



Chapter 3

An Integrated Land Use Vision



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An Integrated Land Use Vision



LAND USE AND DEVELOPMENT PRINCIPLES

The research and community engagement summarized in Chapter Two drives the following nine land use and development principles. These principles are the criteria for land use decisions, and should be applied to all development projects.

1. Development should be contiguous and fiscally responsible

Contiguous and compact development, similar to the city's historic patterns, helps preserve the character of Midland as it grows. This type of development reduces costly infrastructure extensions such as water, sewer, and roads by developing on under-utilized infill properties or in strategic areas adjacent to existing development. Contiguous development minimizes travel distances and encourages development that is more accessible to both pedestrians and cars.

2. Policies and decisions should support appropriate infill development

Infill development supports the economic value of Midland's existing neighborhoods by promoting investment in established areas with existing capital assets, rather than solely at the fringe. Infill development helps make full use of existing infrastructure, thus limiting unnecessary expansions and their associated expense. Such developments are appropriate when they respect the character of the surrounding neighborhoods.

3. Development will preserve draws and flood zones

Preserving these natural features can protect property values for adjacent and downstream developments, enhance and connect the park system, and reduce flash-flooding by providing more natural areas for water to be absorbed. A network of natural preserve areas would enhance community character and allow Midland residents to have better access to nature.

4. Land use policies and regulations should support diverse housing choices

Residents have expressed a clear desire for more diverse housing options, at prices that more people can afford. At the same time, housing needs and preferences are diversifying. The Baby Boomer and Millennial generations are demonstrating a growing preference for smaller lot homes and multi-family housing, in addition to a continued interest in traditional single family homes. A mix of entry level housing options will be important to recruiting young Midlanders back to the city.



5. Plan for community amenities such as parks and schools

Parks, open space, schools, and other public places can serve as neighborhood focal points that promote community activity, personal interaction, a sense of place, and ultimately a sense of ownership in the community.



6. Development and redevelopment should be built around a continuous transportation system that incorporates all types of transportation

A network of streets, trails, and pedestrian paths should provide safe, efficient connectivity and accommodate a diverse set of mobility needs and preferences. Although not every street can or will accommodate all modes of transportation, Midland residents want to see more bike and pedestrian options.





7. Land use decisions should not detract from public safety and should minimize hazards

Land use decisions have a wide variety of effects on public safety and hazard mitigation. Preserving natural drainage-ways to manage stormwater minimizes the risk of injury and property damage due to flooding. A well-connected transportation network promotes better emergency service provision and evacuation routes in case of large-scale hazards. A mixture of land uses within neighborhoods enhances security by creating activity and “eyes on the street” throughout the day.



8. Land use policies and regulations should create and support balanced neighborhoods

Residents often spoke of the need for a greater sense of “neighborhood.” Balanced neighborhoods provide residents with easy access to a variety of places to live, shop, work, play, and engage in community life. Mixing compatible uses, such as a corner store or school in a residential neighborhood, creates a sense of community and promotes efficiencies in infrastructure and travel times. Balanced neighborhoods offer a variety of housing options, access to open space, and contain activity centers such as parks, schools, civic centers, or commercial areas that are well connected to surrounding neighborhoods. Appropriate transitions should be made between higher intensity uses, such as industry, and lower intensity uses, such as homes.



9. Make decisions in a transparent and collaborative manner

Land use and environmental decisions should be made through a transparent process, with opportunity for input from all citizens and affected entities, such as the county, neighboring towns, or school districts. Creation and implementation of land use decisions should be shared responsibilities that promote quality living environments and efficient use of fiscal resources.

FUTURE LAND USE

Chapter One identified three major themes for the city’s future land use:

- » The need to connect new growth areas with the services, businesses, and residents inside the 250 Loop
- » The need for continued reinvestment in the city’s existing assets
- » The need to balance the desire for high quality development with the desire to protect private property rights and personal preference

While reinvestment in the city’s existing infrastructure and housing stock is important, it will not be enough to support the varying desires of a growing population. The projected land needs for Midland, shown in Figure 3.1, are based on a projected population of 158,848 for 2035 (see Figure 1.3, Page 10).

The amount of land designated for planning purposes is greater than the projected need, in order to allow market flexibility and guide longer-term planning. This demand will be accommodated within existing developments that have not built out, through infill sites, and in future developments. The following sections outline how this growth is accommodated, first identifying broad development areas and policies, and then designating specific land uses.

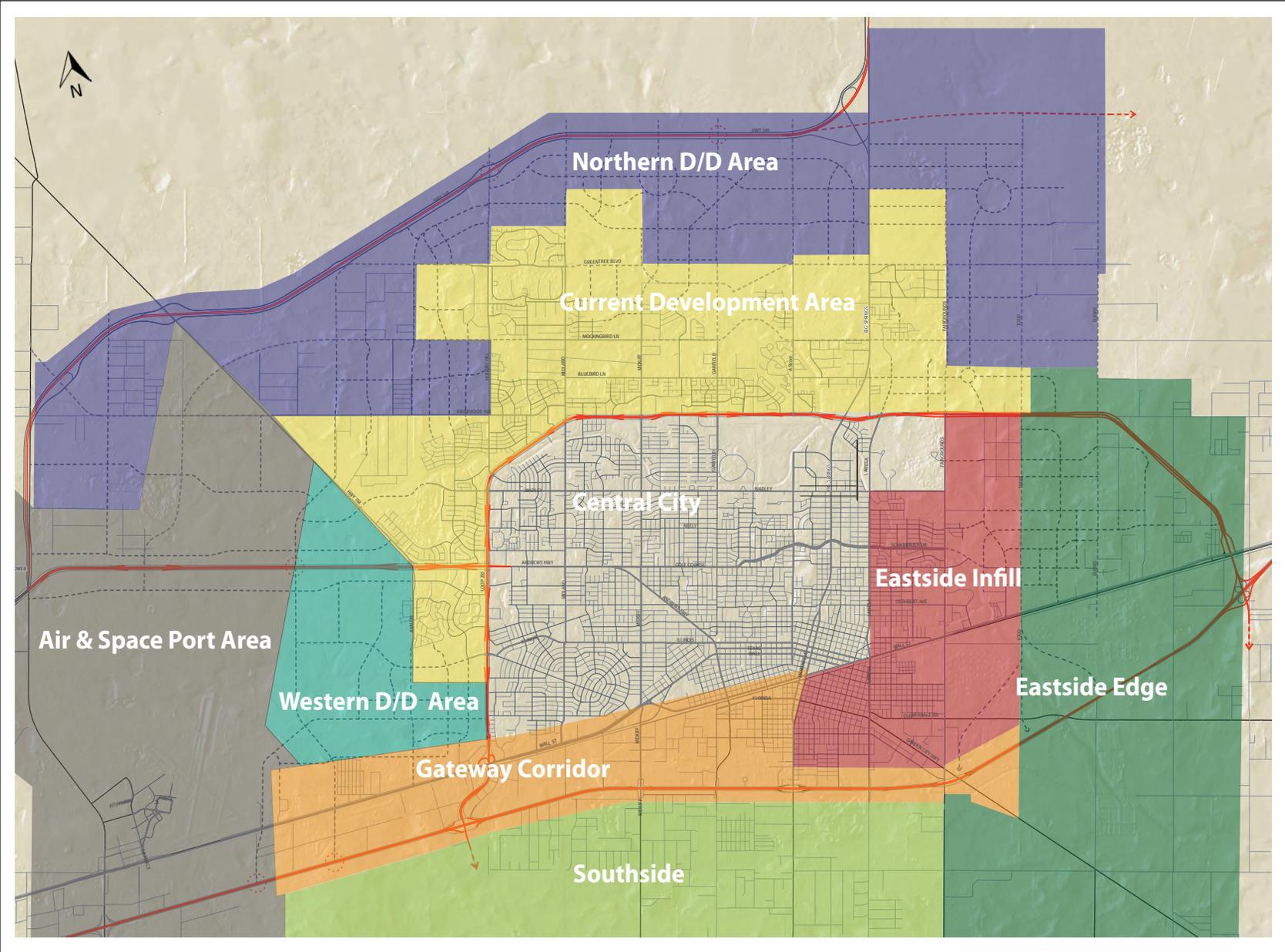
DEVELOPMENT POLICY AREAS

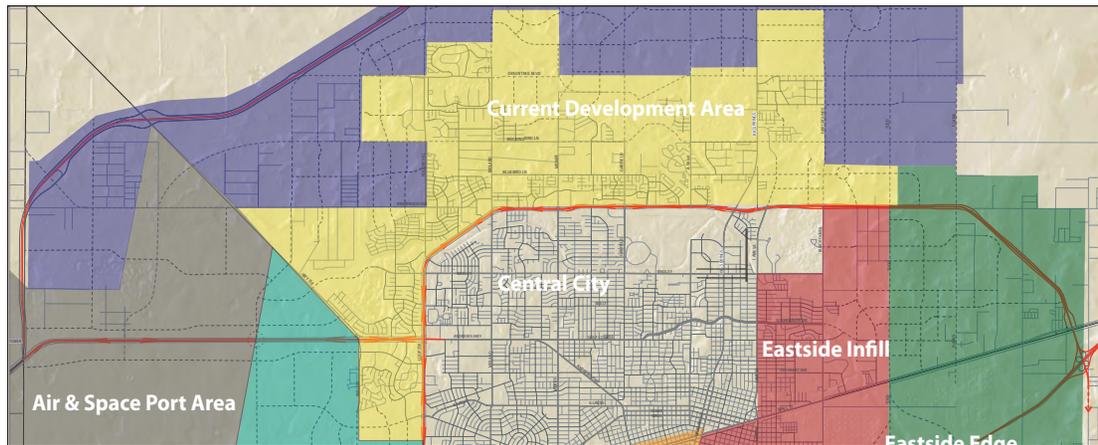
This section draws on the analysis of “Tall City Today” and the guiding principles identified above to formulate policies that are tailored to the city’s unique development areas. For planning purposes, the city is divided into nine areas that share common issues, challenges, and opportunities. The development of these areas over time may be fluid, as new opportunities arise or growth rates fluctuate. The policies identified in the following section should be viewed from a big-picture perspective, with the goal of balancing neighborhoods and providing quality living environments across the city.

Figure 3.1 – Future Land Needs: 2015-2035

Land Use Type	Projected Need (Acres)	Acres Designated for Planning Purposes
Residential	2,700	5,400
Commercial	425-450	640-675
Industrial	270-285	810-855

Map 3.1: Development Area





Current Development Area

The Current Development Area is located just north of the 250 Loop. This area has experienced the most development pressure since the 1990s. Housing has flourished but has focused mainly on single family homes on larger lots with some multi-family areas immediately adjacent to the Loop.

The 250 Loop corridor has been a major development driver. Early land use plans for the area envisioned retail and office at the intersections with single family residential lining the corridor between commercial nodes. The patterns that emerged over time included little single family residential and were dominated by planned districts (PD) that created linear commercial corridors. While the PDs allowed for flexibility, their abundant use has created inconsistent design patterns and left many developers unsure of the city's expectations for the corridor.



ISSUES FACING THIS AREA INCLUDE:

- Compatibility between land uses, specifically between different housing intensities
- North-South connectivity across the loop and congestion points at interchanges
- East-west connectivity for arterial and collector streets
- A lack of neighborhood centers
- A lack of parks and greenways across the area

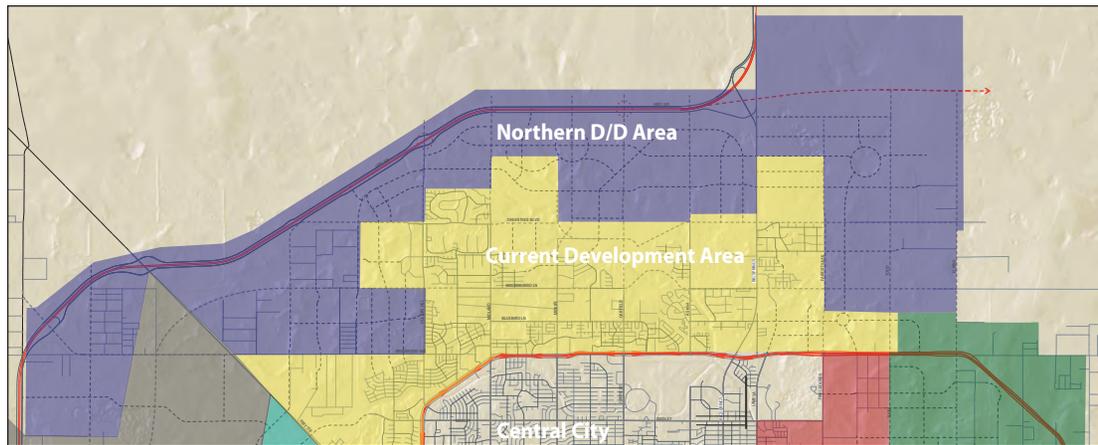


WHAT IS LAND USE INTENSITY?

Land use intensity is the relative level of activity of a land use and the associated traffic flow, paving (impervious coverage) or other external effects (noise, lighting, etc.).

POLICIES

- » Encourage development of prime sites remaining along the 250 Loop.
- » Direct medium and higher density residential uses to areas adjacent to higher intensity assets or along major streets. These areas include undeveloped land east of Big Spring, along Midkiff and Garfield north of Mockingbird Lane, and some locations in the Tradewinds area.
- » Buffers around existing pump jacks should provide protected green spaces with linear trails following buried flow lines. The trails will likely need to follow the edge of the 250-foot buffer, staying an appropriate distance from pumping operations.
- » Encourage mixed use developments with similar land use intensities along the arterial corridors.
- » Extend and connect the existing arterial and collector street system in developing areas. Add connections to existing streets to eliminate gaps, such as on Mockingbird Lane.
- » Direct higher intensity commercial uses to the 250 Loop corridor and major community nodes.
- » Neighborhood-oriented or lower intensity commercial uses should be directed to mixed use areas along the arterial street system.
- » Protect existing draws and buffers that can absorb stormwater and provide trail corridors that connect to the south and east.



North Development and Drilling Area

The Northern Development and Drilling (D/D) Area is located south of Highway 349 and north of the Current Development Area. The Northern D/D Area is dominated by the existing pump jacks and the associated flow lines and access roads. These operations are there for the long term and therefore any growth must accommodate buffering and access. Policies outlined in this section identify ways to allow for growth while protecting operations.

The Highway 349 corridor will likely be the city's northern growth boundary for the next 20 years or more. There are several reasons for this: the ability to easily meet growth needs to the south; the high infrastructure costs that would be needed to accommodate development north of Highway 349; existing drilling and extraction operations; and ownership patterns that make development unlikely.

Draws and playas traversing the area offer opportunities to improve stormwater management and create recreation amenities. This includes large playas in the following locations:

- West of an extended Midkiff
- West of an extended Todd Road
- North of Greentree and east of an extended Garfield

The importance of these resources will be discussed further in the Quality of Life Element.

Much of the city's commercial services are developed in a linear fashion along major streets. These developments are often oriented to one-stop services and not to the experience of parking once to visit multiple des-

tinations. This is a feature that many residents feel is missing in Midland. The northern portions of the city will be even farther from the traditional centers of downtown and the Village. A new neighborhood center should offer a variety of commercial and service oriented businesses in a walkable environment, serving markets north of Bluebird Lane. This center should be a destination for area residents and create a sense of neighborhood that is often missing from post World War II developments. Midkiff and a new east/west thoroughfare may be a potential location. Good traffic connections and access to a variety of housing options and recreation will create a well-balanced neighborhood.

ISSUES FACING THE NORTHERN D/D AREA INCLUDE:

- Balancing and harmonizing development and drilling requirements
- Thoroughfare development and transportation continuity
- Connection to the rest of the city
- The need for neighborhood centers that provide commercial and office services
- Infrastructure extensions and efficient phasing of development
- Park and public space amenities keeping pace with growth
- New annexations as city services extend north and west

POLICIES

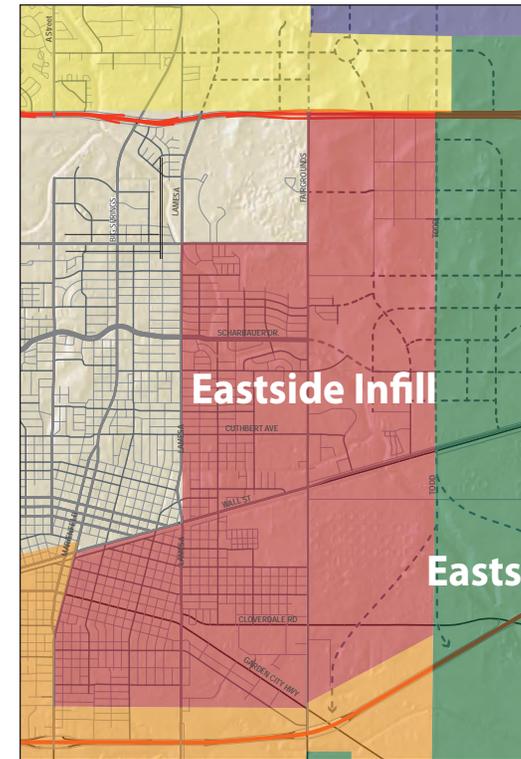
- » Land use policies in developing areas should focus on the intensity of the use rather than just type. This allows housing to be mixed with low intensity commercial uses that generate little traffic or external effects.
- » Low intensity districts should allow for low intensity commercial or office uses, while higher intensity residential should transition to slightly higher intensity commercial or office uses.
- » Existing low density residential developments should be buffered and separated from higher intensity uses.
- » Expansion of low density developments should be avoided, especially in areas that can support more efficient use of land through access to city streets, water, and sewer.
- » Transportation connectivity should be a priority with section and half-section lines being preserved for the city's arterial system and quarter-section lines for the collector street system.
- » A new neighborhood center should provide for a mix of commercial and service uses that are walkable and provide easy access to and from surrounding residential uses.
- » Draws should be preserved with proper buffering to allow for stormwater absorption and recreation trails.
- » A new multi-modal street or parkway should connect parks, neighborhoods and a commercial center. To be considered multi-modal, the street should offer a safe route for cars, pedestrians, and bicyclists.

Eastside Infill Area

The Eastside area contains a mixture of existing development and larger tracts of undeveloped areas. Areas east of Lamesa Road and west of Fairgrounds Road include smaller lot residential, commercial, and even some industrial uses to the south. East of Fairgrounds Road, the development patterns change with larger lot residential and even some light industrial operations. Some oil extraction operations do exist east of Fairgrounds Road, but these are limited compared to other areas of the city. To the south, heavier industrial operations are oriented to the railroad and include the large tank farm. Throughout the area are significant opportunities for new development on sites that have been skipped over or underutilized.

Lamesa Road is viewed by many eastside residents as an important corridor, an image center for the entire neighborhood. Vacant lots and poorly maintained properties are seen as opportunities for new investment in the area. Hopes for additional commercial services, include expanded grocery options and new small businesses, are seen for Lamesa Road. However, image concerns remain especially related to property maintenance.

The success of infill has been demonstrated more than once in the Eastside Infill area. The Sparks and Washington redevelopment projects were highly successful projects that focused both on neighborhood amenities and housing infill. New quality, affordable housing was added to the neighborhood along with improved park and recreation amenities. Partnerships in the neighborhood should support new housing on existing lots, using existing water, sewer and street services, to create new, safe, and affordable housing. With this comes the market to support new or expanded commercial operations along the area's arterial streets.





ISSUES FACING THE EASTSIDE INFILL AREA:

- Use of land resources and infill opportunities
- Addressing image and perception issues
- Incompatibilities between land uses
- Lack of neighborhood retail, specifically grocery services
- Encouraging private markets to capitalize on economically viable corridors

POLICIES

- » Work with neighborhoods to assemble resources and technical assistance to encourage maintenance and improvement of the area's housing stock.
- » Work with local organizations and neighborhood groups to maintain mature street landscaping and replace landscaping with drought-tolerant materials when funding and opportunities arise.
- » Reduce the impact of future commercial development along Lamesa, Fairgrounds, and Todd Road corridors on adjacent residential areas with proper landscaping, parking, and access points.
- » Mix higher intensity residential uses with commercial and employment centers along the area's major roads, including Lamesa, Fairgrounds, and Todd Roads.
- » Maintain and improve the area's streets to support pedestrians and bicyclists, connecting residents safely to neighborhood destinations like Casa De Amigos.
- » Extend east/west collector streets, especially east of Fairgrounds Road to avoid overburdening existing routes.
- » Identify partnerships that can leverage federal dollars and the improvement of local amenities, like parks, recreation and education resources.
- » Direct medium and higher density residential uses to the area's arterial and collector streets with proper transitions or set-backs from existing lower density residential areas.
- » Connect parks, neighborhoods, and commercial centers with a new multi-modal street or parkway. To be multi-modal, the street should offer a safe route for cars, pedestrians, and bicyclists.
- » Incorporate trail amenities into draw improvements. Enhancement of the draws should improve storm-water management as well as aesthetics. Partnerships should be created with the neighborhoods to assist with maintenance and upkeep.

- » Direct new neighborhood commercial centers to the intersection of arterial streets with connections to multi-modal streets.
- A new neighborhood center should include smaller-scale retail, services, and offices that provide a wide variety of services to eastside residents. The center should be viewed as a destination, where residents can park once to shop at multiple destinations. Residential uses may be incorporated into developments and access to existing housing should be safe and intuitive.
- » Direct larger scale industrial and employment-generating operations to areas along or south of Front Street. Some smaller scale employment centers may be located along Fairgrounds Road but should be compatible with transportation resources and have proper buffering from existing residential areas.
- » Civic uses generating higher traffic volumes should be directed to the arterial and collector street systems.



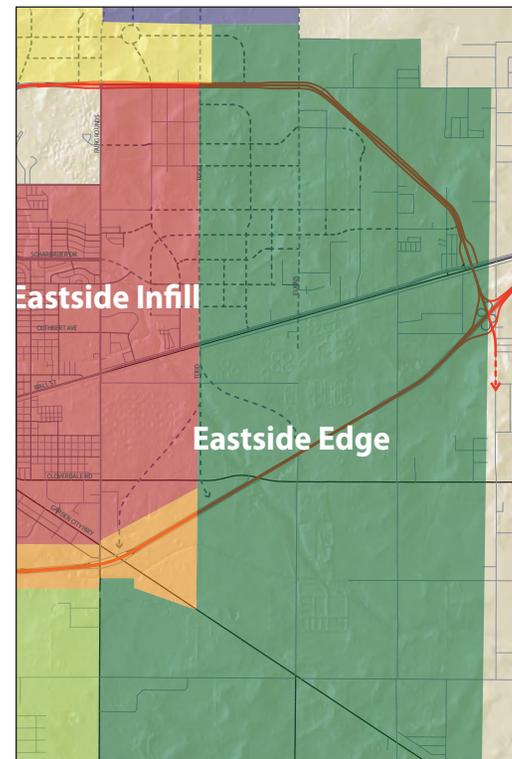
Eastside Edge Area

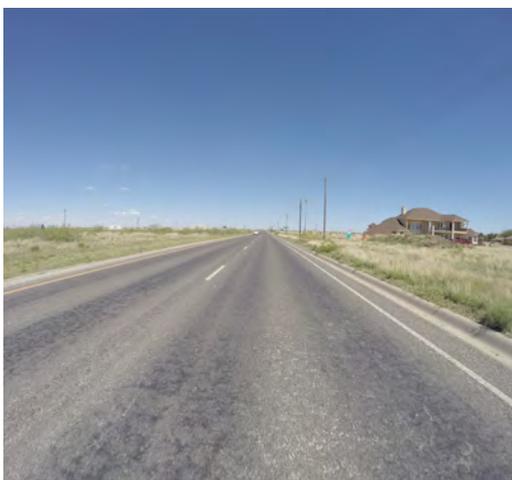
The Eastside Edge is just as it is described; it is located on the eastern edge of the city with the 250 Loop functioning as the eastern boundary. The area includes a mixture of rural residential developments and scattered service-related businesses on the north and more industrial on the south. This industrial area includes the tank farm south of Front Street/Business I-20 and north of Cloverdale Road.

Some sections of this area are outside of city limits but within areas that could begin to experience development pressure in the coming years. The proliferation of drilling operations, especially to the west, could create greater interest in the eastern edges of the city. Those areas outside the city are part of a Midland County Water Supply District, requiring some additional steps to be taken to resolve water and sewer services to these areas. It's important to plan for potential development now, as both water service boundaries, as well as property owner preferences, are important. (For example, owners who prefer to enjoy a more rural setting, as opposed to owners interested in developing their land.)

Long-term transportation decisions will also have an impact on the rate and pattern of development in this area. Over the years, the extension of Highway 349 to the east and south has been discussed. The extension of the highway to Interstate 20 could follow several existing corridors. Any of these options would bisect the area, creating both opportunities and challenges.

Further study of potential alternatives will need to be completed with an understanding of the impact on land use patterns and the city's long term growth needs.



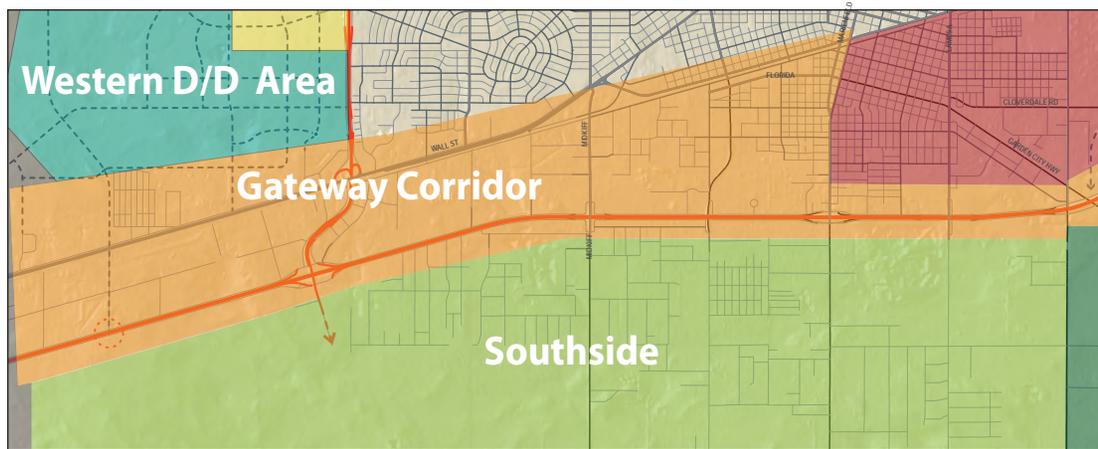


ISSUE FACING THE EASTSIDE EDGE AREA:

- South 349 Loop extension and timing
- Addressing image and perception issues
- Long-term land use future/emergence of development demand
- Distance from existing community features and services
- Neighborhood retail/grocery store
- Infrastructure extension and phasing

POLICIES

- » Work closely with TxDOT and MOTOR to plan for future transportation improvements in the area and associated land use planning.
- » Buffering existing residential developments from new development with adequate separation and transportation access.
- » Extend and connect east/west collector streets to avoid overburdening Fairgrounds, Todd, and Elkin Roads.
- » Incorporate a new north/south parkway street that will connect schools, parks, job centers, and housing with the larger city and provide a safe route for those not in a car.
- » Extend the I-20 Business Park overlay district to the Business I-20 east of Todd Road and potentially east of Fairgrounds Road.
- » Direct large-scale industrial and business park developments to areas along Business I-20, Interstate 20, and east of Elkins Road.
- » Use the draws and playas as resources for both recreation and stormwater protection.
- » Working with Midland County Water Supply District, establish a plan for providing water service to areas outside the current city limits.



Southside Area

The Southside Area encompasses the land south of the city’s existing city limits and the I-20 corridor. Scattered development has occurred throughout this area resulting in little uniformity and a mixture of residential and light industrial uses. The area is served by a Midland County Water Supply District and sewer services are not provided by the city, which has also resulted in inconsistent service standards. These inconsistencies could have a considerable impact on the market’s interest in the area. Service standards, access to water and sewer, and development quality in the area are significant concerns for many in the development community that would likely have to be addressed before significant private investments would be made in the area.

Future transportation decisions could have a substantial impact on this area, including a potential south side loop. Community members have also discussed the idea of moving the railroad corridor to the south. Both of these concepts are likely beyond the life of this plan and would be large capital projects. These should be monitored but the impact of these is well beyond current planning efforts.

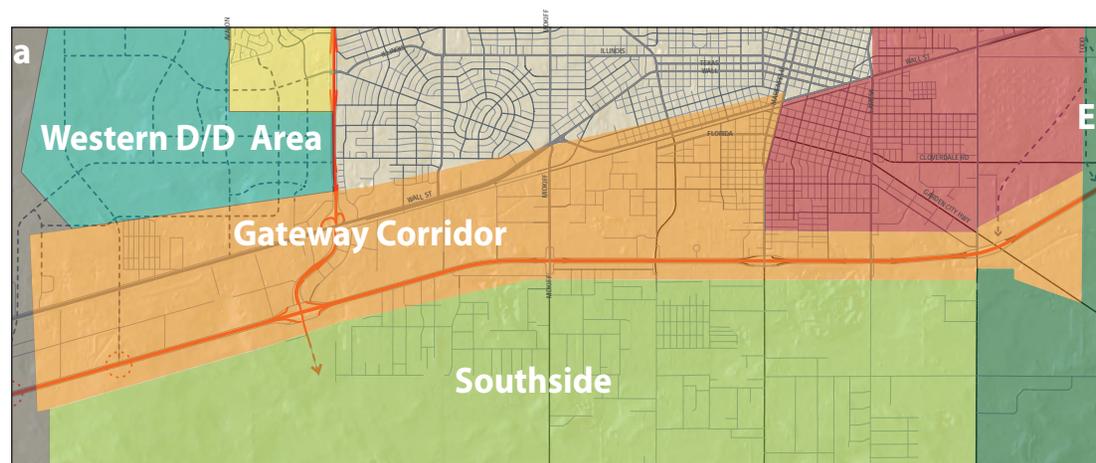
ISSUES FACING THE SOUTHSIDE AREA:

- Access to urban services, specifically water
- Addressing the area’s image and perception issues
- Evolving development patterns into a more cohesive community
- Long-term transportation connectivity
- Impact of the I-20 corridor on economics and land use



POLICIES

- » Work with the county to establish minimum building standards to assist improving life safety in the area.
- » Establish a long-term plan, with key partners, for water services in the area.
- » Work with other agencies, including the school district, to offer adequate services to the area in a manner that creates a more consistent land use pattern.
- » Work with transportation providers and funders to ensure consistencies in both quality and access to transportation.



Gateway Corridor Area

The Gateway Corridor area includes Interstate 20, Business I-20, and the BNSF Railroad line. These corridors include some of the city's oldest and newest industrial operations, along with an extensive mix of visitor oriented services and housing. In the middle of all of this activity is the serenity of the I-20 Wildlife Preserve and Jenna Welch Nature Study Center, a jewel for the city as a recreation destination, educational resource, and a great example of stormwater management.

As one of the business capitals of west Texas, Midland's image is often set by the impression visitors have from these corridors. For some, these corridors may be the only impression they have of the city. As the city plans for the future, community leaders must decide what they want that impression to be and how that may differ from other cities along I-20 such as Big Spring or Abilene. The need to improve that first impression is starting to be addressed with the implementation of the I-20 Business Park Overlay District, but any desire to distinguish the Tall City from others along the I-20 corridor may require efforts beyond city hall. Private initiatives combined from assurances that the overlay district can provide should be explored.

The business and development opportunities in the area are tremendous. This includes opportunities for new business park sites, light industrial, services related to the aerospace industry, and visitor services. The Big Spring/Rankin Highway interchanges have some of the most visible visitor services and the potential to mix visitor services, community commercial and higher density residential uses.

The potential for new economic development and the creation of employment centers is strong and should be combined with good transportation planning. All three of these east-west corridors can create both great opportunity and great challenges. The hard dividing line, especially regarding north-south connectivity, will create challenges to connect new jobs with housing and services to the north. Finding ways to move traffic efficiently will be a key to creating quality developments.

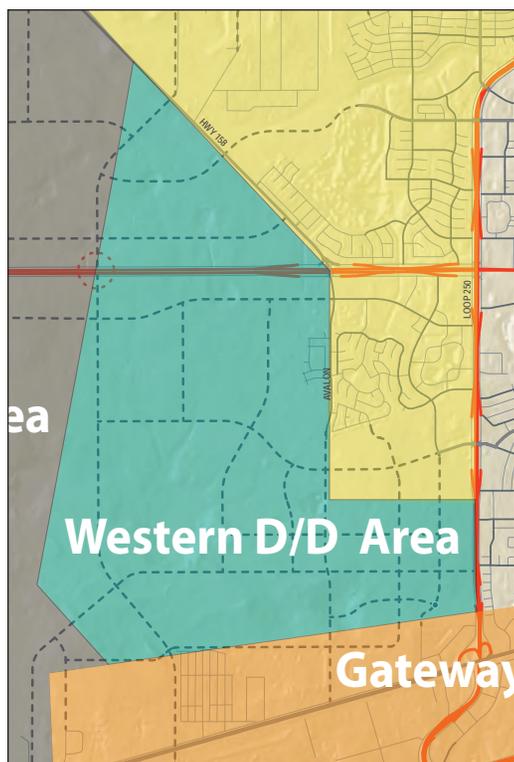
ISSUES FACING THE GATEWAY CORRIDOR AREA:

- Evolving land use along I-20 and Business I-20
- Interchange development
- Corridor character and appearance
- Theme and focus for the corridors
- Traffic operations and clarity to users
- Options for expansion of visitor services

POLICIES

- » Employment reserve areas should allow for a range of industrial, office, or even retail development as long as it supports or strengthens major employment uses.
- » Site design should be done in a way that does not restrict future development by creating fragmented parcels, or impeding circulation or connections to future development areas.
- » Provide adequate separation and buffering between higher and lower intensity uses.
- » Work with property owners along the corridor to provide adequate screening of outdoor storage areas, ideally using natural screening materials when possible.
- » Ensure proper circulation within and between sections created by the area's arterial street and highway system.
- » Work with economic development organizations to provide proper wayfinding and gateway features at the major interchanges.
- » Unless proven to support the primary purpose of job development, single-family residential, K-12 education, or other civic uses should be discouraged within areas that have existing industrial uses or are designated as employment reserve or business park.





- » Regional commercial uses should avoid large expanses of concrete that provide no shade or ability to absorb stormwater.
- » Commercial developments should offer both internal and external pedestrian connections, especially between the area's hotels, restaurants, and retail services.
- » New commercial developments at major intersections should use shared entrances and avoid multiple access points.

Western Development and Drilling Area

Like the Northern Development and Drilling Area the Western Area is dominated by existing, and potential, future, pump jacks and is located next to an area experiencing strong growth. Unlike the northern area the Western Area has almost no public thoroughfare infrastructure and the opportunity for significant job centers along its western edge and the Highway 191 corridor.

Although development within this area has started it could be slowed by several factors. The two biggest of these are the existing and potential drilling operations and the unknown impacts of the Air & Space Port operations. Close adherence to the 500-foot buffer around drilling and pumping operations would leave little to no developable land, or would at least make the necessary infrastructure improvements for development economically unfeasible. The impacts of the Air & Space Port operations are likely to be minimal but until this is fully operational it will leave some questioning the feasibility of residential or larger scale development.

Outside of the above mentioned hurdles, the area has tremendous assets, including one of the city's larger playas. This area provides an excellent opportunity for expansion of the city's recreational offerings while being a leader in stormwater management. Areas like the I-20 Wildlife Preserve, which is part of the same draw, should function as a model for this area and the draw should connect this area to the rest of the city. Additional assets include access to the Business I-20 corridor and the airport and the sports complex; making it an excellent location for housing that is close to jobs and entertainment.

ISSUES FACING THE WESTERN DEVELOPMENT AND DRILLING AREA:

- Accommodating any growth around existing and potential drilling and extraction operations
- Development of a public street system
- Infrastructure extensions
- Connections to the balance of the city
- Potential land use conflicts with the Air & Space Port

POLICIES

- » Land use regulations in developing areas should focus on the intensity of the use rather than just type. This allows housing to be mixed with low intensity commercial uses that generates little traffic or external effects.
- » Pumping operations should be incorporated into neighborhood designs providing proper buffering and separation.
- » When possible, right-of-way for flow lines and access roads should be incorporated into the city's trail system or even offer local street access.
- » Transportation connectivity should be a priority with at least one north/south connection between Highway 191 and Business I-20 and at least two east/west connections running the length of the area.
- » Draws should be preserved with proper buffering to allow for stormwater absorption and recreation trails.
- » The playas should be preserved to allow for proper stormwater absorption and as an open space resource.

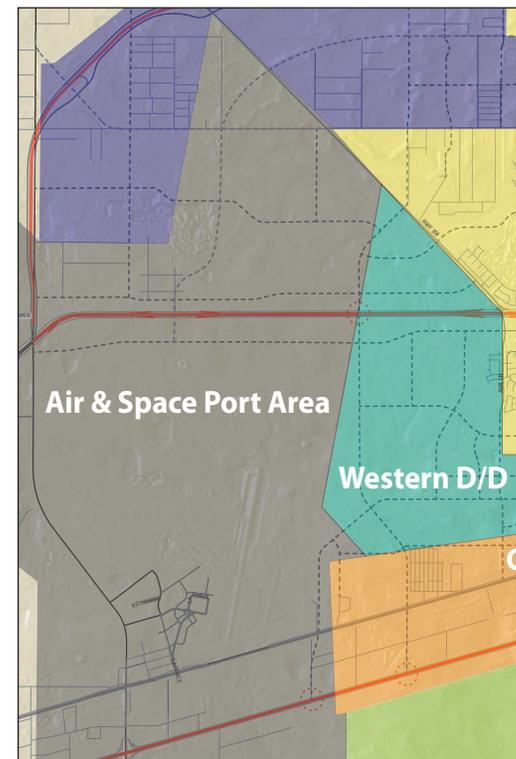
Air & Space Port Area

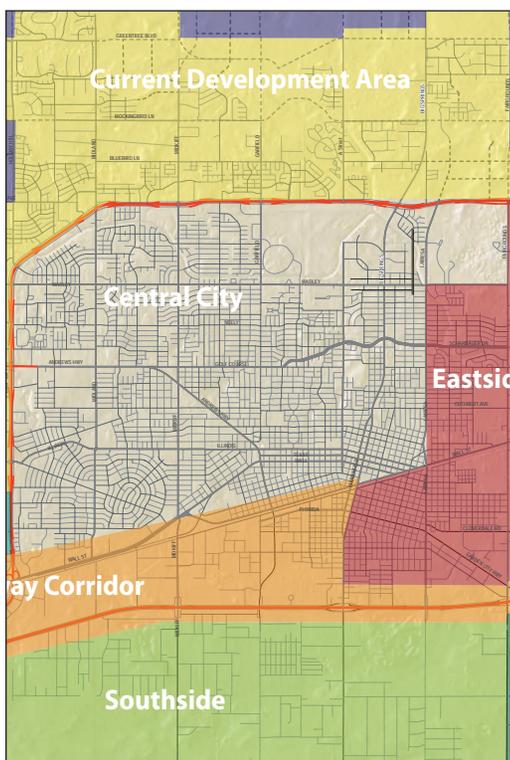
The Air & Space Port Area is one of the most challenging land use areas but one with great potential. The new Air & Space Port and associated land use regulations are still untested. Full operation and the beginning of flights will help define the area's potential. Regulations should protect this important economic development resource while not prohibiting development. This balancing act will be especially important along with Highway 191 corridor. The corridor has significant development potential but this development must ensure the safety needs of the Air & Space Port. Development along the corridor should also not happen ahead of areas contiguous to the city and cause expensive infrastructure extensions.

Much like the Western Development and Drilling Area, the Air & Space Port Area has a large number of drilling and extraction sites and few streets. The Highway 191 is a good arterial road but the area has few connecting collector or local streets. Drilling and extraction operations will also have a substantial effect on the amount of land that can be developed. For areas immediately around the airport there are fewer drilling sites and greater opportunity to build on the resources that the airport and Interstate 20 provide.

ISSUES FACING THE AIR & SPACE PORT AREA:

- Uncertainty about the direction land use will take
- Thoroughfare development and transportation connectivity
- Balancing and harmonizing development with existing and potential drilling and extraction operations





POLICIES

- » Areas north of the airport should be protected for future development, with development in the near term being done in a way that does not limit the future economic development potential of the area. This includes the protections of future thoroughfare corridors and the prevention of odd-shaped or inaccessible parcels and infrastructure systems that make it costly to extend future water and sewer lines.
- » Development will need to meet buffering requirements around pump jacks but should work to incorporate rights-of-way for access roads and flow lines into trail and local street systems.
- » Guidelines similar to those in the I-20 Business Park Overlay may be applied to the Highway 191 corridor as a major entrance into the city.
- » Height and density requirements should protect the airport and Air & Space Port operations.
- » A collector street system should be identified to provide direction and understanding to future developers.

Central City Area

The Central City Area is the heart of historic Midland. The area includes the majority of the city population and its major commercial centers. As illustrated in Chapter 1, growth has radiated out from the downtown core. These neighborhoods are the image of the city and what many longtime Midlanders associate with their hometown. The patterns of development have been contiguous but types of land uses have generally been very separated. This pattern of development results in a heavy dependence on cars to move between home, work, and entertainment and few walkable neighborhood centers. This pattern left many residents noting a lack of iconic destination districts.

Like any city, Midland has older neighborhoods that have declined over the years. Lack of maintenance has left some neighborhoods with sporadic housing quality. Since the 2000s the city has done several excellent infill and redevelopment projects that have brought quality housing to older neighborhoods. The Central City Area also has some of the city's toughest transportation challenges, including a lack of Loop 250 crossings and congestion on arterials such as Big Spring Street.

ISSUES FACING THE CENTRAL CITY AREA:

- Product enhancement to build the Midland experience
- Maximizing infill sites
- Transportation alternatives and balance across the system
- North/south connectivity across the loop
- Corridor quality and utilization
- Neighborhood conservation

POLICIES:

- » Continue to maintain and improve public facilities and infrastructure that support infill development and reinvestment in the city's existing neighborhoods.
- » Identify priority areas where the city can lessen hurdles to private investment through improvements to streets, parks, and schools (working with MISD).
- » Support new mixed-use projects through proper zoning and infrastructure.
- » When possible, connect existing collector and arterial streets for improved mobility.
- » Improve key routes within the existing street system for improved sidewalk connections. Such routes should offer safe routes to schools, parks, and commercial centers.
- » Improve the quality and image of draws and include adjacent trails for better connectivity.
- » Continue to enforce property maintenance standards on both private and public property.
- » Evaluate signage and landscaping requirements along the areas high-volume corridors.
- » Enable increased densities when impacts such as parking and access are addressed.
- » Review zoning requirements and infrastructure needs for the re-use, redevelopment, and revitalization of low performing or declining commercial areas.

Additional policies and recommendations regarding the downtown and neighborhoods will be provided in Tall City Tomorrow's supporting plan elements later in this document.

A LAND USE FRAMEWORK

Land Use Philosophy: A Flexible Approach

Contemporary growth in American cities has tended to separate different land uses through zoning. The concept of single-use zoning grew out of a need to separate people's homes from major industries, in order to protect their health. Still today, some uses can produce so much traffic, noise, smells, or other effects that separation remains the most appropriate policy. However, increasingly, mixing compatible, different uses is shown to create interesting and attractive communities. The Tall City Tomorrow plan recommends a flexible land use approach that allows mixing of uses.

A development pattern that encourages a mix of land uses and activities has a variety of benefits:

- » By promoting activity at various times of day, among various types of uses, it increases security, vitality, and the number of people using public spaces.
- » Reduces the number of miles that people must travel daily by car, since homes are in close proximity to jobs and services.
- » Opens opportunities to build a variety of housing types. The development of housing above office and commercial establishments adds vitality to business areas and increases the economic yield on property.
- » Nationally, more communities are finding that by mixing land uses, neighborhoods are more attractive and appealing to residents.
- » Plans and land development policies that provide appropriate use mixing also provide greater flexibility for developers, and avoid unnecessary regulation.

Midland can achieve all these benefits by using a flexible land use framework that allows for appropriate mixing of compatible uses. The land use framework recognizes existing land use patterns while establishing an intensity based approach for developing areas. While this approach may allow for land uses with similar intensity to be integrated, each land use category has unique requirements for the following attributes:

- Types of Allowable Uses
- Intensity, or density
- Compatibility (transitions between uses)
- Form and design

In this section of the plan, each land use category is described in terms of its purpose, form, uses, intensity, and compatibility requirements.

Use: Integration and mixing of uses

One advantage of an intensity based framework is its ability to integrate different land uses. Uses may be integrated in two ways: horizontally and/or vertically. Horizontal integration keeps individual building purposes separate but relates buildings harmoniously to each other. Vertical integration puts more than one use in the same building. In the Tall City Tomorrow framework, most of the city's land is in multiple-use categories, but certain areas, such as industrial, are still kept as single-use areas.

Understanding Mixing of Uses and Transitions

Horizontal Integration



Horizontal integration of uses means that different uses are housed in different buildings but are related to each other.

Vertical Integration



Vertical integration of uses means that different uses are located in the same buildings.

Intensity

The Tall City Tomorrow framework designates how much development occurs in an area and how that development affects its neighbors. This is measured by intensity and/or density of development. In residential areas, intensity is measured by dwelling units per acre. For other uses, like the amount of traffic a project generates or how it affects its neighbors determines intensity. Intensity for non-residential uses can also be measured by a factor called floor area ratio or FAR, calculated by dividing building area by site area.



Defining Dwelling Units Per Acre: If six single-family houses are included on an acre of land the density of the site is 6 units per acre (du/A). The higher the number of units on an acre the more intense the land use.

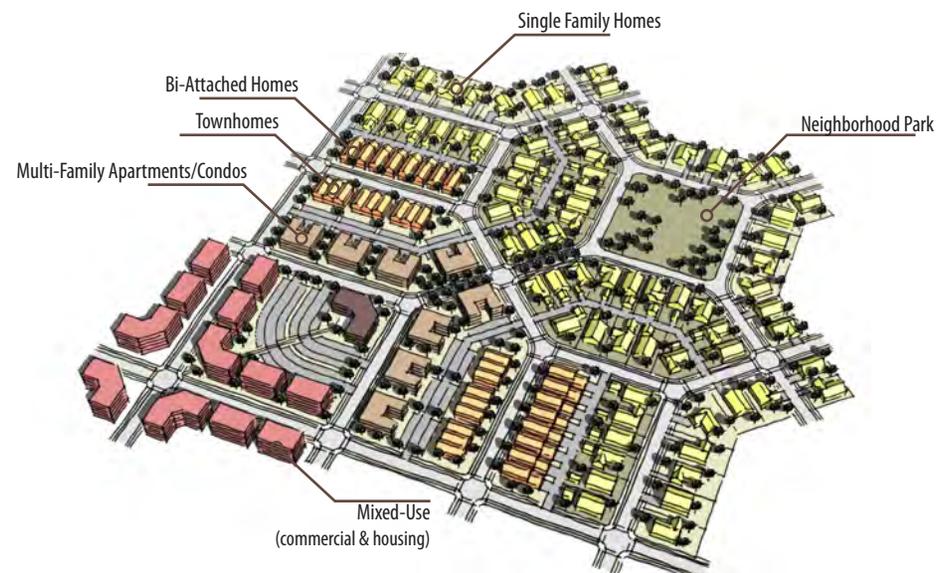
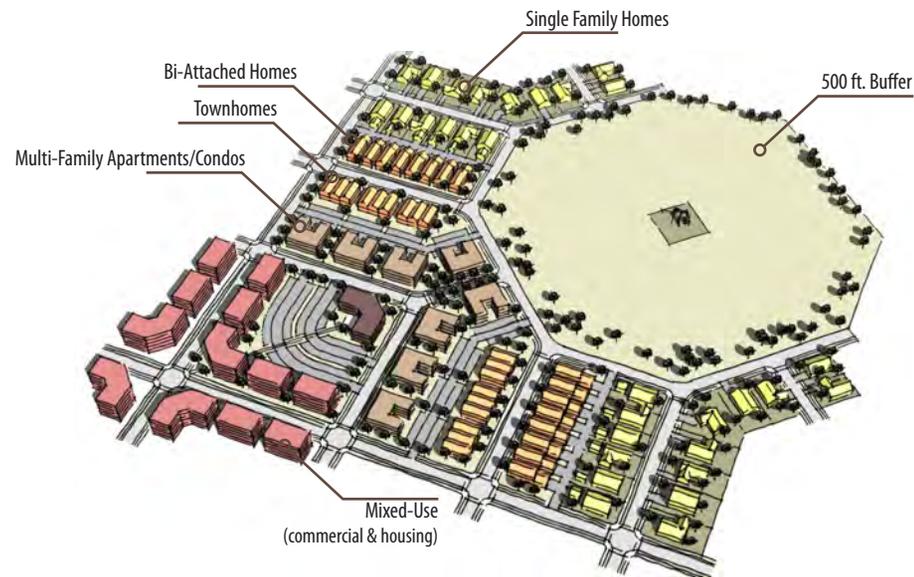
COMPATIBILITY

One of the most important concerns in land use planning is the relationship between different uses and their relative compatibility with each other. In areas where densities are low, compatibility is usually achieved using spacing between buildings and by congregating similar uses together. This simple method is easy to administer and understand; however it can lead to some undesirable conditions such as increased commute times and un-walkable neighborhoods.

Compatibility in multiple-use districts can be attained in a more nuanced way by focusing more on the performance (effects) of various uses and designing land use regulations that allow for more integration of uses. If carefully done, the integration of uses can be achieved so that commute times become shorter, and neighborhoods become more walkable and interesting, all while preserving privacy, security and aesthetics.

The land use categories described in this plan exist on a continuum of intensity, and therefore have a continuum of compatibility methods. As land uses become more intense and uses become more integrated, compatibility methods focus less on spacing and congregating of similar uses, and more on performance-based methods that directly address issues such as noise, traffic, privacy, and aesthetics.

It is important to remember that while the intensity-based concept proposes mixing uses, it does not mean that every land use is appropriate everywhere. Location standards and compatibility requirements for higher impact uses are an important part of the land use system proposed in this plan.



FORM

Form relates to how the developments in the land use categories are laid out, including the street pattern, the type of infrastructure required, how buildings relate to each other (e.g. - are buildings close together or separated?) and the relation of buildings to the street. Form also includes the scale of the buildings - the length, width and number of stories. The degree to which the buildings in an area are similar to each other in terms of these “form” characteristics impacts the perceptions of compatibility, and therefore market value.

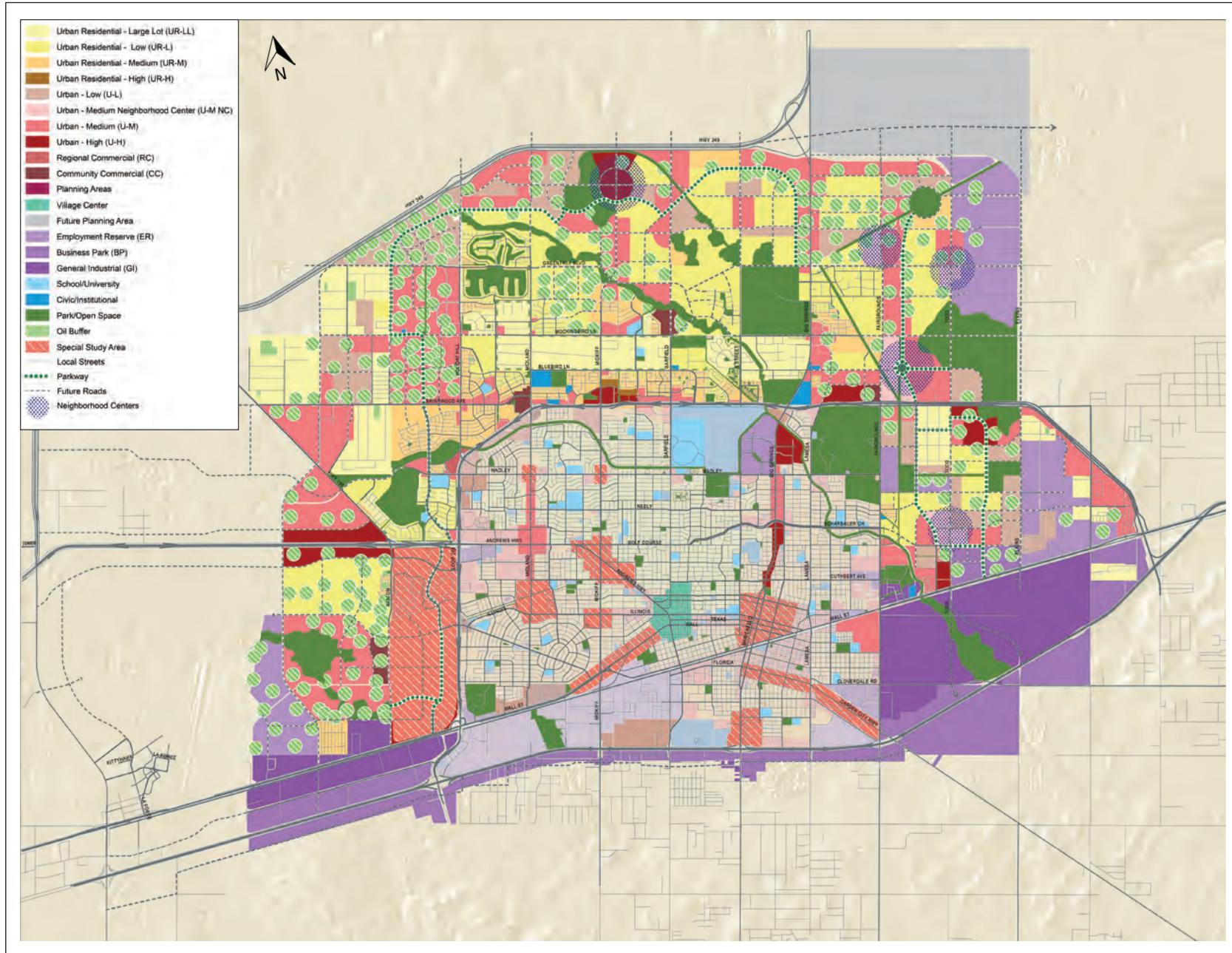
CAVEATS TO THE FUTURE LAND USE MAP

The development concept and future land use map are based on population projections, economic trends, environmental analysis, and public input. As explained on page 60, the amount of land that is planned for is much more than the projected need, in order to provide market flexibility, avoid creating a false land shortage, and provide long-term planning. This means that many areas shown in the maps are unlikely to develop in the 20-year time frame.

Three important points about the Development Concept and Future Land Use Map

- 1. PROPERTY OWNERS DECIDE** The Future Land Use Map depicts new land uses for privately owned properties. The transition of these properties from their current use to the depicted use is expected to occur slowly over time, in response to market demands, as property owners voluntarily sell, develop, or change the use of their land.
- 2. GENERALIZED MAP** The Future Land Use Map should be interpreted generally and is not intended to provide the specificity or the rigidity of a zoning map or engineering document. The map should provide guidance for the zoning map and is meant to show:
 - » Generalized land use locations and transitions: The boundaries between land uses on the map are “fuzzy” lines and are meant to show approximate areas for transition, rather than rigid boundaries. The exception to this are those areas that preserve playas for stormwater management and recreation.
 - » Collector and Arterial Street connections: Critical arterial and collector street connections are specified on this map, though the exact routes will depend on detailed engineering studies. Local streets will be determined as development occurs.
- 3. BASIS FOR LAND USE DECISIONS** The Future Land Use map should provide the basis for decisions of the Planning Commission, the City Council, and private developers. The map is a critical part of the approval process for development proposals and zoning decisions.

Map 3.2: Future Land Use



LAND USE: URBAN RESIDENTIAL-LARGE LOT (UR-LL)**DESCRIPTION:**

- » Neighborhoods with very large lot, single-family homes that are typically within the existing city development area.

POTENTIAL ZONING:

- » Country Estate

INTENSITY (DU/A):

> 1

**USES:**

Restrictive land uses, emphasizing housing and open space. Civic uses may be allowed with special use permits.

FORM:

Most houses use individual wastewater systems and are unlikely to experience extension of urban services. Good access to collector streets. Sidewalks should be provided on at least one side of interior streets and connect to pedestrian systems outside the development. Draws should be multi-purposed, absorbing stormwater and being a recreation and open space amenity.

COMPATIBILITY:

Compatible with most single-family detached housing. Gradual transitions in density should occur between UR-LL and higher density residential. New construction adjacent to existing UR-LL should be complementary even at slightly higher densities.

LAND USE: URBAN RESIDENTIAL-LOW (UR-L)

DESCRIPTION:

- » Neighborhoods emphasizing single-family detached homes, although other single-family attached and small lot single-family homes may be permitted based on location.

POTENTIAL ZONING:

- » Single-Family Dwelling District

INTENSITY (DU/A):

1-6



USES:

Restrictive land use, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review. Civic uses are generally allowed, with special permission for higher intensity uses. Developments will be provided with full city services.

FORM:

Developments should provide connectivity within and between developments both for cars and pedestrians. A framework of streets and open space should create a sense of neighborhood. Densities should be higher at transition points with other more intense uses or districts.

COMPATIBILITY:

Compatible with most single-family detached housing, attached single-family and some townhome developments. Traffic and higher intensity uses should be directed away from these areas and along major thoroughfares. Building elements and scale should be consistent with surrounding development.

LAND USE: URBAN RESIDENTIAL-MEDIUM (UR-M)**DESCRIPTION:**

- » Neighborhoods that incorporate a mix of housing types, including single-family detached, single-family attached and townhouse uses. Civic uses would also generally be allowed.

POTENTIAL ZONING:

- » Single-Family Dwelling District
- » Manufactured Housing District
- » Townhouse Dwelling District
- » Two-Family Dwelling District

**INTENSITY
(DU/A):****6-12****COMPATIBILITY:**

Applies to older established neighborhoods of the city which have diverse housing types, and in developing areas that incorporate a mix of development. Projects may be incorporated in a limited way into UR-L districts and into mixed use projects and planned areas.

USES:

Restrictive land use, emphasizing a mix of housing styles including single-family detached, single-family attached, and townhouses. Limited multi-family development may be allowed with special review and criteria. Civic uses are generally allowed, with special permission for higher intensity uses.

FORM:

High level of connectivity between and within developments. Connections to neighborhood commercial services and civic destinations should provide a sense of neighborhood. Developments should have articulated scale and maintain the identity of individual units. Densities should be higher at transition points with other more intensive districts.

LAND USE: URBAN RESIDENTIAL-HIGH (UR-H)

DESCRIPTION:

- » Neighborhoods that incorporate a mix of housing types, including multi-family housing. These areas may also allow small scale office and commercial uses but the primary use is residential.

POTENTIAL ZONING:

- » Manufactured Housing District
- » Townhouse Dwelling District
- » Two-Family Dwelling District
- » Multi-Family Dwelling District

INTENSITY (DU/A):

12+



USES:

Allows multi-family and compatible civic uses. Some limited office and convenience commercial within primarily residential areas may be appropriate.

FORM:

Located at sites with access to major thoroughfares and activity centers. Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. Traffic should have direct access to collector or arterial streets to avoid overloading local streets. High level of pedestrian access and connectivity, avoiding the creation of compounds.

COMPATIBILITY:

May have conflicts with low density residential developments that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. May be incorporated into mixed use projects or planned areas.

LAND USE: URBAN-LOW (U-L)**DESCRIPTION:**

- » Neighborhoods with relatively low-density housing and easily accessed neighborhood commercial services. As compared to denser areas, U-L has more space and separation of uses, with farther distances between destinations and fewer shared amenities.

POTENTIAL ZONING:

- » Single-Family Dwelling District
- » Manufactured Housing District
- » Office District
- » Local Retail District

**INTENSITY
(DU/A):****2-7****USES:**

A mix of complementary uses including mostly single-family, with some attached, townhome and small multi-family projects, schools, small parks and churches, and neighborhood retail or mixed use.

FORM:

Uses are integrated so that residents can access them by walking or biking. U-L areas use a high connectivity grid street pattern to expand viable locations for low intensity commercial uses, and allow multiple access points and route choices between all uses.

COMPATIBILITY:

Compatibility will be achieved through gradual increases of intensity transitioning from one land use to another. A cross-section of this area may show large lot single family next to medium lot single family, next to small lot single family, next to townhomes, next to small commercial. Although the focus is on gradual changes in intensity, these changes should occur at a small enough scale to ensure inclusion of a range of land uses within roughly a quarter square mile (160 acres) in order to encourage walking, biking, and the reduction of auto trips.

- Different intensity uses are positioned to create a smooth transition from lower to higher intensity uses.
- Larger commercial or office uses should cluster around arterial streets.
- Smaller commercial uses may be appropriate on collector streets.

LAND USE: URBAN-MEDIUM (U-M)

DESCRIPTION:

- » Vibrant, urban areas that draw customers and employees from outside the immediate area. A mix of housing types (see UR-M), neighborhood and community commercial, office, and service uses.

POTENTIAL ZONING:

- » Single-Family Dwelling District
- » Townhouse District
- » Office District
- » Local Retail District

INTENSITY (DU/A):

7-12



USES:

A mix of complementary uses, including single-family housings, multi-family housing, schools, mid-sized parks and churches, commercial and mixed use. Amenities such as parks, plazas and quality streetscapes should be more prevalent than in U-L areas.

FORM:

A high-connectivity grid pattern expands viable locations for commercial land uses, and allows multiple access points and route choices between uses. As compared to U-L, U-M encourages closer proximity between transportation, housing, and shopping choices.

COMPATIBILITY:

Land uses and intensities should be integrated at a finer grain than within the Urban—Low Intensity designation. As compared to U-L areas, compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Land uses are sometimes mixed vertically, resulting in complementary and alternating times of use and the ability to share parking areas.
- Different types of land use are positioned to create a smooth internal transition from lower to higher intensity uses; however, this transition happens over a shorter distance than within the U-L designation.
- Larger commercial or office uses should cluster around arterial streets.
- Smaller commercial uses are appropriate on any street provided that a smooth transition in intensity of uses is maintained.

LAND USE: URBAN-HIGH (U-H)**DESCRIPTION:**

- » These areas improve economic performance and opportunities for social interaction, by locating diverse and complementary uses in close proximity. Higher-density mix of housing (see UR-H), major commercial, office, and service uses, and limited industrial in suitable locations.

POTENTIAL ZONING:

- » Townhouse District
- » Multi-Family Dwelling District
- » Office District
- » Commercial District

INTENSITY (DU/A):**12+****USES:**

A mix of complementary uses, including multi-family residential, large offices, medical buildings, regional commercial, limited industrial, institutional uses such as churches, schools, or hospitals, and other regional attractors. Residential uses range from townhomes/ rowhouses up to apartment towers. Parking garages or public parking lots may be found in these areas. Higher levels of urban amenities are used to offset the area's intensity level.

FORM:

Good access to freeways, highways, arterials, and transit, yet still designed around pedestrians. A high-connectivity grid pattern provides viable locations for higher intensity land uses, and allows multiple access points and routes between uses.

COMPATIBILITY:

Land uses and intensities should be fully integrated and mixed. Compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Different land uses can be close together because design and amenities take into account these juxtapositions and make appropriate accommodations.
- Form and design rules and performance regulations address aesthetic and functional compatibility.
- Limited industrial uses may be allowed with requirements that they mitigate any anticipated negative impacts on adjacent land uses and that they are located on arterial streets or rail lines.
- Land uses should be fully integrated horizontally and mixed vertically, resulting in complementary and alternating times of use and the ability to share parking areas.

LAND USE: REGIONAL COMMERCIAL (RC)

DESCRIPTION:

- » Areas characterized by major community and regional commercial development that are both large in scale and have high traffic impact. May include high-density residential use. Typically located at intersections of arterial streets.

POTENTIAL ZONING:

- » Regional Retail District
- » Office District
- » Central Area Business District

INTENSITY (DU/A):

12+



USES:

A broad range of retail services, including large-scale stores and services, auto related services, and large offices. Shopping and commercial uses total at least 150,000 sq. ft. Multi-family uses can be mixed in with commercial, but commercial would be the dominate use.

FORM:

Should be located along arterial streets and accommodate the automobile, while providing good pedestrian and bike access to adjacent streets and trails. Horizontal and vertical mixing of uses should be encouraged. Regionally appropriate landscaping should be used along all frontage roads and within parking lots. Internal pedestrian system should allow customers to park once and conveniently access several destinations within a retail center.

COMPATIBILITY:

Similar to Urban-High. Land uses and intensities should be fully integrated and mixed. Compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Potential negative effects on surrounding residential areas should be limited by location and buffering.
- Activities with potentially negative visual effects should occur within buildings.
- Heavy landscaping should be used along boundaries with lower-intensity uses.
- Different land uses can be close together because design and amenities take into account proximities and makes appropriate accommodations.

LAND USE: URBAN-MEDIUM NEIGHBORHOOD CENTER (U-M NC)**DESCRIPTION:**

- » These districts will be new village hubs for the city's growth areas. They should offer small to moderate scale commercial development connected to an anchor store such as a grocery store surrounded by a mix of housing types including townhomes and small lot single family.

POTENTIAL ZONING:

- » Single-Family Dwelling District
- » Townhouse District
- » Office District
- » Local Retail District

**INTENSITY
(DU/A):****10+****USES:**

Should include a mix of traditional neighborhood businesses including small scale commercial, office, civic and residential. The commercial uses should be low impact and provide a variety of neighborhood services.

FORM:

Low to moderate building and impervious coverage, located along major streets in areas close to residential growth centers or at nodes created by significant intersections of streets. Developments should emphasize pedestrian scale and relationships among businesses and accommodate automobile access without being dominated by an automotive scale. Good pedestrian circulation should connect businesses and surrounding residential uses.

COMPATIBILITY:

The emphasis for these areas should be on creating unique neighborhood centers or villages. Compatibility should be achieved through increased attention to traffic circulation and parking, site and building design, and on-site operations.

- Land uses may be mixed vertically in smaller scale two to three story buildings.
- Horizontal mixed use must create smooth internal transitions from lower to higher intensity uses in distances similar to U-M or U-H.
- Larger commercial uses should cluster around arterial streets.
- Smaller commercial uses are appropriate on any street provided that a smooth transition in intensity of uses is maintained.

LAND USE: EMPLOYMENT RESERVE (ER)

DESCRIPTION:

- » Areas preserved for larger business development essential to Midland’s economic stability and future growth. These areas protect larger acreages to maximize clustering for specialization, synergy, transportation efficiency, and knowledge exchange.

POTENTIAL ZONING:

- » Business Park District
- » Technology Park District

INTENSITY (DU/A):

12+



USES:

Centers with major office and business uses, such as technology and research centers, corporate headquarters, and lower intensity industries. Non-industrial/non-office uses should be limited to services or commercial uses that are needed to support the primary employment generators. Multi-family may be appropriate when integrated as part of a holistic development that incorporates the above mentioned uses.

FORM:

Require a higher standard for industrial infrastructure, urban design, access, and other factors. Transportation improvements should enhance connectivity, efficiency, and capacity. Do not allow subdivisions that create inefficient street layout, poor parcel configuration, or otherwise limit future development in ER areas

Compatibility:

Adjacent and internal development should not compromise the viability of employment lands. Incompatible uses such as lower density residential or K-12 schools should not be located within ER areas.

- Development abutting an ER boundary, whether inside or outside the boundary, should be held to higher design standards to ensure compatibility between ER uses and possible adjacent residential uses.
- In cases where transportation infrastructure has been installed with the purpose of providing capacity to ER areas, any proposed rezone or subdivision outside of the ER area must not reduce the transportation capacity of the ER area below the level intended.

LAND USE: BUSINESS PARK I-20

DESCRIPTION:

- » Development area along the I-20 corridor where special consideration should be given to the image travelers have as they pass through Midland. Preservation of sites suitable for industrial and business development adjacent to railroad and interstate access is important to the economic development of the region.

POTENTIAL ZONING:

- » Business Park District
- » Regional Retail district

INTENSITY (DU/A):

12+



Compatibility:

Same as ER District. Additionally, apply special design controls. Encourage industrial park design which includes design and placement of buildings, screening or prohibiting outdoor storage, parcel sizes which allow for long term expansion of individual users, special landscaping requirements, and buffering treatments for truck access and loading facilities. Design standards should mitigate negative aesthetic, traffic, and other impacts.

USES:

Much of the corridor will focus on warehousing and distribution with larger scale visitor services located at the major intersections, such as Big Spring. Multi-family may be appropriate when integrated as part of a holistic development that incorporates retail and office uses.

FORM:

Similar to ER areas with a strong emphasis on high design and landscaping standards. Signage and landscaping should be held to a higher standard because of the heightened visibility of the corridor. Transportation improvements should enhance connectivity, efficiency, and capacity. Increased stormwater runoff due to larger impervious coverage should be mitigated on site through best management practices.

LAND USE: GENERAL INDUSTRIAL (GI)

DESCRIPTION:

- » Areas intended to accommodate industrial uses that are difficult to integrate with less intensive uses due to negative impacts from heavy traffic, noise, or odors.

POTENTIAL ZONING:

- » Industrial District

INTENSITY (DU/A):

-



USES:

All types of industrial: manufacturing, warehousing, distribution, and office/industrial flex space. Uses in this area can be smaller in size than in the Business Park areas and aesthetic standards are less stringent.

FORM:

Designation of any new GI areas should be done with consideration of the following factors:

- Freeway and rail access;
- Availability and capacity of water and sewer service;
- Proximity to existing employment centers;
- Compatibility of neighboring land uses;
- Brownfield status;
- Impact of added employee/truck traffic to the level of service of roadways in the surrounding area and impact on the non-industrial uses along those roadways.

Compatibility:

Development within GI areas will be similar in nature, so compatibility is less difficult to manage. However, in areas where industrial abuts other land use categories, the following should be considered.

- Design standards: including land buffers, architectural and site design standards, and other appropriate standards implemented through PUDs or new codes or guidelines.
- Operational standards that consider traffic, noise, lighting, and air quality.

LAND USE: CIVIC/INSTITUTIONAL/SCHOOL/UNIVERSITY

DESCRIPTION:

- » To provide space for educational, institutional, assembly, and other public uses, including hospitals, major campuses (high school, Midland College), cemeteries, airport, landfills, water plant, and major utilities.

POTENTIAL ZONING:

- » Various

INTENSITY (DU/A):

-



USES:

- Educational: Public, private and parochial institutions at K-12 and post-secondary level, or trade/business schools and their accessory uses.
- Institutional and Assembly: Community or cultural facilities, religious institutions, public health care or human services facilities and their accessory uses.
- Other: Government or non-profit organizations and accessory uses.

FORM:

Government facilities should be held to the same standard for site design and connectivity as any private enterprise of similar intensity

Compatibility:

Civic uses may be permitted in a number of different areas, including residential areas. Maintenance, operating facilities and public works yards should generally be located in industrial areas. Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management. Industrial operating characteristics should be controlled according to same standards as industrial uses.

LAND USE: PARK/OPEN SPACE

DESCRIPTION:

- » Areas intended to remain undeveloped and natural or recreational in character.

POTENTIAL ZONING:

- » Various

INTENSITY (DU/A):

-



USES:

Limited, primarily natural. Any development is recreational and low impact in nature (such as park shelters or ball fields), while complementary to the purpose of the wider area as open natural space.

FORM:

Traditional park and recreation areas including both passive and active recreation. Environmentally sensitive areas and draws that should be preserved and possibly incorporated into the city's trail system.

Compatibility:

These areas are valuable for the natural character and uses within them should have minimal impact. This requires minimal visual, auditory, and other pollutants that would reduce the pristine character of areas. Aids for compatibility may include:

- Heavy landscaping screening, very large buffers; height limitations, zero odor emissions, strict ambient noise requirements.

More intense recreation uses, like sports complexes should be treated like comparable commercial uses for the traffic and compatibility issues that they can generate.