

# City of Waxahachie 2007 Comprehensive Plan

## CHAPTER 5: FUTURE LAND USE PLAN



*Communities thrive because they have a reason for being...Regardless of their founders' reasons for creating them, the great places (e.g., cities, communities) of the world have survived because they fulfill the commercial, social, and psychological needs of their citizens. The character and identity for which they are well known have developed as a direct response to their citizens' needs for order and a sense of place.*

*Kenneth B. Hall and Gerald A. Porterfield – Community By Design: New Urbanism for Suburbs and Small Communities*





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# Introduction

The right of a municipality to coordinate growth is rooted in its need to protect the health, safety and welfare of local citizens. An important part of establishing the guidelines for such responsibility is the *Future Land Use Plan*, which establishes an overall framework for the preferred pattern of development within Waxahachie. Specifically, the *Future Land Use Plan* designates various areas within the City for particular land uses, based principally on the specific land use policies outlined herein. The *Future Land Use Plan* is graphically depicted for use during the development plan review process with the *Future Land Use Plan Map* (Plate 5-1, page 5.2), and the *Future Land Use Plan* should ultimately be reflected through the City's policy and development decisions. The *Future Land Use Plan Map* is not a zoning map, which deals with specific development requirements on individual parcels. The zoning map and changes in zoning should, however, be based on the *Future Land Use Plan* and related *Future Land Use Plan Map*. In general, the *Future Land Use Plan* is intended to be a comprehensive blueprint of Waxahachie's vision for its future land use pattern.

Waxahachie's land use pattern has evolved over the last 100 years to become what it is today. The challenge now is to maintain the great areas within and history of the City while paving the way for new, quality, sustainable development that will contribute to the City in the years to come. This *Future Land Use Plan* has been written to achieve the following:

- ❖ Address the needs of the City as a whole.
- ❖ Address the concerns and issues raised throughout this planning process.
- ❖ Provide policy guidance in keeping with the City's established vision statement, goals, and objectives (Chapter 2).
- ❖ Ensure that Waxahachie is a unique and sustainable community.

This *Future Land Use Plan* is divided into several sections. First is a discussion of the recommended future pattern of land use, with an explanation of land use categories and a graphic depiction through the *Future Land Use Plan Map*; this map, *Plate 5-1* (page 5.2), will help guide land use decisions within the City. Another more detailed depiction of recommended land uses is shown on *Plate 5-2* (page 5.4). Second is a discussion of the City's projected population growth, and its anticipated population at its build-out configuration, based on the *Future Land Use Plan Map*. Finally, the third section outlines the land use policies, which should be used in conjunction with the *Future Land Use Plan Map* to guide land use decisions as the growth, development, and perhaps redevelopment, occurs.



Note: "A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries".

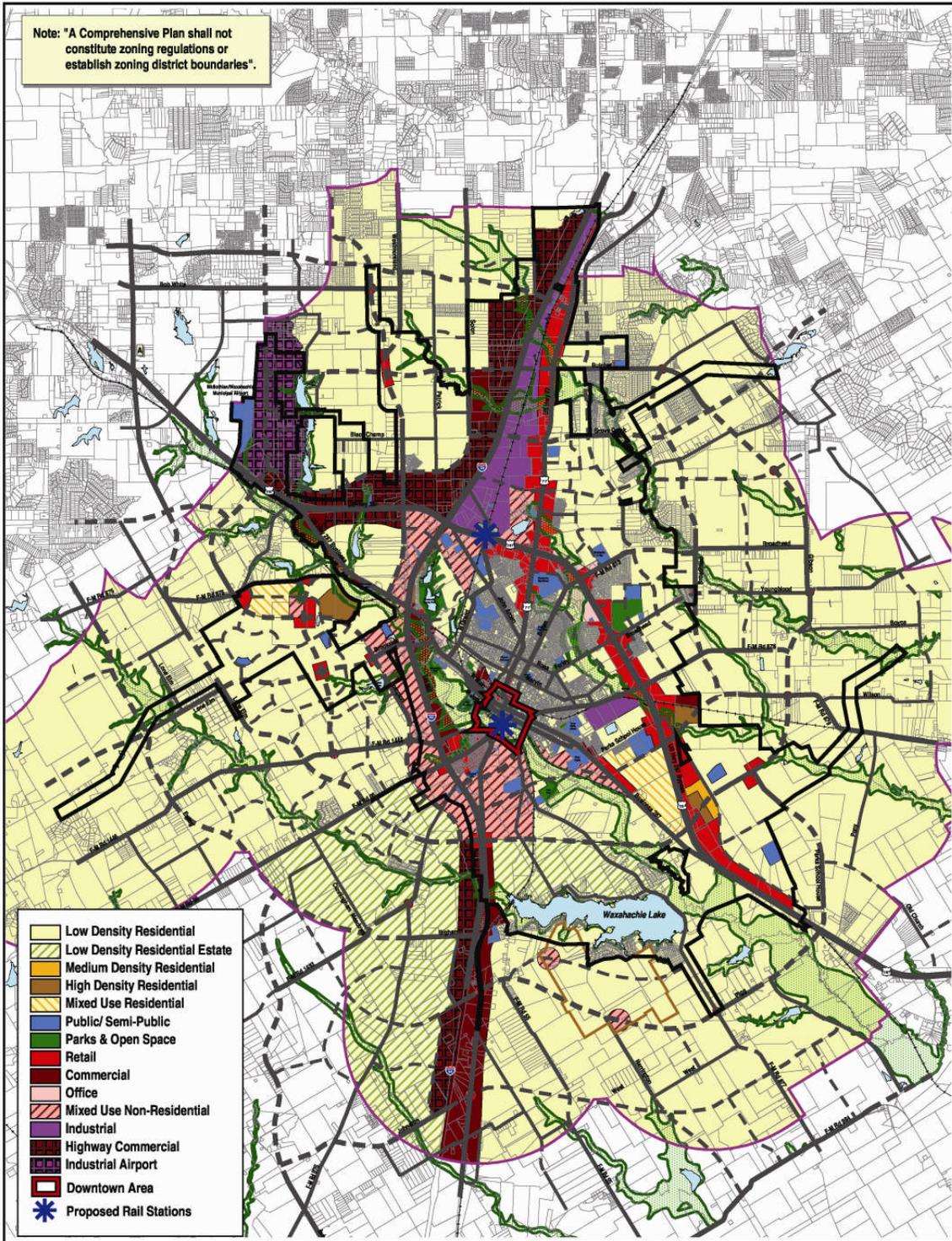


Plate 5-1



5000 0 5000 10000 Feet

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 Urban Planning Consultants - Dallas, Texas  
 Date: October 2007

# Future Land Use Plan Map





# Recommended Pattern of Land Uses

The *Future Land Use Plan Map, Plate 5-1* (page 5.2), has been created as the result of numerous public meetings with the Comprehensive Plan Steering Committee and City staff. It is important to note that the *Future Land Use Plan Map* does not directly affect the regulation of land within Waxahachie or the ETJ because it is not a zoning map. The *Future Land Use Plan Map* is intended to provide a graphic depiction of Waxahachie's ideal land use pattern. It should be used by the City to guide decisions on proposed zoning/development and development standards in the future. It should be noted that while the *Future Land Use Plan Map* itself is an integral part of this *Future Land Use Plan* chapter, the land use policies that support the map and that relate to how land use development should occur are also important. These policies are contained in the last section of this *Future Land Use Plan*. The subsequent paragraphs, related map colors, and pictures are provided to clarify the various land use types shown on the *Future Land Use Plan Map*.

## Land Use Types

### Low Density Residential Estate

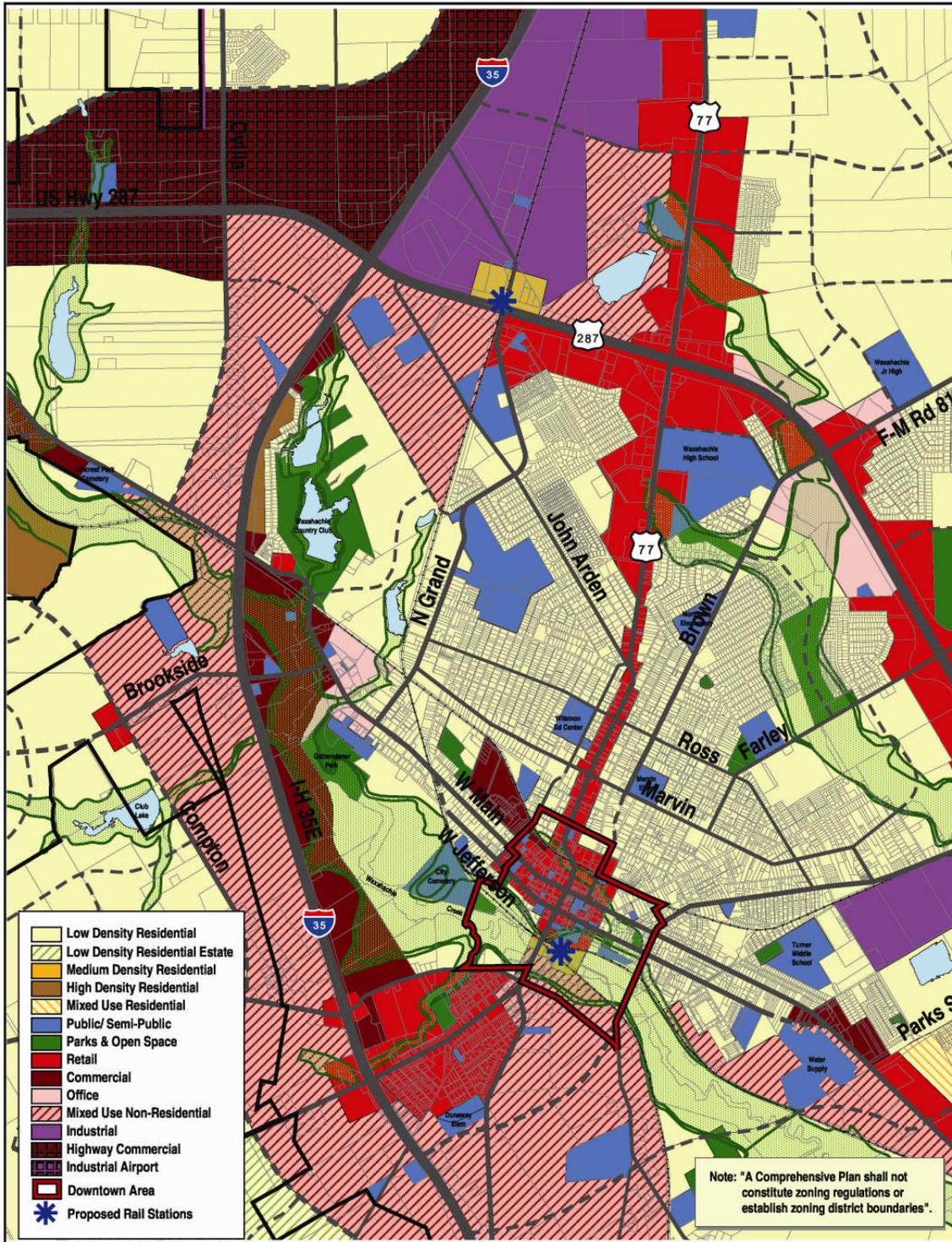


This use is representative of traditional, single-family detached dwelling units on large lots that are over one acre. This type of land use is envisioned to primarily be located in the southern portion of the City and in the ETJ area south of the City, which are areas where providing City water and wastewater would be a challenge. The average density of this residential land use is one unit per 2.5 acres.

### Low Density Residential



This use is representative of traditional, single-family detached dwelling units on various size lots, from one acre to 5,000-square-foot lots. Many of the City's developed subdivisions fall within this *Low Density Residential* category. Future recommended areas designated for *Low Density Residential* development are generally not adjacent to major thoroughfares (except in the ETJ) or incompatible land uses, and are in proximity to existing single-family subdivisions. It should be noted that although this land use type is partly entitled "low density", a range of lot sizes are envisioned, with an average density of 3.5 units per acre.

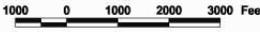




# Future Land Use Plan Map

## Core Area

**Plate 5-2**

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Date: October 2007



## Medium Density Residential



This use is representative of two-family, attached dwelling units, such as townhomes.

Medium density land uses often provide areas for “empty nesters” (people with grown children) who may not want the maintenance of a single-family home, and for young families

who may find a townhome more affordable than a single-family home. This land use type should have an average density of 8 units per acre. It should also be noted that medium density residential development should be acceptable in mixed use areas (as discussed below within those sub-sections).



Examples of *Medium Density Residential* Land Uses

## High Density Residential



Traditional apartment-type units in attached living complexes characterize high density residential land use.

There are currently several high density residential areas within Waxahachie. Only a few new *High Density Residential* areas have been shown, and these are generally consisting with existing zoning or previously approved plans.

The primary reason for this is that this *Future Land Use Plan* recommends providing this type of land use mainly in mixed use scenario; there is better market-draw and sustainability with multiple-family in mixed use developments.



Examples of *High Density Residential* Land Uses

It should also be noted that medium density uses should also be permitted in any area designated for high density use. The density of this land use type is recommended at 18 units per acre, which is consistent with the density recommended in City’s previous Comprehensive Plan and with the density permitted in the City’s multiple-family zoning districts. Ensuring a high quality of development is critical to ensuring that *High Density Residential* areas remain viable and sustainable over a long period of time. This is discussed in detail in *Land Use Policy #8* later within this chapter.



## Mixed Use Residential



Areas with this land use designation are intended for a mixture of residential and non-residential uses. They are referred to as *Mixed Use Residential* because it is envisioned that the residential component of such areas would be a greater percentage than the non-residential component.

Approximately 80 percent of the acreage or square footage of any proposed development should be residential, with the remaining 20 percent of the acreage or square footage non-residential. Acreage would apply in a horizontal mixed use development, while square footage would apply in a vertical mixed use development. Both vertical and horizontal mixed use could be provided together.

Craig Ranch (in McKinney), Austin Ranch (in The Colony), West Village (in Dallas), Addison Circle (in Addison), and Kentlands (in Maryland) are examples of this type of use. Mixed use areas are intended to provide flexibility for the City and the development community. An average of 13 dwelling units per acre (the average between *Medium* and *High Density Residential*) should be anticipated in these areas.



The West Village in Dallas – An Example of Vertical Mixed Use



Celebration in Florida – An Example of Horizontal & Vertical Mixed Use



Kentlands in Maryland – An Example of Horizontal & Vertical Mixed Use





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### Public/Semi-Public



This land use designation is representative of uses that are educational, governmental or institutional in nature. Public/semi-public uses are generally permitted within any area; therefore, the areas shown on the *Future Land Use Plan Map (Plate 5-1)* show only public/semi-public uses that are currently in existence. Although only existing areas are shown on the *Plate 5-1*, it is anticipated that there will be a need for additional public uses with future population growth. Based on such population growth, the *Community Facilities Plan*, Chapter 8, addresses needs for services such as police and fire.



Example of *Public/Semi-Public* Land Use (City Hall)

### Parks & Open Space



This land use designation is provided to identify all public parks and open spaces within Waxahachie. A community's park system is key to a high quality of life. The City has recognized this not only through its current allocation of significant park/open space areas, but also by the fact that the City also has a history of planning for parks and open space (as evidenced by the current *Parks Master Plan*). The *Parks Master Plan* will address specific future park locations, local park and open space needs, a trail system, and other recreation-related issues, as well as funding mechanisms. It is intended to help Waxahachie meet the park and recreation needs of its citizens as it continues to grow in population. The park and open space areas that are recommended can be seen within the *Parks Master Plan*.



Examples of *Parks & Open Space* Land Uses (Getzendaner Park & Lions Park)

### Office



This land use type is intended for businesses such as banks and places of work for doctors, lawyers, engineers, real estate professionals, architects, etc. Office land uses are generally



Examples of *Office* Land Uses

compatible with residential areas, with the exception of high-rise office buildings. These would be more appropriate along U.S. Highway 287 and along Interstate Highway 35 and in *Mixed Use Non-Residential* areas (see description starting at the bottom of this page). Office uses of two- to three-stories are also appropriate within Downtown.

## Retail



This land use type is intended to provide for a variety of restaurants, shops, grocery stores, and personal service establishments. Retail

businesses generally require greater visibility than do other types of nonresidential land use (e.g., office, commercial). In response to this need, retail land uses have been designated in the high-traffic areas of Waxahachie, with concentrated retail uses recommended along Interstate Highway 35, U.S. Highway 287, and U.S. Highway 77. Retail uses are also appropriate within *Mixed Use* areas and in Downtown.

Examples of *Retail* Land Uses, Including a Shopping Center, Big-Box Retail & Outdoor Dining



## Mixed Use Non-Residential



Areas with this land use designation are intended for a mixture of non-residential and residential uses. They are referred to as *Mixed Use Non-Residential* because it is envisioned that the non-residential component of such areas would be greater percentage than the residential component. Specifically, approximately 80 percent of the acreage or square footage any proposed development should be non-residential, with the remaining 20 percent of the acreage or square

footage residential. Acreage would apply in a horizontal mixed use development, while square footage would apply in a vertical mixed use development. Frisco



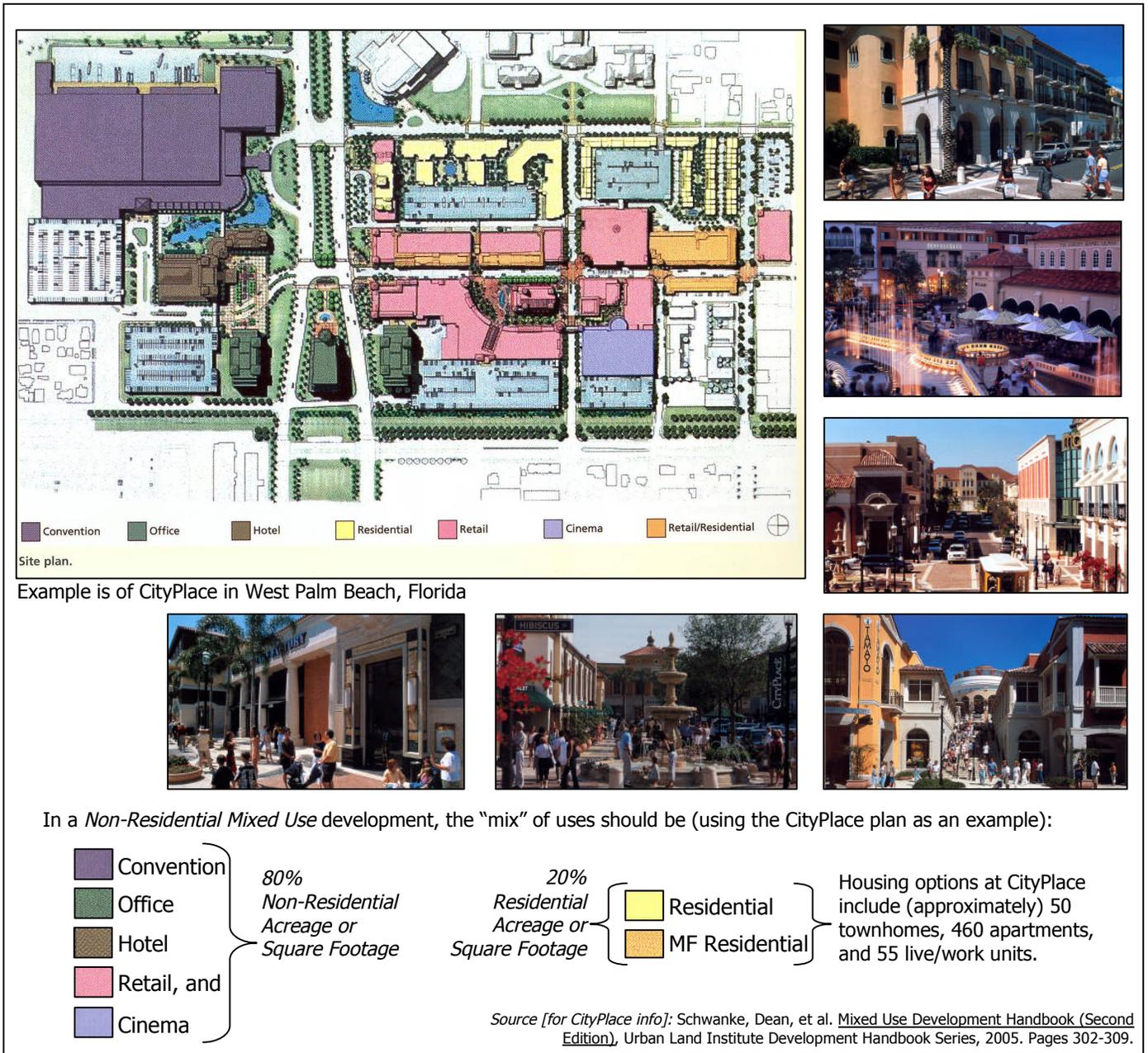
Examples of *Mixed Use Non-Residential* Land Uses – Southlake Town Center & Frisco Square



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Square (in Frisco) and Southlake's Town Center are examples of *Non-Residential Mixed Use*. Mixed use areas are intended to provide flexibility for the City and the development community. An average of 13 dwelling units per acre (the average between *Medium* and *High Density Residential*) should be anticipated in these areas. See *Figure 5-1* below for an illustration of the way in which a proposed *Mixed Use Non-Residential* development would be calculated.

*Figure 5-1: Example of a Mixed Use Non-Residential Development & Related Calculations*





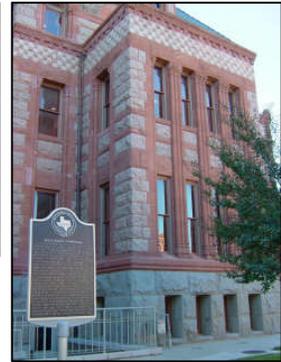
## Downtown Waxahachie



The *Downtown Waxahachie* designation is intended to delineate the core Downtown area. Like many Texas towns, the City was originally settled in proximity to the railroad in the early 1900's when rail lines were vital to local and regional economies, as well as to population growth. The Downtown area is anchored by the Ellis County Courthouse, which is in the center of the Downtown square and is a historic landmark. The preservation of Downtown is very important to City leaders and citizens alike.

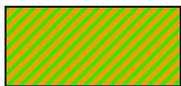


Downtown Waxahachie



The ideal is for the area to be again what it once was – a place where people go to shop, live, work, and feel a sense of community. Generally, land uses within Downtown should be residential, public/semi-public, retail, and office. More detail about concepts for improving and enhancing Downtown Waxahachie is contained within the *Downtown Strategies*, Chapter 6.

## Transit-Oriented Development (TOD)



The *TOD* areas shown on the *Future Land Use Plan Map* correlates to the anticipated locations of two rail transit stations. These locations have been determined by the North Central Texas Council of Governments (NCTCOG) as part of their regional rail planning effort (refer to the *Transportation Plan*, Chapter 4, for more information). Like the *Mixed Use* designations, the *TOD* areas are intended for a mixture of non-residential and residential uses, but this mixture should be higher density such that it helps support a nearby transit station. The *TOD* areas should have a minimum residential density of 25 units per acre in order to support transit as well as the anticipated non-residential uses within the Transit-

Source: Plano Planning Department Website



Examples of *Transit-Oriented Development (TOD)*





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Oriented Development. *Land Use Policy #6* discusses this development type further, and the *Transportation Plan*, Chapter 4, provides additional discussion of Waxahachie’s rail transit opportunities.

**Commercial**

Areas designated for *Commercial* land use are intended for a variety of commercial uses and establishments with outside storage, display and sales. Examples of such uses include business establishments that primarily provide a service such as automobile service stations, automobile sales lots, self-storage businesses, and repair shops. Such uses are not significant contributors to a municipality’s tax revenue, and, by their nature, commercial businesses can detract from positive aesthetics. Primarily for these reasons, commercial uses have generally only been recommended in locations consistent with where such uses currently exist.



Examples of *Commercial* Land Uses

**Highway Commercial**

*Highway Commercial* areas are intended to allow for traditional commercial land uses, but such uses should be developed to higher standards in areas designated *Highway Commercial*. This is due to the higher visibility of these areas, since they are located along the heavily traveled Interstate Highway 35. For example, outside storage may be permitted, but would have to be screened and not visible from the road. In addition, a more limited array of commercial uses would be permitted. Hotels, motels, and car dealerships would be permitted, for example, but manufactured home sales and self-storage businesses would not. This *Highway Commercial* designation allows for some commercial uses while maintaining a positive image of Waxahachie along Interstate Highway 35.

**Industrial**

The *Industrial* land use designation is applied to areas intended for a range of heavy commercial, assembly, warehousing, and manufacturing uses.



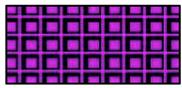
Examples of *Industrial* Land Uses

Large tracts of land with easy access to roadway and air transportation are becoming increasingly hard to find for the industrial business community. However, these businesses can be advantageous for a municipality in terms of providing employment and an increased tax base. Therefore, several large areas have been identified as *Industrial*, as shown on the *Future Land Use Plan Map*. Examples of desirable



uses within these areas include company headquarters, computer technology businesses, and medical service companies.

### Airport Industrial

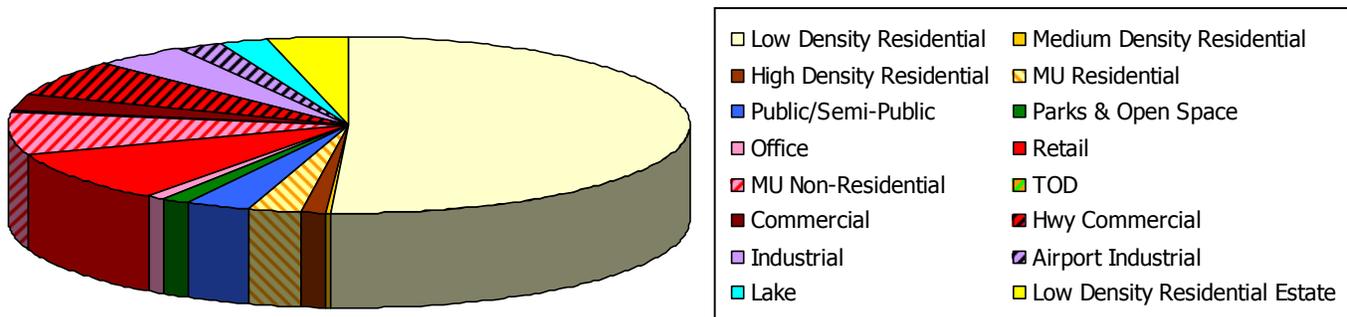


The *Airport Industrial* land use type is intended to provide areas for industrial uses that are related to or in need of the Midlothian/Waxahachie Airport. Industrial uses that need the ability to transport goods by plane would be one example. Another example would be industries that manufacture airplane parts or components. This land use designation is also intended to help protect the future sustainability of the airport and its operations, by ensuring that incompatible land uses (such as residential land uses) do not encroach upon it.

## Future Land Use Calculations

Table 5-1 on the following page lists the categories of land use by acreage for the City limits of Waxahachie and its ETJ. This information represents the calculations from the recommended, graphic pattern of land use shown on the *Future Land Use Plan Map (Plate 5-1, page 5.2)*. This recommended pattern is based on future anticipated market need, as well as on the City vision that has been expressed during this comprehensive planning process. Figure 5-2 below reflects the acreages of various types of land uses recommended within the City limits.

Figure 5-2: Future Land Use Plan Map Calculations – City Limits of Waxahachie





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Table 5-1: Future Land Use Plan Map Calculations

LAND USE TYPE	CITY			ETJ		CITY & ETJ		
	Acres	Percent of City	Acres Per 100 Persons <sup>(2)</sup>	Acres	Percent of ETJ	Acres	Percent of Total	Acres Per 100 Persons <sup>(3)</sup>
Low Density Residential Estate	1,218	3.9%	0.73	5,680	9.7%	6,898	7.7%	2.0
Low Density Residential	15,880	51.0%	9.47	50,182	85.3%	66,062	73.4%	19.2
Medium Density Residential	70	0.2%	0.04	0	0.0%	70	0.1%	0.0
High Density Residential	306	1.0%	0.18	0	0.0%	306	0.3%	0.1
Mixed Use Residential	778	2.5%	0.46	0	0.0%	778	0.9%	0.2
Public/Semi-Public	977	3.1%	0.58	48	0.1%	1,025	1.1%	0.3
Parks & Open Space <sup>(1)</sup>	431	1.4%	0.26	75	0.1%	506	0.6%	0.1
Office	215	0.7%	0.13	0	0.0%	215	0.2%	0.1
Retail	2,974	9.5%	1.77	155	0.3%	3,129	3.5%	0.9
Mixed Use Non-Residential	2,427	7.8%	1.45	397	0.7%	2,824	3.1%	0.8
Transit-Oriented Development (TOD)	50	0.2%	0.03	0	0.0%	50	0.1%	0.0
Commercial	967	3.1%	0.58	988	1.7%	1,955	2.2%	0.6
Highway Commercial	2,143	6.9%	1.28	800	1.4%	2,943	3.3%	0.9
Industrial	1,361	4.4%	0.81	0	0.0%	1,361	1.5%	0.4
Airport Industrial	668	2.1%	0.40	496	0.8%	1,164	1.3%	0.3
Waxahachie Lake	695	2.2%	0.41	0	0.0%	695	0.8%	0.2
<b>TOTAL ACREAGE</b>	<b>31,160</b>	<b>100.0%</b>	<b>18.58</b>	<b>58,821</b>	<b>100.0%</b>	<b>89,981</b>	<b>100.0%</b>	<b>26.2</b>

(1) Includes only existing, developed park areas. Refer to the *Parks Master Plan* for more information on future parks and related locations.

(2) Calculated using projected Ultimate Population Capacity of Waxahachie of 167,750 (refer to *Table 5-7*).

(3) Calculated using projected Ultimate Population Capacity of Waxahachie and its ETJ of 343,610 (refer to *Table 5-9*).

Source: *Future Land Use Plan Map, Plate 5-1, page 5.2*

Although municipalities in Texas do not have much land use control in the ETJ, land uses have been recommended therein for two principal purposes. One, if and when the City annexes an area, the recommended use of the land is known and it can be zoned accordingly. Second, it is important to know the intended land use when various types of studies are conducted by the City or other public entities. Examples of such studies include population projections, engineering studies, and school enrollment projections.

Table 5-2 on the following page shows comparative information for acres per 100 persons using several of Waxahachie's previous comprehensive planning efforts. The comparison includes acres used in 1971,



1983, 1996, and in 2006, compared to the projected number of acres per 100 persons that will be used in the future when the City reaches its ultimate population.

*Table 5-2: Acres Per 100 Persons*

Land Use Categories	Acres Used Per 100 Persons				
	Used				Future Projected Using Ultimate Population
	1971	1983	1996	2006	
Low Density Residential	6.39	7.85	10.08	11.17	9.47
Medium Density Residential	0.27	0.14	0.04	0.14	0.04
High Density Residential	0.12	0.22	0.46	0.56	0.18
Public/Semi-Public	2.66	3.78	3.06	3.16	0.58
Parks & Open Space	0.34	0.73	1.36	1.66	0.26
Office	0.50	0.77	0.95	0.58	0.13
Retail				1.23	1.77
Commercial	0.56	0.93	0.68	2.59	0.58
Industrial	0.80	1.12	0.90	3.22	0.81

NOTE: Several new categories within this Future Land Use Plan could not be compared to previous plans, including Mixed Use Residential, Mixed Use Non-Residential, Transit-Oriented Development (TOD), Highway Commercial, and Airport Industrial.

This information shows that low density residential (i.e., single-family) development has become increasingly dense between 1971 and 2006, but is projected to be less dense as the City builds out. Also shown is the progression of retail acreage per 100 persons; there has been a positive trend for the City since 1971 of an increasing amount of retail acreage being able to be supported by the population. The fact that this ratio has been consistently increasing, especially between 1996 and 2006, indicates that Waxahachie is likely meeting the retail needs of not only its population, but also of the surrounding population outside of the City itself. There are many new retail developments along U.S. Highway 77 and U. S. Highway 287, including home improvement centers and several fast food restaurants. These new retail uses are contributing to the increased ratio that is shown in *Table 5-2*, which also means an increase in local sales tax revenue.





# Projected Population & Ultimate Capacity

Waxahachie’s rapid population growth is documented in detail in the *Existing Conditions Analysis* (Chapter 1). It is important to consider this rapid growth in the context of planning for future land uses for numerous reasons. The principle reason is that this *Future Land Use Plan* provides a basis for decision-making regarding the optimal pattern of land uses—this pattern inherently affects where population growth is likely to occur. Another reason is that the City will at some point reach its ultimate capacity for population growth given the fact that geographic expansion beyond the existing ETJ area may be challenging in the future as other surrounding cities grow. This section of the *Future Land Use Plan* explores the City’s projected population growth in the next 20 years, as well as the ultimate population capacity within the current City limits and ETJ.

## Population Projections

Projecting what Waxahachie’s population will be in the next 20 years is challenging, due to the fact that there are so many variables that may affect the rate of population growth. However, it is important to provide an analysis of what is most likely to occur. What has been determined to be “most likely” is based on two things – the population growth of other cities in Waxahachie’s region, and the rate at which the City has been growing in the past few years. *Table 5-3* below shows information about population growth in surrounding cities. *Table 5-4* on the following page shows the number of residential building permits issued by the City annually since 2002.

*Table 5-3: Population Growth in Waxahachie & Surrounding Cities, 1980-2005*

Year	Waxahachie	Cedar Hill	Ennis	Glenn Heights	Midlothian	Palmer	Red Oak
1980	14,642	6,849	12,110	1,033	3,219	1,187	1,882
1990	18,168	19,988	13,869	4,564	5,040	1,659	3,124
2000	21,426	32,093	16,045	7,224	7,480	1,774	4,301
2006*	26,700	43,150	18,300	10,500	12,800	1,950	7,750
Percentage Growth	82.4%	530.8%	51.1%	916.5%	297.6%	64.3%	311.8%
AACGR	2.3%	7.3%	1.6%	9.3%	5.5%	1.9%	5.6%

NOTE: AACG – Average Annual Compounded Growth Rate  
Source: 2000 U.S. Census; \* NCTCOG



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The most recent projected population number for Waxahachie was calculated by the North Central Texas Council of Governments (NCTCOG), as of January 1<sup>st</sup>, 2006. This estimate of 26,700 people has been used here as a basis from which to project what the population is likely to be in future years. *Table 5-5* shows the City's average annual compounded growth rates during various time periods since 1980.

*Table 5-4: Residential Building Permits Issued, 2002-2006*

Year	Number Issued
2002	191
2003	293
2004	342
2005	432
2006	348
Average # of Residential Building Permits	320

Source: City of Waxahachie

*Table 5-5: Population Growth Rates Since 1980*

Year	Average Annual Compounded Growth Rates (AACGR)				
1980	2.2%	1.9%	1.7%	2.4%	2.3%
1990					
2000					
2006					

Much consideration has been given to establishing a realistic population projection for Waxahachie that reflects its recently increasing growth rates, but that also recognizes realities that may occur to curb growth, such as economic and market fluctuations,

infrastructure challenges, etc. To help the City plan for various scenarios of population growth, three different scenarios have been provided. These are outlined in *Table 5-6* on the following page. Descriptions of each scenario are as follows:

- ❖ *Scenario A:* Based on Land Use Assumptions (LUA) for Impact Fees that Waxahachie completed in 2001. The LUA projected that the City would have a population in 2011 of 30,000 people. This projection now seems slightly conservative; therefore, Scenario A represents the lowest rate of growth that the City is likely to experience.
- ❖ *Scenario B:* Based on the North Central Texas Council of Governments (NCTCOG) population estimates for Waxahachie for 2005 and 2006. In 2005, the NCTCOG estimated that the City had a population of 25,350. In 2006, the population was estimated to be 26,700. This difference calculates into approximately 525 residential building permits being issued<sup>5-1</sup>. Although the number of permits reported by the City was actually lower (see *Table 5-3*), the NCTCOG projection likely represents an adjustment of Waxahachie's population, which may have been estimated lower by the NCTCOG in previous years than what the City's population actually was. This number of building permits seems achievable

<sup>5-1</sup> Using an average household size of 2.73 and a vacancy rate of 7.4 percent, according to the 2000 U.S. Census.





**2007 Comprehensive Plan**

in future years for Waxahachie, especially given the population rates of some nearby cities like Cedar Hill and Glenn Heights (see *Table 5-3*).

- ❖ *Scenario C*: Based on a more rapid rate of population growth than Waxahachie has historically experienced, but that may be expected as southern, outward expansion from Dallas continues. Again, other area cities have experienced high rates of population growth, and Waxahachie is the next step southward as people continue to move out of the Metroplex. Also, if and when regional transit is established between Waxahachie and Dallas, the commute into Dallas will be made easier and the City will likely benefit from related population increases.

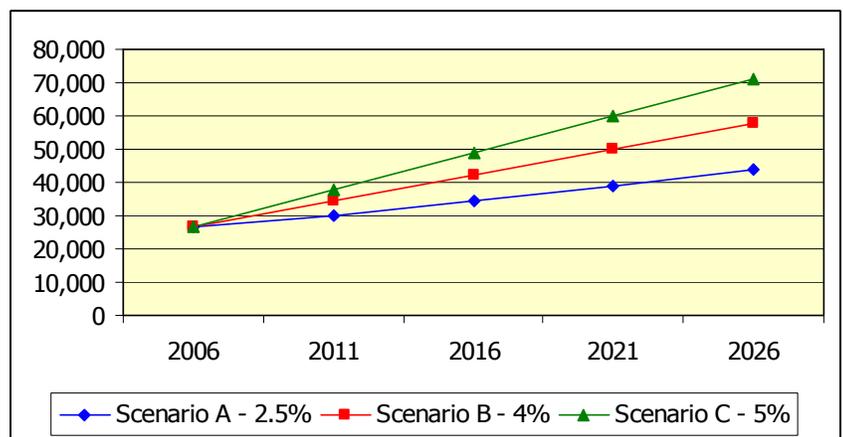
*Table 5-6: Waxahachie Population Projections*

Year	Scenario A - 2.50%	Scenario B - 4.00%	Scenario C - 5.00%
2006	26,700	26,700	26,700
2011	30,000	34,450	37,750
2016	34,500	42,200	48,800
2021	39,000	50,000	60,000
2026	44,000	57,650	71,000
Average # of Residential Building Permits	315	525	750

Note: Percentages represent average annual compounded growth rates.

Projections based on a household size of 2.76 and an occupancy rate of 92.6 from the 2000 U.S. Census.

*Figure 5-3: Waxahachie Population Projections*



For planning purposes, the growth rate represented by Scenario B is recommended. This is a higher growth rate than Waxahachie has experienced in the past, but it is likely attainable given the number of residential building permits issued in recent years. This scenario projects a population growth of approximately 42,200 by 2016, and approximately 67,650 by 2026. This growth rate will be used throughout this *Comprehensive Plan* in relation to the City's future needs.

# Ultimate Population Capacity

Waxahachie has a large amount of vacant land area (approximately 70 percent – *Table 1-11* in Chapter 1), much of which is designated for residential land use, or for a mix of land use that includes residential (refer to the *Future Land Use Plan Map, Plate 5-1*, page 5.2). The City also has some ETJ area within which the City can grow geographically. Therefore, vacant areas within the City limits and the ETJ provide developable land for population growth. In order to guide the City in planning for how many people will ultimately needed

to be supported and therefore need to be planned for (i.e., in terms of infrastructure, tax base, employment, etc.), an assessment of Waxahachie's ultimate population is provided. There are several factors considered in the calculation of ultimate



Vacant Land Within Waxahachie & Its ETJ

population capacity, as well as several assumptions. Considerations include vacant/ agricultural areas, and areas planned for residential, mixed use, and transit-oriented development. Assumptions include the following:

- ❖ Various densities for each type of land use category – these are listed under the *Average Number of Dwelling Units Per Acre* column.
- ❖ That the City's occupancy rate is 92.6 percent – this is from the 2000 U.S. Census.
- ❖ That the City's average household size is 2.73 – this is also from the 2000 U.S. Census.
- ❖ Completion of platted and planned developments that have already been approved by the City.

These assumptions have been used to calculate the projected population capacity for within the City limits and for vacant areas within the ETJ.

*Table 5-7* on the following page shows the calculation of ultimate population capacity within the City limits as they exist today. With additional population accommodated with vacant areas, and with the City's current estimated population of 26,700 people, Waxahachie's ultimate population capacity within the existing City limits is approximately 167,750 people. It is interesting to note how much additional population can be accommodated just within the City limits.





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Table 5-7: Projected Ultimate Population Capacity Within Current Waxahachie City Limits

Subdivision Name, Type of Density, or Number of Lots	Acres/Lots	Average Number of Dwelling Units Per Acre	Occupancy Rate	Average Household Size	Percentage Subtracted for Roadways	Estimated Population in Currently Vacant Areas
<b>Currently Platted Subdivisions</b>						
Belville Estates	113 Lots	SF-2	92.60%	2.73	None	286
Grove Creek Farms	152 Lots	PD-SF-2	92.60%	2.73	None	384
Estates of Garden Valley	85 Lots	SF-1	92.60%	2.73	None	215
Park Place	98 Lots	SF-2 & SF-3	92.60%	2.73	None	248
Lakeview Estates	218 Lots	SF-3	92.60%	2.73	None	551
Katy Lake on the Greens	64 Lots	SF-1	92.60%	2.73	None	162
Buffalo Ridge, Phase 2	125 Lots	SF-1 & SF-2	92.60%	2.73	None	316
Saddlebrook	1,787 Acres	PD	92.60%	2.73	None	15,000
Kemp Tract	1,915 Acres	PD	92.60%	2.73	None	21,000
Vacant Lots	1,400 Lots	Varies	92.60%	2.73	None	3,539
<b>Residential Land Use</b>						
Low Density Estate	875 Acres	2.5	92.60%	2.73	30%	3,871
Low Density	9,1794 Acres	3.5	92.60%	2.73	30%	56,851
Medium Density	175 Acres	8	92.60%	2.73	20%	2,831
High Density	173 Acres	18	92.60%	2.73	10%	7,085
<b>Residential Mixed Use</b>						
Medium to High Density	817 Acres	13	92.60%	2.73	15%	18,258
<i>80% of this acreage should be residential, 20% should be non-residential</i>						
<b>Non-Residential Mixed Use</b>						
Medium to High Density	1,362 Acres	13	92.60%	2.73	15%	7,609
<i>20% of this acreage should be residential, 80% should be non-residential</i>						
<b>Transit-Oriented Development (TOD) Land Use</b>						
Very High Density	50 Acres	25	92.60%	2.73	10%	2,844
<i>Population Accommodated Within Existing Vacant Areas of the City Limits</i>						141,050
<i>Current Population</i>						26,700
<b>Ultimate Population Capacity of Waxahachie Within Current City Limits</b>						<b>167,750</b>
NOTE: These calculations are based on anticipated land uses and related densities in currently vacant areas of the City, as recommended by the <i>Future Land Use Plan Map</i> . These calculations are not based on zoning, and therefore they are subject to density impacts that may be caused by zoning changes.						



Table 5-8 below shows the calculation of how many additional people may be accommodated within vacant areas of the City’s ETJ. This calculation equals 175,860 people. It is important to note that this calculation does not represent the ultimate population capacity of the ETJ, because a current population count for the ETJ is not available. The large number of people that can be accommodated in the ETJ is unlikely to actually become the population of the ETJ, particularly in the next 10 to 20 years, due to water and wastewater service constraints.

Table 5-8: Future Population Within Vacant Areas of Waxahachie’s ETJ

Subdivision Name, Type of Density, or Number of Lots	Acres/Lots	Average Number of Dwelling Units Per Acre	Occupancy Rate	Average Household Size	Percentage Subtracted for Roadways	Estimated Population in Currently Vacant Areas
<b>Subdivisions</b>						
Easthaven	3,400 Lots	Varies	92.60%	2.73	None	8,595
Vacant Lots	700 Lots	Varies	92.60%	2.73	None	1,770
<b>Residential Land Use</b>						
Low Density Estate	10,251 Acres	0.4	92.60%	2.73	30%	7,256
Low Density	25,549 Acres	3.5	92.60%	2.73	30%	158,239
<b>Population Accommodated Within Existing Vacant Areas of the ETJ</b>						<b>175,860</b>
NOTES: 1) These calculations are based on anticipated land uses and related densities in currently vacant areas of the ETJ, as recommended by the <i>Future Land Use Plan Map</i> . 2) The current population of the ETJ is unknown; therefore, the ultimate capacity of the ETJ cannot be calculated. The population within this table represents only the number of people that may in the future live within currently vacant areas.						

Population calculations for both the City and ETJ are shown in Table 5-9. The City’s number represents an ultimate population capacity, while the ETJ’s number represents only the number of future residents the ETJ could accommodate. As the table shows, the number of people residing within the City and its ETJ could be more than 340,000.

Table 5-9: Total Projected Future Population Within Waxahachie and the ETJ

<i>Ultimate Population Capacity of Waxahachie Within Current City Limits</i>	<i>167,750</i>
<i>Population Accommodated Within Existing Vacant Areas of the ETJ Limits</i>	<i>175,860</i>
<b>Total Population Accommodated Within the City Limits &amp; Vacant Areas of the ETJ</b>	<b>343,610</b>
NOTE: The current population of the ETJ is unknown; therefore, the ultimate capacity of the ETJ cannot be calculated. The population within this table represents only the number of people that may in the future live within currently vacant areas.	





# Land Use Policies

The *Goals & Objectives* in Chapter 2 and the concepts outlined previously within this chapter provide a basis for these land use policies. The *Implementation Strategies* (Chapter 9) will outline specific ways in which the City can implement these policies, along with other recommended policies from other chapters of the *2007 Comprehensive Plan*. It should be noted that the policies are in no specific order of importance.

## General Policies

### 1. Provide a Balance of Residential & Non-Residential Land Uses

It is extremely important for the City to have balance of residential and non-residential land uses – they are mutually supportive and both are needed. A community without enough non-residential uses can be overburdened by providing necessary services to residential uses, with primarily ad valorem taxes to provide such services. Tax revenue from non-residential uses is generally needed for a city's fiscal security. It is extremely important for the City to have a budget that is balanced by revenue from residential and nonresidential uses. For these reasons, the *Future Land Use Plan Map* shows a good balance of both.

- ❖ Ensure that as residential development proposals are approved, there is a positive balance of non-residential development to help offset the cost of public services needed by residential uses.
- ❖ Pursue the development of sustainable non-residential uses that will continue to contribute to the local tax base over time.
  - Retail sales tax revenue can not only supplement ad valorem taxes, but it can be a major contributor to a community's overall budget. The City's location along several major highways provides prime locations for a variety of retail uses (this includes mixed use). For these reasons, prime retail land, which is



Non-Residential & Residential Land Uses in Waxahachie

designated on the *Future Land Use Plan Map (Plate 5-1)*, should be retained for retail uses. Development proposals that put forward another use of this land should only be approved if they are clearly beneficial to the City in some other way, for example it would provide a large source of employment or it would contribute to the City's image.

- Retail uses (including mixed uses), regardless of their desirability in terms of tax revenue, should be developed to a high quality, as described in *Land Use Policy #9*. The City should not settle for a lesser quality of development to obtain an immediate source of sales tax revenue, to the detriment of the long-term sustainability and attractiveness of Waxahachie.
- For long-term sustainability and livability, pedestrian and bicycle transportation should be a prime consideration for non-residential uses and mixed uses, both within the site and to/from the site.

## 2. Carefully Consider Any Requested "Upzoning" of Property

Several bills introduced during recent State legislative sessions proposed that Texas cities be required to compensate landowners if the city initiates a "downzoning" of their property. Downzoning refers to a decrease of the intensity of a zoning district; for instance, a downzoning occurs if a City initiated a zoning change from a multiple-family zoning district to a single-family zoning district. Although there are relatively few instances of City-initiated rezonings, as opposed to landowner-initiated rezonings, this could be a concern for Waxahachie if this type of law is eventually adopted by the State legislature.

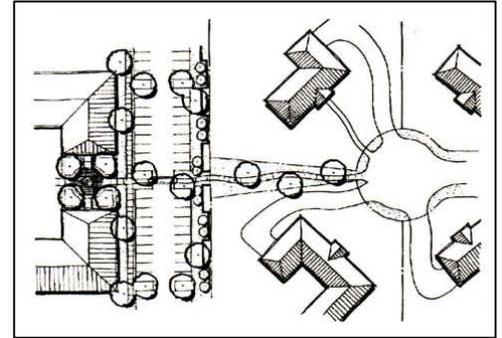
State law trends are such that it will be easy to increase the rights related to a property at a property owner's request, but difficult for the City to affect any future changes related to the zoning of that property without the permission of the property owner.

- ❖ Use the *Future Land Use Plan* text and *Map* as a guide to determine whether the requested rezoning is appropriate and consistent with the City's concepts of quality and sustainability.
- ❖ Ensure that the proposed development is of a type and quality that will be acceptable for the long-term, especially if immediate development of the property is not intended to occur upon the granting of the proposed rezoning.
- ❖ Require a Planned Development or a Developers Agreement if the rezoning is requested on a speculative basis (i.e., immediate development of the property is not intended). This would allow Waxahachie to stipulate that future site plans or plats must conform to regulations in existence at the time the site plan or plat is submitted.



### 3. Encourage Connectivity Between Developments

Development tends to occur autonomously, primarily due to the fact that areas develop at different times. The challenge is to connect these different developments to not only allow for access in between, but to actually encourage people to walk or bike in between (instead of driving). This is particularly difficult in Texas, since pedestrian and bicycle connections have only recently begun to increase in importance. Such connections would not only further a positive neighborhood and community feel, but would also help to address future roadway transportation challenges that Waxahachie may face as its population continues to increase. (Also see the *Parks Master Plan* for more detail about these and other concepts for trail connectivity.)



Sketch Shows How Connectivity Can Be Achieved

- ❖ Pedestrian and bicycle connectivity should also be required as development occurs – within the development itself and to adjacent developed areas – similar to the way in which roadway connectivity is achieved.
  - Especially significant is pedestrian and bicycle connectivity to schools, residential neighborhoods, mixed use areas, Downtown, retail areas, and parks.
  - If adjacent areas are not yet developed, provisions for pedestrian, bicycle and automobile access should be established with consideration for future connections/access (like street stub-outs).
  
- ❖ Provide off-street pedestrian and bicycle connections whenever possible. One of the simplest ways to provide pedestrian and bicycle connection is to establish them adjacent to roadways. Oftentimes, these simply become seldom-used sidewalks, and do not create real connectivity. Off-street trails should be the primary means of providing connections between developments, with on-street sidewalks as a secondary choice.



Source: www.dfwmaps.com

Highland Park Village Is Connected to the Surrounding Neighborhood, Providing Lasting Sustainability

## 4. Integrate Sustainability Concepts into Land Use Decisions

When a development proposal is submitted, and the tract of land is zoned for a type of land use that is consistent with the proposed development, the City only has the ability to ensure that the development is consistent with its subdivision standards. That is, the development must make provisions for water and wastewater supply, for adequate rights-of-way, for proper ingress and egress, etc. However, when a development proposal is submitted and involves a rezoning, Waxahachie has more discretion in whether to approve the rezoning. Therefore, the City has more of an ability to apply *Future Land Use Plan* concepts to the development proposal prior to approving the proposal.

- ❖ Consider the following questions related to *Future Land Use Plan* concepts prior to approving rezoning requests.
  - Does the development provide something unique for Waxahachie – a diversity of housing types, lot sizes, land uses, amenities, etc.?



Two Housing Types – Townhomes (*left image*) and a Single-Family Home (*right image*) – Are Provided in One Neighborhood

- Is the development within walking distance to retail areas, public uses, parks and open space, etc?
- Does the development provide off-street pedestrian and bicycle connections to existing and future development?
- How does the development proposal impact the City fiscally – tax revenue, employment, public considerations (such as parks, schools, etc.)?
- How does the development proposal impact the school district in terms of school planning and school attendance zoning?
- Does the development allow for the future integration of transit, when applicable?
- How does the development respect environmentally significant areas like floodplains – are these areas used as an amenity?



Example – Floodplain Area Provides an Amenity





# Mixed Use Policies

## 5. Encourage Mixed Use Development

Autonomously developed land uses have become the norm since the 1950s, along with the increase in suburban development and focus on the automobile. However, studies have shown that great neighborhoods – places where uses are mixed together such that people can easily access all types of uses to meet all of their needs – are more sustainable over time, and more long-term value is created. This is the reason that various mixed use land use designations have been recommended within this *Future Land Use Plan* –

National examples of great neighborhoods include the Dupont Circle area in Washington, D.C., Queen Anne in Seattle, and the Hyde Park area in Austin <sup>1</sup>. In the DFW Metroplex, there are many new areas that show the promise of becoming great neighborhoods, including Addison Circle and West Village (in Dallas around Cole Avenue and McKinney Avenue). Older areas in the Metroplex that have managed to become great neighborhoods include the communities of Highland Park and University Park. All of these examples provide a diversity of land uses, housing types, open spaces, etc. in a concentrated area such that a cohesive neighborhood is created.

sustainable neighborhoods with a mixture of uses are what is desired for Waxahachie. The creation of such neighborhoods will ultimately make the City a unique place, one that people will desire to live within and will not want to leave. Refer to Policy #16 within the *Neighborhood Livability & Image Enhancement Plan*, Chapter 3, for detailed characteristics that should be part of each mixed use development.

## 6. Plan Land Uses & Density to Support Mass Transit

Although it may be decades in the future for regional transit serving Waxahachie to become a reality, this *Future Land Use Plan*, as well as the *Comprehensive Plan* in general, supports the concept. To be cost-effective, a commuter rail transit system must have significant residential and employment density. Therefore, the *Future Land Use Plan Map* shows Transit-Oriented Development (TOD) in the area surrounding the anticipated locations of both transit stations.

- ❖ Allow high-density residential development and a mix of uses in TOD areas. The TOD areas are recommended to be places within Waxahachie with the highest residential density in order to support a future transit station.
- ❖ Ensure the future regional transit station and TOD area are effectively connected to Downtown Waxahachie.



- As described in Chapter 8, *Downtown Strategy Plan*, Downtown Waxahachie is an important historical area of the City. It should not be left behind as future development occurs, but should become integrated with new development through pedestrian connections. If effectively related to the regional transit station, the Downtown area could benefit economically from the transit location, and conversely, the transit station could benefit from increased ridership as a result of connectivity with Downtown.
- Density in Downtown could also help support the future transit stations. Proposals that allow for high density residential in Downtown should be strongly considered (with the exception of traditional multiple-family).

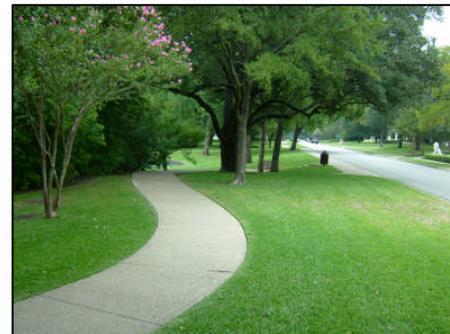
The distance a person will walk and the mode of transport he or she will use are strongly affected by the walking environment. Real and even perceived delays and inconveniences such as lack of sidewalks, inadequate signage, dangerous walkways, poor appearance, and factors that create a sense of insecurity can cause potential riders to choose use of their personal automobiles.

Sean O'Sullivan & John Morrall. *Walking Distances to and from Light-Rail Transit Stations*. [Transportation Research Record 1538](#).

## Residential & Non-Residential Policies

### 7. Encourage the Development of Unique Neighborhoods for Maximum Sustainability

The residential development within Waxahachie generally consists of traditional single-family subdivisions. This is consistent with the composition of most cities in the Dallas-Fort Worth Metroplex. The single-family product is being constructed by the development community, and this product is selling rapidly. However, as a community ages, one way of ensuring its sustainability (i.e., its consistent or increased value) is to provide a variety of housing types to meet the various needs of the market place. This will enable the families with children who are currently moving into Waxahachie to grow with the community – the children will be able to find housing locally when they graduate from college, and the parents will be able to move into a home that is easier to maintain, such as a townhome or patio home. Also, contrary to popular perception, other housing types can be quite expensive and exclusive, and they are



Off-Street Trails Provide an Amenity to Neighborhoods



often highly sought-after because there usually not enough such units to meet the housing market needs.

- ❖ Provide a mix of housing in Waxahachie such that properties generally have different characteristics such as views, proximity to open space, access to retail services, and house size and type. The homogenous housing and subdivisions that are provided in numerous cities does not contribute to the sustainability of a community. If it can be

easily recreated or replicated, it is likely that it can easily be found elsewhere. The uniqueness of each property will appeal to different needs and desires of the market, thereby creating neighborhoods that attract reinvestment and that are sustainable.

Source: Valuing Open Space: Land Economics and Neighborhood Parks – William Gietema, Jr., Arcadia Realty



Neighborhood Has Over 20 Parks, Greens, & Squares, Making Each Lot Unique in Views and Proximity to Parks

## 8. Provide for Limited, Traditional Multiple-Family Development

- ❖ Permit traditional multiple-family development only in the *High Density Residential* areas shown on the *Future Land Use Plan Map*.
- ❖ Increase the zoning standards related to traditional multiple-family development. Making these developments high quality is one of the ways to ensure their sustainability. Such developments should have the following characteristics:

- A minimum number of amenities should be provided from a City-established list. Examples of amenities include:
  - A gated entrance;
  - An increased amount of landscaping;
  - A water feature;
  - A jogging trail;



Multiple-Family Development with Gated Entrance & Landscaping.



- A central green space; and,
  - All units provided with garages.
  - If *Retail* land uses are adjacent, pedestrian access via a trail to such uses should be provided. Preferably, such access would not be provided adjacent to a street (i.e., would be an off-street trail).
  - Garages should be provided for a certain percentage of the units (such as 50 percent).
- ❖ Permit multiple-family uses only in a mixed use concept for multiple-family development proposals that do not have previously approved zoning.
- The market for multiple-family housing in a mixed use concept has been increasing in market share.<sup>4-2</sup> Not only does the research support this fact, but the various mixed use developments throughout the Metroplex support this as well (refer to *Land Use Policy #3* for more detail). Further, the density provided by multiple-family development is needed to support transit-oriented development, and can support the sustainability of retail uses. Vertical multiple-family development in a variety of types, such as condominiums and large lofts, is also ideal in providing housing choices for young professionals, young married couples, and seniors.
  - Development proposals that include multiple-family units in a vertical, mixed use development should be encouraged.
    - Such development is appropriate within areas designated for *Mixed Use (Residential or Non-Residential)*, and *Transit-Oriented Development*, on the *Future Land Use Plan Map, Plate 5-1* (page 5.2).
    - Such development is also appropriate in and around Downtown Waxahachie.
    - Such development may also be appropriate within areas designated for *Medium Density* and *High Density* on the *Future Land Use Plan Map*.



Multiple-Family in a Mixed Use Scenario

<sup>3-2</sup> J. Thomas Black. *Opportunity & Challenge: Multifamily Housing in Mixed Use Activity Centers*. National Multi Housing Council (NMHC). ADDRESS: [www.nmhc.org](http://www.nmhc.org).1998.

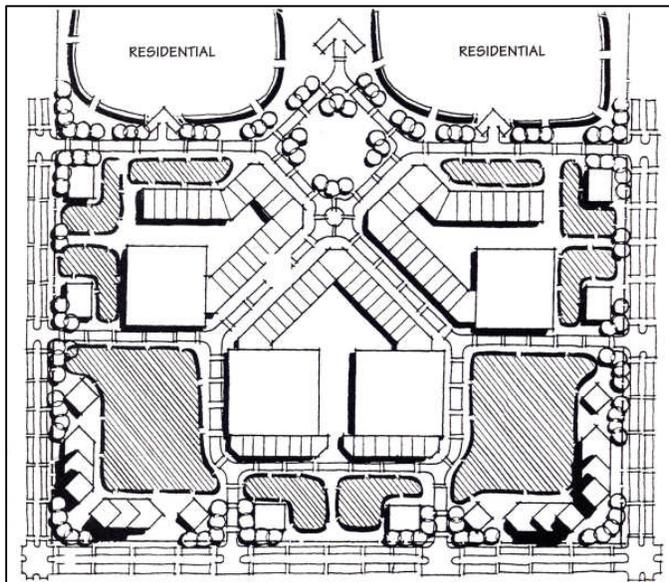


## 9. Encourage Unique Retail Development with Sustainable Characteristics

Uniqueness, quality and location are key aspects of retail sustainability. Strip retail development, for the purposes of this *Future Land Use Plan*, is defined as a single-use (as opposed to mixed use), autonomous, and automobile-oriented retail center. This type of retail development, which is illustrated below (right-hand side), has proved to be unsustainable. This fact is evident from the challenges that “first-ring” suburban cities, such as Plano, Irving, Richardson, and Carrollton, have faced.

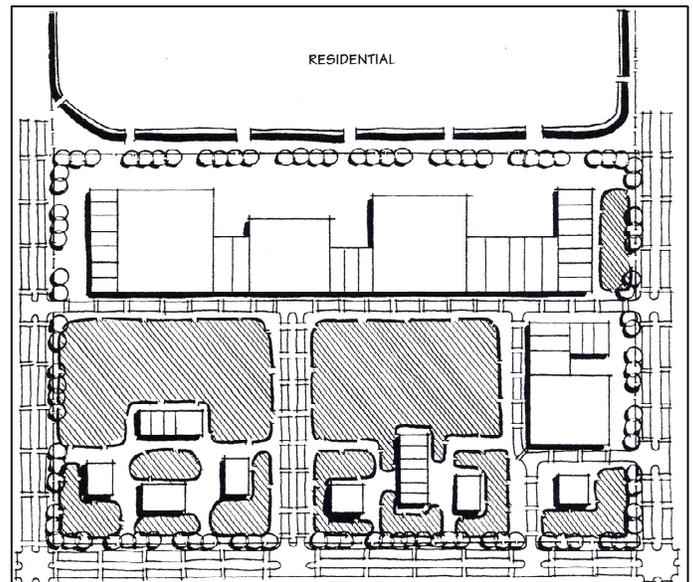
- ❖ Ensure that sustainable characteristics are created within new retail developments (illustrated below, left-hand side). Such characteristics include the following:
  - Pedestrian and roadway connections to adjacent neighborhood areas;
  - Less visible parking – this could be achieved with internalized parking with buildings out front (as opposed to large parking lots located adjacent to the street), or with wide setbacks;

Source: Hall, Kenneth B. and Gerald A. Porterfield. *Community By Design: New Urbanism for Suburbs and Small Cities*. MacGraw-Hill, 2001, page 190.



Layout of retail site places buildings next to roadways, with parking internalized. Shared parking opportunities are increased due to placement. Residential areas are connected, not separated from the retail development. Central open space serves as a focal point and makes access from residential area more inviting than simply providing sidewalks and provides pedestrian interest.

*Unique Retail Site Layout*



Layout of retail site places parking next to roadways, with buildings being secondary. Shared parking opportunities are reduced due to placement. Residential areas are separated with screening wall, not integrated with the retail development. Access from residential area is difficult and uninviting because of lack of pedestrian orientation.

*Typical Retail Site Layout*

Retail Design Layout – Comparison of Unique & Typical

- Separation of parking areas to minimize wide expanses of concrete;
- Minimized spacing between buildings to encourage walking instead of driving; and,
- Adjacent accessible land uses, such as residential and/or office, that provide a built-in market.



Retail Development That Provides Office or Residential Above in a Mixed Use Scenario

❖ Review current retail development standards and increase such standards if necessary. Form-based regulations, which focus more on building and site design aspects rather than land uses, may also be a way in which the City can achieve these recommended retail development standards (also refer to Chapter 3, Policy #12 through #16). There are probably few, if any, communities that would desire local development to be of a lesser quality. Waxahachie has much to offer retail uses from a locational standpoint (e.g., Interstate Highway 35, U.S. Highway 287, and State Highway 77).

- The previously outlined retail characteristics should be considered in any amendments.
- For Waxahachie to be a unique and sustainable community, the quality of any proposed retail development should be a primary consideration for whether the City approves the proposal.

Form-based zoning focuses regulations on building type and design, rather than on types of land uses. Conventional zoning regulations often separate land uses into distinct districts, which discourages multiple uses in a district. Form-based zoning considers size, form, architectural elements, building materials, and buildings placement with less focus on specific land uses. Regulations also tend to focus on site planning aspects that impact the public realm. For example, they specify maximum setbacks (not minimum) and how parking is to be addressed.

# Conclusion

This *Future Land Use Plan* represents an important series of land development recommendations and policies for Waxahachie. This chapter outlines an overall framework for the preferred land use pattern within the City and its ETJ, a framework that should be consulted as each and every development proposal is considered by City leaders. If followed, and amended as needed, this *Future Land Use Plan* should help the City maintain its unique areas while providing clear guidance on how new, quality, sustainable development can occur and can contribute to Waxahachie in the future.

