

# 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

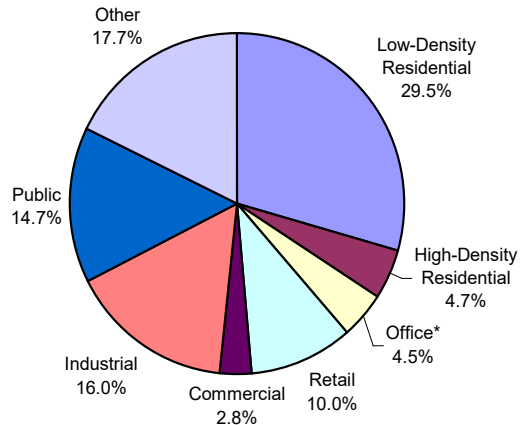
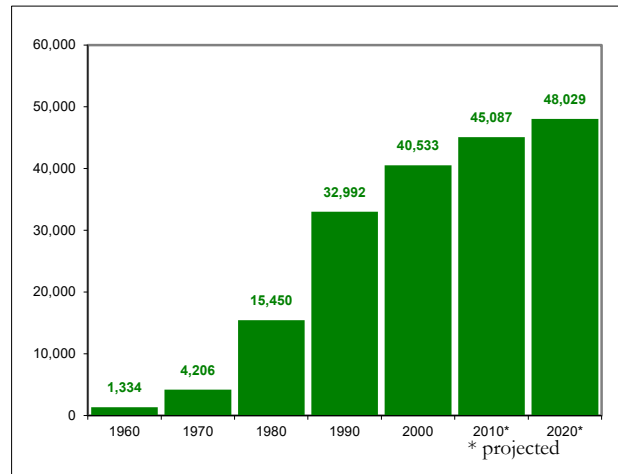
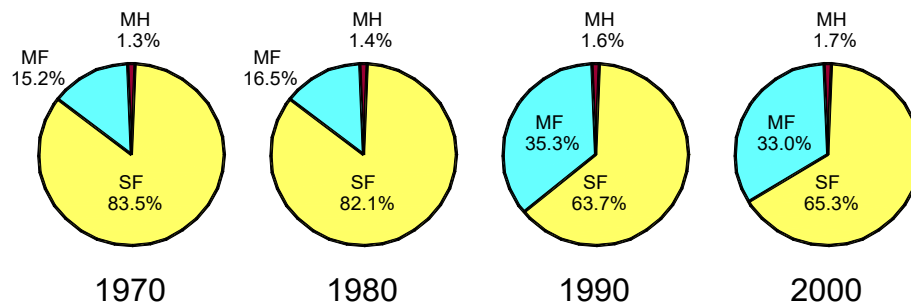


FIGURE 6: DWELLING UNITS



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.

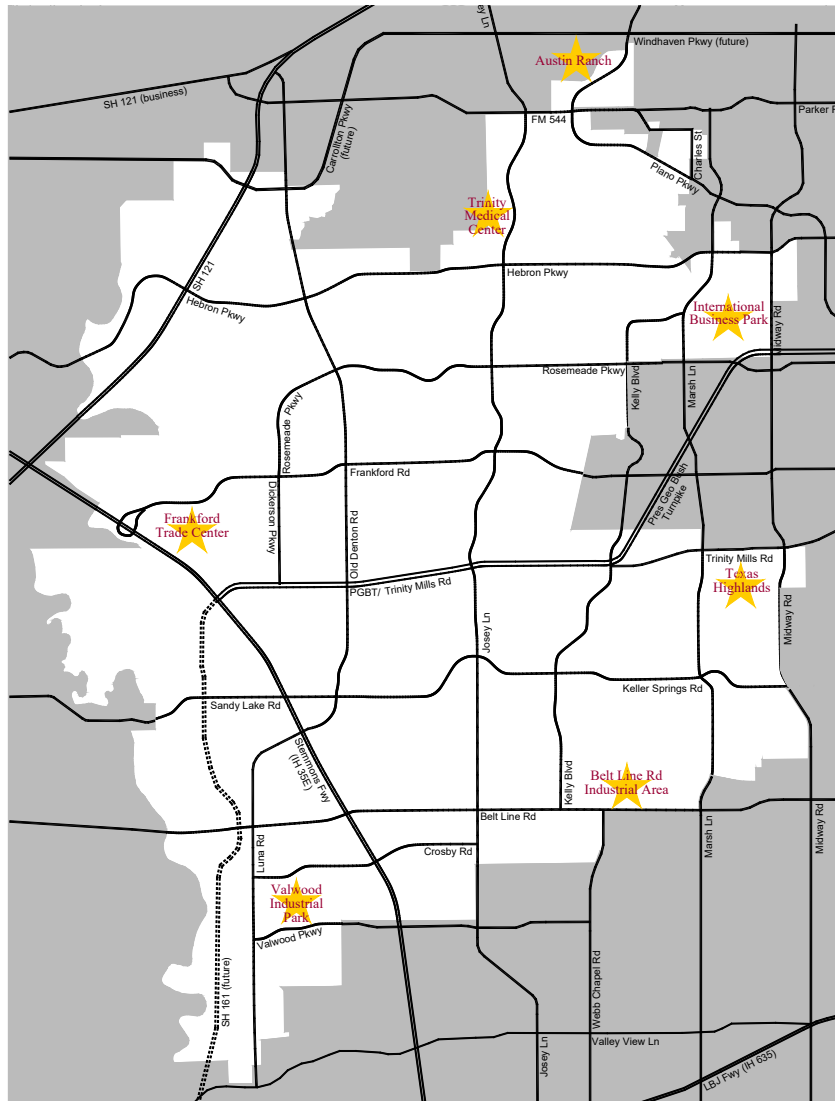
### **Industrial**

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



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## LAND USE POLICIES

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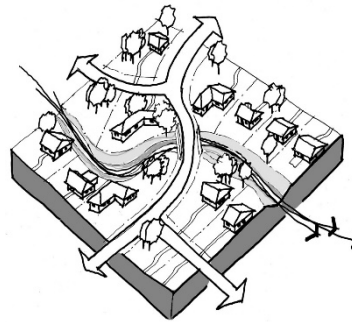
The following policies form the intention of the City Council regarding development issues within the City.

### 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 severity of flooding, and to more public recreation and interaction through a citywide space and trail system.



*Preserve natural drainage areas and natural floodplains*

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

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

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open

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accessible

**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.

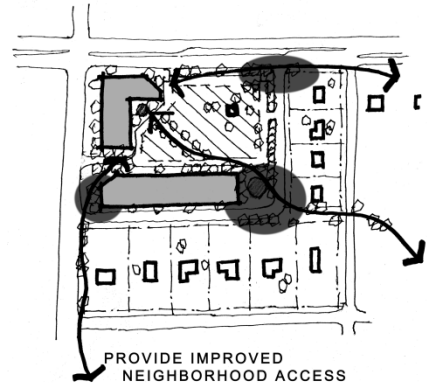
**COMMERCIAL**

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.

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## FUTURE LAND USE MAP

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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.

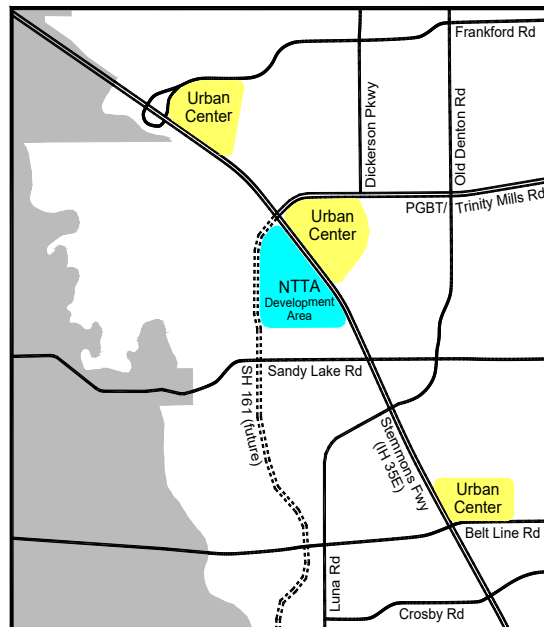
The *Future Land Use Plan* designates this area for High Intensity Office uses. This designation is intended to indicate a scale of development on the site, rather than limit the site to a specific type of development.

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

