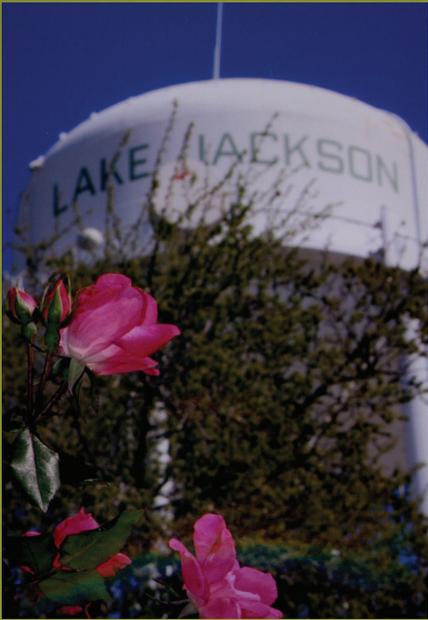


*Lake Jackson Texas*

# Comprehensive Master Plan



Adopted June 6, 2016





July 29, 2016

Mr. William P. Yenne  
City Manager - City of Lake Jackson  
25 Oak Drive  
Lake Jackson, Texas 77566-5289

Dear Bill:

We are pleased to submit this final version of **Lake Jackson's new Comprehensive Master Plan**, as adopted by City Council on June 6, 2016. The updated plan document was prepared in accordance with our Professional Services Agreement with the City, and with support from subconsultants LJA Engineering, Inc., and Marsh Darcy Partners. The new plan:

- Reflects community and leadership input obtained through a series of small-group discussion sessions (September 2014); two community-wide public meetings (November 2014 and May 2016); seven work sessions with a City-appointed Comprehensive Plan Advisory Committee (October 2014-February 2016); and three joint workshops with City Council, Planning Commission and Advisory Committee members (August 2014, March 2015 and March/April 2016), which culminated in a final joint public hearing before the Council and Commission (May 2016) prior to plan adoption.
- Includes background and statistics that provide a snapshot of Lake Jackson as it was in 2014-15, early in this process, as summarized within the Comprehensive Plan Direction and Outline briefing paper in the very back of the Master Plan document.
- Highlights Lake Jackson's population growth outlook and development opportunities and constraints that will influence where and how this future growth occurs in and around the city, along with implications for the community's economy and tax base, public infrastructure, and recreational amenities.
- Concludes with an Implementation section and two-page **Community Action Agenda** fold-out sheet that calls out **16 strategic areas** where the City and its public and private partners should focus their energies and efforts over the next decade.

Now attention turns to the pursuit of near-term action initiatives while maintaining a focus on the longer-term vision, goals and strategic direction set by the plan. Change is inevitable, but positive, beneficial change for Lake Jackson will require the ongoing commitment of all who contributed their time and ideas to this plan. On behalf of our firm, we sincerely appreciated this opportunity to lend our professional skills and experience to your ongoing community planning efforts. We look forward to seeing Lake Jackson's continued growth and enhancement!

Respectfully submitted,

KENDIG KEAST COLLABORATIVE

Gary Mitchell, AICP  
President

[www.kendigkeast.com](http://www.kendigkeast.com)



**RESOLUTION NO. 16-R-748**

**A RESOLUTION ADOPTING THE 2016 COMPREHENSIVE MASTER  
PLAN OF THE CITY OF LAKE JACKSON, TEXAS**

**WHEREAS**, the City of Lake Jackson has been guided by a comprehensive master plan since 1954; and

**WHEREAS**, the City of Lake Jackson adopted its last a comprehensive master plan in 1996; and

**WHEREAS**, the goals of the 1996 Comprehensive Master Plan have been met; and

**WHEREAS**, a new comprehensive master plan has been drafted; and

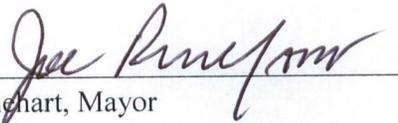
**WHEREAS**, on May 9, 2016, the public attended a meeting to learn about and comment on the 2016 Comprehensive Master Plan; and

**WHEREAS**, on May 23, 2016, the City Council and Planning Commission held a joint public hearing on the 2016 Comprehensive Master Plan.

**NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF LAKE JACKSON, TEXAS:**

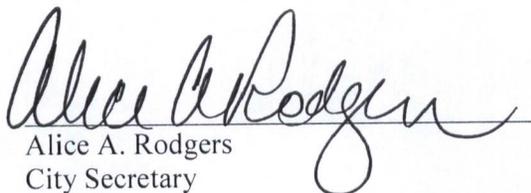
The 2016 Comprehensive Master Plan of the City of Lake Jackson, Texas is hereby adopted.

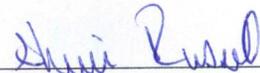
**PASSED AND APPROVED** on this 6th day of June 2016.

  
\_\_\_\_\_  
Joe Rinehart, Mayor

ATTEST:

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Alice A. Rodgers  
City Secretary

  
\_\_\_\_\_  
Sherri Russell  
City Attorney



# Acknowledgements

*Lake Jackson Texas*

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Will Brooks	Position 2
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Brenda Colegrove	Vice Chair
Vinay Singhania	Secretary
John Fey	
Jeffrey Gilbert	
Harry Sargent	
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### Thanks also to ...

Individual residents, business owners, property owners and others who contributed their insights and ideas to Lake Jackson's long-range planning process.

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## Supplemental Materials from Existing City Phase

Direction and Outline - Lake Jackson Comprehensive Plan
Population Outlook - Lake Jackson Comprehensive Plan

# Introduction

*Lake Jackson Texas*

**The Lake Jackson Comprehensive Master Plan is intended to guide future development, redevelopment and community enhancement efforts over the next 20 years. This plan serves as a framework for thoughtful community discussion on the real and perceived challenges facing Lake Jackson currently, as well as the upcoming opportunities that will shape its future. Through long-range planning efforts, the community can accommodate its projected growth in a manner that preserves its history, culture and overall quality of life for current and future residents.**

The Lake Jackson Comprehensive Master Plan resulted from a two-year planning and citizen involvement process. The plan's findings and recommendations focus on the physical and economic aspects of the community's projected growth and development in the coming years. The plan provides guiding principles, goals and strategic action priorities that will help City officials and staff in determining the location, financing and sequencing of public improvements; administering development regulations; and guiding reinvestment efforts. The plan also provides a basis for coordinating the actions of many different functions and interests within and outside of municipal government.

This new plan builds on and replaces the last Comprehensive Master Plan which the City adopted in 1996. Over the two decades since, Lake Jackson has enthusiastically pursued the vision and judiciously applied the guidance from its 1996 plan, adding to its reputation as the [City of Enchantment](#).

## PURPOSE

A comprehensive master plan is usually the most important policy document a municipal government prepares and maintains. This is because the plan:

- ▶ Lays out a “big picture” vision regarding the future growth and enhancement of the community.
- ▶ Considers at once the entire geographic area of the community, including areas where new development and redevelopment may occur.
- ▶ Assesses near- and longer-term needs and desires across a variety of inter-related topics that represent the key “building blocks” of a community (e.g., land use, transportation, urban design, economic development, redevelopment, housing, neighborhoods, parks and recreation, utility infrastructure, public facilities and services, cultural facilities, etc.).

Through a comprehensive master plan, a community determines how best to accommodate and manage its projected growth, as well as the redevelopment of older neighborhoods

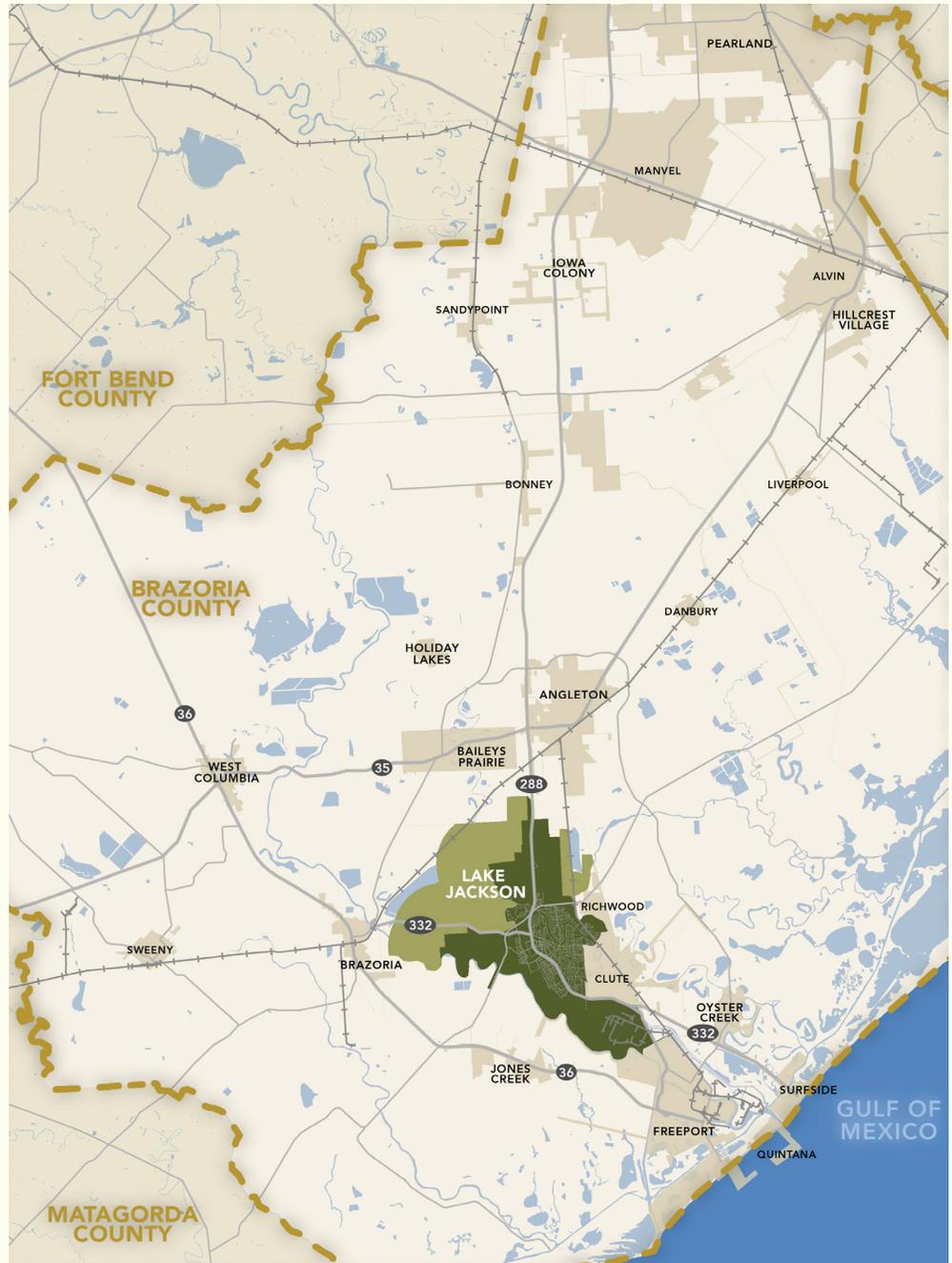
### Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ Mobility
- ▶ Growth Capacity and Management
- ▶ Economic Development
- ▶ Recreation and Amenities

## Lake Jackson Setting and Context

Lake Jackson is located 50 miles south of Houston, 45 miles southwest of Galveston, and eight miles north of the Gulf of Mexico on the coastal plain of southeast Texas. The Brazos River originates in north central Texas and flows to the west of Lake Jackson before finally entering the Gulf near Freeport. Oyster Creek winds its way across the north side of the city, while a portion of Bastrop Bayou is on the far north side and Buffalo Camp Bayou is on the west side where it connects to the Brazos. The small oxbow body of water from which the city takes its name is located just west of SH 288 in northwest Lake Jackson.

Lake Jackson is part of the Brazosport Area, in southern Brazoria County, which also includes the cities of Brazoria, Clute, Freeport, Jones Creek, Oyster Creek, Quintana, Richwood and Surfside Beach. The community is accessible to vehicular traffic via SH 332, the Nolan Ryan Expressway (SH 288), and FM 2004. The nearby Port of Freeport accommodates waterborne commerce. A rail corridor operated by Union Pacific Railroad links the Port and Brazosport to the Houston metropolitan area, with the rail line traversing eastern areas of Lake Jackson near its shared boundaries with Clute and Richwood. Texas Gulf Coast Regional Airport, operated by Brazoria County, is on the north side of Lake Jackson. Houston's Hobby Airport is 45 miles away, southeast of downtown Houston along IH 45. The region's major airport – George Bush Intercontinental – is 70 miles from Lake Jackson in north Houston.



SOURCE: Kendig Keast Collaborative



and commercial and industrial areas. The Lake Jackson Comprehensive Master Plan is aimed at ensuring that ongoing development and redevelopment will proceed in an orderly, well-planned manner so that public facilities and services can keep pace and residents' quality of life will be enhanced. Significantly, by clarifying and stating the City's intentions regarding the area's physical development and infrastructure investment, the plan also creates a greater level of predictability for residents, land owners, developers and potential investors.

### Planning Authority

Unlike in some other states, municipalities in Texas are not mandated by state government to prepare and maintain local comprehensive plans. Section 213 of the Texas Local Government Code provides that, "The governing body of a municipality may adopt a comprehensive plan for the long-range development of the municipality." The Code also cites the basic reasons for long-range, comprehensive community planning by stating that, "The powers granted under this

chapter are for the purposes of promoting sound development of municipalities and promoting public health, safety and welfare." The Code also gives Texas municipalities the freedom to "define the content and design" of their plans, although Section 213 suggests that a comprehensive plan may:

1. include but is not limited to provisions on land use, transportation, and public facilities;
2. consist of a single plan or a coordinated set of plans organized by subject and geographic area;
3. be used to coordinate and guide the establishment of development regulations.

Lake Jackson is well known as a city that was master planned from the start, and a community that remains committed to effective long-range and strategic planning as an essential foundation for good governance. In Article 8, Municipal Planning and Zoning, of the Lake Jackson City Charter, Section 8.03(d) itemizes the powers and duties of a Planning Commission appointed by City Council. Listed first among the Commission's

### Why Plan?

Local planning allows the City of Lake Jackson to have a greater measure of control over its future rather than simply reacting to change. Planning enables the City to manage future growth and development actively as opposed to reacting to development and redevelopment proposals on a case-by-case basis without adequate and necessary consideration of community-wide issues. The process for developing or updating a comprehensive master plan involves major community decisions about where development and redevelopment will occur, the nature and extent of future development, and the community's capability to provide the necessary public services and facilities to support this development. This leads to pivotal discussions about what is "best" for the community and how everything from taxes to quality of life will be affected.

Long-range planning also provides an opportunity for the City's elected and appointed officials to step back from pressing, day-to-day issues and clarify their ideas on the kind of community they are trying to create and maintain. Through the plan development process, they can look broadly at programs for neighborhoods, housing, economic development,

and provision of public infrastructure and facilities and how these efforts may relate to one another. The comprehensive master plan ultimately represents a "big picture" of the community and its near-term and longer-range future. Bottom line, the essential reasons for long-range planning include to:

- ▶ Provide a balance of land uses and services throughout the community to meet the needs and desires of the population.
- ▶ Ensure adequate public facilities to meet the demands of future development and redevelopment.
- ▶ Achieve and maintain a development pattern that reflects the values of the community, and which ensures a balanced tax base between residential and nonresidential development.
- ▶ Ensure the long-term protection and enhancement of the image and visual appearance of the community.
- ▶ Involve local citizens in the decision-making process and reach consensus on the future vision for Lake Jackson and its ongoing development.
- ▶ Enhance the quality of life of Lake Jackson residents.

## A New Town Becomes a Regional Hub

Development of Lake Jackson's current 18 square mile area began in 1941, in accordance with an



original "new town" plan drawn by Alden Dow to accommodate housing needs resulting from the nearby construction of Dow Chemical's massive industrial facilities. Other significant milestones in Lake Jackson's history include:

SOURCE: Alden Dow Home and Studio

- 1943** First City park established, now known as Madge Griffith Park.
- 1944** Lake Jackson incorporated as a City, with approximate population of 1,800.
- 1945** Youth Recreation Center completed.
- 1950** Houston Chronicle reported that Lake Jackson – with 3,500 residents, 850 dwellings and 50 businesses – is the only Texas city with 100 percent public water and sanitary sewer service.
- First municipal pool in Brazoria County opened in Lake Jackson.
- Road link to Brazoria opened.
- 1952** Fire Department added emergency medical services.
- 1953** Library opened.

- 1954** Lake Jackson surpassed 5,000 population, began process to become a Home Rule City.
- 1956** New Dow Airport completed.
- 1958** First City Code of Ordinances published.
- 1965** Fire and Police Building opened on Oak Drive.  
Recreation Building opened.
- 1971** New Brazosport College campus opened for classes, after college created in 1968.
- 1976** Initial phase of Brazos Mall opened, followed by two more phases through 1979.
- 1978** Wilderness Park opened.  
New City Hall dedicated.
- 1980** Lake Jackson certified as a Keep America Beautiful member.
- 1981** Police Department relocated to new facility separate from Fire Department.
- 1982** Lake Jackson first declared a Tree City, USA, by National Arbor Day Foundation.
- 1984** Brazosport Memorial Hospital opened in Lake Jackson.
- 1991** MacLean Park completed.
- 1993** Groundbreaking held for Sea Center Texas.
- 1996** New Recreation Center opened.
- 1997** Youth Sports Complex and Civic Center Plaza funded.
- 2002** New Fire/EMS Building opened.  
Wilderness Golf Course constructed.
- 2007** New Municipal Court facility, Emergency Operations.



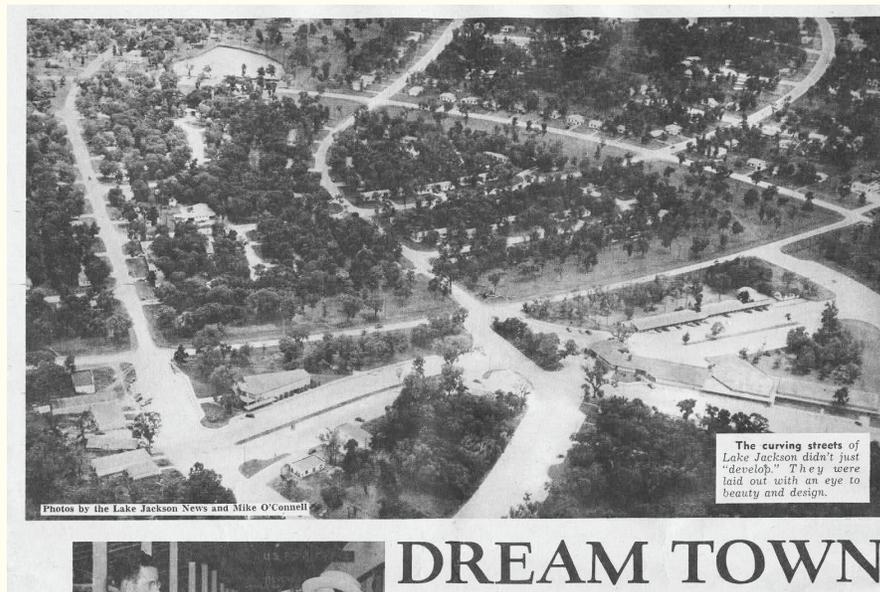
SOURCE: Wilderness Golf Club

duties is to, "Make, amend, extend and add to the master plan for the physical development of the city."

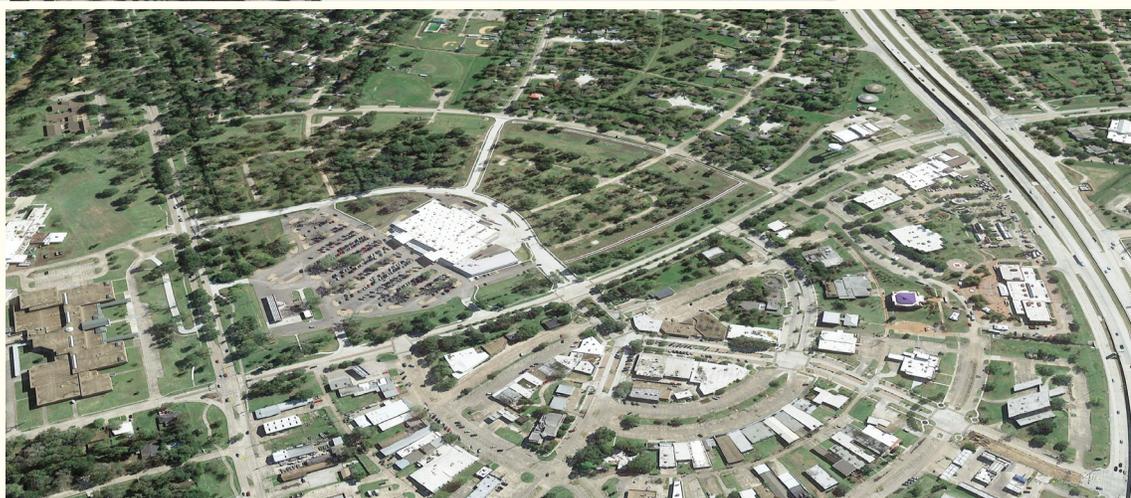
### Use of This Plan

A comprehensive master plan, if embraced by the community and its leadership, has the potential to take a community to a whole new level in terms of livability and tangible accomplishments. The plan is ultimately a guidance document for City officials and staff, who must make decisions on a daily basis that will determine the future direction, financial health and "look and feel" of the community. These decisions are carried out through:

- ▶ targeted programs and expenditures prioritized through the City's annual budget process, including routine but essential functions such as code compliance;
- ▶ major public improvements and land acquisitions financed through the City's capital improvement program and related bond initiatives;
- ▶ new and amended City ordinances and regulations closely linked to comprehensive master plan objectives (and associated review and approval procedures in the case of subdivision and land development activities);

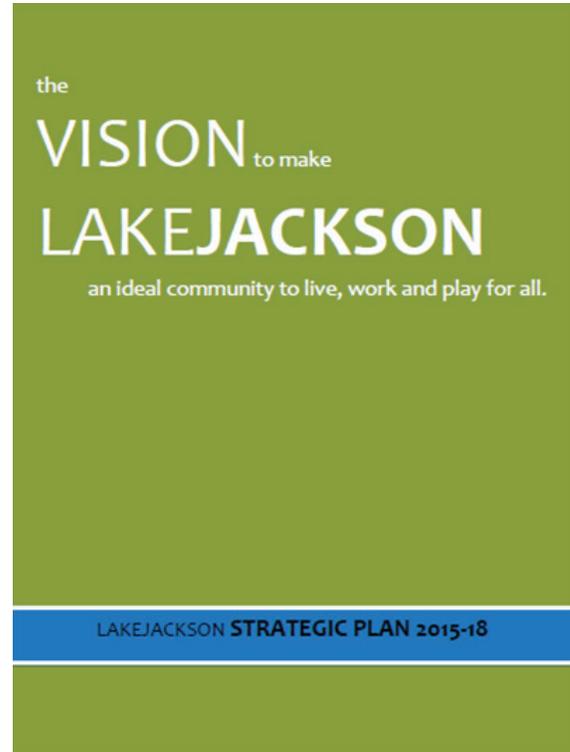


Lake Jackson:  
**THEN  
AND  
NOW**



- ▶ departmental work plans and resources in key areas;
- ▶ support for ongoing planning and studies that will further clarify needs, costs, benefits and strategies;
- ▶ pursuit of external grant funding to supplement local budgets and/or expedite certain projects; and
- ▶ initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish on their own.

Despite these many avenues for action, a comprehensive master plan should not be considered a “cure all” for every tough problem a community faces. These plans focus primarily on the responsibilities of City government in the physical planning arena, where municipalities normally have a more direct and extensive role than in other areas that residents value, such as education and social services. Of necessity, comprehensive master plans, as vision and policy documents, also must remain relatively general. The resulting plan may not touch on every challenge before the community, but it is meant to set a tone and motivate concerted efforts to move the community forward in coming years.



## Mission and Vision

Through the City's annual Strategic Plans, Lake Jackson City Council has established the following Mission and Vision Statements and five associated Vision Elements, as most recently reaffirmed for 2015-18:

### MISSION STATEMENT

It is the MISSION of the City of Lake Jackson to be a leader among cities and in the region at large in delivering outstanding quality services to all citizens through innovative and efficient use of resources.

### VISION STATEMENT

Our Vision is to create an ideal community to live, work and play for all.

### Vision Elements

Enable Growth and Revitalization

Enhance Communication

Maintain Infrastructure

Maintain a Well Managed City

Enhance Quality of Life

## GUIDING PRINCIPLES

Through the process of preparing this new Comprehensive Master Plan for Lake Jackson, the set of six overarching guiding principles below was developed. A guiding principle expresses a basic value or operating policy that will apply regardless of the course of action ultimately chosen.

- GP1:** Lake Jackson will be better **CONNECTED** through further roadway network extensions, an enhanced hike-and-bike trail system, improved public transit, a wide array of recreational and leisure offerings that brings residents together, and volunteer and service opportunities for long-time citizens and newcomers alike.
- GP2:** Lake Jackson will insist on **QUALITY** and long-lasting value in its private development, public facilities and services, and community appearance.
- GP3:** Lake Jackson will be even more **LIVABLE** through new and expanded housing choices, quality schools, great parks and recreational offerings, safe streets and neighborhoods, additional shopping/dining and entertainment options, and a revitalized and vibrant Downtown.
- GP4:** Lake Jackson will be **PROSPEROUS** by continuing to build on Brazosport's strong industrial base, diversifying into other promising sectors for private investment and creation of well-paying jobs, maintaining a low-cost "business friendly" environment, emphasizing reinvestment in older and under-performing areas, and by focusing even more attention on the "quality of place" Lake Jackson offers.
- GP5:** Lake Jackson will be **WELL-MANAGED** through effective long-range and strategic planning, prudent management and allocation of public resources, attention to maintenance and rehabilitation of older streets/infrastructure, and ongoing citizen engagement for setting and accomplishing community priorities.
- GP6:** Lake Jackson will be **GREEN** through sound management of its parks and parkways, responsible stewardship of its water use and waste management, and by staying focused on mature tree cover and preserved open spaces as the physical elements that have always shaped and set apart this master-planned city.

*Lake Jackson Texas*

# Land Use and Development

*Lake Jackson Texas*

Lake Jackson has limited directions and areas into which it is capable of growing as elaborated on in the Growth Capacity and Management section of this Comprehensive Master Plan. As a result, the City is able to focus its attention and resources on advance planning for its identified prime growth areas. At the same time, it must continue to prioritize the issues and revitalization needs of its previously developed neighborhoods and nonresidential areas.

This plan section establishes the necessary policy guidance to enable the City of Lake Jackson to plan effectively for future development and redevelopment. Sound land use planning is essential to ensure that the City is prepared not only to serve anticipated public infrastructure and service needs, but also to create and maintain a desired community character.

Land use considerations are integrated with all other components of the Comprehensive Master Plan. For instance, the transportation network provides access to land, which influences the type and intensity of development. The provision or lack of public utilities can also dictate the location, amount and timing of development. Similarly, proximity to parks and public facilities promotes public health and safety at specific locations and, as a result, affects the development potential of an area. Site design and development character shape community aesthetics and, thus, the perceptions held by area residents and those considering investment in Lake Jackson. Additionally, given Lake Jackson's place in the world and the area's relatively flat landscape, some amount of land must necessarily be allocated to stormwater detention and floodplain management measures to minimize flooding risk while also providing further recreational opportunities for residents.

## BY THE NUMBERS

### #1

**"Quality of New Development" was the top priority of 60+ survey respondents at an initial public meeting for this Comprehensive Master Plan.** Through a questionnaire distributed at a community-wide outreach event, participants were asked to rank their "top 5 community priorities" from among a list of 18 potential items drawn from earlier interaction with City officials, staff and residents (plus the chance to write in other items). "Quality of new development" was the clear highest choice, followed by "greater housing variety/options." The third- and fourth-ranked items – "visually attractive community" and "preservation of trees" – also indicated a definite concern for community appearance and setting high standards. This sentiment carried over to two of the six Guiding Principles included within this plan (GP2 and GP4 later in this section), which emphasize quality in all aspects of the community and especially in support of economic development efforts

### Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ Mobility
- ▶ Growth Capacity and Management
- ▶ Economic Development
- ▶ Recreation and Amenities

by “focusing even more attention on the ‘quality of place’ Lake Jackson offers.”

SOURCE: Kendig Keast Collaborative

## 12.6%

**The percentage of local housing built since 2000.** Based on U.S. Census Bureau data available through 2014, nearly half (47.5 percent) of Lake Jackson’s housing stock at that point was from 1979 or earlier (i.e., at least 35 years old). Only 12.6 percent of all existing housing (1,372 units) had been built since 2000. It is important to consider housing that is 30 years or older as this is a common point when maintenance of older homes becomes an increasing burden on their owners and can start to impact the integrity of entire neighborhoods. For comparison, only about 17 percent of all dwellings in rapidly-growing Pearland were pre-1980 as of 2014, which reflects the extent of new housing construction there in recent years. In Lake Jackson, nearly a sixth of the housing stock (16.1 percent) was still pre-1960 construction.

SOURCE: U.S. Census Bureau

## 54%

**The share of all developed land that will be in residential use in 2040 if the city and its growth areas were to develop as depicted on the Future Land Use and Character map in this plan section.** It is common for cities to have at least half of their land devoted to homes and residential neighborhoods. The percentage in Lake Jackson would be even higher if not for the amount of land within its extraterritorial jurisdiction (ETJ) that is in industrial use, which would account for 31 percent of the total developed acreage in 2040. For this same reason, commercial development would account for only seven percent of the total, even though Lake Jackson has a significant retail base as a hub city for shopping and services within Brazosport. Additionally, the north side land currently envisioned for the Alden master-planned development would be 7.4 percent of the 2040 total.

SOURCE: Kendig Keast Collaborative

## 43%

**The percentage of all land developed for residential use by 2040 that would have a Suburban Residential character.** Building on the land use statistics from the previous item,

the 54 percent of all developed land devoted to residential use can be broken out further as shown in the table below. The predominance of Suburban Residential character is on target with the intentions of this Master Plan as this is the category most consistent with a community that wishes to remain a green city and avoid an overly intensive development pattern. Allocating another 18 percent to large-lot Estate Residential use further bolsters this intent. At the same time, having nearly a quarter of all residential land in the Neighborhood Conservation designation is in sync with this Master Plan’s emphasis on maintaining the value and integrity of the community’s oldest established neighborhoods.

Development Character*	Percentage
Estate Residential	18.1%
Suburban Residential	43.0%
General Residential	11.2%
Attached Residential	0.2%
Multi-Family Residential	3.3%
Neighborhood Conservation	24.2%

\* See character type descriptions later in this section.

SOURCE: Kendig Keast Collaborative

## KEY ISSUES AND CONSIDERATIONS

The following key issues and considerations related to Land Use and Development were identified through the comprehensive planning process. These essential items should be kept in mind as associated strategic action priorities are pursued in the coming years, within the context of related guiding principles and goals for land use and development as outlined later in this section.

- ▶ Greater quantity and variety of new homes needed at “starter housing” and mid-range price points.
- ▶ Integrity of existing neighborhoods and older multi-family residential properties.
- ▶ Redevelopment needs on the south side of the city, particularly along the Plantation Drive corridor and at the Plantation/Dixie intersection (in conjunction with Clute).

- ▶ Exploring opportunities to introduce appropriate residential development into the Downtown area, either through mixed-use projects or stand-alone housing development in suitable locations around Downtown's edges.
- ▶ Ensuring a true Suburban character (relative to an Urban or Auto-Oriented character) for new development and redevelopment in areas of the city that reflect Lake Jackson's "green" image as a community with extensive mature tree cover, along with appropriate placement and attractive design of buildings within natural and landscaped contexts.
- ▶ Protecting the long-term viability and operations of Texas Gulf Coast Regional airport, as an important economic asset for the area, through effective land use planning and regulation in the airport vicinity.

## FRAMEWORK FOR ACTION

The Land Use and Development framework for action is organized in three tiers: (1) Guiding Principles, (2) Goals, and (3) Strategic Action Priorities. These topics are intended to mesh with and support the other aspects of this Comprehensive Plan. The Strategic Action Priorities convey tangible actions that will, in the long run, lead to achievement of the Goals in line with the Guiding Principles.

### Guiding Principles

The Comprehensive Plan includes a set of six overall guiding principles, several of which relate to land use and development:

**GP2:** Lake Jackson will insist on **QUALITY** and long-lasting value in its private development, public facilities and services, and community appearance.

**GP3:** Lake Jackson will be even more **LIVABLE** through new and expanded housing choices, quality schools, great parks and recreational offerings, safe streets and neighborhoods, additional shopping/dining and entertainment options, and a revitalized and vibrant Downtown.

**GP4:** Lake Jackson will be **PROSPEROUS** by continuing to build on Brazosport's strong industrial base, diversifying into other promising sectors for private investment and creation of well-paying jobs, maintaining a low-cost "business friendly" environment, emphasizing reinvestment in older and under-performing areas, and by focusing even more attention on the "quality of place" Lake Jackson offers.

Other guiding principles specifically for the Land Use and Development topic area include:

*Lake Jackson will provide a satisfying, safe and healthful living and working environment.*

*Lake Jackson will maintain sound management of the lands lying within the city and other natural assets.*

*Lake Jackson will protect and enhance the quality of existing residential neighborhoods.*

*Lake Jackson will promote housing choices and diversity by encouraging construction of a broad range of housing types in newly developing areas.*

*Lake Jackson will zone a sufficient land supply to meet market needs for residential, retail, commercial, and industrial development and to avoid inflated land costs resulting from an overly constrained supply of land for development, which can limit the city's ability to attract desirable development.*



*Lake Jackson will respect its natural endowment of mature trees and waterways and sensitively integrate these features into the fabric of the newly developing areas of the city.*

*Lake Jackson will accommodate the long-term demand for industrial, research, and office uses to diversify the city's economic base.*

*Lake Jackson will channel neighborhood serving retail and personal service uses into a limited number of concentrated and well-designed centers and contain strip types of retail and commercial development.*

*Lake Jackson will provide for a fair sharing of the public cost associated with new development among future residents, the responsible investors and developers, and the city.*

*Lake Jackson will maintain fairness and equity in the preparation and administration of all land use regulations and ordinances to ensure the rights of residents and all property owners are scrupulously respected.*

## Goals

1. A compact city form with edges well defined by natural landscape features so as to retain the separate identity of the city and create an easily recognized and memorable city appearance.
2. Distinctive neighborhoods each with its own identity, which is maintained and enhanced in existing areas and extended into new housing areas.



SOURCE: Brazosport Regional Health System

3. A continued and reinforced role for Lake Jackson as a multi-purpose hub for the Brazosport region, including for retail activity; administrative, professional, financial, and medical functions; and for cultural, recreation, and leisure pursuits.
4. A high standard for all development, supported by clear, unambiguous standards

and guidelines to facilitate the expeditious review and processing of development applications, leading to consistent and equitable decisions that are in accordance with the city's Comprehensive Plan.

5. Upgraded appearance and condition of Plantation Drive, North Dixie Drive, and fronting commercial properties.

## Strategic Action Priorities

- ▶ Measures to support volume production of new single-family housing at key price points.



SOURCE: Houston Association of Realtors

- ▶ Strategies to support a south side revitalization focus that coordinates land use considerations with essential drainage, street and utility infrastructure, and aesthetic factors.
- ▶ Incentives to encourage reinvestment in older housing stock and neighborhoods while respecting valued residential architecture styles and distinctive examples.
- ▶ Development ordinance updates, as needed, to ensure adequate mechanisms and standards to accomplish stated planning objectives (e.g., Downtown revitalization, mixed-use development, quality development compatible with area character).

## FUTURE LAND USE AND CHARACTER MAP

A Future Land Use map is intended to show the general pattern of uses anticipated and/or desired in and around the community in the years ahead. The map indicates the type of use that is expected

to predominate in an area based on what is already on the ground and will likely remain or possibly evolve over time, as well as projected new development. Additionally, it is recognized that other complementary uses will also remain or emerge in each area of the city along with the predominant use types.

Specific locations are not yet known in some cases, such as for some future public facilities (e.g., schools, fire stations, parks, etc.), as well as places of worship, that often locate in or near primarily residential areas. Some uses are highly market-driven, with their timing and particular location dictated by the extent and pace of other types of development. This includes the typical trend of retail uses following residential “rooftops” – and typically locating at key roadway intersections. Plus the eventual emergence of multi-family development, the location and extent of which can be difficult to predict ahead of housing market trends and cycles, and developer interest in whether, where and when to bring this product to market.

The remainder of this section describes the land use categories shown on the City of Lake Jackson **Future Land Use and Character map**:

- ▶ Rural
- ▶ Park / Greenway / Parkway
- ▶ Estate Residential
- ▶ Suburban Residential
- ▶ General Residential
- ▶ Neighborhood Conservation
- ▶ Attached Residential
- ▶ Multi-Family Residential
- ▶ Planned Development
- ▶ Suburban Commercial
- ▶ General Commercial
- ▶ Office
- ▶ Downtown
- ▶ Public / Institutional
- ▶ Industrial - Light
- ▶ Industrial - Heavy
- ▶ Special Use

## RURAL

This designation consists of lands that are sparsely developed, with mainly agricultural and very low-density residential as the primary uses. This category provides its residents with the choice of seclusion within the countryside, and away from a more developed setting. For this reason, it is unusual to find extensive rural areas within the City limits, except in areas that have been annexed for eventual development, or to preserve rural character through the protections afforded by agricultural zoning. Floodplain areas may also retain their rural character over the long term given their unsuitability for any intensive land development.



### Development Types

- ▶ Agricultural uses
- ▶ Residential homesteads
- ▶ Public/institutional uses
- ▶ Parks and public spaces, nature preserves, and passive recreation areas

### Characteristics

- ▶ Rural character from wide open landscapes, with minimal sense of enclosure and views to the horizon unbroken by buildings in most places.
- ▶ Scattered residential development on relatively large acreages, resulting in very high open space ratios and very low site coverage, and providing greater detachment from neighboring dwellings than in estate areas.
- ▶ Typically no centralized water or sanitary sewer service available. Also much greater reliance

on natural drainage systems, except where altered significantly by agricultural operations or regional storm water management projects and/or infrastructure.

- ▶ Potential for conservation developments that further concentrate the overall development footprint through cluster designs, with increased open space set-aside to maintain the overall rural character and buffer adjacent properties. May also make alternative community wastewater treatment methods feasible to eliminate the need for individual on-site septic systems.

## PARK / GREENWAY / PARKWAY

This designation includes the locations of City-owned and maintained public parks, designed for both active and passive recreational enjoyment. Additionally, greenways and parkway areas are found along certain major roadways in Lake Jackson and amid and between developed neighborhoods and areas, which reflects the community's origins as a master-planned new town.



### Development Types

- ▶ Public parks and open space
- ▶ Public trails
- ▶ Joint City-school park areas
- ▶ Public recreation areas (e.g., public golf courses)

### Characteristics

- ▶ Public parkland theoretically will remain so in perpetuity compared to other public property and buildings that can transition to private ownership at some point.
- ▶ Park design, intensity of development, and planned uses/activities should match area character (e.g., public squares/plazas in urban

downtowns relative to nature parks for passive recreation in suburban, estate and rural areas).

## ESTATE RESIDENTIAL

This designation is for areas that, due to public service limitations or prevailing rural character, should have limited development activity other than large-lot residential. Such areas provide a transition between a city's rural fringe and more urbanized in-city development patterns and intensities. Lots in this category typically range from one to three acres, which provides substantial openness and separation between individual dwellings.



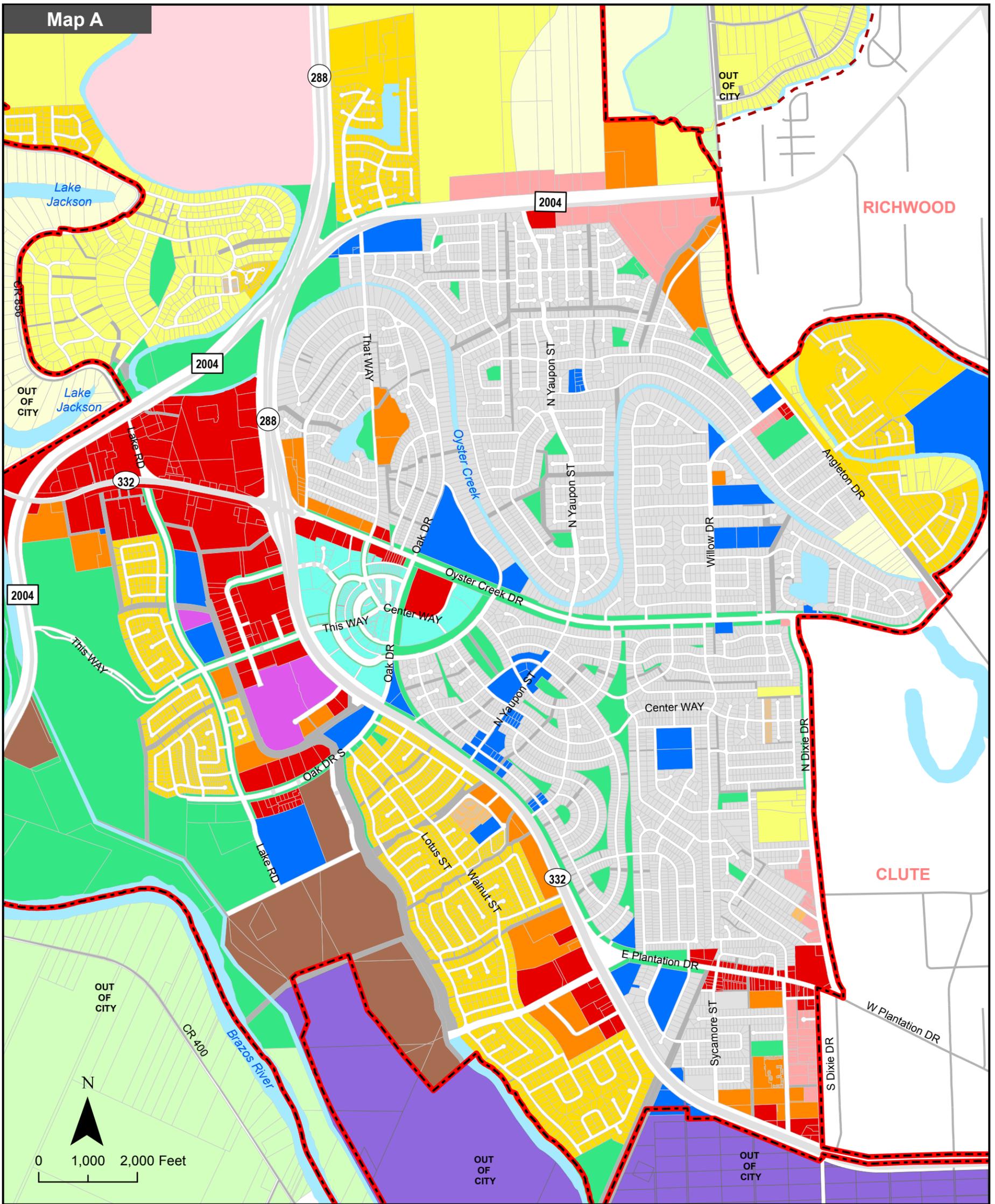
### Development Types

- ▶ Detached residential dwellings
- ▶ Public/institutional uses
- ▶ Parks and public spaces

### Characteristics

- ▶ Transition between suburban and rural character areas, with further progression along the character spectrum toward rural environments where the landscape is visually dominant over structures.
- ▶ Still in suburban portion of character spectrum but with larger lots (typically one acre or larger), especially where required by public health regulations to allow for both individual water wells and on-site septic systems on properties where centralized water and/or wastewater service is not available or feasible.
- ▶ One-acre lots are usually adequate in wooded areas to achieve visual screening of homes from streets and adjacent dwellings. Three-to five-acre lots may be needed to achieve and maintain true estate character in more open areas with less vegetation.

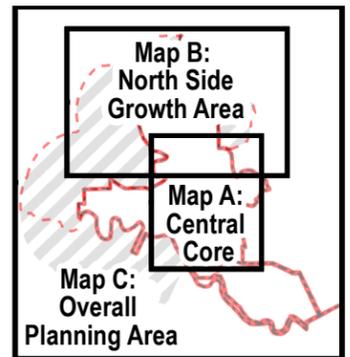
Map A



### Future Land Use and Character

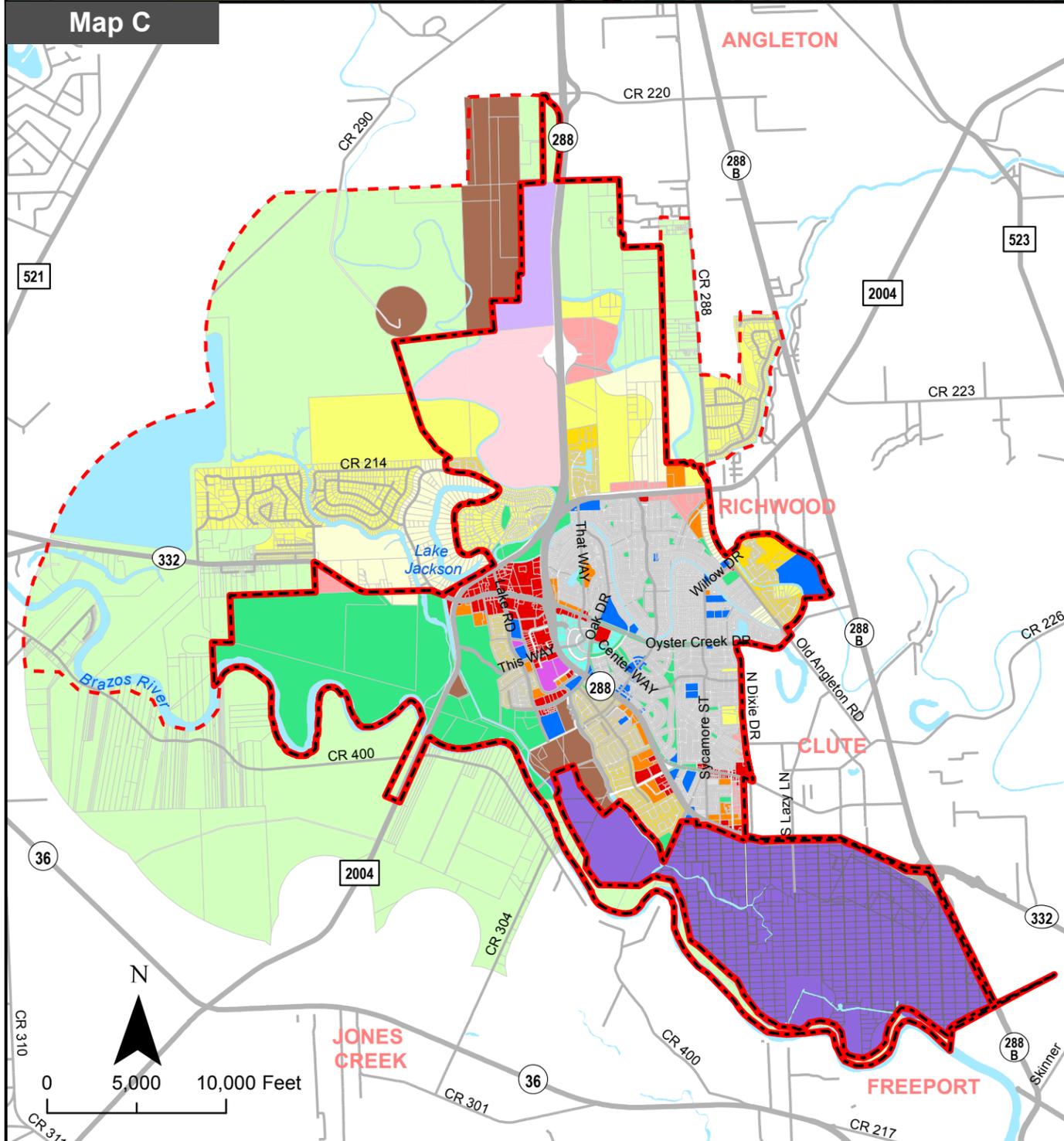
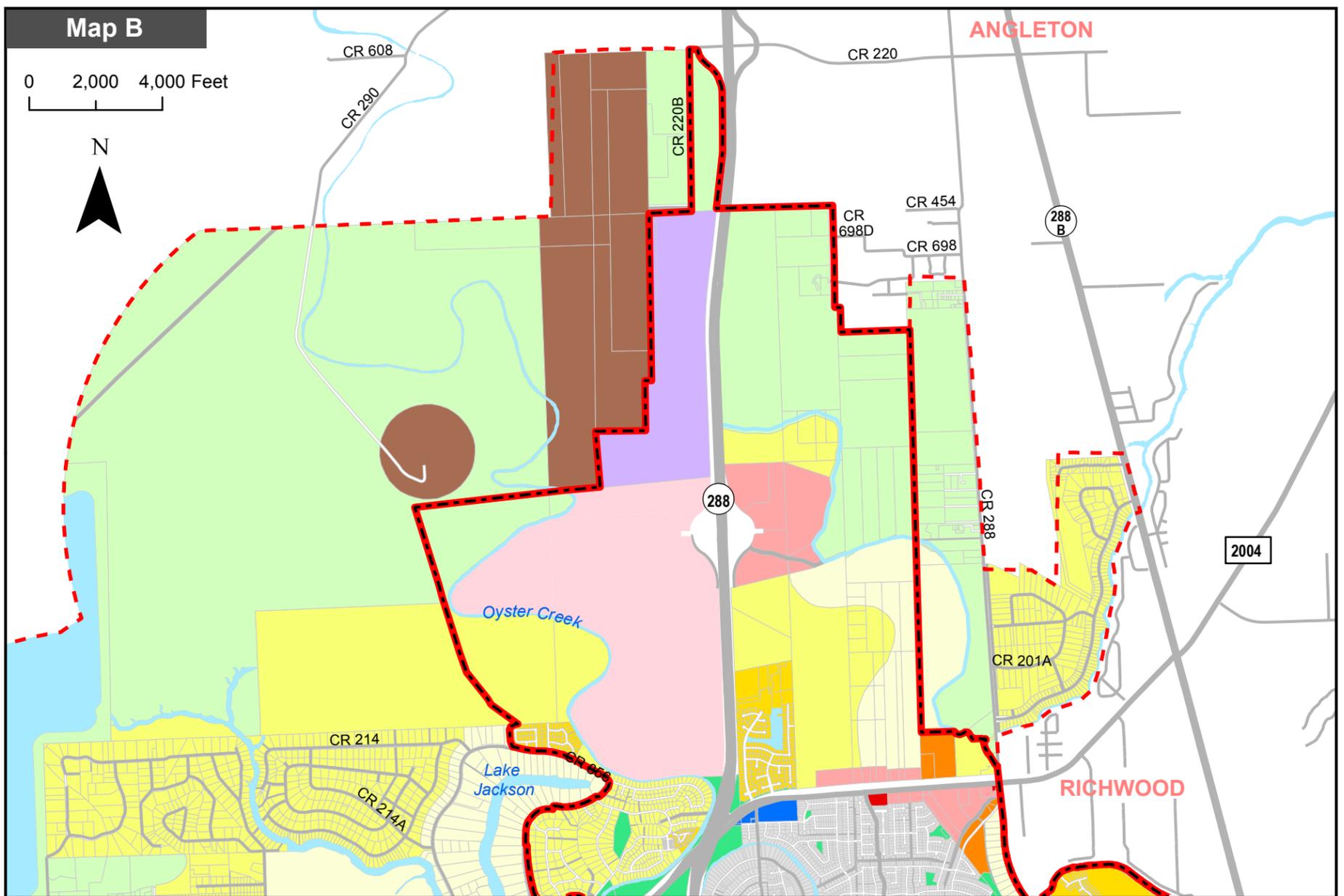
City Limits	ETJ	Water	Easement
<b>Land Use by Parcel</b>			
Rural	General Residential	Planned Development	Downtown
Park/Greenway/Parkway	Neighborhood Conservation	Suburban Commercial	Public/Institutional
Estate Residential	Attached Residential	General Commercial	Industrial - Light
Suburban Residential	Multi-Family Residential	Office	Industrial - Heavy
		Special Use	

NOTE: A comprehensive plan shall not constitute zoning regulations or establish zoning boundaries (Texas Local Government Code Sec. 213.005).



# Lake Jackson Future City

Comprehensive Master Plan • Adopted June 6, 2016



## Future Land Use and Character

- City Limits
- ETJ
- Water
- Easement
- Land Use by Parcel**
- Rural
- Park/Greenway/Parkway
- Estate Residential
- Suburban Residential
- General Residential
- Neighborhood Conservation
- Attached Residential
- Multi-Family Residential
- Planned Development
- Suburban Commercial
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- Office
- Downtown
- Public/Institutional
- Industrial - Light
- Industrial - Heavy
- Special Use

**NOTE:**  
A comprehensive plan shall not constitute zoning regulations or establish zoning boundaries (Texas Local Government Code Sec. 213.005).

# Lake Jackson Future City

Comprehensive Master Plan • Adopted June 6, 2016

## SUBURBAN RESIDENTIAL

This designation is for residential areas where suburban character is established and preserved by achieving a balance between buildings and other site improvements relative to the degree of open space maintained within the neighborhood, as compared to the predominance of site coverage over undeveloped space in more auto-oriented residential areas.



### Development Types

- ▶ Detached residential dwellings
- ▶ Planned developments that integrate other housing types (e.g., attached residential), with increased open space to preserve an overall suburban character
- ▶ Golf course subdivisions
- ▶ Public/institutional uses
- ▶ Parks and public spaces

### Characteristics

- ▶ A larger baseline minimum lot size allows for deeper front yards and building setbacks and greater side separation between homes.
- ▶ Less noticeable accommodation of the automobile compared to more intensive auto-oriented residential areas, especially where driveways are on the side of homes rather than occupying a portion of the front yard space, and where garages are situated to the side or rear of the dwelling.
- ▶ Can establish development options that discourage “cookie cutter” subdivision designs and allow for smaller lot sizes than the baseline in exchange for greater open space set-aside, with the additional open space devoted to maintaining the suburban character and buffering adjacent properties and roads.

- ▶ May include a cluster development option that further concentrates the overall development footprint while providing the developer the same lot yield—or even a density bonus to incent conservation designs with an even higher open space ratio.
- ▶ More opportunity for natural and/or swale drainage (and storm water retention/absorption) relative to concentrated storm water conveyance in auto-oriented areas.

## GENERAL RESIDENTIAL

This designation covers areas with predominantly single-family residential uses at typical in-city densities.



### Development Types

- ▶ Detached residential dwellings
- ▶ Planned development, potentially with a mix of housing types and varying densities, subject to compatibility and open space standards
- ▶ Public/institutional uses
- ▶ Parks and public spaces

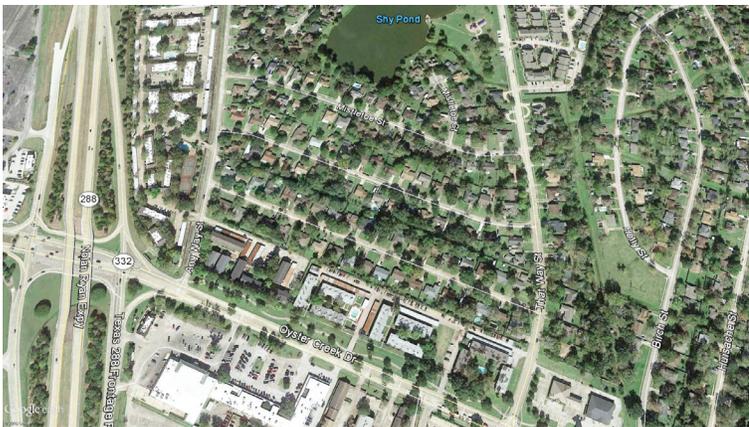
### Characteristics

- ▶ Residential neighborhoods with less openness and separation between dwellings compared to Suburban Residential areas.
- ▶ Auto-oriented character, especially where driveways and front-loading garages dominate the front yard and building facades of homes. This can be offset by “anti-monotony” architectural standards, landscaping and limitations on “cookie cutter” subdivision layouts characterized by straight streets and uniform lot sizes and arrangement.

- ▶ Neighborhood-scale commercial uses are expected to emerge over time and should be encouraged on corner sites or other locations within (or near the edge of) General Residential areas that are best suited to accommodate such uses while ensuring compatibility with nearby residential uses.

## NEIGHBORHOOD CONSERVATION

This designation is applied to established neighborhoods that are largely built-out and stable and where no significant change in development type or pattern is expected or desired. To implement a conservation strategy, the current zoning districts for these areas may warrant repurposing, and their uses and standards may require recalibration, to maintain the desired neighborhood character. This zoning approach is designed to “lock in” standards that reflect and reinforce how a neighborhood originally developed or has evolved over time, to preserve its existing, prevailing character. In other cases, a customized Neighborhood Conservation zone may serve to manage a neighborhood in transition, such as where older homes fronting on a perimeter street with increasing traffic volumes could be allowed to convert to small-scale office uses over time while still maintaining a residential character and appearance.



### Development Types

- ▶ Detached residential dwellings and some attached housing types in particular neighborhoods
- ▶ Public/institutional uses
- ▶ Parks and public spaces

### Characteristics

- ▶ Integrity of older, intact neighborhoods protected through customized Neighborhood Conservation zoning with standards that ensure no significant change in the development type or pattern and reinforce existing physical conditions (e.g., prevailing lot sizes, building setbacks, architectural elements such as front porches, etc.).
- ▶ Designed to preserve existing housing stock (and avoid excessive nonconformities and variance requests), and also to govern periodic infill and/or redevelopment activity within a neighborhood to ensure compatibility.
- ▶ Depending on the particular neighborhood, the customized zoning may provide for small-scale office or retail uses on vacant sites at the edge of the neighborhood or other appropriate locations.

## ATTACHED RESIDENTIAL

This designation provides a transition between residential areas comprised entirely of single-family detached dwellings and larger-scale multi-family residential properties.



### Development Types

- ▶ Duplexes (two-family dwellings)
- ▶ Townhomes
- ▶ Patio homes or other small-lot housing types with common walls

### Characteristics

- ▶ Minimum lot sizes, building setbacks, and other zoning standards account for the need to align yard and open space requirements

with relatively higher residential densities than found in most single-family detached residential areas.

- ▶ Site and dwelling design, including building and garage placement and orientation, should match area character in terms of whether the vicinity is more toward the suburban or auto-oriented range of the community character spectrum.

## MULTI-FAMILY RESIDENTIAL

This designation involves areas devoted primarily to structures with multiple residential units, at a greater intensity (i.e., units per building or acre) than found in the Attached Residential category. Site design and open space standards may be applied to offset the relative density of this residential type, to ensure adequate recreational space on the site for residents, and to provide buffering and screening between this and less intensive residential uses. This use category can also provide a transition from primarily residential to mainly non-residential areas.



### Development Types

- ▶ Multi-unit attached residential in concentrated development, whether for rent (apartments) or ownership (condominiums)
- ▶ Public/institutional uses
- ▶ Parks and public spaces

### Characteristics

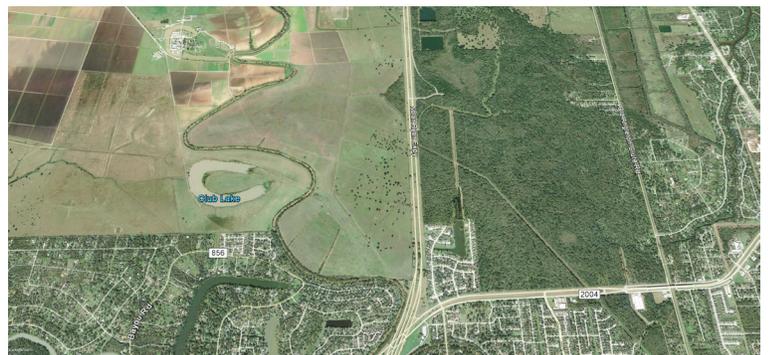
- ▶ Auto-oriented character typically due to the extent of off-street parking needed. However, the auto-oriented appearance can be softened by perimeter and on-site landscaping, minimum spacing between buildings, site

coverage limits, and on-site recreation or open space criteria.

- ▶ Multi-family residential can achieve – and blend in with – a suburban character if such standards and associated buffering requirements are set appropriately within the context of attached residential and/or single-family detached residential uses in the vicinity.
- ▶ May be limited to two or three stories outside of urban character areas, with setbacks and/or buffering also increased near less intensive residential uses for compatibility.
- ▶ May locate near medical facilities, parks and public services, shopping and transit stops if designed primarily for senior residents.

## PLANNED DEVELOPMENT

This designation is for relatively large tracts where the community aspires to see and the private development community has indicated a desire to achieve a master-planned development approach and outcome. As a result, this scale and potential multi-use style of land development is typically vetted and approved through a Planned Unit Development (PUD or PD) procedure as provided for in many municipal zoning ordinances, including in Lake Jackson.



### Development Types

- ▶ Single-family detached dwellings
- ▶ Often some incorporation of small-lot dwellings, patio homes or townhomes to provide a mix of “life-cycle” housing options (and may also include designated senior housing, including an assisted living component)
- ▶ Sometimes a multi-family residential component in designated areas such as at the

development perimeter or within or near a mixed-use “town center” node

- ▶ Sometimes neighborhood centers or other retail/service/office nodes, potentially to the scale of a “town center” or regional-scale retail center that will draw patronage beyond just the development’s residents
- ▶ Public/institutional uses
- ▶ Parks and public spaces, and often with an internal trail and/or greenway system to link neighborhoods and other destinations within the overall development

## Characteristics

- ▶ Typically involves a series of development “pods” with varying lot sizes and densities, home types/styles, and resulting price points.
- ▶ Often reflects quality land planning that preserves and incorporates pre-existing natural features and other unique site elements, and provides a significant amount of permanent open space for recreation, buffering and aesthetic purposes.
- ▶ Given the site scale and level of land planning, often designed to incorporate natural and/or swale drainage, as well as sophisticated storm water retention/detention features that can also add development value as recreational and aesthetic assets.
- ▶ Given the above characteristics, many Planned Developments fall within the suburban portion of the community character spectrum. However, some PDs include a “town center” component with an urban, mixed-use, pedestrian-oriented character, and some PDs range all the way to the estate and even rural end of the character spectrum (e.g., large-lot, equestrian-oriented residential areas).

## SUBURBAN COMMERCIAL

The designation involves commercial developments, whether at a neighborhood or community scale, that stand apart from most auto-oriented contemporary development through reduced site coverage and other design elements that move a site into the suburban range of the community character spectrum relative to sites where “gray” spaces predominate over “green” and open spaces.



## Development Types

- ▶ Range of commercial retail and service uses, at varying scales and intensities depending on the site
- ▶ Office (involving large and/or multi-story buildings or only small-scale office uses depending on the site)
- ▶ Planned development to accommodate custom site designs or mixing of uses in a suburban character setting
- ▶ Public/institutional uses
- ▶ Parks and public spaces

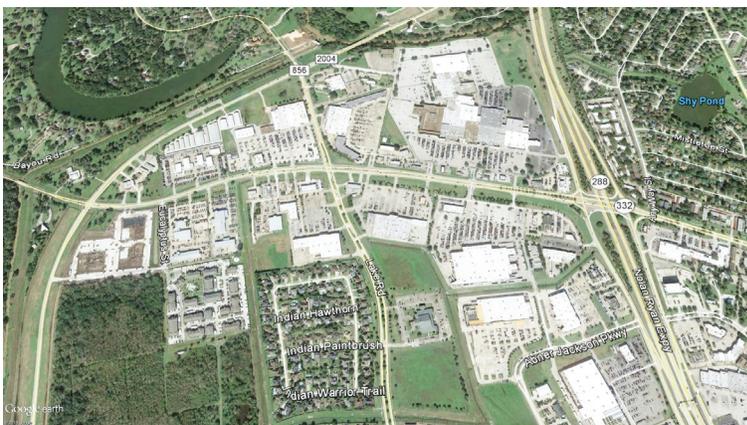
## Characteristics

- ▶ Suburban character primarily from reduced site coverage relative to most auto-oriented commercial development.
- ▶ Especially at key community entries and along high-profile roadway corridors, may also involve other criteria to yield less intensive and more attractive development outcomes relative to auto-oriented areas, including higher standards for landscaping (along street frontages and within parking areas), signs, and building design.
- ▶ May exclude some auto-oriented uses that, by their very nature, cannot achieve a suburban character.
- ▶ Near residential properties and areas, the permitted scale and intensity of non-residential uses should be limited to ensure compatibility (including adequate buffering/screening, criteria for placement and orientation of buildings and parking areas, height limits, and residential-in-appearance architectural standards).

- ▶ More opportunity for natural and/or swale drainage (and storm water retention/absorption) versus concentrated storm water conveyance in auto-oriented areas.

## GENERAL COMMERCIAL

This designation is for properties in commercial retail, office and service uses, primarily along portions of major roadway corridors within the community for high visibility and accessibility, but also in other locations to accommodate neighborhood-focused businesses.



### Development Types

- ▶ “Strip” commercial centers along major roadways, with a range of uses, including those on high-profile “pad” sites along the roadway frontage
- ▶ “Big-box” commercial stores (e.g., grocery, appliances, clothing, etc.)
- ▶ Restaurant chains including various “fast food” and casual dining establishments
- ▶ Automobile service related enterprises (e.g., gas stations, automobile service/repair, car washes)
- ▶ Offices
- ▶ Hotels and motels
- ▶ Mixed-use developments
- ▶ Public/institutional uses
- ▶ Parks and public spaces

### Characteristics

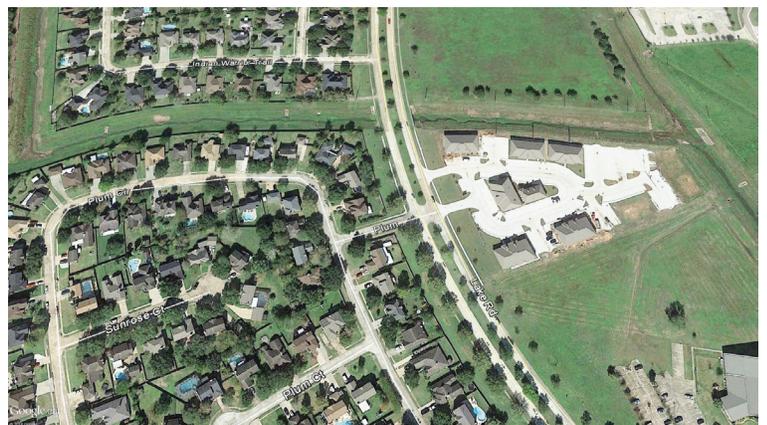
- ▶ Commercial areas with an auto-oriented character that have significant portions of development sites devoted to vehicular access

drives, circulation routes, surface parking, and loading/delivery areas, making pavement the most prominent visual feature. This can be offset by enhanced building design, landscaping, reduced site coverage, well-designed signage, etc.

- ▶ Buildings typically set back toward rear of site to accommodate expansive parking areas in front, closest to passing traffic, resulting in less emphasis on architectural design in many cases.
- ▶ Development desire to maximize signage (number, size) to capitalize on site visibility to passing traffic.
- ▶ Often not conducive for access or on-site circulation by pedestrians or cyclists.

## OFFICE

This designation is often a subset of Suburban Commercial in communities that aim to promote high-quality office development as an economic development magnet or as part of overall efforts to set a high bar for non-residential development. Lake Jackson’s zoning regulations include a district focused on professional office uses (B-1A), and some cities also aim for master-planned, campus-style office developments through a Business Park district.



### Development Types

- ▶ Primarily office uses, which may include a medical or technology/research focus
- ▶ Sometimes includes the potential for light industrial activity related to the office uses (including warehousing/distribution), but well screened and in buildings with enhanced architectural design

- ▶ May include commercial retail uses to serve office workers and visitors, but usually secondary to the primary office focus
- ▶ Public/institutional
- ▶ Parks and public spaces

## Characteristics

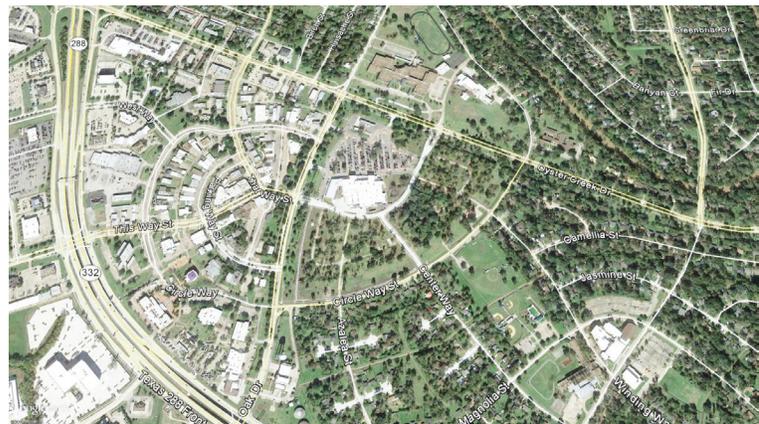
- ▶ Suburban character typically, sometimes in a campus-style setting featuring reduced site coverage and increased open space, together with enhanced building design.
- ▶ Typically a minimum open space ratio of 30 percent where suburban character is desired, which still allows for a sizable cumulative building footprint on larger sites.
- ▶ In business park settings, extensive landscaping of the development perimeter, and special streetscaping and design treatments at entries, key intersections and internal focal points.
- ▶ Development outcomes may also be controlled by private covenants and restrictions that exceed City ordinances and development standards.
- ▶ Intended to create a highly attractive business investment environment.

## DOWNTOWN

This designation, in many cities, involves the most intensively developed area of the community in terms of the greatest coverage of sites with building footprints and the least amount of private development area devoted to off-street parking and landscaping. Instead, most parking is accommodated on-street and/or within public parking areas. This enables most streets and other public spaces to be framed by buildings with zero or minimal front setbacks, creating “architectural enclosure” versus the progressively more open feel in other character areas (auto-oriented, suburban, etc.). All of these elements, along with a mixed-use orientation, make traditional downtowns the most conducive area of a city for pedestrian activity and interaction, with public plazas and pocket parks providing green space amid the urban environment, and a place to gather and host community events.

## Development Types

- ▶ Mixed uses, on single sites and within individual structures



- ▶ Potential for residential space above commercial or office uses
- ▶ Attached residential types (e.g., townhomes, brownstones), and potential for detached residential on small lots in some cases
- ▶ Live/work units
- ▶ Commercial retail and services
- ▶ Office
- ▶ Entertainment uses (e.g., restaurants, pubs, live music venues, theater, cinema, etc.)
- ▶ Potential for parking structures and limited public or commercial surface parking areas in some downtowns
- ▶ Public/institutional uses
- ▶ Parks and public spaces

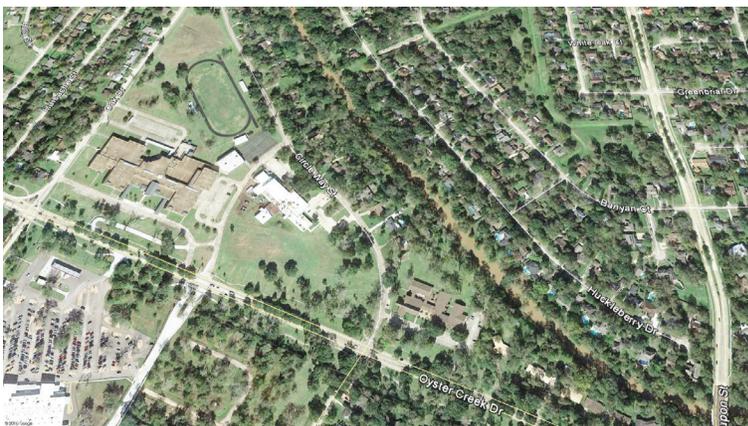
## Characteristics

- ▶ Multi-story structures encouraged in some downtowns to bolster urban character, encourage vertical mixed use, promote retail viability, support transit ridership, etc.
- ▶ Mostly on-street parking and minimal off-street surface parking (until the urban character begins to give way to auto-oriented site design in transition areas around downtowns).
- ▶ Streetscape enhancements in public ways usually emphasized given limited area for private on-site landscaping relative to other character areas.
- ▶ May exclude some auto-oriented uses that, by their very nature, cannot achieve an urban character.
- ▶ Public/institutional uses should be designed to match urban character.

- ▶ Alleys and rear-access garages can reinforce urban character on blocks with attached or detached residential dwellings.
- ▶ Often the only place in a community where structured parking may make sense and be financially viable.

## PUBLIC / INSTITUTIONAL

In communities that include an Institutional district in their local zoning regulations (B-3 zone in Lake Jackson), this designation provides a corresponding category for most non-commercial, non-residential uses as listed below – although some of these uses (e.g., places of worship) may still be permitted within areas designated for other primary land use types. Public/institutional uses should be designed to match the prevailing character of their vicinity, to match the character and quality expectations placed upon private properties and developments.



### Development Types

- ▶ Government offices and other facilities (e.g., community centers, libraries, post offices, etc.)
- ▶ Educational campuses and facilities (public, private and parochial)
- ▶ Places of worship and medical uses in some cases, including large-scale and campus-style instances of these use types.
- ▶ Cultural venues and facilities (e.g., theaters, museums/galleries)
- ▶ Parks and public spaces

## INDUSTRIAL – Light and Heavy

These designations accommodate uses that are intensive in terms of how “light” industrial

and especially “heavy” industrial activities can affect other nearby properties. This can include factors such as noise, vibration, light/glare, odor, truck traffic, and hours of operation, as well as the sheer scale and intensity of some heavy industrial uses. Depending on the standards applied through development regulations, an industrial area can allow for a wide range of uses, from office/warehouse to wholesale, product assembly, and manufacturing. Some communities aim for a more aesthetic business or industrial “park” environment, with specific standards for building arrangement and orientation, building materials and design, extensive landscaping, and especially full screening of loading and outdoor activity/storage areas, if such external activity is even permitted. A campus feel may be further reinforced by private or public streetscape and design enhancements, including special signage at industrial area entries and key intersections, unified lighting design, water features, etc.



### Light Industrial Development Types

- ▶ Warehousing
- ▶ Light manufacturing and/or processing/assembly
- ▶ Business parks
- ▶ Office uses accessory to a primary industrial use
- ▶ Retail sales and services, including heavy commercial uses (e.g., building supply)
- ▶ Public/institutional

### Light Industrial Characteristics

- ▶ Typically auto-oriented character, although master-planned business or industrial park developments may feature more open space

and landscaping, regulated signage, enhanced screening, building design standards, etc.

- ▶ Potential for outdoor activity and storage, which should be screened where visible from public ways and residential areas.
- ▶ May involve significant truck traffic or direct rail service.
- ▶ On-site large-scale moving equipment in some cases.
- ▶ Potential for environmental impacts that may affect the proximity and type of adjacent uses, including particulate emissions, noise, vibrations, smells, etc., plus the risk of fire or explosion depending on the materials handled or processed.
- ▶ Certain intensive publicly-owned uses are best sited within industrial areas (e.g., public works facilities, fleet maintenance, treatment plants, fire training).



## Heavy Industrial Development Types

- ▶ Heavy manufacturing
- ▶ Oil and gas operations
- ▶ Port/shipping activities and water-oriented industrial facilities
- ▶ Office uses accessory to a primary industrial use
- ▶ Public/institutional
- ▶ The sole permissible location for sexually-oriented businesses under some local regulations

## Heavy Industrial Characteristics

- ▶ Outdoor activity and large visible structures and storage facilities, which are difficult to

screen from neighboring properties aside from fencing, landscaping and/or berms along site perimeters.

- ▶ Significant truck traffic, and sometimes direct rail service and/or water access for barges and tanker ships.
- ▶ On-site large scale moving and construction equipment in most cases.
- ▶ Environmental impacts expected that will affect the proximity and type of adjacent uses, including particulate emissions, noise, vibrations, lighting/glare, smells, etc., plus the risk of fire or explosion depending on the materials handled or processed.
- ▶ Often operate "24/7," which also requires adequate separation and buffering from any nearby residential areas.

## SPECIAL USE

This designation is for unique uses and their vicinities that warrant special consideration, either to protect a major community asset or other highly-valued use or to buffer and protect nearby properties from potential adverse effects depending on the nature and operational aspects of the special use.



## Development Types

- ▶ Airport (Texas Gulf Coast Regional Airport)
- ▶ State correctional facility (Wayne Scott Unit, Texas Department of Criminal Justice)
- ▶ Medical center (Brazosport Regional Health System)
- ▶ Tourism attraction (Sea Center Texas, and associated marine hatchery activities)

- ▶ Water and wastewater treatment facilities (City of Lake Jackson, Brazosport Water Authority) especially with outdoor activity and/or storage (Lake Jackson Services Center)
- ▶ Other intensive public works sites and facilities, ▶ Sanitary landfills, active and/or closed sites

### Future Land Use Planning versus Zoning

The side-by-side comparison below highlights the distinct purposes and uses of a Future Land Use map relative to a zoning map.

	Future Land Use Map	Zoning Map
<b>Purpose</b>	Outlook for the future use of land and the character of development in the community.  Macro level – generalized development patterns.	Basis for applying different land use regulations and development standards in different areas of the community (“zones”).  Micro level – site-specific focus.
<b>Use</b>	Guidance for the City’s zoning map and related decisions (zone change requests, variance applications, etc.).  Baseline for monitoring consistency of actions and decisions with the Comprehensive Plan.	Regulating development as it is proposed, or as sites are positioned for the future with appropriate zoning (by the property owner or the City).
<b>Input and Considerations</b>	Existing land use in the City.  The locational aspects of community planning priorities involving economic development, housing, infrastructure, parks and recreation, public facilities, etc.	Comprehensive Plan and Future Land Use map for general guidance.  Zoning decisions that differ substantially from the general development pattern depicted on the Future Land Use map should indicate the need for some map adjustments the next time the Comprehensive Plan is revised.

The City’s development ordinances are among the primary tools for implementing the Comprehensive Plan. The zoning regulations, in particular, play a significant role in establishing and protecting the physical character of the community. These regulations delineate land use districts and the types of uses permitted within them, together with standards for buildings and site improvements. As a result, the zoning regulations, together with the City’s subdivision regulations where applicable, largely direct development outcomes. This is important as it provides a regulatory context in which local land use decisions may be made to foster a prosperous economy, a sustainable environment, and a high quality of life for residents.

Although the Comprehensive Plan and associated Future Land Use and Character map provide only general planning guidance, their role is especially relevant since it can lead to rewrites and updates of the zoning regulations and district map. It is only through the official zoning map and the ongoing zoning administration process that binding, legally enforceable decisions are made about property uses and compatibility on a case-by-case basis. Adoption of this Comprehensive Plan, including the Future Land Use and Character map, does not mean that the City’s zoning approach or mapping will automatically change. Instead, the Future Land Use and Character map provides a tool for ongoing evaluation of how land uses in certain parts of the community may evolve over time while some areas (e.g., established, stable neighborhoods) are likely to stay much as they are over the long term.

## Criteria for Proposed Amendments to the Future Land Use Map

Along with procedures for monitoring and periodically updating the Comprehensive Plan, another specific issue involves consideration of proposed amendments to the adopted Future Land Use and Character map. A first consideration is whether a map amendment is necessary immediately, such as in conjunction with a particular rezoning request? Or, can a potential adjustment to the Future Land Use and Character map wait so that it may be examined more holistically, along with any other map changes under consideration, through the next interim review and update of the entire Comprehensive Plan?

The items below should be reviewed and addressed, especially by the Planning Commission, when a Future Land Use and Character map adjustment is proposed:

- ▶ **Scope of Amendment:** Is the proposed map change limited to one or a few parcels or would it affect a much larger area?
- ▶ **Change in Circumstances:** What specific conditions have changed sufficiently to render the current map designation(s) inappropriate or out-of-date (e.g., city's population size and/or characteristics, area character and building form, property/structure conditions, infrastructure or public services, market factors including need for more land in a particular designation, etc.)?
- ▶ **Consistency with Other Plans:** In addition to the Comprehensive Plan, is the proposed map change consistent with the intent and policy direction of any other applicable plans (utility infrastructure or drainage plans, Parks and Open Space Master Plan, etc.)?
- ▶ **Adequate Information:** Do City staff, the Planning Commission, and/or City Council have enough and appropriate information to move ahead with a decision (e.g., utility capacity, potential traffic impacts, other public service implications, resident/stakeholder concerns and input)?
- ▶ **Stakeholder Input:** What points, concerns and insights have been raised by area residents, property owners, business owners, or others?

## LAND USE AND DEVELOPMENT TOOLS

This area of community planning is where Lake Jackson is least in need of partners given the extensive authority and proven tools municipalities have to guide and set standards for land use and development. This flows from the "police power" which cities are granted under state law to safeguard the health and safety of their residents and community as stated in the initial Purpose statement of Texas Local Government Code Chapter 211, Municipal Zoning Authority:

Sec. 211.001. PURPOSE. The powers granted under this subchapter are for the purpose of promoting the *public health, safety, morals, or general welfare* and protecting and preserving places and areas of historical, cultural, or architectural importance and significance.

And in an initial section of Chapter 212, Municipal Regulation of Subdivisions and Property Development:

Sec. 212.002. RULES. After a public hearing on the matter, the governing body of a municipality may adopt rules governing plats and subdivisions of land within the municipality's jurisdiction to promote the *health, safety, morals, or general welfare* of the municipality and the safe, orderly, and healthful development of the municipality.

The City of Lake Jackson acts on this authority through its local development regulations, which include the following elements of the City Charter and City Code of Ordinances:

- ▶ City Charter Section 3.07 regarding the powers of City Council.
- ▶ City Charter Article 8 regarding municipal planning and zoning, including related City boards and commissions.
- ▶ City Code Chapter 2, Article IV, Division 6, regarding a Joint Airport Zoning Board (in coordination with Brazoria County and the City of Angleton).

- ▶ City Code Chapter 12 regarding annexations and disannexations.
- ▶ City Code Chapter 14 regarding buildings and building regulations.
- ▶ City Code Chapter 18 regarding businesses, including provisions for sexually oriented businesses, sidewalk cafes, and outdoor lighting.
- ▶ City Code Chapter 38 regarding environmental considerations, including nuisances, mining activity, and stormwater management.
- ▶ City Code Chapter 46 regarding flood damage prevention.
- ▶ City Code Chapter 58 regarding manufactured homes and trailers.
- ▶ City Code Chapter 78 regarding signs.
- ▶ City Code Chapter 86 which includes provisions for streets, sidewalks and driveways.
- ▶ City Code Chapter 90 regarding regulation of subdivision activity and platting.
- ▶ City Code Chapter 95 which includes provisions for telecommunications towers and facilities.
- ▶ City Code Chapter 110 which contains the City's zoning regulations.

In recent years, many cities in Texas and across the country have migrated toward Unified Development Ordinances or Codes (UDOs, UDCs) to achieve a better coordinated set of development-related regulations, standards and procedures. A UDC typically yields the following benefits:

- ▶ Consolidates all development-related regulations into one document (e.g., subdivision, zoning, site plan, development and design standards, signs, landscaping, lighting, parking and loading, parkland dedication, streets and utilities, circulation and access management, storm water and floodplain management, nonconformities, etc.). This helps to ensure consistency among the different components and promotes more holistic consideration of subdivision, zoning and site plan requirements and standards by both applicants and the City.
- ▶ Makes the regulatory specifics easier to navigate and comprehend (i.e., more "user friendly") for the development, real estate and consultant communities versus dispersed and uncoordinated provisions within an overall municipal code. A single consolidated index and better cross-referencing across code sections helps to ensure that all relevant provisions are taken into account pertaining to any particular development issue or proposal.
- ▶ Condenses into one code section all administrative procedures and considerations, helping to streamline and make clearer the roles and responsibilities of each official and decision-making body. This is especially helpful to identify "crossovers" in the review and approval process between subdivision and zoning reviews, for example.
- ▶ Offers a consolidated list of definitions, which helps to prevent inconsistencies and questions of interpretation between codes.
- ▶ Greatly improves the City's ability to track the total development process because various components are organized and coordinated in a logical, sequential order.
- ▶ Itemizes all development-related fees in one place so applicants are well informed of process costs.
- ▶ Streamlines the process for future code amendments and enhancements.

In reality, despite the earlier statement above, land use and development involve a true partnership between cities and the private development community (property owners, developers, land planners and designers, civil and traffic engineers, etc.). So much of our communities are designed and built by private interests and actors, who rely upon clear parameters and standards from the public sector to ensure that they can meet community expectations within a review and approval framework that yields profitable and mutually beneficial development outcomes. To the extent that a UDC can increase clarity, ease communication and expedite the process, both the development applicant and the community stand to gain.



# Mobility

## Lake Jackson Texas

Among the top concerns of Lake Jackson residents, when the Comprehensive Master Plan process began, was their perception of increasing traffic in and through their community – and the implications of further economic development activity in the area. Statistics cited in this section confirm a notable uptick in traffic volumes on major area roadways in recent years, attributable to major industrial construction projects in Brazosport, associated morning and afternoon commuter traffic on SH 288, construction of the new Dow Texas Innovation Center in the heart of the city near Downtown, and other commercial and multi-family residential development in Lake Jackson and vicinity.

To some extent, these daily traffic flows through and in/out of Lake Jackson reflect its role as a hub city within the Brazosport area, generating driving trips by residents and visitors for shopping, services, education, medical care, and recreation and leisure activities, among other destinations. The SH 288 corridor links Lake Jackson and Brazosport to the Houston metropolitan area to the north and to nearby coastal communities, major industrial sites, and the Port of Freeport to the south. State Highway 332 also provides access to coastal destinations and beaches. To the west of Lake Jackson at Brazoria, SH 332 connects to SH 36, which provides a northwesterly route to Rosenberg at US 59, Sealy at IH 10, and Brenham at US 290. Additionally, FM 2004 provides a northeasterly connection to SH 6 and IH 45 in the vicinity of Texas City, La Marque and Galveston.

The Mobility section focuses on current, near-term and long-range transportation needs and priorities in and around Lake Jackson. Many of these are inward focused, involving essential thoroughfare system upgrades, ongoing neighborhood and Downtown street rehabilitation, and techniques for enhancing traffic flows on long-established roadways within the city. Others look to the community’s projected growth areas and the new and extended street networks they will require. An overarching concern involves safety and ways to better enable non-vehicular circulation for those on foot and biking. Finally, public transportation services provide another mobility option, especially for those without a personal vehicle or with special transportation needs.

### Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ **Mobility**
- ▶ Growth Capacity and Management
- ▶ Economic Development
- ▶ Recreation and Amenities

## BY THE NUMBERS

### 59.4%

**The increase in annual average daily traffic (AADT), from 2010 to 2014, on SH 288 just south of SH 332/Oyster Creek Drive.** The AADT figure at this location increased from 29,000 in 2010 to 46,214 in 2014. The highest-volume location on SH 288 is just south of Oak Drive, where the AADT was nearly 49,000 vehicles in 2014. This was a 57.6 percent increase from 2010, when the AADT figure was 31,000. Meanwhile, even away from Lake

## Other Transportation Modes

In addition to the area street and highway network which accommodates vehicular travel, other means of transportation, especially for moving goods and materials in and through the area, include:

- ▶ The **Union Pacific Railroad**, which operates the lone rail line in the area that runs along the east side of Lake Jackson adjacent to Old Angleton Road.
- ▶ The **Port of Freeport**, which is considered the most accessible port serving the Gulf Coast as it is only 1.3 miles from deep water. The Port offers 400-foot wide channels and a 1,200-foot wide turning basin, along with 36 feet of depth at its public facilities.
- ▶ The **Brazoria County Airport**, also known as Texas Gulf Coast Regional airport, which is a general aviation facility that was constructed on the north side of Lake Jackson starting in 1979 and serves as a reliever to the region's major airports in Houston.
- ▶ Local **sidewalk systems and hike-and-bike trails**, which serve both recreational and mobility needs, especially where they provide convenient links from neighborhoods to schools, parks, shopping and public facilities. The City of Lake Jackson currently maintains eight trails for walking, jogging and biking, although some are oriented more toward recreation (i.e., at or around a particular park site) than mobility.

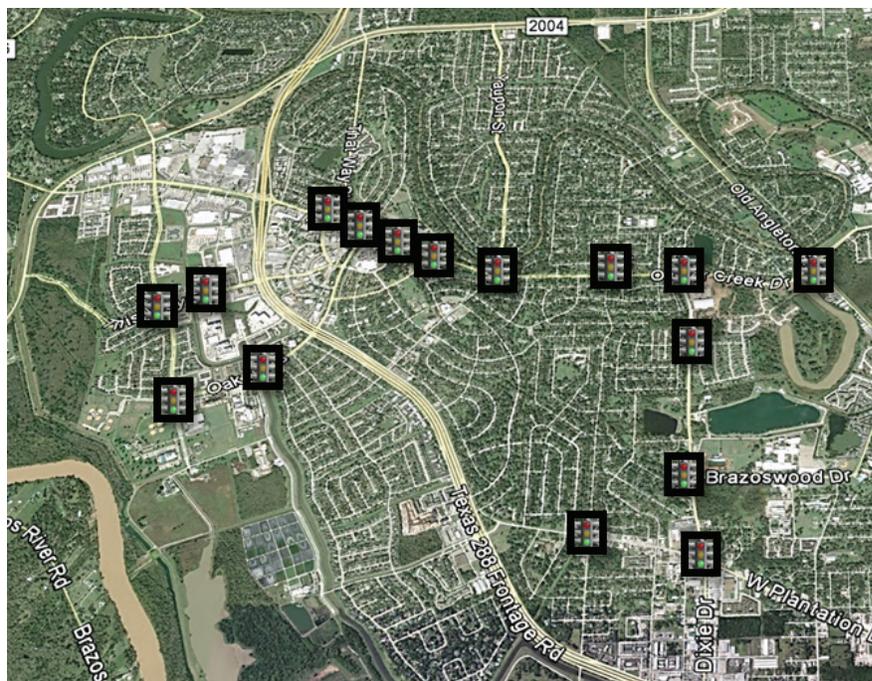
Jackson's major freeway corridor, the AADT increase on SH 332, just east of the FM 2004 intersection, was 28 percent during the same five-year timeframe (from 10,900 to 14,002 vehicles).

SOURCE: Texas Department of Transportation

### 16

**The number of traffic signals which the City maintains while the Texas Department of Transportation is responsible for all others within Lake Jackson.** Half of the City-maintained signals (shown as signal icons on the accompanying illustration) are along Oyster Creek Drive east of SH 288 and only four are west of SH 288. Three signal locations are along Dixie Drive, including the signal at the key intersection of Dixie and Plantation Drives.

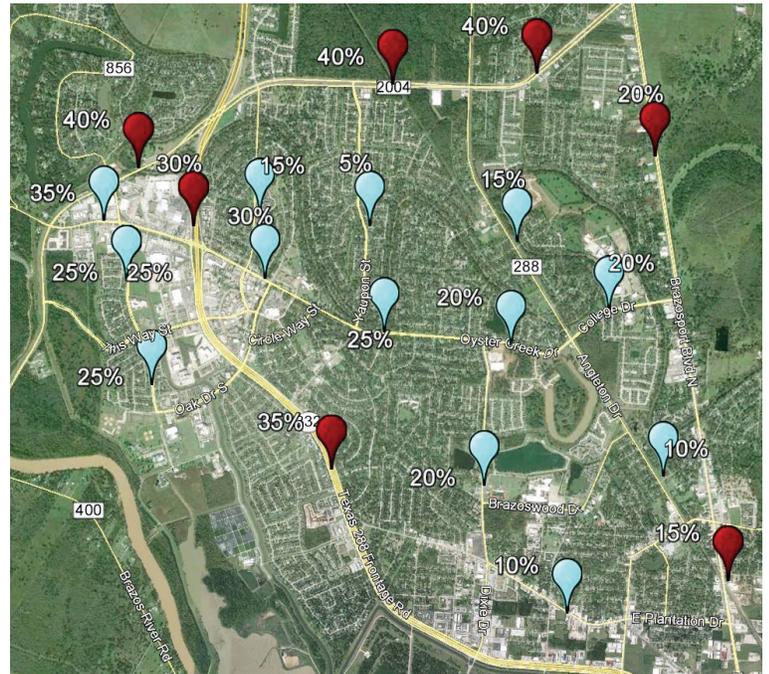
SOURCE: LJA Engineering, Inc.



## 116,200

The projected number of additional daily vehicle trips that would be generated by the types and amounts of land development depicted on the Future Land Use and Character map in this Comprehensive Master Plan. This figure includes projected new vehicle trips generated each day by the potential Alden master-planned development (43,500 vehicles per day); by potential development in northeast Lake Jackson, including future phases of Northwood (69,200 VPD); and by potential light industrial development in the airport vicinity (3,500 VPD). The accompanying illustration shows the projected percentage increase in daily traffic at various locations based on this assumed future development.

SOURCE: LJA Engineering, Inc.



### Major Accomplishments

In reflecting on recent major accomplishments involving mobility, Lake Jackson leaders and residents cited these key items:

- ▶ SH 288 upgrade to freeway.
- ▶ SH 332 expansion.
- ▶ FM 2004 expansion.
- ▶ Improved highways for hurricane evacuation.
- ▶ Public transportation.

## KEY ISSUES AND CONSIDERATIONS

The following key issues and considerations related to Mobility were identified through the comprehensive planning process. These essential items should be kept in mind as associated strategic action priorities are pursued in the coming years, within the context of related guiding principles and goals for mobility as outlined later in this section.

- ▶ Extension of and upgrades to the thoroughfare network in key locations.
- ▶ Traffic outlook for Oyster Creek Drive/SH 332 across the city given the new east side

H-E-B development (and Kroger-anchored development in Clute) plus other existing and new destinations and traffic generators (e.g., Dow Texas Innovation Center along SH 288, west-side retail, Downtown, Intermediate School, Brazosport College, etc.).

- ▶ Local neighborhood street conditions and maintenance.
- ▶ Greater opportunity for safe and convenient bicycle/pedestrian circulation to both routine and high-profile destinations in the city (e.g., Downtown, schools and public facilities, shopping areas, major parks, Brazosport College, etc.).
- ▶ Effective and reliable public transit services, especially for transit-dependent populations.

## FRAMEWORK FOR ACTION

The Mobility framework for action is organized in three tiers: (1) Guiding Principles, (2) Goals, and (3) Strategic Action Priorities. These topics are intended to mesh with and support the other aspects of this Comprehensive Plan. The Strategic Action Priorities convey tangible actions that will,

## Traffic Congestion Locations

While Lake Jackson has limited traffic flow issues relative to larger cities, discussions with City Public Works personnel identified the following roadway segments as currently experiencing “congested” traffic at times:

- ▶ SH 332 west between FM 2004 and SH 288.
- ▶ Oyster Creek Drive between SH 288 and Old Angleton Road.
- ▶ Oak Drive between Medical Drive and Oyster Creek Drive.
- ▶ Lake Road between FM 2004 and SH 332.

in the long run, lead to achievement of the Goals in line with the Guiding Principles.

## Guiding Principles

The Comprehensive Plan includes a set of six overall guiding principles, several of which relate to mobility:

**GP1:** Lake Jackson will be better **CONNECTED** through further roadway network extensions, an enhanced hike-and-bike trail system, improved public transit, a wide array of recreational and leisure offerings that bring residents together, and volunteer and service opportunities for long-time citizens and newcomers alike.

**GP5:** Lake Jackson will be **WELL-MANAGED** through effective long-range and strategic planning, prudent management and allocation of public resources, attention to maintenance and rehabilitation of older streets/infrastructure, and ongoing citizen engagement for setting and accomplishing community priorities.

Other guiding principles specifically for the Mobility topic area include:

*Lake Jackson will make all transportation decisions within a broad policy context that considers visual, environmental, economic, and social objectives rather than solely as responses to existing and projected traffic.*

*Lake Jackson will protect existing and future residential areas from through traffic that creates safety, noise, and pollution problems.*

*Lake Jackson will aim to manage its local traffic in a way that redirects and disperses trips to alternate routes and areas that can accommodate additional traffic flow without being unreasonably disrupted or degraded.*

*Lake Jackson will aim to develop future areas of the city in patterns and densities that make provision of frequent local transit service more viable.*

*Lake Jackson will recognize its functional and economic interrelatedness with other areas of the Brazosport region and the Houston metropolitan area and will work with these communities to promote balanced automobile and transit linkages.*

## Goals

1. A land use pattern that reduces the dependency on the private automobile for work, shopping, recreation, and other trip purposes.
2. Greater opportunities for residents to work within the community so as to reduce the length and travel time of work trips.
3. A design for the city that enables and encourages walking and biking as a means of travel for many trip purposes.
4. Existing and future areas of the city linked by an integrated system of footpaths and bikeways that connect neighborhoods, commercial areas, schools, parks, and other major community-serving destinations.
5. Redesigned and re-landscaped streets and parking areas across all of Downtown so as to correct vehicular and pedestrian circulation problems and encourage reinvestment and revitalization by improvement of the functioning and appearance of the area.



SOURCE: City of Lake Jackson

## Strategic Action Priorities

- ▶ Ongoing funding commitment to priority thoroughfare system upgrades, as well as phased rehabilitation of local neighborhood streets and Downtown streets and parking areas.
- ▶ Effective thoroughfare and street network planning for Lake Jackson’s prime growth areas, especially near and to the west of the SH 288 corridor north of the city.
- ▶ Measures to enhance bicycle/pedestrian safety in areas with the greatest such activity now or in the future, along with consideration of non-vehicular circulation opportunities as part of periodic master plan updates for hike-bike facilities and parks.
- ▶ Use of Transportation System Management (TSM) strategies to protect past investments in the traffic-carrying capacity of roadways where widening is not a feasible solution to resolve congestion and safety issues.

## MOBILITY TOOLS

Along with funding opportunities through regional, state and federal sources, and mobility projects directly implemented by other entities, municipalities and their constituents ultimately must look to their own financial resources and capabilities to accomplish needed improvements.

### Local Debt Mechanisms

Cities can generate funds for roadway and other capital improvements through two forms of debt, General Obligation bonds and certificates of obligation (COs). Issuing bonds to fund City improvements largely depends on a favorable bond rating and low interest rates, as well as the support of local voters through bond referenda, while COs do not require voter approval. The City of Lake Jackson has a long history of successful voter-supported bond programs that enabled the phased funding and completion of various mobility (and other) improvements over a multi-year timeframe, for both vehicular and pedestrian/bicycle circulation.

Just prior to adoption of this new Comprehensive Master Plan, voters approved three mobility-related propositions in a May 2016 City bond election that, together, will generate \$5.6 million

## Traffic Flow Solutions

As part of conducting a general assessment of current and projected area traffic conditions in support of this Comprehensive Master Plan, the consultant team identified the following strategies to pursue through more detailed and site-specific planning:

- ▶ Preparing traffic impact analyses for all major proposed new developments to evaluate their impacts on the surrounding street network and potential mitigation measures.
- ▶ Considering further widening of SH 332 between SH 288 and FM 2004 given expected ongoing growth in traffic volumes.
- ▶ Given expected traffic increases in other areas – but on roadways where widening would likely be difficult and/or controversial – consider Transportation System Management (TSM) measures as described elsewhere in this section (e.g., intersection and turn lane improvements, traffic signal upgrades and timing, etc.), including for:

**Oyster Creek Drive** between SH 288 and Brazosport Boulevard (Business SH 288).

**Lake Road** corridor.

**Plantation Drive** corridor.

**Medical Drive** intersection with Plantation Drive.

Additionally, key future roadway extensions discussed through the Master Plan process include:

- ▶ **Yaupon Street** (northern extension from FM 2004 to a new SH 288 interchange).
- ▶ **Deerwood Drive** (also a northern extension, parallel to SH 288, with future phases of the Northwood subdivision).
- ▶ **County Road 220** (in conjunction with Brazoria County, southward extension and upgrades between Texas Gulf Coast Regional airport and SH 288, given expected airport-related economic development).

worth of improvements. Along with a significant proposition for \$9.9 million to be devoted entirely to ongoing Downtown street enhancements, voters endorsed a Residential Streets proposition that will provide \$3.8 million to replace 5,570 linear feet of pavement, sidewalks and water and sanitary sewer lines in the Woodland Park subdivision south of Downtown (including all or

## Transportation System Management (TSM)

A Transportation System Management (TSM) approach emphasizes efficient and safe use of existing roadway capacity when added capacity projects are unlikely to happen in the near future, or ever, due to physical or fiscal constraints. A menu of typical TSM measures that should be considered for key roadway corridors, where appropriate, includes:

- ▶ **Intersection improvements** to increase traffic capacity, including added turn lanes, turn lane length, and the consideration of traffic circles and roundabouts where appropriate.
- ▶ **Access management** involving raised median installation, driveway retrofits, cross-access requirements between adjacent developments, etc.
- ▶ **Acceleration/deceleration lanes** added at major site access points, where feasible.
- ▶ **“Pull-outs” at transit stops** to remove stopped buses from the travel lanes.
- ▶ **Traffic signal upgrades** and investment in “Intelligent Transportation System” (ITS) technologies.
- ▶ **Rapid incident response** to remove stalled vehicles from roadway main lanes, expedite clean-up, and restore normal traffic flow after collisions.

portions of Bois D Arc, Hickory, Lotus, Oleander and South Yaupon streets). Another \$1.0 million in bond proceeds will fund construction of a second bridge over the canal near where Plantation Drive intersects with Medical Drive, enabling completion of two new westbound lanes on Plantation Drive (which were already being constructed by the developer of the nearby Plantation Park Apartments). A third successful proposition, for \$500,000, will pay for installation of a traffic signal and right turn lanes at the Oak Drive / Circle Way intersection near City Hall.

## Annual City Budget

While periodic bond programs provide funding for “big ticket” improvements, the City’s annual operating budget funds ongoing and more routine repair and maintenance activities. For example, the City’s most recent adopted budget for Fiscal Year 2015-16 highlights prior year accomplishments involving traffic signal upgrades, street repairs, added traffic lanes on

Medical Drive, and pedestrian-related equipment installed at various intersections. The current-year budget funds similar activities, along with ongoing street surface maintenance and replacement of damaged sidewalks.

The City’s Street Department leads these preventive maintenance efforts, including making repairs which are too small to contract. Along with installing and maintaining traffic signal equipment at 16 local intersections, the Department also is responsible for 41 flashing school zone lights and 74 crosswalk lights, including associated street signs, markings, and signals. The overall Street budget was set at \$1.13 million for FY2015-16 relative to approximately \$950,000 two years earlier.

The annual City budget also reflects ongoing initiatives and capital projects made possible by funds that are still flowing from previous successful bond elections (e.g., the 2010 and 2013 Infrastructure Bond Construction Funds).

## Traffic Impact Analysis Provisions

Lake Jackson should ensure that it has adequate ordinance provisions to enable the City to require a traffic impact analysis (TIA) study if projected traffic from a particular development site would exceed a certain established traffic generation threshold or other specified development conditions (e.g., square feet of non-residential development, number of residential lots or units, etc.). Such situations could require submission of a study as part of the official acceptance of an application for subdivision, site development, a change in zoning classification, or planned development. The TIA helps to quantify the altered traffic conditions and justify mitigation steps that may be required.

TIAs are commonplace in many Texas and U.S. communities. They are used to help evaluate if the scale of development is appropriate for a particular site and what mitigation steps may be necessary, on and/or off the site, to ensure safe and efficient access and maintain traffic flow on affected public roadways and at nearby intersections. In some cases, a city may choose to conduct such a study itself or share the study cost with the applicant. Any TIA provisions should be very clear in spelling out the specific thresholds when such an analysis will be required

and the study expectations, including evaluation of potential mitigation measures. The scope and complexity of TIAs varies depending on the type and size of the proposed development, but most are brief and quickly conducted and submitted. In practice, mitigation measures are often a shared effort between the developer and the public agency.

Cities and county and state governments plan for phased widening and improvement of primary roadways over time to accommodate economic development and increased traffic volume. However, they cannot anticipate how a certain development at a particular location may impact traffic flow and safety along a given roadway segment or at a nearby intersection. TIAs are essential for significant new development and redevelopment projects as this information helps to clarify when an adverse impact is isolated to a particular site and its newly-generated traffic. Even if it is City policy to encourage economic development by not placing the entire burden of mitigation on individual private projects – especially significant off-site and intersection improvements – the TIA will highlight impacts that need to be addressed immediately or near term to avoid localized congestion and/or unsafe traffic conditions.

As discussed in the Economic Development section of this plan, 380 agreements with private developers provide another means for accomplishing necessary public street and utility infrastructure improvements in conjunction with specific land development projects. The recent H-E-B development along Oak and Oyster Creek drives is a local example of utilizing a 380 agreement for new segments of Center Way.

## MOBILITY PARTNERS

Perhaps in more than any area of urban planning, transportation involves coordinated efforts and funding streams between different levels of government. Pertaining to Lake Jackson and the Brazosport area, this includes:

### Texas Department of Transportation

The Texas Department of Transportation (TxDOT) is the state's lead agency for overseeing the construction and maintenance of the state highway system, with additional responsibilities involving aviation, rail and public transportation. Lake Jackson is within TxDOT's Houston District,

### Defining Roadway Types

The City's subdivision regulations, in City Code Chapter 90, include definitions for three primary street types (minor, collector and arterial) at Section 90-1, with related standards for each specified at Section 90-61. Functional street classifications are based on the characteristics of a road and its relationship with other roads in the area. Generally, the highest-level class (arterial) focuses on providing paths between origins and destinations. The lowest level functional class (minor) focuses on providing property access. The Lake Jackson definitions and standards are:

- ▶ **Arterial street** means a principal traffic artery, more or less continuous across the city, which connects remote parts of the city, and constitutes a through traffic facility that services to channel traffic through or out of the city. Arterial streets shall have a minimum right-of-way width of 100 feet and a minimum paving width of 48 feet.
- ▶ **Collector street** means a street that collects traffic or that will carry traffic from minor streets to arterial streets by serving as a gathering traffic facility providing the residents on minor streets a means of reaching arterial streets or other areas in the city. Collector streets shall have a minimum right-of-way width of 70 feet and a minimum paving width of 36 feet.
- ▶ **Minor street** means a street that is intended primarily to serve traffic within a neighborhood or limited residential district and which is not necessarily continuous through several residential districts. Minor streets shall have a minimum right-of-way of 60 feet and 27 feet of paving.

Subsection 90-61(b)(4) specifies that "Greater width right-of-way and paving may be required by the city council upon the recommendation of the traffic commission and planning commission or the city staff."

which plans, designs, builds, operates and maintains the state transportation system in Brazoria County plus Fort Bend, Galveston, Harris, Montgomery and Waller counties. The agency interacts with all levels of government regarding funding and project implementation, as well as the necessary planning to set the stage for specific improvements.

TxDOT has developed a Local Government Projects Toolkit to help cities and others better navigate Federal Highway Administration procedures and rules for roadway projects developed and managed by local governments that include federal or state funding provided by TxDOT (usually in the form of reimbursements for eligible project costs). The associated website at the time of this Master Plan was <http://www.txdot.gov/government/processes-procedures/lgp-toolkit.html>. A related webpage details each step of the Project Development Process for local government projects (<http://www.txdot.gov/government/processes-procedures/lgp-toolkit/process.html>), including:

- ▶ Project Initiation
- ▶ Preliminary Engineering and Design
- ▶ Environmental Compliance
- ▶ Right of Way and Utilities
- ▶ Plans, Specifications and Estimate Development
- ▶ Letting and Award
- ▶ Construction
- ▶ Project Closeout and Maintenance



SOURCE: Texas Department of Transportation

## Houston-Galveston Area Council

Along with serving as the state-designated regional planning agency for a 13-county region, including Brazoria County, the Houston-Galveston

Area Council (H-GAC) also serves as the federally-designated Metropolitan Planning Organization (MPO) for transportation planning in the eight-county Houston-Galveston area. A 28-member Transportation Policy Council (TPC) approves a long-range Regional Transportation Plan (RTP) and a near-term Transportation Improvement Program (TIP). During 2016, the TPC chairman was the Brazoria County Judge.

The TPC adopted a 2040 RTP in January 2015. Federal regulations require that RTPs have at least a 20-year planning horizon, and the H-GAC RTP looks ahead 25 years. The RTP identifies future transportation needs and the roadway, mass transit, bicycle/pedestrian and other transportation projects that will best meet those needs. The plan also establishes future transportation goals, policy, projects and programs that meet federal air quality standards and are affordable based on transportation revenue projections.

Once a new RTP is adopted, H-GAC's project selection process screens and determines which transportation projects actually move forward. When a city, county or other public agency wants to use federal or state dollars for a transportation project or program in the region, the project/program must first be submitted, selected and included in the RTP before it can be built. The TIP allocates a defined amount of federal funding to specific transportation projects over the next four years. Projects selected for the TIP are priorities for the region in all surface transportation areas including roadway and highways, transit, bicycle and pedestrian, preventative maintenance, rehabilitation and transportation operations. New projects are added to the TIP on a periodic basis, and H-GAC conducts a Call for Projects approximately every two years. At the time of this Master Plan, H-GAC had a webpage devoted to project development resources: <http://www.h-gac.com/taq/tip/tip-project-resources.aspx>.

## Brazoria County

As is the county government model in Texas, Brazoria County's elected Commissioners exercise substantial oversight over road and bridge projects within their respective precincts. Lake Jackson is mostly within Brazoria County Precinct 1, which encompasses portions of the county along and near the Gulf of Mexico. Some areas generally

on the north and west sides of Lake Jackson fall within Precinct 4.

The Brazoria County Engineering Department provides professional and technical support and is also responsible for:

- ▶ Managing the County's Road and Bridge Department.
- ▶ Regulating subdivisions (including street layouts and connections) in unincorporated areas.
- ▶ Issuing permits for driveways and for use of rights of way.
- ▶ Managing capital projects involving roads, bridges and drainage (through a five-year Capital Improvement Plan and an Annual Road Plan).
- ▶ Coordinating with other government and regulating entities.

Additionally, the County's Emergency Management Department focuses on hurricane preparedness and evacuation assistance, which is a critical element of transportation planning in Brazoria County and the Brazosport area.

Brazoria County also owns and operates Texas Gulf Coast Regional Airport, the site of which was selected in 1976, leading to construction in 1979-1981. The airport currently includes 635 acres and offers a 7,000-foot concrete runway (completed in Summer 2010) for general aviation (e.g., business jets and turboprops) and private and corporate users. The airport is open to the public "24/7" year-round. The airport includes a flight school, café, charter services and aircraft rental, as well as other ground and local transportation services.

An Airport Master Plan in 2010 was intended to provide "a blueprint for the airport to grow with the surrounding communities and the greater Houston area." Forecasts for the plan indicated that:

- ▶ Annual operations could grow from just under 78,000 in 2008 to 45,000 by 2029;
- ▶ Enplanements could increase from nearly 8,900 to 17,420 by 2029; and
- ▶ Total based aircraft could go from 97 to 150 by 2029.

The 2010 plan included a 20-year, \$34.1 million capital improvements program that, among other items, called for:

- ▶ Extending City of Lake Jackson water and wastewater service to the airport to facilitate economic development.
- ▶ Acquiring approximately 332 acres from the Texas Department of Criminal Justice.
- ▶ Extending a taxiway into the adjacent 146-acre Foreign Trade Zone to support aviation-related business development opportunities.
- ▶ Acquiring approximately seven acres north of the airport and another 22 acres to the south that fall under the airport's runway protection zones.

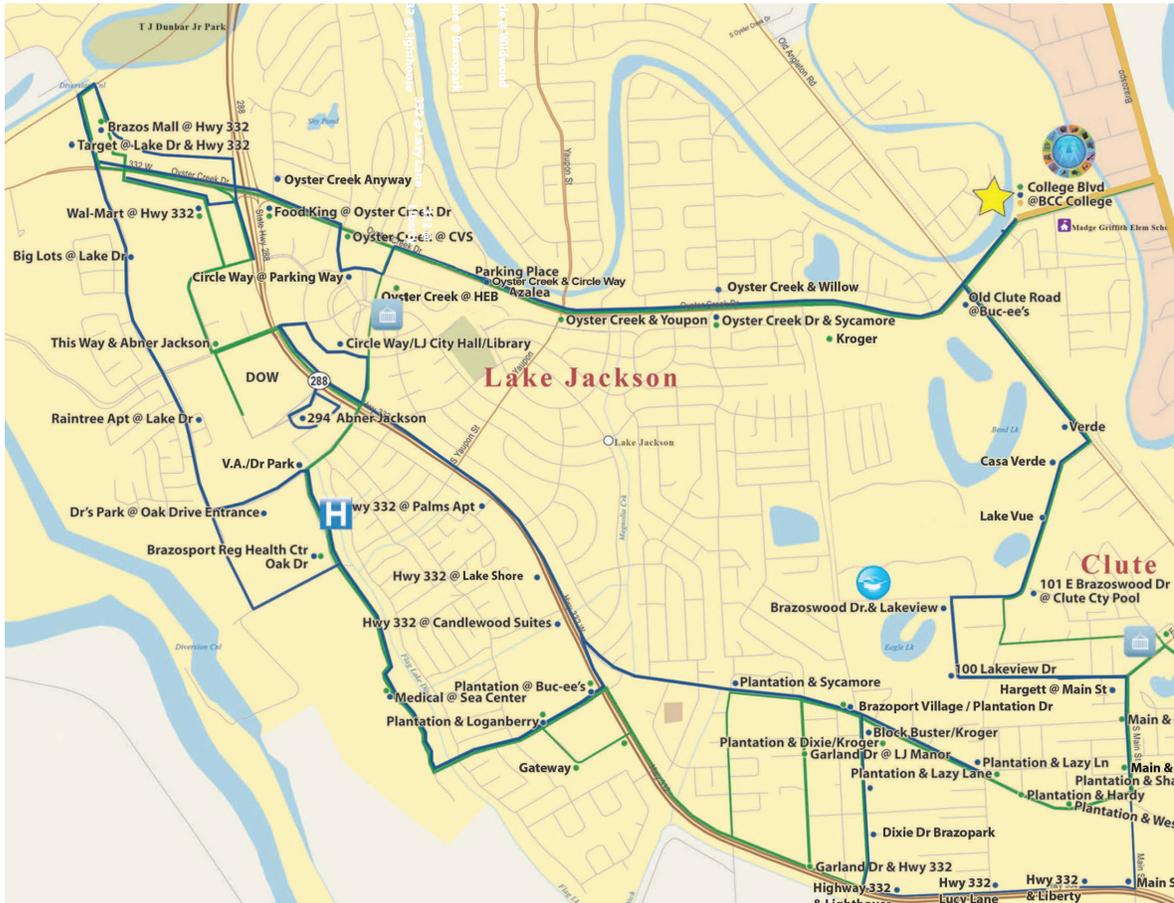
The airport submits an updated list of priority projects to the TxDOT Aviation Division each year. The 2010 Master Plan indicated that approximately \$21.2 million of the \$34.1 million capital plan would be eligible for federal funding.



SOURCE: Southern Brazoria County Transit

## Southern Brazoria County Transit

A partnership between the cities of Lake Jackson, Angleton, Clute, and Freeport; Brazosport College; and other area stakeholders led to implementation of a regional transit service operated by Connect Transit/Gulf Coast Center. The service is especially intended for persons with limited transportation options and other individuals who wish to use alternate transportation, providing access to employment, schools, shopping, county services, medical services and recreational destinations. The service is primarily funded with federal transportation grant dollars allotted to the area for this purpose.



SOURCE: Southern Brazoria County Transit

Service is available on five color-coded fixed routes, including three that involve Lake Jackson: the Regional Route (gold), Brazosport Route (green), and Lake Jackson / Clute Circulator (blue), along with circulator routes in Angleton and Freeport. One of three transfer centers is located at Brazosport College, and some high-volume locations include bus shelters, benches and information kiosks. The accompanying illustration shows a clip for the Lake Jackson area from the overall route map. At the time of this Master Plan, more details on the transit service, routes and fares was available online at: <http://gulfoastcenter.org/services/connect-transportation/>, including a \$1.00 per ride rate for adults and 50 cents for seniors, students age 5-17 and persons with disabilities.

Through its General Capital Projects budget for Fiscal Year 2015-16, the City continued its annual payment of \$50,000 in support of the regional

transit service. The budget cites this expenditure as consistent with the Enhance Quality of Life portion of the City's annual Strategic Plan for 2015-2018, which calls out public transportation as a related objective.

## Brazosport Independent School District (BISD)

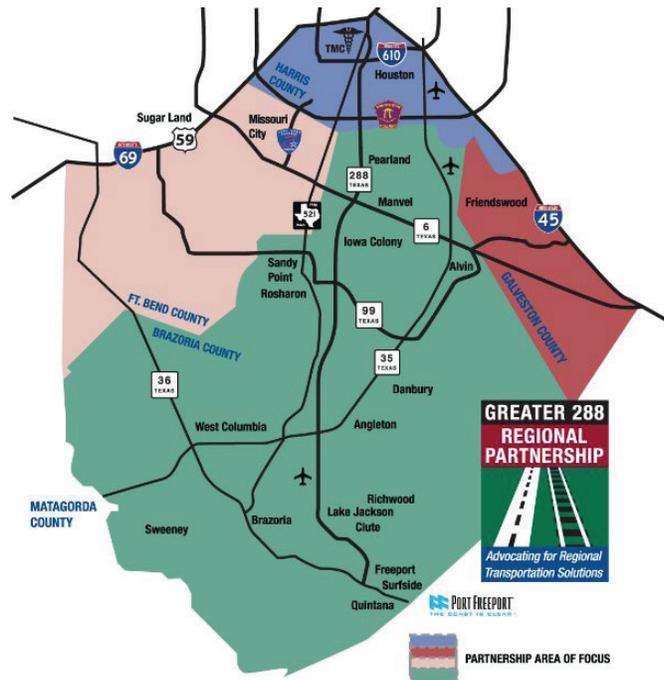
The City should continue its coordination with BISD's Transportation Services Department to:

- ▶ Monitor and manage bus traffic and the vehicle queuing associated with peak-hour drop-off and pick-up activity at school campuses;
- ▶ Ensure the safety of students and parents on foot and on bikes; and
- ▶ Control on-street and overflow parking in campus vicinities.

## Greater 288 Regional Partnership

The Greater 288 Regional Partnership describes itself as: “A regional advocacy organization focused on current and future opportunities to improve infrastructure and quality of life. The Partnership seeks to represent the needs and interests of the region to decision-making bodies and funding agencies.” The Partnership has especially focused on alleviation of traffic congestion on SH 288 in northern Brazoria County but is devoting more attention to southern Brazoria issues and needs, especially with the implications of Port of Freeport growth. Among the major regional initiatives of its Transportation Committee, the Partnership lists:

- ▶ Preparedness for Evacuations
- ▶ SH 288 Corridor Improvements
- ▶ SH 36 Corridor Improvements
- ▶ Freight Rail Mobility Improvements



SOURCE: Greater 288 Regional Partnership



# Growth Capacity and Management

*Lake Jackson Texas*

This new Comprehensive Master Plan for Lake Jackson reflects a consensus determination that the community's projected growth over the next several decades should occur primarily to the north of the existing developed city, focused around the SH 288 corridor. This will ensure a growth progression that keeps the most significant development activity contiguous to the city's current urbanized edge and near major highways, allowing for orderly extension of public infrastructure and municipal services to new residential and nonresidential areas.

As a home-rule city, Lake Jackson has the tools to guide and shape this growth within areas where it can best be absorbed. Targeted capital investments in utility and street infrastructure signal the desired locations for growth and create a framework for land development. Local development regulations govern new subdivision activity, provide for the appropriate use of land through zoning, and set minimum standards for the nature and quality of development. The City can also extend its regulations and services through annexation and incorporation of additional territory as it deems prudent, as well as through land owner requests to have their property incorporated within the City of Lake Jackson. Development agreements provide another avenue for establishing parameters under which the City and private development intend to coordinate their efforts regarding the type, timing, phasing and servicing of future development in strategic locations, especially within the extraterritorial jurisdiction (ETJ) beyond the current city limits. The City can leverage its unique authorities and public service capacities in such negotiations, and can also choose to employ financing and special district mechanisms that advance the community's economic development and growth management goals while supporting beneficial private development. Finally, effective oversight and management of ongoing growth also depends on solid partnerships with other key public agencies, including the Brazosport Water Authority, Velasco Drainage District, Brazoria County, and the Brazosport Independent School District, among others.

Along with this focus on future growth directions and potential, this and other Master Plan sections also emphasize the need – and stated public desire – to continue reinvesting in Lake Jackson's established neighborhoods and nonresidential areas, which tax base expansion through new growth will help to support. Lake Jackson is a vibrant hub for the entire Brazosport area, but like its neighboring cities, it also faces the challenges of an aging housing stock and certain commercial corridors and intersections that have lost their vitality and need upgrades to compete with contemporary development. Absorbing some of the community's projected population growth within existing developed areas will inject new dollars and energy inside the city, capitalize on public infrastructure and facilities that are already in place, and potentially lead to new "life-cycle housing" options and mixed-use development scenarios that some hope to see in their community,

## Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ Mobility
- ▶ **Growth Capacity and Management**
- ▶ Economic Development
- ▶ Recreation and Amenities

as expressed during the comprehensive planning process.

This Growth Capacity and Management section provides a foundation for the entire Comprehensive Master Plan, based on which the other plan sections address:

- ▶ the housing demands that will come and the development pattern that will emerge with further growth (Land Use and Development section, including as depicted on a Future Land Use and Character map);
- ▶ the transportation implications of continued growth (Mobility section);
- ▶ methods for spurring broader nonresidential investment to boost private incomes and bolster the City's tax base as the community gains more population (Economic Development section); and
- ▶ the added recreational facilities, green spaces and other amenities that will be essential to maintaining Lake Jackson's long-term livability and positive community image (Recreation and Amenities section).

## BY THE NUMBERS

### 36,100

**The potential number of Lake Jackson residents in 2040 based on taking the midpoint from a range of growth projections considered for this Comprehensive Master Plan.** This would mean some 9,250 additional residents from 2010, when the city's Census population was 26,849, and implies that Lake Jackson could add the equivalent

### Guiding Growth with Municipal Infrastructure Investments

At the time of this Comprehensive Master Plan, the City was in the process of extending water service north to the Alden development area and airport vicinity. Extension of wastewater service was expected to follow. These capital projects will directly support the desired residential development outcomes and economic development opportunities associated with these specific properties. Putting this basic public infrastructure in place now will also open up much broader development potential around the SH 288 corridor as envisioned and prioritized within this Comprehensive Master Plan.

## Major Accomplishments

In reflecting on recent major accomplishments relevant to growth and the City's capacity to accommodate it, Lake Jackson leaders and residents cited these key items:

- ▶ Infrastructure capacity upgrades.
- ▶ Fire and police facilities.
- ▶ Emergency Operations Center.
- ▶ Dedicated City employees.

of one-third of its current population over the 30 year period. For perspective, the infrastructure assessment conducted in conjunction with the Future Land Use and Character map in this plan indicated that assumed short-term growth will yield 1,710 new housing units. This would result in 4,446 added residents based on 2.6 persons per household on average in Lake Jackson from Census 2010. Then, areas indicated for long-term growth would accommodate another 6,915 housing units and 17,979 residents. This means that these areas can potentially absorb considerably more residential growth than the above population projection currently anticipates through 2040. More details on Lake Jackson's population outlook are included in the appendix at the end of this plan section.

SOURCES: U.S. Census Bureau; Kendig Keast Collaborative

### 20,925

**The projected number of water system connections the City will need to serve long term based on pending development and the broader development pattern depicted on the Future Land Use and Character map in this Comprehensive Master Plan.** The projected figure of 20,925 compares to 11,725 existing water connections as of May 2016 and would represent nearly an 80 percent increase (9,200 added connections). These numbers are expressed as "equivalent single-family connections" (ESFC) for ease of comparison and calculation, which requires converting all land uses that are not single-family residential to an ESFC amount. The table below shows the short- and long-term development assumptions behind the ESFC numbers.

The table indicates that the assumed short-term development will result in 13,860 connections relative to the system's current capacity for

**Water System Connection and Capacity Outlook**

Short-Term Growth	ESFC	Long-Term Growth	ESFC
Northwood Section 4	110	Northwood Crossing	1,200
Creekside	225	Alden - Ultimate Buildout	3,665
Alden - Phase 1	400	Northeast Lake Jackson	1,750
Multi-Family (4 sites)	975	West Lake Jackson	300
Hotels (4 sites)	120	Airport Industrial Development	150
Dow Texas Innovation Center	305		
<b>TOTAL Added Short Term</b>	<b>2,135</b>	<b>TOTAL Added Long Term</b>	<b>7,065</b>
+ Current Connections	11,725	+ Connections after Long-Term Growth	13,860
	<b>13,860</b>		<b>20,925</b>
- Current System Capacity	12,448	- System Capacity after Short-Term Upgrades	14,439
<b>Over Capacity Short Term by</b>	<b>1,412</b>	<b>Over Capacity Long Term by</b>	<b>6,486</b>

NOTE: "ESFC" is equivalent single-family connections as discussed in the text  
SOURCE: LJA Engineering, Inc., in coordination with City Public Works and Engineering staff

only 12,448 connections. The general system assessment conducted for this Comprehensive Master Plan indicated that the City could overcome this short-term deficit through a series of actions, including:

- ▶ Increasing the maximum amount of surface water supply available from the Brazosport Water Authority from the current two million gallons per day (MGD) to three MGD.
- ▶ Increasing the groundwater production from the City's 12 existing wells by 500 gallons per minute.
- ▶ Increasing the productivity of booster pumps in the system by 500 gallons per minute.
- ▶ Adding 450,000 gallons of elevated water storage, from the current 2.55 million gallons.
- ▶ Adding 50,000 gallons of ground storage, from the current 4.25 million gallons.

This would take the system capacity to 14,439 connections, or 579 more than the projected need of 13,860 after short-term growth. However, the table also shows that assumed long-term development will involve another 7,065 connections for an ultimate total of 20,925. The upgraded capacity to handle 14,439 connections would need to increase by roughly another 6,500 connections. Potential actions to reach this long-term capacity could include:

- ▶ Increasing the maximum amount of surface water supply available from the Brazosport Water Authority by another 2.5 MGD (to a new long-term total of 5.5 MGD).
- ▶ Increasing the groundwater production from the City's 12 existing wells by another 2,500 gallons per minute.
- ▶ Increasing the productivity of booster pumps in the system by an additional 4,210 gallons per minute.
- ▶ Adding another 1.3 million gallons of elevated water storage, for a new total of 4.3 million gallons (the same as the ground water storage total after the short-term upgrades).

SOURCES: LJA Engineering, Inc., in coordination with City Public Works and Engineering staff

**21,785**

**The projected number of wastewater system connections the City will need to serve long term based on pending development and the broader development pattern depicted on the Future Land Use and Character map in this Comprehensive Master Plan.** The projected figure of 21,785 compares to 11,725 existing wastewater connections as of May 2016 and would represent nearly an 86 percent increase (10,060 added connections). The table below shows that the

current number of connections and associated treatment plant flow are well within the permitted capacity, which can accommodate up to 22,075 connections.

The table also highlights how the Texas Commission on Environmental Quality (TCEQ) requires that wastewater system operators initiate planning and design for expanded or upgraded facilities when the treatment plant flow reaches 75 percent of permitted flow for three consecutive months. For Lake Jackson, the 75 percent threshold is at 16,557 connections. The same short-term growth assumptions as above for the City's water system would lead to only 13,860 connections, still approximately 2,700 connections short of the 75 percent level. However, when the 90 percent threshold is reached for three consecutive months (at 19,868 connections for Lake Jackson), the permittee must obtain the necessary TCEQ authorization to commence construction. If all of the assumed long-term growth were to

occur, then Lake Jackson would surpass the 90 percent threshold somewhere along the way and ultimately reach 99 percent of existing plant capacity. As this is not allowed, the City will have to be prepared to make the necessary wastewater system upgrades to add sufficient new capacity to serve projected growth and once again be operating with an adequate capacity buffer below the 75 percent threshold.

The consultant team has provided City Public Works and Engineering staff further detail on the capital planning implications of these calculations. This detail focuses especially on options for upgrading two of the City's current 39 lift stations – both located along FM 2004, one east and one west of SH 288 – as these stations will be critical to the future northward and westward growth of Lake Jackson.

SOURCES: LJA Engineering, Inc., in coordination with City Public Works and Engineering staff

## Wastewater System Connection and Capacity Outlook

Capacity	Flow	% of Capacity	Connections	Condition
5.85 MGD	--	100%	22,075	Current permitted by State of Texas
--	3.11 MGD	53%	11,725	Current actual (May 2016)
--	--	63%	13,860	Current + short-term growth
--	<b>4.39 MGD</b>	<b>75%</b>	<b>16,557</b>	<b>Threshold for mandated planning/design</b>
--	<b>5.26 MGD</b>	<b>90%</b>	<b>19,868</b>	<b>Threshold for mandated construction</b>
--	--	99.1%	21,785	With all long-term growth

SOURCE: LJA Engineering, Inc., in coordination with City Public Works and Engineering staff

### Other Infrastructure Priorities

As discussed through the comprehensive planning process, other key items related to current and projected growth include:

- ▶ Completing water and wastewater system improvements on the far north side to support airport-related economic development and other northward growth.
- ▶ Constructing a proposed new water well and booster pump station at the current far western City limits to support west side growth.
- ▶ Making needed modifications to the water pumping station at Oak Drive and SH 288.

### 45%

The percentage of land area in the northeast Lake Jackson planning area that would be available for development relative to the total land area after accounting for necessary storm drainage detention and mitigation of floodplain fill, as well as set-asides for rights of way and easements. This dramatic reduction in net developable acreage relative to gross acreage illustrates the challenges of potential future development in various fringe areas beyond the current developed area of the city. In the northeast area example, the net developable area is 568 acres compared to 1,260 gross acres. The reduction is even more dramatic in the airport industrial development area along the west side of SH 288, as depicted

on the Future Land Use and Character map in this Comprehensive Master Plan. Only 120 acres of some 521 total acres would be available for development in this location, representing only 23 percent of the total land area. These examples also underscore why the potential Alden master-planned development is so crucial to Lake Jackson as its more favorable terrain situation could yield just over 4,000 equivalent single-family service units, which is expected to include a mix of single- and multi-family residential use plus commercial and public use areas.

SOURCE: LJA Engineering, Inc.

## #19

**Lake Jackson's ranking on The Safest Cities in Texas list for 2016.** The website backgroundchecks.org publishes this annual Top 50 listing based on FBI violent crime statistics and its own research. For comparison purposes, if Lake Jackson had 100,000 residents (versus its current population of approximately 27,000) its crime rate would be 86.1 incidents per 100,000 residents relative to a rate of 406 per 100,000 statewide, according to this source. The website also indicates that Lake Jackson residents have only a two percent chance of being affected by property crime. Three other Houston area cities ranked above Lake Jackson: Friendswood at #7, Seabrook at #12 and West University Place at #18. The safest cities list for 2016 also included these area communities: League City at #21, Missouri City at #34, Pearland at #42, Sugar Land at #45 and Bellaire at #46.

SOURCE: <http://backgroundchecks.org/50-safest-cities-in-texas-2016.html>

## KEY ISSUES AND CONSIDERATIONS

The following key issues and considerations related to Growth Capacity and Management were identified through the comprehensive planning process. These essential items should be kept in mind as associated strategic action priorities are pursued in the coming years, within the context of related guiding principles and goals for growth capacity and management as outlined later in this section.

### Drainage and Floodplain Considerations for Future Growth

Given Lake Jackson's setting on a relatively flat coastal plain and the realities of both natural and modified storm drainage patterns in the area, future land development activity should be subject to higher standards for floodplain development. This is intended to maintain current Base Flood Elevations and the extents of the mapped floodplain and would involve:

- ▶ Complying with freeboard requirements of at least one foot for the finished floor of residential and non-residential structures to reduce the likelihood of flooding.
  - ▶ Causing no increase in Base Flood Elevations for all areas in Zones AE including, not only the Floodway, but areas outside of the Floodway in the Floodway Fringe.
  - ▶ Requiring detailed hydrologic and hydraulic analyses for all large developments within Zone AE to maintain conveyance of studied streams and to protect adjacent properties.
  - ▶ Mitigating the fill placed within any Special Flood Hazard Area to maintain the storage of floodwaters without displacement from development.
  - ▶ Incorporating storm drainage detention to mitigate increased discharges from development.
- 
- ▶ Purposeful planning to focus public investments in areas in and around the community that are most conducive for accommodating growth in an orderly and beneficial manner.
  - ▶ Opportunities to absorb some share of projected growth within existing developed areas of the community through redevelopment activity and infill of remaining developable sites.
  - ▶ Effective capital projects planning to balance the needs of newly-developing areas with older areas of the city.
  - ▶ Ensuring a sound long-term water supply for Lake Jackson in partnership with the Brazosport Water Authority and other involved agencies and entities.

- ▶ Continued support for excellent public safety services along with various “quality of life” services that City government provides.
- ▶ Ongoing emphasis on maintaining high-quality municipal services through a reasonable and predictable tax and fee structure for homeowners, businesses and property owners.
- ▶ Taking into account natural disaster risks and implementing community resiliency practices through the City’s long-range and strategic planning for growth and future development.

## FRAMEWORK FOR ACTION

The Growth Capacity and Management framework for action is organized in three tiers: (1) Guiding Principles, (2) Goals, and (3) Strategic Action Priorities. These topics are intended to mesh with and support the other aspects of this Comprehensive Plan. The Strategic Action Priorities convey tangible actions that will, in the long run, lead to achievement of the Goals in line with the Guiding Principles.

### Guiding Principles

The Comprehensive Plan includes a set of six overall guiding principles, several of which relate to growth and infrastructure:

**GP2:** Lake Jackson will insist on **QUALITY** and long-lasting value in its private development, public facilities and services, and community appearance.

**GP5:** Lake Jackson will be **WELL-MANAGED** through effective long-range and strategic planning, prudent management and allocation of public resources, attention to maintenance and rehabilitation of older streets/infrastructure, and ongoing citizen engagement for setting and accomplishing community priorities.

**GP6:** Lake Jackson will be **GREEN** through sound management of its parks and parkways, responsible stewardship of its water use and waste management, and by staying focused on mature tree cover and preserved open spaces as the physical elements that have always shaped and set apart this master-planned city.

Other guiding principles specifically for the Growth Capacity and Management topic area include:

*Lake Jackson will meet the functional needs of residents and businesses (e.g., water supply, waste management, and storm drainage) in a cost-effective manner.*

*Lake Jackson will, in collaboration with private property owners, make provisions for the timely availability of required public services to lands that remain to be developed in the community’s targeted growth areas.*

*Lake Jackson will provide and maintain adequate, modern sanitary sewer and potable water facilities to serve both existing land uses and planned growth and development.*

*Lake Jackson will ensure that adequate flood and storm drainage protection to safeguard life and property is provided as new areas are developed.*

*Lake Jackson will locate police and fire facilities in the most efficient manner to allow rapid response times.*

*Lake Jackson will annually allocate sufficient monies to upgrade substandard infrastructure in the community’s older neighborhoods.*



### Goals

1. An orderly progression of phased future development of the community so as to avoid premature extension of municipal facilities and services and the associated operating and maintenance costs.
2. Well-planned and maintained utility infrastructure systems with adequate capacity to support community economic development objectives, the continued integrity of older developed areas, and public health and safety in conformance with applicable federal and state standards.

3. Public safety services that are supported and maintained at the high standard long enjoyed and expected by residents.

### Strategic Action Priorities

- ▶ Preparations to fund and design/construct next significant upgrades to key components of the City's water and sanitary sewer systems based on the expected timing for reaching key capacity thresholds as indicated by projected population growth and land development.
- ▶ Prompt resolution of updated floodplain mapping for the Lake Jackson area to reduce uncertainty and confirm the parameters within which future development must be designed in flood-prone areas.
- ▶ Coordinated land use and infrastructure planning to position north-side areas around the SH 288 corridor and new interchange for desired residential, commercial and airport-related development.
- ▶ Expedited rehabilitation of street, drainage and utility infrastructure in the remainder of Downtown to complete the Downtown Lake Jackson revitalization initiative sooner than later.
- ▶ Ongoing and phased reconstruction of local streets and associated storm drainage in older areas of the community.

## GROWTH MANAGEMENT TOOLS

As cited in the Mobility section of this plan, the City of Lake Jackson relies on both its annual operating budget and multi-year capital planning and budgeting to finance investments in new water, wastewater, storm drainage and street infrastructure, as well as to fund ongoing rehabilitation and maintenance of the City's physical plant. This includes the use of local government debt mechanisms to finance improvements over time, particularly with General Obligation bonds, which require voter approval through periodic bond elections.

Just prior to adoption of this new Comprehensive Master Plan, voters approved a series of

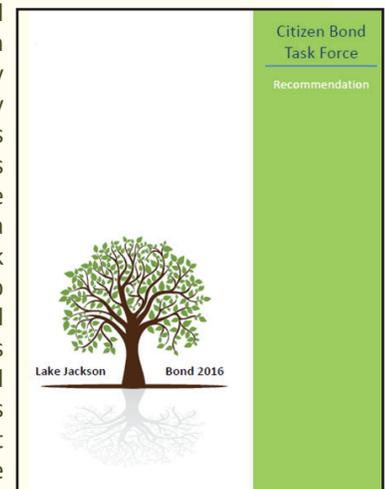
### Prioritizing Capital Project Needs

As with any priority-setting process, various criteria can potentially be applied to determine the ultimate timing and sequencing of capital improvements projects. For municipal governments, perhaps the most fundamental ranking consideration is public health, safety and welfare. Some projects and improvements the City cannot avoid doing, or cannot put off, as they are mandated by the state or federal governments or are a condition of a permit (e.g., water and wastewater system compliance with water quality standards). Once a set of candidate projects has been identified, reasons should be outlined for placing certain projects ahead of others.

As taxpayer funds are involved, elected officials must also consider equity as they seek to show results to their constituents. Geographic and/or socioeconomic fairness may require that beneficial projects occur in various parts of the community and not be concentrated in only certain parts of the city.

Public engagement and education to help with project vetting and priority setting is another strategy for gaining consensus during the process. This was exemplified by Lake Jackson's appointment of a 15-member citizen Bond Task Force in August 2015 to help frame the bond proposal package that went to voters in May 2016. Technical and financial staff sometimes must highlight reasons that certain projects must be fast-tracked (e.g., mandated improvements) while others will require more time due to sheer cost, right-of-way acquisition, etc. Inter-departmental working groups, as well as subcommittees of City Council, Planning Commission or other City boards/commissions, may also play a role.

In the end, the project identification and prioritization process should ensure that Lake Jackson is satisfying a key purpose of capital improvements planning, which is to provide predictability – for multiple years in advance – of the City's capital investment plans and priorities for the benefit and awareness of private interests and citizens.



infrastructure-related propositions in a May 2016 City bond election. Along with a significant proposition for \$9.9 million to be devoted entirely to ongoing Downtown street enhancements and utility line replacement, voters endorsed an \$800,000 proposition that will enable further drainage improvements on and around Willow Drive, north of Oyster Creek Drive.

The City's adopted budget for Fiscal Year 2015-16 provides varied examples of the City's ongoing capital investment efforts, both through current and prior-year budgeting. Two significant items among the 2015-16 set of General Capital Projects are: (1) the Creekside Estate subdivision bridge to support new single-family residential development; and (2) an Eastside Drainage Study which was motivated, in part, by the implications of major development activity nearby in Clute. The budget also itemizes specific project needs that will be prioritized for funding in future years, including:

- ▶ Within the General Capital Projects category, ongoing street and bridge projects



The graphic above illustrated, for Comprehensive Plan Advisory Committee members, the approximate straight-line distances between the City's main police and fire facilities, near SH 288 and Oak Drive, and the north side of the potential new Alden master-planned development (3.25 miles) and the north end of the City limits at County Road 220 (6 miles).

SOURCE: Kendig Keast Collaborative

and maintenance, sidewalk repairs and replacement, traffic signal improvements, drainage projects, and public facility upgrades and maintenance, as well as design and construction of a third fire station when warranted (\$15.2 million in current and potential projects over the next 10+ years, and then \$52.4 million in long-term candidate projects).

- ▶ Within the Utility Projects category, continued work on the phased extension of water and wastewater service to the airport area, water/sewer line repairs and replacements, lift station renovations, new and replacement water well projects, and water storage needs, plus long-term water/sewer system expansions and trunk line extensions to serve new growth areas (\$29.7 million in current and potential projects over the next 10+ years, and then \$6.2 million in long-term candidate projects).
- ▶ Street- and infrastructure-related projects covered by the Economic Development Fund, and ongoing project and construction activity funded through previous debt rounds initiated in 2010 (for drainage, street spot repairs and ongoing Downtown Revitalization), 2013 (for street and associated water/sewer and sidewalk replacement, northwest water system expansion, sewer line replacements, lift station renovations and repairs and ongoing Downtown Revitalization), 2014 (for public infrastructure improvements related to the Oak Woods subdivision redevelopment and new H-E-B retail project, and for the Dow Texas Innovation Center) and 2015 (for extension of wastewater service to the Alden/airport areas).

The City's Engineering Department has lead responsibility for overseeing the City's capital project inventory in coordination with Public Works and other City departments. This includes all steps from initial project planning and design through site and/or right-of-way acquisition, bidding and contracting, and construction management. Links on the Engineering Department webpage enable citizens and others to monitor and learn more details about City projects in design, under bid and under construction. The Public Works Department has ultimate responsibility for ongoing operation and maintenance of completed infrastructure projects, as well as streets and other infrastructure components that are dedicated to the City after

being constructed as part of private developments in accordance with City standards.

Finally, the City's newest annual budget also reflects a City Council directive to prepare to fill essential staff positions in the Fire and Police departments as growth dictates and as revenues allow, including the addition of more police officers based on monitoring of the calls-for-service load and police response times.

## GROWTH CAPACITY AND MANAGEMENT PARTNERS

### Brazosport Water Authority

The Brazosport Water Authority (BWA) is a non-profit wholesale potable water provider that operates a surface water treatment plant located on the west side of Lake Jackson along FM 2004, just north of the Brazos River bridge. The Authority currently provides drinking water to:

- ▶ The cities of Angleton, Brazoria, Clute, Freeport, Lake Jackson, Oyster Creek, Richwood and Rosenberg.
- ▶ Two Texas Department of Criminal Justice prison units (Clemens and Wayne Scott).
- ▶ Dow Chemical Company.

The Authority's water source is the Brazos River via the Harris and Brazoria Reservoirs. BWA operators are trained and certified for surface water treatment and are required to continuously monitor and analyze finished water to comply with state and federal regulations. BWA is governed by a Board of Directors which consists of one appointed representative from each member city to which water is supplied.

### Velasco Drainage District

The Velasco Drainage District was created to provide flood control and drainage improvements in the Brazosport area. The district encompasses 236 square miles, including various highly industrialized areas. Among its functions, the District maintains ditches, canals and levees,

as well as the Tidal Gate on the Old Brazos River; reviews subdivision plats and associated drainage plans; and considers permit applications for proposed crossings of its levees.



### Brazoria County

Primarily through its Engineering Department, Brazoria County administers various programs and county-level regulations that influence land development activity in unincorporated areas and in cities' extraterritorial jurisdictions (ETJs) in some cases, in coordination with municipal staff. Maintaining and implementing the County's subdivision regulations is a key responsibility, including application of associated drainage criteria. The Engineering Department also facilitates County influence over growth directions and patterns by overseeing the County's capital projects involving roads, bridges and drainage.

The Brazoria County Floodplain Administration office has the specific responsibility of assisting property owners and developers to comply with Federal Emergency Management Agency (FEMA) regulations and associated building permits requirements, where applicable, for proposed construction, significant building expansions, and relocation of structures within FEMA-designated flood hazard areas. Appropriate flood elevations for structures are determined as part of the permit review and issuance process. Since 2005, the County has required the elevation to be set at two feet above the FEMA-required elevation given the extent of development in flood-prone areas within Brazoria County, and consistent with the County's adopted drainage criteria for new subdivisions. For properties not located in a flood hazard area, an elevation of 24 inches above existing grade is required.

Among its varied duties, the Brazoria County Environmental Health Department oversees another important aspect of managing growth and development around and sometimes inside of cities, which involves the permitting and appropriate installation and maintenance of on-site sewage facilities (OSSFs) in areas not served by centralized public wastewater systems. The Department implements both state- and county-level requirements that govern OSSFs. City staff cited only a handful of locations within

Lake Jackson that are not served by the City's wastewater system, including Wilderness Golf Course, the Gulf Coast Bird Observatory and Brazos Pointe Fellowship on the west side, plus a few private residences.

Finally, the Engineering Department coordinates and manages the Brazoria County Stormwater Quality Coalition, which also includes the cities of Lake Jackson, Alvin, Angleton, Clute, Freeport and Richwood; Brazoria County Conservation and Reclamation District No. 3; and Brazoria Drainage District No. 4, along with the Angleton and Velasco

Drainage Districts. The coalition was formed in August 2007 to enable coordinated efforts and mutual assistance for all of these public entities to comply with new stormwater quality regulations established by the Texas Commission on Environmental Quality as mandated by the federal Clean Water Act. The County also takes the lead in public education activities and encouraging the public to report incidents of illicit discharges to storm drainage systems, construction sites not complying with erosion control and pollution prevention methods, and illegal dumping activity within the county.

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## APPENDIX: Population Outlook

Population projections are an important component of a long-range planning process. They help determine and quantify the demands that will be placed on public facilities and services based on the potential pace and scale of the community's physical growth. Projections reflect local, regional and even national and international trends and offer a basis to prepare for the future. However, forecasting population changes can be challenging, particularly for the long term, because it is often difficult to account for all circumstances that may arise. Therefore, it will be important for the City to monitor population and economic growth continually to account for both short- and longer-term shifts that can influence development activity and trends in the community and larger region.

Demographers caution that population projections become trickier as the geographic area gets smaller, making city-level population the most difficult to forecast. This is because local population change is strongly influenced by less predictable factors such as housing prices, availability of vacant land to develop, and annexation of additional territory, which may already have existing residents and results in an instant increase in the citywide total.

Adding to the forecasting challenge in Lake Jackson is the fact that while the City has grown in increments each recent decade dating back to 1970, the rate of growth has declined each decade – from 43 percent during the 1970s (5,726 added residents) to 19 percent in the 1980s (3,674 added), 16 percent in the 1990s (3,610

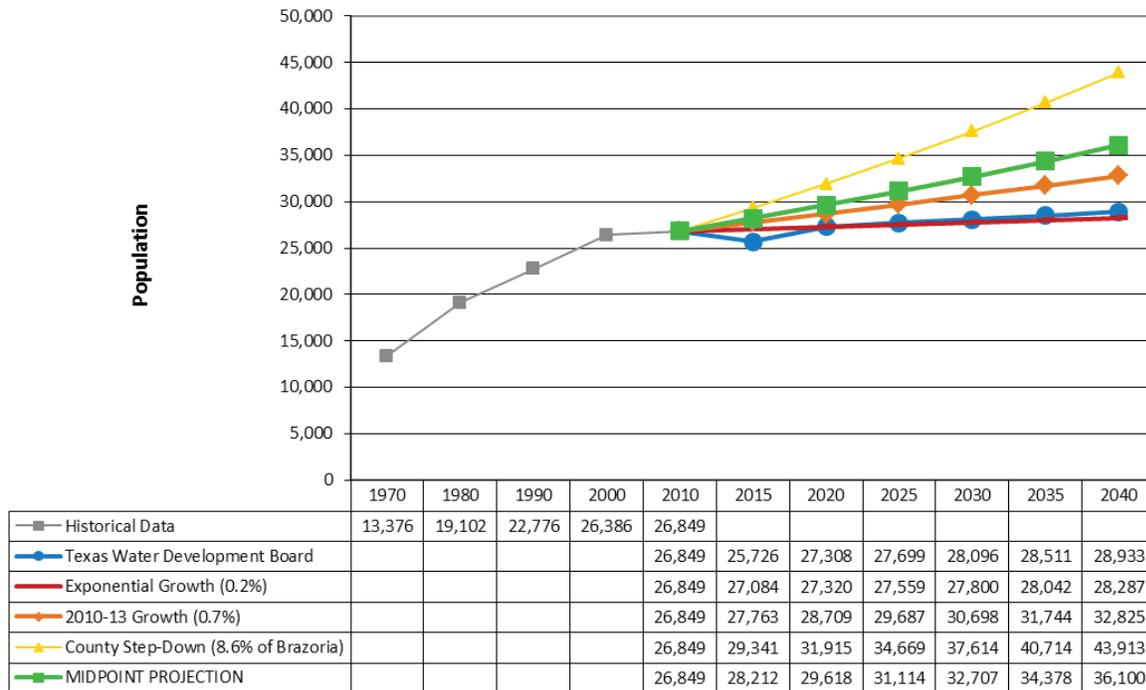
added), and then only 1.8 percent from 2000 to 2010 (463 added). To the extent that interim U.S. Census Bureau estimates reflect reality on the ground, the latest Bureau estimate for Lake Jackson through mid-2014 was 27,604. This would mean 755 persons already added and 2.8 percent growth in population just in the four years after Census 2010.

Other considerations and assumptions must be weighed when dealing with an unclear historical trend to which traditional projection methods are to be applied. For historical perspective, the last comprehensive planning process for Lake Jackson in the mid-1990s assumed the city would grow from roughly 25,000 residents then to 38,700 by 2020 – and the plan focused on how best to accommodate 5,500 added housing units plus land needs for other nonresidential uses driven by this population growth.

Given this context, the projections chart in this section provides a comparison of several potential scenarios for future population change in Lake Jackson. The projections build on the Census 2010 baseline of 26,849 persons and identify potential population levels in five-year increments out to 2040.

### **Texas Water Development Board Projection.**

In support of its next Regional Water Plan revision in 2016, the Board has released updated statewide, regional and community-level population projections for 2020 through 2070. As with any such exercise, the Board's



SOURCE: Kendig Keast Collaborative

projections rely on certain assumptions and are not as customized as local projections in terms of accounting for potential increases in incorporated territory through annexation. With these limitations in mind, as well as the very long-range horizon that water planning requires, the Board projects that Lake Jackson will have just under 29,000 residents in 2040. This would represent 7.8 percent growth from 2010. The projection to 2070 shows the population approaching only 32,000 by that time. Therefore, the Board projections are definitely among the most conservative in this set.

**Exponential Growth.** This is a method for extending historical trends to future years. Linear growth forecasts are “straight line” projections that result in the same absolute number of new persons being added to the population in each period. This produces a declining rate of growth over time as the same amount is being added to an ever-expanding base. Exponential growth projections produce higher numbers than linear by assuming a constant rate (versus quantity) of

growth over time. This is similar to the power of compound growth in a savings account over time. The interest (i.e., growth) rate on the account may not change, but it is being applied to an ever-expanding balance, resulting in larger and larger interest earnings over time.

The Exponential Growth line shown in the Lake Jackson scenarios chart is based on the 0.2 percent compound annual growth rate (CAGR) the city had from 2000 to 2010. Other exponential growth scenarios can be considered simply by varying the CAGR assumption and plugging in a higher growth rate than what Lake Jackson experienced during the 2000s. This is what the 2010-13 Growth line illustrates as it shows the potential growth path if Lake Jackson were to maintain the 0.7 percent CAGR from these three years as reflected in the Census Bureau’s mid-2013 estimate. While the initial Exponential Growth line leads to a 2040 population (28,287) slightly lower than the Texas Water Development Board projection (28,933), the 2010-13 Growth line indicates 32,825 residents in 2040.

**County Step-Down.** This method considers the trend in city share of the countywide population in past decades and prospects for its future share. It also draws upon population estimates and projections produced for all counties statewide by the Texas State Data Center (TSDC), which is the official U.S. Census Bureau affiliate in Texas and houses the Office of the State Demographer. Lake Jackson's share of Brazoria County's population was 12.3 percent in 1970, when the city had 13,376 residents relative to 108,312 in the county. By 2010, and given the explosive growth of Pearland and other areas, Lake Jackson's share was 8.6 percent of 313,166 persons in all of Brazoria.

The TSDC projections show Brazoria County crossing the 500,000 threshold between 2035 and 2040 and reaching 512,195 residents in 2040. The County Step-Down line shows where Lake Jackson's population would be through 2040 if it continued to account for 8.6 percent of the county population as in 2010. This is for illustration only as the city's share will continue to decrease as Pearland, Manvel and other areas in northern Brazoria continue their expected rapid development pace in the years ahead. (After surpassing the 100,000 mark since 2010, Pearland is currently projected to reach build-out of its City limits and extraterritorial jurisdiction soon after 2040, with a total population at that point of approximately 225,000.) The Brazoria County projections also reflect TSDC's middle-ground growth scenario for Texas from among three scenarios it maintains, each of which make certain assumptions about birth and death rates (fertility and mortality) and especially potential variation in net migration (incoming versus

outgoing population). TSDC recommends using its middle scenario in most cases as it applies half of the strong rate of positive net migration Texas experienced during the 2000s. In effect, it yields steady growth in future years but somewhat reduced from the 2000-2010 experience.

## Bottom Line

It is wise for cities to think in terms of a range of potential growth rather than an absolute number given the uncertainty of any small-area forecast that extends beyond a few years. As illustrated by the Midpoint Projection line in the scenarios chart, the midpoint of a potential growth range to assume for this Comprehensive Master Plan – between the high County Step-Down projection and the low Exponential Growth projection – would put Lake Jackson's population at **approximately 29,600 in 2020; 32,700 in 2030; and 36,100 in 2040.** This would mean some **9,250 additional residents from 2010** and implies that Lake Jackson could add the equivalent of one-third of its current population over the 30-year period. For perspective, the infrastructure assessment conducted in conjunction with the Future Land Use and Character map in this plan indicated that assumed short-term growth will yield 1,710 new housing units. This would result in 4,446 added residents based on 2.6 persons per household on average in Lake Jackson from Census 2010. Then, areas indicated for long-term growth would accommodate another 6,915 housing units and 17,979 residents. This means that these areas can potentially absorb considerably more residential growth than the above population projection currently anticipates through 2040.



# Economic Development

*Lake Jackson Texas*

**At the time of this Comprehensive Master Plan update, Lake Jackson and vicinity were experiencing a period of remarkable economic prosperity as detailed in this section. The private economy was flourishing in many ways, meaning that public revenues were also rising – to the point that the City has been able to meet public service needs while further reducing its already low property tax rate.**

The City's sales tax revenue was also increasing significantly, reflecting growth across a variety of retail and service sectors (e.g., groceries, restaurants, lodging, etc.). A boost in building permit activity also confirmed the secondary benefits to the local economy of overall vibrancy in the area marketplace. Notably, this positive local scenario was occurring during a time when the Houston metropolitan area was weathering the ripple effects from a weakened U.S. energy sector. Area corporations and support businesses reliant on oil exploration, production and refining were battered by historically low oil prices amid a global economic slowdown combined with surplus oil supplies internationally.

This section highlights that Lake Jackson is part of a broader Brazosport area that, while currently enjoying historically good times, still does not receive the level of attention or recognition it deserves as an economic magnet of its own – close to but largely independent from the core Houston area. Lake Jackson serves as the undisputed trade center of Brazosport. However, local leaders are still concerned that their community is not reaping the full benefits of the current boom, whether in terms of adding new residents, gaining new single-family housing, or attracting higher-quality retail and restaurants to offset the allure of other growing area cities. The truth is, Lake Jackson is doing all the right things to enhance its position as a highly desirable and livable city, which is both a prerequisite for and a sought-after outcome of successful economic development. Along with its green boulevards, revitalizing Downtown, parks and recreation facilities, cultural offerings, and nearby coastal amenities, Lake Jackson also now offers a “quality grocery store,” which was a key factor cited by recent young engineering and technical hires at Dow in choosing a place to call home.

The City continues to work on key economic development factors it can directly influence, whether involving utility infrastructure availability and capacity, accurate and up-to-date mapping of area floodplains, or ease of development approvals and permitting. However, Lake Jackson must look to other partners when it comes to addressing – with neighboring cities – areas and corridors in need of revitalization and ensuring – with Brazosport ISD and the entire community – the performance and positive perception of local public schools.

Cities create synergy by providing basic public services, on the one hand, while also pursuing economic development initiatives. Increased economic activity that creates a growing tax base better enables the City to provide the infrastructure and services desired

## Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ Mobility
- ▶ Growth Capacity and Management
- ▶ **Economic Development**
- ▶ Recreation and Amenities

## Major Accomplishments

In reflecting on recent major accomplishments in the economic development arena, Lake Jackson leaders and residents cited these key items:

- ▶ **Dow Texas Innovation Center.** Landing this major research and development campus within the heart of the city, along the SH 288 corridor across from Downtown, will ultimately bring some 2,000 quality jobs to the community. It further reinforces the historical synergy between Dow and Lake Jackson and brings greater employment diversity beyond mainly industrial occupations.
- ▶ **H-E-B Development.** In 2015, a long anticipated new east side development anchored by a state-of-the-art H-E-B grocery store began operation. This outcome represented the successful repurposing of an initial portion of the former “Government Area” across Oak Drive, to the east of Downtown, which had been an entirely residential area known as the Oak Woods addition. The 80,000 square foot grocery store is expected to employ some 300 workers. Additionally, a new Kroger grocery was also under construction just outside of Lake Jackson within Clute as part of a new master-planned development at the southeast corner of Oyster Creek and Dixie drives.
- ▶ **Downtown Revitalization.** While the H-E-B development is considered an eastward extension of Downtown, the core of Downtown continues to show new vibrancy as a result of ongoing public investments in street and infrastructure rehabilitation. Associated parking, pedestrian and streetscape improvements have made the area more “friendly” to those on foot and more appealing as a destination for shopping, services

and leisure activities. New and expanding businesses signal the benefits of these investments and have built momentum and public support for next phases of Downtown improvements.

- ▶ **Shopping and Services.** Ongoing population and economic growth in the Brazosport area, and even greater recognition of Lake Jackson as the regional hub, has led to a wave of new business openings involving retail establishments, restaurants, and lodging, among others. The presence of some 10,000 construction workers and contractors amid the area’s industrial expansion has further bolstered this market position. Also, while enclosed malls nationwide are struggling and closing in places where they are seen as an obsolete retail model, Lake Jackson’s Brazos Mall continues to perform well and was purchased by new investors in Fall 2015. Built in 1976 and with 92 percent of its approximately 681,000 square feet occupied at the time of the sale, the mall is the only enclosed retail center in Brazosport and has the only first-run movie theater within 40 miles. At \$21.6 million, the mall accounted for 1.3 percent of the total assessed valuation of property in Lake Jackson in 2015, and its success has attracted potential lodging and restaurant development on adjacent perimeter sites.

SOURCES: “Centennial Real Estate Company Purchases Brazos Mall,” *Business Wire*, November 3, 2015, <http://www.businesswire.com/news/home/20151103007045/en/Centennial-Real-Estate-Company-Purchases-Brazos-Mall>; City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)



Attracting a new H-E-B grocery and associated development in place of the former Oak Woods addition was a major economic development and redevelopment win for Lake Jackson.

SOURCES: *The Facts*; NewQuest Properties



by residents and businesses. In turn, the services, infrastructure, and amenities the City provides are enticements that encourage further economic growth. Well-constructed economic development policies will provide City government the greatest opportunity to influence the quality, quantity and timing of development. Such policies will create the ability to shift some of the risk of funding public improvements to private sector partners and will afford the opportunity to ensure growth pays for itself.

## BY THE NUMBERS

### \$30+ Billion

The amount of industrial investment already occurring or projected through 2020 for Brazoria County, primarily within the Brazosport area. This is expected to result in 2,000+ new primary jobs and 6,000 indirect jobs.

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

### 436%

The percentage increase in the value of all building permits issued in Lake Jackson during 2014 relative to the average annual value for the preceding nine years from 2005 to 2013. During the earlier years, the total annual permit value averaged \$30.1 million. In 2014, the total value leapt to \$161.5 million. Commercial permits accounted for 96.5 percent of the 2014 total value, including \$150.5 million for new commercial construction relative to additions. For perspective, the previous high water mark for new commercial permits, from 2005 to 2013, was \$28.2 million in 2010.



SOURCE: Brazosport Area Chamber of Commerce

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

### \$1.65 Billion

The total 2015 property valuation within the city limits. The increasing cumulative value of local land enabled the City to reduce its 2015-16 property tax rate to 36 cents per \$1,000 of property value. This was the lowest level since 35 cents in 2001, was tied for sixth lowest in a survey of property tax rates in 34 other area cities (lowest in Brazoria County), and was among the lowest for Texas cities with 10,000+ population.

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

### \$4.28 Million

The amount the City of Lake Jackson will receive in FY2015-16 under a current 15-year Industrial District Agreement. Lake Jackson is a party to this joint agreement, signed in December 2011, along with the cities of Clute and Freeport. The agreement enables major industries in the Brazosport area to make annual payments to local cities in lieu of their industrial facilities being annexed into the cities, similar to arrangements through other districts along the Gulf Coast. This arrangement provides predictability for private business planning as well as for local government budgeting, with the current agreement providing built-in annual increases in the industry payments over the remaining years. The benefits to the City and its taxpayers are substantial. During the FY2014-15 budget year, to raise the same amount of revenue as received through the industrial payments, the City would have had to increase its property tax rate by \$0.279, from \$0.3875 to

\$0.6665. In terms of the individual home owner, the property tax on the median value home (\$148,000) would have been 72 percent higher at \$986 versus \$574 with the Industrial District Agreement.

SOURCES: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015); analysis by plan consultant Marsh Darcy Partners in February 2015

## 51%

The percentage increase, in 2014 relative to 1999, in the City's annual sales tax revenue from its one-cent local share of the 8.25-cent total sales tax rate. Annual revenue over these 15 years grew by just over half, from \$3.46 million to \$5.23 million. In its newest annual budget for FY2015-16, the City projected \$5.95 million of sales tax revenue – a 12.6 percent increase from the amount that had been projected a year earlier for the FY2014-15 budget. This revenue growth reflects the even more prominent role of Lake Jackson as a regional trade center, as well as the fruits of a revitalizing Downtown. Research for this Comprehensive Master Plan showed that, with roughly 27,000 residents, Lake Jackson has annual sales tax revenue that is not significantly behind Missouri City, with just under 70,000 residents. Also, the chart above shows that the per capita amount of sales tax revenue in Lake Jackson is higher than all the comparison cities except Sugar Land, which underscores the amount of local spending by non-residents.

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015); comparison city data compiled by plan consultant Marsh Darcy Partners in February 2015



## 132,000

The approximate population of the Brazosport trade area relative to a current estimated population in the 27,500 range for Lake Jackson alone. In announcing their acquisition, the new owners of Brazos Mall cited the trade area's positives for retailers and restaurants, including an average household income of nearly \$70,000, and with the area being home to multiple large corporations such as Dow, BASF, Chevron and Phillips 66.

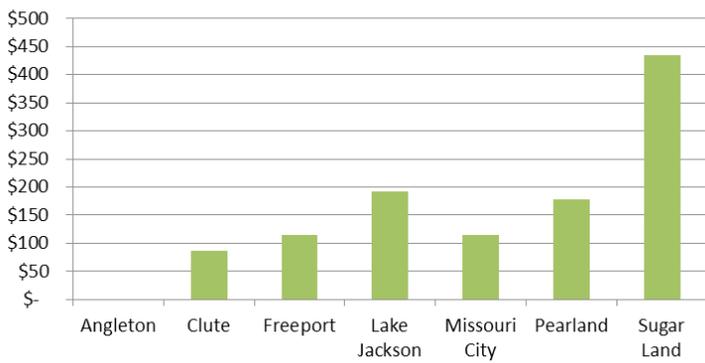
SOURCE: "Centennial Real Estate Company Purchases Brazos Mall," *Business Wire*, November 3, 2015, <http://www.businesswire.com/news/home/20151103007045/en/Centennial-Real-Estate-Company-Purchases-Brazos-Mall>

## \$28+ Million

The amount the City of Lake Jackson has invested, since 2007, in support of local economic growth and vitality. These investments were made possible by funds generated through the "4B" ½-cent optional sales tax and from revenue bond proceeds, along with use of tax incentive mechanisms to support certain projects. Below are some specifics of more traditional economic development investments, recognizing that various other recreational and civic investments have elevated Lake Jackson even more as an attractive place for both residents and businesses:

- ▶ \$10 million spent or committed for three initial phases of Downtown Revitalization, involving the full replacement of Downtown streets and City utilities – with another \$16 million of projected investment to complete this significant effort over the next 10 years, mostly

Sales Tax per Capita



SOURCE: Marsh Darcy Partners

through Lake Jackson Development Corporation (LJDC) funding.

- ▶ \$3 million in LJDC funds toward public street, water/sewer, and drainage improvements to facilitate transformation of the blighted Oaks Woods addition into the new H-E-B development.
- ▶ \$2.5 million in LJDC funds to pay for public infrastructure that supported development of the new Dow Texas Innovation Center in central Lake Jackson, along with the use of “380” tax incentives to accomplish further improvements as part of the private development.
- ▶ \$1.5 million in LJDC funds to extend water service northward to support development activity around the airport and the potential Alden master-planned project. Another \$1.5 million will enable similar extension of sanitary sewer service as part of a larger \$4.5 million initiative.
- ▶ \$300,000 of the \$700,000 needed to complete the Brazos Mall entry road off of SH 288 in



SOURCE: Leslie Fan, Dow Chemical (via Twitter)

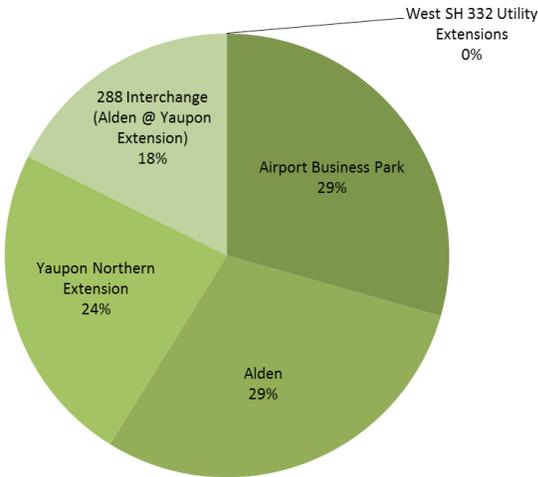
2014, which mall officials credit with helping to attract major new tenants while also opening an eight-acre outparcel for potential new hotel development.

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

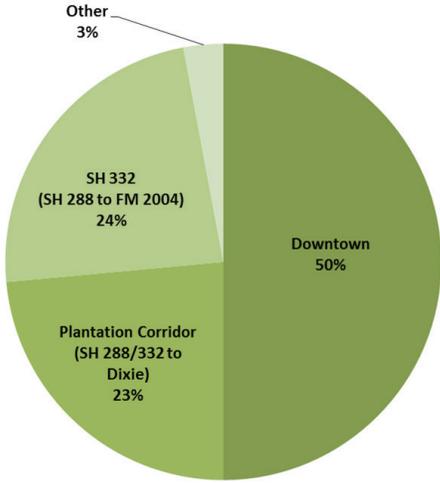
### Economic Development Priorities

As part of economic development discussions with the City’s Comprehensive Plan Advisory Committee (CPAC), consultant Marsh Darcy Partners completed an informal voting exercise during a CPAC meeting in February 2015. The charts below show the allocation of responses to two essential polling questions.

**What are the highest priorities for investment of public funds to encourage new development?**



**What are the highest priorities for investment of public funds to encourage private redevelopment?**



## KEY ISSUES AND CONSIDERATIONS

The following key issues and considerations related to Economic Development were identified through the comprehensive planning process. These essential items should be kept in mind as associated strategic action priorities are pursued in the coming years, within the context of related guiding principles and goals for economic development as outlined later in this section.

- ▶ Risk of over-dependence on a few predominant industrial sectors for the area's economic base.
- ▶ Maintaining and strengthening Lake Jackson's regional trade center role, especially in terms of increasing revenue streams to the City from sales and hotel occupancy taxes.
- ▶ Opportunities for complementary development in the vicinity of the new Dow Texas Innovation Center.
- ▶ Apparent broad community support to maintain momentum and proceed with full revitalization of Downtown.
- ▶ The need for further addition of shopping, dining and leisure amenities in Lake Jackson, especially through nurturing of local "home-grown" businesses and existing assets such as Brazos Mall and the SH 332 west-side commercial corridor.



SOURCE: [www.loopnet.com](http://www.loopnet.com)

- ▶ The importance of providing appropriate data and context that positions Lake Jackson within the broader Brazosport area for prospective business investors and employers.
- ▶ Preparedness to employ available economic development and financing tools based on consensus priorities and guidelines – and caution to avoid use of incentives for activities not considered essential to economic development fundamentals.
- ▶ The need for a holistic view of economic development that emphasizes a community's livability and basic "curb appeal" along with employment and investment opportunities (e.g., infrastructure and public services, mobility, housing quality and choices, school quality/perceptions, recreation and amenities, reinvestment in older housing and neighborhoods, community appearance, etc.).

## FRAMEWORK FOR ACTION

The Economic Development framework for action is organized in three tiers: (1) Guiding Principles, (2) Goals, and (3) Strategic Action Priorities. These topics are intended to mesh with and support the other aspects of this Comprehensive Plan. The Strategic Action Priorities convey tangible actions that will, in the long run, lead to achievement of the Goals in line with the Guiding Principles.

### Guiding Principles

The Comprehensive Plan includes a set of six overall guiding principles, several of which relate to economic development indirectly, along with this most closely related principle:

**GP4:** Lake Jackson will be **PROSPEROUS** by continuing to build on Brazosport's strong industrial base, diversifying into other promising sectors for private investment and creation of well-paying jobs, maintaining a low-cost "business friendly" environment, emphasizing reinvestment in older and under-performing areas, and by focusing even more attention on the "quality of place" Lake Jackson offers.

Other guiding principles specifically for the Economic Development topic area include:

## Near-Term Strategic Actions amid Long-Term Planning

During 2015, the City conducted its eighth annual strategic planning exercise. The newest resulting *Strategic Plan 2015-2018* establishes action priorities for the next three years based on Council-approved objectives. The plan begins with an overall Vision “to create an ideal community to live, work and play for all.” Five Vision Elements follow, all of which are highly relevant to economic development:

- 1. Enable Growth and Revitalization:** Promote quality growth following the established Master Plan.

### *Related Objectives*

- Facilitate development of new housing.
- Expand City’s economic development initiatives.
- Implement Downtown revitalization.
- Update Comprehensive Master Plan.
- Facilitate development of property surrounding the airport.
- Facilitate redevelopment of declining areas.

- 2. Enhance Communication:** Build relationships through communication, technology and training.

### *Related Objective*

- Improve communication – Create economic development website to

actively promote local business activity and City’s economic development success.

- 3. Maintain Infrastructure:** Maintain existing facilities and infrastructure at current high standards.

### *Related Objective*

- Continue to upgrade and maintain infrastructure, facilities and equipment.

- 4. Maintain a Well Managed City:** Promote a culture of innovation and service.

### *Related Objective*

- Increase the use of GIS technology to improve operations.

- 5. Enhance Quality of Life:** Provide an excellent quality of life for all Lake Jackson citizens.

### *Related Objectives*

- Enhance the safety of our citizens.
- Assist BISS in addressing issues facing the district within the community.
- Provide quality parks and recreation opportunities.
- Provide community with new and affordable family oriented activities.
- Continually evaluate the City’s public transportation system.

*Lake Jackson will provide a positive and supportive setting for the economic well-being of its residents and businesses by balancing the needs and interests of both.*

*Lake Jackson will continue to maintain a diversified and sound economic base that permits the delivery of high-quality public services to residents and businesses at reasonable cost.*

*Lake Jackson will be economically and physically attractive to existing and new businesses and investors.*

*Lake Jackson will continue to serve as a regional hub for a broader market area in need of a range of shopping, service, and cultural/leisure options.*

## Goals

- 1.** An attractive setting for both small and large businesses to create and add primary jobs, and for business owners and holders of such jobs to call home.
- 2.** An economically resilient community in terms of a diversified economic base and an entrepreneurial spirit to explore new market opportunities.
- 3.** A revitalized city core (Downtown, neighborhoods, corridors) to bolster Lake Jackson’s image and appeal and to match the quality of newer developing areas.

## Strategic Action Priorities

- ▶ **Coordinated land use and infrastructure planning – in conjunction with appropriate use of economic development tools – to support:**
  - commercial development potential around the north SH 288 corridor as Lake Jackson’s prime growth area for the next 20 years, including airport-related development;
  - commercial and/or mixed-use development potential that is complementary to the new Dow Texas Innovation Center in the heart of Lake Jackson;
  - ongoing Downtown redevelopment and the potential for residential and/or mixed-use elements as part of this revitalization;
  - revitalization of the Plantation corridor and the Dixie/Plantation intersection in particular; and
  - bringing to fruition a large master-planned development on the north side to gain more new, quality housing in Lake Jackson.
- ▶ **Pursuing the economic and other community benefits of a signature park to the east of SH 288 and near Downtown, the new H-E-B development, and older neighborhoods in need of reinvestment – potentially by expanding on existing Madge Griffith Park.**
- ▶ **More effective marketing of Lake Jackson to enhance recognition of its special market advantages amid the Brazosport area and its unique characteristics as a satellite community with proximity and access to the entire Houston metropolitan area.**

## ECONOMIC DEVELOPMENT TOOLS

Lake Jackson is well positioned by already using, or being prepared to utilize, the economic development tools itemized in this section, along with the Industrial District Agreement discussed earlier.

## Economic Development Corporation

Lake Jackson has an Economic Development Corporation (LJDC) with a Board of Directors that administers the City’s Economic Development Fund. The fund receives revenues from the City’s 4B ½ cent optional sales tax. The Board then recommends to City Council particular projects to support with expenditures from the fund if deemed eligible under local and state parameters.

Through a visioning process involving both City Council and the Board, which was conducted concurrently with the Comprehensive Master Plan process, Council expressed its desire for the Board to take a more proactive role in overall economic development activities, beyond its current 4B focus. According to the resulting Mission Statement for the LJDC:

### Picking the Right Tool



Management Districts and TIRZs are highlighted in this section, and state law provides for various others (e.g., Municipal Utility Districts, Public Improvement Districts, Empowerment Zones, etc.). The array of special district types can potentially fund many of the same improvements. So, which type of district to use in which situations?

This decision is ultimately driven by the characteristics of a particular candidate area, a detailed assessment of its needs and opportunities, and a careful evaluation of its potential to generate more and new revenues, including how much and over what timeframe. In general, the following factors apply in all cases:

- ▶ How will benefits from the district (e.g., revenues, capital project financing) be apportioned?
- ▶ What is the funding capacity of the district?
- ▶ What is the cost of service burden (public safety services, parks, general administration, etc.)?
- ▶ What is the time duration of the district?

It is the mission of the LJDC to use proactive strategies and all available resources to promote economic growth and market Lake Jackson as the premier city to live, work and play.

Key elements related to this mission include:

- ▶ Encouraging an Entrepreneurial Spirit
- ▶ Marketing the City
- ▶ Promoting Quality of Life
- ▶ Attracting Primary Jobs

Along with organizational and operational changes, the Board was given more responsibility as a result of the re-evaluation process.

## 4B Sales Tax

This is a state-authorized ½-cent supplement to the local sales tax that, through a May 1995 election, Lake Jackson voters approved but restricted to use only for parks/recreation upgrades and infrastructure improvements to encourage new or expanded business enterprises. In May 2014, voters disapproved a ballot proposition that would have eliminated the original restrictions and allowed 4B funds to be used for any of the purposes allowed under state law, including for promotional activities and the hiring of paid economic development staff.

In FY2014-15 the ½-cent tax generated \$2.75 million in revenue for the City's Economic Development Fund. This was approximately \$1 million higher than 15 years earlier, when the revenue for FY1999-2000 was \$1.73 million – a 59 percent increase. In its newest annual budget for FY2015-16, the City projected \$3.13 million of revenue from the ½-cent tax. Under the 1995 voter-imposed restrictions, the 4B revenue may be used for “payment of the costs of land, buildings, equipment, facilities, improvements and maintenance and operation costs for public park purposes, recreational facilities to be used for sports and entertainment, and for infrastructure improvements for development of new or expanded business enterprises.” Previous expenditures from the Economic Development Fund contributed to:

### *Park / Recreation Improvements*

- ▶ Outdoor pool.

- ▶ Recreation Center.
- ▶ Youth Sports Complex.
- ▶ Wilderness Golf Course.
- ▶ Civic Center.
- ▶ Veterans Memorial Plaza.

### *Infrastructure Improvements*

- ▶ Downtown redevelopment.
- ▶ H-E-B retail center.
- ▶ Dow Texas Innovation Center.
- ▶ Airport water extension.
- ▶ Brazos Mall road access.

## Chapter 380 Agreements

This chapter of the Texas Local Government Code gives cities very broad authority to provide grants or loans for economic development purposes, typically funded through resulting growth in sales or property tax revenue. Lake Jackson has structured such agreements to incorporate performance-based inducements and reimbursement for privately provided infrastructure improvements that supported investments involving Brazos Mall, Kohl's, H-E-B, and Creekside subdivision.

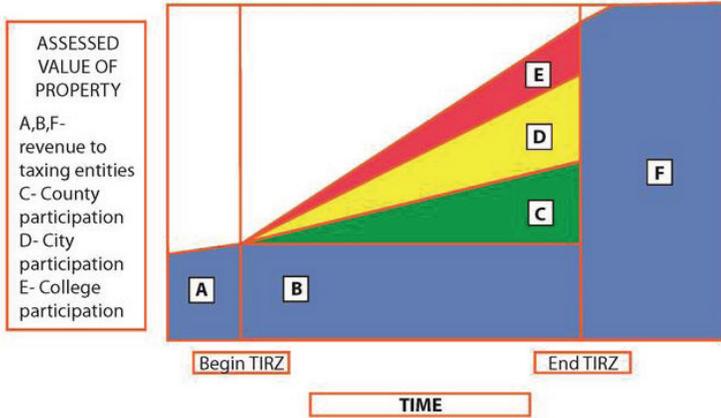
## Municipal Management Districts

Authorized by Texas Local Government Code Chapter 375 and created through a process that requires City approval, a Management District establishes a separate local taxing entity to directly fund or reimburse costs associated with infrastructure improvements. Such districts can also fund other types of improvements and services such as landscaping, maintenance and security. Creation of a Management District was among a package of measures through which Lake Jackson has attempted to support the north side Alden development.

## Tax Increment Reinvestment Zones

Tax Increment Reinvestment Zones, or TIRZs, are authorized by Chapter 311 of the Texas Tax Code. As illustrated in the accompanying graphic, such zones redirect new property tax revenue into a special fund. This provides the resources to reimburse developers for eligible infrastructure

## How A TIRZ Works Three Participants



improvements they provide within the zone. As with the Management District option, this is another tool Lake Jackson employed to enhance the viability of the Alden development. Current Lake Jackson policy limits the use of Management Districts and TIRZs to the most significant potential projects. Both of these tools are widely used within the City of Houston and by other cities in the region.

## ECONOMIC DEVELOPMENT PARTNERS

### Economic Development Alliance for Brazoria County

This public/private non-profit corporation promotes business retention and expansion county-wide. Along with serving as a clearinghouse for demographic and other data, the Alliance engages in marketing and advocacy activities that benefit Lake Jackson and other area cities and their business and development communities.

### Brazosport Area Chamber of Commerce

Since its formation in 1945, the Brazosport Area Chamber of Commerce has aimed to create a positive and stable business environment, support sustainable economic growth, and improve the

area's quality of life. As a voluntary business membership organization, the Chamber maintains a Strategic Plan and pursues its priorities and advocacy efforts through various task forces and committees. This includes committees focused on Housing Development, Transportation, and Shop Local First that are most relevant to themes and priorities in this Comprehensive Master Plan. Additionally, the Chamber's tourism division, The Brazosport Convention and Visitors Council, promotes the Brazosport area as a family and convention destination.

### Brazosport College

Brazosport College was established in 1968 and has grown to a 156-acre campus on the east side of Lake Jackson. The College offers four-year degree programs in Industrial Management and Health Services Management, plus two-year degree and certificate options in a variety of career fields. The Brazosport College Foundation is the main mechanism for partnership programs between the College, community and local industries. The results are evident across the expanding campus, with resulting facilities including the BASF Center for Process Technology, the Dow Academic Center, the Byron and Sandra Sadler Health Professions/ Science Complex, and the new Freeport LNG Crafts Academy.

Brazosport College also has a Center for Business and Industry Training (CBIT), providing courses and continuing education focused especially on computer skills, safety and technical training, and professional and leadership development. CBIT personnel also provide business consulting services, drawing upon their own industry and workplace experience. The College also houses a Small Business Development Center (BC SBDC), which also supports area businesses and entrepreneurs launching and growing small and emerging companies. SBDC consultants assist with:

- ▶ evaluating financing alternatives;
- ▶ developing loan packages;
- ▶ reviewing and updating business plans and strategies;
- ▶ conducting financial check-ups and making recommendations;
- ▶ developing marketing plans and utilizing web, email and social media options; and



SOURCE: Brazosport College

- ▶ assessing new market opportunities in public sector and international e-commerce.

The Brazosport College Corporate Learning Center provides modern classroom space for on-campus training, along with custom training options in workplaces. Through its Dow Academic Center, the College also offers full-service conference space for special events and meetings.

Workforce development, and associated partnerships, are emphasized in the College's Vision 2020 Strategic Plan (updated in July 2015) within the plan's:

- ▶ Mission statement, which also mentions improving quality of life and "enriching our communities."
- ▶ Vision statement, which mentions preparing students "to thrive within the global community" and emerge as "competitive graduates for tomorrow's workforce."
- ▶ List of Core Values, which includes fostering innovative partnerships so the College may contribute to the "educational, economic, and cultural advancement of our local and global communities."

Workforce development is the focus of Goal 3 in the plan: "By 2020, Brazosport College will be the regional center of educational and training opportunities preparing a diverse population of potential employees for successful entry or

redeployment into the labor market by increasing the number of industry ready graduates by 25 percent." Four related strategies include:

1. Maximize student exposure to high-demand, high-growth career opportunities.
2. Develop Crafts Academy for delivery of fast-track training with enhanced facilities, labs and equipment.
3. Develop pathways to transition students from non-credit to credit programs in healthcare.
4. Deepen and expand targeted relationships with business and industry that have a direct impact on meeting workforce needs.

### Brazosport College Results and Accolades

In 2012 and 2014, the Aspen Institute ranked Brazosport College among the top 10 community colleges in the nation. The College also prepares a periodic Report on Student Success. The most recent report highlights that graduates with the College's Bachelor of Applied Technology (BAT) degree, from its inception in 2005 through 2013, had an 86 percent employment rate. Additionally, BAT graduates earned a mean annual wage nearly double that of graduates from similar programs in Texas (\$76,842 versus \$43,731 for other programs).



# Recreation and Amenities

*Lake Jackson Texas*

Recreation and amenities have been essential aspects of Lake Jackson from its start as a master-planned “new town” in 1941. The site of current-day Madge Griffith Park was selected for the community’s first park space in 1943, even before Lake Jackson became an incorporated city in 1944. Then in February 1945, the community’s new Lake Theatre hosted its first public event, and a Youth Recreation Center was completed in the same timeframe. Today, Lake Jackson and the entire Brazosport area benefit from exceptional cultural offerings and arts and entertainment facilities, including the Brazosport Center for the Arts and Sciences and the Clarion Music Performance Center on the Brazosport College campus.

Within its city limits, Lake Jackson enjoys a surplus of park acreage based on recommended benchmarks for the amount of public parkland a community should have relative to its population. Along with various sizes of parks and types of facilities for athletics and other active recreation, Lake Jackson also has exceptional areas for passive recreational pursuits (e.g., nature walks and birdwatching, picnics, etc.). These include Wilderness Park and the Dow Woods preserve, plus nearby beaches and federal and state nature refuges and wildlife management areas along the Gulf Coast.

However, as detailed in this section, the geographic distribution and accessibility of City-maintained park space varies across the community. At the time of this Comprehensive Master Plan update, the City of Lake Jackson Parks and Recreation Department had begun the process of developing a new Parks and Open Space Master Plan, including early community outreach activities. This more focused planning effort will build on broader themes and needs identified in this Comprehensive Master Plan while enabling more in-depth evaluation to determine specific priorities system-wide and for individual facilities.

## Master Plan Focus Areas

- ▶ Land Use and Development
- ▶ Mobility
- ▶ Growth Capacity and Management
- ▶ Economic Development
- ▶ **Recreation and Amenities**

## BY THE NUMBERS

### 270.9

**The total acreage of existing City parks classified as Pocket, Neighborhood and Community Scale parks.** This is the essential number to compare against national benchmarks for public parkland relative to population. It confirms that Lake Jackson has adequate parkland as this amount falls within the recommended acreage range for a city of its size. The amount of Community park acreage (159.5 acres) is also within the recommended range, and the current Pocket (15.2 acres) and Neighborhood (96.2 acres) amounts exceed their respective targets.

SOURCES: City of Lake Jackson Parks & Recreation Department; National Recreation and Park Association

## 1,100+

The total amount of Lake Jackson park system acreage when taking into account Regional scale parks. While Regional scale parks are not included in the benchmarking comparison above, which focuses on park availability in relatively close proximity to residents, the two Regional parks in Lake Jackson (Dow Centennial Bottomlands and Wilderness Park) contribute another 832 acres to the overall park system, for a total system acreage of just over 1,100 acres. (Also supplementing the system for residents are open spaces within parkway areas along major roadways and other public streets, plus other small spaces within neighborhoods.)

SOURCES: City of Lake Jackson Parks & Recreation Department; National Recreation and Park Association

## 20%

The percentage of all Neighborhood scale parks in Lake Jackson that are located on the west side of SH 288 relative to the east side of the community. Lake Jackson has 10 parks that currently fulfill a Neighborhood Park function, where the primary service area is for residents within one-quarter mile. Except for Timbercreek Park in the northwest (P22 on the accompanying illustration) and James F. Crews Park on the far south side (P12), all the other Neighborhood level parks are east of

## Major Accomplishments

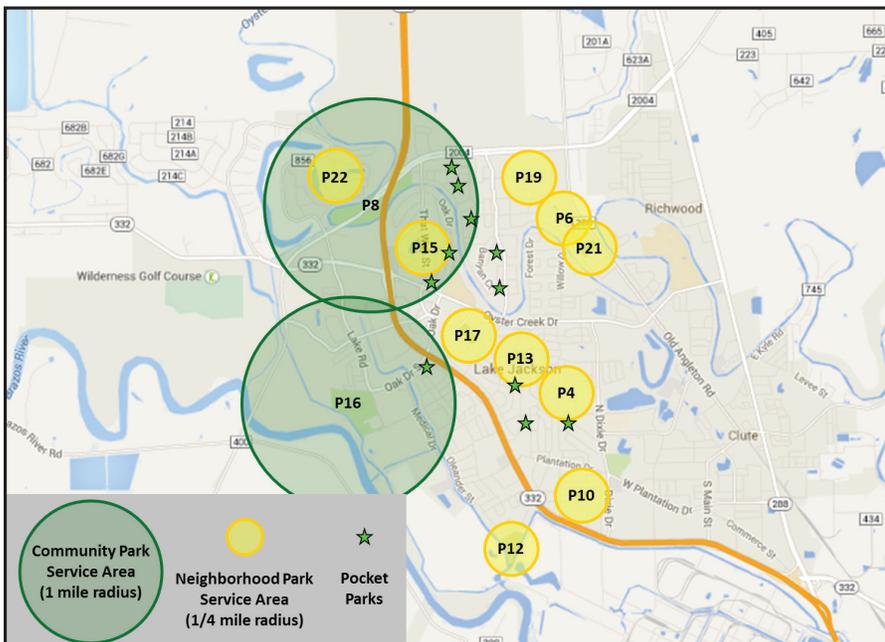
In reflecting on recent major accomplishments involving recreation and amenities, Lake Jackson leaders and residents cited these key items:

- ▶ Hike-and-bike trails (especially along Oyster Creek Drive).
- ▶ Recreation Center.
- ▶ Beautification awards.
- ▶ Lake Jackson Historical Museum.
- ▶ Anniversary mural Downtown.
- ▶ Summer concert series.
- ▶ Preservation of mature trees.
- ▶ Senior citizen activities.

SH 288, serving many of Lake Jackson’s oldest and most established neighborhoods. Additionally, the City’s 11 Pocket scale parks are almost all located on the east side.

However, when respondents to a public and leadership survey in support of this Comprehensive Master Plan were asked to rank their “top 5 community priorities” from among a list of 18 potential items, “Small neighborhood parks” drew the fewest votes and ranked 18 of 18. The survey

results and related discussions indicated more concern about the maintenance level and quality appearance of existing City parks. Meanwhile, “Large community parks” received three times as many votes as “neighborhood” to rank 13 on the list of 18 items. Lake Jackson’s two existing Community scale parks – Dunbar (P8) and MacLean (P16) – where the primary service area is for residents within one mile, both provide service area coverage mainly west of SH 288. MacLean Park (and Youth SportPlex) is on the west side of the current developed city while Dunbar Park straddles SH 288 near its interchange with FM 2004. As a result, much of the city east of SH 288 is not served by a Community level park (where numerous residents mentioned that they utilize the Brazosport College



SOURCE: City of Lake Jackson; Kendig Keast Collaborative

campus, on the City's easternmost edge, for walking, jogging and other recreation).

These facts and sentiments are, in part, what led to the Strategic Action Priority in this section to explore the idea of redeveloping one of the City's existing east side parks, such as Madge Griffith Park between Circle Way and Magnolia streets, as a "signature park." The concept would be to include new and varied offerings that would be a draw for all residents at some point and would also set a new quality standard for upgrades to various existing parks in the years ahead. This would also help to offset the identified east side deficiency in Community scale parks, plus the fact that various existing Neighborhood parks on the east side are smaller than the minimum recommended 10 acres.

SOURCE: City of Lake Jackson Parks & Recreation Department; National Recreation and Park Association

## \$460,000

**The projected revenue in FY2015-16 from the City's share of the hotel/motel occupancy tax.** Currently, the State of Texas imposes a six-percent tax on hotel/motel room rentals. Similar to many other cities, Lake Jackson has exercised its option to add a local tax share of seven percent. While use of local revenue from this tax is closely regulated by the state, the funds support activities that promote more lodging use such as community marketing plus direct support for local events, destinations and organizations whose activities drive tourism visits and more overnight stays.

SOURCES: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

## KEY ISSUES AND CONSIDERATIONS

The following key issues and considerations related to Recreation and Amenities were identified through the comprehensive planning process. These essential items should be kept in mind as associated strategic action priorities are pursued in the coming years, within the context of related guiding principles and goals for recreation and amenities as outlined later in this section.

### Leadership and Public Priorities

Among the findings from a public and leadership survey in support of this Comprehensive Master Plan, there was strong agreement with the statement, "Preservation of Lake Jackson's resources (environmental, historical, cultural) is important." On the other hand, the statement that drew the most disagreement was: "Parks and trails in Lake Jackson are well integrated into or convenient to residential areas, or help to buffer neighborhoods from other development."

Another survey section asked respondents to rank their "top 5 community priorities" from among a list of 18 potential items drawn from earlier interaction with City officials, staff and residents. Among the resulting top five were "Visually attractive community" at number three and "Preservation of trees" at number four. Just outside the top five was "Entertainment – restaurants, music" at number six, and "Trails and off-street pathways" ranked ninth.

The City is already proceeding to develop a new community-wide parks master plan, which was another need noted by survey participants.

- ▶ The need to invest in upgrades to existing parks while also providing for future park needs in newly-developing areas.
- ▶ Ensuring adequate parkland in appropriate locations to meet the needs of areas projected to gain additional housing and population in the future.
- ▶ Preparing for a potential expansion of the Recreation Center as envisioned and designed into the original facility.
- ▶ Addressing specialized recreational interests as appropriate (e.g., expanded skate park, long-distance running and cycling, indoor soccer, dog park, etc.).
- ▶ Balancing the desire for greater connectivity of off-street bicycle/pedestrian pathways through residential areas with the sensitivities of nearby homeowners.
- ▶ Enhancing public recreational access to Oyster Creek, where feasible, and the amenity value of creek segments within the city.

- ▶ Responding to growing emphasis on healthy living habits, opportunities and resources in Lake Jackson as in many other Texas and U.S. communities.

## FRAMEWORK FOR ACTION

The Recreation and Amenities framework for action is organized in three tiers: (1) Guiding Principles, (2) Goals, and (3) Strategic Action Priorities. These topics are intended to mesh with and support the other aspects of this Comprehensive Plan. The Strategic Action Priorities convey tangible actions that will, in the long run, lead to achievement of the Goals in line with the Guiding Principles.

### Guiding Principles

The Comprehensive Plan includes a set of six overall guiding principles, several of which relate to recreation and amenities:

**GP1:** Lake Jackson will be better **CONNECTED** through further roadway network extensions, an enhanced hike-and-bike trail system, improved public transit, a wide array of recreational and leisure offerings that bring residents together, and volunteer and service opportunities for long-time citizens and newcomers alike.



SOURCE: City of Lake Jackson

**GP3:** Lake Jackson will be even more **LIVABLE** through new and expanded housing choices, quality schools, great parks and recreational offerings, safe streets and neighborhoods, additional shopping/dining and entertainment options, and a revitalized and vibrant Downtown.

**GP4:** Lake Jackson will be **PROSPEROUS** by continuing to build on Brazosport's strong

industrial base, diversifying into other promising sectors for private investment and creation of well-paying jobs, maintaining a low-cost "business friendly" environment, emphasizing reinvestment in older and under-performing areas, and by focusing even more attention on the "quality of place" Lake Jackson offers.

**GP6:** Lake Jackson will be **GREEN** through sound management of its parks and parkways, responsible stewardship of its water use and waste management, and by staying focused on mature tree cover and preserved open spaces as the physical elements that have always shaped and set apart this master-planned city.

Other guiding principles specifically for the Recreation and Amenities topic area include:

*Lake Jackson will maintain an attractive and distinctive identity that is a source of local and regional pride.*

*Lake Jackson will enhance its existing network of parkways and promote expansion of this network into new residential and commercial/ industrial areas to create a citywide greenway system.*

*Lake Jackson will continue to make design and landscape improvements to SH 288/332 to enhance the appearance of this route and to produce a positive image of the city as seen from this travel route.*

### Goals

1. A per capita ratio of park and recreation space across the community that is equivalent in both existing and newly developing areas of the city.
2. Streets and greenways designed to visually integrate the existing community with future areas of the city and to reinforce the image and understanding of the city as a whole.
3. Downtown Lake Jackson and the adjoining civic area maintained as the major civic and cultural center of the community.
4. Well-designed public spaces for festivals, cultural events, exhibits, and other community-wide events that enrich Lake Jackson's livability and enhance its sense of community.

### Strategic Action Priorities

- ▶ “Parks to Standard” investments in existing parks to ensure they meet citizen expectations for quality and ongoing maintenance.
- ▶ Pursuing the concept of a signature park on the city’s east side, and potentially close to Downtown, given the lack of a community-scale park east of SH 288.
- ▶ Phased expansion and enhancement of a city-wide network of off-street bicycle/pedestrian pathways in locations which are most feasible and least disruptive to nearby residential properties.



SOURCE: Brazosport Bicycle Club

- ▶ Effective park and trail system planning for Lake Jackson’s prime growth areas, especially on the north side of the city, to ensure appropriate sites for smaller-scale neighborhood parks plus the potential for another significant nature preserve similar to Wilderness Park in areas not conducive for development.
- ▶ Whether for Recreation Center expansion or other initiatives, building flexibility into facility planning and design and parks and recreation programming given shifting demographics and trends in park and recreation facility utilization.

## RECREATION AND AMENITIES TOOLS

Lake Jackson takes advantage of the following tools to respond to leadership and public aspirations for abundant parkland, diverse recreational opportunities, and high-quality amenities that set the community apart from most cities of similar size and circumstances.

### Parkland Dedication and Fee Payments in Lieu of Dedication

Like many Texas and U.S. cities, the City of Lake Jackson has an established procedure for obtaining dedications of land for public park development and use in conjunction with the platting and development of new residential subdivisions. The associated City ordinance adopted in 1977 also created a Park Fund for receiving and managing revenue when a fee is paid to the City in lieu of land dedication.

Residential developers are required to dedicate a site or sites to the public for park purposes at a ratio of one-half acre for every 100 residents in the subdivision or development. The ordinance further provided that the City Council could choose to accept money as an alternative to the land dedication where there is no specific park need for the vicinity identified in the Comprehensive Master Plan or no park or recreation facility recommended for the area by the City’s Parks Board.

The current rate for fee payments in lieu of dedication are \$295 per lot in subdivision or \$252 per living unit in a duplex, townhouse, apartment or other multifamily units. Due to a decreasing number of new subdivisions in Lake Jackson, and because several recent subdivisions donated land rather than money, revenue to the City’s Park Fund has decreased steadily. The City’s most recent annual budget for FY2015-16 projected a fund balance of \$171,836 compared to \$245,889 after the FY2013-14 budget year.



The City's Park Board is charged with developing the budget for this fund. Expenditures are typically directed to small park-related capital improvements and maintenance items (e.g., ball field and general park enhancements, small park facility and equipment acquisitions, etc.). The City sometimes bolsters this fund through year-end transfers from its General Fund. The Parks Fund can also receive proceeds from the sale of parkland as authorized by the voters. This recently occurred when a small park site in the former Oak Woods addition was sold to make way for the new H-E-B development in the area (and the \$60,000 in proceeds was devoted to improvements to Morrison Park at Shy Pond).



SOURCE: City of Lake Jackson

## 4B Sales Tax

As detailed in the Economic Development section of this Comprehensive Master Plan, Lake Jackson has an impressive history of accomplishing parks and recreation facility construction and site improvements from revenue obtained through a state-authorized ½-cent supplement to the local sales tax. Important examples include the Outdoor Pool, Recreation Center, Youth Sports Complex and Wilderness Golf Course, as well as other community amenities, including the Civic Center and Veterans Memorial Plaza.

The Lake Jackson Development Corporation Board oversees the City's Economic Development Fund and recommends project expenditures from the fund to City Council. Ongoing application of the "4B" tax revenue has led to tangible community improvements and, as noted in the newest City budget, "Our parks/recreation system now has a

more stable source of funding" as a result. This is significant given limitations on other revenue sources and competing needs in the City's annual budgeting.

## Motel Occupancy Tax Fund

Lake Jackson benefits from its state-authorized ability to apply a local tax on hotel/motel stays as this contributes to tourism-oriented economic development efforts for the area. State law governs local administration of the resulting revenue, including a two-part test in Chapter 351 of the Tax Code that must be met: (1) the funds must directly enhance and promote tourism and the convention and hotel industry; and (2) the use of the funds is limited to:

- ▶ Convention centers and visitor information centers;
- ▶ Registration of convention delegates;
- ▶ Advertising, solicitations, and promotions;
- ▶ Promotion of the arts;
- ▶ Historic restoration and preservation;
- ▶ Sporting event expenses;
- ▶ Directional signs; and
- ▶ Transportation of tourists.

At least one-seventh of a city's expenditures must go toward advertising and marketing, and funds allocated to promotion of the arts may not exceed 15 percent of the total annual revenue. The City of Lake Jackson budgets annually for projected hotel/motel tax revenue and planned expenditures from its Motel Occupancy Tax Fund. Based on estimated revenue of \$460,000 in the City's newest annual budget for FY2015-16, the resulting allocation of funds to local programs and other beneficiaries was as shown in the table on the next page.



SOURCE: City of Lake Jackson

Recipient	Share	FY15-16 Amount
Tourism (Brazosport Chamber)	2.0 cents	\$131,429
Lake Jackson Historical Museum	1.5 cents	\$98,571
Museum of Natural Science	1.5 cents	\$98,571
Fine Arts Center	1.0 cent	\$65,714
Promotion of Festival of Lights, other events	1.0 cent	\$65,714
<b>TOTAL</b>	<b>7.0 cents</b>	<b>\$460,000</b>

SOURCE: City of Lake Jackson FY2015-2016 Annual Budget and Program of Services (adopted August 31, 2015)

Lake Jackson currently has five lodging establishments from which occupancy taxes are collected, and additional hotel development is anticipated near Brazos Mall and elsewhere. Such development would generate further revenue through this special tax, enabling even greater financial support for local arts and cultural organizations, institutions and community events.

## RECREATION AND AMENITIES PARTNERS

Recreational programming and especially arts and cultural activities are areas where community volunteerism is essential. Lake Jackson and the Brazosport area offer many such opportunities to long-time residents and newcomers. The area also enjoys a long history of industry support for such leisure pursuits and related resource conservation efforts, benefitting both their workers and many other area residents and visitors. Among the multiple examples in Lake Jackson, the Dow Woods Unit on the north side, accessible from Old Angleton Road, is a 338-acre property donated to the U.S. Fish and Wildlife Service in 2008 by Dow Chemical Company. The unit is considered a satellite site to the San Bernard National Wildlife Refuge along the coast and preserves areas of hardwood riparian forest in the vicinity of Bastrop Bayou, with trail access for visitors and hikers.

### Convention and Tourism Division – Brazosport Chamber of Commerce

Among its varied roles and activities, the Brazosport Chamber of Commerce also houses the convention and visitors council function for the area. The stated purpose of the Chamber’s Convention and Tourism Division is to “Promote the Brazosport area as a vacation and convention destination,” which is done in coordination with a Lodging and Attractions Committee for information exchange and cross-promotion of attractions. The Chamber also sponsors special events the can engage local residents, draw more outside visitors, and focus greater attention on the area. Examples include the long-running Taste of the Town event to promote the Chamber’s member restaurants, and a Holiday Tour of Homes that highlights unique homes in the area. The Division’s promotional resources include:

- ▶ Its website, [www.visitbrazosport.com](http://www.visitbrazosport.com), which includes links for Lake Jackson and seven other area cities, plus more details on area history, events, recreation, restaurants, accommodations, meeting facilities, etc.
- ▶ The *Explore Brazosport* full-color visitor’s guide to the area.
- ▶ An interactive online “iBrochure” with information on area attractions, beaches, fishing, etc.

### Brazosport College

The 156-acre Brazosport College campus on the east side of Lake Jackson has varied buildings and facilities not only for academic and continuing education/training programs, but also to engage and entertain area residents and visitors at special venues. These include:

- ▶ The Brazosport Center for the Arts and Sciences, which was founded in 1976 with civic and industrial support and continues to pursue its mission of being “a unique venue on the Texas Gulf Coast offering arts, science, cultural and educational opportunities for residents and tourists.” The Center is owned and operated by the non-profit Brazosport Fine Arts Council. The facility provides performance and exhibit space for several permanent residents, including the Brazosport Museum of

Natural Science, the Brazosport Planetarium, and the Center Stages Theater, plus affiliate organizations such as the Brazosport Symphony Orchestra and Symphony League.

- ▶ The Clarion Music Performance Center, which is a 600-seat performance hall that celebrated its 10th anniversary season in 2015-16. The Clarion was designed to meet the highest contemporary acoustical standards for live music performances.
- ▶ The Dow Academic Center, which operates as a community resource along with other meeting and event venues in the Brazosport area. The Center hosts business, civic and social events including banquets, weddings, receptions and trade shows. The Commencement Hall accommodates up to 2,000 guests and can be divided into seven smaller spaces.

## Other Partners

- ▶ Brazosport ISD, especially through athletic and fine arts programs that foster community pride and offer low-cost leisure activities for student families and other residents.
- ▶ The Gulf Coast Bird Observatory, which has evolved from a unique government/industry/non-profit alliance in 1993, is headquartered in Lake Jackson, and has the mission of protecting birds and their habitats around the Gulf of Mexico. The organization aims to build an Interpretive Center and Research Center in Lake Jackson eventually.
- ▶ Keep Lake Jackson Beautiful (KLJB), which serves as the local affiliate of Keep America Beautiful and works to beautify the community

even more by reducing littering, facilitating clean-up events and efforts, and sponsoring plantings, among other programs.

- ▶ The Lake Jackson Historical Association, which began through volunteer historic preservation efforts in 1981 and, as a non-profit organization, has a current mission of providing education on the history and culture of Lake Jackson and its Brazoria County context. The Association operates the Lake Jackson Historical Museum, Abner Jackson Plantation site along FM 2004, and the Alden B. Dow Office Museum in Downtown.
- ▶ Sea Center Texas, which welcomes visitors as a marine aquarium, fish hatchery and nature center operated by the Texas Parks and Wildlife Department. The Center was established in 1993 through a partnership with Dow Chemical Company, the Coastal Conservation Association, and the U.S. Fish and Wildlife Service.
- ▶ Along with KLJB above, other City Boards and Commissions that contribute to a more livable and enjoyable community through their activities and advisory role to City Council, including the Library Board (and the volunteer Friends of the Lake Jackson Library group), Museum Board, Parks and Recreation Board, Planning Commission, Senior Citizens Commission, and Youth Advisory Committee.
- ▶ The many sponsors and volunteers who make youth sports and adult recreation programs possible, and those who make various local events and festivals happen.



SOURCE: City of Lake Jackson

# Implementation

Lake Jackson Texas

This new Comprehensive Master Plan for Lake Jackson should be a “living document” that is responsive to ongoing change. It should be a document that is frequently referred to for guidance in community decision-making. However, its key planning considerations, goals, policies and action strategies must also be revisited periodically to ensure that the plan is providing clear and reliable direction on a range of matters, including land development issues and public investments in infrastructure and services.

## Why this Final Plan Section is Important for Lake Jackson

- ▶ Emphasizes the importance of not only creating a plan, but translating it into real action and tangible, beneficial results.
- ▶ Adds a short-term strategic perspective and component to what is otherwise intended as a guide to Lake Jackson’s long-term enhancement over the next 20 years.
- ▶ Includes a list of priority actions for the City and other plan implementation partners to focus on during the next several years after plan adoption.
- ▶ Underscores the need to keep the plan fresh and relevant through annual review and reporting procedures and periodic updates.
- ▶ Advocates ongoing community engagement as the plan is implemented.



SOURCE: [less.beatenpaths.com](http://less.beatenpaths.com)

Implementation is not just about a list of action items. It is a challenging process that will require the commitment of the City’s elected and appointed officials, staff, residents, business owners, major institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. Among its purposes, this final plan section highlights specific roles, responsibilities and methods of implementation to execute priority plan recommendations. Equally important are formalized procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, and new opportunities and challenges that have emerged since plan adoption. This is in addition to any other change in circumstances, which may require rethinking of plan priorities. Scheduled plan evaluations and updates, as described later in this section, will help maintain the Master Plan’s relevance and credibility as an overarching policy guide.

## PLAN ADMINISTRATION

During the development of this plan, representatives of government, business, community groups and others came together to inform the planning process. These community leaders – and new ones that will emerge over the horizon of this plan – must maintain their commitment to the ongoing implementation and updating of the plan’s goals, policies and action strategies.

### Education

Comprehensive plans are relatively general in nature, but they are still complex policy documents that account for interrelationships among various policy choices. As such, educating decision-makers

and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning Commission and City department heads should all be “on the same page” with regard to priorities, responsibilities and plan interpretations.

Therefore, an education initiative should be undertaken immediately after plan adoption, which should include:

- ▶ A discussion of the respective roles and responsibilities of the Council, Commission (and other advisory bodies) and individual City staff members;
- ▶ A thorough overview of the entire Comprehensive Master Plan, with emphasis on the parts of the plan that relate to each group;
- ▶ Implementation tasking and priority setting, which should lead to each group establishing a one year and three-year implementation agenda (which the City of Lake Jackson already does through its annual Strategic Plan process);
- ▶ Facilitation of a mock meeting in which the use of the plan and its policies and recommendations is illustrated; and
- ▶ An in-depth question-and-answer session, with support from the City Attorney and other key staff.

## Definition of Roles

As the community’s elected officials, the City Council should assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which actions will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, Council members must also help to ensure effective coordination among the various groups that are responsible for carrying out the plan’s action strategies.

### City Council

The City Council should take the lead in the following general areas:

- ▶ Adopting and amending the plan, after recommendation by the Planning Commission;

- ▶ Acting as a “champion” of the plan;
- ▶ Establishing the overall implementation priorities and timeframes by which action strategies in the plan will be initiated and completed;
- ▶ Considering and approving the funding commitments that will be required;
- ▶ Adopting new or amended land development regulations to implement the plan;
- ▶ Approving intergovernmental and public/private development agreements that implement the plan;
- ▶ Offering final approval of projects and activities and their associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies; and
- ▶ Providing policy direction to the Planning Commission, other appointed City boards and commissions and City staff.

### Planning Commission

The Planning Commission should take the lead in the following general areas:

- ▶ Hosting the education initiative previously described;
- ▶ Periodically obtaining public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods;
- ▶ Ensuring that recommendations forwarded to the City Council are reflective of the plan goals, policies and action strategies; and
- ▶ After holding one or more public hearings to discuss new or evolving community issues and needs, making recommendations to the City Council regarding plan updates and amendments.

### City Staff

City staff should take the lead in the following general areas:

- ▶ Managing day-to-day implementation of the plan, including coordination through an interdepartmental plan implementation committee;
- ▶ Supporting and carrying out capital improvement planning efforts;

- ▶ Managing the drafting of new or amended land development regulations;
- ▶ Conducting studies and developing additional plans (including management of consultant efforts, as necessary);
- ▶ Reviewing applications for consistency with the Comprehensive Master Plan as required by the City's land development regulations;
- ▶ Negotiating the specifics of intergovernmental and development agreements;
- ▶ Administering collaborative programs and ensuring open channels of communication with various private, public and non-profit implementation partners; and
- ▶ Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

## ACTION AGENDA

The vision and goals in this Comprehensive Master Plan will ultimately be attained through a multitude of specific actions. Many of the initiatives highlighted in this final plan section cut across – and are supported by – multiple topic areas within the plan. Compiled in the **Community Action Agenda table** at the end of this section are 16 strategic action priorities derived from the overall plan. The table does not include every action item found throughout this plan. Instead, it details a more focused “to do” list in key action areas, the potential timing of associated steps, and which individual or entities are responsible for initiating, administering and participating in the implementation process.

Additionally, action steps are categorized regarding those that will involve: (1) capital investments,

## PLAN IMPLEMENTATION METHODS

### FIVE WAYS OF MOVING TOWARD ACTION

-  Capital Investments
-  Programs and Initiatives
-  Regulations and Standards
-  Partnerships and Coordination
-  Targeted Planning / Studies



(2) programs and initiatives, (3) regulation and standards, (4) partnerships and coordination, and (5) targeted planning/studies. Most capital projects will also require, to varying degrees, additional feasibility analysis, construction documentation, specifications and detailed cost estimates.

The Community Action Agenda table provides a starting point for determining immediate, near-term and longer-term task priorities. This is an important first step toward plan implementation and should occur in conjunction with the City's annual budget process, during

## Five Pathways to Action

### Capital Investments



The City of Lake Jackson uses a multi-year capital improvements planning process to identify and budget for “big ticket” projects, especially those that must be phased and/or coordinated with other initiatives. This may include street infrastructure; water, wastewater and drainage improvements; parks, trails and recreation facility construction and upgrades; construction and renovation of public buildings; and purchase of land, vehicles or major equipment. Anticipating and adequately budgeting for major capital projects will be essential to implementing this plan. Likewise, decisions regarding the prioritization of proposed capital improvements should reflect the direction and priorities of this plan.

### Programs and Initiatives



Programs involve the routine activities of City departments and staff, as well as special projects and initiatives they may undertake. As part of Comprehensive Master Plan implementation, this method may include initiating new or adjusting existing City programs and activities, expanding community outreach efforts, or providing specialized training to accomplish a priority objective more promptly and/or effectively.

### Regulations and Standards



Given that private investment decisions account for the vast majority of a community's physical form, land development regulations and related engineering and design standards are fundamental for plan implementation. Consequently, zoning and subdivision regulations and associated development standards and technical criteria are the basic keys to ensuring that the form, character and quality of development reflect

the City's planning objectives. These codes and criteria should advance the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and priorities.

### Partnerships and Coordination



Some community initiatives identified in this plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements or funding support from other public entities or levels of government. Additionally, the unique abilities of potential private and non profit partners to advance the community's action agenda should not be underestimated. This may occur through cooperative efforts, volunteer activities and in-kind services – which can count toward the local match requirements for various grant opportunities – and from public/private financing of community improvements.

### Targeted Planning/Studies



Various areas of City governance require more detailed study and planning, especially as is sometimes required to qualify for external funding opportunities. These studies involve targeted planning work at a “finer grain” level of detail than is appropriate for community-wide comprehensive planning purposes (e.g., utility infrastructure and parks/recreation master plans, transportation corridor studies, annexation service planning and fiscal impact studies, etc.). As such, some parts of this plan will be implemented only after some additional in-depth planning or special study to clarify next steps and associated costs and considerations.

capital improvements planning, and in support of departmental work planning. Then, once the necessary funding is committed and roles are defined, a lead City staff member should initiate a first year work program in conjunction with City management, other departments and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. It should be kept in mind that

### Community Input on Potential Implementation Priorities

During a public open house event in May 2016, just prior to finalization of this Master Plan, attendees had the opportunity to consider the 16 strategic action priorities highlighted in the Community Action Agenda table and cast five votes to indicate the items they considered most important to pursue immediately. Participants were free to vote for five separate items or cast multiple votes for certain items. The final tally from 82 persons who voted showed the following top priorities:

1. Ongoing street and storm drainage rehabilitation in older areas of city. (62 votes)
2. Incentives to reinvest in older housing and neighborhoods. (58)

3. Traffic flow strategies where roadway widening is not feasible/desired. (44)
4. Expedited completion of all phases of Downtown revitalization. (42)
5. Preparation to fund next major water/wastewater system upgrades. (40)

The top five priorities appear to indicate a preference for directing resources toward City infrastructure, as well as to focus attention on Lake Jackson's older areas. This reflects the central theme of the voting exercise, which was: "Recognizing we cannot do everything we want all at once ... what comes first?"



## LJ mastering the possibilities

By STEPHANY GARZA  
stephany.garza@thefacts.com

LAKE JACKSON — More than 100 people lined up inside the Lake Jackson Civic Center to help set the city's course over the next 20 years, with most favoring projects that go down the drain.

All those who entered Monday night's open house received five marbles and were asked to put them in bowls labeled with priorities for Lake Jackson's master plan. Each of the 16 bowls represented a concept

Residents use their marbles to designate 20-year plan priorities

based on five main threads of development as defined by the consultant guiding the plan's formation.

An unofficial tally shows residents' top concern is ongoing street and storm drainage rehabilitation in older areas of the city, with a total of 62 votes. The next top four categories ranged from investing in older

neighborhoods, traffic flow, expedited completion of the downtown revitalization project, and water and wastewater upgrades.

Gary Mitchell, president of Kendig Keast and a planning and design consultant, said the top five building blocks for every city are land use and development; infrastructure; traffic; economic development; and recreation and amenities.

"As cities grow, these are the most important things that have



STEPHANY GARZA/The Facts

People who attended Monday night's open house on Lake Jackson's master plan were given five marbles each and asked to place one in the bowls of topics they found most important.

■ See PLAN, Page 3A

SOURCE: *The Facts*

early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially controversial new program.

Progress on the near-term items, in particular, should be the focus of the first annual review and report a year after adoption of this Comprehensive Master Plan, as described later in this section. Then, similar to multi-year capital improvements programming, the entire priority actions list in the Community Action Agenda table – and all other action strategies dispersed throughout the plan sections – should be revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and what the priority should be.

## PLAN AMENDMENT PROCESS

This Comprehensive Master Plan is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological and social conditions, and other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As Lake Jackson evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated goals, policies and action strategies are still appropriate.

Revisions to the Comprehensive Master Plan are two-fold, with *minor plan amendments* recommended to occur every other year and

*more significant updates and modifications* to occur every five years. Minor amendments could include revisions to certain elements of the plan as a result of the adoption of another specialized plan or interim changes to the Future Land Use and Character map. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the findings of this plan – and formulating new ones as necessary; and adding, revising or removing action strategies in the plan based on implementation progress.

### Annual Progress Report

The Planning Commission, with the assistance of City staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing regulations should be an essential part of this effort.

The Annual Progress Report should include and highlight:

- ▶ Significant actions and accomplishments during the past year, including the status of implementation for each programmed task in the Comprehensive Master Plan;
- ▶ Obstacles or problems in the implementation of the plan, including those encountered in administering the future land use aspects, as well as any other policies and priorities of the plan;
- ▶ Proposed amendments that have come forward during the course of the year, which may include revisions to individual plan maps or other recommendations or text changes; and
- ▶ Recommendations for needed actions, programs and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's capital planning and budgeting, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.



## Bi-Annual Amendment Process

Plan amendments should occur on a bi-annual (every two year) basis, allowing for proposed changes to be considered concurrently so that the cumulative effects may be understood. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability and other community priorities. Careful consideration should also be given to guarding against highly localized plan changes within this community-wide planning framework that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- ▶ Consistency with the goals, policies and action strategies set forth in the plan;
- ▶ Adherence to the general guidance and intent of the Future Land Use and Character map;
- ▶ Compatibility with the surrounding area;
- ▶ Effects on infrastructure provision including water, wastewater, drainage and the transportation network;
- ▶ Effects on the City's ability to provide, fund and maintain services;
- ▶ Impacts on environmentally sensitive and natural areas; and
- ▶ Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan vision and goals, and in ongoing public input.

## Five-Year Update / Evaluation and Appraisal Report

An evaluation and appraisal report should be prepared every five years. This report should be prepared by City staff with input from City departments, the Planning Commission and other boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify implementation successes and challenges,

look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation viability and/or obstacles related to any unmet action strategies. The evaluation report and process should result in an amended Comprehensive Master Plan, including identification of new or revised information that may lead to updated goals, policies and action strategies.

More specifically, the report should identify and evaluate the following:

1. A summary of major actions and interim plan amendments undertaken over the last five years.
2. Major planning issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends and base studies data, including the following:
  - The rate at which growth and development is occurring relative to the projections put forward in the plan.
  - Shifts in demographics and other key community indicators.
  - City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated goals, policies or action strategies of the plan.
  - Other changes in political, social, economic, technological or environmental conditions that indicate a need for plan amendments.
4. Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
  - Individual statements or sections of the plan must be reviewed and revised, as necessary, to ensure that the plan provides sufficient information and direction to achieve the intended outcome.
  - Any divergence between particular goals, policies and action strategies that is discovered in the implementation

and administration of the plan must be pointed out and resolved.

- The list of priority actions must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.
- As conditions change, the timeframes for implementing individual plan actions should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- Based upon organizational, programmatic and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's action strategies.
- Changes in external laws, mandates or procedures may affect the ability of the community to achieve its goals. The plan review must assess these changes and their effects on the success of implementation, leading to any suggested revisions in strategies or priorities.



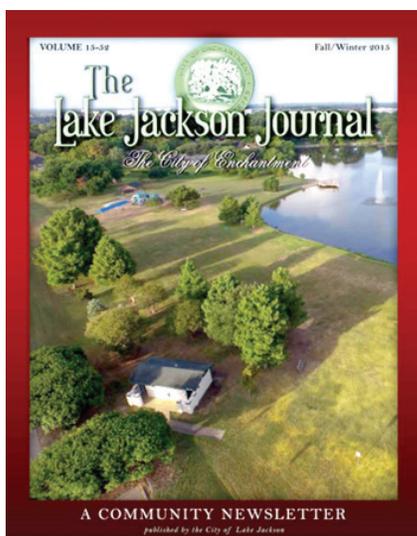
indicators that can be compiled and communicated both internally and to elected officials and citizens in a “report card” fashion.

Example indicators might include:

- ▶ Acres of new development (plus number of residential units and square footage of commercial and industrial space) approved and constructed in conformance with this plan and the City's development regulations.
- ▶ Various measures of service capacity (gallons, connections, etc.) added to the City's major utility infrastructure systems – and the number of dollars allocated to fund necessary capital projects.
- ▶ New and expanded businesses and associated tax revenue gains through economic development initiatives.
- ▶ Lane miles or linear feet of new road, plus bike and pedestrian improvements, added to the City's transportation system to increase mobility options.
- ▶ Acres of parkland and open space added to the City's inventory, and miles or linear feet of trails developed or improved.
- ▶ Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units, and retail and office spaces in urban mixed-use settings, etc.) as envisioned through this plan.
- ▶ The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices, and related conservation efforts in new and existing City facilities.
- ▶ The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Comprehensive Master Plan implementation and periodic review and updating, as outlined in this section.

## Ongoing Community Outreach and Engagement

All review processes and updates related to this Comprehensive Master Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting processes should also incorporate specific performance measures and quantitative



**Community Action Agenda**  
**Lake Jackson Comprehensive Master Plan**

STRATEGIC ACTION PRIORITY	Plan Section	Years 1-5					Years 6-10	Years 10+	ACTION LEADERS and Partners
		1	2	3	4	5			
1	New single-family housing at key price points.	Land Use and Dev			> Ongoing water/wastewater service extension to Alden/airport area. > Developer coordination on special district and financing/incentive mechanisms. > Resolution of floodplain mapping and development standards. > Coordination with Housing Revitalization Feasibility Analysis under item 3.				City Administration Engineering / Public Works / City Attorney Lake Jackson Development Corporation (LJDC) Brazoria County Private development
2	South side revitalization focus (Plantation corridor, Dixie intersection).	Land Use and Dev		> South Lake Jackson special area study/plan. > City of Clute partnering on study/plan.					City Administration Lake Jackson Development Corporation Engineering / Public Works / Code Enforcement Area property/business owners
3	Incentives to reinvest in older housing and neighborhoods.	Land Use and Dev			> Housing Revitalization Feasibility Analysis (after overall market study). > Evaluation of potential tax/financial incentives. > Evaluation of potential zoning incentives. > Targeted land clearance/assembly initiative.				City Administration City Attorney Lake Jackson Development Corporation Dangerous Structure Board Local broker/realtor community
4	Updated land development regulations to ensure desired outcomes.	Land Use and Dev		> Review of Master Plan consultant findings/recommendations. > Drafting / consideration of potential ordinance updates.					City Attorney Building-Permits City Council / Planning Commission Development community
5	Coordinated land use, infrastructure, street network and park/trail planning for prime north-side growth areas around SH 288 and airport.	ALL		> North Lake Jackson special area plan. > Inputs to capital projects planning from plan results.					City Administration Engineering / Public Works / Parks & Recreation Police / Fire Planning Commission / Traffic Commission Parks & Recreation Board Lake Jackson Development Corporation Brazoria County Brazosport Water Authority / Velasco Drainage District Texas Department of Criminal Justice Area property owners / Development community
6	Enhanced bicycle/pedestrian circulation opportunities and safety.	Mobility		> Review of Master Plan consultant relevant findings/recommendations. > Implement relevant items from Parks & Open Space Master Plan. > Pursue Texas Parks & Wildlife grant opportunities related to new/improved trails and bikeways. > ONGOING factoring of "Complete Street" design principles into street projects where appropriate.					Engineering / Public Works / Parks & Recreation / Police City Attorney Planning Commission / Traffic Commission Parks & Recreation Board Brazoria County Houston-Galveston Area Council Texas Dept of Transportation / Texas Parks & Wildlife
7	Traffic flow strategies where roadway widening is not feasible/desired.	Mobility		> ONGOING capital programming of targeted intersection improvements, traffic signal upgrades, etc. > Review of Master Plan consultant findings/recommendations related to Traffic Impact Analysis requirements.					Engineering / Public Works City Attorney Traffic Commission / Planning Commission Houston-Galveston Area Council Texas Department of Transportation

Color Coding of Action Types: **Capital Investments**      **Regulations and Standards**      **Targeted Planning/Studies**  
**Programs and Initiatives**      **Partnerships and Coordination**

**Community Action Agenda**  
**Lake Jackson Comprehensive Master Plan**

STRATEGIC ACTION PRIORITY	Plan Section	Years 1-5					Years 6-10	Years 10+	ACTION LEADERS and Partners	
		1	2	3	4	5				
8	Preparation to fund next major water/wastewater system upgrades.	Growth Capacity and Mgmt	> <b>ONGOING capital programming of water and wastewater system improvements (factoring in Master Plan consultant recommendations, other special study results).</b> > <b>New Water System Master Plan.</b> > <b>New Wastewater System Master Plan.</b> > <b>Next major bond election (and periodic in future).</b>							City Administration Engineering / Public Works City Council Lake Jackson Development Corporation Brazosport Water Authority
9	Prompt resolution of updated floodplain mapping and regulations for area.	Growth Capacity and Mgmt	> <b>ONGOING coordination with FEMA for final approvals and documentation.</b> > <b>ONGOING property owner/ developer outreach and education.</b>							City Administration Engineering / Public Works Brazoria County Velasco Drainage District Development community
10	Expedited completion of all phases of Downtown revitalization.	Growth Capacity and Mgmt	> <b>ONGOING capital projects implementation, including after successful May 2016 bond election.</b>							City Administration Engineering / Public Works Lake Jackson Development Corporation
11	Ongoing street and storm drainage rehabilitation in older areas of city.	Growth Capacity and Mgmt	> <b>ONGOING capital projects implementation, including after successful May 2016 bond election.</b>							City Administration Engineering / Public Works
12	Potential expansion of Madge Griffith Park into a signature park for the entire community, close to Downtown and older neighborhoods.	Economic Dev / Rec and Amenities	> <b>Implement relevant items from Parks &amp; Open Space Master Plan.</b> > <b>Consider potential targeting of LJDC funds to this initiative.</b> > <b>ONGOING monitoring of opportunities to acquire additional land in vicinity.</b> > <b>ONGOING coordination with Brazosport ISD, local churches on plans for vicinity.</b>							Parks & Recreation Parks & Recreation Board Lake Jackson Development Corporation Brazosport ISD Area property owners / churches
13	More effective marketing of Lake Jackson for its uniqueness and market advantages within Brazosport and the Houston metro area.	Economic Dev	> <b>Implement priority findings/recommendations from TEEX market study.</b> > <b>Coordinate with Chamber and Alliance on custom data/marketing efforts for area.</b>							Lake Jackson Development Corporation Texas A&M Engineering Extension Service (TEEX) Brazosport Area Chamber of Commerce Economic Development Alliance for Brazoria County
14	Upgraded quality and maintenance of existing City parks.	Rec and Amenities	> <b>ONGOING capital programming and annual budgeting for park upgrades, maintenance.</b> > <b>ONGOING targeting of volunteer labor and financial donations to priority items.</b>							Parks & Recreation City Council / Parks & Recreation Board Lake Jackson Development Corporation
15	Exploring another potential large-scale nature preserve in north-side areas not conducive for development.	Rec and Amenities	> <b>ONGOING monitoring of opportunities to acquire land for conservation purposes while determining viability of another potential preserve in Lake Jackson area.</b>							Parks & Recreation City Council / Parks & Recreation Board Lake Jackson Development Corporation Relevant state / federal / regional agencies Relevant non-profits / land trusts / corporate support Area property owners / Development community
16	Flexible facility design to accommodate shifting recreation needs/interest.	Rec and Amenities	> <b>ONGOING community input and factoring of recreational trends and priorities into capital programming.</b>							Parks & Recreation Parks & Recreation Board Lake Jackson Development Corporation Athletic and recreation organizations / Public

Color Coding of Action Types: **Capital Investments**      **Regulations and Standards**      **Targeted Planning/Studies**  
**Programs and Initiatives**      **Partnerships and Coordination**

## Direction and Outline

### Lake Jackson Comprehensive Plan

The purpose of this briefing paper is to frame the discussion for a second joint workshop with City Council and Planning Commission (on March 23, 2015). We are at the point of transitioning from study and considerations about Lake Jackson as it is today – the Existing City – to what it can and will be in the decades ahead – the Future City. This paper compiles background information and assumptions, key opportunities and challenges, and proposed guiding principles resulting from work to date. It then provides a working outline of the Comprehensive Plan document to guide the remainder of the plan development process through Fall 2015.

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#### Plan Background and Assumptions

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This section highlights key points and findings from the Existing City work to date, which will serve either as assumptions or baseline information on which the Comprehensive Plan will be based.

#### Demographics

##### *Key Facts and Figures\**

- **Population.** The Texas State Data Center estimated Lake Jackson’s population at 27,331 as of the start of 2013. This was nearly 500 persons more than at Census 2010 (26,849), or a 1.8 percent increase since the Census point in April 2010. At the time of the Comprehensive Master Plan in 1996, Lake Jackson had an estimated population of approximately 25,000 residents.
- **Median Age.** Lake Jackson had a median age of 36.2 years in 2012, which was slightly below the national median (37.2) but well above the statewide median of 33.6 years.
- **Age Distribution.** As of 2012, Lake Jackson had 56.5 percent of its population in the age range from 18 to 59 years, which was down from 60 percent in 1996. The share of population 60 years or older is notably higher at 17 percent in 2012 relative to 11 percent in 1996, which reflects the current “baby boomer” aging and retirement wave nationwide. As a result, the proportion of residents who are younger than 18 was 26.5 percent in 2012 compared to 29 percent in 1996.
- **Educational Attainment.** In 2012, the proportion of residents 25 years and older who had completed high school and/or some level of college was 61 percent. Those who had also completed a bachelor’s and/or some graduate or professional degree was 32 percent.

\* All statistics are from U.S. Census Bureau estimates unless otherwise noted.

##### **Key Initiatives from 1996 Comprehensive Master Plan**

- › Flood Protection
- › Downtown Enhancement
- › Infill Development
- › Retail Expansion
- › Thoroughfare Extension
- › Airport Development
- › Wastewater System Upgrades
- › Open Space Preservation
- › Bicycle/Pedestrian Amenities

#### Land Use and Development

##### *Key Facts and Figures\**

- **Existing Land Use and Development.** Evaluation of the extent and nature of various land uses in the existing developed core area of Lake Jackson led to the following observations:
  - › As in most cities, the majority of the existing developed area is in residential uses, especially neighborhoods of single-family detached homes.

- › Aside from downtown and the SH 288 frontage, limited commercial use is found on the city's east side relative to the west side concentrations – although the new H-E-B development along Oak Drive (plus the planned Kroger project near Oyster Creek and Dixie Drives in Clute) is a significant new addition east of SH 288.
  - › While other cities usually have some legacy of mobile or manufactured homes from earlier periods, Lake Jackson has no such dwellings in its City limits.
  - › Aside from the major industry to the south of the City, Lake Jackson has no real industrial uses in its core developed area. Instead, more intensive public uses (e.g., public works facility, wastewater treatment plant, airport) are the only activities of an industrial nature.
  - › As in other communities across Texas and the nation, senior living developments are becoming more prominent in Lake Jackson. Some are similar to typical multi-family residential use (e.g., Lake Jackson Manor on Garland Drive, south of Plantation Drive) while others have a more commercial appearance (e.g., Jackson Village on Abner Jackson Parkway near SH 288).
  - › The distinctive parkway and greenbelt areas along various major roadways in Lake Jackson – versus private parcels directly abutting along such thoroughfares – is a major differentiator from other cities and a reflection of the community's master-planned origins.
- **Housing Units.** Lake Jackson had 10,551 housing units in 2012, which compared to 9,343 units as of the 1990 Census, or 1,208 more dwellings. Significantly, U.S. Census Bureau statistics show a net gain of only 76 units since Census 2000 when there were 10,475 housing units.
  - **Housing Types.** Just under three-quarters (72 percent) of the local housing stock in 2012 was single-family detached homes compared to 79 percent in 1990.
  - **Extent of Renters.** Renters occupied 37 percent of all local housing units in 2012 (of all types, not just apartments). This was up from 33 percent in 1990.
  - **Age of Housing Stock.** In 2012, only 14 percent of all local housing (1,460 units) had been built since 2000. Nearly half of all dwellings (46.6 percent) were from 1979 or earlier – i.e., at least 33 years old. Also, nearly a fifth of the housing stock (18.6 percent) was still pre-1960 construction.

\* All statistics are from U.S. Census Bureau estimates unless otherwise noted.

## Mobility

### *Key Facts and Figures*

- **Traffic Volumes.** Data provided annually by the Texas Department of Transportation, reporting annual average daily traffic (AADT) counts at selected locations on TxDOT-maintained roads, showed:
  - › The highest traffic count (39,195) on SH 288 just south of SH 332/Oyster Creek Drive.
  - › A count of 14,435 on SH 332 just east of FM 2004 on the west side.
  - › Counts near 11,000 on FM 2004 east (west of Old Angleton Rd) and SH 332 west (east of CR 532).
  - › Counts in the 6,000 range along FM 2004 near the FM 332 intersection.
- **Traffic Congestion.** While Lake Jackson has limited traffic flow issues relative to larger cities, discussions with City Public Works personnel identified the following roadway segments as currently experiencing “congested” traffic at times:
  - › SH 332 West between FM 2004 and SH 288.
  - › Oyster Creek Drive between SH 288 and Old Angleton Road.
  - › Oak Drive between Medical Drive and Oyster Creek Drive.
  - › Lake Road between FM 2004 and SH 332.

- Traffic Signals.** The City is currently responsible for 16 local traffic signals while the Texas Department of Transportation maintains the remainder. Half of the City-maintained signals are along Oyster Creek Drive east of SH 288, and only four are west of SH 288. Three are along Dixie Drive, including the signal at the key intersection of Dixie and Plantation Drives.

**Utility Infrastructure and Drainage**

*Key Facts and Figures*

- Water/Wastewater Connections.** The Lake Jackson water and sanitary sewer systems had 11,723 connections as of early 2015.
- Water Capacity.** The water system relies on up to two million gallons per day of surface water supply from the Brazosport Water Authority and groundwater supply from 12 City wells. The system had a total production and treatment capacity of just under 7,500 gallons per minute, or the ability to serve 12,448 “equivalent single-family connections.” This is the main limiting factor for the current system, relative to the 11,700+ actual connections noted above, as the existing capacity levels for water pumping and storage (both ground and elevated) could support more connections – although elevated storage also needs added capacity sooner than later.

- Sanitary Sewer Capacity.** The wastewater system currently has permitted capacity through the Texas Commission on Environmental Quality (TCEQ) to accommodate 22,075 connections. This means the 11,723 current connections account for 53 percent of permitted capacity. In terms of flow, the average flow at the City’s wastewater treatment plant (just south of the Recreation Center off of Canna Lane) is 2.25 million gallons per day (gpd) relative to permitted flow of 5.85 million gpd.

- Storm Drainage Context.** Drainage patterns in Lake Jackson and vicinity are shaped by the frequency and relative intensity of local rainfall events, the storm surge associated with periodic tropical storms and/or hurricanes from the Gulf, and overflows of the Brazos River, Oyster Creek and other area streams that can result. Roadside ditches handle some local drainage, and storm sewers also convey runoff in more urbanized areas. However, on this nearly flat landscape, street ponding can occur during extreme storm events. This is actually by design as

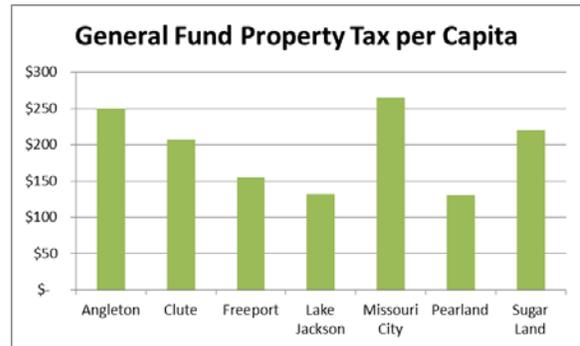
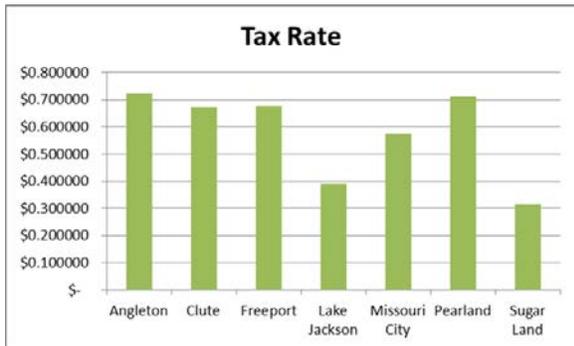


streets supplement the drainage system during intense rainfall to disperse and keep storm water away from private property. Bridges and other structures can serve as “choke points” that restrict drainage flows during extreme conditions.

**Economic Development**

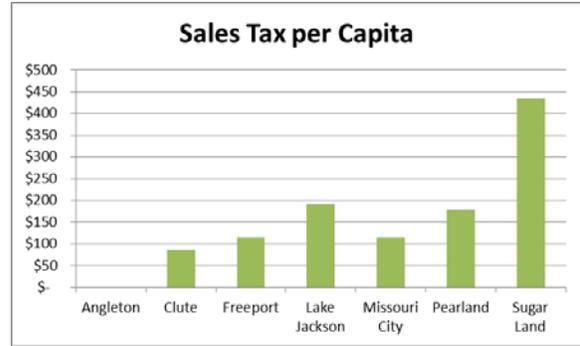
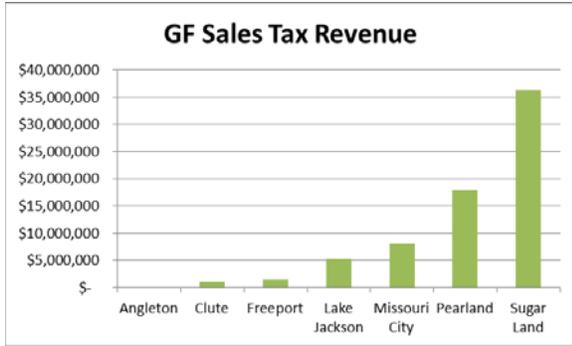
*Key Facts and Figures*

- **Occupations.** In 2012, according to U.S. Census Bureau statistics, Lake Jackson had 13,045 employed residents, and roughly 40 percent were engaged in occupations related to management, business, science and the arts. This is the most notable variation above the statewide (34.4 percent) and U.S. (36 percent) shares in a major occupational category. Lake Jackson is similar to Texas and U.S. figures in other categories, with the next largest local share (23 percent) in sales and office occupations.
- **Tax Advantage.** Lake Jackson has one of the lowest property tax rates among nearby cities (Angleton, Clute and Freeport) and “peer” cities in the region (Missouri City, Pearland and Sugar Land) as shown in the first chart. The second chart shows that Lake Jackson and Pearland are roughly equivalent in having the lowest property tax burden per person.

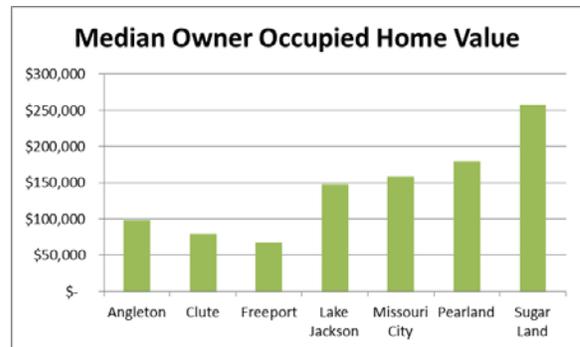
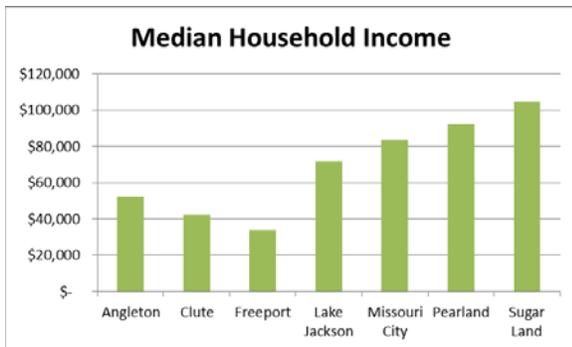


This is partly due to the Industrial District Agreement through which major industries in the Brazosport area make annual payments to local cities in lieu of their industrial facilities being annexed into the cities, similar to arrangements through other districts along the Gulf Coast. Lake Jackson is a party to this joint agreement along with the cities of Clute and Freeport. The arrangement provides predictability for private business planning as well as for local government budgeting. The current annual payment to Lake Jackson under the 15-year agreement is \$4.2 million, with built-in increases each year. The City would need to increase its property tax rate by \$0.279 (from \$0.3875 to \$0.6665) to raise the same amount of revenue. In terms of the individual home owner, the property tax on the median value home (\$148,000) would be 72 percent higher at \$986 versus \$574 with the Industrial District Agreement.

- **Sales Tax Benefit.** As a retail and restaurant hub for the Brazosport area, Lake Jackson generates more sales tax revenue than other nearby cities but considerably less than several of the much larger peer cities as shown in the first chart. Although, it is notable that Lake Jackson, with roughly 27,000 residents, has annual sales tax revenue that is not significantly behind Missouri City, with just under 70,000 residents. Also, the second chart shows that the per capita amount of sales tax revenue in Lake Jackson is higher than all cities except Sugar Land, which underscores the amount of local spending by non-residents.



- Home Value and Household Income.** In terms of both median household income and the median value of homes occupied by their owners, Lake Jackson occupies the middle ground between its neighbor cities and the larger peer cities in the region as shown by the charts below.



According to U.S. Census Bureau statistics for the five-year period from 2009-2013, in 20 percent of Lake Jackson housing units where the occupants were paying off a mortgage, monthly owner costs were 30 percent or more of household income. The 30 percent threshold is a common indicator of when a household is devoting more of its income to housing costs than is advisable – and 14.7 percent locally were at the 35 percent or higher level. However, the 20 percent figure for Lake Jackson was roughly 10 percentage points below the Texas level and 15 points lower than the national percentage considered to be exceeding their housing affordability.

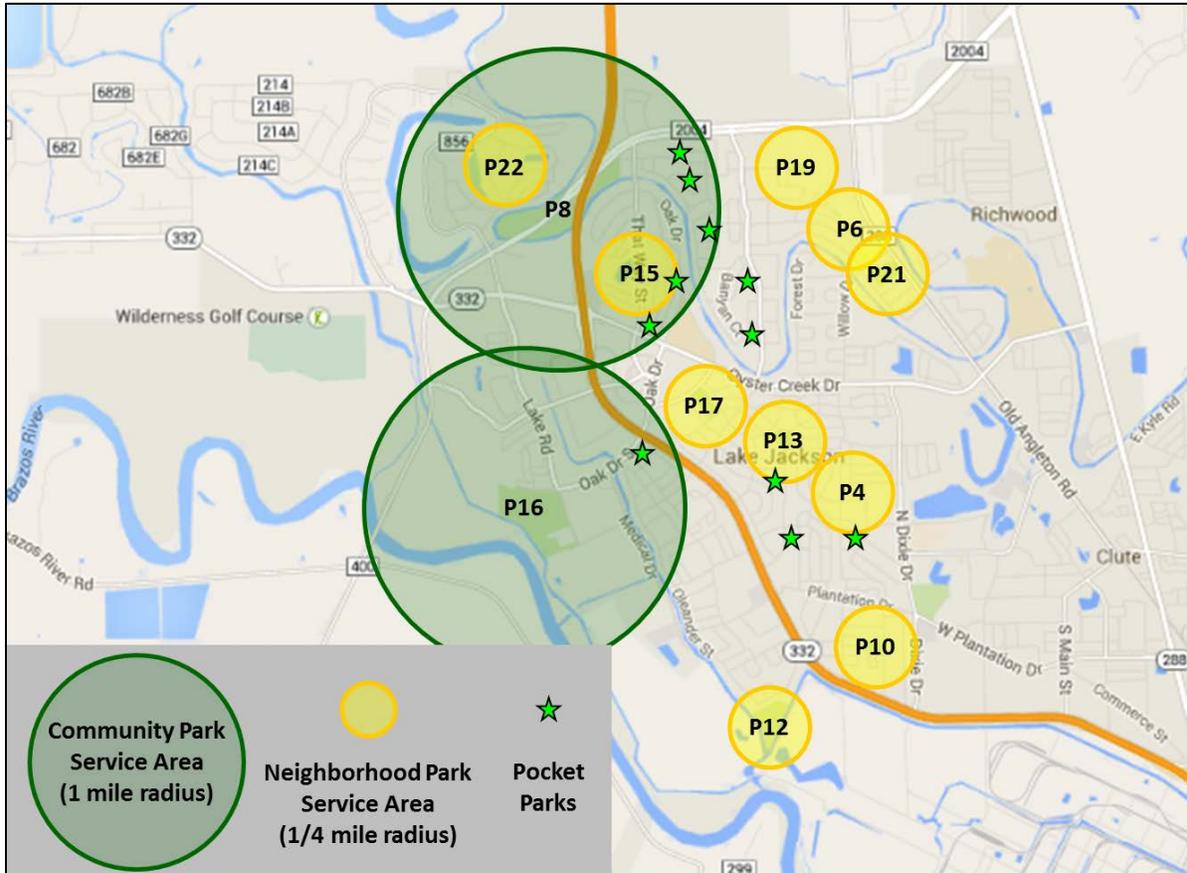
- Poverty.** During the same 2009-2013 period, U.S. Census Bureau estimates show 7.5 percent of all Lake Jackson residents living in poverty relative to 17.6 percent across Texas and 15.4 percent nationwide.

### Recreation and Amenities

- Adequate Parks Acreage.** Lake Jackson’s current parks were categorized as Pocket, Neighborhood and Community scale parks, which together amount to 270.9 acres of City parkland. This amount falls within the recommended acreage range for a city of this size based on national benchmarks. The amount of Community park acreage (159.5 acres) is also within its recommended range, and the current Pocket (15.2 acres) and Neighborhood (96.2 acres) amounts exceed their respective targets.
- Regional Parkland Bonus.** While Regional scale parks are not included in the benchmarking comparison, which focuses on park availability in relatively close proximity to residents, the two Regional parks in Lake Jackson (Dow Centennial Bottomlands and Wilderness Park) contribute another 832 acres to the overall park system, for a total system acreage of just over 1,100 acres.

(Also supplementing the system for residents are open spaces within parkway areas along major roadways and other public streets, plus other small spaces within neighborhoods.)

- Geographic Coverage.** The illustration on this page shows that two parks – Dunbar (P8) and MacLean (P16) – currently fulfill a Community Park function, where the primary service area is for residents within one mile. MacLean Park (and Youth SportPlex) is on the west side of the current developed city while Dunbar Park straddles SH 288 near its interchange with FM 2004. Both parks have trail connections from nearby neighborhoods. However, much of the city east of SH 288 is not served by a Community level park (where numerous residents mentioned that they utilize the Brazosport College campus, on the City’s easternmost edge, for walking, jogging and other recreation).



Lake Jackson has 10 parks that currently fulfill a Neighborhood Park function, where the primary service area is for residents within one-quarter mile. Except for Timbercreek Park (P22) in the northwest and James F. Crews Park (P12) on the far south side, all the other Neighborhood level parks are east of SH 288, serving many of Lake Jackson’s oldest and most established neighborhoods.

- Hike and Bike Trails.** In addition to its park system, the City of Lake Jackson maintains a series of trails within the community for walking, jogging and biking. Trail segments have either concrete or asphalt surfaces, along with more natural trails in some locations. The current hike-and-bike system includes eight identified trails (with a maps of each available online on the City of Lake Jackson website):
  - › Brazosport College
  - › Dixie Drive
  - › Dow Centennial
  - › Dunbar Park

- › MacLean Park
- › Oak Drive
- › Oyster Creek Drive
- › Wilderness Park

The City assesses trail system progress and needs and prioritizes ongoing improvements through a Pedestrian and Bicycle Master Plan, which was last updated in November 2011. A Hike and Bike Committee enables community input to this planning and the effective provision and maintenance of this highly valued municipal service.

- **Other Community Amenities.** Residents identified the following as other leisure destinations and points of interest in and around the city – as well as sources of local pride:
  - › Abner Jackson Plantation Site (along FM 2004)
  - › Brazosport Center for the Arts and Sciences (at Brazosport College)
  - › The Clarion Music Performance Center (at Brazosport College)
  - › Downtown Lake Jackson
  - › Gulf Coast Bird Observatory
  - › Lake Jackson Historical Museum
  - › Sea Center Texas
  - › Wilderness Golf Course
  - › Area beaches, fishing, birding and wildlife refuges and nature preserves
  - › Local/area events and festivals

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### Population Outlook for Lake Jackson

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*[NOTE: Information for this section to be presented and discussed at March 23<sup>rd</sup> joint workshop.]*

**Key Opportunities and Challenges**

After summarizing essential input from leadership and community outreach efforts to date, this section highlights key opportunities and challenges that Lake Jackson will face in the years ahead, which the Comprehensive Plan must address.

**Leadership and Community Input**

A questionnaire distributed at a community-wide outreach event in November 2014 drew 64 responses. The results of this survey exercise supplemented informal discussions during this and earlier public engagement activities in support of the City’s Comprehensive Plan update process.

*Top Community Priorities*

Participants were asked to rank their “top 5 community priorities” from among a list of 18 potential items drawn from earlier interaction with City officials, staff and residents (plus the chance to write in other items). The resulting top five were:

1. Quality of new development (96 weighted points)
2. Greater housing variety/options (82)
3. Visually attractive community (69)
4. Preservation of trees (63)
5. Traffic through neighborhoods (61)

The remainder of the top five voting results were as follows:

6. Entertainment – restaurants, music (58 points)
7. Shopping and services (57)
8. Police/fire/ambulances services (55)
9. Growth in tax base (45-tie)
9. Trails and off-street pathways (45-tie)
11. Compatible land use near homes (42)
12. Storm drainage (32)
13. Large community parks(s) (31)
14. Safety when walking and biking (28)
15. Public facilities (library, Recreation Center) (27)
16. Art and cultural activities (23)
17. Public transit options (14)
18. Small neighborhood parks (10)

**Major Community Accomplishments**

Lake Jackson leaders and residents mentioned these items in topic areas relevant to the Comprehensive Plan:

Mobility

- › SH 288 upgrade to freeway
- › SH 332 expansion
- › FM 2004 expansion
- › New highway for hurricane evacuation
- › Public transportation

Economic Development/Redevelopment

- › Downtown revitalization
- › Dow Texas Innovation Center
- › “Government Area” repurposing for H-E-B/retail
- › Shopping/restaurants

Public Services / Facilities

- › City employees
- › Civic Center
- › Emergency Operations Center
- › Fire and police facilities
- › Infrastructure capacity upgrade
- › Mosquito spraying
- › New Municipal Court
- › New Schools

Parks and Recreation

- › Hike-and-bike trails (especially along Oyster Creek Drive)
- › Recreation Center

Amenities

- › 70th anniversary mural downtown
- › Beautification awards
- › Museum
- › Senior citizen activities
- › Summer concert series
- › Trees (keeping them)

Other

- › Keeping tax rates low

*Working List of Top 10 Strategic Items*

Through more in-depth workshop discussions with City Council, Planning Commission and the Comprehensive Plan Advisory Committee (CPAC), the following working list of Top 10 strategic items has gone through three iterations to date, including the current version (in no particular priority order) as we transition into the Future City phase:

1. Design for Bike/Ped Circulation (connected, safe)
2. Floodplain Constraints
3. Work Here/Live Elsewhere (housing, schools, shopping, leisure)
4. Infrastructure, Parks and City Facilities/Services (maintain, capacity)
5. Demographic Shifts (age, diversity, transient workers)
6. Resiliency (economic, pre/post disaster)
7. Downtown Momentum – “our niche” (residential potential)
8. Residential Redevelopment (aging housing stock)
9. Growth Plan (type, location, value)
  - › Best use of available land
  - › New housing
  - › Mixed-use potential (retail, restaurants, activities)
10. Regional Coordination

**Context for a New Comprehensive Plan**

The following short list was highlighted at the start of the plan update process in Summer 2014:

- › Scale of industry investment in area
  - *Dow Innovation Center in the city*
- › Demographic shifts
- › Development constraints
  - *Abutting cities*
  - *Floodplain redefinition*
  - *Limited area to grow*
- › Housing limitations
- › School issues/perceptions

**Land Use and Development**

- **Land Use and Development Priorities.** Through the survey exercise cited above, participants strongly agreed with these statements:
  - › Lake Jackson should continue to annex additional territory, where it makes financial sense for the City, to have better control over the type and quality of development emerging nearby.
  - › It is important that Lake Jackson revitalize older neighborhoods and areas of the City as new growth and development occurs.
  - › Lake Jackson should continue to redevelop/revitalize Downtown.
  - › Lake Jackson should encourage a variety of housing types (for example, townhomes, patio homes, etc.) to meet the needs of residents at all stages of life. [Although one respondent noted that the City should focus on replacing current older apartment complexes before adding new.]
  - › Lake Jackson’s physical appearance and image is very important to its economic development and success as a community.

However, one agree/disagree statement that drew the second-highest amount of disagreement (9 of 58 respondents) was:

- › Lake Jackson should require high quality and amenities in any future multi-family housing development or redevelopment. [Later discussion indicated that some respondents were concerned about affecting the affordability of apartments for those not able to own, while others were concerned about encouraging more multi-family housing in general.]

## Mobility

- **Key Road Improvements.** Discussions to date with City officials, staff and residents indicate that essential future roadway extensions will involve:
  - › Medical Drive (southern extension past Plantation Drive).
  - › Yaupon Street (northern extension past FM 2004 to a new SH 288 interchange).
  - › Deerwood Drive (also northern extension to a new SH 288 interchange along with Yaupon).
  - › County Road 220 (southward extension between Texas Gulf Coast Regional airport and SH 288).

## Utility Infrastructure and Drainage

- **Water System Capacity Outlook.** Preliminary projections indicate that expected short-term growth would take the system to nearly 14,000 connections relative to the current 11,700+ connections. Improvements over the same timeframe to accommodate this growth, involving additional supplies from the Brazosport Water Authority and City wells, added production and treatment capacity, and further pumping and storage capacity (mainly elevated storage), would enable service to up to 14,439 connections. However, as today, total production and treatment capacity would continue to be the main limiting factor in the system that would put the maximum possible connections only barely ahead of the projected short-term demand. Then, based on preliminary projections of long-term growth, a further series of improvements to all system elements would be needed to serve more than 20,300 connections. Initial calculations suggest that supply from the Brazosport Water Authority would need to increase from the current two million gallons per day (MGD) maximum to 4.5 MGD. Likewise, groundwater pumping from City wells would need to increase by one-third from the current 6,080 gallons per minute (gpm) to 8,080 gpm.

### *Special Areas of Focus*

While considering and planning for the entire community, the Comprehensive Plan effort should also focus on certain strategic subareas that are essential to economic development, growth accommodation, community image or other prime objectives, including:

- › Dow Chemical Company’s new Texas Innovation Center, expected to consolidate and house some 2,000 employees engaged in research and product development activities in a multi-building campus setting in central Lake Jackson.
- › The 1,000 acre Alden development site along SH 288 on the north side.
- › Downtown, especially looking beyond the initial infrastructure and public realm focus of recent revitalization efforts.
- › Key redevelopment sites and districts, including areas where mixed-use development options should be explored.
- › Other principal corridors and potential growth and reinvestment areas, especially where other jurisdictions besides just Lake Jackson may have interests and/or roles to play (e.g., Plantation Drive, Dixie Drive).

- **Sanitary Sewer Capacity Outlook.** The Texas Commission on Environmental Quality (TCEQ) requires that wastewater system operators initiate planning and design for expanded or upgraded facilities when the treatment plant flow reaches 75 percent of permitted flow for three consecutive months. Then the permittee must obtain the necessary TCEQ authorization to commence construction whenever the 90 percent threshold is reached for three consecutive months. Lake Jackson is in good shape for the time being as its current permitted capacity is 5.85 million gallons per day (gpd), the 75 percent point is 4.39 million gpd – enough to support 16,557 connections – and preliminary projections indicate that expected short-term growth would take the system only to the 14,000 connections range (roughly 63 percent of capacity). However, initial consideration of long-term growth potential suggests that the City would need to have completed the 75 percent “planning”

stage and be ready to proceed into the 90 percent “construction” stage if actual future connections do, in fact, exceed the 20,000 mark.

- **Focus for Wastewater System Planning.** Discussions to this point with City Public Works staff indicate that two of the City’s current 39 lift stations – both along FM 2004, one east and one west of SH 288 – will be critical to the future northward and westward growth of Lake Jackson. Therefore, closer evaluation of their condition and capacities will be a special focus for the remaining plan development phase, along with consideration of other needed collection system and treatment plant upgrades.
- **Other Water/Wastewater Priorities.** Other key items related to current and projected growth include:
  - (1) implications of the 900+ equivalent single-family connections associated with the new Dow Texas Innovation Center along SH 288, plus the connections that will come with further expected multi-family residential development;
  - (2) water and wastewater system improvements on the far north side to support airport-related economic development and other northward growth;
  - (3) a proposed new water well and booster pump station at the current far western City limits to support west side growth; and
  - (4) needed modifications to the water pumping station at Oak Drive and SH 288.
- **Near-Term Floodplain Uncertainty.** Lake Jackson for some time has borne the burden of outdated floodplain mapping due to older data on area topography and hydrology, plus the fact that overflows from Oyster Creek were not taken into account. The City is now coordinating closely with the Federal Emergency Management Agency (FEMA) to improve the pending results of an ongoing Flood Insurance Restudy effort. Given funding constraints and other limitations, the new floodplain mapping will still be less than perfect but will incorporate updated storm surge information and best available data from other studies. This should especially help to clarify the outlook for north side development possibilities in the vicinity of Bastrop Bayou, which is the focus of more detailed restudy. Meanwhile, a concurrent and ongoing Brazos River study may also contribute better quantification of river overflows.

## Economic Development

- **New Direction for LJEDC.** Among its available economic development tools, Lake Jackson has an Economic Development Corporation (LJEDC) with a Board of Directors that administers the City’s 4B sales tax and recommends to City Council how the revenue should be spent. Through a recent visioning process involving both City Council and the Board, Council expressed its desire for the Board to take a more proactive role in overall economic development activities, beyond its current 4B focus. According to the resulting Mission Statement for the LJEDC:

It is the mission of the LJEDC to use proactive strategies and all available resources to promote economic growth and market Lake Jackson as the premier city to live, work and play.

Key elements related to this mission include:

- › Encouraging an Entrepreneurial Spirit
- › Marketing the City
- › Promoting Quality of Life
- › Attracting Primary Jobs

- **Potential Comprehensive Plan Priorities.** An informal voting exercise during a February 2015 Comprehensive Plan Advisory Committee (CPAC) meeting will help to guide next planning steps and potential action priorities in the proposed new plan. The charts on the next two pages capture the voting results.
- **Economic Development Tools.** Lake Jackson is well positioned by already using or being prepared to utilize these economic development tools, along with the Industrial District Agreement discussed in the Plan Background and Assumptions section of this briefing paper:

*4B Sales Tax*

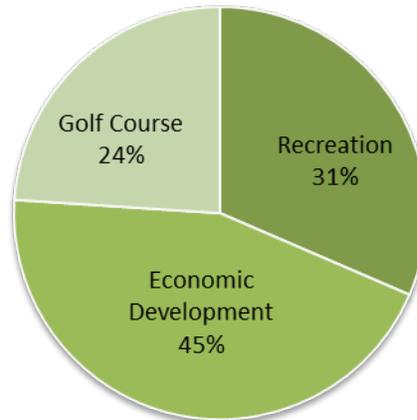
This is a state-authorized ½-cent supplement to the local sales tax that, through a 1995 election, voters approved but restricted to use for parks/recreation upgrades and infrastructure improvements to encourage new or expanded business enterprises (and, in May 2014, voters disapproved a ballot item to allocate a portion of the 4B revenue to promotional activities and the hiring of economic development staff). In 2014 the ½-cent tax generated \$2,715,000 in revenue, which may be used for direct capital costs, debt service, and ongoing maintenance. The chart below shows the allocation of funds as budgeted for 2014-15. Previous expenditures from the 4B sales tax contributed to:

Park / Recreation Improvements

- › Recreation center.
- › Outdoor pool.
- › Youth sports complex.
- › Golf course.
- › Civic center.
- › Veterans Memorial Plaza.

Infrastructure Improvements

- › Downtown redevelopment.
- › New H-E-B center.
- › Dow Texas Innovation Center.
- › Airport water extension.
- › Brazos Mall road access.



**FY2014-15 Budget**

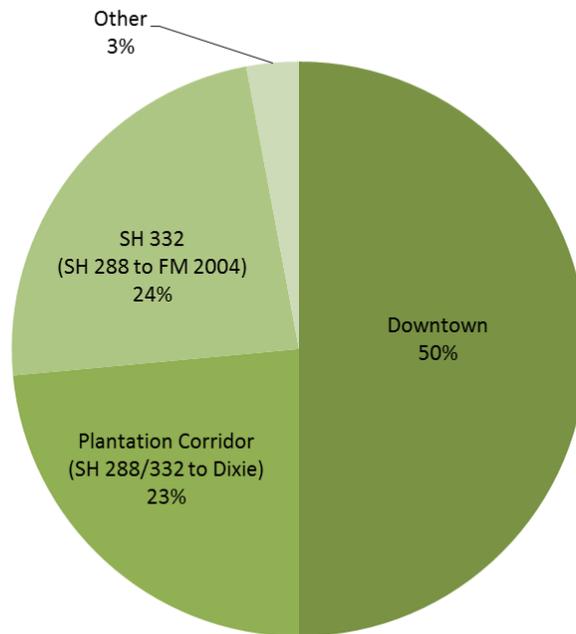
*Chapter 380 Agreements*

This chapter of the Texas Local Government Code gives cities very broad authority to provide grants or loans for economic development purposes, typically funded through resulting growth in sales or property tax revenue. Lake Jackson has structured such agreements to incorporate performance-based inducements and reimbursement for privately provided infrastructure improvements that supported investments involving Brazos Mall, Kohl's, H-E-B, and Creekside subdivision.

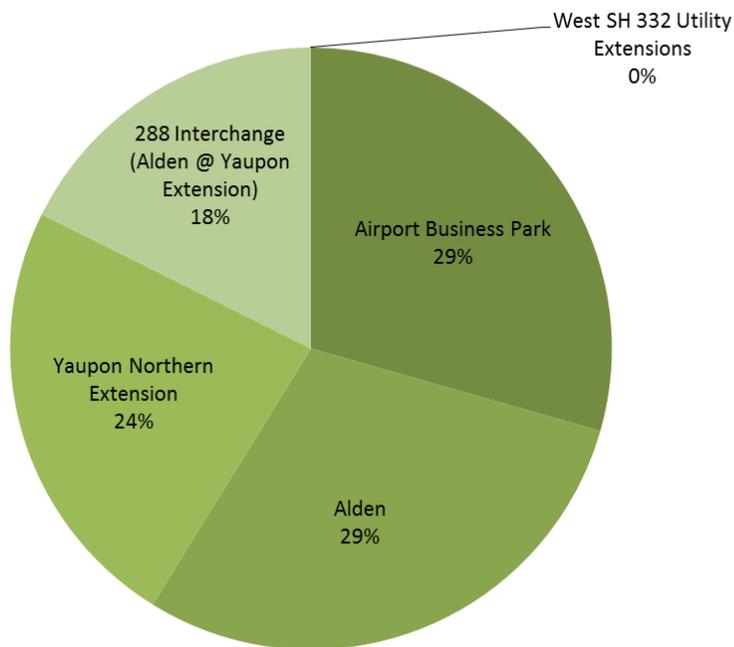
*Municipal Management Districts*

Authorized by Texas Local Government Code Chapter 375 and created through a process that requires City approval, a Management District establishes a separate local taxing entity to directly fund or reimburse costs associated with infrastructure improvements. Such districts can also fund other types of improvements and services such as landscaping, maintenance, and security. Creation of a Management District was among a package of measures through which Lake Jackson has attempted to support the north side Alden development.

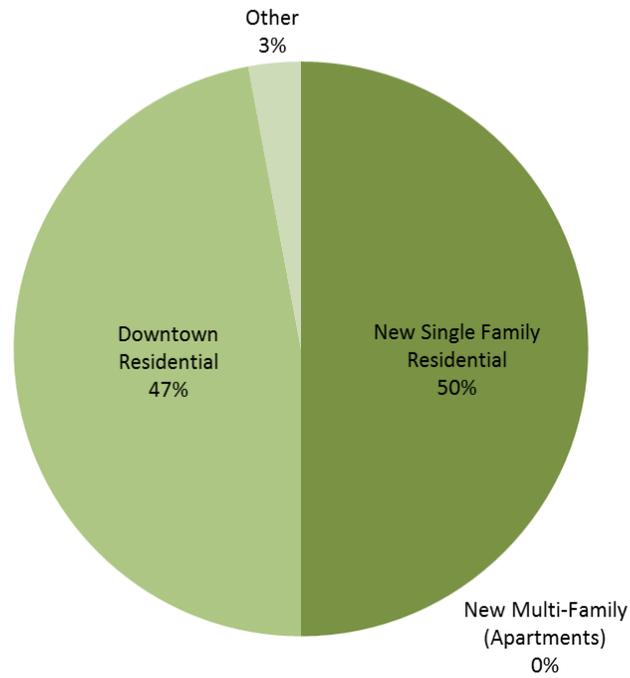
### What are the highest priorities for investment of public funds to encourage private redevelopment?



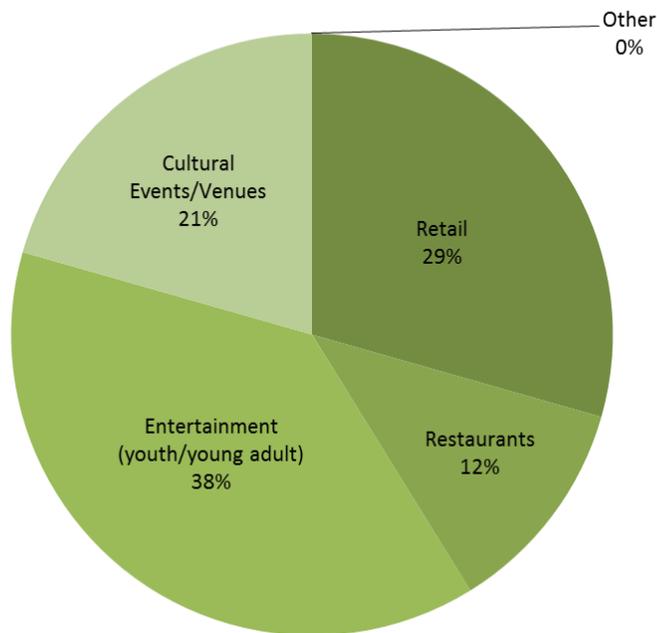
### What are the highest priorities for investment of public funds to encourage new development?



### Which types of housing should the City support through public investment in infrastructure?

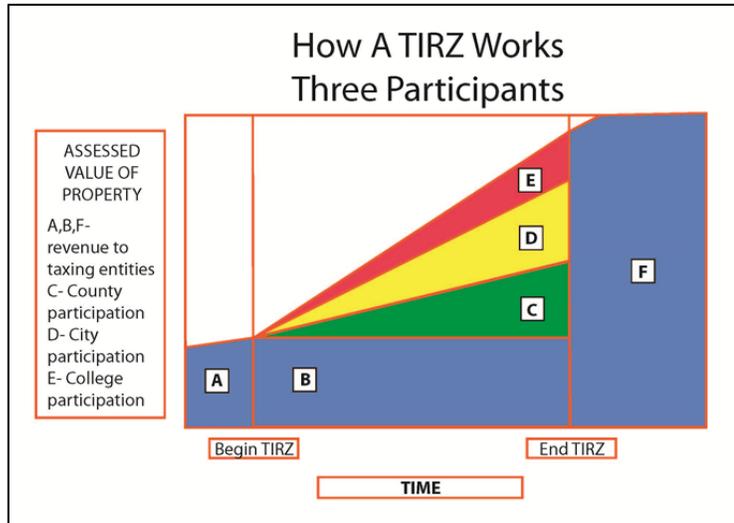


### Which retail and entertainment sectors need to be most encouraged?



*Tax Increment Reinvestment Zones (TIRZs)*

TIRZs are authorized by Chapter 311 of the Texas Tax Code. As illustrated in the accompanying graphic, such zones redirect new property tax revenue into a special fund. This provides the resources to reimburse developers for eligible infrastructure improvements they provide within the zone. As with the Management District option, this is another tool Lake Jackson employed to enhance the viability of the Alden development. *Current Lake Jackson policy limits the use of Management Districts and TIRZs to the most significant potential projects.*



Both of these tools are widely used within the City of Houston and by other cities in the region.

*Economic Development Alliance for Brazoria County*

This public/private non-profit corporation promotes business retention and expansion county-wide. The Alliance also serves as a clearinghouse for demographic and other data, and engages in marketing and advocacy activities that benefit Lake Jackson and other area cities and their business and development communities.

**Recreation and Amenities**

- **Recreation and Amenities Priorities.** Through the survey exercise cited above, participants strongly agreed with this statement:

- › Preservation of Lake Jackson’s resources (environmental, historical, cultural) is important.

However, one agree/disagree statement that drew the most amount of disagreement (14 of 60 respondents) was:

- › Parks and trails in Lake Jackson are well integrated into or convenient to residential areas, or help to buffer neighborhoods from other development.

Respondents generally mentioned the need for more focus in this area (neighborhood parks, trails integrated into residential areas), as well as the potential to connect more of the City’s parks and facilities with trails. One respondent mentioned the need to better accommodate hike-and-bike activity along newer streets that are gaining in traffic, such as Lake Road on the west side.

Other survey comments that were reinforced in later CPAC discussions included:

- › Need to upgrade current parks and associated facilities.
- › Trail connectivity to reach destinations, including downtown, and for longer-distance running and biking (and better lighting of trails).
- › Type of leisure services to deliver with changing demographics (e.g., yoga versus racquetball).
- › Capitalize more on Oyster Creek as an accessible public recreational amenity – and on outdoor recreational opportunities in general (i.e., fishing, kayaking, birding).

- › Need more family-oriented and youth/teen activities (e.g., indoor soccer, dog park, expanded skate park).
- › Need an up-to-date Parks Master Plan.
- **Signature Park.** Recent discussions through the Existing City phase included the possibility of redeveloping one of the City’s existing east side parks, such as Madge Griffith Park between Circle Way and Magnolia streets, as a “signature park.” This could include new and varied offerings that would be a draw for all residents at some point and would also set a new quality standard for upgrades to various existing parks in the years ahead. This would also help to offset the identified deficiency in Community scale parks to the east of SH 288, plus the fact that various existing Neighborhood parks on the east side are smaller than the minimum recommended 10 acres.

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### Guiding Principles

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This section identifies an initial set of guiding principles for the Comprehensive Plan that will be refined in conjunction with each of the major planning topics considered through the remainder of the plan development process (Land Use and Development, Mobility, Growth Capacity and Infrastructure, Economic Development, Recreation and Amenities).

- GP1:** Lake Jackson will be better **CONNECTED** through further roadway network extensions, an enhanced hike-and-bike trail system, improved public transit, a wide array of recreational and leisure offerings that brings residents together, and volunteer and service opportunities for long-time citizens and newcomers alike.
- GP2:** Lake Jackson will insist on **QUALITY** and long-lasting value in its private development, public facilities and services, and community appearance.
- GP3:** Lake Jackson will be even more **LIVABLE** through new and expanded housing choices, quality schools, great parks and recreational offerings, safe streets and neighborhoods, additional shopping/dining and entertainment options, and a revitalized and vibrant downtown.
- GP4:** Lake Jackson will be **PROSPEROUS** by continuing to build on Brazosport’s strong industrial base, diversifying into other promising sectors for private investment and creation of well-paying jobs, maintaining a low-cost “business friendly” environment, emphasizing reinvestment in older and under-performing areas, and by focusing even more attention on the “quality of place” Lake Jackson offers.
- GP5:** Lake Jackson will be **WELL-MANAGED** through effective long-range and strategic planning, prudent management and allocation of public resources, attention to maintenance and rehabilitation of older streets/infrastructure, and ongoing citizen engagement for setting and accomplishing community priorities.
- GP6:** Lake Jackson will be **GREEN** through sound management of its parks and parkways, responsible stewardship of its water use and waste management, and by staying focused on mature tree cover and preserved open spaces as the physical elements that have always shaped and set apart this master-planned city.

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### **Working Outline for Comprehensive Plan**

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This section provides a working outline of the Comprehensive Plan document to guide work efforts during the upcoming Future City phase of the planning process.

#### **Standard Elements in All Sections**

After an Introduction section that summarizes the purpose of the plan, how it is used, the authority under which the City prepares and adopts it, and an overview of its content, each of the topical plan sections that follow will include these standard elements:

- Introduction:
  - › Focus of section.
  - › Links to other plan sections.
- Legacy of Past Planning:
  - › Previous relevant plans/studies.
  - › Accomplishments.
  - › Ongoing issues/items still needing attention.
- Key Issues and Considerations.
- Framework for Action:
  - › Guiding Principles specific to this topic.
  - › Goals for this topic (up to 3).
  - › Strategic Action Priorities for this topic (up to 3).
  - › Other Actions, presented in 5 categories that are the main ways these plans are implemented:
    - 1) Capital investments
    - 2) Programs and initiatives
    - 3) Regulations and standards
    - 4) Partnerships and coordination
    - 5) More targeted planning/study
  - › Itemization of routine practices and tools the City already uses, along with new or highlighted items in the plan.

#### **Land Use and Development**

Considerations in this section for completing the standard elements above (and a Future Land Use and Character map) will include:

- Development opportunities and redevelopment/infill needs.
- Land use compatibility.
- Site and building design practices that contribute to quality development and other community objectives.
- Urban design and beautification considerations primarily involving the “public realm” (i.e., key roadway corridors, community entries/gateways, other public lands/facilities, etc.).
- Barriers to desired local housing development.

- Integrity of existing neighborhoods, and effective design elements to carry over to new residential development.
- Appropriate siting and design of future community facilities.

### **Mobility**

Considerations in this section for completing the standard elements above (and a new Thoroughfare Plan map) will include:

- Projected traffic concerns based on growth and land use assumptions.
- Major trip generators.
- Vehicular and bicycle/pedestrian circulation needs.
- Street design considerations related to safety, bicycle/pedestrian accommodation, street network and sidewalk system connectivity, etc.
- Management of property access along major roadways to protect traffic-carrying capacity and improve safety.
- Transportation planning of other entities (Brazoria County, Houston-Galveston Area Council, Texas Department of Transportation, Connect Transit/Gulf Coast Center).

### **Growth Capacity and Infrastructure**

Considerations in this section for completing the standard elements above will include:

- City intentions for accommodating and guiding projected growth and redevelopment, and the general fiscal implications of alternative growth patterns.
- Implications for utility infrastructure, public safety services, and community facilities of the growth projections assumed for the plan (including “tipping points” for major capital investment decisions).
- Suitable and preferred growth and reinvestment areas.
- Planned or potential annexation activity by the City.

### **Economic Development**

Considerations in this section for completing the standard elements above will include:

- Areas where Lake Jackson can differentiate itself from the competition and leverage local advantages.
- Linkages to other plan sections in areas that influence or support economic development objectives (e.g., infrastructure and public services, mobility, housing, land use, recreation and amenities).
- Decision guidance for the use of available economic development tools.
- Ways to measure progress on economic development objectives.

### **Recreation and Amenities**

Considerations in this section for completing the standard elements above (and a Parks, Recreation and Open Space System map) will include:

- Ongoing and new needs since the last updates of the City's Parks and Recreation Master Plan and Pedestrian and Bicycle Master Plan (including parkland acreage and geographic needs, park/facility rehabilitation, recreational programming, etc.).
- Resource protection (natural, historic/cultural, scenic).
- Health living trends and community best practices.

### **Implementation**

The Implementation section will address:

- Prioritization of actions as:
  - › Immediate (6 months to 1 year).
  - › Short Term (2-5 years).
  - › Medium Term (6-10 years).
  - › Long Term (10+ years).
- Implementation roles of City Council, Planning Commission and City staff.
- Opportunities for the City to coordinate implementation efforts with other key agencies and entities, with other jurisdictions as appropriate, and with other private and non-profit partners.
- Procedures for annual review/reporting and periodic plan updates.

## Population Outlook

### Lake Jackson Comprehensive Plan

Population projections are an important component of a long-range planning process. They help determine and quantify the demands that will be placed on public facilities and services based on the potential pace and scale of the community's physical growth. Projections reflect local, regional and even national and international trends and offer a basis to prepare for the future. However, forecasting population changes can be challenging, particularly for the long term, because it is often difficult to account for all circumstances that may arise. Therefore, it will be important for the City to monitor population and economic growth continually to account for both short- and longer-term shifts that can influence development activity and trends in the community and larger region.

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#### Alternative Growth Scenarios

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Demographers caution that population projections become trickier as the geographic area gets smaller, making city-level population the most difficult to forecast. This is because local population change is strongly influenced by less predictable factors such as housing prices, availability of vacant land to develop, and annexation of additional territory, which may already have existing residents and results in an instant increase in the citywide total.

Adding to the forecasting challenge in Lake Jackson is the fact that while the City has grown in increments each recent decade dating back to 1970, the rate of growth has declined each decade – from 43 percent during the 1970s (5,726 added residents) to 19 percent in the 1980s (3,674 added), 16 percent in the 1990s (3,610 added), and then only 1.8 percent from 2000 to 2010 (463 added). To the extent that interim U.S. Census Bureau estimates reflect reality on the ground, the latest Bureau estimate for Lake Jackson through mid-2013 is 27,394. This would mean 545 persons already added and two percent growth in population just in the three years since Census 2010.

Other considerations and assumptions must be weighed when dealing with an unclear historical trend to which traditional projection methods may be applied. For historical perspective, the last comprehensive planning process for Lake Jackson in the mid-1990s assumed the city would grow from roughly 25,000 residents then to 38,700 by 2020 – and the plan focused on how best to accommodate 5,500 added housing units plus land needs for other nonresidential uses driven by this population growth.

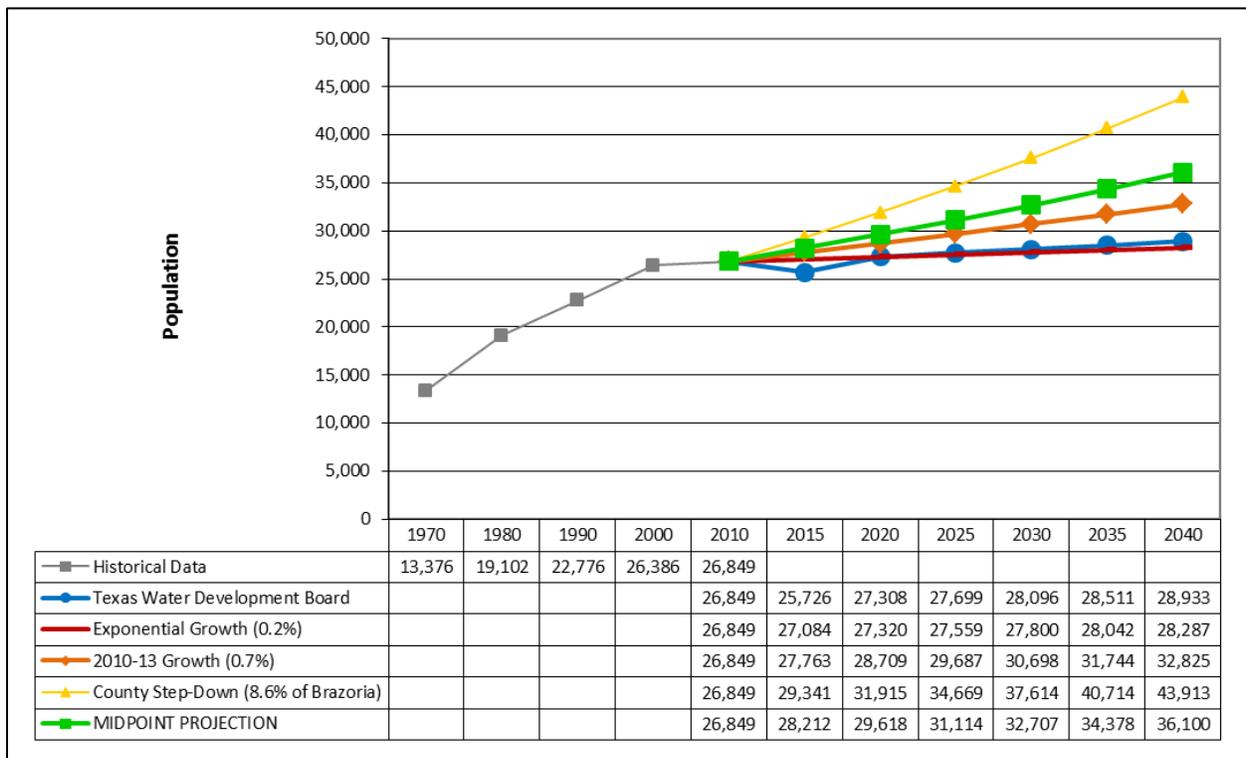
Given this context, the chart on the next page provides a comparison of several potential scenarios for future population change in Lake Jackson. The projections build on the Census 2010 baseline of 26,849 persons and identify potential population levels in five-year increments out to 2040.

**Texas Water Development Board Projection.** In support of its next Regional Water Plan revision in 2016, the Board has released updated statewide, regional and community-level population projections for 2020 through 2070. As with any such exercise, the Board's projections rely on certain assumptions and are not as customized as local projections in terms of accounting for potential increases in incorporated territory through annexation. With these limitations in mind, as well as the very long-range horizon that water planning requires, the Board projects that Lake Jackson will have just under 29,000 residents in 2040. This would represent 7.8 percent growth from 2010. The projection to 2070 shows the population approaching only 32,000 by that time. So, the Board projections are definitely among the most conservative in this set.

**Exponential Growth.** This is a method for extending historical trends to future years. Linear growth forecasts are "straight line" projections that result in the same absolute number of new persons being added to the population in each period. This produces a declining rate of growth over time as the

same amount is being added to an ever-expanding base. Exponential growth projections produce higher numbers than linear by assuming a constant rate of growth over time. This is similar to the power of compound growth in a savings account over time; the interest (i.e., growth) rate may not change, but it is being applied to an ever-expanding balance, resulting in larger and larger interest earnings over time.

The Exponential Growth line shown in the Lake Jackson scenarios chart is based on the 0.2 percent compound annual growth rate (CAGR) the city had from 2000 to 2010. Other exponential growth scenarios can be considered simply by varying the CAGR assumption and plugging in a higher growth rate than what Lake Jackson experienced during the 2000s. This is what the 2010-13 Growth line illustrates as it shows the potential growth path if Lake Jackson were to maintain the 0.7 percent CAGR from the last three years reflected in the Census Bureau’s newest mid-2013 estimate. While the initial Exponential Growth line leads to a 2040 population (28,287) slightly lower than the Texas Water Development Board projection (28,933), the 2010-13 Growth line indicates 32,825 residents in 2040.



**County Step-Down.** This method considers the trend in city share of the countywide population in past decades and prospects for its future share. It also draws upon population estimates and projections produced for all counties statewide by the Texas State Data Center (TSDC), which is the official U.S. Census Bureau affiliate in Texas and houses the Office of the State Demographer. Lake Jackson’s share of Brazoria County’s population was 12.3 percent in 1970, when the city had 13,376 residents relative to 108,312 in the county. By 2010, and given the explosive growth of Pearland and other areas, Lake Jackson’s share was 8.6 percent of 313,166 persons in all of Brazoria.

The TSDC projections show Brazoria County crossing the 500,000 threshold between 2035 and 2040 and reaching 512,195 residents in 2040. The County Step-Down line shows where Lake Jackson’s population would be through 2040 if it continued to account for 8.6 percent of the county population

as in 2010. This is for illustration only as the city's share will continue to decrease as Pearland, Manvel and other areas in northern Brazoria continue their expected rapid development pace in the years ahead. (After surpassing the 100,000 mark since 2010, Pearland is currently projected to reach build-out of its City limits and extraterritorial jurisdiction soon after 2040, with a total population at that point of approximately 225,000.) The Brazoria County projections also reflect TSDC's middle-ground growth scenario for Texas from among three it maintains, which make certain assumptions about birth and death rates (fertility and mortality) and especially potential variation in net migration (incoming versus outgoing population). TSDC recommends using its middle scenario in most cases as it applies half of the strong rate of positive net migration Texas experienced during the 2000s. In effect, it yields steady growth in future years but somewhat reduced from the 2000-2010 experience.

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#### Bottom Line

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It is wise for cities to think in terms of a range of potential growth rather than an absolute number given the uncertainty of any small-area forecast that extends beyond a few years. As illustrated by the Midpoint Projection line in the scenarios chart, the midpoint of a potential growth range to assume for this Comprehensive Plan update – between the high County Step-Down projection and the low Exponential Growth projection – would put Lake Jackson's population at **approximately 29,600 in 2020; 32,700 in 2030; and 36,100 in 2040**. This would mean some **9,250 additional residents from 2010** and implies that Lake Jackson could add the equivalent of one-third of its current population over the 30-year period. For perspective, the recent Alden Lake development concept envisioned 1,800 single-family homes (plus some amount of multi-family residential) phased over a 15-year period. This would have resulted in approximately 4,680 residents based on 2.6 persons per household on average in Lake Jackson per Census 2010.

In the end, all of the information presented here is just a numbers exercise on paper at this point. The next essential step in the Future City phase of the long-range planning process will involve:

- more in-depth consideration of available, developable land in and around Lake Jackson where such growth may occur – and the extent and timing of development activity that is already anticipated;
- the projected capacity of the City's infrastructure and public services to accommodate this growth in future years; and
- community values and preferences as to where growth occurs and at what intensity, which would ultimately translate into zoning policies and capital projects and public services planning.

**Our VISION is**  
to create an ideal community  
to live, work and play for all.

*Lake Jackson Texas*

