAND USE PLAN

Lubbock’s 1986 Comprehensive Land Use Plan is the precursor to both this Comprehensive Plan and the Future Land Use Plan. As the name suggests, the 1986 Plan focused on land use and has not been comprehensively reviewed or updated in over 30 years. Much has changed since then, but the 1986 Plan provides insight into the City’s vision for the future and an understanding of Lubbock’s land use patterns today.

THOROUGHFARE PLAN

The previous Thoroughfare Plan was last updated and adopted in 2007. The 2007 update was a continuation of the original vision for transportation in the City and was predominantly focused on revising the map alignments and status of the roadway construction. The 2018 Transportation Plan is part of this Comprehensive Plan and is supplemented by the growing bike and transit networks. The Plan considers numerous transportation-related factors including roadways, multi-modal transit (bikability, walkability, and public transit).

These updates, discussed further in Chapter 4, include revisions to:

- Functional classifications
- Cross sections
- The Thoroughfare Map and digital mapping
- Technical nomenclature
- Policy and safety considerations
- Funding mechanisms
- Access management

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UPCOMING PLANS

TRANSIT MASTER PLAN

The Transit Master Plan is scheduled to kick off in 2019. This plan will study the existing and future needs related to public transportation.

BICYCLIST AND PEDESTRIAN MASTER PLAN

This Plan is focused on safety, connectivity, and navigation, and the types of bicycle and pedestrian improvements that are needed in the Lubbock Metropolitan Area. Although this Plan will not be completed until after the adoption of this Comprehensive Plan, its findings and recommendations will be critical to future updates of the Comprehensive Plan.

WATER MASTER PLAN

The Water Master Plan was initiated in May 2014 and completed in August 2017. The goal of the Water Master Plan was to evaluate and analyze the distribution system, measure existing performance, identify deficiencies, and recommend system improvements. The Water Master Plan evaluated the entire Water Distribution System, including system performance, and compared the findings with population and land use projections to identify trends and forecast demands over the next 20 years. **The Plan found that average day demand is projected to grow from 40 to 50 million gallons per day (MGD) over the next 20 years and maximum Day demand is projected to grow from 80 to 90 MGD. The Plan also identified improvements to help meet the future projected growth and to correct deficiencies.**

WASTEWATER MASTER PLAN

The Wastewater Master Plan was started in May 2017 and is scheduled to be completed in May 2019. The Wastewater Master Plan will evaluate the collection system capacity, condition, and performance of the existing system, and compare the findings to 5-, 10-, and 20-year projections. A detailed and robust hydraulic model was developed for analysis of future system recommendations, as well as to evaluation of the system's compliance with the Texas Commission on Environmental Quality (TCEQ) and Environmental Protection Agency (EPA) requirements. The Master Plan will identify needed improvements that address existing deficiencies and help provide direction for system growth and expansion. The improvements will generally include the following items:

- Wastewater collector/interceptor lines
- Lift Stations (new construction, rehabilitation, or decommissioning)
- Sewer line rehabilitations
- Sanitary Sewer Evaluation Studies (SSES)

STORMWATER MASTER PLAN

The Stormwater Master Plan is anticipated to be completed in 2018. The focus of the Plan is to evaluate the entire Stormwater program and includes updates to the existing Drainage Criteria Manual (DCM) and Master Drainage Plan (MDP). The goal of the plan is to facilitating responsible, cost-effective development, making the development review process more user-friendly, and leveraging technology to provide improved resources. Proposed capital improvement projects are also identified and a framework established for future implementation. **Several elements of this portion of the Stormwater Master Plan are critical to the implementation of this Comprehensive Plan, specifically updated development criteria for playas, detention or retention criteria, and floodplain and floodway development requirements.** The MDP aims to identify locations along thoroughfares where there will potentially be additional drainage requirements or insufficient capacity in the standard roadway section. The draft DCM includes provisions for updating the MDP information when drainage information is modified.

DOWNTOWN REVITALIZATION ACTION PLAN

Adopted in 2008, the Downtown Revitalization Action Plan (Downtown Plan) provides an assessment, visioning, scenario plans, a preferred plan, and action plan for Downtown. The preferred plan includes strategies for districts, streetscape, and identity.

This document informs the Comprehensive Plan by identifying the historical key elements and action plan for Downtown revitalization. Many recommendations included the following topics:

Districts

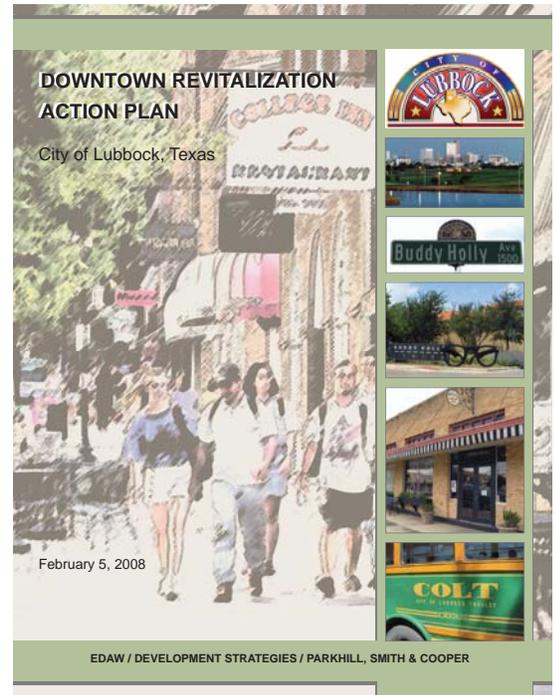
- Arts & Convention District
- Depot Entertainment District
- Central Business District
- Residential District
- Gateway and Destination Retail District
- Transition District

Streetscape

- Streets for People
- Vehicular greenways
- Brick streets
- Parking strategy
- Bus, circulator, and bike routes

Identity

- Logos
- Signage and gateways



HAZARD MITIGATION PLAN

Lubbock County created a Hazard Mitigation Plan in 2015 to assess and mitigate potential threats to the community. The threats identified in the Plan were weather, wildfire, and dam failure.

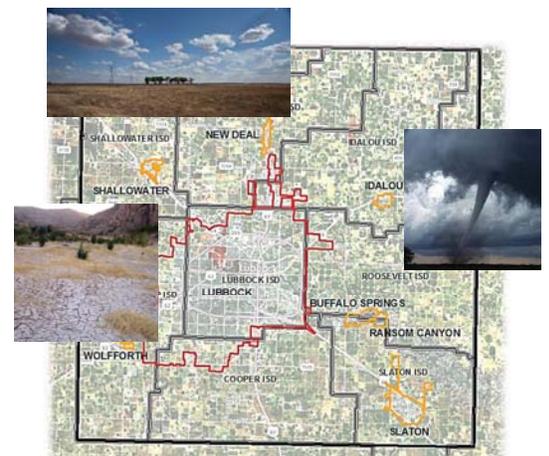
The following probabilities of each disaster were also identified:

- Thunderstorms – highly likely
- Tornadoes – 3 touchdowns every 2 years
- Winter storm – 1 per year
- Flooding – highly likely
- Drought – 1 per 7 years

There is always a possibility that a disaster can occur due to the combination of different hazards or from an unknown disaster (earthquakes, man made, bacteriological, etc.). Twelve recommendations came out of the Hazard Mitigation Plan, most of which will involve capital spending. However, one strategy directly ties to this Comprehensive Plan: **Implement and incorporate Smart Growth initiatives into the approved Hazard Mitigation Plan and long-term community development planning activities.**

LUBBOCK COUNTY

HAZARD MITIGATION PLAN



*Preparing for a Sustainable Future for
Human Life and Property*

APPROVED: JANUARY, 2015



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TEXAS TECH UNIVERSITY CAMPUS MASTER PLAN

Texas Tech University updated its Lubbock Campus Master Plan in 2014 with a focus on land use and strategic visioning. As an extension of the State of Texas, public universities are exempt from local development regulations. Fortunately, Lubbock and Texas Tech have a strong relationship, and **TTU's Campus Master Plan informs the Comprehensive Plan by providing insight into the University's expected growth, infrastructure and land use investments, and possible public and private partnerships.** The major planning strategy is comprised of six principles, several of which are applicable to this Comprehensive Plan:

Principle 1: Enrollment Growth

- Increase by 9,000 students by 2024

Principle 2: Strengthen the Academic Core

- Increase connectivity between Texas Tech and the City
- Incorporate sustainable design, infill, and infrastructure efficiency
- Create an environment that invigorates collaboration and synergy

Principle 3: Identity & Sense of Place

- Install architectural elements at entry points to campus
- Define architectural design guidelines
- Maintain a focus on vistas and grassy malls; increase the presence of smaller, sheltered, more pedestrian-scaled landscaped peripheral zones
- Minimize the presence of parking lots through lot size reduction and the introduction of landscaping and architectural elements

Principle 4: Land Endowment for Strategic Initiatives

- Leverage hundreds of acres of undeveloped land
- Examine alternative options for housing development
- Establish strategic partnerships via land parcel leases
- Implement mixed-use development into the western and northwestern peripheries of the campus
- Develop strategic initiatives and research partnerships, including land and parcel leases with private sector research-intensive entities

Principle 5: Open Space

- Development of two new pedestrian malls
- Ongoing transitions:
 - Adding asphalt to concrete streets
 - Enhancing pedestrian walkways
 - Adding drought-tolerant ornamental and shade trees
 - Providing a diverse range of parks
- Renew focus on building orientation

Principle 6: Campus Circulation & Connectivity

- Consider providing multi-modal movement to and through the campus



NORTH & EAST LUBBOCK MASTER DEVELOPMENT PLAN

Completed in 2005, this Plan was commissioned by the City of Lubbock and the North & East Lubbock Community Development Corporation (NELCDC). The Plan was created by citizens, City staff, shareholders, and local elected officials, and provides guidance on future community development issues. The Plan also provides more detailed analysis and development strategies on chosen specific sites to attract short-term investment and development interest. Although 14 years old, the Plan contains several elements that are critical to this Comprehensive Plan, including a market analysis, preferred plan, and implementation strategies.

PREFERRED PLAN

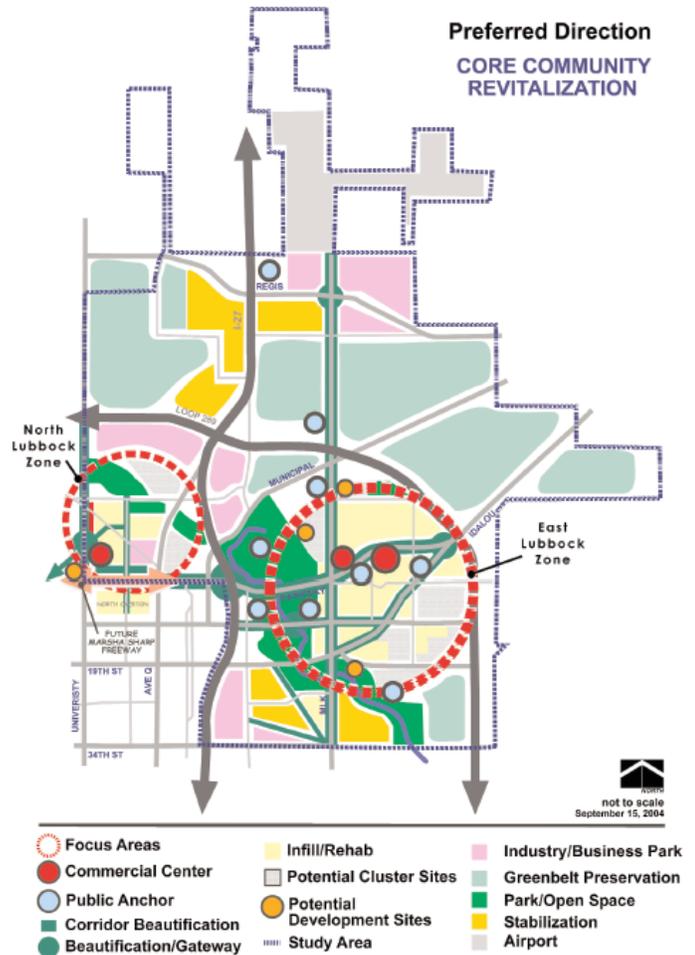
The preferred strategy for North and East Lubbock is composed of the following recommendations:

North

- Beautification of the right-of-way along the Marsha Sharp Freeway and portions of the University Avenue and Avenue U corridors
- Housing infill, stabilization, rehabilitation, and new development in the area, particularly housing adjacent to Marsha Sharp Freeway
- New commercial development and stabilization, serving the community and the Texas Tech campus, replacing the commercial that has been undermined or removed due to the highway construction
- Exploring of pedestrian, vehicular, and trail linkages with the North Overton Revitalization Project
- Lessening the impact of the industrial uses on the surrounding residences
- Engaging the green, linear corridor created by the Canyon Lakes parks and the destinations located along the corridor such as Fiesta Plaza
- Better connecting to Texas Tech by converting the abandoned rail line into a pedestrian trail
- Gateway project along University Avenue

East

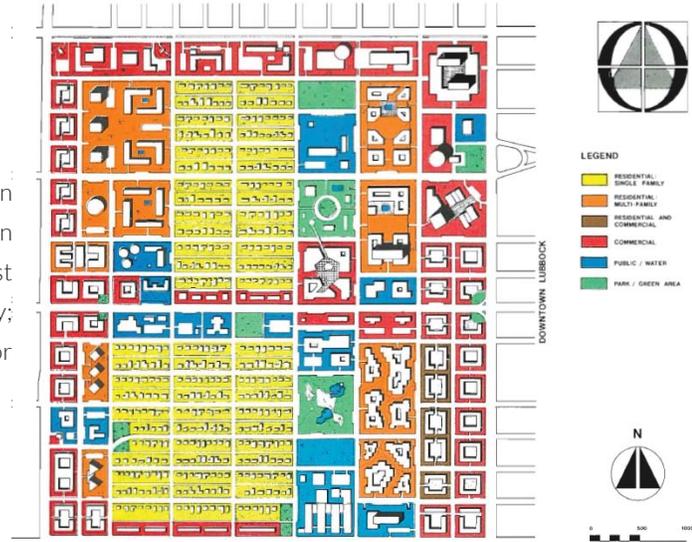
- Enhancing designated corridors with streetscape improvements, elevating their character to “boulevard” status
 - Parkway should be developed as a boulevard connector to better link the North and East development zones
 - Likewise, Broadway should be developed as a boulevard connector to better link East Lubbock with downtown Lubbock
- Housing infill, stabilization, and rehabilitation in existing neighborhoods. Targeting “cluster” residential development on current agricultural sites that help complete the residential nature of the area
- Enhancing the two Parkway retail districts, including the new grocery store-oriented district and the smaller commercial district at the intersection of Parkway and Martin Luther King Jr., through aesthetic improvements, addition of quality tenants, and improved pedestrian connections between buildings
- Targeting key vacant sites for residential and/or mixed-use development that align with or overlook the Canyon Lakes
- Maintaining and enhancing institutions in the area as employment and educational centers, as well as means for area stability
- Using “public anchors” as catalysts for infill, transit, and cluster site development



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OVERTON REVITALIZATION PLAN

In 1986, the Center for Urban Studies at Texas Tech conducted a 20-year plan for the Overton neighborhood. The focus of the Plan is land use and urban design, and the Plan identifies recommended future land uses and catalyst projects. It does not appear that the Plan was ever adopted as public policy; nonetheless, it provides insight into the assessed conditions and vision for this iconic neighborhood.

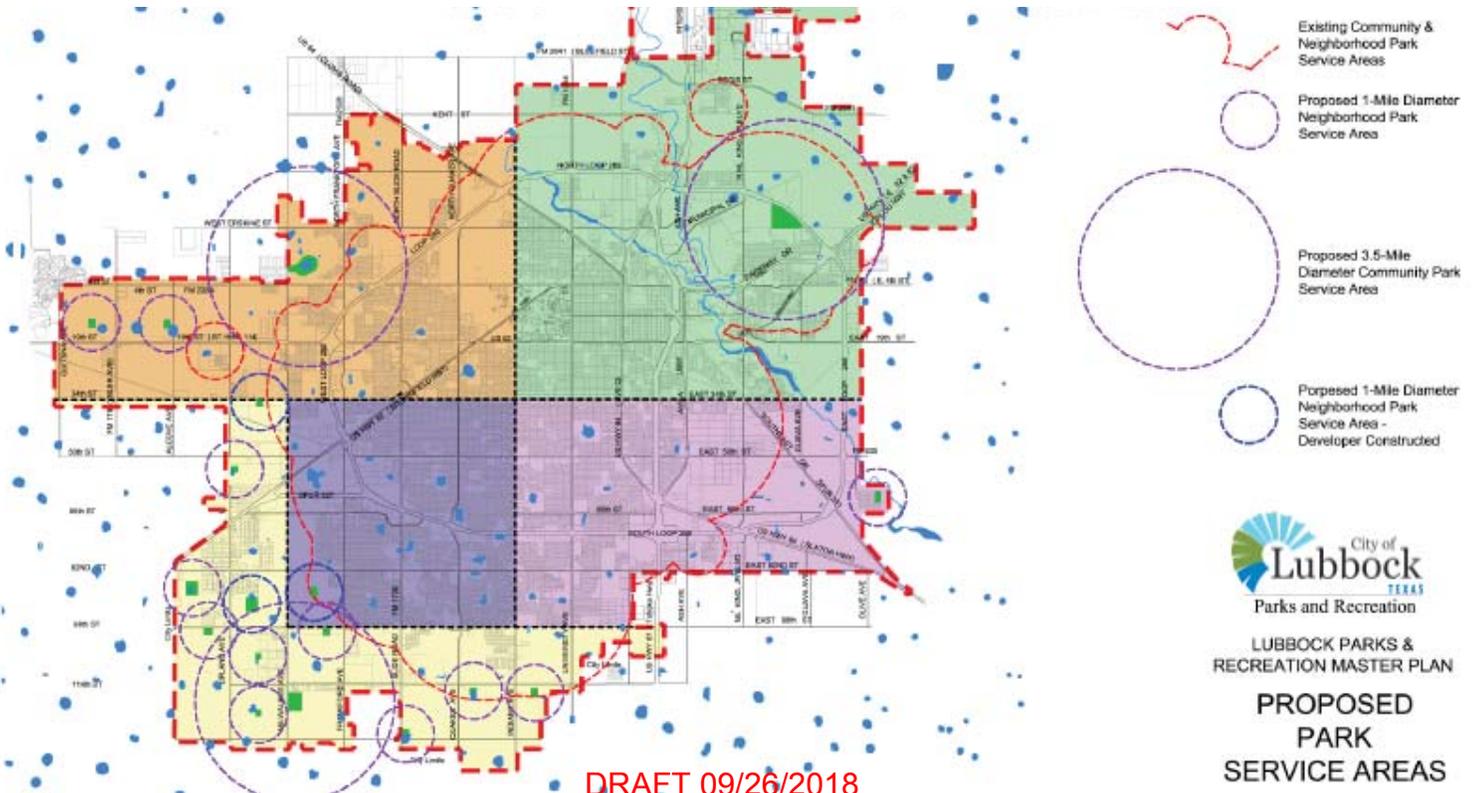


NORTH AND EAST LUBBOCK NEIGHBORHOOD PLANS

In 2017, two neighborhoods, Parkway-Cherry Point and Jackson-Mahon, commissioned action plans in coordination with the NELCDC. These neighborhood plans were not official City plans and were not adopted as public policy; however, the plans provide insight into the conditions, needs, and desires of residents in the neighborhoods.

PARKS, RECREATION, AND OPEN SPACE MASTER PLAN

The City's current Parks, Recreation, and Open Space Master Plan was adopted in 2011. The Plan is focused on existing facilities, providing a detailed assessment of current inventory. The Plan was updated in 2016 but not adopted. It is anticipated that a new Parks, Recreation, and Open Space Master Plan will be commissioned in 2020 or 2021 with a renewed focus on future and new facility needs based on growth. **This document informs the Comprehensive Plan by identifying the location and conditions of existing facilities and providing insight as to how the City plans for and maintains its open space and parks and recreational facilities.**



POLICIES

Unlike plans, policies are often regulatory in nature, though they can also serve as a guide in some cases. Ideally, regulatory policies are rooted in a community's visionary plans, as is the case with Lubbock. Some policies are narrow in scope and affect only a specific area or topic. Others, such as development regulations, are wide-reaching. The table below provides an overview of the policy documents with which this Comprehensive Plan must align with.

Policy Title (Aligning Chapter)	Regulating Entity
Zoning Ordinance (4)	City of Lubbock
Subdivision Ordinance (5)	City of Lubbock
Annexation and Growth Policy Report (4); 2015	City of Lubbock

ZONING AND SUBDIVISION ORDINANCES

Lubbock's Subdivision Ordinance regulates the division of land into two or more parts. The Ordinance specifies the standards for drawing and recording a plat, and requirements for public improvements necessary to ensure the property is suitable for development.

Lubbock's Zoning Ordinance governs the use of land and the location, size and height of buildings. The Ordinance also divides Lubbock into multiple districts, with each district containing its own regulations that are uniformly applied to all property within the district. The Zoning Ordinance is divided into two parts: a map and accompanying policies, with the policies specifying the regulations and the map identifying the location of the districts. The Zoning Ordinance also outlines standards and guidelines for special districts, such as Downtown.

CBD DESIGN GUIDELINES

Lubbock has multiple sets of regulations that stipulate development standards within the City's core. Each CBD zoning district includes standards for height and building orientation, building mass and scale, parking areas, and landscape areas. These include:

- 1999 Design Standards for the Central Business District
- Central Business District - CB-2 (Broadway/13th/Main)
- Central Business District - CB-3 (General)
- Central Business District - CB-4 (Depot)
- Central Business District - CB-5 (Civic Center)
- Central Business District - CB-6 (Arts)

Downtown Public Improvements Design Standards

Intended to serve as the implementing arm of the Downtown Revitalization Action Plan for public improvements, this document is designed to work in tandem with the CBD zoning districts. This document is unique because it includes requirements for parts of the public right-of-way. The Downtown Public Improvements Design Standards do not replicate the requirements of the CBD Ordinances, but set a minimum standard for all right-of-way improvements in the area.

OVERTON DESIGN GUIDELINES

Overton Park Public Improvements Site Design Guidelines

Beginning in 2004, there was renewed public and private interest in the revitalization of the Overton neighborhood. In partnership with the development community, the City commissioned this Plan to make the vision for Overton official City policy. The

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Plan prescribes future land use patterns and provides guidelines for many elements of the built environment, including:

- Landscaping
- Signage
- Gateways and gateway streets
- Corridors
- Public art
- Streetscape design (including sidewalks, streetscape amenities, lighting, fencing/screening, and buffering)

CANYON LAKES POLICY ZONE

Adopted in 1972, Canyon Lakes Policy Zone (Ordinance No. 6323) establishes land use and design standards for the newly-constructed Canyon Lake Park. Although the policy has largely fallen out of use, it nonetheless provides guidance on topics such as landscaping, commercial/industrial storage screening, and emissions.

ANNEXATION AND GROWTH POLICY REPORT

In August 2015, a detailed Annexation and Growth Policy Report was created by the Annexation and Growth Advisory Committee (which was initiated by the Lubbock City Council). The report identified ten major recommendations for the City’s annexation policies and procedures.

STUDIES

Studies are neither visionary nor regulatory in nature - they are intended to research and generate knowledge about an area or issue.

Study Title (Aligning Chapter)	Regulating Entity
Cultural District Recertification Study	City of Lubbock
Citibus Fixed-Route Study	City of Lubbock

CULTURAL DISTRICT RECERTIFICATION STUDY

The Lubbock Arts Alliance commissioned a study of the Cultural District in 2017 to identify how to further enhance the District as it prepares to seek recertification with the Texas Commission on the Arts in 2019. The Study identified several areas for improvement of the District, many of which are applicable to this Comprehensive Plan. Because the Arts and Cultural District runs through many of Lubbock’s most iconic and popular neighborhoods, the recommendations provided within the Recertification Study merit careful consideration and incorporation into City policy as appropriate.

CITIBUS FIXED-ROUTE STUDY

Citibus is Lubbock’s only public transit provider, offering fixed-route service throughout the City to Texas Tech University in the form of both on and off-campus shuttles. The purpose of this study was to:

- Assess the current conditions of Citibus service
- Determine potential gaps in service and barriers to effective operations
- Identify system strengths that should be maintained
- Provide service development strategies to be implemented in the near-term, with existing resources that will include route and

PHYSICAL FEATURES

Physical features are defined as the natural and built environmental factors that impact how Lubbock grows and develops.

Overall, Lubbock generally does not have significant physical constraints on its growth or development; the terrain is relatively flat, there are no large bodies of water, and there are only a few adjacent cities.

NATURAL CONSTRAINTS

PLAYA LAKES

Playa lakes (also referred to simply as playas or “dry weather lakes”) are recurring, temporary bodies of water of varying size and depth. These lakes are unique to the U.S. Southern High Plains, collecting rainwater in a region of otherwise relatively flat terrain. There are hundreds of playa lakes throughout Lubbock and the extraterritorial jurisdiction (ETJ). The playa lakes are crucial to supporting wildlife, agriculture, and drinking water. However, their primary function is to accommodate drainage.

CANYON LAKES

The Canyon Lakes are a chain of six reservoirs. This chain represents one of the most interesting and beautiful areas of Lubbock. The Canyon Lakes are one of Lubbock’s best opportunities for recreation and tourism.

LAKE ALAN HENRY

While not located in the City limits or ETJ, Lake Alan Henry is owned and maintained by the City of Lubbock. The Lake provides 40 percent of Lubbock’s current water supply and is therefore considered an external physical constraint (Source: Texas Water Development Board).

ELEVATION

Lubbock has little topographic variation, with a difference of only 344’ between the high and low points of the City and ETJ. As evidenced by the prevalence of playa lakes, Lubbock’s sloping from high to low points is very gradual; the points are on opposite ends of the City’s ETJ, separated by nearly 20 miles.

FLOODPLAIN

The Federal Emergency Management Agency (FEMA) defines a floodplain as any land area susceptible to being inundated by floodwaters from any source. In Lubbock, most floodplains occur around playa lakes. Within the City limits, 13.9 percent of land (11,491 acres) is designated a floodplain compared to 11.4 percent (25,987 acres) in the ETJ.

WHAT IS THE ETJ?

The ETJ is an area adjacent to a community’s city limits where the community may enforce its subdivision regulations but not zoning regulations. This is also the area in which a community has the power to annex, in accordance with State law. ETJs are regulated by Texas Local Government Code, Chapter 42. The size of the ETJ depends of the population of the community and proximity to other ETJs.

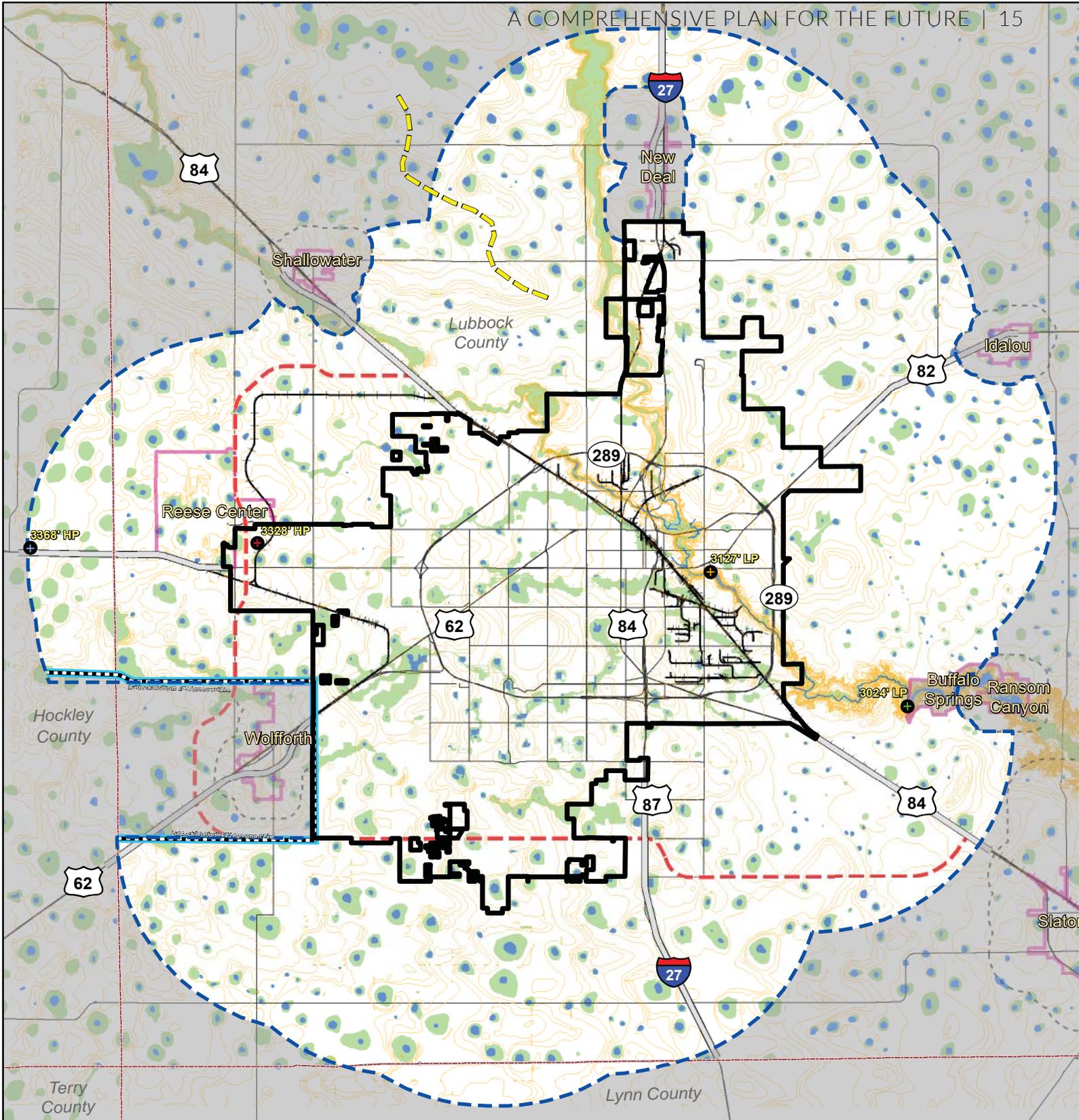


Figure 1.1: Physical Features Map

- High Point (City Limits)
- ⊕ High Point (ETJ)
- ⊕ Low Point (City Limits)
- ⊕ Low Point (ETJ)
- ~ TnrisTopo
- ~ Canyon Lake Stream
- +++ Railroad
- ⬢ Lubbock City Limits
- ⬢ ETJ
- ⬢ County Lines
- ⬢ Lubbock/Wolforth ETJ
- ⬢ Agreement Line
- ⬢ 1-Percent Flood Risk Zones (FEMA)
- ~ Ridge Lines

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DEMOGRAPHIC PROFILE

The purpose of this profile is twofold – to understand the conditions that exist in Lubbock and to understand how existing conditions compare to peer communities. This section also informs the Future Land Use Map by providing a growth rate that is used to project future demand of land uses.

The American Community Survey (ACS) is an annual survey comprised of five-year estimates. This demographic profile uses the 2016 ACS, so the data is based on surveys from 2012-2016. The ACS is comprised of four categories: demographics, social, housing, and economic data.

POPULATION

Lubbock’s population has grown steadily throughout its history.

Population as of July, 2017: 253,888
 New residents in 50 years: 100,000+
 Compound Annual Growth Rate (CAGR) over the last 50 years: 1.2%

CAGR represents the average compound annual population growth rate over a period of time. Growth rates vary from year-to-year and even decade-to-decade; CAGR averages these rates. City leadership and staff can use CAGR to project future growth trends and make decisions accordingly.

STUDENT POPULATION

39,808

Approximate population according to the 2017/2018 numbers from Texas Tech University, Lubbock Christian University, South Plains College, and Wayland Baptist University

Year	Population	50-Year CAGR
1910	1,938	
1920	4,051	
1930	20,520	
1940	31,853	
1950	71,747	
1960	128,691	1.2%
1970	149,101	
1980	173,979	
1990	186,206	
2000	199,564	
2010	229,573	
2018	261,137	

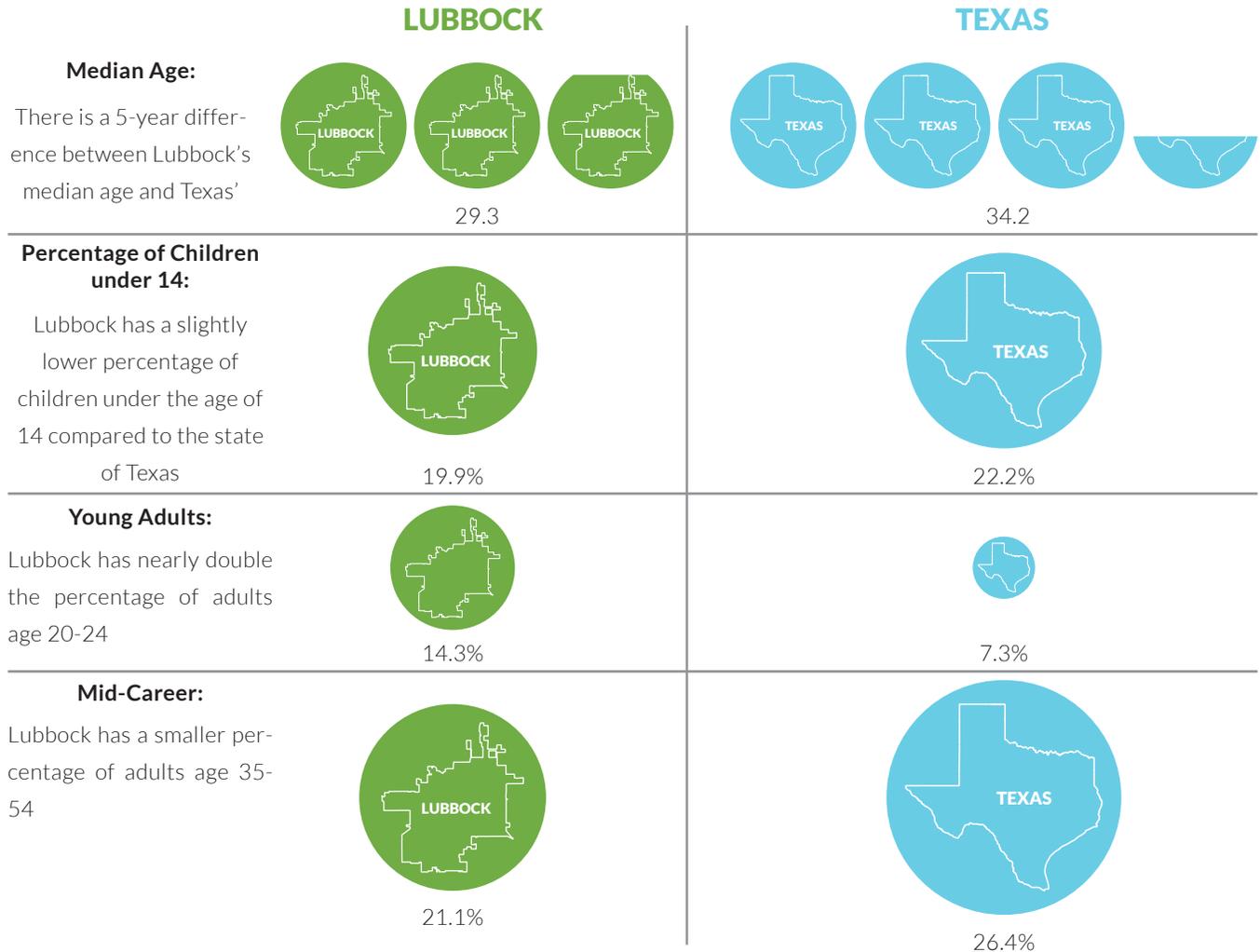
Source: Texas Almanac Online; U.S. Census



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AGE

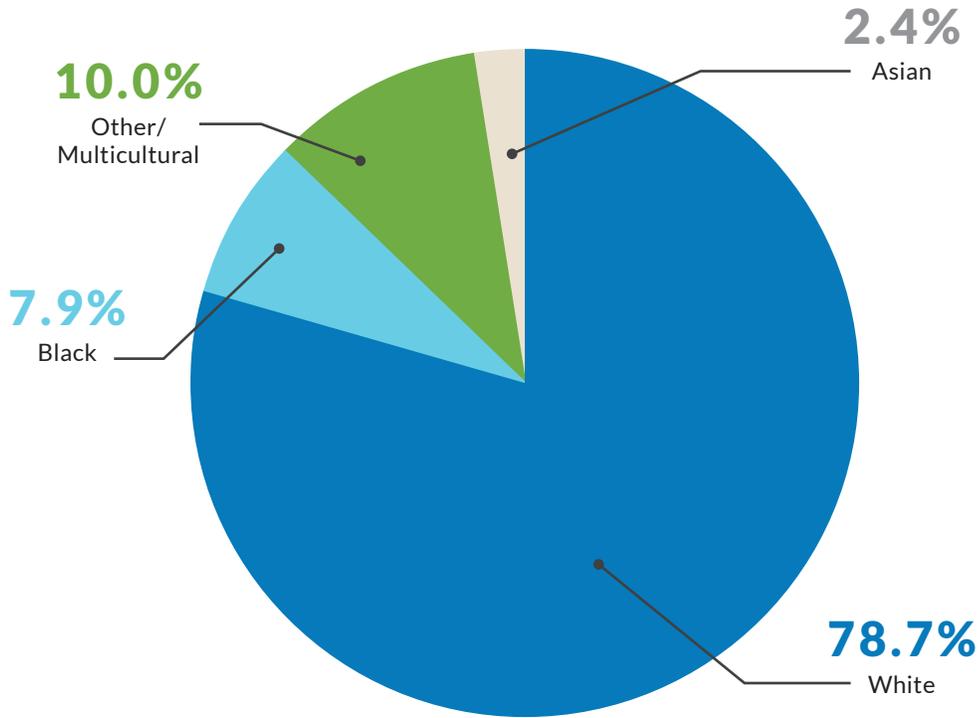
Age trends within the population can indicate and project need for services such as hospitals, parks, schools, transportation, and community centers. Age distribution can also help identify the kinds of land uses that are desirable within a community. Lubbock's age distribution is very similar to statewide averages with a few notable exceptions.



	Lubbock	Texas
Under 5 years	6.9%	7.3%
5 to 9 years	6.8%	7.5%
10 to 14 years	6.2%	7.4%
15 to 19 years	8.6%	7.1%
20 to 24 years	14.3%	7.3%
25 to 34 years	15.1%	14.5%
35 to 44 years	10.8%	13.5%
45 to 54 years	10.3%	12.9%
55 to 59 years	5.2%	5.9%
60 to 64 years	4.4%	5.0%
65 to 74 years	6.0%	6.8%
75 to 84 years	3.9%	3.4%
85+ years	1.6%	1.3%

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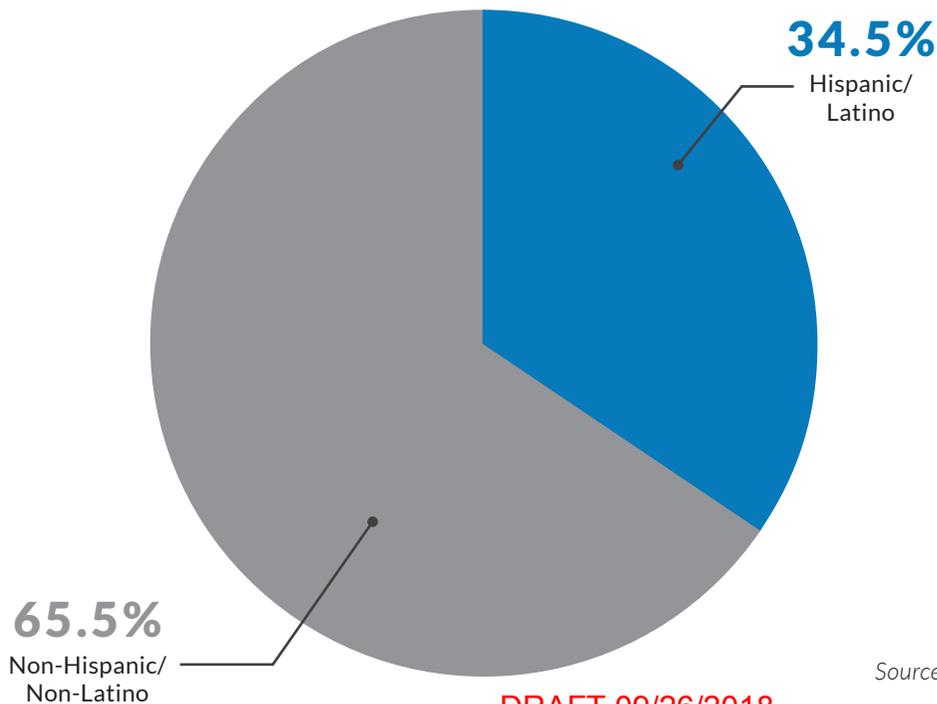
RACE



QUICK FACT: INTERPRETING RACE AND ETHNICITY

The terms “race” and “ethnicity” are often used interchangeably, though they refer to very different characteristics. Race is associated with biological factors, such as facial features or hair color. Ethnicity is associated with cultural factors, such as language and traditions. A person can identify as one or more race(s) regardless of ethnicity, though it is generally considered that people only identify with one ethnicity.

ETHNICITY



Source: U.S. Census

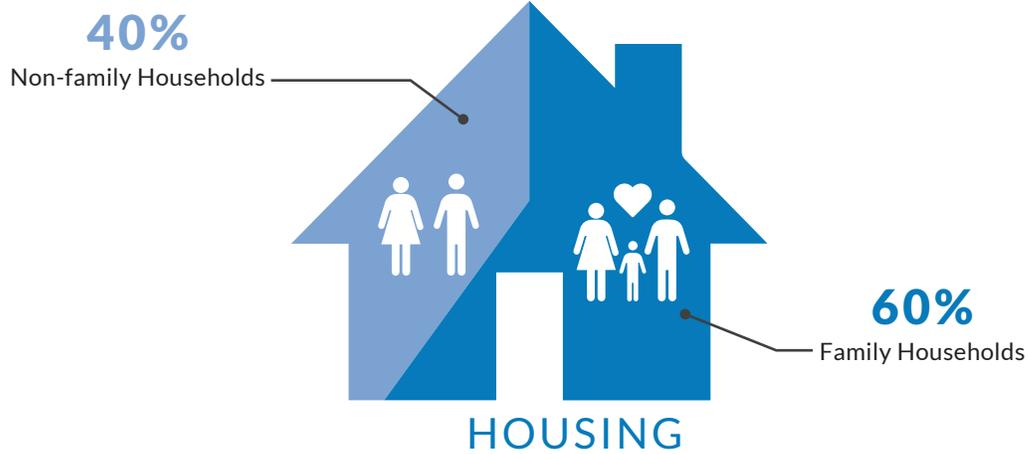
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HOUSEHOLDS

Housing and household factors, such as age, type, occupancy rate, and value, are very important factors for communities to consider when planning for the future. The following data reflects the U.S. Census Bureau's 2016 American Community Survey.

Family household: Two or more related people

Non-family household: Unrelated people or a person living alone



- 29.6% of housing constructed since 2000
- 35.7% of housing constructed before 1970
- 40% of housing is valued under \$100,000
- 8.5% of housing values are over \$300,000
- 65.6% of renters pay under \$1,000/month including utilities

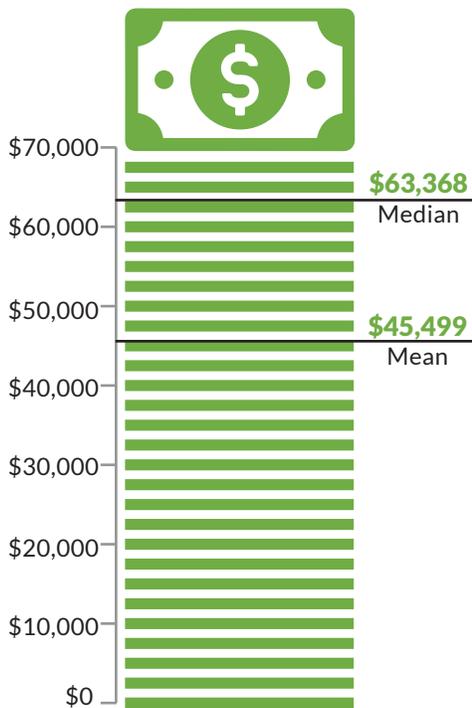
	LUBBOCK	COLLEGE TOWNS		WEST TEXAS CITIES				TEXAS
		COLLEGE STATION	WACO	AMARILLO	EL PASO	MIDLAND	ODESSA	
Occupancy Rate	90.3%	90.0%	88.5%	90.0%	91.3%	93.5%	90.2%	89.0%
Single Family Homes	65.5%	43.6%	58.1%	71.5%	67.5%	67.7%	66.8%	65.3%
Owner-Occupied Vacancy Rate	1.3%	2.9%	2.2%	1.8%	2.0%	0.6%	0.9%	1.6%
Percent Owner-Occupied of Total Housing Stock	52.2%	35.9%	57.4%	60.9%	59.2%	64.1%	62.0%	61.9%
Median Monthly Mortgage	\$1,245	\$1,610	\$1,162	\$1,195	\$1,164	\$1,486	\$1,264	\$1,444
Median Home Value	\$118,300	\$192,700	\$98,800	\$120,500	\$119,300	\$182,300	\$124,600	\$142,700
Renter-Occupied Vacancy Rate	8.2%	6.4%	5.6%	8.9%	9.6%	6.0%	38.0%	7.6%
Percent Renter-Occupied of Total Housing Stock	47.8%	64.1%	42.6%	39.1%	40.8%	35.9%	9.3%	38.1%
Median Rent	\$854	\$621	\$770	\$441	\$379	\$534	\$974	\$911

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ECONOMIC PROFILE

Economic conditions can shed light on a community's buying power, tax base, preferences for land uses, and likelihood of needing various social services. The following data reflects the U.S. Census Bureau's 2016 American Community Survey and most recent data available from the Bureau of Labor Statistics.

MEDIAN & MEAN HOUSEHOLD INCOME



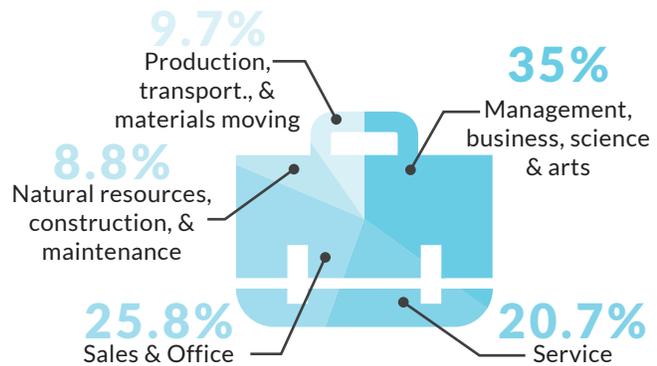
AVERAGE COMMUTE TIME



UNEMPLOYMENT RATE



OCCUPATION



INDUSTRY



OCCUPATION VS. INDUSTRY

Occupation: The particular job roles held by employed members of the community regardless of whether such jobs are located within the community.

Industry: The grouping of similar economic activities. It is a measure of the distribution of employment sectors within a community.

Remaining Industry Distribution

- **7.7%:** Professional, scientific, and management, and administrative and waste management services
- **6.0%:** Construction
- **5.4%:** Finance and insurance, and real estate and rental and leasing
- **5.3%:** Other services, except public administration

- **5.0%:** Manufacturing
- **4.3%:** Transportation and warehousing, and utilities
- **3.7%:** Wholesale trade
- **3.4%:** Public administration
- **2.1%:** Information
- **2.0%:** Agriculture, forestry, fishing and hunting, and mining

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EXISTING LAND USE

The purpose of this section is to understand the current land use pattern of the City. It is important to understand the type and location of existing land uses. It provides a basis for the development of the Future Land Use Map by carrying over uses that are not expected to change within the next 20 years.

DESCRIPTIONS

The following land use types currently exist within the City of Lubbock.

LOW DENSITY RESIDENTIAL

Low Density Residential is representative of a single dwelling unit that is detached from any other dwelling unit and is designed to be occupied by only one family. Single family homes are by far the dominant housing type and land use type currently existing within Lubbock. This category also includes manufactured housing that is built to the standards of “site-built” houses.



MEDIUM DENSITY RESIDENTIAL

Medium Density Residential, commonly referred to as duplex units, are structures with two dwelling units attached by a common wall that are designed to be occupied by two families (one in each unit). This can also include townhomes, garden/patio homes, duplexes, fourplexes, and single-structure multi-family.



HIGH DENSITY RESIDENTIAL

High Density Residential is composed of multi-family homes, which are structures with numerous dwelling units that are designed to be occupied by several families. This term can be used to describe a series of structures in a complex. Multi-family homes are also commonly referred to as apartments.



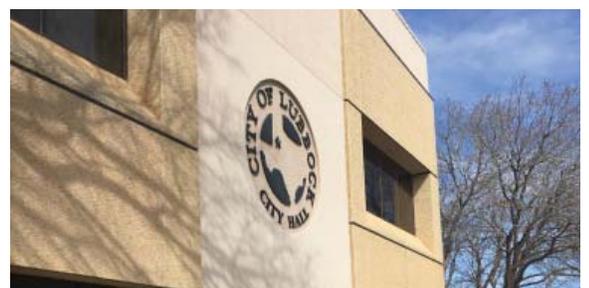
PARKS AND OUTDOOR RECREATION

Public park land, open space, and/or recreational areas located outdoors fall within the parks and outdoor recreation land use type. This land designation includes facilities such as tennis courts, public swimming pools, public pavilions, and basketball courts. It also includes privately-owned facilities that generally require some form of membership or residence.



PUBLIC USE

Public Use facilities are accessible to the public. Such facilities include schools, churches, public buildings, cemeteries, and some medical facilities. This land use type also includes some support services, such as school bus storage lots.



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COMMERCIAL

Businesses that primarily provide a service to consumers are referred to as commercial establishments. Examples include hotels, automobile service stations, automobile sales lots, self-storage businesses, etc. Commercial also includes retail establishments - businesses that primarily sell commodities or goods to consumers. Examples include restaurants, grocery stores, beauty salons, and shopping centers. Commercial also includes office - all types of professional and administrative office uses, including those occupied by doctors, lawyers, dentists, Real estate agents, architects, and accountants.



INDUSTRIAL

The industrial land use type allows for the processing, storage, assembly, and/or repairing of materials. Businesses within this land use designation range from light industrial with all activity occurring indoors, to heavy industrial with activity sometimes occurring outside.



RIGHT-OF-WAY

Right-of-way is land that is dedicated to public use for streets, alleys, and rail lines.

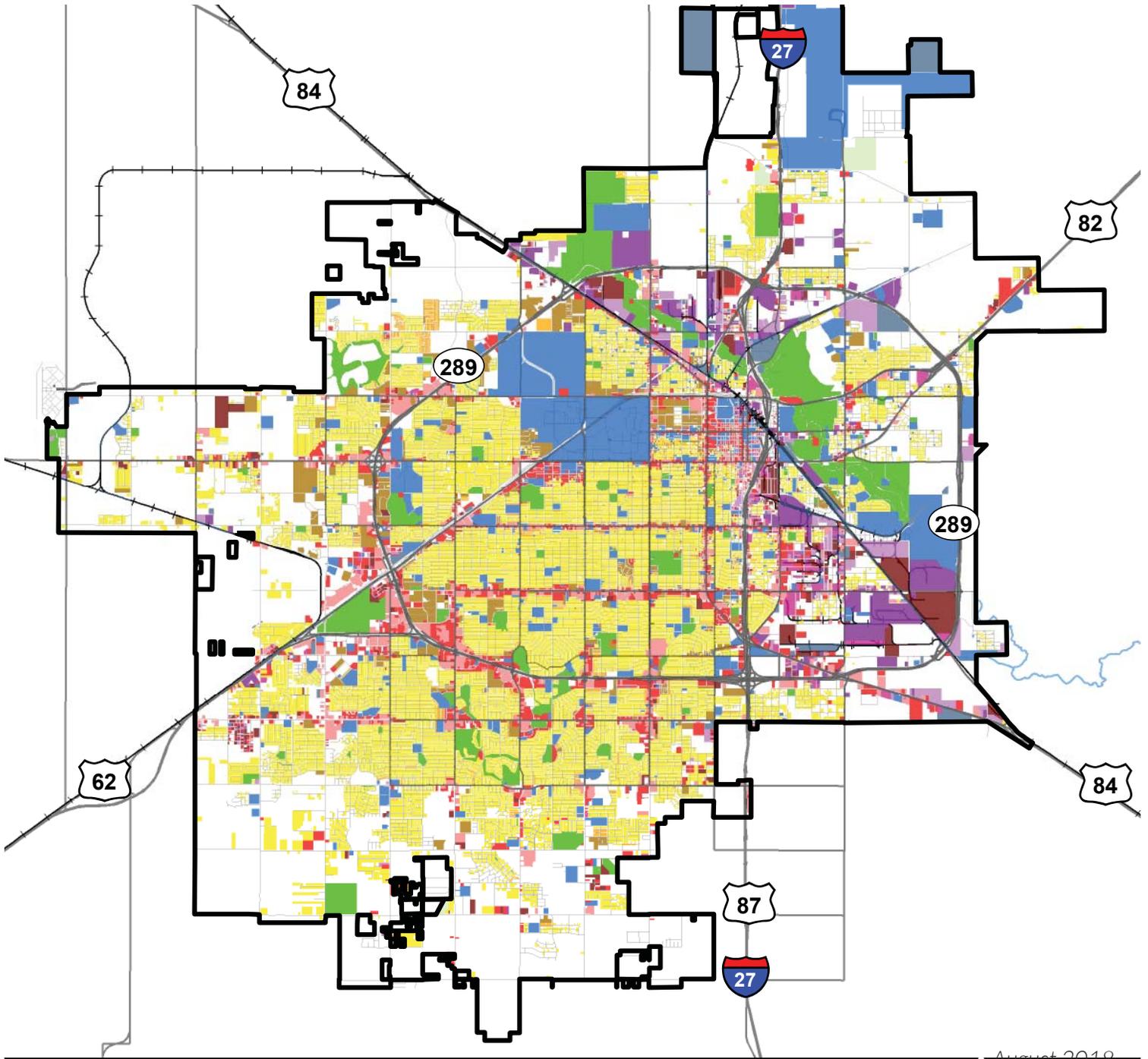
VACANT

Vacant land has no readily visible or apparent use, but is often used for ranching or agricultural purposes.



EXISTING LAND USE MAP

The location and distribution of these land uses is illustrated in the adjacent Existing Land Use Map. This Map is an analytical tool and is intended only to show broad categories of land uses as they currently (at the time of analysis) exist in the City. It should be noted that this Map is not intended to identify the character of existing development. The Existing Land Use Map was informed by aerial imaging and is important because it provides a graphical representation of where development is located throughout Lubbock and in what form it exists. Because many land uses, such as residential, public use, and industrial, often do not change over long periods of time, the Existing Land Use Map is also one of the first inputs when creating the Future Land Use Map.



August 2018



EXISTING LAND USE

- | | |
|--------------------------------|----------------------------------|
| R-L Residential Low Density | INM Industrial Non-Manufacturing |
| R-M Residential Medium Density | I-M Industrial Manufacturing |
| R-H Residential High Density | P-R Parks and Outdoor Recreation |
| C-R Commercial Retail | P-U Public Use |
| C-W Commercial Wholesale | T-U Gas Utility Office |
| C-S Commercial Service | V-A Vacant Agricultural Land |
| CWS Commercial Warehouse | Vacant Areas |
| Lubbock City Limits | 2 Miles |



Figure 1.1: Existing Land Use Map

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EXISTING LAND USE DISTRIBUTION: EXISTING CITY LIMITS			
CLASSIFICATION	ACRES	% OF DEVELOPED	% OF TOTAL
Developed- Nonresidential	9,101	17%	10%
Commercial: Retail	2,009	4%	2%
Commercial: Wholesale	1,317	2%	2%
Commercial: Service	2,778	5%	3%
Commercial: Warehouse	448	1%	1%
Industrial: Non-Manufacturing	924	2%	1%
Industrial: Manufacturing	1,625	3%	2%
Developed- Public Use	11,404	21%	13%
Parks and Outdoor Recreation	4,071 (only 2,641 maintained by City)	8%	5%
Public Use	7,333	14%	8%
Developed- Residential	17,573	33%	20%
Residential: Low Density	15,072	28%	17%
Residential: Medium Density	633	1%	1%
Residential: High Density	1,868	3%	2%
Developed- Other	15,385	29%	18%
ROW	14,045	26%	16%
Gas Utility Office	1,340	3%	2%
Undeveloped	33,556	-	39%
Vacant: Agriculture	212	-	0%
Vacant: Other	3,837	-	4%
Vacant: Undeveloped	29,507	-	34%
TOTAL	87,018	-	-

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PATTERNS

CITY LIMITS

The current City limits span 87,018 acres, equivalent to 136 square miles. Approximately 61 percent of land within the City is developed. Of this developed land, 33 percent is composed of residential, primarily low density. Nonresidential uses compose 17 percent of developed land. Public uses account for 21 percent of Lubbock's developed land. Finally, nonstructural developed uses, primarily right-of-way, comprise the final 29 percent of Lubbock's developed land.

EXTRATERRITORIAL JURISDICTION (ETJ)

The ETJ is an area adjacent to a community's city limits where the community may enforce its subdivision regulations but not zoning regulations. This is also the area in which a community has the power to annex, in accordance with State law. ETJs are regulated by Texas Local Government Code, Chapter 42. The size of the ETJ depends of the population of the community.

Lubbock currently has 233,106 acres of land within its ETJ, or over 364 square miles. Because there are only a handful of other ETJs or city limits around Lubbock, the City will have flexibility in the future to determine the best areas to incorporate.

Other regulations that can be enforced in ETJ are: outdoor signs, industrial districts, nuisances, some types of impact fees, streams, drainage & recharge features, development plats, and utility systems. More information on the City's ability to regulate the ETJ can be found in the Texas Local Government Code.

SUMMARY

Lubbock is composed of a combination of a newer and older established land use patterns; strategies will be required to address both types of land use patterns. Recommendations and redevelopment initiatives will be needed for existing, aging neighborhoods and nonresidential areas. Appropriate development standards and policies will be needed to guide new development.

CITY LIMITS: DEVELOPMENT TRENDS

- Original City development was located within the loop and built on a grid pattern.
- Strip development of nonresidential (retail and commercial uses) has occurred along numerous section line roads.*
- Higher intensity uses (industrial or heavy commercial) are located along highways and generally concentrated in the northern and eastern parts of the City.*
- Large amounts of public uses exist because of TTU, and City and County government facilities, which are centrally located.
- Downtown has the highest density development and is bordered by TTU to the west; many university-oriented uses (both residential and nonresidential) surround TTU.
- Canyon Lakes runs through the eastern half of the City, generally separating east and west, and serves as the largest single source of open greenspace.
- Most of the newest development is located to the south and west – predominantly low density residential and supporting uses.*

*Not all of these development trends are ideal in the long-term for Lubbock. Best practices and implications are discussed in the policy chapters (those with formal recommendations), specifically the Future Land Use Plan.



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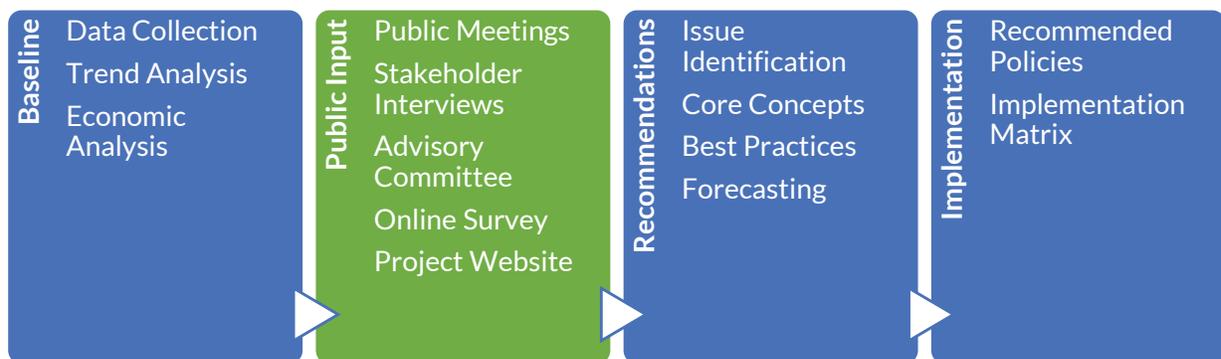
A dramatic sunset or sunrise over a body of water, with a semi-transparent text box in the center. The sky is filled with vibrant orange, yellow, and blue clouds, reflecting on the water below. The text box is a light gray rectangle with a white border, containing the chapter title and subtitle.

CHAPTER 2

Vision and Goals

SUMMARY OF PUBLIC INPUT

In order for a comprehensive plan to be effective, it must be representative of the community. Ensuring that a plan represents the community's needs, desires, and vision for the future is done by soliciting input from the public at every step of the planning process. In Lubbock, this included an online survey, Advisory Committee and subcommittees, stakeholder interviews, and open houses.



COMPREHENSIVE PLAN ADVISORY COMMITTEE

The Comprehensive Plan Advisory Committee (CPAC) was established by the Lubbock City Council to champion the planning process and guide the planning consultants. Members were appointed by the City Council to represent the community. The main purpose of the CPAC was to assist with the formulation of policies and recommend the final draft Plan to the Planning & Zoning Commission and City Council. The CPAC met numerous times throughout the planning process and dedicated a significant amount of time to the development of this Comprehensive Plan. The following pages provide a summary of each CPAC meeting.



32 CPAC MEMBERS REPRESENTED THE COMMUNITY.

THE CPAC MET 14 TIMES THROUGHOUT THE PLANNING PROCESS.

THE MEMBERS OF THE CPAC HELPED GUIDE THE DIRECTION OF THIS PLAN.

EVERY CPAC MEETING HAD DESIGNATED TIME FOR THE PUBLIC TO SPEAK.

MEETING SUMMARIES

CPAC #1 – MAY 22, 2017

Project Kickoff: The consultant team and City staff had their first opportunity to meet the Council-appointed Advisory Committee. The consultants provided an overview of the planning process and duties of the CPAC. The CPAC shared their high-level vision for the future of Lubbock. (Meeting location: Civic Center)



CPAC #2 – JUNE 13, 2017

Core Ideas and Visioning: The Consultants facilitated interactive visioning exercises with the Committee in order to begin to understand Lubbock’s needs, desires, and values. The CPAC identified the big ideas that the Plan would need to address. (Meeting location: Margaret Talkington School for Young Leaders)



CPAC #3 – AUGUST 22, 2017

CPAC #5 – OCTOBER 17, 2017

CPAC #4 – SEPTEMBER 19, 2017

CPAC #6 – NOVEMBER 14, 2017

Future Land Use Plan:

From August through November of 2017, the consultants worked with the Committee to create the Future Land Use Plan and Map. The initial meeting focused on introducing the basics of land use planning and understanding key land use issues and opportunities in Lubbock. Later meetings focused on refining the proposed map and formulating the policies that would need to accompany the Plan. Each of these CPAC meetings was dedicated to a section of the Plan. At the end of each meeting, the CPAC gave their recommendation to the consultants on how to proceed with writing the recommendations for each section. (Meeting locations: CPAC #3 at West Texas Home Builders Association, CPAC #4 at Maxey Park Community Center, CPAC #5 at Lubbock-Cooper North Elementary, and CPAC #6 at Science Spectrum & OMNI Theatre)



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CPAC #7 – DECEMBER 12, 2017

Community Character & Livability:

This meeting focused on community livability and quality of life. The consultants presented planning trends and best practices and heard from Committee members about existing conditions in the community. (Meeting location: West Texas Home Builders Association)



CPAC #9 – FEBRUARY 21, 2018

Transportation and Utilities:

Committee members heard from engineering and traffic planning consultants about the ongoing planning efforts that were being incorporated into the Plan. (Meeting location: Civic Center)



CPAC #8 – JANUARY 23, 2018

Population Projections and Housing:

The consultant team presented historical growth trends and various growth scenarios. The committee members discussed which growth rates would be the best basis for future planning decisions. (Meeting location: Groves Branch Library)



CPAC #10 – MARCH 21, 2018

Downtown, Canyon Lakes, and East Lubbock:

This meeting focused on how the Comprehensive Plan could best promote, enhance, and connect many of Lubbock's most iconic districts and neighborhoods. (Meeting location: Civic Center)

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CPAC #11 – APRIL 18, 2018

Parks and Economic Development:

The Advisory Committee viewed presentations on parks, funding, and economic development and voted on respective strategies. (Meeting location: Garden and Arts Center, Cultural Hall)

CPAC #12 – MAY 30, 2018

Review Draft Plan, Future Land Use Updates, and Implementation/Prioritization:
The Advisory Committee reviewed all previously discussed strategies and voted on the overall policy directives for the Plan. (Meeting location: Civic Center)

CPAC #13 – SEPTEMBER 12, 2018

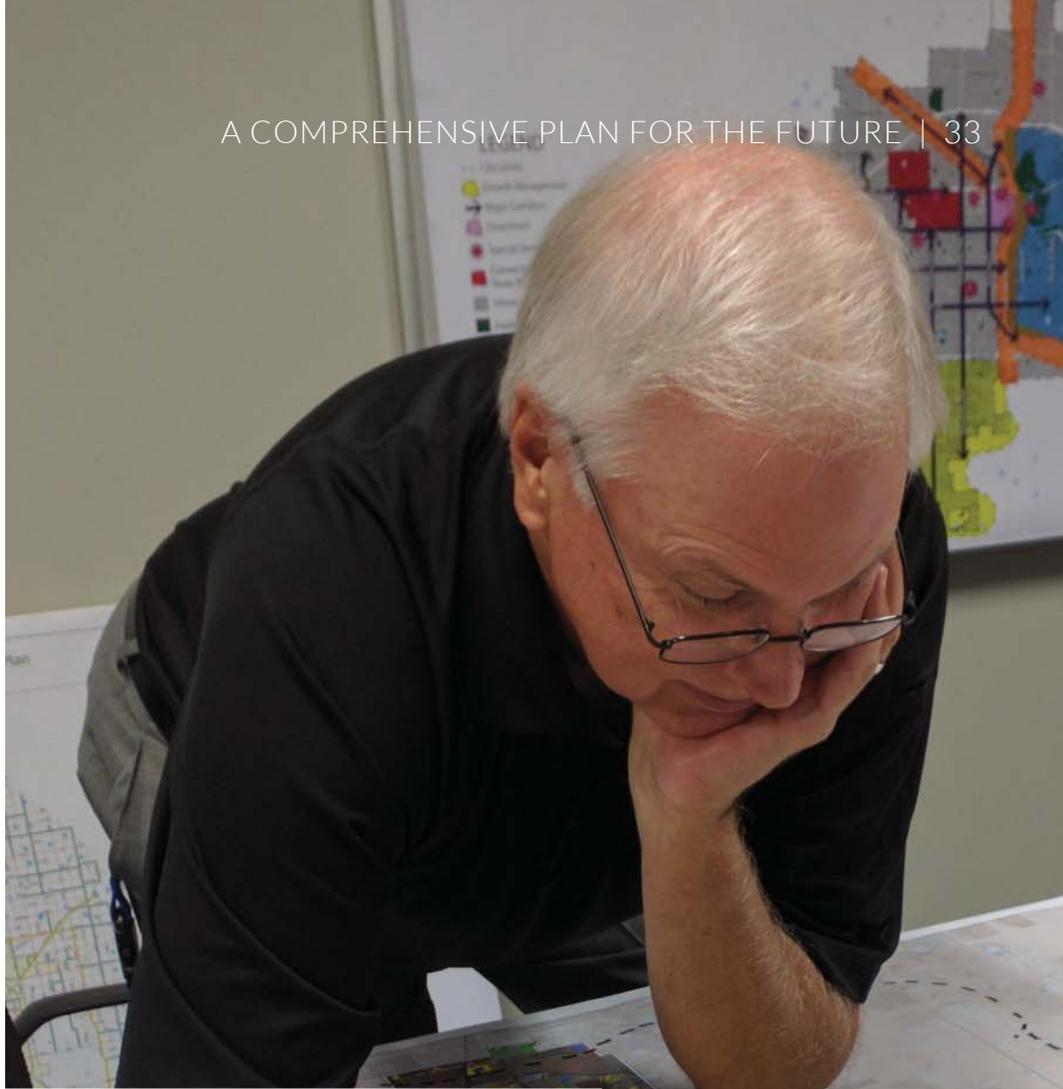
The Advisory Committee discussed their comments on the draft Comprehensive Plan and voted to go through one more round of edits before recommending the Comprehensive Plan to the P&Z and City Council. (Meeting location: Civic Center)

CPAC #13 – OCTOBER 16, 2018

<to be filled in after meeting occurs>



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CPAC SUBCOMMITTEES

Throughout the planning process, several CPAC subcommittees were formed to focus on various topics that were especially important to the future development of Lubbock. Each subcommittee reached consensus on their assigned topics and presented their findings and recommendations back to the entire CPAC.

FUTURE LAND USE

The future land use subcommittee was originally formed to assist in the development of an Interim Future Land Use Plan. During the development of that document, the issue of infrastructure funding became an important topic that required further discussion. After the adoption of the Interim Future Land Use Plan, the subcommittee continued to explore recommendations for how to fund future infrastructure. The subcommittee met three times throughout the planning process.

PARKS

The parks subcommittee was formed to assist in developing recommendations for future parkland in Lubbock. The main issues discussed were which types of parkland would be accepted and maintained by the City and if all playas should become parkland. The recommendations from this subcommittee were presented back to the CPAC for final consensus. The final recommendations for parks can be found in Chapter 8. The subcommittee met two times throughout the planning process, as well as with the Parks Board.

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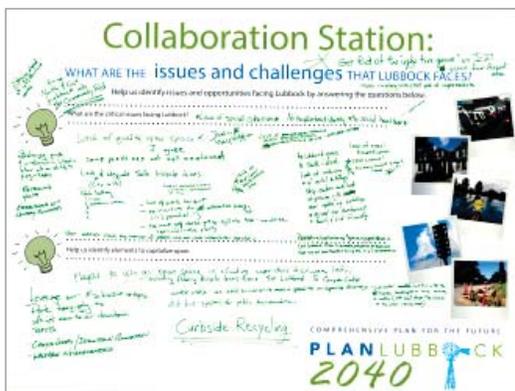
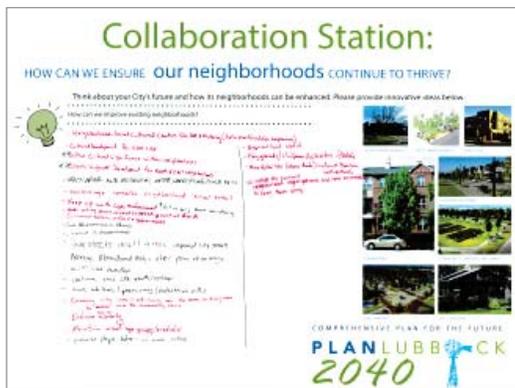
PUBLIC MEETINGS

PUBLIC MEETING #1 JULY 25, 2017

The main purpose of the first public meeting, held at the Civic Center, was to inform and educate the public about the comprehensive planning process. This information was very important since the City had not undertaken a City-wide long-range planning process since the mid-1980s. The consultants gave a presentation explaining the planning process, project schedule, and project details. The majority of the meeting was spent allowing participants to give their initial input on various issues and the vision for Lubbock on various boards around the room. Questions included:

- Where do you see Lubbock in 10 to 20 years?
- What does Lubbock look like in the future?
- What are the issues and challenges that Lubbock faces?
- How can we ensure Lubbock’s quality of life is maintained?
- How can we ensure our neighborhoods continue to thrive?
- What should Lubbock’s image and aesthetics be?
- What is missing most in Lubbock?
- How should economic development be used in Lubbock?

There was also a kids station (right) that allowed a space for children to color on various activity pages that asked them to draw the things they wanted to see in Lubbock in the future.



PUBLIC MEETING #2 OCTOBER 15, 2018

To be completed following the October 15 meeting.

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“ Development in downtown with local restaurants, vibrant mixed-use development, lots of pedestrian paths and a link to the greenbelt and parks. This vision also includes improved public transit, encourages solar and alternative energy as well as wise water use. The City will attract more middle class employers in new industries beyond agriculture and healthcare. ”

- Comments on the Vision Board from July 25th Public Meeting

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ONLINE SURVEY

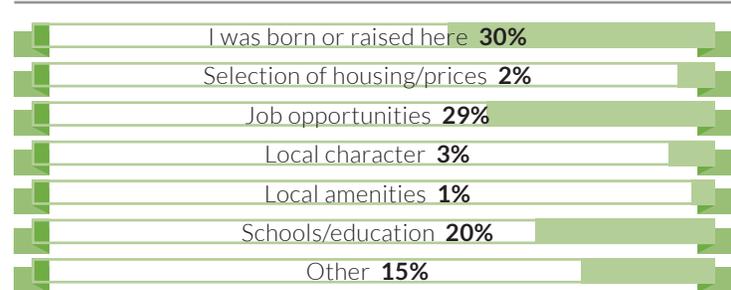
There were 3,010 respondents to the survey. It was posted on the City’s website and project website from May 2017 to March 2018. The survey was also available in Spanish. The purpose of the online survey was to capture high level input from citizens about the future development of Lubbock. The input was used by the CPAC and consultants to draft goals and guide Plan recommendations. The following pages depict a summary of the survey results. Full online survey results are reference in the Appendix and can be requested at the City of Lubbock Planning Offices.

Nearly 3/4 of the survey respondents say they live and work in Lubbock.

My age is....



The most important factor for deciding to move to Lubbock was...



What is your favorite characteristic of Lubbock?

There were a variety of responses to this open-ended question, however the most common responses were:



How would you rate Lubbock in terms of overall general appearance?



I've lived in Lubbock for...



What is one thing you would change about Lubbock?

- Green space and outdoor activity
- More pedestrian friendly
- More entertainment options
- Green energy options
- Constant construction
- More mixed-use development
- Public transportation
- Thoroughfare development
- Marsha Sharp Freeway
- Infrastructure upgrades
- Revitalize older neighborhoods
- More bike paths
- More high-tech jobs
- Property tax rate
- Improved regional transportation with planes and trains
- Improvement to downtown
- Sprawl
- Diversified manufacturing base
- More arts and cultural venues
- Investment in the southwest part of town
- Lubbock Power & Light
- More family activities
- Better drainage during heavy rains
- Embracing cultural diversity
- Increased neighborhood watch
- Growth rate
- More industry
- High standards for development
- Amount of drunk drivers
- Investment in the east side

OPPORTUNITIES & THREATS

A series of survey questions asked participants about the opportunities and threats facing Lubbock. These questions were targeted at economic growth as well as the overall vision for Lubbock.

On a scale of 1 to 5, what are the greatest threats to Lubbock's economic growth?

3.42 Ability to provide adequate work-force supply
out of 5



3.19 Agriculture issues
out of 5



On a scale of 1 to 5, what are the greatest opportunities to Lubbock's economic growth?

4.45 Medical-related growth
out of 5



4.38 University-related growth
out of 5



What would you consider to be Lubbock's greatest opportunity for future improvements?

25% Redevelopment of existing areas



22% Downtown



What would you consider the greatest threat to your vision for Lubbock?

30% Visitor perception, identity



22% Infrastructure needs (i.e. roads, water, sewer, utilities)



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ASSETS & ISSUES

Two questions on the survey asked participants to consider the assets and issues within Lubbock. The majority responded with the following:



What would you consider to be Lubbock's greatest asset?

58% Responded Texas Tech University

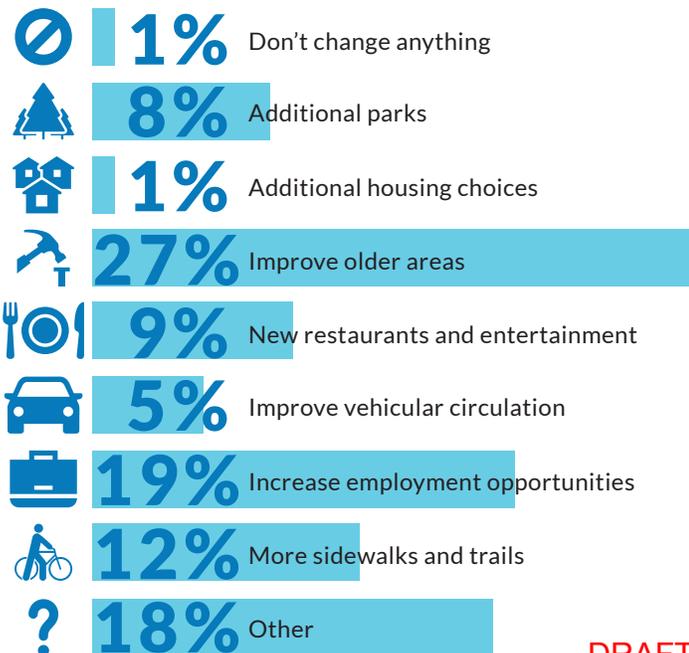


What would you consider the greatest single issue facing Lubbock today?

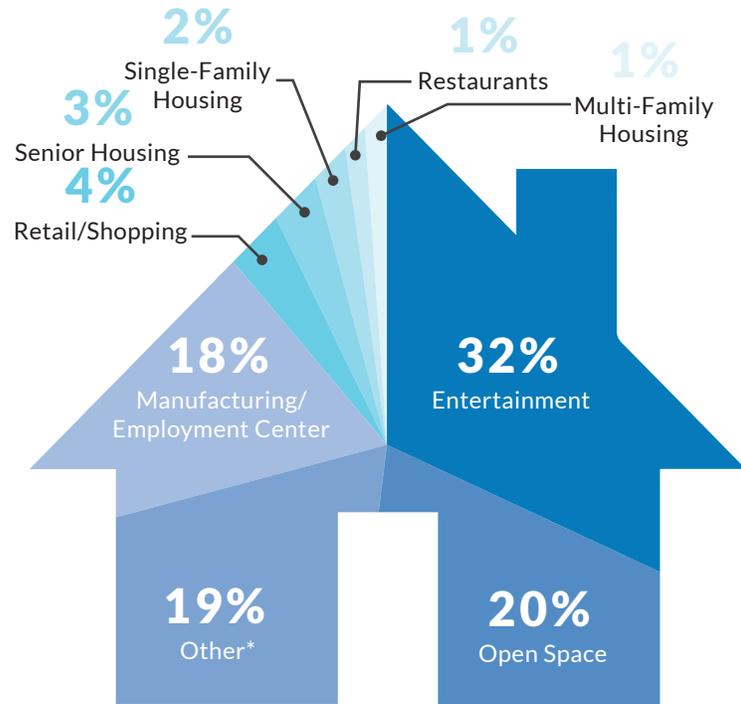
18%	16%	15%	11%
Infrastructure	Aesthetics	Other*	Job needs

* Crime and LP&L were the most frequent write-in responses

What is your number one desire for Lubbock?



What development types are needed most in Lubbock?



*Other responses: downtown development, dog park, schools, family venues, biking and jogging trails, diversified transportation, infrastructure improvements, splash pads, affordable housing, communal art spaces, military base, community colleges, homeless shelter.

Imagine Lubbock as you want it to be in 10-15 years. What is it like?

- Very green with lots of sidewalks
- Forward thinking city
- All neighborhoods receiving equitable services, infrastructure, and housing
- Great infrastructure
- Clean, inviting city with good streets
- Safe community that retains talent
- Less traffic
- More vibrant downtown area
- Healthy, strong economy
- Using renewable energy sources
- Inclusion
- Utility choices
- Destination city
- Outer loop finished
- Arts and culture
- Friendly town where people look you in the eye
- Continued growth
- Diverse job options
- Vibrant local music scene

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STAKEHOLDER MEETINGS

The purpose of the stakeholder meetings was to gain additional public input from groups in Lubbock that have a vested interest in the City and the Comprehensive Plan. These meetings occurred throughout the first half of the planning process. The meetings focused on the efforts of each group and how those efforts could be tied into Plan recommendations. The following groups were identified as stakeholders and participated in meetings:

- Chamber of Commerce
- Lubbock Economic Development Alliance
- Imagine Lubbock Together
- Lubbock County
- West Texas Home Builders Association Developers Council
- Lubbock Christian University
- Texas Tech University (TTU) System
- Lubbock ISD
- Lubbock-Cooper ISD
- Frenship ISD
- Northeast Lubbock Community Development Corp.
- Lubbock Arts Alliance
- Texas Department of Transportation (TxDOT) and the Metropolitan Planning Organization (MPO)



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OUR VISION FOR LUBBOCK IS...

The core ideas are high-level organization for issues and challenges facing Lubbock. These core ideas were developed through input from the CPAC, online survey, and public. Each core idea has a goal or statement that will tie directly to specific recommendations, strategies, and actions in this Comprehensive Plan.

GROWTH MANAGEMENT

- Encourage infill development inside of the loop, specifically in north and east Lubbock
- Balance Lubbock's southwest growth with other areas of the City
- Develop a fiscally balanced Future Land Use Plan

MAJOR CORRIDORS

- Improve certain major corridors by re-examining land use patterns, revitalizing aging sites, and re-purposing deteriorating areas

DOWNTOWN

- Support downtown revitalization as a vibrant place for businesses, government, visitors, events, housing, arts, entertainment, recreation, and shopping
- Connect downtown to Texas Tech University and Canyon Lakes
- Create more walkable areas in downtown and reduce the auto-footprint

SPECIAL DISTRICTS

- Create improvement initiatives to enhance existing and potential special districts found throughout Lubbock
- Brand special districts with a unique identity
- Create connectivity between all special districts

CONNECTIVITY WITH LOCAL UNIVERSITIES

- Continue to support the strategic plan priorities for local universities and leverage associated opportunities

VIBRANT NEIGHBORHOODS AND HOUSING VARIETY

- Protect and strengthen existing neighborhoods and promote a range of housing choices
- Develop neighborhood maintenance strategies specific to each neighborhood
- Design guidelines for infill development specific to each neighborhood

PARKS AND RECREATION GREENPRINT

- Provide parks and recreational amenities throughout Lubbock to support quality of life, local character, revitalization, and image
- Create more connectivity between neighborhoods and park amenities
- Utilize the playa lake system for future parkland or other community amenities
- Provide parkland in areas of new development

CANYON LAKES

- Capitalize on the Canyon Lakes amenities as a key asset and defining community character
- Ensure policies to protect the natural environment of the Canyon Lakes

GATEWAYS AND IDENTITY

- Enhance the overall visual identity for key portals and major roadways into Lubbock

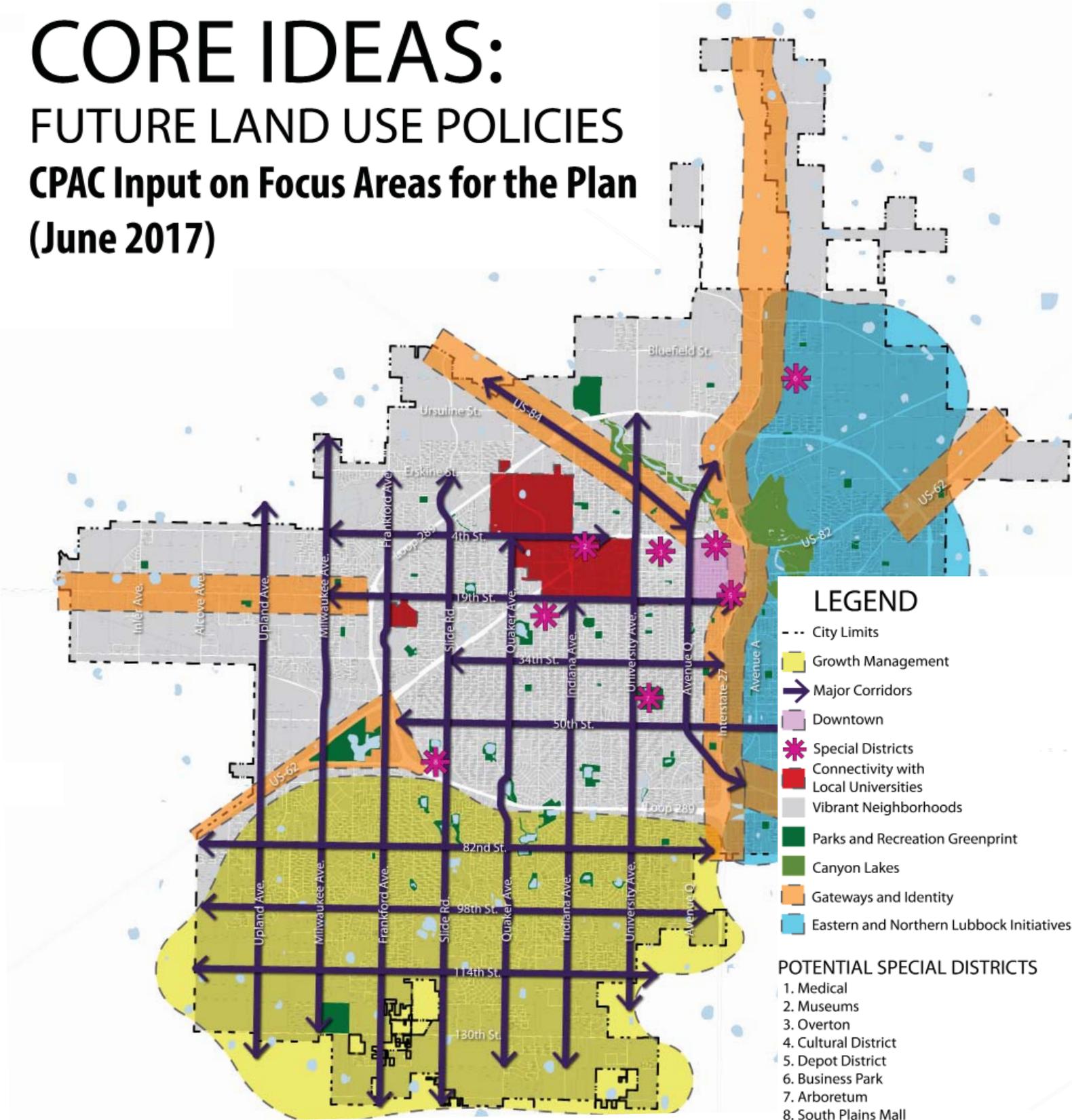
EASTERN AND NORTHERN LUBBOCK INITIATIVES

- Create initiatives to energize and stabilize areas east of Interstate 27
- Promote infill development
- Encourage local business

CORE IDEAS:

FUTURE LAND USE POLICIES

CPAC Input on Focus Areas for the Plan (June 2017)



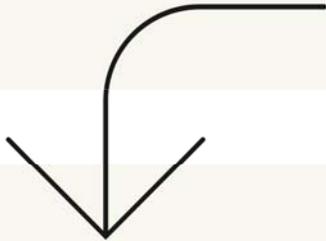
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HOW IS THIS INPUT CONNECTED WITH THE PLAN RECOMMENDATIONS?

CORE IDEAS

CPAC

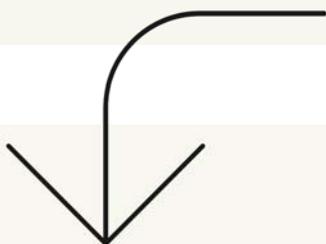
THE CPAC DEVELOPED THE 10 CORE IDEAS ON PAGE 40 TO SERVE AS THE BASIS FOR THE PLAN.



PRIORITIES

CPAC + PUBLIC INPUT

16 PRIORITIES WERE CREATED BY COMBINING THE CPAC CORE IDEAS AND PUBLIC INPUT



RECOMMENDATIONS

EACH PLAN RECOMMENDATION TIES DIRECTLY TO A PRIORITY

PRIORITIES

SPECIFIC
RECOMMENDATIONS
FOUND IN CHAPTERS:

PRIORITIES

SPECIFIC
RECOMMENDATIONS
FOUND IN CHAPTERS:

	{	7	Cultural District Recertification Study		{	4	Thoroughfare Plan																								
			{	6			Economic Development Initiatives		{	4, 7	Corridor Design & Gateways																				
							{	8			Park/Playa Stormwater Design and Connectivity		{	7	Neighborhood Planning Program																
											{	8			Enhance Canyon Lakes		{	3	FLUP Commercial Concept												
															{	7			Enhance Downtown		{	4, 5	Impact fees for Infrastructure Projects								
																			{	7			Placemaking around TTU, Downtown, & Canyon Lakes		{	7	Hazard Mitigation Plan				
																							{	7			Design Standards		{	3	Annexation/ Growth Policies
																											{	3, 4			Revise Zoning Ordinance

THE COLOR OF THE RECOMMENDATIONS AT THE END OF EACH CHAPTER CORRESPOND WITH THE PRIORITIES SHOWN ON THIS PAGE.



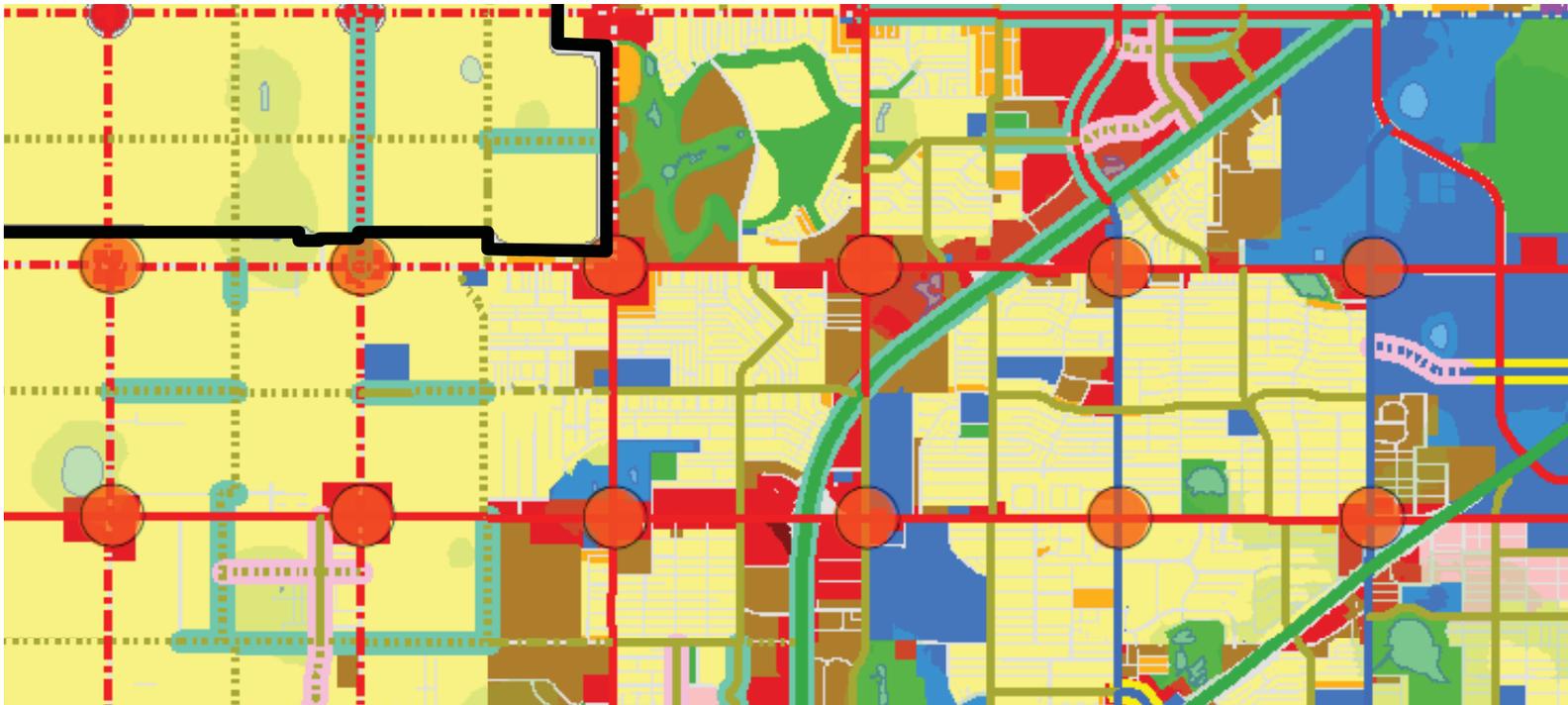
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CHAPTER 3

FUTURE LAND USE PLAN



THE FUTURE LAND USE PLAN

Many factors influence the way a city grows and defines its characteristics, but the pattern of land use is one of the most important components affecting the way cities function. The types and value of the various land uses in a community determine how cities operate and provide public services. For these reasons, the land use pattern impacts:

- The type of services and products available to businesses and residents
- Affordability
- The ability to provide services to residents and businesses
- Connectivity and mobility
- Public health and safety
- The factors that contribute to the makeup of the local economy
- The amount of public and open space
- Longevity of land use and road infrastructure

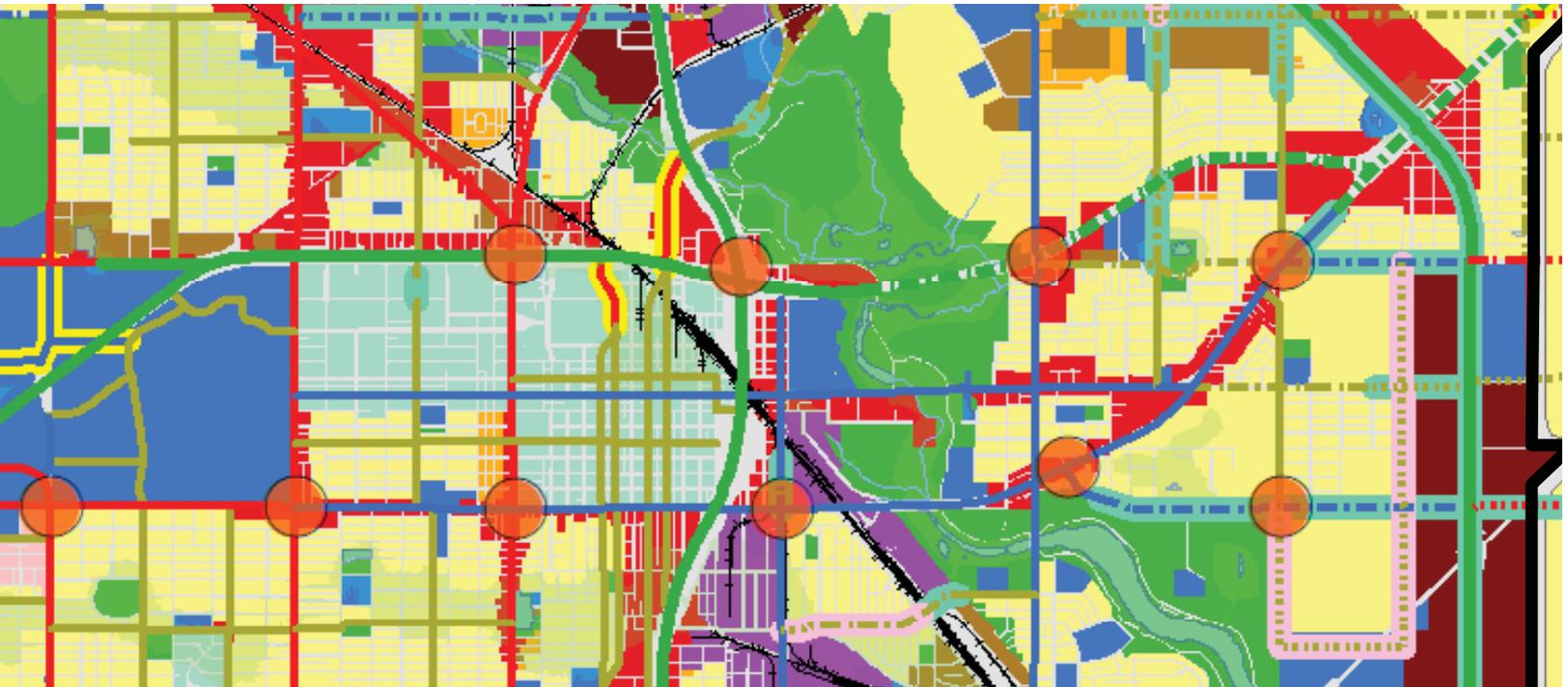
All of these collectively create the quality of life that is so important in our daily lives. Consequently, it is in the City's best interest to encourage the best pattern of land use to serve its citizens and businesses.

PUBLIC INPUT ISSUE IDENTIFICATION

- Aging corridors
- Lack of growth east and north
- Rapid growth west and south
- Need for revitalization of Downtown
- Aging neighborhoods
- City funding infrastructure expansion
- No boundaries to growth
- No set policy for infrastructure expansion
- Outdated Future Land Use Map

The pattern of land use in Lubbock has evolved over many years to service the needs of its residents. As discussed in the Community Snapshot, the amount of acreage used for the various types of land uses is largely determined by the market and demand for those goods and services. How this demand will change in the coming decades is a question that is difficult to answer but past indicators can provide some insight to future demands. The ratio of existing population to land use types can give us an idea of the quantity of land use that may be needed in the future for an expected population. This chapter utilizes existing conditions (see Chapter 1), fiscal impact modeling, and community visioning (see Chapter 2) to provide guidance on Lubbock's future land development.

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The contents of this chapter collectively form the Future Land Use Map (FLUM), of which the main focus is defining Lubbock's land uses, identifying where in the City they are desired and appropriate, and developing the policies to guide land use decisions. **The envisioned location of Lubbock's future land use patterns is visually depicted by the FLUM.** This map is visionary in nature, and is used to inform land use decisions, such as zoning, as well as capital improvement planning.

BALANCED LAND USES

The goal of a balanced land use pattern is worthy for many reasons. But what is a balanced land use pattern?

In its simplest form, there are two basic parts to this answer. One, the demand for the various types of business and services that are generally available to its residents and two, the income the City receives, mainly from ad valorem and sales tax revenue, that provides a revenue stream equal to the cost of providing City services. **A balanced land use pattern blended with quality of life goals are not mutually exclusive. It is important to understand that both are needed to create a vibrant and exciting city.**

What should Lubbock's vision be for land use?

During community outreach meetings, issues were cited that should be addressed in Lubbock. These led to the creation of primary core ideas, one of which was to develop a practical yet visionary future land use plan for the City. This vision should be used to create a plan that will guide Lubbock's emerging development patterns. It is recognized that land use types and patterns are changing and will change in the future. In addition to traditional land uses, there are mixed use and other pedestrian friendly, walkable developments occurring throughout Texas and nationwide. In Lubbock, not all areas will be appropriate for these vanguard type developments but there are a number of areas where they would work well including, but not limited to Downtown, around Texas Tech and around Reese Center. These areas provide strong opportunities for new urbanist/ mixed-use development areas. Lubbock is at a point in time where so many conditions are fueling robust growth, and this planning process is valuable in setting a cohesive vision. The tremendous expansion of the health care industry and the continual strength of the petroleum and agriculture business sectors are advantageous to Lubbock and these opportunities should be reflected in the vision.

OUR VISION IS A DIVERSITY OF LAND USES AND A FISCALLY-BALANCED COMMUNITY.

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How does the FLUM account for existing development patterns?

Regardless of land use, **additional effort is necessary to redevelop existing developments into a fundamentally different use.** While redevelopment certainly occurs, neighborhoods usually remain neighborhoods and business areas tend to remain business areas. With more than 60 percent of the land within Lubbock developed, there are many parts of the Future Land Use Map that match the Existing Land Use Map because the fundamental use of these areas is expected to remain unchanged. This is not to say that certain areas cannot or should not change; a change in use would occur through rezoning and the FLUM would be updated later to reflect the vision for an area. Redevelopment, revitalization, and infill may also occur without changes to the FLUM so long as these efforts are within the regulations of the illustrated land use and corresponding zoning.

A FISCALLY BALANCED CITY

All types of land uses require public services which, in turn, require fiscal expenditures by the City. Conversely, most land uses generate revenue (albeit different amounts) for the City, either through ad valorem taxes or sales tax revenue. Because different land uses require different levels of services, it is important that cities have a variety of land use types so that the cost of providing public services can be “averaged” across all uses; and this balance of land uses is primarily influenced by the existing land use pattern. Lubbock’s fiscal health will be impacted by new land uses as they are added to the tax rolls. As Lubbock grows, it will be important to monitor the types and amounts of land uses relative to the cost of providing services. This also includes costs of provided infrastructure, including debt services.

METHODOLOGY

Using Lubbock’s existing budget data (2017) compared to existing land uses in the City, revenue and expense metrics were calculated. A revenue and cost metric was assigned for each major land use type. The calibrated metrics were then applied to the proposed Future Land Use Plan. *(Source: Marsh Darcy Partners)*

The primary data input into the model were:

- Revenue and expenditures attributed to each land use type
- General Fund cost of service for each land use type

STUDY RESULTS

The proposed Future Land Use Plan showed that the general fund was approximately in balance for operation and maintenance (based on the projected growth in the next 10 years). Nonresidential retail, commercial and industrial land uses are the largest net revenue generators. Residential land uses were the smallest revenue generators. Operating surpluses would have the general effect of driving down the operation and maintenance costs for City in the long term. The entire cost of service analysis by Marsh Darcy Partners is available under separate cover at City of Lubbock Planning Department offices. There are a few limitations to this assessment that should be noted.

Limitations/Cautions:

- Based on the parameters and assumptions in this report, the adopted interim FLUP more than covers the General Fund costs of providing service.
- This analysis does not include the cost of providing the infrastructure necessary to support development of the FLUP (“cost of development”).
- This analysis does not address non-General Fund operating costs.
- This analysis may be used to evaluate comparative results for various land use mix alternatives, but should not be relied upon for absolute results for detailed budgeting or financial planning.

It is recommended that the City conduct a more in-depth fiscal impact analysis in the near future, that includes debt service.

CHANGES FROM THE 1986 PLAN

The 1986 Future Land Use Plan focused on a four-corner retail pattern at every major intersection with medium or high density wrapped around the retail areas. The plan did not include future land uses in the extraterritorial jurisdiction (ETJ). Since 1986, planning and development trends have changed. There is demand for different housing types and the retail footprint is changing with online commerce among other factors. Areas of mixed use that create a sense of place are becoming more desirable than the traditional retail strip center in many markets.

Below are major changes from the 1986 Future Land Use Plan to this Future Land Use Plan:

- Flexibility along corridors for a mix of residential, office, and retail uses
- Low density residential with retail nodes in the ETJ
- Mixed use areas near Reese Center
- Planning for proposed Loop 88
- Connectivity between major nodes (e.g. TTU and Downtown)
- Expansion of major industrial and technology sectors

FUTURE LAND USE MAP AND POLICIES

How does Lubbock achieve a balanced land use composition yet be responsive to market needs? An important goal is to create a Future Land Use Map as a guide for future development decisions.

A Future Land Use Map is advantageous to the City is a number of ways by:

- Assisting in achieving economic development goals by encouraging the most desirable industries and businesses to locate in Lubbock
- Helping the private and public sectors make better, more informed choices about land use change
- Informing other planning efforts such as park, transportation, and infrastructure planning
- Encouraging more compatible land use patterns
- Helping attain a fiscally sound land use pattern
- Promoting generally more predictable land use outcomes

By nature, developing land is a piecemeal process when viewed on a large scale. Different parcels and tracts of land develop or redevelop at different times in response to changing markets. Simultaneously, the City must plan for the provision of public services such as water, wastewater, roadways and other utilities or infrastructure. **Aligning this Plan with other local and regional plans, policies, and processes is one of the most important post-adoption actions. By aligning future development with the FLUM, Lubbock will continue to ensure that a variety of land uses ultimately occurs over time.** The Future Land Use Plan helps coordinate development with capital improvement planning so the necessary infrastructure is available to facilitate future private sector development projects. Figure 3.1 shows Lubbock's Future Land Use Map.

FUTURE LAND USE MAP CHANGES

From time to time there will be suggested changes to the Future Land Use Map (FLUM). It is recommended that appropriate small or specific area studies or analyses be conducted to determine if the requested change is warranted. In many cases, changes affect surrounding areas and this practice will ensure that the map changes will provide the best opportunity for quality future development.



Figure 3.1: Future Land Use Map

FUTURE LAND USE PLAN

Road Classifications

- ⋯ Freeway, Proposed Outer Loop
- Freeway, Completed
- - - Freeway, Partial
- Principal Arterial, Completed
- - - Principal Arterial, Partial
- ⋯ Principal Arterial, Future
- Minor Arterial, Completed
- - - Minor Arterial, Partial
- ⋯ Minor Arterial, Future
- Collector, Completed
- - - Collector, Partial
- ⋯ Collector, Future
- New Connections/Realignments
- Functional Class Updates
- Status Updates

Land Uses

- Neighborhood Center
- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Parks
- Public/Semi-Public
- Mixed Use
- Office (Low Intensity)
- Light Retail/Commercial
- Heavy Commercial
- Industrial
- Floodplain
- Retail Nodes

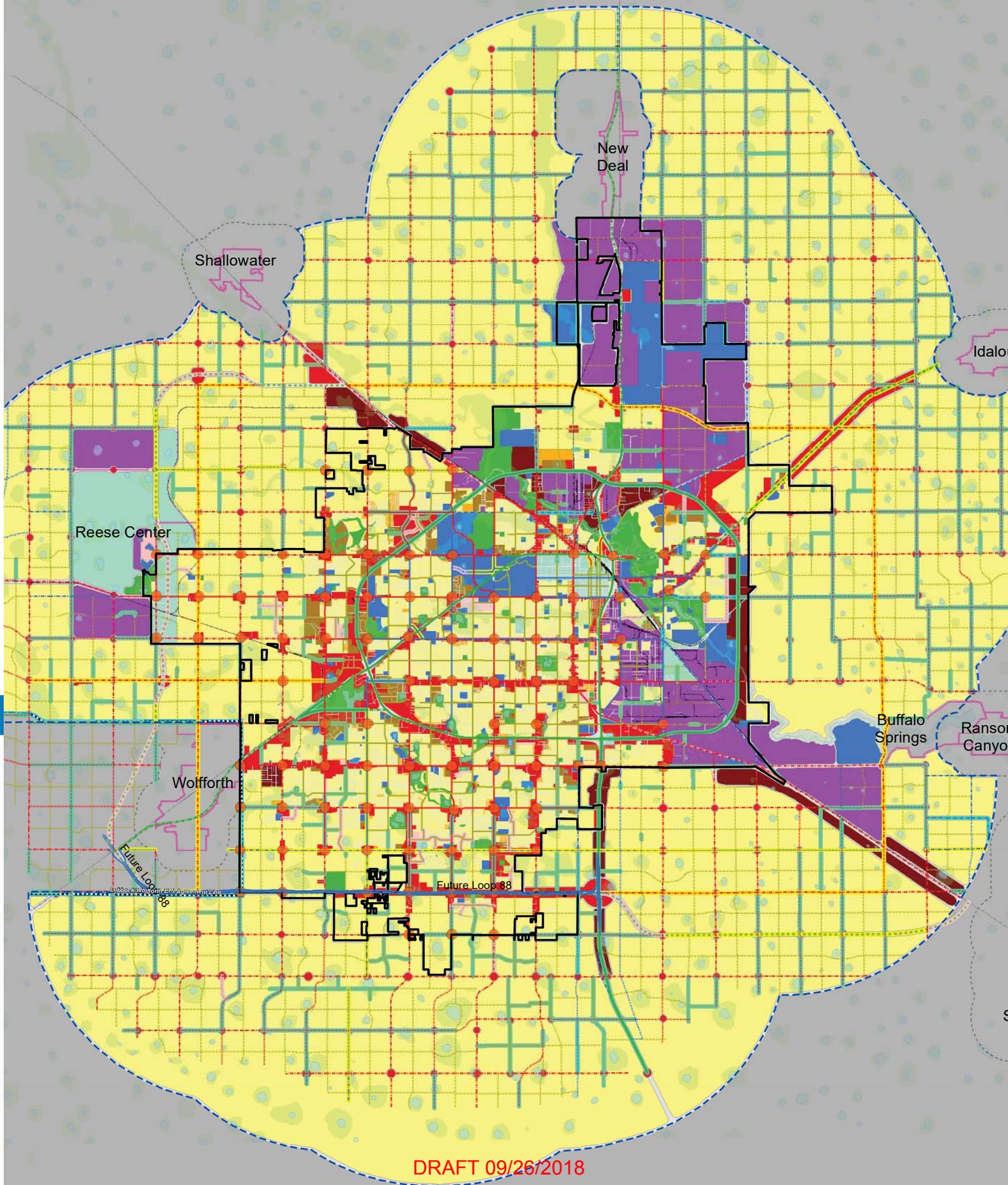
- + Lubbock City Limits
- + Outer Cities ETJ
- + Surrounding Cities Approximate
- Lubbock/Wolfforth ETJ Agreement Line
- 1-Percent Flood Risk Zones (FEMA)
- Lakes
- ~ Canyon Lake Stream
- Future Loop 88



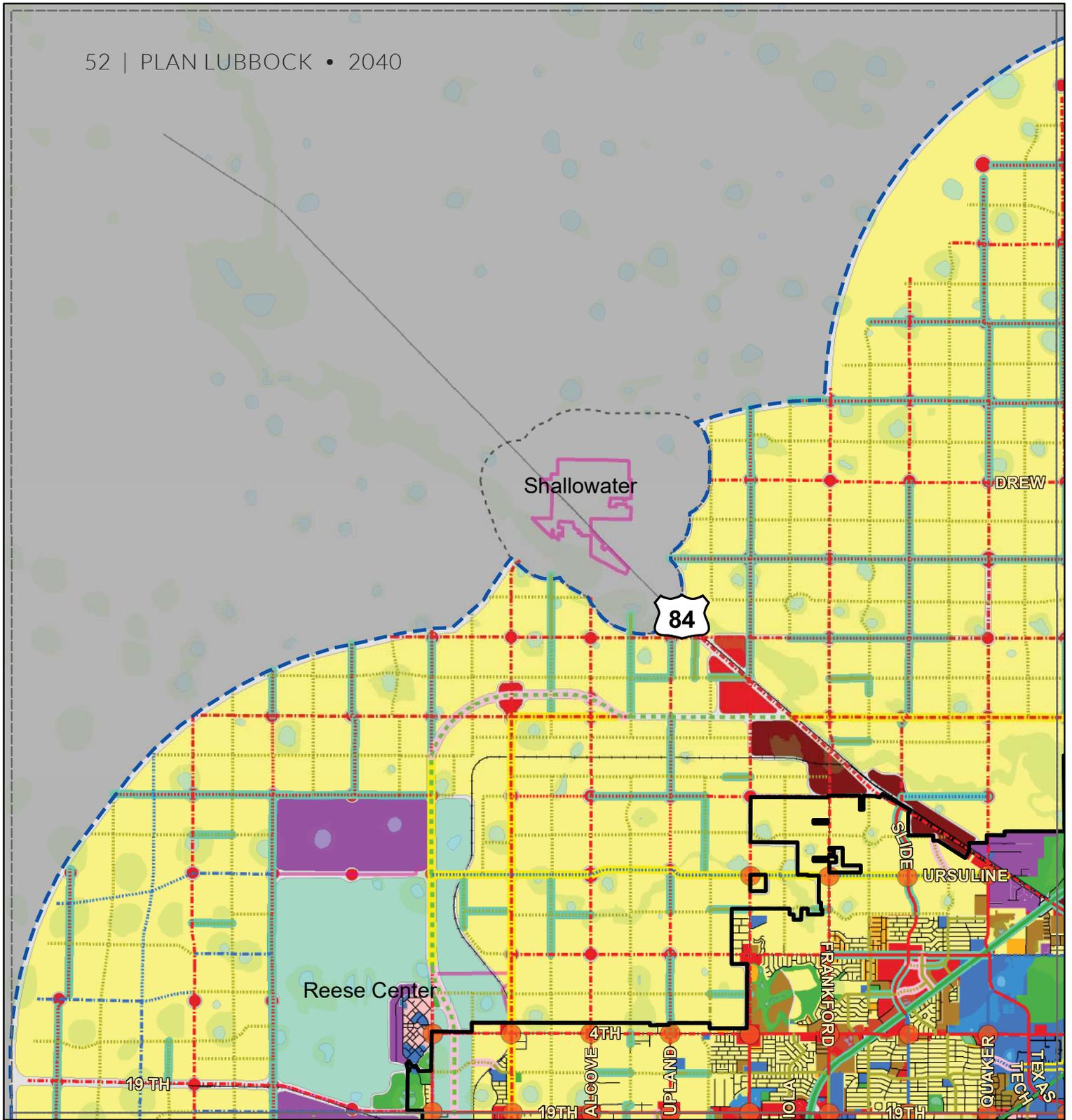
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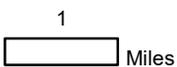
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City of Lubbock TEXAS
FUTURE LAND USE

Date: September, 2018

Note:
 A comprehensive plan shall not constitute zoning district regulations or establish zoning district boundaries.

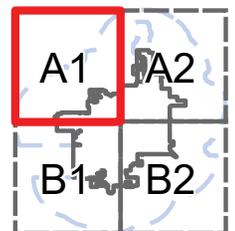


Road Classifications

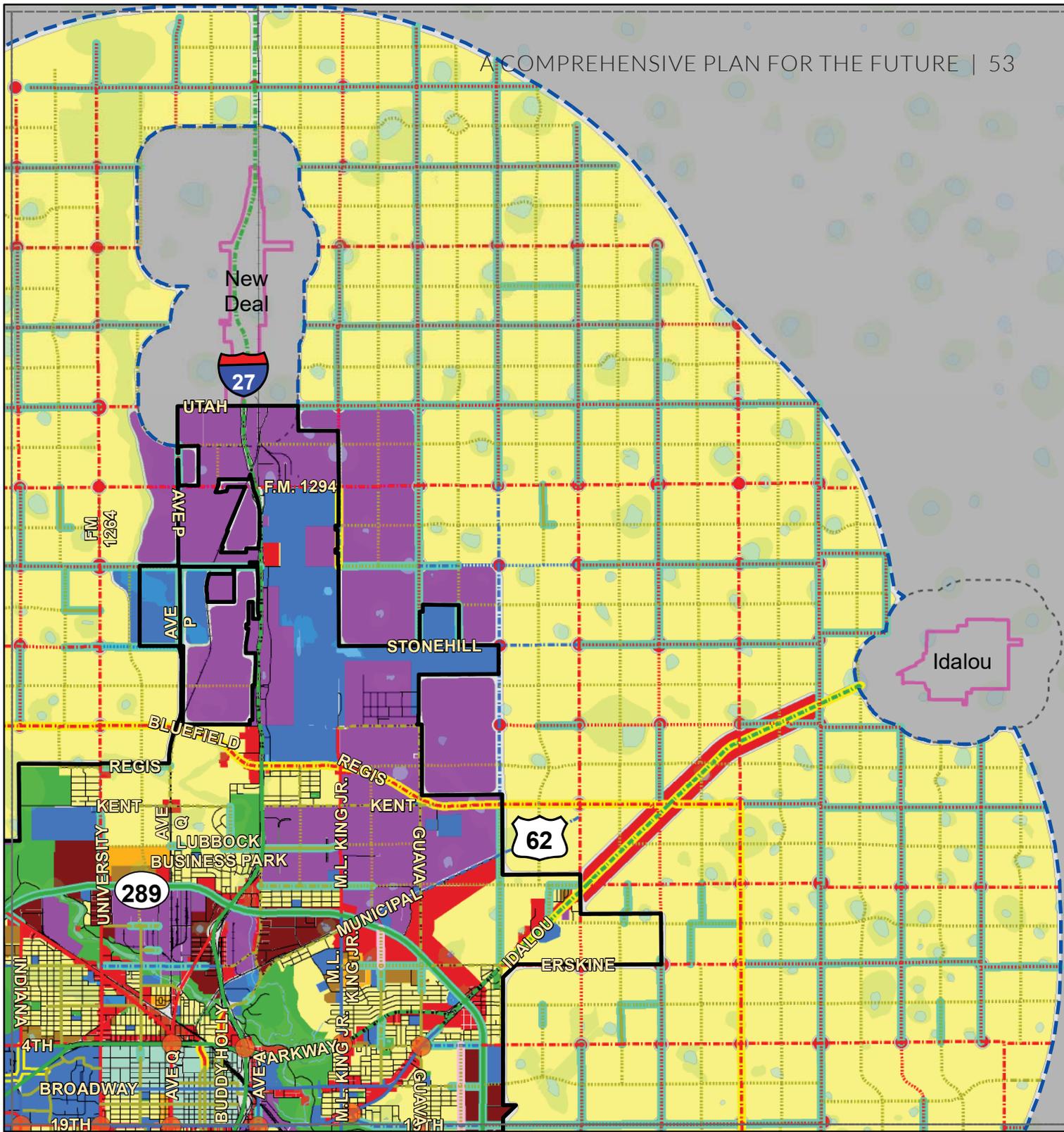
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- New Connections/Realignments
- Functional Class Updates
- Status Updates
- Retail Nodes
- Lubbock City Limits
- Outer Cities ETJ
- Surrounding Cities Approximate
- Lubbock/Wolforth ETJ Agreement Line
- 1-Percent Flood Risk Zones (FEMA)
- Lakes
- Canyon Lake Stream

Land Uses

- Neighborhood Center
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- Medium Density Residential
- High Density Residential
- Parks
- Public/Semi-Public
- Mixed Use
- Office (Low Intensity)
- Light Retail/Commercial
- Heavy Commercial
- Industrial
- Floodplain



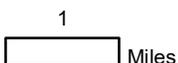
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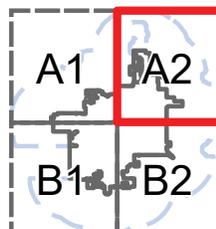
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- Collector, Partial
- Collector, Future

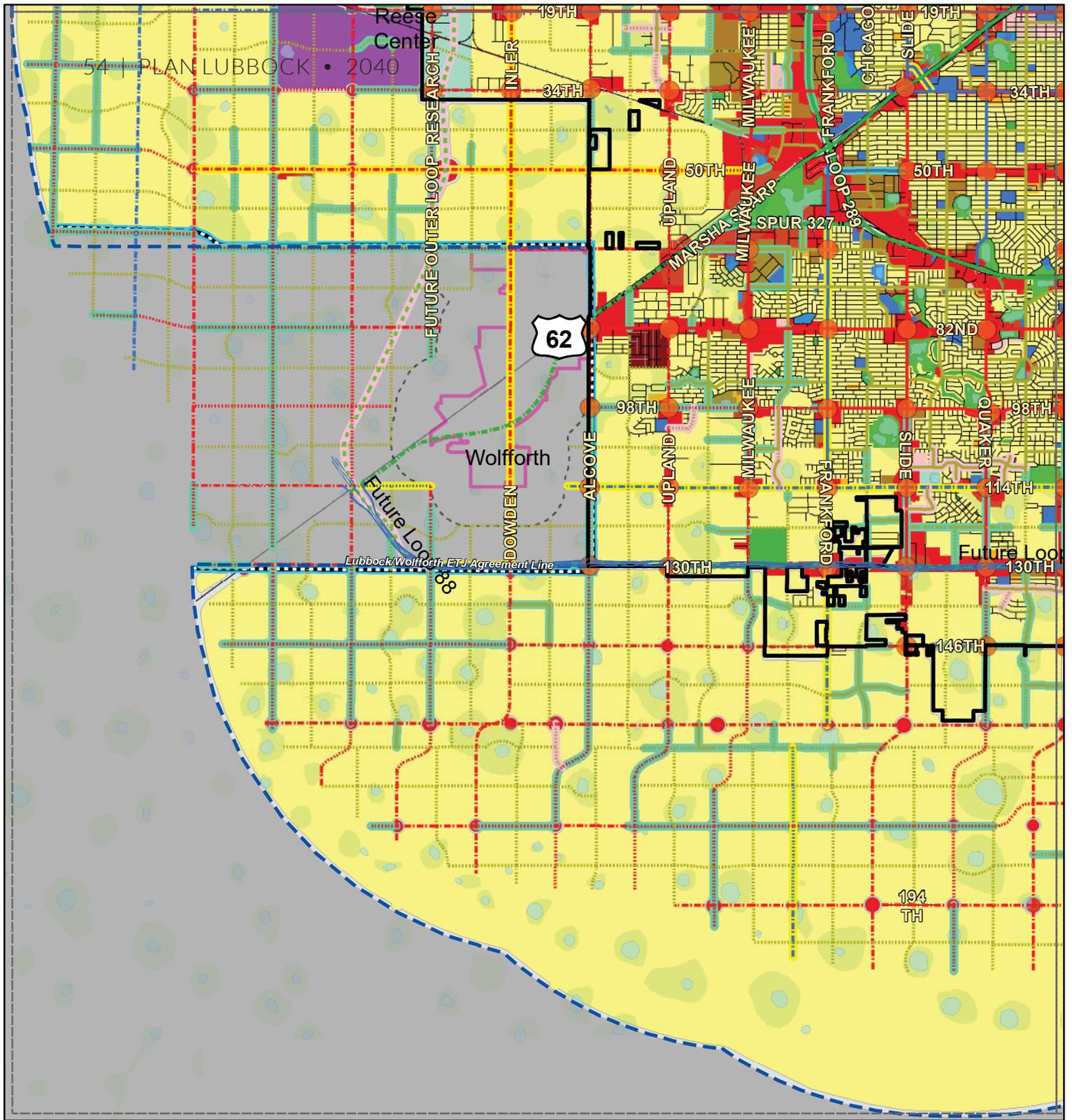
- New Connections/Realignments
- Functional Class Updates
- Status Updates
- Retail Nodes
- Lubbock City Limits
- Outer Cities ETJ
- Surrounding Cities Approximate
- Lubbock/Wolforth ETJ Agreement Line
- 1-Percent Flood Risk Zones (FEMA)
- Lakes
- Canyon Lake Stream

Land Uses

- Neighborhood Center
- Rural Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Parks
- Public/Semi-Public
- Mixed Use
- Office (Low Intensity)
- Light Retail/Commercial
- Heavy Commercial
- Industrial
- Floodplain



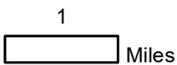
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City of Lubbock TEXAS
FUTURE LAND USE

Date: September, 2018

Note:
 A comprehensive plan shall not constitute zoning district regulations or establish zoning district boundaries.



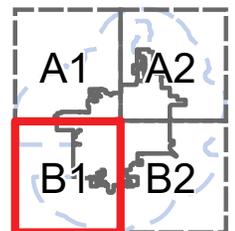
Road Classifications

- Freeway, Proposed Outer Loop
- Freeway, Completed
- Freeway, Partial
- Principal Arterial, Completed
- Principal Arterial, Partial
- Principal Arterial, Future
- Minor Arterial, Completed
- Minor Arterial, Partial
- Minor Arterial, Future
- Collector, Completed
- Collector, Partial
- Collector, Future

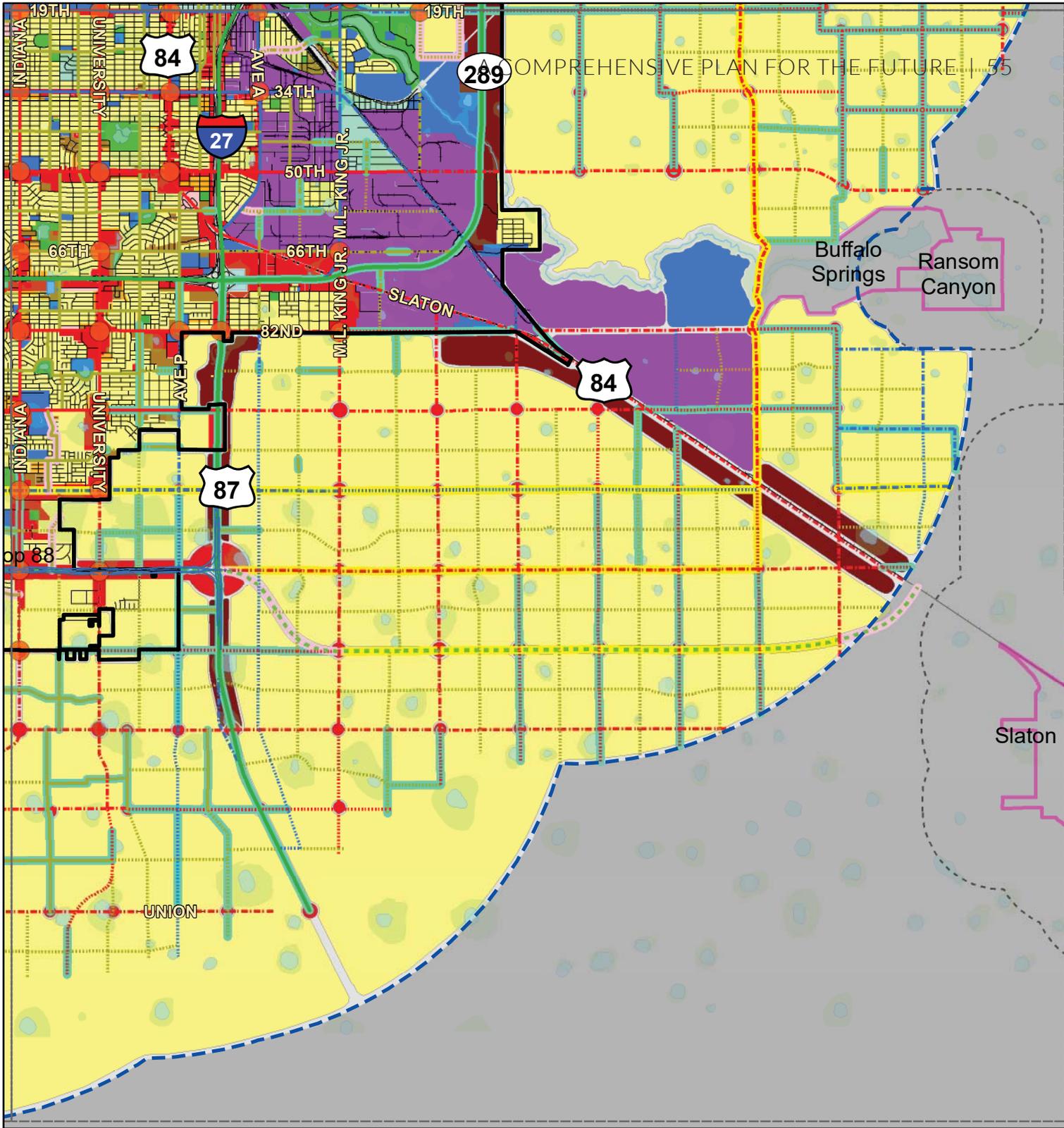
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- Future Loop 98

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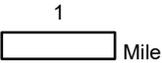
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FUTURE LAND USE

Date: September, 2018

Note:
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Road Classifications

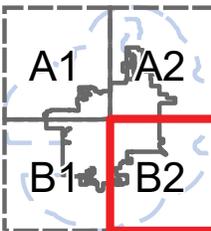
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- Principal Arterial, Partial
- Principal Arterial, Future
- Minor Arterial, Completed
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- Minor Arterial, Future
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- Collector, Future

Road Classifications (continued)

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- Industrial
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LAND USE TYPES AND MAP PATTERNS: RESIDENTIAL



RURAL RESIDENTIAL

Rural Residential is intended to be for areas with larger lots for single family, semi-rural development. Rural residential areas may be inside or outside the city limits. Lots outside the city limits are generally intended to be served by private water wells or rural water supply corporations and on-site sewage facilities (OSSF). **Locations for Rural Residential are not currently identified within the FLUM. However, development of this type could be appropriate in the future in areas of Lubbock where utilities are not provided or planned.**

Net units per acre: Less than 2

Features of Rural Residential include:

- Lot sizes are generally greater than 20,000 square feet
- Served by rural street pavement sections
- Allow large animals on the property (subject to city ordinances if inside the city limits)



LOW DENSITY RESIDENTIAL

Low Density Residential uses are intended to provide areas for traditional single-family subdivisions and master planned neighborhood developments. Homes within these land use designations could range from volume builders to custom home builders. Infill development within existing Low Density Residential areas is also envisioned. Of the residential categories, it is expected that Low Density Residential will continue to account for the largest percentage of land use within the city limits. The areas designated for Low Density Residential should generally not be adjacent to incompatible land uses without adequate buffering and are in proximity to other types of residential uses. A range of lot sizes should reinforce this category by providing a choice of several single-family zoning districts with various lot sizes in the zoning ordinance.

Net units per acre: 2-6

Features of Low Density Residential include:

- Lot sizes generally range from about 6,000 to 20,000 square feet
- Single-family detached residential structures are examples of Low Density Residential uses
- Should not be utilized for nonresidential uses, except for allowed home occupations
- Designated areas are likely to include access to city water and sewer services
- Roads are paved and include curbs and sidewalks



MEDIUM DENSITY RESIDENTIAL

Medium Density Residential includes both single-family detached and single-family attached dwelling units, such as duplex units and townhomes. This category includes smaller lot detached units with a higher density than traditionally found in Low Density Residential areas. It is anticipated that more new areas for Medium Density land use could be developed in the future.

Net units per acre: 6-12

Features of Medium Density Residential include:

- Example structures include patio homes, duplexes, and townhomes.
- Should not be utilized for non-residential uses.
- Designated areas are likely to include access to City water and sewer services.
- Roads generally include curbs and sidewalks.
- Medium density areas generally do not include large-scale multi-family, but may include smaller-scale multi-family.



HIGH DENSITY RESIDENTIAL

High Density Residential land use is characterized by multi-story, multi-family apartment- and condominium-type units in attached living complexes. These developments may take a variety of forms. Lubbock has seen traditional garden-style apartments expand over the past few decades. However, building trends in the region have developed courtyard-style apartments with success. These complexes include community amenities, such as fitness facilities, common active recreation areas, and dedicated open space areas.

Net units per acre: 12-25

Features of High Density Residential include:

- Generally, garden-style apartments have densities between 12 and 25 dwelling units per acre. Newer construction, particularly if a mixed-use configuration, has densities ranging from 20 to 30 dwelling units per acre.
- Example structures include mixed-use, assisted living, senior facilities, condos, lofts, and apartment
- Structures can be single or multi-story

LAND USE TYPES AND MAP PATTERNS: PUBLIC



**PUBLIC/SEMI-PUBLIC
(INSTITUTIONAL)**

Public/Semi-Public uses comprise facilities for public, governmental, educational, institutional, or religious uses. Public/Semi-Public may include community facilities, fire and police facilities, schools, churches, and any additional land used by the City for municipal purposes or utilities. This land use is generally permitted within any area; therefore, the areas shown on the Future Land Use Map generally include the uses that are currently in existence. It is, however, anticipated that there will be a need for additional public uses with future population growth. Since houses of worship and government uses are permitted in any zoning district they are generally not shown on the FLUP.



FLOODPLAIN

This land use category illustrates Lubbock’s existing floodplain areas. Floodplains are areas of land along drainage areas or creeks that are periodically flooded because of stormwater flows. This designation also includes playa lakes. Floodplains provide storage capacity for excess water until downstream surface water systems can adequately accommodate the flow. A 100-year floodplain is the land that is predicted to flood during a 100-year storm, which may occur at a chance of one percent in a given year. FEMA uses the 100-year floodplain to administer the federal flood insurance program.



PARKS AND OPEN SPACE

Areas with this land use designation are representative of public and private parks, recreational facilities, and open spaces that are currently in existence. Such facilities are permitted within any area and are expected to increase with future growth. New and planned facilities should be added to the FLUM once identified.

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LAND USE TYPES AND MAP PATTERNS: MIXED USE



MIXED USE

Areas with this land designation are intended for a mixture of non-residential and residential land uses. Traditionally utilized in small pockets, mixed-use areas integrate retail, office and entertainment, with a residential component. Mixed-use areas are intended to provide flexibility for the City and the development community for innovative and unique developments to occur. Easy walking access to shopping and dining is an ideal component of the mixed-use areas, and design should be oriented around the pedestrian and public open space when possible with buildings placed near streets and sidewalks. Additionally, much of the mixed use designation will be in small pockets. There are two types of mixed-use: vertical and horizontal.

Horizontal mixed use combines single-use buildings in one area with a range of uses.

Vertical mixed use incorporates multiple uses in one building on different floors. For example, a building could have shops and dining on the first floor and residential and office on the remaining floors.

Downtown is an example of both horizontal and vertical Mixed Use. Roughly defined as north of 19th Street, south of US 82, east of Avenue Q and west of Interstate 27, Downtown was previously established as the Central Business District, though recent planning initiatives have expanded the area to include a vibrant mix of high-rise office, public, retail, and residential uses - a trend that is expected to continue. Downtown will continue to be a destination for visitors, encouraging walkability, and serve as an asset for community events.

- Industrial and Heavy Commercial uses should not be permitted Downtown.
- Downtown is intended for a mixture of non-residential and residential land uses.
- Easy walking access to shopping and dining is an ideal characteristic of Downtown.
- The mix of uses can be both horizontal or vertical.
- Future improvements could include enhanced connectivity and residential units such as townhouses, lofts, live-work, and condos.



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LAND USE TYPES AND MAP PATTERNS: NON-RESIDENTIAL



NEIGHBORHOOD CENTER

The Neighborhood Center category is intended for lighter types of retail, low intensity office, residential, and Public/Semi-Public uses. These areas are also intended to be for uses that are small in size and scale (i.e. strip center or less). Areas suitable for Neighborhood Center uses include areas between nodes (major intersections) and at appropriate areas in close proximity to residential neighborhoods. Example uses include restaurants, banks, houses of worship, apartments, duplexes, real estate and insurance offices.



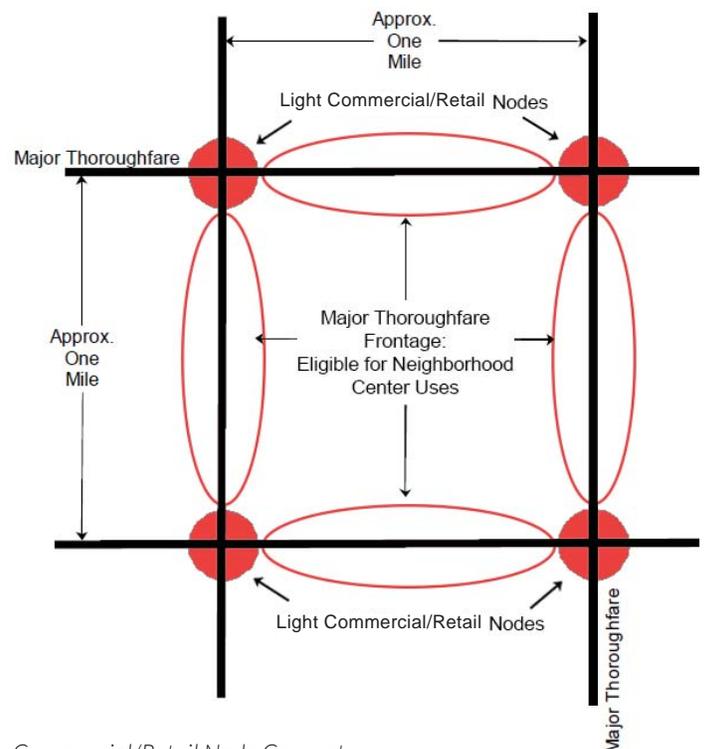
LIGHT COMMERCIAL/RETAIL

Areas designated for Light Commercial/Retail land use are intended for a variety of uses and establishments. These uses may require product display and sales, but no outdoor storage. Light Commercial/Retail land uses include businesses such as offices, banks, retail, automobile-related services. Retail typically includes establishments that provide merchandise for retail sale such as shopping centers, restaurants, and grocery stores and usually has the added benefit of generating sales tax revenue.

RETAIL NODE

Nodes have been designated for future Light Commercial/Retail development at major intersections. These nodes are intended to be primarily non-residential and high-density residential in concept with appropriate flexibility to transition uses to lower density residential areas. Appropriate transitional uses could include uses at a neighborhood scale such as professional office and light or medium density residential.

- Light Commercial, Retail, Office, and Mixed-Use should be clustered around node intersections.
- The design of each node project should incorporate vehicular cross access, pedestrian access and shared driveways.
- Heavy commercial uses should be prohibited at intersections and along major arterials except as designated on the Future Land Use Map.
- It is important that all uses be compatible to adjacent single-family uses (existing or proposed); all nonresidential and multi-family uses should provide appropriate buffering and or screening.
- Where single-family exists on one side of the street frontage, single family is the most appropriate use on the other side of the arterials.





HEAVY COMMERCIAL

Heavy Commercial uses are intended to be located away from residential uses. Heavy Commercial uses are presently located along US Highway 84 (Slaton Highway) and East Loop 289. Uses such as diesel repair, warehousing, distribution centers, fabrication shops, salvage, and outdoor storage are examples of Heavy Commercial uses.



INDUSTRIAL

Industrial is characterized by manufacturing or assembling of products. Industrial land use is the most intense in nature and often requires large tracts of land. This intensity makes location requirements very important. Industrial uses should be located near major thoroughfares to provide easy access for semi-trailer trucks. The industrial land use designation applies to areas intended for a range of heavy commercial, assembly, warehousing, agribusiness, and manufacturing uses. In some instances, lighter industrial uses may be appropriate amongst lower intensity nonresidential uses. Such industrial uses would have to be considered on a case-by-case basis, but could include high-tech uses and craft manufacturing.



OFFICE (LOW INTENSITY)

Low Intensity Office uses are generally located intermittently within retail and commercial uses and may be appropriate in other non-residential areas. Office development is mostly compatible with any adjacent residential area and low intensity office is generally two stories or less.

- Office uses are generally characterized by activities focusing on business or professional services such as medical, real estate, insurance, finance, and law.
- Office land uses in these areas can take numerous forms depending on the context. Permitted uses often include corporate, professional, medical, and financial offices as well as offices for individuals and non-profit organizations.



OFFICE (HIGH INTENSITY)

High intensity office uses are generally multi-story. Downtown has the greatest concentration of high intensity offices.

FUTURE LAND USE PLAN POLICIES AND PROCEDURES

The following pages detail location and performance criteria for various land use and development scenarios.

DEVELOPMENT PROPOSALS AND THE FUTURE LAND USE PLAN

At times, the City will likely encounter development proposals that do not directly reflect the purpose and intent of the land use pattern shown on the Future Land Use Plan or the following policies.

Review of such development proposals should be submitted to staff and should document answers to the following questions and considerations:

- Will the proposed change enhance the site and the surrounding area?
- Is the adequate off-site infrastructure already in place?
- Why is the proposed change a more appropriate use than that recommended by the Future Land Use Plan?
- Is the proposed change consistent with the Plan's policies? If not, how will the change improve the surrounding area? How does it meet the intentions of the overall Comprehensive Plan?
- Will the proposed use impact other existing or planned uses in a negative manner? Or, will the proposed use be compatible with, and/or enhance, adjacent existing or planned uses? Are adequate buffering and adjacency performance standards required?
- Are existing or planned uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- How does the proposed use present a measurable benefit to the public health, safety, and welfare of the community? Factoring in long term municipal cost, would the proposed use contribute to the City's long-term economic well-being?

Not all land uses designated on the FLUM are appropriate or should be allowed now. Timing is important. A particular proposal may not be a good use now but may be in the future when conditions change. Appropriate timing includes an understanding of how an area will develop, what adjacent land uses will be, and how the property owner intends to use the site.

Development proposals that are inconsistent with the Future Land Use Plan (or that do not meet its general intent) should be reviewed based upon the above questions and should be evaluated on their own merit. **It is the burden of the Planning staff to study evidence (and make a recommendation to the Planning & Zoning Commission) that the proposal meets the aforementioned considerations and supports community goals and objectives as set forth within this Plan. The Planning staff should conduct small or specific area studies to determine the appropriateness of requested changes.**

It is important to recognize that proposals contrary to the Plan could be an improvement over the uses shown on the map for a particular area. This may be due to changing markets, the quality of proposed developments and/or economic trends that occur at some point in the future after the strategy is adopted. If such changes occur, and especially if there is a significant benefit to the City, then these proposals should be approved, and the Future Land Use Map should be amended accordingly.



DRAFT 09/26/2018

Instructions	Desired or Proposed Land Use (FLUP Categories)									Applicable Policy Considerations					
	Residential				Nonresidential					Corridor Aesthetics	Access Management	Walk/bikeability	Neighborhood Adjacency	Neighborhood Preservation	Infrastructure and Utility Availability
Development Characteristics	Rural	Low Density	Medium Density	High Density	Office (Low Intensity)	Office (High Intensity)	Light Retail/Commercial	Neighborhood Center	Heavy Commercial						
Step 1: Identify the desired or proposed land use for an area.															
Step 2: Identify the land development characteristic(s) of the area.															
Step 3: Identify the applicable policy considerations for selected land use and development factors.															
Newly Incorporated Area	●	●											**		**
Infill/Redevelopment (Residential)***		●	●											**	
Infill/Redevelopment (Nonresidential)***					●	●	●	●			**	**	**	**	**
Intersection Node				●		●	●	●			**	**	**	**	**
Major Thoroughfare	●	●	●	●	●	●	●	●	●		**	**	**	**	**
Major Highway/Interstate				●		●	●	●	●	●	**				**
Arts/Cultural Districts		●	●	●	●	●	●	●	●	●			**	**	**
Mixed Use (Horizontal)*		●	●	●	●	●	●	●	●	●	**	**	**	**	**
Mixed Use (Vertical); Downtown*			●	●		●	●	●					**		

(*) Mixed Use is both a development scenario and a FLUP category
 (**) Policy applies to development characteristics; consideration necessary regardless of land use
 (***) Some higher density development may be appropriate to encourage infill and redevelopment

FUTURE LAND USE COMPATIBILITY MATRIX

The Future Land Use Compatibility Matrix pictured above is intended to serve as a starting point when making land use decisions that are open to interpretation. The Matrix compares the land uses previously described to development conditions that are likely to exist in Lubbock and identifies when such uses are appropriate. The Matrix identifies key policy topics that are likely to be present to help ensure that land use decisions are made holistically.

COMMON DEVELOPMENT CHARACTERISTICS

Determining where and when certain land uses are appropriate depends on the development characteristics involving the area. As shown in the Matrix, some land uses are compatible with a wide range of situations, while others are only appropriate under certain circumstances.

Newly Incorporated Areas

There is strong demand in Lubbock for Low Density Residential development to the west and south. However, such development or even higher intensity uses might not be immediately appropriate based on planned or existing utilities, infrastructure, and services. In such cases, Rural Residential is more appropriate until the City has identified adequate funding mechanisms to support suburban-style residential and nonresidential development.

INFORMED LAND USE PLANNING

Lubbock’s current platting pattern has established “reserve” areas for nonresidential development in many areas, particularly to the south and southwest - a practice that creates sprawling development that is costly, both in terms of service delivery and transportation equity.

Lubbock’s current ratio of existing commercial retail to the existing population of 261,137 is approximately 0.77 acres per 100 persons. Using the same ratio, if Lubbock grows by an additional 75,000 persons, another 575 commercial retail acres would be needed depending on the density required for this development. An average ratio is 0.5 retail acres per 100 persons; less than 0.4 generally indicates that citizens are going elsewhere for goods and services, and greater than 0.6 usually indicates that citizens from elsewhere are coming into the community to buy goods and services. An opportunity to develop in a more economical and sustainable way, this demand would likely be distributed throughout Lubbock. Hundreds of acres of zoning for retail commercial already exist in Lubbock and, although the market demand is high in south Lubbock today, other areas of Lubbock (such as Downtown) will likely capture a percentage of the future demand for commercial retail.

It is highly unlikely that there will be enough future demand to zone all frontages along major arterials non-residential. The existing trend adds to traffic flow issues and can continue the trend of corridors that suffer once development moves elsewhere.

Infill/Redevelopment

Infill and redevelopment efforts will be important for Lubbock because they provide a mechanism for supporting population and density increases while supporting efforts toward revitalizing older areas of the City. Infill and redevelopment also reduces the infrastructure costs associated with new development because it is less expensive to provide a connection to an existing utility line, rather than constructing a new one. While infill is a commendable development practice, it must also be designed in a manner that is consistent with the surrounding neighborhood. In some cases, higher intensity uses may be appropriate, such as Medium Density Residential, Low Intensity Office, and certain types of Retail/Commercial.

Neighborhood Center

In certain areas, it is beneficial to residents to have nodes of nonresidential uses near neighborhoods to provide small-scale neighborhood services. However, it is important that these nonresidential uses are “good neighbors” to the surrounding residential areas. Neighborhood centers would be appropriate for Low Intensity Office and certain Light Retail uses that aim to meet the needs of residents in the immediate vicinity. Ideal developments might include retail shops, small sized restaurants, services such as financial, legal, and insurance, small grocery stores, daycares, hair salons, and medical offices.



Major Thoroughfares and Intersection Nodes

Much, although not all, of Lubbock's nonresidential development has occurred at intersections of major arterials. This is particularly true in recent decades. The primary reason for this pattern is the one-mile grid roadway separation for most arterials (see discussion in the Transportation chapter). Still, throughout the history of development in Lubbock, instances of linear non-residential development along major roadways has occurred. Corridors such as 34th Street, 50th Street and Avenue Q are a few examples. An issue with linear non-residential development is "a little goes a long way" but too much can cause reuse issues in the future due to a lack of market demand. Some corridors can absorb much nonresidential while others cannot. Loop 289, Marsha Sharp Freeway and Spur 327 are examples of major corridors that can absorb continuous nonresidential linear type development, mainly because of higher traffic volumes. But most major arterials cannot support continuous linear nonresidential.

Major Highway/Interstate

Higher intensity uses, such as industrial, heavy commercial, and multifamily, are not appropriate everywhere in a community, but bring value to the economy. Frontage along highways and interstates is a prime location for such development.

Arts/Cultural District

Nonresidential uses located in or near Lubbock's arts and cultural districts have a unique set of needs. Here, relevant uses might be higher in intensity and compatible, such as workshops, light manufacturing or high tech, and artist studios.

POLICY CONSIDERATIONS

Additional factors, besides development characteristics, impact land planning and development. This section reviews key policy topics that need to be considered when they correspond to a land use and development characteristic in the Matrix.

Corridor Aesthetics

This designation signifies that it is important to consider "the view from the roadway" with regard to building and site design. Please reference Chapter 7 for more information.

Access Management

This designation signifies that it is important to consider access management concepts such as shared parking, limited curb cuts, and access points when considering development.

Walkability and Bikeability

Improvements related to bicycling and pedestrians are centered on the connectivity between on-street facilities (bike lanes and sidewalks) and off-street trails. Connectivity to and through different areas of the City, with well-planned and well-designed roadways and sidewalks, is not only about maintaining livability. In some instances, connectivity is a matter of pedestrian safety or handicapped accessibility. From school children to seniors, it is important for residents of all ages and abilities to safely and easily navigate through their community. As new development or redevelopment occurs, regardless of whether it is residential or nonresidential in nature, the City should facilitate the construction roadways, sidewalks, and trails that are ADA-compliant (Americans with Disabilities Act) and contribute to local and Citywide connectivity. For more information, please reference Chapter 7.

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Neighborhood Adjacency

Residential adjacency standards are regulations applied to nonresidential uses specifically when they are adjacent to existing or planned residential areas or within areas designated as a Neighborhood Center. Regulating nonresidential standards near residential development allows for the two to coexist by diminishing nuisances and improving aesthetics. The best adjacency standards can do more than just foster coexistence; they can go so far as to increase property values and quality of life by creating more dynamic, connected neighborhoods. For more information, please reference Chapter 7.

Neighborhood Preservation

The existing neighborhoods in Lubbock are a vital part of the community. It is important that these existing residential areas are protected as the City grows. The housing stock in Lubbock is in good condition overall. As development occurs in or near existing neighborhoods, it is important that the products built fit in with the fabric of the existing neighborhoods to protect their identity and character. For more information, please reference Chapter 7.

Infrastructure and Utility Availability

It is important that the recommendations from the existing utility and infrastructure plans are reviewed in coordination with the updated Future Land Use Plan. Any critical changes triggered by the Future Land Use Plan should be incorporated into the next update of the utility and infrastructure plans. The Future Land Use Plan has direct correlation to all utility and infrastructure planning. The Future Land Use Map helps to guide growth, and infrastructure needs are directly related to growth. Since the plans are separate documents, it is important to review utility plans each time the Future Land Use Plan and Map are updated and vice versa.

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HOW WILL THE FUTURE LAND USE MAP BE USED?



CITY STAFF

City Staff will use the Future Land Use Map daily for reviewing zoning cases, planning for future facilities, and other development and policy decisions. Although the Future Land Use Map is not the Zoning Map, it will be used to inform decisions related to land use and zoning.

- City Administration:** The City Administration (City Manager, Assistant City Managers, Finance, etc.) will primarily use the Future Land Use Map for major policy and budget decisions.
- Planning Department:** The Planning Department will primarily use the Future Land Use Map to review zoning cases and prepare staff reports for the Planning & Zoning Commission. Compatibility with the Future Land Use Map should not be the only criteria used to recommend approval or denial of a zoning decision. While the Future Land Use Map is an important criterion, there are other critical review criteria for staff reports like infrastructure, transportation, access, topography, adjacency, growth management, and other comprehensive plan elements.
- Public Works Department:** The Engineering Department will primarily use the Future Land Use Map when planning for future infrastructure capacity. The population projections associated with the Future Land Use Map will also be used by the Engineering Department to plan for when the infrastructure will be needed.
- Parks and Recreation Department:** Like the Engineering Department, the Parks and Recreation Department will primarily use the Future Land Use Map and population projections to plan for future park, recreation, and open space facilities. These facilities should be strategically located within neighborhoods and near other public uses.

COMPLIANCE WITH STATE LAW

According to Chapter 211 of the Texas Local Government Code:

- Cities have the right to zone in accordance with a comprehensive plan.
- Zoning must be for protection of health, safety and general welfare of the public.



PLANNING & ZONING COMMISSION

The Planning and Zoning Commission (P&Z) will use the Future Land Use Map at their meetings when discussing zoning cases and other development decisions.

- The P&Z will use the staff report from the Planning Department to aid in their zoning case recommendations to the City Council.
- The P&Z will review any requested changes to the Future Land Use Map and make recommendations to the City Council.



CITY COUNCIL

The City Council will use the Future Land Use Map at their meetings when discussing zoning cases, development decisions, and other major topics related to land use policy.

- The City Council will review recommendations from the P&Z related to zoning cases and changes to the Future Land Use Map.
- The Council will use the Future Land Use Map when making decisions related to growth management, infrastructure, and other development policies.



COMMUNITY

The community will have access to the Future Land Use Plan to allow them to see the vision for Lubbock. This includes individual residents and developers who have an interest in the development patterns of the City.

- **Property Owner/Developer:** When owners and developers seek options for development, the Future Land Use Plan outlines options that are consistent with the goals of the community as well as the vision.
- **Potential property buyers** should utilize the map to see what the City desires for development on a certain piece of property.

DRAFT 09/26/2018

POPULATION PROJECTIONS

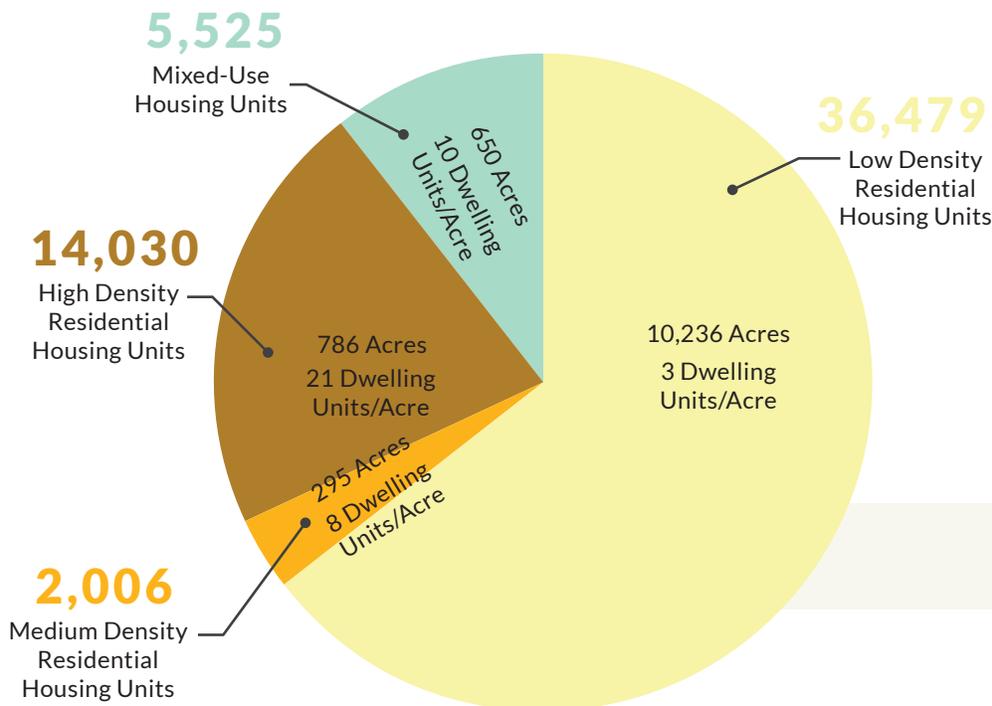


Population projections are important because they assist City staff and elected officials when planning for future growth for City services like public facilities, parks, staffing, police, fire, and EMS. The population projections shown below are the estimated ultimate capacity of the current city limits. This maximum population is a hypothetical scenario of what the capacity would be if it completely develops in accordance with the land use pattern shown on the Future Land Use Map. To further assist in planning for City services, recommended growth rates were created to project how long it might take Lubbock to reach an ultimate capacity or “build-out”. Using growth rates at intervals of 10 and 20 years is also an important planning tool for Capital Improvement Planning.

ULTIMATE CAPACITY CALCULATIONS

Projected Housing Units at Build-Out* in the City Limits

58,040 HOUSING UNITS

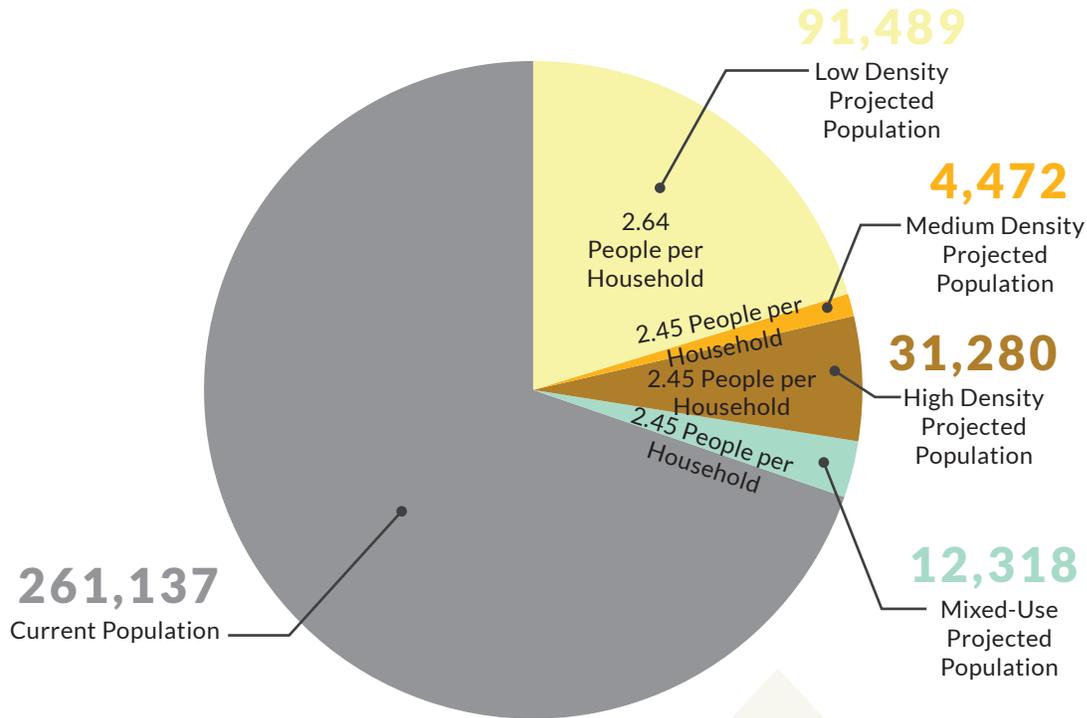


*Projected housing unit build-out is calculated by multiplying the vacant land acreage outside the ROW within each land use type by the allowed dwelling units per acre.

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Projected Total Population at Build-Out* in the City Limits

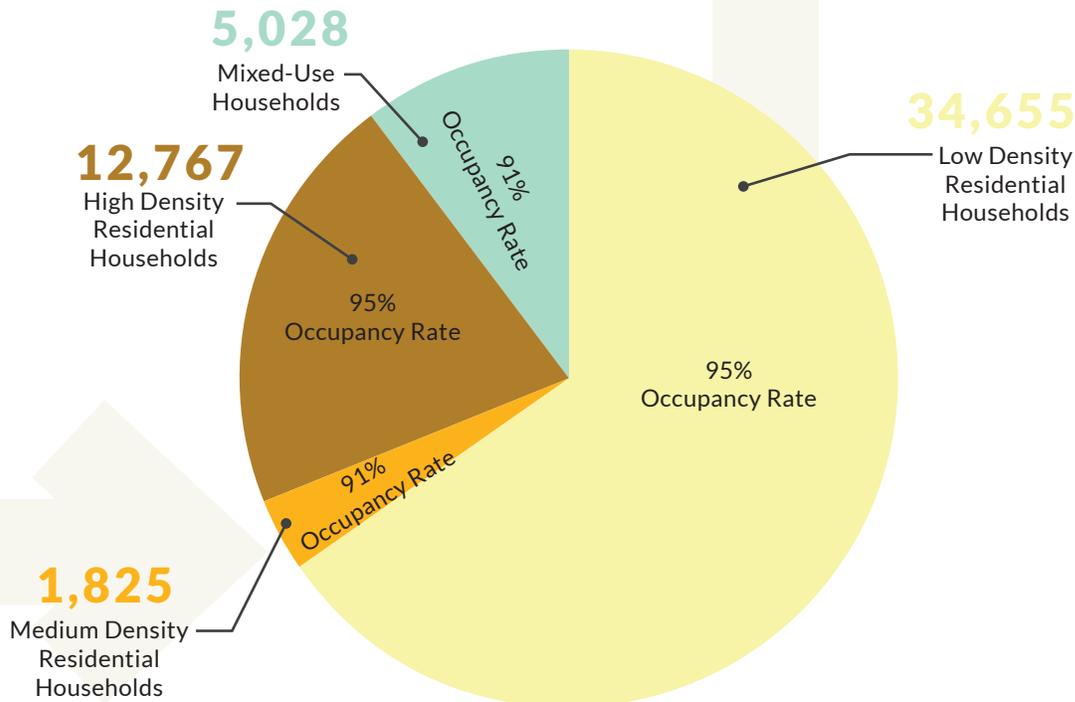
400,696 PEOPLE



*Projected total population at build-out is calculated by multiplying the projected number of households within each land use type by the rate of people per household and then adding the current population.

Projected Households at Build-Out* in the City Limits

54,275 HOUSEHOLDS



*Projected households at build-out is calculated by multiplying the occupancy rate within each land use type by the projected number of housing units (based on current development patterns). Changes in density or use pattern would affect this number.

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Ultimate Population Capacity in the City Limits

Vacant Residential Land Use	Vacant Acres	Dwelling Units/Acre ⁽¹⁾	Occupancy Rate ⁽²⁾	Persons per Household ⁽³⁾	Right-of-Way ⁽⁴⁾	Future Projected		
						Est. Housing Units	Households	Population
Low-Density Residential	17,371	3.0	95.0%	2.64	30%	36,479	34,655	91,489
Medium-Density Residential	295	8.0	91.0%	2.45	15%	2,006	1,825	4,472
High-Density Residential	786	21.0	91.0%	2.45	15%	14,030	12,767	31,280
Mixed Use	650	10.0	91.0%	2.45	15%	5,525	5,028	12,318
Ultimate Capacity within Vacant Areas						58,040	54,275	139,559
Current Population in Lubbock						261,137		
City Limits Carrying Capacity						400,696		

(1) Dwelling units/acre (net acreage)

(2) Occupancy rate - 2011-2016 American Community Survey 5-Year estimates

(3) Persons/household - 2011-2016 American Community Survey 5-Year estimates

(4) Percentage of "vacant acres" subtracted to account for future roadways and right-of-way

GROWTH RATES

	2.25%	2.50%
2018	261,137	261,137
2019	267,013	267,665
2020	273,020	274,357
2021	279,163	281,216
2022	285,444	288,246
2023	291,867	295,453
2024	298,434	302,839
2025	305,149	310,410
2026	312,015	318,170
2027	319,035	326,124
2028	326,213	334,277
2029	333,553	342,634
2030	341,058	351,200
2031	348,732	359,980
2032	356,578	368,980
2033	364,601	378,204
2034	372,805	387,659
2035	381,193	397,351
2036	389,770	407,285
2037	398,540	417,467
2038	407,507	427,903
2039	416,676	438,601
2040	426,051	449,566

Since 1970, Lubbock has a historical average annual compound growth rate (AACG) of 1.19% (calculations based on US Census data). However, since 2010 that rate has increased to 1.78%. For planning purposes, it is recommended to use growth rates of 2.25% and 2.50% to account for an increase in development activity and the growth of the healthcare industry.

It is recommended that the City use the AACG of 2.5% for Capital Improvement Planning. If this growth rate is attained it would result in the addition of over 73,000 new residents over the next ten years.

It is important to keep in mind that population projections are subject to change and can be impacted by a number of factors, such as the local and national economies and the real estate market. It should be noted that these projections apply to the City limits only.



GROWTH MANAGEMENT

Texas has two categories of cities – home rule and general law. In 1912, a constitutional amendment was passed in Texas to allow cities with a population over 5,000 to adopt a home rule charter. Home rule status allows a city to self-govern by defining its own set of rules, if it does not conflict with the State constitution or statutes. Lubbock is a home-rule city by charter that was adopted in 1917. One example of this authority is to annex land. Cities may annex land only within their own extraterritorial jurisdiction (ETJ), which refers to area generally surrounding the city limits. Chapter 42 of the Texas Local Government Code provides that municipalities with populations greater than 100,000 may have an ETJ that extends five-miles from the municipal limits, except when abutting another municipality's limits. Chapter 43 of the Texas Local Government Code specifies that municipalities can annex only land that is located within their ETJ or owned by the municipality.

Lubbock's ETJ extends up to five-miles from the City limits, except where abutting the Cities of Wolfforth, Shallowater, Idalou, New Deal, Buffalo Springs, and Ransom Canyon. Since these cities are considerably smaller in population than Lubbock, the ETJ of Lubbock will move around these cities as the ETJ expands. There is little statutory constraint to Lubbock's ETJ expansion as the City limits expand through annexations (statutory authority subject to change).

Upon annexation, Chapter 43 requires cities to provide services to annexed areas that are equivalent to the services provided in the remainder of the city limits. The plan for providing these services must be outlined in a service plan prior to annexation. "Soft services" – such as police, fire, waste management, and park/library access – must be provided immediately upon annexation. "Hard services" – such as water and wastewater utilities – must be provided within 2 ½ years (or 4 ½ years in some circumstances).

ANNEXATION AND GROWTH POLICY REPORT

In August 2015, a detailed Annexation and Growth Policy Report was created by the Annexation and Growth Advisory Committee (which was initiated by the Lubbock City Council). The report identified ten major recommendations for the City's annexation policies and procedures.

1. The City of Lubbock should maintain a long-range, generalized annexation planning map for anticipated expansion of the corporate limits and orderly extension of municipal facilities and services, which could occur through both voluntary and involuntary annexations.
2. The City should continue to monitor opportunities to annex "exempted" territory that is not covered by the three-year advance annexation plan requirements of the Texas Local Government Code.
3. The City of Lubbock should exercise protective annexation measures to promote uniform development.
4. The City of Lubbock should comply with the extensive State law governing the process of annexation to avoid any major negative legal impact on any annexation that is not correctly carried out.
5. The City of Lubbock should prohibit the provision of municipal services outside the incorporated areas of the City except in emergencies or when allowed by State law.
6. The City should apply fiscal impact analysis techniques to assess the estimated costs of providing municipal services and weigh these costs against the anticipated revenues of each proposed annexation.
7. The City should be prepared to consider annexation of areas with less-than-favorable fiscal impact implications if unique health, safety, environmental, general welfare, or other factors are significant enough to override financial considerations.
8. When permitted under State law and under City Code, developers and/or landowners that are requesting annexation must bear the routine and normally required costs of public service facilities.
9. The City of Lubbock should maintain its positive working relationships with Lubbock County, other municipalities, the Lubbock Metropolitan Planning Organization, and other public and private service providers, regardless of whether the City is in an active annexation planning mode.
10. The City should continue to monitor studies and actions by the Texas Legislature, including potential new or revised statutes that would impact municipal annexation authority and capabilities.

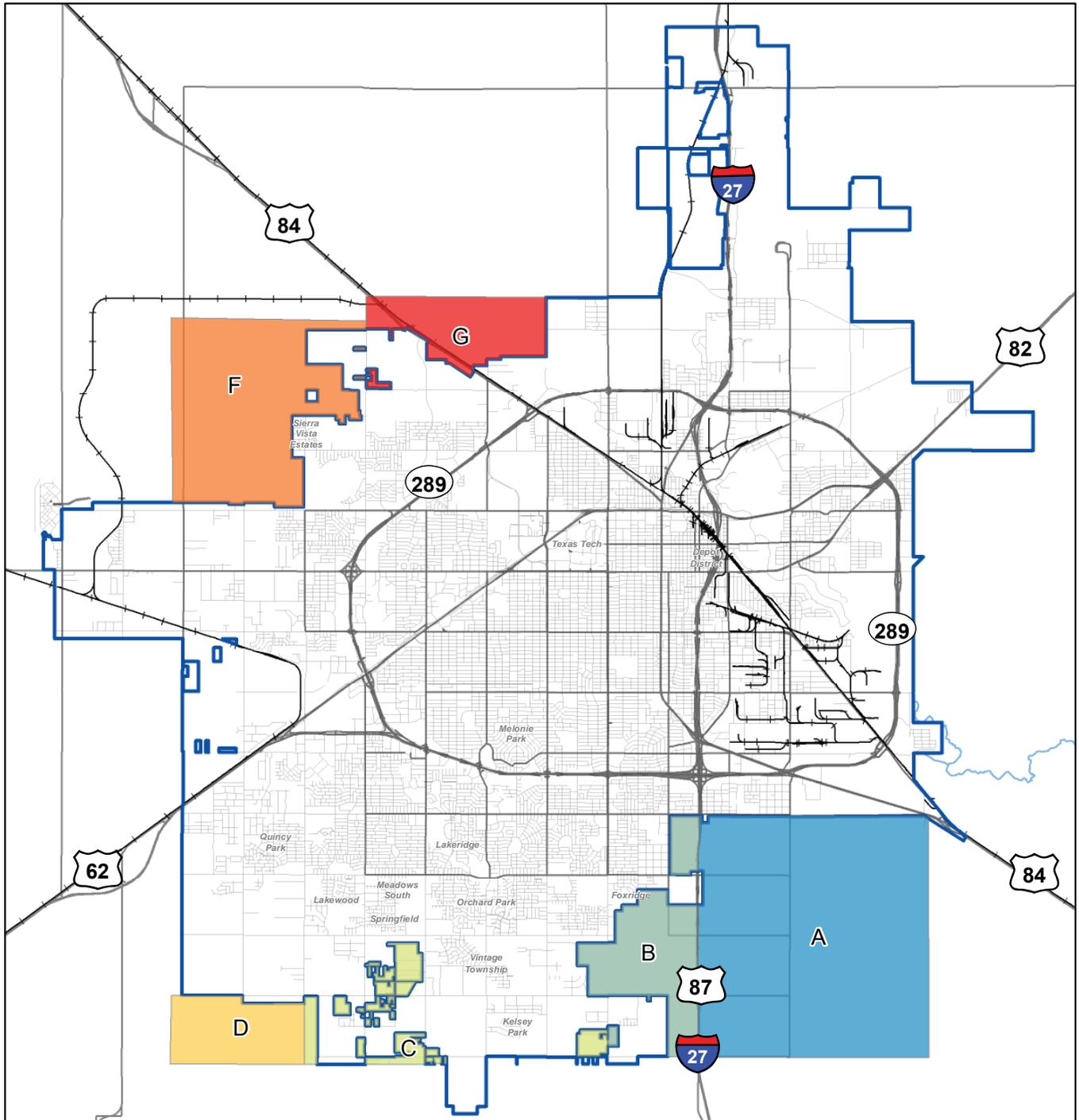
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GROWTH AREAS

The Annexation and Growth Policy Report recommends the City consider annexation of eight geographic areas, from areas in southern Lubbock, north of 146th Street and from areas in western and northern Lubbock (see Figure 3.2). The City recently annexed over 4,479 acres as part of the recommendations in the Report. The City has annexed portions of areas B, C, most of E, F, and H. No annexations have occurred in areas A, D, and G. Coordinating with the infrastructure service areas shown in Chapter 5, the City should continue gradual but sustained annexation in areas which can be served by water, wastewater, and drainage facilities.

Consideration of annexation beyond these areas will require additional infrastructure evaluation and update of the Annexation Policy Report. It should be noted that the Texas Legislature recently (2017) revised annexation statutes for cities in counties over 500,000 in population. In those counties, involuntary annexation of land is extremely difficult. Although Lubbock is currently exempt from those requirements based on population of the county, the Legislature could change annexation statutes to include counties of smaller populations. When the Legislature meets in 2019, revisions to annexation statutes will likely be considered. While Lubbock can still work toward implementation of the adopted Annexation Policy Report, annexation of land should be considered in 2019 up to 10 percent of its total land area (maximum allowed each calendar year by statute).

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REMAINING ANNEXATION AREAS

- Area A
- Area D
- Lubbock City Limits
- Area B
- Area F
- Area C
- Area G

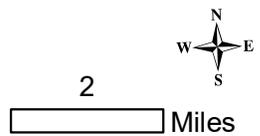


Figure 3.2: Remaining Annexation Areas (Source: Annexation and Growth Policy Report, 2015)

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RECOMMENDATIONS



1. ADOPT THE NEW COMPREHENSIVE PLAN, INCLUDING THE FUTURE LAND USE MAP.

The adoption of this Comprehensive Plan replaces the 1986 Future Land Use Map. This new Future Land Use Plan and Map should be utilized by staff to guide development related decisions. The Future Land Use Plan and Map should also be reviewed annually for any minor updates and at least every five years for major updates. These updates should be identified by staff and recommended to the Planning & Zoning Commission for review and recommendation to the City Council. Pursue comprehensive fiscal analysis of existing development patterns to inform future growth policies and land use plan amendments



2. UPDATE AND ALIGN THE CURRENT ZONING AND SUBDIVISION REGULATIONS WITH THE RECOMMENDATIONS IN THIS COMPREHENSIVE PLAN.

This Comprehensive Plan creates a vision for the City of Lubbock. The first step to implementing a plan is through the zoning and subdivision regulations. Lubbock's current regulations are outdated and do not align with many of the land use strategies in this Plan. It is important that regulatory land development ordinances are consistent with this Comprehensive Plan and do not work cross-purposes. It is recommended that the zoning and subdivision regulations be updated after the adoption of this Plan to allow for successful implementation of the vision and strategies. The City should also consider combining the zoning and subdivision regulations into a Unified Development Code (UDC) to streamline the regulations and make them user-friendly to the public and developers. The revised UDC should separate zoning districts for Neighborhood Center, Retail, Light Commercial, and Heavy Commercial.



FLUP
Commercial
Concept



Revise
Zoning
Ordinance

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3. IMPROVE THE MANY CORRIDORS WITH AGING COMMERCIAL/RETAIL STRIPS.

Many corridors, especially within Loop 289, are aging (i.e.; 34th and 50th Streets among others). These corridors are vital to the City and accommodate traffic to and from key destinations. It is important to invest in aging corridors to ensure their usefulness in the future and to revitalize aging areas of the City. These studies should focus on land use, access management, traffic flow, gateways/wayfinding, pedestrian access and streetscaping. The Future Land Use Map already sets a land use pattern for these corridors. Any additional land use recommendations from these more detailed studies should be formally updated on the Future Land Use Map.

Recommended corridors for specific studies and overlay districts include:

- 34th Street is a major corridor and has an existing study that is over 60 years old. Many improvements have been made, but there are still areas that need attention. It is recommended that the current corridor study be updated to plan for additional improvements and include a vacant building reuse analysis and strategy.
- MLK Jr Blvd is a major arterial in east Lubbock that provides direct access to the airport. The corridor lacks aesthetic appeal and has many vacant buildings along the roadway. This corridor is very critical to Lubbock because investment in this area would assist in sparking redevelopment in east Lubbock.
- Avenue Q (also U.S. Highway 84) is a major arterial running north-south directly through the middle of Lubbock and is also showing signs of deterioration.
- 50th Street is also a corridor to evaluate, and should be programmed into an overall corridor and adjacent neighborhood plan.



FLUP
Commercial
Concept

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4. REVISE THE CURRENT ZONING REGULATIONS TO DIFFERENTIATE RETAIL AND COMMERCIAL USES.

There is a distinct difference in retail and commercial uses. The current zoning regulations do not specify the difference between the two uses. The lack of distinction between the two in the zoning regulations has allowed commercial to be in areas where only retail is appropriate and vice versa. It is important to create different zoning categories and add design tools to allow for better placement of these uses in the City. Additionally, there should be sub-categories for each type to ensure compatibility with adjacent areas. For example, neighborhood retail is small-scale commercial that complements existing neighborhoods, while general retail is suitable for large-scale big-box retail.

5. CONDUCT A COMPREHENSIVE FISCAL IMPACT ANALYSIS WHICH INCLUDES BOTH OPERATIONAL AND MAINTENANCE (O&M) AND CAPITAL DEBIT SERVICE COSTS.

Fiscal Impact Analysis is an accepted methodology to look at revenues and expenses by land use type. The City should develop a fiscal impact model to calculate the various impacts and “fine tune” its future land use pattern.



6. COMPLETE THE STATE-ALLOWED MAXIMUM AMOUNT OF ANNEXATION.

Continue to annex the remaining recommended areas in the 2015 Annexation Policy Report and Infrastructure Service Areas (see Chapter 5).



Revise
Zoning
Ordinance



Annexation/
Growth Policies

DRAFT 09/26/2018





CHAPTER 4

TRANSPORTATION

Written by Kimley Horn and Associates

Texas Tech Pkwy 1
19th St 114
Quaker Ave 1 1/4

DRAFT 09/26/2018

EXISTING CONDITIONS

The Lubbock Thoroughfare Plan was built on a solid foundation of a grid network with arterials spaced out every mile and collectors spaced at half mile intervals between the arterials.

The previous Thoroughfare Plan in the City of Lubbock was last updated and adopted in 2007. The 2007 update was a continuation of the original vision for transportation in the City and was predominantly focused on revising the map alignments and status of the roadway's construction. The 2018 Thoroughfare Plan is part of this Comprehensive Plan and is supplemented by the growing bike and transit networks.

THOROUGHFARE NETWORK

As Lubbock has grown, the building out of the thoroughfare network has held to the original grid network vision. Within the loop (Texas Loop 289), much of the thoroughfare network has been built out and currently provides ample capacity to serve existing demand. Growth has recently been occurring south of the loop, primarily between the loop and 146th Street. This has spurred the continuing growth of infrastructure to support demand in the south.

BICYCLE NETWORK

The Lubbock Metropolitan Planning Organization (LMPO) Comprehensive Bicycle Study was first adopted in 1995, and received updates in 2007 and most recently in 2012, being now known as the Lubbock Metropolitan Area Bike Plan. In 1998, the LMPO Comprehensive Bicycle Study was used to inform decision-making in the revision of the LMPO Thoroughfare Plan. However, a comprehensive plan linking policy for bicycle and thoroughfare planning has yet to be developed. In 2018 a Comprehensive Bicycle and Pedestrian Plan entitled Walk and Bike Lubbock is under consideration and will provide a vision and link between the Comprehensive Plan and Bike and Pedestrian Infrastructure. The vision of Walk and Bike Lubbock is to “create a unified and integrated regional bicycle and pedestrian system that connects people of all ages and abilities to desired destinations and encourages them to walk or bike for transportation or recreational purposes in a safe manner.” As part of this plan a comprehensive bicycle network will be developed that focuses on encouraging ridership through increasing safety.



As of 2018, there are a limited number of bike routes, dedicated bicycle facilities, and shared-use paths in Lubbock. Many of the existing bike facilities in Lubbock are concentrated within the loop, and most heavily concentrated in the Central Business District and around Texas Tech University (TTU) Campus. Most of the on-street bike lanes are located within these two areas, while outside of these areas the bike facilities consist primarily of bike routes using shared lanes. Due to the nature of this pattern, there is minimal connectivity that currently exists for bike trips between locations outside the loop and locations inside the loop.

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PEDESTRIAN NETWORK

Currently, most of the pedestrian facilities in Lubbock exist in developed areas and neighborhoods within the loop and south of the loop. These facilities include sidewalks, mid-block crossings, pedestrian hybrid beacons, and pedestrian bridges. In general, the existing sidewalk network is discontinuous and lacking along thoroughfares. While Lubbock’s pedestrian network is widespread, the quality of the network is poor, with many crumbling sidewalks, ADA compliance issues, missing curb ramps, and an insufficient number of roadway crossings for pedestrians. Thoroughfares form the backbone of the transportation network, many of which have wide seven lane configurations and large intersections. Sidewalk gaps along thoroughfares and limited opportunities to cross with a formal pedestrian crossing limit travel between neighborhoods situated within the one-mile grids.

Walk and Bike Lubbock is a comprehensive bicycle and pedestrian master plan that is under development. The vision of Walk and Bike Lubbock is to “create a unified and integrated regional bicycle and pedestrian system that connects people of all ages and abilities to desired destinations and encourages them to walk or bike for transportation or recreational purposes in a safe manner.” As part of this plan a comprehensive bicycle network will be developed that focuses on encouraging ridership through increasing the safety. As part of this plan a pedestrian strategy will be developed that promotes developing facilities focused on increasing walkability and safety within priority areas of the City

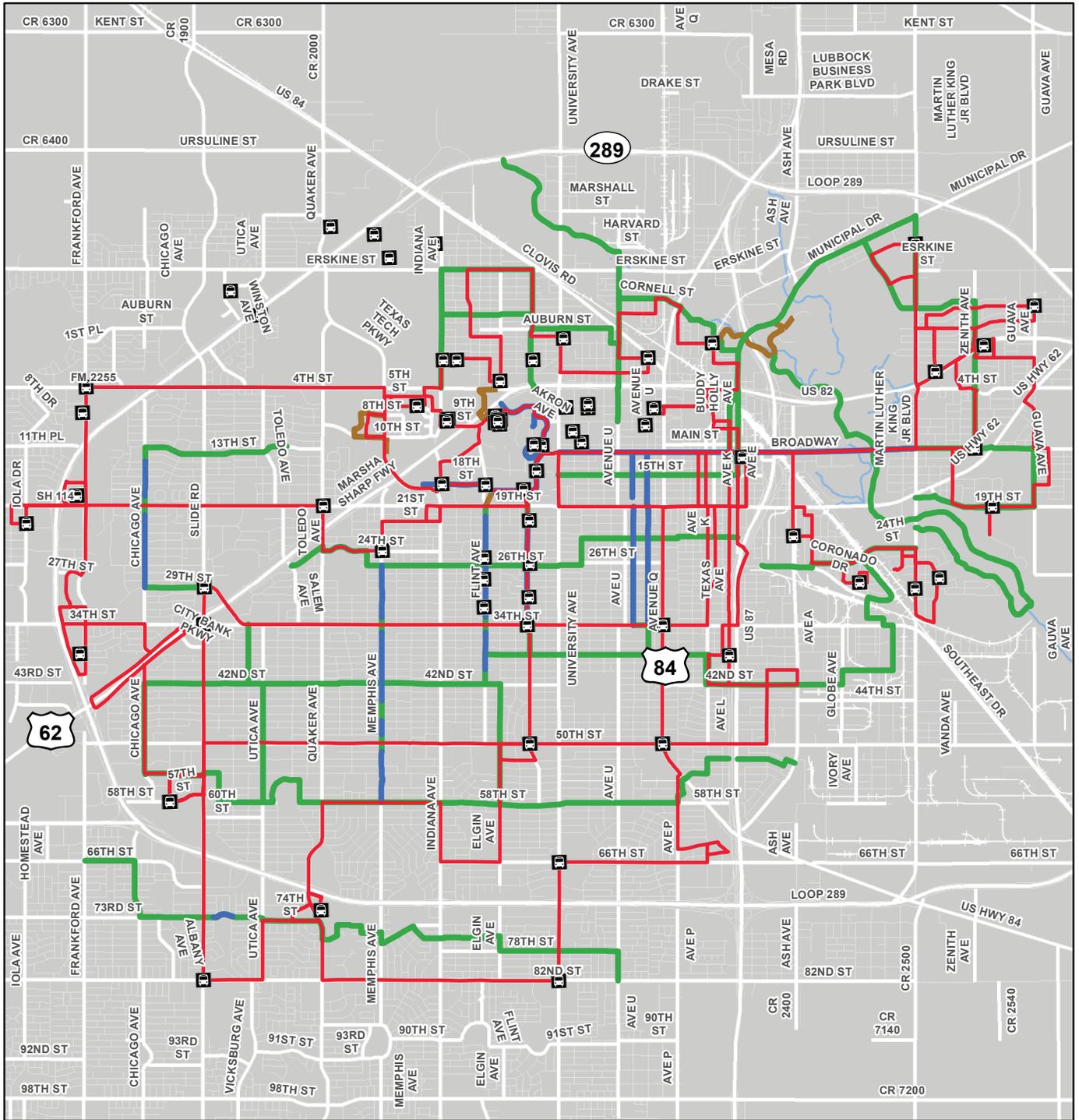
TRANSIT NETWORK

Transit service in the City of Lubbock is provided by Citibus. There are currently nine bus routes serving the City and additional shuttle routes serving TTU campus. Citibus also serves as the Greyhound bus freight and ticketing agent for intercity trips which transfer to other routes at the Downtown Transfer Plaza. In 2004, the Public Transportation Strategic Planning Task force identified loss of funding, perception of Citibus, limited access to all parts of the City, and the need for better building/facility/technology/security as weaknesses or threats to transit operation in the City of Lubbock.

WALK SCORE

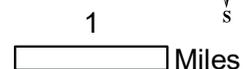
According to walkscore.com, Lubbock has a walk score of 38 out of 100 (average), a transit score of 22 out of 100 (minimal), and a bike score of 43 out of 100 (average). The most walkable neighborhoods are Overton and the Maedgen Area. Lubbock is generally car-dependent and most errands require a car.





EXISTING BIKE FACILITIES AND TRANSIT ROUTES

- Transit Stops
- Transit Routes
- Existing Bike Lane
- Existing Bike Route
- Existing Bike Trail



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LUBBOCK THOROUGHFARE PLAN UPDATE

The first goal of the Thoroughfare Plan was to update the City of Lubbock Thoroughfare Plan Map. This process consisted of updates to the functional classification, status nomenclature, cross sections, alignments and the Thoroughfare Plan Map. Each of these elements are discussed in the following sections.

FUNCTIONAL CLASSIFICATION

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Roadways are most commonly split into four major classification groups based on their intended purpose. These groups are freeways, arterials, collectors, and local streets.



FREWAYS

Freeways are intended to move high volumes of automobile traffic at relatively high speeds over long distances. Freeways (or highways) also have limited access to help maximize traffic flow and safety. Freeways are generally accessed via on-ramps from frontage roads or direct connectors from other high-speed facilities. The primary function of a freeway is to connect local areas to other regions, rather than serve local traffic needs. Currently, Lubbock is served by Interstate Highway 27, US Highways 62 and 82, and Texas Loop 289. All these facilities at certain places within the Lubbock Metropolitan Area can be categorized as freeways.



ARTERIALS

Arterials are continuous routes whose function is to serve high volume needs of local traffic and regional traffic. Speeds are relatively high on arterial streets, and access is controlled by planning the locations of intersecting streets, left turn lanes, and traffic signals. Arterial roads will function more efficiently when the number and location of median breaks and driveway cuts are limited. Arterial streets provide connectivity across the transportation network, so best practices are to consider all modes on these streets. Due to the high automobile speeds, protective measures should be established for cyclists and pedestrians along these routes to buffer them from vehicles. Where possible, continuous left turn lanes should be discouraged.

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COLLECTORS

Collectors are designed for medium volumes of vehicles operating at lower speeds (i.e., 30 – 35 mph). Collectors provide access and movement within residential, commercial, and industrial areas. Direct access to higher intensity development, such as commercial businesses, daycares, places of worship, schools, and multi-family uses calls for lower speed limits due to an increased number of turning movements. These lower speed limits along collectors prioritize safety for all modes of travel. Direct access to single-family development is generally not encouraged, with access from local streets being preferred. Collectors connect to the citywide street network, but often do not cross the entire city.



LOCAL STREETS

Local streets typically provide access to smaller, destination-oriented areas, such as neighborhoods, subdivisions or local business districts. Pedestrian activity is expected to be higher on local streets, while traffic volumes are lower, making lower speed limits most appropriate. With the intended function of local streets being to carry traffic to and from the main transportation network, these streets are generally residential in character and shorter in length, spanning short distances rather than across districts.

As part of this Thoroughfare Plan update, the project team made the decision to update the functional classifications of the thoroughfares in Lubbock. The update serves to align the functional classifications in Lubbock with the functional classifications defined by the Federal Highway Administration (FHWA). The table below presents the previous classifications alongside the new classifications in the context of which functional class group each falls into.

Functional Class Group	Previous Functional Class	New Functional Class	Number of Lanes
Freeways	Freeway	Freeway	4-8
Arterials	T-2	Principal Arterial	7
	T-1	Minor Arterial	5
Collectors	C-1 Collector	Collector	2-3
	Industrial Collector		
Local Streets	Local	Local	2

STATUS NOMENCLATURE

In the previous Thoroughfare Plan, the status of each thoroughfare facility was symbolized and described using specific nomenclature in the legend to indicate which roads were existing or proposed, and which roads need to be widened. With the Thoroughfare Plan update, this nomenclature was updated to add clarity. The previous and new thoroughfare status nomenclature is presented in the table below.

Previous	New	Definition
Existing	Completed	Road is fully built to its ultimate configuration.
Existing, Open to Traffic	Partial	Road exists but is not fully built to its ultimate configuration.
Proposed	Future	Road does not yet exist.

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CROSS-SECTIONS

In keeping with the update to the functional classifications presented in the Thoroughfare Plan, the roadway typical design cross-sections were also updated. The goal of the cross-sections update was to incorporate Complete Streets principles into the cross-sections and provide added flexibility for future roads and retrofit projects. Among the elements that remain unchanged from the existing arterial cross-sections are:

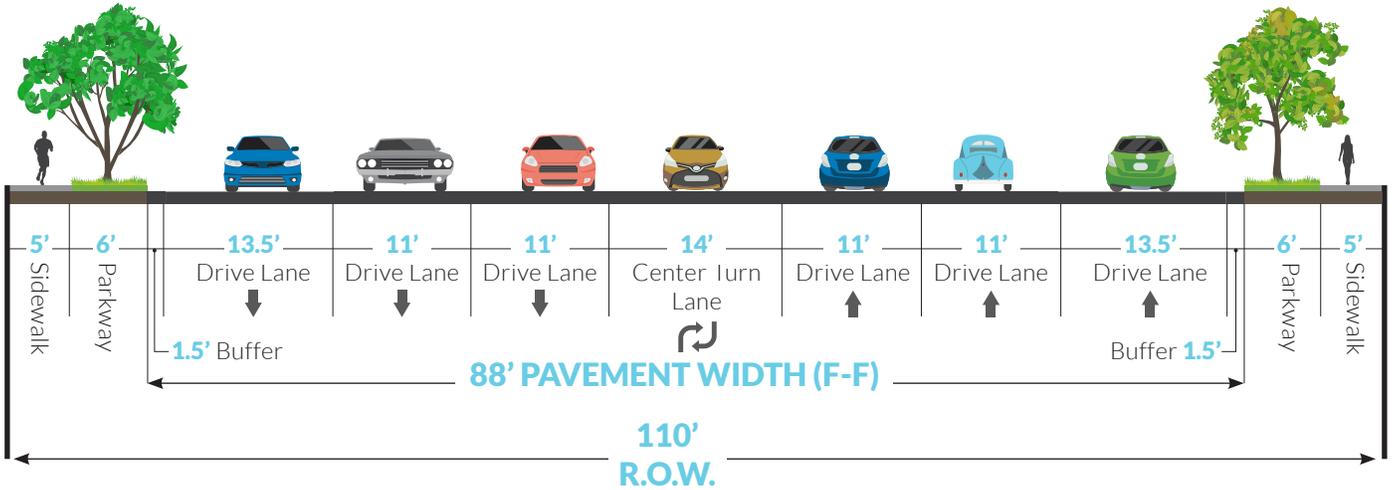
- Standard two-way left-turn lane (TWLTL)
- Wide outside lane (13.5 ft)
- Wide gutter (1.5 ft)

With the cross-section update, multiple cross-section options are provided for each functional classification. For the collectors, option A provides on-street parking and option B provides bike lanes and a TWLTL. Neither option is focused on a specific land use, providing added flexibility. For the minor arterials, option A represents a traditional vehicle-oriented travelway configuration with the addition of a wide shared-use path in the parkway for cyclists and pedestrians. Option B accommodates bikes in the travelway with a buffered bike lane. For the principal arterials, a typical seven lane configuration is provided. The modified principal arterial option represents a hybrid between principal and minor arterials, by placing a typical five-lane minor arterial cross section within the same right-of-way as the principal arterial. This configuration is intended to add flexibility within the parkway for bicycle and pedestrian facilities. The cross-sections are intended for roadways identified as partial or future roadways on the Thoroughfare Plan Map. Completed roadways would be reevaluated on a case-by-case basis. These cross-section options are presented in the Thoroughfare Plan Map. The table below provides an equivalence of the old cross-sections and the new cross-sections depicted in this chapter.

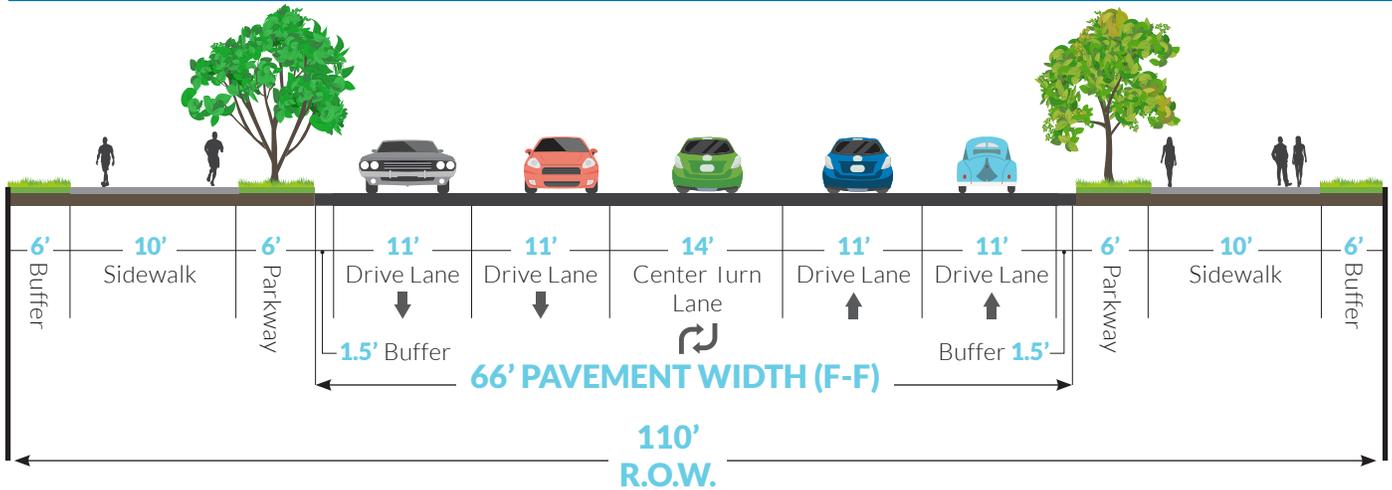
Cross-Section Equivalency

CURRENT CROSS-SECTION	UPDATED CROSS-SECTION
T-2 Thoroughfare	Principal Arterial A or Modified
T-1 Thoroughfare	Minor Arterial A or B
C-1 Collector and Industrial Collector	Collector A or B

PRINCIPAL ARTERIAL A*



PRINCIPAL ARTERIAL (MODIFIED)*

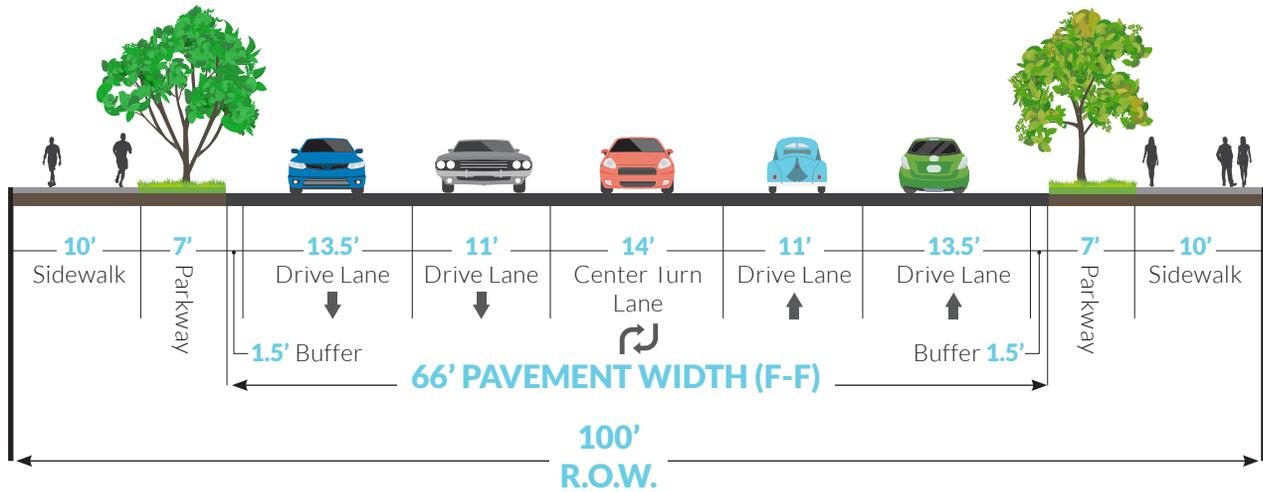


**Principal arterials can also include a raised median in place of a center turn lane.*

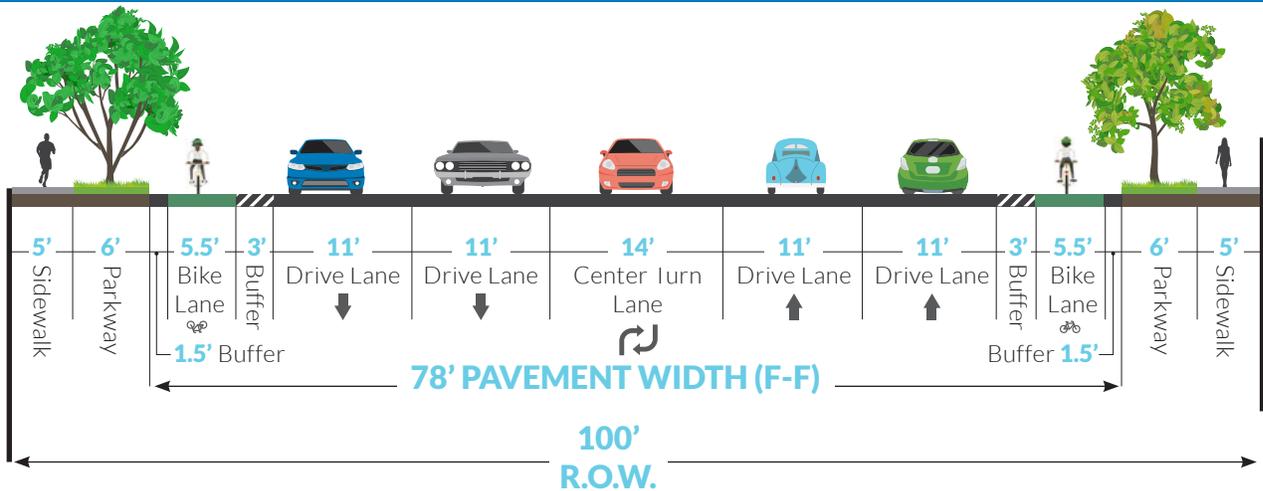


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MINOR ARTERIAL A*



MINOR ARTERIAL B*

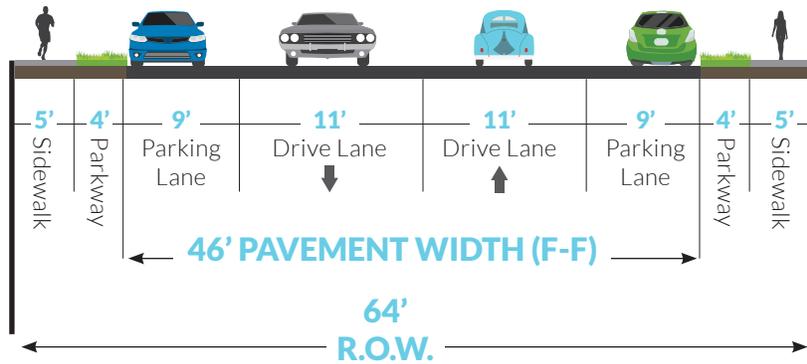


*Minor arterials can also include a raised median in place of a center turn lane.

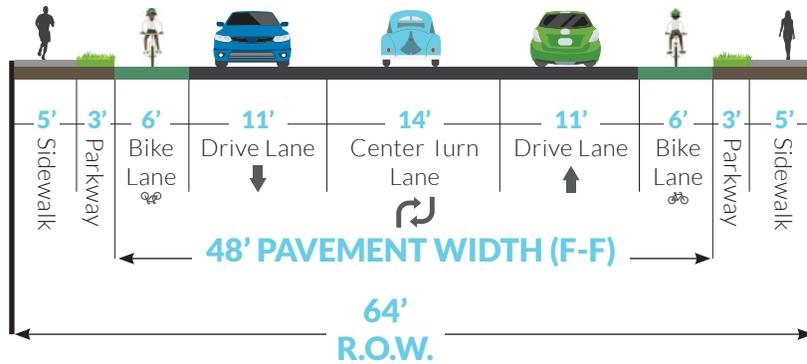


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COLLECTOR A



COLLECTOR B



THOROUGHFARE PLAN MAP UPDATES

As part of the Thoroughfare Plan update, a complete inventory of every thoroughfare on the existing Thoroughfare Plan was performed, broken up into over 3,700 individual segments. This inventory included identifying the following elements for every thoroughfare segment:

- Lane configuration (number and type of lanes, including bike lanes and shared lanes)
- Lane widths
- Status (completed, partial, or future roads)

The outcome of the inventory process was a fully digitized shapefile version of the existing Thoroughfare Plan. This was not digitized previously.

In addition to the inventory of existing thoroughfares and the digitization of the map, several updates were made. These updates include:

- Functional classification changes
 - Upgrades
 - Downgrades
- Status updates
 - Previously partial or planned roadways now built
- New connections and realignments
 - Reflective of recent development
 - Collectors avoid playa lakes

RIGHT-OF-WAY SECTIONS (PROPOSED ROW)

COLLECTOR A - 64'



COLLECTOR B - 64'



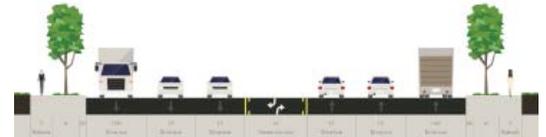
MINOR ARTERIAL A - 100'



MINOR ARTERIAL B - 100'



PRINCIPAL ARTERIAL - 110'



PRINCIPAL ARTERIAL (MODIFIED) - 110'



LEGEND

- | | |
|--|------------------------|
| --- Freeway, Proposed Outer Loop | +++++ Railroads |
| — Freeway, Completed | ○ Playa Lake |
| - - - Freeway, Partial | ○ Unclassified Wetland |
| — Principal Arterial, Completed | ⊕ City Limits |
| - - - Principal Arterial, Partial | |
| ⋯ Principal Arterial, Future | |
| - - - Principal Arterial (Modified), Partial | |
| ⋯ Principal Arterial (Modified), Future | |
| — Minor Arterial, Completed | |
| - - - Minor Arterial, Partial | |
| ⋯ Minor Arterial, Future | |
| — Collector, Completed | |
| - - - Collector, Partial | |
| ⋯ Collector, Future | |



City of Lubbock
TEXAS
May 2018

2018 City of Lubbock
Thoroughfare Plan Update

Prepared by:
Kimley»Horn



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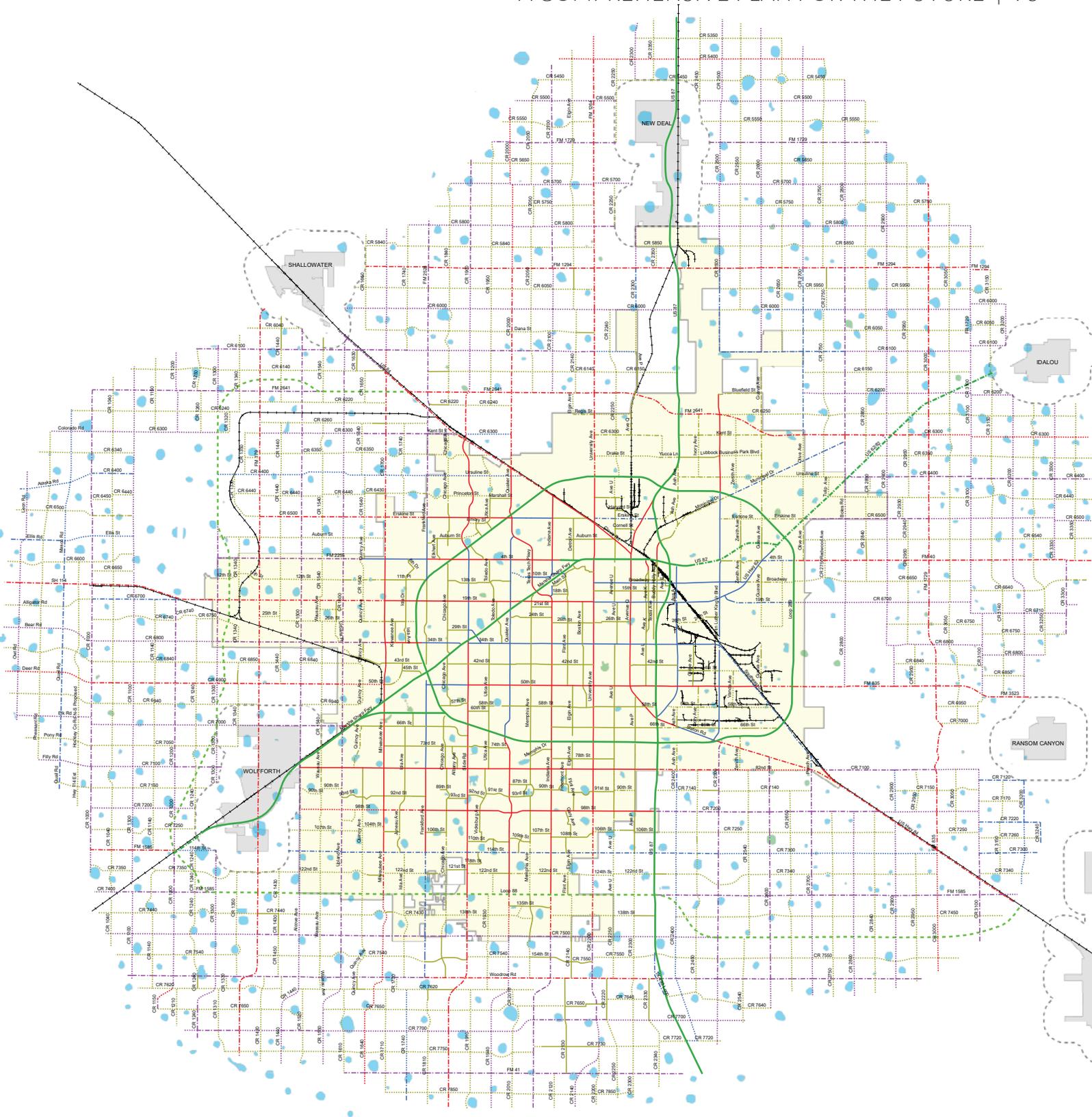
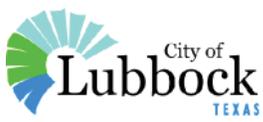
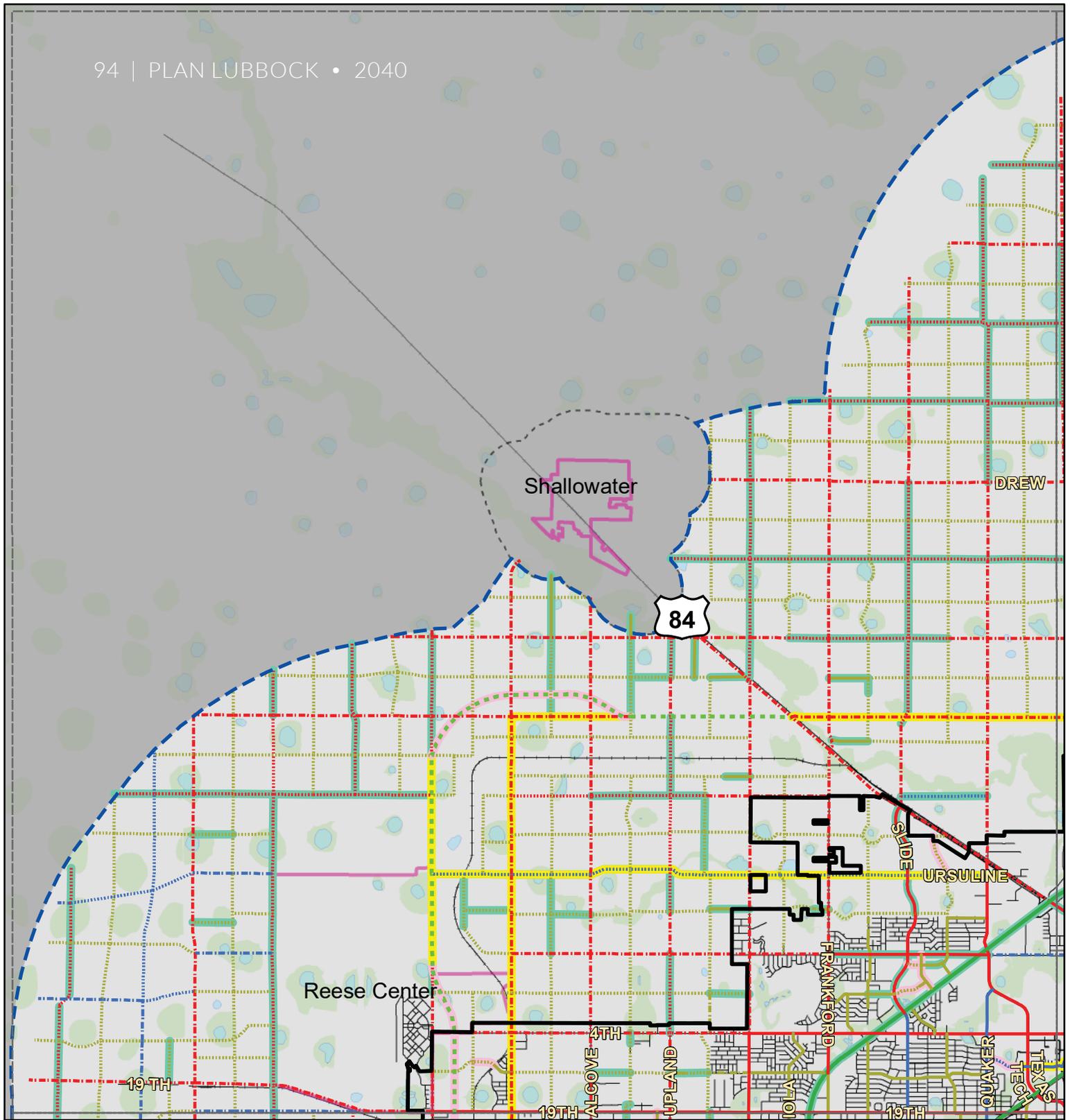


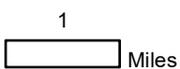
Figure 4.1: Thoroughfare Plan Map

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FUTURE THOROUGHFARE PLAN

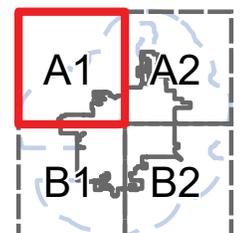
Date: September, 2018

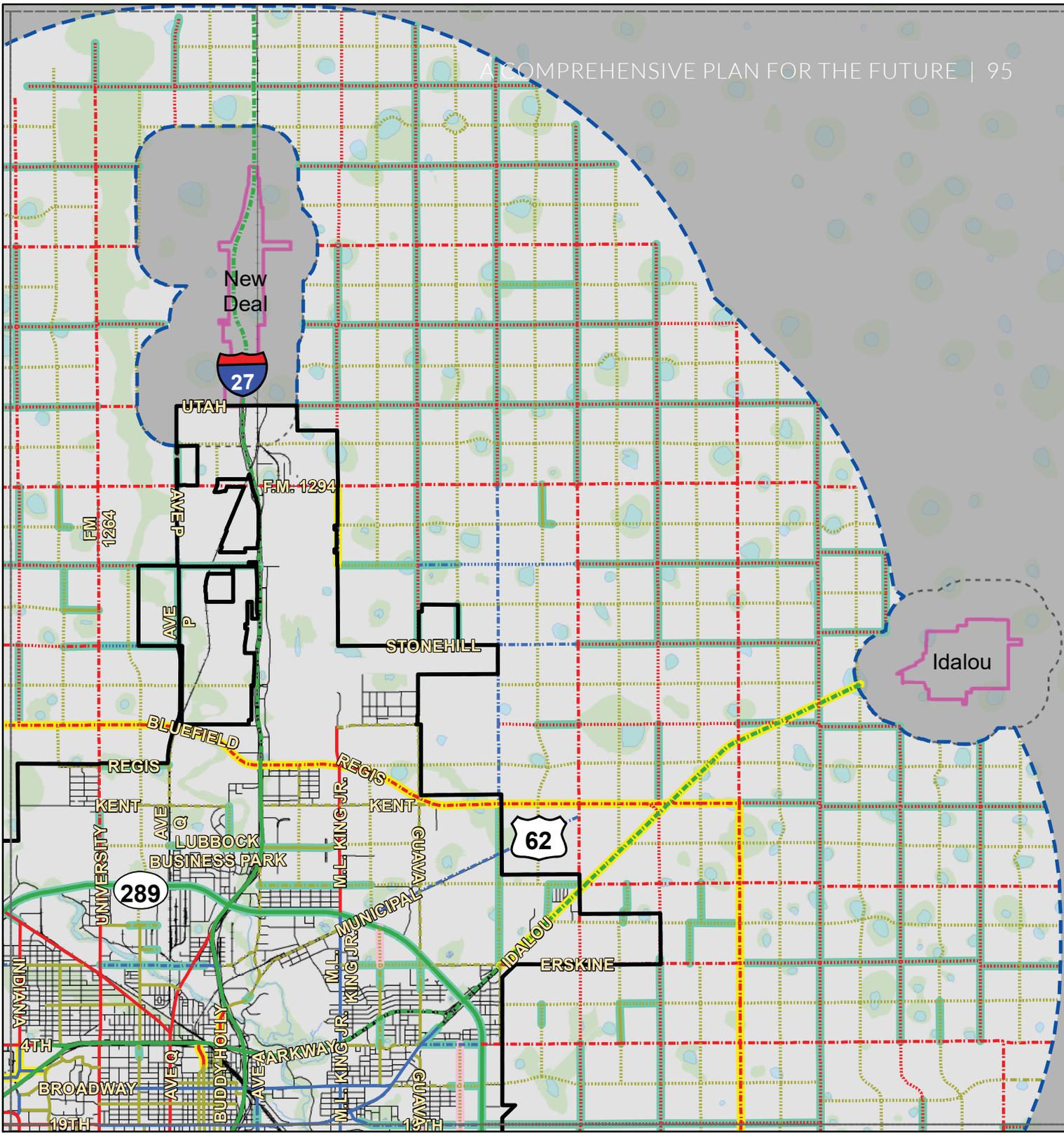


Road Classifications

- Freeway, Proposed Outer Loop
- Freeway, Completed
- - - Freeway, Partial
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- - - Principal Arterial, Partial
- · · · · Principal Arterial, Future
- Minor Arterial, Completed
- - - Minor Arterial, Partial
- · · · · Minor Arterial, Future
- Collector, Completed
- - - Collector, Partial
- · · · · Collector, Future
- New Connections/Realignments
- Functional Class Updates
- Status Updates
- Lubbock City Limits
- Outer Cities ETJ
- Surrounding Cities Approximate
- Lubbock/Wolforth ETJ Agreement Line
- 1-Percent Flood Risk Zones (FEMA)
- Lakes
- Canyon Lake Stream
- Future Loop 88

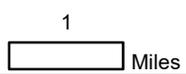
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FUTURE THOROUGHFARE PLAN

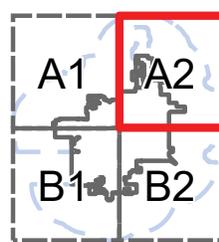
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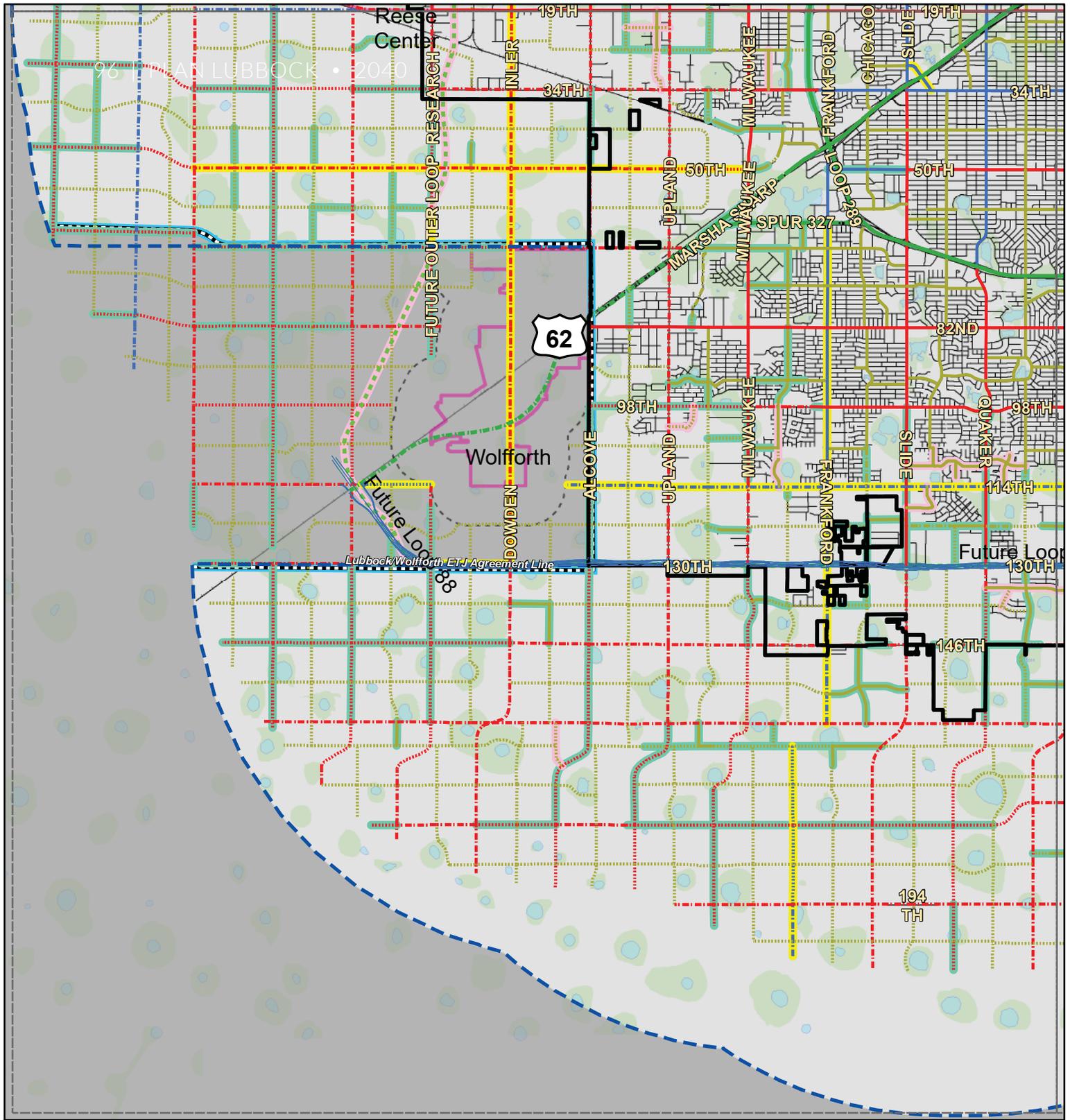


Road Classifications

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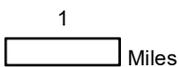
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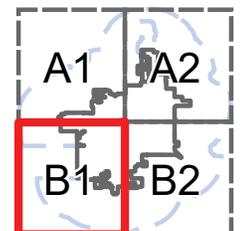
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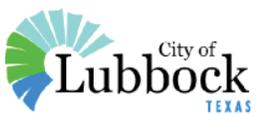
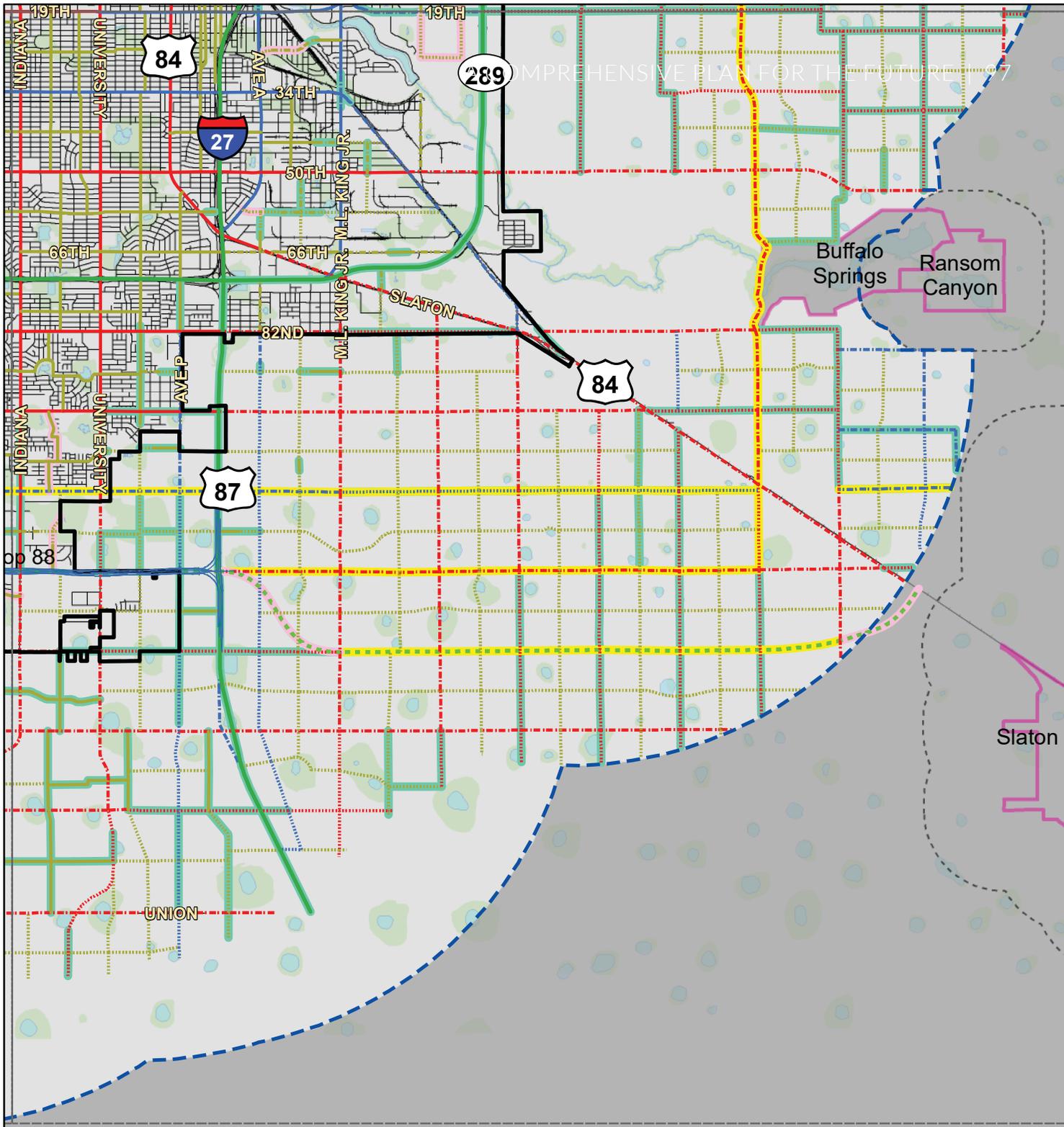


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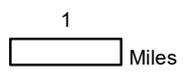
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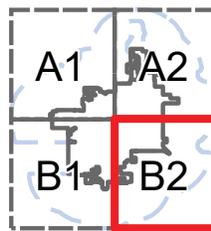
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THOROUGHFARE PLAN PRIORITIES

Lubbock's Thoroughfare Plan puts an emphasis on three categories- safety, policy, and funding- to create a transportation network. It successfully implements a right-sized thoroughfare network that safely accommodates all users and spends the City of Lubbock's funds in an optimal manner.



FUNDING

A successful thoroughfare plan is one that considers existing maintenance and capital costs, future maintenance and capital costs and impacts of growth.

RIGHT-SIZING STREETS

Lubbock's wide roadways are one of the City's greatest potential opportunities. Operationally, the collector and arterial network roadways should be examined for excess capacity. Where excess capacity exists, road right-sizing should be considered. Right-sizing streets allows the opportunity for aesthetic and connectivity enhancements, such as walking pathways, landscaping and bicycle facilities without spending additional funds for new facilities. In addition, several of the partial and new principal arterials were revised by this plan to the five lane modified principal arterial- a typical section that will allow adjacent trails within a similar right-of-way (110'). This change will build the appropriate size street that saves upfront capital costs and long-term maintenance costs.

Determining the need for alleys is also important in the development of the roadway system. If alleys are deemed necessary for a development, appropriate accessibility improvements should be required.

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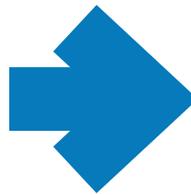
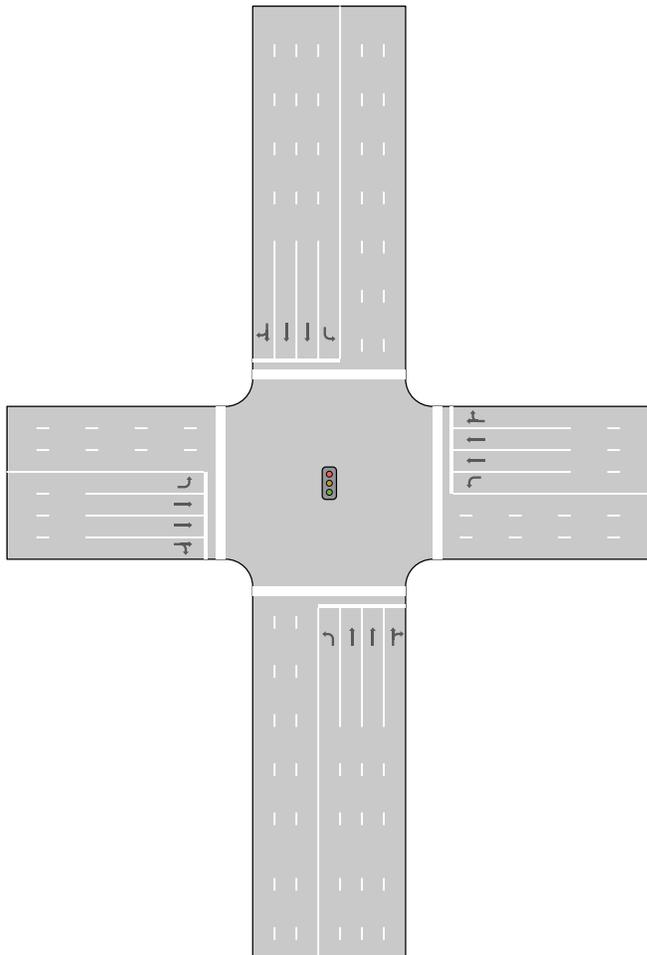
BIG NODES, SMALL LINKS

Intersections are the key to maintaining adequate traffic flow. For the right-sized arterial facilities, it is recommended to flare out the intersections to allow for dual left-turn lanes and a dedicated right-turn lane. This configuration will maintain similar capacities to a seven-lane section with a single left-turn and no right-turn lane at a much lower cost.

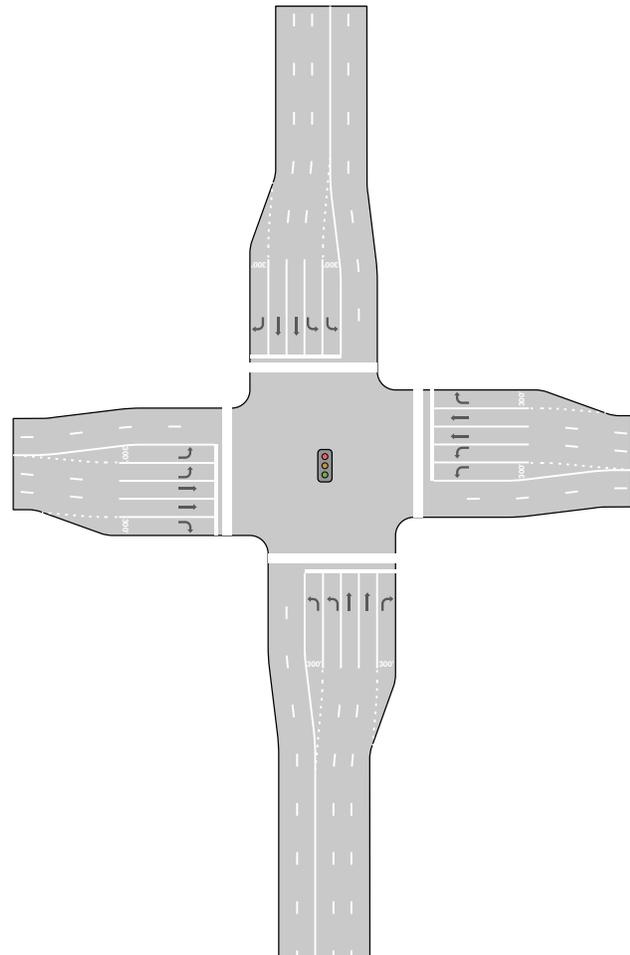
As part of the Thoroughfare Plan process, the entire arterial network was examined to determine which future roads have

the potential to be built with big nodes and smaller links. The result of this process was the re-classification of some principal arterials as modified principal arterials. While maintaining the same right-of-way as the principal arterial, the modified principal arterial allows for the concept of big nodes and smaller links to be implemented, which have the ability to maintain similar capacity but reduce the amount of funding needed to build the transportation network.

STANDARD NODE, BIG LINK



BIG NODE, SMALLER LINK



FUNDING - DEVELOPER CONTRIBUTION

Below is a list of tools that the City could consider to help developers assist in the mitigation of their traffic impacts.

TRAFFIC IMPACT ANALYSIS

A Traffic Impact Analysis (TIA) is a tool or process that ensures the City and land developers share a responsibility in determining reasonable solutions to identified transportation problems. A TIA examines the proposed development's effect on the existing transportation systems with supporting documentation. The TIA recommends mitigation measures to accommodate the impacts of the proposed development.

A TIA is typically required whenever additional site-generated traffic exceeds 100 peak hour trips. A TIA is also typically required with a zoning request change or a site plan. The TIA is used by City staff and the Planning & Zoning Commission to make a recommendation for approval or denial of the zoning case or site plan.

Typical mitigation measures can include:

- Widening of the adjacent thoroughfare
- Intersection improvements within study area
- Safety mitigation – sight distance and turn lanes
- Access management

IMPACT FEES

Impact fees are another tool to aid in funding new roadway infrastructure. It consists of a charge or assessment imposed by a political subdivision on new development in order to generate revenue or recoup the costs of capital improvements or facility expansions necessitated by and attributable to the new development. An impact fee study calculates the cost for growth to pay for roadway expansion within the City.

BORDER STREET POLICY

Border street policies are one tool to aid in funding roadway infrastructure where development is occurring and creating new traffic demand. This is done by requiring development to build a portion of the thoroughfare facility adjacent to the property line.

One component that could be included as part of the policy in Lubbock is to request developers to provide preliminary centerline profiles along key corridors prior to development to minimize reconstruction costs when curb and gutter is installed prior to roadway construction. The policy could also require the adjacent border street to be constructed to a three-lane section if determined proportional to the impacts of the development.



FUNDING - OTHER MECHANISMS

BONDS

The City may issue a bond as an instrument to finance public projects such as roads, schools, airports and infrastructure-related repairs. Any bonds issued should be used to fund projects consistent with the City's goals as established in this document and in other documents including the Walk and Bike Lubbock Plan and the Lubbock Thoroughfare Plan.

TAX INCREMENT FINANCING (TIF)

TIF districts assist in financing development of unimproved or blighted land by dedicating the real estate property taxes to be generated by the built project to a TIF fund for payment of the principal and interest on TIF bonds. Under a TIF, the property owner pays taxes on the full value of the property, and the taxing entities pay into the TIF fund the taxes attributed to the added value of the land due to the new development. TIF bonds may be issued for a maximum of 20 years and may be used to pay for public improvements associated with a development including but not limited to parking, infrastructure, land acquisition, and utilities.

STREET MAINTENANCE FEE

A street maintenance fee is a fee collected by a political subdivision to fund necessary transportation operations and maintenance projects that are commensurate with the impacts from existing development. The purpose is to allocate a dedicated funding source based on usage of system.

PUBLIC IMPROVEMENT DISTRICT (PID)

The formation of a PID allows the City to levy and collect special assessments on property that is within the City or within the City's Extraterritorial Jurisdiction (ETJ). A PID may be formed to perform any of the following improvements:

- Water, wastewater, health and sanitation, or drainage improvements
- Street and sidewalk improvements
- Mass transit improvements
- Parking improvements
- Library improvements
- Park, recreation, and cultural improvements
- Landscaping and other aesthetic improvements
- Art installation
- Creation of pedestrian malls
- Similar improvements
- Supplemental safety services for the improvement of the district, including public safety and security services
- Supplemental business-related services for the improvement of the district



EMPHASIS ON SAFETY

The safety of all motorists, pedestrians, and bicyclists is the top priority for transportation in the City of Lubbock. Safety is emphasized and reinforced in many existing design standards, ordinances, and policies that pertain to transportation. In order to further improve safety for those traveling in Lubbock, four specific focus areas have been identified. These areas are:

- Access management
- Speeding
- Intersections as a priority
- Non-motorized transportation

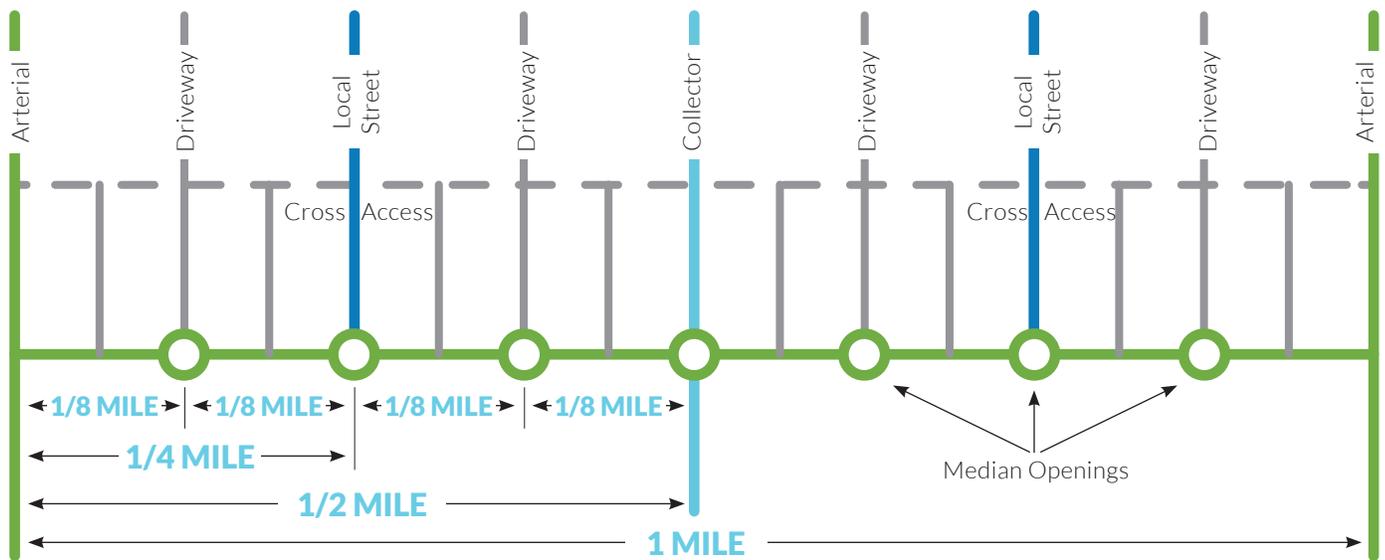


Figure 4.2: Pavement Section for Local and Collector Roads

ACCESS MANAGEMENT

Access management refers to the regulation of interchanges, intersections, driveways, and median openings to a roadway. Access management can increase safety by reducing the number of turning movement conflicts and opportunities for collisions on a roadway and by providing better protection for pedestrians. Some strategies for implementing access management in Lubbock include:

- Identification of future candidate corridors for raised median installation

- Development of revised access spacing criteria
- Right-turn lane requirements
- Emphasize providing cross access for commercial properties instead of additional driveways

For corridors where raised medians are applied, Figure 4.2 represents an access management strategy (pavement section) based on the existing arterial spacing in Lubbock.



SPEEDING

Speeding poses a threat to the safety of all modes of travel as excessive speeds can lead to loss of control and increased severity of crashes. Emphasis should be placed on neighborhood local and collector streets where young children may be playing. Speeding motorists on local streets present a significant danger. Wide streets with a lack of pedestrian amenities can encourage drivers to speed. New roadways should be designed to lower the probability of a vehicle speeding, especially in a neighborhood context. As shown in Figure 4.3, the risk of fatal injury for pedestrians has been shown to increase rapidly as impact speed

increases above 30 miles per hour. Several strategies to reduce speeding in Lubbock have been identified. These strategies include:

- Identification of top corridors with speeding concerns
- Encouraging narrower roads throughout the system
- Smaller drive lanes, where appropriate
- Speed limit reduction
- Traffic calming, landscaping, and pedestrian features
- Increased enforcement

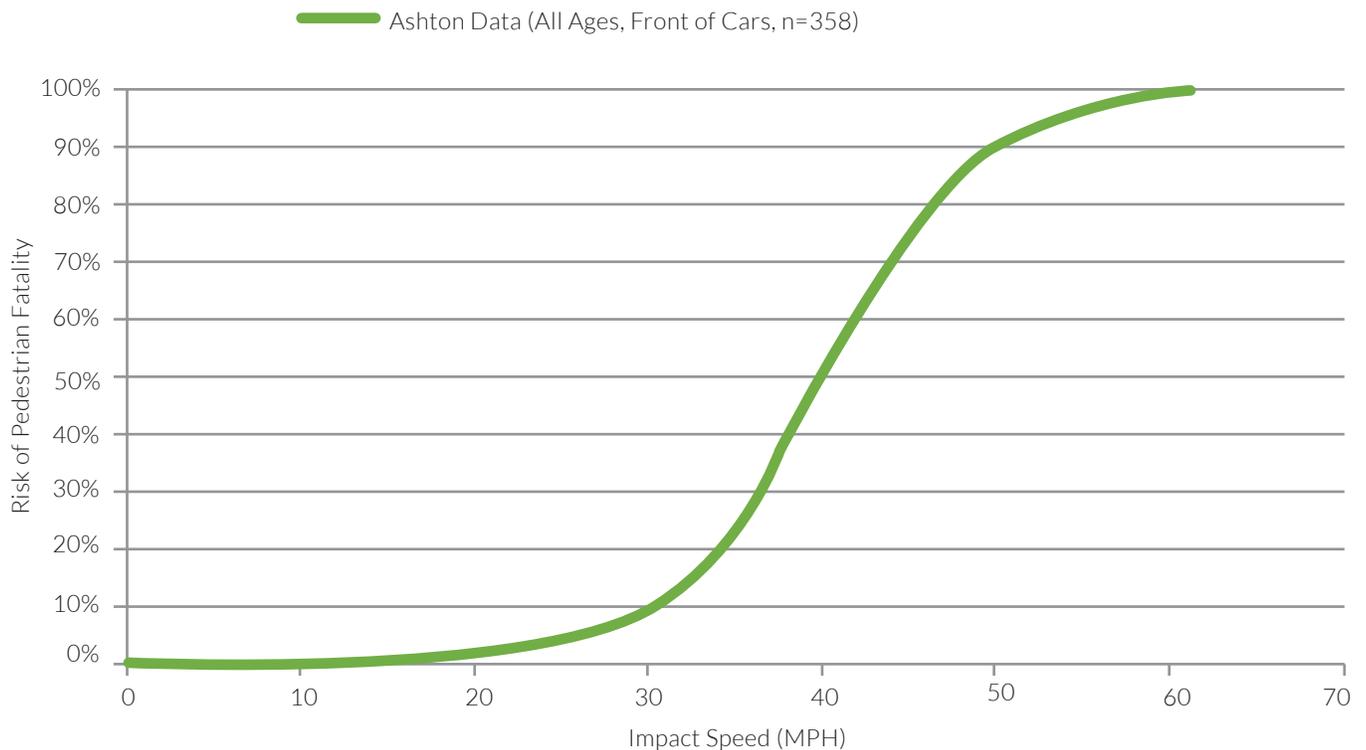


Figure 4.3: Relationship Between Speed and Risk of Pedestrian Fatality

Source: Relationship Between Speed and Risk of Fatal Injury: Pedestrians and Car Occupants, Figure 2.1, London Department for Transport, 2010

INTERSECTIONS

Many severe crashes occur at intersections due to increased opportunity for collisions, making intersections an important focus area for safety. The following two strategies have been identified as beneficial to improving intersection safety in the City of Lubbock:

Development of a Safety Improvement Program

The development of a Safety Improvement Program would include identifying top safety priorities and creating a specific plan to implement improvements.

Develop a List of Candidate Intersections for Safety Improvements

A list of candidate intersections for safety improvements can be identified using data such as crash rate, geometry, vehicular volumes, and pedestrian traffic.

NON-MOTORIZED TRANSPORTATION

Pedestrians and cyclists typically bear the greatest risk of severe injury or death when involved in an automobile crash. Well-designed pedestrian and bicycle networks can significantly decrease the risk of those using non-motorized forms of transportation.

For the establishment of a safe and connected pedestrian network, sidewalks should be included in all new roadway construction, large roadway rehabilitation projects, and in subdivision construction. Existing gaps within the sidewalk network should also be identified. Developments should be reviewed to ensure pedestrian connectivity is maintained. Areas around schools, parks, transit and public facilities should receive priority when targeting areas for pedestrian improvements, as these areas are typically the most likely to attract pedestrian trips.

The bicycle network should be continuous and should provide dedicated or separated facilities where possible to maximize safety and comfort for riders of all ages and abilities. On routes where dedicated or separated facilities cannot be provided, traffic calming measures, wayfinding, and clear signage should be considered to alert motorists of the presence of cyclists and to increase the comfort and safety of cyclists. Bicycle and pedestrian facilities and priorities will be emphasized in the Walk and Bike Lubbock Plan.



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Online Survey Question:

What is the number one transportation issue facing Lubbock?

One respondent:

« The City is already so close to being bike-friendly, but there's a lot more that could be done. Car traffic isn't bad unless it's rush hour, so that doesn't seem like much of a problem. However, I couldn't find a good place to cross Quaker. I used the 42nd bike lane and felt like I was taking my life in my hands every time I went through. I also found that it was difficult to ride my bike under the loop. It's such a high-traffic area, and there's no shoulder, so you have to get off and walk it, and it's not great. I love what you did for Broadway. Honestly, the change made it so much easier to drive too, because of the turn lane. More like that would be great. »

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POLICIES

In addition to the Thoroughfare Plan Map and cross-section design, the crafting of transportation policies can aid in providing and maintaining a well-functioning transportation system that meets the needs of its users. The following sections discuss several policies that, if implemented, are anticipated to build on and enhance the existing transportation network in Lubbock.



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THE CRAFTING OF TRANSPORTATION POLICIES CAN AID IN PROVIDING AND MAINTAINING A **WELL-FUNCTIONING** TRANSPORTATION SYSTEM

CONTEXT SENSITIVE DESIGN

The principle behind context sensitive design is that roadways and other transportation facilities are built to reflect the needs of the surrounding land use. For example, roads in more rural areas are more often built with bar ditches and less often include transit facilities. Roads in urban areas may more commonly have a need for on-street parking and/or bike lanes. Many areas of Lubbock have distinct and unique characteristics. The roadways should have flexibility in design to adapt to match the areas where they are located. The land use context, adjacent neighborhoods and long-term character should all be considered during roadway design. The development of a policy by the City's Engineering and Planning staff would ensure that future roadway facilities are built to correctly suit their environment in the City of Lubbock.



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COLLECTOR CONNECTIONS

The existing grid network in Lubbock allows for an efficient and highly connected means of transportation by limiting trip lengths throughout the City and providing multiple route options for roadway users. This network was designed generally with an arterial spacing of one mile, and a collector spacing of one-half mile between arterials. In addition to this, it is recommended that a policy be considered to allow no more than three street connections between arterials, and for access management standards to be strictly enforced for driveways. These policies, in conjunction with robust access management practices, have the ability to enhance mobility along arterial roadways in Lubbock.

PUBLIC TRANSIT

Public transit is a vital appendage of the transportation system, and serves a diverse demographic including students, commuters, elderly persons, and persons with disabilities. It is important to understand the existing transit demand and identify geographic and demographic areas that are currently being under-served so that new ways of expanding service can accurately be identified and acted upon. The City is in the process of evaluating the transit system with the goal of promoting equity of opportunity in the system. It is recommended that a transit plan be developed which addresses the following three questions:

- How well is transit demand currently being met?
- What new connections and services should be provided?
- How should transit be accommodated within Complete Streets?

WIDENING/IMPROVEMENT CRITERIA

One way to ensure that transportation projects are prioritized appropriately and funds are used where they are needed most is to develop criteria to aid in the selection process to identify candidates for roadway widening and other improvements. The result of this policy would be a live, up-to-date list of high priority projects to be completed. Selection of projects from that list would be based on the criteria, as well as public and stakeholder input. Project selection criteria may include the following elements:

- Annual Average Daily Traffic (AADT)
- Intersection and link level of service
- Large anticipated development
- Future land use
- Network connectivity
- Roadway/pavement condition



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RELATIONSHIP BETWEEN LAND USE AND TRANSPORTATION

Land use and transportation are directly related. Each type of land use generally generates a certain amount of traffic and has specific traffic patterns. The capacity of the roadways also determines if a particular land use can be developed on a corridor. It is important for the Planning and Engineering departments to work together when planning major corridors to ensure the most compatible development and traffic patterns.

FLEXIBLE PRIORITIZATION

In addition to development of widening and improvement criteria, it is important that the goals of the transportation system in Lubbock reflect the interrelationships with other systems and should be evaluated comprehensively. This means that some goals may be weighted more heavily than others, and even on a case-to-case basis. This level of flexibility allows Lubbock to customize the prioritization process based on what is most important to achieve community goals.



Functional Classification



Connection to Amenities



Crash Rate



Traffic Volumes



Funding



Congestion Reduction



Feasibility and Implementation



Multi-Modal

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RECOMMENDATIONS



1. ADOPT THE UPDATED THOROUGHFARE PLAN.

The adoption of this Thoroughfare Plan replaces the 2007 Plan. This new Thoroughfare Plan should be utilized by staff to guide transportation and land use related decisions. The map should also be reviewed annually for any minor updates and at least every five years for major updates. These updates should be identified by staff and recommended to the Planning & Zoning Commission for review and recommendation to the City Council. The City Council should also continue to evaluate the overall transit system and engage in discussions with transit users.



2. UPDATE AND ALIGN THE ZONING AND SUBDIVISION REGULATIONS WITH THE RECOMMENDATIONS IN THIS THOROUGHFARE PLAN.

This Thoroughfare Plan creates a transportation vision for the City of Lubbock. The first step to implementing a plan is through the zoning and subdivision regulations. Lubbock's current regulations are outdated and do not align with many of the transportation policies in this Plan. It is recommended that the zoning and subdivision regulations be updated after the adoption of this Plan to allow for successful implementation of the policies and strategies (i.e.; functional classifications, access management, cross-sections, collector connections, etc.). The City should also consider combining the zoning and subdivision regulations into a Unified Development Code (UDC) to streamline the regulations and make them user-friendly to the public and developers. The right-of-way should also be zoned correctly so that appraisals accurately reflect an appropriate value other than a commercial land use.



Thoroughfare
Plan



Revise
Zoning
Ordinance

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3. APPOINT A CAPITAL IMPROVEMENTS ADVISORY COMMITTEE.

Appoint a Capital Improvements Advisory Committee (CIAC) to assist in the development of an impact fee program for roadways as authorized per Chapter 395 of Texas Local Government Code (LGC) for the purpose of constructing key infrastructure over the next 10 years. This Committee should be separate from the Planning and Zoning Commission and is recommended to consider adoption of impact fees at 50 percent of the maximum amount allowed by law.



4. PRIORITIZE AND IMPLEMENT ROADWAY IMPROVEMENT STRATEGIES

Development of a Safety Improvement Program

The development of a Safety Improvement Program would include identifying top safety priorities and creating a specific plan to implement improvements.

Develop a list of candidate intersections for Safety Improvements by working with the MPO.

A list of candidate intersections for safety improvements can be identified using data such as crash rate, geometry, vehicular volumes, and pedestrian traffic.

Develop a new access management policy

- Identification of future candidate corridors for raised median installation
- Development of revised access spacing criteria
- Right-turn lane requirements
- Emphasize providing cross access for commercial properties instead of additional driveways
- Require alleys to be paved and limit alley intersections with major arterials

Speed Reduction Strategies

- Identification of top corridors with speeding concerns
- Evaluation of most appropriate speeding countermeasures
 - Speed limit reduction
 - Traffic calming
 - Increased enforcement



Impact fees for Infrastructure Projects



Corridor Design & Gateways

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CHAPTER 5
INFRASTRUCTURE



THE **FLUP** AND THOROUGHFARE PLAN ARE BOTH IMPORTANT FOR **INFRASTRUCTURE PLANNING.**

INTRODUCTION

The City is responsible for the operation of water distribution, wastewater collection, and stormwater systems. Master plans for each of these systems are underway or have recently been completed. The goal of these master plans has been to evaluate the existing system, measure the existing performance, identify deficiencies, and determine the needed improvements. While the analysis of these systems depends heavily on technical engineering data, planning information is critical to their development. The FLUP and Thoroughfare Plan are both important for infrastructure planning, as the City cannot plan for public improvements until it knows what conditions to expect. The following are issues regarding these systems.

- **Different land uses require different resources**

- Water needs for a school, a hospital, a subdivision, an industrial development, or an apartment complex all differ. The water lines that bring water to the various developments tie to the City's water mains, which must be of adequate size and pressure

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to accommodate the needs. Water master planning allows the City to understand and plan for the impacts developments have to the overall system.

- The wastewater produced from a development varies by land use as well. Similar to water, the wastewater produced from a development is collected and conveyed to the City system. Sewer mains that were designed for a specific use may not have the capacity to take the wastewater produced from a development with higher flows. Limitations to the size of the wastewater system may limit the development opportunities adjacent to them.
- Lubbock depends heavily on the native playa lakes to store stormwater, and the streets as a means to convey the water to the playas. Land that is compacted and paved (impervious) does not infiltrate as easily in its native state. Any additional impervious area produces more runoff. The playa lakes have been studied and assume a degree of development or imperviousness based on the FLUP. When increased runoff is produced, it results in an increased risk of flooding surrounding the playas and along drainageways.

● **Existing infrastructure varies throughout the City**

- Infrastructure is typically installed as an area develops. In older parts of the City, the older infrastructure may have reached its useful design life or be built out of a material that is no longer commonly used.
- As standards change over time, the adequacy of the

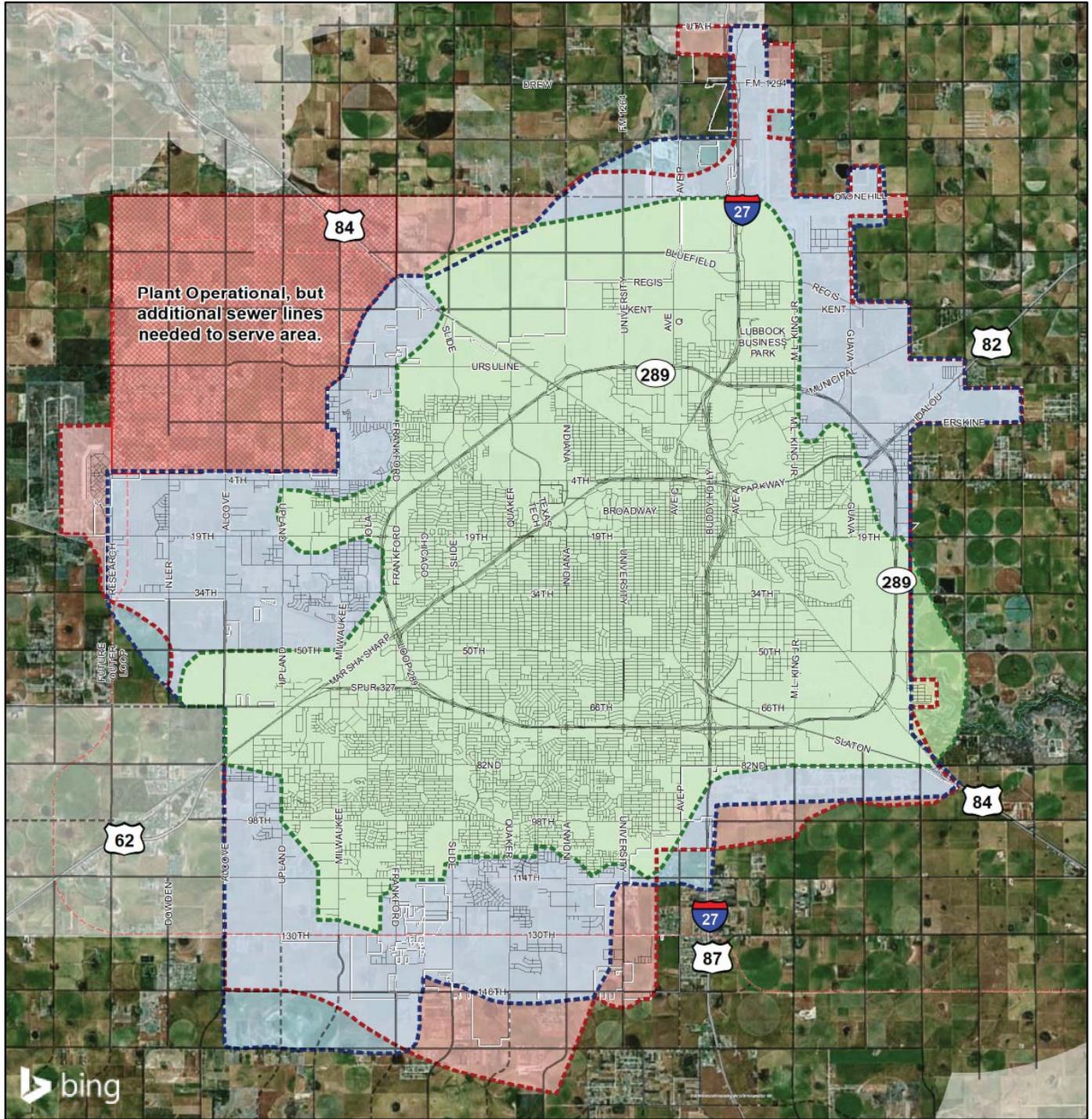
infrastructure to meet current standards may change. This sometimes requires the City to retrofit older areas with new infrastructure.

● **Roadways present additional challenges for stormwater**

- Since roadways are the primary conveyance for stormwater, they are critical to the stormwater system. Changes to the roadway section impact other factors, such as stormwater.
- The natural terrain of Lubbock can be very flat in places, which makes it difficult to drain roadways.
- Roadways that are constructed through a playa or in a playa overflow route must be designed with stormwater in mind.
- Reduction in pavement width as part of a more narrow road section or addition of pedestrian facilities may impact the stormwater system.

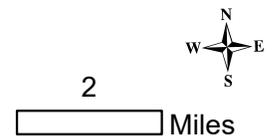
The following map shows the areas within Lubbock that are currently served by water, wastewater, and stormwater. Properties located inside the boundary are currently served; properties located outside the boundary are not currently on the respective system, and represent an expansion area. While many infrastructure projects are intended to fix one particular problem, water, wastewater, and stormwater plans are critical because they improve the overall system. These recommendations are based on projected existing conditions compared to projected growth and help shape how Capital Improvement Projects (CIP) are identified, prioritized, and scheduled.

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EXISTING INFRASTRUCTURE SERVICE AREAS

- STORMWATER SERVICE AREA**
- ☞ Stormwater Service Area Boundary
- WATER SERVICE AREA**
- ☞ Water Service Area Boundary
- WASTEWATER SERVICE AREA**
- ☞ Wastewater Service Area Boundary
- ☒ Plant Operational
- ☐ Lubbock City Limits



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EXISTING INFRASTRUCTURE PLANS

WATER MASTER PLAN

The Water Master Plan was initiated in May 2014 and completed in August 2017. The goal of the Water Master Plan was to evaluate and analyze the distribution system, measure existing performance, identify deficiencies, and recommend system improvements.

SYSTEM EVALUATION

The Water Master Plan evaluated the entire Water Distribution System, including three elevated storage tanks, 12 ground storage tanks, 10 pump stations, two water treatment plants, and miles of pipelines. A hydraulic model of the City's distribution system was developed to simulate the performance of the system using available GIS data. The model was calibrated and field data was collected as needed. The system was analyzed under various design conditions for performance under high demand days, for periods of low pressure, for fire flow, for water age, and for chlorine residual. An energy analysis was also conducted.

MEASURE EXISTING PERFORMANCE

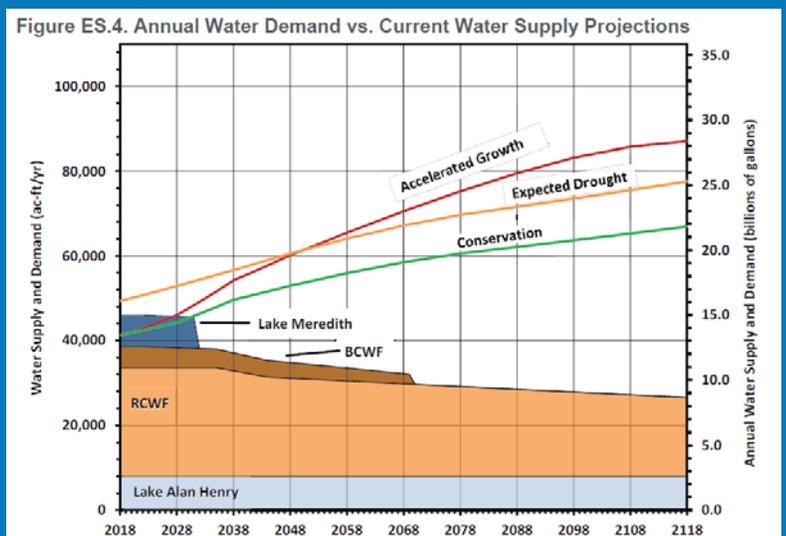
In order to evaluate and measure the performance of the existing system, a review of historical usage and water demands was completed. This was helpful, along with population projections and projected land uses, in establishing trends and forecasting demands over the next 20 years. Average Day demand is projected to grow from 40 to 50 million gallons per day (MGD) over the next 20 years and Maximum Day demand is projected to grow from 80 to 90 MGD. These numbers are based on projected population and historical water usage and serve as the basis for the City's water planning efforts.

WATER CONSERVATION

The City of Lubbock evaluates system supply and demand and publishes that data as part of the Strategic Water Supply Plan. The 2018 report lists current supply sources as Bailey County Wellfield, Roberts County Wellfield, Lake Alan Henry, and Lake Meredith.

Water supply is planned and sources secured for various scenarios, including average demand, peak demand, drought, accelerated population growth, and balance of surface water to groundwater.

The City encourages water conservation as one of the methods of management of its resource. As outlined in the report, water conservation is the least expensive supply of water that the City possesses. By conserving water, the City could potentially delay future water supply projects by as much as 20 years by continuing to pursue its effective water conservation program.

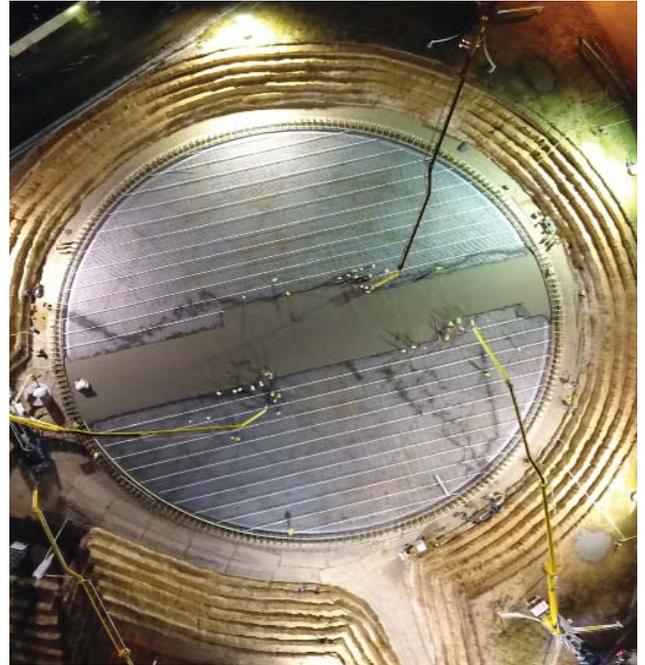


Source: City of Lubbock 2018 Strategic Water Supply Plan

RECOMMENDED SYSTEM IMPROVEMENTS

Improvements were identified to help meet the future projected growth and to correct deficiencies. The water system needs improvements to improve operations and quality, prepare for growth to meet future demands, and replace existing infrastructure due to age.

- **Ground Storage** - As Lubbock continues to grow, so do the water use demands. Water systems are designed considering both average use and peak use. Additional ground storage tanks are needed to help meet peak demands.
- **Elevated Storage** - Some or all existing elevated storage tanks do not provide sufficient static pressures. Some tanks tend to stay full for long periods of time, which may result in water quality issues. This requires existing pump stations to run for long periods, resulting in higher energy, and operation and maintenance costs at the pump stations. Five proposed elevated storage tanks were identified as future CIPs.
- **Reduce Reliance on Pumping** - The addition of more elevated storage will help to reduce the current reliance on pumping and will allow multiple pump stations to be taken out of service. Pump Stations 3 and 6 in the East Pressure Zone and Pump Stations 7 and 9 in the West Pressure Zone were identified for removal.
- **Extension of the Water System to Serve Growth** - Growth continues in all areas of Lubbock but particularly to the south and southwest. Extension of water mains to unserved areas will be required to accommodate this growth. Two major corridors were identified to serve the growing areas of south and west Lubbock. The 130th Street Corridor, from Indiana to Inler, was identified as a corridor for a 12-inch water main. The 19th Street/34th Street Corridor west of Loop 289 was identified as a corridor for up to a 24-inch water main.
- **Water Line Looping** - As the system expands and water mains are extended, it is important to loop the larger water lines to prevent dead end mains and improve water quality.
- **Water System Rehabilitation/Renewal** - Water lines in the oldest part of Downtown have reached their design life and present increased maintenance demands and costs. The Downtown area was evaluated so rehabilitation and replacement efforts could be prioritized. A scoring system was developed to rate each water line based on pipe size, age and material, water quality, number of work orders, and line capacity. Water lines were grouped based on their scores and small projects were identified, along with estimated construction costs. While the larger tank and water line projects were identified separately, these small projects were grouped in an effort to achieve economies of scale for inclusion into the CIP.



CAPITAL IMPROVEMENT PROGRAM

The top ten recommended Water System CIP projects include:

1. Elevated Storage Tank Land Acquisition, Design, and Demolition of Old Facilities
2. 15 MGD Low Head C Pump Station and Transmission Line
3. Downtown Pipeline Renewal Program
4. Annual Water Model Update
5. Establish Pressure Zone Delineation/MLK Boulevard and 66th Street Valve Repairs
6. Annexation Water Lines
7. Low Head D Pump Station Improvements
8. Frankford Avenue/130th Street 12-inch Water Line
9. N. Slide Road 12 and 16-inch Water Line
10. Lake Alan Henry Water Treatment Plant Expansion to 20 MGD

WASTEWATER MASTER PLAN

The Wastewater Master Plan was started in May 2017 and is scheduled to be completed in May 2019. The Wastewater Master Plan will evaluate the collection system capacity, condition and performance of the existing system, and compare the findings to 5-, 10-, and 20-year projections. A detailed and robust hydraulic model was developed for analysis and future system recommendations, as well as to evaluate the system's compliance with the Texas Commission on Environmental Quality (TCEQ) and Environmental Protection Agency (EPA) requirements. The Master Plan will identify needed improvements, which address existing deficiencies and help provide direction for system growth and expansion.

SYSTEM EVALUATION

In order to evaluate and measure the performance of the existing system, a 6-month flow monitoring study was conducted to determine flow characteristics at key points in the collection system. Field surveying data was collected to supplement existing GIS data, which is useful for building and calibrating the hydraulic model. The model was updated using the population projections and FLUP from this Comprehensive Plan to simulate current and future wastewater flows to the wastewater reclamation plants.

To address regulatory needs, the Master Plan evaluation included a Capacity, Management, Operations, and Maintenance (CMOM) program assessment to adhere to EPA national standards. The evaluation identifies any gaps in service and performance for the wastewater utility overall. As a result of the comprehensive system evaluation, a Capital Improvements Plan will be proposed to correct the identified deficiencies or serve new growth areas. This CIP will include prioritized rankings/phasing of projects, business-case drivers and triggers and budgetary costs for each identified project.



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WASTEWATER MASTER PLAN RECOMMENDATIONS

Since the evaluation is currently ongoing, detailed projects are unavailable at this time. Once delivered to the City at the end of 2018, Master Plan findings will be reported to the City Council upon completion and will include the recommendations to this Plan through an update. The CIP will then be implemented based on the findings and ranked improvements documented in the finalized Wastewater Master Plan report.

The improvements will generally include the following items:

- Wastewater Collector/Interceptor Lines** – These lines form the network of the collection system and are used to convey flow from individual customers to the wastewater reclamation plants. The recommendations range from replacing or paralleling existing lines due to model-predicted capacity restrictions or new construction to serve growth areas as the collection system footprint expands beyond its current limits. Redevelopment areas such as downtown, TTU, and the West Loop 289 call for the upsizing of existing infrastructure as population density and commercial development will impact the current wastewater lines.
- Lift Stations (New Construction, Rehabilitation, or Decommissioning)** – The wastewater system requires lift stations to convey flows against gravity in order to provide service to certain areas in the City. The system evaluation and recommendations will identify areas where construction of a new lift station is necessary, what actions and rehab measures will be required on existing lift station infrastructure, and look for solutions where current lift station sites can be removed to decrease maintenance and increase system efficiency.
- Sewer Line Rehabilitations** – The comprehensive system evaluation includes an assessment of pipeline risk as a function of an asset's condition and its criticality to the overall system. Various condition variables (pipe material, age, maintenance history, etc.) and criticality variables (capacity provided, line size, upstream population served, etc.) are evaluated to identify candidate lines for renewal or inspection.
- Sanitary Sewer Evaluation Studies (SSES)** – SSES studies are developed for targeted areas in the collection system where groundwater and stormwater contribute to sanitary sewer flow. SSES studies use a combination of smoke/dye testing, micro-metering, and CCTV inspection technologies to pinpoint leaks in sewer pipes. Reduction in the amount of outside infiltration into the collection system reserves capacity for wastewater flows and helps to defer capacity related upsizing of wastewater lines and lift station expansions.



STORMWATER MASTER PLAN

The Stormwater Master Plan has an anticipated completion date of end of 2018. The focus of the project is to evaluate the entire Stormwater program and update the existing Drainage Criteria Manual (DCM) and Master Drainage Plan (MDP), with the goal of facilitating responsible, cost-effective development, making the development review process more user friendly, and leveraging technology to provide improved resources. Proposed CIPs are also being identified and a framework established for future implementation.

DRAINAGE CRITERIA MANUAL (DCM)

Several elements of this portion of the Stormwater Master Plan are critical to the implementation of this Comprehensive Plan, specifically updated development criteria for playas, detention or retention criteria, and floodplain and floodway development requirements.

PLAYAS

Playas are natural ground surface depressions prevalent in the South Plains that retain surface water runoff. They are useful for storage of stormwater runoff and can also provide a space for outdoor recreation such as parks. New criteria relating to classification and dedication have been updated within the City's draft DCM to address development requirements around playas. Improved and clarified criteria involving development near overflow and non-overflow playas is intended to prevent or reduce large infrastructure expenses in the future by promoting responsible and best practice development.

This element will tie to the Parks, Trails, and Open Space Plan recommendation to develop standards for requirements or qualities acceptable for the City to accept as part of a Parkland Dedication Ordinance. Playa dedication requirements are being evaluated to outline and clarify the requirements for creation of both recreational needs and stormwater basins. The draft DCM does not include the requirements but references the Playa Dedication Manual. The concurrent effort of the Playa Dedication Manual and the Lubbock Parks, Trails, and Open Space Plan will set drainage policies as development occurs.

DETENTION/RETENTION

Stormwater detention and retention basins are used to temporarily or permanently impound stormwater runoff, thereby reducing the peak discharge rates or to provide for stormwater impoundment when conveyance easements are not available for downstream discharge. Existing criteria does not include provisions for analyzing a development's impact to the stormwater system and requirements for design of detention or retention. There is also no existing provision for assignment of responsibility for maintenance of a detention basin, which has contributed to the lack of development of new parks. Criteria were updated to include downstream assessment, detention/retention design criteria, and Facility Maintenance Agreement criteria. This element will tie to the Community Livability recommendation to incorporate low-impact design standards into the Zoning and Subdivision Ordinances.

FLOODPLAIN/FLOODWAY REDEVELOPMENT

FEMA administers the National Flood Insurance Program (NFIP), which enables property owners to purchase flood insurance. In return for making flood insurance available for existing structures, the participating community agrees to regulate new development within Special Flood Hazard Areas (SFHAs), also referred to as the floodplain. Lubbock is also a participating city in the Community Rating System (CRS), which provides incentives (reduced premiums) for the participating communities to require flood protection



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above the minimum requirements developed by FEMA. To stay in compliance with these programs, the City reviews development in, near, and around floodplains. To ensure further flood protection under the new DCM, the City will require a Floodplain Development Permit, prohibit a Letter of Map Revision by Fill (LOMR-F) within a playa overflow conveyance area, and utilize FEMA floodplains to determine the need for a LOMR within a proposed development. This element will reinforce the playa and park recommendations and ties to the Community Livability recommendation to minimize the potential and known risks associated with natural disasters.

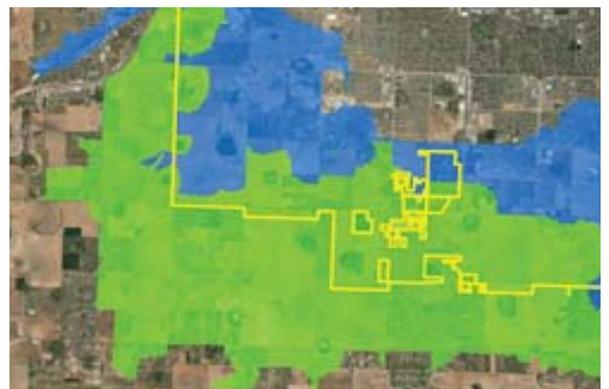
MASTER DRAINAGE PLAN (MDP)

Drainage studies are conducted by both the City and private developers when development applications are submitted to the City. While the drainage reports and studies have been prepared, there has not been an efficient mechanism to leverage those studies for the benefit of the City or for future development. The goal of the MDP update is to use completed drainage analyses to inform future development or consideration for future CIPs in an electronic, user-friendly platform. The MDP aims to identify locations along thoroughfares where there will potentially be additional drainage requirements or insufficient capacity in the standard roadway section. The draft DCM includes provisions for updating the MDP information when drainage information is modified.

CAPITAL IMPROVEMENTS PROGRAM

After preparing and reviewing drainage models, interviewing operations staff, and performing site visits, multiple flood-prone areas have been identified for consideration for improvement to meet future conditions. Improvements were identified and then prioritized to create a Capital Improvements Program (CIP). A framework was put in place to help prioritize any future identified projects or areas, according to the priorities of the City as it relates to flood protection. The top current drainage projects include:

- Northwest Lubbock Drainage Improvements, Phase 3 Design and Construction
- Mae Simmons Park low water crossing
- Canyon Crossing & Broadway
- 29th & Boston
- 117th & Trafalgar
- Santa Fe Dr. west of Marsha Sharp Fwy
- Upland Ave., Marsha Sharp and south (to be accomplished concurrently with Upland Ave. roadway improvements)
- Memphis, 111th to 114th
- 50th St. & Ave. A
- University Ave. (Marsha Sharp to Broadway)



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FUNDING INFRASTRUCTURE

Simply stated, infrastructure fuels growth and growth costs money. In Lubbock, the water/wastewater fund has 32 active capital projects worth an estimated \$238.4 million and an additional need of \$12.2 million for existing projects.

For drainage, the City has identified \$7 million in improvements needed in the next five years, in addition to more than \$170 million in recent investments. Utilities are maintained and financed through proprietary funds, meaning a significant portion of their funding is derived from user fees. **For the City of Lubbock to continue to facilitate growth and infrastructure expansion, additional funding sources must be evaluated.**



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CITY OF LUBBOCK
PUMP STATION 16

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BIG IDEA:
BALANCING THE NEEDS FOR
ACCOMMODATING **GROWTH**
AND REPLACING AGING
INFRASTRUCTURE

BIG IDEA

Infrastructure planning in Lubbock is critical to addressing growth by meeting the current and future demand on infrastructure systems. Routine, proactive infrastructure planning is also fiscally responsible because it allows the City to better maintain existing systems, which extends their lifespans. The Capital Improvement Plan also assists the City in identifying, prioritizing, and funding critical projects. It will be extremely important to determine alternative funding sources for infrastructure construction.

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RECOMMENDATIONS



1. APPOINT A CAPITAL IMPROVEMENTS ADVISORY COMMITTEE.

Appoint a Capital Improvements Advisory Committee (CIAC) to assist in the development of an impact fee program for roadways as authorized per Chapter 395 of Texas Local Government Code (LGC) (Parkland Dedication Ordinance) for the purpose of constructing key infrastructure over the next 10 years. This Committee should be separate from the Planning and Zoning Commission and is recommended to consider the adoption of impact fees to start at 50 percent of the maximum amount allowed by law. The Committee should also consider whether impact fees should be charged for water and/or wastewater facilities.



2. IMPLEMENT THE WATER MASTER PLAN.

- Increase ground storage capacity to help meet peak demands.
- Increase elevated storage capacity to enhance system operation and reduce reliance on pumping. Take multiple pump stations out of service.
- Loop larger water lines to improve water quality
- Implement a phased water system rehabilitation/renewal program.
- Plan for water line extensions to unserved areas.
- Implement identified Capital Improvement Projects to meet projected water demands through 2037.
- Continue water conservation program and encourage regular conservation by residents.



*Impact fees for
Infrastructure
Projects*

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3. IMPLEMENT THE WASTEWATER MASTER PLAN.

- Report findings to the City Council upon completion of ongoing master plan. Incorporate applicable findings and recommendations into this Plan through an update.
- Implement a CIP based on the findings and ranked improvements recommended in the Plan, such as:
 - Wastewater collector/interceptor lines
 - Lift Stations (new construction, rehabilitation, or de-commissioning)
 - Sewer line rehabilitations
 - Sanitary Sewer Evaluation Studies (SSES)



4. IMPLEMENT THE STORMWATER MASTER PLAN.

- Adopt updated Drainage Criteria Manual and associated ordinance updates.
- Develop Parkland Dedication Ordinance and play/park development criteria for recreational parks and stormwater basins.
- Continue development and implement use of MDP framework for development.
- Continue implementation of the CIP for stormwater improvements. Populate additional projects as problem areas are identified.



*Impact fees for
Infrastructure
Projects*

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OVERTON HOTEL

CHAPTER 6

— ECONOMIC DEVELOPMENT —

Written by Marsh Darcy and Partners

ECONOMIC CONDITIONS

Every decision a city makes has a financial implication. Whether this implication is direct or indirect, the overall goal of economic development is to utilize public expenditures in a way that facilitates productive private sector responses. All land use regulations and planning efforts ultimately effect economic development. For example, development patterns and traffic flow have a direct effect on businesses. Poor placement of land uses and inaccessibility can decrease revenues for a business.

The public and private sectors have different roles but rely heavily on each other; the public sector provides infrastructure and service while the private sector builds the economic base. When the relationship between the public and private sectors is balanced, the result is an enhanced quality of life through:

- Broadened employment opportunities
- Improved public services
- Additional commercial and retail amenities

FUNDING GROWTH

With a projected growth rate of 2 to 2.5 percent, Lubbock will face growing pressure to provide and maintain infrastructure such as water/wastewater, drainage, and roads.

Very early in the planning process with the CPAC and general public, it became apparent that one of the most critical issues that needed to be addressed was the method by which the City funds new infrastructure. Considered together, these factors raise a difficult question of who should pay for growth.

A significant amount of the City's resources are already devoted to funding or paying off major capital projects.

- Water/wastewater: Active projects worth \$238.4M; additional need of \$12.2M.
- Stormwater/drainage: \$7M in improvements needed in the next five years; more than \$170M in recent investments.
- Roads: \$136M needed in the next five years and an additional \$150M needed longer-term; \$138.5M in recent improvements.

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THE OVERALL **GOAL** OF ECONOMIC DEVELOPMENT IS TO UTILIZE **PUBLIC EXPENDITURES** IN A WAY THAT FACILITATES PRODUCTIVE **PRIVATE SECTOR RESPONSES.**

Beyond Lubbock's current and anticipated improvement needs, the City's current debt is roughly \$1.61 billion (Source: City of Lubbock Finance Department), of which:

- 83.3 percent is supported by user fees (electricity, water, etc.)
- 42 percent is for water/wastewater projects; 10 percent for stormwater projects; and 6 percent for gateway street projects.

MATURE CITIES

Lubbock is considered a mature city - one in which portions of the community are old enough to warrant redevelopment and maintenance policies. Mature cities have a unique set of economic needs:

- Improve/rehabilitate infrastructure
- Create and maintain jobs
- Attract retail, entertainment, and recreation
- Revitalization and/or new development
- Image and perception management
- Expanded housing options
- Revenue growth to keep pace with needs
- Additional appeal as a place to live, work, and invest
- Increased money in the local economy

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HOW SHOULD Economic Dev

Please provide your ideas that a



To what extent and how should economic development tools be used

In order to create more opportunities implementing a Bank, shopping location, grocery store, & hospital in N East Lubbock needs attention. Promote business, add recreational opps (ie expand McKenzie - sea T

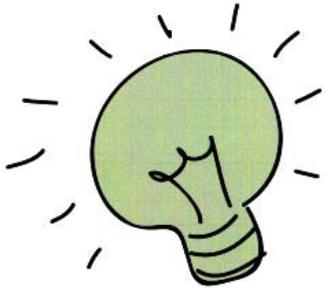
- TAX Incentives for Business Owners
- Marketing \$\$ from City to promote AREA.

- prevent tax increases for

- * More street lighting
- * incentivize start-ups ✓ agree

Make areas appealing to non-east
could be more diverse entertainment

* BRING IN MORE MANUFACTURING BUSINESSES



To what extent and how should economic development tools be used

City should force building owners to clean up unused buildings & con
Ditto

provide incentives for incubator businesses



To what extent and how should economic development tools be used

Do AWAY w/ one way streets

Use PID + TIE \$ for ARTS

Sporting Events

2016 Water Tournament was a good start

* DEVELOP UNIFORM IMAGE w/ NEIGHBORHOODS

ESTABLISH UNIQUE IMAGE THAT REFLECTS "ORIGINAL LUBBOCK" in Downtown

* LOCAL CULINARY IDENTITY
GRAPHICS / LIGHTING / ART

* Independent film theater *
Residential living quarters

Movie theater
Downtown
(Alamo?)
OR even more
screenings
(Carthus?)

* more public
to create a

Grocery

* encourage new business D.T.

* Restore old
encourage mixed

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Development BE USED IN LUBBOCK?

Answer the critical questions below.

.....
to promote more growth on Lubbock's east side?

*the area will help expansion & development in East Lubbock
(Arch. Dept ideas), improve sidewalks & streets.
Long term Citizens*

residents,

*Remove ~~more~~ under utilized (abandoned)
buildings in East LBK.
Make recreation for youth!*

*Give balanced consideration to
economic development assistance to
East Lubbock to promote neighborhood
pride!
- USE LAND NOT USED.*

.....
to revitalize aging uses on Lubbock's major corridors?

Review if owners won't cooperate

BRANDING IMAGES, LIGHTING, LANDSCAPING, PUBLIC ART.

** Assistance with "face lifts" and
life soft improvements.*

Enforce code compliance. I agree!

.....
to transform downtown into an urban destination?

*See
Signage
parking
More
Pedestrian
friendly
routes*

*art areas
unique atmosphere*

*Buildings
use - residential / business*

COMPREHENSIVE PLAN FOR THE FUTURE

PLAN LUBBOCK

2040



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IMPLEMENTING ECONOMIC DEVELOPMENT

The City of Lubbock does not have an Economic Development department; this role is filled by the Lubbock Economic Development Alliance (LEDA) and Market Lubbock Incorporated (MLI), whose missions are to stimulate the economy by growing high-paying jobs and investing in public improvements and improving the quality of life in the process. LEDA works directly with the business community throughout Texas and the United States to achieve this mission. LEDA and MLI have several economic development initiatives that are applicable to this Comprehensive Plan:

- Workforce recruitment/retention through design, destinations, and amenities (LEDA)
- Downtown streetscape improvements (MLI)
- Downtown maintenance and building codes conducive to vertical mixed use (MLI)
- Encourage Downtown business growth, activity and enhancement to destination attractions and amenities (MLI)

DID YOU KNOW?

Cities don't have as much control over their destiny as people often think. In reality, there are many important issues affecting cities that either fall into the private domain or into the jurisdiction of other governmental entities.

CITIES CONTROL REGULATORY ENVIRONMENT

- Zoning – Land Uses, Overlay Districts, Aesthetics, Design
- Platting, Lot Size, Setbacks, Minimum Lot Size
- Right of Way Widths
- Access Management
- Roadway Alignments
- Parking
- Sidewalk Widths
- Public Realm
- Lighting
- Landscaping
- Signage
- Public Art
- Public Parks
- City Buildings
- Building, Health and Safety Codes
- Code Compliance
- Tax Rates, Budgets

CITIES INFLUENCE VIA ECONOMIC DEVELOPMENT

- Visual Aesthetics and Urban Design (If Not in Zoning)
- Enhancements to and programming of Public Realm
- Branding and Marketing
- Infrastructure Upgrades
- Commercial Renovations
- Range of Housing
- Risk Mitigation
- Land Acquisition / Land Swaps
- Interest and Support of Commercial Property Owners
- Resident Support

CITIES DON'T CONTROL PRIVATE SECTOR ACTIVITY

- Ownership
- Parcel Size (Beyond Minimums)
- Third Party Transactions
- Building Architectural Appeal (Beyond Design Standards)
- Edge Conditions in Abutting Areas
- “The Market”
 - Competition
 - Demographics
 - Demand
 - Risk Assessment
- Other Governmental Entities
 - TXDOT
 - FEMA
 - ISDs
 - Universities

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TOOLS AND STRATEGIES



THERE ARE TWO
KINDS OF ECONOMIC
DEVELOPMENT
TOOLS:
INCENTIVES AND
REIMBURSEMENTS

Incentives are usually tied to job creation or economic diversification and can include grants, loans, abatements, and rebates. Reimbursements are usually tied to providing public infrastructure and performance metrics of some sort, but usually not jobs. These can include special districts (MUDs, PIDs, TIRZ, NEZ, Management Districts) and Chapter 380 Agreements/Rebates.



Economic development programs are powerful implementation tools when underpinned by the philosophy that a public investment should engender a private sector response that is consistent with the City's goals. Economic development should:

- Be used to capture the best from the market; cities can't create a market that does not exist.
- Be used to foster job growth and development that provide benefits to the community that are beyond those that are simply market-based.
- Consider the City's cost of serving the particular land use, since not all land uses are equal in their service demand and cost.
- Be analyzed to determine the size and magnitude of economic development assistance that is correlated to the net benefit the City derives from a proposed development.

The table on page 122 was prepared as part of the effort of investigating the various infrastructure funding tools available and the pros and cons of those tools from the City's perspective.

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FUNDING MECHANISMS FOR INFRASTRUCTURE

Tool	Pros	Cons
General Fund	<ul style="list-style-type: none"> • Most predictable municipal revenue source • Few statutory limitations on use of funds 	<ul style="list-style-type: none"> • Resources can be constrained by tax rate limitations • All property tax payers pay, even if not directly benefited
General Obligation Bonds	<ul style="list-style-type: none"> • Good for general benefit projects 	<ul style="list-style-type: none"> • Resources can be constrained by bond rating limitations • All property tax payers pay, even if not directly benefited
Utility Fund	<ul style="list-style-type: none"> • Good source for water, stormwater, and sanitary sewer projects 	<ul style="list-style-type: none"> • Resources can be constrained by reasonable utility rates • All rate payers pay, even if not directly benefited
Utility Revenue Bonds	<ul style="list-style-type: none"> • Good for general benefit utility projects 	<ul style="list-style-type: none"> • Resources can be constrained by bond rating or utility rate limitations • All rate payers pay, even if not directly benefited
Tax Increment Reinvestment Zone (TIRZ)	<ul style="list-style-type: none"> • Growth pays for itself • Developer at risk 	<ul style="list-style-type: none"> • All or a portion of incremental city taxes are diverted to TIRZ Fund • Could constrain operating funds if not properly planned • “But-for” test
PIDs	<ul style="list-style-type: none"> • Growth pays for itself (Additional assessment on benefited properties) • Developer at risk 	<ul style="list-style-type: none"> • City is the administrator • Bonds not marketable, city issues debt • Can contribute to inequity between neighborhoods
MUDs	<ul style="list-style-type: none"> • Growth pays for itself (Additional tax on benefited properties) • Developer at risk 	<ul style="list-style-type: none"> • Need to address the “dual taxation” argument • Upon annexation, city inherits MUD-issued debt
Impact Fees (water, sewer, roads)	<ul style="list-style-type: none"> • Growth helps pay for itself • Fees are proportionate to costs of infrastructure to serve growth 	<ul style="list-style-type: none"> • “Who pays?” issue • Extra staff administration • Increases development cost
Oversizing Agreements	<ul style="list-style-type: none"> • Developers pay their proportionate share 	<ul style="list-style-type: none"> • Funding of City’s share
Pro Rata Agreements	<ul style="list-style-type: none"> • Developers pay up front capital costs that are reimbursed with future development 	<ul style="list-style-type: none"> • Administrative tracking of multiple agreements, receipts, and payments over time

EXISTING TOOLS

No tool alone is sufficient in funding all of a city’s initiatives. Moreover, neither tool is inherently right or wrong. Lubbock already utilizes several economic development tools:

- 3 TIRZs
- 5 PIDs
- Economic Development Incentive Fund
- Gateway Streets Fund
- North and East Lubbock Neighborhood Fund
- Community Development and Community Services Funds
- Lubbock Economic Development Alliance
- 1/8 cent sales tax (Type A)
- 2.3 cents of property tax

LUBBOCK IS PROJECTED TO ADD OVER 70,000 NEW RESIDENTS BY 2030; EQUAL TO 25,000 HOUSING UNITS; LAND USE PLANNING AND POLICIES WILL PLAY AN IMPORTANT ROLE IN DETERMINING THE COST OF THIS GROWTH. THE CITY’S CURRENT APPROACH IS NOT SUSTAINABLE GOING FORWARD.

WHAT ARE IMPACT FEES?

“It’s easy for all of us to just say ‘let the city pay for it’. Once you..look at the dollars that are needed and the dollars that are available, it becomes clear that if we as builders and developers say ‘we don’t want to help at all’, streets won’t get built. We just do not have the funds.” -Dan Wilson, P&Z Chairman



IMPACT FEES ARE...

- A one-time charge assessed to new development for a portion of the costs of capital improvements; provides funding for the infrastructure necessary to accommodate new development without raising rates for existing residents
- Can include certain new facilities or expansions as well as recoupment of certain capital improvement costs
- Proportional to development impact on infrastructure system (as regulated by Chapter 212.904 TLGC)
- Impact fees are widely used for water, wastewater, and roadways, but can also be used for drainage.
- Provide a systematic, structured, fair approach to assessment of fees.

RECOMMENDATIONS



1. SUPPORT EFFORTS OF THE LUBBOCK ECONOMIC DEVELOPMENT ALLIANCE AND MARKET LUBBOCK INCORPORATED

Continue to support the ongoing efforts and initiatives of LEDA and MLI. As Lubbock adapts to changing conditions, it is also recommended that the City support future LEDA and MLI endeavors, such as:

- LEDA should continue to operate as a Type A Economic Development Corporation.
- MLI should convert to a Type B Economic Development Corporation at a 1/8 cent sales tax revenue.
- The conversion of MLI from property tax funding to 1/8 cent sales tax funding would free up all of the 2.3 cents property tax currently used for Market Lubbock.



2. CREATE A CAPITAL IMPROVEMENTS ADVISORY COMMITTEE.

Appoint a Capital Improvement Advisory Committee (CIAC) as soon as possible after Comprehensive Plan adoption to consider the use of impact fees to finance roadway projects. The feasibility of adopting impact fees at 50 percent of the legal maximum should be considered.

- The CIAC also should consider the use of impact fees for water and/or wastewater.
- Consider park dedication fees, which would be adopted separately.



*Economic
Development
Initiatives*

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CHAPTER 7

COMMUNITY LIVABILITY



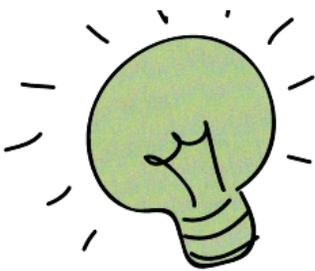
INTRODUCTION

Quality of life refers to the many tangible and intangible characteristics that make Lubbock a desirable place to live, work, and play. This chapter identifies and assesses quality of life indicators and provides recommendations for the City to consider in order to maintain and improve the quality of life. This chapter is divided into two categories - overall community character and neighborhoods, and divided into four topic areas:

- Nonresidential and public space
- Districts and special areas
- Housing and neighborhoods
- Sustainability, resiliency, and public health

ISSUE IDENTIFICATION

- Housing Conditions
 - Age and upkeep
 - Quality of new housing
- Housing Availability
 - Affordability
 - Range of options
- Neighborhood Vitality
 - Access to goods and services
 - Environmental conditions and neighborhood adjacency
 - Connectivity
- Districts and special areas
 - Enhance and improve connectivity to/through
 - Update and synchronization of regulation plans



.....
 What aesthetic elements should be implemented?

Continue w/ good lighting
 Good "wayfinding"
 @ intersections
 STREET SIGNS

trees/greenspace
 walkable spaces
 lighting
 sign toppers/neighborhood id

public art

pop up spaces
 gateways
 playa lake beautification

irrigation w/ gray water
 gateway & monuments

Corner landscaped areas
 @ I/c

R THE FUTURE

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HOW CAN WE ENSURE LUBBOCK'S quality of life IS MAINTAINED?

Think about your Lubbock's future and how its quality of life can be enhanced. Please provide your innovative ideas below.



Multiple public recreation areas & opportunities.

MINOR LEAGUE BASEBALL

Mix All Age Groups

MORE PUBLIC SWIMMING POOLS (NEAR BAYLOR)
CHARGE A HIGHER TAX ON Bldgs. left vacant for more than 11 months

Discovery Green
similar like Houston

Community Events
Innovative vertiscap, plant native plants, water, plants (S&P)
Queue cuts for insulating water supply - less H₂O for lawn irrigation, less need for expensive deaerage systems
Maintenance of roadways including lands care as well as road surface
Develop green spaces along 4th st, make less use of parking lots

Green space leads to lower crime, higher property values & better health
Develop McArthur Park Ultrails & activities, beauty

Clean up efforts
Encourage local restaurant / retail.
Public bus system.
Dog Park

Incentives:
perception of certain parts of town
Equal balance of Beautification East to West North to South
Vacant ~~apts~~ apartment bldgs, homes

City Programs
Better recycling programs. In TX has curbside pick-up for recycling, we should be able to do the same. Also making trails that are better lit.

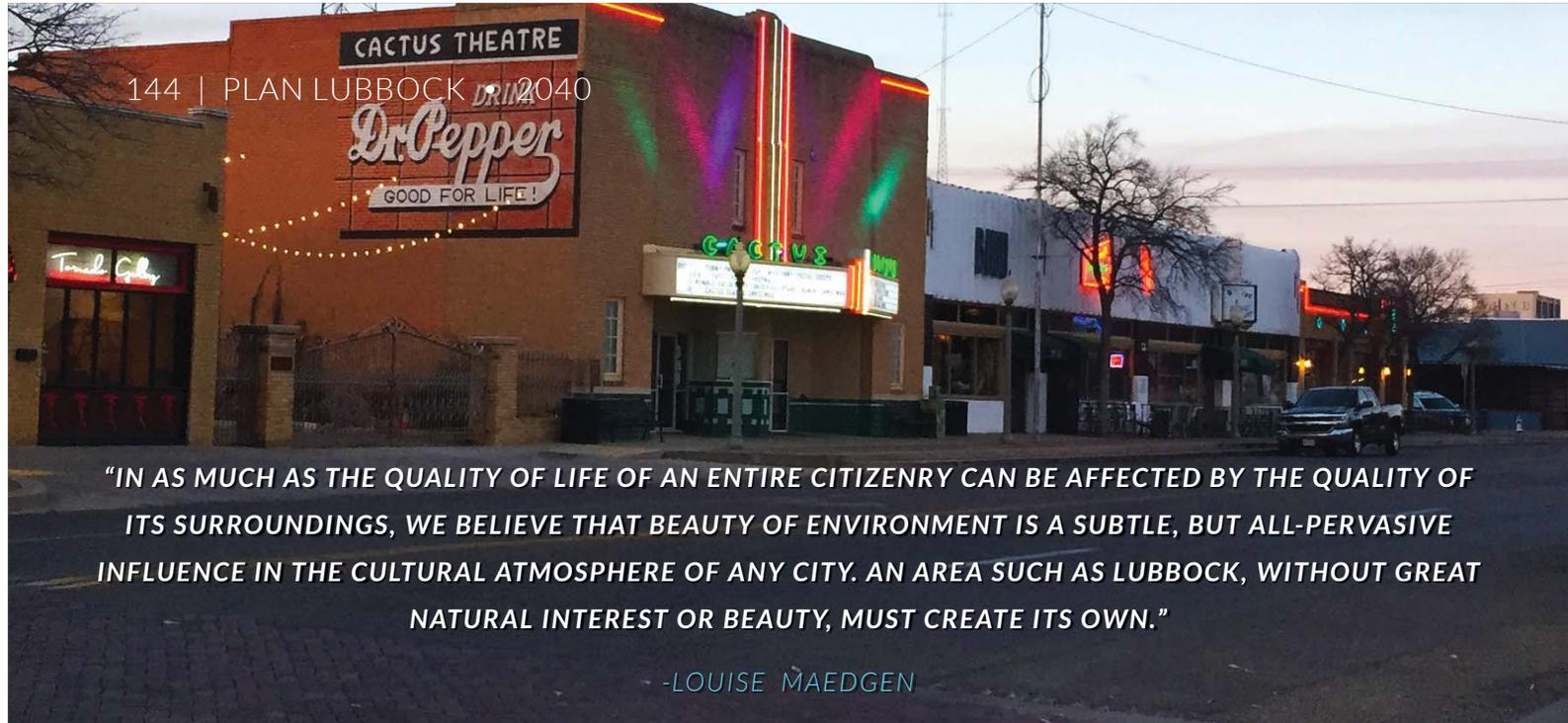
Activities for FAMILY!

Public Water for swimming
* natural or man made

(1) expand hours of local pools
(2) Develop a beach at Lake Alan Henry with shuttles on weekends

(3) Make the Arboretum a show place for local plants & flora. Put artificial creeks in it so it is serene! Recycle the water through it - Read Japanese garden type setting with Local flavor. Paid staff / with collaboration with Tech horticulture, etc.
MORE SPORTS
More PUBLIC art
Zoo ✓
Downtown Main Theatre
THIS! If a combined clean energy in private hours + 4 hrs in mass also water conservation no charcoal for solar energy.

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“IN AS MUCH AS THE QUALITY OF LIFE OF AN ENTIRE CITIZENRY CAN BE AFFECTED BY THE QUALITY OF ITS SURROUNDINGS, WE BELIEVE THAT BEAUTY OF ENVIRONMENT IS A SUBTLE, BUT ALL-PERVASIVE INFLUENCE IN THE CULTURAL ATMOSPHERE OF ANY CITY. AN AREA SUCH AS LUBBOCK, WITHOUT GREAT NATURAL INTEREST OR BEAUTY, MUST CREATE ITS OWN.”

-LOUISE MAEDGEN

NONRESIDENTIAL AND PUBLIC SPACES

Lubbock’s look and feel is difficult to quantify, but has a direct impact on the perception of the community for residents and visitors alike. Issues surrounding community design and development, whether real or perceived, were recurring comments received during public input. This section reviews the regulatory and economic factors that contribute to Lubbock’s design and development patterns. The purpose of this section is to identify, assess, and respond to how nonresidential development and public spaces impact Lubbock’s quality of life.

GOOD DESIGN IS GOOD BUSINESS

Quality and aesthetically-pleasing design creates consistency and predictability, which is an important factor for people deciding where to develop property, buy a house, or locate a business.

COMMUNITY DESIGN

The character and feel of a community is in many ways defined in the visual realm. A look and feel that is recognizable, charming, and unique helps to define a community’s character. As a city, there are numerous elements that play into character, such as signage, building design, landscaping, and street design. To achieve a cohesive design character, the City should work to transform critical visual elements into exciting and interesting places. These improvements will meet the expectations of the citizens and visitors of Lubbock.

STREETSCAPING

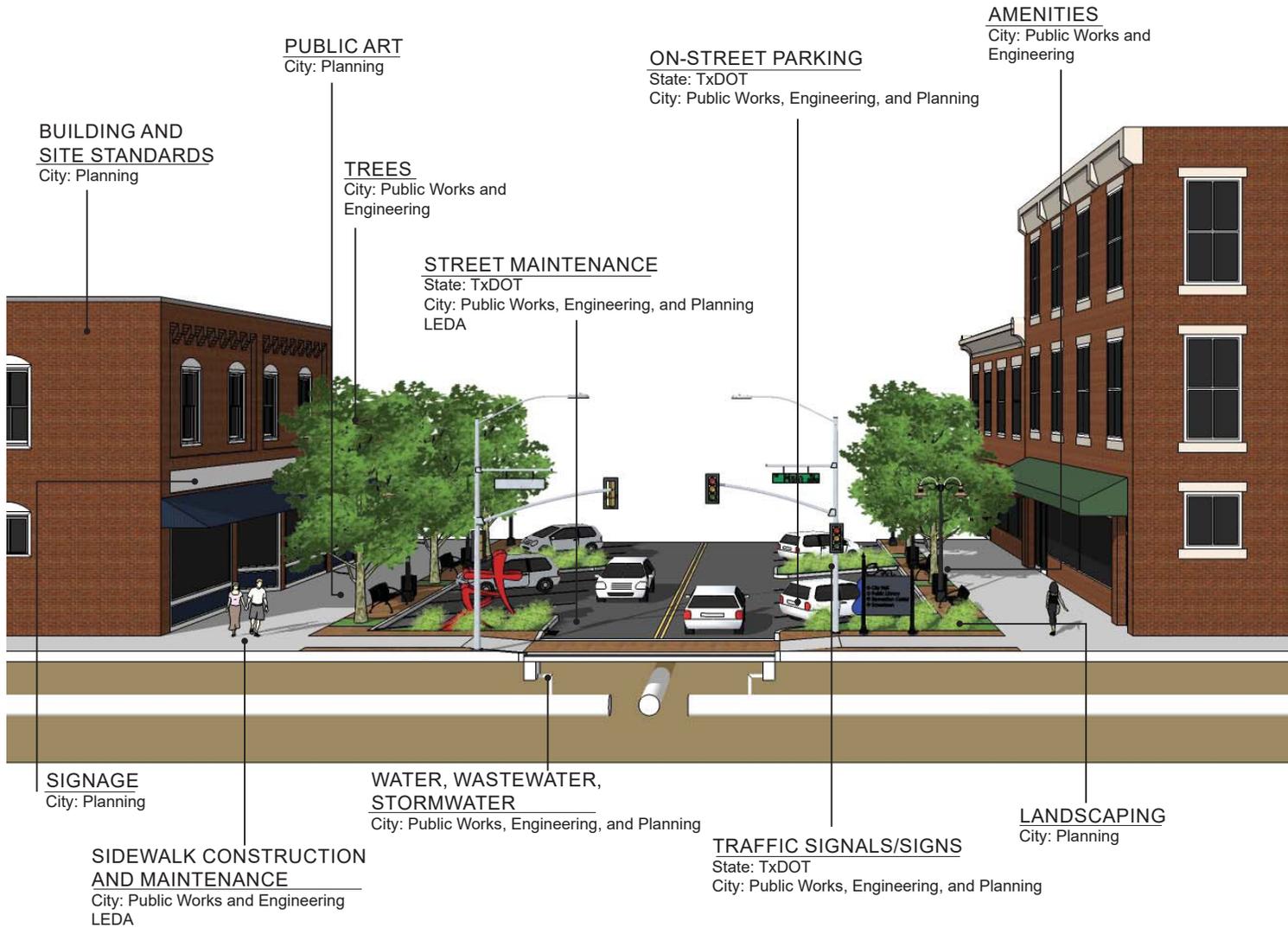
The public realm is planned, constructed, regulated, and maintained by a number of different departments and entities across different levels of government. The following elements provide design strategies that can be used as development decisions are made. These strategies are typically codified in the zoning and subdivision ordinances and will help guide citizens and decision makers through the process of revitalizing and maintaining good design character of Lubbock.

Who is Responsible for the Streetscape?

The graphic on the next page illustrates the regulating entity for various elements of Lubbock’s built environment. The graphic is supplemented with a table that also identifies the regulatory documents used by each entity that is responsible for planning and maintaining the public realm. Understanding who is responsible for each element can help citizens understand how their government operates.

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PUBLIC REALM RESPONSIBILITIES



STREETSCAPE TOOLS AND POLICIES

This section provides an overview of the tools currently used by the City to maintain its responsibilities within the public realm. Broadly speaking, regulations, incentives, and partnerships/programs are the three types of tools available to cities, though cities do not always utilize or know about all of the tools available to them.

Policy Area	Regulations	Incentives
Compatibility	Zoning Ordinance: No Residential Adjacency Standards; Setbacks and Uses by Zoning	N/A
Screening	Zoning Ordinance: Screening Requirements by Zoning	N/A
Building Design	Zoning Ordinance: Facade Requirements by Zoning	Market Lubbock: Downtown Grant Program
Signage	Zoning Ordinance; Sec. 40.04; Materials not specified (except in CB district)	N/A
Landscaping	Defined as: grass, trees and shrubs, planters, brick, stone, natural forms, waterforms, aggregate and other landscape features and required coverage and separation/screening with plants. Varies by zoning.	N/A

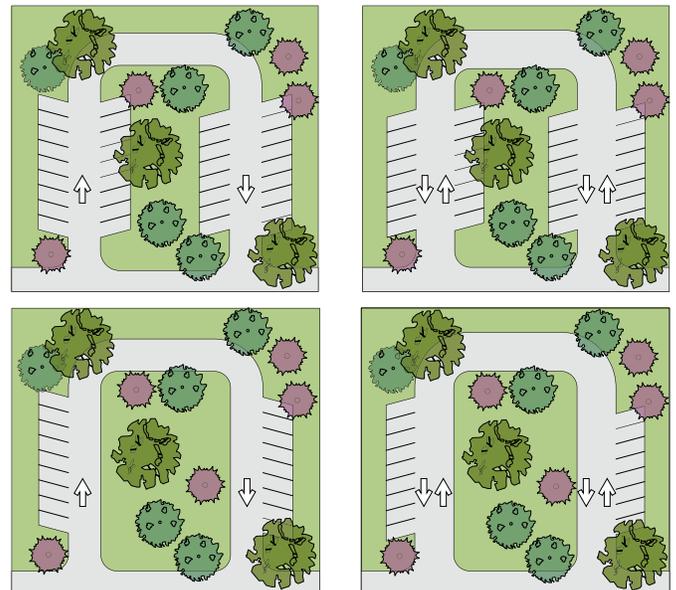
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Topic	Responsible Entity	Regulating Document
ROADWAYS		
Streets (planning, design, construction and maintenance)	State: TxDOT City: Public Works, Engineering, and Planning LEDA	State: Roadway Design Manual City: Subdivision Ordinance; Thoroughfare Plan
On-Street Parking	State: TxDOT City: Public Works, Engineering, and Planning	State: Roadway Design Manual City: Zoning Ordinance; Thoroughfare Plan
Traffic Signals/Signs	State: TxDOT City: Public Works, Engineering, and Planning	TxDOT: Traffic signal/sign construction guidelines City: Code of Ordinances; Sec. 20.03
INFRASTRUCTURE		
Water, Wastewater, and Stormwater (planning, design, construction and maintenance)	City: Public Works, Engineering, and Planning	City: Water, Wastewater, and Stormwater Master Plans Code of Ordinances; Sec. 22.03



ROADWAYS

The speed of traffic impacts how safe pedestrians and bikers feel in an area. It also impacts the likelihood of a driver pulling off the road to visit a business. Traffic speed is controlled through traffic calming mechanisms discussed in the Transportation chapter.



PARKING

The amount, location, design, price, and regulation of parking impacts the feeling of an area, traffic flow, and ease of access.

Topic	Responsible Entity	Regulating Document
RIGHT-OF-WAY		
Sidewalks (construction and maintenance)	City: Public Works and Engineering LEDA	City: Zoning Code; Sec. Sec. 36.01
Amenities (bike racks, street furniture, trash receptacles, street lighting)	City: Public Works and Engineering	City: Downtown Plan
Trees	City: Public Works and Engineering	City: Zoning
DEVELOPMENT/FORM		
Building and Site Standards (setbacks, parking, footprint/height/ materials/architectural features)	City: Planning	City: Zoning Code; Sec. 40.03
DESIGN, AESTHETICS, AND OTHER		
Public Art	City: Planning	City: Zoning Code; Sec. 40.04
Signage (wayfinding, murals, off-site signs, banners, etc.)	City: Planning	City: Zoning Code; Sec. 40.04, Sec. 36.01
Landscaping	City: Planning	City: Zoning Code; Sec. 40.03



STREET FURNITURE

Street furniture and pedestrian amenities such as benches, trash cans, and bike racks, help keep an area clean and orderly. It also makes an area feel inviting for people to pass through and spend time in.



LANDSCAPING

Landscaping is an essential element of a property, whether public or private. Landscape ordinances vary greatly, though many include stipulations for minimum landscaping coverage and use of native, drought-resistant species.

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SIGNAGE

Regulating the non-content elements of signage, such as quantity, material, location, and size, is one of the simplest and most effective ways in which cities can ensure a neat and orderly image, particularly from the roadway.



PUBLIC ART

Public art makes a place feel unique, can serve as a focal point in the community, and makes for terrific marketing and branding.



SIDEWALKS

Sidewalks are one of the most important elements in creating a pedestrian-friendly environment. Beyond the mere existence of sidewalks, it is important that they be wide enough to accommodate pedestrians, patios, and outdoor displays.



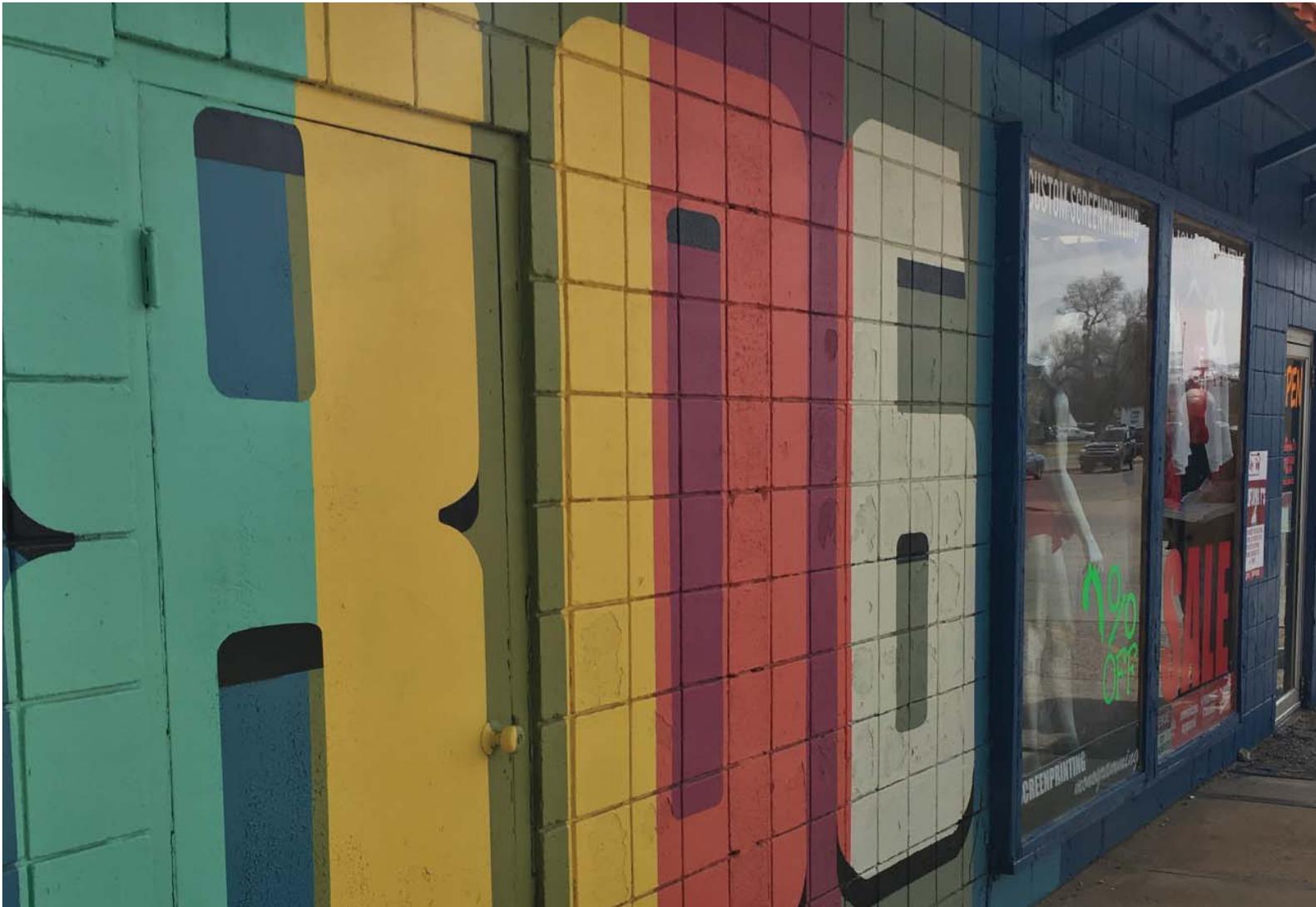
BUILDING FACADES

Building facades are one of the greatest contributors to an area's sense of place. Facade materials impact how a place feels, while features like awnings contribute to the pedestrian experience.

DISTRICTS AND SPECIAL AREAS

Districts are areas of activity in the community where people gather. These areas often have a strong sense of place and feature destinations and amenities that draw people to the area. This section reviews the key districts in Lubbock and provides high level assessments that will be useful in future planning efforts in these areas. These districts include:

- Downtown
- Texas Tech University
- Arts and Cultural District
- Canyon Lakes
- East and North Lubbock



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ARTS AND CULTURAL DISTRICT

Spanning 1.42 square miles, the Lubbock Cultural District is one of 35 state-designated cultural districts by the Texas Commission on the Arts. The Arts and Cultural District includes Texas Tech University, the Depot District and Art District neighborhoods of Downtown, and the Canyon Lakes region of East Lubbock. The District is managed by the Lubbock Arts Alliance, which oversees event programming and administration of the District.

CULTURAL DISTRICT RECERTIFICATION STUDY

The Lubbock Arts Alliance commissioned a study of the Cultural District in 2017 to identify how to further enhance the District as it prepares to seek recertification with the Texas Commission on the Arts in 2019. The Study identified several areas for improvement of the District, many of which are applicable to this Comprehensive Plan. Because the Arts and Cultural District runs through many of Lubbock's most iconic and popular neighborhoods, the recommendations provided within the Recertification Study merit careful consideration and incorporation into City policy as appropriate. These recommendations include:

- New buildings and public art collections on the west Texas Tech campus, including the Texas Tech Health Sciences Center need to be added.
- An area adjacent to the Buddy Holly Hall of Performing Arts and Sciences should be added as it is currently being transferred to the Lubbock Entertainment and Performing Arts Association for use with the Hall.
- The new Citizens Tower/City Hall redevelopment should be added in the Downtown center.
- An extension of the boundary along 19th Street East should be made to include the Caviel Museum of African American History.
- An area on the north end of the Canyon Lakes area should include the Bayer Museum of Agriculture.
- Provide wayfinding and visible district demarcation.
- Litter cleanup, trash receptacles, and lighting attention

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should be utilized to create the perception of a well-kept and well-lit District.

- Parking should be quantified and clearly identified for events.
- The creation of a Cultural District Visitor Center at the Louise Hopkins Underwood Center for the Arts (LHUCA) campus is recommended, with virtual front doors at key locations such as the Buddy Holly Center, the Museum of Texas Tech University, the Ranching Heritage Center and other anchor sites.
- Cultural District designation signage should be placed along I-27, 19th Street, Marsha Sharp Freeway, and 4th Street in cooperation with the Texas Department of Transportation.
- Signature pieces of public art should be placed at key gateways. Temporary public art on rotation throughout the District would add to its identification and attract visitors.
- Identifiable and distinguishable crosswalks and accessible routes should be included to reinforce the District identity

and boundary and give priority to pedestrian accessibility over cars.

- Make a priority of increasing foot traffic through special events and awareness campaigns.
- Create and utilize district-wide zoning tools to provide clarity and flexibility to member establishments and entities.
- An annual meeting of the Cultural District Stakeholders would be ideal, as the Stakeholder Meeting in October 2017 was considered a success at bringing interested parties together and furthering a common dialogue and purpose.

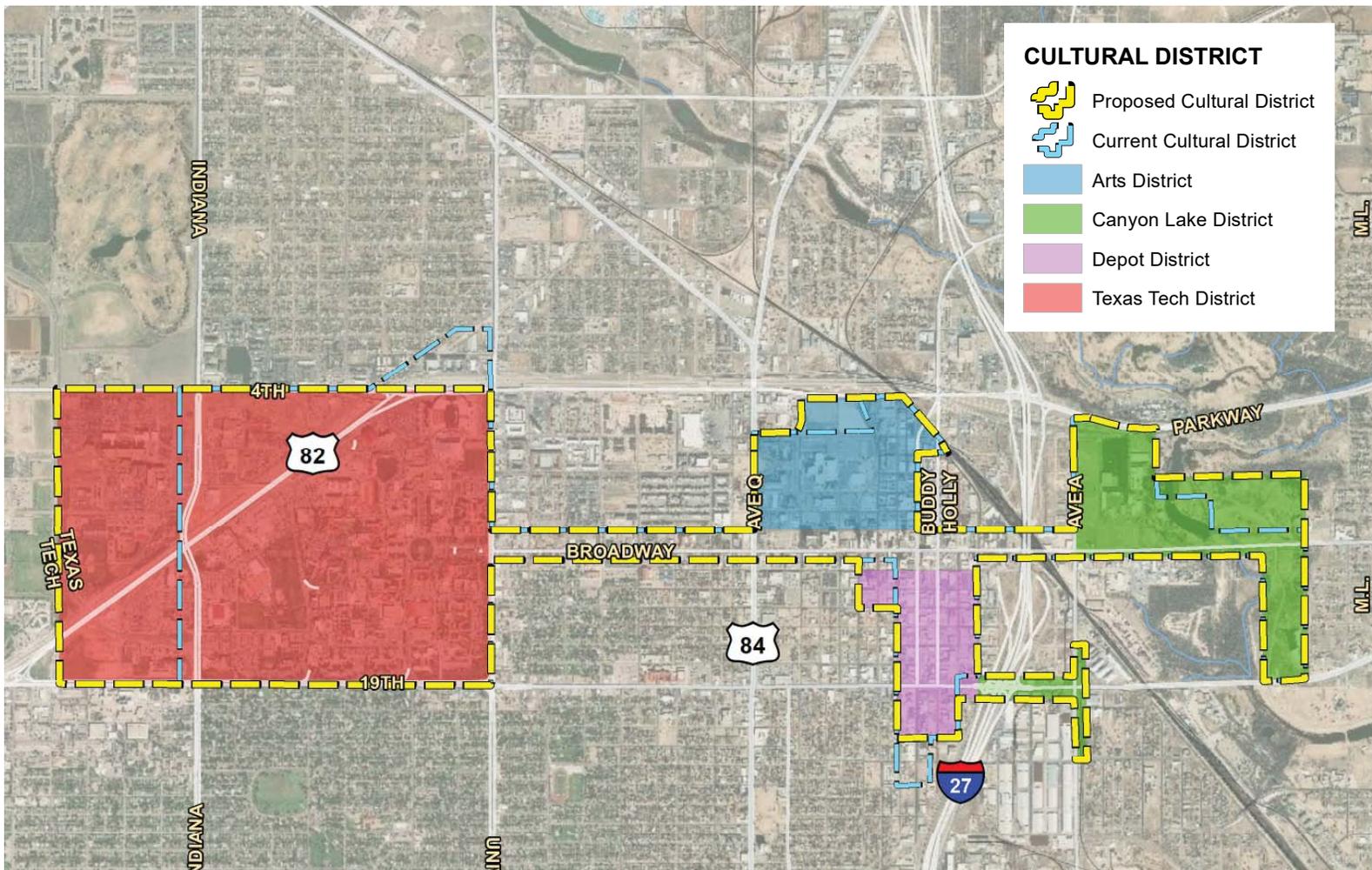


Fig. 7.1: Districts and Special Areas Map

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CANYON LAKES

The Canyon Lakes Region is a series of streams, playa lakes, and floodplains that flow from north to southeast Lubbock through the eastern half of the City. This natural area is flanked by parks, greenspace, and cultural amenities such as museums. Following the 1970 tornado, City leaders used rubble from the disaster to create the iconic topography around Mackenzie Park, which was one of the first attractions in the Canyon Lakes region. Today, the Canyon Lakes serve as a vital amenity for East Lubbock and a link between Downtown and East Lubbock.



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CURRENT PLANNING EFFORTS

Development of the Canyon Lakes is regulated by Ordinance No. 6323 - Canyon Lakes Policy Zone. Adopted in 1972, the Ordinance states that “Developments shall be oriented in a manner that most effectively promotes contact and interaction between the Canyon Lakes Park and adjacent land use.” There are additional stipulations for the region regarding landscaping, storage screening, and emissions. However, the Ordinance has not been updated since 1972 and is not widely referenced or utilized as it is considered out of sync with current zoning regulations and the vision in East and North Lubbock.

The following traits are key factors to consider when planning for the future of the Canyon Lakes.

Strengths

- Utilities
- Existing parks and open space
- Citywide destination
- Proximity to Downtown

Weaknesses

- I-27 as barrier
- Identity

Opportunities

- Upcoming/existing plans (Parks, Thoroughfare, Arts, TTU); linkage plans

Challenges

- Undefined responsible entities
- Unified vision
- How to connect to East Lubbock
- Funding sources
- Limitations of existing plans and regulations





DOWNTOWN

Downtown Lubbock is bounded by 4th Street, 19th Street, Avenue Q, and I-27. While it was traditionally viewed as a Central Business District (CBD), there has been a paradigm shift more recently to introduce a broad range of land uses including residential and retail. This is an important and exciting change for Lubbock because Downtown Lubbock serves as a key connector between Texas Tech and the Canyon Lakes. Moreover, Downtown Lubbock is rich with opportunities including the Arts and Depot Districts, adjacent Overton neighborhoods, iconic architecture, existing infrastructure, and paved brick streets.

CURRENT PLANNING EFFORTS

Downtown's vision and developments are shaped by several overlapping documents, including:

- Downtown Revitalization Action Plan (2008)
- Arts Lubbock Plan (2018)
- CBD Zoning District and Downtown CBD Design Guidelines
- Public Improvement Standards

INCENTIVES FOR DEVELOPMENT

Market Lubbock Incorporated (MLI) offers several incentives aimed at redeveloping Downtown Lubbock:

- Downtown Grant Program: Reimbursements for building renovations and facade and streetscape improvements
- City of Lubbock and Lubbock County tax abatements

KEY CONDITIONS

Strengths

- Utilities
- Building inventory
- Proximity to TTU and neighborhoods
- Location of City offices (i.e., Citizens Tower)

Weaknesses

- I-27 as barrier
- Energy/activity focused in other areas
- Identity
- Low amount of housing
- Not bike/ped-friendly
- Lack of greenspace or plazas

Opportunities

- Update and streamline plans and regulations
- Link to adjacent areas
- Support redevelopment
- Strengthen identity

Challenges

- Market demand
- Building schematics
- Parking availability
- Multiple regulatory documents
- Outdated/unimplementable plans

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PLANNING TREND - REVITALIZING DOWNTOWNS THROUGH INNOVATION

Innovation districts are an emerging trend in planning and community development. Coined by the Brookings Institution, a think tank that has come to specialize in the topic, innovation districts are described as **“a place where leading-edge institutions and companies cluster and connect with start-ups, business incubators and accelerators.”** Brookings goes on to say that the purpose of these districts is to **“Spur productive, inclusive, and sustainable economic development by helping companies, entrepreneurs, universities, researchers and investors—across sectors and disciplines—co-invent and co-produce new discoveries for the market.”**

The foundation of an innovation district includes three types of assets, all of which Lubbock has - economic, physical, and networking.

Economic:

- Firms, institutions and organizations that drive, cultivate or support an innovation-rich environment
- Research, medical, and tech institutions/firms/start-ups; creative fields
- Incubators, accelerators, shared working spaces and local high schools, job training firms and community colleges
- Amenities: medical offices, grocery stores, restaurants, coffee bars, small hotels, local retail

Physical:

- Public: Designed to be digitally-accessible and to encourage networking
- Private: Shared work and lab spaces; smaller, affordable areas for start-ups
- Micro-housing with smaller apartments that have access to larger public spaces
- Removing barriers and replacing them with connectivity and open spaces
- Infrastructure investments
- Broadband, transit, road improvements, streetscaping, parking

Networking:

- Workshops and training sessions for specific fields
- Industry-specific conferences
- Networking events
- Summer camps
- Choreographed open spaces



Leasable shared workspaces allow entrepreneurs, remote workers, and startups to lease office space by the desk. Some providers feature facilities with other amenities included, ranging from cafeterias to social events to advising.



Diverse and affordable housing is an important aspect to innovation districts. Housing that can be used for live-work purposes or leased by the room is also common.



Anchor institutions such as research universities, hospitals, and large companies are integral in the success of an innovation district. Many successful innovation districts focus on the specialties of their anchor institutions.

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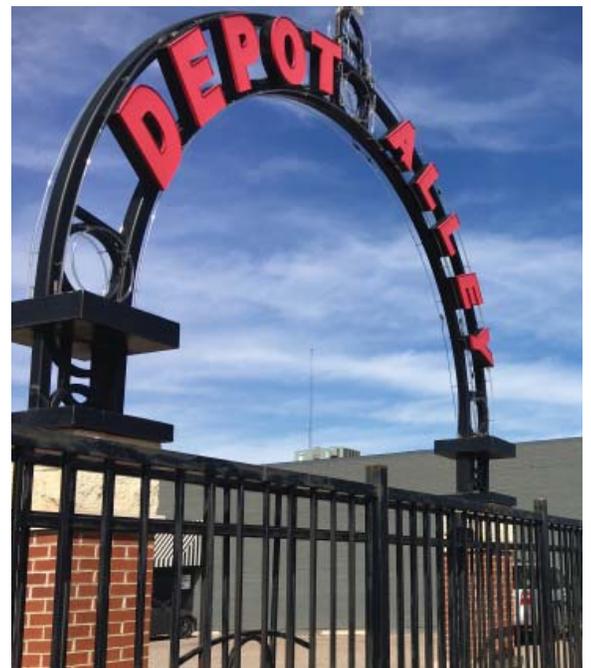


COMMUNITY CHARACTER AND BRANDING

How does a person know when they are in Lubbock as opposed to a neighboring city? Moreover, how does a person know they are in an area of Lubbock that is special or unique? Cities, and the areas within them, that lack visual individuality tend to be anonymous within a region. It can hamper a city's efforts to spur economic development or develop a sense of place. The addition of eye-catching gateways and cohesive branding can vastly improve the perception of an area and break up the visual monotony that makes it appear that each city or neighborhood is identical to the one adjacent.

MAJOR GATEWAYS

Major gateways are those that mark the entrance to Lubbock from a major road, such as I-27. They are designed to be seen from a distance and from fast-moving vehicles. Such gateways could include monument signs, large-scale landscaping, and other features to define the area. Some may have lighting, artwork, or other features that highlight the local flavor of the City. Currently, aside from City limit signs, Lubbock does not have any gateways marking entrances into the City along the major highways. The future capital improvements planned for major roadways through Lubbock could present the perfect opportunity for the City to plan, fund, and build interstate/highway gateways.



From Buddy Holly's glasses to Depot Alley, the Depot District has some of the most unique and iconic branding in Lubbock.

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MINOR GATEWAYS AND IMAGE ZONES

Minor gateways also mark entrances to the City, but at lower capacity roadways. These gateways are smaller than their major counterparts because they are located where vehicular trips are more local and traffic is slower moving.

Image zones are similar to minor gateways and are defined by districts or neighborhoods within the City where distinct branding and design themes are used to show that the area is special and a destination. Unlike gateways, image zones are intended to run the entire length of the area being accentuated. Image zone initiatives strengthen sense of place through design elements both around and through the image zone. In addition to building a sense of place, image zones can encourage economic development by attracting targeted businesses or industries to an area.

Some examples of minor gateway and image zone amenities include:

- Underpass improvements and beautification
- Increased landscaping at intersections and along roadways
- Ornamental lighting
- Signage and banners
- Public art features

PERIMETER MARKERS

Image zone perimeter markers are similar to minor gateways in that they are placed at the entrance to a focus area; however, perimeter markers signify entrance into a district or opportunity area for which the City has established an image zone. Perimeter markers draw upon district-specific branding and design themes to establish a sense of place from the moment of entry. Perimeter markers vary in terms of scale and location depending on the theme of the image zone. For example, a perimeter marker for a recreation district might be placed along a trail as opposed to a roadway.

INTERIOR MARKERS

Interior markers are used to strengthen the branding and design initiatives within image zones. They differ from perimeter markers because they are smaller in scale, usually oriented towards pedestrians as opposed to motorists. Interior markers are designed to be focal points that tie together the overall theme of the image zone. These features might include:

- Signage and wayfinding
- Fountains
- Monuments
- Pedestrian-oriented open space

PLANNED PROJECTS

The Roots Historical Arts Council is currently planning a large park and gateway along Avenue A in East Lubbock that would help physically and visually connect East Lubbock and the Canyon Lakes to the Depot District and Downtown.



Brick pavers, decorative lighting, and landscaping, seen here in Overton, are all examples of Image Zone enhancements.

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RECOMMENDATIONS



**1. ENDORSE THE LUBBOCK CULTURAL DISTRICT
RECERTIFICATION STUDY AND REVISED CULTURAL
DISTRICT MAP.**

Review the Lubbock Cultural District Recertification Study to verify that all applicable elements of the Study are adequately woven into the Comprehensive Plan (i.e., coordination, connectivity, identity, parking, and boundaries).



2. APPOINT A CULTURAL AFFAIRS OFFICER.

Consider adding a Cultural Affairs Officer or appointing a member of City staff to serve as a Cultural Affairs Liaison.



*Cultural District
Recertification
Study*

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3. INCORPORATE PUBLIC ART.

Strengthen ongoing efforts to incorporate public art.

- Coordinate with TxDOT to determine what options are available along State-owned roadways.
- Identify key locations for public art; consider combining these elements with gateway features or in key districts/corridors.
- Solicit local artists within the community to submit works of art to be chosen by the community for the identified locations.
- Promote the public art movement and encourage local businesses to participate and sponsor the projects.
- Collaborate with the independent school districts and universities to display student art at key intersections.



4. FOCUS ON MAJOR EVENT PROGRAMMING.

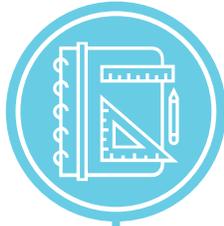
Consider opportunities for major event programming.

- Continue to partner with ARTS Lubbock, Visit Lubbock, and civic groups to host community events such as block parties, street festivals, and parades. Promote the success of these events through community partners, local businesses, regional publications, and online forums.
- Identify and promote the economic benefits of community events to local businesses and encourage them to participate in and sponsor community events.



Cultural District
Recertification
Study

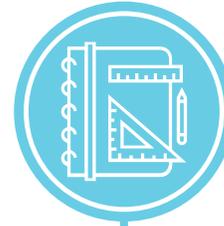
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5. REVIEW AND STRENGTHEN NONRESIDENTIAL DESIGN STANDARDS

Review and strengthen the nonresidential design standards, specifically along major corridors. A focus of this effort should be to evaluate building material and architectural design guidelines to incorporate as additional development standards.

- Require land use compatibility mechanisms between nonresidential and residential uses.
- Require all waste receptacles and outside storage areas within view from the right-of-way be screened from public view with a masonry wall on three sides, a metal door, and landscaping features. Receptacles should not be located in required parking areas.
- Adopt more comprehensive landscaping regulations to conserve water and improve the aesthetic quality of nonresidential development. Develop an approved plant list with native and drought-tolerant plants.



6. IMPROVE THE CITY'S RESPONSE TO NONRESIDENTIAL CODE VIOLATIONS.

Improve the City's response to nonresidential code violations and proactively keep properties from becoming non-conforming or non-compliant.

- Establish a proactive code enforcement program to implement current and revised thoroughfare adjacency regulations. A key focus of this initiative should be to improve aesthetics and perception of development along major roadways.
- Conduct a visual property and building maintenance survey in order to establish improvement priorities.
- Implement a City-wide system to effectively monitor, track, and study code enforcement violations and follow-up actions; communicate process and status of reported violations and corrections to the community.
- Create or formalize a program to educate tenants and property owners on code requirements and to educate on the code enforcement process.
- Offer additional incentives for exterior renovations of existing deteriorating businesses. Consider rebate programs for improvements to existing commercial buildings/sites in designated areas, such as Downtown, East and North Lubbock, other aging areas, and other special districts.
- Create an incentive program for nonconforming properties to either relocate or bring the property into compliance.
- Establish an award that recognizes commercial owners who make significant exterior improvements to their existing buildings/developments.



Design Standards

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**7. DEVELOP COMMUNITY-DESIGNATED THEMES TO
CREATE UNIQUE IDENTITIES.**

Develop community-designated themes to create unique identities that distinguish different neighborhoods and districts throughout Lubbock. Conduct a branding study and incorporate specific projects into the CIP. Focus time and resources to enhance key visual corridors.

- Identify priority areas and implement image zone enhancements as well as gateway and branding initiatives. Identify a reasonable number of enhancements to undertake in five years, then prioritize and finance the top projects/locations.
- Ensure that opportunities for roadway improvements and Complete Streets projects are considered in conjunction with planned roadway repairs, expansions, or extensions.
- Develop a wayfinding initiative to make it easier for residents, commuters, and visitors to find local destinations, facilities, and information.



**8. CREATE GATEWAYS INTO LUBBOCK AT HIGHLY
VISIBLE LOCATIONS.**

Create gateways into Lubbock at highly visible locations.

- Prioritize key gateway locations and implement a timeline for development of gateways.
- Develop a signage design plan that incorporates a consistent conceptual design for primary and secondary gateway features and wayfinding signage.



*Placemaking around
TTU, Downtown, &
Canyon Lakes*

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*Corridor
Design &
Gateways*



9. CONDUCT A DIAGNOSTIC ASSESSMENT OF EXISTING PLANS

Conduct diagnostic assessment of existing plans and regulations (i.e., Downtown Action Plan) to identify elements that are applicable or missing elements; consolidate all Downtown planning efforts and policies into one document; and focus on providing stronger analyses and implementation strategies. A comprehensive Downtown strategy should:

- Identify the boundary of Downtown and consistently use this boundary for implementation strategies, such as overlay and financing districts.
- Update the design standards so that they reflect the needs, conditions, and vision of Downtown as well as to remove existing conflicts. This should include both buildings and the streetscape (landscaping, facades, and screening/buffering, etc.).
- Address redevelopment and nonconforming uses with a focus on the highest and best uses to make Downtown a hub for activity; this will also need to include engineering studies of existing building schematics. Land use studies of Downtown should also consider development of urban housing options and should be considered in conjunction with the recommendation to consider an innovation district.
- Develop a program to identify and prioritize key parcels and help promote larger-scaled development in key areas of Downtown, including possible funding sources.
- Strengthen identity through branding, streetscape enhancements, greenspace, and events; consider ways to enhance the physical connections to adjacent areas while solidifying Downtown as a unique area. This should include prioritizing the bicyclist and pedestrian experience, including safety, connectivity, and desirability.
- Review and revise existing parking regulations. If necessary, conduct a parking study to identify different parking options available to the City and the feasibility of each.
- Identify, prioritize, and pursue projects that can be funded through grants and public/private partnerships.



Enhance
Downtown

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10. REVIEW PLANS UPON FURTHER ADOPTION

Upon adoption of any future Downtown or special district plan, the Comprehensive Plan, Zoning Ordinance, and other pertinent documents should be reviewed to ensure that they are aligned. Inconsistencies should be removed and the goals and objectives updated.



11. ATTRACT DESTINATION AMENITIES TO DOWNTOWN

Continue to attract destination amenities to Downtown Lubbock. Consider internal relocation incentives and encourage locally-owned boutique retailers, restaurants, entertainment, and hotels to relocate to Downtown.



Enhance
Downtown

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12. CONSIDER AN INNOVATION DISTRICT.

Study the concept of an innovation district and consider launching one or incorporating key elements.

- Conduct a market study to identify the industry or industries that could support an innovation district in Lubbock (i.e., tech, healthcare, agriculture, or design).
- Identify resources within the community that could anchor an innovation district, such as Texas Tech/TTUHSC or major industry employers.
- Form an exploratory committee composed of City leadership, educational institutions, industry employers, developers, and community organizers to consider where an innovation district would be the most successful and beneficial to the community.
- Identify the initial boundary and create an overlay or special district in the Zoning Ordinance that will permit the necessary development, redevelopment, and use of buildings as well as the use of open space. Determine the desirable balance of land uses in the district and consider the use of a quota system to protect that balance.
- Prioritize aesthetic and public improvements in this area and consider the use of Tax Increment Financing (TIF) or a Tax Increment Reinvestment Zone (TIRZ) to enhance the streetscape, accommodate multimodal accessibility, create gathering spaces, and implement branding.
- Develop a program to identify and prioritize key parcels and help promote larger-scale development in Downtown.
- Identify and recruit business incubators and accelerators. Identify buildings that are ideal for flexible workspaces, workshops/studios, and live-work communities.



*Enhance
Downtown*

DRAFT 09/26/2018

CACATUS

MAR
ROCK TRIBUTE: CSN - CCR - DOOBIE BROS
SALUTE TO THE EAGLES - JOURNEY - FLEETWOOD
AN EVENING WITH JOHN ANDERSON
GARY P NUNN AND WHITNEY ROSE



HOUSING AND NEIGHBORHOODS

Housing is the most fundamental element of neighborhoods. Patterns in housing such as location, age, condition, value, size, cost, and density have a direct impact on the resiliency and feel of a neighborhood for its residents. The word 'neighborhood' means different things to different people - it can refer to something finite such as the boundaries of a subdivision or enrollment zone of a school; likewise it can refer to something undefinable, such as an area of shared experiences. In Lubbock, the City's one-mile grid system makes it easier to define some neighborhoods; the City has more than 40 of them, shown in Figure 7.3.

The purpose of this section is to develop a neighborhood assessment to identify boundaries, characteristics, assets, walkability, issues, challenges, and opportunities for each neighborhood. The neighborhood assessment will also include neighborhood strategies and incentives for revitalization. **The maps within this section can and should be used as a benchmarking tool to measure the impact of future City initiatives and as an informative tool to identify areas and issues within Lubbock that should be prioritized.**

EXISTING CONDITIONS

At the neighborhood level, conditions that are indicative of vitality include the age of housing, degree of upkeep, age and condition of infrastructure, access to goods and services, connectivity to and through the neighborhood, parks, schools, and community involvement. These conditions, and therefore neighborhood vitality, vary significantly throughout Lubbock.

Citywide, the following neighborhood and housing trends, discussed in the Community Snapshot, indicate existing conditions:

- Approximately 101,500 housing units
- 90.3 percent occupancy rate
- 65.5 percent of housing is single family
- 29.6 percent of housing constructed since 2000
- 35.7 percent of housing constructed before 1970

RENTAL

- 8.2 percent vacancy rate
- 47.8 percent of total housing stock
- \$854 median rent

OWNER-OCCUPIED

- 1.3 percent vacancy rate
- 52.5 percent of total housing stock
- \$1,245 median mortgage

.....
 / How can we improve existing neighborhoods?

- Neighborhood- local Cultural Centers for Arts & History (Arts Precinct/Gundaker neighborhoods)
- Cultural Development for EAST side
- * Define Cultural significance within neighborhoods
- * Clovis highway Development for North & East neighborhoods
- LANDSCAPING AND RESIDENTIAL WATER HARVESTING/CUBS EATS
- encourage smaller neighborhood (local retail)
- Keep up with Code enforcement * Hit or miss - More consistency
- More eating places in east Lubbock & east of Ave A.
- Entrance Safety in All neighborhoods
- Civic Programming in PARKS
- LIGHTING IN GREENWAYS
- Paved streets in all areas, unpaved city streets
- Remove Abandoned bldgs after years of unuse
- multi use develop.
- Continue inner Lbk growth/upkeep
- more bike lanes / green areas / pedestrian paths
- Neighborhood Watch
- Playgrounds/Children Activities - PARKS
- More Activities - (Movie theater) in Art H. Benson North of Marsha
- re-instate the current neighborhood organizations and have accounted to keep them going.
- Ensuring city codes & ordinances are the same in every area no matter how the community feels
- Enhance Safety
- Maintain mixed age groups/residents

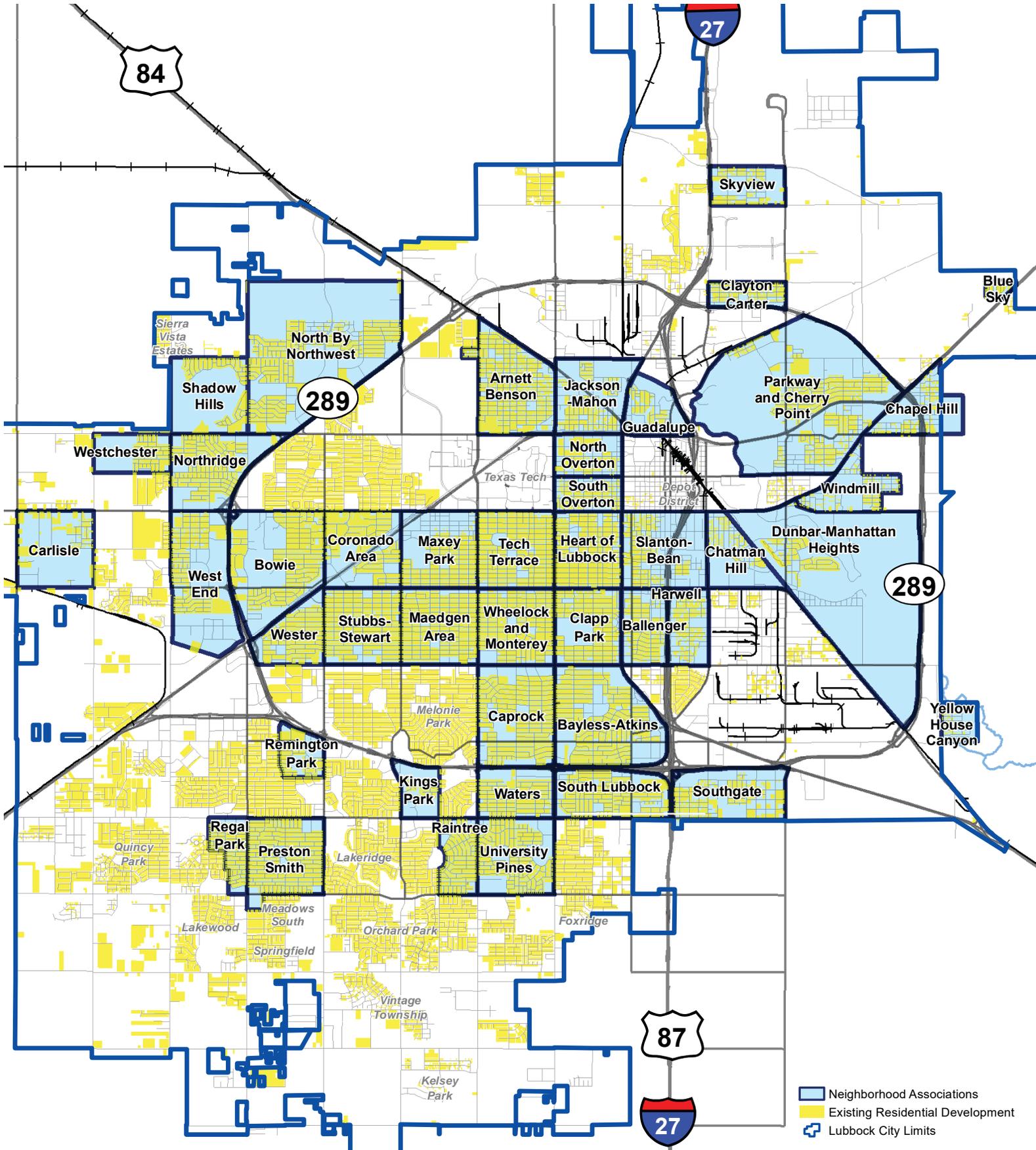


Fig. 7.2: Existing Neighborhoods Map

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HOUSING OVERVIEW

A quality community is able to provide a variety of housing options for the full life cycle of its citizens. It is important for a City to understand the implications the type of housing available has on the community. As an individual progresses through life, their requirements, necessities, and general expectations for a home may change.

LIFE CYCLE HOUSING

Young singles and couples without children may wish to live in a location where activities are present or within a close proximity to work - options considered amenities that contribute to their particular needs. Once people move into the next stage of life, they may require additional space as their family begins to grow; they may desire a larger family space, more bedrooms, and a yard, among other things. Empty-nesters, which refers to those households without the presence of children, may require completely different housing options. It has become a growing trend where individuals within this category often desire a smaller, high-quality home with less maintenance and upkeep.

Adult Life Cycle	Rural Residential	Low Density Residential	Medium Density Residential	High Density Residential	Mixed Use	Downtown	Public/Semi Public	Housing Type
Student			R	R	R		R	Student Housing
Young Professional		R/O	R/O	R	R	R		Rental Unit
New Families		R/O	R/O	R				Starter Home
Growing Families	O	O						Move-Up Home
Empty Nesters Retirees	O	O	R/O	R	R	R		Downsize Home
Assisted Living				R			R	Assisted Living Facility

R: Renter-Occupied Unit O: Owner-Occupied Unit



LARGE LOT/ESTATE HOME



MOVE-UP HOME



STARTER OR DOWNSIZE HOME



ASSISTED LIVING



SMALL LOT HOMES (PATIO HOMES)



CONDOS AND TOWNHOUSES



APARTMENTS



MIXED USE
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MISSING MIDDLE HOUSING

“Missing middle housing is a range of multi-unit or cluster housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.”

(Source: missingmiddlehousing.com)

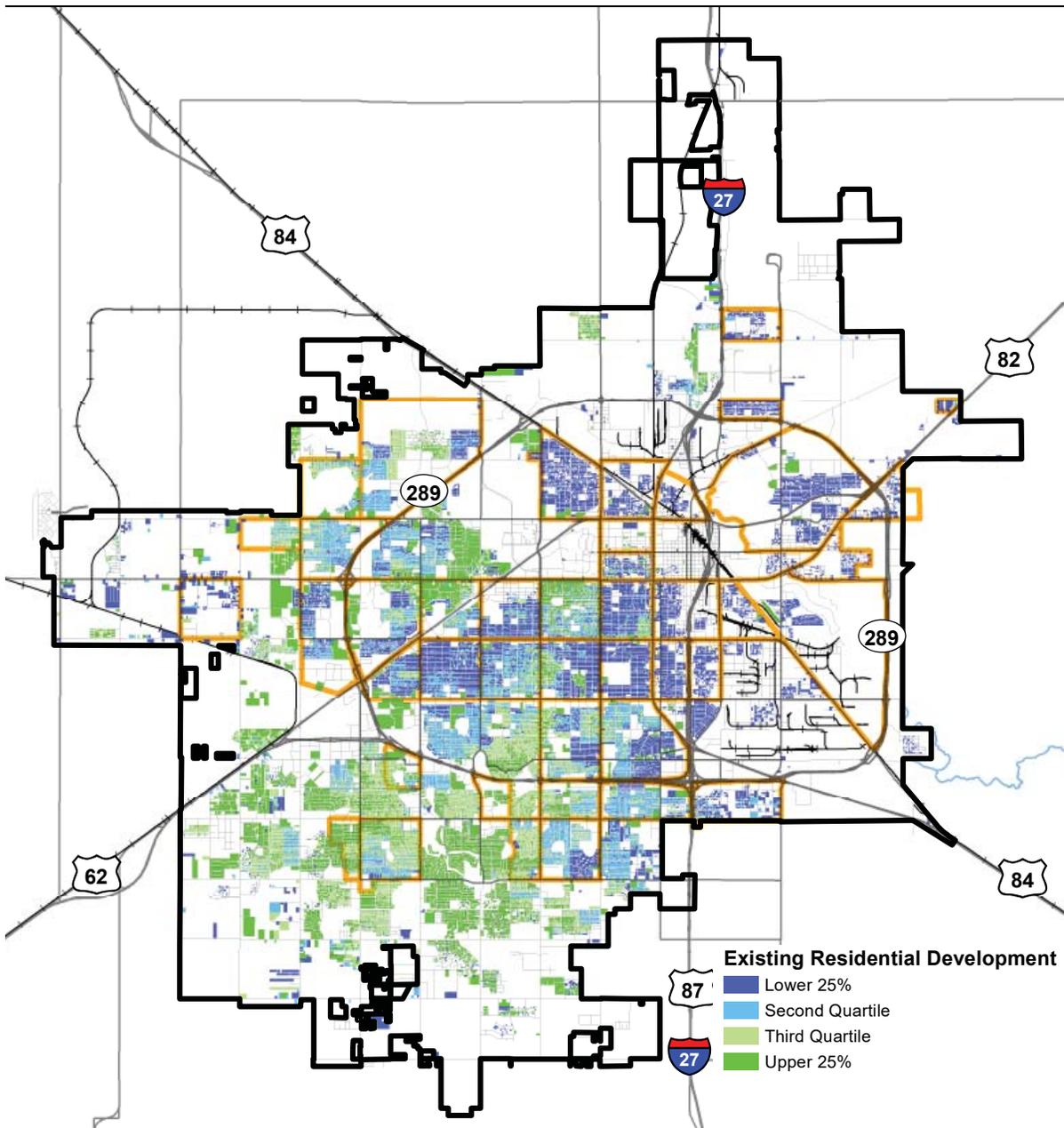


Fig. 7.3: Housing Values Map

HOUSING VALUE

Housing value in Lubbock is less compartmentalized than housing age, reiterating that many old homes retain or even appreciate in value. Homes valued in the upper 25 percent are located around Texas Tech and in south Lubbock. Homes in the median 50 percent are distributed throughout Lubbock, though generally to the west of I-27. Housing in the bottom 25 percent is highly concentrated within the loop, and most all housing east of I-27 is valued in the bottom 25 percent.

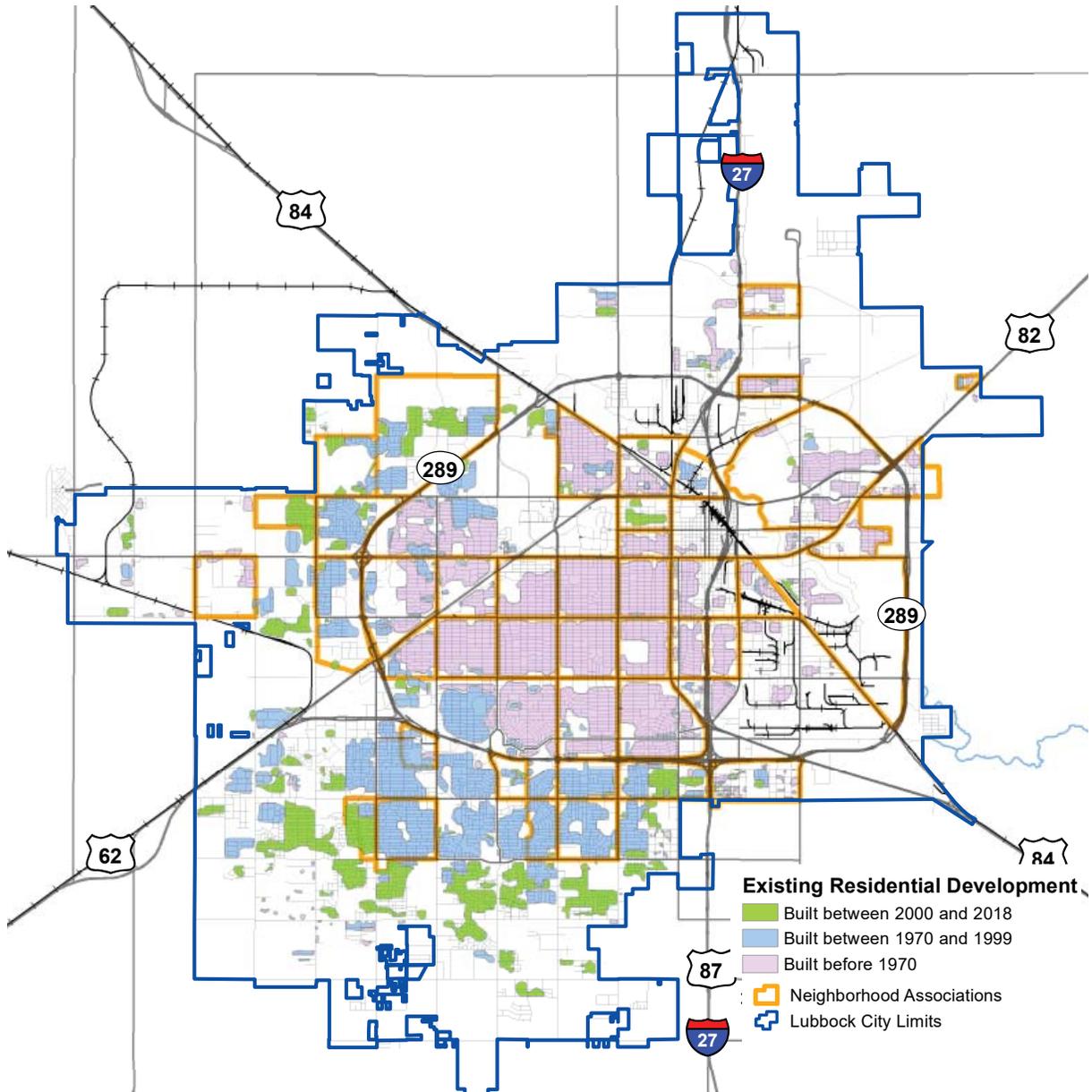


Fig. 7.4: Housing Age Map



IMPORTANCE OF OLDER HOUSING

Older housing in good condition is often the most affordable housing in a community. But aging housing that falls into disrepair can be irreversible or financially impractical to fix; this is why it is important that cities have active historic preservation plans, policies to keep areas of older housing, and work with residents to maintain it.

HOUSING AGE

Lubbock’s oldest housing is located within the loop. In these areas, most or all housing predates 1970. Housing older than 50 years usually requires a higher level of maintenance than newer housing. However, historical housing can add to the community’s identity. Housing that predates 2000 is concentrated outside the loop, particularly to the south and west. Housing that postdates 2000 is further to the south and west.

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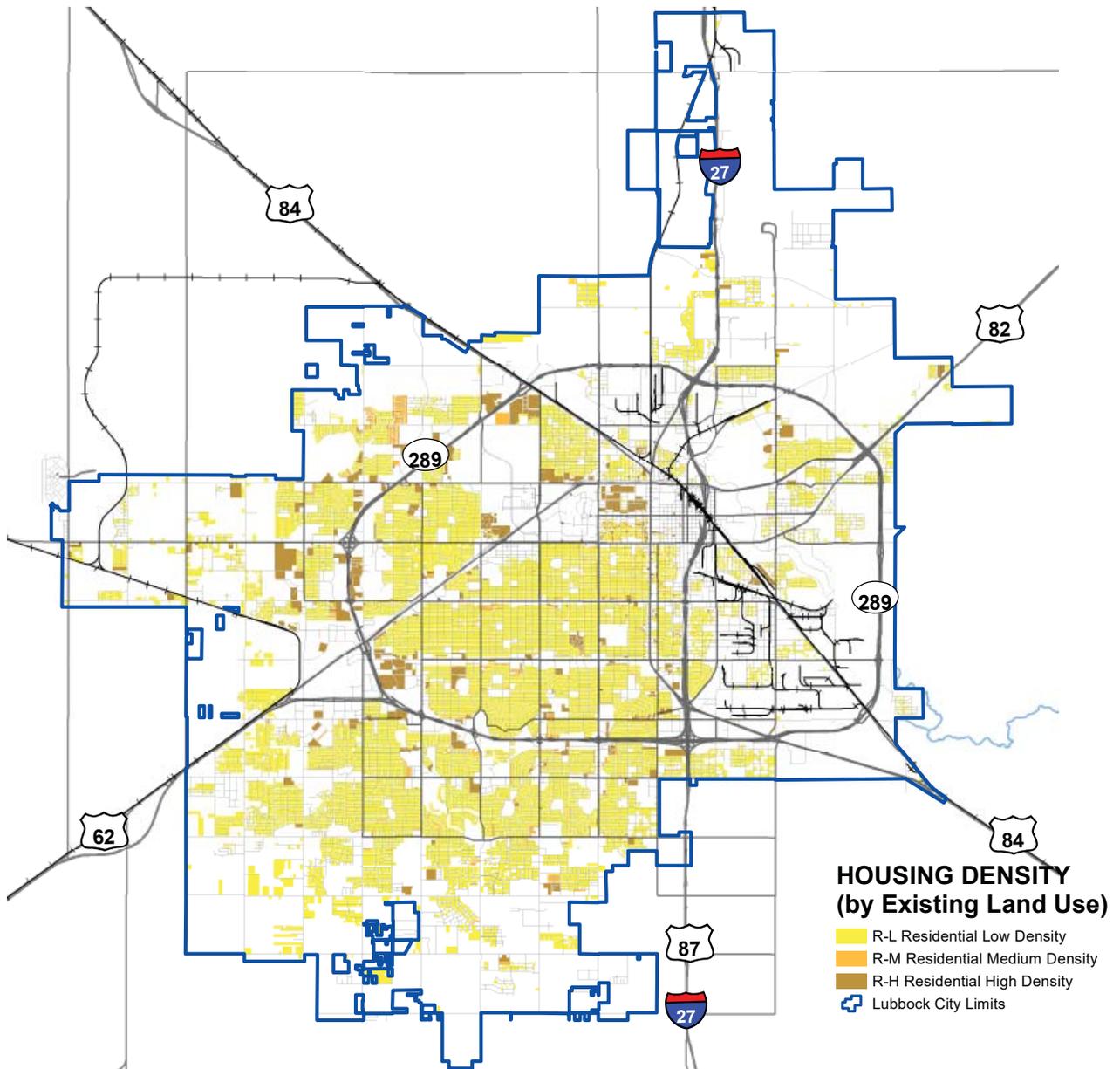


Fig. 7.5: Housing Density Map

HOUSING DENSITY

There are 17,565 acres of residential development in Lubbock, totaling 33 percent of all development. Of existing residential development, over 85 percent is classified as low density. Most areas of medium and high density are concentrated around Texas Tech and the loop.

IMPORTANCE OF HOUSING VARIETY

From students to young professionals to empty nesters to seniors, there is a large portion of the population that needs or prefers housing other than low density single-family options. Housing comes in many forms and price points, and it is important that cities understand their current and future housing needs.



NEIGHBORHOOD ACCESS

Access to goods and services is an important indicator of a neighborhood's social and physical health. This is especially true in lower income neighborhoods, where residents are statistically more likely to have limited or no access to a vehicle and, therefore, limited access to goods and services that are not within walking or biking distance.

The maps on pages 173-175 serve three purposes:

- Identify the locations of public parks, grocery stores, and bus stops within Lubbock compared to existing neighborhoods
- Identify how much of the City of Lubbock has access to these services within walking distance
- Identify where inaccessibility could be exacerbated by low income indicators, specifically the poverty rate

The locations of parks and bus stops were identified through the City of Lubbock and Citibus' websites respectively, while the locations of grocery stores were identified through online location services Google Maps and Yelp. It should be noted that for the purposes of this assessment, a grocery store is considered a place where people have access to both fresh produce and daily household goods. This excludes specialty food stores, convenience stores, membership warehouses, department stores. It should also be noted that there are many critical services that can be indicative of community health and wellbeing that the City may wish to evaluate in the future. Such amenities could include libraries, public schools, daycare centers, community gardens, or community centers.



NEIGHBORHOOD SERVICES INVENTORY

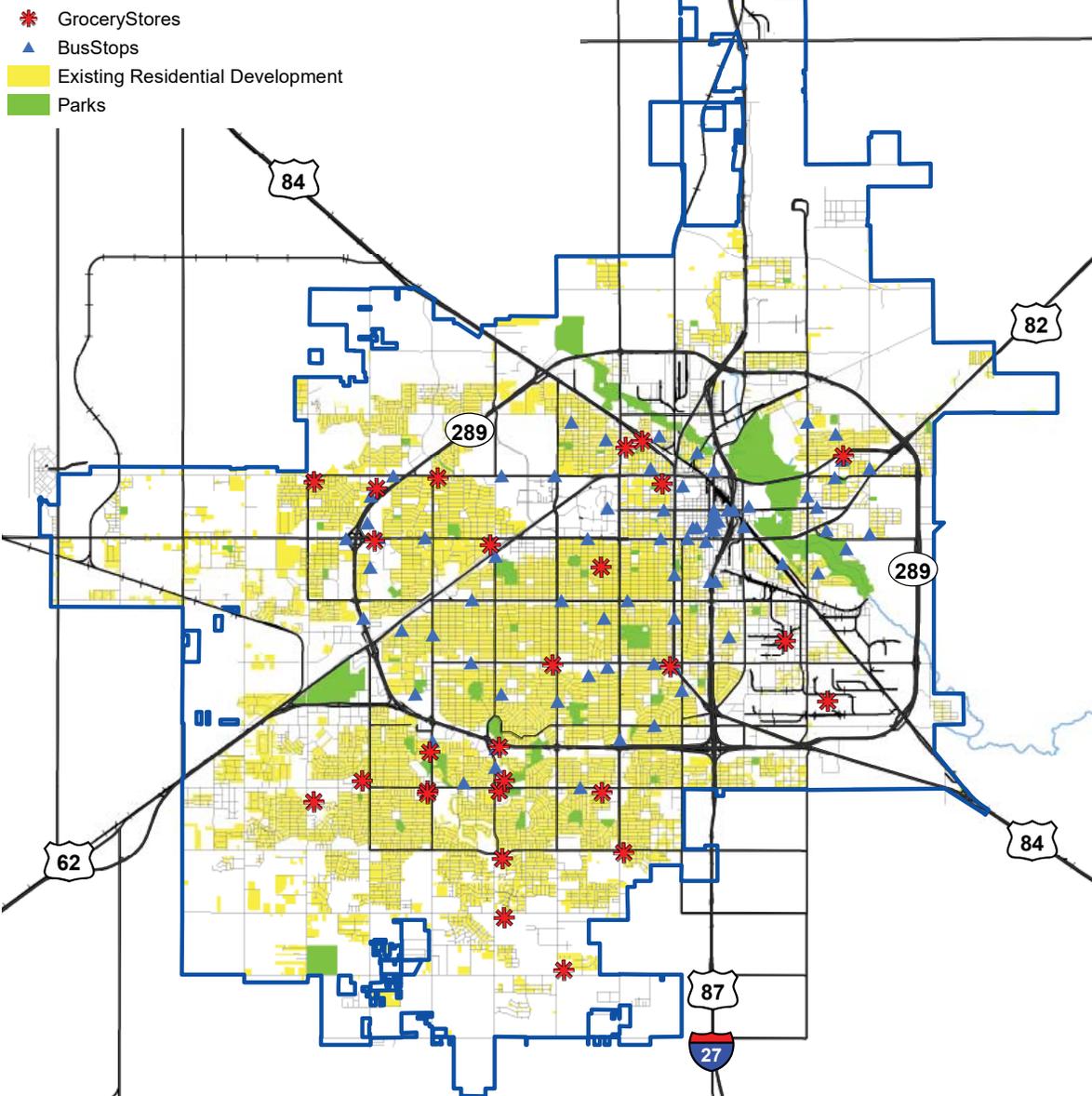


Fig. 7.6: Neighborhood Services Inventory

NEIGHBORHOOD SERVICES INVENTORY

This map identifies the locations of public parks, grocery stores, and bus stops within Lubbock compared to existing neighborhoods. These locations are the basis for the maps on pages 174 and 175.

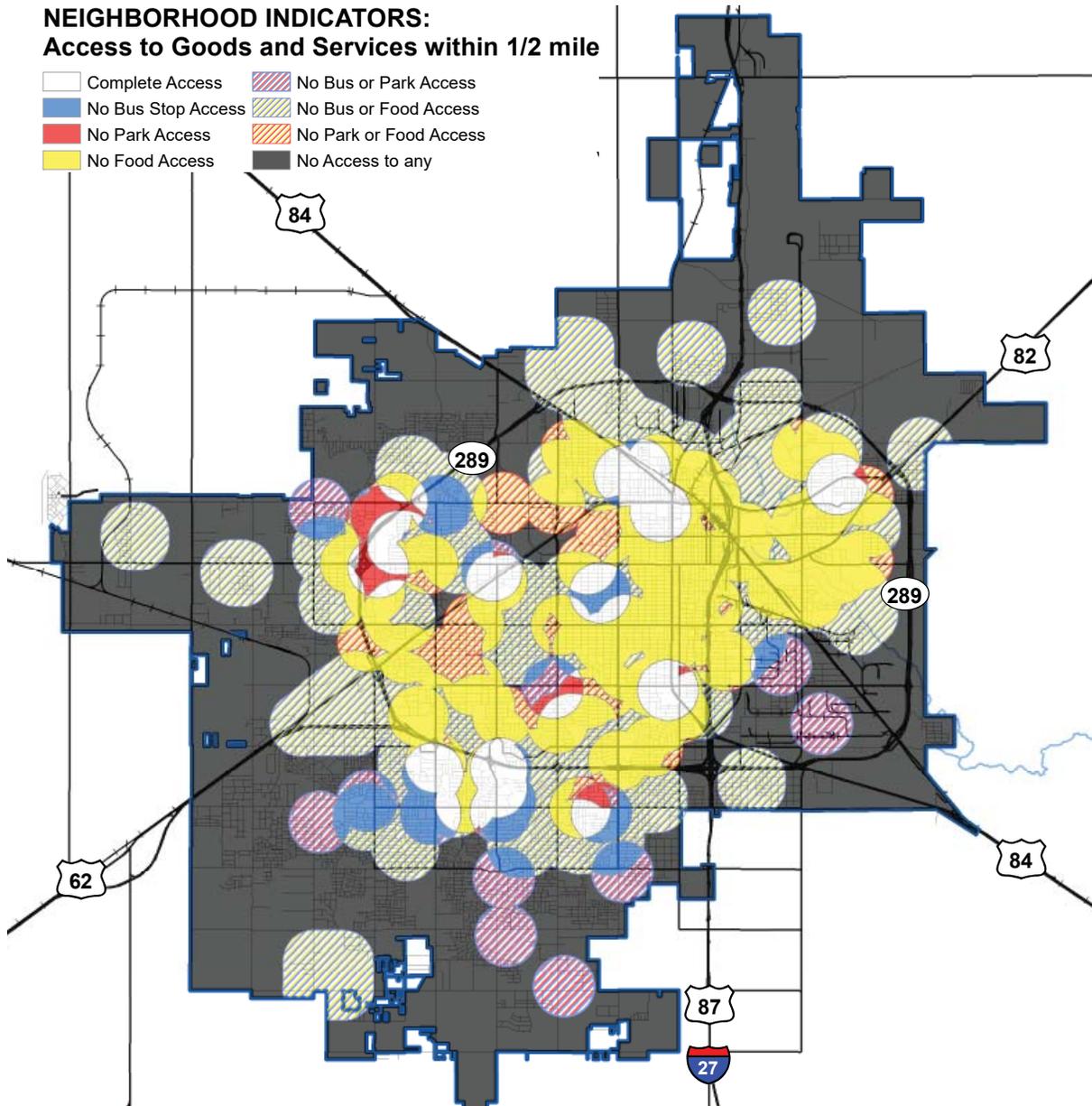


Fig. 7.7: Neighborhood Access Map

NEIGHBORHOOD ACCESS

It is customary to evaluate access based on walking distance since not all households have access to a car. In this assessment, neighborhoods were evaluated based on their proximity (within 0.5 miles) to public parks, grocery stores, and bus stops. The adjacent table details the different inaccessibility conditions present in Lubbock.

Inaccessibility by Walking (Not within 0.5 Miles)	Percent of City
Bus Stop Only	3%
Park Only	1%
Grocery Store Only	16%
Bus Stop and Park	4%
Bus Stop and Grocery Store	19%
Park and Grocery Store	3%
Full Accessibility	6%
Full Inaccessibility	49%

ACCESSIBILITY RISK MAP

- | | |
|--|--|
| Percent of Population Below Poverty Level | Number of Accessibility Indicators |
| Over 51% | Severely Limited Access |
| 36% to 50% | Significantly Limited Access |
| 20% to 35% | Some Limited Access |

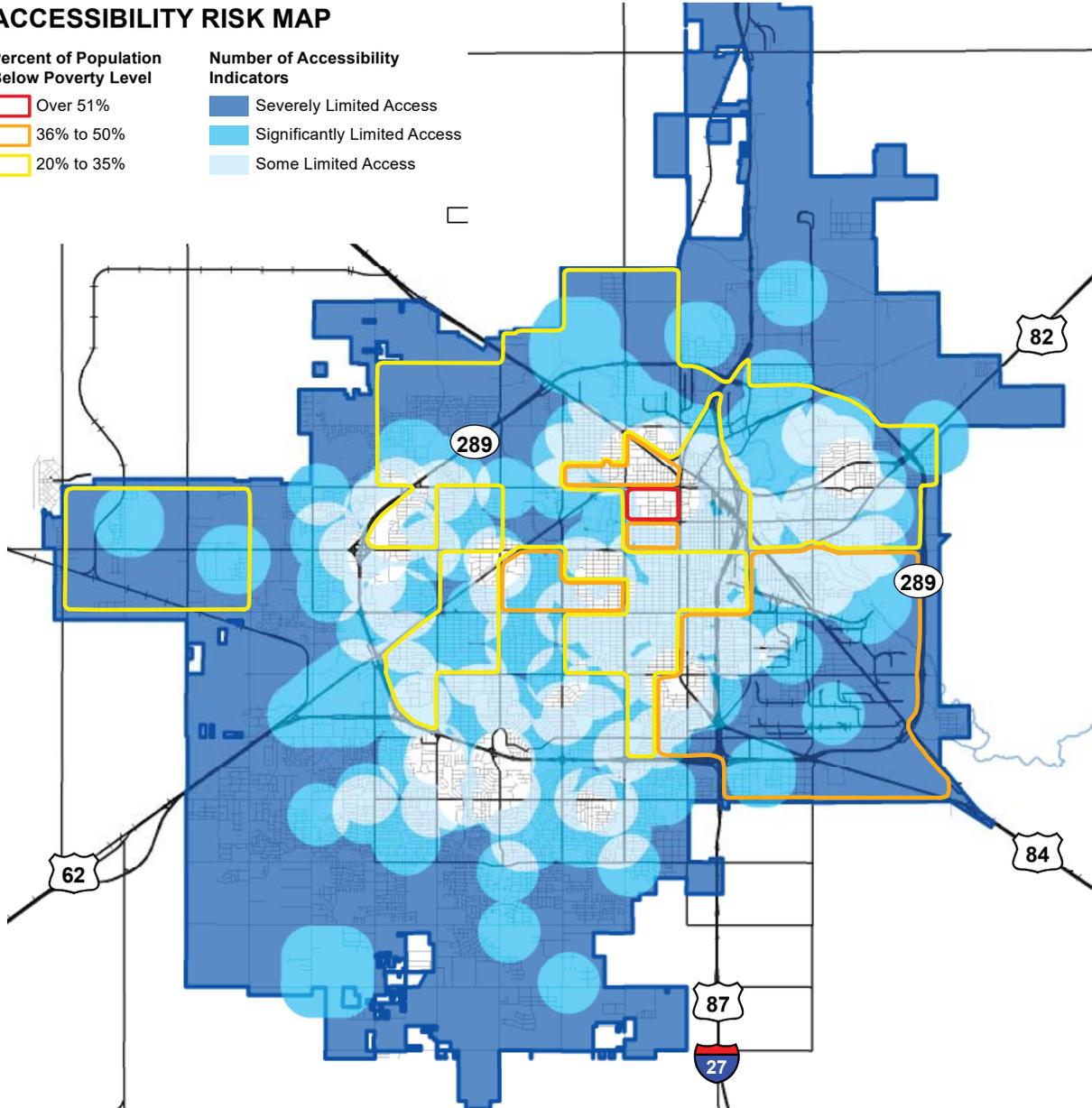


Fig. 7.8: Neighborhood Risk Map

NEIGHBORHOOD ACCESS RISK IDENTIFICATION

Accessibility to goods and services is most pressing in low-income communities where residents are less likely to have access to a vehicle. This problem is compounded in areas where there is also limited or no access to public transportation. The map above shows instances of inaccessibility higher than average poverty rates, as identified by the 2016 ACS (US Census Bureau) - locations that are less likely to have access to a vehicle. The overlap of inaccessibility to goods and services and lower incomes makes these neighborhoods some of the most at-risk in Lubbock in terms of overall vitality and quality of life.

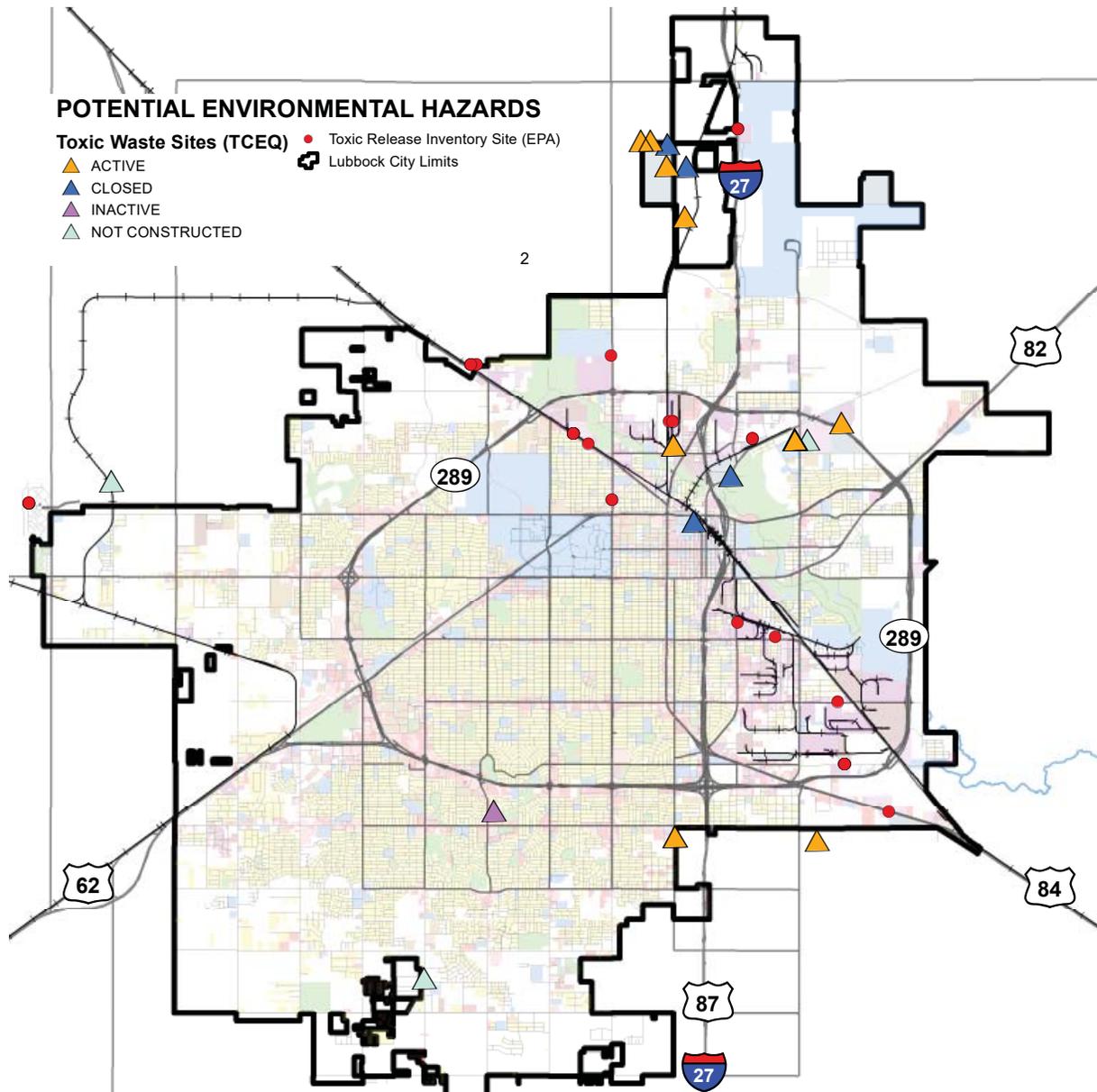


Fig. 7.9: Neighborhood Environmental Hazards Map

ENVIRONMENTAL HEALTH

The Existing Land Use Map shows that much of Lubbock’s heavy industrial and commercial development is located in and around the neighborhoods of East and North Lubbock. It should be noted though that much of Lubbock’s most intensive land uses in the area predate residential development. Regardless of which came first, East and North Lubbock is still home to thousands of residents and there is some concern within the community regarding land uses and adjacency issues.

Data from the Texas Commission on Environmental Quality (TCEQ) and the Environmental Protection Agency (EPA) suggest that there are more than a dozen sites in Lubbock, both active and inactive, that pose potential health risks to the community through air, water, or soil pollution. As with most existing development, the heavy commercial and industrial uses will likely continue to exist throughout the lifespan of this Comprehensive Plan. Even in the case of closed or inactive sites, redevelopment of industrial sites often requires costly remediation, which is why many abandoned sites remain vacant in Lubbock. It is therefore important for the City to continue to address these sites to the extent possible.

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NEIGHBORHOOD PLANNING

Insomuch as Lubbock has many neighborhoods, all different in their own ways, the City should begin a Citywide neighborhood planning program. This program could focus on several neighborhoods each year. The preceding mapping and data show that a variety of conditions exist across the City, and a neighborhood planning program could provide the proper level of planning and resulting recommendations to each area. The staffing levels of the Planning Department would need to be re-evaluted to support this effort.

Eastern and Northern Lubbock are regions comprised of many neighborhoods that should be evaluated first. The following “spotlight” offers some insight into the kinds of research and recommendations that would be appropriate in such a study.

Collaboration Station:

HOW CAN WE ENSURE our neighborhoods CONTINUE TO THRIVE?

Think about your City's future and how its neighborhoods can be enhanced. Please provide innovative ideas below.

How can we improve existing neighborhoods?

- Neighborhood local cultural centers for Arts & History (Arts Precinct/Gundaker neighborhood)
- Cultural Development for EAST side
- * Define Cultural significance within neighborhoods
- * Clovis highway Development for North & East neighborhoods
- XERISCAPING AND RESIDENTIAL WATER HARVESTING/CUBS ETC'S
- encourage smaller neighborhood (local retail)
- Keep up with Code enforcement * Hit or miss - More consistency
- More eating places in east Lubbock & east of Ave. A.
- Entrance Safety in All neighborhoods
- Cure Boarding in Parks
- Learning in Greenways
- Paved streets in all areas, unpaved city streets
- Remove Abandoned blocks after years of unuse
- multi use develop.
- continue inner Lbk growth/upkeep
- more bike lanes / green ways / pedestrian paths
- Ensuring city codes & ordinances are the same in every area no matter how the community feels
- Enhance Safety
- Maintain mixed age groups/providing
- preserve playgrounds - no more infilling
- Neighborhood Watch
- Playgrounds/children Activities - PARKS
- More Activities - (Music Studio) in Art & Benson north of Marsha
- reinstate the current neighborhood organizations and have accountability to keep them going.

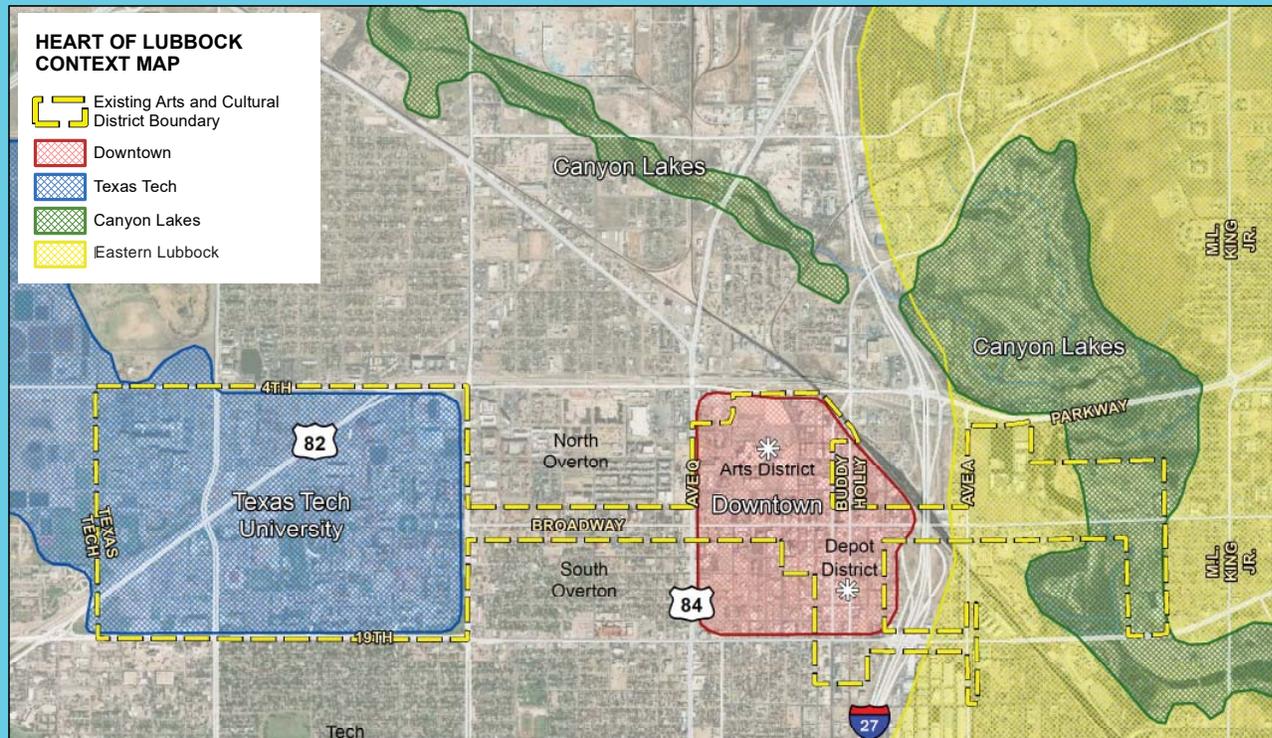
FACADE IMPROVEMENTS
 STREET IMPROVEMENTS
 MIXED-USE
 TOWNHOMES
 CODE ENFORCEMENT
 COMMUNITY GARDENS AND PARKS
 PLACEMAKING
 INFILL HOUSING

COMPREHENSIVE PLAN FOR THE FUTURE
PLAN LUBBOCK
 2040

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SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS

Lubbock should begin programming regular research and analysis of each neighborhood for the purpose of developing more complete and detailed neighborhood recommendations. The neighborhoods in Eastern and Northern Lubbock are highlighted as some of the first neighborhoods that should be studied.

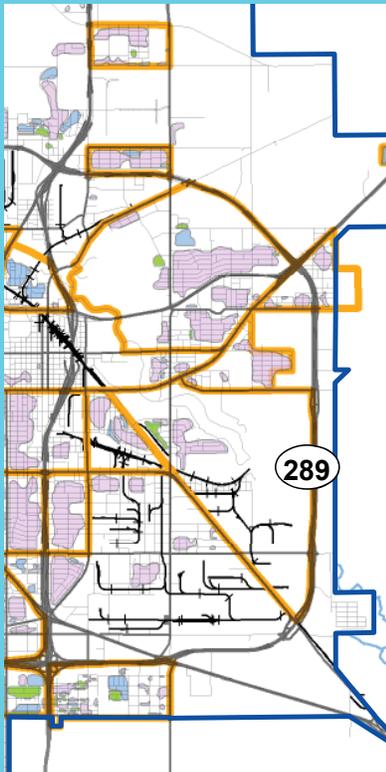


Eastern and Northern Lubbock have a complex and difficult history. With its proximity to Downtown and hosting the Canyon Lakes, Eastern and Northern Lubbock are areas of tremendous opportunity. However, the areas face significant challenges, both real and perceived, including blight and disinvestment, presence of some environmentally impacted sites, adjacency to non-desirable industrial areas, and the overall perception of crime. Like Eastern and Northern Lubbock, many African American neighborhoods in the U.S. came into existence through economic and geographic discrimination in both the public and private sectors. These practices limited where minorities could live and buy property, which limited upward mobility and led to decline of many minority communities; it also made it harder for these communities to spur economic development or attract services and amenities. Through all of this adversity, minority communities formed their own tight-knit social, economic, and cultural bonds that persist to this day. While these detrimental policies and practices may be the fault of a bygone generation, it is important for Lubbock as a whole to understand how its historically African American neighborhoods came to be and why they deserve to be addressed as a matter of public policy. There is strong support within the community to revitalize Eastern and Northern Lubbock, though the answer of how to do this has remained elusive. This sub-chapter provides a high-level review of the existing conditions in Eastern & Northern Lubbock, both the good and the bad, with the aim of providing recommendations that are tailored specifically to this community.

SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS

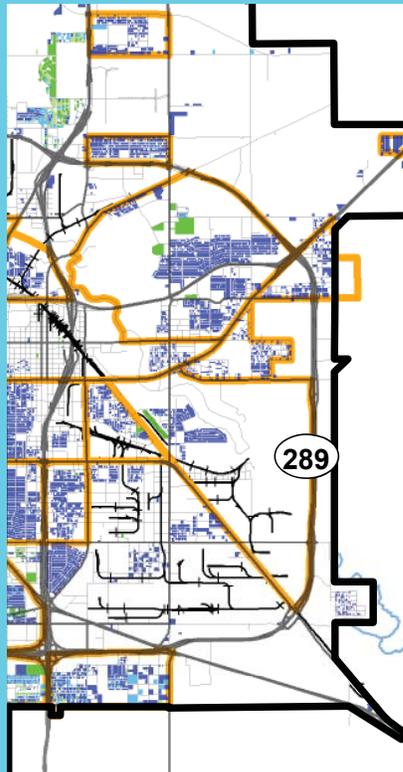
HOUSING

Albeit slowly, demand for housing in Eastern and Northern Lubbock is growing. If this trend continues, it is likely that revitalized housing and population growth will attract amenities, services, and resources that are sorely needed in Eastern and Northern Lubbock. However, as this occurs, it will be important to manage this growth in a way that maintains the community's culture and remains affordable for lifelong residents.



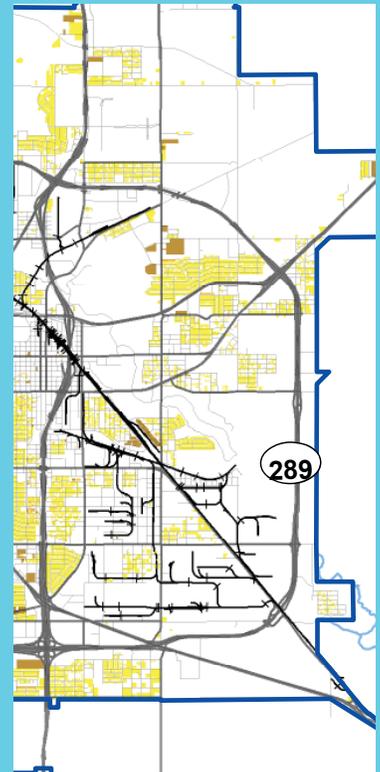
HOUSING AGE

Most housing in Eastern and Northern Lubbock was constructed before 1970, according to the U.S. Census Bureau.



HOUSING VALUE

Most housing in Eastern and Northern Lubbock is valued in the bottom 25 percent of Citywide housing values, according to the U.S. Census Bureau.

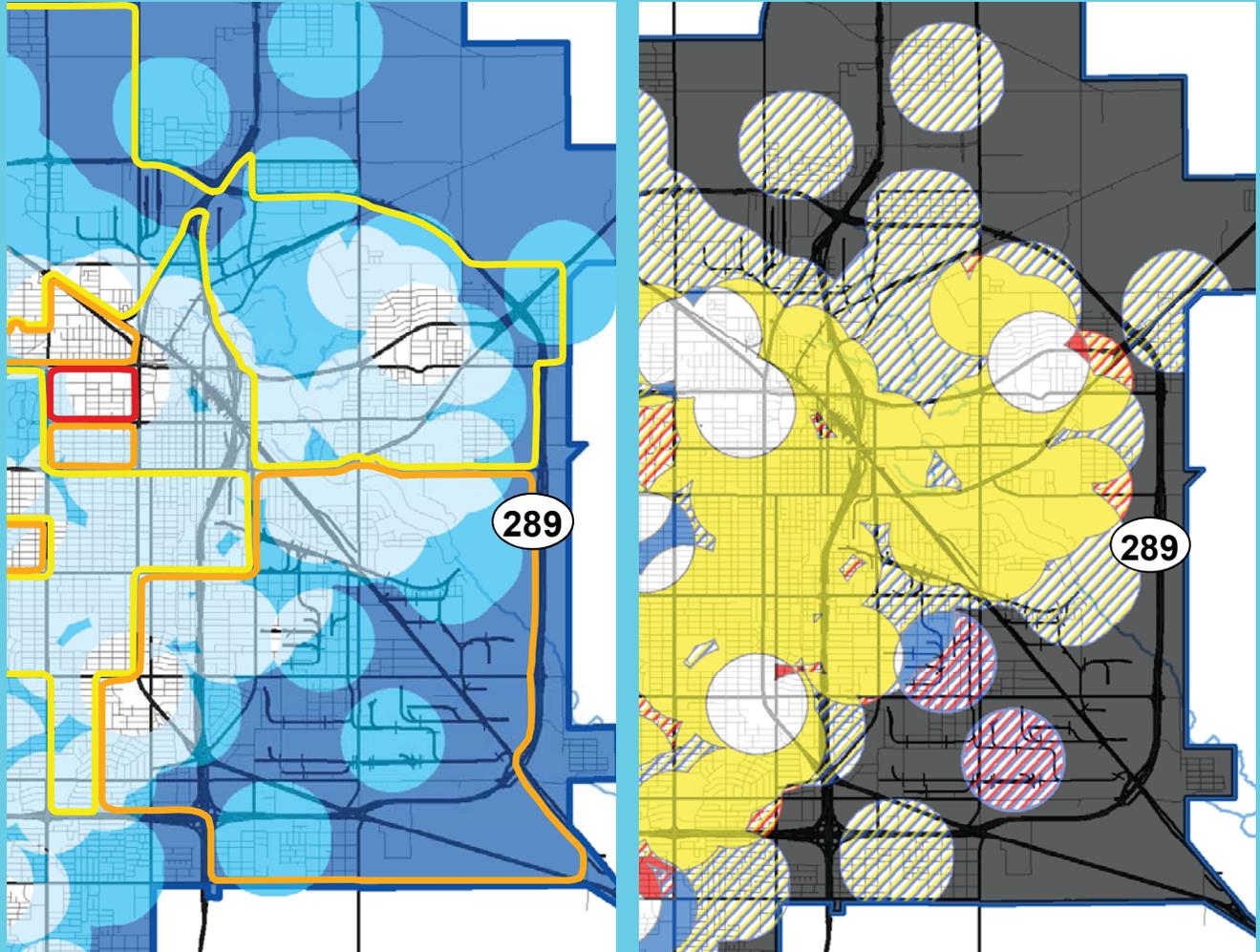


HOUSING TYPE

Most housing in Eastern and Northern Lubbock is single-family, and there is little housing diversity. There is also less housing overall in East and North Lubbock, meaning existing residential development abuts nonresidential uses.

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SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS



NEIGHBORHOOD ACCESS

Neighborhoods in Eastern and Northern Lubbock have varying degrees of inaccessibility to parks, grocery stores, and transit. This inaccessibility is greatest in the southern and northern ends of Eastern & Northern Lubbock. The issue of access is compounded when considering that a large portion of Eastern & Northern Lubbock residents - up to 50 percent - are living in poverty, according to the U.S. Census Bureau.

Strengths

- Canyon Lakes
- Preexisting infrastructure and utilities
- Proximity to Downtown

Weaknesses

- I-27 is a barrier
- Lack of amenities and services (transportation, banks, entertainment, neighborhood-oriented services and retail)
- Aging housing stock

Opportunities

- Involved community groups
- Proximity to Downtown
- Inclusion into Arts and Culture District

Challenges

- Perception
- Market demand for housing and amenities
- Incompatible nonresidential land uses
- Redevelopment without gentrification

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SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS

STRATEGIES

Texas' historically strong and diverse economy has helped the State's housing market boom in recent decades. In many communities, there are increasingly few areas that are not in high demand for development. While many blighted or disinvested communities initially saw this as an opportunity, the actual impact of recent development has been to price out lifelong residents of minority or low-income communities, a process known as gentrification. Gentrification has become an issue across the nation, in part because of generational preferences for urban living environments. Eastern & Northern Lubbock has not yet seen the demand for redevelopment that has impacted many major cities in Texas, giving Lubbock the opportunity to preserve the culture of Eastern & Northern Lubbock as it plans for the future. Creating a policy of community development is one important way to achieve this. In order to help Eastern & Northern Lubbock redevelop in a manner that improves the quality of life for existing residents, the following actions are recommended.



1. WORK WITH STATE AND FEDERAL ENTITIES TO IDENTIFY AND MITIGATE HAZARDOUS SITES.

Work with entities such as TCEQ and the EPA to identify sites that are hazardous or potentially hazardous. Should any sites be identified in proximity to residential areas, efforts should be made to mitigate existing hazards or work with impacted residents to find alternative living arrangements. In such a case, the Future Land Use Map should also be updated to prevent new residential development around hazardous sites.



2. DISALLOW EXPANSION OF HEAVY COMMERCIAL OR INDUSTRIAL USES.

Disallow the expansion or new development of heavy commercial or industrial sites adjacent to, downwind, or downstream from existing and planned residential development.



3. CREATE AND MAINTAIN A DATABASE OF BROWNFIELD SITES.

Create and maintain a database of brownfield sites. Provide resources to developers regarding incentives for brownfield remediation and consider creating local incentives in addition to those already offered.

SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS

STRATEGIES



4. IMPROVE PERCEPTION AND PROMOTE TRANSPARENCY

To improve perception and promote transparency, provide resources to residents regarding entities that can provide soil, air, and water quality testing.



5. COMMISSION AN INDEPENDENT RESEARCH STUDY

Commission an independent research study to determine the health, environmental, and economic effects of the industrial concentration in Northern and Eastern Lubbock. Consider establishing a blue-ribbon committee made up of area residents, community advocates, scientists, planning experts, industry owners, City officials, and other stakeholders to devise solutions that will promote the health and prosperity for Eastern and Northern Lubbock residents.



6. COORDINATE WITH AGENCIES TO EXPAND ACCESS TO HEALTHCARE AND SOCIAL SERVICES

Coordinate with government entities, non-profit and community groups, and private organizations to expand access to healthcare and social services where needed. Such entities could include school districts, on-demand transportation providers, local churches, hospital systems, and clinics.



7. SUPPORT FARMERS MARKETS AND COMMUNITY GARDENS

Continue to support farmers markets and community gardens.

SPOTLIGHT - EASTERN AND NORTHERN LUBBOCK NEIGHBORHOODS

STRATEGIES



8. DEVELOP ECONOMIC DEVELOPMENT STRATEGIES

Develop economic development strategies to attract grocery/specialty food stores to targeted locations that are near or within neighborhoods designated as food deserts.



9. CREATE AN SERIES OF EASTERN AND NORTHERN LUBBOCK MASTER PLANS

Authorize a series of City-initiated master plans for Eastern Lubbock neighborhoods. These plans should include individual vision and action plans developed by, or in partnership with, each neighborhood. The plans should be adopted as an addendum to the Comprehensive Plan.



10. WORK WITH EXISTING ECONOMIC DEVELOPMENT ENTITIES

Work with existing economic development entities and community groups to provide micro loans to aspiring local business-owners who open a business in Eastern Lubbock.



11. SUPPORT CULTURAL GROUPS

Continue to support community and cultural groups in Eastern Lubbock in addition to identifying new partners. Support existing and future efforts, including plans, as City policy.

Next Steps for Eastern and Northern Lubbock:

- Reevaluate the existing and future land use patterns.
- Develop “edge” buffer and transition standards between residential and nonresidential uses
- Document environmental hazard sites and other sites to determine if further actions are necessary or appropriate
- Develop an Eastern and Northern Lubbock information database to inform future actions

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HOUSING AND NEIGHBORHOOD STRATEGIES

This section provides strategies to address the issues identified in the previous section, specifically:

- Housing conditions
- Housing availability
- Neighborhood vitality

HOUSING CONDITIONS

Lubbock's range of housing conditions warrant an equally wide range of strategies. The strategies shown on the adjacent page vary based on the predominant type and condition of housing in the neighborhood. It is important to keep in mind that these strategies apply based on the character of the neighborhood as a whole; individual homes may be in better or worse condition than the overall neighborhood.

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Level 1 - Ongoing Preservation:

Level 1 includes neighborhoods with predominately sound, quality housing. It also includes older areas in stable condition. Overall this housing only needs to be sustained at its currently desirable condition to prevent or slow the aging process.



Level 2 - Targeted Maintenance:

Level 2 includes neighborhoods that are beginning to show signs of wear and some neglect, but are generally in good condition. Physical structures are in sound condition, but minor exterior improvements may be needed. Overall, this housing could need some correcting of code violations and/or assistance for homeowners to make minor repairs to prevent further decline.

Most of the housing in Lubbock falls within Levels 1 and 2.



Level 3 - Infill/Redevelopment:

Level 3 includes neighborhoods in which some or most housing structures are in poor or dilapidated condition and generally in need of significant structural repair or have reached a state of deterioration where rehabilitation is not feasible. These areas are prime for infill development, where the housing units can be demolished and new units that fit the fabric of the neighborhood can be constructed to provide additional housing choices.

NEW DEVELOPMENT

Lubbock still has vacant land within the City limits that is anticipated to develop as residential. It is important to ensure that these areas are well-designed and connected to the rest of the City.

- Encourage smaller blocks in new developments to improve walkability. Except where necessary, such as a conservation or clustered development, limit cul-de-sacs in new developments to improve connectivity.
- To prevent monotony in housing design, require that the same housing façade can only be used every five to six houses.
- Secondary access or connectivity to other subdivisions should be installed for safety and traffic flow reasons.

DESIGNING FOR CONNECTIVITY

From bicyclists and pedestrians to school buses, emergency vehicles, and commuters, everyone benefits from neighborhoods that are well-designed and well-connected. New development along arterials and collectors should be connected to adjacent residential areas so that driving isn't necessary for those in the vicinity.

HOUSING MAINTENANCE

Housing maintenance is appropriate in areas where the housing units are substantially sound but are in need of minor repairs (maintenance that homeowners can accomplish themselves, such as paint). The intent of a housing maintenance program is to target areas where a relatively small amount of effort could be expended to improve the quality of housing and to reduce the likelihood of further deterioration of the units. These strategies are designed with the goal of correcting code violations and encourage homeowners to make minor repairs to prevent further decline:

- Code enforcement and compliance
- Facilitating neighborhood organizations
- Neighborhood branding
- Housing maintenance programs (grants or events)
- Housing maintenance incentives for minor repairs (rebates or matching funds)
- Maintenance assistance (identification of elderly or at-need households)

COMMUNITY PARTNERSHIPS

COMMUNITY POLICING

Police service is an extremely important factor in assessing a community's quality of life. Safety is often a prime consideration for people when deciding where to establish a home or business. A high crime rate (or perception of crime) can cause people to decide not to locate in a particular area. Conversely, a low crime rate can be an attractor for population growth and economic development. Because crime appears to be more of a perceptible problem in most areas of Lubbock, the City's efforts would be well spent focusing on community engagement and education. Currently, the Lubbock Police Department facilitates a number of engagement programs, though it is recommended that efforts be focused on directly engaging neighborhoods.

COMMUNITY CLEANUP

Citywide cleanup days, whether sponsored by the City or private entity, that focus on improving properties (fix fences, paint walls, fix roofs, update landscaping, etc.) are another easy and relatively inexpensive way to beautify the community. Such a program might already exist as a grassroots initiative. Many cities seek to create or enhance such programs by coordinating with volunteers, school districts,

local businesses, and faith-based organizations. If such a program already exists in Lubbock, the City could formalize its participation with organizing entities to help grow the size, reach, and impact of the program.

LEVERAGING SCHOOL DISTRICTS

Although school districts operate separately from cities, both benefit from positive public perception and strong working relationships. There are several actions that Lubbock can initiate to strengthen its relationship with the many school districts inside of the City:

- Aggressively market Lubbock-area schools through newsletters, local media channels, and social media. Pursue collaborative marketing between the City, school districts, and other entities such as the economic development community and local real estate agencies.
- Support teachers by offering workforce housing options for teachers and paraprofessionals, such as townhomes, condominiums, apartments, duplexes, live-work units, and patio homes. The City can collaborate with and encourage local landlords and property owners to offer discounted rates or promotions to faculty and staff members so that a greater variety of housing options are attractive and accessible.

CODE ENFORCEMENT

Code enforcement and compliance is an effective tool in remedying nuisances that can negatively impact quality of life and perception of the community. There are many examples of innovative, proactive code enforcement initiatives being used by cities that Lubbock should consider, such as:

- Apartment inspection programs aimed to prevent code issues through routine inspection and identifying any issues while they are minor.
- Neighborhood engagement and education programs that aim to teach renters about their rights as tenants, and property owners about their responsibilities as landlords to maintain properties to code.
- Tracking code violation trends. Externally this includes the location, frequency, and nature of violations. Internally, this includes tracking the delegation, investigation, outreach, and solution of code violations, as well as reviewing the City's performance in reducing the number of recurring violations.



REDEVELOPMENT

Infill and redevelopment efforts will be important for Lubbock because they provide a mechanism for increasing the population and supports efforts toward revitalizing older areas of the City. Infill and redevelopment also reduces the infrastructure costs associated with new development because it is less expensive to provide a connection to an existing line with capacity rather than constructing a new one.



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HOUSING AVAILABILITY

HOUSING STUDIES

Housing needs and preferences fluctuate from person to person based on income, marital status, household size, and age. Housing preferences also change over time by generation. Although this Comprehensive Plan outlines the kinds of housing that should be considered in Lubbock, a subsequent housing demand forecast will help the City further understand how much of each kind of housing will likely be in demand. Providing the right variety of housing will also help keep housing affordable.



ATTRACTING KEY HOUSING

In addition to understanding its housing supply and demand, the City should also evaluate and prioritize where future development will have the most positive social impact and provide at the lowest cost possible. For example, Eastern Lubbock is already served by utilities and has a population in need of newer, more diverse housing options. An important strategy to attract and distribute key housing development should be to strengthen market demand in key areas by identifying and pursuing funding sources and tools to expand homeowner assistance programs. This could be achieved in part by collaborating with non-profit and community organizations to maintain an active database of community resources, and support community outreach programs and cultural events.



RECOMMENDATIONS



1. CONDUCT A HOUSING STUDY.

Conduct a housing study to identify Lubbock's supply and demand of housing that is desirable and affordable for recent graduates, young professionals, empty nesters, and retirees. This study should also include a detailed housing condition assessment to inform more detailed neighborhood planning strategies.

- Review, and if necessary update, the FLUP and Zoning Ordinance to encourage the development of missing housing types or price points.
- As part of this study, identify neighborhoods or districts that would be appropriate for a historic preservation plan.



2. PURSUE FUNDING SOURCES FOR HOMEOWNER ASSISTANCE PROGRAMS.

Continue to identify and pursue funding sources and tools to expand homeowner assistance programs, collaborate with non-profit and community organizations to maintain an active database of community resources, and support community outreach programs and cultural events.



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3. DEVELOP A MASTER PLAN FOR CANYON LAKES AND EASTERN & NORTHERN LUBBOCK.

Develop a Master Plan for the Canyon Lakes and Eastern and Northern Lubbock that considers and addresses the role of the Canyon Lakes as a link between East and West Lubbock.

- Consider and align with any Eastern and Northern Lubbock neighborhood plans.
- Conduct corridor studies for key connections to/through Eastern and Northern Lubbock.
- Consolidate planning and oversight of the Canyon Lakes and related amenities (see the Parks, Trails, and Open Space chapter).
- Consider the potential for a catalyst project in Eastern and Northern Lubbock to generate community interest and spur redevelopment. Also consider opportunities to align with Downtown planning efforts and projects.
- Align with the recommendations of the proposed Cultural Arts District.



4. ENCOURAGE RESIDENTIAL INFILL AND REDEVELOPMENT.

Encourage residential infill and redevelopment by offering incentives to developers and homeowners.

- If impact fees are implemented, offer waived or reduced fees in areas where redevelopment is desired.
- Provide density bonuses in certain areas of the City if affordable housing is a component of the developments. Fast track permitting for these types of projects.



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5. IMPROVE CITY'S RESPONSE TO RESIDENTIAL CODE VIOLATIONS.

Improve the City's response to residential code violations and proactively keep properties from becoming non-conforming or non-compliant.

- Establish a proactive code enforcement program to implement current and revised regulations. A key focus of this initiative should be to identify and resolve known code enforcement issues such as blighted areas, unsafe structures, and areas contributing to crime.
- Conduct a visual property and building maintenance survey in order to establish improvement priorities.
- Implement a City-wide system to effectively monitor, track, and study code enforcement violations and follow-up actions. Communicate process and status of reported violations and corrections to the neighborhood.
- Create or formalize a program to educate property owners on code requirements and to educate citizens on the code enforcement process.
- Establish a rental registration and inspection program for multi-family housing and consider adding single-family rentals as well.
- Create a neighborhood stability program to monitor neighborhood conditions, benchmarks, and improvements.
- Create a community outreach and support program that prioritizes and targets neighborhoods to receive City resources, including funding and support.
- Formalize coordination with community efforts targeting home improvements and/or emergency home repairs to streamline and expand efforts.
- Collaborate with non-profit and community organizations to generate a database of community resources.
- Designate a member of City staff or hire a staff person to oversee neighborhood and housing related activities including neighborhood organizing, education and engagement programming, benchmarking, and a rental inspection program.



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6. PERFORM AN UPDATE TO ZONING IN CONJUNCTION WITH NEIGHBORHOOD PLANNING.

A new zoning ordinance is necessary to better address the range of housing and neighborhood conditions in Lubbock. In conjunction with this effort, identify neighborhoods that would benefit the most from targeted planning efforts and commission one neighborhood plan annually to better understand local conditions. Review and update the FLUP, UDC, and other pertinent documents to ensure that they are addressing the neighborhood plans.

- Develop infill standards as a part of the UDC update that protect the look and feel of existing neighborhoods.
- Include adjacency standards for commercial or retail areas located near neighborhoods.
- Promote housing maintenance strategies and neighborhood associations within existing neighborhoods to increase community involvement and buy-in.
- Encourage smaller blocks in new developments to improve walkability. Except where necessary, such as conservation areas, limit cul-de-sacs in new developments to improve connectivity.
- Allow for the development and infill of life-cycle housing throughout the City in accordance with the Future Land Use Map.
- Assess the effectiveness of existing regulations for student-oriented housing in residential neighborhoods and determine whether expansion of the regulations is appropriate.
- Identify the neighborhoods where manufactured housing is appropriate; review the existing zoning districts and remove manufactured homes as a permitted right and develop specific design requirements for replacement units.
- Provide a menu of districts with different lot sizes and types.



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SUSTAINABILITY

Sustainability - Providing for the current population while preserving resources for the next generation.

There is a wealth of natural resources in Lubbock that warrant sustainable practices. Some of these resources, such as air and water, frequently come to mind. However, sustainability is much more encompassing, including factors such as landscape geomorphology and topography, local flora and fauna, and greenspace.

AREAWIDE SUSTAINABILITY

NATURAL/GREENSPACE PRESERVATION

Natural and green space takes many forms in a community. Oftentimes, preservation of these areas must be coordinated at the neighborhood level or higher if communities desire a connected, well-distributed network of natural areas. Two key ways communities coordinate these efforts include:

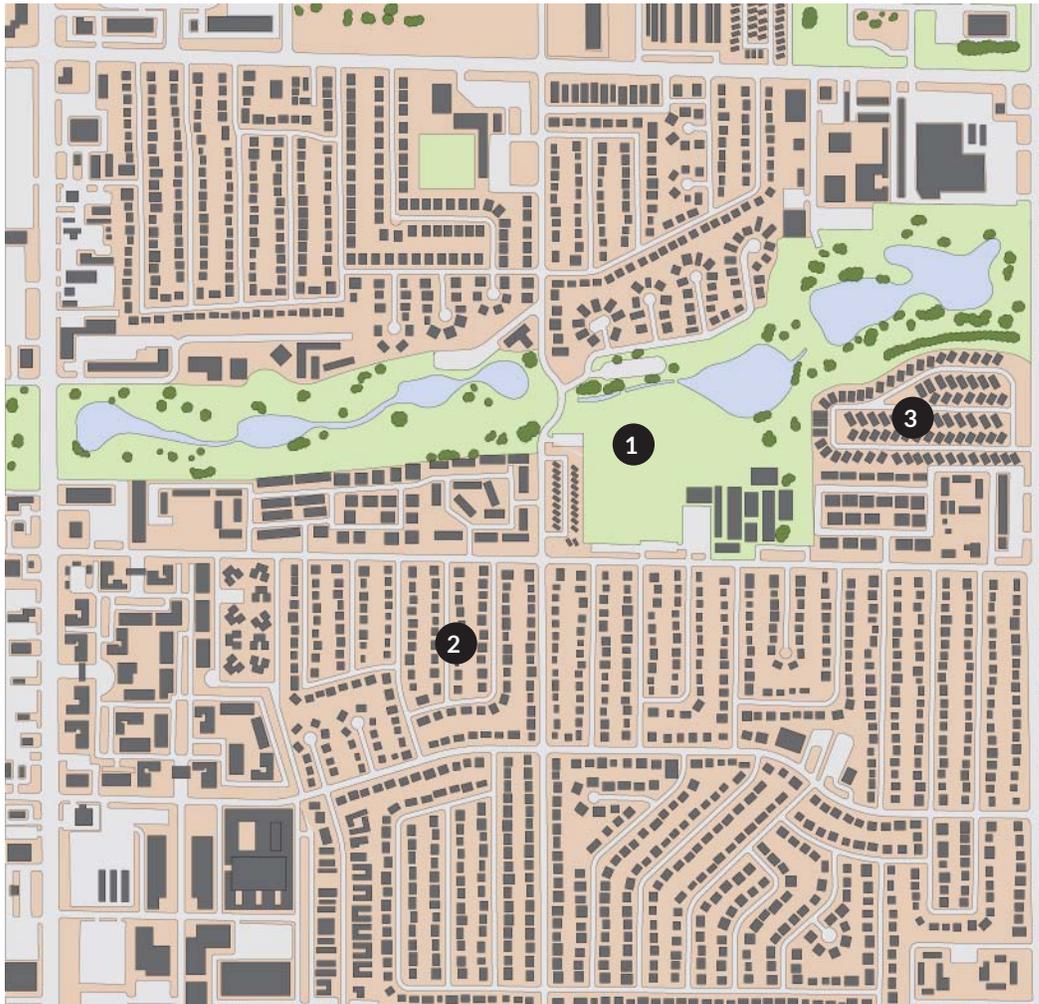
- Require efficient land development practices that make the best use of the amount of land being developed
- Identify and protect key areas, linkages, and features that can be added to the network of natural and open space

FLOODPLAIN PRESERVATION

In Lubbock, most floodplain areas are associated with playas and are scattered throughout the City. Development generally should not be planned in the floodplain area, as it can be challenging, expensive, and possibly detrimental to upstream development. Often, the best uses for floodplain areas are parks and preserved open space or areas for groundwater recharge. The fact that areas are not developable may be viewed as negative to a developer, but preservation of these areas for community enjoyment and use as parks, open spaces, and trails will greatly enhance the livability of the entire City and support strong property values over the long term.

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This graphic illustrates nationwide best practices of areawide sustainability elements that are applicable to Lubbock.



1
Green Space and
Floodplain Preservation



2
Traditional Neighborhood
Development



3
Clustered/Conservation
Development

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AIR POLLUTION

While air and light pollution often occur as point-source pollution from a specific site, these pollutants affect the entire community. Automobile use, while inevitable, is a significant source of air pollution. High level policies can minimize excess vehicular, and by association, air pollution. Light pollution occurs when inefficient lighting for signs, landscaping, and streetlights directs light into the air and onto adjacent properties. Such requirements are often referred to as dark sky ordinance requirements, and often address elements such as maximum outdoor lighting wattages, heights of poles, and lamp shielding solutions. The following measures vary in the level at which they occur, but are all possible policies that could reduce air and light pollution Citywide:

- Encouraging centers of development, which decreases dependence on the automobile
- Encouraging interconnectedness of streets between neighborhoods and other types of development to minimize automobile trip length and congestion
- Interconnecting trails between and through developments - providing an alternative circulation system
- Requiring practices that minimize light pollution that could adversely affect Lubbock's nighttime environment and rural feel

SITE-LEVEL SUSTAINABILITY

The City should include development guidelines in the zoning ordinance to address sustainable design elements. Additionally, the City may wish to create a zoning district classification to encourage sustainable design that would require a certain number of sustainable design techniques selected from a menu-style listing to be integrated throughout the development. If this type of development is desirable, it could be encouraged through expedited review processes, waived fees, increased densities, and other adjustments of development regulations.

LOW IMPACT DESIGN

Low impact design (LID) is a development and engineering design approach intended to maintain the pre-development hydrology of an area even after the area has developed. The following strategies are high-level practices that can make development more compatible with the natural environment:

- Permeable concrete and pavers
- Green roofs
- Rain garden/bioretention
- Vegetated bioswale
- Rainwater harvesting
- Preservation of open space and drainage ways throughout developments

GREEN BUILDING STANDARDS

A sustainable building or site is one in which the design, construction, occupancy, maintenance and deconstruction of are accounted for in ways that promote energy, water and material efficiencies, while providing healthy, productive and comfortable indoor environments and long-term benefits to both owners and occupants. The term "green building" describes a way in which buildings and sites can be constructed and utilized to be more environmentally friendly on various levels, including energy conservation, water usage, and building materials. A variety of green building and infrastructure programs are in existence today – such as LEED (Leadership in Energy and Environmental Design), Envision, and Sustainable Sites, among others. Green building standards have been adopted by many municipalities, school districts, and commercial developers to enhance sustainability of their buildings. Examples of these standards may include high level guidelines such as:

- Choosing an environmentally sound location for the placement of buildings
- Reducing the need to drive
- Promoting healthy and active communities
- Using less land to create more benefits
- Protecting and improving water quality
- Conserving energy, water and other natural resources

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EXAMPLES OF SITE-LEVEL SUSTAINABILITY



1 Solar Power



2 Wind Turbines



3 Dark Sky-Compliant Lighting



4 Low-Flow Fixtures



5 Drip/Soaker Irrigation



6 Drought-Tolerant Landscaping



7 Cool Roofs



8 Building Orientation



9 Minimum Lot Coverage



10 Erosion Prevention



11 Infill Development



12 Permeable Surfaces



13 Recycled Materials



14 Bioswales



15 Drainage Ways

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RESILIENCY

Resiliency - The ability of a community to respond to and recover from adversity.

Many disasters, such as extreme weather, are generally expected to occur and are routinely planned for. Unfortunately, a modern-day reality in city management is that communities must be prepared for a large range of scenarios.

LUBBOCK COUNTY HAZARD MITIGATION PLAN

Lubbock County created a Hazard Mitigation Plan in 2015 with the aim to assess and mitigate potential threats to the community. The threats identified in the Plan were weather, wildfire, and dam failure.

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The following probabilities of each disaster were also identified:

- Thunderstorms – highly likely
- Tornadoes – 3 touchdowns every 2 years
- Winter storm – 1 per year
- Flooding – highly likely
- Drought – 1 per 7 years

There is always a possibility that a disaster can occur due to the combination of different hazards or from an unknown disaster (earthquakes, man made, bacteriological, etc.). Twelve recommendations came out of the Hazard Mitigation Plan, most of which will involve capital spending. However, one strategy directly ties to this Comprehensive Plan: **Implement and incorporate smart growth initiatives into approved Hazard Mitigation Plan and long term community development planning activities.**

The additional recommendations include:

- Widen Milwaukee Ave. and improve carrying capacity of floodwaters at Playa Lake 94.
- Enhance holding capacity of the dry side of John T. Montford Dam; implement a Mitigation Assessment Team (MAT).
- Install eight miles of gravity flow storm sewer pipe as part of the Northwest Lubbock Drainage Improvements project and to help maintain CRS rating for flood prevention.
- Replace regulatory and warning traffic signs, install breakaway poles within the City limits, and install pavement markings at intersections and school zones to mitigate flood velocity damage during flooding events.
- Study the current condition of the intake tower bridge and structure at John Montford Dam; stabilize and harden structure if movement has occurred within the surrounding soils.
- Retrofit pump station emergency electric generators with automatic switchover capabilities at water booster pump stations.
- Purchase emergency generators as backup in disasters and power outages to start Water and Wastewater pumps in compliance with TCEQ regulations.
- Purchase two Humvee rescue response vehicles that can be used by Police Department during severe weather events or wildfire.
- Complete and implement Emergency Action Plans for Montford Dam and Canyon Lake Dams #2 and #3.
- Purchase permanent emergency generators for the City's water system throughout the community as backup in disasters and severe weather events.

FEMA FUNDING OPPORTUNITIES

Prevention

- Assistance to Firefighters Grant Program
- Pre-Disaster Mitigation Grant
- Preparedness (Non-Disaster) Grant
- Center for Faith-Based & Neighborhood Partnerships

Mitigation

- Assistance to Firefighters Grant
- Hazard Mitigation Grant
- Pre-Disaster Mitigation Grant
- Flood Mitigation Assistance

Recovery

- Center for Faith-Based & Neighborhood Partnerships
- Disaster Legal Services
- Crisis Counseling and Funeral Assistance
- Individual Disaster Assistance
- GLO-HUD Disaster Recovery Program

SMART GROWTH

Smart Growth is an approach to development that encourages a mix of building types and uses, diverse housing and transportation options, development within existing neighborhoods, and community engagement. While some Smart Growth strategies occur in Lubbock's existing regulations, the City does not have a formal Smart Growth policy where these elements are identified as a sustainability mechanism. These components include:

- Mix land uses
- Compact design
- Housing choices
- Walkability
- Preserve open space
- Infill
- Transportation choices
- Fair development decisions
- Stakeholder and community collaboration



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Emergency Room



HEALTH AND WELLNESS

Many chronic diseases, such as obesity, heart disease, certain forms of cancer, stroke, and Type 2 diabetes, are often preventable through healthy nutrition and regular physical activity. Improving the health of a community involves two aspects of local government planning: public policies and community design. **Community health is directly tied to land use, transportation, and mobility/connectivity.** Several key elements of healthy communities are discussed within this Plan, specifically:

- Enabling and encouraging exercise through connectivity and recreational amenities
- Improving access to healthy foods as well as community resources
- Improving access to public transportation

EXISTING CONDITIONS

The County Health Rankings and Roadmaps Program was initially maintained by the Center for Disease Control (CDC). A summary of Lubbock County's 2018 information is provided in the adjoining table. Overall, Lubbock has a higher prevalence of negative health behaviors but a higher level of clinic care. To see the unabbreviated information, please visit: <http://www.countyhealthrankings.org/app/texas/2018/rankings/lubbock/county/outcomes/overall/snapshot>.

PLANNING EFFORTS

The Mayor's Fitness Council is a collaboration between Texas Tech University Health Sciences Center (TTUHSC), Garrison Institute on Aging, and the City of Lubbock to promote nutrition and healthy living. To see more information, please visit: <https://fitcitylbk.us/>

Category	Lubbock County	Texas
Health Behaviors		
Adult smoking	16%	14%
Adult obesity	30%	28%
Physical inactivity	27%	24%
Access to exercise opportunities	90%	81%
Alcohol-impaired driving deaths	35%	28%
Sexually transmitted infections	720.5	523.6
Teen births	39	41
Clinical Care		
Uninsured	17%	19%
Primary care physicians	1,280:1	1,670:1
Dentists	1,850:1	1,790:1
Mental health providers	780:1	1,010:1
Preventable hospital stays	47	53
Diabetes monitoring	82%	84%
Mammography screening	54%	58%
Social & Economic Factors		
Children in poverty	22%	22%
Income inequality	4.6	4.9
Children in single-parent households	38%	33%
Social associations	9.1	7.6
Violent crime	729	408
Injury deaths	69	55
Residential segregation - black/white	45	54
Physical Environment		
Air pollution - particulate matter	8.2	8
Drinking water violations	Yes	
Severe housing problems	20%	18%

Source: www.countyhealthrankings.org

RECOMMENDATIONS



1. COMPILE A DATABASE OF LOCAL PHILANTHROPIC INITIATIVES.

Compile a database of the medical community’s existing local philanthropic initiatives and coordinate with them to spread awareness of, or co-sponsor, these programs.



2. IMPLEMENT AND INCORPORATE SMART GROWTH INITIATIVES.

As recommended by the County’s Hazard Mitigation Plan, implement and incorporate smart growth initiatives into long term community development planning activities. Perform a diagnostic assessment of the Zoning Ordinance and update as needed to consider Smart Growth principles.

- Reference the Future Land Use Plan when making land use decisions to organize land uses in an equitable and sustainable pattern.
- Perform a diagnostic assessment of the Zoning Ordinance and update as needed to identify necessary policy changes to integrate low-impact development, energy conservation, open space preservation, and other environmental sustainability principles.
- Identify and protect key areas, linkages, and features that can be added to the network of natural and open space.



Hazard Mitigation Plan

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3. CREATE A PROCESS FOR SAFETY-RELATED EXPENDITURES

Create a process to identify, prioritize, and fast track safety-related expenditures. Consult a grants coordinator to review available public safety-related funding mechanisms for training, equipment, or public improvements.



4. CONTINUE TO CONSIDER DISASTER PLANNING PRACTICES IN DAILY AND LONG-RANGE PLANNING.

Conduct periodic reviews and updates of weather-related emergency response plans, including whether existing plans adequately address changing risks to the community.

- Review and revise of building codes relating to storm, fire, earthquake, and flood-resistant design. Establish minimum mandatory standards for public buildings.
- Establish guidelines on drought and fire-resistant vegetation. Conduct routine brush clearing.
- Consider emergency response capabilities of closest fire station when establishing development height and density standards
- Develop a geo-referenced database of the type of disaster events that have occurred in the County as the first step to develop future local action plans. Provide training to City staff on how to mitigate the impact of disasters.



**Hazard
Mitigation
Plan**

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5. STUDY COMMUNITIES WITH HEALTH AND WELLNESS PLANS AND CREATE A DATABASE OF COMMUNITY HEALTH INDICATORS.

Study peer communities with Health and Wellness Plans and consider whether a similar initiative could be mutually beneficial to Lubbock and the local hospital systems. Create a database of community health indicators (i.e. health behaviors, access to care, socioeconomic factors, environmental conditions, etc.) and set annual goals to address priority locations.



6. COLLABORATE WITH LOCAL ENTITIES ON PUBLIC HEALTH INITIATIVES.

Continue to collaborate with entities such as the hospital systems, independent school districts (ISDs), and neighborhood groups through initiatives such as the Mayor's Fitness Council and Healthy Lubbock (TTU). Identify ways to celebrate and expand Lubbock's commitment to healthy communities.



*Hazard
Mitigation
Plan*

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CHAPTER 8

—PARKS, TRAILS & OPEN SPACE—



INTRODUCTION

The purpose of this chapter is to provide recommendations regarding major policies pertaining to the recreational needs of Lubbock. There are over 80 parks in Lubbock. Park amenities include playgrounds, picnic tables, park shelters, walking tracks, basketball courts, volleyball courts, tennis courts, dog parks and disc golf courses. Recreation amenities include community and adult activity centers, pools, athletic complexes, Safety City, and a tennis center.

Recreation opportunities within a community are one of the most important contributions to the quality of life that all residents deserve. Lubbock prepared and adopted a Parks, Recreation and Open Space Master Plan in 2011. The primary focus was directed to developing a comprehensive inventory of all City park and open space resources and recommendations regarding recreational programming. The 2011 Plan was expanded in 2016 but never formally adopted.

PARK NEEDS

The recreational needs within the City were determined using several methods. One method was a community-wide survey asking residents what types of facilities and programs they wanted.

The following are highlights of the survey used as part of the 2016 update:

- Continue to focus on larger parks since they are more efficient to maintain.
- Maintain existing park facilities and ensure funding to do so.
- Increase the ability to walk to park and open space areas.
- Neighborhood parks and walking trails were the #1 and #2 needs/ desires.

ISSUE IDENTIFICATION

- Maintaining and funding existing parks
- Meeting local desire for neighborhood parks and trails
- Maintaining level of services as growth continues

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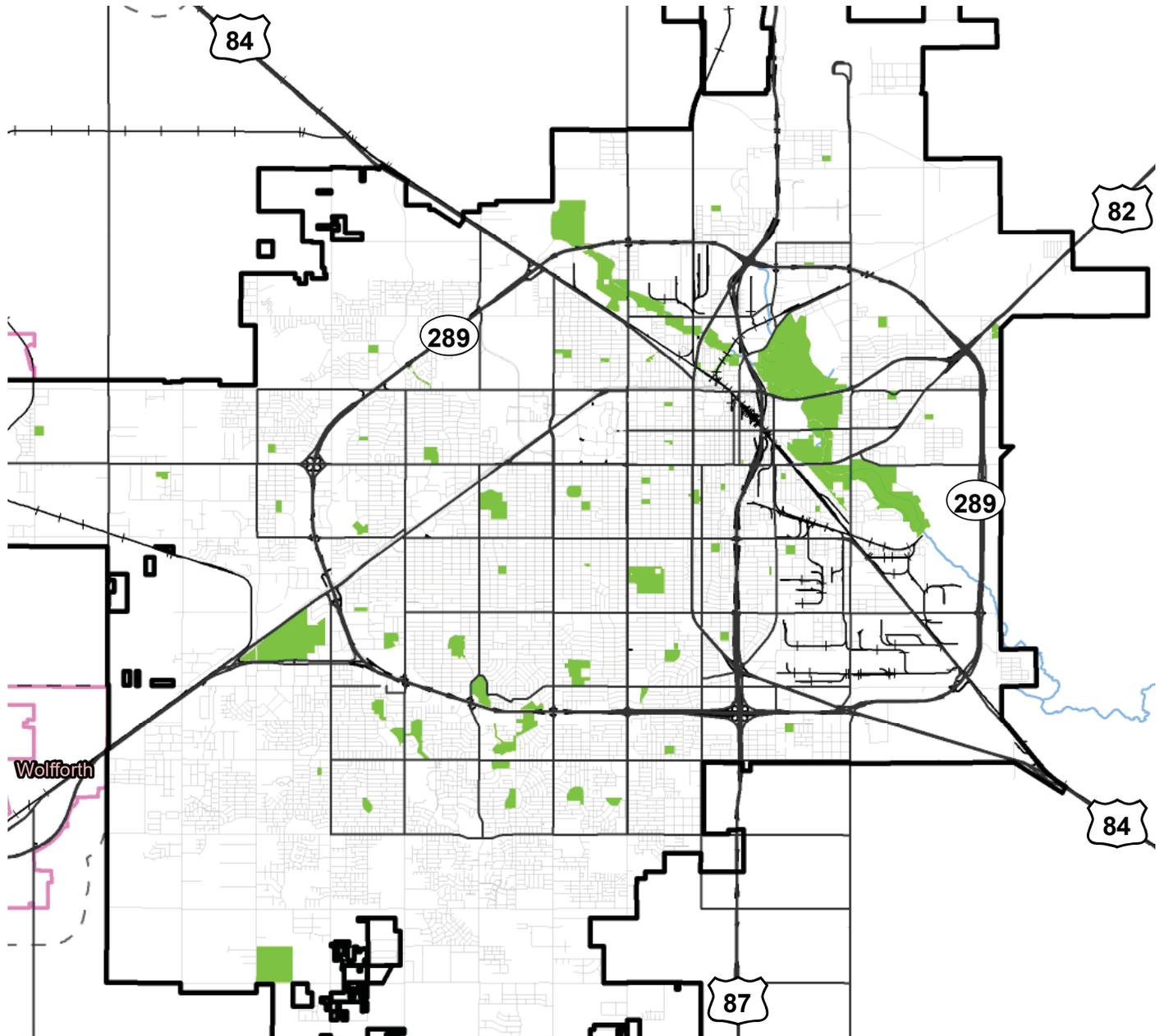


Figure 8.1: Existing Parks

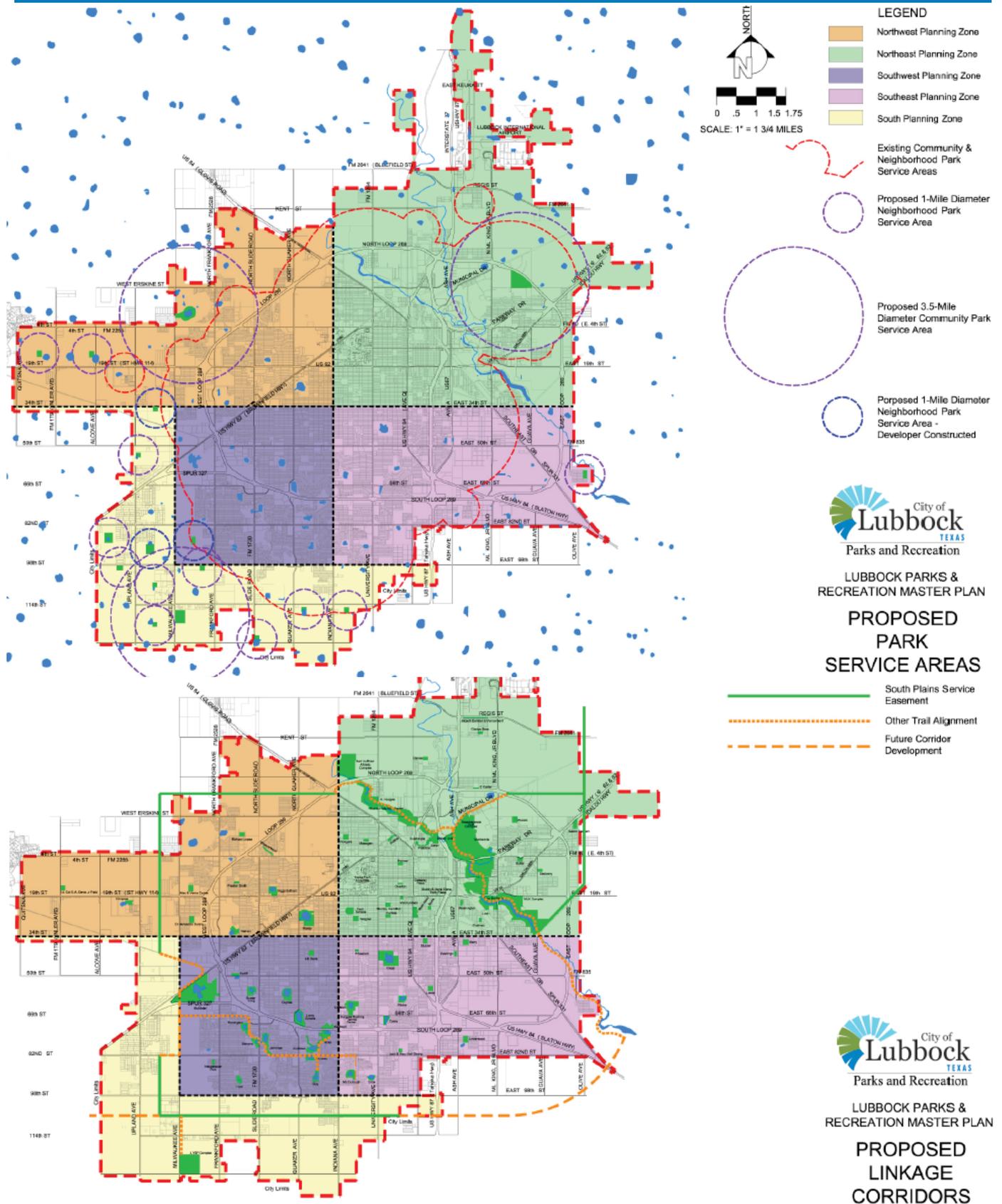
STRATEGIES

The proposed strategy for providing recreational and open space opportunities is centered around three overlapping concepts.



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2011 PARKS & RECREATION MASTER PLAN PROPOSALS



Lubbock's 2011 Parks & Recreation Master Plan proposes 18 new parks, including three community parks, to enhance park access throughout the City. The Plan also proposes a network of on and off-street trails running through the Canyon Lakes and connecting to/through northern, western, and southern Lubbock. **DRAFT 09/26/2018**



COMMUNITY/REGIONAL PARKS

LARGER PARKS

Community parks should be focused on serving a broad population to meet the recreational needs for a large geographic section of the community. Regional parks are even larger and often serve the entire community and surrounding areas. Both kinds of parks include a wide range of active and passive recreation opportunities and may also serve to preserve natural resources including creeks, playas, slopes, greenbelts, or floodplain areas. Parks of this size are beneficial because they provide more amenities in one location than a neighborhood park would be able to and are more cost-effective for cities to maintain a few large parks than many smaller ones.

COORDINATION WITH SCHOOL DISTRICTS

Public schools, elementary schools in particular, and parks both provide recreational opportunities to the community. Schools and parks are often located close, or even next to, each other - even though both are open to the public and often feature similar amenities. When school districts and cities coordinate their plans to build such amenities, they can often find opportunities to partner in their efforts, which can net more parkland and reduce maintenance costs.

NEIGHBORHOOD PARKS AND PLAYA LAKES

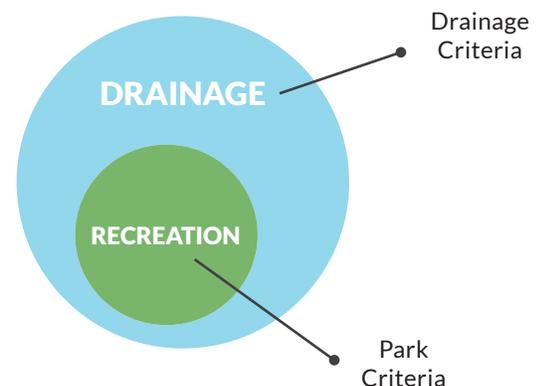
A VISION FOR THE PLAYA LAKES

There are hundreds of playa lakes throughout Lubbock. The lakes serve an important natural drainage function and are an iconic staple of Lubbock's climate. However, there is not a uniform policy for managing the playa lakes, and each one is addressed as needed on a case-by-case basis. Formulating a city-wide vision for the playa lakes will help the City better and more uniformly address issues surrounding the lakes as they occur. Formulating a vision for the lakes will also provide predictability and consistency for developers. Many of the playa lakes are an opportunity to be developed into parkland.

PLAYA LAKE CRITERIA

All playa lakes serve a drainage function, but not all are appropriate for the development of parkland. The ongoing Stormwater Master Plan includes updates to the existing Drainage Criteria Manual (DCM) and Master Drainage Plan (MDP), with the goal of facilitating responsible cost effective development, making the development review process more user friendly, and leveraging technology to provide improved resources. New criteria relating to playa classification and dedication have been updated with the City's draft DCM to address development requirements around playas. Improved and clarified criteria involving development near overflow and non-overflow playas is intended to prevent or reduce large infrastructure expenses in the future by promoting responsible and best practice development.

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This concept will impact how Lubbock formulates standards for requirements or qualities appropriate to accept as part of a Parkland Dedication Ordinance. Playa dedication requirements are being evaluated to outline and clarify the requirements for creation of both recreational needs and stormwater basins. The concurrent effort of the Playa Dedication Manual update and the Parks, Recreation and Open Space Plan will set drainage policies as development occurs. Criteria that might impact suitability of a playa for parkland dedication will likely include acreage, slope, location of the site, and floodplain.

PARKLAND DEDICATION ORDINANCE (PDO)

When new residential development occurs, cities in Texas are permitted to recoup future costs for municipal services, including parks, from developers. Using a predetermined ratio of parkland per capita, a PDO requires land or a fee-in-lieu-of based on the number of units planned for development. According to the Recreation, Parks, and Tourism Science Extension Service at Texas A&M University, more than 45 cities across Texas utilize PDOs to ensure that they are able to provide a sufficient amount of parks, trails, and facilities for residents. Best practices in parkland dedication ordinances include:

- Requiring a fee-in-lieu-of so that the City may streamline its park planning efforts.
- If land dedication is allowed, specifying the requirements for such dedications, including minimum acreage and location.
- Fees for facilities, such as playground equipment, benches, or restrooms.
- Playa lakes should have either a drainage function or a drainage/recreational function.

CONNECTIVITY

CONNECTING PLACES AND NEIGHBORHOODS

Existing bike or pedestrian connections are discussed mainly in the Transportation chapter. As discussed there, many of the existing bike and pedestrian facilities in Lubbock are concentrated within the loop, and most heavily concentrated in the Central Business District and around TTU. Please refer to the Transportation chapter for recommendations pertaining to this strategy. It is important for the parks system to be linked through non-vehicular mobility.

LEVERAGING EXISTING CONNECTIONS

Develop a bike trail between TTU, Downtown, Canyon Lakes, and special districts (i.e. Depot District, Overton, etc.) As new sidewalks, trails, and bike lanes/paths are constructed in under-connected areas, the City can maximize its investment by linking this new development to existing connections inside of the loop. To further enhance the existing non-motorized network, a Master Bike Plan within Lubbock's core should be implemented.

CONNECT UTILITY EASEMENTS IN NEW DEVELOPMENTS

Extensive utility easements in newer areas of Lubbock present another opportunity for the development of off-street trails. These efforts will be maximized if trails in easements are connected to each other and their adjacent neighborhoods, parks, schools, and retail areas.

NEW DEVELOPMENT

Lubbock still has vacant land within the City limits that is anticipated to develop as residential. It is important to ensure that these areas are well-designed and connected to the rest of the City.

- Encourage smaller blocks in new developments to improve walkability. Except where necessary, such as a conservation or clustered development, limit cul-de-sacs in new developments to improve connectivity.
- To prevent monotony in housing design, require that the same housing façade can only be used every five to six houses.
- Secondary access or connectivity to other subdivisions should be installed for safety and traffic flow reasons.

DESIGNING FOR CONNECTIVITY

From bicyclists and pedestrians to school buses, emergency vehicles, and commuters, everyone benefits from neighborhoods that are well-designed and well-connected. New development along arterials and collectors should be connected to adjacent residential areas so that driving isn't necessary for those in the vicinity.

RECOMMENDATIONS



1. CONDUCT A FULL UPDATE ON THE PARK PLAN.

This update should consider both the continued maintenance of existing parks and the need for new parks and recreational amenities as the City grows in population and incorporates more land. The update should be reviewed by a Grant Coordinator to ensure that the Plan can be used to help the City pursue State and Federal grant money. Any update should include the recreational and playa lake shared use concept described herein. The City should consider including policies in the new Parks Master Plan for developing larger park sites. By building large parks, overall maintenance costs can be managed better and possibly reduced. When the Parks Master Plan is updated and new parks sites are identified, the Future Land Use Map should be updated to reflect those locations.



2. COORDINATE WITH LOCAL SCHOOL DISTRICTS.

Coordinate with the local school districts to identify locations where parkland, facilities, and maintenance costs can be shared.

- Maintain a map or database of all City parks that are within ¼-mile of a school playground. When a new public school is being considered, coordinate with the Independent School Districts (ISDs) to determine whether resources can be shared to purchase, develop, or maintain facilities.
- Work with corresponding ISDs to create an action plan for situations where an existing school and existing park are adjacent to each other.





3. LEVERAGE THE PLAYA LAKES.

Leverage Lubbock’s numerous playa lakes as sites for new parks when a lake’s location, topography, size, and condition make it a feasible park site for the City.

- Formulate standards that identify the conditions in which the City will accept a playa lake and adjacent land for the use of parkland.
- Incorporate the City’s Stormwater Master Drainage Plan prior to the purchase, acquisition, or development of a new park around or adjacent to a playa lake.



4. DEVELOP AND ADOPT A PARKLAND DEDICATION ORDINANCE.

Develop and adopt a Parkland Dedication Ordinance (PDO). This action item should be a part of the subdivision process and should be addressed in the update of the Unified Development Code.

- Review existing PDOs in Texas and consult studies from institutions such as the Texas A&M RPTS Extension Service to identify the best practices that are appropriate for Lubbock. Regular updates should be given to the Parks Advisory Committee, P&Z, and City Council.
- Formally adopt a parkland dedication ordinance as a part of the subdivision regulations.
- Train the appropriate staff on the implementation of the program and assessing the fees. For example, all proposed land dedication that includes a playa lake should be subject to suitability criteria.



*Park/Playa
Stormwater
Design and
Connectivity*



*Enhance
Canyon Lakes*

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5. CREATE A VISION PLAN FOR CANYON LAKES.

Create a Vision and Master Plan for the Canyon Lakes with the purpose of consolidating planning and oversight of the Canyon Lakes (including parks, amenities, easements, playa lakes, and museums) and establishing a long-term vision for the region. It is recommended that this effort be undertaken in conjunction with the recommended Park Plan update. Additional elements of this plan should:

- Review and update the Canyon Lakes Policy Zone.
- Review and incorporate applicable elements of any neighborhood plans from Eastern Lubbock neighborhoods.



6. DEVELOP CONNECTIVITY THROUGHOUT THE CITY.

Create a city-wide Trail Plan with the goal of connecting places and neighborhoods. It is recommended that this effort be undertaken in conjunction with the recommended Parks, Recreation and Open Space Plan update. Additional elements of this plan should:

- Perform a diagnostic of the City’s existing trail system.
- Identify the connectivity needs and opportunities of Lubbock’s districts, neighborhoods, and destinations that could be addressed or enhanced by the trail system.
- Review the Transportation chapter and Thoroughfare Plan of this Comprehensive Plan for alignment with the recommendations for bike lanes and sidewalks.
- Identify opportunities to leverage utility easements.
- Identify funding sources, such as the Safe Routes to School program, to fund and construct sidewalks between schools and neighborhoods.
- Incorporate the Bicycle and Pedestrian Master Plan prepared by the Metropolitan Planning Organization (MPO) in 2018.



*Park/Playa
Stormwater
Design and
Connectivity*



*Enhance
Canyon Lakes*

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CHAPTER 9

IMPLEMENTATION

IMPLEMENTATION PLAN

The Implementation Plan describes how the City of Lubbock takes the recommendations in this Plan from vision to reality. The importance of planning cannot be overstated—planning provides for the protection of private property and ensures future development occurs in a coordinated and organized fashion.

The future of Lubbock will be shaped using the policies and recommendations developed in this Plan—decisions will be made that will influence many aspects of the City’s built and social environments. The future quality of life in Lubbock will be substantially influenced by the manner in which Comprehensive Plan recommendations are administered and maintained. Planning for the City’s future should be a continuous process, with this Plan being modified and updated periodically to remain relevant. The Plan policies and recommendations may be implemented through adopted development regulations, such as zoning and subdivision ordinances, and through capital improvement programs. Many recommendations within the Plan can be implemented through simple refinement of existing regulations or processes, while others may require the establishment of new regulations, programs, or processes. There are also recommendations that will involve additional community input and the continued support of local organizations and private partnerships. Implementation is an internal process, and oversight can be assigned to an individual or department within the City, such as the City Manager or Planning Department. The appointed entity may find it useful to conduct an alignment exercise - a process in which all applicable plans, policies, and projects are identified; their content, links to the Comprehensive Plan, and links to each other are mapped; and a comprehensive road map is developed so that the right actions are executed in the most efficient order.

KEEPING IT UPDATED

The Comprehensive Plan is meant to be a living document that allows flexibility for political, economic, physical, technological, and social conditions, as well as any other unforeseen circumstances that may ultimately influence and/or change the priorities and perspective of the community. To ensure that the Plan continues to reflect the goals of the community and remain relevant, the Plan must be reviewed on a regular basis to ensure that its elements are still appropriate and the associated guiding principles, policies and recommendations are still applicable.

ANNUAL PROGRESS REPORTING

Once the Plan is adopted, an appointed committee, such as the Planning and Zoning Commission or a CPAC Standing Committee, with the assistance of the planning staff, should prepare a yearly progress report for presentation to the Mayor and City Council. This practice will ensure that the Plan is consistently reviewed and any necessary changes or clarifications are identified. It is also important to provide ongoing monitoring between the Plan and the City’s implementing regulations to maintain consistency among all documents. The City Council may wish to dedicate one meeting a year to review, celebrate, and publicize elements of the Plan that have been implemented in the last year, as well as set priorities for the following year.

FIVE-YEAR UPDATE / EVALUATION REPORT

Every five years the City Manager’s Office or Planning Department should prepare an evaluation report, with input from various City departments, and present the findings to the Planning and Zoning Commission. The report should evaluate the existing plan and assess how successful it has been in achieving the community’s goals. The purpose of the report will be to identify the Plan’s successes and shortcomings, look at what has changed over the last five years, and make suggestions on how the Plan should be modified to best accommodate those changes.



IMPLEMENTING THE PLAN

PROACTIVE AND REACTIVE IMPLEMENTATION

There are two primary methods of plan implementation: proactive and reactive methods. To successfully implement the Plan and fully realize its benefits, both methods must be used in an effective manner. Examples of both proactive and reactive actions that may potentially be utilized by Lubbock are described below.

PROACTIVE METHODS

Developing a capital improvements program (CIP), by which the City expends funds to:

- Finance public improvements to meet strategies cited within the Plan
- Update zoning regulations
- Update subdivision regulations

REACTIVE METHODS

Approving a rezoning application submitted by a property owner consistent with the:

- Comprehensive Plan
- Site plan review
- Subdivision review
- Planning transportation routes

EDUCATION AND TRAINING

A necessary first step should be to conduct individual training workshops with the Planning and Zoning Commission, City Council, and key staff members who have an individual and collective role in plan implementation. Training initiatives should include:

- Discussion of the roles and responsibilities of each individual entity, and its function with regard to Plan implementation
- A thorough overview of the entire Plan, with particular emphasis on the segments that most directly relate to their responsibilities and purposes
- Implementation tasking and priority-setting, that allows each group to establish their own one-, two-, and five-year agendas
- Facilitation of a mock meeting to display the effective use of this Plan's policies and recommendations
- A concluding question-and-answer session



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IMPLEMENTATION MATRIX

Implementation is the most important, yet one of the most difficult, aspects of the planning process. Without a full understanding of what is required for implementation, recommendations within this Plan may never become realized. Recommendations have been directly derived from the Big Ideas identified in Chapter 2 of this Plan, as well as by the goals and strategies outlined at the end of each chapter. To better understand the recommendations, they have been organized into a matrix identifying each broad goal, actions informing how the goal should be carried out, which entities may be involved in the implementation, the general cost to implement the recommendation, and the timeframe in which each recommendation should be assigned a champion for implementation. Also included in the matrix is a corresponding chapter for the location of the recommendation within the Plan. The following paragraphs explain the different elements of the Implementation Matrix.

GOALS

The symbol representing each of the guiding principles initially described in Chapter 2 are listed for each related recommendation. Showing the relationship between the recommendations and guiding principles ensures the purpose for each recommendation fulfills the ultimate goals and vision of the Comprehensive Plan.

RESPONSIBLE ENTITIES

Responsible entities are key City departments or related entities that can take the lead or a part of a collaboration to achieve the recommendation. All of the entities may not participate in the implementation of the recommendation; however, they have been identified as departments with a significant influence on areas associated with the recommendation.

RECOMMENDATIONS

Recommendations are the charges, policies, and initiatives designed to address the primary goals or carry out the strategies discussed in each Plan chapter. The method(s) may take the form of an action, a policy, or include a funding mechanism. A recommendation may involve one or multiple strategies. Actions listed in the matrix are a collection of the major recommendations made throughout the Plan. It is important to recognize that all of the recommendations in each chapter “inform” those listed in the matrix.

COST

Cost identifies the potential cost to complete the recommendation.

The following describes the symbology for estimated cost.

- \$\$\$\$ > \$2,000,000
- \$\$\$ = \$500,000 - \$2,000,000
- \$\$ = \$100,000 - \$500,000
- \$ < \$100,000

STRATEGY

The strategies describe how the recommendation will be carried out. The method may take the form of an action, a policy, or include a funding mechanism. A recommendation may involve one or multiple strategies.

- Action: An initiative taken by the responsible entities
- Policy: A principle which guides regulatory and process decisions
- Funding: An action with an accompanying financial mechanism (i.e., CIP, bond, grant, budget item, etc.). **DRAFT 09/26/2018**

TIMING

Although all recommendations are important, the recommended priorities should be undertaken as soon as possible. Some may not be completed but all of the priorities should be started within two years.

Goal	Recommendation	Responsible Entity	\$	Timeline
<p>A. Revise the zoning and subdivision ordinances to implement the Comprehensive Plan recommendations. Consider a Unified Development Code (UDC) to combine all regulations and standards into one document.</p>	<ol style="list-style-type: none"> 1. Match new zoning districts to the Future Land Use Plan Map categories. 2. Develop new adjacency and performance standards. 3. Develop non-residential appearance standards. 4. Review the Canyon Lakes ordinance and updated as needed 	<ul style="list-style-type: none"> • Planning Department 	<p>\$\$</p>	<p>Priority 1-2 years</p>
<p>B. Refine and incorporate the commercial/retail node concept.</p>	<ol style="list-style-type: none"> 5. Develop appropriate uses and location policies for development along collector and major arterial frontages. 	<ul style="list-style-type: none"> • Planning Department 	<p>\$</p>	<p>Priority 1-2 years</p>
<p>C. Incorporate the revised thoroughfare paving cross sections into the subdivision ordinance. Integrate the alignment/platting criteria into all staff recommendations.</p>	<ol style="list-style-type: none"> 6. Evaluate all development requests based on the Thoroughfare Plan. 7. Apply access management standards. 8. Apply “right sizing” criteria to all new construction. 9. Develop a long term maintenance strategy for roadways. 	<ul style="list-style-type: none"> • Engineering Department 	<p>\$\$</p>	<p>Priority 1-2 years</p>
<p>D. Develop an impact fee program for financing roadways.</p>	<ol style="list-style-type: none"> 10. Appoint a Capital Improvement Advisory Committee to make recommendations regarding impact fee policy and use. The Committee should consider adding water and wastewater impact fees to the program. 	<ul style="list-style-type: none"> • Engineering Department and City Council 	<p>\$\$</p>	<p>Priority 1-2 years</p>
<p>E. Continue economic development initiatives with minor changes.</p>	<ol style="list-style-type: none"> 11. Evaluate alternative LEDA funding. Convert to Type A/B, 1/8 cent sales tax. 12. Free up all or a portion of 2.1 cent property tax currently used for Market Lubbock. 13. Evaluate downtown streetscape requirements. Remove present conflicts to encourage vertical mixed-use. 14. Continue to improve aesthetics along the corridors to the airport. 	<ul style="list-style-type: none"> • LEDA and City Council 	<p>\$</p>	<p>Priority 1-2 years</p>

Goal	Recommendation	Responsible Entity	\$	Timeline
<p>F. Re-examine and update current annexation and growth policies.</p>	<p>15. Discourage further urban density developing outside of the city limits. 16. Promote development where there is adequate infrastructure already existing. 17. Develop incentives to encourage/promote development where infrastructure already exists. 18. Use impact fees to direct growth in the urban core areas of Lubbock. 19. Pursue a comprehensive fiscal impact analysis of existing development patterns to inform future growth policies.</p>	<ul style="list-style-type: none"> City Council, Planning Department, and Engineering Department 	<p>\$\$</p>	<p>2-5 years</p>
<p>G. Encourage placemaking in and around Texas Tech University, downtown, and the Canyon Lakes areas.</p>	<p>20. Develop branding and streetscape enhancements. 21. Support existing corridor plans and the development of new plans. Schedule more public events downtown.</p>	<ul style="list-style-type: none"> City Council, Planning Department, and Engineering Department 	<p>\$</p>	<p>2-5 years</p>
<p>H. Incorporate the cultural recertification study.</p>	<p>22. Work with the Lubbock Arts Council, Texas Tech University, and Lubbock Entertainment and Performing Arts and Sciences groups to ensure recertification. 23. Consider building a Cultural District visitor center at the LHUCA Center. 24. Formally meet with cultural district stakeholders on an annual basis. 25. Support the recommendations of the Cultural District Corridor Master Plan.</p>	<ul style="list-style-type: none"> City Council, Lubbock Arts Alliance, and others 	<p>\$</p>	<p>Priority 1-2 years</p>
<p>I. Enhance the Canyon Lakes area.</p>	<p>26. Streamline and remove conflicts in existing plans. 27. Consolidate planning with amenities and other neighborhood and corridor plans proposed. 28. Include as part of a new/updated Park Master Plan. 29. Review and update the Canyon Lakes Policy Zone.</p>	<ul style="list-style-type: none"> Parks Department and Planning Department 	<p>\$</p>	<p>2-5 years</p>

Goal	Recommendation	Responsible Entity	\$	Timeline
J. Continue to enhance downtown.	30. Streamline and remove development requirements and inconsistencies. 31. Prepare a diagnostic report/assessment of needed tasks.	<ul style="list-style-type: none"> LEDA and Planning Department 	\$	5-10 years
K. Formally initiate a Lubbock Neighborhood Planning Program. The neighborhoods in Eastern Lubbock should be the first included.	32. Develop a series of neighborhood plans for East Lubbock. 33. Include extensive public engagement with both citizens at large and East Lubbock stakeholders.	<ul style="list-style-type: none"> Planning Department 	\$	Priority 1-2 years
L. Create design standards and gateway designations for key areas.	34. Identify major corridors which need special design guidelines, amenities, intersection treatments, and gateway demarcations. 35. Develop a specialized study strategy for the IH 27 corridor as part of the neighborhood plans created for East Lubbock.	<ul style="list-style-type: none"> Planning Department 	\$	2-5 years
M. Create a Vision Plan for the integration of playa lakes for recreational needs, and drainage criteria.	36. Develop park development guidelines for the type of park facilities that would be needed. 37. Develop and incorporate Playa ordinance criteria into the Subdivision Ordinance. 38. Connect new Playa/Park areas to neighborhoods. 39. Prepare a Park Dedication Ordinance (PDO). 40. Conduct a full update of the existing Parks Master Plan.	<ul style="list-style-type: none"> City Council, Planning Department, Parks Department, and Engineering Department 	\$	Priority 1-2 years

RECOMMENDED PLAN PRIORITIES

Although all recommendations made throughout the Comprehensive Plan are important to the vision of Lubbock, some should be initiated as soon as possible. The following are deemed the most important policies/actions within this plan:

- Development of a well thought out impact fee program for the funding of roadway projects. Consideration should be given to include water and wastewater impact fees to the program. The program should be overseen by a Capital Improvement Advisory Committee (CIAC).
- Revise the zoning, subdivision, and other related land development ordinances into a Unified Development Code (UDC) to match the planning and engineering goals of the Plan to an implementation mechanism.
- Begin a formalized neighborhood planning program. The neighborhoods in Eastern Lubbock should be the first included in such a detailed study, followed by Northern and Central Lubbock.
- The Texas Tech University, Broadway, Downtown, and Canyon Lakes areas are some of the most important corridors within Lubbock. The City should formally adopt the Cultural Arts District Corridor concept and extend it to the Canyon Lakes area. The proposed district should be enlarged to include other key destinations and Texas Tech University buildings. Downtown needs a clean approach to public and private improvements. It will be important to revisit these existing requirements to remove inconsistencies, prepare a new Capital Improvements Plan, and encourage reinvestment in downtown.
- Linking the Playa Lake recreational opportunities with new stormwater drainage criteria now being developed is important to not only to the quality of life enjoyed in Lubbock but to also allow the development of new areas to continue. Using Playa Lakes for dual programs, recreation and drainage, is cost effective. The City must also consider a Park Land Dedication Ordinance to fully ensure new parks are available in developing portions of Lubbock and building larger parks where possible.

IN CONCLUSION

With the adoption of this Plan, the City of Lubbock and its partners have taken a major step toward achieving the vision its citizens and business leaders have established herein. Attaining this vision will require a sustained effort by all participants in the planning process, but the results of combined efforts will yield benefits that future residents and businesses will enjoy. It cannot be accomplished all at once, and some portions of the Plan must be implemented each year. However, the cumulative effect of this approach will be evident decades from now.

“Good plans shape good decisions. That’s why good planning helps to make elusive dreams come true.”
Lester Robert Bittel, Writer



DRAFT 09/26/2014



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APPENDIX

APPENDIX

The following documents are supportive of the recommendations and strategies in this Plan. These documents are available to the public at the City of Lubbock Planning Offices.

- Results of online survey
- Polling exercise results from CPAC meetings



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