

Section 7

FUTURE LAND USE PLAN

City of Lancaster Comprehensive Plan

FUTURE LAND USE PLAN

INTRODUCTION

Land can be viewed as a shared natural resource, much like air and water, that should be conserved, cared for, and utilized with due regard to its effect on public health, safety and welfare. Therefore, even though the Future Land Use Plan is only one component of the Comprehensive Plan, it can be considered the centerpiece of the entire Plan. The Future Land Use Plan is the expression of the community's intent regarding its future land use patterns. It identifies land areas in the City that are suitable for various types of activities, such as residential, retail, commercial, industrial, public, recreation and open spaces; it also defines the densities and intensities of these activities or use categories. A community's future land use plan of a community usually includes text and maps; the text identifies policies that need to be applied in order to bring about the desirable combination of land uses in the City, while the maps illustrate the spatial application of these policies.

The Future Land Use Plan for Lancaster can help enhance the economic vitality of the City by collectively assessing and making comprehensive recommendations for allowing various land-related activities in the City, keeping in mind the suitability of the area to the function. While planning for the future is an important goal of this element of the Comprehensive Plan, the existing residential and business areas, in addition to areas where future development will occur, must be able to flourish for Lancaster to truly evolve into a quality, economically balanced community.

This element not only brings together the information presented in other elements of the Comprehensive Plan, but also includes input provided during workshop sessions with the Comprehensive Planning Steering Committee. The workshop sessions were designed to allow Committee members and citizens the opportunity to provide information regarding the various recommendations of the Plan. During initial sessions, issues were identified that needed to be specifically addressed by the Comprehensive Plan. In response to these issues, goals and objectives were prepared and used to formulate the policies and recommendations contained in the Comprehensive Plan. This section includes a discussion of the important aspects of the Future Land Use Plan, as well as certain other parts of the Plan that could not be reflected graphically, but are nevertheless equally important. Some of the recommendations are reflected as policies for reviewing development or as policies for interpretation of the Future Land Use Plan. The Future Land Use Plan, as illustrated by **Plate 7-1**, is the composite of all the structuring elements of the Comprehensive Plan, such as the Thoroughfare Plan, which form the framework upon which the future land use pattern of the City of Lancaster can develop. Other than the existing land use pattern analysis, there are five basic

elements that serve as a form the basis for The Future Land Use Plan recommendations: Future Population Projections, Future Land Use Requirements, Land Use Intensity, Land Use Quantity, and Land Use Compatibility.

FUTURE POPULATION PROJECTIONS

As mentioned in previous sections, Lancaster's location and availability of vacant areas for a varied mixture of residential land use will likely bring about future population increases within the City. It is important to determine the level of this anticipated population growth not only for land use planning purposes, but also to enable proper provision of infrastructure, public facilities, parks, and other public necessities in the future.

Future population projections can be calculated using different methods and scientific models. The population projections for Lancaster, as shown in **Table 7-1**, are based on a blending of a reasonable range of growth rates and residential densities that can be expected to occur within the City. Depending upon local and regional economic factors, the actual future population growth in Lancaster will likely vary within this range.

Year	Scenario A 2± %	Scenario B 3± %	Scenario C 4± %
2000 ⁽¹⁾	25,894	25,894	25,894
2005	27,650	29,000	30,500
2010	30,500	33,600	37,100
2015	33,700	38,950	45,100
2020	37,200	45,150	54,900

Source: Dunkin, Sefko & Associates, Inc.
⁽¹⁾ U.S. Census
Note: Projections are based on an average compounded growth rate.

Though the rate of population change for the City will be indirectly related to employment opportunities within the region, Lancaster's population growth will be largely regulated by the rate at which the housing inventory can be expanded in price ranges that will permit and encourage persons to reside within the City. Since 1990, Lancaster has averaged approximately 93 residential building permits per

year. The projections shown in Scenario 'C' in **Table 7-1**, however, would require a housing response that under prevailing conditions is not occurring. At the same time it is important to note that further diversification of industry within Lancaster from the present employment base could accommodate a higher-than-anticipated growth rate due to an increase in the job market and availability of land in proximity to Dallas. In recent years, Lancaster has grown at a 3 percent average annual compound rate. Therefore, for planning purposes, the medium estimate ("B") is recommended as the most appropriate and applicable. To achieve the forecasted growth for scenario "B", an average of approximately 350 residential building permits must be issued per year over the next twenty years.

FUTURE LAND USE REQUIREMENTS

Another important aspect in planning Lancaster's future is the relationship of the projected population to future land use requirements. An assumption regarding land use requirements that has been found to be valid in many communities throughout the state of Texas is that the ratio or percentage of land use acres consumed relative to the future population is often generally the same in the future as it currently exists. For example, if single-family land uses currently require 12 acres per 100 persons, it can be assumed, given similar housing density objectives, that the established relationship of acres per person will remain relatively unchanged in the future. This assumption is likely to apply to Lancaster in the majority of land use categories, with the possible exception of residential land use. **Table 7-2** shows the future land use requirements for Lancaster as they relate to the projected population estimates for the City.

The comparison shown in **Table 7-2** facilitates a better understanding of the land use relationships shown on the Future Land Use Plan. One of the objectives adopted by the City of Lancaster is to provide direction and opportunities for a variety of land uses (see the Goals & Objectives component). The future land use relationships set forth in this element of the Plan assist in accomplishing this goal by specifying a balanced land use scenario for the City. A community cannot economically function when it is solely based on residential land use; most communities rely upon nonresidential land uses to subsidize the tax base. Nonresidential land uses are traditionally less intensive users of public services than are residential land uses. Retail land uses are generally even more attractive to cities than other types of nonresidential land uses because of the sales tax revenue they generate in addition to the ad valorem taxes. Therefore, providing for a variety of land uses in the City is an important goal to attain in order to achieve an economic balance within Lancaster.

Table 7-2
PROJECTED FUTURE LAND USE REQUIREMENTS
City of Lancaster, Texas

Land Use Category	Acres Per 100 Persons (in 2000)	Future Acres Required Per 100 Persons	
		In 2010 (33,600 persons)	In 2020 (45,150 persons)
Single Family	9.0	12.5	16.7
Duplex	0.1	0.1	0.2
Multi-family	0.5	0.7	1.3
Manufactured Homes	0.3	0.4	0.7
Public & Semi-public	2.4	3.3	6.1
Parks & Open Spaces	1.2	1.2	2.2
Retail	0.5	0.7	1.3
Commercial	1.3	1.8	3.3
Light Industrial	0.9	1.3	1.7
Street & Alleys	6.7	9.3	12.5
Total Developed Land	22.9	31.3	46.0

Source: Dunkin, Sefko & Associates

It should be noted from **Table 7-2** that if the land use requirement ratio remains similar to the present composition, the developed land required per 100 persons in the year 2020 would be 46 acres; therefore a total population of 45,150 will require 20,750 acres of developed land in Lancaster. The existing land within Lancaster's corporate limits is approximately 18,534 acres. It can be derived from this that the City will need to annex at least 2,500 acres of land in the next 20 years in order to accommodate the projected future population. The City currently has 3,584.6 acres of land area available in the ETJ, it is recommended that the City develop a growth strategy to incorporate the required land area into the City limits in a timely fashion in order to ensure adequate provision of City services to newly annexed areas.

LAND USE INTENSITY

Land use intensity refers to the level of activity that occurs on a given piece of property or within a given area. The unit of measurement of intensity is different for residential and nonresidential areas. In a residential neighborhood, intensity is measured in terms of the number of dwelling units per acre; this is also referred to as housing density (see Housing Strategies element for housing density details). For nonresidential areas, intensity is measured by the ratio of the total building square footage to the square footage of the site that the building occupies. This is referred to as the floor area ratio (F.A.R.). For example, an F.A.R. of one to one (1:1) limits the maximum square footage of floor space of a building

to 40,000 square feet when it is located on a 40,000 square foot site; an F.A.R. of 0.5 to one (0.5:1) would permit construction of 20,000 square feet of building on a site of the same size. The intensity at which Lancaster develops will have an impact on the character of the community as a whole. Both positive and negative impacts can result from higher intensity development. The Future Land Use Plan recommends not only the location of future land uses, but also the recommended intensity of the various land uses.

One of the most important planning goals that emerged from the Comprehensive Plan goal-setting workshops was to preserve Lancaster's rural, small town atmosphere. It is recommended that higher intensity uses be concentrated along Interstate Highway 35, Interstate Highway 20 and to a lesser degree, along State Highway 342 and Lancaster Hutchins Road. Limiting these high intensity uses to areas along major roadways that can support such uses helps maintain a peaceful and rural environment by encouraging lower intensity uses within other areas of the community. Considering the intensity of uses while deciding appropriate areas for future land uses is necessary to protect local residents from the health, safety and welfare issues that are likely to arise due to excessive merging of higher intensity uses with lower intensity uses.

LAND USE QUANTITY

The quantity of land uses that are developed also impacts the character of the City. Therefore, one of the main objectives behind the Future Land Use Plan for Lancaster is to create a balanced land use pattern. For example, the existing land use analysis shows that approximately 120 acres of land within the City were used for retail purposes in 1999; the current Zoning Ordinance designates approximately 350 acres for retail uses. This condition is called *overzoning*, and it occurs when the available supply of zoned land exceeds the projected demand for that particular use of land. Although it is difficult to determine the amount of vacant, zoned property a community should have, it is important to zone enough land for a variety of land uses in order to provide alternative market selection and competitive land pricing. The residential densities that are currently developing in Lancaster are also doing so at an intensity that will likely not support the amount of retail zoning that has traditionally been desired by the development community. However, Lancaster also supports its present retail acreage by attracting consumers from surrounding areas outside the City limits. This is an advantage to the City, and it is likely to continue to grow as the City expands in future. Therefore, overzoning in Lancaster in the case of current retail zoning is generally not excessive, and it would be reasonable to expect that the market will eventually adjust to this overzoning. It should be noted, however, that a number of competing sites for each use may, in time, lead to a lower quality land use pattern. In addition, if the market does not adjust to overzoning, the results could be:

- ♦ Large amounts of vacant or underutilized land;
- ♦ Subdivision of large parcels to sell smaller parcels to help pay the carrying costs;
- ♦ Unnecessary zoning changes to more marketable uses; and
- ♦ Incompatible land use arrangements.

The Future Land Use Plan reflects a ratio of nonresidential to residential land that will create a reasonable market balance for all uses. The primary purpose of the Comprehensive Plan is to guide future development in a manner consistent with community objectives. It is essential, therefore, to clearly identify where the different types of future land uses are most appropriate and best suited. **Table 7-3** shows the total estimated future land use acreage for Lancaster based upon the recommended future land use pattern, if all land currently in the City's corporate limits, as well as in the City's ETJ, develops as represented on **Plate 7-1**.

LAND USE COMPATIBILITY

The issue of compatibility between residential and nonresidential uses is becoming increasingly important. This is a result of the general trend toward more intense use of retail, office, commercial and industrial sites. To a large degree, much of the existing retail and commercial development activity in Lancaster is concentrated at the intersection of Interstate Highway 35 and Pleasant Run Road, as well as along both the Interstate Highway 35 and the Pleasant Run Road corridors. This condition is a result of nonresidential land uses seeking the best visibility along continuous major thoroughfares or freeways within the City of Lancaster, and it is expected that most of Lancaster's future nonresidential land uses will continue to locate along these and other major transportation routes. The Future Land Use Plan has attempted to allocate the various land uses into a pattern that will meet the objectives of community-wide land use compatibility. Certain techniques can be used to make land uses more compatible with each other. The treatment of the *edges* of various land uses can have a dramatic effect on the compatibility of various land uses. This buffer or transition treatment between residential and commercial uses is a key element in determining whether the residential area will be a quality neighborhood in which to reside. The Urban Design & Community Image element further describes these and other techniques.

FUTURE LAND USE PLAN

The recommended Future Land Use Plan for Lancaster is shown on **Plate 7-1**. The purpose of the Future Land Use Plan map is to provide guidance for making decisions regarding the use and reuse of land within Lancaster. As noted in the map legend on **Plate 7-1**, land use categories have been identified for each appropriate land use that may exist within the community. This graphic portrayal of land use objectives within the community has been blended with other components of the Plan, such as the Housing Strategies section and the Thoroughfare Plan section. It is important to recognize that the Plan map (**Plate 7-1**) is only a part (i.e., the graphic portion) of Lancaster's Future Land Use Plan. The map designations and key land use concepts are further supplemented and explained in the following text sections.

As mentioned previously within this section, anticipating the future land use requirements is an important task of the Future Land Use Planning process. It is then desirable for the City to provide land use designations to enable fulfillment of the land use requirements projected in **Table 7-2**. The total anticipated land use acreages based on the categories designated on the Future Land Use map (**Plate 7-1**) are shown in **Table 7-3**. A comparison of land use required (**Table 7-2**) and land use provided (**Table 7-3**) shows that Lancaster will be able to provide the required acreages for all land use categories shown on the Future Land Use map (**Plate 7-1**).

Table 7-3
Future Land Use By Category
City of Lancaster, Texas

Land Use Category	Land Use Acreage Provided	Acres Per 100 Persons For a Future Population of 45,150 People
Single-Family	11,370.2*	25.2*
Duplex	354.8	0.8
Multi-Family	203.5	0.5
Manufactured Homes	—	—
Public & Semi-Public	—	—
Parks & Open Spaces	—	—
Retail	999.7	2.2
Commercial	1,846.6	4.1
Light Industrial	2,004.7	4.4
Street & Alleys	—	—
<i>Land Available in the ETJ</i>	<i>3,584.6*</i>	—
Total Land Available	22,118.6*	49.0*

Source: Dunkin, Sefko & Associates, In.c.

Note: * Denotes figures that may include acreages for Public & Semi-Public uses, Parks & Open Spaces, and Streets & Alleys.

**Acreage of land available in the ETJ, approximately 10,637 acres, is included in Single-Family acreage.

FUTURE LAND USE RECOMMENDATIONS

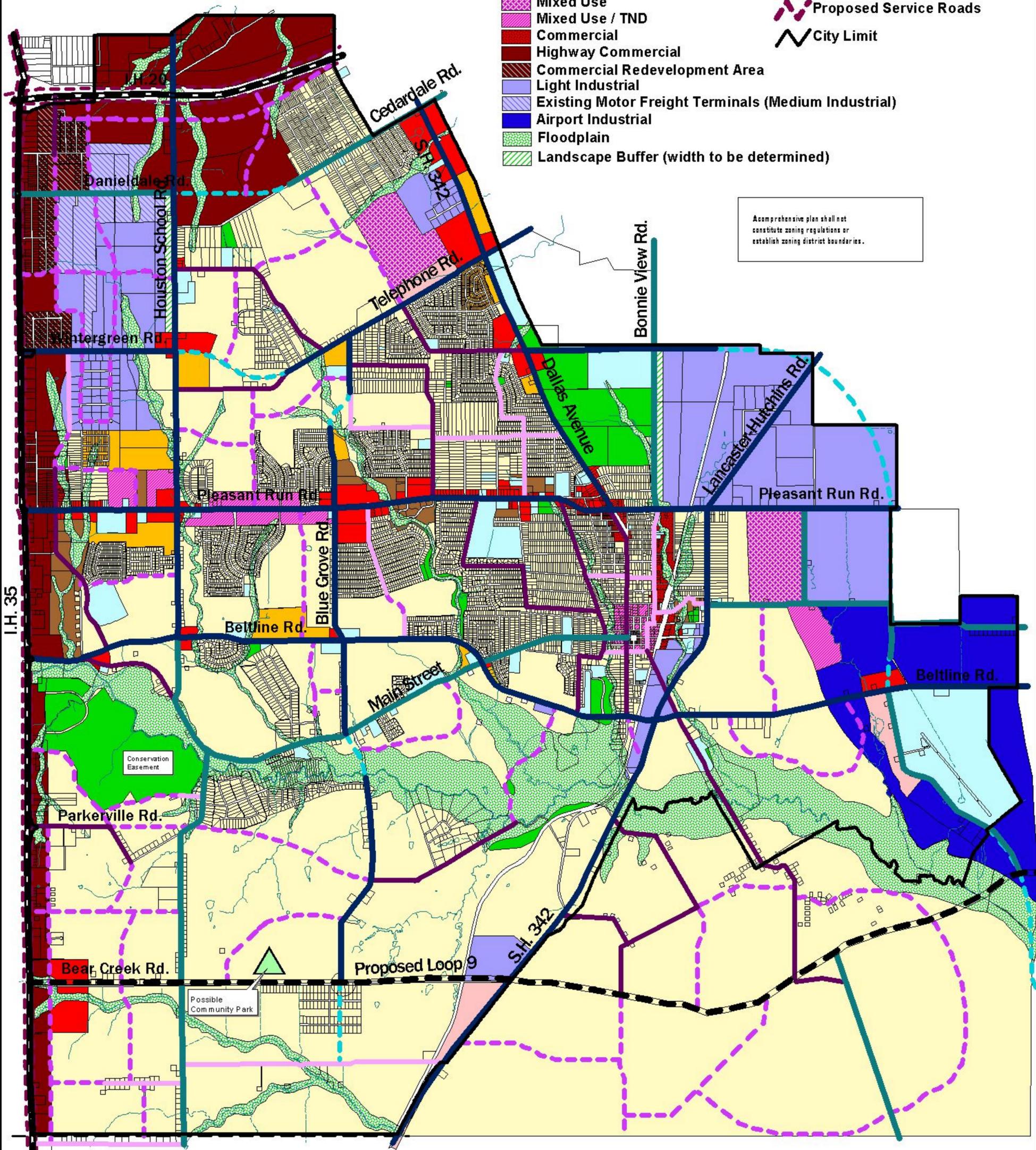
Highway Commercial Corridors

The majority of nonresidential land uses within Lancaster are located along Interstate Highway 35 and Interstate Highway 20. **Plate 7-1** designates much of the frontage on these major thoroughfares for highway commercial use. They are heavily traveled roadways, and the visual image that is projected along them is often the first impression people have of Lancaster. Therefore, uses that do not contribute to the overall value and positive image of the City along Interstate Highway 35 and Interstate Highway 20 will not be allowed. It will also be imperative for the City to establish high quality development standards along the Interstate Highway 35 and Interstate Highway 20 corridors to help protect and enhance the image and integrity of these areas. These corridors are, and will continue to be, one of the City's primary opportunities to convey a positive image and identification for the community. This image will be one of the lasting impressions people will retain as they drive into and depart from Lancaster.

Legend

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Public & Semi-Public
- Parks & Open Spaces
- Office
- Retail
- Historic Town Square
- Mixed Use
- Mixed Use / TND
- Commercial
- Highway Commercial
- Light Industrial
- Existing Motor Freight Terminals (Medium Industrial)
- Airport Industrial
- Floodplain
- Landscape Buffer (width to be determined)
- Major Thoroughfares
- Type A+Freeways
- Type B+Major Arterial
- Type B-Minor Arterial
- Type B Proposed Arterial
- Type C+Major Collector
- Type C-Minor Collector
- Type C Proposed Collector
- Proposed Service Roads
- City Limit

A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.



In addition to high quality development, the highest intensity development within Lancaster should be along Interstate Highway 35 and Interstate Highway 20 corridors. Therefore, if any nonresidential structures over two stories in height are proposed, they should be encouraged to locate within these corridors. Highway commercial uses with open storage shall be screened along frontage roads. Uses such as hotels/motels, new automobile and light truck⁷⁻¹ (i.e., sport utility vehicle) dealerships, banks, certain kinds of amusement uses (e.g., indoor movie theaters), and other similar types of uses should be encouraged and permitted by right. Uses such as welding shops, uses requiring open storage, manufactured home sales, self-storage facilities (i.e., mini-warehouses), and commercial service uses (e.g., plumbing/air conditioning contractor yards, etc.), should only be permitted within some portions of the corridors that are not directly visible from the highways, following individual review and specific approval. **Illustration 7-1** shows a conceptual diagram that depicts which types of uses should be permitted (by right or by specific use permit) or prohibited within these highway corridors. The results of following this strategy over a period of time will be higher quality development along these regional freeways and a more positive visual image of the community. It could also help to stabilize, and possibly even increase, property values over the long term. The importance of Lancaster's image along major corridors is discussed in further detail within the Urban Design & Community Image element.

Commercial Areas

Commercial uses that should be allowed within these areas include uses such as warehousing, pawnshops, uses requiring open storage, manufactured home sales, commercial service uses (e.g., plumbing/air conditioning contractor yards, etc.), and other non-retailing uses. The purpose and intent of this land use designation is to allow for heavier intensity commercial uses that may not be suitable for the highway commercial corridors or within retail areas, but may still need a well-connected system of transportation to enable the efficient movement of goods.

Commercial Redevelopment Areas

The City presently has a mixture commercial and residential land uses located south and north of West Daniieldale Road, just east of Interstate Highway 35. Some developed portions of this area are currently experiencing some decline, but there are several portions that are either vacant or have previously been platted; the vacant and/or platted portions would benefit from a sustained redevelopment strategy. Such a strategy would benefit the City as a whole and the local businesses operating there, as well as the area residents (refer to **Plate 7-1**). Development should occur to a standard similar to that which occurs within the Highway Commercial Corridors of Lancaster (i.e., high quality, aesthetically pleasing, no open storage, etc.).

⁷⁻¹ Maximum capacity of 2 tons.

This area also represents a prime opportunity to the City of Lancaster for economic development. It is envisioned that the area (refer to **Plate 7-1**) be targeted by the Lancaster Economic Development Corporation and then marketed as a development capable of supporting highway commercial land uses. A conceptual master site plan could help to further describe and market this idea. Design standards should include:

- ◆ Screening requirements (for open storage, loading areas, refuse containers, etc.),
- ◆ Buffering requirements (e.g., setbacks, berming landscaping elements, etc.),
- ◆ Screening and buffering specifically designed to protect from noise, light, odors, etc.,
- ◆ Maximum height of 2 stories, and
- ◆ Use of specific building materials and/or a percentage of specific building materials (i.e., masonry).

Mixed Use Areas

The City presently has two different types of mixed use areas. One area is around the railroad (in and around the downtown area), mainly in the vicinity of North Dallas Avenue and Main Street. Due to the fact that this variety has been market driven in the past, the mixed use designation (which surrounds the Historic Town Square) represents an opportunity for this area, shown on **Plate 7-2**, to continue to develop in this manner. It is also intended to provide the community with local and retail services that are close to residents. A mixture of these types of land uses is appropriate, and this should continue to be an area in which various activities take place including office and retail uses, with a variety of residential dwelling types. Local residents should be able to shop, conduct personal and government-related business, live in the vicinity (i.e., loft dwellings or apartments located on the second floor above retail shops), eat in a restaurant or café, enjoy arts/cultural facilities, gather for community events and festivals, and pursue other similar activities. The old railroad depot located in this area helps contribute to the historic atmosphere, and provides a positive example of the small, unique retail uses that should occur herein. In addition, outdoor seating areas, public plazas, open space areas, and landscaping should be encouraged within this area. Screening/buffering requirements should be established for land uses needing open storage in order to ensure the continuance of an attractive visual image. Lancaster should also consider developing a streetscape program in order to create a special theme and identity for this area.

The other areas are shown as *Mixed Use-2* on **Plate 7-1**. These areas could be similar to the area described above, but these areas are generally larger in size. The type of uses allowed in these areas should include office, retail, residential and government/institutional type land uses. Each development in the Mixed Use area will be required to present a Planned Development that addresses the unique

features of the areas, including streetscapes, pedestrian access, parking and building types. The development plan must also demonstrate how the land uses are integrated together, both on a horizontal and vertical scale. The mixed use types must include development standards that encourage compatible interaction between the different land uses, with the proposed development and surrounding area.

Retail Areas

It is anticipated that much of the potential for retail uses will be along Interstate Highways 35 and 20, Pleasant Run Road and Dallas Avenue. Some retail uses (e.g., convenience stores, cleaners, etc.) are also appropriate at certain other intersections interspersed throughout the community. The Future Land Use Plan (**Plate 7-1**) shows other possible locations for retail shopping uses. Retail sites at these locations should generally be 8 to 12 acres in size, with no more than 16 to 24 acres at any one corner. The City may approve retail uses at other corners, but should consider deleting an equal amount of potential retail at another nearby location in order to maintain a reasonable balance of retail sites within any given area. The Future Land Use Plan shows a proposed retail area for a regional mall at the intersection of Interstate Highway 35 and Proposed Loop 9 (Bear Creek Road), but if the proposed Loop 9 alignment is changed in the future, then it is recommended that this retail area be moved in conjunction with such change. Other retail uses should generally be encouraged to locate in the downtown area and along Pleasant Run Road, and retail sites in other locations should generally be smaller in size and more

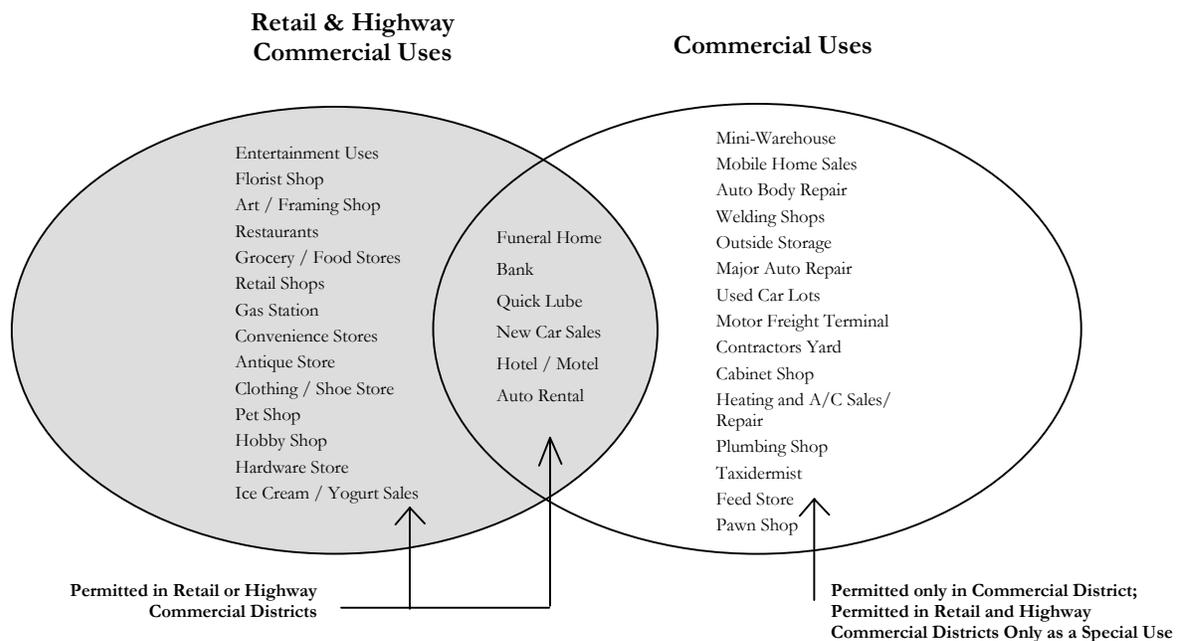


Illustration 7-1
Retail/Commercial Land Use Concept

focused toward the provision of neighborhood-oriented services. A retail site along the northern part of Houston School Road has been proposed to create a buffer between higher intensity, nonresidential uses and the residential areas to the east of Houston School Road.

Historic Town Square Area

The center of the City serves as a town square due to its inherent history, as well as to its geographical location in the heart of Lancaster. The Town Square is identified as a special nonresidential retail area; this area is different from other retail properties within the City due to its existing development, property ownership patterns, and mix of municipal and nonresidential uses. It is recommended that guidelines be established for the uses in this area and for facilitating and/or encouraging adaptive reuse of existing structures, wherever possible. Design guidelines identify this area as a special part of town, and should be expanded to incorporate the following elements:

- ♦ Allow only retail uses contributing to the existing nature and character of downtown;
- ♦ Signage (e.g., monument or other compatible styles);
- ♦ Parking (e.g., on-street, public areas);
- ♦ Access (e.g., joint/shared driveways, cross-access across lots);
- ♦ Landscaping (e.g., street trees/plantings, landscaped edge); and,
- ♦ Front yard treatment (e.g., special fencing styles, allowed uses in front yard such as dining, site lighting and landscaping, orientation/screening of parking areas).

Industrial Land Uses

Industrial uses generally require convenient access to major transportation facilities. Two different types of industrial uses have been proposed for Lancaster, specifically Airport Industrial and Light Industrial. These are graphically illustrated on **Plate 7-1**, the Future Land Use Plan map, and are described in the following sections.

Airport Industrial Park

An area designated as the Airport Industrial Park is shown on the Future Land Use Map (**Plate 7-1**) around the existing Lancaster Municipal Airport. This area land, offers tremendous opportunities for development of corporate, industrial-type facilities, and other related uses that would capitalize on the proximity of an airport. Uses in this area could include high-technology industries that require distribution and corporate travel-related uses.

Light Industrial Area

Four light industrial sites have been designated within Lancaster for the purpose of providing areas for high-tech, manufacturing, industrial-office types of land uses (refer to **Plate 7-1**). The first area is located in the northwestern part of Lancaster, between Interstate Highway 35 and Houston School Road. This particular location has frontage on Daniieldale Road and Wintergreen Road, and is easily accessible to Interstate Highway 35. Additional advantage for this site comes from the thoroughfares that are proposed to pass through it in the future, thereby connecting it directly to both Interstate Highway 35 and Interstate Highway 20 (see the Thoroughfare Plan element for more details). It should be noted that an area of existing trucking-related facility (Truck Terminal) exists. Any additional truck terminal and/or transportation-related uses desiring to locate within Lancaster must be confined to this area designated for motor freight terminal.

The second light industrial area is located in the southern part of the City at the intersection of Bear Creek Road and State Highway 342. If Loop 9 (see **Plate 4-2**) along Bear Creek Road is constructed as planned, this site will become an advantageous location for light industrial uses. A third area, located west of Dallas Avenue (State Highway 342) in the northeastern part of the City, between Cedardale and Telephone Roads, has also been proposed for light industrial use. The fourth site identified for light industrial uses is located at the northeastern border of the City, to the north of Pleasant Run Road and to the east of Jefferson St. with Lancaster-Hutchins Road traversing through the center of the site, and Cornell Rd on the east.

The majority of the new industries locating within smaller cities throughout the state of Texas can be considered *light industrial*, and therefore, it is expected that similar non-polluting industries are likely to locate within the City of Lancaster. The City should consider establishing development standards for those industrial tracts that have frontage along, or are visible from, thoroughfares (e.g., Houston School Road), as well as for those that are adjacent or in close proximity to residential areas. These standards should include:

- ◆ Those similar to any related highway commercial structures;
- ◆ Screening of loading docks and outdoor machinery; and
- ◆ Landscaping and screening of areas visible from adjacent thoroughfares (e.g., street trees/plantings, landscaped edge, berming).

Existing Motor Freight Terminals

This land use designation is primarily proposed in order to allow for motor freight terminals and industrial land uses that are trucking-related, including uses such as transfer terminals. Creating a specific area for these higher intensity uses can help the City benefit from trucking-related industries

without being adversely affected by them. It should be noted that in the context of this Future Land Use Plan, trucking-related industries are those that require the constant and sustained use of heavy-load vehicles (i.e., eighteen-wheeler trucks and trailers). These would not include industries involved in the manufacturing, warehousing, or distribution of goods that require transportation on a regular basis.

Public Use Areas

The Future Land Use Plan does not specify exact locations for public and semi-public uses, such as churches, schools, lodges and fraternal meeting facilities, certain non-profit organizations, and other similar institutions. The public and semi-public uses shown on the Plan are those that exist within the City at the present time. It is anticipated that new public and semi-public uses will seek to locate within Lancaster as the City continues to grow. Future public and semi-public uses should have direct access to a major arterial or collector street. Public land uses should not locate within areas that are highly visible, specifically those along Interstate Highway 35, Interstate Highway 20, and Pleasant Run Road. These locations are more ideally suited for higher intensity land use and should be reserved for businesses that typically require areas regularly experiencing high traffic volumes.

Low Density Residential Areas

Most of the undeveloped/vacant land area within the corporate limits and the extraterritorial jurisdiction (ETJ) of Lancaster is proposed for low density, single-family residential use. In determining the appropriateness of residential uses, the quality of subdivision design and the overall proposed neighborhood should be considered important factors. Although much land area exists for residential uses, those that are considered to be *easy* tracts to develop, meaning those sites that have accessibility to existing infrastructure, will become increasingly difficult to find. Consequently, the City will need to concentrate on developing and expanding its current infrastructure before allowing residential development in these areas.

Multi-Family (High Density Residential) Areas

Currently, slightly over 19.5 percent of the City's housing stock is of the multi-family type. It is recommended that Lancaster maintain this percentage as a maximum for future multi-family housing mix and, where possible, allow new units throughout the City in accordance with the Future Land Use Plan. It is suggested that the following guidelines be used to determine if larger multi-family complexes are appropriate within a given location:

- ♦ The tract is adjacent to a collector or major thoroughfare;

- ♦ The tract is not less than ten acres in size;
- ♦ The tract has easy access to the proposed hike/bike trail system; and,
- ♦ If the tract is adjacent to single-family residential dwellings, appropriate natural or man-made buffers are incorporated into the project.

It is recommended that the City encourage high quality multi-family areas for senior citizens (i.e. restrict the use of units to persons over 55 years of age). Areas designated for multi-family on the Future Land Use Plan should be considered for this type of multi-family use first.

FUTURE LAND USE POLICIES

Plate 7-1 provides the general description of land use categories, and the text in this element provides explanation of key concepts of the Plan. Lancaster should maintain its Future Land Use Plan (**Plate 7-1**) to provide areas for different types of land uses and intensities, and must plan for public services and facilities appropriate for the planned land uses. The Plan establishes the general pattern and density of future land use, as appropriate, to achieve the community's goals and objectives. The following sections describe recommended policies that should guide Lancaster's Future Land Use Planning efforts:

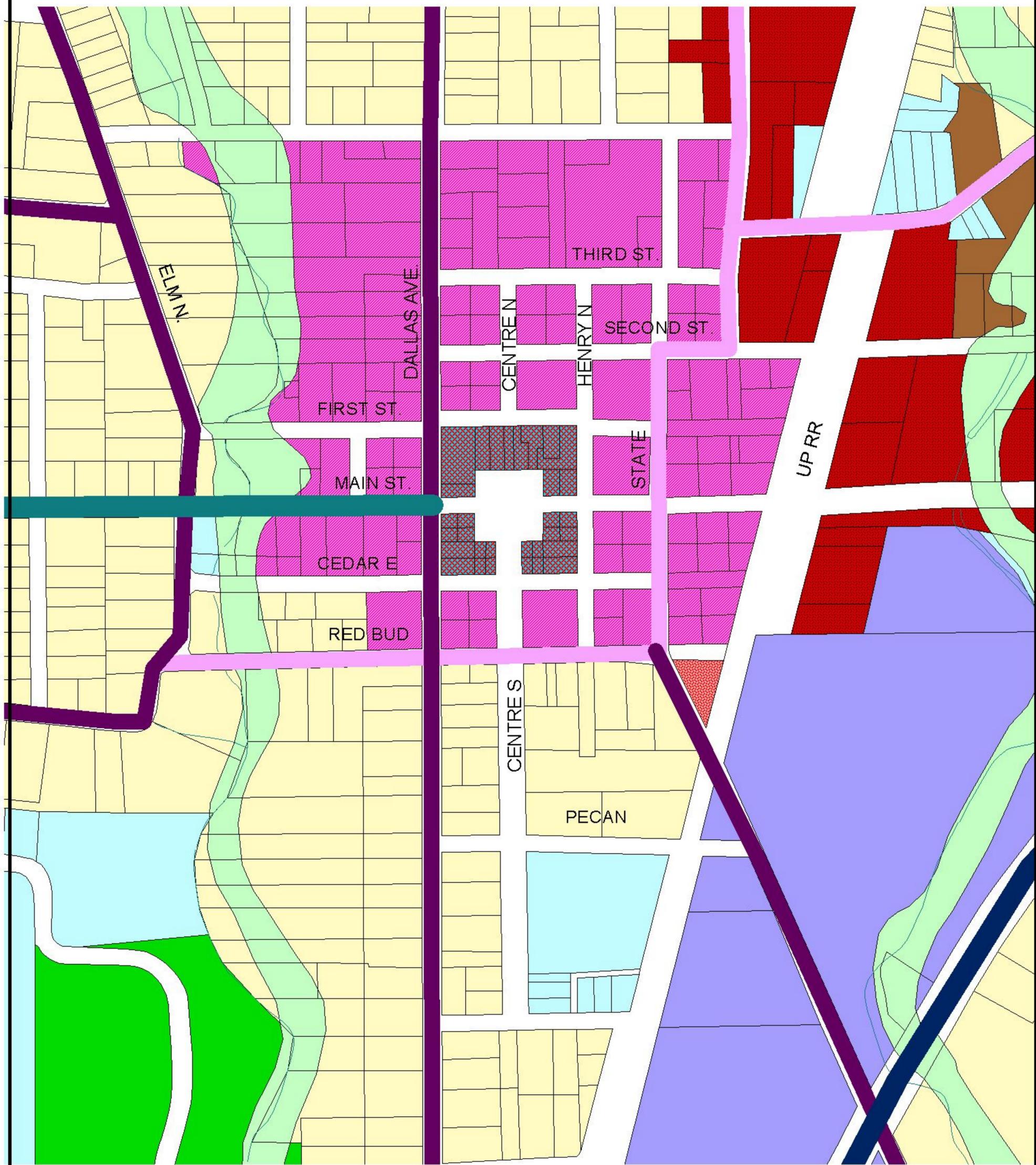
- ♦ Identify sufficient locations for residential and nonresidential development to accommodate the projected population growth, with provisions for additional land use capacity for market choice and flexibility.
- ♦ Plan areas for a variety of residential housing types and densities, as described in the Housing Strategies element within this Comprehensive Plan.
- ♦ Use planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses that may have a negative impact on a residential living environment.
- ♦ Design residential developments adjacent to the park or public open space linkage (trail system) to facilitate public access to and use of the park, as well as its facilities, while minimizing potential conflicts between park users and residents of the neighborhood.
- ♦ Consider issues of community character, compatibility of land use, residents' security and safety, and efficient service provision in reviewing development proposals. These are important qualities of any community, and should be emphasized in Lancaster.
- ♦ Encourage future patterns of development and land use that would reduce infrastructure construction costs and would make efficient use of existing and planned public facilities.

- ◆ Maintain an official copy of the Future Land Use Plan map on file at the City. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category for areas that are not clearly delineated on the smaller scale Future Land Use Plan contained in the Comprehensive Plan document.
- ◆ Use the Future Land Use Plan and the policies in this element to establish the general pattern of development within the community. This pattern of development should be implemented through the community's development regulations.
- ◆ Ensure that proposed residential development is consistent with the locations shown on the Future Land Use Plan (**Plate 7-1**). Single-family residential developments should also be consistent with the guidelines contained in the Housing Strategies element and the Neighborhood Design element of this Comprehensive Plan of Lancaster. Other relevant factors include the existing zoning of the parcel, adjacent land uses, and other Comprehensive Plan policies that are applicable to the type of housing proposed. In areas where existing zoning district regulations conflict with the Future Land Use Plan, until such time as zoning district regulations are revised to implement the Future Land Use Plan, the single-family guidelines in the Housing Strategies element should be used to evaluate proposed subdivision plats, notwithstanding existing zoning classifications.
- ◆ Evaluate nonresidential development proposals according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate services to these uses. Higher intensity nonresidential uses should generally locate adjacent to Interstate Highway 20, parts of Interstate Highway 35, and along State Highway 342, as shown on **Plate 7-1**. Lower intensity uses and other special uses, such as churches, retirement/elderly housing facilities, and skilled nursing facilities, should locate along collectors or major thoroughfares, but not within areas intended for intensive retail development. Trucking-related uses should be confined to areas north of Wintergreen Road and west of Houston School Road.
- ◆ Establish design standards and guidelines for development within areas that are planned for nonresidential uses to ensure that these areas develop with high quality, compatible design. Standards and guidelines should address elements including, but not limited to, minimum lot size, building scale, building setbacks, lighting, landscaping, screening and fencing, signage, internal circulation, and building materials.
- ◆ Ensure that planned industrial areas are of sufficient size, and are appropriately located, to support the community's economic development goals and strategies.
- ◆ Evaluate (periodically) development review and approval processes, and revise it as needed to ensure the following: (1) adequate opportunity is provided for public input in appropriate development projects; (2) consistency and predictability are maximized for all

- parties involved in the process; and (3) the process helps to achieve the goals and implement the policies of the Comprehensive Plan.
- ◆ Ensure that rezoning requests (or other development approvals) for land uses that are not consistent with the Future Land Use Plan, except for previously established land uses, are not approved until the Comprehensive Plan has been implemented through adoption of consistent development regulations. Thereafter, rezoning proposals for inconsistent land uses should not be considered until the Comprehensive Plan has been amended to achieve consistency. In those cases, the City should process rezoning requests and Plan amendments concurrently. The City's zoning ordinance should be revised to better implement the recommendations in the Comprehensive Plan.
 - ◆ Approve amendments to the Future Land Use Plan only when they meet the spirit and intent of the goals and objectives stated within the Comprehensive Plan, and when they are in the community's best interest.
 - ◆ Base local growth policies on the recommendations contained within the Thoroughfare Plan and the Future Land Use Plan. It should be the policy of the City to encourage future growth in areas where infrastructure system capacity can be facilitated.

The Future Land Use Plan is not the community's official zoning map, but it shall be considered along with the Zoning Ordinance when development is proposed. It is a guide for future land use patterns. The Future Land Use element and all other aspects of the Comprehensive Plan are implemented primarily through development regulations (zoning and subdivision ordinances) or through programs that fulfill other policy objectives, such as programs that establish capital improvement priorities/plans or raise revenues to finance public facilities and services. The Zoning Ordinance text and map determine which specific development requirements apply to a particular property.

The Future Land Use Plan shown on Plate 7-1 is intended to provide an overall framework for guiding the actions of the different entities responsible for determining Lancaster's future. It will be important that the Plan be used on a daily basis in order for the City to enjoy the benefits of coordinated development over a long period of time.



Legend

- | | |
|----------------------------------|---------------------------|
| Low Density Residential | Major Thoroughfares |
| Medium Density Residential | Type A+ Freeways |
| High Density Residential | Type B+ Major Arterial |
| Public & Semi-Public | Type B- Minor Arterial |
| Parks & Open Spaces | Type B Proposed Arterial |
| Office | Type C+ Major Collector |
| Retail | Type C- Minor Collector |
| Historic Town Square | Type C Proposed Collector |
| Mixed Use | Proposed Service Roads |
| Commercial | City Limit |
| Highway Commercial | |
| Commercial Redevelopment Area | |
| Light Industrial | |
| Existing Motor Freight Terminals | |
| Airport Industrial | |
| Floodplain | |



Dunkin Sefko & Associates, Inc.
 Urban Planning Consultants
 Date: January 25, 2002

300 0 300 600 Feet

PLATE 7-2
Future Land Use
Downtown Area Plan
City of Lancaster, Texas