



**NOTICE OF JOINT SPECIAL WORK SESSION AGENDA  
LANCASTER CITY COUNCIL AND LANCASTER PLANNING  
AND ZONING COMMISSION**



**JAMES R. WILLIAMS PUMP STATION  
TRAINING ROOM, 1999 JEFFERSON  
LANCASTER, TEXAS**

**Tuesday, October 10, 2017 - 7:00 PM**

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**CALL TO ORDER:**

*City Council  
Planning and Zoning Commission*

**Regular Items:**

1. Review and discuss the 2016 Comprehensive Future Land Use Plan, City Council's Strategic Vision and Direction.

**ADJOURNMENT**

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EXECUTIVE SESSION: The City Council reserve the right to convene into executive session on any posted agenda item pursuant to Section 551.071(2) of the Texas Government Code to seek legal advice concerning such subject.

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### Certificate

**I hereby certify the above Notice of Meeting was posted at the Lancaster City Hall on October 6, 2017 @ 7:30 p.m. and copies thereof were provided to the Mayor, Mayor Pro-Tempore, Deputy Mayor Pro-Tempore and Council members.**



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Sorangel O. Arenas  
City Secretary

## LANCASTER CITY COUNCIL

### City Council Joint Special Work Session

1.

**Meeting Date:** 10/10/2017

**Policy Statement:** This request supports the City Council 2017-2018 Policy Agenda

**Goal(s):** Quality Development

**Submitted by:** Bester Munyaradzi, Senior Planner

Opal Mauldin-Jones, City Manager

---

#### **Agenda Caption:**

Review and discuss the 2016 Comprehensive Future Land Use Plan, City Council's Strategic Vision and Direction.

#### **Background:**

As prescribed in the City Council rules and procedures as amended September 2016, Section D. City Council Agenda Process, Subsection 1.b., Council member Spencer W. Harvey Jr. requested that an item be included on the agenda for the purpose of reviewing the 2016 Comprehensive Future Land Use Plan, City Council's Strategic Vision and direction in a joint work session with the Planning and Zoning Commission.

The 2016 Comprehensive Plan executive summary states that the comprehensive plan is one of the most important tools that Lancaster can leverage to determine the future of the community. The comprehensive plan offers citizens the ability to guide growth in the direction the community would like to see, preserving and enhancing community character and creating new employment, housing, and recreational opportunities for residents. The 2016 updated comprehensive plan serves as a guideline to elected officials, City boards, and commissions for public decisions regarding land use, capital improvements, zoning, and various other community decisions. It is an umbrella document that establishes a common vision for the community, making more efficient use of tax-payer dollars by ranking goals and coordinating community decisions so that they all work together to support that vision. While it is inevitable that opportunities will arise that were not initially foreseen during the development of the comprehensive plan, this document should still serve as an important reference for city officials as they make decisions regarding these developments or special projects; how these opportunities fit into the future land use plan and the community's greater vision must be carefully considered.

With the above executive summary notation, Council member Spencer W. Harvey Jr. requested the opportunity for the City Council and the Planning and Zoning Commission to discuss implementation of the plan.

Attached, please find a copy of the 2016 Lancaster Comprehensive Plan.

#### **Attachments**

2016 Lancaster Comprehensive Plan

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# LANCASTER COMPREHENSIVE PLAN

OCTOBER 10<sup>TH</sup>, 2016

*October  
2016*



OCTOBER 10<sup>TH</sup>, 2016

*Numerous individuals, including City of Lancaster elected and appointed officials, City Staff, members of the Comprehensive Plan Advisory Committee, key stakeholders, and citizens provided knowledge, assistance and insight throughout the process of developing the vision and strategy for the Lancaster Comprehensive Plan.*

*Specific contributions of the following are greatly appreciated:*

#### **MAYOR AND CITY COUNCIL**

**Marcus E. Knight** - Mayor

**James Daniels** - Mayor Pro Tem (Posthumously)

**Carol Strain-Burk** - Mayor Pro Tem

**Stanley Jaglowski** - Deputy Mayor Pro Tem

**Marco Mejia** - Council Member

**Spencer W. Hervey, JR.** - Council Member

**Clyde C. Hairston** - Council Member

**Nina Morris** - Council Member

**LaShonjia Harris** - (Former) Council Member

#### **PLANNING & ZONING COMMISSION**

**Lawrence Prothro** - Chair

**Marvin Earle** - Chair

**Tom Barnett Jr** - (Former) Commissioner

**Rachel Hill** - Commissioner

**Cynthia Johnson** - Commissioner

**Isabella Aguilar** - Commissioner

#### **CITY MANAGER'S OFFICE**

**Opal Mauldin-Robertson** - City Manager

**Rona Stringfellow** - Assistant City Manager

#### **COMPREHENSIVE PLAN ADVISORY COMMITTEE**

**Willie Byrd** - Resident (Posthumously)

**Ellen Clark** - Town Square Realty

**Tiffany Deveraux** - Veterans Memorial Library Advisory Board

**Jerry Giles** - Park and Recreation Advisory Board and Tree Advisory Board

**Kenneth Govan** - Area Manager, ONCOR (Former Chamber Member)

**Genivive Gregory** - Planning & Zoning Commission (Former)

**Spencer Hervey** - Parks & Recreation Advisory Board and Tree Advisory Board

**Rachel Hill** - Resident

**Lewis Hoffman** - Resident

**Ed Kepner** - VP - Development Manager, Prologis

**Dr. Khalid Mahmood, M.D.** - Chairman and President, Crecent Hospital Systems

**Dr. Michael McFarland** - Superintendent, Lancaster Independent School District (LISD)

**Marco Mejia** - City Council

**Carolyn Morris** - Property Standards and Appeals Board

**Randy Potts** - Partner, Hargrove Realty

**Jeff Steele** - Chamber Chair

**Carol Strain-Burk** - City Council

**Joe Tillotson** - Resident

**Suzie Weaver** - Resident

**Quinnie Wright** - Planning & Zoning Commission (Former)

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# TABLE OF CONTENTS

## 1 | EXECUTIVE SUMMARY

Comprehensive Planning . . . . .	8
in Lancaster . . . . .	8
The Planning Process . . . . .	9
The Importance of Public Participation . . . . .	9
The Vision Process . . . . .	10
Future Land Use Plan . . . . .	12
Implementation . . . . .	12
Implementation Strategy Development Process . .	12
Key Implementation Strategies . . . . .	13

## 2 | PRINCIPLES & POLICIES

2016 Comprehensive Plan Vision Statement . . . .	14
Guiding Principles . . . . .	14
Policies by Strategic Category . . . . .	15
Land Use . . . . .	15
Transportation . . . . .	15
Infrastructure . . . . .	16
Economic Development . . . . .	16
Open Space/ Recreation . . . . .	16
Community Character & Design . . . . .	16
Historic Preservation . . . . .	17
Public Facilities . . . . .	17

## 3 | FUTURE LAND USE

Land Use Guiding Policies . . . . .	18
Introduction . . . . .	18
Future Land Use Plan (Preferred Scenario) . . . .	19
Place Types . . . . .	19
Preferred Future Land Use Scenario . . . . .	26
Future Land Use Implementation Strategy . . . .	29

## 4 | TRANSPORTATION

Transportation Policies . . . . .	30
Introduction . . . . .	30
Existing Transportation System . . . . .	31
Transportation Improvements . . . . .	36
Future Transit Opportunities . . . . .	42
Bicycle and Pedestrian Enhancements . . . . .	44
Transportation Implementation Strategy . . . .	46

## 5 | INFRASTRUCTURE

Infrastructure Policies . . . . .	48
Introduction . . . . .	48
Water System . . . . .	49
Wastewater System . . . . .	51

Storm Drainage System . . . . .	51
Infrastructure Implementation Strategies . . . . .	54

## 6 | ECONOMIC

Economic Development Policies . . . . .	56
Introduction . . . . .	56
Current Economic Development Efforts . . . . .	57
Market Opportunities . . . . .	59
Economic Strategies . . . . .	60
Economic Development Implementation Strategies	61

## 7 | PARKS, OPEN SPACE & RECREATION

Open Space & Recreation Policies . . . . .	62
Introduction . . . . .	62
Updates to Existing Plan Elements . . . . .	63
Marketing and Design . . . . .	64
Funding Prioritization and Partnerships . . . . .	64
Open Space and Recreation Implementation Strategy	65

## 8 | COMMUNITY CHARACTER AND DESIGN

Community Character and Design Policies . . . .	66
Introduction . . . . .	66
Community Character and Design Opportunities	67
2006 Streetscape Masterplan Summary . . . . .	67
Community Identity and Branding Challenges . .	72
Image and Placemaking . . . . .	72
Placemaking Examples . . . . .	73
Community Character & Design Implementation Strategy . . . . .	80

## 9 | HISTORIC PRESERVATION

Historic Preservation Policies . . . . .	82
Introduction . . . . .	82
Historic Preservation Topics . . . . .	83
Building on Historic Assets . . . . .	88
Historic Preservation Implementation Strategy . .	92

## 10 | PUBLIC FACILITIES

Public Facilities Principles . . . . .	94
Introduction . . . . .	94
Existing Public Facilities . . . . .	95
New Public Facilities . . . . .	97
Recommendations . . . . .	97
Public Facilities Implementation Plan . . . . .	99

## LIST OF FIGURES AND TABLES

Table 3.01 Strategic Choice Importance . . . . .	26
Figure 3.02 - Preferred Scenario - Future Land Use . . . . .	28
Figure 4.01 - Nearby Interstates . . . . .	31
Figure 4.02 - Signalized Intersections . . . . .	32
Figure 4.03 - Master Thoroughfare Plan . . . . .	33
Figure 4.04 - Existing Transit Routes . . . . .	34
Figure 4.05 - Existing Trails and Ped Facilities . . . . .	35
Figure 4.06 - Street Context Design . . . . .	36
Figure 4.07- Street Context Framework . . . . .	37
Figure 4.09 - Traditional Vs. Conventional Network Comparison . . . . .	38
Figure 4.08 - Subdivision Example . . . . .	38
Figure 4.10- Master Thoroughfare Plan - Update . . . . .	39
Figure 4.11 - Major Arterial A . . . . .	40
Figure 4.12 - Major Arterial B . . . . .	40
Figure 4.13 - Minor Arterial . . . . .	40
Figure 4.14 - Rural Minor Arterial . . . . .	41
Figure 4.15 - Collector . . . . .	41
Figure 4.16 - Local Street . . . . .	41
Figure 4.17 - DART Future Service . . . . .	42
Figure 4.18 - Waxahachie Line . . . . .	43
Figure 4.19 - Bicycle and Pedestrian Enhancements . . . . .	45
Figure 5.01 - Elevated Storage Tanks . . . . .	48
Figure 5.02 - Lancaster Water Map . . . . .	50
Figure 5.03 - Lancaster Sewer Map . . . . .	52
Figure 5.05 - Lancaster Drainage . . . . .	53
Table 6.01 - Lancaster Labor Force Characteristics . . . . .	58
Table 8.01 - Lancaster Tree Tunnels . . . . .	68
Table 8.02 - Proposed Landmark at IH-35 . . . . .	70
Table 8.03 - Proposed Gateway at IH-35 and Pleasant Run Rd . . . . .	71
Table 8.04 - Typical Node for New Development . . . . .	71

Table 9.01 - Historic Designations in Lancaster . . . . .	83
Exhibit 9.02 - Historic Markers, Assets, and Cemeteries . . . . .	85
Exhibit 9.03 - Historic Preservation Overlay District . . . . .	86
Exhibit 9.04 - Downtown District . . . . .	87
Exhibit 10.1 - Lancaster Public Facilities . . . . .	96
Table 11.01 - Top Priority Implementation Measures . . . . .	105

## APPENDICES

Appendix 1   Implementation . . . . .	106
Appendix 2   Focus Areas . . . . .	112
Appendix 3   2006 Master Plan Summary . . . . .	117
Appendix 4   2006 Park, Recreation, & Open Space Master Plan Summary. . . . .	120

## APPENDICES FACTS AND FIGURES

Figure A2.01 Campus District Proposed Place Type . . . . .	118
Figure A2.02 LanPort District Proposed Place Type . . . . .	119
Figure A2.03 Historic District Proposed Place Type . . . . .	120
Figure A2.04 Campus District Proposed Place Type . . . . .	121
Figure A3.01 - Trail Spine System . . . . .	124
Figure A4.01 - Community Parks . . . . .	128
Figure A4.02 - Neighborhood Parks . . . . .	129
Figure A4.03 - Regional and Special Purpose Parks . . . . .	130
Figure A4.04 - Potential Community Parks & Schools . . . . .	131

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# 1 | EXECUTIVE SUMMARY

## Comprehensive Planning in Lancaster

Lancaster was founded in 1852 as one of the first outposts in the North-Texas region. Today it is a desirable place to live, work, and play in one of the largest and fastest growing metropolitan areas in the country. The rapid growth of the region puts tremendous developmental pressure on the community, while simultaneously offering great opportunities. Successful cities throughout Dallas-Fort Worth have used planning to leverage their resources to enhance their quality of life and create opportunities for their citizens; Lancaster is no stranger to the planning process.



The comprehensive plan is one of the most important tools that Lancaster can leverage to determine the future of the community. By establishing a community driven vision and offering a well-thought out implementation strategy, a comprehensive plan offers citizens the ability to guide growth in the direction the community would like to see, preserving and enhancing community character and creating new employment, housing, and recreational opportunities for residents.

Lancaster's 2002 comprehensive plan has had an impact on the development of the city and led to the creation of several other supporting plans for the community, including the adoption of a tree ordinance, the adoption of a Trails Master Plan, a Streetscape Master Plan, and a Parks, Recreation, and Open Space Master Plan in 2006, and the development of Overlay districts for various parts of the city. This Lancaster Vision Plan is an update of the 2002 Comprehensive Plan, and it recognizes that some of the supporting plans generated by the 2002 comprehensive plan are poised for updating as well. An updated comprehensive plan more clearly articulates the needs and desires of the citizens and stakeholders in Lancaster, enabling the community to assess what it has, decide what it wants, determine how best to achieve what it wants, and implement those decisions.

This updated comprehensive plan should serve as a guideline by elected officials, City boards, and commissions for public decisions regarding land use, capital improvements, zoning, and various other community decisions. It is an umbrella document that establishes a common vision for the community, making more efficient use of taxpayer dollars by ranking goals and coordinating community decisions so that they all work together to support that vision. While it is inevitable that opportunities will arise that were not initially foreseen during the development of the comprehensive plan, this document should still serve as an important reference for city officials as

they make decisions regarding these developments or special projects; how these opportunities fit into the future land use plan and the community's greater vision must be carefully considered. It should be revisited and updated frequently to remain valid.

As explosive growth continues in the Metroplex region, the comprehensive plan update will enable Lancaster to plan thoughtfully for that growth, maintaining a high quality of life and ensuring that Lancaster continues to be a great place to live, work, and play.

## The Planning Process

Lancaster's Comprehensive Plan is an update to the city's current comprehensive plan, adopted in February of 2002. The comprehensive plan update process was guided throughout by the involvement of city officials, city staff, stakeholders, and dedicated citizens. The City Council appointed an Advisory Committee composed of diverse citizens to serve as community representatives throughout the planning process. Some of the functions of the committee included:

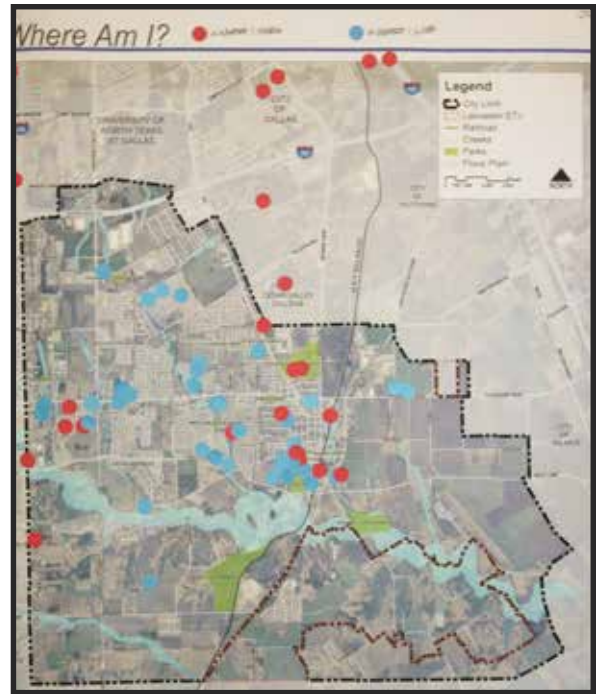
- Serving as the primary interface with the consultant team
- Providing input for visioning and update recommendations
- Providing input and recommendations for the development of key concepts, policies, and strategies
- Providing input and reviewing land use maps and policy direction for Lancaster's key focus areas

As a result of this process, the new Lancaster Comprehensive Plan was updated to reflect growth and change in the city since 2002. The new plan both updates and provides clarity to Lancaster's vision for itself as a community moving forward, as well as provides recommendations as a way for the city to realize this vision. However, this plan is just one step in the continual planning process that must occur for Lancaster to be successful. It is intended to serve as a flexible, adaptable guide for the community as citizens and city officials develop supporting plans, craft new public policies, and make decisions that build a sustainable, livable future.

## The Importance of Public Participation

Lancaster's Comprehensive Plan update was accomplished through a series of six phases, beginning with a kick-off meeting and tour of the city in August 2013, and culminating with the final adoption of the plan in August of 2016. These six phases that directed the evolution of the plan include:

- Phase I: Project Initiation
- Phase II: State of the City
- Phase III: Community-Wide Vision
- Phase IV: Draft Vision Framework
- Phase V: Preferred Vision Framework
- Phase VI: Adoption



Each of these phases was essential in guiding the development of a comprehensive plan that reflects the vision and desires of the community, and they helped to allow maximum input from citizens and city officials. As with any effective community planning effort, public participation was a cornerstone of the planning process. Lancaster possesses strong city leadership that desires both to preserve the city's quality of life and to expand opportunities available to its citizens, and it has been highly involved in the development of a plan that will guide the city's future. The ultimate success of the plan, however, hinges on whether the public participation process translates into a plan that accurately addresses the needs and reflects the desires of the citizens. Additionally, the plan must contain strategies for implementing the community's vision, coupled with a commitment by city leaders to enact those implementation strategies.

Throughout the planning process, the city leadership and the public were engaged often and in numerous ways, including:

- Public Charrettes
- Key Stakeholder interviews
- Community Open Houses
- Community Work Sessions
- Advisory Committee meetings
- Public Polling
- Joint workshops with the City Council, the Planning & Zoning Committee, and Advisory Committee
- A community web page for the planning process
- Online questionnaires, online polling, and social media outreach

These engagement strategies provided citizens and stakeholders numerous opportunities both to provide input in the planning process, and to review and make comments on the draft plans as they were developed. This process made the plan responsive to the desires of citizens and city officials, and incorporated those desires into a unified community vision.

## The Vision Process

A city's vision statement is the most basic description of what kind of community it wants to be, and should be used to guide community decision-making. Lancaster's vision statement represents the essence of the City's long-term vision for itself, and all planning and policy decisions should be made in accordance with this statement (also see Chapter 2, Principles & Actions).

### Vision Statement

Our vision for Lancaster's future is based on success in four inter-related areas:

- It is built on our existing natural, cultural, and historic community assets
- It creates Lancaster as a destination community
- The community's educational excellence supports its people and businesses
- The diverse choices in Lancaster appeal to people of all ages and businesses in a variety of industries



## Guiding Principles

Ten guiding principles have been identified as key concepts for ensuring that Lancaster remains a desirable place to live, work, and play in the future. These Guiding Principles were distilled from the direction received by the planning team from stakeholders in Lancaster during the planning process, (also see Chapter 2, Principles & Actions). The City should work to achieve these Guiding Principles as it implements the Lancaster Vision Plan, (see also Chapter 11, Implementation).

**PRINCIPLE 1:** Lancaster's quality of life attracts people of all ages.

**PRINCIPLE 2:** Natural and historic assets are the foundation for distinctive neighborhoods and business areas.

**PRINCIPLE 3:** The City's continued investments in Lancaster's existing neighborhoods offer desirable choices for current and future residents.

**PRINCIPLE 4:** New residential developments expand the range of neighborhood choices so Lancaster appeals to people throughout all stages of life.

**PRINCIPLE 5:** Lancaster's economic base is strong because it includes businesses in diverse and growing industries.

**PRINCIPLE 6:** The enhanced Medical District is a key reason Lancaster is the wellness center of southern Dallas County.

**PRINCIPLE 7:** Development and investment decisions support Lancaster's fiscal sustainability over time.

**PRINCIPLE 8:** Lancaster has great mobility choices – walking and biking routes to destinations within the community, public transportation connections to the DFW region, and street networks that link Lancaster residents to jobs and Lancaster businesses to their employees and customers.

**PRINCIPLE 9:** Lancaster residents of all ages can find the resources for success here in this community (resources for education, training, healthy living, job search, etc.).

**PRINCIPLE 10:** The Comprehensive Plan is the foundation for unified action to get things done. The City will lead a partnership including the Independent School District (ISD), the Chamber of Commerce and other groups that will work together to carry out this plan.



## Future Land Use Plan












One of the most important elements of the Lancaster Vision Plan is the Future Land Use plan, which serves as the foundation for guiding future land use decisions in the City. The Future Land Use plan identifies 11 unique development styles for the city, presented here as Place Types, (see also Chapter 3, Land Use, pg. 22-27).

Three of the place types are residential in character, while five function as activity centers with varying mixtures of intensities and uses, including jobs, entertainment, retail, mixed-use residential, and live-work-play environments. Additionally, there are types corresponding to industrial and logistical uses, aviation uses related to the LanPort district, and place types corresponding to park/open space areas and flood-plain areas. It is important to note that the Future Land Use Plan is an advisory document to guide development; the Lancaster Development Code (LDC) remains the official legal guide for development control. However, this Comprehensive Plan document should be used as a policy level tool for zoning change considerations by the council, boards, and commissions of Lancaster.



## Implementation

The implementation strategy is a key component of the comprehensive plan that identifies the key actions and steps needed for the city to realize the vision of its preferred future. These actions are organized in a framework that prioritizes those actions and establishes a timeline for their completion. The implementation plan also emphasizes the importance of collaborative partnerships, and establishes accountability for the various parties and partners needed to implement the actions required for the success of the comprehensive plan.

	Rural Living
	Suburban Neighborhood
	Urban Neighborhood
	Mixed-Use Neighborhood
	Town Center
	Village Center
	Suburban Mixed Use Center
	Commercial Corridor
	University Research Center
	Logistics/Distribution
	Aviation

### Implementation Strategy Development Process

Implementation strategies were identified throughout the entire planning process. Input from the community, the Comprehensive Planning Advisory Committee, and various city officials were gathered by city staff and the consultants by various methods including:

- Input and brainstorming with the public via community events, online surveys and individual discussions;
- Stakeholder interviews;
- Planning team technical analysis and review of best practices from other communities;
- Coordination with concurrent planning efforts involving the City and other agencies;
- Discussion and direction from staff; and
- Discussion with the Comprehensive Plan Advisory Committee (CPAC), the City of Lancaster Planning and Zoning Commission, and the Lancaster City Council.

The implementation strategies are organized by category into action item lists, which are then organized by time frame. These rankings of strategies by importance and time frame recognizes the resource availability in any community to implement them, as well as the importance of timing in order for certain strategies to build on each other.

The time frames identified in this plan include short term (0-2 years), medium term (3-10 years), long term (11+ years), and those that require continuous investment.

### **Key Implementation Strategies**

The implementation strategy highlights key items that are considered the most pressing and essential strategies for the immediate execution of the comprehensive plan. This section identifies those key strategies, and organizes them into six broad categories so that similar actions can be better coordinated. These 6 categories include:

- Capital Investment
- Education and Engagement
- Financial Incentives
- Guidelines
- Programs and Partnerships
- Regulations



## 2 | PRINCIPLES & POLICIES

### 2016 Comprehensive Plan Vision Statement

A vision statement is an overall declaration of what a community desires to be in the long-term. The Comprehensive Plan Advisory Committee, along with the City Council, Planning and Zoning Commission, and various City Staff, created this vision statement and a set of supporting guiding principles to provide overall direction to help guide City policy and decision-making and shape the community's future over many years. The vision for Lancaster's future is based on success in four inter-related areas:

- It is built on our existing natural, cultural, and historic community assets
- It creates Lancaster as a destination community
- The community's educational excellence supports its people and businesses
- The diverse choices in Lancaster appeal to people of all ages and businesses in a variety of industries

### Guiding Principles

**PRINCIPLE 1:** Lancaster's quality of life attracts people of all ages.

**PRINCIPLE 2:** Natural and historic assets are the foundation for distinctive neighborhoods and business areas.

**PRINCIPLE 3:** The City's continued investments in Lancaster's existing neighborhoods offer desirable choices for current and future residents.

**PRINCIPLE 4:** New residential developments expand the range of neighborhood choices so Lancaster appeals to people throughout all stages of life.

**PRINCIPLE 5:** Lancaster's economic base is strong because it includes businesses in diverse and growing industries.

**PRINCIPLE 6:** The enhanced Medical District is a key reason Lancaster is the wellness center of southern Dallas County.

**PRINCIPLE 7:** Development and investment decisions support Lancaster's fiscal sustainability over time.

**PRINCIPLE 8:** Lancaster has great mobility choices – walking and biking routes to destinations within the community, public transportation connections to the DFW region, and street networks that link Lancaster residents to jobs and Lancaster businesses to their employees and customers.

**PRINCIPLE 9:** Lancaster residents of all ages can find the resources for success here in this community (resources for education, training, healthy living, job search, etc.).

**PRINCIPLE 10:** The Comprehensive Plan is the foundation for unified action to get things done. The City will lead a partnership including the ISD, the Chamber of Commerce and other groups that will work together to carry out this plan.

## Policies by Strategic Category

The Vision Statement and 10 Guiding Principles provide the overall policy direction for this Comprehensive Plan. More specific guidance is provided by a set of strategies that focus on eight important substantive categories. These eight categories are:

- Land Use
- Transportation
- Infrastructure
- Economic Development
- Open Space/ Recreation
- Community Character and Design
- Historic Preservation
- Public Facilities

Principles that address particular aspects of these categories are cited below, as well as in the eight strategy chapters that follow. The strategies provide detail and direction for the implementation plan, which is the pathway to achieving the community's vision for the future of Lancaster, (see also Chapter 10, Implementation).

### Land Use

*(See also Chapter 3, Land Use)*

- POLICY 1:** Keep existing neighborhoods vital by retaining their residential character.
- POLICY 2:** Include non-residential uses that support neighborhoods - like local shopping - next to residential uses.
- POLICY 3:** Do not support encroachment of incompatible uses into neighborhoods.
- POLICY 4:** Add new neighborhoods so people have more housing choices.
- POLICY 5:** Identifies locations for businesses that add jobs.
- POLICY 6:** Provides for diverse businesses so Lancaster's economy is more stable and resilient.
- POLICY 7:** Provides trails and open spaces to enhance Lancaster's existing parks system.
- POLICY 8:** Emphasizes investment in existing City facilities and investments.
- POLICY 9:** Creates gateways at entrances to the City so visitors know when they are in Lancaster.

### Transportation

*(See also Chapter 4, Transportation)*

- POLICY 1:** Provide a full range of mobility choices:
- Anticipate and benefit from potential commuter rail
  - Plan development that is "Transit-Ready" around Lancaster's desired rail stations
  - Minimize impacts of potential high-speed rail
- POLICY 2:** Take advantage of Lancaster's location within regional mobility systems (highways, public transportation, freight, air, etc.).
- POLICY 3:** Use transportation improvements to strengthen key destinations within Lancaster.

## Infrastructure

*(See also Chapter 5, Infrastructure)*

- POLICY 1:** Invest first in infrastructure that supports the preferred scenario.
- POLICY 2:** Consider long-term operational costs when setting priorities among new capital projects.
- POLICY 3:** Seek funding from other entities whenever possible.
- POLICY 4:** Work with Lancaster ISD, Cedar Valley College, University of North Texas at Dallas, and other educational institutions that ensure that the “learning infrastructure” is in place.

## Economic Development

*(See also Chapter 6, Economic Development)*

- POLICY 1:** Emphasize new business attraction that has high employment and tax value per acre.
- POLICY 2:** Attract companies that provide ‘value added’ to the companies and industries that are already here.
- POLICY 3:** Build a strong, diverse economic base.
- POLICY 4:** Support local businesses and entrepreneurs.

## Open Space/ Recreation

*(See also Chapter 7, Open Space/ Recreation)*

- POLICY 1:** Continue the strong system of parks and recreational facilities for residents of all ages.
- POLICY 2:** Expand the trail system so all residents can use it for travel, exercise, and enjoyment.
- POLICY 3:** Consider additional recreational investments that appeal to seniors and young professionals.
- POLICY 4:** Incorporate natural assets in the open space system.

## Community Character & Design

*(See also Chapter 8, Community Character & Design)*

- POLICY 1:** Use community character to create a destination so people choose Lancaster as a place to live, work, play and visit.
- POLICY 2:** Insist on quality design in new development.
- POLICY 3:** Use design themes to identify key areas and districts.
- POLICY 4:** Community design should be part of Lancaster’s marketing strategy.

## Historic Preservation

*(See also Chapter 9, Historic Preservation)*

- POLICY 1:** Celebrate Lancaster's history by retaining and explaining its historic assets.
- POLICY 2:** Use historic assets as the basis for special districts, gateways, and focal points.
- POLICY 3:** Make downtown historic 'on the outside' but cutting edge 'on the inside.'

## Public Facilities

*(See also Chapter 10, Public Facilities)*

- POLICY 1:** Make the maintenance of existing public facilities the top priority for future investment.
- POLICY 2:** Use future facilities to anchor or support special districts.
- POLICY 3:** Engage the community in discussions about future facility needs and desires.

# 3 | *FUTURE LAND USE*

## Land Use Guiding Policies

Land Use Policies are concerned with the physical development and redevelopment of land within the City of Lancaster. The Land Use Policies in this section are derived from the Guiding Principles and are intended to work in combination with the preferred land use scenario to create a prosperous future for the City of Lancaster. These policies were used to help guide the development of the Place Types and determine the appropriate locations for each type within the Preferred Scenario. Land use policies, as discussed and vetted with the comprehensive plan advisory committee, are as follows:

**LAND USE POLICY 1:** Keeps existing neighborhoods vital by retaining their residential character.

**LAND USE POLICY 2:** Includes non-residential uses that support neighborhoods – like local shopping – next to residential areas.

**LAND USE POLICY 3:** Does not support encroachment of incompatible uses into neighborhoods.

**LAND USE POLICY 4:** Adds new neighborhoods so people have more housing choices.

**LAND USE POLICY 5:** Identifies locations for businesses that add jobs.

**LAND USE POLICY 6:** Provides for diverse businesses so Lancaster’s economy is more stable and resilient.

**LAND USE POLICY 7:** Provides trails and open spaces to enhance Lancaster’s existing parks system.

**LAND USE POLICY 8:** Emphasizes investment in existing City facilities and investments.

**LAND USE POLICY 9:** Creates gateways at entrances to the City so visitors know when they are in Lancaster.

## Introduction

This chapter provides a formal Land Use Strategy for the City of Lancaster, vetted and developed by the citizens of Lancaster. This Land Use Strategy is one of many important tools for identifying a path forward for the City that ensures fiscal stability and a high quality of life for residents. This direction was established through stakeholder interviews, community meetings, and a series of strategy meetings with the Comprehensive Plan Advisory Committee, the Lancaster Planning and Zoning Commission and Lancaster City Council. It is to help City leaders make important decisions regarding the future land use pattern of the community, in particular current and future zoning for the city. These decisions will impact the City’s infrastructure, municipal services and economic resiliency. The strategy establishes an overall framework for the preferred pattern of development within Lancaster by designating various geographical areas within the City for particular land uses based principally on the specific policies outlined in this chapter and vetted through a citizen based Steering Committee. The Land Use Strategy is depicted in graphic form as the “Preferred Scenario” (Figure 3.01).

Chapter 212 of the Texas Local Government Code states, “A Comprehensive Plan shall not constitute zoning regulations or establish zoning boundaries.” The Preferred Scenario is not a zoning map which deals with specific development requirements on individual parcels. Rather, it is a high-level policy document designed to help guide decision-making related to rezoning proposals and for assessing the appropriateness of a particular land use at a specific location within the community. A property owner may choose to develop under the existing zoning regulations regardless of the Preferred Scenario related to land use. However, if a property owner makes an application for rezoning, the Comprehensive Plan, and in particular this chapter, should be an important consideration in the City’s approval or disapproval of the proposal.

This chapter generally addresses only the Land Use Principles, Policies and Preferred Scenario. Additional detail related to the following elements is provided in the appendix section of this Comprehensive Plan:

- Guiding Principles
- Land Use Policies
- Future Land Use Plan
- Place Types

## **Future Land Use Plan (Preferred Scenario)**

The future land use plan, or Preferred Future Land Use Scenario, has been drafted based on numerous meetings with the public, the Advisory Committee, the City Council, the Planning and Zoning Commission and City staff. The Preferred Future Land Use Scenario is a graphic depiction of the ideal land use pattern for Lancaster, as vetted and approved by the residents of Lancaster. It should be used by the City to guide future decisions on proposed zoning, development and redevelopment applications and development standards. While the Preferred Scenario is an integral part of the overall strategy of this Plan, the land use policies referenced in the previous section that support the scenario are also important. The place type descriptions, corresponding map colors and representative pictures on the next few pages are provided to clarify the various Place Types identified on the draft Preferred Scenario for future land use.

## **Place Types**

Place Types represent the various categories of land use permitted in the city. Place Types are assigned to general geographic areas of the city expected to exhibit characteristics similar to those outlined below and that are consistent with the over-arching policies and land planning policies which have been developed through this planning process. The Preferred Future Land Use Scenario builds upon 11 different Place Types, identified and described on the following pages.



## Rural Living

### Character & Intent

Rural living is focused on areas of the community that has the ability to preserve a rural character. This includes estate residential type areas. The high-end character of this housing is primarily focused on serving the needs of executives with densities less than 2 dwelling units per acre.

### Land Use Considerations

#### Primary Land Uses

Single-family detached homes

#### Secondary Land Uses

Civic & institutional uses, parks, open space

### Precedent Photos



## Suburban Neighborhood

### Character & Intent

Suburban neighborhoods will continue to be the dominant place type in Lancaster providing a variety of residential products ranging from townhomes to single family detached. These neighborhoods would generally be formed as subdivisions with residential densities ranging from 2 to 8 dwelling units per acre..

### Land Use Considerations

#### Primary Land Uses

Single-family detached homes, duplexes

#### Secondary Land Uses

Civic & institutional uses, parks

### Precedent Photos



## Urban Neighborhood

### Character & Intent

Urban neighborhoods provide a range of housing choices, including higher densities that target residents from young professionals to empty nesters. The urban neighborhood will encourage active living, walkable streets and open space access.

### Land Use Considerations

#### Primary Land Uses

Townhomes, urban residential, live/work/shop units

#### Secondary Land Uses

Single-family detached, civic and institutional uses, parks and community buildings

### Precedent Photos



## Mixed-Use Neighborhood

### Character & Intent

Mixed-use neighborhoods will offer Lancaster residents the ability to live, work and play in the same location. These neighborhoods will offer a mix of housing types and residential densities ranging from single-family attached units to urban residential structures within walking distance of the goods and services required for daily living. They will include both vertically and horizontally integrated mixed-use buildings in a highly walkable environment.

### Land Use Considerations

#### Primary Land Uses

Retail, restaurants, townhomes, urban residential, senior housing, professional office, live/work/shop units

#### Secondary Land Uses

Civic and institutional uses, parks, community buildings

### Precedent Photos



## Town Center

### Character & Intent

The Town Center will be the focal point for economic, entertainment and community activity, focusing as an employment center and shopping destination. A civic component is envisioned for City administration and operations as well as community gathering and event space. This area will include active living and is highly walkable.

### Land Use Considerations

#### Primary Land Uses

Single family detached, duplex, urban residential, senior housing, restaurants, retail, professional office, live/work/shop units

#### Secondary Land Uses

Civic and institutional uses, parks, community buildings

### Precedent Photos



## Village Center

### Character & Intent

The Village Center will be an area for entertainment and community activity while serving as an employment center and shopping destination. It will be an active living area that is highly walkable with areas for community gathering and events. This will be achieved through vertically and horizontally integrated buildings.

### Land Use Considerations

#### Primary Land Uses

Single-family detached, duplex, townhomes, urban residential, senior housing, restaurant, retail, professional office, live/work/shop units.

#### Secondary Land Uses

Civic and institutional uses, parks, community buildings.

### Precedent Photos





## Suburban Mixed-Use Center

### Character & Intent

The Suburban Mixed-Use Center will create regional destinations, including entertainment venues, regional oriented retail and lifestyle centers.

### Land Use Considerations

#### Primary Land Uses

Regional retail, urban residential, senior housing, hotels, professional office, restaurants, multi-tenant commercial, live/work/shop units

#### Secondary Land Uses

Civic and institutional uses, parks

### Precedent Photos



## Commercial Corridor

### Character & Intent

The Commercial Corridor focuses on single and multi-tenant commercial developments along major transportation routes in the City. Typically, commercial corridors are adjacent to the Suburban Neighborhood Place Types providing everyday goods and services for residents. Commercial corridors are also automobile oriented and readily accessible by car from nearby neighborhoods.

### Land Use Considerations

#### Primary Land Uses

Retail, restaurants, multi-tenant commercial, junior anchor commercial

#### Secondary Land Uses

Civic and institutional uses, parks

### Precedent Photos



## University Research Center

### Character & Intent

The University and Research Center is higher education focused with potential research components and providing ancillary space for businesses and corporations supporting the core purpose of the university. The University Research Center will also support the residential and commercial needs for students and employees.

### Land Use Considerations

#### Primary Land Uses

Higher education, research and technology, professional office, townhomes, urban residential, restaurant, retail

#### Secondary Land Uses

Civic and institutional uses, parks

### Precedent Photos



## Logistics/Distribution

### Character & Intent

Logistics and Distribution place types will focus on creating and retaining large floor plate, clean warehouse space and flex space in the City.

### Land Use Considerations

#### Primary Land Uses

Transportation related distribution centers, technology/data centers, flex office

#### Secondary Land Uses

Supporting logistics suppliers, retail and office uses, incubators, training facilities, civic and institutional uses, parks

### Precedent Photos



## Aviation

### Character & Intent

Aviation Place Types serve as an employment base for southern Dallas County focused on businesses that benefit from proximity to an airport and airport operations.

### Land Use Considerations

#### Primary Land Uses

Primary flex industrial/office space

#### Secondary Land Uses

Retail, civic and institutional uses, parks

### Precedent Photos





## Preferred Future Land Use Scenario

The Preferred Scenario for future land use was identified by the Advisory committee and public in a series of community involvement opportunities and refined through numerous meetings with the City Council, Planning and Zoning Commission and the steering committee. It balances a healthy mix of residential and non-residential land uses to create a more sustainable community with respect to the appropriate placement and mix of uses, providing for higher densities in key areas where the public infrastructure is already in place and additional capacity is available, and upholding the goal of responsible stewardship of the limited amount of developable land remaining within the city.

The Preferred Land Use Scenario aligns market opportunities, physical opportunities and community desires in order to establish a realistic, fiscally balanced plan for the future. It strives to take advantage of short-term development opportunities and leverage those opportunities to ready the environment for longer-term opportunities. At a community-wide charrette in February 2014, participants were asked to share their opinions on a series of strategic choices and to rank them as Very Important (VI), Somewhat Important (SI), Neutral (N), Not Very Important (NVI) or Very Unimportant (VU). The table below highlights the top eight strategic choices identified by the community as being Very Important or Somewhat Important.

**Table 3.01 Strategic Choice Importance**

Strategic Choice	VI/ SI	Neutral	NVI / VU
Take advantage of existing City facilities & investments	93.8%	1.5%	4.6%
Keep existing neighborhoods vital	93.7%	3.2%	3.2%
Expand and enhance the Medical District	88.9%	4.8%	6.4%
Add new neighborhoods so people have more choices	85.5%	3.2%	11.3%
Use the Lancaster Airport to help diversify our economy	84.4%	6.3%	9.4%
Stay competitive in capturing logistics jobs and businesses	78.1%	9.4%	9.4%
Build on the investment at UNT-Dallas	75.8%	11.3%	11.3%
Build on the assets of the historic Town Square	73.4%	18.8%	7.8%

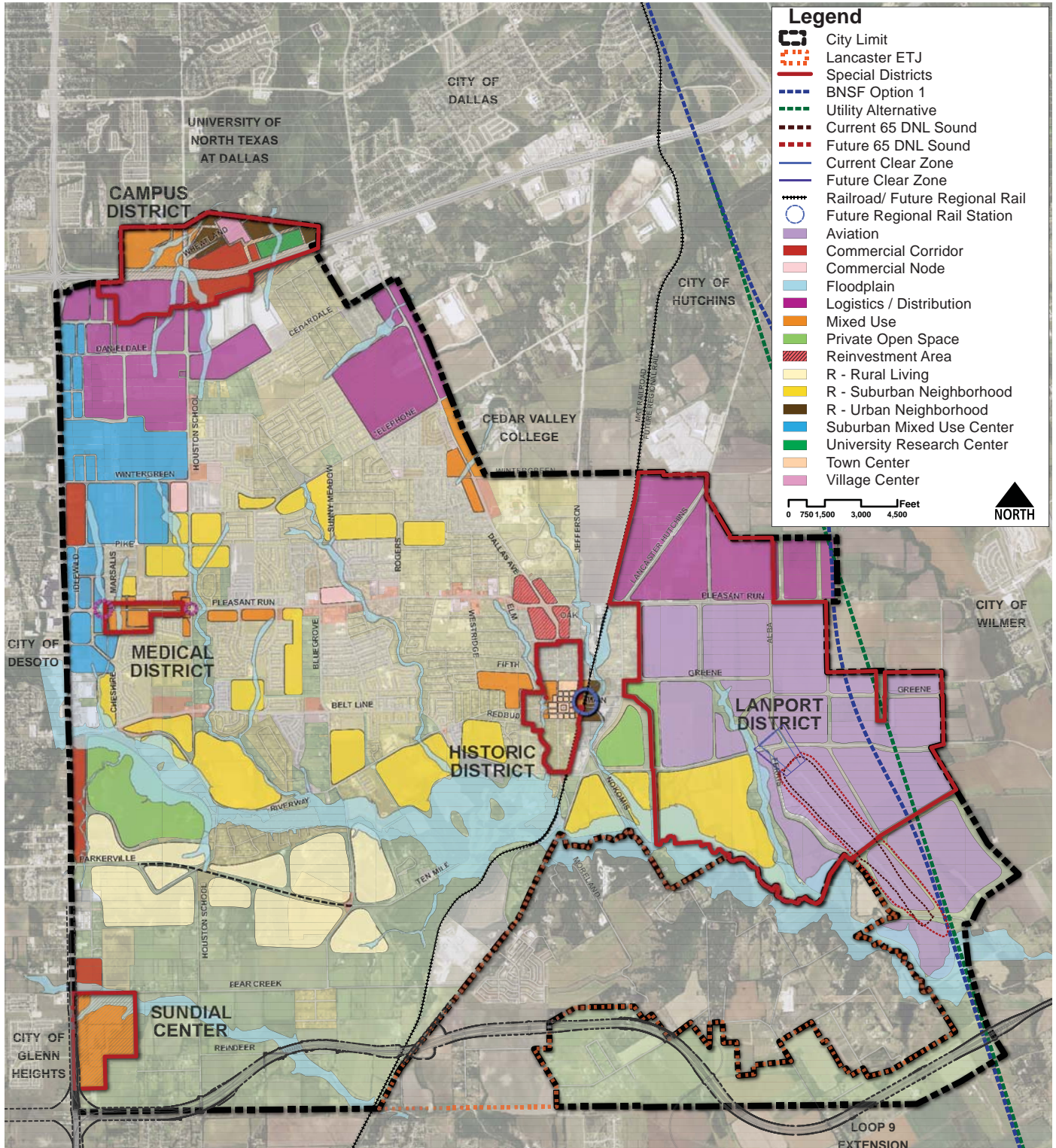
The Preferred Scenario was established with intent of being in total alignment of these strategic choices. The majority of new future development in the community is focused on areas north of Ten Mile Creek in order to take advantage of the previous City investments in facilities including parks, recreation and civic facilities, and existing infrastructure including roads, sewer and water systems. The Scenario keeps existing neighborhoods vital by retaining their residential character, discouraging encroachment of incompatible uses into neighborhoods, and including non-residential uses that support neighborhoods – like local shopping – next to residential areas.

The Preferred Scenario for future land use remains unchanged in most areas of the City where stable and sustainable land uses exist (Figure 3.02). In these areas, the focus will be upon strategic reinvestment in properties and infrastructure, code compliance and a focus on adding elements such as trails, park improvements and urban design elements to keep these parts of the community desirable and economically viable. The major updates to the land use pattern are identified by the application of certain Place Types as previously described in this chapter. Additional detail related to the specific vision for each of the special districts identified in the Preferred Scenario is located in Appendix 2 of this report.

The Preferred Scenario adds new neighborhoods so people have more housing choices that will allow the community to support a range of housing types for the various demographics that will be attracted to the community to support a diverse workforce, and to support “aging in place”. Among the housing products being encouraged to provide a well-rounded housing stock in the community are larger Estate Residential products to provide locations for doctors and professionals that are desired to be attracted to the Medical District, educators to support UNT Dallas and Cedar Valley College, and business executives that will want to locate in Lancaster to be close to the businesses locating in the Medical District, Campus District or logistics areas, or those who are attracted to Lancaster to be close to the Lancaster Airport which can serve as a base for locating corporate jets. The plan also supports Cottage Homes and Urban Townhomes for “empty nesters” that want to downsize but stay in the Lancaster community and be close to family, friends, religious institutions, schools and shopping, or for mature singles who desire a smaller, low maintenance residence with high end finishes and amenities. Urban apartments would be focused on providing housing for younger or mature singles that are either retired, or supporting the workforce as young professionals working in the Medical District, Campus District, Historic District or in the logistics areas in the community.

The Preferred Scenario identifies locations for businesses that add jobs, and focuses on creating diverse businesses so Lancaster’s economy is more stable and resilient. While much of the focus of the plan is on establishing reasonable boundaries to the logistics development that has been occurring in the northwest sector of the community, and readying the environment for Phase 2 of logistics development in the far eastern sector of the community, the diversity of businesses in the community will be achieved through a focus on the Medical District, Campus District, Historic District, the Lancaster Airport, IH 35E corridor and the Sundial Center which will provide focused development areas for educational, research and development, corporate, medical, retail and service related jobs in the community.

Figure 3.02 - Preferred Scenario - Future Land Use





## Future Land Use Implementation Strategy

The following implementation strategies are essential to realizing the potential of the Preferred Future Land Use Scenario. Further detail related to phasing, priorities, time frames and partnerships related to these strategies is located in the Implementation Chapter of this report and in Appendix 1.

- Evaluate the City's Comprehensive Zoning Ordinance districts, procedures and application. Update these to effectively implement this plan – specifically focusing on providing regulations that will permit the place types as described in this chapter to be created.
- Evaluate the City's Subdivision Ordinance and update the ordinance to effectively implement this plan as current standards and regulations may not be geared towards a dense, urban mixed use pattern as identified in several place type scenarios.
- Consider these specific areas for potential rezoning to support plan implementation. Areas identified to date include: Waters & Criswell and areas within Campus / Logistics that are zoned residential.
- Review regulations and procedures and revise as necessary to streamline mixed use area development.
- Review zoning and other development regulations to streamline development of the full range of housing for seniors.
- Update the City's annexation plan to encourage annexation in areas expecting near-term development.
- Establish buffer requirements to minimize safety, visual and noise impacts of potential High Speed Rail.
- Increase City staffing levels to support plan implementation projects.
- Communicate with the development community, property owners, Lancaster ISD, and other stakeholders about the new opportunities resulting from this Comprehensive Plan's development policies.
- Conduct a detailed land use and design study for the areas along the potential Loop 9 right-of-way and implement this study through rezoning and other changes to the City's development regulations.
- Consider proactive, city initiated rezonings for areas where such rezoning will remove an important barrier to development or revitalization.
- Working with neighborhood leaders, develop programs, infrastructure priorities, regulatory changes, and code compliance strategies to keep existing neighborhoods desirable.

# 4 | TRANSPORTATION

## Transportation Policies

**POLICY 1:** Provide a full range of mobility choices.

- A. Anticipate and benefit from potential commuter rail.
- B. Plan development that is 'transit-ready' around Lancaster's desired stations.
- C. Minimize impacts of potential high-speed rail.

**POLICY 2:** Take advantage of Lancaster's location within regional mobility systems (highways, public transportation, freight, air, etc).

**POLICY 3:** Use Transportation improvements to strengthen key destinations within Lancaster.

## Introduction

The purpose of a city's transportation system is to provide the safe and efficient movement of people and goods within a comprehensive network of streets that complement the surrounding land uses. In addition to handling current and future congestion, a city's transportation systems should be both livable and equitable. Creating a livable transportation environment means providing a system that serves people instead of just vehicles. Creating an equitable transportation system refers to ensuring that our transportation decision benefit people at all socio-economic levels.

To ensure that Lancaster's transportation system meets these livability and equitable ideals as the system is expanded, a number of challenges must be addressed. The City will continue to attract residents and businesses and the cities in the surrounding area will continue to grow, which will increase the volume of traffic that regularly travels to and through Lancaster.

All of these challenges point to the need for a system that is less focused on the automobile and more attuned to developing and promoting alternative modes of transportation as viable options for mobility.

The Preferred Future Land Use Scenario and the growth it is expected to create establish the foundation for the Transportation Strategy. This section evaluates existing transportation conditions, establishing the basis for re-evaluating the City's transportation investments.

## Existing Transportation System

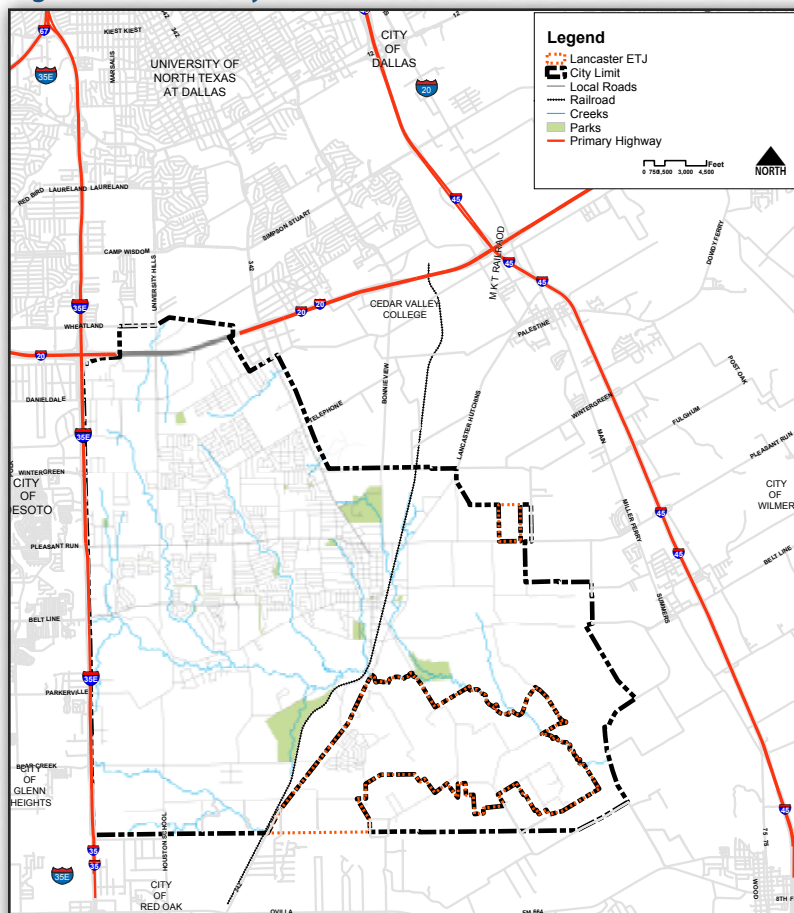
Lancaster is a well-connected city that is located south of Dallas between Interstates 35E and 45 and south of Interstate 20. The City of Lancaster has excellent freeway and arterial access as it is bounded by these three Interstate facilities. In addition, the majority of the Lancaster residents live within a 15 minute drive of the Ledbetter Station on DART's Blue Line and a bus route with 30 minute peak headways that connects from Cedar Valley College to the Ledbetter Station.

Lancaster is enhanced by excellent connectivity, and due to its location in the Dallas-Fort Worth Metroplex does not experience the same congestion levels seen in other similar cities. This is a result of the level of capacity of the roadways within and around the City of Lancaster.

### Roadway and Highway System

Interstate 35E, which forms the western boundary of the City, is a highly traveled interstate with typical volume levels of just over 100,000 daily trips at the southern portion of Lancaster and over 150,000 at the north part of Lancaster (source: TxDOT Statewide Planning Map, 2013 AADT). Many of the commercial businesses of Lancaster are located along 35E due to these high volumes, which are conducive to retail and fast food businesses.

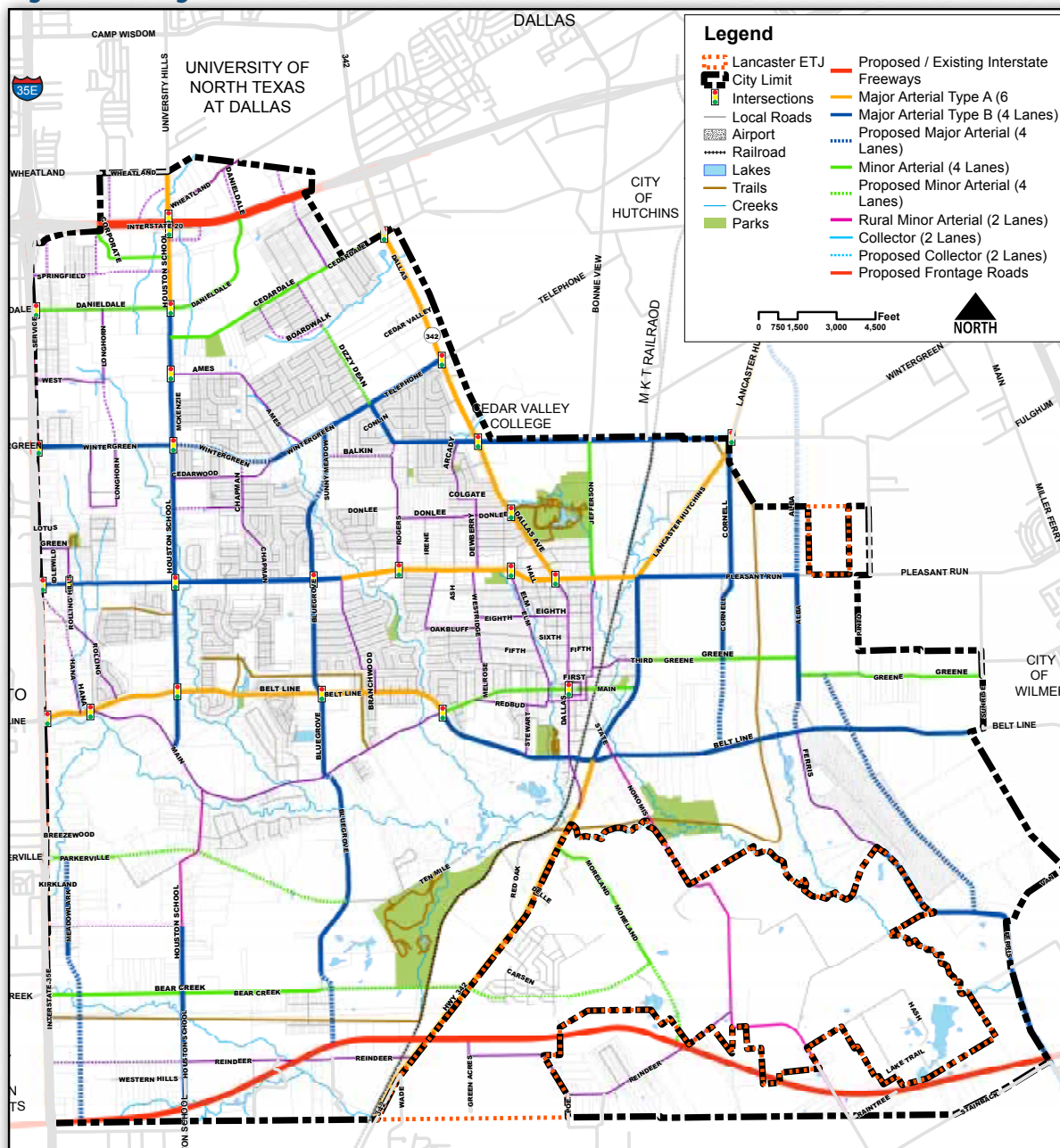
**Figure 4.01 - Nearby Interstates**



The current development conditions along Interstate 20 and 45 are focused more on logistics and freight business due to its proximity to the highway network and the location of rail in the more eastern portions of Lancaster.

Within the City of Lancaster there are a number of major arterials that help to move traffic throughout the City and to surrounding jurisdictions. Houston School Road, Highway 342 (Dallas Ave), Jefferson Street/Bonnie View Road and Lancaster Hutchins Road are the major north/south arterials. Major East/West arterials include Daniel Dale Road, Wintergreen Road, Pleasant Run Road, Belt Line Road and Bear Creek Road. Several east/west arterials are not fully connected, such as Wintergreen Road/Telephone Road and Bear Creek Road. The connection/extension of these arterials could alleviate some pressure from other arterials, while opening up new areas of the City for development.

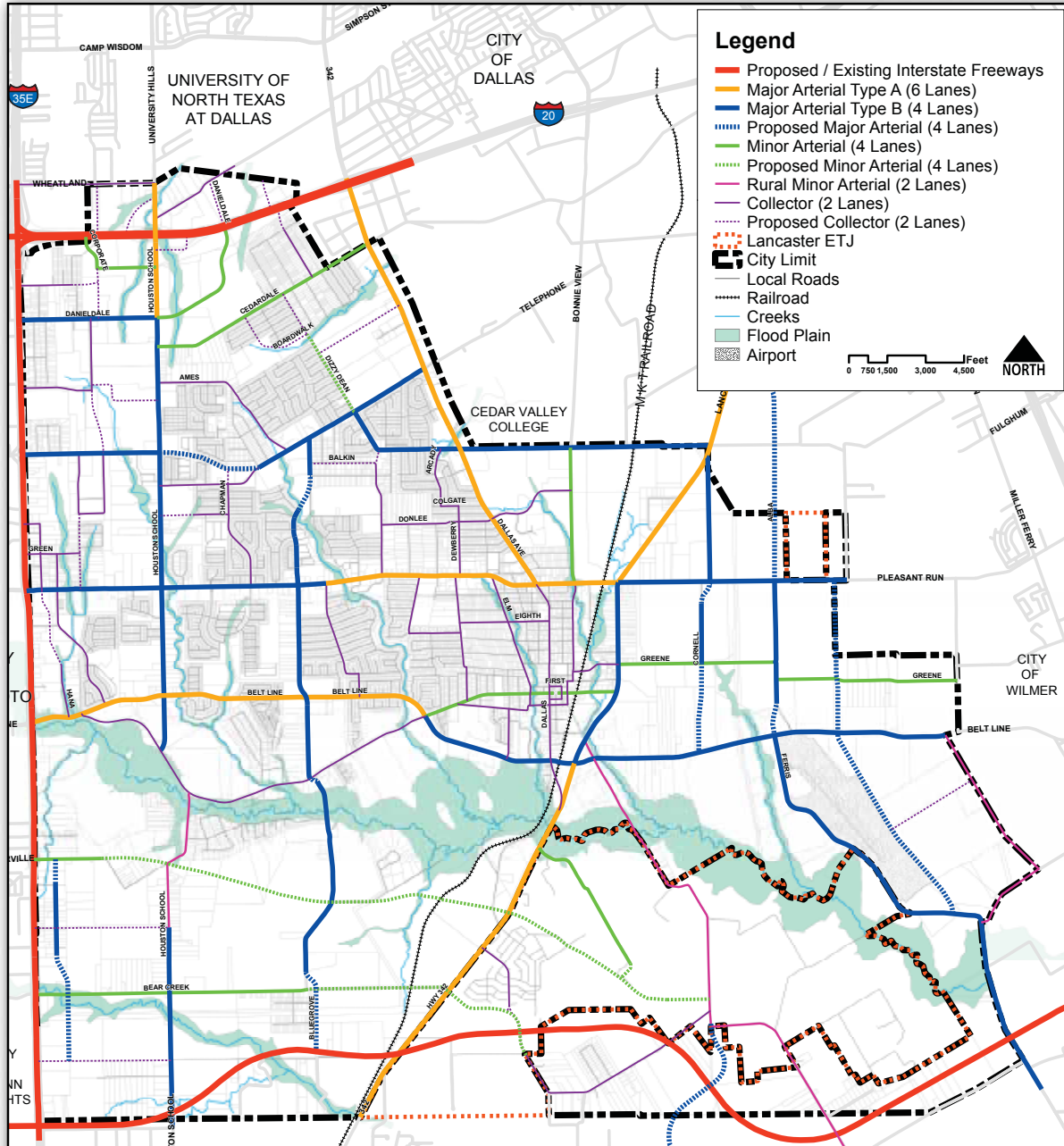
**Figure 4.02 - Signalized Intersections**



## Signalized Intersections

Currently there are 24 intersections within Lancaster that are signalized. The majority of these signals are located at intersections of Interstates/Freeways, Major Arterials, and Minor Arterials. There are no signalized intersections east of Hwy 342 or south of Belt Line within the City limits. Currently there are 24 intersections within Lancaster are signalized. The majority of these signals are located at intersections of Interstates/Freeways, Major Arterials, and Minor Arterials. There are no signalized intersections east of Hwy 342 or south of Belt Line within the City limits.



**Figure 4.03 - Master Thoroughfare Plan**

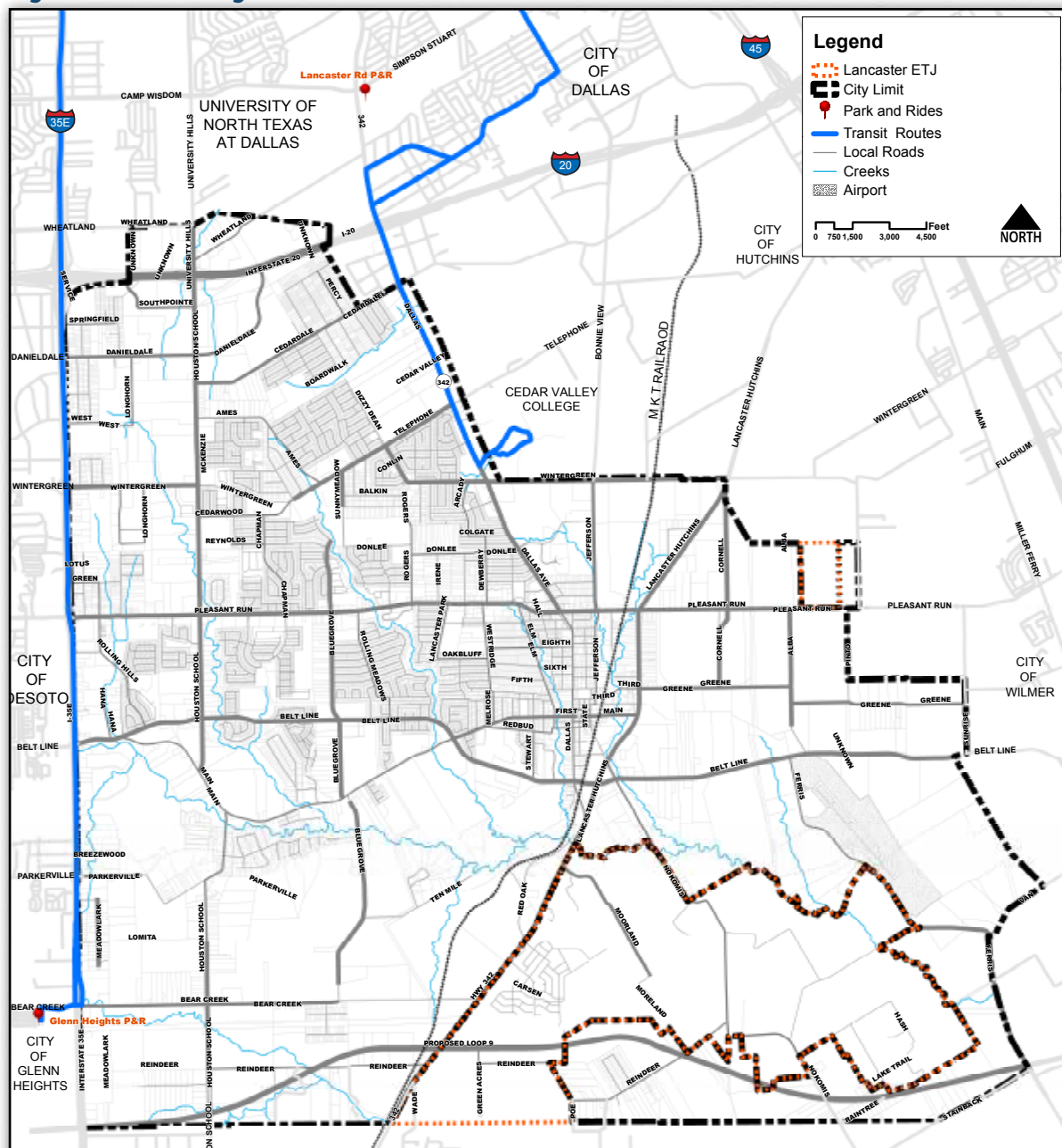
### Master Thoroughfare Plan

The Master Thoroughfare Plan (MTP) is the guiding document on the location and design of major roadway facilities within Lancaster. The MTP dictates the number of lanes for a roadway facility by its thoroughfare classification system. Each classification outlines design features of the roadway. The current MTP was developed in July of 2012. Typically, MTP's are updated every 5 years. However, with the potential changes to the future vision of Lancaster due to the comprehensive plan update, it is necessary to also update the MTP in the process.

Also identified on the MTP is the proposed Loop 9. This facility would enter the city limits on the west at the intersection with I-35E, and continue east within the city limits and extraterritorial jurisdiction (ETJ). Introduced in 1964, this loop has been revisited, studied, and realigned multiple times, the most recent look starting in September 2012. The updated alignment of Loop 9 will be presented in the Updated Master Thoroughfare Plan.



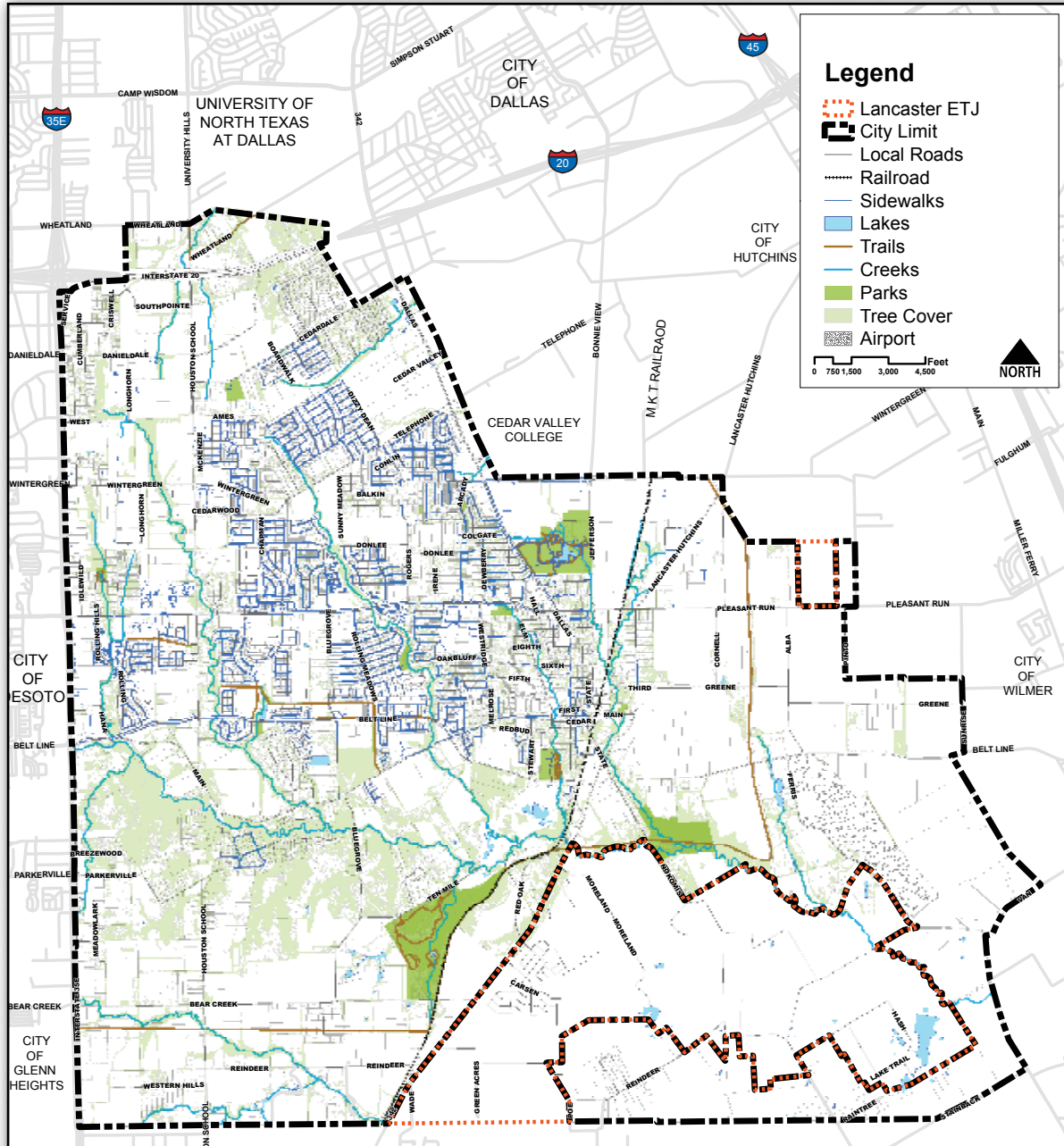
**Figure 4.04 - Existing Transit Routes**



## Transit Services

As of 2015, the City of Lancaster is not one of the 13-member Dallas Area Rapid Transit cities, although it benefits greatly from the close proximity of Glenn Heights Park and Ride and the bus route that serves Cedar Valley College. In addition, the southernmost blue line light rail station is located on Highway 342 at Ledbetter, only 7 miles north of downtown Lancaster. The majority of residents live within a 15 minute drive of the Ledbetter Station on DART's Blue Line and a bus route with 30 minute peak headways that connects from Cedar Valley College to the Ledbetter Station.

**Figure 4.05 - Existing Trails and Ped Facilities**



## Bicycle and Pedestrian System

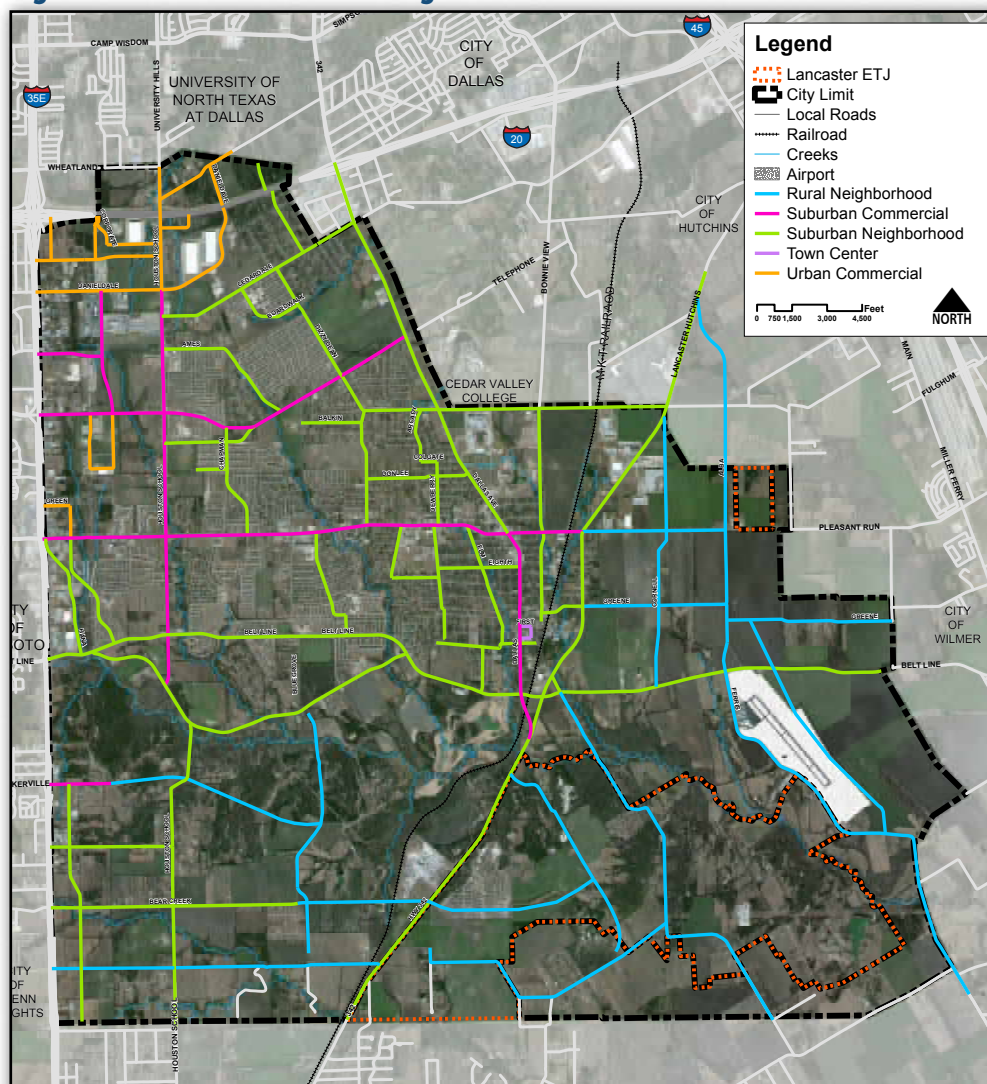
There are currently 14 parks within the City of Lancaster, with expansion and improvements planned for two of them. Several trails are located throughout the City, mainly near the creeks. These trails serve mostly recreational purposes for local neighborhood residents. Several trails are located in large parks such as 10 Mile Creek Preserve and Cedardale Park and Complex. The Pleasant Run Trail however, is a major attraction for bicyclist in the DFW area. Many people travel to Lancaster for bicycle functions which capitalize on this trail.

Within platted subdivisions, sidewalks are well connected and are in good condition. Outside of these subdivisions, there are limited sidewalk connections. East of Lancaster Hutchins Road, there are no sidewalks due to the rural nature of the current land use context.

## Transportation Improvements

The influence of the transportation network reaches farther than just roadways. It affects connectivity, community character and design, congestion levels and more. Designing a network that takes into account these factors can produce a thriving well-connected network.

**Figure 4.06 - Street Context Design**



### Roadway and Highway System

Within the City thoroughfare network it is important moving forward that the designing of new streets be more integrated into the local environment. The process of designing streets based on the surrounding local environment or context is known as context sensitive design or complete streets. As part of the comprehensive plan update for Lancaster, a defined set of street contexts were developed for Lancaster. Context were divided into five categories that outline characteristics of the roadway related to land use, travelway, streetside, transit, and bicycles. The five contexts are shown in Figure 4.06.



Figure 4.07- Street Context Framework

## Urban Commercial Streets

Land Use	Travelway	Streetside	Transit	Bicycles
<ul style="list-style-type: none"> <li>*Wide range of uses, including live, work, shop &amp; play</li> <li>*Minimal building setback</li> </ul>	<ul style="list-style-type: none"> <li>*Slower speeds on collector streets</li> <li>*Higher speeds on arterial streets</li> <li>*On-street parking encouraged</li> <li>*Emergency vehicle accommodation desirable</li> </ul>	<ul style="list-style-type: none"> <li>*Moderate to high pedestrian activity</li> <li>*Wide sidewalks with landscaping buffer</li> <li>*Pedestrian scaled lighting and street furniture</li> </ul>	<ul style="list-style-type: none"> <li>*Frequent transit service</li> <li>*Stops spaced no greater than 1/2 mile</li> <li>*High quality, weather protected stops</li> </ul>	<ul style="list-style-type: none"> <li>*Shared lanes with bicycles and vehicles</li> <li>*Bike lanes desirable where ROW is available</li> </ul>



## Town Center Streets

Land Use	Travelway	Streetside	Transit	Bicycles
<ul style="list-style-type: none"> <li>*Residential and service retail</li> <li>*Minimal setbacks</li> </ul>	<ul style="list-style-type: none"> <li>*Low speeds along town streets</li> <li>*Emergency vehicle accommodation desirable</li> <li>*On-street parking common</li> </ul>	<ul style="list-style-type: none"> <li>*Moderate pedestrian activity</li> <li>*Wider sidewalks with landscaping buffer</li> </ul>	<ul style="list-style-type: none"> <li>*Transit service available</li> </ul>	<ul style="list-style-type: none"> <li>*Bike lanes desirable on collector streets</li> </ul>



## Suburban Neighborhood Streets

Land Use	Travelway	Streetside	Transit	Bicycles
<ul style="list-style-type: none"> <li>*Primarily residential</li> <li>*Homes can front on low volume street</li> </ul>	<ul style="list-style-type: none"> <li>*Low to moderate speeds and volumes</li> <li>*Driveway management important</li> <li>*Emergency vehicle accommodation desirable</li> <li>*On-street parking common</li> </ul>	<ul style="list-style-type: none"> <li>*Low to moderate pedestrian activity</li> <li>*Wider sidewalks with wide landscaping buffer</li> <li>*Trees to provide shade</li> </ul>	<ul style="list-style-type: none"> <li>*Transit service available</li> </ul>	<ul style="list-style-type: none"> <li>*Bike lanes desirable on collector streets</li> <li>*Off-street trails where ROW permits</li> </ul>



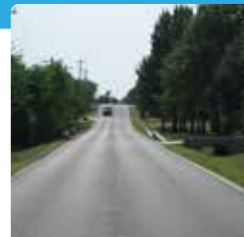
## Suburban Commercial Streets

Land Use	Travelway	Streetside	Transit	Bicycles
<ul style="list-style-type: none"> <li>*Wide range of uses including live, work, shop, play, dining, and lodging</li> </ul>	<ul style="list-style-type: none"> <li>*Higher speeds and volumes</li> <li>*Driveway management important</li> <li>*Raised medians desirable to increase safety</li> <li>*4+ lanes common</li> </ul>	<ul style="list-style-type: none"> <li>*Low to moderate pedestrian activity</li> <li>*Wider sidewalks with wide landscaping buffer</li> <li>*Pedestrian access to transit and adjacent land uses</li> </ul>	<ul style="list-style-type: none"> <li>*Transit service available</li> <li>*Stops spaced no closer than 1/4 mile to increase efficiency</li> </ul>	<ul style="list-style-type: none"> <li>*Bike lanes desirable on collector streets</li> <li>*Off-street trails where ROW permits</li> <li>*Bike lanes may require buffer due to traffic speeds and volumes</li> </ul>



## Rural Neighborhood Streets

Land Use	Travelway	Streetside	Transit	Bicycles
<ul style="list-style-type: none"> <li>*Limited range of uses including special industrial, agricultural and single-family</li> </ul>	<ul style="list-style-type: none"> <li>*Slower speeds on collector streets</li> </ul>	<ul style="list-style-type: none"> <li>*Low pedestrian activity</li> <li>*Landscaping and trees to provide shade</li> </ul>	<ul style="list-style-type: none"> <li>*Transit Service limited</li> </ul>	<ul style="list-style-type: none"> <li>*Shared lanes with bicycle and vehicles</li> <li>*Shared-use path desirable where ROW is available</li> </ul>



Context types benefit the engineering department of the City by helping to identify what features should be considered as roadways are redeveloped or built. For example, a street designed and built in a rural area will have different characteristics than one designed for the downtown.

## Connectivity

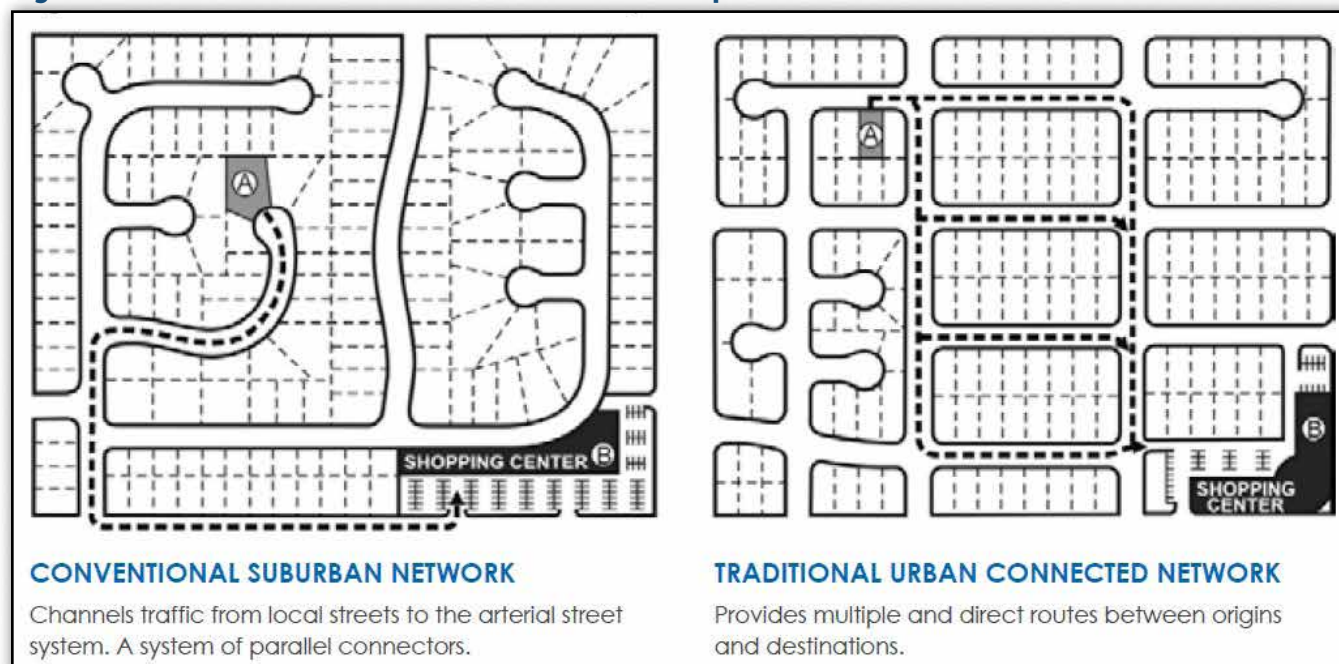
In addition to providing mode choices through context sensitive design, appropriate network connectivity is essential to maximizing accessibility and increasing the number of route options. Well-networked streets provide shorter, more direct routes between destinations. This increases the efficiency and reliability of the road network. A classic example of a well-connected street system is the traditional grid pattern. Grid street patterns result in dispersion of traffic throughout the system. While major arterials exist within the grid pattern, local travelers are able to use interconnected local streets, freeing the arterials for the movement of longer distance travelers.

Many of Lancaster's older neighborhoods maintain this grid pattern including the downtown, however some of the neighborhoods throughout the city have utilized a conventional suburban development pattern with cul-de-sacs and fewer access points. These areas have been designed to collect traffic from residential areas and channel most trips onto major thoroughfares. This pattern tends to require large intersections, creates greater congestion on arterials, and often discourages pedestrian and bicycle travel.

**Figure 4.08 - Subdivision Example**

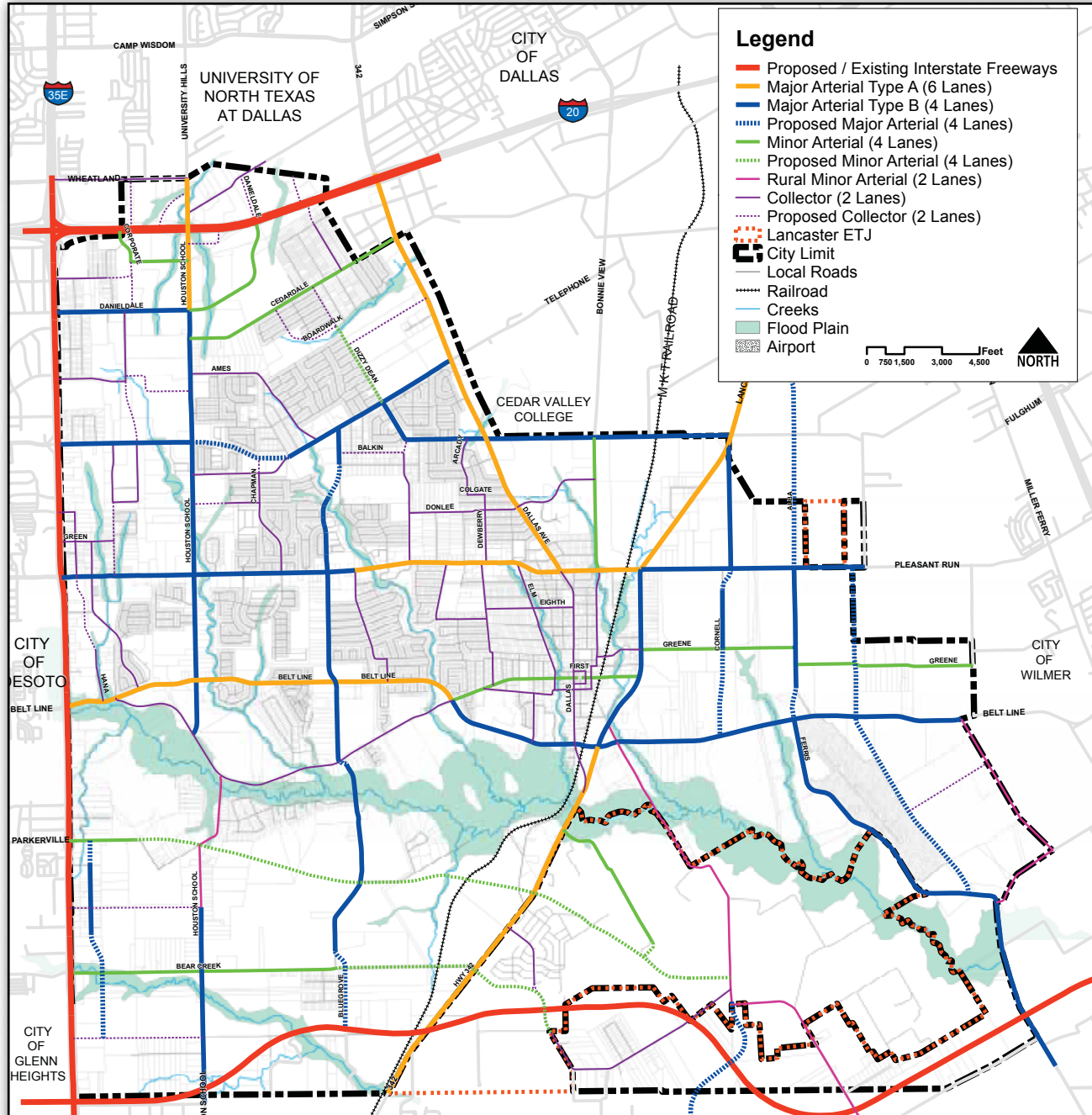


**Figure 4.09 - Traditional Vs. Conventional Network Comparison**



Source: Kimley-Horn and Associates, INC. and Digital Media Productions as published in the ITE publication, Design Walkable Urban Thoroughfares; A Common Sense Approach.

**Figure 4.10- Master Thoroughfare Plan - Update**



### Master Thoroughfare Plan Update

The process of developing a master thoroughfare plan involves balancing the existing supply of infrastructure with the projected needs of the future. These future needs help to determine how much vehicle capacity is required and what multi-modal elements should be considered such as walking, biking or riding transit. Included in each roadway recommendation is also the amount of required right-of-way that is needed as the thoroughfare is developed. Preserving the right-of-way is an important part of the plan for the regional entities such as the cities and counties as well as the residents, business owners and developers.

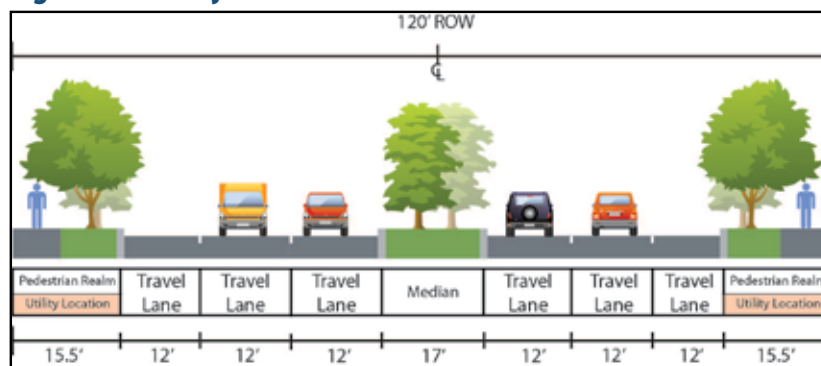
As part of the comprehensive planning process, the Master Thoroughfare Plan (MTP) for Lancaster was evaluated and updated. The updated plan assessed existing roadways for number of lanes, connectivity, and congestion. The majority of the changes to the MTP included new connections between existing facilities and extensions of existing roadways.



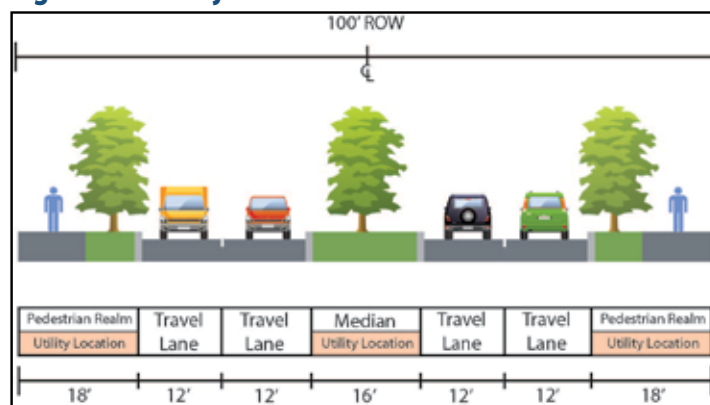
## Functional Classification

Most cities use a traditional functional classification system to group roadways according to the type of service they are intended to provide. This organized system assists citizens and developers in understanding the types of roadways that are planned for the region's transportation system and how those roadways may be designed. The street types or functional classification in Lancaster identifies thoroughfares as Major Arterial Type A, Major Arterial Type B Minor Arterial, Collector, and Local streets. The Interstates surrounding Lancaster are not classified as thoroughfares in the region but serves as important role in moving traffic into and through the City. The Figures 4.11–4.16 are general examples of the cross sections for each type of thoroughfare in Lancaster

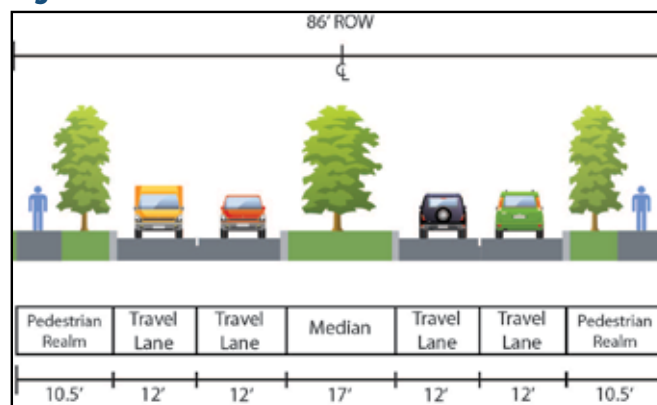
**Figure 4.11 - Major Arterial A**



**Figure 4.12 - Major Arterial B**



**Figure 4.13 - Minor Arterial**





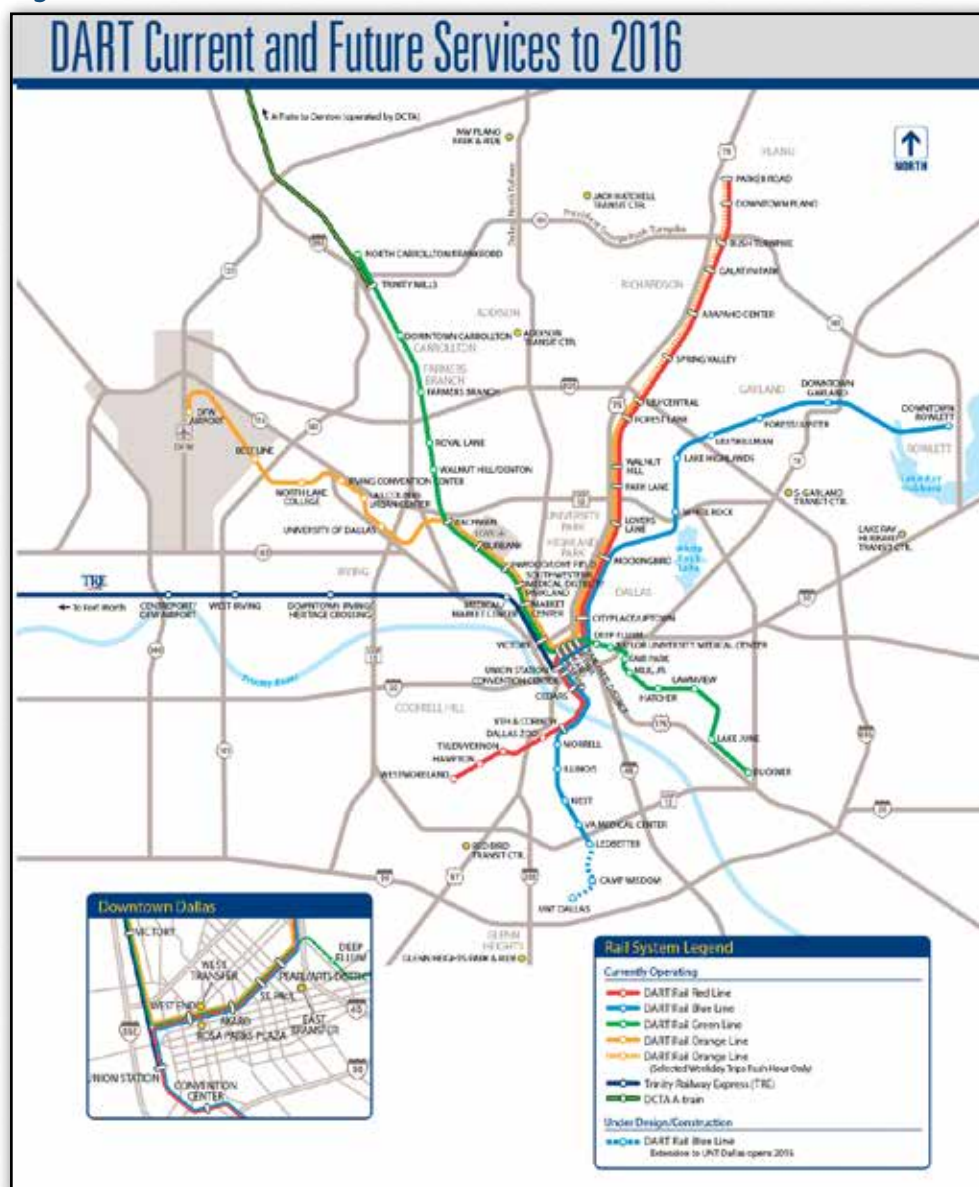


## Future Transit Opportunities

For many in Lancaster, the car will remain the only viable form of transportation, but there are also people that are dependent on alternative modes of travel such as public transit. There are also people that choose to use public transit to reduce travel cost and to avoid congestion as they commute through the DFW region. Resources for transit service must also be prioritized to serve the current transportation needs of the region's diverse population, as well as to respond to shifting demographics and generational priorities.

Effective transit service can have a significant financial impact to individuals. When considering the cost of fuel, maintenance, and insurance, the costs of car ownership are large. A robust public transit system provides a productive and equitable alternative to a car-dependent transportation network. Compared to owning a vehicle, transit provides an affordable transportation option, and is particularly important for those that cannot drive due to age, income, or disability.

**Figure 4.17 - DART Future Service**



### Dallas Area Rapid Transit (DART)

Although Lancaster benefits from the proximity of DART bus and light rail service in adjacent cities, it currently does not have any direct transit access. In order to improve accessibility to transit for Lancaster residence, the City should consider becoming a member agency for DART. This will provide better connections from within the City to the last station of the blue line whether it is at the current station, or the future UNT Dallas station, which is currently planned to be open in 2016.

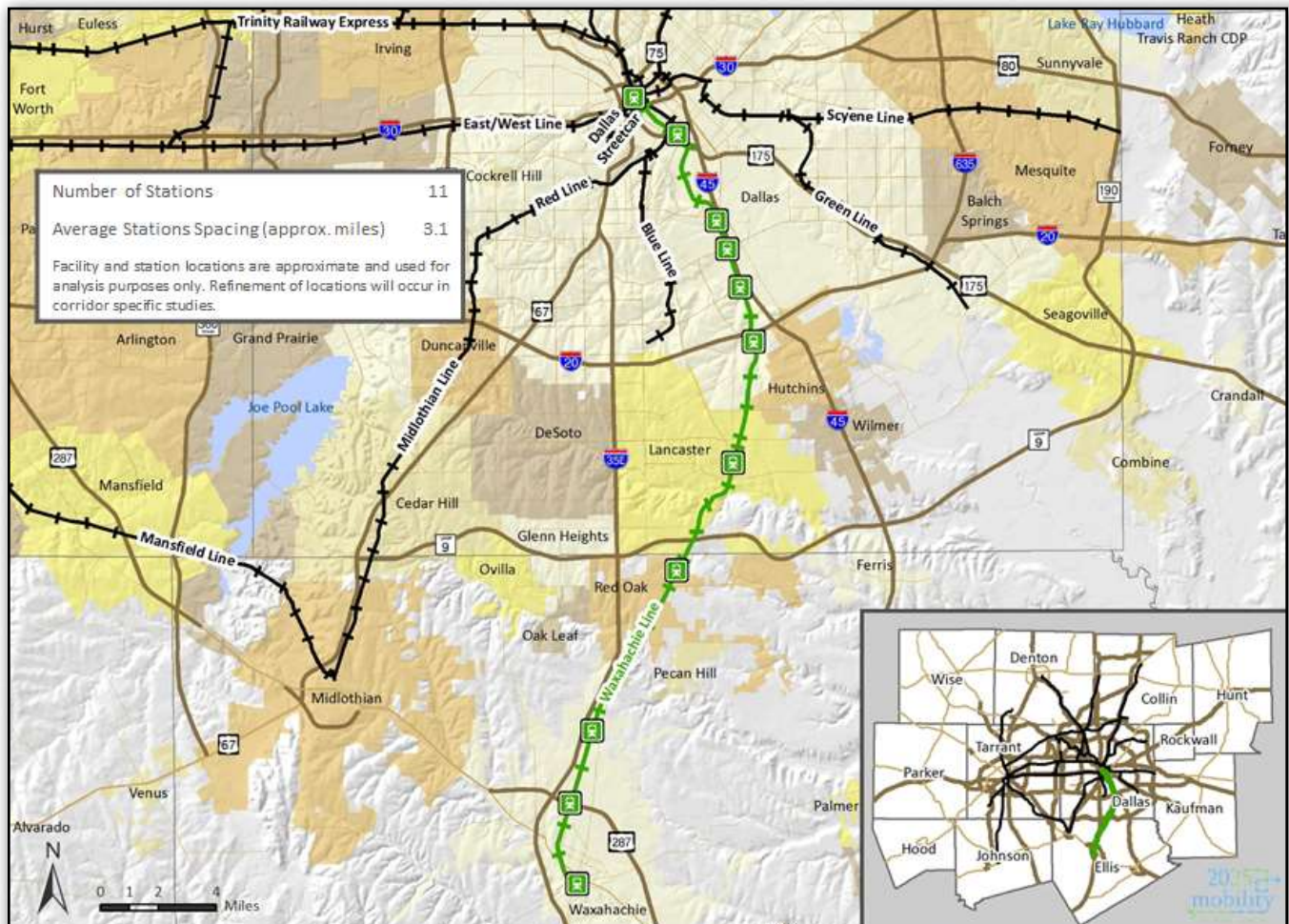
## Commuter Rail Service

With the population expected to exceed 8.5 million by 2030 in the Dallas-Fort Worth (DFW) Metroplex, the need for alternative transportation choices in the DFW region is exceptionally important. The North Central Texas Council of Governments (NCTCOG) assists in coordinating transportation efforts across the region including transit. NCTCOG continues to study the ability to have regional commuter rail lines providing passenger rail service across the region. One of these includes a line that goes from downtown Dallas through Lancaster to Waxahachie along the existing Burlington Northern and Santa Fe (BNSF) rail line.

The current alternative for the Waxahachie line is to include a stop in downtown Lancaster that would provide 20 – 60 minute headways between Lancaster and downtown Dallas. To prepare for this opportunity, the City of Lancaster needs to begin preparing the potential station area for appropriate transit related development and services. This may include enhanced housing options that accommodate higher potential transit ridership within ¼ mile of the commuter rail station.

**Figure 4.18 - Waxahachie Line**

Source: North Central Texas Council of Governments



## Bicycle and Pedestrian Enhancements

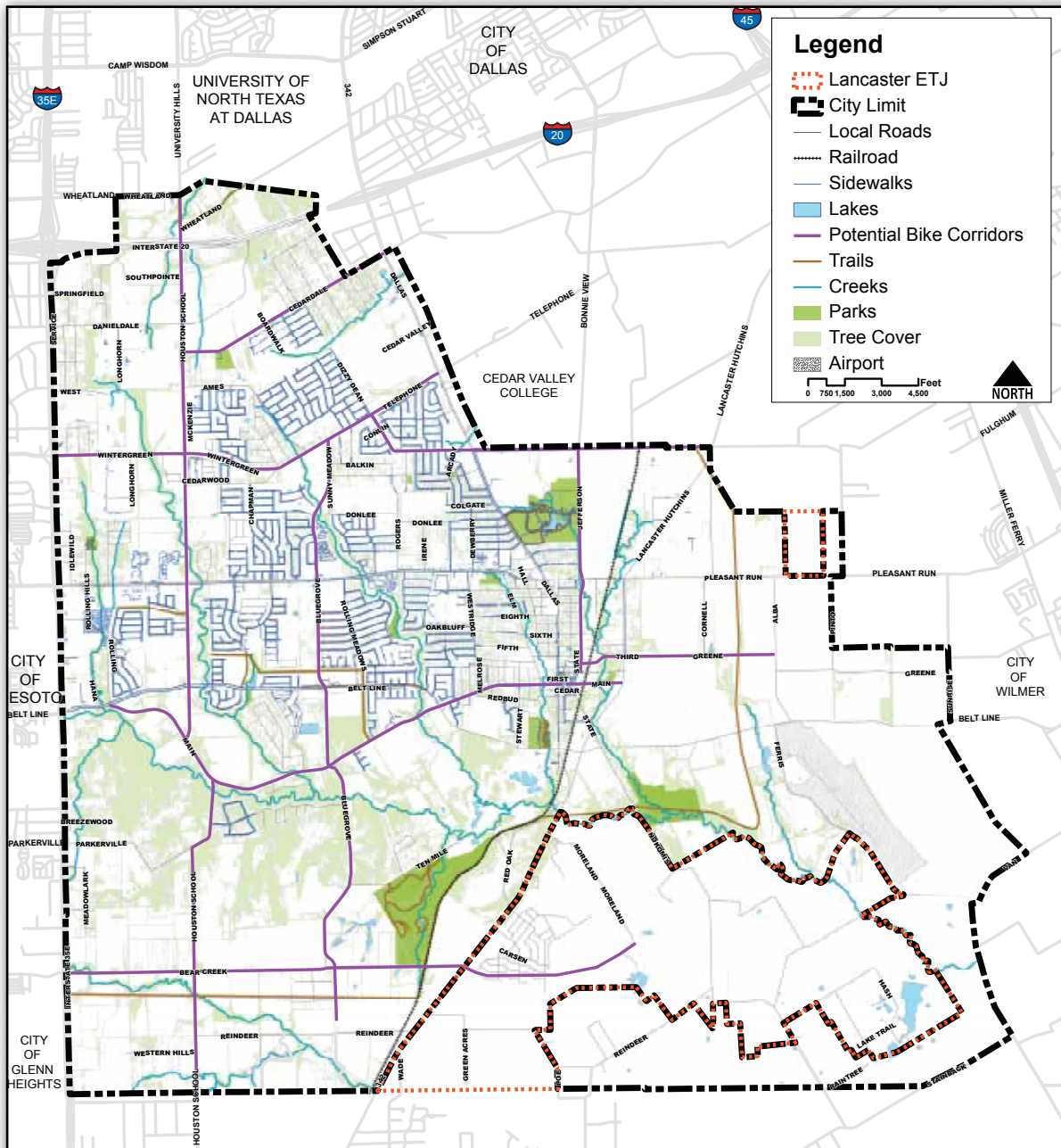
A city's bicycle and pedestrian network is intended to provide transportation alternatives and recreational opportunities for all ages and abilities. The installation of bicycle and pedestrian facilities can be the most visible element of a city's multi-modal transportation program. The pedestrian network provides for shorter trips and activities by users for either recreation, accessing transit, going to work, shopping, or going to school. People tend to enjoy walking in areas where other people are because it shows that the community is a welcoming place for non-motorized trip choices and supports the safe use of streets by all road users.

Using bicycles, sidewalks, and trails is a transportation choice that benefits personal health, reduces traffic congestion, and enhances quality of life. Interest in bicycling for commuting or recreation is increasing, but many novice riders do not feel comfortable riding on-street with traffic. Trips by bicycle can go much further than walking because of the ease of travel. However, some of the biggest challenges for users are the end of the trip due to insufficient facilities such as bike racks and storage. Concerns about safety, barriers, and lack of infrastructure often lead to the use of cars for many typical short trips. The implementation of increased bicycle and pedestrian facility choices not only addresses safety, but enhances long-term community livability, creates welcoming streets and neighborhoods, and strengthens local economic competitiveness.

Providing connections between existing trails and key destinations in Lancaster will be important to improve the bicycling opportunities for residents of Lancaster. These connections can be in the form of on-street facilities such as bike routes, shared bike lanes or bike lanes or they can be in the form of off-street trails as is currently existing in Lancaster. See figure 4.19 for examples



Figure 4.19 - Bicycle and Pedestrian Enhancements



## Transportation Implementation Strategy

The following implementation strategies are distilled from the issues and opportunities identified in this Chapter to help the city bring its transportation policies into alignment with the goals of the comprehensive plan. Further detail on strategies, priorities, timeframes, and partnerships are identified in the Implementation Chapter and Appendix 1 of this report.

- Update Master Thoroughfare plan to reflect changes in the Comprehensive Plan
- Consider developing a plan to connect East/West arterials in the city that are not currently continuous through the city. Areas identified to date include Wintergreen/Telephone Road and Bear Creek Road
- Acquire right-of-way for roadway connections identified in the updated Master Thoroughfare Plan
- Consider Revising codes and ordinances to reflect the 5 types of street contexts that were developed in the comprehensive plan to provide more uniform standards for road construction and expansion in Lancaster.
- Consider Revising codes and ordinances to require a greater number of road connections both within new subdivisions and between new subdivisions and surrounding areas to enhance connectivity, reduce congestion, and provide greater trip route flexibility.
- Consider becoming a member of DART to provide direct connections between Lancaster and Dart Bus and Rail routes, enhancing connectivity to the rest of the Dallas/Fort-Worth Region.
- Participate in the North Central Texas region's processes for evaluating and designing commuter rail and high-speed rail service so these plans can provide the greatest benefit for Lancaster residents and businesses.
- Study the feasibility of a shuttle, bus or other public transportation service within Lancaster, particularly for destinations in key locations (Town Center, Medical District, Campus District).
- Evaluate potential locations for commuter rail routes and station locations that benefit Lancaster residents and businesses.
- Prioritize resources to meet the transportation needs of a diverse and growing population.
- Prepare for the development of a downtown commuter rail stop by rezoning the area around the station to promote greater residential density within ¼ mile of the station and providing transit related development and services.
- Update the 2006 Streetscape Plan and 2006 Trails Plan to reflect recommendations in the Comprehensive plan, including an emphasis on bike and pedestrian infrastructure expansion in the city.
- Complete roadway design studies to support funding and construction of transportation facilities identified in this plan.
- Conduct a study to determine preferred freight traffic routes within Lancaster and use capital projects, incentives or regulations to shift traffic to those routes.
- Determine the annual costs to maintain streets at desired standards, and consider creation of a life-cycle cost fund to provide resources for repair and restoration.

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# 5 | INFRASTRUCTURE

## Infrastructure Policies

- POLICY 1:** Invest first in infrastructure that supports the preferred scenario
- POLICY 2:** Consider long-term operational costs when setting priorities among new capital projects
- POLICY 3:** Seek funding from other entities whenever possible
- POLICY 4:** Work with Lancaster ISD, Cedar Valley College, and other educational institutions to ensure that the “learning infrastructure” is in place

## Introduction

Utilities and infrastructure are a critical piece of the foundation and operations of a city and can include water and wastewater systems, storm drainage systems, solid waste disposal, electric service, gas service, cable, fiber optics, and telephone service. The location, condition, and accessibility of these features can greatly affect daily operations, construction timelines, and funding capabilities. Understanding the system’s existing conditions is essential to planning for future development. Utilities and infrastructure can act as an indicator of a city’s ‘growing pains’ - meaning the performance of a system under pressure can show where the infrastructure needs to adapt, expand, or be replaced to accommodate growth.

The City of Lancaster Public Works Department maintains a Street Division and Water Utilities Division. The Street Division services and repairs the existing streets and sidewalks, and are responsible for traffic signals, street sweeping, crack sealing, and storm water drainage. The Water Utilities Division is responsible for pumping and maintaining quality water, the distribution of water, and repairs and improvements to both the water and sewer system.



**Figure 5.01 - Elevated Storage Tanks**

## Water System

The City of Lancaster purchases water from Dallas Water Utilities (DWU). The water that the City receives from DWU is treated and is provided from 7 sources: the Trinity River and Lake Ray Roberts, Lewisville, Grapevine, Ray Hubbard, Tawakoni and Fork. DWU provides water supply for 22 other municipalities in the Dallas-Fort Worth region.

Once the water gets from DWU to the City of Lancaster, the Water Utilities Division handles the distribution of the water through underground water lines that vary in size depending on the demand in the area. The majority of the developed areas of Lancaster have water service provided to their residences and businesses, but some locations in the periphery of the City have limited service.

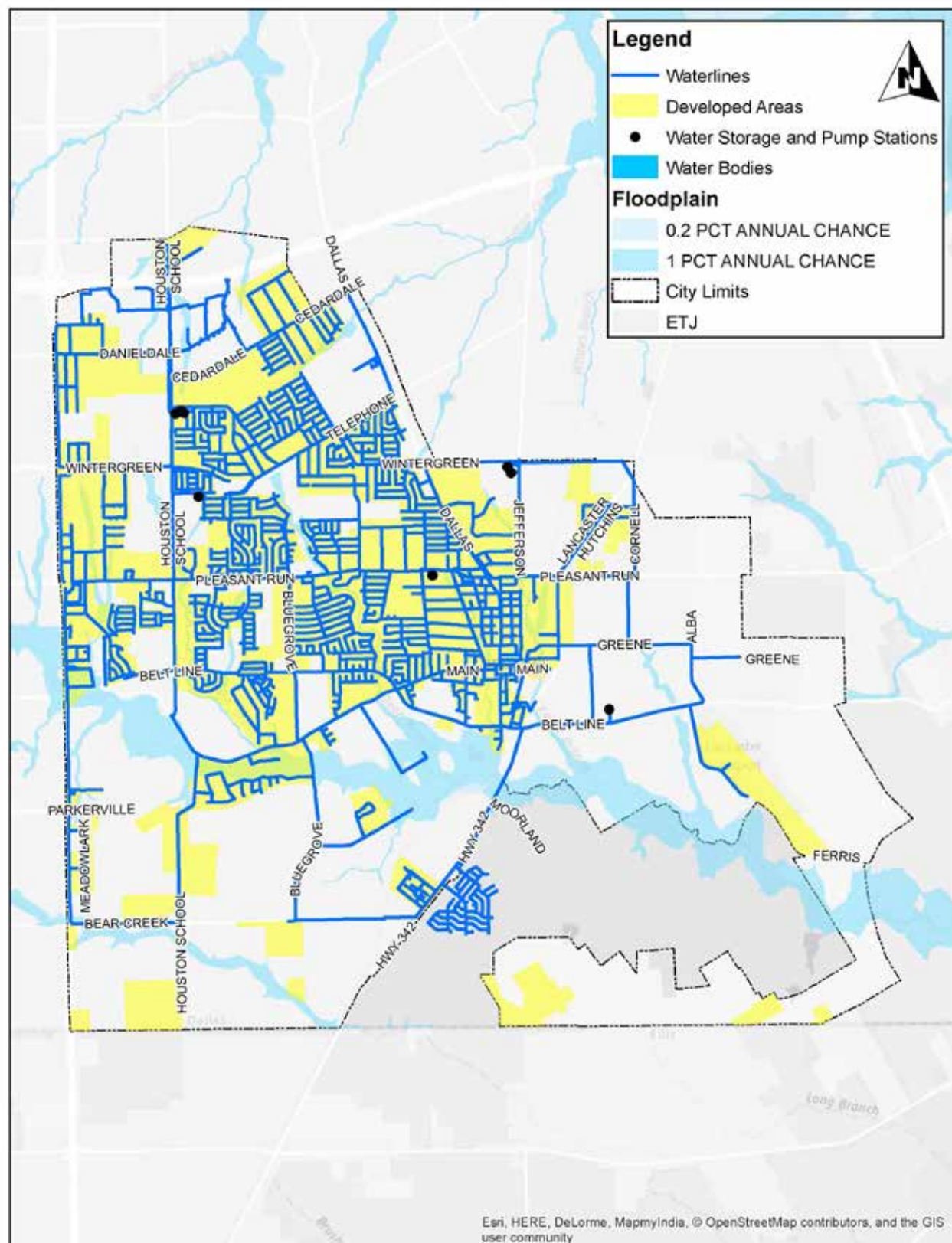
The City of Lancaster current water demand is approximately 6.8 Million Gallons per Day (MGD), and demand is expected to increase to 10.1 MGD by 2040, based on the Dallas Long Range Water Supply Plan, 2015. This increase in demand is based on a population increase to just under 70,000 people in 2040.

The City will be responsible for the cost to provide water service to new development and the growth to 70,000 residents in 2040. How the growth and development occurs in the next 25 years will greatly determine the extent of the costs. The City should encourage new development and support connectivity of existing water infrastructure networks in areas that already have water service in close proximity. The City should avoid, if possible, development in areas that have limited water service. Areas south of the Ten Mile Creek watershed would incur the highest costs to provide water service and would have the smallest cost benefit ratio.

Water conservation is the most cost-effective and environmentally sound way to reduce our demand for water. Water efficiency has been increasing as a result of technological advances in our homes with low flow toilets and drip sprinklers in our yards. However continued education for residents can even further reduce our water intake. Increasing our water efficiency also reduces our impact on the wastewater system.



Figure 5.02 - Lancaster Water Map



## Wastewater System

The City of Lancaster contracts with the Trinity River Authority (TRA) to handle wastewater treatment. Two wastewater treatment facilities are used and both are located outside of the City of Lancaster city limits. The primary facility is the Ten Mile Creek Regional Wastewater facility (TMCWWS) which is located downstream from Lancaster on Ten Mile Creek. Wastewater from Lancaster is also treated at the Red Oak Creek Regional Wastewater facility (ROCRWS) in Waxahachie.

The wastewater system collects flow through a series of gravity pipelines. Due to the geography in the region, TRA also relies on a collection of lift stations and force mains to transfer this flow to one of the two treatment facilities.

The TMCWWS expanded from 6.8 MGD to 24 MGD in the 1980s to handle the increase in population growth during that time. The collection system also includes 58 miles of interceptor pipelines and a lift station.

The ROCRWS includes 12 meter stations, one lift station and a force main. This system has a 4.6 MGD capacity that can serve a population of 60,000.

## Storm Drainage System

Stormwater runoff is created from excess water that cannot be absorbed by natural surfaces or impervious areas. Rather than being absorbed into the ground, rainwater enters into Lancaster's storm drainage system. A network of retention areas, inlets and pipes keep water from flooding roads and property. This water is diverted through a network of storm drainage and eventually into the city's streams and rivers.

The City of Lancaster's drainage system generally flows to tributaries, creeks and branches, which eventually flow to the Trinity River. The watersheds of Five Mile Creek and Floyd Branch flow north to the Trinity while Ten Mile Creek and Bear Creek flow east to the Trinity from the southern portions of Lancaster.

As stormwater flows over the ground and into the stormwater drainage system, it picks up pollutants such as fertilizers, chemicals, and litter. This stormwater pollution is the leading cause of water quality problems in our State. It is important as a City to work hard to reduce the pollution that is entering our water system through the storm drainage. This can be accomplished by keeping curb gutters clear of debris and disposing of chemicals properly and not through dumping.

**Figure 5.04 - Sludge Dewatering Building**



Figure 5.03 - Lancaster Sewer Map

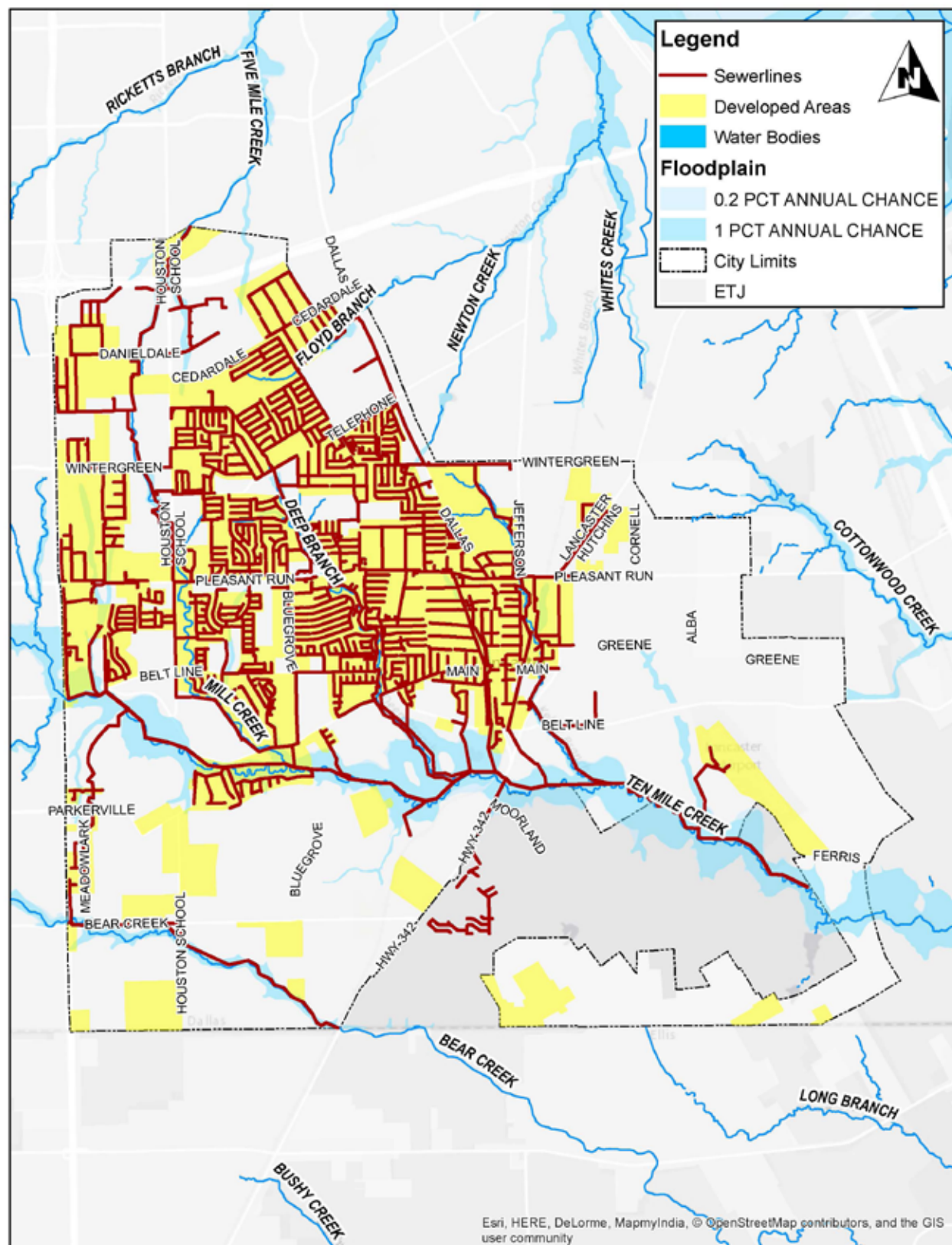
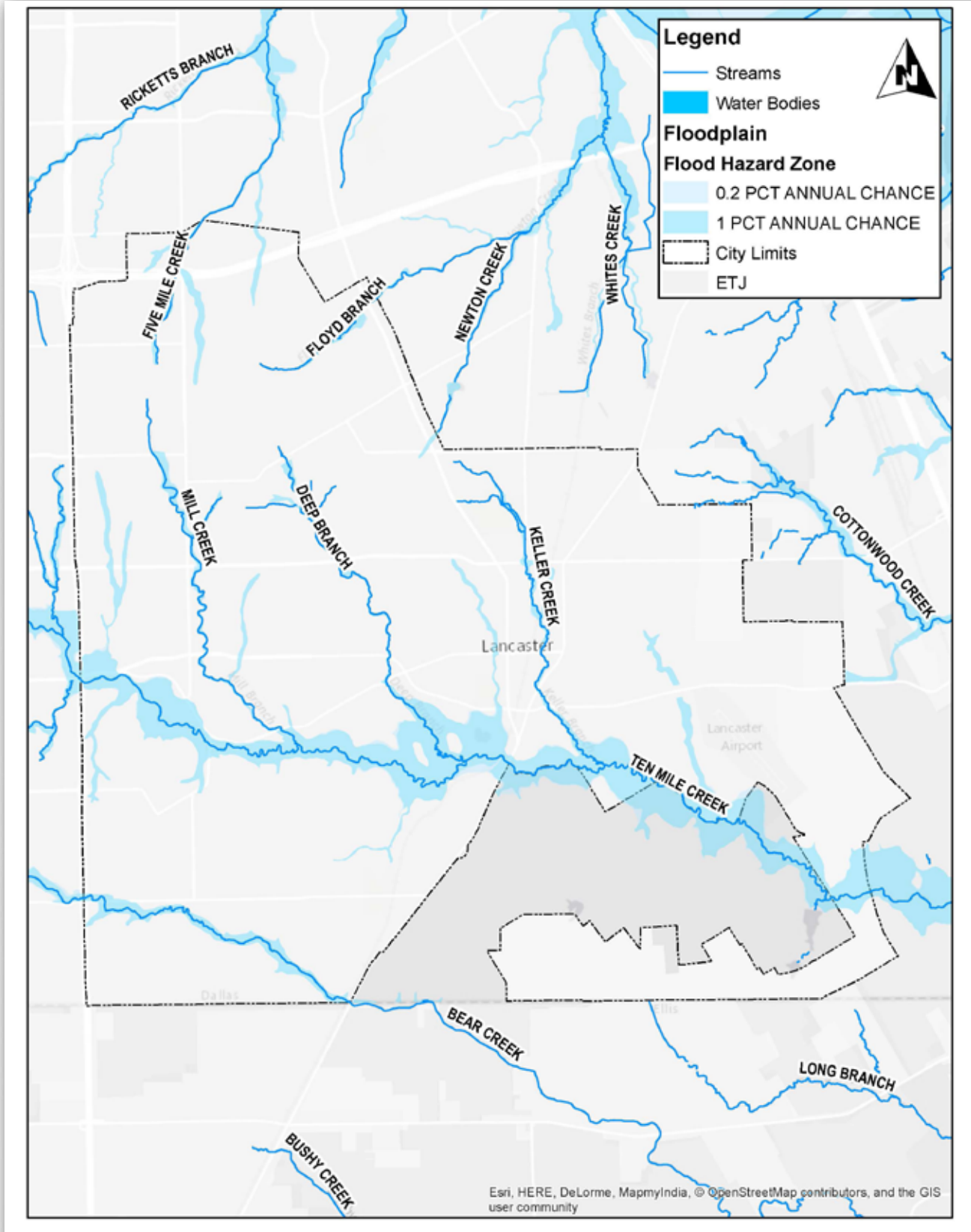




Figure 5.05 - Lancaster Drainage



## Infrastructure Implementation Strategies

Implementation strategies were developed from this chapter in order to achieve two primary goals:

- 1) Maintain standards for adequate service levels for public utility infrastructure systems that will adequately serve present and future residents and businesses.
- 2) Ensure that utility and infrastructure systems are fiscally responsible and provide for ways to improve the environmental amenities in Lancaster.

These implementation strategies, which are described in greater detail in the Implementation Chapter and Appendix 1 of this document, are as follows:

- Encourage new development to occur within areas that are already served by necessary infrastructure, or where utility extensions can be realistically provided.
- Address future water and sewer demands within areas not already served, and revise utility and construction priorities to support the preferred growth scenario and avoid investment in areas not planned for urban uses.
- Prepare a new Capital Improvements Program for capital projects in the next five years that implement this plan and catalyze desired growth.
- Continue coordinating with TRA to communicate projected increases in the City's wastewater production.
- Continue to educate and provide educational resources to the public on conservation strategies and the importance of water conservation.
- Develop a comprehensive Drainage Master Plan and consider funding strategies, such as a stormwater utility or stormwater fees, to provide sufficient resources to implement the plan.
- Create TIF & PID districts to fund infrastructure in designated special growth areas, including the Medical District, Campus District and Town Center.
- Encourage private/franchise utilities (e.g., telephone, gas, electricity, cable TV, etc.) To provide service to newly developing areas as quickly and efficiently as possible, and to place utility lines underground and within shared conduits, wherever possible.
- Review construction standards and update to take advantage of modern "green infrastructure" designs to reduce costs and increase sustainability.
- Identify flooding problem areas and propose methods for mitigating those problems.
- Develop a set of capital recovery tables/schedules that will ensure the above-listed utility services are fiscally maintained for all customers.
- Include public art funding as a percentage in all infrastructure program.

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# 6 | ECONOMIC DEVELOPMENT

## Economic Development Policies

The primary purpose behind economic development is to achieve new gains in the economic growth of the community. This most often means creating business activity and jobs that reduce unemployment and increase the earnings of residents which will, in turn, be reinvested in the community.

Any community dependent on a single industry or source of revenue for its sustainability will experience highly volatile economic cycles of growth and decline. Diversification of a community's economic base through the attraction of primary industries, expansion of revenue-generating industries and public support of its economic development "infrastructure" is essential for its long-term health and viability. These principles have been established to provide community leaders with criteria for making important decisions on future economic development initiatives in Lancaster.

**POLICY 1:** Emphasize new business attraction that has high employment and tax value per acre.

**POLICY 2:** Attract companies that provide "value added" to the companies and industries that are already here.

**POLICY 3:** Build a strong, diverse economic base.

**POLICY 4:** Support local businesses and entrepreneurs.

## Introduction

The Economic Development Chapter, a new component not included in the 2002 Comprehensive Plan, is one of many important tools for identifying a path forward for the City that takes advantage of regional economic growth, preserves community quality of life and ensures a diverse economic development infrastructure. This direction was established through stakeholder interviews, community meetings, and a series of strategy meetings with the Comprehensive Plan Advisory Committee, the Lancaster Planning and Zoning Commission and Lancaster City Council. This consensus-based document will help City leaders make important decisions regarding economic development initiatives for the community, which will impact the City's infrastructure, municipal services and economic resiliency.

As the Metroplex continues to be among the fastest growing regions in the U.S., Lancaster will face increased competition from other DFW communities. Regional transportation improvements in the southern portion of the Metroplex, such as Interstates 20, 35 and 45, are shaping future employment growth, and providing attractive environments for business and commerce. Lancaster's strategic location between all three of these major transportation corridors should continue to give it a strong locational advantage for economic growth. The City's foremost economic challenge over the next 20 years will be to diversify its employment base to maintain a balanced community, from both a market and a fiscal perspective.

- 1 Economic development infrastructure = people + infrastructure + sites and buildings + incentives + business climate + quality of life

## Current Economic Development Efforts

Currently, the responsibility for economic development efforts in the City rests with the Lancaster Economic Development Corporation (LEDC), with support from the Lancaster Chamber of Commerce. Each of these organizations is described briefly below.

### Lancaster Economic Development Corporation

The LEDC is a “Type A” economic development organization and is funded by a .25 cent sales tax. The LEDC board “. . . administers funds and is commissioned to review applications for incentives and make recommendations to City Council for approval”. The mission of the LEDC, serving as the City’s Department of Economic Development, is “. . . to create favorable site selection or expansion decisions for new and existing business and industry through aggressive sales and marketing programs that are designed to create a growing tax base for the community of Lancaster through new business development, existing business retention, and job creation and by ensuring a financially sustainable city government and enhancing the overall quality of life for the citizens of Lancaster”. The action plan for the LEDC consists of the following:

- Assist in the development and implementation of a seamless process associated with the city’s development procedures
- Create and recommend to the City Council new policies and formulas for determining the feasibility and financial return from incentives associated with potential development projects in Lancaster
- Create new collateral materials necessary to showcase all development opportunities in Lancaster
- Develop action-oriented sales and marketing programs that create an interest in Lancaster by commercial, industrial, and retail operations
- Develop and implement a program directed at manufacturers located in Asia that solicits their utilization of Lancaster as a destination point for the shipment of their products
- Identify foreign sources of financial investment in Lancaster
- Implement an aggressive sales-calling program on the commercial development and real estate brokerage communities
- Implement programs that identify the growth and expansion needs of existing industries in Lancaster
- Work with the board of the Lancaster Economic Development Corporation and respond to incentive requests made by projects that are considering locating in Lancaster

## Lancaster Chamber of Commerce

Chamber members are committed to doing business in the City of Lancaster and the Best Southwest Area by providing quality products, merchandise and services. Membership luncheons are held each month with informative and educational programs and the Chamber hosts NetConnect after 5 (NCA5) evening events giving local businesses networking opportunities. The Chamber holds quarterly meetings of the Manufacturers and Logistics Roundtable and monthly meetings of the Small Business Council. Each year, the Chamber hosts the annual State of the City address by the Mayor of Lancaster, as well as candidate forums.

LEDG's marketing of the City highlights numerous advantages for business that create an environment conducive for expansion and relocation:

- Access to a large and varied labor pool
- Available land and diverse business community
- Competitive utility rate schedules
- Educational and workforce training resources
- Equitable tax structure and incentives
- Strategic location within an excellent transportation network
- Available incentive funds for building construction, infrastructure, fee reimbursements
- Triple Freeport Exemption

Area	Year (as of December)		
	2005	2010	2015
<b>Lancaster</b>			
Labor Force	15,893	17,597	18,322
Employment	14,757	15,750	17,413
Unemployment	1,142	1,847	909
Unemployment Rate	7.2%	10.5%	5.0%
<b>Dallas County</b>			
Labor Force	1,158,300	1,206,255	1,285,242
Employment	1,096,873	1,107,633	1,236,333
Unemployment	61,427	98,622	48,909
Unemployment Rate	5.3%	8.2%	3.8%

**Table 6.01 - Lancaster Labor Force Characteristics**

Source: Texas Work Force Commission and Ricker | Cunningham

Of particular value to new and expanding businesses is the excellent pool of workers available to fill an array of occupational careers - from professional, highly skilled trades to semi-skilled, assembly-type workers. In addition, Lancaster's location within the Metroplex provides ready access to a multi-county labor pool numbering in excess of 2 million.

Local educational resources (Cedar Valley College, UNT-Dallas, and the Lancaster Independent School District's STEM program) serve to support and train both new and existing employees, providing stability to the local labor

pool.

Other amenities which support Lancaster's economic development efforts include: the Lancaster Regional Airport; Scenic View Municipal Golf Course; the 155 year-old historic Town Square; and the Lancaster Community Park,

with a recreation center and public library.

## Market Opportunities

An analysis of current and future market trends for various land uses was completed to provide both a baseline for the planning process and a roadmap for identifying future opportunities. The purpose of the market context analysis was to:

- Assess current and future market conditions in the south DFW Metroplex
- Evaluate the City of Lancaster's current and future attractiveness for various land use types within the DFW Metroplex
- Ensure planning and investment decisions for the City are grounded in market and economic reality and
- Provide an independent, third-party story to tell potential developer and investor audiences

## Industry Trends

The Urban Land Institute (ULI), the lead membership organization representing real estate professionals nationally and internationally, issues an annual report based on input from its member developers, lenders and investors regarding prospects and product changes in the coming year. The following trends will have impacts on new development, not only nationwide, but in North Texas specifically.

- Industrial replacing apartments as best development and investment opportunity in short-term
- Redevelopment of existing office space rather than development of new, unless build-to-suit or significant preleasing commitment and designed for flexibility
- Flex office / industrial with high finishes and lower rate structure
- Less individual office space (100 sf per employee), but more collaboration space
- Urban retail formats
- Growth of Generation Y and their impact on all real estate sectors – more urban and less suburban housing environments, close to work or easy access, close-in warehousing to ensure same-day delivery from online retailers
- Smaller multi-family units, but larger common areas and stronger connections

## Market Implications

The findings of the market analysis suggest several strategies for Lancaster's future.

### **Residential**

- There is an opportunity to diversify the City's housing stock—higher-density, low-maintenance products appealing to more demographic segments.
- A high-quality image should be maintained while addressing new market niches.

- Market pressure from expanding high-mobility groups can be accommodated in more urbanized mixed-use, live/work areas and held to a higher standard of quality and uniqueness.

### **Retail**

- Interstate frontages (20 and 35) will attract attention from larger retailers, but caution should be used when considering requests by users of large format spaces.
- The challenge will be to concentrate retail near existing and new neighborhoods while still accommodating regional retail at key intersections (e.g., I-35 and I-20).
- There is an opportunity to “prune” under utilized retail in select areas where the market has moved on (e.g., Pleasant Run Road).
- High levels of community character should be created in order to attract higher-end retail product types.

### **Office**

- There are opportunities for sustainable product types designed with evolving workforce trends and user values in mind (green construction, smaller work spaces, larger community spaces) within or proximate to existing employment centers.
- Higher-end and more sustainable office products can help protect against value deterioration.
- Industrial
- Emerging opportunities for warehousing and logistics space will continue along I-20.
- Flex products will continue to blur the line between office and industrial and those with high finishes and lower rate structures will be the preference of entrepreneurs and start-ups.
- Investment and development prospects for R&D are expected to improve, fueled by growth in medical and technology.

## **Economic Strategies**

The strategy described in this plan addresses the City Council’s Goals and Objectives related to Quality Development and Financially Sound Government and builds upon Lancaster’s established position as the economic hub of the south DFW Metroplex. It advocates that the City continue to monitor opportunities for expansion and diversification of the local economy that will present themselves in the future. This diversification will help Lancaster maintain economic viability during fluctuating economic cycles and will allow the City to be selective as to the type and quality of future development opportunities.

A key component in building a community’s economic development infrastructure is the provision of a wide range of housing choices to address the needs and desires of a variety of socioeconomic groups. These housing types can range from workforce housing for an expanding service employment base to executive housing for professional and management employees. Efforts to diversify housing must, therefore, be in lockstep with efforts to diversify the local employment base.

In association with job growth and housing diversity, creating interesting and appealing workplace environments will promote a strong connection between residents and employees and help to attract highly-skilled, high-income workers.

Finally, by offering a broad array of retail and service activities within the community, the need for residents,



employees and visitors to leave Lancaster to purchase goods and services elsewhere will be reduced, and the City's revenue base will be enhanced.

## Economic Development Implementation Strategies

The following Economic Implementation strategies are derived from the Economic Development Policies and are designed to help guide the development/redevelopment of land uses in a market-supportive and fiscally responsible manner. More detail on these strategies can be found in the Implementation Chapter and Appendix 1 of this document.

- Carry out a public education program to inform the community about the differences in truck-related, logistics, distribution and other uses.
- Conduct a market analysis and feasibility study for hotels in Lancaster -- along I-35 or I-20, in Campus District, and in/near Town Center.
- Depending on results of market analysis, establish marketing and incentives programs for hotels.
- Conduct a study of Lancaster's existing housing supply (type and size of units and lots, price range, etc.) and use this to track efforts to expand and diversify Lancaster's housing stock to provide a broad range of housing alternatives to employees, employers and residents transitioning to various lifestyle stages.
- Continue to partner with the Chamber to hold meetings with employers in targeted industries, to understand what they need to locate, remain or expand in Lancaster.
- Create a partnership with LISD, CVC & UNT-D to provide training and skills programs in Lancaster that train Lancaster residents for jobs needed by Lancaster businesses.
- Develop a targeted marketing and recruitment strategy for aviation-related businesses.
- Develop collaborations to fill gaps in the capital market that fund business start-ups, retention and expansions.
- Establish a fiscal impact analysis process for new development and redevelopment, so decision-makers can consider the costs and benefits to the City and the community when they make decisions on proposed projects.
- Evaluate the City's Economic Development Strategy and update it to effectively implement this plan. Include particular focus on medical, logistics, entertainment, aviation and information technology sectors.
- Partner with the Chamber to develop or enhance initiatives to support entrepreneurs and small businesses in Lancaster.
- Provide internships at Lancaster's logistics companies for students in the STEM programs at local high schools, colleges and universities.
- Develop and Strengthen the relationship between the Lancaster Economic Development Corporation and the Chamber of Commerce
- Benchmark Lancaster's economic success on a periodic basis (e.g., annually) using a range of market and economic variables that could be compared to other cities of similar size (either locally or regionally).
- Promote higher-density, mixed-use development in order to create vibrant live-work-play activity centers in targeted areas as depicted on the Future Land Use Plan.
- Create a 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.
- Encourage a full-service array of retail and service opportunities, thus limiting the necessity by residents and employees to leave the community to purchase goods and services.

# 7 | *PARKS, OPEN SPACE & RECREATION*

## **Parks, Open Space & Recreation Policies**

The Open Space and Recreation policies are a framework intended to guide the development of new Parks, Rec, and Open Space and a new Trails Masterplans. They are distilled from the Comprehensive Plan's Guiding Principles in order to give a more tailored guideline for developing Lancaster's open space and recreational infrastructure in accordance with the community's goals and vision. These policies, as discussed and vetted with the City Council, Planning and Zoning Commission, and Comprehensive Plan Advisory Committee, are as follows:

- POLICY 1:** Continue the strong system of parks and recreational facilities for residents of all ages.
- POLICY 2:** Expand the trail system so all residents can use it for travel, exercise, and enjoyment.
- POLICY 3:** Consider additional recreational investments that appeal to seniors and young professionals.
- POLICY 4:** Incorporate natural assets in the open space system.

## **Introduction**

Due to rapid growth in the DFW region, Lancaster is experiencing tremendous development pressure, with residents and businesses drawn to the Lancaster area because of its rural character and convenient access to downtown Dallas. Parks, recreational infrastructure, and open space are an important part of the high quality of life in Lancaster, and must be well planned if this quality of life is to be maintained as the city grows. The current Parks, Recreation, and Open Space Master Plan and Trails Master Plan, summarized in Appendixes 3 and 4 of this document, have served as a guideline for the development of open space and recreational facilities in within Lancaster for the past ten years. Having reached the end of their intended lifespan, these two plans are due for an overhaul to reflect Lancaster's current goals and updated comprehensive plan. The revised master plans should reflect current demographics, new trends in development, and the updated vision for the community expressed in the new Comprehensive Plan. The overall goals outlined in the 2006 Master Plans align well with the Lancaster Comprehensive Plan update. As such, most changes in the news plan would consist primarily of additions and tweaking to the implementation of those goals.

## Updates to Existing Plan Elements

The existing master plans were based on an analysis in 2006 that included demographic projections, facility demand and usage rates, community preferences, and a comprehensive needs assessment based off of those analyses. The new plans should reassess all of those dimensions, as well as complete an inventory to determine which items in the previous master plans have been successfully implemented. Many elements in the Parks plan, such as the senior center and the dog park, have been constructed, while other elements, such as the majority of the recommended trail plan, have not. Some of the items that should be addressed in the Master plans include:

- Reassess the recommended locations for proposed schools and parks. Develop an accompanying phasing strategy that guides the development of new parks and recreational facilities in a way that supports the Comprehensive Plan (i.e. taking into account desired land use changes, density changes, and existing infrastructure).
- Create a plan with a detailed strategy for adding new park acreages to the city to address Lancaster's Park deficits and plan for future growth.
- Amend subdivision ordinances to account for the inclusion of parks, trails, and recreational facilities that support the goals of the Comprehensive Plan as conditions of new development.
- Reassess the recommendations for a proposed gateway feature defining icon along the I-35 Corridor in response to changes made to the Future Land Use Plan (See Chapter 3, Future Land Use and Appendix 2, Figure A2.01), as well as establish other gateways and a gateway hierarchy.
- Include a strong public art strategy or separate Public Art Plan in conjunction with the parks or trails plans to support beautification and community identity.
- Reassess the proposed trail spine system to ensure that routes are in alignment with and support the land use changes recommended in the Land Use Plan. Specific areas that may need tweaking could include routes such as the outer ring trail near Daniieldale Rd, whose path does not currently reach much of the proposed suburban mixed-use center envisioned for the area.
- Stronger linkages between the trails system and the Streetscape Plan to emphasize the development of complete streets and the creation of a multi-modal mobility plan that enhances mobility options and recreational opportunities for residents and visitors.
- Assess Lancaster's status as a biking destination due to its pastoral landscapes, and tweak the implementation plan to support Lancaster as Biking destination in the Metroplex.
- Ensure linkages between the future commuter rail station downtown and the overall trail and mobility plan.
- An updated implementation schedule that is realistic and feasible in response to community resources.

## Marketing and Design

The establishment of a sense of place through design standards is another consideration that should be included in the Master Plan updates. The development of a unified set of design standards including site-furniture, signage, amenities, lighting, etc., can create a strong sense of identity that residents and visitors positively associate with the community.

A focus that is not currently outlined in the master plans that should be considered for inclusion is a specific focus on bicycle networks and related infrastructure. As indicated in community meetings, Lancaster attracts a large number of bicyclers who come to enjoy the rural, pastoral nature of the community, which should be planned for accordingly. In light of that fact, new plans should explore the potential for Lancaster to leverage its infrastructure and natural assets to establish itself as a biking destination within the Metroplex. This could include areas of open space and view-sheds that would need to be preserved, bike facilities in important destinations throughout the community, and strong linkages with complete streets as a component of the streetscape master plan.

Lancaster should also focus on developing a user friendly map showing all completed parks, recreational facilities, open space, and trails throughout the city that is easily available online and regularly updated. This could be linked or combined with a map of transportation infrastructure to enable residents and visitors to easily plan multi-modal trips throughout the community. In conclusion, the city website should provide convenient links to the most updated versions of system wide plans that are coordinated together, (Parks, Recreation, and Open Space Master Plan; Trails Master Plan, Streetscape Master Plan, etc.), to inform the community and build excitement around the plans.

## Funding Prioritization and Partnerships

The Parks, Recreation and Open Space Master Plan and Trails Master Plan present a number of recommendations and opportunities to maintain and enhance Lancaster's high quality of life. The 2006 Master Plans contained a number of funding strategies for implementation, including governmental sources such as bonds, sales taxes, and general fund expenditures; governmental grant sources; and private and quasi-private sources. There were also several potential partners identified that could play important roles in the implementation process as well.

In order for the new Master Plans to be effective, these strategies and potential partners should be updated to reflect current conditions and opportunities. Funding the implementation of these plans should remain a high priority for the city moving forward, as a strong open space and recreation system is a key part of maintaining Lancaster's high quality of life, and will be essential to Lancaster's continued competitiveness to maintain and attract residents and businesses.

## Open Space and Recreation Implementation Strategy

The most important part of Lancaster's Parks, Open Space and Recreation Implementation strategy is an update to the 2006 Parks, Recreation, and Open Space Master Plan and Trails Master Plan to align them with the new Comprehensive Plan. Some of the elements that should be considered in the plan updates include:

- Update demographic projections and community preferences.
- Revise the recommended locations of various neighborhood parks and schools.
- Designate and implement bike and walking trails; communicate these trails with maps, markers, etc.
- Acquire and improve properties needed to complete networks of trails and open space within a short distance of all neighborhoods.
- Develop a gateway park proposal to create a sense of arrival into the city.
- In partnership with property owners, enhance open spaces and activities in and near the Town Square.
- Reevaluate potential funding sources and partnerships to help implement the new master plans.
- Develop a phasing strategy for park expansion and construction.
- Create a more realistic implementation schedule for the new Parks, Recreation and Open Space Master Plan and Trails Masterplan plans so they effectively implement this comprehensive plan.

Additional items that should be considered in conjunction with the updated master plan include:

- Explore the potential for Lancaster as a biking destination.
- Create a more user friendly interactive map of all facilities and trails within the city.
- Develop a set of design standards and branding to be applied to site furniture, signage, amenities and streetscaping throughout the city.
- Seek partnerships with non-profit organizations to identify and preserve a community-wide network of conservation lands
- Include priority lands for acquisition as part of the City's Capital Improvements Program



# 8 | COMMUNITY CHARACTER AND DESIGN

## Community Character and Design Policies

The Community Character and Design policies are intended to guide decisions made regarding the physical design of the built environment in Lancaster. These policies were developed from the Guiding Principles, and are intended to align future development with the goals of the community. Designed to enhance Lancaster's sense of place and make the city a more livable and inviting community, the Community Character and Design policies, as discussed and vetted with the citizen steering committee, are as follows:

- POLICY 1:** Use Community Character to create a destination so people choose Lancaster as a place to live, work, play, and visit.
- POLICY 2:** Insist on quality design in new development.
- POLICY 3:** Use design themes to identify key areas and districts.
- POLICY 4:** Community design should be part of Lancaster's marketing strategy.

## Introduction

Community character and urban design is essential to the creation of a visually appealing, desirable city. Good urban design takes advantage of community attributes such as topography, vegetation, land use, building forms, culture, and historic development to strengthen and enhance the community's identity to distinguish it from other communities around it. Successful urban design requires a firm dedication to placemaking. This means using distinctive character, good spatial organization, and high aesthetic standards to create memorable places that enhance social interaction and improve quality of life.

Good urban design also makes the city more successful by enhancing its imageability. The creation of a legible environment with a hierarchy of distinct places helps to form a city that is more easily navigable by residents and visitors alike, and strengthens the identity of both individual neighborhoods and the city as a whole. This sense of identity bolsters civic pride, can lead to increased investment in the community, and improves the resident's sense of well-being. Sense of place and imageability shape the experiences and perceptions of the city, which is an essential part of building and enhancing the community's image. Urban design can be implemented through a variety of tools including streetscape plans, urban design codes, zoning codes, and other policy and regulatory driven documents which outline strategy for what Lancaster should look like.

The Community Character and Urban Design component of the comprehensive plan is a guideline for the application of Lancaster's Guiding Principles in order to mold the look and feel of the community. Many of the recommendations from Lancaster's 2002 Comprehensive Plan have been adopted, including the 2006 Streetscape Master Plan and the Lancaster Development Code of 2006. The Streetscape Plan of 2006, summarized in this section but also available in its entirety as a separate document, coupled with the place types outlined in Chapter

3 – Land Use, and additional recommendations in this section, are the foundation for the implementation of the Guiding Principles and Policies. The deliberate application of these Community Character and Urban Design principles and practices will guide Lancaster in the creation of places that are more functional and attractive, and the integration of good design into the physical growth and development of the city will strengthen Lancaster's sense of community and guide the city towards a happier, healthier, and more livable future.

## Community Character and Design Opportunities

The previous Lancaster comprehensive plan identified several strategies for improvements to the built environment, many of which have since been implemented. Using the Community Character and Design policies that have been developed from the Guiding Principles, this comprehensive plan seeks to build upon those policies and guidelines that were previously outlined in order to further improve upon the physical quality of Lancaster's built environment. This section includes a summary of the city's Streetscape Master Plan prepared in 2006 by Halff Associates and Caye Cook & Associates, together with the Lancaster City Council, Lancaster Parks and Recreation Advisory Board, Lancaster Planning and Zoning Commission, and various Lancaster city staff. That document, available in its entirety as a separate document, addresses many of the aims of the Guiding Principles and Community Character and Design Policies. The findings in the document, together with other recommendations made here, should serve as a framework for improving Lancaster's imagability and enhancing the community's unique sense of place.

## 2006 Streetscape Masterplan Summary

### Overview

The 2006 streetscape plan was developed in order to present an image of what the city of Lancaster wants to be, and with an understanding that it should preserve and enhance the character and history of Lancaster while providing a safe environment for both pedestrian and vehicular traffic. It was intended to balance all modes of transportation, such as pedestrian, bicycle, and automobile, while enhancing the economic value of adjoining properties and neighborhoods. The Streetscape plan was developed in accordance with several core principles:

- Streetscapes are the most identifiable elements of any city.
- Streetscape planning and design is about place making.
- The aesthetic appeal of streets and their surrounding environments are what make people feel welcome in a city.
- Gateways create a sense of arrival.
- Recurring elements create a sense of connection and continuity.
- If well designed, city streets can give order and structure to a city, district, or neighborhood.
- Good streets make the journey safe, comfortable, pleasing and even enlightening in terms of the experience they offer within a city.
- The best streets have definition.
- The best streets also have identity and interest.

## Existing Conditions

The Streetscape Plan conducted an assessment of existing conditions within Lancaster that uncovered both positive and negative aspects of the current streetscapes in the city.

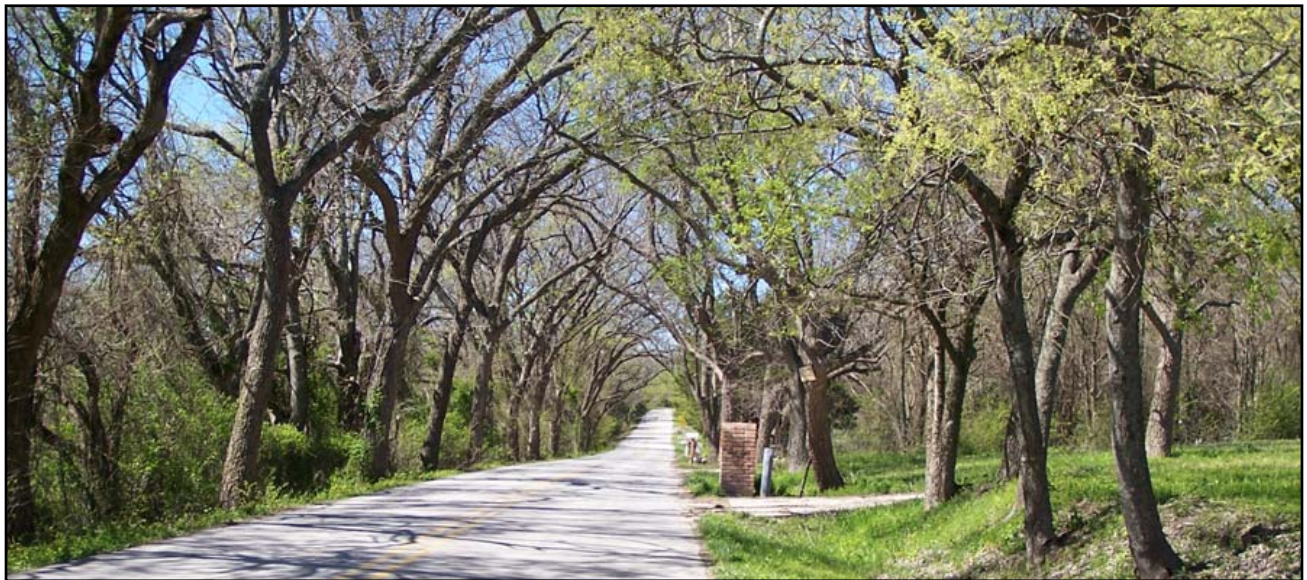
Positive aspects of Lancaster’s existing streetscape include:

- Tree-lined streets and “Tree Tunnels” in south Lancaster.
- Various creeks and waterways.
- Abundant Agricultural land.

Deficiencies in the streetscape included:

- No sense of entry to Lancaster or sense of city identity.
- Poorly defined edges between residential neighborhoods and streets.
- Inconsistent sidewalk size and the lack of sidewalks.
- Visual clutter of overhead power lines, utility poles, signs.
- Minimal trees in parkways and medians.
- Lack of adequate wayfinding signage.

**Figure 8.01 - Lancaster Tree Tunnels**



Source: Lancaster 2006 Streetscape Master Plan

## Goals and Objectives

The goals of the 2006 Streetscape Master Plan describe the city’s vision for its preferred aesthetic and physical street environment. These include a unifying streetscape theme to establish a distinctive city identity that promotes a sense of community, as well as celebrating the community’s history and preserving its small town atmosphere. The objectives governing the Streetscape master plan include:

- Create and reinforce a unified image of Lancaster.
- Design for vehicular and pedestrian safety.
- Create a pedestrian friendly environment.
- Provide wayfinding devices.
- Provide street trees and other vegetation.
- Preserve existing trees and vegetation.
- Provide consistent standards.

- Provide art and interest.

## Design Recommendations

This section of the masterplan generates recommendations that would resolve the deficiencies between the desired streetscape and the existing streetscape in Lancaster. The plan that was developed recommends a series of upgrades to the Lancaster streetscape that will reflect the character and identity of the community, establish continuity of information, promote the city to visitors, and improve the overall street aesthetic. In order to achieve this, the plan outlines a “zoned approach” that consisted of concentric rings radiating outward from downtown. Each zone will establish a character and identity governing the sidewalks, lighting, signage, plantings, and architectural elements around the city. Additionally, the plan discusses existing landmarks and new landmark opportunities, gateways to the city, major intersections and nodes, and improvements to major thoroughfares. Some of the improvements to these elements include:

- Revise Lancaster ordinances to reflect this report.
- Establish a hierarchy of streetscape solutions to include planting materials, landmarks, gateway enhancement, and major nodes in the street system.
- Place overhead utility lines underground.
- Apply consistent use of the city logo on all signage.
- Provide vegetative screening of neighborhood alleys.
- Provide identification of neighborhoods with entryways and signage.
- Screen parking lots with vegetation and establish shade trees along parking lot perimeters.
- Provide consistent plantings of native plant materials in the gateway entrances, parkways, and medians.
- Preserve existing landmarks and existing trees along rural and established thoroughfares.
- Provide pedestrian upgrades in downtown Lancaster and throughout the city.
- Revitalize and redevelop Historic Downtown Lancaster.
- Encourage Lancaster residents to take part in the streetscape improvements.
- Develop a theme to blend architectural styles from downtown to IH 35 and IH 20 through the use of monuments or markers.

## Prioritization of Improvement Items

The recommended improvements to Lancaster’s streetscape were divided into short term (next 5 years), medium term (5-10 years), long term (10 or more years), and ongoing (initiated as development occurs and needs arise) categories. These distinctions were made in order to prioritize projects that would provide the most immediate impact with consideration to cost, or “bang for the buck.” They were also categorized by project type, with the 4 distinctions being; 1) City Wide Thoroughfares, 2) Landmarks, Gateways, and Nodes, 3) Streetscape Elements, and 4) Roads and Thoroughfares. It must be noted, however, that the Streetscape Plan was developed in 2006. Since that time, all suggested short term and midterm improvements should have been programmed. It is suggested that the City revisit the Improvement Items of the short and midterm recommendations and validate what has



been completed and what has not.

### City Wide Thoroughfares

- Short Term
  - Revise Lancaster Thoroughfare Plan ( January 2003) and related illustrations to reflect parkways and sidewalks on both sides of roads and thoroughfares.
  - Protect existing stands of trees during design of thoroughfares. Route roadways to avoid existing trees as depicted in Streetscape Master Plan, Chapter 4.
  - Revise codes and ordinances to reflect the need for parkways and sidewalks on both sides of roads and thoroughfares to be provided by developers.
  - Require developers to place utilities underground on all future thoroughfares and roads. Place utilities underground in areas as they are developed.
- Medium Term
  - Place utilities underground in areas that have already been developed.
- Ongoing
  - All public construction projects should be planned to minimize the loss of vegetation and soils through extensive grading.

### Landmarks

- Short Term
  - Acquire land for the establishment of a landmark at the high point in the southeast corner of IH 35 and Belt Line Road.
- Ongoing
  - Preserve existing windmills, water towers, grain elevator, Tigers Stadium and relocate as needed.
- Medium or Long term
  - Commission artist, architect, or landscape

**Figure 8.02 - Proposed Landmark at IH-35**



Source: Lancaster 2006 Streetscape Master Plan

architect to design a landmark to be installed at the southeast corner of IH 35 and Belt Line Road.

### Gateways

- Short term
  - Major Gateways- IH 35 and pleasant run road - Mark this highly traveled road with a gateway consisting of a 25' tall marker and plantings to indicate that a motorist has arrived in Lancaster.
  - Downtown Gateways - Main Street and Dallas Avenue.
- Medium Term
  - Major Gateway - IH 35 and Beltline Rd.
  - Major Gateway - IH 20 and Houston School Rd.
  - Major Gateway - Cedardale and Dallas Ave.



- Major Gateway - Future Loop 9 and Lancaster Hutchins Rd.
- Medium Term (Continued)
  - Intermediate Gateway - Dallas Avenue and Wintergreen.
  - Intermediate Gateway - IH 35 and Wintergreen.
  - Intermediate Gateway - IH 35 and Main.
  - Intermediate Gateway - IH 35 and Bear Creek.
  - Intermediate Gateway - Future Loop 9 and Houston School Rd.
  - Minor Gateway - IH 35 and Danieldale.
  - Minor Gateway - Lancaster-Hutchins Road at City Limits.
  - Downtown Gateway - Lancaster-Hutchins Road and Pleasant Run Rd.
  - Downtown Gateway - Dallas Avenue and Pleasant Run Rd.
  - Downtown Gateway - Main Street and Beltline (East Intersection).
  - Downtown Gateway - Main Street and Lancaster-Hutchins Rd.
  - Downtown Gateway - Dallas Avenue and Belt Line Rd.
  - Downtown Gateway - State Street and Belt Line Rd.

### Nodes

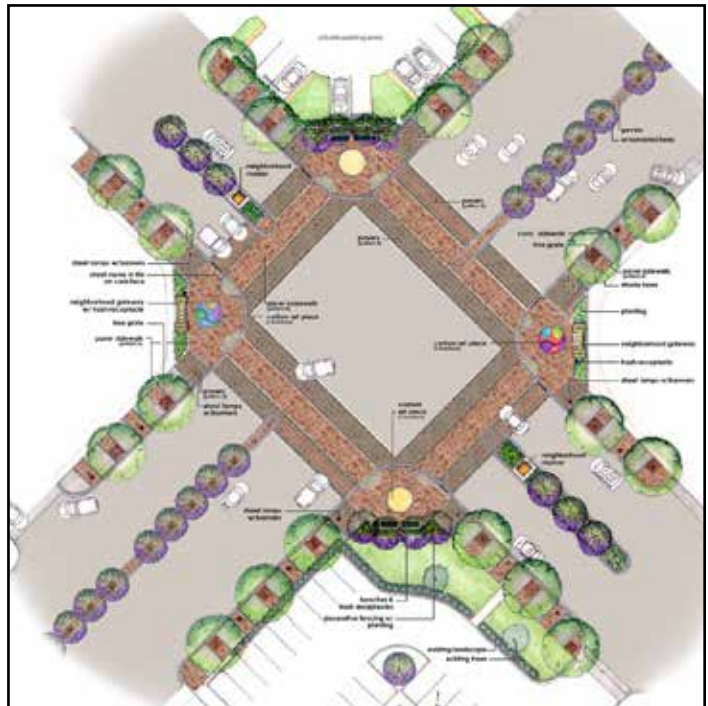
- Short Term
  - Main Street and Beltline (West Intersection).
  - Belt Line and Houston School Rd.
  - Pleasant Run Rd and Houston School Rd.
  - Telephone Road and Dallas Avenue.
- Medium Term
  - Main Street and Houston School Rd.
  - Main Street and Bluegrove.
  - Belt Line and Bluegrove.
  - Pleasant Run Road and Bluegrove.
  - Wintergreen and Houston School Rd.

**Figure 8.03 - Proposed Gateway at IH-35 & Pleasant Run Rd**



Source: Lancaster 2006 Streetscape Master Plan

**Figure 8.04 - Typical Node for New Development**



Source: Lancaster 2006 Streetscape Master Plan

- Dallas Avenue and Lancaster-Hutchins Rd.
- **Streetscape Elements**
- Short Term
  - Develop a program to protect mature trees in areas subject to high use and sheet erosion.
  - Revise Ordinances to require preservation of existing trees along all thoroughfares and to require planting of trees in parkways and medians.
  - Develop and implement a focused tree planting program of parkways and medians as recommended.
  - Use volunteer groups to plant saplings along thoroughfares and in medians.
  - Explore and develop a street tree organic maintenance program as an alternative and/or supplement to conventional chemical applications.
  - Enforce ordinances which require screening of all parking and the planting of trees in parking lots.
  - Revise existing ordinances to encourage fewer curb cuts into parking lots and shared entryways.
  - Older neighborhoods are encouraged to form associations for upkeep of common areas, entrances, plantings and fencing.
- Ongoing
  - Incorporate lighting, signage, and street furnishings at the time of development or improvement of the thoroughfares, gateways, and nodes.
  - As new neighborhoods are developed, entry signage, plantings, and fencing are required by developers.

## **Roads and Thoroughfares**

- Short term
  - Rewrite ordinances to put stricter guidelines on the signs used along IH 20 and IH 35 and to provide sidewalks.
  - Roads Type A, B, and C – Major Thoroughfares - Plant street trees in the parkways and medians.
  - Roads Type A, B, and C – Major Thoroughfares - Provide sidewalks, lighting and other furnishings where needed.
  - Neighborhood Streets – Developers required and residents encouraged to plant trees in parkways and within 30' of curb.
  - Downtown Lancaster Town Square – Pedestrian improvements – sidewalks, street trees, crosswalks, site furnishings such as benches, lighting, trash receptacles.
  - Downtown Lancaster Town Square – Explore and develop a policy to include art in public places.
- Ongoing
  - Coordinate improvements on IH 20 and IH 35 with TxDot improvements.
  - Rural thoroughfares and Main Street – Protect all trees and vegetation in ROW, especially along Main Street and Blue Grove.
  - Mills Branch Overlay District – Follow all requirements set forth by the ordinances for this Smart Growth community.
- Medium Term
  - Roads Type D – Collectors – Plant street trees in parkways with sidewalks and lighting.

## Community Identity and Branding Challenges

Urban sprawl and rapid development have led to a high degree of similarity in towns and cities across the United States. This is especially true in smaller suburbs in large urban areas, which are often the focus of intense growth and are built up by outside developers, who use the same forms and development patterns over and over. This trend frequently leads to development that can render a town nearly indistinguishable from other towns halfway across the country, let alone unique from other towns within the same metro.

In order to differentiate themselves, smaller cities must work to develop identities that set them apart from their neighbors to establish themselves as unique places. Lancaster, experiencing high growth rates as a result of its location in the Metroplex, is no exception to this rule. In order to set itself apart, Lancaster must capitalize on its unique assets, including the downtown historic district, various other districts identified within the comprehensive plan (see Appendix 2), and other elements such as topography, architecture, and vegetation to create a unique place that is legible, and recognizable as a place that is separate from other cities in the region. One way to accomplish this would be through a branding study to help identify how Lancaster is perceived in the region, as well as to use good urban design elements to create a theme and image that aligns more closely with the image Lancaster wishes to project. The city should use the results of the branding study to educate realtors, lenders, residents, and business owners about Lancaster's character, strengths, and amenities. Additionally, the city could adopt a symbol or slogan that could become an identifying feature, which could be used both to enhance the both the physical image of the city, and to strengthen the city's brand

## Image and Placemaking

One of the ways in which a community differentiates itself is through placemaking, which is about creating memorable places that engage people. These places often use aspects of the surrounding environment to create unique places that focus on people, using human-scaled architecture, various amenities, high quality aesthetics, and a mix of uses to create an active pedestrian environment that encourages social interaction. Placemaking techniques can lead to higher property values and encourage reinvestment. Some of the best ways to enhance the property values through placemaking involve planning for the provision and integration of open space, expressing natural features such as topography and vegetation, and planting trees to soften the built environment.

Placemaking requires a commitment to the creation of great streets. Great streets are designed to accommodate multiple users, such as pedestrians, cyclists, and automobiles, and are defined by buildings and streetscaping.

- Design streets to move local traffic at speeds of 25 mph, which allows multiple users to share the street. Drivers are able to watch for pedestrians and see signs and signals, cyclists can blend with vehicular traffic, and pedestrians feel safe on sidewalks and crossing roads
- Prevent streets from being dominated by parking lots. Maximize parking on adjacent non-arterial streets to provide visitor, resident, and customers access
- Locate additional parking and loading bays to secondary streets, alleyways, and the center of large blocks that are lined with buildings or landscaping

Another important component of placemaking is the development of places that people are attracted to; places that encourage pedestrian activity and encourage social interaction. Some of the features that great places often contain include:

- Buildings that are well sited, built for pedestrian access, and provide a feeling of enclosure for adjoining public spaces.
- A combination of building types and flexible site layouts, with retail and mixed use focused into compact, pedestrian oriented centers, helping to encourage the re-use, reinvestment, and re-purposing of buildings.
- A broad range of neighborhood and housing choices to satisfy a range of needs and markets, including lofts with retail/flex space, urban living units, live/work units, townhomes, single-family detached residences, and estate homes.
- Integration of a variety of uses within a development to create engaging places; a mix of retail, personal service, residential, and office uses helps to activate a place by generating activity during various times of day and weekend.
- Links between mixed-use / retail centers and their surroundings and other district. These places should have human scaled architecture, walkable streets, public gathering spaces and amenities, and clear edges.
- Flex spaces that can accommodate either retail or restaurant uses constructed at ground level along pedestrian corridors. These spaces must incorporate windows and entrances that open directly to the sidewalk and create an engaging walkable environment, allowing people to meet, visit, and exchange ideas.
  - Flex Space at grade can be defined as: Building space with a minimum 14' clear ceiling height and a façade with the structural capability to accommodate changes to window glazing and the number of entries.
- Compact centers, which should include pockets of green space to provide a focus for the center and surrounding neighborhood, ADA-complaint trails and links to the surrounding neighborhoods, and various cultural and recreational activities

It is also important for the city to be committed to creating a positive community image. Some of the essential factors that define a community's image include:

- The design and framing of streets (including streetscaping)
- The location and design of public and private open space
- The design of civic buildings
- The interaction of buildings with the street and their surroundings
- The ability to regulate building form in key situations

## Placemaking Examples

The following images provide examples of potential development in the community. These images were selected by the consulting team as examples of what may be preferred and not preferred in the city. While both the preferred examples on the right and not-preferred examples on the left might meet the city's minimum zoning and engineering standards, the preferred examples show desirable places that project a positive image to the community. Meanwhile, the non-preferred examples illustrate streets and places that have not implemented place-making principles, and thus fall short, either functionally or aesthetically, of creating the kinds of places Lancaster desires.



## Commercial Streets

Site layout and design can have a large impact on the creation of long-term value and is important in supporting community design

### Preferred



- Wide sidewalk allows for various users
- Windows and doors provide detail and interest and help encourage active ground floor uses
- Shading for pedestrians provided by tighter spacing of trees

### Not Preferred



- Few windows and entrances interacting with the street reduces pedestrian activity and safety
- A lack of shade, due to inappropriate tree spacing and selection, also deters pedestrians



- Outdoor dining creates an active and inviting public realm
- Street trees provide shaded sidewalks
- Sufficient sidewalk width for pedestrians to navigate



- Narrow sidewalks make walking difficult for pedestrians, especially movement-impaired individuals, and discourages socialization



## Residential Streets

Site layout and design can have a large impact on the creation of long-term value and is important in supporting community design

### Preferred

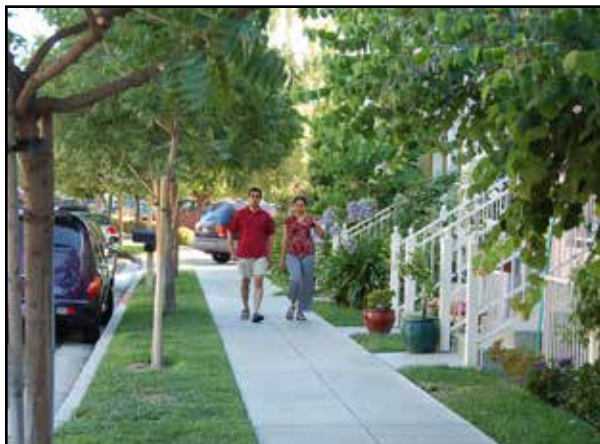


- Street trees and on-street parking tend to slow traffic naturally, providing shade for pedestrians and a physical barrier to active traffic.

### Not Preferred



- Barren, treeless streets discourage pedestrians and social interaction
- Large amounts of street and driveway paving absorb and radiate heat during the summer months when there are no trees to provide shade
- Front-loaded garages on narrow lots present an unattractive face and severely restrict visitor parking.



- Clear demarcation of the building entrance to landscaped street encourage pedestrian and social interaction



- Fencing homes and neighborhoods from local streets reduces pedestrian safety, encourages speeding traffic and is not pedestrian-friendly.

## Building Form

Building form determines how the structure will interact with the environment. This form also dictates the potential uses and reuses that are possible on the site

### Preferred



- These buildings can be easily repurposed rather than replaced, reducing the length of time a building is likely to remain vacant before being and replaced with something new
- A mixture of scales and uses are more visually stimulating and have greater appeal to attract pedestrians



- Buildings scaled to the pedestrian interact more with the environment and allow for a greater variety of uses and activities

### Not Preferred



- Lost opportunity for a landmark building
- Buildings with large expanses of blank wall do not interact with the surrounding environment, are devoid of activity, and inappropriate in a pedestrian oriented district



- Large blank buildings are less flexible for redevelopment and adaptive reuse

## Site layout

Site layout and design is critical in shaping community image and plays a large role in the creation of long term value

### Preferred



- Buildings that are pulled up to the street front create a continuous urban fabric that encourages pedestrian activity

### Not Preferred



- Large building setbacks and parking in front of the buildings reduce the vibrancy of both the corridor and the city as a whole
- Large open parking areas act as barriers to pedestrian activity



- Retail that includes shaded walkways and places to sit and socialize tends to be more successful at attracting shoppers and reinvestment over time.



- Huge parking lots located in front of the building detract from the image of the properties and break up the continuity of the urban fabric



## Townhomes

Building form determines how the structure will interact with the environment. This form also dictates the potential uses and reuses that are possible on the site

### Preferred



- Town homes with trees, front doors, and windows relate to the sidewalk, enhance safety with “eyes on the street,” and encourage social interaction
- Shaded sidewalks, uninterrupted by front entry vehicle access, creates a pleasant and inviting pedestrian environment

### Not Preferred



- Visitor parking is almost nonexistent in townhouse neighborhoods with front-entry garages because of numerous driveway openings.



- Townhomes should have architecturally appealing end-caps that create an interesting façade to the street and an inviting presence to the sidewalk



- The Townhomes above present an uninviting public face that is dominated by garage doors.
- The excessive paving for driveways and a significant heat sink during the summer months, artificially increasing the temperature of the surrounding property.

## Public/Private Open Space

Site layout and design is critical in shaping community image and plays a large role in the creation of long term value

### Preferred



- Homes that face quality open space with a premium of up to 23% in value.
- The integration of open space into both residential and commercial development provides focus and helps create a sense of community and a place where people can meet and engage with other users

### Not Preferred



- This open space is aesthetically unappealing and greatly under utilized, resulting in little premium value for adjacent homes.



- Shade and visibility are important components of successful open space.
- Interjecting open space into an urban neighborhood creates a sense of identity and address.



- Urban open space is often left over rather than planned and is not located to provide benefit to the ground floor businesses that surround it, like restaurants, bakeries and coffee shops



## Community Character & Design Implementation Strategy

The implementation strategies below are an important complement to the streetscape study and design guidelines the city has already enacted, and are a critical component of the city's approach to achieving its goals of improved placemaking, imageability, and quality of life. Greater details on strategies, priorities, and strategies are available in the complete 2006 Streetscape Study, while place type information can be found in Chapter 3 – Land Use.

- Conduct a branding study for Lancaster and implement its results using PR and Marketing.
- Create notable gateways into Lancaster at I-35 and at Pleasant Run.
- Establish design guidelines or regulations for development of adaptive reuse along I-35.
- Consider a design competition to design public art for gateways and landmarks.
- Establish design guidelines or regulations for development in Community Research Center, Logistics/Distribution, and Aviation place types.
- Develop distinctive landmark(s) to showcase UNT-D and CVC along I-20.
- Use public investments to strengthen the image and appeal of the town center.
- Provide information and education that makes realtors and lenders aware of Lancaster's character, strengths, and amenities.
- Adopt design incentives for key districts identified in the Comprehensive Plan.
- Establish design standards or guidelines for public infrastructure and private development so development is consistent within areas planned for rural living
- Update the Streetscape Master Plan of 2006.

# 9 | *HISTORIC PRESERVATION*

## **Historic Preservation Policies**

- POLICY 1:** Celebrate Lancaster's history by retaining and explaining its historic assets.
- POLICY 2:** Use historic assets as the basis for special districts, gateways, and focal points.
- POLICY 3:** Make downtown historic 'on the outside' but cutting edge 'on the inside.'

## **Introduction**

The earliest settlement in the area that is today's city of Lancaster was authorized by the Republic of Texas in 1841. The original survey of the town of Lancaster was completed in 1852. This history makes Lancaster one of the oldest communities in the North Texas region, and creates a rich heritage of business and residential building styles not found in other, younger communities.

Lancaster's history is also one of resilience. Three early settlements – Hardscrabble, Pleasant Run and then Lancaster – were created during the early decades of Lancaster's growth. Each settlement grew but was then surpassed by the next. Today's Lancaster includes all three areas of early settlement. Major fires devastated the town square in 1877, 1889 and 1918. Each time, the square was rebuilt. The square suffered the fate of many American downtowns in the post-World War II era, when retail development along new highways diminished the role of traditional downtowns. Urban renewal investments in the 1970's returned the community's attention to its historic center. In 1994, a tornado destroyed homes in Lancaster neighborhoods and buildings on the town square. Once again, the community rebuilt and reinvested in its center. Lancaster's response to these challenges shows the determination and resilience of its residents and business owners. It emphasizes the value of the Town Square and nearby neighborhoods to the character of this unique community.

Today's residents and civic leaders desire the Town Square and surrounding areas to remain the heart of the Lancaster community. In workshops and individual comments during this Comprehensive Plan process, people expressed the desire for new activities and uses that benefit from and enhance the Town Square's role as the center of Lancaster. The Historic Preservation Principles listed above, the plan's preferred development pattern and the recommended implementation measures all support this idea – that Lancaster's cherished historic core will be its 21st century focal point as well.

## Historic Preservation Topics

Four topics provide this plan's direction related to historic preservation. The first topic, Historic Assets, summarizes the current status of Lancaster's historic buildings and areas and the processes intended to preserve their character. The second topic, Building on Historic Assets, explains the role these assets should play in Lancaster's continued growth and development. The third topic, New Investment, explores the opportunities for new investment that will strengthen the center of Lancaster while retaining or even enhancing its character. The final topic, Education and Celebration, recognizes that preservation of structures and development regulations alone cannot achieve a vibrant connection between past, current and future Lancaster residents.

### Historic Assets

Several historic resource surveys have been conducted in recent years that have identified potential historic resources in Lancaster. In 1998, Dallas County conducted a Historic Resource Survey that identified a number of historic assets within Lancaster. That survey built upon a previous survey conducted by the University of Texas at Arlington that reviewed the architectural and historic significance of many structures within the community. Most recently, Quimby McCoy prepared an updated Inventory of Historic Structures in 2009 that expanded upon both the Dallas County and University of Texas at Arlington Surveys. All of these surveys and resources are available at the City of Lancaster.

### Locations

There are seven locations within Lancaster with national, state or city historic designations. These locations are listed in Table 9.01 and shown on Exhibit 9.02. Four assets are recognized on the National Register of Historic Places (NRHP). Three assets are Designated Texas Historic Landmarks (DTHL). Four assets are Historic Landmarks designated by the City of Lancaster (LHL). Each of these assets provide a connection to the early settlement of Lancaster.

	Historic Asset	Address	NRHP	DTHL	LHL
1	Crouch/Wood/Graham Home	616 E. Belt Line Rd.			X
2	Ellis/Hash Home	1000 W. Main St.			X
3	Randlett House	401 S. Centre St.	X		
4	Rawlins, Capt. R. A., House/ Homestead	850 S. Dallas Ave.	X	X	X
5	Strain Farm--Strain, W.A.	400 Lancaster-Hutchins Rd.	X		
6	Strain, W. A., House	400 E. Pecan St.	X	X	X
7	Winniford House	1921 Nokomis Rd.		X	

**Table 9.01 Historic Designations in Lancaster**

The importance of these sites is recognized by their historic designation. In addition to these sites, state and federal databases identify additional locations in Lancaster with historic implications. The Texas Historical Commission's Texas Historic Sites Atlas locates the Durrett cemetery within Lancaster. Also, sixteen Texas Historical Markers identify places where important buildings stand or stood, and where notable events took place. Three of these markers are at the sites with Texas Historic Landmark designation

## Districts

One area within the City of Lancaster is listed on the National Register of Historic Districts. This is the 163-acre Strain Farm, also shown on Exhibit 2. According to this determination, it “is significant due to the engineered qualities of its agricultural landscape, particularly the system of soil conservation terraces, as well as the pre-1950 buildings, structures and sites which embody agricultural uses, events and activities which occurred during the period of significance and continue today.”

The City of Lancaster has an Historic Preservation Overlay District (HPO), with four defined sub-areas. An Historic District is “an area of the city designated by ordinance of the City Council which possesses within definable geographic boundaries a significant concentration, linkage or continuity of sites, buildings or structures united historically or aesthetically by plan or physical development”.<sup>1</sup> These areas are shown in Exhibit 3. Subarea A includes the Town Square; subareas B, C, D and E include areas of historic residential neighborhoods.

The City of Lancaster also designated a Downtown District for the purposes of establishing design guidelines so new development is compatible with the existing character of this central part of the community. This district also is divided into four smaller areas. The Downtown District and its sub-districts are shown on Exhibit 4. One of these, the Town Square District, includes the Town Square and property to its west. The Hall’s Branch, Downtown and most of the East Strand Sub-Districts are included in the HPO’s subarea B and part of subarea E. A part of the East Strand Sub-District is north of the HPO and the Keller Branch Sub-District is entirely to the east of the HPO area.

## Current Processes and Procedures

The Lancaster Historic Landmark Preservation Committee (HLPC) is the key organization responsible for historic preservation in Lancaster. This committee advises the Planning and Zoning Commission on issues related to designated historic landmarks and districts, and is also responsible for activities such as conducting an inventory of significant properties, increasing public awareness, and preparing design guidelines.

The City of Lancaster has established a process for designation of historic landmarks and historic districts. These processes are detailed in the Lancaster Development Code. Designation requires consideration by the HLPC and approval by City Council. Once a landmark is designated, “alteration, construction, reconstruction, restoration, rehabilitation, removal or demolition”<sup>2</sup> is not allowed unless a Certificate of Appropriateness (CA) has been approved. A Certificate of Appropriateness is generally required for changes that alter the exterior architectural appearance of structures in a designated historic district. Certificates of Appropriateness are governed by the Lancaster Development Code and are recommended by the Lancaster Historic Landmark Preservation Committee and approved by the Lancaster Planning and Zoning Commission.

Design guidelines are intended to provide direction to property owners who are considering changes to their structures. The Lancaster Development Code provides a set of Core Principles that apply to the HPO area, as well as General Design Guidelines for use in considering CA applications and a set of Historic Town Square Design Standards that are to be used as guidelines for CA’s within the Historic Town Square District. A more detailed set of design guidelines for “Historic Residential Landmarks and Properties within the Historic District of Lancaster, Texas” was developed in 2009. A final draft was completed in February 2010 but was never adopted by the City. Similarly, a draft of “Design Guidelines for the City of Lancaster Downtown District” was prepared but was apparently not completed or adopted by the City.

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1 Lancaster Development Code, section 14.212.

2 Lancaster Development Code, Section 14.506.

Exhibit 9.02 Historic Markers, Assets, and Cemeteries

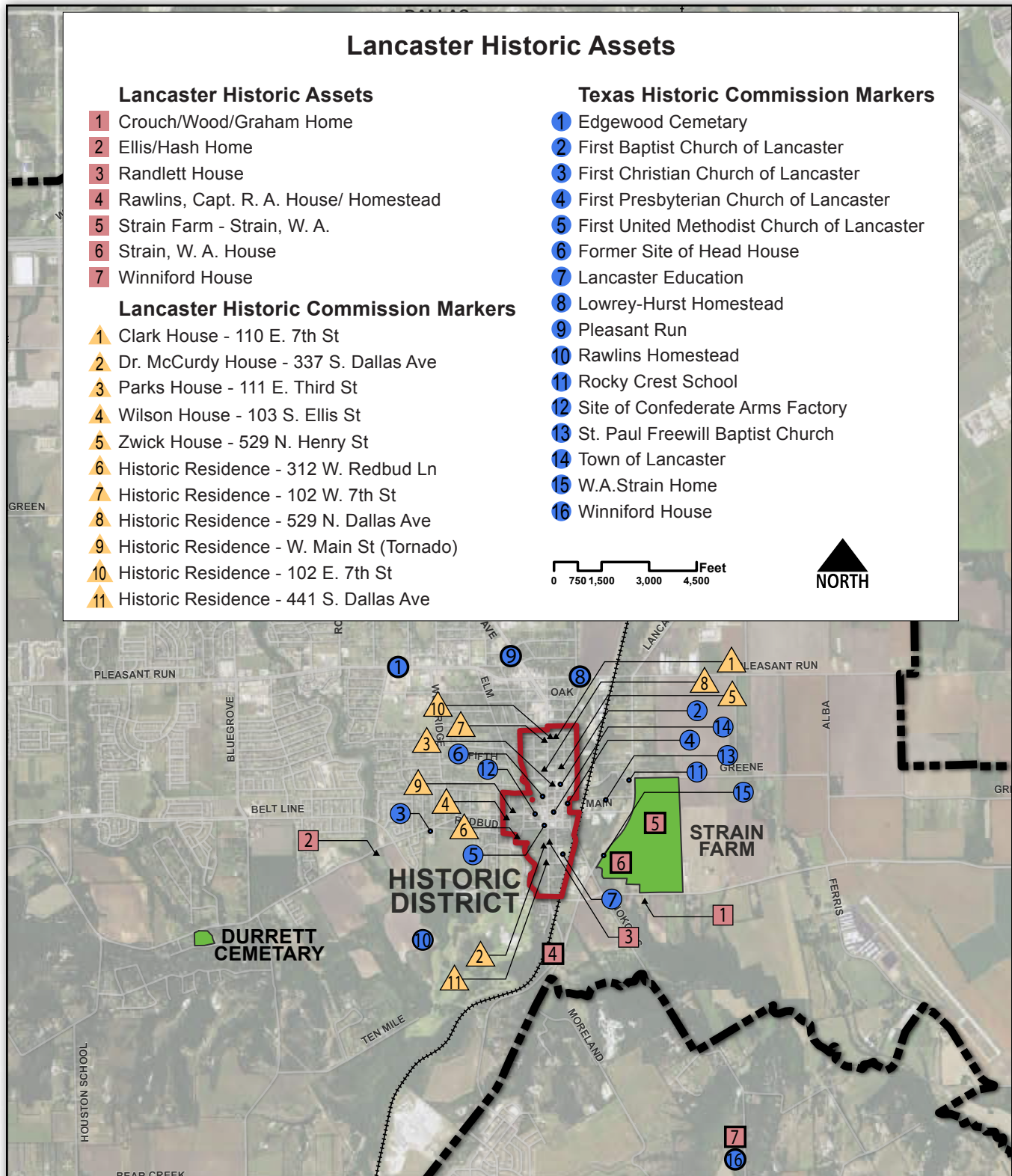




Exhibit 9.03 Existing Historic Preservation Overlay District

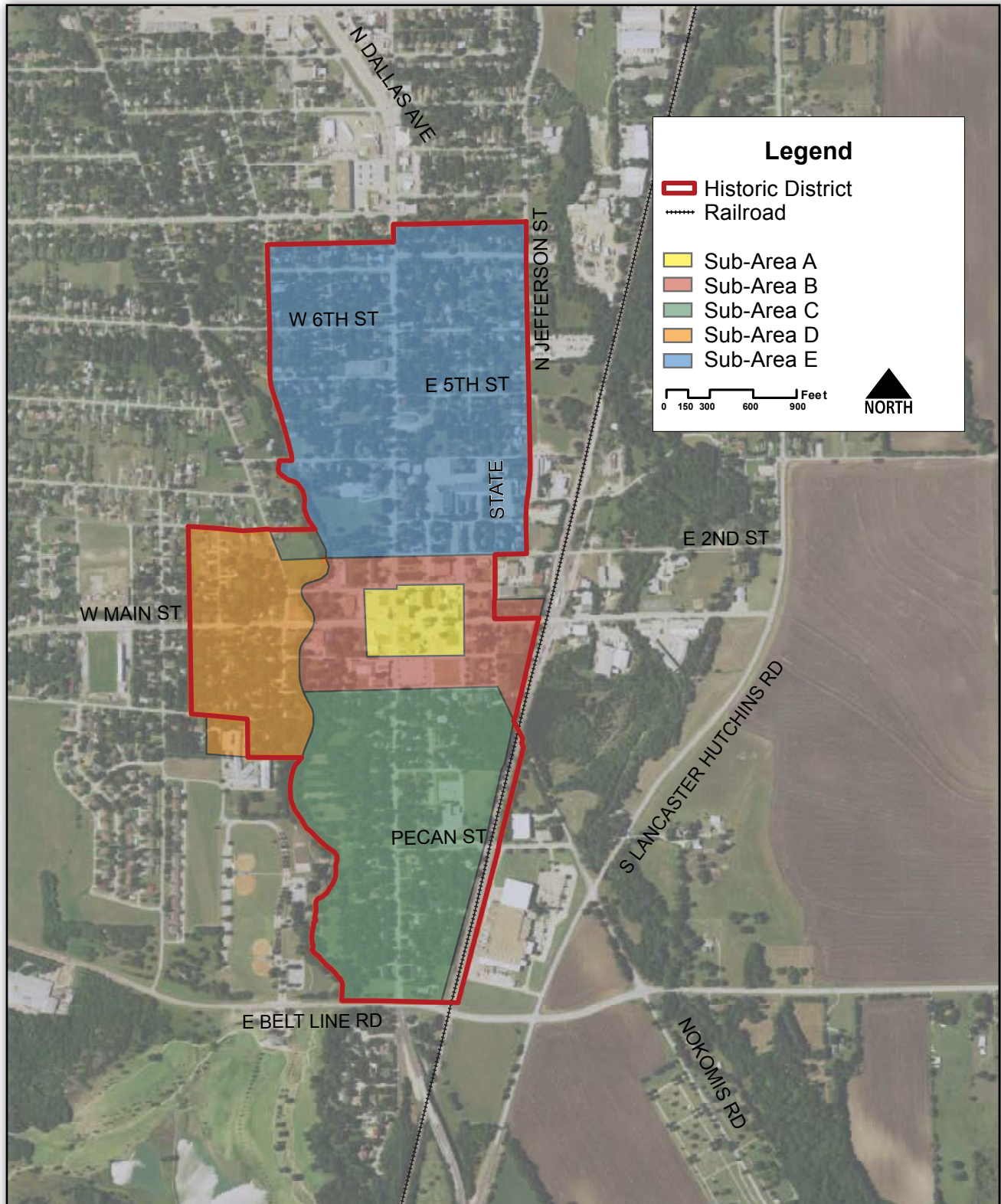
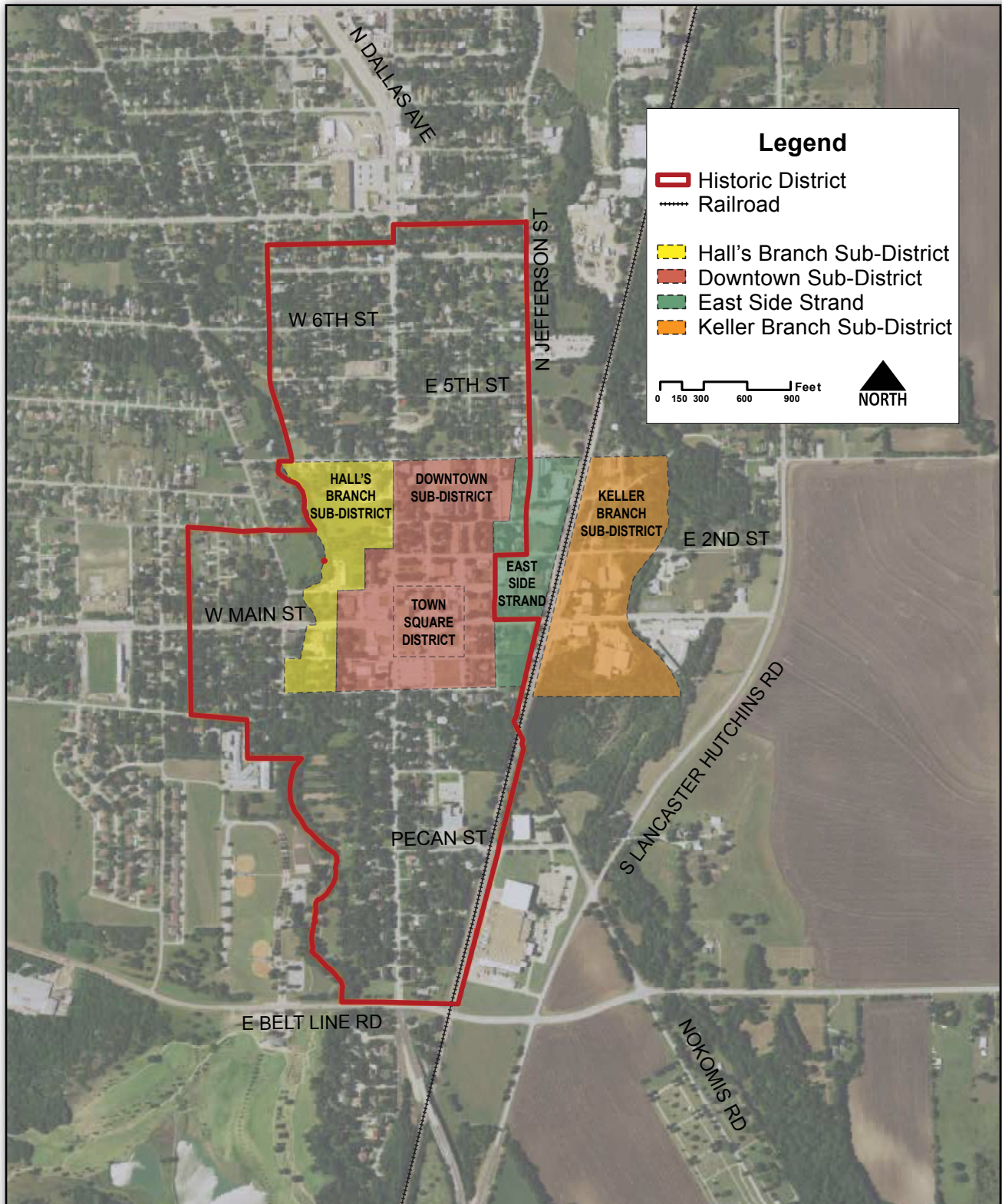




Exhibit 9.04 Existing Downtown District



## Building on Historic Assets

The Future Land Use Plan found in Chapter 3 of this document was developed through extensive public involvement and discussion with key Lancaster stakeholders. One of its most important concepts is that it continues the Town Square and Historic District as the heart of the Lancaster community. The Place Types in the Land Use Plan continue the important role for Lancaster's historic assets as this community continues to grow and change.

### Special Districts and Areas

The Future Land Use Plan addresses the HPO and Downtown District areas in the following ways:

#### Town Square

Sub-Area A of the HPO includes the Town Square Sub-District of the Downtown District as well as the properties west to approximately Texas Street. The Town Center Place Type describes the future development pattern and character that is appropriate here. The intent of this place type is to encourage:

- Locally serving areas of economic, entertainment and community activity
- Employment center and shopping destination
- Civic component for gathering
- Active living and walkable

The primary land uses appropriate in this area include a range of residential uses: single family detached, duets, townhouses, urban residential, and senior housing. Non-residential uses are also appropriate here including restaurants, retail, professional office, live/work/shop units. Civic and institutional uses, parks and community buildings are secondary land uses in the sense that they occupy less land area. They are critical, however, to the character of the area and its important role as the center of the Lancaster community.

#### Other Parts of the Downtown District

The Downtown Sub-District (parts of Subareas B and E of the HPO) is also designated with the Town Center Place Type. In this area, civic uses are less likely to occur. But the other uses described above are appropriate.

The Future Land Use Plan applies the Mixed Use Place Type to the Halls' Branch and East Side Strand Sub-Districts (parts of Subareas B and E of the HPO, as well as the area to the north of Subarea B). This Place Type includes a mix of housing types and residential densities. It also includes non-residential uses so residents can walk to work, shopping and other destinations.

The Keller Branch Sub-District is designated for Urban Residential uses in the Future Land Use Plan. While these areas are still intended to be walkable and offer a range of residential choices, they are not expected to have the non-residential mix contained in the Town Center and Mixed Use Place Types.

#### Other Parts of the Historic Preservation Overlay Area

Other areas within the HPO (Subareas C, D and the remainder of E) are largely developed today with residential neighborhoods. The Future Land Use Plan retains this character for these areas.

## Gateways and Focal Points

### Gateways

As these historic areas see new development and reinvestment, gateways could be designed to indicate that the visitor is entering an area with a unique history and character. Such gateways could be considered at locations such as:

- North Dallas Avenue and Fourth Street;
- North Jefferson Street and Fourth Street;
- South Dallas Avenue and East Redbud Lane;
- South State Street and East Redbud Lane;
- Main Street at its crossing of Hall's Branch; and
- Main Street at its crossing of Keller's Branch

### Town Square Focal Point

The Town Square should remain the central focal point of this community. For this reason, its historic character must be preserved. At the same time, Town Square will not play such a central community role if its only appeal is its past. The destinations in the Town Square must attract people as part of their daily activities and for special events and occasions. To achieve this central role in Lancaster's future, the City and area property owners must invest in the area. New public facilities, particularly City buildings, should locate here so they bring residents and employees to Town Square on a daily basis. Private investment is also essential, both to maintain the existing historic buildings and to build new buildings for homes and businesses. New businesses, particularly small businesses, entrepreneurs and creative companies that value a lively, walkable locations should be a focus of economic development efforts for the Town Square. Incentives to support these investments are an important part of implementing this Comprehensive Plan.

Lastly, exciting events and activities will bring Lancaster residents and visitors back to the Town Square again and again. Programming of festivals and events must be a coordinated effort of the Town Square property owners and businesses, the City, the Chamber of Commerce and other interested stakeholders.

### Other Historic Focal Points

Lancaster's designated historic landmarks are not within Town Square itself, but are in or near the areas of the HPO and Downtown District. The seven historic landmarks shown on Exhibit 2 are all historic homes or farmsteads, and are located south of Town Square. Many of them are still surrounded by agricultural uses or natural open space. This is an unusual feature in this rapidly-growing metropolitan region. These homes and farmsteads could create focal points in Lancaster that convey the experience of life in this region when it was still a predominantly agricultural area. Depending on property owner interests, these landmarks could become part of an historic homes tour, locations for special events or for destinations cultural, natural or agricultural tourism.

## New Investment

### Historic Sites and Structures

Like all structures, historic buildings require continuing investment by their owners. The additional challenge for historic buildings is that some necessary investment – such as replacing building siding or windows – must be done in a design and with materials that are appropriate to the building's historic character. The City of Lancaster uses its Certificate of Appropriateness process to ensure that these investments are indeed compatible with the historic building's character.

### Compatible New Buildings

New construction is desirable in these historic areas of Lancaster because it will allow more people to live, work and spend time in these special areas. The design of these new projects is extremely important. They must create vibrant, walkable places that are compatible with the existing historic character.

### Design Standards

The design standards applied during the CA review vary depending on the Subarea or Sub-District in which the property is located. Currently, there are standards in the Lancaster Development Code, the “Historic Residential Landmarks and Properties within the Historic District of Lancaster, Texas” and the “Design Guidelines for the City of Lancaster Downtown District”. Each of these sets of standards are at a different level of detail and use a different set of geographic designations; it is unclear whether the latter two documents were ever formally adopted by the City.

A coordinated set of standards, linked to this plan’s Place Types for future development, could both clarify and simplify the decisions related to new investment. If property owners have a clear idea of the requirements, it is easier for them to decide whether or not the improvements make economic sense. It makes the review process more predictable as well, since the owners, the HLPC, Planning and Zoning Commission and City Council will all have a more consistent understanding of what design is appropriate. This predictability should also streamline the review process, a benefit both to the property owner and to the community.

Design standards or guidelines should address the characteristics that make a renovation or new construction compatible with the area’s history. They should also support the creation of more people-oriented places. Topics for inclusion in these updated standards should include:

- Building scale and massing (height, lot coverage, etc.)
- Windows, doors, porches, canopies and similar features
- Architectural standards and materials
- Public realm
- Multi-modal street typology and streetscape
- Parking
- Signage
- Lighting
- Screening and buffering
- Parks and open spaces
- Review process
- Enforcement approach

### Incentives

Economic incentives can play an important role in the new investment desired for these historic sites, buildings and areas. Property tax abatements, economic development incentives, grants or loans for historic projects and other similar tools can help to achieve the public and private objectives of a thriving historic area at the heart of Lancaster.

### Partnership Investments

The principle that these areas and buildings should be “historic on the outside and cutting edge on the inside” creates a unique opportunity for partnership between the public and private sectors. Bringing high speed internet, WiFi, adequate electrical service and similar technologies into an older area is far more difficult than building them into a new development in an area that was previously open land. Water and sewer systems in these areas may need expansion or renovation to accommodate the demands of new, more intense mixed use areas or urban residential neighborhoods.



Cutting edge features could also involve on-site solar generation of energy for local use, or the collection and reuse of storm water to conserve water and reduce costs to residents and businesses. Such investments strengthen Lancaster's resilience in a future of limited natural resources and recall the community's resilience and ability to rebuild and restore itself after challenges earlier in its history.

All of these investments could benefit the City's facilities and parks in the Town Square and historic district areas. They also help attract residents and businesses to Lancaster. The City, the Chamber and the property owners within these districts should work together to investigate these ideas and should form an on-going partnership to implement the ones that show promise.

## Education and Celebration

### Information

Many Lancaster residents and visitors are not aware of Lancaster's history or its important historic sites. Information about these assets should be communicated so there is greater awareness and support for these central parts of the community. Along with the traditional approaches of using historic markers and written brochures, these Lancaster sites could be featured on mobile apps and included in interactive programs and activities for children in the local schools.

### Celebrations and Events

Lancaster residents who participated in this comprehensive planning process had many creative ideas for events and activities in the historic center of the community. Certainly, the City's current holiday events should continue to be focused on Town Square. Additional ideas that could be pursued include:

- Theater and performance spaces
- Community green spaces or gardens
- Farmers' markets
- Festivals
- Historic homes tours
- Events that appeal to all generations
- Health fairs, runs and other events that support healthy lifestyles
- Small business incubator or co-office space
- Public transportation hub (shuttle, bus, or rail)
- Bike-share or Zip-car stations
- Places for life-long learning, possibly connected to the campuses of Cedar Valley College and UNT-Dallas

Many of these ideas also involve partnerships between

the City, property owners and other stakeholders. Investments to create these – and to operate them successfully over time – will mean that the Historic District of Lancaster is not just a place to visit once but is rather a place to enjoy all year long.

## Historic Preservation Implementation Strategy

The implementation strategies described below are intended to help Lancaster accomplish the goals of the comprehensive plan. By implementing these strategies to celebrate the community's historic assets and use them as the basis for special districts and gateways, Lancaster can leverage its history to build an even stronger future. More details on these strategies can be found in the implementation chapter and Appendix 1 of this document

- Adopt the Historic Area Guidelines as regulations.
- Develop incentives for the restoration and rehabilitation of historic structures in Lancaster.
- Create a downtown business owners association, BID, or other similar organization to take responsibility for organizing events and activities on the Town Square, marketing, and other enhancements.
- In partnership with property owners and key stakeholders, enhance open spaces and activities in and near the Town Square.
- Create special outreach and incentives to encourage the development of vacant lots where previous structures were destroyed by tornadoes.
- Develop and implement education and marketing measures to increase awareness among residents of Lancaster's historic, cultural, and natural assets.
- Expand marketing of Lancaster's historic, cultural, and natural assets
- Evaluate the various policies and procedures governing the existing Historic Preservation Overlay (HPO) sub-areas and the Downtown District and sub-district design guidelines. Consider making changes to these policies, regulations, and guidelines to consolidate them and bring them in line with the Comprehensive Plan's place types, so the process for reinvestment in these areas is clearer and more streamlined.
- Establish a partnership between the city, the chamber, the downtown business owner's association, and other stakeholders to implement technology upgrades and investment in the Town Center area.
- Use a 'Common Sense' approach to implementation by providing information and assistance to the property and business owners in the historic district.
- Update previous inventories conducted related to historic assets.

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# 10 | PUBLIC FACILITIES

## Public Facilities Policies

- POLICY 1:** Make the proactive maintenance of existing public facilities the top priority for future investment
- POLICY 2:** Use future facilities to anchor or support special districts.
- POLICY 3:** Engage the community in discussions about future facility needs and desires.

## Introduction

Good public facilities are a critical to the success of any community. These buildings and facilities house various governmental and service functions, the quality of which is a direct reflection of community pride and investment. The type and quality of the public facilities within Lancaster determine what types of services are offered to the public, and should be viewed as a critical component of the city's infrastructure. These public facilities can generally be grouped into two types; those that function on a centralized, community wide basis (such as city hall), and those that function on a service area basis (such as fire and police service). Some facilities, such as libraries, parks or recreational facilities, may fall somewhere between these two types, initially serving the entire community, but functioning more on a service area basis as the city grows in population.

A commitment to offering quality public services and maintaining a high quality of life requires the employment of two important strategies: First, Lancaster must make investments in new facilities that support the types of services and activities that the growing community needs and desires to offer. New facilities should be carefully planned and constructed to make the most of every dollar spent. Ideally, they should be sited where new development will occur first in the community, as this will support that growth, and ensure that the facilities are being used efficiently. Additionally, growth and development should be guided towards existing facilities whenever possible, optimizing use of the limited fiscal resources.

Second, the city must make a firm commitment to maintaining its existing facilities. Adequate maintenance of the existing public facilities is essential to sustaining the city's level of services and is necessary both to retain existing businesses and residents as well as to attract new ones. Additionally, the proactive maintenance and renovations of existing facilities is generally cheaper and is typically more fiscally responsible than new construction. The city cannot afford to let existing facilities decline, or the entire community will suffer through a reduction in quality, efficiency, and variety of services.

Together, these policies will ensure that Lancaster can continue to provide high quality services to its residents and businesses as the community continues to grow. Quality public facilities are a critical part of the foundation necessary for Lancaster to attract and retain new development, and remain essential to maintaining the city's livability, resiliency, and competitiveness for the long-term.

## Existing Public Facilities

In order to review and assess the buildings and facilities available to the city, it is necessary to inventory all the city's current facilities. These include the facility's location, size, and number of employees employed, if any.

### City Hall

- 211 N. Henry Street
- 9400 sq. ft.
- 27 employees

### Municipal Court

- 220 West Main Street
- 5600 sq. ft.
- 6 employees

### Public Safety/ Fire Station #1

- 1650 Dallas Avenue
- 50000 sq. ft.
- 113 employees

### Fire Station # 2

- 3132 Houston School Road
- 6000 sq. ft.
- 15 employees

### Fire Station # 3

- 1960 West Beltline Rd
- 5000 sq. ft.
- 13 employees

### Developmental Services/ Animal Shelter

- 700 & 690 East Main
- 4250 sq. ft. & 2400 sq. ft.
- 39 employees

### Pump Station

- 999 North Jefferson
- 8050 sq. ft.
- 18 employees

### Rec Center

- 1700 Veterans Memorial Pkwy
- 52000 sq. ft.
- 29 employees

### Veterans Memorial Library

- 1600 Veterans Memorial Pkwy
- 22000 sq. ft.
- 13 employees

### Senior Life

- 240 Veterans Memorial Pkwy
- 11000 sq. ft.
- 2 employees

### Regional Airport

- 730 Ferris Road
- 4600 sq. ft.
- 6 employees

### Visitor Center

- 103 North Dallas Ave
- 5700 sq. ft.
- 2 employees

### Golf Course

- 240 West Beltline
- 6000 sq. ft. building

### Community House

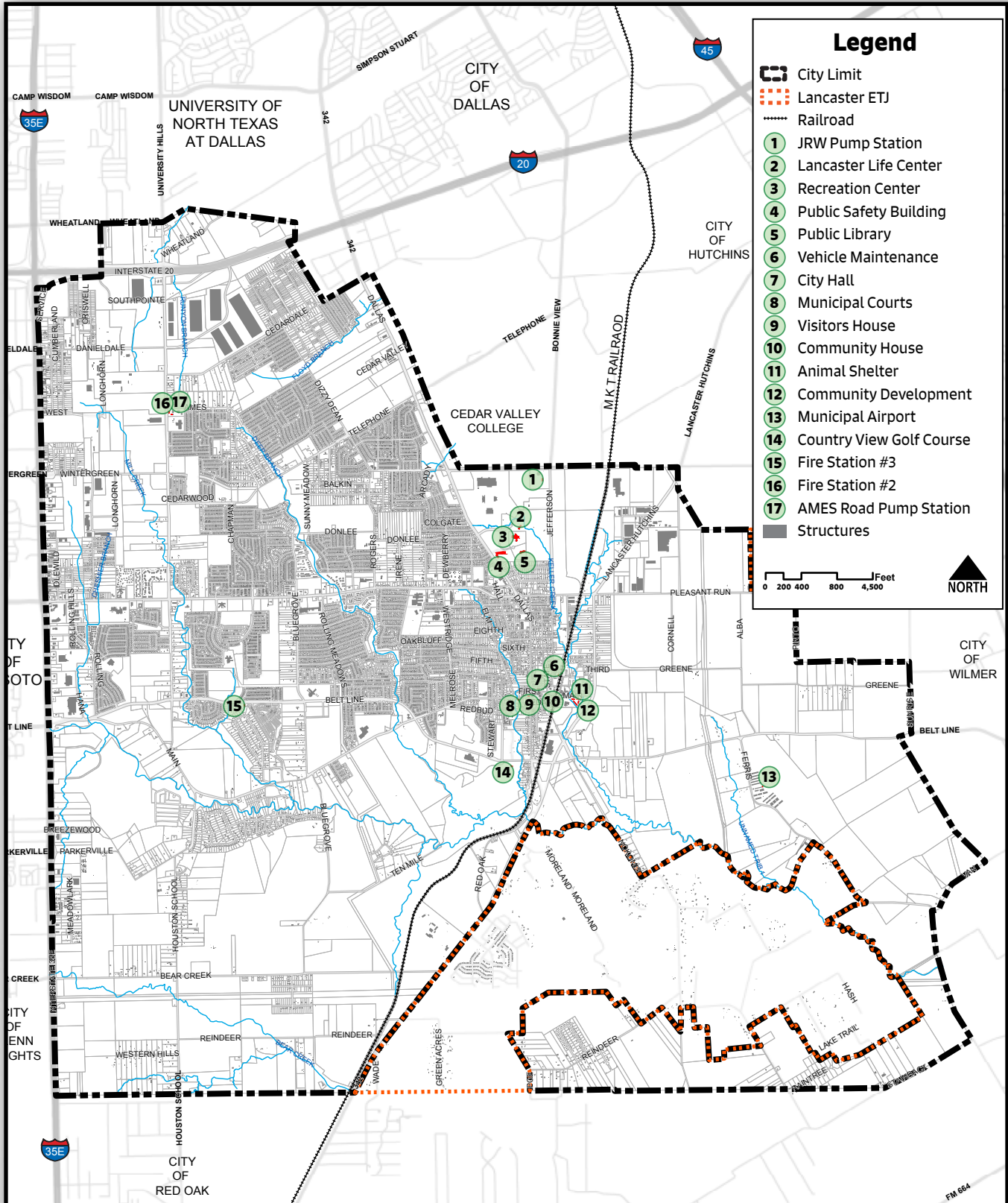
- 100 North Henry St
- 1500 sq. ft.

### Equipment Maintenance Service Facility

- 521 East 3rd Street
- 4000 sq. ft.
- 3 employees



## Exhibit 10.1 Lancaster Public Facilities



## New Public Facilities

Since the last comprehensive plan in 2002, there have been a number of changes to Lancaster's public facilities. These include the construction of an award winning Public Safety Building, a new Public Life Center, Recreation Center, and Aquatic's Center in Community Park, a Senior Center in Community Park, the creation of a new dog park on the site of the former community swimming pool, renovations to the Municipal Court Building, and extensive renovations to the old jail building to convert the space into a museum and visitor center. These additions were the result of community needs and desires.

In addition to these changes, there are several other facilities in the planning or construction stages, including:

- A new fleet building of approximately 12,000 sq. ft. is being constructed just east of the city's existing fleet building facility. The new building is part of Lancaster's strategic plan.
- A new Fixed Base Operator (FBO) building has been designed to be built at the Lancaster Airport. This facility is being built with TxDOT Aviation as a partner, and is currently in the letting phase of development.

In addition to the facilities recently built or currently being planned as described above, the city has identified a need for a new City Hall in order to bring various city departments together under one roof and to accommodate future staffing growth as the city continues to grow. The construction of a new City Hall in Lancaster offers many opportunities for the city. This facility, which will serve as one of the main focal points of the community, is a chance to create a memorable structure that the city can take pride in, and will serve as a symbol of the community's commitment to quality services in one convenient location. Siting the new facility to complete the historic town square would strengthen the urban fabric of Lancaster's downtown, and create opportunities for new uses in the spaces vacated when municipal departments are moved to the new City Hall from their current locations.

## Recommendations

The best way for Lancaster to adequately plan for the future is through a thorough facilities analysis, a process the city is currently undertaking. This will allow the community to comprehensively assess every aspect of their current facilities, enabling them to plan more carefully and comprehensively for the future. This plan should allow the city to see what facilities are overtaxed, under used, or in need of repairs. This should include a staffing plan to ensure that there are an adequate number of City workers to provide those services to the residents and businesses of Lancaster.

While the comprehensive plan provides overall direction for the kind of community Lancaster wants to be, the facilities analysis plan should allow Lancaster to gauge how well its current facilities and existing services are in alignment with the fulfillment of their comprehensive plan goals. This type of analysis is crucial if the city is to maintain or increase its service levels as the city expands.

There are several areas in a public facilities report that should be of a specific focus to the city. First, the city should assess the current city hall facility and its capacity to continue functioning in its current state. Consideration should be made as to what departments will eventually be relocated to the city's new city hall, how long those departments can function effectively in their current facilities, and what the needs of those departments will be as the city continues to grow. Some departments that could be consolidated into a new City Hall might include stormwater, planning, and development employees, as well as the Department of Quality of Life and Cultural Services currently housed at Community Park. Second, the city should assess potential uses for the facilities that will be vacated as departments are consolidated in a new City Hall building. These facilities could serve as locations for new city services, partnerships with other entities, or be sold to private interests in the community for reinvestment.

Another area of focus that should be addressed in the facilities analysis should be the availability and quality of

service-area based facilities. Currently, Lancaster has 3 fire stations servicing the community, with fire protection coverage in the LanPort area provided by the city of Red Oak via an inter-local agreement. Increasing development in East Lancaster could put pressure on fire service response times, therefore the potential need for a new fire station should be studied.

Opportunities for partnerships and coordination with other entities in the community should also be explored in a public facilities analysis. Current examples of coordination in Lancaster include partnership with Lancaster Independent School District (LISD) in the siting of public parks and open space near school facilities, and the construction of a single facility that combines both police and fire services in the new Public Safety Building. Additionally, Lancaster has many partnerships with other communities to provide services and facilities that reinforce each other, such as the trails master plan, which was designed to tie into the trail systems of other communities, creating a system more extensive than any community would be able to provide on its own. These types of coordination allow the community to potentially realize a cost savings by leveraging greater amounts of funding and combining costs. Other opportunities for synergy and cooperative partnerships should be explored, such as combining more facilities with LISD or creating partnerships with Cedar Valley College and the University of North Dallas at Texas. Additionally, the city should seek to assess gaps in services it would currently like to provide, such as amenities for seniors and healthy living programs, and partner with other organizations that are working to address those same service deficits. Such partners might include neighborhood organizations, hospitals or offices in the medical district, or other governmental organizations at the state and federal level.

Lancaster provides a number of services and a high quality of life to its businesses and residents. In order to continue and to expand upon that level of service, the city must commit both to the construction of new facilities as needed, and maintenance of facilities the city already has. An open conversation with citizens and community stakeholders is necessary to establish a vision for the types of services the community desires. This conversation has begun as part of the comprehensive plan process, informing all the chapters in this document; however, this is only the beginning of an ongoing process that must continually occur, which, when combined with a comprehensive facilities analysis, will serve as a roadmap for future development and maintenance of facilities within the community.

## Public Facilities Implementation Plan

In order to fulfil the goals and aims of the comprehensive plan, the following implementation strategies have been outlined for Lancaster's public facilities. More in depth detail can be found in the Implementation chapter and Appendix 1 of this report.

- Undertake a comprehensive facilities analysis to assess the city's current facilities and the facilities alignment with the goals of the comprehensive plan.
- Undertake a staffing analysis in conjunction with the facilities analysis to ensure staffing levels are adequate and appropriate to support a high level of service to residents and businesses.
- Use City investments, such as a new City Hall, to draw more people to the Town Square.
- Evaluate the types of service the city currently provides and the services the city would like to provide, identifying gaps between current services and preferred services, and create strategies to bring them into alignment.
- Evaluate and fill gaps in the services and amenities desired by seniors, from active seniors to those in care facilities.
- Partner with LISD, neighborhood organizations and others to develop or expand healthy living programs and identify specific initiatives for Medical District leadership.
- Evaluate current synergies and partnerships between various departments and facilities and identify other areas where partnerships could be developed, such as a joint performance center shared between the city and the Lancaster Independent School District.
- Look at service-area type facilities and review service efficiencies and coverage areas to identify what facility improvements will be needed as Lancaster grows. Areas of concern that have been identified include fire coverage in the LanPort area as development continues on the eastern side of the city.

# 11 | IMPLEMENTATION

## Introduction

A crucial part of any Comprehensive Plan is the Implementation Strategy. Without a clear and realistic approach to action, the vision expressed by a community through its plan may never be realized. While a plan cannot mandate all the specific actions that will be taken during the many years (and decades) of its implementation, the Implementation Strategy should give a community's leaders and stakeholders a set of priorities for immediate action, a menu of possible actions and partners for implementation, and a structure that relates the various action items to one another.

This chapter provides the framework of key action steps to achieve the City of Lancaster's vision of its preferred future. It begins by explaining the process used to identify action items. Then it describes the role of various partners in plan implementation. Next, it provides a framework for organizing the many potential action items that help Lancaster achieve its vision. This framework includes a recommended process for modifying and refining the action agenda over time. Finally, the Implementation Matrix lists the action items that are most important for immediate, short-term action. This table includes information about timing and partners for each action item.

It is important to note that the communities that are most successful at achieving their long-term vision are the ones that establish a tradition and reputation for collaboration, partnership and accountability. In Lancaster, supportive, long-term relationships should begin with the elected and appointed leaders at City Hall. They should involve Lancaster residents, businesses, non-profits, property owners and other local, regional, state and federal government agencies. Strong relationships leads to productive collaboration. This collaboration, in turn, brings additional resources of funding and expertise to the table. Additional resources and community support for the plan's implementation continues political support and encourages continuing investment and implementation. Since the ultimate goal of a comprehensive plan is a community that remains desirable and thriving over time, actions by all partners must contribute to this success.



## Implementation Strategy Development Process

Potential implementation strategies for this Plan were identified throughout the planning process, and suggestions were received from a wide variety of stakeholders. During the initial phases of the planning process – when the focus was on understanding current conditions, examining future opportunities and creating a shared vision for the future – suggested implementation measures were simply noted. These suggestions were received through methods including:

- Input and brainstorming with the public via community events, online surveys and individual discussions;
- Stakeholder interviews;
- Planning team technical analysis and review of best practices from other communities;
- Coordination with concurrent planning efforts involving the City and other agencies;
- Discussion and direction from staff; and
- Discussion with the Comprehensive Plan Advisory Committee (CPAC), the City of Lancaster Planning and Zoning Commission, and the Lancaster City Council.

As the plan's direction was determined – through agreement on Guiding Principles and the policies found in the individual Plan elements – those suggested implementation measures could be evaluated in terms of their importance to the vision and policy direction established for this community. The consultant team's assessment of the value of particular action steps led to a list of potential implementation items for discussion with CPAC. The recommendations presented below reflects CPAC's input as well as the professional judgment of the consultant and City staff.

## Overall Implementation Strategy

Each of the topical plan elements includes a set of implementation measures to address the issues covered in that element. In addition to these topical implementation measures, some action steps address the Comprehensive Plan as a whole. These items are also important for Lancaster's successful implementation of this plan. These overall implementation measures are listed below.

- Communicate to Lancaster residents, business and property owners, and other stakeholders about Lancaster's progress in plan implementation.
- Conduct an annual review of progress in implementing the Comprehensive Plan, reporting on progress and comparing results to targets and to other similar communities.
- Develop a Comprehensive Plan checklist for use in evaluating development proposals, zoning applications and infrastructure projects for consistency with the Plan's principles and direction.
- Educate staff about the policy direction and use of the Comprehensive Plan, particularly those on the 'front line' working with customers.
- Engage the community in periodic (quarterly or annual) review of action on top Comprehensive Plan implementation priorities.

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## Implementation Partners

A desirable and long-lasting community is the result of many individual choices made over time by many people and organizations. The local government's actions play an important part, of course. But many other choices also contribute to the community's long-term success. Each time an individual or a family decides between renovating a home in an existing neighborhood and moving to a new neighborhood (or another community), the vitality of that existing neighborhood is strengthened or challenged. When a business or industry decides to locate in a particular community, that business decision affects the community's ability to attract related businesses and employees. A community group's annual celebrations may be the foundation for a distinctive community identity as well as economic benefits from tourism.

In the implementation chapter of this plan, major partners are described. Their support and commitment play an important role in the implementation process.

### City of Lancaster

The City of Lancaster is the key implementer of this plan. For all items in the Implementation Strategy matrix, the City will have a role. In many cases, the City of Lancaster has the primary role. In other cases, a different partner has the primary role. If an action item is important to the plan's goals, but is not an area of City responsibility, the City would be expected to play a support role, assisting the primary entity with accomplishing that task. For example, the City does not control primary and secondary education, so it would play a support role to the Lancaster Independent School District (LISD) on action items that relate to schools.

Within the City of Lancaster organization, these leaders and agencies are expected to have significant involvement in the plan implementation.

- Mayor and City Council
- City Manager
- City Attorney
- Development Services
- Equipment Services and City Facilities
- Finance Department
- Fire Department
- Economic Development Corporation
- Parks and Recreation Advisory Board
- Planning and Zoning Commission
- Police
- Public Works
- Quality of Life and Cultural Services Department
- Recreation Development Corporation
- Zoning Board of Adjustments

### Other Local and Regional Government Entities

Coordination with other local governmental entities will assist with the provision of the quality services and facilities necessary for the prosperity of the community. Such local governments include:

- Dallas County
- Lancaster Independent School District
- Other Independent School Districts
- Adjacent municipalities—Dallas, Wilmer, Hutchins and DeSoto
- DART
- North Central Texas Council of Governments

## State and Federal Agencies

State and Federal agencies provide funding for plan implementation, particularly for capital improvements such as roads or parks. Their programs and regulations may also help achieve the community's vision. These agencies include, but are not limited to:

### State of Texas

- Commission on Environmental Quality
- Department of Housing and Community Affairs
- Department of Transportation
- Governor's Office of Economic Development and Tourism
- Historical Commission
- Parks and Wildlife Department

### Federal Agencies

- Commerce Department
- Environmental Protection Agency
- Housing and Urban Development Department
- Transportation Department

## Businesses and Private Sector Partners

A community cannot achieve a successful future without investment by businesses and non-residential property owners and developers. These individual decision-makers and the investments they make create job opportunities, grow the tax base and provide the goods and services needed by local residents. Major employers can play an important role in defining economic development priorities and opportunities for additional business attraction. Small businesses and local entrepreneurs provide insight into the community's ability to attract and retain the individuals who are creating tomorrow's companies. Developers and builders shape the future of the community's new development and revitalization. Real estate agents, brokers and bankers affect the community's ability to make change and to attract new owners and investors.

Many of these private sector interests are represented by organizations. The Best Southwest Chamber of Commerce is one of the private sector organizations that should be partners in implementing this plan for Lancaster.

## Community and Non-profit Organizations

Community and non-profit organizations have a particular issue or area of focus that make them valuable partners for plan implementation. Their leadership and members may contribute time, energy, expertise and other resources to programs and initiatives that make a community special. Arts and cultural organizations often play an important role in this way. Homeowners Associations and other neighborhood groups can bring attention to issues in their area and can mobilize members to take action in support of the plan's implementation. Lastly, groups of people who enjoy a common activity can help implement the plan. For example, cycling groups can be instrumental in providing insight into the locations for most effective new investment in bike lanes or facilities.

## Individuals, Households and Families

This plan describes a vision for Lancaster's future that reflects the wishes and desires of the many Lancaster residents who participated in its creation. Those individuals, and their friends and families, must continue to be partners in carrying out the plan. Individuals can play a role through their own investments and buying decisions. They can participate on committees and volunteer for events that complete plan projects. In addition, they should remain involved as active champions and should provide feedback on progress through regular communications (in person, in print and online) with the City of Lancaster.

## Implementation Measure Framework

The individual Action Items are grouped into six categories, so similar actions can be coordinated. These categories are explained as follows:

### Capital Investments (C)

The public sector itself makes significant investments that help implement this plan. Facility master plans that determine major capital improvements, such as water or sewer system expansions, should locate and size facilities in accordance with the Land Use Element of this plan. Individual capital projects should support the plan in both their location and their design. By following this plan in making capital investments, the community can be sure that its limited funds are being used in a fiscally responsible matter to achieve the community's established goals. Efficient and effective capital investment gives the community essential infrastructure for its future, and if this infrastructure is designed and sized according to the plan, it will also achieve the community's desired character. Land acquisition for capital projects is included in this category.

### Education and Engagement (E)

Education is an important part of plan implementation because the vision this plan describes requires a change from 'business as usual'. Making that change means that residents, property owners, businesses, non-profit organizations and local governments will all need to think and act in ways that differ from past practice. Educational programs provide the information all these decision-makers need so they can choose to act in ways that achieve the plan. Community engagement will continue to be important as the plan is implemented. It builds awareness, benefits from the best ideas and energy of people throughout the community and broadens participation and action.

### Financial Incentives (F)

The public sector can use incentives so private property owners and developers can more economically build projects that achieve the community's desired character. These incentives range from reductions in development fees or processing times, to tax abatements, to investment in a project's infrastructure or other features. Economic development incentive programs should be evaluated and refined so they support and encourage the development envisioned by this plan, and so they discourage development that is contrary to this vision.

### Guidelines (G)

Guidelines provide decision-makers and investors with direction and information about the community's desired development pattern and design, community character or priorities. They are recommendations, not requirements. For this reason, City Council, Planning and Zoning Commission and City staff will consider them but must use judgment to determine whether a particular proposal is consistent with the community's desires reflected in the guidelines.

### Programs & Partnerships (P)

The programs and operations provided by local government or the private sector also play a role in implementing the community's plan. Activities and programs create the attractions and excitement that bring people to events in a revitalized gathering place. Maintenance of streets and parks demonstrates the city's commitment to ensure that its residents enjoy the quality of life envisioned by the plan. Annual budgets are usually the means to fund these programs, so decisions must be made each year about the appropriate level of investment in this aspect of plan implementation.

Many plan implementation programs require a partnership with organizations in addition to the City of Lancaster. These partnerships are included here.

## Regulations (R)

Unlike guidelines, regulations are adopted by City ordinance and do establish requirements to be followed in the design and construction of public or private developments. The City's zoning and subdivision ordinances are important tools for implementing the comprehensive plan, so refinements or amendments to these or other regulations may be needed to encourage the development envisioned by the plan.

## Studies (S)

For some of the capital investments, new incentives or programs, the first step is to conduct a more detailed study of the issues to determine the most effective actions to take. These studies are included as individual implementation measures. Until they are completed, the specific actions that will have the greatest benefit investment or program design cannot be determined.

## Tracking (T)

No matter how thoroughly considered a plan has been, its implementation will be affected by changes that occur after its adoption. These may be national or global events, such as an economic boom or bust; they may be changes in the funding sources for specific action items. As implementation occurs, the actual experience may demonstrate that projects can move more quickly or need to take more time. For all these reasons, a comprehensive plan should have a mechanism to track progress and to review and revise its implementation approach over time.

## Top Priority Implementation Measures

The implementation matrix below shows the items that are recommended for immediate action. These Short-term action items (Timing Category #1 in Appendix 1) are most important to begin immediately after plan adoption. There should be notable accomplishment on these items within the first two fiscal years after the plan is adopted. While a list of longer-term implementation measures is provided in the appendix, the measures for action in the next two years need the most attention and need to be funded in City (or other budgets) now.

The implementation matrix lists each of these top priority action items identified for implementation of this plan. These action items are organizing according to the Implementation Framework described above. The matrix also indicate which of the eight plan strategies benefit from each action item. A key describing the Plan Strategy abbreviations in Table 11.01 can be found at the bottom of the table.

**Table 11.01 Top Priority Implementation Measures**

Implementation Strategy	Primary Plan Strategy	Supportive of Additional Plan Strategies
<b>Capital Investments</b>		
Prepare a new Capital Improvements Program for capital projects in the next five years that implement this plan and catalyzes desired growth.	I	LU, T, PF
<b>Education and Engagement</b>		
Communicate with the development community, property owners and other stakeholders about the new opportunities resulting from this Comprehensive Plan's development policies.	LU	ED
Provide information and education that make realtors and lenders aware of Lancaster's character, strengths and amenities.	CCD	HP



Implementation Strategy	Primary Plan Strategy	Supportive of Additional Plan Strategies
Use a 'common-sense' approach to implementation by providing information and assistance to the property and business owners in the historic district.	HP	
Educate staff about the policy direction and use of the Comprehensive Plan, particularly those on the 'front line' working with customers.	All	
<b>Financial Incentives</b>		
Evaluate the City's Economic Development Strategy and update it to effectively implement this plan. Include particular focus on medical, logistics, entertainment, aviation and information technology sectors.	ED	
Adopt design incentives for key districts identified in the Comprehensive Plan.	CCD	LU
Create incentives for restoration and rehabilitation of historic structures.	HP	CCD
<b>Programs &amp; Partnerships</b>		
Increase staffing levels to support plan implementation projects.	LU	All
Create a downtown business owners' association, BID or other similar organization to take the lead on Town Square events, activities, marketing and other enhancements.	HP	ED, OS&R
<b>Regulations</b>		
Evaluate the City's Comprehensive Zoning Ordinance districts, procedures and application. Update these to effectively implement this plan -- specifically focusing on regulations that permit the place types as described in this chapter to be created.	LU	All
Evaluate the City's Subdivision Ordinance and update the ordinance to effectively implement this plan as current standards and regulations may not be geared towards a dense, urban mixed use pattern as identified in several place type scenarios.	LU	All
Review regulations and procedures and revise as necessary to streamline mixed use area development.	LU	CCD, HP
Consider revising codes and ordinances to reflect the five types of street contexts that were developed in the comprehensive plan to provide more uniform standards for road construction and expansion in Lancaster.	T	I, CCD
Update the Master Thoroughfare plan to reflect changes in the Comprehensive Plan.	T	CCD, I
Address future water and sewer demands within areas not already served, and revise utility plans and construction priorities to support the preferred growth scenario and avoid investment in areas not planned for urban uses.	I	LU
Update the City's Parks and Trails plans so they effectively implement this comprehensive plan.	OS&R	
Adopt Historic Area guidelines as regulations.	HP	LU, CCD
Evaluate the policies and procedures governing the existing Historic Preservation Overlay (HPO) sub-areas and the Downtown District and sub-district design guidelines. Make changes to these policies, regulations and guidelines consistent with the Plan's Place Types, so the process for investment in these areas is clearer and streamlined.	HP	LU, CCD

Implementation Strategy	Primary Plan Strategy	Supportive of Additional Plan Strategies
<b>Studies</b>		
Participate in the North Central Texas region's processes for evaluating and designing commuter rail and high-speed rail service so these plans can provide the greatest benefit for Lancaster residents and businesses.	T	ED, I
Update the 2006 Streetscape Plan and 2006 Trails Plan to reflect recommendations in the Comprehensive Plan, including an emphasis on bike and pedestrian infrastructure expansion in the city.	T	
Conduct a market analysis and feasibility study for hotels in Lancaster -- along I-35 or I-20, in Campus District, and in/near Town Center.	ED	
Create a more realistic implementation schedule for the new Parks, Recreation and Open Space Master Plan and Trails Masterplan Plans so they effectively implement this comprehensive plan.	OS&R	
Update the Streetscape Master Plan of 2006.	CCD	
Evaluate the types of service the city currently provides and the services the city would like to provide, identifying gaps between current services and preferred services, and create strategies to bring them into alignment.	PF	
Look at service-area type facilities and review service efficiencies and coverage areas to identify what facility improvements will be needed as Lancaster grows. Areas of concern that have been identified include fire coverage in the LanPort area as development continues on the eastern side of the city.	PF	
<b>Tracking</b>		
Establish a fiscal impact analysis process for new development and redevelopment, so decision-makers can consider the costs and benefits to the City and the community when they make decisions on proposed projects.	ED	LU
Communicate to Lancaster residents, business and property owners, and other stakeholders about Lancaster's progress in plan implementation.	All	
Conduct an annual review of progress in implementing the Comprehensive Plan, reporting on progress and comparing results to targets and to other similar communities.	All	
Develop a Comprehensive Plan checklist for use in evaluating development proposals, zoning applications and infrastructure projects for consistency with the Plan's principles and direction.	All	
<b>Chart Key</b>		
<b>LU</b> - Land Use <b>T</b> - Transportation <b>I</b> - Infrastructure <b>ED</b> - Economic Development OS&R - Parks	<b>OS&amp;R</b> - Open Space, & Recreation <b>CCD</b> - Community Character and Design <b>HP</b> - Historic preservation <b>PF</b> - Public Facilities	

## Longer-Term Implementation Measures

Appendix A1 provides a list of all identified implementation measures. The top priority, short term action items are included in the Appendix. Mid-term action items (Timing Category #2 in Appendix 1) should see accomplishment in years three through ten after plan adoption. These items may have a lower priority or may require additional funding from a bond program or other means that cannot be secured in the short-term. Long-term action items (Timing Category #3 in Appendix 1) should be accomplished in years eleven through twenty of plan implementation. On-going action items (Timing Category #4 in Appendix 1) are items that require continuing attention and investment, year after year.

## Staff Tracking Information

Additional information about these action items will be provided to City staff, for their use organizing people and resources to complete the priority action items. This additional information includes:

- City Council Strategic Direction. Plan implementation also achieves the overall strategic goals set by the City Council for all activities related to this community. This part of the appendix lists the City Council's Goals that benefit from the action item. Abbreviations for the City Council's Strategic Focus Areas are:
  - FS: Financially Sound;
  - CE: Civic Engagement;
  - HV: Healthy, Safe & Vibrant Community;
  - CW: Professional & Committee City Workforce;
  - QD: Quality Development; and
  - SI: Sound Infrastructure.
- Lead Entity. The partner with primary responsibility for achieving that action item.
- Support Entity. The partners that provide assistance to the lead entity as it carries out the action item.
- Intervention Level. The intervention level reflects the extent to which the City must proactively invest resources (dollars, staff time, political will, policy or regulatory change, etc.). It ranges from 1 to 5, with 5 being the most aggressive.
- Public Sector Cost. The cost to the public is presented symbolically to represent an order of magnitude investment to achieve the community's vision. The symbols indicate:
  - \$ Reflects a City action, but a minor cost up to approximately \$50,000.
  - \$\$ Represents projects like planning or urban design studies with a cost up to approximately \$250,000.
  - \$\$\$ Represents projects like land acquisition or construction with approximate costs between \$250,000 and \$1 million.
  - \$\$\$\$ Represents major projects with approximate costs over \$1 million.
- Potential Funding Sources. If particular funding sources have been identified, they are listed here. If no specific funding source is identified, the City of Lancaster's general fund is expected to provide resources and funding is expected to occur through the City of Lancaster's annual budget process.

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# A1 | IMPLEMENTATION

## Short-term Implementation Action Item

The top priority, short term action items are included in the Appendix as timing #1. Mid-term action items (timing #2) should see accomplishment in years three through ten after plan adoption. These items may have a lower priority or may require additional funding from a bond program or other means that cannot be secured in the short-term. Long-term action items (timing #3) should be accomplished in years eleven through twenty of plan implementation. On-going action items (timing #4) are items that require continuing attention and investment, year after year.

#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
2.01	Acquire right-of-way for roadway connections identified in the updated Master Thoroughfare Plan.	T	LU, I	C	4	SI		\$\$\$
2.12	Prioritize resources to meet the transportation needs of a diverse and growing population.	T		C	2	FS,QD,SI		\$
3.04	Create TIF & PID districts to fund infrastructure in designated special growth areas, including the Medical District, Campus District and Town Center.	I	LU, ED	C	2	FS,QD,SI		\$\$
3.10	Include public art in funding of all infrastructure programs.	I	CCD	C	2	QD,SI		\$\$\$
3.11	Prepare a new Capital Improvements Program for capital projects in the next five years that implement this plan and catalyzes desired growth.	I	LU, T, PF	C	1	FS,SI		\$\$\$\$
4.07	Create a 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		C	2	HS,QD,SI		\$\$\$\$
5.01	Acquire and improve properties needed to complete networks of trails and open space within a short distance of all neighborhoods.	OS&R	LU, I, T	C	4	H,SQD,SI		\$\$\$
5.04	Designate and implement bike and walking trails; communicate these trails with maps, markers, etc	OS&R	I, T	C	2	HS,SI		\$\$\$\$
5.05	Develop a gateway park proposal to create a sense of arrival into the city.	OS&R		C	2	QD		\$\$\$\$
5.09	In partnership with property owners, enhance open spaces and activities in and near the Town Square.	OS&R		C	2	CE		\$\$\$
5.10	Include priority lands for acquisition as part of the City's Capital Improvements Program.	OS&R	LU	C	2	SI		\$\$\$
5.13	Seek partnerships with non-profit organizations to identify and preserve a community-wide network of conservation lands.	OS&R	LU	C	2	CE,HS,SI		\$\$\$



#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
6.03	Consider a design competition to design public art for gateways and landmarks.	CCD	HP	C	2	CE,QD		\$
6.04	Create notable gateways into Lancaster at I-35 and Pleasant Run.	CCD	I	C	3	QD,SI		\$
6.05	Develop distinctive landmark(s) to showcase UNT-D and CVC along I-20.	CCD		C	3	QD		\$
6.11	Use public investments to strengthen the image and appeal of the Town Center.	CCD	All	C	4	FS,QD		\$
7.09	In partnership with property owners, enhance open spaces and activities in and near the Town Square.	HP	OS&R, LU, CCD	C	2	QD		\$
8.08	Use City investments, such as a new City Hall, to draw more people to the Town Square.	PF	HP, I, CCD	C	3	FS,QD		\$
1.01	Communicate with the development community, property owners and other stakeholders about the new opportunities resulting from this Comprehensive Plan's development policies.	LU	ED	E	1	QD		\$
1.12	Working with neighborhood leaders, develop programs, infrastructure priorities, regulatory changes and code compliance strategies to keep existing neighborhoods desirable.	LU	I, PF	E	2	CE,SI		\$
3.03	Continue to educate and provide educational resources to the public on conservation strategies and the importance of water conservation.	I		E	4	CE		\$
4.02	Carry out a public education program to inform the community about the differences in truck-related, logistics, distribution and other uses.	ED		E	4	QD		\$
4.06	Create a partnership with LISD, CVC & UNT-D to provide training and skills programs in Lancaster that train Lancaster residents for jobs needed by Lancaster businesses.	ED		E	2	HS		\$
4.17	Provide internships at Lancaster's logistics companies for students in the STEM programs at local high schools, colleges and universities.	ED		E	2	HS		\$
5.03	Create a more user friendly interactive map of all facilities and trails within the city.	OS&R		E	2	HS		\$
6.09	Provide information and education that make realtors and lenders aware of Lancaster's character, strengths and amenities.	CCD	HP	E	1	HS		\$
7.05	Develop educational and marketing initiatives so more Lancaster residents are aware of Lancaster's historic, cultural and natural assets.	HP		E	4	CE		\$
7.08	Expand marketing of Lancaster's historic, cultural and natural assets.	HP	ED	E	2	HS		\$
7.10	Use a 'common-sense' approach to implementation by providing information and assistance to the property and business owners in the historic district.	HP		E	1	QD		\$
9.04	Educate staff about the policy direction and use of the Comprehensive Plan, particularly those on the 'front line' working with customers.	All		E	1	CW,QD		\$
2.04	Consider becoming a member of DART to provide direct connections between Lancaster and DART bus and rail routes, enhancing connectivity to the rest of the Dallas/Fort Worth region.	T		F	2	SI		\$

#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
4.05	Continue to partner with the Chamber to hold meetings with employers in targeted industries, to understand what they need to locate, remain or expand in Lancaster.	ED		F	4	QD		\$
4.08	Depending on results of market analysis, establish marketing and incentives programs for hotels.	ED		F	3	QD		\$\$
4.09	Develop a targeted marketing and recruitment strategy for aviation-related businesses.	ED		F	2	QD		\$
4.11	Develop collaborations to fill gaps in the capital market that fund business start-ups, retention and expansions.	ED		F	2	QD		\$\$
4.14	Evaluate the City's Economic Development Strategy and update it to effectively implement this plan. Include particular focus on medical, logistics, entertainment, aviation and information technology sectors.	ED		F	1	FS,QD		\$
4.15	Partner with the Chamber to develop or enhance initiatives to support entrepreneurs and small businesses in Lancaster.	ED		F	4	QD		\$
6.01	Adopt design incentives for key districts identified in the Comprehensive Plan.	CCD	LU	F	1	QD		\$\$
7.03	Create incentives for restoration and rehabilitation of historic structures.	HP	CCD	F	1	QD		\$\$
7.04	Create special outreach and incentives to encourage development of vacant lots where previous structures were destroyed by tornadoes.	HP	LU	F	2	QD		\$\$
3.07	Encourage new development to occur within areas that are already served by necessary infrastructure, or where utility extensions can be realistically provided.	I		G	4	FS,QD,SI		\$
3.08	Encourage private/franchise utilities (e.g., telephone, gas, electricity, cable TV, etc.) to provide service to newly developing areas as quickly and efficiently as possible, and to place utility lines underground and within shared conduits, wherever possible.	I		G	4	QD,SI		\$
4.16	Promote higher-density, mixed use development in order to create vibrant live-work-play activity centers in targeted areas as depicted on the Future Land Use Plan.	ED		G	2	HS,QD		\$
6.06	Establish design guidelines or regulations for development and adaptive reuse along I-35.	CCD	LU	G	2	QD		\$\$
6.07	Establish design guidelines or regulations for development in Community Research Center, Logistics/ Distribution and Aviation Place Types.	CCD	ED, LU	G	2	QD		\$\$
6.08	Establish design standards or guidelines for public infrastructure and private development so development will be consistent within areas planned for Rural Living.	CCD	LU, I	G	2	FS,QD,SI		\$\$
1.08	Increase staffing levels to support plan implementation projects.	LU	All	P	1	FS,CW		\$
3.02	Continue coordinating with TRA to communicate projected increases in the City's wastewater production.	I		P	4	SI		\$
4.10	Develop and strengthen the relationship between the Lancaster Economic Development Corporation and the Chamber of Commerce	ED		P	4	QD		\$
4.12	Encourage a full-service array of retail and service opportunities, thus limiting the necessity by residents and employees to leave the community to purchase goods and services.	ED		P	3	HS,QD		\$

#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
5.11	Reevaluate potential funding sources and partnerships to help implement the new master plans.	OS&R		P	2	FS		\$
7.02	Consider creation of a downtown business owners' association, BID or other similar organization to take the lead on Town Square events, activities, marketing and other enhancements.	HP	ED, OS&R	P	1	CE		\$
7.06	Establish a partnership including the City, the Chamber, the downtown business owners' association and others to implement technology improvements to the Town Center area.	HP	ED	P	2	CE		\$
8.01	Evaluate and fill gaps in the services and amenities desired by seniors, from active seniors to those in care facilities.	PF	OS&R	P	2	HS		\$\$
8.02	Evaluate current synergies and partnerships between various departments and facilities and identify other areas where partnerships could be developed, such as a joint performance center shared between the city and the Lancaster Independent School District.	PF		P	2	FS		\$
8.05	Partner with LISD, neighborhood organizations and others to develop or expand healthy living programs and identify specific initiatives for Medical District leadership.	PF	OS&R	P	2	CE,HS		\$
1.03	Consider proactive, City-initiated rezonings for areas where such rezoning will remove an important barrier to development or revitalization.	LU	ED	R	2	QD		\$\$
1.04	Consider these specific areas for potential rezoning to support plan implementation. Areas identified to date include: Waters & Criswell and areas within Campus / Logistics that are zoned residential.	LU		R	2	QD		\$\$
1.05	Establish buffer requirements to minimize safety, visual and noise impacts of potential High Speed Rail.	LU	T, CCD	R	3	QD,SI		\$\$
1.06	Evaluate the City's Comprehensive Zoning Ordinance districts, procedures and application. Update these to effectively implement this plan -- specifically focusing on regulations that permit the place types as described in this chapter to be created.	LU	All	R	1	QD		\$\$
1.07	Evaluate the City's Subdivision Ordinance and update the ordinance to effectively implement this plan as current standards and regulations may not be geared towards a dense, urban mixed use pattern as identified in several place type scenarios.	LU	All	R	1	QD,SI		\$\$
1.09	Review regulations and procedures and revise as necessary to streamline mixed use area development.	LU	CCD, HP	R	1	QD,SI		\$\$
1.10	Review zoning and other development regulations to streamline development of the full range of housing for seniors.	LU		R	2	QD		\$\$
1.11	Update the City's annexation plan to encourage annexation in areas expecting near-term development.	LU	I	R	2	FS,QD,SI		\$\$
2.05	Consider revising codes and ordinances to reflect the five types of street contexts that were developed in the comprehensive plan to provide more uniform standards for road construction and expansion in Lancaster.	T	I, CCD	R	1	QD,SI		\$\$

#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
2.06	Consider revising codes and ordinances to require a greater number of road connections both within new subdivisions and between new subdivisions and surrounding areas to enhance connectivity, reduce congestion, and provide greater trip route flexibility.	T		R	2	HS,QD,SI		\$\$
2.11	"Prepare for the development of a downtown commuter rail stop by rezoning the area around the station to promote greater residential density within ¼ mile of the station and providing transit related development and services."	T		R	3	QD,SI		\$\$
2.15	Update the Master Thoroughfare plan to reflect changes in the Comprehensive Plan.	T	CCD, I	R	1	SI		\$
3.01	Address future water and sewer demands within areas not already served, and revise utility plans and construction priorities to support the preferred growth scenario and avoid investment in areas not planned for urban uses.	I	LU	R	1	FS,SI		\$\$
3.12	Review construction standards and update to take advantage of modern 'green infrastructure' designs, such as rain gardens, bioswales, and native plantings.	I	T, CCD	R	2	FS,HS,QD,SI		\$\$
5.07	Develop a set of design standards and branding to be applied to site furniture, signage, amenities and streetscaping throughout the city.	OS&R		R	2	QD,SI		\$\$
5.15	Update the City's Parks and Trails plans so they effectively implement this comprehensive plan.	OS&R		R	1	HS,SI		\$\$
7.01	Consider adoption of Historic Area guidelines as regulations.	HP	LU, CCD	R	1	QD		\$\$
7.07	Evaluate the policies and procedures governing the existing Historic Preservation Overlay (HPO) sub-areas and the Downtown District and sub-district design guidelines. Consider changes to these policies, regulations and guidelines consistent with the Plan's Place Types, so the process for investment in these areas is clearer and streamlined.	HP	LU, CCD	R	1	QD		\$\$
1.02	Conduct a detailed land use and design study for the areas along the potential Loop 9 right-of-way and implement this study through rezoning and other changes to the City's development regulations.	LU	T, CCD, OS&R	S	2	QD,SI		\$\$
2.02	Complete roadway design studies to support funding and construction of transportation facilities identified in this plan.	T	I	S	2	SI		\$\$
2.03	Conduct a study to determine preferred freight traffic routes within Lancaster and use capital projects, incentives or regulations to shift traffic to those routes.	T	ED	S	3	SI		\$\$
2.07	Considering developing a plan to connect East/West arterials in the city that are not currently continuous through the city. Areas identified to date include Wintergreen/Telephone Road and Bear Creek Road.	T		S	2	SI		\$
2.09	Evaluate potential locations for commuter rail routes and station locations that benefit Lancaster residents and businesses.	T	LU	S	2	SI		\$
2.10	Participate in the North Central Texas region's processes for evaluating and designing commuter rail and high-speed rail service so these plans can provide the greatest benefit for Lancaster residents and businesses.	T	ED, I	S	1	SI		\$

#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
2.13	Study the feasibility of a shuttle, bus or other public transportation service within Lancaster, particularly for destinations in key locations (Town Center, Medical District, Campus District).	T	ED, I	S	3	SI		\$
2.14	Update the 2006 Streetscape Plan and 2006 Trails Plan to reflect recommendations in the Comprehensive Plan, including an emphasis on bike and pedestrian infrastructure expansion in the city.	T		S	1	SI		\$\$
3.05	Develop a comprehensive drainage plan and consider funding strategies, such as a stormwater utility or stormwater fees, to provide sufficient resources to implement the plan.	I	ED	S	2	FS,QD,SI		\$\$
3.09	Identify flooding problem areas and propose methods for mitigating these problems.	I		S	2	HS,QD,SI		\$\$
4.03	Conduct a market analysis and feasibility study for hotels in Lancaster -- along I-35 or I-20, in Campus District, and in/near Town Center.	ED		S	1	QD		\$
4.04	Conduct a study of Lancaster's existing housing supply (type and size of units and lots, price range, etc.) and use this to track efforts to expand and diversify Lancaster's housing stock to provide a broad range of housing alternatives to employees, employers and residents transitioning to various lifestyle stages.	ED	LU	S	4	HS,QD		\$
5.02	Create a more realistic implementation schedule for the new Parks, Recreation and Open Space Master Plan and Trails Masterplan Plans so they effectively implement this comprehensive plan.	OS&R		S	1	FS,SI		\$
5.06	Develop a phasing strategy for park expansion and constructions.	OS&R		S	2	FS		\$
5.08	Explore the potential for Lancaster as a biking destination.	OS&R		S	2	HS		\$
5.12	Revise the recommended locations of various neighborhood parks and schools.	OS&R		S	2	QD		\$
5.14	Update demographic projections and community preferences.	OS&R		S	2	QD		\$
6.02	Conduct a branding study for Lancaster and implement its results.	CCD	HP	S	2	HS		\$
6.10	Update the Streetscape Master Plan of 2006.	CCD		S	1	SI		\$\$
8.03	Evaluate the types of service the city currently provides and the services the city would like to provide, identifying gaps between current services and preferred services, and create strategies to bring them into alignment.	PF		S	1	FS,HS,CW		\$
8.04	Look at service-area type facilities and review service efficiencies and coverage areas to identify what facility improvements will be needed as Lancaster grows. Areas of concern that have been identified include fire coverage in the LanPort area as development continues on the eastern side of the city.	PF		S	1	FS,HS,SI		\$\$
8.06	Undertake a comprehensive facilities analysis to assess the city's current facilities and the facilities alignment with the goals of the comprehensive plan.	PF		S	2	FS,SI		\$\$
8.07	Undertake a staffing analysis in conjunction with the facilities analysis to ensure staffing levels are adequate and appropriate to support a high level of service to residents and businesses.	PF		S	2	FS,CW		\$



#	Implementation Strategy	Plan Strategy	Supportive of Additional Plan Strategies	Implementation Category	Timing	City Council Strategic Focus Areas	Intervention Level	Public Sector Cost
2.08	Determine the annual costs to maintain streets at desired standards, and consider creation of a life-cycle cost fund to provide resources for repair and restoration.	T	I, CCD	T	2	FS,SI		\$
3.06	Develop a set of capital recovery tables/schedules that will ensure the above listed utility services are fiscally maintained for all customers.	I		T	2	FS,SI		\$
4.01	Benchmark Lancaster's economic success on a periodic basis (e.g., annually) using a range of market and economic variables that could be compared to other cities of similar size (either locally or regionally).	ED		T	2	QD		\$
4.13	Establish a fiscal impact analysis process for new development and redevelopment, so decision-makers can consider the costs and benefits to the City and the community when they make decisions on proposed projects.	ED	LU	T	1	FS		\$\$
9.01	Communicate to Lancaster residents, business and property owners, and other stakeholders about Lancaster's progress in plan implementation.	All		T	1	CE		\$
9.02	Conduct an annual review of progress in implementing the Comprehensive Plan, reporting on progress and comparing results to targets and to other similar communities.	All		T	1	CE		\$
9.03	Develop a Comprehensive Plan checklist for use in evaluating development proposals, zoning applications and infrastructure projects for consistency with the Plan's principles and direction.	All		T	1	QD		\$
9.05	Engage the community in periodic (quarterly or annual) review of action on top Comprehensive Plan implementation priorities.	All		T	2	CE		\$

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# A2 | FOCUS AREAS

Figure A2.01 Campus District Proposed Place Type

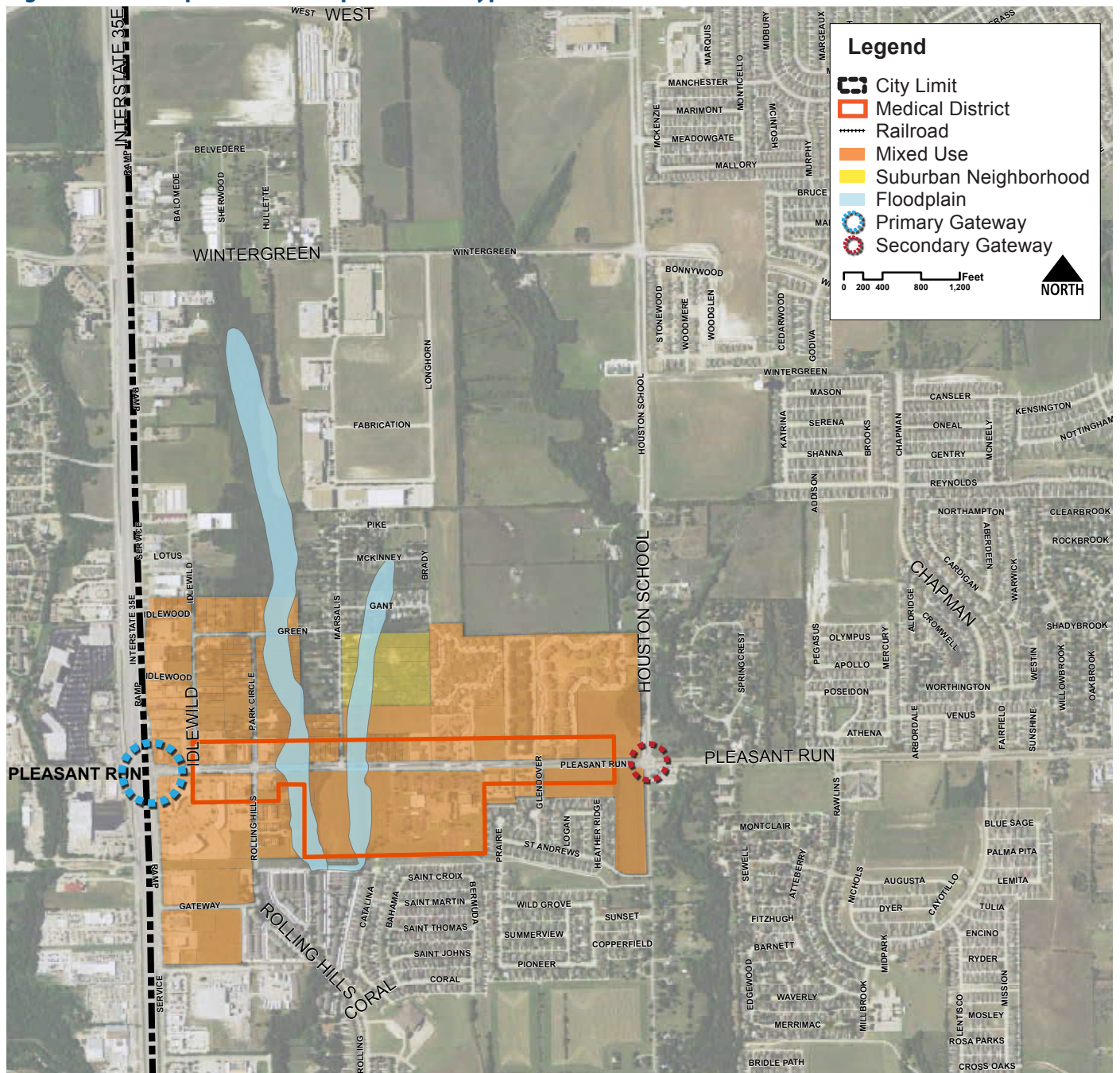




Figure A2.02 LanPort District Proposed Place Type

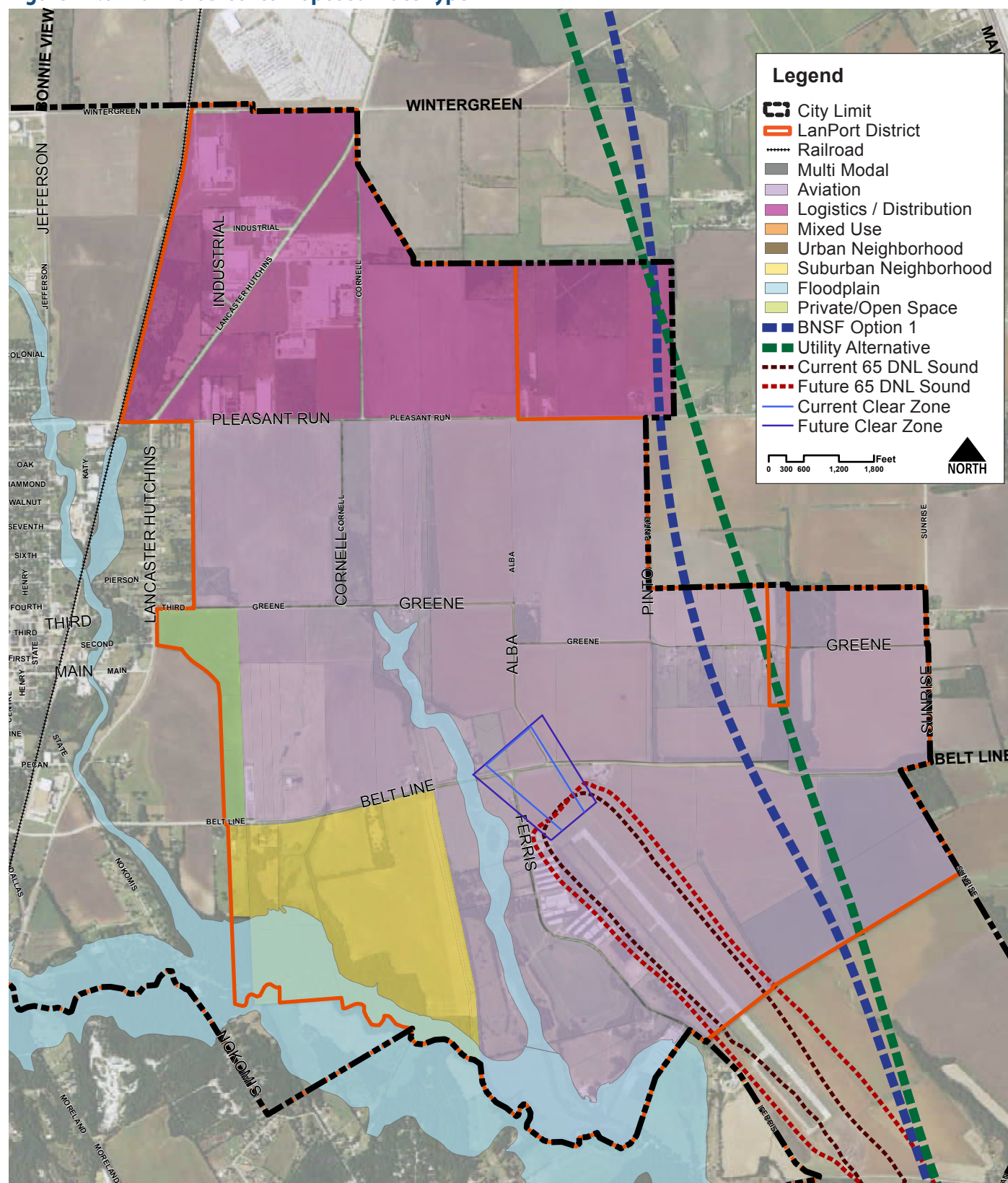




Figure A2.03 Historic District Proposed Place Type

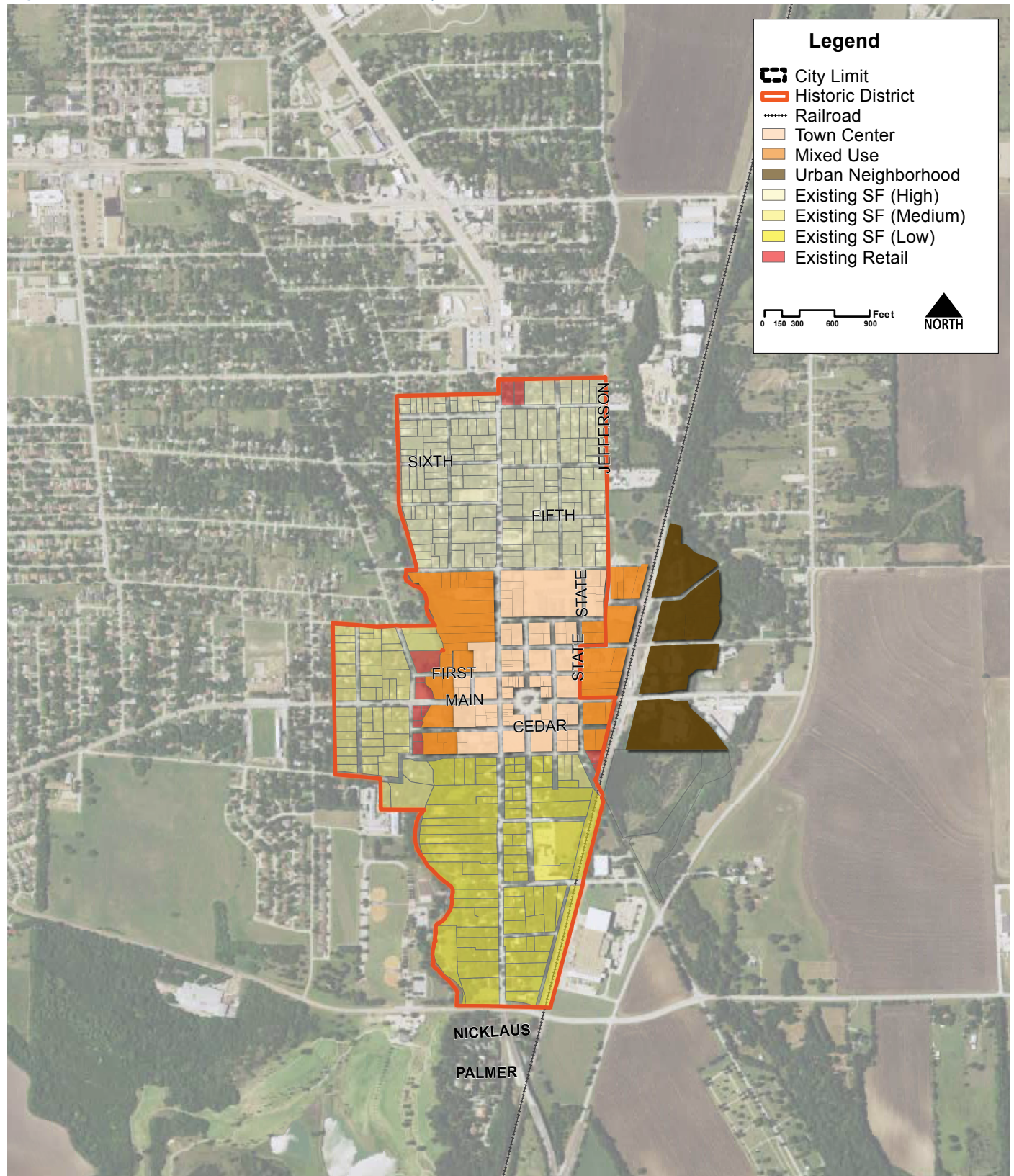
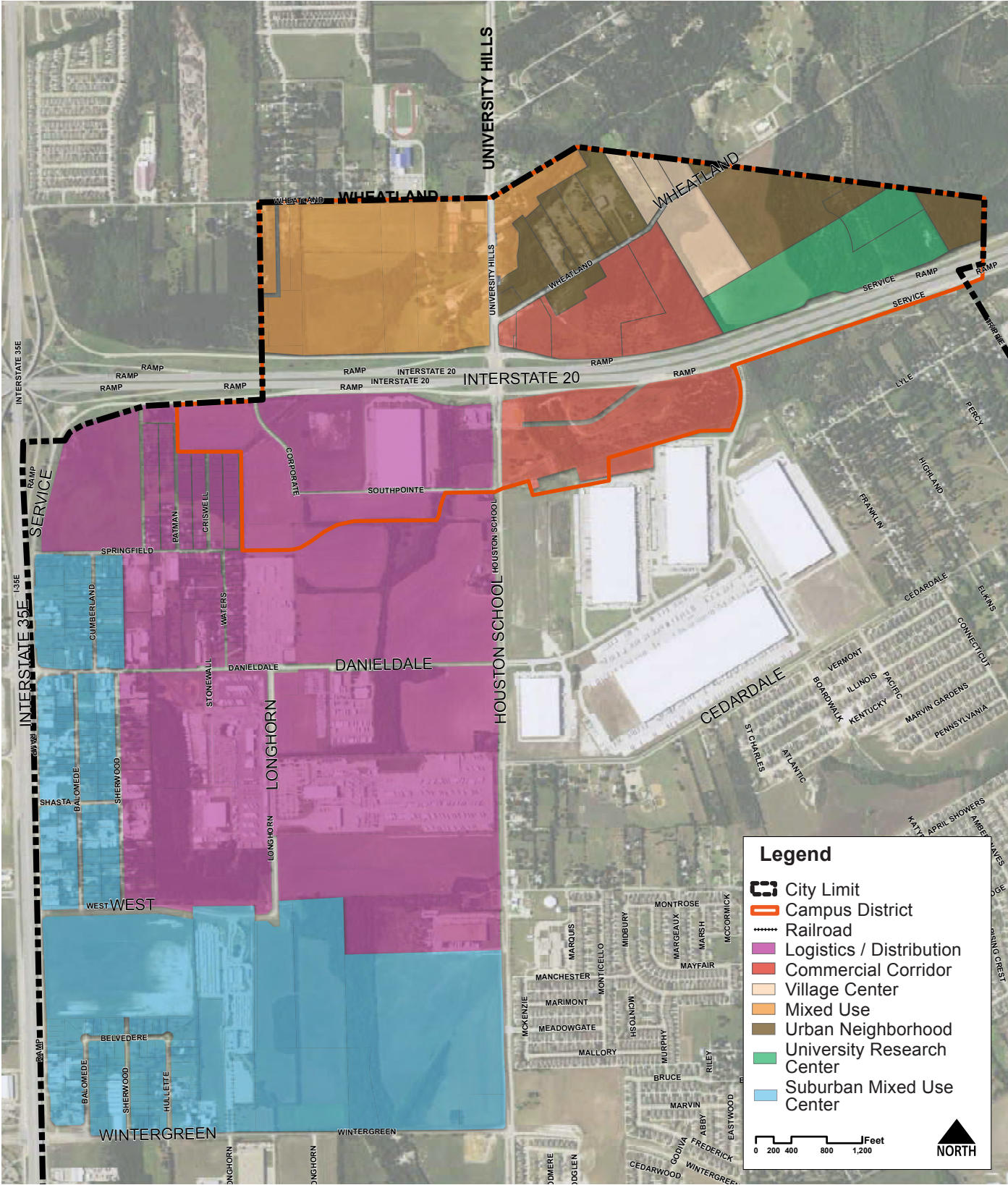




Figure A2.04 Campus District Proposed Place Type



# A3 | 2006 TRAILS MASTER PLAN SUMMARY

## Summary - 2006 Trails Master Plan

### Overview

The 2006 Trails Master Plan was developed in tandem with the 2006 Parks, Recreation, and Open Space Master Plan and the Streetscape Master Plan to address community needs that were outlined in the Lancaster 2002 Comprehensive Plan. These plans were developed together because it was recognized that in order to best achieve the goal of a more vibrant and livable Lancaster, these aspects of the city's infrastructure must coordinate with each other and reinforce each other. The trails plan was intended to create a blueprint for the creation of a world class trail system in Lancaster that would link the city's environmental features, schools, public facilities, local neighborhoods, and business districts to each other and surrounding communities. In Citizen Opinion and Attitude Surveys conducted for the Open Space Master Plan, trails were regularly identified as one of the top priorities for residents

### Goals and Opportunities

- Trail Development with regional connections – Provide a trail system around Lancaster to seamlessly connect regionally significant trails with community trails and ensure that new development and subdivisions connect to this system.
- Community Linkages – Link Trails to residential neighborhoods, community facilities, parks, schools, athletic fields, historic districts, downtown, as well as other commercial and retail activity centers in Lancaster.
- Access – Develop a trail system for people of all abilities, pedestrians, bicyclists, equestrians, and other non-motorized users.
- Amenities – Locate trailheads at or in conjunction with park sites, schools, and other community facilities to increase local access to the trail system. Furnish trail systems with trailhead improvements that include interpretive and directional signage, benches, drinking fountains, parking areas, and other services.
- Maintenance and Emergency Access – develop trail design and development standards that are easy to maintain and access by maintenance, security, and emergency vehicles.
- Preservation – Preserve view corridors, existing public rights of way and other easements for future trail development; preserve sensitive natural areas using contextually sensitive designed trails; and preserve floodplains. Preserve and enhance the riparian corridors as protection against flooding and for improved recreational potential.
- Regulation – Update ordinances and regulations to protect existing and future easements to protect land dedicated for trails from future development.

### Trails System Concept

Lancaster's city wide trail system aims to create a network of nearly 60 miles of paved, shared-use trails, 65 miles of soft surface trails, and 40 miles of extra wide sidewalks where a fully separated trail corridor is not possible. The

trail system is based upon a foundation of 5 distinct major trails that form the backbone, or spine, of the overall network and cover the entire city. These 5 trails are:

- Grand Trail
- The Cultural Trail
- Ten Mile Creek Trail
- The Outer Ring
- Main Connectors

### Priorities, Phasing, and Development Strategy

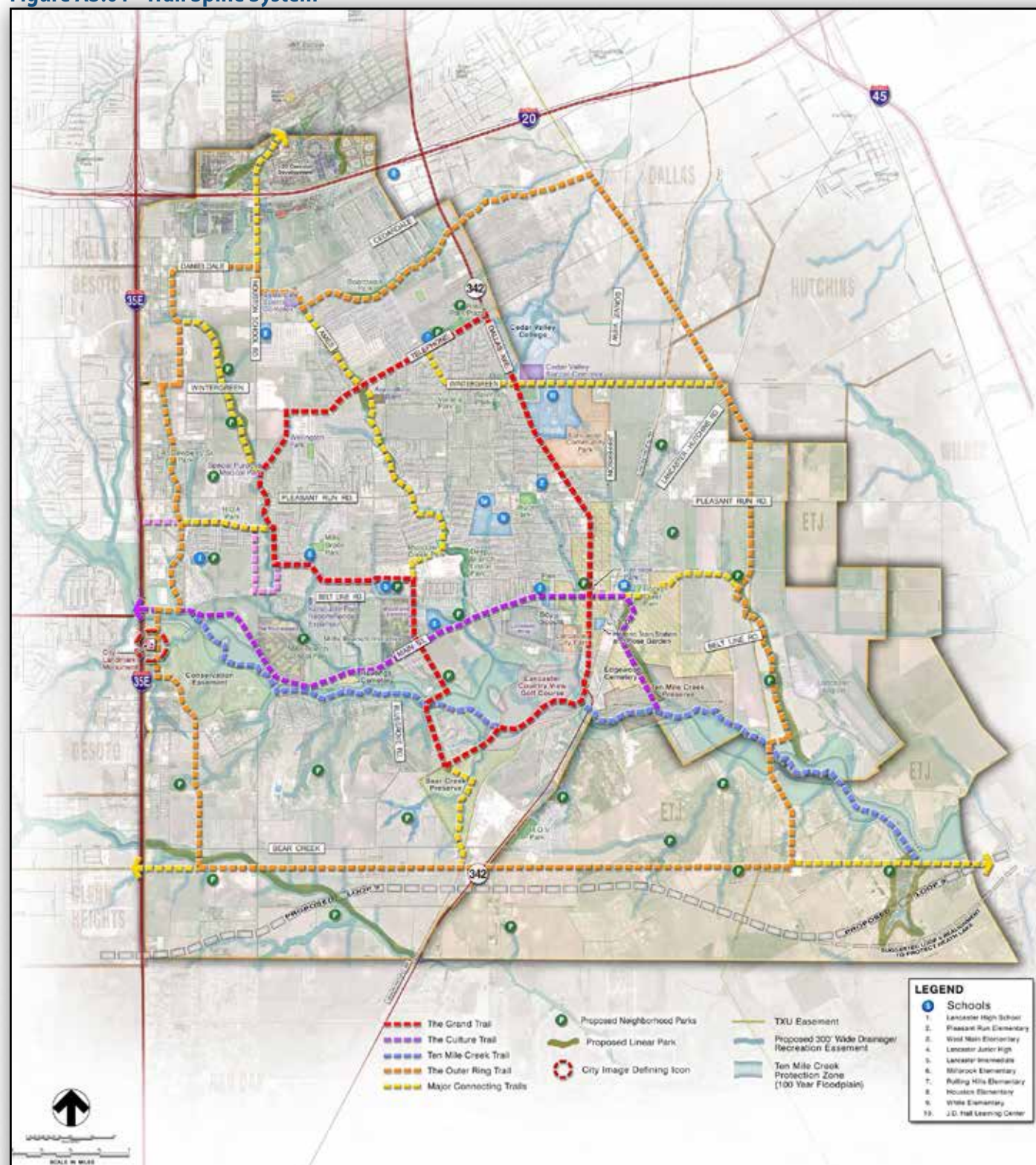
The Trails Master Plan created by Halff Associates and Alta Planning and Design included a section on project priorities and phasing in order to establish a priority for trail components in pursuit of building the entire system. The plan was broken into 3 phases:

- PHASE 1:** Projects are the top priority pathway and trail projects for short term project implementation and are targeted for completion in the next five years
- PHASE 2:** Projects are mid-term projects planned for implementation between 5 and 10 years. These projects comprise the bulk of the trails and pathways system
- PHASE 3:** Projects are long term projects recommended for implementation in the 10+ years after plan adoption. These are projects that generally supplement the trail and pathway system or may provide potential pathways over a longer period of time as land uses and regional planning boundaries change

The Trails Master Plan also contained a section on specific design guidelines for different trail classifications, specific signage and markings, and numerous amenities to provide a high level of user convenience. Additionally, the plan contained recommendations on potential funding sources for the implementation of the trails plan, and city policy recommendations for the acquisition of trail corridors and development of new code language.



Figure A3.01 - Trail Spine System



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# A4 | 2006 PARK, RECREATION, & OPEN SPACE MASTER PLAN SUMMARY

## Summary - 2006 Parks, Recreation, & Open Space Master Plan

### Overview

The Parks, Recreation, and Open Space Master Plan was developed as an update to the 1997 plan to provide an assessment of Lancaster's parks, recreation, and open space system. This plan, together with the 2006 Trails Master Plan and Streetscape Plan, was intended to create a comprehensive set of guidelines development of Lancaster's recreational infrastructure moving forward. This plan was developed with several aims, including:

- Identify opportunities and recommend alternatives for improving the park system.
- Look at the potential growth of the city over the next 5 to 10 years, and assesses where additional facilities will be needed as the city grows, and what types of facilities are most needed.
- Guide city staff in acquiring land to meet current and future park and open space needs.
- Prioritize key recommendations of the Parks, Recreation, and Open Space Master Plan so that the most significant deficiencies are addressed as quickly as possible.
- Guided city staff and city leaders in determining where and how parks funding should be allocated over the next five to ten years.

The plan was intended to govern decision making for the entirety of Lancaster, including areas within its Extra-Territorial Jurisdiction. The plan was designed to meet the requirements of the Texas Parks and Wildlife Department, and includes an introduction describing the aims and time frames for the plan, as well as the context current conditions of Lancaster, including the unique physical features, history, and economic and demographic profiles of the city. The plan also includes an inventory of the existing parks within the city, the goals of the park system, a public input section, and a needs assessment accompanied by recommendations and an implementation plan. Additionally, the Texas Parks and Wildlife department stipulated a life-span of 10 years for the master plan, with a complete update necessary at the conclusion of that time period. 2015 is the final year of that time frame, and the Parks, Recreation, and Open Space Master Plan is due for an overhaul.

### Goals and Objectives

- Provide a variety of recreation facilities and programs to meet the ultimate recreational needs and desires of the city of Lancaster's growing population.
- Create a park system that will improve the physical form and appearance of the City of Lancaster.
- Preserve and enhance Lancaster's open space and natural resources, especially areas with topography change and/or indigenous tree cover and land prone to flooding.
- Provide an open space system which links parks, schools, greenbelts, and open spaces.
- Provide a tool to coordinate multi-jurisdictional efforts with respect to issues that affect recreational opportunities in the community.

- Continue to maintain all of the Lancaster parks and recreational facilities in a superior and sustainable condition.
- Develop other funding mechanisms to help supplement the city's limited funding resources.
- Include a citizen participation process in all ongoing park planning and design, as well as updating of the parks master plan.

### Parks Inventory and Assessments

The previous Parks Master Plan planning effort inventoried existing park and open space facilities within Lancaster. This evaluation was intended to assess the current park and open space infrastructure within the city, as well as compare the available facilities with the number of users, to determine the need for new or improved facilities within the city. The inventory was designed to measure a number of aspects of each park in Lancaster and its ETJ, including its classification, its location, its service area, and its size. Also reviewed were the facilities available in each park, the layout and conditions of each park, and an inventory of any special considerations that might be specific to each park.

The inventory shows that Lancaster has a total of 19 parks, 13 of which are developed, for a total of 260 acres of developed parkland and 254 acres of undeveloped parkland. The breakdown by park type is as follows:

- 6 developed neighborhood parks, totaling 31 acres
  - Land dedicated to 4 future neighborhood parks, totaling 11 acres
- 2 community parks, totaling 194 acres
  - 2 undeveloped regional parks, totaling 247 acres
- Several special purpose parks, totaling 38 acres
- No linear parks
- No pocket parks

### Public Input

Public input was a key part of the development process for the Parks Master Plan. Citizen input is essential to developing a plan that reflects the recreational needs and wants of the community, and Lancaster used a public involvement program utilizing both quantitative and qualitative methods to gather citizen input. The program used several methods to engage citizens, including a Citizen Attitude telephone survey, one-on-one stakeholder interviews, focus group discussions, and community meetings. The public outreach program involved an estimated 650 individuals, gaining invaluable insights into the types of facilities most used, key needs, and the emphasis residents wanted to place on various types of facilities in the community.

The general conclusions of the public outreach program was that Lancaster residents were very supportive of efforts to improve the city's parks and trails system. Residents wanted more fields and courts for youth and adult sports, and a greater variety of recreational outlets in general. Citizens also wanted more family friendly neighborhood parks, a new senior citizen center (which has since been built), and were strongly supportive of system of easily accessible neighborhood trails. Results of the citizen attitude survey, which surveyed 400 residents, can be seen in full in the Lancaster parks, Recreation, and Open Space Master Plan. The information gathered from Public participation was then used as major component in the development of a needs assessment and recommendations for the city of Lancaster

Figure A4.01 - Community Parks

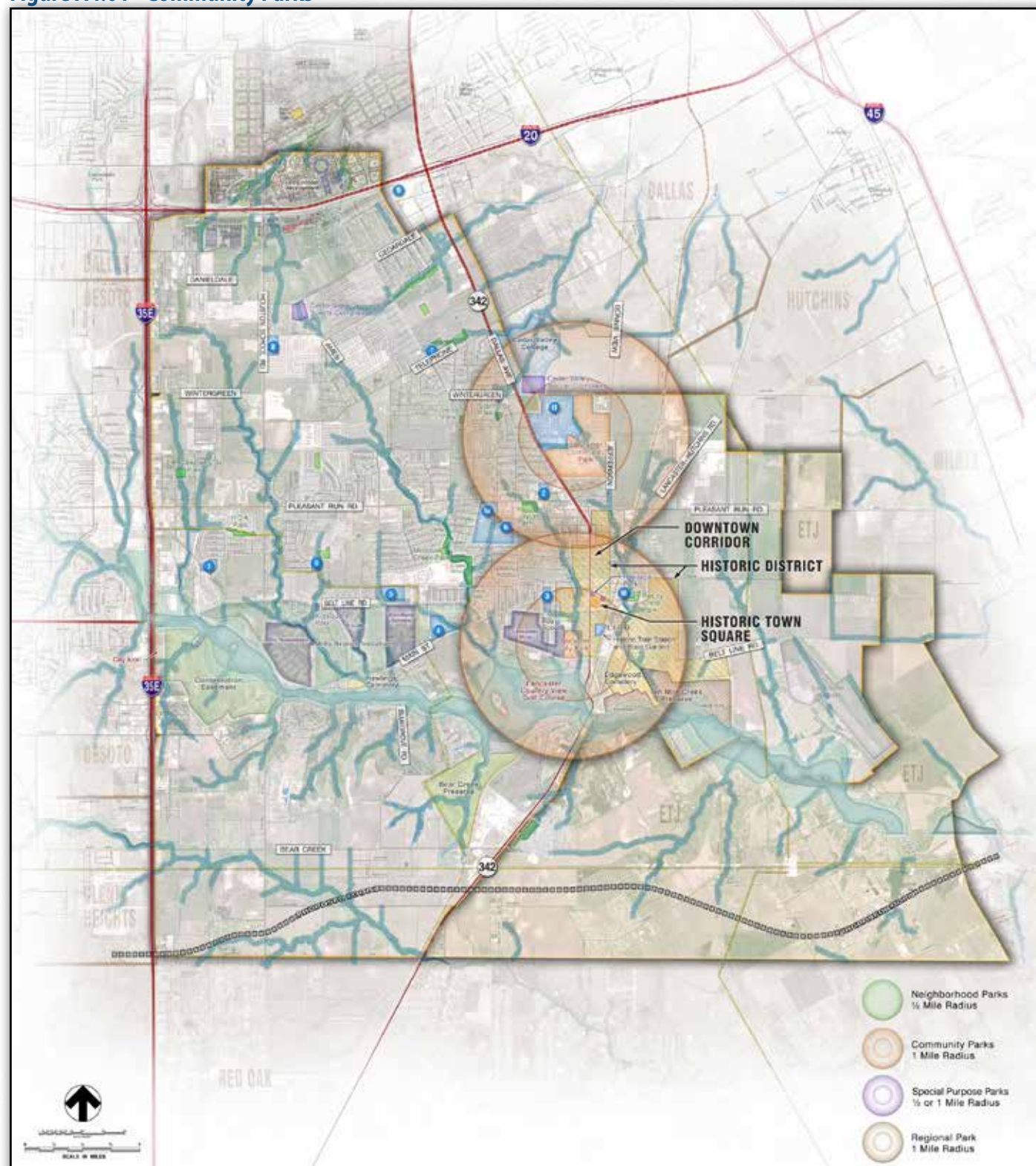




Figure A4.02 - Neighborhood Parks

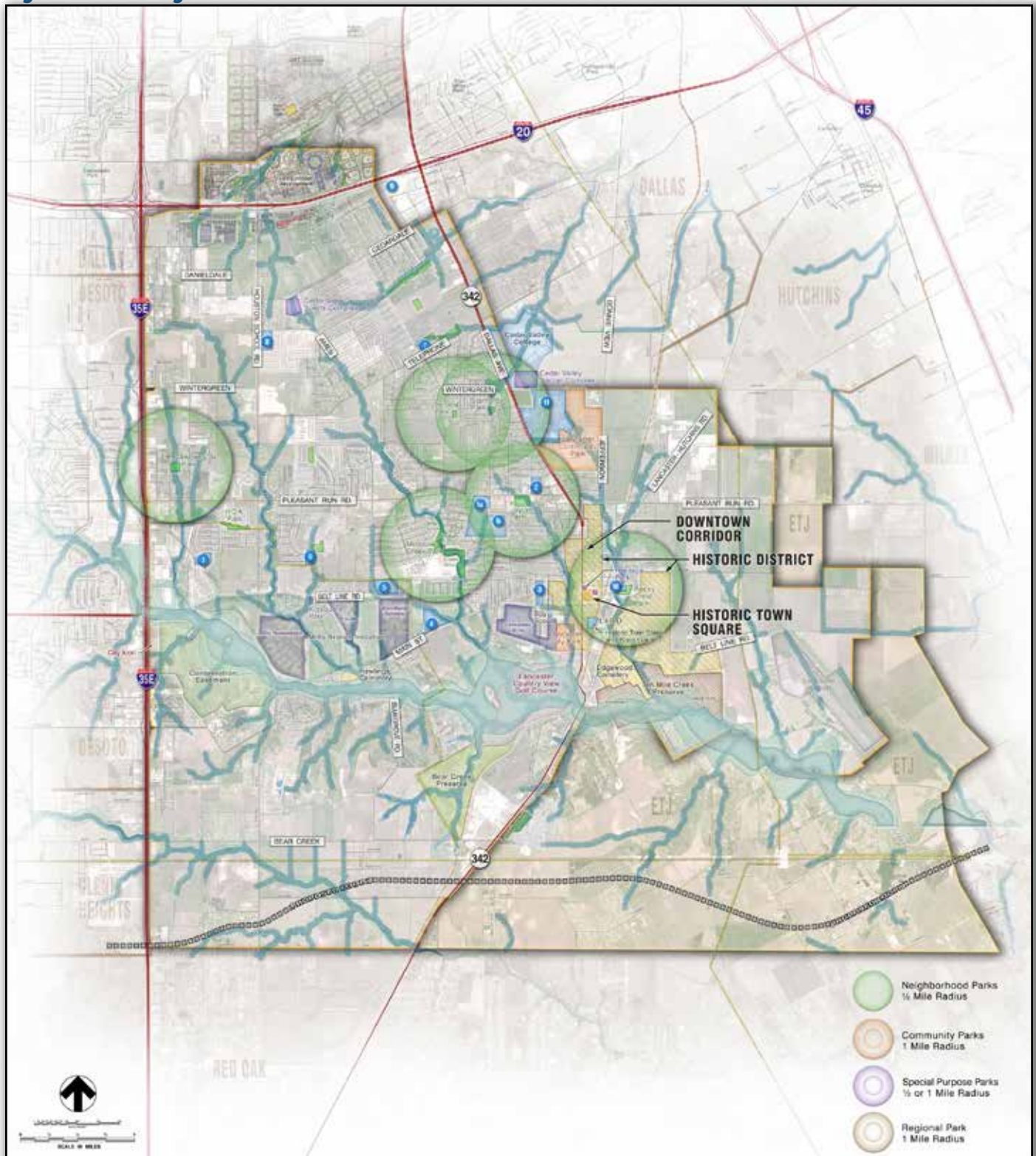
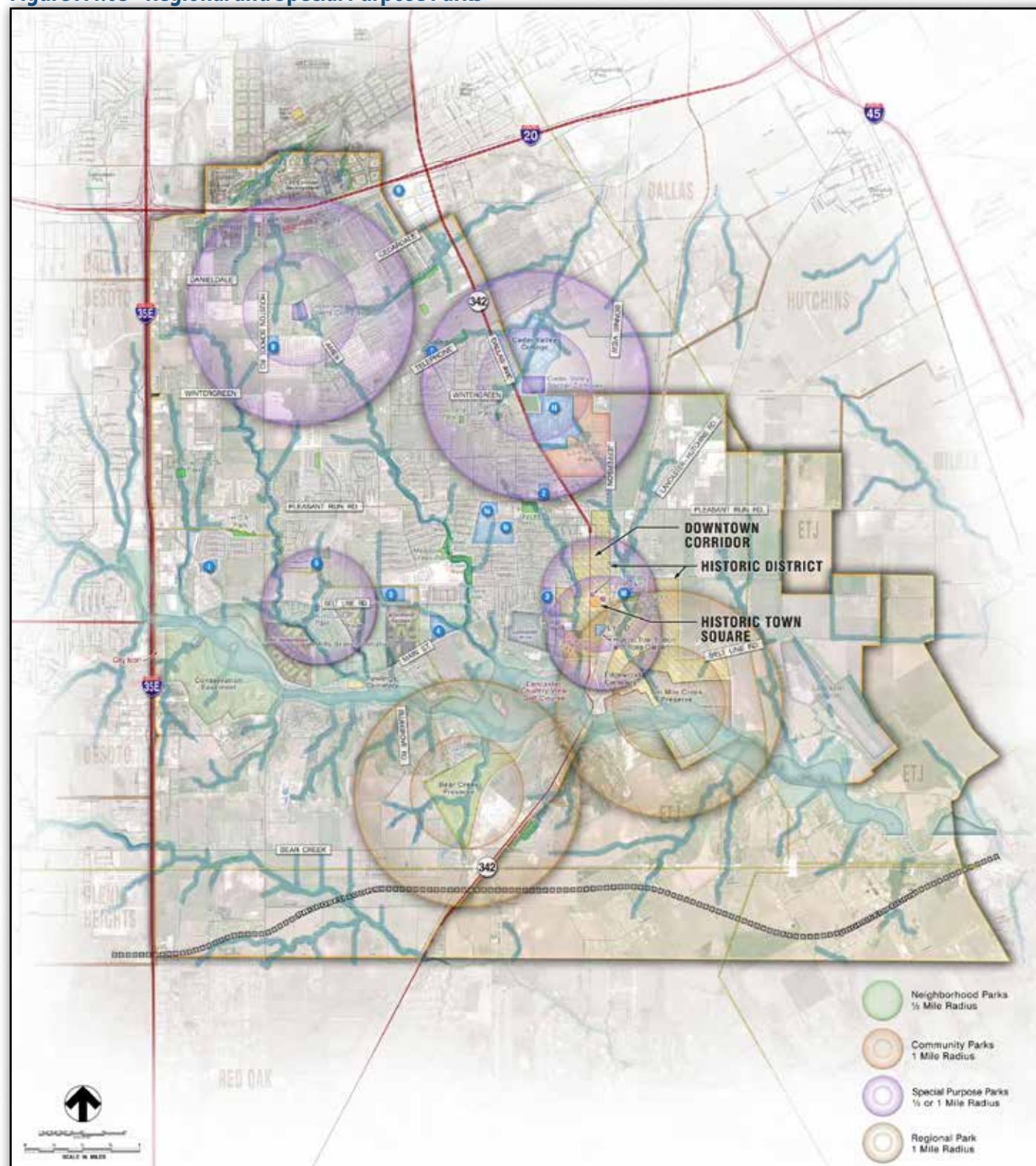




Figure A4.03 - Regional and Special Purpose Parks







## Needs Assessment

After an analysis of the existing park infrastructure had been completed and citizen input had been gathered, a needs assessment was developed using three techniques that adhered to methodologies approved by the Texas Parks and Wildlife Department for local park master plans and by the Department of the Interior for local park system Recovery Action Plans (RAP). These methods included a Standard-Based Approach, which established a standard facilities need per 1000 population for the city of Lancaster; a demand-based approach using participation rates to determine population desire for particular facilities; and a resource-based approach, which was based on the usefulness of available physical resources in Lancaster, such as the city's creek and drainage systems. These methods were all used together to create a comprehensive assessment of the city's needs, both in its current state, and what its needs were projected to be in the future based on current population growth projections.

The needs assessment determined that based on Lancaster's target standard of 28 acres of parkland per 1000 residents, the city has a deficit of park acreage and facilities. This deficit stood at 564 acres in with a 2005, and was projected to rise to 1,124 acres by 2015, when Lancaster's population was expected to number 59,000 residents.

A summary of Lancaster's acreage needs by the year 2015 shows that in order to meet its standard acreage target, the city needs:

- 76 additional acres of Neighborhood Parks
- 219 additional acres of Community parks
- 139 additional acres of Special Purpose Parks
- 336 additional acres of Regional Parks
- 177 additional acres of Linear Parks
- 139 additional acres of Open Space

## Recommendations

The recommendations developed in Lancaster Parks Master Plan proscribe a series of actions to be implemented over the life of the plan, intended to cover the next 5 to 10 years (through 2015 - the life of the master plan), though some recommendations have been made that must be addressed over longer time horizons. The recommendations address city policy, acquisition of park land, the development of land already acquired for parks, improvements to existing parks, and the development of recreation facilities. The recommendations of the plan are as follows:

### City Policy

- Pre-identify and preserve a community-wide network of conservation lands or “linked landscapes.”
- Prepare a resource inventory.
- At a minimum, land identified for conservation planning and development should include all land within 1,500 feet adjacent to the 100 year flood line of all creeks and their tributaries.
- Revise the City’s Comprehensive Plan, Zoning Ordinance, and Subdivision and Land Development Ordinance to make provision for the implementation of Conservation Planning and Development.
- Follow the Guidance as provided in the “Model Language for Conservation Subdivisions” of the publication: Arendt, R.; Growing Greener, Putting Conservation into Local Plans and Ordinances; Island Press; 1999.
- Inventory all sites of historic and cultural value within the city.
- Limit development within historic and cultural Landscapes to sustainable development and according to the principles of Conservation Planning and Development.
- Create a wide buffer of natural vegetation and wind rows in situations where the Cultural Landscape Districts are located adjacent to incompatible land uses.
- Investigate private/public collaboration to make the protection of the city’s heritage a reality.
- Revisions to the city’s Park Land Dedication ordinance (detailed in the 2006 Lancaster Parks, Recreation, and Open Space Master Plan).

### Acquisition

- Develop 25 new neighborhood parks at a minimum of 5 acres per park.
- Consider donations by developers and implement park land dedication as new communities are built. Target 5 acre+ sites that are easily accessible and that have sufficient land to be useful.
- J.A. Dewberry Park: Acquire additional land (+/- 3 acres) north of the park on both sides of the creek to increase the size of the park and to provide additional stream access and stream protection.
- Board Walk Park: Acquire land (+/- 3.5 acres) along the creek towards the Cedardale Sports Complex in order to provide a direct link to the latter.
- Develop 5 new community parks at an average of 50 acres per park.
- Acquire at least 40 acres of land adjacent to the Cedardale Sports Complex for a new community park.
- Acquire 8 acres of land adjacent to and west of City Park that fronts on Beltline Road.
- Develop 5 new linear parks, at an average of 300 ft wide, develop a total of 6 miles of linear park.
- Acquire land along Mills Branch, Deep Branch, Halls Branch, and Keller Branch for linear parks.
- Acquire (+/- 30 acres) along Deep Branch Creek to expand Deep Branch Linear Park north towards Pleasant Run and south towards the Country View Golf Course.

- Acquire land for special purpose parks, including: Lancaster Gateway Park, Healing Park, Retail Park Plaza, Lancaster Cultural District, Dog Park, Extreme Park, and Additional Indoor Recreation Facilities.
- Acquire 400 acres along the 100 yr floodplain of Ten Mile Creek for a regional park.

### ***Development***

This section contains a list of planning and design approaches when developing parks in the city. This section contains broad approaches for all park types, as well as lists with more specific approaches for various park types, including community parks, neighborhood parks, linear parks, special purpose parks, and regional parks

#### ***Development of Recreation Facilities (in order of priority)***

- Senior Citizen Center
- Jogging, hike and bike trails
- Playgrounds
- Children's water spray park
- Natural habitat/ nature areas
- Lighted basketball courts
- Outdoor pool/ aquatic center
- Rental picnic/reunion pavilions
- Park Restrooms
- Exercise stations along trails
- Amphitheater
- Youth softball fields
- Baseball fields
- Soccer fields
- Picnic tables

#### ***High Priority Existing Park Improvements***

- Renovation of existing parks – prepare and implement renovation plans
- Park signage – develop new, update old signage
- Creeks – establish riparian buffers
- Park Maintenance
- Wi-Fi Access
- Art in Public Places

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