

**CITY OF LAVON, TEXAS**  
**ORDINANCE NO. 2019-11-05**

Amend Comprehensive Plan – Community Vision Assessment

**AN ORDINANCE OF THE CITY OF LAVON, TEXAS AMENDING THE COMPREHENSIVE PLAN AND ADOPTING THE COMMUNITY VISION ASSESSMENT INCLUDING THE STRATEGIC PLAN, THE FUTURE LAND USE PLAN AND THE MASTER THOROUGHFARE PLAN; DETERMINING THAT IT IS IN THE PUBLIC INTEREST, HEALTH, SAFETY, MORALS, AND GENERAL WELFARE TO ADOPT THE AMENDED COMPREHENSIVE PLAN; A CUMULATIVE REPEALER CLAUSE; PROVIDING SEVERABILITY, SAVINGS, AND REPEALING CLAUSES; AND PROVIDING AN EFFECTIVE DATE.**

**WHEREAS**, the City Council of the City of Lavon approved Ordinance No. 2013-11-01 on November 5, 2013 adopting the 2013 Master Comprehensive Plan, such Comprehensive Plan being subsequently amended; and

**WHEREAS**, the City Council of the City of Lavon approved Ordinance No. 2005-03-01 on March 3, 2005 adopting the Thoroughfare Plan, also labeled as the Thoroughfare System Map; and

**WHEREAS**, the City Council of the City of Lavon approved Ordinance No. 2005-05-003 on May 5, 2005 adopting the Future Land Use Map, such Map being subsequently amended; and

**WHEREAS**, the Planning and Zoning Commission and the City Council of the City of Lavon have heretofore engaged a professional planner, obtained and analyzed community feedback, hosted a public design studio, conducted substantial study; and

**WHEREAS**, the Planning and Zoning Commission and the City Council in compliance with the laws of the State of Texas, have given the requisite notices, and have held due hearings and afforded a full and fair hearing to all property owners generally and to all persons interested regarding the City's proposed 2019 Community Vision Assessment that represents an amendment to the Comprehensive Plan adopted in 2013; and

**WHEREAS**, after public hearing and due deliberations and consideration of the recommendation of the Planning & Zoning Commission, and the information and other materials received at public meetings, the City Council hereby finds and determines that adoption of the 2019 Community Vision Assessment is in the public's best interests and in support of the health, safety, morals and general welfare of the citizens of the City of Lavon.

**NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF LAVON, TEXAS, THAT:**

**Section 1. Findings Incorporated.** The findings set forth above are true and correct and are incorporated herein and made a part hereof for all purposes.

**Section 2. Amendment of the City's Comprehensive Plan.** The 2013 Comprehensive Plan is hereby amended by adoption of the 2019 Community Vision Assessment including the Strategic Plan, the Future Land Use Plan and Master Thoroughfare Plan, prepared

by Ideation Planning, LLC with the assistance of city leaders and staff, a true and correct copy of which is attached hereto as Exhibit "A" and incorporated herein by reference, is hereby adopted by the City Council as an amendment to the Comprehensive Plan for all matters relating to long-range guidance relative to zoning decisions, land subdivision, thoroughfare construction, and growth management.

A copy of the City's Comprehensive Plan and 2019 Community Vision Assessment shall be kept in the office of the City Secretary and shall be available for inspection during regular business hours and shall also be maintained on the City website.

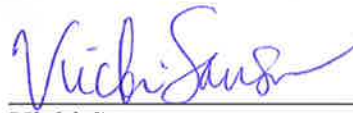
**Section 3. Savings/Repealing Clause.** All provisions of any ordinance in conflict with this Ordinance are hereby repealed to the extent they are in conflict; but such repeal shall not abate any pending prosecution for violation of the repealed ordinance, nor shall the repeal prevent a prosecution from being commenced for any violation if occurring prior to the repeal of the ordinance. Any remaining portions of said ordinances shall remain in full force and effect.

**Section 4. Severability.** If any section, article, paragraph, sentence, clause, phrase or word in this Ordinance or application thereof to any person or circumstance is held invalid or unconstitutional by a Court of competent jurisdiction, such holding shall not affect the validity of the remaining portions of this Ordinance, and the City Council hereby declares it would have passed such remaining portions of this Ordinance despite such invalidity, which remaining portions shall remain in full force and effect.

**Section 5. Publication.** The City Secretary of the City of Lavon is hereby directed to publish the caption hereof as required by Section 52.011 of the Texas Local Government Code.

**Section 6. Effective Date.** This Ordinance shall be in full force and effect from and after its date of passage, in accordance with law, and it is so ordained.

**DULY PASSED and APPROVED** by the City Council of the City of Lavon, Texas, on the 19<sup>th</sup> day of November 2019.



Vicki Sanson  
Mayor

**ATTEST:**



Kim Dobbs,  
City Administrator/City Secretary



**CITY OF LAVON, TEXAS**  
**ORDINANCE NO. 2019-11-05**

Exhibit "A"



**Lavon Community Vision Assessment  
Proposed Conditions of Approval  
November 19, 2019**

1. On page four, the sentence shall read "Reflecting on where Lavon started and where it is headed makes me hopeful and excited to see our burgeoning city begin its next chapter."
2. On page five, the sentence shall read "Unlike residents in Potential Future Lavon, residents within the City Limits enjoy City services (ex. trash, emergency services, infrastructure provisions, and maintenance, etc.) and can also vote in City elections, among other benefits."
3. On page 15, the sentence shall read "Adequately preparing for and expanding staffing and services to provide not only emergency services, but also positions for operational functions, such as administration, communications, and code enforcement will be important to Lavon's quality of life moving forward."
4. On page 15, the police car photo next to Goal Four will be updated.
5. On page 20, the bullet point shall read "Green Infrastructure and Integrated Storm Water Management (iSWM) Standards (Public and Private)."
6. On page 24, the following sentence shall be added: "A comprehensive plan shall not constitute a zoning regulation or establish zoning district boundaries."
7. On page 29, the sentence shall read "The City should research what city buildings/facilities and personnel the City may need to construct or hire over the coming years, and that discussion should be outlined in the future Comprehensive Plan Update."
8. On page 29, remove "(pools and splashpads)" to allow for aquatics to remain broad for future flexibility of improvements based on feedback, placement, and funding at that time.



# COMMUNITY VISION ASSESSMENT CITY OF LAVON

OCTOBER 2019

LAVON, TX

**DRAFT DRAFT DRAFT**







# Community Vision Assessment

## *City of Lavon*



*Ideation Planning, October 2019*

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## Introduction

# LETTER FROM THE MAYOR



*Mayor Vicki Sanson*

Lavon is a special place, home to a collection of deeply passionate people who take great pride in our community. Reflecting on where Lavon started and where it is headed, makes me hopeful and excited to see our burgeoning city begin its next chapter.

In June 2019, Lavon's City Leadership embarked on an extensive community-wide engagement process to define Lavon's future Vision and planning priorities. Our educational and visioning activities helped identify our City's current conditions, community perceptions, opportunities for growth, as well as potential challenges to the City's future success.

This Vision establishes a framework for bold and strategic growth. Using feedback and insights gleaned from all of the engagement opportunities, which included the Lavon Community Survey, Envision Lavon, the City Leadership Workshop, and stakeholder interviews, our community was able to create a clear Vision and strategies to help us achieve our goals. Contained herein are a two-year Strategic Plan and the foundations for the completion of our upcoming Comprehensive Plan Update.

The Lavon Community Vision Assessment is the first and necessary step to realizing the potential of our unique city. I am grateful to the entire Lavon community for showing up to create and support this planning effort. Join me in making our future a reality by living out our shared Vision!

Sincerely,

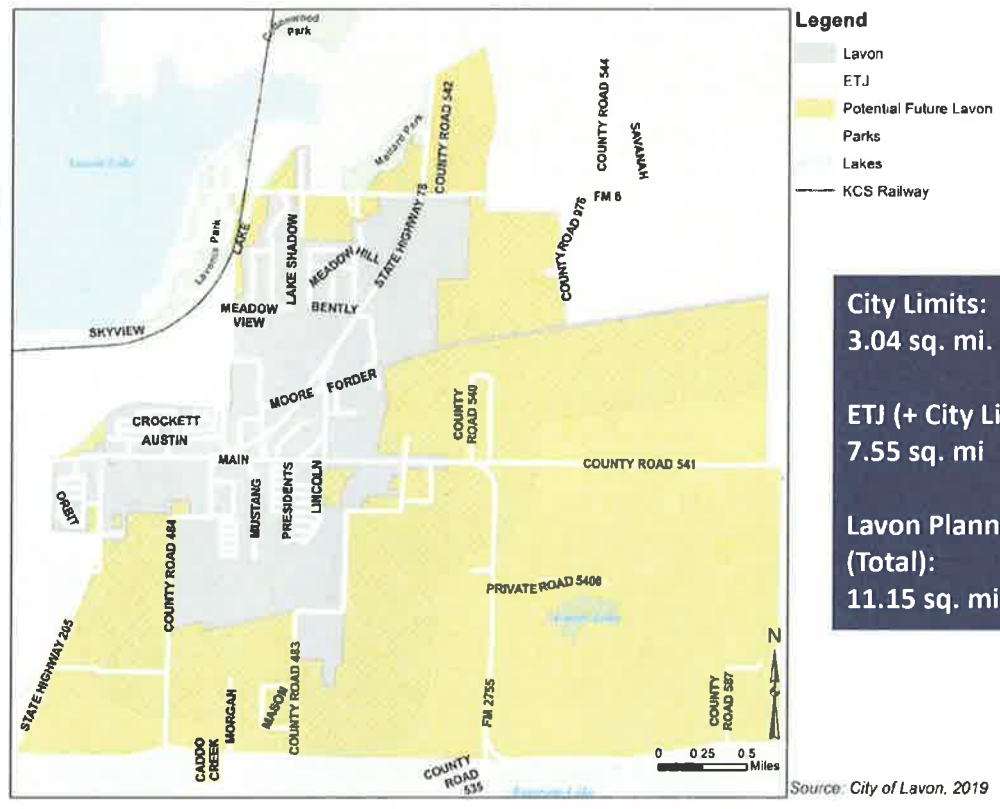
*Vicki Sanson*





## Introduction

# LAVON PLANNING AREA



The City Limits are the official boundary of Lavon, but the planning area stretches beyond these. The study area is composed of three boundaries — the City Limits (shown in gray), the ExtraTerritorial Jurisdiction (ETJ) (shown in gray stripe), and Potential Future Lavon (shown in khaki green). Each is associated with Lavon but have some aspects that are governed differently than the other, in accordance with State law.

The ETJ is a calculated buffer around the City Limits where future annexation into the city can take place, mostly upon request by a property owner(s), based on recent legislation in Texas. In prior years, annexation was easier, but it is now much more difficult. Cities can control subdivision regulations, and other cities cannot annex Lavon's ETJ and vice versa.

Lavon cannot zone outside of the City Limits per Texas law, so the ETJ and Potential Future Lavon are not protected by zoning regulations. Potential Future Lavon includes both the ETJ and the Ultimate Municipal Boundary (UMB) area, which has been established through Mutual Boundary Agreements with adjacent cities. Unlike residents in Potential Future Lavon currently, residents within the City Limits enjoy City services (ex. trash, emergency services, infrastructure provision and maintenance, etc.) and can also vote in City elections, among other benefits. Although the annexation and incorporation of Potential Future Lavon (including the ETJ) is not guaranteed, as developments come in and as properties owners see the benefits to being a part of Lavon's new Vision, annexation and zoning can be accomplished incrementally over time, in many areas. Therefore, the Planning Area extends to the UMB to ensure that Lavon is taking the proper steps to plan for its future.

## Introduction

# PEOPLE OF LAVON

Collin County's population is projected as 2.1 million people by 2045, up from 1.1 million in 2020 (Texas Demographic Center). Lavon will gain population as Collin County and DFW continue population and economic expansion. Over the past two decades, Lavon has had significant in-migration of people moving into large housing subdivisions, such as Grand Heritage. In 2000, Census data shows Lavon had a population of 387 people. By 2019, there were an estimated 3,980 people, and the population is projected to be 4,753 by 2024 (ESRI).

Population growth projections do not account for current planned residential development in Lavon. There are several subdivisions anticipated to receive City Building Permits: Lavon Farms, Crestridge Meadows, Traditions, LakePointe, and Bear Creek for additional units to total 1,589. These developments would bring an additional in-migration of 4,767 people, assuming the current average of three people per household. If current national and regional economic trends continue, Lavon could have a population of at least 8,000 people within the next decade. Additional development in the Lavon Planning Area will likely bring at least 5,000 more housing units within the next 20 years. The two new Collin County freeways going through the Lavon Planning Area will greatly influence new development. Multi-family uses can be clustered along these freeways and can help diversify and strengthen the City's tax base.

The newcomers to Lavon are generally young families with kids and have a median household income of \$86,275. About 50 percent work in Collin County, up from 40 percent in 2009 (ACS). One-third hold college degrees, mostly in science and engineering, business, and the humanities. Generation Z and Millennials are about one-half of the population and are likely to want city amenities for their families. The elderly, born 1945 or earlier, are 4.5 percent of the population.



Population: 3,980

Median Age: 37.2



Average Household Size: 3.0

Median Home Value: \$266,953



Median Household Income: \$86,275

Commute to work within Collin County: 48.6%



Bachelors'/Grad/Prof Degree: 34%

No High School Diploma: 10%



Up and Coming Families (51.6%):

- Young couples with children and ethnically diverse
- 67% with some college or degree
- 71% participation rate in labor force
- Use latest technologies
- Careful shoppers



Middleburg (48.4%)

- Young couples with children
- Conservative and family-oriented
- Prefer to buy "American"
- Use latest technologies
- 66.7% participation in labor force
- 65% with high school or some college

(American Community Survey and ESRI)

## Community Engagement

# SURVEY SNAPSHOT

The City of Lavon conducted an online Community Survey, administered and analyzed through Ideation Planning, to gather feedback and ideas on the topics Lavon residents would like to prioritize and to identify what they perceive to be the city's strengths, weaknesses, opportunities, and challenges.

### KEY TAKEAWAYS

A total of 477 Lavon residents took the survey and shared over 6,000 unique write-in comments. Survey feedback reflects that:

- The city has been experiencing a large in-migration of new residents over the past few years.
- Overall, residents are positive about the city, but there are rising expectations of amenities, economic development, and infrastructure.
- Residents are concerned about maintenance of infrastructure and flooding and drainage issues.
- Although residents identified small town feel, open space, and scenery as strengths, they are also interested in a more urbanized and amenitized Lavon.
- (\*) Economic development and growth development were top themes in each of the four categories below. Residents like the development that has happened so far but would like to see more. Consult the Community Survey Report for more details.

### TOP TEN FEEDBACK THEMES

1. Economic Development
2. Parks and Recreation
3. Emergency Services & Safety
4. Streets
5. Amenities
6. Growth and Development
7. Infrastructure & Drainage
8. Activities & Events
9. Small Town Feel
10. Trails & Walkability



#### STRENGTHS

Emergency Services  
Growth & Development\*  
Small Town Feel  
Safety  
Scenery & Open Space



#### WEAKNESSES

Economic Development\*  
Lack of Amenities  
Streets  
Drainage & Flooding  
Infrastructure



#### OPPORTUNITIES

Economic Development\*  
Parks & Recreation  
Trails & Walkability  
Road Improvements  
Activities & Events



#### CHALLENGES

Growth & Development\*  
Infrastructure Related  
Fiscal or Economic Vitality  
Lack of Mobility  
Drainage & Flooding



## Community Engagement

# ENVISION LAVON

On September 7, 2019, the Lavon community attended Envision Lavon, a public community forum, to collaborate in a variety of interactive and educational activities designed to gain insight on topics including housing, mobility, and economic development.

The engagement stations are listed below:

### STUDY AREA MAP

Lavon residents expressed repeated surprise at how small the City Limits of Lavon were and that the city did not have frontage on Lake Lavon.

### MOBILITY JARS OF THE FUTURE

The community voted Economic Prosperity and Recreation as the top two mobility priorities in Lavon's future. Economic Prosperity was defined as: "Promote economic growth through strategic investments in transportation networks that meet the needs of the 21st century and beyond." Recreation was defined as: "Provide fun and engaging mobility opportunities for enjoyment, sightseeing, and/or fitness."

### LAVON ON THE COVER

The City Leadership Retreat included a visioning activity where participants made a draft cover of a magazine for Lavon in year 2040. Those themes were summarized in a mockup for the community to view, and the covers from the Retreat were also available to look at.

### VISION FRAMEWORK & GOALS

Residents reviewed and shared feedback on Lavon's draft Core Values, nine two-year goals, and a 25-year goal/mission statement. Feedback was positive and supportive of the draft Framework. Participants also weighed in on a 10th two-year goal which revolved around economic development and led to: "Update economic development tools and strategies."



### LAVON HAS CHOICES

A more urbanized Lavon received the most votes, and residents selected Business and Retail Incentives and Infrastructure as their top two spending categories. The activity illustrated that most residents in Lavon are generally open to the idea of paying a little more in taxes and/or supporting other funding or revenue mechanisms (ex. bond program and/or multi-family), to pay for quality of life improvements and attract businesses to the city.

### MAP CHAT

Current and future developments and key features were identified through discussion with residents, the planning team, and City leaders. Collaboration on key properties created draft concepts for updates to the Future Land Use Plan.

### WHERE DO YOU SHOP?

The feedback reflected that most residents are traveling outside of the city for everyday shopping and dining, and Lavon has the opportunity to capture more sales tax spending, especially from Wylie, Garland, and Rockwall.

### POSTS TO THE FUTURE

Lavon residents would like to have walkable areas, similar to a Downtown, more new businesses and shopping, and most importantly, to have a good time in Lavon. Other comments mentioned ensuring that proper planning is taking place and that safety remains important.

## Community Engagement

# FEEDBACK TAKEAWAYS

The City of Lavon's location, access, and available land make it poised for growth and success for years to come. Using feedback from the planning process, Lavon's future development and character can be guided by the community's Vision.

Key feedback takeaways from the planning process are as follows:



### ECONOMIC DEVELOPMENT

The community underscored economic development and growth as Lavon's greatest opportunities and would like the City to focus on attracting more shopping, dining, and amenities. The community recognizes that a bond program or other revenue generators/funding mechanisms (ex. a bond program) will be required to achieve the level of urbanization and amenities they want.



### CITY IDENTITY

The community wants to keep and enhance the small town feel, a family-friendly community, and capitalize on its proximity to two major lakes for recreation and lake-oriented activities. Despite having no frontage on the area's two largest lakes, being in such close proximity gives Lavon the opportunity to establish a unique identity and brand features that can give residents and visitors a special experience and contribute to Lavon's economic development.



### SPECIAL PLACES

Residents are looking for a sense of place and connection. The community would welcome walkable, mixed-use centers with walking or biking connections to other city destinations.



### CITY SERVICES & INFRASTRUCTURE

Lavon is a safe place, and as the city grows, residents would like to make the appropriate public safety investments to maintain their high quality of emergency services. The community would also like to prioritize improvements to the city's streets, mobility, and drainage infrastructure and would like to see an increased investment in parks, community facilities, and code enforcement.



### UNIFIED VISION

Participants supported the Draft Vision Framework and Two-Year Goals presented at Envision Lavon, indicating that the Lavon community is open to growth and refinement of city services and planning.



# 2019-2021 LAVON STRATEGIC PLAN



# OUR WHY

The time is right for Lavon to capitalize on the opportunity to have a competitive edge and unique identity in the region. Our Core Purpose and Core Values were developed by City Staff and City Council during the City Leadership Retreat through a series of meetings and workshops. The Core Purpose and Core Values represent our highest aspirations, our moral code, and what we are deeply passionate about. We truly believe that these are present in our organization and should remain present throughout everything we do.

### Core Purpose

*The City organization exists to:*

- Ensure a safe and secure community;
- Serve as stewards of planning, infrastructure, and investment;
- Provide a family-oriented place for generations to stay and grow;
- Establish and foster relationships within the community; and
- Continuously improve the quality of life in Lavon.

### Core Values

#### COMMUNICATION & TRANSPARENCY

We believe in proactively engaging and communicating with the community to be transparent and understand issues. Communication, to us, is about timely listening and sharing, in addition to forging and maintaining partnerships and relationships for our community.

#### SAFETY

We believe that providing a safe community, with high-quality infrastructure and services, is one of the primary purposes of our City government, and maintaining safety as a strength of Lavon is extremely important.

#### INTEGRITY

We believe in doing the right thing, regardless of whether someone is or is not looking. We are ethical, honest, and trustworthy. Even in tough times or with tough decisions, we stick to our Core Values and keep the people of the community at top of mind.

#### FAMILY-ORIENTED

We are a city that supports current and future generations of individuals and families to cultivate a sense of community. Making investments in family-friendly amenities, such as parks and recreation, is essential to improving quality of life in Lavon.

#### INCLUSIVITY & DIVERSITY

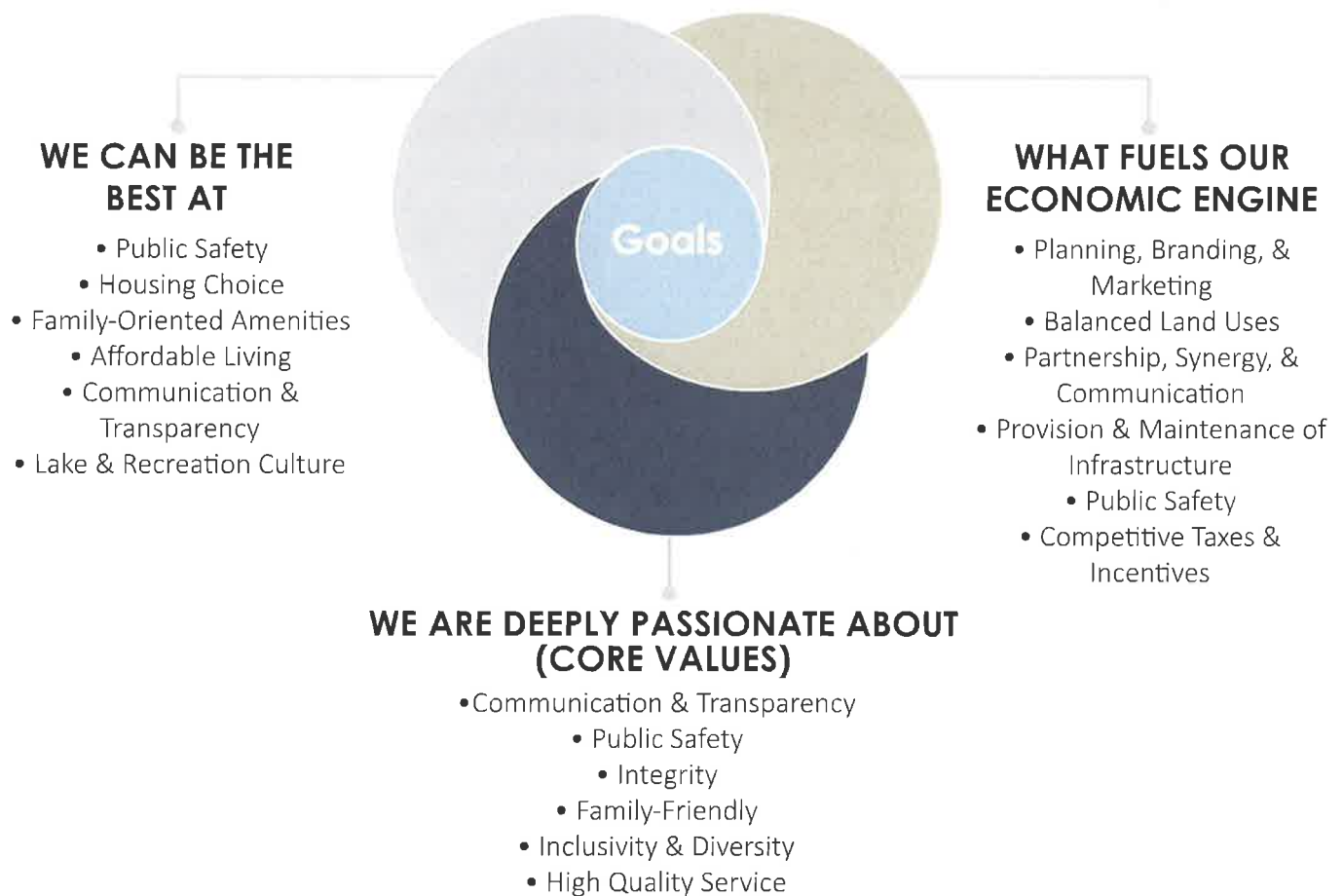
Lavon is a diverse and inclusive place that welcomes people and families of all ages and stages. We believe in treating everyone equally and respectfully, and our inclusive nature and affordable cost of living are part of what makes us unique.

#### HIGH-QUALITY SERVICE

We support our fellow community members by volunteering, holding each other accountable, and by always keeping the people of the community first. We are leaders in service, and we truly care about making Lavon the best it can be.

## 2019-2021 Strategic Plan

# VISION FRAMEWORK



Our goals are what is going to make us truly great, and we considered a number of things to turn those goals into a reality. The Vision Framework not only gives us a glimpse of what we can be in the future but also shows the various considerations that go into the Vision. It takes more than economic development to reflect the community, and the Vision Framework taps into the areas that are not always easily noticed. We want the community Vision to not only reflect the physical wants of the community, but also what we are deeply passionate about and what we can truly be the best at.

## 25-Year Goal: Our Mission

The City of Lavon will be a quaint and walkable, lake-oriented destination, full of vibrant neighborhoods and complemented by shopping and dining opportunities and family-oriented amenities. Our community's safety is our top priority and will continue to be the city's biggest strength. Our brand will be communicated through what we say, the actions we take, the relationships we build, and our city's physical design—all reflecting Lavon as the place anyone would want to live, work, invest, and visit and the place where your neighbors are your friends.

## 2019-2021 Strategic Plan

# TWO-YEAR GOALS

These goals were created through collaboration with the community. Goals were identified by evaluating where the three spheres of the Vision Framework intersect: what we are deeply passionate about, what we can be the best at, and what fuels our economic engine.

Provided on the following pages are summaries of each goal which will be further developed administratively to ensure they are achieved. These two-year goals should guide City actions, both in workflow and in budgeting.

1

Draft an Outline and Preliminary Content for a Communications Strategy

6

Process Development Code Amendments to Conform to Updated Comprehensive Plan and Legislative Mandates

2

Research Pricing and Prepare a Scope for a Capital Improvements Program (CIP)

7

Partner and Collaborate with Other Entities and Individuals for Quality of Life and Economic Development

3

Identify Future City Personnel and Facilities Needed for the Growing Population

8

Explore Parks and Recreation Needs and Opportunities

4

Develop a Risk Management Strategy

9

Create a Preliminary Branding and Marketing Strategy

5

Adopt an Update(s) to the Comprehensive Plan

10

Update Economic Development Tools and Strategies



# TWO-YEAR GOALS

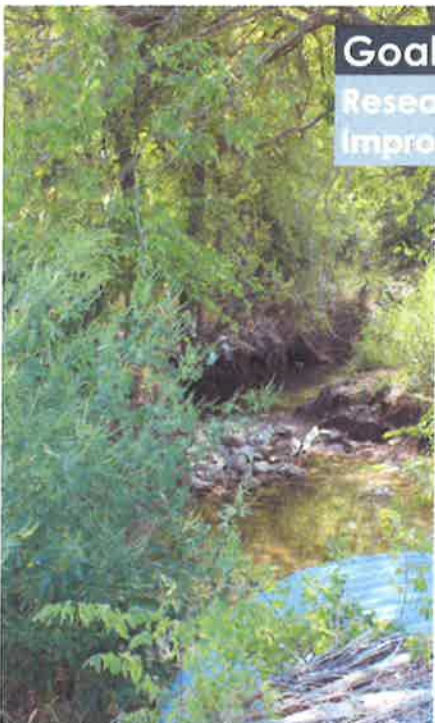


### Goal 1:

#### Draft an outline and preliminary content for a Communications Strategy.

Technology is always changing, and it's paramount that the City reach out through multiple avenues to communicate. Part of making a Communications Strategy means outlining what needs to be communicated, to who, when, why, etc., but part of the Communications Strategy will be about collaboration. The Strategy will serve the community and promote inclusive and transparent communications to and from the City by distributing information through relevant sources in a timely manner. City Leadership wants to foster meaningful relationships between the community, elected officials, and Staff by coordinating proactive policies for topics such as:

- Social Media and City Website
- Community Signage
- Awareness and Participation in Meetings



### Goal 2:

#### Research pricing and prepare a scope for a Capital Improvements Program (CIP).

As Lavon continues to grow, major improvements and additional amenities need to be planned for and purchased. Throughout the Lavon 2019 Community Survey, Envision Lavon, stakeholder interviews, and other feedback sources, numerous areas were identified as needing upgrades, including roadways, utilities, and parks and community facilities. Identifying funding strategies will be crucial to the CIP's success.

With a CIP, the City will be able to identify and prioritize the necessary improvements and purchases that will improve the quality of life in Lavon and maintain the safe community. A CIP can include items such as:

- Infrastructure (Including Drainage and Storm Sewer, Sidewalks, and Trails)
- Streets/Mobility
- City Facilities & Amenities (Including Parks)

# TWO-YEAR GOALS



### Goal 3:

**Identify future City personnel and facilities needed for the growing population.**

With an increase in population, comes the need for an increase in city services. As reflected in the Community Survey, safety and emergency services are top strengths and the community would like to keep them as assets. Adequately preparing for and expand staffing and services to provide not only emergency services, but also positions for operational functions, such as administration, communications, and code enforcement will be important to Lavon's quality of life moving forward. This goal can be accomplished by beginning to look at the following:

- Peer City Research (to Compare Staffing and Facilities of Other Cities)
- Capacity/Population Assessments (to Evaluate What May be Needed and When)
- Future Program Identification (to Establish What Programs and Services should be Planned for)



### Goal 4:

**Develop a Risk Management Strategy.**

Safety remains a top priority in the community, and residents want to ensure that it remains that way. A Strategy will be created to consider what should be done to prepare Lavon for before, during, and after an emergency to increase resiliency to disruptions, disasters, and other events. The right services and programs, plans for typical situations, and Staff or partners to help guide Lavon will be identified. Prevention will be the top priority through all topics in the Risk Management Strategy. The Strategy will ensure that Lavon remains strong and prepared by thinking through and setting standards for:

- Emergency Services (Police, Fire, and Emergency Medical Services)
- Natural Disasters (ex. Flooding, Tornadoes, Wildfires, etc.)
- Technology and Cyber Attacks
- Responses/Protocols

# TWO-YEAR GOALS



### Goal 5:

#### Adopt an update(s) to the Comprehensive Plan.

This Assessment contains “Comprehensive Plan Foundations,” such as a Future Land Use Plan and Mobility Framework, that should be utilized to build and finalize a complete update to the Comprehensive Plan. That update can take the shape of one large project/amendment or several smaller projects/amendments. Ensuring planned and quality growth by reviewing and updating the Comprehensive Plan on a regular basis will need to continue to be a priority every three to five years. Community input is important in updates and should be utilized in strategies for the Plan. Completing the update process will include:

- Finishing the Community Vision Assessment (this Document)
- Identifying Workflow and Resources to Complete the Comprehensive Plan
- Preparing Content for the Update(s)
- Reviewing & Approving the Update(s)



### Goal 6:

#### Process Development Code amendments to conform to updated Comprehensive Plan and Legislative Mandates.

The Comprehensive Plan is a powerful tool that helps reflect the community’s Vision of how future growth and development in the city should occur. The most critical action to implementing the Vision is updating zoning and subdivision regulations (i.e. the Development Code). Strategic administration of the Vision includes adopting urban design standards, adequately reviewing each new development, and collaborating with property owners, developers, and builders. The Development Code should be a living, breathing document and kept fresh to always be in line with the community’s evolving Vision. Keeping in constant compliance with frequent legislative mandates from the State also necessitates frequent revisions to the Development Code.

It’s important to recognize that the number and frequency of updates required, and the administration of Lavon’s growth and development over the coming years, will require additional Staff to be added to the City team.



# TWO-YEAR GOALS



### Goal 7:

Partner and collaborate with other entities and individuals for quality of life and economic development.

There are numerous groups that help make Lavon what it is today. Strengthening these partnerships and improving the success of Lavon, by working together to carry out the goals and Vision of the community, is what is needed to be most efficient and effective. Improving economic development, parks and recreation, infrastructure, and the brand of Lavon should be a structured and collaborative effort. Relevant parties to structure collaboration with include, but are not limited to:

- Community Members
- Community Independent School District
- Bear Creek Special Utility District
- Lavon Boards
- Collin County
- Texas Department of Transportation



### Goal 8:

Explore parks and recreation needs and opportunities.

Parks and Recreation was the number two opportunity reflected in the Community Survey, in addition to walking and biking trails being the number two *mobility* priority during Envision Lavon. Throughout the planning process, family-friendly amenities and programming were frequently emphasized and requested. Identifying the needs of the community and exploring the creation of a Parks and Recreation Master Plan should be prioritized. Planning and improvements should be directly linked to the Vision and to branding Lavon. On the list to consider, in future study(s), as they relate to what is best for Lavon, include:

- Trails
- Parks (Regional, Community, and Neighborhood)
- Programming & Events/Festivals
- Community Facilities

# TWO-YEAR GOALS



### Goal 9:

Create a preliminary Branding and Marketing Strategy.

Lavon has an opportunity to formalize how it is presented to community members, visitors, and potential economic development leads. Creating an outline and preliminary bullet points for how to present Lavon, in words, visuals, and physical improvements within the city, can be a very effective component to implementing the Vision created by the community. Tying in feedback and the Vision to date will be crucial to the success of a Branding and Marketing Strategy. Essential components should relate to:

- Strategic Plan (Vision Framework)
- Future Land Use Plan
- Existing Brand Assets
- Competitive Market Positioning (ex. Lake Proximity, Arts, etc.)



### Goal 10:

Update economic development tools and strategies.

Economic development was, by far, the top theme of feedback throughout the planning process. Community members like the new businesses and roadway improvements coming in, but they want more. The community also recognizes that economic development can be a threat if proper planning and analysis is not done to ensure that Lavon is in the most competitive position to diversify the tax base as possible. The Lavon Economic Development Corporation has a Strategic Plan with priorities, which is a great step in establishing a “game plan” to attract desired development. Similar to the Development Code updates referred to above, economic development priorities should frequently evolve to match the Vision of the community and to reflect current market trends and opportunities. Updates to reflect attraction of walkable, city center-type development and to rebrand Lavon should be complemented with identification of appropriate tools and incentives to further ripen Lavon for desired development.



# COMPREHENSIVE PLAN FOUNDATIONS

Recognizing that Lavon is at a turning point in its development and future, City Leadership sought out to lay the foundations for completion of the Comprehensive Plan Update, a two-year goal of the City. The components contained herein do not represent a complete Comprehensive Plan but rather set the stage for the other components to be developed. Any component contained herein represents an amendment to the Comprehensive Plan. Where there may be conflicts with existing plans, the components herein shall supersede and take precedence, unless or until their specific purview is updated with a future Comprehensive Plan amendment.



# NATURAL SYSTEMS AND DRAINAGE



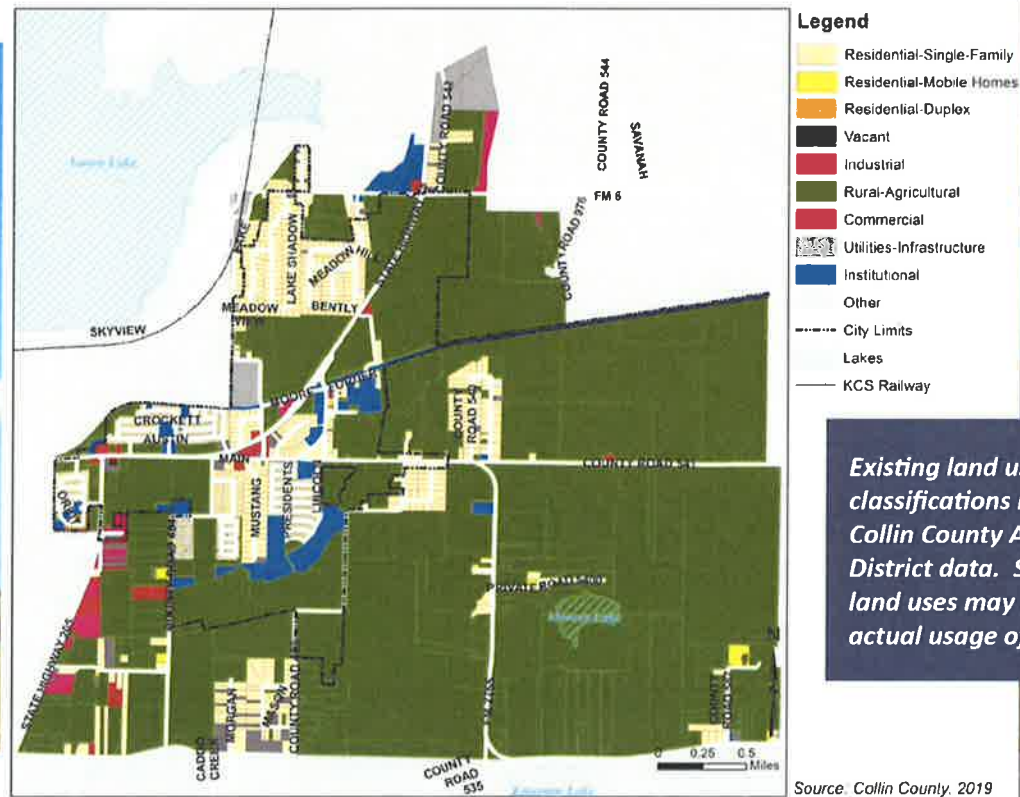
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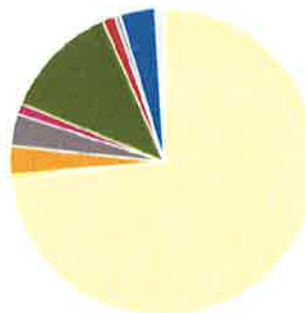
## Comprehensive Plan Foundations

# EXISTING LAND USE



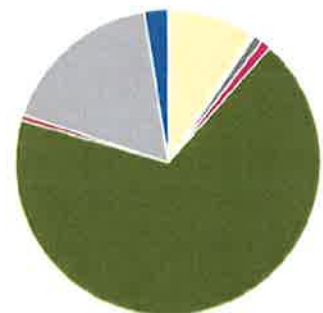
The Lavon Planning Area contains mostly rural-agricultural land use. The majority of the area's commercial uses are located along major roads, including State Highway 78 and State Highway 205. Some of the challenges to support the expansion of commercial uses are the lack of public utility infrastructure and the lack of enough residential units in close proximity. Lavon is beginning to see an increase in housing development, however, and is rapidly approaching the threshold of houses (i.e. dwelling units) to attract the level of commercial development the community desires.

Existing Land Use by Parcel Count



Land Use Type	Percentage of Land Cover
Residential-Single-Family	73.22
Residential-Mobile Homes	0.42
Residential-Duplex	3
Vacant	3.4
Industrial	1.07
Rural-Agricultural	12.34
Commercial	1.26
Utilities-Infrastructure	0.61
Institutional	3.68
Other	1

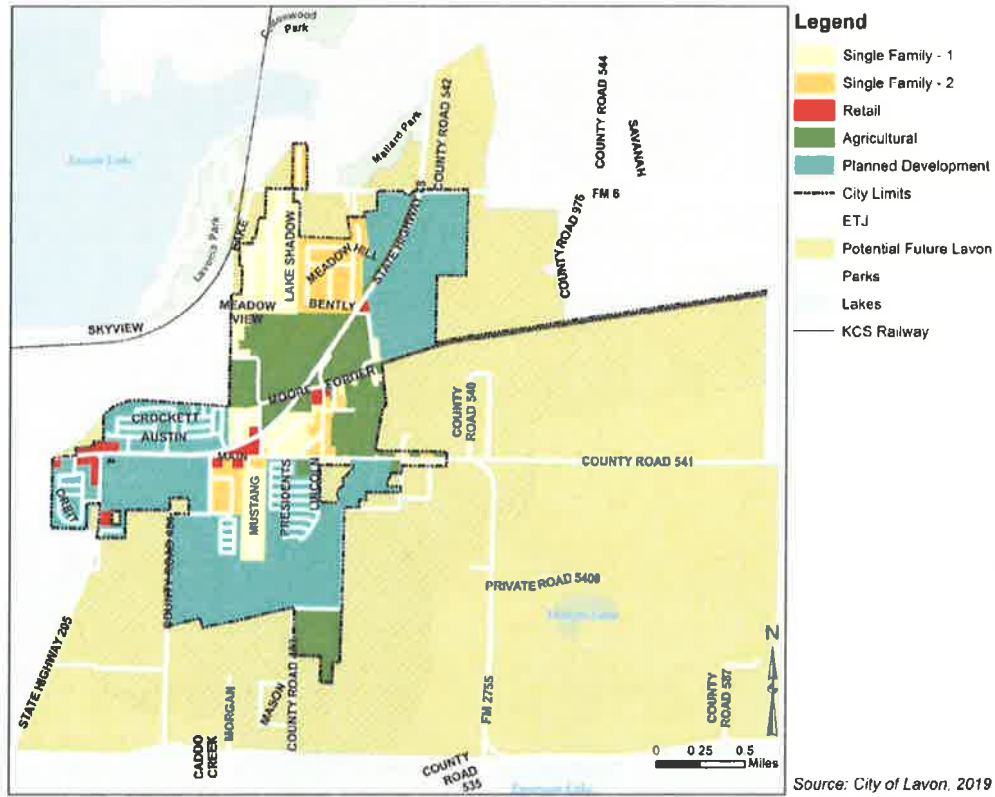
Existing Land Use by Area



Land Use Type	Percentage of Land Cover
Residential-Single-Family	9.17
Residential-Mobile Homes	0.28
Residential-Duplex	0.07
Vacant	0.96
Industrial	1.03
Rural-Agricultural	67.95
Commercial	0.55
Utilities-Infrastructure	17.37
Institutional	2.48
Other	0.14

## Comprehensive Plan Foundations

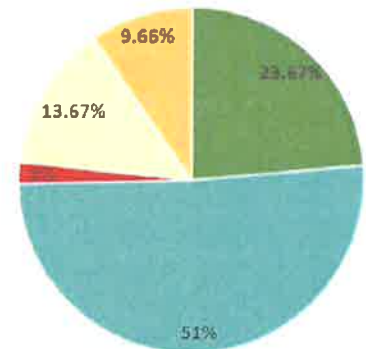
# EXISTING ZONING



Zoning is critical to implementing the community's Vision and ensuring that the right mix of land uses are developed. Some existing land uses are not consistent with the current or proposed Future Land Use Plan (FLUP), but it is important that zoning regulations be updated to reflect the new FLUP to transition properties, over time, toward the Vision, when applicable. The majority of the land area within the City Limits is zoned for residential uses, including residential uses in planned developments. The planned developments also include other uses, such as commercial, and there are also several tracts zoned for retail uses.

There is a large amount of land that is undeveloped in the Lavon Planning Area. Working with future developments that are proposed is a great opportunity to preserve open space and provide recreational amenities. Vigilance and high standards can also give Lavon a competitive edge to market its natural features. Ensuring that future zoning is consistent with the Future Land Use Plan and other components to the Vision can be both an economic opportunity and a branding and marketing opportunity.

Zoning by Land Area (City Limits)





## Comprehensive Plan Foundations

# FUTURE LAND USE PLAN (FLUP)



Innovation, with a bold look at the future, is at the heart of this new Future Land Use Plan. The Planning Team listened to the community and made extensive efforts to review existing development and neighborhoods, in addition to developments in progress at various stages of the development process. With the addition of two new Collin County freeways running through the Lavon Planning Area, and residents' general support and strong desire for a more urban and amenitized Lavon, the development landscape will be transformed to a regional destination for living, visiting, and working.



### FEEDBACK & IDEAS

The community shared many ideas about where they would like to shop, dine, and visit in future Lavon. This Plan incorporates those sentiments.



### PLANNED DEVELOPMENT

Development that has been discussed, or that has been approved and not yet constructed, was taken into significant consideration. A vision for the future was still established in these areas, and approved or discussed plans may differ.



### EXISTING DEVELOPMENT

This Plan goes to great lengths to protect existing neighborhoods by designating them for protection. Existing commercial areas, roadways, and natural features were also incorporated.



### MOBILITY FRAMEWORK















Future Land Use and the Mobility Framework complement each other to make one cohesive place. The influence of new freeways and new and existing roads led to the identification of special areas and key intersections.

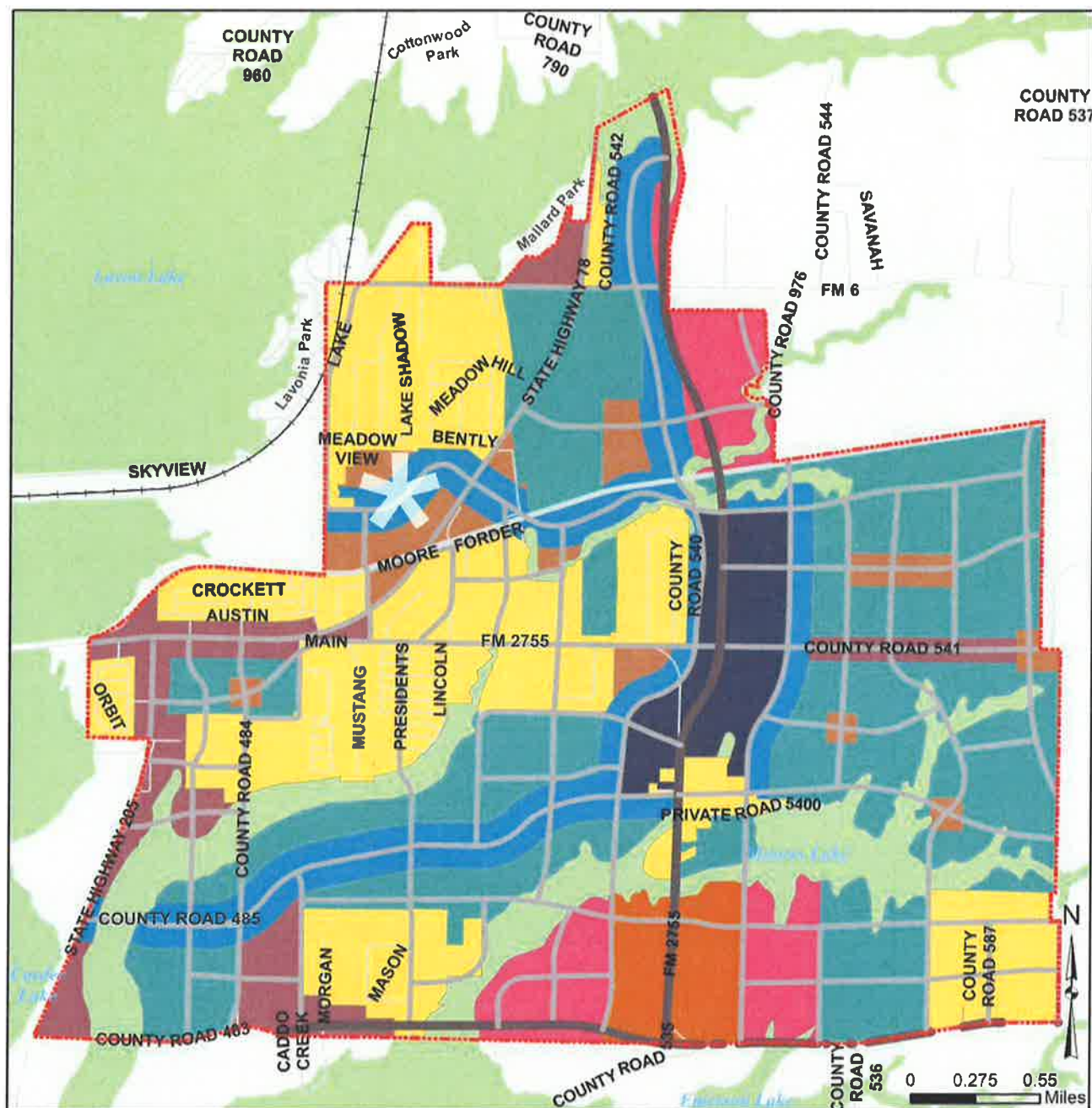
## Comprehensive Plan Foundations

# FUTURE LAND USE PLAN (FLUP)

Source: Ideation Planning, Lee Engineering, 2019

### Legend

 Floodplain	 Regional Mixed-Use 2	 Existing Neighborhood	 NETEX Transportation Corridor
 Creative Lakes District	 City Village	 Potential Future Lavon	 Freeway (Collin County)
 Lake Connector Corridor	 Commercial	 KCS Railway	 MTP Roadway
 Regional Mixed-Use 1	 Master Planned Community		



## Comprehensive Plan Foundations

# FUTURE LAND USE DESIGNATIONS

1

### CREATIVE LAKES DISTRICT

- Significant emphasis on city center-type development with strong focus on arts, culture, makers, and lake-oriented urban design.
- Walkable multi-story development (up to 10 stories in select areas).
- Extensive family-friendly destinations and Creative Lakes-branded public art.

2

### LAKE CONNECTOR CORRIDOR

- Walkable multi-story development (up to 5 stories at key intersections) with sensitive transitions to existing and future neighborhoods.
- Frequent patio dining, outdoor amenities, and gathering areas.
- Lake-oriented design and public art.

3

### REGIONAL MIXED-USE 1

- Highway-oriented mixed-use and regional commercial uses (up to 10 stories in select areas).
- Entertainment uses or spaces and family-friendly amenities, including open space, to complement each development.
- Ground floor development that is pedestrian oriented.

4

### REGIONAL MIXED-USE 2

- Highway-oriented mixed-use and regional commercial uses (up to 5 stories in select areas).
- Corporate and medical campuses typical.
- Ground floor development that is pedestrian oriented.

5

### CITY VILLAGE

- Walkable multi-story development (up to 5 stories in select areas).
- Ground floor or standalone commercial (ex. shopping, restaurants, office, etc.).
- Attached or multi-story residential uses typical.
- Emphasis on placemaking and destination-building with areas for family-friendly shopping and fun.

6

### COMMERCIAL

- Traditional commercial and clean industrial uses.
- Sites connected with continuous pedestrian systems with defined visitor parking and building entry.
- Restaurants and applicable uses with shaded outdoor dining.

7

### MASTER PLANNED COMMUNITY

- Mostly residential with diversity of housing types within each neighborhood and neighborhood centers (1 to 3 stories).
- Commercial uses situated near key intersections and existing residential uses incorporated where applicable.
- Charming walkability with street grid and significant recreational opportunities (ex. parks and trails).

8

### EXISTING NEIGHBORHOOD

- Maintain existing character and form of neighborhood and surrounding areas.
- Thoughtful and sensitive transitions to commercial or adjacent uses where appropriate.
- Sidewalks and trails encouraged to provide enhanced connections.



## Comprehensive Plan Foundations

# LAND USE & URBAN DESIGN

The Future Land Use Plan is a tool to bring Lavon closer to its envisioned future and “sets the table” for economic development. It will lead to bold new developments that will put Lavon on the map as a “Gateway to the Lakes,” and a family-friendly place, with small town charm. This is a Vision for Lavon for **decades into the future**. Whereas three, five, or 10-story buildings may seem foreign now, there will be two major freeways running through the Lavon Planning Area, the City will have more staff, there will be at least one ladder fire truck, and things will evolve incrementally. It’s important to note that although key intersections and special areas will be appropriate for increased heights, much of Lavon’s new development will be one-story. Not all properties will transition to be consistent with the Future Land Use Map, but many of them will over time.

The influence of two new freeways, of State Highway 78, and the proximity to the lakes were significant influences in how the Future Land Use Plan was designed. As the freeways and future roads are planned and designed, special care should be placed on infusing them with Lavon’s character, bikability, and walkability.

### LAKERIDGE MEADOWS & BENTLY FARMS



The area south of these two subdivisions, shown on the Future Land Use Plan with the asterisk symbol, was highlighted during the planning efforts as needing a particularly sensitive transition from any new development. The area south of this neighborhood is planned for City Village and Lake Connector Corridor uses with a new roadway, but any new development should respect the existing homes, the natural drainage features, be no taller than two stories, and provide pedestrian access for the adjacent neighborhood.



### HOUSING

The community is generally open to a diverse array of housing types and accepts that high quality and beautiful multi-family housing is essential to provide for the shopping, dining, and entertainment uses they want to see.



### PLACEMAKING & BRANDING

Lavon has the opportunity to put an emphasis on special places, community gathering, and infusing Lavon’s brand through physical features and public art, especially in the Creative Lakes District and Lake Connector Corridor areas.



### CONNECTIONS

Providing walkable and bikable accommodations is very important to the community. New roads should be designed, and existing roads should be adapted where practical, to provide sidewalks, trails, and/or bike-specific areas.

## Comprehensive Plan Foundations

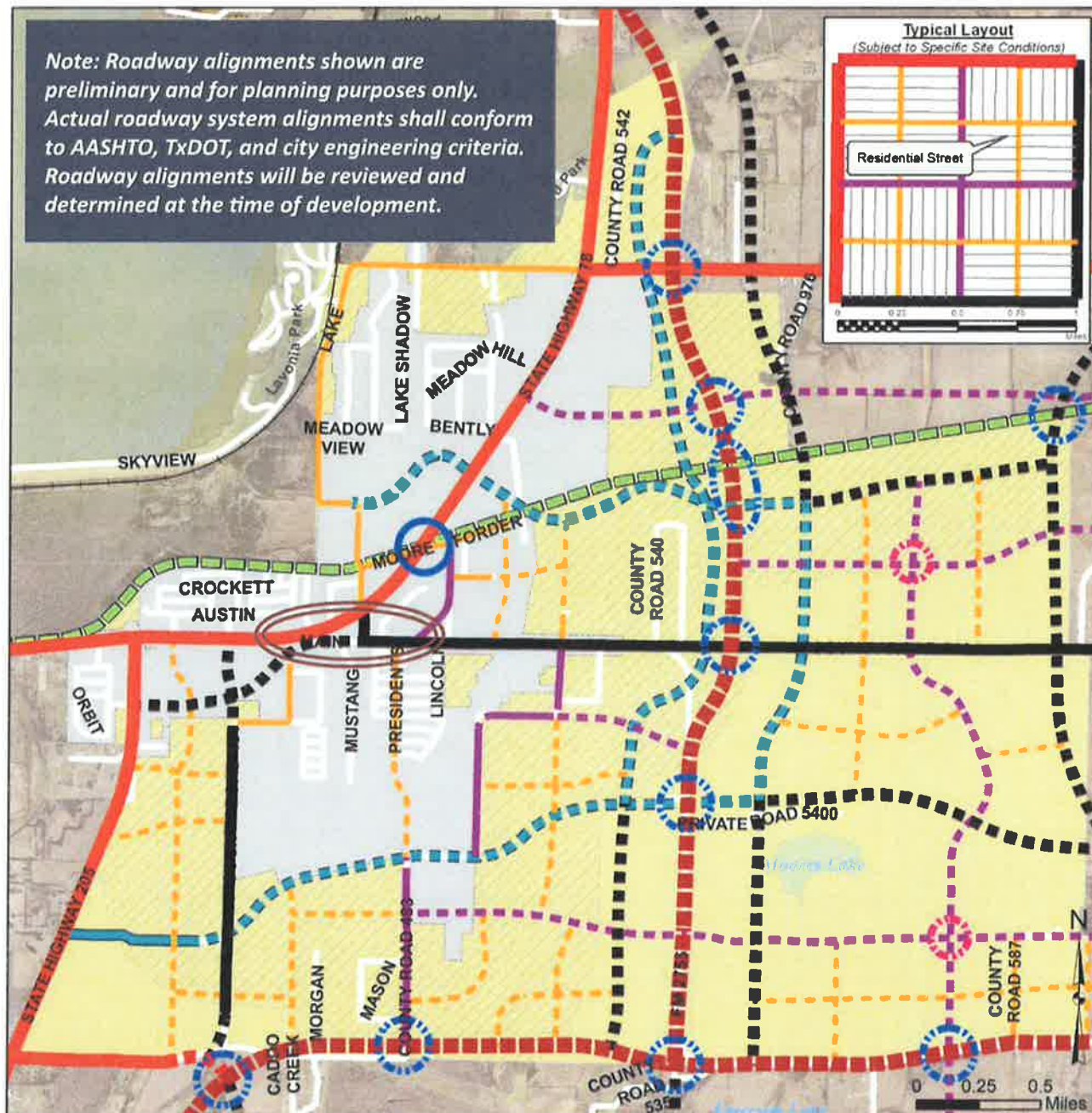
# MOBILITY FRAMEWORK

Source: Lee Engineering, 2019

### Legend

#### Classifications

Proposed Freeway	Proposed Minor Arterial	Minor Collector	Proposed Roundabout
Principal Arterial	Lake Connector	Proposed Minor Collector	Lavon
Proposed Principal Arterial	Proposed Lake Connector	NETEX Transp Corridor	ETJ
Minor Arterial	Major Collector	Existing Grade Separation	Potential Future Lavon
	Proposed Major Collector	Proposed Grade Separation	KCS Railway



Area for further study



## Comprehensive Plan Foundations

# MOBILITY & CONNECTIVITY

### MASTER THOROUGHFARE PLAN

The Mobility Framework represents a portion of the Master Thoroughfare Plan: the map. It's essential to plan Future Land Use with fully integrated mobility because streets greatly affect how land around them is used. A future amendment to the Comprehensive Plan will follow the Community Vision Assessment and include the complete Master Thoroughfare Plan that includes additional details and cross-sections (i.e. technical illustrations of each roadway designation).



#### Designations

Future Collin County Freeway (350' ROW)  
Principal Arterial 6 Lane Divided (P6D) (120' ROW)  
Minor Arterial 4 Lane Divided (M4D) (90' ROW)  
Lake Connector 4 Lane Divided (LC4D) (90' ROW)  
Major Collector 3 or 4 Lane Undivided (C4U) (70' ROW)  
Minor Collector 2 or 3 Lane Undivided (C2U) (60' ROW)

#### Cross-Sections

Future cross sections should include, at minimum, a sidewalk or trail on both sides of each road, trees to shade the sidewalk (or trail) on the street side, and bike accommodations or a paved shoulder (minimum 3 feet) on all sections.

#### Development and Capital Improvements

The City is in the process of beginning a Capital Improvements Program. It is recognized that the City has very limited funding resources with a recent bond program being denied by the residents. Through the planning process, however, residents seemed to begin to realize that to meet their expectations of infrastructure and amenities, funding for improvements would be required. The City will need to work with developers to build the majority of new infrastructure, even with a future bond program, and ensure that the Vision is met with each new piece of it. The two most important components of future mobility infrastructure are the provision of a street grid at a scale appropriate for each area (no cul-de-sacs) and the permeation of travel choice to ensure that walking, biking, and alternative wheels are accommodated.

### CONTEXT-SENSITIVE SOLUTIONS (CSS)

As new roadways are being planned and designed, and existing roadways are being adapted and improved, it's important to recognize that no one roadway is the same as the other and has different context. CSS takes the approach that the community should take part in collaborating on designs that are in developed areas to ensure that the design is appropriate for that particular area. Although the technical side of design will not be compromised, input can be received to incorporate feedback where it's present. For example, an off-street trail may be more appropriate than an on-street, separated bike lane in some areas, and that can be switched out. Lavon should deploy the CSS process in areas of existing development when roadway improvements are considered—do not just replace like with like—always evolve the mobility network.



## Comprehensive Plan Foundations

# CITY SERVICES & FACILITIES

Lavon has operated as a small town ever since its inception, but it is growing, and the amount of growth it will likely see in the coming decades is immense. Residents of Lavon are already interested in expanded services and maintenance, in addition to high expectations for new development. City services and facilities will need to be added and upgraded continuously over the coming years to accommodate new growth and maintain already existing development.



### CITY BUILDINGS & PERSONNEL

The City has identified researching what city buildings/facilities and personnel the City may need to construct or hire over the coming years, and that discussion should be outlined in the future Comprehensive Plan Update. This could include, but will not be limited to: expansion and/or renovation of City Hall with additional city offices, public safety buildings (ex. fire stations), communications staff, planning and development staff, etc. Residents are interested in a library, but financing and support of a library should be considered a long-term goal for when Lavon is more urbanized.



### INFRASTRUCTURE & OPERATIONS

The 2019 Community Survey indicated that residents of Lavon have a significant dissatisfaction with street maintenance, drainage, trails, mobility/traffic, and other infrastructure-related concerns. Residents also indicated, however, that they were very pleased with the City's public safety. As Lavon grows, the community will need to fund expanded and enhanced maintenance and operations in public safety, utility operations, utility lines, roads, trails, etc. to meet resident expectations.



### PARKS & RECREATION

Consistent with other areas identified in this Assessment, resident expectations for parks and recreation are high and hopeful, but financing of such improvements is needed. The future Comprehensive Plan Update should identify what levels of parks and recreation facilities are needed (ex. regional, community, neighborhood), where they should be located, and associated parkland dedication and development fee structure opportunities. Lavon should consider incorporating a multi-purpose, multi-generational (kids, teens, adults, seniors, etc.) recreation and community center and aquatics (pools and splashpads) in its future.

## Comprehensive Plan Foundations

# ECONOMICS & MARKET

According to the Bureau of Labor Statistics, the DFW Metroplex has the second highest job growth rate (2.9%) among the twelve largest metropolitan areas in the U.S. Lavon has the ability to capture some of eastern Collin County's job growth in such DFW-dominant industries such as computers and Information Technology, real estate and associated development services, and healthcare (BLS).

Lavon currently has approximately 48 businesses employing 270 people, in the services sector (31.2%), retail sector (29.2%), government sector (8.3%), and unclassified sectors (12.5%). As of August 2019, the Lavon Economic Development Corporation attracted the first light industrial facility (five employees), Crown Labels, within the city limits. Lavon's market is emerging, causing land values to approximately double over the past 12 years. Until now, some retailers would not locate in Lavon because of inadequate sewer infrastructure and low population densities. Proposed new subdivisions aim to bring thousands of additional dwelling units to the Lavon Planning Area and will continue to improve Lavon's competitive position for new non-residential uses, especially retail.

Lavon is underserved by convenience retail, such as grocery stores, home goods, hardware stores, and dining. Compared to surrounding cities within a 15-minute drive time (15 out of 100 ESRI leakage factor), total retail leakage, except gas stations, is high for the city (72 out of 100 ESRI leakage factor). Residents say that Wylie, Garland, and Rockwall are their most frequent destinations for convenience retail, within a 15-20-minute drive time. Lavon has the opportunity to produce and capture local purchases as new shopping is added.

There was \$1.9 Billion in Collin County tourism in 2018 (Texas Travel 2019). In 2018, the Army Corps of Engineers counted 90,483 visitors to Lavonia and Mallard Parks, up 69.5% from 2017. Based upon an economic impact on comparable Texas Parks\*, even recognizing that Lavon has no lake frontage, its proximity to Lake Lavon and Lake Ray Hubbard are major assets. Lavon could capture an estimated yearly \$1.75 million in tourism dollars for Collin County in local retail and dining, and this could result in significant economic impacts.

### Economic Development Strategies to Explore Include:



**Complete Corridor Plans and Marketing** for branding and communication of Lavon's identity, and provide amenities on Highway 78 and future freeways. Create walkable nodes, prominent gateways, and wayfinding at major intersections. Leverage TxDOT assets and partnerships. Fund public art and beautification efforts within Creative Lakes and within the Lake Connector Corridors. Marketing of new developments and image may be used to attract major employers and new businesses.



**Create development incentives for public improvements** to the City's storm and sanitary sewer systems. Link roadway improvements with stormwater management strategies, and adopt a bond program. Prioritize funding for sanitary sewer and drainage infrastructure on major roads (ex. SH 78, FM 2755, freeways, etc.) and coordinate with Bear Creek Special Utility District as much as possible for water utilities.



**Develop tourism near lake parks, urban nodes, and family-friendly activities.** Leverage lake proximity with increased marketing, connecting trails, road infrastructure, and coordination with Park Master Plan improvements. Fund walkable catalyst projects for sidewalks and street improvements in strategic areas or main corridors with bond or developer funding. Hold small business events, such as the development of monthly farmers market, annual summer festival, and/or demonstration/pilot projects to help add visioning excitement to the city.

# Community Vision Assessment

## KEY PRIORITIES

The planning process resulted in amazing efficiencies with collaborating to get meaningful feedback and then utilizing it to make the Strategic Plan and also the Comprehensive Plan Foundations. Provided below are key priorities from the Assessment.



### CREATE AND ADOPT COMPREHENSIVE PLAN UPDATES. (SHORT-TERM)

- Master Thoroughfare Plan with Cross Sections and Standards
- Future Land Use Designation Expansions
- Parks and Recreation
- City Services and Facilities
- Competitive Positioning
- Fiscal Vitality
- Character and Placemaking

### CREATE AND ADOPT DEVELOPMENT CODE UPDATES. (SHORT-TERM)

- Zoning
- Subdivision
- Green Infrastructure and iSWM
- Street Design
- Parkland Dedication and Development
- Low Impact Development

### FORMALIZE THE LIST OF RECREATIONAL PARTNERSHIPS AND BEGIN STRUCTURED COLLABORATION. (SHORT-TERM)

### ACCOMPLISH 2019-2021 STRATEGIC PLAN TWO-YEAR GOALS. (SHORT-TERM)

### CONTINUE TO PARTNER WITH COLLIN COUNTY AND NCTCOG TO INFLUENCE THE DESIGN AND BRANDING OF THE TWO NEW FREEWAYS. UTILITY INFRASTRUCTURE SHOULD ALSO BE COORDINATED WITH THE CONSTRUCTION OF THE TWO FREEWAYS WHERE POSSIBLE. (SHORT-LONG TERM)

### INITIATE A DRAINAGE AND NATURAL FEATURES STUDY. (MID-TERM)





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