



## TOWN OF WESTLAKE, TEXAS

### *Vision Statement*

*An oasis of natural beauty that maintains our open spaces in balance with distinctive development, trails, and quality of life amenities amidst an ever expanding urban landscape.*

## TOWN COUNCIL AND PLANNING & ZONING

### JOINT WORK SESSION

#### AGENDA

**March 23, 2015**

**WESTLAKE TOWN HALL  
3 VILLAGE CIRCLE, 2<sup>ND</sup> FLOOR  
WESTLAKE, TX 76262  
COUNCIL CHAMBERS**

**Workshop Session: 5:00 p.m.**

### *Mission Statement*

*Westlake is a unique community blending preservation of our natural environment and viewsapes, while serving our residents and businesses with superior municipal and academic services that are accessible, efficient, cost-effective, and transparent.*

*Westlake, Texas – “One-of-a-kind community; natural oasis – providing an exceptional level of service.”*

## **Work Session**

1. CALL TOWN COUNCIL TO ORDER
2. CALL THE PLANNING & ZONING COMMISSION TO ORDER
3. PRESENTATION AND DISCUSSION IN GENERAL OF THE COMPREHENSIVE PLAN'S HOUSING ELEMENT, ITS LAND USE PLAN PERTAINING TO RESIDENTIAL LAND USES, AND RESIDENTIAL ZONING.
4. DISCUSSION REGARDING THE SCHEDULING OF FUTURE PLANNING AND ZONING WORK SESSIONS.
5. DISCUSSION REGARDING ELECTRONIC PLANNING AND ZONING AGENDA PACKETS AND ELECTRONIC DEVICES.
6. ADJOURNMENT

**ANY ITEM ON THIS POSTED AGENDA COULD BE DISCUSSED IN EXECUTIVE SESSION AS LONG AS IT IS WITHIN ONE OF THE PERMITTED CATEGORIES UNDER SECTIONS 551.071 THROUGH 551.076 AND SECTION 551.087 OF THE TEXAS GOVERNMENT CODE.**

### **CERTIFICATION**

I certify that the above notice was posted at the Town Hall of the Town of Westlake, 3 Village Circle, March 18, 2015, by 5:00 p.m. under the Open Meetings Act, Chapter 551 of the Texas Government Code.

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Kelly Edwards, TRMC, Town Secretary

If you plan to attend this public meeting and have a disability that requires special needs, please advise the Town Secretary 48 hours in advance at 817-490-5710 and reasonable accommodations will be made to assist you.



**TYPE OF ACTION**

Workshop - Discussion Item

**Joint Workshop**

**Westlake Planning & Zoning Commission and  
Westlake Town Council  
Monday, March 23, 2015**

**TOPIC:** Presentation and Discussion In General of the Comprehensive Plan's Housing Element, its Land Use Plan Pertaining to Residential Land Uses, and Residential Zoning

**STAFF CONTACT:** Tom Brymer, Town Manager  
Eddie Edwards, Director of Planning and Development

**Strategic Alignment**

<b><u>Vision, Value, Mission</u></b>	<b><u>Perspective</u></b>	<b><u>Strategic Theme &amp; Results</u></b>	<b><u>Outcome Objective</u></b>
Planned / Responsible Development	N/A	High Quality Planning, Design & Development - We are a desirable well planned, high-quality community that is distinguished by exemplary design standards.	Preserve Desirability & Quality of Life
<b><u>Strategic Initiative</u></b>			
Outside the Scope of Identified Strategic Initiatives			

**Time Line - Start Date:** January 5, 2015    **Completion Date:** TBD

**Funding Amount: Status -**  **Not Funded**                      **Source -** N/A

## **EXECUTIVE SUMMARY (INCLUDING APPLICABLE ORGANIZATIONAL HISTORY)**

After the approval of zoning for the Granada development, Staff has had discussions with potential developers and/or zoning change request applicants regarding residential developments that meet 1 acre density requirements, but would have lots less than one acre in size. These discussions typically involve consideration of a Planned Development (PD) zoning district. In a PD zoning district, the Town may require additional design standards that exceed those contained in the Code of Ordinances, negotiate Economic Development agreements with the developer that include contributions to Westlake Academy, as well as include conditions or regulations to address unique situations or the concerns of adjacent property owners.

The Town Council wished to meet in a joint workshop with the Commission to discuss this topic in the broader context of the newly adopted Comprehensive Plan (adopted February 23, 2015).

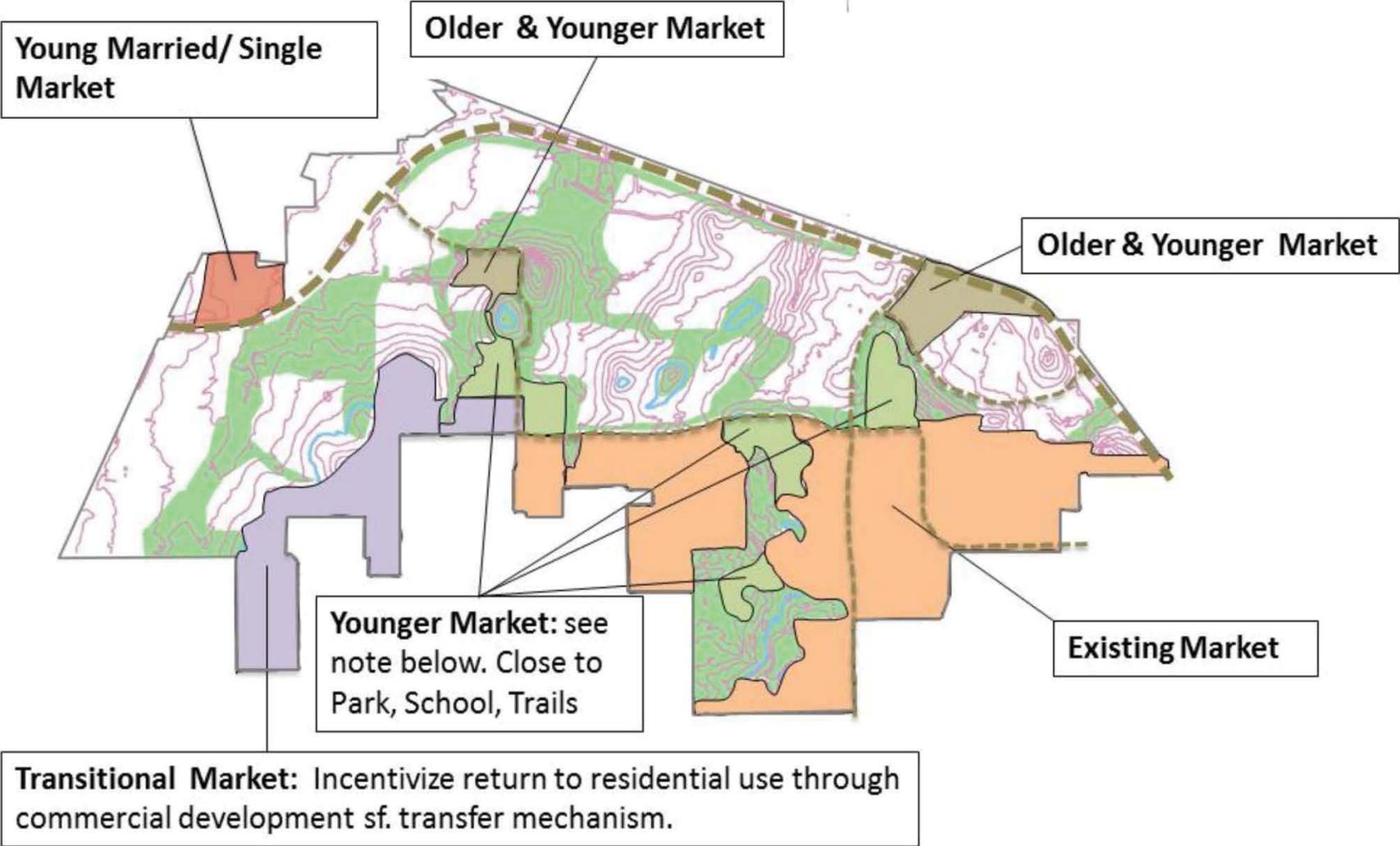
## **RECOMMENDATION**

Staff recommends reviewing the attached excerpts from the newly adopted Comprehensive Plan (Housing Plan, Land Use Plan, and the Assessments Section) and discuss the issues in this portion of the Plan as it pertains to residential land use and zoning in general and specific to the zoning case mentioned above.

## **ATTACHMENTS:**

1. Housing Element of Comprehensive Plan (pgs. 261-272)
2. Portion of Land Use Plan from the Comprehensive Plan (pgs. 153-166)
3. Excerpt from Assessments Section of Comprehensive Plan (pgs. 12-13)

# HOUSING PLAN



DISCLAIMER: The Housing submarket configuration and lot size recommendation for such configuration, in no way modifies any approved PD Plan, PD Ordinance, or zoning nor does it give any area currently entitled additional residential entitlement. The transition of existing non-residential areas to a residential use or the amendment of the permitted lot size/ unit density of any Planned Development Ordinance or zoning which permits a residential use; shall be determined through a cooperative Town/ property owner process which takes place as site plans , requests for amendment of any existing Planned Development Ordinance, and/or requests to transfer commercial square footage from one land use district to another; are submitted for Council approval (when the legal mechanism for such transfer has been adopted by the Town of Westlake).



## **PART THREE: THE PLAN ELEMENTS**

### **SECTION SEVEN: THE HOUSING PLAN**

#### **INTRODUCTION**

It is noted in the Economic Development Plan that broadening housing choices and neighborhood amenities would make Westlake a more attractive location for the nation's top employers, which will in turn drive demand for high-quality, high-value housing options. With total non-residential entitlements in place approaching 25 million square feet, it is critical that Westlake position itself as a premier destination for employers to ensure a sustainable future and preserve the value that exists in the area. Solana is a picture of what happens in a community that attracts corporate locations and those corporate locations move on, leaving behind specialized building plates that are difficult to adapt to a speculative market. Therefore, Westlake must make sure that it is on top of its game in terms of retention and lifestyle offerings or the changing landscape, as a result of abundant entitlement, will leave corporate centers wanting for the environmental assets they saw at the outset. Among the key Plans (including the Economic Development Plan, Thoroughfare Plan, and Open Space Plan) to attracting and retaining the region's top employers is the Housing Plan.

## Current Westlake Housing Offerings

Currently, Westlake generally offers one type of housing product: large lot or acreage home sites in communities that generally attract affluent mature professional households, which are drawn to Westlake's pastoral setting, high-quality schools, and amenities. With a significant amount of commercial space planned for the area, along with strong access to existing employment centers, market forces will enhance Westlake's appeal to a more diverse set of households, leading to market opportunities for a wider variety of housing options. It is not that Westlake must offer a residential product for every budget and household type (lower priced product and rental products can be offered in communities that have transportation connections to Westlake), but a wider spectrum of high-quality housing types will broaden the appeal of Westlake for executive decision-makers as well as the talent they seek, many of whom command high compensation but have varying housing needs and purchase motivations. If the town is unable to offer products besides those currently available, surrounding areas could secure the highest-quality employers, and with them, more affluent households.

It can be said that the "quasi-rural estate" house type that prevails in Westlake speaks to its position as a quiet Township on the edge of the urban outreach of Dallas and Fort Worth. However, with continued rapid growth of the Highway 114 corridor and the magnitude of non-residential entitlement currently held within the Planned Developments, Westlake current "edge" condition will transform to one that is more centrally located. Therefore, the question is whether the Town can maintain the benefits of its edge character in the midst of inevitable growth. Key to this is to

protect the current residential portions of Westlake by proper transition to the non-residential portions through higher priced housing options that preserve the sub-market that Westlake possesses and attract higher value non-residential development (also important to the preservation of residential value). This Housing Plan seeks to accomplish value preservation through coherent sub-market definition and land use transition.

Figure 153 illustrates the distribution of residential entitlement and zoning within the Town of Westlake as of August 2014.

Note that there is a diversity of housing product permitted by current entitlement/zoning with no specification of price point. Further, the pattern of distribution is fairly random, raising the potential for land use conflict between residential and non-residential development. Such land use conflicts (in situations where the residential use is not a "mixed use") weakens both the value of the non-residential development and the residential development as well as the desirability of Westlake as a location for higher end residential product. It is likely that residential use close to the freeway (such as the 6,000 sf lots in PD-3) will not be able to command the price that PD 3-1 (Vaquero Estates) commands, thereby beginning a potential trend of broad price diversification. The current random distribution of product type and price point must be encouraged to redefine itself as coherent pattern of sub-market communities that transition toward the non-residential uses, which is the intent of this Housing Plan.

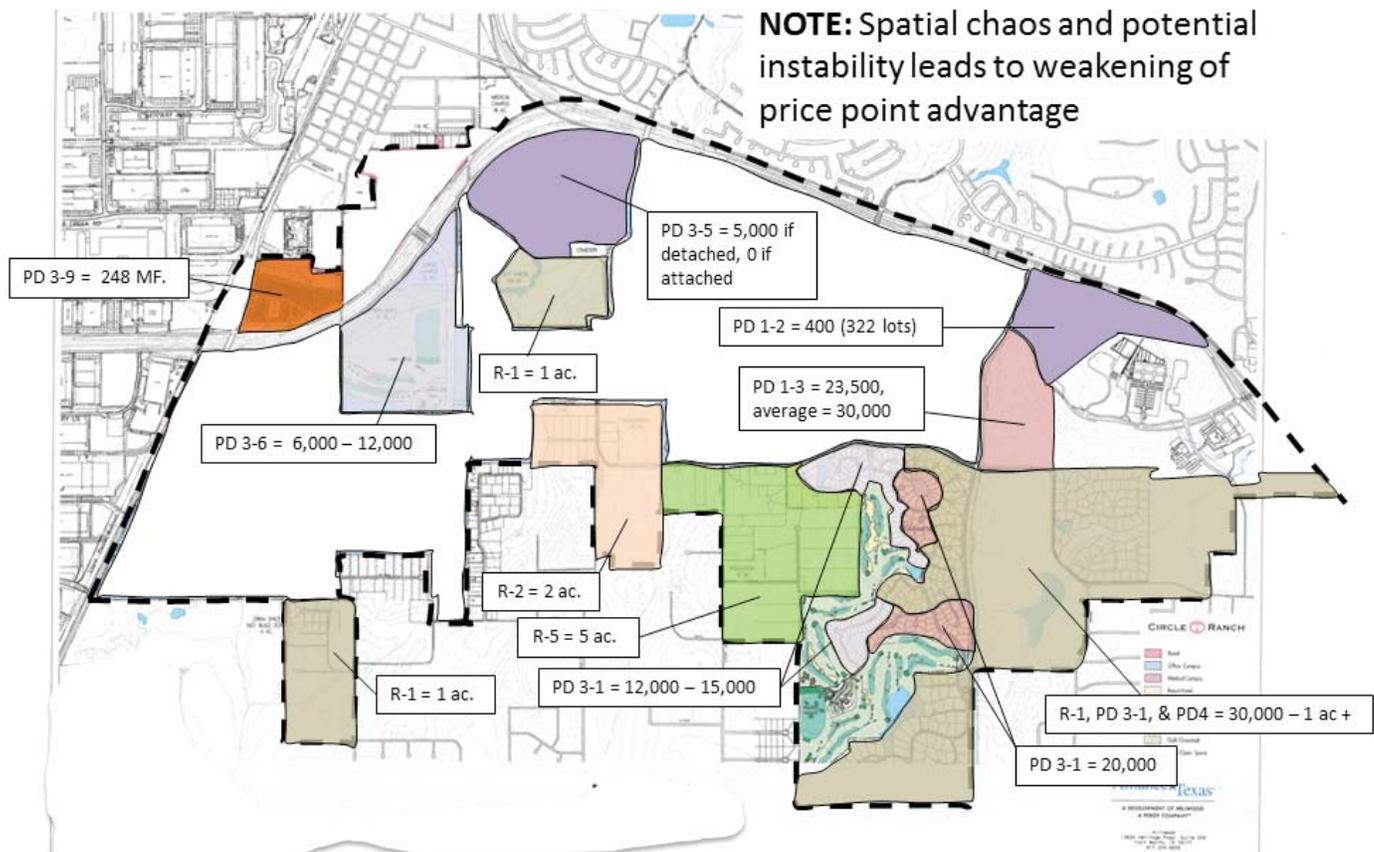


Figure 153: Current Residential Entitlement Distribution

### Metroplex Executive Housing Corridors

In the past 30 years, executive housing corridors have emerged outside of Loop 635. The area north of Loop 635 along the Dallas North Tollway represents the most robust growth corridor, garnering a large share of executive household growth over the last three decades. The Highway 114 corridor northwest of DFW airport including Southlake, Trophy Club, and Westlake, represents another strong executive housing concentration – the area’s strong schools and access to employment located along Highway 114 will continue to draw affluent households to the area. Likewise, additional employers will likely be drawn to the area as the concentration of executive households continues to grow, and as housing options that appeal to a variety of household types and lifestyles, critical to attracting the best employers, evolve.

Currently, Westlake attracts executive households largely between the ages of 35 and 64, accounting for 87% of households earning over \$200,000 within a 15-minute drive of Westlake Town Hall. About 3% of these affluent households are between the ages of 25 and 34, and 10% are over the age of 65. Other executive housing corridors throughout the Metroplex feature affluent households across a wider range of ages. For instance, 6% of Plano affluent households, and 10% of Las Colinas affluent households, are between the ages of 25 and 34, many of whom may aspire for the large home on a large lot, but may currently require a home more accommodating to their life stage and lifestyle. These are future move-up buyers in Westlake that the area currently doesn’t attract.

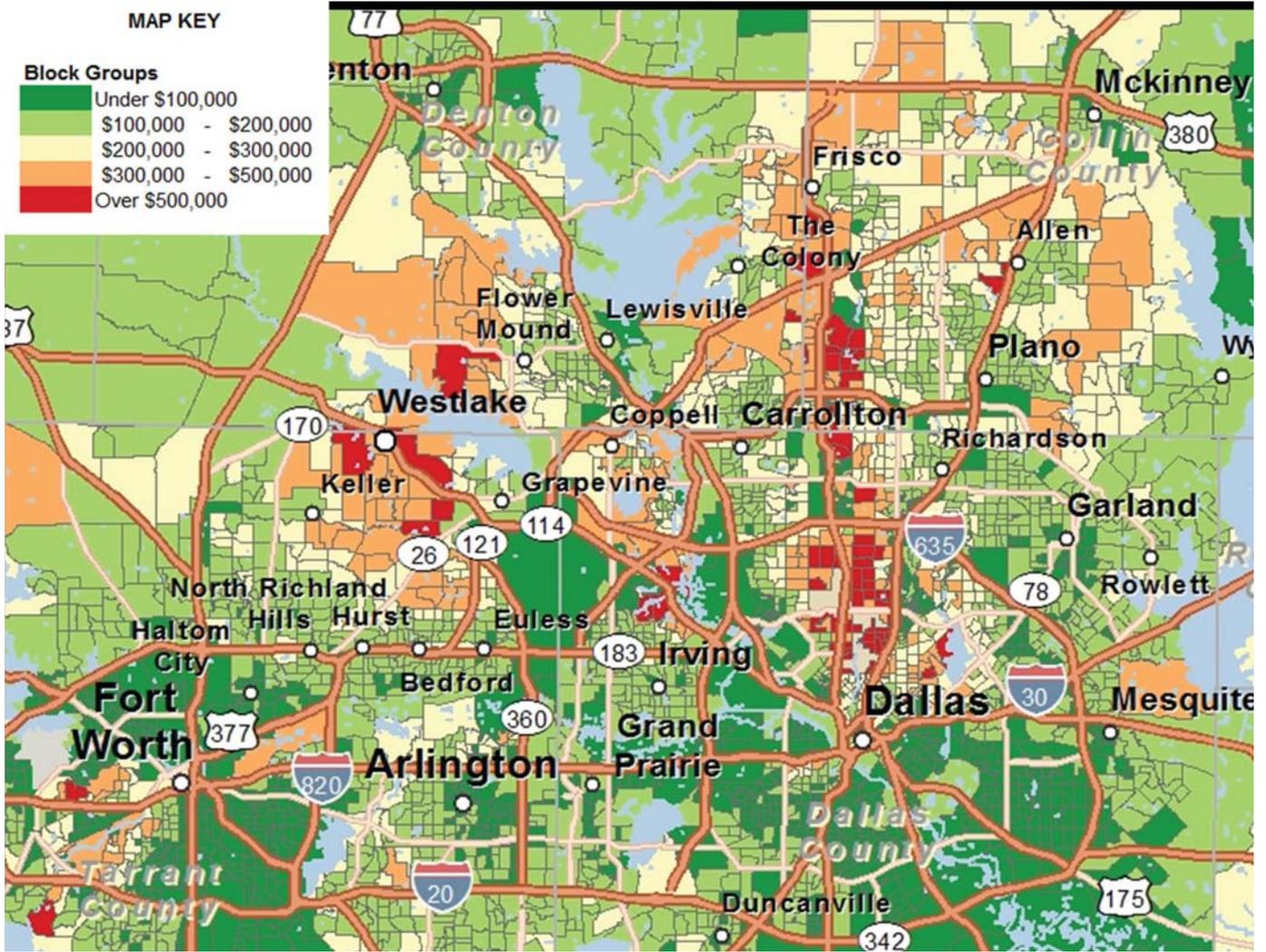


Figure 154: Median Home Value by Block Group: Dallas-Fort Worth Metroplex Source: ESRI

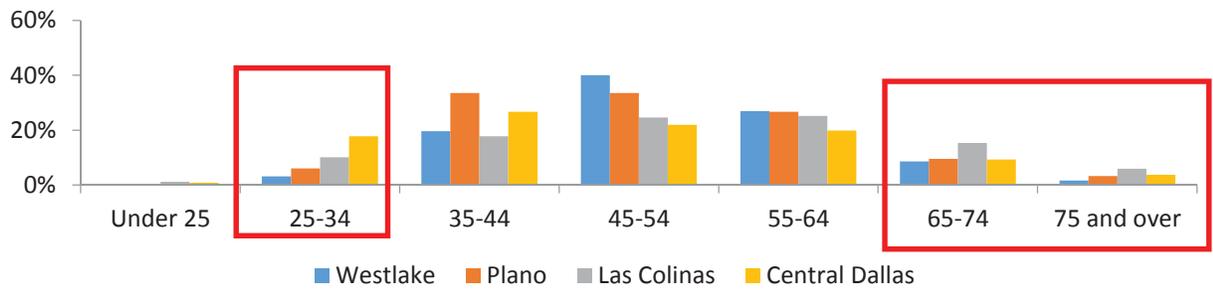


Figure 155: Households Earning Over \$200K by Age: Dallas Executive Housing Corridors Source ESRI

In addition to younger households, other executive housing corridors also feature a larger share of affluent retirees, with 21% of affluent Las Colinas households, and 13% of Plano households over the age of 65. The Town currently contains only

about 17 of these households according to 2013 data from ESRI Business Analyst. The introduction of product types appealing to older households will allow current Westlake mature professionals and empty-nesters to remain in the community and downsize to

	LAS COLINAS	CENTRAL DALLAS	PLANO	WESTLAKE / SOUTHLAKE
Core Type	Mixed-Use	Urban	Suburban	Suburban
Office Space in Job Center	19,785,061	35,252,624	14,061,579	2,546,644
Office Space within 20-Minute Drive	52,073,148	120,581,282	64,558,330	8,750,865
Office Space per HH within 20-Minute Drive	481	498	260	158
<b>Product Types Over \$500K</b>				
Acreage SFD		X	X	X
Small-Lot SFD	X	X	X	X
Townhomes	X	X		X
Condominiums	X	X		
Home Size Range (SF)	2,373 – 7,478	1,133 – 29,196	3,130 – 14,500	1,574 – 15,458
Average Home Size (SF)	4,609	4,979	5,381	5,285
Average Price per Square Foot	\$190	\$359	\$178	\$204

Figure 156: Office Space and Housing Correlation in North Texas Cities

a more suitable product, perhaps that is lower maintenance, but not lower quality. Overall, Westlake’s quality of life will appeal to a variety of affluent market segments currently not present in the area. The Town’s strong access to 114, appealing site aesthetics, and open space are already major draws. The addition of employment and supporting retail uses will help attract affluent young professional and retiree households seeking a more mixed-use environment. The level and quality of these offerings will determine what share of high-earning households Westlake will capture (or lose to communities offering more mixed-use settings).

### New Home Demand Summary

The majority of Northeast Tarrant County’s new housing demand is concentrated at prices below \$750,000. While this area contains almost 14,000 households earning over \$200,000, Westlake is capturing a small portion of this demand because it offers predominantly large-lot products that appeal only to a certain type of buyer.

The inclusion of more product types will allow Westlake to capture more of these affluent households, and thus, higher-quality employers, while employee housing priced under \$750,000 (or higher) can be accommodated in areas outside of Westlake.

In particular, Westlake’s quality of life will appeal to affluent households without children, encompassing 57% of total demand for homes over \$500,000 north of Southlake Boulevard. These households will be more motivated by Westlake’s strong access, site aesthetics, and access to employment and retail when compared to households with children, who are largely motivated by the presence of the Westlake Academy.

Young professionals and young families, classified as households age 25 to 34, will generate annual demand for more than 15 new homes priced over \$1 million in the area north of Southlake Boulevard. According to the U.S. Census, Westlake currently contains just three affluent households between the ages of 25 and 34. Retirees will be another

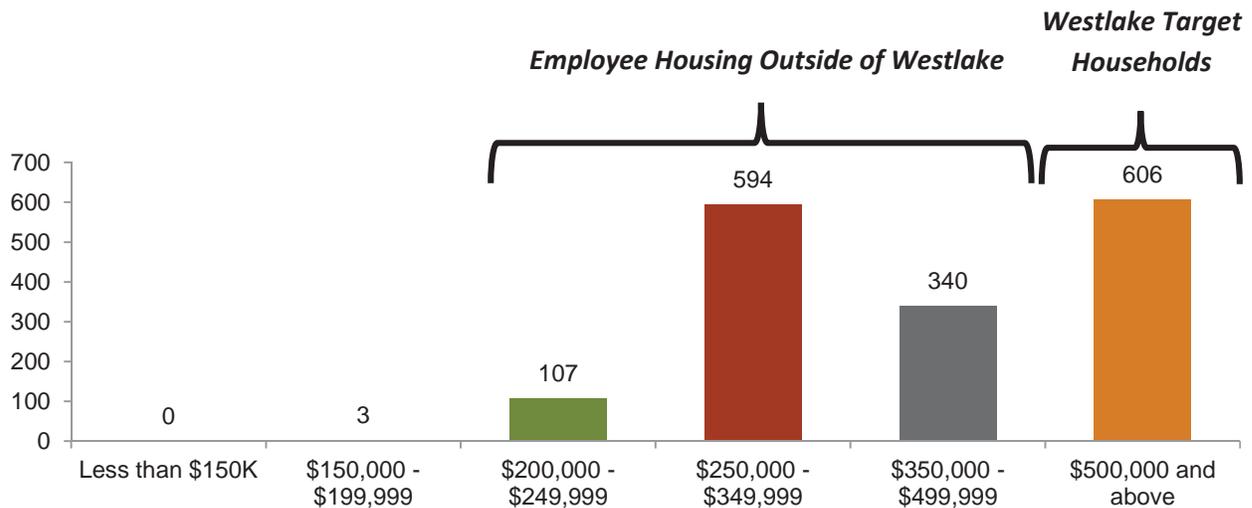


Figure 157: Annual New Home Demand Northeast Fort Worth Sub-markets: 2015 – 2030  
 Source: ESRI, Metro Study, RCLCO

	HOUSEHOLDS WITH CHILDREN				HOUSEHOLDS WITHOUT CHILDREN			
	YOUNG FAMILIES	MATURE PROFESSIONALS	EMPTY NESTERS	RETIRES	YOUNG FAMILIES	MATURE PROFESSIONALS	EMPTY NESTERS	RETIRES
<b>% of Total Market over \$500K</b>	<b>16%</b>	<b>24%</b>	<b>2%</b>	<b>1%</b>	<b>9%</b>	<b>15%</b>	<b>14%</b>	<b>19%</b>
<b>Achievable Sales</b>								
\$500K-\$750K	53	78	6	2	30	49	45	61
\$750K-\$1M	19	28	2	1	11	18	16	22
\$1M+	18	27	2	1	11	17	16	21
<b>TOTAL: NE Fort Worth Submarket</b>	<b>90</b>	<b>134</b>	<b>10</b>	<b>4</b>	<b>52</b>	<b>84</b>	<b>78</b>	<b>105</b>
<b>NORTH OF SOUTHLAKE BLVD TOTAL</b>	<b>45</b>	<b>67</b>	<b>5</b>	<b>2</b>	<b>26</b>	<b>42</b>	<b>39</b>	<b>52</b>
<b>Purchase Motivations</b>								
Access to 114	X	X	X	X	X	X	X	X
Appealing site aesthetics	X	X	X	X	X	X	X	X
Proximity to retail and entertainment			X	X	X	X	X	X
Mixed-use environment, urban feel					X	X	X	
Westlake Academy	X	X						
Open space	X	X	X	X		X	X	X

Figure 158: Annual New Home Demand Summary, Northeast Fort Worth Sub-market, Homes Priced Over \$500K Source: US Census, RCLCO

large source, with demand for more than 11 homes per year over \$1 million. With just 17 current affluent retiree households in Westlake, the area is likely to see a strong increase in households over age 65 as commercial uses are added, and mature professional households age in place.

The market trends noted above establish that emerging market conditions in Westlake will include demand for more diversified

housing options, and the inclusion of a variety of housing types will allow Westlake to preserve the Town’s value, attract younger buyers, meet the future housing needs of an aging population, and mitigate value encroachment. Current entitlements allow for more than 2,000 single-family residential units and 330 multi-family residences, which establish that zoning is in place to allow more diversified housing options. Although it is not constitutionally permissible to decline the

**Alternative Households Attracted to Westlake with Alternative Product Preferences**

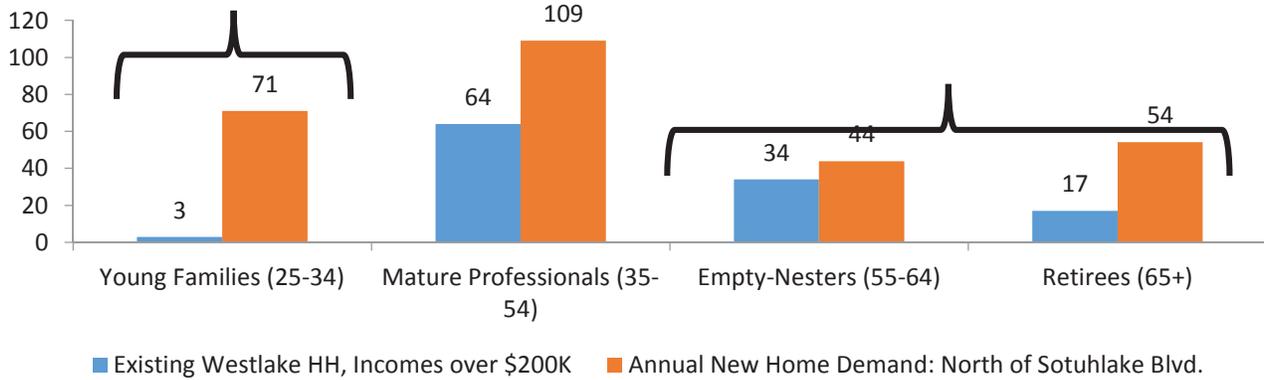


Figure 159: Existing Westlake Households and Annual New Home Demand: Incomes Over \$200K, Homes Priced Over \$500K  
Source: ESRI, Metro Study, RCLCO

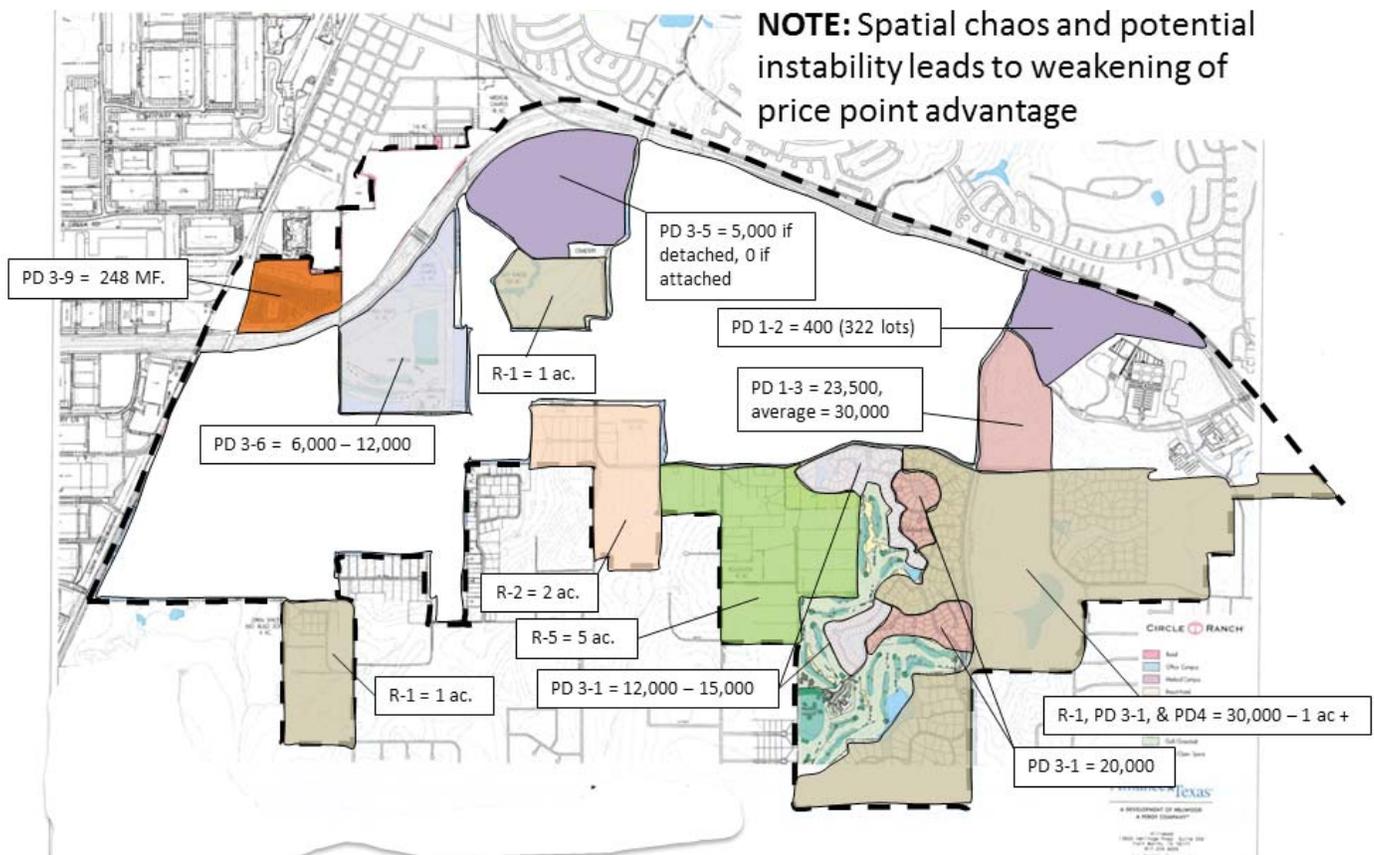


Figure 160: Current Residential Entitlement Distribution

approval of housing projects that conform to zoning, which could include housing projects at relatively low price points, the Comprehensive Plan can protect price point through constitutionally appropriate means. Without a plan, unplanned emergence of market diversification could

weaken sub-markets that already exist, leading to value erosion. As shown in Figure 160, the current entitlements promote spatial chaos, and potential instability could lead to weakening of Westlake’s price point advantages.

Sub-Market Attractors	Sub-Markets			
	Value-Protection: Current Sub-Market	Younger High- End Sub-Market	Older, Life Cycle Change Sub-Market	Value Transition Sub-Market
Visual Amenities/ Project Identity	X			
Low Traffic/ No Congestion	X			
Project Separation	X		X	X
Strong Public Domain/ Community Identity		X		
Land Use Continuity/ Stability	X	X		
Location Value Identity/ Market Continuity	X	X		
Access Quality/ Specialized Services/ Retail/ Entertainment	X	X		
Higher Density/ Greater Community over Greater Separation			X	
High Security		X	X	
Low Maintenance			X	
Commodious Interior Space for Acquisitions			X	
Parks and Communal Activities		X	X	
Schools		X		
Spatial Definitions and Experiential Definition of Location	X	X		X
Commercial Separation	X	X		

Figure 161: Sub-Markets and Sub-Market Attractors

There are four housing objectives for the Town of Westlake that can be met by the Housing Plan:

1. **Preserve value in a changing context.** What is necessary to assure that Westlake continues to capture the higher-end market?
2. **Diversify the higher-income market to attract younger buyers.** What can Westlake do to get more of these buyers in Town?
3. **Meet future housing needs of an aging population.** How does Westlake provide high-quality products to accommodate life stage changes? Must they leave the community?
4. **Mitigate value encroachment.** As Westlake grows toward 170 and Keller, how do we keep this from eroding value overall by generating lesser comps?

Existing housing entitlements do not accomplish the above objectives. Various products and price points are incoherently distributed across the Town and several land use conflicts exist, both of which can lead to instability and degradation of value and price point advantage. The recommended strategy to accomplish the

above objectives involves the establishment of distinct sub-markets within the Town to create an orderly distribution of varying uses within a single, multi-faceted community. The purpose of the sub-markets is to provide commercial separations, accommodate traffic, and overcome any associations with external markets encroaching upon Westlake. Sub-markets will have a spatial definition relative to market attractors rather than competition, and will be separated and connected by thoughtfully distributed amenities, trails, and open spaces. Each sub-market has specific attractors, some of which will be shared among sub-markets.

**Preserving value in a changing context:** Of paramount concern to citizen participants in the Public Planning Workshops is the maintenance of education and amenities, and the fact that context associations are essential to preservation of value. Amenities, protections from commercial encroachment, elimination of traffic inundation, and preservation of access to quality services and shopping are key elements to value protection and even enhancement. The configuration of sub-markets along Dove Road without spatial

definition will likely only corrupt each other. With a logical array about a Town Common that sequences from larger lot/ higher price point to smaller lot/ higher price point, the sub-markets can co-exist and overall value is preserved through clear spatial definition. In terms of commercial uses, corporate centers located within Westlake enhance the Town's desirability for executive housing and more generally preserves the contextual assets that support higher residential value and quality of life.

**Diversify the higher-income market to attract younger buyers:** Younger, affluent buyers are purchasing product nearby, or even in more distant nodes, but not in Westlake as evidenced by the lack of product diversity. The location advantages of Westlake appeal to many of the purchase motivations of young, affluent consumers including access to 114, appealing site aesthetics, and good schools (if pre-family buyers). Missing from Westlake are dynamic mixed-use projects that can satisfy the desire for urbanity while also respecting the natural environment of Westlake. With the sub-market plan, urbanity and open space can co-exist to deliver an environment unlike any other in the Metroplex. Young buyers are seeking quality in product and place, but not necessarily large lots, and most importantly, convenience. Given their purchase motivations and product desires, the sub-market designed to target these individuals is located closer to the school, close to the park, with convenient access via trails to all desired destinations. Product types could be priced over \$800,000 or \$1 million, but would come in lower maintenance forms such as villas and small-lot detached homes designed for busy lifestyles and convenience, without sacrificing quality.

**Meet future housing needs of an aging population:** Another market audience largely missing in Westlake is 65+ households seeking simpler, lower maintenance, but high quality product. Product types appealing to this buyer include higher density (townhomes, villas, and garden residences), higher security, and lower maintenance typologies with housing interiors capable of handling art and furnishings of the wealthy older folks. The ideal size of these projects is approximately 15 to 35 acres, making them ideal for small parcels north of Dove, as transitional between lower-density, single-family development and commercial.

**Mitigate value encroachment:** The purpose of this sub-market is to accommodate market encroachment from lower price point borders without corrupting the strong sub-market pricing and values Westlake enjoys. The primary planning premise for this sub-market is to provide spatial separation of the different price point sub-market in a way that is not experientially connected to the other sub-markets in the Town. This will happen along the common border with Keller for properties accessing the widened Dove, west of Davis. Much of this property is currently zoned commercial, but the Town can incentivize the owner to return the property to residential use through a commercial development square foot transfer mechanism described in the Land Use Plan.

## Creating Spatially Contiguous Submarkets in Locations That Support Value

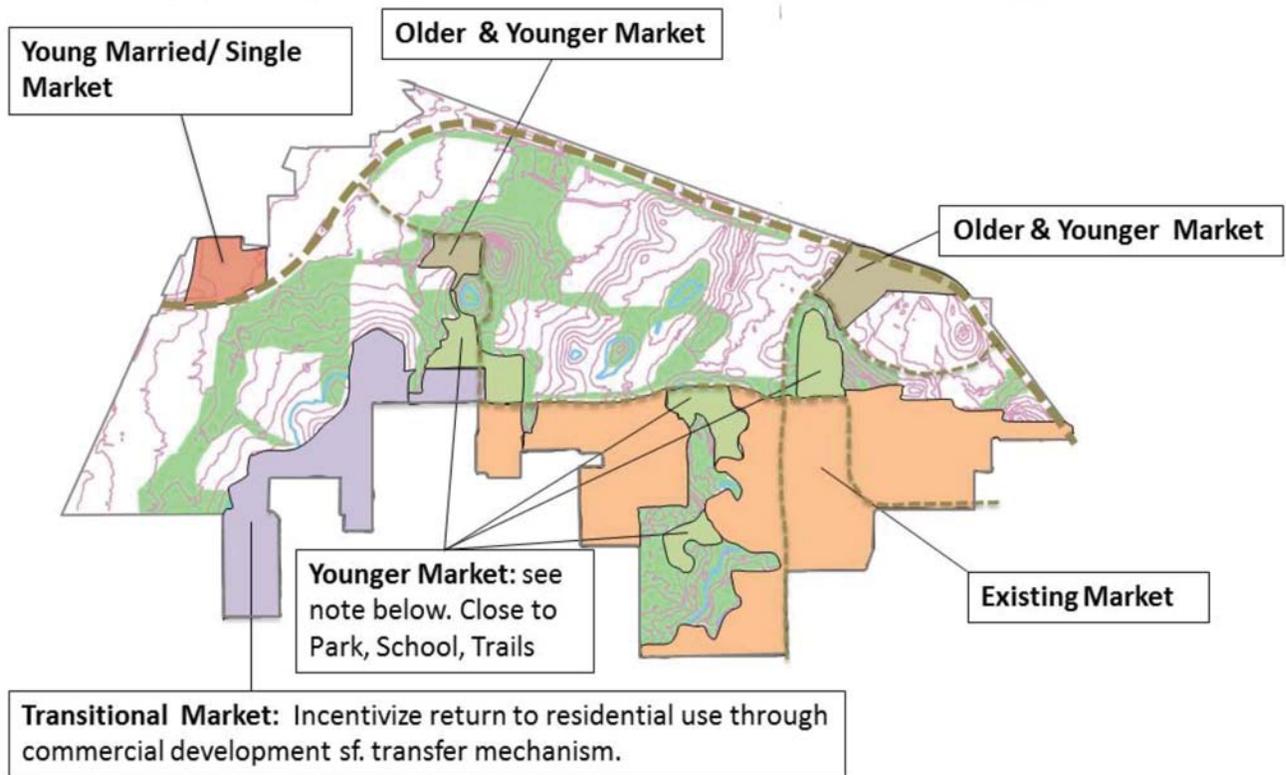


Figure 162: The Housing Plan

Submarket	Likely Price Range	Density (Units per Acre)	Supportable Units (Next 15-20 Years)	Product Types
Preservation of Value	\$1M - \$4M+	1 – 2	100 – 300	Large-lot detached homes, similar to existing development in Vaquero
Diversification of High-End Market	\$700K - \$1M	4 – 6	800 – 900	Low-maintenance, high-end offerings: villas, small-lot detached,
High-End Senior Living	\$600K - \$900K	5 – 7	500 – 600	Townhomes, Villas, Garden Residences
Mitigation of Value Encroachment	\$500K - \$800K	6 – 9	400 – 600	Small-lot detached, Townhomes, Garden Residences

Figure 163: Potential Housing Market by Sub-Market

Figure 163 projects the potential market activity by sub-market if value preservation measures and spatial definition can be accomplished.

Representative product types that could be accommodated in the above sub-markets could include the following:

Alternative Housing Product 1

## Caruth Homeplace, Park Cities, Texas: Older Low Maintenance/ High Security Buyer.



### Product

- Two to three story common wall Town Homes
- Street facing carriage garage and entry courts
- Prices range from \$800,000 - \$1.3+

### Market Audience

- 70% empty-nesters and retirees, 30% young single professionals and couples
- Main purchase motivations include proximity to Highland Park Community, and reduced maintenance

Alternative Housing Product 2

## Tuscan Village Age-Restricted Community: Lakeway, Texas



### Product

- Townhomes, 1-2 story Villas
- Townhomes have rear-loaded garage; Villa products contain front- and rear-loaded garages
- Prices range from \$270,000 - \$600,000

### Amenities

- Clubhouse, central park, library
- Access to yacht club and marina in Rough Hollow, a nearby master-planned community

## Montgomery Farm, Allen, Texas: Younger High End Buyer



### Product

- Townhomes, 1-2 story Villas
- Strong environmental ethic in home design and land planning. 40% community open space.
- Prices range from \$600,000 - \$1M+

### Amenities

- Specialty shopping, office employment, open space, trails, public art.
- Access to operating farm, tree farm, art activities, land conservancy.

## East Shore, The Woodlands, Texas: Mixed Market



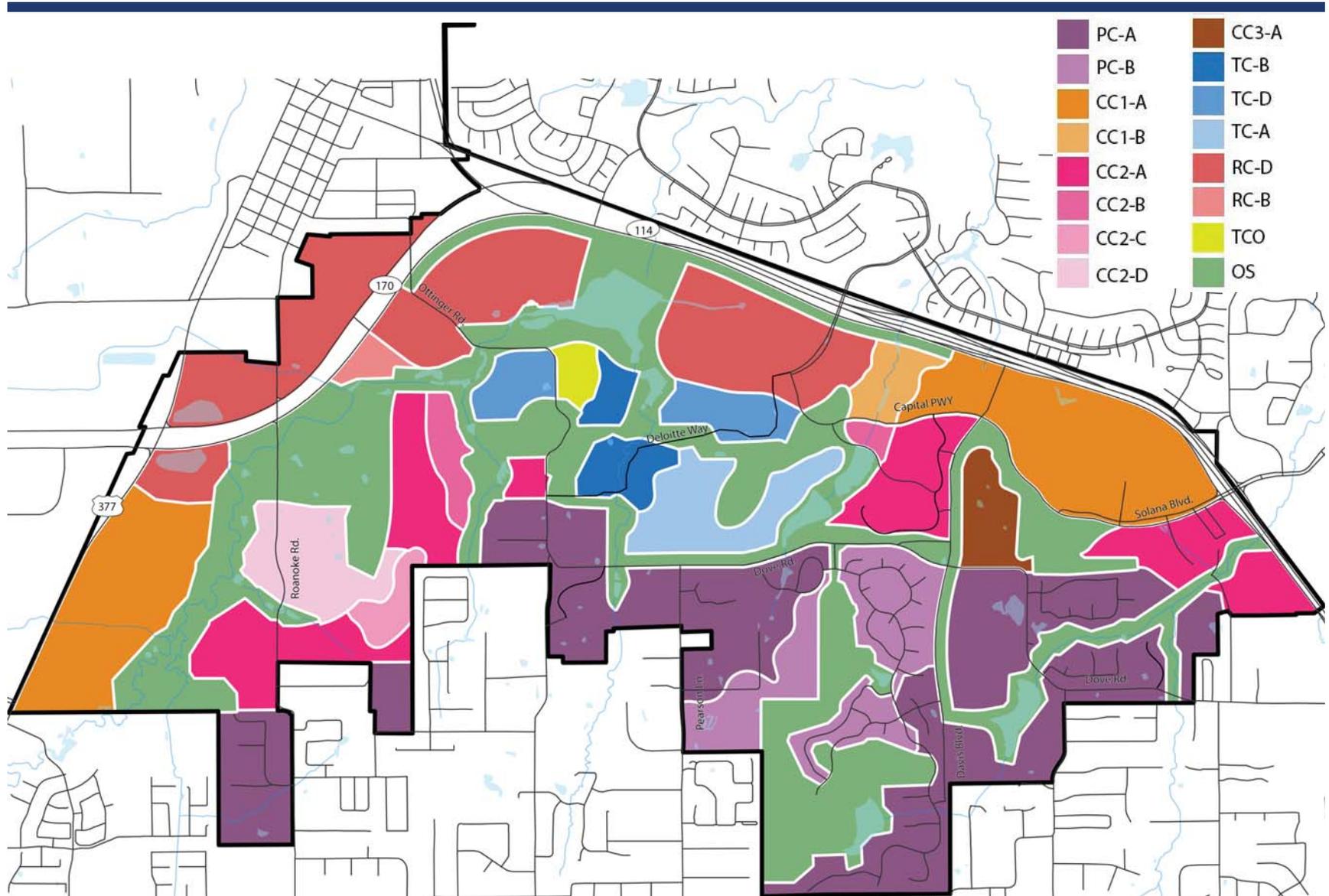
### Product

- Estate Homes: \$1.8M - \$4M+
- Condo: \$400,000 - \$600,000+
- Row Homes: \$500,000 - \$700,000

### Concept

- 169-acre enclave on the eastern edge of Lake Woodlands, located near The Woodlands Town Center
- Close proximity to employment core and town center, offering a variety of housing types
- Serves as a transitional district between mostly residential sections of the community and employment concentration

# LAND USE PLAN



DISCLAIMER: The land use districts shown on this map in no way modify the permitted uses and/ or conditions of use (FAR, building height, etc.) specified in any zoning or Planned Development Ordinance approved by the Town of Westlake. These land use districts are intended to guide the Council in their evaluation of site plans submitted for their approval and/ or property owner requests to transfer commercial square footage from one land use district to another when the legal mechanism for such transfer has been adopted by the Town of Westlake.

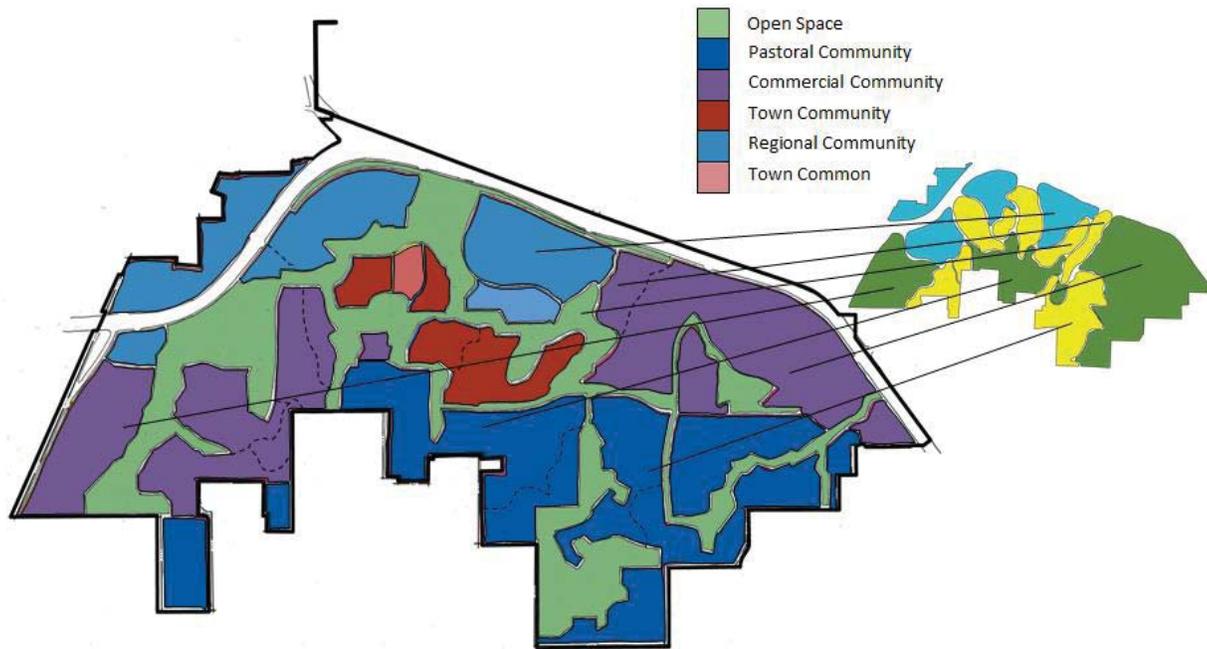


Figure 110: Receiving/Sending Zones in Relation to Community Types

Figure 109 applies the idea of sending and receiving development square footage to the appropriate areas identified in the View Shed Analysis. Figure 110 takes a step further by illustrating the relationship between Communities and the Sending/Receiving Zones derived from the View Analysis. Note that the Communities described as most capable of accommodating the importation of square footage are also located in the view areas that are less visible or farther away from the Vista Point Zones. These are also identified as the Receiving Zones.

1. **Public Implementations:** The objectives to be achieved through movement of development square footage between sending districts and receiving district for various community types.
2. **Development:** The recommended development height and coverage within the Community.
3. **Land Use:** The recommended land uses for each district that reinforce the character and intent of the community

type engaged (refer to Part One: Policy Tabulations of the Implementation Document).

4. **Rates:** The rates of transfer between exporting communities and importing communities (refer to Part One: Policy Tabulations of the Implementation Document).

**The Land Use Plan:**

The Land Use Plan has three elements that collectively speak to the issue of use within the particular setting of Westlake. As stated earlier, that setting is one in which all vacant land within the Town is zoned by either categorical zoning or Planned Development Ordinance. Therefore, land use, in its most fundamental sense, is legally prescribed by legal instruments that already exist. However, many of these designations are over 20 years old and market conditions have changed since the original requests, making it potentially desirable for land owners to seek adjustment of that earlier zoning. In addition, this Comprehensive Plan Update asserts that Westlake’s favorable Ad Valorem comparison (at build out) with other financially stable cities

(such as Highland Park, Texas) tends to make it less important for Westlake to seek additional commercial square footage for financial sustainability reasons. Therefore, it can be viewed that the use of a reasonable portion of the present level of commercial entitlement should be sufficient and that the additional Ad Valorem revenue attained from commercial square footage expansion (through entitlement increase) may not be sufficient to resolve the traffic problems that it will impose on the Town. Although additional entitlement square footage may not be necessary for Westlake (unless a significant public purpose is served), it may be desirable for the existing distribution of entitlement density (building height and coverage) to be relocated within the tapestry of zoning designations (Planned Development Planning areas), thereby allowing certain Planning Areas to increase in response to market conditions and others decrease in response to adjacency issues and other market considerations without financial loss of the entitlement originally granted.

The following Figure 111. Land Use Plan, shows 16 Land Use Districts derived from 8 basic character districts (tying back to the Community Types presented above and derived from the Framework Plan and community input from Public Workshop #2). Each of the basic eight districts are divided by one of four Land Use suffixes depicting the import/export setting in which it resides, resulting in 16 Land Use Districts. The 4 suffix types reflect the view setting in which the district resides and thereby its suitability for import or export of commercial square footage and general sensitivity to development. The 8 basic Land Use Districts and the 4 applicable suffix types (resulting in the 16 Land Use Districts) are:

**1. Open Space Dominant**

- a. District Type: **Open Space (OP)**. The

area encompassing the major Vista Terminals and other natural assets and provides the general transition space between what is residential and what is commercial within the Town. It is desirable that the open space area be undeveloped, although a certain level of educational development may be compatible.

- b. Suffix Variations: There are no suffix variations for Open Space.

**2. Residential Dominant:**

- a. District Type: **Pastoral Community (PC)**. This area that will experience most of the Town’s future single-family residential growth. Compatibility with existing high-end residential development is important.

- b. Suffix variations:

- i. **PC-A**: Indicates location within the View Shed Zone
- ii. **PC-B**: Indicates location within the View Corridor Zone

**3. Low to Mid-Density Office Dominant:**

- a. District Type: **Commercial Community 1 (CC1)**. The areas lying close to Highway 114 yet still part of the visual fabric as seen from higher elevations of the Town. In the future, this area will host larger campus office/mixed use projects (much like today’s Solana).

- b. Suffix variations:

- i. **CC1-A**: Indicates location within the View Shed Zone and, therefore, visually present in the views and vistas of Westlake.
- ii. **CC1-B**: Indicates location within the View Corridor Zone and, therefore, visually present in many views and vistas as well as associated with existing creek-ways. Development in this area should be responsive to the visual and hydrologic sensitivities of this zone.

#### 4. Campus Office Dominant:

a. District Type: **Commercial Community 2 (CC2)**. This area, generally lying south of Highway 114 and east of Highway 170, will experience most of the Town's future office campus development.

b. Suffix Variations:

i. **CC2-A:** Indicates location within the View Shed Zone and, therefore, visually associated with the Pastoral area, justifying considerations regarding compatibility.

ii. **CC2-B:** Indicates location within the View Corridor Zone and, therefore, visually present in many views and vistas as well as associated with existing creekways. Development in this area should be responsive to the visual and hydrologic sensitivities of this zone.

iii. **CC2-C:** Indicates location within the Vista Terminal Zone and is, therefore, visually sensitive. Commercial development in this area has the greatest visual impact on the residential fabric.

iv. **CC2-D:** Indicates location within the View Shade Zone and is visually obscured from most views and vistas, thereby allowing greater commercial association.

#### 5. Campus Office/ Residential Hybrid Dominant:

a. District Type: **Commercial Community 3 (CC3)**. This area, generally south of Solana Boulevard, will also experience future campus development, although it also contains some residential potential (as specified in the existing Planned Development Ordinance for PD 1 and its amendments PD1-2 and PD1-

3).

b. Suffix Variations:

i. **CC3-A:** Indicates location within the View Shed Zone and, therefore, visually associated with the Pastoral area, justifying considerations regarding compatibility.

#### 6. Resort, Commercial Transition, Residential Mix, and Specialization Dominant:

a. District Type: **Town Core (TC)**. This area is located in the heart of existing commercial entitlement area and is suggested as an area in which to locate that commercial development most supportive of functioning as a central hub for Westlake. This could include vertical mixed use, entertainment, and/or specialty retail.

b. Suffix Variation:

i. **TC-A:** Indicates location within the View Shed Zone and, therefore, visually associated with the Pastoral area. More campus-like development pattern with generous open space (as seen with the development of the Deloitte site) is appropriate.

ii. **TC-B:** Indicates location within the View Corridor Zone and is, therefore, visually sensitive to vertical development. In addition, development here should be responsive to the presence of water ways and water bodies by allowing such natural features to exist in a more natural state. This area has a special sensitivity to FAR, coverage and building height.

iii. **TC-D:** Indicates location within the View Shade Zone and is, therefore, visually obscured from most views and vistas, allowing

greater design and density flexibility. A portion of this area is currently zoned as R-1 and O but is surrounded by office, mixed use commercial, and resort use. The residentially zoned portions of this district could be exchanged with other commercial entitlement to aggregate commercial in this area and expand residential in the residentially contiguous zones.

#### 7. Town Hub and Town Activity Center:

- a. District Type: **Town Common (TCO)**. This area will be flanked by future resort, specialty commercial, entertainment, mixed residential, and office development. Uses in this area are responsive to the Town Common and open space which could surround them and serve meaningful to both the Town and regional interests.
- b. No Suffix Variations:
  - i. **TCO**: Located north of the Westlake Academy, encompassing the landmark landform in that area as well as the hillside down to Lake Turner. The visual prominence and central location of this area makes it ideal as a place for expression of civic activity/identity/community. Such purpose and location makes this area sensitive to vertical development, which would encroach upon it and, thereby, curtail its use or preservation of the landmark landform it encompasses.

#### 8. Higher Density Commercial Dominant:

- a. District Type: **Regional Commercial (RC)**. This area will likely experience demand for the most intense commercial development due to its association with Highway 114 and access capacity due to Westlake

Parkway.

#### b. Suffix Variations:

- i. **RC-B**: Indicates location within the View Corridor Zone and is, therefore, visually present in many views and vistas as well as associated with existing creek ways. Portions of this area are currently zoned O but such uses here would be surrounded by office, mixed use commercial, and resort use. Commercial continuity in this area is deemed a desirable land use objective.
- ii. **RC-D**: Indicates location within the View Shade Zone and is, therefore, visually obscured from most views and vistas. Buildings in this location can be considerably taller than currently permitted. Commercial aggregation in this area is deemed a Land Use objective, especially when it promotes and incentivizes lower density commercial (with a greater proportion of open space) in other areas. Further, it is likely that higher density development will be more regionally associated (attracting vehicular trips in and generating trips out from regional locations). Therefore, this component of Westlake's fabric is logically located closer to the regional access points.

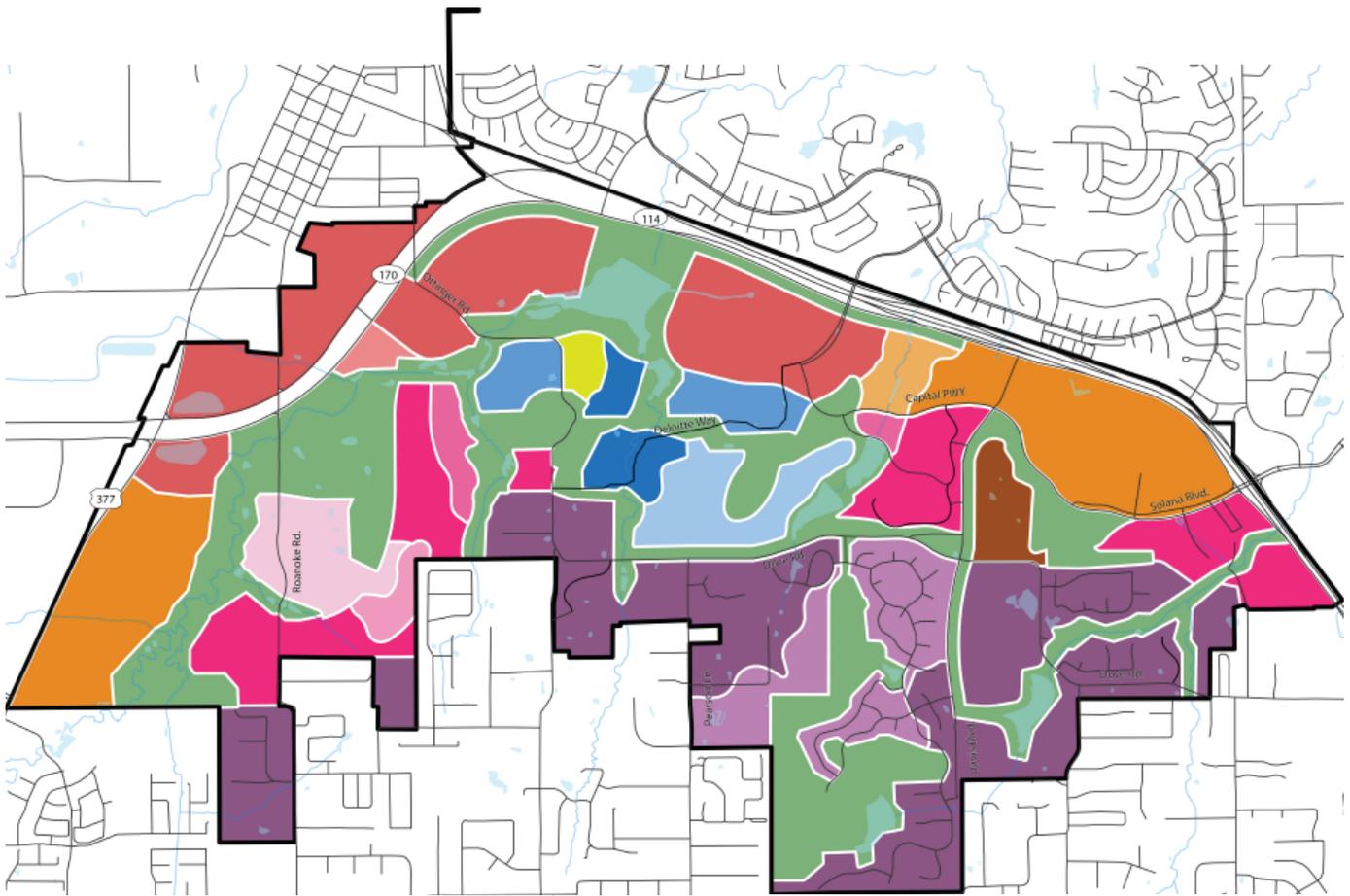


Figure 111: Westlake Land Use Districts

Figure 111 illustrates recommended spatial distribution of these Land Use Districts within the Town of Westlake:

**Description and Visualization of the Character Districts:**

The following blocks present a description of each Land Use Character District, explaining the intent and desired qualities of development in each area. Each block also presented pictures meant to further explain the attributes of preferred development.

- PC-A: Pastoral Community/ View Shed Zone
- PC-B: Pastoral Community/ View Corridor Zone
- CC1-A: Community Commercial 1/ View Shed Zone
- CC1-B: Community Commercial 1/ View Corridor Zone
- CC2-A: Community Commercial 2/ View Shed Zone
- CC2-B: Community Commercial 2/ View Corridor Zone
- CC2-C: Community Commercial 2/ View Terminal Zone
- CC2-D: Community Commercial 2/ View Shade Zone
- CC3-A: Community Commercial 3/ View Shed Zone
- TC-B: Town Core/ View Corridor Zone
- TC-D: Town Core/ View Shade Zone
- TC-A: Town Core/ View Shed Zone
- RC-D: Regional Commercial/ View Shade Zone
- RC-B: Regional Commercial/ View Corridor Zone
- TCO: Town Common
- Open Space



### District Type: Open Space (OS)

**Character Statement:** Westlake resides at the geologic break between the uplands (extending south into Keller) and the lowlands (sweeping north toward Lake Grapevine). Eroded landforms perched at the terminus of a rolling topography that gives way to flatter pastures is the identifying natural character of Westlake, which is also the composition of characteristic views and vistas cherished by Town residents. The Open Space Land Use District contains much of this identifying landscape and the waterways associated with it. The intent of the Open Space District is to preserve vistas and view corridors and, thereby, preserve the essence of Westlake’s pastoral setting

as it experiences increasing amounts of commercial and residential development. The Open Space Land Use District is meant to be primarily undeveloped with the landmark landforms of the Town remaining in their natural condition, thereby preserving important views as well as natural and rural settings. Where it is not feasible to have an undeveloped condition, FAR’s in this area should be similar to those already attained at the Deloitte University site so that large portions of any development tract are open, undeveloped, and used for the creation of retention ponds and other natural features that enrich Westlake. Flood plains and waterways should be aggressively preserved and remaining tree communities/wooded areas protected.



### District Type: Pastoral Community (PC)

**Character statement:** Most of Westlake’s residential development to date can be characterized as large homes situated on large landscaped lots where homes are sited in ways responsive to features of the lot, instead of the street. The overall character is one of a dominant landscape and houses arrayed within it, rather than houses with lots (as is common to most suburban development). Lots are generally an acre or larger with homes set well back from the street. Homes are limited to 2 stories in these areas and densities are 1 unit

or less per acre. However, smaller lot sizes could be compatible with this character if such lots are clustered and surrounded with open space so that the gross density remains 1 dwelling unit per acre. The sense of open land is more essential than lot size. The Pastoral Community is predominantly residential with some institutional uses and office campus uses where the FAR is .1:1 or less. Informal Lot landscaping replaces rigid street landscaping, giving more visual presence to the natural ground plane than the roadway. Preservation of current home values is key to future residential development.



### District Type: Commercial Community 3 (CC3)

**Character Statement:** The Community Commercial 3 Land Use District is similar to the Community Commercial 2 Land Use District except that it also has already permitted residential land uses within it. Therefore, residential adjacency is an important issue of this district. Commercial development of the Community Commercial 3 District is meant to be more “office campus”-like development, where in the corporate addresses are essentially corporate estates sitting on large landscaped sites in a manner similar to the pastoral community residential patterns. FAR’s in this district will be lower than the .4 to .45:1 embedded in most Planned Development Ordinances. FAR’s should be similar to levels of development

seen at Fidelity Investments, however FAR abutting residential should be lowered through the employment of added landscape buffers. Detention facilities as required for commercial development should be retention ponds located so as to be in the public view. A larger percentage of site is open space, building heights not exceeding 4 stories, natural and drifted landscape, and retention ponds visible to the public view are characteristics of the Community Commercial 3 Land Use District. The Community Commercial 3 Land Use District is a building height and coverage sending zone. It is encouraged that exportation of building square footage be for the purpose of supporting low FAR’s, more open space or conversion from commercial to residential use in areas that abut existing residential zoning.



**District Type: Community Commercial 2 (CC2)**

**Character Statement:** The Community Commercial 2 District generally lies between the Community Commercial 1 Districts and the Pastoral Community Districts. Therefore, the Community Commercial 2 Land Use District is meant to be a land use density transition from Highway fronting commercial use to landscape dominated residential use. Therefore, building height and the amount of open land surrounding commercial uses in this area is important. Commercial development of the Community Commercial 2 Land Use District is meant to be more "office campus"-like development, where in the corporate addresses are essentially corporate estates sitting on large landscaped sites in a manner similar to the pastoral community residential patterns. FAR's in this district will be lower than the .4 to .45:1 embedded in most planned development ordinances. FAR's should be similar to levels of development seen at Fidelity Investments. However, that small segment of the Community

Commercial 2 District located in a View Shade Zone can tolerate development that somewhat exceeds currently permitted levels. However, another portion of the Community Commercial 2 District is located in the high ground of a view terminal. In this case, efforts should be taken to preserve the landform by exporting development density to another Land Use District as identified in the Land Use Plan (CC 1, TC 1 TC 2, or RC). Detention facilities as required for commercial development should be retention ponds located so as to be in the public view. A larger percentage of site open space, building heights not exceeding 4 stories, natural and drifted landscape, and retention ponds visible to the public view are characteristics of the Community Commercial 2 Land Use District. The Community Commercial 2 Land Use District is a building height and coverage sending zone. It is encouraged that exportation of building square footage be for the purpose of supporting low FAR's, more open space or conversion from commercial to residential use in areas that abut existing residential zoning.



**District Type: Community Commercial 1 (CC1)**

**Character Statement:** Much of the Community Commercial 1 Land use District lies along Highway 114, generally east of Westlake Parkway, and along Highway 170, generally west of Roanoke Road. This area is a transitional zone between the highways and the Community Commercial 2 and 3 Districts. In a Community Commercial 1 District, the value of highway frontage can be captured to an extent that does not adversely encroach upon the View Sheds extending north east and north west from higher elevations southward in the Pastoral Community. Buildings in this location can be somewhat taller than building heights in the Community Commercial 2 and 3 Districts, with greater coverage. Portions of the Community Commercial 1 District fall within a corridor view zone that follows one of Westlake's existing creek-ways. In

these areas building heights should remain low at approximately 4 stories. However other 114 and 170 frontage areas within the Community Commercial 1 District can have taller structures (approximately 7 stories or 80 feet). At these freeway frontage locations, FAR's can be higher than other Community Commercial Districts. While not urban, the intent of the Community Commercial 1 Land Use District is to project a freeway identity for Westlake at the portals leading to its residential areas that is more office park-like in its character while still responding to the value potentials of the highway locations. Six and seven story buildings with well-designed native landscapes (use of water features in the landscape that are visible from the highway), parking hidden from freeway view, and a void to solid ratio not exceeding .7:1 (greater solid than void) characterize the Community Commercial 1 Land Use District.



### District Type: Town Core (TC)

**Character Statement:** The Town Core Land Use District is a context district that supports the Town Common District. This means that it serves the viability of Town Common through supporting hospitality, entertainment, and office uses. The Town Core District is also a transitional district, transitioning from the regional commercial scale of the Regional Commercial District (to the north and west of the TC area) to the Town Common and Community Commercial Districts (generally south and east of the TC area). Portions of this district are located in the View Shade Zone and, therefore, appropriate for the importation of building square footage, as building heights exceeding 5 stories can

be accommodated here. Portions of the Town Core District falling within a View Shed or View Corridor Zone should retain lower building heights in the 4 story range. While not urban, the Town Core district has a more conventional street relationship than Community Commercial Districts have, and the associations with the street are active (including drives, premise signs, trails/sidewalks, parking, visible porte-cochères, and other features such as flag islands, etc.). More street engagement, more composed landscaping, transitional FAR's, and void to solid ratios about .7:1 (more solid than void) are characteristics of the Town Core Land Use District.



**District Type: Town Common (TCO)**

**Character Statement:** The civic and social identity of Westlake is embodied in this district. The Town Common Land Use District also expresses the Pastoral identity of the Town. The Town Common District is the hub of local activities as envisioned in the Planning Public Workshops, converging upon a pedestrian friendly environment. This District is a place for expression of civicness, a place for gathering, festive and ceremonial events, and family outings, all while being close to the academy and recreation facilities of a School Park. The Town Common contains one of Westlake’s most dramatic Landmark Landforms. The steep slopes dropping from the hill top, toward the Regional Community Land Use District are difficult for development but well

suited for scenic purpose. The Town Core Districts, which flank the Town Common on the east and west, have a potential to energize use of the Town Common. Entertainment and higher density residential land uses in these abutting areas reinforce a sense of hub importance. The urban-ness of the Regional Commercial Districts transitions through the Town Core District and Town Common to blend with the single-family residential character of the Pastoral Community. Public facilities located here should be designed in a style derived from agricultural references that remember Westlake’s heritage. Needed public parking should be treated in a manner that allows the parking area to have ecological significance (such as the bio-swale parking area at Arbor Hills Nature reserve in Plano).



**District Type: Regional Commercial (RC)**

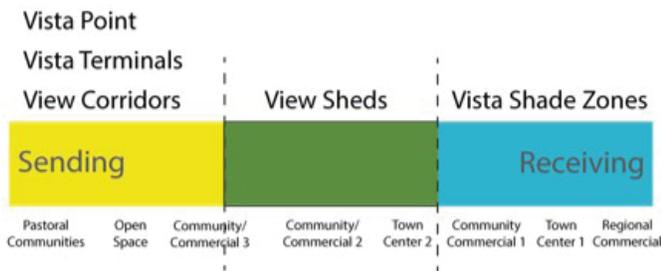
**Character Statement:** The Regional Commercial District is the most intense commercial district in Westlake. It is viewed as the primary receiving district for movement of commercial square footage out of Community Commercial and Town Center Districts where more open space, undeveloped site area, and lower buildings are sought. The Regional Commercial Districts can accommodate buildings in excess of 8 stories (in some areas). Lying along Highway 114 and 170, the Regional

Commercial Land Use District is served by the regional corridor more than the Town Arterials. Taller buildings, wider streets, more intense parking, parking structures, formal street landscaping, active building to street relationships, connected parking aprons, higher light levels, and a void to solid ratio of 1:1 (a balance of solid and void) are characteristics of this site. Higher levels of development density and greater highway visibility call for establishing an overarching architectural continuity and other site design compatibilities.

**Summary of Exporting and Importing Districts:**

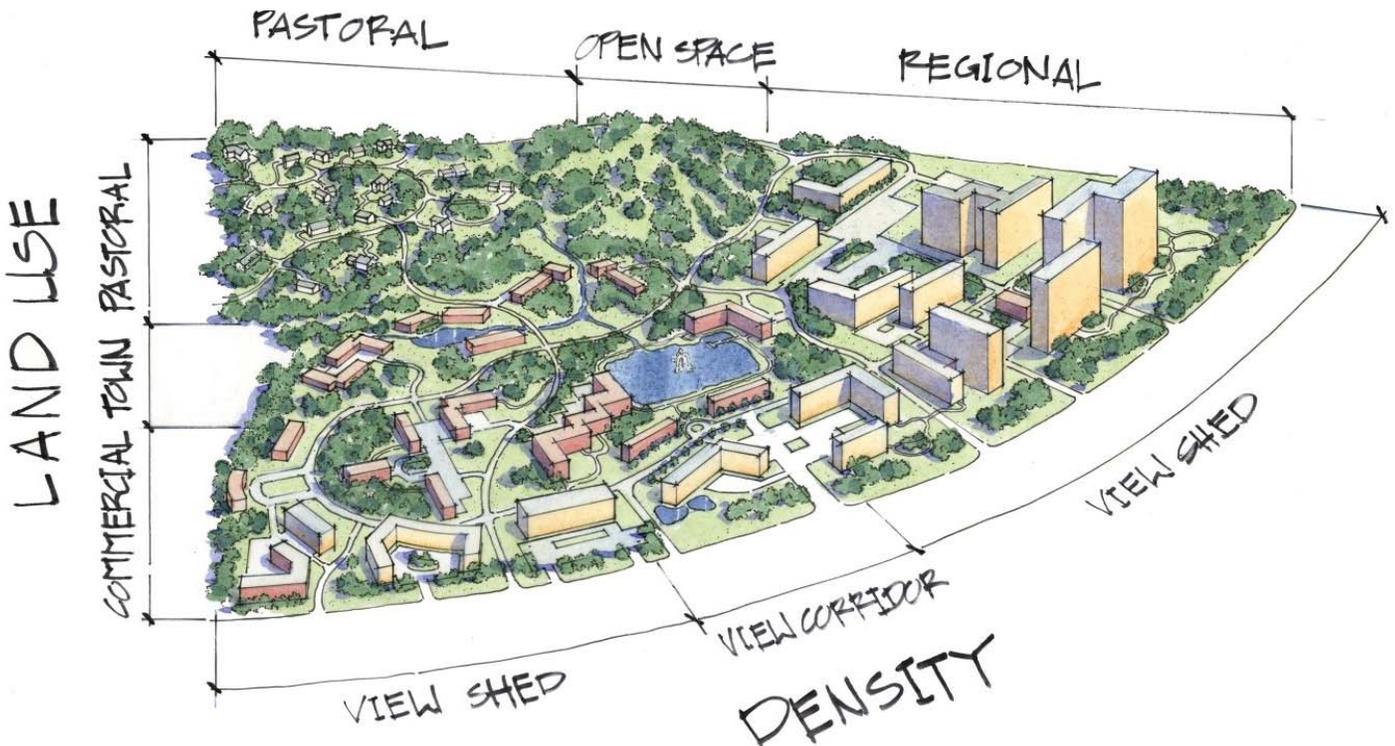
The following diagram illustrates the relationship of the basic Land Use District Types and the earlier described suitability of export or import commercial square footage. Note that the Open Space and Community Commercial Districts are most suitable for exportation while Regional Commercial and Town Core are most suitable of importation.

**Use Recommendations, Development Conditions, and Export Ratios by Land Use District are described in detail in the Implementation Document.**



**Conclusion:**

This Land Use Plan seeks to further the Goals and aspirations for the Citizens of Westlake as presented in the Public Planning Workshops. Therefore, this Land Use Plan builds upon the recognition that market conditions in 2014 are significantly different than market conditions in 1992 and that such change of condition will likely motivate owners of undeveloped property to seek augmentation of their current zoning ordinance. Therefore, this Land Use Plan is meant to be a guide in discussions when considering such requests by seeking to identify pathways to a positive response that does not further burden the Town with additional traffic and/or facilities demand.



# Assessments Section

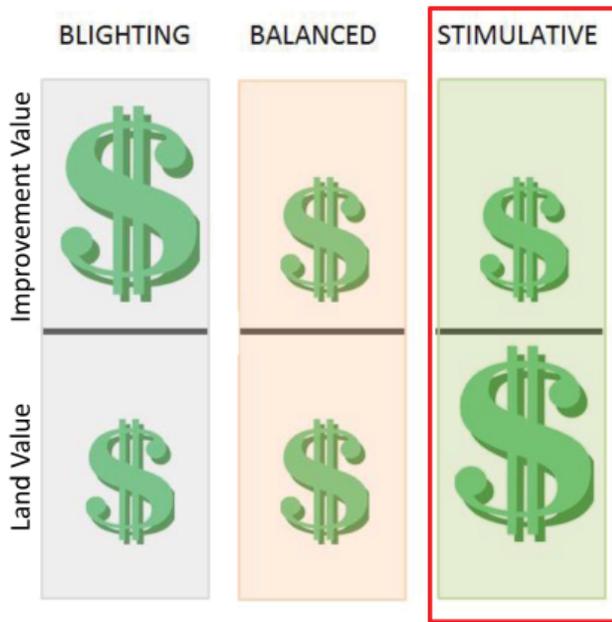


Figure 9: Stimulative Effect

**Population Issue #2: The Conflict between Growth Rate and Build-Out Capacity**

Once it has been determined what the 2040 population projection is, a special consideration particularly important to Westlake emerges: the point at which Westlake’s population growth runs up against Westlake’s capacity to hold population. This point of convergence between capacity and in-migration is significant to the Westlake Comprehensive Plan because of four factors:

**Inversion of Land to Improvement Value Relationships:** The conventional wisdom of the market place says the value of an improvement, or structure, generally responds to the value of the land upon which it sits. Therefore, one will not find a speculative office building in a corn field but rather in an urbanized area where the value of land reflects the market potential of the location; i.e., proximity relationship. This is best illustrated by Figure 9. In this figure, the numerator is the improvement value and the denominator is the land value. In the left most set of dollar signs, the numerator (improvement) is greater than

the denominator (land value). This is the situation seen in much of South Dallas where dwindling land values has led to deferred maintenance and absentee ownership. This relationship is labeled as “blighting” because the pressures of improved value (reflective of market desirability) are not present. The right most set of dollar signs (Stimulative) reflects what could happen in Westlake when growth approaches the capacity limits: in-migration (demand) is limited by capacity (supply) and there is a pressure for the denominator (land value) to rise. At some point, it exceeds a normative relationship to improvement value and triggers interests in redevelopment. This is just what has been happening in Preston Hollow for the past 10 years...rising land values have triggered the redevelopment of lots with much larger, more expensive homes. When a stimulative situation exists, a town or place is in “transition” whether physical development is occurring or not and is, therefore, basically unstable. The middle set of dollar signs (balanced) is actually a theoretical condition as the dynamics of an economy move through balance between the right and left extremes. To remain in balance is a condition of “stasis”, something that a vibrant economy cannot sustain without becoming dormant.

While movement through a point of balance is unavoidable, the extremes of its swing is what the plan should endeavor to limit, as seen in Figure 10. When the denominator expands too aggressively, it becomes unstable, a “bubble”, in market terms. Driven by speculation, this became the international condition pre 2008. Banks observing the instability of a rapidly increasing denominator and its burden of greater risk sought to diminish the denominator by transferring a portion of that risk through derivatives. After 2008, when the denominator began to aggressively shrink and government saw the growing

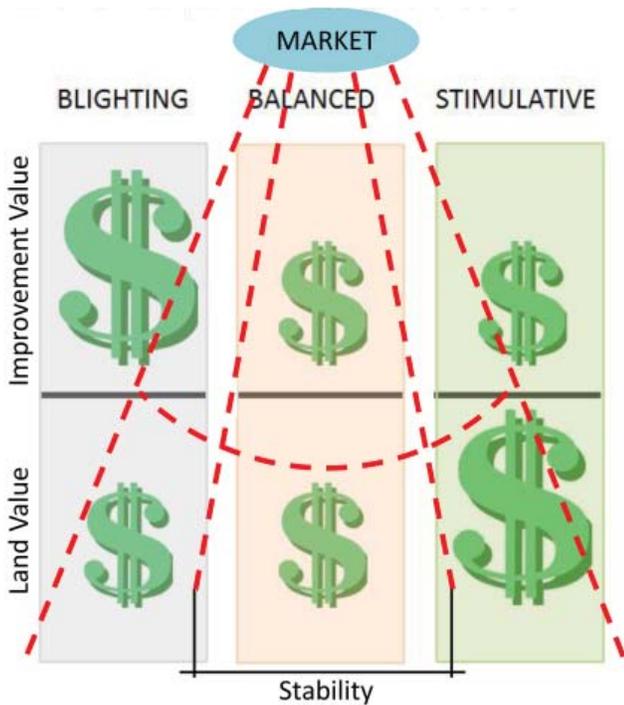


Figure 10: Stability Effect

risk of financial failure, government sought to stabilize the effects of such shrinkage with TARP. For Westlake, approaching the capacity line with population growth in a market where that growth demand well surpasses capacity, the forces of speculation become activated and a stimulative condition emerges. This condition has the potential to become a bubble, only worsening the instability of a stimulative environment. The ultimate expression of speculation and a stimulative condition is redevelopment.

### Redevelopment/Infill-Development Management over Growth Management:

Redevelopment / Infill-development is a much different issue than growth management of yet undeveloped land. For the foreseeable future the issues of growth also engage reconciliation of the existing entitlements in such a way that a coherent township emerges. However, depending on which growth rate is ultimately applicable, Westlake could find itself approaching capacity in a very few years and, thereby confronted with

issues related to redevelopment and infill-development. These issues include:

- **Participation of local government:** Typically, the complexities of redevelopment/infill-development require greater participation of local government. Such involvement ranges from various public/private partnerships to revision of standards that apply to the preceding condition. The many issues surrounding development within an existing built fabric call for greater oversight, regulation, and where desirable outcomes need to be incentivized, participation.
- **Adjacency and design more than land use:** Redevelopment is development that replaces and/or reuses existing development, while infill-development is development on remnant land parcels within the existing built fabric. Each of these undertakings brings new construction of typically higher use, thereby responding to appreciation of underlying value in close proximity to lesser use. Therefore, design and transition become significant to a successful coexistence. One early sign of infill-development and increasing land value is a tendency toward smaller lots. Smaller lot developments can be a benefit to Westlake and provides potentially needed housing options, but the design and price point of the development is critical. The Caruth Home Place, located east of US 75 and fronting the north edge of Southwestern Boulevard (northern edge of University park), is an infill development that complimented the existing community and affirmed its value. Design has great impact on how a city manages growth.
- **Managing transition over managing growth:** As stated above, managing transition involves greater management of design and calls upon the regulators to be equipped to undertake such a task.

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# Joint Meeting

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Item # 4 – No  
Supporting  
documentation

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- 4. DISCUSSION REGARDING THE SCHEDULING OF FUTURE PLANNING AND ZONING WORK SESSIONS.**

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# Joint Meeting

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Item # 5 – No  
Supporting  
documentation

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- 5. DISCUSSION REGARDING ELECTRONIC PLANNING & ZONING AGENDA PACKETS AND ELECTRONIC DEVICES.**

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# Joint Meeting

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Item # 6 –  
Workshop  
Adjournment

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Back up material has not  
been provided for this item.

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