Midland Master Plan 2025

Remembering the Past, Planning for the Future

Prepared By:

Dunkin, Sefko & Associates, Inc.

URBAN PLANNING CONSULTANTS

And

Parkhill, Smith & Cooper, Inc.

ENGINEERING CONSULTANTS

In Cooperation With:

City of Midland Staff

And

The Comprehensive Plan Steering Committee

The City of Midland is grateful to the following citizens
who generously gave their time to serve on the
Comprehensive Plan Steering Committee

U.S. Representative Mike Conaway *(Honorable Chairman)*

Steve Melzer *(Chairman)*	Josie Ramirez
Ken Burgess	Berry Simpson
Dub House	Gary Vandergriff
Peter Morton	Jane Wolf
Wes Perry	Bo Zertuche

Staff:

Donna Cervantes	Cameron Walker
Jim Compton	Chuck Swallow

Other citizens who contributed include:
Midge Erskine
Kyle Womack

Midland Master Plan 2025

Adopted May 10, 2005

Honorable Mike Canon, Mayor
Bill Dingus, Council Member At-Large
Wes Perry, Council Member At-Large
LuAnn Morgan, Council Member District 1
Vicky Hailey, Council Member District 2
Scott Dufford, Council Member District 3
Berry Simpson, Council Member District 4

Rick Menchaca, City Manager
Marcus Johnston, Assistant City Manager
Tommy Hudson, Assistant City Manager

MIDLAND MASTER PLAN 2025

Table of Contents

Preface

DEFINITION OF A MASTER PLAN *i*

PURPOSE OF THE MASTER PLAN 2025 *i*

LEGISLATION RELATED TO THE MASTER PLAN *ii*

THE IMPORTANCE OF ESTABLISHING PLANNING POLICIES *ii*

Chapter 1: Baseline Analysis

INTRODUCTION – A CONTEXT FOR PLANNING *1-1*

PREVIOUS PLANNING EFFORTS *1-2*

A Decades-Long Tradition of Planning *1-2*

The Centennial Comprehensive Plan *1-2*

THE RELATIONSHIP OF THE CITY TO THE REGION *1-12*

Air Transportation *1-12*

Plate 1-1: Regional Relationship – City of Midland *1-14*

Surrounding Jurisdictions *1-15*

THE HISTORY OF THE REGION *1-17*

The Right Place at the Right Time *1-17*

The Influence of the Permian Basin *1-18*

PHYSICAL FACTORS INFLUENCING DEVELOPMENT *1-19*

Natural Features *1-19*

Plate 1-2: Physical Features – City of Midland *1-21*

Man-Made Features *1-23*

DEMOGRAPHIC & SOCIOECONOMIC CHARACTERISTICS 1-27
Demographics 1-27
Table 1-1: Population Change – City of Midland 1-27
Figure 1-1: Population Change – City of Midland 1-27
Table 1-2: Population Change – Midland County 1-28
Figure 1-2: Population Change – Midland County 1-28
Table 1-3: Population, 1970-2000 – City of Midland & Surrounding Communities 1-29
Table 1-4: Regional Growth Comparison – City of Midland as Part of Midland County 1-29
Figure 1-3: Regional Growth Comparison – City of Midland as Part of Midland County 1-29
Table 1-5: Race and Ethnic Distribution, 1980-1990 – City of Midland 1-30
Table 1-6: Age Composition & Distribution – City of Midland 1-30
Figure 1-4: Percentage of Age Distribution, 1990 – City of Midland 1-31
Figure 1-5: Percentage of Age Distribution, 2000 – City of Midland 1-31
Table 1-7: Educational Attainment, 2000 – City of Midland & the State of Texas 1-32
Table 1-8: Midland Independent School District Enrollment, 1995-2002 1-32
Table 1-9: Household Income, 2000 – City of Midland & the State of Texas 1-34
Figure 1-6: Household Income, 2000 – City of Midland & the State of Texas 1-34
Table 1-10: Employment by Occupational Category – City of Midland 1-35
Figure 1-7: Employment by Occupational Category – City of Midland 1-35
EXISTING LAND USE CHARACTERISTICS 1-37
The Purpose of an Existing Land Use Analysis 1-37
Methodology of the Land Use Survey 1-37
Types of Land Use and Related Definitions 1-37
Plate 1-3: Existing Land Use 1-39
Plate 1-3: Existing Land Use – Full Size A-2
Developed Acreage Within Midland 1-40
Total Acreage Within Midland & the Extraterritorial Jurisdiction 1-41
Current Land Use Densities 1-41
Table 1-11: Existing Land Use, 1984 & 2002 – City of Midland 1-42
Comparison to the Centennial Comprehensive Plan of 1987 1-42
Figure 1-8: Existing Land Use, 2002 – City of Midland 1-43
Characteristics of Midland's Existing Land Use Pattern: SUMMARY 1-43

EXISTING HOUSING CHARACTERISTICS 1-45
The Purpose of Analyzing Local Housing 1-45
Density & Number of Housing Units 1-45
Table 1-12: Density & Number of Housing Units – City of Midland 1-45
Figure 1-9: Number of Housing Units – City of Midland 1-45
Table 1-13: Housing Type, 2000 – City of Midland 1-46
Year of Construction for Housing Units 1-46
Table 1-14: Year of Construction for Housing Units, 2000 – City of Midland 1-46
Tenure (Residency)
Table 1-15: Renter- & Owner-Occupied Units – City of Midland, City of Odessa, & the State of Texas 1-47
Tenure (Residency) 1-47
Housing Value and Rental Rates 1-47
Table 1-16: Housing Value of Owner-Occupied Units, 2000 – City of Midland 1-47
Table 1-17: Gross Rental Rates, 2000 – City of Midland 1-48
Housing Condition 1-48
Table 1-18: Single-Family and Two-Family Housing Condition By Type, 2000 – City of Midland 1-49
Plate 1-4: Housing Survey – City of Midland 1-50
Table 1-19: Housing Condition By Type – City of Midland & Peer Communities 1-51
UTILITIES & INFRASTRUCTURE 1-52
Water Supply 1-52
Water Treatment 1-52
Water Distribution System 1-53
Wastewater Collection System 1-53
Wastewater Treatment 1-53
Wastewater Disposal 1-53
Drainage – Flood Control 1-54
Drainage – Stormwater Management 1-54
EXISTING PUBLIC FACILITIES 1-55
Midland City Hall 1-55
Table 1-20: City Hall, Department & Personnel – City of Midland 1-55
Midland Police Department 1-55
Table 1-21: Ratio of Police Officers to Population – City of Midland 1-56
Midland Fire Department 1-56

Table 1-22: Fire Station Locations and Year of Construction – City of Midland 1-56
Plate 1-5: Existing Fire Stations Service Area – City of Midland 1-57
EXISTING ZONING CHARACTERISTICS 1-58
Residential Zoning Districts 1-58
Plate 1-6: Zoning Map (2004) 1-59
Plate 1-6: Zoning Map (2004) –Full Size A-3
Nonresidential Zoning Districts 1-60
Table 1-23: Zoning Districts and Related Acreage, 2003 – City of Midland 1-61

Chapter 2: Vision/Goals & Objectives

Vision Statement 2-1
GOALS & OBJECTIVES 2-1
A. Thoroughfare Plan 2-1
B. Air Transportation 2-3
C. Land Use Plan 2-4
D. Downtown Plan 2-5
E. Urban Design & Community Image 2-5
F. Housing Strategies 2-7
G. Utilities, Water & Drainage Plan 2-7
H. Parks, Recreation & Open Space 2-8
I. City Government & Public Facilities 2-8
J. Economic Development Strategies 2-8

Chapter 3: The Future Land Use Plan

INTRODUCTION – A CONTEXT FOR PLANNING 3-1
POPULATION PROJECTIONS 3-2
General 3-2
Growth Rates of Midland & Regional Cities 3-2
Table 3-1: Population, 1970-2000 – City of Midland & Similar Regional Cities 3-2
Figure 3-1: Population, 1970-2000 – City of Midland & Similar Regional Cities 3-3
Midland's Past Growth Rates 3-3
Table 3-2: Population Growth Rates Between 1970 & 2002 – City of Midland 3-3

Midland's Anticipated Growth 3-4
Table 3-3: Residential Building Permits Issued By Year & Type 3-4
Population Projection Scenarios 3-4
Table 3-4: Population Projection Scenarios 3-5
Figure 3-2: Population Projection Scenarios 3-5
LAND USE CATEGORIES 3-7
Land Use Category Descriptions & Amounts 3-7
Table 3-5: Future Land Use Calculations – City of Midland 3-7
Plate 3-1: Future Land Use Plan 3-10
Plate 3-1: Future Land Use Plan –Full Size A-4
Table 3-6: Future Land Use Calculations – City of Midland's ETJ Area 3-11
Figure 3-3: Future Land Use Composition – City of Midland 3-11
Recommendations By Land Use Category 3-12
Figure 3-4: Examples of Retail, Commercial & In-Between Uses 3-12
NEIGHBORHOOD DEVELOPMENT CONCEPTS 3-15
The Typical Neighborhood Unit 3-17
Table 3-7: Land Use Allocation Recommended Within the Urban Density Neighborhood Unit 3-17
Table 3-8: Number of Retail Acres a Typical One-Mile Neighborhood Unit Could Support 3-18
Table 3-9: Projected Number of People in a Typical One-Mile Neighborhood (Urban Density) Unit 3-18
Figure 3-5: Urban Density Neighborhood Unit - Typical One-Mile Unit 3-19
Table 3-10: Land Use Allocation Recommended Within the Suburban Density Neighborhood Unit 3-20
Table 3-11: Number of Retail Acres a Typical One-and-One-Half-Mile Neighborhood Unit Could Support 3-20
Figure 3-6: Suburban Density Neighborhood Unit - Typical One-and-One-Half-Mile Unit 3-21
Table 3-12: Projected Number of People in a Typical One-Mile Neighborhood (Urban Density) Unit 3-22
Traditional Neighborhood Development (TND) 3-22
MAJOR FUTURE LAND USE PLAN RECOMMENDATIONS 3-25
Interstate Highway Corridor Development 3-25
Loop 250 Corridor Development 3-27

La Entrada Corridor Development 3-28
The Midland Airpark 3-29
The George W. Bush Home 3-31
Downtown Midland 3-32
Land Use Within the Greenbelt Area 3-32
Land Use Related to the Scharbauer Sports Complex 3-33

ANNEXATION & GROWTH MANAGEMENT 3-35
Annexation Recommendations 3-35

PROJECTED POPULATION CAPACITY 3-37
Table 3-13: Ultimate Population Capacity – City of Midland 3-38

ADMINISTRATION OF THE FUTURE LAND USE PLAN 3-39
Development Proposals & the Future Land Use Plan 3-39
Zoning & the Future Land Use Plan 3-40

CONCLUSION 3-41
Table 3-14: Summary – Future Land Use Plan Recommendations With Related Goals & Objectives – City of Midland 3-42

Chapter 4: The Thoroughfare Plan

INTRODUCTION 4-1
Partners in Transportation Planning 4-2

THE FUNCTIONAL CLASSIFICATION SYSTEM 4-3
General 4-3
Figure 4-1: Functional Classification System 4-3
Table 4-1: Roadway Functional Classifications & General Planning Guidelines 4-4

MOBILITY & ACCESS REGIONALLY & LOCALLY 4-5
The Regional Transportation System 4-5
Figure 4-2: Proposed Highway Section – Ports-to-Plains Feasibility Study (2001) 4-6
The Local Transportation System 4-7
Figure 4-3: Type A Primary Arterial 4-7
Figure 4-4: Type B Secondary Arterial 4-8
Figure 4-5: Cross Access Sketch 4-10
Figure 4-6: Type C Primary Collector 4-11
Figure 4-7: Type D Secondary Collector 4-11

Figure 4-8: Type E Typical Local Roadway 4-12
Figure 4-9: Type F AE Local Roadway 4-12
Plate 4-1: Midland Thoroughfare Plan 4-14
Plate 4-1: Midland Thoroughfare Plan –Full Size A-5

SPECIFIC THOROUGHFARE PLAN ISSUES 4-14
La Entrada Al Pacifico – Gateway to the Pacific 4-14
The Ports-to-Plains Corridor 4-16
Transportation Access to Downtown Midland 4-18
Area West of Midland & North of the Midland International Airport 4-18
The Mockingbird Land Corridor 4-19
The Future Extension of Wadley Avenue 4-19
The Loop 250 Extension 4-20
Thoroughfares Around Midland Airpark 4-21
MEETING THE CURRENT & FUTURE NEEDS OF THE CITY 4-21
Summary 4-21
Compatibility with the Future Land Use Plan 4-21
Existing Residential and Nonresidential Land Uses 4-22
Funding Thoroughfare System Improvements 4-22

CONCLUSION 4-24
Table 4-2: Summary – Thoroughfare Plan Recommendations With Related Goals & Objectives – City of Midland 4-25

Chapter 5: The Infrastructure Assessment

INTRODUCTION 5-1

THE WATER SYSTEM 5-1
Water Supply 5-1
Plate 5-1: Water Supplies – City of Midland 5-2
Plate 5-2: City of Midland Water System 5-4
Water Treatment 5-5
Water Distribution System 5-5
General Analysis of the Water System 5-6
Recommended Infrastructure Extension Policy 5-7

THE WASTEWATER SYSTEM 5-9

Wastewater Collection System 5-9
Wastewater Treatment 5-9
Wastewater Disposal 5-10
General Analysis of the Wastewater System 5-11
Plate 5-3: City of Midland Sanitary Sewer System 5-12
THE DRAINAGE SYSTEM 5-13
Drainage – Flood Control 5-13
Table 5-1: Drainage Capital Improvements List 5-14
Plate 5-4: City of Midland Drainage System 5-16
Drainage – Stormwater Management 5-17
General Analysis of the Drainage System 5-17
CONCLUSION 5-19
Table 5-2: Summary – Infrastructure Assessment Recommendations With Related Goals & Objectives – City of Midland 5-19

Chapter 6: The Housing & Neighborhood Strategies Plan

INTRODUCTION 6-1
Sustainable Housing & Neighborhoods 6-2
Affordable Housing & Neighborhoods 6-2
Table 6-1: Housing Value, 2000 – Odessa-Midland Metropolitan Statistical Area 6-3
Table 6-2: Gross Rent, 2000 – Odessa-Midland Metropolitan Statistical Area 6-4
Trends in Local Housing Condition 6-4
Figure 6-1: Percentage Growth in Each Housing Type Between 1984 & 2002 – City of Midland 6-5
Table 6-3: Single-Family and Two-Family Housing Condition By Type Throughout the City – City of Midland 6-5
HOUSING & NEIGHBORHOOD STRATEGIES FOR DEVELOPED AREAS 6-6
Specific Action Strategies for Developed Areas 6-6
Plate 6-1: Housing Strategies 6-7
Plate 6-1: Housing Strategies –Full Size A-6
Local Housing Programs & Initiatives 6-9
Plate 6-2: Community Development Office Housing Activity – City of Midland 6-10
Table 6-4: Housing Activities Funded for the 2004/2005 Year – City of Midland 6-11
Other Available Grant and Volunteer Programs 6-12

Solicit Input & Make Citizens Aware of Available Help 6-13
Allocate Additional Funds for Demolition 6-15
Work With Local Entities & Be a Facilitator 6-15
Investigate the Use of Neighborhood Empowerment Zones 6-16
Establish Redevelopment/Infill Policies 6-17

HOUSING & NEIGHBORHOOD STRATEGIES FOR PLANNED, UNDEVELOPED RESIDENTIAL AREAS 6-19
Future Single-Family Dwelling Unit Neighborhoods 6-19
Table 6-5: Single-Family Lot Sizes By Zoning District – City of Midland 6-19
Future Two-Family Dwelling Unit Neighborhoods 6-21
Future Multiple-Family Neighborhoods 6-21
Future Manufactured Home Neighborhoods 6-22
Residential Development Related to the Typical Neighborhood Unit 6-22

CONCLUSION 6-23
Table 6-6: Summary – Housing & Neighborhood Strategies Plan Recommendations With Related Goals & Objectives – City of Midland 6-24

Chapter 7: The Downtown Re-Vision Plan

INTRODUCTION 7-1

PROMOTE DIVERSIFICATION 7-3
Recommended Land Uses 7-3
CREATION OF A DOWNTOWN ENTERTAINMENT DISTRICT 7-10
Establish a New Zoning District 7-10
Develop a Downtown Master Plan 7-13
Make Prioritized, Concentrated Capital Improvements 7-14
Identify the District 7-15
Market the District 7-16
ADDITIONAL RE-VISION STRATEGIES 7-18
Establish a Master Plan for Downtown 7-18
Establish a Marketing Plan for Downtown 7-18
Support Downtown Businesses Through Specific Actions 7-19
Advertise Incentives for Downtown Investment 7-20
Organize Programs & Activities 7-22

Improve Parking 7-23
Incorporate the Transit System 7-25
CONCLUSION 7-27
Table 7-1: Summary – Downtown Re-Vision Plan Recommendations With Related Goals & Objectives – City of Midland 7-27

Chapter 8: Community Image Guidelines

INTRODUCTION 8-1
ON-GOING EFFORTS FOR IMPROVING MIDLAND'S IMAGE 8-3
Keep Midland Beautiful 8-3
The Business I-20 Transportation Corridor Enhancement Project 8-3
IMAGE-RELATED ELEMENTS TO CONSIDER 8-4
Overall Design: Gateway Treatments 8-5
Plate 8-1: Urban Design Corridors & Gateways 8-6
Overall Design: Landscaping Elements 8-7
Site Elements: Setbacks 8-8
Site Elements: Landscaping 8-9
Site Elements: Refuse Containers 8-10
Site Elements: Loading Areas 8-11
Site Elements: Outside Storage 8-12
Site Elements: Signage 8-13
Building Standards: Façade Materials 8-15
Building Standards: Articulation of Building Façades 8-15
CONCLUSION 8-16
Table 8-1: Summary – Community Image Guidelines Recommendations With Related Goals & Objectives – City of Midland 8-16

Chapter 9: The Parks, Recreation, Open Space & Trails Assessment

INTRODUCTION 9-1
Geographic Environment of Midland 9-1
PARKS AND RECREATION DIVISION – THE 2000 COMPREHENSIVE MASTER PLAN FOR PARKS 9-2
EXISTING INVENTORIES AND FUTURE ANALYSES 9-3

PARKS 9-3
Existing Inventories 9-3
Table 9-1: Comparison of Park Acreage Per Capita – City of Midland 9-3
Plate 9-1: Neighborhood Park Coverage 9-4
Table 9-2: Existing Park & Open Space Inventory – City of Midland 9-7
Future Analysis 9-8
Table 9-3: Existing & Future Park & Open Space Needs – City of Midland 9-8
RECREATION 9-9
Existing Inventories 9-9
Future Analysis 9-9
OPEN SPACE 9-10
Existing Inventories 9-11
Future Analysis 9-10
TRAILS 9-11
General Characteristics 9-11
Existing Inventories 9-11
Trail Location Concepts 9-12
Trail Construction Materials 9-12
Trails in Relation to Existing & Future Development 9-13
Trail System Implementation 9-14
CONCLUSION 9-15
Table 9-4: Summary – Park Assessment Recommendations With Related Goals & Objectives – City of Midland 9-15

Chapter 10: The Economic Development Assessment

INTRODUCTION 10-1
PREVIOUS ECONOMIC DEVELOPMENT PLANNING EFFORTS 10-2
The Sales Tax Increase 10-2
Groups Involved in Economic Development Efforts 10-2
The Midland Assessment & Action Plan 10-5
Economic Development Efforts Related to the Midland International Airport 10-9

EFFORTS TOWARD EXISTING & NEW BUSINESS DEVELOPMENT 10-12
Local Programs 10-12
State Programs 10-14
CONCLUSION 10-19
Table 10-1: Summary – Economic Development Assessment Recommendations With Related Goals & Objectives – City of Midland 10-19

Chapter 11: The Public Facilities Plan

INTRODUCTION 11-1
FACILITIES, SERVICES & RECOMMENDATIONS 11-2
Midland City Hall 11-2
Table 11-1: City Hall, Departments & Personnel – City of Midland 11-2
Midland Police Department 11-3
Table 11-2: Ratio of Police Officers to Population – City of Midland 11-4
Midland Fire Department 11-4
Plate 11-1: Fire Station Locations – City of Midland 11-5
Library Services 11-6
Table 11-3: Library Square Footage Needs – City of Midland 11-7
Cultural Services 11-7
Community Centers 11-14
Midland Independent School District 11-14
Table 11-4: Projected Number of Housing Units in 2014 & 2024 – City of Midland 11-15
Table 11-5: Projected Midland ISD Enrollment in 2014 & 2024 – City of Midland 11-15
Table 11-6: Projected Growth in Enrollment By School Age – City of Midland 11-16
CONCLUSION 11-19
Table 11-7: Summary – Public Facilities Plan Recommendations With Related Goals & Objectives – City of Midland 11-19

Chapter 12: The Implementation Strategies

INTRODUCTION 12-1

General 12-1

Proactive & Reactive Implementation 12-2

THE VARIOUS ROLES OF THE MASTER PLAN 12-3

A Decision-Making Guide 12-3

A Flexible & Dynamic Guide 12-3

Complete Review With Public Participation 12-4

REGULATORY MECHANISMS 12-5

General 12-5

The Zoning Ordinance 12-5

The Subdivision Ordinance 12-9

Other City-Initiated Ordinances/Resolutions 12-10

Annexation & Extraterritorial Jurisdiction 12-11

FUNDING MASTER PLAN RECOMMENDATIONS 12-12

General 12-12

Funding Mechanisms 12-12

Table 12-1: Population & 2004 Tax Rate – City of Midland & Surrounding Communities 12-12

PRIORITIZED MASTER PLAN RECOMMENDATIONS 12-15

Table 12-2: Priority Recommendations, Planning Efforts – City of Midland 12-15

Table 12-3: Priority Recommendations, Operation & Maintenance Efforts – City of Midland 12-20

Table 12-4: Priority Recommendations, Capital Improvement Projects – City of Midland 12-21

Table 12-5: Priority Recommendations, On-Going Efforts – City of Midland 12-24

Appendices

COMMUNITY & PLANNING AREAS *(from the Centennial Comprehensive Plan)* A-1

PLATE 1-3 – EXISTING LAND USE MAP A-2

PLATE 1-6 – ZONING MAP (2004) A-3

PLATE 3-1 – FUTURE LAND USE MAP A-4

PLATE 4-1 – MIDLAND THOROUGHFARE MAP A-5

PLATE 6-1 – HOUSING STRATEGIES A-6

An Introduction to the Planning Process in Midland

Preface

Definition of a Master Plan

A city's master plan can be defined as a long-range planning tool that is intended to be used by City staff, decision-makers and citizens to guide the growth and physical development of a community for ten years, twenty years, or even longer. It is a vision of what the community can become and is a long-range statement of public policy.

In basic terms, the primary objectives of a master plan are to:

- Ensure efficient delivery of public services,
- Coordinate public and private investment,
- Minimize conflict between land uses,
- Manage growth in an orderly manner,
- Increase the cost-effectiveness of public investments, and
- Provide a rational and reasonable basis for making decisions about the community.

Purpose of the Master Plan 2025

Specifically, this Master Plan is intended to establish a generalized pattern for development within Midland, which should reinforce the established vision of the City's future physical form - how the community should grow, develop and mature over time. The development of various physical elements within the community, including transportation facilities, land uses, housing, recreation areas and facilities, and public facilities, will directly impact the future growth and desirability of Midland. Policies and recommendations will be made herein relative to the distribution and interrelationships of future development within the City. These policies and recommendations are supported by a set of goals and objectives (Chapter 2) established by citizens, business leaders, which serve on the Comprehensive Plan Advisory Committee.

LEGISLATION RELATED TO THE MASTER PLAN

The State of Texas has established laws with regard to the way in which cities can ensure the health, safety and welfare of their citizens. State law gives power to cities to regulate the use of land, but only if such regulations are based on a plan. Specifically, the law states that:

> *The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality…A municipality may define the relationship between a comprehensive plan and development regulations and may provide standards for determining the consistency required between a plan and development regulations.* Chapter 213.002 of the Texas Local Government Code

The Texas Local Government Code further states: *"A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries";* this Master Plan 2025 is intended to be used by the City staff and the City Council as a *policy* guide.

Therefore, there are three interrelated purposes of a Master Plan: 1) it allows the citizens of a community to create a shared vision of what they want the community to become, 2) it establishes ways in which a community can effectively realize this vision, and 3) it establishes the legal foundation necessary to implement planning-related regulatory ordinances.

THE IMPORTANCE OF ESTABLISHING PLANNING POLICIES

By continuing its tradition of planning through the establishment of current planning-related policies within this Master Plan, Midland can continue to prepare for growth and can maximize the future benefits of that growth for its citizens. The Master Plan should be considered an important tool for managing community change in order to achieve the desired quality of life. Midland is a growing community, and therefore, development within the City is inevitable. Proactive planning can ensure that future development occurs in a way that is positive for Midland and that, as size and population characteristics change over time, the community continues to develop in a manner that reflects the objectives and values of the City as a whole. The product of the comprehensive planning program that the City of Midland has undertaken will be a complete Master Plan document.

The recommendations contained within the Plan should be followed when making decisions about the City's growth and development, however the Master Plan is <u>not</u> the *legal* guide. There are three primary legal guides that serve to implement the Master Plan: the Zoning Ordinance, the Subdivision Ordinance and the Capital Improvements Plan. These implementation tools should be based on the policies set forth in the Master Plan, as Texas state law mandates.

The Master Plan, once adopted, becomes the official policy of the City.

However, this document should not be considered the end of the comprehensive planning process. Planning is not a single event - it is a continuous and ever-changing process. The key to successful, on-going planning is to continually utilize the Master Plan, and to continually change the Plan to reflect changes occurring in the City. The Master Plan is intended to be flexible and to provide latitude for more detailed analyses that are commonly a part of zoning and development decisions, decisions that should be consistent with policies established within the Master Plan.

The Master Plan is not intended to be a static document with rigid policies; it is intended to be a dynamic, adaptable guide to help citizens and officials shape Midland's future on a continual, proactive basis.

PROVIDING FOUNDATIONAL INFORMATION FOR MIDLAND

The Baseline Analysis

INTRODUCTION - A CONTEXT FOR PLANNING

The *Baseline Analysis* is an assessment of the current physical and socio-economic characteristics of a community. It identifies different aspects and unique qualities of an area to provide an understanding of the way a community functions. To complete a comprehensive plan, a city must identify opportunities and potential limitations to growth. This chapter provides an analysis of the following elements:

- Previous Planning Efforts,
- Relationship of the City to the Region,
- Physical Factors Influencing Development,
- Demographic & Socioeconomic Characteristics,
- Existing Land Use Characteristics,
- Existing Housing Characteristics,
- Utilities and Infrastructure,
- Public Facilities, and
- Existing Zoning Characteristics.

It is important to the comprehensive planning process that the information contained within the *Baseline Analysis* accurately reflects the views and needs of Midland; this information is used as a basis for the *Goals & Objectives*, as well as for formulating the recommendations within Midland's Master Plan 2025.

PREVIOUS PLANNING EFFORTS

A DECADES-LONG TRADITION OF PLANNING

The City of Midland has a long tradition of planning, dating back over fifty years with the adoption of its first Comprehensive Plan in 1950. Called the Midland City Plan, this Plan gave the City general guidelines and outlined several factors affecting future growth. A subsequent Plan in 1970, referred to as the Midland Plan, focused primarily on the City's physical composition, and assessed and made recommendations related to land use, circulation, and public facilities.

THE CENTENNIAL COMPREHENSIVE PLAN

Midland adopted its third and most recent Comprehensive Plan in 1987. At the time of the Centennial Comprehensive Plan's adoption, the City was experiencing a downturn of the local economy. The effects from the economic downturn of the petroleum industry in the mid- 1980's had generally subsided, but low oil prices continued to restrict Midland's economic growth. Ranching and farming, which together represented 24 percent of Midland County's workforce, had great influence on the health of the economy, and Midland remained the center for the oil, ranching, and farming industries in the Permian Basin. Other industries, such as construction and trucking, also contributed to the regional economy[1-1]. The Centennial Plan contained many goals, objectives and recommendations. The following is an abbreviated list that includes some of the more significant issues and recommendations.

- **Existing & Future Land Use:** Existing land use was reviewed and future land uses were proposed for sections throughout the City.
- **Objective for Midland – The Eighties:** "Objective for Midland – The Eighties" was a project in which citizens were brought together to identify issues and establish goals for Midland. The Midland Chamber of Commerce sponsored this citizen group, which focused on different aspects of the community, such as the City's design and aesthetics, spiritual life, health and welfare, education, cultural life, recreation/entertainment, housing, and the economy. These identified issues assisted in the recommendations ultimately contained within the Comprehensive Plan.
- **Drainage:** Drainage was a major issue in the 1987 Comprehensive Plan. The draws of the region were recognized as one way in which stormwater run off could be disposed. Also

[1-1] Handbook of Texas Online: www.tsha.utexas.edu/handbook/online

mentioned was the use of playa lakes, which are naturally occurring lakes that fill during storm events then filter that water through the ground or evaporate into the air. One major issue was development on and adjacent to playa lakes.

- **Thoroughfares:** Midland's thoroughfare system was examined and recommendations on improving the system were proposed. The text of the Plan discussed coordination with the City of Odessa and the Texas State Department of Highways (now known as the Texas Department of Transportation, TxDOT[1-2]), thereby increasing the potential of thoroughfare funding that would benefit both Midland and Odessa.
- **Public Facilities:** Existing public buildings were examined and sites for new police and fire stations were proposed. Specifically identified projected needs, which were based on future population figures, related to a new City Hall, new Municipal Court, and a new library facility.
- **Parks & Open Space:** Existing park and open space areas were reviewed in the context of Midland's population at the time, and recommendations were made in regard to additional park and open space needs that future population growth, if consistent with Plan projections, would bring.

Central Area Study 1983

The Centennial Plan also included an in-depth study of Midland's downtown area. The Central Area Study provided data, plans, proposals, and recommendations that would assist the community in deciding how to improve Downtown Midland. The Study focused on the strong commitment of both the private and public sectors to save the downtown area from detrimental effects of urban sprawl. Recommendations included making the downtown area more attractive, adding open space, constructing additional parking facilities, installing traffic signals, and improving specific streets. A capital improvements program was also included.

Implementation of the 1987 Comprehensive Plan & Recent Developments

The recommendations within the 1987 Comprehensive Plan have been implemented in varying ways. The following is a discussion of recommendations from the 1987 Plan and how these recommendations have been implemented since the Plan's adoption. Recent developments related to each are also included.

Natural & Man-Made Features of the Site

The following characteristics were acknowledged as important to site development within the City.

[1-2] In 1991 the Texas legislature merged the State Department of Highways and Public Transportation, the Texas Department of Aviation, and the Texas Motor Vehicle Commission to form the Texas Department of Transportation – *Source:* Ibid.

- **Drainage:** (Beginning on page 10) Developments related to Midland's storm drainage system include a 1993 *Storm Drainage Design Manual* and a 1996 *Master Drainage Plan*. Both of these plans were prepared by the engineering firm of Parkhill, Smith and Cooper and involved drainage scenarios of undeveloped and developed land projected to the year 2020.

  The 1987 Plan also acknowledged the importance of City's code requirement for landscaping in single-family and two-family zoning districts in relation to ensuring adequate drainage in these districts. This code requirement reduces the amount of run-off generated by urban development and decreases the potential for flooding. The standard for landscaping in these districts that was noted in the 1987 Plan has been maintained.

  In addition, two methods were outlined in the 1987 Plan for the disposal of storm water; these were retention basins and storm sewers. Today, retention basins are used extensively throughout the City, and storm sewers have been installed in specific locations, such as along West Wadley. Additional information regarding current drainage characteristics is contained within the *Utilities and Infrastructure* section of this chapter; future drainage-related needs will be included within the *Infrastructure Plan* chapter of this Master Plan.

- **Sanitation Sewer:** (Page 25) The 1987 Plan examined the current and expected sanitary sewer service areas. There had been an expansion of the sewer plant in 1983, which was projected to be able to serve a population of approximately 120,000 people. There was another expansion of the plant that occurred more recently, in 1996. Additional wastewater facility information is contained within the *Utilities and Infrastructure* section of this chapter and future need related to projected population growth will be included within the *Infrastructure Plan* chapter of this Master Plan.

- **Water Resources:** (Beginning on page 26) The 1987 Plan calls for a continuing program to monitor and regulate the water supply to ensure availability, as well as adequate distribution to provide acceptable service levels for community growth. In 2002, the City Council appointed a committee to study future water reserves. Additional water supply information is contained within the *Utilities and Infrastructure* section of this chapter and future need related to projected population growth will be included within the *Infrastructure Plan* chapter of this Master Plan.

Objectives for Midland – The Eighties:

The following contains recent developments that have occurred related to some of the subjects for which objectives were identified within the 1987 Plan.

- **Design of the City:** Two objectives under this subject heading related to improving traffic flow and providing parking within Downtown Midland. In attempting to meet these objectives, the City has worked on the signal timing of traffic lights in Downtown, has changed several streets from one-way to two-way, and added angled parking.

Another objective related to implementing beautification projects and improving the City's aesthetic environment. To that end, the City worked with the Texas Department of Transportation (TxDOT) in completing beautification projects along Loop 250 that have added to the aesthetic appeal of the City along this high-traffic thoroughfare.

- **Spiritual Life:** One of the objectives under this subject heading addressed the need for facilities for the elderly. Since the 1987 Plan's adoption, two independent living developments and one assisted living center for senior citizens have been developed in the north central area of the City.

- **Education:** Objectives under Education included the need to support the expansion of Midland College and the need to construct a new football stadium. Midland College has expanded with the addition of new dorms in the last three years, as well as with the Advanced Training Center (ATC) on Cuthbert Avenue. To address the need for new football facilities, a new football stadium was recently built, along with a new baseball stadium (see *Recreation/Entertainment* below). The football stadium is currently leased to the Midland Independent School District (MISD).

- **Recreation/Entertainment:** The primary objective under this subject heading was to develop, upgrade, and maintain parks and park facilities. Pursuant to this, the City has acquired land for future park sites, and has completed two new community parks. Midland now has one community park in each quadrant of the City. In addition, City staff recently completed the *City of Midland Parks and Recreation Division Comprehensive Master Plan 2000*; this document identifies goals and objectives for parks and recreation, and provides guidance to the City for park planning. In addition, the new baseball stadium is used by the Midland Rockhounds, which is Midland's Double A baseball team and is an affiliate of the Oakland Athletics baseball team.

- **Housing:** The City is continuing to meet the primary objective identified under Housing within the 1987 Plan, which was to utilize private and/or public funds to provide assistance to people with housing needs. In doing so, the City has expanded its Community Development Block Grant (CDBG) program, and has supported additional programs such as the Midland Housing Authority and the Midland Community Development Corporation. In addition, the Christmas in April program (now known as Christmas in Action), which was supported and encouraged by the 1987 Plan, continues to be a strong program today, both in Midland and nationwide.

- **Economy:** Under this subject heading, primary objectives included diversifying the economy and promoting Midland as an administrative and technical headquarters for industries. In 2002, Midland adopted a ¼-cent sales tax to fund economic development activities in the City, and created a 4A Board. A Tax Increment Refinancing Zone (TIRZ) District was also created for Downtown Midland in 2001 to help fund redevelopment within the area, and a Municipal Management District is in its early stages of development.

The Thoroughfare System

Midland's thoroughfare system is addressed extensively in the 1987 Plan. Since the Plan's adoption, development of the thoroughfare system has continued to have a major impact on development within the City, especially along Loop 250 and Interstate Highway 20.

The 1987 Plan established six specific aims that Midland's thoroughfare system should meet (page 68):

1. *It should provide a structural framework for future growth and development which permits the creation of logical residential and non-residential areas bounded by high capacity major thoroughfares.* The implementation of this has been classified by City staff as "ongoing."
2. *It should minimize traffic movements through developed and yet to be developed residential areas or neighborhood area.* The implementation of this has been classified by City staff as "ongoing".
3. *It should provide adequate routes to and near the Central Area to allow expeditious handling of traffic movements to and from, as well as through the area.* Since the adoption of the 1987 Plan, there has been no change in traffic movement related to Downtown Midland.
4. *It should provide standards for thoroughfare development according to classification by function or type and should identify pavement widths and corresponding right-of-way widths for the various thoroughfare types with pavement width based upon anticipated traffic volumes.* The implementation of this has been classified by City staff as "ongoing".
5. *It should be a guide for the expenditure of funds on major streets and highways as future growth demand improvements and additions.* The implementation of this has been classified by City staff as "ongoing."
6. *It should create a concept around which all agencies (State, City, and County) are responsible for thoroughfares in the area and can coordinate their development efforts.* Since the adoption of the 1987 Plan, there has been no change in the way in which agencies coordinate development efforts; the City continues to work with the Texas Department of Transportation (TxDOT) and other applicable agencies in the development and construction of local and regional thoroughfares.

The 1987 Plan also recommended specific street improvements and alignments. The following is a summary of the recommendations (which begin on page 77) and the current status of the improvements and alignments.

1. *Lamesa Road Realignment and Extension*: Completed
2. *Garfield Street Connection to Interstate Highway 20*: Not yet completed.

3. *"A" Street Connection*: Not completed; this recommendation assumed that the Midland Airpark would be relocated, which has not occurred and may no longer be supported. Various options related to the Midland Airpark are being considered.
4. *Proposed Loop 250 (South)*: Not yet completed.
5. *Additional Connection to Odessa*: This has been an on-going challenge for the City. Within the 1987 Plan, Greentree Boulevard was discussed as an option for this connection. Over the years, however, this has become less of an option as development has occurred. This will be a point of discussion within the *Thoroughfare Plan*.
6. *Central Business Area Significance*: The City is consistently working, along with private entities, to increase the visibility of downtown as a center for business and commerce.

Air Transportation

(Discussion begins on page 85.) The 1987 Plan examined the Midland Regional Airport and the Midland Airpark. In reference to the Midland Regional Airport, it was stated that the facility had recently undergone remodeling and that a separate master plan had been developed for the facility. The Midland Regional Airport has now become Midland International Airport, and recent developments related to the Midland International Airport include a recently completed international terminal and a *Business Development Plan*, which was finalized in October of 2002. In reference to the Midland Airpark, the discussion within the 1987 Plan mainly focused on the concept of relocating the facility to a tract of City-owned that was northeast of Midland. The focus, however, has shifted in recent years to include the option of maintaining the Midland Airpark at its current location for as long as it continues to be a viable facility. Both of these options will be discussed within the *Future Land Use Plan* chapter of this Master Plan.

Physical Design Standards for Neighborhoods

(Discussion begins on page 87.) Design elements that could be applied to future development proposals were also included within the 1987 Plan. One of these was a neighborhood-unit planning concept that has been used extensively by City staff to evaluate zoning and development proposals. The neighborhood unit shown within the Plan included recommendations for internal traffic circulation and for various types of housing densities, which have been utilized by the City on an ongoing basis. In addition, within the discussion of the recommended neighborhood unit, the 1987 Plan stated that *community facilities and public buildings are best located in neighborhoods where sufficient densities permit good service consistent with their designated function* (page 116), and that *fire stations should be located on arterial streets, or on collector streets near arterial streets* (page 117). In keeping with these recommendations, a fire station has been built on Lamesa Road, and another is being considered for a location along West Wadley.

Community Area Analysis

The 1987 Plan also divided the City of Midland into eight community areas in order to provide for more detailed recommendations. Refer to Appendix A for a map of these areas. The recommendations dealt with various subjects including land use, public facilities, and thoroughfares. The following is a discussion of various recommendations and any related implementation.

- **Community Area # 1** (Beginning on page 131)

  It was recognized that there was a large amount of multiple-family development that existed within this area. There has been no new development of multiple-family uses in Community Area #1 since the adoption of the 1987 Plan; however, there has been a large amount of retail development along Loop 250. There was no change recommended for the established zoning pattern, with the exception of the area along Loop 250. To implement the City's desire for high-quality retail development along the Loop, the use of Planned Development (PD) Districts was suggested because of the narrow distance between the Loop and the drainage channel. The primary zoning tool used for the retail development that has occurred since the 1987 Plan's adoption has been Planned Developments. In addition, a community park was recommended to serve the area; this park has been constructed on the west side of Loop 250. In terms of thoroughfares, an additional collector street from Sinclair Avenue to Andrews Highway was recommended to ease traffic on the Loop 250 frontage roads. This recommendation is still relevant, but has not yet been implemented.

- **Community Area # 2** (Beginning on page 145)

  The 1987 Plan stated that this area represented the residential core of Midland. As a result, it was recommended that every effort be made to protect existing residents. There has been no redevelopment of these designated areas since the Plan's adoption. There has also been no significant rezoning of land in this area. Improvements to the Windlands Park playfields have been completed, which were already in process when the 1987 Plan was being drafted.

- **Community Area # 3** (Beginning on page 159)

  The 1987 Plan recommended that no new multifamily developments be allowed along Loop 250 and encouraged medium density developments to be constructed in the undeveloped areas. This has not occurred, primarily due to the fact that most of the development in proximity to Loop 250 has been retail. Single-family residential land use was recommended north of Mockingbird Lane; some of this area has been developed with single-family uses. There was a large amount of Agriculture Estate zoning within this area at the time of the 1987 Plan. The Plan suggested large lot zoning for some of the land north of Mockingbird. Since then, lots of approximately 12,000 to 14,000 square feet in size have been developed.

- **Community Area # 4** (Beginning on page 173)

  The only significant change in the land use pattern within this area has been an increase in retail (strip) zoning along Lamesa Road. In terms of beautification, the Texas Department of Transportation participated in beautification efforts when the Lamesa Road/Garden City Highway interchange was improved. Also since the adoption of the 1987 Plan, the City purchased a former YMCA building on the north side of Scharbauer at Butternut and turned it into a commercial center.

- **Community Area # 5** (Beginning on page 187)

  There has not been much change within this area since the 1987 Plan. Some retail uses have developed along Interstate Highway 20, and there have been many improvements made to Washington Park, including the swimming pool. The Texas Department of Transportation is planning on improving some of the interchanges along Interstate Highway within this area, and these improvements would include incorporating landscaping and beautification efforts.

- **Community Area # 6** (Beginning on page 203)

  The 1987 Plan recognized that Wall Street had begun to develop as a low-rise office area, which was a trend that the Plan encouraged. This trend has continued. The Plan also discussed what should occur if and when the single-family residential uses along Missouri Avenue were converted to nonresidential uses; however, this conversion has not yet occurred.

- **Community Area # 7** (Beginning on page 221)

  The 1987 Plan recommended that the remaining undeveloped land be developed with compatible land uses to compliment and protect established neighborhoods, but since the adoption of the Plan, infill development has not occurred at a high rate. Additional retail zoning has been incorporated along the east side of Loop 250. The City has also developed a community park (93 acres) and plans to build a skateboard park within this area in the near future.

- **Community Area # 8** (Beginning on page 235)

  This area in the 1987 Plan contained the Midland Airpark, a facility about which there has been much debate regarding its location. At the time the 1987 Plan was written, the City had purchased land to the northeast of the corporate limits with the concept the that Airpark would be relocated. The Plan recommended that if the Airpark facility was moved to the north, the original site should develop with residential uses. Opinion about the Airpark's relocation has since changed, and the City is currently trying to sell the parcel of land that was previously purchased for the relocation.

Planning Areas

The 1987 Plan also included analysis by planning areas, which included land area that was immediately outside the City limits (Planning Area E). Refer to Appendix A for a map of these areas. The following is a summary of implementation efforts and recent developments related to each area.

- **Planning Area A** (Beginning on page 249)

  Since the Plan was adopted, one 70-acre subdivision has been built in the area. The City also recently improved Holiday Hill Road north to C.R. 60. The westward extension of Greentree Boulevard, which is shown on the Major Thoroughfare Plan within the 1987 Plan, has also been under consideration recently; as was previously mentioned, the City is reconsidering the need/desire for this extension.

- **Planning Area B** (Beginning on page 255)

  Probably the most significant change within this area is the recent development of the Scharbauer Sports Complex. The 1987 Plan did not foresee this type of development; however, the Scharbauer Sports Complex has had a positive affect on development in the area and will likely be a catalyst for continued high-quality development. In addition, the City has started to extend water service to Planning Area B, as outlined in the 1987 Plan.

- **Planning Area C** (Beginning on page 259)

  The 1987 Plan recommended that zoning in the area change as development proposals warrant, providing for projects that demonstrated a commitment for timely construction. A community park has been developed within this area, as recommended within the Plan (page 260). Other than this, there have been no significant changes since the Plan's adoption.

- **Planning Area D** (Beginning on page 265)

  Recommendations for this area included residential uses. The 1987 Plan also suggested that this area be considered for annexation as it developed. There has not been much development herein since adoption of the Plan.

- **Planning Area E** (Beginning on page 269)

  The 1987 Plan recommended that annexations be limited to the Interstate Highway 20 corridor and along Rankin Highway. The annexation of land was suggested to be undertaken in "stages" to limit the impact on services. If annexation occurred greater than one mile south of the interstate, then the 1987 Plan recommended two fire station sites to serve the annexed area.

General Observations on the Implementation of the Centennial Comprehensive Plan

The City of Midland has shown an on-going commitment to planning, and the implementation of the 1987 Centennial Plan has, for the most part, been consistent since its adoption. Numerous recommendations have been closely followed. As the previous discussion has shown, Midland and its citizens have benefited from the Plan recommendations being taken from a vision in 1987 to reality in the years following.

THE RELATIONSHIP OF THE CITY TO THE REGION

The City of Midland is located within an area of Texas known as the Permian Basin in the western region of the state, approximately 300 miles west of Fort Worth and 300 miles east of El Paso. Midland's elevation is 2,862 feet above sea level. Interstate Highway 20 is the major transportation route to and from the City. It provides access in an east-to-west direction and merges with Interstate Highway 10 approximately 150 miles to the west of Midland; it then continues east through several southern states and finally merges into Interstate Highway 95 in South Carolina. **Plate 1-1** shows Midland in relation to the region.

AIR TRANSPORTATION

Midland International Airport (MAF)[1-3]

Midland International Airport (MAF)[1-4] provides air transportation service to and from the Midland-Odessa region. The airport is centrally located approximately 10 miles west of Midland and 10 miles east of Odessa. Originally a small private airport that was established in 1927, it was sold to the City of Midland in 1939, and it is still owned and operated by the City today. During World War II, the airfield was converted into the Midland Army Air Field (MAAF) and served as a bombardier school to train service airmen. The Commemorative Air Force (CAF), headquartered on 75 acres of the Midland International Airport, curates a museum dedicated to the preservation of World War II aircraft. Today, MAF is the closest airport for tourists visiting the Big Bend National Park. Recent renovations to the airport include the completion of the new Midland International Airport Terminal.

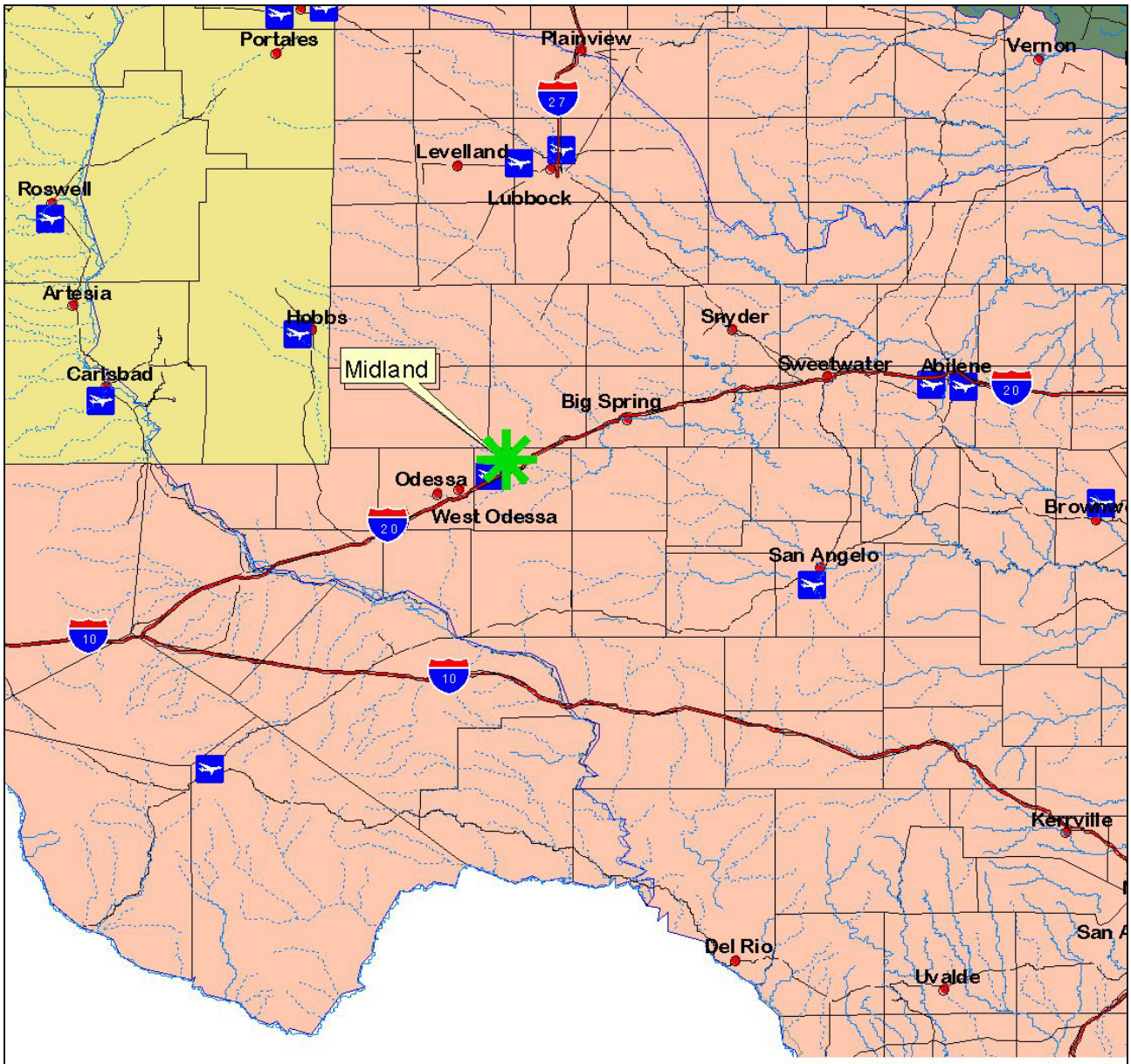
[1-3] Midland International Airport Website: www.midlandairport.com

[1-4] MAF is the airport code for the Midland International Airport. Airport codes are designated by the International Air Transportation Association (IATA) in Geneva, which coordinates these codes across the globe to ensure each airport is uniquely identifiable. – *Source:* Airport City Codes Website: www.airportcity codes.com

Midland Executive Airpark (MDD)[1-5]

Midland Airpark also serves the air travel needs of the Midland-Odessa region. The facility is open to the public and consists of two major runways. The airport is smaller than the Midland International Airport and is located in the northern sector of the City. It is used for both business and pleasure flying.

[1-5] City of Midland Website – *Midland Executive Airpark*: www.ci.midland.tx.us/airport/ExecPark



City of Midland, Texas

Plate 1-1
Regional Relationship

SURROUNDING JURISDICTIONS

Midland County

Midland is the largest city in Midland County and is the county seat. The population of Midland County in 1990 was 106,611, and in 2000 was 116,009, according to the U.S. Census.

Surrounding Counties

To the west of Midland County is Ector County, which has a population of approximately 121,000 people and is the most populated county in the area. Other area counties are relatively sparsely populated. Martin County, to the north and east of Midland County, has a population of approximately 5,000 people. Also to the north, Andrews County has a population of approximately 13,000. Glasscock County, to the east of Midland County, has an approximate population of 1,500 people, and Reagan County to the southeast has an approximate population of 3,300. Upton County, south of Midland County, has an approximate population of 3,400 people.

The City of Odessa

Odessa is located 20 miles to the southwest of Midland in Ector County and has a population of 91,000 people. Midland and Odessa are often referenced together as one region; the two cities, although distinct and unique, share a similar past and culture. The economies of the two cities are also related due to the fact that both have historically been dependent on the oil industry; this fact has established Midland-Odessa as one of the most vibrant areas in West Texas. The population of the Midland-Odessa region is approximately 237,000. Together, the cities are able to provide a large labor pool and numerous economic resources that lead them to function as the center of activity within the Permian Basin.

Other Surrounding Cities

The following is a listing of other communities in close proximity to Midland, along with their respective populations according to the U.S. Census.

- **Gardendale** is located west of Midland and north of Odessa, and has a population of 1,197 people.
- **Big Spring** is located 40 miles to the northeast of Midland in Howard County. The city's population is 25,333, and the county's population is 33,000.
- **Garden City** is located to the southeast of Midland along State Highway 158, and has a population of 300.
- **Rankin** is located to the south of Midland along State Highway 349, and has a population of 800.
- **Crane** is located southwest of Midland in Crane County, and has a population of 3,191.

- **Monahans** is located to the west of Midland along US Highway 80, and has a population of 6,821.
- **Goldsmith** is located to the west of Midland and has a population of 253.
- **Kermit** is located to the west of Midland and has a population of 5,714.
- **Andrews** is located to the northwest of Midland and has a population of 9,652.
- **Franklin** is located to the northwest of Midland and has a population of 1,470.

THE HISTORY OF THE REGION

Two major factors have influenced the existence and growth of Midland. One is geographic and the other geologic. During the western expansion of the United States, travelers sought a southern route around the Rocky Mountains to the west coast that would allow safer, warmer travel. Located midway between El Paso and Fort Worth, Midland was and still is in a prime location along this important transportation route. The second major factor is Midland's location within the Permian Basin. The discovery of vast amounts of oil in the Permian Basin had a dramatic impact on the City by shaping the people, culture and economy. The following discussion is an overview of these two major factors.

THE RIGHT PLACE AT THE RIGHT TIME[1-6]

The stagecoach route of the Southern Overland Stage Mail Company established Midland's physical location. The route consisted of bi-weekly mail and passenger transports from St. Louis, Missouri and Memphis, Tennessee to San Francisco, California, and became the forerunner for the location of the Texas Pacific Railway and eventually portions of Interstate Highway 20 and Interstate Highway 10. In the 1880's, Texas railways were expanding, with more than 4,000 miles of railroad track laid in West Texas. In 1881, the Texas Pacific Railway built a section house at the midpoint of a new rail line between Fort Worth and El Paso, which became known as Midway Station. With the increase in population that followed, a post office was established in 1884 on the condition that the name of the community be changed from Midway to Midland.

Midland Town Company, an Ohio real-estate firm, helped further establish the community now known as Midland by drilling water wells and selling land at auctions. Growth continued, and on July 16, 1906, the City of Midland was incorporated. By 1914, there were approximately 2,500 people in Midland. Oil discoveries within the Permian Basin in the 1920's brought new jobs and a booming economy and established Midland as an economic center for petroleum companies. The Great Depression had adverse effects on Midland, but the City proved resilient and by 1940 the population was again on a growth trend with more than 9,400 people living in the City. Between 1945 and 1960, major expansion of the oil industry occurred and led to increasing development in Midland as well as the region. Midland became known as *The Tall City* because its skyscrapers could be seen towering over the plains from 30 miles away.

[1-6] Much of the information within this section was obtained from the Handbook of Texas Online: www.tsha.utexas.edu/ handbook/online

Population grew rapidly in the following decades, and the local economy was based primarily on the oil industry. There was high demand for housing and office space in the 1970's and early 1980's, but the economy experienced a slowdown in 1982. Oil prices began to decrease, along with the demand for workers. Many new homes and much of the office space that were constructed to accommodate the oil boom remained vacant in the following years.

By 1990, Midland's population was approximately 89,000. The City has continued to experience growth during the last decade as evidenced by the 2000 U.S. Census, which determined the population to be 94,966. Although the local economy is now more diversified, Midland remains an influential center for the petroleum industry in the Permian Basin. The City also continues to function as a supply and transportation center for the region's farmers and ranchers.

THE INFLUENCE OF THE PERMIAN BASIN

To understand the economic forces that have shaped Midland, it is important to understand the Permian Basin in general terms. A basin is a broad, low lying area that occurs when that area has sunk or where adjacent areas have been pushed up through geologic activity. The Permian Basin is approximately 250 miles wide and 300 miles long. Between 290 and 248 million years ago, during what is known as the Permian geological time period, a shallow sea covered the area. Over time, the water level receded, creating an inland sea that was eventually filled by deposits of sediment from adjacent highlands. Forces of heat and pressure, acting over millions of years, transformed the sediments and organic matter into reservoirs of oil and gas that are still being extracted today.

The Permian Basin is comprised of three main geological components: the Midland Basin, which is located entirely within the state of Texas; the Delaware Basin, which transverses the Texas-New Mexico border south of Carlsbad, New Mexico; and the Central Basin Platform which is essentially a ridge separating the other two basins. If a West to East cross-section of the Permian Basin were made, exposing the rocks in the subsurface, one could observe the Central Basin Platform high in the middle with the deep Delaware Basin to the left and shallower Midland Basin to the right[1-7].

[1-7] Subsurface Structure Map of the Permian Basin: www.utpb.edu/ceed/GeologicalResources/West_Texas_Geology/Links/west_tx_structure.htm

PHYSICAL FACTORS INFLUENCING DEVELOPMENT

NATURAL FEATURES

Natural features will influence where and what type of development can occur. **Plate 1-2** shows some of these features. Geology, topography, soils, vegetation, and wildlife are factors that influence land use and development. Knowledge of the existing and future conditions of natural features in the area aids in the comprehensive planning process by helping to establish where and what kind of development can occur. Midland County extends across 939 square miles of flat land that is intermittently broken by draws and covered by sparse natural vegetation. There is no concentrated surface water in the area.

High Plains

There are numerous natural regions that characterize the land across the State of Texas, from the *Gulf Coastal Plains* in the southeastern gulf area to the *Basin and Range Province* in the Davis Mountain area. The *High Plains*, also alternatively referred to as the *Great Plains*[1-8], is the name of the natural region in which Midland is located. The High Plains region overlies the Permian Basin[1-9] and is characterized by grazing country, which is evidenced by the strong livestock range industry that exists throughout the western portions of the High Plains. Another characteristic of the High Plains is that the regional rainfall decreases toward the west and becomes more irregular in terms of how often its occurs and the amounts of distribution.[1-10] It should be noted that the following discussion of the natural elements in and around the City of Midland relates to the inherent characteristics of the High Plains region.

Soil Type[1-11]

The High Plains area generally lies in what are known as black earth soils, which extend in a belt-like form from the lower Rio Grande and the southern portion of the Texas Gulf coast northward. Sandy red, dark loam, and clay loam soils are also found in the region. The non-porous nature of the soils prevents effective drainage. Another side effect of these types of soil is its ability to swell and retain water. Clay soils have a high shrink-swell ratio that can affect development in that it causes increased costs due to the need for foundations that can withstand such soil variation. Farming is a major industry for these types of soils. If properly irrigated, these soils are well suited

[1-8] The 1998-1999 Texas Almanac, The Dallas Morning News
[1-9] Red River Authority of Texas Website: www.rra.dst.tx.us
[1-10] Handbook of Texas Online: www.tsha.utexas.edu/handbook/online
[1-11] Red River Authority Website - *High Plains Link*: www.rra.dst.tx.us

for growing agricultural products such as potatoes, tomatoes, strawberries and numerous other varieties of crops. Before irrigation was practiced the soil supported grazing land for livestock.

Vegetation[1-12]

Vegetation that exists in the area must be able to prosper in a dry climate. The natural vegetation consists primarily of short grasses, such as blue grama, buffalograss, little bluestem, western wheatgrass, Indiangrass, switchgrass, and sand reedgrass. Other native plants include sand shinnery oak, sand sagebrush, mesquite and yucca.

Climate[1-13]

The climate of the region can be classified as semi-arid. Most of Midland's rain occurs during the spring and early summer. Some areas are extremely susceptible to flooding due to the flatness and impermeability of the region. Sand and dust storms typically occur in late winter and early spring.

- Normal July daily maximum: 95° F
- Normal July daily minimum: 68° F
- Normal January daily maximum: 57° F
- Normal January daily minimum: 29° F
- Percentage of days above 32° F: 83%
- Average number of days each year without precipitation: 312
- Average yearly rainfall in inches: 15
- Growing Season: 228 Days[1-14]

Threatened & Endangered Species Within Midland County[1-15]

The existence of threatened or endangered species has been increasingly affecting development patterns for the last few decades. The Texas Parks & Wildlife Department notes the location of such species across the state by county. Several different types are located within Midland County, as shown by the listing at the right.

Birds

American Peregrine Falcon
Arctic Peregrine Falcon
Baird's Sparrow
Bald Eagle
Ferruginous Hawk
Lesser Prairie Chicken
Mountain Plover
Snowy Plover
Western Burrowing Owl
Whooping Crane

Mammals

Black-footed Ferret
Cave Myotis Bat
Jones' Pocket Gopher
Swift Fox

Reptiles

Spot-tailed Earless Lizard
Texas Horned Lizard

[1-12] The 1998-1999 Texas Almanac, The Dallas Morning News; Red River Authority Website - *High Plains Link*: www.rra.dst.tx.us
[1-13] Midland Chamber of Commerce Website: www.midlandtxchamber.com
[1-14] National Weather Service – *Southern Region Headquarters Website*: www.srh.noaa.gov
[1-15] The Texas Parks & Wildlife Department.

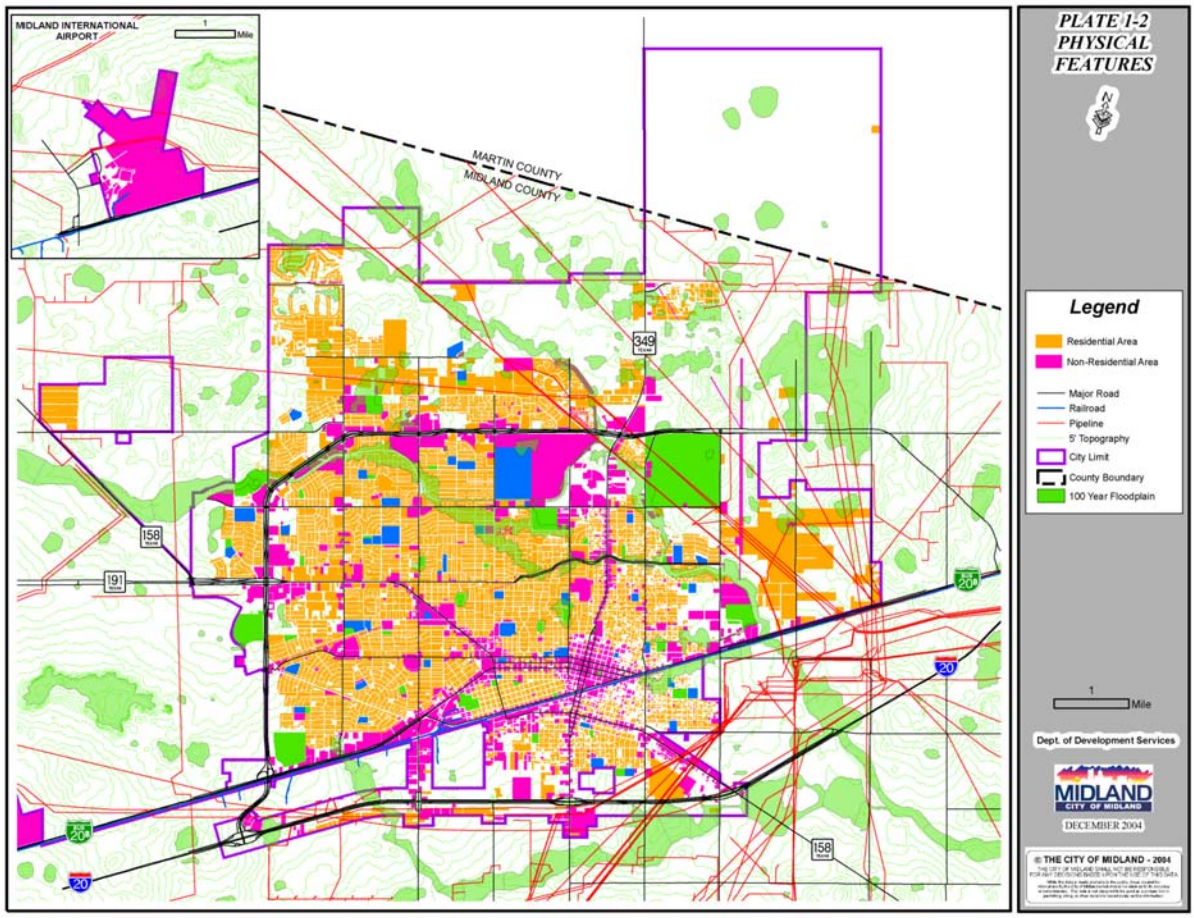


PLATE 1-2
PHYSICAL
FEATURES
MIDLAND INTERNATIONAL AIRPORT
1 Mile
MARTIN COUNTY
MIDLAND COUNTY
349
158
191
20
Legend
Residential Area
Non-Residential Area
Major Road
Railroad
Pipeline
5' Topography
City Limit
County Boundary
100 Year Floodplain
1 Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

Playas

A playa is a flat depression at the bottom of a drainage basin that fills with water, forming a temporary lake. The water will then either filter though the ground or evaporate leaving sediment behind. The Centennial Comprehensive Plan displayed the location of approximately 70 playas[1-16].

Drainage Areas

Drainage areas can affect development by not allowing construction for reasons related to flood control. If more runoff is channeled through the drain ways risks of flooding can increase. The draw's floodways must not be developed to ensure proper drainage will occur. The following is a list of the major drainage areas in and around Midland.

- **The Midland Draw** is a major draw that runs from the north in Andrews County southeasterly cutting across the northeast part of the City of Midland and Midland County. Two draw drainage areas feed the Midland Draw. The Jal Draw is the first of two major drain-ways located to the west of the City. The second major drain way is located to the north of the City and is called the Midland Drainage Area, part of the Midland draw itself. The City of Midland is located where these two drain-ways merge.
- **The Monahans Draw** is another major draw. It begins in the middle of Ector County and continues west across the center of Midland County until in empties into the Midland Draw in the western portion of the county. Along its 53-mile crossing, oak trees and other vegetation grow along its sandy banks[1-17].
- **The Johnson Draw** originates in the southwestern portion of Midland county and run northeast until it crosses into Glasscock County.
- **The Scharbauer Draw** merges with the Midland Draw in the eastern portion of the City of Midland.

Floodplain Areas

Although the area in and around Midland is relatively flat land in terms of topography, there are areas that have been recognized by the Flood Emergency Management Agency (FEMA) as 100-year floodplain. **Plate 1-2** shows the floodplain areas in and around the City.

Aquifers[1-18]

Two major aquifers, the Ogallala and the Edwards-Trinity (Plateau), and one minor aquifer, the Dockum, provide water to the Midland area. The Ogallala Aquifer covers the northern half of

---

[1-16] Centennial Comprehensive Plan Volume II (1987): Page 11–*Physical Factors Influencing Development*
[1-17] Handbook of Texas Online: www.tsha.utexas.edu/handbook/online
[1-18] Texas Water Development Board Website: www.twdb.state.tx.us

Midland County, and is the major water provider in the High Plains area, providing water to all or parts of 46 counties.

The Edwards-Trinity covers all portions of Midland County. It is also a significant source, providing water to all or parts of 38 counties. The aquifer extends from the Hill Country of Central Texas to the Trans-Pecos region of West Texas. Approximately 70 percent of the water from this aquifer is used for irrigation purposes.

The Dockum Aquifer covers the far west portions of Midland County. This aquifer has a relatively high sodium concentration that has the potential to pose a hazard to soils, which limits its usefulness to irrigation.

Water Service Provisions

Over the last few decades, communities across Texas and the nation have become increasingly aware of the need to carefully manage water resources. Water service provisions, or a lack thereof, can greatly influence a city's ability to accommodate population and geographic growth. Midland has contracted with the Colorado River Municipal Water District through the West Central Texas Municipal Water District, to be supplied specific amounts of water. The Colorado River Municipal Water District owns and operates three major surface water reserves: Lake J. B. Thomas, the E. V. Spence Reservoir, and the O. H. Ivie Reservoir, on the Colorado River in West Texas. The combined capacity of these reservoirs is 1.247 million acre-feet[1-19].

MAN-MADE FEATURES

The Centennial Comprehensive Plan recognized the importance of man-made features, such as major transportation routes, special-area corridors, and the extraterritorial jurisdiction, as significant factors that can greatly influence development patterns. Educational opportunities, specifically related to higher education facilities such as colleges and universities, can also affect development patterns, especially those related to industry and employment. The following discussion relates to these four significant elements.

Transportation Facilities

Midland serves as the hub of the oil and gas industry in West Texas. Located midway between El Paso and Fort Worth/Dallas, regional transportation to and from the City is an important development factor. The Southern Overland Stage Mail Company prior to the Civil War first

[1-19] Colorado River Municipal Water District Website: www.crmwd.org

established the general routes of U.S. Highway 80 and Interstate Highway 20, and these roadways have evolved to become major transportation routes in this area and across Texas. Major thoroughfares through the City include the following.

- **Interstate Highway 20** serves as the main east to west travel route through the southern portion of the City.
- **Business 20 (U.S. Highway 80)** parallels Interstate 20 between half-a-mile and one and a half miles to the north and runs from the east of Midland to the west of Odessa across the southern portion of both cities.
- **State Highway 191** serves as another east-west connection between Midland and Odessa with terminuses in both cities. State Highway 191 serves as a northern connector between the two cites and shares a designation with State Highway 158 for several miles.
- **State Highway 158** enters in the southeast corner of the City and exits the western portion of the City. This highway shares a designation with Loop 250 along some lengths.
- **State Highway 349** is a north-south corridor that symmetrically bisects Midland.
- **Loop 250** begins at Business I-20 in the eastern portion of the City; it provides a loop to the north and then connects with Interstate 20 in the western portion of the City. This highway shares a designation with State Highway 158 along some lengths.

Mass Transit[1-20]

A 2000 Transit Feasibility Study Update substantiated the fact that there is a need and desire among local citizens for public transit. Based on this study, the City worked with the City of Odessa to implement a public transit system to serve both communities. This system began operation in October of 2003.

A fixed route system plus curb-to-curb ADA (Americans with Disabilities Act) paratransit service is used; this is the type of system recommended by consultants after discussions with an appointed Transit Committee and social service agencies, and after several public forums were held. A total of 11 routes are operated, with six of those within Midland. Mini-buses are used today, and mid-size buses may be purchased as ridership increases and additional funds are obtained.

Railroads[1-21]

Railroads were a major catalyst for the growth of many cities in Texas, and they continue to play a major role in both economic and industrial development. Since the late 1800's, railroads have shaped the growth of Midland and their presence can still be seen in the City today. Union Pacific provides freight rail access to Midland; ten Union Pacific trains run daily, five of which

[1-20] Memo to the Honorable Mayor and City Council, October 22, 2002 Council Briefing:.
[1-21] Midland Convention and Visitors Bureau Website: www.visitmidlandtx.com

are eastbound and five of which are westbound. Amtrak, however, does not service Midland directly.

Special-Area Corridors

There are certain corridors, or roadways, within Midland that have special significance due to various factors such as high traffic volume, location, and current or anticipated function. Although they are not discussed at length herein, these roadways and their significance will be addressed in subsequent chapters of the Master Plan. The special-area corridors are as follows:

- Interstate Highway 20;
- Loop 250;
- Garfield/Cotton Flat Road;
- Holiday Hill Road;
- La Entrada al Pacifico;
- F.M. 1788;
- State Highway 349, specifically the section north of Midland to La Entrada; and,
- State Highway 158.

Extraterritorial Jurisdiction (ETJ)

Extra-territorial jurisdiction (ETJ) is the land area that an incorporated city may legally annex for the purpose of planning and accommodating future growth and development. The Texas State Legislature has established the amount of land annexable by a municipality as based upon the city's population size. The City of Midland's ETJ extends three-and-one-half miles outward from its corporate limits. Unlike many cities in Texas, Midland currently does not have any surrounding municipalities that restrict or otherwise alter the City's geographic growth. Other factors, such as infrastructure provision, will therefore be more likely to influence Midland's ability to expand its City limits than will the geographic growth of any nearby incorporated areas.

Higher Education in the Region[1-22]

There are five major locations in close proximity to the City of Midland where residents can obtain higher education.

- **Midland College**[1-23] enrolls over 6,000 students a year and offers associate degrees or program certificates. Many students also take classes at the College in pursuit of a bachelor's degree, and transfer their credits to four-year colleges or universities. Efforts are underway to establish new four-year degree programs. The main campus is approximately 411,000 square feet on 220 acres in Midland; the College has several facilities located in other areas of

[1-22] US News – *College Website*: http://www.usnews.com/usnews/edu/college/directory, unless otherwise noted within this section.
[1-23] Midland College Website: www.midland.edu

the City, as well as a branch campus in Fort Stockton. In addition, the College offers an Internet-based Distance Learning program, which has enabled it to serve a greater number of students and a larger geographic area. Midland College also has a department devoted to continuing education, which provides non-credit courses and general learning opportunities. Other College departments include Business Studies, Fine Arts/Communications, Health Sciences, Math/Science, Social/Behavioral Sciences, and Technical Studies. Within the Technical Studies Department, the College offers an Aviation Maintenance Technology program, which is taught in a hanger at the Midland Airpark and works in cooperation with Durango Aerospace and Mesa Airways on pilot development with a five-semester training program called the Pro-Focus Professional Pilot Program.

- **The Midland College Advanced Technology Center (ATC)** was established as a unique educational venture of Midland College, the Midland Independent School District and a number of community partners. The ATC supports the development of a skilled technical workforce for Midland and the Permian Basin. Residents can enhance their technical skills through industry-recognized certifications and other continuing education opportunities. In addition, the Midland College Workforce Training Department, located at the ATC, offers short-term courses and training as requested by Permian Basin business and industry.
- **The University of Texas at Permian Basin** is part of the University of Texas system, which contains 15 institutions. UTPB offers undergraduate and graduate degrees. The total enrollment of the university is around 2,300 students, with 65 percent of the student population being female. The three main divisions of the school are the College of Arts and Sciences, the College of Business, and the College of Education.
- **Texas Tech University Health Sciences Center** offers students undergraduate and graduate degrees related to the medical profession. Certificate programs are another educational option offered to students. The Center also serves as a health care facility providing services to the region.
- **Odessa College** provides educational opportunities to the Midland-Odessa region. Enrollment for the college is around 5,000 students a year. 11,000 people are enrolled in Odessa College's basic or continuing education or in recreation courses.
- **Permian Basin Graduate Center** is a non-profit organization that provides graduate level courses to business professionals in the oil and gas industry and other continuing education technical and professional training.

DEMOGRAPHIC & SOCIOECONOMIC CHARACTERISTICS

TABLE 1-1
Population Change
City of Midland, Texas

YEAR	Population	Population Change	Percent Change
1920	1,795	——	——
1930	5,484	3,689	205.5%
1940	9,325	3,841	70.0%
1950	21,713	12,388	132.8%
1960	62,625	40,912	188.4%
1970	59,463	(-)3,162	(-)5.0%
1980	70,525	11,062	18.6%
1990	89,443	18,918	26.8%
2000	94,996	5,553	6.2%

Sources: Handbook of Texas Online (years 1920-1960)
U.S. Census (years 1970-2000)

DEMOGRAPHICS

City of Midland Population Growth

Midland has experienced dramatic changes in growth over the last 80 years. **Table 1-1** shows the numerical and percentage changes, and **Figure 1-1** shows this information graphically. The 2000 U.S. Census revealed Midland's population grew at a rate of 6.2 percent between 1990 and 2000, and the local population was estimated at 94,996 in 2000.

Midland's economy has relied heavily on the petroleum industry. While good economic times in the petroleum industry has led to good economic times for the city; the converse has also been true. Although Midland's economy remains closely tied to the oil and gas industry, diversification efforts are being strongly promoted.

FIGURE 1-1
Population Change
City of Midland, Texas

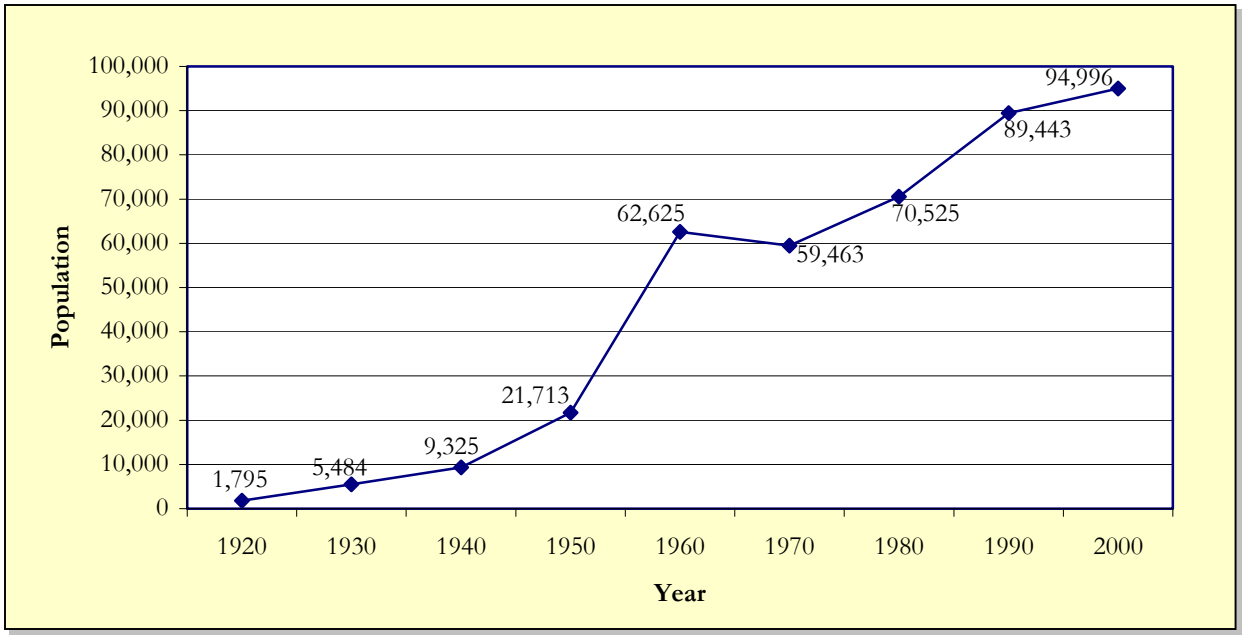


TABLE 1-2
Population Change
Midland County, Texas

YEAR	Population	Population Change	Percent Change
1920	2,449	(-)1,015	(-)29.3%
1930	8,005	5,556	226.9%
1940	11,721	3,716	46.4%
1950	25,785	14,064	120.0%
1960	67,717	41,932	162.6%
1970	65,433	(-)2,284	(-)3.4%
1980	82,636	17,203	26.3%
1990	106,611	23,975	29.0%
2000	116,009	9,398	8.8%

Source: U.S. Census

Midland County Population Growth

An examination of Midland County's population over the last 80 years reveals slightly erratic growth rates. For example, as **Table 1-2** shows, the County grew 162.6 percent between 1950 and 1960, and then had a population decline of 3.4 percent the following decade (also see **Figure 1-2**). During other decades, the County grew at extremely high rates, followed by periods of slower growth. From 1970 until 2000, Midland County has experienced varied, but increasing growth.

Population Growth in the City of Midland & Surrounding Communities

Table 1-3 (following page) shows the Census-estimated populations for Midland and surrounding communities. Population growth has occurred in the three largest cities in the region, Midland, Odessa, and Big Spring, between 1990 and 2000. Midland has the largest population within the region with 94,996 residents. Odessa follows closely behind with 90,943 residents. Big Spring is the next largest city with a total population of 24,233. The cities of Andrews, Monahans, and Crane experienced slight decreases in their respective local populations between 1990 and 2000.

FIGURE 1-2
Population Change
Midland County, Texas

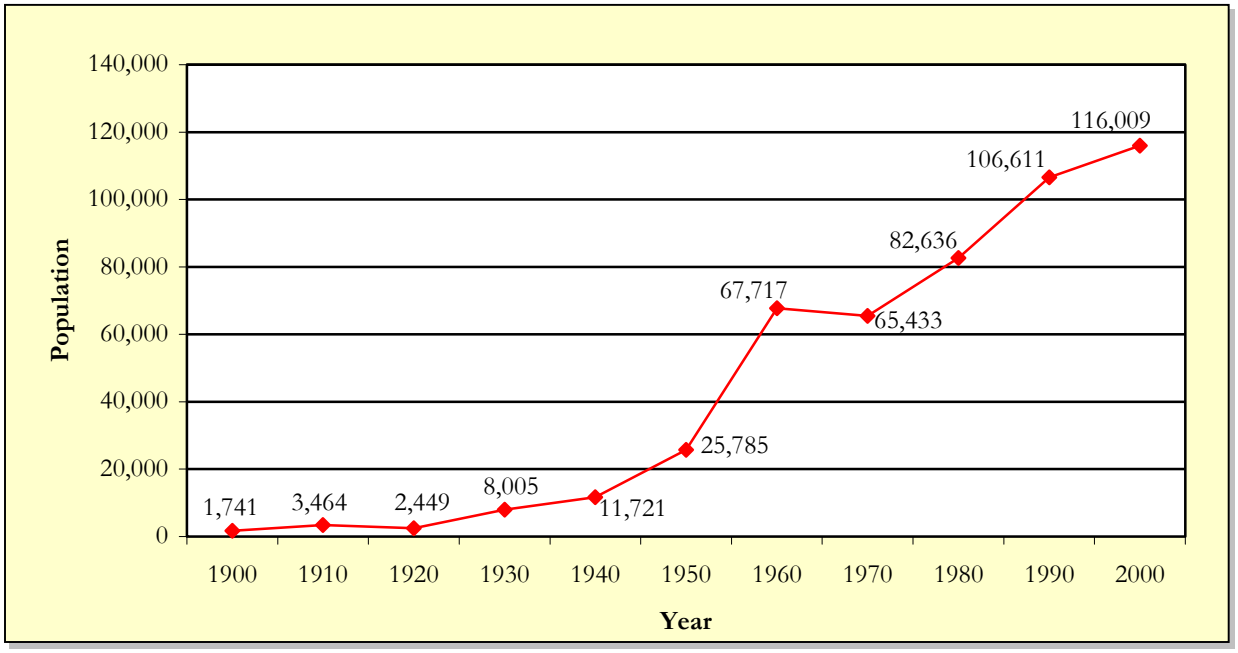


TABLE 1-3
Population, 1970-2000
City of Midland, Texas & Surrounding Communities

CITY	1970	1980	1990	2000
Midland	59,463	70,525	89,443	94,996
Odessa	78,380	90,027	89,699	90,943
Big Spring	28,735	24,804	23,093	25,233
Andrews	8,625	11,061	10,678	9,652
Monahans	8,333	8,397	8,101	6,821
Crane	3,427	3,622	3,533	3,191

Source: U.S. Census

TABLE 1-4
Regional Growth Comparison
City of Midland as Part of Midland County

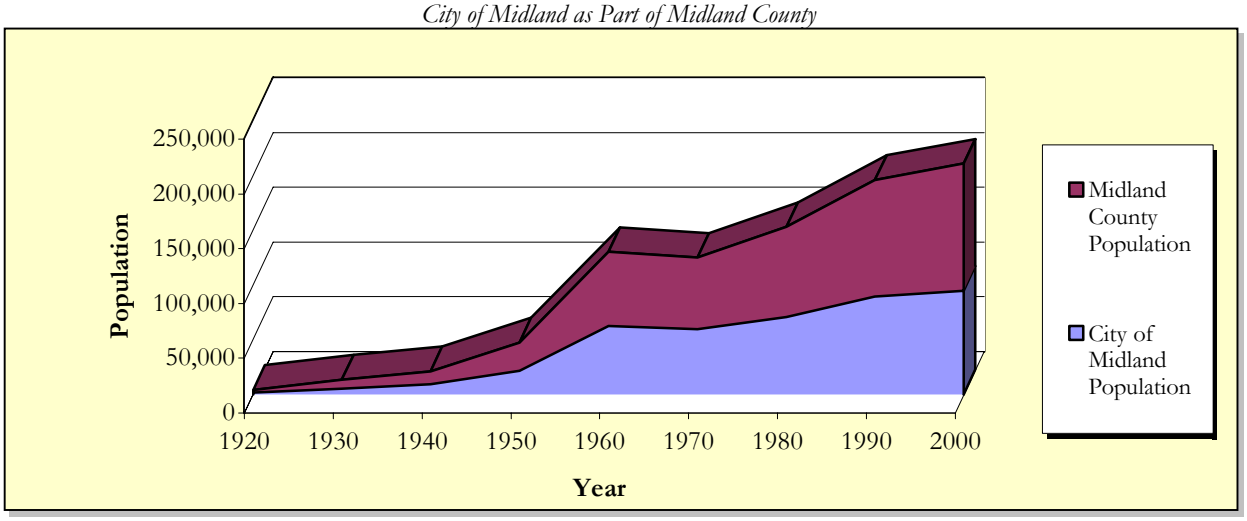
YEAR	City of Midland Population	Midland County Population	Percentage of the City in the County
1950	21,713	25,785	84.2%
1960	62,625	67,717	92.5%
1970	59,463	65,433	90.9%
1980	70,525	82,636	85.3%
1990	89,443	106,611	83.9%
2000	94,996	116,009	81.9%

Source: U.S. Census

Regional Growth Comparison

Another method of evaluating a community's percentage of growth is to compare it to a larger regional area. Defining Midland County as the region that is most influential on and most influenced by the City of Midland, and then analyzing Midland County's population growth along with that of the City allows a comparative analysis of Midland's contribution to the region. **Table 1-4** and **Figure 1-3** show this comparison. The City of Midland accounts for 81.9 percent of the county's population. The City's share of the County population has been decreasing from a high of 92.5 percent in 1960 to its present level of just below 82 percent. Although the City's percentage of the County has decreased, the City is still a large contributor to the overall population of Midland County. It should be noted

FIGURE 1-3
Regional Growth Comparison
City of Midland as Part of Midland County



that recent declines may be indicative of more growth occurring outside of the City limits than in previous decades. This will be further addressed within the *Future Land Use Plan* chapter of the Master Plan.

Ethnic & Age Distribution

Table 1-5 shows race and ethnic composition for the City of Midland for 1980, 1990, and 2000. Midland, like many other cities in Texas, is becoming increasingly diverse, with Hispanics representing the fastest growing ethnic group.

TABLE 1-5
Race and Ethnic Distribution, 1980-1990
City of Midland, Texas

Race/Ethnicity	1980		1990		2000	
	Number	Percent(1)	Number	Percent(1)	Number	Percent(1)
White	57,100	81.0%	71,411	79.8%	71,735	75.5%
African-American	7,037	10.0%	8,185	9.2%	7,948	8.4%
American Indian	186	0.3%	381	0.4%	602	0.6%
Asian	245	0.3%	904	1.0%	956	1.0%
Hispanic(2)	11,197	15.9%	18,675	20.9%	27,543	29.0%
TOTAL POPULATION	**70,525**		**89,443**		**94,996**	

(1) Percent based upon total population; due to the inclusion of Hispanic origin in any race percent, total will not equal 100.0%.
(2) Hispanic origin can be of any race; referred to as "Spanish origin" in the 1980 Census data.
Source: U.S. Census

The age composition for Midland is shown in **Table 1-6**. The age composition of the population within a city can provide insight into the types of facilities and services that may need to be provided in the future. An analysis of age composition, among other population characteristics, can ensure that the Master Plan is tailored to meet Midland's needs in the future.

TABLE 1-6
Age Composition & Distribution
City of Midland, Texas

AGE GROUP	1990		2000	
	Number	Percentage	Number	Percentage
Young ***(0-14 years)***	24,123	27.0%	23,329	24.6%
High School ***(15-19 years)***	5,822	6.5%	8,053	8.5%
College, New Family ***(20-24 years)***	5,408	6.0%	5,526	5.8%
Prime Labor Force ***(25-44 years)***	29,977	33.5%	26,834	28.2%
Older Labor Force ***(45-64 years)***	13,264	14.8%	19,556	20.6%
Elderly ***(65 and over)***	10,849	12.1%	11,698	12.3%
Total	**89,443**	**100.0%**	**94,996**	**100.0%**
Median Age	*31.1 Years*		*34.1 Years*	

Source: U.S. Census

Two age group categories within Midland have increased between 1990 and 2000. Specifically, the *High School* group, people between the ages of 15 and 19, increased by two percent, and the *Older Labor Force*, people between the ages of 45 and 64, increased by almost six percent. Both

of these age groups can be significant in the growth of a community. An increase in the *High School* group may be indicative of a need for additional high school facilities and of increases in the *College/New Family* group in the near future. An increase in the *Older Labor Force* group may be indicative of an aging labor force, which may in turn affect local economic development opportunities. Also, an increase in this group may lead to an increase in the *Elderly* population in the 2010 U.S. Census; the City may need to ensure that adequate housing and care for this specific segment of the population is readily available within Midland in future years. The age distribution percentages for both 1990 and 2000 are shown in **Figure 1-4** and **Figure 1-5**, respectively.

FIGURE 1-4
Percentage of Age Distribution - 1990
City of Midland, Texas

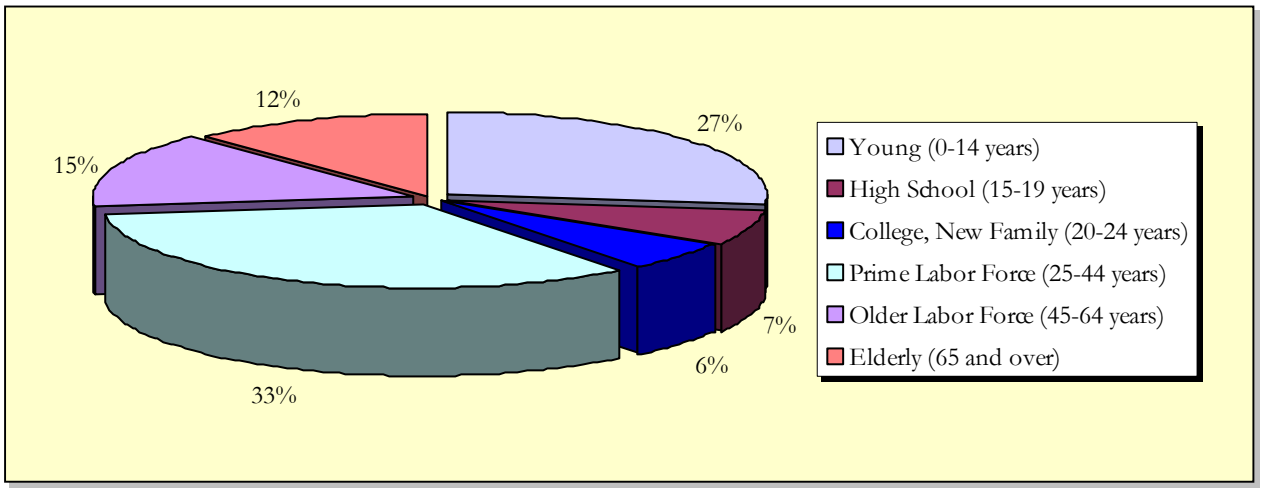


FIGURE 1-5
Percentage of Age Distribution - 2000
City of Midland, Texas

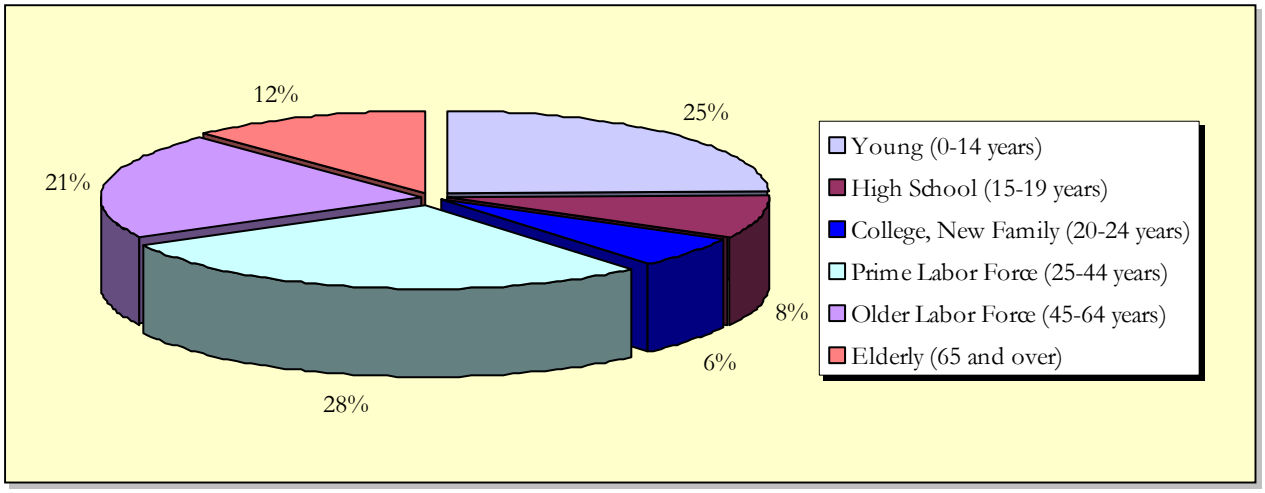


TABLE 1-7
Educational Attainment - 2000
City of Midland, Texas & the State of Texas

EDUCATION LEVEL	CITY OF MIDLAND		TEXAS	
	Number	Percentage	Number	Percentage
Less Than 9th Grade	5,210	8.9%	1,465,420	11.5%
9th to 12th Grade, No Diploma	6,151	10.5%	1,649,141	12.9%
High School Graduate (Includes Equivalency)	12,806	21.9%	3,176,743	24.8%
Some College, No Degree	14,769	25.2%	2,858,802	22.4%
Associate Degree	3,646	6.2%	668,494	5.2%
Bachelors Degree	11,828	20.2%	1,996,250	15.6%
Graduate or Professional Degree	4,091	7.0%	976,043	7.6%
TOTAL	**58,501**	**100.0%**	**12,790,893**	**100.0%**

Source: U.S. Census
NOTE: The numbers and percentages within this table are representative of the segment of the population that are 25 years of age and older.

Educational Attainment

Trends relative to the educational level of a population generally indicate the skill and abilities of the residents of the community. Data from the 2000 U.S. Census is shown for the City of Midland and for the State of Texas in **Table 1-7**. In the year 2000, over 80 percent of the persons (25 years of age or older) in Midland had attained a high school diploma and/or higher, and almost 28 percent had attained a bachelors degree or higher. The percentage of people throughout Texas (25 years of age or older) to have attained at least a high school diploma was just over 75 percent. The percentage of people statewide to have attained at least a Bachelors degree was 23.2 percent. The data on educational attainment in Midland indicates a well-educated local population, which may serve to increase the attractiveness of Midland to businesses in need of skilled labor.

Local School Enrollment

The quality of local schools has been recognized as one of the primary quality-of-life indicators, and therefore can often directly affect the growth of a community. It is also important for communities to closely monitor population growth and to work with local school districts in

TABLE 1-8
Midland Independent School District Enrollment, 1999-2004

SCHOOL LEVEL	1999	2000	2001	2002	2003	2004	Growth Rate
Kindergarten	1,434	1,348	1,463	1,458	1,546	1,519	(+)5.6
Primary	4,496	4,379	4,348	4,365	4,360	4,459	(-)0.8
Intermediate	4,493	4,474	4,641	4,598	4,606	4,404	(-)2.0
Junior High	3,469	3,243	3,158	3,201	3,286	3,290	(-)5.2
Freshman	2,071	1,979	1,941	1,771	1,758	1,742	(-)16.0
High School	4,478	4,318	4,370	4,499	4,408	4,288	(-)4.2
Special Education	292	265	230	250	276	341	(+)16.7
TOTAL	**20,733**	**20,006**	**20,151**	**20,142**	**20,240**	**20,043**	**(-)3.3**

Source: MISD

order to ensure that the public school system is involved in land use planning and economic development efforts. The Midland Independent School District (MISD) has 35 campuses: two high schools, one alternative high school, two freshman high schools, four junior high schools, 24 elementary schools, and two early education centers[1-24]. The MISD had approximately 20,700 students in September of 2002.

[1-24] The MISD Website: www.midlandisd.net/About%20MISD/About_MISD.htm.

Household Income Level

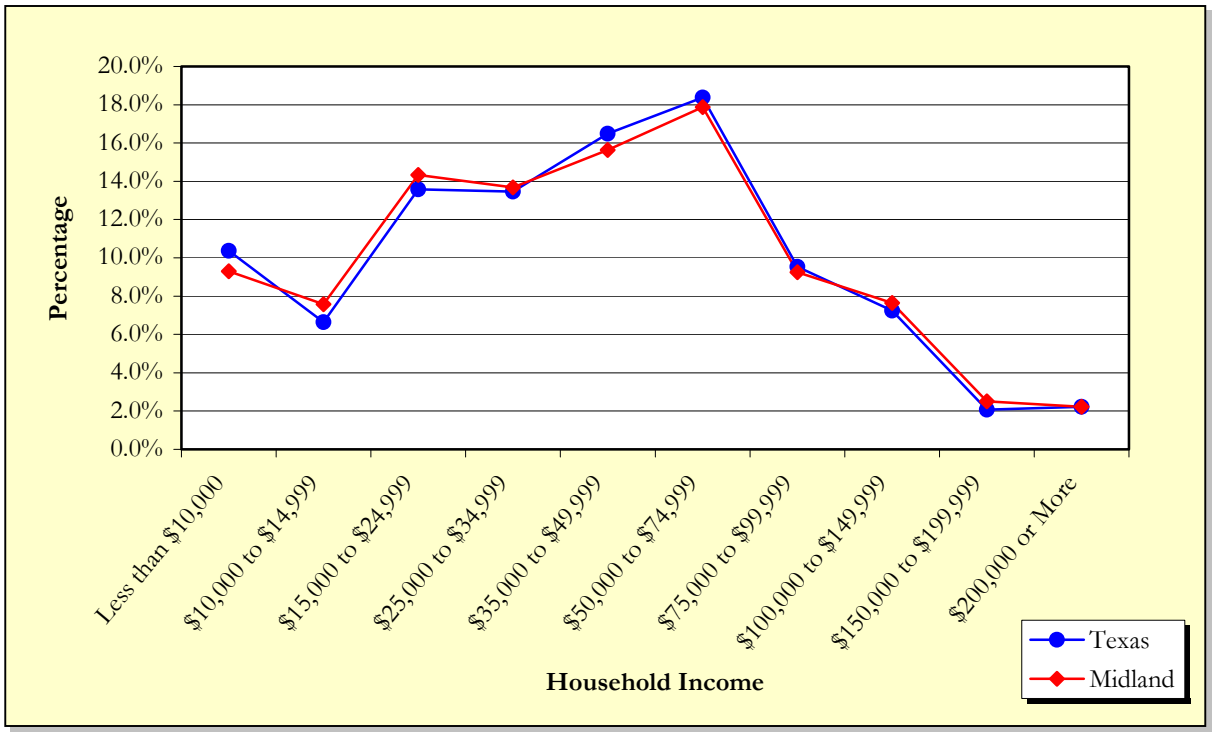
Income levels are often reviewed by large retailers in their research of potential places to locate, and may influence the amount of retail use that the City can support. Income is also a factor in the affordability of housing and the future planning of residential areas. **Table 1-9** shows the data pertaining to household income according to the U.S. Census for the year 2000 for both the City of Midland and the State of Texas. **Figure 1-6** shows

TABLE 1-9
Household Income - 2000
City of Midland, Texas & the State of Texas

INCOME LEVEL	CITY OF MIDLAND		TEXAS	
	Number	Percentage	Number	Percentage
Less than $10,000	3,322	9.3%	767,505	10.4%
$10,000 to $14,999	2,707	7.6%	491,154	6.6%
$15,000 to $24,999	5,116	14.3%	1,004,123	13.6%
$25,000 to $34,999	4,883	13.7%	996,141	13.5%
$35,000 to $49,999	5,586	15.6%	1,219,358	16.5%
$50,000 to $74,999	6,383	17.9%	1,359,437	18.4%
$75,000 to $99,999	3,301	9.2%	705,684	9.5%
$100,000 to $149,999	2,728	7.6%	536,018	7.2%
$150,000 to $199,999	894	2.5%	153,492	2.1%
$200,000 or more	797	2.2%	164,382	2.2%
Total Number of Households	**35,717**	**100.0%**	**7,397,294**	**100.0%**
Median Income	*$39,320*		*$39,927*	

Source: U.S. Census

FIGURE 1-6
Household Income - 2000
City of Midland, Texas & the State of Texas



graphically how the City's income levels compare to those of the State. Statewide data closely correlates with that of Midland. In 1999, the median household income of Texas was slightly higher than that of Midland.

Employment By Occupation & Industry

Employment opportunities or a lack thereof affect the growth rate of cities by either attracting people to the city or causing them to leave. The number of taxpayers a city has and the valuations of local properties impact the amount and quality of municipal services a city can provide. Therefore, a critical issue in increasing and sustaining growth is the need to create new and diverse job opportunities for citizens. Review of the local composition of jobs by occupational categories is one way of analyzing employment figures; this data is outlined in **Table 1-10** and is shown graphically in

TABLE 1-10
Employment by Occupational Category
City of Midland, Texas

OCCUPATION	1990		2000	
	Number	Percentage	Number	Percentage
Management, Professional, & Related Occupations	13,444	32.7%	15,702	36.9%
Service	5,518	13.4%	6,620	15.6%
Sales & Office	13,801	33.6%	11,918	28.0%
Farming, Fishing, & Forestry	546	1.3%	27	0.1%
Construction, Extraction, & Maintenance	4,316	10.5%	4,321	10.2%
Production, Transportation, & Material Moving	3,455	8.4%	3,964	9.3%
TOTAL	**41,080**	**100.0%**	**42,552**	**100.0%**

Source: U.S. Census

FIGURE 1-7
Employment by Occupational Category (2000)
City of Midland, Texas

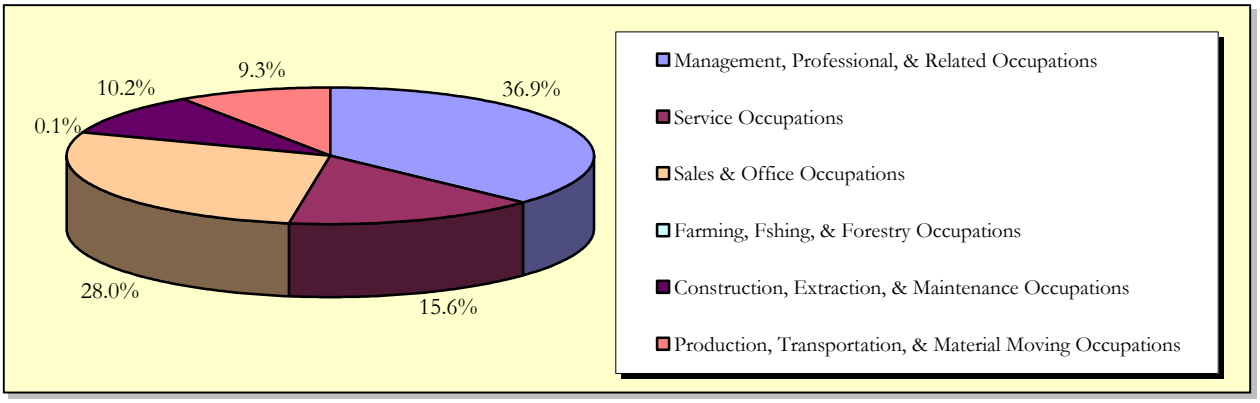


Figure 1-7. Diversification of employment has been an on-going goal for the City and for other groups actively involved in shaping Midland's economic future, such as the Midland Chamber of Commerce. Diversification is occurring as evidenced by the increase in the percentages of people employed in non-petroleum industries (Table 1-10).

EXISTING LAND USE CHARACTERISTICS

THE PURPOSE OF AN EXISTING LAND USE ANALYSIS

Midland's land use pattern is the result of the public/private decision making process in conjunction with the area's physical attributes and constraints. Current land use has evolved in response to the needs of the residents as the community has grown. In order to sustain growth and development, vacant and agricultural land will, in all likelihood, be converted to more intensive urban uses in the future. Consequently, land use decisions that guide the conversion process will have an impact not only on how Midland develops economically, but also on the community's character and livability.

Furthermore, the transition between existing and future land use through development, zoning decisions, and annexation will also effect the type and amount of facilities and other public services the City must provide. Because land-use decisions can have such far-reaching effects, providing for the orderly and efficient use of land is one of the most important elements in planning Midland's future. An analysis of past land use trends and present land use patterns is provided below to assist in the assessment of the City's future land use needs.

METHODOLOGY OF THE LAND USE SURVEY

In order to analyze the land use trends within Midland, City staff conducted a land use survey (in conjunction with a housing survey, which is discussed later) during the summer and fall of 2002. The method used to conduct the survey is commonly called a "windshield survey", during which City staff members in two-person teams drove each street within Midland and marked the type of land use onto a parcel-map of the City. All information was entered directly into a laptop computer as the windshield survey was conducted. The information was then downloaded into the City's database. The system City staff used was developed in-house using computer-mapping program software.

TYPES OF LAND USE AND RELATED DEFINITIONS

Table 1-11 shows the existing land use pattern for Midland based on the information gathered during the survey. **Plate 1-3** shows a representation of the existing land use pattern that correlates with the information in **Table 1-11**. **Figure 1-8** shows this information in chart-form. The various land use types are explained in the following sections.

Residential Land Use

Residential land use represents residential areas and related accessory buildings. This type of land use can be further broken down into the following sub-categories.

Single-Family Residential

Traditional, single-family dwelling units.

Two-Family Residential

Two-family, attached dwelling units, commonly referred to as duplex units.

Multi-Family Residential

Traditional apartment-type attached dwelling units, rooming houses and related accessory buildings.

Parks & Public Land Use

This land use designation identifies all public parks, private parks, golf courses, and open spaces in the City. Refer to the *City of Midland Parks and Recreation Division Comprehensive Master Plan 2000*[1-25] for details regarding existing park and recreation facilities.

In addition, this land use designation includes public lands such as schools, universities, airports, churches, other recreational areas, cemeteries, governmental buildings, fire stations and water towers.

Office Land Use

This land use designation identifies professional and administrative uses, such as office space for doctors, dentists, real estate professionals, architects, accountants, and secretarial services.

Retail Land Use

This land use designation identifies retail stores, shops and personal service establishments, including restaurants, shopping centers, and gas stations (without automotive service). The uses within this category are differentiated from commercial uses since retail uses tend to provide goods and not necessarily services.

[1-25] Written by City of Midland staff and completed in 2000.

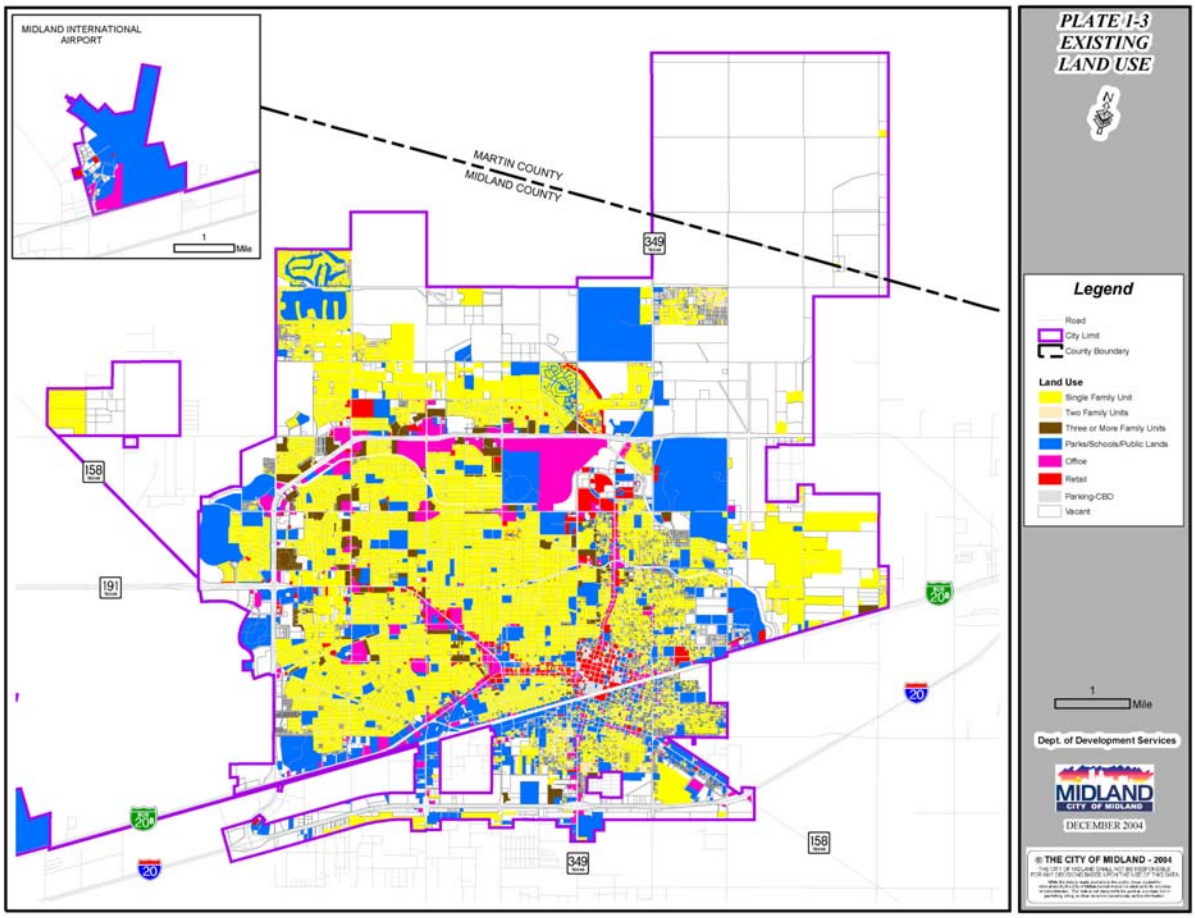


PLATE 1-3
EXISTING
LAND USE
MIDLAND INTERNATIONAL AIRPORT
1 Mile
MARTIN COUNTY
MIDLAND COUNTY
349
158
191
20
Legend
Road
City Limit
County Boundary
Land Use
Single Family Unit
Two Family Units
Three or More Family Units
Parks/Schools/Public Lands
Office
Retail
Parking-CBD
Vacant
1 Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

Commercial Land Use

This land use designation includes commercial establishments, such as automobile-related services, home improvement centers, feed stores, welding shops, and pawnshops, and generally allows for outside storage.

Industrial Land Use

Land and businesses engaged in manufacturing, fabrication, and processing, storage, assembly, and major machine repairs are allowed uses in this category. Performance standards are often applied to these land uses; such standards often regulate noise, odor, fire and other possible hazards in order to minimize impacts to surrounding areas.

Parking Areas

This land use designation includes parking garages and large-scale parking lots.

Rights-of-Way

All existing roadways and alleys within Midland have been classified as rights-of-way.

Undeveloped Land

The undeveloped land use category includes all land that is not physically improved, i.e. vacant or used for agricultural purposes.

DEVELOPED ACREAGE WITHIN MIDLAND

As **Table 1-11** shows, over 52 percent of developed land is used for residential purposes. Approximately 48.5 percent of that 52 percent is dedicated to single-family residential use. In fact, of all the types of land use within Midland, single-family residential accounts for the highest amount of developed acreage at approximately 8,235 acres out of a total of approximately 16,980 developed acres. Parks and public uses also account for a large percentage of the developed land at over 32 percent. Midland's percentages of retail and commercial land use are likely indicative of the fact that the City is serving the needs for goods and services of people from surrounding communities and outer areas of the County.

TOTAL ACREAGE WITHIN MIDLAND & THE EXTRATERRITORIAL JURISDICTION

Over 40 percent of the total acreage within Midland's corporate limits is developed, allowing ample room for infill development. However, as this land is developed, the city may need to consider annexation and the provision of roadways and utility services.

Midland's extraterritorial jurisdiction (ETJ) is defined as all land that falls within a three-and-one-half-mile radius of the City limits. The exception to this is any land that has already been designated as being within the ETJ of a neighboring city, such as Odessa. Midland's ETJ currently is 130,994 acres, or approximately 204 square miles. Given that the City alone is approximately 42,560 acres, (66.5 square miles) Midland's total jurisdiction encompasses 172,738 acres, which is about 270 square miles. The City can expand its boundaries through annexation of any adjacent portion of its ETJ; therefore, the City of Midland could eventually include all of the current ETJ area. The City could potentially grow beyond its current ETJ boundaries, assuming the additional land area is available.

Recommendations about the way in which currently vacant land should be developed - that is, what type of land use is most appropriate - can be found in the *Future Land Use Plan* section. Possibilities related to expansion of the City limits into the ETJ (through annexation) are also discussed in the *Future Land Use Plan* section.

CURRENT LAND USE DENSITIES

Current land use density refers to how much land is consumed for each type of use by the current population and is measured by acres used per 100 people. The density of single-family residential land use is 8.67 acres per 100 persons, or just below one-tenth of one acre (0.0867) for each person in the City. This indicates a development pattern that is relatively low density, which is not generally characteristic of older cities in Texas like Midland. However, a recent development to the north and west of Downtown Midland is less dense than the original residential areas of the City.

There is a large amount of land that is categorized as retail land use, which is a positive characteristic for the City. In terms of retail acres per persons, a generally accepted ratio is 0.5 acres per 100 persons. Midland, however, has a ratio of 0.81 acres per 100 people for current retail land use, as **Table 1-11** shows. This is probably due to Midland's role as a retail center for the region. Retail sales tax revenue will likely continue to be an important contributor to Midland's budget, as is discussed within the *Future Land Use Plan*.

TABLE 1-11
Existing Land Use – 1984 & 2002
City of Midland, Texas

LAND USE CATEGORY	1984				2002			
	Acres	Percent of Developed Land(1)	Percent of Total Land(2)	Number of Acres Per 100 People(3)	Acres	Percent of Developed Land(1)	Percent of Total Land(2)	Number of Acres Per 100 People(4)
Residential Use	6,075	57.07%	17.26%	6.08	8,847	52.10%	21.19%	9.32
Single-Family	*5,458*	*51.27%*	*15.51%*	*5.46*	*8,235*	*48.50%*	*19.73%*	*8.67*
Two-Family	*206*	*1.94%*	*0.59%*	*0.21*	*63*	*0.37%*	*0.15%*	*0.07*
Multi-Family	*411*	*3.86%*	*1.17%*	*0.41*	*549*	*3.23%*	*1.32%*	*0.58*
Manufactured Home	*210*	*1.97%*	*0.60%*	*0.21*	*208*	*1.22%*	*0.50%*	*0.22*
Parks & Public Space	2,396	22.51%	6.81%	2.40	5,497	32.37%	13.17%	5.79
Office	250	2.35%	0.71%	0.25	355	2.09%	0.85%	0.37
Retail	583	5.48%	1.66%	0.58	767	4.52%	1.84%	0.81
Commercial	879	8.26%	2.50%	0.88	1,182	6.96%	2.83%	1.24
Industrial	160	1.50%	0.45%	0.16	78	0.46%	0.19%	0.08
Parking Areas	92	0.86%	0.26%	0.09	46	0.27%	0.11%	0.05
TOTAL DEVELOPED	10,645	100.00%	30.24%	10.65	**16,980**	**100.00%**	**40.68%**	**17.88**
Right-of-Way	5,402	———	15.35%	5.40	6,202	———	14.86%	6.53
Vacant/ Undeveloped	19,151	———	54.41%	19.15	18,562	———	44.47%	19.55
TOTAL WITHIN CITY LIMITS	35,198	———	100.00%	35.20	41,744	———	100.00%	43.74

Source: The City of Midland and Dunkin, Sefko & Associates, Inc.
(1) 10,645 acres in 1984 and 16,980 acres in 2002.
(2) 35,198 acres in 1984 and 41,744 acres in 2002.
(3) Based on a population estimate for 1985 made by J.T. Dunkin & Associates, Inc. of 100,000 people.
(4) Based on a population estimate for 2000 made by the U.S. Census of 94,996.

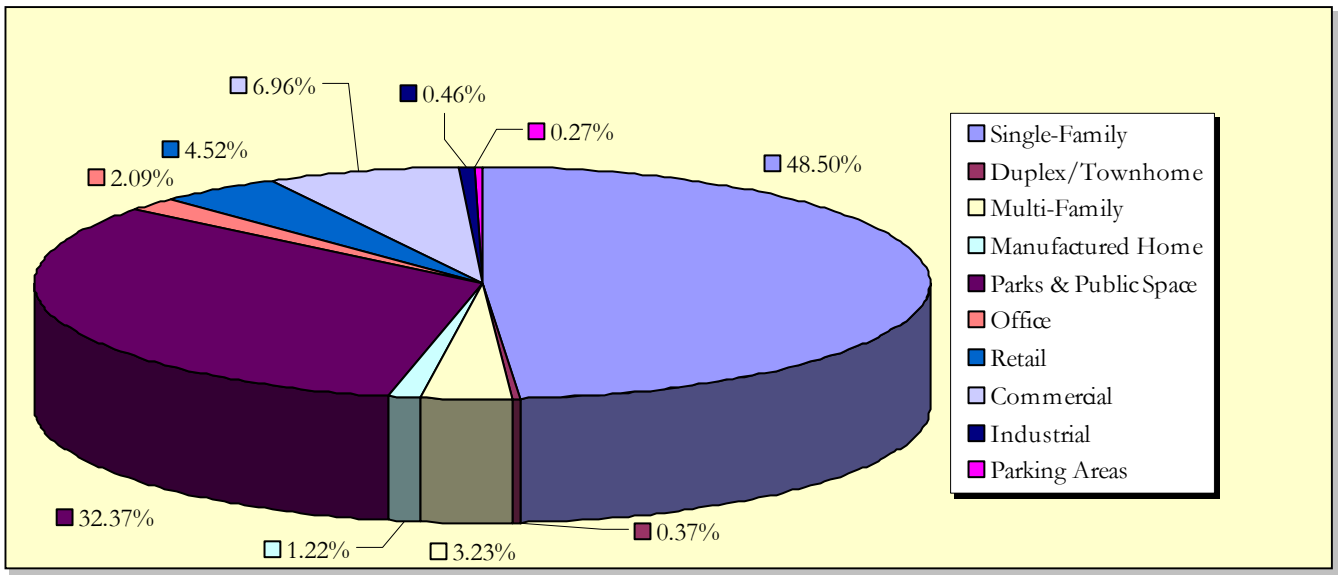
COMPARISON TO THE CENTENNIAL COMPREHENSIVE PLAN OF 1987

Comparing Midland's current land use pattern to the land use pattern that existed in 1984 is helpful in analyzing potential future land uses. The data presented in **Table 1-11** compares percentages of land uses since acreage figures change dramatically due to annexation. Following are the most notable differences between Midland's land use pattern in 1984 and in 2002.

- The single-family residential density has decreased from approximately six acres per 100 persons in 1984 to over nine acres per 100 persons in 2002.
- The percentage of land used for two-family residential has decreased from almost two percent to less than one-half of one percent of the city's developed acreage.

- The land used for parks and public purposes has increased from 22.5 percent to over 32 percent of the City's developed acreage.

FIGURE 1-8
Existing Land Use - 2002
City of Midland, Texas



- The land used for retail purposes has decreased in percentage, but the acres per 100 persons, which is representative of the density of retail use and therefore of the amount of retail that the local population can support, has increased from 0.58 in 1984 to 0.81 in 2002.
- There is less vacant acreage in 2002 than in 1984, as expected when a city grows in population.
- The City has expanded by approximately 7,500 acres since 1984.

CHARACTERISTICS OF MIDLAND'S EXISTING LAND USE PATTERN: SUMMARY

Midland's *Future Land Use Plan* should take into account existing land use characteristics. Following are the most notable characteristics of the City's land use pattern as it exists today:

- Single-family land use is currently the predominate land use within the City and is increasing.
- Two-family and multiple-family land uses account for a small percentage of the developed residential land use in Midland at less than four percent.

- Major features of Midland's existing land use pattern include: the Midland International Airport, Midland College, Downtown Midland, the Scharbauer Sports Complex, Interstate Highway 20, Business I-20, Loop 250/158, State Highway 349, and numerous drainage channels.
- Downtown Midland is readily visible on **Plate 1-3** by the concentration of office uses in that area. There is also a mixture of other types of land uses downtown, including residential, retail and commercial uses.
- Retail and Commercial land use development is most intense along the following roadways: Interstate Highway 20, Business I-20, Loop 250/158 (in the northern portion of the City along its east-west route), and State Highway 349.
- Oil wells are a common feature to the east and south of the City.
- Over 40 percent of Midland is developed. Nearly 15 percent of land in the city is dedicated to rights-of-way. Almost 45 percent of the land within the City is vacant or is used for agricultural purposes and could be developed for more urbanized uses in the future.

EXISTING HOUSING CHARACTERISTICS

THE PURPOSE OF ANALYZING LOCAL HOUSING

Quality of housing and the appreciation of housing values are important planning considerations. The condition of existing housing and the quality of residential neighborhoods affects the desirability of Midland as a place to live and the potential for future development of the city. As such, the community has a strong interest in its ability to attract new industries and provide high quality housing.

The quality of housing is a critical consideration in evaluating the existing housing stock, and in determining future housing requirements. Condition and age are two important factors that influence the quality of each residence. Owner and renter-occupancy rates, length of residence, persons per household, and affordability are other features that indicate the general status of the housing supply, and also need to be considered in the analysis of the City's housing requirements. The following sections outline various characteristics of Midland's housing supply.

TABLE 1-12
Density & Number of Housing Units
City of Midland, Texas

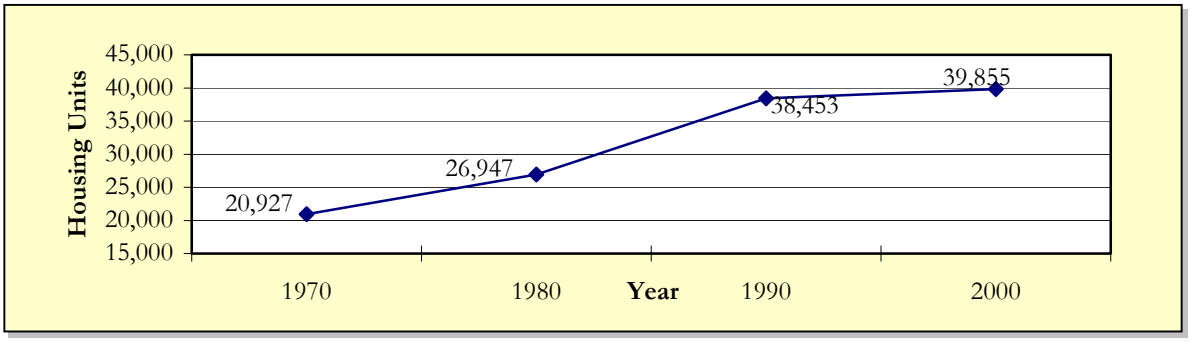
YEAR	Persons Per Housing Unit	Number of Housing Units	Housing Unit Change
1970	3.27	20,927	—
1980	2.74	26,947	6,020
1990	2.67	38,453	11,506
2000	2.62	39,855	1,402

Sources: U.S. Census

DENSITY & NUMBER OF HOUSING UNITS

The total number of dwelling units in Midland increased markedly between 1970 and 1980, then even more so between 1980 and 1990. As previously mentioned, during

FIGURE 1-9
Number of Housing Units
City of Midland, Texas



the early 1980's the city experienced a population boom, which accounts for this large increase in the number of housing units. Growth was slower between 1990 and 2000, as evidenced by the low number of additional housing units shown numerically in **Table 1-12** and graphically in **Figure 1-9**. Household size has decreased between 1970 and 2000 from 3.27 persons per household to 2.62 persons per household.

TABLE 1-13
Housing Type-2000
City of Midland, Texas

HOUSING TYPE	Number	Percentage
1-unit, detached	27,094	68.0%
1-unit, attached	1,546	3.9%
2 units	729	1.8%
3 or 4 units	1,461	3.7%
5 to 9 units	2,713	6.8%
10-19 units	1,862	4.7%
20 or more units	3,853	9.7%
Manufactured home	597	1.5%
TOTAL	**39,855**	**100.0%**

Sources: 2000 U.S. Census

Table 1-13 shows the number of dwelling units in Midland by dwelling type. The majority (68%) of Midland's housing is for single-family occupancy. The City also has a relatively large number of multiple-family units (20 or more units), which account for almost 10 percent of the total number of housing units. Medium density units, which include 1-unit attached and 2-unit housing types, account for almost six percent of the units throughout Midland, and manufactured homes account for less than 2 percent of the total housing units.

An increased housing mix for Midland will be considered and discussed in detail in the *Housing Strategies Plan* chapter. Encouraging housing diversity can increase the choices available for young families and single persons who may not be able to afford a single-family home. Providing more affordable types of housing may help encourage this segment of the population to locate within Midland.

YEAR OF CONSTRUCTION FOR HOUSING UNITS

Structural age often influences the physical condition as well as the desirability of a residence. The year of construction for housing units in Midland is shown in **Table 1-14**. The majority of housing units were constructed between

TABLE 1-14
Year of Construction for Housing Units - 2000
City of Midland, Texas

YEAR OF CONSTRUCTION	Number	Percentage
Before 1939	967	2.4%
1940 to 1959	10,272	25.8%
1960 to 1969	6,542	16.4%
1970 to 1979	7,625	19.1%
1980 to 1989	10,788	27.1%
1990 to 1994	1,693	4.3%
1995 to 1998	1,643	4.1%
1999 to March 2000	296	0.7%
TOTAL	**39,826**	**100.0%**
MEDIAN STRUCTURE AGE	*1973*	

Sources: 2000 U.S. Census

1940 and 1959, and between 1980 and 1989. Less than 10 percent were constructed in the last decade, which is consistent with previous discussions of slowing population growth and fewer new housing units during the 1990's.

TABLE 1-15
Renter- & Owner-Occupied Units
City of Midland, City of Odessa, & the State of Texas

CITY/STATE	1990		2000	
	Renter-Occupied Percentage	Owner-Occupied Percentage	Renter-Occupied Percentage	Owner-Occupied Percentage
Midland	37.5%	62.5%	33.9%	66.1%
Odessa	38.7%	61.3%	35.9%	64.1%
The State of Texas	39.1%	60.9%	36.2%	63.8%

Source: U.S. Census

TENURE (RESIDENCY)

The length of time people reside within a dwelling can influence the dwelling's physical condition. It is reasonable to assume that a structure occupied by an owner would be less likely to experience maintenance problems than a structure that is occupied by several tenants that have no vested interest in a structure's maintenance. Midland's owner-and renter-occupancy percentages in 1990 and 2000, according to the U.S. Census, are included in **Table 1-15**. Also included within this table for comparison purposes are the city of Odessa and the state of Texas.

Midland, Odessa, and the state of Texas have similar percentages of owner- and renter-occupied housing units. A high owner-occupancy level can be considered an asset when planning for Midland's future. Midland increased its owner-occupied percentage between 1990 and 2000 by 3.6 percent, and Odessa increased its percentage by 2.8 percent. The percentage of owner-occupied units throughout the state also increased, specifically by 2.9 percent. The fact that Midland has increased its percentage of owner-occupied units in the last decade is a positive step for the city, as these units tend to be better maintained.

TABLE 1-16
Housing Value of Owner-Occupied Units - 2000
City of Midland, Texas

HOUSING VALUE	Number	Percentage
Less than $50,000	6,579	29.9%
$50,000 to $99,999	9,303	42.3%
$100,000 to $149,999	3,391	15.4%
$150,000 to $199,999	1,452	6.6%
$200,000 to $299,999	784	3.6%
$300,000 to $499,999	428	1.9%
$500,000 to $ 999,999	60	0.3%
$1,000,000 or more	17	0.1%
TOTAL	**22,014**	**100.0%**
Median Value	*$72,500*	

Sources: 2000 U.S. Census

HOUSING VALUE AND RENTAL RATES

Housing values and rental rates impact the quality of housing a family can afford. It is generally accepted that a family spends no more than 30% of its gross income on

TABLE 1-17
Gross Rental Rates - 2000
City of Midland, Texas

GROSS RENT	Number	Percentage
Less than $200	302	2.5%
$200 to $299	1,261	10.4%
$300 to $499	5,185	42.8%
$500 to $749	2,962	24.4%
$750 to $999	1,199	9.9%
$1,000 to $1,499	544	4.5%
$1,500 or more	162	1.3%
No cash rent	500	4.1%
TOTAL	**12,115**	**100.0%**
Median Value	*$464*	

Source: 2000 U.S. Census

rent. **Table 1-16** shows the housing value for occupied dwelling units in Midland for 2000. Most of Midland's occupied dwelling units are within the $50,000 to $99,999 range at over 42 percent of the total units. Almost 30 percent are valued at less than $50,000, while less than 13 percent are valued at $150,000 or more.

Table 1-17 shows the monthly gross rental rates for renter-occupied dwelling units in Midland in 2000. If the median gross rental rate, $464, is accepted as the minimum required to obtain adequate shelter, and if it is assumed that 30 percent of family income is expended for this purpose, then an annual income of approximately $18,560 would be required to obtain adequate shelter. This amount is well below the community's median income level of $39,320 that was established by the 2000 U.S. Census (refer to **Table 1-8**). This indicates the availability of generally affordable housing in the City.

HOUSING CONDITION

As part of the data collection portion of this Master Plan effort, Midland City staff conducted a housing inventory during the summer and fall of 2002[26]. The main purpose of this survey was to determine the physical condition of Midland's housing stock and to identify any concentrated blighted areas. Four categories were used to classify the exterior physical condition of the housing; the categories are as follows:

TYPE 1: ***Good and sound condition*** - Structures are either new or are older units that are in sound physical condition and are being maintained.

TYPE 2: ***Housing in need of minor repair*** - Structures are in need of minor repair, which could be performed by the occupant. Examples of repair include painting of trim or exterior surfaces, replacement of small trim areas, or other similar minor repairs.

[1-26] Methodology Information: The City used two-person teams conducting "windshield surveys", and entered the data directly into a laptop computer. No paper maps were used in the field. The information was then downloaded into the City's database. The system used was developed in-house using Environmental Systems Research Institute (ESRI) products. The remaining input work was completed by existing staff and one temporary worker (hired for four weeks).

TYPE 3: *Housing in need of major repair* - Structures are in need of major repairs that would not normally be able to be undertaken by the occupant. Generally, structures are in various stages of deterioration, including such elements as sagging roofs, missing shingles, and similar major repairs.

TYPE 4: *Dilapidated* - Structures are considered to be inadequate as dwelling units. Major structural deficiencies are apparent; rehabilitation of structures is questionable.

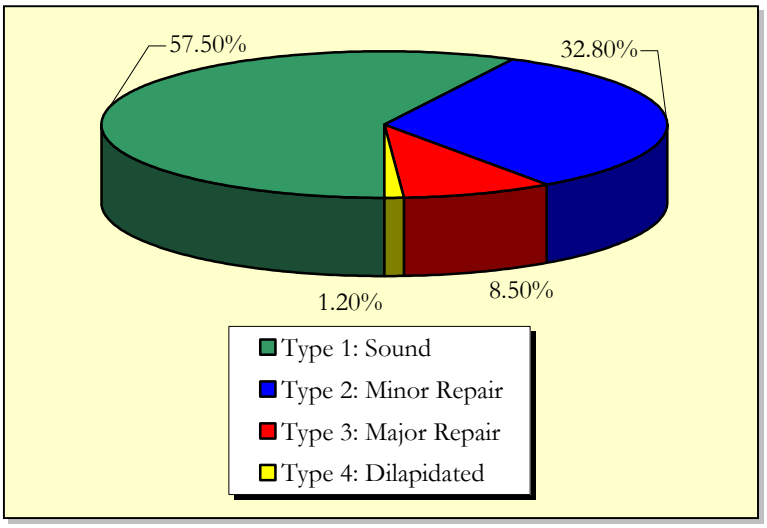
A similar survey was conducted as part of the Centennial Comprehensive Plan effort in 1984. Before providing a comparative analysis of the condition of the City's housing stock then and now, however, it is important to note that there were slight differences in how the 1984 and 2002 housing condition surveys were conducted. The 1984 survey was a widespread study that included more housing types (e.g., multifamily units, duplexes, and mobile homes) than the traditional housing condition survey, which typically evaluates only attached and detached single-family units. Therefore, in order to ensure a fair comparison between the 1984 and the 2002 surveys, only single-family attached and detached units were compared. **Table 1-18** shows this comparison numerically. **Figure 1-10** shows the 2002 housing condition information graphically. **Plate 1-4** on the following page shows the locations of these various housing types throughout the City.

TABLE 1-18
Single-Family and Two-Family Housing Condition By Type - 2000
City of Midland, Texas

Housing Condition	1984		2002	
	Number	Percentage	Number	Percentage
Type 1: Sound	15,438	71.5%	16,509	57.5%
Type 2: Minor Repair	4,813	22.3%	9,430	32.8%
Type 3: Major Repair	1,249	5.8%	2,448	8.5%
Type 4: Dilapidated	106	0.5%	339	1.2%
Total	21,606	100.0%	28,726	100.0%

Source: City of Midland

FIGURE 1-10
Housing Condition Percentages - 2002
City of Midland, Texas



A review of the 1984 and 2002 housing condition survey reveals changes in the condition of Midland's single-family housing market. Perhaps the most notable variation is the percentage difference in the Type 1 units between 1984 and 2002; these units decreased from 71.5 percent to 57.5 percent. Conversely, Type 2, 3, and 4 units all increased their respective

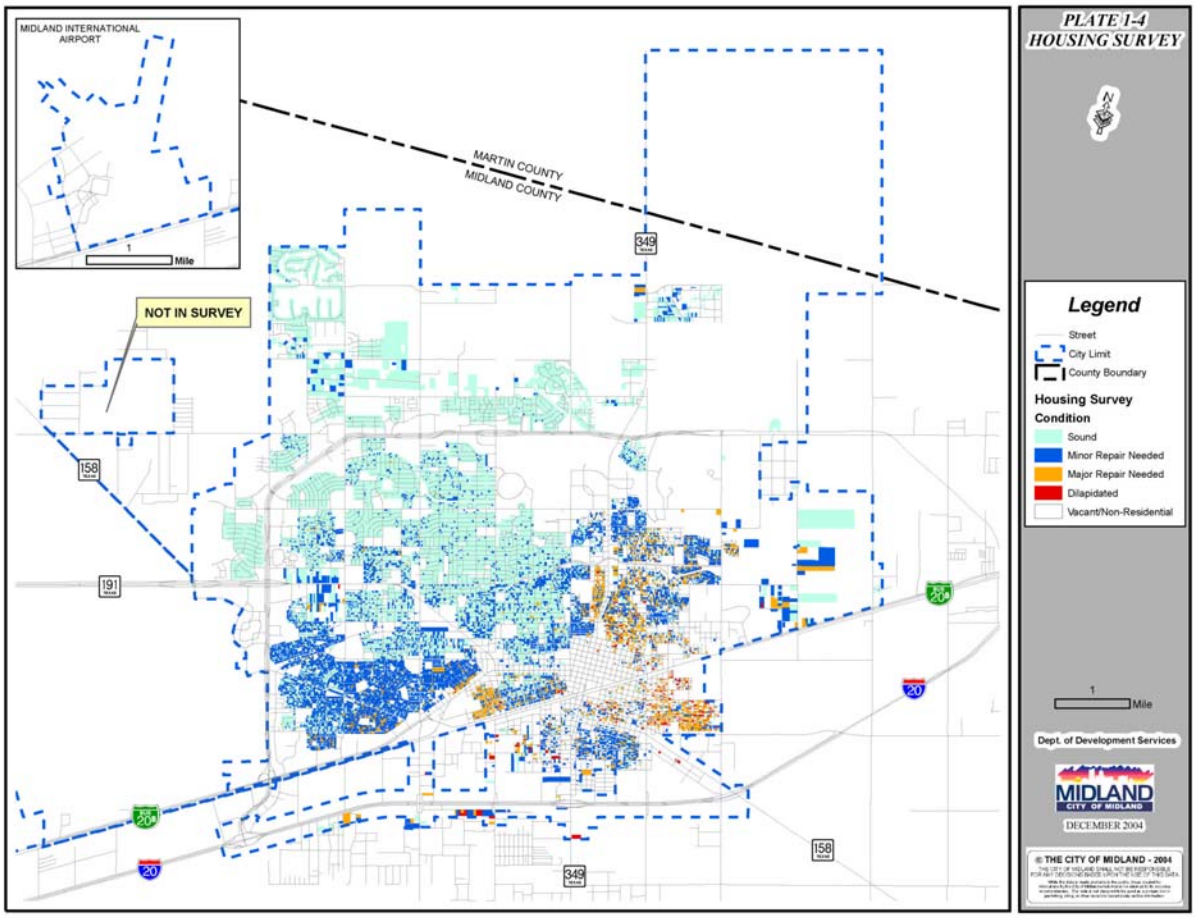


PLATE 1-4
HOUSING SURVEY
MIDLAND INTERNATIONAL AIRPORT
1 Mile
MARTIN COUNTY
MIDLAND COUNTY
NOT IN SURVEY
349
158
191
20
Legend
Street
City Limit
County Boundary
Housing Survey Condition
Sound
Minor Repair Needed
Major Repair Needed
Dilapidated
Vacant/Non-Residential
1 Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

percentages of the housing market. Type 2 units increased from 22.3 percent in 1984 to 32.8 percent in 2002. Type 3 and Type 4 percentages represent less of an increase. This information is likely indicative that Midland's housing stock is maturing and therefore requires more maintenance than the newer housing stock that existed in 1984.

When analyzed from the perspective that the percentage of Type 1 and Type 2 units when added together represent over 90 percent of the current housing stock in Midland, this information is positive for the City as a whole. In 1984, 93.8 percent of the housing stock was considered to be in the Type 1 or Type 2 category. Therefore, only 3.5 percent of all single-family units have decreased in terms of their classification.

Another form of analysis is to compare Midland's information with that of several other cities that are similar to Midland. The Texas cities of Greenville, Waco, and Irving were chosen for this analysis, as **Table 1-19** indicates. Midland has a smaller percentage of Type 1 units than Greenville or Waco, but the city of Irving has by far the smallest at just 21.3 percent of its units classified as Type 1. Adding both Type 1 and Type 2 units together, Midland has the smallest percentage compared to the three other cities. Midland's percentage, however, is within 3.2 percentage points of Greenville; Midland is therefore still highly competitive with the other peer cities in terms of housing condition. Type 4 units, which would preferably be a low percent of the overall units, is highest in Greenville and second-highest in Midland. The condition of Midland's housing will be further analyzed, and there will be related recommendations, within the *Housing Strategies Plan*.

TABLE 1-19
Housing Condition By Type
City of Midland, Texas & Peer Communities

Housing Condition	Greenville[1]		Irving[2]		Waco[3]		MIDLAND	
Type 1	65.5%	93.5%	21.3%	97.7%	58.9%	94.7%	57.5%	90.3%
Type 2	28.0%		76.4%		35.8%		32.8%	
Type 3	4.7%		1.9%		4.7%		8.5%	
Type 4	1.8%		0.4%		0.3%		1.2%	

Source: Dunkin, Sefko & Associates, Inc.
(1) Land use analysis 2002.
(2) Land use analysis 1995.
(3) Land use analysis 1999.

UTILITIES & INFRASTRUCTURE

The following section is intended to provide an analysis of the existing and future infrastructure needs of the City of Midland, Texas. Included is an analysis of water supply, treatment, and distribution systems, wastewater collection, treatment, and disposal systems, and drainage facilities and management within the City.

WATER SUPPLY

The City of Midland's potable water supply comes from two sources, the Colorado River Municipal Water District (CRMWD) and various City-owned well fields. Currently, the CRMWD owns and operates three surface water reservoirs along the Colorado River, supplying water to three member cities and six customer cities, of which Midland is one. The 1966 contracts with the CRMWD and subsequent amendments allow up to 35 million gallons per day (MGD) to be delivered to the City. In addition to the CRMWD surface water, the City currently owns three well fields. The McMillen Well Field has been in operation since the 1950's and can pump a maximum of 4 MGD into the City's system. However, it is currently not being used due to perchlorate contamination issues. The Paul Davis Well Field was developed in the late 1950's. It has since been expanded and can now pump a maximum of 25 MGD to the City. However, it normally does not operate above 15 MGD. The third well is the T-Bar Ranch, which is not yet developed. See Figure 1 for the location of Midland's water supplies.

WATER TREATMENT

The current Water Purification Plant for the City of Midland is located on the southeast corner of Midland Drive and Bluebird Lane. Originally completed in 1970 with a capacity to treat 12 MGD, this plant now has a capacity of 32 MGD. Since beginning to receive water from Lake Ivie in March, 1995, the plant occasionally treats up to the 32 MGD capacity. Two additional filters are in the design phase, which will allow for treatment up to the total CRMWD contract amount, 35 MGD. Peak demand for water in the summer can reach 43 MGD. The treated water is blended with the supplemental groundwater from the well fields to meet the peak demands. See Figure 2 for the location of Midland's Water Purification Plant.

WATER DISTRIBUTION SYSTEM

The existing water distribution system for the City of Midland contains over 600 miles of pipelines, ranging from 1" to 48" diameter lines. Additionally, the system contains pump stations and storage tanks, both elevated and ground level. With two pressure planes, the City serves an elevation change of approximately 150 feet. Over 32,000 customers are serviced by the system at this time. Ongoing construction in the distribution system includes new water lines coinciding with development, replacement of large valves, and the replacement of old, deteriorating cast iron water lines, particularly the 4" lines, many of which are in the eastern and central parts of the City.

WASTEWATER COLLECTION SYSTEM

The existing wastewater collection system for the City of Midland contains over 500 miles of sewer lines, ranging from 4" to 42" diameter pipes. This system serves approximately 32,000 customers by collecting wastewater and delivering it to the Water Pollution Control Plant. Ongoing work in the collection system includes manhole rehabilitation and construction, televising (documenting through video) wastewater lines, replacement of deteriorated lines, and new construction for developing areas.

WASTEWATER TREATMENT

The existing Water Pollution Control Plant for the City of Midland is located at the intersection of FM 307 and I-20 on the southeast side of the City. It was originally built in 1952 to treat 3.2 MGD. Over the years, the plant has been expanded and upgraded to the point that it now has the capacity to treat 21 MGD. The average annual flow is currently 13.5 MGD, with a maximum monthly flow of approximately 16 MGD. See Figure 2 for the location of the City's Water Pollution Control Plant.

WASTEWATER DISPOSAL

The existing method of disposal of wastewater in the City of Midland is 100% reuse. This is accomplished through the irrigation of the Effluent Farms, both near the treatment plant and at Spraberry. These farms total approximately 6,000 acres of non-public access City-owned pasture

and cultivated land. The farm operation has enough acreage under irrigation to handle a plant average flow of 15-20 MGD. Sludge from the plant is disposed of in the City's solid waste landfill.

DRAINAGE – FLOOD CONTROL

The City of Midland was built just downstream of the confluence of two major draws, Midland Draw and Jal Draw. The watersheds of these two draws make up 363 square miles of the 412 total square miles of contributing basin for the City's runoff. Four other watersheds contribute a total of 49 square miles to the basin. The vast majority of this area is north and west of the City. The City's growth has been and will continue to be along the two main draws, heading upstream to the north and west. This growth has outpaced the installation of flood control improvements.

Recognition of this fact by the City led to two major documents in the 1990's. First, in 1993, the City produced the Storm Drainage Design Manual. This document outlines the policy for the planning, design, and installation of storm water conveyance, detention, and storage facilities. The manual's guidelines help to minimize storm water impacts on the existing drainage systems and the downstream areas in general, mitigate street flooding, and promote orderly community growth. Published in 1996, the second major document was the City of Midland's Master Drainage Plan. This plan serves to outline a long-range plan for drainage improvements which allow upstream watersheds to develop while minimizing increased flood damage potential in other areas and to reduce existing flood potential where possible within the City. Both of these documents serve to improve the City's community rating in the National Flood Insurance Program. The City Engineering Services Department administers the floodplain regulations, including the latest map revision for the entire City, which was in December 1999. Currently the City owns and maintains detention basins, some of which double as parks, channels, culverts, and storm sewers as part of their flood control system.

DRAINAGE - STORMWATER MANAGEMENT

Stormwater management in the City of Midland has previously been associated with enforcement of the Storm Drainage Design Manual as mentioned in the previous section. This process allows City review of the platting process for proper drainage provisions. The intensity of this enforcement will soon be changing.

EXISTING PUBLIC FACILITIES

The provision of adequate public facilities is a primary quality of life indicator for municipalities across Texas. The *Public Facilities Plan* is intended to provide an overview of Midland's public buildings and the number of related City staff employees that exist today to serve the estimated 2004 population. The type and quality of public facilities and services available to the residents of Midland is and will continue to be an important factor influencing the desirability of Midland as a place to live. Three major City functions, administrative, fire protection services, and police protection services, are described herein. A more in-depth analysis of public buildings, services and personnel will be included in the *Public Facilities Plan* chapter of the Master Plan.

TABLE 1-20
City Hall – Departments & Personnel
City of Midland, Texas

DEPARTMENT	PERSONNEL
Accounting	14
Cashier	3
City Attorney's Office	6
City Auditor	1
City Manager's Office	6
City Secretary	3
Code Administration (Permits/Inspections)	11
Code Enforcement	6
Community Development	4
Community Services	4
Customer Service	10
Engineering	15
Mail Room	1
Personnel	4
Planning	5
Purchasing	4
Receptionists	3
Safety/Risk Management	3
Traffic Engineering	4
Utilities	3
Total Number of Employees	*110*

Source: City of Midland

MIDLAND CITY HALL

The Midland City Hall is located at 300 North Loraine in downtown. Built in 1965, this building provides office space for numerous departments and personnel. **Table 1-20** outlines this information. The division of public services provided by the City into several separate departments makes it easier for Midland to provide adequate and efficient administrative services. Due to the age of City Hall, as well as the expected increase in the number of personnel it will likely have to accommodate to serve a growing population, the possible need for a new City Hall facility will be discussed in the *Public Facilities Plan* chapter.

MIDLAND POLICE DEPARTMENT

The Midland Police Department operates two separate facilities. One is the police station at 601 North Loraine, which is in

the downtown area close to City Hall. The Police Station was built in 1992, and there are no plans for expansion in the future. The other facility operated by the Police Department is the firing range. The range is located outside of City limits at 5000 Cole Park Road, and was built in 1986.

Currently, there are 162 sworn officers that offer police protection to Midland's population of 94,966. The ratio of police officers to population is an important consideration in terms of the overall safety of the local population. An accepted ratio of police officers to population is approximately 1.5 officers per 1,000 people. As **Table 1-21** shows, Midland's ratio is 1.7 per 1,000, which is a positive fact for local citizens. Also, in addition to police officers there are 56 civilian employees that aid in the successful operation of the Midland Police Department.

TABLE 1-21
Ratio of Police Officers to Population
City of Midland, Texas

DATA	NUMBER OF OFFICERS	POPULATION
Midland's Current Data	162	94,966
Accepted Ratio	*1.5*	*1,000*
Midland's Current Ratio	1.7	1,000

Source: City of Midland

MIDLAND FIRE DEPARTMENT

There are numerous fire stations throughout the City that allow fire department personnel to get to all areas of Midland within an adequate response time. **Table 1-22** contains data on the location of each of these stations, as well as the year in which they were constructed. The most recently constructed station was completed in 1999, and is located on North Lamesa.

For fire protection service, the number of personnel is less significant than the location of fire stations and the respective service-area that the stations cover. In general, the accepted service area is approximately one-and-one-half mile, depending on the level of urbanization. **Plate 1-5** shows the existing fire stations and their service areas.

TABLE 1-22
Fire Station Locations and Year of Construction
City of Midland, Texas

STATION	LOCATION	YEAR OF CONSTRUCTION
Central	1500 West Wall	1980
Station 2	701 East Florida	1995
Station 3	1707 North Lamesa	1999
Station 4	403 Solomon Lane	1984
Station 5	2210 West Golf Course	1958
Station 6	4315 Thomason	1958
Station 7	Air Terminal	1972
Station 8	3301 Haynes	1976
Station 9	6005 North Midland Drive	1984

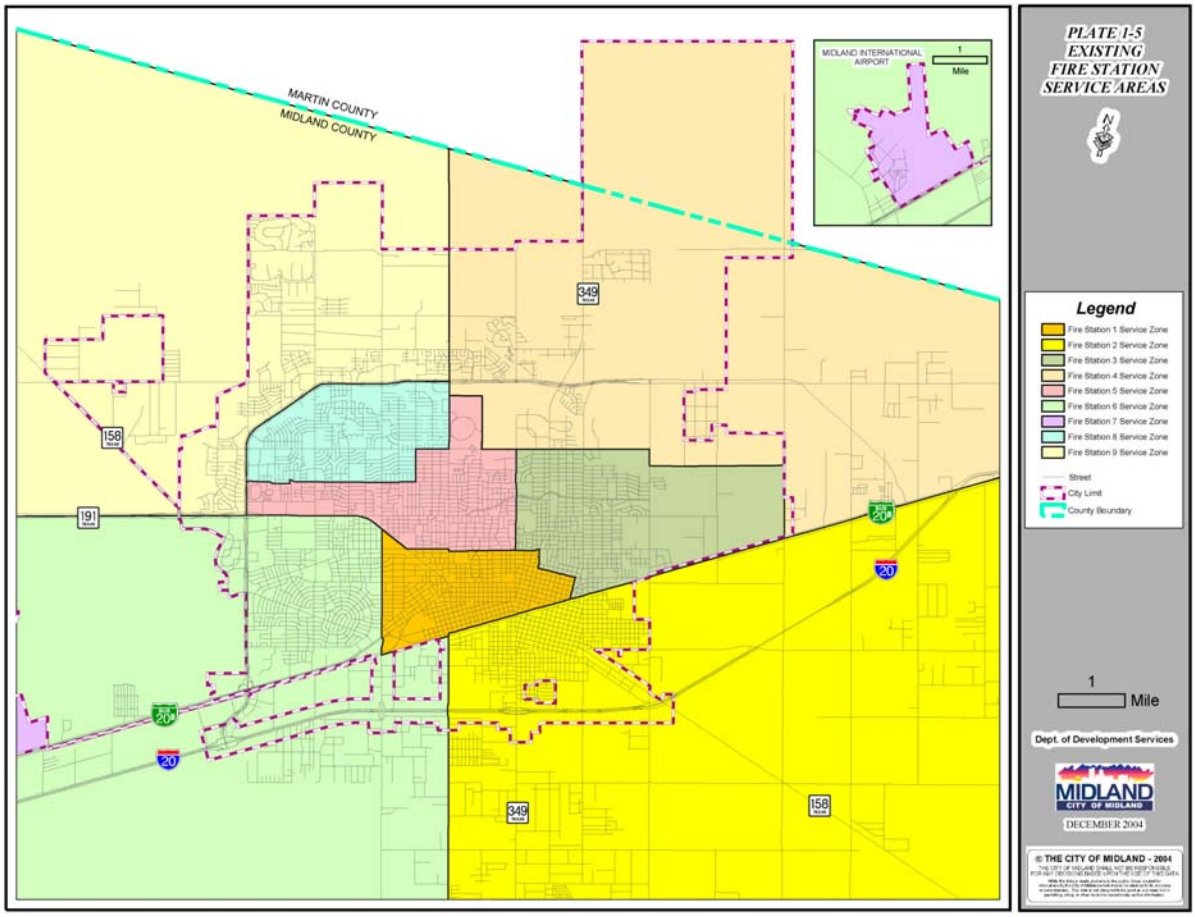


PLATE 1-5
EXISTING
FIRE STATION
SERVICE AREAS
MARTIN COUNTY
MIDLAND COUNTY
MIDLAND INTERNATIONAL AIRPORT
1
Mile
349
158
191
20
Legend
Fire Station 1 Service Zone
Fire Station 2 Service Zone
Fire Station 3 Service Zone
Fire Station 4 Service Zone
Fire Station 5 Service Zone
Fire Station 6 Service Zone
Fire Station 7 Service Zone
Fire Station 8 Service Zone
Fire Station 9 Service Zone
Street
City Limit
County Boundary
1
Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

EXISTING ZONING CHARACTERISTICS

Zoning is primarily a tool used to implement a community's land use objectives. Therefore, it can also be stated that zoning is used to implement the guidelines outlined in a city's comprehensive plan, because the comprehensive plan is directly related to a community's land use objectives. The fact that these three elements, (1) a community's land use objectives, (2) zoning, and (3) the comprehensive plan, are interrelated should be expressed in a city's land use policies. The following is a discussion of the City's zoning regulations, specifically in regard to the various zoning districts that have been established; these districts have been integral to the development of the existing land use pattern in Midland. **Plate 1-6**, the current City Zoning Map as of 2004, has been included, and **Table 1-23** is a listing of these zoning districts in the City of Midland along with the amount of acreage allocated to each district.

RESIDENTIAL ZONING DISTRICTS

There are several residential zoning districts within Midland's Zoning Ordinance, which allow for a variety of residential densities to develop in the City.

Single-Family Districts

The AE, Agriculture Estate District allows for the development of one-family detached dwellings on lots with a minimum size of two acres. The 1F-1, 1F-2, and 1F-3 One-Family Dwelling Districts allow for single-family homes on lots ranging from 9,000 to 5,500 square feet. Different lot depths and widths are required. Uses other than single-family homes that are permitted within these districts include churches and schools, customary home occupations, country clubs, golf courses, recreation areas, and necessary municipal structures such as fire stations. Additional permitted uses in the AE District include private stables and barns, and the keeping of livestock according to regulations. It should be noted that residential uses, with the exception of mobile/manufactured homes and multiple-family dwellings, are generally permitted in other zoning districts within the City Code.

Mobile Home and Manufactured Home District

The MH, Mobile Home and Manufactured Home Dwelling District, allows for mobile homes and manufactured homes as "fixed dwellings", meaning the structure must be on a concrete foundation or footing with tie-downs. Other regulations related to mobile homes and manufactured homes include requiring skirting to hide any space between the unit and the lot surface, prohibiting the storage of materials under the unit, and requiring construction of accessory buildings in compliance with regulations established within the 1F-1 District.

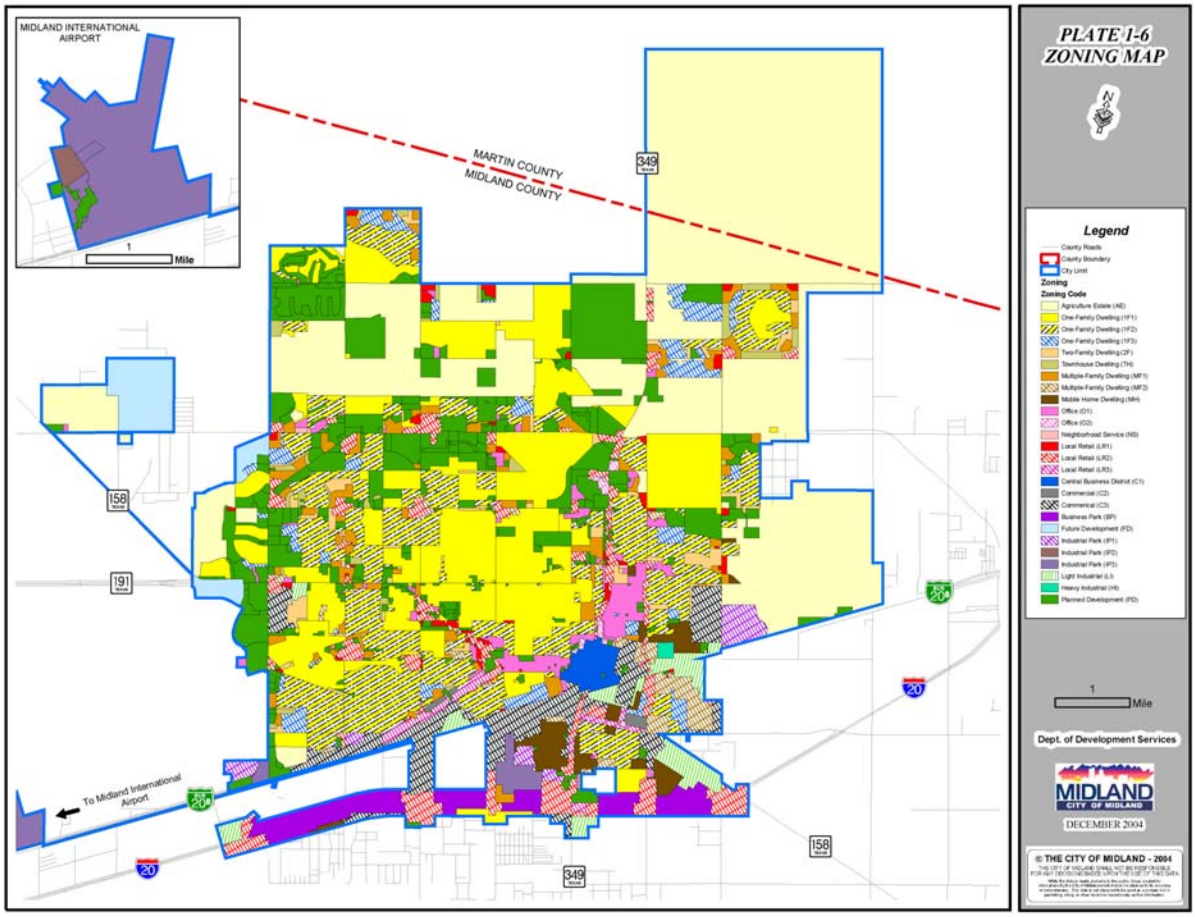


PLATE 1-6
ZONING MAP
MIDLAND INTERNATIONAL AIRPORT
1 Mile
MARTIN COUNTY
MIDLAND COUNTY
349
158
191
20
To Midland International Airport
Legend
County Roads
County Boundary
City Limit
Zoning
Zoning Code
Agriculture Estate (AE)
One-Family Dwelling (1F1)
One-Family Dwelling (1F2)
One-Family Dwelling (1F3)
Two-Family Dwelling (2F)
Townhouse Dwelling (TH)
Multiple-Family Dwelling (MF1)
Multiple-Family Dwelling (MF2)
Mobile Home Dwelling (MH)
Office (O1)
Office (O2)
Neighborhood Service (NS)
Local Retail (LR1)
Local Retail (LR2)
Local Retail (LR3)
Central Business District (C1)
Commercial (C2)
Commercial (C3)
Business Park (BP)
Future Development (FD)
Industrial Park (IP1)
Industrial Park (IP2)
Industrial Park (IP3)
Light Industrial (LI)
Heavy Industrial (HI)
Planned Development (PD)
1 Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

TH Townhouse District

The TH Townhouse Dwelling District allows for one-family attached homes on 3,500 square-foot lots. Other permitted uses within this district include those permitted in the 1F-3 District. No complex of attached single-family units is permitted to exceed 300 feet in length.

2F Two-Family District

The 2F Two-Family Dwelling District allow for two-family units on lots 3,500 square feet in size. Permitted uses within this district are the same as those permitted within the TH District. There are two primary differences between the TH and 2F Districts. One is the minimum lot width, which is 32 feet in the TH District and is 60 feet in the 2F District. Another is that no complex of units is permitted to exceed 300 feet in the TH District or 100 feet in length in the 2F District.

Multiple-Family Districts

There are two multiple-family districts within Midland's Zoning Ordinance, MF-1 Multiple-Family Dwelling District and MF-2 Multiple-Family Dwelling District. In the MF-1 District, the minimum lot area is 8,000 square feet, and permitted uses include (1) community, social or hobby building for tenants as part of a housing project or development, (2) limited accessory uses including living quarters for caretakers and managers employed on the premises, private laundry facilities, and utility/storage buildings, (3) philanthropic institutions, and (4) home, group, or group medical care for sixteen or fewer residents. The minimum lot area is 6,000 square feet in the MF-2 District, and permitted uses include those permitted within the MF-1 District as well as the following: (1) college or private schools, (2) day care centers, (3) hospitals and convalescent, nursing, or custodial care homes, (4) hotels and motels, (5) private clubs, lodges, sororities and fraternities, (6) boarding and lodging houses, and (7) doctors' and dentists offices with outpatient services. The maximum density allowed in each district is 16 units per acre, and site plan review is required for all apartment development proposals.

NON-RESIDENTIAL ZONING DISTRICTS

There are several nonresidential zoning districts within Midland's Zoning Ordinance. These allow for various types of nonresidential uses, including office, retail, commercial, and industrial. There are also specialized districts, such as the Parking District and the Central Area District. Following is a discussion of each of these zoning districts.

Office Districts

O-1 Office District

The O-1 Office District allows for the development of office uses along with limited retail and medium and high density residential uses; specified within this district is the allowance of any use permitted within the 2-F Two Family Dwelling District. The maximum height allowed in the O-1 District is 2½ stories. This height limitation is to ensure that buildings in this district are compatible with residential uses.

O-2 Office District

The O-2 Office District allows any use permitted within the O-1 Office District, with the addition of several various retail uses, including book shops, copying services, laundry cleaning services, and restaurant or snack bar (not including drive-through services). Regulations within the O-2 District also include a floor area ratio (FAR) limitation, with no buildings allowed that have an FAR greater than 1.2:1, and a height regulation that allows buildings to be constructed up to seven stories. With the addition of permitted retail uses and the greater height allowance, the O-2 Office District is generally less compatible with residential uses than the O-1 Office District.

TABLE 1-23
Zoning Districts and Related Acreage - 2003
City of Midland, Texas

ZONING DISTRICT	Number of Acres	Percentage of Total Acreage
FD Future Development District	0.0	0.00%
AE Agriculture-Estate District	13,157.0	32.37%
1F-1 One-Family Dwelling District	6,118.7	15.06%
1F-2 One-Family Dwelling District	5,673.6	13.96%
1F-3 One-Family Dwelling District	785.4	1.93%
TH Townhouse Dwelling District	293.9	0.72%
2F Two-Family Dwelling District	456.0	1.12%
MF-1 Multiple-Family Dwelling District	928.6	2.28%
MF-2 Multiple-Family Dwelling District	433.6	1.07%
MH Mobile Home or Manufactured Home Dwelling District	536.8	1.32%
O-1 Office District	402.4	0.99%
O-2 Office District	57.4	0.14%
NS Neighborhood Service District	13.1	0.03%
LR-1 Local Retail District	242.8	0.60%
LR-2 Local Retail District	1,531.2	3.77%
LR-3 Local Retail District	199.1	0.49%
C-1 Central Area District	244.8	0.60%
C-2 Commercial District	48.8	0.12%
C-3 Commercial District	1,442.5	3.55%
IP-1 Industrial Park District	325.0	0.80%
IP-2 Industrial Park District	76.8	0.19%
IP-3 Industrial Park District	1,690.6	4.16%
LI Light Industrial District	600.5	1.48%
HI Heavy Industrial District	29.7	0.07%
BP I-20 Business Park District	877.4	2.16%
Planned Districts	4,475.0	11.01%
TOTAL ACREAGE	**40,640.7**	**100.0%**

Source: City of Midland

Retail Districts

NS Neighborhood Service District

The NS Neighborhood Service District permits any use allowed within the O-1 Office District, with the exception of residential uses. Limited retail uses, primarily those that serve an immediate neighborhood area and would generally be compatible with residential uses, are permitted within this District. Maximum height allowed in the NS District is two-and-one-half stories, and there are additional yard-size requirements for uses that could potentially have a negative affect on residential uses, such as fuel sales and uses with outside storage areas.

LR-1 Local Retail District

The LR-1 Local Retail District permits any use allowed within the O-1 Office District or the NS Neighborhood Service District. Additional higher-intensity uses include alcoholic beverage sales for off-premise consumption, bowling alleys, "rent-to-own" shops, and retail stores offering all types of consumer goods. The height regulations within this District are the same as those within the NS District (two-and-one-half stories). Additional regulations include performance standards that specifically relate to outside sales or storage; an exception to these performance standards is a restaurant with outside seating and service.

LR-2 Local Retail District

The LR-2 Local Retail District permits any use allowed within the LR-1 Local Retail District. Additional uses permitted include gasoline or fuel service stations, mortuaries or funeral homes, and auto service shops. Height regulations are the same as those within the LR-1 District. Performance standards within this District, however, relate specifically to gasoline or fuel service stations and auto (self-service) laundries and carwashes.

LR-3 Local Retail District

The LR-3 Local Retail District permits any use allowed within the LR-2 Local Retail District. Additional uses permitted include auto sales, mobile home sales, heavy truck sales, plumbing shops, pawnshops, vehicle rental stores, and furniture repair shops. Height regulations are the same as those within the LR-1 District. Performance standards within this District specify that outside sales and storage are not permitted unless such areas are in accordance with standards within the LR-1 or LR-2 District.

Commercial Districts

C-1 Central Area District

The C-1 Central Area District permits any use allowed within the LR-3 Local Retail District. Additional uses permitted include automobile parking lots and garages, automobile repair and painting facilities, newspaper/book printing shops, cleaning plants, railroad or bus stations, and

light manufacturing facilities subject to the IP-3 performance standards and the availability of sufficient loading dock space. There are no maximum height limitations in the C-1 District unless otherwise prohibited by law. Performance standards within this District are the same as the LR-3 District performance standards.

C-2 Commercial District

The C-2 Commercial District permits any use allowed within the C-1 Central Area District. Additional uses permitted include building material sales, warehouses, feed stores, railway terminals and docks, LR-1 retail stores, and light manufacturing facilities subject to IP-3 performance standards and LR-1 performance standards. There are no maximum height limitations in the C-2 District unless otherwise prohibited.

C-3 Commercial District

The C-3 Commercial District permits any use allowed within the C-2 Commercial Area District. Additional uses permitted include automobile rebuilding facilities, heavy machine sales, upholstery shops, cleaning plants, dairy plants, baggage terminals, veterinary clinics, and welding shops. Height regulations are the same as those within the C-2 District.

Industrial Districts

IP Industrial Park District

The IP Industrial Park District permits a variety of wholesale and manufacturing uses. Area regulations stipulate that no building shall be closer than 25 feet to the lot line facing the street and that this area must be landscaped, with cars prohibited from parking within the landscaping area. Also, area regulations specify that loading docks may not be directly accessible from any public street or roadway. The maximum height allowed in the IP District is 45 feet. Additional screening requirements for accessory buildings are required within the District. Noise regulations list the maximum permitted sound level, in decibels, with the corresponding octave band, are taken from the property line, and do not apply to the operation of motor vehicles, aircraft, or other transportation facilities.

IP-1 Industrial Park District

The IP-1 Industrial Park District permits any use allowed within the IP Industrial Park District. Area regulations stipulate that no building shall be closer than ten feet to the lot line facing the street. Also, side setbacks are a minimum of ten feet (but not less than 10 percent of the lot width) and a maximum of 25 feet. Rear setbacks may not be less than 10 feet from the lot line or utility easement. Loading docks are under the same guidelines as in the IP District. Height, noise, parking, and animal regulations are also the same as those within the IP District.

IP-2 Industrial Park District

The IP-2 Industrial Park District permits any use allowed within the IP Industrial Park District. Height, parking, and animal regulations are the same as those within the IP Industrial Park District. Area regulations are the same as those within the IP-1 Industrial Park District. There are no regulations for sound pressure levels (noise) in the IP-2 Industrial Park District.

IP-3 Industrial Park District

The IP-3 Industrial Park District uses include professional and government offices, research laboratories, wholesaling, warehousing, processing materials, assembling products and several accessory uses such as furnishing meals for employees. Additional parking regulations allow for visitor parking in a front setback if proper screening is implemented and additional setback space is provided. Also, vehicle loading can take place in the rear or on the side of the building provided that solid screening blocks front and side street visibility. Area regulations require a minimum of 25 feet for front and side setbacks, with 20 percent landscaping for setbacks facing a street. Side setbacks not facing a street must be a minimum of 15 feet with 50 percent landscaping. The maximum height allowed in the IP-3 Industrial Park District is 35 feet. Site coverage regulations state that buildings within the IP-3 Industrial Park District may not cover more than 50 percent of the total lot area. Performance standards specify that no activity can involve fire or explosive hazards. Noise regulations are the same as in IP District. Additional requirements state that all grounds not covered by structures be landscaped and surfaced with concrete to ensure dust control. Finally, regulations regarding the type and level of lighting also apply to the IP-3 Industrial Park District.

LI Light Industrial District

The LI Light Industrial District permits any use allowed within the C-3 Commercial District. Additional uses permitted include light manufacturing processes that do not emit dust, odor, smoke, gas or fumes beyond the property line. Manufacturing and industrial operations of any type are permitted under special regulations. There is also a requirement that front yard depths be 15 feet for all types of uses. The required rear yard is the same as the C-1 district. Standards for loading docks are the same as the C-2 district.

HI Heavy Industrial District

The HI Heavy Industrial District permits any use allowed within the LI Light Industrial District except residential dwellings. Additional uses permitted include any manufacturing, industrial, servicing or storage process not prohibited by law, such as animal slaughtering and processing, acid manufacturing, glue and fertilizer manufacturing, and petroleum refining. There are no requirements for the area, width, or depth of a lot. Front yards are required to be 15 feet for all types of uses. Also, no side or rear yards are required except when a building in the HI District is adjacent to any residential district. If this situation occurs, then the HI district building is required to have a side yard of five feet or a rear setback of 20 percent of the depth of the lot, not to exceed 15 feet, bordering the residential district. Front yards of 15 feet are required for all types of uses. Requirements concerning loading docks are the same as in the C-2 district.

Finally, buildings may be constructed to any height not prohibited by law given that the structure does not occupy more than 50 percent of the land area of the lot.

BP I-20 Business Park District

The BP I-20 Business Park District was established to encourage compatible, attractive, quality development along the Interstate 20 corridor. The I-20 Business Park District uses include antique shops, art galleries, carwashes, boat sales, storage yards, drugstores, florists shops, and photography studios. Area regulations require minimum building setbacks of 35 feet from the lot line facing the street, ten foot side yard, and 20 foot rear yard setbacks. The maximum building height for the district is 60 feet. Temporary uses of land, such as carnivals or Christmas tree lots, can be allowed within the district with the approval of the City Council.

Planned District Regulations

A Planned District is often useful to the City of Midland in encouraging development of a higher quality than might otherwise be allowed within a standard zoning district. Planned districts occur when the development applicant and the City mutually agree on various regulations that differ from the zoning district that the land use might typically fall within. Such regulations are expressly outlined in Midland's Zoning Ordinance, and include elements such as building materials, landscaping, signage, maximum lot coverage, and screening walls. Many examples of the successful use of PDs in the City can be found along Loop 250. Issues that are routinely reviewed by the City during the processing and approval of PDs are as follows:

- **Site Access:** Can the surrounding streets and alleys accommodate the proposed use?
- **Driveways:** Minimum spacing between driveways is 170'. Minimum lot frontage for non-residential lots adjacent to arterials is 200 feet. Do the designs of the driveways (return radii, etc.) meet City standards?
- **Cross-Access Easements:** Required when a retail area is subdivided into lots for individual ownership. Required where lot frontage is less than 200 feet; then one driveway can serve two lots.
- **Building Setbacks:** Do the proposed setbacks meet the minimum requirement of the underlying district? Do special circumstances dictate different standards?
- **Maximum Floor Area, or Maximum Building Envelope:** Is the size of the structure consistent with the scale of surrounding development?
- **Architectural Elements:** Does the design and choice of external building materials blend with existing or anticipated development?
- **Maximum Building Height:** Does it conform to the underlying district? Are circumstances such that a shorter building is more appropriate, or could a taller building be allowed with increased setbacks?

- **Parking:** Does the parking meet the minimum requirements of the Zoning Code. Are there unusual circumstances that should be addressed?
- **Landscaping:** Is landscaping warranted due to surrounding development? If so, what is the minimum amount of landscaping that should be required? Any sight distances of concern?
- **Dumpsters:** For on site dumpsters, where are they located? Should screening be required?
- **Signage:** Do the proposed business and directional signs meet the City Sign Code?
- **Public Sidewalks:** Are the required public sidewalks shown on the site plan?
- **Exterior Lighting:** Are exterior light fixtures shown with cut-off shields to conform to the City's lighting policy. Should the height of light poles be reduced?
- **Alley Access:** Discouraged for commercial development. If permitted, is the alley paved?

GENERAL DEVELOPMENT STANDARDS

In addition to the Zoning District regulations, the Zoning Ordinance outlines other general regulations pertaining to the following:

- Area, Yard, and Special Use Regulations (minimum off-street parking is also addressed herein)
- Existing Lots and Uses Exempted
- Planned District Regulations (discussed above)
- Specific Use Permits
- Nonconforming Uses
- Board of Adjustment
- Completion of Existing Buildings (that were in process at the time of the Ordinance's adoption)
- Zoning District Boundaries
- Definitions
- Penalty for Violation
- Preserving Rights in Pending Litigation and Violations Under Existing Ordinances
- Wireless Communication System Regulations
- I-20 Overlay District Regulations

GENERAL OBSERVATIONS

The implementation of the majority of Midland's current land use-based policies can be effected through existing zoning ordinances. However, a thorough examination of current zoning ordinances should be undertaken following the completion of this Master Plan to ensure the implementation of Plan recommendations. This will be addressed in detail within the *Implementation Strategies* chapter.

CONSIDERING THE FUTURE OF MIDLAND

Vision Statement and Goals & Objectives

VISION STATEMENT

Prior to discussing current issues in Midland, an advisory committee comprised of citizens and business leaders was asked to describe what the City should be in the future, what their vision of Midland is, in order to determine a clear idea of what the City should work toward. Two primary elements of the City, families and businesses, were determined to be of the utmost importance to Comprehensive Plan Advisory Committee members; the following Vision Statement was established as a result:

Midland will be the region's premier community for families and businesses.

GOALS & OBJECTIVES

Several Steering Committee meetings were held to discuss issues and determine the best ways to address those issues in the context of Midland's Master Plan 2025. The previous Vision Statement and the following Goals & Objectives have been established to guide the comprehensive planning process.

A. THOROUGHFARE PLAN

Goal A-1: Cooperate with local, county and state governmental entities in the expansion, maintenance, and enhancement of the roadway system, and ensure that Midland participates in any related plans and studies.

Objective A-1.1: Continue proactive planning and development related to the La Entrada corridor.

Objective A-1.2: Continue cooperation with Midland County, the City of Odessa, and Ector County to ensure that transportation planning efforts are coordinated.

Objective A-1.3: Investigate how monetary contributions from local, county, state, and federal entities could be combined to positively affect regional transportation needs.

Objective A-1.4: Ensure that Midland has strong representation with the Texas Department of Transportation (TxDOT) for project scheduling and funding.

Goal A-2: Ensure that the City's roadway system is cost-effective and adequate to meet the needs of the current and projected population.

Objective A-2.1: Identify current roadway deficiencies, in terms of both access and mobility.

Objective A-2.2: Investigate ways in which developers can participate in roadway system improvements.

Objective A-2.3: Maintain an inventory of thoroughfare needs to ensure that available funds are allocated for high priority projects.

Goal A-3: Ensure that future growth areas will have adequate access for anticipated land uses.

Objective A-3.1: Ensure that potential traffic increases are considered during the development review process and result in a traffic impact analysis, if anticipated increases warrant.

Objective A-3.2: Review standards for roadway types based on their anticipated function and traffic volume.

Objective A-3.3: Incorporate updated standards for roadway types into the City's Subdivision Ordinance.

Goal A-4: Ensure that environmental factors, such as topography, soils, playas and draws, are considered in the context of roadway decisions.

Objective A-4.1: Establish criteria by which new roadways should be constructed to respect environmental factors.

Objective A-4.2: Incorporate established environmental criteria into the City's Subdivision Ordinance.

Goal A-5: Identify ways in which alternative modes of transportation can be incorporated into the City's overall transportation system.

Objective A-5.1: Monitor the newly established bus transit system for possible expansion and redesign.

Objective A-5.2: Solicit input from the public on which alternative mode of transportation, including pedestrian access, bicycle access, and transit, would be best for the City to implement and where such efforts should be concentrated.

Objective A-5.3: Continue to pursue funding, such as TEA-21 grants, that serves to enhance the park and open space system.

B. AIR TRANSPORTATION

Goal B-1: Ensure that the Midland International Airport continues to develop as an aviation facility that can accommodate future demand, is not significantly constrained by its environs, and has minimal adverse effects on its surroundings.[1]

Objective B-1.1: Enhance the self-sustaining capability of the Midland International Airport and ensure the financial feasibility of airport development.

Objective B-1.2: Accommodate future commercial passenger activity and aircraft operations in a safe and efficient manner.

Objective B-1.3: Maximize the landside development area at Midland International Airport.

Objective B-1.4: Develop land acquisition priorities related to airport safety, future airport development, and land use compatibility.

Objective B-1.5: Plan and develop the Midland International Airport to be compatible with its environs and minimize environmental impacts on both airport property and property adjacent to the Airport.

Objective B-1.6: Encourage protection of existing public and private investment in land facilities, and advocate the resolution of existing and potential land use conflicts, both on and off airport property.

Goal B-2: Ensure that the Midland International Airport (MAF) is acknowledged and marketed as an important economic development tool for the City of Midland and for the region.

Objective B-2.1: Utilize the Midland International Airport Business Development Plan as a guide for related economic development opportunities.

Objective B-2.2: Encourage the Midland Development Corporation and local Chambers of Commerce, in cooperation with the City of Odessa, to provide support for economic development opportunities related to the MAF.

Objective B-2.3: Continue to pursue broader industry diversification in proximity to the MAF.

Goal B-3: Ensure that the general aviation needs of the community are being met.

Objective B-3.1: Continue to evaluate all options related to the Midland Airpark, including: 1) maintaining the Midland Airpark at its current location, 2) constructing an executive airpark in an alternate location to replace the Midland Airpark, and 3) expanding general aviation facilities at the Midland International Airport.

Objective B-3.2: Protect the Midland Airpark in its current location for as long as the Airpark continues to be a viable facility.

---

[1] Goal B-1 and related objectives were established within the *Midland International Airport Master Plan Update*. They have been slightly edited for inclusion herein.

C. LAND USE PLAN

Goal C-1: Identify potential growth areas within the City and within the City's extraterritorial jurisdiction.

Objective C-1.1: Continue to work with Midland County to ensure that there are consistent development standards in the City and County.

Objective C-1.2: Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.

Objective C-1.3: Examine the location and type of growth occurring in the extraterritorial jurisdiction (ETJ).

Objective C-1.4: Review Midland's ordinances and policies to determine whether they may inadvertently encourage growth in the ETJ.

Objective C-1.5: Develop a prototype neighborhood design to guide growth in undeveloped areas.

Goal C-2: Ensure that the locations recommended within this Master Plan for new development reflect current conditions and respect areas with specific land-use related challenges.

Objective C-2.1: Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.

Objective C-2.2: Consider existing neighborhoods and special environmental features within the development review process.

Goal C-3: Ensure that current development-related ordinances are reflective of the type and quality of development that the City desires.

Objective C-3.1: Examine Midland's Zoning Ordinance to determine whether the existing variety of zoning districts meet the City's expectation of quality development.

Objective C-3.2: Identify districts that need modified standards; draft such standards and amend the zoning regulations accordingly.

Goal C-4: Identify areas for potential annexation and coordinate infrastructure expansion.

Objective C-4.1: Determine Midland's short- and long-term needs and examine how growth within specific areas of the ETJ may help the City meet such needs in the future.

Objective C-4.2: Correlate identified areas to infrastructure expansion to make sure that growth management objectives are achieved.

Objective C-4.3: Prioritize City limit expansion according to the identified areas.

D. DOWNTOWN PLAN

Goal D-1: Identify specific ways in which Downtown Midland can be enhanced as the City's cultural, governmental, business, and social center.

Objective D-1.1: Identify opportunities and challenges in Downtown Midland related to transportation, land use, housing, and economic development.

Objective D-1.2: Increase pedestrian circulation.

Objective D-1.3: Identify specific ways in which the number of people visiting, working and living within Downtown Midland can be increased.

Objective D-1.4: Promote adaptive reuse of existing structures.

Objective D-1.5: Coordinate City initiatives with Downtown business owners and property owners.

Objective D-1.6: Continue to improve the streetscape within Downtown Midland with landscaping, pedestrian-oriented features, etc.

Goal D-2: Explore the feasibility of utilizing various funding mechanisms, both public and private, in the revitalization efforts of Downtown Midland.

Objective D-2.1: Work with the Midland Development Corporation (MDC), the Midland Municipal Management District (MMMD) and Downtown Midland, Inc. (DMI) on a proactive, continuous basis to ensure that public and private entities are working in a mutually beneficial manner.

Objective D-2.2: Track the progress of the Tax Increment Reinvestment Zone (TIRZ), and consider possible advantages and disadvantages of establishing other financing tools for Downtown Midland.

E. URBAN DESIGN & COMMUNITY IMAGE

Goal E-1: Identify ways in which Midland can enhance its image locally, regionally, and nationally.

Objective E-1.1: Use the adopted Vision Statement to guide efforts to improve Midland's image.

Objective E-1.2: Work with the City of Odessa and other area cities to increase the visibility and awareness of the region.

Objective E-1.3: Develop promotional strategies with the local Chambers of Commerce to encourage tourism in Midland, including continuing to market Midland as President George W. and First Lady Laura Bush's hometown.

Goal E-2: Identify specific areas of the City where key image enhancement opportunities may exist.

Objective E-2.1: Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas.

Objective E-2.2: Identify major gateways to Midland and develop methods of enhancing these areas.

Goal E-3: Review the City's development standards and examine ways in which such standards can be improved to achieve better urban design.

Objective E-3.1: Develop standards for transitional elements to enhance the relationships between residential and nonresidential development.

Objective E-3.2: Ensure that nonresidential uses are developed to a high standard, especially along major thoroughfares.

Objective E-3.3: Examine ways in which the City can proactively address issues that may cause urban blight, such as deteriorating or abandoned buildings.

Goal E-4: Ensure that residents and visitors in Midland feel safe from crime and injury.

Objective E-4.1: Review, and amend if necessary, the City's development standards related to public safety, such as lighting, pedestrian access, and median design.

Objective E-4.2: Take steps to ensure that Midland is known as a community with low crime and a fast emergency services response rate.

F. HOUSING STRATEGIES

Goal F-1: Encourage the development of quality housing throughout the City that meets the diverse housing needs of the community.

Objective F-1.1: Ensure that high density housing is dispersed throughout the City to avoid overcrowding.

Objective F-1.2: Identify areas that are appropriate for a variety of housing types to ensure diversity within the local housing market.

Objective F-1.3: Establish design criteria for residential neighborhood development.

Goal F-2: Promote rehabilitation and reconstruction of substandard housing.

Objective F-2.1: Focus on neighborhood integrity programs.

Objective F-2.2: Investigate specific ways in which the City can actively participate in upgrading deteriorated areas through organized community programs and funding.

Goal F-3: Encourage infill housing development in order to utilize existing infrastructure systems.

Objective F-3.1: Identify areas within Midland that should be targeted for infill development.

Objective F-3.2: Examine ways in which the City can help make infill properties increasingly attractive for investment and development.

G. UTILITIES, WATER & DRAINAGE PLAN

Goal G-1: Ensure that local water and wastewater service will accommodate the projected growth in Midland.

Objective G-1.1: Correlate the capacity of infrastructure systems to population growth estimates.

Objective G-1.2: Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.

Objective G-1.3: Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.

Objective G-1.4: Identify incentives for growth inside the City in areas that are currently served or can be readily served by infrastructure.

Goal G-2: Ensure that the City is prepared for the implementation of Stormwater Prevention Phase II, as mandated by the Texas Commission on Environmental Quality (TCEQ).

Objective G-2.1: Identify specific action that Midland must take to comply with Stormwater Prevention Phase II.

Objective G-2.2: Establish a reasonable timetable to achieve such action.

Objective G-2.3: Research alternate funding mechanisms, including developer participation, to meet the City's infrastructure capacity needs for accommodating growth.

H. PARKS, RECREATION & OPEN SPACE

The Goals and Objectives in this section were established within the *City of Midland Parks and Recreation Division Comprehensive Master Plan 2000*. They have been slightly edited for inclusion herein.

Goal H-1: Provide quality recreational facilities and programs according to the needs of the citizens of Midland.

Objective H-1.1: Maintain City park and recreational facilities through in-house quality control.

Objective H-1.2: Conduct in-house evaluation of existing facilities, including parks and playing fields, as well as various amenities such as picnic areas, benches, fountains, and safety lighting.

Objective H-1.3: Maintain recreation programs based on community-identified needs.

Goal H-2: Establish a plan with guidelines, for the purpose of responding, in a timely and cost effective manner, to the needs expressed by citizens.

Objective H-2.1: Conduct surveys, neighborhood meetings, and Park Commission meetings for identification of community needs.

Objective H-2.2: Prioritize projects according to need and then proceed with planning and implementation of those projects.

Goal H-3: Utilize all available outside resources to ease the cost to City taxpayers.

Objective H-3.1: Research public and private funding sources for development of facilities and programs.

I. CITY GOVERNMENT & PUBLIC FACILITIES

Goal I-1: Encourage on-going interaction and coordination between local, regional, and state government entities, higher education institutions, the Midland Independent School District, non-profit organizations, and medical facilities for the overall benefit of the community.

Objective I-1.1: Construct and operate public facilities in conjunction with other public entities to share costs and increase public access to such facilities.

Objective I-1.2: Foster positive relationships among said organizations to share information, discuss concerns, and promote mutual priorities.

Goal I-2: Ensure that public facilities are adequate to meet the operating needs of the City and to serve the population of Midland.

Objective I-2.1: Establish standards related to the various public facilities and services provided.

Objective I-2.2: Utilize available population projections to forecast facility, locational, and personnel needs.

Objective I-2.3: Construct a convention/performing arts center with the capacity for hosting a wide range of conferences and other civic-related functions, and that is designed as a venue for concerts, symphony performances, ballet, and theater; this objective is consistent with an objective contained within the 1987 Centennial Comprehensive Plan.

J. ECONOMIC DEVELOPMENT STRATEGIES

Goal J-1: Create a stable, diversified local economy that enhances this region's role as a business and employment center.

Objective J-1.1: Attract new businesses and promote the expansion of existing businesses to increase the tax base and provide jobs that encourage young people to locate in Midland.

Objective J-1.2: Work closely with the Midland Development Corporation and local Chambers of Commerce to establish mutually beneficial relationships.

Goal J-2: Support a cohesive marketing strategy to promote the City's image and its economic development opportunities.

Objective J-2.1: Promote Midland as a business-friendly City by highlighting characteristics that reinforce this vision.

Objective J-2.2: Work with the City of Odessa to market the region.

Objective J-2.3: Utilize the Midland Assessment and Action Plan (MAAP) to guide economic development efforts and related marketing strategies, with a focus on attracting target businesses identified in the Plan.

PROVIDING FOR BALANCED & COMPATIBLE GROWTH

The Future Land Use Plan

INTRODUCTION

The right of a municipality to manage and regulate land use is rooted in its need to protect the health, safety and welfare of local citizens. The first step in establishing the guidelines for such management and regulation is the Master Plan. Although it is one component of the Master Plan, the significance of the *Future Land Use Plan* text and map cannot be overstated. Similar to the way in which a map serves as a guide to a particular destination, the *Future Land Use Plan* should serve Midland as a guide to its particular, unique vision for the future. Each mile driven that is represented on a map can also be compared to each individual decision that the City makes with regard to land use and zoning; these individual decisions can either lead to or deter from the City attaining its vision.

In order to provide the most complete *map* possible, the *Future Land Use Plan* establishes an overall framework for the preferred pattern of land use both within the City and its extraterritorial jurisdiction (ETJ). The recommended pattern is based primarily on several specific land use issues and on providing a balanced, compatible, and diversified land use mix. Depicted on **Plate 3-1** and **Plate 3-2**, the *Future Land Use Plan* should ultimately be reflected through the City's policy and development decisions. It is important to note that the *Future Land Use Plan* is not a zoning map, which legally regulates specific development requirements on individual parcels. The City's zoning map should, however, be based on the *Future Land Use Plan*.

POPULATION PROJECTIONS

GENERAL

Increased demand for all types of land uses must be taken into account when establishing a *Future Land Use Plan*. Such increased demand is inevitable with population growth. The population projections contained herein form the foundation for establishing how much land should be allocated to particular types of land use. The following is a discussion of the way in which the population projections for Midland were established; projections have been calculated based on three principle factors – one, the growth rates of similar West Texas cities; two, the City's past growth rates; and three, the City's anticipated growth.

GROWTH RATES OF MIDLAND & REGIONAL CITIES

Past population growth information for Midland was discussed in the *Baseline Analysis*, and is included herein along with growth information for several similar cities in the West Texas region. **Table 3-1** (below) contains population information for the years 1970 through 2000. **Figure 3-1** (on the following page) shows this information graphically. The following conclusion can be drawn from the data:

- In comparison with the other four cities, Midland has been the fastest growing since 1970.
- However in the past decade, Abilene and Lubbock have grown more rapidly than Midland; Midland's population has grown by approximately 5,523, while Abilene and Lubbock have grown by approximately 9,000 and 12,800 people, respectively.

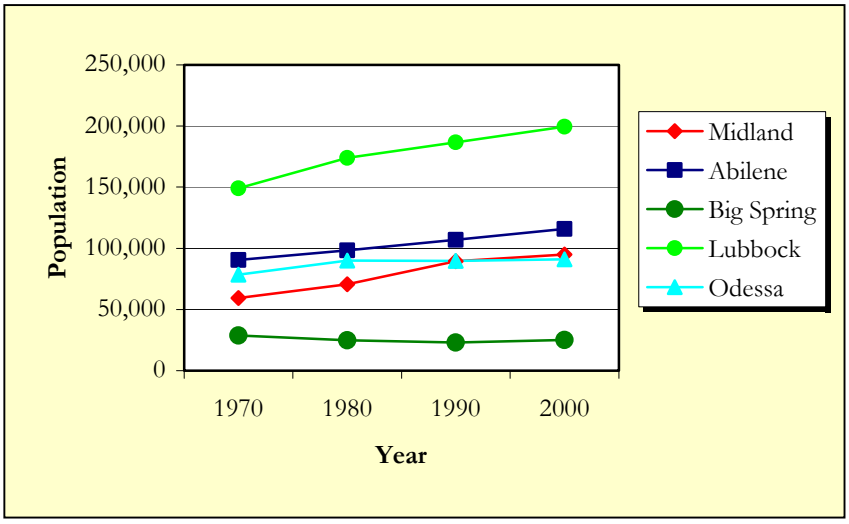
TABLE 3-1
Population, 1970-2000
City of Midland, Texas & Similar Regional Cities

CITY	1970	1980	1990	2000	Growth Rate	Average Annual Compounded Growth Rate
MIDLAND	59,463	70,525	89,443	94,996	37.4%	1.57%
Abilene	90,571	98,315	106,925	115,930	26.7%	0.83%
Big Spring	28,735	24,804	23,093	25,233	(-)13.9%	(-)0.43%
Lubbock	149,101	173,979	186,770	199,564	25.3%	0.98%
Odessa	78,380	90,027	89,699	90,943	13.8%	0.50%

Source: U.S. Census; *Estimate as of July 2002

- Midland's growth of approximately 35,500 people since 1970 calculates into an average annual population growth of approximately 1,180 people.

FIGURE 3-1
Population, 1970-2000
City of Midland, Texas & Similar Regional Cities



MIDLAND'S PAST GROWTH RATES

Table 3-2 contains data on Midland's compounded growth rates over the past three decades, along with a growth rate between 2000 and 2004 based on the City of Midland's population estimate for 2004. Historic population growth can often help project the level of growth a city will experience in the future. As the table shows, growth rates have been stable but relatively low since 1990. The highest rate of growth of the three decades occurred between 1980 and 1990 during the years of the local oil industry expansion.

Table 3-2
POPULATION GROWTH RATES BETWEEN 1970 & 2004
City of Midland, Texas

1970 Population	1980 Population	1990 Population	2000 Population	2004 Population Estimate*
59,463	70,525	89,443	94,996	98,978

1970-1980 Compounded Growth Rate	1980-1990 Compounded Growth Rate	1990-2000 Compounded Growth Rate	2000-2004 Compounded Growth Rate
1.7%	2.4%	0.6%	0.8%

Sources: U.S. Census; *Estimate from the City of Midland as of February 2005.

MIDLAND'S ANTICIPATED GROWTH

The issuance of residential building permits and the construction of new housing units are both indications of growth for communities. The City of Midland has experienced an increased amount of growth since 2001. Previously, the City issued between approximately 170 and 190 building permits per year. In 2002, the amount increased to 242 permits, and during 2003 the amount increased again to 273 residential building permits. Total residential permits issued in 2004 was 287. This information provides the means by which to calculate Midland's annual average number of residential building permits between 2001 and 2004, which was 255 permits.

TABLE 3-3
Residential Building Permits Issued By Year & Type
City of Midland, Texas

TIME PERIOD	Single-Family	Duplex	Quadriplex	Manufactured Home	TOTAL	AVERAGE
January – December 2001	170	5	0	17	**175**	**255**
January – December 2002	235	5	2	0	**242**	
January - December 2003	264	0	0	9	**273**	
January - September 2003	287	16	0	26	**329**	
TOTAL	**956**	**26**	**2**	**43**	**1,019**	

Source: City of Midland

POPULATION PROJECTION SCENARIOS

Using the U.S. Census Bureau current population estimate of 97,250 people and the previously discussed growth considerations, Midland's future population has been projected according to various scenarios in **Table 3-4** (shown graphically in **Figure 3-2**). The City has issued an average of 220 residential building permits each year since 2000. U.S. Census data for average household size and occupancy rate within the City has been used to project the number of residential building permits that would be issued annually over the 20-year time period for each scenario. It is estimated that the City has grown by 0.8 percent between 2000 and 2004. *Scenario A* reflects a growth rate of 0.65 percent. *Scenarios B* and *C* represent more aggressive growth rates of 0.75 percent and 1.0 percent, respectively. In reviewing Midland's past growth rates as well as those of similar regional cities (**Table 3-1**), it has been determined that the projected growth rates represented by the latter two scenarios are reasonable.

Scenario A

- Assumes an average annual growth rate of 0.65 percent.
- Predicts that an average of 224 residential building permits would be issued each year.
- Would result in a population of 105,100 in 2014 and of 112,000 by 2024.

Scenario B

- Assumes an average annual growth rate of 0.75 percent.
- Predicts that an average of 265 residential building permits would be issued each year.
- Would result in a population of approximately 105,600 by 2014 and 114,000 by 2024.

Scenario C

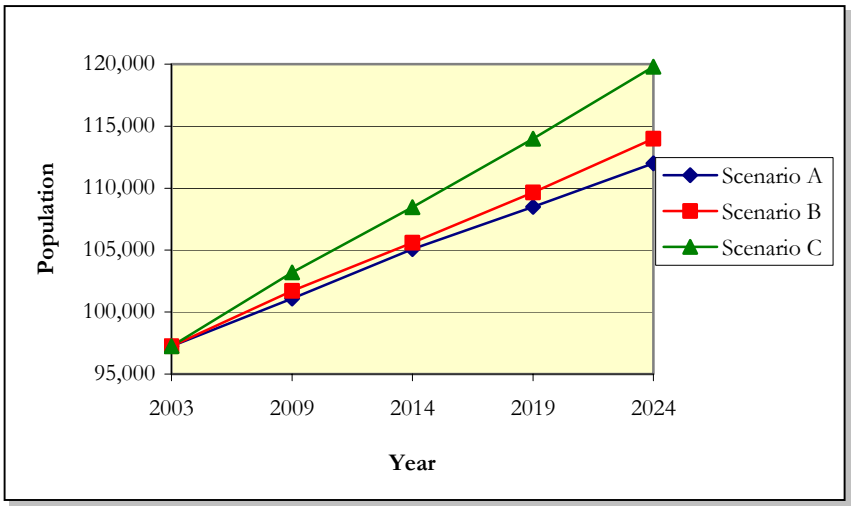
- Represents a growth rate of 1.0 percent.
- Anticipates that an average of 370 residential building permits would be issued per year.
- Would result in a population of nearly 120,000 people by 2024.

TABLE 3-4
Population Projection Scenarios
City of Midland, Texas

Year	SCENARIO A: 0.65% Growth Rate	SCENARIO B: 0.75% Growth Rate	SCENARIO C: 1% Growth Rate
1980	70,525	70,525	70,525
1990	89,443	89,443	89,443
2000	94,996	94,996	94,996
2003	97,250	97,250	97,250
2009	101,100	101,700	103,200
2014	105,100	105,600	108,460
2019	108,500	109,650	114,000
2024	112,000	114,000	119,800
Residential Building Permits Issued Annually*	224	**265**	370

*Based on U.S. Census 2000 data: 2.62 average household size, 89.5% occupancy rate.
Source: 1980, 1990 & 2000 Populations from the U.S. Census; 2003 Population Estimate from City of Midland; 2005 through 2025 from Dunkin, Sefko & Associates, Inc.

FIGURE 3-2
Population Projection Scenarios
City of Midland, Texas



RECOMMENDATION:

The moderate growth rate of 0.75 percent (annual compounded) should be used in planning for Midland's population growth.

For planning purposes, the moderate growth rate represented by *Scenario B*, is recommended. The 0.75 percent growth projects the future population of Midland in the year 2020 to be 110,000 people. This rate will be used throughout this chapter in other chapters of the *Master Plan 2025* in relation to the City's future needs for public facilities, parks, and other related planning elements.

Note:

The Scenario B population growth rate will be used throughout Midland's *Master Plan 2025* in relation to the City's future planning needs.

LAND USE CATEGORIES

LAND USE CATEGORY DESCRIPTIONS & AMOUNTS

Locational needs of and compatibility issues related to the various types of land use have been considered in the establishment of Midland's *Future Land Use Plan*. Midland's desire for a more diversified economy is one of the primary reasons land use diversification is important. Land uses have been recommended based in three principal factors: 1) recognizing existing land uses, 2) maximizing non-residential land uses, 3) creating a more diversified and balanced land use pattern.

TABLE 3-5
Future Land Use Calculations
City of Midland, Texas

Land Use Category		Description	Acres	Percent	Example
Residential Uses	**Low Density**	Intended for single-family detached dwelling units on lots that are approximately one acre in size or larger; consistent with the existing development pattern.	3,020.9	7.2%	*Melody Acres*
	Single-Family Residential	Intended for a single-family detached dwelling units on lots of varying size.	19,380.3	46.1%	*Grasslands, Fairmont Park*
	Medium Density Residential	Intended for two-family, attached dwelling units (duplex units, townhomes), generally at 8-12 units per acre. Areas are primarily along major roadways, providing buffering for low density residential uses.	2,130.4	5.1%	*Brighton Place*
	High Density Residential	Intended for apartment-type units in attached living complexes, generally at 16 units per acre or higher. Also recommended Downtown (discussed in Chapter 7).	1,560.4	3.7%	*Clusters Apartments*
	Manufactured Homes	Intended for traditional manufactured home units. These areas are generally where manufactured homes are prevalent.	481.7	1.1%	*Manufactured Home Parks*

Notes: Floodplain areas and rights-of-way are included in the calculation of each land use type.
Source: Derived from the *Future Land Use Plan* map drafted by City of Midland staff.

An understanding of the recommended future use of the land can help the City apply its zoning regulations accordingly. This knowledge can also help the City ensure that adequate public facilities are available, such as water, wastewater, police protection, and park facilities – the various chapters of this Master Plan that address these needs have been based in part on this *Future Land Use Plan*. The following sections outline the various types of land uses that will help provide a positive land use pattern in Midland and its ETJ as both grow in geographic size and population. The *Future Land Use Plan* map is shown on **Plate 3-1.**

TABLE 3-5, Cont'd
Future Land Use Calculations
City of Midland, Texas

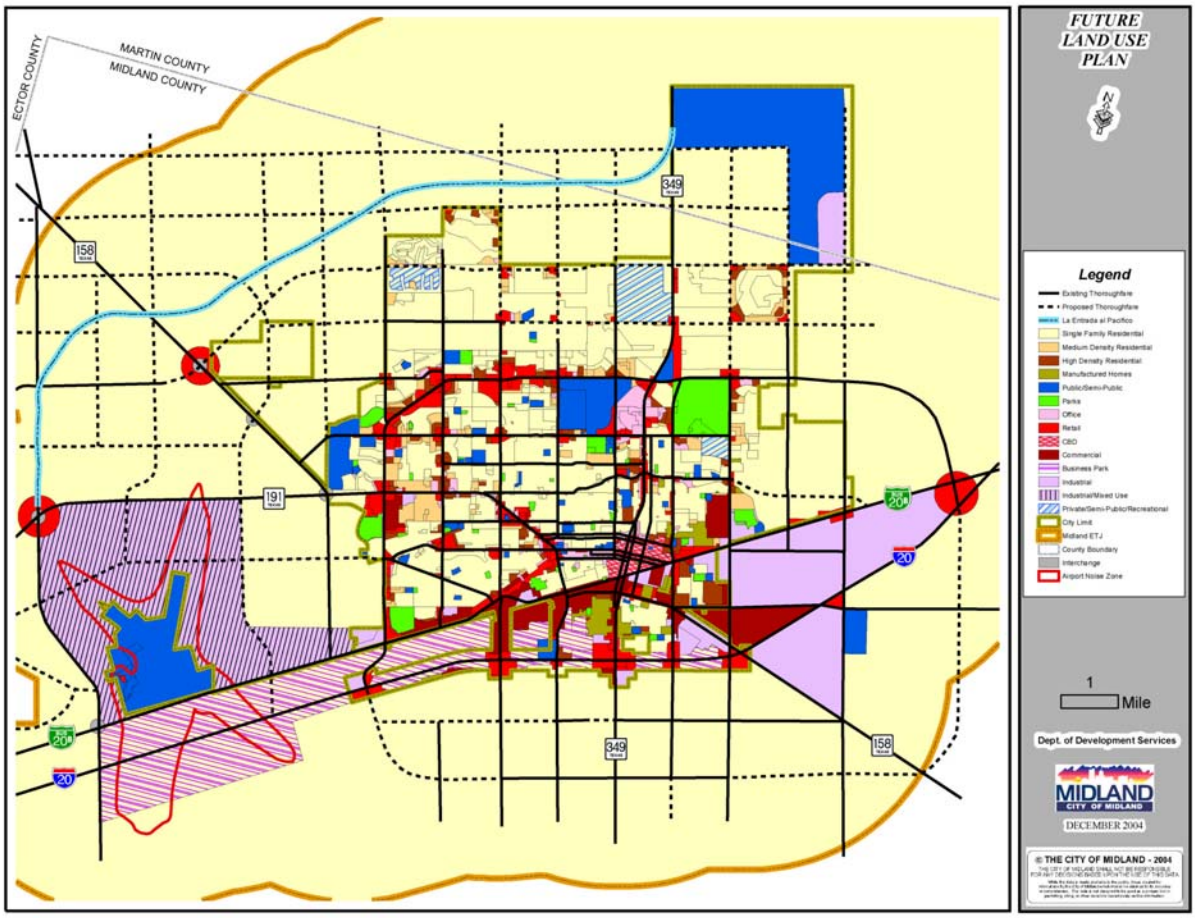
Land Use Category		Description	Acres	Percent	Example
Public Uses	**Parks & Open Space**	Identifies all public parks and open spaces within Midland. Chapter 9 discusses the City's park system at length.	1,349.7	3.2%	*Hogan Park*
	Public/ Semi-Public	Intended for educational, governmental or institutional uses. Areas shown on Plate 3-1 and 3-2 are those that are existing. Chapter 11 discusses public facilities.	5,460.3	13.0%	*Churches*
Nonresidential Uses	**Mixed Use TND**	Intended to provide for a mixture of residential, public, office, and retail uses according to TND concepts Described herein.	*Not shown on the Map at this time.*		
	Office	Intended for a traditional office development.	1,042.7	2.5%	*ClayDesta*
	Retail	Intended for a variety of retail trade, personal, and business services and establishments. Includes: *Regional Retail* - Serves a regional population base, such as along Loop 250 *Community Retail* - Serves a local population base *Retail Nodes (Neighborhood Retail)* - Limited retail activity that serves adjacent neighborhoods/immediate areas	3,269.7	7.8%	*Midland Park Mall* *Grocery stores* *Oak Ridge Square*

Notes: Floodplain areas and rights-of-way are included in the calculation of each land use type.
Source: Derived from the *Future Land Use Plan* map drafted by City of Midland staff.

TABLE 3-5, Cont'd
Future Land Use Calculations
City of Midland, Texas

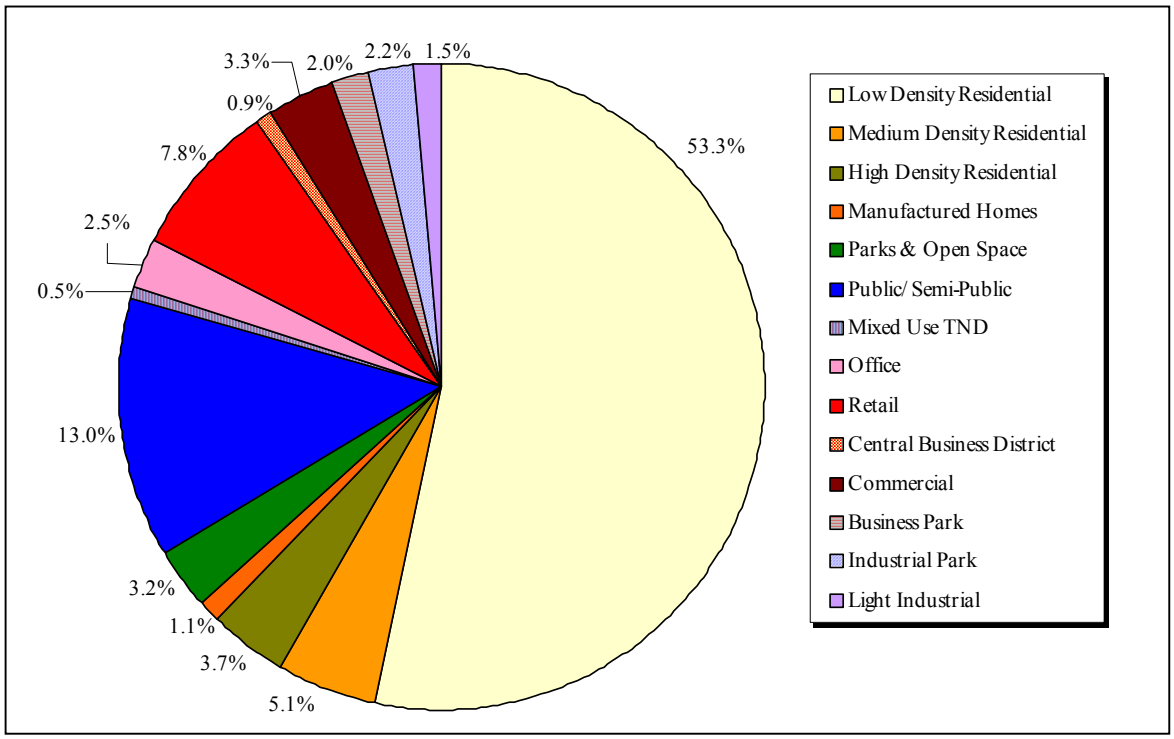
Land Use Category		Description	Acres	Percent	Example
Nonresidential Uses	**Central Business District**	Represents the area of the City commonly known as Downtown Midland. The *Downtown Re-Vision Plan* is Chapter 7 of this Master Plan 2025.	376.3	0.9%	*Downtown*
	Commercial	Intended for a variety of commercial uses and establishments that may have outside storage, display and sales.	1,376.0	3.3%	*W. Wall Street*
	Business Park	Intended for high quality nonresidential development along Interstate Highway 20.	852.8	2.0%	*Future*
	Industrial Park	Intended for high quality industrial development in proximity to the Midland International Airport and in a concentrated area between Interstate and Business 20.	906.6	2.2%	*Midland International Airport*
	Light Industrial	Intended for a range of light processing, storage, light fabrication, assembly and repairing uses, where operations and storage are mainly within a structure or contained area.	617.1	1.5%	*Garden City Highway*
	Heavy Industrial	Intended for a range of processing, manufacturing, or other enterprises with significant external effects, where operations and storage may not be within a structure or contained area.	20.0	0.0%	*Insignificant*
Total Acreage Within the City Limits			**42,042.0 acres**		

Notes: Floodplain areas and rights-of-way are included in the calculation of each land use type.
Source: Derived from the *Future Land Use Plan* map drafted by City of Midland staff.


FUTURE LAND USE PLAN
N
MARTIN COUNTY
MIDLAND COUNTY
ECTOR COUNTY
158
349
191
20
Legend
Existing Thoroughfare
Proposed Thoroughfare
La Entrada al Pacifico
Single Family Residential
Medium Density Residential
High Density Residential
Manufactured Homes
Public/Semi-Public
Parks
Office
Retail
CBD
Commercial
Business Park
Industrial
Industrial/Mixed Use
Private/Semi-Public/Recreational
City Limit
Midland ETJ
County Boundary
Interchange
Airport Noise Zone
1
Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

FIGURE 3-3
Future Land Use Composition
City of Midland, Texas



Note: The percentage of heavy industrial land use is nominal and therefore has not been included in this figure.

TABLE 3-6
Future Land Use Calculations
City of Midland's ETJ Area

Land Use Category	Acres	Percent
Low Density Residential	104,232.9	85.1%
Public/Semi-Public	232.5	0.2%
Retail	1,194.3	1.0%
Commercial	753.2	0.6%
Business Park	2,205.3	1.8%
Industrial Park	9,054.1	7.4%
Light Industrial	4,831.7	3.9%
Total Acreage Within the ETJ	**122,504.0**	**100.0%**

Notes: Floodplain areas and rights-of-way are included in the calculation of each land use type.
Refer to Table 3-5 for land use descriptions and examples.
Source: Derived from the *Future Land Use Plan* map drafted by City of Midland staff.

RECOMMENDATIONS BY LAND USE CATEGORY

Single-Family Residential

- Almost 50 percent of the developed land within the City is single-family residential (**Table 1-11**). Based on area needs and population growth, it is anticipated that this trend will continue.
- Residential areas should be designed such that they are minimally impacted by major roadways, thereby preserving their integrity and ensuring the safety of residents.

High Density Residential

In order to ensure that multiple-family areas are designed to a high standard wherever they develop, the City should consider incorporating the following guidelines into the Zoning Ordinance:

- The proposed multi-family tract should be adjacent to a major collector or arterial roadway;
- All structures within the multi-family development should be constructed with at least 75 percent masonry exterior;
- If the multi-family tract is adjacent to single-family residential dwellings, transition areas should be incorporated into the project; and
- Based upon the density of the complex, a minimum amount of usable open space should be required.

Mixed Use TND (Traditional Neighborhood Development)

- This use is not shown in any specific locations graphically on the *Future Land Use Plan* map, but Downtown Midland and infill areas are appropriate for traditional neighborhood development concepts to be used for the integration of a mixture of land use types.
- The concepts outlined within this chapter for TND should be used as a guide for this type of land use development.

Office

Office land uses are appropriate in most nonresidential areas of the City. However:

- High-rise office buildings (over three stories) should be located Downtown or along major thoroughfares such as IH 20, Loop 250, and Big Spring Street. These are less compatible with residential uses than low-rise office buildings.
- Certain areas along IH 20 and Loop 250, while acceptable for office land uses, should be considered for retail and light commercial first because of visibility.

Retail

RECOMMENDATION:

There should be a balance of residential and nonresidential uses, thereby preserving the long-term economic health of the City.

- Retail uses should generally be located along major thoroughfares and at major intersections in order to allow them the highest visibility possible.
- Retail uses are generally appropriate in areas designated for higher-intensity nonresidential land uses. If a development proposal is submitted in an area that is recommended for commercial or industrial land use, the City should consider its possibility as a positive retail location.
- Development along Midland's major roadways will become increasingly important in terms of tax revenue for the City as the local population continues to grow.
- The City should protect the optimal locations for retail development; a piece of property should not be developed as residential when it has all the characteristics of a prime retail location.
- Although retail uses are important in terms of revenue, the City should be cognizant of overzoning for retail. As stated in the *Baseline Analysis*, Midland has approximately 0.81 acres per 100 population of existing retail development (767 acres); however, the City has 2.04 acres per 100 population zoned to one of the retail zoning districts (1,986 acres). The City should consider rezoning some of the land it currently has zoned retail to another appropriate zoning district. Such over-allocation of land zoned retail can de-value the City's prime retail locations.
- There are three types of retail development discussed in detail in the following bulleted items: 1) retail nodes, 2) community retail, and 3) regional retail.
- RETAIL NODES - The red circles that are displayed on the *Future Land Use Plan* map at various intersections within the City and ETJ represent small concentrations of retail uses, termed retail nodes within this Master Plan. Retail nodes are sometimes referred to as *neighborhood retail* or *neighborhood centers*. The following are general characteristics of retail nodes.
    - These areas are intended to support limited or light retail activity that would primarily serve nearby residential areas within a three-mile radius[3-1].
    - Retail nodes generally require a minimum of three acres and should not be more than 15 acres in size[3-2].
    - The retail uses within these nodes should be designed in a manner that is compatible with residential land uses; this will allow them to buffer adjacent recommended low density residential areas from major thoroughfares.
    - Examples of uses that are appropriate within retail nodes include: convenience stores, beauty salons, dry cleaners, coffee shops, day care centers, drug stores, small grocery stores, and small restaurants.

[3-1] International Council of Shopping Centers, ADDRESS: www.icsc.org.
[3-2] Ibid.

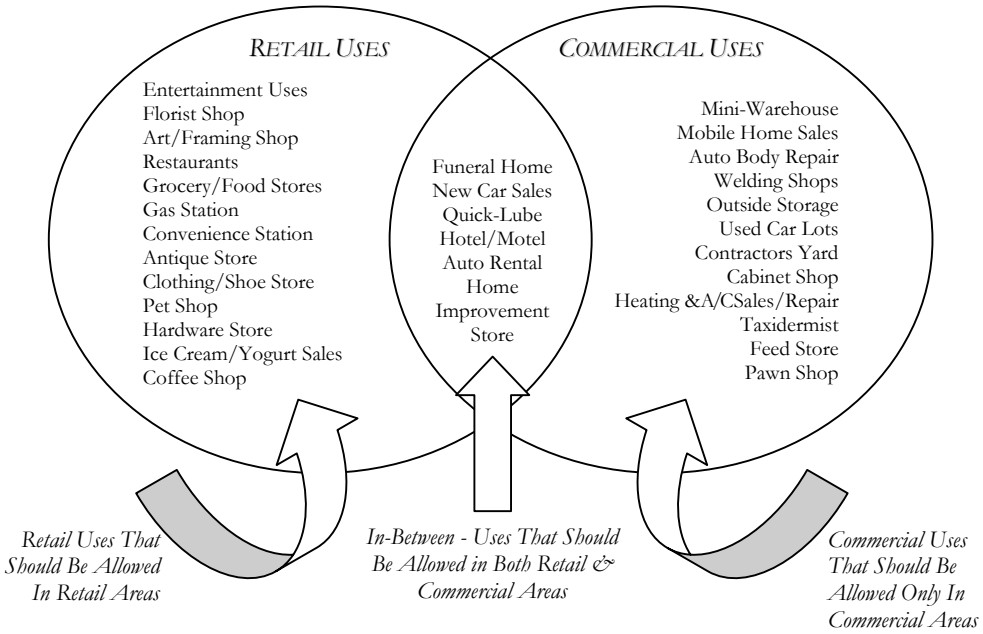
- COMMUNITY RETAIL – Although community retail uses are not specifically differentiated from other types of retail on the *Future Land Use Plan* map, their locational considerations and general characteristics are important to outline here.
    - Community retail uses are intended to support retail activity that would serve the City; such uses have a service area radius of three to six miles[3-3].
    - This type of retail generally requires a minimum of 10 acres and should not be more than 40 acres in size[3-4].
    - Community retail uses should be located on major arterials and major collectors, and should not be directly adjacent to neighborhoods.
    - Community retail uses are important to provide because Midland needs to continue to capture the retail sales tax dollars from its citizenry; that is, the City needs to ensure that citizens are consistently able to get the goods and services they need locally.
    - Examples of uses that are appropriate include: shopping centers with one or two anchor stores (such as Barnes and Noble, PetsMart, Home Depot, etc.), large grocery stores, hotels/motels, and chain-based restaurants.
- REGIONAL RETAIL – As discussed in the *Baseline Analysis* (Chapter 1), Midland's percentage of developed retail acreage indicates that the City is providing retail opportunities for people from outlying areas. The type of retail use that attracts people from a regional area is termed regional retail.
    - Generally, regional retail uses draw from a service area radius of five to 15 miles[3-5].
    - The service area radius could be greater depending on the actual use; for example, an outlet mall can attract people from more than 25 miles[3-6].
    - Regional retail developments generally require 40 to 100 acres of land area[3-7].
    - This type of retail should be located within highly visible corridors such as Loop 250, Interstate Highway 20 and Business 20, and the future La Entrada and Ports-to-Plains highways.
    - It is anticipated that Midland will continue be a retail center for the region, and will continue to develop with retail that serves a larger population base than Midland itself provides.
    - It is important to note that regional retail uses allow Midland to capture retail sales tax dollars from citizens of Midland and from people traveling from adjacent localities, thereby increasing the City's sales tax revenue. The continued opportunities for regional retail development have the potential to have a positive financial impact on Midland.
    - Examples of regional retail uses include: multi-item retailers (Target, Wal-Mart, Sam's, Costco, etc.), enclosed shopping malls with department stores, outlet malls, and movie theaters.

[3-3] Ibid.
[3-4] Ibid.
[3-5] Ibid.
[3-6] Ibid.
[3-7] Ibid.

Commercial

- Increased design-related guidelines should be applied to future commercial development within close proximity or adjacent to the Interstate Highway 20.
- Office uses and retail uses should be permitted within recommended commercial areas;
- However, commercial uses should not be permitted within office or retail areas; the exception to this may be those uses listed as "In-Between" in **Figure 3-4**.
- Commercial uses should be permitted within industrial areas, provided that they are buffered from less-intense uses properly and they follow the guidelines previously recommended.

FIGURE 3-4
Examples of Retail, Commercial, & In-Between Uses



Industrial (General)

- The industrial land use location shown surrounding the Midland International Airport has been identified by the *Midland International Airport Business Development Plan*, completed in October of 2002, as an industrial site with numerous advantages, including "where air, highway, and rail converge" (page 4).
- The City should concentrate on attracting businesses engaging in light industrial-type activities that would be contained within a building (i.e., a minimal amount of open storage), such as high-tech services, medical services, and software manufacturing.

- Such businesses tend to have many advantages (employment, increased tax base), without many of the disadvantages typically associated with industrial uses (unattractive, pollution).
- High-quality campus-like industrial parks would be ideal - examples include the Legacy complex in North Texas and the Dell Corporation complex in the Austin area.

NEIGHBORHOOD DEVELOPMENT CONCEPTS

THE TYPICAL NEIGHBORHOOD UNIT

Within the 1987 Centennial Plan, a *Model Neighborhood Concept* was recommended as follows:

> *The basic planning unit utilized by the City is the residential neighborhood…original surveys of [the City] were conducted along a grid pattern of one-square-mile sections of land containing approximately 640 acres. These square mile sections generally form the basic framework for a one-mile-grid network of major streets, which in turn form the boundaries for the neighborhood unit planning concept.* (Page 87)

The City has been using this concept now for over 15 years, basing many planning decisions on its layout. Some land use-based policies have changed, however, and in response, two updated versions of the neighborhood unit are recommended within this *Master Plan 2025*. The version shown in **Figure 3-5** is based on the one-mile grid system of the urban density that has generally characterized development within the City limits. The second version, shown in **Figure 3-6**, is a suburban density based on a one-and-one-half-mile grid system that may be applicable to development in the outer areas of the City limits and the ETJ.

Urban Density Neighborhood Unit: Typical One-Mile Concept

The grid system discussed in the 1987 Plan remains valid for much of Midland today. In keeping with that pattern, the elements listed below characterize the *Urban Density Neighborhood Unit* recommended within this Master Plan 2025:

- Arterial roadways at one mile intervals;
- There should be at least two collector roadways for each one-mile arterial roadway segment;
- Single-family (low) density should be approximately four units per acre;
- Two-family (medium) density should be approximately eight units per acre, with not more than 50 acres allocated to medium density development in each *Urban Density Neighborhood Unit*;
- Multiple-family (high) density should be a maximum of 20 units per acre, with not more than approximately 10 acres allocated to multiple-family development in each *Urban Density Neighborhood Unit*;

TABLE 3-7
Land Use Allocation Recommended Within the Urban Density Neighborhood Unit

LAND USE	Number Of Acres	Percentage
Single Residential	518	81%
Medium Density Residential	50	8%
High Density Residential	8	1%
School*	10	2%
Park	10	2%
Office	17	3%
Retail	27	4%
TOTAL AREA	640	100%

- Elementary schools, if warranted by surrounding enrollment needs, should be centrally located so that they can be accessed from local neighborhoods without having to cross arterial roadways;
- Likewise, neighborhood parks should be centrally located for safe access and, whenever possible, should be located adjacent to the public school to allow play fields to be shared; and
- Retail uses should be developed at intersections, with generally not more than 30 acres in each *Urban Density Neighborhood Unit*. The calculated number of retail acres per person of 0.65 reflects Midland's position as a City that provides retail opportunities to the regional population. The City should use this ratio as a general guide for determining the amount of retail land that should be located within urban density areas.

RECOMMENDATIONS:

The City should use both the Urban Density Neighborhood Unit and the Suburban Density Neighborhood Unit to guide future development in applicable areas of Midland.

Targeted ratios for various types of housing and land uses recommended within these concepts should guide development as well.

TABLE 3-8
Number of Retail Acres a Typical One-Mile Neighborhood Could Support

The average of Midland's ratio of Retail Acres per 100 Persons of 0.81 (from the *Baseline Analysis*, Chapter 1) and the generally accepted ratio of 0.5* equals 0.65 of Retail Acres per 100 Persons

Number of People in a Typical One-Mile Neighborhood Area	*Divided By 100 Persons*	*Multiplied By 0.65*
4,120	41.2	27

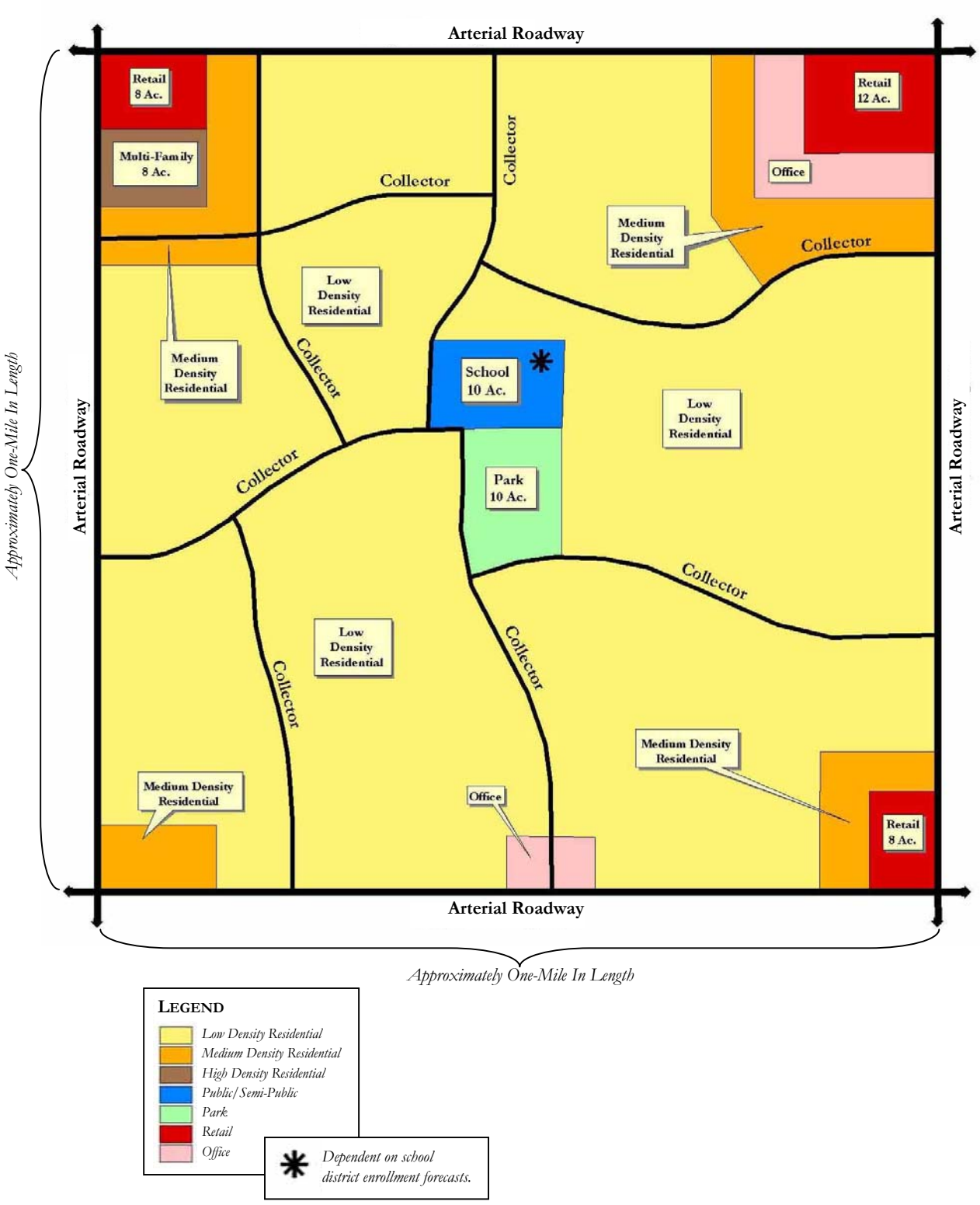
**Source:* Derived from a study conducted by Dunkin, Sefko & Associates, Inc. of over 33 client cities in Texas.

TABLE 3-9
Land Use Allocation Recommended Within the Urban Density Neighborhood Unit
City of Midland, Texas

TYPE OF RESIDENTIAL LAND USE	Amount of Acreage Allocated	Subtraction for Roadways	Number of Occupied Dwelling Units Per Acre	Total Number of Occupied Dwelling Units	Multiplied By 89.5% Occupancy Rate	Multiplied By 2.62 Persons Per Household
Single-Family Residential	518	363	4	1,450	1,298	3,089
Medium Density Residential	50	43	8	340	304	724
High Density Residential	8	7	20	144	129	307
Total Number of People in a Typical One-Mile Neighborhood Area						**4,120**

Occupancy Rate and Persons Per Household based on 2000 U.S. Census information

FIGURE 3-5
Urban Density Neighborhood Unit: Typical One-Mile Concept



Suburban Density Neighborhood Unit: Typical One-&-One-Half Mile Concept

In recent years, Midland has experienced an increase in low-density development in recent years, which naturally occurs on a more widely spaced grid system – such as a one-and-one-half-mile, rather than the one-mile grid of the Urban Density model. In recognition of this trend, the *Suburban Density Neighborhood Concept* is outlined here. This development pattern may be appropriate in certain circumstances, using specific criteria as outlined below:

- The proposed development area should be outside of Loop 250;
- The proposed development should be predominately single-family densities of 15,000 square foot lots or larger;
- Alleys should be required for all single-family developments with lot sizes of 30,000 square feet or less; this requirement may be waived by the City for developments with lots larger than 30,000 square feet;
- Rural Local Roadways, as described in the *Thoroughfare Plan* (Chapter 4), may be used for developments with single-family lots sizes larger than 30,000 square feet, with City approval;
- Underground utilities should be required.

TABLE 3-10
Land Use Allocation Recommended Within the Suburban Density Neighborhood Unit

LAND USE	Number Of Acres	Percentage
Low Density Residential	900	94%
Medium Density Residential	15	2%
School*	10	1%
Park	10	1%
Office	10	1%
Retail	15	2%
TOTAL AREA	960	100%

The following elements characterize the *Suburban Density Neighborhood Unit* recommended within this Master Plan 2025:

- There should be an arterial roadway located every one-and-one-half mile in a north-south direction, and an arterial roadway located every one mile in an east-west direction;
- There should be two collector roadways for each one-and-one-half-mile arterial roadway segment, and one collector roadway for each one-mile arterial roadway segment;
- Single-family (low) density should be approximately two to four units per acre;
- Two-family (medium) density should be approximately eight units per acre, with 15 to 25 acres of medium density development as the recommended range for each *Suburban Density Neighborhood Unit*;
- Any multiple-family development should be carefully incorporated.

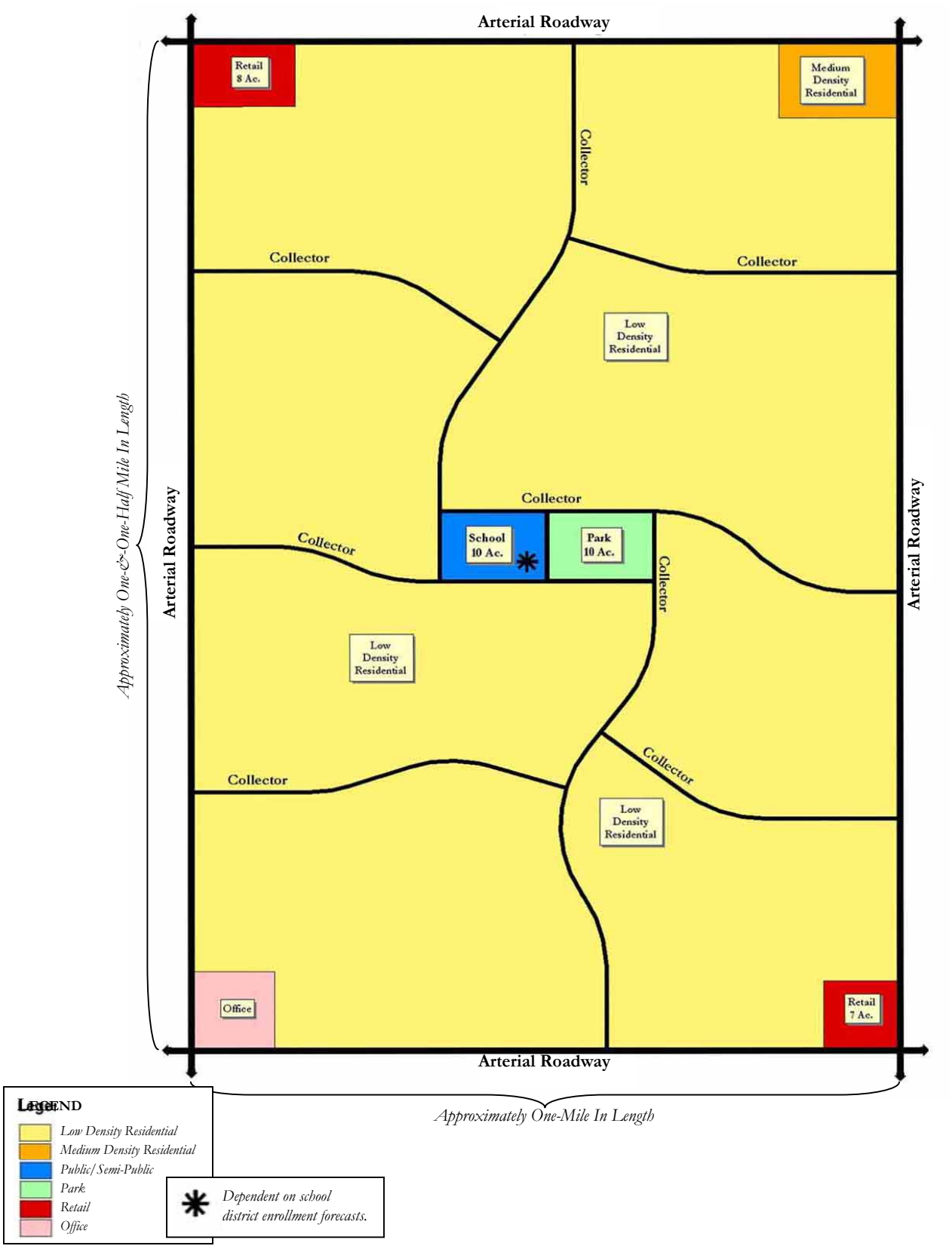
TABLE 3-11
Number of Retail Acres a Typical One-&-One-Half-Mile Neighborhood Could Support

Based on the generally accepted ratio of 0.5 Retail Acres per 100 Persons* – Suburban density areas generally have less retail acreage than urban density areas

Number of People in a Typical One-&-One-Half-Mile Neighborhood Area	*Divided By 100 Persons*	*Multiplied By 0.5*
2,901	29.01	15

**Source:* Derived from a study conducted by Dunkin, Sefko & Associates, Inc. of over 33 client cities in Texas.

FIGURE 3-6
Suburban Density Neighborhood Unit: Typical One-&-One-Half-Mile Concept



- Elementary schools, if they are warranted by surrounding enrollment needs, should be centrally located so that they can be accessed from local neighborhoods without having to cross arterial roadways;
- Neighborhood parks, if warranted by densities, should be centrally located so that they can be accessed from local neighborhoods without having to cross arterial roadways and should share playing fields with the school;
- Retail uses should be developed at not more than two intersections of the arterial roadways bounding the *Suburban Density Neighborhood Unit*, with a total of generally not more than 15 acres in each neighborhood area.

TABLE 3-12
Land Use Allocation Recommended Within the Suburban Density Neighborhood Unit
City of Midland, Texas

TYPE OF RESIDENTIAL LAND USE	Amount of Acreage Allocated	Subtraction for Roadways	Number of Occupied Dwelling Units Per Acre	Total Number of Occupied Dwelling Units	Multiplied By 89.5% Occupancy Rate	Multiplied By 2.62 Persons Per Household
Low Density Residential	900	630	2	1,260	1,128	2,684
Medium Density Residential	15	13	8	102	91	217
Total Number of People in a Typical One-&-One-Half-Mile Neighborhood Area						**2,901**

Occupancy Rate and Persons Per Household based on 2000 U.S. Census information

The *Suburban Density Neighborhood Unit* should be considered under certain criteria as an alternative to the standard *Urban Density Neighborhood Unit*. Although this alternate concept will not likely be incorporated in all new developments outside of Loop 250, the arterial street system should be constructed following the one-and-one-half mile grid of the *Suburban Density Neighborhood Unit* (see the *Thoroughfare Plan* map in Chapter 4).

TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)

The term "Traditional Neighborhood Development" (TND) represents a movement in neighborhood modeling that is based on the early 20th century American towns – that is, a built environment that fosters social interaction and mixed use in pedestrian-friendly areas. The core idea behind the TND movement is the intent to revive a sense of community in today's increasingly urbanized culture, which has become oriented toward the automobile and sprawling development. The main characteristics of a TND are grid layouts, tree-lined streets, alleys, public squares, mixed use (typically retail and office with residential), and varying residential densities. Also, the pedestrian,

often ignored in the typical automobile-oriented urban area, is a significant element in the overall design. The following concepts typically characterize TND areas[3-8].

- *A Center or Focal Point* - An example of a focal point would be a neighborhood park, a public square, or public building, thereby providing a place for people to gather and interact with their neighbors.
- *Limited In Size* - The optimal neighborhood size is considered to be 1/4 or 1/3 of one mile from its center to its edge.
- *Pedestrian-Oriented Environment* - The entire area should be able to be experienced by an approximate 5- to 10-minute walk at an easy pace. Pedestrian access via trails and/or sidewalks is as important in TNDs as automobile access is to typical developments.
- *Variety Of Housing Types* - There is usually a mixture of residential housing types, which may include single-family homes, townhouses, condominiums and multiple-family units, along with shared open spaces.
- *Mixture of Uses* - Retail and office uses are developed in conjunction with residential uses; loft-type apartment units can be constructed on the upper floors of offices or retail establishments.
- *Access to Schools* - There is an elementary school close enough so that most children can walk from their dwelling. This distance should not be more than one mile.
- *Playgrounds* - There are small playgrounds near each dwelling. This distance should not be more than 1/8 of a mile.
- *Narrower Streets* - Automobile accommodation should be characterized by a network of interconnecting streets and alleys that are smaller than conventional streets and are varied in size and form – intended to help control traffic and provide character in the neighborhood; it should be noted that any development that is proposed with streets narrower than are typically constructed in Midland would have to be reviewed and approved by the Engineering Department.
- *Density* - Higher densities than the typical density of developments are encouraged, with structures that have lesser street setbacks, thereby creating a more distinct street edge and defining the border between public streets and private land.
- *Parking Location* - Parking lots and garage doors rarely face the street. Parking is to the rear of the buildings, usually accessed by alleys.
- *Civic Uses* - Certain prominent sites are reserved for civic buildings. Buildings for meeting, education, religion, or culture are located at the termination of the streets as or at the center/focal point.
- *Street Trees* - Trees that line streets at regular intervals are a common feature, providing shade for the pedestrian-oriented environment.

[3-8] Andres Duany & Elizabeth Architects, Inc. (DPZ). *The Thirteen Points of Traditional Neighborhood Development.* From the New Urbanist Website, ADDRESS: www.newurbanist.com/newurban.htm; Note: Excludes some minor principles.

Traditional neighborhood development (TND) is oriented towards reducing urban sprawl while facilitating efficient use of existing and future services. As Midland continues to grow and develop, some aspects of TND may be applicable. The following describe the proper use and application of TND within Midland:

- Downtown Midland is an appropriate area for TND. The downtown area already has some of the characteristics of TND with its density of development, diversity of uses, and public spaces. The recommended multiple-family residential component (discussed within this chapter and within Chapter 7) will further create TND character Downtown.
- The TND concept should be considered for infill development (refer to the *Housing & Neighborhood Strategies Plan*, Chapter 6).
- The primary land use in TND areas within the City should be either multiple-family residential in Downtown, single-family residential in infill areas, or retail.
- TND concepts outlined herein should not be exploited in order to create higher density areas and small-lot subdivisions without the overall benefits and design concepts embraced by TND.

RECOMMENDATION:

Traditional Neighborhood Development (TND), with all of the characteristics as described herein, should be encouraged and permitted within Midland.

The City should ensure that the development community uses a majority of the characteristics discussed herein, and not just one or two of them in order to reduce development costs. A way in which to ensure that the purpose and intent of these concepts is upheld within Midland is through careful and thorough review of any TND development proposal submitted.

MAJOR FUTURE LAND USE PLAN RECOMMENDATIONS

There are numerous issues related to planning for future land usage in Midland that are identified and discussed herein. Resolution of these issues as recommended will result in a positive land use pattern within the City and ETJ in the years to come as population and geographic growth occurs.

INTERSTATE HIGHWAY 20 CORRIDOR DEVELOPMENT

Interstate Highway 20 (IH 20) is the major east-west regional transportation route to and from the City. Currently, development along IH 20 is clustered around major intersections with Loop, 250, Midkiff Road, and State Highway 158 (Florida Avenue), but vacant areas are beginning to develop. New development is primarily retail or office in nature. South of IH 20 on the southern City limits of Midland, there is residential development; this development does not generally have frontage on IH 20.

Land Use Recommendations

Since the recent rezoning of the IH 20 frontage, it is generally protected from further encroachment of less desirable land uses. Several public projects have generated renewed interest in development/ redevelopment, including the Petroleum Museum, the future Midland Horseshoe, and a future visitors' center. Therefore:

- These and other new uses are setting the direction for continued development of the IH 20 corridor.
- New uses should not have outside storage areas and should be compatible with these public uses and other new uses.
- What little residential development that exists along the frontage should eventually be redeveloped to nonresidential uses. Future residential development should not be permitted.

RECOMMENDATIONS:

New nonresidential uses along IH 20 should not have outside storage areas and should be compatible with public and other new uses.

Any residential development that exists along the frontage should eventually be redeveloped to nonresidential uses, and should not be permitted to develop in the future.

Other future land use issues along Interstate 20 are related to policies recently established by the Texas Department of Transportation (TxDOT) regarding frontage roads and overpasses, both of which will ultimately reduce access to land adjacent to IH 20.

- First, TxDOT has adopted a policy that over time, existing two-way frontage roads are to be converted to one-way frontage roads as certain conditions occur, such as levels-of-service being below acceptable rates (refer to the *Thoroughfare Plan* for more detail on roadway level-of-service), above-average accident rates, and/or major freeway reconstruction[3-9].
- Second, overpasses will be constructed at slightly reduced distance intervals; for example, a one-way frontage road with a speed of 40 miles per hour would have a minimum connection spacing of 305 feet, while a two-way frontage road with the same posted speed would have a minimum connection spacing of 360 feet[3-10].
- Third, in locations where no frontage roads exist now, none will be constructed in the future, except in certain instances that it can be proven that frontage roads are a necessity (to avoid land-locked situations, etc.).
- The affect of these policies on land use along IH 20 will be:
  - A reduced amount of "strip" nonresidential development, and an increased amount of concentrated nonresidential development at intersections. This reinforces the retail node concept discussed and recommended previously within this *Future Land Use Plan*.
  - An increased reliance on localized access provided via a roadway constructed parallel to Interstate 20; such roadways are sometimes referred to as "backage roads". The land area in between IH 20 and the backage roads would generally provide good visibility for nonresidential uses, particularly retail uses, and therefore should be planned for high quality retail development.

RECOMMENDATIONS:

The City should require detention areas to be a site amenity that is incorporated into the overall design of the development.

Any drainage solution should maximize the developable land directly adjacent to the frontage road.

Drainage Issues

With the relatively flat terrain around the Midland-Odessa area and the increases in development, drainage is an issue that has consistently been a challenge for Midland.

- Within the IH 20 corridor, long-term drainage plans are being pursued.
- Several options have been examined, which will be discussed in detail within the *Infrastructure Assessment*, Chapter 5.
- The significant factor in terms of land use is that future development within the IH 20 corridor will likely require construction of detention areas that will then drain into a large detention pond along Interstate Highway 20.

3-9 *Roadway Design Manual.* Chapter 3: New Location and Reconstruction (4R) Design Criteria; Section 6: Freeways. Texas Department of Transportation. 2/2004. Page 3-81.

3-10 *Access Management Manual.* Chapter 2: Access Management Criteria; Section 5: Frontage Roads. Texas Department of Transportation. 6/2004. Page 2-13.

The City should require future detention areas to be constructed as a site amenity that is incorporated into the overall design of the development. Also, for economic development purposes, any drainage solution should maximize the developable land directly adjacent to the frontage road. With these recommendations, the City can ensure that:

- Detention areas will not detract from the City's visual appeal, and
- A potential tax-generating corridor of the City is maximized in terms of developable area.

RECOMMENDATIONS:

The remaining vacant tracts of land within the Loop 250 corridor (between Interstate Highway 20 and Big Spring Street) should be developed with retail uses.

A Loop 250 Corridor Overlay District should be established that would address major aspects of future nonresidential development.

LOOP 250 CORRIDOR DEVELOPMENT

Loop 250 is a highly utilized, highly visible corridor in Midland. The Centennial Comprehensive Plan recommended that Loop 250 be treated as any other arterial street. This is, retail and office development should be concentrated at the intersections, creating a "nodal" development pattern. The land between intersections would then be developed with single-family residential uses oriented such that they side or back onto the roadway. Loop 250, however, has developed as a retail corridor in response to market conditions, resulting in the prevalent use of Planned District (PD) zoning.

- In contrast to straight zoning districts, PDs are generally the result of a cooperative effort between the development community and a municipality.
- PDs establish an individualized district in which development can occur in specific ways within that district.
- Each PD is therefore different and unique.
- Midland has been following the Centennial Plan, and there has been extensive use of planned developments (PDs) since the Plan's adoption.

The challenge of the wide-spread use of PDs is that the development community is often uncertain regarding the expectations of development.

Land Use Recommendations

It is clear that the market for land uses along Loop 250 has been and will likely continue to be for retail development.

- Since the adoption of the Centennial Plan, development along Loop 250 has been almost exclusively retail, with nominal office use development.
- The recommended medium and high density residential development has not occurred.

- Therefore, it is recommended that the remaining vacant tracts of land within this Corridor between Interstate Highway 20 and Big Spring Street generally be developed with retail uses.
- Also, in order to minimize the need for PDs along Loop 250, it is recommended that a Loop 250 Corridor Overlay District be established that would provide standards for site and building design elements. This would be an effective way to ensure quality future development while at the same time providing consistent standards for the development community and reducing the usage of PDs. Chapter 8, *Community Image Guidelines*, outlines specific elements that should be addressed by such a zoning district.

LA ENTRADA CORRIDOR DEVELOPMENT

La Entrada al Pacifico (La Entrada), meaning Gateway to the Pacific, is a proposed major highway that will traverse Mexico in a northeastern direction from Port Topolobampo to Presidio, Texas. In Texas, this highway is planned to extend northwest from Presidio through the cities of Marfa, Alpine, Fort Stockton, McCamey, Odessa, and Midland, and then connect to U.S Highway 87 in Lamesa. The full implications of this thoroughfare will be discussed in detail within the *Thoroughfare Plan* and the *Economic Development Plan*; land use policies and annexation are discussed herein.

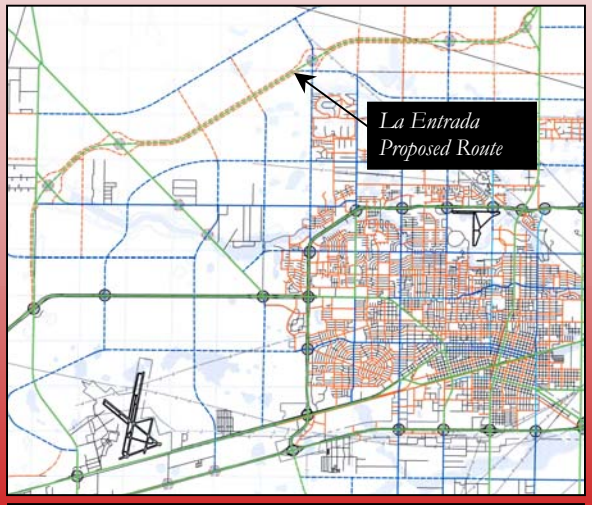


Illustration 3-1
Proposed Alignment of La Entrada In Proximity to Midland

Land Use Recommendations

The importance of Midland having zoning authority within this corridor cannot be overstated. Zoning is critical to ensuring that that development that occurs is consistent with City land use policy. Specifically, the City's land use policy for La Entrada should be to ensure high quality residential and nonresidential development, with site and building related guidelines.

RECOMMENDATION:

The City should initially zone portions of land along La Entrada to the Future Development district or to a single-family residential district.

- Retail and light industrial development should be promoted in the vicinity of the Midland International Airport.
- The City should initially zone portions of land along La Entrada to the Future Development zoning district. This will enable the City to make rezoning decisions for area properties on a case-by-case basis as the market dictates and as it is proven that the

development proposals submitted are to the level of quality desired within this important corridor.

- Compatibility with existing residential areas should be one of the primary issues for the City when considering rezoning land to permit nonresidential development.
- Initially, the market's reaction to the development of land along La Entrada will likely be oriented to commercial service-related uses such as gasoline stations, truck stops, and convenience stores, as well as other nonresidential uses.
- Such uses should be permitted, but should have high quality design standards (refer to Chapter 8, *Community Image Guidelines*).
- Any nonresidential development north of State Highway 191 should be located at F.M. 1788, State Highway 158, Garfield Street, Big Spring Street, and Holiday Hill Road.

THE MIDLAND AIRPARK

There are three basic options with regard to the future of Midland Airpark.

1) The concept to relocate the Airpark could be pursued.

2) Airpark could be maintained at its current location; this option would represent a shift in City policy.

3) A compromise between the first two – general aviation opportunities could be expanded at Midland International Airport, thereby reducing the role of Airpark for general aviation functions over the long-term.

Brief History of the Airpark

As the City's Centennial Plan describes, "when it was originally built the area around it was virtually vacant" (page 239); the Plan went on to recommend relocating the facility to a tract northeast of Midland and redeveloping the original site with residential uses. However, the companies and citizens who regularly use the Airpark for small plane travel (business and recreation) have since indicated no desire to relocate this facility.

Recommendations for the Midland Airpark

For the anticipated life of this Master Plan, Midland Airpark will in all likelihood continue to be viable by serving the general aviation needs of the public. Until such time as the Airpark no longer meets the needs of the public in its current state, the policy of the City should be to endorse the Airpark being maintained at its existing location. If expansion becomes necessary, the previously mentioned alternative two options should be further explored.

RECOMMENDATION:

The City should support the existing location of the Midland Airpark for as long as it is a viable facility for general aviation.

THE GEORGE W. BUSH HOME[4-11]

The house at 1412 West Ohio, which both George W. Bush and his father George H. Bush called home from 1952 to 1956, is being restored by the Midland Area Realtors Association, with plans to open it as a public attraction. The home has been accepted by the Texas Historical Commission and the National Register of Historic Places. All of the costs associated with the purchase and renovation of the Bush home are privately funded. The house, built in 1937, will be restored to look as it did during the 1950's, with the same wallpaper, carpeting, and appliances. Other site improvements, specifically a learning/conference center and a museum/exhibit building, will be constructed on adjacent lots and will also be designed to reflect the time period when the Bushes called the house home.

Hometown of the President & First Lady

Midlanders are proud that two U.S. presidents have strong local connections. George H. Bush lived in Midland with his wife Barbara and his family in the 1950's until they moved to Houston in 1959. The current President, George W. Bush moved back to Midland in 1975, and for several years worked in the petroleum business. During his first years back in Midland, George W. Bush met and married Laura Welch, another native of Midland. The President and the First Lady often speak fondly of Midland. President Bush has said that "Midlanders believed if you work hard and believe it will happen, anything can happen. That ethic of hard work and outlook of optimism has stayed with me my whole life".

Recommendations Related to the George W. Bush Home

The concept of protecting the areas related to the Bush family home is supported by this Master Plan.

- All important sites related to Midland's history should be preserved for future generations.
- Other presidential homes in Texas (e.g., in Denison and Johnson City) have successfully converted residential homes to museums with little negative impact on surrounding areas.
- One concern, however, regarding making the George W. Bush childhood home into a public attraction is the fact that the home is located in a stable residential neighborhood.

To ensure that the surrounding neighborhood is protected from possible negative impacts, the City should require a PD or Specific Use Permit for new uses or development to address the following issues:

- Days and hours of operation,
- Traffic circulation,
- Special activities or events, and
- Parking areas.

[4-11] http://www.midlandtxchamber.com/midland/start_files/bush/bush.htm; http://www.usachamber.com/midland/bush.asp

Through the PD or Specific Use process, the City can ensure that nonresidential uses do not proliferate in the area surrounding the George W. Bush childhood home complex.

It is further recommended that the City designate a five-block area around the Bush Home as a special "Presidential District". This District should be distinguished with elements such as the following:

- Special plaques or street markers, and
- Informational and street signs.

These unifying elements can give the area cohesive, aesthetically pleasing appearance that will showcase the pride that Midlanders have in their presidential connections and their heritage.

RECOMMENDATIONS:

The City should carefully review the site layout and ensure that these issues are carefully considered in terms of their potential impact on adjacent residents.

The City should designate the block in which the Bush Home is located as well as adjacent street frontage as a special "Presidential District".

DOWNTOWN MIDLAND

Downtown Midland is a distinct, special area of the City, but like many downtown areas throughout Texas, Downtown Midland has been experiencing decreased office occupancy in recent years. Chapter 7 of this Master Plan is the *Downtown Re-Vision Plan*, which is intended to identify ways in which Downtown can be reinvigorated. The recommendation for a Downtown Entertainment District, which has land use implications, is one of the many recommendations that are discussed in detail within Chapter 7.

LAND USE WITHIN THE GREENBELT AREA

The area known as "The Greenbelt", has developed at a very low density and retained a rural nature. It is characterized by single-family houses on large lots, typically two acres minimum in size, and the AE, Agriculture Estate zoning designation allows for large animals to be kept, within certain parameters. Although the Greenbelt has never been formally defined, it is generally accepted as the area that is zoned Agriculture Estate that is bounded by Bluebird Lane, Mockingbird Lane, between Garfield Street and Midland Drive. **Illustration 3-2** is a graphic depiction of the Greenbelt area.

Brief History of the Greenbelt

This area was annexed into the City in 1980, when much of the land was owned in large tracts and was used for agricultural purposes. The prospect of annexation concerned existing residents who did not want the area adversely affected by City regulations that could allow higher density development. The City Council agreed to help keep the area's agricultural character. This agreement was solidified by applying the Agriculture Estate (AE) zoning district to the area that became known as the Greenbelt.

Within Midland's 1987 Centennial Comprehensive Plan, it was recommended that the Greenbelt "should retain the AE District zoning classification due to the established large lot nature of development" (page 168). The City of Midland has since been following this recommendation, consistently supporting no rezoning that would create higher density residential development in the Greenbelt.

Illustration 3-2
The Greenbelt Area of Midland

Recommendations for the Greenbelt Area

The low density residential character of the Greenbelt should continue to be protected. The City should consider the following elements as decisions pertaining to the Greenbelt are made in future years:

- Residential development should continue to be characterized by large lots - generally at least two acres in size.
- Nonresidential development on the edges of the Greenbelt should be high quality with consideration given to building materials, height, parking area location, lighting, screening elements, etc.

RECOMMENDATION:

The City should continue to protect the character of the Greenbelt.

LAND USE RELATED TO THE SCHARBAUER SPORTS COMPLEX

The Scharbauer Sports Complex is located west of Loop 250, south of State Highway 158/191. The complex was recently completed and includes a baseball stadium (home to the Midland Rockhounds minor league baseball team), a football stadium, and related facilities. The football stadium is a venue for Midland schools as well as for numerous regional and state football and soccer games, band competitions and other outdoor events. **Illustration 3-3** shows the site layout of the complex.

Illustration 3-3
A Diagram of the Scharbauer Sports Complex

In 1985, the Scharbauer Bros. & Co completed a Master Plan for their landholdings in this area. This plan encompasses most of the vacant land west of the

Scharbauer Sports Complex to the airport. Part of this plan envisioned a retail-office "town-center" type project at the southwest corner of SH 158 and SH 191. With the development of the Scharbauer Sports Complex, which was a departure from the master plan created for the area, it is envisioned that this major center be relocated adjacent to the sports complex and on either side of the future extension of SH 158.

RECOMMENDATIONS

The City should support the "town center" type development envisioned for the vacant areas surrounding the Scharbauer Complex.

The newly established transit bus system should be used to connect the Scharbauer Complex and related activities to the Downtown Entertainment District.

In addition, the Scharbauer Complex could relate to the aforementioned Downtown Entertainment District through the use of the City's new transit system. Using the City's new transit bus system, people could travel between the Complex and Downtown, experiencing the nightlife that both locations have to offer. In this way, the success of the Scharbauer Complex could have a positive effect on Downtown as well.

ANNEXATION & GROWTH MANAGEMENT

ANNEXATION RECOMMENDATIONS

Land Adjacent to La Entrada

Illustration 3-1 shows the proposed alignment for La Entrada.

- Much of the land adjacent to the route is currently outside the City limits of Midland.
- The La Entrada highway is intended to support a large amount of traffic, and it will be important for Midland to project a quality image within this corridor.
- In addition, with the zoning authority conferred to the City through annexation, Midland would have greater ability to manage the development along La Entrada.

It is therefore recommended that the City adopt a consistent strategy for annexing land along the proposed corridor alignment for La Entrada. Bringing land adjacent to La Entrada into Midland's City limits will ensure quality and managed growth as the land is developed.

RECOMMENDATION:

The City should adopt a consistent strategy for annexing land along the proposed corridor alignment for La Entrada.

The City should implement a long-range annexation strategy to bring the entire Loop 250 corridor, existing and planned portions, into the Midland City limits.

Land Adjacent to Loop 250

As its name implies, Loop 250 is eventually planned to be a complete loop around Midland.

- While the western and northern portions of the Loop are within the Midland City limits, the eastern and planned southern portions are not.
- The time-frame for completion of the southern portion of the Loop may be decades from now.
- A recent survey of the residents in the area indicated divided opinions on whether there is a need for the route to be completed.

However, if a southern extension becomes a reality, it will be important for the City to have a growth management policy in place in relation to this corridor. It is recommended that the City implement a long-range annexation strategy to bring the entire Loop 250 corridor, existing and planned portions, into the Midland City limits.

- This will allow the City to regulate land use and quality through zoning.

- This will therefore ensure that future development along Loop 250 will occur in a manner that is consistent with the existing development within the corridor, with the City having the ability to regulate land use and quality development through zoning.
- Any development standards adopted for Loop 250, as recommended by this Master Plan within this chapter as well as within the *Community Image Guidelines*, Chapter 8, should be extended along Loop 250 as new areas are annexed into the City.

Infrastructure Considerations

An in-depth infrastructure assessment is contained within Chapter 5 of this Master Plan 2025. Water and wastewater availability and capacity are major considerations for cities across Texas, Midland included. These systems make population and geographic growth possible, but they are finite systems, and as such they must be considered as growth occurs. It is recommended within the *Infrastructure Assessment* that 1) the City should require annexation prior to any extension or sale of water to new development, and 2) that Midland's subdivision standards should be maintained and enforced equally for development within the City limits and ETJ. Both of these recommendations represent proactive growth management strategies supported by this *Future Land Use Plan*.

RECOMMENDATIONS:

Midland should require annexation prior to any extension or sale of water to new development. Additionally, subdivision standards should be maintained and enforced equally in the City limits and ETJ.

PROJECTED POPULATION CAPACITY

The City of Midland has several areas that remain vacant that are planned for residential land use. These are the areas that will be important for the City's future population growth – it will be better for Midland's long-term growth for existing vacant areas within the City limits to be developed instead of areas outside of Midland in the ETJ. Therefore, an ultimate population capacity is made herein to help the City assess where population growth can occur within existing City boundaries and how many people may ultimately need to be served with infrastructure within these growth areas. There are numerous elements that have been taken into consideration to calculate ultimate capacity.

- Midland's existing land use map was reviewed to obtain information on where vacant areas exist.
- The *Future Land Use Plan* map (**Plate 3-1** and **3-2**) was then reviewed to obtain information on planned locations for future residential areas within the current City limits.
- The vacant, residentially planned locations used in the ultimate capacity calculation for Midland are shown in orange within **Illustration 3-4**.
- The respective densities of these residential areas were also reviewed (refer to the bulleted list below).
- In addition, the City's 2000 U.S. Census information was then reviewed to obtain information on *Occupancy Rate* and *Persons Per Household*.

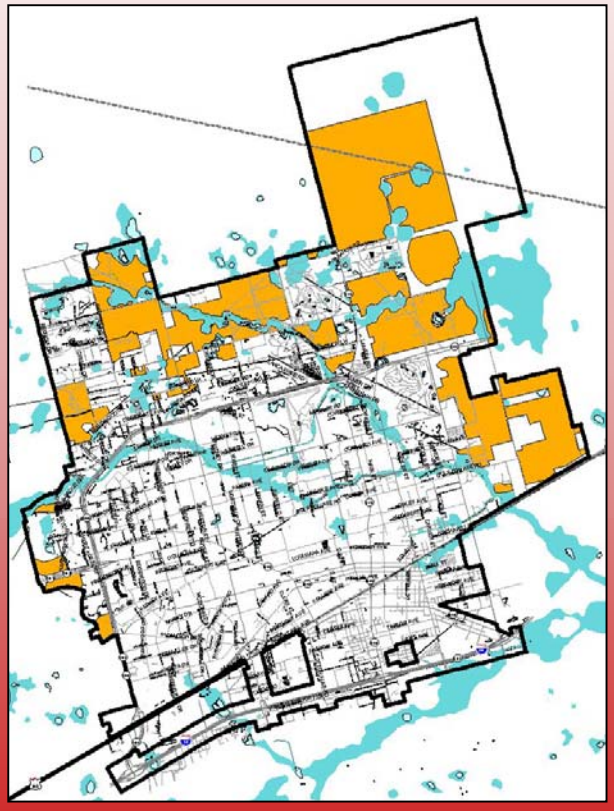


Illustration 3-4
Major Vacant Residential Areas Within the City – Used to Calculate Midland's Ultimate Population Capacity

It should be noted that for the purpose of calculating the ultimate capacity of Midland, the densities of the recommended residential areas have been calculated as follows:

- *Low Density Residential (in the AE Zoning District)* – One (1) dwelling unit per gross acre.
- *Low Density Residential* - Four (4) dwelling units per gross acre inside Loop 250, and two (2) units per gross acre outside Loop 250.
- *Medium Density Residential & High Density Residential* – Vacant areas that are planned for medium and high density uses are nominal, and therefore have not been calculated.

To calculate the ultimate capacity of the City as it geographically exist today, all of the elements discussed above are calculated together, and then are added to the City's current estimated population of 97,250 people, as following equation shows:

(Acres x Density) or (Platted Lots) x Occupancy Rate x Persons per Household + Current Population = Ultimate Capacity

RECOMMENDATION:
The ultimate population capacity within Midland of 148,000 people should be used for planning purposes.

The calculations made within **Table 3-13** result in a population capacity within Midland's current City limits of approximately 148,000 people. This is a growth of approximately 50,744 people within the City limits, and is beyond the projected population of Midland in 2024 of 114,000 (refer to *Scenario B* in Table 3-4). Using the annual compounded growth rate of 0.75 percent that has been recommended for planning purposes and assuming that growth is consistent, Midland will not reach the calculated ultimate capacity for the current City limits until after 2050.

TABLE 3-13
Ultimate Population Capacity
City of Midland, Texas

Acres/Lots	Average Number of Dwelling Units Per Acre	Occupancy Rate	Persons Per Household	Estimated Population
LOW DENSITY RESIDENTIAL WITHIN THE GREENBELT AREA				
1,500	1	89.5%	2.62	3,517
LOW DENSITY RESIDENTIAL OUTSIDE LOOP 250				
4,860	2	89.5%	2.62	22,792
LOW DENSITY RESIDENTIAL INSIDE LOOP 250				
1,640	4	89.5%	2.62	15,383
VACANT PLATTED LOTS				
3,860		89.5%	2.62	9,051
Population Accommodated Within Existing Vacant Areas Within the City Limits				**50,744**
Current Population				**97,250**
Ultimate Population Capacity Within the City of Midland				**147,994 ↓ Approx. 148,000**

Source: Derived from the *Future Land Use Plan* map drafted by City of Midland staff.

ADMINISTRATION OF THE FUTURE LAND USE PLAN

DEVELOPMENT PROPOSALS & 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*. Review of such development proposals should include the following considerations:

- Will the proposed change enhance the site and the surrounding area?
- Is the proposed change a better use than that recommended by the *Future Land Use Plan*?
- Will the proposed use impact adjacent residential areas in a negative manner? Or, will the proposed use be compatible with, and/or enhance, adjacent residential areas?
- Are uses adjacent to the proposed use similar in nature in terms of appearance, hours of operation, and other general aspects of compatibility?
- Does the proposed use present a significant benefit to the public health, safety and welfare of the community? Would it contribute to the City's long-term economic well-being?

It is important to recognize that proposals contrary to the Plan could be an improvement over the uses shown on the Plan for a particular area. This may be due to changing market, development and/or economic trends that occur at some point in the future after the Plan is adopted.

RECOMMENDATION:

The *Future Land Use Plan* map is a flexible guide. Therefore, if a development proposal is inconsistent with the Plan, but is beneficial to Midland, the proposal should be approved and the Plan changed accordingly.

- 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 its own merit.
- It should be incumbent upon the applicant to provide evidence that the proposal meets the aforementioned considerations and supports community goals and objectives, as set forth within this Master Plan.
- If there is a significant benefit to the City of Midland, then such proposals should be approved, and the *Future Land Use Plan* should be amended accordingly.

ZONING & THE FUTURE LAND USE PLAN

Chapter 211 of the Texas Local Government Code states that "zoning regulations must be adopted in accordance with a comprehensive plan". Consequently, a zoning map should reflect the *Future Land Use Plan* map to the fullest extent possible. Therefore,

- Approval of development proposals that are inconsistent with the *Future Land Use Plan* will often result in inconsistency between the *Future Land Use Plan* and the zoning regulations.
- The *Future Land Use Plan* should be amended prior to rezoning land that would result in such inconsistency.
- To expedite the process of amending the *Future Land Use Plan* to ensure zoning regulations correspond, the related amendment recommendation(s) may be forwarded simultaneously with the rezoning request(s).
- The City of Midland engage in regular review of the *Future Land Use Plan* to further ensure that zoning is consistent and that the document and the map reflect all amendments made subsequent to the Plan's initial adoption

RECOMMENDATION:

The City's zoning map should be consistent with the *Future Land Use Plan* map to the furthest extent possible. Therefore, the *Future Land Use Plan* map should be amended prior to rezoning land that would result in inconsistency between the two maps.

If a rezoning request *is consistent* with the Plan, the City's routine review process would follow. It is recommended that. It should be noted that specific implementation measures related to zoning are addressed within the *Implementation Strategies*, Chapter 12 of this Master Plan 2025.

CONCLUSION

The following policies pertaining to land use planning should be adopted by the City of Midland:

1) The City should utilize the *Future Land Use Plan* and the associated recommendations and policies in this report to establish the general pattern of development within the community. This pattern of development should be implemented through adopted policies, enacted ordinances, and established guidelines (as appropriate) as recommended in the Master Plan 2025.

2) The *Future Land Use Plan* provides the general description of land use categories, and the text in this report provides explanation of key components of the Plan.

3) The *Future Land Use Plan* should be dynamic – flexible and responsive to changing land uses, development intensities, and impacts upon infrastructure.

4) Residential and nonresidential development areas should be identified to accommodate projected growth with adequate provision for market choice and flexibility.

5) Midland should plan areas for a variety of residential housing types and densities.

6) To support the community's economic development goals and strategies, industrial areas of sufficient size and with adequate access to infrastructure should be provided.

7) Preservation and protection of the community's neighborhoods should be pursued through planning oversight and development requirements.

8) Residential development projects adjacent to park or public open spaces should be designed to facilitate public access to and use of the park/recreational area, while minimizing potential conflicts between park users and residents of the neighborhood.

9) During project review, consideration should be given to service provision (utilities, roadways, safety, etc.), compatibility of land use, and congruence with community character.

10) The City should encourage future patterns of development and land use that would reduce infrastructure construction costs and would make efficient use of existing and planned public facilities.

11) The official copy of the *Future Land Use Plan* map is on file at the City. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category for areas that are not clearly delineated on the smaller scale *Future Land Use Plan* contained in the Master Plan 2025.

12) Nonresidential development proposals should be evaluated according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate services to these uses.

13) The City should periodically evaluate its development review and approval process to ensure that the following components are adequately addressed: 1) opportunity for public input as appropriate; 2) consistency of the process; and 3) compliance of the process with the goals, objectives and adopted policies of the Master Plan 2025.

The above-listed policy recommendations as well as the recommendations listed throughout this *Future Land Use Plan* should guide Midland's land use planning. This Plan establishes the general pattern for future development and redevelopment that will ultimately achieve Midland's land use related goals and objectives. The recommendations that have been discussed throughout this chapter are summarized in **Table 3-14** and are related to goals and objectives established within Chapter 2 of this Master Plan.

TABLE 3-14
Summary - Future Land Use Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The moderate growth rate of 0.75 percent (annual compounded) should be used in planning for Midland's future population growth.	*Objective C-1.2:* Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.
The balance of land uses indicated in Table 3.5 should be considered as development occurs.	*Objective C-3.2:* Identify districts that need modified standards; draft such standards and amend the zoning regulations accordingly.
There should be a balance of residential and nonresidential uses, thereby preserving the long-term economic health of the City.	*From the Economic Development Strategies objectives in Chapter 2 - Objective J-1.1:* Attract new businesses and promote the expansion of existing businesses to increase the tax base and provide jobs that encourage young people to locate in Midland.
The City should use both the *Urban Density Neighborhood Unit* and the *Suburban Density Neighborhood Unit* to guide future development in applicable areas of Midland.	*Objective C-1.5:* Develop a prototype neighborhood design to guide growth in undeveloped areas.
Targeted ratios for various types of housing and land uses recommended within the neighborhood unit concepts should guide development as well.	
Traditional Neighborhood Development (TND), with all of the characteristics as described herein, should be encouraged and permitted within Midland in appropriate areas of the City, such as Downtown and in infill areas.	

TABLE 3-14, Cont'd
Summary - Future Land Use Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
New nonresidential uses along IH 20 should not have outside storage areas and should be compatible with public and other new uses.	*Objective C-3.1:* Examine Midland's Zoning Ordinance to determine whether the existing variety of zoning districts meet the City's expectation of quality development.
Any residential development that exists along the frontage of IH 20 should eventually be redeveloped to nonresidential uses, and should not be permitted to develop in the future.	
The City should require detention areas along IH 20 to be a site amenity that is incorporated into the overall design of the development.	*Objective C-2.2:* Consider existing neighborhoods and special environmental features within the development review process.
Any drainage solution for land along Interstate Highway 20 should maximize the developable land directly adjacent to the frontage road.	
A Loop 250 Corridor Overlay District should be established that would address major aspects of future nonresidential development.	*Objective C-3.1:* Examine Midland's Zoning Ordinance to determine whether the existing variety of zoning districts meet the City's expectation of quality development.
The remaining vacant tracts of land within the Loop 250 corridor (between Interstate Highway 20 and Big Spring Street) should be developed with retail uses.	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.
The City should initially zone portions of land along La Entrada to the Future Development district or to a single-family residential district.	*Objective C-1.2:* Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.
For the recognition and preservation of the Bush Home and surrounding area: The City should carefully review the site layout for the Bush Home and related uses to ensure that issues are carefully considered in terms of their potential impact on adjacent residents. The City should designate the block in which the Bush Home is located as well as adjacent street frontage as a special "Presidential District"; this District should be distinguished with elements such as special plaques, street markers, and informational and street signs.	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.

TABLE 3-14, Cont'd
Summary - Future Land Use Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should support the existing location of the Midland Airpark for as long as it is a viable facility for general aviation.	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.
The City should continue to protect the character of the Greenbelt.	
The City should support the "town center" type development envisioned for the vacant areas surrounding the Scharbauer Complex.	*Objective C-1.2:* Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.
The newly established transit bus system should be used to connect the Scharbauer Complex and related activities to the Downtown Entertainment District.	*From the Thoroughfare Plan objectives in Chapter 2 - Objective A-5.1:* Monitor the newly established bus transit system for possible expansion and redesign.
The City should implement a long-range annexation strategy to bring the entire Loop 250 corridor, existing and planned portions, into the Midland City limits.	*Objective C-4.3:* Prioritize City limit expansion according to identified areas.
The City should adopt a consistent strategy for annexing land along the proposed corridor alignment for La Entrada.	
Midland should require annexation prior to any extension or sale of water to new development. Additionally, subdivision standards should be maintained and enforced equally in the City limits and ETJ.	
The ultimate population capacity within Midland of 148,000 people should be used for planning purposes.	*Objective C-1.2:* Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.
The *Future Land Use Plan* map is a flexible guide. Therefore, if a development proposal is inconsistent with the Plan, but is beneficial to Midland, the proposal should be approved and the Plan changed accordingly.	*Goal C-3:* Ensure that current development-related ordinances are reflective of the type and quality of development that the City desires.
The City's zoning map should be consistent with the *Future Land Use Plan* map to the furthest extent possible. Therefore, the *Future Land Use Plan* map should be amended prior to rezoning land that would result in inconsistency between the two maps.	

MEETING CURRENT & FUTURE TRANSPORTATION NEEDS

The Thoroughfare Plan

INTRODUCTION

A community's thoroughfare system is vital to its ability to grow in an efficient manner. Transportation is directly linked to land use. The type of roadway dictates the use of adjacent land, and conversely, the type of land use dictates the size, capacity and flow of the roadway. A prime example of the interrelated nature of land use and transportation within Midland is Big Spring Street - the high traffic volume of this roadway has resulted in an abundance of nonresidential development. As stated within the *Future Land Use Plan*, retail and other nonresidential land uses seek to locate in areas with high visibility and accessibility.

The City of Midland has a long tradition of planning in general, and specifically in relation to thoroughfare planning. The 1987 Centennial Plan summarized Midland's previous efforts in the following excerpt:

> *Midland has been conscious of the importance of a well-planned thoroughfare network as evidenced by past planning efforts. The [first comprehensive] thoroughfare plan prepared by Marvin Springer in 1969 and later, in 1979, the traffic operations plan prepared by PAWA have contributed to the formulation of a good transportation system. The City has also participated in the MORTS (Midland Odessa Regional Transportation System) planning process since the late 1970's for the undeveloped areas between the two cities. In cooperation within this process, a major street plan was adopted in 1981 and revised in 1983.*
>
> Page 67 of the 1987 Centennial Comprehensive Plan

Given this strong tradition of planning, this *Thoroughfare Plan* should be viewed as a continuing planning effort that supplements and refines previous recommendations in light of changes that may have occurred since 1987. Clearly, many of the decisions regarding land uses and roadways within Midland have already been made; rights-of-way in the developed areas of the City were established and roadways were constructed years ago. Major challenges for the City of Midland now are the accommodation of population growth within the existing thoroughfare system and new land development through the expansion of that system into undeveloped areas. This *Thoroughfare Plan*,

which is based on stated goals and objectives within Chapter 2 of this Master Plan 2025, recommends various ways in which the City can effectively meet these challenges.

PARTNERS IN TRANSPORTATION PLANNING

Part of Midland's success in transportation planning can be attributed to the cooperative partnerships it has maintained with various agencies, landowners, and others interested in the future of Midland and the region as a whole. The Midland-Odessa Metropolitan Planning Organization (MPO), the Permian Basin Regional Planning Commission, the Midland-Odessa Transportation Alliance (MOTRAN), and the Texas Department of Transportation (TxDOT) have all played important roles in supporting transportation projects and improvements in Midland. Regional cooperation helped in identifying routes for La Entrada al Pacifico (The Gateway to the Pacific), the State Highway 349 reliever route (also known as Ports-to-Plains), and improvements to Interstate Highway 20, to name a few. It is recommended that Midland continue to participate in regional alliances and partnerships so that such cooperative efforts can remain effective in securing future projects. As federal budgets for transportation-related projects continue to undergo Congressional scrutiny, it will be increasingly important to maintain regional unity to be able to secure Midland's share of funding for needed transportation projects. The following major projects are planned and/or scheduled for completion by 2011[4-1]:

RECOMMENDATION:
Midland should continue to participate in regional alliances and partnerships so that such cooperative efforts can remain effective in securing future projects.

- Wall Street – Reconstruction in Downtown between Big Spring and Front Streets
- East Loop 250 – Interchanges east of Lamesa Road to Interstate Highway 20
- I-20 – Interchange construction from east of FM 307 to west of Loop 250
- South Garfield Street – Connection with Interstate Highway 20
- State Highway 158 – Interchange at FM 1788 and CR 60
- Holiday Hill Road – Extend from Briarwood Avenue to La Entrada

The total estimated cost of the above-listed projects is approximately $75,000,000, with state and federal funds covering approximately 80 percent and the City funding the remaining 20 percent. Features such as curb and drainage improvements are typically paid for by the City of Midland.

[4-1] The Midland-Odessa Metropolitan Transportation Plan 2000-2025; Adopted by the Policy Advisory Committee on December 10, 1999; To be effective January 1, 2000. Not a comprehensive list.

THE FUNCTIONAL CLASSIFICATION SYSTEM

GENERAL

The *Thoroughfare Plan* for Midland is based upon a classification system that recognizes that every roadway within the City can be described according to its function. Thoroughfare types, as discussed in the following sections, generally include highways, arterial roadways (or major thoroughfare), collector roadways, and local streets. The functional classification system concept is not new to Midland; this system was referenced within the Thoroughfare Plan that was part of the

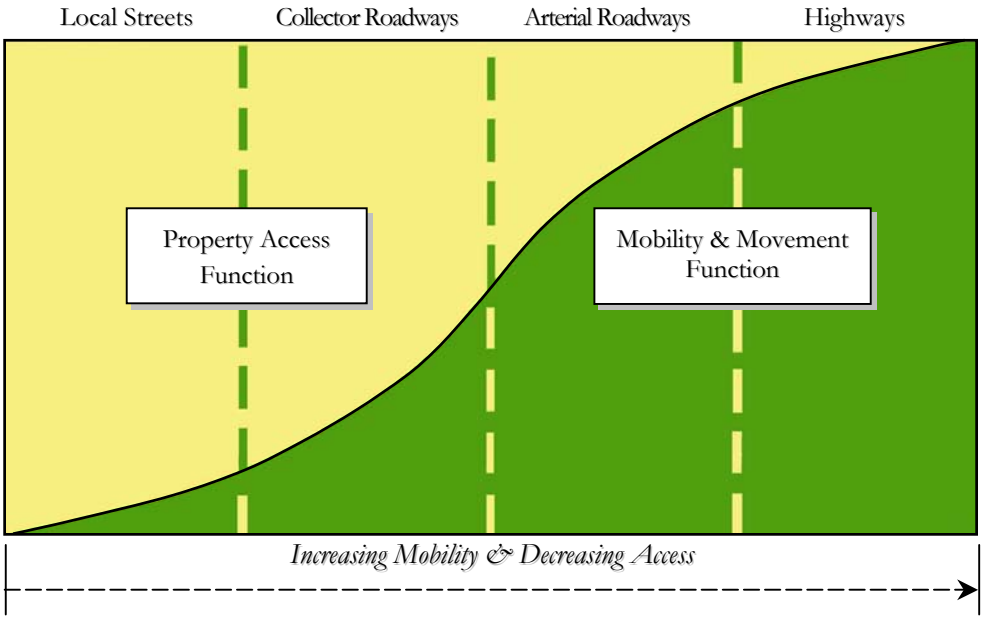


Figure 4-1
Functional Classification System

City's 1987 Centennial Plan. Functional aspects of the roadway, including mobility and access, generally differentiate these classifications. **Figure 4-1** graphically depicts these functional differences. As the illustration shows, access decreases as the thoroughfare type changes from local streets to freeways, while mobility increases. It also shows that roadways such as arterials and freeways that are intended to provide mobility should not be compromised by an abundance of separate access points for land uses. This will be addressed later within this *Thoroughfare Plan*.

Table 4-1 describes the roadway types shown in **Figure 4-1** in relation to various characteristics such as their respective continuity, distance spacing, intersection spacing, and on-street parking. This should be used as a reference for the discussion herein.

TABLE 4-1
Roadway Functional Classifications & General Planning Guidelines

TYPE OF ROADWAY	Function	Approx. Spacing	Direct Land Access	Minimum Roadway Intersection Spacing[3]	Speed Limit (mph)	Parking	Comments
HIGHWAY (Interstate Highway 20, State Highway 191)	Traffic Movement	4 miles	None/limited (to frontage roads)	1 mile	60 to 70 mph	None	Supplements capacity & major thoroughfare system; provides high-speed mobility.
MAJOR THOR-OUGHFARE or **ARTERIAL** (Wadley Avenue, Midkiff Road, Midland Drive)	Moderate distance inter-community traffic	1/2 to 1 ½[1] miles	Restricted; some movements may be prohibited; Number & spacing of driveways controlled; May be limited to major traffic generators on regional routes.	1/8 mile 1/4 mile on regional route	35 to 45 mph	None	"Backbone" of the street system.
COLLECTOR (Golf Course Road, Neely Avenue, Cuthbert Avenue)	Collect/ distribute traffic between local & major streets; Direct land access; Between neighborhood traffic movement.	1/4 to 1/2[2] mile	Safety controls; limited regulation. Residential access allowed; commercial access allowed.	300 feet	35 to 30 mph	Limited	Through traffic should be discouraged.
LOCAL	Land Access	As needed	Safety controls only.	200 feet	30 mph	Permitted	Through traffic should be discouraged.

[1] Spacing determination should also include consideration of (travel projections within the area or corridor based upon) ultimate anticipated development.
[2] Denser spacing needed for commercial and high-density residential districts.
[3] Spacing and intersection design should be in accordance with state and local thoroughfare standards.

MOBILITY & ACCESS REGIONALLY & LOCALLY

THE REGIONAL TRANSPORTATION SYSTEM

Existing Regional Facilities

As discussed in the *Baseline Analysis*, Midland serves as the center for activity for the local region, and therefore, regional transportation facilities are important to the local economy and to economic development. The following facilities were specifically identified as regional facilities in the *Baseline Analysis*:

- Interstate Highway 20,
- Business 20,
- State Highway 191,
- State Highway 158, and
- State Highway 349.

There regional facilities are shown as highways on the *Thoroughfare Plan* map (**Plate 4-1**) due primarily to roadway size and/or function. Highways are defined as high-capacity thoroughfares along which direct access to property is generally minimal or eliminated altogether, with ingress and egress controlled by access ramps, interchanges and frontage roads.

Future Regional Facilities

The proposed La Entrada al Pacifico will be classified as a highway when it is constructed. Traveling from the City of Topolobampo (which has an important port) in Mexico and traversing that country, entering Texas at Presidio and continuing through Midland/Odessa through to the Texas Panhandle, La Entrada will have far-reaching international impacts. Its potential international as well as regional impact is discussed later.

The Ports-to-Plains corridor is another major highway that will have a regional impact. The alignment of this planned thoroughfare is intended to utilize existing lengths of State Highway 349 through Midland. Ports-to-Plains is intended to extend from South Texas utilizing existing lengths of many other roads as well, including Interstate Highway 27 and U.S. Highway 87. This highway is also discussed at length later.

Design of Future Facilities

The importance of regional facilities being adequately and safely designed cannot be overstated. Such facilities carry thousands of people on a daily basis, usually at high rates of speed. Good

design of regional thoroughfares will ensure that their primary function, which is mobility, is not adversely affected by too many points of ingress and egress. Adequate widths of right-of-way and pavement are perhaps the two most important safety factors. For the new regional facility La Entrada, a minimum of 500 feet of right-of-way will likely be needed[4-2]. For the Ports-to-Plains corridor, **Figure 4-2** shows the cross-section that will likely be used along lengths where adequate spacing is available; this width is discussed within the *Ports-to-Plains Feasibility Study*[4-3] and is consistent with state of Texas standards for regional facilities such as this.

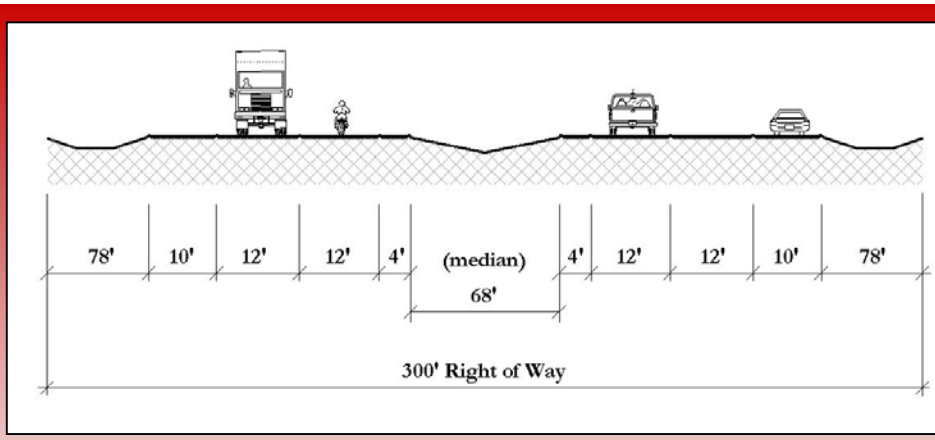


Figure 4-2
Proposed Highway Section
Ports-to-Plains Feasibility Study (2001)

General Observations Regarding the Regional System

Construction and maintenance of state highways is not usually the responsibility of municipalities. The Texas Department of Transportation (TxDOT) and federal monies generally fund improvements of this type of roadway facility. However, the local entities that are affected and impacted by improvements to highways often participate in decision-making and in the public input process.

The City of Midland has been and should continue to be involved in any decision-making regarding changes to or alterations of regional facilities. The La Entrada corridor and the Ports-to-Plains corridor have the potential to

RECOMMENDATIONS:

Midland should continue to be involved in any decision-making regarding changes to or alterations of regional facilities.

The City should remain aware of planning processes and route studies related to these corridors in order to ensure that Midland's input is received and considered as the state and federal governments make related decisions.

[4-2] Information from Parkhill, Smith, & Cooper, 10 December 2003.

[4-3] Page 3-3, Figure 3-4 from the: Final Report – Ports to Plains Feasibility Study; Wilbur Smith Associates; 30 Jun 2001.

positively impact Midland's local economy. The City should remain aware of planning processes and route studies related to these corridors in order to ensure that Midland's input is received and considered as the state and federal governments make related decisions.

THE LOCAL TRANSPORTATION SYSTEM

The following sections contain recommended roadway sections for the applicable types of roadways shown on the *Thoroughfare Plan* map. The cross-sections are intended to help the City provide for adequate mobility along high-traffic roadways, while also providing for access to local land uses. These cross-sections are generally consistent with the City's current requirements for roadway widths within the adopted Subdivision Ordinance. The *Thoroughfare Plan* map, **Plate 4-1**, shows the existing roadways and future recommended roadways according to the hierarchical system defined herein.

Arterial Roadways

Roadways identified as arterials are designed to convey relatively heavy volumes of traffic, between approximately 15,000 and 40,000 vehicles per day. These major thoroughfares provide mobility, and due to the speed and volume of traffic these roadways are intended to support, access to properties should be minimal. Therefore, a limited number of intersections and curb cuts (driveway openings) should be permitted along major thoroughfares in order to protect the integrity of the high-speed traffic flow.

RECOMMENDATIONS:

A limited number of intersections and curb cuts (driveway openings) should be permitted along arterial roadways in order to protect the integrity of the high-speed traffic flow.

Access to properties along arterial roadways should be minimal.

It should be noted that both the major and minor arterials have been recommended as divided roadways with a center median. While the median could be a painted turn-lane, such as exists along Big Spring Street, the recommendation herein is for a raised median. Not only has a raised median been proven to be the safer alternative[4-4], it also provides an area for streetscape enhancements such as landscaping. If a raised median is not possible, a painted center turn-lane could be considered.

[4-4] TRIP: The Roadway Information System, "National Information: Highway Safety Fact Sheet: How Road and Bridge Improvements Save Lives"; ADDRESS: www.tripnet.org/hsfactsheet.htm.

Primary Arterial Roadways

Several roadways have been classified as arterial roadways, either due to their respective right-of-ways, current function, or future projected function. These include:

- Wadley Avenue,
- Briarwood Avenue,
- Illinois Avenue,
- Midkiff Road,
- Wall Street,
- Garfield Street north of Wadley Avenue and south of Wall Street,
- Lamesa Road between Business Interstate Highway 20 and Loop 250.

RECOMMENDATIONS:

Arterial roadways are recommended to have 100 or 120 feet of right-of-way.

Primary arterials should have 93 feet of paving.

Secondary arterials should have 68 feet of paving.

The recommended right-of-way for a *Type A Primary Arterial* is shown within **Figure 4-3**. At 120 feet of right-of-way, this recommendation is consistent with the City's current Type A thoroughfare requirements within its Subdivision Ordinance. The 93 feet of pavement is also consistent with current requirements. The City should consider the previously recommended divided medians for new primary arterial roadways, as well as for expansion of the recommended roadways shown on the *Thoroughfare Plan* map (**Plate 4-1**) as growth and development occurs and the additional roadway capacity is needed.

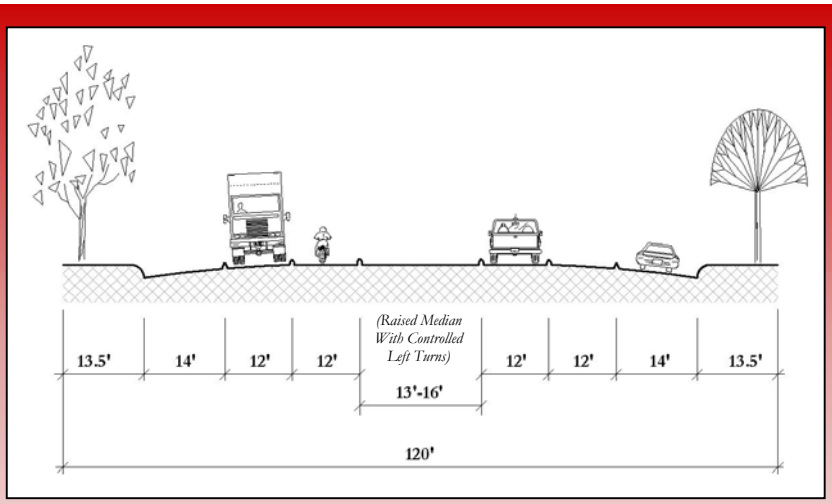


Figure 4-3
Type A Primary Arterial

Secondary Arterial Roadways

Several existing roadways have been classified within this *Thoroughfare Plan* as minor arterials, either due to their respective right-of-ways, current function, or future projected function. These existing roadways include:

- "A" Street,
- Lamesa Road between Loop 250 and Wadley Avenue,
- Lamesa Road between Business 20 and Interstate Highway 20, and
- Florida Avenue.

The recommended right-of-way for a *Type B Secondary Arterial* is shown within **Figure 4-4**. At 100 feet of right-of-way, this recommendation is consistent both with the previous arterial right-of-way requirement and with the City's current thoroughfare requirements for secondary arterials. This type of arterial has a reduced amount of required pavement, specifically 68 feet. Again, a divided median should be considered for new secondary arterials as well as for roadway expansions.

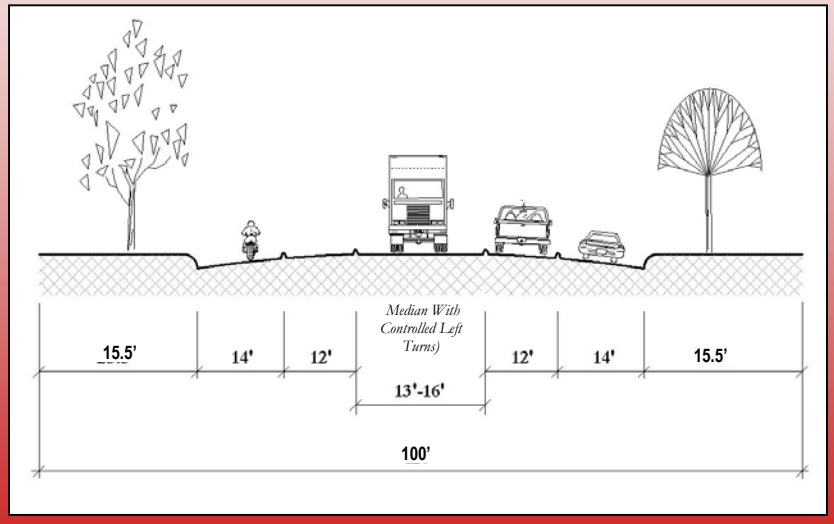


Figure 4-4

Type B Secondary Arterial

General Recommendations for Expansions of Existing Arterial Roadways

Several new arterial roadway connections, both primary and secondary, have been recommended, as shown on the *Thoroughfare Plan* map (**Plate 4-1**). Following is a listing of the most significant recommendations related to arterial roadways:

- Extend Garfield Road to the proposed La Entrada highway and to Interstate Highway 20.
- Extend Holiday Hill Road to the proposed La Entrada highway.
- Extend Mockingbird Lane to the east and west.
- Extend Wadley Avenue east to Loop 250.
- Extend Scharbauer Drive east to Elkins Road.
- Extend Wadley to the west and south to intersect with State Highway 158.

Collector Roadways

Collector streets are generally designed to distribute traffic from local access streets and funnel it to arterial roadways (i.e., from residential developments). Collectors should provide more access to adjacent land uses than major thoroughfares, but access should still be controlled through the use of shared driveways and other techniques such as cross access between nonresidential developments (**Figure 4-5** and in **Illustration 4-1)** in order to minimize disturbance of the free-flow of traffic. This type of roadway should provide an equal amount of mobility and access to land uses, and is intended to support a maximum of 10,000 vehicles per day.

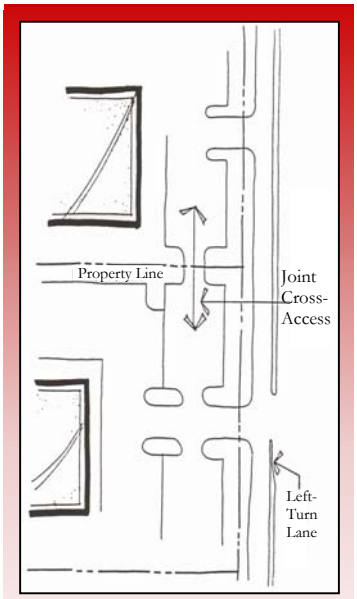


Figure 4-5
Cross-Access Sketch

There are numerous collectors throughout the City, as shown on the *Thoroughfare Plan* map, **Plate 4-1**. Some of the existing roadways that have been classified as collectors are as follows:

- Main Street,
- Neely Avenue,
- Cuthbert Avenue,
- Thomason Drive and,
- Bluebird Lane.

Two types of collector roadway sections are recommended within this *Thoroughfare Plan* as described below.

RECOMMENDATION:

Access to nonresidential developments along collector streets should be controlled through shared driveways and cross access, thereby optimizing the free-flow of traffic.

Illustration 4-1
Example of a Shared Driveway Between Two Nonresidential Uses

Primary Collector Roadways

The *Type C Primary Collector* (**Figure 4-6**) is recommended to have 66 feet of pavement. The total right-of-way recommended for this type of roadway is 80 feet. On-street parking should be discouraged on this type of roadway. This right-of-way width is consistent with the Primary Collector requirement within the City's Subdivision Ordinance.

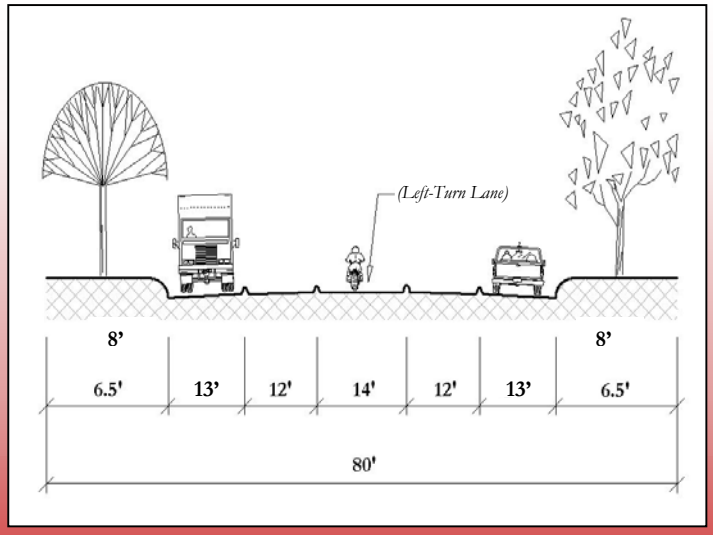


Figure 4-6
Typical Type C Primary Collector

Secondary Collector Roadways

The *Type D Secondary Collector* is intended to be a low to moderate volume facility with the primary purpose of collecting traffic from smaller streets within an area and conveying it to the nearest Primary Collector or arterial. **Figure 4-6** shows a cross-section of the recommended Secondary Collector, with 60 feet of right-of-way and 41 feet of paving. This is consistent with current City requirements.

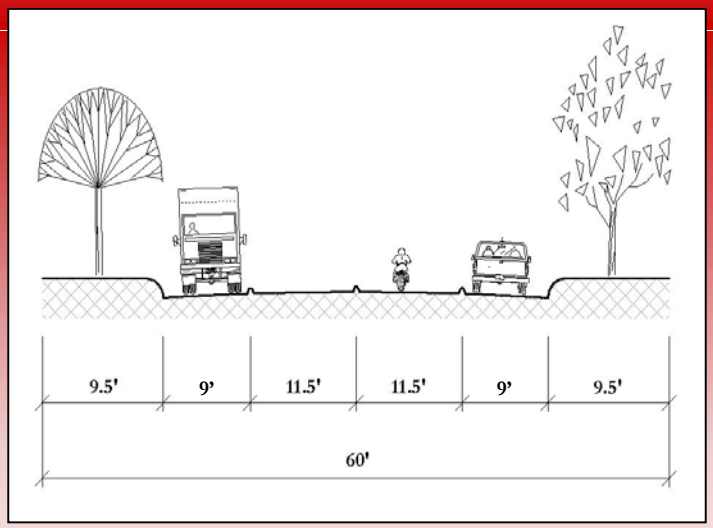


Figure 4-7
Typical Type D Secondary Collector

General Recommendations for Collector Roadways

Two collectors should be located along each one-mile length of an arterial roadway when a neighborhood unit is developed in an overall area of one square mile *(Urban Neighborhood Unit)*. Three collectors should be located along each one-and-one-half mile length of an arterial roadway when a neighborhood unit is developed at a lower density and is located in an overall area of one-and-one-half square miles *(Suburban Neighborhood Unit)*. For a graphic depiction of this recommendation, refer to **Figure 3-5** and **3-6** within the *Future Land Use Plan.*

RECOMMENDATIONS:

Primary collectors should have 80 feet of right-of-way and 66 feet of paving.

Secondary collectors should have 60 feet of right-of-way and 41 feet of paving.

Local Roadways

Local streets are intended for access to adjacent properties, not for convenient mobility. They are typically constructed within residential areas; safety is important. Local streets should therefore be configured to discourage through-traffic movement by such traffic calming elements as offset intersections, curvilinear and discontinuous streets, and stop signs. New local roadways are not shown on **Plate 4-1** because these are typically interior roadways within residential developments and will be located when development proposals are submitted.

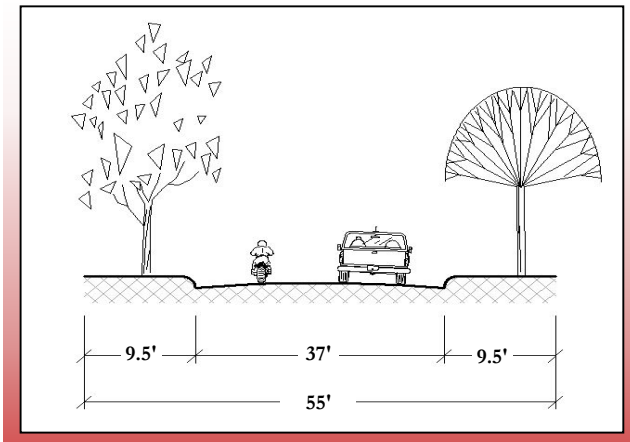


Figure 4-8

Type E Typical Local Roadway

Typical Local Roadway

This type of roadway is intended to convey a light traffic volume, approximately 500 to 1,000 vehicles per day. The cross-section recommended for the Type E local street (**Figure 4-8)** has a total right-of-way of 55 feet, with 37 feet of paving (measured from back of curb to back of curb).

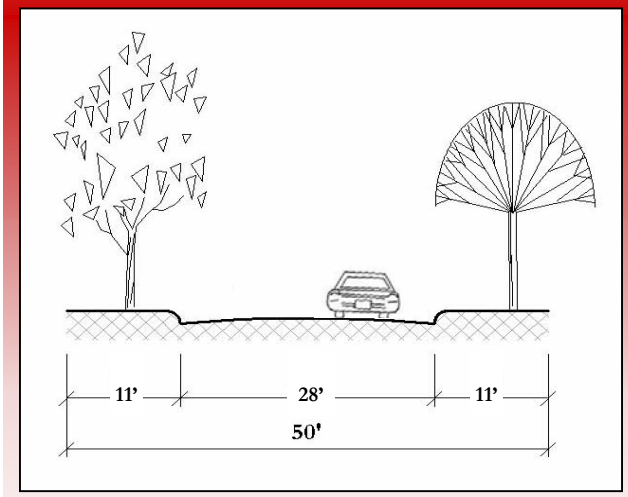


Figure 4-9

Typical F AE Local Roadway

AE Local Roadway

With a right-of-way width of 50 feet and 28 feet of paving (back to back), the AE (Agriculture Estate) roadway **(Figure 4-9)** is designed for use in areas with lower density. The positive impacts of incorporating this rural local roadway into the City's Subdivision Ordinance include reduced initial costs for developers and more land available for development within the City. The AE local roadway is recommended for residential areas that meet the following criteria:

- The area to be developed is located outside of Loop 250,
- Developed lot sizes will be at least 30,000 square feet, and
- A master drainage plan for residential development is submitted and approved by the City

RECOMMENDATIONS:

Typical local roadways should have a right-of-way of 60 feet and 41 feet of paving.

The AE local roadway section, with 50 feet of right-of-way and 28 feet of paving, should be permitted in low-density residential areas.

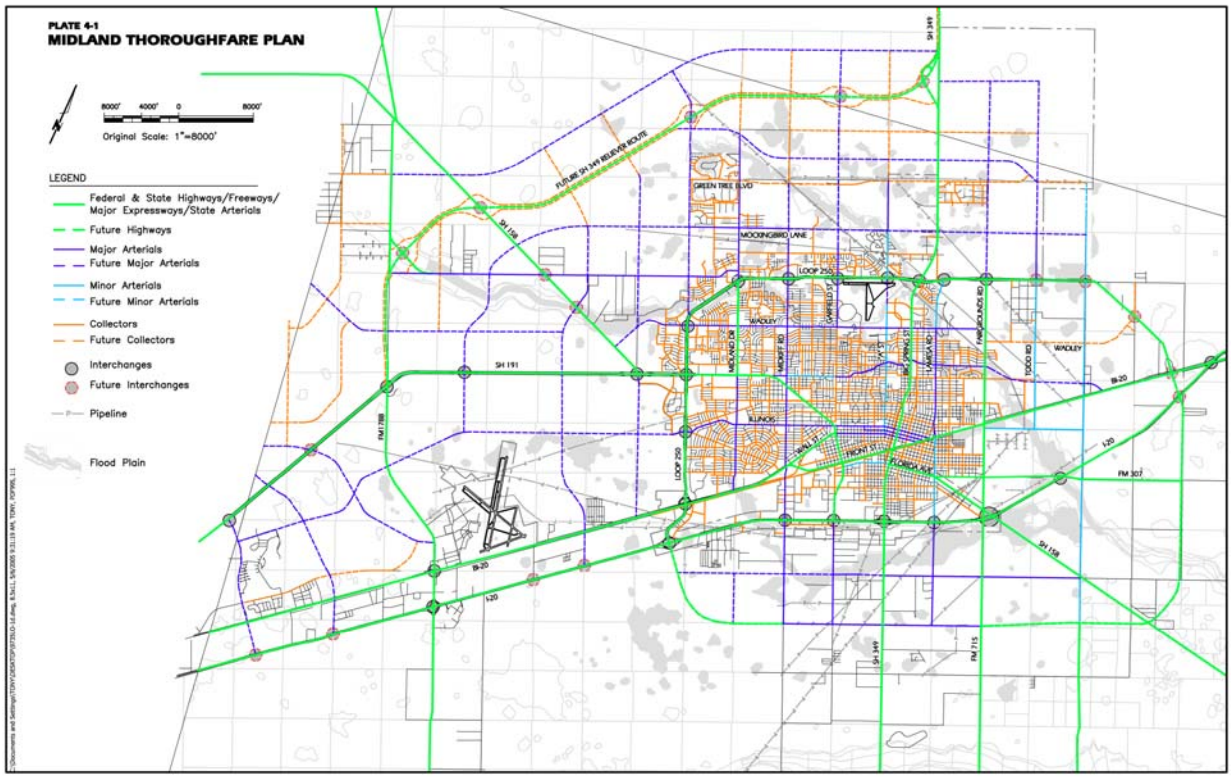


PLATE 4-1
MIDLAND THOROUGHFARE PLAN
8000' 4000' 0 8000'
Original Scale: 1"=8000'
LEGEND
Federal & State Highways/Freeways/ Major Expressways/State Arterials
Future Highways
Major Arterials
Future Major Arterials
Minor Arterials
Future Minor Arterials
Collectors
Future Collectors
Interchanges
Future Interchanges
Pipeline
Flood Plain
FUTURE SH 349 RELIEVER ROUTE
GREEN TREE BLVD
MOCKINGBIRD LANE
LOOP 250
WADLEY
ILLINOIS
FRONT ST
FLORIDA AVE
SH 191
SH 158
SH 349
FM 307
FM 715
I-20
BI-20

MIDLAND
CITY OF MIDLAND

SPECIFIC THOROUGHFARE PLAN ISSUES

There are numerous issues related to planning for future thoroughfares in Midland that are identified and discussed herein. Resolution of these issues as recommended will improve access and mobility within the City and ETJ in the years to come as population and geographic growth occurs.

LA ENTRADA AL PACIFICO – GATEWAY TO THE PACIFIC

The Catalyst for La Entrada

La Entrada al Pacifico or "The Gateway to the Pacific" is a corridor that runs from the Pacific port of Topolobampo, Mexico (a deep-water port) through the Midland/Odessa region to Lamesa, Lubbock, and Amarillo. It also continues to the east to the Dallas-Fort Worth region and central Oklahoma. In 1997, Governor George W. Bush signed House Bill 2115 designating a 260-mile stretch of land between Lamesa, Texas, and Presidio, Texas, as the La Entrada al Pacifico Corridor[4-5]. **Illustration 4-2** shows the proposed general route.

This corridor is expected to support the increase in trade between the United States and Mexico, and will serve as another international trade route in which truck traffic, which has increased 150 percent from the 1994 adoption of NAFTA, can be served[4-6]. The La Entrada al Pacifico Corridor will provide a direct link from Mexico's Pacific coast to the eastern United States and will greatly reduce the length of shipping time for products. For example, products from Asia can be shipped more rapidly to assembly plants along the Texas boarder through a corridor such as La Entrada al Pacifico. Furthermore, approximately one-fifth of the Fortune 500 companies in the U.S. have manufacturing facilities in Chihuahua City, which is one of the cities located along the corridor[4-7]. The corridor is also expected to ease pressure on other Texas trade/border-crossing cities such as El Paso.

Source: http://www.la-entrada-al-pacifico.com

Illustration 4-2
La Entrada al Pacifico Corridor

[4-5] Reprint from Tierra Grande, the Real Estate Center Journal, Publication 1540, January 2002
[4-6] Ibid.
[4-7] Fiscal Notes - From Presidio to the Pacific, Texas Comptroller of Public Accounts

The Impact of the La Entrada Corridor on Midland

The route of the La Entrada al Pacifico has been finalized by the Texas Department of Transportation (TxDOT) pending approval of the Environmental Assessment. TxDOT has held public meetings to solicit input from the citizens of Midland about the best location of the corridor, and as a result, the location will be a northern route around the City. Midland will be of major importance to the La Entrada Corridor. The City is at the convergence of multiple modes of transportation: road, air, and rail. The City can function as a key hub for the La Entrada Corridor by handling road transit from the Dallas-Fort Worth region (east), from the Texas Panhandle (north), and from the Mexico/Texas border (south). Also, Midland serves as an air transit center for the region with the Midland International Airport. Imports and exports can be converted from or to air transit. Furthermore, there has also been discussion of ideas for a business/enterprise park to be built next to the airport, which could utilize the different modes of transportation. A study prepared for the Midland Development Corporation provides an evaluation of industrial site development around the Midland International Airport. Also, the region is supported by a coast-to-coast rail line, with two major freight operators - Union-Pacific and Burlington Northern. These three modes of transportation and the designated Foreign Trade Zone (Economic Development Zone) create a dynamic environment for the City. Lastly, Midland could potentially serve as a key point between the La Entrada and the Ports-to-Plains Corridors, depending on the final location of the Ports-to-Plains Corridor.

The Intersection of La Entrada and State Highway 349 (Future Ports-to-Plains Corridor)

La Entrada al Pacifico is a future planned regional thoroughfare that is likely to have far-reaching economic, land use, and transportation impacts on Midland and the surrounding area. State Highway 349, which has been designated by TxDOT as the future Ports-to-Plains route, is an existing regional thoroughfare. The Port-to-Plains route is discussed in detail later within this chapter however, it is important to note here because the way in which the intersection between it and the planned La Entrada route is constructed will affect Midland.

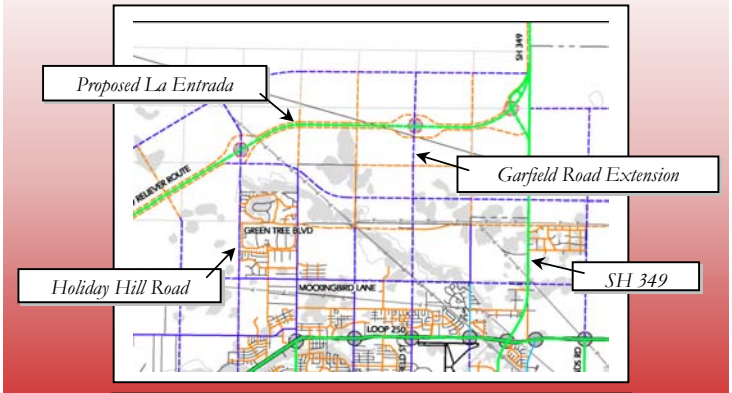


Illustration 4-3
Holiday Hill Road, Garfield Road & La Entrada

Currently, the intersection of these two regional roadways is planned for what is commonly termed a "no-stop" intersection. That is, there will be entrance and exit ramps providing access between the two, and there will be entrance and exit ramps providing access south to the City of Midland at the intersection. In order for the City to fully realize the benefits of this major regional intersection, Midland should work with TxDOT

and/or federal transportation authorities to ensure that limited points of ingress/egress are provided. Interchanges are currently planned for access to Midland at Garfield Road, Holiday Hill Road, and SH 349.

RECOMMENDATIONS:

In order for the City to fully realize the benefits of the La Entrada and SH 349 intersection, Midland should work with TxDOT and/or federal transportation authorities to ensure that limited points of ingress/egress are provided.

The Briarwood Avenue extension (County Road 60), S.H. 158, and S.H. 349 should be the primary access points to Midland utilized by regional traffic along La Entrada.

The Extension of Roadways to La Entrada and Beyond

The concept for La Entrada al Pacifico is to provide a regional route from Mexico's Pacific coast through Texas to connect to Interstate Highway 27 and the cities of Lubbock and Amarillo. The current proposal for La Entrada provides only minimal direct access to the cities along its route. Therefore, the roadways that intersect with La Entrada within or in proximity to Midland will be extremely important. The *Thoroughfare Plan* map (**Plate 4-1**) shows three major thoroughfares intersecting with La Entrada – State Highway 158 northwest of the City, and Holiday Hill Road and Garfield Road north of the City. The latter two will both need to be extended to complete these intersections, as **Illustration 4-3** shows.

It is recommended that the Briarwood Avenue extension (County Road 60), State Highway 158, and State Highway 349 be the primary access points utilized by regional traffic (i.e., large commercial trucks). The intersections that these roadways would form with La Entrada provide the most logical points for existing regional traffic to enter the local system. Holiday Hill Road and Garfield Street are important interchanges, but should not be identified as truck routes.

THE PORT-TO-PLAINS CORRIDOR

The Catalyst for the Port-to-Plains Corridor[4-8]

In order to address the increasing trade related traffic, various governmental agencies such as the U.S. Department of Transportation (USDOT) and the Texas Department of Transportation (TxDOT) are developing plans for future highway corridors. Corridors have been proposed along existing highways, and different agencies and consultants are proposing improvements such as truck lanes, intersection improvements, intelligent transportation system (ITS) measures, and possible relief routes. The North American Free Trade Act (NAFTA) is the catalyst for the Ports-to-Plains corridor (and for the La Entrada corridor). This highway has been designated on the National Highway System as one of the nation's 43 "High Priority Corridors." Its purpose is to serve as a direct link to Mexico and foster international trade and economic development.

[4-8] Summary of information taken from the: Final Report – Ports to Plains Feasibility Study; Wilbur Smith Associates; 30 June 2001: ES-1

The Ports-to-Plains thoroughfare is proposed to stretch approximately 1,000 miles from the Mexican boarder around the Del Rio/Laredo region of Texas to Denver, Colorado. The corridor is planned to utilize existing highways to the fullest extent possible. For example, Interstate Highway 27 from Lubbock to Amarillo has been identified as one of the chosen lengths.

The Impact of the Ports-to-Plains Corridor on Midland

Illustration 4-4 shows the recently approved route, which passes through Midland via State Highway 158 and 349. This route was one of the most favorable discussed within the feasibility study in terms of its overall impact. Additionally, the approved route had the lowest project costs and the second lowest maintenance and preservation costs compared to other alternatives.

Source: www. portstoplainscorridor.com (Corridor Map link)

Illustration 4-4
Approved Ports-to-Plains Route

Midland will likely benefit from the Ports-to-Plains roadway, as will the numerous other Texas cities through which this corridor will travel. Although there will be additional truck traffic, this important national corridor will provide increased access to the City. This in turn could help both economic development and tourism opportunities. The City should remain involved in the decision-making process with regard to the Ports-to-Plains thoroughfare, and should make every effort to endorse the route that traverses the City.

RECOMMENDATION:

The City should remain involved in the decision-making process with regard to the Ports-to-Plains thoroughfare.

TRANSPORTATION ACCESS TO DOWNTOWN MIDLAND

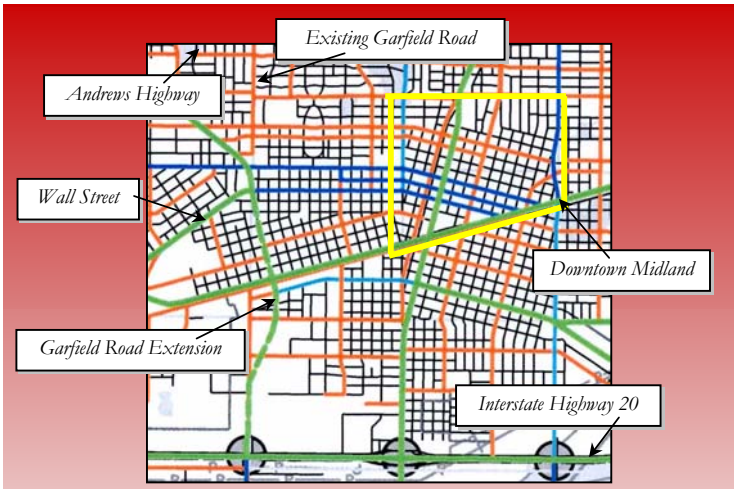


Illustration 4-5
Transportation Access to Downtown Midland

There is a need for alternative access between Downtown and Interstate Highway 20. The Texas Department of Transportation (TxDOT) has studied this need, and has now forwarded a recommendation to the City on the way in which such a connection can be established. As shown in **Illustration 4-5**, existing lengths of Andrews Highway and Cotton Flat Road are proposed to be utilized, but the extension will likely be referred to as the extension of Garfield Road. The roadway is proposed to be an arterial connection, and is supported by this *Thoroughfare Plan*. Construction of this one-mile link is anticipated in 2005. Another planned improvement that will help with revitalization efforts Downtown is the reconstruction of Wall Street. This improvement is also scheduled to occur in 2005.

RECOMMENDATION:

The City should support the Garfield Road extension and the reconstruction of Wall Street – both will increase access into Downtown.

AREA WEST OF MIDLAND & NORTH OF THE MIDLAND INTERNATIONAL AIRPORT

Regional mobility west of Loop 250 is extremely important, especially with the proximity to the proposed La Entrada route and the Midland International Airport. As shown in **Illustration 4-6,** the recommendation for roadways in this area is for a grid system that is generally consistent with the way in which the thoroughfare system has developed within the city limits, except that the arterial roadways should be spaced at approximately two-mile intervals instead of one.

RECOMMENDATION:

Roadways in proximity to the Midland International Airport should be based on a widely spaced grid system of approximately two miles.

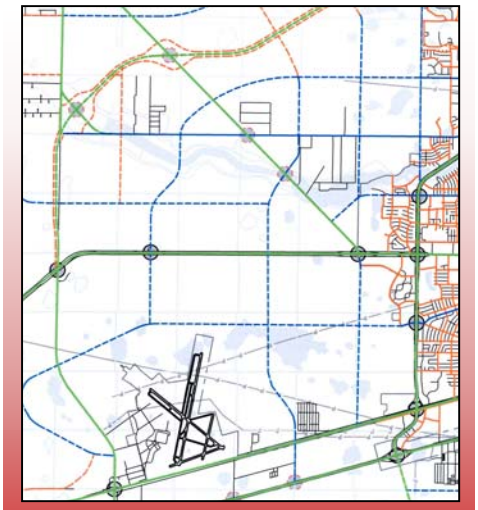


Illustration 4-6
Transportation West of Midland
& North of the Midland International Airport

THE MOCKINGBIRD LANE CORRIDOR

Within the previous Plan, Green Tree Boulevard was recommended to be constructed as an arterial roadway, which was consistent with the City's policy of providing arterial connections based on a one-mile grid system. However, as residential uses have increasingly located in the area, an arterial street being constructed would adversely affect such uses. It is the recommendation of this Master Plan 2025 that Green Tree Boulevard be reclassified to a collector roadway along its existing length, and that this roadway be extended at the width of a collector in an easterly direction as shown on the *Thoroughfare Plan* map and in **Illustration 4-7**. Consequently it will be important to maintain Mockingbird Lane as a key east-west arterial connecting to State Highway 191 in the future.

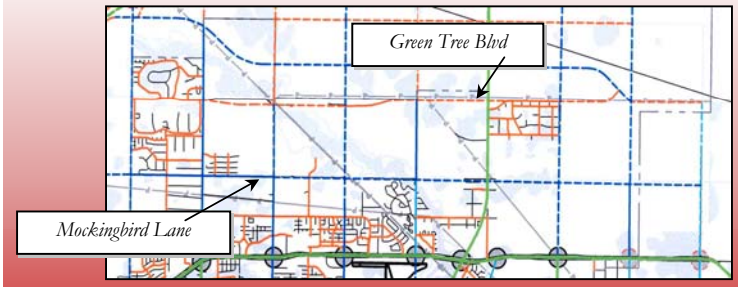


Illustration 4-7
Mockingbird Lane & Green Tree Boulevard

RECOMMENDATIONS:

Mockingbird Lane should remain as a key east-west arterial; Green Tree Boulevard should be reclassified to a collector.

THE FUTURE EXTENSION OF WADLEY AVENUE

Wadley Avenue is a major arterial roadway that runs parallel to and one mile south of Loop 250 North in an east-west direction. This roadway has become increasingly prominent as development has occurred in the northern part of the City. It is anticipated that population growth and land use development will continue to be oriented to the north, due to infrastructure availability in this area. Consequently, the extension of Wadley to the west will provide additional access to nearby neighborhoods, Loop 250, and to S.H. 158 as the area develops. The future extension of Wadley to the east will be constructed with respect to environmental features in the area, such as channels and draws. Due to these factors and anticipated low-density development east of Fairgrounds Road, Wadley should be reclassified as a collector street and relocated one-quarter mile south as shown below.

RECOMMENDATION:

The Wadley Avenue extension (east and west) will improve access to neighborhoods and other arterial roadways.

Illustration 4-8
Extension of Wadley Avenue

THE LOOP 250 EXTENSION

Loop 250 currently provides a travel corridor in the western, northern, and eastern areas of the City, specifically from Interstate Highway 20 north to Wadley Avenue, east to Big Spring Street, and then east and south to Business 20. Loop 250 is planned to be a complete loop around Midland. The time frame for completion of the southern portion of the Loop may be in the long-term future, likely beyond the projected 20-year life of this Master Plan, especially given that much of the current development is occurring in the northern and western areas of Midland. A recent survey of the residents in the area show divided opinions on whether there is a need for the south Loop to be completed. However, it is shown on the *Thoroughfare Plan* map (**Plate 4-1**) due to its likely future importance to the area south of the City. At a minimum, the Loop should be extended from Business 20 to Interstate Highway 20 on the east side of the City in order to complete the northern portion of the Loop.

RECOMMENDATION:

At a minimum, Loop 250 should be extended from Business 20 to Interstate Highway 20 on the east side of the City; this would complete the northern portion of the Loop.

RECOMMENDATION:

The Midland Airpark should remain in its current location, however, if it is relocated in the future, then "A" Street should be extended.

THOROUGHFARES AROUND MIDLAND AIRPARK

Issues related to The Midland Airpark are considered within Chapter 3, *Future Land Use Plan*, including the various options for its future existence and related location. One of the recommendations of this Master Plan 2025 is that the Airpark should remain in its current location, which is a departure from some of the Airpark-related recommendations within the City's Centennial Plan – the recommendations made therein were written in anticipation of the Airpark's relocation. As stated in the *Future Land Use Plan* of this Master Plan 2025, the Midland Airpark will in all likelihood continue to be viable by serving the general aviation needs of the public for at least the next 20 years. If expansion becomes necessary, it may need to be moved to another location.

As shown in **Illustration 4-9**, the extension of "A" Street has been recommended. This extension would traverse through some Airpark facilities, and therefore, cannot be constructed while the Airpark remains in its current location. The "A" Street extension is a valid recommendation based on the City's established grid system and based on the need to provide alternative access in a north-south direction from Loop 250. However, this extension will not be a realistic option until the Midland Airpark is relocated.

Illustration 4-9
Extension of "A" Street

MEETING THE CURRENT & FUTURE NEEDS OF THE CITY

SUMMARY

A number of issues must be considered in the process of developing a *Thoroughfare Plan* for Midland:

- The *Thoroughfare Plan* must be compatible with the City's *Future Land Use Plan* (Chapter 3) and related growth and development considerations.
- The Plan must address the integrity of existing residential and nonresidential areas; the Plan must balance functions of the thoroughfare system through efficient moving of traffic, and facilitate access requirements.
- It must consider alignments and right-of-way issues.
- The *Thoroughfare Plan* must also incorporate realistic recommendations within the context of budgeting constraints.

The following discussion addresses these issues.

COMPATIBILITY WITH THE FUTURE LAND USE PLAN

As stated in the *Introduction* to this *Thoroughfare Plan*, land use and roadway planning are closely linked; just as inappropriate land uses can reduce the effectiveness of adjacent roadways, poorly planned roadways can reduce the viability of adjacent land uses. All of the following can adversely impact the City's thoroughfare system

- Inappropriate zoning,
- Various types of development activity,
- The existence of older roadways that now carry higher traffic volumes than originally intended, and
- Continually changing traffic patterns.

Midland should ensure that adequate access (driveway) spacing standards are implemented for land uses in order to promote a smooth flow of traffic and to minimize the impact of individual developments on the safe and efficient function of these roads. The impact of different mobility and access needs of residential and nonresidential land uses are discussed within the *Future Land Use Plan*.

EXISTING RESIDENTIAL AND NONRESIDENTIAL LAND USES

Midland's thoroughfare system has evolved over decades, especially between 1950 and 1980 when Midland experienced marked growth.

- Many areas of the City are already developed.
- The grid system has served the City well, and future development should generally follow the same pattern.
- Although some roadways may be experiencing high volumes of traffic that are adversely affecting levels of service, widening such roadways is not likely to occur.

RECOMMENDATIONS:

The grid system that has evolved in Midland has served the City well, and future development should be generally consistent with such a system.

Where feasible, existing roadways should generally only be widened in conformance with the Thoroughfare Plan map wherever existing rights-of-way allow.

Therefore, this *Thoroughfare Plan* has recommended alternative locations that are less developed for roadways in order to provide alternative access to densely developed residential and nonresidential areas. It is not the intent of the *Thoroughfare Plan* to endorse the displacement of existing businesses or residences. Where feasible, existing roadways should generally only be widened to the widths recommended herein wherever existing rights-of-way allow.

FUNDING THOROUGHFARE SYSTEM IMPROVEMENTS

General

Building and maintaining an efficient street network requires significant investment of local resources. Careful planning is needed to ensure that Midland makes the most cost-effective investments in its street network. Funding of major roadways is usually based upon general obligation bonds or the general fund budgeting process with some developer participation where applicable. The City should also coordinate efforts with regional transportation-related agencies, such as the Midland-Odessa Transportation Alliance (MOTRAN), Midland County, and with the Texas Department of Transportation (TxDOT) in order to maximize the potential for shared financing. Consistent participation in such planning efforts may also help Midland foster relationships that would ultimately help with funding improvements.

RECOMMENDATION:

The City should coordinate efforts with regional transportation-related agencies, such as MOTRAN and Midland County, and with the Texas Department of Transportation (TxDOT) in order to maximize the potential for shared financing

Traffic Impact Analysis

A Traffic Impact Analysis (TIA) is a way to evaluate the impact of large developments on a roadway system. The City should consider incorporating a TIA component into its Subdivision Ordinance. Any residential development that generates more than 2,000 trips per day or any nonresidential development that generates more than 2,500 trips per day should prepare a TIA to ensure that any impact on the roadway system can be minimized. A TIA requirement incorporated into Midland's Subdivision Ordinance would help Midland to assess the extent to which new development will affect local roadways.

RECOMMENDATION:

The City should consider incorporating a TIA requirement into the Subdivision Ordinance.

CONCLUSION

The following policies pertaining to thoroughfare planning should be adopted by the City of Midland:

1) Utilize the *Thoroughfare Plan* (graphically shown on **Plate 4-1**) as a guide to determine, classify, locate, and schedule roadway development and improvements. Specifically, clear policy direction should be established for all levels of review so that the preliminary plat, final plat, site plan and/or zoning cases will be in compliance with *Thoroughfare Plan* policies and recommendations.
2) Utilize the recommended function and design characteristics illustrated in this *Thoroughfare Plan* in conjunction with *Community Image Guidelines* (Chapter 8) and Subdivision Ordinance specifications.
3) Use the standards outlined in **Table 4-1** for various roadway types in the development review process for all related submittals.
4) Develop a long-term, incremental project implementation program that incorporates the budgeting, prioritization, and scheduling recommendations presented in this comprehensive plan.
5) Continue to seek joint funding initiatives for thoroughfare planning with TxDOT, the Midland-Odessa MPO, and other local jurisdictions.
6) Review and update the City *Thoroughfare Plan* text and map on a regular basis.
7) Encourage citizen participation in making decisions regarding thoroughfare planning, including roadway route locations, street widening, directional flow of traffic, and street designations (such as primary arterials, primary collectors, etc.).
8) Explore alternatives for increasing roadway capacity prior to initiating roadway expansion or widening in residential areas.
9) Limit the locations of nonresidential land uses that generate high volumes of traffic to highways, arterial roadways, and major collectors.
10) Continue to utilize access management techniques such as shared driveways and cross access easements along roadways with nonresidential uses to ensure that mobility needs are not adversely affected by access needs.

The policy recommendations above as well as the recommendations listed throughout this *Thoroughfare Plan* should guide Midland's roadway planning. Implementation of the *Thoroughfare Plan* will require consistent administration by the City; this is addressed within the *Implementation Strategies*, Chapter 12. Design and technical standards should continue to be contained within the City's adopted Subdivision Ordinance, and should be consistently reviewed to ensure that such practices are uniform in terms of required size of right-of-way, access controls along rights-of-way (i.e. joint or shared access to mitigate traffic congestion). It should be noted that proposed changes and

recommendations for future thoroughfares are predicated upon the goals and objectives formulated during the comprehensive planning process (Chapter 2). Midland's *Thoroughfare Plan* recommendations are summarized along with related goals and objectives within **Table 4-2**.

TABLE 4-2
Summary - Thoroughfare Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Midland should continue to participate in regional alliances and partnerships so that such cooperative efforts can remain effective in securing future projects.	*Goal A-1:* Cooperate with local, county and state governmental entities in the expansion, maintenance, and enhancement of the roadway system, and ensure that Midland participates in any related plans and studies.
Midland should continue to be involved in any decision-making regarding changes to or alterations of regional facilities.	
Continue involvement with other area planning agencies and ensure cooperative efforts as state and federal governments make related decisions.	
A limited number of intersections and curb cuts (driveway openings) should be permitted along arterial roadways in order to protect the integrity of the high-speed traffic flow.	*Objective A-2.1:* Identify current roadway deficiencies, in terms of both access and mobility.
Access to properties along arterial roadways should be minimal.	
Roadway Width Recommendations Arterial roadways should have 100 to 120 feet of right-of-way. Primary arterials should have 93 feet of paving. Secondary arterials should have 68 feet of paving. Primary collectors should have 80 feet of right-of-way and 66 feet of paving. Secondary collectors should have 60 feet of right-of-way and 41 feet of paving. Typical local roadways should have a right-of-way of 55 feet and 37 feet of paving. The AE local roadway section should have 50 feet of right-of-way and 28 feet of paving, and should be permitted in low-density residential areas.	*Objective A-3.2:* Establish standards for roadway types based on their anticipated function and traffic volume. *Objective A-3.3:* Incorporate established standards for roadway types into the City's Subdivision Ordinance.

TABLE 4-2, Cont'd
Summary - Thoroughfare Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Access to nonresidential developments along collector streets should be controlled through shared driveways and cross access, thereby optimizing the free-flow of traffic.	*Objective A-2.1:* Identify current roadway deficiencies, in terms of both access and mobility.
In order for the City to fully realize the benefits of the La Entrada and SH 349 intersection, Midland should work with TxDOT and/or federal transportation authorities to ensure that limited points of ingress/egress are provided.	*Goal A-1:* Cooperate with local, county and state governmental entities in the expansion, maintenance, and enhancement of the roadway system, and ensure that Midland participates in any related plans and studies. *Objective A-1.1:* Continue proactive planning and development related to the La Entrada corridor. *Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.
The Briarwood Avenue extension (County Road 60), S.H. 158, and S.H. 349 should be the primary access points to Midland utilized by regional traffic along La Entrada.	
The City should remain involved in the decision-making process with regard to the Ports-to-Plains thoroughfare.	*Goal A-1:* Cooperate with local, county and state governmental entities in the expansion, maintenance, and enhancement of the roadway system, and ensure that Midland participates in any related plans and studies.
The City should support the Garfield Road extension and the reconstruction of Wall Street - both will increase access to Downtown.	*Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.
Roadways in proximity to the Midland International Airport should be based on a widely spaced grid system of approximately two miles.	
Mockingbird Lane should remain as a key east-west arterial; Green Tree Boulevard should be reclassified as a collector.	*Objective A-3.2:* Establish standards for roadway types based on their anticipated function and traffic volume.
The City should support the Wadley Avenue extension to provide additional access to other arterial roadways.	

TABLE 4-2
Summary - Thoroughfare Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
At a minimum, Loop 250 should be extended from Business 20 to Interstate Highway 20 on the east side of the City; this would complete the northern portion of the Loop.	*Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.
The Midland Airpark should remain in its current location, however, if it is relocated in the future, then "A" Street should be extended.	*Objective A-2.1:* Identify current roadway deficiencies, in terms of both access and mobility.
The grid system that has evolved in Midland has served the City well, and future development should be generally consistent with such a system.	*Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.
Where feasible, existing roadways should generally only be widened in conformance with the *Thoroughfare Plan* map wherever existing rights-of-way allow.	*Objective A-2.1:* Identify current roadway deficiencies, in terms of both access and mobility.
The City should coordinate efforts with regional transportation-related agencies, such as MOTRAN and Midland County, and with the Texas Department of Transportation (TxDOT) in order to maximize the potential for shared financing.	*Objective A-1.3:* Investigate how monetary contributions from local, county, state, and federal entities could be combined to positively affect regional transportation needs.
The City should consider incorporating a TIA requirement into the Subdivision Ordinance.	*Objective A-2.2:* Investigate ways in which developers can participate in roadway system improvements.

PROVIDING FOR EXISTING & FUTURE INFRASTRUCTURE NEEDS

The Infrastructure Assessment

INTRODUCTION

This chapter provides an analysis of the existing and future infrastructure needs of the City. It includes an analysis of the city's water supply, treatment, and distribution systems, wastewater collection, treatment, and disposal systems, and drainage facilities and management.

THE WATER SYSTEM

WATER SUPPLY

Existing

The City of Midland's potable water supply comes from two sources, the Colorado River Municipal Water District (CRMWD) and various City owned well fields. Currently the CRMWD owns and operates three surface water reservoirs along the Colorado River, supplying water to three member cities and six customer cities, including Midland. The three reservoirs in the CRMWD are shown on **Plate 5-1**. The 1966 contract and the Ivie contract with the CRMWD provide for up to 35 MGD (million gallons per day) to be delivered to the City. Raw water from the CRMWD is delivered to one of three reservoirs. CRMWD owns two of these reservoirs: a 15 MG reservoir located at the Water Purification Plant and the 100 MG "Terminal Reservoir", which is located on FM 1788 approximately two miles south of SH 191. From here, water flows to the City's treatment plant. The third reservoir is the City owned "Lake Peggy Sue", which is located approximately two miles west of the treatment plant.

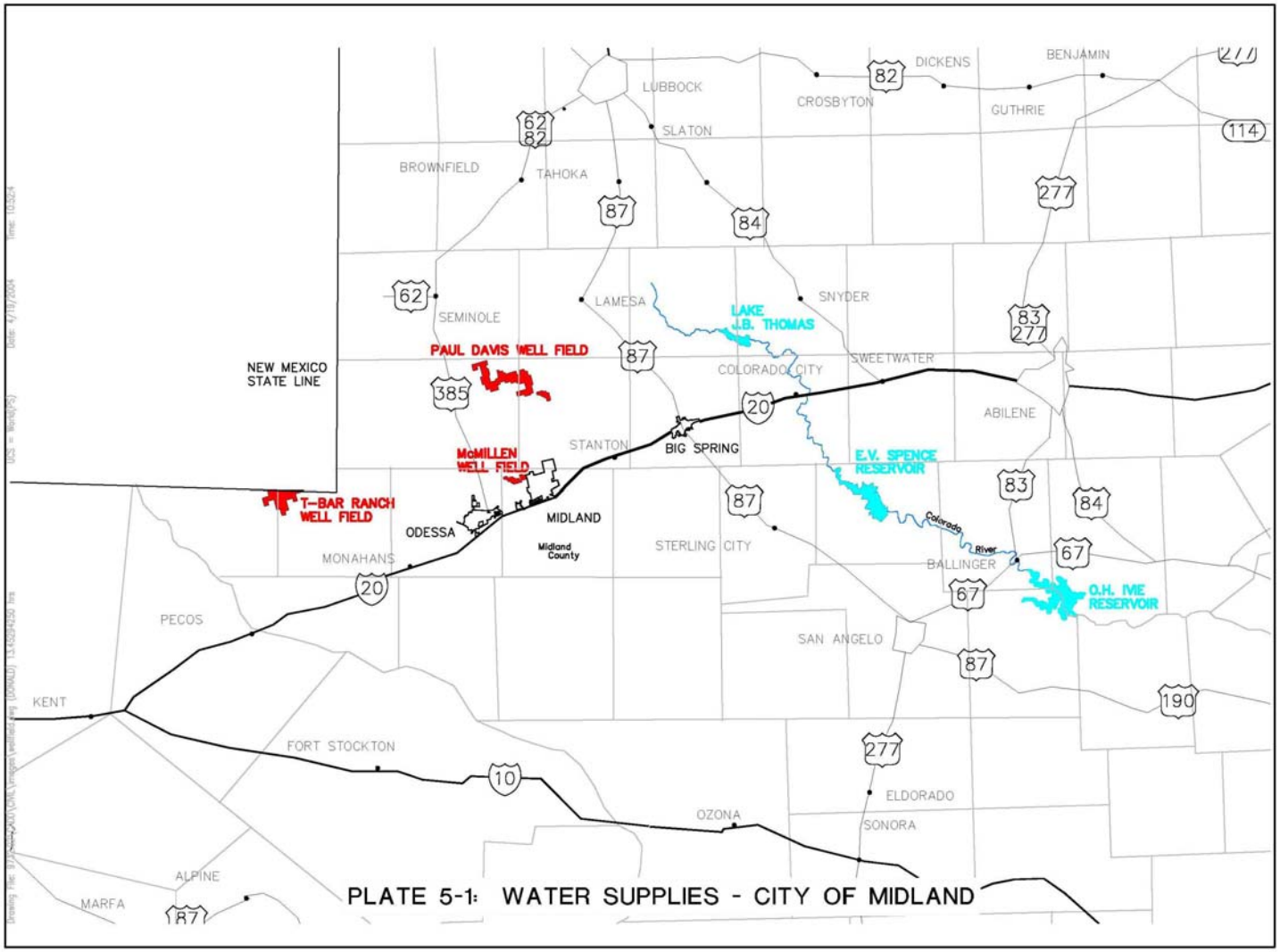


PLATE 5-1: WATER SUPPLIES - CITY OF MIDLAND

In addition to the CRMWD surface water, the City currently owns or leases water rights in three well fields. The McMillen Well Field was in operation from the early 1950's until it was depleted in the mid 1960's. Until recently, it had been recharged during the winter months and used as a reserve supply, however, due to perchlorate contamination issues, it is no longer being used. The Paul Davis Well Field was developed in the late 1950's. It has since been expanded and can now pump a maximum of 21 MGD to the City. However, even in the summer months, it typically does not operate above 15 MGD. A 30-inch diameter pipeline brings water from the Paul Davis Well Field into the City near the Water Purification Plant. The third well field is the T-Bar Ranch, which is not yet in operation but is scheduled to be developed as the water in the Paul Davis Well Field is depleted. This field is located in western Winkler County approximately 70 miles from the City of Midland. See **Plate 5-1** for the location of Midland's water supplies.

The City also maintains nine wells near the Midland International Airport. These wells provide water to a separate distribution system surrounding the airport. The water quality has a "superior" rating, but it is unknown how much water is available for the long-term. The system is capable of producing up to 1.5 MGD, however, the average flow in the peak month of July is approximately 0.5 MGD.

RECOMMENDATIONS:

Assuming a peak demand of approximately 450 gallons per person, the ultimate population that could be served by Midland's current water supply system is 118,000 people. With the possibility of industrial park growth around the Midland International Airport, consideration should be given to studying the volume/yield of that existing well field. If inadequate for future growth, a second source will be needed in this area.

Future

If fully developed, current water reserves in the Paul Davis Well Field are projected to last into 2030. Once the T-Bar Ranch Well Field is developed, the water reserves could last into 2060. These fields are currently the subject of an engineering study to project new reserve volumes and to analyze the quality of the water. The City is working on the alignment for a pipeline from T-Bar Ranch. The City will be responsible for acquiring the necessary easements. The lease contract on the Paul Davis Well Field expires in 2008, and will need to be renewed before then. The contract with CRMWD expires in 2029; however, it is likely that it will be renewed at that time. In addition, the City continues to work with the CRMWD in state and area-wide studies to identify and procure future water sources. An additional source of water for irrigation purposes is effluent reuse, which continues to be studied and is discussed further in subsequent sections. Assuming a peak demand of approximately 450 gallons per person, the ultimate population that could be served by the current system is 118,000 people. With the possibility of industrial park growth around the airport, consideration should be given to studying the volume/yield of that existing well field. If it is determined to be inadequate for future growth, a second source will be needed in this area.

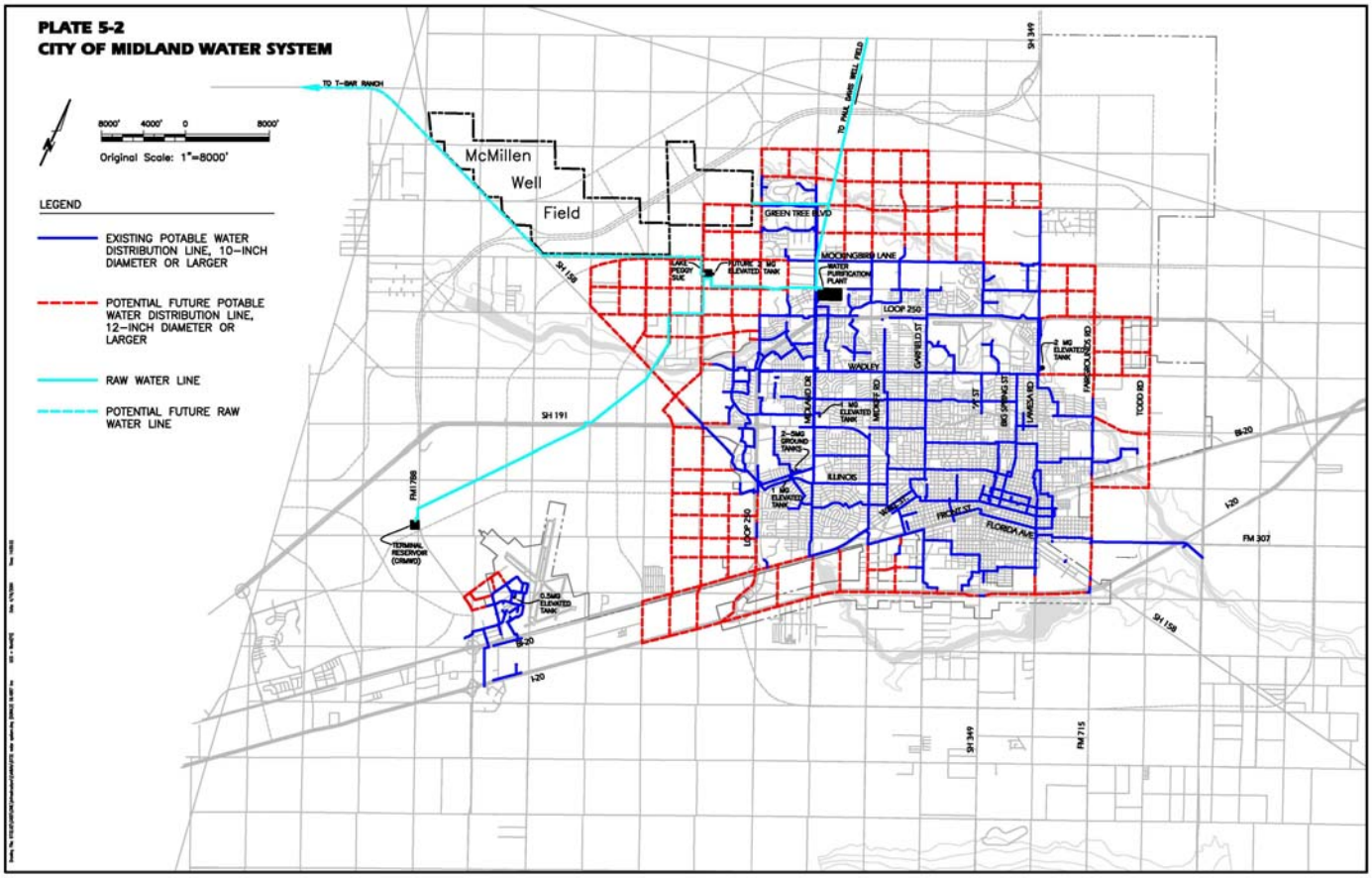


PLATE 5-2
CITY OF MIDLAND WATER SYSTEM
8000' 4000' 0 8000'
Original Scale: 1"=8000'
LEGEND
EXISTING POTABLE WATER DISTRIBUTION LINE, 10-INCH DIAMETER OR LARGER
POTENTIAL FUTURE POTABLE WATER DISTRIBUTION LINE, 12-INCH DIAMETER OR LARGER
RAW WATER LINE
POTENTIAL FUTURE RAW WATER LINE
TO T-BAR RANCH
McMillen
Well
Field
TO PAUL DAVIS WELL FIELD
GREEN TREE BLVD
MOCKINGBIRD LANE
WATER PURIFICATION PLANT
LOOP 250
WADLEY
ILLINOIS
FLORIDA AVE
SH 191
SH 158
SH 349
FM 307
FM 715
FM 1788
I-20
BI-20
TERMINAL RESERVOIR (CRMWD)
0.5MG ELEVATED TANK
2-5MG GROUND TANKS
1 MG ELEVATED TANK
2 MG ELEVATED TANK
LAKE PEDDY SUE
FUTURE 2 MG ELEVATED TANK

MIDLAND
CITY OF MIDLAND

WATER TREATMENT

Existing

The Water Purification Plant is located on the southeast corner of Midland Drive and Bluebird Lane. Originally completed in 1970 with a capacity to treat 12 MGD, this plant now has a treatment capacity of 32 MGD. Since beginning to receive water from Lake Ivie in March 1995, the plant usually treats up to the 32 MGD capacity. Peak demand for water in the summer has reached 43 MGD. The treated water is blended with the supplemental groundwater from the Paul Davis Well Field to meet the peak demands. See **Plate 5-2** for the location of Midland's Water Purification Plant.

RECOMMENDATIONS:

Additional maintenance to the water treatment system is required due to the increased plant load and equipment aging. As water quality regulations become increasingly strict, upgrades to the water treatment plant will be required. Also, increased regulations for arsenic and perchlorate in the City's groundwater will require some modifications in the treatment processes in the very near future.

Future

Two additional filters were recently added to the treatment plant and additional maintenance is required due to the increased plant load and equipment aging. Moreover, as water quality regulations become stricter, upgrades to the plant will be required. It is also likely that increased regulations for arsenic and perchlorate in the City's groundwater will require modifications in the treatment processes in the very near future.

Illustration 5-1

WATER DISTRIBUTION SYSTEM

Existing

The existing water distribution system for the City of Midland contains about 650 miles of pipelines, ranging from 4" to 33" diameter lines. Additionally, the system contains both elevated and ground level pump stations and storage tanks. With two pressure planes, the City serves an elevation change of approximately 150 feet. Over 32,000 customers are served by the system at this time. Ongoing construction in the distribution system includes new water lines coinciding with development, replacement of large valves, and the replacement of old, deteriorating cast iron water lines, many of which are in the east and central parts of the City.

In addition, the City maintains a separate water distribution system around the airport. This system includes pressure provided by the nine wells and one 0.5 MG elevated storage tank.

RECOMMENDATIONS:

An additional 2 MG elevated storage tank will be needed on the northwest edge of the City. Large valves and deteriorating lines in the system will need to be replaced.

A separate distribution system would need to be developed for effluent reuse water.

Anticipated industrial park growth around the Midland International Airport will necessitate study of the entire system and possible upgrade of the elevated storage tank to a 1.5 MG structure.

Future

The water distribution system will continue to grow based on population and development pressures. New lines will continue to extend into expanding areas of the City, mostly north and west, but also south to the Interstate. An additional 2 MG elevated storage tank will be needed on the northwest edge of the City. Construction is planned for the near future (2005) depending on growth. The replacement of large valves and deteriorating lines in the system will be necessary as well. A separate distribution system would need to be developed for effluent reuse water, which is in the study phase. This water would originate at an expanded wastewater treatment plant and be distributed to users for irrigation purposes. The separate distribution system would have its own pump station(s), storage tank(s), and pressurized pipes. At the airport's system, anticipated industrial park growth will necessitate study of the entire system and possible upgrade of the elevated storage tank to a 1.5 MG structure.

GENERAL ANALYSIS OF THE WATER SYSTEM

The current water system for the City of Midland is adequate for existing conditions and limited future growth. Water sources are also adequate, although some capital-intensive development of well-fields and upgrades to the treatment plant will be needed to meet the future demands. The water distribution system must continue to expand as growth dictates. Additional capital improvements within the City limits, particularly in the south side of town, are needed to bring adequate service to all residents and to promote business. Development is constrained in areas of the City where potable water is not available, especially considering that private groundwater wells in the area are experiencing contamination and flow rate issues.

RECOMMENDATIONS:

The current water system and current water sources are adequate for existing conditions and limited future growth.

Additional capital improvements in the south side of the City are needed to bring adequate service to residents and to promote business in the area.

Financing of water improvements is currently conducted through the water and sewer fund, a utility fee assessed to customers. This funding will continue to play a vital role in the financing of improvements, including retiring additional debt service needed to pay for large capital improvements, such as the development of T-Bar Ranch or the development of an effluent re-use treatment and distribution system.

Extensions of water lines have traditionally been developer driven. The City has constructed limited capital improvements, but this is not the normal mode of operation. The City would benefit from an updated master water distribution plan working in conjunction with a capital improvements program (CIP) to direct infrastructure installation ahead of development. This method would require the City to front the cost of installation and receive reimbursement in "pro-rata" collections or similar programs.

Water Conservation Efforts

In 2004 the City, in cooperation with many other local groups, approved a project to convert over 26 acres of Windlands Park into the most complete water conservation education sight in West Texas.

By using native varieties of grasses, plants, and trees and by irrigating with a drip system, water use during summer months is expected to be reduced to 17,023 gallons per week – saving nearly 369,000 gallons per week. At $2.20 per thousand gallons, this equates to about $810 saved per week during the summer months.

The City's Drought Contingency Plan was last updated in 1999, and provides a five-stage plan of action to address water shortages. Currently, the City does not require, but does encourage, water conservation. Mandatory conservation may be required in the future.

RECOMMENDED INFRASTRUCTURE EXTENSION POLICY

RECOMMENDATIONS:

Midland should require annexation prior to any extension or sale of water to new development. Additionally, subdivision standards should be maintained regardless of whether or not annexation occurs.

Water availability has become a critical issue throughout Texas. Groundwater as a source of public drinking water has been relied upon heavily throughout the state. Particularly in West Texas, the availability of ground water has led to significant growth in unincorporated areas surrounding many cities, and Midland is no exception. Several large partnerships are presently seeking to lease vast groundwater rights to transfer or transport to other areas of Texas. These conditions make it increasingly important for Midland to develop a strong policy regarding provision of its water to new development. The City's Subdivision Ordinance already requires adequate public facilities in the City and ETJ, but the addition of a policy on extending service would aid in City decisions regarding future extension of water and other facilities. Specifically, Midland should require annexation prior to any extension or sale of water to new development. Additionally, subdivision standards should be maintained regardless of whether or not annexation occurs. The purpose of this policy is to ensure that any

growth in the ETJ is not favored or "subsidized" over development inside the City limits. If standards are reduced in the ETJ, the City could create economic advantages for those developers. If water is provided to development outside the City limits, there will be little incentive to request annexation into the City. Once an area is subdivided into numerous lots, it becomes more difficult to annex it. Midland's water supply has been well managed, however, selling water to areas outside the City limits would be a counterproductive practice.

THE WASTEWATER SYSTEM

WASTEWATER COLLECTION SYSTEM

Existing

The wastewater collection system for the City of Midland contains over 500 miles of sewer lines, ranging from 4" to 42" diameter pipes. This system serves approximately 32,000 customers by collecting wastewater and delivering it to the Water Pollution Control Plant. Ongoing work in the collection system includes manhole rehabilitation and construction, video inspection of wastewater lines, replacement of deteriorated lines, and new construction for developing areas.

RECOMMENDATIONS:

Replacement of deteriorating lines and upgrades to overloaded lines will continue to be a priority.

As demand increases in the northern part of the City, the Midland Draw sewer line will be extended up to the Green Tree area.

Future

The wastewater collection system will continue to grow based on population and development pressures, and new lines will continue to extend into expanding areas of the City. Replacement of deteriorating lines and upgrades to overloaded lines will also continue to be a priority. As demand increases in the northern part of the City, the Midland Draw sewer line will be extended up to the Green Tree area. This will allow the wastewater to drain by gravity, eliminating the need for the force main system currently in Midland Drive.

Illustration 5-2

Illustration 5-3

WASTEWATER TREATMENT

Existing

The Water Pollution Control Plant is located at the intersection of FM 307 and I-20 on the southeast side of the City (see **Plate 5-3**). It was originally built in 1952 to treat 3.2 MGD. Over the years, the plant has been expanded and upgraded to the point that it now has the capacity to treat 21 MGD. The average annual flow is currently 11.5 MGD, with peak flows of 12.5 MGD.

Future

The 21 MGD capacity of the plant will be adequate for a projected population capacity of 130,000. The plant can be expanded to treat a design flow of 28 MGD for a population capacity of 173,000. A proposal to treat and re-use the effluent for irrigation on public lands is under consideration. If undertaken, an enhanced treatment capability would be required. Expansion of the existing facility would be needed to produce the higher quality effluent.

RECOMMENDATIONS:

The existing wastewater treatment plant will be adequate for a projected population of 130,000 people.

If the City decides to reuse effluent for irrigation on public lands, enhanced treatment capability will be required.

WASTEWATER DISPOSAL

Existing

The City's current method of wastewater disposal is 100 percent reuse. This is accomplished through the irrigation of the Effluent Farms, both near the treatment plant and at Spraberry. These farms total approximately 6,000 acres of non-public access, City-owned pasture and cultivated land. The farm operation has enough acreage under irrigation to handle a plant average flow of 15-20 MGD. Sludge from the plant is disposed of as beneficial land application on 725 acres near the plant, a part of the effluent farm.

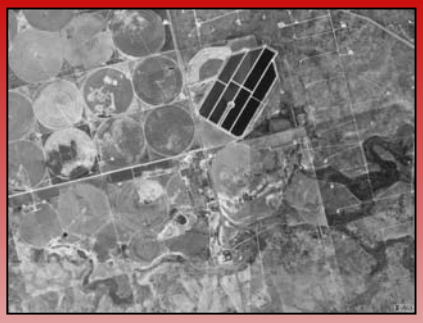


Illustration 5-4

Future

Permits have been approved for additional acreage to match the current and future plant capacity with irrigation at the farms. If the effluent reuse project is undertaken, then irrigation at the effluent farms would decrease, particularly during the summer months when the effluent water will most likely be desired by other users.

GENERAL ANALYSIS OF THE WASTEWATER SYSTEM

The current sanitary sewer system for the City of Midland is adequate for existing conditions and limited future growth. The sewer collection system continues to expand as growth dictates. Additional capital improvements within the City limits, particularly in the north side of town, will eliminate the need for several force mains, which are the most costly to maintain. The wastewater treatment plant and effluent farms for disposal are prepared for significant future growth. Development constraints exist in areas where sanitary sewer service is not available.

The financing of sanitary sewer improvements is currently conducted through the water and sewer fund. This funding will continue to play a vital role in the financing of improvements, including retiring additional debt service needed to pay for large capital improvements, such as the extension of the large interceptors or the development of an effluent re-use treatment and distribution system.

Extensions of sanitary sewer lines have also been developer driven. The City could benefit from an updated master sanitary sewer collection plan that could work with other policies to direct the installation of infrastructure ahead of development. This method would require the City to front the cost of installation and receive reimbursement in "pro-rata" collections.

RECOMMENDATIONS:

Additional capital improvements within the City limits, particularly in the north side of town, will eliminate the need for several force mains.

The City could benefit from an updated master sanitary sewer collection plan that could direct infrastructure provision ahead of development.

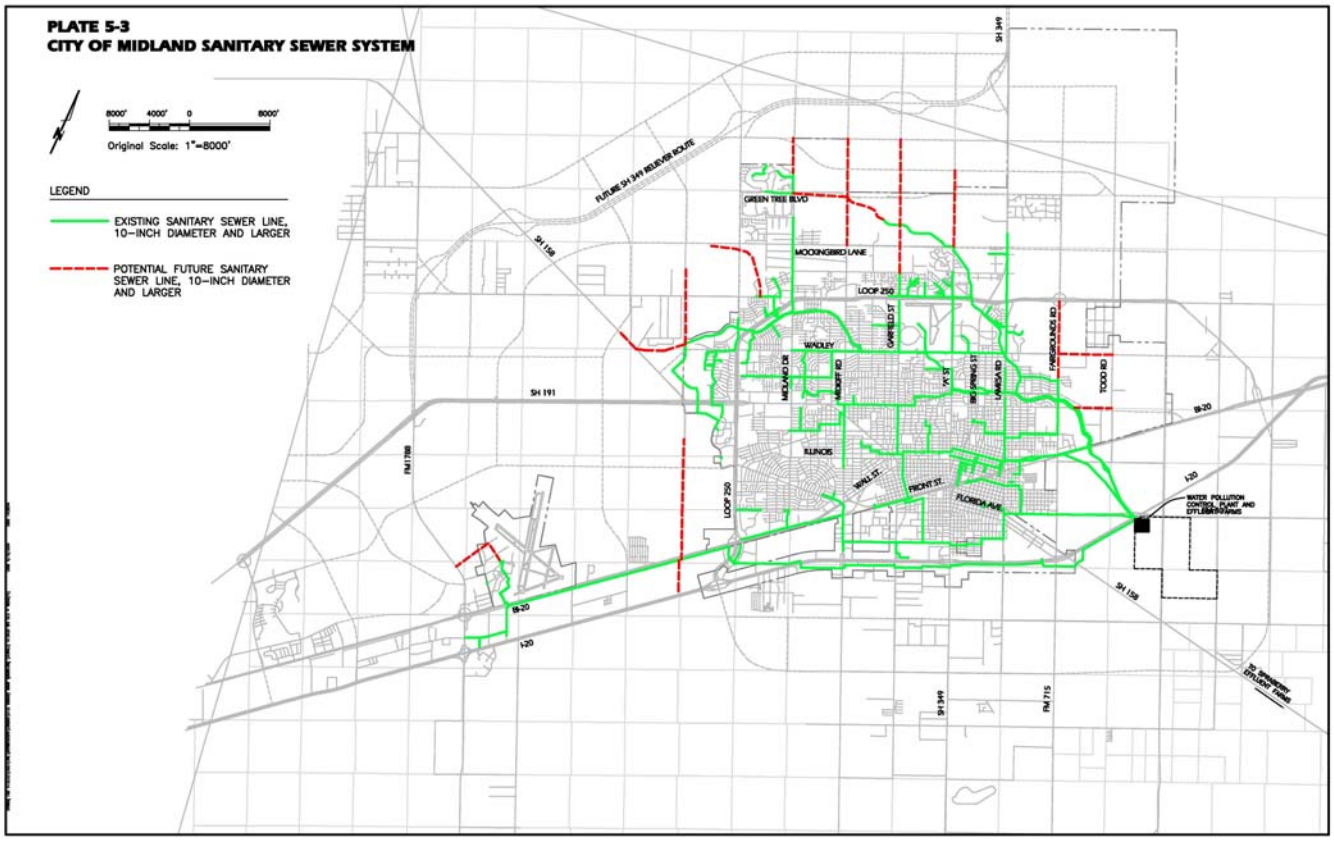


PLATE 5-3
CITY OF MIDLAND SANITARY SEWER SYSTEM
8000' 4000' 0 8000'
Original Scale: 1"=8000'
LEGEND
EXISTING SANITARY SEWER LINE, 10-INCH DIAMETER AND LARGER
POTENTIAL FUTURE SANITARY SEWER LINE, 10-INCH DIAMETER AND LARGER
FUTURE SH 349 RELIEVER ROUTE
GREEN TREE BLVD
MOCKINGBIRD LANE
LOOP 250
WADLEY
GARFIELD ST
MIDLAND DR
MIDOFF RD
"A" ST
BIG SPRING ST
LAMESA RD
FAIRGROUNDS RD
TODD RD
SH 158
SH 191
SH 349
FM 1788
FM 715
BI-20
I-20
ILLINOIS
WALL ST.
FRONT ST.
FLORIDA AVE.
WATER POLLUTION CONTROL PLANT AND EFFLUENT FARMS
TO SPRINGBERRY EFFLUENT FARMS

MIDLAND
CITY OF MIDLAND

THE DRAINAGE SYSTEM

DRAINAGE – FLOOD CONTROL

Existing

The City of Midland was built just downstream of the confluence of two major draws, Midland Draw and Jal Draw. These two watersheds include 363 square miles. Four other watersheds contribute an additional 49 square miles, for a total watershed area of 412 square miles. The vast majority of this area is north and west of the City. The City has been growing within these watersheds, and will likely continue to do so, which leads to an increased likelihood of downstream flooding.

Illustration 5-5

This growth pattern and the associated risk of flooding led to the development of two major stormwater and drainage documents in the 1990's. First, in 1993, the City produced the Storm Drainage Design Manual. This document outlines the policy for the planning, design, and installation of stormwater conveyance, detention, and storage facilities. The manual's guidelines help to minimize stormwater impacts on the existing drainage systems and the downstream areas in general, mitigate street flooding, and promote orderly community growth. The second major document, the City of Midland's Master Drainage Plan, was completed in 1996. This plan serves to outline a long-range plan for drainage improvements that allow upstream watersheds to develop while minimizing increased flood damage potential in other areas, and that reduce existing flood potential where possible within the City. The City's Engineering Services Division administers the floodplain regulations, including the latest map revision for the entire City, which was completed in December 1999. Currently the City owns and maintains detention basins (some of which double as parks), channels, culverts, and storm sewers as part of their flood control system. See **Plate 5-4** for the location of stormwater facilities and needed improvements.

The two drainage documents are implemented through the subdivision process. The main challenge for implementing the drainage documents has been to reach agreements with various landowners regarding their share of regional improvements, and to determine the appropriate level of City participation. Because the City does not have impact fees, developers near planned regional drainage facilities have been given a choice of onsite detention or participation in the regional facility. Development agreements have been put in place in several instances.

In the period from 1998 to 2002, about $6.0 Million was spent on drainage projects within the City limits. About 75 percent of the total was spent in association with current development projects and TxDOT projects. The remaining 25 percent was spent to correct drainage problems in areas that were previously developed. This spending pattern reflects the fact that a majority of the City's

drainage spending is dictated by other's schedules, rather than by appropriating funds to address a prioritized list of drainage problems, and points out the need for dedicated drainage spending to ensure that urgent needs in fully developed areas are met.

Aesthetics have been another challenge in the process of developing a system of channels and retention basins. Limited rainfall results in sparse natural vegetation of these features, especially on the upper portions of the banks. Irrigation is generally too expensive, except for developer-owned basins that are landscaped as an amenity. The City Code does not fully regulate factors that influence the appearance of drainage features, such as retaining topsoil, establishing a minimum cover of native grass, or use of other native landscape materials that could be maintained at minimal expense. Addressing these types of practices could substantially impact the community's image.

Future

The City of Midland is committed to administering the Storm Drainage Design Manual for new subdivisions and to implementing the Master Drainage Plan. In 2002, the City Council appointed a Stormwater Advisory Committee (SWAC), which recommended that the City increase spending on drainage capital improvements and recommended a list of capital improvements as top priorities for the City, as listed in **Table 5-1**. Locations of the projects are marked in **Plate 5-4**. Since minimal developer participation is expected for these projects and as recent spending patterns show, the City has been unable to direct adequate funds toward City-initiated and City-funded projects, the SWAC recommended that a drainage fee be adopted to fund targeted capital spending.

Table 5-1
Drainage Capital Improvements List

Number	*Project*	*Description*	*Total Cost*	*Approximate City Share*
1	JA8 SUB-BASIN IMPROVEMENTS	2 Detention Basins, Storm Sewer, Culvert Under Wadley, Channel to Jal Draw	$1,550,000	$1,100,000
2	GREATHOUSE CHANNEL IMPROVEMENTS	Channel to Loop 250, Culvert under Loop 250FR	$287,000	$114,000
3	MIDLAND DRAW EXCAVATION	Final Excavation of Midland Draw from BI-20 to Loop 250 + 8 Culverts	$5,960,000	$5,960,000
4	I-20 DETENTION BASINS	3 Detention Basins just north of I-20, Culverts, Storm Sewer	$5,590,000	$2,000,000
5	STORM SEWER IN FLORIDA and FAIRGROUNDS RD	Storm Sewer in Florida Av from I-20 To LAMESA RD	$5,600,000	$5,600,000
6	STORM SEWER IN GREENBRIAR & NORWOOD	Storm Sewer in Greenbriar and Norwood Drives from Wadley to Jal Draw	$3,000,000	$3,000,000
7	RETENTION for 349 RANCH ESTATES	Acquire lots, use as borrow source for remaining lots	$200,000	$150,000
8	JAL DRAW EXCAVATION	Final Excavation of Jal Draw from Midland Draw to I St + 1 Culvert	$3,030,000	$3,030,000
9	INDUSTRIAL CHANNEL EXCAVATION	Final Excavation of Industrial Channel from Midland Draw to Lamesa Rd + 1 Culvert	$730,000	$730,000
10	GARFIELD STORM DRAIN	24" Pipe from GCR to Michigan	$700,000	$700,000

Table 5-1
Drainage Capital Improvements List

Number	*Project*	*Description*	*Total Cost*	*Approximate City Share*
11	JAL DRAW SLOPE PROTECTION	Slope protection along draw from Whitney to I St	$1,000,000	$1,000,000
12	CJ KELLY PARK EXCAVATION	Completion of channel excavation in park	$600,000	$600,000
13	WALL ST: BIG SPRING TO FRONT	Relocate inlets	$66,000	$66,000
14	HOLIDAY HILL RD: BRIARWOOD TO G.T. BLVD	Storm drain or ditch to carry water north	$800,000	$800,000
15	MOCKINGBIRD LANE: MIDKIFF TO BIG SPRING	Storm drain in street	$300,000	$300,000
16	GARFIELD/COTTON FLAT RD CONNECTION	Drainage for connector project	$100,000	$100,000
17	JAL DRAW (CITY PARTICIPATION)	MDP Improvements from Crowley to end (1/2 width & final structures)	$4,000,000	$1,100,000
18	MIDLAND DRAW (CITY PARTICIPATION)	MDP Improvements from Mockingbird to Midkiff (1/2 width & final structures)	$5,700,000	$2,500,000
19	ONGOING LOCALLIZED DRAINAGE IMPROVEMENTS	Valley gutters, flumes, nuisance water drains, reduce ponding in parks, etc.	$1,160,000	$1,160,000
TOTALS:			**$40,373,000**	**$29,720,000**

RECOMMENDATIONS:

The City should use Table 5-1 as a guide for future capital improvements related to drainage.

The Storm Water Advisory Committee recommended that a drainage fee be adopted to fund increased capital spending.

The City should continue to develop a plan for drainage along IH 20 in coordination with TxDOT and local property owners.

The City should adopt code language addressing issues of drainage facility appearance.

Recently, a revised plan for detention along the I-20 corridor has been under consideration. Following a drainage study conducted by TxDOT, the City's elected to provide detention in several locations approximately 500-1000 feet north of I-20. The basins would preserve development areas along the highway while reducing flood impacts at the frontage road. The City should continue to develop this plan in coordination with TxDOT and local property owners.

The City should also amend the Code to address the appearance of the drainage basins mentioned above. The new provisions should not require landscaping that would need irrigation beyond the initial establishment period of several months.

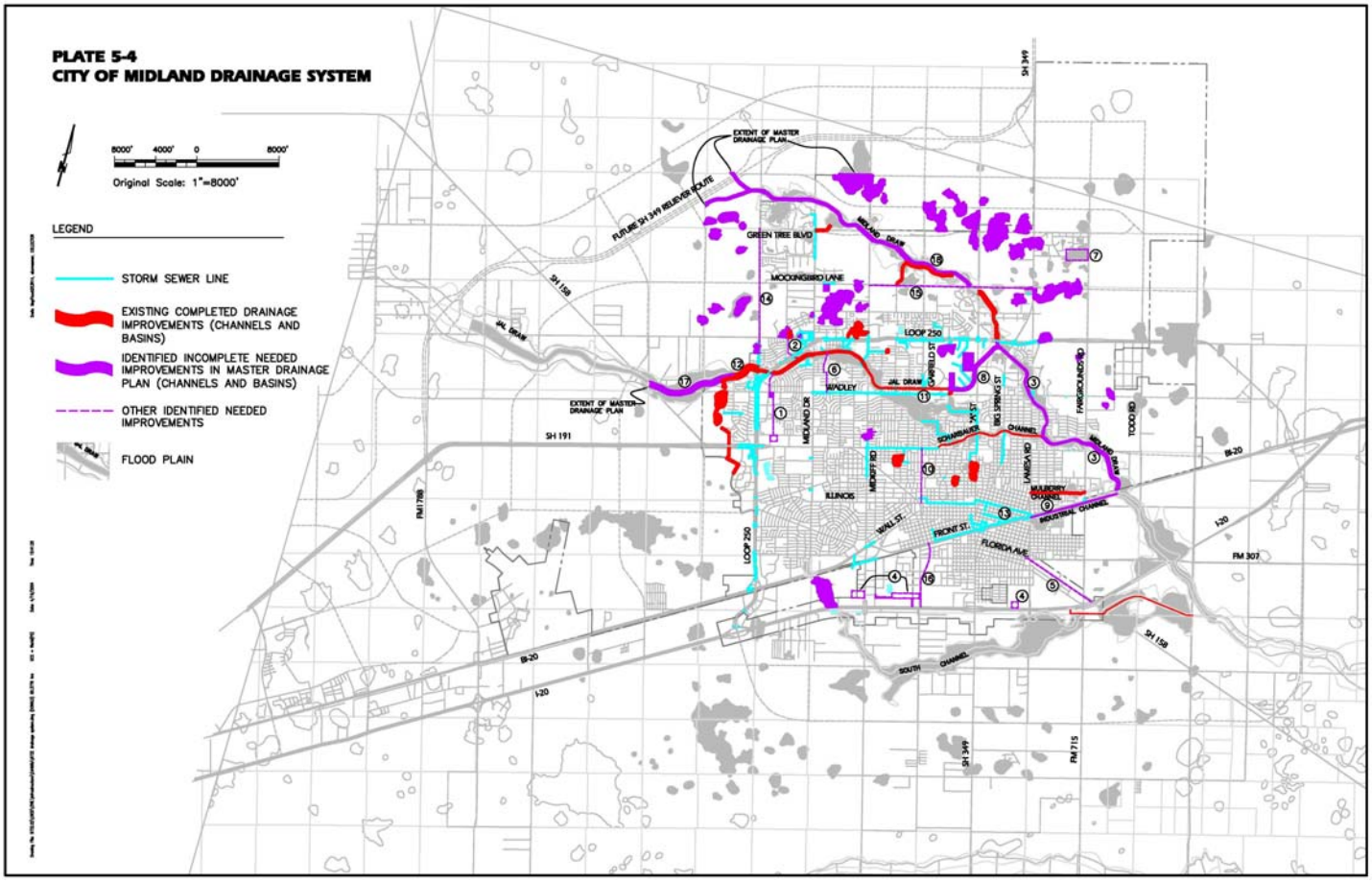


PLATE 5-4
CITY OF MIDLAND DRAINAGE SYSTEM
8000' 4000' 0 8000'
Original Scale: 1"=8000'
LEGEND
STORM SEWER LINE
EXISTING COMPLETED DRAINAGE IMPROVEMENTS (CHANNELS AND BASINS)
IDENTIFIED INCOMPLETE NEEDED IMPROVEMENTS IN MASTER DRAINAGE PLAN (CHANNELS AND BASINS)
OTHER IDENTIFIED NEEDED IMPROVEMENTS
FLOOD PLAIN
EXTENT OF MASTER DRAINAGE PLAN
FUTURE SH 349 RELIEVER ROUTE
GREEN TREE BLVD
MIDLAND DRAIN
MOCKINGBIRD LANE
LOOP 250
JAL DRAIN
WADLEY
MIDLAND DR
GARFIELD ST
BIG SPRING ST
FAIRGROUNDS RD
TODD RD
SCHARBAUER
CHANNEL
LAMESA RD
MULBERRY CHANNEL
INDUSTRIAL CHANNEL
MIDKIFF RD
ILLINOIS
WALL ST.
FRONT ST.
FLORIDA AVE.
SOUTH CHANNEL
SH 349
SH 158
SH 191
FM 1788
FM 307
FM 715
I-20

MIDLAND
CITY OF MIDLAND

DRAINAGE – STORMWATER MANAGEMENT

Existing

Stormwater management in the City of Midland has previously been associated with implementation of the Master Drainage Plan and the Storm Drainage Design Manual. However, this procedure will soon be supplemented by additional Federal requirements.

Illustration 5-6

Future

It is expected that by the year 2005 the City will be required to comply with Phase II of the National Pollutant Discharge Elimination System (NPDES) Stormwater Permitting regulations as directed by the Environmental Protection Agency (EPA) and administered in Texas by the Texas Commission on Environmental Quality (TCEQ). Permits will be required for the municipal stormwater discharge system, industrial sites (already permitted), and construction sites (TCEQ permits now required for sites over one acre in size). The City is responsible for the enforcement and administration of the permit. The Storm Water Advisory Committee (SWAC) has recommended a storm water management plan that will comply with the new regulations. Several new programs will be required to satisfy this permit, resulting in a need for increased funding. City Council will be faced with the decision on whether to fund these programs through the drainage fee recommended by the SWAC, or through other means.

RECOMMENDATIONS:

The Storm Water Advisory Committee has recommended a storm water management plan that will comply with the new Stormwater Permitting regulations.

City Council will need to decide whether to fund these programs through the drainage fee recommended by the SWAC, or through other means.

GENERAL ANALYSIS OF THE DRAINAGE SYSTEM

Newer portions of the City are adequately protected from flooding of streets and homes by enforcement of the drainage related documents adopted in the 1990s. However, significant investment in upgrading older drainage channels and structures and installation of additional storm sewers are needed. Current funding levels will not be sufficient to complete the proposed capital improvements for many years. For example, within a five-year period, only 25 percent of total drainage funds were spent on projects of this sort. The remaining 75 percent was used for developer projects and in new storm drain systems for streets reconstructed using TxDOT funds. Funding was by the City, developers or TxDOT. These projects alleviated some existing problems. However, to allow drainage projects to be targeted to the greatest drainage needs as well as to areas

experiencing development or reconstruction, the Stormwater Advisory Committee has recommended increased spending on capital projects and an additional funding source.

The existing drainage system has been designed principally for flood control. Aesthetics and stormwater quality have rarely been considered. The City of Midland faces a challenge of implementing a federally mandated program designed to reduce pollution of stormwater runoff. This will require new programs, particularly in enforcement of construction site erosion controls. This program may provide opportunities to focus on the appearance of drainage facilities, since establishment of vegetation cover is an excellent erosion control practice. As always in a semi-arid region, desire for a green appearance should be balanced by concern for the City's long-term water-supply.

RECOMMENDATIONS:

Significant investment in upgrading older drainage channels and structures and in installing additional storm sewers is still needed - The Stormwater Advisory Committee has recommended increased spending on capital projects and an additional funding source.

In terms of the aesthetics of future drainage facilities, the desire for a green appearance should be balanced by concern for Midland's long-term water-supply.

CONCLUSION

Infrastructure maintenance and improvements will require consistent administration by the City. It should be noted that recommendations for infrastructure are predicated upon the goals and objectives formulated during the comprehensive planning process (Chapter 2). Midland's *Infrastructure Assessment* recommendations are summarized along with related goals and objectives within **Table 5-2**.

TABLE 5-2
Summary – Infrastructure Assessment Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Assuming a peak demand of approximately 450 gallons per person, the ultimate population that could be served by Midland's current water supply system is 118,000 people.	*Objective G-1.1:* Correlate the capacity of infrastructure systems to population growth estimates.
With the possibility of industrial park growth around the Midland International Airport, consideration should be given to studying the volume/yield of that existing well field. If inadequate for future growth, a second source will be needed in this area.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.
Additional maintenance of the water treatment system is required due to the increased plant load and equipment aging.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.
As water quality regulations become increasingly strict, upgrades to the water treatment plant will be required. Also, increased regulations for arsenic and perchlorate in the City's groundwater will require some modifications in the treatment processes in the very near future.	
An additional 2 MG elevated storage tank will be needed on the northwest edge of the City. The replacement of large valves and deteriorating lines in the system will be necessary as well.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.
A separate distribution system will need to be developed for use of effluent.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.

TABLE 5-2, Cont'd
Summary – Infrastructure Assessment Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	**Related Goal or Objective from Chapter 2**
The current water system and current water sources are adequate for existing conditions and limited future growth.	*Objective G-1.1:* Correlate the capacity of infrastructure systems to population growth estimates.
Additional capital improvements in the south side of the City are needed to bring adequate service to residents and to promote business in the area.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.
Anticipated industrial park growth around the Midland International Airport will necessitate study of the entire system and possible upgrade of the elevated storage tank to a 1.5 MG structure.	
Midland should require annexation prior to any extension or sale of water to new development. Additionally, subdivision standards should be maintained regardless of whether or not annexation occurs.	*Objective G-1.4:* Identify incentives for growth inside the City in areas that are currently served or can be readily served by infrastructure.
Replacement of deteriorating sewer lines and upgrades to overloaded lines will continue to be a priority.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.
As demand increases in the northern part of the City, the Midland Draw sewer line will be extended up to the Green Tree area.	
The existing wastewater treatment plant will be adequate for a projected population of 130,000 people.	*Objective G-1.1:* Correlate the capacity of infrastructure systems to population growth estimates.
If the City decides to reuse effluent for irrigation on public lands, enhanced treatment capability will be required.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.
Additional wastewater capital improvements within the City limits, particularly in the north side of town, will eliminate the need for several force mains.	

TABLE 5-2, Cont'd
Summary – Infrastructure Assessment Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City could benefit from an updated master sanitary sewer collection plan that could direct infrastructure provision ahead of development.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.
The City should use Table 5-1 as a guide for future capital improvements related to drainage.	
The Stormwater Advisory Committee recommended that a drainage fee be adopted to fund increased capital spending.	*Objective G-2.3:* Research alternate funding mechanisms, including developer participation, to meet the City's infrastructure capacity needs for accommodating growth.
The City should continue to develop a plan for drainage along IH 20 in coordination with TxDOT and local property owners.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.
The City should adopt code language addressing issues of drainage facility appearance.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.
The Stormwater Advisory Committee has recommended a storm water management plan that will comply with the new Stormwater Permitting regulations.	*Goal G-2:* Ensure that the City is prepared for the implementation of Stormwater Prevention Phase II, as mandated by the Texas Commission on Environmental Quality (formerly the TNRCC).
City Council will need to decide whether to fund these programs through the drainage fee recommended by the SWAC, or through other means.	*Objective G-2.3:* Research alternate funding mechanisms, including developer participation, to meet the City's infrastructure capacity needs for accommodating growth.
Significant investment in upgrading older drainage channels and structures and in installing additional storm sewers is needed.	
In terms of the appearance of future drainage facilities, the desire for a green appearance should be balanced by concern for Midland's long-term water-supply.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.

PROVIDING QUALITY PLACES TO LIVE WITHIN MIDLAND

The Housing & Neighborhood Strategies Plan

INTRODUCTION

The words *housing* and *neighborhood* can be defined in the context of structural or physical characteristics, but the meaning can also be applied in a broader sense. More than simply a dwelling or a shelter, *housing* impacts the way in which a family lives and the way in which an area is percieved. The term *neighborhood* also includes the sense of community that can be felt and quality of life that can be enjoyed by residents.

Housing and related neighborhoods are inherently unique, and that uniqueness makes it difficult to precisely define them. Although such things cannot be easily described, a healthy neighborhood is generally made up of quality housing that is occupied by residents who take pride in their homes and property. A neighborhood is the setting in which residents may develop a sense of belonging through their interactions, common interests, and by simply "being neighbors." It is, therefore, in the public interest not only to maintain individual housing units, but also to promote the overall well being of neighborhood areas. To accomplish this requires cooperative action by property owners, tenants, the municipality and volunteers - such cooperative efforts can achieve the highest possible housing quality and environmental character within each neighborhood area. This *Housing & Neighborhood Strategies Plan* discusses various means of stabilizing housing, preserving older residential areas, and encouraging quality new residential development in Midland.

HOUSING
Pronunciation: hau-zing
Function: noun
Date: 14th century

1: a: shelter, lodging; b: dwellings provided for people; 2: something that covers or protects

NEIGHBORHOOD
Pronunciation: nA-br-hood
Function: noun
Date: 15th century

1: neighborly relationship; 2: the quality or state of being neighbors in proximity; 3: a: a place or region near or in vicinity; b: the people living near one another; c: a section lived in by neighbors and usually having distinguishing characteristics

Source: Merriam Webster Online Dictionary

SUSTAINABLE HOUSING & NEIGHBORHOODS

Much of the discussion and many of the recommendations in this chapter address the importance of creating and maintaining neighborhoods that are sustainable. In the context of housing and neighborhoods, the term sustainability can be defined by a number of attributes, as described below:

- The housing units are of quality construction and well-maintained;
- Schools and recreational facilities are located close to, or preferably in a central section of the neighborhood;
- Nonresidential land uses (e.g., public, office, and retail land uses) are carefully and strategically placed in relation to the neighborhood;
- Emergency services, such as fire, medical and police services, are readily accessible;
- There is adequate lighting and other features that foster feelings of safety;
- There is continued investment in public and private property to stabilize property values;
- The majority of the dwelling units are owner-occupied;
- The public facilities and infrastructure serving the neighborhood are well-maintained; and
- There are opportunities for social interaction; and
- There is a sense of "community" and "belonging" among residents.

RECOMMENDATION:
The City should strive to ensure that attributes associated with sustainability are part of existing and future neighborhoods within Midland.

The City should strive to ensure that these qualities are part of every existing neighborhood area in Midland. The City should also ensure that future neighborhoods are designed and maintained in accordance with these characteristics of sustainability. There are recommendations within this chapter that are pertinent to the creation of sustainable neighborhoods in Midland.

AFFORDABLE HOUSING & NEIGHBORHOODS

While it is important for housing in Midland to be of a high quality, it is equally important for it to be affordable. Market demands ensure that homes within the high to moderate price range are available. However, although there may be a regional need for affordable homes, the smaller profit margin makes the development of such projects less attractive. Therefore, the concern for most cities is ensuring that an adequate amount of housing is provided for low-income individuals and families.

Affordability is often difficult to calculate due to the fact that there are numerous factors involved, such as level of income, cost of utilities, location of housing, and number of family members. In order to help cities across the United States set criteria for housing programs and assistance, the federal Department of Housing and Urban Development (HUD) has developed affordability data that cities can use in preparing the Comprehensive Housing Affordability Strategy (CHAS). HUD defines "affordable" as gross rent (rent and utilities) less than or equal to 30% of a household's gross income. The year 2000 income guidelines for a family of four are as follows:

Low Income *(80% of Median)*	Very Low *(50% of Median)*	Extremely Low *(30% of Median)*
$33,350	$20,850	$12,500

Table 6-1 contains information about housing value in the Odessa-Midland MSA for 2000 from the census. Using the HUD guideline for affordability as defined above, together with **Table 6-1**, the following generalities can be made about the affordability of single-family housing in the area:

- If a low-income family of four ($33,350) can spend 30 percent[6-1] of their income on housing expenses, such a family can manage approximately $10,000 annually or $833 monthly on housing costs, including utilities.
- According to standard mortgage calculations, such a family could afford a house equal to the median value or $59,100, with a mortgage payment of approximately $620 monthly, excluding utilities[6-2].

TABLE 6-1
Housing Value - 2000
Odessa-Midland Metropolitan Statistical Area (MSA)

HOUSING VALUE	Number	Percentage
Less than $50,000	20,020	30%
$50,000 to $99,999	18,974	42%
$100,000 to $149,999	5,930	15%
$150,000 to $199,999	2,308	7%
$200,000 to $499,999	1686	5.5%
$500,000 to $ 999,999	98	<1%
$1,000,000 or more	21	<1%
Median Value $59,100		

Source: U.S. Census

- The maximum that such a family could afford is a house with a cost of approximately $99,999; the mortgage payment of which would be approximately $940 monthly, excluding utilities [6-3].
- Using the above mortgage calculations in conjunction with the housing values from **Table 6-1** indicates that approximately 72 percent of the single-family housing in the Odessa-Midland area is affordable for a low income family of four.

Rental information for the Odessa-Midland MSA is contained in **Table 6-2**. Based on this information, the following generalities can be stated about the affordability of local rental units:

6-1 Source: Texas Department of Housing and Community Affairs, ADDRESS: www.tdhca.state.tx.us/glossary.htm.
6-2 Source: America Mortgage Online, ADDRESS: www.amo-mortgage.com.
6-3 Ibid.

- If a low-income family of four ($33,350) can spend 30 percent on housing expenses, such a family can manage approximately $10,000 annually or $833 monthly on housing costs, including utilities.
- Using standard affordability calculations, such a family could afford rent equal to the median value of $435 monthly.
- In 2000, there were 23,270 rental units with gross rental rates less than $900 per month.

TABLE 6-2
Gross Rent - 2000
Odessa-Midland Metropolitan Statistical Area (MSA)

GROSS RENT	Number	Percentage
Less than $200	1,163	4%
$200 to $299	3263	12.%
$300 to $499	11,338	43.%
$500 to $749	6,189	23%
$750 to $899	1,317	5%
$900 to $999	516	2%
$1,000 or more	996	4%
No cash rent	1,927	7%
Median Value: $435		

Source: U.S. Census

- Approximately 87 percent of the rental units in the area are affordable for a low income family of four.

RECOMMENDATION:
The City should strive to maintain existing housing – existing housing will be significant in providing affordable housing to future citizens.

Two general conclusions about the availability of affordable housing in the Midland area in 2000 can be drawn from this data:

1) Well over half of the existing single-family homes and rental units in the Midland area can be classified as affordable.
2) The housing available now will be the most affordable in the future, since new housing is typically more expensive.

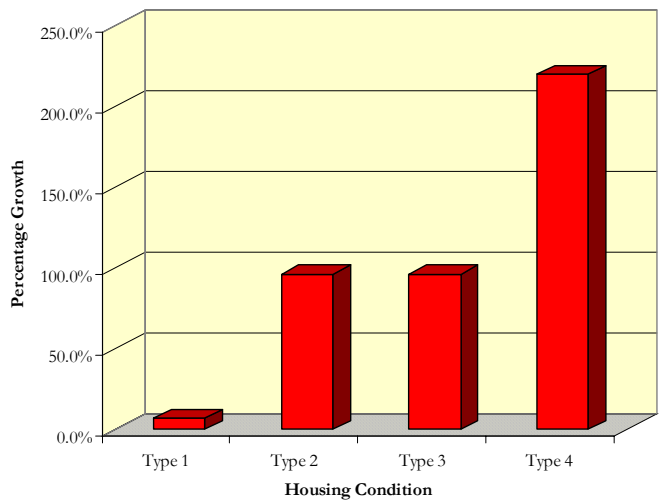
The second conclusion is an important fact that cannot be overstated: the most significant source of affordable housing in the future will come from our current housing stock. It is therefore critical that existing housing be maintained. This need for long-term maintenance is tied directly to another characteristic of affordable housing; besides the financial component, housing must be safe, decent, and sanitary. To ensure that affordable housing is also suitable for habitation, the City should take steps to maintain existing housing. Recommendations related to creating and maintaining affordable housing follows.

TRENDS IN LOCAL HOUSING CONDITION

Midland City staff conducted a field assessment of the City's housing stock in 2002 during the data-gathering phase of the comprehensive planning process. In 1984, a similar assessment was done in preparation for the 1987 Centennial Plan. **Table 6-3** displays the data from these two surveys, offering a comparative analysis of how housing has been maintained over a period of nearly two decades. It should be noted that over 7,000 new housing units have been constructed since 1984

survey was completed. **Figure 6-1** shows the increase of each housing type between 1984 and 2002. The categories for housing condition are *Type 1 - Sound* (no repair needed), *Type 2 - Minor Repair* (can be done by owner), *Type 3 - Major Repair* (contractor likely, for example roof replacement), or *Type 4 - Dilapidated* (demolition likely).

Figure 6-1
Percentage Growth in Each Housing Type Between 1984 & 2002
City of Midland, Texas



Based on this comparison, the following conclusions can be made about changes in Midland housing:

- There has been a 14 percent decrease in the percentage of *Type 1* units.

TABLE 6-3
Single-Family and Two-Family Housing Condition By Type Throughout the City
City of Midland, Texas

Housing Condition	1984		2002		Numerical Difference	Numerical Percentage Difference	Calculated Percentage Difference
	Number	Percentage	Number	Percentage			
Type 1: Sound	15,438	71.5%	16,509	57.5%	(+) 1,071	(-) 14.0%	6.9%
Type 2: Minor Repair	4,813	22.3%	9,430	32.8%	(+) 4,617	(+) 10.6%	95.9%
Type 3: Major Repair	1,249	5.8%	2,448	8.5%	(+) 1,199	(+) 2.7%	95.9%
Type 4: Dilapidated	106	0.5%	339	1.2%	(+) 233	(+) 0.7%	219.8%
Total	21,606	100.0%	28,726	100.0%	(+) 7,120	*n/a*	*n/a*

- There has been a 10.6 percent increase in the number of *Type 2* units.
- The combined percentages of *Type 1* and *Type 2* units in 1984 (94 percent) and 2002 (90 percent) have stayed fairly consistent.
- *Type 3* and *Type 4* units have increased significantly – *Type 3* units have increased by almost 1,200 and *Type 4* units have increased by over 230.

Based on these analyses, it can be concluded that the local housing stock in Midland has generally declined in the past two decades, as indicated in **Figure 6-1**. A number of recommendations in this *Housing & Neighborhood Strategies Plan* address ways in which the City can work to reverse this trend.

HOUSING & NEIGHBORHOOD STRATEGIES FOR DEVELOPED AREAS

SPECIFIC ACTION STRATEGIES FOR DEVELOPED AREAS

To aid in preserving and rehabilitating existing housing units, four action strategies are recommended: Neighborhood Preservation, Housing Maintenance, Housing Rehabilitation, or Clearance and Redevelopment. **Plate 6-1** displays the various areas of Midland identified for each type of housing strategy. The target areas were identified based on the 2002 housing assessment, results of which are represented in **Table 6-3**. More than one strategy has been recommended for those areas with a mix of housing conditions, rather than one prevailing type of housing condition.

NP

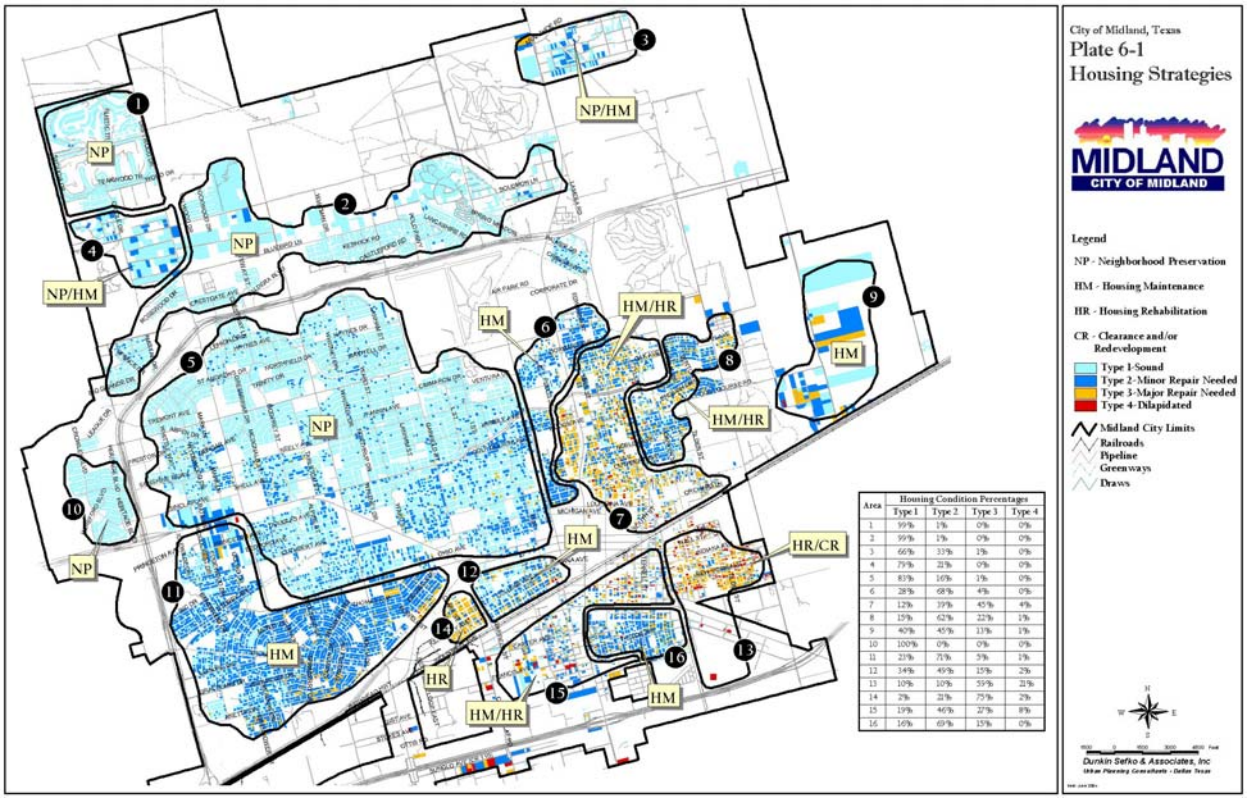
RECOMMENDATIONS:
The City should sustain and protect existing desirable conditions through actions such as: proactive code enforcement, ensuring complementary relationships with adjacent land uses, and providing and maintaining community elements.

Neighborhood Preservation

A preservation strategy is appropriate for those areas identified with predominately sound, quality housing. Over 57 percent of the housing units in Midland have been identified as *Type 1*, which describes units that are maintained in good physical condition (refer to the *Baseline Analysis* for additional information). In areas identified for the *Neighborhood Preservation Strategy* (marked with an "NP" on **Plate 6-1**), the City should adopt a policy to sustain and protect existing desirable conditions.

- This can most successfully be achieved by proactive code enforcement in and around these areas.
- Also important is ensuring that a complementary relationship with adjacent land uses is provided through careful review of development proposals in proximity to the identified areas.
- An effective *Neighborhood Preservation Strategy* includes the continued provision and maintenance of adequate utilities and community facilities, such as parks, schools and streets.

Preservation efforts by Midland within these areas should minimize the need for future rehabilitation programs. Appropriate City departments as part of normal planning, community development, and code enforcement practices can implement the Neighborhood Preservation Strategy.



Area	Housing Condition Percentages			
	Type 1	Type 2	Type 3	Type 4
1	99%	1%	0%	0%
2	99%	1%	0%	0%
3	66%	33%	1%	0%
4	79%	21%	0%	0%
5	83%	16%	1%	0%
6	28%	68%	4%	0%
7	12%	39%	45%	4%
8	15%	62%	22%	1%
9	40%	45%	13%	1%
10	100%	0%	0%	0%
11	21%	71%	5%	1%
12	34%	49%	15%	2%
13	10%	10%	59%	21%
14	2%	21%	75%	2%
15	19%	46%	27%	8%
16	16%	69%	15%	0%

Housing Maintenance

The *Housing Maintenance Strategy* is appropriate in areas where the housing units are substantially sound but are in need of minor repairs that homeowners can accomplish themselves, such as paint. Those areas with a majority of *Type 2* units are identified with an "HM" on **Plate 6-1**. The intent of the *Housing Maintenance Strategy* is to target areas wherein 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.

HM

RECOMMENDATIONS:

The City should address identified Type 2 units immediately through code enforcement efforts and through neighborhood interaction by designated City staff.

In 2002, nearly 33 percent of the City's single-family homes were categorized as *Type 2*. The City should encourage homeowner maintenance in these areas. Code enforcement should continue their efforts to have weedy lots cleaned up and junk cars removed, and through neighborhood interaction by designated City staff (discussed in detail later within this chapter). Proactive intervention can result in *Type 2* units being improved to a *Type 1* condition, which would enhance the overall image of Midland and work to preserve our housing stock.

Housing Rehabilitation

The *Housing Rehabilitation Strategy* is appropriate in areas where the housing units are either in need of multiple minor repairs or more intensive repairs, such as a new roof. (For the purpose of discussions herein, intensive or major repairs are generally those that require a professional to complete.) Areas identified with an "HR" on **Plate 6-1** generally have a large percentage or a majority of *Type 3* units. The primary intent of this strategy is to reduce the likelihood of further decline of units in the identified areas.

HR

RECOMMENDATIONS:

The City should immediately engage in a consistent, sustained effort targeted at areas identified as "HR" on Plate 6-1, principally by utilizing housing maintenance programs and involving both the private sector and volunteerism.

In 2002, approximately 8.5 percent of all single-family units in Midland fell within the *Type 3* category. If the necessary repairs are not accomplished, these units may fall into the *Type 4* category, making them virtually uninhabitable. The City should not allow such units to become a serious public safety concern. Also important is the affect that *Type 3* units can have on sound, quality neighborhoods nearby – if the deterioration of housing units within a neighborhood is not addressed, in time the decline will begin to have a negative impact on adjoining areas.

Clearance & Redevelopment

Redevelopment involves the clearance of structures and preparation of the lot for new construction. Such a strategy is necessary when a housing unit reaches such a state of deterioration that rehabilitation becomes unfeasible. As **Table 6-3** shows, in 2002 there were 339 structures (1.2 percent) out of nearly 29,000 single-family units that were considered beyond the point of rehabilitation and therefore in need of removal. At the point where housing units need to be cleared, they pose a significant health and safety issue for local citizens; the City, therefore, should continue to be proactive in addressing such structures. It is recommended that the City identify a set number of units per year that need to be demolished and allocate funds accordingly within areas designated with a "CR" on **Plate 6-1**. This is further discussed on page 6-16 in the section entitled *Allocate Additional Funds for Demolition*. Refer also the following sections related to clearance/redevelopment recommendations: *Investigate the Use of Neighborhood Empowerment Zones*, page 6-17, and *Establish Redevelopment/Infill Policies*, page 6-18.

CR

RECOMMENDATIONS:
The City should lead redevelopment efforts through: removing a set number of structures each year, allocating demolition funds consistently, working with the private sector to redevelop cleared sites/areas, and helping citizens find alternate housing.

LOCAL HOUSING PROGRAMS & INITIATIVES[6-4]

The City of Midland has successfully used grant programs to improve local housing for many years. Specifically, since 1980 the City has received Community Development Block Grant (CDBG) funds on an annual basis. The Office of Community Development is charged with the administration of these funds; **Table 6-4** shows the intended distribution of funds for the 2004/2005 year. CBDG monies generally provide enough funding for the rehabilitation or reconstruction of 12 to 15 housing units each year, which are typically spread across various neighborhoods. In 2004, City Council approved for the first time the appropriation of approximately 60 percent of the CDBG funds to a multi-block, target area. A committee of community representatives chose the inaugural target area, 12 blocks bordered by California Avenue, Washington Avenue, Terrell Street and Atlanta Street **(Plate 6-2)**. The City is now working to acquire land to for the development of over 20 affordable, single-family homes and a public park. Funds are also allocated for sidewalk improvements, select demolition, and rehabilitation grants to existing homeowners. The City administers three main housing programs, as follows:

[6-4] The information from this section was obtained primarily via the City's website and related Community Development Office link and CBDG/Consolidated Plan link and via interviews with the City.

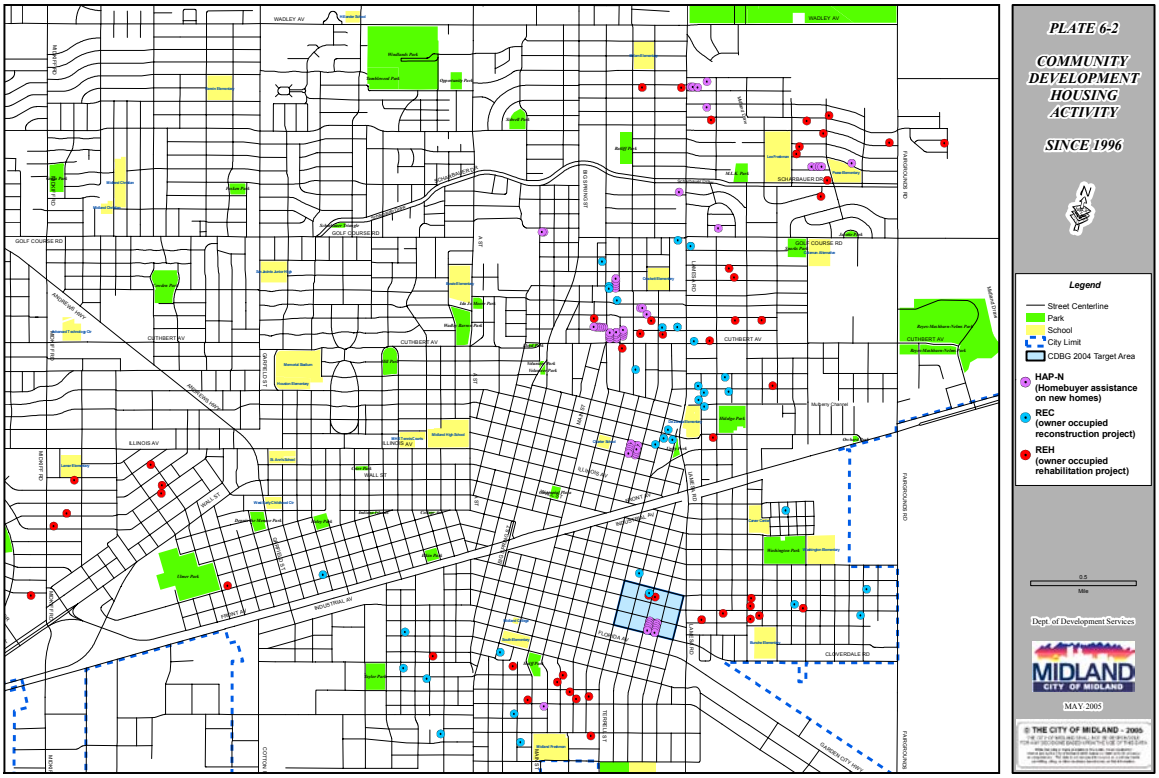


PLATE 6-2
COMMUNITY DEVELOPMENT HOUSING ACTIVITY
SINCE 1996
Legend
Street Centerline
Park
School
City Limit
CDBG 2004 Target Area
HAP-N (Homebuyer assistance on new homes)
REC (owner occupied reconstruction project)
REH (owner occupied rehabilitation project)
0.5
Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
MAY 2005
© THE CITY OF MIDLAND - 2005
WADLEY AV
GOLF COURSE RD
CUTHBERT AV
ILLINOIS AV
INDUSTRIAL AV
CLOVERDALE RD
FARRGROUNDS RD
GARDEN CITY HWY

MIDLAND
CITY OF MIDLAND

- *The 1st Time Homebuyer Assistance Program (HAP)* - First-time homebuyers may apply for down payment assistance through the City of Midland's Homebuyers Assistance Program (HAP). HAP provides zero-interest, deferred loans to first-time buyers. The assistance is based on income and family size. The program allows a qualified buyer to purchase either a new home within the City's low-income neighborhoods or a pre-existing unit anywhere in the City. In the 2003/2004 funding year, 17 first-time homebuyers were assisted with the purchase of existing homes, and 11 were assisted with the purchase of newly constructed homes.
- *The Owner-Occupied Housing Assistance Program* – This program provides loan assistance to low income homeowners to address substandard housing conditions. Funding is provided through a combination of local funds, Community Development Block Grant (CBDG) funds, and the HOME Investment Partnerships program. To qualify, a homeowner must meet application requirements, and the housing unit itself must have some deficiencies but be in good enough shape to be brought to City rehabilitation program standards. Eligible repairs include heating, plumbing, electric, painting, roof, windows, doors, flooring and bathroom and kitchen repair items. Remodeling and additions made to housing units to address overcrowding situations or handicapped needs may also qualify. If the home is determined to be unsuitable for rehabilitation, reconstruction may be considered under a voluntary basis, for which the maximum loan amount is $50,000. During the 2003/2004 funding year, the City assisted in the successful rehabilitation of 8 owner-occupied housing units; 14 homes were completed the previous year.

TABLE 6-4
Housing Activities Funded for the 2004/2005 Year
City of Midland, Texas

Activity/Accomplishment	Allocation
Owner-Occupied Housing Assistance Program ($126,000*)	$326,000
Homebuyer Assistance Program	$50,000
Housing Administration	$88,500
Land Acquisition-Housing Development	$60,000
Target Area Sidewalk Improvements	$30,000
Target Area Park Development	$120,000
Lot Clearing Program ($5,000*)	$55,000
Dilapidated Structure Removal Program ($5,000*)	$45,000
Code Enforcement in Slum/Blight Area	$48,000
CDBG Administration & Housing Delivery	$170,200
MLK Jr. Park Playground Improvements	$30,000
Contingency	$27,099
Total:	**$1,049,799**
Amount Allocated to Target Area	$562,000

* Indicates that the amount in parenthesis is program income to be used on the project and is included in the right hand column amount
Source: City of Midland Website, Office of Community Development Link

- *Emergency Repairs* - The Emergency Repairs (ER) program can assist with gas lines, sewer lines, water heaters and heating systems. If the City determines that the applicant qualifies and if an eligible repair need exists, the City will secure a contractor to perform the work and will assume the contractor's cost for completing the work. Fifty-four emergency-related projects were completed in the 2003/2004 funding year.

In addition to these funding opportunities and loan programs, there are many local organizations available to provide help to those in need and to promote affordable housing, including Midland Affordable Housing Alliance, Midland Neighborhood Housing Services, Midland County Housing Authority, and the Midland Housing Authority. These organizations and others are involved with helping the homeless, transitional housing, and rental assistance efforts.

OTHER AVAILABLE GRANT & VOLUNTEER PROGRAMS

There are a number of volunteer programs that are offered through nonprofit agencies to help local governments or organizations address housing issues and further home ownership opportunities. Two such programs have been and will likely continue to be integral to local housing efforts in Midland, and therefore, have been discussed below.

Illustration 6-1
A Habitat for Humanity Project in Midland

- *Midland Habitat for Humanity* – Habitat for Humanity is an internationally recognized nonprofit organization that builds and rehabilitates homes with volunteer labor and through monetary and in-kind donations. Houses, sold at no profit to pre-qualified, low income families, are financed through no-interest mortgages. Mortgage payments are returned to a revolving fund, which is used to finance more construction. The homeowners are required to invest hours working directly on a Habitat project.

- *Christmas in Action Program* – This program has grown from a grassroots effort started in Midland in 1972 into a nationally recognized volunteer effort. It was originally called "Christmas in April" because it was an annual housing rehabilitation event that took place in April[6-5]. The local Midland affiliate, however, resigned from the national program that the effort had become, and renamed itself "Christmas in Action". With affiliates in five states including Texas, some groups provide assistance annually in April, and others provide

[6-5] The national program name was officially changed in 2000 to "Rebuilding Together"

assistance throughout the year on an emergency basis. The program concentrates its efforts on improving housing for the elderly and the disabled. Repairs include roofs, windows, siding, doors, storm doors, paint, sheetrock, weather stripping, plumbing, wheelchair ramps, handicap bars, and carpentry.

It is important to note that there is coordination of efforts between the City and these volunteer groups. For example, Habitat for Humanity homebuyers are assisted by the City's HAP. Also, if either group becomes aware of a person or family in need but cannot provide the level of help that is needed, these groups will put the person or family in contact with the City. This mutual cooperation is strongly supported by this *Housing & Neighborhood Strategies Plan*.

Before

After

Illustration 6-2
A successfully rehabilitated Midland house, with a new addition as well

SOLICIT INPUT & MAKE CITIZENS AWARE OF AVAILABLE HELP

People generally do not desire to live in substandard housing units – there is a reason they have to live in these units. Knowledge about the reasons local citizens are living in these conditions may help the City assess what needs to be done. City of Midland officials should therefore solicit input as to what the specific needs are of the individuals who own and/or live in the units identified as *Type 3* or *Type 4* according to the *Housing Condition* survey (see related maps in the *Baseline Analysis* and **Plate 6-1** herein).

For example, some of these individuals may be elderly and may not be physically able to undertake the repairs needed to improve their homes. In other cases, lack of funds may keep individuals or families from making necessary improvements. Also, people renting property may be having difficulty with the property's owner not undertaking necessary repairs. As one housing authority organization acknowledges, "when resources are limited, there are difficult tradeoffs between making rents affordable to the poorest tenants and ensuring that enough income flows into a

property to cover the repairs necessary to sustain the structure's useful life."[6-6] Knowledge of factors that may be keeping individuals from undertaking proper maintenance will help the City to determine the best steps to take and to allocate funds and services accordingly. There are many ways that such information can be gathered.

- The City could use a system of door-to-door surveying.
- Public workshops could be held in areas of the City that have a concentration of *Type 3* and *Type 4* units.
- Midland officials could seek help from civic leaders who know and/or have contact with citizens that live in these areas.
- As these efforts are undertaken, it is further recommended that the City initiate an aggressive public awareness and outreach campaign in order to inform citizens about the programs available for rehabilitation, reconstruction, and home ownership.

Concentrated efforts such as these would help the City gain the knowledge it needs to be proactive in addressing deteriorating housing units.

RECOMMENDATION:

City officials should solicit input as to the specific needs of the individuals who own and/or live in the units identified as Type 3 or Type 4 according to the Housing Condition survey.

Before

After

Illustration 6-3
A Successful Reconstruction Effort in Midland

[6-6] Millennial Housing Commission Website: Letter from MHC Co-Chairs Susan Molinari and Richard Ravitch, May 30, 2002; ADDRESS: www.mhc.gov.

ALLOCATE ADDITIONAL FUNDS FOR DEMOLITION

RECOMMENDATIONS:

The City should demolish an increased number of housing units each year; a good target number would be 18-20 units. Funds should be allocated accordingly.

City officials should approach the Chamber of Commerce or other business organizations to provide funding (i.e., small loans) or volunteers to help improve local houses.

Regardless of the diligence with which the City undertakes maintenance and improvement efforts, some housing units are already past the point of rehabilitation. These units were identified in the *Baseline Analysis* as dilapidated (*Type 4*) units and are identified in red in **Plate 6-1**; there were over 300 homes categorized as such during the 2002 housing survey.

- Just as it is important for Midland to address housing units in need of maintenance and rehabilitation in targeted areas, is equally important for the City to proactively demolish units that cannot be rehabilitated. The City has recognized the importance of this by demolishing nine houses last year that could not be rehabilitated[6-7].
- Demolition efforts are not just needed to improve the overall local housing stock, but also to protect the public's health, safety and welfare.

Therefore:

- It is recommended that an increased number of units, such as 18-20, should be demolished each year, and funds should be allocated accordingly.
- Increasing the number would make a stronger, more noticeable improvement to the City's overall housing stock, especially in deteriorating areas, over a shorter period of time.

WORK WITH LOCAL ENTITIES & BE A FACILITATOR

City officials should approach the Chamber of Commerce or other business organizations to provide funding (i.e., small loans) or volunteers to help improve local houses. Business organizations should be interested and involved in improving local housing due to the fact that, as stated previously, economic development efforts and housing quality are closely connected. One study, called *Housing: The Forgotten Component of Economic Development*, states "corporations look at a wide range of criteria when deciding where to locate a facility. Some of those criteria are about quality of life issues including housing. Business leaders need to be confident that the location they choose is a place where their valuable employees - executives and laborers alike - will want to live." [6-8]

[6-7] CBDG link from the City's website.
[6-8] ADDRESS: http://www.wccf.org/pdf/housing_ecdev.pdf

- Ensuring that Midland is in the best possible position to compete with other localities for companies and employment bases includes consideration and improvement of local housing.
- In addition, discussing housing issues with leaders of local financial institutions would be another avenue the City should pursue - specialized home improvement loans for families with limited income could be established through discourse with such leaders.
- Other localized efforts that the City should help facilitate include the formation of neighborhood associations and local crime watch groups.
- As programs and funding opportunities are realized in this manner, Midland City officials should become facilitators and informers, putting citizens in contact with the right person or entity to help them meet their needs.
- Midland should also establish a City staff position that would be a recognized liaison between the City and neighborhood groups – this would enable the City to be aware of and involved in neighborhood issues on a consistent basis.

RECOMMENDATIONS:

The City should help facilitate the formation of neighborhood associations and local crime watch groups.

Midland should establish a City staff position that would be a recognized liaison between the City and neighborhood groups.

Such efforts on the part of the City of Midland are also likely also to have the residual effect of increasing homeownership, and thereby decreasing the incidence of future housing issues.

INVESTIGATE THE USE OF NEIGHBORHOOD EMPOWERMENT ZONES

Chapter 378 of the Texas Local Government Code provides for the official creation of neighborhood empowerment zones by municipalities if it is determined that doing so would promote:

- The creation of affordable housing, including manufactured housing, in the zone;
- An increase in economic development in the zone;
- An increase in the quality of social services, education, or public safety provided to residents of the zone; or
- The rehabilitation of affordable housing in the zone.

RECOMMENDATION:

The City should consider establishing a Neighborhood Empowerment Zone for areas recognized on Plate 6-1 as being in need of a Housing Rehabilitation strategy or Clearance strategy, specifically areas 6, 7, and 8.

Numerous cities in Texas (including Fort Worth, Plano, Georgetown, Galveston, and San Antonio) have established these zones because they over cities the ability to create added incentives within them. Such incentives include waiving fees related to construction of buildings in the zone, entering into agreements (for a maximum of ten years) to

refund sales tax for sales made within the zone, and entering into agreements for sales tax abatements.

The City of Midland should consider establishing a Neighborhood Empowerment Zone for areas recognized on **Plate 6-1** as being in need of a Housing Rehabilitation strategy or Clearance strategy. Of prime importance would be the areas around Downtown Midland, specifically the areas labeled with *6*, *7*, and *8* on **Plate 6-1**. State law allows cities to create more than one NEZ and to have areas that are included in more than one NEZ. However, boundaries should be determined with regard to whether other incentives are already in place, such as the Tax Increment Refinancing Zone (TIRZ), since overlapping incentive programs could be economically detrimental to the City.

NEZ EXAMPLE: CITY OF PLANO, TEXAS:

The City created a Neighborhood Empowerment Zone, including downtown and surrounding neighborhoods, in August 1999. Plano's empowerment zone waives all development-related fees for construction, remodeling and rehabilitation of commercial buildings and single-family housing. Fees are also waived for the rehabilitation of multi-family units, provided the cost of work is greater than $8,000 per unit. The neighborhood park fee is waived for new multi-family construction. To date, $192,818 in fees have been waived, resulting from construction valued at $24,949,201.

Source: City of Plano Planning Department Website; ADDRESS: www.planoplanning.org. Downtown Plano History link; *Downtown Plano: Creating a Transit Village* by Frank F. Turner, FAICP, June 2, 2003.

ESTABLISH REDEVELOPMENT/INFILL POLICIES

Infill housing, for the purpose of this discussion, is defined as new housing units constructed on lots within the City limits that are either vacant or are being redeveloped and that are surrounded by developed properties. The promotion of infill housing is consider a win-win situation for Midland inasmuch as it:

- Provides a mechanism for increasing the population within the City limits rather than in the ETJ or the County.
- Reduces the City's infrastructure costs; while it is recommended that the City establish a policy to not extend water and sewer lines without annexation, the fact remains that even with annexation, it is less expensive for the City to provide a connection to an existing line in a developed area than to construct a line for an individual user.
- Supports efforts toward the reinvention of Downtown Midland, as discussed in Chapter 7, by encouraging residential development near Downtown.

RECOMMENDATION:

The City should establish policies to streamline the regulatory process of development that would be applied to areas of the City with vacant lots that have ready access to infrastructure.

Developing on a vacant or redevelopment (razed) lot near the core of the City may be perceived as having an increased risk, particularly early on in long-term redevelopment projects. The City can assist in making infill development an increasingly attractive option for potential homebuilders by down zoning adjacent, nonresidential parcels to protect residential development from inappropriate commercial land use

and by waiving development-related fees. In addition to Downtown, the City should establish policies to streamline the regulatory process of development in identified areas of the City where vacant lots are available for infill development and that have ready access to infrastructure.

The concept of redevelopment/infill can also be applied in Midland on a larger scale, rather than simply on a lot-by-lot basis. The aforementioned areas – those labeled *6*, *7*, and *8* on **Plate 6-1** – would benefit from large-scale redevelopment projects, whereby an entire block was razed and cleared in order to establish a new neighborhood. The City should adopt a policy whereby it is ready and willing to provide funding assistance if and when a large-scale redevelopment project in one of these areas is proposed. As one study on the need for public monies being involved in redevelopment states:

RECOMMENDATION:

The City should adopt a policy that it is ready and willing to provide funding assistance if and when a large-scale redevelopment project in Area 6, 7, and 8 (Plate 6-1) is proposed.

Private redevelopment requires public assistance through use of eminent domain, development subsidies, and regulatory incentives…Private redevelopment without public assistance for land assembly has mainly occurred on "choice" parcels in selected neighborhoods, potentially leading to displacement through gentrification.

Source: *Urban Redevelopment, Displacement, and the Future of the American City: Historical Synopsis of City Decline and Redevelopment*, Website – www.rich.frb.org/cao/ mwtopics/mw2.html

The City could use sources such as its Community Development Block Grant (CDBG) for funding, and incentives like the established TIRZ and the recommended NEZ could provide additional economic reasons for a developer to be interested in a large-scale redevelopment project in one of these areas.

HOUSING & NEIGHBORHOOD STRATEGIES FOR PLANNED, UNDEVELOPED RESIDENTIAL AREAS

The standards for new residential development should be such that maintenance and preservation strategies become necessary only over a long period of time. Development guidance, either during the stages of zoning change or subdivision approval, provides City staff with an opportunity to ensure that the City's commitment to quality will be reflected in a residential development of lasting value and stability. The recommendations included here provide a framework for continued high-quality housing and neighborhood areas in Midland with future growth.

FUTURE SINGLE-FAMILY DWELLING UNIT NEIGHBORHOODS

As it is today, single-family development will likely be the prevailing type of residential land use in Midland in the future. Cities should not have an abundance of either large-lot or small-lot single-family development, since a variety of residential densities are necessary in order to provide residents with a choice of house size, lot size, and price ranges. It is therefore recommended that the City develop a range of lot and dwelling sizes to continue the goal of a balanced variety of single-family housing. The following discussion outlines specific ways in which the City can achieve such a balance.

Existing & Recommended Single-Family Residential Zoning Districts

The Agricultural Estate zoning district requires a minimum lot size of two acres. The three one-family zoning districts - 1F-1, 1F-2, and 1F-3 - allow for single-family homes on lots ranging from 9,000 to 5,500 square feet, with varying lot depths and widths required. **Table 6-5** outlines the minimum lots sizes required in each district.

TABLE 6-5
Single-Family Lot Sizes By Zoning District
City of Midland, Texas

Single-Family Zoning District	Minimum Lot Size Required (Square Feet)	Difference in Lot Size (Square Footage)
Agricultural Estate (AE)	87,120	——
One-Family – 1 (IF-1)	9,000	78,120
One-Family – 2 (IF-2)	7,000	2,000
One-Family – 3 (IF-3)	5,500	1,500

Source: City of Midland

As shown in the table, there is a large difference in square footage between the AE and IF-1 districts, while there is minimal difference between IF-1, IF-2, and IF-3. It is recommended that the City expand its single-

family residential zoning districts to provide for a wider range of minimum lot sizes between the AE and IF-1 districts. While it is true that a *minimum* lot size requirement actually allows any lot size equal to or above that number, the development community generally uses the minimum lot size as the benchmark for the lot size that is developed. Therefore, two new districts could be added as listed below:

- One with a minimum lot size of one acre;
- One with a minimum lot size of ½-acre.

RECOMMENDATION:

The City should review its single-family residential zoning districts to consider adding new districts that require a minimum lot size of 1-acre and ½-acre.

While the IF-1, IF-2, and IF-3 zoning districts should remain within the City's Zoning Ordinance, the addition of residential districts that have larger minimum lot sizes would provide a mechanism to enhance the range of minimum lot sizes.

Locational Criteria for Future Single-Family Residential Development

A number of factors will be considered as the City makes decisions regarding future single-family development and related rezoning proposals. For example, it is a generally accepted planning principle that single-family housing with similarly sized lots should be adjacent to one another. This principle is not only good planning practice, but it is also related to stabilizing and maintaining property values.

The City should use such factors when future single-family lot size and rezoning decisions are made in the areas identified on the *Future Land Use Plan* map (**Plate 3-1**) for residential development. In general, it is recommended that the City make rezoning decisions with due consideration to lot size for new single-family developments adjacent to existing single-family areas; adjacent single-family subdivisions should have similarly-sized lots. However, this concept is not meant to discourage the use of planned developments with a range of single-family lot sizes within one neighborhood, such as a residential planned development, or within a Traditional Neighborhood Development (TND, discussed in detail within Chapter 3) - both of which are good planning practice and are strongly supported by this *Housing & Neighborhood Strategies Plan.*

RECOMMENDATION:

The City should consider the lot sizes of adjacent developed single-family residential areas when making rezoning decisions for new single-family areas.

FUTURE TWO-FAMILY DWELLING UNIT NEIGHBORHOODS

The City has one district for two-family dwelling development, the 2-F, Two Family Dwelling District. It is recommended that the City incorporate the following criteria into its zoning ordinance in order to guide the location of the 2-F zoning district:

- It should be used as a buffer between single-family development and an arterial roadway.
- It should be used as a buffer between single-family development and higher intensity development, such as multiple-family or nonresidential development.
- It should comprise less than 30 percent of a mixed use development.
- It should comprise less than 30 percent of a residential development.

RECOMMENDATIONS:

The City should incorporate into the Zoning Ordinance locational requirements for two-family developments.

The City should incorporate multiple-family recommendations as outlined in the Future Land Use Plan.

Multiple-family development should be encouraged within Downtown Midland.

FUTURE MULTIPLE-FAMILY NEIGHBORHOODS

There are two multiple-family dwelling unit districts within Midland's Zoning Ordinance, MF-1 Multiple-Family Dwelling District and MF-2 Multiple-Family Dwelling District. The primary difference between the two is the minimum lot area required and some of the permitted uses – MF-2 allows for slightly more intense uses than does MF-1. Both districts allow a maximum of 16 units per acre. This density regulation should continue to be implemented. Many additional criteria were recommended for multiple-family development within the *Future Land Use Plan* (Chapter 3). In addition, multiple-family housing is encouraged within Downtown Midland, as discussed in detail within the *Downtown Re-Vision Plan*, Chapter 7.

When the Housing survey was conducted, the focus was on one-family dwelling units. It is recognized however, that multiple-family dwelling units contribute significantly to the housing stock both in terms of variety and affordability. A survey of the current stock of multiple-family dwellings is therefore needed. It is recommended that the City conduct a thorough survey of all types of apartments in order to: 1) assess their condition and 2) get a current count of such dwelling units. The condition assessment would provide a basis for determining if Code Enforcement should be provided to prevent deterioration of such units. Furthermore, since multiple-family units are an important component in calculating annual population estimates, an accurate count is needed.

FUTURE MANUFACTURED HOME NEIGHBORHOODS

Manufactured homes offer an affordable housing option for many individuals and families who may not otherwise be able to live in a detached dwelling. With the financing schedules and options that are available to buyers, purchasing a manufactured home is often more affordable than a site-built home. The City has recognized both the need for manufactured homes, but also the need for regulations to ensure that such homes are established and maintained in a quality manner. Some of the City's existing regulations include requiring:

- Manufactured homes to be installed on a concrete foundation or footing and be equipped with a minimum of three tie downs.
- The space between the bottom of the trailer and the lot surface to be covered by a continuous skirt with vents if the trailer is not installed on a continuous foundation.
- Manufactured home parks to incorporate a landscaped recreation area or areas totaling not less than eight percent of the total manufactured home park site.

There are several areas identified on the *Future Land Use Plan* map (Chapter 3, Plate 3-1). There may be other areas that would be appropriate for manufactured home dwellings to locate, specifically areas characterized by deteriorating housing units. Although it may be acceptable in some cases for manufactured homes to be established in such areas, it should be the City's policy to work with citizens (through home-buyer assistance programs and other similar programs) so that permanent, affordable housing is the first and primary option that is encouraged.

RESIDENTIAL DEVELOPMENT RELATED TO THE TYPICAL NEIGHBORHOOD UNIT

It should be noted that additional discussion of residential development is contained within the *Future Land Use Plan*, Chapter 3. Specifically, the *Typical Neighborhood Unit Concepts* discussed within the *Future Land Use Plan* show graphically the way in which residential development, including single-family, two-family (medium density), and multiple-family (high density), should be integrated with other types of land development. These concepts should help guide City policy as decisions are made with regard to future residential development in Midland.

RECOMMENDATION:

The City should consider the Typical Neighborhood Unit Concepts (Future Land Use Plan) as decisions about future residential development are made.

CONCLUSION

The following policies pertaining to housing and neighborhood related planning should be adopted by the City of Midland:

1) The City should use the four housing strategies recommended herein to address existing residential neighborhoods, as designated on **Plate 6-1**.

2) The City should concentrate housing improvement efforts in recommended prioritized areas; the City should then use grant funding to make targeted improvements.

3) The City should develop a framework for volunteer housing maintenance and rehabilitation programs and for ensuring that citizens are aware of such programs.

4) Infill housing should be encouraged through regulatory policies that make such housing economically feasible for the private sector to develop.

5) The City's development regulations should provide mechanisms to permit flexibility in new residential developments to promote land use efficiency and innovation.

6) Although single-family residential areas of similar densities should generally be located adjacent to one another, the integration of varying single-family densities with other types of housing should be encouraged within planned developments.

7) The City's Zoning Ordinance should include appropriate zoning districts that implement the additional single-family residential densities recommended within this *Housing & Neighborhood Strategies Plan*.

The above-listed policy recommendations, as well as the recommendations listed throughout this *Housing & Neighborhood Strategies Plan,* should guide Midland's planning efforts related to existing and future residential areas. This Plan has outlined ways in which the City can maintain the present character and quality of neighborhoods and housing in Midland and can proactively address deteriorated areas. The link that housing has to economic development, quality of life, and community image makes this issue particularly important. As the City has recognized through its on-going efforts to improve housing and neighborhood areas, it is in the public's interest to maintain the highest possible housing quality and neighborhood character throughout Midland. Interaction and cooperation between property owners, the municipality, and volunteers will be required to maintain and upgrade the quality of housing. The recommendations that have been discussed throughout this chapter are summarized in **Table 6-6** and are related to goals and objectives established within Chapter 2 of this Master Plan.

TABLE 6-6
Summary – Housing & Neighborhood Strategies Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should strive to ensure that attributes associated with sustainability are part of existing and future neighborhoods within Midland.	*Goal F-1:* Encourage the development of quality housing throughout the City that meets the diverse housing needs of the community.
The City should strive to maintain existing housing – existing housing will be significant in providing affordable housing to future citizens.	*Objective F-2.1:* Focus on neighborhood integrity programs.
The recommended action strategy should be followed to address housing conditions within the areas designated on Plate 6-1. These strategies include Neighborhood Preservation (NP), Housing Maintenance (HM), Housing Rehabilitation (HR),and Clearance & Redevelopment (CR).	
City officials should solicit input as to what the specific needs are of the individuals who own and/or live in the units identified as *Type 3* or *Type 4* according to the *Housing Condition* survey.	*Objective F-2.2:* Investigate specific ways in which the City can actively participate in upgrading deteriorated areas through organized community programs and funding.
The City should demolish an increased number of housing units each year; a good target number would be 18-20 units. Funds should be allocated accordingly.	
City officials should approach the Chamber of Commerce or other business organizations to provide funding (i.e., small loans) or volunteers to help improve local houses.	
The City should help facilitate the formation of neighborhood associations and local crime watch groups. Midland should establish a City staff position that would be a recognized liaison between the City and neighborhood groups.	*Objective F-2.1:* Focus on neighborhood integrity programs.
The City should consider establishing a Neighborhood Empowerment Zone for areas recognized on Plate 6-1 as being in need of a Housing Rehabilitation strategy or Clearance strategy, specifically areas 6, 7, and 8.	*Objective F-3.1:* Identify areas within Midland that should be targeted for infill development. *Objective F-3.2:* Examine ways in which the City can help make infill properties increasingly attractive for investment and development.

TABLE 6-6, Cont'd
Summary – Housing & Neighborhood Strategies Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should establish policies to streamline the regulatory process of development that would be applied to areas of the City with vacant lots that have ready access to infrastructure.	*Objective F-3.1:* Identify areas within Midland that should be targeted for infill development. *Objective F-3.2:* Examine ways in which the City can help make infill properties increasingly attractive for investment and development.
The City should adopt a policy whereby it is ready and willing to provide funding assistance if and when a large-scale redevelopment project in Area 6, 7, and 8 (Plate 6-1) is proposed.	
The City should review its single-family residential zoning districts to consider adding new districts that require a minimum lot size of 1-acre and ½-acre.	*Objective F-1.2:* Identify areas that are appropriate for a variety of housing types to ensure diversity within the local housing market.
The City should consider the lot sizes of adjacent developed single-family residential areas when making rezoning decisions for new single-family areas.	*Goal F-1:* Encourage the development of quality housing throughout the City that meets the diverse housing needs of the community.
The City should incorporate into the Zoning Ordinance locational requirements for two-family developments.	*Objective F-1.3:* Establish design criteria for residential development.
The City should incorporate multiple-family recommendations as outlined in the *Future Land Use Plan* (Chapter 3).	
Multiple-family development should be encouraged within Downtown Midland.	*Objective F-1.2:* Identify areas that are appropriate for a variety of housing types to ensure diversity within the local housing market. *Objective F-3.1:* Identify areas within Midland that should be targeted for infill development.
Conduct a survey to assess the condition and to determine an accurate count of multiple-family dwellings units. The City should consider the *Typical Neighborhood Unit Concepts*, as outlined in the Future Land Use Plan (Chapter 3), as decisions about future residential development are made.	*Goal F-1:* Encourage the development of quality housing throughout the City that meets the diverse housing needs of the community.

CREATING A NEW PERCEPTION & A NEW REALITY

The Downtown Re-Vision Plan

INTRODUCTION

Numerous cities across Texas, both large and small, are trying to find ways in which to reinvigorate their downtown areas. The City of Midland is no exception, and such efforts have been on-going. There is a strong history of planning in Midland; community-wide plans were adopted in 1950, 1962, 1970 and 1987. Although each of these documents addressed the City's central area in varying degrees of detail, they were intended to be comprehensive in scope. In 1985 however, the *Central Area Plan* was adopted. This was an in-depth study, dedicated to Downtown Midland for the purpose of providing data, plans, proposals, and recommendations to assist the community in deciding how to improve the area. The study recognized the strong commitment of both the private and public sectors to save the downtown area from detrimental effects of urban sprawl. Recommendations included making the downtown area more attractive, adding open space, constructing additional parking facilities, installing traffic signals, and improving specific streets. In addition, a capital improvements program specifically designed for implementation of the proposed improvements for Downtown was included, with monetary figures serving as a guide.

> *The urban fabric is made up of lots of tiny things, including loft apartments in converted old warehouses, mixed-use retail and residential, artist studios, galleries, niche marketing, restored buildings, small boutiques, wide sidewalks, outdoor dining, eateries, pubs, live/work spaces, mom-and-pop businesses, churches, libraries, court houses, landmarks, lighting, public gathering places where people can connect, street furniture, flowers, interesting window displays, street-front street-level store entrances, microbreweries, storefront facade improvements, farmers' markets, theaters, public transportation. Don't small things like these bring diversity, density, vitality, exuberance, vibrancy, connectedness, liveliness, and disorganized complexity to a downtown and thus reinforce the urban fabric?*
>
> *Source: Urban Land Institute Online*

It has been almost two decades since the Central Area Study was adopted, and the economic viability of downtown area of today is quite different than it was in 1985. In the mid-1980s, petroleum-related businesses were thriving and downtown occupancy was at its peak. The industry, however, experienced drastic decline in the late 1980s and, as a result, Downtown Midland was adversely impacted. Despite the decline in occupancy, Downtown Midland continues to be

characterized by office-related uses – the prevailing perception of the area is that it is a place to work.

The goal of the *Downtown Re-Vision Plan* is to initiate a change in the way Downtown Midland is perceived. In order to thrive now and in years to come, Downtown needs to be seen as an exciting, vital, mixed-use area where people come to shop, to work, to eat, to be entertained, and even to live. The recommendations outlined here provide a framework by which the City, working with private sector representatives and other groups such as Downtown Midland, Inc. and the Midland Chamber of Commerce, can begin to reinvent Downtown, both in perception and in reality.

Illustration 7-1.
Downtown skyline.

Illustration 7-1
General Picture of Downtown Midland

PROMOTE DIVERSIFICATION

A vibrant, healthy downtown has a diverse makeup, with activity occurring both day and night. A downtown area that virtually shuts down on evenings and weekends is not meeting its potential. One of the main reasons that Downtown Midland is so narrowly perceived as just a place to work or conduct business is that it is lacking in "after five" activities.

Evidence of this fact can be found in the *Market & Economic Feasibility Study* in Appendix C of the Downtown Midland TIRZ *Project Plan & Reinvestment Zone Financing Plan.* During an interview conducted for that study[7-1], the General Manager of the Midland Hilton & Towers stated, "typically occupancy runs about 30 percent to 40 percent on the weekends, and 75 percent to 80 percent during the week" (page 22). A weekend vacancy rate of up to 70 percent at one of the most visible hotels in Downtown is an indication that the area could benefit from additional activity. Yet, with most businesses shut down, there is little to attract people to linger downtown after five o'clock. Imagine, however, a bustling area with restaurants and drinking establishments, retail shops and a theater, where residents and visitors alike come on evenings and weekends to walk along wide, tree-lined sidewalks, dine in an outdoor setting, and meet friends for a movie. The creation of diverse activity in Downtown Midland is what "Downtown Re-Vision" is envisioned to accomplish.

RECOMMENDED LAND USES

Diversifying the land uses within the Downtown District will be an essential step toward redeveloping the current environment. Some of the various uses that are envisioned include:

- Retail shops,
- Restaurants,
- Hotels,
- Day spas/Salons,
- Drinking establishments,
- Performing arts theater,
- Movie theater,
- Live entertainment (indoor and outdoor),
- Small grocery or convenience stores,
- Apartments & condominiums,
- Public uses/facilities, and
- Plazas and open spaces.

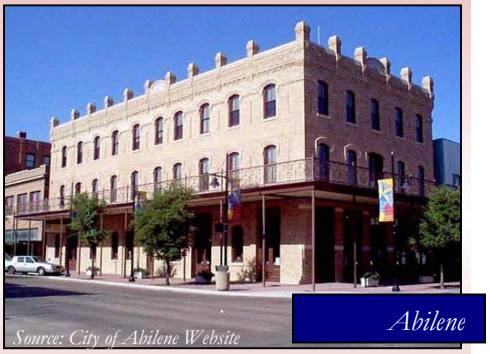
[7-1] No interview date information was contained within the study.

Downtown Midland evolved into an area dominated by skyscrapers to accommodate the booming oil and gas industry and all the supporting businesses that were concentrated in the downtown area. Over the years however, many of the large oil companies moved out of Midland, leaving these buildings essentially vacant. The vacancy rate in Downtown reported as of the end of 2000 was 39.2 percent[7-2]. Diversification and adaptive reuse of these office buildings is critical to increasing occupancy rates.

Encourage Residential Uses, Retail Uses, and Mixed-Uses

As was discussed in the *Future Land Use Plan*, high density residential uses will be an important component in the successful redevelopment of downtown for two main reasons: the conversion of underused buildings and an increase the concentration of people in the area. The demand for the residential adaptive reuse of downtown area buildings is seen in cities across Texas and the nation.

- In Plano, two mixed use developments are adding more than 460 dwelling units (and 40,000 square feet of nonresidential space) to the downtown area.[7-3]
- In San Angelo, one of the downtown hotels includes several apartments, and investors have purchased an old downtown rooming house to convert to residential units.[7-4]
- Abilene has had two recent residential projects Downtown – The Windsor Hotel, which has been refurbished and now provides low-cost senior citizen housing (and some office space), and The Wooten Hotel, which is "to undergo a $14 million renovation into a boutique hotel and luxury apartment complex with the first three floors renovated historically and used as commercial space". The latter has been made possible through the joint funding efforts from Abilene, the Abilene Economic Development Company, the Tax Increment Funding District, the developer, and private funding sources.[7-5]



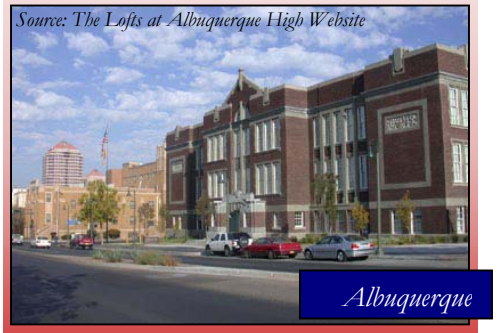


Illustration 7-2
Examples of Residential Units in Downtown Areas

[7-2] *The Market & Economic Feasibility Study* within Appendix C of the Downtown Midland TIRZ *Project Plan & Reinvestment Zone Financing Plan*, Table 20, page 48.
[7-3] City of Plano Planning Department Website; ADDRESS: www.planoplanning.org. Downtown Plano History link; *Downtown Plano: Creating a Transit Village* by Frank F. Turner, FAICP, June 2, 2003.
[7-4] Texas A&M Real Estate Center Website, ADDRESS: http://recenter.tamu.edu/tgrande/vol7-2/1370.html. *Living It Up Downtown* by Jennifer S. Stevens and Steven R. Spillette, April 2000. .
[7-5] Inside-Abilene Website, ADDRESS: www.reporter-news.com. *Economic Development* by Kathi Stapp, April 25, 2003.

- In Albuquerque, New Mexico, residential units in the downtown area command high-dollar rates. Some of the first units - 220 in 2001 - had rates about 20 percent above the highest in the city. The top rental rate in the city was reported at 87 cents per square foot in 2003, when rents downtown were reported at between $1.04 and $1.15 per square foot. For sale units are selling at approximately $232 per square foot, which was twice what properties were selling for elsewhere in Albuquerque.[7-6]

If similar residential successes could be achieved in Midland, then the addition of residences in the Downtown District would help to attract retail businesses, since retail opportunities often follow the proverbial "rooftops". One study on living in downtown areas states:

> *A steady influx of new downtown residents can provide significant and lasting benefits for a city's business center. Having residents in the business district eases rush-hour traffic jams by eliminating commutes or enabling reverse commutes. It creates a demand for a 24-hour city, with restaurants and stores open after 5 p.m., contributing to an active nightlife. Downtown residents demand better services and a diverse mix of retail, which benefit everyone who works, lives, and visits downtown.*
>
> *Source:* The Brookings Institution Center on Urban and Metropolitan Policy and the Fannie Mae Foundation. *A Rise in Downtown Living*. November 1998. Address: http://www.centralhouston.org/Home/DowtownDevelopment/Residential/Brookingsreport1998/filedata. pdf

In light of the increased demand for urban living, coupled with Downtown Midland's ongoing office vacancy rates, it is reasonable to consider converting some office buildings to mixed-use, with retail and office uses on the lower floors and residential uses above. Retail uses, including restaurants, shops, salons, alcoholic beverage establishments and entertainment are the backbone of many downtown areas. By including residential opportunities in the mix, the retailers are ensured of local consumers and the residents are offered the services they need. Each component complements the other. Over time, with the lower floors of downtown office buildings providing the location for retail shops and restaurants, and downtown residents supporting such businesses, a critical mass of such uses is achieved that will infuse activity into the Downtown both day and night.

Source: Plano Planning Department Website

Since the City can reasonably anticipate that if residential uses are successfully developed, the market will naturally create additional retail opportunities, the City should work with owners of Downtown buildings to establish incentives could be provided for redevelopment and new development (see examples below). Incentives would help attract a variety of new uses, including residential, to the area. Whether it be small lofts or expansive suites, Midland has a number of buildings well-suited to providing unique styles of downtown housing that would be unrivaled by anything in the City.

RECOMMENDATIONS:

The City should encourage residential uses in Downtown.

The City should work with owners of Downtown buildings to establish ways in which incentives could be provided for redevelopment and new development.

Since a variety of residential styles could be offered, more than one type of demographic market is likely to be attracted to downtown living. One such demographic group is young adults seeking convenience and activity of the downtown area. Older adults whose children are grown and who desire a unique, secure, low-maintenance, residential alternative are another likely demographic market. Various strategies will be required to attract members of different demographic markets. By working with Midland College, for example, one segment of the young adult market could be reached.

INCENTIVE EXAMPLES: CITY OF PLANO, TEXAS:

For the previously mentioned residential projects, the City expedited plan review and inspections to keep the projects on schedule.

The City, local school district, county, and local community college created a Tax Increment Finance (TIF) District to encourage economic reinvestment in a particular area.

The City created a Neighborhood Empowerment Zone which waives all development-related fees for construction, remodeling and rehabilitation of commercial buildings and single-family housing, as well as multiple-family units provided that the cost of the work meets or exceeds $8,000 per unit. Neighborhood park fees are also waived for multiple-family development.

The City, local school district, county, and local community college all participate in a property tax abatement program through which properties that are designated as a heritage resource (by the City) are eligible for property tax exemption; the exemption can range from 38 to 100 percent of the structure's value based on the use of the property and its historical significance.

The City sees itself as not only a "regulator" of development, but also a "facilitator".

Source: City of Plano Planning Department Website

Encourage Public Uses

With approximately 18,000 square feet available to host a variety of functions, an exhibit hall, including a stage area, a hospitality suite and several meeting rooms, the Midland Center has served the City's convention and general meeting needs for decades. In recent years, however, there has been an interest in the possibility of a new or expanded public facility. An expanded convention center would enable Midland to attract and support larger groups that would in turn have an even greater economic impact on the City.

If such a facility is constructed, it should be located within Downtown. The successful redevelopment of Downtown Midland will require increased opportunities to attract people to the downtown area, and an expanded convention center or a new convention/performing arts center would be

an important catalyst to foster activity. Such a facility would have an immediate effect by attracting residents and visitors, and would have a secondary effect of spurring related development such as new hotels, retail shops, restaurants and other entertainment. It should be noted that a major renovation of the hotel across Wall Street from the Midland Center was occurring as this Plan was being developed. Having a first-class hotel within walking distance of the new or expanded convention center will offer a notable benefit to attracting conventions and other visitors. In addition, a downtown location would more fully take advantage of the synergy offered by the concentration of businesses and professionals in the vicinity. One study examines locating such a facility in an urban center versus a more suburban location and concludes that:

PUBLIC USE EXAMPLE: ALBUQUERQUE, NM

The City of Albuquerque is an example of how a successful expansion of a downtown convention center, among other projects, can help stimulate revitalization and activity. The newly expanded convention center has led to the need for additional hotel space and has help make the area "often as busy in the late evening as it is at noontime when office workers go to lunch".

Source: City of Albuquerque Website

RECOMMENDATION:
Downtown should continue to be the location of convention center facilities in Midland. If a new facility is constructed, it should be Downtown.

> *Visitors spend money when traveling to a destination with hotel rooms, meals, shopping, and special events often on the itinerary. These new expenditures in the downtown market create additional demand for services and businesses to meet the demand. In some instances, major conference facilities attract meetings and conventions that introduce visitors to a downtown that they otherwise would have little reason to visit…Many regions around the country have discovered that downtowns provide a special context for the types of activities previously described. The urban environment, in and of itself, is an attraction…Urban density, architecture, an interesting mix of uses, and history all provide a one-of-a-kind setting that cannot be duplicated in most suburban locations.*
>
> *Source:* www.yourdowntown.com

The new transit system, which is discussed later within this chapter, could be used to provide transportation access between the Midland International Airport, hotels and motels located along Loop 250 (and other areas of the City), and the Downtown Entertainment District, as well as other points of interest such as the Scharbauer Complex.

Encourage Cultural Uses

Many downtown areas in Texas and across the nation have theater and arts-related venues that serve as a way to attract local residents and visitors to spend leisure time downtown. Midland has recognized the value of public art by supporting the efforts of Arts Assembly of Midland and ArtWalk Midland, Inc. Arts Assembly of Midland and private contributors have worked to place art sculptures in Centennial Plaza and to fund a number of Downtown wall murals. The City has also enjoyed many cultural benefits from the annual "Celebration of the Arts" festival, hosted by Arts

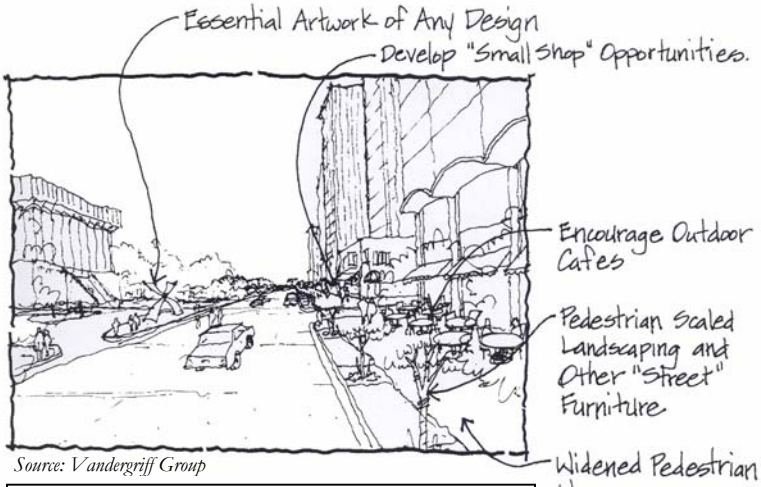
Assembly of Midland in the downtown area for over 20 years. Another public event is Art Walk, sponsored by ArtWalk Midland, Inc. These casual, "come and go" evening events featuring local artists and musicians have been held Downtown and in various locations around the City nearly every month for the past few years. To further enhance these endeavors, it is recommended that the City designate an area as a focal point for arts and cultural uses. This area is envisioned as a distinct, pedestrian way with a concentrated length of art and cultural exhibits and related shops, which would be particularly suited to complement current arts-related events and offer an interesting, walkable Downtown attraction. Several streets within Downtown would be appropriate for such an "Art Avenue", including:

RECOMMENDATION:
An Art Avenue should be established along one of the identified roadways.

Illustration 7-4
A Mural in Downtown Midland

- Texas Avenue, because of its relationship to Centennial Plaza and the Yucca Theater;
- Main Street, because of its proximity to the Heritage District, and because people relate a sense of quaintness with it, and it has been a retail area in past years; and,
- Illinois Avenue, because there are vacant buildings that could be used for retailing, art shops, residences, etc., and it is still in close proximity to the Yucca Theater.

Examples of appropriate uses would include local museums, art galleries, and other types of culturally oriented uses, and the designated Art Avenue should be expanded to encompass them as they are established. The use of well-designed signage could also enhance recognition of the Art Avenue and encourage pedestrian participation by providing information and direction.



Source: Vandergriff Group

Illustration 7-5
Artwork & Other Recommended Elements

This concept is supported by the *Market and Economic Feasibility Study* that was done as part of the process of establishing the Downtown TIRZ. During interviews of Downtown business owners

and interested parties, one of the interviewees commented[7-7] (using the Abilene TIRZ as an example) that "one of the most significant catalysts to draw people Downtown was inclusion of an art walk conducted once a month, in which most businesses participated". Further suggestions include donating first floor space to museums and working in partnership with an arts related organization in order to establish satellite showrooms for special exhibits. This is generally consistent with what is recommended herein, however, the proposed Art Avenue should be a permanent Downtown attraction.

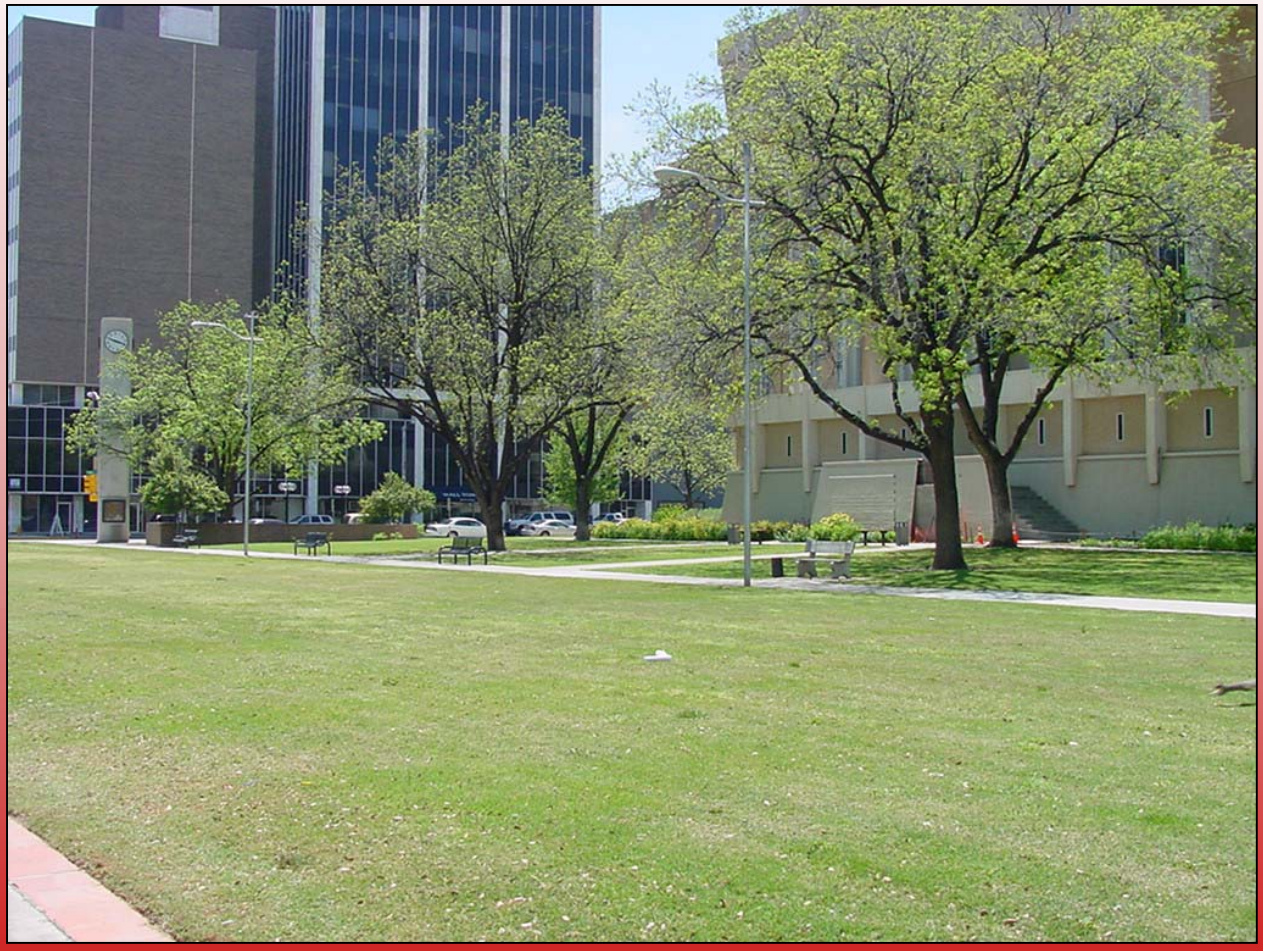


Illustration 7-6
An Open Plaza Area in Downtown Midland

[7-7] *The Market & Economic Feasibility Study* within Appendix C of the Downtown Midland TIRZ *Project Plan & Reinvestment Zone Financing Plan*, page 60. Interview with Mr. Jose Cuevas, Jr.

CREATION OF A DOWNTOWN ENTERTAINMENT DISTRICT

The previous sections of this chapter laid out the broad vision for a reinvented Downtown Midland. In order to influence change in an effective manner, the City should focus specific efforts in a concentrated area of downtown. Revised zoning regulations and a streamlined development process are two powerful ways the City can attract and facilitate new investments.

RECOMMENDATION:
The City should establish a Downtown Entertainment District as an overlay zoning district.

ESTABLISH A NEW ZONING DISTRICT

Amended zoning regulations, such as the creation of an overlay district, are recommended to streamline implementation of the concepts proposed for the Downtown District. An overlay district superimposes requirements over the base zoning district in a specific geographic area. **Illustration 7-7** shows the area recommended to be designated as the Downtown Entertainment District.

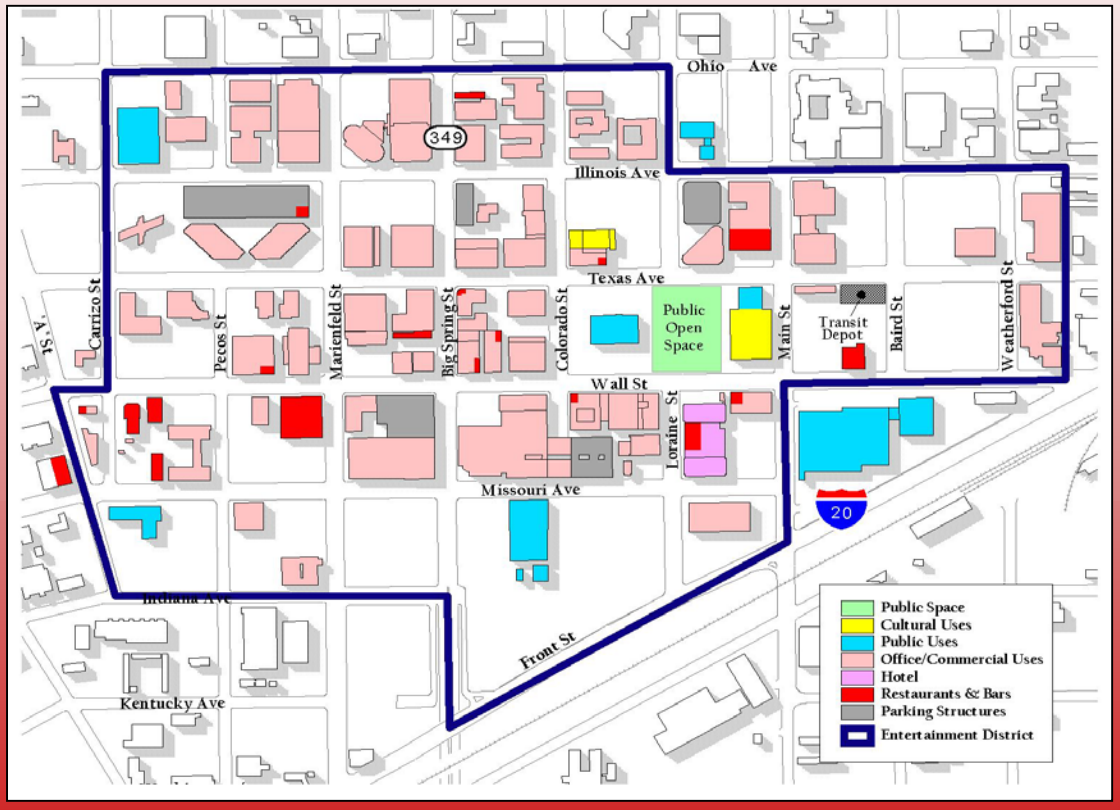


Illustration 7-7
The Downtown Entertainment – Existing Uses

Input from the private sector should be solicited to ensure that the new zoning regulations will address the needs and concerns of current downtown business owners. Design-related requirements that will likely be included within such a District need to be endorsed by the business-owners and investors that would be affected by them. There will be many issues that will have to be addressed in terms of zoning (some of which will be discussed in the *Implementation Strategies*, Chapter 12), examples of which include:

- Should outdoor vending be permitted by right or by Specific Use Permit (SUP)?
- Should standard food-to-alcoholic beverage ratios be reconsidered?
- How should outdoor seating be permitted (i.e., should there be an annual permit or something similar required)?
- What type of signage should be permitted – awning signs, building projection signs, etc.?
- How should outdoor sales be permitted – should there be specific area and/or time period limitations, such as first weekend each month?

RECOMMENDATIONS:

The City should solicit input from the private sector as to what regulations should be included in the new Entertainment District Overlay.

The City should adopt a streamlined process of zoning and other development-related approvals within the Entertainment District.

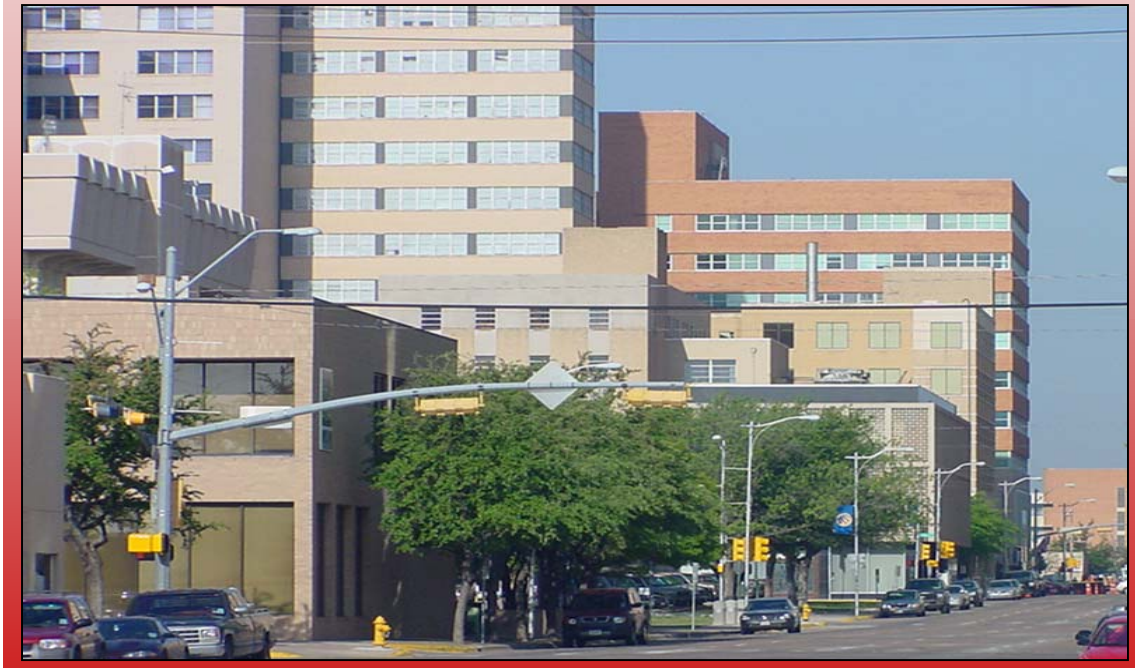


Illustration 7-8
Texas Avenue in Downtown Midland

In addition, the City should adopt a streamlined process of zoning and other development-related approvals for development within the Entertainment District, thereby providing a money-saving incentive for the development community. Many cities have found that this type of incentive is attractive to developers. As mentioned, the City of Plano accelerated the plan review and inspections process for recent residential mixed-use projects. The City of Albuquerque has a streamlined process for in its downtown area that can allow a developer to complete the approval process in very few working days (**Illustration 7-9**).

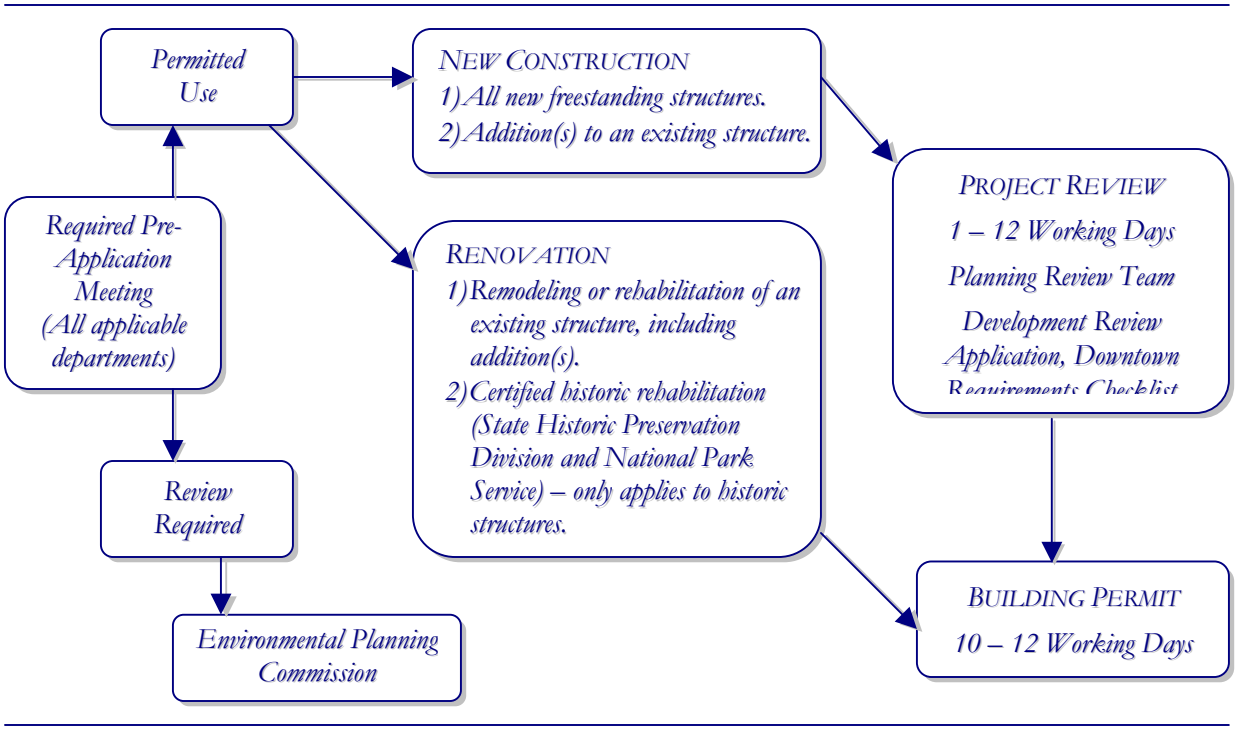


Illustration 7-9
City of Albuquerque, New Mexico – Streamlined Approval Process for Downtown

ADOPT A DOWNTOWN MASTER PLAN

This chapter addresses many issues that reflect the community's desire to initiate changes in the downtown in order to revitalize the area. In order to present all the proposed elements in a coherent manner, a Downtown Master Plan is needed. The purpose of such a Plan is to illustrate a uniform vision of Downtown Midland to the community and enable the City, developers, and property owners to make informed decisions about future development and enhancement.

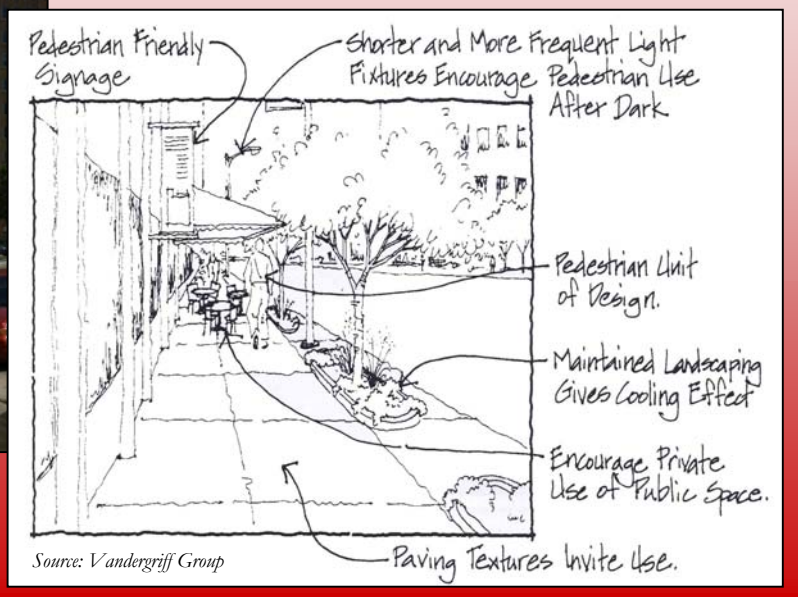
The Master Plan would provide a framework to prioritize the changes needed to make the downtown a vital area suitable for working and living. Specific improvements would include:

- Providing street lighting, shade trees, plantings, benches, etc.;
- Reestablishing street-level activity by providing assistance with façade restoration and parking; and
- Encouraging the redevelopment of vacant and underutilized properties for a variety of residential and commercial uses.

RECOMMENDATION:

The City should adopt a specific Downtown Master Plan and make capital improvements based on the catalyst projects and other priorities recommended therein.

Source: Vandergriff Group



Source: Vandergriff Group

Illustration 7-10
Colorado Street With Conceptual Sketch of Improvements

MAKE PRIORITIZED, CONCENTRATED CAPITAL IMPROVEMENTS

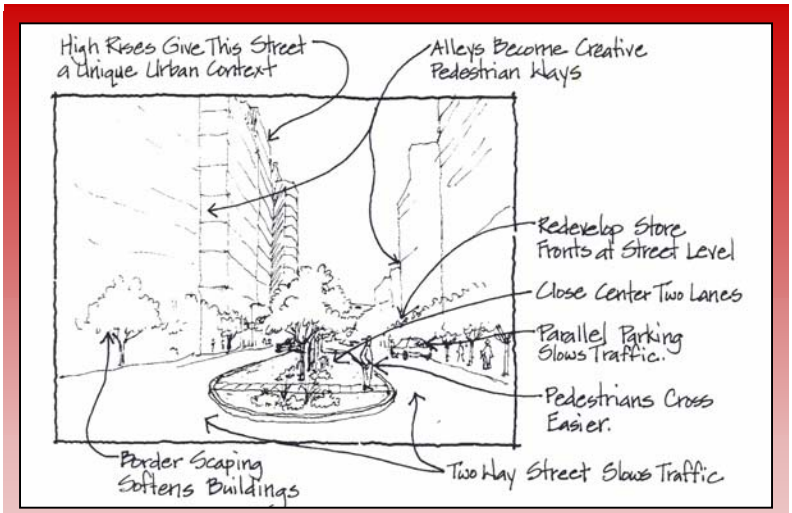


Illustration 7-11
Texas Avenue With Conceptual Sketch of Improvements

A Downtown Master Plan will recommend specific capital improvements that should be made throughout Downtown. It is recommended, however, that high priority be given to concentrated improvements within the Downtown Entertainment District area in order to allow the City and businesses to more readily realize the positive impact of capital improvements, such as the incorporation of street trees, landscaped medians, cohesive signage, cohesive lighting, concentrated public open areas, and other types of pedestrian-friendly elements (benches, trash receptacles, etc.). **Illustration 7-13** is a plan view of how the Downtown Entertainment District streetscape could look with additional street trees and brick pavers. It is recommended that the City implement "pedestrian friendly" projects along one-block lengths within the District on an annual basis according to the priorities outlined below and shown in **Illustration 7-13**.

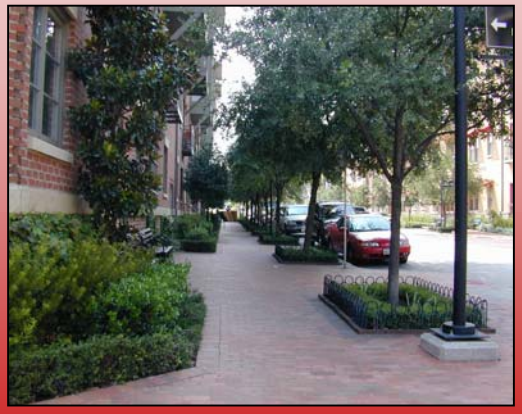


Illustration 7-12
Examples of Conceptual Improvements

- *Priority 1:* (Wall Street) Provides access between the Hilton Hotel and the Midland Center and is one of the streets that borders the County Courthouse.
- *Priority 2:* (Texas Avenue) Borders the Centennial Tower, Centennial Plaza, and the County Courthouse.
- *Priority 3:* (Colorado Avenue) Borders the County Courthouse, the Yucca Theater, and encloses the block.
- *Priority 4:* (Main Street) This section would be an important part of improvements to this square block, however, the possible expansion of the Midland Center needs to be addressed before any changes are recommended on this portion of the street.

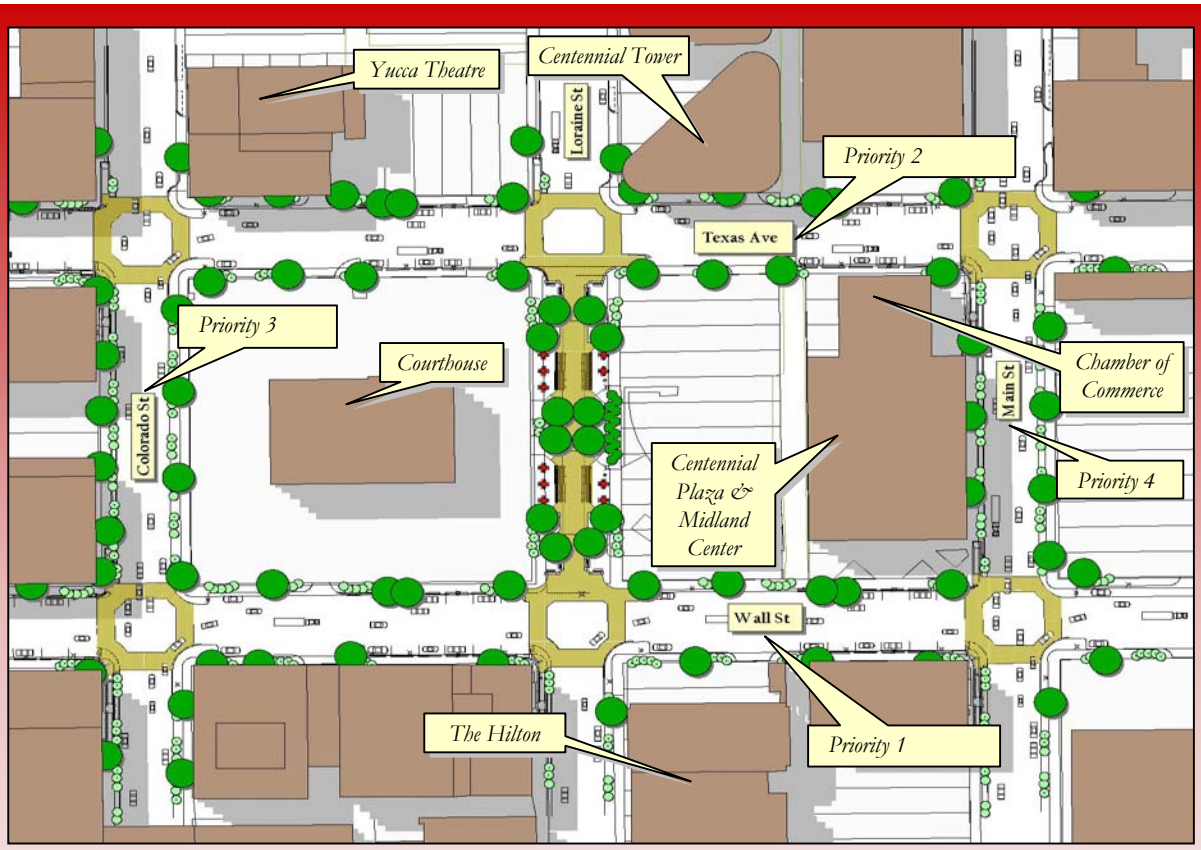


Illustration 7-13
Prioritized Streetscape Improvements Within the Downtown Entertainment District

To more effectively accomplish the goal of an active and accessible downtown, the City should schedule other long-term capital improvements, such as reducing the width of some streets, aiding in the exterior renovation of buildings, and providing strategically located parking areas (discussed later within this chapter). Although no more than one or two of these substantial projects could be completed each year, a sustained and consistent effort over a five- or ten-year period will achieve a significant transformation.

IDENTIFY THE DISTRICT

A simple way of ensuring that a special area is recognized is through gateways. Well-designed, visible gateways placed at strategic locations, such as those recommended in **Illustration 7-14**, surrounding the Downtown Entertainment District would provide citizens and visitors with a visual image of the geographic location that is within this District. The gateways should be easily visible to automobile traffic, but should also be directed toward the visibility of pedestrian traffic. The purpose is to announce and acknowledge the District as a special place within Midland to those trav-

eling by car or on foot. Recommended locations are shown in the illustration to the right. Other recommendations related to informational signage in relation to parking areas are made within the *Improve Parking* section of this *Downtown Re-Vision Plan.*

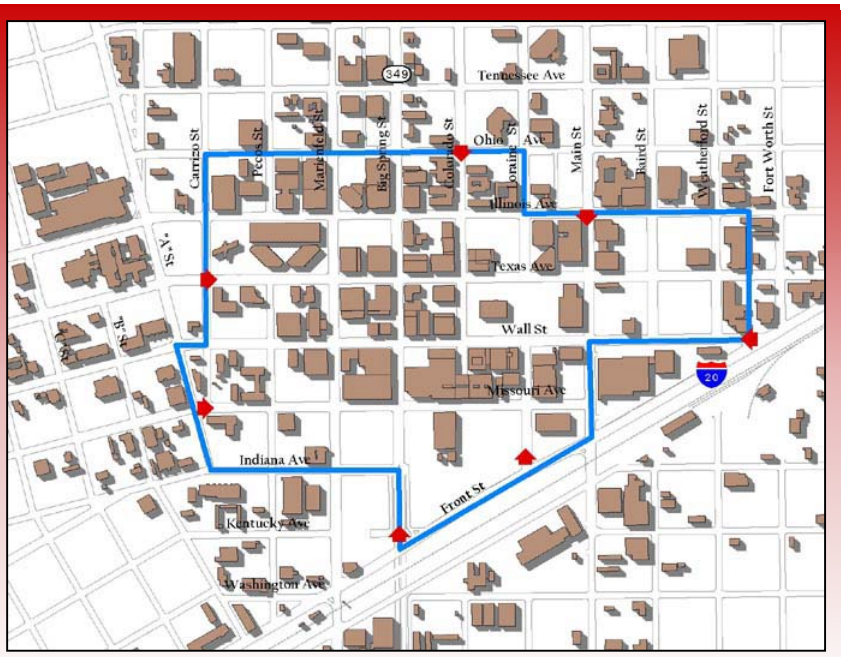


Illustration 7-14
Proposed Gateway Locations for the Downtown Entertainment District

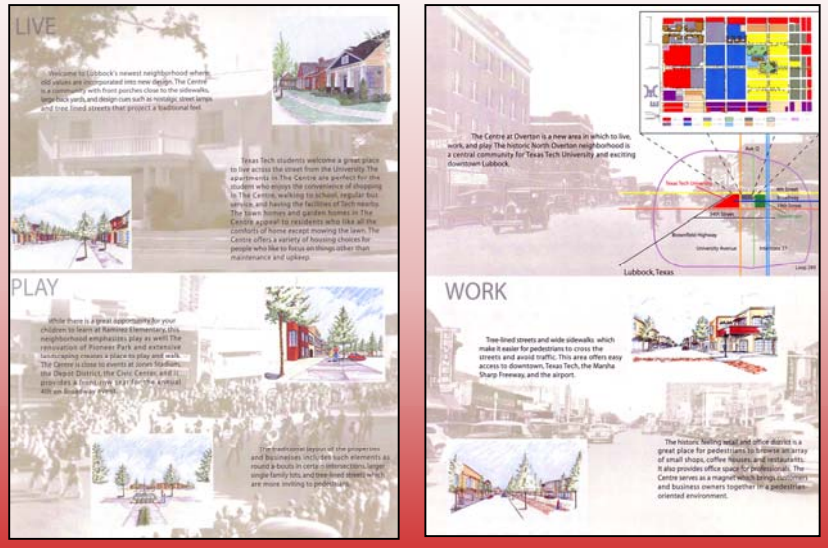


Illustration 7-15
Example Marketing Material for a Mixed Use Area in Lubbock, Texas

MARKET THE DISTRICT

The key to most successful downtown areas is that they have something that is unique compared to the experience people have in other areas of the city. That is, the downtown area creates its own niche in the overall marketplace. The need to create a niche is a primary reason that the Downtown Entertainment District has been recommended. While Downtown Midland is a unique area within the City, the Downtown Entertainment District would be a further defined special place. There is no concentrated area within Midland with the unique characteristics that would be created within this District. There is also no other area within Midland where people would have the opportunity to live in apartments overlooking the City (with great views) within walking distance of restaurants, retail, and entertainment.

The City should work with the Midland Convention & Visitors Bureau and Downtown Midland, Inc. (DMI) on a marketing plan for the Downtown Entertainment District. Such a plan should be created and implemented with three primary goals in mind:

1) To show that the Entertainment District is a unique and distinct area of Midland;

2) To ensure that the Entertainment District is perceived as competitive with other areas of Midland as a prime residential, retail or office location; and

3) To ensure that people perceive the Entertainment District as competitive with other Texas cities as a tourist destination.

RECOMMENDATIONS:

The Entertainment District should be identified with gateways at strategic points entering the District.

The District should be marketed through a joint effort of the City, the Convention & Visitors Bureau and Downtown Midland, Inc.

Hiring a professional organization to create and implement this marketing plan should be considered.

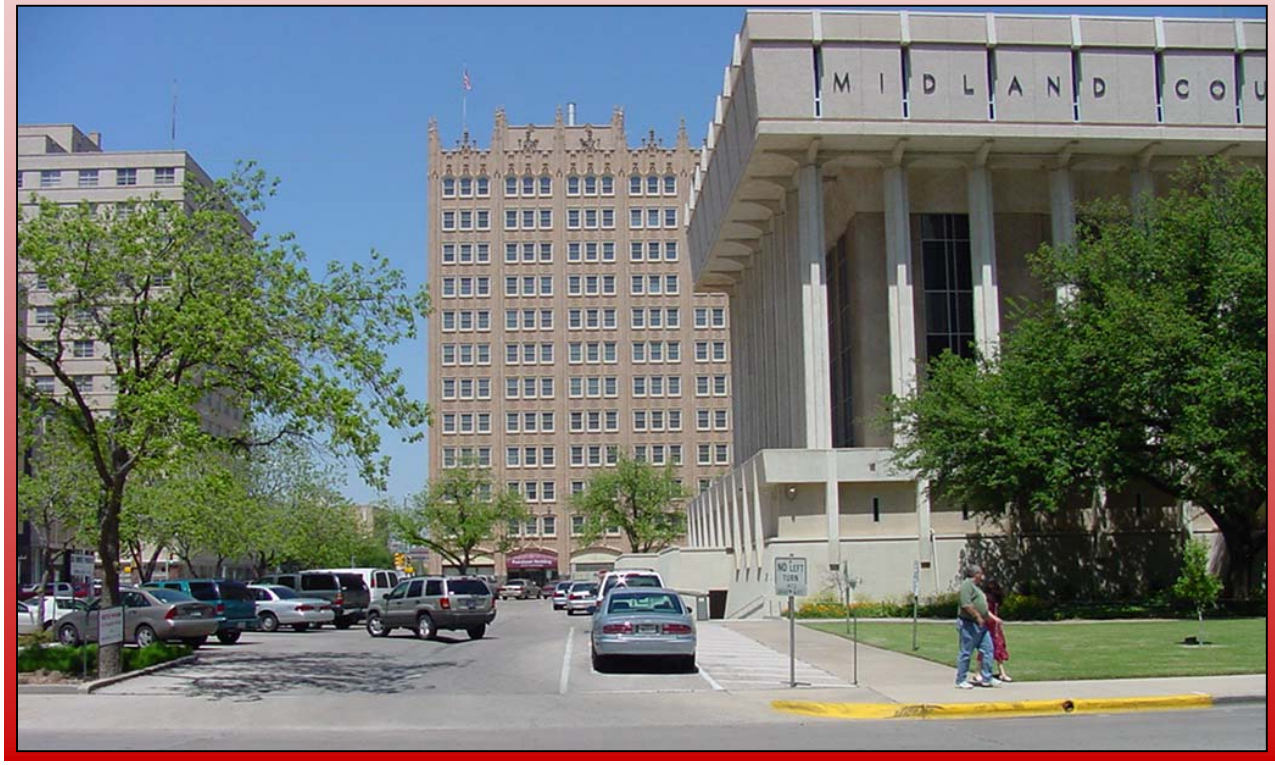


Illustration 7-16
The Petroleum Building in Downtown Midland

ADDITIONAL RE-VISION STRATEGIES

ESTABLISH A MARKETING PLAN FOR DOWNTOWN

A marketing plan for the development/redevelopment of the overall Downtown area should be completed. As previously discussed, the marketing plan should highlight the uniqueness of the Downtown area. The marketing plan for Downtown Midland should focus on attracting industries and businesses, with the secondary intent being focused on tourism and retail and residential uses.

The marketing plan for Downtown Midland should be similar to the *Midland International Airport Business Development Plan* that was done for the airport area[7-8]. That plan focused on the strengths of locating a business in proximity to the identified airport area, with all the positive aspects of business development therein discussed. Downtown Midland, although it has experienced challenges in recent years in terms of occupancy and perception, is still a unique area of the City in which to office and to develop a business. One of the challenges that Downtown has faced is the relocation of many businesses that were once located therein to outer areas of the City. In order for Downtown to continue to be competitive, it needs marketing materials of the same quality as those that have been completed for areas along Loop 250 and in proximity to the Midland International Airport.

RECOMMENDATION:

A marketing plan for the development/redevelopment of the overall Downtown area should be completed; this plan should make Downtown competitive with other areas of the City to which businesses are attracted, such as Loop 250 and the Midland International Airport.

[7-8] Prepared by Hillwood Strategic Services and Parkhill, Smith & Cooper, Inc. in October 2002.

SUPPORT DOWNTOWN BUSINESSES THROUGH SPECIFIC ACTIONS

Conduct Seminars & Provide Access to Business Experts

The City, or another related group such as Downtown Midland, Inc., should provide Downtown retailers, hotel managers, residential developers and the like, with access to business professionals who can provide insight on ways in which to improve business. Such business professionals might include economic advisors, retailing experts, or marketing experts who can conduct seminars or small group discussions on topics such as merchandising, collocation ideas, or improving business plans. Not only would this provide opportunities for business owners to learn from experts, but it would also provide a forum through which they could learn from each other what is working in Downtown Midland, and what may not be. It should be noted that this recommendation is generally applicable to Downtown retailers, hotel managers, residential developers, etc., but not generally to Downtown office managers or owners.

RECOMMENDATIONS:

A target audience of groups interested in Downtown (e.g., merchants, investors) should be given access to business professionals who can provide insight on which to improve Downtown businesses through seminars and similar events.

The City should use the Downtown business survey results to decide how and where capital funds and efforts would best be spent. Such a survey should be done on a consistent basis.

Conduct a Downtown Business Survey

In December 2003, a downtown development survey was conducted to solicit input from the public/private sector. A survey, developed by Midland College, was distributed as a water bill inserts and made available through other media. The purpose of the survey was to help the City determine what role the public sector should have in revitalization/redevelopment efforts from the perspective of people operating businesses in the area and to communicate desires of City residents. Questions centered on what specific improvements are desired, types of funding sources, and how attractive Downtown is as an opportunity for residential uses.

Responses to the survey will help the City more effectively decide how and where capital funds and efforts would be best spent in order for both the private and public sector to get the most benefit for the amount of funds or energy expended. In addition, such a survey should be done on a consistent basis, such as every three to five years; in this way, the City can begin to establish a trend over time with regard to support for projects and to the perception of how efforts Downtown are being perceived.

Investigate & Then Provide Market-Related Information

Having background information on what the market is for certain land uses and types of development Downtown would put the City, and related civic groups such as the Chamber of Commerce and Downtown Midland, Inc., in a proactive position. The City should continue to engage in and encourage a data-collection effort to establish what the market is for Downtown – for example, is there a market for high density residential use, for a live entertainment venue, for alcoholic beverage establishments, for a convention center, etc. in Downtown Midland? These are questions that need answers, and while the private sector will likely do their own research prior to investing in any endeavor, the City could help provide initial information. Vital basic questions include: who the customer base is currently, who the customer base is potentially, what the best business hours to keep would be, which types of streetscape improvements are most needed, etc. Armed with this knowledge, the City would be in a position to convince potential developers, retailers, hotel management companies and the like of the fact that there is a feasible market in Downtown for their business endeavor.

RECOMMENDATIONS:

The City should engage in a data-collection effort to establish what the market is for Downtown, and then should provide this information to the private sector.

Public entities should maintain their presence in Downtown for the long-term.

Maintain Governmental Functions Downtown

As cities grow and their land area geographically expands, many decide to relocate their administrative and service functions to areas outside of the original urban core. Although there has been no contemplation of such a move in Midland, the City Hall facility is aging, and such a move could be contemplated in the near future. It is recommended that Midland's City services that are currently located in Downtown be maintained there. Remaining in Downtown is a visible way in which the City can show private entities and investors that this important area of Midland is still a prime location. This is not only true for the City, but for other public entities as well, such as Midland County, federal offices, and Midland Independent School District offices. In order for Downtown Midland to be redeveloped and for the private sector to want to invest in the area, the public sector must also be willing to make the commitment to Downtown.

ADVERTISE INCENTIVES FOR DOWNTOWN INVESTMENT

Texas Enterprise Zone Program[7-9]

The purpose of the Texas Enterprise Zone Program is to encourage job creation and capital investment in designated areas of economic distress. The program provides communities with an economic development tool to offer state and local incentives and program priority to new or expanding business in these areas. Examples of local incentives that may be offered include tax abatement, a refund of local sales and use taxes, waiver of permitting fees, tax increment financing, transfer of publicly owned buildings at below market cost, and low interest loans. Although Midland has an established Enterprise Zone, only a portion of the Downtown area is included. An amendment was made to the Zone in 2004 in order to include the Hilton Hotel renovation project (Wall Street and Loraine Street).

The Downtown Midland Tax Increment Reinvestment Zone

A Tax Increment Reinvestment Zone (TIRZ) can be described as a special district created by a city under State law to help finance the cost of redeveloping an area that would not otherwise attract significant private investment in development in the foreseeable future. Within a TIRZ, property owners pay taxes as usual based on the assessed value of their property. Incremental increases in taxable value from new development within the zone over a "base year" produces tax revenue that is then added to a TIRZ fund for the purpose of financing public improvements in the zone[7-10]. Possible projects include infrastructure improvements, new community facilities, and streetscape enhancements. These projects are intended to provide incentive for increased private sector investment in Downtown. Midland's taxing entities (not including MISD) established TIRZ District No. 1 in downtown Midland in 2001.

This reinvestment zone exhibits the commitment to the continued economic health of Downtown Midland by the City of Midland, Midland County, Midland College, and Midland County Hospital District. These entities are forgoing taxable income to allow it to be reinvested in the Zone. This type of public/private cooperation and interaction is positive for all parties involved, and is strongly advocated by this Plan.

The Downtown Midland Municipal Management District

A Municipal Management District (MMD) allows commercial property owners to work together to solve problems and promote the economic well being of an area. The property owners collectively agree to an assessment on their property to finance the desired services and programs in a district.

[7-9] Information for this paragraph from website address: http://www.txed.state.tx.us/TexasEnterpriseZone/EZFAQs78thLeg.doc.
[7-10] Information for this paragraph from website address: www.4thwra.org/docs/CommonlyAskedQuestionsaboutTIRZ.pdf

The mission is a result of property owner input that reflects long-term vision and interests of the property owners.

The Downtown Midland MMD was created by the Texas State Legislature in June 2003. The major benefits are that the District functions as a public entity; it can leverage its resources with other sources of public and private funds; economies of scale can be achieved for providing services and improvements (collectively property owners can get "more bang for the buck"); the District can take advantage of area-wide promotional opportunities.

The stated mission of the Downtown Midland MMD is "To maximize the value and increase the usage of Downtown Midland properties and enhance the long term viability of our Downtown". The Midland District has established a Service and Improvement/Assessment Plan for years 2003 – 2007 with an emphasis in the following program areas:

1) Development
2) Urban Design and Beautification
3) Marketing
4) Creation and Administration

The successful delivery of the proposed services is anticipated to add value to all properties within the District. Property owners and tenants will be able to collectively leverage greater resources, resulting in increased levels of service and enhanced public awareness and image.

RECOMMENDATION:

The City should sponsor an increased number of Downtown events, making it a recognized destination within Midland.

ORGANIZE PROGRAMS & ACTIVITIES

While the Downtown Entertainment District is intended to help create activity, City-sponsored programs and events can do so as well. The public's overall perception of Downtown as a place for social interaction and tourism will be strengthened with increased involvement in sponsored events, which can entice people to experience Downtown Midland. The City has already recognized this through its establishment of annual events such as the *Star Spangled Salute* Fourth of July celebration and the *Christmas from the Heart of Midland* event that includes an annual fun-run, Christmas parade and tree-lighting ceremony. The following are recommended City-sponsored events that would help further increase activity:

RECOMMENDATION:

Public/private cooperation and interaction will continue to be important to the long-term success of Downtown Midland, and is strongly advocated by this Downtown Re-Vision Plan.

- *Food Festival* – Downtown Midland Inc. advertises that there are over 30 restaurants in Downtown[7-11]; many citizens of or visitors to Midland, however, may not be aware of the variety of restaurant options that are available. Therefore, a food festival should be established during which Downtown restaurants and bars provide free samples of food and drink to the public on a particular weekend each year; if this is successful and the number of restaurants and bars in Downtown increases, such a festival could occur on a monthly basis.
- *A Farmers' Market* - A farmers' market should be established. Many cities have found this to be successful because it allows citizens the opportunity to buy and sell goods fruits, vegetables, and flowers locally in a simple way – that is without owning a shop or an actual business.

These programs will give citizens and visitors additional reasons for coming to Downtown Midland, which in turn may entice them to eat, shop, and visit local attractions there as well. The City should initially concentrate upon establishing these activities, and once they become successful, another series of programs and activities can be pursued.

IMPROVE PARKING

Make Parking More Pedestrian-Oriented

While the Downtown area should be pedestrian-oriented, the automobile is and will likely continue to be an important element, and therefore, parking needs to be provided. Not only does it need to be provided, it needs to be easily accessible to the intended destination. Citizens and visitors coming to Downtown Midland should be able to park once and then walk to their single destination, or preferably multiple destinations.

RECOMMENDATIONS:

Parking should be easily accessible to numerous destinations within Downtown.

Informational signs should be placed strategically near parking areas or at the entrance to parking garage facilities; information should include a listing of destinations that are nearby and how to get there.

In addition, informational signs should be placed strategically near parking areas or at the entrance to parking garage facilities. The concept is to inform to people of particular places of interest that are within walking distance of where they are parking. Not only would this help direct people around the Downtown Entertainment District, but such signage may also entice people to visit places they were not originally intending to go.

[7-11] Downtown Midland, Inc. Website - ADDRESS: www.downtownmidland.org

Provide More Parking & Ensure That Parking Is Strategically Located

According to general parking to square footage ratios, there is a slightly less than adequate amount of parking available Downtown. According to the *Market & Economic Feasibility Study* within Appendix C of the Downtown Midland TIRZ *Project Plan & Reinvestment Zone Financing Plan*, there are approximately 2.38 parking spaces per 1,000 square feet, whereas published studies maintain that 3 spaces per 1,000 square feet is optimal. In addition, many parking facilities remain largely vacant because their location does not provide easy access to ultimate destinations. It is therefore recommended that the City investigate the feasibility of constructing a parking facility Downtown. The ideal location for such a facility would be central to the recommended Downtown Entertainment District, as shown in **Illustration 7-17**. As one study indicates, "

> *In a downtown business and shopping district pedestrian customers are only willing to walk, on average, about 1200 feet. This limited access distance means that in any setting--business district, shopping village, theme-park, etc.--the diversity of choices available to a pedestrian customer will be limited to what is available within a relatively small physical space…It also means that parking facilities must be provided within that pedestrian access distance.*

Source: Village Technology, Website – www.villiagetechnology.com

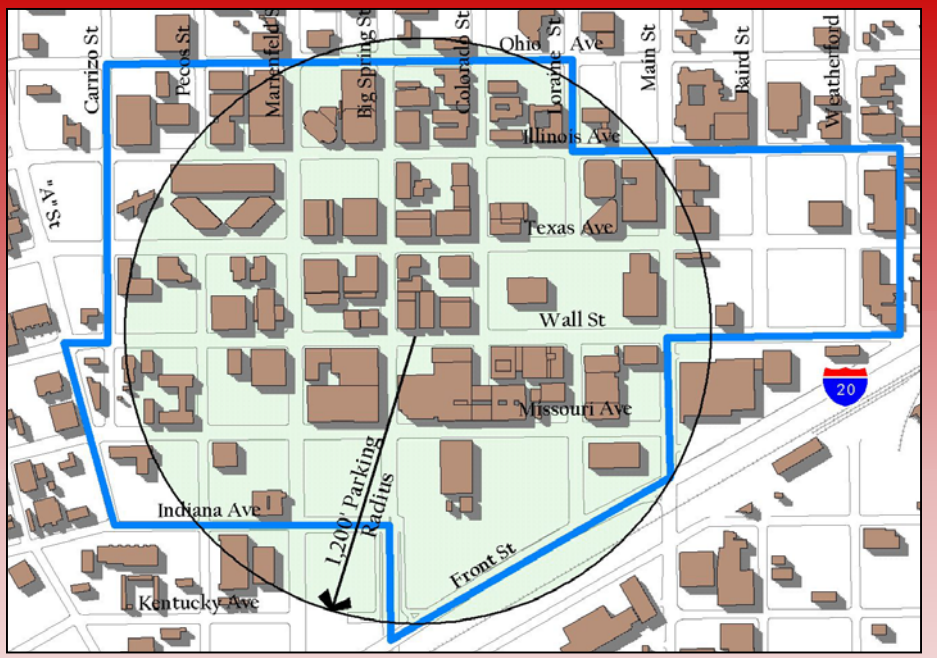


Illustration 7-17
A Centrally Located Parking Structure Would Allow for Pedestrian Access to Most of the Entertainment District

RECOMMENDATION:

The City should investigate the feasibility of constructing a parking facility Downtown in a centrally located area.

As shown, a parking facility in this vicinity would provide convenient access to numerous points of interest within the Entertainment District as well as the overall Downtown area. TIRZ funding could provide some or all of the capital needed for such a facility. Prior to any decision being made with regard to the location, business owners should be invited to participate in the decision-making process. Other concepts that should be investigated include privatized surface lots that the City could help fund and manage, and shared parking that would be able to be used by more than one business and possibly by the public sector.

Any new parking garage facility should be designed such that it is aesthetically pleasing and compatible with surrounding buildings and streetscape improvements. A brick-faced or patterned parking structure, as opposed to the typical concrete-faced garage, would contribute to the enhancement and the visual appeal of the area. The large walls of a parking structure would also provide the City with an opportunity to enhance the area with art murals, as many cities have chosen to celebrate their history, founding fathers, or major industries in this way.

INCORPORATE THE TRANSIT SYSTEM

The City has recently established a new transit system, utilizing traditional buses and bus stops to provide the public with transportation around Midland. The transit system is an ideal way to provide access to Downtown, and would help alleviate the existing parking shortage. There are numerous ways in which the transit system could be utilized, including the following.

RECOMMENDATIONS:

The City should determine whether citizens would use the transit system to travel to and from work in Downtown, and should provide this service on an interim basis to determine actual use levels.

The City should encourage the use of the transit system during scheduled Downtown events.

Encourage Use of the Transit System by Downtown Employees & for Organized Programs or Activities

The recommended business survey would provide the City with the opportunity to investigate whether local citizens would use the transit system to travel to and from work. If the answer is positive, the City could further investigate concentrated locations of potential users, and could then provide transportation for a set period of time on an interim basis to establish whether use levels merit consistent service. The transit system could also be used to enhance Downtown during a scheduled public activity or program, such as for the Christmas parade or for Fourth of July celebrations, since people will generally use public transit to avoid heavy traffic and parking problems. Also, if citizens use the service to get to events Downtown and they have a pleasant experience, they are more likely to use the service on a regular basis to get to work Downtown.

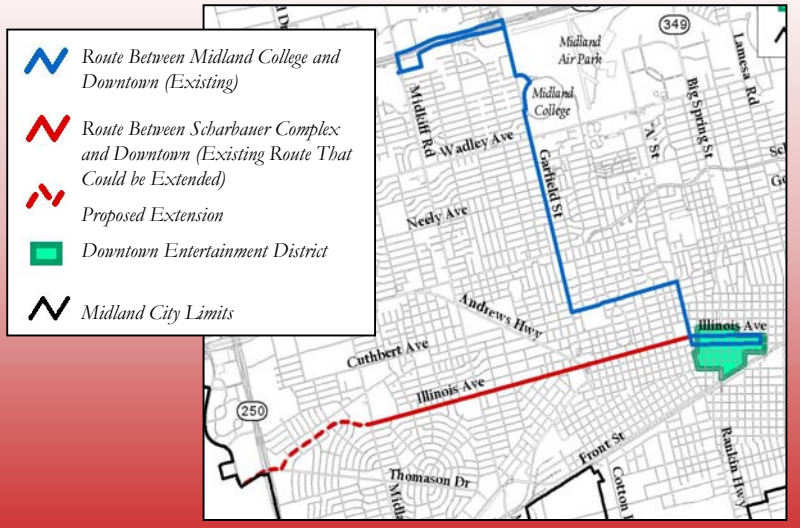


Illustration 7-18
Transit System Connections to Downtown

RECOMMENDATIONS:

To encourage activity in the evenings and on Friday and Saturday night in Downtown Midland, the City could extend the normal service hours of the transit system.

The Entertainment District and local places of interest, such as the Scharbauer Sports Complex, should be linked with shuttle service – this way citizens and visitors can conveniently access multiple destinations.

The City should encourage the use of the transit system between the Downtown Entertainment District and Midland College; the City could coordinate with the College on when such transportation would be most needed.

Encourage Use of the Transit System in Relation to the Downtown Entertainment District

Not only could such a system provide transportation to Downtown in general, but also to and from the Downtown Entertainment District. As previously mentioned, the land uses recommended for the District are intended to help create nightlife Downtown. One of the common elements of nightlife is alcoholic beverage consumption, but the use of the transit system could provide a safer way for such consumption to occur. To encourage activity in the evenings and on Friday and Saturday nights, the City could extend the normal service hours of the transit system. In addition, the Entertainment District and local places of interest, such as the Scharbauer Sports Complex, could be linked with a "park and ride" shuttle service. **Illustration 7-18** shows a connection between the Complex and the Downtown Entertainment District; all that would likely be needed is a simple extension of one of the existing bus routes.

An expanded use of the transit system between Downtown and Midland College could be achieved by marketing Downtown living to Midland College students, many of whom are part of the prime demographic that is typically most interested in living in an urban setting. The transit system could be an attractive means of transportation to and from Midland College for students or employees living in Downtown. The City could coordinate with the College on when such transportation would be most needed. Such convenient transportation would be an added incentive to maintaining a residence Downtown, especially in the initial stages of developing the residential use component. There is already an existing bus route that could accommodate this, as the illustration above shows.

Illustration 7-19
A New Transit Depot in Midland

CONCLUSION

Planning efforts related to Downtown Midland have been numerous. This Downtown Re-Vision Plan seeks to identify specific actions that the City can take to show the public sector's commitment to Downtown, which ideally will result in increased private sector investment. The main discussion points of this chapter focus on reinventing the perception and reality of Downtown Midland. Specific recommendations include:

1) Creation of a Downtown Entertainment District that will encourage residential, cultural, and entertainment uses such as restaurants;
2) Support of Downtown businesses by providing opportunities for input;
3) Marketing of Downtown with the same intensity that has been given to other areas of the City;
4) Improved parking opportunities; and
5) Promote the use of the transit system.

Involvement of both the public and private sectors will be needed for Downtown Midland to become increasingly vibrant place where people come to shop, to eat, to visit (as a tourist attraction) and to live. Specific recommendations are summarized within **Table 7-1**.

TABLE 7-1
Summary – Downtown Re-Vision Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should encourage residential uses in Downtown.	*Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.
The City should work with owners of Downtown buildings to establish ways in which incentives could be provided for redevelopment and new development.	*Goal D-2:* Explore the feasibility of utilizing various funding mechanisms, both public and private, in the revitalization efforts of Downtown Midland.
Downtown should continue to be the location of convention center facilities in Midland. If a new facility is constructed, it should be Downtown.	*Goal D-1:* Identify specific ways in which Downtown Midland can be enhanced as the City's cultural, governmental, business, and social center. *Objective D-1.1:* Identify opportunities and challenges in Downtown Midland related to transportation, land use, housing, and economic development. *Objective D-1.2:* Increase pedestrian circulation.
An Art Avenue should be established along one of the identified roadways.	
The City should establish a Downtown Entertainment District as an overlay zoning district.	

TABLE 7-1, Cont'd
Summary – Downtown Re-Vision Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should solicit input from the private sector as to what regulations should be included in the new Entertainment District Overlay.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners.
The City should adopt a streamlined process of zoning and other development-related approvals within the Entertainment District.	
The City should adopt a specific Downtown Master Plan and make capital improvements based on the catalyst projects and other priorities recommended therein.	*Objective D-1.6:* Continue to improve the streetscape within Downtown Midland with landscaping, pedestrian-oriented features, etc.
The Entertainment District should be identified with gateways at strategic points entering the District.	
The District should be marketed through a joint effort of the City and the Convention & Visitors Bureau and Downtown Midland, Inc.	*Goal D-1:* Identify specific ways in which Downtown Midland can be enhanced as the City's cultural, governmental, business, and social center.
A marketing plan for the development/redevelopment of the overall Downtown area should be completed; this plan should make Downtown competitive with other areas of the City to which businesses are attracted, such as Loop 250 and the Midland International Airport.	*Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.
A target audience of groups interested in Downtown (e.g., merchants, investors) should be given access to business professionals who can provide insight on which to improve Downtown businesses through seminars and similar events.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners.
The City should use the Downtown business survey results to decide how and where capital funds and efforts would best be spent. Such a survey should be done on a consistent basis.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners. *Objective D-1.6:* Continue to improve the streetscape within Downtown Midland with landscaping, pedestrian-oriented features, etc.
The City should engage in a data-collection effort to establish what the market is for Downtown, and then provide this information to the private sector.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners.
Public entities should maintain their presence in Downtown for the long-term.	*Goal D-1:* Identify specific ways in which Downtown Midland can be enhanced as the City's cultural, governmental, business, and social center.

TABLE 7-1, Cont'd
Summary – Downtown Re-Vision Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Public/private cooperation and interaction will continue to be important to the long-term success of Downtown Midland, and is strongly advocated by this Downtown Re-Vision Plan.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners.
The City should sponsor an increased number of Downtown events, making it a recognized destination within Midland.	*Objective D-1.2:* Increase pedestrian circulation. *Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.
Parking should be easily accessible to numerous destinations within Downtown.	
Informational signs should be placed strategically near parking areas or at the entrance to parking garage facilities; information should include a listing of destinations that are nearby and how to get there.	
The City should investigate the feasibility of constructing a parking facility Downtown in a centrally located area.	*Goal D-2:* Explore the feasibility of utilizing various funding mechanisms, both public and private, in the revitalization efforts of Downtown Midland.
The City should determine whether citizens would use the transit system to travel to and from work in Downtown, and should provide this service on an interim basis to determine actual use levels.	*Objective D-1.1:* Identify opportunities and challenges in Downtown Midland related to transportation, land use, housing, and economic development. *Objective D-1.2:* Increase pedestrian circulation. *Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.
The City should encourage the use of the transit system during scheduled Downtown events.	
To encourage Downtown activity in the evenings and on Friday and Saturday nights, the City could extend the service hours of the transit system.	*Objective D-1.2:* Increase pedestrian circulation. *Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.
The Entertainment District and local places of interest, such as the Scharbauer Sports Complex, should be linked by a transit shuttle service to allow citizens and visitors to conveniently access multiple destinations.	
The City should encourage the use of the transit system between the Downtown Entertainment District and Midland College; the City could coordinate with the College on when such transportation would be most needed.	

PROVIDING WAYS TO ENHANCE THE MAN-MADE ENVIRONMENT

Community Image Guidelines

INTRODUCTION

The guidelines presented within this chapter of the Master Plan 2025 are intended to improve the quality of life, or "livability", of Midland. These guidelines focus on elements of the man-made environment that can be enhanced, such as building materials, site design, landscaping, and similar elements. Such elements are often difficult to quantify because their aesthetic quality is inherently subjective - they often deal with the sensory response of people to the physical environment in terms of its visual appearance and spatial character and relationships. Although individual responses to aesthetic considerations vary, the careful application of image-related design principles in planning practice should enhance the quality of the built environment and the corresponding quality of life enjoyed by Midland's citizens and visitors.

Definition of
LIVABLE:
1. Fit to live in
2. Worth living.

Definition of
LIVE:
1. To conduct ones' existence in a particular manner
2. To pursue a positive, satisfying experience

The American Heritage Dictionary of the English Language

Description of
LIVABLE COMMUNITY:
Livable communities are places where the young and old can walk, bike, and play together; where historic neighborhoods are preserved; where farms, forests, and other green spaces are protected; where older neighborhoods can thrive once again. A livable community has safe streets… and public and private spaces that help foster a spirit of community.

Federal Highway Administration Website

The images that travelers experience along major roadways can create a lasting impression of the local quality of life. It is apparent that Midland has recognized that major roadways offer a tremendous opportunity to enhance its image. Local efforts at improving Midland's image are already impacting the perception along major roadways. Keep Midland Beautiful has been actively involved in beautification projects. The Midland-Odessa Metropolitan Planning Organization has received approval of a grant from the Texas Department of Transportation (TxDOT) under the Statewide Transportation Enhancement Program for funding to beautify the Business I-20 corridor between Midland and Odessa. These types of efforts help to maximize the cost/benefit ratio of local resources expended to enhance our community's image along major roadways. Because the impact is so vital, the recommendations within this chapter

should be applied to non-residential development along all arterial roadways and major and federal highways.

Elements such as landscaping, building materials, and signage that are typically reviewed by the City during the planned district (PD) approval process will serve as the basis for many of the recommendations herein. Planned districts offer the opportunity for development standards to be reviewed as part of the zoning process. By implementing the *Community Image Guidelines* recommended here, site development and building design standards for future non-residential construction can be applied throughout the City, without the need for planned district zoning. Applying these standards in a more uniform manner would have a significant impact on the quality of life and the community image of Midland.

Every citizen in a community wants to be proud and enthusiastic concerning the various accomplishments and appearances of his home town.

He is interested and desirous of having his neighboring town's citizens admire and respect the accomplishment of his home community.

The stranger and the visitor to the city is susceptible to a lasting impression of the character, individuality, and dignity of the City as it is revealed to him in outward appearance of its pleasing appearance and up-to-date characteristics.

The favorable impressions gained from the neat and pleasing appearance of a city are valuable assets to the community's well-being and reputation.

The Midland City Plan, 1950 – Civic Attractiveness, Page 46

Illustration 8-1
Midland County Courthouse

ON-GOING EFFORTS FOR IMPROVING MIDLAND'S IMAGE

KEEP MIDLAND BEAUTIFUL[8-1]

Originally known as *Clean Midland*, *Keep Midland Beautiful* is a local non-profit organization that was formed in 1983 for the purpose of making Midland cleaner and more attractive. Its stated mission is to improve Midland through litter prevention, waste reduction, beautification and environmental education. Initial funding and support for this effort was provided by the City and the Midland Chamber of Commerce. Keep Midland Beautiful is a member of the national Keep America Beautiful (KAB) Clean Community System and of the state organization, Keep Texas Beautiful. Through two decades of effort, this organization has had a positive impact on Midland's image in numerous ways, including litter reduction. One method for measuring the amount of trash and litter is the Photometric Survey; a scientific means of surveying the spatial distribution of loose trash. This survey is performed locally on an annual basis and, since 1983, the results have shown a dramatic reduction of litter in Midland. In addition, through tree-planting efforts, members of KMB have been active in helping to improve parks and other public areas. This type of local effort is evidence of the fact that our residents care about their community's image. The City should work with Keep Midland Beautiful to implement those recommendations within this *Community Image Guidelines* chapter that are applicable to the KMB mission. With such cooperation, both entities can continue to make great strides in enhancing Midland's image.

THE BUSINESS I-20 TRANSPORTATION CORRIDOR ENHANCEMENT PROJECT

In 2001, the Midland-Odessa Metropolitan Planning Organization applied for funding to support efforts to beautify and incorporate landscaping elements within the Business Interstate 20 (Business I-20) corridor. The "Business Interstate 20 Transportation Corridor Enhancement Project" is a joint effort of Midland, Odessa, Ector County, Midland County, and the Odessa District of the Texas Department of Transportation (TxDOT). Included in the grant is funding for efforts such as screening "unsightly businesses" and clearing of debris along the 38-mile stretch of Business I-20 East between Midland and Odessa.

In early 2002, State officials approved the grant and allocated over $1.9m for the project through TxDOT's Statewide Transportation Enhancement Program. This program is designed to fund non-traditional transportation projects such as those involving landscaping and scenic beautification[2]. The application for and successful receipt of funds for beautification efforts are good examples of regional entities working together for the betterment of the region and of the City of Midland recognizing the importance of its image along Business I-20.

[8-1] Information obtained from the Keep Midland Beautiful Website – ADDRESS: www.keepmidlandbeautiful.org
[2] Press Release; Texas Department of Transportation; http://www.dot.state.tx.us/oda/newsrel/017-2002.htm

IMAGE-RELATED ELEMENTS TO CONSIDER

As stated in the *Introduction*, the City has often utilized Planned District zoning to ensure aesthetically pleasing projects. Many examples of the successful use of PDs in the City can be found along Loop 250. Some of the issues that are routinely considered by the City during the processing and approval of Planned Districts are:

- Site Access/Layout
- Driveway Design, Location & Spacing
- Reciprocal Access Easements
- Alley Access
- Building Setbacks
- Floor Area/Building Envelope
- Building Materials/Architectural Elements
- Maximum Building Height
- Parking
- Landscaping
- Screening of Refuse Containers
- Signage
- Public Sidewalks
- Exterior Lighting

Each of these elements adds an important component to quality development. While some, such as building height, building setbacks, driveway location, sidewalks and parking, are addressed in the City Zoning Code, others, such as fencing and building materials, have traditionally been considered on a site-specific basis. It is recommended that rather than relying on case-by-case consideration through the planned district process, the City should establish specific design guidelines in order to streamline the development process as well as broaden the application of these principles. The following sections of this chapter discuss design elements under such categories as Overall Design, Layout, Site Elements, and Building Standards.

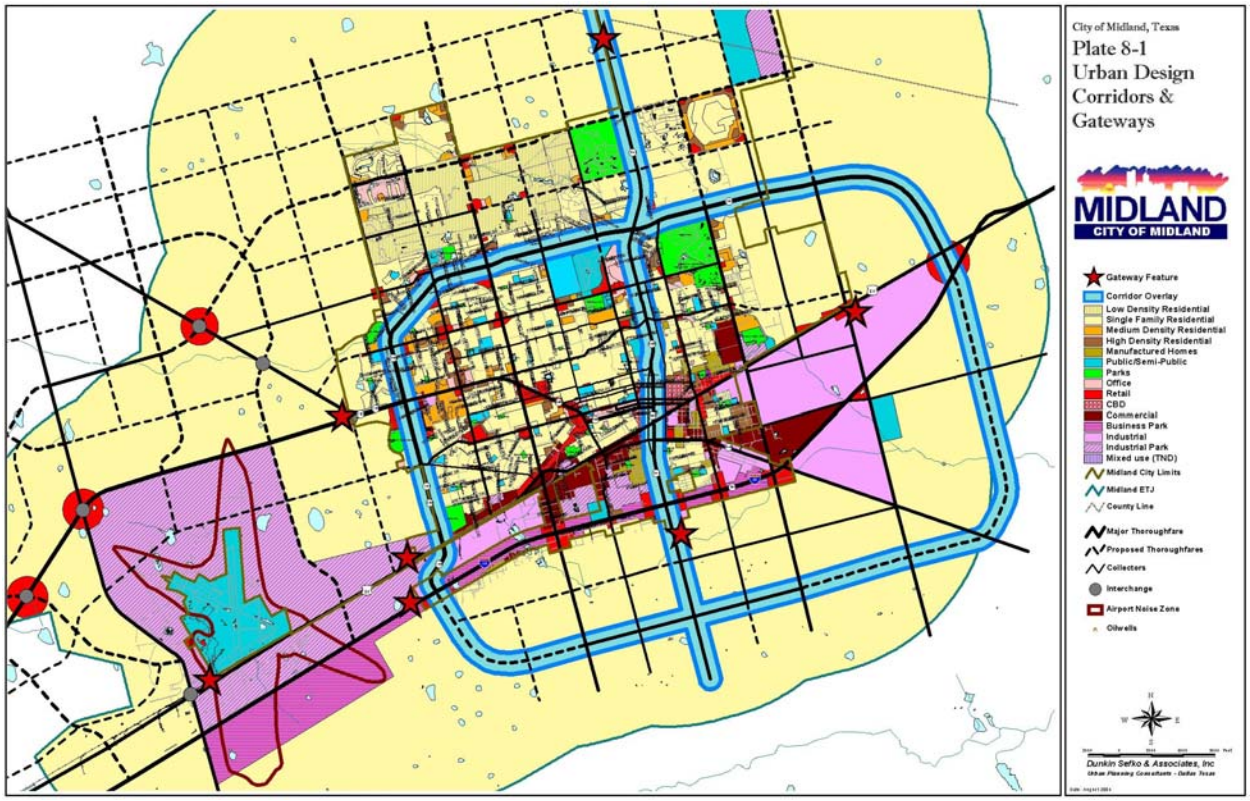
OVERALL DESIGN:
Gateway Treatments

Rationale

Communities that lack visual individuality tend to be anonymous within a region. In contrast, the addition of eye-catching gateways can vastly improve the public's perception of an area. While Midland has the advantage of a unique skyline, its general boundaries along major thoroughfares such as State Highway 349, Interstate Highway 20 and Business I-20 are only vaguely defined, making it difficult for people to recognize when they have entered the City. The incorporation of carefully designed gateways in strategic locations will announce to residents and visitors that they have "arrived" and are welcome in Midland.

Recommendations

The City should establish gateways along Interstate Highway 20, Business I-20, State Highway (SH) 158, SH 191, and SH 349, as well as along La Entrada and Ports-to-Plains when they are constructed. Recommended locations for these gateways are shown on **Plate 8-1**. By sponsoring a competition for the design of such gateways, the City could attract widespread public interest in these important community image features.


City of Midland, Texas
Plate 8-1
Urban Design
Corridors &
Gateways
MIDLAND
CITY OF MIDLAND
Gateway Feature
Corridor Overlay
Low Density Residential
Single Family Residential
Medium Density Residential
High Density Residential
Manufactured Homes
Public/Semi-Public
Parks
Office
Retail
CBD
Commercial
Business Park
Industrial
Industrial Park
Mixed use (TND)
Midland City Limits
Midland ETJ
County Line
Major Thoroughfare
Proposed Thoroughfares
Collectors
Interchange
Airport Noise Zone
Oilwells
Dunkin Sefko & Associates, Inc

MIDLAND
CITY OF MIDLAND

OVERALL DESIGN:
Landscaping Elements

Rationale

In addition to landscaped medians, landscaping elements placed alongside roadways also enhance visual quality. Such elements are often incorporated into individual sites as they are developed; however, they are not required for all development in Midland. This issue will be discussed in a later section.

Recommendations

It is recommended that the City take advantage of the public domain of the lengths alongside roadways such as Loop 250 and I-20, and incorporate landscaping elements within the adjacent rights-of-way. Many communities across the state have successfully incorporated native Texas plants, such as wildflowers, along their highway rights-of-way. An expanse of flowers indigenous to the region would provide an attractive, seasonal transformation of these major corridors.

The City should continue in its efforts to enhance the areas along Interstate and Business I-20 with landscaping. In addition, funding for the incorporation of landscaping elements should be secured as part of the construction costs of La Entrada and Ports-to-Plains. Other cities in Texas have been successful in lobbying TxDOT for similar initiatives. Any landscaping that is integrated alongside these roadways should utilize locally recommended, drought tolerant plants and xeriscape techniques to reduce the amount of watering needed.

SITE ELEMENTS:
Setbacks

Rationale

Business owners often wish to place their buildings close to the abutting street to enhance visibility. However, this desire for visibility must be balanced with a need to create a positive community image; otherwise, a sense of overcrowding along public streets can occur. The use of reasonable front building setbacks and minimum spacing between residential and non-residential uses can help create positive images. The current setback standards in Midland's zoning code are considered minimal, and vary from zero to 20 feet, depending on the district. Furthermore, there is no minimum spacing between residential and non-residential uses. Amendments to current setback regulations would assist in enhancing community image.

Recommendations

Structures - Non-residential structures located along major streets should observe a minimum front building setback of 30 feet. A larger setback may be warranted for buildings exceeding 20 feet in height.

Distance from Residential Areas – When a non-residential zoning district adjoins a residential district, the non-residential district should observe at least a 20 foot building setback. This building setback distance should be increased one foot for each one foot that the building exceeds 20 feet in height.

These recommendations should apply to any type of nonresidential use – office, retail, commercial, or industrial.

SITE ELEMENTS:
Landscaping

Rationale

As communities have become more urbanized, the need for landscaping elements has become increasingly apparent; landscaped areas provide a natural visual relief within a stark man-made environment.

Recommendations

Landscaping recommendations have been made throughout this chapter in relation to medians and rights-of-way. The recommendations here focus on landscaping within nonresidential sites along major streets and highways, and should apply to new construction and to any remodeling whereby the remodel equals 25 percent or more of the building size, or where the primary function of the building is altered. It is further recommended that the City require concentrated landscaped areas within parking lots over a certain size (i.e., number of spaces).

Percentage of the Front Yard – In the Business Park and I-20 Overlay Districts, a portion of the front yard area should be landscaped. This requirement should be extended to include all development along major thoroughfares. The front yard should be defined as the yard adjacent to the thoroughfare.

Street Trees – Street trees should be required along the frontage of all major thoroughfares. The incorporation of trees approximately every 30 feet (on center) would add to the visual appeal of these thoroughfares, especially as the trees mature.

Tree Protection – The City should provide an incentive for the protection and preservation of existing mature trees (of a certain caliper). It is recommended that any tree removed to accommodate new development be replaced with two new trees. Credit toward the total amount of landscaping or number of trees required could be given to developments that preserve and protect existing trees.

SITE ELEMENTS:
Refuse Containers

Rationale

As ubiquitous as parking lots, refuse is an unavoidable product of business development. Trash receptacles, however, do not have to be unsightly or reduce the visual quality of nonresidential developments. Two key factors can ensure this: the placement of these receptacles and the design of screening elements for them.

Recommendations

Location – Trash receptacles should be prohibited in parking areas, and should be placed within a visually screened area, preferably to the rear of the building.

Screening – Trash receptacles should be screened from public view with a masonry wall (on three sides with a gate on the fourth) that is at least one foot taller than the container, and that is architecturally compatible with the primary building. "Public view" should be defined as the view from a major street as well as the view from any adjacent residential uses. "Architecturally compatible" should be defined as similar in material and color to the primary building. It is further recommended that the gated side, which is to be used for garbage pickup service, remain closed except when service is being provided.

SITE ELEMENTS:
Loading Areas

Rationale

Many types of nonresidential uses require unsightly loading docks and service entrances to receive and distribute goods. Service bays, such as those used by automobile repair shops, can also be unattractive. Thus, their placement and screening are of a primary concern to ensure quality development. Midland has already recognized the impact these areas can have on the visual appeal of a nonresidential development – the City already requires loading areas to be set back from street at least 50 feet in certain cases within its zoning regulations. However, there is currently no regulation stating how service doors should be placed on-site. The following recommendations further define ways in which potentially negative impacts can be alleviated through good design.

Recommendations

Location - The City should require that loading docks be positioned such that they do not face onto and are not visible from any thoroughfare. Loading docks should generally be located to the rear of nonresidential buildings. Service doors (i.e., for a commercial use) should be placed to the side or rear of the structure.

Screening - If the site design cannot accommodate placing loading docks at the rear of the building, the areas should be screened from thoroughfares and from adjacent residential properties with masonry screening walls.

SITE ELEMENTS:
Outside Storage

Rationale

Outside storage areas are generally defined as areas where goods and materials are displayed or stored outside a building for more than 24 hours. Common examples include pre-fabricated storage sheds, pipe, lumber, and some landscaping materials. Although many nonresidential uses require outside storage areas to accommodate the types and amount of goods necessary to be successful, such areas can detract from the overall positive image that Midland desires to portray along most major thoroughfares

Recommendations

It is recommended that the City require all new businesses to locate outside storage areas such that they are not facing onto or visible from any major thoroughfare. When the site cannot be designed in conformance to this, outside storage areas should be required to be screened from public view with a masonry screening wall at least six feet in height. The City should also specify that outside storage materials may not be stacked above the height of the screening wall.

SITE ELEMENTS:
Signage

Rationale

Regulating signage is one of the simplest and most effective ways in which a city can ensure a positive community image. There are two primary aspects of signage that should be considered. The first is the number of signs that nonresidential uses are permitted to have. This issue is addressed effectively by the sign regulations included within the City's Zoning Ordinance. The second is the type of sign a nonresidential use is permitted to have, which is addressed herein.

Recommendations

It is recommended that Midland allow only monument signs along major thoroughfares. Although many in the development community desire large, tall signs to maximize visibility, monument signs can be just as effective, as evidenced by communities in Texas such as the Woodlands and Plano. Monument signs should be permitted to be approximately 20 feet in height and 12 feet in width.

In addition, future billboards should be prohibited along Interstate Highway 20, Business I-20, Loop 250, La Entrada, and Ports-to-Plains.

BUILDING STANDARDS:
Façade Materials

Rationale

The importance of building materials used on the facades of nonresidential structures along arterial streets cannot be overstated. Cities across Texas and the nation have recognized the importance of ensuring that nonresidential structures are as reflective of community image as signage, landscaping, or any other development-related elements commonly associated with aesthetics.

Recommendations

It is recommended that the City establish a list of acceptable exterior materials to be used for buildings along major corridors. Masonry materials, which would include brick, stone brick veneer, custom treated tilt wall, and decorative or textured concrete block, should be permitted by right. The City should permit other materials, including stucco and EIFS (exterior insulation and finish systems), along with any new material that has not been widely utilized (i.e., is a result of new technology) after review and approval by the Planning and Zoning Commission. By specifying the materials that are permitted along thoroughfares, the City would aid developers by identifying one aspect of approval, while ensuring that future nonresidential development (either new construction or a remodel with costs over 50 percent of the building value) occurs in a visually cohesive manner that reflects a positive image of Midland.

BUILDING STANDARDS:
Articulation of Building Facades

Rationale

Although they are generally thought of as unattractive, large expanses of flat wall are seen in many urbanized areas. In recent years, big-box retailers have received much attention for this practice and have been challenged on this aspect of their building design. Other nonresidential uses, however, use this type of design as well. In response, many cities have established standards for varying exterior walls to address this visually unappealing design. This variation, or articulation, can be defined as an interruption or differentiation of the building wall plane with either a recess (concavity) or an offset (convexity) that projects away from the building wall plane by a specified amount of inches or feet or by a specified percentage.

Recommendations

Developers along major corridors should be discouraged from using a building design that achieves a "large box" effect. To accomplish this, it is recommended that architectural variation of the exterior walls of any structure visible from the specified roadway(s) be required. This requirement should apply to all nonresidential structures 20,000 square feet in size or greater. The variation should be at least three feet in depth for every twenty-five feet in vertical or horizontal length. Such a standard will ensure that unbroken planes of wall will not be predominant along the major roadways.

CONCLUSIONS

It is recommended that the following policies be adopted in order to preserve and improve Midland's overall community image:

1) The City should continue to pursue highway beautification through joint efforts with regional entities.
2) The recommendations that relate to improvements that can be initiated by the City should be prioritized and then included within the Capital Improvements program.
3) The recommendations related to aesthetic elements that will be the result of private development should be incorporated into the City's zoning regulations or subdivision regulations.

These three policies, in conjunction with the recommendations listed throughout this chapter will be useful tools to guide development. Overall, this chapter has proposed recommendations that will influence the aesthetics of non-residential development along Midland's thoroughfares. Since future business development will have an important effect on the image of the City, it is critical that the City implement these design recommendations. A prime opportunity is presented with the La Entrada and Ports-to-Plains corridors, as the City should be able to take aesthetics into consideration from the earliest stages of development. The recommendations discussed throughout this chapter are summarized on the following page in **Table 8-1,** and reference is also made to the corresponding goals and objectives from Chapter 2.

TABLE 8-1
Summary – Community Image Guidelines Recommendations
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Gateways: The City should establish gateways as shown on Plate 8-1, as well as along La Entrada and Ports-to-Plains when they are constructed. The City should sponsor a competition for the design of such gateways as a way to attract widespread public interest in City gateways.	Objective E-2.2: Identify major gateways to Midland and develop methods of enhancing these areas.
Landscaping Elements: The City should coordinate with TxDOT for the addition of landscaping elements along Interstate Highway 20 and Business I-20 when they are being improved and/or widened. The City should use the public domain of the lengths alongside the specified existing roadways to incorporate landscaping elements.	Objective E-2.1: Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas.

TABLE 8-1, Cont'd
Summary – Community Image Guidelines Recommendations
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Landscaping Elements: The City should lobby TxDOT for the incorporation of landscaping elements as part of the construction of La Entrada and Ports-to-Plains. Landscaping integrated alongside the specified roadways should utilize xeriscape techniques.	Objective E-2.1: Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas. Objective E-4.1: Review, and amend if necessary, the City's development standards related to public safety, such as lighting, and pedestrian access.
Setbacks: Non-residential structures located along major streets should observe a minimum front building setback of 30 feet. A larger setback may be warranted for buildings exceeding 20 feet in height. When a non-residential zoning district adjoins a residential district, the non-residential district should observe at least a 20-foot building setback. This building setback distance should be increased one foot for each one foot that the building exceeds 20 feet in height.	Objective E-2.1: Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas. Objective E-3.2: Ensure that nonresidential uses are developed to a high standard, especially along major thoroughfares.
Landscaping Within Business Sites & Parking Areas: The City should require a portion of front yard areas of nonresidential developments to be landscaped. The City should require landscaped areas within parking lots over a certain size (i.e. with a minimum number of spaces). Street trees should be required at 30 feet on-center along the frontage of each of the thoroughfares. The City should require that any tree removed to accommodate new development be replaced with two new trees. Credit toward the total amount of landscaping or number of trees required could be given to developments that preserve and protect existing trees.	Goal E-3: Review the City's development standards and examine ways in which such standards can be improved to achieve better urban design. Objective E-3.2: Ensure that nonresidential uses are developed to a high standard, especially along major thoroughfares.

TABLE 8-1, Cont'd
Summary – Community Image Guidelines Recommendations
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
Refuse Containers: Trash receptacles should be prohibited in parking areas. Trash receptacles should be placed within a visually screened area, preferably to the rear of the primary nonresidential structure. Trash receptacles should be screened from public view with a masonry wall (on three sides with a gate on the fourth) at least one foot taller than the container that is architecturally compatible with the primary nonresidential structure. The gated side, which is to be used for garbage pickup service, should remain closed except when pick-up service is being provided.	Goal E-2: Identify specific areas of the City where key image enhancement opportunities may exist.
Loading Areas: Loading docks should not be permitted to face onto or be visible from any major thoroughfares; If this is not possible, loading areas should be screened from public view.	Objective E-2.1: Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas.
Outside Storage: Outside storage areas should not be permitted to face onto or be visible from any major thoroughfare. If this is not possible, outside storage should be screened from public view. The City should also specify that outside storage materials may not be stacked above the height of the screening wall. The City should encourage existing businesses along major thoroughfares to relocate or screen outside storage areas.	Goal E-3: Review the City's development standards and examine ways in which such standards can be improved to achieve better urban design. Objective E-3.2: Ensure that nonresidential uses are developed to a high standard, especially along major thoroughfares.
Signage: Midland should allow only monument signs along major thoroughfares. Monument signs should be permitted to be approximately 20 feet in height and 12 feet in width. Future billboards should be prohibited.	Objective E-3.3: Examine ways in which the City can proactively address issues that may cause urban blight, such as deteriorating or abandoned buildings.
Façade Materials: A list of acceptable exterior materials to be used for buildings along the major thoroughfares should be established for visual cohesiveness. Architectural variation should be required for facades of buildings larger than 50,000 square feet.	

MEETING THE RECREATIONAL NEEDS OF MIDLAND

Parks, Recreation, Open Space & Trails Assessment

INTRODUCTION

A vital component of an urban area is the space devoted to satisfying active and passive community recreational needs. The quantity of this space and its distribution within the population generally indicates the quality of the local park and recreation services. Furthermore, all these spaces collectively are considered to be elements that enhance and contribute to the quality of life found in the community.

Illustration 9-1
Downtown Water Feature in Centennial Plaza

The purpose of this element of the Master Plan 2025 is to examine and analyze existing park and recreation spaces and facilities, and to identify issues related to present and future community needs. This chapter reviews the City's existing park and recreation plan, assesses existing and future parks and open space facilities, and identifies park-related issues that Midland will need to address in the both the short and long-term.

GEOGRAPHIC ENVIRONMENT OF MIDLAND

Midland is located at the edge of the Llano Estacado, surrounded by mesquite brush and broad vistas. Because the primary geographic feature is the wide-open horizon and there is no other dramatic geographic relief, Midland's parks, recreation facilities, open spaces and trails are all the more important. The City recognizes the valuable and essential role these facilities play in providing a quality lifestyle for its residents and in attracting new businesses and visitors.

PARKS AND RECREATION DIVISION – THE 2000 COMPREHENSIVE MASTER PLAN FOR PARKS

In 2000 the Parks and Recreation Division produced, with citizen participation, a *Comprehensive Master Plan* to guide the future development of parks and recreation facilities and programs. It was designed to provide strong direction and assistance to the community to decide which needs were most pressing. Each year the results of citizen surveys and data analysis is added to the Master Plan as part of an annual review and budget setting process, with major revisions to be completed every five years. The Master Plan is set for formal review and revision in the year 2005[9-1]. The current Master Plan is divided into seven main topics:

Illustration 9-2
Existing Recreational Park Area in Midland

1) Master Plan Goals and Objectives
2) Master Plan Development Process
3) Area and Facility Concepts and Standards
4) Inventory of Park Acreage (Facilities & Amenities)
5) Needs Assessments and Identification
6) Implementation and Prioritization of Needs
7) Future Park and Open Space

Most notably, the *2000 Master Plan* established standards that were used for the classification of the City's parks. These classifications are based on five distinct park types: Neighborhood Parks, Community Parks, Metropolitan Parks, Specialty Parks, and Regional Parks.

[9-1] *Note:* Topics that need more definition or were not included in the *2000 Comprehensive Master Plan* but may be added to the 2005 review and update include the following: 1) The Context for Parks and Recreation in Midland: A Brief History of Midland Parks and Recreation; 2) Programs and Policies; 3) Parkland Acquisition Criteria; 4) Park and Recreation Facility Renovation Recommendations; 4) Park and Playground Development Recommendations; 5) Open Space Plan; and 6) Trail Development. Also, reconsideration will be given to the classification of some of the Specialty Parks in the 2000 Comprehensive Master Plan.

EXISTING INVENTORIES AND FUTURE ANALYSES

In order to assist in the review of the existing park, recreation, open space, and trail areas, an inventory depicting the current facilities has been compiled from the 2000 Parks Master Plan.

PARKS

EXISTING INVENTORIES

As of Spring 2005, Midland residents enjoy thirty neighborhood parks, four community parks, one metropolitan park, fourteen specialty parks, and one regional park for a total of 1,272 acres. In addition to general public use, the Parks and Recreation Division assists in hosting numerous local, regional and national sporting events that make use of these facilities each year.

As shown in **Table 9-1**, compared to two other cities in the region, Midland residents enjoy more general park acreage per capita than Lubbock and slightly less acreage than Amarillo. More importantly, the location of Midland's neighborhood parks is such that almost all residents reside in at least one of the 1-mile park service areas, as shown in **Plate 9-1**.

TABLE 9-1
Comparison of Park Acreage Per Capita

City	Total Park Acreage	Population	# People per Acre
Midland	1,272	97,000	75
Lubbock	1,653	208,000	125
Amarillo	28,727	180,000	63

General Characteristics

The *2000 Master Plan* provides information concerning standards for Neighborhood Parks, the basic park venues most readily available to residents, and Community, Regional, Metropolitan, and Specialty Parks, which are larger areas with a variety of amenities and unique features. Each park is classified based on acreage and the size of the geographic area it is meant to serve. A summary table listing the type and size of each park can be found in **Table 9-2**.

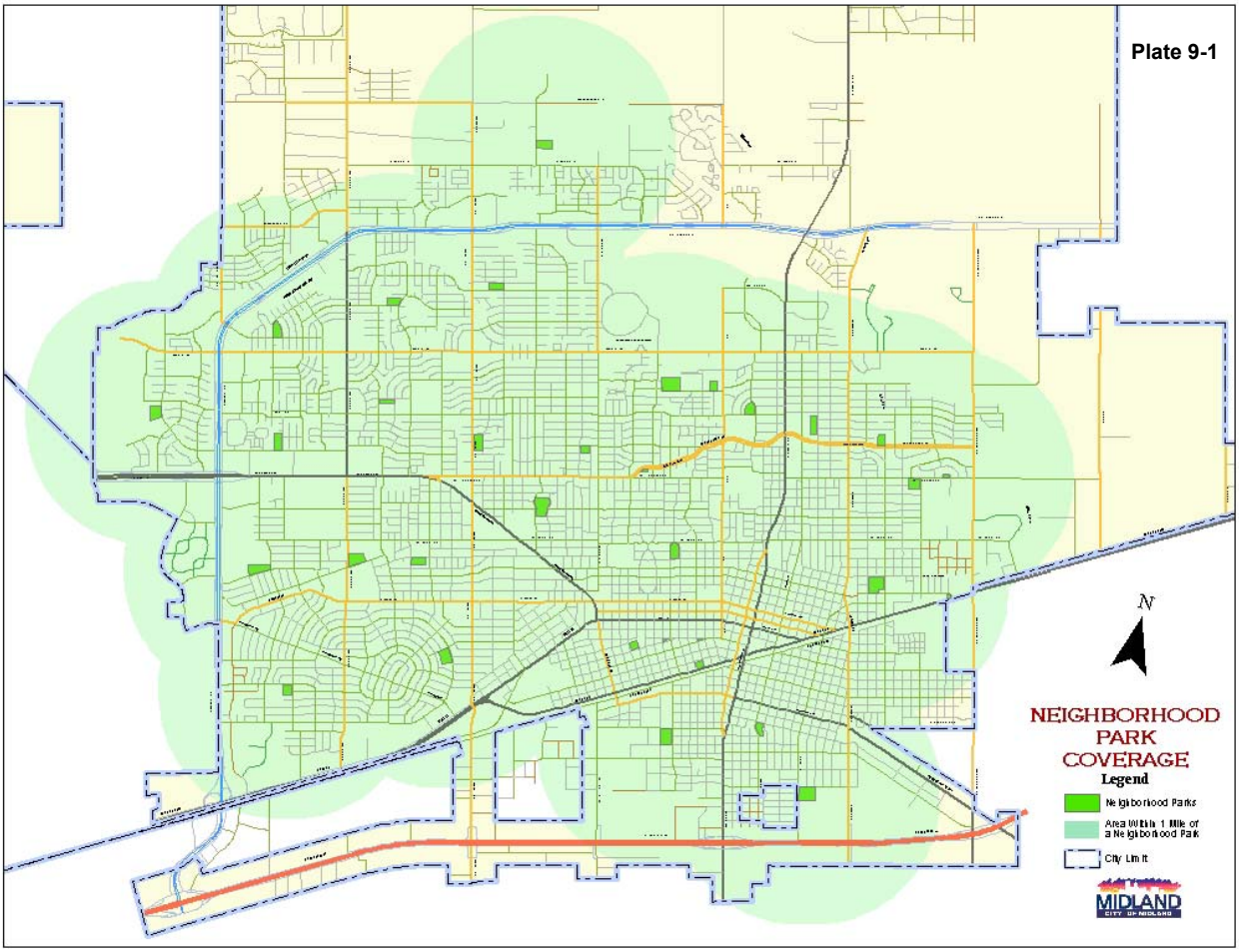


Plate 9-1
N
NEIGHBORHOOD PARK COVERAGE
Legend
Neighborhood Parks
Area Within 1 Mile of a Neighborhood Park
City Limit
MIDLAND
CITY OF MIDLAND

Neighborhood Park Characteristics

Neighborhood Parks are designed to be a neighborhood's closest, most available common area. They provide space for families and friends to congregate for picnics, games, playground activities. Typically 2.5 acres in size and serving those who are within a one-mile radius, these are the parks to which people can walk and enjoy a refreshing morning stroll or relaxation after a busy day. They are usually located along residential collector streets with on-street parking available around the perimeter. Ideally, there should be one neighborhood park for every 4,000 - 10,000 residents, and they should be located adjacent to neighborhood schools to allow park and playground facilities to be shared. The City has approximately 1.53 acres of neighborhood parkland per 1,000 residents.

Illustration 9-3
Neighborhood Parks – Great Places to Gather Family & Friends for Picnics & Games

Community Park Characteristics

Community Parks (such as C. J. Kelly Park and Reyes-Mashburn-Nelms Park) function as gathering locations for more organized games and events. People generally drive to these parks in order to participate in league-play soccer, baseball, softball, football and other sports, or attend functions that have community-wide appeal. Due to the nature of these parks, there is usually on-site parking available with perimeter walkways, swimming pools, sports fields and large grassy areas near picnic pavilions. Usually located along arterial streets, Community Parks are approximately 50 plus acres in size and serve those within a seven-mile radius. There should be one of these parks for every 25,000 - 30,000 people. Midland has approximately 6.47 acres of community parkland per 1,000 residents.

Illustration 9-4
Community Parks – They Offer Special Features for League Sports and Large Gatherings

Metropolitan Park Characteristics

Metropolitan Parks provide a venue for multiple, concurrent activities and events. Local residents usually drive to these parks; residents from other cities and towns often visit these spaces as well. These parks may have amenities such as golf courses, baseball, softball and soccer fields, stadiums, picnic pavilions, walking and fitness trails, open grass areas and off-leash dog parks. These parks are usually very large (300 plus acres) and serve the entire community. They are generally located along arterial streets and near major intersections. With approximately 620 acres, Hogan Park is Midland's only Metropolitan Park.

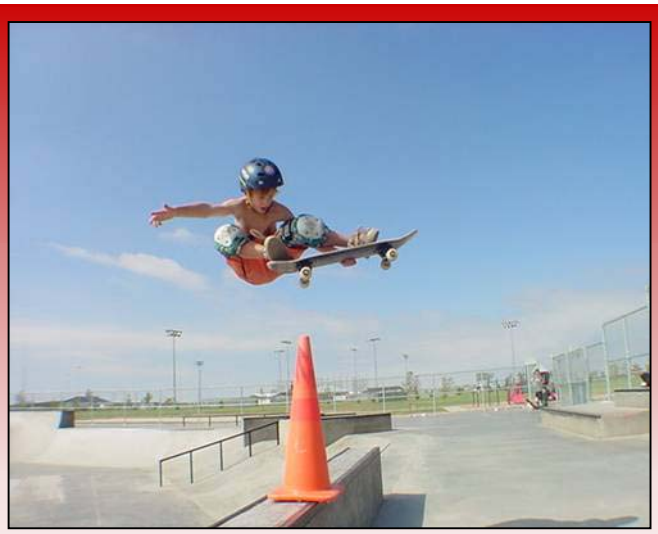


Illustration 9-5
The William-Sam Skatepark
Photo Credit: Tim Kirby

Specialty Park Characteristics

Specialty Parks are usually small public areas (2 acres or less) with a specific focus, however, Midland also has a few larger Specialty Parks. Each of these parks has a uniqueness that attracts people from various parts of the City as well as from surrounding communities and towns. Unity Park, for example, is dedicated to local Hispanic veterans, while Washington Park attracts kids of all ages to play at the water park. Also, Ulmer Park is the home of the Midland United Girls Softball Association (MUGS). Some Specialty Parks are located in or are contiguous with larger parks, such as the William-Sam Memorial Skatepark within Beal Park. Opened in 2003, the skatepark is an enjoyable amenity for the community's youth, offering a safe location for skateboarding and rollerblading as well as a venue for tournaments. Specialty parks account for approximately 98 acres of land within the City limits.

Illustration 9-6
The Scharbauer Sports Complex boasts the first-class Citibank Ballpark Stadium

Illustration 9-7
The Grande Communications Football/Soccer Stadium is a prominent part of the Scharbauer Sports Complex

TABLE 9-2
Existing Park & Open Space Inventory
City of Midland, Texas

Park Facility	Park Type	Size (acres)	Total Acres	Acres Per 1,000 Persons By Park Type	Total Acres Per 1,000 Persons
Jacotte	Neighborhood	0.8	146.21	1.53	12.23
Elkin	Neighborhood	1.7			
Halff	Neighborhood	2.4			
Scharbauer Island	Neighborhood	2.5			
Lancaster Annex	Neighborhood	2.7			
Haley	Neighborhood	3.0			
Fasken	Neighborhood	3.4			
ML King	Neighborhood	3.7			
Kiwanis	Neighborhood	3.8			
Henderson	Neighborhood	3.8			
Trinity	Neighborhood	4.0			
Essex	Neighborhood	4.0			
Rusk	Neighborhood	4.7			
Sparks	Neighborhood	4.9			
Ratliff	Neighborhood	5.0			
Pioneer	Neighborhood	5.0			
Santa Rita	Neighborhood	5.0			
Grasslands	Neighborhood	5.1			
Sidwell	Neighborhood	5.3			
Hill	Neighborhood	5.5			
Grafa	Neighborhood	5.9			
House	Neighborhood	6.4			
Lancaster	Neighborhood	6.7			
Garrett Brown	Neighborhood	7.2			
Taylor	Neighborhood	7.7			
Tumbleweed	Neighborhood	8.0			
Dunagan	Neighborhood	8.0			
Cowden	Neighborhood	10.0			
Hidalgo	Neighborhood	10.0			
Windlands	Community	55.0	296.00	3.09	
Reyes/Mash/Nelms	Community	63.0			
CJ Kelly	Community	66.0			
Beal	Community	112.0			
Hogan	Metropolitan	620.0	620.00	6.47	
Lee High School Tennis	Joint Use w/ISD	1.8	11.75	0.12	
Midland High School Tennis	Joint Use w/ISD	4.0			
Midland College Tennis	Joint Use w/College	6.0			
Lloyd	Specialty	0.3	98.40	1.03	
Volunteer	Specialty	0.5			
Centennial	Specialty	1.0			
Ida Jo Moore	Specialty	1.4			
Unity	Specialty	1.8			
Crier	Specialty	2.0			
Dennis the Menace	Specialty	3.9			
Doug Russell	Specialty	5.7			
Wadley/Barron	Specialty	7.3			
Washington	Specialty	15.5			
Ulmer	Specialty	26.0			
John P. Butler	Specialty	33.0			
Martin Luther King Jr.	Specialty	3.5			
Midland Hike/Bike Trail	Specialty	*n/a*			
Total Parks and Recreation Areas Within the City		**1,175.9 acres**			

Source: 2000 Parks and Recreation Division's Comprehensive Master Plan

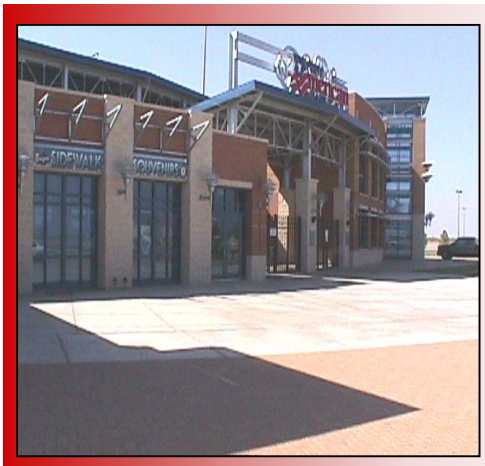


Illustration 9-8
The Scharbauer Sports Complex

Regional Park Characteristics

Midland's Regional Park, the Scharbauer Sports Complex (opened in 2002) is a unique community feature with wide-ranging appeal. The complex includes the 7,000-seat Citibank Ballpark and the 15,000-seat Grande Communications football/soccer stadium. The Ballpark, home of the City's minor league baseball team, is a state-of-the-art facility offering many modern features such as closed circuit television and stadium boxes, while providing the more commonly used park elements such as picnic areas. The football/soccer stadium is host to local and regional high school football and soccer games, as well as numerous other special events. It features a high-quality synthetic turf field, which has been approved by the Federation Internationale de Football Association (FIFA) and is appreciated by both football and soccer athletes.

FUTURE ANALYSIS

Table 9-3 shows the existing and future acreage needs for the various classifications of parks. Calculations for future park acreage need based on the projected population of 105,600 people in Midland in 2014 is approximately 1,109 acres, which means that the City will need to acquire approximately 47 additional acres for park land in the next ten years. By 2024, with a projected population of 114,000 people, there will need to be an additional 135 acres of park areas.

RECOMMENDATION:
The City will need 47 additional acres for parkland in the next ten years and will need 135 acres by 2024.

TABLE 9-3
Existing and Future Park & Open Space Needs
City of Midland, Texas

Park Type	City Standard Acres/1,000 Persons	Existing Park Acreage	Recommended Acreage for			
			94,996 Persons (2000 Pop.)	97,250 Persons (2003 Pop.)	105,600 Persons in 2014	114,000 Persons in 2024
Neighborhood	2.5	146.21	237.50	243.08	264.00	285.00
Community Park	2.0	296.00	189.93	194.47	211.20	228.00
Metropolitan	6.0	620.00	569.98	583.40	633.60	684.00
Joint Use with MISD/College*	*n/a*	11.75	*n/a*	*n/a*	*n/a*	*n/a*
Specialty Park*	Variable	98.40	Variable	Variable	Variable	Variable
Total Acreage	**10.5 acres**	**1,062.21**	**997.41**	**1,020.95**	**1,108.80**	**1,197.00**

Source: 2000 Parks and Recreation Comprehensive Master Plan; 2000 Population from the U.S. Census; 2003 Population from the City of Midland staff; 2014 and 2024 Population Projections were calculated by Dunkin, Sefko & Associates, Inc. (refer to the *Future Land Use Plan*)
* Not included in Total Acreage

RECREATION

The City of Midland seeks primarily to be a catalyst in the provision of leisure services. While encouraging and promoting leisure services that are already available to the community, the City also seeks to provide services for its residents where gaps in services exist.

EXISTING INVENTORIES

Illustration 9-9
Public Recreation Area

Midland has a number of private providers of leisure service and recreation venues. Each serves a certain niche in the provision of recreation opportunities for Midland residents. While many in the community may be served by these businesses, many others may not have the same opportunity due to their income and transportation challenges. Currently, the City of Midland manages the 23,000 square foot Martin Luther King Jr. Community Center, which houses a gymnasium, shallow water swimming pool, locker rooms, two meeting rooms and staff offices. At this writing, plans are being drafted for various enhancements to the facility, including a 250-seat auditorium for receptions and performances.

FUTURE ANALYSIS

As the City becomes more interested in making a wider range of leisure services more available to a larger cross section of the population, the City will begin to develop more facilities and programs. It is expected that much of the new direction for this will come through the 2005 Parks and Recreation master planning process.

In the future, greater numbers of special interest groups will likely request venues in which to recreate (such as BMX bikers, radio control clubs, skateboarders, dog park enthusiasts and other increasingly popular leisure activities and sports). Old facilities will need to be renovated or rebuilt as recreational trends change.

OPEN SPACE

The City of Midland seeks to provide open space venues that are readily available to its residents. These open spaces will provide quiet areas of respite and reflection in addition to acting as movement corridors in and around the City.

Illustration 9-10
Hogan Park Golf Course

EXISTING INVENTORIES

The Open Space program, while in its incubation stage, will be discussed at some length in the 2005 Parks and Recreation master planning process. These open spaces will function as ribbons of land through and around the community that will provide more natural areas in which to recreate.

FUTURE ANALYSIS

It is expected that the Open Space program will begin to form as Midland embarks on using its draws and lands around the community as connectors and passive leisure areas that bring the community together. Beltways of open space through and around the perimeter of the City are often found in communities that place a high priority on recreational open spaces. These beltways can provide a connection between a community's historic districts, shopping and entertainment, park areas, views and vistas, art venues, and downtown areas.

TRAILS

Trails play a role in forming the direction and movement of a city's residents throughout the community. An integrated, continuous ribbon of trails and pathways throughout Midland can provide linkages between public spaces and neighborhoods that will enhance the City's sense of community.

GENERAL CHARACTERISTICS

Pedestrian paths can be designed to connect neighborhoods, parks, schools and other public facilities that will offer a safe route for alternate modes of transportation, allowing residents to move through the community to meet their neighbors, enjoy their leisure and take care of business.

EXISTING INVENTORIES

Midland currently enjoys several miles of both perimeter and linear trails throughout the Parks and Recreation System. The perimeter trails, used primarily for walking and passive recreation, are usually located around parks. Linear trails are typically located along roads to facilitate travel to a destination.

Expanding on the current inventory to create a functional network of trails and pass-throughs will help Midland maintain a unique, community atmosphere as it grows and develops. The trail system is expected to be an important element of the 2005 Comprehensive Parks and Recreation Master Plan Update.

TRAIL LOCATION CONCEPTS

RECOMMENDATION:

The citizens of Midland would be well served by the establishment of an integrated, continuous ribbon of trails and pathways throughout Midland.

The trail system is intended to provide for continuous pedestrian connections throughout the City while incorporating many positive local features. Such connections might include the Scharbauer Sports Complex; Downtown Midland; parks, schools, and public facilities, such as libraries, community centers, museums, etc.; tourist attractions (e.g., the Bush family home) and local hotels.

The ideal location for trails in Midland would be alongside the city's draws and drainage areas. While certain guidelines, such as those of the American Association of State Highway and Transportation Officials (AASHTO) and the Federal Highway Administration, should be followed whenever possible and necessary, flexibility and creativity in design and placement should be considered to accommodate unusual situations.

TRAIL CONSTRUCTION MATERIALS

The materials available for trail construction, such as concrete or rubber, must be compared in terms of initial costs, maintenance, impact on the pedestrian, and in their ability to comply with the requirements of the Americans With Disabilities Act (ADA). Less maintenance is required for concrete trails, however there are concerns about adverse impacts from long-term walking and running on concrete. Likewise, although the initial cost to construct trails with asphalt or crushed granite is lower than concrete, maintenance costs are higher and the adverse impact on users is similar to that of concrete. Rubberized material has a low-impact on users and requires only slightly more maintenance than concrete, however the initial cost is usually prohibitive. And, although it is ADA-compliant, rubberized material is generally not as functional for supporting bicycles, in-line skates, and the like.

In order to support the multi-modal access for which these trails are intended, concrete may be the most practical material for much of the Midland trail system. However, for the benefits to pedestrians outlined above, it is recommended that the City incorporate soft surface materials on designated walking/jogging trails.

Regardless of the material, trails should be constructed no less than eight-feet wide and ten-feet wide wherever possible, so that more than one user can safely enjoy the trail at a time.

TRAILS IN RELATION TO EXISTING & FUTURE DEVELOPMENT

Developed areas within Midland that are privately owned may not be available for the incorporation of a trail system. The City should attempt to overcome this challenge in two ways:

- By using "public domain" areas for the trail system, such as dedicated areas and street rights-of-way; and
- By working closely with landowners and business owners in order to eventually create a continuous trail throughout Midland to the greatest extent possible.

Illustration 9-12 shows three ways that the City can be effectively establish trails along existing roadways.

- Although participation in the trail system can be encouraged in areas that are already developed, participation should not be mandated.
- There will be future opportunities to integrate the trail system in undeveloped areas, such as along a draw or through a park. As these areas are developed, integration of the trail system should be supported as part of the platting process, through park dedication requirements and other ways and means as they present themselves.

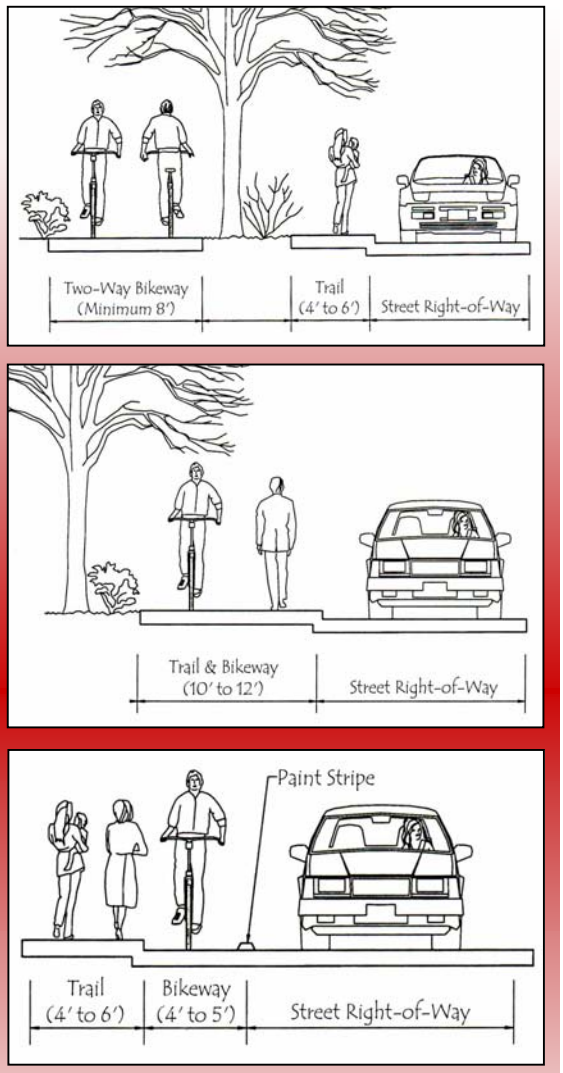


Illustration 9-12
Ways To Integrate a Trail Along an Existing Roadway

TRAIL SYSTEM IMPLEMENTATION

Expansion of the trail system should become a main element of the City's recreation planning efforts. It has been observed that park usage increases after a new perimeter trail is constructed, and it is expected that the popularity of linear trails will grow as street rights-of-way for cyclists are promoted and accepted. As usage of all trail grows, it will become increasingly important to recognize and include other trail enthusiasts such as skateboarders, equestrians, rollerbladers/in-line skaters, "go-ped" users and the like, in order to meet their needs. To effectively implement the trail system, the City should pursue the following actions:

1) Develop a strategy for securing consistent, incremental funding for the trail system from the annual general budget;
2) Apply for any applicable grants, such as those available from the Texas Parks & Wildlife Department or ISTEA;
3) Establish a Capital Improvement Program (CIP) that incorporates links of the recommended trail – the CIP should state an intent to accomplish improvements (i.e., projects) in an orderly manner as funds are available;
4) Require dedication of park land, and/or "fee-in-lieu-of" such dedication, through the Subdivision Code to ensure that the trail system is directly addressed as future residential development occurs;
5) Require continuity of trails or parks, similar to the street continuity requirement in the Subdivision Code; and
6) Require access to the trail system for new development. For example, neighborhoods could be required to provide at least two points of access for every 75 lots to a designated trail segment.

CONCLUSION

Anticipating change and adjusting to it may be one of the most challenging jobs in the management of park and recreation services. Just as the City is always changing, so should the City's park, recreation and open space system. This element of the Master Plan 2024 should be viewed as an assessment of Midland's *2000 Parks Master Plan* and the park system in general. Recreational needs tend to be sensitive to changes in trends and demographics. It is recommended that Midland review its park areas and related acreages as changes in the population deem appropriate. **Table 9-3** should be used as a guide for such review. It is also recommended that the City continue to follow the policies adopted in the *2000 Parks Master Plan*. In terms of the recommended trail system, development will take a long period of time and will require the cooperation of private developers. However, regardless of the time or the challenges involved, a trail system is an important element that will significantly add to the local quality-of-life and is therefore a goal that should be pursued. The recommendations that have been discussed throughout this chapter are summarized in **Table 9-4** and are related to goals and objectives established within Chapter 2 of this Master Plan 2025.

TABLE 9-3
Summary – Park Assessment Recommendations
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City will need 47 additional acres for parkland in the next ten years and will need 135 acres by 2024.	*Objective H-1.3:* Maintain recreation programs based on community-identified needs.
Midland should establish an integrated, continuous ribbon of trails and pathways throughout the City that should provide access to as many positive local features as possible	*Objective H-2.2:* Prioritize projects according to need and then proceed with planning and implementation of those projects.
Concrete is a generally recommended trail material, but the City should incorporate soft surface materials on designated walking/jogging trails. Trails should be constructed no less than eight-feet wide and ten-feet wide wherever possible.	*Objective H-1.1:* Maintain City park and recreational facilities through in-house quality control.
Develop a strategy to secure consistent, incremental funding for the trail system from the general budget, grants, and a Capital Improvement Program. Update the Subdivision Code to require continuity of the trail system and park land dedication through the platting process.	*Goal H-3:* Utilize all available outside resources to avoid burdening City taxpayers. Objective H-3.1: Research public and private funding sources for development of facilities and programs.

SUMMARY OF DIVERSIFICATION & ECONOMIC DEVELOPMENT EFFORTS

The Economic Development Assessment

INTRODUCTION

The City of Midland and various civic groups have been involved in specific economic development related efforts for decades. In the early and mid-1980's, the petroleum industry was booming, and the need for such efforts was comparatively minimal. However, as the industry weakened in the late 1980's active economic development efforts become increasingly important to the health of Midland's economy.

There are generally three major targets of economic development programming:

- *Existing business/industry* – this refers to efforts aimed at the retention and increased viability of existing local businesses.
- *New business/industry* – this refers to efforts aimed at the creation of new business activity within a community, as measured by increases in employment and expansion of the tax base.
- *Outside investment* – this refers to efforts aimed at attracting people into the community to spend money locally; examples include a concentration on tourism and actively pursuing an outlet mall.

Economic development is the process that influences growth and restructuring of an economy to enhance economic well-being. We experience economic growth when our standard of living is rising. Rather than being a simplistic process, economic development typically is a range of influences aimed at achieving objectives like creating jobs and wealth and improving quality of life. It incorporates coordinated initiatives targeted at expanding infrastructure and increasing the volume and/or quality of goods and services by a community.

Source: Enterprise Franklin Website

This chapter will address how these three facets of economic development relate to Midland's current efforts and will explore a variety of local, state, and federal economic development programs.

PREVIOUS ECONOMIC DEVELOPMENT PLANNING EFFORTS

THE SALES TAX INCREASE

In November of 2001 voters approved a referendum to increase the local sales tax by one-quarter cent, which was made effective in April of 2002. The referendum occurred as a result of a petition containing 3,569 signatures that was presented to the Midland City Council in order to bring the tax issue to the ballot. The affirmative vote resulted in the creation of an economic development fund that is used to implement an economic diversification plan for the community. Actual revenue collected in FY 2003 was $ 3.334 million and in 2004, $3.599 million was collected.

This increased sales tax is a prime example of a grassroots effort by Midland's citizens. It is also an example of citizens recognizing what is best for the community as a whole, despite the fact that each person will be somewhat adversely affected – that is, by the higher local cost of goods. This sales tax revenue provides a mechanism through which Midland can be increasingly competitive with other cities by enabling Midland to provide the necessary staff and funding and to offer incentives for new economic development efforts.

GROUPS INVOLVED IN ECONOMIC DEVELOPMENT EFFORTS[10-1]

There are numerous groups involved in economic development efforts for the City of Midland. Following is a discussion of some of these groups.

The Midland Development Corporation

The Midland Development Corporation (MDC), a five-member board appointed by the City Council, was created in 2002 in response to the voter-approved tax increase for economic development efforts. The MDC works in a contractual relationship with the Midland Chamber of Commerce to provide economic development services. The three specific goals of the MDC are:

- Increase total employment in Midland;
- Increase wages in Midland; and
- Increase capital investment in Midland.

[10-1] Information was obtained from the City of Midland Website, from various links including the Midland Development Corporation website (www.midlandtexasedc.org) , the Chamber of Commerce, and Downtown Midland, Inc. The Midland Convention & Visitors' Bureau information was obtained through the Chamber website.

The MDC states that it will "consider the impact on any local business before providing an incentive to any corporation or entity", which indicates their awareness that economic development efforts must focus on existing businesses and industries with equal importance.

The Chamber of Commerce

The Midland Chamber of Commerce provides economic development implementation staff and services under contract with MDC for the community. The Chamber has over 1,400 member businesses and attempts to foster a positive business environment within the City. Its stated mission is to provide "vision and leadership to strengthen the business climate and enhance the quality of life for businesses and individuals in the community; identify needs and opportunities, and implement plans to promote and improve the community and create a positive business environment".

RECOMMENDATION:

The City should be aware of the Chamber's economic development plans.

The City's economic development goals and objectives should relate closely with the Chamber's plans.

The Chamber's Established Goals & Objectives

An overview of the goals and priorities established by the Chamber of Commerce are included here for two principle reasons. First, it is important for the City to be aware of the Chamber's plans in terms of economic development. Second, the City's goals and objectives pertaining to economic development have been established (as outlined in Chapter 2) and these should relate closely with the Chamber's plans. Following are the goals established by the Midland Chamber of Commerce for 2004 – 2005:

1. Construction of a Convention/ Performing Arts Center.
2. Downtown revitalization through residential development, and business development and recruitment.
3. Business development, including the construction of a business park at

Illustration 10-1
The Proposed Old Rankin Highway Visitors Center

the airport; build and support existing businesses while working to support and recruit new businesses; and research, develop, and export energy technology.

4. Promote education and technology through workforce training and educational support to children in grades K – 12.
5. Spearhead regional development efforts through collaborations and co-promotions with surrounding communities.

The Convention & Visitor's Bureau

The Midland Convention & Visitors Bureau (CVB) is a part of the Chamber of Commerce. Its purpose is to bring visitors to Midland for activities such as conventions, meetings, and sporting events. The CVB has endeavored to establish a visitors' center on Interstate Highway 20. Called the Old Rankin Highway Visitors Center, the center would showcase Midland's role in the local "surface transportation system", which will be told through "exhibits, dioramas, audio and video recordings and artifacts". As stated by the CVB, the benefits of such a visitors' center would be both educational and financial. A $1.5 million grant from the Texas Department of Transportation (TxDOT) has already been secured, but is dependent on the CVB being able to raise enough money to complete the full amount of funding needed for the project.

The CVB is also mentioned here due to its important role in furthering local tourism development. Tourism opportunities in Midland have increased with the establishment of the Scharbauer Complex and the Rockhounds Minor League baseball team. It was also recommended that tourism opportunities be one of the components to continued Downtown "reinvention".

Midland Hispanic Chamber of Commerce[10-2]

The Hispanic Chamber (MHCC) is also an important economic development-related group in Midland. Similar to the Midland Chamber of Commerce, the MHCC supports local businesses and helps new businesses. Various committees, including Convention and Tourism, Education and Networking, support the MHCC goals. The MHCC, however, has a unique focus, as its stated mission is "to promote the growth, development and prosperity of the Hispanic business community", and its efforts are targeted to business endeavors initiated or owned by the Hispanic population.

[10-2] Information obtained from the Midland Hispanic Chamber of Commerce Website, ADDRESS: www.midlandhcc.com.

Downtown Midland, Inc.

Downtown Midland, Inc. (DMI) is a private/public, non-profit membership corporation that exists to assist with the redevelopment and growth of Downtown. Officially established in January of 1997, DMI serves as a liaison to many organizations and works closely with the City of Midland to offer solutions and implement Downtown-related programs. DMI can be likened to a chamber of commerce solely for Downtown Midland – it is an organization that promotes business development and program development, and facilitates projects in Downtown. Refer to the *Downtown Re-Vision Plan* for more discussion about Downtown Midland, Inc. and related economic development efforts. A Tax Increment Reinvestment Zone (TIRZ) has been established for Downtown that is related to economic development; it is further discussed in Chapter 7.

THE MIDLAND ASSESSMENT & ACTION PLAN[10-3]

The Midland Assessment & Action Plan (MAAP) was commissioned in 2000 in order to identify specific economic development efforts that would aid in diversifying the Midland economy. Written by the firm of Angelou Economics, with Zeitgeist Consulting analyzing the tourism industry, the MAAP was completed in five phases. Phase I was the Project Set-Up, which outlined the way in which the project would proceed. The findings of the remaining four phases are described below.

Illustration 10-2
Graphic Depiction of the MAAP Document

Phase II: Community Assessment and Strengths-Weaknesses-Opportunities-Threats (SWOT) Analysis

COMMUNITY ASSESSMENT

- Midland's reputation as an educated community should be preserved.
- Midland alone is not as viable in terms of the economy as Midland-Odessa together.
- Midland will have to attract new and returning residents, and must promote those aspects of community life most attractive to working-age people.
- West Texas communities are competing for decreasing opportunities – Midland must compete nationally and internationally to retain its place in the region.

[10-3] Information obtained for each phase is from the Executive Summary of the Midland Assessment & Action Plan (MAAP), pages 1-13.

- Economic opportunity will expand and Midland's workforce will be more stable with economic diversification.
- Retail dollars need to be spent locally – money spent in a local establishment more often goes to pay local salaries, to improve local homes, and to be re-spent within the City.
- Affordable housing is a strong selling point of the City.

RECOMMENDATION:

The City should continue to address the items listed in the SWOT analysis that was completed as part of the Midland Assessment & Action Plan.

SWOT ANALYSIS

- Strengths – Faith and family, abundant resources, pioneer spirit, pleasant climate, transportation access, volunteerism, philanthropy, culture, resources of Midland ISD and Midland College
- Weaknesses – Dependence on energy sector, distance from major markets, lack of recreation, insufficient four-year educational opportunities, lack of entry-level jobs, lack of local transit, poor coordination with Odessa
- Opportunities – Ample nonresidential and residential growth space, abundance of engineers, expanding relationship with Odessa, growing ties to Mexico (La Entrada), tourism development, airport development
- Threats – Struggling Downtown, price of oil, insufficient funding for economic development efforts, inter-racial and inter-ethnic relations, pessimism and inertia, reduction of air transportation access

Illustration 10-3
The EZ-Rider Routes of the Newly Established Midland-Odessa Transit System

It should be noted that the City is already addressing some of the items listed in the SWOT analysis. Under *Weaknesses*, "lack of recreation" was listed – the completion of new Scharbauer Complex has improved that perceived weakness. "Lack of transit" was also listed – the City has addressed this with the establishment of the EZ-Rider bus system. Under *Threats*, "insufficient funding for economic development" was listed – however, to date, the ¼ cent sales tax dedicated toward such efforts has provided over three million dollars annually for economic development.

Phase III: Economic Assessment & Target Industry Analysis

Key findings include the following:

- Midland and the surrounding region have a strong presence in the Natural Resources industry – this industry accounts for 25 times the number of jobs that would generally be expected for a city comparable to Midland's size.
- Midland's economy has been centered around a single industry – Natural Resources – to a large degree, which has made it difficult for any other sector to develop into a strong local industry.
- Industries identified as desirable and achievable targets for Midland were based on their ability to do the following:
    - Complement the existing industrial base
    - Seek the infrastructure, workforce, and assets available in Midland
    - Fulfill the community's vision, needs and desires
- Specific recommendations for short- and long-term actions included:
    - Seek alternative uses for oilfield technologies
    - Market the region to technology-oriented firms as a manufacturing and customer service site
    - Develop a business park at Midland International Airport to benefit both Odessa and Midland
    - Maintain commercial air service
    - Promote and support the development of a Downtown business incubator and venture fund
    - Promote the development of the Midland-Odessa MSA as a healthcare center
    - Promote tourism
    - Promote the La Entrada al Pacifico trade corridor

The City has been actively implementing some of these recommended actions. Plans have been compiled for the Midland International Airport, which are discussed in later sections of this chapter. On-going efforts are occurring Downtown, with Chapter 7, the *Downtown Re-Vision Plan* representative of such efforts. As summarized in other chapters, La Entrada is being pursued and will be promoted, and tourism opportunities are increasing.

Phase IV: Visitor Industry Assessment & Action Plan

Key recommendations include the following:

- Work to create a new and lasting brand image for the City as a destination.
- Move quickly with marketing efforts to take advantage of the George W. Bush connection.
- Engage an experienced firm to perform a market study to verify that the meetings and convention market remains a viable opportunity for Midland and an expanded Downtown convention center.

- Take advantage of the interest to establish a Performing Arts Center in Downtown.
- Enhance directional signage in relation to the Midland International Airport, to sports fields and facilities (i.e., the Scharbauer Complex), and throughout the City to assist visitors in finding attractions and facilities.
- Maximize utilization of the Scharbauer Sports Complex.
- Actively support Midland County's efforts to complete the Horseshoe project.
- Beautify the gateway entrances to the City from Interstate Highway 20.
- Encourage owners of downtown office buildings to retrofit their street-level space for dining, retail, coffee shop, and entertainment opportunities.
- Create a Visitor Information Center presence along Interstate Highway 20.
- Enhance Midland's Internet presence.
- Increase the awareness, appreciation, and support of the tourism industry as meaningful economic development.
- Find ways to increase the Midland CVB's budget to competitive levels.

RECOMMENDATION:

The City should continue in its efforts to implement the recommendations of the MAAP that pertain to increasing local tourism.

It should be noted that the City has been successful in achieving several of these recommendations. The City has been supportive of the efforts of private developers to establish the Bush Home as a destination, thereby marketing Midland in relation to George W. Bush. "Home of Presidents" has also been used as a new city motto, among others. A professional sports team, the Midland RockHounds – a Double-A baseball team and an affiliate of the Oakland Athletics – has recommitted to Midland by baseball facility at the Scharbauer Sports Complex their home. The City has applied for and received grant funding that will partially be used to establish gateways along Interstate Highway 20. The *Downtown Re-Vision Plan* recommendation for mixed use in Downtown Midland correlates with the concept of retrofitting office buildings to use street-level space for retailing purposes. And finally, as previously discussed, funds have been granted for the Old Rankin Highway visitors' center along Interstate Highway 20.

VARIOUS MOTTOS USED BY THE CITY OF MIDLAND

The Sky's the Limit

The Uncommon City

The Regional Center of the Permian Basin

Home of Presidents

The Oil & Gas Capital of Texas

Phase V: Marketing & Branding Strategy

Based on the fact that the target audience for Midland is firms in the target industries and individuals who may influence or attract those firms to locate in the City, key recommendations include the following:

- Identify what Midland has that these firms want, and establish the marketing message of the City accordingly.
- Establish a general theme that captures the attention of the target audience and that presents an image attractive to that audience.
- Create a new image for the City – that image must be progressive, international, and healthy.

The Midland Assessment and Action Plan (MAAP) is an intensive review of Midland's economic outlook including specific actions for the City to take to manage its future. The City has successfully taken many of the recommended actions, as described in the previous sections. In addition, many of the recommendations within other chapters of the Master Plan 2025 support and supplement the recommendations within the MAAP.

ECONOMIC DEVELOPMENT PLANNING EFFORTS RELATED TO THE MIDLAND INTERNATIONAL AIRPORT

The Midland International Airport Master Plan Update

The Midland International Airport Master Plan was completed in 1992, and updated in 2002. The 2002 report begins by providing an assessment of existing conditions at the Midland International Airport, including conditions related to runways, parking facilities, and fuel storage, among others. In subsequent chapters, recommendations specific to the development of the airport and of the land surrounding the airport are made based on several assumptions; for the purposes of this discussion, the most notable is the assumption that "the airport is to be developed to complement and enhance on- and off-airport regional economic development activities" (E.2). The portion of the Airport Master Plan Update most applicable to economic development, however, is found in Appendix Two, the Midland International Airport Business Development Plan which is discussed below.

The Midland International Airport Business Development Plan

The purpose of this plan is to "examine the airport area as a potential location for industrial and office investment". Hillwood Strategic Services, the firm involved with the success of Alliance Airport in Fort Worth, wrote the Midland Airport plan in conjunction with Parkhill, Smith & Cooper, Inc. Following is a summary of local challenges to attracting corporate investment:

- A small market and population base compared to regional, state, and national competitors, even though Midland has a skilled workforce to offer.
- A lack of economic diversification prevents some companies from considering the Midland-Odessa area.
- An outdated set of real estate offerings in terms of industrial parks that are "ready-to-go" and of real estate facilities.

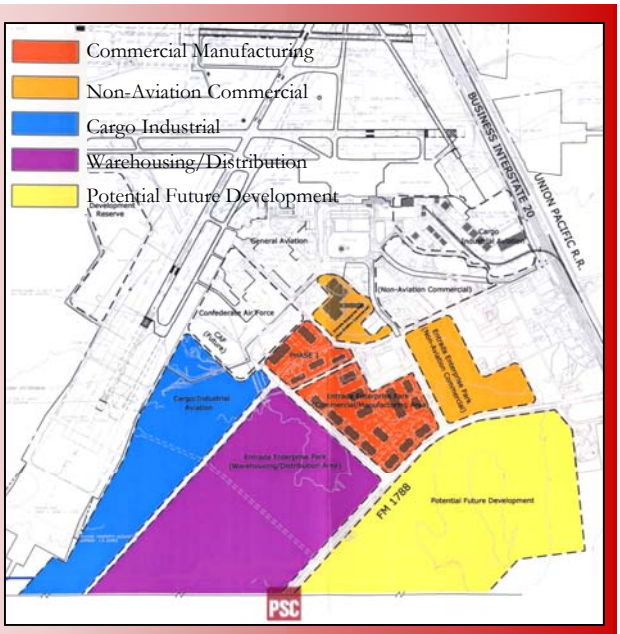


Illustration 10-4
Entrada Enterprise Park Location Proposed Within the Midland International Airport Business Development Plan

Recommendations within the Plan included:

- A specific area within Midland-Odessa should be designated as the preferred location for new corporate investment.
- The designated area should be central to Midland-Odessa and should be flexible in terms of accommodating a diversity of needs from manufacturing to distribution to office uses.
- "Ready-to-go", modern real estate options need to be available.
- The ideal site for accomplishing these recommendations would be in the currently identified Entrada Enterprise Park, adjacent to the existing airport.
- The specific site should include a core area where development can be initiated quickly.
- A strong marketing effort will be needed to promote the recommended site.
- Both Midland's and Odessa's economic development organizations need to be able to provide support to stimulate development.

In May of 2004, the MDC purchased approximately 25 acres of land from the City of Midland to be used in the initial phase of a project preliminarily named Entrada Enterprise Park. The MDC has since announced its plans to develop a business park that would include utilities, as well as specific regulations to address building standards and restrictions, signage and the like. The first building in the project is planned for completion in the fall of 2005.

EFFORTS TOWARD EXISTING & NEW BUSINESS DEVELOPMENT

The following programs are local, state and/or federal programs offered for existing and new businesses in Midland. This list is representative of current programs, but is not all inclusive[10-4]. The City should continue to provide financial incentives to retain existing businesses and to attract new businesses.

RECOMMENDATION:
The City should continue to provide financial incentives to retain existing businesses and to attract new businesses.

LOCAL PROGRAMS

Basic Community Investment & Assistance

Community investment and assistance is available for qualified businesses. Qualification depends on the type of industry, the number of new jobs created, the pay scale, the annual payroll, the fringe benefit level, financial analysis and the planned use of the investment. All community assistance and investment to businesses are provided through a contractual arrangement with pro-forma requirements. A company business plan, organizational documents, three years of financials (including 10-K and 10-Q), D&B report, credit reference, certificate of good standing, and promotional materials are required for the due-diligence process. Targeted businesses include those listed within the Midland Assessment & Action Plan (MAAP), and include the following:

- Contract Manufacturing: Electronics, Circuit Boards, etc.
- Customer Support: Technical, Financial, and Telecommunications
- Transportation Equipment
- Aircraft Maintenance and Customization Services
- Specialty Machining Operations
- Energy-Related Software and Services
- Plastics Molding
- Health Care Services

In addition, the following local business assistance programs are funded from the sales tax for economic development:

[10-4] Information obtained from the Midland Chamber of Commerce Website, Economic Development link, and Business Assistance Incentives link; ADDRESS: http://www.midlandtxchamber.com/midland/ed/bus_resources/bus_asst_incent.htm#Skills%20Development%20Fund

- Forgivable Loans – Loans are for investments related, but not limited to, leasehold improvements, construction, real estate purchase, training or personal property and/or equipment, and infrastructure needs.
- Training Cost Rebates – Funds supplement the State Funds available for training, for reimbursement to Midland College.

Ad Valorem Property Tax Abatement/Reinvestment Zone

This is a zero to ten-year, phased-out tax abatement program. There is no abatement to the existing taxable value. The value added to real property by construction or renovations/additions and/or personal equipment, as allowed by law and approved by participating taxing entities, is the amount eligible for abatement. The amount of the tax abatement may be from 0 to 100 percent and may be extended for a time period ranging from zero to ten years. The specifics of the abatement will depend upon the number of new jobs created and maintained, on the actual annual payroll amount, and on actual capital investments. Each of Midland's five taxing entities – the City itself, Midland County, the Midland Independent School District, Midland College, and the Hospital – have agreed to participate in tax abatement, although participation levels may vary.

The Foreign Trade Zone

Foreign trade zones (FTZs) are sites in or near a U.S. Customs port of entry where foreign and domestic merchandise is generally considered to be in international trade. Goods can be brought into a zone without formal Customs entry or without incurring Customs duties or excise taxes unless and until they are imported into the United States. FTZs are intended to promote U.S. participation in trade and commerce by eliminating or reducing the unintended costs or obstacles associated with U.S. trade laws. Employment that might normally be shifted to a foreign country is thereby encouraged to remain in the United States[10-5].

Midland's foreign trade zone was established in 1988 and is part of the Midland International Airport property[10-6]. There are numerous advantages for business and commerce within this zone, including the following:

- Large inventories of products can be stored for an extended time frame with no duty due for payment until such products are distributed into the U.S. (this is referred to as "duty deferral").
- Many products have no U.S. duty.
- If a product is in the FTZ and is distributed outside the U.S., there is never any duty.

[5] The Business and Industry Data Center Website at ADDRESS: http://www.bidc.state.tx.us/booksummary/tradezones.htm
[6] Department of Commerce Foreign Trade Zones Board, Proposed Foreign-Trade Zone, Midland, TX; Application and Public Hearing; ADDRESS: http://ia.ita.doc.gov/ftzpage/fr/88/d30-88.html

- For assembly operations, the duty on a final product may be less than the duty on the individual parts prior to assembly (e.g., a Parts Duty may be 25 percent, while a Product Duty may be 15 percent).
- For property taxes, the fiscal-year-end tax assessment can exclude products in the FTZ that are for export.
- For sold products, if a large quantity of products are produced but cannot be delivered to the customer for several weeks or months, shipment into the FTZ can constitute having been sold and shipped.
- Insurance may be lower.

Each business endeavor and operation is unique in qualifications and benefits, and therefore is subject to specific and individual review.

SBA 504 Loan Program

The Small Business Administration (SBA) 504 loan is a fixed asset financing program that offers small businesses fixed interest loans at a below market rate. The SBA 504 is intended to stimulate local investment and create new or save existing jobs. SBA loans may be used to acquire land, construct a building purchase land/building and/or machinery and equipment. They may not, however, be used for working capital or to refinance existing debt.

STATE PROGRAMS

Research & Development (R&D) Tax Credit

This program was enacted by the 76th Texas Legislature and involves state franchise tax credit for research and development (R&D) expenditures. A qualified business is eligible to receive a credit from the State of Texas for an amount equal to four percent of the business' incremental (as defined by the U.S. I.R.S.) R&D expenditures, and a maximum credit of twenty-five percent of their franchise tax liability in the first year of the biennium, increasing to five percent with a fifty percent cap in the second year of the biennium and thereafter. These benefits apply statewide, with increased credits available for "state strategic investment areas" (as defined by the State), and include federally designated "urban enterprise communities."

Small Business Franchises Tax Exemption

This program was enacted by the 76th Texas Legislature (1999), and allows for possible exemption for small businesses from paying State of Texas franchise tax. In order to qualify, the small businesses must have gross receipts of less than $150,000 annually.

Texas Leverage Fund

The Texas Leverage Fund (TLF) is an "economic development bank" offering an added source of financing to communities that have passed the economic development sales tax, which Midland did in 2002. The Texas Economic Development (TxED) Department may loan funds directly to a local Industrial Development Corporation (IDC) to finance eligible projects. Sales tax revenues pledged by the IDC need only be sufficient to cover projected annual debt service as specified in the TLF Program guidelines. This allows cities to leverage their economic development sales tax and to pursue additional projects.

Bond Financing Options - Summary

Bonds may be issued by non-profit development corporations or authorities pursuant to the Development Corporation Act of 1979 (the "Act"). The Act allows non-profit corporations to issue bonds on behalf of cities, counties, conservation or reclamation districts for eligible projects. The purpose of bond financing is to promote new and existing businesses, encourage employment in the state, and increase the tax base of the community where the project is located.

Types of Bonds Available

Tax-Exempt Industrial Revenue Bonds for Manufacturing Projects - Bonds issued to finance land and depreciable property for manufacturing facilities.

Exempt-Facility Bonds - Bonds issued to finance certain facilities such as airports, dock and wharf facilities, mass commuting facilities, high-speed inter-city rail facilities, or certain qualified hazardous waste facilities (including certain training and storage facilities).

Taxable Industrial Revenue Bonds - These bonds typically have higher interest rates than tax-exempt issues, these issues do not have restrictions on the use or amount of the issue.

Sales Tax Bonds (Bonds issued pursuant to Sections 4A and 4B of the Development Corporation Act) - Available only to cities that have passed the local Sales and Use Tax for Economic Development. These can be taxable or tax-exempt bonds, depending on the type of project and business. Issues are primarily for manufacturing or industrial projects, but can also be issued for commercial, recreational, infrastructure, and other types of projects.

Texas Enterprise Zone Program

The 78th Texas legislature established the Texas Enterprise Fund to provide financial resources to help strengthen the state's economy. The Governor, Lieutenant Governor, and the Speaker of the House must unanimously agree to support the use of the Texas Enterprise Fund for each specific project. Projects that are considered for Enterprise Fund support must demonstrate a project's worthiness, maximize the benefit to the State of Texas and realize a significant rate of return of the public dollars being used for economic development in Texas. Capital investment, job creation, wages generated, financial strength of the government and private sector financial support of a project will all be significant factors in approving the use of the Enterprise Fund.

The purpose of the Texas Enterprise Zone Program is to encourage job creation and capital investment in areas of economic distress. Specifically, any block group within the State of Texas that has a poverty rate of at least 20%, as determined by the U.S. Census Bureau during each decennial census is a state enterprise zone. The program provides communities with an economic development tool to offer state and local incentives and program priority to new or expanding business in these designated areas. Local incentives that may be offered to an expanding or locating business vary among enterprise zones. Examples of local incentives that may be offered include tax abatement, a refund of local sales and use taxes, waiver of permitting fees, tax increment financing, transfer of publicly owned buildings at below market cost, and low interest loans[10-7].

State Sales and Use Tax Refunds

An enterprise project is eligible for a maximum of a $1.25 million ($250,000 per year over five years) refund for state sales and use taxes paid for building materials and machinery and equipment (including office equipment, computers, desks, etc.). The refund is based on the rate of $2,000/job. Receipts for purchases of building materials and machinery and equipment and payroll information are required to be retained as part of the audit process.

Franchise Tax Reductions

Franchise tax reductions are based on either a 50 percent reduction of apportioned taxable capital, or a 5 percent reduction in an apportioned earned surplus, as calculated on each franchise tax report during the 5-year designation period. For net taxable capital, the tax rate is 0.25 percent, or $2.50 per $1,000 or net taxable capital. The tax on earned surplus is 4.5 percent.

Skills Development Fund

This fund was created to assist Texas public community and technical colleges finance customized job training for their local businesses. The Fund is administered by the Texas Workforce Commission. Grants are provided to help companies and labor unions form partnerships with local community colleges and technical schools to provide custom job training. Average training costs are $1,000 per trainee (typical costs are $300 - $400); however, the benefit may vary depending on the proposal.

Property Tax Rule 9.105

This is a refund of the state taxes (franchise taxes or sales taxes) paid by companies owning certain abated property. A company that meets the following three conditions may apply for a refund under this tax rule:

- The company has paid property taxes to a school district on property that is located in a reinvestment zone established under Texas law.

[10-7] ADDRESS: http://www.txed.state.tx.us/TexasEnterpriseZone/EZFAQs78thLeg.doc

- The company is exempt in whole or in part from property tax imposed by a city or county under a tax abatement agreement established under Texas law.
- The company is not in a tax abatement agreement with a school district.

The refund is equal to the amount of property taxes that would have been paid had the company entered into a school district abatement agreement with terms identical to the city or county abatement agreement, not to exceed the net state sales ad use taxes and state franchise taxes paid or collected and remitted during that calendar year. The refund amount may also be limited by a statewide appropriation per year for this refund program.

State Sales and Use Tax Exemptions

Manufacturing Machinery & Equipment

Applies to leased or purchased machinery, equipment, replacement parts, and accessories that have a useful life of more than six months, and that are used or consumed in the manufacturing, processing, fabricating, or repairing of tangible personal property for ultimate sale, are exempt from state and local sales and use tax. Texas businesses are exempt from paying State sales and use tax on labor for constructing new facilities. Texas businesses are exempt from paying State sales and use tax on the purchase of machinery exclusively used in processing, packing, or marketing agricultural products by the original producer at a location operated by the original producer.

Natural Gas & Electricity

Texas companies are exempt from paying state sales and use tax on electricity and natural gas used in the manufacturing, processing, or fabricating tangible personal property. The company must complete a "predominant use study' that shows that at least 50 percent of the electricity or natural gas consumed by the business directly causes a physical change to a product.

Tax Credits

Worker Opportunity Tax Credit (WOTC)

A federal tax credit given to companies that hire employees from certain target groups. The tax credit is used to reduce a company's federal tax payment in the current tax year or it can be used retroactively for three years or carried forward for fifteen years. The WOTC provides a tax credit of up to 40 percent to employers who hire certified tax credit eligible employees. The maximum tax credit is $2,400.

State of Texas Tax Refund

An employer may qualify for a state tax refund if the employer:

- Pays certain State of Texas taxes (franchise, state sales and use, inheritance, etc.;

- Pays wages during the first year of employment to an employee who is a Texas resident and received certain benefits during the month of hire; and
- Provides and pays for a part of the cost of qualifying major medical insurance for the employee.

This tax refund program provides a state tax credit of up to 20 percent of $10,000 in wages paid during the first year.

CONCLUSION

Economic development is a long-term process. It is not uncommon for the implementation of these strategies and programs to extend over a five-year period or longer. Therefore, City leaders and civic groups involved in economic development must be prepared to stay the course during the maturation and evolution of these long-term plans. As noted in this chapter, the City has made great strides in recent years in terms of economic development and has taken many of the recommendations from within the various economic development plans from vision to reality. To achieve the goal of an increasingly strengthened and stabilized economy, the City should continue to work diligently with local groups and with the City of Odessa on efforts to improve and diversify the local and regional economy. The recommendations that have been discussed throughout this chapter are summarized in **Table 10-1** and are related to goals and objectives established within Chapter 2 of this Master Plan 2025.

RECOMMENDATION:

The City should continue to work diligently with local groups and with the City of Odessa on efforts to improve and diversify the local and regional economy.

TABLE 10-1
Summary – Economic Development Assessment Recommendations
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should be aware of the Chamber's economic development plans.	*Objective J-1.2:* Work closely with the Midland Community Development Corporation and local chambers of commerce to establish mutually beneficial relationships.
The City's economic development goals and objectives should relate closely with the Chamber's plans.	
The City should continue to address the items listed in the Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis that was completed as part of the Midland Assessment & Action Plan (MAAP).	*Objective J-2.3:* Utilize the Midland Assessment and Action Plan (MAAP) to guide economic development efforts and related marketing strategies, with a focus on attracting target businesses identified in the Plan.
The City should continue in its efforts to implement the recommendations of the MAAP that pertain to increasing local tourism.	
The City should continue to provide financial incentives to retain existing businesses and to attract new businesses.	*Objective J-1.1:* Attract new businesses and promote the expansion of existing businesses to increase the tax base and provide jobs that encourage young people to locate in Midland.
The City should continue to work diligently with local groups and with the City of Odessa on efforts to improve and diversify the local and regional economy.	*Objective J-2.2:* Work with the City of Odessa to market the region.

PROVIDING FOR PUBLIC SERVICES & FACILITIES

The Public Facilities Plan

INTRODUCTION

The adequacy of public facilities is a primary quality of life indicator for cities. The *Public Facilities Plan* provides an overview of Midland's public services, facilities, and personnel that exist today to serve it's citizens, and to make recommendations regarding the level and type of services that will likely be needed to serve the future population. An anticipated increase in the local population will require en expansion of public services and facilities. The type and quality of public facilities and services available to the residents of Midland is and will continue to be an important factor influencing the desirability of Midland as a place to live. The City's Department of Facilities and Fleet Management created a Facilities Plan in 2003. Some of the information within the 2003 Facilities Plan has been used as a basis for recommendations within this *Public Facilities Plan*.

FACILITIES, SERVICES & RECOMMENDATIONS

MIDLAND CITY HALL

The Midland City Hall is located at 300 North Loraine in downtown. Built in 1965, this building provides office space for numerous departments and personnel; specifically, 110 of the 878 City employees (12.3 percent) office within City Hall. **Table 11-1** illustrates the various numbers of employees within each department. The division of public services provided by the City into several separate departments makes it easier for Midland to provide adequate and efficient administrative services.

TABLE 11-1
City Hall – Departments & Personnel
City of Midland, Texas

DEPARTMENT	PERSONNEL
Accounting	14
Building Official (Inspections/Permits)	11
Cashier	3
City Attorney's Office	6
City Auditor	1
City Manager's Office	6
City Secretary	3
Code Administration	6
Community Development	4
Community Services	4
Customer Service	10
Engineering	15
Mail Room	1
Personnel	4
Planning	5
Purchasing	4
Receptionists	3
Safety/Risk Management	3
Traffic Engineering	4
Utilities	3
Total Number of Employees	*110*

Source: City of Midland

Due to the age of City Hall, as well as the expected increase in the number of personnel it will likely have to accommodate to serve a growing population, the City will need to address spatial needs at City hall in the near future. The 2003 Facilities Plan states that based on a minimum allowance of 150 square feet per person[11-1], City Hall is currently at capacity. However, it also states that space for additional persons can be achieved through some simple means such as:

- Eliminating document storage furniture (file cabinets) and related paper files;
- Converting some of the conference room space to office space, and better utilizing remaining conference spaces;
- (In the long-term) Decentralizing some functions, moving some people/divisions to satellite locations.

[11-1] It is stated in the City's 2003 Facilities Plan that most standards for square footage per employee range from 100 to 350 square feet, with the most common allocation being 150 square feet.

The 2003 Plan concludes that the City can continue to meet its building space needs for the next 10 years with the existing inventory.

It is recommended, however, that the City consider redesigning some of the space within City Hall in the immediate future to ensure that City staff working within City Hall can continue to productively serve citizens.

RECOMMENDATION:

The City should consider redesigning some of the space within City Hall in the immediate future to ensure that City staff working within City Hall can continue to productively serve citizens.

MIDLAND POLICE DEPARTMENT

Police Department Facilities

The Midland Police Department's current facilities and future needs are as follows:

- Police Department Building - The Midland Police Department Building is located at 601 North Loraine, which is in the downtown area close to City Hall, and was built in 1992. Since the Police Station was recently constructed, there is no need for expansion at the present time.
- Firing Range - The other facility operated by the Police Department is the firing range, which is located outside of City limits (5000 Cole Park Road), and was built in 1986. There are no changes to this facility currently anticipated.
- Jail Facility - The City has a contract with Midland County to use the County's jail facilities. The facilities are adequate for the City's needs, and Midland should continue with this agreement for the foreseeable future.
- New Facilities – There is a need for a police substation in the northwest part of Midland.

RECOMMENDATIONS:

The City should continue contracting with the County for use of its jail facilities.

The City should consider integrating a new police substation with the new fire station that is discussed in the following section of this *Plan*.

Police Department Staffing

Midland currently has 168 sworn officers to provide police protection to the City's population. There are also 56 civilian employees that aid in the operation of the Midland Police Department. However, it is the ratio of police officers to population that is of primary concern within this Plan; this ratio is an important consideration in terms of the overall safety of the local population. **Table 11-2** provides further description of the following points:

- The City's current number of officers to 1,000 population yields a ratio of approximately 1.71.

- The Midland Police Department's target ratio (ideal ratio) is 1.85 officers per 1,000 people. This is consistent with the standard recommended by the Federal Bureau of Investigation (FBI)[11-2] for a city the size of Midland
- Using the target ratio, Midland should ideally have 176 police officers to serve its current population of 94,966.
- Using the population projected for 2024 within the *Future Land Use Plan* of 114,000 and using the target ratio of 1.85, the City will need approximately 211 officers by 2024.

Table 11-2
RATIO OF POLICE OFFICERS TO POPULATION
City of Midland, Texas

Ratio	# of Officers Based on Current Population of 94,966	# of Officers Based on Projected Population of 114,000
Current 1.71 Officers Per 1,000	168[1]	195
Target[1] 1.85 Officers Per 1,000	176	211

[1] City of Midland Police Department
Source: Dunkin, Sefko & Associates, Inc. *(calculations)*

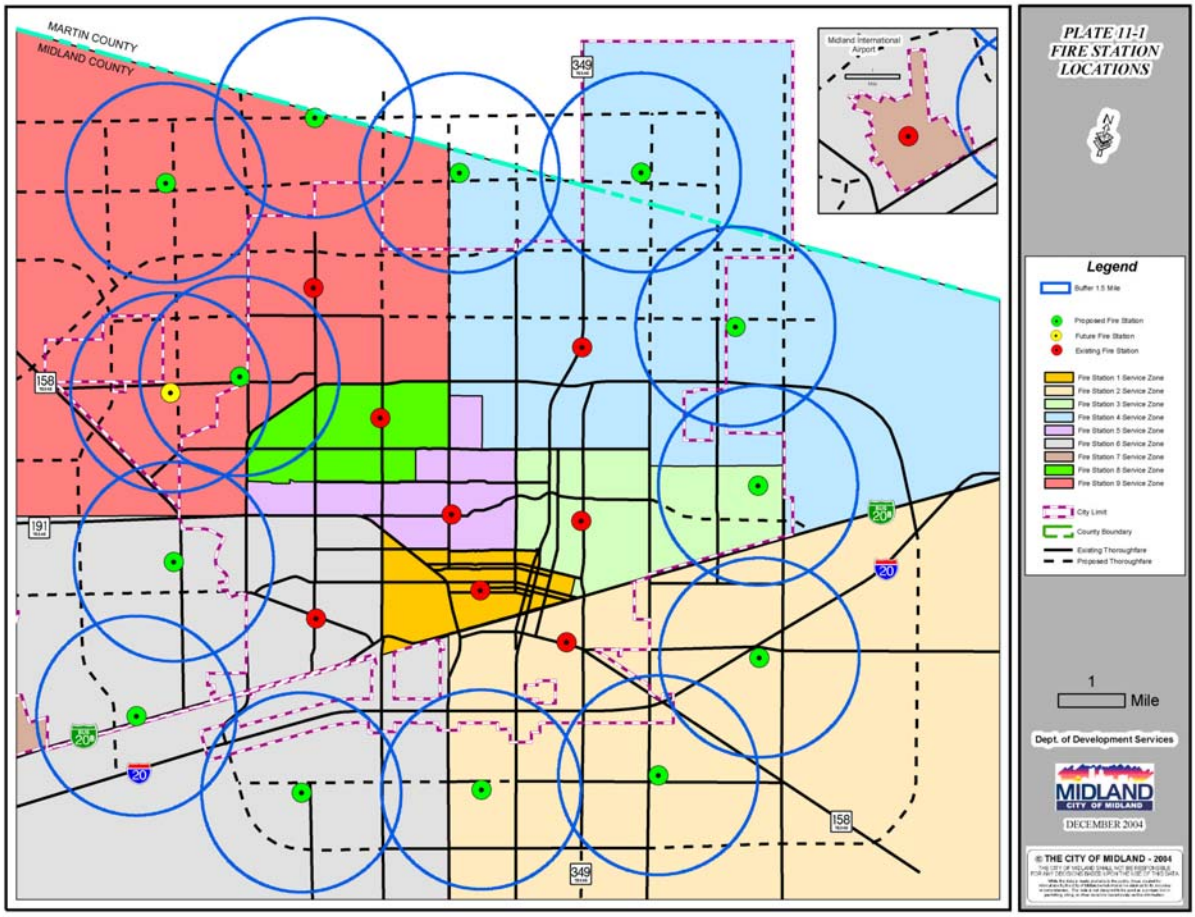
The City should use the target ratio of 1.85 officers per 1,000 population and the calculation for police officers outlined herein as a guide for police staffing levels.

RECOMMENDATION:
The City should use the target ratio of 1.85 officers per 1,000 population and the calculation for police officers outlined herein as a guide for police staffing levels.

MIDLAND FIRE DEPARTMENT

There are numerous fire stations throughout the City that allow fire department personnel to get to all areas of Midland within an adequate response time. While the number of fire department personnel is important, it is actually less significant than the location of fire stations and the respective service-areas that the stations cover. In general, the accepted service area is approximately one-and-one-half mile, depending on the level of urbanization. **Plate 11-1** shows the existing fire stations and their service areas. Current reported City response times average approximately five minutes.

[11-2] FBI website at ADDRESS: http://www.fbi.gov/ucr/cius_02/html/web/lawenforcement/06-table71.html.


MARTIN COUNTY
MIDLAND COUNTY
Midland International Airport
PLATE 11-1
FIRE STATION
LOCATIONS
Legend
Buffer 1.5 Mile
Proposed Fire Station
Future Fire Station
Existing Fire Station
Fire Station 1 Service Zone
Fire Station 2 Service Zone
Fire Station 3 Service Zone
Fire Station 4 Service Zone
Fire Station 5 Service Zone
Fire Station 6 Service Zone
Fire Station 7 Service Zone
Fire Station 8 Service Zone
Fire Station 9 Service Zone
City Limit
County Boundary
Existing Thoroughfare
Proposed Thoroughfare
1
Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
DECEMBER 2004
© THE CITY OF MIDLAND - 2004

MIDLAND
CITY OF MIDLAND

The City should use **Plate 11-1** as a graphic guide to assess future fire station locations should be spaced most efficiently as future growth occurs.

The City should consider building a new fire station at County Road 60 and Holiday Hill Road in the near future. This station is needed due to the population growth and recent annexation in that area of the City. It was also previously recommended that a police substation be located in this area; the fact that both are needed creates a prime opportunity for the City to establish a police and fire station together in one location.

RECOMMENDATIONS:

The City should use Plate 11-1 as a graphic guide to assess where fire stations should be spaced most efficiently as future growth occurs.

The City should investigate the feasibility of constructing a public safety building that would provide for a new fire station and police substation in one location.

LIBRARY SERVICES

A current and well-stocked library is generally important to citizens in determining the quality of life. Citizens of Midland are provided library service through the Midland County Library. The library is centrally located within the City at 301 West Missouri Avenue in the downtown area. Library services provided include:

- Public-access computers, including one for low vision or the blind;
  - In the Bill and Melinda Gates Computer Lab, the library teaches free classes in "Intro to PC", "Basic Internet", and "E-Mail";
- Art prints to check out;
- Full-length books on tape or CD;
- Movies in VHS or DVD format;
- Books in Spanish;
- Year-round children's programs;
- Lunch-time adult programs;
- Reference services to those who come to the library, as well as to those who telephone or e-mail a question;
- A large current collection of magazines and daily newspapers;
- A "Special Collections" area that offers interlibrary loan services to obtain items we do not own, a large genealogy section and a petroleum collection;
- A "Midland Need-to-Read" tutoring room, with dyslexia materials;
- A meeting room that can accommodate 80 people; and,
- Interaction with local retirement communities and assisted living facilities.

- Such entities are able to check out rotating collections of books. They determine their own method of loaning books to residents and returning them to their central location, and they are responsible for picking up the material and for returning it to the library.

The American Library Association (ALA) standard for library space in relation to population is 0.75 square feet per library patron, which is the standard used by most cities in Texas to make decisions regarding library service. As **Table 11-3** shows, based upon the standard of 0.75 square feet per person, the current population requires approximately 71,225 square feet of library space. Therefore, the present library space of 60,800 square feet is slightly inadequate in terms of square footage to serve the existing population.

Table 11-3
LIBRARY SQUARE FOOTAGE NEEDS
City of Midland, Texas

Current Population of 94,966	Current Square Footage[1]	Square Footage Needed Based on ALA Standard of 0.75 Square Feet per Person
	60,800	71,225
Projected Population of 114,000	Square Footage Needed Based on ALA Standard of 0.75 Square Feet per Person	
	152,000	

[1] City of Midland
Source: American Library Association; Dunkin, Sefko & Associates, Inc. *(calculations)*

CULTURAL SERVICES

Another primary quality of life indicator is the accessibility the citizenry has to culturally based activities. Midland is rich in history and has many local venues that celebrate this aspect of the City. It is important to recognize local cultural services because the City should continue to participate in the provision and support of such services to the fullest extent possible (i.e., funding, cooperation, etc.). The following sections outline several of these venues.

RECOMMENDATION:
The City should continue to participate in the provision and support of cultural services to the fullest extent possible (i.e., funding, cooperation, etc.).

The Commemorative Air Force & The American Airpower Heritage Museum[11-3]

The Commemorative Air Force (CAF) origin was in 1951 when, Lloyd Nolen, a former World War II Army Air Corps flight instructor purchased a surplus Curtiss P-40 Warhawk. In 1965, the first museum building was completed in Mercedes, Texas. A new era began in 1991 when the 75-acre CAF headquarters complex was opened in Midland, Texas.

- The CAF's primary mission is to preserve history; not only the military aircraft aviation and artifacts of World War II, but also the aviation-related memories of individuals who participated in or witnessed World War II.

[11-3] Information obtained from the Commemorative Air Force official website at ADDRESS: www.commemorativeairforce.org.

- Its secondary mission is to teach history, especially the lessons learned during World War II about such things as preparedness, freedom and airpower.

The American Airpower Heritage Museum (AAHM), the museum of the Commemorative Air Force, is located within the CAF complex.

- The museum is internationally recognized for its collection of authentic World War II artifacts and memorabilia. It is home to a research library with a significant oral history collection and gives the public access to the museum's abundant information resources.
- It was accredited by the American Association of Museums in 1997, and is one of only 47 museums in Texas to receive this honor.

The Museum of the Southwest[11-4]

The Museum of the Southwest in Midland integrates the arts and sciences through interactive exhibits, and features an Art Museum, Children's Museum, and a Planetarium.

- The Juliette and Fred Turner Jr. Memorial Gallery consists of several distinctive exhibit venues. It showcases numerous artists of international, national, and regional fame. The Museum's permanent collection consists primarily of American art with an emphasis on the Southwest.
- The Fredda Turner Durham Children's Museum, opened in 1989, provides children and families with interactive and educational experiences that stimulate discovery, learning, and understanding.
- The Marian Blakemore Planetarium opened in 1972 and features a 40-foot dome, which is one of the largest in the state of Texas. The only public planetarium in the area, it is a unique educational resource for both schools and the general public, which offers astronomy programs targeted for preschool age through adults.

The Petroleum Museum[11-5]

The Petroleum Museum, founded in 1975 by George T. Abell, tells the story of petroleum and the rugged lives of men and women pioneered the oil and gas industry.

- The museum has 40,000 square feet of interactive exhibits cover all aspects of the petroleum industry. Within many of the petroleum exhibits are historical displays of the cultural history of the Permian Basin of West Texas and Southeast New Mexico.
- A new wing, dedicated to sharing the connection between petroleum and transportation, was opened in 2004. This wing will house six of Jim Hall's world renowned Chaparral race cars and his 1980 Indy 500 Champion *Yellow Submarine.*

[11-4] Information obtained from the Museum of the Southwest website at ADDRESS: www.museumsw.org.
[11-5] Information obtained from the Petroleum Museum website at ADDRESS: http://www.petroleummuseum.org/index.html.

The Nita Stewart Haley Memorial Library & The J. Evetts Haley History Center[11-6]

Founded in 1976, the primary purpose of the Nita Stewart Haley Memorial Library and the J. Evetts Haley History Center is to preserve western heritage.

- The Library houses books, manuscripts and other printed material.
- Included in the collection of more than 25,000 volumes are materials on western exploration, frontier military history, early railroads, the development of ranching and farming, mining, petroleum, politics, frontier social history and material on regional and local Texas histories, as well as comprehensive works on all of the southwestern states and the northern Great Plains area.
- Unique to the collection are the manuscripts of the nearly 700 interviews by Mr. Haley with frontier cowmen, trail drivers, Indian fighters, Texas Rangers, farming settlers, outlaws and other early southwestern characters.
- There are also a wide array of art and artifacts related to the various collections on display. Foremost among these is one of the original Alamo Mission Bells, cast in 1722, a symbol of the proud Texas heritage that the Library is dedicated to preserving and promoting.

The Midland County Historical Museum

The Midland County Historical Museum is staffed by volunteers and overseen by the Midland County Historical Commission. This Museum contains books, newspapers, photos, period clothing, furniture, and various personal items that have been donated over the years, chronicling Midland's history from the late 1800's through the present.

[11-6] Information obtained from the Nita Stewart Haley Memorial Library and J. Evetts Haley History Center official website at ADDRESS: www.haleylibrary.com.

Historical Local Homes[7]

Although there are surely many more historic homes in Midland, there are two that have been made accessible to the public. The Brown-Dorsey home was built on 1899 and is believed to be the oldest house in Midland. It has been preserved in its original location in downtown Midland. The Midland County Historical Society maintains the house; and volunteer members offer tours and other educational opportunities to the public. The Scarborough/Linebery house was built in 1907 and is thought to be the second oldest house in the City. The house belonged to the same family for 90 years before being donated to the City of Midland. It is available to the public for tours, luncheons, dinner parties, day retreats, weddings, receptions and backyard functions. Both the Brown-Dorsey house and the Scarborough/Linebery house have received the Texas Historic Medallion. The City should continue to support and protect important historic structures and sites such as these.

Illustration 11-1
The Brown-Dorsey House

RECOMMENDATION:
The City should continue to support and protect important historic structures such as the Brown-Dorsey home and the Scarborough/Linebery house.

Illustration 11-2
The Scarborough/Linebery House

[11-7] Information obtained from the Midland Convention & Visitors Bureau website at ADDRESS: www.visitmidlandtx.com

Heritage Midland District

Heritage Midland Inc. was established in 1999 as a non-profit board for the purpose of managing and preserving the Scarborough/Linebery House and other properties in the district generally located at Main Street and Florida Avenue. Heritage Midland Inc. is also responsible for public education related to the district's heritage. Numerous public events are held at the House to promote West Texas heritage. Through several foundation grants, Heritage Midland Inc. has purchased the Clarence Scharbauer House and has commenced renovations. This property will be available for public use and will serve as an additional feature of the District.

Illustration 11-3
2004 Renovation of the Clarence Scharbauer House

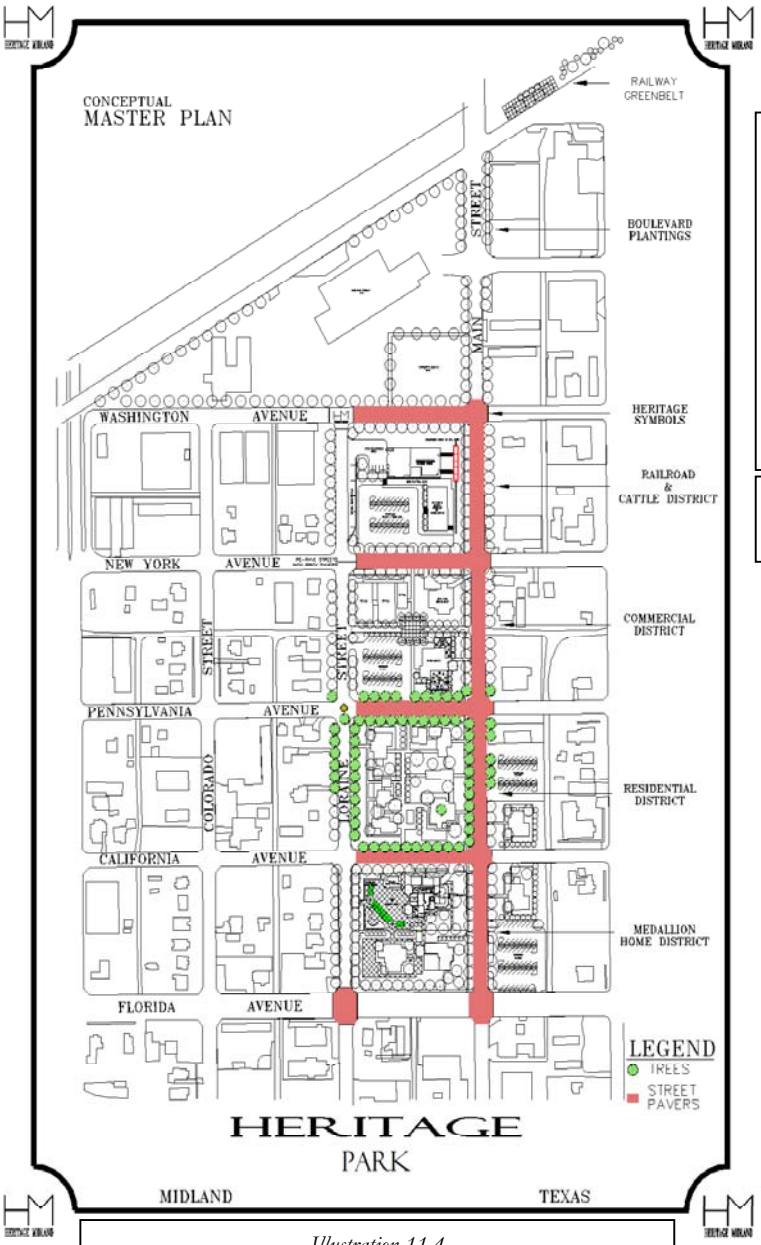


Illustration 11-4
Proposed Heritage District Development

The Midland County Horseshoe – A Multi-Purpose Facility[11-8]

The County is constructing a 140,000-square-foot, multi-purpose, indoor facility to be built on more than 100 acres at the northwest corner of Cotton Flat Road and Interstate 20, just west of the Petroleum Museum. This facility will contain 1,000 permanent seats with optional seating for 2,000 more. The facility, named the Midland County Horseshoe, has an estimated market value of $14 million, a figure that includes the land, facility and everything associated with the project. Once complete, the facility will provide an arena for rodeos, livestock shows, an exhibit foyer and plaza.

RECOMMENDATION:
The City should work with the County and should participate in the planning of the Midland County Horseshoe to the fullest extent possible.

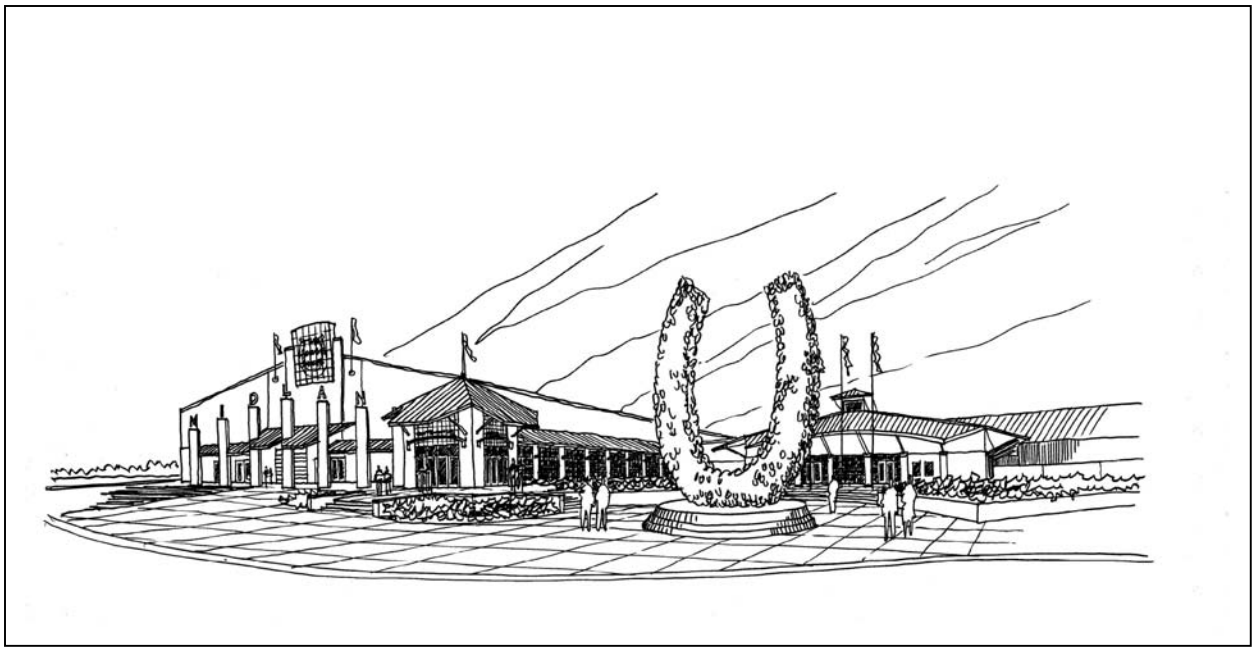


Illustration 11-5
The Midland County Horseshoe Complex.

[11-8] Information obtained from the Texas A&M Real Estate Center, link to Odessa-Midland Market Overview 2004-Public Facilities, News highlights. Website ADDRESS: http://recenter.tamu.edu/mreports/OdessaMidland10.asp

The Old Rankin Highway Visitors Center[11-9]

The Midland Convention & Visitors Bureau (CVB) and the Midland Chamber of Commerce have received partial funding for a visitors' center on Interstate Highway 20 to be called the Old Rankin Highway Visitors Center. The Center's exhibits will show the role that State Highway 349 played in connecting West Texas. The facility will showcase dioramas that capture images dating from the early-day cattle and sheep industries to the modern-day oil fields. A $1.5 million grant from the Texas Department of Transportation (TxDOT) has already been secured, but is dependent on matching funds being available. The City should work with the CVB and the Chamber to help secure funding for this project.

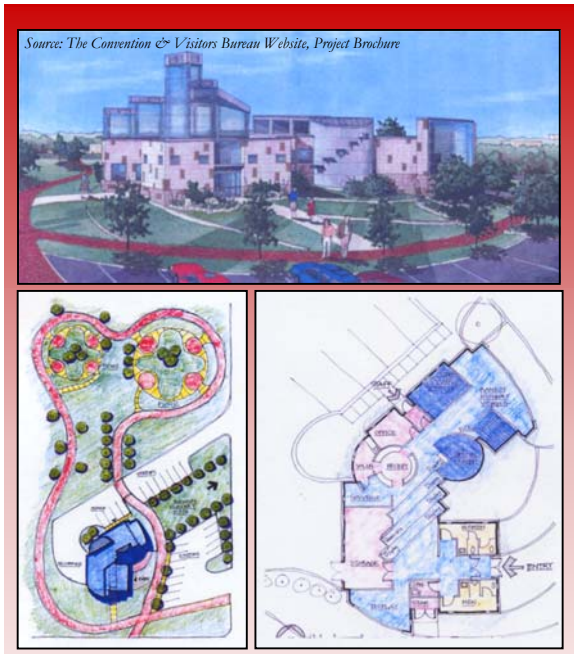


Illustration 11-6
The Proposed Old Rankin Highway Visitors Center

A New Performing Arts Center

Many cities of Midland's size have a central public facility that provides citizens with access to plays, musicals, concerts, and similar events. The City has few venues that provide for such cultural activities. However, there has been a growing need in Midland for a larger venue. The City should be involved in research for and discussions about such a facility, and should participate in its establishment. However, City participation should be predicated upon a feasibility study that shows that there is adequate interest for a performing arts center in Midland.

A New Convention Center

As discussed in the *Downtown Re-vision Plan*, there is much public and private interest in a new or expanded convention center. The Midland Center has been serving the City's convention needs for decades, but a larger facility would likely enable Midland to attract and support larger groups that would in turn have an even greater economic impact on the City. The City should investigate the need for a new convention center by conducting a feasibility study within the next three years.

RECOMMENDATIONS:

Work with the CVB & Chamber to secure funding for the Old Rankin Highway Visitors Center.

Continue to be involved in research for and discussions about a new performing arts center.

This *Public Facilities Plan* supports the City's investigating the need for a new convention center.

[11-9] Information obtained from two sources: 1) The Texas Department of Transportation website link to the page *Historic Old Rankin Highway Visitor's Center Clears Review*, written December 15, 2003, at ADDRESS: www.dot.state.tx.us/oda/newsrel/057-2003.htm; 2) The Midland CVB website link

COMMUNITY CENTERS

Midland Senior Center, Casa de Amigos, The Southeast Senior Center and The Martin Luther King, Jr. Community Center

The Midland Senior Center, Casa de Amigos, the Southeast Senior Center and the Martin Luther King, Jr. Community Center are community focal points for social services ranging from planned activities, health care education, educational assistance and recreational services. Many activities are oriented towards seniors. These are designed to encourage participation in activities that will enhance their dignity, support their independence and encourage their involvement in the community. These agencies work with other local agencies for the coordination of services, information, learning and volunteer opportunities. The long-range plans for these social service providers includes expansion of health, exercise, and educational programs as well as emergency assistance for individuals and families in crisis situations.

MIDLAND INDEPENDENT SCHOOL DISTRICT

The quality of local schools can have a direct affect on the growth of a community. It is therefore extremely important for the City to work with the Midland ISD, ensuring that the public school system is involved in land use planning and economic development efforts. It is also important for the MISD to be aware of the City's expectations in terms of population growth, to enable them to plan accordingly for growth in enrollment. Current information about the MISD is as follows:

- The Midland Independent School District (MISD) has 35 campuses: two high schools, one alternative high school, two freshman high schools, four junior high schools, 24 elementary schools, and two early education centers[11-10].
- Enrollment information for the school district since 1995 can be found within the *Baseline Analysis*.
- The MISD currently estimates that its enrollment is approximately 21,000 students[11-11].

School Enrollment Projections

Population projections calculated within the *Future Land Use Plan* show that the City anticipates having a population of 105,600 in ten years (2014) and of 114,000 in twenty years (2024). Based on this information, the number of housing units projected to be within Midland in 2014 and 2024 can be calculated. These calculations are shown in **Table 11-4**.

---

to an Adobe pamphlet about the visitors' center at ADDRESS: http://www.visitmidlandtx.com/ORHVC/folder%20inserts.pdf.

[11-10] The MISD website at ADDRESS: www.midlandisd.net.

[11-11] Ibid.

Table 11-4
PROJECTED NUMBER OF HOUSING UNITS IN 2014 & 2024
City of Midland, Texas

Projected Number of Housing Units in Midland in 2014									
Projected Number of People in 2014[1]	Average Number of Residential Building Permits[1]	*Multiplied By*	Number of Years	*Equals*	Result of Calculation	*Added To*	Current Number of Housing Units[2]	*Equals*	Total Number of Housing Units in 2014
105,600	265		10		2,650		39,855		**42,505**
Projected Number of Housing Units in Midland in 2024									
Projected Number of People in 2024[1]	Average Number of Residential Building Permits[1]	*Multiplied By*	Number of Years	*Equals*	Result of Calculation	*Added To*	Number of Housing Units in 2014	*Equals*	Total Number of Housing Units in 2024
114,000	265		10		2,650		42,505		**45,155**

[1] Table 3-4 in the *Future Land Use Plan*.
[2] 2000 U.S. Census.

The Midland ISD's current ratio of student enrollment to housing units (of all types) is approximately 0.53[11-12]; this ratio is reflective of all types of housing units.

- Using a combination of the number of housing units projected in 2014 and 2024, shown in **Table 11-4**, and the MISD's current ratio, the number of school children that the MISD can anticipate in 2014 and 2024 can be estimated.
- This methodology has been found to be reasonably accurate for making projections for enrollment. **Table 11-5** shows these enrollment projections.
- Based on the City's projected population, the Midland ISD can anticipate enrollment to increase by over 1,500 students in the next ten years, and by almost 3,000 students in the next twenty years.

Table 11-5
PROJECTED MIDLAND ISD ENROLLMENT IN 2014 & 2024
City of Midland, Texas

Year	Projected Number of Housing Units in 2015	*Multiplied By*	MISD Ratio of Students Per Housing Unit*	*Equals*	Projected MISD Enrollment	Enrollment Growth From Current Enrollment of 21,000	Enrollment Growth Between 2014 & 2024
2014	42,505		0.53		22,528	1,528	Approx. 1,400
2024	45,155				23,932	2,932	

*Represents an average of 0.7 students per single-family housing unit and 0.35 students per multiple-family unit – single-family ratio obtained from the MISD; multiple-family ratio established by Dunkin, Sefko & Associates, Inc. using existing enrollment and housing unit information.

[11-12] The Midland ISD uses a ratio of 0.7 children per single-family unit for its planning purposes.

In addition to general enrollment increases, more specific increases in the number of elementary school students and secondary school students (junior high and high school) can also be estimated. These calculations are shown in **Table 11-6**.

Table 11-6
PROJECTED GROWTH IN ENROLLMENT BY SCHOOL AGE
City of Midland, Texas

Year	Enrollment Growth From Current Enrollment of 21,000	Elementary School Age – 43% of Total	Secondary School Age – 57% of Total
2014	1,528	657	871
2024	2,932	1,261	1,671
Difference Between 2014 & 2024	1,404	604	800

Source: Midland ISD *(percentages)*

- Currently 43 percent of the students enrolled in the Midland ISD are of elementary school age
- 57 percent are of secondary school age.
- Applying this information to the enrollment growth numbers (**Table 11-5**) results in an estimated increase of 657 elementary school age students in 2014 and 1,261 in 2024.
- It also results in an estimated increase of 871 secondary school age students in 2014 and 1,671 in 2024.
- It is important to note that these enrollment projections only consider population growth related to the City of Midland; growth that occurs within the City's ETJ or in outer areas of the MISD will also contribute to enrollment increases.

RECOMMENDATION:
This Public Facilities Plan supports the MISD's facility expansion and renovation efforts.

In order to meet immediate and short-term district needs, the MISD is currently considering constructing two elementary schools, one in the Mockingbird Heights area, and one south of Interstate 20. Ideally, these would be constructed simultaneously. In addition, the MISD is renovating the two existing high schools; Midland ISD voters passed a $67.5 million bond in February of 2003 that will provide the funding for these renovations[11-13]. This Public Facilities Plan supports the MISD's facility expansion and renovation efforts.

The Midland ISD currently owns a number of sites throughout the City. Each of these is a potential school site. They are located as follows:

- Mockingbird Land and Oriole Drive,
- Fairgrounds Road and the extension of Solomon Lane,
- Fairgrounds Road and Cuthbert, and
- N. "A" Street and Jal Draw.

[11-13] Brye Butler. *AISD studies successful West Texas districts' bond votes*, May 9, 2004. Abilene Reporter News website at ADDRESS: www.reporternews.com.

School Facility Location Considerations

Generally, the construction of or expansion to a school should take into account the intended use, size, relationship to other school facilities, and nature of the area served. The following describes each type of school by their respective ideal locational characteristics:

- Elementary schools should be neighborhood-oriented – they should be closely tied and immediately adjacent to the residential areas they serve.
  - The *Typical Neighborhood Unit* concepts that are discussed within the *Future Land Use Plan* provide a graphic depiction of the way in which elementary schools should be located in relation to neighborhoods.
- Junior high schools should be community-oriented – they should serve several neighborhood areas.
- High schools (and freshman schools) should be regionally oriented – they should be located centrally to the regional area they serve.
- Ideally, schools should incorporate recreational facilities, whether it is a neighborhood park next to an elementary school, a larger park or fields next to a junior high school, or a stadium next to a high school. Pedestrian access should also be of primary importance.

The City and the MISD should work together to create a formalized future school facilities plan. Such a plan should take into consideration school district facilities needs in terms of enrollment and in terms of locational criteria. Some of the specific factors that should be addressed in this mutually beneficial plan include:

- The target enrollment (i.e., building capacity) of each type of school..
- The projected enrollment based not only on City population projections, but also on the ETJ and other areas within the MISD boundaries.
- A general concept of how each site that is currently owned by the MISD can be most effectively used.

RECOMMENDATION:
The City and the MISD should work together to create a formalized future school facilities plan that would take into consideration school district facilities needs including those related to enrollment and location.

A specific, mutually prepared plan such as this would help the City and the MISD be better informed about each other and better prepared for growth from a planning perspective.

General Planning Between the City & the MISD

RECOMMENDATION:
The City should consider establishing a formalized cooperative process with the Midland ISD that involves the ISD in planning and development decisions.

Another aspect of the school facility planning is the on-going ability to assess needs based on population growth. Given this fact, another significant way for the City to help ensure that the quality of the MISD is maintained is to establish a cooperative and proactive planning effort that involves the MISD in the development review process. The City's role in this cooperative effort will be to facilitate communication between the MISD and the development community at the earliest possible stages of development. The City should consider the following in order to establish a formalized cooperative planning process with the Midland ISD:

- Include a Midland ISD verification form in the developers' packet that states that the MISD has been contacted and states whether the MISD has a need for additional educational facilities within the boundaries of the proposed project.
- Continue to be knowledgeable about the MISD's criteria for new educational sites (e.g., maximum enrollment, needed acreage, etc.).
- Amend local development ordinances to provide for City review of educational facilities to ensure adequate infrastructure is in place.
- Provide for coordination of sites that are beneficial for both the City and the MISD – for example, sites that allow elementary schools to be placed next to public parks.
- Partner with the MISD on issues important to both the City and the MISD – examples include state legislation on financing issues and economic development incentives for businesses.

CONCLUSION

It should be noted that rapidly changing technology and operation methods often modify the spatial needs of municipal employees and services as time progresses. The recommendations within this *Public Facilities Plan* are intended to provide general guidance only. A detailed architectural evaluation should be undertaken prior to initiating the design of any new facility or modifying the layout of any existing public facility. The recommendations that have been discussed throughout this chapter are summarized in **Table 11-7** and are related to goals and objectives established within Chapter 2 of this Master Plan.

TABLE 11-7
Summary – Public Facilities Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should consider redesigning some of the space within City Hall in the immediate future to ensure that City staff working within City Hall can continue to productively serve citizens.	*Goal I-2:* Ensure that public facilities are adequate to meet the operating needs of the City and to serve the population of Midland.
The City should continue contracting with the County for use of its jail facilities.	*Objective I-1.1:* Construct and operate public facilities in conjunction with other public entities to share costs and increase public access to such facilities.
The City should use the target ratio of 1.85 officers per 1,000 population and the calculation for police officers outlined herein as a guide for police staffing levels.	*Objective I-2.1:* Establish standards related to the various public facilities and services provided. *Objective I-2.2:* Utilize available population projections to forecast facility, locational, and personnel needs.
The City should use *Plate 11-1* as a graphic guide to assess where fire stations should be spaced most efficiently as future growth occurs.	
The City should investigate the feasibility of constructing a public safety building that would provide for a new fire station and police substation in one location.	

TABLE 11-7, Cont'd
Summary – Public Facilities Plan Recommendations With Related Goals & Objectives
City of Midland, Texas

Recommendation	Related Goal or Objective from Chapter 2
The City should continue to participate in the provision and support of cultural services to the fullest extent possible (i.e., funding, cooperation, etc.).	*Goal I-2:* Ensure that public facilities are adequate to meet the operating needs of the City and to serve the population of Midland. *Objective I-2.1:* Establish standards related to the various public facilities and services provided.
The City should continue to support and protect important historic structures such as the Brown-Dorsey home and the Scarborough/Linebery house.	
The City should work with the County and should participate in the planning of the Midland County Horseshoe to the fullest extent possible.	*Objective I-1.1:* Construct and operate public facilities in conjunction with other public entities to share costs and increase public access to such facilities. *Objective I-1.2:* Foster positive relationships among said organizations to share information, discuss concerns, and promote mutual priorities.
The City should work with the CVB and the Chamber to help secure funding for the proposed the Old Rankin Highway Visitors Center.	
The City should be involved in research for and discussions about a new performing arts center; City participation should be predicated upon a feasibility study that shows adequate interest for such a facility in Midland.	*Goal I-1:* Encourage on-going interaction and coordination between local, regional, and state government entities, higher education institutions, the Midland Independent School District, non-profit organizations, and medical facilities for the overall benefit of the community.
The City is planning to investigate the need for a new convention center by having a feasibility study completed within three years; this *Public Facilities Plan* supports this effort.	*Objective I-2.3:* Establish a convention center designed to host performing arts venues, such as symphonies, ballet, opera, and theater, that would also be capable of hosting civic-related functions; this objective is consistent with an objective contained within the 1987 Centennial Comprehensive Plan.
This Public Facilities Plan supports the MISD's facility expansion and renovation efforts.	*Goal I-1:* Encourage on-going interaction and coordination between local, regional, and state government entities, higher education institutions, the Midland Independent School District, non-profit organizations, and medical facilities for the overall benefit of the community.
The City and the MISD should work together to create a formalized future school facilities plan that would take into consideration school district facilities needs including those related to enrollment and location.	
The City should consider establishing a formalized cooperative process with the Midland ISD that involves the ISD in planning and development decisions.	

PROVIDING STRATEGIES TO REALIZE MASTER PLAN RECOMMENDATIONS

The Implementation Strategies

INTRODUCTION

GENERAL

With the publication and adoption of this *Master Plan 2025*, the City of Midland will have taken an important step in shaping its future. The Plan will provide a very important tool for City staff and civic leaders to use in making sound planning decisions regarding the long-term growth and development of Midland. The future quality of life in Midland will be substantially influenced by the manner in which these *Master Plan* recommendations are administered and maintained.

Changes in Midland's socioeconomic climate and in development trends that were not anticipated during preparation of the Plan will occur from time to time, and therefore, subsequent adjustments will be required. Elements of the City that were treated in terms of a general relationship to the overall area may, in the future, require more specific and detailed attention. Planning for the City's future should be a continuous process, and this *Master Plan* is designed to be a dynamic tool that can be modified and periodically updated to keep it in tune with changing conditions and trends.

> *IMPLEMENTATION*
>
> *1: Carry out, accomplish; especially: to give practical effect to and ensure of actual fulfillment by concrete measures*
>
> *2: To provide instruments or means of expression for.*
>
> *Source: Merriam Webster Online Dictionary*

Under Texas law, plan policies and recommendations can only be put into effect through adopted development regulations, such as zoning and subdivision, and through capital improvement programs. Many recommendations within the Plan can be implemented through simple refinement of existing regulations or City processes, while others may require the establishment of new regulations, programs, or processes. This final chapter of the *Master Plan 2025* describes specific ways in which Midland can take the recommendations within this Plan from vision to reality.

PROACTIVE & REACTIVE IMPLEMENTATION

There are two primary methods of Plan implementation - proactive and reactive methods. To successfully implement the *Master Plan 2025* and fully realize its benefits, both methods must be used in an effective manner.

Examples of proactive methods include:

- Developing a capital improvements program (CIP), by which the City expends funds to finance certain public improvements (e.g., utility lines, roadways, etc.), meeting objectives that are cited within the Plan;
- Establishing/enforcing zoning regulations;
- Establishing/enforcing subdivision regulations.

Examples of reactive methods include:

- Rezoning a development proposal that would enhance the City and that is based on the *Master Plan*;
- Site plan review;
- Subdivision review.

THE VARIOUS ROLES OF THE MASTER PLAN

A DECISION-MAKING GUIDE

The current physical layout of the City is a product of previous efforts put forth by many diverse individuals and groups. Each new development, whether it is a subdivision that is platted, a home that is built, or a new school, church or shopping center that is constructed, represents an addition to Midland's physical form. The composite of all such efforts and facilities creates the City as it is seen and experienced by its citizens and visitors. If planning is to be effective, it must guide each and every individual development decision. The City, in its daily decisions pertaining to surfacing a street, approving a plat, amending a zoning ordinance provision, enforcing building codes, or constructing a new utility line, should always refer to the basic proposals outlined within the *Master Plan*. The private builder or investor, likewise, should recognize the broad concepts and policies of the Plan so that individual efforts become part of a meaningful whole in planning the City.

A FLEXIBLE & DYNAMIC GUIDE

As previously stated, the *Master Plan 2025* is intended to be a dynamic planning document for Midland – one that responds to changing needs and conditions. Plan amendments should not be made without thorough analysis of immediate needs, as well as consideration for long-term effects of proposed amendments. The Midland City Council and other City officials should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies, and whether it will be beneficial for the long-term health and vitality of Midland.

At one- to three-year intervals, a periodic review of the *Master Plan* with respect to current conditions and trends should be performed. Such on-going, scheduled evaluations will provide a basis for adjusting capital expenditures and priorities, and will reveal changes and additions which should be made to the Plan in order to keep it current and applicable long-term. It would be appropriate to devote one annual meeting of the Planning and Zoning Commission to reviewing the status and continued applicability of the Plan in light of current conditions, and to prepare a report on these findings to the Midland City Council. Those items that appear to need specific attention should be examined in more detail, and changes and/or additions should be made accordingly. By such periodic reevaluations, the Plan will remain functional, and will continue to give civic leaders effective guidance in decision-making. Periodic reviews of the Plan should include consideration of the following:

- The City's progress in implementing the Plan;

- Changes in conditions that form the basis of the Plan;
- Community support for the Plan's goals, objectives & policies; and,
- Changes in State laws.

The full benefits of the Plan for the City of Midland can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the Plan should be revised rather than ignored. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

COMPLETE REVIEW WITH PUBLIC PARTICIPATION

In addition to periodic annual reviews, the *Master Plan* should undergo a complete, more thorough review and update every five to ten years. The review and updating process should begin with the establishment of a citizen committee similar to the Advisory Committee that was appointed to assist in the preparation of this Plan. Specific input on major changes should be sought from various groups, including property owners, neighborhood groups, civic leaders and major stakeholders, developers, merchants, and other citizens and individuals who express an interest in the long-term growth and development of the City.

REGULATORY MECHANISMS

GENERAL

The usual processes for reviewing and processing zoning amendments, development plans, and subdivision plans provide significant opportunities for implementing the *Master Plan*. Each zoning, development and subdivision decision should be evaluated and weighed against applicable proposals contained within the Plan. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly in order to ensure consistency and fairness in future decision-making. Amending the Subdivision Ordinance and Zoning Ordinance represent two major proactive measures that the City can take to implement *Master Plan 2025* recommendations.

THE ZONING ORDINANCE

Zoning is perhaps the single most powerful tool for implementing Plan recommendations. The City's Zoning Ordinance should be updated with the recommendations contained within the various chapters of this *Master Plan*. All zoning and land use changes should be made within the context of existing land uses, future land uses, and planned infrastructure, including roadways, water and wastewater. The following are general recommendations related to zoning regulations and processes - other specific priority recommendations that can be implemented through zoning are contained within the tables at the end of this chapter.

Zoning Text Amendments

Design & Development Standards

There are numerous recommendations within this *Master Plan 2025* that relate to enhancing design standards, particularly within the *Future Land Use Plan* and the *Community Image Guidelines* chapters. Their implementation will not only improve future development and interaction between land uses, but will also improve Midland's overall image and livability. Such recommendations involve buffering, landscaping, nonresidential building design, compatibility, and signage, to name a few. These recommendations should be itemized and prioritized, and should be incorporated into the Zoning Ordinance accordingly.

Other Standards

The following list of changes should be made to the City's existing Zoning Ordinance text.

- *Revise Zoning Requirements for Development Along Interstate Highway 20*
  - New nonresidential uses along IH 20 should be prohibited from having outside storage areas.
  - New nonresidential uses should be required to be designed such that they are compatible with public uses within the area.
  - Detention areas that are constructed along IH 20 should be required to be designed as a site amenity that is incorporated into the overall design of the development.
  - No new residential uses should be permitted directly along IH 20, and the City should encourage existing residential areas to transition to nonresidential uses as the market dictates.
- *Revise Zoning Requirements for Development Along Loop 250*
  - Create a Loop 250 Corridor Overlay District that would address major aspects of future nonresidential development. Recommendations within the *Future Land Use Plan* and the *Community Image Guidelines* should be used as a basis for the requirements of the new overlay district.
  - Decrease the number and usage of Planned Districts along Loop 250; creation of the new overlay district should address this.
- *Establish Zoning Requirements for Development Along La Entrada*
  - Initially zone portions of land along La Entrada to the Future Development district or to a single-family residential district. This will allow the City a high level of oversight as to the type and quality of proposed development as rezoning applications are submitted.
  - It should be noted that the City has no zoning authority until the La Entrada corridor is annexed.
- *Streamline the Zoning Process in Areas Identified in the Housing & Neighborhood Strategies Chapter*
  - Initiate proactive rezoning of long-vacant nonresidential parcels in these areas.
  - Waive zoning-related fees.
- *Establish New Residential Zoning Districts and Residential Adjacency Standards*
  - Expand the single-family residential zoning districts to include two new districts with a minimum lot size of 1-acre and ½-acre.
  - Make rezoning decisions for new single-family areas with due consideration to the lot sizes of adjacent developed single-family residential areas.
- *Incorporate New Locational Criteria Into the Townhouse and Two-Family Zoning Districts*
  - Moderate density development should be used as a buffer between single-family development and an arterial street.

- Moderate density development should be used as a buffer between single-family development and higher intensity development, such as multiple-family or nonresidential development.
- Such development should comprise less than 30 percent of a mixed-use development and less than 30 percent of a residential development.

- *Incorporate New Standards Into the Existing Multiple-Family Zoning Districts*
  - The proposed multi-family tract should be adjacent to an arterial street and a major collector or arterial roadway;
  - All structures within the multi-family development should be constructed with at least 75 percent masonry exterior;
  - If the multi-family tract is adjacent to single-family residential dwellings, transition areas should be incorporated into the project; and
  - Based upon the density of the complex, a minimum amount of usable open space should be required.
- *Establish a Downtown Entertainment District in Downtown Midland*
  - This District would be an overlay zoning district that would address permitted uses.
    - Multiple-family uses should be permitted and encouraged as part of adaptive reuse of existing office buildings.
    - Retail uses should be on the first floor of office buildings that are converted to and/or partially used for multiple-family.
    - Retail uses and those that provide activities Downtown after 5:00 p.m. should be permitted and encouraged.
    - Outdoor vending should be permitted by right, or by Specific Use Permit (SUP), depending on the level of oversight that the City desires. At first, the City may want to require an SUP, and then after certain types of outdoor vending (e.g., food vendors, goods vendors) operate Downtown for a period of time without incidence, such types may be allowed by right.
    - Outdoor seating should be permitted and encouraged. Ensuring that pedestrian flow is not adversely affected should be a consideration.
    - Signage should be limited and should be pedestrian-friendly. Current standards should be reviewed and amended accordingly.
    - Outdoor sales should be permitted and encouraged. Such sales should be limited to a particular amount of square footage and within a certain number of feet in front of the retail store. As with outdoor seating, ensuring that pedestrian flow is not adversely affected should be a consideration.
- *Streamline the Zoning Process for Development/Redevelopment Within the Downtown Entertainment District*
  - Develop different streamlined processes for new development and redevelopment/rehabilitation/reuse of existing buildings.
  - Refer to the *Downtown Re-Vision Plan*, Chapter 7, for specific examples.

- *Add/Amend Standards Consistent with the Community Image Guidelines Chapter*
  - Add or amend the zoning ordinance to include the requirements outlined in the Community Image Guidelines chapter of the *Master Plan* for the following, especially within high-traffic corridors of the City:
    - Landscaping,
    - Setbacks,
    - Screening,
    - Locational requirements for refuse areas and loading areas,
    - Signage, and
    - Building facades, in terms of materials and articulation.
- *Incorporate a Use Chart*
  - Incorporate a use chart into the Zoning Ordinance.
  - This would enable the City to delete the long lists of uses that are permitted within each zoning district and to delete repetitions of allowable uses.
  - Also, this would make the Zoning Ordinance more user-friendly by putting all land uses in a single location and by showing in a graphic way within which districts the land uses are allowed.

Zoning Map Amendments

State law gives power to cities to regulate the use of land, but only if such regulations are based on a plan. Therefore, Midland's Zoning Map should be as consistent as possible with the *Master Plan*, specifically the *Future Land Use Plan* map.

COMPLIANCE WITH THE PLAN

Zoning regulations must be adopted in accordance with a comprehensive plan...

Source: Chapter 211.004 of the Texas Local Government Code

- It is not reasonable, however, to recommend that the City make large-scale changes in its zoning map changes immediately.
- It is therefore recommended that the City prioritize areas where a change in current zoning is needed in the short-term, such as along Loop 250, and that efforts be concentrated on making such changes.
- In the long-term, consistent zoning policy in conformance with the *Future Land Use Plan* map will achieve the City's preferred land use pattern over time.
- In order to ensure compliance with state law to the furthest extent possible, the *Future Land Use Plan* map should be amended prior to rezoning land that would result in inconsistency between the two maps.

THE SUBDIVISION ORDINANCE

The act of subdividing land to create building sites has a major effect on the overall design and image of Midland. Much of the basic physical form of the City is currently created by the layout of streets, easements, and lots. In the future, the basic physical form of Midland will be further affected by such action. Requirements for adequate public facilities are essential to ensure the City's orderly and efficient growth. The following are general recommendations related to subdivision regulations and processes - other specific priority recommendations that can be implemented through subdivision oversight are contained within the tables at the end of this chapter.

Roadway Section Standards

The adequate provision of transportation and access to, and possibly through, a tract of land is an important health, safety, and welfare consideration. In order to ensure that roadways will have available capacity to support population growth and related increases in traffic, the City requires specific rights-of-way and paving standards within the Subdivision Ordinance. This should continue, but roadway section requirements should be amended to conform to the section recommendations within the *Thoroughfare Plan* of this *Master Plan*. Specific changes include:

- *Decreasing the Width of the Primary Local Street (Type E, Figure 4-7 in Chapter 4) in Some Cases*
  - This section has a total right-of-way of 60 feet, with 41 feet of paving (measured from back of curb to back of curb), which is consistent with current City requirements.
  - However, in some areas where adequate drainage exists, a decreased right-of-way and pavement width should be permitted, of 50-55 feet and 37 feet, respectively.
- *Adding an Agriculture Estate (AE) Local Roadway Section (Type F, Figure 4-8 in Chapter 4)*
  - This new section has a total a right-of-way width of 50 feet and 28 feet of paving (back to back).
  - The AE local roadway should be permitted in residential areas that meet the following criteria:
    - The area to be developed is located outside of Loop 250,
    - Developed lot sizes will be at least 30,000 square feet, and
    - A master drainage plan for the residential development is submitted to and approved by the City.

Subdivision Ordinance Text

The following list of changes should be made to the City's existing Subdivision Ordinance text.

- *Require Shared Driveways & Cross Access*
  - Require new nonresidential developments along collector streets to share driveways and provide for cross access between developments.

- *Acknowledge Specific Street Designations*
  - Mockingbird Lane should remain as a key east-west arterial; Green Tree Boulevard should become a collector.
- *Include a Traffic Impact Analysis (TIA) Requirement*
  - Any residential development that generates more than 2,000 trips per day or any nonresidential development that generates more than 2,500 trips per day should prepare a TIA to ensure that any impact on the roadway system can be minimized.
  - A TIA requirement would help Midland to assess the extent to which new development will affect local roadways.

OTHER CITY-INITIATED ORDINANCES/RESOLUTIONS

The following items have been recommended within this *Master Plan 2025*, but are not specifically applicable to the City's zoning or subdivision regulations. These recommendations should be adopted by separate ordinance or resolution.

- *Establish A Presidential District*
  - Designate the block in which the Bush Home is located as well as adjacent street frontage as a special "Presidential District" to recognize the area as a special part of Midland.
  - Demarcate the area with special plaques or street markers and distinctive signage to create a cohesive area.
  - As the Bush Home and its surroundings are redeveloped by the private sector, carefully review the site layout for the Bush Home and related uses to ensure that issues (e.g., parking, circulation, hours of operation, etc.) are considered in terms of their potential impact on adjacent residents.
- *Establish A Neighborhood Empowerment Zone (NEZ)*
  - Establish a Neighborhood Empowerment Zone for areas recognized on **Plate 6-1** of the *Housing & Neighborhood Strategies Plan* (Chapter 6) as being in need of a *Housing Rehabilitation* strategy or *Clearance* strategy, specifically areas 6, 7, and 8.
  - Neighborhood empowerment zones are discussed within the *Housing & Neighborhood Strategies Plan*.
- *Establish An Art Avenue in Downtown Midland*
  - Establish an Art Avenue, as discussed in detail in the *Downtown Re-Vision Plan*, Chapter 7, along one of the following streets:
    - Texas Avenue,
    - Main Street, or
    - Illinois Avenue.

- The area should be a distinct, pedestrian way with a concentrated length of art and cultural exhibits and related shops.

- *Adopt a Drainage Fee* – As discussed in the *Infrastructure Assessment*, Chapter 5, the City-appointed Stormwater Advisory Committee recommended that a drainage fee be adopted to fund increased capital spending to address the City's storm water management needs.

ANNEXATION & EXTRATERRITORIAL JURISDICTION

Annexation is the process by which communities extend their municipal boundaries, thereby extending their regulatory authority to new territory for the purpose of protecting the public's health, safety and general welfare. Chapter 43 of the Texas Local Government Code prescribes the process by which communities can annex land within Texas. There are several reasons for cities to annex land - to preserve their ability to oversee the subdivision of land, to accommodate additional population, to provide areas for new businesses, etc. The disadvantage for Midland in annexing land is that it increases the City's responsibilities in the provision of infrastructure and public services – such responsibilities increase the City's operating costs and its need for revenue to meet those costs.

The City should endeavor to maintain its existing inventory of undeveloped/vacant land inside the City limits to ensure that there will be future areas for growth and development. However, Midland should also only annex land when it is clearly in the public interest to do so. The following represent instances when the public interest would be served through annexation: 1) a subdivision of land requires utility infrastructure extension; 2) the City limits or ETJ is being infringed upon; and 3) a major employer is being established. These are only a few examples; there may be other instances where the City needs to annex land.

Specific annexation-related actions are recommended throughout this *Master Plan 2025*. Implementation actions for annexation recommendations are as follows:

- *Annexation of the Loop 250 Corridor*
  - A long-range annexation strategy should bring the entire Loop 250 corridor, existing and planned portions, into the Midland City limits.
- *Annexation of the La Entrada Corridor*
  - A long-range annexation strategy should bring the land along the proposed corridor alignment for La Entrada into the Midland City limits.
- *Annexation Prior to Infrastructure Extension*
  - Annexation should occur prior to any extension or sale of water to new development. (Subdivision standards should be maintained regardless of whether or not annexation occurs.)

FUNDING MASTER PLAN RECOMMENDATIONS

GENERAL

There are numerous *Master Plan* recommendations that can be implemented at little or no cost to the City. Examples include the regulatory updates and adopted resolutions previously described within this chapter. However, other Plan recommendations will require the City to expend capital funds to fully implement them. Such capital improvements are integrally linked to the City's *Master Plan* and its regulatory ordinances. A capital improvement such as a water treatment plant illustrates this concept in the following example:

> The *Master Plan* recommends areas for a particular type of development, the Zoning Ordinance reinforces Plan recommendations with applicable zoning districts consistent with that type of development, and the Subdivision Ordinance regulates the facilities (e.g., utility extensions, roadway widths, etc.) necessary to accommodate that type of development. The type of development that is recommended by the *Master Plan* and that is regulated and approved in accordance with the Zoning and Subdivision Ordinance dictates the water treatment plant's size and capacity.

It is in the City's long-term financial interest to invest regularly in the physical maintenance and enhancement of the City of Midland rather than to undertake large improvement-type programs at longer time intervals. A modest amount of money expended annually on prioritized items in accordance with Plan recommendations will produce a far greater return to the City than will large expenditures at long intervals. A discussion of various possible funding mechanisms follows.

FUNDING MECHANISMS

Ad Valorem Taxes

Ad valorem taxes are one of the primary contributors to a municipal budget. In 2004, Midland's tax rate was approximately 64 cents per $100 valuation. This was comparable to other most other surrounding communities, with the exception of Andrews and Monahans, which are much smaller in population. In order for Midland's tax rate to continue to be low and comparable, the City will have to have consistent revenue sources. The following list contains possible actions that the City can take

TABLE 12-1
Population & 2004 Tax Rate
City of Midland, Texas & Surrounding Communities

CITY	Population	2004 Tax Rate
Midland	96,106	0.6464
Odessa	93,195	0.6600
Big Spring	25,233	0.6560
Andrews	9,652	0.3050
Monahans	6,821	0.3200
Crane	3,191	0.6550

Source: Texas Municipal League Survey

to maintain and increase its revenue stream so that it is able to reduce taxes.

- *Concentrate on Improving Housing* – Midland's housing challenges have been discussed in detail within this *Master Plan*, specifically within the *Housing & Neighborhood Strategies Plan*, Chapter 6. When housing units are improved, their valuations will increase, thereby increasing their value. This increase in taxable value would help the City generate taxes.
- *Protect Prime Retail Property* – Prime retail property should not be developed for a purpose other than retail. Retail sales tax revenue (supplementing ad valorem taxes) can be a major contributor to the City's overall budget, and with the numerous high-traffic corridors traversing the City, there are prime locations for a variety of retail uses in several parts of Midland. Examples include Loop 250, Interstate Highway 20, the future La Entrada, and the future Ports-to-Plains. Downtown Midland represents another prime location.
- *Attract Tax-Generating Businesses* – The City has already recognized the importance of attracting businesses that could provide revenue; this is evidenced by Midland's participation in economic development efforts, which are discussed in detail in Chapter 10 of this *Master Plan*. Attracting new business will be key to the City's ability to maintain a competitive tax rate.

It is extremely important for the City to have a budget that is balanced by revenue from residential and nonresidential uses - quality nonresidential development helps offset the cost of public services generally demanded by residential uses. The previously listed actions will help Midland create a necessary balance. Obtaining revenue from multiple sources is an effective way for the City to maintain, and possibly even decrease, its ad valorem tax rate.

Impact Fees

Chapter 395 of the Texas Local Government Code addresses the issue of developer participation in the construction of off-site facilities such as water, wastewater, and roadways. This state law allows cities in Texas to decide whether to assess fees for 1) roadway construction, 2) water service expansion, and 3) wastewater service expansion to new residential and nonresidential development. The City could consider this as an alternative funding mechanism.

Impact fees are fees charged to new development based on that development's impact on the infrastructure system. The primary advantage to having this funding source is that it provides cities with the increased ability to plan and construct capital facilities so that the needed infrastructure system capacity is available when the market warrants. If they are not implemented, new capital facilities will likely be financed through developer participation and in some cases, with City participation as well. With impact fees, the development community is responsible for paying its related share of the cost of growth and the impact of that growth on local infrastructure systems.

State & County Funding

Coordination with state agencies and with Midland County is recommended for the joint planning and cost sharing of projects. A widely utilized example of state funding is the use of funds allocated by Texas Department of Transportation (TxDOT). TxDOT receives funds from the federal government and directly from the state budget that it distributes for roadway construction, maintenance, and related purposes across Texas. There are several roads within Midland that would be eligible for such funds.

In addition, programs funded by Midland County should be researched. The most common county funding programs relate to thoroughfares, parks, and public facilities. There are a number of recommendations in the *Thoroughfare Plan*, *Park Assessment*, and *Public Facilities Plan* that may be eligible for County funding participation.

Various Types of Bonds

The two most widely used types of bonds are general obligation bonds and revenue bonds. General obligation bonds, commonly referred to as G.O.s, can be described as bonds that are secured by a pledge of the credit and taxing power of the City and must be approved by a voter referendum. Revenue bonds can be described as bonds that are secured by the revenue of the City. Certificates of obligation, commonly referred to as C.O.s, can be voted on by the City Council without a City-wide election/bond referendum. It should be noted that if Midland chooses to adopt an impact fee ordinance and bonds have been included in the assessment of impact fees, funds derived from impact fees could be used to retire bonds.

PRIORITIZED MASTER PLAN RECOMMENDATIONS

Implementation is probably one of the most important, yet most difficult, aspects of the comprehensive planning process. Without viable, realistic mechanisms for implementation, the recommendations contained within the *Master Plan* will be difficult to realize. The following tables are intended to provide a cohesive, succinct outline of prioritized recommendations throughout the Plan on a chapter-by-chapter basis; these recommendations have not been prioritized in relation to one another. **Table 12-2** contains prioritized recommendations related to future *planning efforts*; **Table 12-3** contains prioritized recommendations related to general *operation-and-maintenance*; **Table 12-4** contains prioritized recommendations related to *capital improvements*; and, **Table 12-5** contains prioritized recommendations related to *on-going efforts*. Included are the goal or objective to which the recommendation relates (from Chapter 2), the chapter within which each recommendation is discussed, and the general mechanism(s) that could be used toward their implementation.

TABLE 12-2
Priority Recommendations - Planning Efforts
City of Midland, Texas

Planning Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Establish a Loop 250 Corridor Overlay District to address major aspects of future nonresidential development along Loop 250 (and to reduce the use of Planned Districts).	*Objective C-3.1:* Examine Midland's Zoning Ordinance to determine whether the existing variety of zoning districts meet the City's expectation of quality development. *Objective E-2.1:* Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas.	*Chapter 3 Future Land Use Plan* (Also within *Chapter 8 Community Image Guidelines*)	Zoning Ordinance – Create a new overlay district
Adopt a consistent strategy for annexing land along the proposed corridor alignment for La Entrada.	*Objective C-4.3:* Prioritize City limit expansion according to identified areas.	*Chapter 3 Future Land Use Plan*	Adoption of the policy by City Council.
Initially zone portions of land along La Entrada (after annexation) to the Future Development district or to a single-family residential district, and allow the market to dictate the timing of quality nonresidential development.	*Objective C-1.2:* Examine recent market trends within the City to determine where development is likely to occur, and plan for such areas accordingly.	*Chapter 3 Future Land Use Plan*	Zoning Ordinance – Apply the applicable districts.

TABLE 12-2, Continued
Priority Recommendations - Planning Efforts
City of Midland, Texas

Planning Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
The City should designate the block in which the Bush Home is located as well as adjacent street frontage as a special "Presidential District".	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.	*Chapter 3 Future Land Use Plan*	City Council - Adopt a resolution.
Ensure that the City's zoning map is consistent with the *Future Land Use Plan* map to the furthest extent possible.	*Goal C-3:* Ensure that current development-related ordinances are reflective of the type and quality of development that the City desires.	*Chapter 3 Future Land Use Plan*	Make consistent amendments to the map prior to rezoning, whenever necessary.
Allow the *Typical Local Roadway* to have decreased right-of-way and pavement widths, of 55 feet and 37 feet, in areas where adequate drainage exists.	*Objective A-3.2:* Establish standards for roadway types based on their anticipated function and traffic volume. *Objective A-3.3:* Incorporate established standards for roadway types into the City's Subdivision Ordinance.	*Chapter 4 Thoroughfare Plan*	Subdivision Ordinance – Make text amendments.
Create a new *Agriculture Estate* roadway section for use in low density residential areas according to the criteria recommended herein.			
Require access to nonresidential developments along collector streets to be controlled through shared driveways and cross access.	*Objective A-2.1:* Identify current roadway deficiencies, in terms of both access and mobility.	*Chapter 4 Thoroughfare Plan*	Subdivision Ordinance – Make text amendments.
Require a Traffic Impact Analysis (TIA) to help assess the extent to which new development will potentially affect local roadways.	*Objective A-2.2:* Investigate ways in which developers can participate in roadway system improvements.	*Chapter 4 Thoroughfare Plan*	Subdivision Ordinance – Make text amendments.
Initiate an update of the master sanitary sewer collection plan in order to direct infrastructure provision ahead of development.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	Engage an engineering consultant and/or produce the plan internally.

TABLE 12-2, Continued
Priority Recommendations - Planning Efforts
City of Midland, Texas

Planning Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Adopt a drainage fee to fund increased capital spending for drainage facilities, as recommended by the Stormwater Advisory Committee.	*Objective G-2.3:* Research alternate funding mechanisms, including developer participation, to meet the City's infrastructure capacity needs for accommodating growth.	*Chapter 5 Infrastructure Assessment*	Adopt an ordinance - City Council (in accordance with State law).
Initiate a stormwater management plan that will guide the City in ensuring compliance with the EPA's new stormwater permitting regulations, as recommended by the Stormwater Advisory Committee.	*Goal G-2:* Ensure that the City is prepared for the implementation of Stormwater Prevention Phase II, as mandated by the Texas Commission on Environmental Quality (formerly the TNRCC).	*Chapter 5 Infrastructure Assessment*	Engage an engineering consultant and/or produce the plan internally.
Continue to develop a plan for drainage along IH 20 in coordination with TxDOT and local property owners	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	Engage an engineering consultant and/or produce the plan internally. Actively work with TxDOT and property owners.
Establish a Neighborhood Empowerment Zone (NEZ) for areas recognized on Plate 6-1 as being in need of a *Housing Rehabilitation* or *Clearance* strategy.	*Objective F-3.1:* Identify areas within Midland that should be targeted for infill development. *Objective F-3.2:* Examine ways in which the City can help make infill properties increasingly attractive for investment and development.	*Chapter 6 Housing & Neighborhood Strategies Plan*	Identify specific areas. Research by City staff. Involve the public. Adopt the NEZ - City Council.
Establish policies to streamline the regulatory process of residential development in areas of the City with vacant lots that have ready access to infrastructure (thereby encouraging infill).	*Objective F-3.1:* Identify areas within Midland that should be targeted for infill development. *Objective F-3.2:* Examine ways in which the City can help make infill properties increasingly attractive for investment and development.	*Chapter 6 Housing & Neighborhood Strategies Plan*	Research by City staff. Adoption of the policy by City Council.

TABLE 12-2, Continued
Priority Recommendations - Planning Efforts
City of Midland, Texas

Planning Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Consider expanding the single family residential zoning districts to provide a wider range of minimum lot sizes between the 1F-1 and AE Districts.	*Objective F-1.2:* Identify areas that are appropriate for a variety of housing types to ensure diversity within the local housing market.	*Chapter 6 Housing & Neighborhood Strategies Plan*	Zoning Ordinance – Create new districts.
Create an Entertainment District in Downtown Midland as part of a Master Plan. Promote Downtown through specific catalyst projects. Encourage residential uses within the district.	*Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland. *Objective D-1.2:* Increase pedestrian circulation.	*Chapter 7 Downtown Re-Vision Plan*	Zoning Ordinance – Create a new overlay district.
Establish an Art Avenue in Downtown Midland along one of the roadways recommended within Chapter 7.	*Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland. *Objective D-1.2:* Increase pedestrian circulation.	*Chapter 7 Downtown Re-Vision Plan*	Research by City staff. Adoption of a resolution by City Council.
Adopt a streamlined process of zoning and other development-related approvals for development/redevelopment within the Downtown Entertainment District.	*Objective D-1.5:* Coordinate City initiatives with Downtown business owners and property owners.	*Chapter 7 Downtown Re-Vision Plan*	Research by City staff. Adoption of the policy by City Council.
Adopt regulations in accordance with the landscaping-related recommendations made within Chapter 8, specifically pertaining to landscaping being required within business sites and parking areas.	development standards and examine ways in which such standards can be improved to achieve better urban design.	*Chapter 8 Community Image Guidelines*	Zoning Ordinance – Make text amendments.

TABLE 12-2, Continued
Priority Recommendations - Planning Efforts
City of Midland, Texas

Planning Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Adopt regulations in accordance with the recommendations related to outside storage made within Chapter 8, specifically pertaining to the location and screening of outside storage.	*Goal E-3:* Review the City's development standards and examine ways in which such standards can be improved to achieve better urban design.	*Chapter 8 Community Image Guidelines*	Zoning Ordinance – Make text amendments.
Adopt regulations in accordance with the signage-related recommendations made within Chapter 8, specifically pertaining to the size and type of signage.	*Goal E-3:* Review the City's development standards and examine ways in which such standards can be improved to achieve better urban design.	*Chapter 8 Community Image Guidelines*	Zoning Ordinance – Make text amendments.
Participate in the research for and discussions about a new performing arts center; participation should include a feasibility study that establishes whether there is adequate interest for such a facility in Midland.	*Goal I-1:* Encourage on-going interaction and coordination between local, regional, and state government entities, non-profit organizations, and medical facilities for the overall benefit of the community.	*Chapter 11 Public Facilities Plan*	Research by and involvement of City staff. Possible engagement of a consultant specializing in such studies.
Work with the Midland Independent School District to create a formalized future school facilities plan that would take into consideration school district facilities needs, including those related to enrollment and location.	*Goal I-1:* Encourage on-going interaction and coordination between local, regional, and state government entities, higher education institutions, and the Midland Independent School District for the overall benefit of the community.	*Chapter 11 Public Facilities Plan*	Establish a partnership with the MISD and engage a consultant specializing in such studies.
Establish a formalized cooperative process with the Midland ISD that involves the MISD in planning and development decisions.	*Goal I-1:* Encourage on-going interaction and coordination between local, regional, and state government entities, higher education institutions, the Midland Independent School District, non-profit organizations, and medical facilities for the overall benefit of the community.	*Chapter 11 Public Facilities Plan*	Policy adoption by Council. Subdivision Ordinance text amendments if MISD is to be involved in development review.

TABLE 12-3
Priority Recommendations – Operation & Maintenance Efforts
City of Midland, Texas

Operation & Maintenance Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Conduct a survey to assess the condition and to determine an accurate count of multiple family dwelling units.	*Goal F-1:* Encourage the development of quality housing throughout the City that meets the diverse housing needs of the community.	*Chapter 6 Housing & Neighborhood Strategies Plan*	Direct staff to conduct a multiple family dwelling survey.
Solicit input on what the specific needs are of the individuals who own and/or live in housing units identified as *Type 3* or *Type 4* according to the *Housing Condition* survey (discussed in detail in Chapter 1 and Chapter 6).	*Objective F-2.2:* Investigate specific ways in which the City can actively participate in upgrading deteriorated areas through organized community programs and funding.	*Chapter 6 Housing & Neighborhood Strategies Plan*	City Council – Direct City staff to solicit input.
Demolish an increased number of housing units each year; a good target number would be 18-20 units.	*Objective F-2.2:* Investigate specific ways in which the City can actively participate in upgrading deteriorated areas through organized community programs and funding.	*Chapter 6 Housing & Neighborhood Strategies Plan*	City Council – Direct City staff and allocate funds accordingly.
Establish a City staff position that would be a recognized liaison between the City and neighborhood groups.	*Objective F-2.1:* Focus on neighborhood integrity programs.	*Chapter 6 Housing & Neighborhood Strategies Plan*	City Council – Direct City staff to establish this position.
Sponsor an increased number of events in Downtown Midland, making it a recognized destination within the City.	*Objective D-1.2:* Increase pedestrian circulation. *Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland.	*Chapter 7 Downtown Re-Vision Plan*	Research and involvement of City staff City Council – allocate funds accordingly.

TABLE 12-4
Priority Recommendations – Capital Improvement Projects
City of Midland, Texas

Capital Improvement Project	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Distinguish the recommended Presidential District (surrounding the Bush home) with special plaques, street markers, and/or informational and street signs.	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.	*Chapter 3 Future Land Use Plan*	City Council – Adopt a resolution for the District. City Council – Direct City staff and allocate funds accordingly.
Support the Garfield Road extension and the reconstruction of Wall Street - both will increase access to Downtown.	*Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.	*Chapter 4 Thoroughfare Plan*	City Council – Allocate funds to these projects as timing warrants.
Support the Wadley Avenue extension (east and west) in order to improve access to neighborhoods and other arterial roadways..	*Objective A-3.2:* Establish standards for roadway types based on their anticipated function and traffic volume.	*Chapter 4 Thoroughfare Plan*	City Council – Allocate funds as timing warrants.
Loop 250 should be extended from Business 20 to Interstate Highway 20 on the east side of the City; this would complete the northern portion of the Loop.	*Goal A-3:* Ensure that future growth areas will have adequate access for anticipated land uses.	*Chapter 4 Thoroughfare Plan*	City Council – Allocate funds as timing warrants.
Increase efforts to maintain the water treatment system due to increased plant load and equipment aging.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds in the near future.
Modify groundwater treatment processes to effectively respond to increased regulations for arsenic and perchlorate.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds in the near future.

TABLE 12-4, Continued
Priority Recommendations – Capital Improvement Projects
City of Midland, Texas

Capital Improvement Project	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Make capital improvements in the south side of the City to bring adequate service to residents and to promote business in the area.	*Objective G-1.2:* Use the *Future Land Use Plan* to guide decisions regarding the need for infrastructure improvements.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds in the near future.
Continue to make the replacement of deteriorating sewer lines and related upgrades to overloaded lines a priority.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds in the near future.
Use Table 5-1 (*Drainage Capital Improvements list*)as a guide for future capital improvements related to drainage.	*Objective G-1.3:* Plan for the completion of expanded infrastructure systems or of new infrastructure systems, as applicable, at least two years in advance of calculated capacity.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds accordingly as timing warrants.
Make significant investment in upgrading older drainage channels and structures and in installing additional storm sewers.	*Objective G-2.3:* Research alternate funding mechanisms, including developer participation, to meet the City's infrastructure capacity needs for accommodating growth.	*Chapter 5 Infrastructure Assessment*	City Council – Allocate funds in the near future.
The Downtown Entertainment District should be identified with gateways at strategic points.	*Objective D-1.6:* Continue to improve the streetscape within Downtown Midland with landscaping, pedestrian-oriented features, etc.	*Chapter 7 Downtown Re-Vision Plan*	City Council – Adopt the District. City Council – Direct City staff and allocate funds accordingly.
Establish informational signs in strategic locations in relation to Downtown parking areas to inform people of nearby destinations and related directions.	*Objective D-1.2:* Increase pedestrian circulation. *Objective D-1.3:* Identify specific ways in which to increase the number of people visiting, working and living within Downtown Midland can be increased.	*Chapter 7 Downtown Re-Vision Plan*	City Council – Direct City staff and allocate funds in the near future.

TABLE 12-4, Continued
Priority Recommendations – Capital Improvement Projects
City of Midland, Texas

Capital Improvement Project	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Investigate the feasibility of constructing a Downtown parking facility in a centrally located area.	*Goal D-2:* Explore the feasibility of utilizing various funding mechanisms, both public and private, in the revitalization efforts of Downtown Midland.	*Chapter 7 Downtown Re-Vision Plan*	Engage a consultant specializing in such studies.
Establish gateways as shown on Plate 8-1, as well as along La Entrada and Ports-to-Plains when they are constructed.	*Objective E-2.2:* Identify major gateways to Midland and develop methods of enhancing these areas.	*Chapter 8 Community Image Guidelines*	City Council – Allocate funds for gateways along existing roadways in the near future, and along future roadways accordingly as timing warrants.
Establish a multi-modal trail system to provide access to as many positive local features as possible.	*Objective H-2.2:* Prioritize projects according to need and then proceed with planning and implementation of those projects.	*Chapter 9 Park, Recreation, Open Space, & Trails Assessment*	Research by and involvement of City staff City Council – Allocate funds in the near future
Consider redesigning some of the space within City Hall in the immediate future to ensure that City staff can continue to productively serve citizens	*Goal I-2:* Ensure that public facilities are adequate to meet the operating needs of the City and to serve the population of Midland.	*Chapter 11 Public Facilities Plan*	Engage a consultant specializing in such studies to determine the need and feasibility.
Investigate the feasibility of constructing a public safety building that would provide for a new fire station and police substation in one location (refer to Plate 11-1, *Fire Station Locations*).	*Objective I-2.1:* Establish standards related to the various public facilities and services provided. *Objective I-2.2:* Utilize available population projections to forecast facility, locational, and personnel needs.	*Chapter 11 Public Facilities Plan*	Engage a consultant specializing in such studies to determine the need and feasibility.

TABLE 12-5
Priority Recommendations – On-Going Efforts
City of Midland, Texas

On-Going Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Use both the *Urban Density Neighborhood Unit* and the *Suburban Density Neighborhood Unit* to guide future development in applicable areas of Midland.	*Objective C-1.5:* Develop a prototype neighborhood design to guide growth in undeveloped areas.	*Chapter 3 Future Land Use Plan*	Continue as City policy.
Any drainage solution for land along Interstate Highway 20 should maximize the developable land directly adjacent to the frontage road.	*Objective C-2.2:* Consider existing neighborhoods and special environmental features within the development review process.	*Chapter 3 Future Land Use Plan*	City Council – Adopt a related policy and applicable regulations.
Support the existing location of the Midland Airpark for as long as it is a viable facility for general aviation.	*Objective C-2.1:* Identify areas of Midland that need specific developmental policies and incorporate such policies into applicable ordinances.	*Chapter 3 Future Land Use Plan*	City Council – Adopt a related policy and applicable regulations.
Require annexation prior to any extension or sale of water to new development.	*Objective C-4.3:* Prioritize City limit expansion according to identified areas.	*Chapter 3 Future Land Use Plan*	City Council – Adopt a related policy and applicable regulations.
Continue involvement with other area planning agencies and ensure cooperative efforts as state and federal governments make related decisions.	*Goal A-1:* Cooperate with local, county and state governmental entities in the expansion, maintenance, and enhancement of the roadway system, and ensure that Midland participates in any related plans and studies.	*Chapter 4 Thoroughfare Plan*	City Council – Direct City staff to be involved in such studies and processes, and to consistently inform Council.
Work with TxDOT and/or federal transportation authorities to ensure that limited points of ingress/egress are provided into the City in relation to the La Entrada and SH 349 intersection.	*Objective A-1.1:* Continue proactive planning and development related to the La Entrada corridor.	*Chapter 4 Thoroughfare Plan*	City Council – Adopt a policy and direct City staff to actively pursuer this with TxDOT.

TABLE 12-5, Continued
Priority Recommendations – On-Going Efforts
City of Midland, Texas

On-Going Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Interchanges at Garfield Street, Holiday Hill Road, and S.H. 349 should be the primary access points to Midland from La Entrada; CR 60, S.H. 158 will provide access for regional traffic.	*Objective A-1.1:* Continue proactive planning and development related to the La Entrada corridor.	*Chapter 4 Thoroughfare Plan*	City Council – Adopt a policy and ensure that TxDOT is aware of this policy.
Coordinate transportation planning efforts with regional related agencies, such as MOTRAN and Midland County, and with TxDOT in order to maximize the potential for shared financing of such efforts.	*Objective A-1.3:* Investigate how monetary contributions from local, county, state, and federal entities could be combined to positively affect regional transportation needs.	*Chapter 4 Thoroughfare Plan*	City Council – Adopt a policy and direct City staff to actively engage in such efforts.
Address housing conditions within the areas designated on Plate 6-1, *Housing Strategies*, using the recommended strategies.	*Objective F-2.1:* Focus on neighborhood integrity programs.	*Chapter 6 Housing & Neighborhood Strategies Plan*	City Council – Adopt a policy and direct City staff to pursue application of the strategies in the recommended areas.
Lobby TxDOT for the incorporation of landscaping elements as part of the construction of La Entrada and Ports-to-Plains.	*Objective E-2.1:* Develop or enhance design guidelines, including the use of overlay zoning districts if necessary, within identified areas. *Objective E-4.1:* Review, and amend if necessary, the City's development standards related to public safety, such as lighting, pedestrian access, and median design.	*Chapter 8 Community Image Guidelines*	City Council – Adopt a policy and direct City staff to pursue application of the strategies in the recommended areas.

TABLE 12-5, Continued
Priority Recommendations – On-Going Efforts
City of Midland, Texas

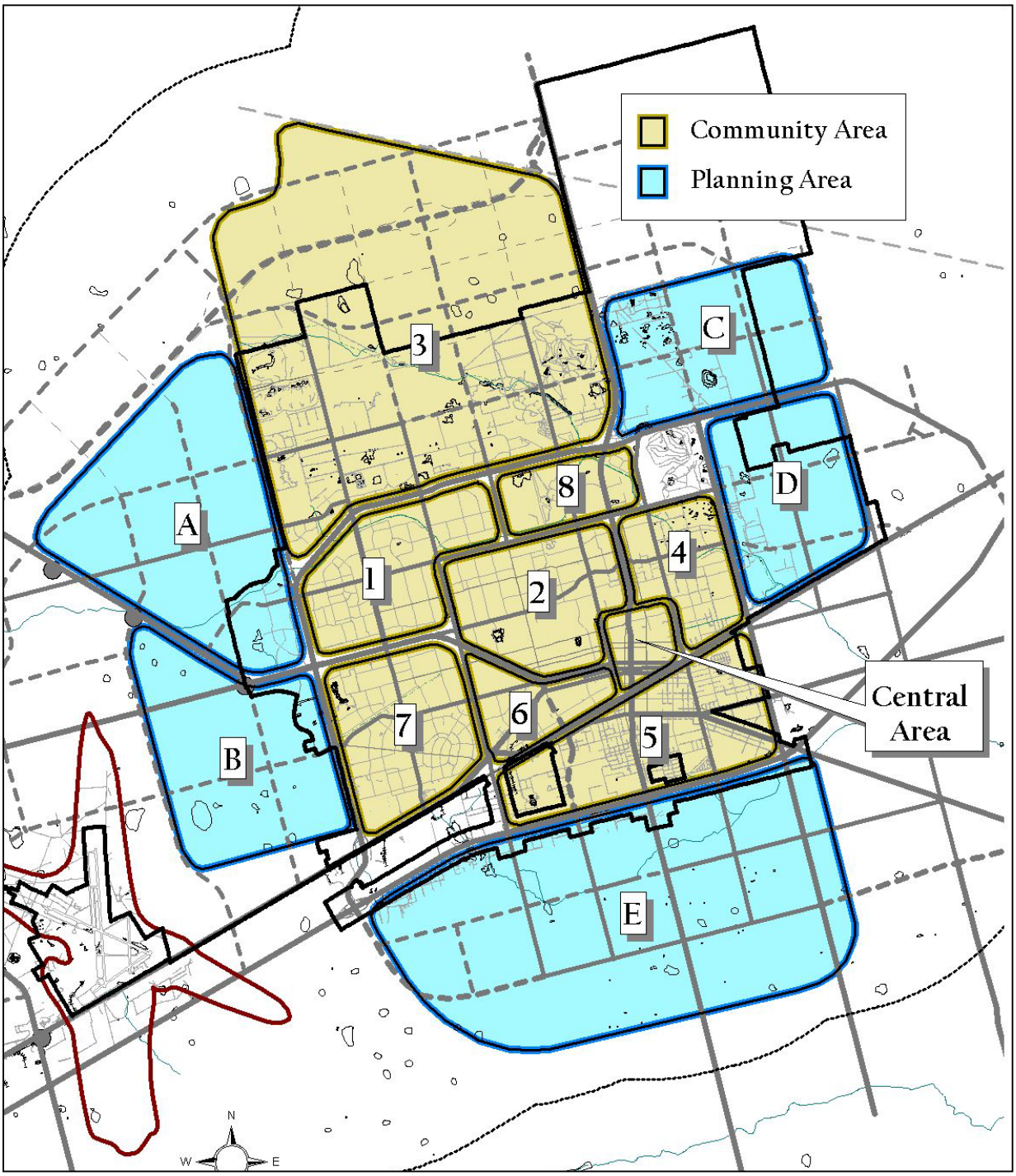
On-Going Effort	Related Goal/Objective	Related Plan Chapter(s)	Implementation Mechanism
Continue efforts to implement the recommendations of the Midland Assessment & Action Plan (MAAP) that pertain to increasing local tourism.	*Objective J-2.3:* Utilize the MAAP to guide economic development efforts and related marketing strategies, with a focus on attracting target businesses identified in the Plan.	*Chapter 10 Economic Development Assessment*	City Council – Continue to direct City staff to actively engage in such efforts.
Continue to work with local groups and with the City of Odessa on efforts to improve and diversify the local and regional economy.	*Objective J-2.2:* Work with the City of Odessa to market the region.	*Chapter 10 Economic Development Assessment*	City Council – Continue to direct City staff to actively engage in such efforts.
Continue to support and protect important historic structures such as the Brown-Dorsey home and the Scarborough/Linebery house.	*Goal I-2:* Ensure that public facilities are adequate to meet the operating needs of the City and to serve the population of Midland.	*Chapter 11 Public Facilities Plan*	City Council – Continue to direct City staff in these efforts and adopt related regulations, if deemed necessary.
Work with the Convention & Visitors Bureau (CVB) and the Chamber to help secure funding for the proposed the Old Rankin Highway Visitors Center.	*Objective I-1.1:* Construct and operate public facilities in conjunction with other public entities to share costs and increase public access to such facilities. *Objective I-1.2:* Foster positive relationships among said organizations to share information, discuss concerns, and promote mutual priorities.	*Chapter 11 Public Facilities Plan*	City Council – Direct City staff to pursue these efforts.

MIDLAND MASTER PLAN 2025

Appendix

COMMUNITY & PLANNING AREAS (*from the Centennial Comprehensive Plan*)	*A-1*
PLATE 1-3 – EXISTING LAND USE MAP	*A-2*
PLATE 1-6 – ZONING MAP (2004)	*A-3*
PLATE 3-1 – FUTURE LAND USE MAP	*A-4*
PLATE 4-1 – MIDLAND THOROUGHFARE MAP	*A-5*
PLATE 6-1 – HOUSING STRATEGIES	*A-6*

Community & Planning Areas



Taken from the Centennial Comprehensive Plan

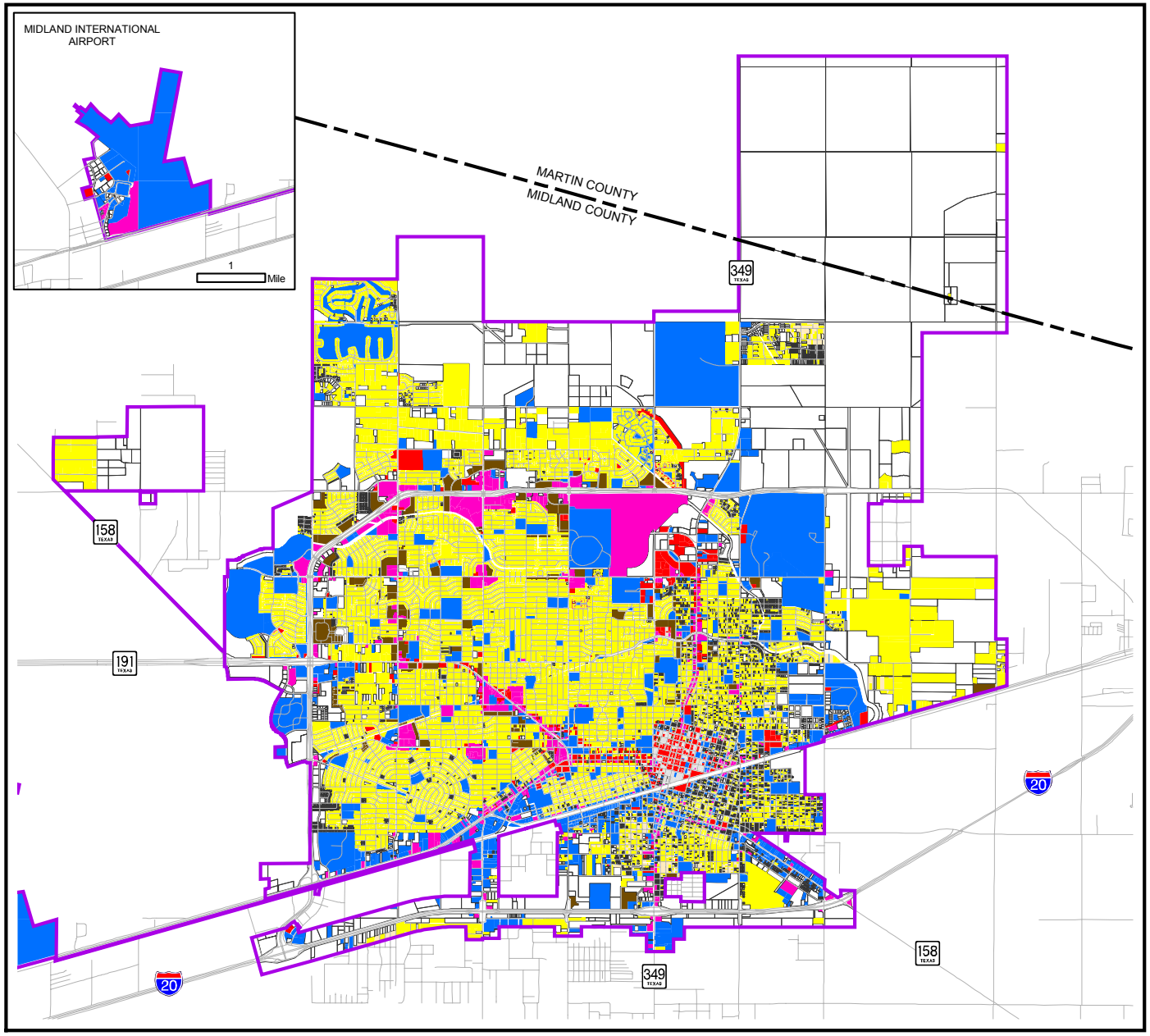


PLATE 1-3 EXISTING LAND USE

N

Legend

- Road
- City Limit
- County Boundary

Land Use

- Single Family Unit
- Two Family Units
- Three or More Family Units
- Parks/Schools/Public Lands
- Office
- Retail
- Parking-CBD
- Vacant

1 Mile

Dept. of Development Services

MIDLAND
CITY OF MIDLAND

DECEMBER 2004

© THE CITY OF MIDLAND - 2004
THE CITY OF MIDLAND SHALL NOT BE RESPONSIBLE FOR ANY DECISIONS BASED UPON THE USE OF THIS DATA

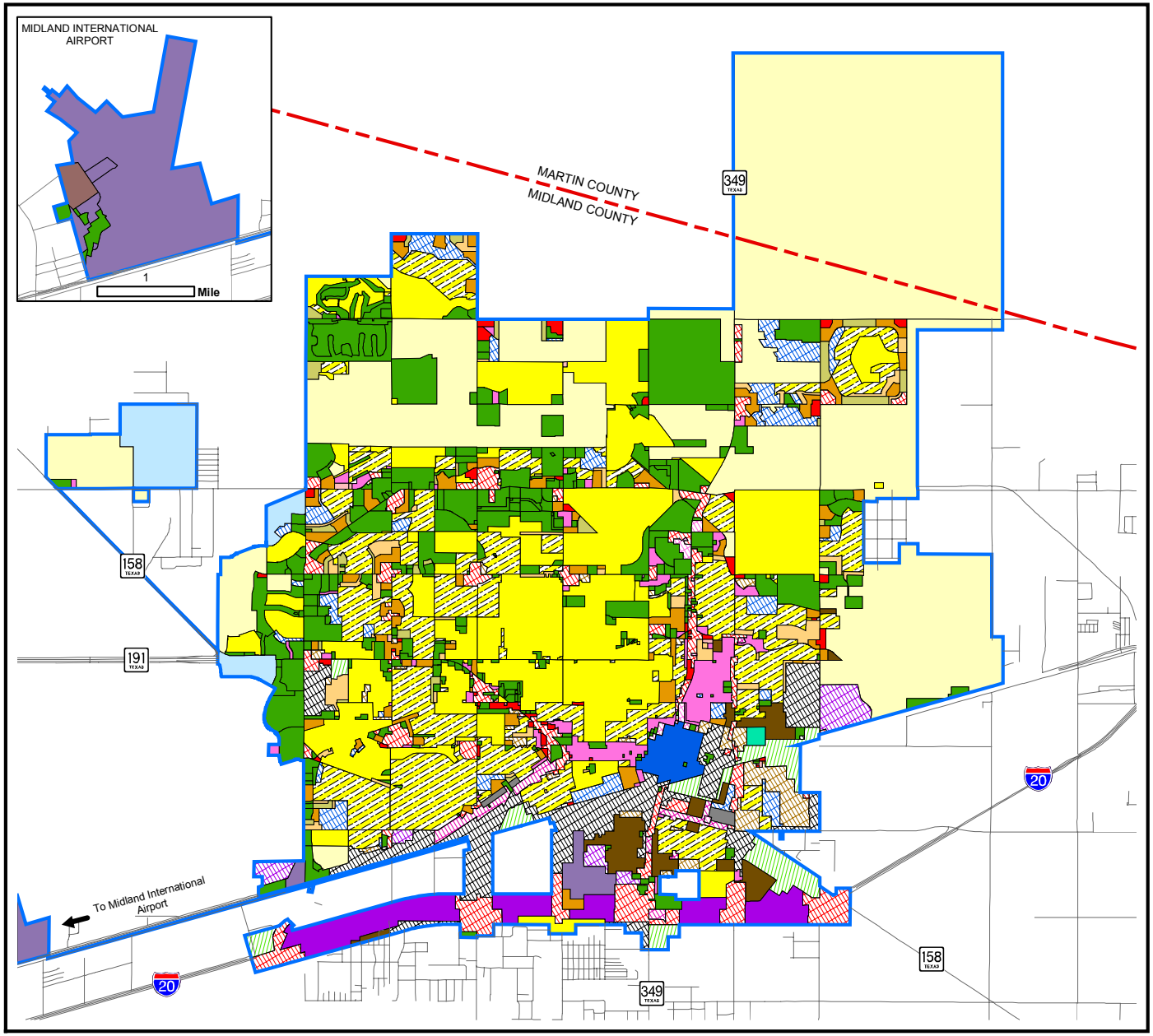


PLATE 1-6
ZONING MAP

N

Legend

County Roads
County Boundary
City Limit

Zoning

Zoning Code

- Agriculture Estate (AE)
- One-Family Dwelling (1F1)
- One-Family Dwelling (1F2)
- One-Family Dwelling (1F3)
- Two-Family Dwelling (2F)
- Townhouse Dwelling (TH)
- Multiple-Family Dwelling (MF1)
- Multiple-Family Dwelling (MF2)
- Mobile Home Dwelling (MH)
- Office (O1)
- Office (O2)
- Neighborhood Service (NS)
- Local Retail (LR1)
- Local Retail (LR2)
- Local Retail (LR3)
- Central Business District (C1)
- Commercial (C2)
- Commerical (C3)
- Business Park (BP)
- Future Development (FD)
- Industrial Park (IP1)
- Industrial Park (IP2)
- Industrial Park (IP3)
- Light Industrial (LI)
- Heavy Industrial (HI)
- Planned Development (PD)

1 Mile

Dept. of Development Services

MIDLAND
CITY OF MIDLAND

DECEMBER 2004

© THE CITY OF MIDLAND - 2004
THE CITY OF MIDLAND SHALL NOT BE RESPONSIBLE FOR ANY DECISIONS BASED UPON THE USE OF THIS DATA

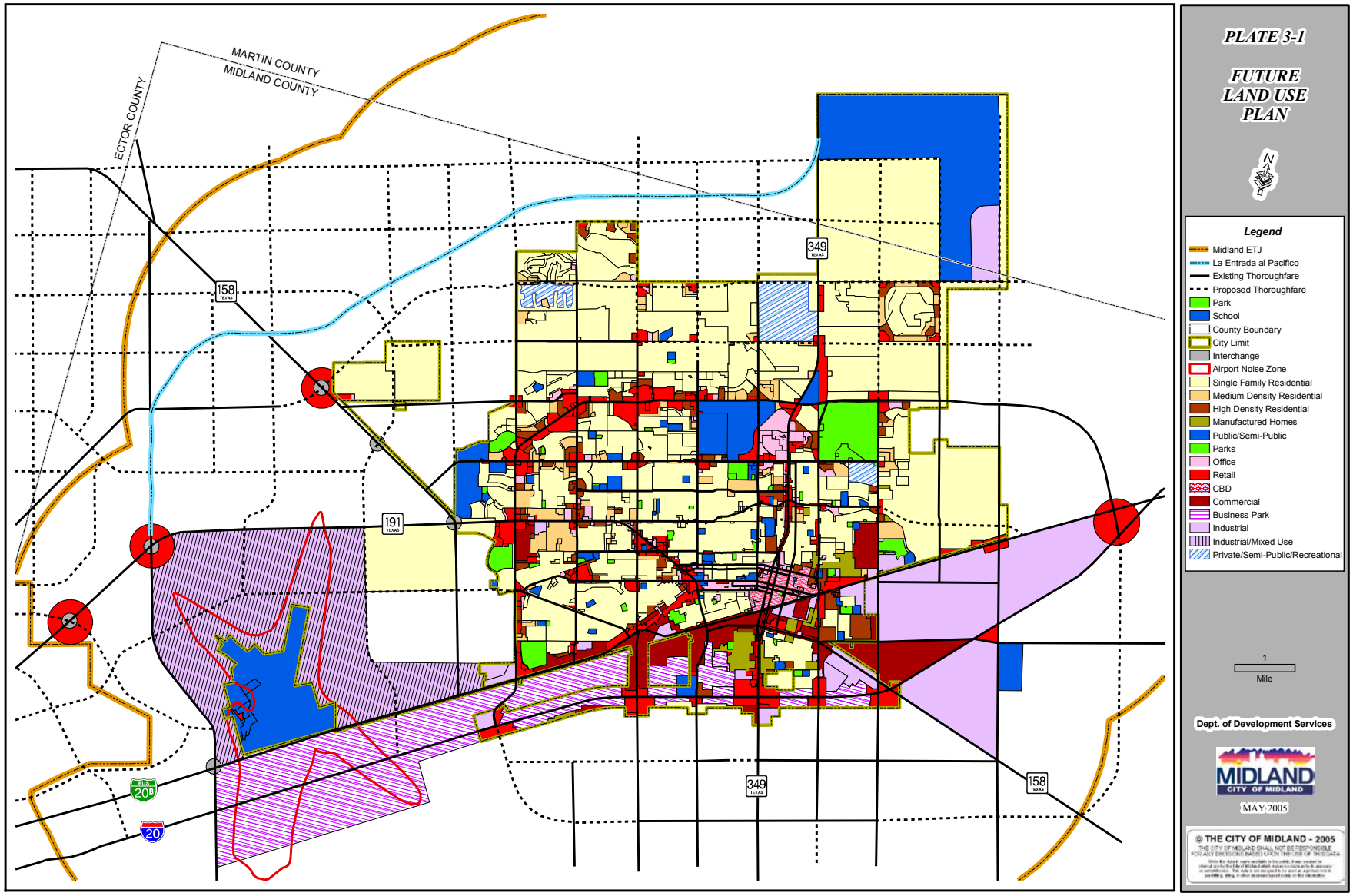


PLATE 3-1
FUTURE LAND USE PLAN
MARTIN COUNTY
MIDLAND COUNTY
ECTOR COUNTY
158
191
349
20B
20
Legend
Midland ETJ
La Entrada al Pacifico
Existing Thoroughfare
Proposed Thoroughfare
Park
School
County Boundary
City Limit
Interchange
Airport Noise Zone
Single Family Residential
Medium Density Residential
High Density Residential
Manufactured Homes
Public/Semi-Public
Parks
Office
Retail
CBD
Commercial
Business Park
Industrial
Industrial/Mixed Use
Private/Semi-Public/Recreational
1
Mile
Dept. of Development Services
MIDLAND
CITY OF MIDLAND
MAY 2005
© THE CITY OF MIDLAND - 2005

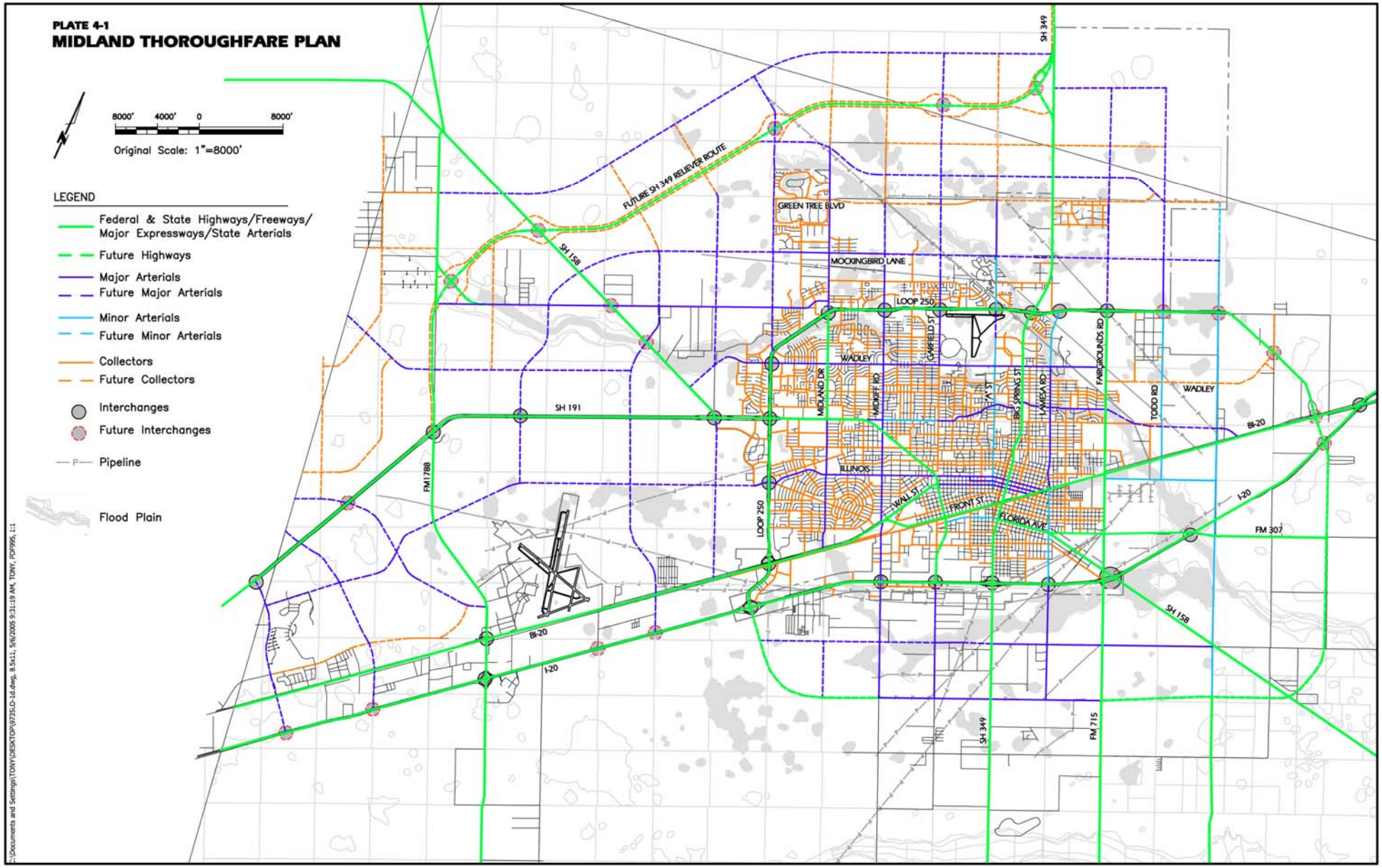


PLATE 4-1
MIDLAND THOROUGHFARE PLAN
8000' 4000' 0 8000'
Original Scale: 1"=8000'
LEGEND
Federal & State Highways/Freeways/ Major Expressways/State Arterials
Future Highways
Major Arterials
Future Major Arterials
Minor Arterials
Future Minor Arterials
Collectors
Future Collectors
Interchanges
Future Interchanges
Pipeline
Flood Plain
FUTURE SH 349 RELIEVER ROUTE
GREEN TREE BLVD
MOCKINGBIRD LANE
LOOP 250
WADLEY
ILLINOIS
WALL ST
FRONT ST
FLORIDA AVE
MIDLAND DR
MIDKIFF RD
GARFIELD ST
"A" ST
BIG SPRING ST
LAMESA RD
FAIRGROUNDS RD
TODD RD
SH 158
SH 191
SH 349
FM 1788
FM 307
FM 715
BI-20
I-20

City of Midland, Texas

Plate 6-1
Housing Strategies

MIDLAND
CITY OF MIDLAND

Legend

NP - Neighborhood Preservation

HM - Housing Maintenance

HR - Housing Rehabilitation

CR - Clearance and/or Redevelopment

Type 1-Sound
Type 2-Minor Repair Needed
Type 3-Major Repair Needed
Type 4-Dilapidated

Midland City Limits
Railroads
Pipeline
Greenways
Draws

Area	Housing Condition Percentages			
	Type 1	Type 2	Type 3	Type 4
1	99%	1%	0%	0%
2	99%	1%	0%	0%
3	66%	33%	1%	0%
4	79%	21%	0%	0%
5	83%	16%	1%	0%
6	28%	68%	4%	0%
7	12%	39%	45%	4%
8	15%	62%	22%	1%
9	40%	45%	13%	1%
10	100%	0%	0%	0%
11	23%	71%	5%	1%
12	34%	49%	15%	2%
13	10%	10%	59%	21%
14	2%	21%	75%	2%
15	19%	46%	27%	8%
16	16%	69%	15%	0%

N W E S

1500 0 1500 3000 4500 Feet

Dunkin Sefko & Associates, Inc
Urban Planning Consultants - Dallas Texas