2.0 Growth Capacity

Adopted 05.14.13

PLANNING FOR GROWTH

The City of Plainview has the opportunity to utilize a number of strategies, tools and techniques for influencing and managing the pattern and timing of development within the City limits and extraterritorial jurisdiction (ETJ). While there is no single approach that meets all needs, a combination of planning, regulatory, and financing mechanisms is oftentimes used to influence what is constructed. Given the limitations that state law places on Texas cities and especially counties, there are few, if any, mechanisms currently available to entirely prevent haphazard growth patterns, particularly within the City's ETJ. With that being said, Plainview's population growth is projected to be modest. This is outlined in **Table 2.1*: Plainview Population Trends*** , where the City's population is projected to grow by fewer than 3,000 persons over the next 30 years. While it is important that policy and regulatory provisions are in place to guide and direct where and how growth should occur, Plainview is faced with the challenge of first stimulating and incentivizing the very growth and development which it ultimately hopes to manage. However, these activities are an important first step in spurring the economic growth that Plainview requires to remain viable.

The National Council for Public Private Partnerships defines a "public-private partnership" as "a contractual agreement between a public agency (federal, state or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service and/or facility."

Economic Development through Public – Private Partnerships

One way to stimulate growth is through a proactive economic development program, which sometimes include capital investments in the community. However, developing large projects within the public realm can be costly and complex and oftentimes requires collaboration between the public and private sectors. This is because many of these projects require the aggregation of parcels; expansion of utilities, transportation, and energy transmission infrastructure; provision of additional public services; and the construction, operation, and maintenance of structures and public open space.. Expertise from both the private and public sectors must be combined to determine infrastructure capacities, navigate the regulatory environment, and solve other issues related to developing a project according to specific criteria and requirements. While this is standard operating procedure for most development projects it can lead to a "siloing" of responsibilities. More ambitious municipal development projects, particularly in difficult economic times, often require the traditional players to move beyond their "comfort zones," adopt new ways of thinking' and assume new roles.

During community meetings held in the early stages of the comprehensive planning process, citizens repeatedly underscored the need for "new ways of doing business;" new ways that private developers could work with public, quasi-public and non-profit interests to initiate, promote and incentivize land development as a means of fostering economic growth. Indeed, public–private partnerships have become the vehicle of choice when planning and executing many large-scale development projects that neither private nor public sector participants can accomplish on their own.

For the purposes of this comprehensive plan, public-private partnerships describe collaborations between public agencies and private businesses to finance, plan, build, manage, and/or operate and maintain real estate development-related projects.

Table 2.1, Plainview Population Trends

Year	Population	Percent Change
1930	8,834	-
1940	8,263	06.9%
1950	14,044	41.1%
1960	18,735	25.0%
1970	19,096	01.8%
1980	22,187	13.9%
1990	21,700	- 02.2%
2000	22,336	02.8%
2010	22,194	- 00.6%
2040	25,000	11.2%

Source: U.S. Census Bureau; 1989 Comprehensive Plan

Economic development is the process of building strong, adaptive economies. Strategies driven by local assets and realities, a diverse industry base and a commitment to equality of opportunity and sustainable practices have emerged as those that will ensure a strong foundation for long-term stability and growth. Even within the parameters of these principles, what constitutes success in economic development and the specific strategies to accomplish it will look different from place to place. Despite these differences, leadership is consistently identified as a critical factor in effective economic development.[1]

1 National League of Cities, Center for Research and Innovation.

As such, each chapter of this plan identifies a series of priority improvement projects, as well as the conditions and mechanisms through which they may be implemented over time. Given the current economic climate and considering the prospects for growth in Plainview over the next 20+ years, it is anticipated that projects will require a non-traditional relationship between private and public sectors that will most likely be other than business as usual.

Growth Context - Existing Opportunities and Constraints

One of the most important factors in Plainview's ability to create sustainable future growth is the community's ability to attract new residents and businesses. The City has reached a threshold where for the last 20 years or so, it has experienced a positive or negative growth rate of two percent or less. As discussed in subsequent chapters, several factors, some of which are summarized below, will influence the direction, pattern, and pace of future growth during the next 20-year planning horizon.

Most important, however, is the expectation that projected growth will be accommodated efficiently while conserving natural resources and protecting rural areas on the City's periphery from random, scattered development. As expressed through the public participation process, Plainview's citizens and leaders recognize that in order to sustain gradual and deliberate growth, it will require preserving the intrinsic qualities that make Plainview unique; such as the community's rural and environmental character. It will also require the enhancement of special districts and residential neighborhoods, such as those around the Downtown historic commercial district, the Running Water Draw corridor, and playa lakes in and around the City. Many of these are elements that make Plainview unique and provide a sense of place.

The following represent some of Plainview's perceived opportunities that can be built upon to foster economic growth and enhanced quality of life; as well as those factors which need to be overcome to improve social, economic, and environmental conditions within the community.

Community Interest in Economic Development

Similar to what was heard during the public participation process for this Comprehensive Plan, participants at a recent meeting on economic development issues identified their five most important program activities the community must advance to improve its economic outlook:

1. Create a community-owned industrial park;
2. Improve the quality of the area workforce through training and other programs;
3. Create an incentive program for existing and new primary employers;
4. Increase funding for the economic development program;
5. Create a positive community attitude toward developing the economy.[1]

1 Hale County Economic Development Planning Summit, April 26, 2012.

Vacant Land and Buildings

Most of the City's periphery (i.e., much of the area annexed since the 1970s) remains largely vacant. As discussed in **Chapter 1.0, *Introduction***, several large, "big-box" retail stores remain closed and unoccupied. Various commercial and residential buildings in Downtown are vacant or underutilized. While Plainview has its fair share of buildings that are in poor condition and should be torn down, there are also many that can be restored and renovated. Plainview has a wealth of building stock that is either historically significant or constructed of durable materials to withstand the test of time. The City's leaders and residents must ultimately decide whether new development will occur largely on previously undeveloped, "greenfield" sites, or whether Plainview will benefit from absorbing more of the new growth within existing renovated buildings and/or infill vacant parcels where utility infrastructure and public services are readily available.

Housing Stock

As discussed in greater detail in **Chapter 4.0, *Housing and Neighborhoods***, in general, Plainview has an inadequate supply of quality housing stock that would appeal to a middle-income homeowner. As was expressed in several community meetings, much of Plainview's housing stock within its oldest neighborhoods, while reflecting the prosperity of an earlier era, is now in need of substantial revitalization to remain viable. In some residential areas older housing is beyond repair and should be torn down. On the east side there are neighborhoods comprised of mobile homes; while on the west (e.g., Westgate

and Westridge Addition) and south (e.g., La Mesa Addition) sides, more affluent subdivisions have emerged,. These neighborhoods offer suburban settings different than those found within central Plainview, though they are not contiguous with the rest of the community.

Interstate 27 – 27 Business Corridors

Plainview has the good fortune of being a multi-modal transportation hub, conveniently located between an interstate and U.S. Highway, bisected by two active railroads, and accommodating small aircraft through a local city/county airport. These transportation systems are discussed in greater detail in **Chapter 3.0, *Mobility.***

Interstate 27 is part of the Ports-to-Plains Trade Corridor, a four-lane highway that facilitates the efficient transportation of goods and people from Mexico through 10 states and on into Canada. Interstate 27 runs north–south through the western portion of Plainview.

Interstate 27 Business is a business loop within Hale County. It stretches just over one mile along Main Street through Hale Center, between exits 36 and 38 of I-27. Interstate 27 Business diverges from Interstate 27 several miles south of the City limits and passes to the east of the Plainview / Hale County Airport. Together, Interstate 27 and Interstate 27 Business provide Plainview with ample access to the cities of Lubbock, to the south, and Amarillo to the north.

TUCO to Texas / Oklahoma Interconnect Project

On April 12, 2012, the Public Utility Commission of Texas approved the Certificate of Convenience and Necessity application, submitted by the Southwestern Power Service (SPS) Company, (an affiliate of Excel Energy) to construct the 345 kilovolt (kV) TUCO to Texas/Oklahoma Interconnect transmission line. The project consists of approximately 200 miles of transmission line circuit and will connect the existing SPS TUCO Substation located approximately two miles north of Abernathy in Hale County, Texas, to a proposed interconnect point located between Texola and Erick in Beckham County, Oklahoma. As depicted in **Figure 2.1, *TUCO Transmission Alignment***, the study area includes portions of Lubbock, Hale, Floyd, Motley, Cottle, Swisher, Briscoe, Hall,

To remain competitive in the economic development marketplace, Plainview and Hale County must optimize its ***strengths*** while overcoming its weaknesses:

Strengths:

1. Supply of inexpensive labor;
2. Interstate highway access;
3. Potential for a large supply of improved, approved industrial property;
4. Large supply of inexpensive energy;
5. Access to an excellent community college.
6. Ability to create quality training programs;
7. No personal income tax;
8. Positive business climate;
9. Commercial airport within 60 minutes;
10. Four-year university within a reasonable distance; and
11. Located in the state of Texas.

Weaknesses:

1. Low educational attainment of general population;
2. General workforce relatively low in skills and lacks a diversification of skills;
3. Community college branch located in hale County offers limited curriculum on site;
4. Commercial airports have few direct flights and are principally serviced by regional airlines;
5. Lacks large tracts of improved approved industrial property;
6. Limited supply of small tracts of industrial property;
7. Long-term concern regarding future water supply; and
8. Remote geographic location relative to major population centers.[2]

[2] September 2012, Economic Development Cluster and Target Industry Study, Hale County Texas. POLICOM Corporation.

Childress, Donley, Collingsworth and Wheeler counties, Texas, as well as Beckham County, Oklahoma. The proposed in-service date for the TUCO project is June 2014.

According to the application, the intent of the line is to improve electric reliability, reduce congestion, strengthen the existing transmission grid, and add power import and export capabilities. Additionally, the line will provide significant transmission capacity for additional wind energy generation projects within the Texas Panhandle, eastern New Mexico, and western Oklahoma. Wind energy generation could likely bring wind developers and construction-related jobs to Plainview and Hale County.

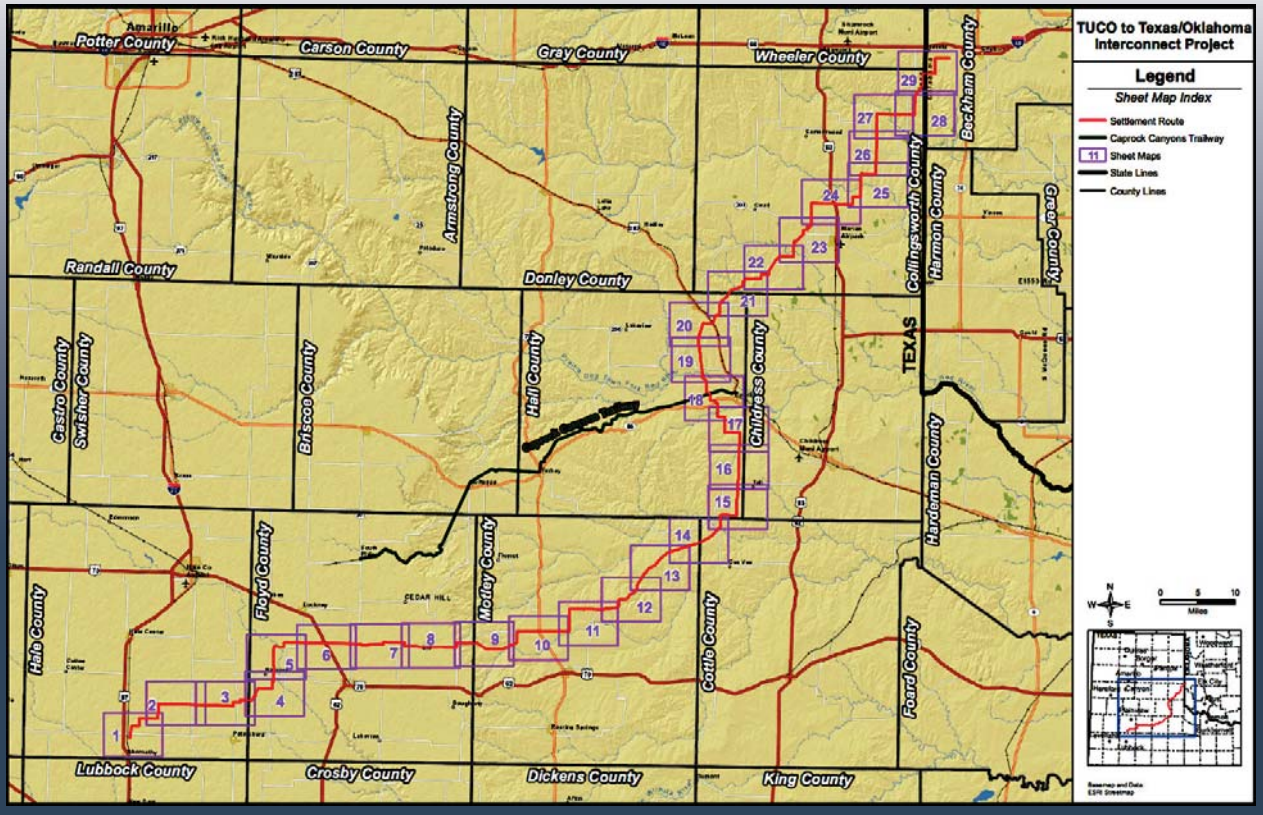
Railroad Corridors

The Burlington Northern Santa Fe (BNSF) Railroad runs parallel to Highway 27 Business and composes the predominant eastern edge of the City of Plainview. The rail line forms a "T" at Plainview then runs due north, following a short western jog through Downtown. The BNSF Railroad line bisects Plainview from the northwest as it moves in an easterly direction. As the community begins to construct more housing developments and collector streets, the location and safe design of railroad crossings is essential to balance economic development with neighborhood protection. Around the beginning of the 20th Century, railroads brought significant economic growth and populations to small Midwestern communities like Plainview. The railroads may once again be catalytic in stimulating economic growth and development within Hale County and Plainview.

Plainview / Hale County Airport

The Plainview / Hale County Airport is 600 acres in area and consists of two runways in a crosswind configuration. The first runway is 6,000 feet in length by 100 feet wide. The second runway is 4,000 feet in length by 100 feet wide. The airport receives on average approximately 7,161 flights per year (local plus itinerant). The airport enjoys convenient access to Interstate 27 Business and is in close proximity to a railroad spur.

Figure 2.1, TUCO Transmission Alignment



The TUCO to Texas/Oklahoma Interconnect Project will provide electric transmission capacity for new wind projects in the Texas Panhandle.

Source: Southwest Power Pool, Inc.

Downtown Core (Commercial Historic District)

Listed on the National Register of Historic Places, the Plainview Commercial Historic District is recognized for its high concentration of early 20th. century commercial buildings constructed largely of masonry. Located within the City's Downtown area, the district centers around the Hale County Courthouse, and is composed of 109 structures, 67 of which are regarded as contributing to the historic character of the district. The contributing structures exhibit similar building materials, use, period of construction, scale, and proportions; and when grouped together, present a strong sense of place. This visual cohesiveness is further reinforced by broad, brick-paved streets, which were completed in 1917 and complement the brick courthouse and commercial buildings.

Running Water Draw

As discussed within **Chapter 6.0, *Parks, Recreation and Natural Resources***, Running Water Draw, and its associated floodplain, has the potential of becoming a major recreational corridor through the southern portion of the City. Several recreational amenities have recently been constructed within the corridor, including a well-liked hike and bike trail. As discussed within the 1989 Comprehensive Plan, with the exception of recreational facilities and parking lots, development should be discouraged in identified flood prone areas. Flood hazard mitigation measures are sometimes utilized to allow development in some circumstances but such measures should be carefully reviewed. Long-term drainage impacts and runoff potential assuming full build-out of a drainage basin should be evaluated when considering development in and near flood prone areas.[1]

1 Hunter Associates, Inc., 1989. Comprehensive Plan, 1989-2010 for The City of Plainview, Texas.

Running Water Draw has the potential of becoming a major open space corridor.

Source: Kendig Keast Collaborative

CONVENTIONAL GROWTH MANAGEMENT METHODS

Within the current context of marginal economic and population growth, it is wise for Plainview to consider ways in which it can exert maximum influence over the direction, timing, pattern, mix and quality of new development within the City limits – growth that will require the provision of public utilities and services in a cost-efficient manner; that in turn, may be catalytic in attracting businesses and people to the area.

It is currently within the City's capacity to exercise the following tools to manage growth:

- Long-range planning is a process of identifying, analyzing and documenting locations in the City that are targeted for the gradual expansion of its urbanized area, in contrast with areas that are less conducive for intensive development because of environmental or other identifiable constraints (e.g., terrain, wetlands,, historic sites, etc.), existing patterns of use and ownership, or service provision constraints.
- Annexation brings key growth areas and areas intended for limited development into the City limits well before any significant development activity begins, and so appropriate land use and development standards may be established early on. Annexation is a mechanism to expand the City's tax base, especially to incorporate the pool of tax and fee payers who benefit from municipal infrastructure and services. Consequently, the City assumes responsibility for providing services to newly annexed areas, in the form of expanded utilities infrastructure and police and fire protection, among other services.
- Subdivision and development regulations can be used to carry out growth strategies, particularly in terms of the quality of new development or redevelopment. Clear infrastructure standards in the regulations, and associated City specifications and criteria, shall establish minimum improvements required of private development.
- Development agreements, where appropriate, require that development in the ETJ must comply with certain aspects of the regulations that apply to similar

development within City limits, prior to their annexation into the City (§212.172). Development agreements can be negotiated with private interests that request extension of the City's utility infrastructure to fringe and/or ETJ locations, especially to clarify the timing of future planned improvements and any conditions in exchange for the City's infrastructure and service commitments. They can also be used to establish levels of participation in public-private cost-sharing arrangements for infrastructure improvements, as well as reimbursement provisions for infrastructure oversizing or other special circumstances.

- Impact fees assessed on new residential and nonresidential development provide dedicated funding for particular capital improvements that are specifically needed to serve the new development (as authorized by Texas state law for water, sanitary sewer, drainage, and roads).
- Multi-year capital improvements programming clearly establishes the City's intentions for extending its primary arterial streets, trunk water mains, and wastewater collection lines to targeted growth areas.
- Joint Powers Agreements (JPA) are a means for the City and other units of government to coordinate on the provision of infrastructure (as well as public services and administrative functions), as regulated in Chapter 163 of the Texas Utilities Code.
- Adequate Facilities Ordinance requires that approvals for projects are contingent upon evidence that public facilities have adequate capacity for the proposed development. When facilities are found to be inadequate, development is postponed or developers may contribute funds to improve facilities.
- City-county coordination facilitates synchronization of development policies and procedures in rural parts of Hale County and helps to improve regulatory enforcement in the City's ETJ.
- Zoning is the land use regulatory concept under which a municipality establishes rules for the use and development of land. A zoning structure consists of two separate components. The first is the text of the ordinance, which establishes specific development regulations that will be applicable to structures and property within the community. The second component is the zoning map, which allocates the various zoning districts geographically within the community. In adopting zoning the City establishes a series of districts, and within each district, sets forth the uses to which structures or land may be placed. Section 211.004 of the Texas Local Government Code specifically requires that zoning regulations must be adopted in conformance with a comprehensive plan.
- Urban Growth Boundary / Urban Service Limit established around a community within which the local government plans to provide public services and facilities and beyond which urban development is discouraged or prohibited. Boundaries are usually set to accommodate growth over 10 to 20 years and are intended to provide more efficient services and to protect rural land and natural resources.
- Designated Development Area is similar to an urban growth boundary in that certain areas within a community are designated as urbanized, urbanizing, future urban and/or rural, within which different policies for future development apply. This is often used to encourage development in an urbanizing area or redevelopment in an urbanized area.[2]

(Continued on Page 2.10)

2 Miles, Mike E., Richard L. Haney, Jr., and Gayle Berens, 1996. Real Estate Development: Principles and Process. (Second Edition) Urban Land Institute. Washington, D.C., p. 261.

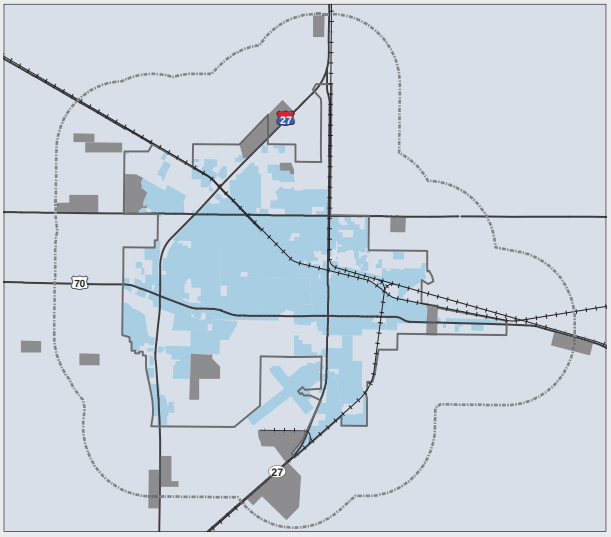
Patterns of Growth

Several conditions and factors can influence how and where physical growth and development occurs in a municipal planning area. Over time, patterns of development emerge, along transportation corridors, at crossroads, adjacent to water bodies, etc.. Sometimes growth is logical and contiguous following an already established development pattern. Other times, growth is haphazard and scattered, the result of economic influences, like the availability of inexpensive land, or access to a utility trunk line. The following represent different types of growth scenarios that could occur in Plainview:

Scattered Development

Often referred to as "leapfrog" development, scattered development represents an inefficient pattern of random development that skips over empty land to build in a remote locations. It is a major cause of urban sprawl. Leapfrogging often occurs in areas where there are few land use regulations or development standards that properly assign infrastructure costs to the developer. In other cases, developers attempt to move beyond city boundaries to either avoid municipal land use and development regulations; or to ensure some degree of predictability regarding adjacent future development (refer to **Figure 2.2, *Scattered Development***).

Figure 2.2, Scattered Development



Infill and Revitalization/Redevelopment

Infill development is a highly desirable form of development, which occurs when leftover land gets developed - often years after development has passed by. It can take the form of infilling individual vacant lots in existing subdivisions or through the development of larger, undeveloped tracts located within existing development..The advantages of infill development are that significant investments in additional infrastructure are rarely needed to support it. Also, public services such as parks and neighborhood schools are already in place and immediately available. Potential locations for infill / redevelopment in Plainview are identified on **Figure 2.10, *Priority Improvement Areas***. Redevelopment opportunities were identified and include such things as areas where there is a predominant presence of deteriorating or obsolete homes, older strip centers, and large stand-alone commercial buildings. These areas are typically located in the older parts of the City and can be combined with vacant land to create a larger revitalization/redevelopment project. As will be discussed later in this chapter, there may be opportunities to foster public-private partnerships whereby the City of Plainview can donate City-owned land as a means of incentivizing new, mixed-use development opportunities (refer to **Figure 2.3, *Infill and Revitalization / Redevelopment***).

Figure 2.3, Infill and Revitalization / Redevelopment

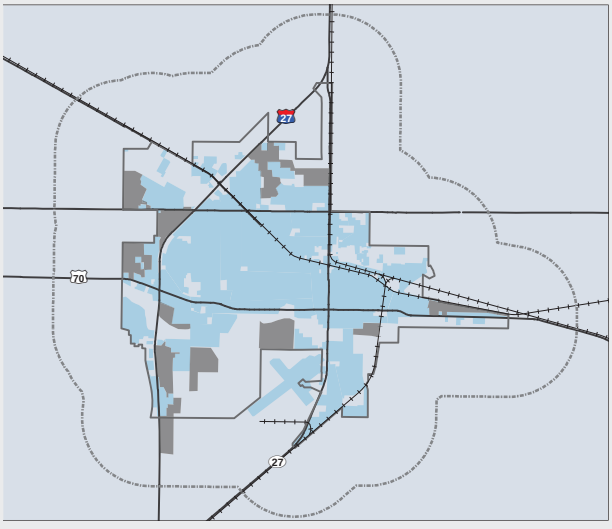
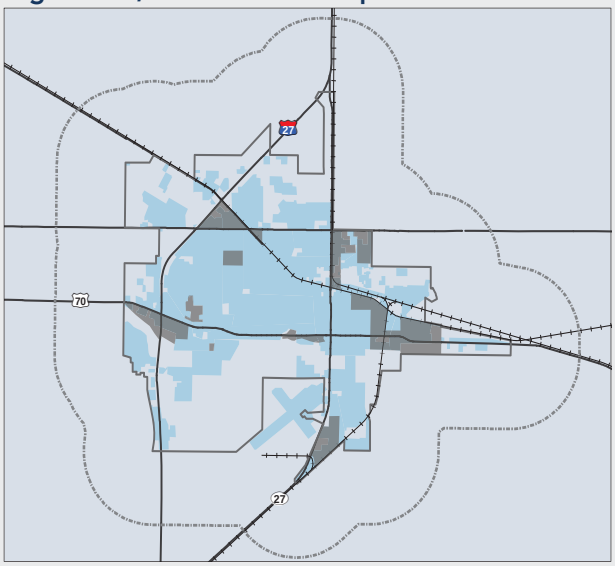


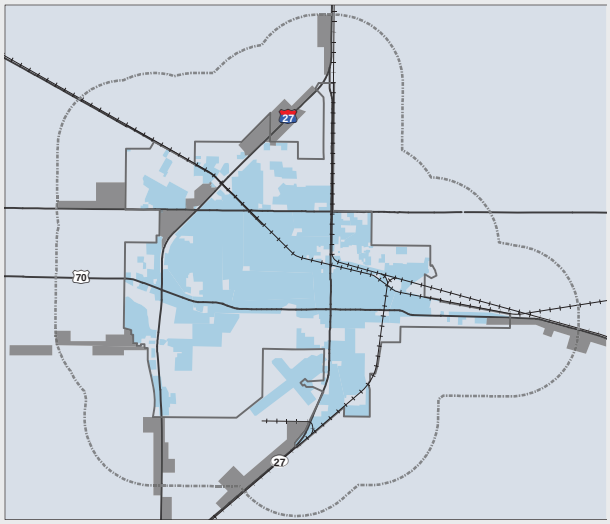
Figure 2.4, Corridor Development



Corridor Development

This common form of development occurs along major highways, and takes advantage of the access afforded by an existing highway and its accompanying utility services. Corridor development, if developed to a standard that is compatible with the community's vision for the future, provides infrastructure cost savings and contiguous growth patterns. Care must be taken, however, to manage the intensity and quality of development to avoid overbuilding, which can place undue stress on roadways and infrastructure and result in clutter and a perceived lowering of quality of life (refer to **Figure 2.4, *Corridor Development***).

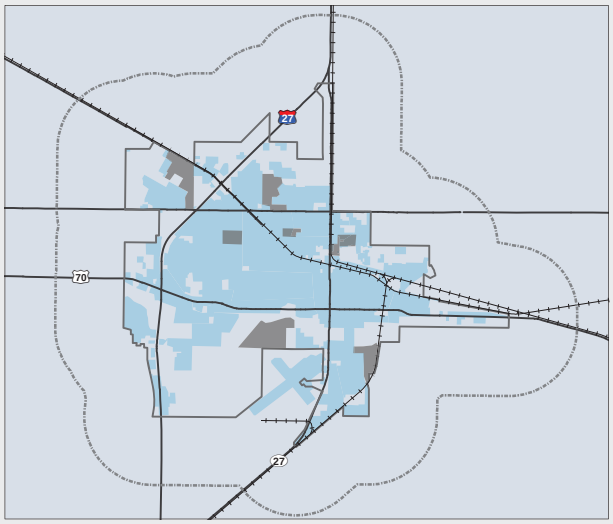
Figure 2.5, Cluster Development



Cluster Development

Clustering is a form of contiguous development that results in better land utilization by preserving natural assets while still allowing some degree of development on smaller, constrained building sites. In the best examples, natural features, ponds and open spaces are preserved and become development focal points and amenities, thereby adding value for both the developer and homeowners over time, especially when homes and/or other uses are arranged and oriented to take advantage of open space views. By setting aside natural areas, ponds, and open space, cluster designs are also effective at reducing storm water runoff and improving water quality. Better drainage practices can reduce site infrastructure costs, and more compact development generally requires less linear feet of streets, sidewalks, and utilities infrastructure components (refer to **Figure 2.5, *Cluster Development***).

Figure 2.6, Contiguous Development



Contiguous Development

This form of new development provides for gradual outward growth adjacent or in very close proximity to existing development. When carefully planned, this development form is highly efficient and the least obtrusive to existing neighborhoods or businesses. Under real-world circumstances, perfectly staged contiguous development rarely occurs, especially in Texas. Land ownership patterns or natural features usually result in small amounts of short-distance skipping, occasional leapfrogging, or checkerboard patterns of development (refer to **Figure 2.6, *Contiguous Development***).

Consequences of Ineffective Growth Management

The term "sprawl" refers to the reduction of rural land due to the inefficient increase of the total size of the land area of a city and its suburbs over a particular period of time.[3] Sprawl is a spatial development pattern or condition that occurs when large tracts of land are devoted to a single use (single-use zoning); where individual buildings take-up increasingly large portions of land (low-density zoning); and the only way to navigate from one area to another is by automobile (auto-dependency). Urban sprawl and car-dependent communities results in another land use symptom related to employment: "job sprawl." Job sprawl is defined as low-density, geographically spread-out patterns of employment, where the majority of jobs in a given metropolitan area are located outside of the main city's Central Business District (CBD), and increasingly in the suburban periphery. As a pattern of land development, sprawl consumes precious landscape resources, requires substantial amounts of utilities and transportation infrastructure and, as a consequence, is very costly to both construct and maintain.

While Plainview has not experienced recent growth of any significance, without adequate foresight and preparedness, unmanaged physical growth can have several negative consequences, including:

- erosion of a defined community edge, thereby blurring its boundaries and contributing to a general loss of community character, identity and sense of place;
- degradation of environmental resources, such as floodplains, wetlands, and mature tree canopy;
- overwhelmed utilities and transportation infrastructure (e.g., roads, water and wastewater systems);
- a lack of coordinated planning between individual developments, which can lead to unexpected shifts in traffic patterns, which causes congestion and environmental impacts as development occurs in an uncoordinated fashion before adequate road infrastructure is in place; and
- inefficient provision of public services, such as police and fire protection, the dedication and maintenance of parks and open space, and the delivery of health care and education.

These consequences, if left unchecked, can significantly erode the quality of life and economic well-being within a community.

Preserving Choices: Principles of Smart Growth

Smart growth describes an approach to urban planning that concentrates growth in compact, walkable, urban centers to avoid sprawl. Smart growth planning advocates land use that is compact, transit-oriented, walkable, and bicycle-friendly. Neighborhood schools, complete streets, and mixed-use development with a range of housing choices are examples of smart growth.

When communities choose smart growth strategies, they can create new neighborhoods and maintain existing ones that are attractive, convenient and safe. They can protect the environment while stimulating economic growth. Most of all, they can create more choices for residents, workers, visitors, children, families, single people, and older adults—choices regarding where to live, how to

3 2012 NumbersUSA, 'What is Sprawl?" 1601 N Kent St, Suite 1100, Arlington, VA 22209, All Rights Reserved. https://www.numbersusa.com/content/learn/issues/environment/what-sprawl.html-0

Subdivision in Nevada only has two entrances and exits.

Source: Christoph Gielen, The CityFix. www.thecityfix.com

Principles of Smart Growth include mixed-use, pedestrian-friendly, "complete" streets.

Source: Christoph Gielen, The CityFix. www.thecityfix.com

On Smart Growth

Growth is smart when it gives us great communities, with more choices and personal freedom, good return on public investment, greater opportunity across the community, a thriving natural environment, and a legacy we can be proud to leave our children and grandchildren.[1]

1 Smart Growth Network. *This is Smart Growth*. www.smartgrowth.org

get around, and how to interact with the people around them. When communities do this kind of planning, they preserve the best of their past while creating a bright future for generations to come.[4]

The Smart Growth Network (SGN) is a network of private, public, and non-governmental partner organizations seeking to improve development practices in neighborhoods, communities, and regions across the United States. SGN has developed 10 smart growth principles, which, when applied, can help to create compact, sustainable, livable communities. The principles include:

- encouraging community and stakeholder collaboration in development decisions;
- preserving open space, farmland, natural beauty, and critical environmental areas;
- mixing land uses;
- taking advantage of compact building design;
- creating a range of housing opportunities and choices;
- creating walkable neighborhoods;
- fostering distinctive, attractive communities with a strong sense of place;
- strengthening and directing development towards existing communities;
- providing a variety of transportation choices; and
- making development decisions predictable, fair, and cost effective.

Communities that are successful in translating these principles into planning policies are well on their way to achieving socially, environmentally and economically sustainable places for their citizens to live work, and play.

4 Smart Growth Network. This is Smart Growth. www.smartgrowth.org

FOCUS AREAS

To address the growth issues Plainview faces, the remainder of this chapter outlines a series of strategies and advisable implementation measures based on these focus areas:

- Focus Area 2.1: Infill Development
- Focus Area 2.2: Economic Growth Strategies
- Focus Area 2.3: Annexation
- Focus Area 2.4: Utilities (i.e., Water, Wastewater, and Drainage)
- Focus Area 2.5: Public Safety Services
- Focus Area 2.6: Health and Education

FOCUS AREA 2.1: INFILL DEVELOPMENT

The intent of many of the principles, actions, and policies outlined within this chapter are to encourage compact and efficient development patterns, thereby minimizing fiscal and other likely impacts caused by outward, sprawling development. For Plainview, sprawl is not a substantive issue at the present time, although the community is starting to see the beginning signs of it at a small scale with fragmented commercial development moving away from the Downtown core and extending outward in a linear fashion along the Interstate 27 corridor. Likewise, newer residential subdivisions have developed to the west of Interstate 27, departing from traditional residential patterns that exist near Plainview's Downtown area.

This comprehensive plan makes assumptions anticipating the pattern of future growth and offers the necessary policy guidance to effectively manage it. Through advance planning, an opportunity exists to ensure that new development occurs in a contiguous, orderly and fiscally responsible manner through the subdivision and zoning regulations, annexation, and other regulatory policies and incentives; and at the appropriate time.

Managed growth involves promoting and ensuring a sequential development pattern that encourages the efficient use of resources. The most efficient pattern of growth for the community is infill and contiguous growth that occurs sequentially from existing developed areas and is closely coordinated and timed to occur concurrent with

adequate service provision. Conversely, haphazard development that occurs in an unplanned and uncontrolled manner is inefficient, undesirable and costly. Rather, Plainview must establish a plan for sequencing growth. Combining a fiscal impact model with a growth sequencing plan can provide guidance to the City's future capital improvements facilities (infrastructure) plans.

Ultimately, growth management and utility extension policies should be based on the community's stated goals and objectives pertaining to the kind of community within which residents want to live. As highlighted in *Chapter 1.0, Introduction*, Plainview's residents have expressed the following community development aspirations:

- developing public – private partnerships to stimulate economic and residential development;
- developing strategies and actions to retain Plainview's next generation of citizens;
- investing in neighborhood and community revitalization efforts, with regard to enhancing public infrastructure, amenities and general appearance;
- focusing on Downtown enhancements; and
- incentivizing community programs to conserve water.

The long-term pattern of growth should be managed to balance market demands with economic development objectives. Indeed, future growth should be coordinated with infrastructure and public service investments such that the pattern and timing of development occurs in a fiscally responsible manner.

Strategy 2.1.1: *Develop policies and incentives that encourage and promote infill development.*

Initiatives and Actions

1. Establish incentives for infill development, such as density bonuses if certain performance standards are met. For instance, increased density may be allowed for accomplishing community objectives such as a minimum open space ratio; preservation of trees; conservation of natural resources; sensitivity to adjacent uses; heightened development standards; inclusion of amenities such as parks, trails, and attractions; and other standards of development that are important to the community.
2. Meet with property owners within the potential infill areas, as well as priority improvement areas, as identified on **Figure 2.10, *Priority Improvement Areas***, as well as with developers, to identify the constraints to infill development. Subsequently, amend the zoning and subdivision regulations and other standards and requirements so as to mitigate the obstacles to infill development.
3. Overcome additional environmental and mobility-related constraints to infill development, or redevelopment of areas within the City limits, by providing adequate street and utility infrastructure,on-site parking, and other measures to accommodate new development requirements. Requirements pertaining to setbacks, lot coverage, and building height may need to be modified to allow feasible development of constrained infill sites.
4. Create and adopt infill development standards concerning density, intensity, and other dimensional requirements to maintain a

Redevelopment of "big box" commercial strip centers often includes subdivision of the large parking lots into smaller parcels, for additional commercial development.
Source: Kendig Keast Collaborative

Recent commercial development west of Interstate 27 has increased the develop-ability of vacant parcels, which should be identified in a growth sequencing plan.
Source: Kendig Keast Collaborative

consistent character with existing adjacent development. Of particular importance within many of the older, historic areas is to ensure that the architecture, including façade treatments, massing and materials, etc., are consistent with those in the immediate neighborhood. For instance, a brick building is not appropriate or desirable in an area where existing housing primarily has clapboard siding.

5. Adopt a policy regarding the provision of infrastructure to identified and prioritized infill development sites. Extend adequate infrastructure to serve infill development sites. Additionally, prioritize capital projects that will benefit undeveloped sites, potentially increase density and the efficiency of the infrastructure system.
6. Establish a formalized annual rehabilitation and replacement program for water distribution and wastewater collection systems within the well-established areas of the community so as to enable infill development and/or redevelopment.

Strategy 2.1.2: *Establish a well-managed pattern of development that is fiscally responsible.*

Initiatives and Actions

1. Develop and adopt a growth sequencing plan and management strategy that identifies areas of development for the next five, 10, 15 and 20 years to accommodate the targeted population of 25,000 people in the Year 2040. These sequential areas identify when and where capital improvements and services should be directed.
2. Evaluate the City's capital improvement program and annual capital plan against the growth sequencing plan to ensure utility

What economic development/redevelopment programs might be employed to stimulate re-investment into buildings Downtown?
Source: Kendig Keast Collaborative

FOCUS AREA 2.2: ECONOMIC GROWTH STRATEGIES

A City's role in promoting economic development can be much larger than offering incentives. Indeed, a City's provision of a fair and effective regulatory environment, well-timed capital improvements, and a well-planned and managed program for supporting businesses (i.e., availability of financing, non-profit business support and training, adequate quality of life and educational opportunities, and the provision of transportation for employees, etc.) can help to influence other important factors which are closely related to economic development, These include the attraction and retention of skilled and employable workers, an ample supply of housing at a range of price offerings, adequate quality of life amenities and educational opportunities in the community, etc. All of these are very important, tangible tools that the City can use to help to influence where a business chooses to locate. Additional issues may involve an increased level of collaboration between businesses, government, and educational institutions to create an effective business environment based on the needs and demands of the particular industries and entities involved and those they serve. Every community has unique and different needs and assets to consider when constructing its economic development policies and practices There are several tools cities use to influence where growth occurs within their jurisdictional authority. By way of example, delineating special districts within which to promote and incentivize new development and redevelopment can be an effective tool within the city limits and ETJ; as long as it can be demonstrated that an increase in tax base can reasonably be expected and the overall quality of life for people who live and work in the City can be improved.

While special districts can be very diverse in their application, they share the same general objectives, including:

1. Improving the overall quality and performance of the City's infrastructure and facilities, where:
    - new development should make significant positive contributions to public infrastructure and facilities that will have broad reaching benefits for older and blighted areas of the City.

2. Promoting diversification and balance in the local economy:
    - to encourage environmentally friendly, clean industry; and
    - attract high-paying jobs.
3. Ensuring high quality, well-planned developments:
    - to promote only the highest and best use of land in order to foster a sustainable tax base;
    - that are comprehensive in scope, taking into consideration the impact of the proposed development on potential future development opportunities on adjacent lands;
    - that are mixed-use, including a strong environmentally-friendly commercial / industrial component, where appropriate, that will include high-paying jobs; and
    - that provide a broad range of housing options, including a variety of high-end and affordable housing.
4. Protecting the City's tax-base, where:
    - development should generate the highest possible ad valorem value and sales tax revenue; and
    - development should not create a burden on existing taxpayers.[1]

The following is a summary of several special districts that a local government can establish to improve economic conditions, including: public improvement districts (PIDs), tax increment financing (TIF), tax increment reinvestment zones (TIRZs), municipal management districts, and certified local government designation.

Chapter 380/381 Economic Development Agreements

Chapter 380 and 381 Economic Development Agreements are similar tools used to encourage economic development throughout the State of Texas. Named for their places in the Texas Local Government Code, these agreements enable cities and counties to provide incentives encouraging developers to build in their jurisdictions. Chapter 380 is targeted specifically for use by cities and Chapter 381 is specifically for use by county governments. These agreements can be used in tandem for the same project. Development incentives typically take the form of property tax abatements, loans or grants, commitments for infrastructure, or payments of portions of the sales tax generated by the project. Negotiations on these incentives between the local jurisdiction and the developer occur on a case by case basis. The provision of development incentives is not unique to Texas and many other states also provide various incentives for economic development. Communities benefit from 380 and 381 Agreements through:

- Promotion of economic development activity;
- Job creation;
- Increased tax revenues;
- Increased opportunity for input into new developments;
- Expediting construction of city/county projects;
- Creation of new businesses;
- Infrastructure commitments; and
- Streamlining implementation.[2]

In order to provide a grant or loan, a city must establish a program to implement the incentives. Before proceeding, cities must review their city charters or local policies that may restrict a city's ability provide a loan or grant.[3]

Public Improvement District

A Public Improvement District (PID) is a financing tool created by the Public Improvement District Assessment Act as found in Chapter 372 of the Texas Local Government Code. A PID enables any city to levy and collect special assessments on property that is within the city or within the city's ETJ. A county may also form a PID, but must obtain approval from a city if the proposed PID is within the city's ETJ. PIDs are typically used to help fund enhancements like special lighting and streetscapes, and to help fund special events that benefit businesses in the district. They are sometimes used to help pay for professional program development and management services for cooperative efforts such as farmers markets.[4]

1 City of Texas City. Policy for the Use of Special Districts. http://www.texas-city-tx.org/PlanningInspection/PLANSpecialDistrict.pdf

2 Subregional Planning. Getting involved. 380 / 381 Economic Development Agreements. http://subregional.h-gac.com/toolbox/Implementation_Resources/Economic_Development_Agreements_Final.html

3 TexasAhead. Tax Programs / Incentives. Texas Comptroller of Public Accounts. http://www.texasahead.org/tax_programs/ch380-381/

4 Forman, John. What Does ("PID") Mean in The Real Estate Industry? Real Estate. Published: February 1, 2011. http://ezinearticles.com/?expert=John_Foreman

Tax Increment Financing

Tax Increment Financing (TIF) is a way to encourage reinvestment in blighted or under-utilized areas that probably will not redevelop on their own. Put simply, it is a way to self-finance new development projects by capturing their back-end tax proceeds to amortize front-end project costs. This happens by withholding new tax revenues generated within the district from a city's general fund for a specified period of time, usually greater than 15 years. The withheld amount (the "increment") is used to pay off the district's debts, which are typically funded by public bonds. TIF does not mean an increase in property tax rates within the district. Instead, TIF helps expand the district's overall tax base by stimulating private development with new TIF-financed infrastructure or developer incentives. Most private development would not otherwise happen in TIF-designated areas because of blight or other impeding conditions. Since TIF-funded projects create their own debt-payment streams (from the additional tax revenue that they themselves generate), they are a type of self-financing mechanism. Also, because the increment is unlikely to accrue at the same level without the TIF (again, TIF-funded investments are needed to induce the revenue-generating investment) it does not equate to a dollar-for-dollar reduction to the general fund absent the TIF (refer to **Figure 2.7, *Tax Increment Financing Model***). In other words, most of the increment would not otherwise exist were it not for the public debt needed to create it.

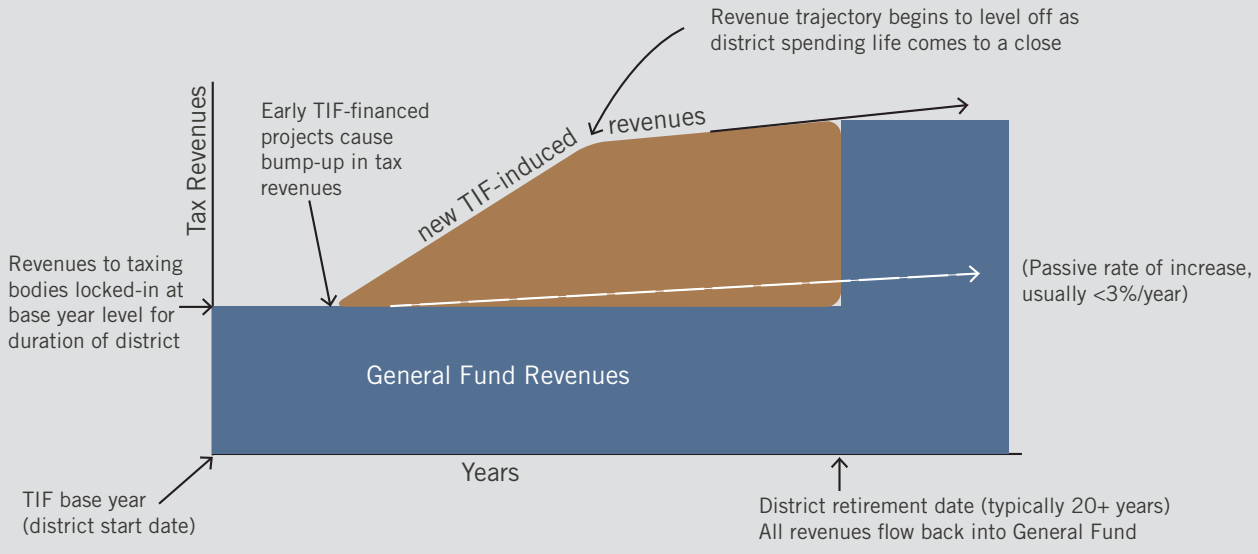
TIFs, however, can cause harmful fiscal impacts if used to finance development projects with high public service burdens, such as single-family housing. This is because district tax revenues flowing into the general fund are frozen at their current levels, resulting in the need to spread new service costs system-wide with no commensurate increase in general revenues emanating from the district. Therefore, TIFs are typically used to help finance mostly commercial and industrial development. Many cities establish eligibility criteria for the use of TIF. Common requirements usually include many of the following:

- job creation;
- blight elimination;
- project scale (usually defined by minimum capital investment);
- public benefits and amenities;
- catalytic effects (i.e., ability to spawn follow-on/spillover investment);
- proposed amount and timing of public return on investment (i.e., how soon will the project pay for itself and what is the long-term contribution to the public purse);
- amount of private investment leveraged; and
- clear community need.

Tax Increment Reinvestment Zones

Chapter 311 of the Texas Tax Code allows municipalities or counties to form a Tax Increment Reinvestment Zone (TIRZ), which is a form of tax-increment financing. The municipality proposing the TIRZ must notify each taxing unit that levies real property taxes in the proposed TIRZ and

Figure 2.7, Tax Increment Financing Model



determine that tax increment that each taxing unit will contribute to the tax increment fund. Money deposited in the tax increment fund may be disbursed only to satisfy claims to holders of tax increment bonds or notes issued for the zone, to pay project costs for the zone or payments pursuant to an agreement made by an established oversight board. Project costs include, but are not limited to, the following costs associated with public works or public improvements, including:

1. Capital costs, including acquisition, construction, reconstruction, installation, demolition, clearing and grading;
2. Financing costs, including interest before and during construction and for one year after completion of construction, whether or not capitalized.
3. Real property assembly costs;
4. Professional services costs, including architectural, planning, engineering, and legal advice services;
5. Administrative costs for employees of the municipality or county in connection with the implementation of a project plan;
6. Organizational costs, including the costs of conducting environment impact studies or other studies, the cost of publicizing the creation of the zone, and the cost of implementing the project plan for the zone; and
7. Costs of operating the TIRZ and project facilities, public facilities, or to pay debt service on bonds.

In addition to property tax contributions into the tax increment fund, a municipality collecting municipal sales and use taxes may contribute all or a portion of the sales tax increments to the tax increment fund or enter into a tax abatement agreement with an owner of the property within the TIRZ.

To be designated a reinvestment zone, an area must:

1. Substantially arrest or impair the sound growth of the municipality or county creating the zone, retard the provision of housing accommodations, or constitute an economic or social liability and be a menace to the public health, safety, morals, or welfare in its present condition and use because of the presence of:
   - slum, deteriorated or deteriorating structures;
   - defective or inadequate sidewalk or street layout;
   - faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
   - unsanitary or unsafe conditions;
   - tax or special assessment delinquency exceeding the fair value of the land;
   - defective or unusual conditions of title;
   - structures other than single-family residential structures, where less than 10 percent of the square footage has been used for commercial, industrial, or residential purposes during the preceding 12 years, if the municipality has a population of 100,000 or more; or
   - conditions that endanger life or property by fire or other cause;
2. Be predominately open and, because of obsolete platting, deterioration of structures or site improvements, or other factors, substantially impair or arrest the sound growth of the municipality or county;
3. Be in a federally assisted new community, located in the municipality or county, or in an area immediately adjacent to a federally assisted new community; and
4. Be in an area described in a petition requesting that the area be designated as a reinvestment zone, if the petition is submitted to the government body of the municipality or county by the owners of the property constituting at least 50 percent of the appraised value of the property.[5]

Municipal Management Districts

A Municipal Management District, as established by Chapter 375 of the Texas Local Government Code, is a special district created by the Texas Legislature, and empowered to promote, develop, encourage and maintain employment, commerce, transportation, housing, tourism, recreation, arts, entertainment, economic development, safety and the public welfare within an existing commercial area, beyond those already provided by individual property owners or the municipality. Management Districts are given the power to finance their operations and pay for improvements by issuing

5 Forman, John. What is a Tax Increment Reinvestment Zone? http://ezinearticles.com/?What-Is-a-Tax-Increment-Reinvestment-Zone-(TIRZ)?&id=5815272

bonds or other obligations, payable in whole or in part from ad valorem taxes, assessments, impact fees, or other funds of the District to provide improvements and services. They may not levy a tax or assessment on single-family detached residences. Furthermore, districts may levy a tax only after holding an election within the district. The creation of the district does not relieve a city from providing basic services to the area. A management district is created to supplement, not supplant, the municipal services available to the area.[6]

Certified Local Governments

The Certified Local Government (CLG) Program is a preservation partnership between local, state and national governments focused on promoting historic preservation at the grass roots level. The Texas Historical Commission administers the program at the state level and the National Park Service is the responsible federal agency. CLG members are eligible to apply to their State Historic Preservation Officer (SHPO) for annual funding for activities such as architectural, historical, archeological surveys; nominations to the National Register of Historic Places; staff work for historic preservation commissions; design guidelines and preservation plans; public outreach materials such as publications, videos, exhibits, and brochures; training for commission members and staff; and rehabilitation or restoration of National Register listed properties, including contributing properties within a National Register-listed Historic District.

CLG-certified cities can leverage the maximum benefit from the National Main Street program (of which Plainview is a member) by devoting an extra layer of technical assistance and potential funding specifically for preservation-related activities. In Texas, a city or a county may apply to become a CLG.[7]

6 City of Houston website: http://www.houstontx.gov/planning/Neighborhood/mgmt.html

7 Texas Historical Commission, Certified Local Government.

The Texas CLG program provides funding for Main Street communities to enhance their National Register-listed downtown areas, including funding for facade improvements.

Source: Kendig Keast Collaborative

extensions and capacity improvement projects are consistent with the defined growth area. The capital improvement program and capital plan should be prioritized in accordance with the sequencing and timing of development.

Strategy 2.2.1: *Develop new administrative and financial mechanisms to stimulate public and private investment into economic development-related activities within the City limits.*

Initiatives and Actions

1. Identify mixed-use, priority improvement areas within or contiguous to Plainview's existing developed areas that would be eligible for and potentially benefit from improved infrastructure and subsequent economic conditions resulting from a special district.
2. Apply for Certified Local Government designation. To qualify as a CLG, a local government must:
   - enforce state or local legislation that protects historic properties;
   - establish a qualified review commission composed of professional and lay members;
   - maintain a system for surveying and inventorying historic properties;
   - provide for public participation in the historic preservation process, including recommending properties to the National Register of Historic Places.

FOCUS AREA 2.3: ANNEXATION

Annexation is the systematic expansion of a city's corporate boundaries into unincorporated (not already part of a local governmental jurisdiction) areas, and a corresponding extension of city services to the newly-annexed areas.

As a general policy statement, annexation should occur prior to or concurrent with development to properly plan for and coordinate the extension of adequate public facilities and services. However, annexation can also be utilized as a growth management strategy to protect surrounding areas through promoting or discouraging, as appropriate, development in key areas. The City

can employ growth management measures (e.g., agriculture zoning) in areas the City annexes for their strategic, long-term significance rather than for purposes of promoting and directing near-term urban development -- all to prevent premature and inappropriate development in such areas.

Based on a review of the City's annexation history, as illustrated in **Map 2.1, *Annexation History***, there have been at least 119 annexation ordinances, involving 6,101 acres, adopted over the last 84 years. Like many cities in Texas, growth has extended predominantly westward from Plainview's original City limits. During the 1950s and 1960s, large parcels of land were annexed into the City limits to presumably capture anticipated development and tax revenue associated with U.S. Highway 87 (predecessor to Interstate 27). In the 1970s and 1980s, additional large areas of land along the Interstate 27 corridor were annexed, including additional portions of the Running Water Draw corridor. To date, however, much of the City's annexed land remains undeveloped. Upon reviewing the utility infrastructure (i.e., potable water, wastewater and drainage) plans for the City it is clear that infrastructure will need to be extended to accommodate additional growth in these areas, particularly in the lands to the south, northwest and north of the BNSF railroad tracks.

In the process of developing an annexation strategy which is necessary to make prudent and fiscally responsible decisions, the City must evaluate the value of an increased tax base with the cost of providing long-term infrastructure maintenance and other associated services.

Strategy 2.3.1: *Prepare a staged annexation strategy to accommodate future growth and development and protect surrounding areas.*

Initiatives and Actions

1. Establish criteria through which to consider the suitability and fiscal benefits of annexation.
2. Prepare and maintain an annexation plan and associated service planning for gradual expansion of the City limits and extension of facilities and public services; where determined feasible and beneficial. The annexation plan should be consistent with the growth sequencing plan.
3. Coordinate the City's capital improvement plan with the annexation plan to ensure the availability and capacity of "full municipal services" within the timeframes mandated by state law.
4. Develop a fiscal impact model to asses the feasibility of providing "full municipal services" and compare them against the anticipated revenues of each annexation proposal.

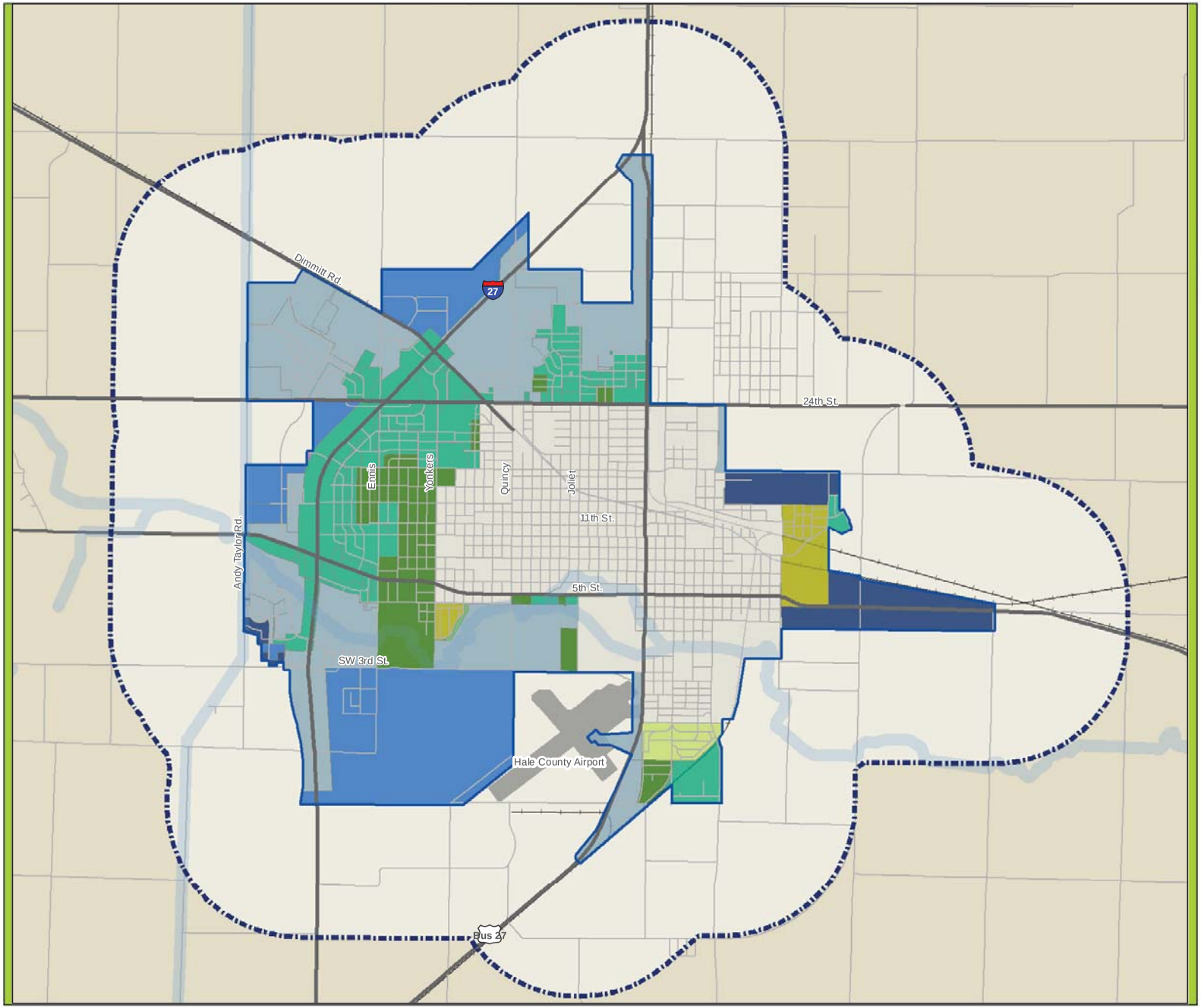
FOCUS AREA 2.4: UTILITIES (WATER, WASTEWATER, DRAINAGE)

The City's current infrastructure has been evaluated to adequately plan for upgrades and expansion. There are geographic areas within Plainview where the current utility infrastructure is capable of accommodating new development/ redevelopment, as well as areas that would benefit from improvements, including updates and maintenance. Over the years, the City has expanded and improved its infrastructure. Installation of additional utility improvements capable of serving a projected population of 25,000 are being considered through this and other planning efforts. Although growth is expected and perceived as positive, the ultimate goal is to maintain utility services capable of serving the projected population.

In order to provide adequate infrastructure and effectively maintain expanded and more modern technical utility systems, planning must occur to ensure adequate funds can be allotted, to not only cover the costs of routine record-keeping and compliance with federal and state rules for infrastructure operation and maintenance, but to also include periodic and more substantial capital expenditures for upgrades. Such major investments can be made in phases rather than placing unnecessary financial burdens on the City all at once. These phased improvements can also be prioritized based on needs and available funding. Some of these improvements will have to be financed by the City, but some costs can be transferred to property owners through assessments and utility fees.

Water Supply, Treatment and Distribution

Long-range water supply is the key infrastructure planning issue facing Plainview. Overall, the supply, treatment, storage and pumping capacities in the City's existing water system are adequate to serve current and near-term needs. The City of Plainview currently has approximately 8,549 connections



Adopted
05.14.13

Map 2.1
Annexation History

Legend

Annexation Areas by Decade

- Before 1920
- 1920-1929
- 1930-1939
- 1940-1949
- 1950-1959
- 1960-1969
- 1970-1979
- 1980-1989
- 1990-1999
- 2000-2009
- Airport
- City Limits
- ETJ
- Creeks
- Railroad

0 0.25 0.5 1 1.5
Miles

N

Source: City of Plainview

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which serve a current population listed as 22,194 people. Future water availability is a present and ongoing concern, as discussed further in this section, as many water sources readily available to Plainview are diminishing and cities within the region are becoming more reliant on groundwater wells. As a result, conservation will remain a priority, likely through setting of water rates to incentivize efficient use, enforced water use restrictions, further installation of water-saving technologies in both homes and businesses, and general educational efforts aimed at increasing awareness about the importance of water conservation.

The entire region has concerns about the general water supply outlook given declines in surface water available from Lake Meredith, which the Canadian River Municipal Water Authority (CRMWA) has had to replace with groundwater from Roberts County. The Ogallala Aquifer is also continuing to decline which reduces the overall yield of City owned groundwater wells. The aquifer and surface water from CRMWA are the principal sources for local water service provided by the City of Plainview. The City's annual allocation from CRMWA in coming years will be 3.691 percent of 65 million acre-feet, or approximately 2,400 acre-feet per year. This is 185 acre-feet less than previous years due to the inability of CRMWA to provide any water from Lake Meredith as a result of the ongoing drought. In addition to this surface water supply, the City has 16 existing wells that will provide approximately 3,500 acre-feet of groundwater to meet the City's current demands. Plainview's water treatment plant is located at 3500 W 16th Street. The facility is in very good condition and is capable of treating a maximum daily flow of approximately 4.2 million gallons per day (MGD) but currently operates at 2.3 MGD due to limitations in the CRMWA system.

On average, the City of Plainview uses approximately 4 to 5 million gallons of water each day during the cold winter months. During the summer months the City uses an approximate average of 7.5 MGD and had a peak day in July 2011 just shy of 10 MGD. Some demand on the City's distribution system occurs outside the City limits.

Displayed on **Map 2.2, *Water Storage and Distribution System*** is the City's existing water storage and distribution system, which is capable of supplying water to the City's residential, commercial and industrial communities. The ¼-mile buffer also depicted on Map 2.3, Water Storage and Distribution System, indicates the system's primary expansion area to support the contiguous growth of Plainview's urbanized area, or in the event of future annexations or economic development opportunities. The system consists of water line sizes of 2 inch to 20 inch diameter. Currently, there are six ground storage tanks (volume in excess of 5.6 million gallons), six elevated storage tanks (volume is just shy of 2.0 million gallons), and six booster pump stations (including the water plant pump station) which are utilized for supply and pressurization of the distribution system. TCEQ currently requires that the City have a minimum of a total of 1.7 million gallons of storage with 850,000 gallons of that elevated. As noted above, the City currently has 7.59 million gallons of total storage and 1.95 million gallons of elevated storage which easily exceeds the minimum requirements set forth by TCEQ. The City's investment in the large volume of storage capacity allows the system to easily handle peak flow situations in the system and also ensures the ability to take storage facilities out of service for routine maintenance without placing undue stress on the system. The existing ground storage facilities and pump stations are in good condition and are taken care of with a routine operation and maintenance schedule.

Current Improvements

On behalf of the City of Plainview, a Water Distribution System Evaluation was prepared in 2007. Some deficiencies identified were: 1) pressure fluctuations/inadequate pressures, 2) maintenance/upgrade costs associated with existing elevated storage tanks, 3) operational issues associated with the range of storage elevations of the elevated storage tanks with respect to each other (keeping in mind the elevation difference spanning Plainview's corporate limits), and 4) energy costs associated with 24-hour pumping at the water treatment plant. To address these issues, the City is constructing two, one-million gallon composite elevated storage tanks. One of these tanks is being constructed on the west side of the City at the water treatment plant. This tank will improve the stability of the distribution pressures and save on yearly power costs for the booster pumps located at the water treatment plant. The other new tank is being constructed to replace the Smyth location tank and three other existing elevated storage tanks in the vicinity that have outlived their design life. It was determined that there were advantages to replacement compared to repairing/rehabilitating each of these existing tanks individually. With one tank capable

of taking the place of multiple existing storage tanks, this will yield operational and maintenance cost savings for the City.

Strategy 2.4.1: *Upgrade water transmission infrastructure to ensure adequate delivery of potable water to Plainview's residents and commercial / industrial water users.*

Initiatives and Actions

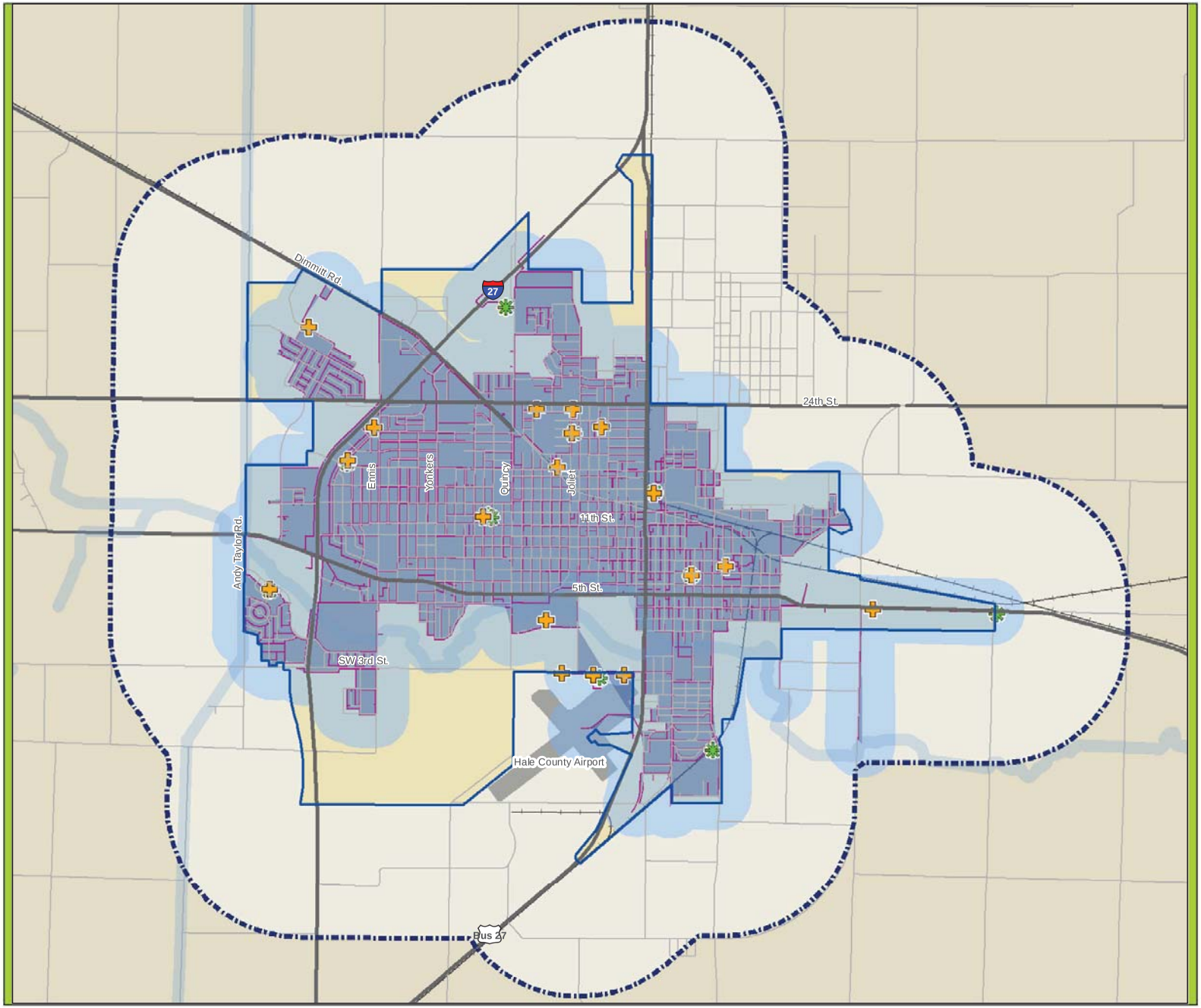
1. Establish a few additional wells in or near the city limits given the decline of the CRMWA allocation and the static water level in the Ogallala Aquifer, along with new rules from the High Plains Underground Water Conservation District (HPUGWCD).
2. Provide a transmission line to route CRMWA water to the southern portion of the city, which would allow preservation of groundwater and usage of the full CRMWA allocation during peak and off peak times.
3. Monitor the need to tie the westernmost portion of the city into an existing water main, and loop back into the system to provide adequate flow and pressure as needed, should recent and potential development be identified as a concern for this area.
4. Determine whether the CRMWA can allocate additional water resources to the City of Plainview. If additional water resources can be allocated, than:
   (a) Investigate potentially upgrading the entire water treatment plant to 8.0 MGD capacity. The plant's filter system can currently treat 8.0 MGD but the other key plant components (i.e., clarifiers) are only capable of treating 4.2 MGD; and
   (b) Consider additional raw water storage upstream of the water treatment facility to ensure that the full CRMWA allocation can be utilized. Depending on the size of the storage, excess allocation could be stored during low usage times and then be placed into the system during peak usage periods. Most likely, a large earthen storage pond would be the most effective means of storing a volume large enough to actually benefit the City.
5. Unless CRMWA makes improvements in their delivery system to increase the City's current allocation, this storage would not benefit the City. If CRMWA does increase the City's allocation, a detailed study would be necessary to compare the overall benefit (amount of water that can be utilized) versus the extreme cost of this type of project.
6. Budget $300,000 annually to replace small and aging pipes in the water distribution system with new 6 inch PVC or other appropriately sized pipe. This budgeted amount would replace approximatelyone half mile of pipe on an annual basis utilizing 2012 bid prices. The City's existing distribution system consists of many older and undersized pipes which are made of undesirable materials such as cast iron. The older iron pipes tend to restrict flow with age due to buildup in the pipes as a result of the chemical makeup of the water. There are also many areas where City crews spend an excessive amount of time repairing lines that have exceeded their useful life.

Strategy 2.4.2: *Adopt low-impact development (LID) strategies, tools and techniques to reduce throughput and consumption of freshwater resources.*

One method of reducing throughput of water resources is to require that all new land development incorporate low-impact development (LID) / green infrastructure approaches to mimicking / restoring pre-development hydrology to the maximum extent practicable. LID is an approach to land development that uses various land planning and design practices and technologies to simultaneously conserve and protect natural water resource systems and reduce infrastructure costs. LID still allows land to be developed, but in a cost-effective manner that helps mitigate potential environmental impacts (1). For example, site plans should be developed that keep water from running off the land too quickly and instead allow the water to soak back into the earth and

A rain garden is a shallow, constructed depression that is planted with deep-rooted native plants. It is designed to receive runoff from hard surfaces such as a roof or driveway.

Source: elandscapellc.com



Adopted
05.14.13

Map 2.2

Water Storage and Distribution Systems

Legend

- Municipal Water Wells
- Water Storage Tanks
- Water Mains
- Existing Service Area
- Primary Expansion Area (1/4 Mile Buffer)
- Airport
- City Limits
- ETJ
- Creeks
- Railroad

0 0.25 0.5 1 1.5 Miles

N

Source: Hale County GIS

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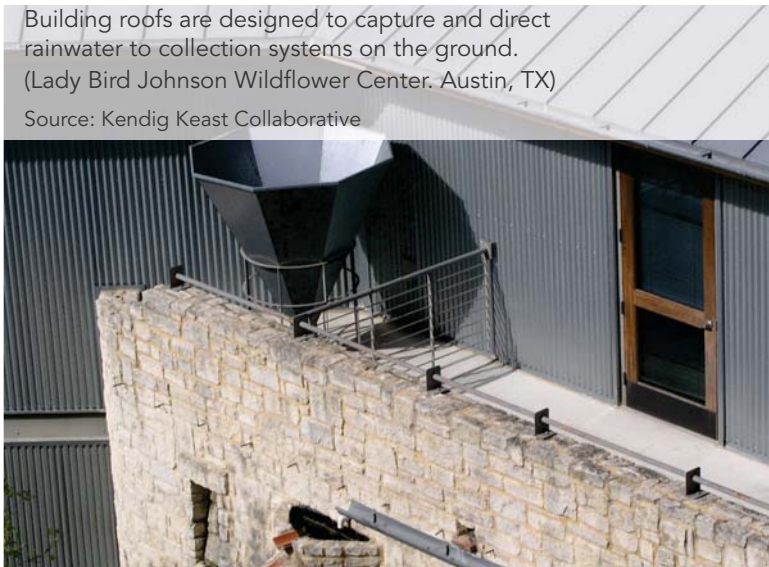
replenish the groundwater table or aquifer. Reducing the quantity and velocity of water run-off minimizes soil erosion and loss of land. Site plans should employ strategies and techniques that protect the quality of water that flows into lakes, streams, and wetlands or recharges groundwater supplies. LID stormwater management best practices should be implemented within public rights-of-way, particularly along roadsides and in parking lots, where soils and other conditions will allow. LID processes for systematically managing stormwater include 'chains' or natural treatment methods of filtration, infiltration, and storage and ultimately reuse.

Initiatives and Actions

1. Encourage development patterns that respect natural systems such as watersheds and wildlife corridors. Site fingerprinting, a term that refers to implementing minimal site disturbance techniques, can be used to further reduce the limits of clearing and grading on a greenfield site, thereby minimizing the hydrologic impacts. Site fingerprinting includes restricting ground disturbance by identifying the smallest possible area and clearly delineating it on the site. Land-cover impacts can be reduced through minimal disturbance techniques that include the following:
    - reduce paving and compaction of highly permeable soils;
    - minimize the size of construction easements and material storage areas;
    - site stockpiles within the development envelope during the construction phase of a project;
    - site building layout and clearing and grading to avoid removal of existing trees where possible; and
    - delineate and flag the smallest site disturbance area possible to minimize soil compaction on the site and restricting temporary storage of construction equipment in these areas.
2. Design and install grassed filter strips and vegetated (bio)swales into site plans and rights-of-way to filter pollutants from stormwater. LID filtration systems use soils and vegetation to remove pollutants from stormwater and include ways of capturing and removing trash, debris and sediment from stormwater before it reaches streams and other tributaries. Common filtration techniques incorporate natural features (i.e., wetlands, riparian corridors, mature forests) into site development plans. It is estimated that bioswales can remove between 80 and 100 percent of total suspended solids, zinc, and lead from stormwater as well as between 40 and 60 percent of total phosphorus and nitrogen (2).
3. Require and/or incentivize the installation of pervious paving materials in parking lots and other hardscape areas to reduce the total site imperviousness and stormwater runoff. Provisions could be added requiring this for all parking that exceeds the minimum required by City regulations. Utilize infiltration systems which encourage the downward movement of water to reduce the total quantity of overland runoff and pollutants from impervious surfaces.
    - design and implement systems for on-site detention and micro-detention;
    - revise subdivision regulations to incorporate the use of shared driveways whenever possible, but especially in sensitive areas;
    - limit driveway width to nine feet (for both single and shared driveways); and
    - minimize building setbacks, where possible to reduce driveway length.

Green roofs capture and direct rainwater to bioswales and rain gardens on the ground.
(Green Building Resource Center, Houston, TX)
Source: Kendig Keast Collaborative



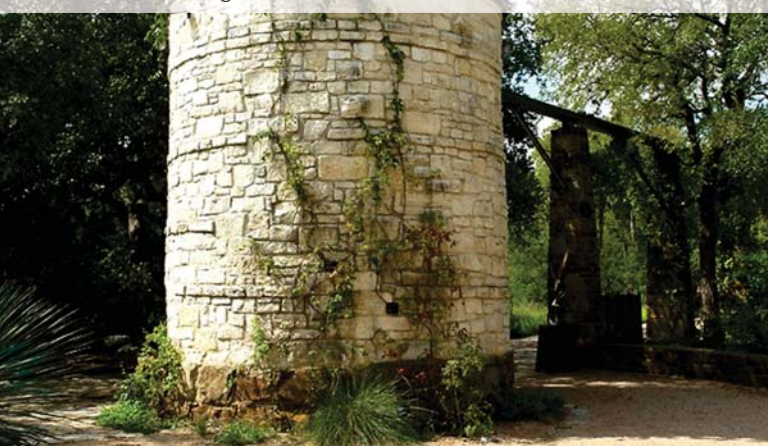
Building roofs are designed to capture and direct rainwater to collection systems on the ground.
(Lady Bird Johnson Wildflower Center. Austin, TX)
Source: Kendig Keast Collaborative

4. In compliance with the EPA's National Pollution Discharge Elimination System (NPDES) Regulations for Stormwater Discharge (40 CFR 122) for industrial facilities discharging stormwater, install oil – water separators to filter stormwater runoff before it is collected in the primary storm drain outfall. Require automotive repair facilities and paint shops, dealerships, gas stations, equipment degreasing areas, parking structures/areas, and other facilities generating wastewater with significant oil and grease content to pretreat these wastes before discharging to the City or storm drain systems.
5. Install high-performance, green building best practices into all new City initiated and financed construction projects. Stormwater storage reduces the quantity of stormwater being flushed through the system. Green roofs, cisterns (above-ground and underground), and vegetated swales provide an excellent method of storing stormwater on-site, to prevent it from overloading natural systems, as well as to use for irrigation of landscaped areas. Existing buildings can utilize rain barrels under downspouts to collect, store and reuse stormwater. It is estimated that one 42-gallon rain barrel can provide storage for 0.5 inch of runoff from a rooftop measuring 133 square feet (3).
6. Revise subdivision regulations to incorporate xeriscaping landscape design and maintenance practices. Consider requiring or incentivizing adherence to the Texas Water Development Board's, "A Watering Guide for Texas Landscape."
7. Develop a municipal landscape ordinance that requires all landscape sitework and planting to adhere to xeriscape requirements.
8. Remove regulatory barriers for any graywater reuse system that does not exceed 400 gallons per day.
9. Continue to provide Plainview residents, commercial, institutional and industrial water users with guides regarding how to conserve water. Update educational resources with information provided by the Alliance for Water Efficiency and other organizations that promote water conservation strategies and techniques. To raise awareness of water sector interdependencies and to increase preparedness and resiliency of drinking water and wastewater utilities into community emergency preparedness and response efforts, integrate the EPA's Community-Based Water Resiliency (CBWR) program information and relevant materials into City educational resources.
10. Require heavy water users to conduct a water footprint audit to analyze their facility's water use and identify ways to make it more efficient. Water audits review domestic, sanitary, landscaping, and process water use and identify ways to increase a facility's water-use efficiency. They are often performed for free and can save businesses money by reducing water use and its associated costs. Some utilities conduct free water audits.

Sanitary Sewer Collection and Treatment

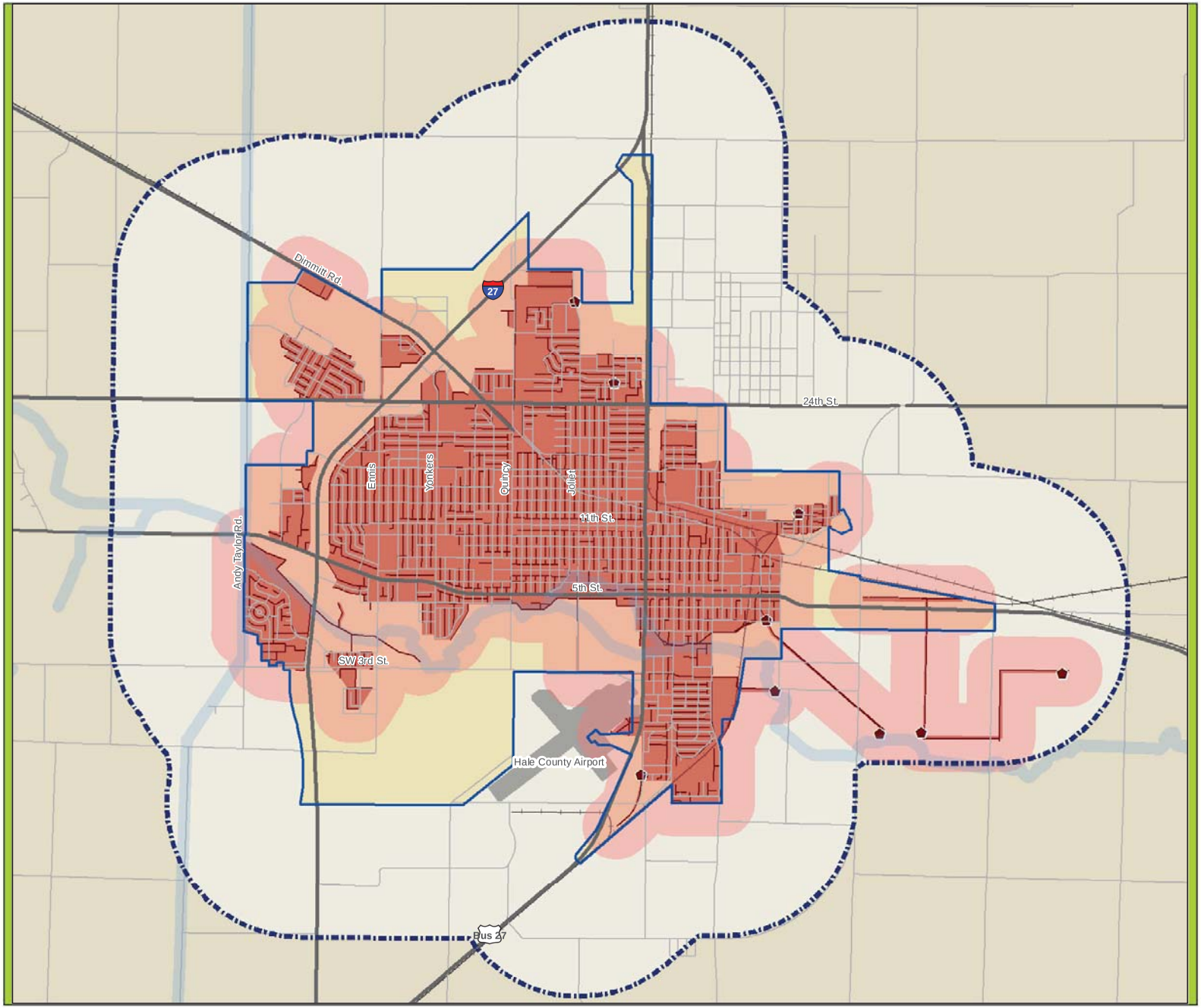
The City of Plainview's sanitary sewer system includes 142 miles of sewer main lines, manhole clean outs and eight lift stations, with approximately 7,300 service connections. The geographic extent of the system is displayed on **Map 2.3, *Wastewater Collection and Treatment Systems.*** An additional ¼-mile buffer indicates the system's primary expansion area to support the contiguous

Rain water is captured and stored in this cistern, and used for landscape irrigation.
(Lady Bird Johnson Wildflower Center, Austin, TX)
Source: Kendig Keast Collaborative



Vegetated swales clean storm water runoff from parking lots and allow it to infiltrate the earth.

Source: New Seasons Market Parking Lot, Portland, OR



Adopted
05.14.13

Map 2.3

Wastewater Collection and Treatment Systems

Legend

- Lift Stations
- Sewer Mains
- Existing Service Area
- Primary Expansion Area (1/4 Mile Buffer)
- Airport
- City Limits
- ETJ
- Creeks
- Railroad

0 0.25 0.5 1 1.5
Miles

N

Source: Hale County GIS

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growth of Plainview's urbanized area, or in the event of future annexations or economic development opportunities. Assumed daily sewage flow is approximately 110 gallons per person. Average daily sewage flow is 2,000 gallons per day per acre for residential development and 3,000 gallons per day per acre for commercial development. Plainview's current annual average daily flow is 1.6 MGD.

The flow estimates and assumptions above take into account the issue of inflow and infiltration ("I&I"). This involves storm water and groundwater that enters collection systems through faulty joints, connections, manholes and cracks. This is a common problem faced by many communities with aging municipal systems. Systematic measures to reduce and minimize I&I can benefit the entire sanitary sewer system, especially by reducing unnecessary flows through the wastewater treatment process.

Current Improvements

Plainview's WWTP is permitted for an operating capacity of 3.3 MGD and is capable of handling peak flows up to 12 MGD. The plant's current condition is good according to City personnel. Because the plant and associated equipment is now 10 years old, significant maintenance and equipment replacement projects are in the planning stages. Otherwise, the functions and operations of the plant are in acceptable working order. The Texas Commission on Environmental Quality (TCEQ) requires that an implementation plan for capacity improvements be prepared once the average daily flow reaches 75 percent of the permitted flow. This plan is to actually be implemented prior to reaching an average daily flow reaching 90 percent of the permitted flow. Considering that the current average annual daily flow of 1.6 MGD is only 48.5 percent of the permitted flow of 3.3 MGD, the City should not have to begin either of the above mentioned procedures until substantial growth occurs (approximately 2.48 MGD for the 75 percent threshold, and approximately 2.98 MGD for the 90 percent threshold).

There is currently a new project in the early stages of development. The Milwee lift station was built in the 1960s. It is located in the southeastern quadrant of the City and discharges directly into the WWTP. Mechanical components for this station are located below grade which creates an occupational hazard for employees. The pumps at Milwee and Juniper lift stations need to be evaluated for size based on current flows, and the wet wells at both locations need repair, whether it is to re-line or fully replace, due to deterioration and exposure to harsh gas from sewage. The possibility exists to combine these two lift stations greatly reducing the operation and maintenance costs. Basically, Juniper would gravity feed into Milwee and then discharge into the WWTP plant from a possible new station in the general area of the existing Milwee station.

Strategy 2.4.3: *Ensure adequate transmission and treatment of the City's waste water.*

Initiatives and Actions

1. Extend sanitary sewer service to the north and mid I-27 corridors if any significant industrial growth is planned to occur in these areas.
2. Complete the process of the city's Certificate of Convenience and Necessity (CCN) due to annexation in the north central Plainview area where there is currently access to water utility infrastructure although sewer infrastructure is lacking.
3. Rehabilitate and line the wet well area at the WWTP's headworks facility as it is showing signs of major deterioration due to sewer gas. This will prevent a major problem of possibly causing the plant to have to be shut down under an emergency situation.

The "75 / 90" Rule

The Texas Commission on Environmental Quality (TCEQ) regulations require that a waste water permittee commence engineering design and financial planning for expansion when a plant reaches 75 percent of permitted average daily flow for a consecutive three-month period. This rule further requires that the permittee gain regulatory approval and begin construction of expanded facilities when a plant reaches 90 percent of the permitted average daily flow for a consecutive three-month period.

Source: TCEQ

4. Perform an inflow and infiltration (I&I) study of the sanitary sewer collection system as soon as practical, due to the age and deterioration of the existing sanitary sewer pipe and concrete manholes throughout the system. This study would identify areas of the system that need to be replaced and would help in overall operation of the sewage collection system. Consideration for replacement will allow the infiltration and inflow to be minimized although not fully eliminated.
5. Initiate a yearly maintenance plan, based on information obtained from the I&I study, to replace approximately $300,000 of the sanitary sewer collection system annually, which would involve approximately one quarter of a mile of 6-inch sewer line each year at 2012 construction costs.

Infrastructure Improvements along Interstate 27

Interstate 27, as a principal north-south transportation corridor running through Plainview, will continue to attract economic growth and development along its north and south frontage roads.

The City has the capacity to influence how and where development will occur along the Interstate 27 corridor (and elsewhere) through the strategic placement and installation of utilities infrastructure.

There are two locations along this corridor, within the City limits, where the City should consider investing the requisite resources to afford the provision of water and wastewater utilities, which in turn, will attract contiguous, infill development:

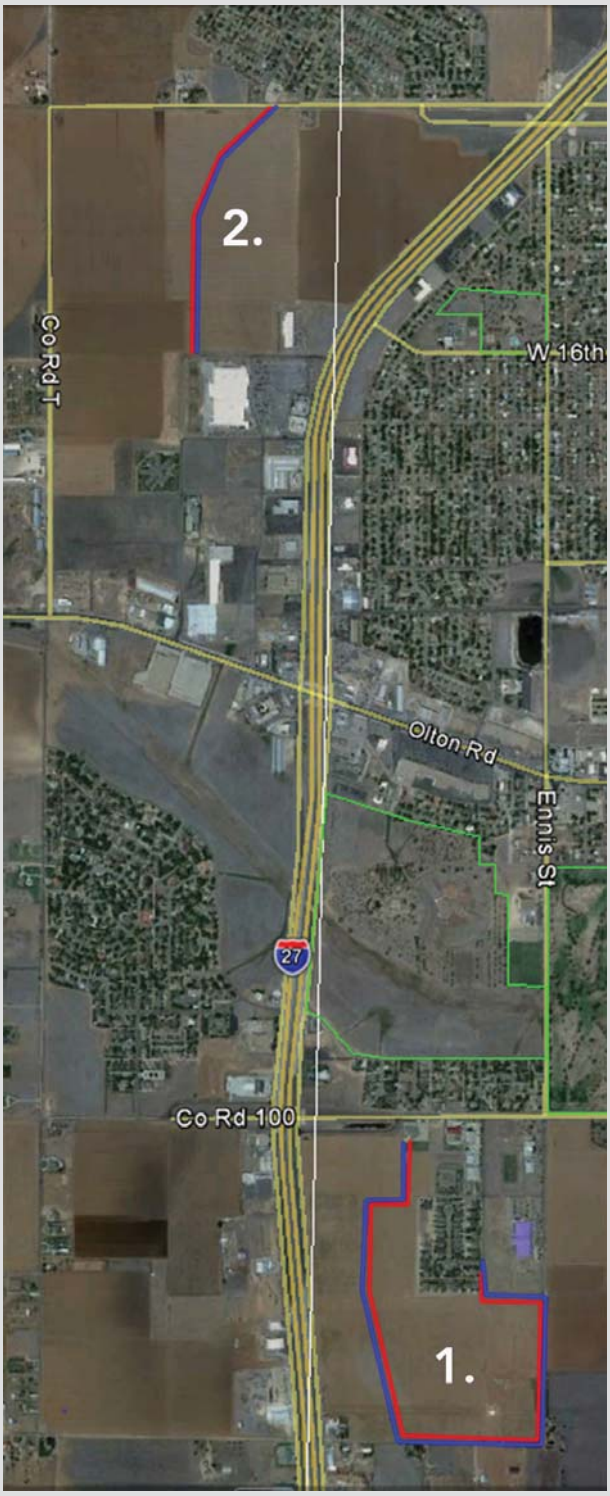
1. Interstate 27 South, on the east side of the interstate, from SW 3rd Street to SW 12th Street.

The development of the automobile dealership just south of SW 3rd Street will likely spur additional commercial / retail development within this open tract of land. The provision of utilities infrastructure in this area will accelerate this parcel's timely development.

2. Interstate 27 North, on the west side of the interstate, from West Gate subdivision to Walmart.

Beyond the I-27 southbound frontage road and Andy Taylor Drive, the proposed extension of Mesa Drive will provide an additional corridor for the residents of West Gate subdivision to access commercial / retail shopping complexes. The Mesa Drive extension will also provide secondary access to approximately 276 contiguous acres of developable land. The provision of water and wastewater utilities infrastructure in this area will stimulate infill development of this area. Roadway improvements will eventually be required as well.

With some exceptions, almost all development requires utilities infrastructure - water wastewater, roads and energy (electricity, natural gas), etc. Provision of these resources is one way the City of Plainview can partner with local developers and landholders to guide, direct and incentivize land development within the City limits.



Strategy 2.4.4: *Plan water and sewer improvements for areas likely to grow over the next 20 years.*

Initiatives and Actions

1. Plan for extension of water and sanitary sewer infrastructure along and near the south I-27 corridor to accommodate interest in both commercial and residential development in this area. Businesses have considered moving closer to I-27 but are unable to afford the costs associated with extending or installing the necessary infrastructure. This could be accomplished by installing a new water line along the eastern side of I-27 and connecting back to the existing 8" line that is located near South Ennis to create a loop in the distribution system. It is likely that a new sanitary sewer line could be installed along the eastern side of I-27 and tie to the existing system near SW 3rd. Street.
2. Plan for water and sanitary sewer infrastructure improvements in the area of light manufacturing in the northwest annexed section of the City.
3. Consider looping a water line and installing sanitary sewer collection piping for the southern portion of the City if any new industrial development takes place near or south of the airport.
4. Plan for water and sanitary sewer infrastructure improvements to the northwest of Interstate 27, in proximity to the Mesa Drive Extension.

Strategy 2.4.5: *Consider methods through which treated waste water effluent can be further utilized.*

With the decline of surface and groundwater supplies, it is important to take advantage of other possible sources. There remain several regulatory, technological and logistical hurdles to overcome before the City of Plainview can directly reuse treated waste water as potable water. Wastewater reuse quality and system design requirements are regulated by TCEQ (30 TAC §210). "Reclaimed water" is treated waste water that is safe and suitable for a purpose that would otherwise expend other valuable water resources. It is classified according to the source from which it originated. It may come from either domestic or industrial activities. The TCEQ classifies waste water into two forms, depending on how the reuse water is handled:

1. Direct Reuse – Pipe treated wastewater directly from wastewater plant to place of use (also called "flange-to-flange").
   TCEQ allows two types of direct reuse as defined by the use of the water and the required water quality:

   Type I reclaimed water use includes irrigation or other uses in areas where the public may be present during the time when irrigation takes place or other uses where the public may come in contact with the reclaimed water. Examples of Type I reclaimed water use include:

   - Residential irrigation;
   - Irrigation of public parks and golf courses;
   - Fire protection – internal sprinkler systems or external fire hydrants;
   - Irrigation of pastures for milking animals;
   - toilet or urinal flush water.

   Type II reclaimed water use includes irrigation or other uses in areas where the public may be present during the time when irrigation takes place or other uses where the public may come in contact with the reclaimed water. Examples of Type II reclaimed water use include:

   - Irrigation of sod farms, silviculture, limited access highway rights of way, and other areas where human access is restricted or unlikely to occur;
   - Irrigation of food crops where the reclaimed water is not likely to have direct contact with the edible part of the crop;
   - Irrigation of animal feed crops other than pasture for milking animals;
2. Indirect Reuse – Discharge treated wastewater to river, stream, or lake for subsequent diversion downstream (also called "bed and banks").[5]

5 September 2010. 2011 Brazos G Regional Water Plan 4B.3 Waste Water Reuse. HDR-00044-00100499-10,

The Current permitted wastewater treatment capacity is 3.3 million gallons per day (MGD) relative to the average annual daily flow of 1.6 MGD. The system also has the ability to handle spikes of up to 12 MGD.

At this time there are no provisions for the TCEQ to approve direct reuse of reclaimed water for potable water use. However, current regulations regarding potable reuse require an exception request to TCEQ rules 30 TAC 290.41 as an alternate potable water source. As mentioned, TCEQ will not allow "direct potable reuse" but will allow "indirect potable reuse" as an acceptable potable water supply source if the previously described exception request is granted. Indirect potable reuse can be accomplished by mixing no more than 49 percent of treated reuse water with a separate water source (such as CRMWA or other groundwater sources) to "blend" potable sources to then be treated at the City's existing water treatment plant. Indirect potable reuse will also require a "multiple barrier" approach to treatment, and will likely include a membrane treatment plant as is accomplished with reverse osmosis to clean the water to acceptable standards for a potable water supply.

The TCEQ also regulates how water is stored. The City of Plainview would most likely need to consider a large, above-ground containment structure (pond) for storing excess water. Given the region's sandy soils the pond would most likely require lining. When considering storage feasibility, an additional factor would include the amount of water loss due to evaporation, particularly in the warm summer months. A small package-type tertiary treatment plant would need to be installed adjacent to the storage facility in order to avoid having to pipe the effluent back to the City's existing treatment plant.

Initiatives and Actions

1. Initiate a study to review and evaluate the local feasibility of reuse. This would include evaluating further treatment of the effluent which is currently produced from the City's WWTP. With the introduction of additional treatment, the effluent which is currently discharged to Running Water Draw could be taken back into the water distribution system. Due to the decreased allocation of 185 acre-feet from CRMWA resulting from the drought and the diminished supply from Lake Meredith, the decreasing costs associated with the technology of higher-treated effluent from the WWTP could potentially serve as a viable solution to increase the City's potable water supply.

Stormwater Runoff and Drainage

Overall, Plainview's current drainage system is adequate. The Texas Department of Transportation (TxDOT) owns the majority of the underground stormwater system for the City of Plainview along many of the highly traveled roads. Stormwater runoff and drainage is controlled in these highly trafficed areas with this underground system, as well as the implementation of curbs, gutters, inlets, playa lakes, bar ditches, drainage channels, etc. Drainage elsewhere in the city is conveyed on the surface of the streets to bar ditches, drainage channels and playa lakes.

Proposed locations of neighborhoods and businesses in relation to ground elevation drainage flows could necessitate the inclusion of appurtenances to handle runoff and drainage that will eliminate a flood-type situation. Houses and businesses currently in and near flood zones and with close proximity to playa lakes are at the highest risk of incurring flood damage. The risk of property damage and loss due to flooding must be a consideration as should a evaluated against the cost of providing flood protection. It will remain important to deter any future development in these areas with more stringent federal rules and increased risk of inundation. Plainview has a Flood Damage Prevention Ordinance which is required for participation in the National Flood Insurance Program as administered by the Federal Emergency Management Agency (FEMA). This ordinance is currently the minimum required by FEMA.

Strategy 2.4.6: *Ensure effective collection and discharge of stormwater.*

Initiatives and Actions

1. There are current drainage problems near 4th Street in the area from Xenia to Yonkers. A study would reveal if there are any practical solutions to prevent water from ponding in these areas.
2. Complete a study of undersized culverts beneath the railroad in the area of Ash and 11th Street/Broadway. This is needed to completely understand the limits of the drainage issue and the costs associated with boring a new culvert under the railroad to alleviate this problem.
3. Coordinate with TxDOT on ways to increase periodic cleaning of storm drain inlets to keep them free of debris.
4. Consider a more stringent ordinance requiring higher "lowest floor elevations" relative to determined flood water surface elevations.

FOCUS AREA 2.5: PUBLIC SAFETY SERVICES

Plainview's Police and Fire/EMS Departments exist to protect the health, safety, and public welfare of the community. The effectiveness of each department is dependent on the staffing of well-trained police officers, firefighters, and emergency medical personnel; equipment such as vehicles, apparatus, and firearms; training and continuing education; and adequate building facilities. The locations of the fire stations is a critical factor regarding response time for emergency calls, which correlates to life safety and also impacts the City's insurance rating. The capacity of these essential functions is necessary to evaluate the impacts and needs warranted by community growth.

Plainview Fire/EMS Department

The Plainview Fire / EMS Department provides fire suppression, fire prevention, and emergency medical services (EMS) for the City of Plainview and surrounding area including:

- annual flow testing and maintenance of fire hydrants;
- arson investigations;
- business inspections, pre-fire plans, and safety surveys;
- fire and EMS coverage 24 hours a day, seven days a week;
- fire prevention and education programs;
- Technical Vertical Rescue Team (TVRT) services; and
- tours and public appearances;

Staffing

The Department employs 36 full-time employees. Non-shift personnel includes one Fire Chief, one Fire Marshal, and one Training Captain. The Department maintains three shifts of 11 personnel per shift. Each shift consists of one Captain, two Lieutenants, four Equipment Operators (drivers), and four firefighters. Of the 36 employees, the Department has a total of eight non-administrative Paramedics of various ranks that are utilized to staff the two primary ambulances. All personnel are certified at the structural firefighter level and at least the Emergency Medical Technician (EMT) basic level. All personnel are trained to at least the Hazardous Materials (Hazmat) operations level. The Department's Technical Vertical Rescue Team has the ability to perform various types of technical rescues. Although the Department does not have a Hazmat response team, it does participate in the regional Hazmat team by housing and staffing the regional Hazmat decontamination trailer.

Service Area

The first-due response jurisdiction for the Fire Department covers 198 square miles and includes the City of Plainview and the northeastern portion of Hale County. The Department maintains local agreements with surrounding volunteer departments, including Hale Center, Halfway, Edmonson, Kress, Petersburg, and Abernathy. The Department has a statewide agreement with the Texas Forestry Service.

Facilities

The Department maintains three stations, all of which are located in the City of Plainview.

- Station 1 is located on 215 E. 6th Street. The building is 5,404 square feet (sq. ft.) and includes 2,702 sq. ft. of truck bays (one restroom included); and office and living quarters.
- Station 2 is the Department's headquarters, and is located on 911 Quincy Street. The

Fire Station 3 is the Plainview Fire Department's newest station. The Department would like to replace Stations 1 and 2 with a floorplan similar to Station 3.

Source: Plainview Fire Department

The two fire poles in Fire Station 1 allow vehicle exhaust to enter the second floor living area.

Source: Kendig Keast Collaborative

building is 5,323 sq. ft., which includes 1,487 sq. ft. of truck bays (two bays) and shift personnel office and living quarters.

- Station 3 is located on 3405 SW 3rd Street. The building is 9,575 sq. ft. and includes 5,270 sq. ft. of truck bays; a bunker gear storage area; two mechanical repair rooms and one generator room and shift personnel office and living quarters.

Equipment / Vehicles

The Fire Department has a total of five engines, two tankers, three brush trucks, and two water rescue vehicles.

- Station 1 has one front line engine (2000 model), one booster (1984 model), and one 1972 model reserve engine, which is being replaced in 2013.
- Station 2 has on front line engine (1995 model), two front line ambulances (2009 models), and one 2nd out ambulance (2006 model).
- Station 3 has one front line engine (2005 model), one brush truck (2008 model), one hazardous materials decontamination trailer, one third out ambulance (2005 model), one incident command unit (2006 model).

Programs and Activities

Throughout the year the Fire/EMS Department hosts multiple fire and injury prevention programs. Over 8,000 community residents per year participate in these programs and events. Activities include CPR training, fire extinguisher training, and first aid training programs at schools, churches, community organizations, health fairs, and other businesses. Additionally, the Department coordinates its "Shattered Dreams" program every other year through the Fire Marshal's office. The Department also provides fire and life safety surveys to Plainview businesses; the intent of which is to make businesses safer for themselves and their customers. The Department also accommodates any special requests they may receive from businesses and groups by customizing programs to fit their needs.

Service Indicators

As of 2011, the Fire Department has helped the City achieve an overall ISO rating of three. This rating was improved primarily due to an increase in training, purchase and use of large diameter fire hose. The ISO rating currently remains limited to three due to number of personnel, no aerial fire apparatus, no training facility, and need for a station relocation.

In 2011, the Department had 1,795 fire unit responses, most of which were EMS related; and 2,032 EMS unit responses. These numbers are typical for preceding years.

Response Time

Response times are right at four minutes which is in compliance with National Fire Protection Association (NFPA) Standard 1710.

Figure 2.8, Existing Fire Station

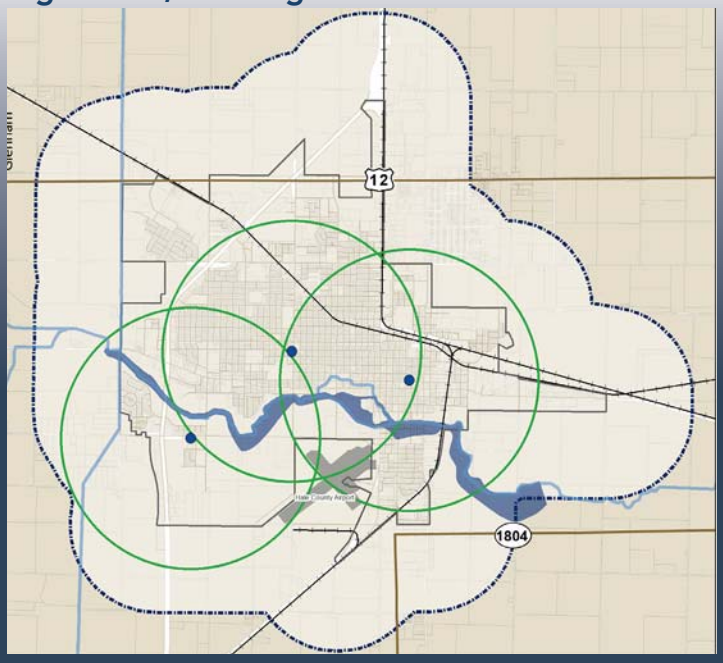
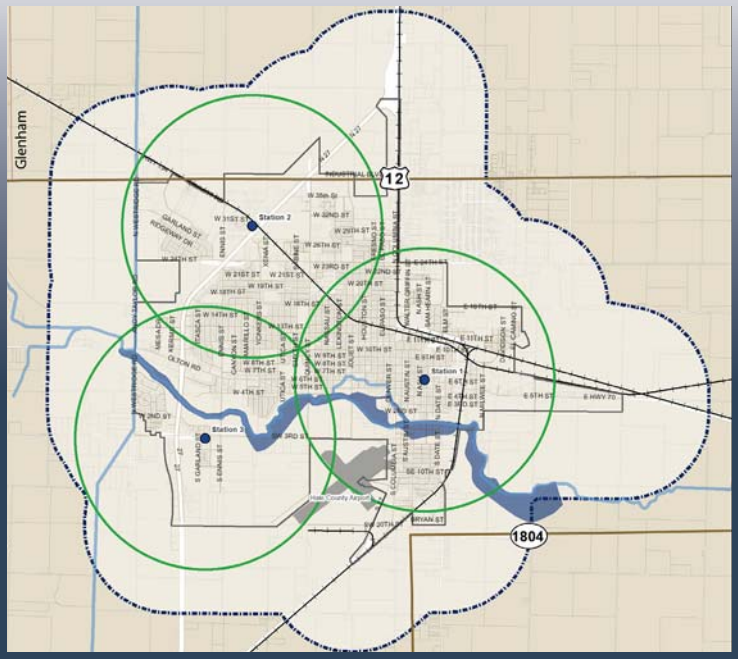


Figure 2.9, Ideal Fire Station Coverage



Because Fire Station 2 is located on State Highway 194 (Quincy Street) it's garage cannot be expanded to accommodate a larger fire truck.
Source: Kendig Keast Collaborative

Needs

The most significant problem facing the Plainview Fire/EMS Department is staff turnover. Due to the Departments' success in providing quality, extensive training, certifications, and direct firefighting experience, Plainview firefighters are consistently high-priority candidates at more well-paying, larger-city fire departments such as the Cities of Amarillo and Lubbock.

Regarding its facilities, the Fire/EMS Department will require two new stations during this 20-year planning horizon. Fire Station 1 is two stories and still has a fire pole, which allows vehicle exhaust to enter the living quarters and presents a significant safety hazard. Beyond the fire pole, access and egress to the second floor is by stairs, not an elevator, which presents an additional safety hazard. Fire Station 1 should be replaced with an up to date, single story facility.

Fire Station 2 should also be replaced as it is too small to accommodate standard length fire trucks. According to the recent ISO report, "all sections of the City should be within one and one half miles of a fully-equipped engine company and two and one half miles of a fully-equipped ladder, service, engine-ladder or engine-service company." Fire Station 2 is on Quincy Street, which is also State Highway 194. The floorplan of the garage of the station is such that the garage, which only has one entrance / egress, has already been expanded four times, and can only accommodate a special-order, short front line engine truck, which was purchased in 1995. A new standard-length ladder truck will need to be purchased soon. However, because Fire Station 2 affronts a state highway, the garage cannot be expanded toward the highway; nor can the back of the garage accommodate a second, pull-through entrance.

Additionally, as indicated in **Figure 2.8, *Existing Fire Station Coverage***, there is significant overlap between the three existing fire stations. To receive maximum credit within the ISO schedule, it would require the relocation of Station 2 to the northwestern portion of the City, as indicated in **Figure 2.9, *Ideal Fire Station Coverage Area***. This figure is based on the City's plans to relocate Fire Station 2 to a City-owned parcel immediately west of Interstate 27 on Dimmitt Road. The existing Station 2 could then be utilized as an administrative and storage building. The Department will also need an aerial fire apparatus and a training facility within the next five years, as detailed in the Department's five-year capital improvement plan.

Departmental staff will also need to increase in order to receive full ISO credit for EMS personnel. Due to the fact that the Department staffs two EMS units at all times, it does not receive full ISO credit for the four personnel, per shift, that is assigned to an ambulance. In order to comply with OSHA and 29CFR Section 1910.134(g) (4), "Two In/Two Out rule, " at least six additional staff are required.

Strategy 2.5.1: *Provide for the ongoing needs of the Fire Department to ensure adequate protection of the population.*

Initiatives and Actions

1. Continue to pursue improvement regarding the City's Insurance Services Office (ISO) rating both within the City limits and ETJ. While the City's current rating is very good, lowering it would result in reduced insurance rates in addition to the benefits of improved response and, thus, the increased protection of life and property. The City of Plainview will seek to maintain a level of service that is equal to or better than an ISO fire insurance rating of three.
2. Continue to adequately fund training and certification opportunities for fire personnel to improve job-related skills and departmental capabilities.
3. Periodically review the Fire/EMS Department's personnel needs and ability to accommodate increased calls for service concurrent with population growth.
4. Develop fire station facility replacement program, schedule and budget for Fire Stations 1 and 2, including site preparation of City-owned land for the relocation of Station 2.
5. To keep pace with state-of-the-art fire rescue

technology and capabilities, establish a formalized replacement and procurement program for vehicles and equipment that is informed by the current 2012-2017 five-year plan. At a minimum, this should include a replacement schedule as follows:

- Engines: 20 years;
- Ladder trucks: 25 years; and
- Command vehicles: 10 years.

6. Continue Fire Department participation in the City's plan review process so that water supply and other emergency response considerations are incorporated into plans and plats for new development/ redevelopment.

Police Department

The Plainview Police Department is the lead dispatch agency and is responsible for coordinating emergency dispatches with the Plainview/EMS Fire Department and the Wayland Baptist University Police Unit. The Department has interlocal / joint agreements with the following agencies to provide protection services:

1. Hale County Sheriff's Office

   The Plainview Police Department has no jail or holding cells. The agreement with the Sheriff's Office allows the City to utilize their jail. To help offset this service, the Police Department agrees to assist the Hale County Sheriff's Office with the following services:

   - criminal or internal investigations;
   - traffic issues or accidents;
   - Animal Control;
   - Neighborhood Watch programs and home inspections;
   - radio traffic as requested;
   - equipment sharing as needed;
   - preparation of the Emergency Management Plan (EMP) for both the City and the county; and
   - taking calls in the county when a deputy is not available or located a long distance from the call.

2. Hale County
   - patrol the Plainview /Hale County Airport;
   - preparation of the EMP for both the City and the County;

3. Texas Department of Corrections (DOC)
   - problems at their facility;
   - training issues and the use of their range; and
   - use of their K-9 units.

4. Plainview High School
   - jointly with the PISD, the City provides on-site School Resource Officers (SROs) to maintain a visible presence on campuses.

5. Wayland Baptist University
   - Routing patrolling using three units.

6. Hale County Crisis Center
   - Officers involved in calls concerning Hale County Crisis Center (HCCC), its personnel, volunteers and shelters will give full cooperation and assistance in handling these domestic-related situations; and
   - The officer will transport the victim to the Police Department/Sheriff's Office if they have no transportation of their own. The HCCC volunteer will meet with the victim at the Police Department/Sheriff's Office and will make the determination as to whether or not the victim needs to go to the shelter. Officers will not provide transportation of the victim to the shelter.

The Police Department also provides secondary functions including assisting, as needed, the following agencies: Animal Control, EMS, Code Enforcement, Public Works, Children Protection Services, and Central Plains Mental Health Mental Retardation (MHMR).

The Department also provides free home inspections and an alarm service for businesses and homeowners.

The Police Department building. The Department's Emergency Operations Center is located in the basement.

Source: Kendig Keast Collaborative

Staffing

The Department has 35 sworn officers including one Chief, four Captains, two Lieutenants, five Sergeants, four Corporals, and 19 Patrol Officers. 17 officers possess basic licensing / certifications, three officers maintain intermediate licenses, six officers have advanced licenses and nine officers have master licenses / certifications. As the lead dispatch agency, the Department maintains a support staff of 21 persons, including two secretaries, one record clerk, five dispatchers, four Reserve Peace Officers, nine school crossing guards, and one narcotics dog.

Service Area

The Police Department's service area includes the City's Corporate Limits, the 1000 block of County Road Y (which includes the landfill and the wastewater treatment plant) and the Plainview/ Hale County Airport.

Facilities

The Police Department building is located at 108 West 9th Street in Downtown Plainview. The Department's Emergency Operations Center (EOC) is located in the basement, although it is the Department's goal to relocate the EOC to the Old National Guard Armory, located at 1100 S. Columbia Street. The Department's firing range is located behind the Solid Waste Plant at 1031 County Road Y. Officers also use the Texas Department of Corrections range, which is east of the City of U.S. Highway 70.

Equipment

The Department maintains 26 marked cruisers, one K-9 unit, two pickup trucks, nine unmarked vehicles (for the Criminal Investigation Division and staff), one Special Weapons and Tactics (SWAT) vehicle, one emergency management mobile van (MOV), two bicycles and four spare cars (three patrol units and one unmarked unit). Regarding vehicle replacement, patrol units are kept for five years or 100,000 miles. Unmarked vehicles (staff and CID units) are kept for 10 years or 100,000 miles. These vehicles may be sold or replaced if they become unsafe, damaged or maintenance becomes too expensive or unreasonable for the safe, effective and efficient operation of police vehicles. The SWAT and MOV vehicles are replaced as needed.

Programs / Activities

The Department sponsors and actively participates in several community programs, including:

- Neighborhood Night Out;
- Neighborhood Watch;
- IdentiKid / fingerprinting;
- Police Explorers;
- Fairs;
- Tours;
- Speaking Engagements;
- Crime Stoppers; and
- Foot Prints and Night Eyes.

Financial support for the Police Department is primarily from the City of Plainview, although supplemental funding is derived from local, state and federal grants. The Plainview Independent School District (PISD) provides 75 percent funding for two school Police Officers.

Needs

The Police Department building is 44 years old and will need to be renovated / replaced within the next 10 years of this 20-year planning horizon. Firing range-related improvements include electrical access and bathroom facilities. Although there is a covered outdoor classroom at the Police Firing Range, there is need for a more dedicated classroom training area; large enough to hold organized training for larger classes. Ideally, this would be a stand-alone facility, the use of which would not interfere with the daily operations of the Police Department. Updating the Police Department's computer system is an ongoing requirement. Police staffing and equipment requirements will need to keep pace with population growth.

Strategy 2.5.2: *Provide for the ongoing needs of the Police Department to ensure adequate protection of the population.*

Initiatives and Actions

1. Periodically review the Police Department's personnel needs and hire additional officer and support staff to accommodate increased calls for service concurrent with population growth.
2. Prepare a program, schedule and budget for the eventual replacement or renovation of Police Department facilities. Include in the facility's space planning program, a dedicated, stand-alone classroom area for training that has its own entrance / exit, so as

not to disturb ongoing Police operations, as well as a squad room.

3. Prepare a program, schedule and budget for the renovation of the Old Armory Building to support the relocation of the Department's Emergency Operations Center (EOC). Include the potential for developing a joint-use training facility that can be utilized by the Police and Fire Departments.
4. Prepare a program, schedule and budget for the design, construction and land acquisition for a Police substation on the west side of the City.
5. Upgrade the Police Firing Range to include access to electricity and bathroom facilities and a larger classroom area.

Strategy 2.5.3: *Continue to maintain interlocal / joint agreements with other departments, agencies and institutions to provide effective policing services and crime prevention programs.*

Initiatives and Actions

1. Continue to work with the Hale County Sheriff's Office in providing assistance with investigations, traffic-related issues or accidents, transporting juveniles and emergency detention, animals calls, Neighborhood Watch programs, home inspections, radio traffic equipment sharing, preparation of the EMP, and taking calls and other services as requested
2. Continue to work with the Texas Department of Corrections (DOC) in providing assistance with problems at their facility, training issues and the use of the DOC range and K-9's for locating people or property.
3. Continue to work in partnership with the Plainview ISD to provide on-site School Resource Officers (SROs) to maintain a visible presence on campuses for the safety of school children and educators.
4. Continue to work with Wayland Baptist University in providing ongoing Police protection and crime prevention services.
5. Continue to work with HCCC in providing assistance with victim evaluation and transportation.
6. Evaluate the financial and logistical feasibility of consolidating emergency management services between Hale County and the City of Plainview; including the preparation and execution of an interlocal Emergency Management Plan (EMP).

Strategy 2.5.4: *Continue to provide effective community-based, crime preventative programs, at little to no cost to area residents.*

Initiatives and Actions

1. Continue to pursue grant opportunities, e.g., the Texas Department of Transportation's Selective Traffic Enforcement Program (S.T.E.P.), among others, so that additional public safety programs can be provided at minimal cost to taxpayers.
2. Continue to provide the community-based crime prevention programs currently in place.

(Continued on Page 2.34)

Planning for Healthy Communities

As a policy framework, the comprehensive plan can help to facilitate decisions about health and the built environment. While many plans refer to the importance of public health, public safety or physical activity, these general concepts are often used to justify public purposes as opposed to providing a substantive starting point for discussions about how a community should look and function. The list below provides a brief introduction to how public health concerns are linked to community planning issues:

Water Quality: Water quality refers to both drinking water and groundwater/surface water. Diseases are quickly spread through water because of its solvent nature, which makes it easy to pass along to all living things. Communities must coordinate and manage potable water and waste water systems and work with other public/private groups to make sure that they are protecting surface and groundwater, and planning for public facilities to protect water quality.

Air Quality: Clean air is an important element in creating healthier communities. Both indoor and outdoor-air quality are important in human health, with key pollutants including carbon monoxide, sulfur and nitrogen oxides, carbon dioxide, lead, and other air toxins and volatile organic compounds. From a planning perspective, automobile emissions are a key area

of concern. Pollutants, such as ozone, can lead to a myriad of short- and long-term health problems, particularly related to respiratory diseases such as asthma. There has been extensive research on the connection between land-use patterns, transportation, travel behavior, and air quality. Mounting evidence suggests that sprawling land-use patterns contribute to increased reliance on the automobile, for example, and thus increased emissions, while other material suggests that the congestion of central cities or higher-density areas leads to dangerous air quality, particularly for active individuals, such as cyclists and pedestrians.

Mental Health: The World Bank and the World Health Organization estimate that by the year 2020, mental-health disorders will account for 15 percent of disease, and that depression will become one of the largest health problems in the world. Vegetated environments have positive effects on physiological measures, such as heart rate, skin conductance, muscle tension, and blood pressure. There has been an increasing interest in how nature within the built environment can influence changes in mental health. Exposure to nature may lead to decreased levels of stress, greater job satisfaction and faster recovery from fatigue. For planners, parks and open-space planning is an important consideration. When developing comprehensive plans, planners identify available natural resources, assess residents' needs for parks and open space, and identify areas for protection as part of the land-use planning process.

Social Capital: Social capital may be characterized as one's social network or sense of attachment to one's community. A growing number of researchers agree that social networks and community involvement have positive health consequences. Persons who are socially engaged with others and are actively involved in their communities tend to live longer and be healthier physically and mentally. Compared to suburban subdivisions, which do little to enable social interaction, pedestrian-oriented, mixed-use neighborhoods tend to enhance social capital because they enable residents to interact.

Food Environment: Local, state, and federal groups have referred to the rising levels of obesity as a public-health crisis, particularly because it is connected to a range of other health issues. Traditionally, planners and public-health officials have tried to decrease levels of obesity through the lens of physical activity; however, there has been a recent movement towards looking at accessibility to healthy foods. The current obesity problem is a result of energy imbalance, that is, more energy being consumed than expended through physical activity. Thus, part of the problem of obesity is a problem of food consumption. Access to nutritious food is emerging as an important planning issue involving the locations of supermarkets and restaurants to providing space for community gardens.

Physical Activity: The connection between urban form and physical activity has been the area where most debate has occurred in recent years. Researchers agree that physical activity remains an important element in combating diseases, including obesity and heart disease. However, researchers are moving beyond comparing leisure physical activity (e.g., walking for exercise) with utilitarian physical activity (e.g., walking to work) to analyzing the level of intensity (moderate v. vigorous) of the activity, as well as the overall amount. Together, these elements create a framework for planners and designers in order to help them build environments to create opportunities for physical activity from parks and open space to sidewalks and land use, including safety considerations.

Environment and Housing: Environmental and housing issues include a broad range of topics such as indoor and outdoor housing quality (building materials, crowding, location of housing, and presence of toxics), contaminated and/or potentially contaminated sites – to name just a few. Beyond air and water quality, exposure to other pollutants may have negative impacts on health. Exposure to pollutants can be unpredictable, but in some cases can be affected by land-use decisions and building codes.

Accessibility: Accessibility planning focuses on the degree to which people can easily get to destinations that directly or indirectly are linked to supporting human health. Planners can help increase access by ensuring that policies and implementation strategies encourage a variety of nearby destinations for residents (e.g., employment, health care, grocery stores, etc.), and that these destinations can be reached by a variety of transportation modes (e.g. bicycling, walking, automobile, transit).[1]

1 Design for Health. 2007. Planning information Sheet: Integrating Health into Comprehensive Planning. Version 2.0. www.designforhealth.net

FOCUS AREA 2.6: HEALTH AND EDUCATION

There is growing interest in the link between the built environment and the health of its citizens. In developing comprehensive plans for communities, urban and regional planners consider the aspects of land use, transportation, community facilities, housing, and parks and open space; while public health officials speak of health in relation to physical activity, the natural environment, public safety, healthy eating, mental health, social capital, pollutants, and epidemiological issues related to such topics as mortality, obesity, and respiratory diseases. While planners and public health professionals have viewed their roles in the community differently, practitioners and academics are beginning to uncover the ties between the two fields as it is becoming increasingly clear that decisions about the built environment may influence certain public health concerns and vice versa.

Covenant Hospital Plainview

Service Area

Covenant Hospital Plainview (CHP) serves the industrial, commercial and agriculture needs of a four-county area service area. CHP's primary service area is Hale County, although the secondary service area includes Castro, Swisher and Floyd Counties. Although Plainview and the service area counties are located between Amarillo and Lubbock, virtually all patient outmigration goes to Lubbock. 50 percent of the service area population is located in Plainview and two-thirds in Hale County with roughly equal percentages of the remainder population in the other counties. CHP captures 41 percent of the Hale County admissions with the majority going to Lubbock. 69 percent of CHP's patients come from Plainview and approximately 26 percent from Hale County, three to five percent come from other service area counties. A similarly situated hospital typically captures anywhere from 30 to 60 percent of its service area business depending on the range of specialty care services offered locally. As depicted in **Table 2.2, *Covenant Hospital Plainview Service Area Population Change***, the population of the entire service area has declined since 2000.

Table 2.2, Covenant Hospital Plainview Service Area Population Change

	2000	2010	Change
Hale County	36,602	36,273	-0.9%
Castro County	8,285	8,062	-2.7%
Floyd County	7,771	6,446	-17.1%
Swisher County	8,378	7,854	-6.3%
Service Area	61,036	58,635	-

In 2011, Covenant Hospital Plainview had 30,000 clinic visits and conducted over 1,800 outpatient surgeries.
Source: Kendig Keast Collaborative

Facilities

CHP is located at 2601 Dimmitt Road in Plainview. The hospital has 100 beds though it is recognized by the state as being a 68-bed facility. CHP is home to over 300 medical professionals, including 22 resident physicians, four emergency room doctors and four radiologists, whose mission is to give CHP's patients the best possible care at each and every visit. Recent renovations to the CHP include:

- renovation of the Intensive Care Unit (ICU), complete with five private ICU rooms and four step-down rooms; and remodeling of Emergency Department (ED) (2007);
- expansion of Rural Health Clinic / Covenant Health Care Center Plainview; and the added equipment and staff capabilities for digital imaging (2008);
- Meditech implementation; Information System and groundwork for eventual EMR (2009);
- Hospital-wide heating, ventilation and air conditioning (HVAC) system renovation (2010-2011);
- 4th floor flooring renovation (2011); and
- designation as a tobacco free campus (November 2011).

Services

In 2011, CHP had 30,000 clinic visits and conducted over 1,800 outpatient surgeries. On average CHP provides approximately 85 percent of the deliveries within the service area, which, in 2011 was 600 births. CHP offers 27 medical specializations, with major service lines in corporate wellness, diabetes,

emergency services, endoscopy, intensive care, laboratory, pediatrics, rehabilitation, sleep, and surgical services. Physician demand models suggest that there is a need for every specialty with the exception of adult medicine in the Secondary Service Area, which is primarily due to the decline in the population in the Secondary Service Area. Additionally, the number of small community hospitals with primary care physicians have driven up these ratios for primary care.

Community Involvement

CHP also plays an important role in the community, providing educational programs related to diabetes education, prevention and early detection (in English and Spanish, and for children), childbirth, teen sexual behavior issues (sexually transmitted diseases and pregnancy), cardio-pulmonary resuscitation (CPR), cancer, bereavement, Better Breathers, the Covenant Body Mind Initiative (CBMI) and hk2020 ("Healthy Kids"). Every year, 10 percent of CHP's net bottom line is allocated to community outreach-related services, including children's health insurance, adult and pediatric dental services, mobile mammography units, psychological counseling, and much more--all to bring high-quality health care directly to the neighborhoods and communities that need it most.

Awards and Recognition

CHP has received numerous awards and recognition, including:

- Gallup Organization for "Best Places to Work" for two years in a row;
- 5 Stars in General Surgery. CHP was the only facility in the Texas Panhandle to receive this award;
- Top 90th Percentile nationwide in patient satisfaction;
- 6 star rating for the Emergency Department - a designation only awarded to a handful of departments within the system;
- Most improved Emergency Department; and
- Recognized for Sacred Encounters.

Current and Future Needs

When all primary care services are taken into consideration there is a need for approximately 11.77 additional primary care providers in the primary service area and 14 in the primary and secondary service area. In addition, physician demand models suggest that there is a need for virtually every sub-specialist and the need increases when the primary and secondary service areas are combined. Obstetrics services are provided by CHP and Mangold Memorial with the majority of patients coming from Plainview and going to CHP.

Strategy 2.6.1: *Develop a robust and aggressive campaign to recruit new clients from primary and secondary service areas.*

Initiatives and Actions

1. The City should support, as appropriate, CHP initiatives regarding working with area communities and organizations to develop strategies to stabilize and grow area populations. The population decline is a regional problem and needs to be addressed on a regional and community basis.
2. The City should support CHP in obtaining the necessary data, as applicable, needed for CHP to prepare a strategic outreach program targeting population located in the Secondary Service Area.
3. The City and CHP should partner with each other and others to facilitate opportunities for improved health outcomes in the City and ETJ.This could include such things as helping compile and analyze Citywide data, participating in a task force addressing health issues, assisting with marketing, or other types of support that may be warranted and mutually agreeable.

Strategy 2.6.2: *Improve CHP's image through a re-branding campaign focused on differentiators.*

Initiatives and Actions

1. Support CHP's investment in community-based educational programs and other quality of life amenities to continue improvements that will benefit both the hospital and City residents.

Plainview Independent School District

Demographics Summary

The Plainview Independent School District (ISD) is an Academically Acceptable school district. The district serves 12 campuses, including six elementary campuses, four single-grade middle school / junior high school campuses, one traditional high school and an alternative high school. Four of the elementary campuses

Table 2.3, Plainview ISD Student Enrollment

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
College Hill Elementary	359	397	389	386	354	370	358	357	364	373	379
Edgemere Elementary	461	491	478	471	481	433	444	457	459	442	469
Highland Elementary	405	415	407	424	417	426	410	402	443	459	462
Hillcrest Elementary	402	423	427	448	452	442	468	468	461	451	433
LaMesa Elementary	460	509	513	524	518	459	457	493	494	440	459
Thunderbird Elementary	404	376	388	401	421	439	461	465	459	488	476
Estacado Middle	403	446	414	429	409	400	386	403	389	417	413
Coronado Middle	448	447	468	435	404	398	415	400	423	428	419
Ash Middle	426	469	443	424	399	422	399	424	426	419	407
Lakeside Middle	457	445	446	408	440	397	420	452	440	431	431
Plainview High	1,562	1,559	1,520	1,542	1,521	1,443	1,435	1,413	1,351	1,345	1,374
Total	5,984	5,920	6,131	6,001	6,060	5,777	5,768	5,833	5,800	5,769	5,780

were Recognized and two were Academically Acceptable. One of the middle school campuses earned a Recognized rating, while the 6th, 7th, and 8th grade campuses were rated Academically Acceptable. Plainview High School earned an Academically Acceptable rating.

With an enrollment of approximately 5,746 students, Plainview ISD is an ethnically diverse district with 74.4 percent Hispanic, 19.7 percent white, 5.1 percent African American and one percent Native American or Asian/Pacific Islander. Approximately 73 percent of the students are eligible for free or reduced-price lunches under the federally-funded National School Lunch Program. Just over 8 percent of the students are Limited English Proficient (LEP) with the number and percent of students who are LEP, from ethnic minorities, and low-income families increasing.

Demographic Strengths

The district's diversity and cultural heritage adds a beneficial dimension to the school experience. Students benefit from shared experiences and common values and expectations.

Demographics Needs

Due to the high number of parents who speak Spanish only, it is imperative that parent communications and involvement are facilitated through the use of bilingual communications. The high number of low income students makes it important for staff to recognize and identify needs such as health care, supplies, and family support in a timely manner.

Staff

Plainview ISD has 100 percent "highly qualified" staff for the 2011-2012 school-year. A goal of Plainview ISD is to maintain this distinction in order to provide the best possible core content teachers for students at all grade levels. Plainview ISD works in conjunction with colleges and universities to attract the most qualified and highly trained teachers. Active recruitment efforts and reimbursement for additional certifications for teachers have proven to be successful recruitment and retention strategies. The district offers signing bonuses in hard-to-fill areas of curriculum in order to fill critical areas with quality staff.

Staff Needs

Special education staff, math, and science positions remain a focus as critical teaching fields.

Strategy 2.6.3: *Collaborate with the business community, educational institutions and public sector to work together to develop actions to discourage outmigration.*

Initiatives and Actions

1. Support the Plainview/Hale County Industrial Foundation to devise a plan to encourage all youth to complete high school, as detailed in the Hale County Economic Development Strategic Plan.
2. Support the Plainview ISD in encouraging all adults to enroll and complete a high school

equivalency program if needed. This could include joint marketing other techniques that may be warranted and mutually acceptable.

Strategy 2.6.4: *Program educational facilities into all new development / redevelopment programs and projects.*

Initiatives and Actions

1. Encourage infill development to ensure neighborhood elementary schools have an equitable distribution of students, thereby fostering stable enrollment and sustaining their vital role in neighborhood preservation and integrity.
2. Coordinate between the City, ISD and development community to ensure that mixed-use and residential developments preserve land for future elementary school sites.
3. Design future residential subdivisions so that elementary schools are within walking or biking distance.
4. Support Plainview ISD efforts to renovate and expand permanent buildings on site while respecting the character of surrounding neighborhoods.
5. Coordinate the location of future school sites with the Future Land Use Plan, Parks and Recreation Master Plan, and existing and future trails system.

Wayland Baptist University

Mission

Wayland Baptist University exists to educate students in an academically challenging, learning-focused and distinctively Christian environment for professional success and service to God and humankind.

Enrollment

More than 1,000 students on the main campus in Plainview, TX, plus 5,800 students on campuses in Amarillo, Lubbock, San Antonio, and Wichita Falls, Texas; Anchorage and Fairbanks, Alaska; Sierra Vista and Phoenix, Arizona; Mililani, Hawaii; Albuquerque and Clovis, New Mexico; Altus, Oklahoma; and Kenya, Africa.

Curriculum

Wayland Baptist University's (WBU) primary focus as a four-year liberal arts institution is to fill the role of academic and professional preparation for degree seeking students. There are not currently any workforce development programs available through WBU, though the University fully recognizes the need for, and fully supports the presence of such programs in Plainview. The provision of such programs does not, at this time, fit into the University's mission. WBU does however, articulate with institutions providing such programs in an effort to offer an avenue to a four year degree. WBU's Bachelor of Applied Science allows for credit, within limits, for workforce training and experience. This is an important part of WBU's academic mission.

Student Housing

With the recent addition of student housing capacity WBU estimates and is positioned to accommodate a Plainview campus undergraduate population of 1,500 students within the next five years. The majority of WBU's undergraduate students live in on campus housing, though many students who are from Plainview commute from their family home. When coupled with the Plainview Education Partnership (a local student scholarship) this "home commuter" population is an important part of WBU's success with local students.

Combining the on campus, "home commuter," and married student housing, WBU is left with a small percentage of individuals needing/seeking off campus options. As for primary off-campus areas, WBU has found that it is driven by proximity to campus more than anything else. the majority of our commuter students live in rental property and apartments close to campus. Apartments on and adjacent to Yonkers Street house a lot of WBU students.

With the student housing additions WBU's capacity to meet current and projected demand has taken a large step forward. Growth in the married student area, however, stretches the University's current

Wayland Baptist University has a total of 14 campuses in five Texas cities, six states, and Kenya. More than 1,000 students attend WBU's main campus in Plainview.

Source: Kendig Keast Collaborative

capacity and pushes them into the Plainview housing market. The projected level of 1500 students at the Plainview campus can be handled with current infrastructure though it will be stretched in certain areas. Capacity aside, however, a continual process of upgrades to WBU facilities and utility infrastructure is part of the University's Master Facility planning process. WBU's local and area utility providers work closely with the University in planned upgrades as well as emergency situations to keep the campus going.

WBU owns several properties around town. There are three properties that are not adjacent to campus that serve as student housing/apartments, and include the Marquis Apartments, Llano Apartments, and McCoy Hall. Other properties owned around town that are not contiguous to the WBU campus have primarily been acquired through the years as part of gifts or bequeathed to the University through the estate planning process. WBU does not currently have plans that involve using those properties for any additional physical presence.

The vast majority of WBU students (both on and off campus) have their own vehicle. There are students who carpool as well as walk. At present, there are not a lot of bicycle riders, although the population has grown in recent years. WBU students do a good job of knowing their friend's transportation needs and helping where possible. WBU provides a university shuttle (twice a month) for students needing to go to local businesses that are not within easy walking distance from campus.

Capital Improvement Program

WBU is currently in the process of raising capital resources for a new Bible Building. This facility is planned to be located on the southeast corner of the WBU campus on Quincy Street. This new facility will include academic, lecture, office, meeting, and chapel space. The Bible Building will be a multi-level space and will most likely require adjustments to utility routing and delivery on that corner of campus. The facility will be approximately 30,000-40,000 square feet.

WBU is also in the planning stages for an addition to the Llano Estacado Museum. This facility may require minor utilities infrastructure rerouting. There are no other facilities currently planned for construction or remodel that would require additional utilities infrastructure.

An exciting addition to the WBU campus has been the Jimmy Dean Hall. Jimmy Dean Hall is a men's residence housing facility that was recently completed in the Fall of 2012 and is now occupied by over 300 students. The building is over 90,000 square feet; its capacity is 350 students.

The McClung University Center has recently undergone a significant renovation to the cafeteria, student lounge/grill, and courtyard area. A coffee shop utilizing Starbucks Coffee products has been added downstairs by the grill. The University Center is a facility that houses the WBU bookstore and student services. The building is frequented by the public and they are welcome.

As WBU grows however, the demands put on utilities and water resources will be of utmost importance. Resource conservation is always a priority as facilities are remodeled, renovated, and constructed, as well as when systems are replaced. A focal point in WBU's capital improvement program is to be more "environmentally aware" in the decisions made and the systems utilized. WBU has many examples of efforts to be "greener" within the whole Wayland Baptist University system. From retrofitting all of the lighting in its facilities to designing Jimmy Dean Hall as an "Energy Star" facility, WBU's institution is working toward a more efficient use of natural resources.

South Plains College Plainview Extension

The South Plains College (SPC) Plainview Extension Center offers more than 100 program options to enable students to earn an associate degree, transfer credit to a major university or begin a new technical career. The SPC Plainview Extension Center serves a 15-county area of West Texas, which covers more than 13,000 square miles of the southern portion of the Texas High Plains. With Hockley and Lubbock Counties as its hub, SPC's service area also includes Bailey, Cochran,

The South Plains College Plainview Extension Center provides technical education programs, academic transfer courses and continuing education / work force development opportunities.

Source: Kendig Keast Collaborative

Crosby, Dickens, Floyd, Gaines, Garza, Hale, Lamb, Lynn, Motley, Terry and Yoakum Counties. The college has grown into a multi-campus system with a regional scope and mission to serve the educational and training needs of the South Plains region of Texas. SPC campuses include the Reese Center and Byron Martin Advanced Technology Center in Lubbock, as well as the Levelland Campus and SPC Plainview Extension Center.

Of the students enrolled in the fall of 2012, 207 students live in Plainview; 26 live in Hale Center; 11 come from the Town of Olton; 10 students come from Tulia; seven students come from Kress; seven from Lockney; and six from Floydada; four come from Lubbock; three from Hart; three from Petersburg; two students come from Edmonson; and one student each comes from the communities of Dimmitt, Earth, Matador, and Quitaque. These numbers support the fact that SPC Plainview Extension Center not only serves the needs of City residents, but also serves the needs to the regional community through its workforce development and training program as well.

Educational Programs

SPC Plainview Extension Center provides select technical education programs, academic transfer courses and continuing education/workforce development opportunities. The center serves the northern region of the college's 15-county service area, and delivers numerous college-level general education and technical courses during the daytime and evening hours to accommodate the schedules of traditional and non-traditional students in and around Plainview.

Degrees / certifications available to students attending SPC Plainview Extension Center, in order of popularity, include:

- General Studies - Associate of Arts Degree
- General Studies - Associate of Science Degree
- Vocational Nursing Certificate
- Cosmetology Certificate
- Industrial Manufacturing / Emerging Technologies Certificate
- Industrial Manufacturing/Emerging Technologies Associate of Applied Science Degree
- Associate Degree Nursing

Starting in fall 2012, SPC Plainview Extension Center added new courses are in industrial manufacturing, emerging technologies, and alternative energy, including: DC/AC Circuits, CETT 1425 Digital Fundamentals, RBTC 1305 Robotic Fundamentals and Wind 1370 Introduction to Wind Energy. Welding courses will be available in Spring 2013. These classes are basic courses for certificate and applied associate degrees in these areas of study, and are good opportunities to retrain adults for a changing workforce

SPC Plainview Extension Center also offers a variety of workforce development / continuing education short courses. Programs are available to meet the continuing education needs of the Plainview community. Evening classes are offered in order to accommodate work schedules. These courses include Leadership and Management, Beginning Computers, Cake Decorating, Certified Nurse Aide, Phlebotomy, Introduction to Entrepreneurship, Boiler Training, Computer System for Wind Energy (SCADA), Welding and many other self-improvement and skill building courses.

Faculty / Staff

The SPC Plainview Extension Center employs seven full-time and 10 part-time faculty; and nine full-time and 23 part-time staff.

Accreditation

The SPC Plainview Extension Center is accredited by the Commission on Colleges of the Southern Association of Colleges and Schools (SACS) to award associate degrees and proficiency certificates. The SPC Plainview Extension Center is an approved college recognized by the Texas Higher Education Coordinating Board. Accreditation by the SACS facilitates the transfer of credit to other colleges and universities.

Partnerships

SPC Plainview Extension Center's Division of Workforce Development recently partnered with the Plainview Independent School District to upgrade the high school welding lab with equipment donated by Larsen Industries. The updated welding equipment will allow Plainview High School to grow its enrollment in its welding program. The equipment will also be used by South Plains College to offer workforce development training classes open to the general public. These initiatives can then lead to more advanced skilled certificate and associate degree programs through SPC Plainview Extension Center. The partnership between SPC Plainview Extension Center, Plainview Independent School

District, and Larsen Industries is an example of how education and industry can come together to develop and implement training classes and programs to help meet the demand for skilled labor in specific industries. SPC sees exciting new opportunities to be a part of these types of partnerships and will work tirelessly to do its part to equip Plainview's workforce for the future needs of the community.

In a cooperative venture with Plainview Independent School District and other area school districts, SPC Plainview Extension Center offers dual-credit classes for high school students. Dual credit classes allow students to simultaneously earn high school and college credit through these courses.

SPC Plainview Extension Center Capital Improvement Program

The property on the east side of the current building was purchased with the goal of adding a technical building. This building will house the industrial manufacturing / emerging technologies (alternative energy specialization) and welding programs. The welding program is proposed to be underway in the 2013-2014 academic year. There is 3,300 square feet in the present building for possible expansion of the cosmetology program. Both of these projects are being explored and subject to budget considerations. There is another 4,000 square feet in the current building that is undeveloped and could be used to add more classrooms and offices.

Needs

In the fall of 2010, a needs survey was conducted in the Plainview community to determine which technical programs were in demand in Plainview. The highest ranked programs were Wind/ Alternative Energy (75.6 percent) and Electrical Power Line Transmission (46.2 percent).

Facility needs include the need for more classrooms to accommodate the addition of more evening classes. The current facility does not have a large room to accommodate special events. The cosmetology program is in need of more space for facials and other services. The industrial manufacturing tech program will be in need of additional lab facilities in the future. The addition of other technical programs is also a possibility.

Strategy 2.6.5: *Continue to support SPC in forging partnerships with state, regional and local organizations to expand educational opportunities at SPC Plainview Extension.*

Initiatives and Actions

1. The City should continue to support the growth and expansion of SPC Plainview Extension Center through government cooperation, mutual planning, and coordination of infrastructure and public facilities.
2. To facilitate enrollment and attendance of out of town students at SPC Plainview Extension Center as well as to advance a campus-wide sustainability program, initiate an Internet-based ride sharing program for college students.
3. The City should support SPC Plainview Extension Center's partnership with the Plainview / Hale County Industrial Foundation and other regional organizations to ensure college curricula caters to professional employment opportunities within the region. This is supported by the Hale County Economic Development Strategic Plan.

Strategy 2.6.6: *Work with SPC to facilitate successful and mutually beneficial capital improvement planning and implementation programs.*

Initiatives and Actions

1. Support and coordinate SPC Plainview Extension Center efforts to renovate and expand buildings off-site while encouraging neighborhood compatibility and minimal traffic impacts.
2. Coordinate transportation and public works improvements that could benefit SPC Plainview Extension Center expansion planning and programming.

Strategy 2.6.7: *To increase awareness and academic relevancy, relative to regional economic development initiatives, advance the adoption of sustainability and renewable energy principles, practices and pedagogical programs at SPC Plainview Extension.*

Initiatives and Actions

1. Support SPC Plainview Extension Center in their intent to develop a certificate-based "basic skills educational program."
2. Collaborate with SPC Plainview Extension Center to assist their efforts in:
   - becoming a signatory with the American College and University Presidents' Climate Commitment (ACUPCC). This could help to increase student enrollment numbers and improve sustainable development and operational outcomes on the campus and surrounding areas.
   - Evaluating their curriculum and capital improvement programming through the Association for the Advancement of Sustainability in Higher Education's (AASHE) Sustainability Tracking Education and Rating System (STARS) certification program.

Unger Memorial Library

Founded in 1962, the principal service role of the Unger Memorial Library is to provide an anticipated community of 30,000 residents information in the form of books, books-on-CD, DVDs, magazines and newspapers, Internet access, and TexShare databases. The Library also provides materials information for job-seekers as well as information on high school (GED) and college education.

Staff

A staff of five full-time employees (one librarian, one administrative assistant and three library aides) provides assistance to patrons in their quest for information.

Collection

Funded primarily by the City of Plainview with supplemental funding from Hale County, the Library provides area residents with access to a collection of over 42,920 books and printed materials, 100 magazines and newspapers, and 1,163 audio materials. Additional collections includes the Hi-Plains Genealogical Society's genealogy collection, the Hale County local history collection and a Microfilm (to be digitized) collection of the "Plainview Herald" and other area newspapers.

While the Collections space within the Library is full, the Library staff undergoes a periodic culling of dated materials to make room for new additions to the collection. Books that are removed from the Collection are donated to other libraries within Hale County.

Circulation

With the advent of electronic readers and digital books that can be checked-out online, circulation numbers have dropped slightly; although this is viewed as a temporary transition. With reductions in state funding for rural libraries it is anticipated that the Unger Memorial Library will receive additional visitors from outside the City limits. Additionally, as household-related economics becomes more electronic, it is anticipated that more people will be visiting the Library to take care of email and Internet-related transactions.

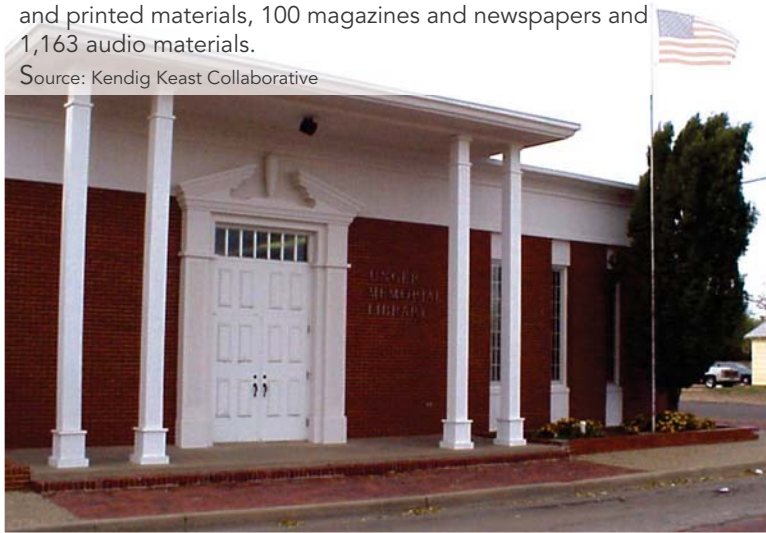
Programs

Throughout the year the Library hosts 140 programs that enjoy audiences of over 3,000 people. The capacity of the Library's existing facilities is sufficient to meet current and projected demand of 50 seated and 150 children on floor, which is sufficient for most programs. If visitor population

Table 2.4, Unger Memorial Library Circulation

Year	Adult	Juvenile	Visitors	Total
FY 2010-2011	35,760	12,783	48543	83,630
FY 2009-2010	39,537	15,483	55,019	93,761
FY 2008-2009	40,387	14,932	55,319	92,247
FY 2007-2008	42,988	8,430	51,418	88,993
FY 2006-2007	34,656	13,268	47,925	85,545

Unger Memorial Library has a collection of over 42,900 books and printed materials, 100 magazines and newspapers and 1,163 audio materials.
Source: Kendig Keast Collaborative



increases one additional staff member would enable the Library to host additional community programs.

Computers / Audio-Visual Equipment

The Library provides the public access to 15 computers for Internet-related research, one computer for IRS-related activities, one computer for genealogical research, one computer for microfilm, and six computers for researching the Library Catalog. The Library staff has access to seven individual computers. Additional multimedia equipment available to the public includes one laptop computer, a video projector, an overhead projector, an opaque projector, a television and a DVD player.

Strategy 2.6.8: *Provide for the ongoing needs of the Unger Memorial Library to ensure the provision of current collections, media services and programs for a growing population.*

Initiatives and Actions

1. Monitor population growth to determine when an additional staff person should be hired to facilitate additional public programs.
2. Continue to monitor the migration of printed media to a digital format, particularly as additional home economics-related transactions become electronic. Prepare to expand the availability of electronic readers for use within the Library and for those to be checked-out.

Economic Development as Public Purpose

Article III Section 52-a of the Texas Constitution, adopted November 3, 1987, entitled, "Assistance to encourage state economic development," declares that the following typical economic development goals are public purposes:

- development and diversification of the economy,
- elimination of unemployment or underemployment,
- stimulation of agricultural innovation,
- the fostering of the growth of enterprises based on agriculture, or
- development or expansion of transportation or commerce.

Various economic development statutes state additional objectives such as retention or expansion of primary employment and attracting major investment to a particular area. Economic development incentives should be structured in a way to successfully achieve one or more of the goals stated in the authorizing statutes.

PLANNING PRIORITIES

Public Sector Role in Stimulating Investment

The City of Plainview can play a very important role in stimulating economic growth. Lessons from economic development initiatives and practitioners across the U.S. suggest that local governments should focus much more on public investment rather than efforts to reduce business taxes or, in particular, to target tax incentives to certain prospects or industries. (1) Although less direct in nature, traditional municipal activities have proven far more effective in fostering investment and job creation, in terms of providing the requisite community leadership, administering a fair and effective regulatory environment, ensuring an employable workforce, enhancing quality of life in the community, being friendly to business, etc. In other words, providing residents with a quality setting in which to work and raise a family.

Specific Forms of Assistance

A City can also play a more aggressive role, however, by combining public policy innovation with real property assets, ranging from utility infrastructure expansion to the transfer of vacant parcels of property and aggregating it with privately-owned parcels to increase the value of the development package while decreasing the front-end capital outlay by developers.

The nature of public investment in specific development projects may take the form of capital improvements for utility infrastructure, new roads, parking facilities, sidewalks and streetscape enhancements, and public amenities, such as outdoor plazas and other open space. Such improvements ready a site for private development, provide needed amenities, and/or create an improved programmatic environment in which a project is more likely to succeed.

Indirect forms of assistance designed to improve project feasibility can be passed on to developers in several ways: through density bonuses,

development rights transfers, regulatory relief from zoning and building codes, reduced processing time for project approvals, and the waiving of permit fees. These public actions typically do not require an outlay of public money but can provide the developer with savings in time and money, reduced risk, or increased opportunities for development.

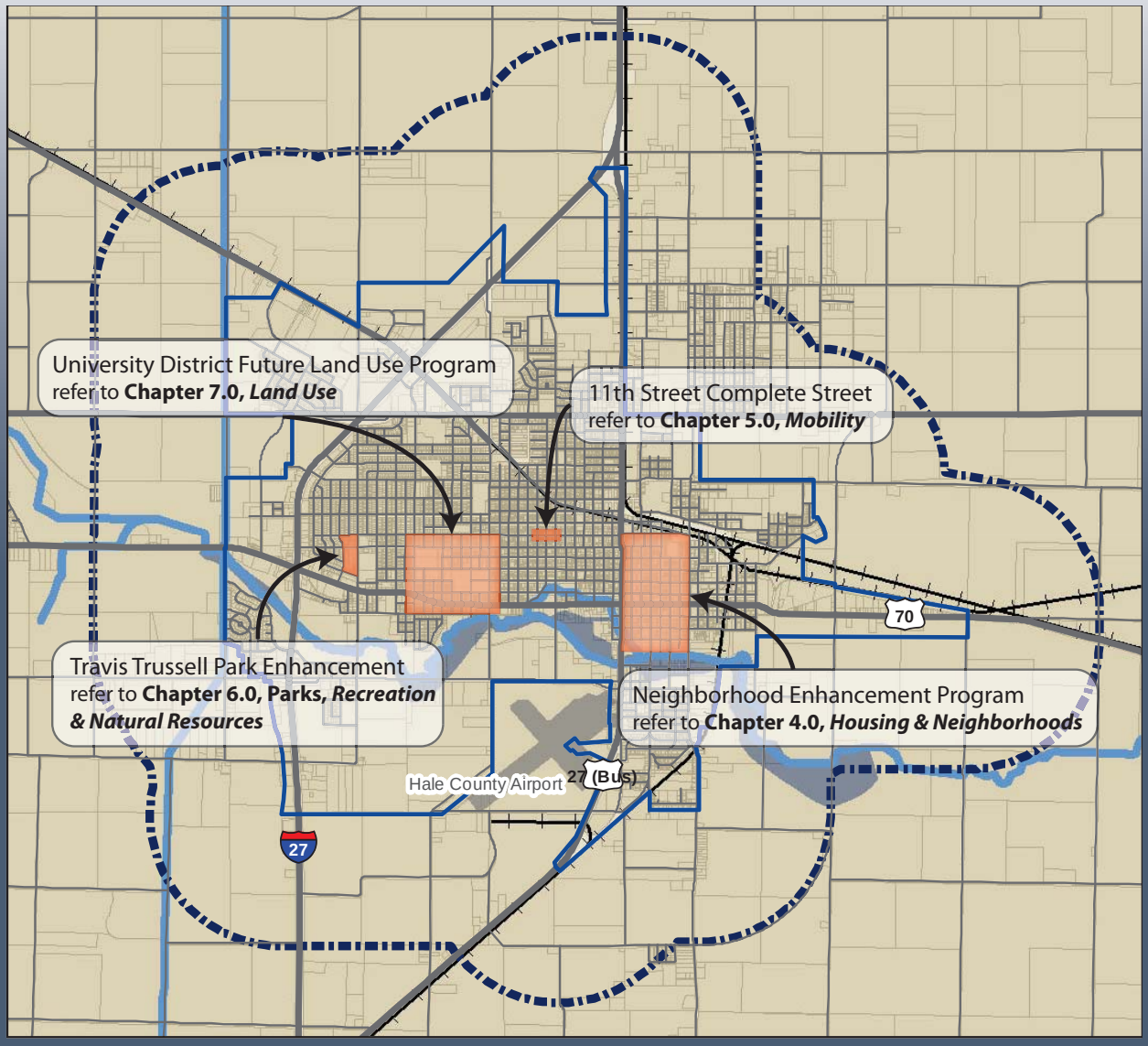
Priority Improvement Projects

This section identifies several Priority Improvement Projects (PIPs) to demonstrate how public–private partnerships can stimulate investment into areas that are currently suffering from blight, lack of adequate infrastructure and services, and/or unplanned, haphazard development; all of which has resulted in abandonment of capital improvements, critical mass and the diversity needed to maintain viability. Some PIPs may be eligible for special district designation, as outlined in Section 2.5, Economic Growth Strategies of this chapter, the application of which may increase opportunities for investment.

As such, these PIPs are described below and expanded upon in subsequent chapters as applicable.

Figure 2.10, Priority Improvement Areas

Several Priority Improvement Projects (PIPs) have been identified to demonstrate how public-private partnerships may be catalytic in stimulating economic growth and development. With PIPs, the public sector's role may include the donation of land, the provision of expanded utilities infrastructure and the expediting of regulatory processes.



PIP 1: 11th Street "Complete Street

11th. Street is a very wide, two-lane, two way, collector street that extends from Jefferson Drive, eastward to North Date Street. Although the roadway consists of two individual lanes, divided by a double yellow stripe, drivers continue to pass one another, as if the roadway consists of four lanes. The City is interested in how the corridor may be redesigned to reinforce the roadway's design and functional classification.

Three blocks of 11th Street were chosen to demonstrate how the principles and elements of Complete Streets can be applied to an existing vehicular corridor, to provide greater legibility, provide traffic calming, and appeal to multiple modes of mobility (refer to **Chapter 3.0, *Mobility, for further information***).

PIP 2: Neighborhood Enhancement Program

The Neighborhood Enhancement PIP is an area in Downtown Plainview, defined on the west and east by two significant four-lane arterials, Columbia Street (Business 27) and Date Street respectively; 11th Street to the north, and 2nd Street to the south are both significant collectors. The PIP is bisected by 5th Street (U.S. Highway 70), a four-lane, undivided major arterial corridor which runs east to west; and Broadway, Street, which runs north to south.

The PIP is composed of varying land uses, all of which are fragmented, suffering from blight and in need of significant infill. There are three, relatively intact residential areas within the PIP. The goal of PIP 2 is to illustrate how to improve neighborhood and commercial integrity and viability in an area of mixed land uses (refer to **Chapter 4.0, *Housing and Neighborhoods***).

PIP 3: Travis Trussell Park Enhancement Program

PIP 3 is focused on Travis Trussell Park, which is located just north of 5th Street and is bisected by Ennis Street. College Hill Elementary School borders the park to the east and shares a portion of its open space. Formerly a playa lake, there is a large duck pond that is home to migrating waterfowl. The goal of PIP 3 is to illustrate how the park can be enhanced to accommodate multiple user groups, interpret natural resources and protect birds.

PIP 4: University District Future Land Use Program

Wayland Baptist University is surrounded by a variety of land uses, including mixed densities of residential, and commercial / retail development. The goal of PIP No. 4 within **Chapter 7.0, *Land Use***, is to analyze the relationship and between existing land uses and propose a future circulation, access and facilities improvement program that anticipates and accommodates additional residential and commercial development, provides improved pedestrian connectivity and enhances the overall visual and physical character of the district.