LAND USE PLAN

A. INTRODUCTION

The City of Corsicana is located in Navarro County, approximately half way between Dallas and Houston. Although rapidly expanding, at this time the two cities are still too distant to significantly affect growth in Corsicana. The primary growth factor in Navarro County is residential development of Richland Chambers Lake. Interest in the Lake and the convenient location of Corsicana is bringing some measure of development interest to the City. Current population growth statistics for the City of Corsicana suggest a relatively flat growth rate when compared to suburban cities closer to Dallas (e.g. Waxahachie and Lancaster). However, growth around Richland Chambers Lake indicates the beginning of an outward reach of the Dallas Metroplex that is finding its way into Navarro County.

Typically, lake housing is reflective of a second home market, suggesting that the lake is viewed as a place for recreational and leisure activities away from the urban/ suburban centers. Housing around Richland Chambers Lake is becoming more inclusive of primary residences, thereby suggesting that lakeside residential communities are increasingly viewed as a viable housing alternative lying within the sphere of urban/ suburban centers. This is the beginning of potentially significant changes in the growth rate of Corsicana.

The shift in housing type (secondary to primary) that is observed at Richland Chambers Lake is likely the manifestation of the outmost edge of Metroplex growth, suggesting that future population projections for the City of Corsicana must factor in significant increases in the annual growth rate as Dallas/ Ft. Worth continues to expand. By this analogy, the 2036 population of Corsicana could reach 78,346. This is significantly greater than all current projections, but reflects the reality of regional growth (of which Corsicana is a part).

With the Dallas Metroplex population at 5.6 million people, Corsicana is currently too far from the outer limits of this sphere to realize any appreciable growth stemming from a satellite relationship to a major urban center. However, as the Metroplex grows, it can be assumed that this relationship will change. Whereas Corsicana is more distant from the outward expanding urban center than Waxahachie and has a significantly lower growth rate (1.4% in comparison to the more aggressive rate of 5.3% found in Waxahachie), it can be construed that, as Dallas/ Ft. Worth grows from 5.6 million today to 10+ million by 2036, Corsicana's relative proximity to that sphere of growth will change. As this occurs, Corsicana will enter a new relationship with the Metroplex, similar to that experienced by towns, like Waxahachie, which are closer in proximity to the Dallas/Fort Worth area. The average growth rate of cities in the Waxahachie area is 3.4%.

Likewise, Waxahachie will begin to see a future growth rate increased to a level similar to those communities still closer in proximity to the Dallas Metropolitan core. Cities closer to this core (such as Lancaster) demonstrate an average growth rate that is higher than the rate exhibited by cities further away (such as Waxahachie). The growth rate of the closer cities averages 7.3%.

Therefore, as the relationship between Corsicana and the Dallas Metropolitan Area changes over time, this will cause a change in growth rate for the City of Corsicana. The 1.4% growth rate observed currently in the city should increase to approximately 3.4% as the reach of the Metroplex increases due to the population increase. As the Metroplex population reaches approximately ten million, Corsicana could see a growth rate as high as 7.4%. Population projections indicate that this level could be attained as soon as 2035.

As Dallas/Fort Worth expands, the growth rate of Corsicana will change in response to the impact of the Metroplex population increase. The City's current rate is a value associated with place, while the future rate will be associated more strongly with the influence of proximity. As a result, Corsicana's current growth rate, which is flat, should become steeper as the landscape of proximity takes form. Viewing the rate of growth any other way (such as a sustained flat rate) ignores the impact of the rapid growth and expansion of the Dallas/Ft. Worth Metroplex consistently observed in the north Texas region. For this reason, the MESA population projections for the purposes of this plan apply three growth rates to Corsicana between year 2006 and year 2036, illustrated by the graduated growth tiers presented in Figure 1.

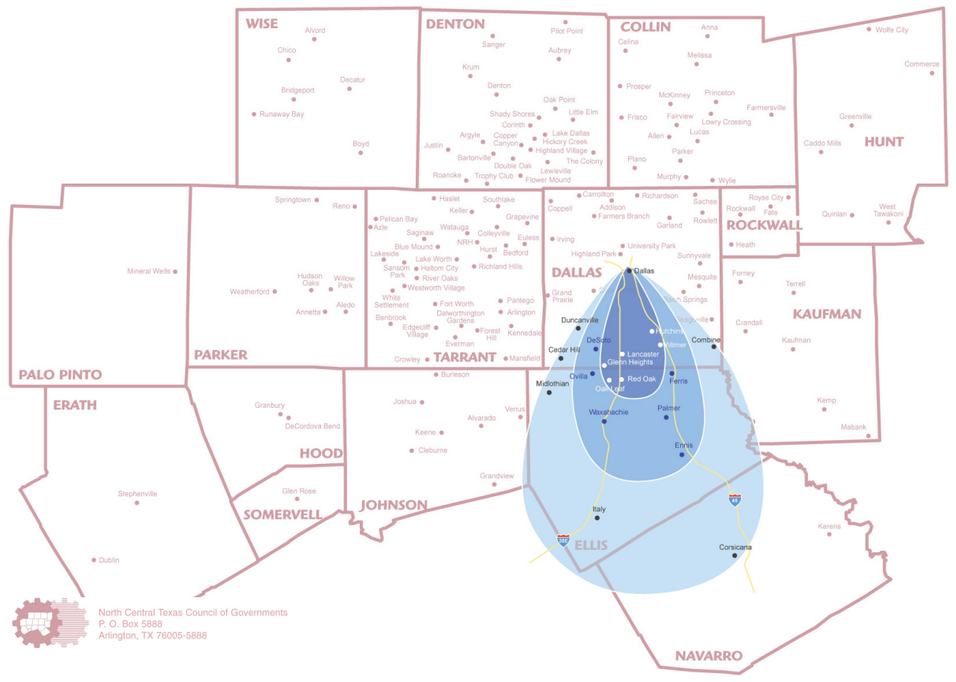
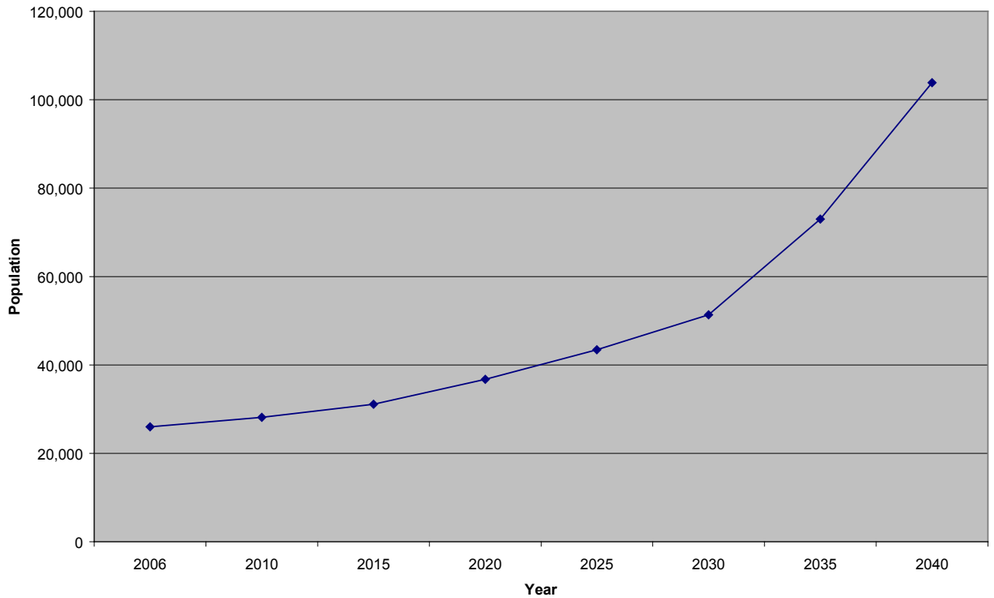


Figure 1. Projected Tiers of Metroplex Growth

The corresponding population projection chart (Figure 2) shows the application of this changing rate. Currently, the average growth rate for tier 3 (Corsicana's physical location) is applied, resulting in a projected population of 31,090 people by the year 2015. At this time, the Metroplex will have expanded, and Corsicana will become more of an ex-urban city than a distant city. From the year 2015 to the year 2025, the average growth rate for tier 2 (including Waxahachie, De Soto, and Ennis) is applied to Corsicana, resulting in a projected 2025 population of 43,433 people. In the year 2025, the population of the Metroplex will have reached such a size that Corsicana would emulate growth characteristics of suburban cities, rather than ex-urban cities. Therefore, from the year 2025 to the year 2035, a second adjusted growth rate, the average of tier 1 (including Lancaster, Red Oak, and Glenn Heights), is applied to Corsicana, resulting in a projected 2035 population of 76,129. This is potentially applicable because by 2036 Dallas/ Fort Worth will have attained a population of 10.8 million. Following these trends

Figure 2. Corsicana's Tiered Growth Projections



in growth, the 2036 population of Corsicana is estimated to reach 76,129 people.
Figure 2. Corsicana Projected Population Growth Through 2036

Any growth rate over 4% can be viewed as an active market area to which various forms of commercial development will gravitate. However, it is most likely that incoming commercial investment in the area will be attracted to the freeway or be in close proximity to the actual rooftops associated with this growth. Currently, the majority of growth experienced in the area surrounding the Metroplex is extending along freeways. Interstates, such as I-45, typically place dramatic pressure on the older and historic aspects of ex-urban and suburban communities. Such investment initiatives challenge the continued economic viability of the historic city center unless the City can properly distribute the traffic densities associated with that growth so that historic value gradients (the pattern of land value that attracts investment) remain a strong element within the overall value picture.

Future growth rates and the tendency of investment to gravitate toward the I-45 corridor will place a barrier in the middle of a growing community and give the corridor edges significant economic importance in shaping the land value gradients of the City. These emerging land value gradients reflect a shift from older value gradients that reinforced the economic/ physical importance of Corsicana's historic City core and consequently challenge the historic form of the City and those attributes of place associated with it. Commercial development located in response to value (as set by traffic exposure) will be drawn to Interstate 45 in lieu of downtown or other desired development areas of the City. Therefore, the future Land Use Plan for Corsicana must address the dynamic presence of Interstate 45 and seek to promote a more distributed development pattern that will reinforce the goals and objectives set by the Community Participants in this planning process. It is also clear that significant non-residential development will be needed to support the general fund implications of a future population.

B. Land Use Plan and Zoning Plan

Currently, land use decisions made by the City of Corsicana are guided by its published zoning plan. This is a document that portrays the boundaries of zoning currently in place and thereby provides a view of the permitted land uses as they are arrayed within the city jurisdictional boundaries. This picture is hazy at best because Corsicana still maintains a "cumulative" zoning mechanism. This means that zoning identifies the highest use permitted for a site and also allows lesser uses under that same category. For example, property zoned for office use would also allow lesser uses such as multifamily, single family, etc. Consequently, the current zoning map actually depicts a landscape of maximum permitted uses and hides the mosaic of actual uses still permitted under various maximum classifications. This makes the holistic regulation of land use in conformance with a vision for the future very difficult to manage and document. The zoning plan is actually a zoning map and serves the function implied by its name: to map the boundaries of zoning currently in place.

If the zoning so mapped were not cumulative, then the zoning map could portray a general configuration of land use. However, the evolution of that map would still be reactionary because it records decisions made by Council action on individual parcels. Because the document records actions taken, it is a map and not a plan. A plan:

- Anticipates and informs actions
- Views the consequences of actions on a larger scale and in futuristic terms.

- Anticipates an ultimate condition so that present actions serve the desired end.
- Is initiated by the City and its general public for the purpose of defining a vision

All of these components of a plan are missing from a zoning map. By virtue of what it does and how it is accumulated, a zoning map:

- Is a record of action taken
- Considers consequences immediately present and generally in close proximity to the site
- Is initiated by a landowner/developer for the purpose of maximizing land use (highest economic use)
- Seeks to expand or change the present condition without view to limitation.

The zoning map is the manifestation of how a City applies its zoning ordinance. It is required that such ordinances be applied uniformly within jurisdictional boundaries. For this reason unequal applications are prohibited under State enabling legislation. Such applications include contract zoning, and generally any zoning that can be proven capricious. The Land Use Plan is a means by which due deliberations in light of public policy as they regard an individual zoning decision are assured so that uniform application is more certain. The zoning map by its reactionary nature provides no such assurance and zoning decisions that are not consistent with neighboring zoning already in place could be construed as arbitrary and capricious. This is a great challenge to zoning in areas where non-residential and residential uses are mixed. In such cases, a City's ability to change the status quo is more difficult.

The historical origins of zoning were to protect retailers in New York from encroachment by the neighboring (and growing) Garment District. Therefore, zoning is not meant to be visionary, but "protective". In contrast, a Land Use Plan is strictly meant to deal with vision and is not meant to be mired in the issues of protection to the extent that zoning is. However, many Cities are limited in their view of a Land Use Plan, seeing it as a version of the zoning record and/or as a zoning map for future (yet un-zoned) portions of the city. In this view of the Land Use Plan, adoption of the plan becomes focused on anticipating the land owner's/ developer's response (or like request) to market conditions. This is particularly true of the non-residential portions of the Land Use Plan which end up "stripping" the traffic corridors.

In its relationship to zoning, the Land Use Plan is intended to serve as a guide. The term guide means reference. The Land Use Plan's status as a record of publicly derived vision allows it to be a point of reference in the Council's deliberations regarding Zoning. Zoning is the action performed by an elected Council and Land Use is the input provided by citizens to facilitate the Council's deliberative proceedings. The Council must substantially comply with the intent of the Land Use Plan when that Land Use Plan is documented in terms that do not try to replicate zoning categories. If the Land Use Plan is by its nomenclature a zoning plan then the Council is more obligated to follow such a plan if adopted (because it is a projected zoning map). If the adopted Land Use Plan is a projected zoning map then the Council (by adopting it) has in fact restricted the discretionary ability of future Council members by assigning what amounts to an intended zoning. Therefore, it is important that the status of the Land Use Plan as a guide be preserved by using terms/ categories that do not replicate the zoning map. For this reason, the Corsicana Land Use Plan is built upon a description of districts (e.g. the Transitional District), employing broad land use terms (e.g. employment-based Commercial)

It is important that interpretive applications of the Land Use Plan reside with the City's elected officials. This allows the elected officials to perform discretionary functions and City staff to perform ministerial functions. The distinction between discretionary and ministerial is important to the operations of a City, especially when it comes to matters of development. If the zoning map is (in effect) the functional land use map, then city staff is called upon to play two discretionary roles:

1. Make decisions regarding the lines of zoning change
2. Define future land use patterns

As a result, use of the zoning map is influenced by this discretionary role and both the application of zoning as well as the envisioning of land use is effected.

When the zoning map and the land use plan are not kept separate, the development process is also affected. The landowner/developer is uncertain as to risk associated with acquiring entitlement because there is no clear policy without a case by case interpretation. The process of interpretation opens the entitlement portion of a development process to an uncertain time frame and an uncertain outcome. Often, cities who try to manage their zoning decisions from a zoning map find themselves trapped in perpetuation of existing zoning because any variance constitutes incremental decision-making that is hard to defend from a "uniformity of application" perspective. Finding precedent in the existing zoning pattern to justify a current zoning decision is where the conflict between development and entitlement happens, often necessitating the involvement of attorneys. A City like Corsicana, which has a broad mixture of zoning in a relatively small area, is particularly susceptible to this type of conflict situation. The question before the Staff should be whether or not an action complies with the Comprehensive Plan, and a recommendation should be made in consideration of that question. It is then up to the Planning Commission and ultimately the City Council to approve that compliance or make an interpretation (based on the case) that allows some degree of variance from the Master Plan. The need to comply with the Master Plan also allows the Council to impose "conditions" that can assure that the intent of the plan is accomplished. As a City fills in, these additional conditions become very important to preserving the quality of life.

In summary, the City of Corsicana currently has a zoning map, but is lacking a Land Use Plan. One of the purposes of this comprehensive planning effort is to establish a Land Use Plan that guides future application of zoning and the zoning map. Without the two documents working side by side, the City of Corsicana is nurturing a condition that leads to conflict, creates an environment of uncertainty, and requiring city staff to function at

levels of discretion not typical of their designated function.

C. HOLDING CAPACITY FOR PROJECTED POPULATION

The capability of the geographic area of a community to accommodate an amount of development (including households) is called "holding capacity". The method by which this capacity is determined begins with goals and objectives set by the Community participating in the Planning Process. As a result, the second public workshop (entitled Workshop #2: Envisioning) acknowledged and accepted a "Framework Plan" which graphically expresses previously established goals and objectives (established in Workshop #1) and shows conceptual allocation of districts, corridors, focal points, portals, and connections. This document associates density and generalized land uses with conceptual districts so that a general pattern of land uses is suggested. Using the citizen-formulated Framework Plan as a guide, more specific areas of land use were established, densities for each prescribed, and those densities converted into a total population (the "holding capacity"). This population becomes the build-out holding capacity of the Framework Plan, encompassing all land within the current Extra-Territorial Jurisdiction (ETJ) of Corsicana, as permitted by citizen-articulated goals and objectives. Using this methodology, the *Build-out Holding Capacity* for Corsicana and its associated sphere of development (its ETJ) is 338,871 people. This number represents the total number of people that the land area of Corsicana (area within the ETJ) can contain if it were to be built out at densities suggested by the Framework Plan. This number is important because a vision plan for Corsicana must respond to the entire area of the City. By contrast, the holding capacity of the existing City Corporate Limit is 76,129 residents (using the same methodology employed to derive the ETJ Holding Capacity).

The Planning Team evaluated the reality of such a "Holding Capacity" population for Corsicana in order to determine the time frame and likelihood of both build-out values (the projected growth within the existing corporate city limit and that projected for growth incorporating the City's ETJ). Projections of growth within the current city limits indicate a maximum population of 76,129 people, while incorporation of the ETJ would allow for a maximum population of 338,871 people. Attainment of the corporate limits holding capacity could happen by planning year 2036, and attainment of the ETJ holding capacity would take some 55+ years, provided that projected growth rates could be sustained and that structural limitations did not present insurmountable obstacles. The Planning Team has determined that recent population growth in Corsicana will increase in stages, triggered by attainment of growth thresholds in the Dallas/ Ft. Worth Metroplex. The tiered growth rates described earlier change from 1.42% to 3.4% to 7.3% in response to Metroplex population thresholds.

Although 338,871 is a large and unlikely population, it is nevertheless the capacity of the City's land area and, therefore, justifies consideration in any plan that addresses the entirety of such an area. Consequently, the 338,871 ETJ Holding Capacity Population becomes the basis upon which the Land Use Plan (the plan for allocation of land use within the entire ETJ area) is evaluated.

As Corsicana reaches the holding capacity for the current city limits, the school age population could reach 16,901 people (age 5-19), the number of elderly could approximate 10,354 people, and the number of residents of typical employment age (20-64 years) could reach 43,165 people. Table 1 contains a detailed explanation of these population estimates based on current city limits.

Table 1. Estimated City Limit Population Breakdown

Population group	AGE	Population at City Limit
children	0-4	5,710
school-age	5-19	16,900
employable	20-64	43,165
retired	65+	10,354

At attainment of the maximum (ETJ) Holding Capacity, the school age population of the city area could swell to 75,230 people (age 5-19), the number of elderly will approximate 46,086 people (if present age ratios are maintained), and the number of residents of employment age (20-64 years) could reach 192,140. Table 2 contains a detailed breakdown of these population characteristics at maximum holding capacity.

Table 2. Estimated ETJ Holding Capacity Population Breakdown

Population group	AGE	Population at Holding Capacity
children	0-4	25,415
school-age	5-19	75,230
employable	20-64	192,140
retired	65+	46,086

As Corsicana grows, new recreational and educational facilities will be needed. The emerging population characteristics will manifest themselves as follows:

I. SCHOOLS

Elementary Schools
Currently, of every 1000 people in Corsicana, approximately 87 of them are elementary age (5-10 years at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limits build-out would require 12 new elementary schools by the year 2036, with an average size of 13 acres per school. The 338,871 population projection for ETJ-incorporated build-out would

ultimately require 41 new elementary schools with the same acreage requirements. These schools should be accessible by footpath from dwelling units without crossing a major street and should have a playground screened from the street.

Table 3 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build-out scenarios.

Table 3. Projected Elementary Schools Needed at Build Out

	Build-Out	
	Current City Limit	Including ETJ
Population	76,129	338,871
Number of children served	6,623	29,482
Current Students per School	323	323
Current Number of schools	7	7
Students per New School	800	800
Number of New Schools	5	34
Total Number of Schools Needed	**12**	**41**

Middle Schools

Of every 1000 people currently living in Corsicana, approximately 45 of them are middle school age (11-13 years at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limits build-out would require at least 1 new middle school by the year 2036, with land requirements of about 31 acres per school. The 338,871 population projection for ETJ-incorporated build-out would ultimately require 9 new middle schools with the same area requirements. These schools should not be located on major arterial streets, they should have pedestrian walkways from surrounding streets, and should also have playing fields sufficient for multiple outdoor activities.

Table 4 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build-out scenarios.

Table 4. Projected Middle Schools Needed at Build Out

	Build Out	
	Current City Limit	Including ETJ
Population	76,129	338,871
Number of children served	3,426	15,249
Students per current school	600	600
Current Number of schools	2	2
Students per new school	1600	1600
New Schools needed	1	9
Total Number of Schools	3	11

High Schools

Currently, approximately 65 of every 1000 people in Corsicana are high school age (14-17 at the beginning of the school year). Assuming this demographic proportion will remain relatively constant, the number of schools needed to accommodate the indicated growth projections can be calculated. The 76,129 population projection for corporate limit build out would require 1 new high school by the year 2036, with land requirements of about 49 acres per school. The 338,871 population projection for ETJ-incorporated build out would ultimately require 8 new high schools with the same area requirements. These schools should be located near or adjacent to community facilities and have playing fields equipped for multiple outdoor activities.

Table 5 indicates the number of schools necessary to meet the needs of the Corsicana community at these two build out scenarios.

Table 5. Projected High Schools Needed at Build-Out

	Build-Out	
	Current City Limit	Maximum
Population	76,129	338,871
Number of children served	4,948	22,027
Students per current school	1615	1615
Current Number of schools	1	1
Students per new school	2600	2600
New Schools needed	1	8
Total Number of Schools	**2**	**9**

II. Retail

The build-out population can support a certain area of retail use. The national average of retail space per household is 40 sq. ft. (established by the US Department of Commerce) and the Dallas average of retail space per household is 70 sq. ft. The Dallas ratio of retail space per household can be used as a means of projecting the magnitude of retail appropriate to the projected build-out Land Use Plan. At build-out, the Corsicana land area could hold as many as 136,735 households and correlate to 15.5 million square feet of retail use (at the above specified Dallas average). This total square footage could be further expanded in response to retail traffic generated from Richland Chambers, movement between Dallas and Houston along Interstate 45, regional traffic movement along the State Highways that converge on the city center, and general growth in the county. The Land Use Plan that has evolved through this Planning Process provides for approximately 9.2 million square feet retail space within the current city limit land area.

This is approximately 66% more square footage than the projected population (within the current city limit) can support. A figure of 9.2 million square feet is only defensible when one considers the following points:

- A majority of the proposed square footage is contained in land already zoned to permit retail (such as frontage on state highways), but currently developed at a lower density than is normative for a growing city in the present day. However, these locations may not remain desirable as Corsicana develops future thoroughfares and active nodal intersections within that future system, making additional retail opportunities necessary.
- Corsicana is the functional service center of a market area significantly greater than the current city limit.
- The service area ultimately attributable to Corsicana will reach into zones experiencing greater growth due to their closer proximity to Dallas expansion.
- Future retail land use within the city limit must consider growth outside the current city limit (but within the ETJ) that will be primarily residential. Therefore, as fringe areas become more residential, areas that are currently closer in proximity will become more non-residential. This will make the non-residential component of the land use plan contain more square footage than the population within the current city limit can support.
- Retail as used in the land use plan is an exclusive category that encompasses restaurants, personal services, etc., and is thereby greater than square footage devoted to the simple sale of goods.
- Increased traffic densities in the I-45 corridor (associated with regional growth) will attract retail development and account for a significant portion of the land use square footage.

Allocation of retail square footage recognizes goals and objectives clearly stated during the Planning Process. These goals and objectives call for several actions. These include a dispersion of retail uses so that retail opportunities are made more available at the neighborhood level, encouragement of retail development in nodal patterns (instead of strip patterns), and discouragement of the Interstate as the dominant retail location. Other important goals call for protection of the natural landscape and the dominant residential identity of the City. Preservation of this dominant residential character is in part related to the selected location of retail (and other non-residential land uses) at sites that reinforce the identity and definition of residential neighborhoods. This special "identity-giving" relationship between appropriately scaled retail and residential districts is a time-honored standard of coherent planning, beginning with the earliest periods of the "City Beautiful" movement (early 20th century). Therefore, land desirable for retail development will be focused on those selected streets (particularly the intersection of those streets) intended to carry primary traffic. These street intersections are identified in the Future Land Use Plan and an amount of retail space assigned to them.

The total retail development accommodated in the Maximum Holding Capacity Land Use Plan is 15.5 million square feet (including the retail component of commercial and mixed use development). It is the recommendation of the Planning Team that further retail accommodation will negatively impact Corsicana's residential dominance (earlier described) by creating additional traffic loads and depreciating the hierarchical pattern inherent in the proposed plan. Retail in excess of 9.2 million square feet should be evaluated on a case-by-case basis with regard to impact on the city. This "threshold" square footage should not include retail use internalized to offices, hotels, or other such host uses.

III. Employment-related uses

Using rough benchmarks, the Maximum Holding Capacity Land Use Plan supports an employment population of 96,936 people. This is employee base (number of employees) necessary to support the non-residential portion of the plan. The goal is to achieve a balance between the employable population generated through creation of residential districts and the needed employee base generated through the creation of the commercial districts. This needed employee base is demonstrated in Table 6.

Table 6. Projected Employee Base Needed for Holding Capacity Land Use Plan

Commercial Districts	Retail	Industrial	Technical	Office	Other	Employed per Sector
Employment Industrial		6,138				6,138
Employment Commercial			17,095	14,329		31,424
Retail Commercial	5,736				8,690	14,426

Mixed Use Commercial	5,395			5,450	5,450	16,295
Core City Mixed Commercial	449					449
Historic Mixed Commercial	365			9,728	3,243	13,336
Approach-Way Mixed Use	3,545	1,907	2,769	6,646		14,868
Total	**15,490**	**8,045**	**19,864**	**36,154**	**17,383**	
			Employment Density:		**96,936**	

The population profile developed for this plan shows that approximately 192,140 people out of the total population will be between the ages of 20 and 65. Assuming that 50% of that population will be in the employment market, the build-out would have 96,070 people in need of employment. This indicates that 99.1% of the build-out employment base could be satisfied by the projected working population created through residential districts in this plan. Additional employment potential can be created via the work force available in neighboring communities (such as Richland Chambers Lake).

It is important to note that there is an area of 805 acres devoted to industrial-related uses, and an associated employment need of 8,045 people. This reflects the need to diversify Corsicana's economy so that such a large component can be absorbed.

IV. The Cost Implications of the Holding Capacity Land Use Plan

Land Use Classifications

To accommodate the maximum build-out population of 338,871 people, the plan incorporates eight residential classifications. These are:

- Rural Residential (RR): A lower density of residential development intended for the outer fringes of the future city and in areas where preservation of the native landscape is of greatest importance. The typical density of this land use classification is 1 to 2 dwellings per acre.
- Estate Residential (ER): The lowest density of residential development intended for specific areas of the city where estate lot custom home development is likely. The typical density of this land use classification is 1 dwelling per acre.
- Low Density Residential (LDR): A lower density residential development typical of many suburban single family projects in metropolitan areas of the United States. This type of residential density is typically appropriate for a higher than average price point. The typical residential density of this land use classification is 2 to 3 units per acre.
- Medium Density Residential (MDR): A residential density typical of most suburban development in metropolitan areas of the United States. This type of residential density can be appropriate for various price points and usually contains a dwelling unit type that is attractive to the needs of numerous buyers. The typical residential density of this land use classification is 3.1 to 4 units per acre.
- Core City Mixed Residential (CC-MR): A special residential designation that describes the mixed residential fabric of most inner city areas of Corsicana. Inner City being the areas immediately around the older historic core areas of downtown and its two flanking historic neighborhoods. The age of structures within this area varies and the land use mix includes single family and multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units per acre for town house, and 15 to 20 units per acre for multi-family.
- Transitional Mixed Residential (T-MR): A residential designation that describes the mixed residential fabric of older (largely developed areas) lying adjacent to the core and defining the transition between the older city and newer areas of development or the transition from older residential areas to commercial districts or corridors. The age of structures within this area varies and the land use mix includes small lot single family, some medium lot single family, townhouse, and multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- Commercial Center Mixed Residential (C-MR): A residential designation that describes the mixed residential fabric of higher density mixed use residential areas adjacent to major commercial nodes. These are areas of new development and the land use mix includes small lot single family, townhouse, and multi-family development. The typical residential density of this land use classification is 5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.
- Historic Mixed Residential (H-MR): A residential designation that describes the mixed residential fabric of two specific historic neighborhoods lying to the west and east of the downtown core. Many of the larger homes have been sub-divided into apartment flats. The land use mix contains mostly single family and multi-family land uses fitted into former single family homes. The typical residential density of this land use classification is 3.7 units per acre.

Total Dwelling Units: According to the residential densities specified above, the total number of residential units represented in the Maximum Holding Capacity Land Use Plan is 136,465. High density dwelling units are generally clustered around the City center and key development nodes. Medium density single family units make transitions from higher density residential areas and some non-residential areas, while lower density single family units occupy the remaining bulk of Corsicana's ETJ land area.

To support this residential community, the Holding Capacity Land Use Plan establishes retail and commercial uses necessary to supplement needed tax base as well as address traffic corridors and nodal points. In the workshop process, it has been clearly stated that Corsicana is a residential community that retains its small town qualities, desiring only the amount of non-residential development necessary to make a balanced and economically viable community. Therefore, the total constellation of land uses proposed must fiscally sustain Corsicana and not contain an excess of non-residential land uses that overburden and overpower the residential dominance envisioned.

Land Areas, Units, and Square Footage: The Holding Capacity Land Use Plan reflects the goals and objectives set forth by the public participants in the Planning Workshop Process and demonstrates an awareness of Corsicana as an area of development which is organized around it own City core, rather than Interstate 45. Previous land use plans reacted to the presence of high volume traffic corridors (like Interstate 45 and State Highways) and assigned retail/commercial/ industrial uses to those throughways. Residential densities and configurations fell in loose arrangement between and amid non-residential uses (see land use exhibit on page ___), making the corridor the determining element of City form. As a result, the previous Land Use Plan is heavily vested in non-residential land uses with little impact on the form of residential patterns. The constellation of land uses proposed needs to obtain a balance for the environmental and economic welfare of the City. The Holding Capacity Land Use Plan affirms the city center as the anchoring point for Corsicana. In conjunction with this, the Holding Capacity Land Use Plan contains those components presented in Table 7.

Table 7. Area Allotments of Land Uses in the Holding Capacity Land Use Plan

Land Use	Acreage	Residential Units	Square Feet
Historic Mixed Residential	287	1,062	
Estate Residential	81	81	
Rural Residential	1,207	1,811	
Low Density Residential	7,455	20,129	
Medium Density Residential	9,571	35,413	
Commercial Center Mixed Residential	5,202	39,015	
Transitional Mixed Residential	2,280	14,364	
Core City Mixed Residential	1,846	16,059	
Approach-Way Mixed Use	2,543	7,629	16,505,189
Historic Mixed Commercial	134		6,201,855
Core City Mixed Commercial	142	938	449,068
Mixed Use Commercial	1126		10,300,198
Retail Commercial	1,197		9,646,144
Employment Commercial	1,377		16,717,152
Employment Industrial	2,790		26,737,128
Totals	**37, 236**	**136,465**	**86,556,734**

Balance in the Land Use Plan: To determine that the Holding Capacity Land Use Plan maintains a balanced land use picture for the City of Corsicana, it is necessary to define the meaning of *balance*. Given the goals and objectives set forth by the citizen participants in the planning process, the term *balance*, as it applies to the City of Corsicana Holding Capacity Land Use plan, means that the Plan possesses the following attributes:

- Provides sufficient tax base to fund the costs of municipal services/ government
- Preserves the dominant residential character of the Community
- Provides for future changes in the demographic character of the population
- Reinforces the Historic Town Center

In order to derive the future tax base demands of a city with a holding capacity of 338,871 people, it is necessary to ascertain the potential municipal costs that a future tax base must support. A future magnitude of costs can be acquired if the per capita cost of municipal services/government is known. In 2005, the general fund requirement for the City of Corsicana was approximately $15.1 million to serve a population of 26,014 people. This equates to a current per capita cost of services and governance of $581 per person. Comparing this per capita allocation to other cities whose current population is of a magnitude similar to Corsicana, the per capita allocation associated with this build out scenario is verified. Table 8 contains a brief summary of cost of governance estimations for Corsicana and three other cities in the Metroplex region.

Table 8. Cost of Governance of Other Cities

City	2006 Population Estimate	General Fund	Cost of Governance
Corsicana	26,014	$15,110,760	$581
Waxahachie	27,800	$17,940,446	$645
Hillsboro	8,900	$6,214,260	$698
Rowlett	53,100	$37,336,145	$703

Based upon current values for these comparable cities, an estimated cost of governance of Corsicana in the future was set at $680. At this rate, a build-out population of 338,871 (maximum holding capacity) would require a general fund of $230,432,280. The projected city limit holding capacity population would require a general fund of $51,767,720. As this is the growth projection for the 2036 horizon, planning for these needs becomes important.

To offset the projected cost of governance, it is necessary that the Maximum Holding Capacity Land Use Plan provide sufficient tax base. In the benchmark cities studied, it is typical that ad valorem taxes provide 70% to 88% of the general revenue budget, depending on other income sources available to the municipality. A significant portion of the current general fund for the City of Corsicana is provided by ad valorem taxes. The Planning Team has determined that Corsicana's Ad Valorem tax revenue should contribute at least 80% of the general fund requirements at build-out. Therefore, the standard was set for this analysis that the ad valorem tax base of the Future Land Use Plan must fund at least 80% of the projected costs of municipal services and governance.

The Maximum Holding Capacity Land Use Plan represents a population of 338,871 people (this is the holding capacity of the area of the city extended to include all of the ETJ) with approximately 76,129 people of that ETJ population capacity residing within the current city limits of Corsicana. The potential general fund associated with the extended planning area population (those demanding services and facilities) is $230,432,076. The associated ad valorem tax revenue (including inventory tax) associated with the ETJ land use plan would generate approximately 89.3% of the projected general fund. Table 9 summarizes values generated by the portions of the Holding Capacity Land Use Plan located within the current City limits of Corsicana.

Table 9. Value Generated by the Holding Capacity Land Use Plan

Land Use Type	Units or Square Footage	Value	Ad Valorem @ $.627/100
Single Family	58,496 units	$14,624,000,000	$91,692,480
Other higher density Single Family	27,529 units	$3,854,060,000	$24,164,956
Town Home	19,176 units	$2,375,520,000	$14,894,510
Multi-Family	30,914 units	$2,627,690,000	$16,475,616
Retail	15,489,509 sf	$1,858,741,080	$11,654,307
Industrial	35,045,109 sf	$2,978,834,265	$18,677,291
Tech Flex	11,925,987 sf	$1,311,858,570	$8,225,353
Office	16,273,842 sf	$1,952,861,040	$12,244,439
Other Commercial	7,822,287 sf	$1,173,343,050	$7,356,861
Open Space	N/A	N/A	N/A
Totals			**$205,385,812**

It is important to note that the residential portion of the projected ad valorem tax for Corsicana, according to the land use plan, would be $147,227,756 (64% of the projected total general fund requirements).

In light of the above analysis, the Land Use Plan contains a balance of land uses that reflect goals and objectives established through the planning process and graphically portrayed in the Framework Plan. According to this general macro analysis, the plan would generate a tax base sufficient (if developed in accordance with the density assumptions imposed on the analysis) to fund over 80% of the projected cost of municipal services and governance.

Comparison of the Holding Capacity Land Use Plan and the Corporate Limits Land Use Plan

The overall land area for non-residential land use in both the Holding Capacity Land Use Plan and the Corporate Limits Land Use Plan is very similar. Non-residential land uses in the Holding Capacity Land Use Plan comprises 25% of the total ETJ land area (9,289 acres of the total 37,218 acres). Non-residential land uses in the Corporate Limits Land Use Plan comprise 48% of the total Corporate Limit land area (6,181 acres of the total 12,944 acres). If the city expands to incorporate ETJ territory in accordance with the Land Use Plan, the non-residential land area will increases by 3,080 acres, while the total acreage of the city increases by 24,274 acres. This implies that, in comparison to the total area added to the city, the amount of new non-residential needed is relatively small. The small difference between the non-residential land area in the current city limits and the non-residential land area needed at maximum build-out exists because so much of the current Corporate Limits is currently zoned for such uses.

The non-residential land area of the ETJ Holding Capacity Land Use Plan provides an appropriate amount of non-residential tax base to support the residential build-out

of the remaining land. However, the non-residential land area of the Corporate Limits component of that plan provides a non-residential tax base that greatly exceeds the general fund requirements of any potential build-out residential population. In the ETJ Holding Capacity Land Use Plan, the balance between non-residential land uses and residential land uses provides an ad valorem tax revenue sufficient to comfortably fund 80% of the projected general fund requirements for that population. By contrast, the Corporate Limits component of that Land Use Plan (incorporating currently zoned non-residential land) presents a potential ad valorem tax revenue far in excess of the projected general fund requirement (at 124%). This means that the City of Corsicana currently has a vastly disproportionate amount of its land area devoted to non-residential land uses.

The over supply of non-residential land area is more clearly seen in employment projections represented by the two land use scenarios (ETJ and Corporate Limits). The ETJ Holding Capacity Land Use Plan represents an employment capacity of 96,936 people (the employment needs of the non-residential land area if built out) and a projected employment population of 96,070 (the number of potential employees within the Holding capacity population of 338,871 people). Therefore, the potential need of the plan serves the potential employee base of the plan. However, the Corporate Limits Land Use Plan (including land currently zoned for non-residential use) represents an employment capacity of 73,890 people and a projected employee population of 21,583 people. This disparity between employment capacity and employee availability presents some serious challenges for the City of Corsicana, adversely affecting:

- **Economic Development:** It will be difficult to attract industrial (or other) employment development to the City of Corsicana if the city can not offer an employment base that satisfies both the job requirements of the potential employer and those available for employment. This vast disparity shows the limited supply of employment available to relocating employers looking for a viable labor market.
- **Land Values:** Whenever there is a supply of land in excess of demand then the value of such land can not appreciate and as a result it encourages continued development by those non-residential uses where land costs is more powerful than other determinants. Such users of land typically offer lower skilled jobs, have low employment needs, and often need land area for storage related purposes.
- **Expansion of Key Clusters:** The lack of employment attraction makes it difficult to implement an economic development strategy that deepens key clusters and/ or intends to expand into forward/ backward linkages related to key cluster.

Oversupply is also manifest in the retail component of the Corporate Limits Land use Plan (because of land currently zoned for non-residential use). The amount of potential retail square footage in the Corporate Limits can be described as a retail area-to-household value, expressed square feet per household. This figure far exceeds normal relationships between retail space and households. The national average ratio is 40 square feet per household, the Dallas average is 70 square feet per household, and the West Plano average is 120 square feet per house hold.

The Holding Capacity Land Use Plan equates to a retail/ household ratio of 112 square feet per household. A certain percentage over the Dallas average is necessary to serve retail demand of Interstate 45 and regional traffic using the various highways that "hub" on Corsicana. Given this additional square footage requirement, retail available to serve Corsicana's population (in the ETJ Holding Capacity land Use Plan) attains a square feet/ household ratio more typical of the Dallas average. By contrast, the Corporate Limits Land Use Plan contains approximately 240 square feet per household. This far exceeds any comparative standard. This current retail condition presents a serious challenge to the City of Corsicana. These Challenges include:

- **Overall Retail performance Relative to State Norms:** The over supply of retail land encourages random development of retail projects seeking to compete for the same limited market. Frequent turnover of low capital investment retail establishments in combination with lower than state average income leads to spending patterns that consistently fall below state norms for household spending and consequently further discourages retail development.
- **Types of Retail Captured:** Whenever there is a supply of land in excess of demand then the value of such land can not appreciate and as a result it encourages continued residential development by those retail uses most influenced by low land costs. These are the types of retail establishments that can come and go as they compete with other similar retail establishments for a limited market. These lower end capture retail venues are not conducive to nodal development patterns and lead to vast strips of sporadic retail development where low capital investment is the over riding visual character.
- **Competitiveness with the Historic Business Core:** The dispersion of a limited demand means that little aggregated demand is available for the Historic Core area. This makes revitalization of the core more difficult and more dependent upon Destination Attributes that will draw retail patrons off of the Interstate.

An oversupply of land zoned for non-residential land uses reflects the historic power and influence of the highways, freeways, and railroad tracks that converge on Corsicana. Non-residential zoning reflects the anticipation of value capture that once existed in the vision of Corsicana's future. However, today this dominance of non-residential land burdens the city and works against creating a better quality of life. The City of Corsicana must become vigilant with regard to future non-residential zoning and focus on encouraging residential land uses that form coherent residential areas/ districts. At the same time, the City must create another level of guideline controls that overlay the current non-residential zoning so that the use of those entitlements will create nodal retail districts and employment centers that facilitate logical traffic movement as well as create a more coherent city form.

D. COMPARISON WITH THE PREVIOUS LAND USE PLAN

At the present time, the existing zoning plan is in effect Corsicana's Land Use Plan. This current Zoning/ Land Use Plan reflects a diversity of juxtaposed uses that, in many cases, do not form coherent land use districts. The Holding Capacity Land Use Plan is viewed as a document separate from the zoning plan so that past, incremental zoning decisions can be tied together in "Special Districts" that identify development conditions intended to reconcile current conflicts and discontinuities. The use of special districts allows the Holding Capacity Land Use Plan, set forth in this Plan Document, to present a coherent city form that has a stronger, denser, and more mixed center with a less dense, more single use periphery. In this way, the Future Land Use Plan establishes a City form that can be better managed for growth, create more identifiable sub-districts and neighborhoods, and ultimately provide a more rational framework for the distribution of physical systems (e.g. surface drainage, sewer, water, roads, etc.). Another important distinction of the Holding Capacity Land Use Plan is that it shows a clear "aggregation" of commercial uses (particularly retail). This avoids typical strip development and promotes a greater attraction for "higher end capture" in the commercial market place. Where retail uses are brought together to create retail districts, it is typical that these types of retail areas tend to be more specialized. This has been the basis of success for retail malls and power centers as well as the common experience of urban retail districts (provided that other supporting attributes are present, such as traffic densities).

E. RECOMMENDATIONS

The following are recommended actions related to the Holding Capacity Land Use Plan as established herein:

Plan Objective: Establish an overall City form that contains appropriate relationships between Land Uses and create a greater sense of unified "place."

Recommendation:

1. Formulate appropriate transitions at current points of Land Use conflict by:
    a. Establishing transitional land uses between existing Industrial use and areas of residential use where they are adjacent.
    b. Provide appropriate density gradients as development moves away from the City Center and areas of major commercial concentration (Mixed Use/ Retail nodes, Freeway Industrial, Freeway Commercial, and Airport Industrial)
    c. Reverse abandonment of City Core by permitting greater development densities, including:
        i. Creation of a Special District for the Town Center (as described below) that will impose guidelines upon new development. Redevelopment of existing zoned tracts and new development of un-zoned tracts.
        ii. Base Land Use designation (within the Historic Mixed Commercial District) of Mixed Commercial (office, other commercial, retail, and residential) with guidelines for all un-zoned properties within the 1st Street/ 7th Street/ 15th Street/Business 75 perimeter.
        iii. Base Land Use designation (within the Core City Mixed Commercial District) of mixed commercial (retail, office, and other compatible commercial) with guidelines for all unzoned properties within the Core City District.
        iv. Base Land Use designation (within the Historic Mixed Residential District) of Mixed Residential Use with guidelines for all un-zoned properties within the Historic District.
        v. Base Land Use designation (within the Core City Mixed Residential District) of Mixed residential (various forms of attached and detached single family and multifamily) with guidelines for all unzoned properties within the Core City District.
    d. Establish a mixed use designation for all major Approach-Ways that will impose guidelines to resolve existing land use conflicts.
    e. Establish a Transitional Mixed Residential District between areas of new development an older established development that includes areas that currently contain pockets of partial development (typically a mixture of industrial and residential).
    f. Create Special Districts that will encourage nodal development of the Interstate frontage (instead of strip development).
    g. Aggregate commercial and retail development into major nodes so they can be served by arterial roadways and economically energize the Downtown Core.
    h. Limit residential densities away from the commercial centers to those specified for medium density, low density, and rural residential categories so that there is a clear density gradient.
2. Integrate existing zoning into the Future Land Use Plan:
    a. Establish an **Approach-Way Mixed Use Special District (AMU)** with development guidelines that address:
        i. Access management
        ii. Signage
        iii. Enhancing the appearance of parking in relationship to key roadways
        iv. Providing greater inter-connection between projects that promotes internal movement
        v. An attractive interface with public facilities and/ or amenities
        vi. Establishes transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
        vii. Enhanced landscaping
        viii. Effective screening

    b. Establish a **Core City Mixed Commercial Special District (CCMU)** with development guidelines that address:
        i. Relationship to downtown and the historic neighborhoods
        ii. Architectural themes and continuities that will consolidate the

primarily commercial use
iii. Access management
iv. Treatment of parking and parking lots
v. Remaining historic buildings to be preserved
vi. Establish transitions and buffers appropriate to protect adjacent residential fabric from non-residential encroachment
vii. Distinct visual identity of streets that are Approach-Ways to the Historic core
viii. Pedestrian enhancement of the street and pedestrian connections between land uses/
ix. Protection and enhancement of existing natural drainage ways
x. Landscape setbacks along primary arterials
xi. Screen walls and fences

c. Establish an **Historic Mixed Commercial Special District (HMU)** with development guidelines that address:
    i. Architectural themes and continuities
    ii. Remaining historic buildings to be preserved
    iii. Creation of greater sense of public space especially for gathering and events
    iv. Establish transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
    v. Pedestrian enhancement of the sidewalk space
    vi. Identifying signage
    vii. Internal relationships within mixed uses on a single site or in a single building
    viii. Require more design enhancement of the “street fronting” façade and yard space
    ix. Treatment of parking

d. Establish a **Core City Mixed Residential Special District (CCMR)** with development guidelines that address:
    i. Relationship to downtown and the historic neighborhoods
    ii. Treatment of internal land use conflicts
    iii. Remaining historic buildings to be preserved
    iv. Establish transitions and buffers appropriate to protect residential fabric from non-residential encroachment
    v. Distinct visual identity of streets that are Approach-Ways to the Historic core
    vi. Protection and enhancement of existing natural drainage ways
    vii. Proper site design standards for infill development
    viii. Proper building envelope standards for infill development

e. Establish a **Transitional Mixed Residential Special District (TMR)** with development guidelines that address:
    i. Relationship to core city and the historic neighborhoods
    ii. Treatment of internal land use conflicts
    iii. Remaining historic buildings to be preserved
    iv. Establish transitions and buffers appropriate to protect residential fabric from non-residential encroachment
    v. Distinct visual identity of streets that are Approach-Ways to the Historic core
    vi. Protection and enhancement of existing natural drainage ways
    vii. Proper site design standards for infill development
    viii. Proper building envelope standards for infill development

f. Establish a **Historic Mixed Residential Special District (HMR)** with development guidelines that address:
    i. Relationship to the larger historic fabric including the historic downtown center
    ii. Proper standards for adaptive re-use/ redevelopment of existing structures and/ or sites
    iii. Remaining historic buildings to be preserved
    iv. Pedestrian enhancement of the street space and linkages to the historic core
    v. Thematic signage
    vi. Site design and architectural standards for infill development
    vii. ree protection
    viii. Identifying signage
    ix. Proper screen walls and fences
    x. Protection and enhancement of existing natural drainage ways

g. Establish a **Approach-way Mixed Use Commercial Special District (AMU)** with development guidelines that addresses:
    i. Architectural themes and continuities
    ii. Remaining historic buildings to be preserved
    iii. Establish transitions and buffers appropriate to protect adjacent and/ or abutting residential areas
    iv. Effective screen walls and fences
    v. Treatment of parking and parking lots
    vi. Signage
    vii. Site design standards
    viii. Landscape setbacks along primary arterials
    ix. Internal relationships within mixed uses on a single site

3. Establish an overall pattern of Land Use areas that will provide sufficient magnitudes of such development to fund the service costs and accommodate employment needs of the “holding capacity” population that:
    a. Aggregates industrial infrastructure by locating industrial uses in close proximity

to essential infrastructure including:
    i. Interstate access
    ii. Major arterial connections
    iii. Future proposed intermodal facility
    iv. Future proposed airport
    v. Potential future commuter rail connections to Dallas and/ or Houston
b. Aggregates core area amenities, creating a City Center environment that will attract retail, office, entertainment, and other employment-generating uses to the core area, permitting vertical mixed use development in the Core Area Special Districts.
c. Aggregates Public Facilities, creating a significant public domain meant to enhance city appearance and leisure/recreation activities for its population.
d. Provides land use area for 22,707,017 square feet of retail, industrial-related, commercial-related, and other employment land use in the existing highway corridors and the historic business core.

4. Designate non-residential land use areas within the Holding Capacity Land Use Plan that can accommodate a magnitude of non-residential tax base sufficient to supplement the "gap" between the general fund associated with Corsicana's "holding capacity" population and the projected residential tax base:

    a. Provide land use area for 26,737,128 square feet of industrial-related use outside the existing highway corridors and the historic core.
    b. Provide land use area for 25,523,607 square feet of commercial-related use outside the existing highway corridors and historic core.
    c. Provide land use area for 11,579,955 square feet of retail land use outside the existing highways corridors and the historic core.

Plan Objective: Establish the natural system that serves Corsicana as a framework for an open space network.

Recommendation:
1. Preserve the remaining undisturbed creek ways in a natural condition by:
    a. Establishing a minimum set back from the creek and creek way system that recognizes the future high water levels (resulting from "build-out" development).
    b. Internalize the remaining creeks and creek ways system too public open space/ parks where possible.
    c. Require public open space dedication in future development proposals.
2. Establish trails that use the creek and creek way network and promote the close association of trail destinations and the natural corridors (where appropriate):
    a. Locate parks/ schools and other such destinations near the natural network.
    b. Discourage privatization of the creeks and creek ways and encourage public trail use.
    c. Discourage "in-line" detention.
3. Provide more public open space:
    a. Encourage the location of detention facilities in close proximity to the creeks and creek ways so that public open spaces can be developed around them.
    b. Establish a Landmark Landform Program that designates and assures the preservation of the distinctive landforms and natural features of Corsicana.

Conclusion:

In light of the above analysis, the Holding Capacity Land Use Plan represents a vision of a developed Corsicana that has the potential to be an economically sufficient constellation of land uses and to reflect the goals and objectives established by the Corsicana residents who participated in the Planning Process. The Holding Capacity Land Use Plan embodies the forms and patterns of the Framework Plan formulated in the second public workshop (Workshop #2: Envisioning).

F. LAND USE DEFINITIONS

1. **Rural Residential (RR)**: A lower density of single family residential development intended for the outer fringes of the future City and in areas where preservation of the native landscape is of greatest importance. The typical density of this land use classification is 1 to 2 dwellings per acre.

2. **Estate Residential (ER)**: The lowest density of single family residential development intended for specific areas of the City where estate lot custom home development is likely. The typical density of this land use classification is 1 dwelling per acre.
3. **Low Density Residential (LDR)**: A lower density single family residential development typical of many suburban single family projects in metropolitan areas of the United States. This type of residential density is typically appropriate for a higher than average price point. The typical residential density of this land use classification is 2 to 3 units per acre.

4. **Medium Density Residential (MDR)**: A single family residential density typical of most suburban development in metropolitan areas of the United States. This type of residential density can be appropriate for various price points and usually contains a dwelling unit type that is attractive to the needs of numerous buyers. The typical residential density of this land use classification is 3.1 to 4 units per acre.

5. **Core City Mixed Residential (CC-MR)**: A special residential designation that describes the mixed residential fabric of most inner city areas of Corsicana. Inner City being the areas immediately around the older historic core areas of downtown and its two flanking historic neighborhoods. The age of structures within this area varies and the land use mix includes single family (attached and detached) and a limited percentage of multi-family development. The typical residential density of this land use classification is 4.5 units to the acre for single family, 8 to 10 units per acre for attached single family (including town house), and 15 to 20 units per acre for multi-family.

6. **Transitional Mixed Residential (T-MR)**: A residential designation that describes the mixed residential fabric of older (largely developed areas) lying adjacent to the core and defining the transition between the older city and newer areas of development or the transition from older residential areas to commercial districts or corridors. The age of structures within this area varies and the land use mix includes small lot single family detached, some medium lot single family detached, zero lot line detached single family, attached single family (including town house), and a limited percentage of multi-family development. The typical residential density of this land use classification is 4.5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.

7. **Commercial Center Mixed Residential (C-MR)**: A residential designation that describes the mixed residential fabric of higher density mixed use residential areas adjacent to major commercial nodes. These are areas of new development and the land use mix includes small lot single family, Attached single family (including townhouse), and multi-family development. The typical residential density of this land use classification is 5 units per acre for single family, 8 to 10 units for town house, and 15 to 20 units per acre for multi-family.

8. **Historic Mixed Residential (H-MR)**: A residential designation that describes the mixed residential fabric of two specific historic neighborhoods lying to the west and east of the downtown core. Many of the larger homes in these areas have been sub-divided into apartment flats. The permitted land use mix contains mostly single family and multi-family land uses fitted into former single family homes. The typical residential density of this land use classification is 3.7 units per acre.

9. **Approach-Way Mixed Use (AMU)**: A mixed use designation that describes the diversity of uses found along major arterials leading into the City of Corsicana. In many cases, original single-family lots have been redeveloped for various forms of commercial use. Mixed commercial use found in this district includes diverse service uses (e.g. vehicular service centers, insurance offices, etc.), retail, light industrial, manufacturing, warehouse, hotel/ motel, outdoor storage, and office. In addition, some vestige of the original single-family use remains as well as the occasional injection of new multi-family development. Future development in the Approach-Way District should be limited to commercial uses exclusively. The Approach-Ways (such as Highway 31) are already zoned (for the most part) and this land use designation is intended to establish a guideline overlay that will address the issues of adjacency inherent in the land use mix characteristic of these corridors. Development in the Approach-Ways (including Interstate 45) should recognize the visual prominence of these corridor locations (and contribute to the image of the City as seen from the Approach).

10. **Historic Mixed Commercial (HMU):** A mixed-use designation that describes the diversity of land uses found within the historic core of Corsicana (bounded by 2nd Street, 15th Street, 7th Street, and Business 75). Much of the land area of this district is already built out with buildings that are historically significant. The density permitted in this district is a function of permitted building height and lot coverage appropriate for a City Center. In addition a wide range of commercial and residential uses are permitted that can be vertically and/ or horizontally mixed within the same lot and/or architectural envelope.

11. **Core City Mixed Commercial (CCMU)**: A mixed use designation that describes the diversity of land uses found within the partially historic business areas of Corsicana lying north and south of the Historic City Core. Much of the land area of this district is already built out. The density permitted in this district is a function of permitted building height and lot coverage appropriate for the fringe zones of a City Center. In addition a wide range of commercial and uses are permitted that can be vertically and/ or horizontally mixed within the same lot and/or architectural envelope.

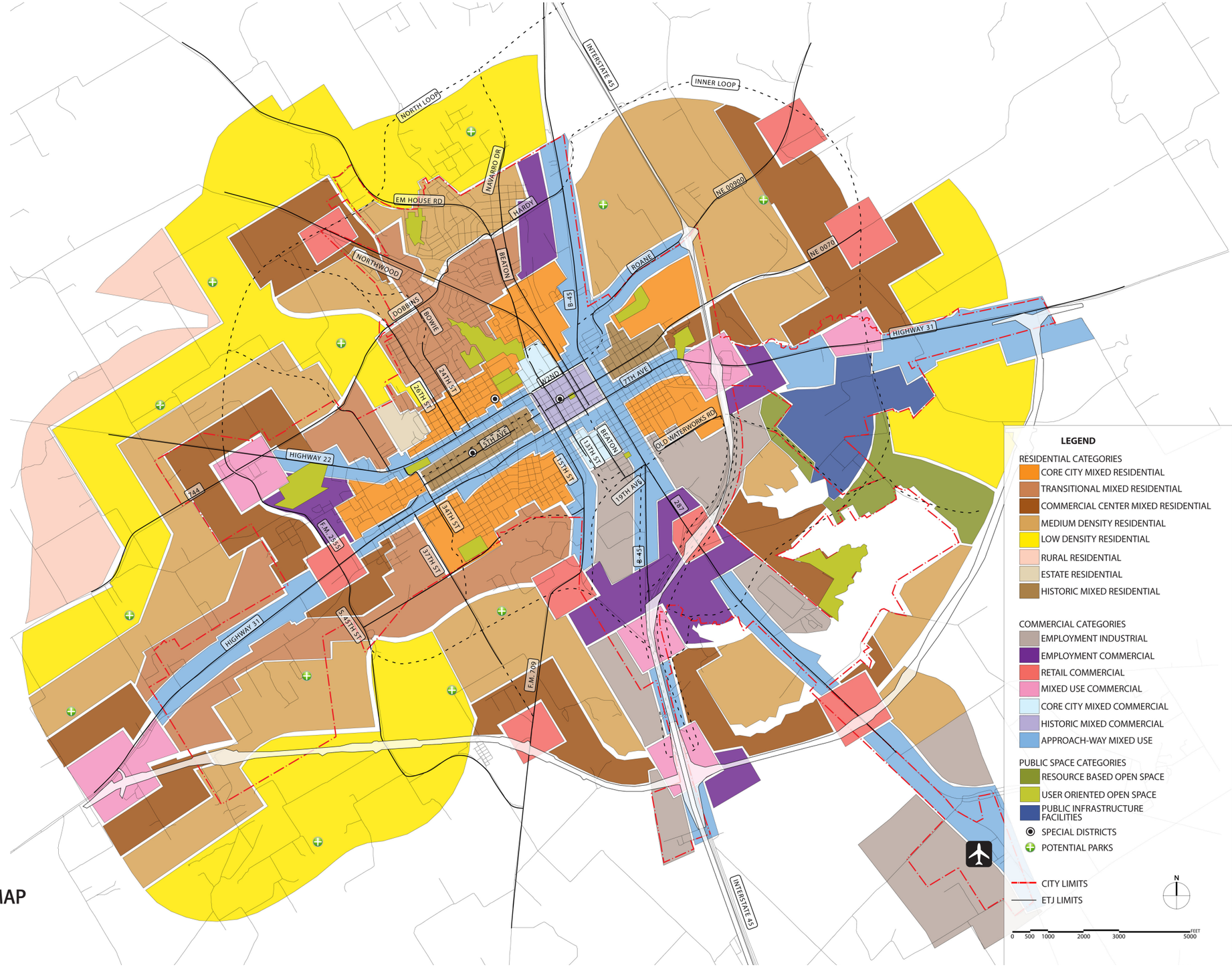
12. **Mixed Use Commercial (CMU)**: A mixed-use designation that describes the diversity of commercial land uses intended for new commercial nodes located at the intersection of major arterials, Freeways, and/ or Highways. The nodal formed districts are intended to be a primarily a mixture of retail and office uses but may include hotel and entertainment uses as well.

13. **Retail Commercial (RC)**: Nodal form districts with retail facilities containing establishments that sell goods and services. These areas also contain stand-alone retail establishments. The intent of this district is to encourage clustering retail uses into identifiable commercial nodes/ centers.

14. **Employment Commercial (EC)**: A nodal formed district of facilities which rent and/ or sell space for general office and/ or retail and/ or entertainment purposes (including hotels). Such uses may be mixed within the same building or in the same project.

15. **Employment Industrial (EI)**: A facility or facilities for the purposes of distribution, warehousing, manufacture, research, assembly, repair, and/ or fabrication. Industrial uses include related uses and/ or structures such as offices, security, environmental protection, storage, etc.

16. **Open Space (OP)**: Open land within the City fabric that is left undeveloped for the purpose of environmental protection, drainage, and/ or natural beauty or developed for leisure/ recreation uses that serve the recreation needs of the City population.



G. THE LAND USE MAP