



ADOPTED JUNE 4, 2020 CITY COUNCIL

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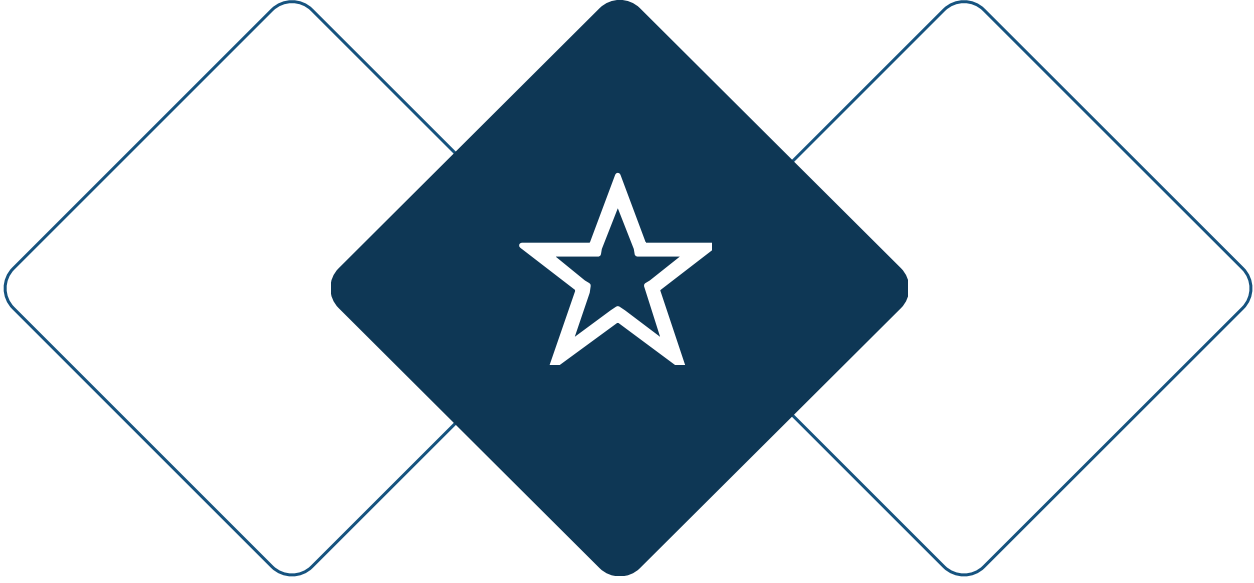
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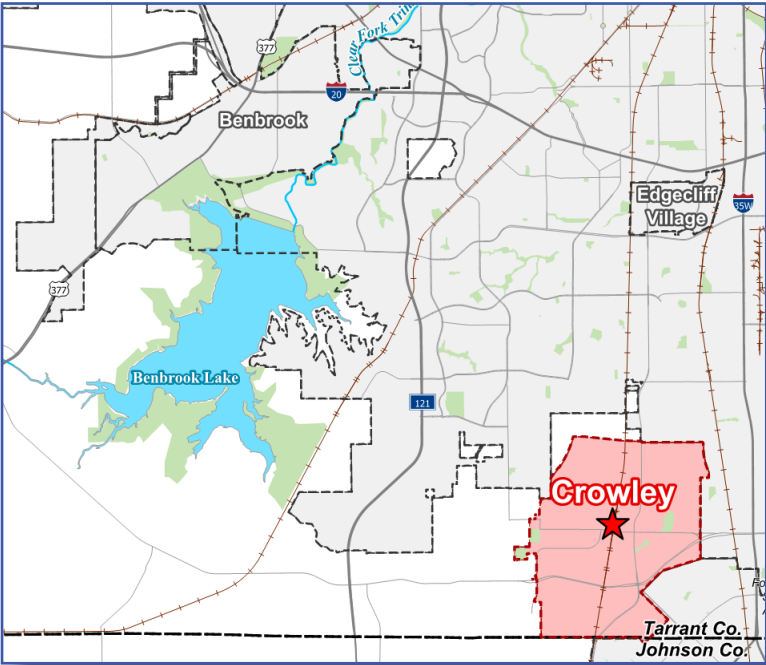


Introduction



Introduction

Located primarily in the southern portion of Tarrant County, Texas, (Figure 1) the City of Crowley is an intricate social, physical, and economic organization held together by laws and common community values as well as local, environmental, social, and economic conditions and trends. A small portion of the city lies within Johnson County, approximately 5.3 acres. The City's private and public sectors also function within a broader metropolitan, regional, and state framework, all of which are affected by federal legislation. The parts of this complex structure are interrelated, and forces changing one element may alter other elements. Some of the forces and trends can be influenced by the City, while some are immune to local actions. The Comprehensive Plan is a tool to direct some of the forces shaping the future physical, social, and economic structure of the City in a coordinated manner toward a common goal.



COMPREHENSIVE PLANNING

A comprehensive plan is a roadmap for building a city's future. As an official public policy adopted by the City, it represents the shared vision of the community and is intended to guide decisions about the physical development and programs of the community. The Comprehensive Plan is not a law, but a policy guide that indicates how the City intends to shape the many decisions that affect changes in its physical and social character to achieve a desired future. The plan is adopted and amended by ordinance of the City Council, upon the recommendation of the Planning and Zoning Commission. Both representative bodies consider public comment prior to making any recommendation or adoption regarding the Comprehensive Plan.

Successful plans balance visioning with careful consideration of the plans' impact on the built environment, natural resources, and municipal budget. The document provides the blueprint to guide development policy, master planning, operational decisions, and capital investments. It considers both tangible and intangible elements such as land use, mobility, housing and neighborhoods, natural resources, economic development, and quality of life.

The responsibility for implementing the Comprehensive Plan involves city leadership and every department, but support and participation from citizens and local businesses is just as important. Often, policies and recommended actions cross organizational boundaries and require compromise between departments and other community agencies. It is critically important to involve representatives from all of these groups in the development and prioritization of goals and implementation strategies. The Comprehensive Plan

Figure 1-1: Regional Context
City of Crowley 2045 Comprehensive Plan



Introduction

must be a dynamic, adaptable resource—especially for a city like Crowley, which is rapidly approaching full build.

The information, goals, and plans presented in this comprehensive plan are intended to:

- ★ Guide day-to-day planning, engineering, and financial decisions by the City,
- ★ Foster communication among the City Council, staff, and citizens by placing the government's future intentions on public display,
- ★ Provide a coordinating mechanism between City Departments, other governmental and quasi-public agencies, and private developers,
- ★ Establish a basis for land use regulation and public investment, which govern the growth of the City, and
- ★ Provide guidance to the City in solving problems and shaping forces of change to create a better community in which to live and work.

The Comprehensive Plan is a document; but just as important, it is part of a process to influence the many public and private decisions about new development and redevelopment within the City. The application of the plan to daily administration and operations in the City will determine its effectiveness. The plan is not an end product, but a tool in the day-to-day planning and decision-making process. To accomplish this, normal staff decision-making processes will be reviewed so that Comprehensive Plan policies are followed by use of checklists and permit review forms.

Equally important, the plan was created with input from the people who work and live in Crowley. Based on consensus, the adopted plan is intended to reflect what the City wants to become in the future. For the process to be successful over time, the plan must receive continuing review and support by public bodies and private citizens. As time passes and unanticipated events occur in the city, or as the City realizes that it must narrow or expand its goals, the Comprehensive Plan must be updated

to retain its relevance to conditions in the city and to retain allegiance from public and private interests. Past predictions and projections must be re-evaluated for their accuracy and adjusted to fit the current development and economic climate. To accomplish this continuing review, the [City Charter](#)¹ assigns authority to the Planning and Zoning Commission, which reviews the Comprehensive Plan no less frequently than once every three years for the purpose of

"{ } improvement, planned growth, health, safety and well-being of the City."

Municipal development regulations (aka the zoning and subdivision ordinances) also require regular review for potential updates to create and maintain a built environment that conforms to the current Comprehensive Plan elements and goals. To inform the variety of land use and policy decisions required by City administration, the Comprehensive Plan should furnish clear guidance and yet provide sufficient flexibility to enable it to adapt to unforeseen events and trends. The plan, therefore, must strike a balance between broad statements that give general guidance and specific suggestions for precise activities and events.

The Comprehensive Plan holds a wealth of information and elements. For clarity, the basic structure of the document is as follows:

- ★ **CHAPTER 2 FOUNDATIONS** - documents the founding of the city, the local context, and the city's role in the region;
- ★ **CHAPTER 3 ELEMENTS** - itemizes current city facilities; compiles and assesses the two major components of the plan – land use and transportation; describes existing conditions, constraints, and trends that may affect future development; and
- ★ **CHAPTER 4 IMPLEMENTATION** - provides specific tasks and timeframe to monitor goals stated within the plan.

NEED FOR AN UPDATED PLAN

Crowley is at a critical point in its evolution as a city. Due to regional growth patterns in North Central Texas coupled with recent development proposals within the city limits, Crowley will most likely be built out by 2045. Large tracts of land along the northern edge are already under consideration for residential development. Of course, ultimate build out is dependent on local, regional and national economies. At the time of the first Comprehensive Plan in 1999, the city was very rural in nature and only home to an estimated 7,650 residents.

The 2000 census count documents a population of 7,467, closely matching the 1999 population estimate. During the following decade, the city nearly doubled in population. The 2010 census states the city had a population of 12,838, a 72 percent increase from the 2000 census population count. Given the explosive growth, the city adopted an updated plan with a new vision for Crowley in 2012. Since 2012, the Chisholm Trail Parkway has spurred a lot of new development in south Tarrant County, Crowley included. This growth puts pressure on city staff to keep up with residential and commercial site plan approvals,

building permits, construction inspections, and infrastructure maintenance. Our elected officials are being challenged to provide infrastructure and amenities commensurate with other communities in the area while working with a much smaller budget. Previous plans are outdated and no longer relevant or useful, but the development decisions made in the coming months and years will have repercussions far into the future for Crowley residents and businesses. It is time for a new plan that provides context and guidance for the decisions ahead. It is all about how development *aligns* with the community character.

OUTCOMES MATTER TO THE COMMUNITY

The plan establishes a vision for Crowley that lay the framework to translate the policy into real projects, providing local capital with opportunities to invest in the community and promote a sense of place for its residents. The plan captures both the excitement of the Crowley community, as well as how this city is uniquely positioned to capitalize on growth in the region. The Crowley 2045 plan is based on fiscal analysis, focused on revitalization of the downtown, and considers infill development in order to

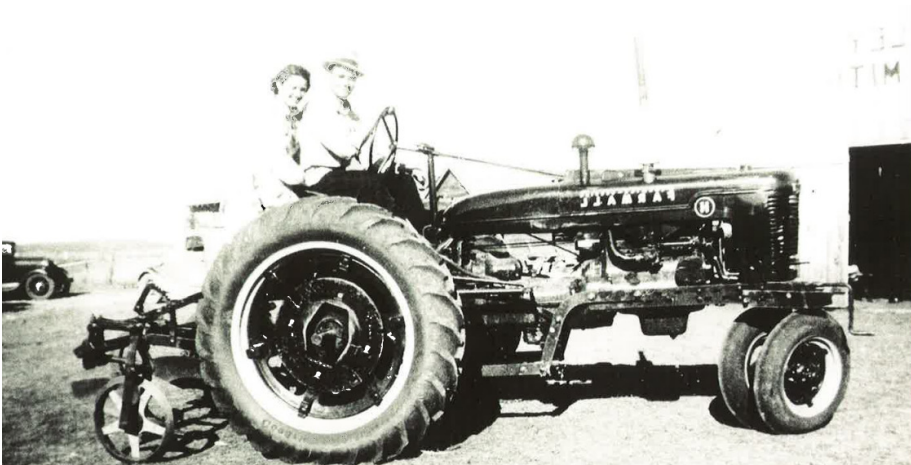


Figure 1-2: Crowley circa 1950



Figure 1-3: Crowley circa 2018

take advantage of the expanding North Texas region. Crowley can either ignore that growth or harness it. This does not mean that the plan abandons the community common desire for high-quality development and the need for clearly articulated regulatory expectations. In response to the goals and desires expressed by the community during the plans' robust program of public engagement, the plan intends to capture and benefit from regional growth. Municipalities across North Texas continue to face increasing demands on staff. In the absence of current, coordinated plans, decision-making and day-to-day activities are often reactive instead of proactive. This limits efficient, effective outcomes and, unfortunately, minimizes return on municipal capital investment. It also makes it difficult to manage and communicate expectations. Updating the plan puts Crowley in a position to focus staff and community efforts, program capital expenditures, and be proactive decision-makers across all aspects of the city's development and operations.

The plan will align anticipated growth with the core values expressed by the community and reinforced by the Comprehensive Plan Advisory Committee (CPAC) is a group of local stakeholders specifically established for the update process):

1. Organic and Incremental Development
2. Local Capital and Assets
3. Community Character
4. Sustainability and Resiliency

Organic and Incremental Development

Crowley is fortunate that it has opportunities for both new and infill development. The plan promotes development that provides a range of products and is scaled appropriately for the location within the city. Large vacant tracts of land adjacent to

State Highway 1187 (SH 1187) and small parcels along Main Street are examples of where to apply differing standards for land use. The concept of organic is related to incremental, place-specific growth intended to reinforce the desired municipal character.

Local Capital and Assets

The update process has proven one paramount element about the community – people are willing to be engaged in order to see actual change. This plan documents the level of public input while encouraging the city to use the local “**time, treasure, and talent**”³. Implementation recommendations include ways to create programs and opportunities for further community involvement. Trust is an important component of the city regulatory environment and lends itself to authentic creation of place.



“ Everyone has time, talent or treasure they would like to contribute to their community, but we often don't know how, when or where to help out. Engage and connect the people, organizations and resources in your community together to { } progress towards shared goals.”³

Figure 1-4: Cultivate Community Capital

Community Character

Growth does not automatically equate to creation of prosperity or place. In fact, certain types of growth will lead to the opposite – a community that functions poorly and looks like every other city in the region. This process of updating the Comprehensive Plan is about deciding what Crowley wants its community to look and feel like. It is intended to lay out a framework to manage growth and redevelopment in a manner that is both intentional and authentic in support of the input provided by Crowley citizens throughout this process.

Managing citizen expectations during growth can be extremely challenging, time consuming, and frustrating. Establishing a cohesive vision, based on solid planning principles and policies with prioritized implementation actions will clarify roles and expectations. It will empower everyone in the community to contribute. In addition, regular review of the plan will mark progress toward the vision for Crowley. Action items and decisions will be measured and tied back to this plan, providing transparency and accountability.

Sustainability and Resilience

Typically, a concept related to the natural environment, there is also an important fiscal component to the concept of sustainability. At the time of this plan, approximately 45 percent of land

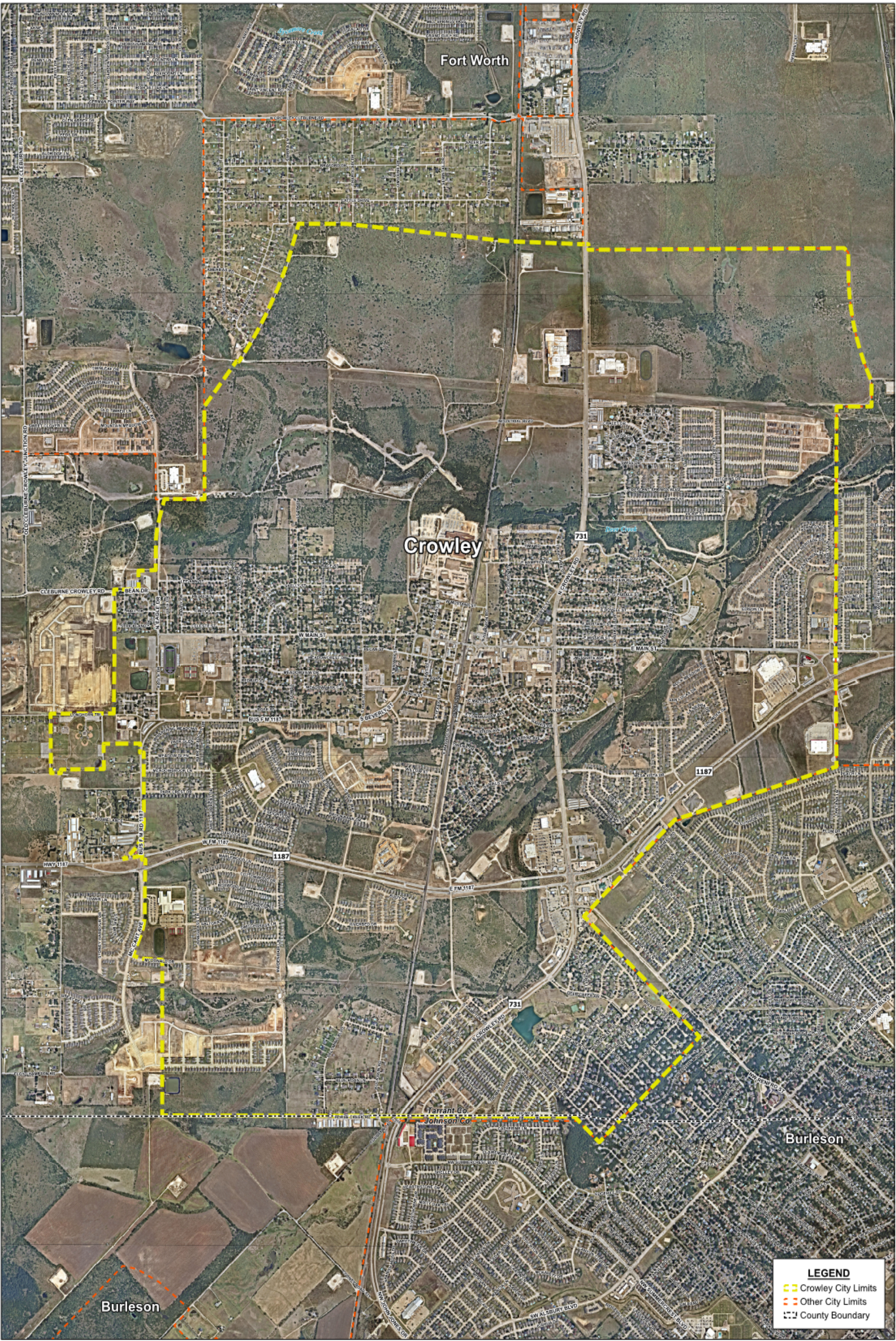
area in Crowley is undeveloped or in the entitlement process, meaning the property is going through the approval process for permission to be developed. Land in this category is in review by city staff but is not currently physically built out. Therefore, it is important to prioritize preservation and promotion of this resource. Coupled with the new Parks and Open Space Master Plan, the community can integrate this concept into its identity and plan for maintenance and improvements.

Another component of this concept is the real cost of maintenance and replacement of public infrastructure. Development decisions today have financial consequences in the future. The fiscal analysis performed with this update shows that the city is already financially stressed from past decisions. Care is needed when considering how the city can and should invest its limited funds. The plan should maximize the return on investment (ROI), using city resources in a way that increases property values, improves quality of life, and reduces long-term infrastructure liabilities.

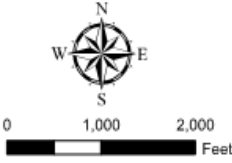
Finally, integral to this concept is the idea of resiliency. Whether coping with a natural disaster or unscheduled infrastructure replacement, this plan and other city policies are linked to support establishment and maintenance of municipal reserves which, in turn, create confidence and security for the community.



Figure 1-5: Typical Crowley Neighborhood



City Limits



Created by
DUNAWAY
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Figure 1-6: Aerial View of Crowley 2019
City of Crowley 2045 Comprehensive Plan



Figure 1-8: Crowley Public School before Fire in 1942 (approximate location of Bess Race Elementary (donated by Betsy Horn)



Figure 1-9: Feed Mill 1944, Between Magnolia and the Railroad, north of Main Street