

2015

Pearland

COMPREHENSIVE PLAN



SECTION 7

Land Use and Character

Pearland has a long and established history of land use planning that continues with this latest update of its long-range Comprehensive Plan. Since 2006 the City has also utilized a Unified Development Code (UDC) to better coordinate and manage all aspects of land development regulation. At that point the City also expanded to all principal streets a Corridor Overlay District, which is another available mechanism, through zoning, to enact the quality-focused aspects of its land use priorities. As with any effective planning process, the City regularly revisits its assumptions and strategies to stay responsive to market dynamics and ensure that ultimate outcomes on the ground are as intended. An interim update effort in 2009 dealt with a series of very specific land use policy and map issues.

The positive results of this land use planning legacy have come to fruition even more quickly with the rapid growth experienced in Pearland in recent years. Along with guiding the location,



Pearland Town Center has added a walkable, mixed-use destination for residents and visitors

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types and intensities of land use that are possible across this roughly 70 square mile community, the City's planning focus is increasingly turning to redevelopment considerations. Given how Pearland is hemmed in by the jurisdictions of other area cities, the City has a relatively known and fixed amount of land in its incorporated area and extraterritorial jurisdiction (ETJ) for which future possibilities must be contemplated.

Together with tax base implications, key drivers of such planning include the desire for quality residential development and housing options; convenient shopping and services, including a growing medical footprint; appropriate areas for industrial activity; and effective siting and design compatibility of public facilities and recreational lands, including a new University of Houston-Clear Lake campus in Pearland since 2010. Additionally, given Pearland's place in the world and the area's flat landscape, some amount of land must necessarily be allocated to large-scale stormwater detention basins to minimize flooding risk while also providing further recreational opportunities for residents.

Land Use and Character Context

The preceding topical plan sections provide important context for this Land Use and Character section:

Growth Capacity and Infrastructure

- The outlook and key considerations for how remaining developable land in the incorporated city and ETJ should be used, especially with regard to the long-term fiscal implications for City government.

Mobility

- Related to the Growth Capacity and Infrastructure point above, concern about the traffic implications of potential types or densities of residential use that are still to be built in Pearland in the coming decades.

Housing and Neighborhoods

- The need for a greater range of housing options in Pearland, still in a quantity that is well less than the extent of land devoted to single-family detached dwellings, but in

suitable forms and locations to meet the needs of key demographics as they move through the "life cycle" (i.e., young singles, "double income no kids" couples, families with children, empty nesters, and seniors at various stages of independence and care needs).

- The potential for more multi-family residential uses in Urban character settings and forms (i.e., internalized design with no external access to individual units) versus much more "garden" style apartments.
- The outlook for more widespread redevelopment activity and infill construction as the community approaches build-out and greater attention turns to upgrading or replacing older housing stock.

Economic Development

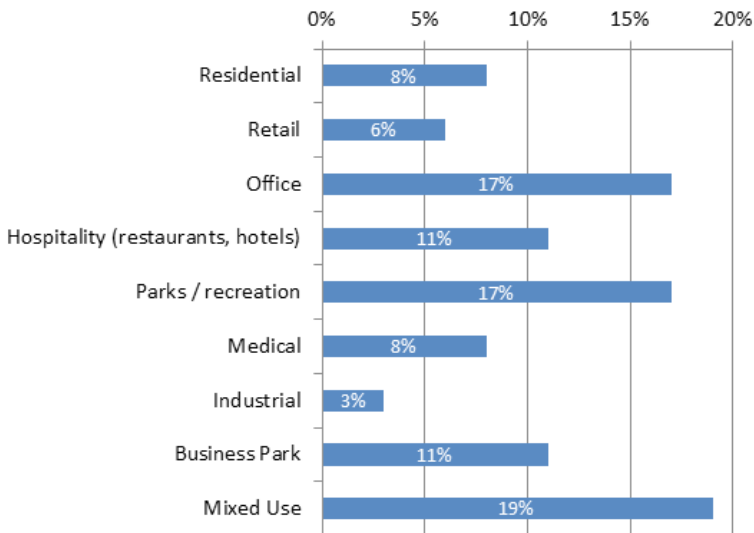
- A continuing focus on optimal corridor development (e.g., FM 518/Broadway) and needed redevelopment along older corridors (e.g., SH 35)
- An even greater emphasis on community image and aesthetics, especially at key gateways and other high-profile locations in the city, including along major corridors.

Parks and Tourism

- The potential for more mixed-use development in targeted areas of Pearland (e.g., Lower Kirby, Old Townsite) that could include desired entertainment and cultural offerings for both residents and visitors.
- The need for direct acquisition of more public parkland ahead of development, when suitable land is still available and not yet at elevated prices, rather than acquiring it in conjunction with development and mostly through the parkland dedication mechanism.
- The potential for a future multi-purpose events venue in Pearland, which would require a relatively large site, especially to accommodate associated parking, and which should be in a location that places the facility in close proximity to complementary hospitality uses such as hotels and restaurants.

Additionally, in an informal polling exercise during a Comprehensive Plan Advisory Committee meeting, committee members were asked, "What is your

general sense of the types of land use most needed in Pearland considering remaining developable land [with the opportunity to select three]?" The resulting distribution of responses was:



LAND USE PLAN UPDATE 2009

The last comprehensive review of the City's land use planning policies and associated Land Use Plan map, in 2009, led to six stated objectives with related points under each, as listed below. These objectives also continue to provide important context for this and other sections of this updated Comprehensive Plan.

1. Conserve Existing Neighborhoods
 - a. Preserve existing residential uses.
 - b. Designate appropriate land use for transition areas between residential and nonresidential uses to safeguard our neighborhoods while allowing for growth and expansion of local businesses.
2. Enhance Long-Term Economic Development
 - a. Consider future annexation of airport property.
 - b. Formulate a land use plan and appropriate zoning for airport area.
 - c. Preserve existing industrial land.
 - d. Consider increasing industrial land by future annexations.
 - e. Designate additional land for office use.
3. Coordinate Land Use with Transportation
 - a. Encourage retail/commercial nodes at major street intersections to prevent strip or

commercial development.

- b. Encourage residential retail nodes in proximity to residential uses to serve neighborhood needs.
 - c. Encourage higher-density, mixed-use, transit-oriented and pedestrian-friendly development along the future multi-modal/mass transit SH 288/Kirby corridor.
 - d. Plan for future growth by prospective annexation of sensitive areas along future corridors.
4. Encourage Regional Detention
 - a. Maximize development potential of vacant land.
 - b. Amenitize detention areas and incorporate with the parks plan.
 5. Identify Future Community Facilities and Services
 - a. Demarcate areas to provide adequate facilities.
 6. Identify Implementation Strategies
 - a. Identify changes to Future Land Use Plan, Comprehensive Plan, and Unified Development Code.

Legacy of Past Long-Range Planning

In considering the extent of change Pearland had experienced during the 1990s, and then looking ahead to needs and priorities for the next several decades, the City's 1999 Comprehensive Plan outlined the following aspirations related to land use:

- Providing well-defined residential neighborhoods with centrally located parks and recreational open space sized to meet the needs of the surrounding neighborhood unit. Low-density, single-family residential housing should surround the park with community facilities (such as churches, daycare centers, schools, libraries, and fire stations). Medium- and higher-density residential uses should be located along the periphery of the neighborhood.
- Concentrating local retail, offices, and services into nodes centered at the intersections of major thoroughfares instead of continuous commercial strips. Major retail nodes should have a maximum of 50 acres, and minor retail

nodes should comprise 25 or fewer acres, with each type of node distributed around an intersection's four corners. Medium- and higher-density residential uses are also appropriate for these nodes.

- Establishing an attractive business park environment along the SH 288 corridor by providing adequate access; identifying and distinguishing between preferred uses, limited uses, and undesired uses; and establishing appropriate design standards. The business park should include corporate headquarters, research facilities, office buildings, and light manufacturing facilities, but also provide flexibility for a variety of uses. However, commercial strip development and open sales lots and storage yards should be discouraged. Land use controls should be implemented through Planned Development zoning or by establishing a Corridor Overlay District or a new zoning district specifically for this corridor.
- Designating sizeable areas for industrial and light industrial economic development. Three districts were depicted: North Central District, South Central District, and Northwest District.
- Establishing Pearland Parkway as a central axis linking many of the city's major recreational, educational, and institutional assets. The plan defines this parkway as a broad landscaped thoroughfare connecting parks, or a landscaped string of land paralleling or running in the center of a thoroughfare. The thoroughfare should accommodate vehicular, bicycle, and pedestrian traffic.
- Reinventing the Old Town area as a modern, walkable "Village District" containing a compatible mix of residential and nonresidential uses. To do this, the plan suggests utilizing the present street and alley grid as a framework; developing corridors of large shade trees along Broadway and Main within the limits of the district; devising zoning standards that are more flexible and more sensitive to design issues than conventional zoning; enhancing the individual characters of each of the four quadrants that comprise the Village District; and identifying, protecting and preserving historical buildings that reflect Pearland's heritage.
- Developing a restaurant and entertainment district in a park setting with convenient

regional access. This area should be enhanced by wooded areas, nature preserves, and developed lakes, offering attractive lakefront uses (including restaurants with outdoor dining, a retail center with craft shops, a coffee house, boutiques, breakfast/lunch café, a microbrewery, and an amphitheater) and recreational activities. The land uses in adjacent areas should complement this area by including mid-rise office use and medium- and high-density residential use. A several hundred acre site known as the David L. Smith Project was acquired and planned to be used for this purpose.

- Preserving major drainage ways as open space, recreation corridors, and natural habitat. Linear parks were recommended to be developed along four drainage ways to offer attractive spaces for public use trails that would connect many neighborhoods, businesses, and public facilities.
- Developing a series of gateways within and around the periphery of the city to define and enhance Pearland's regional identity. The plan discusses additional landscaped and lighted entryway signs at various locations, six community parks located along the edges of the planning area, and mass tree planting in the large areas of open space located on the four corners of some major intersections.

The 1999 Comprehensive Plan also established the following land use designations for purposes of mapping areas for particular uses (with more categories added through the 2009 Land Use Plan Update as reflected on Land Use Plan maps since that time):

- | | |
|---------------------------------|---------------------------------|
| ■ Low Density Residential | ■ General Business |
| ■ Medium Density Residential | ■ Light Industrial |
| ■ High Density Residential | ■ Industrial |
| ■ Manufactured Housing | ■ Village District |
| ■ Retail, Offices, and Services | ■ Business Park |
| ■ Office | ■ Public/Semi-Public |
| | ■ Parks and Open Space |
| | ■ Drainage and Flood Protection |

Status and Outlook for Land Use

LAND USE PLAN

A future land use map is intended to show the general pattern of uses anticipated and/or desired in and around the community in the years ahead. The map indicates the type of use that is expected to

predominate in an area based on what is already on the ground and will likely remain or possibly evolve over time, as well as projected new development. Additionally, it is recognized that, for some land use designations, other complementary uses may also remain or emerge in an area of the city along with the predominant use types.

Specific locations are not always known for certain use types, such as for some future public facilities (e.g.,

Future Land Use Planning versus Zoning

The City's development regulations are among the primary tools for implementing this policy document. The zoning regulations, in particular, play a significant role in establishing and protecting the physical character of the community. These regulations delineate land use districts and the types of uses permitted within them, together with minimum site area and maximum building height requirements and standards for parking, landscaping and signage. As a result, the zoning regulations, together with the City's subdivision regulations where applicable, largely direct development outcomes. This is important since it provides a regulatory context in which local land use decisions may be made to foster a prosperous economy, a sustainable environment, and a high quality of life for residents.

Although this Land Use and Character section and associated Land Use Plan map provide only general planning guidance, their role is especially relevant since it can lead to updates and rewrites of the zoning regulations and district map. It is only through the official zoning map and the ongoing zoning administration process that binding, legally enforceable decisions are made about property uses and compatibility on a case-by-case basis. Adoption of this Comprehensive Plan, including the Land Use Plan map, does not mean that the City's zoning approach or mapping will automatically change. This is partly because there is a timing aspect to zoning, meaning that a future land use plan generally indicates ultimate desired outcomes while a zoning map may reflect interim situations or existing, stable land uses that are not expected to change in the near future.

The side-by-side comparison below highlights the distinct purposes and uses of a future land use map relative to a zoning map.

Future Land Use Map

Purpose

- Outlook for the future use of land in the community
- Macro level – generalized development patterns

Use

- Guidance for the City's zoning map and related decisions (zone change requests, variance applications, etc.)
- Baseline for monitoring consistency of actions and decisions with this Comprehensive Plan

Inputs and Considerations

- Existing land use in the City
- The locational aspects of community planning priorities involving economic development, housing, infrastructure, parks and recreation, public facilities, etc.

Zoning Map

Purpose

- Basis for applying different land use regulations and development standards in different areas of the community ("zones")
- Micro level – site-specific focus

Use

- Regulating development as it is proposed – or as sites are positioned for the future with appropriate zoning (by the owner or the City)

Inputs and Considerations

- Comprehensive Plan and future land use map for general guidance
- Protecting existing neighborhoods from incompatible redevelopment or infill, and fringe areas from premature urban development
- Zoning decisions that differ substantially from the general development pattern depicted on the future land use map should indicate the need for some map adjustments the next time this plan is revised

TABLE 7.1, Designations on Land Use Plan Map

Source: Kendig Keast Collaborative

Designation	Predominant Use	Characteristics	Most Closely Associated Zoning District(s)
Suburban Residential	Single-family detached dwellings	Four subcategories from previous Land Use Plans consolidated, with a recommendation later in this section to explore a residential "flex" zoning district that would offer a range of lot size options by right with associated standards to ensure compatibility	<ul style="list-style-type: none"> Residential Estate (RE) Suburban Residential (SR-15) Suburban Residential (SR-12)
Low Density Residential	Single-family detached dwellings	Minimum lot sizes between 8,800 square feet and 12,000 square feet	<ul style="list-style-type: none"> Residential Estate (RE) Single-Family Residential (R-1)
Medium Density Residential	Single-family detached dwellings including patio homes, plus townhomes	Minimum lot sizes between 5,000 and 7,000 square feet for single-family residential; 3,000 square feet for townhomes	<ul style="list-style-type: none"> Single-Family Residential (R-2, R-3, R-4) Townhouse Residential (TH)
High Density Residential	Multiple-family dwellings	Apartment developments	<ul style="list-style-type: none"> Multiple-Family Residential (MF)
Offices	A variety of business, professional, and organizational office development		<ul style="list-style-type: none"> Office and Professional (OP)
Detention	Sites dedicated to regional storm water detention, some of which are designed also to offer recreational amenities		Any district
Park	City park sites and land (plus Tom Bass Regional Park)		Any district
Recreation and Open Space	Private golf courses and open space areas along and near creeks and some storm water detention sites		Any district
Public / Semi-Public	Public and semi-public sites and facilities, including schools, government buildings, and cemeteries		Any district
Retail, Offices and Services	Variety of office and retail development		<ul style="list-style-type: none"> Neighborhood Service (NS) Office and Professional (OP) General Business (GB)
Village District	Residential, retail, office, and public/semi-public uses within Pearland's original town site area	Mixed use	<ul style="list-style-type: none"> Old Townsite (including subdistricts for General Business, OT-GB; Mixed Use, OT-MU; and Residential, OT-R)
Lower Kirby Urban Center	Special designation in an area where the Spectrum zoning district currently applies but for which a form-based development code approach was explored		<ul style="list-style-type: none"> Spectrum District (SP1-SP5) and zoning categories recommended in the Lower Kirby Urban Center Plan
288 Gateway	Large office and medical complexes/campuses and complementary retail uses/centers, with vertically integrated residential uses, all of high quality		<ul style="list-style-type: none"> Business Park - 288 (BP-288)
Cullen Mixed Use	Designation to support the Cullen - Mixed Use zoning district		<ul style="list-style-type: none"> Cullen - Mixed Use (C-MU)
Garden / O'Day Mixed Use	Designation to support the Garden / O'Day - Mixed Use zoning district		<ul style="list-style-type: none"> Garden / O'Day - Mixed Use (G/O-MU)
Light Industrial	Manufacturing, assembly, high-tech industries, etc.		<ul style="list-style-type: none"> Light Industrial (M-1)
Industrial	Heavier industrial uses		<ul style="list-style-type: none"> Heavy Industrial (M-2)
Business Commercial	Retail businesses		<ul style="list-style-type: none"> General Business (GB) General Commercial (GC)
Airport	Pearland Regional Airport		N/A (in ETJ)

TABLE 7.2, Acreage in Land Use Plan (Map 7.1)*

Source: Kendig Keast Collaborative

Land Use Category	Acreage	Percent of Total
Suburban Residential	2,257.7	5.1%
Low Density Residential	17,219.4	38.7%
Medium Density Residential	7,501.3	16.9%
High Density Residential	535.1	1.2%
Offices	226.4	0.5%
Detention	495.6	1.1%
Park	1,249.2	2.8%
Open Space	1,635.8	3.7%
Public / Semi-Public	1,448.9	3.3%
Retail, Offices and Services	1,749.6	3.9%
Village District	398.2	0.9%
Lower Kirby Urban Center	1,153.9	2.6%
288 Gateway	1,420.5	3.2%
Cullen Mixed Use District	99.6	0.2%
Garden/O'Day Mixed Use Dist	559.1	1.3%
Light Industrial	3,799.0	8.5%
Industrial	1,178.3	2.6%
Business Commercial	910.4	2.0%
Airport	295.0	0.7%
Major Nodes	152.5	0.3%
Minor Retail Node	192.8	0.4%
Residential Retail Nodes	26.3	0.1%
Totals	44,504.6	100.0%

* NOTE: All calculations were made using Geographic Information System (GIS) data and mapping and are intended for general planning purposes only as the data is approximate and does not have the accuracy of on the-ground land surveys.

schools, fire stations, parks, etc.), as well as places of worship, which often locate in or near primarily residential areas. Some uses are highly market-driven, with their timing and particular location dictated by the extent and pace of other types of development. This includes the typical trend of retail uses following residential “rooftops” – and typically locating at key roadway intersections. The location and extent of multi-family development can also be difficult to predict ahead of housing market trends and cycles, as well as developer interest in whether, where and when to bring this product to market.

Provided in **Table 7.1, Designations on Land Use Plan Map**, are descriptions of the categories used on **Map 7.1, Land Use Plan**. The City’s previous

adopted Land Use Plan map is also included in this plan section for information and comparison. Many categories on both the new and previous maps originated with the City’s 1999 Comprehensive Plan, others were carried over or added through the 2004 plan update, and the new map version reflects changes summarized in the Further Evolution in Land Use Plan section below. Map 7.1 also reflects separation of the previous “Parks” category from new “Detention” and “Recreation and Open Space” categories as itemized in Table 7.1. Finally, it should be noted that the officially adopted Lower Kirby Urban Center plan and proposed development code and the Grand Boulevard: Pearland Old Townsite Master Plan are considered appendices to and a part of this Comprehensive Plan.

Compiled in **Table 7.2, Acreage in Land Use Plan (Map 7.1)**, are the relative amounts of land within each of the Land Use Plan categories. As in most suburban communities, areas for single-family detached dwellings (primarily the Suburban and Low Density Residential categories) account for the largest land use share, at 44.2 percent here. Light Industrial is another prominent category at 8.4 percent. A separate mapping exercise, completed by City staff in Spring 2014, quantified the proportion of land inside the City limits that is within each current zoning district. As presented in **Table 7.3, Acreage in Zoning Districts**, these numbers reflect the cumulative results of past land use planning efforts and subsequent plan implementation through administration of the City’s UDC.

In an informal polling exercise during a Comprehensive Plan Advisory Committee meeting, committee members were asked, “Does Pearland need more lot sizes for home building on the larger end of the spectrum, or the smaller end?” The resulting distribution of responses was:

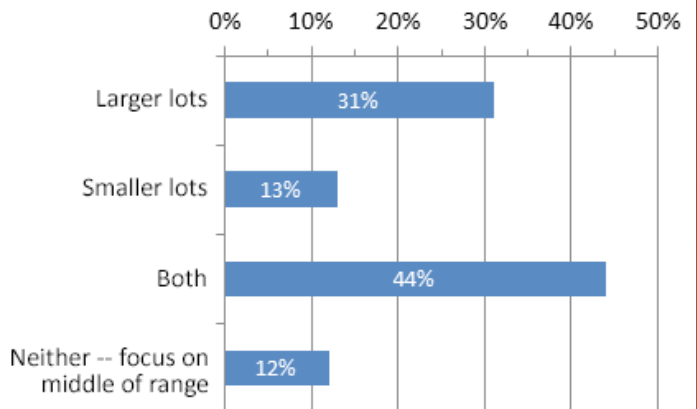


TABLE 7.3, Acreage in Zoning Districts*

Source: Kendig Keast Collaborative

Zoning District	Acreage	Percent of Total
Suburban Development (SD)	39	0.1%
Residential Estate (RE)	1,693	6.4%
Suburban Residential (SR-15)	310	1.2%
Suburban Residential (SR-12)	1,339	5.1%
Single-Family Residential (R-1)	3,378	12.9%
Single-Family Residential (R-1 Cluster)	657	2.5%
Single-Family Residential (R-2)	3,001	11.4%
Single-Family Residential (R-3)	1,849	7.0%
Single-Family Residential (R-4)	492	1.9%
Townhouse Residential (TH)	39	0.1%
Multiple-Family Residential (MF)	222	0.8%
Manufactured Home Park (MH)	51	0.2%
Spectrum District - Subdistrict 1 (SP1)	80	0.3%
Spectrum District - Subdistrict 2 (SP2)	25	0.1%
Spectrum District - Subdistrict 3 (SP3)	134	0.5%
Spectrum District - Subdistrict 4 (SP4)	60	0.2%
Spectrum District - Subdistrict 5 (SP5)	226	0.9%
Cullen - Mixed Use (C-MU)	177	0.7%
Garden / O'Day - Mixed Use (G/O-MU)	506	1.9%
Old Townsite - General Business (OT-GB)	45	0.2%
Old Townsite - Residential (OT-R)	95	0.4%
Old Townsite - Mixed Use (OT-MU)	59	0.2%
Office and Professional (OP)	170	0.6%
Business Park - 288 (BP-288)	227	0.9%
Neighborhood Service (NS)	120	0.5%
General Business (GB)	1,183	4.5%
General Commercial (GC)	1,370	5.2%
Light Industrial (M-1)	1,563	6.0%
Heavy Industrial (M-2)	897	3.4%
Planned Development (PD)	6,269	23.9%
Totals	26,278	100.0%

* NOTE: All calculations were made using Geographic Information System (GIS) data and mapping and are intended for general planning purposes only as the data is approximate and does not have the accuracy of on-the-ground land surveys.

FURTHER EVOLUTION IN LAND USE PLAN

This new Comprehensive Plan involves some further adjustments to the City's Land Use Plan map based on discussions with the Comprehensive Plan Advisory Committee and other stakeholders, and work sessions between City staff and the plan consultant. The changes include:

■ Consolidation of Four Suburban Residential Designations.

As shown in Table 7.1, the Land Use Plan map previously included a Suburban Residential category with four subcategories for accommodating single-family detached dwellings on varying lot sizes, from ½ acre down to 10,000 square feet. The new Land Use Plan map shows just one overall Suburban Residential category to align with a potential single Suburban Residential zoning district that would also consolidate several existing districts. This possibility for a single residential "flex" zoning district is discussed further under Strategic Priority 1 in the Goals and Action Strategies portion of this plan section.

■ New and Ongoing Special Designations.

This updated plan eliminates the Spectrum District category from the Land Use Plan map, replacing it with the Lower Kirby Urban Center designation that resulted from more recent, targeted planning for this area. Also, the extent of the 288 Gateway (former "Business Park") area around SH 288 was adjusted in certain locations based on actual development outcomes. The mixed-use designations for the Cullen and Garden/O'Day areas also are maintained to support their associated zoning districts.



New business uses plus public streetscape investments are setting a high quality standard in the Lower Kirby Urban Center District

- **No Further Multi-Family Residential Designations Beyond Existing.** Deliberations for this plan update led to the consensus that no additional areas for High Density Residential (i.e., multi-family) be delineated on the Land Use Plan map beyond multi-family development that has already been built. Instead, any further multi-family residential should occur only in mixed-use settings, and only if designed with an Urban character. This means an “internalized” design for multi-family residential in which access to all dwelling units is made through the interior of the building rather than from direct outside entrances to each unit. Other form-related zoning and design standards would also reinforce and ensure an Urban development character.
- **General Map Cleanup.** Through this plan update, various “cleanup” revisions to the Land Use Plan map were made to reflect actual development that has occurred in particular locations relative to the map designations for such areas. These revisions also better align the Land Use Plan map with evolution in the City’s official Zoning District map.

LAND USE POLICIES

The written policy statements below are intended as a supplement to the Land Use Plan map, which provides only a visual depiction of desired land use patterns and sound development practices. City officials and staff should use these statements as a guide and reference, particularly when making decisions regarding proposed development activity in the City limits and ETJ and/or changes in zoning classifications within the city.

GENERAL

1. Land uses should not detract from the enjoyment or value of neighboring properties.
2. Potential negative land use effects (noise, odor, dust, excessive light, traffic, etc.) should be considered in development review/ approval and mitigated.
3. Adequate transportation access and circulation should be provided for uses that generate large numbers of trips. Pedestrian and bicycle access should be addressed where appropriate.
4. Well-planned mixed-use projects are encouraged where compatible with nearby

development. When such projects are pursued through Planned Development (PD) applications, evaluation of the PD Design Plan should include consideration of community benefits and amenities the project will offer in exchange for proposed variations from otherwise applicable zoning standards. This is to uphold the intent, expressed in UDC Section 2.2.2.1, that PD Districts are meant to “encourage flexible and creative planning ... and to result in a higher quality development for the community than would result from the use of conventional zoning districts.”

5. Floodplain areas should not be encroached upon by future development unless there is compliance with stringent floodplain management practices. These areas should be used for parks or recreational or related purposes, or for agricultural uses.
6. Environmentally sensitive areas should be protected, including wildlife habitat areas.

RESIDENTIAL

1. Residential areas should not be located next to industrial areas.
2. Residential and commercial areas may be adjacent if separated by a buffer.
3. Schools, parks and community facilities should be located close to or within residential neighborhoods.
4. Houses should have direct access to local residential streets but not to collector streets or thoroughfares.
5. Houses should not be adjacent to freeways.
6. New residential development should be buffered from thoroughfares and collector streets.
7. Residential developments should include adequate area for parks and recreation facilities, schools and places of worship.

RETAIL / OFFICE

1. Neighborhood retail and service uses should be located at intersections of thoroughfares or collector streets or at the edge of logical neighborhood areas unless appropriately placed within a planned development.
2. Retail development should be clustered throughout the city and convenient to residential areas.
3. Buffers should separate retail/office uses and residential areas.
4. The Old Townsite area should be a focus

for office, retail and service activities in appropriate locations relative to existing residential uses, particularly through adaptive re-use of existing structures or redevelopment of vacant properties and sites with heavy commercial or industrial uses.

5. Office and professional uses should be compatible with nearby residential areas and other uses through appropriate building height limitations and adequate buffering and landscaping.
6. Low-intensity office and professional uses should provide a transition between more intense uses and residential areas.

HEAVY COMMERCIAL

1. Commercial uses with more intensive operational or traffic characteristics should be located away from most residential areas.
2. Heavy commercial development should be concentrated in nodes at intersections and along major thoroughfares that are designed and constructed to accommodate higher traffic volumes.
3. Buffers should separate heavy commercial uses from any adjacent residential areas, especially where the commercial use involves visible display or outdoor storage of merchandise or materials.



Pearland Town Center features a master-planned mix of residential and non-residential uses

INDUSTRIAL

1. Industrial development should not be directly adjacent to residential areas.
2. Industrial uses should be located in dedicated industrial development areas.
3. Industrial development should be separated from other uses by buffers.
4. Industrial development should have good access to thoroughfares and freeways.
5. Industrial development involving trucking operations should have good access to truck routes, designated hazardous material routes, and railroads.

PARKS, OPEN SPACE AND TOURISM

1. Parks should be evenly distributed throughout the city and include larger community parks and smaller neighborhood parks.
2. Pedestrian connections should be provided between parks, schools, residential areas, and employment centers.
3. Parks are a desirable use for floodplain areas.
4. Parks and open space should be used to buffer incompatible land uses.
5. Natural features should be used as buffers or preserved open space between or around developed areas.
6. Community attractions that draw many external visitors should be in locations with good regional transportation access and visibility.

COMMUNITY FACILITIES

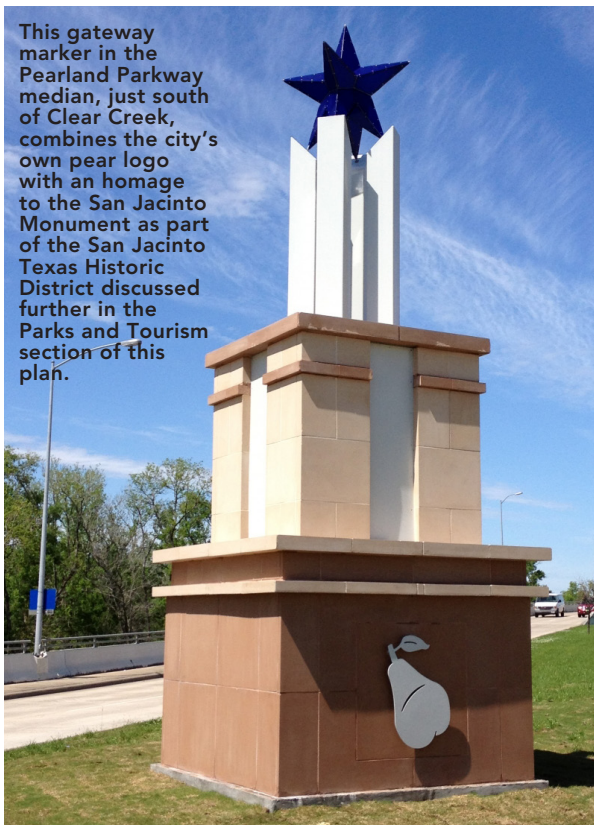
1. Community facilities should be located in easily accessible areas within the community.
2. Community facilities, depending on their scale and level of activity, should be located adjacent to thoroughfares or collector streets to accommodate traffic.
3. Community facilities should be well buffered from nearby residential areas.

Key Planning Considerations

Input and discussions for this Comprehensive Plan update, through workshops with City Council and Planning and Zoning Commission, informal small-group sessions, a community-wide public open house event, the online Virtual Town Hall forum, interaction with the Comprehensive Plan Advisory

Committee, and background discussions with City staff, yielded the following concerns related to this Land Use and Character section of the plan:

- The implications for the community – in terms of tax base, housing options, recreation and open space opportunities, traffic generation, infrastructure and public service capacities, and many other factors – from the uses and intensities to which remaining available land in the City limits and extraterritorial jurisdiction may be devoted in the future.
- Opportunities and challenges associated with re-use and redevelopment of land in older areas of the city, including the potential in certain areas for more varied housing types and/or greater mixing of uses, partly through well-managed conversion of former dwellings to non-residential uses.
- Continued focus on effective planning for key locations, focal points and gateways into the city, in conjunction with priority initiatives in the *Pearland 20/20 Strategic Plan* and other targeted plans (e.g., major corridors and gateways via SH 288, Pearland and Cullen Parkways, Broadway/FM 518, etc.; Old Townsite; Pearland Town Center; Lower Kirby Urban



This gateway marker in the Pearland Parkway median, just south of Clear Creek, combines the city's own pear logo with an homage to the San Jacinto Monument as part of the San Jacinto Texas Historic District discussed further in the Parks and Tourism section of this plan.

Center district – including Transit-Oriented Development potential around any future transit station; airport vicinity; south side oil fields, etc.).

- Appreciation of the land use implications of major capital investments in new and upgraded roadways (e.g., McHard Road, Bailey Road, SH 35/Main Street), and lessons learned for improved land use-transportation coordination from outcomes such as the vicinity of SH 288 at FM 518/Broadway.
- The clear desire, among both residents and the community's public and private leadership, to limit further significant single-use multi-family development due to concerns about the effects of residential density on such things as traffic, schools, and recreation programs.
- The appropriate location and extent of industrial use, amid pressure in some places to transition to more commercial use, plus the importance of design and appearance considerations where industrial uses will be highly visible along key corridors.
- Continued discussion and debate of residential lot size considerations – at both the small- and larger-lot ends of the spectrum – given a dynamic regional housing market and trends in land costs and other factors in development feasibility, as well as associated standards that govern the potential intensity of residential use (e.g., maximum lot coverage).
- Especially with build-out of remaining land on the horizon, continued discussion of ways to allow – and encourage – alternate arrangements of a given residential density on the ground (i.e., “clustering” options) to absorb some amount of growth in constrained areas while safeguarding resources and incorporating beneficial open space.
- Ongoing emphasis on community aesthetics and appearance, especially to ensure quality development outcomes that complement public investments to beautify Pearland's gateways and key corridors, and as application of design standards continues to differentiate Pearland from other area cities.

Citizen Survey Results

Eight in 10 respondents to the Pearland Citizen Survey (conducted December 2014 through February 2015) rated the overall image of Pearland as excellent or good.

Goals and Action Strategies

GOALS

A “goal” is a statement of a desired outcome (“end”) toward which efforts are directed, as expressed by more specific objectives and action priorities (“means”). Below are three goals intended to focus plan implementation efforts related to Land Use and Character that follow the adoption of this new Comprehensive Plan:

- GOAL 7.1:** A **balanced mix of land uses** that supports the community’s long-term objectives of achieving greater choice in housing and homeownership options, a more diversified commercial and industrial tax base, an array of active and passive recreational destinations, and greater leisure and entertainment opportunities for both residents and visitors.
- GOAL 7.2:** Attention to the **traffic generation and public service implications** of land use choices for remaining developable land in the City limits and ETJ as Pearland progresses toward build-out over the next several decades.

GOAL 7.3: An expanded focus on **redevelopment planning and effective management of infill development and adaptive re-use of properties in older areas and corridors** as these activities become more prevalent in Pearland along with ongoing development of new uses and vacant land.

GOAL 7.4: A continued emphasis on **development quality and aesthetic considerations** in ongoing development review and approval processes, as well as with public facility construction and upgrades.

ACTION STRATEGIES

Itemized below are a set of potential actions for responding to the key issues and community needs identified in this Comprehensive Plan section. In particular, two items are highlighted as strategic initiatives for the immediate future.



STRATEGIC PRIORITY 1: UNIFIED DEVELOPMENT CODE (UDC) UPDATES

A natural next step following adoption of a new Comprehensive Plan is to revisit the City’s development regulations to ensure they are in sync with and supportive of the general vision and goals of the plan, as well as specific action strategies that involve regulatory considerations. Adjustments to the Land Use Plan map also must be carried over to the City’s zoning regulations and official district map. Some more significant action items in this plan that require such follow-up include provisions to encourage a wider array of residential options, and

Glenda Dawson High School provides a quality public facility within the Cullen-Mixed Use (C-MU) zoning district



review and updating of current parkland dedication and fee-in-lieu provisions.

“Flex” Zoning. Another significant consideration arising from this plan section is exploration of a residential “flex” zoning district. This would allow a range of residential development options by right, in which required open space set-asides increase in exchange for smaller lot sizes, along with other standards (e.g., maximum coverage, screening and buffering) designed to achieve development outcomes that are compatible with the character of the vicinity. It would replace the approach of having a range of zoning districts for single-family detached dwellings that are differentiated mainly by allowable lot sizes (i.e., density). This is also intended to address difficulties the City has encountered in implementing – and encouraging greater use of – the current Cluster Development Plan provisions in the UDC.

Built-In Options for Cluster Development. A typical approach for a residential “flex” district is to include several levels of allowable development clustering with varying degrees of associated lot-size reduction and increasing open space preservation. This allows the developer an equivalent development yield, in terms of gross units per acre, as under a more typical development layout. At the same time, community priorities for character enhancement and resource protection are addressed by concentrating the proposed development in a smaller area of the site rather than spread across the site as would occur through a conventional design. This is accomplished through smaller lot sizes, reduced building setbacks, increased floor area ratios (ratio of dwelling unit floor area to lot area), and added flexibility in other regulatory standards in exchange for setting aside more open space on the overall site and preserving natural areas such as floodplains, wetlands, creek buffers, and forested areas.

Density Bonus as an Incentive. A built-in density “bonus” rewards – and provides the incentive – for the developer to use land planning and site design practices that will better meet community objectives. Along with resource protection and open space amenities, another motivator for some residential “flex” districts is to promote development of neighborhoods with well-planned and integrated mixes of housing types versus isolated, individual subdivisions devoted to a single housing type at a uniform density. Additionally, using bonuses to encourage the set-aside of even

more open space within clustered developments effectively compensates the landowner with higher development efficiency through reduced length of streets and utility infrastructure.

This clustering strategy can also open up development possibilities for constrained sites in urban areas, as well as sites that are adjacent to railroads, wells, or other less desirable features. It also provides market flexibility by offering the developer various lot-size options by right without the need for a zone change request and review/approval process. Another related mechanism is to incorporate a “housing palette” into the UDC. A palette would provide a wide range of options to residential developers, allowing further adaptation to market forces and creating opportunity for varying housing styles and price points within the same development. Another benefit of a housing palette is to avoid monotony in dwelling and neighborhood design, which could build on current anti-monotony provisions in the UDC. In some cases a minimum number of different housing types is required within a development when reduced lot sizes in a clustering strategy cross some threshold. Otherwise, the small-footprint dwellings that are the only detached model some lots could accommodate might be “too small for comfort” given local taste and development history. Associated dimensional criteria by housing type then preserve the overall development character, without the need for Planned Development approval to arrive at such standards through negotiation.

Next steps for exploring the concepts under this strategic priority would involve:

- Necessary modeling, that accounts for applicable street right-of-way, utility easement, drainage and parkland dedication requirements, to determine: (1) the minimum lot size that should serve as the baseline for single-family detached dwellings in the district; (2) the degree of lot size variation from this baseline for the other permitted development options, for both detached and attached housing types; and (3) the incremental increase in site-wide open space preservation that must accompany each incremental decrease in allowable lot size.
- Determining whether to include a minimum site area requirement for cluster developments to ensure adequate perimeter area for appropriate separation and buffering between housing clusters and uses on adjacent properties.

- Establishing standards for the reserved open space areas, including consideration of their location relative to the development clusters and adjacent properties, size and degree of contiguity, buffering benefit, resource value, accessibility for maintenance and/or recreational purposes, etc.
- Determining whether to apply Floor Area Ratio (FAR) standards (ratio of dwelling unit floor area to lot area) to manage the scale of housing unit relative to lot area as lot sizes vary along the district's sliding scale for permitted densities.
- Determining whether to incorporate further flexibility for clusters at the smallest permitted lot size through a lot size averaging provision that, for example, can allow some degree of variation in lot widths versus a uniform standard (which also provides an anti-monotony benefit).

The key to this approach, relative to the current Cluster Development Plan provisions in the UDC, is that many more standards would be spelled out in the Code (e.g., in contrast to current general statements like "sufficient buffering to assure compatibility with adjacent uses," and undefined expectations for "open space and amenities"). This is especially to enable a permitted-by-right situation rather than case-by-case negotiation in the manner of a Planned Development process, which would reduce uncertainty and provide greater predictability of outcomes for applicants, City officials and adjacent property owners and residents alike. By comparison, the current approval process for Cluster Development Plans allows the Planning & Zoning Commission, or City Council on appeal, to "impose such conditions ... as are necessary to assure compatibility with adjoining uses and neighborhood character." Again, defined standards – including potential bufferyard provisions that flex based on the nature of the abutting properties and uses – can be incorporated to avoid scenarios where unknown conditions may be applied all the way through the last steps in the process.

An added benefit of this flex district approach, together with a condensed set of zoning districts overall, is that fewer zone change requests must be processed. This reduces the administrative burden on the City and the excessive time and process for otherwise straightforward property development. This is in contrast to more conventional zoning systems where micro-management often results

as property owners/developers seek to "activate" specific sites for a currently marketable use and density.



STRATEGIC PRIORITY 2: NEIGHBORHOOD-LEVEL AND SPECIAL AREA PLANNING

In conjunction with the Housing and Neighborhoods section of this plan, especially involving a recommended greater focus on neighborhood-level planning needs and focused actions, the adoption of this new Comprehensive Plan should be followed by pursuit of more detailed and area-specific planning for particular neighborhoods within Pearland. More focused planning efforts of this sort also provide an opportunity to coordinate more closely with key partners and entities, as well as to obtain citizen input at a more "grass roots" level.

In addition to the recommended neighborhoods emphasis, Pearland should continue to target specialized planning efforts to key areas as has been done, in particular, through PEDC in recent years related to corridors, gateways and special districts. Past planning for the Old Townsite area and the Lower Kirby Urban Center district are other commendable examples completed by the City. However, expanding such efforts will likely require a greater commitment of resources.

Ongoing planning for Lower Kirby should also take into account potential locations for a future transit station and the 1/4- to 1/2-mile radius around candidate locations. This is where Transit-Oriented Development (TOD) outcomes must be anticipated, when desired, and usually nurtured through appropriate zoning, potential incentives (e.g., land assembly, public/private cost-sharing), and supportive public investments in infrastructure and/or amenities.

Land Use and Character Tools

As a home rule municipality, the City of Pearland has various authorities and techniques for accomplishing the community vision for land use and development outcomes in newer areas, and for transforming obsolete uses, under-utilized sites, and incompatible use mixes in older areas. Summarized in **Table 7.4, Tools for Advancing Land Use and Character**

Objectives, are key mechanisms through which Pearland is already pursuing its land use management objectives. These tools are shown in five categories that represent the main ways that comprehensive plans are implemented:

1. Capital projects.
2. Policies and programs.
3. Regulation and standards.
4. Partnerships and coordination.
5. More targeted planning (especially as required to qualify for external funding opportunities).

Given its size and the resulting level of sophistication of its municipal government, Pearland benefits from activities that are done here routinely relative

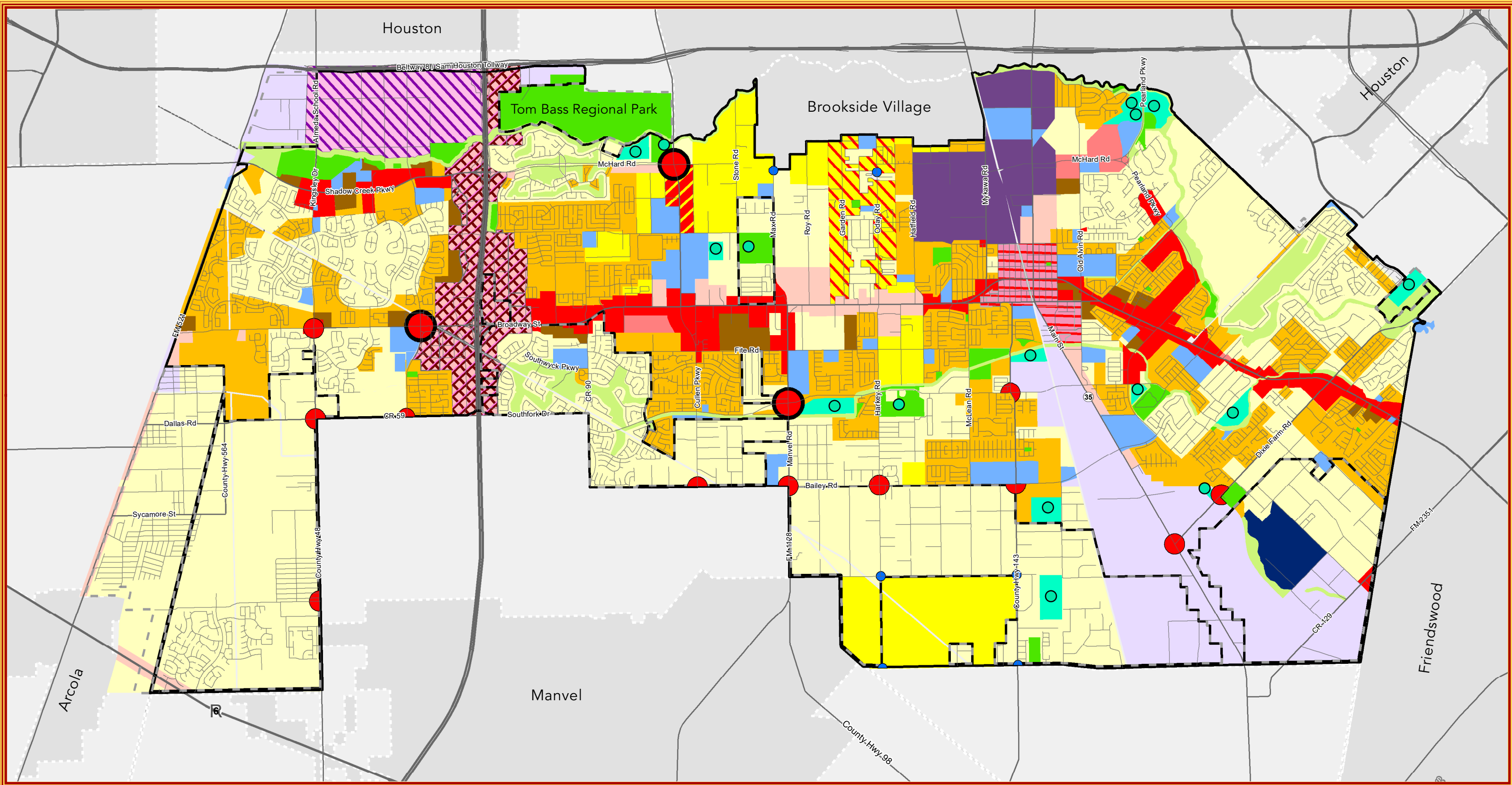
to smaller cities with lesser means and capabilities – and compared to some larger cities with limited will or support to take certain actions. Along with the strategic priorities and other actions outlined in this plan section, it is important to capture in the Comprehensive Plan those ongoing functions of City government, such as those highlighted in Table 7.4, that will also help to attain the vision and goals within this plan.

TABLE 7.4, Tools for Advancing Land Use and Character Objectives

TOOL	PEARLAND EXAMPLES
Overall Framework for Growth and Development	
Long-Range Planning	<ul style="list-style-type: none"> • Comprehensive Plan <ul style="list-style-type: none"> » Land Use Plan » Thoroughfare Plan
Strategic Planning	<ul style="list-style-type: none"> • Pearland 20/20 Strategic Plan
Capital Projects	
Multi-Year Programming and Budgeting	<ul style="list-style-type: none"> • Capital Improvements Plan (CIP) <ul style="list-style-type: none"> » Advance land acquisition for certain projects
Policies and Programs	
Municipal Policies	<ul style="list-style-type: none"> • City Council Goals and policy direction for economic development, housing and land use (e.g., Class A office space, housing variety) • Policies and practices for the appropriate location and design of City facilities • Tax/financial incentives for economic development
Special Initiatives	<ul style="list-style-type: none"> • Beautification Strategy
Special Districts	<ul style="list-style-type: none"> • Municipal Management Districts • Tax Increment Reinvestment Zones (TIRZ)
Regulations and Standards	
Land Development Regulations	<ul style="list-style-type: none"> • Unified Development Code (UDC) • Special-purpose zoning districts and overlay districts (e.g., Corridor Overlay District) • Planned Development (PD) option • Cluster Development Plan option
Overall City Code	<ul style="list-style-type: none"> • Alcoholic beverage regulations (Chapter 4) • Amusement/entertainment uses (Chapter 5) • Animal-related uses (Chapter 6) • Oil and gas activities (Chapter 21)

TABLE 7.4, Tools for Advancing Land Use and Character Objectives

TOOL	PEARLAND EXAMPLES
Partnerships and Coordination	
Public/Public	<ul style="list-style-type: none"> • Intergovernmental and interagency agreements • (e.g., for predictability on the location and design of future public facilities) • Pearland Economic Development Corporation • School districts • County, state and federal entities with facilities in city
Public/Private	<ul style="list-style-type: none"> • Development agreements (e.g., with provisions on the nature, timing, intensity and quality of uses that will occur in a subject area) • Private property owners, and land development and real estate communities • Advocacy and resource organizations <ul style="list-style-type: none"> » Pearland Chamber of Commerce » Keep Pearland Beautiful » Old Townsite Business Coalition » Homeowner associations
Targeted Planning	
Special-Area Planning	<ul style="list-style-type: none"> • Corridor and district plans • Neighborhood plans
City Master Plans	<ul style="list-style-type: none"> • Water, Wastewater, Drainage • Parks and Recreation, Trails



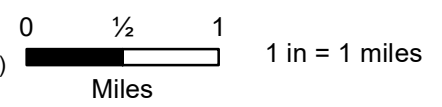
MAP 7.1 LAND USE PLAN

ADOPTED
SEPTEMBER 21, 2015

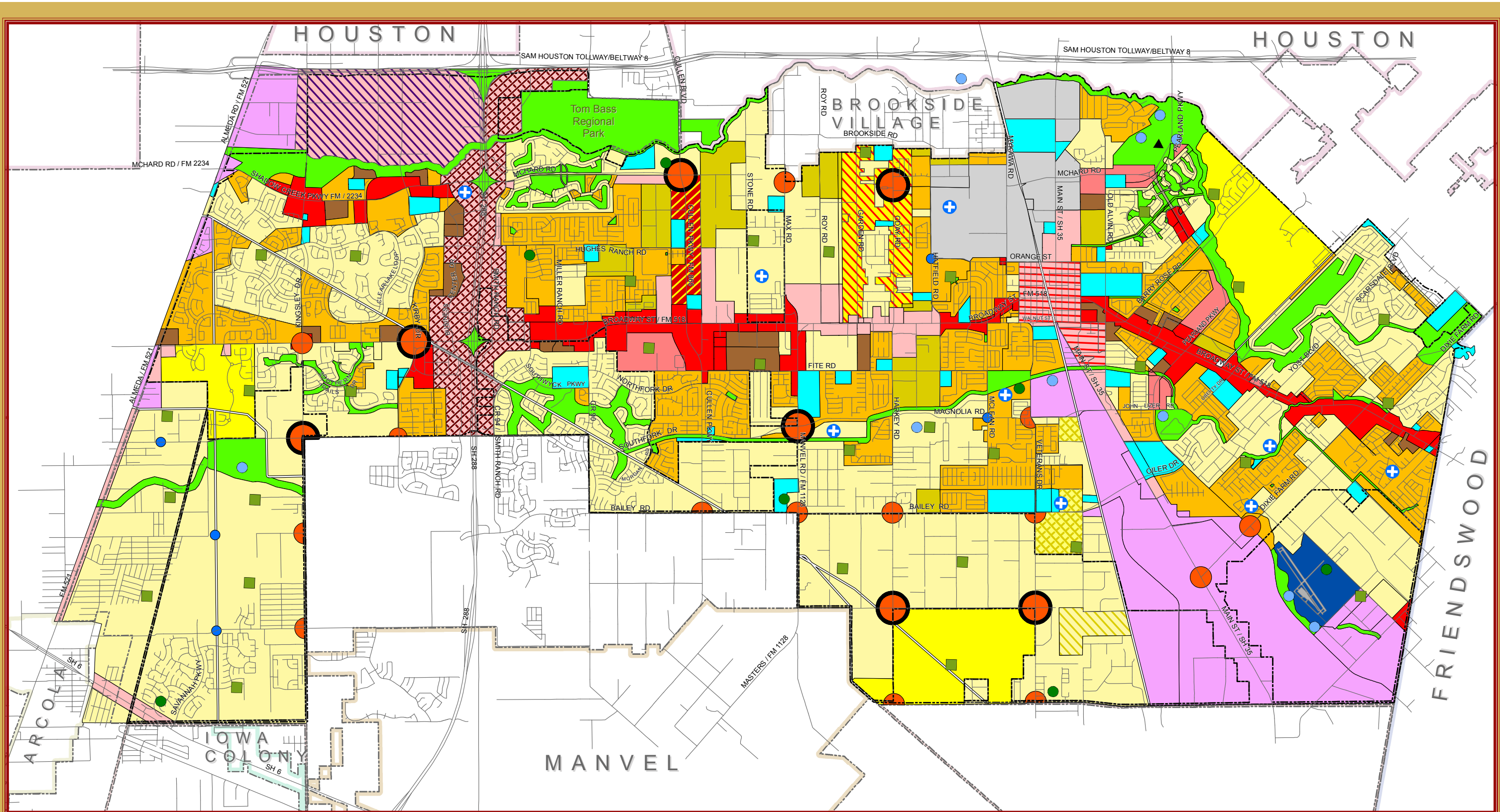
NOTE: A comprehensive plan shall not constitute zoning regulations or establish zoning boundaries.



- | | | | | |
|----------------------------|------------------------------|---------------------------------|------------------------------|-----------------------------------|
| Suburban Residential | Detention | Village District | Light Industrial | Minor Retail Node (25 acres) |
| Low Density Residential | Park | Lower Kirby Urban Center | Industrial | Residential Retail Node (5 acres) |
| Medium Density Residential | Recreation and Open Space | 288 Gateway | Business Commercial | Detention Ponds |
| High Density Residential | Public / Semi-Public | Cullen Mixed Use District | Airport | |
| Offices | Retail, Offices and Services | Garden/O'Day Mixed Use District | Major Retail Node (50 acres) | |



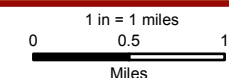
DISCLAIMER: This graphic representation depicts generalized areas for informational and long-range planning purposes only. The illustration may not have been prepared for or be suitable for legal, engineering, or surveying purposes. It does not represent an on-the-ground survey and represents only the approximate relative location of property and other boundaries. Data is not guaranteed for specific accuracy or completeness and may be subject to revision at any time without notification.



CITY OF PEARLAND LAND USE PLAN

NOTE:
A comprehensive plan shall not constitute zoning regulations or establish zoning district boundaries.

- | | | | | | |
|-----------------------------------|----------------------------|------------------------------|---------------------|-----------------------------------|-------------------------------------|
| A - 1/2 Acre Lots (Suburban Res) | Medium Density Residential | Retail, Offices and Services | Light Industrial | Major Retail Node (50 acres) | City of Pearland Detention Site |
| B - 15,000 SF Lots (Suburban Res) | High Density Residential | Village District | Industrial | Minor Retail Node (25 acres) | Community Park Site |
| C - 12,000 SF Lots (Suburban Res) | Offices | Spectrum District | Business Commercial | Residential Retail Node (5 acres) | Neighborhood Park Site |
| D - 10,000 SF Lots (Suburban Res) | Parks | Business Park | Airport | B.D.D #4 Proposed Detention Site | Restaurant & Entertainment District |
| Low Density Residential | Public / Semi-Public | Cullen Mixed Use District | | | |



This product is for informational purposes and may not have been prepared for or be suitable for legal, engineering, or surveying purposes. It does not represent an on-the-ground survey and represents only the approximate relative location of property boundaries.

MAP PREPARED: SEP 2014
CITY OF PEARLAND GIS DEPARTMENT