



CITY OF BROWNFIELD

2006 COMPREHENSIVE PLAN

CHAPTER 4: FUTURE LAND USE PLAN

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Introduction

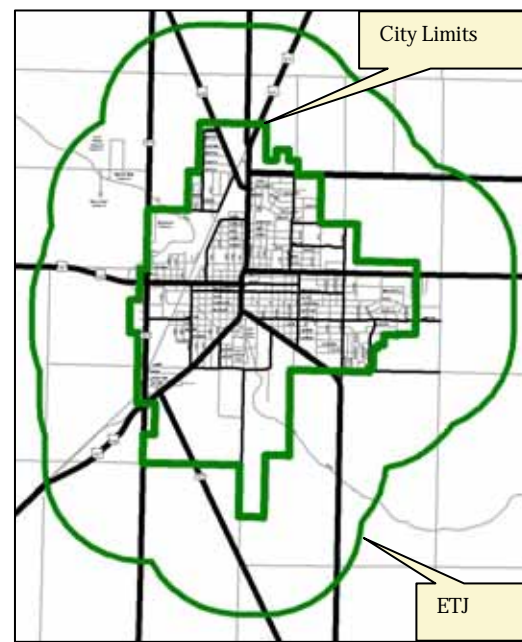
The significance of the Future Land Use Plan text and map cannot be overstated. Similar to the way in which a map serves as a guide to a particular destination, the Future Land Use Plan should serve Brownfield as a guide to its particular, unique vision for the future. Each mile driven that is represented on that map can also be compared to each individual decision that the City makes with regard to land use and zoning; these individual decisions can either lead to or deter from the City attaining its vision.

In order to provide the most complete map possible, the Future Land Use Plan designates various areas within the City for particular land uses based principally on population growth, locational criteria, compatibility criteria, and a balance of land use types. The Future Land Use Plan establishes an overall framework for the preferred pattern of development within the City of Brownfield. Graphically depicted on **Plate 4-1**, the Future Land Use Plan should ultimately be reflected through the City's policy and development decisions.

The Future Land Use Plan is not a zoning map, which deals with specific development requirements on individual parcels; the zoning map and zoning decisions should, however, be based on the Future Land Use Plan.

Extraterritorial Jurisdiction

The City of Brownfield has a significant amount of extraterritorial jurisdiction (ETJ). The City's ETJ and City limits combined equal around 14,000 acres, which is roughly three times larger than the amount of land located within its City limits, 4,200 acres. Additionally, the City has the advantage of having no neighboring cities and therefore can take full advantage of its one mile ETJ. Many cities across Texas share city limit lines or are bound by some other limits and are "landlocked" and therefore cannot expand their boundaries. Brownfield has the distinct advantage of being able to grow in any direction.



*Illustration 4-1
City Limit and ETJ Lines*

The Balance of Land Uses – Location and Need

The various types of land use have different needs in terms of location. For example, residential areas should be designed to have minimal impact from major roadways, thereby preserving the integrity of local neighborhoods and ensuring the safety of local residents. In contrast, nonresidential uses should generally be located at major intersections in order to allow them the highest visibility possible. The exception to this may be heavy commercial and industrial uses, which often have open storage areas and large warehouses that do not require visibility from major roadways.

Retail and some commercial land uses require locations that provide visibility, because these types of land uses often depend on “walk-in business” for success. Consequently, land along several of Brownfield’s major thoroughfares has been designated for and should be preserved for retail, commercial and industrial land uses. This is particularly recommended for retail and commercial land uses that are designed such that they are aesthetically pleasing. Conversely, many heavy commercial and industrial uses are not generally designed in such a way that are aesthetically pleasing, and therefore, these types of uses should primarily not be located in areas visible from major thoroughfares.

The market, in conjunction with City policy, has dictated the existing land use pattern (shown on **Plate 1-1** in the Baseline Analysis) in Brownfield over the years. The Future Land Use Plan, graphically shown on **Plate 4-1**, further reinforces these concepts.

It should be noted that nonresidential development is extremely important to the economic support of the City; this importance will only increase with the increased needs of additional population. It has been shown that nonresidential uses are less intensive users of public services than residential uses. Therefore, nonresidential uses subsidize residential uses through their taxes. Also, it should be recognized that developing all major roadway frontages with nonresidential uses is not feasible, as there is no market for such large amounts of these types of land uses.

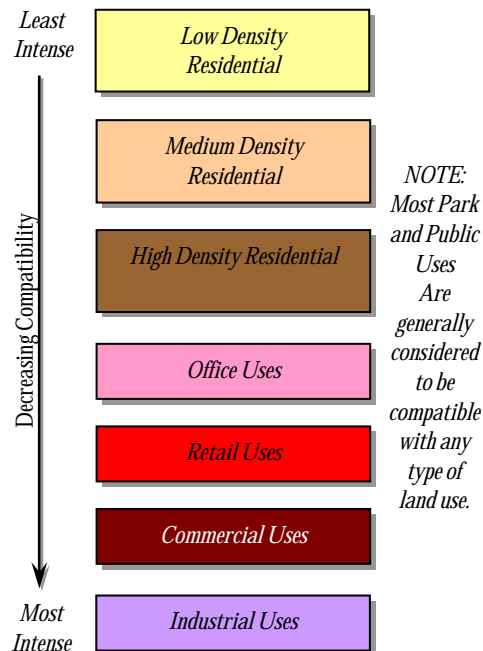


Illustration 4-2
Compatibility of Various Types of Land Use

THE COMPATIBILITY OF LAND USES

Compatibility of land uses has long been an important consideration. In fact, zoning was originally recognized as a public health, safety, and welfare issue due to the need to separate incompatible land uses. Therefore, an important consideration of this Future Land Use Plan is to guide the allocation of land uses in a pattern that will produce greater compatibility between the different types of land use. As **Illustration 4-2** shows, the more intense the type of nonresidential land use is, the less compatible the land use is with residential uses. In general, office uses and small (neighborhood) retail establishments adjacent to residential uses create positive relationships in terms of compatibility; these are considered lower intensity land uses. There are many techniques, including buffering, screening, and landscaping, that can be implemented through zoning and subdivision regulation that would help increase compatibility between different land uses.

MIXTURE OF LAND USES

Nationally and regionally, there has been a recent resurgence and interest in combining these various land uses, resulting in a mixed land use pattern. Examples of this mixed land use pattern are found throughout the nation and regionally as within the Overton Park redevelopment in Lubbock.

This concept reflects the old ideal of people being able to live within close proximity to necessities such as employment and retail areas. Also, this concept reflects a new ideal of developments providing additional benefits to the people of the community. For example, these mixed land use developments support a class of people referred to



Illustration 4-3

Overton Park – An Example of a Mixed Land Use Concept

as the “creative class,” a concept identified by Richard Florida in his 2002 book, “Rise of the Creative Class.” The creative class is generally composed of writers, scientists, artists, engineers, educators, professionals and other individuals who develop or create ideas and new technologies. This *creative class* tends to locate in cities that have a defined sense of place and a high level of livability. In turn, these people benefit the community as a whole by supporting the creation of new jobs and enhancing the uniqueness and culture of the community. This benefit combined with other benefits such as lower infrastructure costs, lower energy costs for residents, lower environmental pollution, and the reduction of land consumed by urban sprawl make a mixed land use pattern a desirable development option for developers and the City. This type of development could be appropriate in some areas of Brownfield, such as Downtown, and it is recommended that if such a development is proposed, the City should consider approving it. Specific consideration should be given to how the various types of land uses relate to one another within the development as well as to how the overall development relates to the existing land use surrounding it.

Design Concepts: Vertical and Horizontal Mixed Land Uses

A mixed land use development can be constructed with one of two design concepts. First, a vertical mixing of land uses can occur. This design concept allows for different types of land uses (retail, office, residential, etc.) to be located within the same building. A common example of vertical mixed uses is seen in **Illustration 4-4**. In this design concept, retail uses are located on the ground floor with residential or offices uses located above.



Illustration 4-4
Examples of the Vertical Mixed Use Design Concept
(Ground floor retail uses with residential uses located above)

The second design concept is the horizontal mixing of land uses. This design concept provides for buildings with only one type of land use, but buildings throughout a development have different type of land uses. Thus, the concept of mixing land uses does not occur in a singular building, but occurs throughout buildings in a single development. Therefore, one building in a development may contain residential uses, with an office or retail building located adjacent to it. **Illustration 4-5** is an example of a residential building in a mixed land use development.



Illustration 4-5
An Example of Horizontal Mixed Use Design Concept
(Residential building in a mixed use development)

Future Land Use Plan Map

PURPOSE

The Future Land Use Plan Map, **Plate 4-1**, has been drafted as the result of numerous meetings with the public, the Comprehensive Plan Advisory Committee (CPAC) and City staff. The Future Land Use Plan Map is not a Zoning Map, and it does not directly affect the regulation of land within Brownfield. The Map is intended to provide a graphic depiction of Brownfield's ideal land use pattern. **It should be used by the City to guide decisions on proposed zoning/development and development standards in the future.** It should be noted that while the map itself is an integral part of the Future Land Use Plan, the land use policies that support the map are also important. These policies are contained in the following section of this Future Land Use Plan. The subsequent discussion is intended to describe the various land use types shown on the Future Land Use Plan Map.

LAND USES CATEGORIES

Residential Land Uses

Residential uses are considered to be all types of housing units. Currently, residential land use is the second largest land use category within the City limits. However, if the land within the City's ETJ is included, then residential uses account for the majority of the City's acreage. Given the land within the City limits and the ETJ, it is generally accepted knowledge that this land use will continue to be the largest land use within Brownfield. It should be noted that low density residential land uses can be buffered from nonresidential uses with medium and high density residential land uses. The following sections discuss specific aspects of the recommended residential land uses within Brownfield.

RR – Rural Residential Land Use

The rural residential land use is rural in nature and is designed to support single-family detached dwelling units on multiple-acre lots. Due to the cost of extending wastewater (sewer) service to this area, it is anticipated that homes will be serviced by on-site wastewater facilities because City wastewater service will not be constructed in the area. This land use is located in the northwestern section of the City's ETJ.

LD – Low Density Residential Land Use

This use is representative of traditional, single-family detached dwelling units. Of the residential categories, it is recommended that low density residential continue to account for the largest percentage. The areas designated for low density residential land use are generally not adjacent to major thoroughfares or incompatible land uses, and are in proximity

to existing single-family residential land use. Although single-family areas have been labeled “low density”, the City should strive for a range of lot sizes to develop, and should reinforce this by providing a choice of several single-family zoning districts with various lot sizes in the Zoning Ordinance.

Recommendations on lot size, single-family housing guidelines, and ways to enhance single-family neighborhoods are discussed within Chapter 9.

MD – Medium Density Residential Land Use

This use is representative of two-family, attached dwelling units, such as duplex units, patio homes and townhomes. Medium density land uses often provide areas for “empty nesters” who may not want the maintenance of a large-lot single-family home, and for young families who may find a townhome or duplex more affordable than a single-family home. It is anticipated that new areas for medium density land use will be developed in the future. The following are types of medium density residential land use:

- Patio homes
- Townhomes
- Duplex Units
- Loft Units

HD – High Density Residential Land Uses

Traditional apartment-type units in attached living complexes characterize high density residential land use. There are currently high density residential areas within Brownfield. It should be noted that medium density uses should also be permitted in any area designated for high density use.

MH – Manufactured Home Land Uses

There are several existing areas within Brownfield that are characterized by uses such as manufactured homes, which provide affordable housing for citizens in the City. The types of residential uses that can be found within this classification are manufactured homes, single-family detached dwelling units and duplexes. On the Future Land Use Plan map, the areas that have been designated are consistent with areas wherein manufactured homes are currently located. Additionally, manufactured homes may be suitable as infill development within designated areas of the City (refer to the land use policies at the end of this chapter for specific details).

Public Land Uses

The following is a discussion of the public land uses within the City limits and the ETJ. The following land uses are similar in nature because they provide a community service to the people of Brownfield. Generally, government (e.g., city, school district, county, etc.) and non-profit entities (e.g., church) own and operate public land uses.

POS – Park & Open Space Land Uses

This land use designation is provided to identify public parks and open spaces within Brownfield. A community's park system is key to a high quality of life. The City has recognized this not only through its allocation of significant park areas, but also by the fact that a Parks and Open Space Master Plan for Brownfield has been incorporated as part of this Comprehensive Plan. The Parks and Open Space Master Plan will address specific future park locations, local park and open space needs, and other recreation related issues, as well as funding mechanisms. It is intended to help Brownfield meet the park and recreation needs of its citizens as it continues to grow in population over the next two decades. The park and open space areas that are recommended within the Parks and Open Space Master Plan have been reflected on the Future Land Use Plan map.

PSP – Public/Semi-Public Land Uses

This land use designation is representative of uses that are educational, governmental or institutional in nature. Public/semi-public uses are generally permitted within any area; therefore, the areas shown on the Future Land Use Plan Map include the related uses that are currently in existence. However, it is anticipated that there will be a need for additional public uses with future population growth. The City should remain aware of the necessary increases in police and fire protection based on population growth, as well as, the potential needed for increases in space and personnel for City administration.

Non-Residential Land Uses

Ideally, residents of a community should be able to live, work, and recreate (i.e., restaurants, shopping, etc.) within the community itself; the existence of nonresidential uses allows this to occur. Not only is that a positive element of a community for residents, but it is also a positive element for the community itself because of the tax base and revenue that is provided by nonresidential uses. Citizens should generally not have to travel to other cities in order to meet their needs for employment, goods, or services; those needs should be met within the City. Therefore, there are several areas of the City that have been recommended for various types of nonresidential use, primarily depending on the area's

location and proximity to other types of land use. The following sections discuss specific aspects of the recommended nonresidential land uses within Brownfield.

NS – Neighborhood Service Land Uses

Neighborhood service land areas are intended for service and retail uses that are intended to serve the needs of Brownfield's residents. Small retail shops, service establishments, and professional offices are appropriate uses within the neighborhood service areas. Office uses include professional offices for lawyers, doctors, realtors, and other professionals. Neighborhood Service land areas should be compatible with any adjacent residential area.

R – General Retail Land Uses

Retail land use areas are intended to provide for a variety of retail trade, personal, and business services and establishments. As mentioned previously, retail establishments generally require greater visibility than do other types of nonresidential land use (e.g., office, commercial). In response to this need, retail land uses have been designated in the higher traffic areas of Brownfield, with concentrated retail uses recommended along the local highways.

Retail development along the local highways is important to Brownfield for two principle reasons. First, new retail development is aesthetically pleasing and therefore projects a positive image of Brownfield at highly visible locations. Second, retail areas capture sales tax dollars from the citizens of Brownfield and from people traveling from adjacent localities, thereby increasing the City's sales tax revenue. It is recommended that the City pursue retail development in highly visible areas.

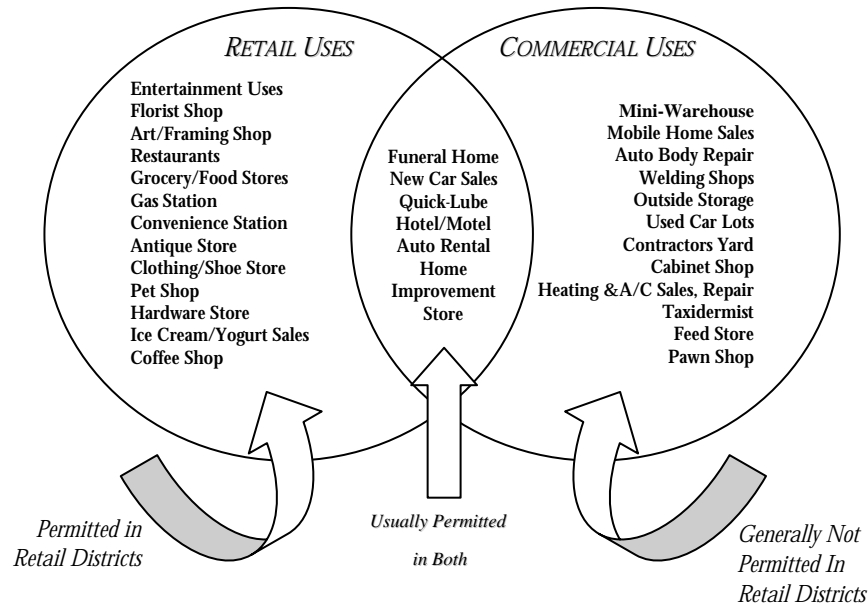
CBD – Central Business District

The Central Business District comprises the buildings and related areas that are adjacent to the County Courthouse. The land uses for the CBD should be a variety of retail and commercial uses, with office use composing another element of the district. Additionally, residential uses would be appropriate in this district. (Note: Chapter 6 discusses the CBD and appropriate uses.)

C – Heavy Commercial Land Uses

Areas designated for commercial land use are intended for a variety of commercial uses and establishments with outside storage, display and sales. Examples of such uses include automobile-related services, manufactured home sales, self-storage units, welding shops, and pawnshops. Commercial uses often locate along major thoroughfares not because they need the visibility, as retail uses generally do, but because they need the accessibility. The challenge lies in the fact that

commercial uses often have a greater need for outside storage areas, and these areas tend to lessen the visual quality of major thoroughfares. **Illustration 4-6** differentiates between retail and commercial uses by providing examples of the two along with examples that may be located under either designation depending on the way in which the use itself is developed (i.e., with buffering, with aesthetic considerations, small- or large-scale, etc.).



*Illustration 4-6
Examples of Retail, Commercial, & In-Between Uses*

It should be noted that within recommended commercial areas, office uses and retail uses should be permitted as well; however, most commercial uses should not be permitted within office/retail areas. Commercial uses can be permitted within industrial areas, provided that they are properly buffered from less-intense uses.

I – Industrial Land Uses

The industrial land use designation is applied to areas intended for a range of heavy commercial, assembly, warehousing, manufacturing and service-type uses. Large tracts of land with easy access to major thoroughfares are becoming increasingly hard to find for the industrial business community. This gives Brownfield an advantage; the City has several large vacant tracts of land in prime locations that are conducive to industrial development. Other types of nonresidential land uses would also be appropriate for this area.

100-Year Floodplain

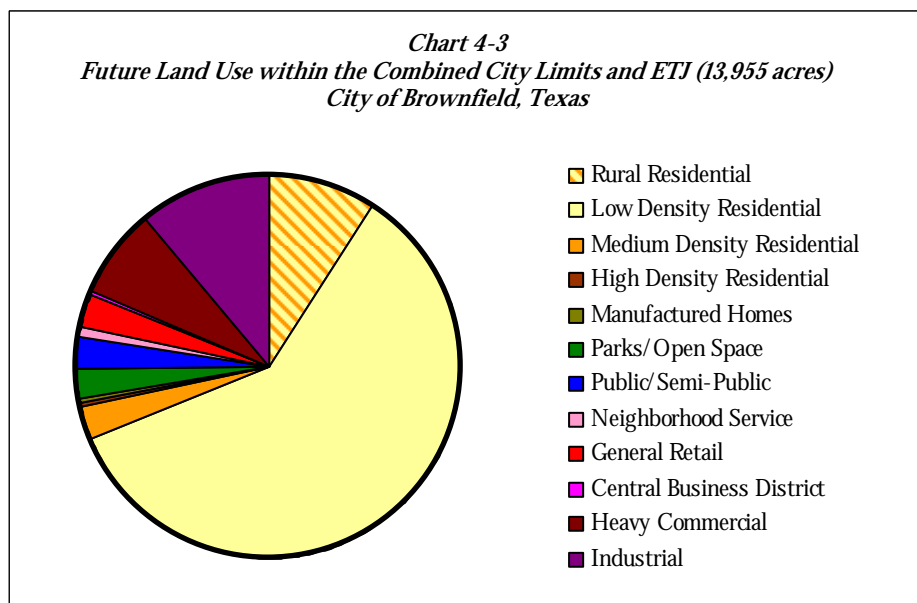
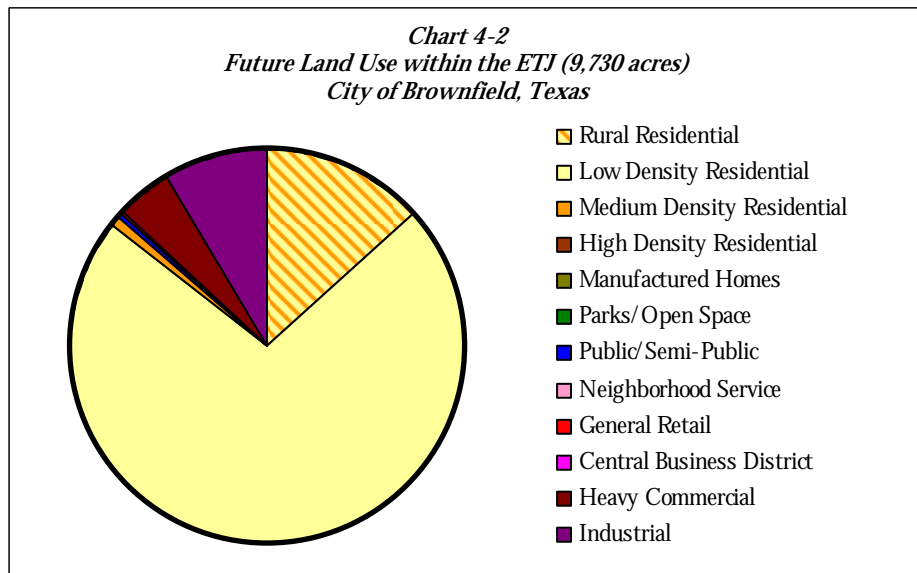
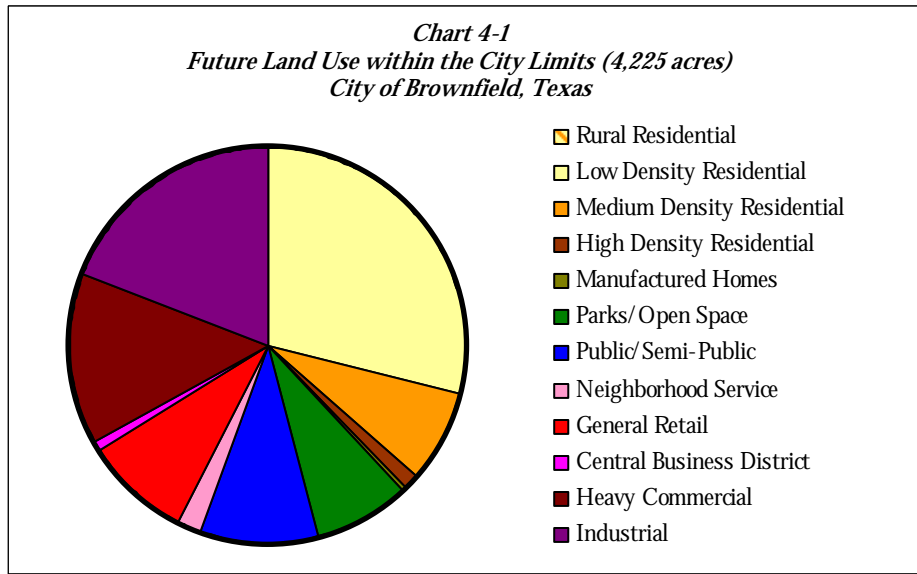
Areas shown on the Future Land Use Plan Map are consistent with the 100-year flood areas as identified by the Federal Emergency Management Agency (FEMA). In developed areas, the floodplain may be shown over developments, although there has likely been some reclamation and rerouting of drainage ways where developments have occurred. In undeveloped areas, the floodplain has also been shown over existing or proposed land uses.

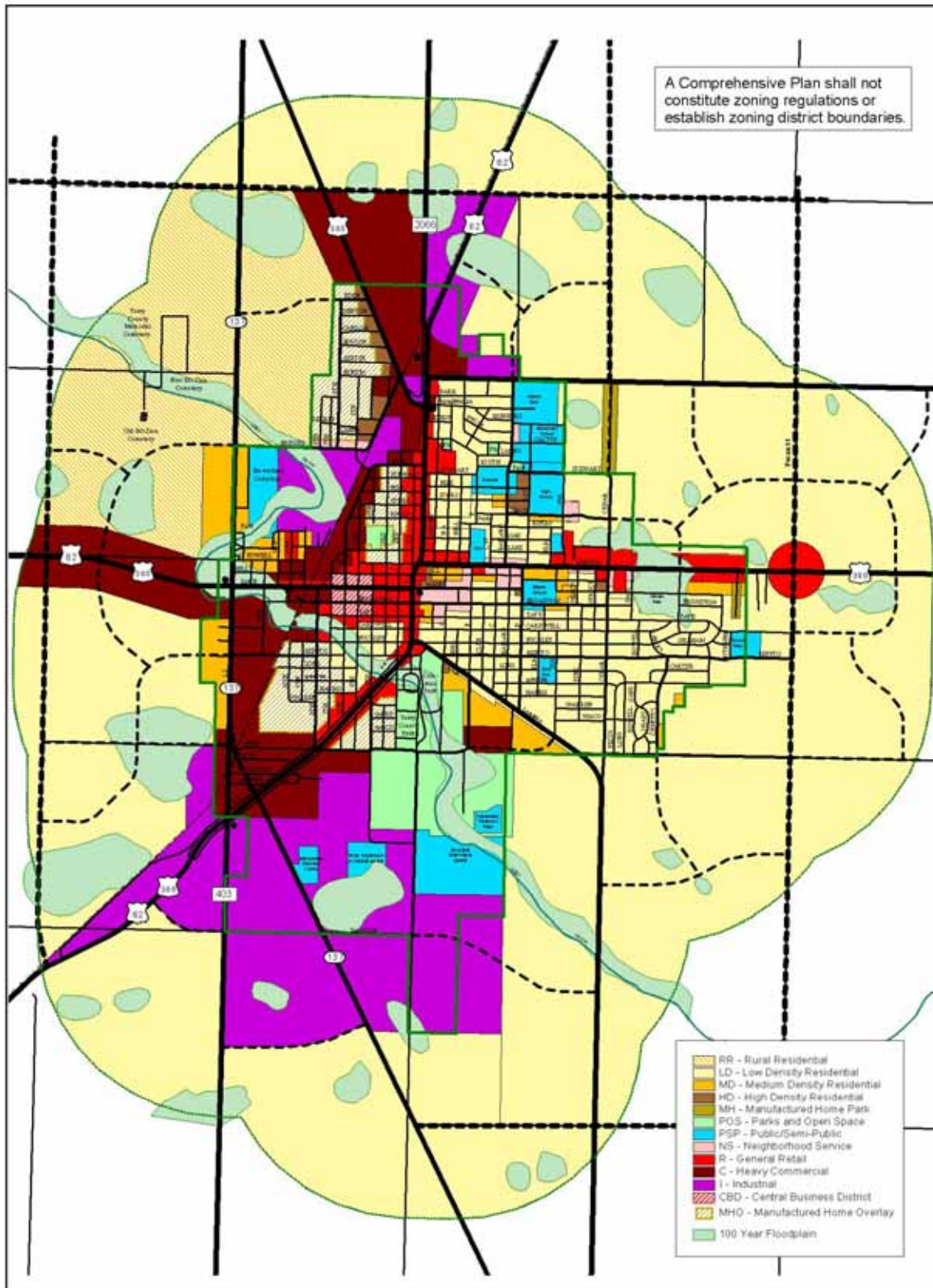
FUTURE LAND USES CALCULATIONS

Table 4-1 lists the categories of land use by acreage for the City limits. This information represents the calculations from the recommended, graphic pattern of land use shown on the Future Land Use Plan Map (Plate 4-1). Additionally, Charts 4-1 to 4-3 display the future land use information in graphic form according the City limits, ETJ, and combined City and ETJ limits.

Land Use Category	City		ETJ		Total		
	Acres	Percent	Acres	Percent	Acres	Percent	Acres/100 Persons ⁽¹⁾
Rural Residential I(RR)	0.0	0.0%	1,284.1	13.2%	1,284.1	9.2%	2.54
Low Density Residential (LD)	1,291.1	30.6%	7,031.1	72.3%	8,322.2	59.6%	16.49
Medium Density Residential (MD)	321.5	7.6%	66.4	0.7%	387.9	2.8%	0.77
High Density Residential (HD)	58.5	1.4%	0.0	0.0%	58.5	0.4%	0.12
Manufactured Homes (MH)	5.9	0.1%	24.3	0.2%	30.2	0.2%	0.06
<i>Residential Sub-Total</i>	<i>1,677.0</i>	<i>39.7%</i>	<i>8,405.9</i>	<i>86.4%</i>	<i>10,082.9</i>	<i>72.3%</i>	<i>19.98</i>
Parks/Open Space (POS)	344.6	8.2%	12.7	0.1%	357.3	2.6%	0.71
Public/Semi-Public (PSP)	379.2	9.0%	7.2	0.1%	386.4	2.8%	0.77
<i>Public Sub-Total</i>	<i>723.8</i>	<i>17.1%</i>	<i>19.9</i>	<i>0.2%</i>	<i>743.7</i>	<i>5.3%</i>	<i>1.47</i>
Neighborhood Service (NS)	88.4	2.1%	0.0	0.0%	88.4	0.6%	0.18
General Retail (R)	375.4	8.9%	46.3	0.5%	421.7	3.0%	0.84
Central Business District (CBD)	31.9	0.8%	0.0	0.0%	31.9	0.2%	0.06
Heavy Commercial (C)	613.6	14.5%	411.8	4.2%	1,025.4	7.3%	2.03
Industrial (I)	714.7	16.9%	846.1	8.7%	1,560.8	11.2%	3.09
<i>Nonresidential Sub-Total</i>	<i>1,824.0</i>	<i>43.2%</i>	<i>1,304.2</i>	<i>13.4%</i>	<i>3,128.2</i>	<i>22.4%</i>	<i>6.20</i>
<i>100-Year Floodplain (not included in total)*</i>	<i>415.0</i>	<i>9.8%</i>	<i>1,010.0</i>	<i>10.4%</i>	<i>1,425.0</i>	<i>10.2%</i>	<i>2.82</i>
Total	4,224.8	100.0%	9,730.0	100.0%	13,954.8	100.0%	27.66

(1) Based on a population of 50,457 people at ultimate capacity of the City limits and ETJ
 (2) The 100-year floodplain is not included in the total acreage. The floodplain overlays a specific land uses, and therefore is not calculated in the total acreage of the City and ETJ.
 Source: Dunkin, Sefko and Associates, Inc.





Future Land Use Plan

Plate 4-1



Dunkin Sefko & Associates, Inc.
Urban Planning Consultants - Dallas, Texas
Date: May 2006

Administration of the Future Land Use Plan & Map Interpretation Policies

DEVELOPMENT PROPOSALS & THE FUTURE LAND USE PLAN

At times, the City will likely encounter development proposals that do not directly reflect the purpose and intent of the land use pattern shown on the Future Land Use Plan (**Plate 4-1**). Review of such development proposals should include the following considerations:

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

Development proposals that are inconsistent with the Future Land Use Plan (or that do not meet its general intent) should be reviewed based upon the above questions and should be evaluated on their own merit. It should be incumbent upon the applicant to provide evidence that the proposal meets the aforementioned considerations and supports community goals and objectives as set forth within this Comprehensive Plan.

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

ZONING & THE FUTURE LAND USE PLAN

A zoning map should reflect the Future Land Use Plan to the fullest extent possible.

Reactive Use of Zoning & the Plan

Approval of development proposals that are inconsistent with the Future Land Use Plan will often result in inconsistency between the Future Land Use Plan and zoning regulations. It is recommended that Brownfield amend the Future Land Use Plan prior to rezoning land that would result in such inconsistency. In order to expedite the process of amending the Future Land Use Plan to ensure zoning regulations correspond, the related amendment recommendation(s) should be forwarded simultaneously with the rezoning request(s).

Proactive Use of Zoning & the Plan

A proactive approach is the reverse of reactive approach. In the reactive approach, the landowner or developer applies for a zoning change and the Future Land Use Plan Map is updated accordingly. In a proactive approach, the City leads the effort to rezone land according to the Future Land Use Plan Map. A proactive approach would be the City leading an effort to rezone properties to a new land from a current zoning district. This approach may be necessary in some situations within the City.

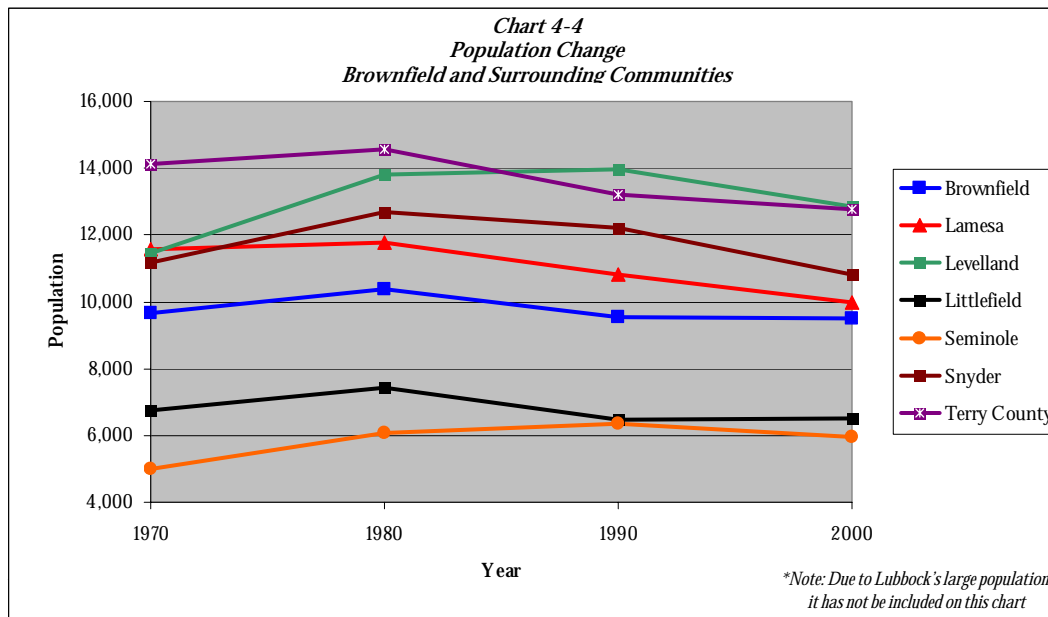
Projected Future Population

Increased demand for all types of land uses must be taken into account when establishing a Future Land Use Plan. Such increased demand is inevitable with population growth. The population projections contained herein form the foundation of establishing how much land should be allocated to particular types of land use. Analyzing past growth trends within the City, as well as the growth trends of surrounding communities, helps to predict what Brownfield can expect in terms of future population growth. The following is a discussion of the way in which the population projections for Brownfield have been established.

POPULATION ESTIMATES (PAST POPULATION NUMBERS)

Table 4-2 and **Chart 4-1** contain Census population estimates from 1970 to 2000 for the City of Brownfield, Terry County, and several surrounding communities. As discussed in the Baseline Analysis, Brownfield was estimated by the Census to have experienced a slight decrease in population between 1970 and 2000. The -0.06 percent compound annual growth rate experienced by Brownfield between 1970 and 2000 is the smallest population decline in **Table 4-2**. In general, out of the eight entities (seven cities and one county) listed in **Table 4-2**, five entities experienced population declines and three experienced population increases.

<p style="text-align: center;"><i>Table 4-2</i> <i>Population Change</i> <i>Brownfield, Terry County, and Surrounding Communities</i></p>						
City/County	1970	1980	1990	2000	Growth Percentage 1970-2000	Compound Annual Growth Rate 1970-2000
Brownfield	9,647	10,387	9,560	9,488	-1.65%	-0.06%
Lamesa	11,559	11,790	10,809	9,967	-13.77%	-0.49%
Levelland	11,445	13,809	13,986	12,866	12.42%	0.39%
Littlefield	6,738	7,409	6,489	6,507	-3.43%	-0.12%
Lubbock	149,101	173,979	186,206	199,564	33.84%	0.98%
Seminole	5,007	6,080	6,342	5,973	19.29%	0.59%
Snyder	11,171	12,705	12,195	10,800	-3.32%	-0.11%
Terry County	14,118	14,581	13,218	12,761	-9.61%	-0.34%
<p>* Red front indicates negative numbers Source: U.S. Census</p>						



The County's growth rate is significant because it includes growth that occurred outside the City limits and inside Terry County; therefore, it may be a more reliable indicator of future growth. It should be noted that the compound annual growth rate for the County between 1970 and 2000 was approximately -0.34 percent; this fact may be more reflective of the growth rate the overall region can anticipate in the future. Specifically, over the last 30 years Terry County has retained most of its population (slightly decreasing from 14,188 people in 1970 to 12,761 in 2000). As mentioned in the Baseline Analysis, the City has retained a greater percent of its population than the County.

A review of the past growth trends and consideration of other local factors (such as economic factors, school enrollment numbers, etc.) provides a foundation upon which to evaluate the potential for growth. The population projections shown in **Table 4-3** have been calculated based on two principle factors – first, the City's past growth rates, and second, the growth rates of surrounding communities (refer to **Table 4-2**).

POPULATION PROJECTIONS

The following scenarios (A through E) depict the types of growth that Brownfield may expect to experience in the future:

Scenario A

Using the estimated 2000 population of 9,488 people and a compound annual growth rate of -1.0 percent, Scenario A projects Brownfield's population through the year 2030. A review of the compound annual growth rates from 1970 to 2000 and from 1990 to 2000 indicates that a slight decline has steadily occurred within the City. Therefore, a growth rate of -1.0 percent could be an accurate

description of the future population of the City. In this scenario, the City would decline by 2,470 people by the year 2030.

Scenario B

Scenario B portrays a neutral or zero compound annual growth rate of 0.0 percent. A 0.0 percent compound annual growth rate would result in the City maintaining its population and remaining 9,500 people for the foreseeable future.

*Table 4-3
Population Projections
City of Brownfield, Texas*

Year	Scenario A	Scenario B	Scenario C	Scenario D	Scenario E
	-1% Growth Rate	0% Growth Rate	0.5% Growth Rate	1.0% Growth Rate	2.5% Growth Rate
2000	9,488	9,488	9,488	9,488	9,488
2005	9,023	9,488	9,728	9,972	10,735
2010	8,581	9,488	9,973	10,481	12,145
2015	8,160	9,488	10,225	11,015	13,741
2020	7,760	9,488	10,483	11,577	15,547
2025	7,380	9,488	10,748	12,168	17,590
2030	7,018	9,488	11,019	12,788	19,902
Building Permits Per Year (2000-2030)	-26	0	16	35	110

Source: Dunkin, Sefko & Associates, Inc.

Scenario C

Scenario C reflects a low to moderate growth for Brownfield, and assumes that the City would grow at approximately the same rate as the cities of Levelland and Seminole. A 0.5 percent compound annual growth rate used to calculate this scenario is greater than the growth rates of several surrounding cities but is attainable, as evidenced by Levelland and Seminole. Furthermore, growth at this rate would translate into an average of 16 residential permits being issued on a yearly basis and an additional 1,531 residents living in the City by the year 2030.

Scenario D

Scenario D depicts a relatively strong growth rate for Brownfield and assumes that the City would grow at a 1.0 percent compound annual growth rate. This growth rate would be a scenario of steady growth, which is comparable to the growth rate the city of Lubbock has experienced (Lubbock has experienced a 0.98 percent compound annual growth rate from 1970 to 2000). Growth at this rate would translate into an average of 35 residential permits being issued on a yearly basis and an additional 3,300 residents living in the City by the year 2030.

Scenario E

Finally, Scenario E establishes the most aggressive growth rate for Brownfield and assumes that the City would grow at a 2.5 percent compound annual growth rate. This growth rate would be a scenario of explosive growth, which has been reached and surpassed by several communities of Brownfield's size throughout the State of Texas. Growth at this rate would translate into an average of 110 residential permits being issued on a yearly basis and an additional 10,414 residents living in the City by the year 2030.

Selection of a Population Projection

For planning purposes, the growth rate represented by Scenario D, a compound rate of 1.0 percent, is used herein to project the future population of Brownfield. This rate was selected to be the 2006 Comprehensive Plan's official growth rate by both the Comprehensive Plan Advisory Committee (CPAC) and the City's consultants. Factors that led to selecting Scenario D over the other alternatives included planning principles, regional relationships, local issues, and economic development factors. For example, the local school district has reported that school enrollment has increased for the first time in approximately five years. Additionally, new businesses have moved into the area and the peanut and dairy industries have taken a firm hold in the region. Furthermore, it is anticipated that with Lubbock growing towards the southwest and edging closer to Brownfield that opportunities for new homes and businesses may be developed.

Ultimate Capacity

Ultimate capacity, as defined within this document, is the maximum number of residents that Brownfield can support given its current City limits and extraterritorial jurisdiction (ETJ). There are several sources (listed below) that provide the data to calculate the ultimate capacity.

- First, Brownfield's existing land use map is reviewed to obtain information on where vacant areas exist within the City.
- Second, the Future Land Use Plan map (**Plate 4-1**) is reviewed to obtain information on planned locations for future residential areas and on the projected densities of those residential areas. For the purpose of calculating the ultimate capacity, the densities of the recommended residential areas have been calculated as follows:
 - Rural Residential: 0.75 units per gross acre
 - Low Density Residential: 3.5 units per gross acre
 - Medium Density: 8 units per gross acre
 - High Density Residential: 15 units per gross acre
 - Manufactured Homes: 8 units per gross acre
- Third, vacant residential land classified within the 100-year floodplain is removed from the total vacant residential acreage.
 - Approximately 9,000 acres of vacant residential land is classified as floodplain area.
- Fourth, the City's 2000 U.S. Census information is reviewed to obtain information on Occupancy Rate (85.0%) and Persons per Household (2.68).

These elements are all calculated together, and are finally added to the City's current population of 9,488 people. These calculations assume that all of the future development occurs at the stated maximum allowable densities. Population is calculated as a function of density, housing units, occupancy rate, and average household size. The population projections contained in **Table 4-4** are calculated as follows:

$$\text{Population} = [(Acre\ s \times Density) \text{ or } (Platted\ Lots)] \times Occupancy\ Rate \times \\ \text{Persons per Household}$$

As **Table 4-4** on the following page shows, the ultimate population capacity of Brownfield as calculated herein is approximately 50,457 people.

Table 4-4					
Projected Ultimate Capacity within the 2006 City Limits					
Brownfield, Texas					
Vacant Residential Acres*	Percentage Subtracted for Roadways	Average Number of Dwelling Units Per Acre	Occupancy Rate	Persons Per Household	Estimated Population
<i>Rural Residential</i>					
1,038	30%	0.75	85.0%	2.68	1,241
<i>Low Density Residential</i>					
6,590	30%	3.5	85.0%	2.68	36,800
500 vacant platted lots			85.0%	2.68	1,139
<i>Medium Density Residential</i>					
78	15%	8	85.0%	2.68	1,208
120 vacant platted lots			85.0%	2.68	273
<i>High Density Residential</i>					
0	10%	15	85.0%	2.68	0
<i>Manufactured Home Residential</i>					
20	15%	8	85.0%	2.68	328
Population Accommodated Within Existing Vacant Areas					40,969
<i>Current Population</i>					9,488
Ultimate Population Capacity of Brownfield					50,457
* Acreage designated as a floodplain was not used in the calculation of Vacant Residential Acreage. Source: Dunkin, Sefko & Associates, Inc.					

Land Use Policies

The importance of city planning can never be understated. The future of Brownfield will be shaped with the policies and recommendations developed in this 2006 Comprehensive Plan. Based on this plan, decisions will be made that will influence many aspects of the City's built and social environments.

The current physical layout of the City is a product of previous efforts put forth by many diverse individuals and groups. Each new development that takes place, whether it is a subdivision that is platted, a home that is built, or a new school, church or shopping center that is constructed, represents an addition to Brownfield's physical form. The composite of all such efforts and facilities creates the City as it is seen and experienced by its citizens and visitors. If planning is to be effective, it must guide each and every individual development decision. The City, in its daily decisions pertaining to whether to surface a street, to approve a residential plat, to amend a zoning ordinance provision, to enforce the building codes, or to construct a new utility line, should always refer to the basic proposals outlined within the Comprehensive Plan. The private builder or investor, likewise, should recognize the broad concepts and policies of the Plan so that their efforts become part of a meaningful whole in planning the City.

Following are the land use policies. The Future Land Use Plan Map is intended to be used in conjunction with these policies. These policies will play a critical role in the development of the City in the upcoming years.

1. EFFECTIVELY INTEGRATE THE PARKS AND OPEN SPACE MASTER PLAN

This land use designation is provided to identify all public parks, special parks (i.e., the future golf course), and open spaces within Brownfield. A new Parks and Open Space Master Plan was written for Brownfield as part of the 2006 Comprehensive Plan; this Plan may help the City obtain grant money for park improvements and prioritizes park and recreation projects. Brownfield has an exceptional park system that is vital to the quality of life local residents are able to enjoy. Parkland identified on the Future Land Use Plan Map should be set aside for parks, recreation and open space areas in proportion to population growth. The following land use policy recommendations should be followed during the development of the City:

- The Future Land Use Plan should be used in conjunction with the Parks and Open Space Master Plan of this 2006 Comprehensive Plan.
- The City should promote the development of a golf course along the Lost Draw area, in accordance to the Parks and Open Space Master Plan.
 - Land shown on the Future Land Use Plan as Parks and Open Space should be preserved or converted to that use.
- The City should develop plans to purchase a site for a multiple-purpose facility, in accordance to all existing plans and the Parks and Open Space Master Plan.

2. DIVERSITY IN RESIDENTIAL HOUSING TYPES

A mix of residential densities and housing types is important to give residents a choice in selection of housing types. The 2006 Comprehensive Plan provides locations for various types and densities of residential development in order to create opportunities for varied housing types while retaining the desired character of each neighborhood. Low density residential housing should be developed within those areas where neighborhood units are appropriate. Medium and high density residential housing (e.g., townhomes and apartments, respectively) should be planned only within areas adjacent to major thoroughfares and in locations where public facilities and services will be able to meet the needs of a larger population. The following key concepts are recommended to promote diversity.

- The City should strive to promote diversity in the single-family housing and lot sizes within the community.
- As is stated in Chapter 9, the City should add additional zoning districts to increase housing diversity. The following single-family zoning districts should be added to the City Zoning Ordinance:
 - One with a minimum lot size of 43,560 square feet with on-site wastewater facilities permitted,
 - One with a minimum lot size of 15,000 square feet, and
 - One with a minimum lot size of 7,500 square feet.
- The City should be amicable to other type of housings units such as townhomes and multiple-family developments.

3. CENTRAL BUSINESS DISTRICT (CBD) – DOWNTOWN

Downtown Brownfield is a unique environment and is one of the most distinctive parts of the community, Chapter 6 has developed recommendations specific to the Downtown area. Therefore, as shown on **Plate 4-1**, Downtown Brownfield has been designated as a Central Businesses District to provide for a more functional land use classification for this unique environment and does not limit uses to commercial or retail uses. The following are key land use polices for the CBD.

- Downtown has historic buildings and unique design characteristics (such as small building setbacks) and should be treated as a separate land use category to allow for a variety of retail, commercial, office and residential uses.
- The CBD should be considered as a focal point of the community, and efforts should be made to improve the area (refer to Chapter 6 for specific recommendations).

4. MANUFACTURED HOME STANDARDS AND INFILL POLICY

Manufactured homes represent a significant percentage of the affordable housing market. With the financing schedules that are available to buyers, purchasing a manufactured home becomes affordable whereas a site-built home may not be economically feasible. There are several areas of Brownfield wherein manufactured homes are a significant housing type. There are areas within the City designated for manufactured homes on the Future Land Use Plan map (**Plate 4-1**). These primarily consist of either 1) areas where a significant percentage of the housing units are manufactured homes, and/or 2) infill areas where manufactured homes would be an improvement to the existing housing composition.

There are several high-quality manufactured home developments in Texas. However, one of the issues that cities have been challenged with in relation to manufactured housing is the maintenance of quality over a period of time; this housing type tends to experience deterioration, and it is recommended that the City establish standards in order to support high quality manufactured home development in designated areas through a Manufactured Home Overlay District. Standards related to the quality of the manufactured homes, intended to help ensure that these housing units are kept to a high standard, should be established that incorporate the following:

- All development standards of the base zoning district (e.g., setbacks, driveway construction, etc.) should be met.
- The addition of the manufactured home should not degrade the character of the neighborhood and the structure is considered to be of equal or greater quality than the majority of existing residences in the vicinity.
- The manufactured home structure should not be on a major thoroughfare.
- The manufactured home should be placed on a permanent concrete foundation that complies with the City's building codes for residential structures (i.e., no wheels).
- The manufactured home skirting materials should match the siding of the manufactured home structure.
- The roof should have a required minimum pitch of 3:12.
- The trailer tongue should be removed.
- The minimum dwelling unit size should be 1,000 square feet.
- The front door of the manufactured home should face the street.
- If the space between the manufactured home and the foundation is visible, skirting must be used to visibly hide that space.

In addition to the above requirements, each manufactured home must have a minimum of three of the following attributes:

- A 6:12 pitch roof,
- Multiple hips on the front elevation,
- A width of at least (28) twenty-eight feet,
- An attached garage,

- Stone, masonry, or similar treatment comprising a minimum of 20 percent of the area of the front elevation,
- The length of the home is less than 2.5 times the width.

5. RURAL RESIDENTIAL LAND USE

Expanding City utility services (water and wastewater) can be extremely costly for any municipality. At any given point in time, a city may be experiencing growth in different directions and thus have a need for utility service expansion. However, while a need for service expansion may exist, cities are typically limited financially to the amount of service expansion that is possible. Given this reason and the sparse number of housing units in the City's northwest ETJ section, it is recommended that the City not extend wastewater (sewer) services to the northwest ETJ section of the City and allow large lot homes (one acre lots or greater) with septic tank systems.

This decision will lead to maintaining a portion of the City as a rural area. An acre minimum size would allow for the use of septic tanks and allow this area to develop without the use of City wastewater services. Homes for this area are shown as rural residential on the Future Land Use Plan Map (**Plate 4-1**)

6. MULTIPLE-FAMILY DEVELOPMENTS

To ensure that future multiple-family developments are designed to a high standard, the City should apply the following guidelines to future multiple-family developments.

- The proposed multiple-family tract should be adjacent to a collector or major thoroughfare (i.e., not directly adjacent to local residential streets), and all access into the complex should be from collectors or major thoroughfares.
- All structures within the multiple-family development should be at least 80 percent masonry (e.g., brick, stone, etc. – cementitious fiberboard siding, such as HardiPlank, EIFS, stucco, and other similarly applied finishes should not be considered “masonry” for the purpose of meeting the percentage standard) on the first floor, and at least 60 percent masonry on any floor above the first.
- At least 25 percent of the units should have garages, either attached or detached (there could be an exception for assisted living or other elder care facilities).
- If the development is adjacent to a single-family residential neighborhood, transition areas (open green space, buffer areas, medium density development, etc.) should be incorporated into the project.
- Based upon the density of the complex, an appropriate amount of usable open space should be required.
- All future multiple-family developments should have recreational facilities for residents (such as a playground and swimming pool), and a common gathering facility (such as a clubhouse).
- A maximum of 15 units per acre should be permitted; this standard should be incorporated into the City's Zoning Ordinance.

Conclusion

The recommendations contained herein should guide Brownfield's future land use planning and related policies. It is important to note that the Future Land Use Plan is not the community's official zoning map. Rather, it is a guide to decision making in the context of the City's future land use patterns. The Future Land Use Plan should be used consistently and updated as needed, as coordinated, quality development continues in Brownfield over time. The official copy of the Future Land Use Plan map is on file at Brownfield's City Hall. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category for areas that are not clearly delineated on the smaller-scale Future Land Use Plan map contained within this 2006 Comprehensive Plan document. The major recommended future land use policies contained throughout this chapter are summarized in **Table 4-5**.

<i>Table 4-5 Future Land Use Plan Recommendations City of Brownfield, Texas</i>	
Future Land Use Plan Map	
<u>Guide to Development</u>	
The Future Land Use Plan Map, Plate 4-1 , is intended to provide a graphic depiction of Brownfield's ideal land use pattern. It should be used by the City to guide decisions on proposed zoning/development and development standards in the future.	
<u>Low Density Residential Land Use: Percentage of Land Use</u>	
It is recommended that low density residential continue to account for the largest percentage of residential land use.	
<u>Low Density Residential Land Use: Range of Lot Sizes</u>	
The City should strive for a range of lot sizes to develop, and should reinforce this by providing a choice of several single-family zoning districts with various lot sizes in the Zoning Ordinance.	
Administration of the Plan	
<u>Reactive Use of Zoning & the Plan</u>	
It is recommended that Brownfield amend the Future Land Use Plan prior to rezoning land that would result inconsistency between the Future Land Use Plan and development proposals.	
Source: City of Brownfield's Future Land Use Plan.	

*Table 4-5 (Continued)
Future Land Use Plan Recommendations
City of Brownfield, Texas*

Population Projections

Compound Annual Growth Rate

A compound growth rate of 1.0 percent is used to project the future population of Brownfield.

Ultimate Capacity

Brownfield's Ultimate Population

The ultimate population capacity of Brownfield (within its current City limits and ETJ) is 50,457 people.

Land Use Policies

1. Effectively Integrate the Parks and Open Space Master Plan

- The Future Land Use Plan should be used in conjunction with the Parks and Open Space Master Plan of this 2006 Comprehensive Plan.
- The City should promote the development of a golf course along the Lost Draw area, in accordance to the Parks and Open Space Master Plan.
 - Land shown on the Future Land Use Plan as Parks and Open Space should be preserved or converted to that use.
- The City should develop plans to purchase a site for a multiple-purpose facility, in accordance to all existing plans and the Parks and Open Space Master Plan.

2. Diversity in Residential Housing Types

- The City should strive to promote diversity in the single-family housing and lot sizes.
- The following single-family zoning districts should be added to the Zoning Ordinance:
 - (1) One with a minimum lot size of 43,560 square feet with on-site wastewater facilities permitted,
 - (2) One with a minimum lot size of 15,000 square feet, and
 - (3) One with a minimum lot size of 7,500 square feet.
- The City should be amicable to other type of housings units such as townhomes and multiple-family developments.

Source: City of Brownfield's Future Land Use Plan.

*Table 4-5 (Continued)
Future Land Use Plan Recommendations
City of Brownfield, Texas*

Land Use Policies (Continued)

3. Central Business District (CBD) – Downtown

- The Downtown has historic buildings and unique design characteristics (such as small building setbacks) and should be treated as a separate land use category to allow for a variety of retail, commercial, office and residential uses.
- The CBD should be considered as a focal point of the community, and efforts should be made to improve the area (refer to Chapter 6 for specific recommendations).

4. Manufactured Home Standards and Infill Policy

It is recommended that the City establish standards in order to support high quality manufactured home development in designated areas through a Manufactured Home Overlay District.

5. Rural Residential Land Use

It is recommended that the City not extend wastewater (sewer) services to the northwest ETJ section of the City and allow large lot homes (one acre lots or greater) with septic tank systems.

6. Multiple Family Developments

To ensure that future multiple-family developments are designed to a high standard, the City should apply the guidelines to future multiple-family developments.

Source: City of Brownfield's Future Land Use Plan.