



7.0 FUTURE LAND USE

7.1 INTRODUCTION

Land use planning, like any type of planning activity, is a process; it is the process that provides the means by which the community can determine change, and in a sense, can control its own destiny. Since the purpose of the Comprehensive Plan is to serve as a guide for future development or redevelopment, the Future Land Use Plan is perhaps the most important plan element, as it is a collection of the various components which make up the plan. The Future Land Use Plan is intended to provide overall guidance to undeveloped land, as well as areas which have already developed and need specific action.

By collectively assessing and making comprehensive recommendations for the various areas, the economic vitality of Irving can be maintained and enhanced. The existing residential and business areas must flourish, as should future development, for Irving to continue to evolve into a quality, economically-balanced community. This element not only brings together information compiled during the Baseline Analysis of the Plan, but also the input provided in public workshops with the Multi-family Subcommittee, Citizens Advisory Committee, Planning and Zoning Commission, and City Council. The public workshops were designed to allow community leaders and citizens the opportunity to provide input regarding the various recommendations of the Plan. In initial public participation meetings, issues were identified to be addressed by the Comprehensive Plan. In response to these issues, goals and objectives were prepared and used to formulate policies and recommendations contained in the Comprehensive Plan. The following includes a discussion of the highlights of the important aspects of the Future Land Use Plan, as well as certain parts of the Plan which could not be reflected graphically on the Future Land Use Map, but are nevertheless equally important.

7.1.1 Land Use Intensity

Development intensity is a way of measuring a level of activity that occurs on a given piece of property or in a given area. The unit of measurement is different in residential and nonresidential areas. In a residential neighborhood, intensity is measured in terms of number of dwelling units per acre and is also referred to as housing density. For nonresidential areas, intensity is measured by the ratio of the total square footage of the building area to the total square footage of the site the building occupies. This is referred to as the floor area ratio (F.A.R.). For example, an F.A.R. of 1 to 1 means the square footage of floor space in a building



on a 40,000 square-foot site equals 40,000 square feet, while an F.A.R of 0.5 to 1 would provide for construction of 20,000 square feet of building on a similarly-sized site.

The intensity at which Irving develops will have an impact on the character of the community as a whole. Both positive and negative impacts can result from higher intensity development. The Future Land Use Plan shows not only the proposed location of future land uses, but the recommended intensity of the various land uses as well. Policies which contain criteria related to land use intensity are included within this element of the Comprehensive Plan.

7.1.2 Land Use Quantity

Not only does the intensity at which land is developed impact the character of the City, so does the quantity of land use. The Future Land Use Plan has been formulated with the objective of creating a balanced land use pattern. For example, the existing land use analysis shows that about 900 acres of retail actually existed in Irving in 1995. It is estimated that more vacant acres of retail zoning exist in Irving than now is actually used. This condition is called over-zoning. Over-zoning occurs when the available supply of zoned land exceeds the projected demand for that particular use of land. The amount of vacant zoned property a community should have is difficult to determine. Enough land should be zoned to provide alternative market selection and competitive land pricing. In the case of retail zoning, the amount is often excessive. Over-zoning is found not only in Irving, but in most cities throughout Texas. At nearly all existing and planned major intersections, two, three or even four corners are often zoned retail. The problem is that the residential densities which occur in many communities are developing at an intensity that will not support the kind of retail zoning that has been traditionally desired by the development community. As the number of nonresidential parcels increases through the process of zoning, combined with the general inflation of land values, over-zoning contributes to rising land prices. Inflated prices may impede and delay development by making it more expensive, requiring certain developments to be put on hold until they are economically feasible. A number of competing sites for each use may, in time, also lead to a lower quality land use pattern. To some extent, the market will adjust to over-zoning; however, the results of over-zoning could be: (1) large amounts of vacant or under-utilized land; (2) subdivision of large parcels to sell smaller parcels to help pay the carrying costs; (3) unnecessary zoning changes to more marketable uses; and (4) incompatible land use arrangements.

It is the goal of the Future Land Use Plan to encourage a ratio of nonresidential to residential land which will create a balance of reasonable market for all uses. The primary purpose of the Comprehensive Plan is to guide future development



in a manner consistent with community objectives. It is essential, therefore, to clearly identify where the future land uses are most appropriate and best suited on the Future Land Use Plan map. Map 2 shows the recommended mix of land use appropriate for Irving.

7.1.3 Land Use Compatibility

The issue of compatibility between various land uses has become increasingly important as a result of a trend toward more intense use of retail, office, commercial and industrial sites, and higher density residential sites. Although many of the recent zoning changes in Irving reflected conditions related to individual parcels of land, their cumulative effect has tended to lead to a large number of land uses in certain areas. An example of this is the large number of multi-family sites in the City. This widespread prevalence of multi-family has been both a benefit and liability for Irving. While large numbers of multi-family dwelling units have facilitated strong retail and employment growth, they have also generated compatibility issues within the community. The Future Land Use Plan attempts to allocate the various land uses in a pattern which will yield a greater chance for better community-wide land use compatibility. The treatment of the “edges” of the various land uses, to a large degree, can have a dramatic effect on the compatibility of land use. This buffer or transition treatment between residential and commercial uses can determine whether the residential area will be a quality neighborhood in which to reside.

7.2 THE FUTURE LAND USE PLAN

Based on the goals and objectives established for Irving, information collected during the Baseline Analysis, and introducing land use relationships and compatibility criteria, a draft Future Land Use Plan map was prepared. The draft plan was presented to all residents and property owners in public workshops and/or individual meetings as requested. All persons desiring input were accommodated by one of these avenues of input. After all possible input was received, the draft map was revised and is shown as Map 2. This graphic portrayal of land use objectives has been blended with other objectives for transportation, economic development, urban design, and housing. The following is an explanation of the criteria used to prepare the plan and discussion of recommendations that are a part of the plan. The narrative in the Comprehensive Plan and the plan map itself should be considered together, rather than viewed as independent recommendations.



7.2.1 Compatibility Criteria

The following is a summary of the general criteria used in formulating the plan map. The Future Land Use section contains policies addressing location criteria.

1. If the parcel is vacant, is the vacant land adjacent to a use that would not be compatible or prevent reasonable future development of the property?
2. Is the size of the vacant tract conducive to a single use or multiple uses?
3. Are natural barriers available to buffer incompatible uses?
4. Do the new or proposed uses meet goals or objectives established in this plan or by other adopted studies?
5. Do the proposed uses protect adjacent residential neighborhoods?
6. Do the proposed uses “fit” an established pattern or trend that is desirable?
7. Can the proposed uses be adequately served by public facilities/amenities?

In order to apply these basic criteria, a parcel-by-parcel existing land use inventory was conducted and mapped by the Department of Community Development in 1995 to fully analyze and understand existing land use patterns in Irving. The existing land use was initially mapped to apply compatibility criteria and goals and objectives for the community. Since Irving is over two-thirds developed, it was important that the present character and development type be considered before identifying new land uses.

7.2.2 Land Use Categories

Prior to preparing the future land use map, a list of land uses categories was formulated. These categories reflect uses grouped together that will generally be compatible with each other. They do not reflect the City’s existing zoning district categories, but will be used as a guide to develop new zoning districts to assist in plan implementation. These categories are listed in Table 1 with examples of the type of use or development associated with each.



TABLE 1 LAND USE CATEGORIES

LAND USE CATEGORY	EXAMPLE
RESIDENTIAL	
Single-family detached, low density (1-5 dwelling units/acre)	Single-family house, patio home, semi-rural residence with crops or pastures
Single-family attached, medium density (6-11 dwellings units/acre)	Townhouse
Two or three family residential (5-6 dwelling units/acre)	Duplex, tri-plex
Multi-family residential (12-20 dwelling units/acre)	Apartment, condominium, four-plex
Mixed Density Residential (10-30 dwelling units/acre)	Townhouses or multi-family units up to 30 dwelling units per acre
Mobile home	Mobile home, mobile home and travel trailer park
RETAIL/OFFICE	
Retail	Establishments providing merchandise for retail sale, mall, shopping center, restaurant, grocery store, gas station, barber shop
Office	Professional or corporate office, medical or doctor's office, administrative office such as real estate or insurance, bank, or savings and loan. Low intensity office means 0.5 FAR or less, high intensity means 2:1 FAR or greater.
COMMERCIAL	
Light commercial	Warehouse or office warehouse, mini-warehouse, hotel, motel, stadium, equestrian center, automobile dealership, car repair, car rental, car wash, other wholesale uses but no outside storage
Heavy commercial	Welding shops, auto body repair, cabinet shop, lumber yard, green house/nursery, motor freight terminal, bus station, airport, railroad station or switching yard, large equipment dealer, truck or trailer rental and sales, mobile home or recreational vehicle sales, vehicle dispatch, other uses requiring outside storage of large equipment
MIXED USE	
Urban Center District (High Intensity)	Office, retail, entertainment or multi-family
Entertainment District (High Intensity)	Office, retail or entertainment including sports related events or activities
INSTITUTIONAL/PUBLIC OR SEMI-PUBLIC	
	School, university, day care, government office, hospital, nursing home, religious institution, cemetery, funeral home, public transportation facility
INDUSTRIAL	
Light Industrial	Manufacturing, assembly or fabrication of products or parts, but generally not processed from raw materials
Heavy Industrial	Environmentally sensitive land uses, outside storage yard as a primary use gas and oil storage tanks, auto salvage, metal salvage, concrete batching, sand and gravel mining, landfill
Utilities	Substations, rights-of-way easement, major power transmission line, broadcasting tower or studio, water storage, pump station
PARKS AND OPEN SPACE	
Park or open space	City parks, private parks, greenbelts
Golf course	Public or private golf course, country club



7.3 FUTURE LAND USE RELATED TO POPULATION

Irving's population growth will be directly linked to the availability of housing in a variety of types and price ranges. Since much of Irving's land use pattern has already been established, only certain areas will be suitable for housing (single-family, multi-family, etc.). The plan map shows areas appropriate for housing and associates a density with each. Based upon the assumed densities, it is possible to estimate the ultimate or "built-out" population for Irving. Table 2 shows the existing acres in 1995 allocated for each land use and the future acres reflected on the Future Land Use Plan map (build out).

TABLE 2 LAND USE RELATED TO POPULATION CITY OF IRVING

	1995 Existing Acres	Acres Per 100 Persons ⁽¹⁾	Ultimate Build Out Future Acres	Acres per 100 Persons ⁽²⁾
Single-Family detached	7,075.1	4.3	7,775	3.4
Single-Family attached	181.2	0.1	430	0.2
Two-Family (duplex)	144.2	0.1	150	0.1
Multi-Family	1,894.2	1.1	2,531 ⁽³⁾	1.1
Mobile Home	237.0	0.1	207	0.1
Office	1,116.5	0.7	2,114	0.9
Retail	899.5	0.5	1,650	0.7
Commercial	2,489.0	1.5	4,506	1.9
Institutional, Public, Semi-Public	1,669.3	1.0	1,700	0.7
Airport	6,120.0	—	6,120	—
Parks, Recreation and Other				
Open Space	1,558.6	0.9	2,210 ⁽⁴⁾	0.9
Industrial	500.4	0.3	675	0.3
Highway, streets, alleys, easements and other R.O.W.	7,265.0	--	7,840	--
Urban Center District	--	--	269 ⁽⁵⁾	0.1
Mixed Density Residential ⁽⁶⁾	--	--	308	0.1
Total Developed	31,150	10.6	38,215	10.5
Vacant Land⁽⁷⁾	9,870		2,805	
Total Acres Inside City Limits	41,020		41,020	

(1) Population of 165,000.

(2) Population of 231,000 (estimated).

(3) Assumes 200 acres in the Las Colinas Urban Center District are multi-family.

(4) Estimate based on national standards (1994; see Parks and Open Space element).

(5) Includes only the marginal increase without multi-family (see footnote #3).

(6) Includes Entertainment District shown on the Future Land Use Plan and PUD #4.

(7) Includes flood prone areas.



Using the available land left for residential use with maximum density assumptions, the following formula was used to estimate the ultimate or “build out” population for Irving:

Total dwelling units - 99,638 x occupancy rate of 0.95% = 94,656 occupied units x 2.44 persons per household (1990 Census) = 230,960 or about 231,000 persons.

Comparing land use consumption in 1995 to the ultimate scenario of population is important because it reflects changes, or in some cases no change, in market absorption of the various land use. In essence, a certain number of people need, or “consume,” a certain number of acres for residential and nonresidential use. This comparison is usually illustrated by calculating the acres used per 100 persons. Table 2, in addition to showing the acres for each, also shows the comparison or ratio per 100 persons. An increase in the acres per person in a category means more acres are used or needed relative to the present percentage. A decrease means less acres are used or needed relative to the present percentage.

As shown in Table 2, the ratio of land for single-family detached has decreased, meaning that the available land left for residential development will be more intensely developed than in 1995. In other words, developments will tend to have more units per acre, thus more persons per acre. A similar analogy can be made for retail. Currently, the acreage consumed is about 0.5 acres per 100 persons. This ratio is representative of most retail markets and indicates a relative balance between the population needed to serve retail (or the amount of acreage necessary to build the stores) supported by the market. Based on the acres allocated in the Future Land Use Plan, the ratio has increased to 0.7 acres per 100 persons, meaning more acres are being added relative to the same amount of population. While an increase or decrease in a category generally shows intensity, more importantly it means a change in the present character and market. For example, it can be expected that for a greater percentage of retail to exist in Irving in the future, more families with higher disposable income will need to move to Irving, or Irving must “capture” a greater percentage of retail consumers from other areas such as Coppell or Grand Prairie. Although both of these scenarios are possible, it will depend on the types of retail and location as to whether it will benefit Irving. If a greater percentage of population is not attracted, it could affect existing businesses, as at least some people will shop at new retail areas, leaving fewer customers for existing businesses. Since Irving is strategically located in the metroplex and served by major regional highways, it can be expected much of the new retail will be oriented to these highways. Consequently, it is possible that Irving can attract “regional” shoppers traveling throughout the metroplex to support additional retail.



Table 2 shows that about 1,637 acres are left to be developed as residential while about 4,000 will be developed as nonresidential. The primary factor affecting this balance is the existing pattern of development in Irving. Although single-family uses were located where possible, much of Irving is already developed as nonresidential. Consequently, in many instances, the only logical use left for many undeveloped/vacant parcels is a type of nonresidential use.

7.3.1 Residential Dwelling Unit Mix

In response to adopted goals and objectives for the community (see Goals and Objectives section), the Future Land Use plan identifies many areas as appropriate for single-family uses, while minimizing areas for multi-family uses. Areas suitable for single-family were classified as either low or medium density residential. Areas suitable for higher densities were classified as multi-family. In response to these objectives, the percentage of new multi-family units that could potentially be constructed has been reduced. In 1994, the potential existed for over 76,000 more multi-family units to be constructed (see Action Plan dated September 7, 1994 for related documentation) in addition to the current inventory. As part of the comprehensive planning process, the Action Plan recommended a reduction in the potential number of multi-family units. On December 15, 1994, the City Council implemented the recommended Action Plan by rezoning the majority of potential undeveloped multi-family sites to alternative uses.

This Future Land Use Plan completes the analysis of multi-family by recommending specific compatible areas for multi-family use. One or more of the following location criteria were generally applied to arrive at compatible locations for multi-family.

Criteria For Determining Appropriate Locations for Multi-Family Land Uses

1. The tract is not adjacent to manufacturing uses, industrial uses or warehousing uses.
2. The tract is not adjacent to undeveloped tracts with ML (manufacturing), M-FW (manufacturing and freight terminals), or C-W (warehouse) zoning.
3. The site is not adjacent to single-family uses with no natural barriers or buffers to separate the two uses by a minimum distance of 100 feet.
4. The site is not adjacent to single-family zoning with no natural barriers or buffers to separate the two districts by a minimum distance of 100 feet.



5. The site is not located in a zoning district that allows a variety of uses with different infrastructure requirements.
6. The site is not less than 10 acres in size, and there are no opportunities to develop the property as a second phase of an adjacent existing apartment complex.
7. The tract is not located in an area subject to noise impacts of 65 Ldn or greater.

The Future Land Use Plan (Map 2) reflects the dwelling unit mixture for Irving shown in Table 3.

TABLE 3 FUTURE LAND USE PLAN: ULTIMATE DWELLING UNIT PROJECTIONS

	Single-Family⁽¹⁾	Multi-Family
Existing units⁽²⁾	33,206 (41.6%)	46,579 (58.4%)
New units on undeveloped parcels	6,121⁽⁷⁾	12,326⁽³⁾
New units on vacant platted lots or small parcels	1,892⁽⁴⁾	188
Demolitions	-324	-350
Subtotal new units	7,689	12,164
Total Build Out⁽⁵⁾	40,895 (41.0%)	58,743 (59.0%)
Total Build Out Prior to Comp. Plan	34,770 (22.0%)	123,277 (78.0%)

Assumed Densities:
 SF detached - 3.5 dwelling units/acre
 Patio home - 6 dwelling units/acre
 Townhouse - 10 dwelling units/acre
 Multi-family - 18-20 dwelling units/acre⁽⁶⁾

- (1) Includes single-family detached, duplex, patio home and townhouse.
- (2) Includes permitted and vested units through November 1995.
- (3) Assumes 4,000 multi-family units in the Urban Center District, and 4,000 multi-family units in PUD #4.
- (4) Includes 1,165 vacant platted lots in Hackberry Creek and Valley Ranch.
- (5) New units plus existing units.
- (6) Except the Urban Center District where the existing overlay district requires a minimum of 40 dwelling units per acre, and PUD #4 where a total of 6,000 dwelling units are permitted up to 30 dwelling units per acre.
- (7) Assumes 2,000 single-family units in PUD #4.



Table 4 shows the projected population and employment for Irving based on the Future Land Use Plan.

TABLE 4 GROWTH PROJECTIONS: CITY OF IRVING

	1995	Growth Rate⁽¹⁾	2015	Growth Rate⁽¹⁾	Ultimate Buildout 2035
Population	165,000	1.0%	203,000	0.6%	231,000
Employment	122,300	2.5%	199,200	1.2%	255,000

(1) Compounded average annual growth rate

The analysis in Table 3 indicates that the proposed Future Land Use Plan map, if implemented, will limit the potential for new multi-family units while encouraging their siting in more appropriate locations. When the recommendations proposed on the Future Land Use Plan are combined with previous actions, there has been a reduction of new multi-family units from a potential of 76,000 new units in 1994 to slightly over 12,100 new units, a reduction of over 84 percent. The approximate build-out ratio prior to December 14, 1994 was 78 percent multi-family units to 22 percent single-family units. The proposed Future Land Use Plan ratio is approximately 62.5 percent multi-family units to 37.5 percent single-family units.

An important concept embedded in the Future Land Use Plan is the reduction of multi-family in less desirable areas while encouraging them in areas designed to support and accommodate multi-family. The preponderance of new multi-family uses are proposed in the Regional Activity District (RAD). This area is intended to be a higher density and intensity area with public services, particularly transportation facilities, designed to accommodate the greater concentration of land use. The multi-family uses will also support the additional retail and entertainment use proposed in the RAD. Of the total new multi-family units, at least 75 percent are proposed in the RAD.

7.3.2 Plan Features

1. **Residential Areas:** The future land use pattern has been designed to protect and enhance, to the maximum extent possible, existing residential neighborhoods. Since relatively few areas exist for the formulation



of new neighborhoods, the preservation of existing neighborhoods is important. Many of the new single-family areas have been added with the objective of “blending” them into the existing neighborhood structure. Land use stability is one of the primary factors associated with quality neighborhoods. By ensuring that incompatible nonresidential uses do not encroach into neighborhoods, stability is better achieved.

2. **Multi-Family Areas:** As previously documented, Irving has many existing multi-family apartment complexes in a variety of sizes and locations. Many of these exist in harmony within existing neighborhoods, although some are located in areas where residential uses should be limited. The primary example of such an area is the area adjacent to State Highway 161, which is subject to noise impacts of 65 Ldn or greater as a result of the new runway at DFW Airport. No additional residential use is proposed in this corridor. Several multi-family complexes have or will receive sound mitigation measures and are reflected on the plan as multi-family since it is anticipated these complexes will remain and co-exist with other nonresidential uses in the corridor. Nonresidential uses which can be compatible with multi-family have been shown adjacent to existing multi-family complexes in the State Highway 161 corridor.

It is recommended that additional guidelines (in addition to those implemented as part of the Multi-Family Development Study prepared in September, 1991) be implemented for new multi-family construction to improve adjacency relationships with single-family uses. New guidelines or recommended changes to existing multi-family development regulations are recommended in the Housing element of the Comprehensive Plan.

3. **Elm Fork Regional Activity District:** The Comprehensive Plan embraces a concept for a high intensity and activity mixed use corridor termed “Regional Activity District” (RAD). The corridor generally encompasses the area north and east of State Highway 114 (Carpenter Freeway) from State Highway 183 to Interstate Highway 635 (LBJ Freeway). The area includes Texas Stadium, the Las Colinas Urban Center, University of Dallas, and most of the presently vacant land north of the Urban Center (see Map 2 for a delineation of this area).

The Las Colinas Urban Center is a unique, high density, mixed use development containing both residential and nonresidential land uses. No other development exists like it in Irving. In fact, the most similar areas in the region may be the downtown areas of Dallas or Fort Worth. Unlike other areas of Irving, it should be the objective of this plan to encourage high density office and multi-family uses in the Urban Center to



support retail and entertainment uses. The potential for mixed uses within the Urban Center creates a tremendous opportunity for it to evolve into the “centerpiece” of the Regional Activity District.

The reason this area has been termed “Regional Activity District” is because of the present unique character of the Urban Center and the potential for attracting activity from around the D-FW region. Many people reside outside of Irving but work in the Urban Center and attend sporting events at Texas Stadium. Since much of the area proposed for the Regional Activity District is vacant, the opportunity for a mixture of land uses, including residential, hotels, retail, restaurants, offices and other entertainment activities, carefully blended with existing uses, offers an exciting and unique concept for Irving and the region. Other communities in the metroplex have attempted or are considering similar concepts, yet do not have the potential that already exists in Irving. Irving should consider developing a more detailed framework which will allow private property ownerships to develop (or redevelop) as part of this concept.

Much of the area around Texas Stadium is underutilized. Many cities throughout the country (including Arlington) have planned “entertainment districts” around stadiums which have professional sports franchises. Uses such as restaurants, hotels, shopping, and other entertainment activities within a relatively close distance can begin to create activity at other times when sporting events are not occurring. The various areas of the RAD should be accessible by different modes of transportation including rail, buses (APT or DART), pedestrian, bicycle, equestrian, and even boats (such as the water taxis at Las Colinas). The success of the Regional Activity District will depend to a great extent on how accessible the area can be made and the willingness of the various property ownerships to participate in developing this concept.

The following actions are recommended to implement the Regional Activity District concept (see also Urban Design Element, Section 8.3.3):

- Encourage the siting of new centers of regional activity in this District to maximize benefits resulting from the proximity of complementary land uses and activities.
- Develop regulatory controls to prevent land uses that would adversely affect the concept.
- Develop and implement architectural and landscape controls to guide cohesive and imageable new development within the District.



- Provide adequate connections with the City's access systems to link various areas of the District by multi-modal means.
- Develop signs and other identification for the District to promote cohesion and integrated development.
- Encourage the development of multi-family uses in the RAD to support new entertainment uses. This objective could also assist in reducing or minimizing future traffic impact.
- Develop a marketing plan to promote the entire District and describe the benefits of linking the various areas together. As part of the marketing plan, consider providing further identity to the RAD by developing a name for the entire district, such as "The Elm Fork Regional Activity District."

By incorporating the concept of the RAD in the Comprehensive Plan, the City is making a statement about the future of the area. The RAD has over 1,400 vacant acres left to develop. Some major infrastructure investment will be required if these areas can be developed with some cohesion and if other areas, such as around Texas Stadium, can redevelop, the entire area/district would benefit. By promoting such a plan, the remaining vacant parcels could be marketed more effectively. It is also critical that this concept be endorsed by area property owners who must be willing to "tailor" development plans to support the overall objectives of the District (e.g., by connecting to a multi-modal circulation plan).

Development standards will need to be implemented to ensure desirable relationships between residential and nonresidential uses. Such standards are more easily accomplished between high activity uses (i.e., multi-family and nonresidential) as opposed to standards intended to mitigate impacts between low density residential and high intensity/activity uses. Also, several new zoning districts may need to be created to encourage entertainment-type uses. The following are uses deemed appropriate in the RAD:

- Commercial amusement/recreation
- Retail, shopping, etc.
- Restaurants
- Sports arenas and stadiums
- Specialty entertainment uses
- Multi-family
- Medium density single-family (10 DUs/Ac)



- Office (corporate, professional, etc.)
- Hotels
- Public plazas, parks, open spaces, etc.
- Convention/civic center
- Public and semi-public uses

The following are uses which would be discouraged or prohibited:

- Auto related uses (except convenience stores)
- Many light and all heavy commercial uses
- Single-family low-density (3-4 DUs/Ac.)
- Industrial uses

The proposed residential density for the RAD would be as follows:

- North of Royal Lane (PUD #4): 4,000 multi-family and 2,000 single-family dwelling units maximum at a density of 10 to 30 dwelling units per acre.
- South of Royal Lane (Urban Center): 4,000 dwelling units maximum at a density of 40 to 80 dwelling units per acre. Also includes special provisions to allow multi-family projects at densities of less than 40 DUs/Ac. but greater than 25 DUs/Ac.

4. **State Highway 161 Corridor:** Interim design regulations have already been incorporated into an overlay zoning district for this corridor (see Action Plan, dated September 7, 1994). It is recommended that the existing standards be retained and modified to be consistent with the Future Land Use Plan Map. The present overlay district should be extended from State Highway 183 south to the City limits. The Future Land Use Plan shows the preponderance of the corridor as light commercial, retail and office use. Uses with open storage should not be permitted. This area is appropriate for many airport related service uses such as auto rental, hotels, restaurants, shuttle companies, and office-warehouse, among others. Any industrial or heavier commercial uses should be located north of Cabell Drive west of Belt Line Road along the north airport boundary or south of S.H. 183 west of Valley View Lane.

South of Carbon Road, west of State Highway 161, is the existing single-family detached subdivision of Broadmoor Hills, which was not purchased by the Airport as part of its mitigation program. Residential uses are generally discouraged in the S.H. 161 corridor due to the proximity to the new airport runway. Since this subdivision is relatively new, it is recommended that other land use opportunities be explored to offer more compatible activities (rather than demolition). It is suggested that



the City consider a special “home business district” designation for the subdivision. A new zoning district (addressing buffers, parking, and other compatibility issues) would be required to allow residences in a place where business occurs but would offer a unique option for people who wish to live in a single-family house but operate a bona fide business, but not one which is classified as a home occupation.

5. **Redevelopment Areas:** Several areas have been identified as redevelopment areas. These are areas which need to change from what was once a residential use to nonresidential uses. But because of prior platting and ownership configurations, it will be difficult to encourage redevelopment without specific redevelopment strategies and infrastructure adjustments.

One area is west of Esters Road, north of Rochelle Road, east of S.H. 161, and south of Northgate Drive (includes the Greenview Hills area). The Airport has already purchased many residential properties in the proposed redevelopment area as a result of the sound mitigation buy-out program. It is suggested the City prepare a detailed redevelopment plan to convert this area to nonresidential uses. It is suggested that the City and the Airport work together to ensure that as much of the land as possible is consolidated in the redevelopment area. One of the primary objectives should be to convert the area to a business park concept. Part of the plan should include landscaping and other edge treatment techniques along both sides of Esters Road. The existing screening fences along the east side of Esters Road should be removed and replaced with a quality screening approach that complements the redevelopment concept.

Another area recommended for redevelopment is the Union Bower Area (east of Loop 12). Several area plans have been prepared in the past recommending that this area be converted to nonresidential. The land use trend has been to add commercial uses with virtually no new single-family units being constructed. Similar to the redevelopment area adjacent to the Airport, it is evident that total conversion of this area from partially residential to all nonresidential will not occur unless specific strategies such as infrastructure improvements and residential relocation are achieved. Many of the residential streets cannot support commercial truck traffic as they exist now. This area offers unique business opportunities for commercial businesses that will not be able to afford land and private deed restriction requirements in other areas of the City.

6. **South Belt Line Road Area:** Another area of Irving that will likely be experiencing future activity is the south Belt Line Road area north of the Grand Prairie city limits. The Class 1 horse racing facility (Lone Star



Race Track) in Grand Prairie has opened for “off track” betting and will offer “live” racing in the near future. This facility will generate activity just as similar facilities across the State and country have. The development of this area is complicated by the significant floodplain of Bear Creek. Studies currently underway (jointly funded by Grand Prairie and Irving) will provide a better understanding of what and how much land can be reclaimed and developed. Future areas of wetland preservation or wetland mitigation areas may need to be considered to allow reclamation of certain areas. The Future Land Use Plan shows which areas can probably be reclaimed and has identified certain land uses along Belt Line Road.

The type of development potential will at least partially be related to servicing race track patrons. Uses such as motels, restaurants, and retail are likely to occur. Standards should be developed to ensure that any economy motels locating in this area will be high quality. The City of Grand Prairie has already adopted guidelines for development south of Hunter-Ferrell Road. The City of Irving should consider similar land uses along Belt Line Road. Depending on the amount of land which can be reclaimed from the floodplain, some single-family residential is also possible adjacent to the north end of Running Bear Park and existing residential areas. As part of the overall reclamation, some opportunities will be available to “buffer” residential areas north of Hunter-Ferrell Road with natural open space areas which would qualify as wetland mitigation areas.

7.4 FUTURE LAND USE AND IMPLEMENTATION POLICIES

The following are recommended policies to guide Irving’s future land use planning efforts and should be continued in future revisions of the plan or ordinance amendments:

LAND USE PLANNING POLICIES

1. Irving should maintain its Future Land Use Plan to provide areas for different types of land uses and intensities and should plan for public services and facilities appropriate for the planned land uses.
2. Irving should identify appropriate locations for residential and nonresidential development to accommodate projected growth with provision of additional land use capacity for market choice and flexibility.
3. Irving should plan areas for a variety of residential housing types and density. Wherever possible, the City should encourage single-family



uses while discouraging multi-family (except in the RAD). High density multi-family is encouraged in the RAD.

4. Future nonresidential areas should be of various sizes and located appropriately to support the community's economic development goals and strategies.
5. Irving should use its planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses which may have a negative impact on residential living environments.
6. The City should encourage future patterns of development and land use that would reduce infrastructure construction costs and make efficient use of existing and planned public facilities.

DEVELOPMENT REGULATION POLICIES

7. Residential development adjacent to a park or public open space link should be designed to facilitate public access to and use of the park while minimizing potential conflicts between park users and residents of the development.
8. In reviewing development proposals, the City should consider issues of community character, compatibility of land use, residents' security and safety, and efficient service provision, as these are important qualities of any community and should be considered for Irving. The following locational and adjacency policies should be applied to all rezoning requests:

Residential

- a. Prohibit new residential in areas subject to noise impacts of 65 Ldn or greater from the DFW Airport.
- b. High density residential (3 acres or more) should have direct access to major thoroughfares or collectors.
- c. Medium density development should occur on tracts three acres or larger.
- d. Residential should be discouraged adjacent to freeways or highways.
- e. Medium density residential is an appropriate buffer adjacent to high density.
- f. Encourage infill that is compatible and complementary with the character of existing surrounding neighborhoods.



- g. Existing neighborhoods should be protected from encroachment of incompatible land uses.

Nonresidential

- a. The City should designate an adequate amount of land for office, retail, light commercial and heavy commercial to provide a diverse economic base.
- b. Future nonresidential zoning changes should be adjacent to similar nonresidential uses.
- c. Sites adjacent to residential uses should provide adequate buffers, proper site design, and building orientation to minimize impact on the residential use.
- d. Existing lots zoned or used for residential should not be rezoned unless adequate area exists for parking, circulation, and buffer treatment.
- e. Access should not be primarily through residential areas.
- f. Retail should be located only adjacent to major thoroughfares or major collectors.
- g. Low density office, 0.5 FAR or less, is considered a compatible intensity adjacent to residential, provided appropriate landscaping and screening are provided between uses.
- h. High density office (2:1 FAR or greater) is considered appropriate adjacent to major freeways, highways, and the Urban Center/Regional Activity District. High density office should not use minor streets for access.
- i. Any nonresidential structure over two stories should provide additional setbacks and/or buffers adjacent to residential.
- j. Heavy commercial is generally not considered compatible with residential uses.
- k. Nonresidential uses that do not have adequate public facilities and services should be discouraged or not permitted.
- l. “Campus” style corporate offices (e.g., Exxon) are considered compatible with residential uses provided extensive open and landscape areas exist around all buildings.
- m. Light industrial uses should be encouraged, rather than heavier industrial uses, which may emit smoke, odor, vibration, or noise at unacceptable levels.



- n. Any rezoning to light industrial should be limited to areas north of S.H. 161 and south of S.H. 114, adjacent to the Airport.
 - o. Nonresidential development should be located in areas which do not encourage or require access into or through existing or proposed residential areas.
9. Irving should use the Future Land Use Plan and the policies in this element to establish the general pattern of development in the community. This pattern of development is implemented through the community's development regulations.
10. A rezoning proposal's density should be consistent with the Future Land Use Plan. The actual density approved should take into consideration the parcel zoning, adjacent land uses, the nature of the proposed development, and other policies of the Comprehensive Plan, such as Transportation.
11. Nonresidential development proposals should be evaluated according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate service to these uses.
12. Irving should establish design standards and guidelines for development in areas planned for commercial and industrial uses to ensure that these areas develop with high quality, compatible design. Standards and guidelines should address elements including, but not limited to, minimum lot size, building scale, setbacks, lighting, landscaping, screening and fencing, signage, internal circulation, and building materials.
13. Irving should develop a more simplified and unambiguous design review process for multi-family development to ensure compatibility with adjacent land uses and the community character as a whole.
14. Irving should periodically evaluate its development review, implementation tools, and approval process and revise them as needed to ensure adequate opportunity for public input in appropriate development phases, consistency and predictability for all parties involved in the process, and that the process achieves the goals and implements the policies of the Comprehensive Plan.

MAP INTERPRETATION POLICIES

15. The Future Land Use Plan depicts planned land uses for the community. The map establishes the general pattern of future land use as appropri-



- ate to achieve the community's goals and objectives. The City should implement a gradual but sustained effort to rezone areas to be in conformance with the Future Land Use Plan.
16. The Future Land Use Plan map provides the general description of land use categories and the text in this element provides explanation of key components of the Plan. The City should consider revising its zoning ordinance district categories to more closely match those shown on the Future Land Use Plan.
 17. The official copy of the Future Land Use Plan map is on file at the City. The boundaries of land use categories as depicted on the official map should be used to determine the appropriate land use category.

PLAN/MAP AMENDMENT POLICIES

18. Rezoning or other development approvals for land uses not consistent with the Future Land Use Plan should not be approved until the Comprehensive Plan has been amended as necessary to provide for such land uses.

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

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