

COMPREHENSIVE PLAN

CARROLLTON BY DESIGN



Adopted by Carrollton City Council

Resolution No. 2672

February 18, 2003

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Amendments

Resolution	Date	Type; Location; Case Number
2707	07/01/03	Land Use: NE Corner Jackson Rd @ Old Denton Rd; Case No. 05-03MD2 Bluffview
2779	03/23/04	Parks Master Plan: City-wide; Case No. 02-04MD1 Parks Master Plan
2784	04/06/04	Transportation: Belt Line Rd & College Ave @ IH-35E; Case No. 03-04MD1Downtown Carrollton
2887	03/01/05	Land Use: DART LRT Station Sites
2907	06/07/05	Land Use: E Side Parkview Dr, between Jackson Rd & Keller Springs Rd; Case No. 01-05MD6 Parkview Villas (comp plan)
2941	10/18/05	Land Use: S side Plano Pkwy between BNSF RR & Parker Rd; Case No. 05-05MD1 Mustang Park (comp plan)
2950	11/01/05	Land Use: W Side Parkview Dr, between Jackson Rd & Keller Springs Rd; Case No. 10-05MD2 Oxford Townhomes (comp plan)
2957	12/13/05	Land Use: E side Josey Ln, N of Parker Rd; Case No. 10-05MD4 Austin Waters (comp plan)
2986	05/02/06	Transportation: Trails Master Plan; Case No. 01-06MD2 Trails Master Plan (transportation plan)
3079	05/01/07	Transportation: TOD streetscapes; Case No. 04-07MD3 TOD Streets (transportation plan)
3118	10/02/07	Land Use: E side Josey Ln, N of Parker Rd (FM 544); Case No. 10-07MD1 Austin Woods (comp plan)
3150	12/06/07	Land Use: N side Carrollton Pkwy, W of SH 121; Case No. 11-07MD8 Mansions at Sunset Ridge (comp plan)
3151	12/06/07	Land Use: W side Marsh Ln, N of Plano Pkwy; Case No. 11-07MD6 Diamond Creek (comp plan)
3152	12/06/07	Transportation: TOD Connectors; Case No. 11-07MD7 TOD Street Network (transportation plan)
3191	05/06/08	Land Use: E side Josey Ln, N of Parker Rd (FM 544); Case No. 04-08MD2 Austin Waters (comp plan)

3207	09/02/08	Land Use: SW corner Whitlock Ln @ Cottonwood Dr; Case No. 08-08MD2 1301 Whitlock Ln (comp plan)
3218	10/14/08	Land Use: Dozier Rd @ Charles St; Case No. 08-08MD1 Dozier Place (comp plan)
3272	04/07/09	Land Use: Keller Springs Rd between Midway Rd & Tarpley Rd; Case No. 11-07MD1 Keller Springs Village (comp plan)
3495	11/01/11	Land Use: NW corner Trinity Mills Rd & Carter Dr; Case No. 10-11MD2 1100 W Trinity Mills (comp plan)
3517	02/07/12	Land Use: S side Plano Pkwy between the BNSF RR & Parker Rd (FM 544); Case No. 01-12MD3 Mustang Park (com plan)
3525	03/06/12	Land Use: E side SH 121 between Chickasaw Dr & Carrollton Pkwy; Case No. 01-12MD1 Estates of Indian Creek (comp plan)
3526	03/06/12	Transportation: Chickasaw Dr; Case No. 01-12MD2 Estates of Indian Creek (transportation plan)
3573	11/05/12	Land Use: NW corner Marsh Ln at Running Duke Dr; Case No. 10-12MD1 Marsh at Running Duke (comp plan)
3606	05/07/13	Land Use: NW corner Old Denton Rd at Carrollton Pkwy; Case No. 12-12MD1 The Ridge (comp plan)
3617	06/11/13	Land Use: S side Plano Pkwy (FM 544) at BNSF RR; Case No. 03-13MD3 Mustang Park Tracts 8 & 9 (comp plan)
3631	07/09/13	Transportation: Chickasaw Dr; Case No. 04-13MD1 Chickasaw Dr (transportation plan)
3650	09/17/13	Land Use: N side Trinity Mills Rd (SH 190) between Carter Dr & Dickerson Pkwy; Case No. 05-13MD1 Trinity Mills Place (comp plan)
3673	12/03/13	Transportation: NW corner Grouse Tr at Medical Pkwy; Case No. 11-13MD1 Grouse Trail (transportation plan)
3674	12/03/13	Land Use: NW corner Grouse Tr at Medical Pkwy; Case No. 10-13MD3 Avalon (comp plan)
3722	08/05/14	Land Use: NE corner Josey Ln at Parker Rd; Case No. 07-14MD1 Josey at Parker (comp plan)
3723	08/05/14	Land Use: N side Plano Pkwy opposite Hemmingway Ln; Case No. 07-14MD2 Colony Land Swap (comp plan)
3732	09/02/14	Land Use: N side Trinity Mills Rd between Briar Hill Dr and PGBT; Case No. 08-14MD2 Briar Hill Retirement (comp plan)

3766	12/09/14	Transportation: DT Carrollton area; Case No. 11-14MD1 DT Carrollton Transportation Plan Amendments
3800	05/05/15	Transportation: MacArthur Dr & Raiford Rd; Case No. 01-15MD1 MacArthur/Raiford (transportation plan)
3801	05/05/15	Land Use: SWC Frankford Rd & McCoy Rd; Case No. 03-15MD1 McCoy Villas (comp plan)
3881	12/01/15	Land Use: E side Old Denton Rd north of Indian Creek; Case No. 11-15MD1 Singer Ranch (comp plan)
3921	03/05/16	Land Use: SRC Parker Rd & Dozier Rd; Case No. 02-16MD1 Villas at Parker (comp plan)
3770	10/18/16	Land Use: N side Plano Pkwy @ Mustang Pkwy; Case No. 09-16MD3 Hamilton Park (comp plan)
4021	12/06/16	Land Use: S of Parker Rd & W of Dozier Rd; Case No. 11-16MD11 Trails at Arbor Hills (comp plan)
4022	12/06/16	Land Use: S Parker Rd & E Plano Pkwy; Case No. 11-16MD12 Parker Ranch (comp plan)
4042	02/28/17	Land Use: NWC of Parker Rd & Josey Ln; Case No. 02-17MD2 Castle Hills 10 (comp plan)
4077	06/06/17	Land Use: NE side of Plano Pkwy & S of Parker Rd; Case No. 05-17MD2 Villages at Mustang Park (comp plan)
4085	07/11/17	Land Use: NWC Dozier Rd & Plano Pkwy; Case No. 04-17MD1 Mustang Park 10 (Latera) (comp plan)
4139	11/14/17	Land Use: NWC Josey Ln & Parker Rd; Case No. 10-17MD2 Parker-Graham (comp plan)
4182	06/05/18	Transportation: Kellway between Tarpley Rd and Marsh Ln; Case No. 04-18MD1 Kellway (transportation plan)
4196	07/10/18	Land Use: SEC Parker Rd & Plano Pkwy; Case No. 06-18MD1 Essex Park (comp plan)
4314	07/09/19	Land Use: NWC Plano Pkwy & Charles Rd; Case No. 05-19MD1 Charles Ridge (comp plan)

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I. INTRODUCTION

PURPOSE OF THE PLAN

The *Comprehensive Plan* is a statement of Community values, ideals and aspirations about Carrollton's future environment, and serves as the official policy of the City regarding physical development. It is a guide for future decisions by the City. The Plan is used for such purposes as the following:

Planning is the triumph of logic over dumb luck.

Anonymous

- To help set priorities for capital improvement expenditures;
 - As a guide for the acquisition and development of sites for community facilities;
 - As a guide for the acquisition and protection of major open space;
 - As a response to the Texas Local Government Code stating that zoning regulations should be adopted in accordance with a *Comprehensive Plan*;
 - As a basis for zoning and subdivision regulations;
 - As a guide for preparation of detailed physical plans for sub-areas of the City; and
 - To help guide the establishment of programs and policies by which the City will achieve the type of development reflected in this Plan.
- Undoubtedly, the City will face new issues which are either not contemplated in this Plan, or which are in conflict with the Plan. As conditions change, the Plan should be revisited and amended to reflect the conditions at that point in time. It should be a dynamic guide to help citizens and officials guide Carrollton's future.

CARROLLTON PLANNING HISTORY

Location

Carrollton is located midway between downtown Dallas and the City of Denton. About half of the City is in northwest Dallas County, and half in southeast Denton County. A small portion is in southwest Collin County.

A developed "inner-ring suburb" of Dallas, Carrollton is abutted by other established cities — Farmers Branch to the south, Coppell to the west, Lewisville to the north and Plano and Addison to the east.

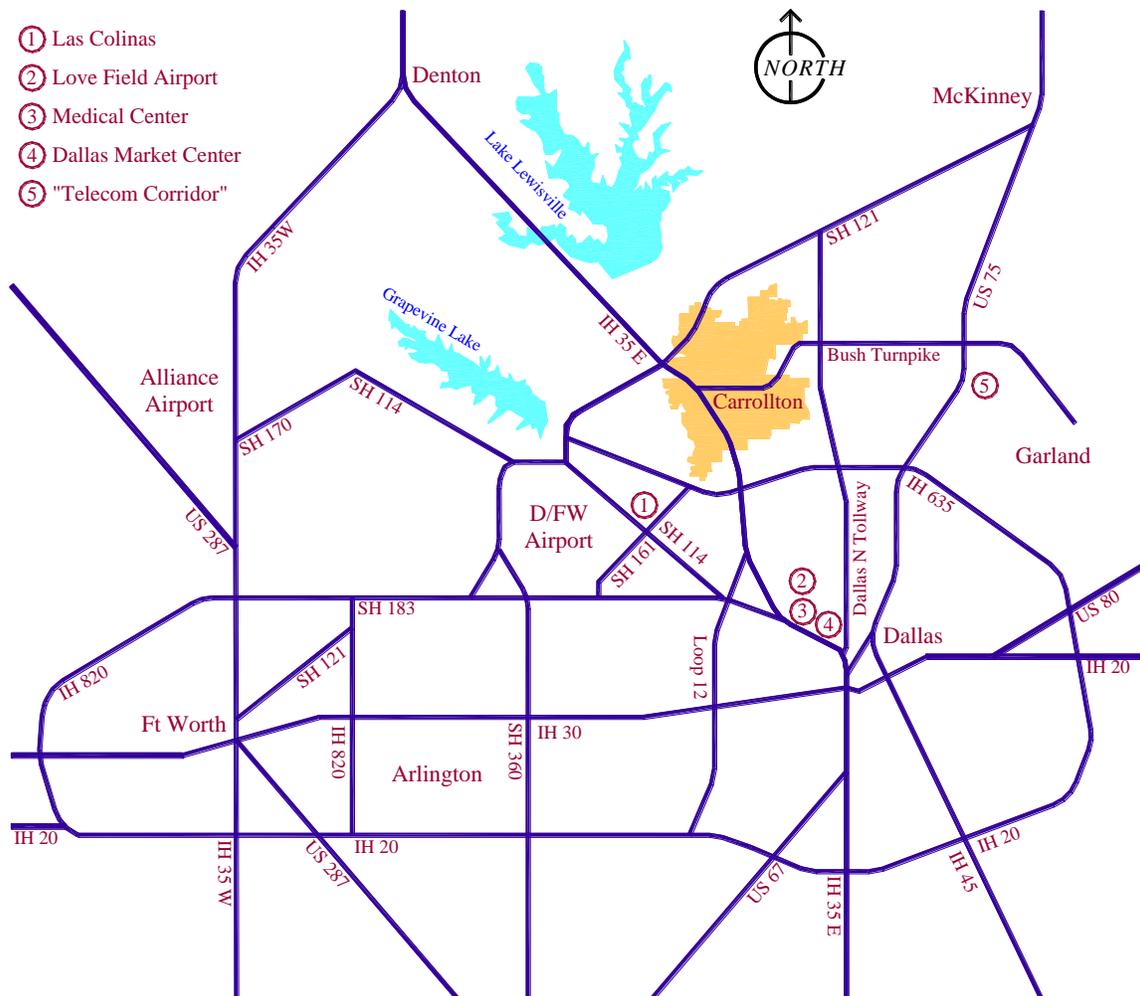
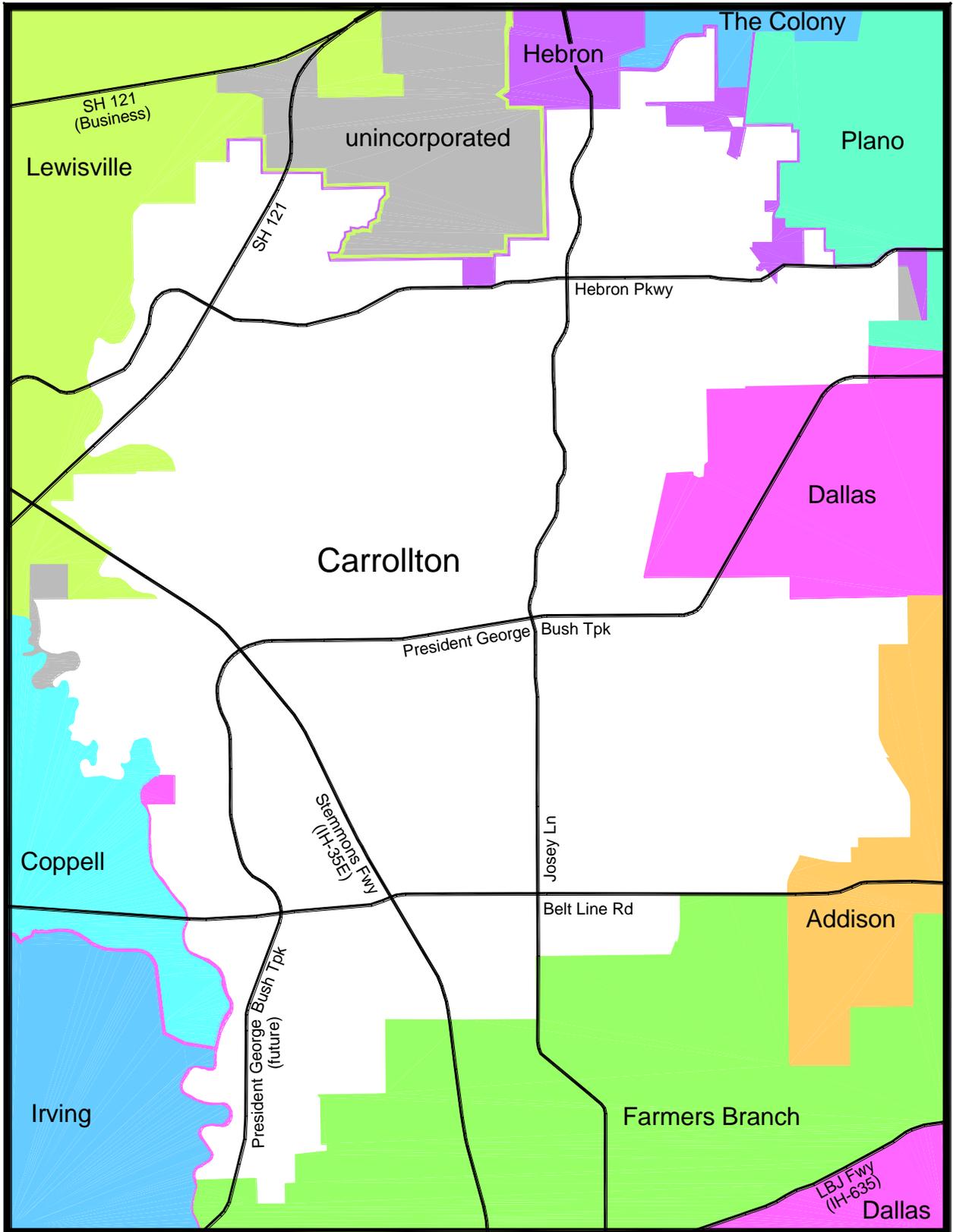


FIGURE 1: GENERAL LOCATION IN THE METROPLEX

FIGURE 2: CARROLLTON AND ADJACENT CITIES



Politics

The City of Carrollton is a Home Rule municipality with a council-manager form of government, operating under a City charter adopted in 1961. The City Council is made up of a mayor and seven council members. All are elected at-large, and serve three-year, staggered terms.

Carrollton is subject to three counties (Dallas, Denton and Collin), and four school districts (Carrollton-Farmers Branch, Lewisville, Coppell and Dallas Independent School Districts).

Transportation

Carrollton is crossed by three major highways: Stemmons Freeway (IH-35E), State Highway 121 (SH-121) and the President George Bush Turnpike (PGBT).

In addition, the Dallas North Tollway (DNT) is one mile east of the Carrollton City limits, and provides direct access to downtown Dallas. LBJ Freeway (IH-635) is two miles south of the City and provides access to Interstate Highways 20, 30 and 45, as well as U.S. Highways 67, 75, 80, and 175.

Carrollton is seven miles northeast of the Dallas-Fort Worth International (DFW) Airport (providing national and international air service), and 12 miles northwest of Love Field (providing regional air service). Addison Airport, a general aviation airport, is immediately east of the Carrollton City limits in the Town of Addison.

Carrollton is served by Dallas Area Rapid Transit (DART), which provides local and commuter bus service throughout the Dallas area. DART plans to build a light-rail transit (LRT) line from downtown Dallas through Carrollton, to be completed by 2010.

Carrollton is crossed by three railroad lines: the Union Pacific, Cotton Belt, and Burlington Northern & Santa Fe Railroads.

History

In 1841, a contract was signed between the Republic of Texas and a land promotion company to colonize what are now Dallas, Collin, Grayson, and parts of Ellis and Wise Counties. The first settlement by Peters Colony, as the corporation was called, was on Farmers Branch Creek where Farmers Branch Elementary School sits today.

In 1844, Alexander Wilson (A.W.) Perry brought his family to this area from Greene County, Illinois. The Perry family is credited with being the "first" settlers of what would eventually become Carrollton, and acquired significant land in the area.

On January 26, 1878, the Dallas & Wichita Railroad filed a plat for "Carrollton" on land donated for a town and railroad depot site by A.W. Perry. A post office was established on May 16, 1878.

Conventional wisdom is that the name "Carrollton" was chosen to commemorate Carrollton, Illinois, the town from which many of these founding families had moved. However, among the twenty original petitioners of the Peters Colony Corporation was Daniel Carroll, who had a leadership role in the company, and whose name may have had some influence.



DOWNTOWN SQUARE

By 1885, the town was a shipping center for grain, had steam-powered cotton gins and flourmills, two churches, and a school.

In 1888, the Cotton Belt Railroad arrived, crossing the Dallas and Wichita Railroad. Also, this year, Jay Gould bought the unfinished Dallas & Wichita and extended the line to Denton (subsequently, he sold the line to the Missouri, Kansas & Texas Railroad which more recently became the Union Pacific). With this, Carrollton began developing as a shipping center for livestock, grain, cotton, and cottonseed. The population of the community was about 150.

Because the community had not developed in accordance with the 1878 Dallas & Wichita Railroad plat, a plat filed by brothers John Simeon and George Franklin Myers on December 3, 1900 formed what would become the "town square" area of Carrollton.

In 1903, the St. Louis & San Francisco Railroad (now known as the Burlington Northern & Santa Fe Railroad) came through town. With this, Carrollton was crossed by three railroads – a rarity which solidified Carrollton's growth into a commercial, marketing, and trading center. This same year, the Bank of Carrollton opened for business.

In 1912, the J. Fred Smith Gravel Company, Inc. was organized. Gravel mining developed into a major industry, so that by the late 1940's, Carrollton was known as a "grain and gravel town."

On June 14, 1913, the citizens of the community voted to incorporate. The same year, commercial electricity became available when a private generating plant went into operation.

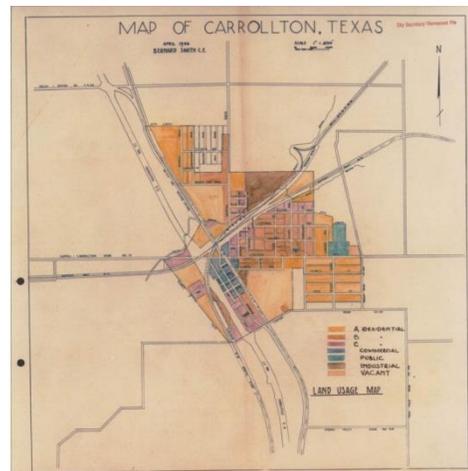
In 1924, the Dallas-Denton Interurban Railway electrified the "Katy" Railroad, and began electric passenger train service. This service made it more convenient for the first "commuters" to live in Carrollton and work in Dallas, or attend school in Denton.

In the thirties, Carrollton solidified its position as a trade and marketing center for its immediate area, and continued slow, steady growth. The East Texas oil field, discovered in 1930, buffered the region's economy from the full brunt of the Depression. Through the thirties and forties, wealthy Dallas oil men (such as "Colonel" W.C. Josey) began to buy land in the Carrollton area, converting it from working farms and ranches to "show farms" and weekend and summer retreats.

In the years after World War II, Carrollton prospered and began to change from an agricultural community to a more industrial one. The first "major" industry to locate in Carrollton was National Metal Products (later Inca Metal Products), in 1946. An industrial district developed around their three-acre site, along the west side of U.S. 77 (later IH-35E), between Crosby and Belt Line Roads.

By the mid-1950's, Carrollton was on the periphery and within an easy commute of a booming post-war Dallas. The community attracted people to new subdivisions being built in and around it. The first Carrollton "shopping center" (Carrollton Highlands, now Carrollton Park) was built at the intersection of Josey Lane and Belt Line Road in 1959.

Over the next thirty years, development accelerated. The population of the City more than doubled in the fifties, more than tripled in the sixties, nearly tripled in the eighties, and more than doubled in the nineties.



1946 ZONING MAP

II. EXECUTIVE SUMMARY

THE NEW MILLENNIUM IN CARROLLTON

Much has changed in Carrollton since the last *Comprehensive Plan* was completed in 1991. Then, The Plan focused on the development of open land for suburban style development. At that time, the City formed the northern edge of development around Dallas and much of its land was open for development with a disproportionately large part of it zoned for garden apartments. Today, suburban growth is focused northward toward Denton, Frisco, and McKinney, and very little land is available for development within Carrollton. In addition, the City is facing issues such as aging development and infrastructure, and how best to use its resources to renew and refresh itself.

Today, the City is completely hemmed in by other municipalities with no opportunities for any significant expansion; but it is part of a larger contiguous metropolitan area. It is not self-sufficient in terms of the amount of retail it supports or availability of jobs for its residents; nor should it be entirely self-sufficient. The City will be served best by building on its particular location and transportation advantages to define its future, and to define its relationship to other communities in the region.

The City is in a similar situation as many of the region's other suburban communities that are largely built-out and where, over time, property values will tend to decline and the cost of services will tend to increase. The goal of this Plan is to set out a roadmap to long-term health and vitality for Carrollton so that it will not succumb to the ills of an aging suburb.

Good plans shape good decisions. That's why good planning helps to make elusive dreams come true.

Lester R. Bittel, The Nine Master Keys of Management

"EXPANDING CITY" TO "REVITALIZING CITY"

Carrollton is extremely fortunate to be located in the path of dynamic growth within the Metroplex. It is also well-connected to the region with excellent access to major roadways, and it will soon be tied to Dallas, the Medical Center, and other important destinations with a DART Light-Rail line and three transit stations.

Regional highways, combined with an expanding transit system, create an engine that can drive new development and revitalization of older areas.

Experience in other successful cities indicates some key attributes of a successful "revitalizing city:"

- Taking advantage of physical attributes;
- Creating an environment to attract investment; and
- Paying attention to existing neighborhoods and businesses.



Taking Advantage of Physical Attributes

Carrollton’s position in the Metroplex is being strengthened and enhanced by the transportation improvements being made.

Interstate Highway 35E runs through the City, and the Dallas North Tollway is located on the eastern edge of the City. These corridors connect Dallas and the fast growing northern communities in Denton and Collin Counties.

The President George Bush Turnpike (PGBT) is being extended to other communities in the Dallas Region, providing a major east-west connection, with direct access to DFW Airport.

DART is building a light rail system from the Dallas Central Business District (CBD) and Love Field to Carrollton, including three stations within the City.

Denton County is planning a transportation system to tie into DART in Carrollton, thus placing the City at a major regional hub of transportation.

In addition, two and possibly three transit lines will interconnect in downtown Carrollton: the Union Pacific, the Cotton Belt, and - in the long term - the Burlington Northern Railroads. Along with a commuter rail connection from Denton County, downtown

Carrollton will become one of four major centers in the region, along with downtown Dallas, downtown Fort Worth and DFW Airport.

Carrollton is in a central location in the Metroplex where it can attract a range of quality housing types, including single-family subdivisions and more unique, higher density, transit-oriented residential. Such locations prove very attractive to buyers because of the easy access to the professional job markets in the Richardson Telecom Corridor, downtown Dallas, Las Colinas, and DFW Airport areas.

The City is at a very important point in time where it is close to running out of developable land, and new development is already focusing beyond its northern borders. Before the City acquires a reputation of "last year's hot spot," it has the opportunity to become the "new hot spot." The construction of the PGBT and the DART LRT provide the City with a new level of regional accessibility that it has never had before and can become the basis for its attractiveness for major new investment. The three stations in Carrollton (Downtown Carrollton Station, Trinity Mills Station and North Carrollton Station) are uniquely different in terms of the types of development that might be attracted to them. The Downtown Carrollton Station will be the only location where two or more transit lines will cross in the entire DART system within the foreseeable future, outside of downtown Dallas. This station in particular can attract a new style of pedestrian-oriented development, which is especially attractive to young professional and older empty-nester households. The construction of PGBT opens up land west of IH-35E for commercial development. This land will also have easy access to the Trinity Mills Station. This new energy in the City can also contribute to increased investment into previously developed areas.

Creating an Environment to Attract Investment

New investment and re-investment is not automatic over time. It takes an aggressive stance on behalf of the City to reinvent, improve, and promote itself. Richardson, Plano, Addison, and Farmers Branch are all very active in making sure that they will continue to be cities where people will want to live, shop, recreate, and locate their businesses. They take great care in creating and maintaining their "public face" such as roadways, streetscapes, parks, trail systems and public facilities. Richardson's Parks Department, for example, views all streetscape and parks as the City's "front yard" and therefore designs, builds and maintains them as well as any homeowner would hope to. In addition, these cities are also creating new mixed-use pedestrian-oriented development opportunities—Addison Circle, downtown Plano, Galatyn Park, and the Farmers Branch station area.

Facilitating an environment conducive to new investment involves creating innovative entrepreneurial, administrative, and funding strategies. All the cities mentioned above were directly involved in creating the landmark developments listed. Their involvement in all cases resulted in a high quality landmark development that would not have

happened otherwise. Though this involvement required special approvals and large amounts of public funding, the net result is a continuing increase in property and sales taxes and the attraction of additional spin-off development and re-investment.

New forms of development require special approvals and a bureaucratic system that facilitates quick decisions. In the developer's world, time is money. They tend to avoid building innovative projects when all the rules, regulations, and funding sources are geared to standard suburban-style development. And, they tend to avoid redeveloping properties when there are large parcels of farmland available north of the City that will not require complex acquisition, demolition and reconstruction of services just to get to the point of having a developable parcel. Very little will happen in Carrollton over the coming years if it does not work with developers and property owners to overcome these issues.

EXISTING NEIGHBORHOODS AND BUSINESSES

It is just "good business" to support existing neighborhoods and businesses through maintaining the City's infrastructure of streets, drainage, streetscape, parks, and open space. Reinvestment by homeowners and businesses is at the very core of maintaining a healthy tax base. The City appreciates this concern and is developing programs directed toward these objectives.

The City's Neighborhood Partnership is a major step in the direction of helping to strengthen neighborhoods. It was established to foster and encourage partnerships between citizens, religious institutions, schools, businesses, community organizations, and the City to assist in reinvestment in Carrollton's many neighborhoods.



III. BACKGROUND

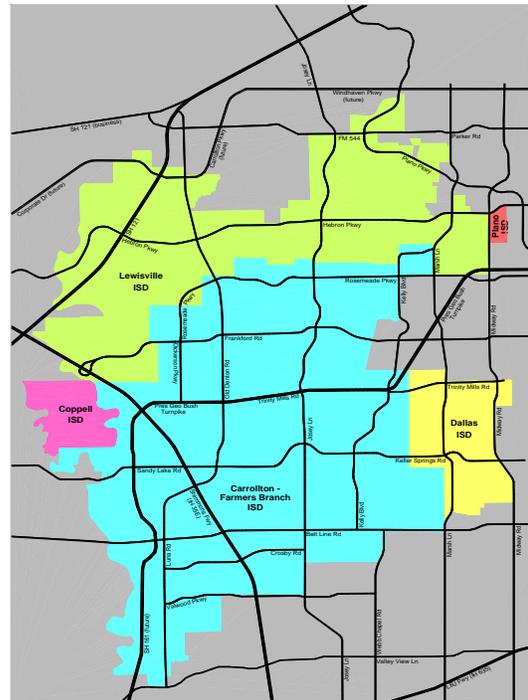
REGIONAL SETTING

Carrollton currently encompasses approximately 37 square miles and is located in northwest Dallas County, southeast Denton County, and southwest Collin County, with approximately 55% of the City’s population living in Denton County in 2002. The City is located approximately 1.5 miles north of the Dallas City limits and approximately 14 miles from downtown Dallas.

The City is located in four independent school districts: Carrollton-Farmers Branch, Coppell, Lewisville, and Dallas.

The City contains many jobs, especially in the Valwood Industrial Park west of IH-35E. There are approximately 71,545 jobs within a three-mile radius of Belt Line Road and IH-35E. In addition, Carrollton is accessible to the region via four major highways - IH-35E, PGBT, IH-635, and SH-121.

FIGURE 3: SCHOOL DISTRICTS IN CARROLLTON



Carrollton is approximately eight miles east of DFW Airport, which is served by most major domestic and many international carriers. Regional and commuter airline service is available from Love Field, located approximately 11.5 miles southeast of the City. In addition, general aviation service is available from Addison Airport, located immediately east of the Carrollton-Addison border.

The City is served by DART, which provides local and commuter bus service throughout the Dallas area. In 2010, DART will connect Carrollton to the Dallas region with light rail transit service.

The City is within a reasonable commuting distance from the region’s largest employment centers.

It is about 14 miles northwest of **downtown Dallas**, the region’s largest employment center with approximately 264,000 employees within a three-mile radius. This area includes the University of Texas Health Science Center and Southwestern Medical Center, Dallas Market Center and the "Uptown" area. In addition, downtown Dallas has the headquarters for major financial institutions and corporations and is the seat of government for the City of Dallas and Dallas County.

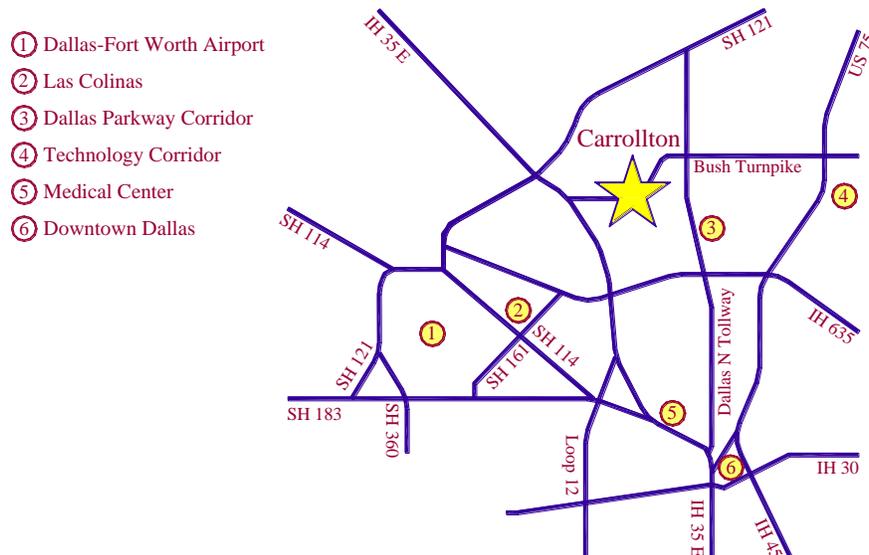
Carrollton is immediately west of the **Dallas North Tollway Corridor** area. Within a three-mile radius of Arapaho Road and the Dallas North Tollway (roughly the geographic center of the area), there are approximately 185,700 employees. This is the second largest office employment center in the region.

The City is about eight miles west of the **Telecom Corridor**. Within a three-mile radius of PGBT and US-75, there are approximately 102,000 jobs. This area includes technology centers in Richardson and Plano (e.g., Galatyn Park and Research Technology Center) as well as Collin Creek Mall. It has experienced rapid growth over the past 10 years.

Carrollton is eight miles northeast of the **Las Colinas Urban Center** in Irving. Las Colinas is another major employment center, with regional and national headquarters of several major corporations. Las Colinas, a master-planned development, employs about 96,800 people within a three-mile radius of SH-114 and MacArthur Boulevard, including office, retail, hotel and light industrial jobs.

Carrollton is about eight miles northeast of the **Dallas-Fort Worth International Airport**. According to the Staubach Company, this growing area includes a population of 26,000 within three miles of IH-635 and Royal Lane. This area includes DFW Airport and commercial development around its northern entrance.

FIGURE 4: AREA EMPLOYMENT CENTERS



LOCAL TRENDS

Carrollton is characterized as an "inner-ring" suburb because recent development growth has continued to move north and east of the City, into communities like Lewisville, The Colony, Frisco, and McKinney. Inner-ring suburbs were the first suburban neighborhoods beyond the original central City and today are facing increasing competition from not only development further out "on the fringe" but also from revitalizing downtowns. As "in between" communities, they are now experiencing rapid declines in market share. Given this trend, the City's future growth will be focused more on redevelopment and revitalization than on new development.

Economic and Demographic Characteristics

Economic and demographic characteristics in the market are indicators of overall trends and economic health that may affect future development and redevelopment efforts. Economic and demographic indicators were, therefore, analyzed for the City as compared to the larger metropolitan area.

POPULATION AND HOUSEHOLD GROWTH

The City of Carrollton population increased at a compound average annual rate of 2.9% between 1990 and 2000. In comparison, the metropolitan area population grew at a slightly lower 2.6% rate. This trend is expected to reverse over the next ten years, as the City population is expected to grow at a compound average annual rate of 0.7%, compared to a 1.5% growth rate for the metropolitan area.

Household growth in the City and metropolitan area closely mirrors population trends, both in terms of historical and projected growth. Average household sizes in the City are higher than those for the metropolitan area, indicating a higher concentration of families within the City. This relationship is typical in inner-ring suburbs, which developed as bedroom communities for the metropolitan area's central employment centers.



These population and household growth patterns, as well as a long-term decline in average household sizes in both the City and metropolitan area, are indicative of national trends toward smaller families, aging populations, and the movement of the "baby boom" generation into retirement.

TABLE 1
POPULATION AND HOUSEHOLD GROWTH
 1990 TO 2025

	<u>City of Carrollton</u>	<u>Dallas-Fort Worth Metropolitan Area</u>
<i>Population:</i>		
1990	82,169	3,885,415
2000	109,576	5,030,828
2002	112,700	5,277,750
2010	118,000	5,846,300
2025	128,700	7,082,600
<i>Households:</i>		
1990	30,793	1,453,797
2000	39,136	1,842,130
2002	41,789	1,952,768
2010	43,200	2,181,700
2025	48,200	2,685,900
<i>Average Household Size:</i>		
1990	2.66	2.63
2000	2.78	2.68
2002	2.79	2.70
2010	2.73	2.66
2025	2.61	2.60

Sources: U.S. Census Bureau, North Central Texas Council of Governments, Claritas, Inc. and Leland Consulting Group.

HOUSEHOLD INCOME GROWTH

The current median household income for the City is \$66,800 – significantly higher than that for the metropolitan area, at \$55,600. Over the past twelve years, the City median household income increased at a compound average annual growth rate of 3.5%, while the metropolitan areas grew at a faster annual rate of 4.8%. This trend is expected to continue over the next eight years, as City household incomes are expected to grow at a slower rate than those for the metropolitan area.

TABLE 2
MEDIAN HOUSEHOLD INCOME GROWTH
 1990 TO 2010

<u>Year</u>	<u>City of Carrollton</u>	<u>Dallas-Fort Worth Metropolitan Area</u>
1990	\$44,400	\$31,500
2000	\$62,400	\$50,500
2002	\$66,800	\$55,600
2010	\$87,700	\$81,200

Sources: U.S. Census Bureau, Claritas, Inc., and Leland Consulting Group.

EMPLOYMENT GROWTH

Between 1990 and 1998, the City’s employment base grew at a 2.1% compound average annual rate, faster than that for the metropolitan area, which grew at a 1.3% rate. Over the next two decades, this trend is expected to reverse, as the metropolitan area is expected to grow at a 1.8% annual rate, compared to 1.2% for the City. This will result in the addition of approximately 20,000 new jobs to the City’s employment base. As shown in Table 4 on the next page, the City’s employment base is dominated by businesses in the Service and Manufacturing sectors.

TABLE 3
EMPLOYMENT GROWTH
 1990 TO 2025

<u>Year</u>	<u>City of Carrollton</u>	<u>Dallas-Fort Worth Metropolitan Area</u>
1990	45,250	2,200,300
1995	48,050	2,304,900
1998	53,400	2,432,100
2025	73,300	3,943,600

Sources: U.S. Census Bureau, North Central Texas Council of Governments, Claritas, Inc. and Leland Consulting Group.

TABLE 4
MAJOR EMPLOYERS

<u>Employer</u>	<u>No. of Employees</u>	<u>Industry Type</u>
Stream International	1,980	Service
ST Microelectronics	1,700	Mfg
Halliburton Energy Services	1,100	Mfg
City of Carrollton	950	Gov't
Hilton Reservations Worldwide	850	Service
RIA	750	Service
General Aluminum Co of Texas	630	Mfg
Trinity Medical Center	620	Health Care
Intracorp	500	Service
McKesson	500	Mfg
HiLite Industries	430	Mfg
Sarah Lee	400	Mfg
Wal-Mart Super Center	400	Retail

Source: City of Carrollton.

Market Indicators by Land Use

Critical to interpreting the City’s future competitive position for development growth is an understanding of the supply characteristics of competitive developments and surrounding submarkets. In order to identify potential market opportunities given the City’s projected competitive position and prevailing market conditions, demand estimates were also prepared. The following discussion presents an overview of existing supply conditions and estimates of future demand by land use type.

OFFICE SUPPLY CHARACTERISTICS

Summary office supply characteristics for Carrollton and the overall Dallas market area are presented as follows:

Dallas Market Area

- Office lease rates in the Dallas market range from \$10 to \$25 per square foot (full service), with Class "A" rates ranging from \$20 to \$25, Class "B" ranging from \$15 to \$20, and Class "C" ranging from \$10 to \$14. Office lease rates in the overall market area have declined approximately 5% from last year's levels.
- Current office vacancy rates in the Dallas market average 24.6%. The market-wide vacancy rate increased significantly from 18.2% in 2000 and 22.0% in 2001, and has resulted in sluggish leasing activity and limited new construction.
- The Dallas market area experienced negative absorption of approximately 1.3 million square feet in 2002, with only three submarkets (East Dallas, Central Expressway, and Lewisville/Denton) showing positive absorption.



Carrollton Submarket

- Current office lease rates in the Carrollton submarket range from \$14 to \$22 per square foot (full service), with Class "A" rates ranging from \$18 to \$22, Class "B" ranging from \$16 to \$18, and Class "C" ranging from \$14 to \$16. Unlike the overall Dallas market, office lease rates in the Carrollton submarket have remained relatively steady over the past two years.
- Current office vacancy rates in the Carrollton submarket average 25.0%. As with the Dallas market as a whole, the Carrollton submarket vacancy rate increased significantly from 2000 to 2002, resulting in declined leasing activity and limited new construction.

OFFICE DEMAND CHARACTERISTICS

Future demand for new office space is determined by: (1) expansion of existing industry, (2) relocation of new companies into the market, and (3) creation of new firms. The first two factors are addressed through an analysis of employment projections by industry classification. The third, creation of new firms, is addressed by including a factor for self-employed individuals (a sector historically not recorded in state-based employment calculations). Table 5 summarizes future demand for office space within the Carrollton market area to the year 2025.

**TABLE 5
OFFICE DEMAND SUMMARY
CARROLLTON MARKET AREA**

<i>OFFICE EMPLOYMENT*</i>		
	1998	32,000
	2010	36,900
	2025	44,000
<i>TOTAL EMPLOYMENT GROWTH</i>		
	1998 - 2010	4,900
	2011 - 2025	7,100
<i>OFFICE SIZE PER EMPLOYEE</i>		200 SQ FT
<i>TOTAL OFFICE DEMAND</i>		
	1998 - 2010	980,000 SQ FT
	2011 - 2025	1,420,000 SQ FT
<i>AVERAGE ANNUAL OFFICE DEMAND</i>		
	1998 - 2010	80,000 - 120,000 SQ FT
	2011 - 2025	100,000 - 150,000 SQ FT
* PRIMARILY WORKERS IN FINANCE, INSURANCE, REAL ESTATE, SERVICES AND GOVERNMENT SECTORS.		

Sources: North Central Texas Council of Governments, Urban Land Institute, Grubb & Ellis and Leland Consulting Group.

Based on the estimates above, there is market support for approximately 100,000 to 150,000 square feet of new office space annually in the City to the year 2025. Office market opportunities, or niches, emerging for Carrollton in the next ten years include Class "A" office space and corporate campus-type development and Class "B" office space targeted to smaller, local service tenants. Class "A" and corporate campus opportunities will likely occur along major transportation corridors (i.e., IH-35E, PGBT) and in the newly developing areas in the City's northeast quadrant. Opportunities for Class "B" local service office space will likely occur in secondary locations, yet still accessible to major transportation corridors. Downtown Carrollton could be another opportunity for this type of local service space, particularly in a mixed-use environment.

RETAIL SUPPLY CHARACTERISTICS

Summary retail supply characteristics for Carrollton and the overall Dallas market area are presented as follows:

Dallas Market Area

- Current retail lease rates in the Dallas market ranged from \$5.00 to \$32.00 per square foot (full service), with super-regional mall rates averaging \$31.94, power center rates averaging \$18.78, community center rates averaging \$13.70, and neighborhood center rates averaging \$10.82. Overall, rents increased approximately 1.8% in 2001.
- Current retail vacancy rates in the Dallas market average 8.6%. The market-wide vacancy rate declined from 9.2% in 2000 and is considered to be at or near market equilibrium.
- New retail construction in the Dallas market totaled 4.4 million square feet in 2001, compared to 6.3 million square feet constructed in 2000.

Carrollton Submarket

- Current retail lease rates in the Carrollton market area range from \$10.73 to \$13.12 per square foot (full service). Over the last three years, retail lease rates in the Carrollton market area have increased approximately 5% annually.
- Current retail vacancy rates in the Carrollton market area average 9.5%. The market-wide vacancy rate declined from 10.7% in 2000 and is considered to be at or near market equilibrium.
- New retail construction in the Carrollton market area totaled 302,400 square feet in 2001. Approximately 308,000 square feet of retail space was also absorbed in 2001, making Carrollton one of the highest-absorption submarkets in the metropolitan area.

RETAIL DEMAND CHARACTERISTICS

Future demand for retail/service space is determined by the potential level of retail expenditures in a given trade area. The size of the market trade area for development varies by type of retail/service space analyzed, traffic patterns in the area, type and location of competitive centers, and proximity to the customer base.

As reflected in Table 6, projected household retail expenditures to the year 2025 are determined by multiplying growth in households with that portion of household income typically spent on general retail and service purchases. This reflects demand for retail space generated by new household formation.



TABLE 6
RETAIL DEMAND SUMMARY
 CARROLLTON MARKET AREA

<i>NUMBER OF HOUSEHOLDS</i>	
2002	41,800
2010	43,200
2025	48,200
<i>INCREASE IN HOUSEHOLDS</i>	
2002 - 2010	2,500
2011 - 2025	5,000
<i>AVG. ANNUAL HOUSEHOLD EXPENDITURES</i> (SELECT CATEGORIES*)	
2010	\$37,700
2025	\$62,800
<i>AGGREGATE SALES POTENTIAL FROM NEW HOUSEHOLDS</i>	
2002 - 2010	\$ 94,250,000
2011 - 2025	\$314,000,000
<i>IMPORTED SALES FROM OUTSIDE MARKET AREA</i>	40%
<i>TOTAL RETAIL SALES POTENTIAL</i>	
2002 - 2010	\$131,950,000
2011 - 2025	\$439,600,000
<i>SUPPORTABLE NEW RETAIL SPACE</i>	
2002 - 2010	500,000 TO 600,000 SQ FT
2011 - 2025	1,100,000 TO 1,200,000 SQ FT
<i>AVG. ANNUAL DEMAND FOR NEW RETAIL SPACE</i>	
2002 - 2010	60,000 TO 80,000 SQ FT
2011 - 2025	80,000 TO 100,000 SQ FT
* CATEGORIES INCLUDE THOSE FEATURED IN A COMMUNITY AND/OR NEIGHBORHOOD CENTER.	

Sources: North Central Texas Council of Governments, The Weitzman Group, Urban Land Institute and Leland Consulting Group.

Based on the estimates above, there is market support for approximately 60,000 to 100,000 square feet of new retail space annually in the City to the year 2025. Retail market opportunities, or niches, emerging for Carrollton in the next ten years include: "big-box" retail development in the City's newly developing northeastern quadrant; specialty, entertainment and service retail in mixed-use developments (such as transit-oriented development); neighborhood-serving centers in newly developing residential areas; and revitalization of older commercial centers transitioning to meet changing markets.

INDUSTRIAL SUPPLY CHARACTERISTICS

Summary industrial supply characteristics for Carrollton and the overall Dallas market area are presented as follows:

Dallas Market Area

- Current industrial lease rates in the Dallas market range from \$4 to \$9 per square foot (full service), with industrial rates ranging from \$3 to \$5 and "flex" rates ranging from \$7 to \$9. Over the last two years, industrial lease rates in the Dallas market have remained relatively constant.
- Current industrial vacancy rates in the Dallas market average 8.8%, with industrial vacancy rates averaging 8.6%, and "flex" vacancy rates averaging 9.2%. The market-wide vacancy rate increased slightly from 8.6% in 2000, but is still considered to be at or near market equilibrium.
- About four million square feet of new industrial space is under construction in the Dallas market, over 70% of which is traditional industrial space.



Carrollton Submarket

- Current industrial lease rates in the Carrollton submarket range from \$3 to \$8 per square foot (full service), with industrial rates ranging from \$3 to \$5 and "flex" rates ranging from \$6 to \$8. Over the last two years, industrial lease rates in the Carrollton submarket have remained relatively constant.
- Current industrial vacancy rates in the Carrollton submarket average approximately 8%, with higher vacancy rates in "flex" space. The market-wide vacancy rate increased slightly from 7% in 2000, but is still considered to be at or near market equilibrium.

INDUSTRIAL DEMAND CHARACTERISTICS

Similar to office space, demand for new industrial space is also determined by the expansion of existing industry, relocation of new companies into the market, and creation of new firms. The first two factors are addressed through an analysis of employment projections by industry classification. The third, creation of new firms, is addressed by including a factor for self-employed individuals (a sector historically not recorded in state-based employment calculations). Table 7 summarizes future demand for industrial space within the Carrollton submarket area to the year 2025. This reflects demand for industrial space generated by employment growth.

TABLE 7
INDUSTRIAL DEMAND SUMMARY
 CARROLLTON MARKET AREA

<i>INDUSTRIAL EMPLOYMENT*</i>	
1998	13,300
2010	15,300
2025	18,300
 <i>TOTAL EMPLOYMENT GROWTH</i>	
1998 - 2010	2,000
2011 - 2025	3,000
 <i>BUILDING SIZE PER EMPLOYEE</i>	
	400 SQ FT
 <i>TOTAL BUILDING DEMAND</i>	
1998 - 2010	800,000 SQ FT
2011 - 2025	1,200,000 SQ FT
 <i>AVERAGE ANNUAL BUILDING DEMAND</i>	
1998 - 2010	60,000 - 100,000 SQ FT
2011 - 2025	80,000 - 120,000 SQ FT
 * PRIMARILY WORKERS IN CONSTRUCTION, WHOLESALE AND MANUFACTURING SECTORS.	

Sources: North Central Texas Council of Governments, Urban Land Institute, Grubb & Ellis and Leland Consulting Group.

Based on the estimates above, there is market support for approximately 80,000 to 120,000 square feet of new industrial space annually in the City to the year 2025. Industrial market opportunities, or niches, emerging for Carrollton in the next ten years include: expansion of the City's regional industrial and distribution centers along IH-35E (such as Valwood Industrial Park); development of "flex-space" along major transportation corridors (IH-35E and PGBT); and light industrial space targeted to smaller, local service tenants in secondary locations.

HOUSING SUPPLY CHARACTERISTICS

Dallas Market Area

- The average single-family home price in the Dallas market was approximately \$172,000 in 2001, up 4% over the 2000 figure.
- Single-family construction has historically represented between 70% and 75% of new residential development, with average annual construction of 20,000 to 25,000 units.
- Multi-family construction has historically represented between 25% and 30% of new residential development, with average annual construction of 10,000 to 15,000 units.
- Monthly apartment rents in the Dallas market generally average between \$0.85 and \$1.02 per square foot (depending on unit type, location and age). Apartment vacancy rates averaged between 6.3% and 6.9% (depending on location and age), with a market-wide average of 6.6%.

Carrollton Submarket

- The average single-family home price in the Carrollton submarket was approximately \$143,000 in 2001, up 5% over the 2000 figure.
- Single-family construction has historically represented between 70% and 75% of residential development, with average annual construction of 600 to 700 units.
- Multi-family construction has historically represented between 25% and 30% of residential development, with average annual construction of 200 to 300 units.
- Monthly apartment rents in the Carrollton submarket generally average between \$0.80 and \$1.00 per square foot (depending on unit type, location and age). Apartment vacancy rates averaged between 6.0% and 7.0% (depending on location and age), with a market-wide average of 6.5%.

HOUSING DEMAND CHARACTERISTICS

Future demand for housing is driven by an increase in the population base among income-qualified buyers and renters. The analysis presented in Table 8 on the next page summarizes future demand to the year 2025.

Based on the estimates below, there is market support for approximately 250 single-family units and 100 multi-family units annually in the City to the year 2025. While the City does not have available residential land area to accommodate this level of development, there are ample residential market opportunities, or niches, emerging for infill and redevelopment within Carrollton. These niches include: rental apartments targeted to young professionals employed in the IH-35E and PGBT corridors; attached ownership housing for working professionals and "empty-nesters;" and higher-density housing products (townhouses/row houses and multi-family condominiums) in an urban mixed-use environment.



TABLE 8
HOUSING DEMAND SUMMARY
 CARROLLTON MARKET AREA

<i>NUMBER OF HOUSEHOLDS</i>	
2002	41,800
2010	43,200
2025	48,200
<i>INCREASE IN HOUSEHOLDS</i>	
2002 - 2010	2,500
2011 - 2025	5,000
<i>ESTIMATED SINGLE-FAMILY HOUSEHOLDS SHARE</i>	70%
<i>TOTAL DEMAND FOR SINGLE-FAMILY HOUSING</i>	
2002 - 2010	1,750 UNITS
2011 - 2025	3,500 UNITS
<i>AVG. ANNUAL DEMAND FOR SINGLE-FAMILY HOUSING</i>	
2002 - 2010	200 TO 225 UNITS
2011 - 2025	225 TO 250 UNITS
<i>ESTIMATED MULTI-FAMILY HOUSEHOLDS SHARE</i>	30%
<i>TOTAL DEMAND FOR MULTI-FAMILY HOUSING</i>	
2002 - 2010	750 UNITS
2011 - 2025	1,050 UNITS
<i>AVG. ANNUAL DEMAND FOR MULTI-FAMILY HOUSING</i>	
2002 - 2010	90 TO 120 UNITS
2011 - 2025	70 TO 90 UNITS

Sources: North Central Texas Council of Governments, Urban Land Institute, Grubb & Ellis and Leland Consulting Group.

Market "Areas of Opportunity"

As shown above, there are market opportunities emerging in Carrollton for every type of land use. For the City to successfully capitalize on these opportunities, focused investment and reinvestment efforts should be directed to "areas of opportunity" where private investment can be most effectively leveraged with public initiatives. Following are such "areas of opportunity" within Carrollton:

- ***DART LRT Station Areas:*** The three LRT stations along IH-35E provide opportunities for new and innovative development concepts unprecedented in Carrollton's history. The emphasis in these areas will be transit-oriented, mixed-use, pedestrian environments, relying on high-density development to provide and support transit ridership. Prevalent land uses will include high-density housing, office and support retail space.
- ***President George Bush Turnpike:*** The PGBT provides another opportunity for development. Development should be concentrated in activity centers at key intersections along the Turnpike (e.g., Old Denton Road, Josey Lane, etc.), rather than allowed to be "diluted" along the Turnpike's entire length. This type of "stripped-out" development pattern is not only unresponsive to market forces, but also is not economically and fiscally sound. Land uses emerging along the PGBT will include corporate office, regional retail, and business-park-style development.
- ***Belt Line Road Corridor/Downtown:*** The Belt Line Road Corridor and its link to downtown Carrollton provide an opportunity for infill development and reinvestment in the historical heart of the City. Infill housing and commercial opportunities exist along this corridor, while "densifying" housing and strengthening the retail base are potential downtown opportunities.
- ***Aging Commercial Centers:*** As recommended by the *Retail Study of Underperforming and Vacant Retail Areas*, jointly conducted by the cities of Carrollton, Richardson and Plano in 2002, the City has an opportunity to revitalize and redevelop aging and under-performing retail centers through the introduction of new land uses. These infill development opportunities would better connect these centers to surrounding neighborhoods and enhance their long-term value.
- ***West and Northeast Carrollton:*** These areas represent the City's best opportunity to attract large amounts of new development in the future. Northeast Carrollton has been designated as a corporate commercial area and is the City's location for campus-style business park development. West Carrollton has an opportunity to capitalize on the Trinity Mills LRT station and create a mixed-use environment encompassing office, residential and retail uses.

In summary, these five "areas of opportunity" can allow Carrollton to maintain market share in the region while enhancing the quality of life of its residents.

IV. FUTURE LAND USE PLAN

EXISTING LAND USE

The current zoning of the City generally reflects existing land uses. Low-density residential development is by far the dominant land use. Public uses include parks and open space as well as municipal facilities. A total of 33% of the City is in non-residential use, including office, retail, commercial and industrial. "Other" is open space and flood plain that will not likely develop in the foreseeable future.

Residential

Residential development occupies over 34% of the City; but the City is rapidly approaching "build-out," and the last large, vacant, residentially-zoned tracts of land are being developed. Future residential development will be built on infill sites, in DART LRT station areas, or as part of the redevelopment of obsolete or declining areas.

Most of the City's homes are less than 20 years old. Since most of the City's infrastructure (e.g., streets and water & sewer lines) was built when the land first developed, this means that Carrollton's infrastructure is also relatively new. However, over the next twenty years increasing amounts of money will need to be budgeted to maintain, repair, and replace this infrastructure as it ages. This will have a large impact on the City's operational budget.

FIGURE 5:

ZONING INVENTORY

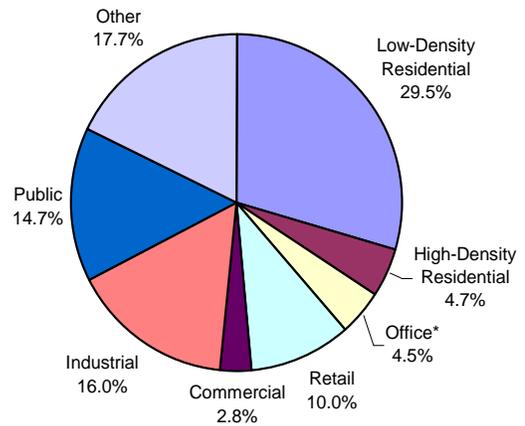
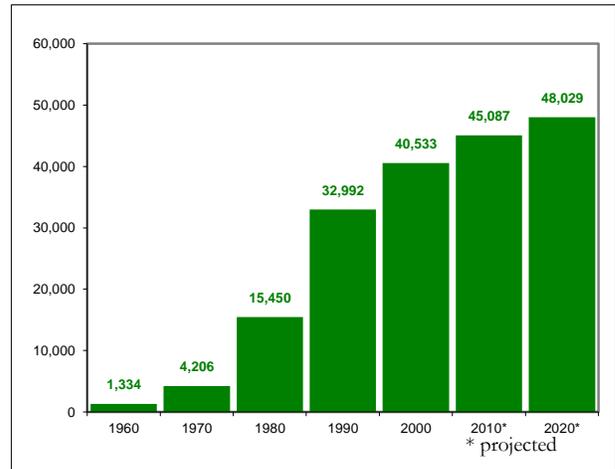
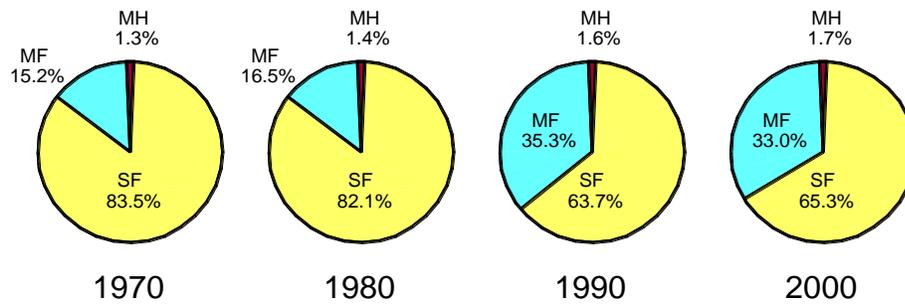


FIGURE 6: DWELLING UNITS



SOURCES: HISTORICAL = U.S. CENSUS;
PROJECTED = NCTCOG

**FIGURE 7: RESIDENTIAL TYPES
CITY OF CARROLLTON**



SOURCE: US CENSUS

Retail/Commercial

Major retail attractions such as malls and "big box" or "power" centers are generally located outside the City's boundaries but are easily accessible. Approximately 10% of developed land in Carrollton is currently occupied by retail uses (generally neighborhood-oriented shopping centers). An exception is a "big box" retail area developing at the intersection of Old Denton Road and the PGBT.

The *Joint Retail Study* recommends that City programs be established to assist in "pruning" the amount of retail land and to encourage the revitalization of existing centers. This can help strengthen retail uses as new development occurs outside the City, and existing centers must adapt to meet changing markets. Certain under-utilized retail centers could be redeveloped to incorporate residential and office uses along with a smaller amount of retail space.

Office

Large office employment centers are located within a short commuting distance from Carrollton's neighborhoods - Las Colinas, the DFW Airport, the Dallas North Tollway corridor, Legacy, downtown Dallas, and the Telecom Corridor. The International Business Park area, bounded by Marsh Lane, Hebron Parkway, Midway Road and the Atchison, Topeka & Santa Fe Railroad, is currently developing as Carrollton's first campus-style office park.

A largely undeveloped area in northeastern Carrollton, near Plano Parkway and Parker Road has the potential for up to 500 acres of office and medical uses, with some 3.5 million square feet of development and over 19,000 jobs.

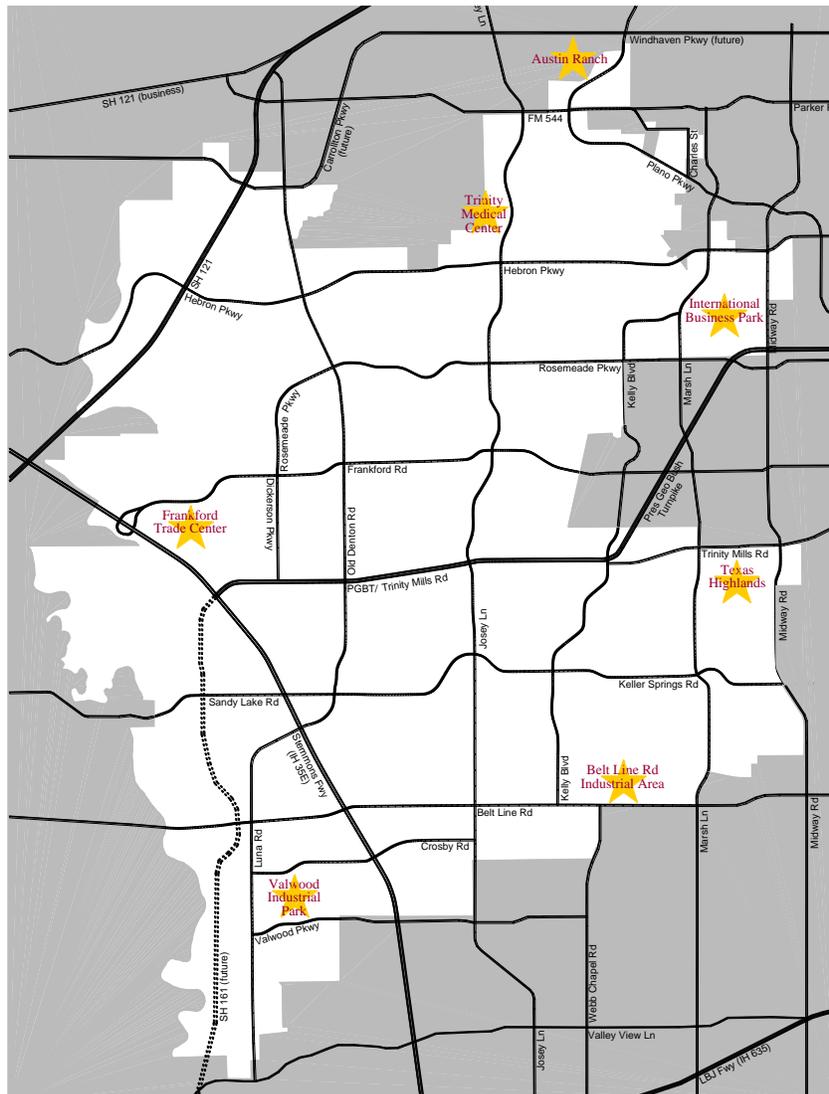
Industrial

Industrial activity along the three major rail lines has long spurred the City's growth, but this is changing. In 1990, 5,000 acres (24% of the City's land) was zoned for industrial purposes. This declined to 3,700 acres (or 16%) by 2000. The reduction in industrial-zoned land was due to the rezoning of large amounts of land previously zoned for Light

Industrial (LI) and Heavy Commercial (HC) in the Elm Fork Ranch area. In addition, the Corporate Commercial (CC) district, which allows primarily office uses, was created out of LI/HC-zoned land.

The City’s largest industrial park - Valwood Industrial Park, located west of IH-35E and south of Belt Line Road - continues to be a regional industrial and distribution center. It includes 2,633 total acres, with 1,349 being in Carrollton. The Carrollton portion of Valwood Industrial Park has about 400 businesses, with 15,000 employees. The second largest industrial park in the City is the Frankford Trade Center, which is a "free trade zone", and where the North Carrollton Station of the DART LRT line is planned. The third largest is the East Belt Line Road Industrial Area, located between Belt Line Road and the Cotton Belt Railroad east of Josey Lane. Much of its truck traffic uses Belt Line Road to access IH-35E.

FIGURE 8: MAJOR INDUSTRIAL AREAS



LAND USE POLICIES

The following policies form the intention of the City Council regarding development issues within the City.

URBAN FORM

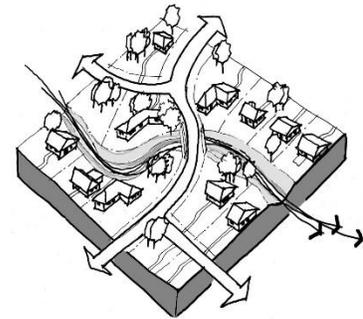
- LU-1 No property should be zoned to a use which is not consistent with the *Comprehensive Plan*. A public hearing to change the Plan should be held prior to any such rezoning.
- LU-2 Property should not be rezoned to a more intensive use without determining that the street system, utilities, drainage, and other infrastructure will be adequate.
- LU-3 All thoroughfares should include street trees and sidewalks as integral elements of design and construction. Street trees should be limited to species that do not disrupt pavement.
- LU-4 Mixed-use developments which mix office, residential and retail uses in a pedestrian-oriented environment should be encouraged to help in strengthening a "sense of community."
- LU-5 Focus redevelopment and intensification at DART LRT stations and adjacent to major freeways.
- LU-6 Ensure that the Old Downtown area establishes and maintains its position as the cultural heart of the community.
- LU-7 Commercial and residential "infill development" (new development on undeveloped or underdeveloped properties within the area) should be encouraged downtown.
- LU-8 Encourage mixed-uses and urban housing within a five-to-ten-minute walk from the downtown area.
- LU-9 As conditions change and alternative land uses are considered, stable single-family neighborhoods should be preserved.
- LU-10 Infill development that is compatible and complementary with the character of the surrounding neighborhood or area should be encouraged.



LU-11 Preserve floodplains to reduce the risk and severity of flooding, and to provide more public recreation and interaction through a citywide open space and trail system.

LU-12 Use the floodplain and adjacent land to provide floodwater conveyance and detention, and to provide recreational amenities, natural areas and buffering of land uses.

LU-13 Ensure that public open space is accessible to all citizens.



Preserve natural drainage areas and natural floodplains

RESIDENTIAL

LU-14 "Urban" residential development should be concentrated in areas with transit, retail and employment opportunities within easy walking distance.

LU-15 Protect stable single-family neighborhoods by buffering adjacent non-residential development through the use of landscaping, height transition, berms, fences, walls or open space to mitigate adverse effects.

LU-16 The City should provide adequate code enforcement to ensure maintenance and upkeep of residential properties and adjacent commercial areas.

LU-17 Where roadway and transit expansion occurs in or near stable residential neighborhoods, negative impacts should be mitigated through buffering, routing of traffic and design considerations.

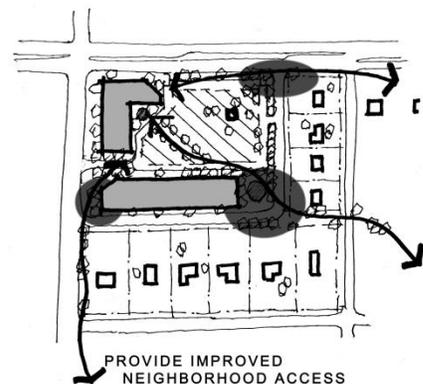
COMMERCIAL

LU-18 Revitalize aging and under-performing retail areas. Where there is an excess of retail-zoned land, alternate uses should be encouraged.

LU-19 Retail areas should be pedestrian-oriented and easily accessible to adjacent residential and commercial neighborhoods.

LU-20 The City should avoid strip-zoning thoroughfares with retail uses.

LU-21 Commercial developments which have multiple ownerships should be comprehensively planned in terms of shared parking and access and should have a master sign plan and property-owners association.



INDUSTRIAL

LU-22 The City should encourage the provision of adequate land for industrial uses to ensure a strong employment and tax base and direct the location of industrial development so that all land uses are compatible with each other.



LU-23 Industrial development should be located away from residential areas as much as possible, with landscaped or natural buffers separating such development from adjacent non-industrial areas.

LU-24 Industrial areas should be protected from the encroachment of non-industrial land uses through the use of specific industrial land use designations and open space buffers at the edge of the industrial district.

LU-25 Industrial development should be encouraged on sites that are large enough to be planned as unified, fully-integrated industrial districts readily accessible from major highways, and that offer a variety of locations and site configurations to meet the needs of local industries.

LU-26 The adverse impact of industrial uses on adjacent non-industrial uses should be minimized by discouraging the placement of loading zones, vehicle maintenance areas, and outside storage adjacent to non-industrial areas.

LU-27 Truck traffic should be routed to avoid residential areas as much as possible. Industrial and heavy commercial uses should not be located at the end of collector streets that serve or pass through residential areas.

LU-28 Industrial uses should be allowed only on sites where:

- a. Appropriate transportation access (e.g., arterial thoroughfares, truck routes and/or railroads) exists for the types of activities proposed;
- b. Traffic generated by the proposed development will not be routed through residential or light commercial areas, or other areas that would be adversely impacted by such traffic;
- c. Public services and facilities are, or can be made, available in sufficient quantity or capacity to support the proposed development, including:
 - Extra width and strength streets for truck traffic
 - Oversized utilities

- Sufficient drainage for a high percentage of impervious coverage
 - Extra fire protection
- d. There is sufficient land to be planned as a unified, fully integrated industrial district or unit, capable of accommodating buffer zones, accessory land uses, parking, truck loading and other amenities for viable development.

INFILL RESIDENTIAL AND COMMERCIAL

LU-29 Ensure that existing neighborhoods are well maintained by:

- a. Utilizing code enforcement in combination with community groups to ensure that properties do not negatively affect surrounding areas.
- b. Maintaining landscaping and buffering requirements between residential and incompatible land uses, as set out in the Zoning Ordinance.
- c. Maintaining infrastructure (such as roads, drainage, parks, and sidewalks) in older areas in good condition to encourage a similar level of maintenance of private properties.

LU-30 Ensure that infill land uses are compatible with the area by either being similar to surrounding uses, or by being supportive to the neighborhood.

FUTURE LAND USE MAP

The Future Land Use Map is a graphic representation of the City's goals, objectives, and policies. The map is intended to be very general. Essentially, the map serves as a quick reference guide. If there are instances where the map and the policies differ, both should be reviewed together.

Land Use Classifications

Since the Comprehensive Zoning Ordinance is a major implementation tool for the *Comprehensive Plan* with respect to the City's future land use pattern, the description of these land use classifications include typical zoning districts that would most appropriately reflect them.

RESIDENTIAL

Single-Family Residential (0-6 Dwelling Units Per Net Acre). This category represents conventional single-family detached development, where basic neighborhood units would be created through the inclusion of schools, churches, and public parks. When land within developed areas is dedicated to rights-of-way, easements, parks, etc., the typical development density is between three and five dwelling units per acre. Appropriate zoning districts may include Single-Family (SF-12/20) through (SF-6.5/12) Single-Family Patio Home (SF-PH), and Planned Development (PD) with one or more of these uses.

Single-Family Attached Residential (6-12 Dwelling Units Per Net Acre). This category represents less traditional single-family housing types, which have become increasingly popular throughout the nation as an alternative to conventional single-family-attached development. Higher densities typically allow a variety of housing types to respond to market demand for smaller household size and type. When land within developed areas is dedicated to rights-of-way, easements, parks, etc., the typical development density is between 10 and 12 dwelling units per acre.

This category includes patio homes (though this is actually a higher density "detached" single-family use), townhouses and single-family attached dwellings, as well as lower-density multi-family housing (such as duplexes) as in-fill or transitional development which is compatible with higher-density single-family development. The inclusion of schools, churches, and public parks would create basic neighborhood units with any combination of uses in this category. Appropriate zoning districts may include Single-Family Patio Home (SF-PH), Single Family Attached (SF-A), Townhouse (SF-TH), Duplex(D), Tri-plex (T), Four-plex (F), and Planned Development (PD) with one or more of these uses.

Multi-Family Residential (12+ Dwelling Units Per Net Acre). This category represents conventional, higher-density multi-family development, whether intended to be renter-occupied (apartments) or owner-occupied (condominiums), and which are characterized by two- to three-story structures, depending on the applicable zoning district. Although this type of development traditionally serves as a transition between lower-density residential areas and commercial or industrial areas, it is still a residential use and should therefore be properly buffered from incompatible non-residential uses and appropriately sited regarding traffic circulation and access. Appropriate zoning districts may include Multi-Family (MF-12, MF-15, MF-18) and Planned Development (PD) with one or more of these uses.

OFFICE

Low Intensity Office (Less than 0.5:1 FAR). This category represents very low-intensity professional office uses. Structures cannot exceed one story in height, and can be quite compatible with adjacent residential areas through the use of sensitive architectural controls. Appropriate zoning districts may include Office (O-1) and Planned Development (PD) with one or more of these uses.

Medium Intensity Office (1:1 FAR or Greater). This category represents low- to moderate-intensity office development. Structures cannot exceed two stories, but adequate buffering from adjacent single-family residential development is usually warranted. Appropriate zoning districts may include Office (O-2) and Planned Development (PD) with one or more of these uses.

High Intensity Office (Greater than 1:1 FAR). This category represents high- to very high-intensity office development, including high-rise structures. Adequate separation from single-family residential areas is essential. As a result of the hierarchy established in the City's Zoning Ordinance, individual uses and intensities within this category can be determined on a case-by-case basis. Appropriate zoning districts may include Office (O-3, O-4), Freeway (FWY), Limited Industrial/Industrial Park (IP), and Planned Development (PD) with one or more of these uses.

Corporate Office (Less than 1:1 FAR). This category represents low-intensity corporate development in an open "campus." Site development should recognize the physical features and natural amenities in the area, utilizing larger lot sizes and greater landscaping requirements. Office uses should dominate this district, but warehouse/distribution may be approved in association with office uses provided it is properly located and screened. Higher density residential uses such as townhouse and multi-family may also be approved on a case-by-case basis as part of a master-planned community which supports the Corporate Office concept. Appropriate zoning districts may include Corporate Commercial (CC) and Planned Development (PD) with this use.

RETAIL/COMMERCIAL

Low Intensity Retail (Less than 0.33:1 FAR). This category represents limited retail uses intended to serve the needs of a small market area with such items as food, prescription drugs, and personal services. Structures are limited to one story in height. This development typically has a minimal impact on adjacent residential uses. Appropriate zoning districts may include Neighborhood Service (NS), Local Retail (LR-1) and Planned Development (PD) with one or both of these uses.

Medium Intensity Retail/Commercial (Between 0.33:1 and 0.5:1 FAR). This category represents basic retail uses to serve the needs of a large market area, ranging from neighborhood shopping centers (typically 50,000 square feet of gross leasable area (GLA) to community shopping centers (typically 150,000 square feet GLA). Structures are limited to two stories in height. This development typically impacts adjacent residential areas with increased traffic congestion, adjacency concerns such as lighting, supply deliveries, screening issues and land compatibility issues and may be addressed through the special use permit process. Appropriate zoning districts may include Local Retail (LR-2), Light Commercial (LC) (on a case-by-case basis), and Planned Development (PD) with one or both of these uses.

High Intensity Commercial (From 0.5:1 to 1:1+ FAR). This category will accommodate most types of retail and commercial development, including regional shopping centers (typically 400,000 square feet GLA), and uses associated with wholesale, warehousing and distribution activity. As a result of the hierarchy established in the City's Zoning Ordinance, individual uses within this category can be determined on a case-by-case basis. The maximum height of structures may range from two to six stories, depending upon the zoning district. Due to adjacency issues including land use and traffic, this type of development is not suitable adjacent to residential development. Appropriate zoning districts may include Light Commercial (LC), Heavy Commercial (HC), Commercial/Warehouse (C/W), Freeway (FWY), and Planned Development (PD) with one or more of these uses.

INDUSTRIAL

Light Industrial. This category represents light industrial uses such as warehousing, distribution, assembly, and fabrication. Activities generally have a floor area ratio (FAR) of approximately 0.45:1. Structures may extend up to six stories in height. The determination of specific uses within this category is dictated by the applicable zoning district. The City's *Zoning Ordinance* regulates the potential obnoxious effects (noise, dust, odor, vibration, etc.) of such uses. Appropriate zoning districts may include Commercial/Warehouse (C/W), Freeway (FWY), Limited Industrial/Industrial Park (IP), Light Industrial (LI), and Planned Development (PD), with one or more of these uses.

Heavy Industrial. This category represents more intense industrial uses. These uses generally have a floor area ratio of approximately 0.45:1. Structures may extend up to six stories in height. The determination of specific uses in this category is dictated by the applicable zoning district. The City's Zoning Ordinance regulates the potential obnoxious effects (noise, dust, odor, vibration, etc.) of such uses. Appropriate zoning districts may include Heavy Industrial (HI) or a Planned Development (PD) for the Heavy Industrial use.

PUBLIC/SEMI-PUBLIC

This category represents non-profit, public, or semi-public uses such as schools, hospitals and municipal buildings such as libraries, City Hall and fire stations.

PARKS AND RECREATION

This category represents those areas designated for public park and/or recreational uses. These areas should be set aside and dedicated or preserved for public uses such as neighborhood parks, tennis centers, etc. This category also represents land and water areas under government control or sponsorship for either passive or active recreation activities by the public, including Indian Creek Golf Course, municipal recreation centers, swimming pools and existing elements of the City's linear park plan. This category includes private golf courses, which, though not open to the public, provide permanent open space.

OPEN SPACE/FLOOD PLAIN

This category represents areas, whether publicly or privately owned, which are essentially unimproved because of physical constraints such as flood plain or topography, and will probably never be used for permanent structures. These physical constraints also hamper this property from being used as park or recreational areas.

This category also identifies those areas susceptible to flooding from the Trinity River and its tributaries. Although some flood plain areas can be reclaimed through proper engineering techniques, the impact of such reclamation on downstream areas must be properly assessed before development is allowed to occur.

Special Areas

URBAN CENTERS

There are three designated Urban Centers. They comprise the primary impact area around DART LRT stations. These areas represent significant opportunities for new housing and employment development in the City. They are intended to be high-density, pedestrian-oriented, mixed-use areas, where multi-family developments may exceed 40 units per acre. Each station is intended to be different in the mixture of uses and development style, which reflects differing opportunities and locational characteristics.

The Downtown Carrollton Station is located immediately north of historic Old Downtown Carrollton. The area surrounding the station is intended to be an urban mixed-use center, with high-density office and residential uses in a pedestrian-oriented environment with retail and restaurant uses at ground level (refer to the adopted *Carrollton Renaissance Plan*). Because it may eventually be the site of three intersecting transit lines, it has the opportunity to become one of the region's four major urban centers, after downtown Dallas, downtown Fort Worth and DFW Airport.

The Trinity Mills Station area is intended to be an employment center with some limited retail and restaurant uses and high-density urban housing. This area will be connected to vacant land west of IH-35E owned by the North Texas Turnpike Authority (NTTA) by a new Dickerson Road extension over IH-35E (refer to the adopted area plan for Trinity Mills Station).

The North Carrollton Station will be in the Frankford Trade Center. Though currently developed for industrial uses, this area has the potential to become more employment-intensive over the long term.

RECYCLED RETAIL CENTERS

Several under-performing and outdated retail shopping centers that were identified in the *Joint Retail Study* have the potential to redevelop into mixed-use, pedestrian-oriented centers including townhouse or higher-density residential uses, senior citizen living facilities or offices, along with a reduced amount of neighborhood retail. These sites could be the subject of public/private cooperation to encourage redevelopment and avoid further physical decline and vacancy.

NTTA TRIANGLE

This area is located at the south corner of the intersection of IH-35E and the PGBT. It is approximately 160 acres purchased by the North Texas Tollway Authority as part of the right-of-way for the turnpike extension and interchange. Thirty-one acres of this land is in the "floodway" of the Elm Fork of the Trinity River and may not be recoverable for development. The balance, along with an adjacent 72 acres containing Sandy Lake Amusement Park, is in the "flood fringe" and may be reclaimed for development

provided appropriate permits are secured from the City and U.S. Army Corps of Engineers.

The Dickerson Overpass, a new "fly-over" above IH-35E, will provide access to both Trinity Mills Station and to high occupancy vehicle (HOV) lanes on IH-35E. Service roads along the PGBT right-of-way west of IH-35E, and along IH-35E itself, will provide this site with access to regional highways.

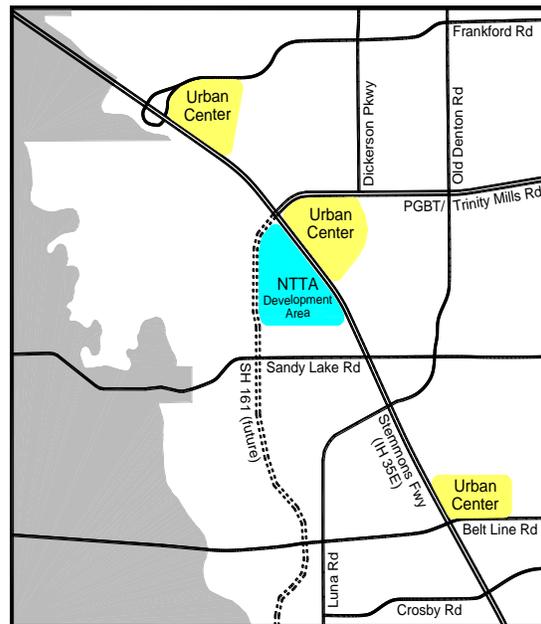
The *Future Land Use Plan* designates this area for High Intensity Office uses. This designation is intended to indicate a scale of development on the site, rather than limit the site to a specific type of development.

Since the property will be easily accessible by automobile and – potentially - mass transit, the mix of uses that could ultimately be developed is limited only by market conditions. The site offers a rare opportunity for a large, comprehensively-planned development and should not be prematurely fragmented into small, uncoordinated development parcels.

If the property develops primarily as offices, a small amount of retail and restaurants will provide an important level of support services. If a convenient transit connection is made to Trinity Mills Station via additional infrastructure or shuttle systems, then mixed-use residential uses may also be considered. If residential uses are allowed, it is important that there is a critical mass of high-density units to create an urban community. Residential uses on this property should not allow for traditional garden apartments or single-family detached dwellings.

Due to the size of the property, office/tech or office/flex uses may be appropriate in some instances. If these uses are proposed, their locations should be allowed in such a manner as to maintain the necessary "critical mass" required to sustain an urban mixed-use community.

FIGURE 9: URBAN CENTERS & NTTA PROPERTY



NORTHEAST CARROLLTON

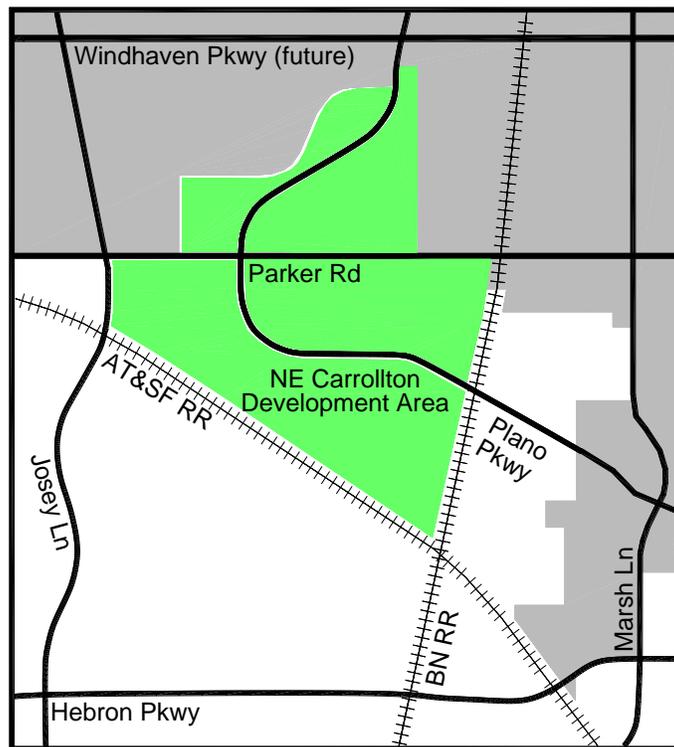
This area is designated as Corporate Office. It contains some 500 acres, and includes the southern portion of the comprehensively-planned, mixed-use Austin Ranch development. The portion of the Ranch located in Carrollton is planned for office park uses.

The area has changed since it was originally zoned for Corporate Commercial (CC) in 1991. Hebron High School was built at the southeast corner of Plano Parkway and the Atchison, Topeka and Santa Fe Railroad, and there are plans for elementary and middle schools to its north across Plano Parkway. These changes have effectively made the area east of the Burlington Northern Railroad tracks more appropriate for residential uses.

The balance of the area (west of the Railroad) is intended to include office park and medical-related uses as originally intended. However, minor changes to zoning should provide for other supporting uses such as limited warehouse/distribution and clustered housing such as patio homes, townhouses and multi-family, which may be allowed, provided that City Council determines that they support the "corporate office" concept and is part of a master-planned development.

Parker Road is being improved to a six-lane divided arterial, which will soon connect SH-121 to the (DNT) through this area. That improvement will greatly enhance regional accessibility for the anticipated office and medical uses.

FIGURE 10: NE DEVELOPMENT AREA



V. URBAN DESIGN STRATEGIES

OVERVIEW

Over the past half-century, Carrollton developed as a suburban community with low-density, single-use developments oriented to and designed for the single-occupant automobile. With imminent "build-out," increasing traffic congestion, changing demographics, increasing property values and the upcoming arrival of DART LRT, a significant opportunity presents itself for a different development pattern. This would include higher intensity, high value, mixed-use, pedestrian-oriented, "urban-style" development focusing on the LRT stations.

The *Carrollton Corridor Plan* (1994) addresses the automobile-oriented environment by establishing a guide to enhancing the image and appearance of the City's roadway corridors, intersections, parkways, drainage ways, and entryways.

Another challenge facing Carrollton is its aging and obsolete retail base. The *Retail Study of Underperforming and Vacant Retail Areas*, jointly conducted by the cities of Carrollton, Richardson and Plano in 2002, found that an excess of retail-zoned land leads to chronically under-performing - even vacant - retail development. Additionally, consumer tastes and market conditions have changed, but the design and layout of retail development in Carrollton has not. For example, one new trend in successful retail developments is the creation of pleasant, pedestrian-oriented environments. Future development and redevelopment should anticipate retail trends as much as possible and respond to them quickly. The City should develop programs to assist in upgrading, recycling, and strengthening retail development.

With the City largely developed, there is an increased focus on attracting and encouraging compatible infill development. A major factor in improving a community and in maintaining and enhancing property values involves continued reinvestment in existing neighborhoods and commercial areas.

The following policies establish guidance on how the City and property owners should deal with new and infill development.

URBAN DESIGN POLICIES

GENERAL

UD-1 Landscaping is an important factor in establishing community image and value. It should be designed and installed to ensure that its objectives are achieved, and the long-term health of plant material is assured.

- a. Required landscaping should consist of hardy, drought-tolerant, indigenous, or naturalized plants adapted to local soils and conditions.
- b. Irrigation should be included for supplemental water during drought.
- c. Incentives and standards for the preservation of existing mature trees should be established and followed.

UD-2 The City should pursue a coherent citywide identity through the design of its streets and transit corridors.

a. Street designs should be in accordance with the guidelines established in the *Carrollton Corridor Plan*.



b. Design concepts should be developed and implemented for all light-rail and commuter-rail transit corridors.



UD-3 Key thoroughfares should be enhanced to reinforce community character, provide a more pleasurable driving and walking experience, and discourage excessive speeds.



- a. Use tall canopy trees along key streets to give them a comfortable and pleasing sense of visual containment, to aid in traffic calming, and to create separation between vehicles and pedestrians. Where aboveground utilities prevent the use of larger canopy trees, shorter ornamental trees should be substituted.
- b. Design streets to the minimum width feasible to minimize cost and storm water runoff, and to help control speeds.

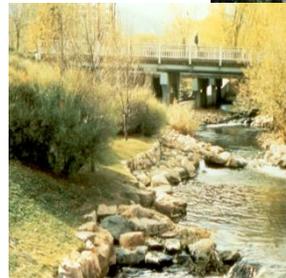
UD-4 The City should work with the Texas Department of Transportation, North Texas Turnpike Authority and Collin, Dallas and Denton Counties to achieve the designs recommended in the *Carrollton Corridor Plan* when constructing new roads.

UD-5 All on-site drainage features should be treated in a natural manner so that they create an amenity.

a. Water detention facilities should be treated with soft edges, using natural materials such as stone and vegetation for erosion control.

b. Headwalls should be faced with natural stone when visible from public areas.

c. Drainage courses should use vegetation, stone, and soil engineering (soil lifts and plant material used in a structural manner) as appropriate, rather than concrete for erosion control.



UD-6 All utilities should be placed below ground, with the exception of major transmission lines.

UD-7 The City should consider property-owners associations in neighborhoods where homes back up to streets and in commercial centers where there are multiple property ownerships, in order to ensure proper maintenance of roadways, parkways and common areas.

URBAN CENTERS

UD-8 Development standards should be established for "urban center" areas that reflect an urban "walkable" style of development.

UD-9 Buildings should be placed close to the street, with parking to the rear or side.



UD-10 Work with property owners to ensure that pedestrian-oriented, mixed-use development occurs within approximately one-half mile of transit stations. This may include:

- a. Retail uses at ground level along pedestrian corridors
- b. Establishing incentives and programs for this style of development
- c. Purchasing key parcels of land on an opportunity basis



UD-11 Work with DART, the North Central Texas Council of Governments (NCTCOG), TxDOT and other agencies to facilitate vehicular and pedestrian movement, and consolidate automobile parking in these areas.

- a. The quality of the pedestrian experience should prevail over the movement and storage of vehicles.
- b. The visual impact of consolidated parking facilities should be mitigated by placing retail, residential or service uses along the street face.

UD-12 In the Downtown Urban Center, work with DART, NCTCOG, TxDOT, and other agencies to:

- a. Remove freight traffic from the Union Pacific railroad south of the LRT station;
- b. Depress Belt Line Road below Broadway Street and the Burlington Northern Railroad;
- c. Relocate the Mercer Yards to an appropriate industrial district; and,
- d. Relocate the Cotton Belt Railroad northward east of Broadway Street in order to create a larger joint development tract.

UD-13 In all Urban Center Areas:

- a. Zone the primary impact areas (within one-quarter to one-half mile) of stations for mixed-use, pedestrian-oriented urban-style development consistent with the *Carrollton Renaissance* and *Carrollton Station Area Plans*.

- b. Create Tax Increment Financing (TIF) Districts to capture the increase in property tax income to help fund infrastructure improvements and amenities.

RETAIL/COMMERCIAL

UD-14 Encourage the creation of "Pedestrian" and "Mixed-Use" Districts in conjunction with retail development by:

- a. Targeting under-performing and vacant retail centers for conversion to mixed-use, pedestrian-oriented centers on a case-by-case basis.
- b. Incorporating key aspects of pedestrian districts by:

- Setting buildings close to the street or drive;
- Providing wide sidewalks with shaded seating, pedestrian-level lighting, special paving, planters, bicycle racks and trash receptacles;
- Ensuring shade for pedestrians by using trees, trellises, awnings, porches or building overhangs;
- Providing plentiful retail display windows and landscape features such as public art, fountains, kiosks and identification graphics along walkways; and
- Ensuring sidewalks are wide enough to accommodate outdoor dining.



- c. Integrating housing and encouraging pedestrian connections between adjacent residential and commercial developments

UD-15 Ensure that negative visual impacts of large commercial buildings are minimized or mitigated.

- a. Long blank facades should be subdivided with vertical breaks ("articulated," in architectural terms) to reflect the scale and rhythm of smaller, pedestrian-scaled buildings.

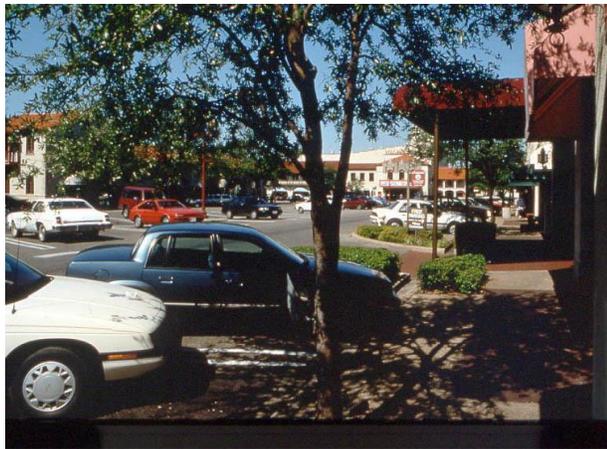


UD-16 Use Landscaping to improve development by:

- a. Creating "green" areas for heat reduction, visual relief and interest.
- b. Incorporating water features to invigorate retail areas and provide cool relief in a hot climate.
- c. Providing attractive landscaping along the street edge to attract customers, while screening automobiles from public view.
- d. Providing tree plantings that "frame" views to retail signs, rather than screen them.
- e. Softening large parking areas by breaking up with landscaping.
- f. Concentrating colorful annual flowers in high visibility areas for greater visual impact and reduced maintenance costs.

INFILL DEVELOPMENT

UD-17 Encourage infill development that blends with, or is in character with, adjacent properties and the area (but not including urban center areas) by imposing similar setbacks, height, and building materials.



VI. COMMUNITY FACILITIES

OVERVIEW

The City developed a *Facilities Master Plan* in 1998 that addressed major facilities needed to respond to the explosive growth then being experienced. That plan was updated in 2002. It provides valuable information and help in developing the City's *Capital Improvement Plan*. The following is an executive summary of the plan. For specific details, please see the original plan and update.

As one of the larger suburbs of Dallas, Carrollton has worked hard over the years to attain recognition as a city of excellence in many respects. One of these is the City's progressive and pro-active attitude concerning the growth and development of the community. In their desire to guide and direct growth in positive ways, civic leaders and City staff have been very planning-oriented through the years; and they have been successful in establishing Carrollton as a premier Metroplex community in which to live, work and play.



As the City continues to grow and mature, it will place new demands upon municipal services and facilities needed to serve an expanding and changing population. The need for public building space at all levels of government normally increases as the population grows. As a general rule, as a community grows, increased levels of service are expected by its citizens. Consequently, when the City attains its build-out population, additional public facilities will be needed to accommodate a growing municipal work force and to replace deteriorating facilities.

The City of Carrollton recognizes the need for pro-active, advance planning to ensure that the levels of service now enjoyed by residents will continue to be available for generations to come. The *Facilities Master Plan* was developed to establish a comprehensive approach for guiding the planning and coordination of public facilities as the City continues to grow.

THE PLANNING PROCESS

A professional consulting team consisting of architects and urban planners was retained by the City to develop the Plan to guide both long-term planning and near-term programming for public facilities needed to serve a growing population. The eleven-

member Capital Improvements Plan Advisory Committee (CIPAC) was involved in the process to provide input and guidance, and to eventually make recommendations on the Plan to City Council. Other participants in the process included City staff members, members of City Council, and other interested individuals. Several methods were used to gather data and to solicit input for the study, including site visits, questionnaires, and interviews.

Following a thorough review of base data and input received during early phases of the project, the City's goals and objectives were incorporated into the *Facilities Master Plan* to strengthen the ties between this planning effort and the City's capital improvements programming and budgeting processes. While the Plan was never intended to delve into the City's financial matters, it was undertaken with the pragmatic attitude that final Plan recommendations would need to consider cost efficiency and fiscal responsibility. Ultimately, a *Facilities Master Plan* document was generated and presented to City staff and the CIPAC for review and input. City Council called a bond election for facility construction on December 15, 1998.

SUMMARY OF PLAN RECOMMENDATIONS

Following is a brief summary of Plan recommendations on the various municipal facilities:

1. Develop a master plan for a Center of Municipal Government (at East Jackson Road and Josey Lane), which would contain the City's administrative, legislative and judicial functions, including:
 - City Hall;
 - Municipal Courts Complex (relocation/new building-completed 2002);
 - Police Station (renovation/expand into former jail-completed 2002);
 - Jail (relocation/new building-completed 2002) and;
 - Fire Administration (relocation/former Fire Station #2-scheduled 2004).

2. Develop a master plan for a new Civic/Cultural Complex at Josey Ranch, including:
 - Main Library (relocation/new building-scheduled 2004);
 - Senior Center (relocation/new building-scheduled 2004);
 - Amphitheater (relocation/new site) and;
 - Conference Center (new use/land acquisition-property acquired 2002).

3. Design and construct a new Campanile/Clock Tower in the City's Town Center to increase visibility (completed 2003 as part of Gravley Center).

4. Better serve the needs of organized sports at the following locations:
 - McInnish Park
 - Former Landfill Site
 - T. C. Rice Athletic Complex
5. Design and construct a new banquet/tournament pavilion and additional clubhouse space at the Indian Creek Municipal Golf Course to attract larger, more prestigious tournaments and events (scheduled 2003).
6. Design and construct an addition to the Rosemeade Recreation Center (scheduled 2003).
7. Purchase land, design and construct a new Branch Library along the Hebron Parkway corridor (completed 2001).
8. Continue design and construction of the proposed Tennis Center at Oak Creek Park in north Carrollton (completed 2001).
9. Design and construct a new Fire Station No. 1 on the same site (also incorporating the site currently occupied by the Police Storefront, which should be moved to another location nearby).
10. Design and construct a new Fire Station No. 2 on a new site acquired on Jackson Road between Parkview and Jeanette Way (construction expected to start in 2003).
11. Develop a master plan for the City's Service Centers.
12. Relocate the Parks Maintenance Building to the Rural America/Landfill area (design in progress).
13. Improve and expand Carrollton's Greenbelt Trail System.
14. Design and construct new Hike/Bike Trails along the Greenbelt Trail System.

Facility Priorities

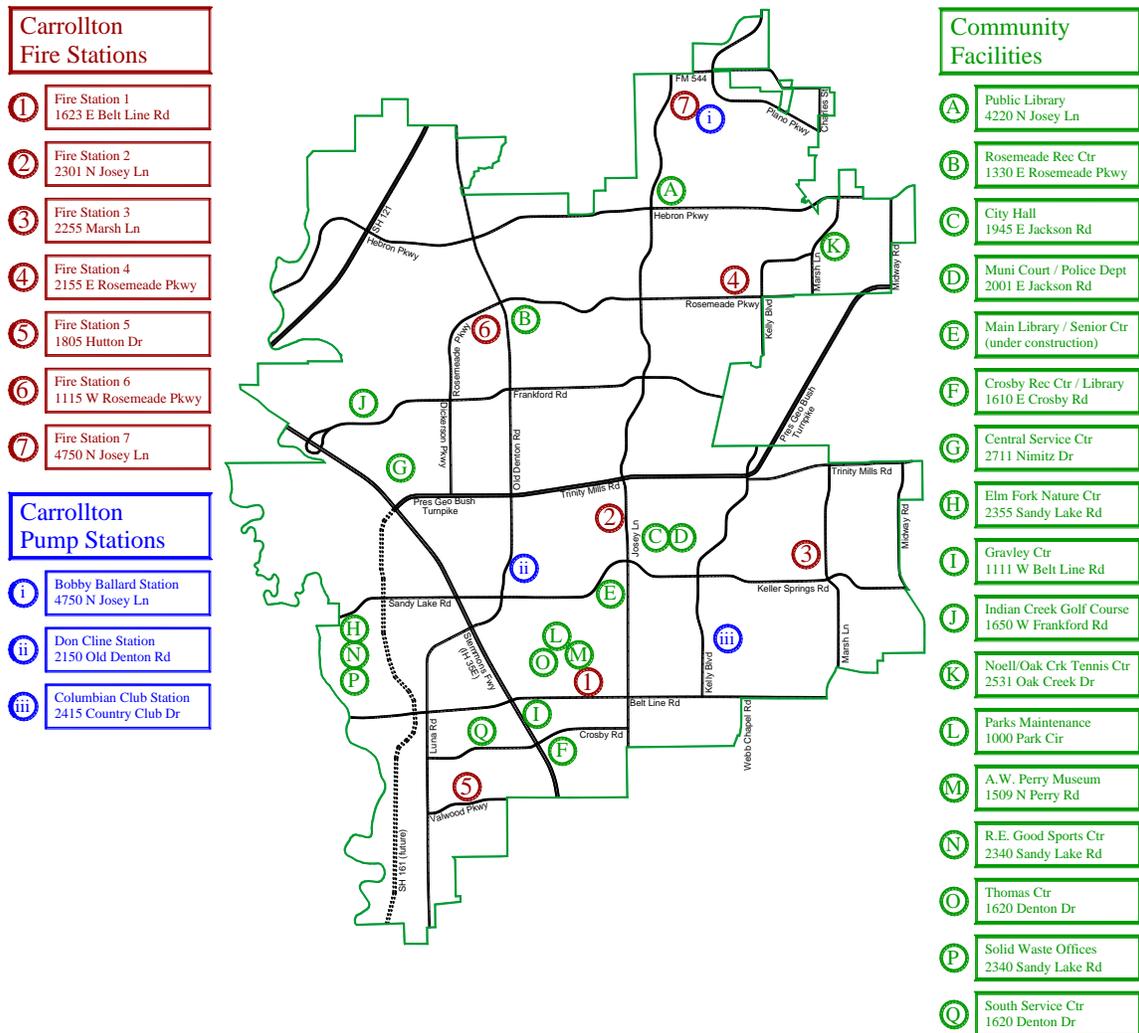
The methodology used in prioritizing the City's facility needs was based upon the following criteria:

- Individual Facility Analysis Criteria
- Public/Employee Safety
- Number of Citizens Benefited
- Customer Service Quality
- Quality of Life Issues
- Staff Efficiency and Productivity
- Opportunity to Enhance Carrollton's Image

Facilities Master Plan & Map

The final product of the facility planning process was a master plan that addresses the City's anticipated facility needs for twenty years or more. The *Facilities Master Plan* is composed of a published document and large Plan map that can be used by City staff and decision-makers in facility programming and coordination efforts. The *Facilities Master Plan* can also assist in developing and promoting facility funding initiatives (e.g., bond referenda) as well.

FIGURE 11: COMMUNITY FACILITIES



Parks Master Plan & Map

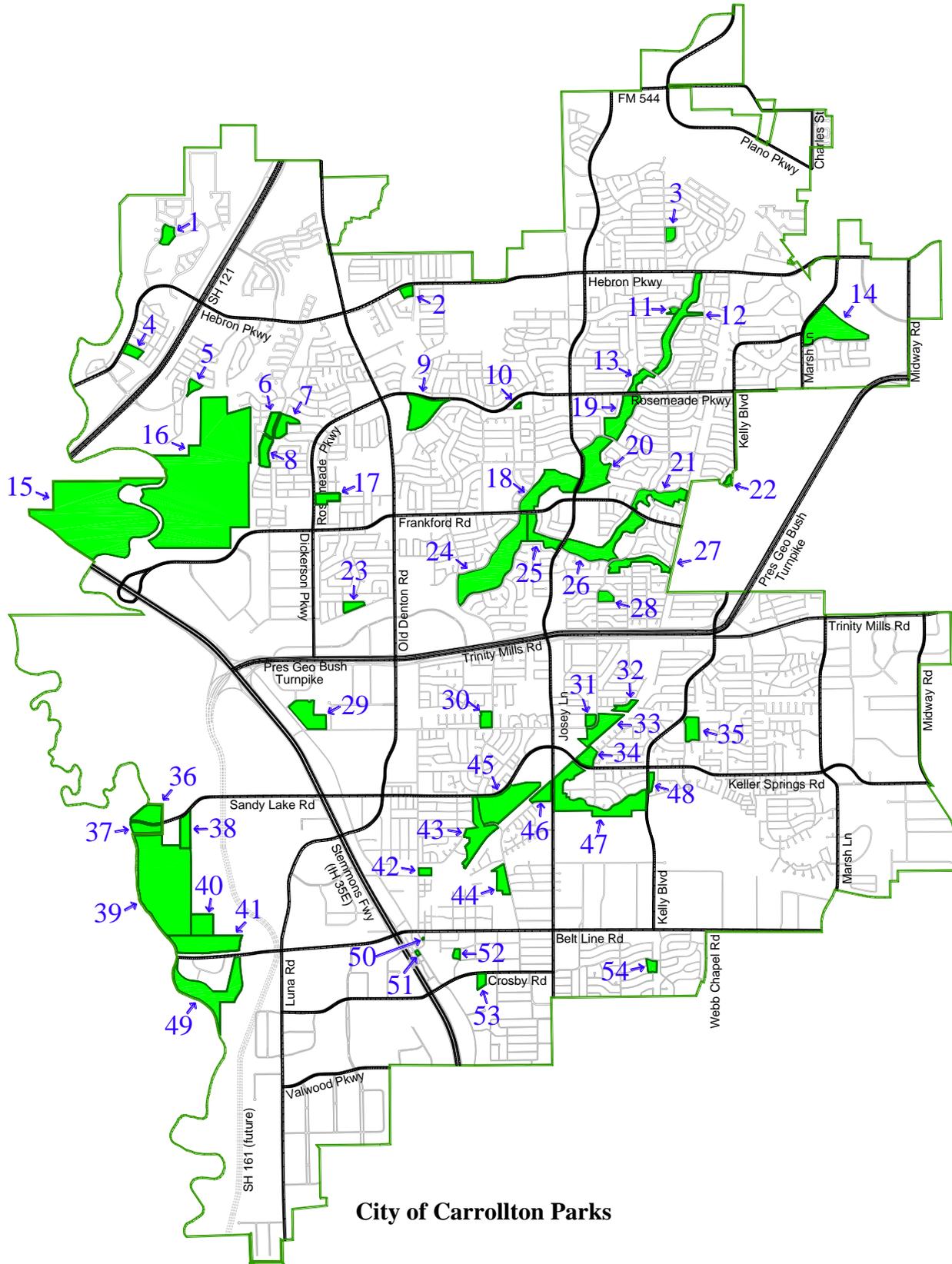
The *Parks Master Plan* is adopted by separate document. The parks are listed below, and a map is on the following page.

TABLE 9
PARKS
CITY OF CARROLLTON

1	Indian Creek Ranch Park	28	Martha Pointer Park
2	Oak Hills Park	29	Ken Good Park
3	Harvest Run Park	30	Clifford E. ("Bill") Hall Park (developing)
4	Oakwood Springs 1 Park	31	Carrollton Amphitheater
5	Oakwood Springs 3 Park	32	Summerfield 2 Park (undeveloped)
6	Del Santer Park (undeveloped)	33	Ward Steenson (developing)
7	Greenway Park (undeveloped)	34	Mill Valley Park
8	Indian Springs Park (undeveloped)	35	Mary Heads Carter Park
9	Rosemeade Recreation Center	36	McInnish Park (lease 1)
10	Standridge Memorial Park	37	McInnish Park (lease 2)
11	Branch Hollow Park	38	Rural America
12	Greenbelt 9	39	McInnish Sports Complex
13	Greenbelt 8	40	Elm Fork Nature Preserve
14	Oak Creek Tennis Center & Park	41	R.E. Good Sports Complex
15	T.C. Rice Athletic Complex	42	Thomas Center
16	Indian Creek Golf Course	43	Thomas Park, Pool & Ballfields
17	Timbercreek Park	44	Gravley Park
18	Greenbelt 6	45	Josey Ranch Sports Complex
19	Greenbelt 7	46	Jimmy Porter Park
20	Greenbelt 5	47	Josey Ranch Greenbelt
21	Greenbelt 4 A	48	Keller Springs Park
22	Greenbelt 4 B	49	Dimension Park (undeveloped)
23	Harold K. Bessire Park	50	Pioneer Park
24	Nob Hill Greenbelt	51	Carrollton Square
25	Greenbelt 3	52	Francis Perry Park
26	Greenbelt 2	53	Crosby Recreation Center
27	Greenbelt 1	54	Holmon D. Rhoton Park

FIGURE 12: PARKS

community facilities



City of Carrollton Parks

VII. TRANSPORTATION PLAN

INTRODUCTION

Purpose

The *Transportation Plan* is designed to provide a sound transportation framework to accommodate development. It is a guide to coordinate individual projects into an overall community arrangement.

The Plan encourages minimizing traffic movement through neighborhoods, and providing high capacity routes for moving regional traffic to and from the City. It creates a comprehensive concept so that all agencies responsible for thoroughfare development can coordinate their efforts. The plan addresses the need for streets to provide convenient access to all parts of the City, as well as adjacent cities.

Process Overview

The prior *Thoroughfare Plan* was developed in 1982. It was the result of staff analysis of existing conditions. Traffic volumes were then projected from those existing estimates. Using these projected volumes, the "ultimate" thoroughfare network for the City was developed.

While the development boom of the mid-1980's was taking place, the City realized that projected growth in the northern part of the City was underestimated. The proposed thoroughfare system for that portion of the City would not be able to serve the citizens as property developed. In 1986 an addendum to the 1982 Plan was developed which addressed these shortcomings. In cooperation with property owners, the City worked to create a *Thoroughfare Plan* for the Denton County portion of the City to adequately meet anticipated development.

The TRANPLAN computer model was used in developing the current Plan. This traffic forecasting program incorporates population and employment estimates to project the distribution and volume of traffic on the City's streets. These projections were then used to develop a transportation network, including thoroughfare location and number of lanes necessary, to accommodate the projected traffic volumes. The TRANPLAN model will assist in implementing the *Future Land Use* and *Transportation Plans* by assessing potential traffic impacts of projects before they occur.

The *Transportation Plan* has two components: the *Thoroughfare Plan* and the *Transit Plan*. The *Thoroughfare Plan* addresses the street network. It analyzes existing conditions and established design criteria. It recommends goals, objectives, and policies to achieve a desired thoroughfare network. The *Transit Plan* concerns itself with modes of mass transit. The two plans need to be coordinated. The thoroughfare network should support mass transit services. This may be anything from reconstructing intersections for easier bus movements to increasing street capacities at an end-of-the-line rail station.

THOROUGHFARE PLAN

Area Characteristics

The operating conditions of a thoroughfare system are dependant on the amount of traffic present at any given moment (volume) and the characteristics of that traffic. These characteristics are dependent upon many factors. They include the types of land uses served by the roadway system and the adequacy of the system to meet the drivers' needs. These factors can cause characteristics to vary from system to system, and/or roadway to roadway. They can also cause roadways similar in design and construction to operate very differently.

Relationship to Regional Network

The *Transportation Plan* consists of a network of existing and planned arterials and collectors designed to accommodate the traffic demand within the City. The major thoroughfares are mainly oriented east/west or north/south. Carrollton is served by two major highways. Interstate Highway 35E runs southeast-to-northwest through the western portion of the City. The President George Bush Turnpike is an east-west toll road traversing the middle of the City, providing a link between IH-35E and the Dallas North Tollway.

The two highways serving the City carry many commuters journeying to and from work. Consequently, arterials intersecting with the highways become congested during peak hours. Traffic accidents during peak hours can often divert traffic from the highways onto the adjacent arterial street system as motorists seek alternative routes. Technological advances in the field of accident management are making it possible to introduce real-time solutions based on a given set of roadway conditions.

Access to IH-35E is provided from Hebron Parkway, SH-121, Frankford Road, the PGBT, Sandy Lake/Whitlock Road, Belt Line Road and Crosby Road. Access to IH-35E has improved as additional east-west thoroughfares have been completed.

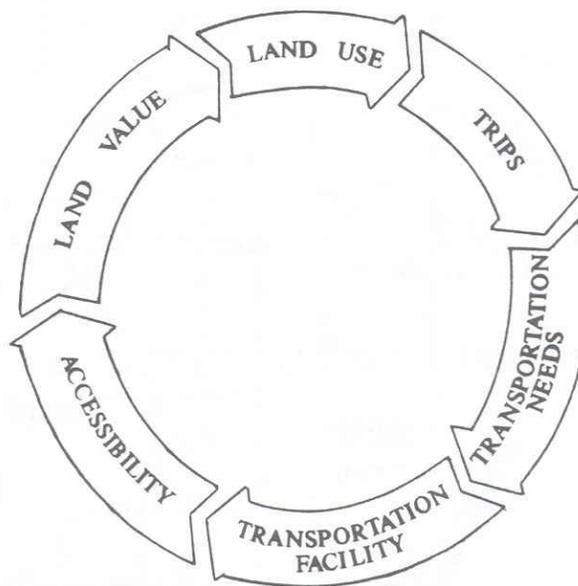
Access to the PGBT is provided from IH-35E, Old Denton Road, Josey Lane, Marsh Lane & Frankford Road, and Midway Road. The opening of this turnpike has improved east-west mobility through the City.

The thoroughfare system in north Carrollton was constructed primarily as development occurred. As the City reaches "build-out," fewer major roadways will be built. Major projects planned are primarily multi-jurisdictional efforts (e.g., FM 544 /Parker Road and the Dickerson Overpass) or are located in areas that contain difficult challenges for development (e.g., Capital Parkway).

Local Traffic Generation

While regional traffic greatly affects Carrollton, local traffic usually represents the majority of trips in any community. This local traffic is the result of interaction between the residents and land uses. Land use decisions impose limitations on transportation policies and vice versa. In the long term, a balance between the transportation system and land use patterns must be provided if efficient community development is to be achieved.

The basic relationship between land uses and transportation facilities is illustrated below. This continuous cycle starts with LAND USE. Activities on the site generate TRIPS to and from the site. These trips identify TRANSPORTATION NEEDS for the existing facilities. The TRANSPORTATION FACILITY, in turn, provides additional ACCESSIBILITY to the site. With better access, LAND VALUE is enhanced. Increased land value completes the cycle by affecting the land use. Continued operation of the cycle leads to more intensive land uses on land that is more expensive with greater transportation demands. This can eventually culminate in the breakdown of the transportation facility.



Land Uses

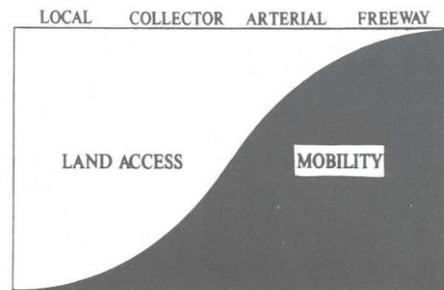
Carrollton is a population and employment center. With a history of providing quality homes, the City has grown to approximately 113,000 residents. Over the last twenty years, this growth has occurred almost exclusively in the northern part of the City. This, coupled with an employment population of approximately 63,000 people, puts a constant strain on the City's street network.

As a population center, Carrollton experiences sharp increases in traffic volumes during morning and afternoon peak hours as residents travel to and from work. Since the majority of Carrollton residents work outside the City, the thoroughfare system experiences large differences in the direction of travel on particular roadways. For example - during the morning peak most traffic travels south, while during the evening peak most traffic travels north. This large directional split places a heavy burden on the Carrollton thoroughfare system during the morning and afternoon rush hours.

Employment centers put a strain on the City's street network. Light industrial and warehousing/distribution facilities along Belt Line Road and in areas such as Valwood Industrial Park and the Frankford Trade Center are strategically located due to the proximity of the IH-35E corridor. These facilities generate large amounts of truck traffic. Large trucks exhibit completely different operating characteristics than a typical passenger car. Much slower to accelerate and decelerate, a large truck can be considered the equivalent of up to six passenger cars when calculating the effective capacity of a thoroughfare. Designated truck routes have been identified throughout the City in an attempt to limit the impact of trucks to selected areas.

ROADWAY CLASSIFICATION

The functional classification system consists of a hierarchy of streets, ranging from those providing for traffic movement to those whose function is access to adjacent properties. MOBILITY refers to the efficient movement of traffic. ACCESS refers to the accessibility of adjacent properties from the particular street. Local streets provide good access to adjacent properties but function poorly at mobility. Principal arterials function and provide mobility very well, but serve poorly as access roads to adjacent property.



The application of functional classification and design principles leads to a better thoroughfare system. Advantages include preservation of residential neighborhoods, long-term stability in land use patterns, increased value of commercial property, and fewer traffic accidents. Also, less land is devoted to roadways. In a typical grid system, 30% or more of the land in an area is normally devoted to streets. However, in areas developed in accordance with functional circulation concepts, only 20% of land may be devoted to streets, including arterials.

The descriptions that follow represent the current practice of functional classification in Carrollton:

Controlled Access Highway. This is the highest capacity thoroughfare in the transportation system. This thoroughfare usually requires 400 feet or more of right-of-way and has control of access from adjacent land and streets. Access is restricted to widely spaced interchange points, typically up to one mile apart. Land adjacent to the freeway is usually accessed by a parallel frontage road, which is separated from the main highway lanes. All thoroughfare crossings are grade-separated.

Limited Access Arterial. The primary function of a limited access arterial is to move traffic through an area. With a typical right-of-way of 140 to 300 feet, it is similar to a freeway but does not require as much right-of-way. Access is more restrictive than a typical arterial, yet not as much as a controlled access highway. Major intersections are normally grade-separated. This "super street" should be used in areas where higher traffic volumes are experienced or predicted.

Arterial. The main function of the arterial is to provide for continuity and high volume traffic movement between major traffic centers; neighborhoods, commercial centers, etc. These thoroughfares are usually spaced at approximately one mile intervals, unless terrain or barriers prevent it. The minimum arterial cross section contains four moving traffic lanes. Right-of-way for arterials typically range from 90 to 150 feet. Since arterials carry high volumes of traffic, it is essential that they have continuous and direct alignment and that they interconnect with controlled access highways. For similar reasons, access from adjacent property should be minimal. This can be accomplished by limiting the number and location of curb cuts and driveways. Also, arterials are normally divided roadways since it is important to provide left-turn lanes separate from through traffic lanes.

Major Collector. The primary function of the major collector is to collect and distribute traffic from streets of lower classifications to arterials. Due to arterial spacing and capacity, however, major collectors may also function as arterials in some places. Also, in some instances, major collectors may function as neighborhood collectors (see below). This is not desirable since the continuity of the major collector tends to attract high traffic volumes disruptive to a residential environment. If used as a neighborhood collector, direct access from residential structures should be prohibited.

Major collectors typically provide for a minimum of four lanes of traffic. Left turns can be accommodated through the use of continuous left-turn lanes where there are frequent driveways and/or unsignalized street intersections. A minimum right-of-way of 70 feet is required for a major collector.

Residential Collector. A residential collector's primary function is to collect and distribute traffic from local streets and convey it to arterials. This thoroughfare usually discourages through traffic with offset intersections near the center of the neighborhood or curvilinear design. The residential collector may also be used as a local street in multi-family residential areas and may provide access to elementary schools and neighborhood parks. Since they are designed to carry higher volumes of traffic than local residential streets (see below), single-family homes should not front residential collectors. The residential collector cross-section design is also used for the internal streets of commercial and/or industrial developments.

The minimum right-of-way requirement for residential collectors is 60 feet. Sufficient paving should be provided for two moving lanes of traffic plus any on-street parking.

Local Residential Street. The function of the local residential street is to provide access from houses within a neighborhood to residential collectors. Only vehicles having an origin or destination on the local residential street usually use it. Trucks, except for delivery trucks, are normally prohibited from using local residential streets. Minimum right-of-way is 50 feet, and a paving requirement of 30 feet allows for two moving lanes of traffic as well as on-street parking.

Grade Separations

A grade separation is the vertical separation of one roadway from another at an intersection by an "overpass" or an "underpass." Grade separations are used in order to reduce congestion and increase intersection capacities. The Texas Transportation Institute (TTI) recommends grade separation for intersections having or projected to have 90,000 vehicles or more per day. Grade-separated intersections typically require more right-of-way than "at-grade" intersections.

Another location where a grade separation should exist is where an arterial street intersects a railroad. Factors in addition to traffic volume, such as accident statistics, automobile speeds, hazardous material routing and the speed and frequency of trains, determine the need for a grade separation. Where appropriate, grade separations at railroad crossings should be constructed.

While the construction of grade separations is expensive, the benefits on the arterial roadway normally justify the cost. The construction of grade separations decreases delays to motorists and emergency vehicles. Pollution is decreased and vehicles use less fuel when grade separations exist.

LEVEL OF SERVICE

The purpose of a thoroughfare system is to accommodate the maximum amount of traffic at an acceptable speed. The amount of traffic is considered the CAPACITY of a street. The capacity of a street is a measure of its ability to accommodate a stream of moving vehicles. It is expressed as a flow rate rather than a quantity and is not directly comparable to the capacity of a container of enclosed space.

The service quality of a thoroughfare is the ratio of the rate of traffic flow to the capacity of the street. This ratio is traditionally described as the LEVEL OF SERVICE (LOS) and is a measure of traffic congestion. It represents factors of speed, travel time, traffic interruptions, maneuverability, safety, driver comfort, and operating costs under a specific traffic volume condition.

The capacity of a street and its level of service can be affected by a number of factors, including roadway condition, vehicle characteristics, operational controls, and environmental elements. A variety of specific factors affect the capacity of arterial roadways. The primary ones are listed and discussed below.

Signalized Intersections. The location and timing of signalized intersections are usually the principal determinant of arterial capacities.

Mid-Block Driveways. Vehicles entering or leaving the traffic stream from adjacent driveways reduce arterial capacity.

Curb Parking or Loading. The area occupied by parked vehicles blocks traffic movement and reduces arterial capacity.

Lane Width. Narrow lanes generally result in lower traffic speeds, which can adversely affect capacity and LOS.

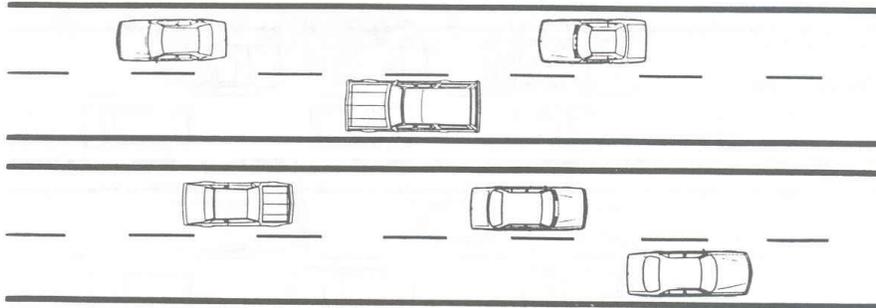
Turning Movements. Left-turn (and to a lesser extent, right-turn) movements impede traffic and thus reduce arterial capacity. Capacity is improved if these movements are placed in dedicated left- or right-turn lanes.

One-Way Operation. One-way streets are generally more efficient than two-way streets due to the removal of left-turn conflicts and simpler intersections.

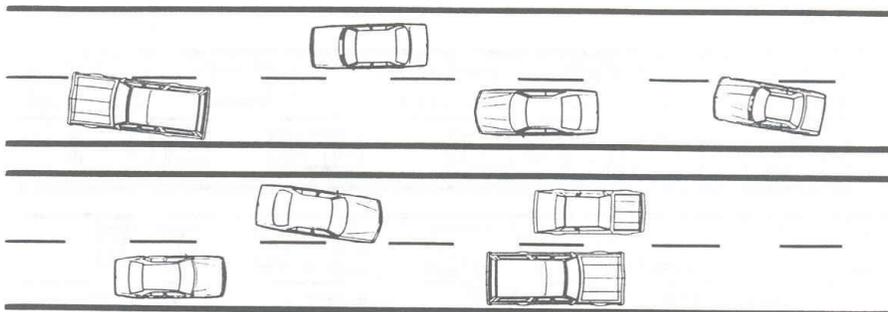
Trucks and Buses. The principal negative effect of trucks and buses is due to their size and lower performance characteristics.

Pedestrians. Unregulated mid-block pedestrian crossings adversely affect arterial capacity. High pedestrian volumes interfere with vehicular turning movements.

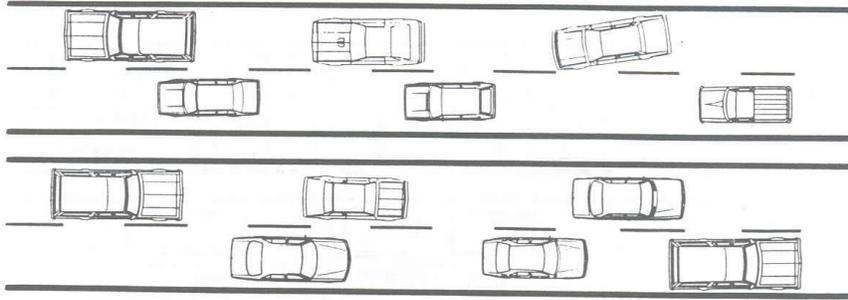
To provide a better understanding of the various levels of congestion, six LOS concepts are described below.



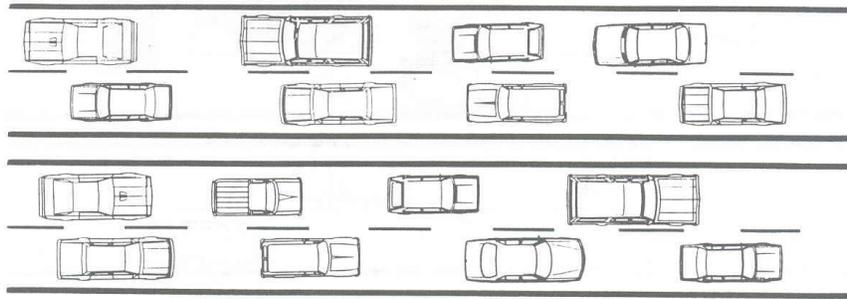
Level of Service "A": The highest quality of service a thoroughfare can provide. It is a condition of free flow in which there are few or no restrictions on speed or maneuverability caused by the presence of other vehicles.



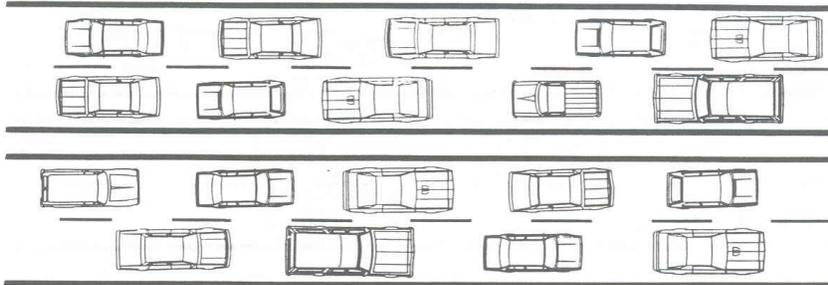
Level of Service "B": Even though this level is a zone of stable flow, operating speeds begin to be restricted by other traffic. Restriction of maneuvering is still negligible.



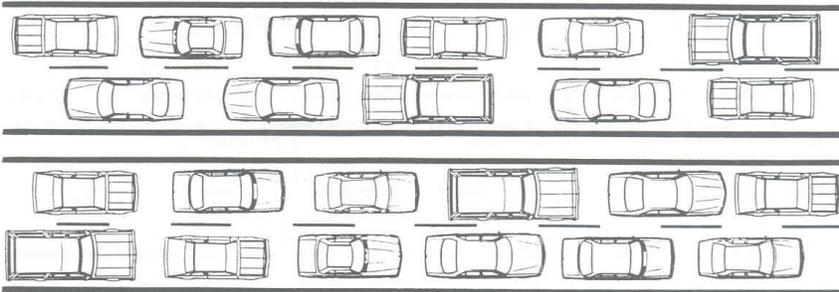
Level of Service "C": This level of service still provides stable traffic flows, but at this volume and density level most drivers are becoming restricted in their freedom to select speed, change lanes, or perform passing maneuvers.



Level of Service "D": Unstable flow of traffic is approached at this level. Tolerable average operating speeds are maintained, yet are subject to considerable and sudden variation. Freedom to maneuver and driving comfort are low. Most drivers consider this service level unsatisfactory.



Level of Service "E": Traffic operations at this level are unstable, speeds and flow rates fluctuate, and there is little independence of speed selection or maneuvering. Driver comfort is low and accident potential is high.



Level of Service "F": This level of service describes forced flow conditions. Speed and flow rates are very low and may, for short periods of time, drop to zero.

FUNDING THOROUGHFARE IMPROVEMENTS

There are many funding sources for thoroughfare improvements. The City is constantly exploring opportunities and partnerships with various entities that have a vested interest in the street system, including but not limited to: City and County Bond Programs, Federal and State Aid, the Texas Department of Transportation, and DART.

Developer participation is a key component in the construction of new infrastructure. The City's *Subdivision Ordinance* requires developers to contribute land and monies to assist the City in building streets. This contribution takes place at the time property is developed. This important funding source helps assure that an adequate street system is developed to handle the traffic generated by a project.

TRANSIT PLAN
DALLAS AREA RAPID TRANSIT

DART currently offers a variety of services, including express, local, cross-town and radial fixed-route routes, as well as "para-transit," "vanpool" and "RideMatch" programs. Starting in 2008, DART will offer Light Rail Transit (LRT) service from downtown Dallas to Carrollton. Current services will be linked to the LRT stations.

In 1989 the DART Board of Directors approved a program to help fund transportation-related improvements in member cities which did not receive rail service during the first seven years of the implementation of DART's *Transit System Plan*. Local Assistance Program (LAP) funds are used for projects that would compliment and accommodate bus and public transit operations, improve transit service, and reduce interference with other traffic. The City will continue to receive LAP funding until LRT service begins operating in Carrollton.



DART's long-range plans call for improvements in the services previously mentioned. They also involve other improvements listed below.

High Occupancy Vehicle Lanes. HOV lanes are special lanes reserved for buses and any vehicle carrying more than a certain number of occupants (usually two or three). HOV lanes are currently provided on IH-35E. DART plans to improve the existing design. A "managed" HOV concept could be implemented on the PGBT, but it is not known if DART would participate in this effort with the North Texas Tollway Authority. There are no plans to incorporate HOV lanes along SH-121.

Light Rail Transit (LRT). DART plans to extend passenger rail service from downtown Dallas to Carrollton by 2010. Known as the Northwest Corridor, this line will operate within the same alignment as the former Union Pacific Railroad along the east side of IH-35E. Three stations in Carrollton have been identified: Downtown Carrollton Station (Belt Line Road), Trinity Mills Station (Trinity Mills Road/PGBT), and North Carrollton Station (Frankford Road). The North Central Texas Council of Government (NCTCOG) identified in their *Mobility 2025 Update* the possibility of commuter rail extending north of Frankford Road to Denton. There are several possibilities that would allow for this extension, but the station at Frankford Road will be an end-of-the-line LRT station for the foreseeable future.

TRANSPORTATION GOALS, OBJECTIVES & POLICIES

Goal T1 A transportation system which will effectively, efficiently, and economically meet the existing and anticipated needs of the community, while protecting and enhancing the quality of life.

Objective T1.1 To develop a transportation planning process which addresses long-range needs, but emphasizes short-and mid-range problem solving.

Policy T1.11 The City should maintain a long-range *Transportation Plan* map for the purpose of facility planning and right-of-way reservation and dedication.

Policy T1.12 The City should require right-of-way dedication in accordance with the *Transportation Plan* map at the time of platting or replatting property within the City limits or the City's extraterritorial jurisdiction.

Policy T1.13 The City should evaluate and update the *Transportation Plan* when necessary.

Policy T1.14 Amendments to the *Transportation Plan* map should be allowed between citywide updates only when essential for land development and when supported by a study of the operational and fiscal impacts of the proposed change.

Policy T1.15 Amendments to the *Transportation Plan* map should not be allowed solely as a means of mitigating the negative traffic impacts of a proposed zoning change, but rather for their effect on the entire transportation network.

Policy T1.16 The functional classification of future thoroughfares should be based on anticipated needs as determined by accepted travel modeling and forecasting techniques.

Policy T1.17 Orderly extensions of all arterial and collector streets, as shown on the *Transportation Plan* map, should be required.

Policy T1.18 All streets should be extended in a logical manner, using standard engineering principles.

Objective T1.2 To ensure a balanced relationship between land use development and the transportation system.

Policy T1.21 The target Level of Service for streets in the City and its extraterritorial jurisdiction is LOS "C" on both a daily and peak period basis. If LOS "C" cannot be met, even if appropriate mitigation measures are taken, LOS "D" may be acceptable. At no time, however, should LOS "E" or "F" be acceptable on arterial streets. Appropriate mitigation measures may include, but are not limited to:

Daily Volume Analysis

- (a) closing median openings,
- (b) adding travel lanes,
- (c) widening existing travel lanes, or
- (d) adding acceleration and/or deceleration lanes.

Peak Period Analysis

- (a) improving signal timing,
- (b) installing traffic signal(s),
- (c) adding acceleration and/or deceleration lanes,
- (d) adding designated turning lanes at intersections,
- (e) improving existing turning radii,
- (f) applying accepted traffic management techniques, or
- (g) modifying specific movements.

Policy T1.22 The City acknowledges that LOS "C" cannot be maintained on all streets throughout the City. As a result, the City accepts LOS "D" on Hebron Parkway (between the Atchison, Topeka & Santa Fe and Burlington Northern Railroads). The City accepts LOS "E" on Virginia Pine and Standridge Drive (between Hebron Parkway and Frankford Road) and Furneaux Lane (north of Frankford Road).

Policy T1.23 The City should minimize the impact of externally generated traffic carried by residential collectors. Driveways for commercial, multi-family or other high-traffic generators should be located so that they do not route traffic through residential neighborhoods.

- Policy T1.24 When determined appropriate by the Director of Transportation Engineering, the City should require a traffic impact study for a proposed rezoning.
- Policy T1.25 Estimated future traffic volumes and the resulting level of service of streets and intersections should be included in the criteria on which zoning changes are evaluated.
- Policy T1.26 The City should encourage the creation of pedestrian and bicycle links between residential areas, and office & retail areas, schools and recreational facilities.
- Policy T1.27 Compatibility between the transportation system and adjacent land uses should be achieved by:
- (a) Implementing urban street design criteria which are consistent with the land use they serve;
 - (b) Building streets compatible with roadway functional requirements and the characteristics of adjacent land uses, and;
 - (c) Providing buffer zones where appropriate between transportation ways and adjacent areas.
- Policy T1.28 Single-family homes should not front any street designated as a residential collector or higher unless lots are one acre or larger in size, or multiple lots are clustered to form an "eye-brow" with a landscape buffer.
- Policy T1.29 Alternatives to "speed humps" should be used (i.e. "neck-downs," street trees and traffic circles) to discourage through traffic and speeding on residential streets.
- Objective T1.3 To create "protected" corridors for those arterial thoroughfares that are overburdened with high daily traffic volumes.
- Policy T1.31 Where feasible, the City should develop grade-separated intersections at those intersections where projected traffic volumes are greater than 90,000 trips per day.
- Policy T1.32 Where feasible, the main lanes of the busier street should be depressed below grade at grade-separated intersections.
- Policy T1.33 Where feasible, grade separations should be constructed at the intersection of railroads and arterial thoroughfares.

Objective T2.3 To pursue all reasonable funding sources and participate with other parties and governmental agencies to improve access to and within Carrollton.

Policy T2.31 The City should encourage private-public partnerships as a strategy for funding transportation improvements.

Policy T2.32 The City should take every feasible step to ensure the timely completion of SH-121 (main lanes) and Segment IV of the President George Bush Turnpike.

GOAL T2 An effective, coordinated local transportation system, which is responsive to regional transportation needs.

Objective T2.1 To encourage DART to provide a fiscally responsible transit system, which gives priority to journey-to-work trips and the needs of transit-dependent persons.

Policy T2.11 The City should recognize DART as the primary provider of transit services in Carrollton.

Policy T2.12 Encourage DART to examine para-transit (e.g., shared-ride taxi, van-pool, dial-a-ride) services as an alternative to fixed route transit service.

Policy T2.13 The City should ensure that transportation planning meets transit needs through cooperation with DART.

Policy T2.14 The City should coordinate local transportation improvements with improvements to transit facilities made by DART.

Objective T2.2 To participate in regional and inter-jurisdictional transportation programs.

Policy T2.21 The City should coordinate local thoroughfare design standards and alignments with those of the region and adjacent cities.

- Policy T2.22 The City should place a high priority on the Dickerson Overpass, SH-121 main lanes and Segment IV of the PGBT (IH-35E to IH-635).
- Policy T2.23 The City should encourage the development of high capacity routes (controlled access highways and arterials) for moving regional traffic to, through, around and from the City.
- Policy T2.24 The City should reduce reliance on the private automobile and reduce traffic impacts by encouraging transit-oriented development at designated urban centers which have a full range of existing or planned transportation services.
- Policy T2.25 The City should reduce traffic by encouraging carpooling, vanpooling, transit use, alternative work hours, mixed-use developments, etc.
- Policy T2.26 The City should encourage the inclusion of mass transit and multi-modal transportation options as an integral part of the development of large employment and population centers.

VIII. ECONOMIC DEVELOPMENT

ECONOMIC DEVELOPMENT STRATEGIES

As predicted in the City's 1991 *Comprehensive Plan*, increasing traffic congestion inside Interstate Highway Loop 635 provided the impetus for the City of Carrollton, through its Office of Economic Development, to aggressively implement programs to encourage industries to locate within the City boundaries. With its success, however, rose the challenges of integrating uses, maintaining quality without discouraging investment, and promoting reinvestment in both residential and non-residential districts.

While the presence of commercial and industrial uses are vital components of a strong and diversified economy, a community's sustainability is largely dependent on the location of these land uses and the quality of the built environment. Strong relationships between residential and commercial/industrial districts, their proximity to major employment centers, and high standards of development quality are what give communities their identity - a critical concept for the success of any economic development initiative.

Examples of this type of focused reinvestment occurring within the City include: the multi-modal transit development planning at the City's DART light rail stations; the revitalization of the Belt Line Road Corridor and Old Downtown Carrollton; and revitalization of aging commercial centers and their connectivity to existing neighborhoods. Opportunities for new growth are being presented in Northeast Carrollton (the corporate commercial area), West Carrollton (adjacent to IH-35E), and along the PGBT. These and other future efforts should be encouraged through this *Comprehensive Plan*.

Following are policies in support of the continued economic development efforts, which will promote short- and long-term sustainability within the City of Carrollton.

ECONOMIC DEVELOPMENT POLICIES

COMMERCIAL

- ED-1 Designate redevelopment areas and provide incentives for redevelopment.
- ED-2 Encourage a full array of retail and service opportunities, thus reducing the need to purchase goods and services outside the community.
- ED-3 Encourage the retention/expansion of existing retailers and attract new retailers to Carrollton by providing a sufficient supply of sites designated for commercial uses in accordance with the *Comprehensive Plan*.
- ED-4 Provide relevant demographic information about the area in order to promote commercial locations in Carrollton.
- ED-5 Assist in the redevelopment of commercial areas through programs and private efforts to upgrade older non-residential areas.
- ED-6 Utilize an interdisciplinary team to respond quickly to information requests related to business and industry prospects, as they pertain to City infrastructure, utilities, zoning, and building plans.
- ED-7 Identify barriers to reinvestment in established commercial areas.
- ED-8 Encourage retail and commercial activity at locations consistent with the *Comprehensive Plan* and which meet the City's planning and design criteria.
- ED-9 Support downtown activities and encourage appropriate new businesses, which support the City in the region.
- ED-10 Provide economic incentives for smaller/local businesses as part of business retention and new business attraction programs.
- ED-11 Create and maintain an adequate tax base to meet the City's needs and to provide for public amenities and services.
- ED-12 Provide the opportunity for redevelopment of neighborhood-scale commercial goods and services at strategic locations throughout the City through appropriate implementation techniques, such as zoning.
- ED-13 Balance the level of service for cars and pedestrians in appropriate locations.
- ED-14 Ensure incentives offered to businesses are based upon the level of benefit to the City and the principle of sharing future revenue from the development rather than pledging existing general revenue funds.

- ED-15 Initiate and support efforts to obtain outside funds for economic development, including grants, which would result in attracting independently-owned and operated retail businesses as well as niche retailers desired by local residents.
- ED-16 Collaborate with desirable commercial, office, and light industrial development to ensure that adequate transportation planning and site development policies are implemented to benefit the development site and the surrounding area.
- ED-17 The City's Office of Economic Development should continue to provide assistance to existing and new companies seeking financial assistance; however, their mandate should be expanded to include the attraction and retention of commercial businesses.

INDUSTRIAL

- ED-18 Create strategies for economic development which consider the social and economic well-being of the citizens.
- ED-19 Pursue a diversified light-industrial, high-technology, manufacturing, research, and office economic base providing jobs that will be known for emphasizing quality over quantity.
- ED-20 Analyze estimated revenues and projected costs associated with proposed development in accordance with the *Comprehensive Plan*.
- ED-21 Support the City's business park areas as identified in the Land Use Element, through provision of City services and timely processing of proposed plans.
- ED-22 Encourage the retention and expansion of existing employers and attract new employers by providing a sufficient supply of sites designated for employment uses and by providing current demographic information.
- ED-23 Create a high-quality working environment through the beautification of major transportation corridors and the provision of trails, open lands, and alternative transportation choices to all business areas.
- ED-24 Work with DART and TxDOT to increase available alternative transportation options for pedestrians, bicyclists, bus riders, and future light rail riders and/or passenger heavy rail riders.
- ED-25 Annually review business taxation practices to ensure the City is not creating a disincentive to business investment and reinvestment.
- ED-26 Cooperate with the counties and neighboring cities to identify capital investments of regional benefit and support economic development.

- ED-27 Ensure a balance of economic-generating activities in order to maintain viability during different economic cycles.
- ED-28 Develop adequate and efficient citywide infrastructure to serve the needs of a wide range of business and industry.
- ED-29 Promote multiple uses of public lands for a sustainable economy.
- ED-30 Continue to work with vocational and technical educational organizations to expand opportunities to meet future industry needs.
- ED-31 Expand the role of the Economic Development Department to attract and retain businesses that contribute to economic diversification, promote spin-off activities, increase tax revenues, promote small businesses enhancing the community, and improve the quality of life.
- ED-32 Establish a precedent whereby the City's *Capital Improvement Plan* is tied to the *Comprehensive Plan* thereby ensuring that public resources are effectively leveraged for private sector investment.

RESIDENTIAL

- ED-33 Monitor the provision and availability of housing at various price points to ensure a broad range of housing alternatives.
- ED-34 Encourage the provision of services to meet anticipated residential growth and a sustainable balance between residential, commercial, open space, and industrial uses.
- ED-35 Ensure the availability of neighborhood amenities including schools, parks, open space, recreational and cultural facilities.

GENERAL

- ED-36 Encourage the use of Inter-governmental Agreements (IGA) to foster regional planning efforts.
- ED-37 Coordinate economic development attraction, retention and reinvestment efforts with other City departments (e.g., Planning, Public Works, Parks and Recreation).
- ED-38 Request that City Council routinely put a report on economic development on their regular agenda.
- ED-39 Commit to diverse business interest involvement in all planning and marketing efforts.
- ED-40 Use sub-area planning to balance private sector reinvestment efforts with community and neighborhood vision.

IX. IMPLEMENTATION STRATEGIES

IMPLEMENTATION STRATEGY

Following adoption of the *Comprehensive Plan* comes the challenge of outlining a practical strategy for protecting and promoting investment in the community. Webster's Dictionary defines *implementation* as "a means for accomplishing an end" or "an action to put into effect." The information that follows includes: a description of key elements of the strategy; policy statements about the City's approach to implementation; guiding principles for action; action items in support of plan policies; and identification of incentive programs and tools. The strategy begins with a discussion of the context in which implementation takes place.

Context - Limited Financial Resources

The most significant barrier to implementing community plans is lack of money. There have been few times in the past 25 years when government - particularly local government - has had such financial constraints as today. Comprehensive and specific planning for Carrollton comes at a time when demands on local governments are high and resources are low. Implementation is therefore challenging, requiring innovative strategies and tactics.

Maintaining a Broad Perspective

Implementation in the broader context refers to how the City and its partner stakeholders can build a process that results in the successful development of an on-going and continuous stream of projects, programs and policies that contribute to the shared goals and objectives of the *Comprehensive Plan*.

An achievable strategy recognizes the need for both transaction-based implementation as well as on-going creation of an organizational structure to assure that the plan moves forward. Implementation should continue to be oriented towards designing an environment where multiple projects and programs are encouraged, expedited and completed.

Key Components

A few key components are needed for an implementation program to succeed. These include:

Committed On-Going Leadership. Successful community development and redevelopment usually comes down to the leadership of the City. Virtually all community development programs, such as corridor revitalization, civic center development, community beautification and the like must have a consistent and determined City leadership to see it through.

Many Stakeholders. While local government has the largest and longest-term interest and responsibility in community development, broadening the number of stakeholders is a key element to a successful implementation program. Stakeholders should include - but not be limited to - public officials, public employees, business leaders, citizen participants, representatives of other nearby local and regional governments, special interest organizations (e.g., non-profits, fraternal organizations, garden clubs), the media, and the like. Any organization or individual that has an interest in playing a role in the successful implementation of the *Comprehensive Plan* should be encouraged.

Removal of Barriers. Attracting the right type of investment and developer interest in an inner-ring market requires higher levels of analysis, planning and assistance. Carrollton's position in the Metroplex offers strengths which can be capitalized on, and limitations which should be overcome. These limitations, commonly referred to by the private sector as barriers, pose unique obstacles which require unique solutions. The removal of barriers to investment is one of the single most fundamental components to a successful implementation strategy.

Communication. On-going communication programs that tell what Carrollton is doing - and more importantly, what it is accomplishing - are often considered frivolous and so are frequently under-valued. The reality is that they are essential. They communicate that the city is "open for business" to media, stakeholders, citizens, developers, lenders and others. Part of this implementation strategy is the communication of success as it happens. This can only happen on a consistent basis if it is part of a planned communications and public relations program.

Incentive Projects and Programs. Incentives used for community investment fall into several broad categories, including: assistance with site acquisition and building improvements; policy reform; predevelopment processing; operating assistance; and business counseling. The City will need to explore a variety of incentives and resources that can be packaged together to create a cohesive strategy.

Guiding Principles. Careful assessment of Carrollton's assets and liabilities and analysis of market dynamics affecting the community show that implementation actions should be directed by the following principles:

1. Much of the City's infrastructure is already in place, making it a viable location to live, work, shop and play. This infrastructure needs to be protected and retained.
2. Carrollton must be market-responsive, innovative and able to respond to a variety of opportunities.
3. Carrollton's "tool kit" must have many devices (financial, physical, market, organizational), which can be used independently or in various combinations.
4. Public investment must "leverage" private investment.
5. Public/private partnerships are essential to the success of Carrollton's reinvestment efforts.
6. Regional public policy must support infill development, allowing for growth management programs which reward more efficient development patterns.
7. Solutions must be more comprehensive in scope and include considerably more than just appearance and design in the regulatory framework.
8. Stakeholder efforts to initiate and guide growth must be coordinated, leveraged, locally supported and broadly representative.

STRATEGY ELEMENTS

To effectively create a framework for implementation of the *Comprehensive Plan*, strategies should include these strategy elements:

- Zoning Policies
- Urban Design Principles
- Transportation Policies
- Redevelopment Programs
- Funding Sources
- Organizational Structure

Considering the key components, guiding principles and strategy elements outlined above, the following is a series of implementation strategies and policies that support the *Comprehensive Plan*. Implementation policies for Parks and Open Space and for the *Facilities Plan* will be found in those reports.

ZONING IMPLEMENTATION POLICY

Zoning changes should be initiated by the City where current zoning is inconsistent with the *Comprehensive Plan*. To aid the City in this task, an Action Plan has been developed which prioritizes the general concerns of the community. While this prioritization should be used as a guide to implementing the Action Plan, it should be understood that priorities change. As they do, the Action Plan should change to reflect the community's concerns.

Rezoning Action Plan Guidelines

The following areas should be rezoned or have their zoning modified to reflect the *Comprehensive Plan*, Carrollton Renaissance Plan and DART Station Areas Plans:

DART Station Areas. Areas around DART LRT stations, as identified in the *Carrollton Renaissance Plan* and the *Station Areas Plan*, should be rezoned for high-density, pedestrian-oriented, mixed-use, urban-style development.

Belt Line Road, Between Jackson Street and Josey Lane. Much of this area is included in the existing PD-36 zoning district. Several modifications to this district were recommended in the *Carrollton Renaissance Plan*. Those recommendations should be implemented.

Northeast Carrollton. This area should have its Corporate Commercial (CC) office zoning - focusing on office and medical activity - slightly modified to allow for special approval of a limited amount of warehouse and distribution uses, provided that they do not detract from the area as a corporate office district.

Infill Sites. Infill sites should be identified on a case-by-case basis for rezoning to allow for high-quality infill development, especially on major roadways.

Vacant and Under-performing Retail Sites. These locations should be identified on a case-by-case basis for redevelopment as mixed-use, pedestrian-oriented developments. This may require some combination of rezoning and financial incentives.

Update *Comprehensive Plan*. The *Comprehensive Plan* should be reassessed on a periodic basis, not to exceed five years, and updated as necessary to ensure that it reflects the social, economic and physical objectives of the community. Where the Planning and Zoning Commission and City Council determine that it is not consistent with community objectives, it should be amended.

URBAN DESIGN IMPLEMENTATION POLICY

In order to improve the urban design of the City:

1. The *Carrollton Corridor Plan* should be implemented through the incorporation of standards set out in the Plan for all public improvements undertaken in the community. In addition, landscaping standards should be prepared and adopted for rail transit corridors through the City.
2. Standards should be established for the "mixed-use urban districts" around the three DART LRT stations. These should include streetscape, architectural and site design standards. They should also include the identification of key focal points where special architectural features should occur.
3. Belt Line Road between Jackson Street and Josey Lane should include an attractively landscaped pedestrian zone with wide sidewalks, concurrent with the redevelopment of properties along that section of roadway.
4. When existing under-performing retail centers are redeveloped, they should incorporate attractive pedestrian features with good connections to adjacent roadways and neighborhoods.

TRANSPORTATION IMPLEMENTATION POLICY

Land uses and the thoroughfare system should be compatible and complementary. It is not appropriate for a thoroughfare network to be established that cannot support adjacent land uses. Nor is it appropriate for a thoroughfare network to be so over-built that adjacent land uses do not generate traffic volumes that use the network to its full potential, resulting in the City and developers paying for unused infrastructure. The following strategies should be implemented so that an appropriate relationship between land uses and the streets that serve them exists.

1. As property is platted and/or replatted, appropriate right-of-way should be required of the property owners. This will allow for the orderly extension or expansion of arterial or collector streets.
2. The City should continue to implement the requirements set forth in the *Driveway Ordinance*. These requirements will provide increased capacity, safety, and the efficient movement of traffic.
3. As rezoning cases are submitted, traffic impact analyses should be provided where deemed appropriate. This should be done to determine the nature and magnitude of the proposed land use change in relationship to the surrounding roadway system. The results of these analyses should be one of the factors used to determine if a change in land uses is appropriate.

Where appropriate, computer network modeling such as TRANPLAN, TRANSCAD or other NCTCOG-supported models should be required. This analysis should be done in order to provide guidance for short- and long-range planning. It should also be done to find solutions for traffic problems that may be created by the proposed land uses.

4. The City should continue to enforce construction standards as new streets are constructed or reconstructed. As new technologies or techniques arise, they should be incorporated into the construction of streets.
5. The City should continue to use all funding sources that are available for the construction or reconstruction of streets. By doing so, the impact on developers and the public can be reduced.

As the City moves from an expansion mode to an in-fill and redevelopment mode, the number of major roadways that need to be constructed with new development will be limited to the extreme periphery of the City. The majority of projects the City will be undertaking in the future will primarily involve improving the capacity of existing roadways to their ultimate cross-section, or reconstructing existing roadway infrastructure whose condition has degraded over time.

Transportation Project Timetable

The projects listed below are currently scheduled for construction. Funding for these projects is derived from various sources.

**TABLE 10
TRANSPORTATION
PROJECT TIMETABLE**

PROPOSED PROJECT	START DATE
1. DART LRT System - Northwest Corridor.	2008
2. Main lanes for SH-121.	2003
3. Realign Denton Drive to align/connect with Main Street.	2008
4. Segment IV of the PGBT, IH-35E to IH-635.	2006
5. Dickerson Overpass.	2007
6. Reconstruct FM-544 (Parker Road) as a six-lane divided road from SH-121 to Marsh Lane.	2006
7. Reconstruct Trinity Mills Road as a six-lane divided road between Plumdale Drive and Midway Road.	2005
8. Reconstruct Sandy Lake Road/Whitlock Lane as a 6-lane divided road between McInnish Park and Denton Drive.	2003
9. Reconstruct Rosemeade Parkway as a six-lane divided road from Frankford Road to Josey Lane.	2013

REDEVELOPMENT PROGRAMS

The City of Carrollton is presented with unique opportunities as it approaches "build-out." The market "areas of opportunity" identified herein provide not only the potential for new development, but also for reinvestment in the City's older areas. While both have the potential to accommodate new growth, they rely on very different implementation strategies. This section is intended to: outline general implementation tools that could form the foundation of the City's development strategy; identify the applicability of these tools to targeted opportunity areas, and; formulate implementation action items for each opportunity area.

Implementation Tools

The following are potential implementation tools that the City could use to capitalize on opportunities for new development, redevelopment and infill. It is likely that no single implementation tool will achieve the desired results. Rather, a "package" of tools will be necessary to cultivate the environment for new investment and reinvestment in the City's targeted opportunity areas.

- **Advocacy Entity.** A planning and management entity, separate from governmental agencies, responsible for a certain area. It promotes the area, manages and coordinates its improvement, and initiates actions to accomplish goals. Specific functions may be to: acquire, assemble, hold and convey land to permit new forms of infill development; obtain rehabilitation loans; organize and participate in real estate development and infrastructure financing; coordinate public agencies; monitor traffic issues and manage parking; monitor security; gather market information; establish fees, rates and charges to use property; and direct marketing and promotion. Such an entity can be a Community Development Corporation, Development Authority and/or Improvement District.
- **Concentrated Public Facilities.** City investment in identified areas would be concentrated by locating both facilities and publicly sponsored developments and amenities in places where infill development is desired. The result is a greater leverage of public dollars through strategic investment and the ability to assist developer(s) with financial pre-leasing requirements.
- **Business Recruitment/Retention.** A program, frequently administered by an economic development entity, which assists with the recruitment or retention of businesses either into or within a designated area. Program elements might include financial assistance, regulatory assistance, and/or marketing.

- **Business Relocation Program.** A program, frequently administered by an economic development entity, which helps businesses move out of a designated renewal area. Program elements include financial assistance, regulatory assistance, and/or marketing.
- **Capital Improvement Plan (CIP) Allocation.** Improvements to increase the capacity of municipal infrastructure in targeted areas helps to "ready the environment" for private investment.
- **Community Development Assistance (CDA) (State).** Authorizes up to certain percent state tax credits to eligible contributors investing in approved community projects. In certain instances applicants must meet economic distress criteria. Non-profit developers are subject to limitations on per project tax credits.
- **Community Development Block Grants (CDBG) (Federal).** Federal grants, administered through local or regional offices, designed to lower the overall cost of a project. Projects must demonstrate the ability to improve economic conditions in an area.
- **Community Development Corporation (CDC).** A nonprofit organization based in a specific neighborhood and subject to local governance. CDC's may rehabilitate or build affordable housing, promote economic development, and provide related social services.
- **Density Bonuses.** Incentives offered to developers of projects that meet specified goals (e.g., affordable housing, public spaces, transit).
- **Design Guidelines.** Formal guidelines (with oversight by a board comprised of area stakeholders, neighborhood representatives and design professionals) for use by investors doing projects within priority areas. Guidelines address character and quality levels, and frame discussions with staff.
- **Design Standards.** Formal standards (either administered through an appointed design review committee and/or municipal staff) for development, which require certain development character and quality levels for the built and natural environment.
- **Developer RFP's.** Request-for-Proposals from potential developers of projects in designated areas. Selection of developer is based on the dollar amount of the bid, quality of the design, the developer's track record and preferences of neighborhood residents.

- **Development Fee/Standard Waivers.** Development fees are monetary charges on development to recoup a portion of the capital and operating costs required to serve a project. Note: Fees for sewer/water hook-ups, building permits, processing fee, etc. can be waived or delayed until the developer sees a positive cash flow as a means to encourage infill projects. During the approval process, the City can also grant waivers or variances for items including height limits, setbacks, density, lot coverage, rear access, etc.
- **Economic Development Administration (EDA) (Federal).** A public entity which provides assistance in the form of planning grants and construction financing for the development of projects in locations which will result in the creation of jobs for the community.
- **Educational Seminars.** Programs hosted by a variety of entities (i.e., lender, developer, municipal, etc.) to promote an open dialogue among individuals and organizations that represent a delivery system. These can occur in a variety of forums. The purpose is to provide participants with various perspectives and an understanding of initiatives designed to facilitate the development process.
- **Enterprise Zone.** State-designated area where a tax credit is granted in exchange for businesses making capital investments, hiring new employees, contributing to economic development plans, rehabilitating old buildings and/or doing research and development. Part of an approach to revitalizing distressed areas by offering tax incentives, regulatory relief and improved government services.
- **Façade Maintenance Program.** Any program (local, state, or federal) which includes low interest loans and/or grants to encourage investment in and improvement of building façades within a planning area. May also be designed as a matching funds program for building façade maintenance.
- **Government Liaison.** An individual or committee charged with establishing and maintaining a dialogue between various branches of government (local, county, or regional) regarding issues such as inter-governmental agreements, regulatory reform, facilities planning, etc.
- **Historic Preservation Investment Tax Credits (Federal).** A percentage of the rehabilitation costs of income-producing properties can be used as a tax credit, which can be sold on the market.
- **Historic Site Tax Exemption (Municipal).** An exemption from municipal taxes on improvements made to buildings designated as Highly Significant Endangered (HSE) or Historic and Cultural Landmark (HC). The exemption may be permanent or temporary.

- **Improvement District.** Both an organizing and financing technique for area revitalization. The district provides a stable stream of income for activities and projects in addition to general municipal services.
- **Infrastructure Cost Participation.** The cost of infrastructure (onsite or off-site) is shared by the developer and/or property owner with another entity (public, private or semi-private) which will benefit from its availability. This can be offered through an ongoing program or on a case-by-case basis.
- **Land Assembly.** Land is assembled by a public, private or nonprofit entity in an effort to facilitate the development of larger projects. Assembly can happen through purchases of properties, vacating and/or rerouting streets and alleys, etc.
- **Land Banking.** Land is assembled by a public, private or non-profit entity in an effort to facilitate a long-term public goal (transit, affordable housing, public-private development, etc.).
- **Land Donation/Write-Down.** A property owner, public entity, developer, or semi-private organization contributes land to a project either as a donation or at a reduced price.
- **Land Swap.** To develop a specific infill site in a certain way, potentially contrary to the wishes of the existing property owner or developer, a city can offer an exchange of city-owned land of similar value in an alternate location.
- **Leverage Infrastructure Funding to Support Private Money.** Within a defined area, public investment for infrastructure is located strategically to leverage private investment. Note: This should be a common practice, rather than a specific program.
- **Linked Deposits.** Local development agencies and downtown development organizations use their bank deposits to leverage bank lending for activities supported in the area. The city or development agency deposits its funds in a bank with the provision that the bank make loans in support of an identified community objective. Note: In select instances, cities have foregone interest on these deposits so the bank can make loans at below-market rates.
- **Loan Pool (Lending Pool).** Several lending organizations contributing financing to a project or projects, thus sharing the risk. An amount of capital pledged by several entities for lending to businesses is based on some agreed upon goals or other criteria. Pledges can be in the form of loans, letters of commitment and stock purchases. The pool can be organized formally or on a case-by-case basis.

- **Low Interest Loans/Subordination.** Loans for construction, acquisition, operation, etc. are offered to qualifying individuals or organizations at a preferred interest rate. Subordination of a loan by a public, private, or semi-private organization guarantees that the lending organization will be repaid in the event of default.
- **Merchants Assistance Programs.** Package of tools and incentives designed to assist commercial businesses in a targeted area with financial assistance for marketing, promotion and physical improvements. Typically, these tools are in the form of low interest loans and/or grants.
- **Micro Loan Program.** Offers small amounts of capital (usually less than \$2,500) to very small businesses for a wide range of capital needs, including façade improvements, working capital and personal needs. Can provide loan guarantees. Downside: Excessive credit analysis and underwriting costs.
- **Non-Profit Developer Support.** Variety of financial and regulatory tools and programs, which streamline and reduce costs for "eligible projects" by "eligible developers."
- **Overlay Zone (i.e., historic, parking, transit).** A designated area superimposed on one or more existing zoning districts intended to protect or enhance an area's special qualities. Can require governmental review of developments, with the power to approve their design according to standards contained in the ordinance or in a district plan or design guidelines. Program elements include "bonuses" and "requirement adjustments."
- **Park-in-a-Park.** A creative method by which parking is secondary to design and landscaping, giving the visual appearance of cars in park, rather than trees in a parking lot.
- **Parking District.** A designated area wherein parking design, development and management issues among multiple facilities are controlled by a single entity beyond that control provided for by standard municipal levels of service.
- **Pedestrian Enhancements and Linkages.** Various improvements to the pedestrian environment in both commercial and residential areas. These improvements should accommodate the needs of pedestrians as well as automobile traffic by incorporating select design elements and traffic management mechanisms. Methods include: separating traffic through the use of parallel streets; limiting access points; connecting parking lots; coordinating traffic signals; adding alternative transportation lanes; widening sidewalks; installing crosswalks; providing street lights and street furniture; preventing "deadening" uses; and incorporating transit stops.

- **Predevelopment Funding Grants.** Financing for project expenses incurred prior to construction, (i.e., "soft costs" including consulting, design, engineering, planning, marketing, etc.) Note: The Economic Development Administration (EDA) has funds for predevelopment and construction costs.
- **Public Subordination.** A public entity provides a guarantee that, in case of default, the lending organization will be repaid.
- **Regulatory Reform.** An initiative by a government entity to amend existing regulations to be responsive to prevailing market and economic conditions. Examples might include: new or amended zoning designations, planning approval process reform, updated *Comprehensive Plan*, etc.
- **Revolving Loan Funds.** Loans, guarantees and interest "buy-downs" to firms that further local development goals. This is designed to alleviate the high cost and/or short supply of capital for businesses, particularly small ones or those located in distressed areas. Components may include lower rates and longer terms. Many programs are capitalized by a mix of federal and private funds.
- **Re-Zoning Parcels.** This is a change in the property zoning designation to "mixed-use urban." The objective is to provide landowners the incentive and economic strength to maintain and redevelop a high-quality environment, react more swiftly to market trends, and evolve on-site as the environment around them evolves.
- **Sales Tax Sharing.** Future sales from a development can be rebated to the developer to pay for infrastructure. The city or county agrees to split future sales tax revenue with the developer, who then uses the expected income to pay for infrastructure.
- **Signature Project.** A public-private effort whereby the public sector contributes land, financing or the like, and the private sector contributes expertise and money to the development of a significant project within a designated area. This program is designed to encourage the development of projects that will serve as a catalyst for additional investment.
- **Strategic Partners (Multi-Entity).** Participation by public and private sector partners in efforts designed to further a common goal.
- **Streamlined Development Approval.** An initiative by a government entity to create a timely and predictable approval process for projects meeting certain criteria. Critical elements include: a streamlined permit and entitlement process; greater predictability, and fairness in fees and exactions. Other components may include: an appointed case manager; a consolidated permit process; waived or reduced fees; fewer changes to previously approved plans; elimination of conflicting requirements by different departments; a single public hearing, and streamlined environmental review process (example: "green-tape" program in Austin).

- **Tax Abatement.** A taxing entity (usually the City) abates or reduces a portion of the tax burden. This can happen in the form of an adjustment on an individual property or an abatement zone.
- **Tax Exempt Bond Financing.** A method of financing long-term debt issued by a government entity, whereby the interest earned by the bondholder is not subject to income tax.
- **Tax Increment Financing (TIF).** A district which obtains funds from the increase in tax revenues that arise from new development and higher values in the district. Increases over a designated "base year" are diverted pay for improvements or programs in the district. This is the diversion of regular tax revenues rather than additional fees. A TIF can be used in conjunction with municipal bond issues, whereby the increase in revenues repays the bond.
- **Transfer of Development Rights (TDR).** The ability to transfer property entitlements from one property to another when one of the parcels is located in a designated development area.
- **Underground Utilities.** The City works with local utility and cable companies to place all utility lines underground. Maintenance, weather-related repairs, and service disruption costs are reduced. The City also encourages low-rate programs to assist developers with burying utility infrastructure.

The extent to which these implementation tools can be applied depends on the opportunities and barriers presented within each of the City's targeted areas of investment. The following section describes the potential development concept, applicable implementation tools, and proposed implementation action items for each of these targeted areas.

TARGETED INVESTMENT AREAS

President George Bush Turnpike

Development Concept

The PGBT offers a unique long-term opportunity for both new development and redevelopment. Growth along the Turnpike will likely occur at key interchanges rather than along the entire length of the corridor. The City's efforts should be focused on ensuring quality development at appropriate densities.

Applicable Implementation Tools

- Infrastructure Cost Participation
- Interchange Overlay Zoning District
- Public Assembly of Development Parcels
- Developer RFP's
- Mixed-Use Zoning

Implementation Action Items

- Complete a *Turnpike Corridor Plan* - quantify demand by land use type at key interchanges and estimate timing of development.
- Prepare an *Interchange Overlay Plan* (near-, mid- and long-term based on identified market opportunities) and adopt with mixed-use zoning designations.
- Complete *Capital Improvement Plans* for appropriate levels of infrastructure at key interchanges and quantify public contribution.
- Prepare *Design Standards* for interchange influence areas.
- Review development codes for barriers (e.g., view corridors, height restrictions, density restrictions, etc.); prepare and adopt amendments where necessary.
- Meet with property owners to discuss improvement districts as a mechanism to facilitate private contributions to infrastructure financing.
- Complete land use projections and financial analyses required to establish and adopt improvement district(s); adopt improvement district(s).
- Prepare financial analyses of development programs for key parcels to identify economic gaps which may exist in the development scenario. Modify regulations which do not positively contribute towards the vision.
- Establish programs or tools to improve project feasibility and facilitate implementation (e.g., infrastructure cost participation, streamlined approvals, fee waivers, property tax waivers, tax reimbursement, density bonuses).

- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., community development corporation).
- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Work with property owners (who may have participated in the overlay plan process) that want to develop their properties consistently with the vision.
- Prepare developer RFQ/RFP's for disposition of these properties; include language describing vision, incentives available, regulatory requirements, etc.

Downtown/Belt Line Corridor

Development Concept

New development in and near the Old Downtown Carrollton and along the Belt Line Road Corridor will raise issues associated with infill development and redevelopment. The City's efforts should be focused on encouraging reinvestment, eliminating regulatory barriers and ensuring a high-quality built environment consistent with market opportunities.

Applicable Implementation Tools

- Tax Increment Financing
- Improvement District(s)
- Parking Management District
- Merchants Assistance Programs
- Public Assembly of Development Parcels
- Developer RFP's
- Building Code Revisions
- Mixed-Use Zoning

Implementation Action Items

- Create an entity that can administer Tax Increment Financing (TIF) funds; consider an entity which could also provide oversight and administer other funds for properties within the eligible area.
- Make TIF funds available to property owners for assistance with development and/or redevelopment projects.

- Review development codes to identify any barriers (e.g., suburban standards, setback requirements, height restrictions). Prepare and adopt amendments where necessary.
- Prepare codes and policies (e.g., land use, building code, historic preservation) which are appropriate and specific to "infill" development and redevelopment.
- Consider establishing a division within the City's Planning Department specifically for infill projects (e.g., guiding projects through the process, advocating on behalf of property owners) until code revisions are in place.
- Meet with property owners to discuss improvement district(s) as a mechanism to facilitate private contributions to maintenance and marketing.
- Consider creating a parking management district, perhaps as part of the special district and/or TIF entity.
- Expand the focus of the City's Economic Development Department to include recruitment and retention of commercial businesses.
- Provide support to merchant's organizations (e.g., special events coordination, small business assistance, façade grants/loans).
- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., a community development corporation).
- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Prepare developer RFQ/RFP's for disposition of these properties; include language describing vision, incentives available, regulatory requirements, etc.

Urban Centers/DART Station Areas

Development Concept

Development will occur in phases, with early investment in infrastructure such as parking and physical connections to surrounding uses. Later phases will involve significant development of multiple products at varying levels of density. The City's efforts should be focused on understanding the challenges of its partners (DART, property owners, developers, etc.) and providing appropriate incentives in a sustainable environment.

Applicable Implementation Tools

- Public Assembly and "Banking" of Development Parcels
- Developer RFP's
- Mixed-Use Zoning

- Pre-development Assistance
- Transit Overlay Zoning District
- Multi-Entity Partnerships
- Inter-departmental Streamlining
- Design Standards
- Infrastructure Cost Participation

Implementation Action Items

- Supplement existing station area plans with a transit overlay zoning district allowing a mixed-use zoning designation or requiring minimum densities.
- Prepare design standards for private properties and public spaces within the station influence area.
- Review development codes to identify barriers (e.g., height restrictions, density restrictions). Prepare and adopt amendments where necessary.
- Establish an inter-departmental team which can quickly process projects within targeted areas, breaking down barriers and negotiating developer agreements.
- Provide pre-development assistance (e.g., preparing market analyses, environmental studies, transportation studies) in advance of developer agreements, or help finance this work with various development teams.
- Complete *Capital Improvement Plans* to establish infrastructure needs and the public contribution. Consider parking garages a public contribution.
- Meet with partner entities (DART, property owners, developers) to discuss inter-governmental agreements for future joint development.
- Work with partner entities to identify potential funding mechanisms available from each, and prepare marketing materials promoting their use on properties.
- Prepare financial analyses of the station areas at build-out and quantify the cost to deliver infrastructure to the area. Identify potential funding mechanisms encouraging public and private participation.
- Prepare financial analyses of development programs for key parcels to identify economic gaps which may exist in the development scenario. Modify regulations which do not positively contribute towards the vision.
- Establish programs or tools to improve project feasibility and facilitate implementation (e.g., infrastructure cost participation, streamlined approvals, fee waivers, property tax waivers, tax reimbursement, density bonuses).
- Create an entity that can acquire, hold and dispose of property in a timely manner (e.g., a community development corporation). If this entity exists elsewhere in the

community consider expanding their jurisdiction rather than establishing a new one. Consider acquiring and holding key parcels for the appropriate developer or development program.

- Establish a strategy to publicly acquire property. At a minimum, acquire strategic parcels within each interchange.
- Work with property owners (who may have participated in the overlay plan process) that want to develop their properties consistently with the vision.
- Prepare developer RFQ/RFP's for disposition of these properties. Include language describing vision, incentives available, regulatory requirements, etc.

Northeast Carrollton

Development Concept

With convenient access to the PGBT, northeast Carrollton has the best opportunity for suburban-scale corporate office development. The rate at which development occurs will be influenced by the market's comparable inventory. To provide a competitive edge, the City's efforts should focus on eliminating barriers (regulatory, physical, financial, market) and consistently administering policies and programs.

Applicable Implementation Tools

- Infrastructure Cost Participation
- Design Standards
- Inter-departmental Streamlining
- Multi-Entity Partnerships
- Improvement Districts
- City Presence in Center
- Target Industry Effort (Assistance)

Implementation Action Items

- Complete *Capital Improvement Plans* to establish appropriate levels of infrastructure (both on-site and off-site) and public contributions.
- Work with property owners to establish design standards for key properties.
- Meet with property owners to discuss improvement districts as a mechanism to facilitate private contributions to infrastructure financing.
- Complete land use projections and financial analyses required to establish and adopt improvement district(s); adopt improvement district(s).

- Establish an inter-departmental team which can quickly process projects within targeted areas, breaking down barriers and negotiating developer agreements.
- Meet with partner entities (DART, property owners, developers) to discuss inter-governmental agreements for future joint development.
- Locate a municipal office in the area to invest in it and create a public presence.
- Plan for multi-modal transportation connections to and through the area.
- Conduct a target industry analysis to identify opportunities appropriate for location/expansion in Carrollton. Work with the City's Economic Development Department to develop a marketing strategy and to communicate the findings of the analysis and the strategy to private industrial/commercial property interests.

Aging Commercial Centers

Development Concept

The City has many aging and under-performing retail centers. Its role in revitalizing these centers will be to create an environment which encourages and rewards private investment. The City's should focus on establishing and applying the tools identified in the *Retail Study of Under-performing and Vacant Retail Areas*.

Applicable Implementation Tools

- Sales Tax Sharing
- Façade Improvement Grants/Loans
- Property Rezoning (to Mixed-Use)
- Sub-Area Plans
- Improvement Districts
- Tax Increment Financing (TIF)
- Demonstration Projects
- Design Standards
- Streamlined Approval Process

Implementation Action Items

- Help consolidate parcels to promote a mixed-use environment and encourage more significant development concepts. Assemble parcels through acquisition and sale at discounted price, participation in negotiations, condemnation, etc.

- Promote integrated mixed uses, particularly those that benefit from adjacency to open space and/or other neighborhood amenities.
- Ensure that the zoning allows non-commercial uses; amend zoning if necessary. Provide market and financial support to illustrate impacts.
- Provide pre-development assistance with urban design standards, planning, market analysis, etc. Illustrate shifts in the market and the opportunities in new approaches. Help landlords with tenant targeting and management strategies.
- Analyze the surrounding transportation network. Revise the *Transportation Plan* to support commercial uses in the area if necessary and appropriate.
- Promote the creation of destination "places" with attractive landscape and design elements, seating adjacent to retail, comprehensive sign plans, etc.
- Establish enterprise zones to promote other commercial uses.
- Provide regulatory tools that facilitate parcel assembly, minimize curb cuts, set minimum parcel size, vacation and/or rerouting of streets and alleys, etc.
- Help existing retailers relocate to another location elsewhere in the City if necessary and appropriate.
- Research EDA, HUD and other revenue sources for pre-development and development assistance. (Note: EDA provides grants and matching funds to communities for planning and construction, promoting growth management and revitalization).
- When allocating capital improvement funds, prioritize areas to promote a mix of uses and "leverage" financing for infrastructure improvements.

ORGANIZATIONAL/FUNDING STRATEGY

Following is a suggested strategy to ensure effective leadership for redevelopment, the implementation of the *Comprehensive Plan*, and to help develop an on-going revolving fund for development/redevelopment projects that contribute to the City's goals.

Renaissance Manager

The City should establish a position to coordinate redevelopment programs. Personnel in this position should have demonstrated experience in redevelopment and in setting up and operating the programs necessary. Some key characteristics of this position include:

1. A strong position and title, possibly "Assistant to the City Manager for Renaissance Development." This position should be attached administratively to the City Manager's Office in order to facilitate decisions and precipitate action.
2. Requires strength in entrepreneurial real estate development; the ability to draw on the knowledge and experience of others; the capacity to define programs, obtain community acceptance, and make them successfully operational; and skill in political processes and working with the public. Experience as the head of a large downtown association (e.g., Dallas, Fort Worth, or Atlanta) or who has strong experience in "pedestrian-oriented," "neo-traditional urban" or "transit-oriented" development is highly desirable.
3. Adequate financial compensation to attract a seasoned and experienced professional. **This is probably the most important expenditure recommended by this plan.**
4. Have an "Administrative Assistant" whether drawn from within the City organization or outside it.

Self-Sustaining Funding

A funding and organizational structure should be established that would yield an expanding source of funds to stimulate redevelopment of key properties. Following is a suggested model based on the experience of other cities.

1. Establish a **Development Authority**. The primary purpose of this authority would be to sell tax-exempt revenue bonds to help finance key redevelopment projects. The City Council would appoint its board of directors, exercise budget control, approve bond sales and approve projects receiving funding. The authority's bonds would be "revenue bonds" and therefore not backed by the "full faith and credit" of the City. Instead, they would be repaid by revenue from the project for which the bonds are sold.
2. Establish a **Community Development Corporation (CDC)**. The CDC would act as a facilitator of redevelopment. On an opportunity basis, it would acquire and hold key properties around future DART stations for future development. It could use funds raised by the Development Authority, as well as income generated by long-term leases or development partnerships on property it may acquire.

The CDC would act somewhat remotely from the City, with the power to carry out real estate negotiations and acquire, manage and sell property. It would not have the power of eminent domain, although the Development Authority could.

"Seed money" for the CDC would most likely come from the following sources:

- Surface Transportation Program-Metropolitan Mobility (STP-MM) funds from NCTCOG;
- General Obligation Bonds sold by the City;
- Revenue bonds sold by the Development Authority;
- Revenue from a Tax Increment Funding District;
- Assignment of surplus City properties;
- General revenue from the City (especially in the initial years); and
- Corporate contributions and sponsorships.

Development Example. The following project example is set near the downtown DART LRT station, but a similar scenario could work for other station area sites, the redevelopment of under-utilized retail centers, and the Belt Line Road Corridor.

1. The CDC acquires properties on an opportunity basis near the station, using STP-MM funds, or revenue bonds sold by the Development Authority.
2. The CDC establishes a development and enhancement program for the site.
3. Based on a plan for the area, the City commits to roadway, streetscape and utility improvements, funded through a TIF District and utility funds.
4. The CDC identifies developers with experience in building the type and quality of project desired and invites proposals.
5. A developer offers a high-quality, innovative product because:
 - The CDC offers a long-term lease or sale based on flexible conditions (e.g., no payments until the property is developed);
 - The CDC offers a partnership in the development, and thus shares the risk, and;
 - An improved site is offered with improved infrastructure and amenities already in place or committed.
6. A developer is selected and the project is built.
7. Revenue from the project (either sale or lease) repays the revenue bonds.
8. Income beyond that required to repay the revenue bonds is used by the CDC to cover operating expenses and fund new projects.