



# AGENDA

**City of Lucas  
Planning and Zoning Commission  
June 9, 2016  
7:00 PM**

**City Hall - 665 Country Club Road – Lucas, Texas – 75002**

Notice is hereby given that a City of Lucas Planning and Zoning Meeting will be held on Thursday, June 9, 2016 at 7:00 pm at the Lucas City Hall, 665 Country Club Road, Lucas, Texas, 75002-7651 at which time the following agenda will be discussed. As authorized by Section 551.071 of the Texas Government Code, the Planning and Zoning Commission may convene into closed Executive Session for the purpose of seeking confidential legal advice from the City Attorney on any item on the agenda at any time during the meeting.

## Call to Order

- Roll Call
- Determination of Quorum
- Reminder to turn off or silence cell phones
- Pledge of Allegiance

## Public Hearing(s)

1. Consider amendments to the Code of Ordinances related to Division 8. Accessory Buildings, Structures and Uses. (**Development Services Director Joe Hilbourn**)
  - A. Presentation by Development Services Director Joe Hilbourn
  - B. Conduct Public Hearing
  - C. Take Action

## Regular Agenda

2. Consider approval of the minutes of the May 12, 2016 Planning and Zoning Commission meeting. (**City Secretary Stacy Henderson**)
3. Consider updates to the Comprehensive Plan, Chapters 1 through 4, including the Future Land Use Map and Lucas Aerial Illustration Map. (**Development Services Director Joe Hilbourn**)
4. Discuss and provide direction to staff regarding updates to the Comprehensive Plan, Chapter 5 Economic Development and Chapter 6 Parks, Recreation and Open Space. (**Development Services Director Joe Hilbourn**)

### **Executive Session**

The Planning and Zoning Commission may convene in a closed Executive Session pursuant to Chapter 551.071 of the Texas Government Code.

An Executive Session is not scheduled for this meeting.

5. Adjournment.

### **Certification**

I hereby certify that the above notice was posted in accordance with the Texas Open Meetings Act on the bulletin board at Lucas City Hall, 665 Country Club Road, Lucas, TX 75002-7651 and on the City's website at [www.lucastexas.us](http://www.lucastexas.us) on or before June 3, 2016.

\_\_\_\_\_  
Stacy Henderson  
City Secretary

*In compliance with the American with Disabilities Act, the City of Lucas will provide for reasonable accommodations for persons attending public meetings at City Hall. Requests for accommodations or interpretive services should be directed to Stacy Henderson at 972-727-8999 or by email at [shenderson@lucastexas.us](mailto:shenderson@lucastexas.us) at least 48 hours prior to the meeting.*



## City of Lucas Planning and Zoning Agenda Request June 9, 2016

**Requester:** Development Services Director Joe Hilbourn

**Agenda Item:**

Consider amendments to the Code of Ordinances related to Division 8. Accessory Buildings, Structures and Uses.

- A. Presentation by Development Services Director Joe Hilbourn
- B. Conduct Public Hearing
- C. Take Action

**Background Information:**

Amending the supplemental regulations for Division 8. Accessory Buildings, Structures and Uses by replacing the term guest/servants quarters with the term habitable space and adding requirements requiring accessory buildings with habitable space to meet minimum standards required by the International Residential Code and providing for permitted uses.

**Supporting Documentation:**

- 1. Public Hearing Notice
- 2. Accessory Building Ordinance

**Budget/Financial Impact:**

NA

**Recommendation:**

Staff recommends approval as submitted.

**Motion:**

I make a motion to approve/deny the amendments to the Code of Ordinances, Division 8 Accessory Building, Structures and Uses by replacing the term guest/servants quarters with the term habitable space and adding requirements requiring accessory buildings with habitable space to meet minimum standards required by the International Residential Code and providing for permitted uses.



## NOTICE OF PUBLIC HEARINGS

NOTICE IS HEREBY GIVEN, that the Planning & Zoning Commission of the City of Lucas, Texas (the “City”), will conduct a public hearing on Thursday, June 9, 2016 at 7:00 p.m. and City Council will conduct a second public hearing on Thursday, July 7, 2016 at 7:00 p.m. at Lucas City Hall, 665 Country Club, Lucas, Texas to consider changes to the City’s Code of Ordinances more particularly described as follows:

Amending the supplemental regulations for Division 8. Accessory Buildings, Structures and Uses by replacing the term guest/servants quarters with the term habitable space and requiring accessory buildings with habitable space to meet minimum standards required by the International Residential Code and providing for permitted uses.

Those wishing to speak FOR or AGAINST the above item are invited to attend. If you are unable to attend and have comments you may send them to City of Lucas, City Secretary, 665 Country Club Road, Lucas, Texas 75002, email [shenderson@lucastexas.us](mailto:shenderson@lucastexas.us), and it will be presented at the Hearing. If you have any questions about the above hearing you may contact [jhilbourn@lucastexas.us](mailto:jhilbourn@lucastexas.us)

## **Division 8. Accessory Buildings, Structures and Uses**

### **Sec. 14.04.301 Purpose**

The purpose and intent of the accessory building, accessory structures and accessory use regulations is to:

- (1) Maintain neighborhood and community integrity and preserve the existing character of neighborhoods by encouraging compatible land uses.
- (2) Provide the residents of the city the opportunity to use their property to enhance the quality of life and/or fulfill personal objectives as long as the use of the property is not incompatible with the land uses or character of the neighborhood.
- (3) Assure that public and private services such as streets, water and electrical systems are not burdened by accessory uses to the extent that the accessory usage exceeds that which is normally associated with the primary use of the property.

### **Sec. 14.04.302 Accessory structures, buildings and uses permitted**

(a) Accessory structures or buildings may be erected, maintained, and used for purposes which are clearly accessory to the principal or main structure, building or use permitted on the premises. Except in the agriculture district accessory buildings shall be built after the main building or structure. (Ordinance 2015-08-00816 adopted 8/20/15)

(b) Accessory structures, buildings and uses shall be so constructed, maintained and utilized so that the use of the building or equipment located does not produce excessive noise, vibration, concussion, dust, dirt, smoke, odors, noxious gases, heat, traffic, glare from artificial illumination or from reflection of natural light and shall be on the premises of the principal or main use, structure, or building except as may be specifically provided herein.

(c) For any accessory structure a special exception may be required when the total square footage of the main building and any accessory buildings exceeds 50,000 square feet. Special exceptions may be granted by the city council when such property owner can show the following:

- (1) Does not contain or support a use inconsistent with the zoning district regulation applicable to the property;
- (2) Use of structure does not cause traffic congestion;
- (3) Does not support use by any person other than owner or occupant of the main structure; and
- (4) That size and mass of the structure is consistent with the surrounding uses.

(d) No trailers, containers, commercial boxes or other similar structures shall be used as accessory structures or buildings.

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(Ordinance 2006-10-00577, sec. 1, adopted 10/16/06)

#### **Sec. 14.04.303 Exemptions**

The following accessory structures are exempt from this division:

- (1) Retaining walls;
- (2) Air conditioning mechanical equipment;
- (3) Uncovered flatwork (such as but not limited to patios, sidewalks, concrete pool decking and driveways);
- (4) Play houses less than 125 square feet without running water or electricity, playground equipment, tree forts, and similar structures located behind the front of the main building; and
- (5) Temporary (less than 7 days) membrane structures (such as but not limited to tents and bounce houses).

#### **Sec. 14.04.304 General accessory buildings and structures regulations**

In all residential districts, accessory structures shall comply with the following standards except as may be otherwise specifically provided for in this code:

- (1) Types of accessory buildings and structures.
  - (A) Attached accessory building and structures. Accessory buildings and structures that are physically attached to a main building or located less than ten feet (10') from the main building shall be considered attached accessory buildings and shall meet the requirements set forth for attached accessory buildings. These may include but are not limited to garages, carports, guest/servants quarters, patio covers, outdoor kitchens or living areas, decks that exceed 30" in height, deck covers, shops, tool houses, pool houses, and other incidental accessory structures.
  - (B) Detached accessory buildings and structures. Accessory buildings and structures which are physically located ten feet (10') or more from a main building and a minimum of ten feet (10') behind the required front setback line may be considered detached accessory buildings and shall be required to meet the requirements set forth for detached accessory buildings. These may include but are not limited to garages, carports, guest/servants quarters, patio covers, outdoor kitchens or living areas, decks that exceed 30" in height, deck covers, shops, tool houses, pool houses, and other incidental accessory structures.

(Ordinance 2008-06-00617 adopted 7/19/08)

(2) Design.

(A) Attached accessory buildings and structures shall be designed to be architecturally compatible with the main building and constructed of similar materials as the main building.

(B) Detached accessory buildings shall be constructed of materials designed for construction and have a minimum life expectancy of at least twenty (20) years.

(Ordinance 2006-10-00577, sec. 1, adopted 10/16/06)

(3) Setbacks.

(A) Accessory buildings.

(i) Front yard setback, a minimum of ten feet behind the rear build line of the main structure unless the building is designed to be architecturally compatible with the main building and constructed of similar materials as the main building. Then a fifty foot front yard setback is required.

(ii) Rear yard setback, a minimum of twenty feet.

(iii) Side yard setbacks, a minimum of twenty feet.

(B) In-ground swimming pools, sports courts, tennis courts and similar uses shall maintain a minimum rear yard setback of 25 feet, a minimum side yard setback of 20 feet and if the in-ground pool is in front of the main building it shall maintain a front setback of 300 feet. In-ground swimming pool setbacks shall be measured from the inside wall of said pool.

(C) The inside wall of an aboveground swimming pool and any elevated decking associated with an aboveground swimming pool shall be located behind the main building and shall maintain a minimum rear yard setback of 50 feet and a minimum side yard setback of 25 feet.

(4) Accessory buildings ~~used as guest/servants quarters that contain Habitable Space as defined by the International Residential Code adopted by the City~~ shall be permitted in compliance with the following:

(A) One accessory ~~guest/servants quarters~~ building containing Habitable Space not exceeding 1,000 square feet in area may be permitted as an accessory use to a single-family residence in R-1 zoning district.

(B) One accessory ~~guest/servants quarters~~building not exceeding 1,250 square feet in area may be permitted as an accessory use to a single-family residence in R-1.5 zoning district.

(C) One accessory ~~guest/servants quarters~~building not exceeding 1,500 square feet in area may be permitted as an accessory use to a single-family residence in R-2 or AO zoning district.

(D) Detached accessory ~~guest/servants quarters~~building shall be limited to a maximum height of 25 feet measured to the peak of the roof of the structure.

(E) Accessory ~~guest/servants quarters~~buildings shall only be occupied by an immediate member of the family that resides in the main building or, if occupied by domestic staff, all adults occupying the quarters shall be full-time domestic servants providing support to the property, health care providers for the residents of the main building or care takers of the property.

(f) Accessory building containing Habitable Space shall meet the requirements of the International Residential Code as adopted by the City from time to time.

(g) Accessory buildings containing Habitable Space may not be rented out separate and apart of the main structure.

(F) Any accessory ~~guest/servants quarters~~building where a kitchen or food preparation area is provided shall only be permitted on property that is located within a R-2 or AO zoning districts and only with a specific use permit. ~~The specific use permit may only be granted provided the owners of the property enact a deed restriction with the city as party to the deed restriction that prohibits the use of the guest/servants quarters to be used for lease/barter agreement other than that of the full time domestic servants providing support to the property, health-care providers for the residents of the main building or care takers of the property.~~

(G) Guest servant quarters shall be designed to be architecturally compatible with the main building and constructed of similar materials as the main building.





# City of Lucas

## Planning and Zoning Agenda Request

### June 9, 2016

**Requester:** City Secretary Stacy Henderson

**Agenda Item:**

Consider approval of the minutes of the May 12, 2016 Planning and Zoning Commission meeting.

**Background Information:**

NA

**Attachments/Supporting Documentation:**

1. Minutes of the May 12, 2016 Planning and Zoning Commission meeting.

**Budget/Financial Impact:**

NA

**Recommendation:**

NA

**Motion:**

I make a motion to approve the minutes of the May 12, 2016 Planning and Zoning Commission meeting.



City of Lucas  
Planning and Zoning Commission  
Regular Meeting  
May 12, 2016  
7:00 PM  
City Hall – 665 Country Club Road

## MINUTES

### Call to Order

Chairman Rusterholtz called the meeting to order at 7:00 p.m.

**Commissioners Present:**

Chairman Peggy Rusterholtz  
Vice Chairman David Keer  
Commissioner Andre Guillemaud  
Alternate Commissioner Scott Sperling

**Staff:**

City Manager Joni Clarke  
Development Services Director Joe Hilbourn  
City Secretary Stacy Henderson

**Commissioners Absent:**

Commissioner Brian Blythe  
Commissioner Joe Williams  
Alternate Commissioner Kevin Wier

It was determined that a quorum was present. Everyone was reminded to turn off or silence cell phones.

Chairman Rusterholtz announced that Alternate Commissioner Sperling would be serving as a voting member in the absence of regular Commission members.

### Regular Agenda

**1. Consider approval of the minutes of the April 14, 2016 Planning and Zoning Commission meeting.**

Chairman Rusterholtz noted a correction on page 4, paragraph 9, the statement should read “and exempting buildings with two or three open sides.”

***MOTION:** A motion was made by Vice Chairman Keer, seconded by Commissioner Guillemaud to approve the minutes of the April 14, 2016 Planning and Zoning Commission meeting with the correction noted above. The motion passed unanimously by a 4 to 0 vote.*

2. **Consider the request by Sue Blankenship on behalf of HC Inspiration Two, LLC for approval of a preliminary plat to develop 506 lots totaling 170.5 acres, of which 136 lots totaling 50.5 acres are within Lucas located in the Leroy Farmer Survey, Abstract No. 334, Mark Morris Survey, Abstract No. 561, and Orpha Shelby Survey, Abstract No. 799 more commonly known as Inspiration.**

A brief presentation was given by Development Services Director Joe Hilbourn outlining specifics of the preliminary plat.

**MOTION:** *A motion was made by Alternate Commissioner Sperling, seconded by Commissioner Guillemaud to recommend approval of the preliminary plat as presented. The motion passed unanimously by a 4 to 0 vote.*

3. **Consider the request by James Roberts on behalf of Logan Ford Ranch Estates for final plat approval of Phase 2 consisting of 14 lots totaling 37.122 acres out of the Calvin Boles Survey, Abstract Number 28 for the property located at the northeast corner of East Winningkoff Road and Welborn Lane.**

A brief presentation was given by Development Services Director Joe Hilbourn outlining specifics of the final plat.

**MOTION:** *A motion was made by Vice Chairman Keer, seconded by Alternate Commissioner Sperling, to recommend approval of the final plat as presented. The motion passed unanimously by a 4 to 0 vote.*

4. **Consider the request by Chris Rivas on behalf of M. Christopher Custom Homes, Ltd., for approval of a specific use permit for outside dining for a proposed restaurant for the property located at the northwest corner of the intersection of East and West Lucas Road more commonly known as Lucas Corners. The public hearing for this item was held on April 14, 2016.**

A brief presentation was given by Development Services Director Joe Hilbourn outlining specifics of the proposed specific use permit. Mr. Hilbourn stated that staff recommends approving the specific use permit with the following conditions:

1. Outside dining only permitted in the front of the building
2. Outside dining permitted between 6:00 am and 10:00 pm
3. When outside dining not in use, the tables and chairs shall be removed
4. No music permitted for the outside dining area

The Commission discussed the location of the dining as well as the hours outside dining could be allowed.

Chairman Rusterholtz noted that Alternate Commissioner Wier passed along his comments regarding the request and stated the site plan did not clearly identify where outside dining occurred and should be consistent throughout the plan.

**MOTION:** *A motion was made by Vice Chairman Keer, seconded by Commissioner Guillemaud to recommend approval of the specific use permit request for outside dining with the following conditions:*

1. *Outside dining only permitted in the front of the building*
2. *Outside dining permitted between 6:00 am and 10:00 pm*
3. *When outside dining not in use, the tables and chairs shall be removed*
4. *No music permitted for the outside dining area*

*The motion passed unanimously by a 4 to 0 vote.*

5. **Consider the request by Chris Rivas on behalf of M. Christopher Custom Homes, Ltd., for approval of a site plan for proposed office retail space for the property located at the northwest corner of the intersection of East and West Lucas Road more commonly known as Lucas Corners.**

Development Services Director Joe Hilbourn stated that with the approval of the specific use permit, a new site plan would be needed for the property depicting the new use.

**MOTION:** *A motion was made by Commissioner Guillemaud, seconded by Alternate Commissioner Sperling to recommend approval of the site plan for an office/retail space for the property located at the northwest corner of East and West Lucas Road. The motion passed unanimously by a 4 to 0 vote.*

6. **Discuss and provide direction to staff regarding updates to the Comprehensive Plan, Chapters 1 through 4, including the Future Land Use Map and Lucas Aerial Illustration Map.**

Development Services Director Joe Hilbourn presented to the Commission the original and revised versions of the Comprehensive Plan that contained modifications recommended by the Planning and Zoning Commission. Mr. Hilbourn asked that the Commission review the revised Comprehensive Plan and bring forward any comments to the June 9 meeting for final review.

Chairman Rusterholtz called forward the following individuals that asked to speak regarding this agenda item.

Mr. Dallas Robertson, property owner on Estates Parkway, stated that his property is located near the school and commercial areas and feels their neighborhood needs to be rezoned to a commercial use.

Rebecca Mark, 2550 Estates Parkway, noted that her property as well as her neighbors was surrounded by Lovejoy school property, commercial uses and a lift station. Ms. Mark stated that her neighborhood property values had not increased at the same rate as other properties in Lucas and thereby makes their homes more difficult to sell. Ms. Mark noted that having the eight residential property owners along Estates Parkway participate in changing their deed restrictions was not a viable option, as there was no guarantee they would be approved and she supported the change of her neighborhood to commercial zoning.

Loretta Spencer, 2500 Estates Parkway, came forward and concurred with her neighbor's comments.

Chairman Rusterholtz stated that the Commission was reviewing Chapters 1 through 4 of the Comprehensive Plan and would be making final decisions at their June 9, 2016 Planning and Zoning Commission meeting.

**7. Adjournment.**

**MOTION:** *A motion was made by Commissioner Guillemaud, seconded by Vice Chairman Keer to adjourn the meeting at 7:43 p.m. The motion passed unanimously with a 4 to 0 vote.*

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Peggy Rusterholtz, Chairman

ATTEST:

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Stacy Henderson, City Secretary



# City of Lucas

## Planning and Zoning Agenda Request

### June 9, 2016

**Requester:** Development Services Director Joe Hilbourn

#### **Agenda Item:**

Consider updates to the Comprehensive Plan, Chapters 1 through 4, including the Future Land Use Map and Lucas Aerial Illustration Map.

#### **Background Information:**

The Comprehensive Plan should be updated periodically to reflect changes in the community. The last update was conducted in 2006. The City had its Comprehensive Plan kick off meeting that included the Planning and Zoning Commission, City Council and the Parks and Open Space Board on June 7, 2015 and the Planning and Zoning Commission has begun their review and update of components of the Comprehensive Plan.

The items to be considered for update include Chapter 1- Introduction, Chapter 2 – Population, Chapter 3 – Housing and Chapter 4 Land Use. I have included all of the first and second round changes.

This is a technical review only, we will format when the technical aspect is approved.

#### **Attachments/Supporting Documentation:**

1. Chapter 1, Introduction
2. Chapter 2, Population
3. Chapter 3, Housing
4. Chapter 4, Land Use
5. Future Land Use Map
6. Aerial Illustration Map

#### **Budget/Financial Impact:**

NA

#### **Recommendation:**

NA

#### **Motion:**

I hereby make a motion to make approve/deny Chapters 1 through 4 of the Comprehensive Plan with aeriels and maps with the following recommendations.



(05/26/2016)

# CHAPTER1

# INTRODUCTION

**PURPOSE**

The comprehensive plan can be defined as a long-range planning tool that is intended to be used by city staff, decision-makers and citizens to guide the growth and physical development of a community for its future growth. The original plan adopted in the late 1980's initiated the framework for the City of Lucas. Over the years it has been reviewed and updated as growth dictated. Having this comprehensive framework will assist in evaluating proposed actions, decisions concerning changes in local economic and demographic conditions, and resources as well as guiding future planning scenarios for Lucas.

The State of Texas has established laws that specifically regulate the way incorporated cities such as Lucas can ensure the health, safety, and welfare of their citizens. It gives them the power to regulate the use of land, but only if such regulations are based on a comprehensive plan. Lucas strives to guide future development to accommodate new development without sacrificing the unique character of the city.

In basic terms, the primary objectives of a comprehensive plan are to accomplish the following:

- Management of growth in an orderly manner,
- Minimization of potential conflicts between land uses,
- Efficient and cost-effective delivery of public services, and
- A rational and reasonable basis for making decisions about the community.

This updated version of the comprehensive plan will address the preservation of the country atmosphere of Lucas by addressing the growth and future needs relating to population, housing, land use, economic development, parks, streets, drainage, water, thoroughfares, and capital improvements.

**LOCATION**

Lucas is located in Collin County just northeast of the Dallas-Fort Worth Metroplex, 30 miles north of downtown Dallas. The City is also positioned 10 miles east of the DART Parker Road Station, 30 miles north of the Love Field Airport, and 40 miles east of the Dallas-Fort Worth International Airport. Lucas is bordered by the City of Allen to the west, the City of Parker to the southwest, the City of Wylie to the south, the City of St. Paul to the southeast, Lake Lavon to the east, and the City of Fairview to the northwest as shown in figures 1.1 and 1.2.



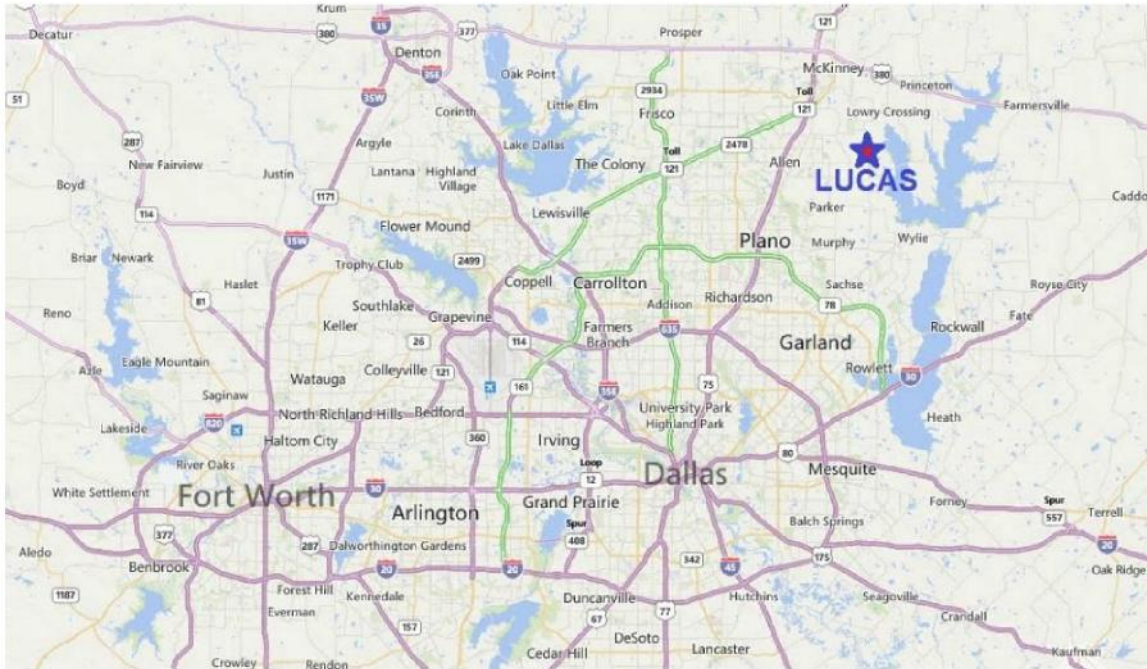


FIGURE 1.1- CITY OF LUCAS AND DALLAS/FORT WORTH METROPLEX

## 1.2

### CHAPTER 1 - INTRODUCTION

The population is estimated at 6875 persons in 2016 and contains a total land area of 9,855.74 acres.

The City has experienced significant growth in recent years as a result of its unique favorable features including:

- Appealing rural atmosphere
- Horse friendly neighborhoods, a place to express your dreams on your land, not your lot.
- Exceptional educational systems
- Proximity to services and shopping
- Low crime rate
- High quality housing
- Large lot sizes
- Proximity to Lake Lavon

City of Lucas' location outside the pressures and restrictions of intense urban life, combined with its convenient position relative to local and regional economic and recreational centers, makes the City a stable and attractive community.

## CHAPTER 1 - INTRODUCTION

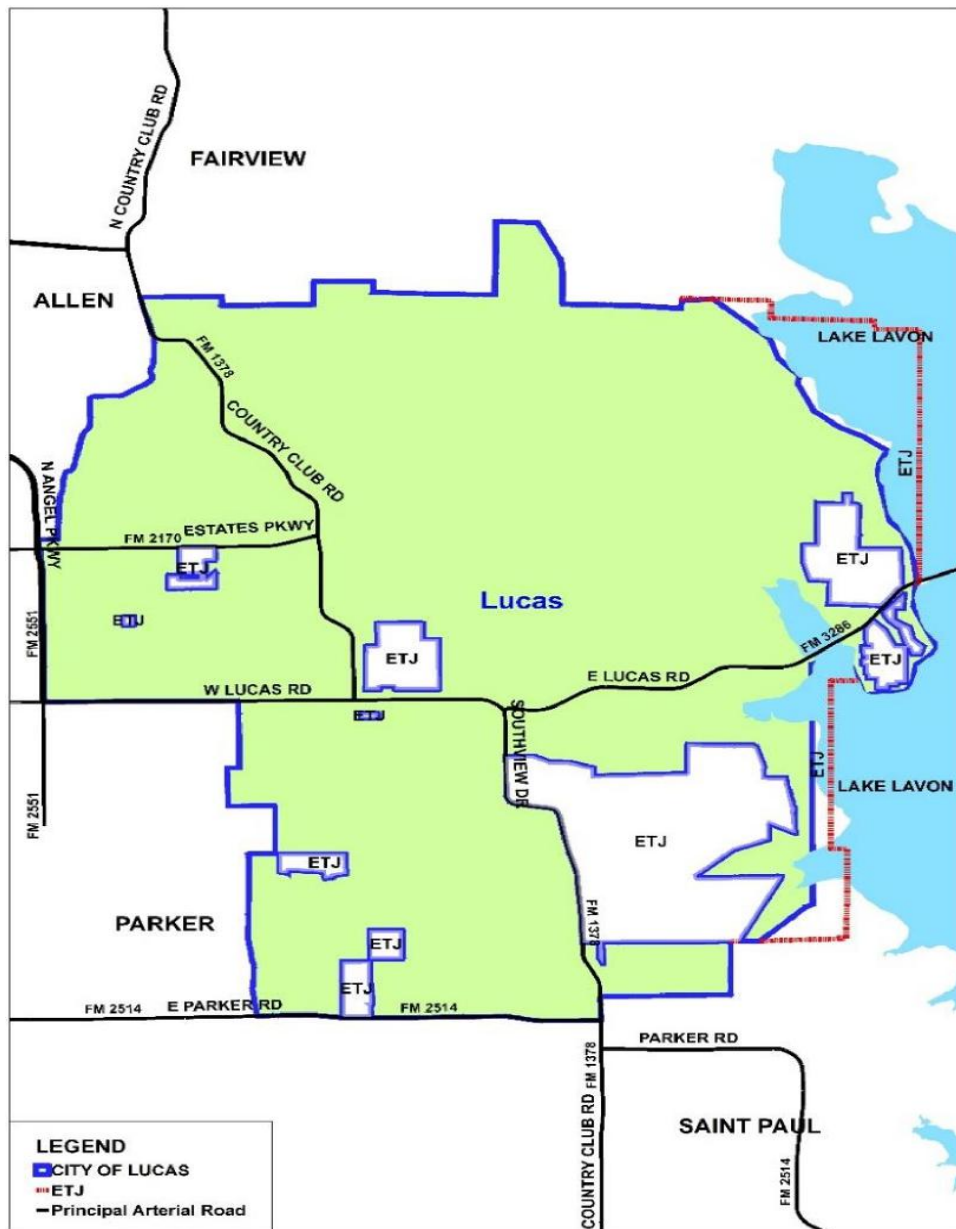


FIGURE 1.2 - CITY OF LUCAS, TEXAS



(04/01/2016)

# CHAPTER 2 POPULATION

## CHAPTER 2 - POPULATION

One of the most important parameters of the planning process is the analysis and projection of the population in the planning area. The purpose of projecting population is to provide a general scale for future development which is compatible with the prospects and the potentials of the city.

The growth in population is primarily driven by construction of new housing and the annexation of land.

The population estimates reported in this plan are based on the US Census Bureau, the North Central Texas Council of Governments Databases on Demographics, and other State agencies. Over the next 25 years the North Central Texas population is expected to grow by 5 million people. It is assumed then that City of Lucas will also experience significant growth if the local and regional economies remain stable. The cities future growth potential is located on the Eastern border in the area commonly known as branch.

After estimating the size and density of the future population, it becomes possible to determine the future level of demand for facilities, and to develop indices for issues which typically confront those persons who are actively involved in making decisions related to the planning process.

Projected population demand is the rational basis for projecting infrastructure needs, and establishing the timing of capital expenditures.

### **POPULATION TRENDS**

The population of Lucas has increased very dramatically since 1970 from 540 to 6,875 in 2016. This represents an annual growth rate of 5.69% from 1970 to 2016. This is a reflection of the desire on the part of many people to live in a rural or "small town" environment while keeping close to major urban centers.

Continued population growth in Lucas is supported by forecast data for Collin County. The population of Collin County is expected to increase by almost 54 percent by 2035

The age composition of a population provides a profile, illustrating when and where the greatest need for various types of public expenditures will be required in order to meet citizen demand.

## POPULATION PROJECTIONS

Population projections provide the most basic planning assumptions required for strategically meeting future public needs. Five significant assumptions specific to Lucas help form the basis from which to project the populations, and are listed below:

The density and character of development in Lucas will not change appreciably.

1. Lucas will experience in-migration from larger urban areas causing the local population to increase.
2. The average household size will remain 3.22 persons per household.
3. Population can be estimated based on the number of existing houses, and calculation of potential number of houses that can be built on developable land based on projected future land use, and subdivision of land tracts.
4. The City of Lucas is estimated to be built out in 2030. Based upon all the foregoing assumptions, future population projections for both Lucas and the area within the extra-territorial jurisdiction are (ETJ) shown in table 2.1 and can be illustrated in figure 2.2.
5. Whether the projected population occurs five years early or five years late, the city will require the same number of facilities for the projected number of people.

CHAPTER 2 - POPULATION

TABLE 2.1- CITY OF LUCAS POPULATION PROJECTIONS

YEAR	POPULATION (CITY LIMITS ONLY)	PERCENT GROWTH	ANNUAL GROWTH RATE	POPULATION (ETJ)	POPULATION (CITY LIMITS & ETJ)	PERCENT GROWTH	ANNUAL GROWTH RATE
2016	6,875	N/A	N/A	2,247	9,122	N/A	N/A
2020	7,895	14.8%	3.5%	3,296	11,191	22.7%	5.2%
2025	9,704	22.9%	4.2%	4,700	14,404	28.7%	5.2%
2030	11,165	15.1%	2.8%	5,711	16,876	17.2%	3.2%

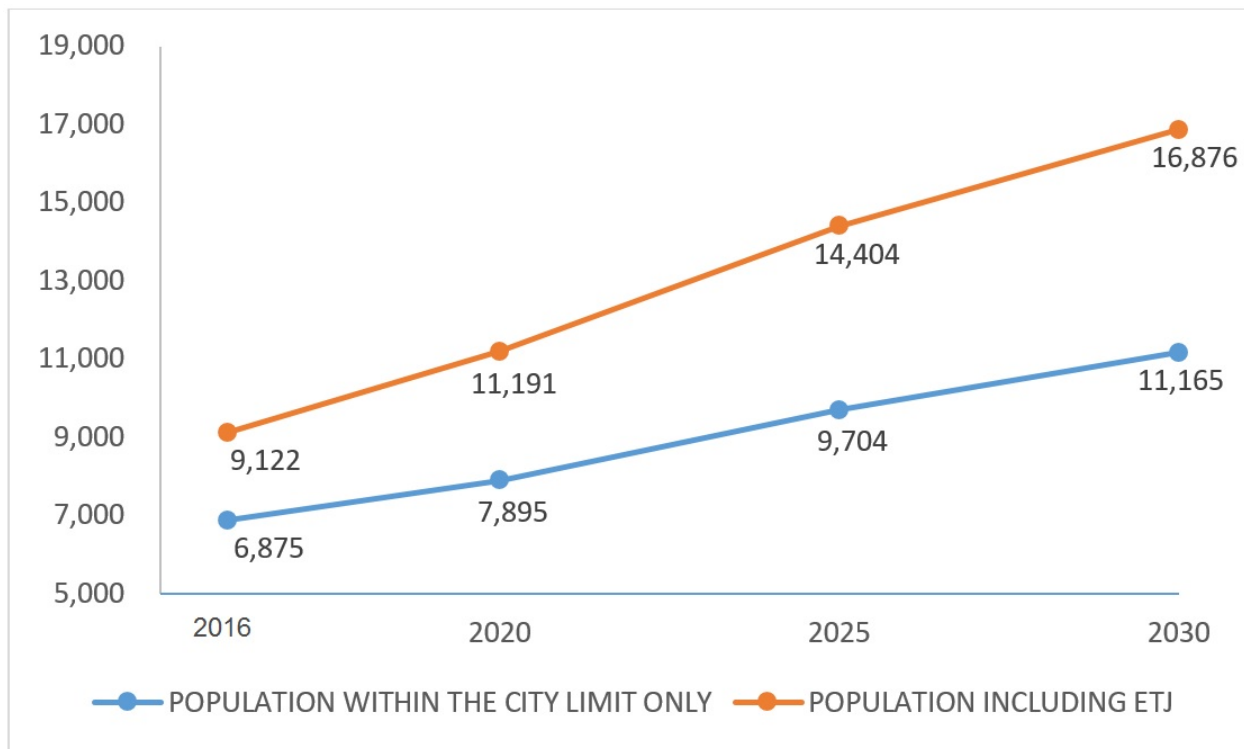


FIGURE 2.2-LUCAS POPULATION PROJECTIONS

## CHAPTER 2 - POPULATION

Future increased anticipated population will place additional burdens on City's infrastructure and resources in key areas such as housing units, streets, water and wastewater system (waste water serves non-residential uses only) as, parks and recreational facilities, environmental, educational, safety and health services. Lucas should set and strive to achieve goals for both the desired population levels and the facilities necessary to accommodate the resultant population demands. Most of these topics will be discussed at planning level in the following chapters of this Comprehensive Plan.

A significant portion of the population in Lucas is school age and younger. This segment of the population (0 to 19) should be of greatest interest to the independent school district



(04/01/2016)

# CHAPTER 3 HOUSING



## **INTRODUCTION**

There are four generally recognized determinants of the level of effective demand for housing units as follow,

1. The physical sources of housing demand which includes the number of type of family units in an area and the need for replacing existing units.
2. The level of wealth in an area and the distribution of that income.
3. Mortgage rates.
4. The supply price of housing which is the cost of providing the residents of an area with appropriate housing facilities.

The complex interaction of these four considerations works to determine whether or not adequate housing of the appropriate types is available to the residents of Lucas.

## **EXISTING HOUSING ANALYSIS**

As of June 1, 2016 there were 2111 single family housing units in Lucas. There are an additional 24 other forms of housing units in Lucas which could be classified as housing in a non- or semi-permanent structure. Within the Lucas extra territorial jurisdiction there are 697 units, bringing the total housing in Lucas and the ETJ to 2,832 units.

- Single family 2111 units
- Semi or non-permanent housing 24 units
- Single family 697 units
- Total 2,832 units

## HOUSING GOALS AND OBJECTIVES

Although Lucas will add new dwelling units through new construction, the existing units must be adequately maintained in order to meet the local housing demand and foster a stable housing environment. It should be assured that all housing and properties within the community are maintained in a decent, safe and sanitary condition for its useful life.

To enable the city to best direct its efforts in development acceptable forms of housing, the following specific goals and actions or objectives, should be followed:

GOAL 1. Encourage suitable development of land with adequate lot sizes, paved streets with proper sized utility lines.

Objectives:

- Adhere to subdivision ordinances to ensure that all new infrastructure meets minimum city requirements.
- Encourage high-quality construction of all new housing through the continued enforcement of recognized building codes.
- Alleviate maintenance and service problems in the City, especially in older areas, by using local funds to upgrade existing infrastructure (water, streets and drainage) to above minimum acceptable standards.

GOAL 2. A sufficient choice of adequate housing should be provided to meet the needs of individuals.

Objectives:

- Zone land to promote long-term neighborhood stability.
- Maintain moderate density housing in suitable locations on the periphery of the city.

### FUTURE HOUSING REQUIREMENTS

To provide an indication of the future physical demand for housing in Lucas, it is necessary to project the number of housing units which will be needed. These projections are based upon the assumption that the average household size would remain 3.22 persons during the planning period. Allowing for a five percent vacancy rate, and reflecting anticipated future population levels, the future total housing needs for Lucas are estimated and illustrated in Figure 3.1.

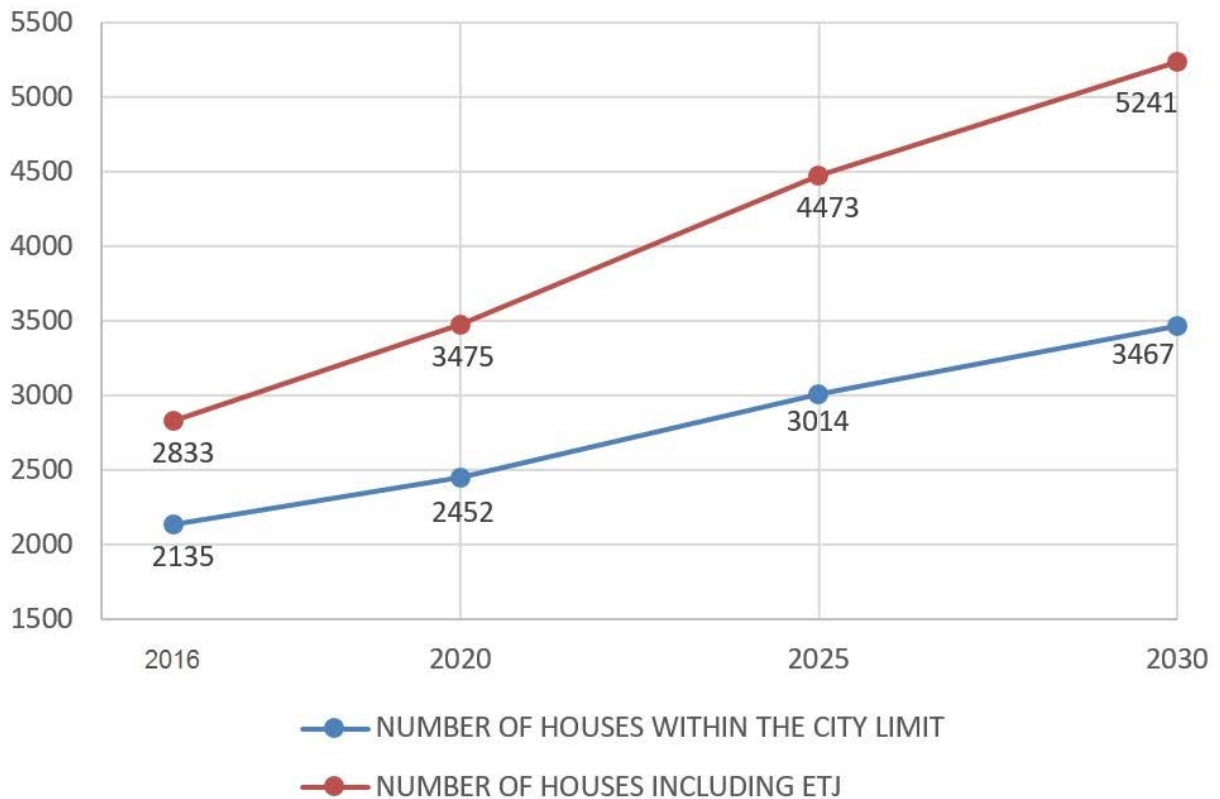


FIGURE 3.1- PROJECTED NUMBER OF HOUSING UNITS NEEDS FOR CITY OF LUCAS, and THE EXTRA TERRATORIAL JURISDICTION

The future population growth for Lucas will place an increasing burden on the existing housing stock which should encourage rehabilitation and improved maintenance so that older homes remain habitable over the planning period and beyond. As the population ages, provision must be considered for proper accessibility. As the number of elderly persons rises, the number of disabled will also rise. Careful attention to building design in

new homes and an on-going program to assist people in making their homes accessible can solve this growing problem.

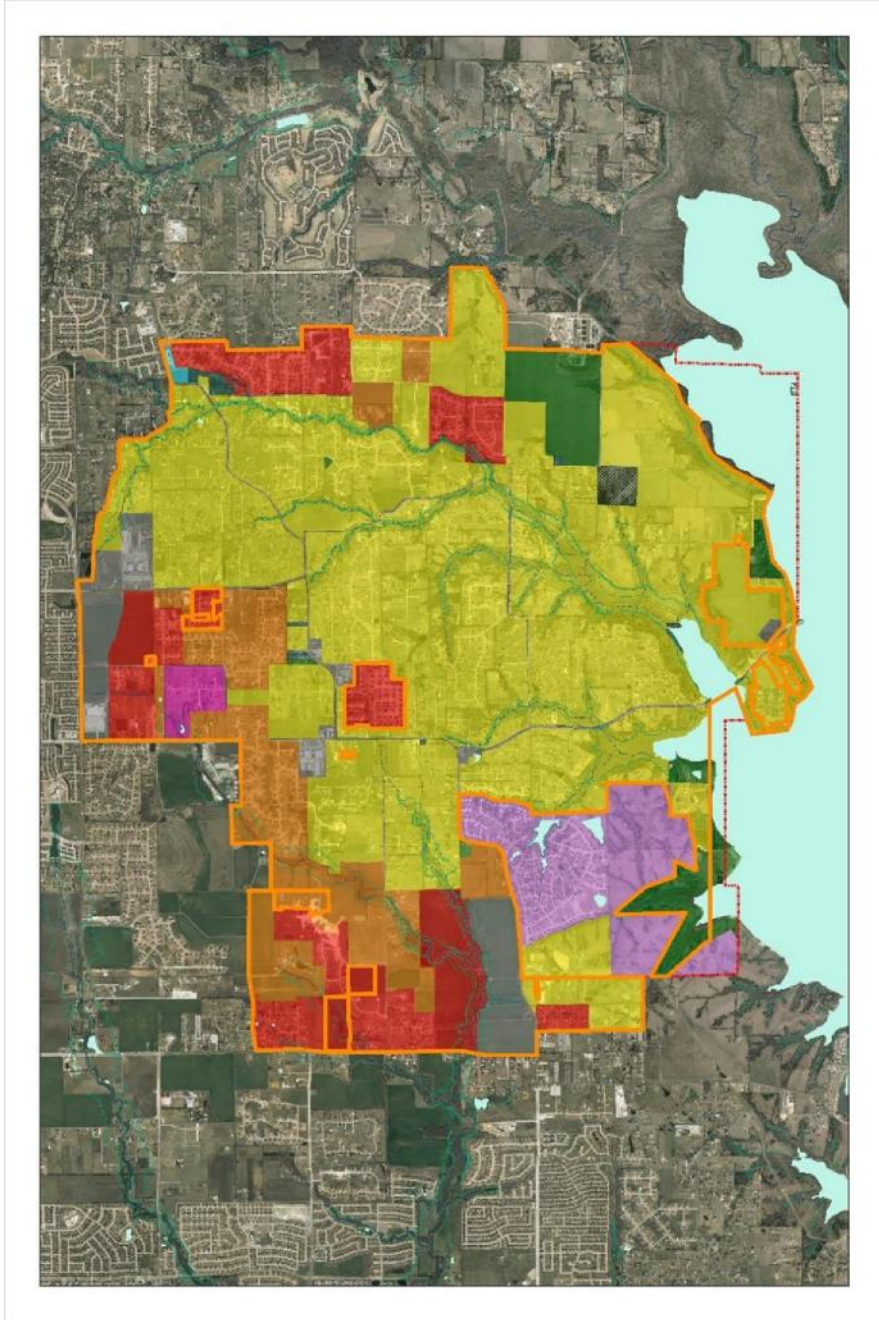
## CHAPTER 3 - HOUSING

### **HOUSING ACTIONS**

Housing needs and some of the potential housing issues/problems within the City have been identified above. The prevention and elimination of housing problems in Lucas will require the development and implementation of an effective housing program. Although this will be an ongoing process, specific actions for the short-term period covering the next five years have been developed. These actions, all of which will be of negligible cost to the city, are listed below.

Action Items:

1. Beginning with those units in worst condition, complete the rehabilitation of housing units in the City by using one or a combination of the following methods:
  - a. Strict Code Enforcement of the cities adopted ordinances.
  - b. Establish or coordinate with existing benevolent groups such as Habitat for Humanity to help those unable to help themselves.
2. Review current zoning ordinance for compliance with development issues within the city.



(04/05/2016)

# CHAPTER 4 LAND USE

## **INTRODUCTION**

The purpose of the land use analysis is to provide both statistical and graphical information concerning the various types, amount and intensity of land use within Lucas and identify problems which have arisen as a result of conflicting land use patterns or inappropriate land uses. An updated future land use plan can then be produced enabling Lucas to better guide land development in a manner which reflects local goals and objectives.

The total corporate limits of Lucas comprise 9,855 acres of land while the actual developed area of the City covers 7,285 acres. The extraterritorial jurisdiction (ETJ) covers an additional 1922 acres. Figure 4.1 at the end of this chapter displays an aerial illustration of the City of Lucas and the extraterritorial (ETJ) pockets scattered over the city.

## **ANALYSIS OF EXISTING LAND USE**

### **RESIDENTIAL LAND USE**

Residential land use consists of 5,582 acres of single family land use and 43 acres of Manufactured homes land use, or more than 56 percent of gross land area of Lucas. This is the most important land use classification in Lucas. Most single-family development lies in the central portions of Lucas, taking advantage of gentle topography which is out of floodplain areas. Although there are some scattered commercial uses intermingled with single-family uses, most neighborhoods contend only with vacant lots as the only other use present. Manufactured account for 0.6 percent of total developed land area.

### **COMMERCIAL LAND USE**

Commercial land use covers a total of 505 acres or 5.13 percent of gross land area of Lucas. Sewer systems are only provided for commercial land use. The land use for schools is generally considered as non-residential and as such sewer services are provided to these facilities when absolutely necessary.

There are six different independent school districts in City of Lucas:

- Mckinney ISD
- Princeton ISD
- Allen ISD
- Lovejoy ISD
- Plano ISD
- Wylie ISD

Most of the remaining commercial land uses within the city are in or in close proximity to the major roadway system. At present, there appears to be minimal conflict between commercial land uses and adjacent land uses.

### **INDUSTRIAL LAND USE (These parcels are zoned LI light industrial)**

Industrial land use covers 7 acres or 0.08 percent gross land area of the City and consists of light industrial uses along the north side of West Lucas Road. These light industrial uses have potential for conflict with adjacent future residential uses.

### **STREETS AND RIGHTS-OF-WAY**

Land which is being utilized for streets and utilities purposes approximately comprises of 965 acres, or 9.79 percent of the gross land area of Lucas. Streets do not appear to pose any conflicts with other land uses in Lucas as these uses tend to be compatible.

### **PUBLIC/SEMI-PUBLIC LAND USE**

Public and semi-public land use within Lucas covers 29 acres, or 0.30 percent of the gross land area. Most of this is utilized for city hall, cemeteries and public utilities such as water towers.

### **PARKS LAND USE**

Parks land use covers 153 acres, or 1.55 percent of the gross land area of the City. The park land use comprises of three neighborhood parks, the Lucas Community Park and two other parks located next to Lake Lavon. In general, parks are compatible with their surrounding land uses.

## **AGRICULTURAL AND OPEN SPACES LAND USE**

The remaining land use types, including agricultural and open spaces, are located randomly in the city. Agricultural and Open Spaces cover 2,570 acres or 26.08 percent of gross land in City of Lucas. In addition to lands placed in flood plain area, they also include those areas which are usually subdivided into lots with access to potable water facilities and paved streets or where surrounding development densities make agriculture or ranching less practical and where residential and other development is most likely to occur.

## **SOCIO-ECONOMIC AND MAN-MADE INFLUENCES AFFECTING LAND USE**

An analysis of the existing development activity in Lucas should examine the following basic influences: population growth, housing availability, public utilities and facilities, transportation, and development constraints posed by both the natural and man-made environment. This can then be used to better determine the influences which will define future land development in the City.

## **HOUSING**

There are presently no multi-family units in Lucas. With a steady growth in population, it is anticipated that the demand for well-constructed and well-maintained housing will continue to increase. More units are needed to be built, to provide adequate and safe housing for the growing population. The long-term results of satisfying the increasing demands for housing will increase the City's tax revenues. However, as the City's development approaches a "built out" condition, the increase in tax revenue should be expected to diminish.

## **INFRASTRUCTURE**

Various elements of Lucas' water, streets and drainage systems will need some improvements in the coming years. Future growth and appropriate levels of service depends upon having the City's water supply and distribution system, street system and the drainage system all at suitable capacity and operational level to meet expected demands.



## **PUBLIC/SEMI-PUBLIC FACILITIES**

Public facilities in Lucas include a City Hall, community center, parks, cemeteries, fire station and utility sites. As the future population increases, there will be a corresponding increase in the demand for these public facilities.

## **OTHER SERVICES**

As the population size increases, there will also be a proportional increase in the locally generated demand for retail/services. City of Lucas has about 5.85 acres of commercial land use per 100 inhabitants excluding the schools. Population growth entice growth of quality retail/service uses on the edges of the city. To avoid conflict with adjacent residential uses and minimize negative traffic impacts, future commercial uses should generally continue to be confined to peripheral areas of the city.

## **ETJ AND FUTURE ANNEXATIONS**

The extraterritorial jurisdiction of Lucas on the east side extends in some parts into the Lake Lavon. The ETJ also includes several pockets of lands scattered within the city as well as adjacent to it, figure 4.3. Additional development is anticipated to occur in the ETJ areas, as well as within the city limits.

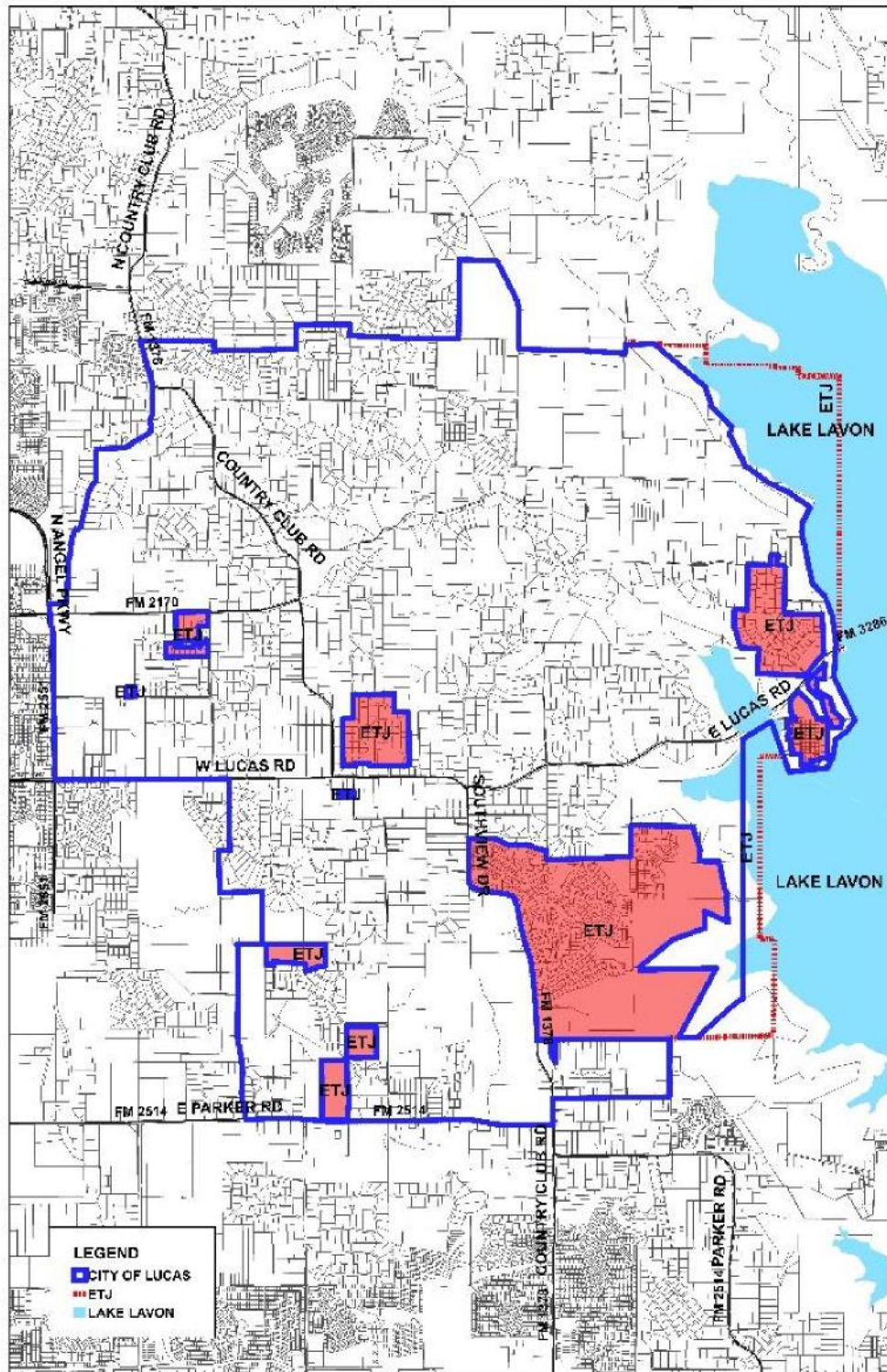


FIGURE 4.3- CITY LIMITS AND EXTRATERITORIAL JURISDICTIONS (ETJ) - CITY OF LUCAS, TEXAS

CHAPTER 4 – LAND USE

The composition of the ETJ area is presented in table 4.3 and figure 4.4. Any future large-scale residential development in the ETJ area will most probably occur to the south and east, especially adjacent to Lake Lavon. As opportunities arise, the city should favorably consider annexing those "out areas" currently within the city limits as they become available for annexation. It should be noted that development agreements are in place which preclude some of the ETJ areas from annexation at the time of preparation of this Comprehensive Plan. The available areas for annexation at this time include:

- Claremont Springs Phase 1
- Cimarron
- Edgewood Estates
- Trinity Park

TABLE 4.3- ALLOCATION OF EXISTING ETJ LAND USES

<b>LAND USE</b>	<b>ACRES</b>	<b>% OF GROSS</b>
SINGLE-FAMILY	490.88	25.54
COMMERCIAL	37.44	1.95
INDUSTRIAL	0.00	0.00
PARKS	32.39	1.69
PUBLIC/ SEMI-PUBLIC	2.15	0.11
STREETS	73.00	3.80
AGRICULTURAL AND OPEN SPACE	1286.43	66.92
TOTAL	1922.29	100.0

Source: August 2015 land use survey using aerial photography.

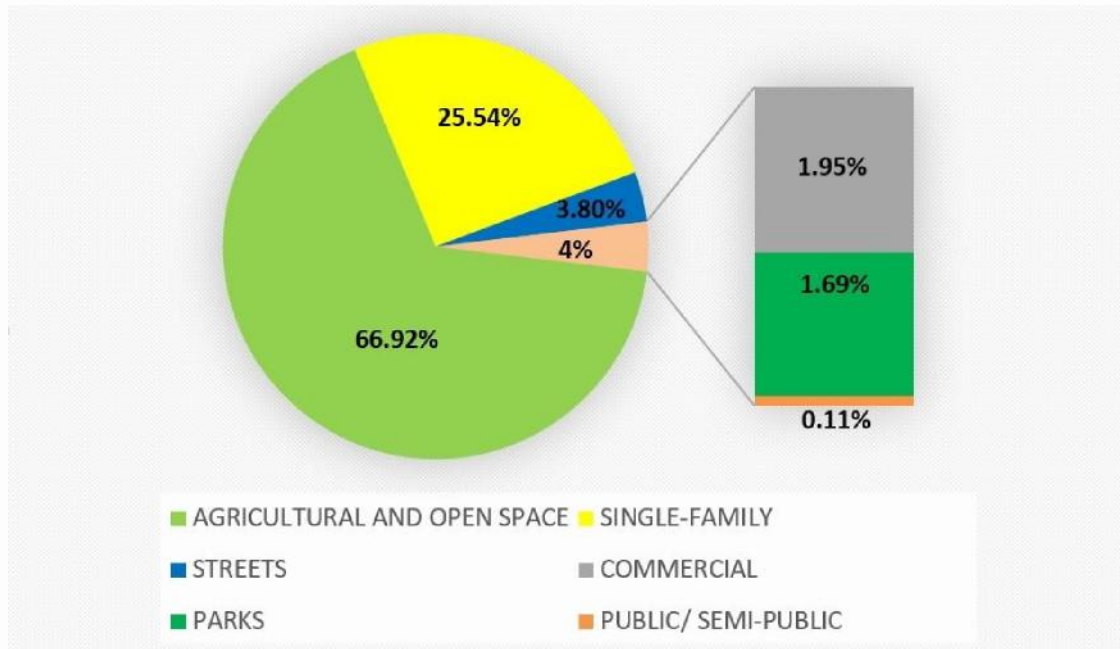


FIGURE 4.4- ALLOCATION OF EXISTING ETJ LAND USE

### ZONING AND SUBDIVISION REGULATIONS

Lucas has previously adopted zoning and subdivision ordinances. The subdivision ordinance provides the City with control over development practices within both the City and the ETJ. The zoning ordinance is used to regulate the type of land uses that can occur within the city limits. The continued monitoring of these ordinances is important to help ensure that future development activities are consistent with local development objectives.

### LAND USE GOALS AND OBJECTIVES

The main goal of Lucas concerning land use is to optimize land use in order to increase the quality of life of the residents. As a result, Lucas' goals regarding land use are to avoid traffic congestion, inadequate or obsolete utilities or services and the location of incompatible land uses adjacent to one another. The proper planning and use of land, as initiated earlier, will result in well-ordered land uses and development patterns as the City progresses.

## LOCAL GOALS AND OBJECTIVES AFFECTING DEVELOPMENT

GOAL 1. Develop the community in a manner which preserves and maintains property values and is consistent with the City's ability to serve existing and future development.

Objectives:

- Plan for reasonable demand with regard to water, street circulation and neighborhood connectors.
- Maintain the present rural atmosphere with a majority of large-lot residential development.

GOAL 2. Preserve the residential and small-town atmosphere of the community (“Keep it country”) while encouraging some quality small-scale economic development.

Objectives:

- Utilize the “Survey of selected business” as a guideline for attracting business to the community.
- Ensure that commercial and other "high activity" uses are adjacent to designated neighborhood connectors to maintain acceptable fire/emergency response times.
- Preserve peripheral areas to the south and west for future limited commercial and moderate density residential development.
- Regularly review, update (if necessary) and enforce the zoning and subdivision ordinances to minimize the intrusion of incompatible land uses.
- Promote the general health and safety of the residents of the community.

It is important to understand that the Land Use Plan for Lucas is intended to serve as a general guide for the future development of the city. It should be considered flexible in nature, rather than a rigid blueprint for future land use. The population, housing, infrastructure and land use data contained in sections of this Comprehensive Plan serve to establish the determinants for land use projections.

## **FUTURE LAND USE**

### **LAND USE PLANNING PRINCIPLES AND PROCESS**

The following principles are considered applicable to the proper designation of land for residential use:

- Residential land should be well drained and free from danger of floods.
- Residential land should be readily accessible from, but not necessarily facing, arterial or collector streets.

### CHAPTER 4 – LAND USE

- Residential land should be free from the danger of encroaching incompatible land uses.
- Residences should be able to access community facilities such as parks, schools, playgrounds and commercial facilities serving everyday needs.

Factors relating to the designation of land for commercial land uses include:

- Commercial areas must be located to maximize the use of major neighborhood connectors while minimizing excessive traffic impacts on residential roads and neighborhoods.
- Commercial areas should be limited and compact.
- Commercial areas must allow for safe automobile/pedestrian access and circulation. (Commercial areas require sidewalks per our adopted regs)
- Commercial areas must be designed to avoid blighting effects on adjacent residential land and must be kept from encroaching on other sensitive land uses.

The proposed locations for commercial activities on the periphery of the community is acceptable both in terms of decreasing traffic stresses on central area roadways while providing accessibility to area customers. Commercial areas, if properly developed with landscaping programs and a developed access route to remove consumer traffic from through traffic, can be an asset to a community. It is with these factors in mind that the following principles were established for the planning of commercial areas:

## CHAPTER 4 – LAND USE

- Commercial land uses should be formed into compact developments, avoiding "strip commercial" growth.
- Avoid the occurrence of scattered commercial development along major highways. Commercial activities should be consolidated into a few well organized areas to take maximum advantage of utilities and services and to promote the economic well-being of the total business community.
- Adequate off-street parking and access should be utilized for commercial areas to decrease potential congestion and safety hazards.
- Avoid commercial growth on both sides of heavily traveled highways unless adequate traffic control can be provided.

As the City of Lucas grows, future fire stations and emergency sites should be located to minimize the response time in accordance to National Fire Protection Association (NFPA) standards.

In order to formulate, adopt and implement a plan that accomplishes the foregoing overall goals and objectives, it is important to incorporate certain basic planning principles and processes into the local future land use planning effort. The Future Land Use Plan expresses projections that are based on sound planning principles, recognizing and supporting existing land uses, community facilities and physical features.

The plan for Lucas suggests that certain areas be reserved and developed for various land uses. Selecting the pattern and distribution of future land use is best accomplished through:

1. The analysis of existing land use characteristics
2. The effects of existing infrastructure
3. The location of existing neighborhood connectors
4. The application of recognized planning principles

## CHAPTER 4 – LAND USE

These characteristics and principles, then, establish a process by which to judge the most optimum and best land use base on local, community-wide standards. There are two advantages of going through such a process. First, it results in a land use plan for the City as represented by the Future Land Use Map. The Future Land Use Map can be used to assure that individual decisions follow a comprehensive pattern. It also helps in the sensitive but necessary evaluation of change with respect to public and private benefits.

Second, the establishment of this planning process provides the City with a method of logically making subsequent land use decisions. It is important to reiterate that the Future Land Use Plan does not attempt to set the specific use for each and every parcel in the planning area.

### **RECOMMENDED ASSIGNMENT OF LAND USES**

#### **RESIDENTIAL LAND USE REQUIREMENTS**

The assignment of land uses is then based upon the goals, objectives and planning principles previously stated. It is anticipated that new residential uses will be built as (1) new subdivisions close to or within current city limits, as (2) larger lot development in sparsely populated areas adjacent to Lake Lavon and the ETJs, and as (3) in-fill development/redevelopment. As one moves further west and south, residential densities transition from larger lots of two or more acres, to lots of one and one-half acres, one acre and finally, in very limited peripheral areas adjacent to major roadways, moderate density developments of approximately one-third acre. By establishing this hierarchy of development density, any negative effect of higher traffic volumes and through traffic movement on lower density residential neighborhoods, will essentially be eliminated.

#### **COMMERCIAL LAND USE REQUIREMENTS**

Future commercial land use allocations in Lucas should focus on peripheral locations of the city to minimize traffic impacts on residential areas, reduce the potential for incompatibility of land uses, and minimize subsequent potential adverse effects. Business development generally along South Angel Parkway, Estates Parkway and Southview



## CHAPTER 4 – LAND USE

Drive will serve local needs with limited impacts to commuter and passerby highway traffic.

### **INDUSTRIAL LAND USE REQUIREMENTS**

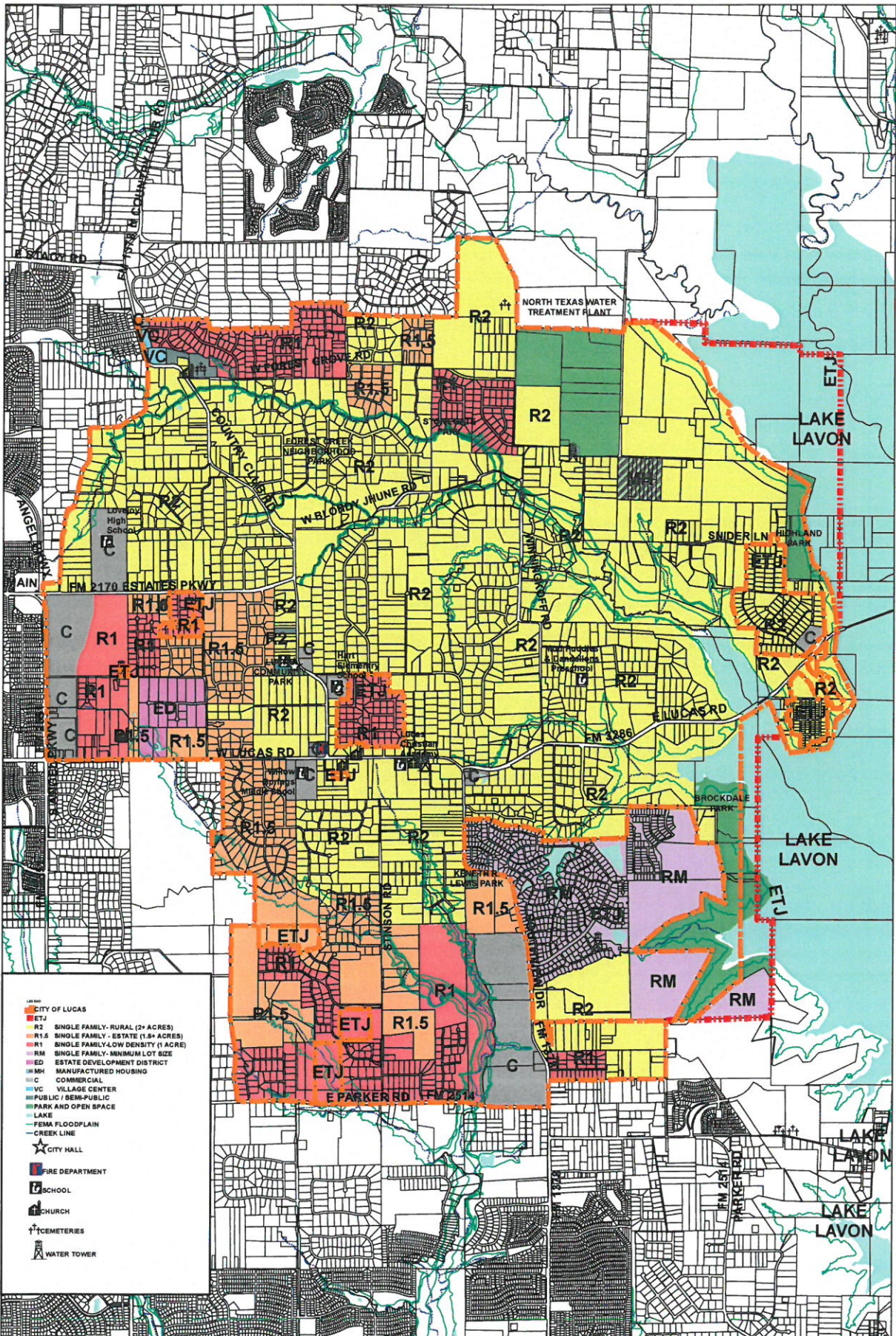
No provision is made for future industrial development in Lucas. There are no perceived benefits to the City in preserving areas for future industrial development.

### **PARKS REQUIREMENTS**

With respect to parks and open space, local opportunities for residents exist in Lucas. Expanded recreation options can be a benefit if operating and maintenance costs are held to manageable levels. Because of its limited tax base, Lucas should only expand park and open space facilities where and to what extent they are deemed needed.

### **RECOMMENDED LAND USE PLAN**

The future land use plan which has been developed for Lucas is included on figure 4.5. A current delineation of existing conditions in both graphic and tabular form will not only allow for an up-to-date analysis of needs but will also allow for a measurement of success in achieving the Plan. Further, the Future Land Use Map should be used as a guide only to keep incremental changes of the community in perspective. The individual decisions which actually shape the community, however, should be evaluated with respect to the characteristics and principles discussed throughout this document. Exception to this plan can be made and can be acceptable on a case by case basis where the greater good of the community is enhanced.



**FIGURE 4.5**  
**FUTURE LANDUSE MAP**  
**CITY OF LUCAS**



**METROPOLITAN INFRASTRUCTURE, PLLC**  
 Engineering/Environmental/Construction Management Services  
 9601 White Rock Trail - Suite 204 Dallas, Texas 75238  
 (214) 341-1501 OFFICE (214) 341-1640 FAX  
 Texas Registered Firm # 6939  
 www.metroinfrastructure.com



**FIGURE 4.1**  
**AERIAL PHOTOGRAPHY**  
**CITY OF LUCAS**



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# City of Lucas

## Planning and Zoning Agenda Request

### June 9, 2016

**Requester:** Development Services Director Joe Hilbourn

#### **Agenda Item:**

Discuss and provide direction to staff regarding updates to the Comprehensive Plan, Chapter 5 Economic Development and Chapter 6 Parks, Recreation and Open Space.

#### **Background Information:**

The Comprehensive Plan should be updated periodically to reflect changes in the community. The last update was conducted in 2006. The City had its Comprehensive Plan kick off meeting that included the Planning and Zoning Commission, City Council and the Parks and Open Space Board on June 7, 2015 and the Planning and Zoning Commission has begun their review and update of components of the Comprehensive Plan.

The items to be considered for update include Chapter 5 – Economic Development and Chapter 6 – Parks, Recreation and Open Space.

The Parks and Open Space Board has reviewed Chapter 6 and recommended no changes to the existing plan.

This is a technical review only, we will format when the technical aspect is approved.

#### **Attachments/Supporting Documentation:**

1. Chapter 5, Economic Development
2. Chapter 6, Parks
3. Parks and Open Space Map
4. Future Parks and Open Space Map
5. Trail Alternative Map

#### **Budget/Financial Impact:**

NA

#### **Recommendation:**

NA

#### **Motion:**

I hereby make a motion to make approve/deny Chapter 5 and 6 of the Comprehensive Plan with the following recommendations.



(DRAFT 05/20/2016)

# CHAPTER 5 ECONOMIC DEVELOPMENT

## **INTRODUCTION**

Economic Development can be defined as the basis by which a community maximizes or preserves the quality of life for its citizens. Economic development is a complex process vital to a community's pursuit of greater prosperity. Successful community development is a significant result of a well-executed economic development process that is given high priority by local leadership, and supported by residents. The economic engine is driven by money brought into the community as well as from within the community. Moreover, economic development provides local employment and investment opportunities that generate local revenues, which pay for public improvements, services, and facilities, as well as offset the increases in property taxes. The economic success of Lucas should be of concern and interest to all residents.

Traditionally, the minimum purpose of economic development planning is to increase the local labor force by providing increased employment opportunities, as well as increasing investment opportunities for local entrepreneurs and businesses, and to increase the city's revenue.

## **DEVELOPMENT CHARACTERISTICS AND POLICIES**

### **REGIONAL CONTEXT**

Many aspects of regional development and demographic trends have a significant influence on Lucas's economic potential. State, national, and international economics influence the regional and local economic potential, as well as contribute to the underlying assumptions for conducting regional and local economic analysis.

The North Central Texas Regional Council of Governments (NCTCOG) Regional Data Center forecasts there could be an increase of 5 million people in North Texas by 2040 with an increase to 3 million jobs. This growth and expansion in population of Collin County and the North Texas Region is dependent on a number of factors and may not be seen specifically in the City of Lucas but is an indication of the expectation of abundant growth to be expected in the future.

Lucas, with a current population estimate of 6,875 persons in 2016, contains a total land area of approximately 9,855 acres. An additional 1,922 acres is located within the extra-territorial jurisdiction. The city's location in Collin County places it on the northeastern edge of the Dallas/Fort Worth Metroplex, convenient to most major employment centers.

An important location factor from a regional context is Lucas' proximity to US Highway 75 which extends north/south through the central portion of Collin County and is approximately five miles west of Lucas. This highway serves as a major trade corridor, accommodating traffic volumes of over 105,000 vehicles per day while also serving as a major attraction for business location. There are also state highways and a network of farm-to-market (F.M.) and county roads in the area which serve to connect adjacent cities and outlying service areas to residents and businesses in the Lucas area.

Travel patterns indicate that Lucas' residents maintain a strong relationship with regional employment centers. The 2014 U.S. Census estimates indicated that 40.8 percent of the 2,447 workers who reside in Lucas travel to employment centers outside of Collin County. This represents a significant segment of the local population who choose to live in a quality rural-type environment while commuting to work. In fact, the average travel time to work for workers in Lucas is 25.2 minutes (2014 estimates) which indicates that a sizeable portion of the working population commute to locations outside of the immediate area, and locations in the greater Dallas/Fort Worth Metroplex. Clearly, Lucas' location outside the pressures and restrictions of intense urban life, combined with its convenient location relative to local and regional economic centers, makes the City a desirable community capable of providing a good, small town quality of life, and a healthy environment for raising a family. Lucas' friendly, small town attributes are important factors in maintaining the city's desirability as a premiere residential location.

### **PHYSICAL GROWTH PATTERNS**

Housing has continued to be the primary purpose of land use in Lucas. The City of Lucas does not have a developed sanitary sewer system. The absence of a community sanitary sewer system keeps residential densities very low, generally above one acre to meet county requirements. An indirect benefit of this situation is that, because of the decreasing

availability of large building lots in scenic areas which are close-in to major employment centers, property values in Lucas should continue to increase.

The Future Land Use Plan (Figure 4.5) depicts future land development characteristics for Lucas. Most land within Lucas which is presently identified as vacant or agricultural will likely develop into primarily lower density single-family uses. Commercial development is planned in two primary areas of the City. Both of these areas have been planned with the intention to have all necessary services installed for development. Unlike residential development, these areas for commercial development should have the necessary water and sanitary sewer infrastructure installed with capacity available to meet future demand for these services.

In the past, the majority of commercial establishments consisted of small retail providers catering generally to local trade. Larger regional retail developments have tended to locate in adjacent, larger communities such as Allen, Plano and McKinney. However, in recent years major commercial growth has occurred along the western city limit boundary near the City of Allen, between West Lucas Road and Estates Parkway. In addition to development of commercial establishments near the western city limit, future commercial growth is anticipated near the southern city limit boundary in an area west of Southview Drive. Since Lucas foresees itself in the future as a community of primarily low density residential uses, the City will focus on appropriate, smaller scale commercial development which will generate an acceptable level of sales tax revenues while effectively serving the needs of the local population base.

### **LOCAL REGULATIONS AND DEVELOPMENT POLICIES**

The local regulations which could have the greatest potential to impact economic development are reflected in the City's subdivision and zoning ordinances. Both ordinances must effectively direct development activities in a manner which both reflects local goals and objectives while recognizing realistic development standards. These regulations are not intended to discourage growth but rather to ensure that any new development provides for quality facilities and services.



## ECONOMIC BASE STUDY

Table 5.1 presents the number of business establishments as of 2012. The actual numbers are most likely to change due to the number of business that have been established in Lucas since 2012.

*TABLE 5.1- BUSINESS ACTIVITY, CITY OF LUCAS, TEXAS*

<b>SECTOR</b>	<b>NUMBER OF ESTABLISHMENT</b>
Wholesale trade	8
Retail trade	2
Transportation and warehousing(104)	2
Information	1
Finance and insurance	4
Real estate and rental and leasing	3
Professional, scientific, and technical services	13
Administrative and support and waste management and remediation services	12
Health care and social assistance	12
Arts, entertainment, and recreation	1
Accommodation and food services	5
Other services (except public administration)	5

Source: 2012 Economic Census of the United States

The following is the most recent record of commercial business establishments permitted in Lucas until 2016.

- Walmart - Big Box Retail/commercial
- Wendy's - Fast Food Restaurant
- Starbucks - Cafe
- Murphy Oil - Auto Services
- Kiwk Lube - Auto Services
- Bank of America - Banking/Financial
- Self Storage - Commercial
- Lucas Corners

### **TAX ALLOCATIONS**

Table 5.2, and Figure 5.1 present the total taxable sales revenue for Lucas and surrounding cities. As can be seen in Figure 5.1, the taxable sales revenue for all cities increased by varying amounts. The City of Lucas had the highest increase in taxable revenue when compared to surrounding Cities. As would be expected, larger cities had smaller increases, however, Frisco had a significant increase in taxable sales between these years. Contributing factors can account for the increased taxable sales revenue in Lucas. Since 2004, significant commercial development of large retail outlets such as Walmart have been completed in the western side of the city and can reasonably expected to be large contributors to the taxable sales revenue.

CHAPTER 5 – ECONOMIC DEVELOPMENT

TABLE 5.2- TOTAL TAXABLE SALES REVENUE 2013 AND 2014 FOR LUCAS AND SURROUNDING CITIES

TAXING ENTITY	2013	2014	PERCENT CHANGE
CITY OF ALLEN	\$1,114,901,421	\$1,154,161,326	3.52%
CITY OF FAIRVIEW	\$116,868,776	\$117,882,699	0.87%
CITY OF FRISCO	\$2,491,475,443	\$3,035,697,814	21.84%
<b>CITY OF LUCAS</b>	<b>\$34,104,687</b>	<b>\$42,396,868</b>	<b>24.31%</b>
CITY OF LAVON	\$7,189,592	\$7,346,960	2.19%
CITY OF MCKINNEY	\$1,345,917,484	\$1,453,466,433	7.99%
CITY OF MURPHY	\$113,192,176	\$139,598,478	23.33%
CITY OF PLANO	\$5,676,128,611	\$5,828,454,815	2.68%
CITY OF PRINCETON	\$33,693,195	\$37,896,691	12.48%
CITY OF WYLIE	\$277,933,379	\$300,129,353	7.99%

Source: Texas State Comptroller's Office

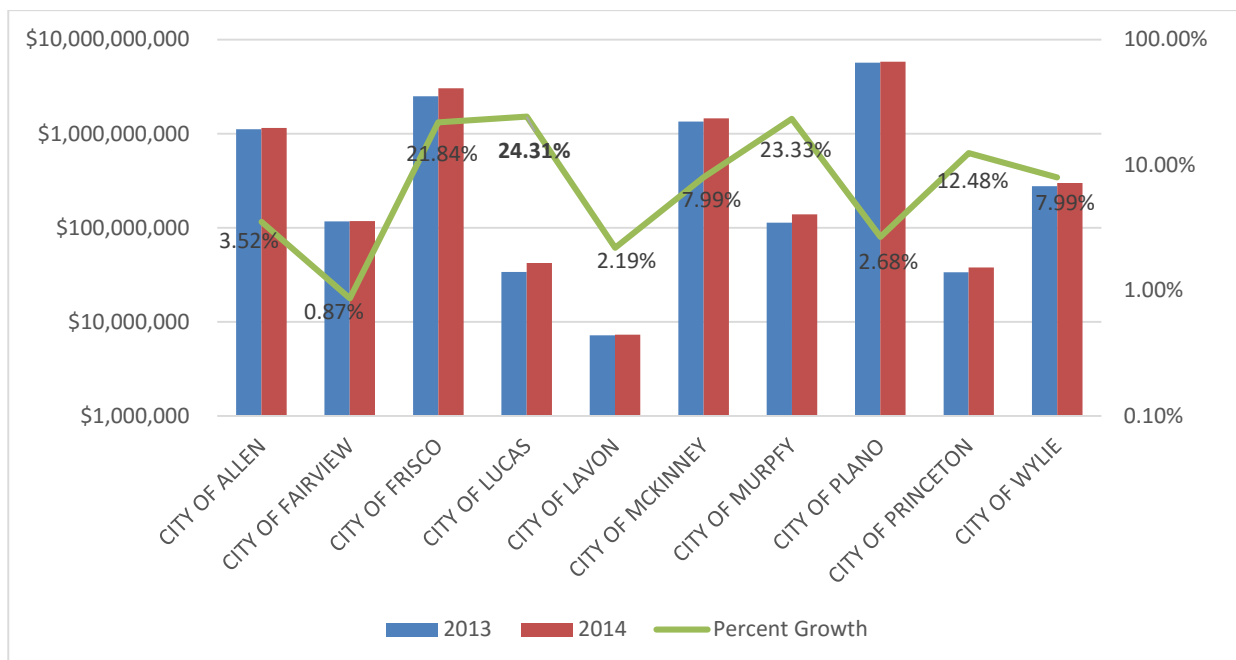


FIGURE 5.1- TOTAL TAXABLE SALES REVENUE AND PERCENT GROWTH FOR 2013 AND 2014 FOR CITY OF LUCAS, TEXAS

## **UTILITY AND COMMUNICATION SERVICES**

Water services are provided to the residents and businesses by the City of Lucas and are generally available in most areas. Details regarding the water system are described in Chapter Nine (Water) of this planning document. Of interest here, are the rates for water services. Residential water rates are currently at \$36.55 for 5,000 gallons for 2015. Solid waste disposal in the City of Lucas is offered by Barnes Waste Disposal. A range of services for commercial and industrial disposal are offered with prices starting at \$17 per month. The telephone service for Lucas is provided by AT&T, CenturyLink and Sprint. Phone service is available to all areas. Electrical distribution is provided by TXU and Grayson/Collin Electric. Natural gas, supplied by CoServe, is available throughout the city.

## **LABOR FORCE CHARACTERISTICS**

The skill level associated with a particular occupation relates primarily to the required practical experience or training/education which is attained. Training usually involves extensive on-the-job training and a high level of applied technical expertise. Occupations with high skill levels often require much expertise, more than a year of work experience and have high requirements for entry. Moderate skill level occupations have entry level requirements that might include on-the-job training and at least several months work experience before skills are mastered. Lower skill occupations include those that require little or no prior experience before the employee masters the job requirements. The second criteria pertains to educational requirements for the particular occupation. This may include college, technical school or apprenticeships. Occupations with high educational entry requirements usually require at least one college degree. Moderate educational requirements usually require a high school diploma and might require an Associate Degree from a two year college, technical college training, or other specialized course work. Finally, those occupations with low educational requirements generally do not require completion of high school.

According to the Bureau of Labor Statistics, the unemployment rate for Collin County stood at 3.3 percent, which was slightly lower than the 3.7 percent for the Dallas Fort Worth Metroplex as of February 2016. This is lower than the entire State, which stood at

CHAPTER 5 – ECONOMIC DEVELOPMENT

4.4 percent for 2015. Based upon estimates reported by NCTCOG in 2010, Lucas's workforce was 1,728 persons. Table 5.4 breaks down the percent of employment in the City of Lucas based on the NAICS Code (North American Industry Classification System) from NCTCOG published data for 2011. Moreover a graphical presentation of this break down is presented in Figure 5.2.

TABLE 5.3- EMPLOYMENT BY OCCUPATION, CITY OF LUCAS, TEXAS

TYPE	NUMBER	PERCENT
Goods Producing Industries <sup>1</sup>	275	15.9%
Services Providing Industries <sup>2</sup>	1,264	73.1%
Retail Industries <sup>3</sup>	189	10.9%
Total	1,728	

Source: North Central Council of Government (NCTCOG), 2011 Small Area Employment Estimates.

NAICS codes1

- 11-Agricultural
- 21-23 Mining, Oil & Gas & Construction
- 31-33 Manufacturing, Wood & Metal Products
- 42 Wholesale Trade
- 48 Transportation & Warehousing
- 49 Postal Services

NAICS codes2

- 51-56 Information, Finance, Insurance, Professional, Administrative Support & Waste Management
- 61 Educational
- 62 Health Care & Social Assistance
- 71 Arts & Entertainment & Recreation
- 72 Accommodations & Food Services
- 81 Other Services
- 92 Public Administration

NAICS codes3

- 44 Retail Trade
- 45 Sporting Goods, Hobby, Musical & Books

CHAPTER 5 – ECONOMIC DEVELOPMENT

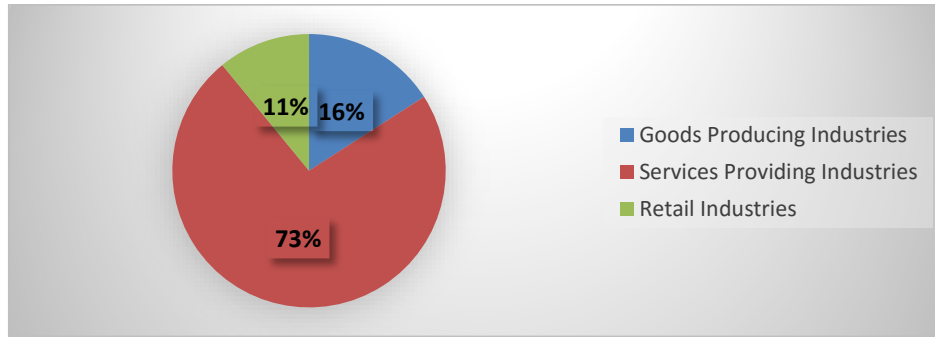


FIGURE 5.2- EMPLOYMENT BY OCCUPATION- CITY OF LUCAS, TEXAS

In addition, US Census Bureau has provided 5-year estimates for industry employment by class of worker for the civilian employed population 16 years and over through 2009-2013. Table 5.4 and Figure 5.3 provide a tabular and graphical illustration of those estimates for the year 2013. As can be seen in figure 5.3 for city of Lucas, the majority of all workers living in Lucas tend to be employed in occupations which require a higher or higher/moderate skill level. According to the US Census Bureau estimates for 2009-2013, the median household income in City of Lucas is \$101,636 which is almost twice the \$51,900 median household for the State of Texas.

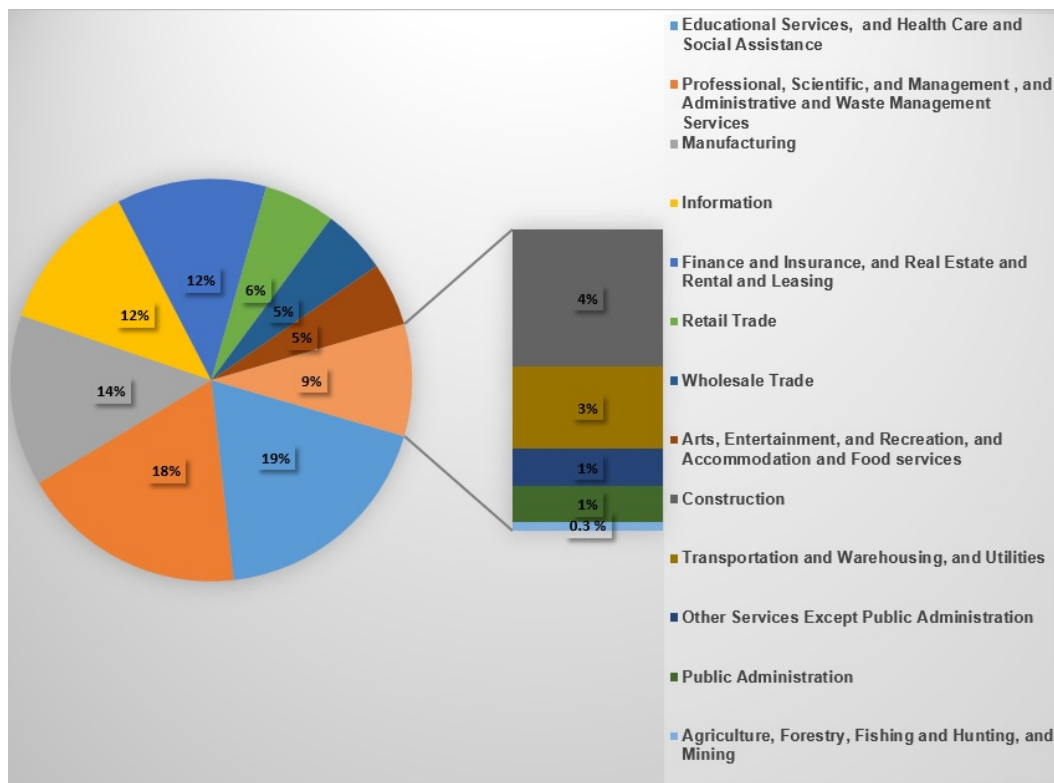


Figure 5.3- INDUSTRY BY CLASS OF WORKER FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER, 2013- CITY OF LUCAS, TEXAS

## CHAPTER 5 – ECONOMIC DEVELOPMENT

*Table 5.4- INDUSTRY BY CLASS OF WORKER FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER, 2013*

<b>Industry</b>	<b>Estimate</b>
Educational Services, and Health Care and Social Assistance	444
Professional, Scientific, and Management, and Administrative and Waste Management Services	432
Manufacturing	326
Information	288
Finance and Insurance, and Real Estate and Rental and Leasing	286
Retail Trade	136
Wholesale Trade	124
Arts, Entertainment, and Recreation, and Accommodation and Food services	121
Construction	97
Transportation and Warehousing, and Utilities	58
Other Services Except Public Administration	26
Public Administration	26
Agriculture, Forestry, Fishing and Hunting, and Mining	6
Total	2,370

Source: US Census Bureau, 2009-2013 American Community Survey 5-year Estimates

### **INDUSTRIAL SITES**

Presently, there is no industrial related development in Lucas. The high land costs in the area, compared to the Dallas/Fort Worth Metroplex, the current zoning ordinance, the limited sanitary sewer system and the emphasis on Lucas remaining primarily a low density residential community, are factors which make future industrial development in Lucas very unlikely. The proximity of Lucas to major employment centers makes the issue of local job creation less important. Residential development is and will continue to be the most dominant land use; along with some minor ancillary development.

### **COMMERCIAL SITES**

Lucas presently has a total of 505 acres of commercial development. By excluding the lands reserved for the schools, 375 acres are directly reserved for commercial land-uses. Most of that 375 acres is commercially oriented rather than retail oriented. Commercial development is scattered throughout the community. Most future commercial sites will be located on the periphery of the city to minimize intrusive traffic volumes on interior neighborhoods. Details are provided in the Land Use Section of the Community Development Plan.

### **TRANSPORTATION AND ACCESSABILITY**

The City of Lucas is served by a roadway system including Farm to Market Roads, neighborhood connectors, local streets, and county roads. For an analysis of the street conditions refer to the Street Chapter of this plan. Major roadways in Lucas serve as an important thoroughfare linkage for residents departing to and from work destinations outside the City. With some point enhancements at certain intersections, the transportation system generally appears to be capable of accommodating anticipated population growth for the foreseeable future. An updated Master Thoroughfare Plan is provided in chapter ten of this document. The Thoroughfare chapter describes the anticipated long range improvements to the road systems in Lucas. Improvements to the transportation system and anticipated to be related to road conditions, structural conditions, bridge improvements and in safety improvements of existing roads.



## COMMUNITY ASSESSMENT

It is important to note there is a critical link between economic development and comprehensive planning. The following factors are significant in economic development:

- Land Use is vital for economic development
- Availability and zoning determines where and what can be developed
- In turn, the availability of services, transportation and customers for products determines success of the business commercial entity.

It is also important to note, these factors are not quantifiable, they are relative measures based upon general perception and generalized assumptions. Several findings can be made about characteristics to the City of Lucas;

1. The property tax rate for city of Lucas is lower than the average for cities in Collin County and for the cities in DFW region.

Property taxes (2015):

- City of Lucas is 0.320661 %;
  - The average for cities in Collin County is 0.52 %
  - The average for cities in DFW region is 0.60 %
2. Skilled labor represents a high percentage of the Lucas work force.
  3. There is good commercial land availability along FM 2551 and FM1378.
  4. Lucas has vacant land for additional housing.
  5. Sewer service is available in commercially zoned areas.
  6. Land prices are higher than region or state average.

It is important for Lucas to realize its potentials and liabilities in terms of future economic development. Because of its location, Lucas has more potential for developing as a quality residential area than it does in becoming a significant economic center. However, it is important for Lucas to develop some commercial areas to meet the needs of residents.

CHAPTER 5 – ECONOMIC DEVELOPMENT

While it is possible to operate primarily upon property taxes, doing so may require undesirable constraints on future spending. It is important that Lucas not become dependent solely upon property taxes as the only revenue source for local government operations. It is recommended that City of Lucas consider a healthy mix of ad valorem and sales tax revenue.

As reported by the Texas State Comptroller (Table 5.5), different types of industry have generated different tax sales revenues for the State in the 4th quarter 2014 which can be used as a guide for determining possible sales tax revenue generation by business type for Lucas.

*Table 5.5- ANNUAL TAXABLE SALES BY BUSINESS/INDUSTRY TYPE- 2014- 4TH QUARTER, STATE OF TEXAS*

<b>Business Type/Industry</b>	<b>Amount Subject to Sales &amp; Use tax</b>	<b>Percent of Total Sales</b>
Natural Resources/Mining	\$5,079,556,803	4.47%
Transportation/Utilities	\$4,128,258,749	3.63%
Construction	\$5,047,074,231	4.44%
Manufacturing	\$9,117,829,405	8.02%
Wholesale Trade	\$8,667,361,712	7.62%
Retail: Motor Vehicles	\$2,739,581,370	2.41%
Retail: Home Furnishings	\$2,690,475,564	2.37%
Retail: Electronics/Appliance	\$2,020,392,811	1.78%
Retail: Building Materials	\$6,037,879,321	5.31%
Retail: Food and Beverage	\$4,640,650,497	4.08%
Retail: Health and Personal	\$1,086,968,540	0.96%
Retail: Gasoline Stations	\$2,819,613,881	2.48%
Retail: Clothing Stores	\$4,073,387,469	3.58%
Retail: Sport/Hobby/Books	\$2,073,550,101	1.82%
Retail: General Merchandise	\$9,820,551,358	8.64%
Retail: Miscellaneous Stores	\$2,986,021,196	2.63%
Retail: Nonstore, Other	\$1,793,425,366	1.58%
Information	\$10,600,785,541	9.33%
Financial Activities	\$3,861,239,570	3.40%
Professional/Bus. Svcs.	\$6,522,250,830	5.74%
Educational and Health	\$464,132,841	0.41%
Leisure and Hospitality	\$13,684,004,401	12.04%
Other Services	\$2,758,110,474	2.43%
Public Administration	\$548,935,387	0.48%
Non-classifiable	\$1,230,676	0.00%
Other	\$417,625,744	0.37%
<b>TOTAL</b>	<b>\$113,680,893,838</b>	<b>100.00%</b>

Source: Texas State Comptroller's Office for year 2014

Table 5.5 reflects a variety of types and sizes of businesses. There are other uses also shown which generate substantial tax revenues but may or may not be suitable for locations in Lucas. Obviously, any decision regarding business location will come from the business owner and his or her willingness to invest in a particular site. However, the city's development environment as conveyed through its development codes will also have a major impact on where and what type of business activity takes place.

### **ECONOMIC DEVELOPMENT PLAN**

Economic development in Lucas should have two major thrusts: (1) maintain appropriate housing development and (2) attract businesses that are appropriate for the City. Based on data reported, development of commercial business have benefitted the City with increased revenue. Successful implementation of this economic development plan will require building the local interest needed to provide the support. The City should work with County and State resources to implement the economic development goals and strategies suggested.

### **HOUSING SUPPLY**

The demand for safe and decent housing will continue to grow in Lucas. As the population grows and the city's economic base gradually expands, there will be a corresponding increase in the demand for housing. According to findings contained in the Housing chapter of this document, an estimated 3911 housing units could be needed by 2030. For the housing supply to increase, there needs to be a joint effort by all those involved in the housing industry. This includes lenders, real estate brokers and builders/developers. If a clearly defined goal is set of increasing the future housing supply to meet demand, efforts can be combined. Lucas should focus on quality housing to ensure that values are maintained and the city continues as a very desirable place to live.

### **ATTRACTING NEW BUSINESSES**

Attracting appropriate new businesses to Lucas will increase tax revenues and relieve the tax burden, somewhat, for home owners. There is attractive land available for new businesses in western and southern city limit boundaries with very good accessibility and infrastructure in place. The western area is well accessible through three arterial roadways including West Lucas Road, Estates Parkway and Angel Parkway. The area in southern part of city is similarly accessible through East Parker Road and Southview Drive that are two major arterial road ways. Additionally, there are other commercial lands available in the City including the area close to Lake Lavon. Smaller businesses with generally less than 20 employees, would be ideal because this size of business would not overwhelm the local infrastructure. These smaller business establishments typically are not as heavily recruited by the larger cities where the lobbying efforts would far exceed those available locally. In addition, the citizen's preferable commercial businesses survey conducted by the City in 2015 can be utilized to attract appropriate businesses promoted by citizens of Lucas.

Since 2004, retail business development has increased significantly in areas of the city zoned for that purpose. These types of retail establishments typically generate a substantial amount of sales tax revenues. It is anticipated that planning for the continued development of similar businesses in the western and southern part of the city in commercial zoning areas will continue.

### **ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES**

Based on the discussed observations in City of Lucas, the following economic development goals and implementation strategies are recommended:

GOAL 1. Continue with organizing the community by implementing various elements of the Economic Development Ordinances of this Comprehensive Plan.

## CHAPTER 5 – ECONOMIC DEVELOPMENT

### Objectives:

- Adopt the Economic Development ordinances of this Comprehensive Plan and use it as the basis for increased use of commercially zoned areas in the City in directing the economic development effort of Lucas.
- Determine the specific roles of key community organizations and regularly involve these organizations in the development process in planned areas of the City.
- Establish a citizen committee to consider other possible attractions of the city.

GOAL 2. Improve and maintain the infrastructure and quality of life to support growth in the tax base.

### Objectives:

- Adopt and implement the capital improvement program.
- Appropriate a portion of sales tax revenues to fund infrastructure improvement and trails/park construction.
- Sell revenue bonds for infrastructure construction in case of imminent needs.
- Consider other financing options if they are suitable for the City.

GOAL 3. Attract desirable businesses into Lucas.

### Objectives:

- Design initiatives aimed at attracting desirable businesses into Lucas that align with long range planning.
- Market the city to businesses that meet overall citizen needs and interests while maintaining a high quality of life in the City.

### **FINANCING ECONOMIC DEVELOPMENT**

Many cities initiate the Type A and/or Type B sales tax programs. The proceeds of which are used exclusively for economic development related projects. Although this adds another one percent to sales taxes, the funds realized could be used for various infrastructure improvements (roads, water services, etc.).

In addition to the use of economic development sales tax revenue, there is also the Texas Capital Fund administered through the Texas Department of Agriculture. This economic development program is designed to provide financial resources to communities for real estate development to assist a business which commits to create and/or retain permanent jobs, primarily for low and moderate income persons. This program encourages new business development and expansions located in non-entitlement communities. Funds can also be used for public infrastructure to assist a business which commits to create and/or retain permanent jobs. While the City of Lucas does not anticipate implementing these options as a mechanism for economic development, many successful projects have been completed in the region by other cities using these funding methods and the City of Lucas has an opportunity to explore these options if desired.



DRAFT 04/12/2016

## CHAPTER 6

# PARKS, RECREATION AND OPEN SPACE

## INTRODUCTION

Comprehensive planning for Parks, Recreation and Open Space in City of Lucas is influenced by many factors such as population growth, demographics, existing parks and recreational facilities in Lucas and adjacent cities, funding, and environmental opportunities (i.e. proximity to lake). Since the previous 2004 Comprehensive Plan was prepared, many changes have taken place in and around the City of Lucas. Surrounding communities have developed extensive plans for recreational facilities, parks and open space in variety initiatives. Many of these developments are complete or planned to be completed as part of long range or master development plans. With this in mind, opportunities for utilizing these adjacent regional facilities are numerous, since residents of Lucas have easy access and may use these facilities.

By acknowledging the parks and recreational resources in surrounding communities, planning for the development of Parks, Recreation, and Open Spaces in City of Lucas can be evaluated with a fresh perspective. The many options available to residents in the region were considered in the planning for parks and open space in Lucas to ensure that the number and types of facilities are feasible in relation to other existing and planned options in surrounding areas. As an example, one of the community parks very close to the City of Lucas that can be used by residents of Lucas is Celebration Park located in City of Allen. Celebration Park is 104 acres in size and provides different recreational facilities including a 1.5 mile hike and bike trail, playgrounds, splash pad, baseball/softball and soccer fields, basketball and tennis courts, as well as fishing pond, covered pavilion and barbecue grills.

This Parks, Recreation, and Open Space plan for City of Lucas evaluates the existing parks and open space, considers possible opportunities for improvements, set goals and objectives, establishes standards for facilities.



## **COMMUNITY COMPOSITION**

The City of Lucas contains a total land area of approximately 9,856 acres. Approximately 74 percent (about 7,285 acres) of the land within the existing City is developed, while the remaining acreage is vacant or being used for some agricultural related purpose. Lucas currently has six parks (153 acres) utilized as parkland and has no planned or designated open space system. In addition the City of Lucas is located immediately adjacent to Lake Lavon, which provides opportunities for water based recreational activities, trails and open spaces.

## **PREVIOUS PARKS AND OPEN SPACE STUDIES**

The City of Lucas historically has had common visions for development of Parks & Open Space. Previous studies performed date back to 2001 when community planning involved City officials interacting with the citizens in the form of Town Hall meetings and questionnaires intended to gather preferences and opinions about parks and open space in the City. Preferences and opinions came from a sample of the population voicing a variety of choices. A 2001 study entitled "Lucas Parks and Open Space Master Plan" presented a detailed analysis of the park system, open spaces, possible programs and recreational opportunities available, and the detailed history of lands in the City. The study also painted an overall picture of the City's situation regarding these issues, described a strategy in which to develop a parks and open space master plan, and established goals and objectives outlining means to implement the proposed plan. Additional study was performed as a part of the 2004 City of Lucas Comprehensive plan which included an evaluation of the parks and recreational opportunities in the City and the current opportunities available and existing facilities available.

North Central Texas Council of Governments (NCTCOG) and Collin County have also prepared regional planning studies specifically addressing parks and trails plans for the greater Collin County area with the "2012 Regional Trails Master Plan" in which the City participated. This study was extensive and solicited input from every city within the

county in the planning effort and preparation of an organized approach for protection of lands and the development of regional trails that will integrate with other county planning efforts in North Texas.

In 2015, the City hosted several Town Hall meetings to provide forum to receive feedback from citizens and to address the parks, recreation, and open space needs. The town hall meetings, previous study, and ongoing changes to parks and recreation in the region will serve as a backdrop in describing the current opportunities as they exist today.

## **EXISTING PARKS AND OPEN SPACE**

Over the years, the City of Lucas has developed parks and preserved open space in accordance with community planning efforts. Figure 6.1 illustrates the existing parks and trails in City of Lucas. The existing parks and open space are described and evaluated as follows.

### **BROCKDALE PARK**

Brockdale Park was established in 2005 and is located at east edge of City of Lucas immediately next to Lake Lavon. Brockdale Park is 127 acres and has several amenities that have been developed. Figure 6.2 illustrates an aerial view of the Brockdale Park.

Brockdale Park embraces four main areas;

1. Recreational area
2. The Blackland Prairie Raptor Center
3. Trinity Trailhead at Brockdale Park
4. Boat ramp

The park provides a paved access road to these four areas. The recreational area is located at the north side of the park and is not open to the public except as groups. This recreational area includes the following facilities:

## CHAPTER 6 – PARKS AND OPEN SPACE

- Fishing pond
- Pavilions
- Covered picnic areas
- Outdoor cooking provisions
- Parking
- Restroom facilities

Brockdale Park Trailhead serves as a starting point for riders at the entrance via Brockdale Park Road, where parking, and loading/unloading areas are located for horseback riders in the park. Volunteers from the Trinity Preservation Association maintain the Trinity Trail that pass through the park. The facilities existing at Brockdale Park Trailhead include the followings and illustrated in figures 6.3 and 6.4.

- Loading/unloading area
- Parking area
- Lighting
- Restroom facilities with ADA considerations
- One pavilion
- Two picnic tables
- One round pen
- Watering places and tie bars for horses

Brockdale Park also serves as a boat ramp for boating activities on Lake Lavon. The boat ramp is concrete with ample parking for trailers and vehicles. Entrance to the boat ramp area is via Brockdale Road, facilities available at this area include:

- Access road
- Boat ramp
- Parking area

Figure 6.5 illustrates the boat ramp and the existing parking area next to it. As can be seen both Brockdale Park Road and the parking area are not in structurally well conditions and require maintenance.

### The Blackland Prairie Raptor Center

The Blackland Prairie Raptor Center is located in the middle section of the park. This center is a nonprofit, rehabilitation and conservation education organization. The mission of this organization is to preserve the environment through public education and conservation of birds of prey and wildlife in their natural habitat. The facilities existing at this center include the followings:

- Education mews
- Medium flight mews
- Native plant demonstration garden
- Prairie trails



FIGURE 6.2- BROCKDALE PARK, CITY OF LUCAS, TEXAS

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Pavilion



Picnic Tables



Restroom



Loading and Unloading Area

FIGURE 6.3- FACILITIES AVAILABLE AT BROCKDALE PARK TRAIL HEAD, CITY OF LUCAS, TEXAS



Information and Map for the Equestrian Trinity Trail



Round Pen



Watering Place for Horses



Hitching Post

FIGURE 6.4- FACILITIES AVAILABLE AT BROCKDALE PARK TRAIL HEAD, CITY OF LUCAS, TEXAS

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**Parking Area**



**Boat Ramp**



**Access Road**

*FIGURE 6.5- BOAT RAMP AREA, BROCKDALE PARK, CITY OF LUCAS, TEXAS*

### **KENNETH R. LEWIS PARK**

Kenneth R. Lewis Park is located adjacent to FM 1378 (Southview Dr.), near the southern side of the City. The park is approximately 5 acres and offers baseball/softball field and soccer field. About two thirds of the park is open space and undeveloped for use with other activities. An aerial photo of Kenneth R. Lewis Park is illustrated in figure 6.6.

The facilities at this park include the followings and they are represented in figures 6.7 and 6.8.

- Baseball/softball field
- soccer field and four available goals
- Bleachers with seating
- Score Board
- Paved walking track
- Parking lot area with reserved areas for people with disabilities
- A covered pavilion
- Restrooms with ADA considerations
- Water Fountain
- Storage Rooms

As can be seen in figure 6.8, the soccer field area is not marked. Considering the available facilities at this park such as score board and seating, marking the soccer field will significantly improve the quality of the soccer field and it will increase its utilization opportunities.



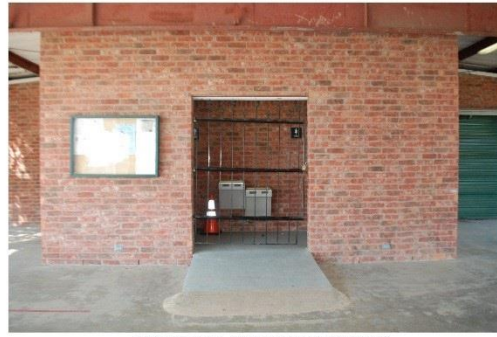


FIGURE 6.6- KENNETH R. LEWIS PARK, CITY OF LUCAS, TEXAS

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**Pavilion**



**Restrooms and Water Fountain**



**Parking Area**



**ADA Reserved Parkings**

*FIGURE 6.7- FACILITIES AT KENETH R LEWIS PARK, CITY OF LUCAS, TEXAS*



**Baseball/Softball Field and Bleachers With Seating**



**Soccer Field**



**Bleachers With Seating**



**Score Board**

*Figure 6.8- FACILITIES AT KENETH R LEWIS PARK, CITY OF LUCAS, TEXAS*

### **LUCAS COMMUNITY PARK AT CITY HALL**

The Lucas Community Park at City Hall is directly adjacent to the southern side of City Hall Parking Lot. Figure 6.9 illustrates an aerial photography of Lucas Community Park and Lucas City Hall. The park is approximately 3 acres and offers a 5-foot wide concrete sidewalk that circulates the park and a pavilion for picnics and barbeques for the City residents of Lucas. The parking area provided for the City Hall can be also utilized for the community park.

Following are the facilities available at Lucas Community Park at City Hall.

- One Pavilion
- Multi-purpose playground
- 5-foot wide concrete sidewalk
- Restrooms with ADA consideration
- Water fountain
- Several seating benches
- Hitching posts
- Community Center

Figures 6.10 and 6.11 also illustrate different facilities available at this community park. In addition, adjacent to the Lucas Community Park is the Lucas Community Center. The center has a capacity of 80 persons, mini kitchenette, tables and chairs available to City residents with a conference room, chairs and conference table.

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FIGURE 6.9- LUCAS COMMUNITY PARK AT CITY HALL, CITY OF LUCAS TEXAS



Pavilion



Multi-use Playground



Concrete Sidewalk with Benches



Restrooms

FIGURE 6.10- FACILITIES AT LUCAS COMMUNITY PARK AT CITY HALL, CITY OF LUCAS, TEXAS

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Picnic Tables



Hitching Post



Community Center

FIGURE 6.11- FACILITIES AT LUCAS COMMUNITY PARK AT CITY HALL, CITY OF LUCAS, TEXAS

## HIGHLAND PARK

Highland Park is located at Northeast edge of the city just off Snider Lane. This park is approximately 59 acres and has a minimal of services developed at the park. An aerial photography of Highland Park is presented in figure 6.12.

Highland Park Provides a boat ramp at the north end of the park for boating and fishing activities on Lake Lavon. The ramp is concrete with ample parking for trailers and vehicles. Entrance to the boat ramp area is via Highland Park Road. Available facilities at this park include the following.

- Parking area
- Boat ramp
- Restroom

Images of those facilities and some of the existing deficiencies at this park are presented in figure 6.13. As can be seen in this figure, the parking area and the access road are deteriorated, vegetated and they both require maintenance. The restroom is in very poor shape and it needs to be renovated. Moreover, most of the signs at the park has been shot and they need to be replaced.

As with Brockdale Park, the Trinity Trail passes through the Highland Park. There is a trailhead existing at this park that serves as a point for riders to unload and load their horses with an entrance area on Highland Park Road. The Trinity trail continues north past the limit of Highland Park to the north end of City of Lucas Limit near the North Texas Municipal Water District Treatment Plant as previously discussed. Available facilities at the trailhead existing in Highland Park include the followings.

- Loading/unloading area
- Restroom facility with ADA considerations
- One pavilion
- Watering place for horses

These facilities are represented in figure 6.14.



FIGURE 6.12- HIGHLAND PARK, CITY OF LUCAS, TEXAS

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**Boat Ramp**



**Parking Area**



**Restroom**



**Access Road**

*FIGURE 6.13- FACILITIES AVAILABLE AT HIGHLAND PARK, CITY OF LUCAS, TEXAS*



**Loading/Unloading**



**Pavilion**



**Restroom**



**Watering Area for Horses**

*FIGURE 6.14- FACILITIES AVAILABLE AT TRINITYT TRAIL HEAD AT HIGHLAND PARK, CITY OF LUCAS, TEXAS*



### **FOREST CREEK NEIGHBORHOOD PARK**

Forest Creek Neighborhood Park is located at North of City of Lucas next to Orchard Gap Lane. The Forest Creek Neighborhood Park is a small 2 acre park with several playgrounds and a soccer field. Access to the park from Country Club Road is via Orchard Gap Lane off Norfolk Lane. Figure 6.15 illustrate an aerial photography of this park. Facilities available at this park include the followings and some of these facilities are shown in figure 6.16.

- Small parking area with reserved spot for people with disabilities
- Multi-use playgrounds
- Soccer Field
- Covered gazebo
- Picnic tables



FIGURE 6.15- FOREST CREEK NEIGHBORHOOD PARK, CITY OF LUCAS, TEXAS

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**Multi-use Playgrounds**



**Picnic Tables and Gazebo**



**Soccer Field**



**Parking Area**

*FIGURE 6.16- FACILITIES AVAILABLE AT FOREST CREEK PARK, CITY OF LUCAS, TEXAS*

### **STONE GATE PARK**

Stone Gate Park is a private park located on north side of the city in the Stone Gate Neighborhood and is only accessible to residents of that neighborhood. This park is a very small neighborhood park occupying less than 1 acre next to one of the tributaries of White Rock Creek. An aerial photograph of this park is presented in figure 6.17. This park offers a multiuse playground, a small gazebo, picnic tables and a 2-foot wide concrete sidewalk that passes through the park. The sidewalk connects to a concrete trail that continues alongside the tributary of the White Rock Creek. This trail has been closed as it has collapsed in some sections due to inadequate design and lack of maintenance.

Facilities available at this park includes the followings and they are represented in figure 6.18.

- Picnic tables
- A small gazebo
- Multiuse playground
- A 2-feet concrete sidewalk



FIGURE 6.17- STONE GATE PARK, CITY OF LUCAS, TEXAS

## CHAPTER 6 – PARKS AND OPEN SPACE



**Gazebo**



**Concrete Sidewalk**



**Multiuse Playground**



**Picnic Tables**

*FIGURE 6.18- FACILITIES AVAILABLE AT THE STONEGATE PARK, CITY OF LUCAS, TEXAS*

As can be seen in figure 6.18, the playground and the gazebo were under construction by the time the visit to the park took place.

## **OPEN SPACES AND NATURAL FEATURES**

Open space represents the natural and agricultural through fields, pastures, prairies and woodlands. Open space in Lucas is predominantly privately owned except for the Lake Lavon Frontage. Public and private objectives may differ in regard to preservation of open spaces. The City's desire to preserve open spaces will depend on achieving common goals with private land owners and the public. The goal of maintaining open space should be continued with continued interaction between the City and land owners to determine common means to achieve these goals.

Other open spaces in Lucas are in the form of:

- Lake Lavon existing flood plain areas;
- Creeks and waterways;
- Existing sidewalks;
- Certain other vacant lands and rights-of-way;

All these open spaces can potentially allow for trails and trail connections.

The most important natural feature in Lucas is Lake Lavon and its tributary creeks. Constructed in 1954, the lake is owned and controlled by the U.S. Army Corp of Engineers. There are twenty areas along the lake designated for park use, including Highland Park and Brockdale Park which reside in Lucas. These parks provide water-based recreational opportunities that would otherwise not generally be available in the county. The City should continue to work with the US Army Corps of Engineers to maximize this resource for the citizens of the region.

## **TRAILS AND ACCESS EASEMENTS**

Currently Trinity Trail along Lake Lavon is the only trail in-use that exists in City of Lucas. The Trinity Trail is situated along Lake Lavon with scenic views of the lake and surrounding landscape. The trail extends to the southeastern City limit of Lucas, and north to a limit shared with North Texas Municipal Water District and the City limit boundary. This unpaved trail is 25.5 miles long and placed on the US Army Corps of

Engineers land along the Lake Lavon from East Fork Trail Head in Wylie in the South to the Giant Sycamore Loop to the North. Approximately 11 miles of the Trinity Trail passes through the City of Lucas. This trail enters City of Lucas in the south from Collin Park in St. Paul, and stretches north along the edge of the lake passing through Brockdale Park and Highland Park. This trail is only open to horseback riders and hikers, and the trail is maintained and operated by a group of volunteers named Trinity Trail Preservation Association (TTPA).

Moreover, the City owns couple of access easements in south part of the City which can be used for future trails in Lucas. In addition, the power transmission line property located in southern Lucas can be potentially utilized for future trails. The transmission line property can provide excellent connectivity between the Trinity Trail and existing access easements. The Trinity Trail, trail/access easements, and power transmission line are illustrated in figure 6.1.

### **Historical and Cultural Features**

Several historic landmarks exist in or near the City of Lucas. Some of these landmarks include:

- Fitzhugh Cemetery
- Forest Grove Christian Church
- McKinney Cemetery
- The First Christian Church
- Fitzhugh Mill, Well & Spring Site
- The Tonkawa Indian Campground
- The Strain's Store and home
- The Morrow Store and Home
- The First Baptist Church and Demonstration Club
- Lovejoy School



- Christian Family Barn
- Winningkoff Historical Marker
- Bait Sandwich Shop

While these are currently the only sites that bear historical markers, several other sites exist within the community. Historical landmarks in the city include those listed above and the First Christian Church. Preservation of the structures will be important to maintain a connection to the City's past. The City should continue to undertake the effort to maintain and recognize these historical features as part of the Parks, Recreation, and Open Space in the City of Lucas.

## **PLANNING PROCESS**

The current local planning effort started with Town Hall Meetings with City staff, park board members and residents. Meetings held were intended to allow City residents to express their opinions, desires and preferences on development and use of parks and open space in the City. This method of assessing needs and desires for parks and open space came directly from residents' perspectives.

As discussed previously, development of current parks, recreation and open space programs in surrounding and adjacent cities has increased the opportunities for many residents of those cities as well as residents of Lucas. In past planning processes, parks and open space development included recreational activities related to team and individual sports. However, based on information and opinions received from the citizens, limited support for expansion for team or individual sports was expressed by citizens during the Town Hall Meetings and Park Board Meetings.

However, the public expressed a strong desire for a trail system connected to the existing Trinity Trail and other trails. City planning should consider alternatives such as hiking, biking and horseback riding which may prove to be sensible choices that can integrate with other trail planning such as the Collin County Regional Trails Master Plan. Planners have prepared a conceptualized trail map (Figure 6.20) to illustrate how these activities can be accessed and used by City residents, and as expressed in town

hall meetings held in 2016. Trails established are intended for use as hiking, biking and horseback riding. The complete development of designated trails for use as described are likely to require additional physical controls such as gates and crossing culverts, property acquisition, right of way use and capital expenditures.

## **POSSIBLE OPPORTUNITIES**

Lucas community has a fortunate opportunity to enhance their parks and open space system as well as developing a trail network that will greatly enhance the quality of life for existing and future citizens. Considering the relative geographic distribution of parks, open spaces and natural features, and historical and cultural features, in addition to the opportunity for a cost effective system of accessible parks, open space, and trails, possible features which can be used are:

- Existing road rights-of-ways;
- Undeveloped road rights-of-ways;
- Existing flood plains;
- Undeveloped creek and drainage areas;
- Existing park sites;
- Vacant land adjoining parks, commercial areas, and schools;
- Existing school sites;
- Certain other vacant lands and right-of-way, allowing for trail connections and new park development.

Considering possible features that can be utilized for future parks, open space, and trails, alternatives are shown on the “Parks and Open space”, and the “Trails Alternatives” maps, figure 6.19 and figure 6.20.

Access to trails and the infrastructure needed to develop them should be evaluated thoroughly by the City. The trails presented in figure 6.20 are conceptual and for planning purposes only. Each alignment may have advantages regarding cost and

## CHAPTER 6 – PARKS AND OPEN SPACE

accessibility by residents and may serve different purposes, such as biking, hiking and horseback riding.

### North Texas Municipal Water District (NTMWD) Property

The North Texas Municipal Water District (NTMWD) owns a property of almost 232 acres in north area of Lucas just off the E Winningkoff Road, shown on figure 6.21. Preserving the land use of this parcel of land may prove vital in protecting open space and to maintain the use of this land favorable to the overall plan in the City for Parks, Recreation and Open Space.

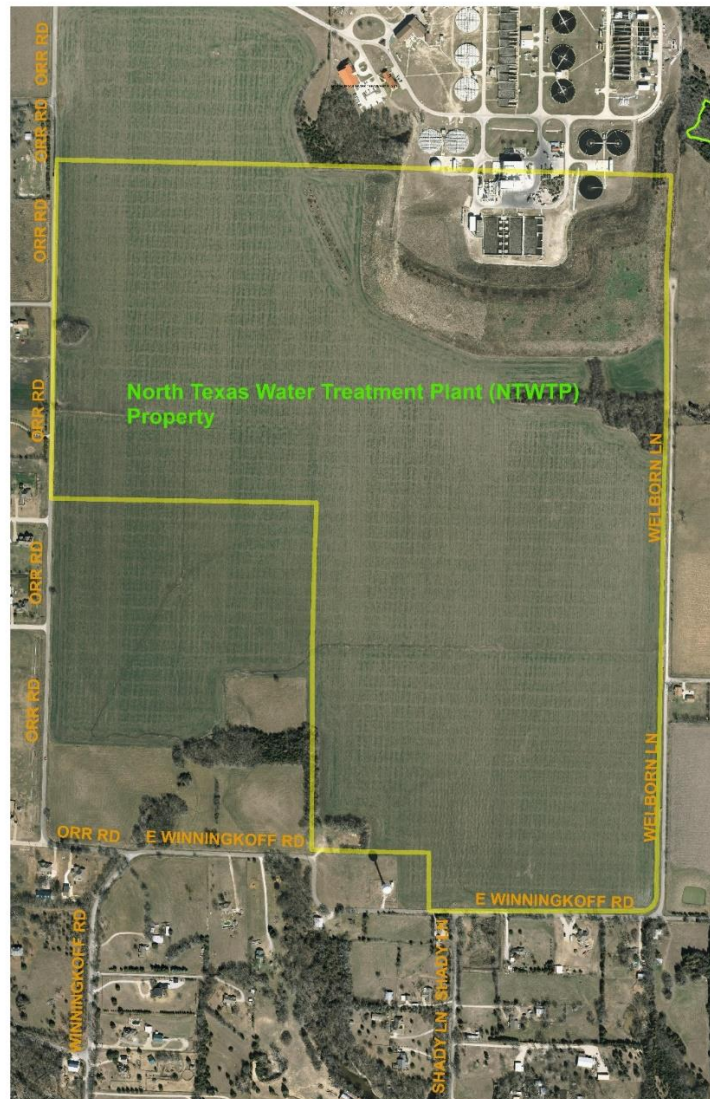


FIGURE 6.21- NORTH TEXAS WATER TREATMENT PLANT (NTMWP) PROPERTY

## **GOALS AND OBJECTIVES**

The City has continued to work toward achieving the goals and objectives established with previous comprehensive and community planning. By setting the goals and objectives, some results are evident and progress has been made. Recognizing the current achievements and a changed environment and surroundings, a revised set of goals have been outlined that share common themes that resonate with Collin County Open Space Strategic Plan:

### **GOAL 1.** Preserve natural environment and native ecosystems.

#### **Objectives:**

- Conserve and protect ecologically sensitive and naturally beautiful areas, e.g. flood plains along creeks, high points with scenic views toward Lavon Lake, etc.
- Establish and/or enhance green space and natural areas along flood plains, and promote public access to green belt areas with trail systems, e.g. equestrian/hiking trails, etc.
- Respect areas with steep slopes and/or scenic views, e.g. knolls and high points, etc.
- Encourage and promote water conservation through the use of native plant materials, xeriscape techniques, and other methods.
- Maintain high standards for groundwater quality due to the proximity of Lake Lavon.
- Maintain high standards for air quality.
- Encourage development types, which minimize impacts upon the community's natural resources and visual appeal.

**GOAL 2.** Provide a comprehensive Trail System Plan to include green belt and open space that is compatible with the environment and compatible with residential neighborhoods.

**Objectives:**

- Continue to revise and adopt comprehensive Parks and Open Space Plan that meets current preferences and reflection of changing environment in the region in 2016.
- Promote trail connections, and ensure greenbelt and open space dedication during the development review process.
- Create pedestrian, equestrian and bicycle linkages (connections) between residential neighborhoods, linear greenbelts, schools, public administrative facilities, and other activity centers, whenever physically and financially possible.
- Continue to adopt and finalize a detailed plan for necessary open space/trail easements to connect existing and future parks, schools, and neighborhoods into an integrated, low maintenance park and recreation system.
- Formulate and adopt policies and ordinances that protect the acquired/donated park land and open space easements.
- Utilize trails, wherever possible, to locally and regionally connect schools, parks and residential areas.
- Encourage the provision of pedestrian, equestrian, and/or bicycle pathways within large private developments.
- Design a parks and open space system that is interconnected and multifunctional, which protects important natural, cultural and visual resources while providing appropriate opportunities for recreation.
- Integrate locally planned trails with the "Collin County Regional Master Trail Plan".
- Coordinate planning efforts with those of adjacent cities.

**GOAL 3.** Develop and maintain the new Lucas parks and open space system.

**Objectives:**

- Determine actual maintenance cost currently needed to maintain existing parks.
- Undertake the necessary effort to determine maintenance costs and capital investment costs associated with acquiring and/or developing new parks and open space.
- Allocate sufficient funding to maintain existing and future parks and open space before new parks and open space are acquired and/or developed
- Formulate and adopt policies and ordinances that protect existing park facilities.
- Revise plans on a regular basis.
- Use training provided by other agencies to build the City's expertise.
- Explore cost sharing options such as Federal, TxDOT grants, or “Keep Lucas Beautiful” for fund raising.

**LOCAL PRIORITY NEEDS**

In order to most effectively address the forgoing goals and objectives, the following local priority needs should be addressed in the order listed:

1. Determine actual costs associated with maintaining existing parks and open space system.
2. Plan, fund and construct low maintenance multi-use trail system.
3. Formulate a method for obtaining trail/open space easements/use agreements. Also, formulate and adopt policies and ordinances to protect the donations/acquisitions as necessary.

4. Determine accurate costs associated with maintaining future parks and open space before acquiring/developing.

In addressing the foregoing local priority needs, the plan and recommendations sections below have been formulated and should be considered in relationship to the above Goals and Objectives section.

## **PLAN AND RECOMMENDATIONS**

The purpose of the plan and recommendations is to provide community direction in a constantly changing environment. Under existing and currently projected conditions and circumstances, the City of Lucas parks, open space and recreational needs will be well satisfied if the community will work together in organizing, programming, promoting, operating and maintaining the existing and proposed facilities. The costs of private and public time and money will be well spent if the plan recommendations are followed and updated on a regular basis. Few things have so positive an effect on the quality of life in a community as a well-executed plan for a community's parks, open space and recreational facilities.

Acceptance of these plan recommendations does not mean that every proposed facility will be built. Rather it means that there is an overall vision, which will guide the larger, long-range picture of the City's future. These recommendations should be helpful to future decision-making as each plan component is gradually considered for implementation or revision.

Basic principles for the successful development of parks and recreational facilities exist as a guide in communities of all sizes and types. These guidelines provide specific information to community leaders who understand their community's goals, but who need additional guidance throughout the planning process. While useful, such arbitrary standards must be considered as they relate to the specific needs and characteristics of the community in which they are applied. As such, modifications will be needed to reflect the unique character of the Lucas community.

- Equestrian, hike, and bike trails, greenbelts, parkways or paths should be provided to connect large recreational areas, providing access, scenic views and recreational opportunities.
- In most cases, active recreational areas should be separated according to the user's ages, primarily to protect younger children from injury. Some areas should be designated for use by all ages so entire families can enjoy them.
- Recreational areas should be accessible by the age group they are designed to serve. For example, neighborhood playgrounds usually serve an area with a radius of one-half mile, which is a reasonable distance for a child to walk. Care should be taken to ensure that safe pedestrian routes provide access to these facilities. Larger facilities that are designed to serve all members of a family can be accessible by automobiles, thus serving users up to five miles away.
- Combined municipal and school recreational facilities should be used to serve the community and prevent the construction of redundant facilities. If possible, school recreational areas should include parking, drinking fountains and restrooms and should remain open on weekends and during the summer months.

## **FACILITY STANDARDS**

When specific implementation measures are being planned, specific design criteria should be developed and considered prior to beginning construction drawings or purchasing equipment.

### Trails

When designing future trails, the following criteria should generally be followed:

Trail Width: 14 feet preferred; 10 feet minimum.

Trail Material: Asphalt, concrete, gravel, decomposed granite or earth depending on



function.

Material selection for trails is highly affected by the type and use of the trail. Asphalt and concrete as bonded material are friendlier to pedestrians and bikers. However loose material such as gravel or decomposed granite or earth are friendlier to horses. In addition cost of these material affects their selection, usually bonded material will initially cost more than loose material but in future bonded material require lower maintenance.

Node locations: Shady, convenient areas at destinations or points of frequent trail access/egress.

Node Amenities: Lighting, drinking fountain, seating or benches, way finding or signage, seasonal plantings, change in paving pattern, and incorporation of existing trees for shade.

Street ROW Portions: Where possible, soften edges with tree and shrub plantings; provide an 8-foot sidewalk.

Street Crossings: Stripe and sign for pedestrian crossing; provide handicap ramping in compliance with ADA requirements.

Trail Drainage: Provide drains at low areas; slope to avoid puddling; provide culverts or design to accommodate areas of sheet flow where crossing drainage flow.

Interpretation: Provide markers at natural features of interest.

## Playgrounds

The selection-of-play equipment for future playground areas and for playground upgrades should generally follow the guidelines described below:

Site Safety: All playground equipment should be located in a manner that observes the recommended use zones and fall zones, and should have the appropriate depth of resilient safety surfacing placed around and under the equipment. The surfacing material should not prevent reasonable access by persons with physical disabilities.

**Access and Egress:** Each play item should be accessible to the intended user and not overtax their developmental ability. Multi-component structures should provide for a variety of graduated skill levels for user access and egress. Handicapped access and use should be considered and evaluated for each play area.

**Swings:** Swings should only be placed in the play environment if they can be located out of the general path of safety. Where space permits, there should be a minimum of six swing positions provided for each playground area. A minimum of one swing position should be accessible to persons with physical disabilities. Swing top rail height should not exceed ten feet.

**Slides:** A variety of sliding experiences should be provided as either freestanding units or part of a multi-component play structure. Freestanding slides should not be higher than six feet. Sliding poles are not recommended for children under the age of five. At least one sliding device should be accessible to persons with physical disabilities.

**Climbers:** A range of climbing opportunities should be made available that provide a variety of challenge levels. The climbing component's material, size, and direction of climb should vary. Climbers may also be used to promote socialization. A structure such as a geo-dome allows several children to use it in different manners at the same time. Climbers offering opportunities for children to move their bodies in, out and through spaces are recommended. An accessible climber should be provided.

**Balance and Movement:** At least one type of balance activity should be provided in each play area. Balance equipment includes balance beams, net climbers, suspension bridges, chain walks, tunnels and spring platforms.

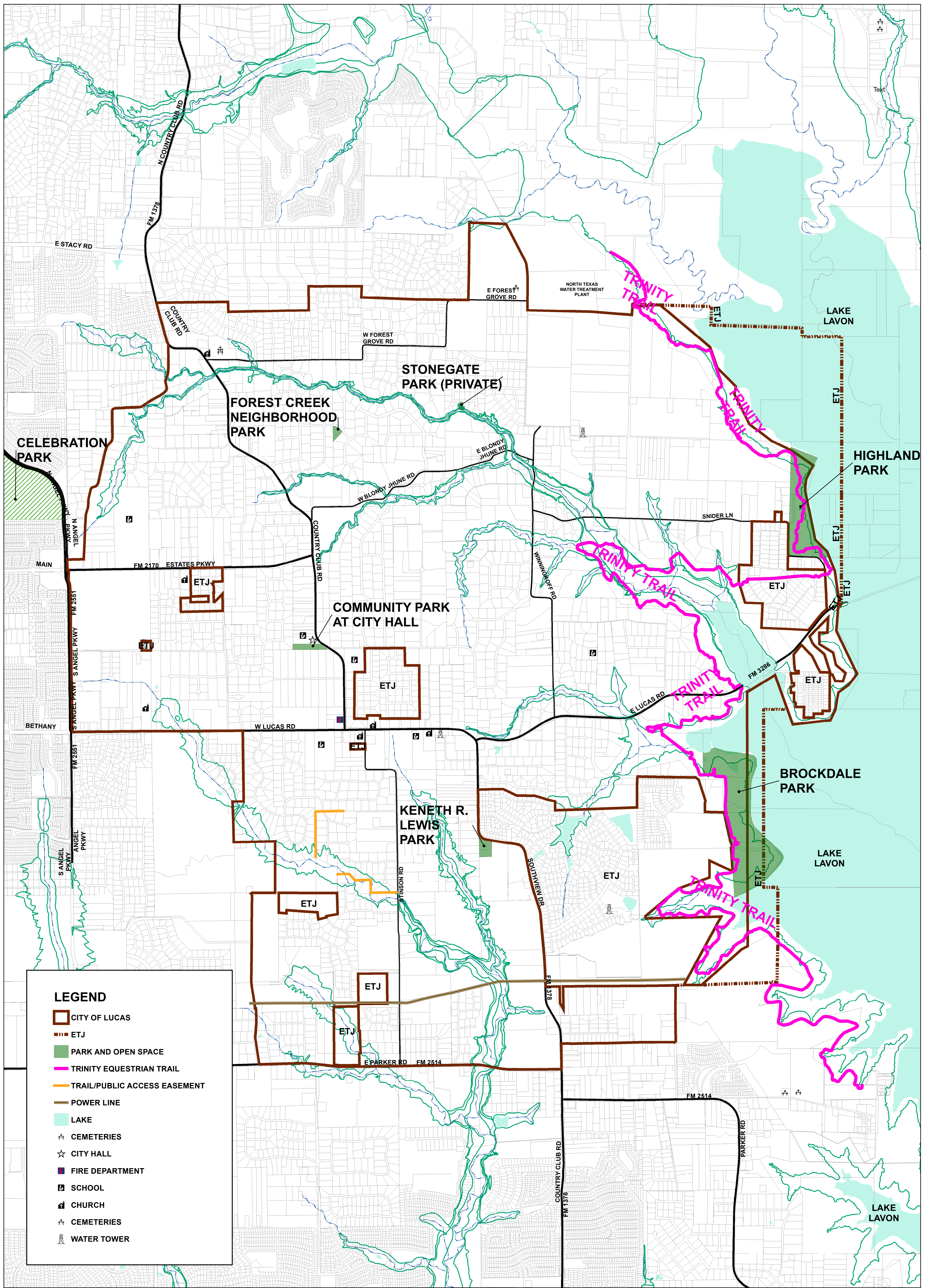
**Upper Body Development:** At least one apparatus that increases upper body strength and coordination should be provided for each playground. Accessible apparatus should be provided. The apparatus may be freestanding or part of a multi-component play structure. Design for the open space/trail system should consider the following general guidelines.

**Open Space Width:** Average of 50 feet with larger widths as needed and available at nodes.

### Greenbelts

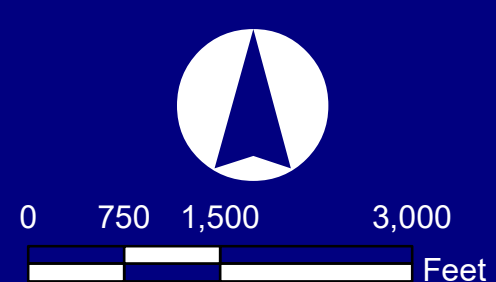
Green Belts are often created in communities to serve as scenic areas and protective buffers. They are open spaces composed of parcels of land that are adjacent to streams, homes, roads, lakes, parks, or neighborhoods. Signs and buildings are generally discouraged within these areas, but farming, grazing and recreational uses are allowed, as are rights-of-way to private property. Often Green Belts are established to protect flood plains and reduce water pollution along streams and natural drainage ways. Picnic and recreational areas that are allowed to remain in their natural state may be used during warm weather when there is little danger of flooding, though insect infestation may limit their use for this purpose.

As mentioned in the Goals and Objectives section, NO parks and open space acquisition and/or development should occur before associated long-term maintenance costs are accounted for. Agreements should be sought with the various entities involved (the County, local school system, civic groups, organized sports groups, etc.) to ensure the extended usefulness and safety of the new park facilities.

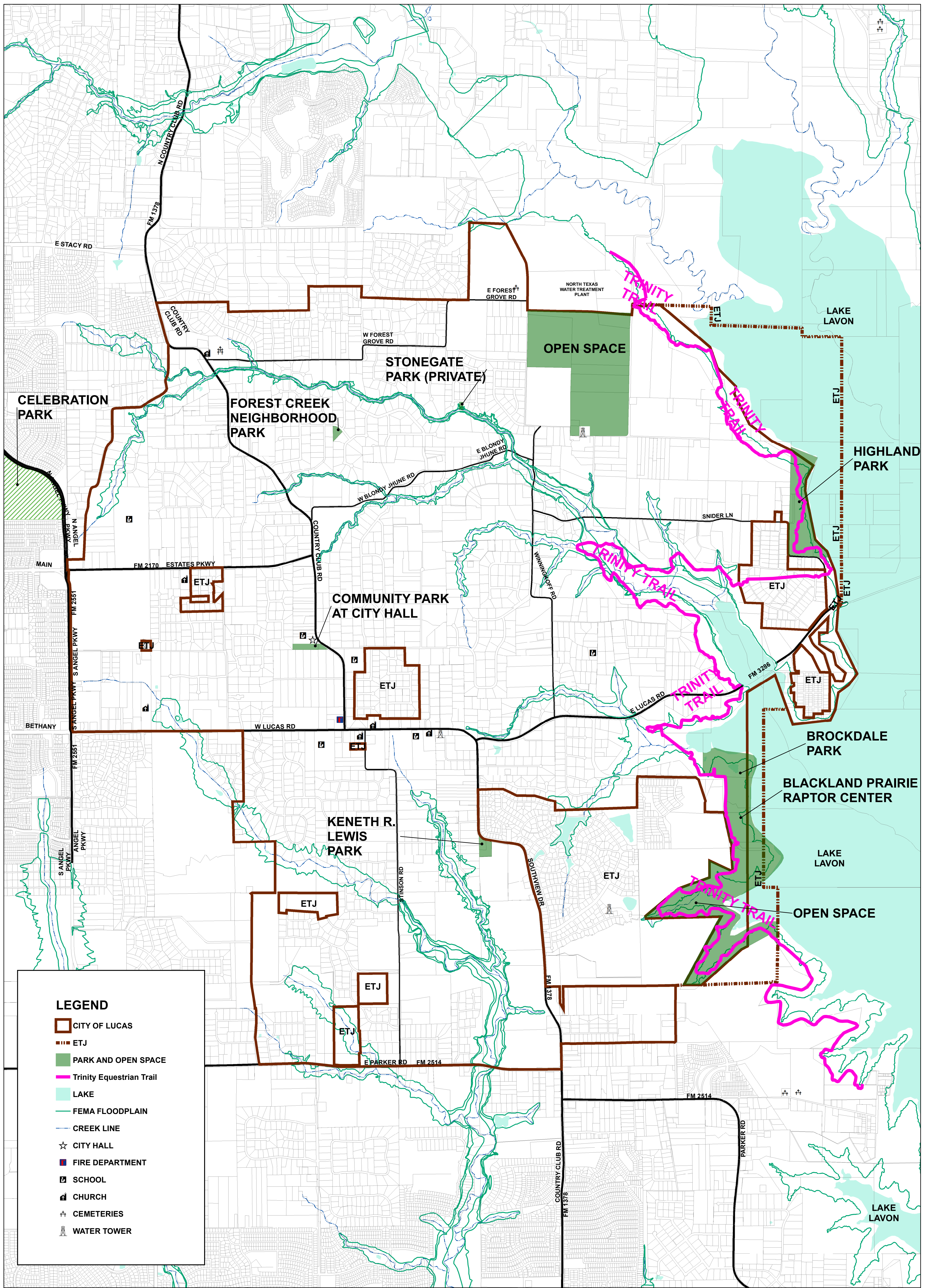


Draft 04/14/2016

**FIGURE 6.1  
PARKS AND OPEN SPACE  
CIT OF LUCAS, TEXAS**

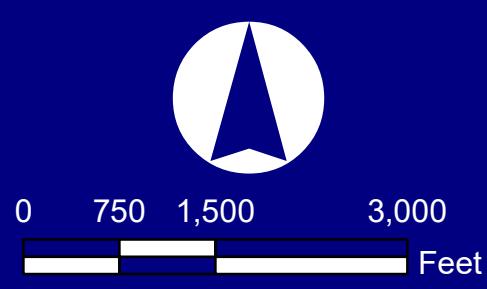


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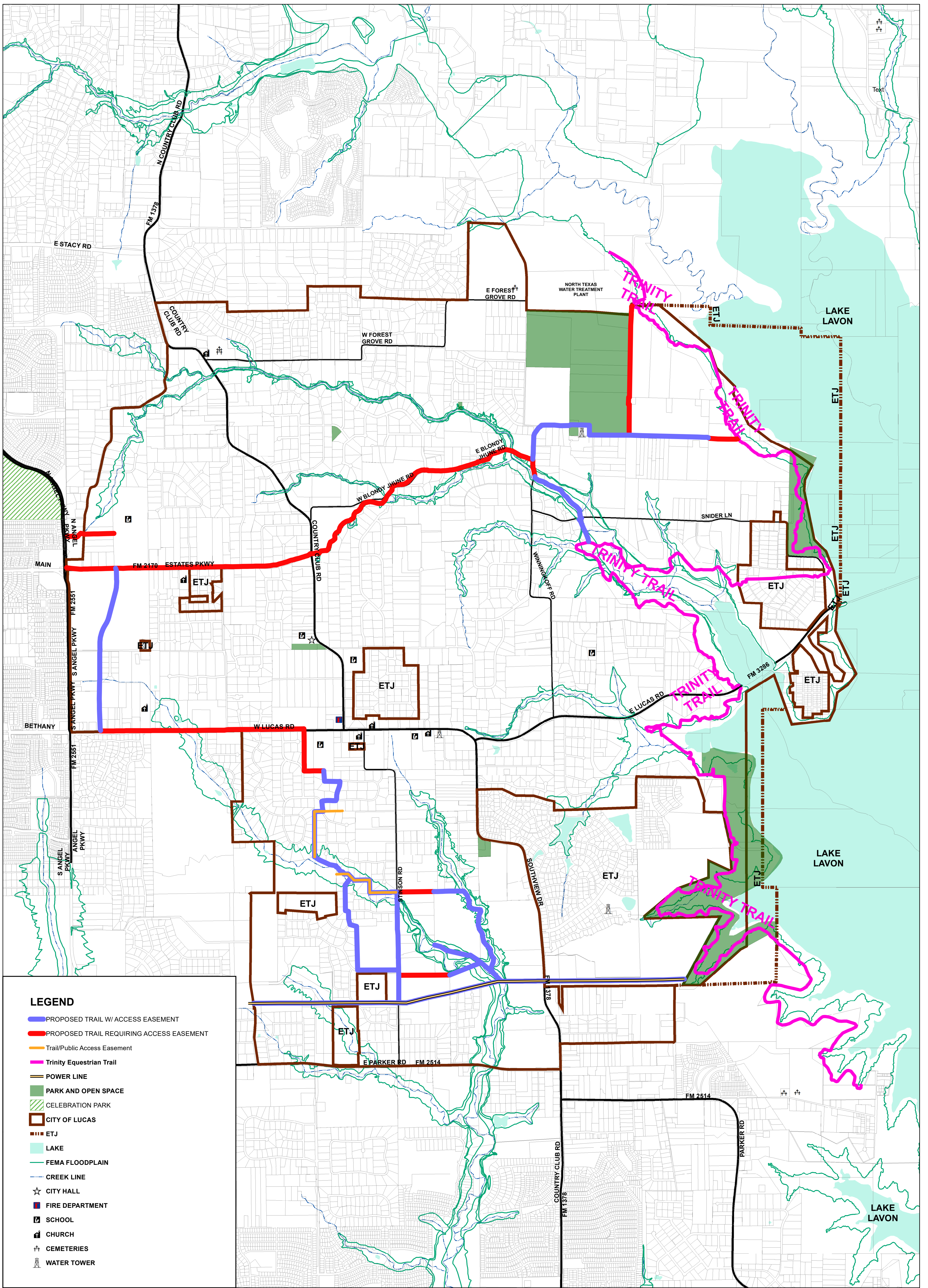


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**FIGURE 6.19  
FUTURE PARKS  
AND OPEN SPACE  
CITY OF LUCAS, TEXAS**

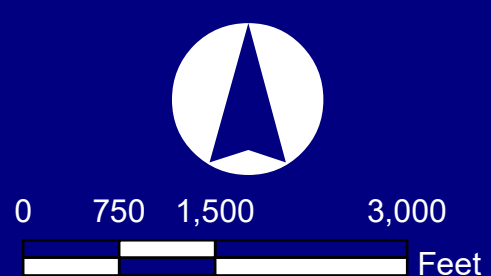


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**FIGURE 6.20  
TRAILS ALTERNATIVES  
CIT OF LUCAS, TEXAS**



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