

COMPREHENSIVE PLAN, 1989-2010
FOR
THE CITY OF PLAINVIEW, TEXAS
VOLUME 1

OCTOBER 1989

PREPARED BY



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS

DALLAS
214-369-9171

AUSTIN
512-454-8716

IN CONJUNCTION WITH
GOVERNMENTAL SERVICE AGENCY, INC.

CITY COUNCIL

E. V. "GENE" RIDLEHUBER, MAYOR
ALTON JACKSON, COUNCILMEMBER
JOHN E. KIRCHHOFF, COUNCILMEMBER
DON DICKSON, COUNCILMEMBER
BOBBY JAMES, COUNCILMEMBER
BARBARA DORMAN, COUNCILMEMBER
DWAIN DODSON, COUNCILMEMBER
ROSS OWEN, COUNCILMEMBER

PLANNING AND ZONING COMMISSION

RON GAMMAGE, CHAIRMAN
LINDA THOMPSON
PAM MOORE
YVONNE HERNANDEZ
DR. JIMMY JAMES
NORVENE OWEN
ROYCE CARTEL
ROBERT E. CARTER, ALTERNATE
DAVID DeBUSK, ALTERNATE
BILL RAMSEY, ALTERNATE

CITY MANAGER

JAMES P. JEFFERS

CITY ENGINEER

WILLIAM R. HOGGE

DIRECTOR OF PLANNING

MIKE McDONOUGH

CITY SECRETARY

CARLA REESE

TABLE OF CONTENTS

CITY OFFICIALS	ii
TABLE OF CONTENTS	iii
INDEX OF TABLES	v
INDEX OF FIGURES	vi
INDEX OF PLATES	vii
SECTION 1 - INTRODUCTION HISTORICAL DEVELOPMENT AND PHYSICAL SETTING	1
INTRODUCTION	1
HISTORICAL	2
PHYSICAL SETTING	4
SECTION 2 - POPULATION	7
DEMOGRAPHIC ANALYSIS	7
POPULATION PROJECTIONS	18
SECTION 3 - LAND USE	23
INTRODUCTION	23
EXISTING LAND USE PATTERNS	23
LAND USE PLAN	42
FUTURE LAND USE PATTERNS	46
LAND USE RECOMMENDATIONS	53
SECTION 4 - THOROUGHFARES	56
INTRODUCTION	56
THE THOROUGHFARE PLAN	57
THOROUGHFARE CLASSIFICATIONS	58
THOROUGHFARE PLANNING	59
THE NEIGHBORHOOD UNIT THEORY	61
COOPERATIVE PROGRAM	62
TRAFFIC VOLUMES	63
TRAFFIC FORECASTING	64
PARKING	65
THOROUGHFARE STANDARDS	66
EXISTING HIGHWAY FACILITIES	69
EXISTING STREET CONDITIONS	69
EXISTING THOROUGHFARE SYSTEM	70
EXISTING THOROUGHFARE IMPROVEMENTS	72
SOURCES OF FUNDING	74

SECTION 5 - CENTRAL BUSINESS DISTRICT	76
INTRODUCTION	76
PHYSICAL PATTERN	78
DOWNTOWN LAND USES	79
DOWNTOWN CIRCULATION	83
EXISTING STREET CONDITIONS	85
DOWNTOWN PARKING	86
DRIVEWAY AND CURB CUTS	88
LOADING AND UNLOADING	88
CONDITIONS OF EXISTING BUILDINGS	90
CENTRAL BUSINESS DISTRICT PLAN	91
 SECTION 6 - GROWTH PLAN	 101
INTRODUCTION	101
EXISTING ADJACENT LAND USES	101
GROWTH PLAN	103

INDEX OF TABLES

<u>DESCRIPTION</u>	<u>TABLE NUMBER</u>
PLAINVIEW AREA POPULATION TRENDS, 1900-1930	2-1
POPULATION TRENDS, PLAINVIEW AREA CITIES, 1930-1980	2-2
CITY OF PLAINVIEW POPULATION PROJECTIONS	2-3
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR A	3-1
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR B	3-2
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR C	3-3
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR D	3-4
SUMMARY, 1960 PLANNING AREA	3-5
SUMMARY, 1989 PLANNING AREA	3-6
COMPARISON, 1960 AND 1989 PLANNING AREAS	3-7
PROPOSED THOROUGHFARE IMPROVEMENTS	4-1
STREET IMPROVEMENTS/5-YEAR PROGRAM COST ESTIMATE (PHASE I)	4-2A
STREET IMPROVEMENTS/5-YEAR PROGRAM COST ESTIMATE (PHASE II)	4-2B
STREET IMPROVEMENTS/5 YEAR PROGRAM COST ESTIMATE (PHASE III)	4-2C

INDEX OF FIGURES

<u>DESCRIPTION</u>	<u>FIGURE NUMBER</u>
PLAINVIEW AREA POPULATION GROWTH, 1900-1930	2-1
PLAINVIEW AREA POPULATION GROWTH COMPARISONS, 1930-1980	2-2
PLAINVIEW AREA POPULATION CHANGES, 1930-1980, INCLUDING AND EXCLUDING LUBBOCK	2-3
GROWTH TRENDS, PLAINVIEW AREA COUNTIES, 1960-1980	2-4
POPULATION CHANGE TRENDS, PLAINVIEW AREA (EXCLUDING LUBBOCK), 1960-1980	2-5
POPULATION GROWTH TRENDS, 1930-1980 ABILENE, AMARILLO, AND LUBBOCK	2-6
POPULATION TRENDS, PLAINVIEW AREA CITIES, 1930-1980	2-7
POPULATION TRENDS, PLAINVIEW AND REMAINDER OF HALE COUNTY, 1930-1980	2-8
PLAINVIEW ISD ENROLLMENT, 1970-1990	2-9
CITY OF PLAINVIEW, POPULATION PROJECTIONS THROUGH 2010	2-10
STREET CLASSIFICATION	4-1
PARKING STANDARDS	4-1
RECOMMENDED THOROUGHFARES	4-3
THOROUGHFARES STANDARDS	4-4 to 4-10

INDEX OF PLATES

<u>DESCRIPTION</u>	<u>PLATE NUMBER</u>
VICINITY MAP, PLAINVIEW AND HALE COUNTY	1-1
BOUNDARIES OF SECTOR A	2-1
BOUNDARIES OF SECTOR B	2-2
BOUNDARIES OF SECTOR C	2-3
BOUNDARIES OF SECTOR D	2-4
EXISTING STREET CONDITIONS	4-1
THOROUGHFARE PLAN	4-2
PROPOSED STREET IMPROVEMENTS	4-3
CENTRAL BUSINESS DISTRICT	5-1
EXISTING CBD LAND USE	5-2
EXISTING CBD TRAFFIC CONTROLS	5-3
EXISTING CBD THOROUGHFARE TYPES	5-4
CBD CURB AND GUTTER CONDITIONS	5-5
EXISTING CBD DRAINAGE STRUCTURES	5-6
CBD SIDEWALK CONDITIONS	5-7
CBD EXISTING PARKING	5-8
CBD BUILDING ASSESSMENT	5-9
CENTRAL BUSINESS DISTRICT PLAN	5-10

SECTION 1

INTRODUCTION, HISTORICAL DEVELOPMENT, AND PHYSICAL SETTING

SECTION 1

INTRODUCTION, HISTORICAL DEVELOPMENT AND PHYSICAL SETTING

INTRODUCTION

All communities are complex social, economic and political structures. Therefore, regardless of size, the physical development of a community is a response to, and product of, a variety of forces and pressures. A community cannot be expected to develop in an orderly fashion and in conformity with the interests and needs of its citizens and property owners in the absence of overall general direction and guidance. If such direction and guidance is present, it usually comes from local government at one level or another.

The direction and guidance usually take the form of physical planning and land use regulations for an area or community. In Texas, municipal governments take the lead role (usually the only role) in the planning process, inasmuch as other levels of government (counties, regional entities, even the state) have very limited legal authority to engage in land use planning and regulation. Through zoning, subdivision regulation, capital improvement programs and other means, local public policy makers in Texas cities are able to give at least general direction to the physical development of their communities.

Why plan? Why not simply allow the pressure of economics to take its course? In thinking about desirable, attractive cities or neighborhoods you have seen - the places that made you think you would like to live there - what did you find attractive about them? Was the physical development of the area left to chance, or was it the result of good planning? In the vast majority of instances, the well planned community is a more comfortable and attractive place in which to live, work and play. On the other hand, even the most naturally attractive and pleasant urban environments can be damaged, even destroyed, by poor planning or absence of planning.

This Comprehensive Plan of the City of Plainview is an instrument to guide the physical development of the community in an orderly and constructive manner. The plan includes an analysis of Plainview's historical pattern of population growth and projections of future growth. The City's public infrastructure, including water, sanitary sewer, drainage and street facilities, has been analyzed and evaluated, with particular attention given to adequacy for future development needs and how these facilities will affect future growth patterns. Specialized studies have been conducted of the central business district, public buildings and special community development needs of the city.

This plan attempts to identify those characteristics and features of the community which influence growth patterns and identifies policies and procedures which, if implemented, would have the greatest likelihood of securing the goals and needs of the community. The plan is intended to provide local elected officials with a foundation upon which sound decisions can be made regarding the future physical development of the City of Plainview.

This report constitutes a beginning of the planning process, not an end to it. The likelihood of significant change in Plainview and adjacent areas over the next few years is substantial. The implications of this change cannot be fully anticipated at this point. Periodic evaluations of the change and its impact on the community must be undertaken if the local government intends to fully honor its commitment to protect the community and advance the interests of its citizens.

HISTORICAL BACKGROUND

Hale County was created in 1876 and organized as a legal entity in 1888. The county was named for J. C. Hale, who was killed in the final battle of the Texas War of Independence from Mexico, the Battle of San Jacinto.

The first permanent settler in the county was a New York minister, Reverend Horation Graves. It was not until the railroad was extended to the area in the 1880s that any significant population growth occurred, however.

The railroads have been a key to the area's history. Until the 1920s the railroads were virtually the only means of travel and transport of goods. The rail lines were the primary linkage between Plainview and the markets for Hale County's agricultural and industrial production until after World War II. Two major rail lines continue to serve the city and even now carry much of the agricultural production of the area.

The Hale County area has deep, rich soils. With an average of only 22 inches of rainfall annually, however, it took the introduction of irrigation in 1910 to put agricultural activity of the region in really high gear. Over 4,000 irrigation wells dot the county. Hale County consistently ranks in the top ten counties in the state in total agricultural production. Much of the industry in the area is related to agribusiness.

Another key element in the development and economic well-being of the area is the petroleum industry. The discovery of oil in 1956 triggered an economic boom which was sustained through much of the next decade. Petroleum

production has decreased as a result of depletion of the production fields and lower prices for oil and natural gas. Petroleum is still the single biggest income generator in the local economy, however.

The Plainview town site was staked in 1887 along the new rail line. The other major attraction of the site was the permanent water supply from the springs in the area, including those feeding Running Water Draw which was located at the new town's southern edge. The City of Plainview is the county seat of Hale County and has been the dominant community of the area since its origins.

The town was blessed with strong and aggressive leadership in its early years and enjoyed sustained growth. Over 2,800 citizens resided in the town in 1910, representing 37 percent of the population of the entire county. The town enjoyed continued growth over the next several decades. By 1930 almost 9,000 persons resided in Plainview, constituting 49 percent of the population of the county.

By 1930 Plainview had established itself as an economic and social center for a multi-county region north of Lubbock. In the sparsely populated South Plains area, a city of 9,000 in 1930 and 14,000 in 1950 was a major urban center. Plainview's position as a rail center and its commercial attractions largely explained its relative prominence. By the time four-lane highways and fast cars brought Lubbock close enough to be a viable option as a commercial center for persons in the Plainview market area, Plainview itself was large enough to satisfy most customary economic and social needs. There is little question, however, that in the past two decades, Plainview's proximity to Lubbock has been a mixed blessing, with Lubbock's retail and service attractions luring Plainview area residents and their dollars to the larger city.

The city's economic and political leadership has strongly emphasized industrial development as a key to the growth of the community, especially over the past three decades as it became evident that changes in agriculture of the region threatened to wipe out population base unless diversification occurred. Fertilizer manufacturing, seed research, packaging and sales operations, grain storage and sales and beef packing became keys to the new economic scene. By far the largest of the industrial operations was and remains EXCEL beef packing, opening in 1971 and employing over 1,000 persons.

Three other important institutions have played key roles in sustaining Plainview as a attractive and vital South Plains city. Established in 1906 in the very earliest years of the city's history, Wayland Baptist University has exercised an influence in the city far outstripping any expectation, given its size. With a Plainview campus student body of approximately 1,500 students, the private liberal arts school has been a significant force in the community as a source of community leadership and intellectual stimulation. The Central Plains Regional Hospital, originally established in 1912, has become the

primary health care facility between Lubbock and Amarillo and is a critical resource in the community and area. Besides being a major employer, the hospital is the key to assuring high quality medical care in the area. Finally, the Plainview/Hale County Airport is a major resource, providing direct air connections for those individual and businesses requiring such service either regularly or occasionally, as well as being a base for several local operators serving primarily the agricultural interests of the region. As the city grows, the airport will become increasingly important to the business community as well as individuals and groups.

PHYSICAL SETTING

Hale County has an area of 979 square miles, typical for the West Texas area. The area is almost flat, with a gentle slope from northwest to southeast. Temperatures range from a mid-winter average of 41 degrees (January) to a mid-summer average of 78 degrees (July). The growing season is just over 200 days per year with a mean annual temperature of 60 degrees, although significant temperature differences occur regularly and within short time frames. The area receives an annual rainfall of about 22 inches, although rainfall rates vary widely seasonally and from one year to another.

In its native state, the area is a tree-less, grassy plain. The plain is so flat that even with the low rainfall rates, most surface water does not drain into well defined creeks and rivers but instead collects in the abundant natural shallow basins called playa lakes.

The soils of the area are highly fertile loams and with adequate moisture have extraordinarily high agricultural productivity potential. The moisture is readily available by irrigation through one of the largest and most easily accessible underground water supplies in the world, the Ogallala Aquifer.

The site of the City of Plainview is typical of the area, except that the city is bisected by a rarity in the area, a major natural drainageway. As the name suggests, Running Water Draw until the mid-1950s was a year-round source of fresh water. The Draw was fed by springs located a few miles northwest of the city and the tremendous drawdown on the Ogallala Aquifer from irrigation in the area dried up the springs. The Draw continues to be a major drainageway in the area, however, and flooding associated with the Draw is a major consideration in developing a growth plan for the city.

The other major topographical consideration in analyzing Plainview's past and future growth is the combination of the very flat terrain and the presence of several playa lakes which serve as collection basins in the absence of enough slope to provide sufficient runoff of surface water. This combination

has created a very substantial area in and near the city, apart from the Running Water Draw floodprone area, which is subject to localized flooding, even in an area with relatively little annual rainfall. As further urban development in the area occurs, the flooding problems associated with the poor drainage and the playa lakes will increase.

Plate 1-1 is a vicinity map for the Plainview area.

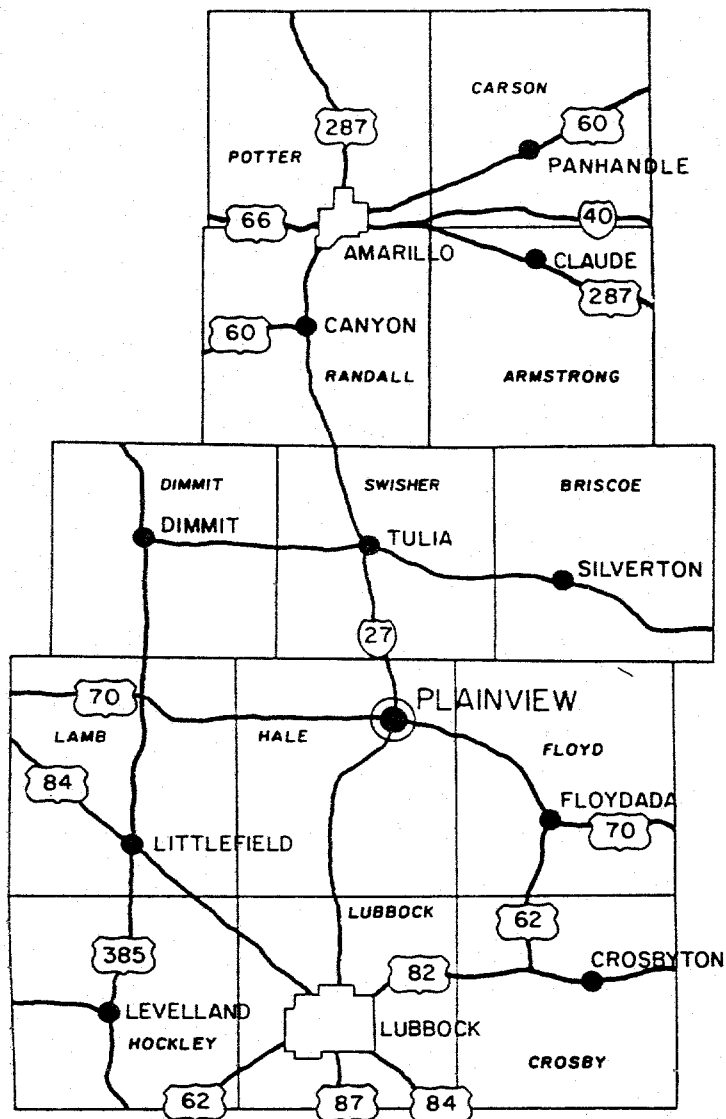


PLATE 1-1

**VICINITY MAP
PLAINVIEW AND HALE COUNTY**

SECTION 2
POPULATION

SECTION 2 POPULATION

DEMOGRAPHIC ANALYSIS

Introduction

Demographic factors are usually the primary variables shaping a community's physical characteristics. The rate of growth or decline in a community's population as well as the social and economic characteristics of that population, including factors such as age, density, income levels and distribution, ethnicity, and education levels, among others, largely determine the spatial needs for housing, commercial uses, and even industrial activities. Therefore, analysis of the demographic characteristics of a community is the primary consideration in the development of a comprehensive planning program. In Plainview's case, use of existing lands for new housing developments, commercial activities and industries will be needed for a community experiencing modest population growth. However, the location and density as well as educational, income, occupational and other characteristics of that population is also critical to effective planning of the community's future.

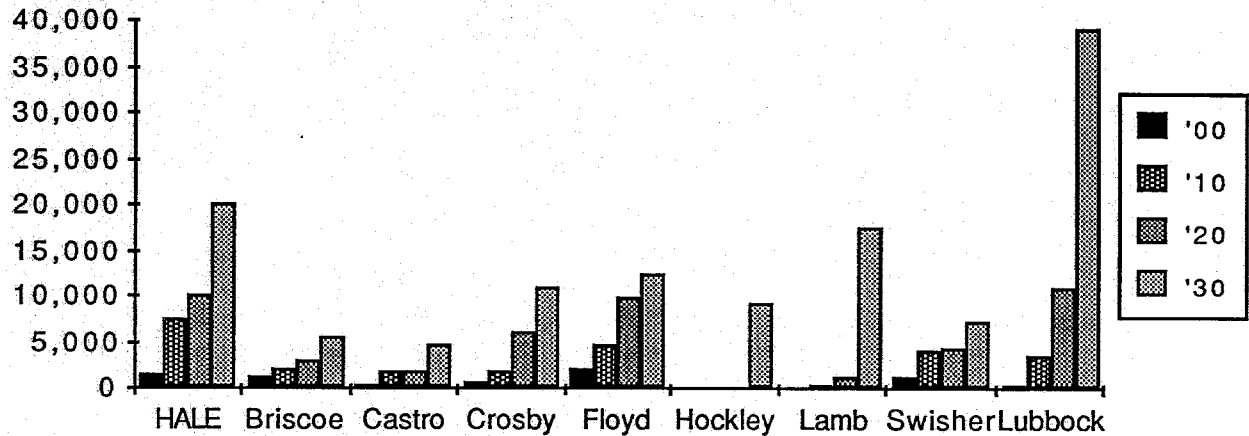
Area Population Trends

The Hale County area, including Plainview, experienced very significant growth in the early part of this century. Between 1900 and 1910 the county grew from 1,680 to over 7,500 persons. By 1930 the total population exceeded 18,000. Other counties in the immediate vicinity also experienced population increases in this same period, although the rate of growth varied substantially. This growth is closely associated with the development of irrigated agriculture in the area. The following table and chart illustrates this early twentieth century growth pattern in the Plainview/Hale County area.

TABLE 2-1
PLAINVIEW AREA POPULATION TRENDS, 1900-1930

Counties	1900	1910	Change %	1920	Change %	1930	Change %
HALE	1,680	7,566	350.4%	10,104	33.5%	20,189	99.8%
Briscoe	1,253	2,162	72.5%	2,948	36.4%	5,590	89.6%
Castro	400	1,850	362.5%	1,948	5.3%	4,720	142.3%
Crosby	788	1,765	124.0%	6,084	244.7%	11,023	81.2%
Floyd	2,020	4,638	129.6%	9,758	110.4%	12,409	27.2%
Hockley	44	137	211.4%	137	0.0%	9,298	6686.9%
Lamb	31	540	1641.9%	1,175	117.6%	17,452	1385.3%
Lubbock	293	3,624	1136.9%	11,096	206.2%	39,104	252.4%
Swisher	1,227	4,012	227.0%	4,388	9.4%	7,343	67.3%
State of Texas	3,048,710	3,896,542	27.8%	4,663,228	19.7%	5,842,175	25.3%

FIGURE 2-1
PLAINVIEW AREA POPULATION GROWTH, 1900-1930

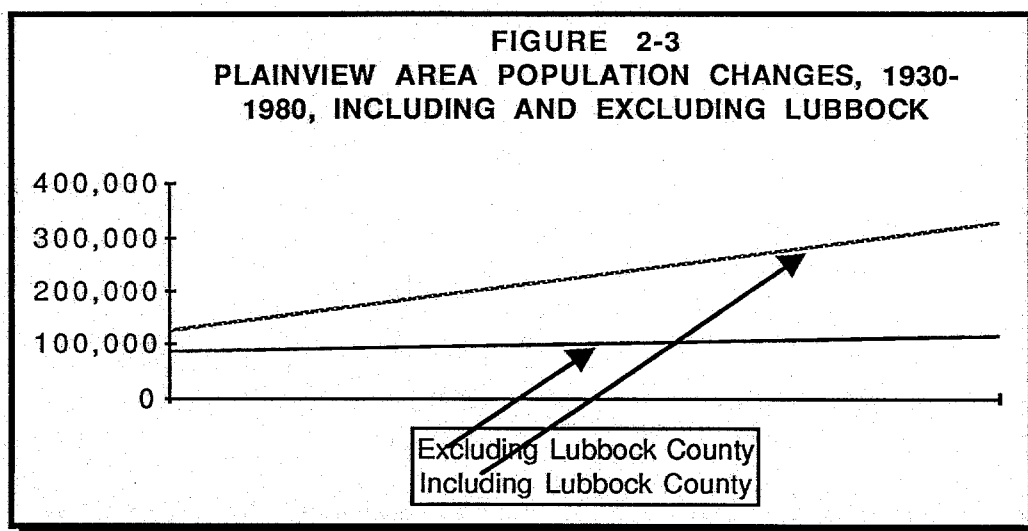
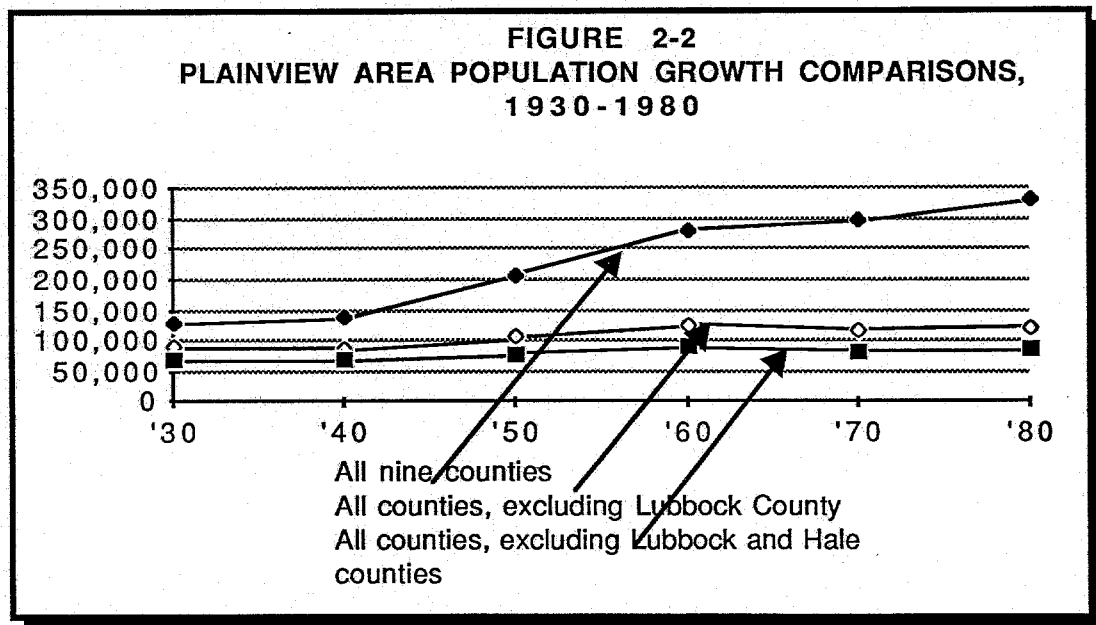


Since 1930, however, the pattern of growth in West Texas, including the Plainview and Hale County area, has been a very different story. Population growth for the State of Texas as a whole since 1930 has averaged about 20 percent per ten year period, a consistent and significant growth associated with the transition of the state from an agricultural, rural state to an industrialized, highly urbanized state. In West Texas, however, much of the area has experienced actual out-migration and population decline. Since 1930, however, most areas of West Texas, including the South Plains area around Plainview, have experienced little, if any, overall population growth. In fact, most of the rural and small town areas have experienced net losses of population during this period.

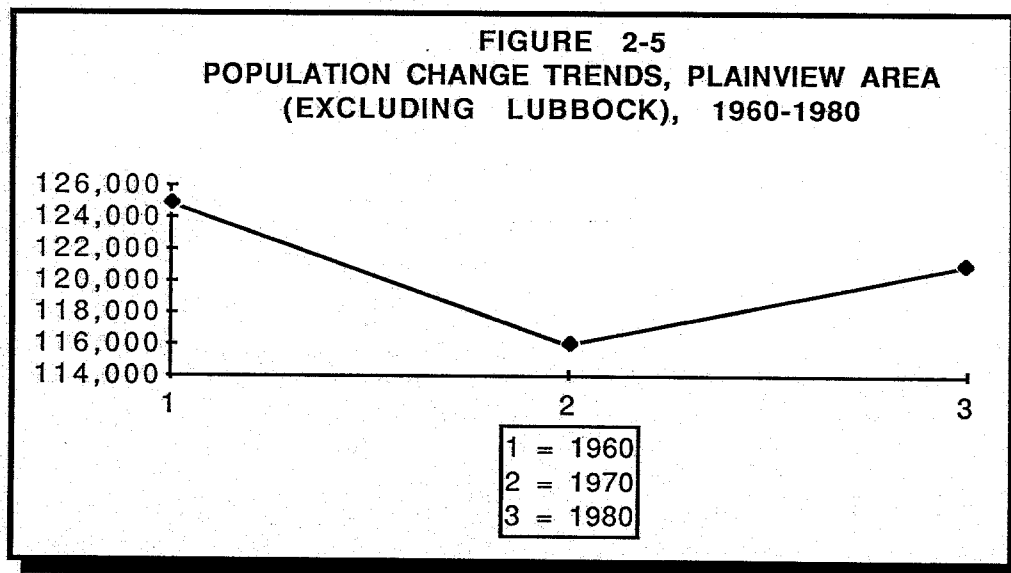
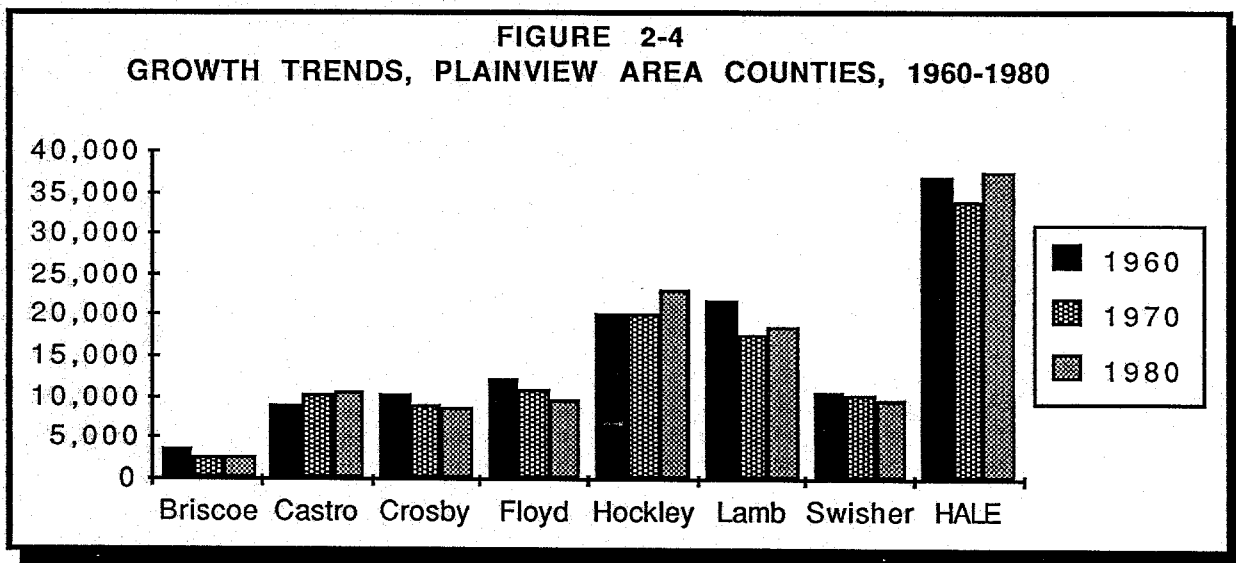
Hale County is surrounded by Castro, Swisher, Briscoe, Floyd, Crosby, Lubbock, Hockley and Lamb counties. Collectively, these nine counties have experienced an average growth of 25 percent per decade since 1930 compared to 19.6 percent average growth rate per decade for the state as a whole. However, this number is deceptive. If Lubbock County is excluded from the calculation, the average growth per decade is 8 percent. If both Lubbock and Hale counties are excluded, the growth rate per decade drops to 5 percent.

	1930	1940	% Chng.	1950	% Chng.	1960	% Chng.	1970	% Chng.	1980	% Chng.
Pop. Total Area	127,128	136,810	7.6%	206,992	51.3%	281,128	35.8%	295,288	5.0%	332,673	12.7%
Excluding Lubbock	88,024	85,028	-3.4%	105,944	24.6%	124,857	17.9%	115,993	-7.1%	121,022	4.3%
Excluding Lubbock & Plainview	67,835	66,215	-2.4%	77,733	17.4%	88,059	13.3%	81,856	-7.0%	83,430	1.9%

Figures 2-2 and 2-3 illustrate the post-1930 growth trends in the nine county area. Note that when Lubbock County is pulled from the total, the growth line shows only a slight incline. When both Lubbock and Hale counties are removed, the growth line is virtually flat.



Of the seven rural counties in the Plainview area, only two, Hockley and Castro counties, have had significant population increases in the 1930-1980 period. Three have experienced significant population declines and two other have basically held steady, with very slight increases. In the case of Hockley and Castro counties, their growth is a product almost entirely of the growth of the cities of Levelland and Dimmit, respectively. The trend has become even stronger in the post-1960 period. All of the counties in the Plainview-Hale County area, excluding Lubbock, have either lost population or experienced very little growth since 1960. Figures 2-4 and 2-5 illustrate the post-1960 trend.



The mechanization of agriculture and the consolidation of farm and ranches into larger and larger units has resulted in a declining rural work force. In those areas where job creation in urban areas has not occurred, populations have declined. The smaller and more agriculture-dependent the community and area, the greater the likelihood of population loss. The discovery and development of petroleum resources in the area in the mid-1950s slowed the out-migration (the Levelland-Hockley County growth is largely associated with petroleum-related economic activities in that area) but has not reversed the trend.

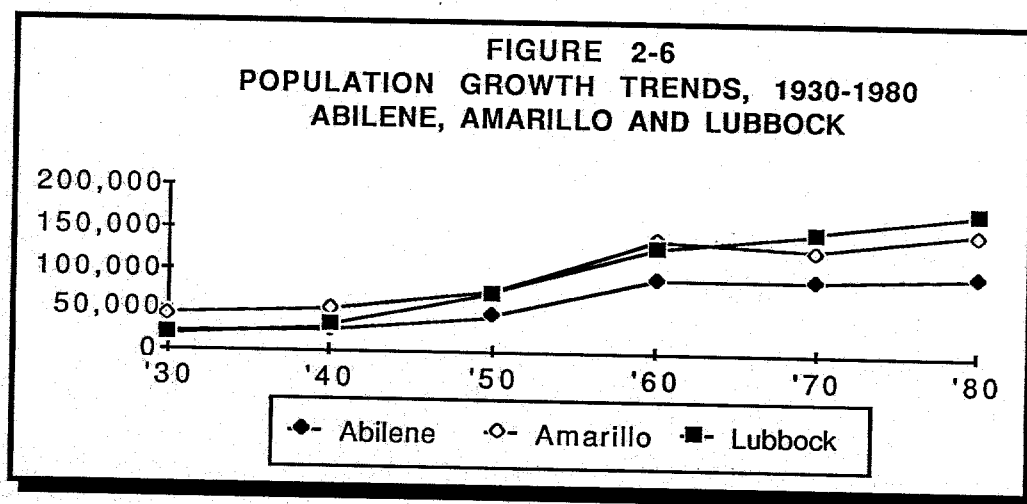
The rural and small town population out-migration has paralleled growth in the larger cities of the area. There are six major regional urban centers in the West Texas/South Plains area. Lubbock, Abilene, Amarillo, Midland, Odessa, and San Angelo have all experienced significant population increases since 1930 and have continued to experience growth since 1960.

Only Lubbock has experienced anything near the growth of other urban areas of the state, however. Lubbock has become the primary economic, political, educational and health service center in the West Texas-Eastern New Mexico region. Lubbock's population doubled from just over 50,000 in 1940 to over 100,000 in 1950 and doubled again to over 211,000 in 1980.

Lubbock, Amarillo and Abilene have sufficient comparabilities to Plainview relative to economy and location that their growth patterns should be noted.

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
Abilene	23,175	26,612	45,570	90,368	89,653	98,315
Amarillo	43,132	51,686	74,246	137,969	127,010	149,230
Lubbock	20,520	31,853	71,747	128,691	149,101	173,979

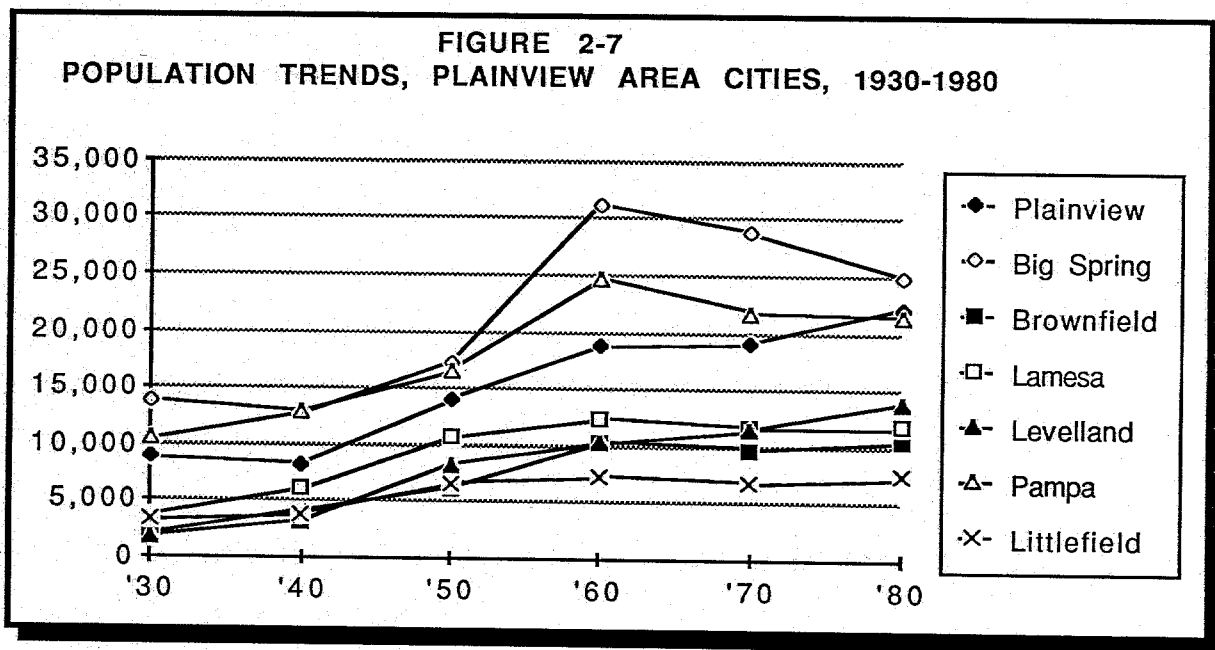
Figure 2-6 illustrates the trends in these cities.



There are only two cities, Big Spring and Pampa, in the West Texas/South Plains area which are closely comparable to Plainview in size, economic base and location vis-a-vis other major urban centers. For purposes of comparison, however, four other communities in relative proximity and similar economic base to Plainview - Brownfield, Lamesa, Levelland and Littlefield - have been included in the comparisons in Table 2-2 and Figure 2-7.

TABLE 2-2
POPULATION TRENDS, PLAINVIEW AREA CITIES, 1930-1980

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
Plainview	8,834	8,263	14,044	18,735	19,096	22,187
Big Spring	13,735	12,604	17,286	31,230	28,735	24,804
Brownfield	1,907	4,009	6,161	10,286	9,647	10,387
Lamesa	3,528	6,038	10,704	12,438	11,559	11,790
Levelland	1,661	3,091	8,264	10,153	11,445	13,809
Littlefield	3,218	3,817	6,540	7,236	6,738	7,409
Pampa	10,470	12,895	16,583	24,664	21,726	21,396



As these data show, only two of the seven cities (Plainview and Levelland) evidenced any increase in population since 1960. (In addition, Brownfield and Littlefield experienced an increase of 100 and 175 persons, respectively.) These numbers suggest that even some cities with market and service areas encompassing several counties are experiencing little growth or even population loss.

Probably not coincidentally, the cities which have experienced some growth are located within commuting distance of Lubbock. Lubbock is the only city in the West Texas area which has experienced significant and consistent growth over the past three decades. While Levelland and especially Plainview provide employment to most of their employed residents there is undoubtedly some commuting from these and other nearby cities into the Lubbock labor market. Cities in the Lubbock area, even as far away as Plainview, are receiving some spillover from Lubbock's growth.

There are some exceptions to this pattern, especially in the Amarillo area. Dumas increased from 8,477 persons in 1960 to 12,194 in 1980, Hereford grew from 6,552 to 15,853 persons and Canyon increased from 5,864 to 10,724 in the same period, although Canyon's growth may be a special case because of the presence and growth of West Texas State University. Even among the smaller cities, some exceptions can be found to the pattern of decline. For example, Dimmit increased from 2,935 in 1960 to 5,019 in 1980. However, among the cities of less than 20,000 in the West Texas area, the examples of cities experiencing growth in the past few decades are offset by two or three times as many cities experiencing population losses.

Detailed population data for the City of Plainview, Hale County and other cities and counties in the area as well as the State of Texas for the years 1900-1980 is found in Appendix 1 of this volume.

Recent Growth Trends in Plainview and Hale County

Within Hale County itself, the rural to urban shift detailed above has also been present. After experiencing major growth in the early years of this century, the county lost population during the Depression Decade of the 1930s. Following World War II a significant growth again occurred, although almost 60 percent of this growth occurred within the City of Plainview. This post-war growth was fueled by development of agriculture-related industrial and commercial development and discovery and development of petroleum resources.

Since 1960, however, the growth rate for the county has declined sharply. In fact, the rural and small town areas of the county actually lost more than 2,650 persons in the 1960-1980 period. Mechanization of agricultural production and consolidation of farms and ranches, together with associated decline of commercial activities in the smaller towns, appears to be primarily responsible for the out-migration pattern.

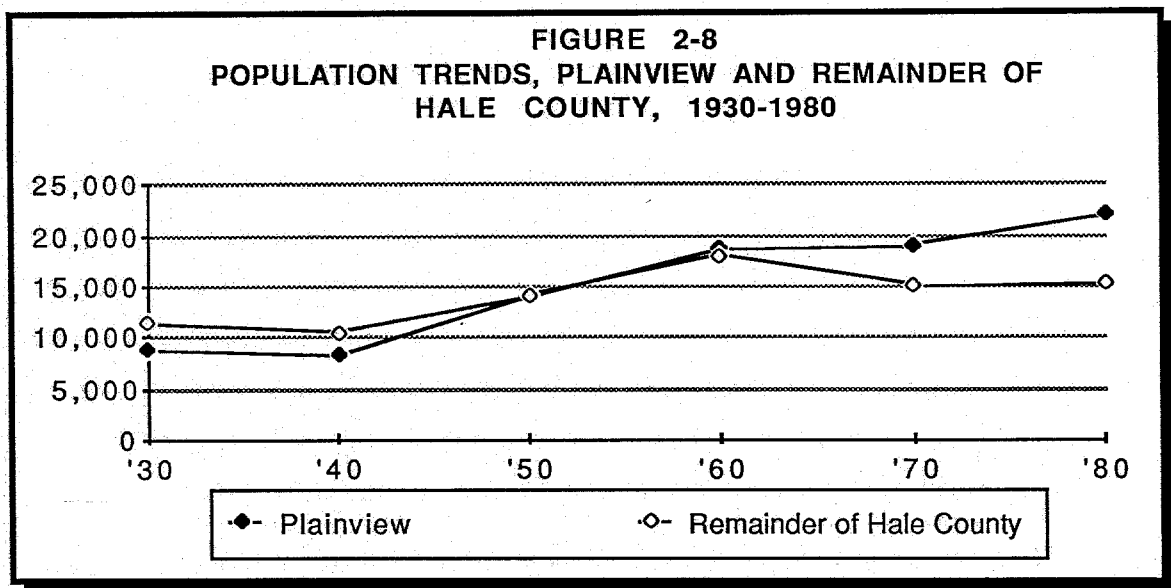
	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>
Hale County	20,189	18,813(-6.8%)	28,211(50.0%)	36,798(30.4%)	34,137(-7.2%)	37,592(10.1%)

No reliable data are available since 1980. However, the U.S. Census Bureau 1987 estimate for Hale County is 37,300, a decline of 300 persons since 1980. Considering that Plainview has probably increased by a few hundred people since 1980, it is probable that the actual loss in the rural and small town areas of the county is in the range of 800-1,000 persons. Given the major problems afflicting the two predominant elements of the local economy - agriculture and petroleum - during the 1980s, such a decline is not too surprising.

Plainview Population Estimate for 1988

Growth in the City of Plainview has closely paralleled the county pattern until the 1960s. While growth has undoubtedly slowed in recent decades, there has actually been some growth, in contrast to the loss of population in the rest of the county.

	1930	1940	1950	1960	1970	1980
Plainview	8,834	8,263 -6.5%	14,044 70.0%	18,735 33.4%	19,096 1.9%	22,187 16.2%
Remainder of Hale County	11,355	10,550 -7.1%	14,167 34.3%	18,063 27.5%	15,041 -16.7%	15,405 2.4%



The non-urban population of the county has declined in recent decades to the 1950 level and the trend is clearly in the direction of further decline. If the fact that about 1,500-2,000 persons counted in the county population actually live in immediate proximity to Plainview, the extent of the county loss and city increase is further magnified. The population of the city and immediately surrounding area, however, has continued to increase, even in the face of losses in the rest of the county and nearby counties.

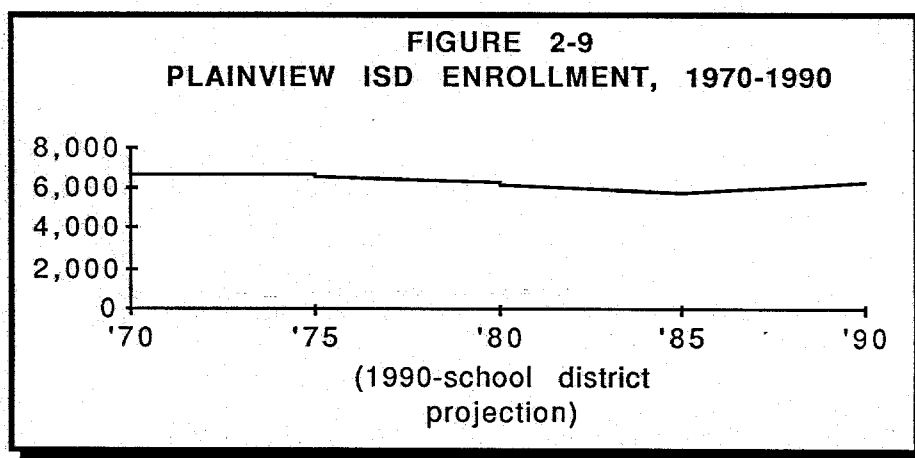
As noted above, some slight growth has occurred in the city since 1980. The 1986 Census Bureau estimate for Plainview is 22,540 persons, an increase of 350 persons. This slight growth is substantiated by utility customer and school enrollment information. The following is a summary of active water meter connections:

<u>Year</u>	<u>Water Meter Connections</u>
1970	6,894
1980	7,379 (7.0% increase)
1988	7,800 (5.7% increase)

These data suggest a likely population gain of at 4-5 percent since 1980.

School enrollment data show an interesting and conflicting pattern. From 1970 to 1980, enrollments dropped from 6,600 to 6,200 students, even though population of the city increased by over 6 percent during the decade. This phenomenon is consistent with patterns across the state and nation, however, as family sizes declined sharply during the 1960s and 1970s. This pattern of enrollment declines continued in Plainview until 1985, when enrollment totaled 5,725.

Since 1985, however, the number of students in the system has gradually increased, especially in the lower grades. The 1988-89 enrollment total was over 6,100 students. Enrollments are projected to exceed the previous high of 6,600 by the 1994-95 school year.



While the explanation of this change in trend is not completely known, it is likely that three factors are involved. One factor is that the number of people in the school district has increased. Utility connections and residential

building permits verify a small increase in the population of the city and adjacent area.

Additionally, however, the population composition of Plainview is changing in at least two respects, with the change being reflected in the school enrollments. First, young families are replacing older couples and single persons in the community. Second, the ethnic composition of the community is changing. In 1980, the non-white population of the city was almost 41 percent of the total, of which 5.8 percent was black and 32.3 percent of Hispanic origin. The black percentage of the total population has probably not changed significantly. The Hispanic component has apparently increased significantly, however. The Hispanic percentage of school enrollment has consistently increased throughout the 1980s, now constituting almost 55 percent of the total school enrollment. Historically, Hispanics in Texas have larger families than other ethnic/racial groups. Thus, the number of electrical connections and water meters in the city may be remaining stable or increasing modestly but the population may be increasing as a result of more persons per household.

The other primary measure of population change used in the study is house counts. Field work conducted in 1988 suggests a 4.3 percent increase in number of housing units since 1980. The actual number of units may be somewhat greater inasmuch as the Census Bureau counts as housing units some structures which probably were regarded as unsuitable for habitation in the 1988 count. On the other hand the 1988 count was not conducted with the same thoroughness and with the same prior information as is available to census workers. The 4.3 percent increase is probably very close to the actual increase.

The critical variable which cannot be evaluated with any certainty, however, is the number of persons per household. As noted earlier, the trend in most of the state and nation, even through the 1980s, has been in the direction of fewer persons per household. This trend is largely the product of an aging population in which the number of one and two person elderly households has increased, and a continued decline in the number of childbirths among women of customary child-bearing age. The school enrollment data for Plainview as well as visual observation suggest that Plainview may not have followed the general trend during the 1980s, however. School enrollment data show not only higher numbers of enrollment but marked increases in the Hispanic population within the enrollments. With the substantial numbers of industrial jobs created in and near Plainview since 1980, a significant number of younger families have moved to Plainview. Furthermore, the Hispanic component in the population of the city also appears to have increased. Both these factors would contribute to a higher or at least relatively stable persons per household figure.

Putting the various considerations together, it is clear that some increase in the population of the city has occurred since 1980. The exact size of the

increase is difficult to pinpoint and the available data is somewhat contradictory. However, analysis of available information suggests that the percentage increase is in the range of 4-6 percent. Given the significant school enrollment increases in the past two years which corresponds with the significant new job creation from new and expanded industry and commerce, the 1988 estimate is skewed toward the upper end of this range. The 1988 estimate is 23,400 persons, a 5.5 percent increase since 1980.

Population Estimate For Plainview Extraterritorial Jurisdiction

The population of the immediate area around the city of Plainview is of considerable consequence to the planning process for the city itself. First, some or even all of the area within roughly one mile of the existing corporate limits may be annexed into the city within the planning period. If this occurs, the existing development in the annexed area becomes part of the city and ultimately will be provided services by the local government. Second, even if the adjacent areas are never incorporated into the city, the area and the development in the area surrounding the city has significance to the growth potential and the development patterns of the city itself. The residents of the area surrounding the city are as involved in the local economy as customers and labor force as are the residents of the city. Similarly, the type and pattern of development in the surrounding area will greatly affect the ability and willingness of the city to grow in one direction or another.

Currently, and until the City exceeds 25,000 population or the state legislature changes the rules, the extraterritorial jurisdiction (ETJ) of the City of Plainview includes all land within one mile beyond the corporate limits. As part of this study, all land uses within the City's ETJ (and somewhat farther in instances where development exists or appears likely) were inventoried. House counts were conducted in the same area.

A significant number of persons reside in the Plainview ETJ and immediately beyond the ETJ. By far the largest concentration is found in the Seth Ward area. Approximately 1,350 persons reside in the area bounded by East Twenty Fourth Street, F.M. 400, East Thirty Fourth and Columbia. Although the information cannot be verified, the area appears through visual inspection and information from long time residents of the area to have increased substantially in population in recent years. A large number of newly located mobile homes and even some new single family residential units have appeared in recent years.

Another significant concentration of residents in the ETJ is found along U.S. Highway 70 east of the city. Approximately 151 persons reside in the area along and south of U.S. 70 within a one mile distance of the current corporate limits. Virtually all of these residents live in the immediate vicinity of U.S. 70 and most live within a half mile or less of the city limits.

A third concentration of ETJ residents is found in the Westridge Addition. A small portion of this large lot urban subdivision, including approximately 91 persons, is outside the corporate limits.

The other significant concentration of residential development in the ETJ is along South Date (FM 400). Including a handful of units on South Broadway, about 156 persons reside in this area.

The remaining residential development in the ETJ is essentially non-urban, although the total number is substantial. About 128 persons live in scattered sites and rural subdivision type developments along U.S. 70 west of the city. This type development actually extends westward for several miles, although this estimate includes only a two mile distance along the highway. Low density residential development also exists westward along State Highway 194 (Dimmit Road) near the city's edge and along FM 400 south of the city. Other scattered residential development is found at various locations, including mobile home parks at the south edge of the airport and along Business Route 87 south of town.

The total number of residents in the Plainview ETJ (and slightly beyond the ETJ along U.S. 70 West) is approximately 2,050 persons. Most of this population resides in areas immediately adjacent to the existing corporate limits and in urban and semi-urban type developments. About 75 percent of the total live on the north and east sides of the city. Most of these residents are low and moderate income persons. The residents in areas to the west of the city are largely middle and upper middle income families.

Thus, the November, 1988, population of the city and its extraterritorial jurisdiction is approximately 25,450 persons, detailed as follows:

Inside Corporate Limits	23,400
<u>Within Extraterritorial Jurisdiction</u>	<u>2,050</u>
Total Population in Planning Area	25,450

POPULATION PROJECTIONS

Projection Methodology and Techniques

Population forecasting is a basic foundation of any comprehensive planning effort. It establishes the amount of space needed for residential, commercial and other uses while providing a means for scaling these space needs at different periods of time in the future.

Several dozen objective (readily measurable) and subjective (usually psychological reactions) factors collectively determine population growth or decline trends. Changes in birth rates, life expectancies, economic conditions,

family structure, land use, and availability and quality of public services are usually regarded as the more important of the factors affecting growth or decline.

Accurate projections are particularly difficult in small cities. An error in evaluating even one of the major factors noted above may have a dramatic effect on growth patterns inasmuch as the in-migration or out-migration of a few hundred persons will have the same effect on the small community as the gain or loss of several thousand persons in a larger city.

Accurate population estimates and projections are critical to effective community development in any context, whether large city or small town. Short-sighted or inadequate planning can result in damaging and detrimental use of land as well as wastes of public funds invested in inadequate community facilities. For example, the number of people in a community will influence the amount of area necessary for schools, parks, public buildings, and other facilities. The distribution of population will generally determine the adequacy of streets, public facilities, and public safety facilities and resources.

Assumptions Underlying Population Projections

1. Consolidation within the agricultural sector of the High Plains economy will continue, further reducing the number of persons directly involved in production of food and fiber.
2. The agricultural related economic activities within the urban areas of the region will continue to decline in both actual numbers of persons employed as a result of such activities and as a percentage of total economic activities in the urban area.
3. Petroleum related economic activities will continue to be cyclical, with perhaps even sharp ups and downs, but will generally increase relative to numbers of persons employed in the sector over the planning period.
4. For a variety of reasons, including the continued consolidation within the agricultural sector, the unavailability of amenities and the deterioration of the public infrastructure in the rural and small town areas, and the availability of higher status and higher income employment in the urban setting, the outmigration from rural and small town areas will continue at essentially the same rate as has occurred since 1970.
5. Most of the persons leaving the rural and small town areas will move to urban areas within the western part of the state.
6. The City of Plainview will continue to make infrastructural improvements necessary to provide a reasonably high level of utility and other services to a growing population.

7. The City of Plainview will continue to strongly recruit additional industrial development in and near the city and encourage the development of a diversified industrial base.

8. The City of Plainview will continue to make improvements to public facilities and provide amenities, such as parks, recreation areas, and community activities, which will attract new residents to the community.

10. The City of Plainview will annex the major adjacent areas of population concentration and urban type development between 1990 and 1995. (See Section 6, Annexation and Growth Plan, of this study for detailed analysis and recommendations.)

Population Projections

Population projections for Plainview for the period through the year 2010 are illustrated in Table 2-3. The 1988 population estimate is based on a physical count of dwelling units conducted in November and December, 1987, and confirmed by analysis of utility connection and school enrollment data. The 1988 estimate suggests that the 1.5 percent annual increase seen during the 1970s has been cut in half. This decline in the rate of growth is probably associated with the economic recession which has occurred in Texas and surrounding states in the 1980s. The economic slowdown has been particularly devastating for areas dependent on agriculture and petroleum.

Recovery from the recession is expected to be slow, especially in areas such as Plainview which are closely tied to agricultural and petroleum related activities. Thus, an annual growth rate of no more than 1 - 1.25 percent is anticipated for the next 2-3 years, with a gradual increase to a 1.5 percent annual increase. Assuming a normal statewide and regional economic recovery pattern, a growth rate of approximately 1.3 - 1.5 percent annually is expected to be the longer term pattern from the early 1990s through the year 2000. This is a much higher growth rate than will likely occur in the West Texas area as a whole and is based largely on the expectation of continued immigration from rural areas and small towns in the region and a relatively high birth rate in Plainview itself.

Projections for periods longer than 10-15 years are often more speculation than actual projections. Because of the uncertainties associated with some key elements of the local and regional economy, long term projections for the Plainview area should be viewed with special caution. The projections in Table 2-3 assume a relatively strong continued growth trend. The expectation of such growth is based on long term high growth rate trends for the Texas-New Mexico area, expected relatively high birth rates in the local area, long term strength in the petroleum sector of the local economy and a continued aggressive stance among the local political and business leadership relative to recruitment of industry and other job and income producing economic

activities. Thus, a growth rate in the 1.5 - 1.6 percent per year range is projected for the 2000-2010 period.

Table 2-3 includes the data from the decennial census from 1930 to 1980. An estimate of population is made for 1989 on the basis of available data which has been analyzed as discussed previously. Projections are made for 1990, 1995, 2000, 2005 and 2010. Note that the data for 1995 are anomalous inasmuch as an assumption is made that the City will annex existing developed areas to the northeast, east and southwest of the existing corporate limits. Thus the actual population increase and the percentage increases, both annual and since the prior census year, are skewed because of the inclusion of existing population which was not included in prior year totals.

**TABLE 2-3
CITY OF PLAINVIEW POPULATION PROJECTIONS**

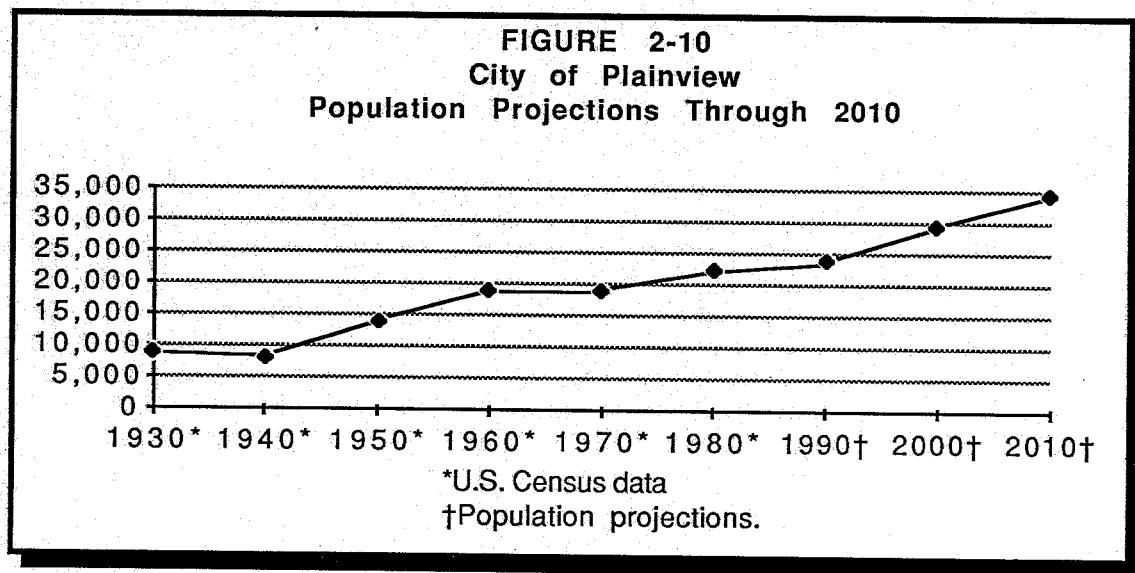
<u>Year</u>	<u>Population</u>	<u>Annual % Change</u>	<u>Decennial % Change</u>
1930	8,834		
1940	8,263	-0.7 %	-6.5 %
1950	14,044	6.7 %	70.0 %
1960	18,735	3.1 %	33.4 %
1970	19,096	0.1 %	1.9 %
1980	22,187	1.4 %	16.2 %
1989	23,400	0.7 %	(5.5%)*
1990	23,800	0.8 %	7.3 %
1995	27,200†	2.6%†	(14.3%)*†
2000	29,450	1.6%††	17.4%††
2005	31,750	1.5%	(7.8%)*
2010	34,350	1.6 %	16.6 %

*Percent change since prior census period.

†Includes annexation of existing development in areas to east, northeast and southwest of city.

††Excludes increase attributed to annexations noted above.

Figure 2-10 is a graphic illustration of the data included in Table 2-3.



SECTION 3
LAND USE

SECTION 3

LAND USE

INTRODUCTION

Land use considerations are central to municipal planning. The types and intensity of uses are a guide to the general character of a community. The spatial distribution of uses and relative amounts of land allocated for various uses are important factors in considering other planning elements, such as transportation and utilities.

The primary purpose of land use planning is to identify and establish policies about existing and future uses of property in and around the city. The land use plan identifies the relationships among land uses which the city seeks to encourage. The land use plan is the framework in which decisions affecting the physical development of the city are made. In Texas, the land use plan is the key element in the city's comprehensive plan, which is a legal requirement for exercising land use regulation (zoning).

The city's land use plan also serves other key functions. The plan should identify the amount and location of land required to meet the various development needs of the community. The plan should identify sites for public facilities required to meet development needs, to allow the reservation or acquisition of such sites at a reasonable cost prior to development. The plan should encourage development patterns which are consistent with the ability to satisfy utility and transportation needs of new and existing development. The plan should minimize the potential for conflict among activities associated with various land uses. In general, the land use plan of the city should provide for growth and development patterns which enhance the quality of life for existing and future residents.

EXISTING LAND USE PATTERNS

Current Land Use Inventory And Comparison With 1960

As a basis for projecting a logical future arrangement of land uses in Plainview, a windshield survey of existing land use patterns was conducted. Each parcel of land within the corporate limits and extraterritorial jurisdiction was noted for its current usage. All parcels were then classified into several land use categories.

A similar study was completed for Plainview in 1960 by Fowler & Grafe, Inc. The findings are presented in the document entitled "1985 Plainview Comprehensive Plan". This report intentionally replicates the Fowler & Grafe analysis wherever possible to allow direct comparison between 1960 and 1989 and to review the degree to which the city's development pattern has followed

the 1960 recommendations and projections. The same land use categories and study areas have been used (except park and open space uses have been pulled from the public/semi public category), although the number of study areas (sixteen) in the 1960 report is regarded as excessive and has been cumulated into four larger groupings for some purposes in this presentation.

The classifications used and the results of the field survey are illustrated and summarized in the following tables and maps. Table 3-1 provides summary data for 1960 and 1989 and compares the data for different land use categories by area. Note that Study Areas 1, 2, 3, 4, 9 and 10 have been cumulated and form Sector A in this report.; Areas 5 and 6 are within Sector B of this report; Areas 7, 8, 12 and 13 form Sector C of this report; and Areas 11, 14, 15 and 16 are within Sector D of this report. Sectors B and D of this report also include areas which have experienced some development or are expected to experience development and were not included in the 1960 analysis. Table 3-1 does not include the additional territory in Areas B and D, however, to allow a direct comparison between development patterns in the area included in the 1960 analysis.

Study Areas 1, 2 and 3 are essentially rural and semi-rural areas which were in 1960 and continue to be very low density and undeveloped areas. Some heavy industrial development has occurred along Farm to Market Highway 700 (East Twenty Fourth Street) and some slight increase in residential development has occurred.

Area 4 includes the Seth Ward area and some increase in residential development has occurred in this area. However, the development pattern remains low density residential; most of the area consists of vacant land in agricultural use.

Area 9 is the predominantly Afro-American community bounded by Columbia, Twenty Fourth, Date and the rail line and is one of the few developed areas of the city which appears to have experienced actual loss of single family residential acreage. The major multifamily development east of Date, however, has substantially increased the actual population of the area. Major industrial development exists at the southern and western edges of this area, but little if any increase in this type of development has occurred since 1960. Little other change seems to have occurred. A substantial part of this area, including much of the developed part of the area, is within the designated 100 year flood hazard area.

Area 10 includes the predominantly Hispanic "Frisco" area. This area was and remains almost exclusively single family residential. Virtually all of this area, including existing developed areas, is within the designated 100 year flood hazard area. Some residential development has occurred in this area since 1960.

Overall, Sector A has experienced relatively little change in the past 30 years. Some single family development has occurred in the Seth Ward and Frisco areas and the major multifamily development has occurred along North Date. A significant part of this area (28 percent of the developed area) continues to be in heavy industrial use. Some of this is railway use but other major industrial uses exist, especially along the rail line and along Twenty Fourth Street. However, this pattern has been present for many decades. The bulk of Area 10 and large parts of Areas 2, 3 and 9, including major developed sections of Areas 9 and 10, are in designated flood hazard areas. This has retarded and will continue to inhibit development potential in Sector A.

TABLE 3-1
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR A

1960 Land Use Categories	AREA 1	AREA 2	AREA 3	AREA 4	AREA 9	AREA 10	Total	% OF TOTAL	% OF DEVEL- OPED AREA
	Acres	Acres	Acres	Acres	Acres	Acres	SECTOR A		
Single Family	6.17	3.53	17.92	58.03	31.86	36.14	153.65	4.0%	21.5%
Multifamily	0.00	0.00	0.00	0.44	2.38	1.32	4.14	0.1%	0.6%
Retail, Office	0.15	0.00	0.00	0.29	0.29	1.62	2.35	0.1%	0.3%
Commercial	0.59	0.00	0.29	3.53	0.73	0.00	5.14	0.1%	0.7%
Light Industrial	0.00	0.00	0.73	0.00	7.05	0.00	7.78	0.2%	1.1%
Heavy Industrial	12.12	0.00	15.42	29.31	148.90	10.14	215.89	5.6%	30.2%
Public, Semi Public	0.00	0.00	0.00	5.58	10.28	6.46	22.32	0.6%	3.1%
Street R-O-W	33.33	38.18	65.74	31.00	89.00	46.00	303.25	7.9%	42.4%
Total Developed Area	52.36	41.71	100.10	128.18	290.49	101.68	714.52	18.6%	
Vacant	587.64	598.29	539.90	511.82	290.51	598.32	3126.48	81.4%	
Total Area	640.00	640.00	640.00	640.00	581.00	700.00	3,841.00		

1989 Land Use Categories	AREA 1	AREA 2	AREA 3	AREA 4	AREA 9	AREA 10	Total	% OF TOTAL	% OF DEVEL- OPED AREA
	Acres	Acres	Acres	Acres	Acres	Acres	SECTOR A		
Single Family	9.38	4.92	26.52	82.38	24.89	44.84	192.93	5.0%	21.2%
Multifamily	0.00	0.00	0.00	0.44	30.86	2.81	34.11	0.9%	3.7%
Retail, Office	0.15	0.00	0.00	0.29	0.29	1.62	2.35	0.1%	0.3%
Commercial	0.59	0.00	3.90	4.29	0.73	0.50	10.01	0.3%	1.1%
Light Industrial	0.00	0.00	0.73	0.00	7.05	0.00	7.78	0.2%	0.9%
Heavy Industrial	12.12	0.00	46.17	69.31	148.90	10.14	286.64	7.5%	31.4%
Public, Semi Public	0.00	0.00	0.00	6.68	10.69	6.46	23.83	0.6%	2.6%
Park, Open Space	0.00	0.00	0.00	0.00	35.78	7.03	42.81	1.1%	4.7%
Street R-O-W	33.33	38.18	65.74	31.00	95.06	48.20	311.51	8.1%	34.2%
Total Developed Area	55.57	43.10	143.06	194.39	354.25	121.60	911.97	23.7%	
Vacant	584.43	596.90	496.94	445.61	226.75	578.40	2,929.03	76.3%	
Total Area	640.00	640.00	640.00	640.00	581.00	700.00	3,841.00		

In 1960 Areas 5 and 6 were essentially undeveloped. About 30 acres of single family residential development was located in Area 5, along with a few acres of heavy industrial use acreage. Virtually none of Area 5, on the west side of Interstate 27, was developed. Major changes have occurred in this area. The single family acreage in Area 5 has tripled to almost 90 acres. More significant, almost 30 acres of multifamily development has been put in place. Commercial and retail development has occurred, especially along the north side of Twenty Fourth. Largely as a result of the location of the Walmart distribution center, light industrial development acreage is the predominant form of development in the area.

Area 6 has also undergone major change, from a basically undeveloped area to one in which major retail and residential development now exists.

Almost 40 percent of the combined Areas 5 and 6 is in urban land uses in 1989, compared to 17 percent in 1960. While much of this consists of highway right-of-way, very significant expansion of all types of uses have occurred. Much of the retail development which has occurred in the recent past has occurred in Sector B. Major residential development, including multifamily uses, has also occurred. The north part of the area is now developing in major tracts of light and heavy industrial uses.

TABLE 3-2
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR B

1960		AREA 5	AREA 6	Total	% OF TOTAL	% OF DEVEL-
Land Use Categories	Acres	Acres	Acres	SECTOR B		OPED AREA
Single Family	29.67	3.27		32.94	1.8%	14.6%
Multifamily	0.00	0.00		0.00	0.0%	0.0%
Retail, Office	1.50	0.44		1.94	0.1%	0.9%
Commercial	1.03	0.00		1.03	0.1%	0.5%
Light Industrial	11.75	0.00		11.75	0.6%	5.2%
Heavy Industrial	5.73	0.00		5.73	0.3%	2.5%
Public, Semi Public	0.00	0.00		0.00	0.0%	0.0%
Street R-O-W	101.00	72.00		173.00	9.6%	76.4%
Total Developed Area	150.68	75.71		226.39	12.5%	
Vacant	977.32	604.29		1,581.61	87.5%	
Total Area	1,128.00	680.00		1,808.00		

1989		AREA 5	AREA 6	Total	% OF TOTAL	% OF DEVEL-
Land Use Categories	Acres	Acres	Acres	SECTOR B		OPED AREA
Single Family	87.60	67.40		155.00	8.6%	21.5%
Multifamily	28.21	1.00		29.21	1.6%	4.1%
Retail, Office	7.87	26.85		34.72	1.9%	4.8%
Commercial	13.93	7.35		21.28	1.2%	3.0%
Light Industrial	96.48	3.42		99.90	5.5%	13.9%
Heavy Industrial	37.46	2.56		40.02	2.2%	5.6%
Public, Semi Public	20.32	4.66		24.98	1.4%	3.5%
Park, Open Space	0.00	0.00		0.00	0.0%	0.0%
Street R-O-W	181.28	134.42		315.70	17.5%	43.8%
Total Developed Area	473.15	247.66		720.81	39.9%	
Vacant	654.85	432.34		1,087.19	60.1%	
Total Area	1,128.00	680.00		1,808.00		

Areas 7, 8, 12 and 13 together form Sector C in this report. In 1960 these areas constituted the bulk of the residential development of the community. Of the 1,115 acres of single family residential development in the total study area in 1960, 633 acres (57 percent) were in this sector. Almost half (49 percent) of the multifamily development was also located in this sector. In addition, some retail and a limited amount of commercial development existed along Fifth Street (U.S. 70).

Study Area 7 in 1960 was a partially developed area consisting almost exclusively of single family residential development and vacant land. Virtually no retail, office or commercial uses were located in the area. By 1989 most of the area has been developed, excepting a significant strip along the east side of I-27. The bulk of the development has continued to be single family residential but major retail and commercial development has occurred along and north of West Twenty Fourth Street and to a lesser extent along the west side of Quincy. Significant multifamily development has also occurred in this area.

Area 8 was largely developed in 1960 as single family residential. Some minor retail and commercial as well as light and heavy industrial uses were also found in the area. By 1989, additional single family residential and some limited multifamily residential development has occurred. The greater impact in this area has come with increased commercial and light industrial uses. North Columbia is being slowly transformed into a relatively heavy use area, with heavy commercial, light industrial and even heavy industrial uses predominating. Retail and light commercial uses are becoming more common along Twenty Fourth and Quincy. The area as a whole is still overwhelmingly residential, however.

Area 12 was completely developed in 1960 and was almost exclusively single family residential in character. Less than ten acres of multifamily residential development was present and retail and commercial development existed along Columbia and Fifth, particularly near the intersection of these streets. The primary change which has occurred in this area is the conversion of previously single family residential to office and commercial uses along Sixth and Seventh. There appears to have been an actual loss of single family residential acreage, supplanted by office and commercial uses.

About two thirds of Area 13 was developed in 1960, roughly equally divided in use between single family residential uses and uses associated with Wayland Baptist University. Only ten acres of a total of 411 acres in the area was commercial or retail in character. By 1989 virtually all of the area has been developed and most of the additional development has been non-residential. Commercial, retail and office uses now occupy almost 50 acres of land, compared to 10 in 1960. Most of the non-residential growth has occurred along Fifth Street.

Overall, Sector C was a largely developed area in 1960. Less than 30 percent of the area was vacant and a substantial part of the vacant land is not suitable for development (floodprone, etc.). Of the total developed area of 1,578 acres in 1960, however, less than 35 acres was in commercial, retail or office uses.

By 1989, virtually the entire sector has been developed. Some of the increase has been single family residential. Most has not been this traditional development pattern in this sector, however. The multifamily acreage has more than doubled, from 21 to 53 acres. The commercial and retail usage has increased from 33 to 142 acres. Some modest increase in light and even heavy industrial use area has also occurred, in the area near the intersection of Quincy and Twenty Fourth and along North Columbia.

TABLE 3-3
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR C

1960	AREA 7	AREA 8	AREA 12	AREA 13	Total	% OF TOTAL	% OF DEVEL- OPED AREA
Land Use Categories	Acres	Acres	Acres	Acres	SECTOR C		
Single Family	168.49	212.86	152.78	98.86	632.99	28.4%	40.1%
Multifamily	0.59	5.91	8.96	5.29	20.75	0.9%	1.3%
Retail, Office	1.50	5.29	9.40	4.70	20.89	0.9%	1.3%
Commercial	0.00	3.97	6.32	1.76	12.05	0.5%	0.8%
Light Industrial	20.57	14.25	0.00	5.14	39.96	1.8%	2.5%
Heavy Industrial	0.00	13.81	0.00	0.00	13.81	0.6%	0.9%
Public, Semi Public	55.09	23.65	27.18	90.05	195.97	8.8%	12.4%
Street R-O-W	200.00	204.00	133.00	105.00	642.00	28.9%	40.7%
Total Developed Area	446.24	483.74	337.64	310.80	1,578.42	70.9%	
Vacant	408.76	127.26	10.36	100.20	646.58	29.1%	
Total Area	855.00	611.00	348.00	411.00	2,225.00		

1989	AREA 7	AREA 8	AREA 12	AREA 13	Total	% OF TOTAL	% OF DEVEL- OPED AREA
Land Use Categories	Acres	Acres	Acres	Acres	SECTOR C		
Single Family	229.81	219.26	137.44	130.65	717.16	32.2%	36.2%
Multifamily	32.71	8.34	13.12	8.82	62.99	2.8%	3.2%
Retail, Office	22.54	5.96	15.21	22.53	66.24	3.0%	3.3%
Commercial	28.24	11.45	10.18	25.50	75.37	3.4%	3.8%
Light Industrial	0.00	14.25	0.00	0.29	14.54	0.7%	0.7%
Heavy Industrial	0.00	31.59	0.00	0.00	31.59	1.4%	1.6%
Public, Semi Public	71.35	18.56	13.56	87.46	190.93	8.6%	9.6%
Park, Open Space	27.76	19.90	9.50	7.04	64.20	2.9%	3.2%
Street R-O-W	314.71	206.00	133.00	105.00	758.71	34.1%	38.3%
Total Developed Area	727.12	535.31	332.01	387.29	1,981.73	89.1%	
Vacant	127.88	75.69	15.99	23.71	243.27	10.9%	
Total Area	855.00	611.00	348.00	411.00	2,225.00		

BOUNDARIES OF SECTOR C

Sector C

13

7

12

8



Sector D includes Areas 11, 14, 15 and 16. Area 11 is the downtown and eastside area. It was and is currently a mixed use area, with a sizable but declining single family residential component, a sizable but again declining retail component, a significant and growing industrial acreage and a large public use element consisting of city and county facilities and major religious institution facilities. An entire section of this study is devoted to the downtown area (see the Central Business District section) but it should be noted here that the general pattern in the traditional downtown area of the city is conversion of retail uses to heavy commercial, public (governmental) and semi-public (churches, especially) uses.

The eastern and northern parts of Area 11 have historically been an industrial zone, focused around the rail connections in the area. Even though the rail lines are not extensively used, the uses in these areas have continued to be predominantly industrial. Indeed, additional industrial development has occurred in the area, especially at the eastern edge of Area 11.

Some single family residential development does exist in the area, although single family uses are declining. The single family neighborhoods are relatively small and isolated, often adjacent to or in close proximity to heavy commercial or even industrial uses. Some conversion to multifamily and commercial uses is occurring, especially in and near the CBD.

In 1960 urban type development in Area 14 was limited to a line of residential uses immediately south of Fifth Street and commercial uses along that same thoroughfare. By 1989 a fairly extensive residential area of over 100 acres has developed between Fifth and Running Water Draw. A small residential development has occurred along Southwest Third on the south side of the Draw. In addition, a significant retail and office development has occurred along Fifth. Major commercial development, primarily implement dealerships and similar uses, has occurred along I-27 south of Southwest Third.

The large vacant acreage in Area 14 is deceptive inasmuch as most of the area cannot be developed due to flooding hazards. Running Water Draw dominates the north part of the area and another large flood hazard area is located in the south and east part of the area.

Area 15 was and is dominated by three major specific uses. The city-county airport occupies the south half of the area. (This use is classified as a heavy industrial use for purposes of the following table and this report.) Cemetery uses occupy a large part of the remaining area south of the Draw. The city landfill occupies a significant part of the area north of the cemetery and east of Joliet.

The remaining uses in this area are commercial uses along Fifth and Columbia and light industrial uses, primarily along Columbia and Southwest Third. A handful of residential uses are found west of Columbia but these are being slowly eliminated.

Area 16 is a mixed use sector which has experienced increases in both residential and non-residential development since 1960. The residential development has largely occurred in the south end of the area, on both sides of the rail line in proximity to Date Street. The non-residential development, consisting primarily of governmental and commercial uses, has occurred mostly along Columbia. Light industrial and heavy commercial development has occurred along and especially on the east side of Date. Two significant residential neighborhoods are found in the area. One of the most attractive residential areas of the city is located between Broadway and Date and north of the rail line. A much more modest but apparently stable neighborhood stands between Running Water Draw and Fifth Street.

The primary change in Area 16 since 1960 is the increased presence of industrial uses. Major auto salvage yards, welding shops, small construction operations and similar uses have proliferated along Columbia and Date. At the north end of the area, along Fifth Street, the pattern has also been in the direction of heavier uses.

In Sector D generally, since 1960 there has been some but not a significant amount of single family residential development. Most of the residential development has occurred on the west edge of the sector. Multifamily uses have doubled but do not constitute a major use in the sector. Retail and commercial use areas have increased substantially, particularly along I-27, Fifth, Columbia and Date.

TABLE 3-4
COMPARISON OF LAND USE PATTERNS, 1960 & 1989, SECTOR D

1960	AREA 11	AREA 14	AREA 15	AREA 16	Total	% OF TOTAL	% OF DEVEL-
Land Use Categories	Acres	Acres	Acres	Acres	SECTOR D		OPED AREA
Single Family	69.92	52.74	6.40	166.32	295.38	5.2%	14.2%
Multifamily	9.41	2.50	0.15	5.89	17.95	0.3%	0.9%
Retail, Office	19.98	3.08	3.67	13.18	39.91	0.7%	1.9%
Commercial	18.96	17.63	11.90	14.25	62.74	1.1%	3.0%
Light Industrial	69.77	1.03	12.93	10.61	94.34	1.7%	4.5%
Heavy Industrial	36.29	0.00	598.68	18.36	653.33	11.6%	31.4%
Public, Semi Public	46.12	108.85	59.72	93.44	308.13	5.5%	14.8%
Street R-O-W	246.00	119.00	41.00	204.00	610.00	10.8%	29.3%
Total Developed Area	516.45	304.83	734.45	526.05	2,081.78	36.9%	
Vacant	939.55	1,346.17	275.55	1,005.95	3,567.22	63.1%	
Total Area	1,456.00	1,651.00	1,010.00	1,532.00	5,649.00		

1989	AREA 11	AREA 14	AREA 15	AREA 16	Total	% OF TOTAL	% OF DEVEL-
Land Use Categories	Acres	Acres	Acres	Acres	SECTOR D		OPED AREA
Single Family	65.57	115.78	3.19	201.70	386.24	6.8%	15.0%
Multifamily	14.82	3.50	0.25	12.61	31.18	0.6%	1.2%
Retail, Office	17.84	11.24	10.66	16.24	55.98	1.0%	2.2%
Commercial	26.61	20.87	24.87	16.25	88.60	1.6%	3.5%
Light Industrial	79.44	1.03	19.45	25.29	125.21	2.2%	4.9%
Heavy Industrial	110.37	0.00	498.68	35.30	644.35	11.4%	25.1%
Public, Semi Public	59.88	12.69	60.54	24.83	157.94	2.8%	6.2%
Park, Open Space	0.00	100.96	245.00	68.61	414.57	7.3%	16.2%
Street R-O-W	246.00	167.15	41.00	208.32	662.47	11.7%	25.8%
Total Developed Area	620.53	433.22	903.64	609.15	2,566.54	45.4%	
Vacant	835.47	1,217.78	106.36	922.85	3,082.46	54.6%	
Total Area	1,456.00	1,651.00	1,010.00	1,532.00	5,649.00		

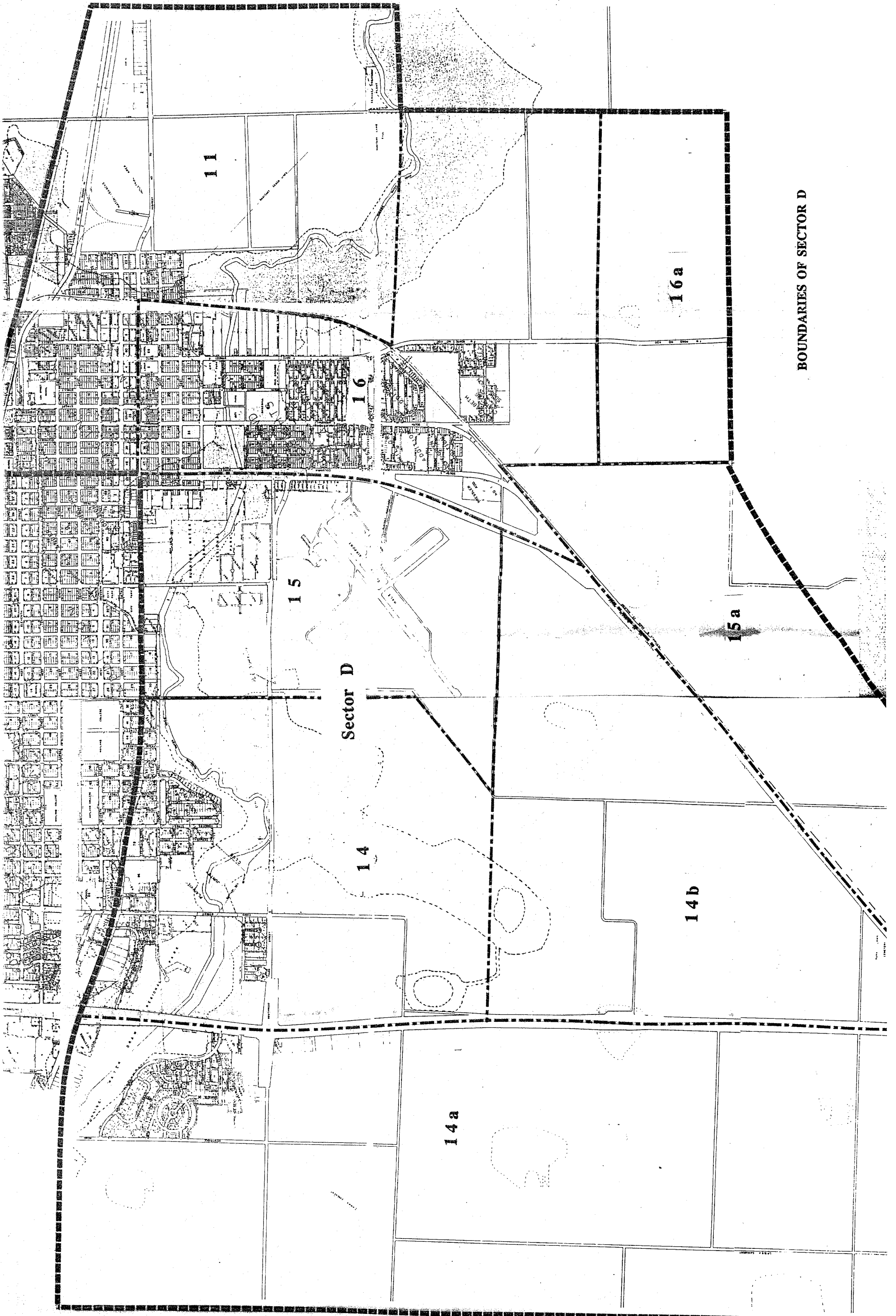
Table 3-5 offers a summary and comparison by sector and for the entire planning area for the 1960 report. It is evident that even within the 1960 planning area significant urban development has occurred. Almost 1,300 additional acres have been converted to urban uses. In actual acreage terms the biggest growth category has been single family residential development. This may be surprising to some because the population of the community has not increased greatly during this period. The number of persons per household has dropped dramatically, however, meaning that more housing units are being used to house the same number of persons.

Major increases have occurred in right-of-way development, primarily a result of inclusion of I-27. On a percentage basis, however, the major changes have occurred elsewhere. Multifamily acreage has more than tripled, from 43 acres to 145 acres. Retail and office uses have almost tripled, from 62 to 160 acres. Commercial uses have increased at a similar rate, from 81 to 195 acres. Industrial uses have also increased, although the percentage increase is not as great as for the other categories (excluding the re-categorizing of the airport as heavy industrial).

It should be noted, however, that this report includes a larger study area than the 1960 report. In fact, significant urban development has occurred outside the anticipated growth area of the earlier report. The larger study area affects Sectors B and D.

Sector B is expanded by inclusion of the area west of I-27 westward to just past Westridge Road and north of State Highway 194 (Dimmit Rd.) to include the existing and potential industrial development in that area. The extension of Sector B would significantly increase the size of the study area itself but also include significant existing development. Residential development, including mobile home uses in Rio Concho Village, multifamily development along Highway 194, single family residential development in Town West Addition and major industrial and some commercial development on both sides of Highway 194 would be included. The biggest changes are in the industrial and heavy commercial uses, which are quite extensive along Highway 194.

Sector D is expanded by inclusion of very large areas to the southwest and south of the city. These areas are largely undeveloped but are expected to develop at least in part during the planning period (1989-2010). The existing development included in the expansion is residential development in the Westridge subdivision area and commercial development along Olton Road (West Fifth Street) and I-27. Some industrial development at the south end of Columbia and Broadway is also included. Almost 100 additional acres of residential usage is included in this sector. About 90 acres of industrial development is also included. Table 3-6 provides detailed information for the expanded study area. Table 3-7 compares data for the 1989 expanded study area and the 1960 study area.



BOUNDARIES OF SECTOR D

**TABLE 3-5
SUMMARY, 1960 PLANNING AREA**

1989 Land Use Categories	Total SECTOR A	Total SECTOR B	Total SECTOR C	Total SECTOR D	TOTAL ALL SECTORS	% OF TOTAL	% OF DEVEL- OPED AREA
Single Family	192.93	155.00	717.16	386.24	1,451.33	10.7%	23.5%
Multifamily	34.11	29.21	62.99	31.18	157.49	1.2%	2.5%
Retail, Office	2.35	34.72	66.24	55.98	159.29	1.2%	2.6%
Commercial	10.01	21.28	75.37	88.60	195.26	1.4%	3.2%
Light Industrial	7.78	99.90	14.54	125.21	247.43	1.8%	4.0%
Heavy Industrial	286.64	40.02	31.59	644.35	1,002.60	7.4%	16.2%
Public, Semi Public	23.83	24.98	190.93	157.94	397.68	2.9%	6.4%
Park, Open Space	42.81	0.00	64.20	414.57	521.58	3.9%	8.4%
Street R-O-W	311.51	315.70	758.71	662.47	2,048.39	15.1%	33.1%
Total Developed Area	911.97	720.81	1,981.73	2,566.54	6,181.05	45.7%	
Vacant	2,929.03	1,087.19	243.27	3,082.46	7,341.95	54.3%	
Total Area	3,841.00	1,808.00	2,225.00	5,649.00	13,523.00		

TABLE 3-6
SUMMARY, 1989 PLANNING AREA

1989 Land Use Categories	Total SECTOR A	Total SECTOR B	Total SECTOR C	Total SECTOR D	TOTAL ALL SECTORS	% OF TOTAL	% OF DEVEL- OPED AREA
Single Family	192.93	186.25	717.16	504.43	1,600.77	7.6%	21.9%
Multifamily	34.11	29.21	62.99	37.48	163.79	0.8%	2.2%
Retail, Office	2.35	34.72	66.24	63.53	166.84	0.8%	2.3%
Commercial	10.01	52.96	75.37	135.80	274.14	1.3%	3.8%
Light Industrial	7.78	192.14	14.54	121.90	336.36	1.6%	4.6%
Heavy Industrial	286.64	166.01	31.59	713.58	1,197.82	5.7%	16.4%
Public, Semi Public	23.83	24.98	190.93	198.32	438.06	2.1%	6.0%
Park, Open Space	42.81	0.00	64.20	704.96	811.97	3.9%	11.1%
Street R-O-W	311.51	368.73	758.71	868.52	2,307.47	11.0%	31.6%
Total Developed Area	911.97	1,055.00	1,981.73	3,348.52	7,297.22	34.7%	
Vacant	2,929.03	2,712.00	243.27	7,858.48	13,742.78	65.3%	
Total Area	3,841.00	3,767.00	2,225.00	11,207.00	21,040.00		

TABLE 3-7
COMPARISON, 1960 AND 1989 PLANNING AREAS

1960 Land Use Categories	Total		Total		Total		Total		% OF TOTAL % OF DEVEL- OPED AREA
	SECTOR A	SECTOR B	SECTOR C	SECTOR D	ALL SECTORS				
Single Family	153.65	32.94	632.99	295.38	1,114.96			8.2%	14.2%
Multifamily	4.14	0.00	20.75	17.95	42.84			0.3%	0.9%
Retail, Office	2.35	1.94	20.89	39.91	65.09			0.5%	1.9%
Commercial	5.14	1.03	12.05	62.74	80.96			0.6%	3.0%
Light Industrial	7.78	11.75	39.96	94.34	153.83			1.1%	4.5%
Heavy Industrial	215.89	5.73	13.81	653.33	888.76			6.6%	31.4%
Public, Semi Public	22.32	0.00	195.97	308.13	526.42			3.9%	14.8%
Street R-O-W	303.25	173.00	642.00	610.00	1,728.25			12.8%	29.3%
Total Developed Area	714.52	226.39	1,578.42	2,081.78	4,601.11			34.0%	
Vacant	3,126.48	1,581.61	646.58	3,567.22	8,921.89			66.0%	
Total Area	3,841.00	1,808.00	2,225.00	5,649.00	13,523.00				

1989 Land Use Categories	Total		Total		Total		Total		% OF TOTAL % OF DEVEL- OPED AREA
	SECTOR A	SECTOR B	SECTOR C	SECTOR D	ALL SECTORS				
Single Family	192.93	186.25	717.16	504.43	1,600.77			7.6%	21.9%
Multifamily	34.11	29.21	62.99	37.48	163.79			0.8%	2.2%
Retail, Office	2.35	34.72	66.24	63.53	166.84			0.8%	2.3%
Commercial	10.01	52.96	75.37	135.80	274.14			1.3%	3.8%
Light Industrial	7.78	192.14	14.54	121.90	336.36			1.6%	4.6%
Heavy Industrial	286.64	166.01	31.59	713.58	1,197.82			5.7%	16.4%
Public, Semi Public	23.83	24.98	190.93	198.32	438.06			2.1%	6.0%
Park, Open Space	42.81	0.00	64.20	704.96	811.97			3.9%	11.1%
Street R-O-W	311.51	368.73	758.71	868.52	2,307.47			11.0%	31.6%
Total Developed Area	911.97	1,055.00	1,981.73	3,348.52	7,297.22			34.7%	
Vacant	2,929.03	2,712.00	243.27	7,858.48	13,742.78			65.3%	
Total Area	3,841.00	3,767.00	2,225.00	11,207.00	21,040.00				

LAND USE PLAN

Existing Land Use Analysis

The following analysis focuses on the "planning area" of this comprehensive planning effort. The planning area is the area in which virtually all of Plainview's growth and development is expected to occur over the planning period (1989-2010). The area roughly but by no means precisely corresponds with the area within the existing corporate limits and extraterritorial jurisdiction of the city.

Obviously, prescribing what type of growth will occur and in what location the growth will occur is not possible in a dynamic community with any significant degree of precision, especially over the last half of a twenty year time span. Thus, some development, especially industrial development, may occur outside the boundaries of the planning area as outlined here. In this sense, the area analyzed here and included in the map illustrating the land use plan is an arbitrary delineation. As such, it may be necessary to expand the boundaries of the planning area at some future date if it becomes clear that development is occurring or can be reasonably be expected to occur in areas beyond the original study area.

Finally, some parts of the planning area will not be subject to development during the planning period. The fact that a particular tract or location is included in the planning area does not imply that it will be or is expected to be subject to development during the planning period. To repeat, the planning area is nothing more than the area in which Plainview's growth is expected and encouraged over the next twenty years.

1. Vacant/Agricultural

The existing land use tabulations and existing land use map suggest a substantial amount of undeveloped land in Plainview. In 1960, about 65 percent of the total planning area consisted of vacant land. By 1989, the vacant land acreage within that same total area had dropped to 55 percent. Even with the significant expansion of the planning area in this analysis, the vacant land total is only 63 percent, less than the 1960 total.

The vacant land total is quite deceptive, however. Most of the vacant land is within designated 100 year flood hazard areas or adjacent to heavy industrial uses. In effect, most vacant land in the planning area is vacant because it either cannot or should not be developed because of natural hazard (potential flooding) or should be developed with a particular type use (heavy industry).

This is especially true in areas within or in close proximity to existing development. Within the existing corporate limits approximately

percent of the total land area is either vacant or under agricultural use. However, percent of this area is in flood hazard zones.

2. Park and Open Space Uses

The total park and open space acreage in Plainview (522 acres) is quite substantial for a city of its size. Virtually all of this acreage is within flood hazard areas, which is a customary pattern in southern and southwestern states. Park areas or at least areas reserved for future park use are scattered throughout most of the city, although the north central and northeast areas (Sector C) do not contain park or recreation areas.

Two factors seriously diminish the actual usable park and open space total area. First, most of the acreage is open space in that the areas are completely or almost completely undeveloped and in a few instances not maintained and essentially unusable even as open space passive recreation areas. Second, the bulk of the developed parkland is located at two points along Running Water Draw, with both locations being long distances from much of the population of the city, especially the lower income population areas. (An extended discussion of park locations and facilities is found in Section of this planning report.)

3. Public and Semi-Public Uses

Over six percent of the developed area of the city, almost 400 acres, contains public and semi-public uses, excluding park and open space areas. The amount and percentage of land in such uses is atypical for communities of Plainview's size. One explanation for this large public and semi-public land usage is the presence of Wayland Baptist University in the city. The WBU facilities occupy a significant area in what is now the central area of the city. Furthermore, all of the facilities of the Plainview Independent School District are located within the planning area, even though the district serves a much larger geographical area.

4. Residential

a. Single Family

Single family residential uses are the predominant urban land use in Plainview, occupying over 23 percent of the total developed area. The total acreage of slightly over 1,400 acres is typical for a city of Plainview's population, with about 5.5 units per acre in residential areas. The percentage of total developed area, however, is somewhat lower than is customarily found in cities of this size.

Two factors appear to explain the relatively low percentage. First, Plainview has an unusually high industrial land usage total. Almost 20

percent of total developed land is in some form of industrial usage. Second, the street right-of way total is unusually high. Plainview has a large number of local streets with 75 and 80 feet right-of-way widths, extensive use of alleys in residential and commercial areas and an unusually large number of state and national highways. In particular, the presence of Interstate Highway 27 adds significantly to the right-of way total.

Perhaps the most surprising feature of the single family residential usage pattern is that there has been no decline in the percentage of such usage over the past 30 years. Even with major increases in acreage totals for multifamily, industrial and commercial uses, the increase in single family uses has kept pace as a percent of the overall developed area.

b. Multifamily

One of the major land use changes which has occurred in the past two decades is the increase in land area occupied by multifamily uses. Less than one percent of the developed area of the city consisted of such uses in 1960, compared to 2.4 percent in 1989. The actual acreage in multifamily uses tripled, from 43 to 145 acres.

While Plainview now has a significant number of multifamily units in its housing stock, the actual number of units is not as great as the acreage totals would suggest. Many of the multifamily units are two, three and four unit structures and most of even the larger apartment complexes are relatively low density, with fewer than 50 units. The other significant feature of the multifamily use pattern in Plainview is the fact that such uses are scattered at various locations through the city. The two exceptions include the large low and moderate income housing project on North Date and the various multifamily uses near the intersection of I-27 and West Twenty Fourth Street.

c. Mobile Home

The Plainview planning area contains several locations in which mobile homes are located. However, all of these areas are modest in terms of total acreage and number of units located at the site. In fact, the greatest number of mobile home units in the area is located on individual lots outside of mobile home parks in the Seth Ward area.

Data on mobile home usage was aggregated within the single family residential category in the 1960 planning document so direct comparison cannot be made. However, local observers verify that virtually all the major mobile home parks in the planning area have

been developed since that date. Even in Seth Ward, it appears that most of the manufactured housing units have been located there in the post-1970 period.

5. Commercial

Commercial activities in Plainview are scattered at various sites throughout the city, although several concentrations of activity can be located. The major concentrations include the mile long strip along Fifth Street (U.S. 70), the Edgemere Center area in the triangle between West Twenty Fourth, Dimmit Road and I-27, the area at and near the intersection of West Fifth and I-27 and the downtown area. However, numerous other commercial locations exist, including strip development along Quincy, Twenty Fourth, Ennis, Date, Columbia and I-27 south of Running Water Draw.

Even considering that some of the commercial acreage in Plainview is land extensive (implement dealerships, for example), the fact that over 350 acres is in some type of commercial use in the Plainview planning area is extraordinary. The actual total acreage in commercial uses has increased by 148 percent (from 143 acres to 354 acres) since 1960 while the total population of the city has increased by 25 percent during the same period. One consequence of the proliferation of commercial use development is a significant vacancy rate in commercial buildings.

6. Industrial

Industrial uses occupy a significant part of the developed land in the area. Almost 20 percent of the developed area consists of industrial uses and most of the industrial uses are heavy industry. Industrial sites are located along the rail line at the north and east edges of the downtown area, along North Columbia, at the north edge of the city along I-27 and Dimmit Road and at scattered locations in other parts of the city.

The industrial use category includes some large individual uses which should be noted. By far the largest is the airport, which is considered here as a heavy industrial use, even though it is jointly owned by the City of Plainview and Hale County. All railroad right-of-way is considered here as heavy industrial use, which also adds considerably to the total heavy industrial acreage.

FUTURE LAND USE PATTERNS

Major Factors Affecting Future Land Use

1. Water and Sewer Utility Services

The City of Plainview's water and sewer utility services are adequate to sustain the projected growth of the area. The City has a long term supply of surface water from the Canadian River Authority which together with existing ground water supplies should handle the water supply needs of the planning area through the year 2010. The internal storage, pumpage and distribution capacity of the Plainview system is in remarkably good condition both in terms of meeting existing needs and future demands on the system. Some improvements will be required during the planning period, especially relative to extension of major transmission mains and increasing storage capacities. These improvements and a detailed analysis of the water system is presented in Volume 2 of this report.

The basic elements of the City's wastewater collection and treatment system is also positioned well to meet future growth demands. Because of revisions in the regulations regarding quality of wastewater treatment, the City is currently planning significant improvements at its wastewater treatment plant. The plant can be readily improved and capacity expanded, however, as will be required during the planning period if projected growth occurs. The collection system will also need to be expanded and new outfall lines installed as growth occurs. Much of the internal line system serving existing development is close enough to capacity that major new growth should be serviced through a new outfall system. As outlined in Volume 2, however, the location of the treatment plant as well as existing lines feeding into the plant site is such that expansion of the system can be easily accomplished.

2. Thoroughfare System

One of the city's greatest strengths relative to attracting and serving new development is the existing thoroughfare system. The area is served by a north-south interstate highway (I-27), providing easy access northward to Amarillo and the Great Plains and Rocky Mountain areas and southward to Lubbock with its connections to the east and south. The area is served by an east-west major U.S. highway (U.S. 70) providing westward linkage to eastern New Mexico and eastward access to Wichita Falls, Oklahoma City and the north central Texas area. In addition, State Highway 194 provides excellent access northwestward to Dimmit and northeast New Mexico and FM 400 provides a heavily used "back route" connection to U.S. 82 and U.S. 84 east of Lubbock.

Internal access is focused around these same roadways, supplemented by Columbia (Business Route 87, which was the link to Amarillo and Lubbock prior to completion of the interstate) and several east-west local streets. The recent completion of Southwest Third connecting I-27 and Columbia and the extension and improvement of State Highway 194 (Quincy Street) between Fifth (U.S. 70) and Southwest Third resolve two of the larger growth bottlenecks in the city. In fact, the north-south thoroughfare system provides excellent accessibility for internal movement as well as linkage to external locations. The east-west system is not nearly as satisfactory, with major problems associated with virtually all the major streets north of Fifth. Widening of Twenty Fourth and extending it eastward to connect with Date Street (FM 400) is probably the priority thoroughfare system need during the planning period relative to expanding the growth potential of the city. A detailed analysis with recommendations is found in Volume 1, Section 4, of this report.

3. Flood Hazard Areas

The growth patterns of Plainview, both past and future, are significantly affected by the presence of strikingly large areas of designated 100 year flood hazard areas within the planning area. A considerable amount of urban development has already occurred in several of these areas. While the area is a semi-arid zone with an annual average of only 20 inches of rainfall, the absence of slope and the periodic heavy short term rainfall combine to create occasional major flooding problems. In the absence of mitigation measures, urban development at virtually any location in the planning area contributes to a greater potential for flooding inasmuch as urban development creates additional runoff into the playa lakes which have limited holding capacities.

The section of this report dealing with drainage issues (Volume 2, Section 7) identifies the major problems areas and suggests some recommendations. Probably the key consideration for policy makers in the planning process, however, is the overall and long term impact of particular types of development in particular areas. In some locations, certain types of uses with high runoff potential may be required to pursue mitigation measures at the time of development. The large basin west of the airport is an example of an area which may need to be treated with particular care. Any development in this drainage area, even outside the designated flood hazard area, will contribute to enlargement of an existing very sizable flood prone area. In the absence of any means of carrying this additional runoff into the nearby Running Water Draw, some mitigation measures would seem to be required to provide for storage of the additional runoff, either on a permanent basis or at least until it could be pumped into the Draw.

4. Fringe Area Development

A key factor in the Plainview area's future growth patterns is the existing development at the edges of the urban area, toward which the city is growing. Historically, industrial and heavy commercial uses have located

in these fringe areas. These industrial and heavy commercial uses increasingly constitute a barrier to other urban uses as development pushes outward toward the fringe areas.

In recent years growth in the area has been in a general westward direction, toward and past I-27. This pattern is likely to continue, in part because growth in other directions is impeded by the type and extent of fringe area development. Northward development along Columbia, I-27 and Dimmit Road runs into significant heavy industrial uses, making lighter commercial and residential development unlikely. Southward development runs into heavy industrial development along Business Route 87, the airport, a major flood hazard area west of the airport and heavy commercial development along I-27. Eastward development runs into heavy industrial development along and north of U.S. 70 and low and moderate income residential development, mixed with heavy commercial and industrial development north of the rail lines.

The encouragement of commercial and especially industrial development is critical to the city's future, providing jobs and a continued strong economic base. However, more effective direction to the location of especially the heavy commercial and industrial uses will need to be given in the future in order to reduce the impact of the incompatibilities which will inevitably arise as other urban uses push outward to the existing locations of commercial and industrial uses.

Future Land Use Projections

1. Residential Development

In a growing community, amounts of land converted to residential purposes are likely to be larger than conversions to industrial, commercial or other purposes. Generally, excepting street right-of-way, residential uses occupy more land area than any other form of urban development.

In determining future residential land requirements to serve the projected population of Plainview, the following assumptions were made:

- a. The 1980 average of 2.87 persons per occupied dwelling unit will decline slightly and average 2.75 through the planning period.
- b. A larger percentage of the population will choose to live in duplex and multifamily units and mobile homes as the cost of home ownership continues to increase relative to disposable income.
- c. The population increase will be spread uniformly over the planning period, with a slight upward trend during the period 2000-2010.

Most single family residential development during the planning period is likely to occur in the area bounded by I-27, Thirteenth Street (extended), Westridge Road and State Highway 194 (Dimmit Road). Another likely single family development area is along and south of Southwest Third Street, in the vicinity of the new La Mesa elementary school. A third area is west of Westridge Road, west of the existing Westridge Addition development.

Higher density residential development is likely to occur as part of a redevelopment process in some older single family residential areas and also at new locations. A substantial part of the existing single family residential development in and adjacent to the downtown area could be converted to higher density residential uses during the planning period. Much of this housing, especially in the northern and eastern parts of the downtown area, consists of older units which are likely to be redeveloped as 2-, 3- or 4-unit dwellings or demolished and replaced by multifamily units. This type of redevelopment could also occur in areas of immediate proximity to WBU, although city policy makers should be considerably more cautious about encouraging such change in the WBU area where single family residential uses still predominate and should be protected.

New, higher density multifamily type development is likely north of U.S. 70 (West Fifth) as a buffer around the commercial development west of I-27. Similarly, such development could be suitably located at and near the corner of West Twenty Fourth and I-27, west of the interstate. Finally, multifamily development could occur along and near Southwest Third near I-27 and behind the existing heavy commercial fronting I-27 south of Running Water Draw.

2. Commercial Development

Commercial development can be usefully divided into three different sub-categories for analytical purposes, at least. These include office uses, retail uses and general commercial uses. Office uses are compatible with most of the other commercial uses, possibly excepting the heavier commercial activities, and are often viewed as appropriate buffer uses between higher intensity commercial use areas and residential areas. Office uses are expected to predominate in the downtown area around the courthouse and probably increase in importance in other areas of downtown. A conversion and redevelopment process, from single family residential to small office uses, is also occurring and is likely to continue along West Sixth and West Seventh, between Columbia and Joliet.

Retail development is currently overbuilt in Plainview. The best evidence of this fact is the abundance of vacant retail structures, not just in the downtown but at locations throughout the city. For this reason, it may be several years before significant additional retail development activity occurs. Another possibility, however, is that existing commercial interests,

especially retail interests, will simply abandon their present unsuitable locations and relocate in existing or new shopping center sites.

The commercial development pattern in the city is characterized by lengthy strips of mixed retail and general commercial development, along streets such as Fifth, Twenty Fourth, Quincy, Columbia, Date and others. In the absence of strong discouragement by City policy makers, it is expected that Quincy and probably Twenty Fourth will continue the current transition from residential to commercial and become shorter versions of Fifth Street. Because these two streets lack available width to provide for turning movements, which are present on Fifth, traffic congestion and accessibility problems will reduce the likelihood that anything other than small shops and stores will be established on these streets, however.

Most retail development during the planning period is expected to occur in the vicinity of I-27, particularly along the west side of the interstate. The existing shopping center location at the northwest corner of I-27 and Fifth Street will likely be the hub of additional development. Another good possibility is at or near the corner of I-27 and Southwest Third.

Heavier, general commercial businesses are usually not as dependent on location and accessibility for survival as are retail establishments. At the same time, the location of such uses must be more carefully considered by policy makers because of their greater potential for conflict with nearby existing or future uses. General commercial development is expected along I-27 south of Southwest Third, along Southwest Third in the vicinity of the airport, along Columbia (Business Route 87) south of the airport and along South Date. A mix of light industrial and heavy commercial uses is expected in the area north of Thirty Fourth between Columbia and I-27.

The potential for some transportation/travel-oriented development at scattered sites along I-27 is also present. The exchanges at both the north and south ends of the planning area (I-27 at Columbia and I-27 at Business Route 87) as well as the I-27 at Quincy crossing are potential sites for truck stops, service stations, convenience stores or other travel-related activities.

3. Industrial Development

The area used for industrial activities is expected to significantly increase over the course of the planning period. Given the fact that much of industry likely to be attracted to Plainview is land extensive, industrial land use increases could be greater over the planning period than any other single use category.

Future industrial development, particularly heavy industrial uses, is expected to be located in the area north and west of S.H. 197 and I-27, respectively, along both side of I-27 north of the North Columbia

intersection, to the west and south of the airport and possibly on the east side of North Columbia and along U.S. 70 East. Development in the airport area is expected to be restricted to lighter industrial activities.

A more detailed discussion of economic development activities, expectation and recommendations are found in the Economic Development section of this planning report.

The following is a summary of the major features of future land use patterns:

1. Significant amounts of land now in agricultural and open space use will be placed in urban development uses during the planning period. Most of the development will consist of residential and industrial development and the thoroughfares required to serve the new development.
2. Considerable single family residential development is expected to occur, although other housing types, including modular and mobile homes as well as multifamily housing, are expected to be larger factors in the housing market than is currently the case.
3. Significant industrial expansion will occur and industrial uses will occupy a significantly larger area than is currently the case. Most industrial development will occur at the north end of the planning area and around and south of the airport.
4. The amount of land used for commercial purposes is anticipated to increase, but not as much as other types of uses. Most commercial development will consist of service and office uses.

LAND USE RECOMMENDATIONS

The land use plan for the city is illustrated in Plate 3-3. The following recommendations are general guidelines designed to assist the city in implementing the plan and to insure that future land use patterns are appropriate and compatible with the desires of residents of the community.

1. Residential Development

Low density residential development is expected to occur and should be encouraged in the area bounded by I-27, Thirteenth Street (extended), Westridge Road and Dimmit Road (S.H. 194).

Low density residential development is expected to occur and should be encouraged in the area along and near Southwest Third, near the new La Mesa elementary school site.

Redevelopment of low density residential areas in and near downtown through conversion to moderate and higher density residential development should be encouraged.

Existing residential development, especially single family development, should be protected from the intrusions and disruptions associated with adjacent or nearby commercial uses. This is especially critical in Plainview with the extensive strip commercial development pattern along virtually all streets carrying any significant traffic flow. The zoning ordinance and sign ordinance, with their regulations regarding location of different types of commercial uses, parking requirements, screening requirements, sign sizes and locations and other similar requirements, offer considerable potential for providing such protection, if used appropriately.

2. Commercial Development

Through its zoning and other regulations the City has the opportunity and some would argue the responsibility to give physical direction as well as more general encouragement or discouragement to different types of development activity. Previous policy decisions of the City have favored the re-zoning of property from residential to commercial at virtually any location desired by the property owner, in the absence of large scale opposition from nearby residents. The City should evaluate commercial zoning and re-zoning decisions in terms of long range consequences relative to impact on traffic conditions, nearby residential neighborhoods, availability of services (fire, police, etc.), and the precedent the decision sets for future decisions in similar cases, among other considerations.

Office, service and retail development should be encouraged in the downtown "core" area. Heavy commercial and light industrial type uses should be discouraged from locating downtown, except possibly at the eastern and northern fringes of the area.

Development of "clusters" of retail and service uses, rather than lengthy "strips" of such uses, should be encouraged. Such clusters should be located at points of greatest accessibility.

In areas where heavy commercial uses present clear disruption and harm to other prevalent adjacent and nearby uses, general commercial areas should be re-zoned to lighter commercial designations as the opportunity arises (usually through the change of use of a particular property) to make such change without creating a non-conforming use.

3. Industrial Development

Industrial type uses, even more than commercial uses, should be restricted in location to specific areas, generally away from residential, retail, service and office areas. Industrial use areas should be accessible by highway and/or rail line.

Heavier industrial use development is expected and should be encouraged in the area north of S.H. 194 and along I-27 north of Quincy. Similarly, heavier industrial use locations should be encouraged at the east edge of the city, along U.S. 70.

Lighter industrial development is expected and should be encouraged in the area west and south of the airport and along and north of Thirty Fourth Street between I-27 and Columbia. Another area designated for future industrial development is along the east side of North Columbia.

4. Flood Prone Areas

Excepting recreational facilities and parking lots, development should be discouraged in identified flood prone areas. Flood hazard mitigation measures can probably be utilized to allow development in some circumstances but such measures should be carefully reviewed. Long term drainage impacts and runoff potential assuming full buildout of a drainage basin should be evaluated in considerations regarding development in and near flood prone areas.

5. Park and Open Space Reservations

Even though the total acreage of parkland in the city is significant, most of the developed park locations are quite distant from residential neighborhoods. Accessibility to park and public open space areas is consistently near the top of lists of amenities that residents value in most communities. Neighborhood parks can be relatively small in size and still be quite satisfactory relative to the need for public outdoor space. If fiscal needs dictate, maintenance agreements can be made with local neighborhood associations.

Park and open space reservations should be required as development occurs. These reservations should be closely coordinated with the floodplain

protection needs of the city. Development of parks on school sites should also be encouraged as a joint effort between city and school system. Whether park sites are dedicated by developers on-site or built on school property, more public dollars can be used to develop parks since purchasing the property would not be necessary.

6. "Leap-Frog" Development

Development should be encouraged in areas which can be serviced without major and expensive expansion of existing city infrastructure. Because of the general economic practicality of developing lands that already are served by streets, water, sewer, fire, police and private utilities, it is recommended that tracts in or adjacent to developed areas be developed first and development in outlying areas be discouraged.

7. Infill Development

The city should also encourage new development through infill. Some vacant space does exist within the developed area which should be utilized before converting to urban uses any significant amounts of raw land outside the city. This would increase overall density within the city and make the provision of municipal services more cost effective. The exception to this situation might be heavy industrial uses, which might well be more appropriately located in outlying areas, even if infrastructural and service costs are increased as a result.

8. Land Use Regulatory Controls

Existing and future development in the community, especially residential development, should be protected from forces which reduce the quality of life and the "habitability" of neighborhoods. Appropriate use of zoning authority, subdivision regulations, sign restrictions, thoroughfare planning and similar land use regulatory authority is critical to providing such protection. Regular review and evaluation of these planning tools is required to insure that they meet existing needs of the community.

9. Review of Land Use Changes

All proposed land use changes should be carefully reviewed to assure that the changes do not contain the potential for conflict in uses with adjacent properties and are consistent with the land use plan of the city. The merit of such changes should always be weighed against the impact of the changes on the physical systems of the city, such as utilities, roads and emergency services. City policy makers should utilize the advice of professional planners and engineers in reviewing all major developments proposed within the city and its extraterritorial jurisdiction.

SECTION 4
THOROUGHFARES

SECTION 4 THOROUGHFARES

INTRODUCTION

One of the principal daily activities of life and progress in any city is the transportation of people and goods in all forms. The future economy and the type of community ultimately to be developed are determined to a large degree by the condition of thoroughfare facilities and the manner in which these facilities handle traffic, both within the City itself, and between Plainview and other towns and cities. The residents of Plainview should be able to reach their desired destinations with ease and comfort and should not be exposed to undue congestion and delay caused by inadequate facilities or by improper thoroughfare planning.

Streets are one of the most important physical parts of any city and, if adequate facilities are constructed, will represent the largest single required expenditure of the City. Thoroughfare right-of-ways occupy over 30 percent of Plainview's total developed area and allow for circulation between all areas within the City. In addition to the movement of traffic, streets provide access to and drainage for abutting properties, open space between buildings, and right-of-way for various utilities.

A thoroughfare plan is an essential guide to ensure that the future growth and development of Plainview will be accomplished in a uniform, orderly manner. It is through such a plan that completed city projects will provide maximum benefits and will become an integral part of the future city. This should assist in the elimination of duplication of expenditures and possible early obsolescence of improvements can be avoided.

Plainview's future Thoroughfare Plan must utilize the existing street and highway facilities, separate traffic by type and function, and recognize major traffic generators, in order to provide future thoroughfares designed to accomplish the following objectives:

1. Provide a structural framework which allows for the creation of logical community units bounded by high capacity major thoroughfares.
2. Minimize the traffic movements through residential areas or neighborhood units.
3. Utilize major thoroughfares to maintain and strengthen existing commercial development.
4. Coordinate thoroughfare development with guides to the subdivision of land and basic frameworks for the organization of urban land uses in the community.

5. Provide an adequate local thoroughfare system which is interconnected with the regional highway system and coordinated with all agencies responsible for thoroughfare development in the Area (State, Federal, County, City, and private developers) for unified development and improvement efforts.
6. Provide thoroughfare standards designed to assure that future traffic volumes move in a uniform and efficient manner.
7. Provide a guide for the expenditure of funds on streets, major thoroughfares, and highways as future growth in the area requires improvements and additions to the thoroughfare system.
8. Minimize the land and pavement required to properly handle the anticipated increases in vehicular traffic and the environmental impact of vehicular transportation on the living quality of the Community.

Previous studies conducted for the City of Plainview and referenced in this report include:

Texas Highway Department, District 5, "Report and Plan for Highway Development in Plainview and Vicinity", 1959.

Koch, Fowler, and Grafe, Incorporated "Plainview Comprehensive Plan Report 3, Thoroughfares", 1961.

Fowler and Grafe, Incorporated, "1985 Plainview Comprehensive Plan", 1963.

Parkhill, Smith, and Cooper, Incorporated and Shanahan/Wyse Associates, "Plainview, Texas Comprehensive Plan 1972-2000, Technical Report", 1974.

Traffic Engineers, Inc.,
"Traffic Engineering Plan for Plainview, Texas", 1980.

THE THOROUGHFARE PLAN

An understanding of all principal objectives of thoroughfare planning is a prerequisite to the development of a rational solution to any community's traffic circulation problem. The development of a long range plan must take into consideration the growth and expansion of traffic generators and the resultant traffic lines desired. The recommended thoroughfare must be developed by stages, over a period of years, as traffic demands and as money becomes available.

In general, the major thoroughfare plan indicates arterial and collector thoroughfares which should be improved, widened, or, extended to improve traffic conditions. If planned long enough in advance, the ultimate widening of existing thoroughfares can be accomplished without undue expense through the establishment of building lines through which all subsequent

remodeling or new buildings may be required to conform. One of the principal functions of the thoroughfare plan is guiding future land development through extensions into outlying territory presently undeveloped. The thoroughfare plan shows the location and width of the arterial and collector thoroughfares and is based on the principal of classifying streets according to their function as expressed in terms of location, arrangement, width of right-of-way, and width of roadway. The locations of local or residential streets are not shown on the major thoroughfare plan since the City Planning and Zoning Commission, in exercising its authority, can regulate the subdivision of land.

Once the Thoroughfare Plan is adopted by the City, the administration of the Plan will rest with the City Planning and Zoning Commission and the engineering staff in correlating subdivision activities and in administering the Subdivision Ordinance.

When properties which are now unplatted, are developed, right-of-way for both the collector and arterial thoroughfares, as designated in the Thoroughfare Plan, should be obtained by the City. Therefore, the City will make certain that right-of-ways of adequate width will be provided when ultimately needed within the areas they serve. Zoning applications necessitated by changing land use patterns caused by economic changes or other determinant factors will have to be processed in the already developed area through the administration of the Thoroughfare Plan. When areas of redevelopment involve existing right-of-ways which do not have sufficient widths to meet the requirements of the Thoroughfare Plan, the required right-of-way in such cases is predicated on the fact that the change in land use itself warrants the creation of wider streets to handle adequately the traffic which will be generated by the change in land use. In the sections of the City that contain inadequate right-of-ways and involve areas that are not subject to any zoning change or redevelopment program, the City will have to negotiate the acquisition of right-of-way needed with the individual property owners involved. In cases such as this, the minimum right-of-way requirements acceptable to the development of an adequate thoroughfare system have been recommended. In many of these cases, special engineering studies will have to be conducted to minimize the amount of land to be acquired through negotiation and/or purchase by the City.

THOROUGHFARE CLASSIFICATIONS

Because of the composition of traffic found within any community and because the needs of traffic arterials are various, streets and thoroughfares should be classified according to their particular thoroughfare systems and according to the volume of traffic that each particular system will carry. Each type of thoroughfare has its own separate function and all thoroughfares work together in establishing an overall system. The general classification of a street system is as follows:

1. The expressway-freeway system - provides for the expeditious movement of traffic between areas across cities, is not designed to provide direct access to the land it traverses. The main purpose of the expressway-freeway is to move large volumes of traffic at relatively high speeds with as few delays and interruptions as possible. Since expressway-freeway systems are designed to carry the inter-regional traffic, normally they do not have intersections at grade. Expressways and freeways have right-of-way width requirements of 300 to 400 feet and access to abutting property is usually provided by parallel service roads and/or separate streets.
2. The arterial thoroughfare system - has two principal functions. The primary function of an arterial thoroughfare is the movement of thru traffic between areas throughout the City. The second function is the provision of direct access to abutting properties. However, this access is subject to necessary controls on entrances, exits, and curb uses. The continuity of the arterial thoroughfare routings is of extreme importance. The more important primary traffic arterials are usually improved with median strips which increase the traffic capacity and permit better traffic control.
3. The collector thoroughfare system - not only provides through traffic movement within the various areas or neighborhoods of the city but also provides direct access to the abutting properties. The collector thoroughfare serves as a distributor or collector street between the primary arterials and the local or residential streets. Continuity and continuation of collector thoroughfare routings outside the neighborhood limits are not necessary.
4. The local street system - provides local streets for the internal traffic movement and for direct access to the residential-commercial-industrial land uses.

THOROUGHFARE PLANNING

The basic principle involved in thoroughfare planning is that traffic moving on local streets is generally intersected by a system of collector or feeder streets, and these collector streets carry local traffic through the neighborhood to the arterial thoroughfares. The arterial thoroughfares then provide the means of access to other neighborhoods or distant points within the urban area or provide access to the freeways and highways leading to other communities. The general relationship of arterial, collector, and local thoroughfares and neighborhood development is illustrated in Figure 4-1.

Arterial thoroughfares create the boundaries of the various neighborhoods throughout the community, and should avoid cutting through established residential areas. These streets should extend a considerable distance and have continuous alignments, wide right-of-way, thick and wide roadway surfaces, few intersections with local streets, and no intersections with railroads at grade. If the arterial thoroughfares are properly located, convenient access can be provided to existing commercial developments and unnecessary traffic can be removed from local streets.

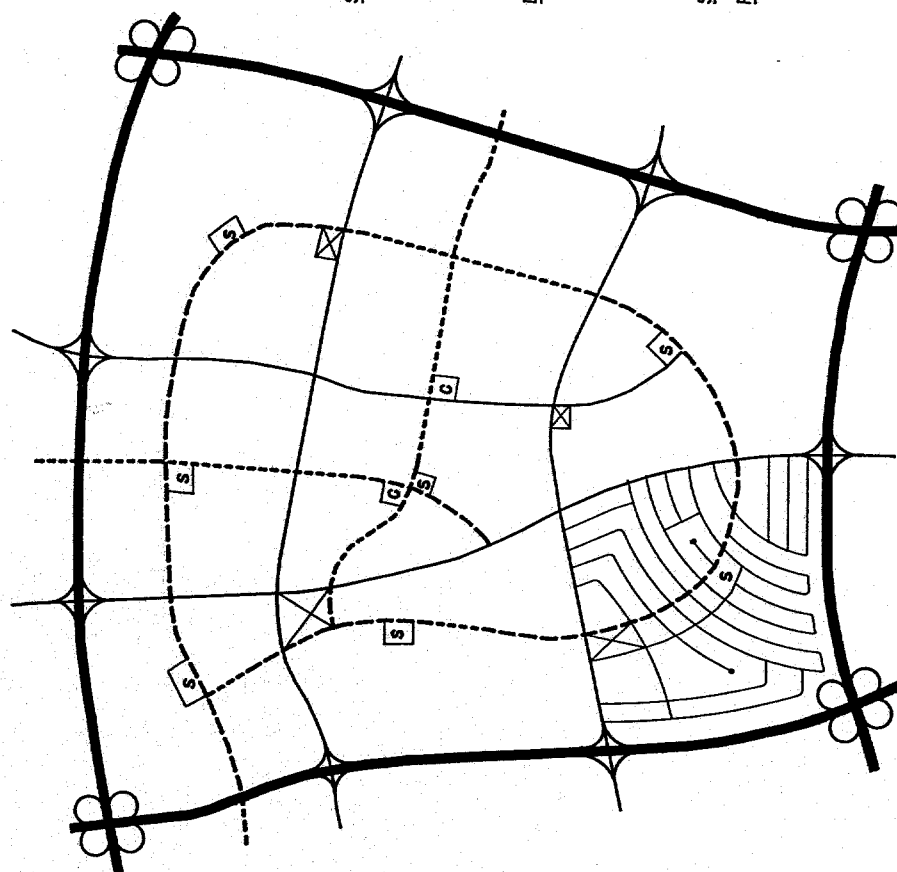
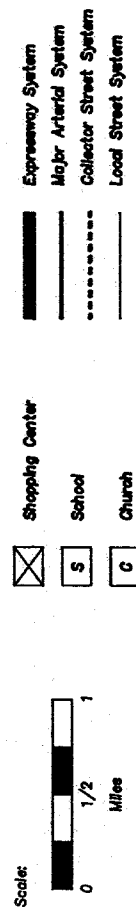


FIGURE 4-1

TYPICAL THOROUGHFARE LAYOUT



SUMMARY OF STREET CLASSIFICATION CRITERIA

System			
Expressway	Major Arterial	Collector	Local
primary	primary	equal	secondary
none	secondary	equal	primary
over 3	over 1	under 1	under 1/2
miles	mile	mile	mile
express	regular	regular	none exceed C.B.D.
major generators & C.B.D.	secondary generators & C.B.D.	local areas	individual sites
Interstate & state primary	state primary & secondary	county roads	none
1 - 3 miles	1 mile	1/2 mile	-----
0 - 8		20 - 35	65 - 80

Element

Service Function

movement access

principal trip + length

use by transit

Linkage

Land Uses

Rural Highways

Spacing

Percentage of System

STREET CLASSIFICATION

SOURCE: Standards for Street Facilities and Services, Procedure Manual 7A, National Committee on Urban Transportation, Public Administration Service, Chicago, Ill. - 1958

Collector thoroughfares are usually located approximately midway between arterials, dividing the community as nearly as possible into quadrants. Collectors are usually shorter in length than arterial thoroughfares. Also, collector rights-of-way are not as wide and do not require as thick a paving as do the arterial thoroughfares. Collector thoroughfares intersect more frequently with the local streets than do the arterial thoroughfares, and have a continuous alignment within the neighborhood. In commercial areas, traffic volumes build up too rapidly for efficient use of collectors, and the local access streets should therefore connect directly with the arterials. In large industrial areas, a collector street may be needed only occasionally.

The local or residential streets of the neighborhood lead to the collectors. These local streets are curvilinear, sometimes discontinuous, in order to discourage all traffic except that which may originate in or have a destination within the neighborhood. Most of the homes of a community face on the local streets; therefore, these streets represent the greatest percentage of the total community street system. Residential or local street rights-of-way may be less in width than arterial or collector thoroughfare rights-of-way, and the continuous routing of local thoroughfares is not always necessary. Cul-de-sacs and sweeping or reverse curves are permitted. The basic design and layout of local street system facilitates local traffic movement and discourages through traffic or fast moving traffic. Modern traffic studies and investigations made through origin and destination surveys indicate that most of the traffic in the city moves from the various outlying residential areas and the highway on the city's perimeter to the areas containing business establishments and places of employment. The central business district and adjacent industrial areas form the central area that is the destination of a great portion of the intra-city traffic. It is therefore reasonable to conclude that main avenues of travel must be developed that will lead from the outlying residential areas as directly as is reasonable to the central area. It might not be practical to reach all of the outlying residential areas of the City with diagonal or radial thoroughfares which would provide these areas with the most direct means of access, but it is essential to provide as many thoroughfares as possible to make all outlying areas readily accessible to the central area and to each other by designing a system of well selected strategical radial and crosstown interconnecting arterials. This network of arterials should provide adequate and convenient connection between areas or neighborhood cells, as they are often termed, and would serve as carriers of the heaviest flow of traffic.

The location of streets and highways has traditionally influenced the development and value of urban property. Land along high volume traffic arterials is customarily considered to have higher commercial and industrial values than similar property on arterials carrying less traffic. This philosophy has created the condition of strip commercial land use which is typical of many streets and highways. The stripping of heavily traveled arterials without controlled land use planning has caused congestion and has destroyed the incentive for commercial development that originally existed. A city cannot hope to approach the solution to a traffic problem if it permits the efficiency of its existing and future arterials to be impaired through lack of proper regulation and land development.

One of the main purposes of circulation planning or thoroughfare planning is to secure faster, safer, and more pleasant travel as limited by the financial ability of the urban community to pay for such improvements. Since circulation systems are permanent and are expensive to build and operate, the greatest care and foresight is needed to develop plans for them. Specialized goals must be balanced at all times with the overall goals of city planning, and there must be a sound estimate of future needs as well as present problems. It is necessary to develop the standards and criteria of design for the development of the various types of streets which comprise the overall circulation system.

THE NEIGHBORHOOD UNIT THEORY

By the means of the planned neighborhood, it is hoped that the neighborhood's physical framework (streets, open spaces, community facilities, and localized shopping) will provide an environment for satisfactory living. All elements would be placed in such relation to each other to create a residential neighborhood that meets the needs of its residents. The neighborhood unit concept is characterized by the following goals:

1. A centrally located elementary school within easy walking distance of every home in the neighborhood, no further than one-half mile.
2. Appropriately located playgrounds and parks in the neighborhood comprising about 10 percent of the area.
3. Commercial and retail locations to meet daily households needs, grouped together at accessible points.
4. A residential living environment where the internal street system discourages through traffic and where arterial thoroughfares preferably bound the neighborhood.
5. Centrally located community facilities buildings.
6. A harmony of design and development that helps establish and maintain a healthy and satisfying environment.

The neighborhood unit concept can be applied to replanning of existing sections as well as the planning of new areas. Major thoroughfares and similar physical features affect the determination of the desirable boundaries for neighborhoods. In undeveloped areas that will become the residential neighborhoods and communities of tomorrow, planning has the best opportunity to influence the course of development. The creation of well-balanced, self-contained communities should be the objective of all subdivision activity. The coordination of small subdivisions into an integrated unit is the responsibility of the Planning and Zoning Commission in its administration activities, which deal with the processing of preliminary and final plats. It is important that a new subdivision conform to the community's comprehensive plan and meet the requirements of land subdivision regulations, the building code and the community's zoning regulations. Private deed restrictions may supplement public regulations. However, private contracts are not a substitute for controls that are matters of public responsibility.

Recreational areas and facilities made available on a neighborhood level should be reasonably accessible from within the limits of the neighborhood. They are frequently located close to the elementary school, thus permitting a mutually advantageous grouping of public facilities. Neighborhood shopping facilities should be located to minimize danger, noise, and traffic. Neighborhoods should be bounded but not crossed by arterial thoroughfares. Internal street patterns should discourage through traffic yet permit the easy internal circulation and reasonable direct movement to the neighborhood facilities, local stores, transit and arterial thoroughfares. In a gridiron development, where streets parallel the primary traffic artery, all such parallel streets can become undesirable alternate routes when traffic becomes congested on the arterials, inducing additional traffic to use what normally would be a residential street with only local traffic.

Well-planned neighborhoods that meet these requirements will be desirable neighborhoods and will enjoy a considerable degree of stability. A community consists of a group of neighborhood units. On the community level, additional facilities are required such as a high school with adequate play field and park areas. A community center made up of a variety of stores and shops, professional offices and public buildings such as fire and police stations, branch library, branch post offices, and possibly a theatre. A community or a group of communities comprise a city and it is the coordination of the neighborhood unit concept and the proper development of thoroughfares that creates a desirable environment and will stabilize property values.

COOPERATIVE PROGRAM

With growth and new developments, traffic patterns and habits are changing continually. The construction of a new street or the opening of a new thoroughfare connection should be coordinated with the City's comprehensive plan and all local agencies responsible for thoroughfare development. All recommended street improvements program should make use of land use data so that the current deficiencies can be improved as rapidly as possible. The entire thoroughfare plan should be reexamined periodically in the light of new developments of land uses and other circumstances which cannot be anticipated at the present time. These changes could possibly create the need for re-evaluation and adjustment in the related components of the community's comprehensive plan.

Complete understanding of the intent, and agreement of the purpose and concept of the major thoroughfare plan by all agencies involved are essential. One very important agency is the Texas Department of Highways and Public Transportation. Since the greatest percent of traffic on highways in the vicinity of the City will either have an origin or destination within the City, highway facilities must be located and designed to serve this demand. The Highway Department will be most cooperative insofar as possible in working with the City in the development of a well-organized street and highway system to serve the general public.

Likewise, the Commissioners' Court, which is primarily responsible for the development and maintenance of the county road system, has a vital interest in the overall thoroughfare plan for the area, and in many counties joint programs have been developed using both city and county funds to the mutual benefit of both governmental agencies. The platting process for new subdivisions is one area where the City and County must work together to ensure the continuity and alignment of streets.

TRAFFIC VOLUMES

The possible capacity of any type of street, thoroughfare, road, or highway is dependent upon a number of variable factors: width of driving lane, legal speed limit, frequency of intersections, traffic controls, volume of cars making turning movements, sequence of any traffic signal, vision clearance, and types of terrain and roadway surfacing. Therefore, the traffic capacities of any thoroughfare will vary according to the characteristics and conditions which prevail in the given area.

Traffic volumes on local residential streets can be readily estimated, especially if a recent origin-destination survey has provided data on trip generation of dwelling units. A typical urban dwelling unit generates between 4.0 and 10.0 trips per weekday. The lower figure prevails in high-density areas with low-car ownership and the higher rate in low density areas of high car-ownership. Only about 80 percent of these trips will have one end at the home, but this figure is counterbalanced by commercial vehicle trips made to the home, so that the initial trip generation figure is a rough, but satisfactory base for further estimation.

Traffic volumes on collector streets vary greatly, from 2,000 or 3,000 up to 8,000 or more vehicles a day. Since streets with lower volumes seem to carry higher proportions of their 24-hour volumes in the peak hour, 12 to 14 percent on streets like collectors, it is better to locate collectors at intervals close enough to obtain the lesser loading. Any collector with more than 8,000 vehicles per day is probably carrying through traffic and doing the work of an arterial. This amount is then an indication of the need for increasing road capacity in the vicinity, either by the construction of freeways or the improvement of arterials.

The capacity of primary traffic arterials is generally figured in capacities per lane. Six hundred vehicles per hour per lane is a common standard. This figure may be set higher or lower, depending on turning movements, one- or two-way design, percentage of commercial vehicles, parking, and bus stops. A four-lane arterial may carry up to 2,400 vehicles per hour during the peak hour. Since peak-hour traffic is split directionally, with less going in one direction than in the other (60-40 is a common ratio), 2,000 vehicles per hour is the more usual peak hour load. With the peak hour carrying 8 or 10 percent of the daily load, a four-lane arterial may then carry 20,000 to 25,000 vehicles per day.

The most recent traffic counts performed in the City of Plainview by the Texas Highway Department indicate the following average daily traffic volumes:

<u>STREET LOCATION</u>	<u>AVERAGE DAILY TRAFFIC VOLUME</u>
5th Street (west of Quincy)	16,660
5th Street (west of Columbia)	15,050
5th Street (east of Columbia)	14,430
5th Street (west of I-27)	11,400
Quincy Street (between 13th and 14th)	10,810
Quincy Street (north of 5th)	9,070
Columbia Street (between 13th and 15th)	7,600
Columbia Street (north of 5th)	7,040
Date Street (north of 5th)	5,390
Date Street (north of F.M.2286)	5,200
5th Street (east of Date)	5,100
Columbia Street (north of 24th)	4,800
24th Street (west of Date)	4,800
State Highway 194 (east of I-27)	4,700
State Highway 194 (west of I-27)	4,200
Columbia Street (between S.W. 3rd and S.W. 6th)	4,150
5th Street (west of I-27)	4,100
Quincy Street (north of 24th)	2,280
Date Street (between S.E. 2nd and S.E. 5th)	2,200

Vehicle registration figures indicate that as the total number of registered vehicles constantly increases, the ratio of persons per vehicle has historically decreased. This ratio decrease has leveled off in recent years. In 1986, 30,995 vehicles were registered in Hale County, corresponding to a ratio of about 1.25 persons per vehicle, which is below the state and national average.

TRAFFIC FORECASTING

Currently the best technique for estimating future travel is based on an estimate of the future land use. This can be in the form of a land use plan, which must be based on estimates of future population. Given the future land use plan, the beginnings and endings of future trips can be estimated. The trip generation rates of concurrent data can be applied against the future estimated land uses. In practice, many refinements must be added because trip generation rates vary with car ownership and density of land development among other factors. Car ownership is not stable over time, so estimates of future car ownership must be made. Densities must be treated as constant or may be altered if there is good evidence of predicting changes. Several detailed investigations have shown that there is a high correlation between net residential density and the average number of trips generated per dwelling unit. The data developed in these studies was as follows:

Rural density patterns--10 trips per dwelling unit
Low density residential areas--8 trips per dwelling unit
Medium density dwelling areas--6 trips per dwelling unit
High density dwelling areas--4.5 trips per dwelling unit

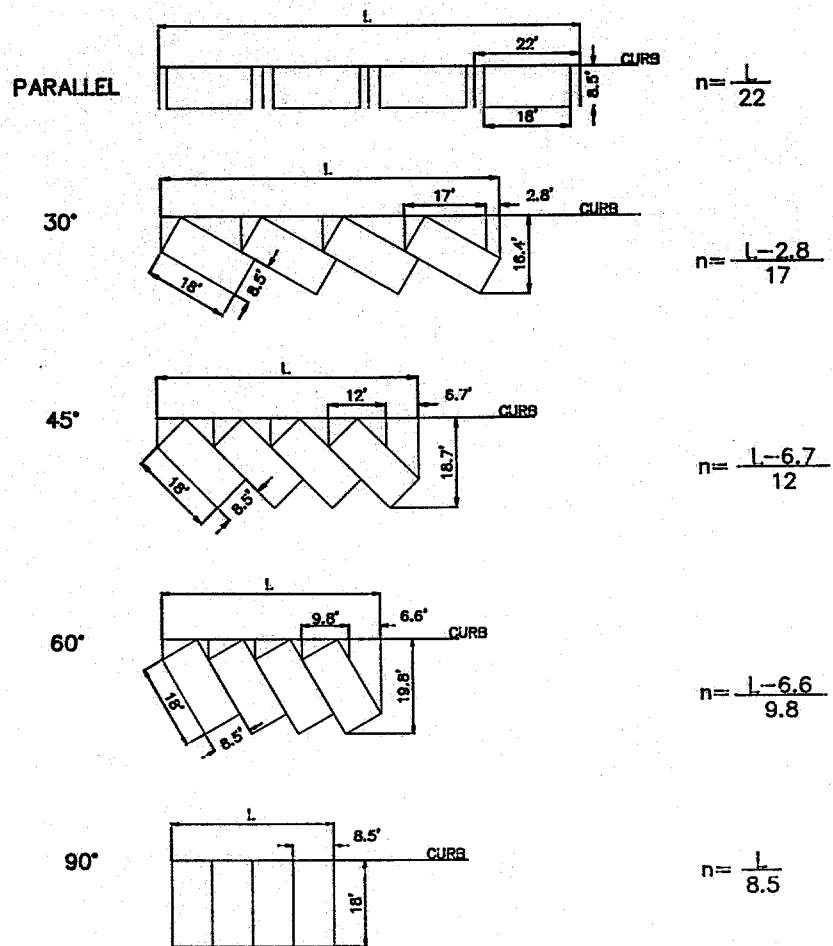
Additional data available from in these studies will be very helpful in forecasting future traffic movements in the community. The origin and destination surveys which are available have developed a correlation between trip destination and land use. The pattern of trips from residential areas 1) to central business district is 25 percent; 2) to industrial areas is 17 percent; 3) to park and open space is 15 percent; 4) to local shopping areas is 13 percent; 5) and to other residential areas is 20 percent.

Assuming not over 40 vehicles per 100 family units moved during peak periods, a roadway with one lane in each direction would accommodate the traffic generated by 750 families in a residential area.

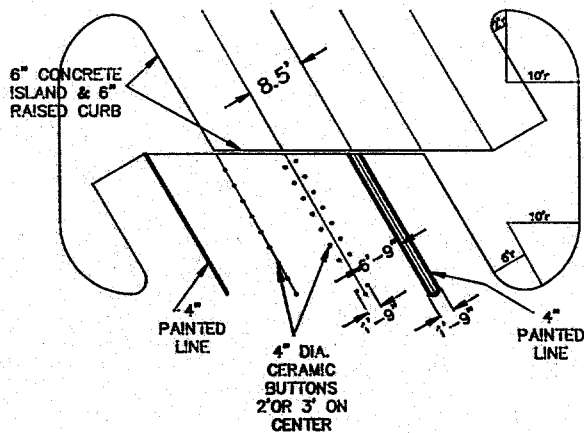
PARKING

Parking is an integral part of the automotive transportation system. Where terminal storage capacity is inadequate, traffic backs up into the streets and excessive hunting for parking space may affect the street system. One objective of a good circulation plan is to determine and provide a balance between the circulation of motor vehicles and their terminal storage with due regard for other types of transportation and for buildings and land values.

The original form of parking was along the curb, free and unregulated. With increasing demands for parking, regulation of curb usage became necessary and the parking meter became the most effective means of controlling parking and increasing turnover. The meter provides a source of revenue well over cost of installation and maintenance. Parking meters are not now used by Plainview and the installation of meters in the Central Business District would further hasten the deterioration of the downtown area. Nevertheless, curb parking takes up one full lane that might be better used for moving vehicles. It also seriously impedes traffic flow in the second lane where drivers maneuver to park. Figure 4-2 illustrates ideal space and size requirements for on-street or direct access parking at various angles. Off street parking takes place in a variety of forms, any one of which may be selected to satisfy local conditions. Besides the surfaced lot, there may be parking buildings and subsurface parking structures. The quantity of parking required to serve an area is a function of the total number of trips generated in that area, of the split between automobile and mass transportation uses, of the duration of parking, of pricing, of walking distances, and other hourly, daily, and seasonal travel patterns. The Plainview area is not in a state of development where structured or underground parking is feasible.



SPACE REQUIREMENTS FOR PARKING AT VARIOUS ANGLES



METHODS FOR MARKING PARKING STALLS

FIGURE 4-2

PLAINVIEW, TEXAS	
PARKING STANDARDS	
DATE	APPROVED

THOROUGHFARE STANDARDS

A careful review and analysis of the current development standards being followed by the City, and taking into consideration local practices and preferences, recommended thoroughfare standards which should be utilized for the improvement of streets in the they have been prepared and are illustrated on Figures 4-3 through 4-10. The recommended standards are considered basic standards and would be utilized in the vast majority of cases. Streets with peculiar engineering or right-of-way problems will necessitate the development of special standards requiring specific engineering studies. These typical cases do not necessarily need to be covered by the normal standard which have the greatest application.

Local Thoroughfares

Cross-sections of local streets vary with building practices, abutting land uses, parking, weather conditions, planting of street trees, and other considerations. For single-family residential areas, a minimum right-of-way width of 50 feet and a pavement width of 31 feet back to back is recommended. This type of street should be laid out and designed to discourage speed and through traffic movement using loops, cul-de-sacs, moderate curves, and hills. Plainview has used a typical right-of-way of 60 feet on its past standards.

The system design of local streets greatly affects traffic. Cross streets and intersections with acute angles are likely to cause accidents. No local streets should intersect at an angle of less than 75 degrees. A design which brings local streets into an arterial thoroughfare creates unnecessary friction points, and also cause accidents. A design which directs the local streets into a collector, which then feeds into the arterial at controlled points, is desirable.

A design which provides for a minimum number of intersections and cross streets should be an objective in the interest of public safety. Block lengths up to a range of 1,200 to 1,400 feet have been found satisfactory. The streets should lead in the direction of the focal points of the development, such as the shopping center, school and public centers.

The use of cul-de-sac or dead-end streets has the advantage of preventing through traffic movement. Such street types are useful where topography or exceptional long block depths create odd-shaped land areas. Cul-de-sacs should not exceed a distance of 500 to 600 feet in length. For turning circles, a minimum outer curb roadway radius of 40 feet is suitable. The use of a 50 foot radius will be necessary if there is to be parking within the circle, in order to provide space for turning longer vehicles. The street property line diameter should be at least 100 feet. "Back-arounds" or shaped cul-de-sacs can be used where the lengths do not exceed 300 to 350 feet and where population densities are low. The "loop" street system is preferable to the cul-de-sac. It provides easy circulation, which is desirable for deliveries, fire and police protection and can be used to discourage fast traffic.

THOROUGHFARE CLASS	NUMBER OF TRAFFIC LANES	LANE WIDTH (Feet)	R-O-W WIDTH (Feet)	PAVEMENT WIDTH FACE TO FACE (Feet)	DESIGN SPEED (M.P.H.)		MINIMUM GRADE (Percent)	MAXIMUM GRADE (Percent)	STOPPING SIGHT DISTANCE (Feet)		MINIMUM CENTERLINE RADIUS FOR HORIZONTAL CURVES WITH NO SUPER-ELEVATION (Feet)	VERTICAL CLEARANCE (Feet)	LATERAL CLEARANCE (Feet)	MINIMUM LENGTH OF CREST VERTICAL CURVES (Feet)		MINIMUM LENGTH OF SAG VERTICAL CURVES (Feet)	
					1	2			1	2				1	2		
ALLEYS	NA	NA	* 20-25	10	NA	NA	0.5	14%	NA	NA	NA	15	6	NA	NA	NA	NA
RES.	2	12	50-60	30	25	20	0.5	10%	150	110	350	15	6	20A	20A	20A	20A
C2UA	2	12	60-75	36	30	25	0.5	8%	200	150	440	15	6	28A	20A	20A	20A
C2UB	2	12	60-75	40	30	25	0.5	8%	200	150	440	15	6	28A	20A	20A	20A
C4U	4	11	65-75	44	35		0.5	7%	250		590	15	6	38A		27A	
M4U	4	11	65-75	44	40		0.5	7%	300		750	15	6	55A		35A	
M4D	4	12	100	24/24	45		0.5	6%	400		940	15	6	69A		44A	
M6D	6	11	100	33/33	45		0.5	6%	400		940	15	6	69A		44A	
P6D	6	12	120	36/36	50		0.5	6%	450		1000	15	6	85A		55A	

NOTES:

USE COLUMN 1 FOR ORDINARY TERRAIN HAVING AVERAGE GRADES FROM 0-8%.

USE COLUMN 2 FOR ROLLING TERRAIN HAVING AVERAGE GRADES OVER 8%.

THE MAXIMUM PERCENT GRADE WITHIN 30 FEET OF A MAJOR THOROUGHFARE IS 3%.
THE MAXIMUM GRADE WITHIN 30 FEET OF THE INTERSECTION OF A RESIDENTIAL OR COLLECTOR STREET IS 5%.

A = THE ALGEBRAIC DIFFERENCE IN GRADES IN PERCENT.

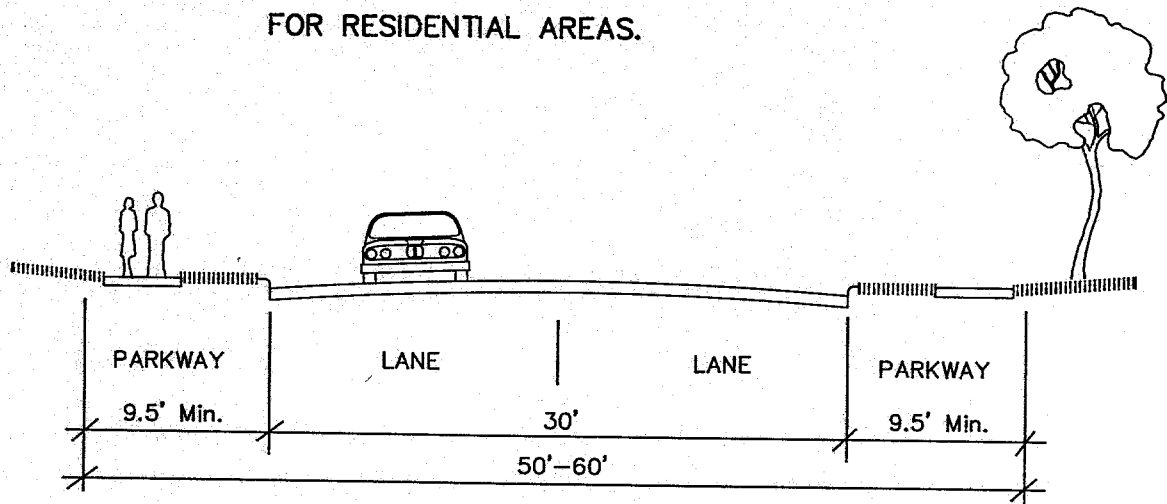
* 25'-0" FOR RESIDENTIAL

20'-0" FOR BUSINESS OR INDUSTRIAL

PLAINVIEW, TEXAS	
RECOMMENDED THOROUGHFARES	
DATE	APPROVED

FIGURE 4-3

RES — RESIDENTIAL, 2 LANES, UNDIVIDED
FOR RESIDENTIAL AREAS.



DESIGN ELEMENT

STANDARD

NUMBER TRAFFIC LANES
LANE WIDTHS (Feet)
RIGHT-OF-WAY WIDTH (Feet)
DESIGN SPEED (M.P.H.)
GRADE¹ (Percent)
STOPPING SIGHT DISTANCE² (Feet)
HORIZONTAL CURVATURE³ (C.L. Radius in Feet)
VERTICAL CLEARANCE (Feet)
LATERAL CLEARANCE⁴ (Feet)
LENGTH OF CREST VERTICAL CURVE (Feet)
LENGTH OF SAG VERTICAL CURVE (Feet)

MINIMUM	DESIRABLE	RECOMMENDED
2	2	2
11'	12'	12'
50'	60'	60'
25-30	25-30	25-30
0.5 Min.	8 Max.	
110-150	200-250	200-250
230	350	350
15'	15' (+)	15' (+)
2'	6'	6'
20A	28A	28A
20A	35A	20A-35A

CAPACITY (vpd) : 18,000

NOTES:

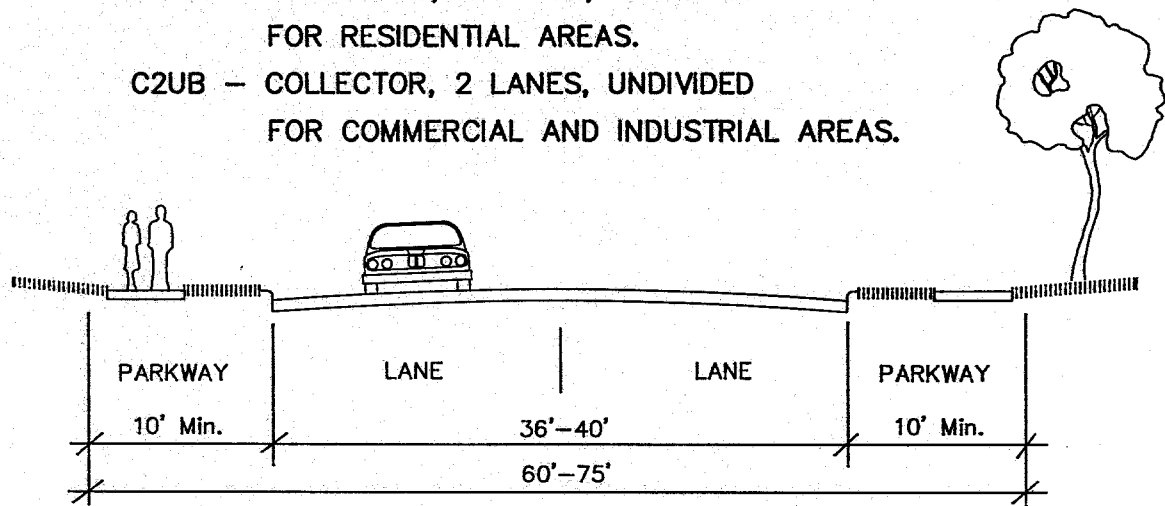
- ¹ Standard used depends upon type of terrain and design speed.
 - ² Standard used depends upon design speed and perception/reaction time.
 - ³ Standard used depends upon design speed and extent of superelevation.
 - ⁴ Effective capacity is reduced with any lateral clearance less than 6'.
- A = The algebraic difference in grades in percent.

FIGURE 4-4

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

C2UA — COLLECTOR, 2 LANES, UNDIVIDED
FOR RESIDENTIAL AREAS.

C2UB — COLLECTOR, 2 LANES, UNDIVIDED
FOR COMMERCIAL AND INDUSTRIAL AREAS.



DESIGN ELEMENT

STANDARD

NUMBER TRAFFIC LANES
LANE WIDTHS (Feet)
RIGHT-OF-WAY WIDTH (Feet)
DESIGN SPEED (M.P.H.)
GRADE¹ (Percent)
STOPPING SIGHT DISTANCE² (Feet)
HORIZONTAL CURVATURE³ (C.L. Radius in Feet)
VERTICAL CLEARANCE (Feet)
LATERAL CLEARANCE⁴ (Feet)
LENGTH OF CREST VERTICAL CURVE (Feet)
LENGTH OF SAG VERTICAL CURVE (Feet)

MINIMUM	DESIRABLE	RECOMMENDED
2	2	2
11'	12'	12'
60'	75'	75'
25-30	25-30	25-30
0.5 Min.	8 Max.	
150-200	250-350	250-350
350	440	440
15'	15' (+)	15' (+)
2'	6'	6'
20A	28A	28A
20A	35A	20A-35A

CAPACITY (vpd) : 18,000

NOTES:

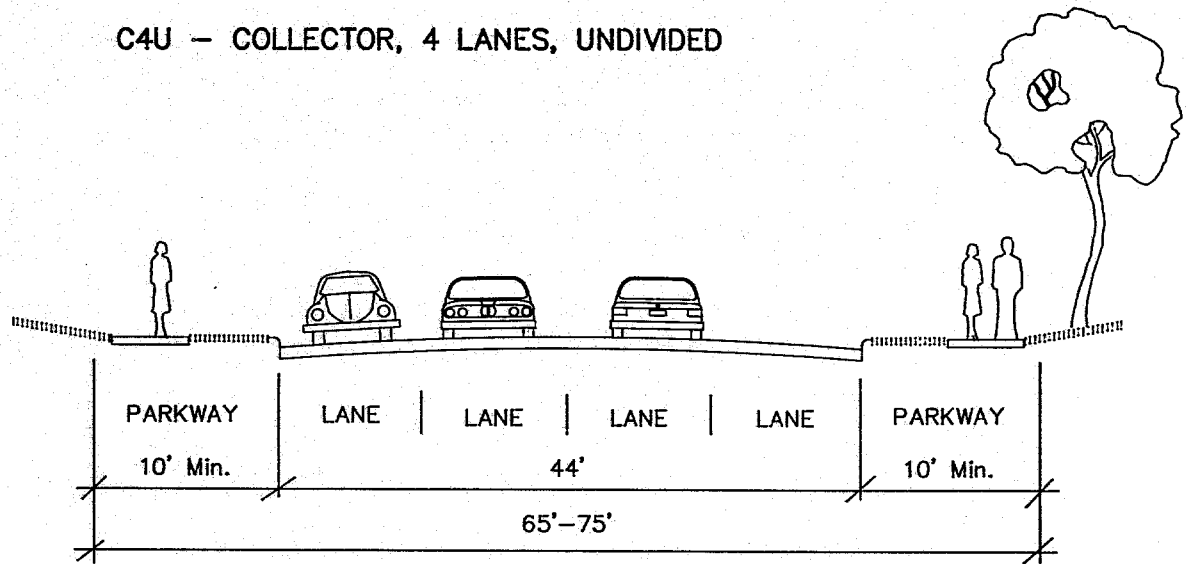
- ¹Standard used depends upon type of terrain and design speed.
²Standard used depends upon design speed and perception/reaction time.
³Standard used depends upon design speed and extent of superelevation.
⁴Effective capacity is reduced with any lateral clearance less than 6'.

A = The algebraic difference in grades in percent.

FIGURE 4-5

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

C4U – COLLECTOR, 4 LANES, UNDIVIDED



DESIGN ELEMENT

NUMBER TRAFFIC LANES
 LANE WIDTHS (Feet)
 RIGHT-OF-WAY WIDTH (Feet)
 DESIGN SPEED (M.P.H.)
 GRADE¹ (Percent)
 STOPPING SIGHT DISTANCE² (Feet)
 HORIZONTAL CURVATURE³ (C.L. Radius in Feet)
 VERTICAL CLEARANCE (Feet)
 LATERAL CLEARANCE⁴ (Feet)
 LENGTH OF CREST VERTICAL CURVE (Feet)
 LENGTH OF SAG VERTICAL CURVE (Feet)

STANDARD

MINIMUM	DESIRABLE	RECOMMENDED
4	4	4
11'	11'	11'
65'	75'	75'
30	40	35
0.5 Min.	7 Max.	7
250	250–350	250–350
520	590	590
15'	15'(+)	15'(+)
2'	6'	6'
38A		38A
27A	45A	27A–45A

CAPACITY (vpd) : 18,000

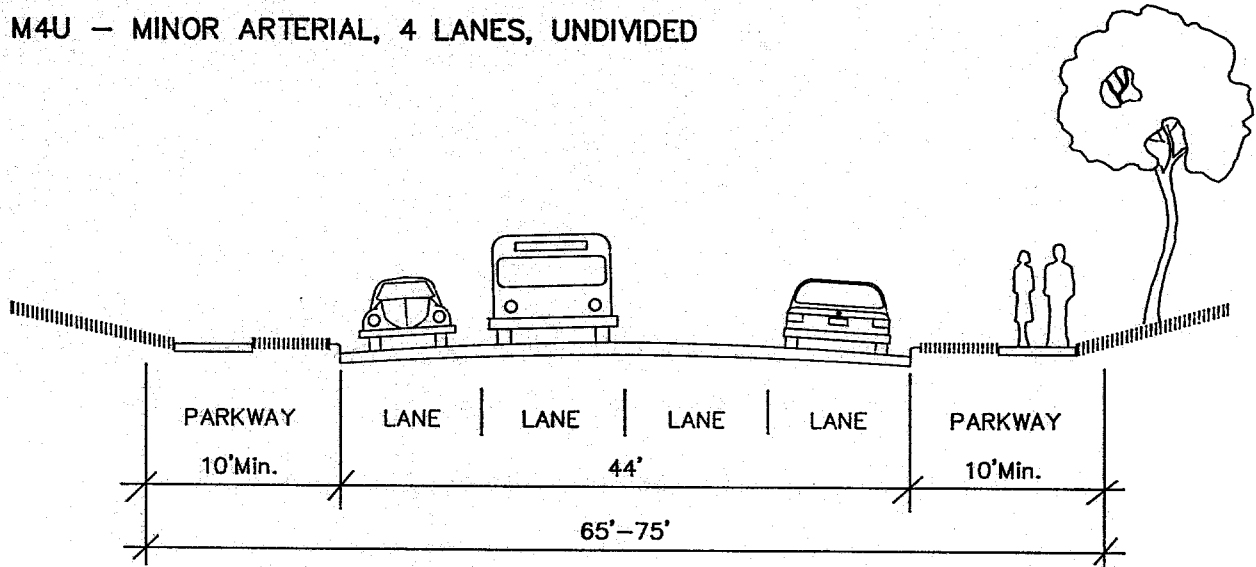
NOTES:

- ¹ Standard used depends upon type of terrain and design speed.
² Standard used depends upon design speed and perception/reaction time.
³ Standard used depends upon design speed and extent of superelevation.
⁴ Effective capacity is reduced with any lateral clearance less than 6'.
 A = The algebraic difference in grades in percent.

FIGURE 4-6

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

M4U – MINOR ARTERIAL, 4 LANES, UNDIVIDED



DESIGN ELEMENT

STANDARD

NUMBER TRAFFIC LANES

LANE WIDTHS (Feet)

RIGHT-OF-WAY WIDTH (Feet)

DESIGN SPEED (M.P.H.)

GRADE¹ (Percent)

STOPPING SIGHT DISTANCE² (Feet)

HORIZONTAL CURVATURE³ (C.L. Radius in Feet)

VERTICAL CLEARANCE (Feet)

LATERAL CLEARANCE⁴ (Feet)

LENGTH OF CREST VERTICAL CURVE (Feet)

LENGTH OF SAG VERTICAL CURVE (Feet)

MINIMUM	DESIRABLE	RECOMMENDED
4	4	4
11'	11'	11'
65'	75'	75'
40	45	40
0.5 Min.	7 Max.	5-7(±)
300	425	300-425
670	750	750
15'	15'(+)	15'(+)
2'	6'	6'
55A		55A
35A	55A	35A-55A

CAPACITY (vpd) : 18,000

NOTES:

¹ Standard used depends upon type of terrain and design speed.

² Standard used depends upon design speed and perception/reaction time.

³ Standard used depends upon design speed and extent of superelevation.

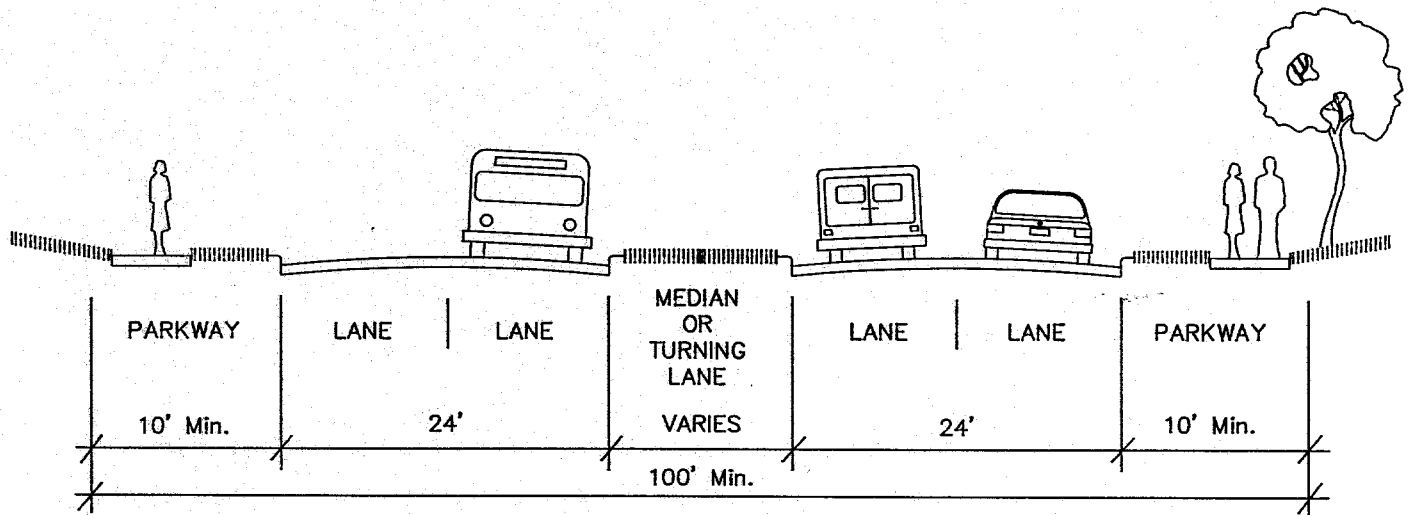
⁴ Effective capacity is reduced with any lateral clearance less than 6'.

A = The algebraic difference in grades in percent.

FIGURE 4-7

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

M4D – MINOR ARTERIAL, 4 LANES, DIVIDED



DESIGN ELEMENT

STANDARD

NUMBER TRAFFIC LANES

LANE WIDTHS (Feet)

RIGHT-OF-WAY (Feet)

DESIGN SPEED (M.P.H.)

GRADE¹ (Percent)

STOPPING SIGHT DISTANCE²(Feet)

HORIZONTAL CURVATURE³(C.L. Radius in Feet)

VERTICAL CLEARANCE (Feet)

LATERAL CLEARANCE⁴(Feet)

LENGTH OF CREST VERTICAL CURVE (Feet)

LENGTH OF SAG VERTICAL CURVE (Feet)

MINIMUM	DESIRABLE	RECOMMENDED
4	4	4
12'	12'	12'
100'	100'	100'
40	45	45
0.5 Min.	6 Max.	5-6(±)
300	400	400
670	940	940
15'	15'(+)	15'(+)
2'	6'	6'
69A		69A
44A	65A	44A-65A

CAPACITY (vpd) : 20,000

NOTES:

¹Standard used depends upon type of terrain and design speed.

²Standard used depends upon design speed and perception/reaction time.

³Standard used depends upon design speed and extent of superelevation.

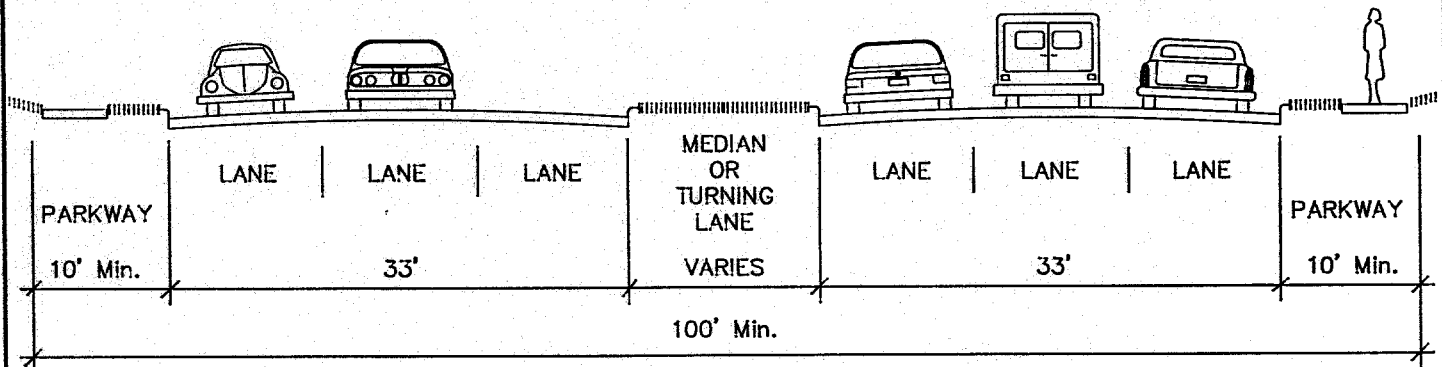
⁴Effective capacity is reduced with any lateral clearance less than 6'.

A = The algebraic difference in grades in percent.

FIGURE 4-8

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

M6D — MINOR ARTERIAL, 6 LANES, DIVIDED



DESIGN ELEMENT

STANDARD

NUMBER TRAFFIC LANES	
LANE WIDTHS (Feet)	
RIGHT-OF-WAY (Feet)	
DESIGN SPEED (M.P.H.)	
GRADE ¹ (Percent)	
STOPPING SIGHT DISTANCE ² (Feet)	
HORIZONTAL CURVATURE ³ (C.L. Radius in Feet)	
VERTICAL CLEARANCE (Feet)	
LATERAL CLEARANCE ⁴ (Feet)	
LENGTH OF CREST VERTICAL CURVE (Feet)	
LENGTH OF SAG VERTICAL CURVE (Feet)	

MINIMUM	DESIRABLE	RECOMMENDED
6	6	6
11'	11'	11'
100'	100'	100'
40	45	45
0.5 Min.	6 Max.	5-6(±)
300	400	400
670	940	940
15'	15'(+)	15'(+)
2'	6'	6'
69A		69A
44A	65A	44A-65A

CAPACITY (vpd) : 30,000

NOTES:

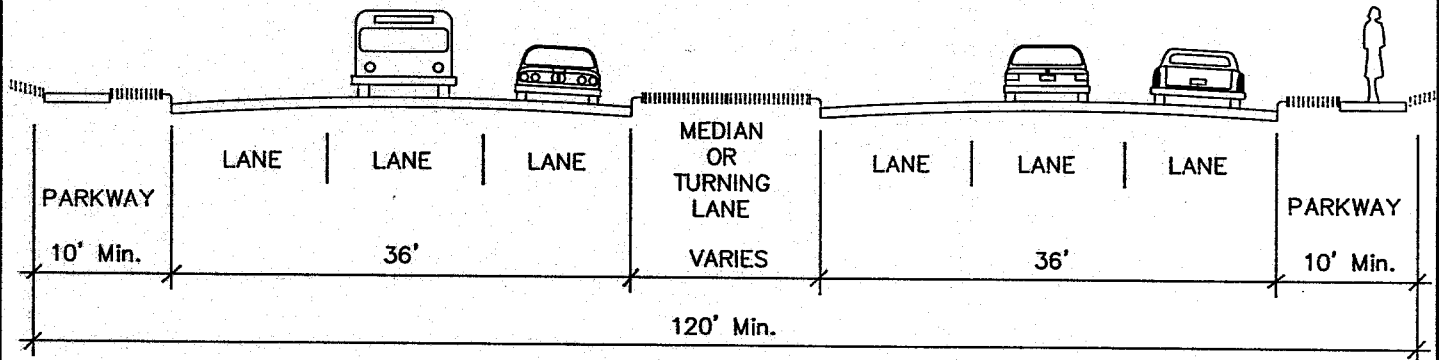
- ¹Standard used depends upon type of terrain and design speed.
- ²Standard used depends upon design speed and perception/reaction time.
- ³Standard used depends upon design speed and extent of superelevation.
- ⁴Effective capacity is reduced with any lateral clearance less than 6'.

A = The algebraic difference in grades in percent.

FIGURE 4-9

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED

P6D – PRINCIPAL ARTERIAL, 6 LANES, DIVIDED



DESIGN ELEMENT

NUMBER TRAFFIC LANES
 LANE WIDTHS (Feet)
 RIGHT-OF-WAY (Feet)
 DESIGN SPEED (M.P.H.)
 GRADE¹ (Percent)
 STOPPING SIGHT DISTANCE² (Feet)
 HORIZONTAL CURVATURE³ (C.L. Radius in Feet)
 VERTICAL CLEARANCE (Feet)
 LATERAL CLEARANCE⁴ (Feet)
 LENGTH OF CREST VERTICAL CURVE (Feet)
 LENGTH OF SAG VERTICAL CURVE (Feet)

STANDARD

MINIMUM	DESIRABLE	RECOMMENDED
6	6	6
11'	12'	12'
120'	120'	120'
45	50	50
0.5 Min.	6 Max.	4–6(±)
400	450	450
840	1000	1000
15'	15'(+)	15'(+)
2'	6'	6'
85A	85A	85A
55A	75A	55A–75A

CAPACITY (vpd) : 30,000–42,000

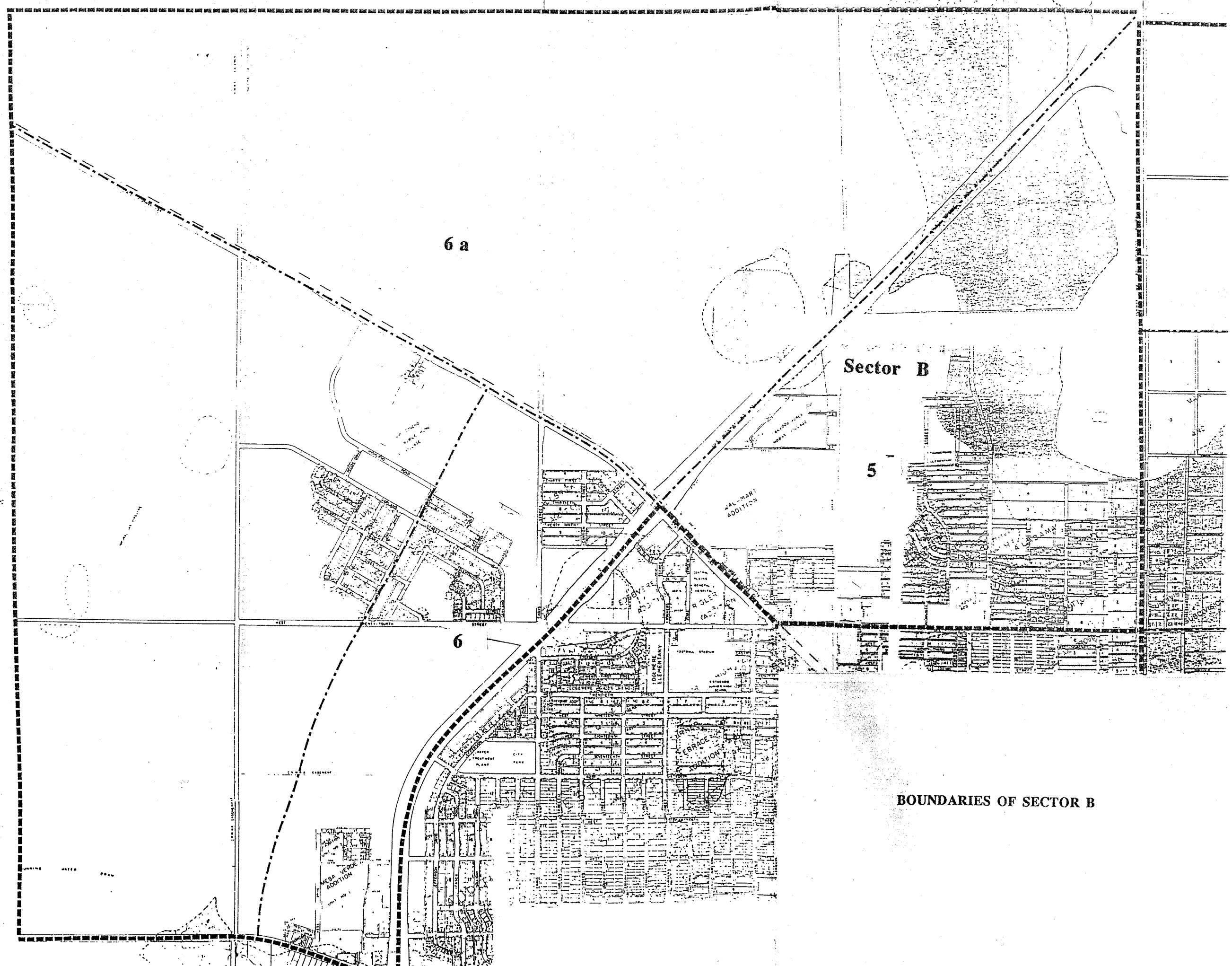
NOTES:

- ¹Standard used depends upon type of terrain and design speed.
- ²Standard used depends upon design speed and perception/reaction time.
- ³Standard used depends upon design speed and extent of superelevation.
- ⁴Effective capacity is reduced with any lateral clearance less than 6'.

A = The algebraic difference in grades in percent.

FIGURE 4-10

PLAINVIEW, TEXAS	
THOROUGHFARE STANDARDS	
DATE	APPROVED



Sidewalks should be provided a minimum of 4 feet wide located at a setback or 5 feet wide when abutting curb. Building and utility setbacks required by zoning or by official building lines are an integral part of the street design. They vary in depth depending on local conditions such as lot depths, building types, and climate. Zoning ordinances usually require off-street parking and off-street loading which are necessary regulations to maintain the operating efficiency of a street.

In commercial developments, standard collector widths may be necessary for local and service streets, depending on the type of parking, sidewalk widths, traffic volume and turning movements of vehicles. Most modern shopping centers provide their own offstreet parking areas and are designed so that a local street is not required. Instead, driveways perform this function for moving vehicles from nearby arterials to the parking areas or to the passenger or freight loading areas. A well-designed shopping center roadway and parking layout illustrates how separating parking and movement can prevent conflicts.

Industrial development areas have their own local streets. The width of such streets is dependent on the predominate type of trucking, whether maneuvering of truck trailers is on or off the streets, parking requirements, drainage and curbing and the setbacks of buildings. For the layout of industrial street systems, consideration should be given the railroad sidings in relation to buildings and the probable distribution of industrial plant sizes. Grades and utilities are important, but where traffic volumes are small and distances short, circulation is less important than land service. Good circulation systems are important to fire and police protection in industrial development.

Collector Thoroughfares

In cross-section, the collector street should not be narrower than any of the local streets entering it, for obvious reasons. Right-of-way widths between 60 and 75 feet with a minimum pavement width of 36 feet is recommended. Pavement widths of 40 or 44 feet are desirable, particularly near commercial and industrial development. Parking should be discouraged and residential buildings preferably should not face into, or have driveways entering, the collector streets.

The design of collector streets is most important for development of traffic safety. The "T" intersection is superior for traffic and safety. Planting should be held back from the street, and the sidewalks should be separated from the pavement by a wide parkway. Sight distances at intersections should be adequate, with no visual barriers near the corner.

The spacing of collectors is partly a function of the factors that affect residential trip generation: car ownership, population density, mass transportation usage, and so on. A spacing at one-half mile intervals is standard for collectors. Spacing of collectors will also be affected by the use of the street as the main approach to the community facilities such as parks and schools located in the center of the neighborhoods. It is probably not desirable for collectors to form a continuous system across neighborhoods, since there may be a tendency for traffic to use the collector as an arterial street, negating one of the basic principles of residential planning.

Arterial Thoroughfares

Cross sections of arterial streets can be extremely variable, ranging from a simple 65 foot right-of-way with a 44 foot pavement to a right-of-way 100 feet or more in width, with median strips and service drives. Arterials should be designed primarily for traffic, with such compromises as are necessary to service adjoining properties. The incorporation of traffic signals, median strips, and extra lanes for turning movements are especially important for obtaining the maximum capacity out of a fixed right-of-way. Parking on arterial streets is one function that is gradually being controlled more and more due to the pressures of high traffic volumes.

Three ways of improving arterials should be considered. The first is to provide additional capacity for movement (such as a freeway), which will reduce the traffic volumes on the arterials. The second is to make sure that the design of the future primaries is adequate for future needs. The third is to take steps to improve conditions on existing arterials to the extent possible.

Often little can be done with older primary arterials because the street width is so narrow and buildings come right up to the property lines. As the City grows, however, sometimes a natural adjustment occurs; the retail outlets die out and are replaced by wholesale houses or industrial plants whose access requirements for street parking and frequent stops are not so great. It may then be possible for buildings to turn their backs on the arterial thoroughfare and gain principal access from side or rear yard parking lots. The Planning and Zoning Commission would do well to encourage such developments.

The key to the design of newer arterials is greater widths, preferably rights-of-way of up to 200 feet with deep lots adjoining. Such right-of-way widths permit traffic to flow more freely on divided roadways, access to abutting property being provided by service roads. Such a design is, in effect a small scale freeway, with access permitted but carefully regulated. The right-of-way should be made wide enough so that lanes can be added, so that access can be controlled, and intersections can be grade-separated in the future.

The layout of a system of arterials cannot be put in categorical terms. It is a joint function of traffic volumes and of the shapes and sizes of areas of the City, (residential communities, industrial districts, and commercial centers).

In general, arterial thoroughfares should not be located more than one mile apart. In the older areas of the city, the arterial layout is probably fixed, established perhaps by survey or along well established roads that served for intercity travel in the past.

EXISTING HIGHWAY FACILITIES

The City of Plainview lies at the crossroads of state and federal highways. Interstate Highway 27 (U.S. Highway 87) is a direct north-south route between Lubbock and Amarillo. The old U. S. Highway 87 business route passes through the City on Columbia Street, while Interstate Highway 27 loops to the west and northwest for through traffic. The major east-west thoroughfare traversing Plainview is U. S. Highway 70 (Fifth Street). The intersections of Fifth Street at Columbia Street and Fifth Street at Quincy Street are generally recognized as the busiest in the City. State Highway 194 enters Plainview from the northwest along the Fort Worth and Denver Railroad, then runs south on Quincy Street terminating at U. S. Highway 70. The area is also served by Farm-to-Market Roads 400, 2286, and 1767, as well as numerous other country roads.

EXISTING STREET CONDITIONS

Local thoroughfares within the Plainview corporate limits can generally be classified as in good surface condition. A majority of the City streets are asphalt (approximately 90%) in combination with concrete curb and gutter. This is a common street section for the local topography and sandy clay loam soil. A few of the asphalt streets are considered in fair condition. Those streets considered poor are mostly unpaved sections around the perimeter of the City. Those streets which are listed in fair condition are considered adequate for the current needs and level of traffic service, if properly maintained. Only very isolated portions of curb and gutter sections are in poor condition. Several streets located in and around the Central Business District retain the heritage of brick pavement and comprise approximately 3% of the City total.

The above thoroughfare analysis classifications can generally be defined as follows:

- "Good"- relatively smooth surface, without major potholes, well maintained, well drained
- "Fair"- rough surface, potholes patched during periodic maintenance, less stable subgrade associated with poorer drainage, but can be travelled comfortably at a reasonable speed.
- "Poor"- very rough or unpaved surface, open potholes, unstable subgrade associated with poor drainage or lack of maintenance, and cannot be travelled comfortably.

Plate 4-1 shows all of the streets within the Plainview Corporate Limits together with width of travelled surface, width of right-of-way, type of surface, and general condition in accordance with the above rating system.

There are certain major thoroughfares critical to the existing and future circulation system. Those in need of immediate improvement as a direct or partial result of the pavement condition are portions of Quincy Street, Joliet Street, Southwest Third Street, Sixteenth Street, Twenty-Fourth Street, and Westridge Road. Improvements to unpaved local streets should be considered individually, as residential development or traffic patterns dictate.

EXISTING THOROUGHFARE SYSTEM

The existing gridiron pattern of streets in Plainview places an emphasis on the distribution and condition of arterial and collector thoroughfares. The construction of Interstate Highway 27 improved many of the City's historical traffic problems. At the same time, it has created new circulation and traffic patterns critical to safety and access to specific areas.

Currently, the most critical deficiency in the existing thoroughfare system is the lack of adequate east-west arterials north of Fifth Street (U.S.70). A need exists for connections and access to Interstate Highway 27 and Quincy Street, particularly in the form of truck routes. As the City continues to develop, an increased concentration of traffic on Fifth Street will result. Currently, right-of-way and pavement widths on Sixteenth Street and Twenty-Fourth Street are inadequate to accomodate the volume of traffic carried by Fifth Street. Direct access to the northern sections of the Central Business District is not adequate, specifically to and from Eleventh Street. Parts of Tenth Street could be utilized as an arterial/collector depending on future zoning and development patterns.

Recent improvements to Third Street and Fifth Street have aided circulation in the southern portion of the City. These two streets provide a vital link between the Interstate Highway system and the core area of downtown.

Now that Southwest Third Street serves as a major artery, connecting thoroughfare extensions from Fifth Street and Twenty-Fourth Street should be considered. The major north-south thoroughfare between Interstate Highway 27 and Columbia Street (U.S.70) is Quincy Street, which is unpaved in the area south of Fifth Street. A restricting right-of-way and pavement width condition exists on Quincy Street between Twenty-Fourth and Twenty-Sixth Streets. Quincy Street, if upgraded to major arterial standards, should provide a central link between Third Street and Twenty-Fourth Street. In addition, the other north-south arterials and collectors located west of Columbia Street (Ennis, Yonkers, and Joliet), will eventually require similar extensions and improvements.

Future development abutting on and to the west of Interstate Highway 27 will create a need for new arterials and collectors. An increase in traffic volumes on those streets currently in place will occur, particularly on Westridge Road.

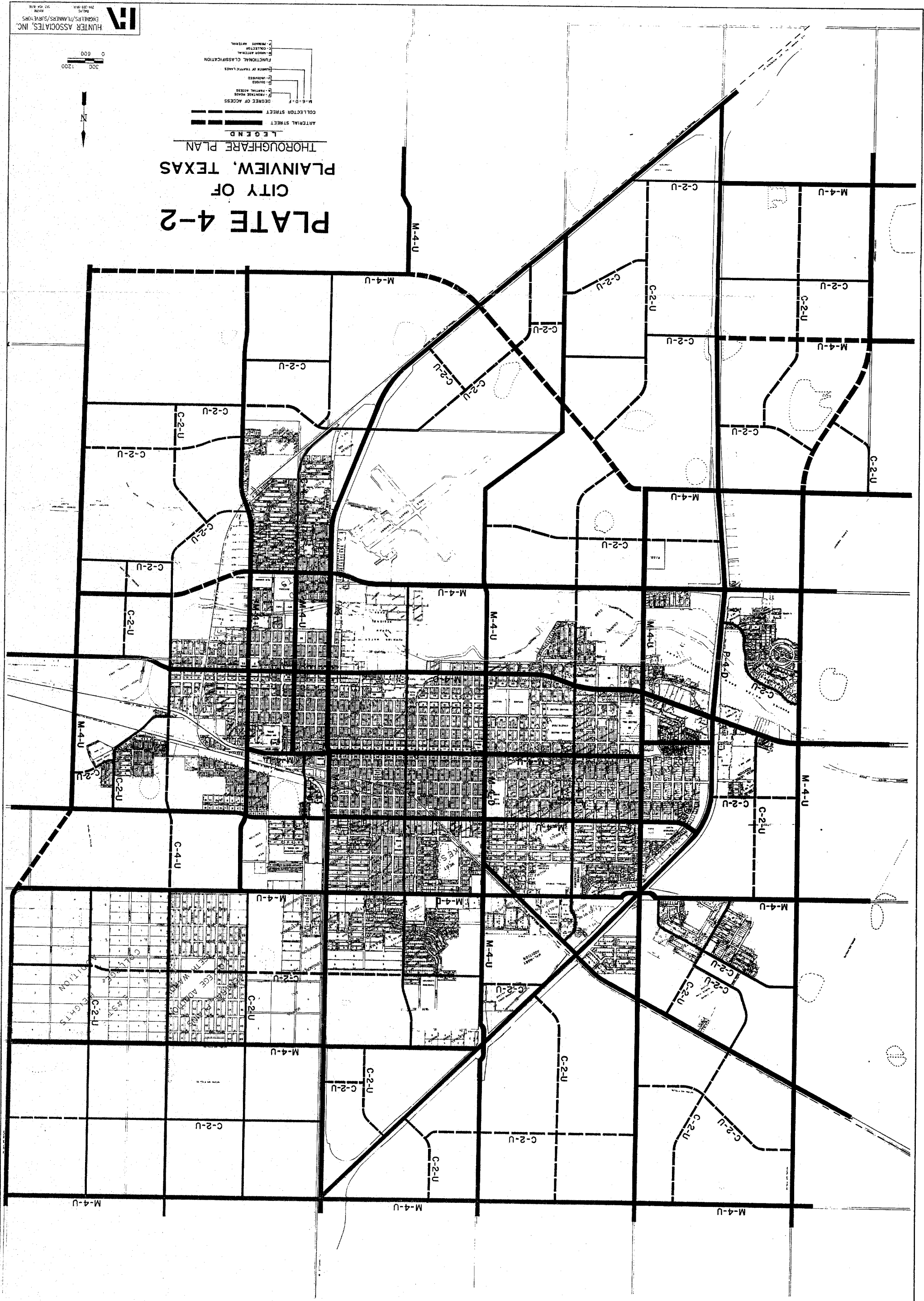
PLATE 4-2 CITY OF PLAINVIEW, TEXAS THOROUGHFARE PLAN

- LEGEND**
- ARTERIAL STREET
 - COLLECTOR STREET
 - DEGREE OF ACCESS
 - FRONTAGE ROAD
 - LOCAL ROAD
 - UNIMPROVED
 - NUMBER OF TRAFFIC LANE
 - FUNCTIONAL CLASSIFICATION
 - COLLECTOR
 - ARTERIAL
 - PRIMARY

0 300 600 1200

N

HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
214-289-9911
214-289-9912



Future development abutting on and to the west of Interstate Highway 27 will create a need for new arterials and collectors. An increase in traffic volumes on those streets currently in place will occur, particularly on Westridge Road.

The State Highway Department has identified that all Interstate service roads will become one-way in the future. This plan could change existing traffic patterns in the immediate area. Although a change from the existing two-way service roads would improve traffic flow and safety near major intersections, access to certain locations along Interstate Highway 27 and other portions of the City will be greatly affected. In some instances, the routes between origins and destinations with a one-way service road system would be increased by several miles. Currently, the lateral and parallel arterial-collector system located to the west of Interstate Highway 27 combined with the spacing of interchanges, are not adequate for one-way service roads. A significant inconvenience to citizens and the traveling public will occur, along with inequities among various commercial establishments. A detailed traffic study will become necessary to determine both the positive and negative specific traffic effects of one-way service roads. Prior to the implementation of a one-way system, the Highway Department, in combination with the City, should prepare a detailed analysis of the traffic flows, signage, turning movements, and emergency access requirements.

The Federal Highway Administration and the State Highway Department has approved entrance and exit ramps from Interstate Highway 27 at Quincy Street to provide better access to the Wal-Mart Distribution Center. Also, signalization control timing at the intersection of Interstate Highway 27 and Fifth Street has recently been revised to improve safety and traffic movement.

The City of Plainview has recently considered the need for a collector thoroughfare north of 24th Street between Interstate Highway 27 and Quincy Street. The proposed collector could be located in one of several locations to the north of the Wal-Mart Distribution Center, probably as an extension of Thirty-Third Street. This collector would improve circulation in the area and help relieve truck traffic from Quincy Street and the Dimmit Highway by providing a more direct access to the Wal-Mart Distribution Center.

Interstate Highway 27 has removed most of the through traffic that formerly traveled on U.S. Highway 87 and Columbia Street. Congestion near the Central Business District is not critical at the present time, although several problems do exist in the area. Broadway serves as the "main street" of the Central Business District but has moving traffic lanes constricted by on-street angle parking. The intersection of Eighth Street and Austin Street near the post office is difficult to maneuver around. Some traffic signals on Ash Street and a portion of Broadway have recently been removed, but a majority of the intersections on Broadway still have traffic signals, some of which may not be warranted under the Uniform Traffic Control manual.

The overpass on Fifth Street at the Panhandle and Santa Fe Railroad demonstrates how grade separations can improve traffic movement. Other

intersections where grade separation structures should be considered include the Dimmit Highway (S.H. 194) and Twenty-Fourth Street, Columbia Street and Twenty-Fourth Street, and railroad crossings at Columbia Street and Date Street. The significant capital cost of structures and requirements for right-of-way in these locations must be justified on a cost benefit basis.

There are several intersections in the City which could be classified as hazardous, congested, or problematic. Specifically, the intersections of the Dimmit Highway (S.H. 194) and Twenty-Fourth Street, Joliet Street and Twenty-Fourth Street, Columbia Street (U.S.87) and Twenty-Fourth Street, Dimmit Highway - Quincy Street - Twentieth Street, Dimmit Highway and Interstate Highway 27, and Interstate Highway 27 and Fifth Street (U.S.70) are all troublesome, high traffic volume areas.

Several offset grade separation overpasses at Interstate Highway 27 may create traffic problems as more traffic origins and destinations are generated to the west. The specific design of these overpass structures do not provide for the continuous movements of traffic. Emergency vehicles will experience additional hazards at high traffic speeds. Peak hour traffic congestion will result where cross-traffic turning movements occur without proper turning lanes, signals, signage, etc. A significant cost would exist in each location to correct the current situation on the Interstate Highway 27 overpass/service road system.

PROPOSED THOROUGHFARE IMPROVEMENTS

The proposed Thoroughfare Plan for the City of Plainview is presented on Plate 4-2. The proposed right-of-way widths and thoroughfare types for each street are listed in Table 4-1. The thoroughfare types recommended could be subject to change to reflect local preference or changing traffic patterns. For example, many of the collectors classified C2U could be upgraded to C4U with a 44 foot street section without the acquisition of additional right-of-way.

The location of proposed street improvements are shown on Plate 4-3. The suggested improvements are identified along with projected estimated construction costs in Table 4-2. The cost estimates include right-of-way acquisition and lateral drainage structures, and are based on an asphalt pavement section with concrete curb and gutter and a stabilized subgrade with flex base material. The recommended improvements are listed in order of priority as part of a proposed five (5) year program in three (3) phases. Each phase, or part thereof, would be timed as needs and funding dictate, and could be incorporated as part of a possible Capital Improvements Program. The improvements outlined to arterial and collector street correspond to the proposed Thoroughfare Plan and proposed thoroughfare types in Table 4-1.

The Highway Department is currently considering improving Quincy Street from Fifth Street south to Third Street, which is included in the Phase I recommendations. This section of the City street system may then become a part of the State highway system. Under the proposed plan, this portion of

TABLE 4-1
PLAINVIEW, TEXAS
PROPOSED THOROUGHFARE IMPROVEMENTS

<u>THOROUGHFARE</u>	<u>EXIST.</u> <u>R.O.W.</u>	<u>EXIST.</u> <u>THOROUGHFARE</u>	<u>PROP.</u> <u>R.O.W.</u>	<u>PROP.</u> <u>THOROUGHFARE TYPE</u>
Westridge Rd.	60'-75'	20'-25'	75'	M4U
Ennis St.	60'-75'	30'-45'	75'	M4U
Yonkers St.	60'-85'	31'-65'	75'	C4U
Quincy St. (US 87 to 5th St.)	60'-75'	20'-41'	100'	M4U
Quincy St. (5th St. to 24th St.)	75'-90'	41'-65'	120'	M4D
Quincy St. (24th St. to north of I27)	60'-88'	25'-60'	100'	M4U
Joliet St.	70'-75'	31'-60'	75'	C4U
Columbia St. (US 87)	75'-105'	45'-60'	120'	M4D
Date St. (FM 400)	60'-90'	65'	100'	M4U
Milwee St.	60'	31'-45'	75'	M4U
33rd St/32nd St. (I27 to east of City)	60'-75'	40'-45'	75'	C2U
24th St. (West of I27)	100'	25'-45'	100'	M4U
24th St. (I27 to Columbia St.)	60'-80'	45'-60'	100'	M4D

TABLE 4-1 (Cont.)
PLAINVIEW, TEXAS
PROPOSED THOROUGHFARE IMPROVEMENTS

<u>THOROUGHFARE</u>	<u>EXIST.</u> <u>R.O.W.</u>	<u>EXIST.</u> <u>THOROUGHFARE</u>	<u>PROP.</u> <u>R.O.W.</u>	<u>PROP.</u> <u>THOROUGHFARE TYPE</u>
24th St. (Columbia St. east of City)	60'-100'	45'	100'	M4U
16th Street	50'-80'	21'-50'	100'	M4U
11th St. (Ennis St. to Quincy St.)	75'	50'-58'	75'	M4U
11th St. (Quincy St. to Date St.)	80'-100'	55'-80'	100'	M4U
10th St. (I27-Ennis St.)	80'	37'	100'	M4U
5th St. (US 70)	100'-123'	50'-85'	120'	M4D
3rd. St./4th. St.	60'-100'	31'-60'	100'	M4U
Austin St. (11th St.-Campbell St.)	40'-75'	31'	75'	C4U
Highland Rd.	75'	20'	75'	C2U
Garland St.	75'	40'-45'	75'	C2U
Kermit Dr.	75'	45'	75'	C2U
Mesa Dr.	75'	45'	75'	C2U
Kirchwood Rd.	60'	30'-45'	75'	C2U
Hilton St.-El Camino Dr.	50'-70'	30'-37'	75'	C2U
Escuela St.	50'	31'	75'	C2U

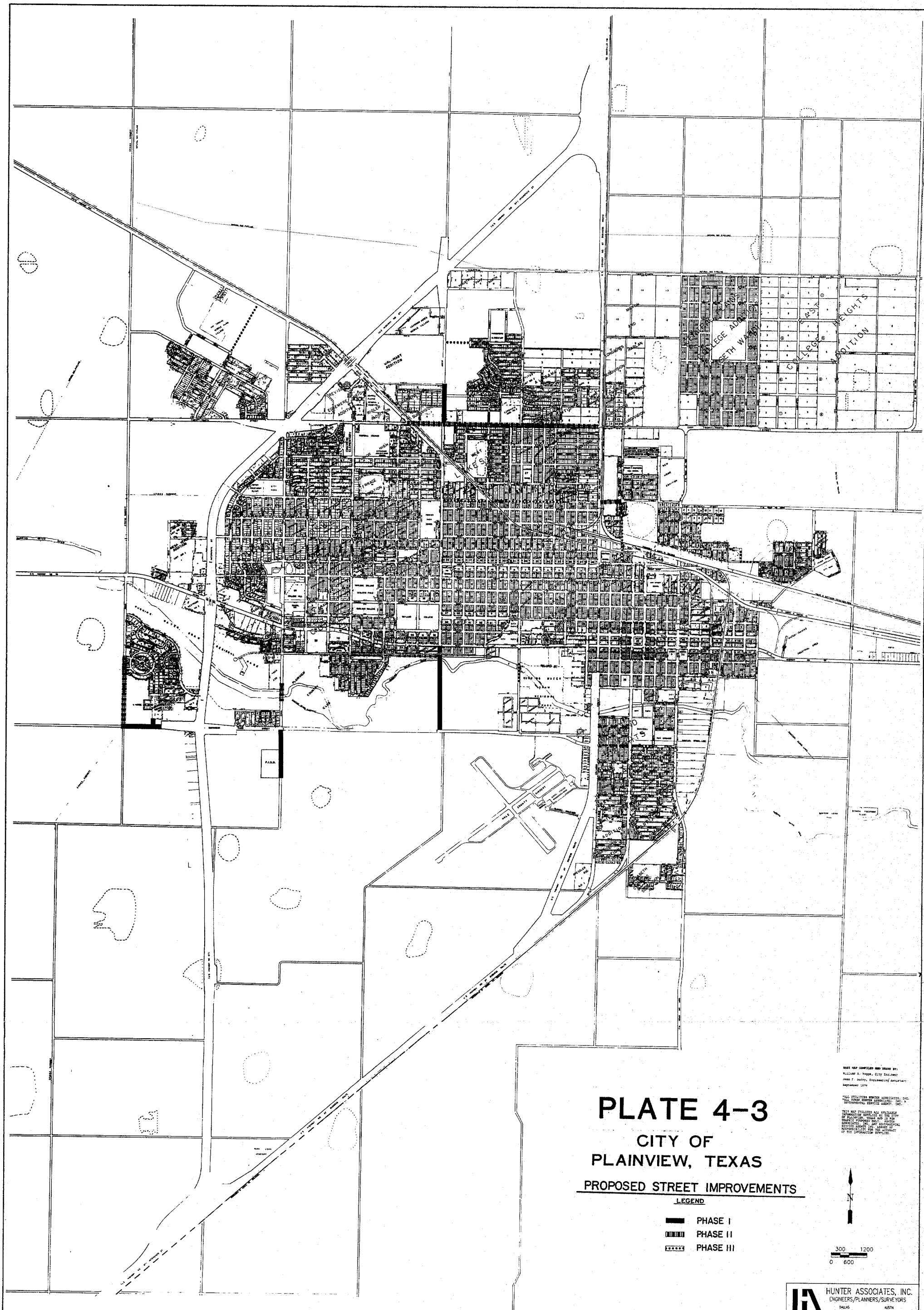


PLATE 4-3

CITY OF
PLAINVIEW, TEXAS

PROPOSED STREET IMPROVEMENTS

LEGEND

- PHASE I
- PHASE II
- PHASE III

BASE MAP COMPILED AND DRAWN BY:
Nathan A. Hogg, City Engineer
John F. Hogg, Engineering Assistant
September, 1976

*ALL DISTANCES SHOWN ARE APPROXIMATE. THE
FULL-SCALE HOGG ASSOCIATES, INC.
SURVEYING SERVICE REPORT, INC.

THIS MAP SHOWS ALL AVAILABLE
STREETS, ALTHOUGH NOT ALL CITY
STREETS ARE SHOWN. THE CITY
ENGINEER, PLANNING AND SURVEY
DEPARTMENT, HAS NOT CONDUCTED
A SURVEY OF THE AREA OF
THE CITY ENGINEER'S OFFICE.



300 1200
0 600

HA HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
DALLAS AUSTIN
214-363-9771 512-434-8715

SECTION 5
CENTRAL BUSINESS DISTRICT

SECTION 5 CENTRAL BUSINESS DISTRICT

INTRODUCTION

Historically, the Central Business District (CBD) has been the commercial center of American communities. The commercial activity was usually supplemented and supported by service uses, (restaurants, professional offices, theaters, etc.) and various public uses, (town halls, post offices, meeting places of civic and social groups, etc.). From many standpoints, the Central Business District is the most important section of a City. A healthy, safe, attractive, and successful downtown area is a key factor in a community's growth and prosperity.

In recent decades, Plainview, like other American cities of today, has suffered from a general decline in the Central Business District. The low density, sprawl pattern of development, characteristic of the vast majority of cities has been a fundamental cause of downtown demise. As more residents live farther from the downtown area, the greater the likelihood of development of outlying retail, service, and office uses. Other factors, such as changes in the highway linkage networks, deterioration of the downtown public and private infrastructure, and failure to regulate and direct new growth, have also played significant roles in downtown decline.

The historical development and role of the Central Business District in Plainview fits almost perfectly with the traditional pattern. For many years, the commercial sector which developed around and north of the Hale County Courthouse along Broadway Street and Ash Street was virtually the exclusive commercial sector of the City, including most of the community's retail, service and public sector activities.

From its earliest development period, however, some development patterns were established which have contributed to the reduction of the commercial role of the Plainview Central Business District. The area along the rail lines which border the Central Business District on the east and north are logical locations for industrial activities, particularly for heavy industrial uses related to agriculture, such as cotton gins, grain elevators and other similar industrial and storage/warehouse type uses. The presence of these industrial uses has discouraged both new residential and light commercial development as well as redevelopment of existing residential and light commercial uses. Thus, the northern and eastern borders of the Central Business District have become predominantly industrial and heavy commercial use areas, with significant elements of blighted and deteriorating residential uses.

New residential development in the City over the last half century has occurred almost exclusively to the west of the Central Business District, with

some limited residential development occurring at the southern and northern edges of the City. Similarly, new retail, service, and office development can be found to the west of the downtown area. Virtually no new residential development has occurred in the past several decades in or adjacent to the downtown area or to the east. Furthermore, there has been very little new commercial development since 1950 in the Central Business District.

The shift in residential patterns is one of the two critical factors in the changed role of the Central Business District. From a population perspective, the center of the City is now somewhere near the corner of Fourteenth Street and Milwaukee Street. Factoring disposable income into the population density pattern, the center shifts even farther westward, to somewhere near the corner of Twelfth Street and Quincy Street. Thus, the real center of the community, relative to the market it serves, is a mile or more north and west of the existing downtown.

The other critical factor affecting the Central Business District is the construction of Interstate Highway 27 along the western edge of the City. Given the role of this roadway as the linkage to Amarillo to the north and Lubbock to the south, it clearly would be a generator of development activity, regardless of which side of the City it bordered. The fact that it lies to the west of the City significantly enhances the westward shift of development in Plainview. This shift in development has resulted in a reduced and changed role for the Central Business District. The percentage of vacant buildings has increased, the conditions of commercial and residential structures have worsened, and retail activity in the area has declined.

The Plainview Central Business District remains a focal point of vehicular traffic and accommodates a large number of workers and shoppers. Major public and private infrastructural investments exist in the downtown area. Perhaps as important as the physical and financial features of the area is the fact that downtown Plainview is the historical heart of the community. It is a major element of the identity of the community. Given these considerations, efforts to preserve and redevelop the Central Business District should be high on the community's priority list for action.

The problems and future needs of the downtown core of the community are the concern of the citizens, City officials, and City consultants. After analyzing the status and conditions of the present physical facilities and improvements, and after studying the future needs of the area, a Central Business District Plan will be developed.

Data compiled from careful and detailed research is the basis for evaluating present conditions and projecting all future needs. Several individuals and groups have offered their opinions and assistance in evaluating this research. Based on the collective judgement of all parties involved, evaluations of each scheme are made and the best possible solution for each problem is developed.

Previous studies conducted concerning the Plainview Central Business District and referenced in this report include:

Koch, Fowler, and Grafe, Incorporated,
"Plainview Comprehensive Plan Report 3, Thoroughfares",
1961.

Fowler and Grafe, Incorporated,
"1985 Plainview Comprehensive Plan",
1963.

Parkhill, Smith and Cooper, Incorporated,
"Plainview, Texas Comprehensive Plan 1976-2000:
Commercial Development Study",
1976

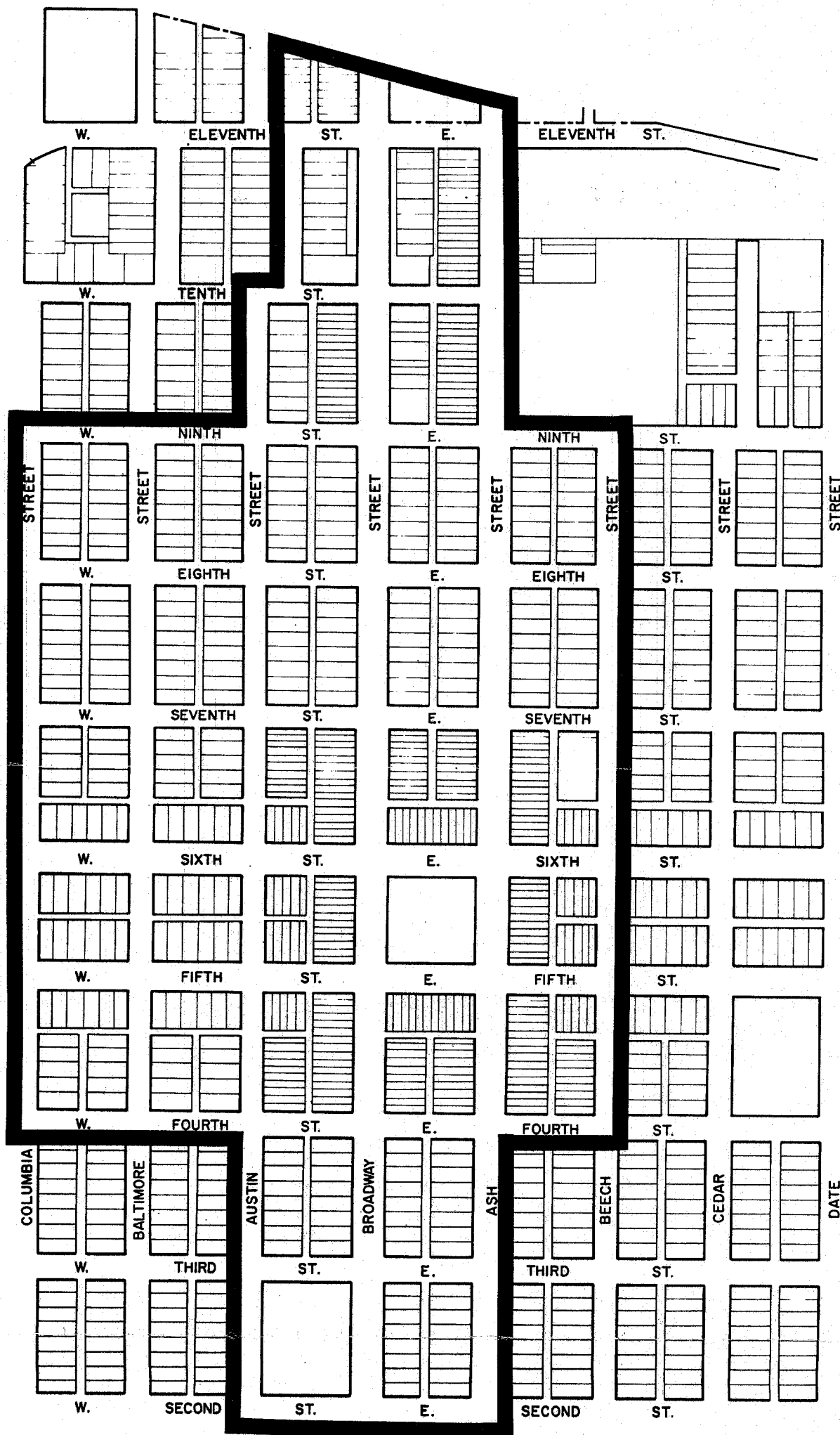
As the City of Plainview continues to grow, services and commodities needed to meet the requirements of an ever-increasing population will have to be provided not only for the City of Plainview but also for Hale County and the remainder of the Plainview trade area. Advancements and improvements will have to be made to properly handle all customers, passenger cars, and the customary service conveniences associated with commercial and retail enterprises. The City of Plainview must make adequate provision to handle the parking requirements of both employees and customers, minimize traffic congestion, and improve the appearance and safety of the entire Central Business District. Although a plan and financing are vital ingredients to a successful revitalization program, how the people perceive the downtown is also critical. The success of the Central Business District ultimately depends on the support of the people in the community since the downtown is a place for activities and people.

PHYSICAL PATTERN

The existing Central Business District is defined for planning purposes to be the outlined area on Plate 5-1, with the map as a whole representing the possible ultimate boundary. The physical pattern of downtown Plainview was created by following the original town plat which consists of a basic gridiron pattern with most blocks 300' x 400' in size. The two main north-south streets have 100 foot right-of-ways and most other streets have a 75 foot right-of-way. All blocks are bisected by a 20 foot alley. In the terms of today's concepts of subdivision, the original plat fails to meet modern standards; however, certain advantageous features of the plat can be utilized to provide better facilities and services. For example, the nearly square block which makes all intersections approximately the same distance apart creates the possibility of timing any signal light changes to permit continuous movement of traffic throughout the business area. Another advantage of the original plat is that all blocks within the Central Business District have been provided with alleys, which enables rear service entry to retail/commercial development in the area, thus removing a considerable amount of traffic from the fronting streets. The vast majority of the buildings in the

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

PLATE 5-1



GRAPHIC SCALE IN FEET
200 100 0 200 400

DATE: _____
REVISION DATE: _____



Governmental Service Agency, Inc.
Municipal Management Consultants

P. O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
DALLAS
214-355-8771
512-456-8746

downtown area were erected on property lines, which precludes the widening of the present right-of-way widths without a tremendous expense.

DOWNTOWN LAND USES

The land uses found within the Central Business District are not always of a business nature and, in many instances, the land uses having business characteristics are not compatible with each other. This incompatibility is caused by the differing service requirements of the various uses. The distribution and existing conflicts of land uses in and around the Central Business District play an important role in the growth and prosperity of the area. Plate 5-2 classifies the existing land uses of properties within the Central Business District. The following is a summary of these land uses in tabular form:

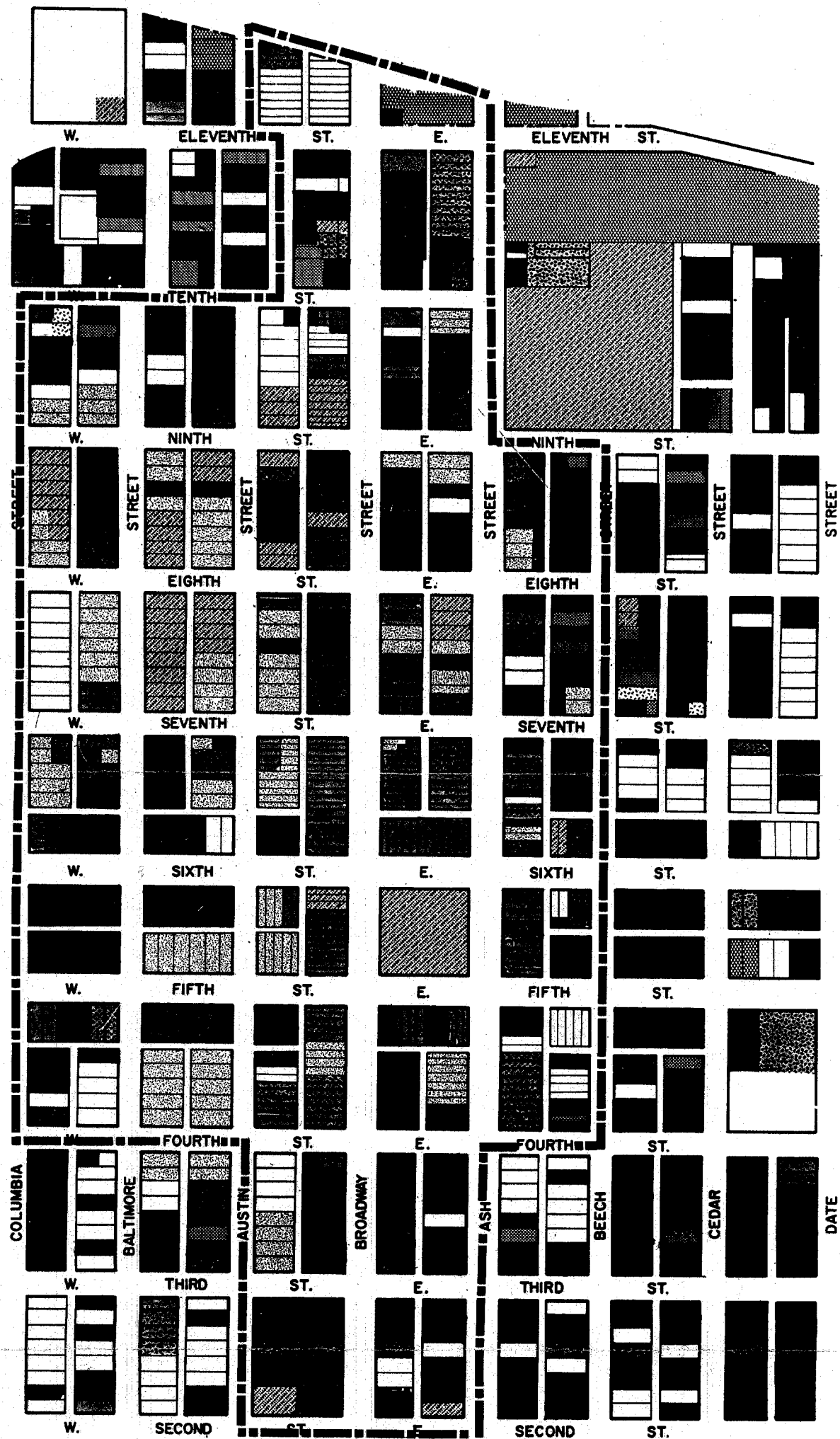
<u>Description of Use</u>	<u>Total Acreage</u>	<u>% of Total</u>
Single-Family Residential	11.94	9.0%
Duplex Residential	1.39	1.1%
Multi-Family Residential	0.46	0.3%
Office	4.08	3.1%
Financial/Retail/Services	13.79	10.4%
General Commercial	17.16	13.0%
Storage (indoor)	4.25	3.2%
Storage (outdoor)	1.13	0.9%
Light Industrial	1.05	0.8%
Parking	15.69	11.9%
Public/Semi-Public	8.69	6.6%
Streets & Alleys	44.93	34.0%
Vacant	<u>7.45</u>	<u>5.6%</u>
TOTAL	132.01	100 %

Just over one-fourth (26.5 percent) of the Plainview Central Business District consists of what can generally be defined as commercial uses. However, in contrast to the pattern found in most other cities of comparable size, only about half of the commercial use area consists of offices, financial institutions, service activities, and light retail uses. The other half of the commercial use area consists of heavier, general commercial uses such as repair/sales operations, furniture sales/storage, motels, and similar uses.

Residential uses occupy about 10 percent of the Central Business District area, a somewhat higher than expected total. Virtually none of the residential uses in the area are multi-family uses. While several duplexes are present, even these are almost all conversions of single family dwellings. Furthermore, the residential units identified are generally in fair to poor condition.

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



EXISTING LAND USE

LEGEND

- | | |
|--------------------|-----------------------|
| SINGLE FAMILY RES. | STORAGE (INDOOR) |
| DUPLEXES | STORAGE (OUTSIDE) |
| MULTI-FAMILY | LIGHT INDUSTRIAL |
| LIGHT COMMERCIAL | HEAVY INDUSTRIAL |
| HEAVY COMMERCIAL | PUBLIC / SEMI- PUBLIC |
| OFFICE | PARKING |
| FINANCIAL | |

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

DATE: _____
REVISION DATE: _____

PLATE 5-2

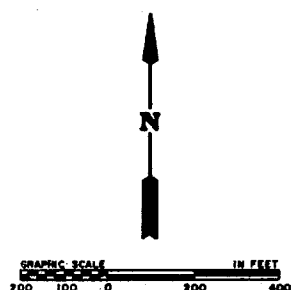


Governmental Service Agency, Inc.
Municipal Management Consultants

P.O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
114-205-0000



About 6.6 percent of the Central Business District is in public/semi-public uses. Three of these uses are critical to the continued viability of the downtown area in the community. These include the Hale County Courthouse, which historically has been the hub of the downtown, the Post Office, and the City of Plainview municipal complex at the northern end of the Central Business District. The County and City offices are not likely to leave the area but the Post Office might very well locate at another site, particularly since some traffic, parking, and even internal space problems are present at the existing site.

Land use and development patterns of a Central Business District are significantly affected by land use patterns in areas adjacent to the downtown area. The land uses around the downtown area have historically had a strong symbiotic relationship with downtown development. Residents of single family development around the Central Business District have been the customers for downtown retail shops and financial institutions. Commercial and industrial development along Fifth Street, Columbia Street, Broadway Street, and other areas have similarly done business with downtown service and retail interests.

Historically, downtown Plainview has been almost surrounded by single family residential uses. The main exception is the industrial development to the north. Since 1950 the pattern of uses in the areas near the Central Business District has changed, with a general decline in the extent and quality of residential development and an increase in storage, warehouse, and industrial type uses. Also, significant strip commercial development has occurred along Fifth Street and Columbia Street near the downtown area.

Currently, the Central Business District is bounded by industrial uses on the north and east, single family residential areas on the west, east, southeast and south, and commercial and office uses on the southwest.

The existing Central Business District has several activity centers which must be identified in order to understand the potential and problems for development and redevelopment in the Plainview downtown area. One such activity center is in area bounded generally by Columbia, Fourth, Austin and Seventh Streets, where most of the City's financial institutions are located. These institutions are "site specific" entities, in that customers have business at the particular location without any significant spin-off travel to other businesses in the immediate area.

Another activity center is the Hale County Courthouse, including the courthouse annex. This area has characteristics of a retail type use, in that a substantial number of people make brief trips to county offices, and at the same time a large number of people, including some non-employees, stay at the site during most of the work day. In contrast to the financial area the Courthouse has a substantial existing and potential spin-off relative to other businesses. Because of the large number of employees and nonemployees who utilize Courthouse facilities and services, business for retail and service

operations such as restaurants, cleaners, personal service shops, and similar operations is usually generated. The major spin-off of county government complexes is generally office uses, including attorneys, abstract/title companies, bail bondsmen and similar office uses. Interestingly, there is relatively little of this type of office development near the Hale County Courthouse.

The U. S. Post Office, located at the corner of Ash and Eighth Streets, is much more like the financial institutions than the courthouse in that trips to the location are site-specific. However, the post office location is such that it does result in large numbers of persons making trips into the heart of the Central Business District, some of whom will undoubtedly utilize downtown retail, service, and/or other businesses.

The Plainview Municipal Building, located at Ninth Street and Broadway Street, is like the post office in that the trips to the City Hall are site-specific and the number of employees at the site is too small to sustain nearby commercial uses. The municipal complex does draw large numbers of persons to the downtown area, but unlike the post office, the municipal complex is located at the northern edge of the Central Business District and is easily accessible without entry into the commercial sector of the downtown area.

An activity center which is much more diffuse but very important is retail/service area along Broadway between Sixth Street and Ninth Street. This area has the potential to remain a vital retail center in the community, especially for specialty shops. Anchored on the south by the courthouse complex and on the north by the municipal complex and the community's daily newspaper offices, this is the area which should be the focus of efforts to revitalize the Plainview Central Business District.

The area north of Seventh Street between Austin Street and Columbia Street on the east side of the Central Business District has become increasingly dominated by church and related facility uses. In fact, several of the downtown buildings fronting Broadway have been converted to use by religious groups. Given the exodus of some of the commercial operations from the downtown, the conversion of some of the downtown buildings and area to such use is probably advantageous, utilizing buildings which might otherwise be vacant. However, the facilities converted to religious uses will clearly have different usage times and intensities than traditional retail and/or service uses.

With the exception of the frontage along Fifth Street and a few isolated locations such as the Sears building and the attractive office complex at the southwest corner of Baltimore Street and Fourth Street, the area south of Fifth in the Central Business District area is deteriorating and is no longer a viable retail/service area. Vacancy rates are very high in the commercial structures. Many of the buildings are being used for storage and warehousing. Fifth Street constitutes such a severe barrier to pedestrian and even to vehicular traffic that the area to the south is probably best viewed as a

separate unit from the remainder of the Central Business District. The commercial operations having the best chance of prospering in this area would appear to be those requiring extensive use of space, such as building materials businesses and furniture wholesalers and retailers. The limited presence of repair and craft shops is also likely to increase and should probably be encouraged.

Ash Street north of Sixth Street was once a viable commercial sector of the community. It now is a highly mixed use area, consisting of marginal retail operations, heavy commercial uses (e.g., repair shops and parts/installation stores), vacant areas, and even a few residential uses. Most of the buildings along the street are in poor exterior condition and the percentage of vacant commercial structures is high. This is an area in transition. The block between Sixth Street and Seventh Street could easily be converted into offices, particularly for users of the courthouse complex. The remainder of the area north of Seventh Street is and will likely continue to be a mixed use area. There is a real danger that uses quite incompatible with the customary variety of downtown uses will develop in this area.

The residential areas at the east and south edges of the Central Business District are also evidencing deterioration and are in transition. Numerous conversions of single family houses into two, three, and four unit dwellings can be found. The residential uses in the area bounded by Seventh Street, Date Street, the rail line, and Beech Street are particularly vulnerable because of the small size of the area and its proximity to industrial and heavy commercial uses. On the other hand, the residential area between Fifth Street and Running Water Draw at the south edge of the Central Business District is in an excellent position to be redeveloped and could be of great value to the retail and service entities in the area as a location for potential clients and customers.

The service needs required of each of the uses indicated on Plate 5-2 vary to such an extent that many are not compatible when located in close proximity to each other. For example, in a retail and office area, pedestrian needs are critical, while in a manufacturing-wholesale area, truck or rail access and facilities for employee parking are of major importance. When an industrial use locates on property immediately adjoining a retail use, the difference between the parking requirements of the two uses causes many conflicts. The manufacturing concern wants to provide space for employees on an all-day basis while the retail outlet wants to provide space for customer parking which will see a turnover of approximately six to ten cars per space per day. Since the parking requirements and service demands of the various types of property uses vary, every effort must be made to coordinate these uses so that no conflict will develop and so that the best interest of the City can be served. The parking requirements of these uses vary from all-day parking to 10 to 30 minute stops, and the present and future rate of these uses will influence the location and arrangement of parking facilities as well as pedestrian ways, access streets, transit devices, open space, and other facilities.

Low-density residential land uses, such as those located to the east of the Plainview downtown area are generally not compatible with those land uses normally found in a central business district. At the same time, quality residential development in the area of a central business district, provided with a proper "buffer zone" near conflicting land uses, can enhance the appearance and vitality of a downtown area. The above mentioned "buffer zone" might be a park area or a transitional land use of some sort, such as high-density residential. The different types of uses require various types of service facilities to handle the arrival and departure of goods and commodities that are produced and/or sold. Also, required customer facilities and operations offices can vary depending function of a particular land use. Thus, when the different types of uses, the different parking requirements of the uses, and the different service requirements of the uses are combined, the traffic movement of the area, the maximum potential of a given piece of land, and the financial success of the business operation are influenced.

DOWNTOWN CIRCULATION

The primary reason for the construction of a street is to allow people to travel as quickly and safely as possible from their point of origin to their point of destination. Many factors enter into determining the capacity of a roadway in a central business district. Some of these are:

1. lane width - Narrow lanes have a lower capacity than wider lanes.
2. restricted lateral clearances - Vertical obstructions such as retaining walls, light poles, and parked cars adjacent to the edge of the traffic lane reduce the effective width of the lane.
3. commercial vehicles - Commercial vehicles reduce the capacity of streets and highways because they occupy a greater road area and require more maneuvering room than passenger cars.
4. pedestrians - Pedestrians crossing with a green light can interfere with the traffic desiring to turn onto the street which the pedestrian is crossing.
5. turning movement - Vehicles turning left and right from the roadway onto other streets or driveways, slow down traffic movement and restrict the normal flow of traffic.
6. parking - The parking of cars parallel to the curb or at angles to the curb impedes the flow of traffic and reduces the overall capacity.
7. signals - Signals influence the flow of traffic, particularly in areas having blocks of irregular length.

A one-way street system has been found by many cities to be a solution to some of these traffic problems. Such a system increases the average speed limit which, in turn, enables a greater number of cars to use the streets in a lesser amount of time. A one-way street system reduces accidents of most types and also facilitates the operation of a progressive signal system. A one-way street will generally carry about one-third more traffic than a two-way street, and eliminates much of the congestion caused at intersections since the driver may turn only one way. This street system must be laid out so that the streets are in pairs (one street traveling in one direction and one in the other). Some disadvantages to one-way streets include longer travel time for some of the

traffic to reach its destination, additional sign posting, and adjustment by citizens.

The Central Business District traffic is of two basic types: the through, non-stop traffic, and the downtown destination traffic. In order to provide for these two basic types of traffic, a general circulation plan must be developed, and the traffic not destined for the Central Business District must be encouraged to bypass the area so that the congestion on the streets serving the business area can be reduced. This problem can be greatly mitigated by the development of more desirable traffic routes. Since most drivers will take the path of least resistance, the development of a bypass circulation system which makes it easier for the traffic to move on border streets than on the streets within the Central Business District will greatly assist in alleviating congestion in the area.

Plate 5-3 illustrates the existing traffic controls in the Central Business District. Traffic signals on Ash Street and portions of Broadway have recently been removed; however, a majority of the intersections on Broadway still have traffic signals, some of which may not be necessary as per the Uniform Traffic Control Manual.

Two major traffic problems in the area currently exist. Broadway, which serves as the "main street" of the Central Business District, has its moving lanes constricted by on-street angle parking and the intersection of Eighth Street and Austin Street near the post office is difficult to maneuver around.

The present angle parking on Broadway, which is currently 78 feet in pavement width, leaves only approximately 40 feet clear to be used for four moving lanes of traffic. The moving lanes are further restricted when cars back out or slow down to park. Instead of stopping, moving vehicles tend to pull around those maneuvering to or from a parking space, sometimes actually crossing the center line of the street.

A large amount of traffic can always be expected around a major post office; however, much of the congestion in the area results from an inadequate amount of off-street parking. The recent relocation of mailing facilities should improve traffic movement on Eighth Street.

Some of the busiest intersections in the City are located in the vicinity of the Central Business District. The most recent traffic counts performed in the City of Plainview by the Texas Highway Department indicate the following average daily traffic volumes:

STREET LOCATION

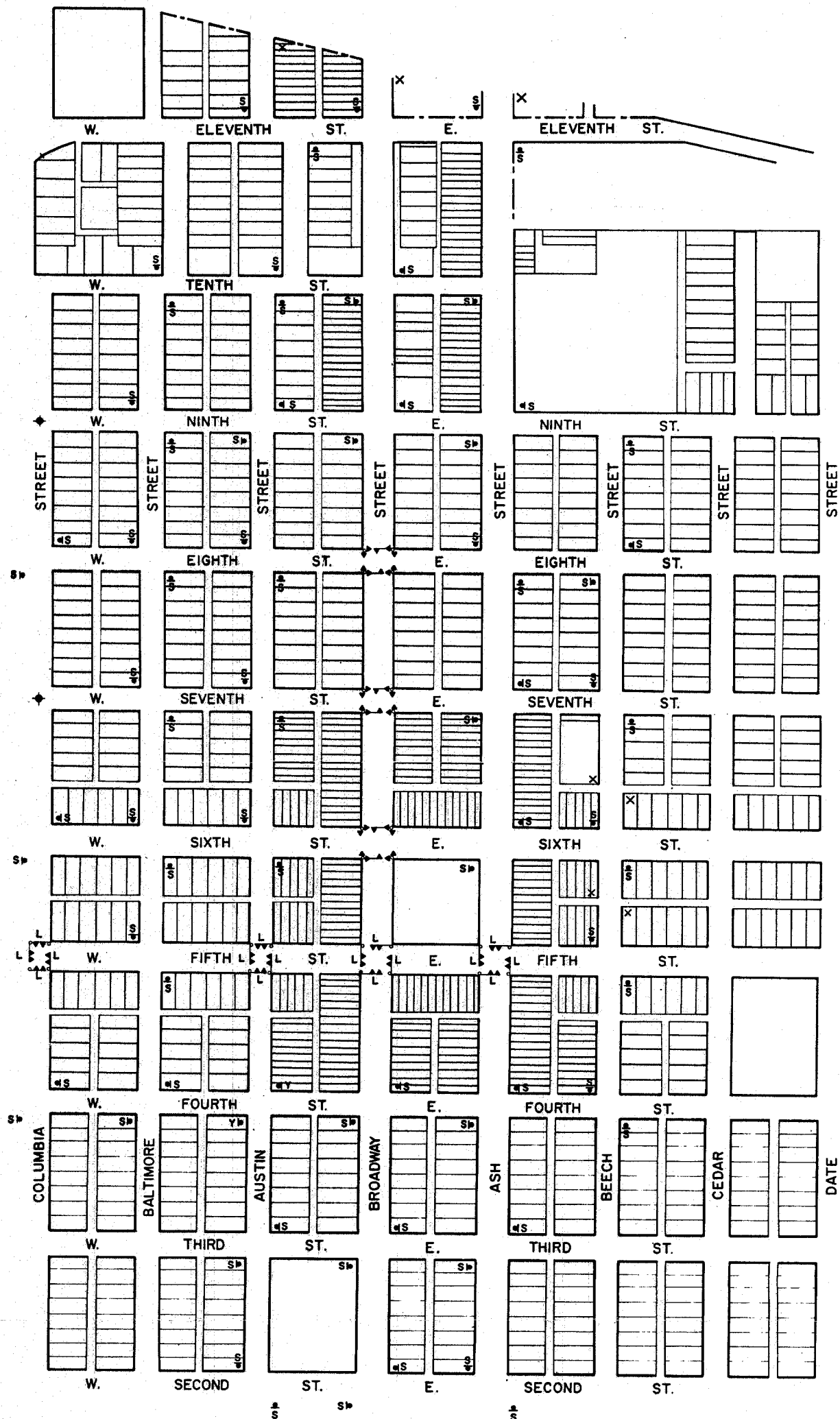
5th Street (west of Columbia)
5th Street (east of Columbia)
Columbia Street (north of 5th)

AVERAGE DAILY
TRAFFIC VOLUME

15,050
14,430
7,040

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



EXISTING TRAFFIC CONTROLS

LEGEND

- 4S STOP
- 4Y YIELD
- X RAILROAD CROSSING
- P POLE MOUNTED SIGNAL LIGHT
- L PROTECTED LEFT TURN SIGNAL
- ◆ CABLE MOUNTED SIGNAL LIGHT

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

DATE: _____
REVISION DATE: _____

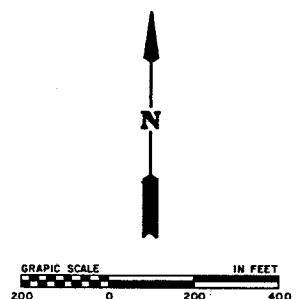
PLATE 5-3



Governmental Service Agency, Inc.
Municipal Management Consultants

P.O. Box 280451
Dallas, Texas 75228
(214) 681-8136

HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
JULY 1988
214-388-2771



Date Street (north of 5th)	5,390
5th Street (east of Date)	5,100
Columbia Street (between W.E. 3rd and S.W. 6th)	4,150
Date Street (between S.E. 2nd and S.E. 5th)	2,200

EXISTING STREET CONDITIONS

Many of the thoroughfares in the Central Business District, like most of those throughout Plainview, are asphalt with concrete curb and gutter, and are generally in good condition. The remainder of the streets are brick in similar sections and condition. A majority of the City's brick streets are found in and around the Central Business District. About five (5) street blocks are brick overlaid with asphalt. The existing downtown thoroughfare types along with right-of-way and pavement widths are shown on Plate 5-4.

While the conditions of the brick streets can be classified as fair to good for the generally lower traffic speeds in the Central Business District, some areas have become bumpy and uneven, and will continue to get worse without proper maintenance. This may have resulted in the portions of the brick streets currently overlaid with asphalt.

Paving widths are generally adequate; however, on-street parking along portions of Broadway have caused congestion because of parked vehicles constricting what otherwise would be a moving lane of traffic. Because the streets in the Central Business District are some of the oldest in the City and also due to heavy commercial traffic, the curb and gutter sections are typically in poorer condition than those found elsewhere. Plate 5-5 is an analysis of present curb and gutter conditions in the Central Business District. The curb and gutter analysis classifications can generally be defined as follows:

- "Good" - structure intact, functional drainage.
- "Fair" - cracking and chipping in structure, some ponding, but generally draining.
- "Poor" - major structural damage, breaks, heaving, nonfunctional drainage.

The areas of substandard curb and gutter shown on Plate 5-5 are generally found near intersections and on blocks where on-street service entries exist. Some of the older sections of curb and gutter in the Central Business District fail to meet current design standards and others consist of the lay-down curb type.

Plate 5-6 details existing drainage structures in the Central Business District. As noted in the Drainage Study, these systems do provide some drainage; however, most are antiquated, inadequate in size, and fail to meet current minimum design standards. Intersections of localized street ponding in the area of the Central Business District include: Eighth and Ash, Eighth and Broadway, Fifth and Broadway, Eleventh and Ash, and Eleventh and Broadway.

Although most storm inlets in the Central Business District need to be replaced, new inlets would not be practical in many locations until storm sewer pipe with proper capacities are installed.

Existing sidewalk conditions are shown on Plate 5-7. The sidewalk analysis classifications can generally be described as follows:

- "Good" - pavement intact, only minor cracking, adequate width.
- "Fair" - cracking and chipping in pavement, some ponding, but generally functional.
- "Poor" - major structural damage, cracks, heaving, or inadequate width.

The sidewalks in the commercial core of the Central Business District are in generally good condition. The areas of substandard sidewalks are largely found in the surrounding residential areas and on blocks where buildings are vacant or have been removed resulting in low pedestrian traffic.

DOWNTOWN PARKING

Parking the many automobiles that enter the central business district is one of the major problems now confronting municipalities. If parking facilities are inadequate, personal inconveniences, congestion, and delays result and tend to impair the continued value of this important area.

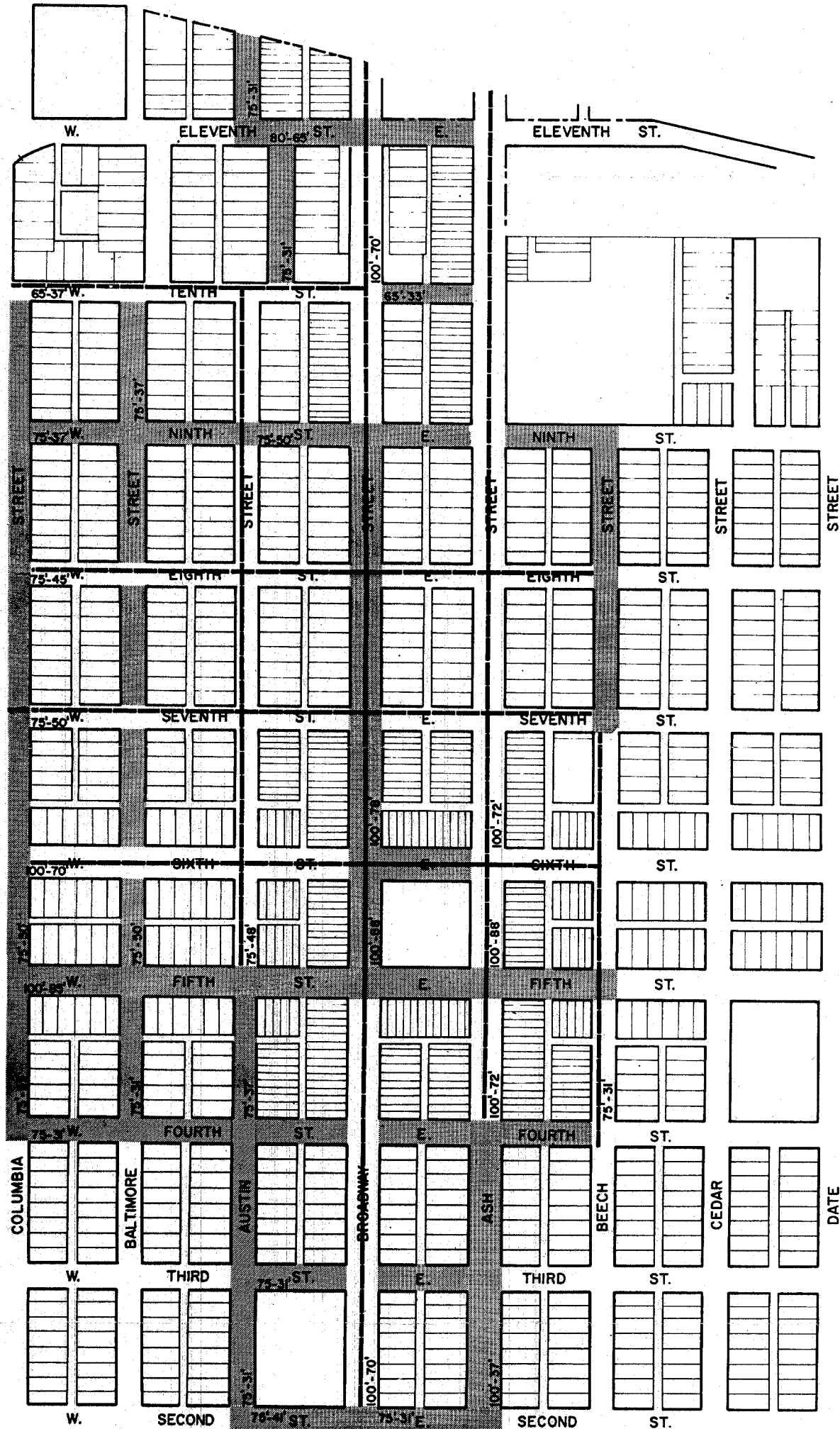
The parking needs of the central business district are of two basic types: 1) The all-day parking spaces for employees working in the downtown area and persons required to spend extended periods of time in the area (such as jurors at the County Courthouse), and 2) The parking spaces for the customer/client whose spending activity is the key to a healthy economic condition. The value of a parking space is determined by the average time the space is occupied by a vehicle, the average number of occupants per vehicle, and the average expenditure per occupant. This perspective emphasizes the importance of parking space in the downtown area.

The parking provided in the downtown central core consists of both off-street parking facilities and on-street parking facilities. Off-street parking areas are those areas located beyond the street right-of-way lines and can be either publicly or privately owned. On-street parking areas are those areas occupying a portion of the area dedicated for public purposes and conveniences. There are numerous types of parking arrangements, and the minimum space requirements for each of the various types have been discussed and outlined in the Thoroughfare Plan.

The primary function of a street is providing for pedestrian and vehicular movement. Although streets sometimes serve as places for vehicular parking, particularly near local retail establishments, they are usually too costly to be

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



EXISTING THOROUGHFARE TYPES

- LEGEND**
- ASPHALT
 - BRICK

R.O.W. WIDTH PAVEMENT WIDTH
100' - 70'

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

DATE: _____
REVISION DATE: _____

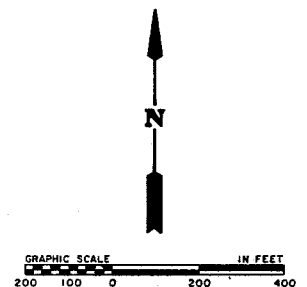


PLATE 5-4



Governmental Service Agency, Inc.
Municipal Management Consultants

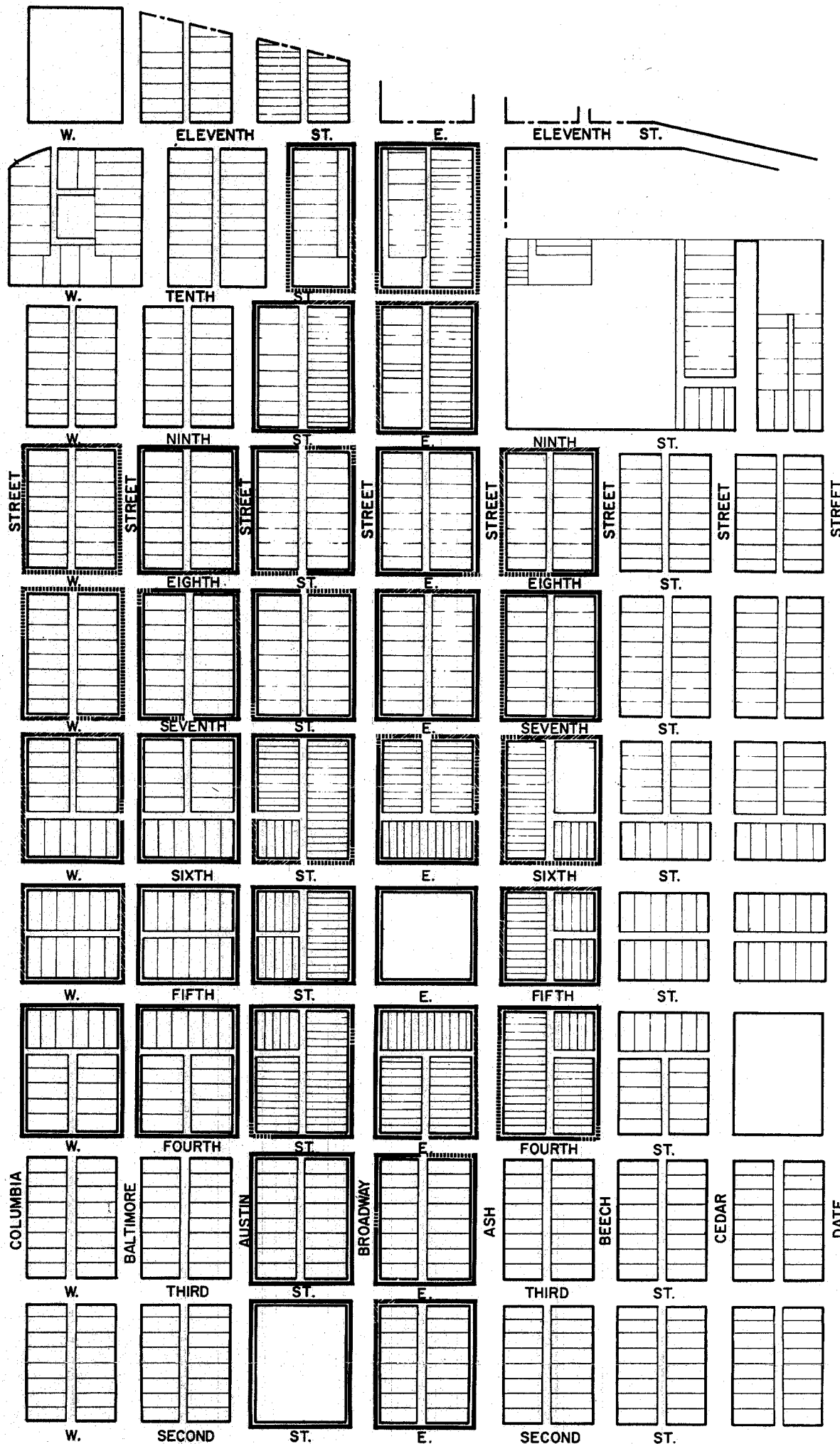
P. O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
DALLAS AUSTIN
214-266-9771 512-464-8746

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



CURB AND GUTTER CONDITIONS

LEGEND

- GOOD
- FAIR
- POOR

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

PLATE 5-5

DATE: _____
REVISION DATE: _____



Governmental Service Agency, Inc.
Municipal Management Consultants

P. O. Box 280451
Dallas, Texas 75228
(214) 681-8136



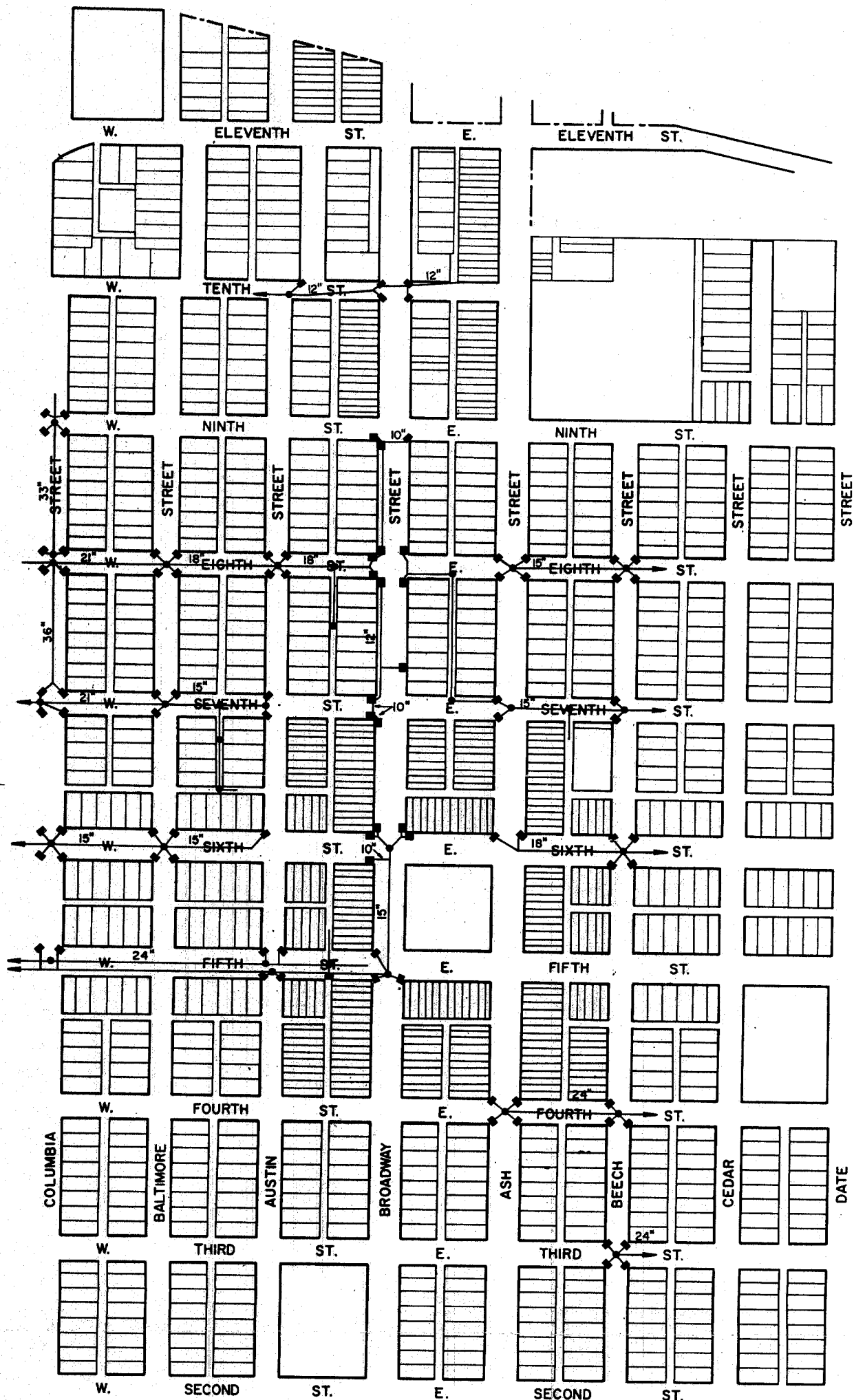
HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
Dallas, Texas
(214) 349-9701

GRAPHIC SCALE IN FEET
200 100 0 200 400



CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



EXISTING DRAINAGE STRUCTURES

LEGEND

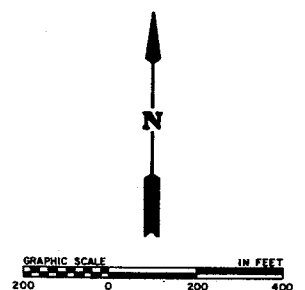
- INLET
- MANHOLE

ALL MAINS ARE REINFORCED CONCRETE
PIPE UNLESS OTHERWISE SPECIFIED

PLATE 5-6

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

DATE: _____
REVISION DATE: _____



Governmental Service Agency, Inc.
Municipal Management Consultants

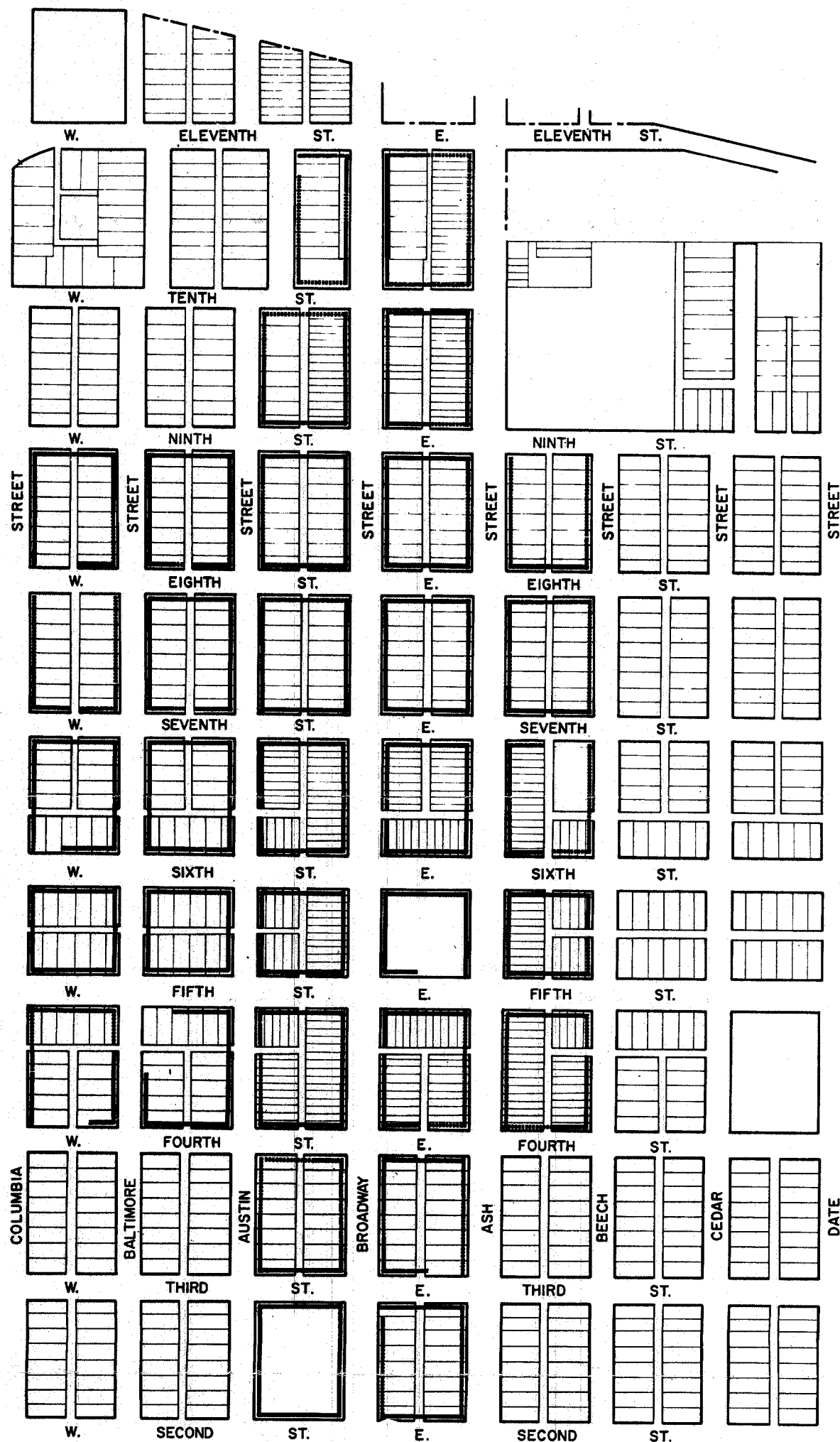
P. O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
DALLAS
214-259-5070
214-259-5070

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



SIDEWALK CONDITIONS

LEGEND

- GOOD
- FAIR
- POOR

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

PLATE 5-7

DATE: _____
REVISION DATE: _____



Governmental Service Agency, Inc.
Municipal Management Consultants

P. O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
914-359-9701



used for such storage space, at the sacrifice of needed traffic capacity. A parked car is particularly costly if the City's traffic congestion warrants street improvements. The provision of as many off-street parking lots as possible will relieve the congestion of traffic in the area and may be more economical than installing parking meters, which is also common practice.

Parking surveys by the Highway Research Board have shown that the larger the population group, the lower the percentage of short-period parking and the higher the percentage of long-period parking. The data also points out the definite difference between work trips and shopping or business trips. Shoppers usually do not want to walk more than two blocks to their destination, while long-term parkers will walk farther and consequently can park for lower rates.

Plate 5-8 shows the on and off-street parking facilities found within the Plainview Central Business District. The parking arrangements used, which consist of parallel parking, angular parking, and general on-street parking where no spaces are delineated, are also on Plate 5-8.

All of the on-street parking within the Central Business District consists of unmetered spaces. The number of on-street parking spaces within the identified Central Business District Planning area is over 1000.

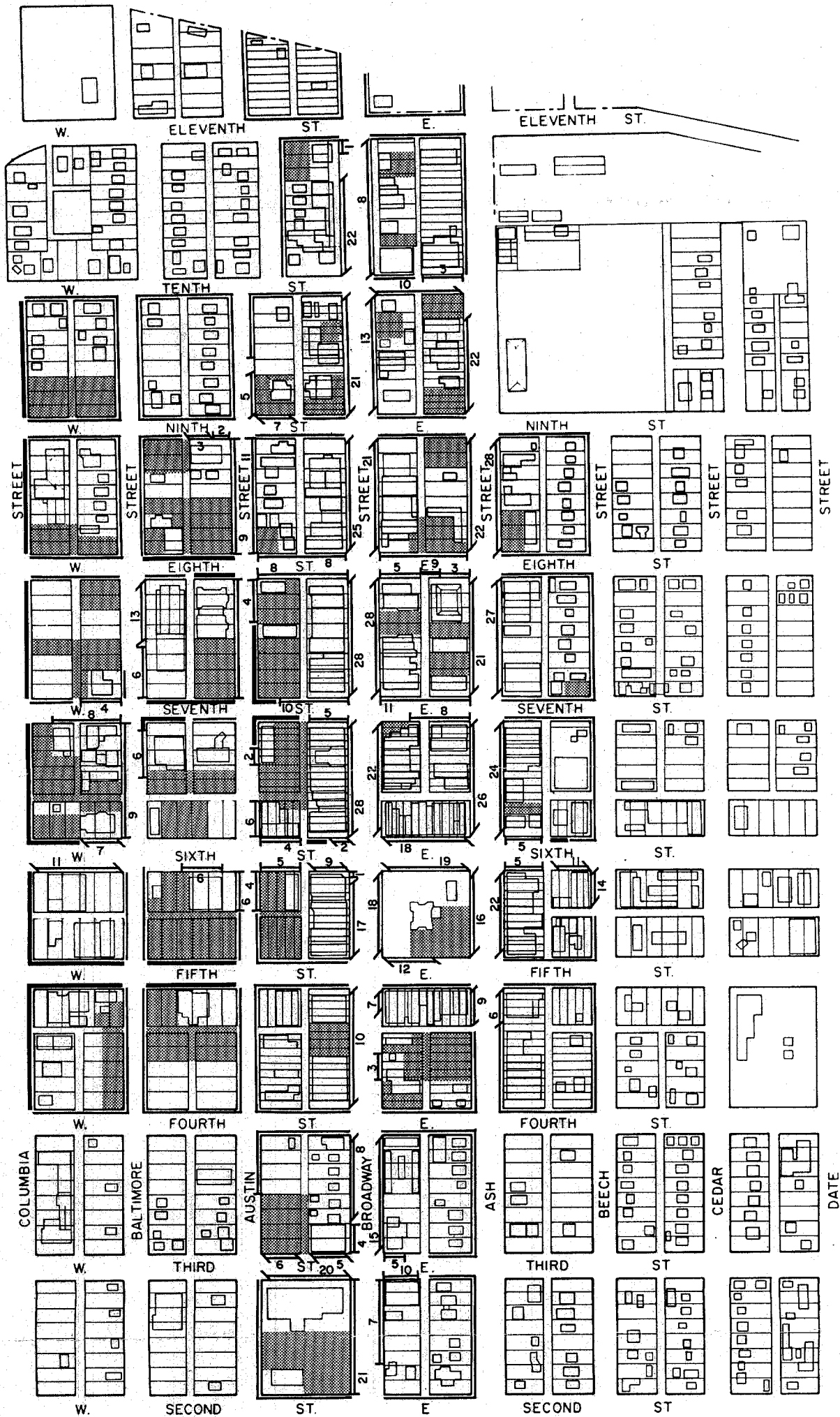
A large amount of the existing off-street parking lots available in the Central Business District are private, belong to churches, or are in locations which are not immediately accessible to downtown commerce.

The greatest needs for increased off-street parking exists at or near the following locations: 1) County Courthouse, 2) Post Office, 3) Municipal Building/Police Station, 4) Most commercial establishments along Broadway Street, between Fifth Street and Ninth Street.

Due to the character of the central business district, it is usually not possible to provide parking lots which are adjacent or even an equal distance to every building which must be served. The parking difficulties in Plainview, for the most part, are similar to those of other towns or cities. Generally speaking, parking within the Central Business District is adequate for current uses except in some areas immediately adjacent to the various generators of high demand (such as the County Courthouse) which have only curb parking available and which are not supplemented by their own off-street parking facilities. It is now widely accepted that public agencies must take an active role in providing parking facilities to help solve any acute downtown parking problems.

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



EXISTING PARKING

LEGEND

- OFF-STREET PARKING.
- ANGLE PARKING (MARKED OR DIRECT ACCESS).
- PARALLEL PARKING (MARKED OR DIRECT ACCESS).
- GENERAL ON-STREET PARKING.
- NO PARKING.
- 28 NUMBER OF PARKING SPACES.

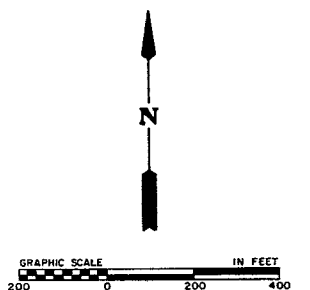


PLATE 5-8

THIS MAP IS THE PROPERTY OF THE CITY OF PLAINVIEW, TEXAS. IT IS TO BE USED FOR OFFICIAL PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY, INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

DATE: _____
REVISION DATE: _____

Governmental Service Agency, Inc.
Municipal Management Consultants

HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
2400 N. GULF
DALLAS, TEXAS 75201
214-350-8700

DRIVEWAYS AND CURB CUTS

The future development of head-in or direct access parking facilities, which are those facilities in which street right-of-way is used as a means of gaining access to parking provided either within the right-of-way or adjacent to the right-of-way, should be discouraged. Such parking areas do not qualify as off-street parking space since public right-of-way is used for the maneuvering requirements.

Wide driveways and driveways indiscriminately located increase traffic hazards and traffic control problems. The creation of any driveway has the same effect as the creation of a new street intersection. The same opportunity for right and left turn movements is provided from the moving lanes of traffic on the street. It is recommended that the City adopt the access and driveway standards as set forth in "Regulations for Access Driveways to State Highways" as prepared for the State Highway Department for its official driveway opening and curb cut standards.

LOADING AND UNLOADING

The provision of adequate facilities for the pickup and delivery of goods to and from the businesses operating in the Central Business District of Plainview is a primary concern. Service activity is critical to most commercial operations and area must be provided to handle pick-up and delivery activities adequately. If space is not provided, the result will be additional congestion and the creation of new problems causing delay and annoyance to drivers in the area. Some of the problems in the downtown area will be eliminated in the future since the new Zoning Ordinance requires that provision be made for off-street loading and unloading areas in the construction of any new retail or commercial building. However, the problems of the existing buildings are not solved and the service needs of the businesses occupying these buildings today are not provided. Some of these problems and their solutions can be handled by the independent businessmen since improved operation has a direct relationship to their cost and overhead.

Delay in conducting pickup and delivery only adds to the cost of providing service needs. If the sidewalks are covered and if curb space is blocked during loading and unloading operations, traffic movement is hindered and customers soon decide that it is more convenient to do business elsewhere. The merchants are in the best position to bring about immediate improvements. They can do much to expedite deliveries through the improvement of shipping and receiving facilities within their own stores by providing adequate alley or off-street loading and dock space and by making certain that adequate receiving and shipping doors and storage space are included in their plan of operation. The local businessmen, through their organized civic groups, are in the best possible position to bring about improved traffic control, enforcement of regulations, legislation, and other conditions necessary to expedite truck operations. The general solutions for loading and unloading are stated under the five following headings:

1. improved handling of goods
2. better utilization of truck loading space
3. more efficient street usage through traffic control and load consolidation
4. properly located off-street parking space
5. planned loading and unloading operations

Six groups which have a direct interest in a solution to the problem of loading and unloading are: the producer of the goods, the wholesaler, the trucker, the building owner, the merchant, and the retail customer. All of these groups stand to suffer when pickup and delivery costs are increased.

The community can establish traffic regulations which will govern the pickup and delivery of merchandise. The City can establish curb loading zones which are properly marked and are reserved for truck loading and unloading, and a time limit can be imposed on the use of these zones. The reserved truck loading zones should be established only where absolutely necessary. The creation of a curb loading zone depends on the following factors:

1. parking conditions
2. existing on and off-street loading facilities
3. existing curb loading zones
4. frequency of truck pickup and delivery operations
5. seriousness of double parking problem
6. need and desires of receivers and shippers of goods
7. number of business establishments that would benefit

Generally speaking, a zone should not be installed unless a study discloses that no suitable loading space now exists either off the street or at the curb. In assessing the need for a loading zone any truck loading space farther than 100 feet from the point of loading should not be considered as serving that point. However, curb zones should not be established too liberally and usually should not be spaced closer than 200 feet apart. A zone should be used sufficiently to warrant its establishment since it does prohibit parking on a public street and, reduces parking capacity. The City could affix a fee for such loading zones on a front foot basis, which would be distributed to the businesses the zone serves. This procedure would do much to eliminate the little used loading zones that exist today. The criteria employed for establishing the annual rate to be charged for curb loading space is usually determined by one or a combination of the following considerations:

1. a curb linear foot basis
2. a flat fee
3. a fee commensurate to the amount ordinarily brought in by parking meters on the curb space thus reserved
4. the cost of maintaining the appropriate signs and markings at curbs of loading zones

The City can also prescribe an hourly truck pickup and delivery time. However, since the factors of how much time will be required and how many unpredictable delays will be involved in the operation are unknown, the completion of a loading or unloading operation during a specified period of the day is exceedingly difficult. To facilitate loading, unloading, and traffic

movement in alleys, the City can prohibit parking and possibly make traffic movement one-way in alleys. Since the City can regulate pickup of garbage and trash in the Central Business District, the City could time these pickups when the traffic is low.

Loading zones should be adequately marked with the proper signs placed at the curb and the curb area should be painted in such a manner that zones can be easily identified. These zones should be a minimum of 25 feet in length to facilitate parking. In certain cases these zones will have to be longer to accommodate large trucks or multiple use. The length of most loading zones now falls in the range of 20 to 45 feet. More space is needed when the truck zone is situated between automobile parking spaces. A truck backing into a curb for the purpose of loading or unloading will block the movement of traffic in the lane adjoining the parking zone; and long cab and trailer combinations can block the entire street.

CONDITIONS OF EXISTING BUILDINGS

Buildings located in the Central Business District range from buildings just recently completed to buildings whose age exceeds fifty years. Many of the buildings in the downtown area are in poor structural condition, resulting from wood joist construction, poor foundation conditions, inadequate maintenance, and general deterioration. Until buildings deteriorate to a stage unsafe for use, the City has no direct jurisdiction over their maintenance and upkeep. The proper maintenance, improvements, and general face-lifting of the buildings are the primary responsibilities of the landowners and tenants. However, the maintenance and appearance factor is of concern to the entire community and is a major problem confronting the central business districts in many cities. The solutions to these problems can only be provided by close cooperation between the tenant and building owners, and this cooperation can be best attained through organized civic groups and other business associations. Organized groups attempting to enhance the general appearance and to upgrade the downtown area will have a more far-reaching effect than individuals, landowners, or tenants working separately. In such rejuvenation efforts, harmony and compatibility are important considerations which can be accomplished only through a cooperative effort.

For the purpose of establishing a measurement of the structural condition of a building, the structural components may be classified as follows:

1. Primary structural components of a building include the foundation and foundation walls, above grade load bearing walls and columns, load bearing floor systems including floor joists, flooring, etc., and the roof structure including rafters, joists, trusses, etc.
2. Minor structural components of a building include such items as exterior porches and steps, exterior chimney, gutters and down spouts, roof drains, roof covering, siding, windows, doors, signs, ceilings, and other similar or minor items which, if completely deteriorated, would have little or no effect on the structural condition of a building.

Plate 5-9 is an assessment of present building conditions in the existing Central Business District. The building assessment classifications can generally be defined as follows:

- "Good" - Structure sound, functional facility, adequate appearance.
- "Fair" - Structure is adequate but deteriorating (minor structural defects) facility appearance is poor or not consistent with surrounding buildings.
- "Poor" - Structure unsound or dilapidated (primary structural defects), unsafe, unacceptable for any purpose without major rehabilitation.

In general, the buildings within the Central Business District are structurally sound, although some lack proper maintenance or have a poor exterior appearance. A large portion of the structures in fair or poor condition are vacant and many are grouped together at various locations.

CENTRAL BUSINESS DISTRICT PLAN

It will be necessary in the Central Business District Plan to set some goals about what the community would like for its downtown. It is from this basis that specific objectives and strategies for improving the Central Business district can be formulated.

The following are possible goals which the community may wish to consider, and beneath each goal are examples of more specific means by which the goals can be addressed or achieved:

Encourage uses, activities, and regulatory standards in the Central Business District which enhance the distinctive identity of the downtown area.

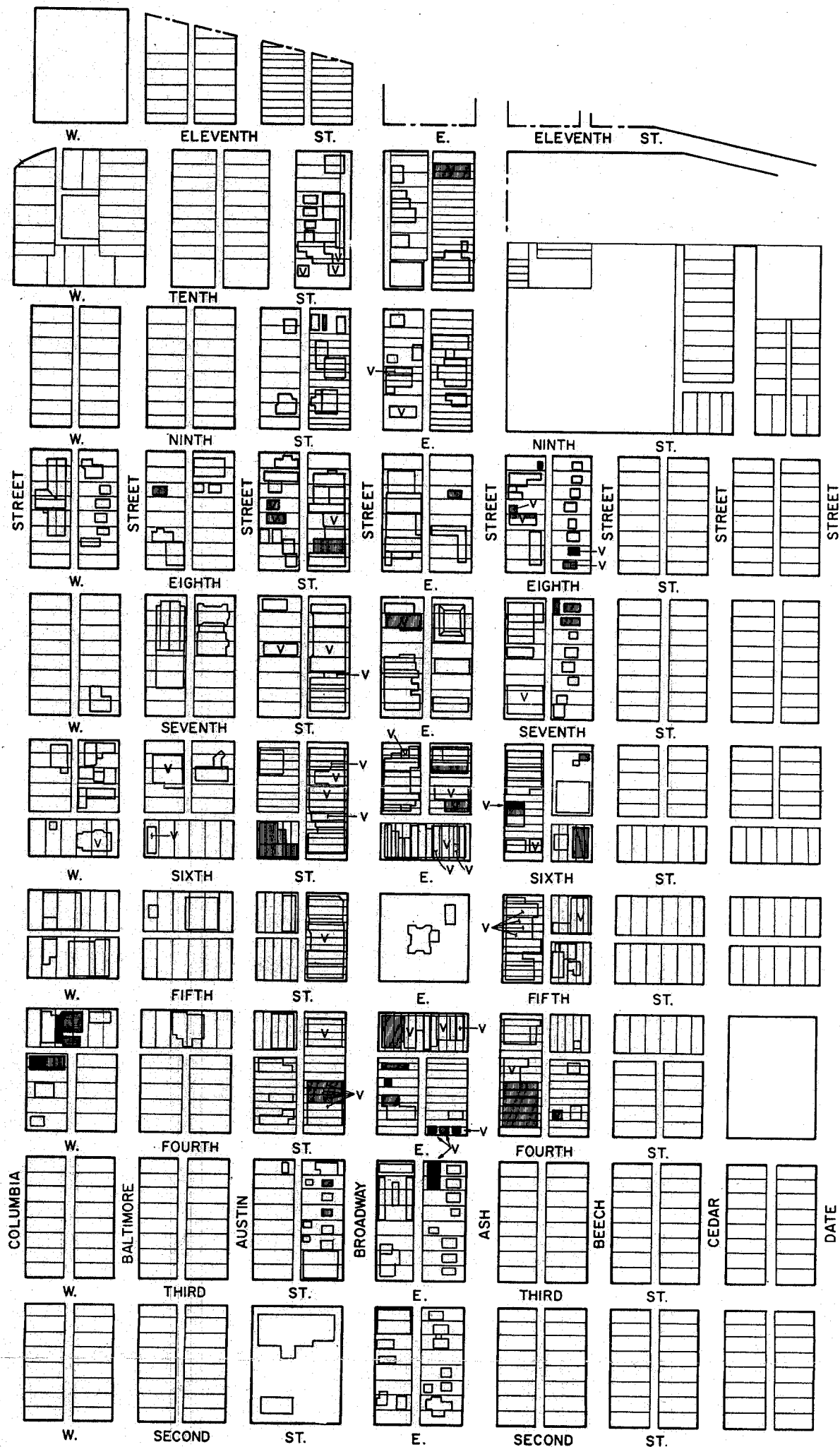
1. Create a strong, distinctive physical image in the CBD by encouraging architectural and design excellence with emphasis on restoration and aesthetic appeal.
2. Develop distinctive signage standards for the CBD.
3. Establish a standard for graphics in the CBD.
4. Establish standards for lighting and landscaping for the CBD.
5. Establish signage, signalization, parking locations and other features of downtown, including establishment of secondary entrances which encourage pedestrian activity within the downtown core.
6. Emphasize the unique and historical features of downtown buildings, locations, and objects.

Establish a circulation system which provides for efficient and effective movement of vehicles but which also recognizes the critical role of pedestrian activity in the Central Business District core.

1. Discourage automobile dominance in the CBD core.

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



BUILDING ASSESSMENT

LEGEND

- V VACANT
- GOOD
- FAIR
- POOR

THIS MAP UTILIZED ALL AVAILABLE INFORMATION SUPPLIED BY THE CITY OF PLAINVIEW, TEXAS AND IS FOR GRAPHIC PURPOSES ONLY. HUNTER ASSOCIATES, INC. AND GOVERNMENTAL SERVICE AGENCY INC. ASSUME NO RESPONSIBILITY FOR THE ACCURACY OF THE INFORMATION SUPPLIED.

PLATE 5-9

DATE: _____
REVISION DATE: _____



Governmental Service Agency, Inc.
Municipal Management Consultants

P.O. Box 280451
Dallas, Texas 75228
(214) 681-8136



HUNTER ASSOCIATES, INC.
ENGINEERS/PLANNERS/SURVEYORS
DALLAS
214-369-9771
912-654-8746



2. Develop a vehicular and pedestrian circulation system which separates vehicular and pedestrian movements and establishes priorities for the different types of movements.
3. Provide parking capacity necessary to mitigate conflicts between parking (and parking-related movements) and moving traffic.
4. Provide off-street parking in relation and proportion to activity generated by destination.
5. Encourage segregation of long term parking (primarily for employees) from short term parking (primarily for customers/clients).

Strengthen the core area of the Central Business District as an office center, with particular emphasis on professional services and financial services.

1. Promote the CBD as an attractive office location through emphasis on protection from adverse uses, rigorous exterior design and maintenance standards, and similar quality standards.
2. Provide adequate parking, especially off-street parking, for employees and clients.
3. Provide the downtown working population with services customarily available.

Promote the Central Business District as a retail area emphasizing specialty shops and quality merchandise.

1. Identify a core area which will be emphasized as the primary downtown retail center.
2. Identify and solicit retail and service uses which are ill-suited for strip shopping centers.
3. Identify and encourage retail and service activities which complement extensive office uses.
4. Provide pedestrian linkages between major activity centers.
5. Provide pedestrian amenities that encourage shopping activity (walkways, courtyards, benches, etc.).

Promote the downtown as a center for entertainment, cultural, and civic activities.

1. Develop a regional civic center for entertainment, conventions, civic and social activity uses, to be located in the eastern part of the CBD.
2. Encourage social and civic groups to utilize downtown meeting space areas, such as the public library.

Encourage the preservation and development of a variety of residential accommodations in the Central Business District.

1. Provide housing to serve a broad range of income levels.
2. Encourage higher density residential uses around and even in the downtown core area.
3. Encourage residential support services and amenities in and near the CBD.

The goals discussed above will translate into patterns of uses as the Central Business District changes and redevelops over the next twenty years. The basic elements of that pattern include the following:

- * The courthouse square area (the one block area of Broadway, Ash, Sixth and to some extent Fifth that face the Hale County Courthouse) will become an area dominated by public and private office uses, with some mix of service and small retail uses.
- * Broadway between Sixth and Ninth will become a mixed use area dominated by specialty retail uses but containing a significant amount of office space, service uses, and higher density residential uses (in upper floors of multi-story structures).
- * Broadway north of Ninth will remain a mixed use area as it currently exists, but with fewer retail uses and more office and service uses.
- * The east side of Austin and the west side of Ash north of Sixth are expected to be used primarily for parking, with some office and public uses.
- * The west side of Ash north of Sixth is expected to be used primarily for heavier commercial uses and parking, although the potential for extensive office and public uses exists between Sixth and Eighth, especially between Sixth and Seventh.
- * The area from the west side of Austin to the east side of Columbia from Fifth north to Ninth will retain its existing use pattern (primarily financial institutions, and public and semi-public uses such as churches and offices), except that the small number of residential uses will be eliminated. The same area north of Ninth will continue to be a highly mixed use area with service uses predominant along Columbia and residential uses predominant in the remainder of the area. It is expected that higher density residential uses will become predominant, through conversion of existing single family units and/or removal of single family units and replacement with higher density uses. The area north of Eleventh is expected to become predominantly a light industrial use area.
- * The area south of Fifth from Ash west to Columbia will continue to be predominantly commercial, especially in the block between Fifth and Fourth west of Ash. However, commercial uses, especially retail uses, in this area will need to be site-specific and not require significant walk-in and spin-off customer traffic. The financial institution occupying the block bounded by Fifth, Baltimore, Fourth, and Austin is a crucial factor in determining the future of the area along Fifth and Fourth between Broadway and Columbia. It is expected that the presence of the bank at this location will eventually lead to a revitalization, probably for office and/or institutional uses, of at least the tracts on Baltimore, Austin, and Fourth which front the bank site. Broadway south of Fifth will become a commercial area primarily for site-specific uses requiring extensive floor space, such as furniture stores, appliance stores, building materials stores, and similar uses. The small number of residential uses north of Second along Broadway will probably be eliminated.
- * The areas adjacent to the CBD are obviously critical to the future of the CBD itself, especially the area to the east of the CBD where deteriorating

residential and commercial/industrial structures are located and transition is clearly occurring. The frontage on Fifth and Sixth east of Beech is expected to continue to be a location for heavy commercial and light industrial uses. Similarly, the frontage along Date is also expected to be predominantly a heavy commercial and light industrial area, with displacement of most of the existing residential uses. The residential uses along and east of Ash, south of Fourth are expected to remain; single family and moderate density residential uses should be encouraged in this area. The residential uses along and east of Beech north of Seventh are in an extremely vulnerable position, being surrounded by nonresidential uses and in close proximity to industrial uses. Conversion to multifamily uses in this area should be encouraged but is not likely to be extensive. The construction of a much needed civic center in this area should be encouraged, with recognition that housing must be available for the area's low income residents who will be displaced by such construction.

The following set of specific recommendations is designed to implement the earlier discussion of goals and be consistent with the expected development/redevelopment patterns elaborated above. In most instances, the recommendations will require joint public/private actions, including public and private financial commitments. Because much, but certainly not all, of the benefits of downtown redevelopment occurs to private interests, the primary commitments are expected to come from the private sector. Most of the recommendations focus on the Central Business District core (basically the area bounded by Fifth, Ash, Ninth and Austin Streets). Without revitalization of this area, the downtown area will become nothing more than another indistinct and deteriorated mixed use sector of the City over the next two decades. On the other hand, redevelopment of this area is likely to have beneficial spill-over effects on other parts of the Central Business District. Plate 5-10 displays graphically the major components of proposed Central Business District Plan. Specific recommendations for the Central Business District include:

1. Close Broadway between Sixth and Eighth.
Close Seventh between Ash and the alleyway west of Broadway.
Convert Broadway between Sixth and Eighth into an attractive open air pedestrian walkway.

For the downtown to retain any significant retail character at all, there must be something "special", something unique, about the area. Plainview currently has and for the foreseeable future will have as much (and probably more) retail locations and uses as it can sustain. For the probably more) retail locations and uses as it can sustain. For the downtown area to compete with the plethora of retail locations in the area, it must have an identity and features that are not present at competing locations. Presently, it is nothing more than another strip shopping location with street-side parking. Closing of the suggested two-block strip of Broadway allows conversion of the area to a pedestrian mall for customers seeking a relaxed environment with high quality specialty shops and service providers.

Currently, Broadway carries a significant volume of non-local traffic, i.e., traffic without any destination in the downtown between Fifth and Tenth. This non-local traffic is not only of no benefit to retail and service businesses along Broadway but in fact deters use of the Broadway businesses by creating conflict between customers using on-street parking and the non-local traffic. Austin and Ash are excellent alternatives to Broadway for non-local traffic, having two moving lanes in both directions and little on-street parking conflict.

The visual appearance of the Broadway street and sidewalk areas is crucial to the success of the downtown pedestrian mall. Plants, small trees, benches, tables, kiosks, even fountains provide a unique flavor without which the concept will not work.

2. Develop additional off-street parking on Ash and Austin.
Require employees of business/offices fronting Broadway to use off-street parking.
Require long-term users of the Courthouse to use off-street parking.
Develop additional off-street parking near the post office.

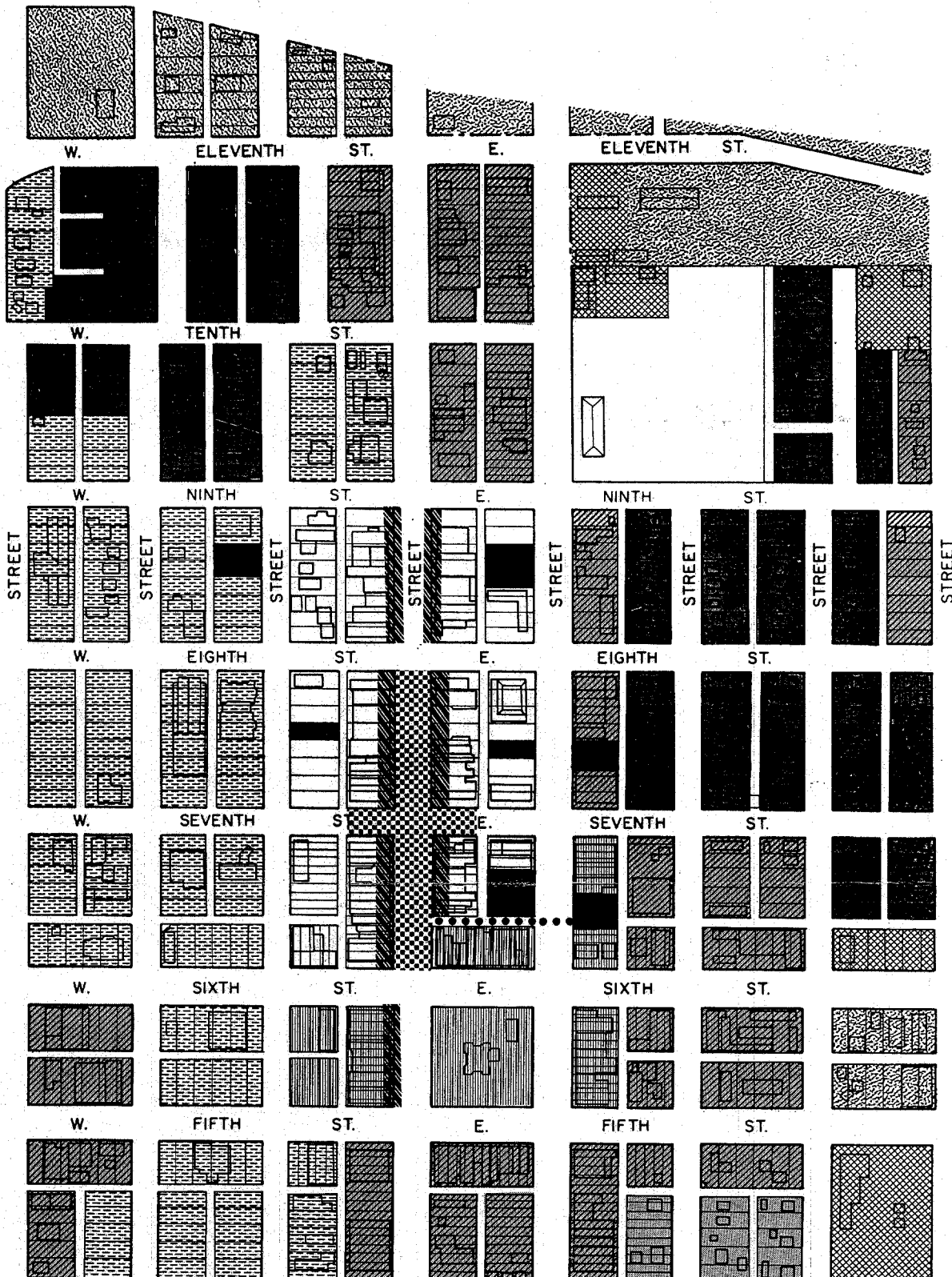
Adequate parking is available for existing demand in the CBD, excepting the courthouse and post office areas. If no major improvements are made, especially along Broadway, no additional parking capacity, except near the post office, will be needed, as land use intensity will continue to decline. However, assuming that major changes will be made, including at least some of the recommendations made in this and earlier reports, additional parking and better use of existing parking capacity will be required.

Closing of the sections of Broadway and Seventh as recommended above will eliminate 125 existing parking places. Those spaces should be replaced and an additional 150 spaces created through enlargement of off-street parking areas and joint use arrangements for use of church lots along Austin and Creation of additional off-street parking areas along Ash.

Critical to the effective utilization of existing and additional parking capacity is the location of employee parking. Even now, employee parking is a major problem at the courthouse complex and the post office and probably some other less obvious areas as well. If the CBD is revitalized to become an area of significantly greater use, the problem of employee parking will become more widespread and more serious. Employee parking should not be allowed in on-street spaces. At the courthouse, only employees whose job duties require use of vehicles during the day should be allowed to use on-street and courthouse square parking areas. Long term users/visitors of the courthouse should be encouraged to use off-street parking. On-street parking in the vicinity of the courthouse complex should be time limited with strict enforcement and significant penalties for violators. A new parking lot should be developed on Ash between Seventh and Eighth for post office employee parking. On-street

CITY OF PLAINVIEW, TEXAS

CENTRAL BUSINESS DISTRICT



parking in the vicinity of the post office should be time limited with strict enforcement and significant penalties for violators.

3. Develop secondary entrances to businesses fronting Broadway.
Improve appearance of secondary entrance areas to businesses fronting Broadway.

If Broadway and Seventh are closed, entrance to some businesses fronting Broadway will be most easily achieved through secondary (rear) entrances. Thus, the appearance of these areas will need to be improved. Overhead utilities should be removed, alley surface improvements will need to be made in some areas, lighting improvements in parking areas and near secondary entrances should be made, and other, primarily cosmetic, changes will be needed. However, as in any other mall context, the interior frontage (the existing Broadway frontage) would continue to be the focal point for pedestrian traffic.

4. Restore and improve appearance of structures along Broadway)
and immediately adjacent side streets, especially in the CBD
core area.

As detailed earlier in the section dealing with building conditions, many of the structures in the downtown area are in varying conditions of deterioration. Many of these buildings are historic structures, are structurally quite sound, and can be significantly, even dramatically in some cases, improved in appearance with relatively little expense. These cosmetic changes are critical to the revitalization of the downtown.

Customers will not be drawn to the CBD if it has any semblance of a rundown area.

5. Utilize public signage (street signs, directional signs, etc.)
which is distinctive and readily identifiable with the
downtown.
Monitor signage of individual businesses with the CBD core to
ensure quality and compatibility standards are met.

Public and private signage is one of the least expensive but most effective means of creating a distinctive identity for the CBD and making significant aesthetic improvements to the area. Working with the City of Plainview, CBD business interest could develop a distinctive signage style (particularly those outside the CBD) and other public signage. Businesses could be encouraged to utilize the style in their advertising and other public communications.

The quality and compatibility of signage on publicly and privately owned buildings in the CBD, especially the core area, is perhaps the most visible indicator of a vital and dynamic downtown. Again, the image of the CBD as a unique entity can be developed and reinforced through signage that reflects the distinctive character of the area. Effective implementation of an effort to ensure quality and compatibility of signs in the downtown will require

cooperation among the affected business interests and cooperation between the downtown business interest and municipal government policy makers.

6. Encourage location of public and semi-public uses in the CBD, especially around the CBD core area.

Currently, governmental offices (U.S. Department of Agriculture offices, Texas Employment Commission, Texas comptroller's office) are scattered throughout the City. It is crucial to CBD revitalization that these types of uses be relocated to the downtown area. Among the benefits of such relocation are: 1) citizen access - potential users will know that most government offices are located downtown; 2) consolidation of similar uses with similar service requirements (restaurants, office suppliers, etc.) in one area of the City; 3) greater likelihood that retail and service uses in the CBD will survive economically; and 4) reduced traffic congestion through location of office uses in proximity to services and businesses used by employees.

City officials and CBD business interests should be aware that some governmental offices have significant short term (customer/client) and long term (employee) parking needs which must be met if they are to be brought back into the downtown area.

7. Reverse the trend toward intrusion of heavier commercial and industrial type uses into the CBD.

Recent decline in the CBD area has encouraged sighting of uses in the area which are incompatible with customary retail, office, and light commercial downtown uses. While the CBD is intended to be a mixed use area, it is clear that heavier commercial and industrial uses are not good neighbors for light retail and office development. The condition of commercial and residential structures in the downtown area, especially east of Ash Street, is such that strong pressures toward heavier uses will continue to be felt. Excepting the frontage on Date, such pressures should be resisted. Even on Date, industrial type uses should generally be restricted to the east side of the street.

8. Encourage conversion of upper stories of downtown commercial structures to residential uses.
Encourage utilization of old Hilton Hotel building as residential use.
Encourage high density residential redevelopment in existing residential areas at the northern and eastern fringes of the CBD.

It is unlikely that the upper floors of the multistory buildings in the downtown area will have active commercial usage, although some storage usage will occur. Conversion of these upper floor areas to residential use is beneficial in several respects.

Besides providing income to the property owner from what in most cases is now vacant space, such use also puts potential customers of downtown businesses immediately into the downtown. The now vacant Hilton Hotel building, the largest single structure in the CBD, also offers the same potential benefits as a residential use structure (e.g., residential rental units for elderly or similar use).

Significant low density residential development currently exists at the northwest and northeast edges of the CBD. The housing in these areas consists largely of older frame homes which are generally in a state of decline, especially in the northeast. Between 15 and 20 percent of the housing units in these areas have already been converted to two, three or even four unit dwellings. The replacement of the low density residential uses in these areas with higher density residential uses should be encouraged.

9. Protect and encourage revitalization of the predominantly single family residential areas south of Fourth Street.

Previous plans have suggested conversion of the older single family residential area between Fourth and Running Water Draw to high density residential uses. Given the substantial areas of the City already dedicated to such development and the large amount of older housing at the northern and eastern edges of the CBD with much easier access to the CBD core, no compelling need for more high density development in the area seems to exist. The size of the area and quality of housing in the area south of Fourth Street also argues against any significant conversion of this area to high density residential uses.

Deterioration of conditions in downtown Plainview is a result of a combination of factors. Similarly, a combination of actions will be required to revitalize the downtown area. The set of recommendations discussed above is by no means an exhaustive list of options by which conditions in the Central Business District can be improved. These actions are probably best regarded as a starting point for developing a dynamic downtown.

The most critical element in the revitalization plan is the improvement of Broadway between Fifth Street and Ninth Street. The focus of efforts by the City should be the revitalization of this area. For the pedestrian mall concept along Broadway to work successfully the area must provide merchandise and services with quality and variety competitive with other locations within the City. The area must also be aesthetically pleasing (well landscaped, well lighted, with tasteful and compatible graphics, for example), provide adequate amenities (protective canopies, benches, tables, trash receptacles, telephone services, and mail boxes, for example), and be served with parking capacity adequate to give assurance to customers/clients that they will have reasonable access to specific destinations in the area.

Physical changes and improvements to Broadway will not alone be adequate to ensure downtown revitalization. As the population center of the City and area continues to move away from the downtown area, having a significant downtown area working population becomes even more critical. The City's major financial institutions are already located in the downtown area. The area around the courthouse complex and City Hall are natural locations for professional and administrative offices. Every possible encouragement should be given to enlarging the office use potential of the downtown area.

Similarly, residential uses, especially higher density residential development, should be encouraged as a means of giving the Central Business District a larger customer/client base. The Central Business District is still the most easily accessible retail and service center for a significant part of Plainview's population, particularly areas to the northeast, east, and south of the downtown, residents of these areas as well as the immediate Central Business District area can be expected to patronize CBD businesses locations as a first choice option.

The core area of the Central Business District does not exist in isolation from the adjacent land uses. Currently, most of the uses in close proximity to the downtown area in varying stages of decline. If significant numbers of people are to be attracted to the downtown area, this decline must be reversed. This reversal will require a number of actions but probably the first among those actions should be an aggressive enforcement of building codes and substandard building ordinances. The downtown area must have an image of a clean, attractive, inviting location if it is to be a vital part of the community.

Areas recommended for consideration and acquisition of off-street parking areas are designated on Plate 5-10. In choosing the recommended sites for future parking areas, the assessed evaluation of the area, the existing land uses, the major traffic generators, and existing parking facilities have been carefully analyzed and evaluated.

As previously mentioned, increased off-street parking facilities in the Central Business District is a necessity in the near future because of traffic congestion brought about by high traffic generators in the area. Therefore, it is recommended that the City encourage the development of a reasonable number of parking areas within and in close proximity to the Central Business District.

In addition, in order to accommodate the rural-agricultural trade in Plainview, a requirement of which has always prevailed and should continue to prevail in the future, the City and/or County government, through cooperative effort and finance, could designate, establish, and operate one or more public parking lots within the commercial area. Governmental agencies should also provide adequate off-street parking facilities in conjunction with public buildings and public uses.

The recommended plan does not infer that the City should consider the acquisition of all of the recommended parking areas shown on Plate 5-10. The areas shown on this Plate provide the basis for the overall parking plan for the Central Business District. It is generally believed that the majority of these parking areas should be developed by private enterprise.

In general, street and sidewalk conditions are adequate with minor exceptions. Replacement of the old system of storm sewer inlets and pipes should be the first priority for improvements within public right-of-way; however, these improvements can only be justified as part of a full scale CBD revitalization.

The pattern of land uses and recommended changes outlined in Plate 5-10 will not occur overnight. However, an aggressive, determined, and cooperative effort among local business, civic, and political leaders, especially those with vital interest in the future of downtown Plainview, can revitalize the Central Business District and build a dynamic downtown. The alternative to a dynamic downtown is the continued decline of an area in which the community as a whole has a major economic and psychological investment and ultimately the loss of most of that investment.

SECTION 6
GROWTH PLAN

SECTION 6 GROWTH PLAN

INTRODUCTION

During the planning period of this study (1989-2010) the City of Plainview is expected to experience considerable physical growth. While some actual population increase in the community is anticipated (see detailed discussion in Volume 1, Section 2), the increase in size of the community's boundaries is expected to be much more significant. Little expansion to the east is anticipated, except some extension of the corporate limits along U.S. Highway 70. On all other sides, however, major physical expansion is expected to occur, especially to the north and south along Interstate Highway 27.

EXISTING ADJACENT LAND USES

The City of Plainview is surrounded by considerable development of various types, especially but by no means exclusively along the major highways in the area (U.S. 70 to the east and west, I-27 to the north and south, Business Route 87 to the south and S.H. 194 to the northwest). In addition, significant, primarily residential, development is present in the Seth Ward area to the northeast.

Development east of the city along U.S. 70 (East Fifth) is primarily low and moderate income residential, including a substantial number of mobile homes, mixed with industrial uses on the north side of the highway. Most of the development along U.S. 70 is within the Plainview ETJ (one mile from the existing corporate limits). Many of the residential units in this area are in a rundown condition, with 6-7 of the 61 units within the City's extraterritorial jurisdiction needing to be demolished. Approximately 30 of the 61 units are mobile homes. Virtually all of the development in this part of the planning area fronts directly onto U.S. 70.

A substantial residential development outside the corporate limits is present in the South Date Street area. Approximately 50 single family housing units are located in the area, with virtually all of these lining Date east and south of the current corporate limits. Excepting a couple of small light industrial operations (construction contractors and materials haulers), all of the development in this area is residential. All of the development is within the City's ETJ.

Business Route 87 south of the city is the site of a mixed bag of single family, mobile home park and light and heavy industrial uses. A major grain elevator operation is located at the edge of the city limits between Highway 87 and South Broadway. Another grain storage operation is located at the edge of the city limits west of the Ollie Liner Center. Westward from this location about a quarter mile is a 20 unit mobile home park.

Approximately 0.75 mile from the corporate limits along Business 87 is a development cluster consisting of a major warehouse/distribution center operation, the Texas Department of Highways and Public Transportation maintenance facilities and offices and a small mobile home park. Even farther out but still within the planning area along Business 87 is

The major development area on the south side of the city that is not within the corporate limits, however, is the airport., even though it is bounded on two side by properties within the city. If fact, the corporate limits line on South Columbia (Business 87) extends approximately two miles past the south edge of the airport.

On the west side of the city, the primary development area outside the corporate limits is a fully developed portion of Westridge Addition, containing approximately 35 single family residential units. This is a middle to upper middle income area of large lot residences which originally developed utilizing a private water supply and septic tanks.

While the area along U.S. 70 (East Fifth Street) east of the city is a mixed industrial and low income residential area, development along U.S. 70 (West Fifth Street) west of the city consists almost exclusively of very low density middle and upper middle income residential uses. This pattern of rural subdivision and scattered residential development along the highway frontage stretches for several miles to the west of the city.

The other west side development area outside the city limits is the mixed use area along Dimmit Road (S.H. 194) northwest of the city. Although a recent annexation brought much of the developed part of this area within the corporate limits, some significant development west of Westridge Road was not annexed. Included within this unincorporated area is are some major industrial locations near the corner of Dimmit Road and Westridge and scattered residential sites within the ETJ area.

North of the city limits along I-27 are several major heavy industrial locations, including a meat packing operation (near the intersection of Columbia and I-27), grain storage operations and seed grain manufacturing and wholesaling operations.

The most significant development area outside the corporate limits is located to the northeast of the city, in and around the Seth Ward community. Approximately 1,350 persons in 575 dwelling units live outside the city limits in the area bounded by Twenty Fourth, FM 400, an east-west county road stretching directly eastward from the intersection of Columbia and I-27 and Columbia. In addition, several industrial operations are found in the area, including a major heavy truck repair/refitting operation and a large ginning business. A limited amount of commercial activity is also located in the area. Most of the industrial and commercial activity is located along East Twenty Fourth Street.

Unlike much of the development in the Plainview ETJ, the densities in part of this northeast sector are close to traditional urban levels. Furthermore, the densities in part of this area are increasing and both mobile home development and lower income single family development continues to occur. It is apparent, however, even in this more heavily developed part of the area that development has occurred and is continuing to occur in an almost completely unregulated political environment.

GROWTH PLAN

As indicated above, a significant amount of existing development is located at or near the corporate limits of the City of Plainview. Some of this development has essentially urban characteristics such that an observer cannot determine the limits of the city in the absence of a corporate limits sign. Over 2,000 persons live in the Plainview ETJ. Several major industrial operations are located in the immediate vicinity of the corporate limits. The city/county airport is immediately adjacent to the corporate limits on two sides. Even some commercial development is located in close proximity to the city limits.

The land uses and development patterns in the area around the corporate limits, especially within one mile extraterritorial jurisdiction of the City, have a profound impact on the community, particularly on the growth potential of the area. The first impression of Plainview obtained by the visitor, potential resident or potential investor is not of the city itself but of the development adjacent to the city. Furthermore, the actual physical growth of the city itself is significantly affected by existing uses and use patterns in the surrounding area.

Much of the development that has occurred over the years at the edges of the city has apparently occurred in the absence of any serious planning and regulation. Incompatible land uses and haphazard development patterns are the rule rather than the exception in the outlying areas. The result is that the visitor coming into Plainview on any of the major routes (except U.S. 70 from the west and possibly I-27 from the south) sees land uses and land use patterns which do not favorably reflect on the city.

Physical expansion of the city is also adversely affected by these use patterns. Residential expansion is effectively limited to the west and southwest because of the development patterns at the city's edge in other directions. Commercial expansion is also hindered and limited, with some otherwise promising locations effectively negated due to incompatible uses at or near the locations.

The only meaningful regulatory tool available to the City in its extraterritorial jurisdiction is the subdivision ordinance. Zoning and building code regulations cannot be exercised outside the corporate limits. The subdivision ordinance is not a particularly strong administrative and regulatory device

outside the city limits. Divisions of property into a small number of lots or tracts are usually not known to the City staff or officials until development occurs, if then. Once development occurs, only draconian measures that city officials are usually reluctant to undertake are available to enforce the ordinance. Furthermore, even when enforced, subdivision standards can only be used to insure that the public infrastructure serving the property meets minimum standards. Land uses and use patterns cannot be regulated or given direction. Thus, even if the City is aggressively pursuing enforcement of subdivision standards, an area such as Seth Ward or along U.S. 70 (East Fifth Street) may only be marginally affected and minimal improvements accomplished.

One other consideration must also be made in examining the merits of extending the corporate limits to include some or all of the existing developed areas around the city. The City of Plainview is responsible for providing fire protection services in the area around the city. Although the City provides such services under a contract with Hale County and receives compensation for the services, the City has consistently argued that the compensation does not cover the cost of providing the services and the issue has been a longstanding source of contention between the two governmental bodies. At a practical level, emergency medical services are also provided by the City in the area around the City, although there is a private EMS service in the city.. If an automobile accident occurs in Seth Ward, on U.S. 70 East or another location near the city, the city, county or state law enforcement officer covering the accident ordinarily calls the City of Plainview EMS service. The City of Plainview receives no compensation from Hale County for these out-of-city calls. The City can and does bill the individuals being served but the rate of non-payment is high and the billing does not cover the full costs of providing the service, even if paid by all users of the service.

Finally, as a practical matter a significant part of the law enforcement service to the areas immediately adjacent to Plainview is provided by the City police force. Although the first line of law enforcement in the unincorporated area of the county is the Hale County Sheriff's Department, the size of the area is so far out of line with the number of officers that are available that the City of Plainview police force is considerably better prepared and capable of responding to calls. During most early evening and nighttime hours, the County has no more than one officer on duty or on call. In contrast, the City will almost always have several on-duty officers at all hours. Therefore, while there is theoretically a reciprocal arrangement between the two agencies, in which they back-up each other, the actual fact is that the greater burden for serving the area around the city falls on Plainview law enforcement officers because of their greater resources and numbers.

Westridge Addition

Annexation of Westridge Addition to the City of Plainview is recommended. Westridge is a fully developed residential subdivision containing approximately 90 persons residing in 35 housing units. It is bounded on three

sides by territory within the City of Plainview corporate limits. Development in the subdivision largely meets or exceeds municipal building and subdivision standards. The area is served by City of Plainview fire and EMS services. Residents utilize municipal parks and recreation facilities, library and other similar facilities and services on the same basis as their neighbors who live within the corporate limits. Residents literally cannot travel by car to any location in the area without utilizing streets and highways built and/or maintained by the City of Plainview. It is not possible to observe any physical difference between the Westridge area that is outside of the corporate limits and the immediately adjacent area that is inside the corporate limits. Not only does the preponderance of evidence favor the annexation of Westridge, it is difficult to find any serious argument at all for opposing the action.

City/County Airport

Annexation of the Plainview/Hale County Airport property to the City of Plainview is recommended. The airport property and facilities are jointly owned by the Hale County and the City of Plainview. The facility is bounded on two sides by territory which is within the city's corporate limits. As development occurs, the corporate limits will be extended around the facility in other directions as well. The City of Plainview provides fire, police and EMS service to the airport. All ground transportation routes to the airport are within the corporate limits; all users of the airport travel to and from the facility via city streets.

Because of its location along major transportation corridors in the city and proximity to commercial, governmental and other centers of activity in the city, the airport is a key factor affecting growth of the urban area. A major feature of the City's Land Use Plan includes encouragement of industrial development on the west and south sides of the airport. Annexation of the airport property would give the City a greater role and ability to utilize the airport facility as a development force in the area.

Seth Ward

The area bounded by East Twenty Fourth Street, Wood Avenue, West Thirty Fourth Street and Columbia Street (Business Route 87) should be annexed to the City of Plainview. This area contains over 1,100 residents in approximately 500 housing units, along with several major industrial operations and a small number of commercial establishments. The residents of the area are predominantly low and moderate income persons living in mobile homes and traditional single family residences.

Like Westridge, the residents of the Seth Ward area are served by City of Plainview fire and EMS services. Residents utilize municipal parks and recreation facilities, library and other similar facilities and services on the same basis as their neighbors who live within the corporate limits. Residents

traveling to school, churches, shopping locations, job sites, governmental service centers and virtually any other activity center utilize streets and highways built and/or maintained by the City of Plainview.

In the case of Seth Ward, however, the compelling reasons for annexation of the area relate to the need to exercise municipal building, sanitation, development and other standards and regulations. Current sanitation, building, fire protection, environmental and other conditions in the area are at best substandard. With the exception of the recently constructed, grant-funded water distribution system, the public infrastructure in the area is also substandard. Septic tanks, narrow, gravel roads, poor drainage and similar conditions and facilities prevail in the area. The area is characterized by high crime rates, neighborhood deterioration and general conditions of decline.

In the absence of the exercise of municipal controls and regulations in the area, there is no reason to believe that the current unacceptable conditions will or can be improved. On the contrary, the water system improvements make it possible for significant growth to occur in the area. In the regulatory and public service vacuum that exists in the area, the probability is high that future residents of the area will be lower income persons seeking housing locations with minimal initial capital investment. In effect, a continuation and worsening of the existing conditions and patterns is likely. The customary pattern in a blighted area is for the conditions of blight to worsen unless some external intervention occurs to reverse the momentum.

Because of the proximity of Seth Ward to the Plainview corporate limits, the conditions in Seth Ward have an unavoidable and significant impact on Plainview itself. The blight, poor sanitation, unsightly conditions, high crime rates and other characteristics of the area are at the City of Plainview's doorstep. Further growth of the city along North Columbia, especially the east side of Columbia, is not feasible until conditions are improved. The residents of the northeast side of Plainview are in effect sentenced to live adjacent to an area with prevailing conditions which further erode property values and personal security, in an area of the city which is already economically and socially marginal.

Unlike Westridge, annexation of the Seth Ward area will probably involve short run costs to the City. The immediate needs of the area primarily involve enforcement of City codes. Additional city staff or redirection of staff priorities would probably be needed to accomplish such enforcement and a relatively small expenditure of funds would be involved. Over a longer time frame, improvements to the public infrastructure will be required. While much of this cost can be transferred to property owners in the area (through street and drainage assessments, utility tie-on fees, etc.), the City will have to support some of this cost.

In the longer term, annexation will benefit the community, especially the residents and property owners north and east of downtown. Property values should increase. More orderly development and growth should occur. The

momentum of improvement would be set in motion, in contrast to the current momentum of decline. The east side of the community is likely to continue to be the primary location for housing of low and moderate income persons in the community. This should not mean, however, that the east side should be a blighted or incipient slum area. The exercise of municipal regulations and standards in improving existing developed areas and insuring minimum development standards in new areas will reduce the chances of such decline occurring.

U.S. Highway 70 East (East Fifth Street)

The area east of the existing corporate limits south of the rail line and primarily fronting U.S. 70 East should be annexed to the City of Plainview. This area contains approximately 150 residents in approximately 61 housing units, along with several major industrial operations. The residents of the area are predominantly low and moderate income persons living in mobile homes and traditional single family residences. The U.S. 70 East area is similar to Seth Ward in social and economic characteristics but is much smaller in size and number of residents. However, it is probably more visible to larger numbers of persons, especially visitors to the city, because of its location along and near the major east-west artery serving the city.

Like Westridge and Seth Ward, the U.S. 70 East area is integrally tied to Plainview with little if any separate social or economic identity. Plainview city services are available and utilized much as if the residents lived within the corporate limits.

Like Seth Ward, the compelling reasons for annexation of the area relate to the need to exercise municipal building, sanitation, development and other standards and regulations. Current sanitation, building, fire protection, environmental and other conditions in the area are substandard. Because most of the development in the area fronts a state maintained highway, the problem of street and drainage conditions in the area are not comparable to those of Seth Ward. However, some infrastructure problems, such as extensive use of septic tanks, do exist in the area. The area is characterized by neighborhood deterioration and general conditions of decline.

Because of the proximity of this area to the Plainview corporate limits and its location along a major highway at the city's edge, the conditions in the area have a strong impact on Plainview itself. The presence of this blighted area inhibit growth, particularly the quality development the city desires and needs, at its eastern edge.

Unlike Seth Ward, annexation of the U.S. 70 East area will probably involve little cost to the City. The immediate needs of the area primarily involve enforcement of City codes. Additional city staff or redirection of staff priorities would probably be needed to accomplish such enforcement and a

relatively small expenditure of funds would be involved. Over a longer time frame, improvements to the public infrastructure will be required. However, the primary roadway in the area is state-maintained. One significant local roadway is present. As in Seth Ward, some of the cost of public infrastructure improvement can be transferred to property owners in the area (through street and drainage assessments, utility tie-on fees, etc.). However, the City will have to support some of these costs.

In the longer term, annexation will benefit the community, especially the residents and property owners in the area, both inside and outside the corporate limits. Property values should increase. More orderly development and growth should occur. The likelihood of further blight and decline should decrease and in fact both apparent and real improvement of the area should result, although probably not in a highly visible fashion in the short term.

Other Scattered Locations

The industrial development site south of Business Route 87 and west of South Broadway and the industrial development site south of a county road immediately west of the Ollie Liner Center should be annexed to the City of Plainview. These two grain storage operations are located immediately adjacent to the corporate limits. In case of fire or accident at these sites, there is little question that the City of Plainview would be asked to provide service. Given the proximity of these sites to the existing jurisdictional limits, police service can be provided with very little, if any, additional cost. No significant infrastructural costs would be required, given the location of the sites. The east-west county road serving one of the sites is designated on the Land Use and Thoroughfare Plan of the city as a future major thoroughfare, making municipal control of this area even more important.

General Guidelines for Future Growth of the City

The following general guidelines should be utilized by City of Plainview policy makers in making decisions regarding growth of the city.

1. Development occurring at or in close proximity to the corporate limits should be annexed into the city, preferably prior to the actual construction of buildings/facilities. It is not in the interest of the City of Plainview to have unincorporated pockets or strips of urban development in the vicinity of the City.
2. Areas of probable development or of particular sensitivity to urban development should be annexed into the city even if development has not yet occurred in the area. Areas which are anticipated to experience urban development within a foreseeable time frame should be annexed to insure that the expected development occurs with maximum planning for provision of public services and facilities. Areas of particular sensitivity to

development because of topographical considerations, flood hazard designations, proximity to special uses (such as airports, landfills, etc.), or other special circumstances should also be annexed. Annexation will allow the City greater ability to regulate and give direction to development to insure that development in that particular area is compatible with the special features or conditions.

3. The City of Plainview should aggressively enforce its subdivision ordinance regulations in the City's extraterritorial jurisdiction. As the only serious tool through which the City can influence the quality of development in the area outside the corporate limits, the subdivision ordinance should be rigorously and strictly enforced. One of the reasons that annexation of areas such as Seth Ward and U.S. 70 East are such difficult problems at this point for the City is the absence of aggressive enforcement of the street, drainage, water and sewer line and other standards in the City's ordinance. The areas around the city's border are not appropriate locations for substandard roads, poor drainage facilities, poor quality and undersized water and sewer lines, etc. Even if the areas are never annexed and never become part of the jurisdiction and responsibility of the City, the substandard development will adversely affect the development and growth of the community. Most of the existing development in the City's ETJ offers the strongest evidence of the argument.