2016

ODESSA, TEXAS

envision

ODESSA

COMPREHENSIVE MASTER PLAN

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Envision Odessa's Core Values

- *Energized Neighborhoods*
- *Revitalized Corridors*
- *A Vibrant Downtown*
- *Attractive Roadways*
- *Diverse Housing Choices*
- *Enhanced Quality of Life*
- *Preserving Our Culture*
- *Strategic Investments*

Odessa's Roadmap

"Destiny is not a matter of chance; but a matter of choice."

-William Jennings Bryant

Our Future is what we choose to make of it. Odessa sits at a pivotal moment in its history. Our City is once again experiencing robust growth and economic prosperity with the resurgence of the oil and gas industry in the Permian Basin. How will we leverage this growth for long-term prosperity? How and where should growth occur in our community? How will we provide infrastructure to meet growth needs? How can we use the economic prosperity to improve our community and enhance our quality of life? All of these questions are important as we think about our community and the future generations that will call Odessa home.

There are many different moving pieces involved with community development—roads, infrastructure, public safety, compatible uses, neighborhood health and quality of life, among others. The effectiveness of each of these individual components is maximized when they are planned, coordinated and working towards the same end goals. The comprehensive plan serves this primary purpose—it helps to coordinate the various community elements and to prioritize community goals based upon vision and values.

Odessa's last Comprehensive Plan was prepared in 1989. This comprehensive planning effort will help us examine our community as it is today, taking into account our current economic environment, issues, opportunities and constraints. Most importantly, this current Comprehensive Plan, the *Envision Odessa* Comprehensive Plan (the Plan), will help us think innovatively about how we want our future to look. It will help us envision Odessa's future and begin working incrementally to achieve it.

The following Comprehensive Plan, *Envision Odessa*, is our community roadmap.

Envision Odessa

What is Envision Odessa?

Envision Odessa is the guide and roadmap for our future. It is our Comprehensive Plan and provides our leaders, citizens and investors with guidance on what we value and what we strive to be. Whether it be a decision on infrastructure, such as a new road or water project, or an approval of a new development project, *Envision Odessa* provides the overall vision for our community and ensures that each incremental project or investment is ultimately working to achieve what we as a community envision.

Who was involved with Envision Odessa?

The *Envision Odessa* process was a collaborative effort—citizens, businesses, developers and City leaders were all involved. A Comprehensive Plan Advisory Committee (CPAC) guided the overall progress of the Plan and also performed the final reviews of the document to ensure that *Envision Odessa* reflects our community values and vision. From public meetings throughout Odessa to meetings at Fiesta West Texas, the main input received came from our residents…YOU!

What is contained in Envision Odessa?

A comprehensive plan is generally required to contain two primary items—a future land use map and a circulation plan. *Envision Odessa* contains these two elements in a Future Land Use Plan Map and the Thoroughfare Plan. In addition to these requirements, *Envision Odessa* outlines our development values and desires—how we want our community to look and feel. Various renderings within the Plan help us envision what our future can be. The Plan also provides strategies for infrastructure, housing, quality of life and our downtown. One of the most important elements of *Envision Odessa* is the Action Plan. The Action Plan provides strategies for implementation and helps to guide our leaders as they make important decisions on our growth, development and redevelopment.

How will Envision Odessa be Used?

Envision Odessa is a high-level, flexible guide. As developers seek to invest in our community, they will consult our Plan to help guide the creation of the project and the most appropriate location for their project. Our leaders will use the Plan to help guide investment decisions, such as where a new roadway should be built and how that roadway should look. It will also help us make decisions on reinvestment, such as where strategic investments should be made to help re-energize our core and our neighborhoods. Finally, *Envision Odessa* will be used to help guide zoning decisions and to provide a fair playing field for investments or investors.

LIKE A PUZZLE…

When putting together a puzzle, it is often helpful to know what the ultimate outcome of the puzzle will be. While you would still be able to assemble the puzzle without the vision, knowing your ultimate vision makes assembling the puzzle much easier. *Envision Odessa*, our Comprehensive Plan, works in this exact same fashion. It serves as a vision for what we are ultimately working for as a community and makes assembling all the various pieces of the development puzzle much easier.

Time for an Update

Odessa's last Comprehensive Plan was in 1989. Here are a few notable events that took place that year.

- Gasoline was 97 cents a gallon.
- Top song was "Look Away" by Chicago.
- Nintendo released the "Gameboy".
- The first episode of *The Simpsons* aired.
- Microsoft introduced its first version of Microsoft Office.
- The Berlin Wall came down.
- The average monthly rent in the U.S. was $420.
- The top movie was *Batman* starring Michael Keaton.
- *Driving Miss Daisy* won the Oscar for Best Picture.
- The devastating Loma Prieta earthquake hit San Francisco during the World Series Game 3.

Challenges

Managing Growth

Odessa is growing and is growing rapidly. We are experiencing a level of growth and development that we have not seen in decades. It will be important for us to make sure that development is occurring in appropriate places so that our quality of life, neighborhoods and business corridors are protected, preserved and enhanced.

Neighborhoods and Housing

Many of our core neighborhoods are aging. While we continue to grow outward, we also want our core neighborhoods to be strengthened and improved through strategies that encourage investment and reinvestment in our downtown, southside and central neighborhoods. The economic conditions have also raised the cost and availability of housing in our City and region. Creating new neighborhoods and redeveloping vacant areas within the core are ways for us to address our housing need.

Opportunities

Grow from Within

New neighborhoods are being built on the northern and eastern sides of Odessa. This growth will likely continue and, generally, has been quality growth within our community. In addition to these new neighborhoods and shopping districts, there is opportunity for growth within our core areas. Abandoned housing, vacant lots and underutilized/outdated shopping areas provide opportunities for us to reinvest internally through infill development.

Downtown Revitalization

Downtowns are resurging across the nation and this trend should be capitalized on by reinvesting in our downtown. Downtown Odessa has the potential to serve as our identifying central core. It can once again become a vibrant mixture of shopping, office and living options.

Public Engagement

Envision Odessa presents a chance to engage our citizens, identify our weaknesses, and leverage our strengths. This effort is a chance to hear about where we are heading and how we should get there.

Coordinated, Focused Resolve

One of the greatest advantages of the comprehensive planning process is the renewed focus on what it is that we want and our desire for our community. This Plan presents a chance for us to define our growth objectives enabling all of the various community development elements to be on the same page and to work collectively to achieve the same end goals. This process helps us to define our identity rather than let unregulated and uncoordinated growth define us.

Envision Odessa's Core Values

Envision Odessa covers a variety of topics and issues. Its contents contain strategies on land use, transportation, housing, quality of life, public facilities and downtown. Our primary objectives and core values to guide this process include the following:

Connected Roadways

Safe and attractive roadways that contain xeriscape landscaping, aesthetic enhancements and multiple modes of transportation, where appropriate.

Revitalized Corridors

Vibrant and attractive retail and commercial spaces on vacant, underutilized or dilapidated commercial sites.

A Vibrant Downtown

A connected, identifiable, walkable, livable and workable downtown that incorporates public space, entertainment venues, and attracts visitors from Odessa and beyond.

Energized Neighborhoods

Resilient neighborhoods that attract investment/reinvestment, provide us with safety, and enhance our quality of life.

Diverse Housing Choices

A range of housing options that provide housing choice in different settings and serve households of various ages, sizes and economic backgrounds.

Enhanced Quality of Life

A variety of recreational options, public spaces and entertainment venues, and community design that makes Odessa identifiable and attractive.

Preserving our Culture

Maintaining our West Texas culture, traditions, pride and way of life and leveraging those qualities to brand Odessa for future generations.

Strategic City Investments

Prioritizing and coordinating limited public resources with community objectives to ensure fiscal responsibility, and utilizing public-private partnerships for private sector solutions.

Word Cloud Created By Citizens at the Community Input Meeting

Community Snapshot: Who We Are

Prideful, hard-working, unique, friendly—these are a just a few adjectives used by residents to describe Odessa.

Envision Odessa exists to serve the people of Odessa. In order to know how the Plan should best serve us, it is helpful to take a deeper look at who we are and to assess some of the internal and external factors that directly impact this Plan and its recommendations.

This Community Snapshot element provides background on our community and its history—we can always learn from our past and build from it. This element also provides demographic data such as race, ethnicity, income and households, along with an assessment of our existing conditions and physical barriers.

> "Understanding our planning framework will enable us to mitigate our challenges and leverage our strengths to achieve our community objectives."

Finally, in order for *Envision Odessa* to be effective and applicable, it must be rooted in our current issues. There are a variety of issues that will impact growth and development in Odessa. Our region is unique and has many unique challenges. Understanding our planning framework will enable us to mitigate our challenges and leverage our strengths to achieve our community objectives.

Our History

Founded in 1881, Odessa was named after the Ukrainian port city "Odessa". The City owes its origins to functioning as a water stop and cattle-shipping point along the Texas and Pacific Railway. Odessa became an incorporated city in 1927, after oil was discovered. In the late 1920s, the discovery of oil in the Permian Basin would change the City forever.

In 1925, the population of Odessa was just 750 residents. In 1929, just a few short years later, Odessa grew to a population of approximately 5,000 residents. Odessa continued to grow extremely rapidly and had reached a population of 80,000 residents by 1970. Today, Odessa's population has reached an estimated 110,000 residents.

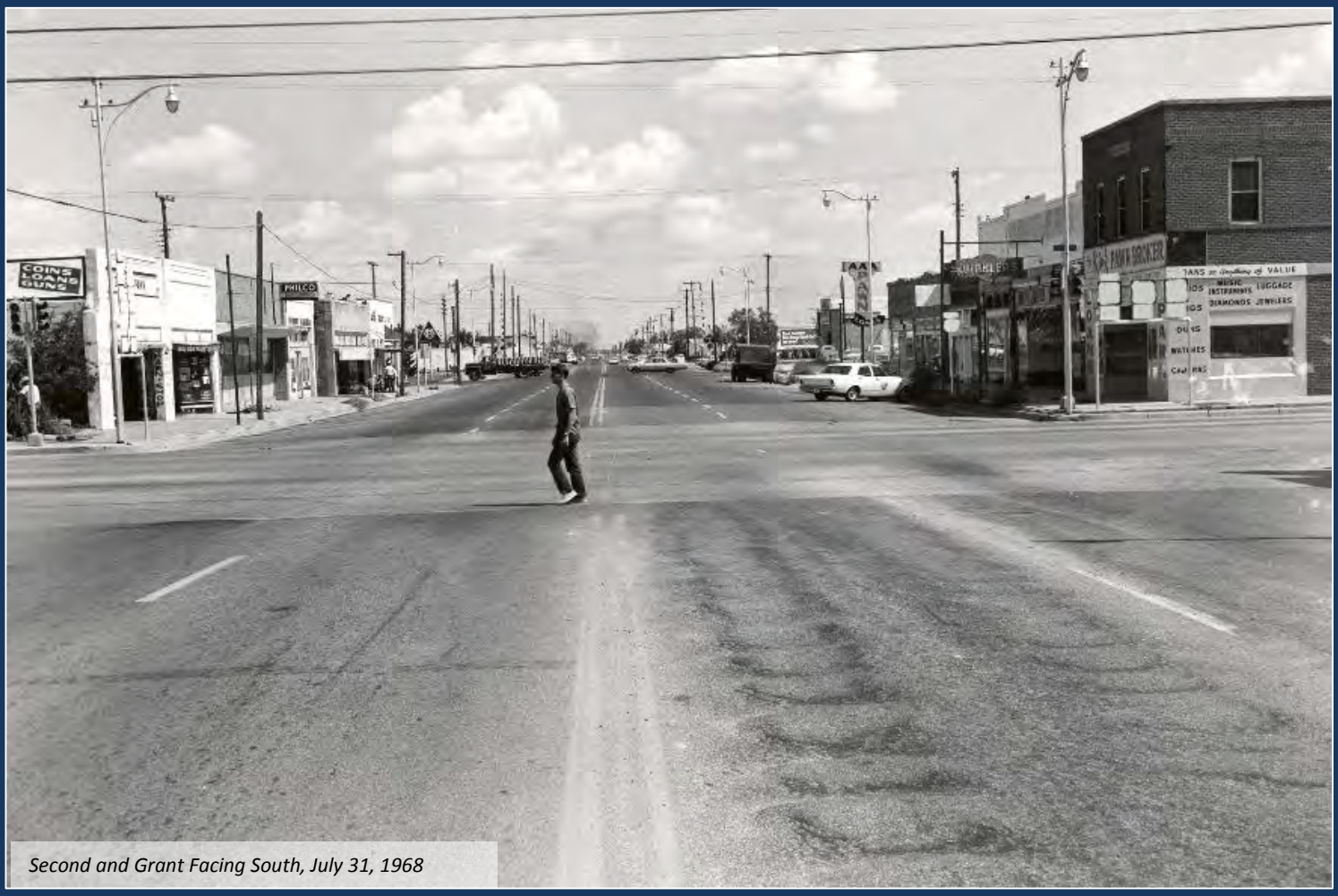
Odessa's economy is intricately tied to the energy industry. Throughout its history, Odessa's periods of growth and stagnation are directly attributed to the energy market. Odessa's economy has long been defined by periods of boom and bust in the energy sector. This is a fact of life for those who call Odessa home and who stay in the community through the good times and the bad. Times of economic boom represent a time for the community to build, revitalize and regenerate.

Over the past decade, high oil market prices have led to the advancement of fracking technology, which has opened the Permian Basin's oil reserves back up for extraction. This has created a period of robust growth in the Permian Basin, growth not seen since the bust of the 1980s. In 2013, Odessa was the third fastest growing metropolitan area in the nation.

Nationally, Odessa is arguably most famous for its sports culture and "MOJO," depicted through numerous movies and TV shows. Odessa is home to one of the largest and most well-known high school stadiums in Texas, Ratliff Stadium, which was featured in the movie *Friday Night Lights*. Odessa was also used as the hometown setting in Season One for the NBC show *Heroes*. The truTV reality series show *Black Gold* is based on three oil wells outside of Odessa. Part of the Tommy Lee Jones movie, *The Three Burials of Melquiades Estrata,* was also filmed in Odessa.

A few persons of note who have called Odessa home include President George H. W. Bush, President George W Bush, The Gatlin Brothers, Larry King, Ty Murray, Roy Williams and Larry Johnson.

First & Grant Facing North, July 31, 1968



Second and Grant Facing South, July 31, 1968

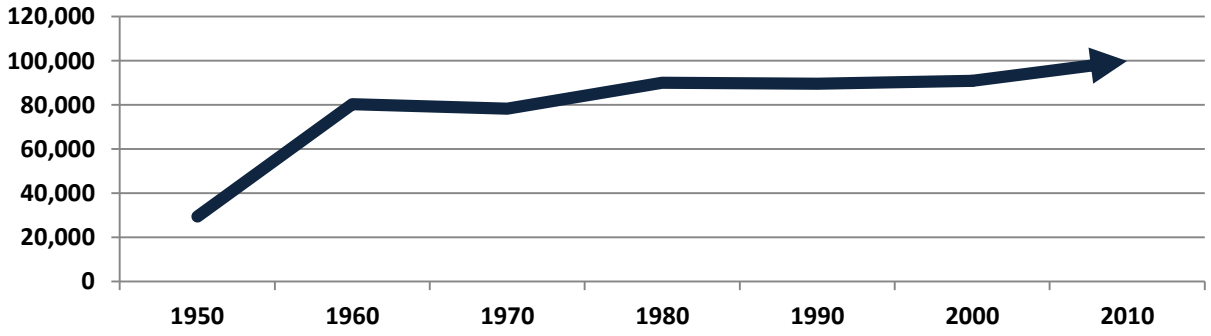
Population

Historic Growth

Odessa's growth has historically been linked to times of oil prosperity. As oil exploration increases, so does the population as drilling and related activities attract people and supporting services. Likewise, stagnation in growth corresponds to oil busts—periods where oil and gas exploration are minimized due to a lack of market support.

Year	Population	Change	Percent Change
1950	29,495	-	-
1960	80,338	50,843	63.3%
1970	78,380	-1,958	-2.5%
1980	90,027	11,647	12.9%
1990	89,699	-328	-0.4%
2000	90,943	1,244	1.4%
2010	99,940	8,997	9.0%
2014 (est.)	114,597	-	-

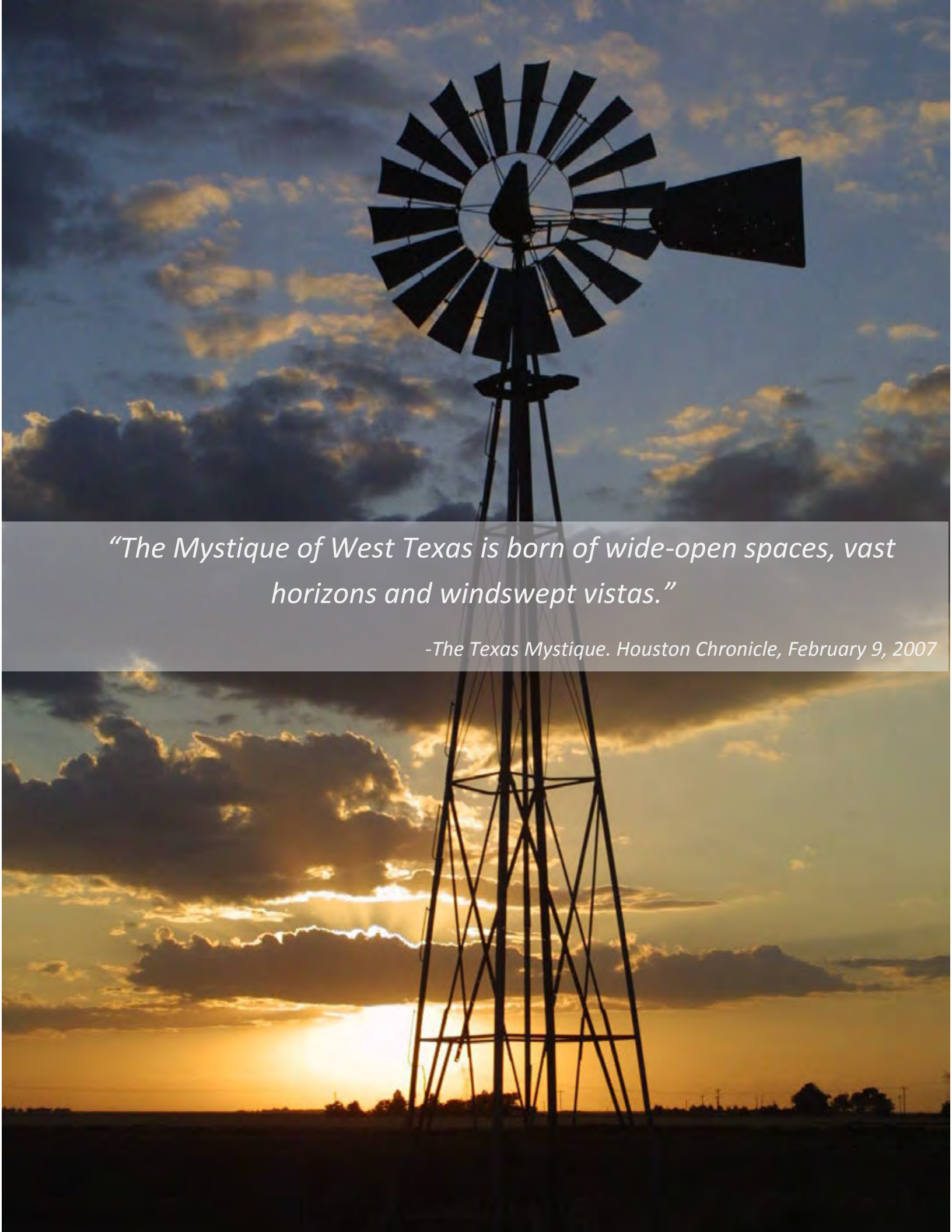
Odessa grew very rapidly during the 1950s and 1960s, fueled by the nation's post-war economic boom and the rising need for energy sources to fuel homes and cars. In the 10-year period between 1950 and 1960, Odessa's population increased from 29,000 to 80,000. This is important because much of the City's housing stock and businesses were built during this period of explosive growth. Neighborhoods and shopping centers built during this period are now approaching 60-70 years old and many have out-lived their intended construction life. Redevelopment of aging strip centers and injecting life back into aging neighborhoods is a priority of *Envision Odessa*.



Recent Growth Patterns

Odessa is once again growing due to the resurgence of the oil and gas industry. Since 2000, our community has added over 20,000 new residents, much of that growth occurring within the past five years alone. The majority of new construction is occurring on vacant land in eastern and northern Odessa. Aging commercial corridors and vacant land within the core of the City present additional opportunities to accommodate growth. Growing inward, one of the core principles of *Envision Odessa*, will help us reinvest in our community's core and leverage this period of growth to stabilize and sustain Odessa.

> "Since 2000, our community has added over 20,000 new residents, much of that growth occurring within the past 3-5 years alone."



"The Mystique of West Texas is born of wide-open spaces, vast horizons and windswept vistas."

-The Texas Mystique. Houston Chronicle, February 9, 2007

Fiesta West Texas, May 2014

Photo Courtesy: Odessa American Statesman

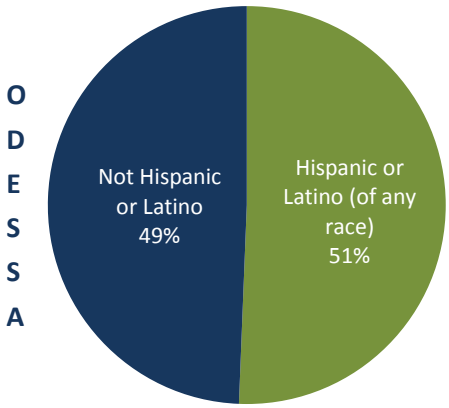
Demographics

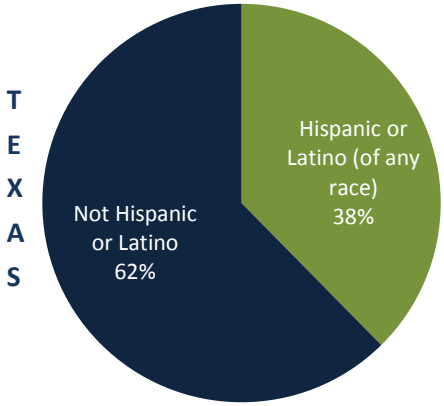
Diversity

One of Odessa's greatest strengths is its diversity. Odessa is a diverse community with a strong Hispanic culture and influence. Approximately half of Odessa's population comes from a Hispanic background. This is greater than Texas as a whole, where Hispanics account for around 38% of the population.

The racial breakdown refers to the race of a person regardless of whether Hispanic or not, since the Hispanic ethnicity can have a number of different racial backgrounds. Odessa is approximately 75 percent white, 6 percent Black, 1 percent Asian, and 1 percent American Indian. Around 14 percent identified as some other race.

Envision Odessa recognizes this diversity and specifically sought out input from the Hispanic community. From a presence at Fiesta West Texas to advertisements and questionnaires in Spanish, feedback from the Latino and Spanish-speaking community was made.





Ethnic Changes in Texas

PEOPLE WHO IDENTIFY THEMSELVES AS HISPANIC ACCOUNTED FOR TWO-THIRDS OF THE STATE'S GROWTH IN THE LAST DECADE [2000-2010]. HISPANICS NOW MAKE UP 38% OF THE STATE'S 25.1 MILLION PEOPLE, UP FROM 32 PERCENT A DECADE AGO.

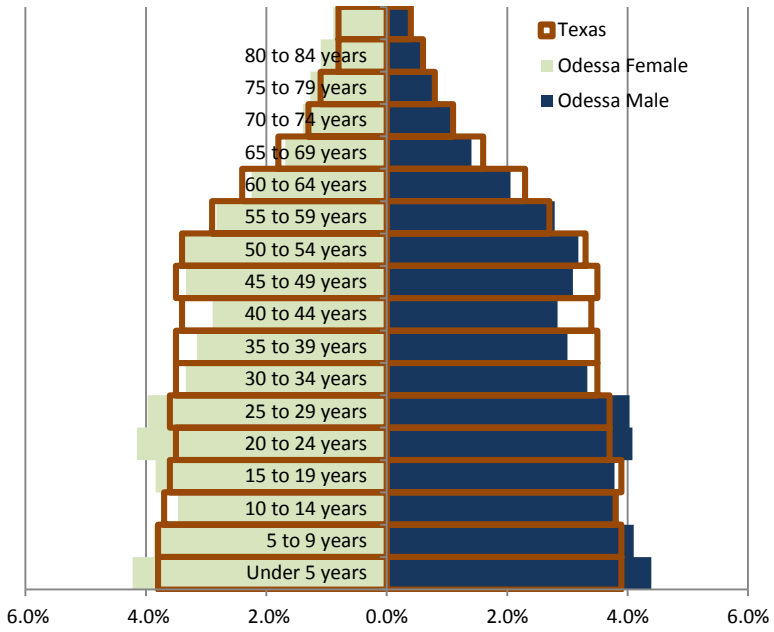
-NEW YORK TIMES

RACE	Number	Percent
Total population	**99,940**	**100%**
One Race	97,405	97.5%
White	75,320	75.4%
Black or African American	5,736	5.7%
American Indian and Alaska Native	960	1.0%
Asian	1,115	1.1%
Native Hawaiian/Pacific Islander	104	0.1%
Some Other Race	14,170	14.2%
Two or More Races	**2,535**	**2.5%**

Age

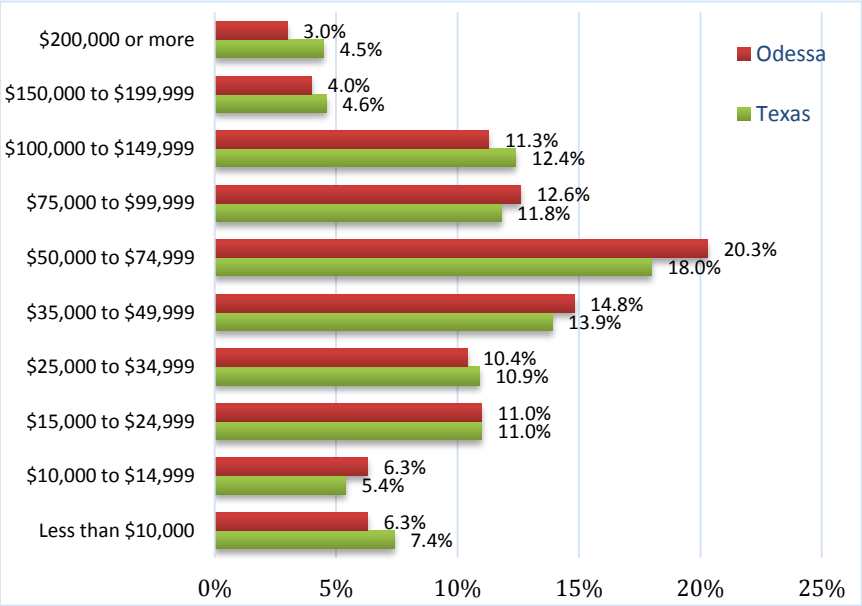
Odessa's age breakdown generally follows that of the State of Texas. Texas, when compared to other states, has a relatively young population. Having a younger population translates to a higher number of families with children and indicates a growing population. Odessa has a slightly higher percentage of the population between 20 and 29 and a higher percentage of the population under 5 than Texas as a whole. This points towards younger families in Odessa.

> Texas has the third youngest median age of the 50 United States at 33. Only Alaska (32.8) and Utah (28.8) had younger populations than Texas.
>
> -2010 U.S. Census



Income

Household income translates to purchasing power—how much disposable income that is available to be spent on shopping, dining and leisure. Household income also relates to the types of housing that can be purchased. There are also social implications of income and poverty, such as the population needing assistance in affordable and workforce housing. The income breakdown of Odessa resembles the overall breakdown of Texas as a whole.



Median Household Income:
Odessa: $51,251
Texas: $51,563

Median Family Income:
Odessa: $60,061
Texas: $60,621

Below Poverty Level:
Odessa: 14.9%
Texas: 17.4%

Odessa Households

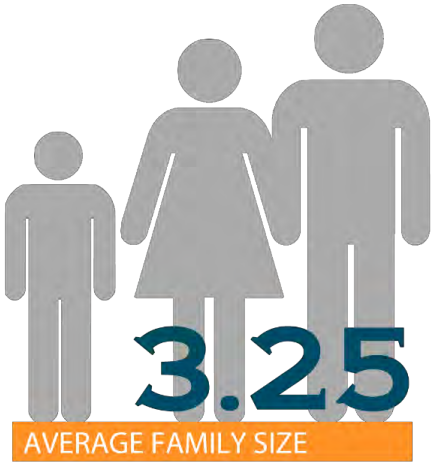
When we say the term "household," we are referring to people living under the same roof. There are many different types of households. A couple with no children is one type of household. A couple with children is another. A single person living alone or having a roommate are two other types of households. In many families, cousins, elderly parents and other family members also live under the same roof. Examining the sizes of households helps us to look at our City from a different perspective and allows us to plan for the unique needs of our community.

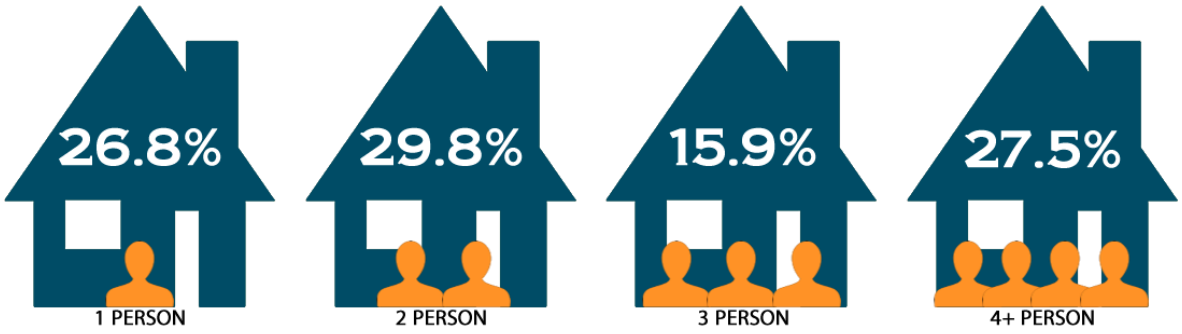
Odessa's average household size is 2.7 people. This number takes all the various household types described above and averages that number. Our household size is larger than both the State and United States averages at 2.6 people.

"Family Size" only refers to households where everyone under the same roof is related in some way. Odessa's average family size of 3.25 is significantly higher than the State and U.S. averages of 2.7 and 2.5 respectively. This means that families in Odessa tend to have more children and/or there are more families with extended relatives living in the home.

Almost 60 percent of Odessa's households are one- or two-person households. The large number of one-person households is likely due to the influx of workers in the energy industry. These numbers are important to consider when we plan for housing types, as one- and two-person households may desire an alternative to traditional single-family housing options.

Odessa Household Characteristics





Demographic Changes

Demographic trends have always influenced development trends. After World War II, the United States experienced a time of great prosperity. Many veterans came home from war to get married, purchase homes and start families. Families became the largest American demographic, and single-family homes in suburban neighborhoods were built to accommodate this demographic.

Today, demographics have once again changed, and development trends nationally are changing to meet the needs of today's population. While each region, state and community is different, the following demographic trends are impacting development patterns in the United States today.

Baby Boomers

The Baby Boomer generation, up until the Millennials, was the largest generation in American history. The sheer size of this generation has many implications on planning. The vast majority of Baby Boomers are now becoming empty nesters— those who no longer have children at home. Many desire to downsize to smaller homes with less required maintenance without compromising quality. Others are seeking to live in areas with close proximity to restaurants and entertainment. These demographic changes need to be considered as we think about housing diversity and choice.

Millennials

Millennials represent the largest generation in American history and are often called the "echo boomers" due to the size and influence of the generation. In general, Millennials are putting off marriage and family for later in life, and are technologically savvy, socially active, and place less importance on car and home ownership. These characteristics make urban settings more desirable to Millennials compared to previous generations.

More Non-Families than Families

In 1970, married couple families accounted for 71 percent of all households. Married couples with children present accounted for over 40 percent of total households. In 2012, married couple families have dropped to just under 49 percent of all households and married couples with children dropped to 20 percent.

This dramatic drop is due to a number of reasons. 1) There has been an increase in single-parent homes. 2) Baby Boomers are becoming empty nesters with no children present in the home. 3) Marriage and family are being put off until later in life for many. 4) There has also been a rise in alternative families that may not be tied by marriage or children. As we plan, we need to consider our own demographics and ensure that there are a variety of housing options to meet the changing needs of families today.

Return to the City

One of the single greatest development trends over the past two decades is the resurgence of cities and downtown areas. This is being fueled by the changing housing preferences of singles, young couples and empty nesters. From small towns to large cities, communities are investing in their downtowns and once again making them places where people can live, work and play.

Impact on Odessa

Addressing national trends helps us to assess our needs in Odessa now and in the future. Here are some possible implications of demographic changes as we plan for the future of Odessa.

ACTIVITY CENTERS—provide attractive and energetic mixed-use areas for residents to shop, play, live and work. They are pedestrian friendly areas with a variety of integrated land uses.

MOBILITY CHOICES—in addition to safe roadways for automobile travel, we must also provide other alternative choices such as effective and well-planned transit, sidewalks and bike facilities in appropriate areas.

HOUSING CHOICES—ensure that a variety of housing types are available in Odessa to meet various life stages and needs. In addition to single-family housing, also consider apartments, loft apartments, townhomes and patio homes.

DOWNTOWN REVITALIZATION—leverage the downtown trend and invest in downtown Odessa. Make downtown Odessa a vibrant place where people from around the City and across the region want to be.

ODESSA'S CHANGING DEMOGRAPHICS… AT A GLANCE

Married Couple Households:

- 2000: 51.6%
- 2010: 46.9%

Households with Children:

- 2000: 42.2%
- 2010: 38.9%

Single Households:

- 2000: 25.7%
- 2010: 26.3%

Over 65 Years Old:

- 2000: 11.8%
- 2010: 10.8%

Economics

Odessa's economy has long been tied to activity occuring within the oil and gas industry. This is easily illustrated by looking at Odessa's growth patterns. Periods of historical population growth are directly related to an oil and gas boom. Periods of stagnation or population decline are directly related to an oil bust. Odessa's overall economy, like the rest of the Permian Basin, is heavily dependent on oil and gas production.

While West Texas and the State of Texas as a whole directly benefit from periods of high oil and gas production, no region is as heavily dependent on oil and gas production as the Permian Basin. El Paso, Lubbock and Amarillo have diversified economies that allow these comparable cities to experience steady but continuous population increases. El Paso is a center for international trade and is heavily impacted by the various military institutions that lie within close proximity to the city. Lubbock's economy is largely driven by agriculture, higher education and large medical facilities. Amarillo serves as the economic hub for the Texas panhandle and a four-state region.

As we plan *Envision Odessa*, we must both acknowledge the dramatic impact that the oil and gas industry has on our local economy and work to diversify our economy to ensure consistent economic growth even during downturns in the energy market.

Hydraulic Fracturing

In the early 2000s, the Permian Basin oil fields had been so heavily drilled that oil reserves within the area were considered to be exhausted. The oil being recovered was minimal compared to the 1940s and 1950s when the region had the richest oil fields in the world. Wells during those days started out at 600 or more barrels a day of production before leveling off to just 100 to 200 barrels a day. Tired wells in the 1990s were only producing five to 15 barrels a day.

The recent boom traces its roots to 1995 when Atlantic Richfield Oil Company decided to experiment with different kinds of hydraulic fracturing or "fracking." Fracking is a technique that pumps a gel-like fluid filled with sand down a well pipe. Oil that has been trapped in the rock then flows out of the fractures into the well. This new technology dramatically increased opportunities for oil and gas extraction in areas and formations previously believed to be uneconomical.

Development Constraints

A challenge presented by oil and gas drilling is accommodating surface development while also meeting requirements for mineral extraction. This challenge limits the availability of vacant land for development and is one factor influencing the high costs of housing. Many cities outside of Texas have physical constraints such as mountains or oceans that limit available land for development. In much the same way, surface development challenges in the Permian Basin serve as a development constraint.

There are typically three parties involved in the land where oil wells are drilled. The "surface owner" owns the rights to the surface. A second party is known as the "mineral rights owner" who legally owns, separate and apart from the surface rights, the right to any minerals underground. The mineral rights owner has certain legal rights to utilize the surface property to access their minerals. So while the surface rights owner can require certain easements for the construction of gathering lines and tank batteries, they must still allow the mineral rights owner access to the oil below.

To complicate matters further, there is a third party involved in the production of oil. The owner of the mineral rights is not necessarily the oil company that drills the well. The third party known as an "operator" negotiates with the mineral rights owner to purchase the oil and the rights to remove the oil from the ground. Typically, the main goal of operators is oil extraction and not the actual development of the property itself. This can sometimes create large areas of undevelopable land. Surface owners, cities and counties have very little ability to restrict the location of well heads and pump jacks.

Other constraints on the use of the surface property are the collection lines, tank batteries and injection wells. Sometimes tank batteries are emptied through the use of pipelines, but more typically because of their remoteness, trucks are required to remove the crude oil from the tanks. So it is not only the drilling activities, but the collection and maintenance activities that cause oil field traffic. In addition, the various fluids used in fracking are removed from the well and are collected and transported to sites where injection wells put the non-oil fluids back into the ground.

Economy & Housing

One of the greatest economic issues facing the Permian Basin is housing. The regional housing shortage has dramatically increased the cost of renter- and owner-occupied housing and is having far-reaching impacts. Teaching, nursing, police, fire, and many other industries are having difficulty filling positions due to the high cost of living and high housing costs.

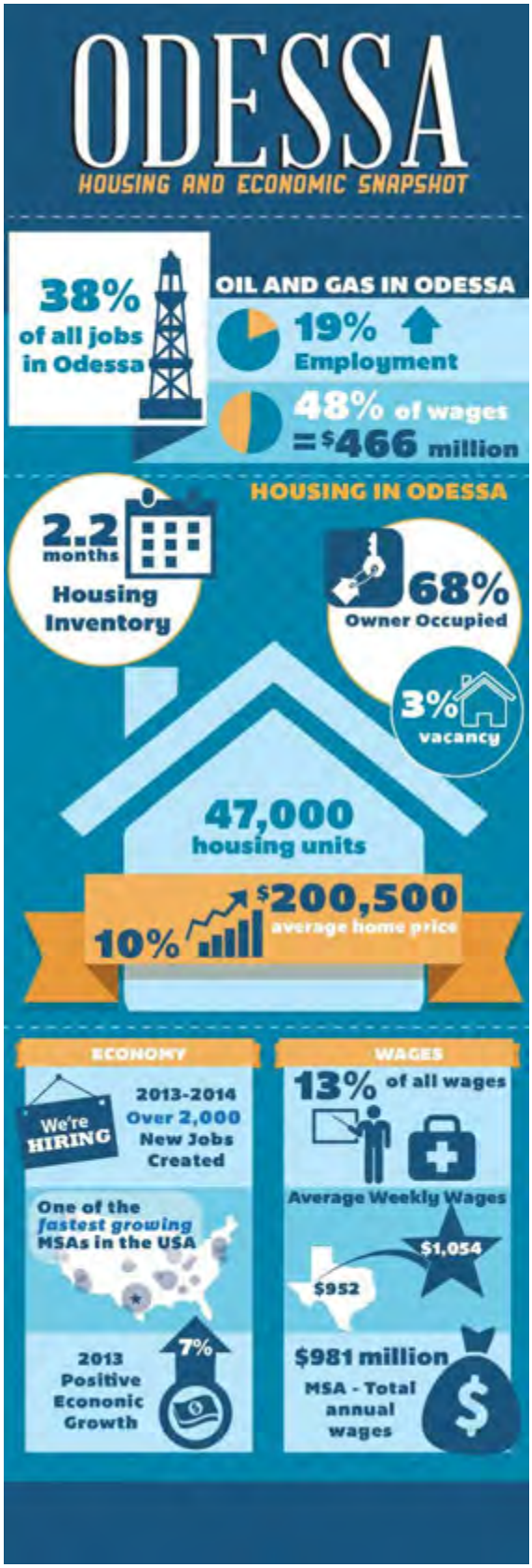
Odessa has approximately 47,000 housing units. Sixty-eight percent of housing units are owner-occupied and only three percent of all housing units are vacant. During the June 2013 to June 2014 period, home values in Odessa increased by ten percent to an average of $200,500. The total number of homes sold increased by 24 percent during this same period. Additionally, as of June 2014, Odessa has approximately 2.2 months of housing inventory, one of the lowest in Texas.

Meeting Odessa's housing needs will require a multifaceted approach. It will need to include a variety of housing options including the construction of new neighborhoods and the revitalization and rejuvenation of our existing neighborhoods through infill housing. We must also consider a variety of housing types to meet various lifestyle needs including single-family homes, apartments, townhomes, duplexes, senior living and urban living.

Current Economy

Between January 2009 and October of 2014, the Odessa Metropolitan Statistical Area (MSA) experienced positive job gains each month. Since late 2014, however, employment growth has slowed dramatically due to the lowering of the price of oil. According to the Bureau of Labor Statistics, between January 2015 and June 2015, the overall unemployment in Odessa increased from 3.3% to 4.4%. The two areas experiencing the greatest reduction in employment are the *Mining, Lodging and Construction* and *Manufacturing* industries, losing 400 and 200 jobs respectively during that period. There have been job increases in several job areas with *Professional and Business Services* adding 300 jobs, and *Leisure and Hospitality* adding 200 jobs.

At the time of this document assembly, the price of oil continues to remain below the $60 per barrel critical threshold.



Oil and gas, education and medical industries are the primary foundation of the local economy. Oil and gas, trade and construction account for approximately 38 percent of all jobs in the MSA. Total employment in these industries increased by 19 percent between 2010 and 2014 but has decreased by roughly 2% during the first six months of 2015. These industries account for 48 percent of all wages, or $466 million. Education and health services account for 6 percent of employment but provide 13 percent of the total MSA wages, or $129 million.

Employers

Our community's top five private employers include Saulsbury Companies, Halliburton Services, Weatherford, Walmart and Odessa Regional Medical Center. The top five is dominated by oil and gas services, but also includes a retail and medical component. When expanded to the top ten private employers, oil and gas services and medical services dominate.

Our top public employers include Ector County I.S.D., Medical Center Hospital, the City, Ector County, Texas Tech University Health Science Center, Odessa College and The University of Texas Permian Basin. Government, education and medical dominate this list, however the education component is the most noticeable with nearly 5,000 jobs in Odessa.

Private Industry Employers	Product/Service	No. of Employees
Saulsbury Companies	Electric & Construction	1,628
Halliburton Services	Oil and Gas	1,200
Weatherford	Oil and Gas	1,100
Walmart	Retail	889
Odessa Regional Medical Center	Medical	816
Holloman Construction	Oil Field Construction	550
Dixie Electric	Electric	550
Nurses Unlimited, Inc.	Medical	527
Investment Corp. of America	Financial	508
Bobby Cox Companies, Inc.	Retail/ Restaurants	488
Family Dollar	Distribution	330
Southwest Convenience Stores	Retail/ Service	310
Albertson's	Grocery	309
HEB	Grocery	300
Cudd Energy	Oil and Gas	280
Sewell Family of Dealerships	Automotive	280
REXtac LLC	Manufacturer	258
Lithia Motors	Automotive	256
URS Flint Energy Service Co.	Construction	225
Trican Energy Services	Service	203
Public Employers		
Ector County I.S.D.	Public Education	3,413
Medical Center Hospital (MCH)	County Hospital	1,899
City of Odessa	City Government	868
Ector County	Government	639
Texas Tech University Health Sciences Center	Education/ Medical	502
Odessa College	Education	440
The University of Texas of the Permian Basin	Education	400

Employment Projections

Projections for the Permian Basin Workforce Development Area (WDA) estimate the creation of approximately 47,000 new jobs between 2010 and 2020. This will increase total employment within the WDA to approximately 225,000 jobs, an increase of 26 percent over the coming decade.

The industries with the largest percent increase in employment include mining (oil and gas) at 48 percent, transportation and warehousing at 43 percent, real estate at 41 percent, construction at 32 percent, and health care at 30 percent.

An additional fast-growing industry within the WDA is education services. Over the decade, the education services industry is projected to add over 5,000 new jobs. These jobs would include new teachers and staff for Ector County I.S.D., Texas Tech Health Science Center, Odessa College and University of Texas Permian Basin. The growth in the education services industry is an opportunity for economic diversification.

Industry	Projection Period (Year)	Estimated Employment	Projected Employment	Change	Percent Change
Agriculture, Forestry, Fishing & Hunting	2010-2020	2,850	2,470	-380	-13.3%
Mining (Oil & Gas)	2010-2020	25,320	37,380	12,060	47.6%
Utilities	2010-2020	1,620	1,910	290	17.9%
Construction	2010-2020	11,160	14,700	3,540	31.7%
Manufacturing	2010-2020	8,480	10,370	1,890	22.3%
Wholesale Trade	2010-2020	9,440	11,490	2,050	21.7%
Retail Trade	2010-2020	18,560	20,580	2,020	10.9%
Transportation & Warehousing	2010-2020	5,650	8,110	2,460	43.5%
Information	2010-2020	2,040	2,000	-40	-2%
Finance & Insurance	2010-2020	4,490	5,030	540	12%
Real Estate & Rental & Leasing	2010-2020	3,090	4,360	1,270	41.1%
Professional, Scientific, & Technical Services	2010-2020	5,980	7,360	1,380	23.1%
Management of Companies & Enterprises	2010-2020	1,250	1,550	300	24%
Administrative & Support & Waste Management & Remediation Se	2010-2020	5,030	6,530	1,500	29.8%
Educational Services	2010-2020	17,210	22,320	5,110	29.7%
Health Care & Social Assistance	2010-2020	20,910	27,270	6,360	30.4%
Arts, Entertainment, & Recreation	2010-2020	1,500	1,730	230	15.3%
Accommodation & Food Services	2010-2020	14,880	18,170	3,290	22.1%
Other Services, Ex. Government	2010-2020	7,680	8,890	1,210	15.8%
Government	2010-2020	11,250	13,210	1,960	17.4%

Community Input: Our Needs…

- *Downtown theater, amphitheater, event center*
- *Sidewalk cafes*
- *Pocket parks and sitting areas*
- *More landscaping*
- *Better housing*
- *More events afterhours downtown*
- *Utilize abandoned buildings*
- *More tourist attractions and special events*
- *Senior housing*
- *Sidewalks*
- *Mixed-use (live, work, play)*
- *Affordable housing for low and moderate incomes*
- *Workforce housing for teachers, police, nurses, etc.*
- *Public art*
- *Higher building standards*
- *Community spaces and squares*
- *Downtown revitalization*
- *More retail in western Odessa*
- *Corridor redevelopment*
- *Downtown housing*
- *Redevelopment in south Odessa*
- *More retail along Interstate 20*
- *Townhouses for retirees*

March 6, 2014 Public Input Meeting

Planning Area

City Limits

Texas law grants cities certain rights pertaining to their growth and development. The most widely-known boundary for a city is its municipal limit boundary. Areas located within the city limits are under full development control of the city. This means that land located within Odessa's city limits has restrictions on the land on how it can grow and develop.

The most basic development controls on land within the city limits are the zoning and subdivision regulations. Zoning controls the type of development such as residential, commercial or industrial. Zoning also sets the parameters for development such as height, setbacks, yards and parking. Additional development regulations such as landscaping and signage are examples of regulations that a city may enforce within its city limits.

Extraterritorial Jurisdiction

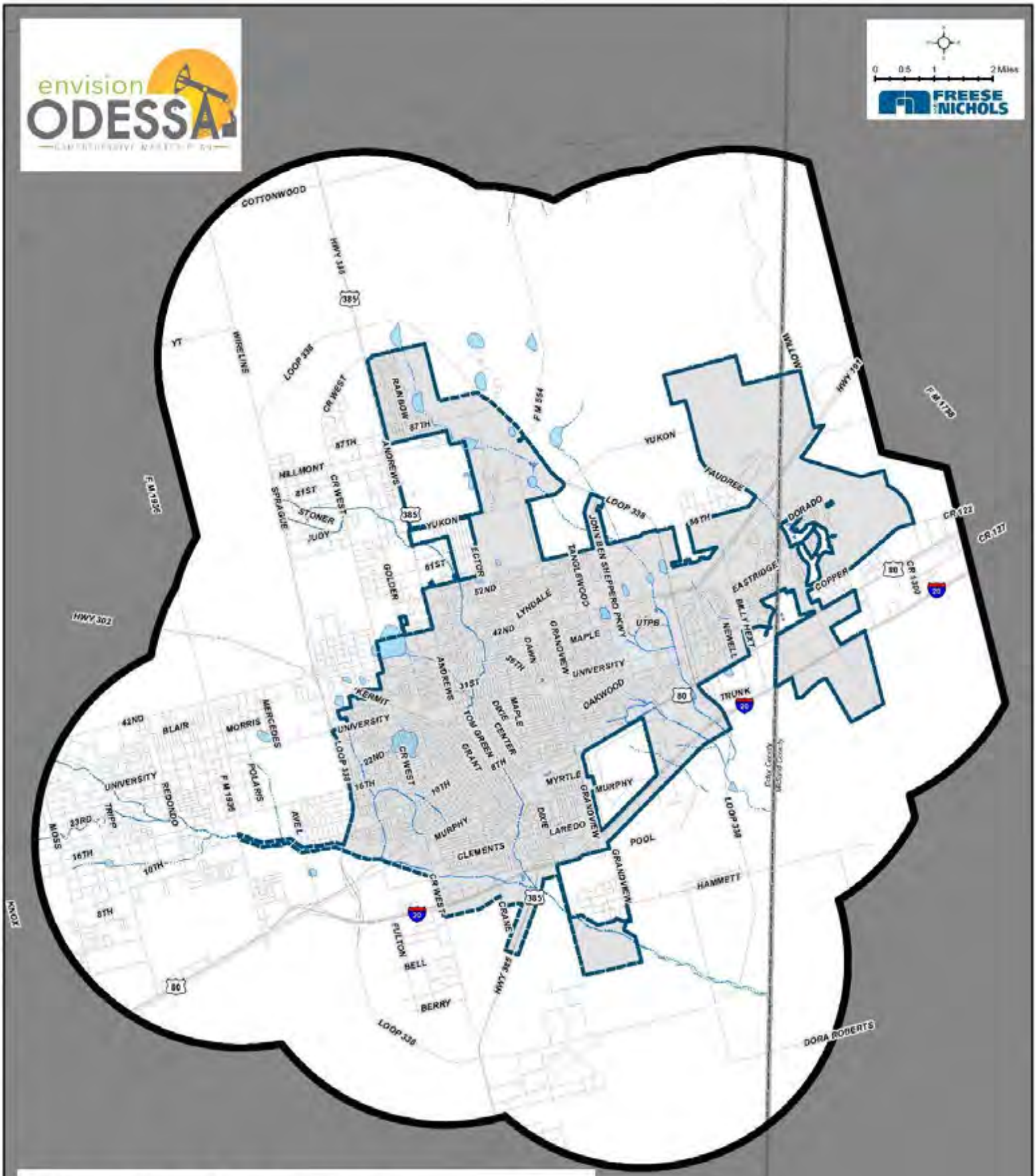
A less known area under limited control is the extraterritorial jurisdiction (ETJ). The ETJ varies depending on the size of the city. Since Odessa's population is now over 100,000, it has a five-mile ETJ limit. The five-mile ETJ extends outward from the existing city limit boundary.

The ETJ is different from the city limits. While a city has the ability to enforce zoning regulations within its city limits, it does not have the ability to enforce such regulations within the ETJ. The city does, however, have the ability to enforce its subdivision regulations within the ETJ. Subdivision regulations provide for the orderly division and deeding of land. Additionally, they regulate infrastructure and roadway standards. The primary reason that cities are given this right is to ensure that if land within the ETJ is ever annexed into the city, infrastructure and roadways will be compatible with existing city development.

Planning Area

The combined city limits and ETJ represent the planning area for *Envision Odessa*. Odessa has varying levels of control over development within the combined planning area and, if outward progression of the City continues, the planning area will be the location where the majority of outward expansion will take place over the next 20 years.

Some areas of the ETJ are already filled with development, such as west Odessa. These areas are within Ector County and have incrementally developed over time. While within Odessa's ETJ, many of these areas are not intended to be annexed by the City.



Planning Area Map

Extraterritorial Jurisdiction (ETJ)

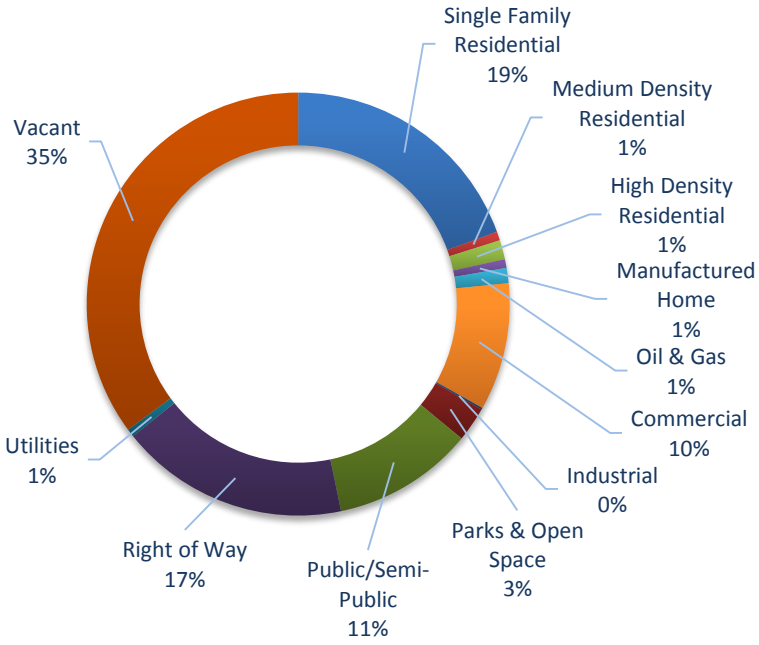
Odessa City Limits

Existing Land Use

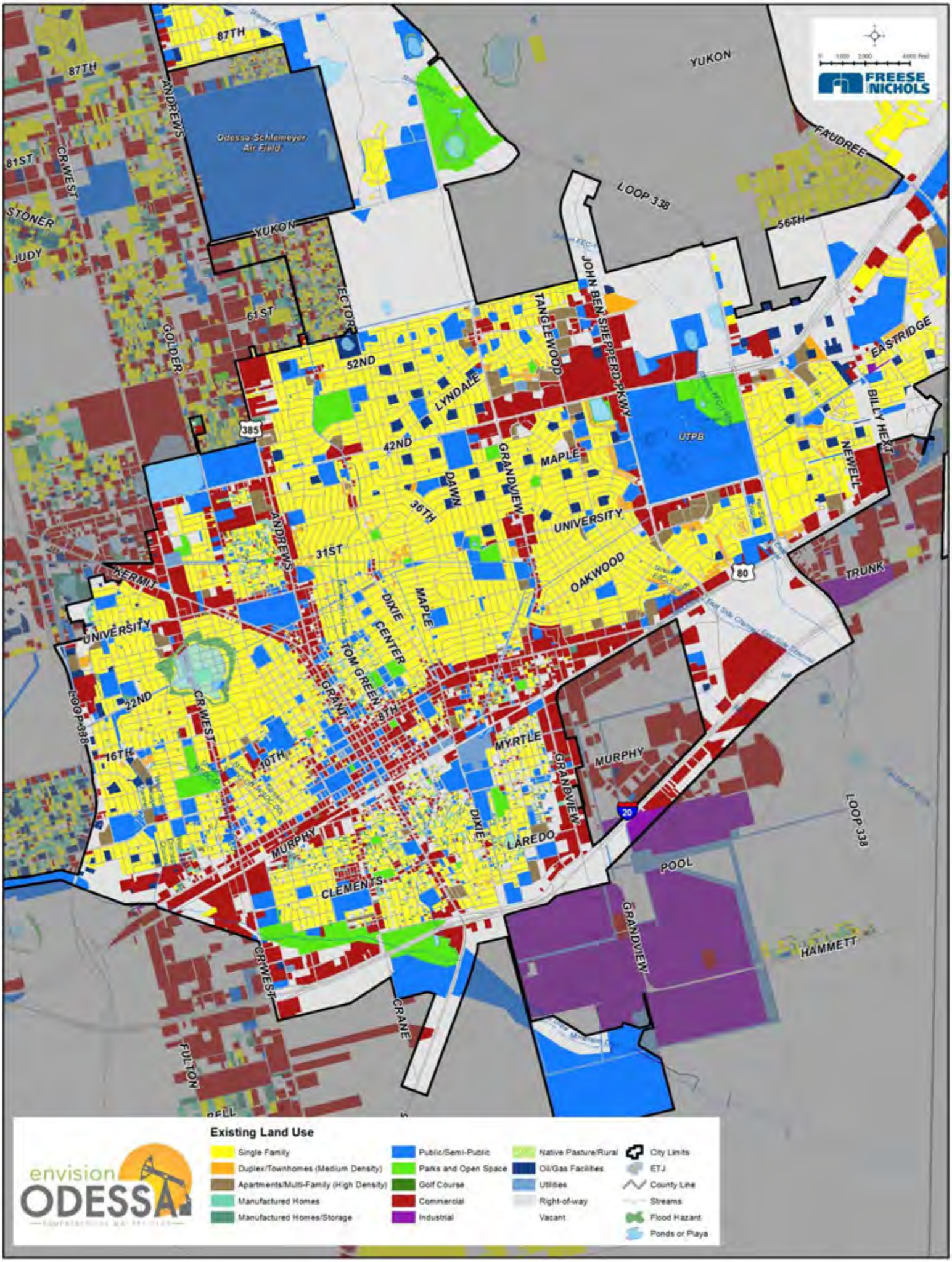
The pattern of land use that exists in Odessa today has evolved over time. For the most part, Odessa has had a traditional pattern of development with single-family neighborhoods and stripped commercial corridors.

Much of the City's growth over the past several decades has occurred to the east of the City. Odessa has generally continued to expand outward over time with much of the City's growth occurring along the northeast and southeast ends.

An advantage for Odessa is that 35 percent of land within the city limits is vacant. This indicates that there is room for growth and infill development within the existing city limit boundaries.



Land Use Type	City Limits		ETJ		Planning Area	
	Acres	Percent	Acres	Percent	Acres	Percent
Single-Family Residential	5,719.4	19.5%	5,314.8	5.2%	11,034.2	8.3%
Medium Density Residential	198.6	0.7%	9.5	0.0%	208.1	0.2%
High Density Residential	433.5	1.5%	8.9	0.0%	442.4	0.3%
Manufactured Home	193.6	0.7%	2,806.6	2.7%	3,000.2	2.3%
Oil & Gas	341.8	1.2%	477.4	0.5%	819.1	0.6%
Commercial	2,869.8	9.8%	6,096.9	5.9%	8,966.7	6.8%
Industrial	37.1	0.1%	2,283.5	2.2%	2,320.6	1.8%
Parks & Open Space	778.1	2.6%	5.1	0.0%	783.2	0.6%
Public Semi-Public	3,175.0	10.8%	1,581.1	1.5%	4,756.2	3.6%
Right of Way	5,150.2	17.5%	5,054.8	4.9%	10,205.0	7.7%
Utilities	181.7	0.6%	460.9	0.4%	642.6	0.5%
Vacant	10,326.2	35.1%	78,697.3	76.6%	89,023.5	67.3%
Total	29,405.0	100.0%	102,796.8	100.0%	132,201.8	100.0%


FREESE NICHOLS
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87TH
87TH
81ST
ANDREWS
CR WEST
STONER
JUDY
Odessa-Schlemeyer Air Field
YUKON
YUKON
LOOP 338
FAUDREE
56TH
JOHN BEN SHEPPERD PKWY
TANGLEWOOD
ECTOR
61ST
GOLDER
52ND
LYNDALE
EASTRIDGE
BILLY HEXT
385
42ND
GRANDVIEW
MAPLE
UTPB
NEWELL
DAWN
36TH
UNIVERSITY
ANDREWS
31ST
OAKWOOD
80
TRUNK
KERMIT
DIXIE
MAPLE
CENTER
UNIVERSITY
TOM GREEN
GRANT
22ND
CR WEST
LOOP 338
8TH
16TH
10TH
MYRTLE
GRANDVIEW
MURPHY
20
LOOP 338
DIXIE
LAREDO
MURPHY
POOL
CLEMENTS
GRANDVIEW
HAMMETT
CR WEST
CRANE
FULTON
Existing Land Use
Single Family
Duplex/Townhomes (Medium Density)
Apartments/Multi-Family (High Density)
Manufactured Homes
Manufactured Homes/Storage
Public/Semi-Public
Parks and Open Space
Golf Course
Commercial
Industrial
Native Pasture/Rural
Oil/Gas Facilities
Utilities
Right-of-way
Vacant
City Limits
ETJ
County Line
Streams
Flood Hazard
Ponds or Playa
envision ODESSA

Physical Impacts

There are a variety of natural and manmade features that impact Odessa's ability to grow outward. These various constraints dictate how and where the community can grow in the future.

Natural Features

The Permian Basin area is relatively flat, with very little topographic variations. While the area is generally flat, there are many floodplain areas within the planning area. The most common floodplain areas within the planning area include natural drainage ponds called playas, as well as the Monahans Draw and its tributaries.

Physical Features

Built features, such as roadways, also impact where growth is likely to occur. Interstate 20 provides a high volume of pass-by traffic and access to regional industrial activity. Loop 338 and SH191 are both serving as catalysts for new development on the north and northeastern sides of Odessa. Andrews Highway (US 385) provides access to many of the intense activity to the north via Highway 158. These transportation facilities will impact the future form of Odessa.

West Odessa is a Census-Designated Place encompassing the western side of Odessa—it is located within the City's extraterritorial jurisdiction but is not within the city limits. West Odessa had a population of 22,700 as of the 2010 Census. The area is a mixture of residential homes, commercial establishments and drilling facilities. The physical implications on Odessa's future growth are significant. The area has long valued being outside of Odessa's city limits and that will likely continue in the future. The ability for Odessa to develop westward is, therefore, limited.

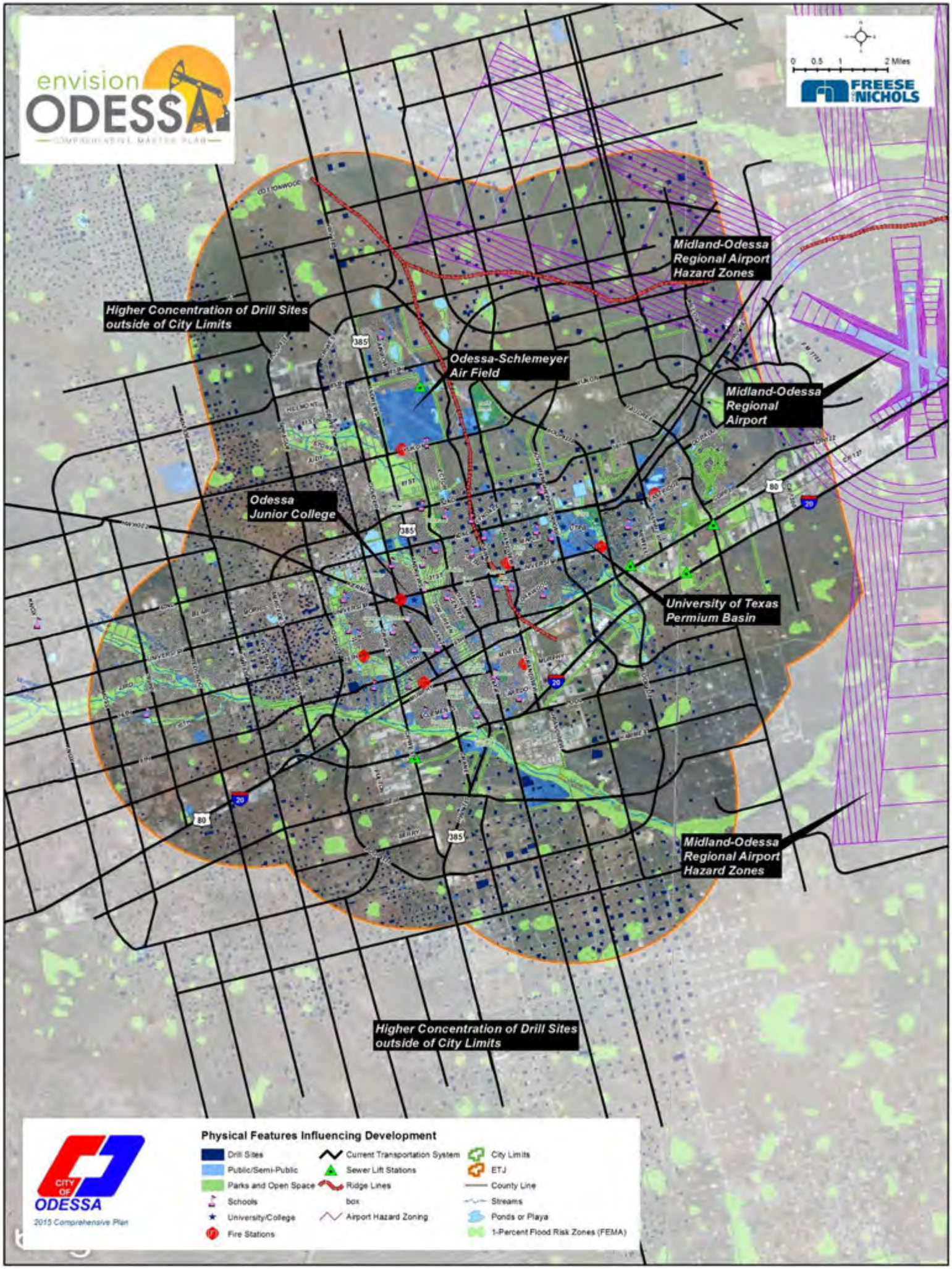
Heavy industrial facilities exist south of Interstate 20. A combination of pipe yards, industrial establishments, drilling sites and refineries consume a significant amount of land within the southern ETJ.

Airport/Spaceport

The airport clear zones associated with the XCOR Spaceport operations at Midland International Airport are reflected on the Physical Features Map. The clear-zone area impacts the northeastern portion of Odessa's extraterritorial jurisdiction. While development is permitted within most clear-zone areas, the preferred development types include industrial warehousing and storage facilities due to their low employee per square foot ratios. Multifamily housing is discouraged. This area, due to its location on the fringe of the community, is likely to be low-density in nature and will therefore have minimal impacts on any potential spaceport operations.

Oil & Gas Drilling

One of the biggest physical limitations in the Permian Basin are areas reserved for oil field and production activities. In such areas, drill site spacing is critical if surface development is ever to realistically take place. In many instances, surface rights are purchased in addition to mineral rights to limit obstructions between drill sites and collection tanks. Areas reserved for drilling activities serve as physical barriers for growth in the same way that mountains or bodies of water create growth limitations. Locations containing the highest concentrations of land reserved for oilfield activities are within western and southern portions of the planning area. The northeastern portion of the planning area has the least amount of land reserved for oilfield activities. The northeastern portion of the planning area is an asset and opportunity for physical expansion. Additionally, the use of horizontal drilling methods and the clustering of well sites increases potential for development within the northeastern portion of the planning area.


envision ODESSA
COMPREHENSIVE MASTER PLAN
0 0.5 1 2 Miles
FREESE AND NICHOLS
Midland-Odessa Regional Airport Hazard Zones
Higher Concentration of Drill Sites outside of City Limits
Odessa-Schlemeyer Air Field
Midland-Odessa Regional Airport
Odessa Junior College
University of Texas Permium Basin
Midland-Odessa Regional Airport Hazard Zones
Higher Concentration of Drill Sites outside of City Limits
CITY OF ODESSA
2015 Comprehensive Plan
Physical Features Influencing Development
Drill Sites
Public/Semi-Public
Parks and Open Space
Schools
University/College
Fire Stations
Current Transportation System
Sewer Lift Stations
Ridge Lines
box
Airport Hazard Zoning
City Limits
ETJ
County Line
Streams
Ponds or Playa
1-Percent Flood Risk Zones (FEMA)

Planning Context

The planning context refers to some of the factors that influence our planning decisions. These factors help to create the broader picture of why we are planning and what we should be planning for.

Planning Efforts

1989 Plan

It is generally recommended that cities update their comprehensive plans every five to ten years in order to stay abreast of changing needs. Odessa's last Comprehensive Plan update occurred in 1989, over 25 years ago. The previous Comprehensive Plan created a Land Use Plan and set policies related to thoroughfares, parks, downtown, housing and annexation. Many of the policies in the 1989 Plan have been implemented or are no longer applicable so it is time to update our Comprehensive Plan in light of current issues.

Parks & Open Space Master Plan

In 2012, Odessa began updating its Parks & Open Space Master Plan. Generally, a comprehensive plan and a parks master plan are conducted separately. Similar to how the comprehensive plan serves as a policy guide for issues related to growth and development, a parks master plan provides actions and strategies related to future park facilities and park needs within the community. While separate, they are intricately related in that as growth and development occurs, park objectives should be included. The inclusion of land and development resources for future park facilities ensures the creation of a well-connected park and trails network.

Raising the Development Bar

The energy industry serves as the backbone to the Permian Basin's economy. It is largely responsible for why Midland and Odessa have the populations and influence that they have today. Energy is intricately tied into the fabric of the people and culture of the area. The energy industry is heavily reliant upon fluctuations in market pricing.

During periods of economic resurgence, people from all over the nation flock to the Permian Basin in search of jobs. This population influx creates high demand for housing, retail and services. These periods of economic success create pressures to design development to meet current needs, without necessarily considering the long-term implications of that development. New neighborhoods are built to accommodate the influx of population today without necessarily considering how that neighborhood will remain attractive once the boom has subsided and many of the temporary residents have left the area. This places a long-term strain on the community's physical appearance and physical resiliency.

Another way of looking at the economic boom is leveraging this period to create quality overall development that will remain attractive even when energy prices subside. We should seek to ensure that new development improves Odessa's quality of life and attractiveness, both of which help make the City more competitive in attracting other industries and commerce to diversify the economy. The current system of development is heavily tilted towards meeting immediate needs. *Envision Odessa* helps us to think not only about today's needs, but about tomorrow's, too. There are opportunities to raise development standards in Odessa while still remaining development friendly and without compromising our future. Doing so will ensure that Odessa's physical and fiscal health are protected in the long-term.

La Entrada Al Pacifico

La Entrada Al Pacifico was established in 1991 by the Intermodal Surface Transportation Efficiency Act (ISTEA). It is designated as Trade Corridor 56 by the Act and was designed to serve as a major trade corridor between the Port of Topolobampo in Sinaloa, Mexico and the Great Plains region of the United States. The corridor passes through Midland and Odessa via SH349.

A secondary corridor that utilizes some of the same general route as La Entrada is the Ports-to-Plains corridor. Ports-to-Plains was also established by ISTEA and is designated as Trade Corridor 38. The corridor begins at Laredo, Texas at the Mexican border and connects with the La Entrada Corridor at San Angelo. From there it proceeds northward through Lubbock and Amarillo and ends in Denver, Colorado. The La Entrada corridor is designed to move goods from the ports of the Pacific through Texas and beyond while the Ports-to-Plains Corridor is designed to move goods from the Gulf of Mexico and the manufacturing center of Monterrey, Mexico to Texas and beyond.

Recently, there have been efforts to revive the La Entrada corridor. The City of Odessa, in particular, has established relationships with the northern Mexican city of Chihuahua, a major city along the La Entrada route. Chihuahua, like many northern Mexican cities, is experiencing tremendous growth in its manufacturing sector. The addition of Mexico to NAFTA in 1994 led to unprecedented growth in Mexico's manufacturing industry, particularly over the past decade. The anticipated industrial growth was a major driver in the need to create these trade corridors. The growth in Mexico's manufacturing sector is part of the reason the La Entrada corridor is once again receiving serious attention, and the utilization of the corridor has many implications for Odessa in particular.

The Comprehensive Plan considers the land use implications of Odessa's location along the trade corridor. The primary land use implication is the potential to attract storage and distribution facilities. These types of facilities not only provide jobs, but they contribute, sometimes significantly, to the City's tax base. Odessa has an opportunity to attract these facilities not only due to its location along the La Entrada and Ports-to-Plains corridors, but because it is also located along Interstate 20, which continues westward as Interstate 10. Odessa's central location among all these corridors offers long-term economic opportunities.

Downtown Odessa

Downtown revitalization efforts have been receiving a significant amount of attention nationally, particularly over the past decade. Demographic changes are once again making downtowns attractive for reinvestment, particularly as incubators for small businesses and urban residential options. Downtowns often serve as the most identifiable area of the community.

Revitalization strategies for downtown Odessa have been talked about for some time. A variety of issues have circulated on how to facilitate the redevelopment of downtown. Currently, a downtown hotel and convention center was determined by City leaders as the best opportunity to facilitate a public/private partnership in downtown Odessa.

The hotel and convention center would serve a variety of functions. First, it would bring a first-class hotel to downtown Odessa. The Permian Basin attracts a high number of business travelers yet lacks high-end hotel options. The hotel in Odessa's downtown would help to fill this void. Second, the convention center would provide a new, first-class venue for conferences and trade shows. The Permian Basin is the largest energy producing area in the United States, and the facility would allow Odessa to play host to a number of energy related conventions. These conventions would also have an additional economic impact through revenues and sales tax generation.

The hotel and convention center alone is not seen as the only solution to revitalizing downtown but one part of the puzzle. The hotel is referred to as a catalyst project in that it would help to show the City's commitment to downtown. Public investments in infrastructure, streets and public spaces will further help to create confidence that downtown is part of the community's long-term strategy thereby encouraging private investment. The ultimate goal for downtown Odessa is a vibrant and active core with a mixture of office, residential, retail and entertainment spaces.

Envision Odessa builds upon the hotel and convention center concept and works the concept into the overall Plan to bring life and energy back to downtown.

CBS 7
PROSPERITY
BANK

We Envision…

- *Attractive Roadways*
- *Safe Roadways*
- *Connected Roadways*
- *Context Sensitive Roadways*

Transportation: Getting Around

When we think transportation, one item in particular comes to our mind—the automobile. As Americans, we have a love affair with our vehicles. Most of us can remember receiving our driver's license and the thrill of our first car. What we often don't think about is how cars have shaped and defined our cities. Our love affair with our cars has caused our cities to be directly shaped by our vehicles.

We refer to the public domain of streets as "right-of-way." This is the area that is under the control of the city. When all this space is added up within our community, it constitutes the greatest amount of public space. In fact, our streets represent far more acreage than our parks, open spaces and public spaces combined. Even though streets and their right-of-way represent the greatest area of public ownership, we often don't view our roads as public space. Instead, we see them as a means to get from "Point A" to "Point B".

As people drive on Odessa's streets, their impression of our community is developed. Streets represent one of the single greatest ways we can influence our community's perception. This transportation element of *Envision Odessa* views transportation in its entirety by not only focusing on transportation circulation, which is of upmost importance, but also by considering roadway design, aesthetic enhancements and multimodal opportunities, such as bike facilities and transit.

Land use and transportation decisions are intricately related—they directly influence and impact one another. By coordinating land use and transportation decisions, we can ensure that public resources are allocated effectively and that Odessa provides the infrastructure network to facilitate development and redevelopment objectives.

Transportation Issues Impacting Odessa

Regional Context

The cities Odessa and Midland comprise the majority of the Midland-Odessa metro area. From a transportation perspective, the regional context includes the strategies and vision established in the Permian Basin Metropolitan Planning Organization (formerly MOTOR) Vision 2040 Plan, which included:

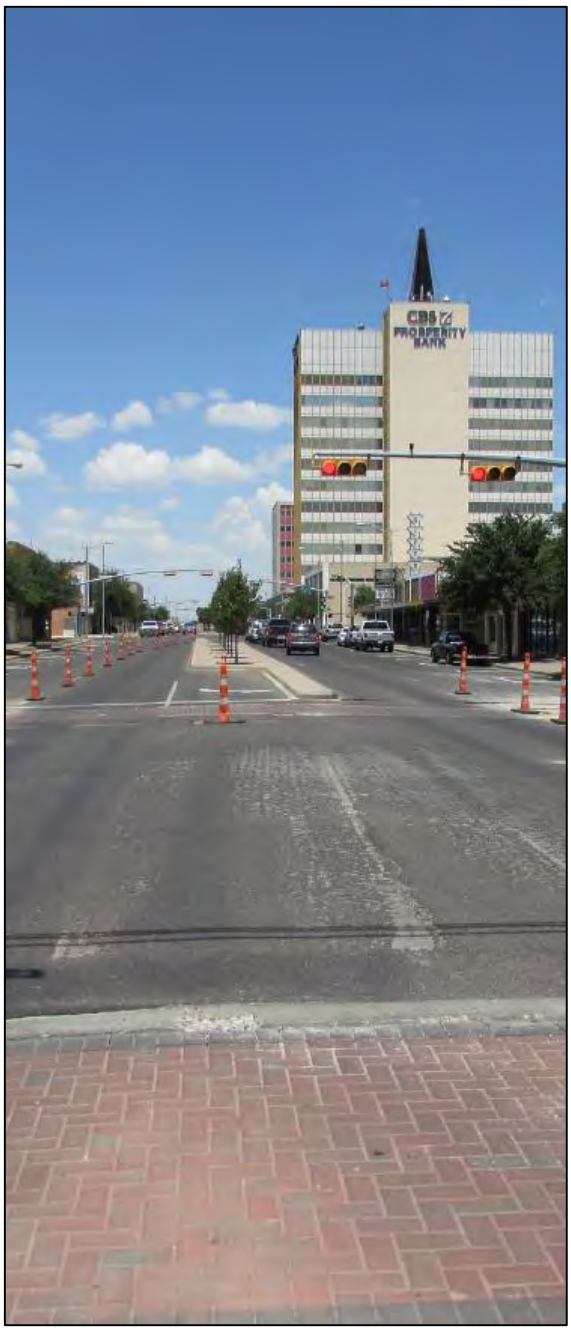
- **Two Cities, One Community** — Our two cities will function as complementary urban centers within a single metropolitan region.
- **A Place to Work** — Our economy will grow and diversify, attracting regionally significant employers.
- **A Place to Live** — Our communities will feature high quality, multi-generational neighborhoods with a variety of transportation and housing choices.
- **A Place to Play** — Our residents and visitors will have access to a broad spectrum of recreational and cultural activities.

Information was gathered through meetings, a survey and Comprehensive Plan Advisory Committee meetings. Transportation specific public input included connectivity, congestion, appearance and safety. Nearly 50 percent of concern comments were related to safety, speed, truck traffic and truck route enforcement. Reducing congestion, improving appearances and increasing connectivity each received approximately 20 percent of response concerns. Solutions proposed by participants included xeriscaped medians to channel traffic and improved aesthetics, enforcing approved truck routes and speed limits, and adding off-street bike and pedestrian facilities.

Context Sensitive Corridors

Context sensitive solutions is replacing the traditional "one size fits all" approach to roadway design. Context sensitivity, in its plainest form, refers to roadway design that is respective of the area in which it traverses—the roadway is designed to complement adjacent land uses. For example, a roadway may change in size and character as it goes through different residential, commercial and industrial areas. This Plan recommends the following corridors, in particular, for heightened attention to these considerations based on location and prominence within the network, crash history frequency or severity, and adjacent land use factors:

- 42nd Street inside of Loop 338
- Grant Avenue between 42nd Street and I-20

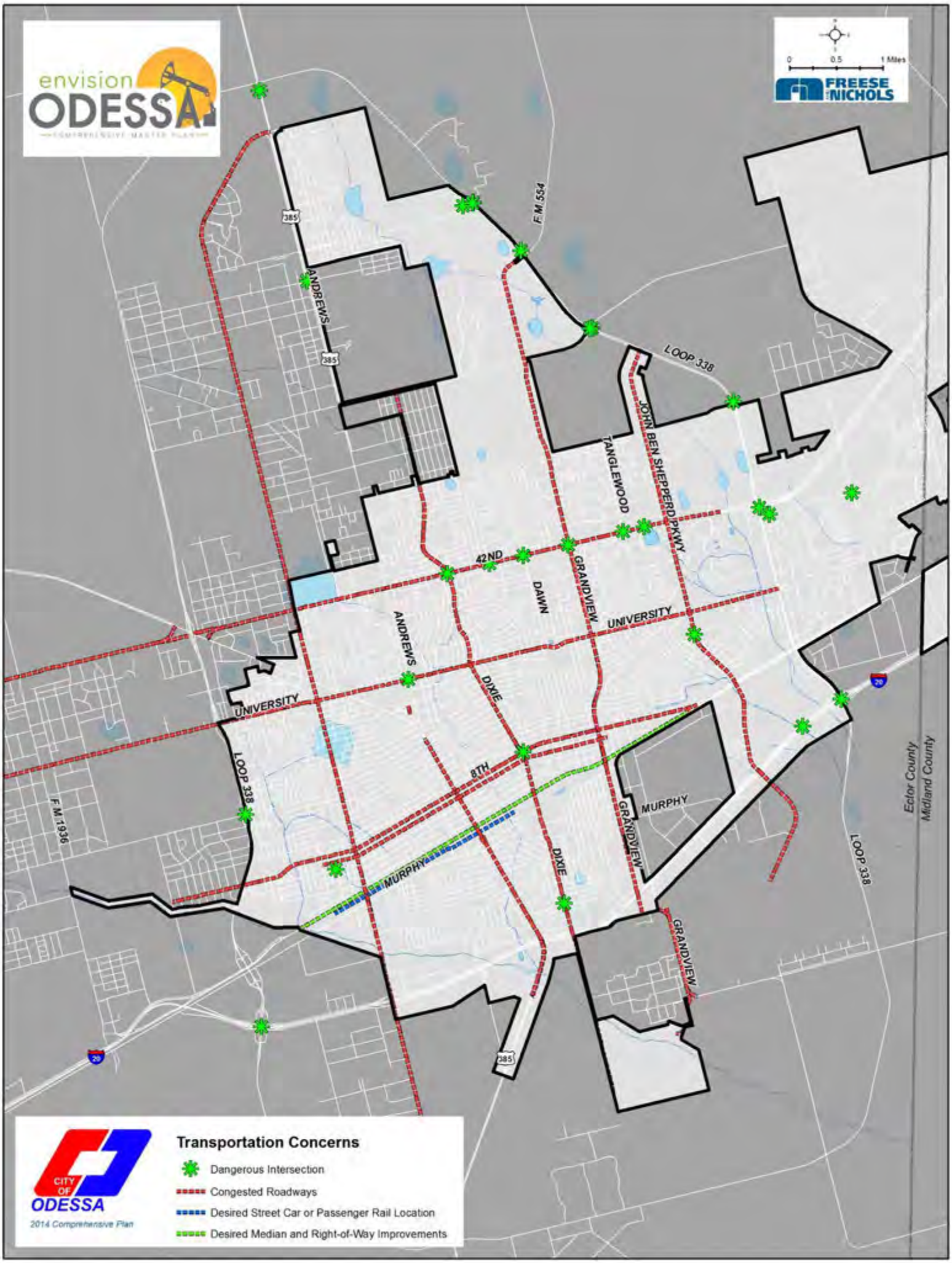


42nd Street (SH 191)

42nd Street (SH 191) is the major, central east-west route for Odessa, as well as the location of major commercial and retail businesses and the Ector County event center. It is also the site for the northern boundary of the UTPB campus. With its combination of traffic volumes, adjacent land uses, crash statistics, travel speeds, wide outside lanes, and lack of continuous pedestrian network, this corridor is recommended for further study to recommend operational improvements, markings and physical modifications to improve safety, predictability, and modal access for all users. Recommendations were made through the plan process to investigate use of red-light cameras to improve driver behavior at intersections. This Plan recommends the next step take the form of an Access Management Plan or similar study to identify specific elements to be implemented as a project or phased improvements, conducted in partnership with regional mobility agencies such as the Permian Basin MPO and TxDOT.

Grant Avenue (US 385)

Grant Avenue (US 385) is the north-south highway centered in the original center of Odessa. It transitions from a rural highway with limited adjacent land uses, through an area of predominantly industrial uses south of downtown, to adjacent retail and commercial businesses fronting on the roadway with no setback in the historical downtown area, before branching into the Andrews Highway and Kermit Highway nearly a mile to the north. Due to the many different types of land use characteristics along the corridor, as well as the comparatively high number of severe crashes and high volumes, a detailed study for operational and capacity improvements should be performed for Grant Avenue.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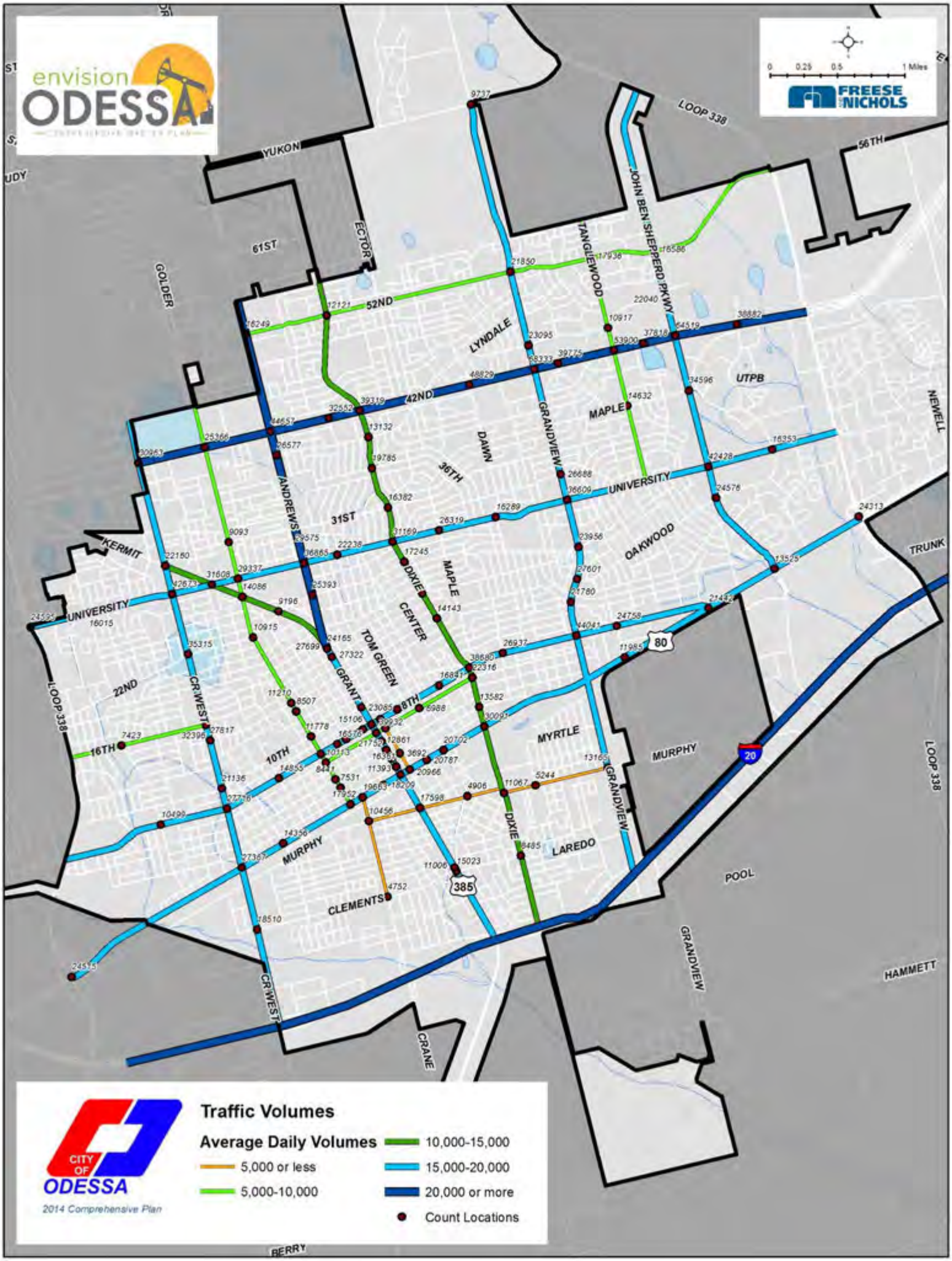
GRANDVIEW
42ND
DAWN
UNIVERSITY
ANDREWS
DIXIE
8TH
MURPHY
F.M. 1936
Ector County
Midland County
CITY OF ODESSA
2014 Comprehensive Plan
Transportation Concerns
Dangerous Intersection
Congested Roadways
Desired Street Car or Passenger Rail Location
Desired Median and Right-of-Way Improvements

Existing Conditions Analysis

According to U.S. Census data, approximately 95 percent of all Odessa work trips are automobile-based with an average commute time of 19 minutes. The percentage of total home-based work trips in single-occupant vehicles varies, from 67 percent immediately south of downtown Odessa, between 75 to 85 percent inside Loop 338, to above 85 percent outside of the loop. This commute time varies based on the length of trip, destination and chosen route as some areas of Odessa experience more congestion than others. The performance of the local roadways (and resulting congestion) can be linked to many components – including the number of lanes, speed limit, daily traffic volumes, local peaking characteristics, adjacent land uses, traffic signal parameters, driver types, signage, pavement conditions, road design elements and access control. In this section, traffic volumes are compared to generalized route capacities as a measure of system performance.

Traffic Volumes

Average annual daily traffic (AADT) volumes were gathered from the City of Odessa, TxDOT, and other published studies. The most heavily traveled route in Odessa is I-20, which carries 45,000 vehicles per day east of Loop 338. In terms of arterial routes, 42nd Street, Grant Avenue, Andrews Highway (US 385), Loop 338, and 2nd Street have the highest AADTs with segments averaging over 20,000 vehicles per day. Other busy route segments include University Boulevard (RM 2020) between Loop 338 and Andrews Highway, and Grandview Avenue between 42nd Street and 2nd Street.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DIXIE
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OAKWOOD
TRUNK
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CR WEST
GRANT
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MYRTLE
MURPHY
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16TH
10TH
LAREDO
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CLEMENTS
POOL
HAMMETT
CRANE
BERRY
Traffic Volumes
Average Daily Volumes
5,000 or less
5,000-10,000
10,000-15,000
15,000-20,000
20,000 or more
Count Locations
CITY OF ODESSA
2014 Comprehensive Plan

Roadway Level of Service

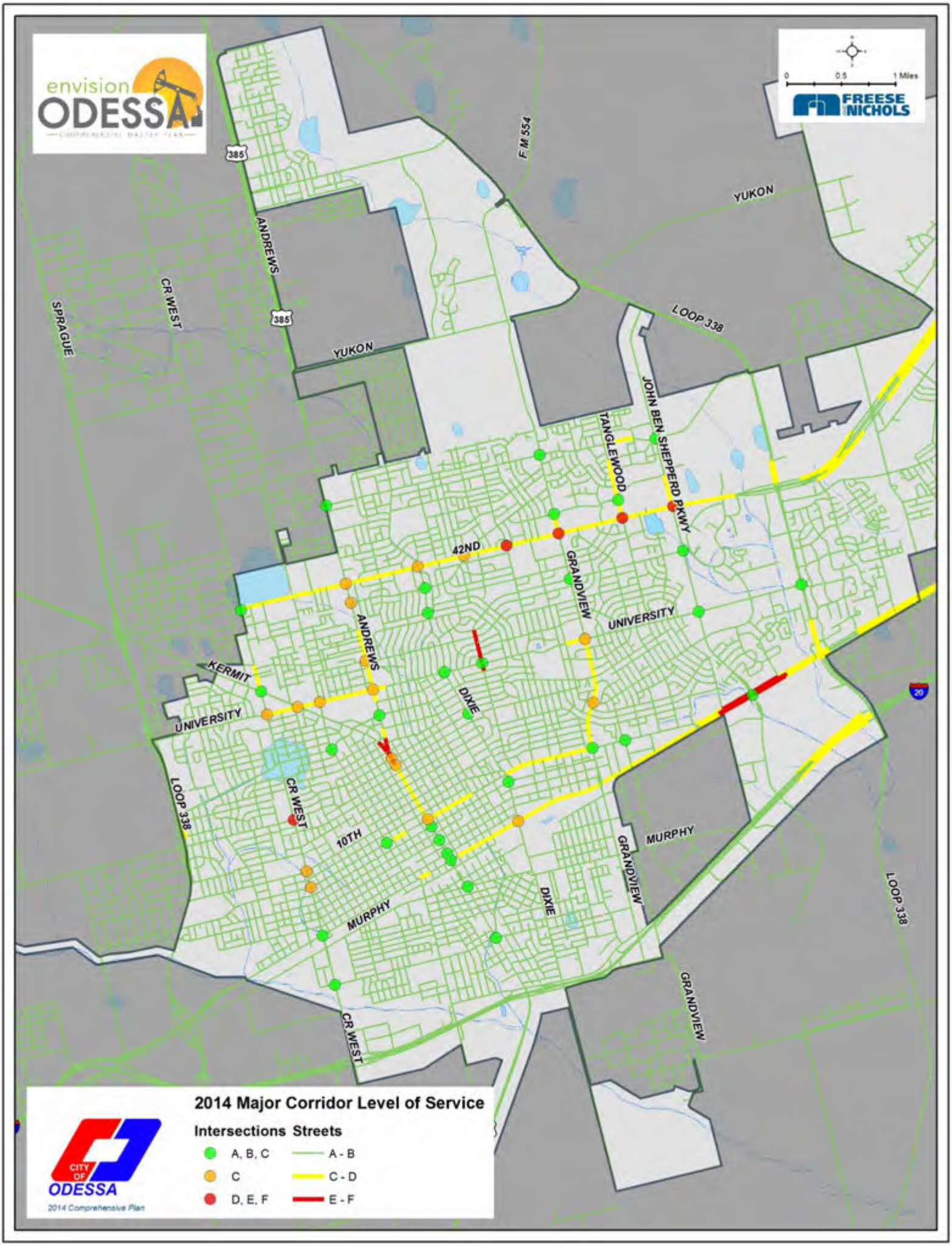
Roadway capacity refers to the quantity of traffic that a facility can process before excessive delay and queuing restrict traffic flow and diminish operations. To simplify the process of describing the traffic congestion on a roadway, traffic engineers assign a letter grade corresponding to the Level of Service (LOS) to categorize the operating characteristics of a route. LOS is a concept outlined in the Highway Capacity Manual (HCM) published by the Transportation Research Board to qualitatively describe operating conditions within a traffic stream. LOS is stratified into six categories ranging from A through F, with LOS A indicating the highest degree of mobility and LOS F indicating heavy traffic flow and gridlock. LOS D is commonly used as the minimum acceptable standard. It should be noted, though, that grade thresholds may vary slightly between communities depending on the localized tolerance for congestion levels.

As seen in the 2014 Major Corridor Level of Service Map, several locations in Odessa are presently operating at LOS D conditions or worse according to the HCM thresholds. The routes nearing capacity include 42nd Street between Dixie Boulevard and Parkway Boulevard, as well as County Road West (RM 1882) in the area of W 16th street. Additionally, routes currently operating at LOS C conditions that are likely to degrade include Grandview Avenue, University Boulevard (RM 2020), Andrews Highway and Grant Avenue.

Reflected in the Future Conditions Map, future conditions are anticipated to see increased delays along 42nd Street, and peak hour delays at LOS E or worse south of Andrews Highway and Kermit Highway at Grant Street, and the network south and east of UTPB along Loop 338 and Business Loop 20.

Community Input…What Are Our Biggest Transportation Issues?

- **Dangerous Intersections**
- **Heavy Trucking Traffic**
- **Congestion**
- **Loop 338 Widening**
- **North/South Connectivity Along 42nd Street**
- **Enforcement of Speed Limits**
- **Enhancing Roadway Aesthetics and Design**
- **Traffic Calming at SH 191 and John Ben Shepperd Parkway**
- **More Functional Bus Transit Routes**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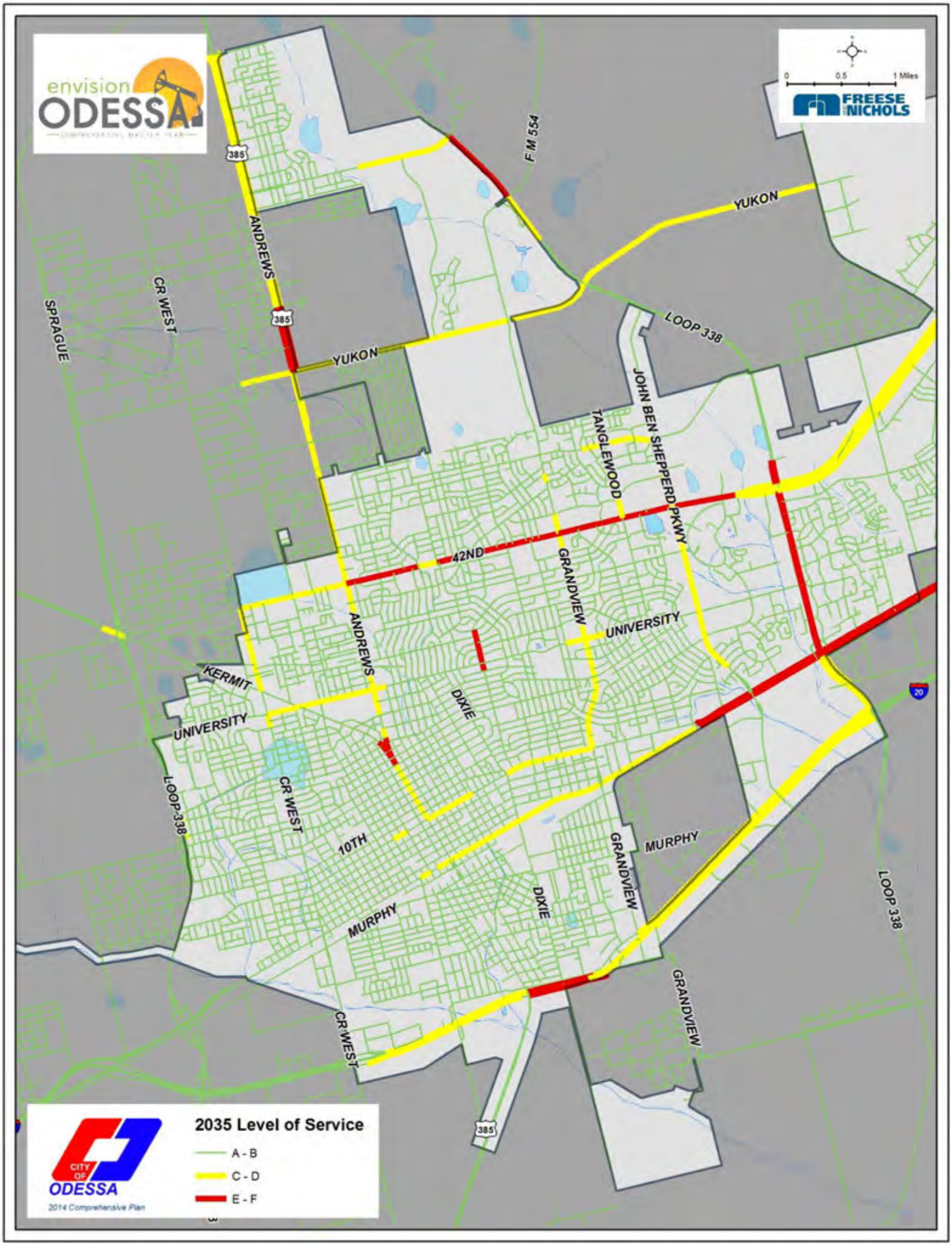
TANGLEWOOD
42ND
GRANDVIEW
UNIVERSITY
KERMIT
DIXIE
20
10TH
MURPHY
2014 Major Corridor Level of Service
Intersections
A, B, C
C
D, E, F
Streets
A - B
C - D
E - F
CITY OF ODESSA
2014 Comprehensive Plan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UNIVERSITY
KERMIT
DIXIE
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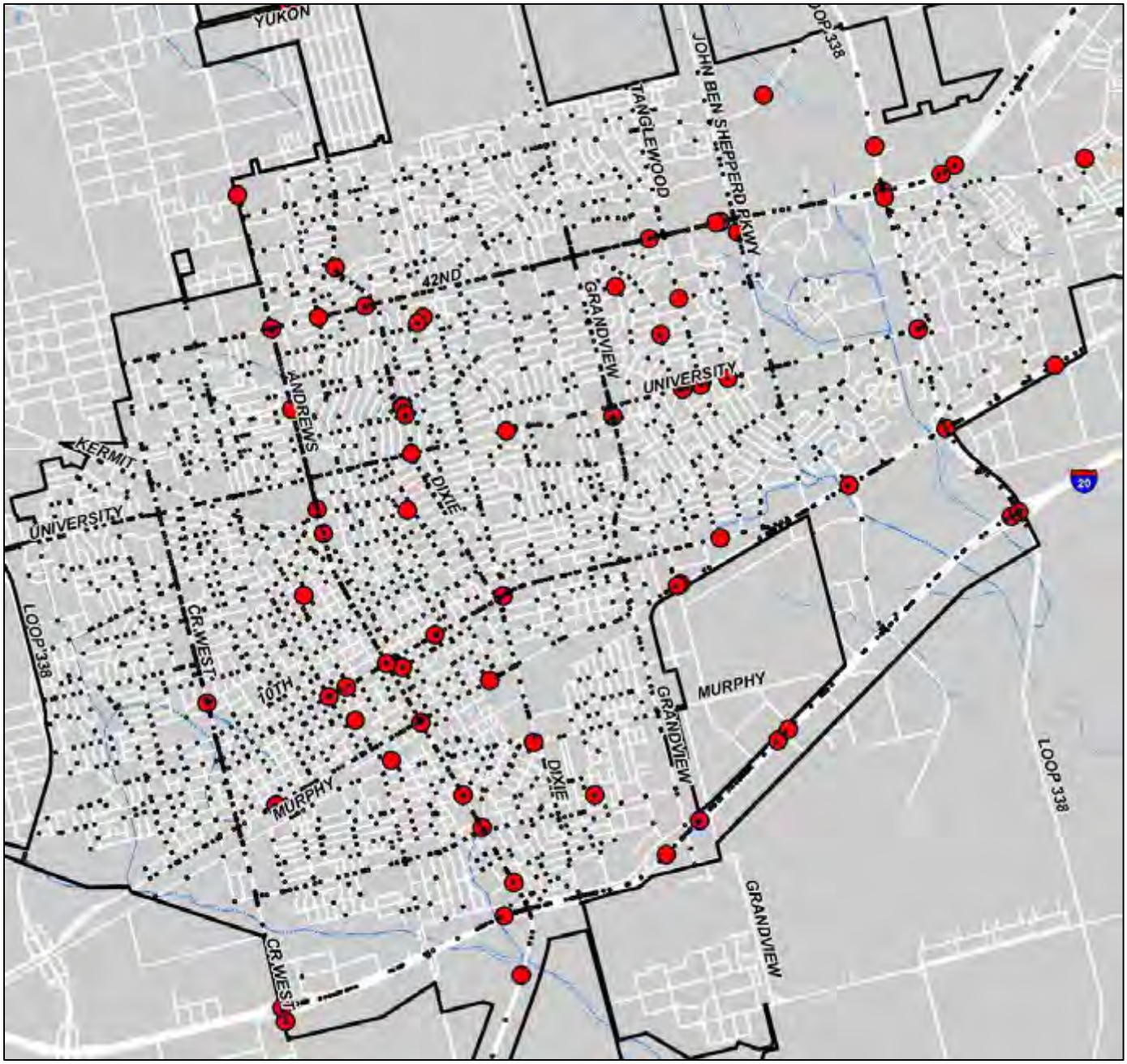
20
2035 Level of Service
A - B
C - D
E - F
CITY OF ODESSA
2014 Comprehensive Plan

Crash Analysis

Vehicle crashes are a source of considerable personal anguish, disruption, time, loss of personal property, can result in personal injury and, in the worst cases, death. An analysis of crashes recorded over the prior five-year period of available data was conducted to determine if patterns were prominent and rates were compared to cities of similar size. Generally, Odessa has a high number of crashes resulting in severe outcomes compared to communities of similar size across Texas. Overall crash rates, however, appear to be similar with those of other communities of the same size.

Crashes (Black) and Fatal Crashes (Red) Between 2010 and 2014



During the 2010-2014 period, an average of 2,200 crashes per year were observed, with 84 crashes resulting in fatalities. Of the fatal crashes – approximately half occurred between the hours of 11 PM and 7 AM. Despite increases in vehicle safety such as airbags and crumple zones, higher speeds and speed differentials between the vehicles involved or vehicles and stationary objects have led to increased severity of the crash outcomes. Yet, 10 percent of the fatal crashes were in areas with a posted speed limit of 30 miles per hour or less. Although related data was not available for all years, commercial vehicles, as a subset of vehicle types, were involved in 40 percent of fatal crashes in 2012, and 42 percent in 2013.

Roadway characteristics can also contribute to crash frequency. For example, in general, crash rates on Texas four-lane undivided roadways occur at almost three times the rate of divided ones. Geographically, fatal crashes were also not heavily concentrated in one area, though major thoroughfares do have higher frequency as expected due to higher daily traffic. For example, 42nd Street had the same number of fatal crashes over the time period as I-20. None of the fatal crashes occurred in active school zones. Weather also did not appear to be a disproportionately high contributor for fatal crashes as only seven occurred at the time of poor weather (fog, blowing sand or rain). A contributing factor for frequency of crashes may be the wide outside curb lanes typical on roadways such as 42nd Street and Grant Avenue South of First Street. Wide, unmarked areas can contribute to uncertainty in driver's perception of who has the right-of-way. A follow-on project could be to stripe the areas to differentiate the travel lane as 11' or 12' wide, with the remainder of the area delineated as shoulder. Striping the area for use by bicycles may also be appropriate, depending on location, roadway speed characteristics, and number of driveways per mile.

A recurrent theme in public comments is the prevalence of truck traffic on roadways not intended for through-truck movement. Commercial trucks are a critical component of the regional economy. However, they can also represent a higher risk of crash severity when involved in incidents. Their repeated presence on non-system roadways can accelerate the deterioration of surface conditions from use and weight. Analysis shows that the percentage of truck traffic on many interior roadways exhibit a higher percentage of truck traffic than would be expected if it were only limited to local deliveries and businesses. Enforcement, improved signage, education of the approved routes, and renewed private sector support for enforced truck routes through self-enforcement and education would all contribute to a reduction in truck traffic on non-appropriate routes.

Augmented signage at the community gateway locations for roadways intersecting Loop 338 directing them to the Loop for through movement combined with signage prohibiting through truck movement inside the Loop located on roadways inside the area may prove simple yet cost effective if combined with enforcement.

Existing Corridor Design

Odessa has existing roadway standards that form the design basis for characteristics of the road to support its intended function for each of the roadway classifications designated by this Plan according to its place in the classification hierarchy. The standards include pavement widths that roughly correspond to number of travel lanes and posted speeds of the roadway, and lane widths to allow for higher travel speeds and an emphasis on mobility. Many of Odessa's streets have ample space to allow for on-street parking but may be incompatible due to higher posted speeds prevalent in most of the City. This results in numerous areas where curb lanes are striped at 20' wide or more, which can lead to maneuvering uncertainty among drivers.

Standard lane widths are regularly a minimum of 12' wide, with some locations being 13' or larger. This encourages higher speed movement in the lane, and may make posted speed limits more difficult in practice as drivers feel more comfortable with exceeding them if the posted limit is significantly different from the design characteristics of the road, which can also lead to risk taking. More recent standards of practice by AASHTO, NACTO and others include narrower lane widths for most roadway applications, which preserves mobility and traffic volumes. In general, narrower lanes promote lower speeds, which translate to reduced severity of crashes, reduced crossing times for pedestrians, as well as shorter cross traffic signal timing, less stormwater runoff, and less pavement to build and maintain.

Pedestrian and bike accommodations are not specifically included in existing roadway standards. Though standards in the Thoroughfare Plan and design standards do include curb-section panels outside of recommended pavement widths to allow for minimum width sidewalks, in practice they are not always present, continuous, or comfortably buffered from travel lanes. Combined with the emphasis on vehicle mobility, the balance of existing roadway standards strongly favors vehicles.

7th Street at Alleghany, June 1966

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JOHN BEN SHEPPERD PKWY
TANGLEWOOD
HWY 302
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UNIVERSITY
ANDREWS
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MURPHY
Ector County
Midland County
LOOP 338
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LOOP 338
CITY OF ODESSA
2014 Comprehensive Plan
Truck Route Map
Local Truck - Origin and Destination within city limits
Through Truck - Does not have an origin or destination within city limits
Hazardous Cargo Route - Trucks hauling hazardous material

Transportation Plan

Functional Classification

The Odessa street network is categorized by functional classifications according to roadway function. Functional classification is the hierarchy by which routes are arranged into groups according to the nature of intended service (mobility and access). Higher functional classifications limit access but provide enhanced mobility (long distance and high speed trips). Lower functional classifications provide limited mobility but ample access to adjacent land uses. The Texas Department of Transportation (TxDOT) also includes functional classifications for roadways, and the following includes functional classes as noted by TXDOT.

Freeways and Highways

Freeways are grade-separated with the highest level of mobility and full control of access (via interchange ramps only). Odessa is served by Interstate 20, an important corridor of national significance connecting to the DFW metropolitan area, Atlanta, and points east, as well as El Paso, and points west via I-10.

Highways are routes that serve major traffic movements with higher posted speeds and connect cities to other cities and major commercial areas. Within the Odessa area, I-20 provides access to the Midland International Airport, Midland and West Odessa, and has local interchanges in the City at the following locations:

- Exit 104 – FM 866
- Exit 108 – South Moss Avenue and Meteor Crater Road
- Exit 112 – FM 1936
- Exit 113 – SH 338
- Exit 115 - South County Road West (FM 1882)
- Exit 116 – South Grant Avenue (US 385)
- Exit 118 – East Pool Road and Grandview Avenue
- Exit 120 – South John Ben Shepperd Parkway
- Exit 121 – SH Loop 338

Highways in Odessa include:

- BL I-20 (2nd Street)
- US 385 (Andrews Highway)
- SH 191 (42nd Street)

Major Thoroughfares – B1, B2

These routes serve major traffic movements within urbanized areas connecting Central Business Districts (CBDs), outlying residential areas, major intercity communities, and major suburban centers. B1 Major Thoroughfares typically offer higher travel speeds, but these routes may have a limited number of traffic signals, at-grade intersections and driveways. Within Odessa, the following routes are classified as B1 Major Thoroughfares:

- Loop 338
- Spur 450 (Kermit Highway)
- SH 302
- Grant Avenue (also US 385)

B2 Major Thoroughfares can also feature higher travel speeds, but these routes may have more frequent traffic signals, at-grade intersections and driveways. They fill out the grid network at approximately one-mile spacing intervals and can serve local and longer distance trips. Within Odessa, the following examples are routes classified as B2 Major Thoroughfares:

- Spur 588 (Faudree Road)
- RM 1882 (Country Road West)
- RM 2020 (University Boulevard)
- 5th Street
- 16th Street
- 52nd Street
- Yukon Road
- 87th Street
- County Road West
- Pool Road
- Bell Street
- Hammett Drive
- Faudree Road
- County Road 1300
- John Ben Shepperd Parkway
- Grandview Avenue
- Dawn Avenue
- Golder Avenue
- Mercedes Avenue
- Redondo Avenue

Backage Roads

Backage roads are parallel roads to a freeway or highway that provides cross-parcel access and additional mobility within a busy corridor while preserving through-mobility on the primary corridor. They result in a blend of mobility and access. They reduce, and in some cases prevent, driveways and direct access to the corridor while still providing good visibility for businesses. Two types of backage roads are incorporated parallel to US 191, a varying lane type road within 80' of right-of-way on the north, and a transit-ready-corridor within 120' of right-of-way on the south. A backage road system is also proposed paralleling FM 1788/SH 349.

Secondary Thoroughfares (Type C)

Secondary Thoroughfares place more emphasis on land access and typically have closer spacing for crossing streets, driveways and traffic signals. These routes typically serve trips of moderate length at a somewhat lower travel speed than major thoroughfares. University Boulevard is the only existing Secondary Thoroughfare currently in Odessa, connecting the campus of the University of Texas of the Permian Basin with Odessa College in the center of the City, to west Odessa through residential areas and commercial centers. Additional Secondary Thoroughfares are mapped northeast of the urban limits to accommodate future growth, interspersed with planned B2 Major Thoroughfares.

Collector (Type D and Type E) and Residential Collector (Type F)

The collector street system features facilities that collect traffic from local streets in neighborhoods and channel traffic to the thoroughfare system. These routes typically provide access to private property, offer lower travel speeds, and serve trips of shorter distances. Examples of Type D Collector Routes include Dixie Boulevard in central Odessa, Rocky Lane Road and Copper Street in east Odessa, as well as some facilities on the eastern periphery of the urban area to tie in to the US 191 backage road system. Not all Collector and Residential Collector type roads are mapped on the Thoroughfare Plan, as their alignments and location are specific to development as it occurs. However, spacing and location is intended to facilitate access to the network system from neighborhoods and commercial areas as well as encourage transportation modes like biking and walking, as an alternative for short distance trips.

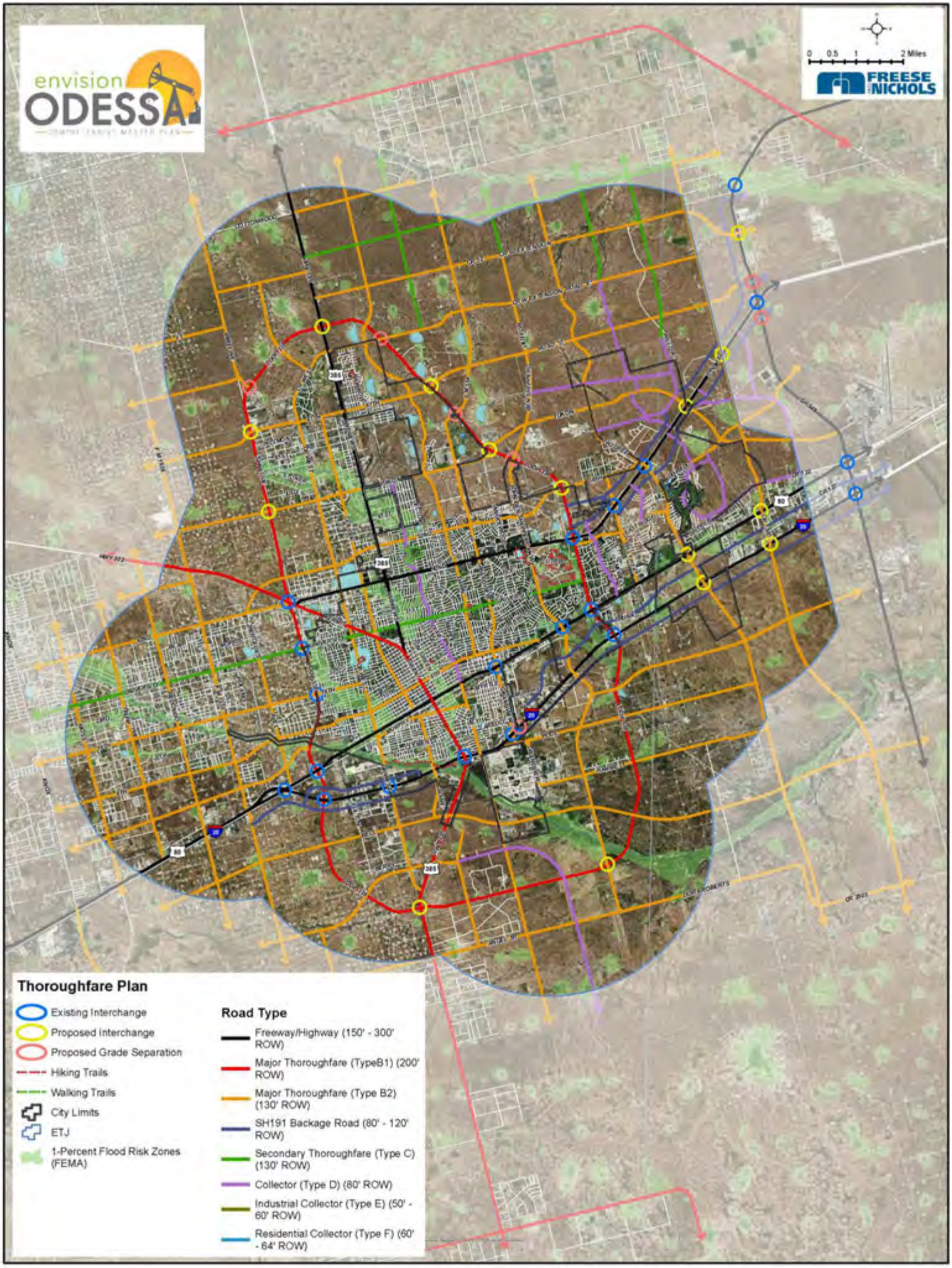
Local Streets

The local street system offers the least mobility and the highest land access service. It provides local access for all parcels. These streets include all facilities not classified under a higher system.

Spacing/Speed

For the higher levels of the functional classification system, mobility is emphasized over providing local access to adjacent land uses. Higher levels of the functional classification system also maintain more continuity over distance. Arterial routes focus on accommodating higher traffic and consistent flows of traffic. Increasing the number of stops increases the chance for crashes. Impediments that increase the number of stops include the number and spacing of traffic signals, number of access points such as driveways and cross streets, non-linked signal timing, a lack of turn lanes or median presence, and poor roadway geometrics. This can be observed as

higher speeds on roadways or extended-flow signal timing at intersections, but fewer driveway access points and delay experienced by routes intersecting the higher class facility.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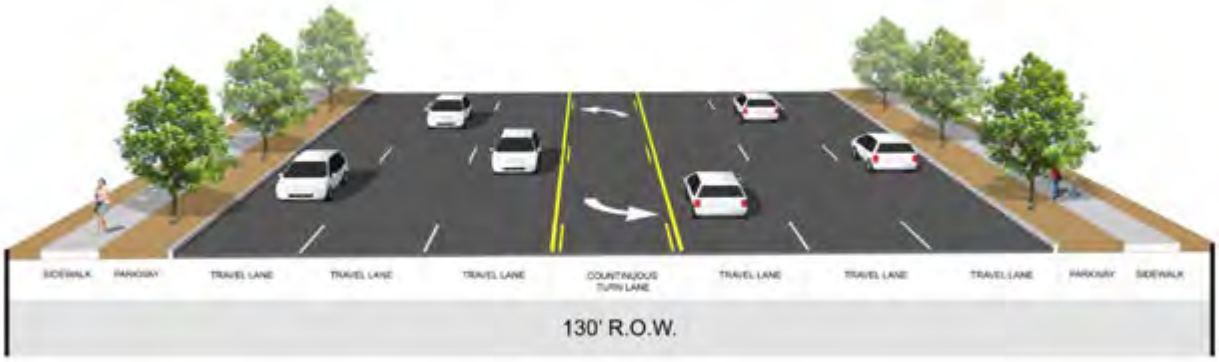
Thoroughfare Plan
Existing Interchange
Proposed Interchange
Proposed Grade Separation
Hiking Trails
Walking Trails
City Limits
ETJ
1-Percent Flood Risk Zones (FEMA)
Road Type
Freeway/Highway (150' - 300' ROW)
Major Thoroughfare (TypeB1) (200' ROW)
Major Thoroughfare (Type B2) (130' ROW)
SH191 Backage Road (80' - 120' ROW)
Secondary Thoroughfare (Type C) (130' ROW)
Collector (Type D) (80' ROW)
Industrial Collector (Type E) (50' - 60' ROW)
Residential Collector (Type F) (60' - 64' ROW)

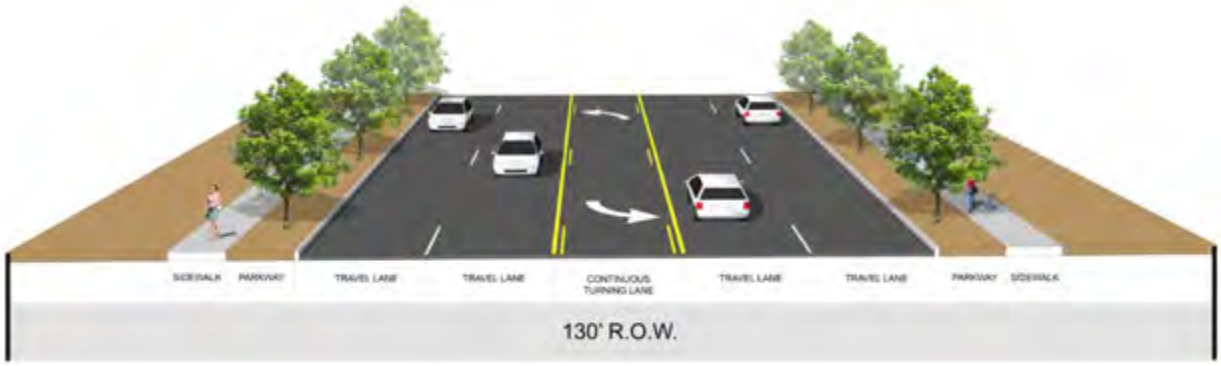
Proposed Roadway Standards

Major Thoroughfare Not Divided



Major Thoroughfare Divided

Secondary Thoroughfare Not Divided



Secondary Thoroughfare Divided

Standard Collector Not Divided

Standard Collector Divided

Network

Odessa has a traditional grid network of connected streets for the majority of its 44 square-mile geographic area, which allows for orderly east-west and north-south travel. Connectivity is generally excellent for major thoroughfares, such as University Boulevard, 42nd Street, Grandview Avenue and Grant Avenue. The majority of roadways intersect at right angles, which facilitates vehicle safety, signal efficiency and pedestrian crossing. Thoroughfares range from approximately half-mile spacing in the oldest portions of the center of town, to consistent one-mile spaced sections that allow vehicles to reach medium speeds between sections and allow for more efficient distance covered. However, the overlap of several components can lead to periods of congestion.

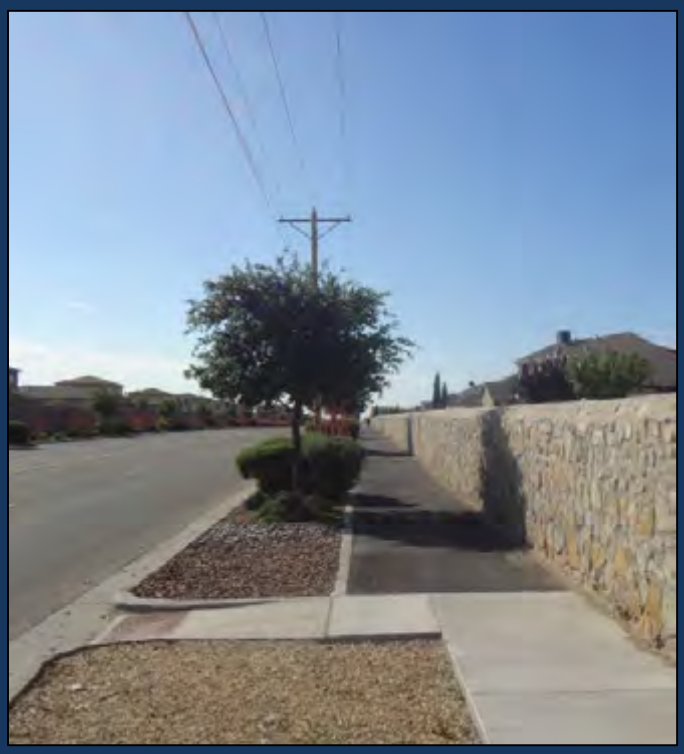
In Odessa, many of the City's primary shopping and activity areas are located along 42nd Street. These types of activities are heavy traffic generators and complicate traffic during rush-hour periods. Creating activity centers throughout the community helps to disperse traffic to those locations rather than focus solely on the 42nd Street shopping and retail area.

Bike & Pedestrian Considerations

Sidewalk System

Sidewalks are a vital element of the transportation system, providing access and service to activity centers, transit, homes, businesses, schools, libraries and parks. A Complete Streets approach includes accommodating pedestrians safely and comfortably, with adequate space and separation from travel lanes. Permian Basin MPO's Vision 2040 Plan includes recommendations on extensive integration of bicycle and pedestrian needs into new transportation projects. These will incorporate bike racks and other bicycle and pedestrian elements into the development of new park and ride facilities, transit hubs and major activity centers. The majority of roadways listed in the roadway element of the Vision 2040 Plan are also expected to provide appropriate accommodations for pedestrians as improvements are made. Missing links to be made retroactively and given priority include areas with high pedestrian generation or attraction such as schools, parks and business districts. A recent grant funded example of such work includes the improvements to 5th Street (US 385) from north of Golder to Adams Street in the downtown core.

Sidewalks and Pedestrian Connections



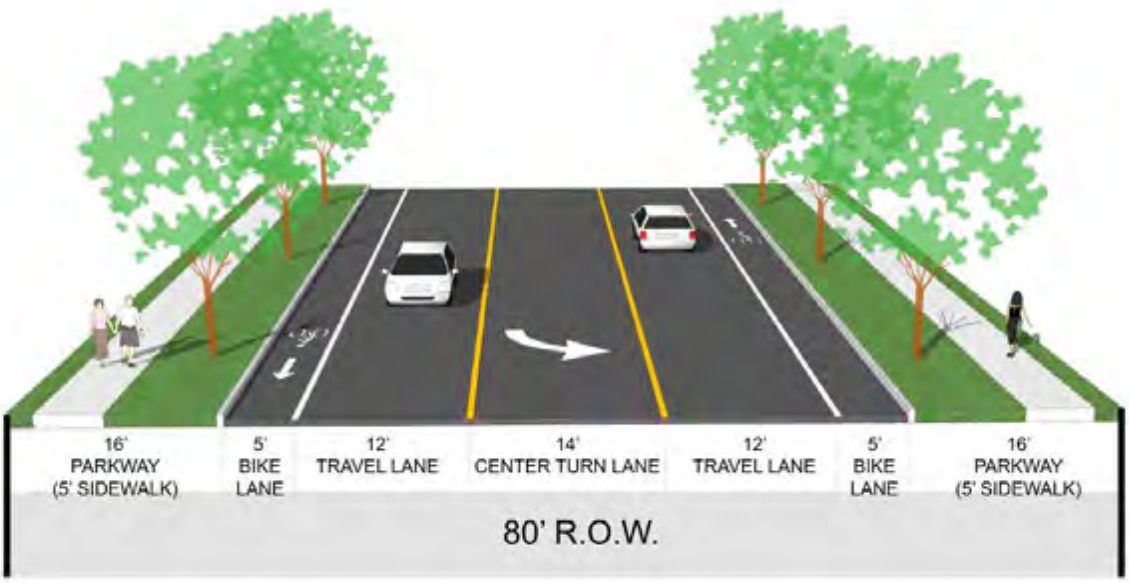
Bicycle Considerations

Improvements related to bicycling are centered on the connectivity between on-street facilities and off-street trails. The City of Odessa has previously identified areas for approximately 15 miles of trail expansions in the 2014 Odessa Parks, Recreation and Open Space Master Plan. Some of these recommendations may occur as side paths to existing roadways, such as the John Ben Shepperd Corridor from the Interstate 20 Corridor to the UTPB campus and Memorial Gardens park trail system. Other bike lanes can be implemented within existing roadways by re-striping existing traffic lanes, which in some cases may result in the narrowing of traffic lanes, allowing for a wider outside lane for cyclists. Another option is to stripe some outside lanes as bicycle lanes or buffered bike lanes.

Traditional bike lanes of 5' and 6' width are better applied to roadways with speed limits less than 35 mph, such as the existing lane on West 22nd Street. For roadways with greater than 35 mph, adding a striped buffer space separating the bicycle lane from the adjacent motor vehicle travel lane is preferred for safety and allowed in the MUTCD guidelines for buffered preferential lanes resulting in a striped area of 7' to 8' in width. Roadways with typical outside lane widths of 20' would appear to be able to accommodate buffered bike lanes without needing to re-stripe interior lanes or turn lanes.

The focus of bicycle facility implementation should be within downtown Odessa as well as near UTPB and Odessa College. Traditionally, the highest number of potential users reside in urban environments, such as downtown, or near colleges and universities.

80' Collector Roadway with On-Street Bicycle Facilities

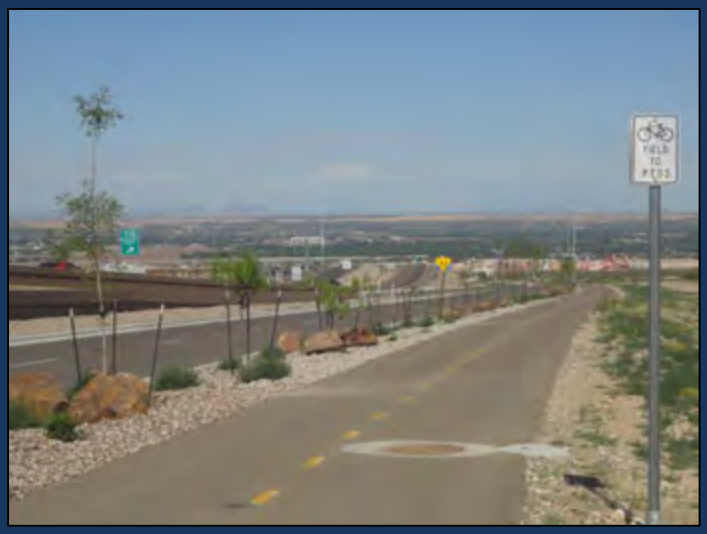


Types of Bicycle Facilities

Minimal/No Separation: Sharrows and Wide Outside Lane

Moderate Separation: Bike Lanes

Maximum Separation: Cycletracks and Off Road Trails



Transit Considerations

Transit

Local fixed route transit service is provided by the Midland-Odessa Urban Transit District also known as EZ-Rider. In Odessa, the service consists of six fixed route lines covering a service area of 37 square miles, with 12 buses in direct service, six demand response vehicles, and two Commuter buses providing the EZ-Connect service between downtown Odessa and downtown Midland via UTPB. In 2013, the service provided approximately 430,000 passenger trips, which is a reduction from 488,000 trips in 2010 and 469,000 in 2008, despite an increase in total annual operating expenses over the same time period. The decline in ridership illustrates how challenging it can be to provide fixed route transit service in a low density environment. Comments received during the planning process included concern over limited connections to Midland, the desire to extend service periods outside of standard commute times, and a request for better transit overall, coupled with improved walkability. A stronger pedestrian network is interrelated with transit effectiveness in order to strengthen healthy transportation alternatives.

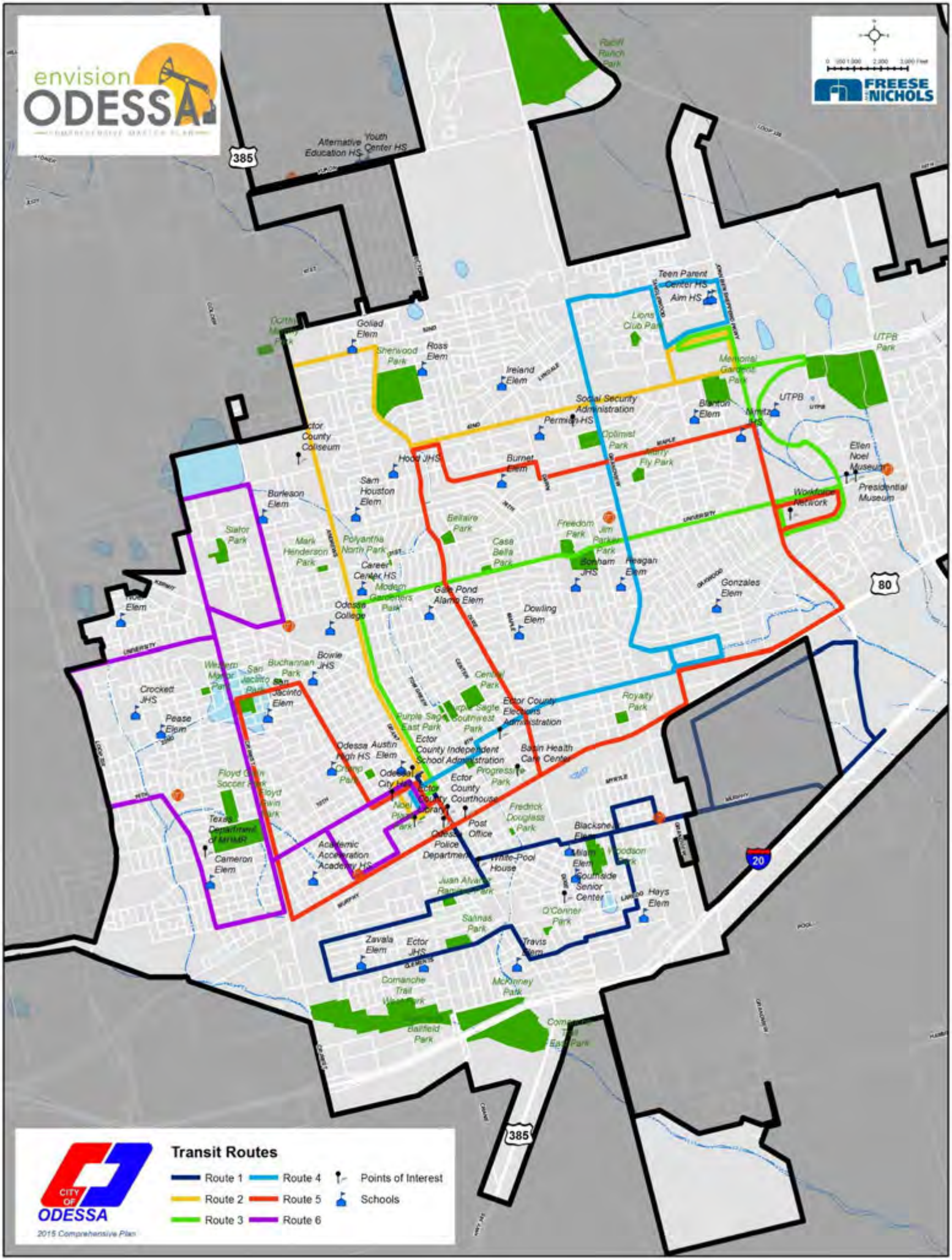
Complete Streets

The focus of a Complete Streets initiative is to consider all modes during the planning, design, construction, operation and maintenance of the city's street network. Effective Complete Streets policies help communities routinely create safe and inviting road networks for everyone, including bicyclists, drivers, transit operators and users, and pedestrians of all ages and abilities. Instituting a Complete Streets policy ensures that transportation planners and engineers consistently design and operate the entire roadway with all users in mind. For the Complete Streets policy to be effective, a program of supporting policies and procedures needs to be put in place in all city departments, including a program of land use planning guidelines, a series of project development checklists, established responsibilities for addressing modal issues, and design and operating standards for implementation and maintenance.

Aviation

Aviation plays an important role in the transportation toolbox, contributing to economic activity, national and international travel. Commercial aviation is represented principally in the region by Midland International Airport, which serves a large portion of West Texas and averages 170 aircraft operations a day. Approximately 11 percent are commercial flights, represented by Southwest, Envoy and United Airlines. General aviation airports in the area include the Odessa-Schlemeyer Airport with 140 aircraft operations a day, the Midland Airpark with 70 operations a day, and Bates Field and Skywest Airport with 50 operations or less per day.

In 2012, XCOR Aerospace signed an incentive agreement with the Midland Economic Development Corporation to establish a new commercial space research and development center at the Midland International Airport. The company is developing reusable rocket engines and reusable suborbital and orbital launch vehicles, or RLVs. The ongoing spaceport designation should allow for more potential growth in this employment sector and attract other similar companies to the area.


envision ODESSA
COMPREHENSIVE MASTER PLAN
FREESE AND NICHOLS
Transit Routes
Route 1
Route 2
Route 3
Route 4
Route 5
Route 6
Points of Interest
Schools
CITY OF ODESSA
2015 Comprehensive Plan
Alternative Education HS
Youth Center HS
Teen Parent Center HS
Aim HS
Goliad Elem
Sherwood Park
Ross Elem
Ireland Elem
Lions Club Park
UTPB Park
Memorial Garden Park
UTPB
Social Security Administration
Permian HS
Blanton Elem
Nimitz HS
Optimist Park
Mary Fly Park
Ector County Coliseum
Hoover JHS
Burnet Elem
Ellen Noel Museum
Presidential Museum
Workforce Network
Sam Houston Elem
Burleson Elem
Bellaire Park
Freedom Park
Jim Parker Park
Bonham JHS
Reagan Elem
Gonzales Elem
Slafor Park
Mark Henderson Park
Polyanthia North Park
Case Bella Park
Career Center HS
Modesto Gardeners Park
Gale Pond Alamo Elem
Dowling Elem
Odessa College
Bowie JHS
Buchannan Park
San Jacinto Park
San Jacinto Elem
Crockett JHS
Pease Elem
Central Park
Ector County Elections Administration
Royalty Park
Purple Sage East Park
Purple Sage Southwest Park
Ector County Independent School Administration
Odessa Austin Elem
Odessa High HS
Basin Health Care Center
Progressive Park
Ector County Courthouse
Floyd Gwin Soccer Park
Floyd Gwin Park
Texas Department of MHMR
Cameron Elem
Academic Acceleration Academy HS
Post Office
Fredrick Douglass Park
Blackshear Elem
Woodson Park
Southside Senior Center
White-Pool House
Juan Alvarez Ramos Park
Hays Elem
O'Conner Park
Salinas Park
Zavala Elem
Ector JHS
Travis Elem
Comanche Trail Park
McKinney Park
Barfield Park
Comanche Trail East Park
385
80
20

We Envision… Attractive Roadways

Policy: Incorporate More Landscaping (Xeriscape)

Our roadways are the most visible element of our community. We desire attractive roadways with xeriscape landscaping— plants and trees that are suitable for West Texas. All new construction should contain landscaping elements. Landscaping in all redevelopment or rehabilitation projects should be encouraged and/or incentivized.

Policy: Incorporate Medians in Key Areas

The addition of medians in key areas will not only improve roadway appearance but will also work to slow down traffic naturally. Medians should be included in all mixed-use areas. Medians should also be added along 42nd Street at John Ben Shepperd Parkway to slow traffic as it exits SH191.

Policy: Continue Intersection Enhancements & Public Art

Our City has recently completed several intersection enhancement projects. We desire more of our key intersections to be aesthetically enhanced with lighting features, coloring, landscaping and public art.

Policy: Create Major Community Gateways

Gateways are our chance to make a statement as someone is traveling into or through our community. They also welcome us home after traveling outside of Odessa. Entrance gateways that reflect Odessa's history, culture and attractions should be included along Interstate 20, Andrews Highway and SH191.

We Envision… Safe Roadways

Policy: Enforce Truck Routes

Trucking traffic is part of our regional economy—the trucking industry employs thousands of people in the oil and gas industry. Trucking traffic through our internal roadway system, however, poses many safety threats. Our community must work with local energy companies to ensure that trucking routes are enforced by the City and the companies themselves.

Policy: Add Traffic Calming Techniques on 42nd Street

42nd Street between Loop 338 and Grandview Avenue is dangerous due to traffic speeds and congestion from motorists existing SH191. We envision the use of medians and other physical alterations that will naturally cause traffic speeds to be reduced. Medians through the commercial core will also create more organized turning movements into and out of retail establishments.

Policy: Reduce Speeds in Our Neighborhoods

Our neighborhood streets are where our children play. Speeding motorists on local streets present a danger to our families. In areas where consistent speeding is identified, traffic calming devices such as landscaping islands, chicanes, and speed humps should be added.

Policy: Advocate for Grade-Separated Interchanges Along Loop 338

Odessa continues to grow to the northeast. The new development is increasing congestion along Loop 338. Loop 338 is a designated trucking route with heavy trucking traffic. Residential and commercial development will increase the likelihood of truck/passenger vehicle collisions. Grade-separated interchanges, and Texas Turnarounds, along Loop 338 will decrease the likelihood of serious collisions. Grade separated interchanges should be considered at Yukon Road, Grandview Avenue, 87th Street and Andrews Highway (US 385).

We Envision… Connected Roadways

Policy: Incorporate Sidewalks in Roadway Design

Sidewalks should be included in all new roadway construction as well as large roadway rehabilitation projects. Areas around schools, parks and public facilities should receive priority.

Policy: Include Bike Facilities near Odessa College and UTPB as well as in the Downtown and Southside Neighborhoods

Bicycle facilities may not be suitable for all areas of our community, but we recognize that there are some areas where they can be safely included. Bicycle facilities should be examined around Odessa College, the University of Texas Permian Basin, Downtown Odessa and the Southside neighborhood.

Policy: Require Street Connections between Subdivisions

Connections between neighborhoods enable us to move around the community, whether by car, foot or bicycle, in a more efficient manner. All new subdivisions should contain connections to adjacent subdivisions or future subdivisions.

Policy: Continue Transit Partnership and Make Transit More Effective

Odessa's partnership with Midland for EZ-Rider service should be continued. Routes should be reconfigured to provide service to areas north of 42nd street. Transit should be a cornerstone of the urban village areas, defined in the Land Use Element. Transit stops in key areas should be covered and potentially include advertisements and artwork.

We Envision… Context Sensitive Roadways

Policy: Design Our Roadways with Collaboration

When a roadway project traverses a neighborhood or areas with a high concentration of businesses, residents and business owners should be included as part of the design discussion. Design through sensitive areas should be a collaborative process where many different parties and interests are included.

Policy: Design Roadways with Land Use Context in Mind

Many areas of our community have distinct and unique characteristics. We want our roadways to have the flexibility to change and adapt to match the areas where they are located. The land use context, adjacent neighborhoods and long-term character should all be considered during roadway design. A one-size-fits-all roadway design approach should be avoided.

Policy: Use Our Roadways to Create Places

Our roadways have the potential to completely change the atmosphere and ambiance of an area. The design of our roadways should require more consideration than simply going from Point A to Point B. They should add to the adjacent neighborhood's character. Urban Village areas, defined in the Land Use Element, should receive much more design attention, and roadways should reflect their individual and unique characteristics.

Policy: Right-Size Streets when Excess Capacity Exists

Our wide roadways are one of our greatest potential opportunities. Our collector roadways should be examined for excess capacity. If excess capacity exists, road right-sizing should be considered. Right-sizing streets will allow the opportunity for aesthetic and connectivity enhancements, such as walking/jogging pathways, landscaping and bicycle facilities.

We Envision…

- *Vibrant New Neighborhoods*
- *Reinvigorated Neighborhoods*
- *Mixed-Use Centers*
- *Revitalized Corridors*
- *Active Employment Centers*
- *Strategic Investments by Our City*

Land Use: Where We Live, Work & Play

While we don't often think about land uses, every element of our physical environment came to be by making decisions—deciding what that piece of land should be and how it should look. On a daily basis, our lives revolve around those decisions and their resulting land uses. Our decisions on where we live, buy groceries, take kids to daycare, go to work, grab a bite to eat, and see a movie are all related to land use.

Odessa's land use framework is just a vision for what we want our community to be. How and where Odessa grows is a combination of community input and market conditions. Our Land Use Plan is similar to a route on a road trip—it helps to guide us in the direction that we desire to go. But similar to how a route on a road trip can change as exciting detours are discovered, our Land Use Plan can also be changed and is flexible, as long as the end vision and destination remains.

The Land Use Plan also helps us to ensure that adjacent land uses are compatible and respective of each other. Owning property is one of the largest investments we can make. We want our property investment, whether that be in a home or business, to be protected. The Land Use Plan allows us to do that by minimizing conflicts. While an industrial warehouse facility provides jobs and is a great addition to our economy, it is probably not best suited next to a residential neighborhood due to the trucking traffic it creates. Our Land Use Plan seeks to find appropriate places for a wide range of land use types, ensuring that Odessa has plenty of opportunities for new housing, office, commercial, retail, industrial and entertainment spaces.

Urban Villages & Redevelopment

Odessa is considered a "Sunbelt city" in that the vast majority of its growth has occurred after World War II. Sunbelt cities are characterized by single-family residential neighborhoods and auto-oriented shopping centers. They are also characterized by very rapid growth during a short period of time. In 1940, the population of Odessa was 9,500 residents. In 1960, only twenty years later, the City's population had reached 80,300.

The implications of this rapid growth are seen in the physical state of the City today. The vast majority of Odessa's homes, businesses, roads, parks, commercial corridors and public facilities were built between 1940 and 1960. Much of this construction had a built-life of less than 50 years, especially strip-center commercial. While the City benefited tremendously from this period of rapid growth, it now faces many challenges on how to sustain a built environment that has largely exceeded its initial design-life.

While we have generally characterized our City's role as providing a framework for development, we must now also think about its role in redevelopment, too. While redevelopment is much different than new development, it still contains the primary premise of creating an environment where investment takes place.

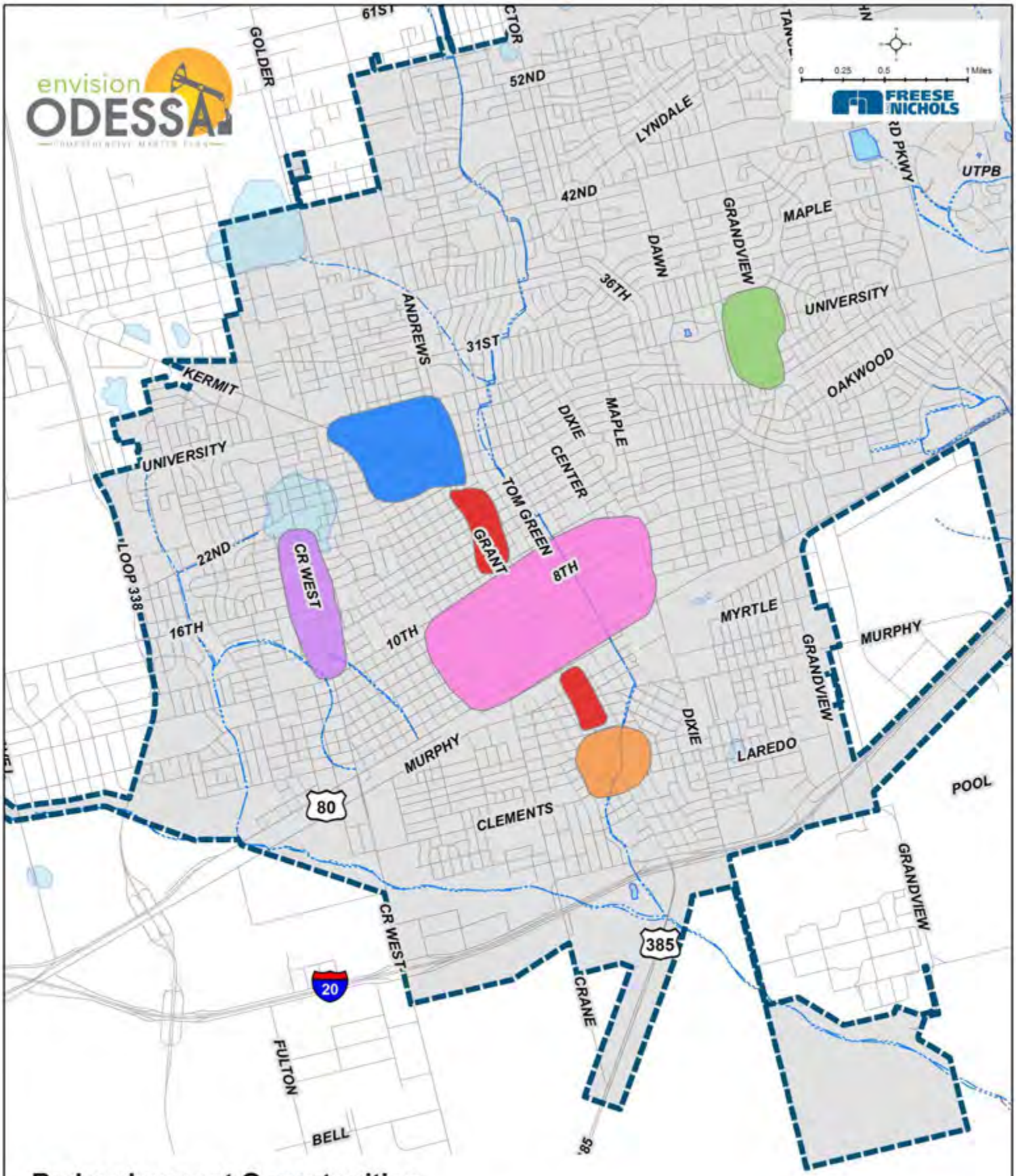
Urban Village

When thinking about redevelopment, the best thing our community can do is leverage its limited resources into key projects or areas. Concentrating funds, improvements and projects in targeted areas is significantly more effective than dispersing that same funding throughout a much larger area. When we concentrate investment, we are much more likely to notice the improvement and see visual change.

Urban villages allow us to focus our resources in a way that makes our resources most effective. These villages are designed to serve the neighborhoods in which they are located and are encouraged to be unique to their surroundings. They are neighborhood centers that provide dining, services, shopping, entertainment and living options. They are intended to be walkable areas with urban design enhancements.

Envision Odessa outlines five urban villages in Odessa—Downtown, Grandview, Odessa College, Southside and Westside villages. These areas should be the focus of redevelopment efforts including investments in infrastructure, streetscaping and infill housing. Initial investment and participation by the City will be rewarded with new development, private investment, and increased taxable revenue for the City.

The Downtown Urban Village, due to its size and scale, is discussed in more detail within the Downtown Element of *Envision Odessa*. The following pages outline concepts and ideas to guide investment and redevelopment of Odessa's urban villages.



Redevelopment Opportunities

- Downtown
- Westside
- Odessa College
- Southside
- Grandview
- Grant Avenue
- Planning Area
- Odessa City Limits

Westside Urban Village

County Road West serves as the primary north/south corridor through west Odessa, an area generally bordered by Grant Avenue, Kermit Highway, Loop 338 and Interstate 20. West Country Plaza, a large strip center, is located at the intersection of County Road West and W. 16th Street. The location of West Country Plaza at the center of west Odessa and situated amidst residential neighborhoods makes it a prime location for redevelopment.

Redevelopment at this location would create a neighborhood activity center with shopping, retail and public space directly supported by the adjacent neighborhoods. A public-private partnership between the City and property owners or a potential developer would likely be required to support redevelopment. Creating an activity cluster in west Odessa would help to stabilize the area and support private investment. Focusing City efforts on one particular area, such as this location, helps to create a larger project that is more visible and is one of the most recognizable ways to help facilitate neighborhood stabilization and revitalization.

Infill Pad Sites

Large, unused parking areas present redevelopment opportunities by allowing infill pad sites to be added retroactively. Traditional parking ratios for retail centers generally create more parking than necessary. This has led to large parking areas that are underutilized and lie vacant most of the year. These parking areas near the primary roadway can be used for pad sites. Areas near the primary roadway have the highest visibility and are more suitable for restaurant and retail additions.

Redevelopment

Strip-center commercial sites provide prime land for redevelopment. One of the most tedious parts of redevelopment is property acquisition and property assembly. Larger commercial strip centers provide a large area for redevelopment without the headaches of property assembly. Redevelopment should remain commercial in nature, providing retail, service and office uses. Residential uses should not be completely prohibited, however. Residential options could be used as a buffer, or residential apartments could be built above ground level retail.

Façade Improvements

Façade improvements are quick and relatively inexpensive ways to enhance outdated shopping centers. Façade improvements are almost always met with matching funds or incentives from the City in order to make the improvements beneficial to the land owner. They also extend the design-life of a structure with an original design-life of approximately 20 to 40 years.

Landscape Enhancements

Along with façade improvements, landscape enhancements are immediate and relatively economical ways of improving visual appearances. Landscape improvements to the perimeter of the property and landscaped islands that break up large asphalt parking areas will dramatically improve property aesthetics. The Zoning Ordinance should require landscaping improvements when alterations are being performed to an existing structure.

Neighborhood Connections

Strip-center developments are barricaded from adjacent residential areas. As redevelopment occurs, opportunities for pedestrian and vehicular connections between neighborhoods and retail areas should be added.

Westside Urban Village Before

Westside Urban Village After

Odessa College Urban Village

Odessa College is one of Odessa's greatest educational assets. The educational sector of Odessa's economy is also one of the City's greatest opportunities. Supporting Odessa's educational establishments will help the City reap the economic benefits of an educated and skilled workforce. The enrollment and course offerings of Odessa College have continued to expand, particularly over the past decade. Odessa College has locations in Odessa, Andrews and Pecos.

Odessa College now has an enrollment of over 5,800 students. The activity that the college generates should be leveraged to facilitate redevelopment of the immediate area, particularly along University Boulevard. In addition to the high number of trips the college itself creates, the area surrounding Odessa College is the convergence of the Andrews and Kermit Highways providing a significant number of pass-by trips that are beneficial for retail uses.

The Odessa College (OC) Village Concept is a vision for how University Boulevard could be improved. The concept is only intended to highlight the various ideas and components of a redevelopment plan and to guide strategic investments.

Mixed-Use Housing

A mixed-use project could serve as a catalyst for redevelopment along University Boulevard. The site shown in the OC Village Concept is centrally located along University Boulevard and is across from the primary entrance into the college. The project could provide housing options for students and ground level retail could serve students and faculty.

Intersection & Streetscape Enhancements

Intersection and streetscape enhancements are needed to define the corridor and differentiate it from other sections of University Avenue. The enhancements should be unique and reflective of an Odessa College theme. Banners highlighting college events and OC logos would brand the area. Streetscape enhancements should include wider sidewalks with landscaping and shade features. Medians and on-street parking should be considered to manage access and to provide parking for street-side retail establishments. Gateways at Golder Avenue and Andrews Highway should be distinct to signify entrance into the Odessa College area.

Infill

Several infill sites are shown in the Concept Plan. A portion of infill structures should be brought to the street to frame University Avenue as a more walkable, mixed-use area. Infill uses should incorporate parking behind or to the side of the building.

Adaptive Reuse

Many of the existing structures could be preserved and either continue operations as they are today or transition to other service uses over time. The buildings would fit within the intended framework of the area. Adaptive reuse would take the existing buildings and use them for other uses, such as restaurant and entertainment functions.

OC Village Concept

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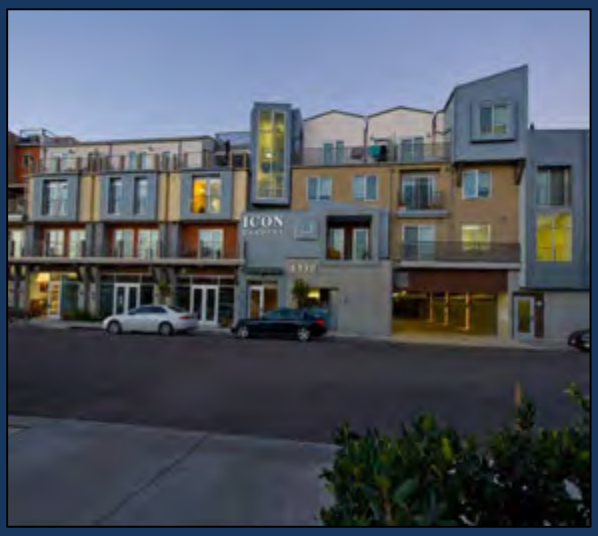
Example Entry onto University from Andrews Highway

Key Intersection Enhancement

Mixed-Use Catalyst



Adaptive Reuse-Metal Building Rehabilitation

Southside Village

Southside Odessa is a strong and proud community primarily comprised of Latino and African American residents. There is a need for a commercial center in the Southside, one that uniquely reflects the character and culture of the neighborhood and provides shopping, dining and living options. Geographically, the intersection of Grant Avenue and Clements Street is the center of the Southside. This location could serve as a focal point for investment within the Southside in the future, containing neighborhood retail, services and restaurants.

The creation of a neighborhood center at this location serves three primary benefits. First, it creates a clearly identifiable center for the Southside community, providing a distinct place for residents to shop, dine and gather. It is an area where neighborhood festivals and other events could be centered. Second, the creation of a neighborhood center helps to attract reinvestment back into the Southside. This center could serve as a catalyst for reinvestment, in particular for housing investment. Finally, the Southside Village is centrally located on the main link between downtown and Interstate 20, one of Odessa's most visible corridors. For this reason, the success of the Southside and Downtown Odessa Villages are intricately related to each other.

Roadway Realignment/Drainage

The realignment of Muskingum Avenue with Schell Street will improve the effectiveness of the intersection and provide more developable space. As shown in the concept, the drainage facility can be retained with appropriate landscaping and screening.

High Density

High density residential is a cornerstone of the Southside Village. Housing incentives for affordable apartments within the area will ensure that the housing built is for the existing community. Locating apartment parking internally to the complex will be a critical urban design feature. Bringing buildings to the roadway frames the street and adds to the areas sense of place and walkability.

Retail

To capitalize on higher traffic volumes, retail uses are located along Grant Avenue. As depicted in the concept and Southside rendering, retail buildings are brought to the street and parking is located on the back side of establishments.

Medium Density

Townhomes and duplexes will provide medium density living options within the Southside Village. Increasing the number of housetops will make retail and service establishments financially feasible. As with high density housing, mixed-income housing is included either through partnerships with housing agencies or through private development incentives.

Plaza

A plaza within the Southside Village serves as public space for the incorporation of cultural art, murals, and other design features that represent the Southside community.

Linkage to Salinas Park

Schell Street provides a direct linkage between the core of the Village and Salinas Community Park. Streetscape improvements will help to solidify the linkage between the two areas.

Southside Village Concept

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Southside Streetscape Before

Southside Streetscape After

Grandview Urban Village

At the intersection of Grandview Avenue and University Boulevard lies one of the most centrally located commercial centers in Odessa. It is entirely surrounded by residential areas that provide a customer base. Jim Parker Park, Lakeview Park and the Odessa YMCA all lie within close proximity, and the area currently contains a variety of restaurant, retail and service uses.

This area is one of the most opportunistic areas for redevelopment for several reasons. First, it is surrounded by stable neighborhoods. It is located away from Odessa's regional corridors, such as 42nd Street, and therefore, functions primarily as a neighborhood commercial area. Secondly, updating and/or revitalizing this commercial core will help to continue private investment in surrounding neighborhoods. This is important because it preemptively addresses neighborhood decline by creating a vibrant place that people want to be near. The Grandview concept is divided into four different redevelopment options providing four different revitalization techniques.

Northwest Quadrant

This quadrant contains a mixture of existing buildings and new buildings. Façade improvements would be used on existing structures. Infill development would provide new retail spaces to attract additional tenants. Costs associated with this approach would be moderate and primarily associated with new building additions. This redevelopment concept would require a higher level of City participation, such as the use of tax abatements or financing agreements allowed through Chapter 380 agreements.

Northeast Quadrant

All of the existing structures would be maintained in this concept. Façade improvements, perimeter landscaping and parking lot improvements would all help to enhance the appearance of the center. Costs associated with this approach would be minimal; however, this approach would require matching funds or incentives by the City.

Southeast/Southwest Quadrant

The southern quadrants are examples of total redevelopment. In the southwest quadrant, an urban apartment complex of two to four stories is depicted with pad site retail space. The southeast quadrant is a lower density option where townhomes, rather than apartments, are depicted with pad site retail. Townhomes are less intrusive on adjacent single-family residential. The costs associated with these two concepts are high due to the requirement of completely new construction. A public-private partnership would likely be needed through Chapter 380 agreements, tax abatements or land acquisition/exchange.

Streetscape & Intersection Enhancements

Medians on both University Boulevard and Grandview Avenue through the area would organize accessibility to the site and create a calming effect, as well as improve the aesthetic appearance of the area. The intersection at University Boulevard and Grandview Avenue could be enhanced with decorative lighting, community event banners and public art. Public art could be incorporated through a partnership with Odessa Council for the Arts.

Grandview Center Concept

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Grant Avenue

Grant Avenue is Odessa's second most traveled interior corridor and, in many ways, Grant Avenue is Odessa's "Main Street." Three urban village areas are located along Grant Avenue—Southside, Downtown and Odessa College. Each of these redevelopment areas has its own distinct identity and objectives for redevelopment. Grant Avenue serves as the linkage between these three distinct areas and ties the areas together.

The focus of major redevelopment and public infrastructure improvements should be within the Southside, Downtown and Odessa College areas. In contrast, properties along Grant Avenue should be targeted for incentives for aesthetic enhancements, such as new facades and landscaping improvements. Additionally, code enforcement should be heightened within this area due to its high degree of visibility.

Also, due to the high visibility of Grant Avenue, the following design criteria should be required for new construction or significant improvements and should be incentivized for existing development.

- Landscape buffer or landscaped area, depending on lot configuration.
- One tree should be required for every 50' of property frontage along Grant Avenue. The trees may be clustered to one portion of the property. When clustering is used, no more than three trees should be combined.
- Metal buildings should contain a minimum 50 percent masonry requirement for sides facing Grant Avenue.
- All outside storage should be completely screened from the public view through the use of solid screening walls/fences. If a masonry fence is used, no additional enhancements should be required. If a wrought iron or non-solid screening fence is used, the use of shrubs should be encouraged. No wood screening fences should be permitted.
- In larger sites, parking lots should be broken up with landscaped islands to prevent large areas of asphalt.

Mixed-Use Development

Mixed-use development is appropriate in many different places, such as downtowns, neighborhood-oriented centers, transit nodes, main streets and some community commercial centers. Locating stores, offices, residences, public services and recreation spaces within walking distance of each other in these locations promotes:

- Independence of movement, especially for the young and the elderly who can conveniently walk, cycle or ride transit
- Safety through around-the-clock presence of people
- Reduction in auto use, especially for shorter trips
- Support for those who work at home, through nearby services and amenities
- A variety of housing choices, so that people of all ages and lifestyles, and those of varying economic ability may find homes

North Overton, Mixed-Use Neighborhood, Lubbock

The beauty of mixed-use development is that is can fit into nearly any niche. From the corner store in a residential area to an apartment over a shop, mixed-use development strives to create inclusive, connected communities. One can find various combinations of housing, restaurants, services, retail, schools, cultural facilities, office space, parks and more located in a mixed-use development. Plazas, parks and sidewalks foster interaction among residents—interaction that ordinarily wouldn't be plausible in sprawling, auto-oriented neighborhoods. Social interaction is just one of the many benefits of mixed-use developments; other benefits include the improvement of health, environment and local economies.

Creating an environment that is connected and has a higher density of uses reduces the need for private vehicles, thus increasing the viability of public transit, walking and bicycling. The pedestrian environment is a critical element of mixed-use developments because it is important that people be able to safely traverse and spend time exploring the area and what it has to offer. Creating an exciting destination for residents and visitors to explore, picnic, shop, dine and work not only generates activity, but it attracts visitors from beyond Odessa. Additionally, planned mixed-use centers dispersed throughout the community reduce traffic congestion and allow transit services to be more effective.

Mixed-use developments face a unique challenge in many communities; many city regulations prohibit the co-location of residential and commercial buildings. Mixed-use districts within Odessa's Zoning Ordinance will be required to address this challenge. Planned Developments can also be utilized to create specific mixed-use regulations within a particular area.

Mixed Use Opportunities

- Potential Mixed Use Areas
- Planning Area
- Odessa City Limits

Mixed-use development is most effective when it is dispersed throughout the community. We can think of mixed-use areas as city and neighborhood activity centers. Each should be unique in character, and its size depends upon its location and surrounding environment. The areas depicted on the Mixed-Use Opportunities graphic on the previous page are various areas in Odessa where mixed-use redevelopment or development should be concentrated.

Mixed-Use Redevelopment

At the core of neighborhood revitalization lies the idea of creating places where people want to be. Revitalizing Odessa's core neighborhoods is a cornerstone of this Plan and that begins with creating neighborhood centers that are vibrant, unique and active. The Mixed Use Opportunities graphic depicts six areas where mixed-use redevelopment should be considered. They include:

- Downtown Odessa
- Southside Odessa
- Odessa College
- Grandview at University
- CR West at 16th Street
- Andrews Highway at 52nd Street

Mixed-Use Development

Of the eleven areas depicted on the Mixed-Use Opportunities graphic, five are areas of new development. They include:

- Parks Legado
- Parks Bell
- North Loop 338 at Grandview
- East Loop 338 at Interstate 20
- West Loop 338 at Interstate 20

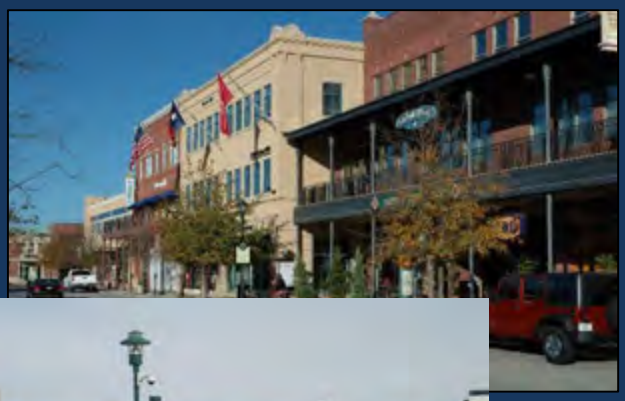
Two areas of particular importance include the Parks Legado area and the area along West Loop 338 and Interstate 20. Parks Legado has undergone the most dramatic development, as a mixture of apartments, restaurants, office and hotels are located within this area. Additional retail, restaurant and office development is planned.

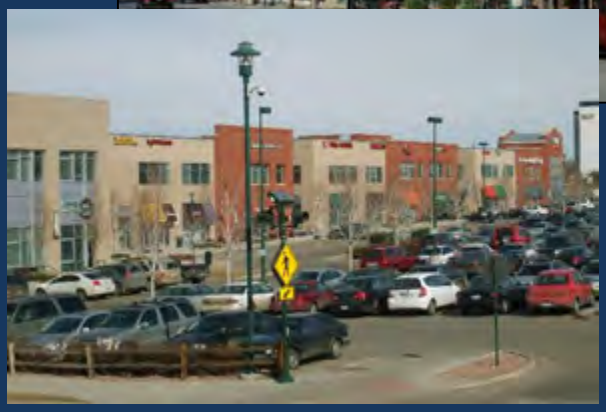
One of Odessa's most significant economic opportunities is a mixed-use commercial center at West Loop 338 and Interstate 20. Visitors traveling along Interstate 20 would be greeted by a development containing restaurants, retail and hotels. This would be the first major commercial area with hotel and restaurant chains for travelers since leaving El Paso, some 280 miles to the west. Due to the area's prime location, the development would also serve as a major gateway into Odessa. Industrial development consumes the majority of Interstate 20 frontage through Odessa; therefore, the opportunity for mixed-use commercial development at this location should be leveraged.

Small-scale mixed-use areas serve as neighborhood centers. They would generally include local restaurants, small offices and neighborhood services, such as a dry cleaners. Second level residential or office space should also be encouraged. Since they support adjacent neighborhoods, they should be unique to the areas in which they are located, providing a mix of business that serve the neighborhood. Neighborhood mixed-use areas in Odessa would include Southside Odessa, Grandview at University, and CR West at W. 16th Street.

Community mixed-use areas are those that provide shopping, dining, office and residential options. Rather than serving a particular neighborhood, they attract visitors from across the City. They also contain medium and high density residential options, such as apartments and townhomes. Since they have a community-wide appeal, they should be located on major thoroughfares in Odessa. Examples of community mixed-use areas include Parks Legado, North Loop 338 at Grandview Avenue, and Yukon Road at Faudree Road within the future Parks Bell development.

Regional mixed-use serve areas beyond just Odessa—they have a regional draw. Regional mixed-use centers tend to attract national retailers and large retail establishments. They would contain a variety of shopping, dining and entertainment options. Due to their size and intensity, multifamily units are often integrated well within or around these areas. Regional mixed-use areas require very high levels of visibility and are typically located along freeways with the highest traffic volumes. In Odessa, the biggest opportunity for a regional mixed-use center is located at West Loop 338 and Interstate 20. As downtown redevelops, it too, could have a regional draw despite it not being located along a freeway facility.





Traditional Neighborhood Design

Traditional Neighborhood Design (TND) includes a variety of housing types, a mixture of land uses, a vibrant core, walkable design, and multi-modal options of transportation within a compact, neighborhood-scale area. A TND often includes a range of housing types, a network of well-connected streets and blocks, a variety of public/gathering spaces, and includes community amenities like stores, schools and community centers within walking distance of residences. Connectivity is important in TND design; many of the paths, streets and lanes within the development are suited for multiple modes of transportation, including pedestrian and bicycle traffic.

According to the Sustainable Cities Institute, TND developments can generate the following benefits:

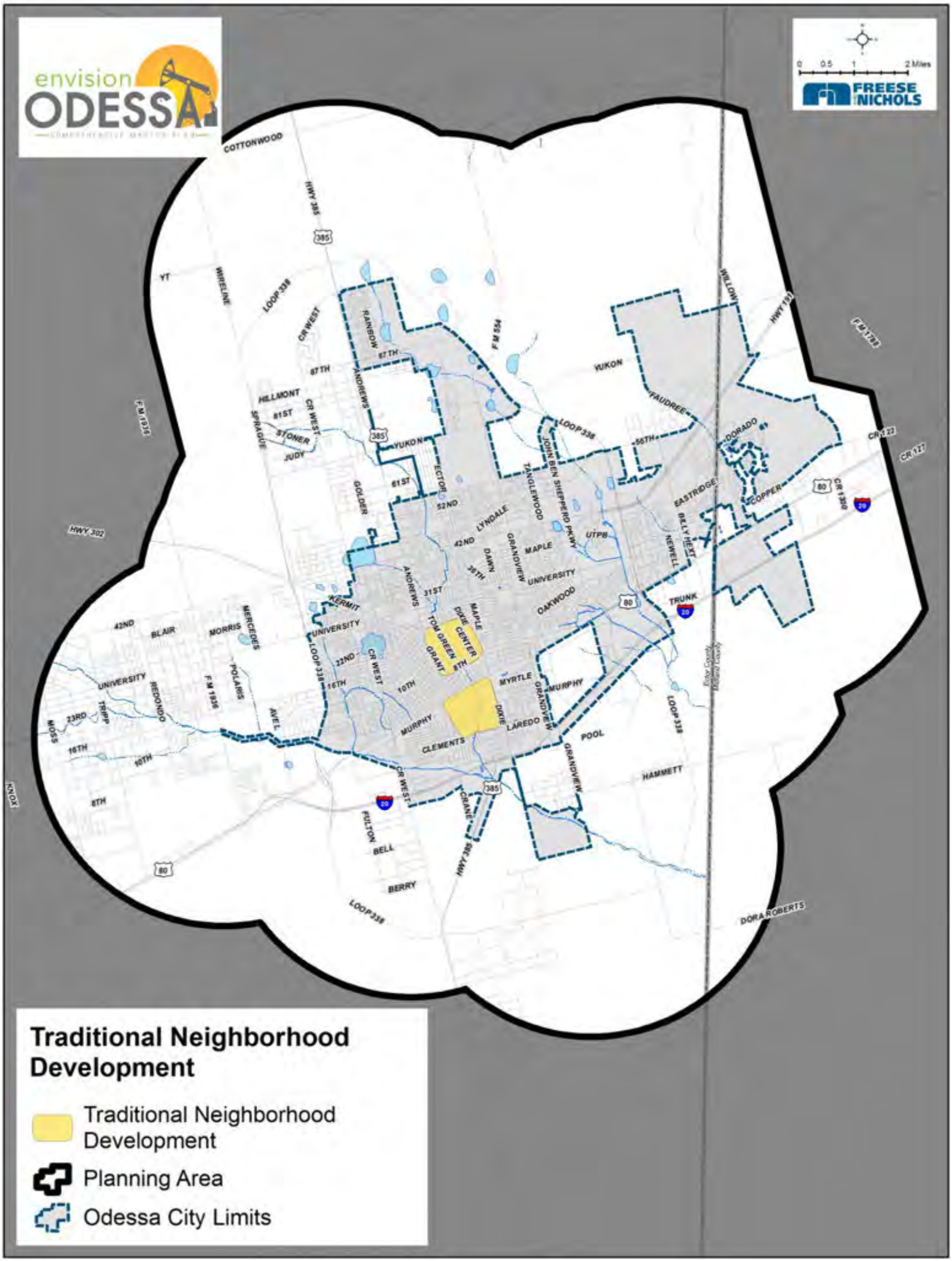
- Creating walkable neighborhoods
- Bringing energy and vitality to communities by allowing mixtures of uses
- Encouraging a variety of transportation mode options
- Conserving open space
- Preserving the "village center" and public spaces
- Creating communities designed for live, work and play
- Reducing vehicle congestion

TND has been a particularly popular tool for revitalization efforts. Core areas of cities, particularly those like Odessa that have been primarily built in the 20th century, are facing deterioration of their central cores, mainly in the form of housing deterioration. These core areas contain many of TND's primary principles, such as a connected street grid, parks and public facilities. Additionally, TND housing design guidelines generally fit seamlessly into existing neighborhoods. This ensures that new housing does not encroach upon or alter the existing scale and character of the neighborhood.

TND should be considered in two areas in particular. The first is located on the northeast side of downtown in the vicinity of Central Park and Purple Sage Park. Infill housing should incorporate TND design principles in order to fit within the neighborhood's existing context. The parks, street grid and proximity to downtown make this location optimal for infill housing.

The second area that should consider TND housing is the Southside area, particularly just to the south of downtown. There are strong community networks in Southside Odessa, particularly with the Latino and African American communities. TND design helps to foster interaction and is perfectly suited for areas with a strong sense of community. These factors make TND uniquely appropriate for Southside Odessa.

Top: Vintage Township, Lubbock
Bottom: North Overton Redevelopment, Lubbock



Traditional Neighborhood Development

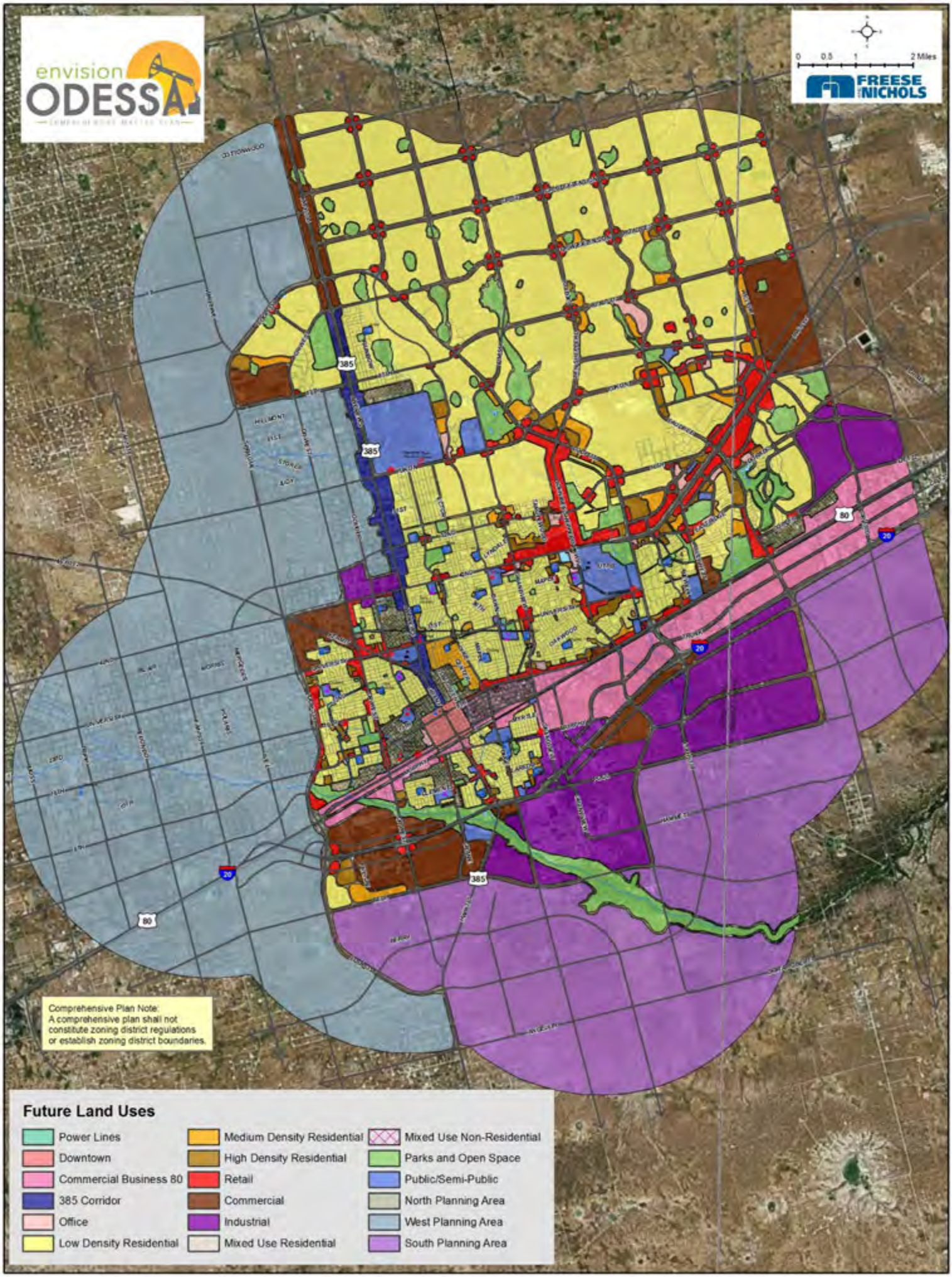
- Traditional Neighborhood Development
- Planning Area
- Odessa City Limits

Our Roadmap

The Future Land Use Map is the guide to growth and development in Odessa. It guides development decisions such as where to locate a new restaurant, office building, industrial facility or residential neighborhood.

Think of the Future Land Use Map as the box cover for a puzzle. As you assemble all of the collective pieces of a puzzle, looking at the picture on the box helps you to better coordinate and pull the pieces together. The Future Land Use Map helps our City leaders and decision makers as they attempt to coordinate all the different moving pieces of the development puzzle. It provides us a picture of what we are trying to achieve in the long-term.

The Future Land Use Map is not a zoning map and is intentionally designed to be flexible in nature. The following pages outline the categories and distribution of future land uses for Odessa.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Comprehensive Plan Note:
A comprehensive plan shall not constitute zoning district regulations or establish zoning district boundaries.
Future Land Uses
Power Lines
Downtown
Commercial Business 80
385 Corridor
Office
Low Density Residential
Medium Density Residential
High Density Residential
Retail
Commercial
Industrial
Mixed Use Residential
Mixed Use Non-Residential
Parks and Open Space
Public/Semi-Public
North Planning Area
West Planning Area
South Planning Area

Land Use Categories

Low Density Residential

Low density residential is the predominant land use type in Odessa. Low density residential represents a traditional single-family detached neighborhood and generally has densities between two and four dwelling units per acre.

Medium Density Residential

Medium density residential represents single-family residential neighborhood at densities generally between five and ten dwelling units per acre. Medium density residential housing types can take the form of townhomes, duplexes and patio homes. Additional medium density housing options and guidelines are contained in the Housing element of the Plan.

High Density Residential

High density residential is reflective of multifamily apartments. Depending on location, densities in high density residential may vary significantly. Garden style apartments would have densities generally between 14 and 20 dwelling units per acre. Mixed-use urban products, such as loft-style apartments, generally have densities between 30 and 50 dwelling units per acre. High density residential design guidelines are contained in the Housing element of the Plan.

Retail

Retail uses represent the lowest intensity non-residential uses. Retail areas would primarily include shopping centers and neighborhood centers. Retail establishments have goods for purchase and have the benefit of generating sales tax revenue. Examples of retail uses would include clothing stores, dry cleaners, restaurants and branch banks. Retail uses are compatible with residential areas.

Commercial

Commercial uses are more intensive than retail establishments, yet also provide goods and services for purchase. Commercial establishments often include outside storage areas or outside showrooms. Commercial establishments would also include hotels, automotive services and big box retailers. These areas are generally compatible with residential areas with the use of screening and buffering techniques to mitigate any noise and light impacts on adjacent neighborhoods. When outside storage is used, screening should be used to minimize the visual impact on major corridors. Screening techniques are provided in the Livability element of this Plan.

Industrial

Industrial development has a wide range of uses and intensities. The most intensive industrial uses would be refining and manufacturing facilities. Additional forms of industrial development include industrial warehouse/storage facilities with indoor storage, as well as establishments supporting the oil and gas industry, such as pipe yards and equipment storage yards. Industrial activity is not compatible with residential development. New industrial development should not be permitted adjacent to any existing residential area. Buffering between industrial and low density residential should be used, when necessary. Buffering would include the use of medium or high density residential or significant screening and buffering. Screening and buffering techniques are provided in the Livability element of this Plan.

Downtown

The downtown district is reflective of the variety of uses within the downtown core. Land use types within the downtown core will be a mixture of retail, housing, office, medical, educational, governmental and entertainment uses. Unlike other parts of the City, the primary focus of development within the downtown district is not so much dependent on land use type as it is form and function, as defined in the Downtown element of the Plan. The key theme for all building design within downtown should be urban. Industrial and heavy commercial uses should not be permitted in the downtown district.

Business Interstate 20

Business Interstate 20/2nd Street is dominated by heavy commercial and industrial uses. The corridor will continue to accommodate these types of uses in the future, with the exception of the area directly within the downtown district. While industrial and commercial activity will continue, efforts should be made to improve the appearance of industrial and commercial establishments by requiring the use of masonry on metal buildings and xeriscape landscaping. Outside storage should be encouraged behind commercial buildings and/or should be screened from the corridor. Screening and buffering techniques are included within the Livability element of this Plan.

Mixed-Use Residential

Mixed-use residential areas are directly adjacent to downtown Odessa. These areas currently contain a mixture of single-family homes, duplex units and manufactured homes. Mixed-use residential areas should remain residential in nature, with retail areas located within the downtown core. Redevelopment of these areas through the use of Traditional Neighborhood Design (TND) Principles and prefabricated/modular homes should be encouraged in lieu of manufactured homes. While the area will remain low density in nature, a variety of home products should be encouraged within these areas, due to the close proximity to downtown. No commercial or industrial activity should be permitted within mixed-use residential areas.

Mixed-Use Non-Residential

Mixed-use non-residential areas are located to the east of downtown Odessa, between 8th Street and 2nd Street. These areas currently contain a mixture of commercial, retail, industrial and residential uses. This area has continued to take on a more commercial and industrial composition and this will likely continue in the future. Remaining residential within this district should be phased out and no new residential should be permitted. Retail should be confined to 8th Street with commercial and industrial activity taking place along 2nd Street.

Parks and Open Space

Parks and open spaces reflected on the Future Land Use Plan are indicative of existing park locations, golf courses and 100-year floodplain areas. As development occurs, additional parks and open spaces reflected in the Parks and Open Space Master Plan should be incorporated. 100-year floodplain areas should be considered for use as parks, including playa areas on the northern portions of Odessa.

Public/Semi-Public

Public/semi-public uses are those that generally serve a public purpose. Examples of public/semi-public uses include City Hall, the County Courthouse, UTPB and Odessa College.

West Odessa Area

The West Planning Area is representative of west Odessa. West Odessa has long been an area outside of city limits. It is an unincorporated area in Ector County with a mixture of residential, commercial, industrial and agricultural activities. Population estimates for west Odessa are anywhere between 25,000 and 40,000 residents. West Odessa lies within the City of Odessa's extraterritorial jurisdiction and is, therefore, included within the planning area. There are no plans, however, for annexing west Odessa into the City.

South Industrial Area

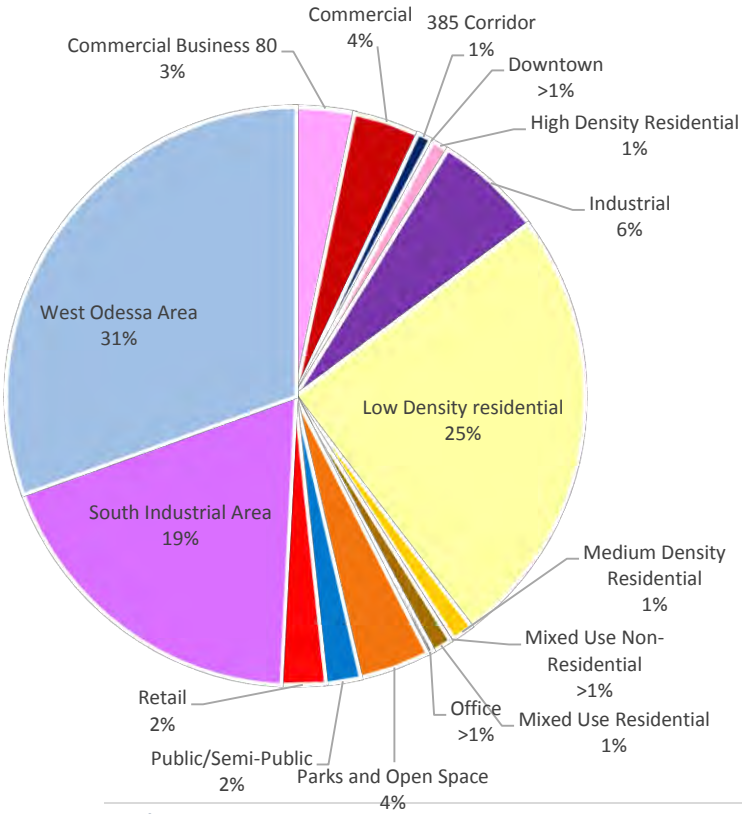
The South Planning Area is representative of land in the far southern and southeastern areas of the extraterritorial jurisdiction. This area contains heavy industrial refining facilities, industrial development that supports the oil and gas industry, dense drilling fields, and a small amount of residential. This land is outside of Odessa's city limits. This area will likely continue to develop as a predominantly industrial area.

Future Land Use Breakdown

A Future Land Use Map with a diverse range of categories ensures Odessa is able to accommodate a variety of uses. There are no "wrong" development types, but there are "wrong" places to put them. We want to ensure that Odessa is a business-friendly community and that the City is able to accommodate a diverse range of development types. We also want to make sure that new development occurs in areas where it can thrive minimally impact residential communities.

The Future Land Use Map contains a wide range of categories. It contains areas for residential, retail, commercial, industrial and mixed-uses. The largest land use within the planning area is the West Planning Area. This area has long been somewhat autonomous and independent and will remain that way in the future. Low density residential is the second largest land use. Odessa will remain true to its West Texas ideals of space by continuing to provide low density neighborhoods for residents. Core areas, however, will help accommodate a range of housing types by encouraging mixed-use redevelopment that incorporates medium and high density residential options.

Land Use Category	Acres	Percent
Business 80	3,867	3.3%
Commercial	4,292	3.6%
385 Corridor	887	0.8%
Downtown	252	0.2%
High Density Residential	1,065	0.9%
Industrial	7,086	6.0%
Low Density Residential	29,185	24.8%
Medium Density Residential	1,360	1.2%
Mixed-Use Non-Residential	296	0.3%
Mixed-Use Residential	1,273	1.1%
Office	373	0.3%
Parks and Open Space	4,615	3.9%
Public/Semi-Public	2,311	2.0%
Retail	2,887	2.5%
South Industrial Area	21,945	18.7%
West Odessa Area	35,933	30.5%
Total Acres	**117,663**	**100.0%**



Other land use districts are area based, reflective of the unique characteristics of those particular areas. These categories include downtown, 385 Corridor and the Business 80 Corridor.

The South Planning Area encompasses the far southern and southeastern areas of the planning area and will continue to accommodate oil and gas drilling, collection and refining operations.

Finally, parks and open space includes parks, golf courses and 100-year floodplain areas. It represents about 4 percent of the planning area.

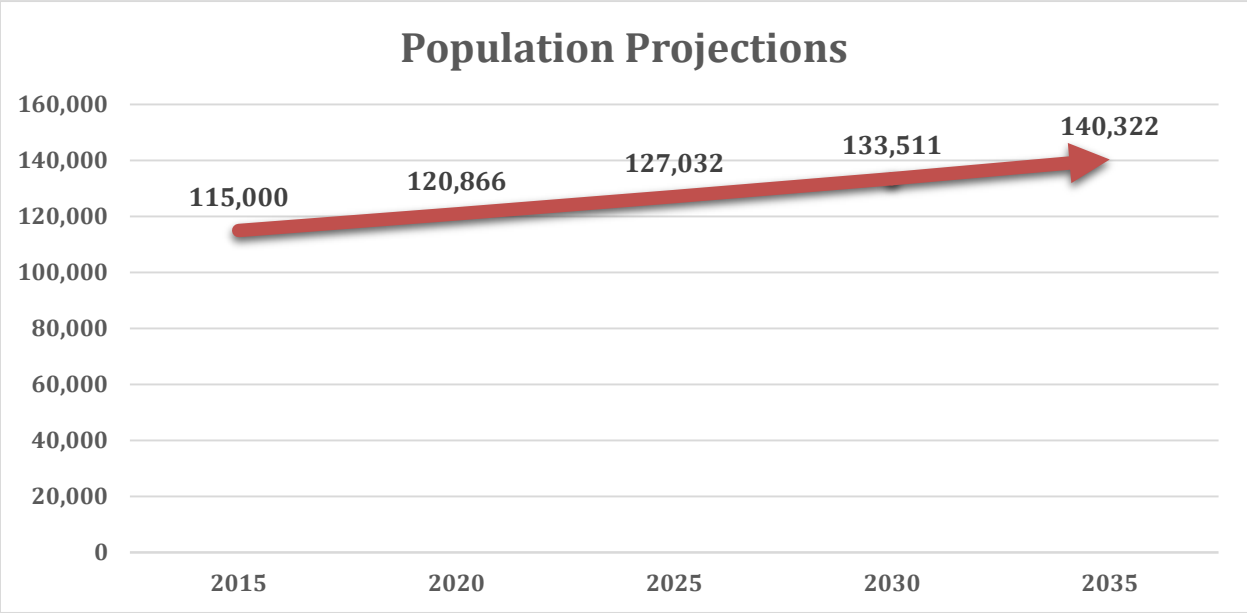
Population Projections

Population projections help to quantify the impacts of grown on the community. Population projections help the City plan for improvements, such as streets, parks and other public facilities. Odessa's population growth has historically been tied to the energy market. During times of high energy prices, Odessa's population grows rapidly. During periods of low energy prices, the community's population growth stabilizes and in some cases declines, albeit slightly. The unique nature of growth in Odessa and the Permian Basin make population projections somewhat difficult.

Calculating population projections for a comprehensive plan considers historical growth patterns and uses those patterns to estimate future growth. It is important to note that comprehensive plan population projections are not tied to specific market or economic data. Instead they are high-level projections that are intended to be viewed in light of a 20-year period, rather than a specific year-to-year growth.

For comprehensive plan population projections, the compound annual growth rate (CAGR) is used. The CAGR averages overall growth over a long period of time. Using CAGR allows us to account for and average periods of high growth with periods of slower growth. The CAGR of Odessa over the past 30 years has been .35% growth annually. Over the past 20 years, the CAGR is .54% growth annually. The 30-year rate in particular is important because it considers both the economic growth of the 1980s as well as the stagnant growth of the 1990s. Over the past five years, Odessa's CAGR has been 2.05% growth annually.

Most energy market projections are indicating that energy prices will increase from their lows in the fall of 2015 which has dramatically decreased drilling operations. It is not expected, however, for a 2% CAGR to continue. Projections for *Envision Odessa* take a conservative approach of an estimated 1% CAGR over the Plan's 20-year period. This rate is an average of the 30-year rate and the rapid growth that has occurred over the past several years. Using the 1% projection, Odessa is projected to have a population of approximately 140,000 residents by 2035.



We Envision… Vibrant New Neighborhoods

Policy: Create Attractive and Resilient Neighborhoods

We desire neighborhoods that are built and designed with the future in mind so that our neighborhoods retain value beyond periods of economic fluctuation. Durable and low-maintenance exterior materials will ensure that our homes maintain their appearance. Additionally, new neighborhoods should be designed with quality of life in mind by including access to neighborhood recreation and amenities, such as walking/jogging trails and neighborhood parks.

Policy: Incorporate Parks, Open Space, Trails and Recreational Options into New Neighborhoods

In order to ensure that our neighborhoods maintain their long-term value and resiliency, our neighborhoods should be designed with access to parks and trails in mind. Park land dedication, or a fee-in-lieu, will help the City acquire land, create new parks, and enhance existing parks to meet the needs of a growing population.

Policy: Provide a Diverse Range of Housing Products

New neighborhoods should include a variety of housing and lot sizes in order to provide a diverse range of options within a particular area and reduce neighborhood monotony.

Policy: Encourage Landscaping and Exterior Upkeep

A home's "curb appeal" impacts more than just that home; it influences the appearance of the neighborhood as a whole. Landscaping of front yards should be required and the use of xeriscape and low-maintenance landscaping materials should be encouraged. Brick, masonry and EIFS should be encouraged for use on homes, and wood siding should be prohibited.

We Envision… Reinvigorated Neighborhoods

Policy: Encourage Infill Residential Development

Since the core areas of Odessa are already served by roadways, infrastructure and public facilities, we want the vacant and underutilized areas of our core to be used for new housing. Better utilizing our existing infrastructure and reinvesting in our core will ensure that Odessa is financially stable and physically resilient in the future. Incentives should be used to entice infill development to underutilized areas of our community's core.

Policy: Utilize Traditional Neighborhood Design (TND) for Redevelopment

TND fits seamlessly with the style of development that defined Odessa in the 1940s-1960s, particularly around downtown. TND is an opportunity to revitalize our original neighborhoods near and around downtown.

Policy: Incentivize Residential Development in Mixed-Use, Downtown and Southside Areas

We envision our City taking part in redeveloping and rejuvenating our neighborhoods. The City should use a range of incentives to encourage reinvestment. Stronger neighborhoods are beneficial for the City as a whole.

Policy: Encourage the Use of Modular/Pre-Fabricated Homes in Core Neighborhoods

Many of our core neighborhoods, particularly surrounding downtown and into the Southside, have a mix of single-family homes and manufactured homes. Modular homes are economical infill alternatives and should be encouraged over manufactured homes.

Policy: Create Code Enforcement Campaigns for Maintenance and Upkeep

We value our rights to private property ownership and in order to protect our own investment we want our neighborhoods and corridors to be well-maintained. Code compliance campaigns will help to target specific issues in our neighborhoods. A campaign will help make all of our neighbors aware of specific issues and will allow consistent enforcement across neighborhoods.

We Envision… Mixed-Use, Connected Centers

Policy: Encourage Mixed-Use Developments in Odessa

The majority of our retail and shopping is located along 42nd Street. The high concentration of retail and shopping in this area has created severe traffic headaches as everyone in Odessa travels to that location for most of our shopping needs. Mixed-use centers scattered throughout the community will not only provide dispersed retail and shopping locations, but they will also serve as catalysts for redevelopment.

Policy: Facilitate a Mixed-Use Neighborhood Center for the Southside Community

Southside Odessa is a proud and distinctive neighborhood. We envision a neighborhood center that reflects the diversity and heritage of the Southside neighborhood. The Southside urban village will be an identifiable center for the community containing affordable housing, retail, neighborhood services and public space.

Policy: Facilitate a Mixed-Use Neighborhood Center for the Westside Community

Utilize aging strip-center sites along County Road West for a mixed-use community center for the Westside.

Policy: Develop a Regional Mixed-Use Commercial Center at Interstate 20 and Loop 338 to Leverage Interstate 20 Traffic

Interstate 20 and West Loop 338 intersection is one of our greatest development opportunities and one of the most visible entrances into our community. The zoning should be updated to ensure that sales tax generating uses are encouraged at this location due to the high traffic volumes along the interstate. A significant gateway feature at this location would welcome visitors to Odessa and the greater Midland-Odessa region.

Policy: Follow Urban Design Protocol in Regards to Building Design, Setbacks, Sidewalks and Parking

In order for each urban village/mixed-use center to be different, we want to bring together residents and business owners in the neighborhoods where each are located to define the overall theme for each particular urban village. A form-based guidebook that includes specific design standards should be developed for each urban village.

We Envision… Revitalized Corridors

Policy: Require Metal Buildings along Primary Corridors to Incorporate Masonry

Our community contains numerous metal buildings. They are affordable alternatives for business operations. Masonry added to the front of a metal building can significantly improve the building's appearance. Industrial and commercial buildings along our major corridors, particularly Grant Avenue, Andrews Highway, Business 20 and Interstate 20, should include masonry on sides that face the major thoroughfare.

Policy: Create a Retail Landscaping Program

Landscaping enhancements can significantly improve the look of our corridors. A Retail Landscaping Program would encourage existing businesses with no landscaping to add small areas of landscaping. A matching grant or incentive could be offered to mitigate the costs associated with adding landscaping. Landscaping should be drought-tolerant and should be well-maintained.

Policy: Create a Façade Improvement Program

Many of our once vibrant shopping centers are now well past their prime. The City should establish a property improvement incentive for exterior façade improvements. These minor improvements can extend the life of a shopping center and can significantly enhance its overall appearance.

Policy: Create a Retail Rehabilitation Program

Some of our commercial centers have reached a point where minor improvements are no longer financially feasible. In these cases, redevelopment programs should provide incentives for private investment to redevelop these properties. A range of redevelopment programs, including tax abatements, fee waivers, and city-owned land exchanges, among others, should be considered. Centers located in highly-visible areas should receive the greatest priority.

We Envision… Strategic Investments by Our City

Policy: Focus Incentives in Urban Village Areas

Like most cities, our City has limited resources. In order to make the best use of our limited redevelopment resources, the majority of incentive funding should be concentrated in the five urban villages—Westside, Odessa College, Southside, Grandview and Downtown. Focusing our investments in strategic areas, rather than dispersing them, will have a greater physical impact and will facilitate private investment more effectively.

Policy: Participate in Public Private Partnerships for Redevelopment

We believe our City should seek opportunities to participate with the private sector on key catalyst projects, particularly within the urban village areas. Public-Private Partnerships (PPPs) will facilitate redevelopment and create projects that generate energy and attention. Investments in catalyst projects will help the City long-term by reducing neighborhood decline, re-energizing neighborhoods and increasing the tax base, all of which will help keep overall City taxes low.

Policy: Create and Promote Housing Infill Incentives

Infill development is one of our key guiding principles. We believe the City should use incentives, such as fee waivers and tax abatements, to encourage desirable development within core areas that are already served by existing infrastructure. Market forces will continue to encourage growth in new parts of town. Infill housing incentives will help us in our efforts to revitalize and enhance our existing neighborhoods and core areas of the City.

Policy: Advertise and Market Odessa's Programs

In order to make our programs effective, the various incentives that our City is offering should be well-known and easily understood. A marketing brochure explaining the various programs should be widely available. The use of advertisements and commercials on a regional scale would let developers across West Texas know that Odessa is development-friendly and serious about reinvestment in our neighborhoods.

COMMON TYPES OF DEVELOPMENT INCENTIVES

Tax Increment Reinvestment Zones

This effective redevelopment tool allows a City to reinvest increased property taxes of an area directly back into that area. The tax increment can be used for numerous objectives including infrastructure, funding incentives and affordable housing.

Chapter 380 Grants

This section from the Texas Local Government Code allows cities to reimburse development projects, particularly for gaps in funding or investment due to the project being located in an economically distressed area.

Tax Abatements

The City can use a variety of Tax Abatements to attract development, including frozen or reduced taxes for a set period of time.

Fee Waivers

Development fees can sometimes become expensive. The City can waive development fees in certain areas.

Land Swap:

Land owned by the City can be given to a developer at a lower cost or no cost in order to make private investment attractive.

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YOUNG FRANKE
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We Envision…

- *Reinvestment in our Core Neighborhoods*
- *A Diverse Range of Housing*
- *Affordable and Workforce Housing*

Our Neighborhoods: Housing

Every community—including Odessa—is defined by its neighborhoods. Our retail centers, employment centers and industrial parks provide jobs and the foundation for our economy. Our residential areas are where we live, raise families and, many times, invest in private property. Our neighborhoods are ever-changing, diverse and complex. Residential neighborhoods across Odessa face different challenges and opportunities, and so while our neighborhoods are important, they also face many obstacles.

Our residential neighborhoods are divided into thousands of different lots. Each lot represents one or more dwelling units, depending on the type of residential structure located on that lot. Each of the thousands of lots in the community represents a household with a unique story. Neighborhood revitalization is therefore a complex issue because it must be respectful of not just the physical structure itself, but also the story of the people who reside in it, including their physical and financial abilities to maintain the property's integrity. Our City can contribute to neighborhood revitalization financially and by empowering residents; however, neighborhood stability and integrity ultimately depend on the residents of the neighborhoods themselves.

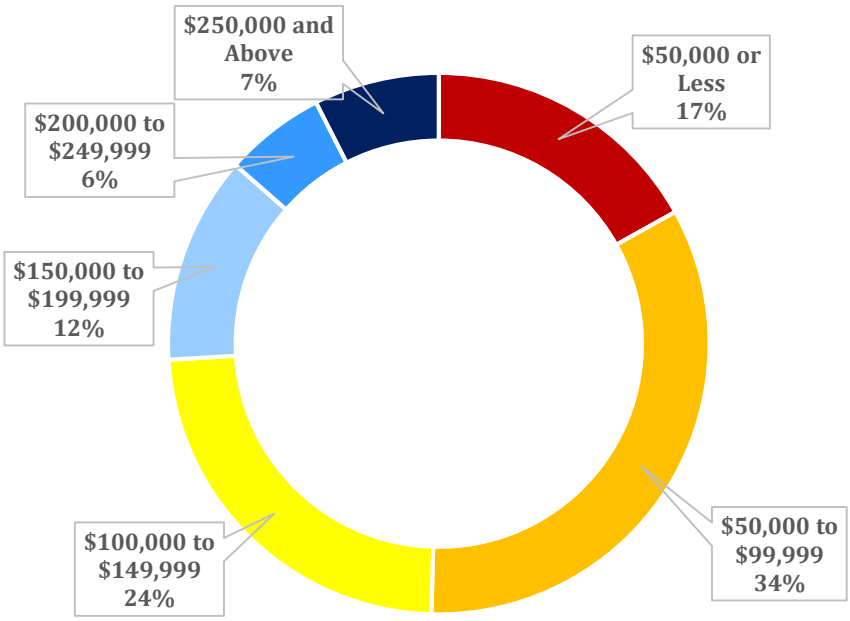
This section of *Envision Odessa* provides high-level guidance pertaining to Odessa's existing neighborhoods and housing objectives. This section focuses on three primary areas: promoting existing neighborhood upkeep and rehabilitation, providing a diverse range of housing, and collaborating resources to address affordable and workforce housing.

Housing Inventory

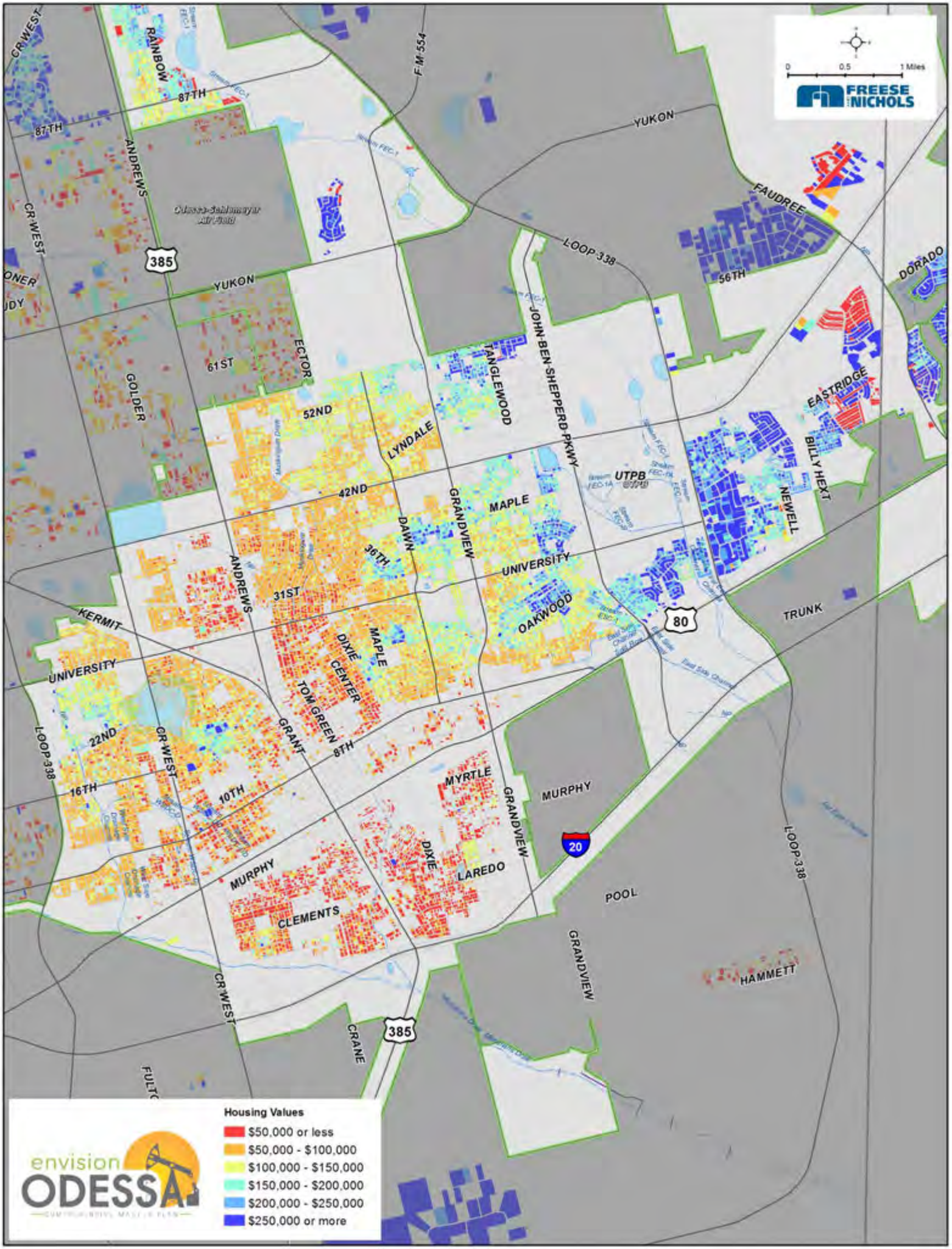
Much of Odessa's population growth occurred during the 1940-1970 period. As a result, a large portion of Odessa's housing stock was constructed during this period. Much of that housing stock is now reaching or surpassing its original design life (i.e., the general period that a structure is intended to last). When a structure reaches the end of its design life, significant repairs are generally needed or the structure itself may be replaced.

Odessa is similar to many Sunbelt cities—cities typically located in the rapidly growing south or west United States— in that many of these cities have a significant amount of post-WWII single-family housing stock that is aging. More urban cities have the advantage of reusing many structures, such as warehouses, for different residential uses. Sunbelt cities, however, are struggling with the issue of deteriorating single-family housing in their cores. The only effective way to mitigate or reverse deterioration in these situations is through public investment that attracts private investment.

In terms of housing value, over 50 percent of Odessa's housing stock is valued at under $100,000. Even more significant is that 17 percent of the housing stock is valued at less than $50,000 including property and structure. The Housing Value graphic on the right depicts the distribution of the City's housing values and tells the story of Odessa's growth patterns. Much of the housing valued under $100,000 is located in the core of the community surrounding all sides of downtown Odessa and depict the City's original neighborhoods. Newer housing stock and homes with the highest values are located in northeast and far north Odessa.



On the map on the opposite page, areas depicted in red are not likely to increase in value without any public investment in those neighborhoods. Areas in orange are likely to remain steady and run the risk of decreasing in value in a status quo development scenario. This Housing Value Map and breakdown highlight the importance of infill development and reinvestment in Odessa's core. Investing in and incentivizing core projects will require funding allocations by the City, but doing so will stabilize neighborhoods and protect the City's tax base.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Housing Values
$50,000 or less
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$100,000 - $150,000
$150,000 - $200,000
$200,000 - $250,000
$250,000 or more
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Housing Strategies

Odessa, like most communities, has limited financial resources. These resources come from a combination of property taxes, sales taxes and fees. In order to ensure that the community is fiscally responsible, it is important for the limited funds to be used wisely and effectively. The following neighborhood categories provide housing strategies and ideas that are respective of the conditions and needs of various areas of Odessa. Dividing the community into three strategy areas will allow Odessa to concentrate housing resources in areas where they would be the most effective.

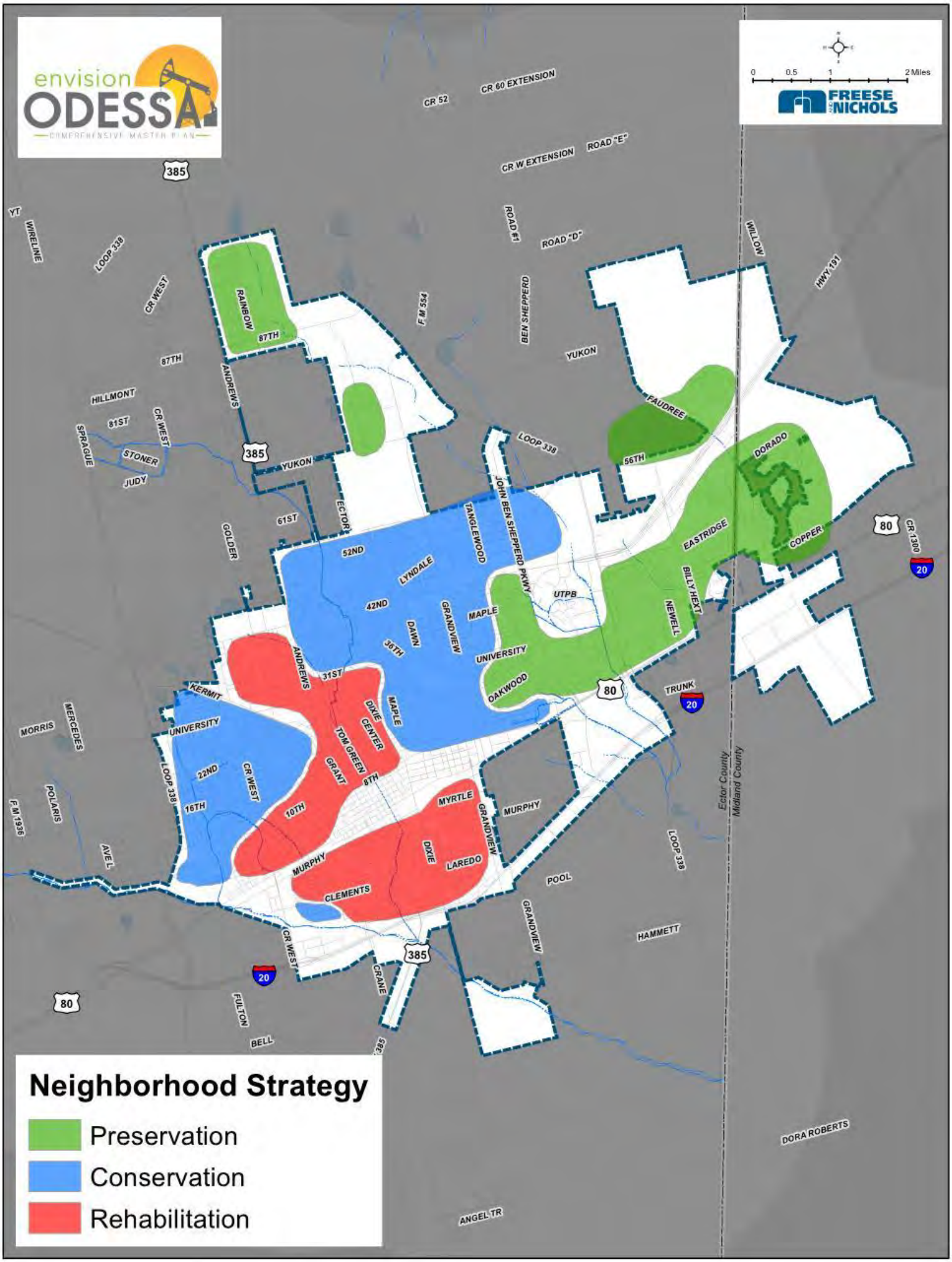
Preservation

Preservation strategies apply to neighborhoods that are in good health and appearance. These neighborhoods are generally Odessa's newest neighborhoods and have very minimal signs of wear and tear. The primary objective of preservation is to maintain the good conditions of the neighborhood in order to prevent decline. Neighborhood decline often begins with small issues, such as downed fencing or code enforcement violations. What begins in one or two properties can rapidly spread to other properties due to the perception that exterior issues and maintenance are not a priority. Those seeking well-maintained neighborhoods will often look elsewhere, often to the next newest subdivision, continuing the decline of the existing neighborhood.

The primary tool for maintaining the good neighborhoods is code enforcement and compliance. The City should work to ensure that code violations are quickly addressed. The most important way that quality neighborhoods are preserved is through creating quality neighborhoods in the first place. Quality, well-designed neighborhoods maintain their value and attract reinvestment long after construction. The Livability section of *Envision Odessa* addresses the creation of quality new neighborhoods.

Neighborhood Preservation Strategies

- Code Enforcement & Compliance
- Access to Parks & Recreation
- Neighborhood Organizations and Home Owners Associations (HOAs)
- Quality Neighborhood Design
- Quality Building Materials
- Compatible Non-Residential Development (Prohibiting Incompatible Uses)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COMPREHENSIVE MASTER PLAN
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FREESE AND NICHOLS
Neighborhood Strategy
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ROAD "D"
ROAD #1
WILLOW
HWY 191
YT
WIRELINE
LOOP 338
CR WEST
RAINBOW
87TH
F M 554
BEN SHEPPERD
YUKON
HILLMONT
81ST
SPRAGUE
STONER
JUDY
ANDREWS
FAUDREE
56TH
DORADO
61ST
ECTOR
GOLDER
TANGLEWOOD
JOHN BEN SHEPPERD PKWY
EASTRIDGE
COPPER
CR 1300
52ND
LYNDALE
UTPB
BILLY HEXT
NEWELL
42ND
GRANDVIEW
MAPLE
DAWN
36TH
UNIVERSITY
OAKWOOD
TRUNK
31ST
KERMIT
DIXIE
CENTER
TOM GREEN
GRANT
8TH
MORRIS
MERCEDES
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AVEL
MYRTLE
MURPHY
DIXIE
LAREDO
CLEMENTS
POOL
HAMMETT
CRANE
FULTON
BELL
Ector County
Midland County
DORA ROBERTS
ANGEL TR
385
20
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Conservation

Conservation neighborhoods are those where some homes may be beginning to show signs of wear and tear. In these neighborhoods, the physical structure is in sound condition but minor exterior improvements may be needed, such as painting, yard maintenance, fence repair, and similar improvements not related to the housing structure itself. One of the most effective ways to stabilize conservation neighborhoods is through code enforcement. Code enforcement campaigns that target a particular issue and that publicize enforcement of that issue can help the community tackle specific issues collectively. When no homeowners' association is present, neighborhood organizations and groups can be formed. These groups can serve as advocates for their neighborhoods and can help to foster a sense of community and cohesion among the area.

In conservation areas, the City's financial resources should be limited to minor repairs that either improve the front appearance of the home or add to the home's square footage or living space. Types of incentives that would be appropriate for conservation areas include grants or matching funds up to a specified amount for private investment. A landscaping program that incentivizes either new landscaping or replacing existing landscaping with xeriscape could have a dramatic impact on overall neighborhood appearance. El Paso launched this type of program and has seen significant visual improvements, as well as a dramatic reduction in water consumption.

Neighborhood Conservation Strategies

- Code Enforcement and Compliance
- Improvements to Existing Parks & Recreational Facilities
- Facilitating Neighborhood Organizations
- Neighborhood Branding
- Housing Maintenance Programs (Grants)
- Housing Maintenance Incentives for Minor Repairs (Rebates or Matching Funds)
- Landscaping Program Incentives (Xeriscape Landscaping)
- Maintenance Assistance (Identification of Elderly or At-Need Households)

Rehabilitation

Rehabilitation areas are generally confined to Odessa's core neighborhoods. These neighborhoods are the oldest areas of the community and are defined by housing stock that has generally approached or exceeded its original design life, although this may not be applicable to every home. When this happens, significant investment in the structure or replacement of the existing structure is generally required. For this reason, rehabilitation areas require the most community support.

Support for the rehabilitation of Odessa's neighborhoods should be seen as an investment in the community as a whole. Strong, diverse and vibrant neighborhoods are the key to Odessa's future. They will enable the City to continue to attract diverse economic opportunities that are not dependent on fluctuations in the energy market. Additionally, investing in the community's core neighborhoods stabilizes property values, creates retail and economic opportunity, thereby adding to the City's tax base.

Rehabilitation requires a combination of community support, financial support and neighborhood partnerships. The goal of rehabilitation is not to remove the existing residents, but to diversify and strengthen the existing communities. This requires neighborhood empowerment if any success is to be achieved. Neighborhood empowerment directly involves residents as part of the solution by giving them the tools they need to incrementally take ownership of and improve their neighborhood while being backed with community resources.

Neighborhood Rehabilitation Strategies

- Code Enforcement and Compliance
- Significant Public Investment in Parks and Quality of Life Enhancements
- Improving Neighborhood and Community Centers and Programming
- Neighborhood Branding
- Facilitating Neighborhood Organizations
- Proactive Housing Demolition
- Property Acquisition
- Public-Private Partnerships near Urban Villages
- Infill Housing Incentives
- Redevelopment Incentives
- Prototype Housing Program

Rehabilitation Strategies

The following are examples of rehabilitation strategies that should be considered by the community. One of the primary tenants of *Envision Odessa* is focusing on the core and revitalizing existing neighborhoods. A combination of the following strategies will help the community get started.

Neighborhood Centers

Odessa currently has community centers dispersed throughout the City. These community centers serve a variety of different functions. Neighborhood revitalization depends on citizen engagement and involvement and the neighborhood centers are prime locations for meetings, education, information and involvement. Community centers should be a source of pride for the neighborhood and can help facilitate identity and pride.

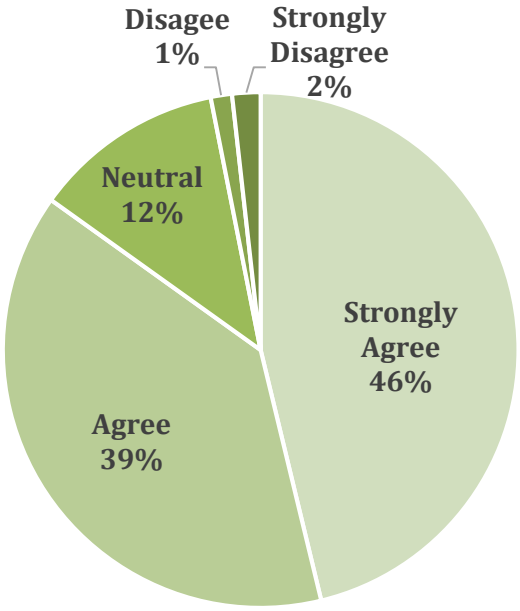
Neighborhood Branding

Neighborhood branding is simply ownership by residents into a particular area. It refers to a sense of attachment and pride that residents have for their neighborhood. This is accomplished by branding the neighborhood itself so that residents within that area identify as being from that particular neighborhood, rather than just a general area of Odessa as a whole.

Neighborhood Organizations

Neighborhood organizations are an essential component to revitalization. They may not take the form of a traditional homeowners' association but their intent is the same, to foster community support and activism. The best neighborhood organizations are those that govern themselves, but often initial support from the City is required to form and establish neighborhood organizations. Neighborhood organizations serve as advocates for neighborhood needs, issues and opportunities.

Does the City have a responsibility to invest and assist in neighborhood revitalization efforts? (2014 Fiesta West Texas Survey)



Quality of Life Improvements

While revitalization and neighborhood reinvigoration is heavily dependent upon the property owners and residents themselves, the City can aid in the process by investing in quality of life amenities including safety, parks, community facilities, recreational trails, public art and aesthetic improvements. Investments by the City in key areas lets residents know that the City is invested in their neighborhoods and can facilitate private investment by indicating to the private sector that the City is contributing resources to stabilize and improve a particular area.

Housing Demolition

Dilapidated, vacant housing is not only an eye-sore, but it can directly harm a neighborhood's health, safety and welfare. They can be fire hazards and sources for illegal activity. Odessa has a proactive policy of demolishing dilapidated housing. It is imperative that dilapidated housing removal be continued.

Property Acquisition

When housing is demolished, the City should consider acquisition of the property by following the procedures set forth in Texas State Law. Property acquisition should be targeted in key redevelopment areas, such as within or near the Urban Villages depicted in the Land Use component of this Plan. Acquired properties can be used for public-private partnerships and infill incentives.

Public-Private Partnerships

Public-Private partnerships are a combination of public and private support to create a catalyst project. A catalyst project is one that creates excitement, energy and pride for the surrounding neighborhoods. It can be followed by additional private investment. Examples would include retail sites, new housing or employment generators. Public-private partnerships will be key to the realization of the various Urban Villages depicted in the Land Use component.

Infill Housing Incentives

Described in more detail to follow, new housing is not likely to occur without initial community support. Infill housing programs help to mitigate some of the risk placed on a developer when going into a non-traditional housing market. Infill housing should be focused in specific areas in order to maximize impact. As homes are built with community assistance, the market begins to support itself requiring less assistance and eventually no assistance. The community benefits through the added tax base. Examples of infill housing incentives would include fee waivers, land exchange, reduced land costs and tax freezes and abatements.

Redevelopment Incentives

Redevelopment incentives are similar to public-private partnerships in that the City is using resources to entice development that benefits the neighborhood and community. In public-private partnerships, the City often takes an active role in the facilitation of a specific project. Redevelopment incentives are available to all developers and are not project specific. Examples of redevelopment incentives would include tax abatements, fee waivers, rebates per unit constructed (apartments), and other economic partnerships allowed by Chapter 380 of the Texas Local Government Code.

Prototype Housing Program

When new subdivisions are built, there are often model homes that provide various options available in that particular neighborhood. A prototype housing program functions in the same way but is for areas targeted for redevelopment. A number of housing options are created for a particular area based on the lot sizes, constraints, demographics and economics. Having the various choices provides direction on what can be constructed within the area and shows a commitment for revitalization. In some cases, the city itself partners with a builder to construct the first prototype homes.

Infill Housing

One of the guiding principles of *Envision Odessa* relates to strengthening the City's core. While development will continue to occur in north and east Odessa, stabilizing and reinvigorating the core will ensure that all of Odessa grows and prospers. Redevelopment within core areas requires a completely different mentality and approach because redevelopment and development are two different processes, each equally important for overall community health, stability and economic success. Infill development will be a crucial component of reinvigorating the core. It is only through public and financial support that revitalization of core areas can be achieved.

Prototype Housing Program

Discussed on the previous page, a prototype housing program will enable the City to provide infill options that are feasible, economical, and respective of real-life issues and constraints. The City should partner with a local developer to build the initial prototypes in targeted areas, particularly in the Southside and surrounding downtown.

Infill Housing Incentives

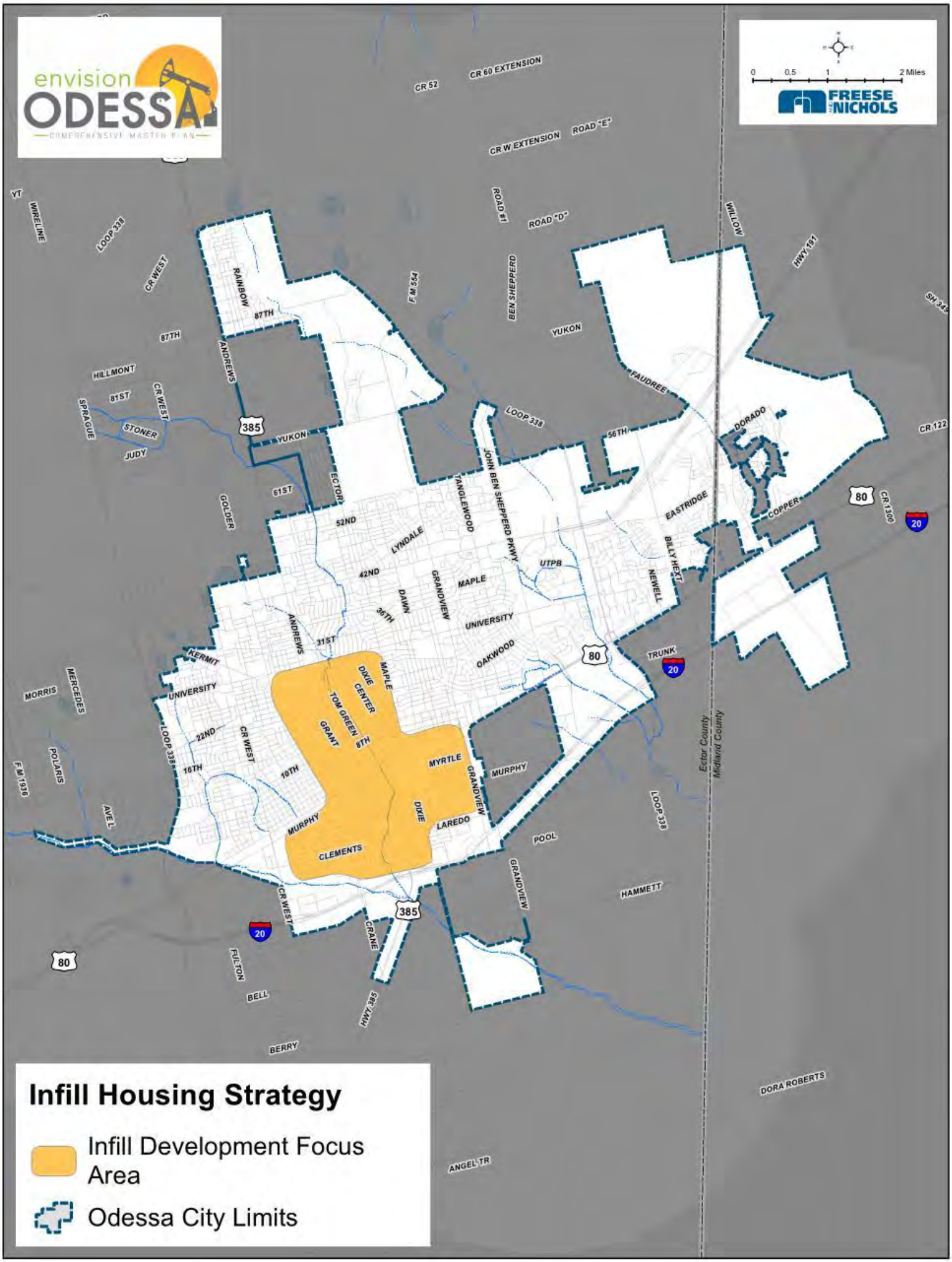
Infill housing incentives will be required if core revitalization is to be realized. There are a variety of different programs and incentives that can be used. The type and amount of incentives is directly related to the market itself. Redevelopment, especially those who begin the redevelopment process, assumes a significant amount of risk. The purpose of the incentives is to reduce or mitigate some of the risk that a builder assumes when they do redevelopment projects. As with most other incentives, the primary goal of offering assistance is to stabilize and increase property values and invigorate neighborhoods. Strong, stable neighborhoods benefit the community as a whole through tax generation. The following are potential incentives that could be used to attract infill housing. It is important to note that it is an example list and that program details are dependent on funding and partnerships.

- Waiving development fees for infill housing
- Fast-track review & approval procedures
- Acquired land is given to developer at a significantly reduced cost;
- Rebates or grants awarded per housing unit constructed in focus area
- Infrastructure upgrades for infill projects over a certain value or number of units
- Tax abatements such as taxation for a specified amount of time at the original value when a home is demolished and rebuilt
- Density bonus for infill development, particularly with medium and high density projects
- City partnership with a specific developer(s) for construction of a certain type of housing on City-owned land (public-private partnership).

The infill housing programs available should be heavily marketed to ensure that local and regional builders are aware of the opportunities available in Odessa.

Infill Focus Areas

The Infill Housing Strategy Map on the next page reflects the priority areas for infill housing. While infill housing may be considered in other areas, City resources should be concentrated within the area depicted for more effective use of resources.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Midland County
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HAMMETT
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FULTON
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HWY 385
BERRY
DORA ROBERTS
ANGEL TR
Infill Housing Strategy
Infill Development Focus Area
Odessa City Limits

Manufactured & Industrial Homes

Manufactured Homes

Manufactured Home

Manufactured homes are being used as infill development in Odessa, particularly in the Southside and other core neighborhoods. When existing homes are demolished, a manufactured home often takes its place. Manufactured homes are required to meet HUD standards, but the City can also place additional requirements. When manufactured homes are used, the following considerations should be made and should be codified within the Zoning Ordinance:

- All development standards of the base zoning district should apply, including setbacks, driveways and a surface that complies with the City's building codes.
- An attached garage
- Stone, masonry or similar treatment comprising a minimum of 20% of the front elevation
- Removal of the trailer tongue
- A minimum living area of 1,000 square feet
- A parallel orientation, rather than perpendicular orientation, to the primary street

Industrial Homes

Industrialized Home (Pre-Fabricated)

Industrial homes, sometimes referred to as modular homes, are pre-fabricated homes that are assembled onsite. Industrial homes are required to meet regular home standards for the zoning district. Due to this requirement, there is not typically a noticeable difference between an industrial home and a traditionally constructed home. The most well-known example of an industrial-type home are the craftsman homes that were common during the rapid growth of the United States following World War II.

No additional requirements are needed for industrialized homes since they are required to meet the standards of the base zoning district. The homes are constructed off-site and assembled at their final location. Unlike manufactured homes, they are not mobile in nature.

Craftsman Home (Pre-Fabricated)

Industrialized homes should be an instrumental component of Odessa's infill housing programs. These products provide an economical option for housing while still maintaining the neighborhood's integrity. Industrial homes should be used in lieu of manufactured homes, particularly within and around the Urban Villages depicted in the Land Use component of this Plan as well as within and around downtown Odessa.

Life Cycle Housing

Life cycle housing serves the needs of individuals, families, and different segments of the population through all stages of their lives—young singles, professionals, families with children, families without children, empty-nesters, retirees and seniors. When an adequate mix of housing options is available, a person has the opportunity to live their entire life within the community and even within a desired neighborhood. As an individual moves through the different stages of life, "life-cycle" housing provides suitable options along the way. An example of this cycle includes renters who move into the starter home market, families who move into larger homes, and seniors who move into smaller units requiring less upkeep.

Rather than following the model of traditional suburban design where housing types are segregated, a distinct benefit of life-cycle housing is the ability of families to put down roots in their neighborhood, children to remain in the same schools, social networks and bonds to remain in place, and seniors to live close to family and friends. In order to achieve these benefits, the appropriate mix of housing options is critical. The following information outlines the key components of successful life-cycle housing.

Apartments

The range of apartment options is very broad in an effort to meet the needs and desires of a diverse rental market. The traditional apartment is a multi-story building within an apartment community arranged in a garden or courtyard style configuration. In recent years a trend in urban-style apartments has emerged. These apartments are also located in multi-story buildings and most frequently in an urban setting. Apartments located along major roadways often contain a ground floor retail element. Regardless of the location or configuration, apartments serve an immediate need and provide workforce housing in Odessa. Apartments, particularly in downtown Odessa, also provide housing options for millennials, singles or young couples that are desiring a living option that is not maintenance intensive.

Small Single-Family

Small single-family homes are often referred to as "starter homes" and are generally the most affordable option for single-family housing. Families or individuals looking for housing options with more space and privacy, or moving into the home-ownership market, find the starter home as a great option. Typically located in a single-family neighborhood environment, these homes meet the needs of individuals with limited housing budgets and a desire to have their own personal space.

Medium Single-Family

Medium sized single-family homes are larger in square footage than the small starter home. These homes typically include additional bedrooms and bathrooms with upgraded amenities. Often times, medium sized single-family homes are located on larger lots. This housing segment is ideal for a growing family or an individual who may be progressing in their career and seeking upgraded housing options.

Large Single-Family

Certain members of a community may desire a larger footprint for their home. This need can be met with larger homes (i.e., additional square footage) or larger lots that provide more open space and increased separation from neighbors and adjacent land uses. This housing type plays an important role in allowing for variation in density and home size within a community.

Duplex Homes

A duplex is a house divided into two separate dwelling units, each with its own entrance. Duplex housing serves a segment of the community who may want to live in an increasingly dense setting while having the look and feel of a single-family home. This housing type is important for residents and a community due to its affordability, range of available amenities, and the transitional nature of the housing itself.

Townhomes

Townhomes are attached single- and multi-story dwelling units. Similar to apartments and duplexes, townhomes serve as an alternative to apartment living, and meet a demand in the rental market. One key difference is the fact that townhomes also meet a need for home ownership. Many segments of a community find townhomes appealing, from young professionals to small families. This housing option can also serve the needs of seniors seeking a simplistic home-ownership experience.

Loft Housing (Downtown/Urban Villages)

Young professionals have been migrating into the downtown and activity-rich areas of cities in the past decade. This migratory pattern has created a demand for housing options in the City's core. Loft housing meets this need by providing a lively, walkable environment with ample amenities. This segment of the housing mix is often more expensive than the previously mentioned housing types, but regulatory components of these types of development have included accommodations for affordable units, particularly when incentives or public funding is used.

Senior

An integral part of retirement is the connection to family, friends and the community in which a senior has grown to call home. In order to allow a senior or retiree to age in place, housing options must be available. The need for decreased maintenance, increased access to transportation options, and accessibility to amenities such as fresh food and medical facilities is critical. Many of the aforementioned housing options can meet these needs. Apartments, duplexes and townhomes may provide the necessary housing options. However, there may also be a need for smaller single-family homes on small lots or "zero lot-line" units to accommodate seniors.

The Full Life-Cycle of Housing

Homeless Accommodations

Homelessness has been an issue for many communities for quite some time. It is now gaining the attention it deserves, as national levels of homelessness reached all-time highs in 2010-2013 from what is referred to as "the Great Recession" of 2007-2009. Historically, homelessness efforts have been focused on individuals suffering from mental illness, substance abuse or other chronic problems. The Great Recession brought rising unemployment and declining social services, which slowed progress among the chronically homeless efforts and increased the number of newly homeless—among them many ***families***. In fact, 41 percent of the homeless population is comprised of families according to the National Alliance to End Homelessness.

Major Factors Impacting Homelessness

A person may be homeless for a variety of reasons and situations. Some of the major factors that impact homelessness include:

- ***Domestic Violence*** – Battered women who live in poverty are often forced to choose between abusive relationships and homelessness. A 2003 survey of 100 homeless mothers in 10 places around the country found that 25 percent of the women had been physically abused in the last year.[1] Similarly, 50 percent of the 24 cities surveyed by the U.S. Conference of Mayors in 2005 identified domestic violence as a primary cause of homelessness. The problem is even larger at the national scale—approximately half of all women and children experiencing homelessness are fleeing domestic violence.[2]
- ***Mental Illness –*** It is believed that the disproportionate number of mentally ill individuals among the homeless population is a result of the closure of many asylums and mental hospitals during the 1950s and 1960s, yet vast increases in homelessness did not occur until the 1980s. According to the 2003 U.S. Department of Health and Human Services report, most homeless persons with mental illnesses do not need to be institutionalized, but can live in the community with the appropriate supportive housing options.
- ***Addiction Disorder –*** Substance abuse and addiction provide additional barriers to persons experiencing homelessness, as well as people living in poverty. Recovery is a very long and difficult process that requires a lot of external support for an individual to successfully recover.

[1] American Civil Liberties Union, Women's Rights Project. "Domestic Violence and Homelessness." 2004. www. aclu.org.
[2] Zora, J. "Woman Battering: A Major Cause of Homelessness." *Clearinghouse Review*, 25(4) (1991). Qtd. In National Coalition Against Domestic Violence, "The Importance of Financial Literacy," Oct. 2001.

What is Being Done to Help the Homeless?

A growing body of research reveals that communities save money by providing permanent supportive housing to people experiencing homelessness, rather than temporary fixes that ultimately lead them back to the streets or shelters. Because they have no stable place to stay, homeless persons use a number of public systems in inefficient and costly ways—which masks the true cost of homelessness by cost shifting among law enforcement, corrections, health care, welfare, education and other systems. A recent study of nearly 10,000 homeless adults with severe mental illness in New York City found that they used an average of $40,500 in health, shelter and correctional services each year. For families, the annual cost of emergency shelter alone can be approximately $30,000.[3] Research shows that the provision of permanent housing options to someone experiencing homelessness results in reduced utilization of publicly funded services like police, hospital, emergency and in-patient services, as well as correctional systems. Communities across the country are responding to homelessness in a variety of ways with programs that include emergency shelters, transitional housing, rapid re-housing and permanent supportive housing.

The process of ending homelessness does not happen only at the national level; it happens on the local level, in states, cities and counties. It is only at the local level that communities can make on-the-ground development decisions, encourage employment opportunities, provide social programming and training, and establish partnerships with local organizations that will really make an impact in the community and for homeless families and individuals. Local governments can partner with churches and shelters, as well as private-sector entities and other nonprofit organizations, to provide the necessary goods and services to the homeless. In recent years, local governments across the nation have increased their involvement and partnerships with nonprofit organizations. As municipal and county governments handle public service devolution from state and federal governments, they face the challenge of providing more and better services with limited fiscal resources. Local governments work with nonprofit organizations in many different ways. Some local governments partner with nonprofit agencies to plan ways to address community needs, to coordinate delivery of their services, and to co-manage programs—utilizing nonprofits' volunteers and private financial resources of nonprofits, as well as their greater flexibility of action. Local governments can purchase public services from nonprofits, saving time and money over organizing an entire government department to produce those same services. Local governments also provide both in-kind and financial grants to aid nonprofit work and services throughout the community.

Types of Homeless Shelters

Continuums of Care (CoC) are local planning bodies responsible for coordinating the full range of homelessness services in a geographic area, which may cover a city, county, metropolitan area or even an entire state.

Emergency Shelter is a facility with the primary purpose of providing temporary shelter for homeless persons.

Permanent Supportive Housing is designed to provide housing (project- and tenant-based) and supportive services on a long-term basis for homeless people with a disability.

Safe Havens provide private or semi-private long-term housing for people with severe mental illnesses and are limited to serving no more than 25 people within a facility.

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[3] Culhane, Dennis P., Stephen M. Metraux, and Trevor R. Hadley. 2002. "Public Service Reductions Associated With Placement of Homeless Persons With Severe Mental Illness in Supportive Housing." *Housing Policy Debate* 13(1):107-63.

Homeless Partnerships in Odessa

It is recommended in this Comprehensive Plan that the City of Odessa continue to collaborate and work with various partners and agencies within the community to aid the homeless populations. Currently, there are three major agencies that provide services and housing options in Odessa: Jesus House Odessa, Odessa Links and The Crisis Center.

Jesus House Odessa

Jesus House Odessa is a faith-based ministry established in 2004 that strives to meet the needs of the poor, needy and homeless populations in the area. Jesus House Odessa operates six major projects in the community, including a men's transitional home, women and children's center, a soup kitchen, a church on the streets initiative, the Jesus Center (a new facility that will offer more space to the existing projects as well as provide elderly assisted living and opportunities for office space), and inclement weather services.[4]

Odessa Links

Odessa Links provides the Odessa community with access to resources and follow-up care, together with other local organizations. Odessa Links offers a range of services, including clothing, counseling, addiction services, education, food, housing and shelter, family planning, senior adult services, transportation, veterans services, and services for the disabled. Odessa Links is the only organization in the City with a license to use the Homeless Management Information System (HMIS) which allows the organization to provide service agencies with more comprehensive case management. HUD has recognized HMIS for its ability to improve the effectiveness of community homeless shelters and service delivery systems. With the incorporation of HMIS, the Odessa community has a stronger case when applying for federal assistance to aid the homeless population.[5]

The Crisis Center

The Crisis Center provides domestic violence and sexual assault services for individuals affected by domestic and sexual violence in their efforts to move their lives forward. The Crisis Center provides shelter, counseling and advocacy to help in building lives free of violence. Since 1988, the Crisis Center has provided services to Gaines, Ward, Winkler, Andrews, Loving, Reeves and Crane Counties. In 2013, the Center began providing services to Fort Stockton in Pecos County.[6]

Odessa can play a significant role in reducing local homelessness by determining local housing needs through comprehensive plans such as this one, removing regulatory and legal barriers to the development of affordable and supportive housing, and promoting community support for permanent housing for the homeless.

[4] Jesus House Odessa. http://www.jesushouseodessa.com/
[5] Odessa Links. https://links.communityos.org/zf/sysadmin
[6] The Crisis Center. http://angelhouseshelter.com/

Workforce & Affordable Housing

In housing markets where home prices are escalated, there is a need to provide adequate housing choices for individuals of moderate-income who do not qualify for affordable housing assistance. Workforce housing is targeted at meeting the needs of this segment of the community.

Workforce housing is defined by the Urban Land Institute's Terwilliger Center for Workforce Housing as housing for individuals or families earning 60 to 100 percent Average Median Income (AMI) for an area. Interestingly, those members of the community falling into this category are often the ones serving in supportive roles within the community. Teachers, public safety workers such as police or firefighters, nurses, or civil service workers often fall into this category. Affordable housing, on the other hand, is generally related to low-income housing. These needs are often met through non-profit housing corporations and grants from the federal and state levels.

Public/Affordable Housing in Odessa

Workforce & Affordable Housing Programs

Making Home Affordable ® Program

The Making Home Affordable® program offers a range of solutions to help homeowners get mortgage relief and avoid foreclosure. These include the following:

- Refinance and take advantage of today's low mortgage interest rates.
- Reduce your monthly mortgage payments.
- Get mortgage relief while searching for re-employment.
- Get help when you owe more than your home is worth.
- Avoid foreclosure when homeownership is no longer affordable or desirable

Affordable Communities of Texas

The Affordable Communities of Texas (ACT) program is a statewide land banking/land trust initiative targeted at local nonprofit and government agencies. Blending land banking strategies with local housing knowledge, TSAHC has developed partnerships with more than 25 local housing nonprofit and government entities to combine expertise in acquiring land and foreclosed properties with expertise in community development and neighborhood stabilization. This act offers the following services:

- Exclusive access to "First Look" foreclosure listings from more than 10 national financial institutions and mortgage servicers
- Access to construction lines of credit for neighborhood stabilization efforts
- Lower holding costs through our land banking services, and potentially long-term tax-exemption under our ACT land trust
- Technical assistance with development planning and financial modeling

Source: http://www.tsahc.org/developers-property-managers/act

Homes for Texas Heroes Program

TSAHC provides home buyer assistance specifically for teachers, police officers, correctional officers, fire fighters, EMS personnel and veterans meeting certain income requirements. These professionals have dedicated their lives to the welfare of Texas families, and this program helps them to buy a home in the communities they have worked so hard to protect.

Source: http://www.tsahc.org/homebuyers-renters/homes-for-texas-heroes-program

TDHCA Housing Tax Credit Program

The Housing Tax Credit program is one of the primary means of directing private capital toward the development and preservation of affordable rental housing for low-income households. The HTC program funds the development of affordable multifamily rental properties or rehabilitation of existing properties that are willing to maintain affordable rents for an extended period of time. Private for-profit and nonprofit multifamily housing developers are eligible to participate.

After the property is developed by the applicant, the applicant will affirmatively market the property in the surrounding community. Tenants earning up to 60% of the area median family income for the area for their household size and who meet the screening and eligibility restrictions of the property may qualify for a reduced rent unit.

Source: https://www.tdhca.state.tx.us/multifamily/housing-tax-credits-9pct/index.htm

Self-help Homeownership Opportunity Program

Self-help Homeownership Opportunity Program (SHOP) awards grant funds to eligible national and regional non-profit organizations and consortia to purchase home sites and develop or improve the infrastructure needed to set the stage for sweat equity and volunteer-based homeownership programs for low-income persons and families. SHOP funds must be used for eligible expenses to develop decent, safe and sanitary non-luxury housing for low-income persons and families who otherwise would not become homeowners. Homebuyers must be willing to contribute significant amounts of their own ”sweat equity” toward the construction or rehabilitation of their homes.

SHOP is authorized by the Housing Opportunity Program Extension Act of 1996, Section 11, and is subject to other Federal crosscutting requirements. No separate program regulations exist. All program requirements are listed in the applicable SHOP Notice of Funding Availability (NOFA).

Eligible Applicants:

National and regional nonprofit organizations or consortia with experience in using homebuyer and volunteer labor to build housing may apply for SHOP grants. Applicants must have completed at least 30 units of self-help homeownership housing within the last 24 months. Eligible homebuyers must apply to participate in the SHOP program through a current SHOP grantee or one of their affiliates.

Source: http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/programs/shop

The National Housing Trust Fund (HTF)

A new affordable housing production program that will complement existing Federal, state and local efforts to increase and preserve the supply of decent, safe, and sanitary affordable housing for extremely low- and very low-income households, including homeless families. HTF supports the acquisition, new construction, or reconstruction of rental units for extremely low-income families or families with incomes below the poverty line, whichever is greater.

Fair Housing Initiative Program (FHIP)

Federal program administered by the Fair Housing and Equal Opportunity Office; allocates funds on a competitive/discretionary basis; generally no requirement for matching funds on the part of the receiver.

Healthy Homes Initiative Program (HHIP)

Federal program administered by the Lead Hazard Control Office and builds upon the Housing and Urban Development (HUD) Department's existing housing-related health and safety issues; generally no requirement for matching funds on the part of the receiver.

Community Development Block Grant (CDBG)

Federal, state and county program administered by the Community Planning and Development Office (a department of HUD). The program allocates funding on a formula/entitlement basis and funds activities directed toward neighborhood revitalization, economic development, and the provision of improved community facilities and services. Participation can be through funds allocated by the state or county with generally no requirement for matching funds on the part of the receiver. CDBG funding is variable, depending on federal government allocations. Historically, CDBG grants funded much of Odessa's low-income housing projects. Drastic cuts to federal funding, however, have significantly reduced the City's ability to build and participate in low-income projects.

HOME Investment Partnerships Program

Federal, state, county and local program administered by the Community Planning and Development Office (a department of HUD). The program allocates funds on a formula/entitlement basis and funding may be used for a variety of activities including housing rehabilitation, tenant-based rental assistance, assistance to homebuyers, acquisition of housing, new construction of housing, site acquisition, site improvements, demolition and relocation. There is typically a matching funds requirement on the part of the receiver equal to 25 percent of the total grant amount.

Neighborhood Initiatives Grant

Federal, state, county and local program administered by the Community Planning and Development Office (a department of HUD). The program allocates funds on a competitive/discretionary basis; generally no requirement for matching funds on the part of the receiver.

Habitat for Humanity 501(c)(3)

Habitat for Humanity is a non-profit organization that builds and rehabilitates homes through partnerships with low-income residents. Houses, sold at no profit to pre-qualified, low-income families, are financed through no-interest mortgages. Mortgage payments are returned to a revolving fund, which is used to finance more construction. Pre-qualified homeowners are required to invest hours directly working on the Habitat project. The organization utilizes volunteer labor, monetary and in-kind donations to build houses. Odessa does not currently have a Habitat for Humanity program.

Odessa Housing Finance Corporation

A 501(c)(3) private, non-profit corporation formed to address special needs of a community, such as the revitalization of low and moderate-income neighborhoods; generally relies upon fundraising efforts for capital. Funding may also include CDBG or HOME funds from the local government or State grants; typically undertakes smaller projects that are less profitable to a bank lender by lending money directly or utilizing funds as a guarantee for conventional bank loans; usually comprised of a group of active community volunteers or developers and managed by financial administrators.

Organizational Support

These types of activities bring the community together to help residents in need. They can be organized at various times of the year and involve local organizations, civic groups and places of worship. Citizens provide the labor, businesses provide the supplies, and the City provides contact and organization. The City can also participate by helping identify housing units in need, prioritizing properties in need of improvement, and obtaining donations from local businesses. These programs have been proven to help improve numerous homes on an annual basis.

Affordable Housing Partnerships

Tax Increment Reinvestment Zone

When Tax Increment Reinvestment Zones (TIRZ) are created, such as within the downtown area, the increment that is used for development incentives should be contingent upon the provision of affordable housing. Most communities require a certain percentage of units be affordable in order to receive any TIRZ funding disbursements or incentives. The percentage requirement is typically tied to land values—the higher the land values the more difficult it is for a developer to financially accommodate affordable housing provisions. Typical requirements are a 10 to 20 percent affordable housing requirement.

Housing Unit Incentives

When not located within a financing district, Odessa can provide incentives or rebates for developers who accommodate affordable housing units in their development. The City would offer a specific rebate for up to a certain number of units per development. The units would be required to remain affordable for a specified period of time. This type of incentive can also be used for workforce housing in addition to low-income housing.

Mixed-Income Projects

These projects help to disperse affordable options throughout the community and combat concentrated poverty. Public housing projects should be built with low, moderate and market rate units. Additionally, programs such as Section 8 Vouchers and other types of subsidies allow recipients to choose living options that meet their locational needs.

Partnerships with Energy Companies

One of Odessa's greatest assets are the energy companies that have large operations within the community. Much of the success of these energy companies is dependent upon the resources extracted in the Permian Basin. Additionally, many of their employees call Odessa home for short and long periods of time. In cities like Houston, energy companies have been providing funding to aid in workforce and affordable housing. Funding distribution to the Odessa Housing Finance Corporation would be particularly effective and important.

We Envision…Reinvestment in Our Core Neighborhoods

Policy: Protect Neighborhoods through Code Enforcement

Code enforcement helps to keep our neighborhoods, corridors and community well-maintained. Private property investments are protected when the neighborhood and community look their best. This can be achieved through effective code enforcement. Code enforcement campaigns will publicize particular issues and will help the community fairly and equitably address those issues.

Policy: Facilitate Organizational Involvement

Our community organizations and religious institutions are an asset when it comes to neighborhood revitalization. Organizations and places of worship can be directly involved in the neighborhoods they are located in, or can participate in community-wide efforts, by creating teams of volunteers. The City can organize neighborhood improvement days that focus on neighborhoods and individuals in need. These types of volunteer activities help to foster a sense of community by bringing together residents, businesses and organizations for the common good.

Policy: Provide Incentives for Property Maintenance

It is beneficial to our community when wear and tear issues are addressed quickly. Property maintenance and upkeep is ultimately the responsibility of the property owner, but in certain cases some help is needed to perform repairs. In order to promote vibrant and healthy neighborhoods, the City should provide grants and other incentives that help residents improve the exteriors of their property.

Policy: Facilitate and Organize Neighborhood Empowerment

Reinvigorating neighborhoods is dependent upon the residents themselves. We believe that residents should be empowered and given the tools, information, and resources to improve and change their own neighborhoods.

Policy: Take an Active Role in Reinvigorating Our Neighborhoods

We believe the City has a responsibility to actively participate in neighborhood revitalization by engaging in partnerships, offering incentives, and making quality of life improvements within our core neighborhoods. These expenditures today have positive financial and social rewards in the future.

We Envision…A Diverse Range of Housing

Policy: Make Odessa a Life-Cycle Community

Our housing needs may change throughout our life and it is important that our community provides a variety of housing types and sizes to meet a variety of stages of life and housing needs. *Envision Odessa* provides a framework for development, redevelopment, aesthetics and quality of life. Following the Plan and using it as a guide as decisions are made will help us create and redevelop diverse, strong and attractive neighborhoods that meet our changing needs.

Policy: Create Mixed-Income Housing Projects

The impacts of concentrating poverty are far-reaching. Diverse housing projects should be dispersed throughout the community to give all residents the opportunity to succeed. Affordable housing projects themselves should be mixed-income in nature, providing low, moderate and market rate units. Incentives for affordable housing in multifamily units will also provide diverse housing opportunities throughout the community.

Policy: Coordinate with Local Resources for Homeless Housing Provisions

Our community has several organizations that assist our homeless residents. These organizations address a variety of different needs and situations. Our community should support these organizations and ensure that the various services these organizations provide are assisted by community awareness, support and resources, when available. Coordinated outreach as part of the greater housing plan for the City will ensure that limited resources available to these organizations and the City are effectively used.

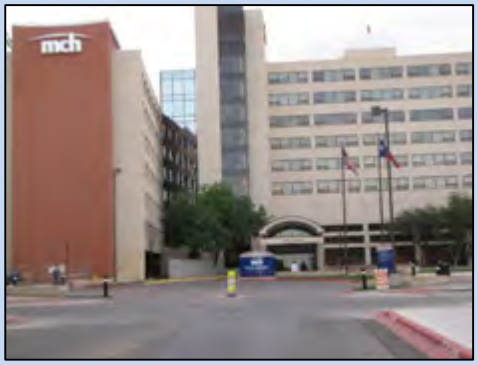
We Envision…Workforce and Affordable Housing

Policy: Create Affordable Housing through Private Initiatives

Sole responsibility for creating affordable and workforce housing options cannot lie with the City itself. As development occurs within Odessa, opportunities to include workforce and affordable housing should be considered, such as offering unit rebates for providing affordable housing units within a development. All residential developments that take place within Tax Increment Reinvestment Zones (TIRZ) and receive public assistance and incentives should be required to provide affordable units.

Policy: Coordinate our Resources to Secure Funding

Many of our community's existing affordable housing complexes were built by obtaining grants and funding through a competetive process. Affordable and workforce housing are a community endeaver and should include support from the City, Ector County, MCH Hospital, Odessa Regional Medical Center and Texas Tech University Health Science Center. This type of workforce housing coalition would effectively use resources and would increase the liklihood of Odessa being awarded highly competetive housing grants.



Policy: Include Energy Companies as a Housing Partner

The energy industry is the driving force behind our economy. Many of their employees call the Permian Basin home, whether it be for a short or long period of time. For this reason, energy companies should continue to be invested in our community's quality of life and housing, particularly for those that serve us, such as police, fire, teachers and nurses. Assistance, donations and partnerships for workforce housing should be created with the energy companies themselves. Additionally, funding and partnerships should be considered between energy companies and the Odessa Housing Finance Corporation.

Policy: Collectively Advocate for Odessa's Housing Issues

Funding that Odessa and all communities use for affordable housing projects typically comes from the state and federal levels. A united front and coalition to compete for funding and advocate for housing issues increases our chances of securing the funding that is needed. This comes from a plan, a united approach, partnerships and advocating for Odessa in Austin.

We Envision…

- *Vibrant Downtown*
- *Livable Downtown*
- *Workable Downtown*
- *Connected Downtown*

Our Identity: Downtown Odessa

When we think of cities, one of the first images that comes to mind is downtown. Skylines, in particular, are symbolic of a city's status, wealth, growth and economy. Larger skylines represent vibrancy and power and serve as iconic and definitive symbols of American cities. Historically, from large cities to smaller towns, downtown was the heart and core of the community. It was where business was conducted and where residents went to shop, see a movie, and enjoy dinner.

During the second half of the 20th century, downtowns experienced a state of decline due to a variety of social and economic factors that caused cities to sprawl outward. Homes were built to accommodate the surge of family households in America. The automobile dominated American culture and shopping malls, and strip centers were built for automobile convenience. Commercial, office and entertainment activity followed the outward growth of cities.

Today, downtowns are experiencing a remarkable resurgence. Small towns and large cities alike are experiencing unprecedented growth in their central and downtown regions. Similar to how demographic changes in America demanded single-family neighborhoods, demographic changes today are driving the growth and resurgence of our downtowns.

How will Odessa leverage these demographic shifts to revitalize our downtown? ***How can we make downtown Odessa a place where people throughout the region come to play, shop and work?*** *How will we make our downtown a place where people once again want to live and invest?* This chapter helps us to envision the future of downtown Odessa.

Downtown Odessa

Downtown was once the geographic center of Odessa, surrounded by vibrant residential neighborhoods on all sides. It was where the City's best office space and retail locations were located. Today, the original neighborhoods are in need of regeneration and nearly all of Odessa's new neighborhoods are being built along and near SH191. Similarly, as residential development moved outward, many of downtown's businesses and retail establishments followed.

Downtowns nation-wide are experiencing unparalleled investment. Largely vacant and underutilized downtowns are experiencing new residential, office, retail and entertainment activities. There a variety of factors driving downtown revitalization. The primary factor is the nostalgia that many people are experiencing for that sense of community and place that is generated in downtown. As our national development patterns changed to accommodate the automobile, many of our great spaces and activity cores were lost. Mixed-use development is stepping in to fill this void as projects called town centers, or lifestyle centers, are being created in small communities and large cities alike.

"A revitalized downtown can be a source of pride for our community. It can be the place where we take family and friends visiting from out-of-town. It can be our identity and differentiator in West Texas."

Our community has the opportunity to leverage demographic changes and nostalgia for downtown revitalization. At *Envision Odessa* input meetings and surveys, downtown revitalization was a key issue and overarching theme. A revitalized downtown can be a source of pride for our community. It can be the place where we take family and friends visiting from out of town. It can be our identity and differentiator in West Texas. The following section is intended to provide ideas and guidelines for downtown revitalization efforts. The concepts within this chapter are starting points to bring life, energy and activity back to downtown Odessa.

Existing Downtown Efforts & Influences

Convention Center & Hotel

One of the most significant factors in play within the downtown area is the Convention Center & Hotel. The City has acquired land within the core area of downtown and has been actively seeking partnerships to facilitate the development of the Convention Center & Hotel.

The Convention Center & Hotel has the potential to transform downtown Odessa. The following are the potential benefits of this project on downtown:

- Provide first-class meeting space for conferences and conventions in the Permian Basin, attracting thousands to downtown
- Provide a signature hotel that would provide lodging, entertainment and business conveniences for travelers to the Permian Basin
- Provide a catalyst project to help initiate redevelopment of downtown
- Serve as a foundation for an entertainment district within the core of downtown
- Increase the likelihood of attracting new housing developments downtown
- Provide an investment for a Downtown Tax Increment Financing District, creating a funding source for infrastructure improvements and incentives.

Downtown is currently dominated by health care, educational and governmental uses. The key missing components within downtown today are entertainment and housing—there is no reason for patrons to come downtown unless they are visiting a governmental or health care facility and there is not a large residential base within the core of downtown at the present time. Creating a reason for people to come downtown is the first step towards revitalization and this project helps to facilitate those efforts. Additional public spaces and entertainment options, when combined with this initial development, will create an entertainment core within downtown. Residential demand will increase as residents seek opportunities to live near entertainment and activity sources.

Medical Facilities

Two of downtown's largest employers are Medical Center Health System (MCH) and Odessa Regional Medical Center. These two facilities create the western and eastern borders of downtown. The medical facilities are a significant asset to downtown by bringing thousands of people, either employees or visitors, to the area daily. The facilities provide a significant base of potential customers for downtown restaurants and retailers, particularly during the lunch hour. Continued expansion of these medical facilities and their operations will only bring more visitors to downtown Odessa.

Texas Tech Health Science Center

The Texas Tech University Health Science Center at the Permian Basin was established in 1979 and is one of several extensions from its primary operations in Lubbock and El Paso. The Health Science Center provides both educational programs and health services to patients through a partnership with MCH Hospital. Educational programs offered are expected to continue increasing in conjunction with the rapid growth of the Permian Basin and Texas Tech Health Science Center System. The anticipated growth will provide additional students, employment and research activities.

The implications of the Health Science Center are primarily tied to residential living options and services. Housing provided within downtown would enable students and workers to live closer to the facilities where they work. Bringing activity and energy back downtown will help to raise an interest in living downtown. More residents living downtown will create more retail, restaurant and entertainment uses.

City of Odessa

The City of Odessa is one of the region's largest employers. Key City facilities are located within downtown including Municipal Plaza and the Odessa Police Department. Municipal Plaza functions as an activity generator by bringing visitors to downtown. Future facility considerations should keep City Hall within the downtown core.

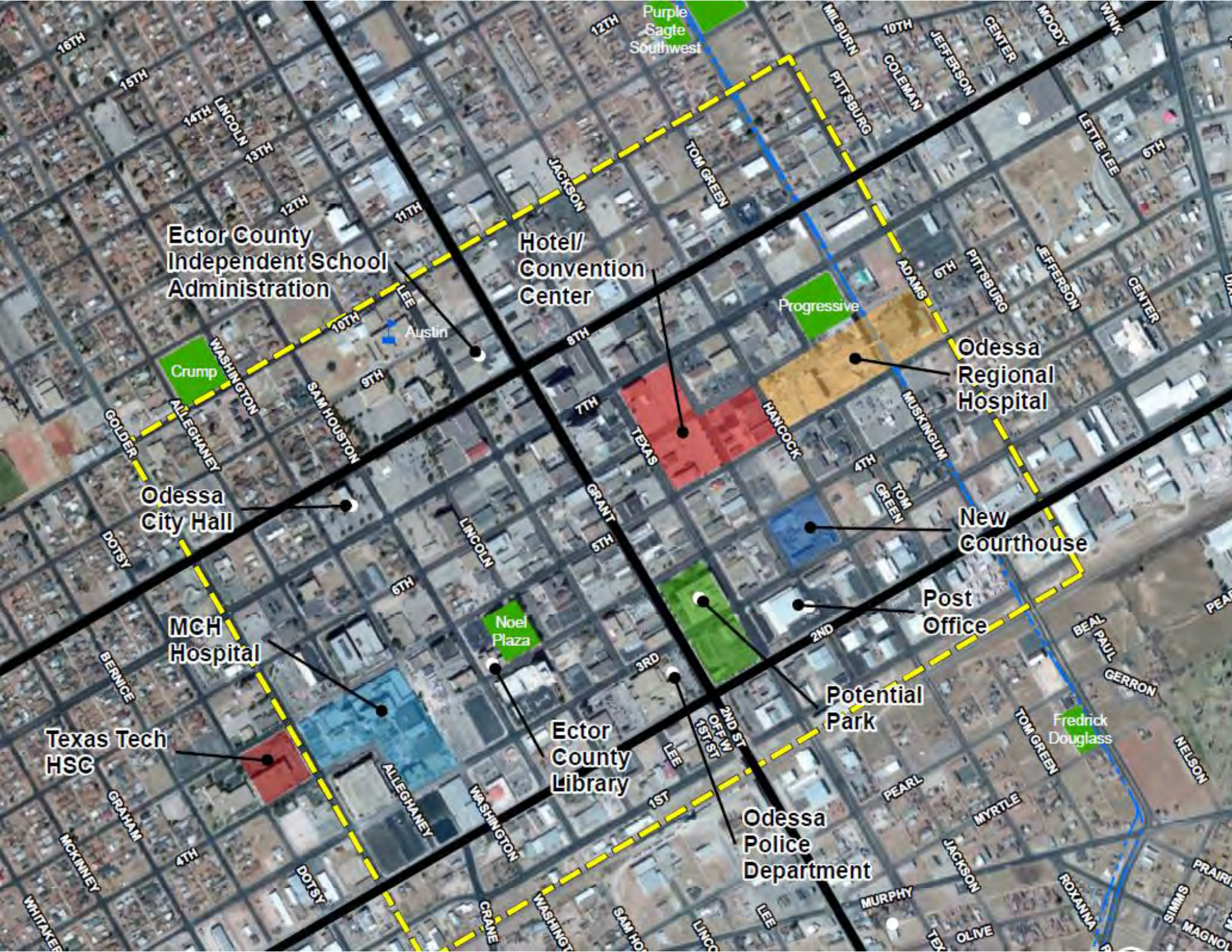
Ector County

Ector County operates numerous facilities downtown including the Ector County Courthouse and associated offices, and the Ector County Library. The presence of Ector County Courthouse has made many small offices attractive for legal services. The employees, activity and ancillary uses are an integral part of downtown today and should be an extremely important part of downtown's future. The role of the Ector County Courthouse in downtown cannot be understated—every effort should be made to keep future Ector County facilities within downtown.

Streetscape Enhancements

Streetscape enhancements send the message to private investment that the public sector is dedicated to improving a particular area. Private investment occurs when risk is minimized and when return on investment potential exists. Redevelopment involves the public sector creating an environment where private investment can flourish. 5th Street through downtown Odessa has recently been enhanced with on-street parking, landscaping, decorative lighting features and curb extensions. Additional improvements such as these will send the message that the City is committed to downtown revitalization and makes private investment less risky.

"Redevelopment involves the public sector creating an environment where private investment can flourish."


Ector County Independent School Administration
Hotel/ Convention Center
Odessa Regional Hospital
Odessa City Hall
New Courthouse
Post Office
MCH Hospital
Noel Plaza
Potential Park
Texas Tech HSC
Ector County Library
Odessa Police Department
Crump
Austin
Progressive
Fredrick Douglass
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TOM GREEN
MILBURN
COLEMAN
JEFFERSON
CENTER
MOODY
WINK
PITTSBURG
LETTIE LEE
LEE
WASHINGTON
SAM HOUSTON
ALLEGHANEY
GOLDER
DOTSY
BERNICE
GRAHAM
MCKINNEY
WHITAKER
TEXAS
GRANT
HANCOCK
ADAMS
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BEAL
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MYRTLE
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OLIVE
ROXANNA
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1ST ST

Downtown Vision

Convention Center Area Concept

Part of the visioning process involves thinking about the various elements that are desired for downtown. The Convention Center Concept was created to envision how the Convention Center & Hotel could be combined with other redevelopment efforts to create vibrancy downtown.

The Convention Center Concept envisions a hotel, public plaza and a parking garage that could be used for hotel uses as well as public events. Urban apartments would provide ground-level retail with apartments above. A potential sports park serving local colleges and regional tournaments would be a key catalyst for bringing visitors downtown. An interactive public plaza would be a central feature that brings all the different elements together. All these elements would be downtown Odessa's catalyst project and would be completed incrementally. Financing districts and incentives would initially be used to support the catalyst project. Ultimately, the energy created by these investments would spread outward to other portions of downtown.

The image below is a result of the visioning process. It is only conceptual in nature and is only intended to show the various elements that could be used as part of downtown catalyst projects. Alternative locations for plazas, apartments and the sports park may be desired.

Thoughts on Downtown Odessa...

Dining and Shopping
- Outside Dining
- Shopping
- Restaurants

Interactive Play Areas
- Greenspace
- Splash Pads

Music, Arts & Entertainment
- Amphitheater
- Arts Venues & Public Art
- Music Festivals

Human Scale Design
- Walkability
- Bike Friendly
- Transit

Downtown Strategies

The Downtown Strategies Map on the following page is a conceptual vision for how downtown might develop. The downtown concept was developed by considering a variety of factors including existing activity centers, planned developments and future opportunities. Connectivity within downtown and adjacent areas is also depicted in the concept. These linkages should be the focal point for pedestrian and bicycle enhancements. The following pages reflect each of the particular elements in the downtown concept in more detail.

The concept should be used to guide public investments and private incentives. It provides a framework for the various elements that downtown should seek to incorporate as a part of downtown revitalization. Code revisions to support some of the concepts will likely be necessary, particularly for temporary and transitional uses. Below are the primary elements that are described in more detail in the pages to follow.

Infill Development

Infill development parcels are shown on the downtown concept. Infill areas will be critical for downtown revitalization and will require incentives and partnerships. Strategic infill parcels have been identified based on a combination of market factors, traffic counts and strategic entertainment areas.

Convention Center & Hotel

The Convention Center & Hotel is the primary catalyst project for downtown. Without this project, downtown redevelopment will be difficult. A financing district should be created before construction on the Convention Center & Hotel commences in order to utilize the tax increment generated by the hotel for other downtown improvements.

Entertainment District

Entertainment venues are the most critical need within downtown. People need a reason to come downtown and entertainment venues are the easiest and most economical way of facilitating transition. The entertainment district should be focused around the hotel and convention center to capitalize on visitors and hotel guests. Temporary and transitional uses should be focused in this area, particularly on vacant and underutilized lots.

Downtown Park

A downtown park will provide a usable and interactive space for community events, music festivals, outdoor movie nights, food trucks and other activities. It is imperative that the design be active rather than passive to support activity generation.

Multi-Modal Corridors

Downtown's differentiator from the rest of Odessa is that its design is intentionally compact and urban. One of the major design features of urban areas is walkability and connectivity. People should be able to move around downtown safely whether that be by car, foot or bicycle. The downtown concept identifies key mobility corridors that should give special consideration to pedestrians and bicyclists. Fifth Street, in particular, provides pedestrian and bicycle linkages between all the main activity centers downtown.

Creating a <u>Tax Increment Reinvestment Zone (TIRZ)</u> will be a critical element to funding downtown revitalization efforts. As property values increase within the TIRZ boundary area, the increase in land value is used to fund infrastructure and aesthetic improvements. Most importantly, the tax increment can be used to aid in the rehabilitation of abandoned structures and for housing and economic incentives.

Downtown Strategies Map

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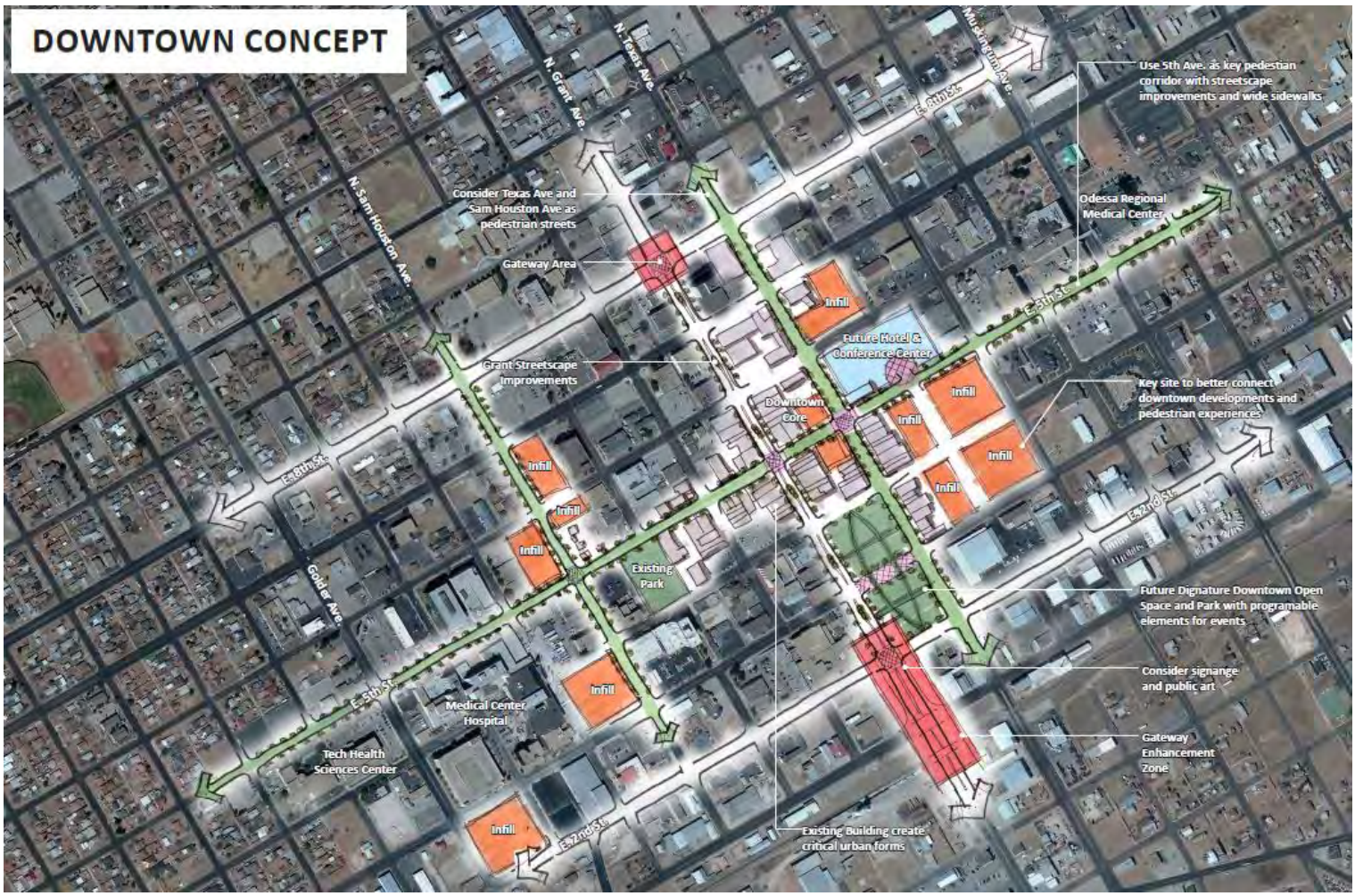

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Texas Avenue

The Fifth Street and Texas Avenue intersection, from a geographic and economic standpoint, is the bull's-eye for downtown. It is roughly the half-way point between the two hospitals, is one block away from high traffic volumes on Grant, and will be adjacent to the Convention Center & Hotel, downtown's largest catalyst project. Efforts to revitalize downtown should be focused in this area to build a node of activity that can spread out to other parts of downtown. In contrast to Grant Avenue, Texas Avenue has much lower traffic volumes and an exceptionally wide street. Texas Avenue should be designed to be pedestrian friendly and should be downtown Odessa's entertainment core, building off the energy established by the convention center and hotel.

As the heart of downtown's redevelopment, Texas Avenue, and its adjacent areas, should consider the following:

- Wide Sidewalks for Outdoor Patios
- Pedestrian Friendly Streetscape
- Entertainment Uses and Nightlife
- Temporary Uses on Vacant Properties
- Bicycle Accommodation & Racks

A downtown park, as shown in the Strategy Map, should be located within the vicinity of this activity core.

Fifth Street

Fifth Street is the key east-west corridor through downtown. Fifth Street is envisioned to be a key connector through the heart of downtown, linking MCH Hospital, government buildings, the hotel/convention center and Odessa Regional Medical Center.

The City completed streetscape improvements to Fifth Street in 2014, including pedestrian infrastructure and landscaping. The intersection of Fifth Street and Texas Avenue, as a key intersection in downtown, should also be enhanced. On-street parking should remain a feature of Fifth Street, along with wide sidewalks, street furniture, shade trees and landscaping.

Infill buildings along Fifth Street should be designed to a human scale including storefront facades, awnings, canopies, displays and signage.

Fifth Street is depicted as the key east-west bicycle corridor through downtown. Incorporating sharrows and accompanying signage will be a low-cost way to incorporate bicycle infrastructure.

Sam Houston Street

Sam Houston Street contains a variety of unique establishments. The corridor has a mixture of single-family homes, offices and government uses, such as City Hall and the Ector County Library, Noel Plaza and Lincoln Tower Retirement Residences. Sam Houston Street is also one block to the east of MCH Hospital.

Many of the existing structures along Sam Houston could be converted into restaurants and entertainment spaces over time. The single-family homes provide character and could provide a shell for adaptive reuse. Vacant areas provide infill opportunities such as apartments with ground level retail. The apartments could serve MCH and Texas Tech Health Science Center employees and students, while the retail could provide services to residents, employees and visitors to the area.

In contrast to the core of downtown, infill development along Sam Houston Street should have maximum heights of two to three stories. If homes are converted to entertainment uses, front yards should be converted to outside patios. Other infill development should be brought to the street with parking to the side or behind the building.

Streetscape elements should include considerations for pedestrians, bicyclists and automobiles.

Downtown Park

The Downtown Park is envisioned to be the core public space in downtown Odessa. It should be intentionally designed as active and interactive, serving as a multiuse space for a variety of functions and events. The park should function as a mechanism to bring life and activity back to downtown and attract visitors from within Odessa and throughout the region. The park should be designed to accommodate community events, such as festivals, concerts and other performances.

Envisioned elements within the Downtown Park include, but are not limited to:

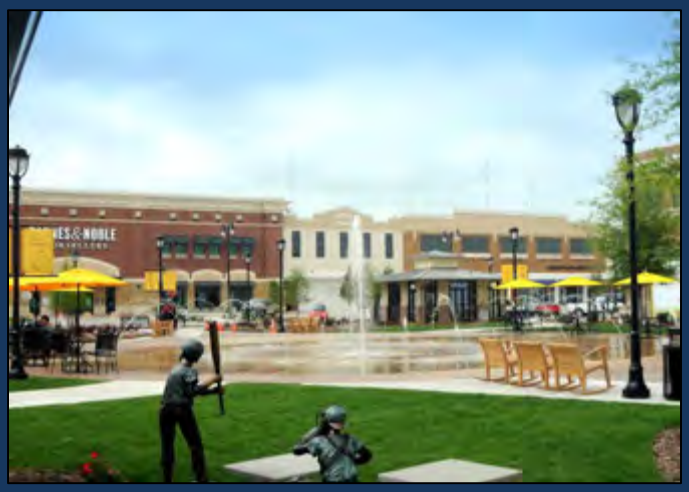
- Passive space/leisure space
- Open lawn for festivals and concerts
- Children's play area
- Splash feature/interactive water feature
- Food truck areas with electricity connections
- A stage or pavilion for concerts, plays and movies
- A central lawn for festivals and events

When possible, xeriscape landscaping should be used to reduce water consumption. The Park, combined with the Convention Center & Hotel, will serve as a catalyst to facilitate downtown investment and redevelopment.

Downtown Parks and Public Spaces

Clyde Warren Park, Dallas

Uptown Village, Cedar Hill



Downtown Park, Oklahoma City

Infill Development

Infill development takes advantage of existing infrastructure. It takes place on vacant lots amidst existing development. It also includes situations where an existing structure is demolished and a new structure is built.

The most important design consideration for infill development within downtown is uniformity. New development downtown should be compatible with the existing framework and should conform to long-range objectives and themes. All infill in downtown should be urban in design.

The following are uniformity guidelines that should be followed for infill development within the downtown core:

- Construction should be respective of prevalent scale, massing and height of nearby buildings.
- Buildings should be brought to the lot line along the primary facing street.
- Parking should be located on the side or rear of building.
- Buildings should be oriented to encourage street-level, pedestrian-oriented uses.
- A minimum of 50% of a new building's ground level facing the primary street should be devoted to doors and windows.

Before and After images of Downtown Odessa at Fifth Street and Texas Avenue. Infill development is to scale with adjacent development and is brought to the property line with parking on the interior. Pedestrian and urban design enhancements are also shown, along with on-street parking and a bike lane.

Gateways

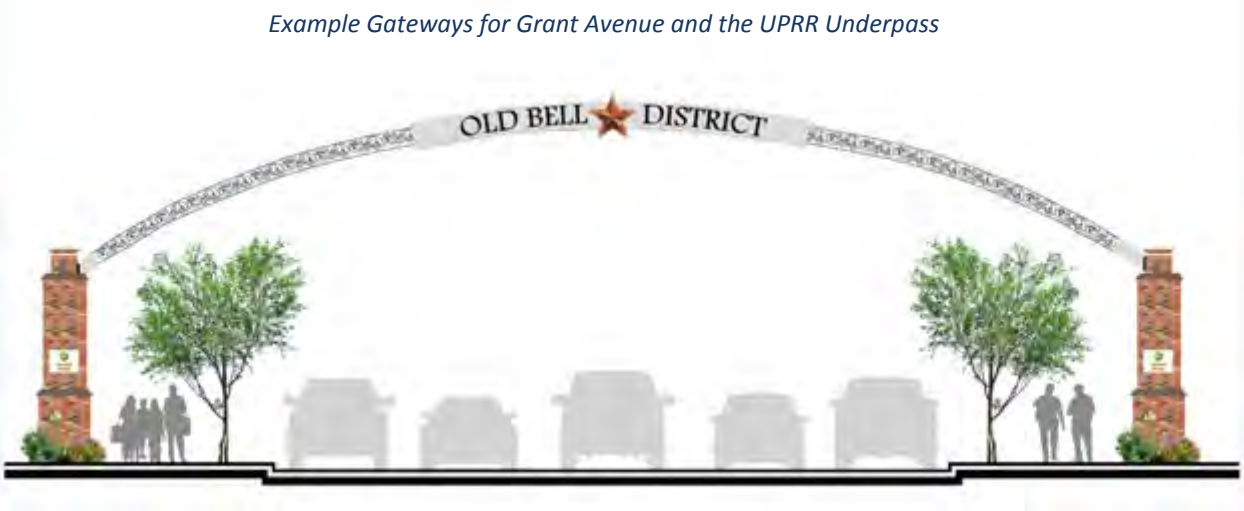
Gateways serve as visual entrances into a district and create a sense of arrival and departure. They help to identify and attract attention to an area. Gateways will be an important design element within downtown. They should be strategically placed in areas with the highest volumes of traffic and should be constant in design theme. They should be bold, innovative and reflective of the theme desired for downtown.

The largest gateway should be at the UPRR underpass along Grant Avenue. The design of the railroad underpass should be amplified to serve as an exciting entrance into downtown. The use of lighting should be encouraged. This gateway should continue to the intersection of Grant and 2nd Street. Intersection design should be bold to slow down traffic along Grant Street through the heart of downtown.

The second primary gateway should be the intersection of Grant Avenue and 8th Street. Design should be consistent with the theme of the 2nd Street intersection.

Smaller gateways, such as signage, should be incorporated along secondary streets.

Example Gateways for Grant Avenue and the UPRR Underpass



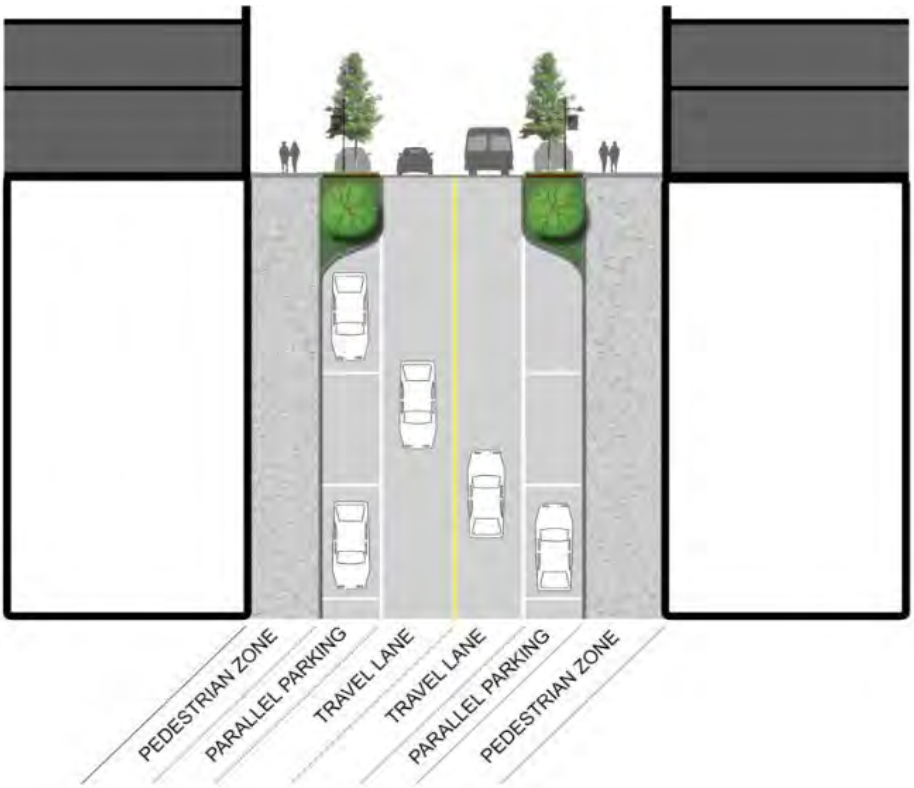
Streetscapes

Downtown streetscapes should be different from other areas of Odessa. Streetscapes should reflect the area's urban character. The following design characteristics should be considered for streetscape improvements:

- Bulb outs and curb extensions
- Landscaping for traffic calming
- On-street parking
- Removing middle lane in low-traffic areas
- Enhanced crosswalks

Streetscape design should consider the following three areas during design:

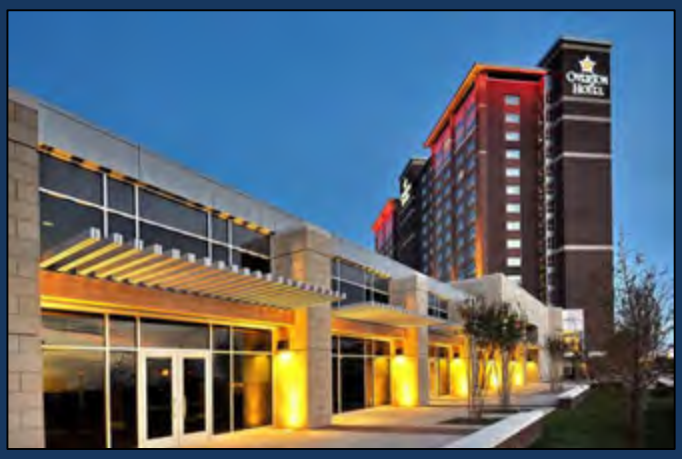
- Pedestrian Zone: Sidewalks and landscaping between the building line and the curb
- Parking: When possible, on-street parking should be included.
- Travel Lane: Reducing travel lanes from 12' to 11' in high activity areas will naturally slow traffic.



At a Glance: How Other Cities Financed Redevelopment

Downtown Lubbock/North Overton Park

The North Overton redevelopment project was a public/private partnership to revitalize one of Lubbock's most dilapidated neighborhoods. While a huge portion of the project was privately funded, City participation was also required. The City created a Tax Increment Reinvestment Zone (TIRZ) around the area. As property values increased, the additional tax revenue was used to fund public infrastructure, such as enhanced streets. The 2002 value of North Overton was approximately $28 million. As of 2013, the value of North Overton had increased to approximately $750 million.



Downtown Fort Worth

Downtown Fort Worth has received national acclaim for its downtown revitalization efforts. Public/Private Partnerships between the City and private developers, as well as the creation of a Tax Increment Reinvestment Zone (TIRZ) were the catalysts for downtown revitalization, along with participation from key Fort Worth families. The value of downtown prior to revitalization was approximately $300 million. A total of $60 million in TIRZ funds and city investments were put into downtown. The value of downtown Fort Worth today is approximately $850 million.

Kingsport, TN

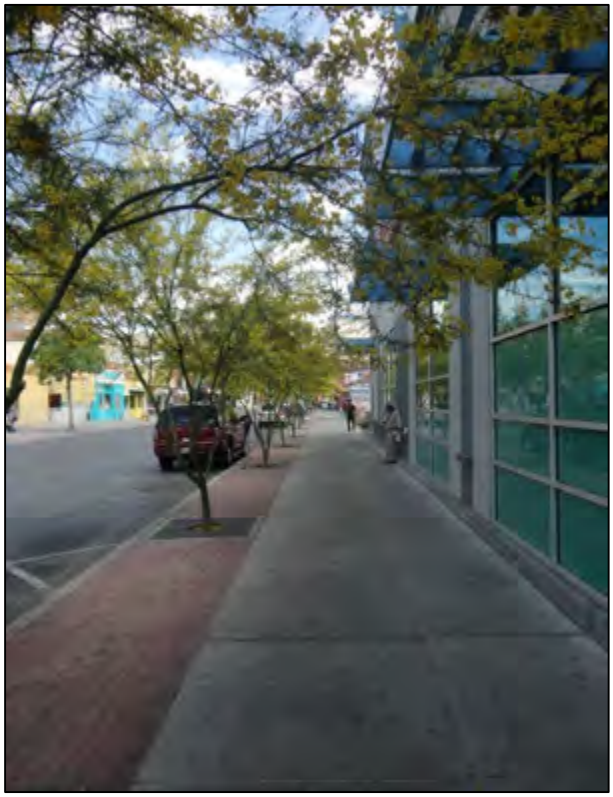
A city of approximately 60,000 residents, downtown Kingsport has been brought back to life using public investments in streetscaping and public art, as well as the creation of a non-profit downtown development corporation. The downtown development corporation markets downtown and its businesses and works to lure additional opportunities to downtown. The value of downtown increased from $22.7 million to $64.5 million with an $8.5 million investment by the city.

Pedestrian Orientation

The vast majority of Odessa is designed to be low density and auto-centric. Downtown, on the other hand, must incorporate different design principles. By nature, downtown is inherently urban, and the design of the area must be geared to foster an urban environment. One of the biggest differences between an urban and suburban environment is pedestrian orientation and walkability. Walkability refers to how conducive an area is for walking.

There are a variety of design features that should be incorporated downtown. These design features should be considered for streetscape improvements and redevelopment projects. They include:

- Minimum of 10' Sidewalks
- Street Trees Between Walkway and Street
- Pedestrian Lighting/Decorative Lighting
- Enhanced or Raised Crosswalks
- Curb Extensions/Bulb Outs
- Street Furniture, Including Benches and Refuse Containers
- Downtown Signage, Monuments and Public Art



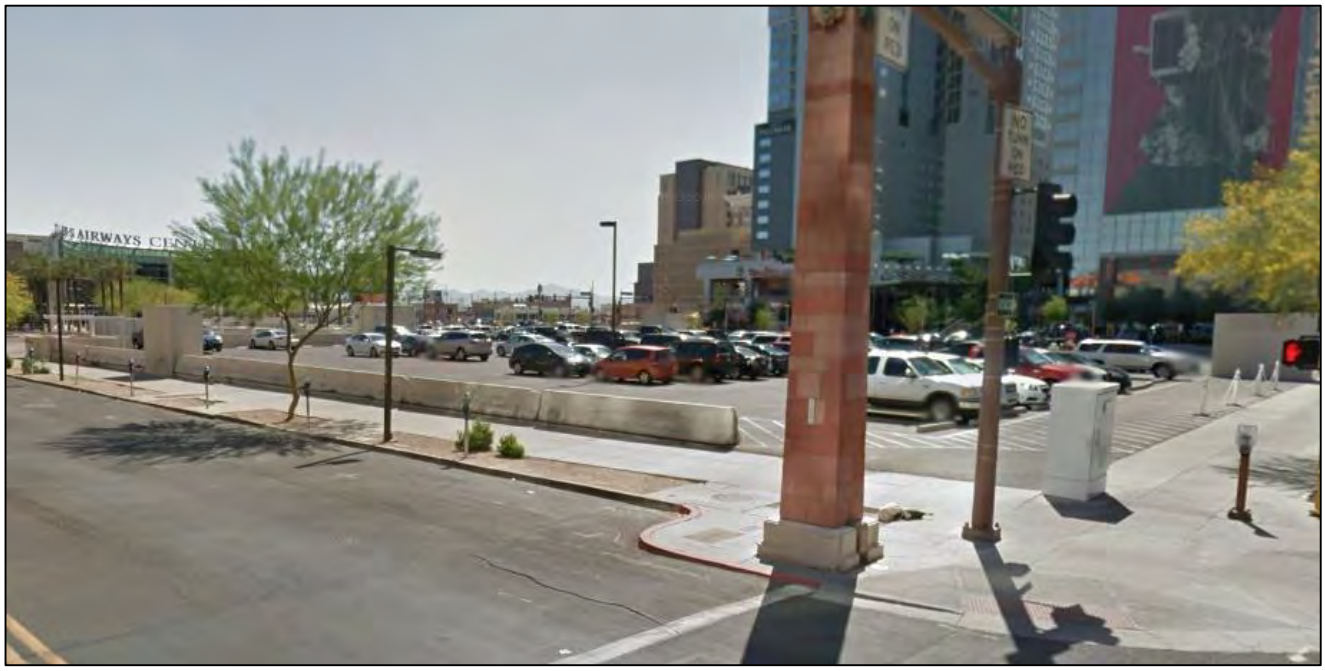
Downtown Parking

Parking within downtown should be accommodated by a variety of methods including on-street parking, surface parking lots and parking structures.

A significant number of roadways within downtown currently provides on-street parking. On-street parking should be continued and expanded to additional streets when possible.

Surface lots are typically privately operated. Surface lots in downtown should be seen as infill development opportunities rather than permanent features. While no structure may be present on a surface lot, they should contain landscaping buffers around the perimeter of the lot.

Parking structures should be encouraged in the downtown core. Parking structures in highly visible areas should either contain first level retail or design elements that make the parking garage less obtrusive.



Adaptive Reuse

Downtown Odessa would be a prime location for adaptive reuse. Adaptive reuse is redevelopment that utilizes an existing structure, especially for a use different than what the establishment was originally designed to accommodate. For example, mechanic garages and automobile service facilities have become popular for use as open air restaurants—when the weather is appropriate, garage doors are opened.

One of the biggest obstacles for downtown is creating reasons for people to come back to the core. Public input at the downtown event indicated that there is a lack of activity downtown, particularly after 5 P.M. Encouraging adaptive reuses in downtown Odessa would be a resourceful and economical way to create energy and activity within the core, particularly if restaurants and entertainment uses are established.

The biggest challenges for adaptive reuse are zoning and building codes. Zoning within downtown should encourage a mixture of land uses, including adaptive reuse of existing buildings. An adaptive reuse checklist should be created to guide applicants on the process. Entertainment and restaurant establishments, in particular, should be encouraged or incentivized.

Temporary/Transitional Uses

Revitalization happens when we create spaces where people want to be. Downtown revitalization should promote concepts that create activity, both permanent and temporary, in downtown Odessa.

Temporary uses are a quick and economical way to create activity and vibrancy within a particular area. As activity is created, private investment typically follows. Temporary uses should be encouraged on vacant land in downtown, particularly near and around the Convention Center & Hotel. Temporary uses can refer to sites with no physical structure, or sites where an economical structure, such as a decorated metal building, are built. Temporary uses operate on ground leases and are not envisioned to be permanent fixtures. In order to qualify, the proposed use must generate activity.

Temporary use examples include:

- Shipping container establishments
- Metal building restaurants
- Outdoor entertainment venues
- Food truck parks
- Concert/festival space
- Dog parks

West Texas' low humidity and relatively cool summer evenings and nights make outdoor concepts attractive.

Design Guidelines

Building Forms

Buildings should be designed with tripartite considerations—a distinguishable base (first floor), middle (upper façade) and top (roof element). Focusing on these three elements will ensure creative design throughout downtown both from the pedestrian and street views. The use of awnings, canopies, balconies and cornices, among others, will enhance the overall visual appeal of new buildings downtown.

Exterior Materials

A combination of masonry, EIFS and engineered stone/brick should be required on all street fronting wall planes. In order to create unique buildings and break monotony, no single material should make up the entire front façade treatment. Changes in materials and the use of architectural enhancement elements should be required. Changes in materials for façade treatments should be used to identify a building's individual floors, highlight building features and define building forms and elements.

Exterior Colors

Exterior building colors should avoid the use of fluorescent colors and florescent paints. Colors should complement the architectural elements and style of the building. Colors used should also complement and be respective of the area where it is located. No single color should be used for the entire exterior façade in street fronting areas.

Architectural Element Examples

Cornice—A continuous, molded projection that crowns a wall or divides horizontally for compositional purposes.

Pilasters—A shallow rectangular feature projecting from a wall, having a capital and a base and architecturally treated as a column.

Quoin—An exterior angle of masonry wall, or one of stone bricks forming such an angle, usually differentiated from adjoining surfaces by material, texture, color, size or projection.

Frieze—The horizontal part of a classical entablature between the cornice and architrave, often decorated with sculpture in low relief.

Belt Course—A horizontal course of brick or stone flush with or projecting beyond the face of a building.

Canopy—An ornamental protrusion from the base level of a building providing both a decorative addition and shade for pedestrians.

Awning—A sheet of solid material stretched on a frame and used to keep the sun or rain off a storefront, window or doorway.

Balcony—Balconies can be used as patio space or as a faux design. In addition to their design function, they also help with crime prevention in urban areas by creating the feeling of eyes on the street.

Signage

Signage within downtown is significantly different from other parts of the City. Monument and pole signs dominate most establishment signage. In downtown, however, signage will likely be attached to the building itself. Building signage should match the architectural design of both the building it is attached to as well as the area in which it is located. The following are the types of signs that should be permitted and regulated within downtown Odessa:

- Wall signs
- Awning and canopy signs
- Projecting signs
- Hanging signs
- Marquee signs
- Window signs
- A-frame signs
- Murals
- Temporary signs

Wayfinding

Wayfinding signage serves two purposes. First, it helps to direct downtown visitors to places of interest including parks, plazas, public facilities and major activity generators. The second purpose is downtown branding. Consistent wayfinding signage reinforces downtown's design characteristics and helps to establish a sense of place. Wayfinding monuments are pedestrian-level signage—they are designed to be seen and read by pedestrians, not motorists.

Building Orientation

The orientation of new buildings is one of the most critical design considerations within downtown. Downtown Odessa has a much different physical framework than other parts of the City; therefore, different development guidelines should be used. The area's urban framework should be continued, in particular the orientation of buildings and how those buildings interact with the street.

New buildings, or a large portion of new buildings, should be brought to the property line. Setback requirements, if any, should be minimal. If on-site parking is required, parking areas should be located to the side or back of the building. Walls facing primary streets should contain windows and doors to avoid a solid wall.

Suburban style infill with parking separating the building pedestrian areas should not be permitted within the Downtown District.

Urban style infill brings the building to the property line and places on-site parking either to the side or rear of the building. This orientation should be required in the Downtown District.

Bicycle Accommodations

Bicycle accommodations will be a vital part of downtown revitalization. Demographic changes, particularly among Millennials, are bringing back the bicycle as a viable form of transportation. Bicycle facilities are not intended for high traffic and high speed roadways. Providing bicycle accommodations will improve the connectivity between downtown and adjacent neighborhoods and will also enable cross-downtown travel, connecting both hospitals to the core activity center.

Bicycle corridors are coordinated with the Downtown Strategy Map and include:

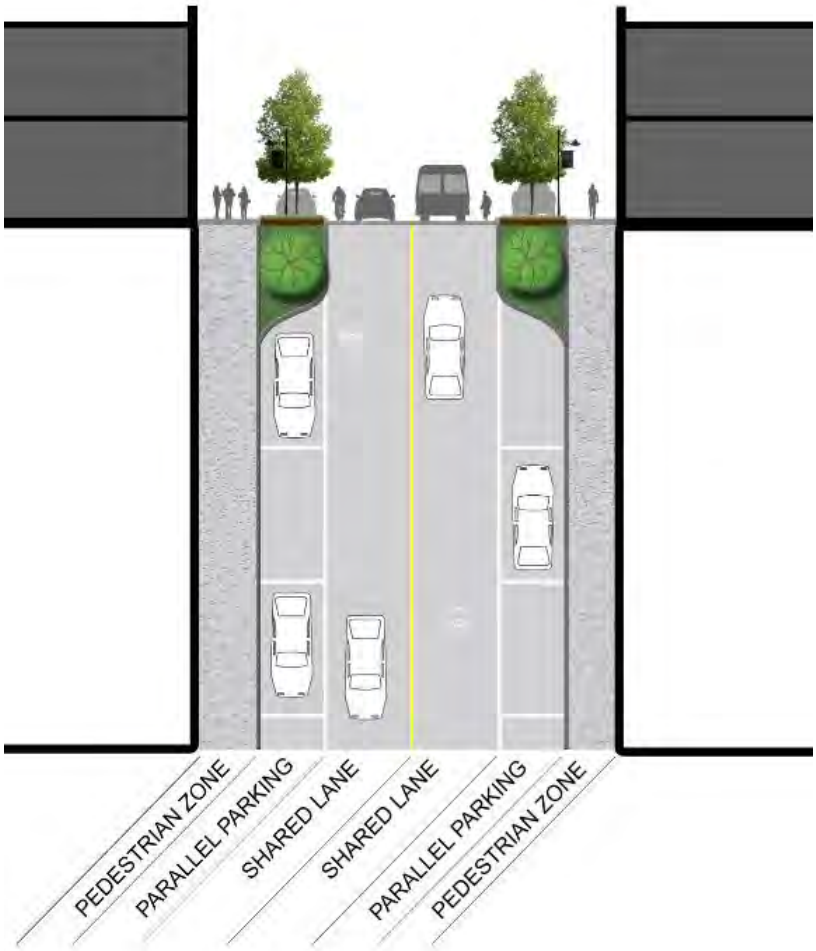
- 5th Street
- Texas Avenue
- Sam Houston Street

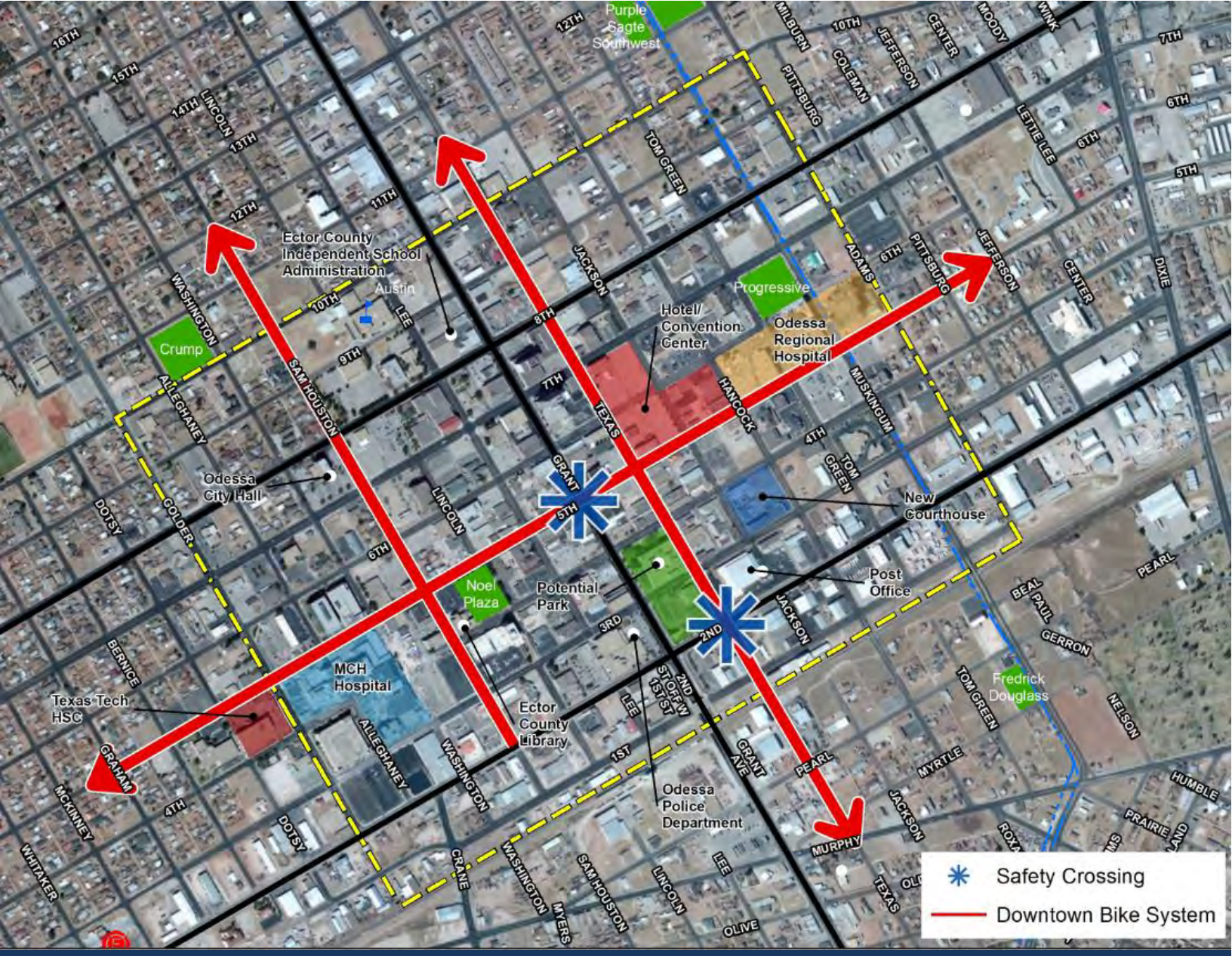
The 5th Street corridor provides east-west connectivity through the heart of downtown. It connects MCH Hospital, the Convention Center & Hotel and Odessa Regional Medical Center. Fifth Street provides a bicycle friendly east-west corridor linking the downtown activity generators with neighborhoods to the southwest of downtown.

The Texas Avenue corridor is the entertainment spine through downtown. More importantly, it has an at-grade railroad crossing on the Southside. This lower traffic crossing provides an excellent connection to the Southside and can continue down Texas Avenue to the Southside Village. Texas Avenue provides a bicycle corridor between downtown and neighborhoods in South Odessa.

Sam Houston Street functions as a north-south connector on the west side of downtown. It connects the downtown core to neighborhoods on the northwestern side of downtown.

Bicycle accommodation can take many forms, including bike lanes, cycletracks and sharrows. Sharrows are an efficient way to accommodate bicycles without a dedicated lane. When accompanied by signage on low speed roadways, they provide the visibility necessary to inform users that the corridor has been designed to accommodate bicycles.





What Are Sharrows?

There are many ways to accommodate bicycles. The most common methods cities use to accommodate bicyclists are bike lanes, cycletracks and sharrows. Sharrows are special markings within the traffic lane that enable a bicyclist to use the full traffic lane, if needed. Sharrows enhance bicyclist safety by providing identified corridors for their use. The presence of the markings also inform motorists that bicyclists may be present. Sharrows would be the most economical way to incorporate bicycle corridors through downtown.

Downtown Housing

A critical element to revitalizing downtown Odessa will be including a variety of housing options for people who are seeking opportunities to live downtown. In 1970, 40 percent of U.S. households were married couples with children living at the home. In 2012, this number was down to just under 20 percent. Less than 50 percent of all U.S. households are now married couples. In Odessa, 57 percent of all households are either one or two person households. While single-family neighborhoods are attractive and will continue to be built, there is also a demand for alternative housing types that meet the needs of singles, couples without children, and empty nesters—those who no longer have children living at home. Downtown is one of the best places to accommodate a diverse range of housing types. The following are housing options that should be promoted within the downtown district.

Small-Lot Homes

Many people want to live near downtown but still value the yard and privacy of a single-family detached home. Small-lot homes, such as patio homes, help to fill this void. Traditional Design (TND) is a type of housing design that fits well near downtowns.

Townhomes and Brownstones

Townhomes are single-family attached housing products. Each sits on its own subdivided lot and is owner-occupied. They help to serve as a transition from the core of downtown into adjacent neighborhoods.

Live-Above Lofts

Live-above lofts typically involve first level retail uses with a residential unit above. These are popular for business or studio owners who want to be close to their shop for flexible business hours. Zoning codes that prohibit mixed-uses often result in the second floor remaining vacant. Many existing buildings downtown could be used for this concept.

Urban Style Apartments

This housing product is typically new construction. It is designed to have ground floor retail, if located on a high-traffic street, and has several stories of apartments above the retail. These are generally renter-occupied housing products.

Adaptive Reuse

Many historic structures downtown that once served as office or industrial uses are being converted to residential units. These structures and warehouses make attractive residential products due to their unique character. There is typically a higher cost in remediating existing structures, and therefore, city participation and incentives are often involved, at least initially.

Condominiums

Condominiums provide ownership opportunities in urban settings. They are owner-occupied and are required to create a homeowners' association (HOA) to guide maintenance of the structure and associated facilities.

We Envision…A *Vibrant* Downtown

Policy: Create a Downtown Financing District

The best way to revitalize downtown will be the creation of a Tax Increment Reinvestment Zone (TIRZ). The TIRZ should be created prior to the completion of major projects so that the tax increment can be used for additional downtown projects.

Policy: Build a Catalyst Downtown Project

Successful revitalization will require activity from a number of different angles. A catalyst project will help to generate activity and will be a physical addition that reflects our desire for a vibrant and energetic downtown.

Policy: Encourage Temporary and Transitional Uses

Permitting temporary and transitional entertainment uses, such as shipping container establishments, is an economical way to create venues that bring people downtown. Creating energy and activity is our first and most important priority.

Policy: Build an Active Downtown Park

An active park downtown will create a place that people want to be. The park will provide space for community events and festivals, concerts, outdoor movies, food trucks, and a wide variety of activities.

Policy: Encourage Block Parties and Street Festivals

The City should partner with Downtown Odessa, Inc. and civic groups to bring community events downtown. Food Truck Fridays and other types of regular events should be encouraged.

Policy: Rehabilitate Abandoned Buildings and Eyesores

Dilapidated and vacant buildings downtown, especially in highly visible areas, present a negative image to potential investors. A program to assist in the rehabilitation of vacant buildings will remove these eyesores and will assist in the high costs of rehabilitation and remediation.

We Envision...A *Livable* Downtown

Policy: Provide a Range of New Housing Products Downtown

Single-family housing dominates our City. Downtown is an ideal place to incorporate diverse housing styles such as mixed-use apartments, townhomes, small-lot homes and condominiums. Higher density housing that might not be appropriate in our low density neighborhoods would fit perfectly with the overall downtown vision.

Policy: Encourage the Conversion of Vacant Structures into Residential Uses

Older structures can provide unique living spaces and are often attractive to creatives and Millennials. Converting some of our older buildings in downtown into residential apartments and lofts will help us rehabilitate vacant buildings and bring permanent residents to downtown.

Policy: Create Mixed-Income Residential Communities

Downtown is an opportunity to create different housing types; it is also an opportunity to provide housing for a diverse range of incomes. Mixed-income projects should be encouraged downtown and incentivized by funding from the TIRZ district.

Policy: Make Downtown Walkable and Bike-Friendly

Many of our streets have traffic speeds and congestion that make them unsuitable for bicycle facilities. Downtown, due to its more urban framework and lower speeds of traffic, is the best place to include bicycle facilities. The bicycle facilities can connect adjacent neighborhoods to downtown and will connect MCH Hospital, Texas Tech Health Science Center, the Convention Center & Hotel, Odessa Regional Medical Center and other downtown activity generators.

Policy: Create a Downtown Design Guidebook

If our downtown is to be truly livable, design will be crucial. A Design Guidebook for downtown will provide specific design standards, themes and regulations. The guidebook will ensure that all the different pieces of development are coordinated and consistent. Downtown is different from the rest of Odessa, and therefore, it will require its own rulebook.

We Envision...A *Workable* Downtown

Policy: Encourage Startup Companies and Collaborative Workspaces

Relatively cheap office space downtown is ideal for startups and creative industries. Texas' low regulations are bringing companies from across the nation to Texas and are conducive to starting small businesses. A business incubator program that provides certain types of assistance could leverage affordable office rates downtown and attract startups and other small businesses. A partnership with Odessa Development Corporation could provide not only funding, but also advertisement for these spaces.

Policy: Coordinate Employment Objectives with Downtown Odessa, Inc. and Odessa Development Corporation

While some larger scale employment projects may land downtown, it is more likely that small businesses and local businesses will be attracted to downtown in the short-term. Coordinating with the Odessa Development Corporation and Downtown Odessa, Inc. to encourage small businesses downtown will allow us to leverage key community resources for the same objectives.

Policy: Reduce Barriers for Additional Downtown Eateries

Additional restaurants are needed within downtown to serve the downtown working population. Permitting inexpensive and temporary establishments will bring additional options to serve the workforce as well as visitors to many of downtown's activity generators. A regular location for food trucks, downtown would also help serve the downtown population.

Policy: Ensure the Safety of Downtown Workers, Visitors and Residents

The revitalization of downtown is intricately linked to the perceived safety of the area. The presence of police cars, bicycle police, and strategically placed cameras will have the impact of both deterring crime and providing a sense of security for workers, visitors and residents. This is especially true after 5 p.m. when much of the day activity begins to diminish. Downtown is currently divided into four different police beats. Establishing a single police beat for downtown may aid in providing more effective monitoring.

A PHASED APPROACH TO IMPLEMENTATION

Existing Street

Phase I: Infrastructure and Roadway Reconfiguration

Phase II: Streetscaping and Development Incentives

We Envision…

- *Attractive Commercial Centers*
- *Resilient Neighborhoods*
- *An Attractive Community*

Our Quality of Life: Livability

When we think about the function and purpose of our city, things like streets, electricity, running water, sewer, trash collection and safety come to mind. All of these elements are required for a city to function and for a community—the people who live within the city—to flourish. What is less considered, but in some ways equally important, is the quality of life of our city.

Quality of life is somewhat intangible in that it can't be measured. We can design a street using specific standards. We can build homes using exact measurements. We cannot, however, measure quality of life because it is subjective. Each and every community must define what quality of life means to them and determine how their vision for quality of life can be achieved in the built environment. This is typically manifested through aesthetic design—the look and feel of the community.

In today's competitive and global economy, quality of life is a major consideration determining why a business, industry or resident chooses to locate in one city over another. Many relocations specifically look at a city's quality of life as part of its decision-making process. Competitive cities are those that not only meet the basic functional needs of the city, but also provide a high quality of life for residents.

Improving our community's aesthetics was an overwhelming theme from all sources of public input. This Livability chapter addresses this issue by providing guidelines for how Odessa's physical environment should look in the future. The recommendations and guidelines within this chapter are directly tied to the City's development regulations, such as the Zoning Ordinance.

Non-Residential Design Guidelines

Odessa prides itself on being a business-friendly environment. The City seeks to create an environment that supports small business and attracts new business to the City. Non-residential development refers to all types of development that are not residential in nature, such as neighborhood retail centers, large shopping complexes, gas stations, mechanics shops, dining establishments, industrial facilities, hotels and offices, among others. These uses form the foundation of our economy. Without them, there would be no jobs or services to meet our daily needs.

New Non-Residential Development in Odessa

Non-residential uses are typically located along our most visible corridors. When we think about where the vast majority of non-residential uses are located in Odessa, we consider 42nd Street, Grant Avenue, 8th Street, 2nd Street and Interstate 20. These corridors have the highest traffic volumes within the community. They are the face of Odessa for residents and visitors alike. Therefore, our non-residential design guidelines and standards can dramatically impact Odessa's image. Enhancing Odessa's appearance was one of the most notable concerns expressed throughout the public input component.

The following pages identify aesthetic guidelines for non-residential development. As new development is proposed, these elements should be considered. Even more importantly, as development ordinances are updated, the proposed guidelines should be codified as part of an ordinance update. The following pages provide input on a variety of design features including:

- Building articulation
- Façade design
- Landscaping
- Building materials
- Outside storage
- Screening
- Signage
- Parking design

Design Concept

The concept on the adjacent page provides a hypothetical site design area. As new development occurs, the concept is intended to be used to facilitate discussion on the various design elements or considerations that should be included. Each element of the concept may not always be applicable to a specific site, but the basic concepts of articulation, landscaping, screening, buffering and controlled ingress/egress will likely apply. Each element of the design concept is described in more detail in the following pages.

Non-Residential Design Concept

Building Articulation

Building articulation refers to how the walls of a building are designed. A perfectly flat wall with no variations would have no articulation. Large retailers, in particular, have received attention for designing large buildings with no articulation leading to the term "big box" retailers. Many cities have established standards for varying exterior walls to address the visually unappealing design common with large big-box retailers. This variation, or articulation, can be defined as an interruption or differentiation of the building wall plane with either a recess (concavity) or an offset (convexity) that projects away from the building wall plane by a specified depth or percentage.

Developers along major corridors should be discouraged from using a building design that achieves a "large box" effect. To accomplish this, it is recommended that architectural variation of the exterior walls of any structure visible from 42nd Street, SH191, Interstate 20, Loop 338 and Grant Avenue be required. This requirement should apply to all non-residential structures 20,000 square feet in size or greater. The variation should be at least three feet in depth for every twenty-five feet in vertical or horizontal length. Such a standard will ensure that unbroken planes of wall will not be predominant along Odessa's most visible roadways.

Additional design elements that should be considered include:

- Canopies, awnings or porticos
- Overhangs
- Arcades
- Peaked roof forms
- Arches
- Outdoor patios
- Display windows
- Architectural details such as tile work or moldings into façade
- Integrated planters or wing walls that incorporate landscape or sitting areas
- Offsets, reveals or projecting ribs used to express architectural or structural variations
- Variations in depth and height

The design elements could be implemented on a tiered basis. For example, a building under 20,000 square feet in size would be required to incorporate two design features, a building 20,000 to 50,000 square feet in size would be required to incorporate three, etc.

Façade Materials

Cities across the nation have recognized how signage, landscaping, building design and aesthetic regulations are directly tied to community image. As mentioned previously, the appearance of Odessa's non-residential development along our corridors is our biggest form of curb appeal. One of the most effective ways to positively impact the quality and appearance of a structure is through façade materials.

It is recommended that Odessa create a list of acceptable exterior materials to be used for buildings along major corridors, focusing on 42nd Street, SH191, Grant Avenue, Loop 338 and Interstate 20. By specifying the materials that are permitted along thoroughfares, the City would ensure that future non-residential development (either new construction or a remodel with costs over 50 percent of the building value) occurs in a visually cohesive manner that reflects a positive image of Odessa.

Examples of building materials that should be permitted in the acceptable materials list include:

- Brick
- Stone brick veneer
- Stone or manufactured stone
- Custom treated tilt wall

Additional materials that may be considered but should require approval include:

- 3-step stucco
- Decorative or textured concrete block
- Exterior Insulation and Finish Systems (EIFS)
- Hardie Plank
- Painted concrete block

The use of wood for an exterior finish should be prohibited.

Landscaping

The arid climate in West Texas creates a challenge for landscaping. Across the southwestern United States, however, cities such as El Paso, Phoenix, Tucson, Albuquerque and Santa Fe have successfully used native plants as landscaping materials. Phoenix and Tucson, in particular, have stringent landscaping requirements even while being located in a region that receives less than 6" of rain per year on average. Landscaping has a significant impact on the appearance of corridors and will help to improve Odessa's overall look and image.

Landscaping improvements in Odessa should be required for all new construction and to any remodeling where the improvement equals 20 percent or more of the building size. The following are guidelines that should be considered pertaining to landscaping.

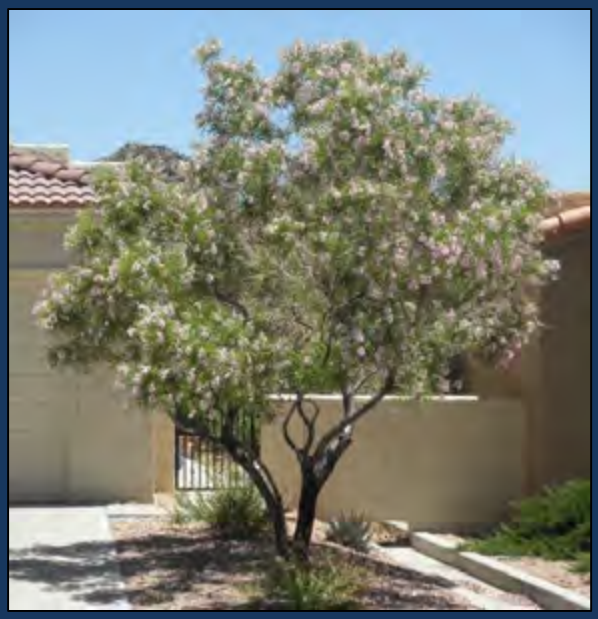
Ground Cover/Turf—The most common type of ground cover is turf grass. Turf grass, however, consumes a significant amount of water and puts a strain on one of West Texas' most limited natural resources, particular in periods of extreme drought. It is recommended that turf grass be discouraged as a form of groundcover and that xeriscape landscaping principles be used. Types of groundcover can instead include variations of decomposed granite and rock, possibly with small amounts of turf or synthetic grass incorporated. Decorative native grasses and shrubs can also be used as a portion of the groundcover. Along 42nd Street, SH191, Loop 338 and Interstate 20, a 20' landscaping buffer with turf cover should be provided. Along Grant Avenue, 2nd Street, 8th Street and all secondary corridors a 5' landscaping buffer should be provided.

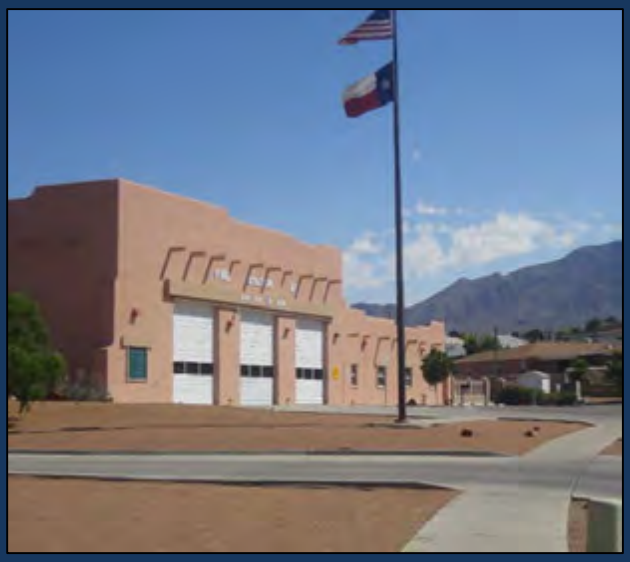
Street Trees—Street trees should be required along the frontage of 42nd Street, SH191, Grant Avenue, Loop 338 and Interstate 20. The incorporation of trees planted approximately every 50 feet would add to the visual appeal of these thoroughfares, especially as the trees mature. At planting, the trees should have a minimum of a 2" caliper. A list of approved trees that are desirable and able to grow in Odessa should be created and any deviations from the approved list should require a recommendation from a landscape architect. An ordinance pertaining to tree mitigation and maintenance should be created to require tree replacement, if necessary.

Landscaping Areas—When site constraints are present that do not allow a development to accommodate landscaping elements outlined above, landscaping areas may be provided. Landscaped areas should be located between the front of the building and the primary street. The number of trees required on the site based on frontage requirements above should still be applicable. Approval of landscaped areas in lieu of landscaping requirements should be approved by the Director of Parks & Recreation.

Envisioning Our Landscaping

Respective of our Climate





Screening

Screening techniques are used to improve site aesthetics and to buffer two less compatible uses from one another. An example land use conflict would be a higher intensity use, such as a shopping center, from a less intensive residential neighborhood. Screening helps to buffer by providing additional space, fencing separation or vegetative cover.

The following screening techniques should be used to buffer two less compatible uses:

- Screening wall constructed of brick, masonry or other similar materials
- Wood screening walls should be discouraged due to their higher levels of maintenance and upkeep.
- Trees or other green or living walls should be utilized along property lines adjacent to residential homes in order to shield neighborhoods from lighting located on-site.

- Utility boxes should be screened along roadways and when adjacent residential areas through use of a screening wall or landscaping.
- On larger sites, landscape berms may be utilized to screen commercial loading areas. If used, berms should have a maximum slope of 3:1 and should generally be three to four feet in height at the center.

Refuse Containers

The placement of trash collection receptacles is often an overlooked component of site design. They are often placed, unintendedly, in highly visible locations. Trash receptacles, however, do not have to be unsightly or reduce the visual quality of non-residential developments.

Trash receptacles should be screened from public view with a masonry wall (on three sides with a gate on the fourth) that is at least one foot taller than the container, and that is architecturally compatible with the primary building. "Public view" should be defined as the view from a major street as well as the view from any adjacent residential uses. "Architecturally compatible" should be defined as similar in material and color to the primary building. It is also recommended that the gated side, which is to be used for garbage pickup service, remain closed except when service is being provided.

Outside Storage

The oil and gas industry generally relies on a significant amount of outside storage for its operations. The most common examples of outside storage related to the oil and gas industry are pipe and tank yards, trucking yards and equipment storage. The oil and gas industry is the backbone of Odessa's economy and ancillary operations are a fact of life in this community. It is important, however, for all industries located within the city limits to contribute to the community's design and urban fabric.

Outside storage areas are generally defined as areas where goods and materials are displayed or stored outside a building for more than 24-hours. In addition to those associated with the oil and gas industry, common examples of outside storage areas include pre-fabricated storage sheds, commercial equipment sales, lumber yards and landscaping materials.

It is recommended that the City require all new businesses to locate outside storage areas such that they are not facing onto or visible from any major thoroughfare. When the site cannot be designed in conformance to this, the screening standards within this section should be applied. The City should also specify that outside storage materials may not be stacked above the height of the screening wall.

The City should prohibit outside storage when the establishment and its outside storage area directly abuts a residential neighborhood. Outside storage should be permitted only when screened by the building itself or when additional landscaping beyond base requirements is proposed between the outside storage area and the residential neighborhood.

Envisioning Future Design

Big Box Stores

Commercial Strip Centers

Fast Food Establishments

Industrial Parks

Restaurants

Neighborhood Retail

Metal Buildings

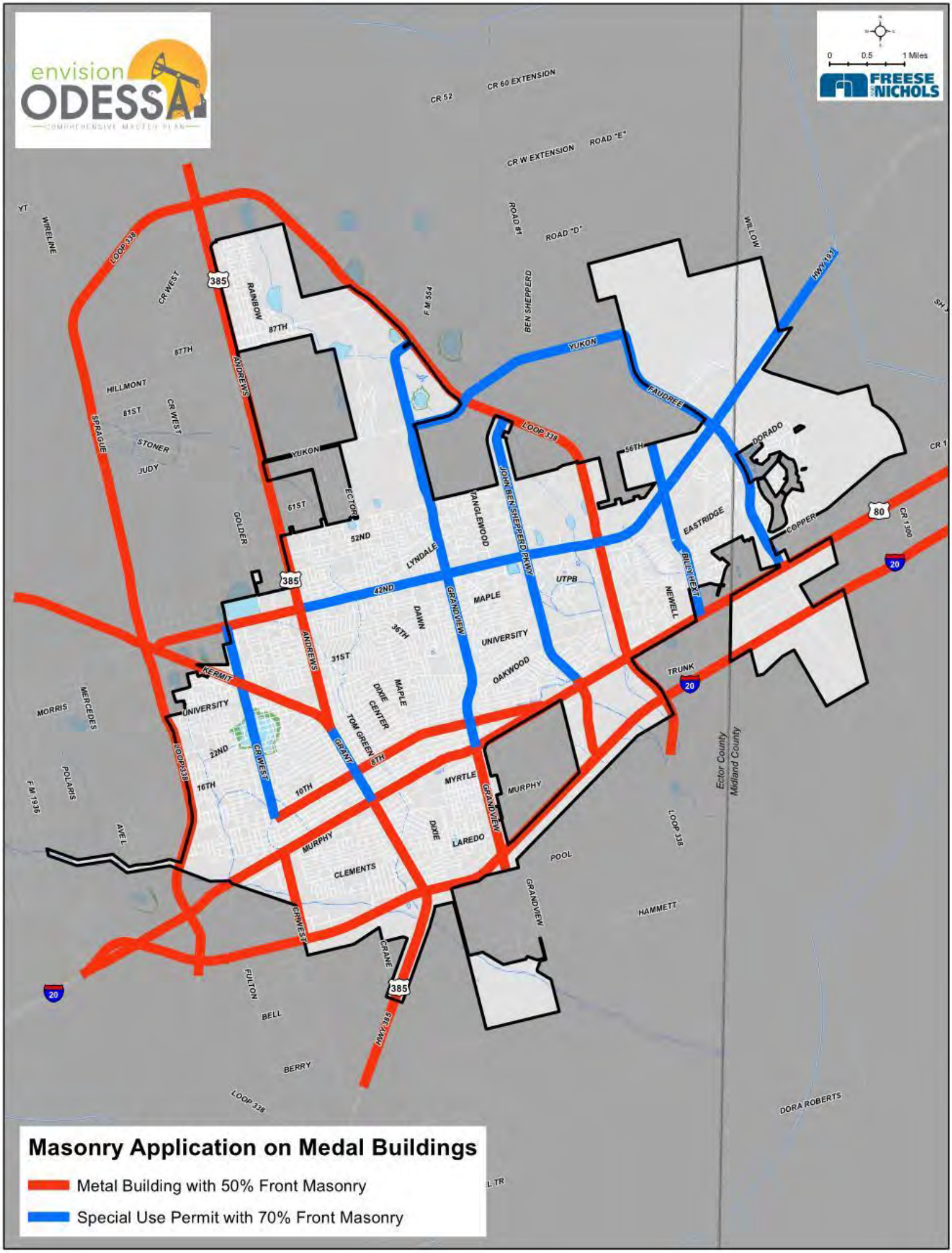
Metal buildings are widely used across the Permian Basin. Metal buildings provide a cost effective means of business operation and are heavily used by the oil and gas, ranching and farming industries. The use of metal buildings in Odessa should continue to be permitted. When metal buildings are used, however, they should incorporate articulation enhancements (see Building Articulation).

In addition to architectural variations, metal buildings should incorporate masonry on sides that face the public view. A minimum of 50 percent masonry on public facing sides should be required along Grant Avenue, Andrews Highway, Business 20 and Loop 338. Metal buildings should only be permitted by special use permit along 42nd Street, John Ben Shepperd Parkway, Faudree Road, Billy Hext Road, Yukon Road, Grandview Avenue and SH191. Metal buildings within the Downtown District should also be approved by special use permit.

Parking Lot Design

One of the most visible features of any establishment is its parking. Parking areas are often seen as ancillary uses to the main operation but they should be viewed as part of the establishment's overall design. A minimum of one 10 square foot island for every 20 parking lot stalls should be required. This minimum standard should be applied to all new development and to any remodeling where the improvement equals 20 percent or more of the building size.

The incorporation of public art may be substituted for the landscaping requirements. Approval of public art in lieu of landscaping islands should be made by the Director of Development Services.


envision ODESSA
COMPREHENSIVE MASTER PLAN
FREESE NICHOLS
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Masonry Application on Medal Buildings
Metal Building with 50% Front Masonry
Special Use Permit with 70% Front Masonry
CR 52
CR 60 EXTENSION
CR W EXTENSION
ROAD "E"
ROAD "D"
ROAD #1
WILLOW
WIRELINE
LOOP 338
CR WEST
RAINBOW
87TH
HILLMONT
81ST
STONER
JUDY
SPRAGUE
ANDREWS
385
F M 554
GEN SHEPPERD
YUKON
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HWY 191
DORADO
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LOOP 338
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LAREDO
CLEMENTS
POOL
HAMMETT
Ector County
Midland County
FULTON
BELL
BERRY
CRANE
HWY 385
DORA ROBERTS

Signage

Regulating signage is one of the simplest and most effective ways in which our City can ensure a positive community image. There are two primary areas of signage regulation that should be considered. The first is the number of signs that non-residential uses are permitted to have. The second is the type of sign a non-residential use is permitted to have.

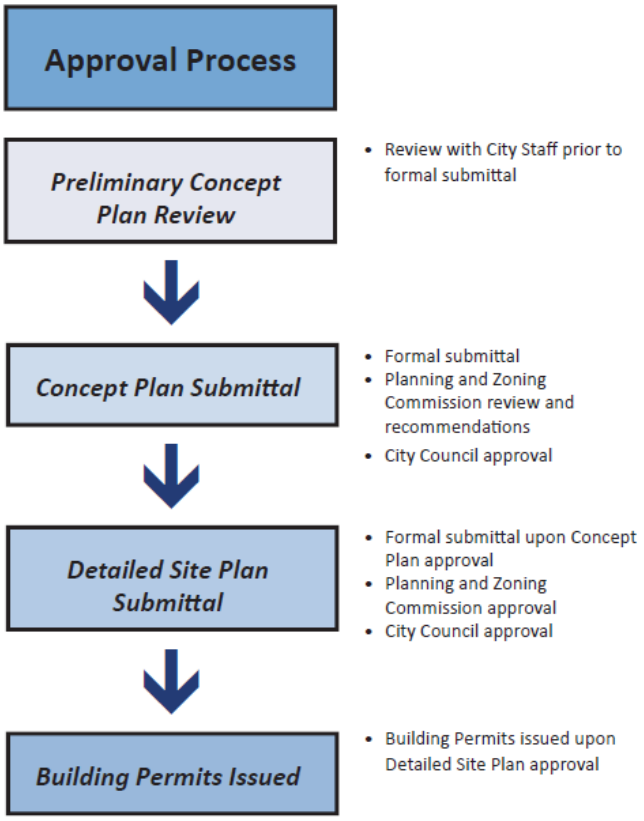
It is recommended that only monument signage be permitted along Odessa's primary arterial roadways. Although many in the development community desire large, tall signs to maximize visibility, monument signs can be just as effective. Single-business monument signs should be limited to a maximum of 8 feet in height. Multi-business monument signs should be permitted to be approximately 20 feet in height and 12 feet in width. Building materials used on monument signs should be architecturally compatible with the primary building.

Along higher speed corridors, such as Interstate 20, SH191 and Loop 338, pole signs may be permitted. A site-line study should be performed along Interstate 20 to determine the maximum height and size of signage along that corridor. Along SH191 and Loop 339, pole signs should not exceed 25 feet in height. As with monument signs, each business should receive one sign. When multiple operations are located within the same commercial or business center, multi-tenant signs should be required.

While pole signs are permitted along SH191, the use of monument signage should still be encouraged. An incentive that may be offered to replace and/or select monument signage over pole signage is permitting the business to erect two monument signs over a single pole sign. This should only be permitted when the establishment has a minimum lot length of 50 feet.

Non-Residential Approval Process

Before building permits are issued by the City, projects in mixed-use areas outlined in the Land Use chapter as well as all non-residential developments greater than 1/2 acre in size should follow a more detailed review process to ensure that building design, materials, colors, landscaping, parking design and building orientation fit the desired objectives for each area.



Concept Plan

The first step in the approval process is the submission of a preliminary draft of the Concept Plan for review by City staff prior to formal submission. Mixed-use concept plans should illustrate locations of streets, sidewalks, building footprints, building elevations, parking areas, parking requirements, landscaped areas, open spaces and screening.

Following staff review, the next step in the approval process is the submission and approval of the Concept Plan for the proposed area. The purpose of the Concept Plan is to ensure that the general intent of the developed area meets the City's objectives prior to the detailed site plan efforts.

Detailed Site Plan

The second step in the approval process is the submittal and approval of a Detailed Site Plan. This plan should set forth the final plans of the proposed development project. In order to ensure an effective approval process, the Detailed Site Plan should further the development of the previously submitted Concept Plan. The Detailed Site Plan should include:

- A site inventory analysis showing major natural features and analysis of planned changes to the natural features, particularly in regards to drainage
- A scale drawing of streets, building lots, open space, utilities, easements and land areas of adjacent sites
- A landscape plan showing trees, sidewalks and vegetation/xeriscape cover
- An architectural plan and elevation showing buildings and signage

Residential Design Guidelines

The best predictor of long-term neighborhood stability is the original design of the subdivision itself. Odessa has a unique set of circumstances, in that a large portion of its residential neighborhoods are constructed during periods of robust economic growth associated with the oil and gas industry. During these periods of economic propserity, high home values make developing in Odessa attractive, particularly due to the high cost of land created by both housing demand and surface right acquisition constraints. The rapid pace of development during these periods sometimes overshadows the long-term need for stable neighborhoods that maintain their investment.

The concept below is a prototype example of an ideal neighborhood design. The design contains recreational space, varying lot sizes for a diversity of housing products, connections to adjacent neighborhoods, consolodated ingress/egress, and front landscaping. While the concept is for illustritive purposes, the components contained within it should be encouraged and are discussed in more detail on the following pages.

Neighborhood Concept

Varying Lot Sizes

When we think of a neighborhood, we must think beyond simply the types of homes located within the area, but also about the people themselves. Our housing needs often vary at different points in our lives. New neighborhoods should be encouraged to provide a variety of housing types and options to meet life's changing housing needs. One way to accomplish this is through varying lot sizes and home sizes within a particular subdivision.

The neighborhood design concept on the previous page depicts a variety of lot sizes located within a particular subdivision. The various lot sizes are intended to support a diverse range of housing sizes. The yellow lots represent larger lot homes, potentially allowing the inclusion of larger homes or homes with a larger amount of yard space for those desiring that amenity. On the other end of the spectrum, the red lots represent smaller homes and could include zero-lot line homes or patio homes.

Encouraging a variety of lot sizes can be achieved by including an average lot size within each of the single-family zoning districts. For example, a district with minimum lot sizes of 11,000 square feet could require an average lot size of 13,000 square feet to encourage diversity of lot sizes. Additionally, planned developments are an effective tool to create diversity in housing sizes, lot sizes and housing products. As Planned Development (PD) terms are negotiated, the City should attempt to balance the overall objectives of the developer with the benefits of quality neighborhoods, particularly incorporating a variety of lot and home sizes.

Mixed Lot Size Example

The diagram on the left depicts a neighborhood design with various single-family lot sizes, housing types, and land use types. The diagram also includes the incorporation of parks and trails by using easements. The land is dedicated to the City and is developed as part of the overall parks and trails system. The example on the left was created by using a Planned Development (PD). Each of the land uses depicted are tied to existing Zoning Ordinance categories with the addition of average lot sizes to create diversity.

Parks and Recreation

In 2014, Odessa adopted the Odessa Parks, Recreation and Open Space Master Plan. This document functions as the comprehensive plan for the community's parks and recreational facilities and is available on the City's website. While the Parks, Recreation and Open Space Master Plan and *Envision Odessa* are two separate documents, they are directly related to one another as they both seek to improve the quality of life in Odessa.

The Parks, Recreation and Open Space Master Plan will be incrementally implemented and should be consulted as development decisions are made, particularly as new subdivisions are platted and developed. Parks, trails and open spaces should be secured as development occurs, preferably through land dedication or easements. It is very difficult to retroactively build parks and trails after the physical environment is set, and therefore, it is essential that parks, trails and open spaces be an integral part of development review.

The implementation of the Parks, Recreation and Open Space Master Plan not only provides recreational opportunities for residents, it also is a component of neighborhood revitalization and infill development, a major tenant of *Envision Odessa*. Investing in parks and quality of life amenities creates a framework for private investment as people seek to be near quality spaces and amenities.

Table 7.2 of the Parks, Recreation and Open Space Master Plan lists the top park implementation priorities by the City. Of these priorities, the following are directly related to policies and recommendations contained within *Envision Odessa*:

- Priority 1: Adopt a Parkland Dedication Ordinance
- Priority 2: Adopt a Landscaping Ordinance
- Priority 3: Repurpose/Redevelop Existing Parks (Southside Ball Park, Salinas Park and Community Building, Lawndale Building/Community Center)
- Priority 4: Renovate/Develop Neighborhood Park Sites
- Priority 5: Renovate/Develop Community Parks
- Priority 6: Develop 90 Acre Metropolitan Park

Odessa's future success is directly tied to its quality of life. Investment in parks and recreational facilities is, therefore, not only an investment in today's quality of life, but in tomorrow's economic success.

Neighborhood Amenities

When we think about what makes a good neighborhood, a variety of different features come to mind. The availability of good housing, safety, infrastructure, schools and a multitude of other factors impact how neighborhoods are perceived. One of the most critical elements of neighborhood design is access to amenities.

When we create new neighborhoods, we often think about the immediate need for housing, especially in the Permian Basin where the economy is directly tied to the energy market. Creating housing takes priority over many other factors, especially the inclusion of neighborhood amenities. While including amenities within and near neighborhoods is an investment and an additional cost, creating quality neighborhoods has long-term rewards. Quality neighborhoods provide a stable tax base and are able to maintain their values by continuing reinvestment even after the original design life of the home has passed.

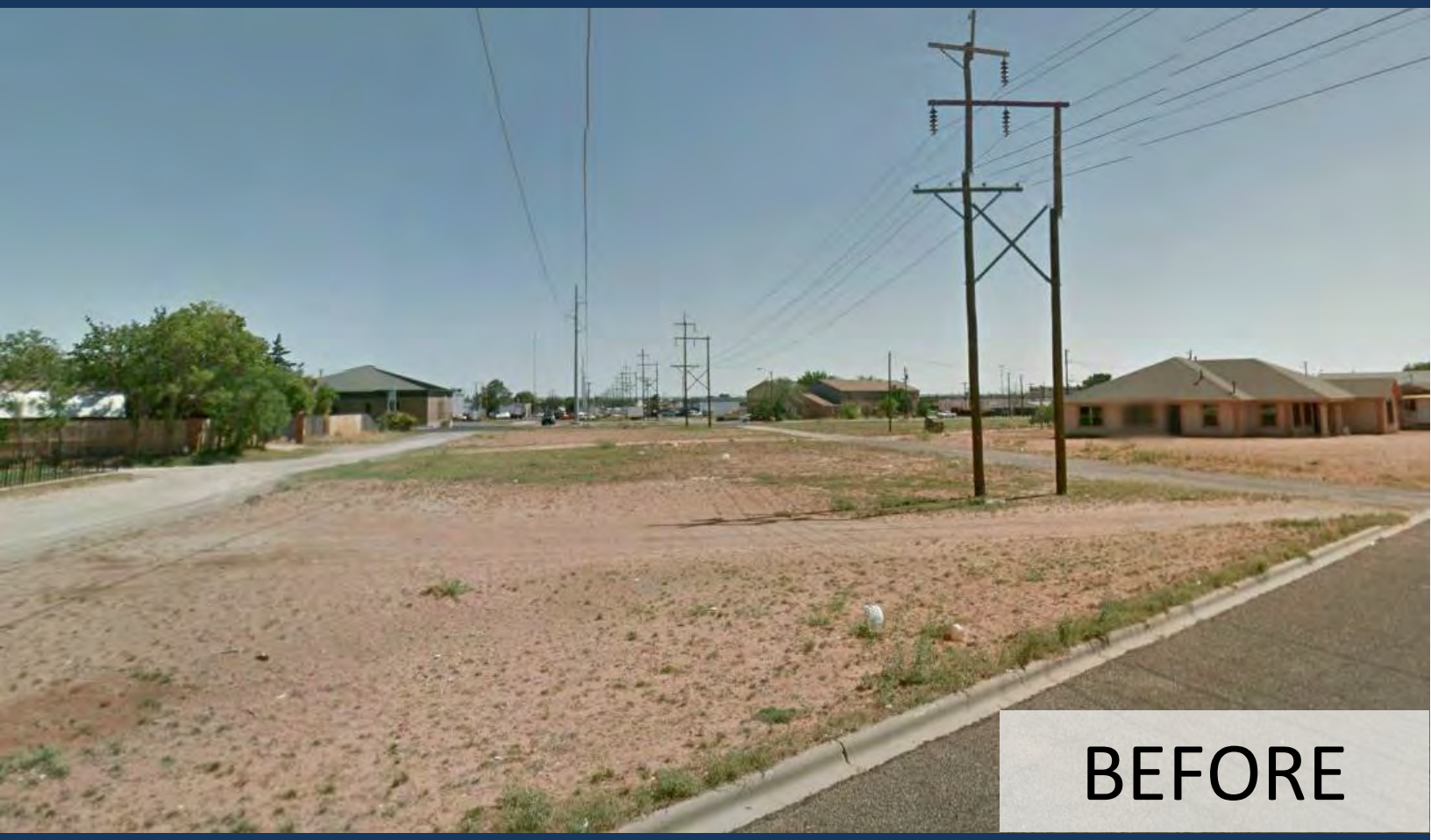
Neighborhood amenities can include internal and external amenities. Internally, new subdivisions can include private parks, trails and recreational facilities, a club house for events, a basketball court, playground, or walking trails. External amenities include City investments in neighborhoods such as connecting neighborhoods to the overall parks and trails system. A current trend in Texas and nationally is the use of abandoned railroads or utility easements for linear trails. Linear trails are different than parks in that they provide opportunities for active recreation such as biking or jogging.

In Odessa, utility corridors are a prime opportunity for creating linear amenities. In addition to utility corridors, pipeline easements that cross the City create another opportunity for linear trails. These utility corridors and pipeline easements should be examined to determine where opportunities may exist. Partnerships with energy companies could provide funding for these quality of life enhancements since parks and trails benefit the community as a whole, including those who are in the City long-term and short-term.

As new neighborhoods are designed, easements for parks and trails should be secured. The overall City plan can only be achieved when all development partners, including the City and developers, work together to make the plan a reality. The ability to develop should not take priority over the ability of the City to create quality amenities and long-lasting neighborhoods. These types of provisions are common in most markets.

The City could create a menu of amenities and a certain number of amenities must be incorporated into the subdivision design. For example, if a list of 10 amenities was listed, developers would be required to incorporate five elements into their designs but would have the flexibility to determine which best suit their site. Examples of amenities that could be included are:

- Neighborhood parks/pocket parks
- Neighborhood activity centers
- Walking trails through the neighborhood or around the perimeter
- Trail or pedestrian access to existing parks
- Safe pedestrian connections to schools and community facilities
- Linear trails through the use of utility or pipeline easements
- Street trees in a parkway strip between the sidewalk and the street
- Landscaped medians at key entrances
- Decorated/enhanced lighting fixtures and signage
- Rock or brick walls/supports in lieu of solid wood fencing


BEFORE

AFTER

Residential Landscaping and Appearance

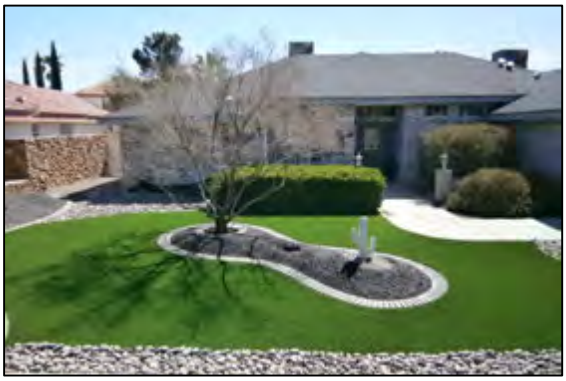
While it is ultimately the responsibility of the home owner for home and yard maintenance, encouraging the use of durable building materials and low-maintenance landscaping will not only help overall community aesthetics but will be a benefit to the homeowner themselves.

As new development occurs, landscaping should be required. The use of xeriscape landscaping should be encouraged. The use of a rebate program for those selecting xeriscape landscaping should be considered. A minimum of one tree should be located in the front yard of each single-family home.

A committee of community residents, representatives and developers should be created to determine the right approach for landscape implementation in Odessa. Recommendations could include requiring installed front landscaping before a certificate of occupancy can be issued.

Yard Replacement Program

Xeriscape landscaping should be encouraged in all new developments. In existing neighborhoods, a yard replacement program should be considered. The City can offer a rebate for homeowners that choose to replace either existing turf grass, or no landscaping, with low-maintenance xeriscape landscaping or synthetic turf. The details of the program should include minimum standards of design to ensure that the replacement landscaping is designed to be long-lasting. One tree should also be required as part of the program. A list of drought-tolerant trees should be created as part of the program. Example designs for landscaping options would also create ideas and ensure some consistency. Conformance with these design standards should be required as a component of receiving rebates or incentives.



Connectivity

Connectivity refers to the ability of various subdivisions to connect to one another. Cities were historically designed in a grid-type pattern. This network of streets seamlessly integrated new subdivisions into the overall city framework. The advantage of the grid system is it provided automobile and pedestrian connectivity throughout the community.

Today's neighborhood design is different in that neighborhoods are relatively self-contained. Rather than being a part of the overall grid network, they are a system of local streets that are tied together by collector roadways and the larger arterial network. It is important, however, that neighborhoods still think beyond their borders and consider their part in the overall community framework. This includes providing automobile and pedestrian connections to adjacent subdivisions, retail centers and recreational amenities. It is important that each new neighborhood provide connections to adjacent vacant areas in accordance with the Future Land Use Plan. If residential is depicted, multiple connections should be created so that as vacant land is developed it can build off and continue the network of the existing neighborhood. The total number of connections should be based upon the number of lots within the subdivision and should be regulated by the Subdivision Ordinance.

Screening

The system of network and collector roadways in Odessa creates streets with higher traffic volumes. The quality of a neighborhood and long-term stability of it are directly tied to quality of life. This means that residential properties that directly abut arterial roadways should receive screening and buffering to reduce the noise and visual issues that arterial roadways create. The use of taller screening walls beyond what is typically required should be used. For example, 8' screening walls should be included to screen residential areas from arterial roadways. Along major collectors that generally do not provide direct home access, the use of screening walls should also be used. Evergreen screening is a common screening tool, however the use of evergreens can be difficult during times of drought. Wood screening walls should not be allowed along arterial roadways and should only be permitted on collector roadways when masonry supports are included.

Oil & Gas Screening

The City currently has few regulations that address the appearance and above ground operations of oil and gas wells. Although the State has recently enacted statutes (see Chapter 81, Section 81.0523 of the Natural Resources Code) limiting what cities can regulate with regards to mineral extraction, there are four areas that the city can create reasonable regulations: access and emergency response, screening, noise and lighting, and setbacks.

Odessa has had a long and beneficial relationship with the petroleum industry, and it is recommended that the City work with local operators to creating an ordinance addressing the four areas above. This cooperation will be important as Odessa continues to grow because it will help operators maintain access to their mineral rights while increasing the likelihood that high quality development can be compatible adjacent to oil and gas wells. Properly designed standards will help protect property values for surface users, the eventual businesses and citizens that will exist in close proximity.

Aesthetic Enhancements

During the public input process for *Envision Odessa*, community aesthetics was the single greatest issue. From large public forums to small neighborhood functions, Odessa's overall look and appearance was a key issue. The following aesthetic recommendations should be considered during all public infrastructure projects and improvements.

Street Design

As mentioned in the Transportation Chapter, Odessa's roadways are its most visible element. It is imperative that roadway design standards be enhanced to ensure that a positive aesthetic image is portrayed. Roadway aesthetics are impacted by both private and public investments. As new development and redevelopment occurs, it will be important for business owners to follow the landscaping and aesthetic guidelines listed previously. Additionally, as roadway improvement projects are performed, aesthetic elements should be included. Example of street design enhancements include:

- Landscaped medians
- Bricked medians
- Landscaped parkways (public right-of-way)
- Decorative overpasses/underpasses
- Use of street trees
- Enhanced street lighting fixtures
- Enhanced intersection signalization features
- Lighted street name signage
- Enhanced crosswalks
- Landscaped right-turn splits
- Pedestrian crossings (bridges or tunnels)
- Public art

An "adopt-a-median" program/landscaping adoption program should be facilitated by the City. Various community organizations, businesses, schools and churches may wish to participate and would take responsibility for maintaining a specific enhancement area.

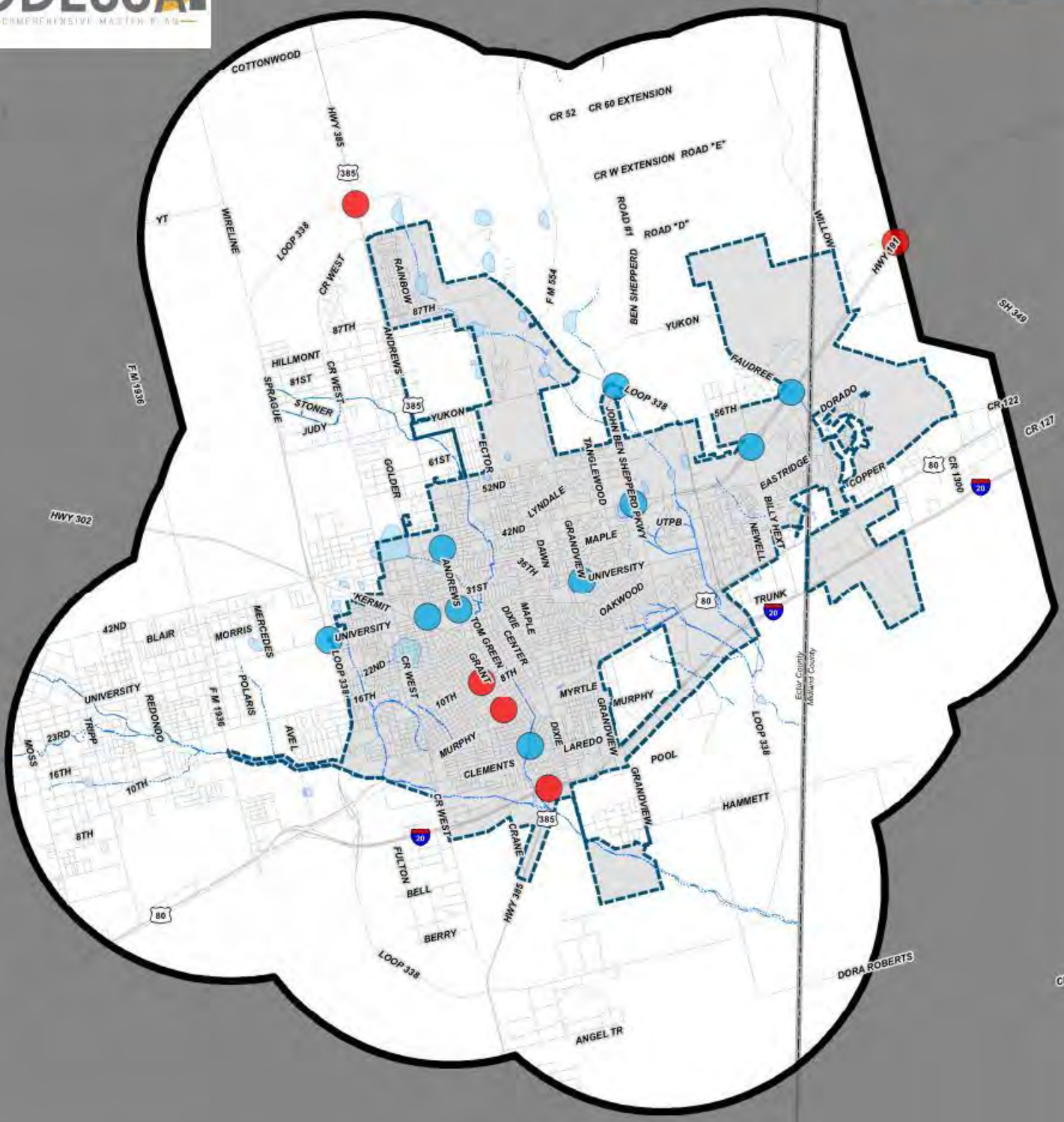
In all situations where landscaping is used, xeriscape standards should be followed to ensure that the landscaping is suitable for the West Texas climate. Native landscaping will keep its appearance and will require less maintenance than non-native landscaping.

Public Art

Odessa is currently in the process of establishing its first formal Public Art Program. This effort is being led by the Odessa Council for the Arts and Humanities. Public art serves a variety of different functions and has numerous benefits. These benefits and the overall objectives of the Public Art Program can be seen in more detail in the Public Art Program itself.

The Public Art Program outlines numerous opportunities for the City to incorporate design features. The City has already begun to enhance its existing intersections using public art features, as evidenced at the intersection of University and John Ben Shepherd Parkway. This intersection enhancement dramatically improved aesthetics and is a visible testament to the City's pride in its appearance. These types of investments send the message that businesses, residents and the City care deeply about the City and have a desire to invest in it.

Public art should be incorporated in highly visible areas. As roadway enhancements are made, some form of public art should be contained, particularly in the highly visible intersections reflected in the Intersection Enhancement Map. The Public Art Program should be integrated into this Comprehensive Plan by using it as an extension of the desire to improve Odessa's community aesthetics.



envision ODESSA
COMPREHENSIVE MASTER PLAN

Enhancements and Gateways

- Gateway
- Intersection Enhancement

Community Gateways

When we think of our own home, we often think about the first impression someone would have upon entering. Our patios and home entrances are often decorated with plants, artwork, our family name, and other additions that define who we are.

Much like our home entrances, gateways are the entrance into Odessa. They are the first impression as someone enters the City. They are a chance to make a statement about Odessa, including our history, our values and our interests.

Community gateways may take on a variety of different sizes, depending on the location, traffic volumes and traffic speeds of the corridor. Major gateways are those that should be located along freeways and strategic entrances to the City. Major gateways into Odessa would be located along Interstate 20, SH191, Business 20 and Highway 385. Of these major gateways, the ones located along Interstate 20 should be the most prominent.

In addition to a major gateway at the entrance to Odessa along Interstate 20, the Grant Avenue and Interstate 20 overpass is a critical gateway opportunity. Grant Avenue is the gateway into downtown Odessa. Enhancements and signage at this location tell pass-by traffic that Grant Avenue is a primary roadway, making visitors more likely to exit whether that be for gas, food, lodging or to explore.

Community gateways should be well-maintained and should be consistent in theme, design and character. Gateways should be designed to reflect Odessa's culture, history and values.

We Envision…Attractive Commercial Centers

Policy: Increase Building Development Standards

Since non-residential buildings line our corridors, they are the most visible element of our community. We desire buildings that enhance our community and reflect our pride in our home. Buildings should incorporate quality materials and architectural enhancements, such as quality building materials and articulation. Metal buildings serve an important role in our community, and we desire them to be well designed in visible areas.

Policy: Enhance Our Image by Requiring Landscaping Standards

Landscaping has a significant visual impact on our corridors and on our community's perception. Landscaping should be required in all new development projects in Odessa and should be incorporated into existing areas as redevelopment occurs. Landscaping should be drought-tolerant, native and well-maintained.

Policy: Reduce Visual Clutter on our Corridors through Enhanced Signage Standards

The rights of our local businesses to advertise their services is imperative. Signage on our corridors, however, can create visual clutter making our corridors unattractive. Signage along our corridors should provide advertisement in a way that does not take away from our community's appearance. Monument signs should be used along internal corridors, and pole signs should be limited to high-speed corridors like Interstate 20.

Policy: Ensure that Our Development Procedures are Customer Friendly and are Consistently Applied

Our procedures and development standards are reflective of our community's values and vision. Consistent application of the standards creates a fair playing field and increases transparency ensuring that Odessa remains development friendly.

We Envision…Resilient Neighborhoods

Policy: Develop Quality New Neighborhoods that Maintain their Long-Term Value

Our neighborhoods are where we raise our families. The best way to keep healthy neighborhoods is to design them well in the first place. We desire neighborhoods that incorporate a variety of housing for all of Odessa's residents. New neighborhoods should be designed with their long-term resiliency in mind by using quality building materials and by ensuring that each individual subdivision is integrated into Odessa's community framework.

Policy: Incorporate Neighborhood Amenities to Encourage Investment and Reinvestment

Neighborhood parks and recreational facilities should be encouraged in new developments in order to provide easy access to recreational options in our neighborhoods. Utility and pipe corridors are also an opportunity for our community to incorporate linear trails for jogging and biking. Neighborhood amenity investments make our neighborhoods attractive and encourage investment and reinvestment within them.

Policy: Implement Park Priorities for Quality of Life Enhancement

Parks are one of the most visible quality of life amenities. The Parks, Recreation and Open Space Master Plan should be given implementation priority. Enhancing Odessa's parks and quality of life benefits the community as a whole and allows us to attract employers and diversify our economy.

Policy: Ensure that Our Neighborhoods Maintain their Curb Appeal

Our neighborhoods are where we raise our families and their appearance is directly related to our neighborhoods' value, image and perception. Focusing landscaping at entry points and key image areas will help to enhance the appearance of our neighborhoods, particularly new neighborhoods. Code compliance tackling visual issues will also help our new and existing neighborhoods be in the best condition possible.

We Envision…An Attractive Community

Policy: Incorporate Roadway Aesthetics as a Component of all Roadway Projects

Our roadways are our most visible element. Enhancing the way we look at and design roadways will dramatically impact our overall appearance. As roadway projects are designed, aesthetics should be one part of the overall consideration. Intersection enhancements, decorative lighting fixtures, landscaping within the right-of-way, and stamped concrete or material variations, among others, should be considered in projects depending on their location and visibility.

Policy: Incorporate Public Art in Visible Areas

Public art helps to visually enhance our community and can also help to tell our community's story and depict our values. Public art highlights the community's support for creativity. The Master Plan created by the Odessa Council for the Arts should be integrated into the design enhancements outlined within this Comprehensive Plan. These two plans working together will ensure that our community is vibrant, creative and appealing.

Policy: Ensure that Oil and Gas Production and Extraction Sites are Properly Screened

The oil and gas industry is the base of our economy. While we recognize the importance of drilling and extraction facilities, we also desire for those facilities to be properly screened when located within our residential areas and along highly visible corridors. Drilling facilities should be screened with appropriate materials and should contain vegetative cover surrounding the facility in order to minimize its visual impact in our neighborhoods.

Policy: Provide Gateways in Key Areas to Invite Visitors into Odessa

Just as we often place welcome mats at our front porch, we also desire to have a means of welcoming visitors to Odessa. Gateways should be placed at prominent and visible locations directing visitors to various attractions within our community, including downtown.

Envisioning Odessa…

- *Snapshot*
- *Transportation*
- *Land Use*
- *Housing*
- *Downtown*
- *Livability*
- *Action*

Getting Things Moving: Implementation

The final section of *Envision Odessa* deals with implementation of policies and guidelines contained within the Plan. It is unrealistic to assume that each guideline or tenant will be immediately achieved. It is important, instead, to focus on the community's priorities and what the Plan identified as the key issues moving forward. This implementation section contains a Goals, Policies and Actions table that can guide staff, decision-makers and citizens alike.

Planning for Odessa's future should be a continuous process, and *Envision Odessa* is designed to be a dynamic tool that can be modified and periodically updated to keep it in tune with changing conditions and trends. Changes in Odessa's socioeconomic climate and in development trends that were not anticipated during preparation of the Plan will occur from time to time, and therefore, adjustments will be required. Elements of the City that were treated as high-level concepts may, in the future, require more specific and detailed attention. Also, due to the high-level nature of the Comprehensive Plan, additional studies and assessments of issues identified within the Plan will likely be required.

Plan policies and recommendations may be put into effect through adopted development regulations, such as zoning and subdivision, and through capital improvement programs. Many recommendations within the Plan can be implemented through simple refinement of existing City regulations or processes, while others may require the establishment of new regulations, programs or processes. This final section of *Envision Odessa* describes ways in which the City can begin to implement Plan guidelines.

Proactive and Reactive Implementation

There are two primary methods of Plan implementation: proactive and reactive methods. To successfully implement the Plan and fully realize its benefits, both methods must be used in an effective manner. Both proactive and reactive actions that should be used by Odessa.

Examples of proactive methods include:

- Establishing or updating subdivision regulations
- Establishing or updating zoning regulations
- Developing a capital improvements program (CIP), by which the City expends funds to finance public improvements to meet objectives cited within the Plan.

Examples of reactive methods include:

- Approving a rezoning application submitted by a property owner consistent with the Comprehensive Plan
- Site plan review
- Subdivision review

Roles of the Comprehensive Plan

Guide for Daily Decision-Making

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

Flexible and Alterable Guide

Envision Odessa is intended to be a dynamic planning document for the community – one that responds to changing needs and conditions. Plan amendments should not be made without thorough analysis of immediate needs, as well as consideration for long-term effects of proposed amendments. The City Council and other Odessa officials should consider each proposed amendment carefully to determine whether it is consistent with the Plan's goals and policies, and whether it will be beneficial for the long-term health and vitality of Odessa.

Annual Review

At one-year intervals, a periodic review of the Plan with respect to current conditions and trends should be performed. Such on-going, scheduled evaluations will provide a basis for adjusting capital expenditures and priorities, and will reveal changes and additions that should be made to the Plan in order to keep it current and applicable long-term. One annual meeting of the Planning and Zoning Commission should be dedicated to reviewing the status and continued applicability of the Plan in light of current conditions and to prepare a report on these findings to the City Council. Those items that appear to need specific attention should be examined in more detail, and changes and/or additions should be made accordingly. Periodic evaluations will ensure that the Plan remains functional and that it will continue to give civic leaders effective guidance in decision-making.

Periodic reviews of the Plan should include consideration of the following:

- The City's progress in implementing the Plan
- Changes in conditions that form the basis of the Plan
- Community support for the Plan's goals, objectives and policies
- Changes in State laws

The full benefits of *Envision Odessa* can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the Plan should be revised rather than ignored. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

Complete Review and Update with Public Participation

In addition to periodic annual reviews, the Comprehensive Plan should undergo a complete, more thorough review and update every five to 10 years, depending on growth patterns. The review and updating process should begin with the establishment of a Steering Committee, similar to the one that was appointed to assist in the preparation of this Plan. If possible, this committee, or the Planning and Zoning Commission, should be in charge of periodic review of the Plan. Specific input on major changes should be sought from various groups, including property owners, neighborhood groups, civic leaders, and developers and business owners.

Regulatory Mechanisms

The usual processes for reviewing and processing zoning amendments, development plans, and subdivision plans provide significant opportunities for implementing the Plan. Each zoning, development and subdivision decision should be evaluated and weighed against applicable proposals contained within the Plan. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly in order to ensure consistency and fairness in future decision-making. Amending the Subdivision Ordinance and Zoning Ordinance represent two major proactive measures that the City can take to implement *Envision Odessa's* recommendations.

Zoning Ordinance

Zoning is perhaps the single most powerful tool for implementing Plan recommendations. The City's zoning ordinance should be updated with the recommendations contained within the chapters of the Plan. All zoning and land use changes should be made within the context of existing land uses, future land uses, and desired community characteristics.

Zoning Text Amendments

Consideration should be given to updating areas of the zoning ordinance that may allow ideas, principles or design standards identified within this Comprehensive Plan to be more easily achieved. Their implementation will not only improve future development and interaction between land uses, but will also improve Odessa's overall image and livability. Such changes may involve landscaping setbacks, non-residential building design, and additional tree requirements, to name a few. These recommendations should be itemized and prioritized, and should be incorporated into the zoning ordinance accordingly.

Zoning Map Amendments

State law gives power to cities to regulate the use of land, but regulations should be based on a plan. Therefore, Odessa's zoning map should be as consistent as possible with the Comprehensive Plan, specifically the Future Land Use Map. It is not reasonable, however, to recommend that the City make large-scale changes in its zoning map immediately. It is, therefore, recommended that the City prioritize areas where a change in current zoning is needed in the short-term and that efforts be concentrated on making such changes. In the long-term, consistent zoning policy in conformance with the Future Land Use Map will achieve the City's preferred land use pattern over time.

Subdivision Ordinance

The act of subdividing land to create building sites has a major effect on the overall design and image of Odessa. Much of the basic physical form of the City is currently created by the layout of streets, easements and lots. In the future, the basic physical form of Odessa will be further affected by such action. Requirements for adequate public facilities are essential to ensure the City's orderly and efficient growth. Plan recommendations should be incorporated within the Subdivision Ordinance in order to ensure consistent application.

Action Plan

At the end of each section of *Envision Odessa* is a "We Envision" statement. Each of these statements is intended to serve as a goal for Comprehensive Plan implementation. Under each "We Envision" statement there are multiple policies listed. These polices explain the intent behind each of the goals and give direction as to what the community's values are. These goals and policies are intended to be used as points of advocacy and action for our community and should be used by City staff, City leaders and residents alike. When decisions on our growth, appearance and quality of life are made, or when public expenditures are being considered, the goals and policies should serve as a guide so that the community's vision and values are incrementally achieved.

The following Action Plan organizes each of the goals and policies by topic area. Each goal and policy area contains actions that can help start the process of achieving the identified policies. Each policy is also ranked based upon its implementation priority. At the conclusion of the Action Plan are the top priorities of the Plan. These priorities are intended to jumpstart implementation and get progress in motion.

Who is Responsible for Implementation?

	Goal	Policy	Actions	Responsible Party
Transportation	Attractive Roadways	Incorporate More Landscaping (Xeriscape)	• Update Roadway Design Standards • Dedicate 10% of Roadway Projects to Aesthetic Enhancements	• Public Works
		Incorporate Medians in Key Areas		
		Continue Intersection Enhancements & Public Art		
		Create Major Community Gardens		
	Safe Roadways	Enforce Truck Routes	• Public Relations Program for Trucking Violations/Employee Notification	• Public Information Coordinator
		Add Traffic Calming Techniques on 42nd Street		
		Reduce Speeds in Our Neighborhoods		
		Advocate for Grade-Separated Interchanges Along Loop 338		
	Connected Roadways	Incorporate Sidewalks in Roadway Design	• Update Subdivision Ordinance • Create a Bicycle Linkage Plan	• Planning and Zoning • Public Works
		Include Bike Facilities Near Odessa College and UTPB Well as in the Downtown and Southside Neighborhoods		
		Require Street Connections Between Subdivisions		
		Continue Transit Partnership and Make Transit More Effective		
	Context Sensitive Roadways	Design our Roadways with Collaboration	• Create Roadway Design Standards for the Urban Village Areas • Develop "Right-Sized Streets" Policies and Guidelines • Create a Context Sensitive Solution Policy	• Public Works
		Design Roadways with Land Use Context in Mind		
		Use our Roadways to Create Places		
		Right-Size Streets When Excess Capacity Exists		

	Goal	Policy	Actions	Responsible Party
Land Use	Vibrant New Neighborhoods	Create Attractive and Resilient Neighborhoods	• Create a Housing Menu of Amenity/Design Options for Developers • Incorporate Average Lot Sizes into Zoning Districts • Create a Landscaping Committee to Evaluate Landscaping Options	• Community Development • Planning and Zoning
		Incorporate Parks, Open Space, Trails and Recreational Options into New Neighborhoods		
		Provide a Diverse Range of Housing Products		
		Encourage Landscaping and Exterior Upkeep		
	Reinvigorated Neighborhoods	Encourage Infill Residential Development	• Develop an Infill Housing Incentive Program • Create a Prototype Housing Program using TND Standards • Update Manufactured Home Standards and Regulations • Launch a Code Compliance Campaign every 4 Months	• Community Development • Planning and Zoning • Public Information Coordinator
		Utilize Traditional Neighborhood Design (TND) for Redevelopment		
		Incentivize Residential Development in Mixed-Use, Downtown and Southside Areas		
		Encourage the Use of Modular/Pre-Fabricated Homes in Core Neighborhoods		
		Create Code Enforcement Campaigns for Maintenance and Upkeep		
		Encourage Mixed-Use Developments in Odessa	• Create a List of Redevelopment Incentives for Urban Village Areas	

	Mixed-Use, Connected Centers	Facilitate a Mixed-Use Neighborhood Center for the Southside Community	• Create Redevelopment Incentive with Odessa Development Corporation Partnership • Acquire Key Redevelopment Sites for Development Partnerships and Incentives • Perform Streetscape Enhancements in Urban Village Areas	• Community Development • Public Works
		Facilitate a Mixed-Use Neighborhood Center for the Westside Community		
		Develop a Regional Mixed-Use Commercial Center at Interstate 20 and Loop 338 to Leverage Interstate 20 Traffic		
		Follow Urban Design Protocol in Regards to Building Design, Setbacks, Sidewalks and Parking		
		Create a Retail Landscaping Program	• Create an Incentive Program for Façade Improvement and Retail Rehabilitation • Identify 3 Obsolete Retail Sites for Transition to Multifamily	• Community Development
		Create a Façade Improvement Program		
		Create a Retail Rehabilitation Program		
	Strategic Investments by our City	Focus Incentives in Urban Village Areas	• Participate in a Public/Private Partnership within One of the Urban Village Areas • Create a Marketing Campaign for Incentives Being Offered	• Public Information Coordinator • Community Development
		Participate in Public Private Partnerships for Redevelopment		
		Create and Promote Housing Infill Incentives		
		Advertise and Market Odessa's Programs		
	Goal	**Policy**	**Actions**	**Responsible Party**
Housing	Reinvestment in Core Neighborhoods	Protect Neighborhoods with Code Enforcement	• Create a Code Enforcement Campaign that Targets One Issue Quarterly • Facilitate Two Community Assistance Days Annually • Create an Incentive Program for Exterior Maintenance • Facilitate the Creation of Neighborhood Groups • Create a Public-Private Partnership in the Southside Urban Village	• Community Development
		Facilitate Organizational Involvement		
		Provide Incentives for Property Maintenance		
		Facilitate and Organize Neighborhood Empowerment		
		Take an Active Role in Reinvigorating Our Neighborhoods		
	A Diverse Range of Housing	Make Odessa a Life-Cycle Community	• Ensure Zoning Ordinance Permits a Variety of Housing Types • Support Local Organizations that Provide Homeless Assistance	• Community Development • Planning and Zoning
		Create Mixed-Income Housing Projects		
		Coordinate with Local Groups for Homeless Accommodations		
	Workforce and Affordable Housing	Create Affordable Housing through Private Initiatives	• Make Public Funding Contingent Upon Affordable Unit Provisions • Approach Energy Companies for Housing Partnerships and Donations • Create a United Partnership to Secure Funding Allocations	• Community Development
		Coordinate our Resources to Secure Funding		
		Include Energy Companies as Housing Partners		
		Collectively Advocate for Odessa's Housing Issues		
	Goal	**Policy**	**Actions**	**Responsible Party**
Downtown Odessa	Vibrant Downtown	Create a Downtown Financing District	• Define and Establish a Tax Increment Financing District in Downtown Odessa • Participate in a Public/Private Partnership for a Downtown Catalyst Project • Create Special Use Permit for Temporary and Transitional Uses that Create Activity • Identify Funding and Partnerships for an Active Downtown Park	• Community Development • Planning and Zoning
		Build a Catalyst Downtown Project		
		Encourage Temporary and Transitional Uses		
		Build an Active Downtown Park		
		Encourage Block Parties and Street Festivals		

		Rehabilitate Abandoned Buildings and Eyesores		
	Livable Downtown	Provide a Range of New Housing Products Downtown	• Participate in a Catalyst Mixed-Income Residential Project • Develop Specific Downtown Design Standards • Create Two Bicycle Corridors through Downtown • Assist Prospective Redevelopers with Asbestos Remediation Grant Applications	• Community Development • Planning and Zoning • Public Works
		Encourage the Conversion of Vacant Structures into Residential Uses		
		Create Mixed-Income Residential Communities		
		Make Downtown Walkable and Bike-Friendly		
		Create a Downtown Design Guidebook		
	Workable Downtown	Encourage Startup Companies and Collaborative Workspaces	• Partner with Odessa Development Corporation to Create Collaborative Workspace for Startups • Facilitate a Weekly Food Truck Event with Downtown Odessa, Inc. • Consolidate Downtown into a Single Police Beat • Create an Incentive for Asbestos Remediation	• Community Development • Planning and Zoning • Police
		Coordinate Employment Objectives with Downtown Odessa, Inc. and Odessa Development Corporation		
		Reduce Barriers for Additional Downtown Eateries		
		Ensure the Safety of Downtown Workers, Visitors, and Residents		
	Goal	**Policy**	**Actions**	**Responsible Party**
Livability	Attractive Commercial Centers	Increase Building Development Standards	• Update Zoning Ordinance • Create a Landscape Ordinance • Create a Sign Ordinance • Establish an Official Development Review Process	• Planning and Zoning
		Enhance our Image by Requiring Landscaping Standards		
		Reduce Visual Clutter on our Corridors Through Enhanced Signage Standards		
		Ensure that our Development Procedures are Customer Friendly and are Consistently Applied		
	Resilient Neighborhoods	Develop Quality New Neighborhoods that Maintain Their Long-Term Value	• Create a Neighborhood Design Menu for Developers to Choose Desired Neighborhood Amenities • Develop a Park Dedication Ordinance • Create a Yard Replacement Program for Xeriscape Landscaping • Create a Committee to Define Landscape Requirements in New Construction	• Community Development • Planning and Zoning
		Incorporate Neighborhood Amenities to Encourage Investment and Reinvestment		
		Implement Park Priorities for Quality of Life Enhancement		
		Ensure that our Neighborhoods Maintain their Curb Appeal		
	Attractive Community	Incorporate Roadway Aesthetics as a Component of all Roadway Projects	• Dedicate 10% of Roadway Rehabilitation Projects and 5% of New Roadway Projects to Aesthetic Enhancements • Coordinate Enhancements with the OCA Arts Master Plan • Create Oil and Gas Screening Standards in Conformance with State Law • Enhance the Interstate 20 at Grant Street Gateway	• Public Works • Planning and Zoning • Community Development
		Incorporate Public Art in Visible Areas		
		Ensure that Oil and Gas Drilling Facilities are Properly Screened		
		Provide Gateways in Key Areas to Invite Visitors into Odessa		

Action Priorities (to Be Provided By City)

Rank	Topic	Responsible Party	Additional Information
1			
2			
3			
4			
5			
6			
7			

What Comes Next

Implementation of Envision Odessa into physical changes will require a steady commitment from City leaders and staff, strong public/private sector cooperation, and continued cooperation with business and property owners, residents, and various agencies. Not all elements of Envision Odessa can be implemented at once. Therefore, ongoing implementation will need to be phased incrementally over the short and long-term. Many recommendations within the plan can be implemented through simple refinement of existing City regulations, programs or processes. Other recommendations, such as major projects, will require concurrent capital improvement planning and financing. Finally, the following list contains tips to achieve the vision set forth in the plan.

- Appoint an Envision Odessa Standing Committee
    - Meet quarterly or semi-annually to review plan implementation
    - Outline responsibilities for continuing updates to the plan and actions
    - Schedule annual review
- Appoint a Capital Improvements Task Force
    - Consider projects or actions identified in Envision Odessa as well as other capital projects needed citywide
    - Provide additional definition for city approval and implementation
    - Consider funding mechanisms for implementing projects or actions
- Review and update existing regulatory and economic development tools
    - Update Zoning Ordinance, zoning Map, and development regulations that is consistent with Envision Odessa
    - Review, update, and maintain economic development, housing and development/redevelopment incentives
- Explore what is necessary to dedicate staff resources to oversee Envision Odessa
- Celebrate outcomes and achievements of Envision Odessa as they occur
    - Display “Your Envision Odessa Plan at Work” as projects, actions, and implementation items are achieved
    - Communicate regularly with the community about the status of the plan

FREESE AND NICHOLS